

Rezoning Application: PD 25-0452
Zoning Hearing Master Date: July 21, 2025
BOCC Land Use Meeting Date: September 9, 2025



**Hillsborough
County Florida**

Development Services Department

1.0 APPLICATION SUMMARY

Applicant: Alexander Baumer / Sunshine Solar Cold Storage LLC
FLU Category: RES-4 (Flex of HI FLU)
Service Area: Urban
Site Acreage: +/-10.75 acres
Community Plan Area: South Shore Areawide Systems & Gibsonton
Overlay: None



Introduction Summary:

The applicant seeks to develop an approximately 10.75-acre unified development located at the northwestern corner of Donna Toledo Almeida Road and South U.S. Highway 41. The request is for a rezoning from AS-1/AR/PD to PD to allow warehousing and distribution uses.

The applicant is requesting a flex to utilize the **500-foot Future Land Use (FLU) Flex Provision**, as defined under FLUE Policy 2.2.3, to extend the HI Future Land Use designation up to 500 feet into the existing RES-4 designation to allow the warehouse use.

Zoning:	Existing			Proposed
District(s)	AS-1	AR	PD 89-0173	PD 25-0452
Typical General Use(s)	Single-Family Residential/Agricultural	Agricultural Rural	Open storage, commercial vehicle sales, vehicle repair, contractors' office, warehouse, renting of vehicles & equipment, and wholesale distribution.	Warehousing Distribution
Acreage	+/-1.19 acres	+/-7.26 acres	+/-2.3 acres	+/-10.75 acres
Density/Intensity	Density: 1 dwelling unit per 1 acre Intensity: NA	Density: 1 dwelling unit per 5 acres Intensity: NA	Density: NA Intensity: 0.20 FAR	Density: NA Intensity: 0.36 FAR
Mathematical Maximum*	1 dwelling	1 dwelling	20,000 sf	154,000 sf

*number represents a pre-development approximation

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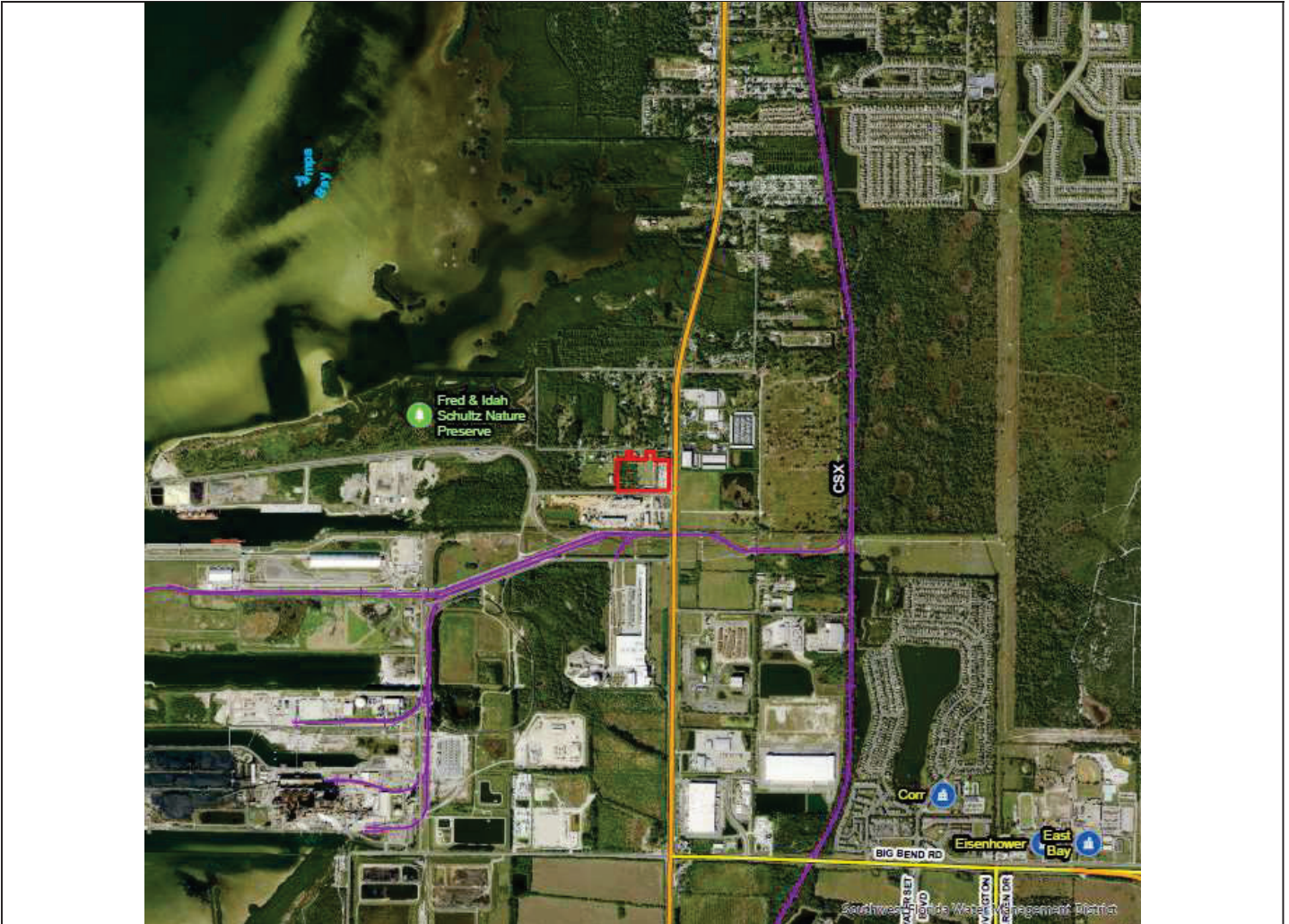
BOCC LUM MEETING DATE: September 9, 2025

Case Reviewer: Tim Lampkin, AICP

Development Standards:			Proposed	
District(s)	Existing	AR	89-0173	PD 25-0452
Setbacks/Buffering and Screening	Front: 50 ft. Side: 15 ft. Rear: 50 ft.	Front: 50 ft. Side: 25 ft. Rear: 50 ft.	Front: 30 ft. Side: *0' *(Subject to the 2 ft. additional setback for every foot of height over 20 feet.) West & North Buffer: 30' vegetated buffer with 6'-high fence.	Front: 30 ft. Side (North): 100 ft. Side (West): 50 ft. West Buffer: 10' Buffer with Masonry Wall (Modified Type "C" screening). North Buffer: 30' with Type "C" Screening
Height	50 ft. Max. Ht.	50 ft. Max. Ht.	30 ft. Max. Ht.	65 ft. Max. Ht.
Additional Information:				
PD Variation(s)		LDC Part 6.06.00 (Landscaping/Buffering)		
Waiver(s) to the Land Development Code		None requested as part of this application.		
Planning Commission Recommendation: CONSISTENT		Development Services Recommendation: APPROVABLE, Subject to Conditions.		

2.0 LAND USE MAP SET AND SUMMARY DATA

2.1 Vicinity Map



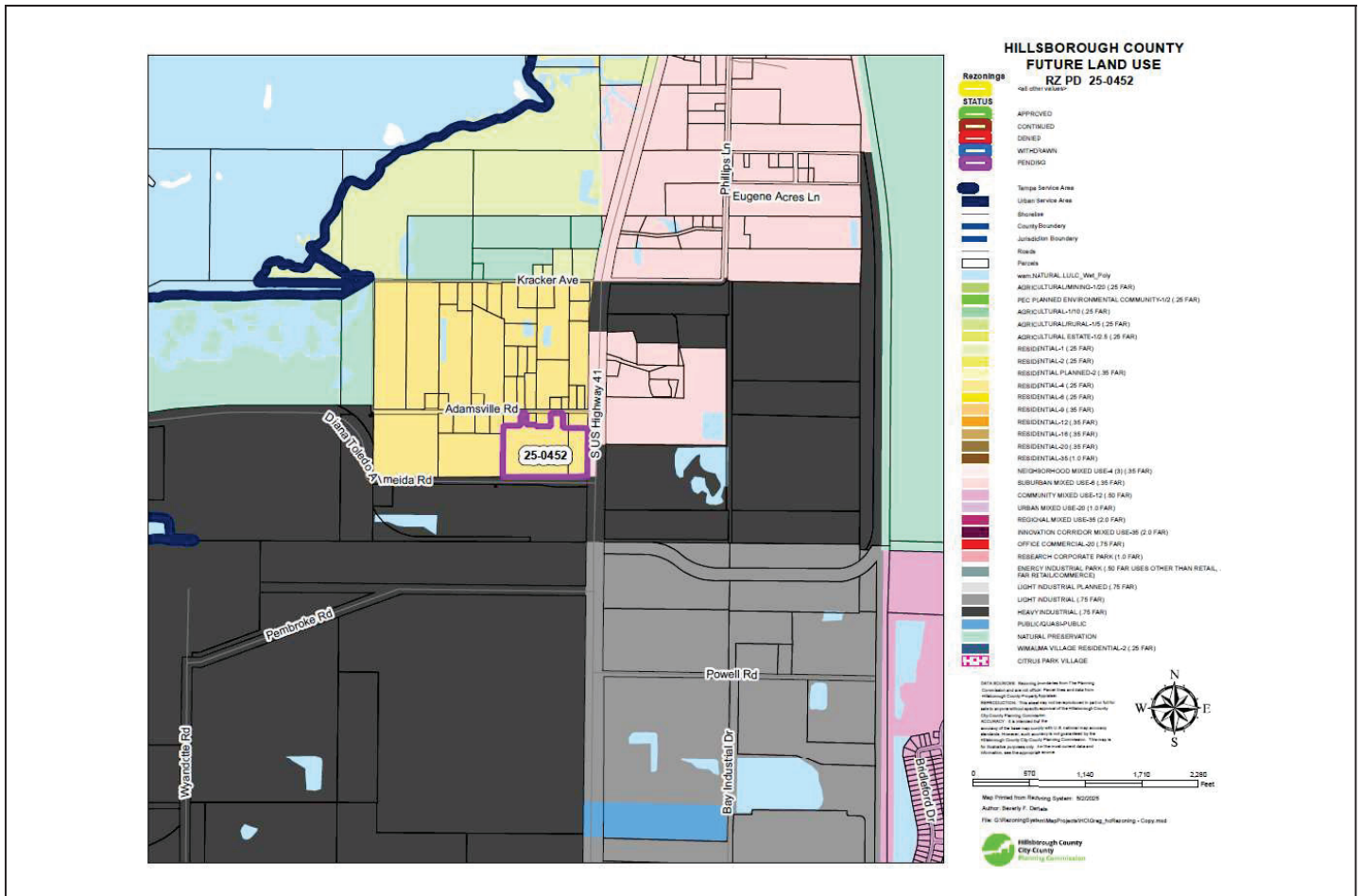
Context of Surrounding Area:

The subject property is located at the northwestern corner of Donna Toledo Almeida Road and South U.S. Highway 41. The surrounding area exhibits a mix of land uses, with distinct transitions in character moving in each direction. To the south of Donna Toledo Almeida Road, the area is predominantly industrial in nature. This includes a series of industrial developments extending west along Diana Toledo Almeida Road, beyond the SCL railroad tracks, and continuing toward the Tampa Bay shoreline, approximately 3,000 feet west of the site.

To the north, the property abuts a residential area along Adamsville Road, which includes single-family homes extending westward toward the Fred and Idah Schultz Nature Preserve. Further north and northwest, the land use shifts to a combination of residential and agricultural properties, contributing to a more rural suburban development pattern. Overall, the subject site is situated in a transitional area, bordered by industrial uses to the south, east, and west, with residential and agricultural uses predominating to the north and northwest.

2.0 LAND USE MAP SET AND SUMMARY DATA

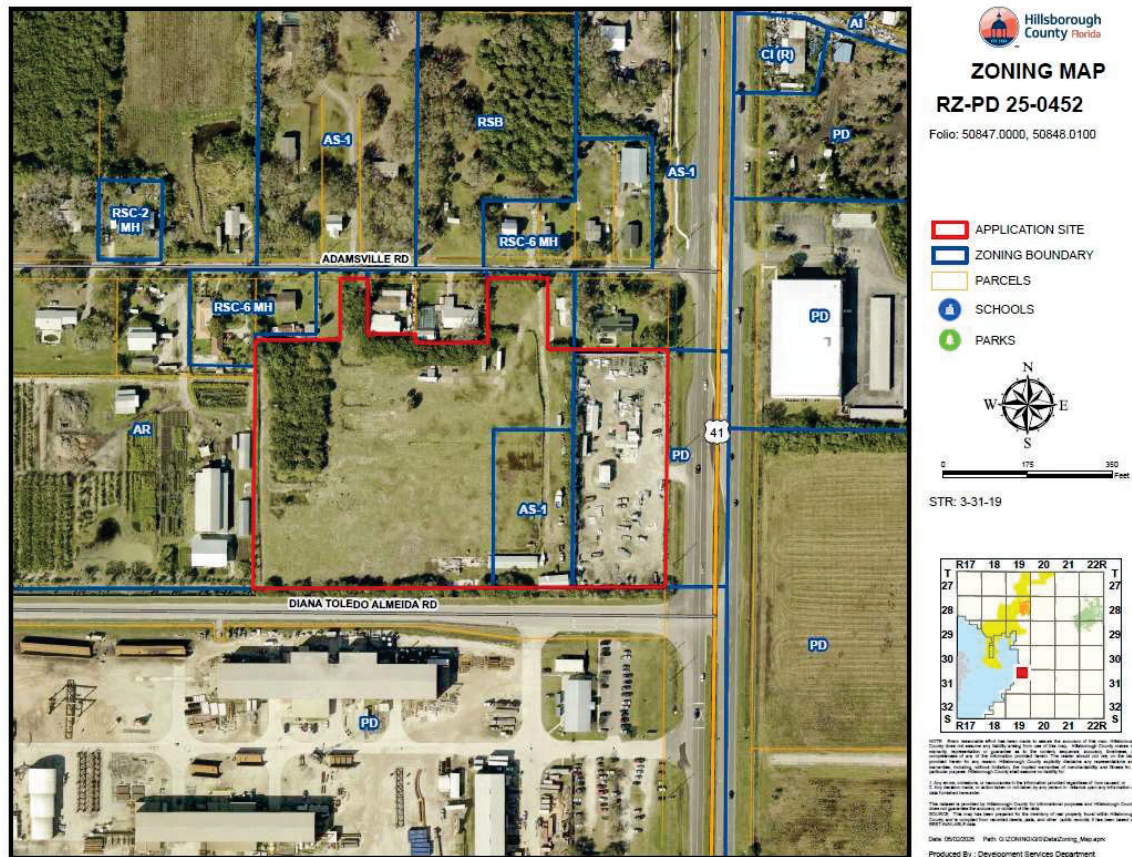
2.2 Future Land Use Map



Subject Site Future Land Use Category:	RES-4 Heavy Industrial (HI)
Maximum Density/F.A.R.:	RES-4: Up to 4 du/acre Maximum FAR: Neighborhood commercial, office or multi-purpose projects up to 175,000 sq. ft. or 0.25 FAR, whichever is less intense. Heavy Industrial (HI): Density N/A Maximum FAR: 0.75
Typical Uses:	RES-4: Agricultural, residential, neighborhood commercial, office uses and multi-purpose projects. HI: Agricultural, neighborhood commercial uses, permissible uses: light and heavy industrial uses including the processing, manufacturing and assembly of materials with associated storage as well as existing electric generation plants and expansions. Typical uses include phosphate/nitrate fertilizer manufacturing (excluding phospho-gypsum stack systems), explosive storage and or manufacturing facility, biohazardous waste incinerator and bulk solvent chemical storage and or processing.

2.0 LAND USE MAP SET AND SUMMARY DATA

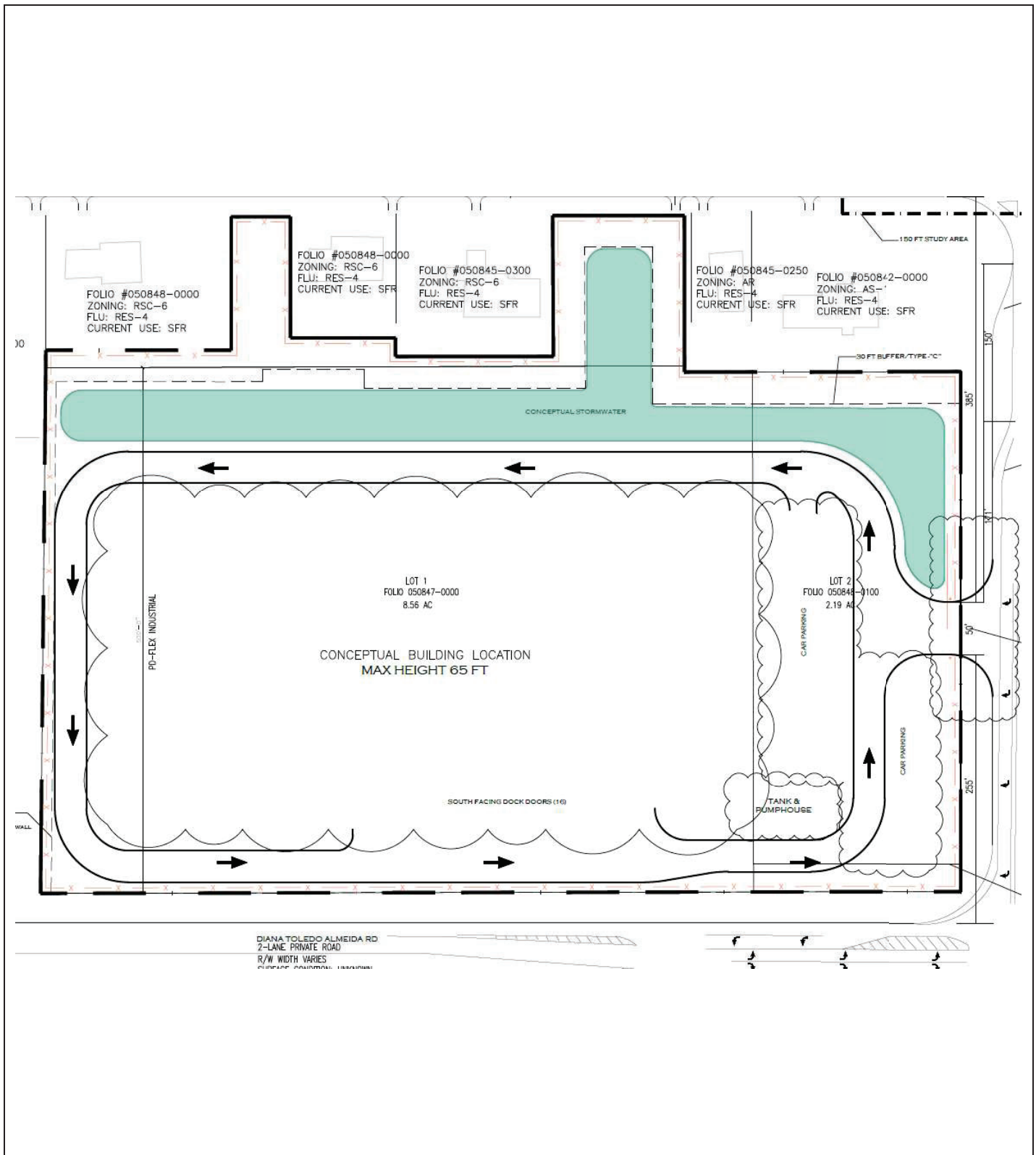
2.3 Immediate Area Map



Adjacent Zonings and Uses

Location:	Zoning:	Maximum Density/F.A.R. Permitted by Zoning District:	Allowable Use:	Existing Use:
North	RSC-6	Max. Density: +/-6 du per acre Max. FAR: NA	Residential	Single-family residential
South	Diana Toledo Almeida Rd. & PD 86-0045 / MM 99-0829	Max. Density: N/A Max. FAR: 0.75	Warehouse, Distribution, Precast Concrete Manufacturing and Light Manufacturing Uses.	Precast Concrete Manufacturing & Associated Office
West	AR	Max. Density: 1 du per 5 acres Max. FAR: NA	Residential / Agricultural	Plant Nursery
	RSC-6	Max. Density: +/-6 du per acre Max. FAR: NA	Residential	Single-family residential

East	PD 20-0603	Max. Density: NA FAR: Max. 0.75 (M Zoning District Uses) Max. 0.50 (CI Zoning District Uses)	Max. 1,725,000 sf M uses Max. 50,000 sf CI uses	Vacant Government-owned land (Immediate western portion of PD located directly east across U.S. Hwy. 41)
	PD 05-1887	Max. Density: NA FAR: 0.35	Max. 293,638-sf public commercial storage facility & open storage with max. 500 spaces for RV, boats.	Public Storage Facility, and RV/vehicle storage (enclosed and unenclosed)

2.4 Proposed Site Plan (partial provided below for size and orientation purposes. See Section 8.0 for full site plan)

3.0 TRANSPORTATION SUMMARY (FULL TRANSPORTATION REPORT IN SECTION 9 OF STAFF REPORT)**Adjoining Roadways (check if applicable)**

Road Name	Classification	Current Conditions	Select Future Improvements
US 41	FDOT Principal Arterial - Rural	4 Lanes <input type="checkbox"/> Substandard Road <input checked="" type="checkbox"/> Sufficient ROW Width	<input checked="" type="checkbox"/> Corridor Preservation Plan <input type="checkbox"/> Site Access Improvements <input type="checkbox"/> Substandard Road Improvements <input checked="" type="checkbox"/> Other - TBD
	Choose an item.	Choose an item. Lanes <input type="checkbox"/> Substandard Road <input type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input type="checkbox"/> Site Access Improvements <input type="checkbox"/> Substandard Road Improvements <input type="checkbox"/> Other
	Choose an item.	Choose an item. Lanes <input type="checkbox"/> Substandard Road <input type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input type="checkbox"/> Site Access Improvements <input type="checkbox"/> Substandard Road Improvements <input type="checkbox"/> Other
	Choose an item.	Choose an item. Lanes <input type="checkbox"/> Substandard Road <input type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input type="checkbox"/> Site Access Improvements <input type="checkbox"/> Substandard Road Improvements <input type="checkbox"/> Other

Project Trip Generation ☐ Not applicable for this request

	Average Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	563	38	59
Proposed	282	42	45
Difference (+/-)	(-) 281	(+) 4	(-) 14

*Trips reported are based on gross external trips unless otherwise noted.

Connectivity and Cross Access ☐ Not applicable for this request

Project Boundary	Primary Access	Additional Connectivity/Access	Cross Access	Finding
North		None	None	Meets LDC
South		None	None	Meets LDC
East	X	Pedestrian & Vehicular	None	Meets LDC
West		None	None	Meets LDC
Notes:				

Design Exception/Administrative Variance ☒ Not applicable for this request

Road Name/Nature of Request	Type	Finding
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.
Notes:		

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

INFORMATION/REVIEWING AGENCY				
Environmental:	Comments Received	Objections	Conditions Requested	Additional Information/Comments
Environmental Protection Commission	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Natural Resources	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Conservation & Environ. Lands Mgmt.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Check if Applicable: <input checked="" type="checkbox"/> Wetlands/Other Surface Waters <input type="checkbox"/> Use of Environmentally Sensitive Land Credit <input type="checkbox"/> Wellhead Protection Area <input type="checkbox"/> Surface Water Resource Protection Area <input type="checkbox"/> Potable Water Wellfield Protection Area <input type="checkbox"/> Significant Wildlife Habitat <input checked="" type="checkbox"/> Coastal High Hazard Area <input type="checkbox"/> Urban/Suburban/Rural Scenic Corridor <input type="checkbox"/> Adjacent to ELAPP property <input type="checkbox"/> Other:				
Public Facilities:	Comments Received	Objections	Conditions Requested	Additional Information/Comments
Transportation <input type="checkbox"/> Design Exc./Adm. Variance Requested <input type="checkbox"/> Off-site Improvements Provided	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Service Area/ Water & Wastewater <input checked="" type="checkbox"/> Urban <input type="checkbox"/> City of Tampa <input type="checkbox"/> Rural <input type="checkbox"/> City of Temple Terrace	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Hillsborough County School Board Adequate <input type="checkbox"/> K-5 <input type="checkbox"/> 6-8 <input type="checkbox"/> 9-12 <input checked="" type="checkbox"/> N/A Inadequate <input type="checkbox"/> K-5 <input type="checkbox"/> 6-8 <input type="checkbox"/> 9-12 <input checked="" type="checkbox"/> N/A	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Impact/Mobility Fees Warehouse (Per 1,000 s.f.) Mobility: \$1,337 * 154 = \$205,898 Fire: \$34 * 154 = \$5,236 Urban Mobility, south Fire - 154,000 sq ft Warehouse				

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Comprehensive Plan:	Comments Received	Findings	Conditions Requested	Additional Information/Comments
Planning Commission <input type="checkbox"/> Meets Locational Criteria <input type="checkbox"/> N/A <input checked="" type="checkbox"/> Locational Criteria Waiver Requested <input type="checkbox"/> Minimum Density Met <input type="checkbox"/> N/A	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Inconsistent <input checked="" type="checkbox"/> Consistent	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

The subject property is located immediately north of Donna Toledo Almeida Road, which is bordered to the south by industrial development, including a precast concrete manufacturing facility with associated office space. To the north, the property abuts Adamsville Road and an established single-family residential neighborhood. Portions of the subject site extend slightly northward and are designated to remain as a buffer area, which will include the construction of a 6-foot-high masonry wall. Along the northern boundary, the applicant proposes a 30-foot-wide vegetated buffer in compliance with Land Development Code (LDC) Section 6.06.06. Additionally, the site design incorporates a +/-100-foot setback from the northern property line where residential uses are located. This exceeds the required 90' compatibility setback, providing enhanced separation between the proposed development and adjacent homes.

Western Property Boundary – Additional Setback Relief for Height

Along the western boundary, the project will not comply with the additional 2 feet of setback for every 1 foot over 20 feet. Under standard LDC provisions, a 90-foot additional setback would be required, when added to required buffer of 20 feet results in a 110-foot setback. Instead, the applicant proposes a minimum setback of 50 feet from the western property line, which allows for parking to be located along the eastern property line. To mitigate this reduced setback, the applicant proposes to maintain a 6-foot-high masonry wall along the entire western boundary (Type C screening), intended to provide both visual screening and noise attenuation for nearby uses. Property to the west is a 9.58 acre parcel containing a plant nursery and single-family residence. The single-family residence (taking into account the northern setback) is located approximately 200 feet to the northwest of the parcel.

Requested Variations – LDC Section 6.06.00 (Landscaping and Buffering)

The applicant also seeks a variation from **LDC Section 6.06.00**, specifically regarding the **required buffer width** along the **western property boundary**. The request includes:

- A **10-foot-wide buffer** with modified Type “C” screening, in place of the **required 20-foot-wide buffer** with standard Type “B” screening.

Staff has reviewed the justification statement submitted by the applicant and finds they provided criteria responses per LDC Section 5.03.06.C.6, and staff finds that the criteria response is reasonable. The Rezoning Hearing Master’s recommendation for this application is required to include a finding on whether the requested variance meets the criteria for approval. Additional justification was included in the applicant’s submittal for the variations.

The applicant has not requested any variations from the general site development requirements found in Parts 6.05.00, Parking and Loading; nor anything additional in LDC Section 6.06.00, Landscaping, Irrigation and Buffering Requirements of the Land Development Code. The application shall be required to be in compliance with all other requirements of the Hillsborough County Land Development Code.

Planning Commission staff finds the proposed Planned Development **CONSISTENT** with the *Unincorporated Hillsborough County Comprehensive Plan*, subject to the conditions proposed by the Development Services Department.

5.2 Recommendation

Based on the above considerations, staff finds the request approvable, subject to conditions.

Prior to Site Plan Certification, the applicant will be required to amend the PD site plan as follows:

- Revise “Warehouse Distribution without Distribution Center” to “Warehouse with or without Distribution”
- Revise “*Inclusive of 2:1 Additional Setback” to “*2:1 additional setback shall not apply”.
- Add “minimum 75-ft. right-of-way width” to Diana Toledo Almeida Road.
- Revise “Surface Condition: Unknown” listed for Diana Toledo Almeida Road to “Poor, Fair, Good, or Excellent”.

6.0 PROPOSED CONDITIONS

Approval of the request, subject to the conditions listed below, is based on the general site plan submitted July 1, 2025.

1. The project shall be limited to the following uses.
 - Warehouse with or without Distribution
2. The development shall comply with the standards shown on the July 1, 2025, site plan and the following development standards.

a. Maximum FAR (HI FLU only):	0.36 FAR
b. Maximum Impervious:	75 percent
c. Maximum Building Coverage:	35 percent
d. Minimum Front Yard (East/South) Building Setback:	30 feet*
e. Minimum Side Yard (West) Building Setback:	50 feet*
f. Minimum Side Yard (North) Building Setback:	100 feet**
g. Maximum Building Height:	65 feet

*Any height greater than 20 feet shall not be subject to Section 6.01.01, endnote 8.

**The additional 2:1 compatibility setback shall not apply.
3. The subject property shall be subject to buffering and screening requirements of Section 6.06.06 of the Hillsborough County Land Development Code with the following exceptions.
 - a. The western property boundary shall provide a 10-foot-wide buffer with modified Type “C” screening. A 6-foot-high masonry wall shall be provided which shall not be included in the 10-foot vegetated buffer measurement.
 - b. The northern property boundary shall provide a 30-foot-wide buffer with Type “C” screening which shall include a 6-foot-high masonry wall.
4. The project shall be served by and limited to one (1) right-in/right-out access connection to US 41. Notwithstanding the above or anything shown on the PD site plan to the contrary, the location and configuration of such access shall be subject to approval by the Florida Department of Transportation.
5. Notwithstanding anything shown on the PD site plan to the contrary, bicycle and pedestrian access may be permitted anywhere along the PD boundaries.
6. Construction access shall be limited to those locations shown on PD site plan which are also proposed vehicular access connections. The developer shall include a note in each site/construction plan submittal which indicates same.
7. The developer shall construct any site access or other improvements as may be required by the Florida Department of Transportation (FDOT).

8. Natural Resources staff identified a number of significant trees on the site including potential Grand Oaks. Every effort must be made to avoid the removal of and design the site around these trees. The site plan may be modified from the Certified Site Plan to avoid tree removal.
9. Approval of this zoning petition by Hillsborough County does not constitute a guarantee that the Environmental Protection Commission of Hillsborough County (EPC) approvals/permits necessary for the development as proposed will be issued, does not itself serve to justify any impact to wetlands, and does not grant any implied or vested right to environmental approvals.
10. The construction and location of any proposed wetland impacts are not approved by this correspondence but shall be reviewed by EPC staff under separate application pursuant to the EPC Wetlands rule detailed in Chapter 1-11, Rules of the EPC, (Chapter 1-11) to determine whether such impacts are necessary to accomplish reasonable use of the subject property.
11. Prior to the issuance of any building or land alteration permits or other development, the approved wetland / other surface water (OSW) line must be incorporated into the site plan. The wetland/ OSW line must appear on all site plans, labeled as "EPC Wetland Line", and the wetland must be labeled as "Wetland Conservation Area" pursuant to the Hillsborough County Land Development Code (LDC).
12. Final design of buildings, stormwater retention areas, and ingress/egresses are subject to change pending formal agency jurisdictional determinations of wetland and other surface water boundaries and approval by the appropriate regulatory agencies.
13. If the notes and/or graphic on the site plan are in conflict with specific zoning conditions and/or the Land Development Code (LDC) regulations, the more restrictive regulation shall apply, unless specifically conditioned otherwise. References to development standards of the LDC in the above stated conditions shall be interpreted as the regulations in effect at the time of preliminary site plan/plat approval.
14. In accordance with LDC Section 5.03.07.C, the certified PD general site plan shall expire for the internal transportation network and external access points, as well as for any conditions related to the internal transportation network and external access points, if site construction plans, or equivalent thereof, have not been approved for all or part of the subject Planned Development within 5 years of the effective date of the PD unless an extension is granted as provided in the LDC. Upon expiration, re-certification of the PD General Site Plan shall be required in accordance with provisions set forth in LDC Section 5.03.07.C

Zoning Administrator Sign Off:

J. Brian Grady

SITE, SUBDIVISION AND BUILDING CONSTRUCTION IN ACCORDANCE WITH HILLSBOROUGH COUNTY SITE DEVELOPMENT PLAN & BUILDING REVIEW AND APPROVAL.

Approval of this re-zoning petition by Hillsborough County does not constitute a guarantee that the project will receive approvals/permits necessary for site development as proposed will be issued, nor does it imply that other required permits needed for site development or building construction are being waived or otherwise approved. The project will be required to comply with the Site Development Plan Review approval process in addition to obtain all necessary building permits for on-site structures.

SITE, SUBDIVISION AND BUILDING CONSTRUCTION IN ACCORDNACE WITH HILLSBOROUGH COUNTY SITE DEVELOPMENT PLAN & BUILDING REVIEW AND APPROVAL.

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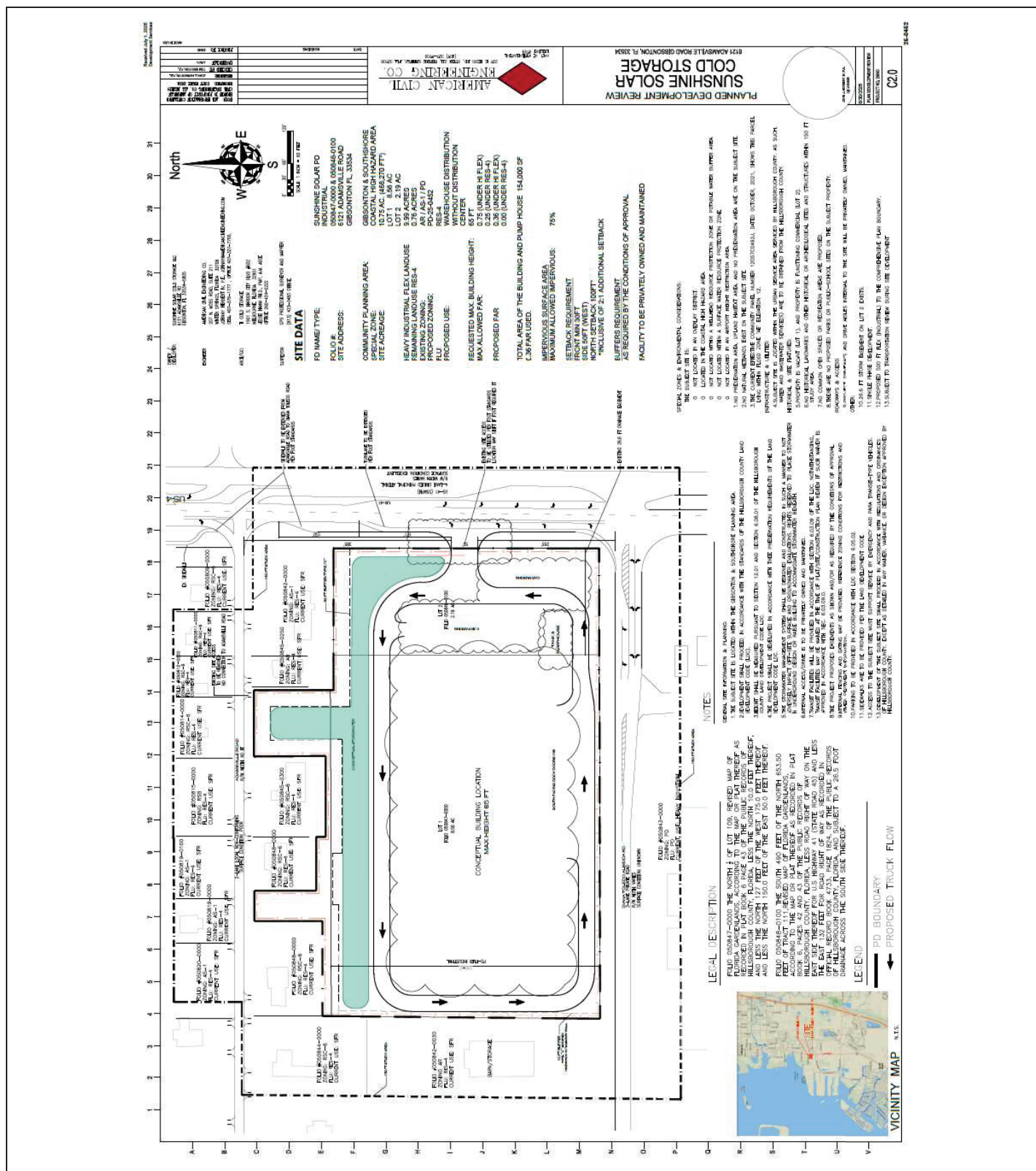
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7.0 ADDITIONAL INFORMATION

8.0 PROPOSED SITE PLAN (FULL)



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Case Reviewer: Tim Lampkin, AICP

9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: ZONING TECHNICIAN, Development Services Department

DATE: 07/10/2025

REVIEWER: James Ratliff, AICP, PTP, Principal Planner AGENCY/DEPT: Transportation

PLANNING AREA: GB

PETITION NO: RZ 25-0452

- ☐ This agency has no comments.
- ☐ This agency has no objection.
- ☒ This agency has no objection, subject to listed or attached conditions.
- ☐ This agency objects, based on the listed or attached conditions.

CONDITIONS OF APPROVAL

1. The project shall be served by and limited to one (1) right-in/right-out access connection to US 41. Notwithstanding the above or anything shown on the PD site plan to the contrary, the location and configuration of such access shall be subject to approval by the Florida Department of Transportation.
2. Notwithstanding anything shown on the PD site plan to the contrary, bicycle and pedestrian access may be permitted anywhere along the PD boundaries.
3. Construction access shall be limited to those locations shown on PD site plan which are also proposed vehicular access connections. The developer shall include a note in each site/construction plan submittal which indicates same.
4. The developer shall construct any site access or other improvements as may be required by the Florida Department of Transportation (FDOT).

PROJECT OVERVIEW & TRIP GENERATION

The applicant is requesting to rezone two parcels, totaling +/- 10.75 ac., from Agricultural Single-Family 1 (AS-1), Agricultural Rural (AR) and Planned Development (PD) 89-0173 to PD. The existing PD which compromises a part of the project closest to US 41 is approved for up to 20,000 s.f. of the following uses:

The development in the PD-C project shall be limited to open storage, commercial vehicle sales, motorized vehicle repair (major, minor), contractors office, warehouse, rental and leasing of vehicles and heavy equipment, and wholesale distribution.

The applicant is seeking entitlements to permit a 154,000 s.f. of "Warehouse Distribution Without Distribution Center" uses. Staff assumes this means Warehouse Distribution With and Without Distribution Center uses.

Consistent with Development Review Procedures Manual requirements, the applicant submitted a trip generation and site access analysis for the proposed project. Transportation Review Section staff has prepared the below comparison of the number of trips generated under the existing and proposed zoning

designations, utilizing a generalized worst-case scenario. Data presented below is based on the Institute of Transportation Engineers' Trip Generation Manual, 11th Edition.

Existing Zoning:

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
AS-1 and AR, 2 Single Family Detached Dwellings Units (LUC 210)	19	1	2
PD 89-0173, 20,000 s.f., Vehicle Sales (LUC 840)	544	37	57
Subtotal:	563	38	59

Proposed Use:

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, 154,000 s.f. Warehouse (LUC 150)	282	42	45

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
Difference	(-) 281	(+) 4	(-) 14

TRANSPORTATION INFRASTRUCTURE SERVING THE SITE

US 41 is a publicly maintained (by FDOT), 4-lane, divided, principal arterial roadway characterized by +/- 12-foot-wide travel lanes in average condition. The roadway lies within a +/- 180-foot-wide right-of-way. There are +/- 4-foot-wide bicycle lanes on both sides of US 41 in the vicinity of the proposed project. There are +/- 5-foot-wide sidewalks along both sides of US 41 in the vicinity of the proposed project.

The segment of US 41 on which the parcel has frontage is shown on the Hillsborough County Corridor Preservation Plan as a future 6-lane roadway. The existing right-of-way is sufficient to accommodate its future widening.

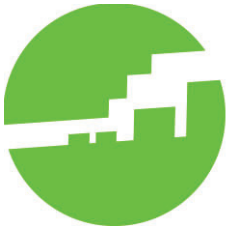
SITE ACCESS

Vehicular access to the site will be to/from US 41. The applicant will have to construct any site access or other improvements which may be required by FDOT.

ROADWAY LEVEL OF SERVICE (LOS) INFORMATION

Roadway	From	To	LOS Standard	Peak Hour Directional LOS
US 41	Big Bend Rd.	Symmes Rd.	D	C

Source: Hillsborough County 2020 Level of Service Report



**Hillsborough County
City-County
Planning Commission**

Plan Hillsborough
planhillsborough.org
planner@plancom.org
813 – 272 – 5940
601 E Kennedy Blvd
18th floor
Tampa, FL, 33602

Unincorporated Hillsborough County Rezoning Consistency Review	
Hearing Date: July 21, 2025 Report Prepared: July 10, 2025	Case Number: PD 25-0452 Folio(s): 50847.0000 & 50848.0100 General Location: West of US Highway 41 South, south of Adamsville Road, and north of Pembroke Road
Comprehensive Plan Finding	CONSISTENT
Adopted Future Land Use	Residential-4 (4 du/ga;0.25 FAR)
Service Area	Urban
Community Plan(s)	Gibson + SouthShore Areawide Systems
Rezoning Request	Rezone from Agricultural Rural (AR) and Agricultural Single-Family (AS-1) to Planned Development-Flex (PD-Flex) for a cold storage warehouse.
Parcel Size	+/- 10.53 acres
Street Functional Classification	US Highway 41 South – State Principal Arterial Adamsville Road – Local Pembroke Road – Local
Commercial Locational Criteria	Does not meet; Waiver requested

Evacuation Area	None
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Table 1: COMPARISON OF SURROUNDING PROPERTIES			
Vicinity	Future Land Use Designation	Zoning	Existing Land Use
Subject Property	Residential-4	AR + AS-1 + PD	Agricultural + Heavy Industrial
North	Residential-4	RSC-6 + AS-1 + RSB	Single-Family Residential + Vacant
South	Heavy Industrial	PD	Light Industrial + Public/Quasi-Public
East	Suburban Mixed-Use-6 + Heavy Industrial	PD	Light Industrial + Public/Quasi-Public
West	Residential-4 + Heavy Industrial	AR + RSC-6	Agricultural + Single-Family Residential

Staff Analysis of Goals, Objectives and Policies:

The ± 10.53-acre subject site is located west of US Highway 41 South, south of Adamsville Road, and north of Pembroke Road. The site is in the Urban Service Area and is within the limits of the Gibsonton Community Plan and the SouthShore Areawide Systems Plan. The subject site has a Future Land Use (FLU) designation of Residential-4 (RES-4), and the applicant is requesting a Flex of Heavy Industrial Future Land Use category. The applicant is requesting to rezone from Agricultural Rural (AR) and Agricultural Single-Family (AS-1) to Planned Development-Flex (PD-Flex) for a cold storage warehouse. The facility will support frozen food storage and distribution (excluding distribution center functions). The project will be developed in a single phase.

The site is in the Urban Service Area where, according to Objective 1.1 of the Future Land Use Section (FLUS), 80 percent of the county's growth is to be directed. Policy 3.1.3 requires all new developments to be compatible with the surrounding area, noting that "compatibility does not mean "the same as." Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development." The site currently has agricultural and heavy industrial uses, as classified by the Hillsborough County Property Appraiser. Currently, there are single-family residential uses to the north of the site, and the applicant is providing buyout opportunities to nearby homeowners. To the south, the property is adjacent to public/quasi-public and light industrial uses owned by the Tampa Port Authority.

Further east, across US Highway 41 South, the area consists of vacant land and a drainage pond. The proposal for a cold storage warehouse is compatible with the surrounding area and meets the intent of FLUS Objective 1.1 and Policy 3.1.3.

Per Objective 2.2, Future Land Use categories outline the maximum level of intensity or density, and range of permitted land uses allowed in each category. Table 2.2 contains a description of the character and intent permitted in each of the Future Land Use categories. The site is in the Residential-4 (RES-4) Future Land Use category, which is intended for low density residential development. This land use allows for the consideration of agricultural, residential, neighborhood commercial, office uses and multi-purpose projects. The proposed cold storage warehouse use is not permitted under the current RES-4 Future Land Use category that exists on the subject site. The applicant is requesting a Flex Provision in accordance with FLUS Policy 2.2.3. This policy allows the Board of County Commissioners to adjust the boundaries of Future Land Use categories to accommodate zoning districts that would otherwise be inconsistent with the existing land use designation. Prior to any determination, Planning Commission staff is required to assess and provide a recommendation regarding the request's consistency with the Comprehensive Plan. In this case, the applicant seeks to extend the Heavy Industrial Future Land Use designation by up to 500 feet into the existing RES-4 area. This would result in approximately 9.99 acres being designated as Heavy Industrial, with the remaining 0.76 acres retaining the RES-4 designation and will be utilized as stormwater management. It is important to note that the warehouse use may only be permitted within the flexed area and no additional flex extensions may be made from this newly designated area in the future. Since warehouse uses are permitted in the Heavy Industrial Category, Planning Commission staff recommends approval of the request, as the proposed amendment aligns with the intent of Policy 2.2.3.

The Comprehensive Plan requires that all development meet or exceed the land development regulations in Hillsborough County (FLUS Objective 4.1, FLUS Policy 4.1.1 and FLUS Policy 4.1.2). However, at the time of uploading this report, Transportation comments were not yet available in Optix and thus were not taken into consideration for analysis of this request.

The proposal meets the intent of FLUS Objective 4.4 and FLUS Policy 4.4.1 that require new development to be compatible to the surrounding neighborhood. In this case, the surrounding land use pattern includes a mix of single-family residential, agricultural, heavy industrial, and light industrial uses. The proposed request for a cold storage warehouse is compatible with the surrounding area and development. According to the most recent site plan submitted on July 1, 2025, the applicant has incorporated buffering and screening measures to mitigate any impacts on adjacent properties. These measures include a 30-foot buffer, 6-foot masonry wall, and canopy trees to provide an appropriate transition between land uses. Additionally, the applicant has proposed a voluntary buyout option for the homeowners that are located north of the subject site and have experienced flooding while living there. These homes were constructed prior to the implementation of modern floodplain regulations and are located within Flood Zone AE and are within the Coastal High Hazard Area, making them particularly vulnerable. In contrast, the proposed cold storage warehouse will be constructed above Base Flood Elevation on engineered platforms, which will reduce the risk of flooding and contribute to improved site resilience. According to Policy 4.3.6 of the Future Land Use Section (FLUS), development proposals within the CHHA shall provide adequate data during the site plan review process to assess the impacts of the proposed development upon existing infrastructure within the Coastal High Hazard Area and level of service standards established for shelter capacity and evacuation clearance times. Overall, the request demonstrates consistency with FLUS Objective 4.4 and its associated policies by promoting compatible development and providing adequate mitigation and transition between land uses.

The subject site does not meet Commercial Locational Criteria as established by Objective 4.7 and its associated policies of the Future Land Use Section (FLUS). The closest qualifying intersection is approximately 6,300 feet from the subject site at US Highway 41 South and Big Bend Road. Therefore, a Commercial Locational Criteria waiver request is required. Per FLUS Policy 4.7.10, the Board of County Commissioners may grant a waiver to the intersection criteria for the location of commercial uses outlined in Policies 4.7.2 and 4.7.6. The waiver would be based on the compatibility of the use with the surrounding area and would require a recommendation by the Planning Commission staff. The applicant has submitted a waiver request, citing the site's proximity to the waterway and its economic development benefits. The request emphasizes that the proposed cold storage facility capitalizes waterway transportation, the most cost-efficient method for moving goods, making the site an optimal location. Additionally, the site's location near existing port infrastructure enhances regional distribution capabilities and supports long-term industrial investment. The waiver also addresses the site's vulnerability to flooding, which poses significant limitations for residential development. The site is subject to FEMA-designated storm surge exceeding five feet above existing grade, making it unsuitable for housing due to insurance and safety concerns. In contrast, industrial facilities can be engineered to meet flood protection requirements, allowing the site to be developed in a way that maximizes its strategic and economic potential. Planning Commission staff has reviewed the waiver request and recommends approval based on the rationale provided.

The Environmental Protection Commission (EPC) Wetlands Division has reviewed the proposed rezoning. The EPC has determined there are wetlands on site. According to Objective 6.2 of the Future Land Use Section, "New development and redevelopment shall not adversely impact environmentally sensitive areas and other significant natural systems as described and required within the Environmental and Sustainability Section and the Coastal Management Section of the Comprehensive Plan." EPC determined that a resubmittal is not necessary; therefore, the proposed Planned Development is consistent with FLUS Objective 6.2.

The subject site is within the limits of the Gibsonton Community Plan and SouthShore Areawide Systems Plan. Goal 4 of the Gibsonton Community Plan emphasizes the need for appropriately scaled commercial development. The plan seeks to enhance opportunities for small professional, businesses and specialty neighborhood retail along Gibsonton Drive and U.S. 41. In the Cultural/Historical Objective of the SouthShore Areawide Systems Plan, Strategy C of Goal 3 emphasizes the importance of enhancing existing communities by supporting a broader range of internal mixed-uses. These include mixed-density housing, local-serving goods/shopping, civic uses, and neighborhood scale employment. The proposed cold storage warehouse supports this strategy by introducing neighborhood-scale employment to the area and contributing to economic viability of the area while maintaining compatibility with the surrounding land use pattern. By providing jobs that are accessible to residents and aligning with the areas mix of uses, the request helps to fulfil the intent of a balanced community within the SouthShore area. This is also evident in the Economic Development Objective of the plan that desires to pursue economic development activities that benefit residents, employers, employees, entrepreneurs, and businesses while improving economic prosperity and quality of life. The proposed rezoning to a Planned Development (PD) with a flex of the Heavy Industrial Future Land Use category for a cold storage warehouse aligns well with the Gibsonton Community Plan and the SouthShore Areawide Systems Plan.

Overall, staff finds that the proposed use is an allowable use within the Flexed area designated as Heavy industrial, is compatible with the existing development pattern found within the surrounding area and does support the vision of the Gibsonton and SouthShore Areawide Systems Community Plans. The proposed Planned Development (PD) would allow for development that is consistent with the Goals,

Objectives, and Policies of the Future Land Use Section of the *Unincorporated Hillsborough County Comprehensive Plan*.

Recommendation

Based upon the above considerations and the following Goals, Objectives and Policies, Planning Commission staff finds the proposed Planned Development **CONSISTENT** with the *Unincorporated Hillsborough County Comprehensive Plan*, subject to the conditions proposed by the Development Services Department.

Staff Identified Goals, Objectives and Policies of the *Unincorporated Hillsborough County Comprehensive Plan* Related to the Request:

FUTURE LAND USE SECTION

Urban Service Area

Objective 1.1: Direct at least 80% of new population growth into the USA and adopted Urban expansion areas through 2045. Building permit activity and other similar measures will be used to evaluate this objective.

Relationship to the Future Land Use Map

Goal 2: Ensure that the character, compatibility and location of land uses optimize the combined potential for economic benefit, fiscal sustainability, protection of natural resources and maintaining viable agriculture. Ensure density and intensities are maintained through the Future Land Use Map.

Objective 2.1: The Future Land Use Map is a regulatory tool governing the pattern of development in unincorporated Hillsborough County through the year 2045.

Policy 2.1.1: The Future Land Use Map shall identify Future Land Use categories, summarized in Table 2.2 and further des

Future Land Use Categories

Objective 2.2: The Future Land Use Map (FLUM) Shall identify Land Use Categories, summarized in table 2.2 of the Future Land Use Element.

Policy 2.2.1: The character of each land use category is defined by building type, residential density, functional use, and the physical composition of the land. The integration of these factors sets the general atmosphere and character of each land use category. Each category has a range of potentially permissible uses which are not exhaustive, but are intended to be illustrative of the character of uses permitted within the land use designation. Not all of those potential uses are routinely acceptable anywhere within that land use category.

Policy 2.2.3: The Board of County Commissioners may flex the boundaries of Future Land Use plan categories to recognize or grant a zoning district which is not permitted in the land use category. Prior to

the determination, Planning Commission staff shall make a recommendation regarding the consistency of the request with the Comprehensive Plan.

Future Land Use categories may be considered for interpretation as flexible boundaries in accordance with the Flex Provision as follows:

- *Through application of the flex provision, the land use category boundaries shall be deemed to extend beyond the precise line to include property adjoining or separated by a man made or natural feature from the existing boundary line.*
- *The line may be relocated a maximum of 500 feet from the existing land use boundary of the adopted Land Use Plan Map. Right-of-Way is not included in the measurement of the 500 foot flex.*
- *No new flexes can be extended from an existing flexed area.*
- *All flexes must be parallel to the land use category line.*
- *A flex must be requested as part of a planned development or site controlled rezoning application. Major Modifications to approved zonings that changes the intensity, density or the range of uses will require that the previous flex request be re-evaluated for consistency and a new flex request may be required.*
- *The Future Land Use category may be flexed a maximum of 500 feet from the existing line, not including right-of-way, but including man-made or natural features. Flexes must be parallel to the adopted Future Land Use category line.*
- *Flexes are not permitted in the Rural Area or in areas specified in Community Plans. Flexes are also not permitted from the Urban Service Area into the Rural Area. All flexes in the Rural Area approved prior to July 2007 are recognized and are not to be considered non-conforming.*
- *Flexes to increase density are not permitted in the Coastal High Hazard Area.*
- *Flexes are not permitted from a municipality into the unincorporated county.*
- *Applicants requesting a flex must provide written justification that they meet the criteria for a flex as outlined in Policy 2.2.4.*

Policy 2.2.4: A flex request must include data and analysis addressing the following criteria:

- The availability and adequacy of public facilities to serve the proposed development accommodated by the flex;
- The compatibility with surrounding land uses and their density and intensity;
- The utilization of the flex furthers other goals, objectives and policies of the Comprehensive Plan.

Compatibility

Policy 3.1.1: *Restrict incompatible land uses to protect established and planned neighborhoods and communities by utilizing planning principles that limit commercial development in residential Future Land Use categories. Commercial and mixed-use in residential Future Land Use categories shall be limited to neighborhood serving guided by the commercial locational criteria in Objective 4.7.*

Policy 3.1.2: *Gradual transitions of intensities and densities between different land uses shall be provided for as new development is proposed and approved through the use of professional site planning, buffering and screening techniques and control of specific land uses. Screening and buffering used to separate new development from the existing, lower-density community should be designed in a style compatible with the community and allow pedestrian penetration. In rural areas, perimeter walls are discouraged and buffering with berms and landscaping are strongly encouraged.*

Policy 3.1.3: *Any density increase shall be compatible with existing, proposed or planned surrounding*

development. Compatibility is defined as the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony. Some elements affecting compatibility include the following: height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, odor and architecture. Compatibility does not mean “the same as.” Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development

Development

Objective 4.1: Efficiently utilize land to optimize economic benefits while ensuring a choice of living environments and protecting natural resources.

Policy 4.1.1: Each land use plan category shall have a set of zoning districts that may be permitted within that land use plan category, and development shall not be approved for zoning that is inconsistent with the plan.

Policy 4.1.2: Developments must meet or exceed the requirements of all land development regulations as established and adopted by Hillsborough County, the state of Florida and the federal government unless such requirements have been previously waived by those governmental bodies.

Policy 4.1.6: Existing and future land development regulations shall be made consistent with the Comprehensive Plan, and all development approvals shall be consistent with those development regulations per the timeframe provided for within Chapter 163, Florida Statutes. Whenever feasible and consistent with Comprehensive Plan policies, land development regulations shall be designed to provide flexible, alternative solutions to problems.

Land Use Suitability

Policy 4.3.6: Development proposals within the Coastal High Hazard Area shall provide adequate data during the site plan review process to assess the impacts of the proposed development upon existing infrastructure within the Coastal High Hazard Area, as well as Level of Service Standards established for shelter capacity and evacuation clearance times

Neighborhood/Community Development

Objective 4.4: Neighborhood Protection – Enhance and preserve existing neighborhoods and communities. Design neighborhoods which are related to the predominant character of their surroundings.

Policy 4.4.1: Any density or intensity increases shall be compatible with existing, proposed or planned surrounding development. Development and redevelopment shall be integrated with the adjacent land uses through:

- a) the creation of like uses; and
- b) creation of complementary uses; and
- c) mitigation of adverse impacts; and
- d) transportation/pedestrian connections; and
- e) Gradual transitions of intensity

Commercial-Locational Criteria

Objective 4.7: To meet the daily shopping and service needs of residents, only neighborhood-serving commercial uses will be permitted within land use categories that are primarily residential or agricultural in nature. Intensive commercial uses (uses allowed within the Commercial Intensive zoning district) shall not be considered neighborhood-serving commercial. Such developments do not require a Future Land Use Map Amendment to a non-residential category provided they meet the criteria established by the following policies and all other Goals, Objectives and Policies in the Comprehensive Plan. The frequency and allowance of neighborhood-serving commercial uses will be different in the Urban Service Area than in the Rural Area due to the population density, scale and character of the areas.

Policy 4.7.2: In the above land use categories, neighborhood-serving commercial uses, including office uses, can be considered to the maximum FAR permitted in each Future Land Use category in the following locations:

- 50% of the site must front along a roadway with a context classification of suburban commercial, suburban town or urban general context classification in the Hillsborough County Context Classification Map or the Florida Department of Transportation Context Classification Map; or
- Within 1,000 feet of the intersection of roadways both functionally classified as a collector or arterial per the Hillsborough County Functional Classification Map. At least 75% of the subject property must fall within the specified distance (1,000 feet) from the intersection. All measurements should begin at the edge of the road right-of-way. The land area within this distance, as measured along both roadways, makes a quadrant (see graphic).

Policy 4.7.6: Within 660 feet of the intersection of two roadways both functionally classified as a collector or arterial per the Hillsborough County Functional Classification Map. Neighborhood-serving commercial uses may be considered up to the following square footage at each quadrant of the intersection. Major local roadways may not be considered to meet this criterion. 75% of the subject property must fall within the specified 660 foot distance from the intersection. All measurements should begin at the edge of the road right-of-way.

Policy 4.7.10: The Board of County Commissioners may grant a waiver to the intersection criteria for the location of commercial uses outlined in Policies 4.7.2 and 4.7.6. The waiver would be based on the compatibility of the use with the surrounding area and would require a recommendation by the Planning Commission staff. An applicant must submit a waiver request documenting unique circumstances or specific findings that detail how the proposed commercial or office use furthers the other goals, objectives and policies of the Comprehensive Plan. The Board of County Commissioners may reverse or affirm the Planning Commission staff's recommendation through their normal review of rezoning petitions. Financial hardships may not constitute justification for a waiver.

Environmental Considerations

Objective 6.2: New development and redevelopment shall not adversely impact environmentally sensitive areas and other significant natural systems as described and required within the Environmental and Sustainability Section and the Coastal Management Section of the Comprehensive Plan.

LIVABLE COMMUNITIES ELEMENT: GIBSONTON COMMUNITY PLAN

4. ECONOMY

Goal 4a: Gibsonton will enjoy appropriately-scaled commercial development by:

- Working with developers and the County to amplify the positive aspects of a large retail center at Gibsonton Drive and East Bay Road; and
- Enhancing the opportunities for small professional, businesses and specialty neighborhood retail along Gibsonton Drive and U.S. 41.

LIVABLE COMMUNITIES ELEMENT: SOUTHSORE AREAWIDE SYSTEMS COMMUNITY PLAN

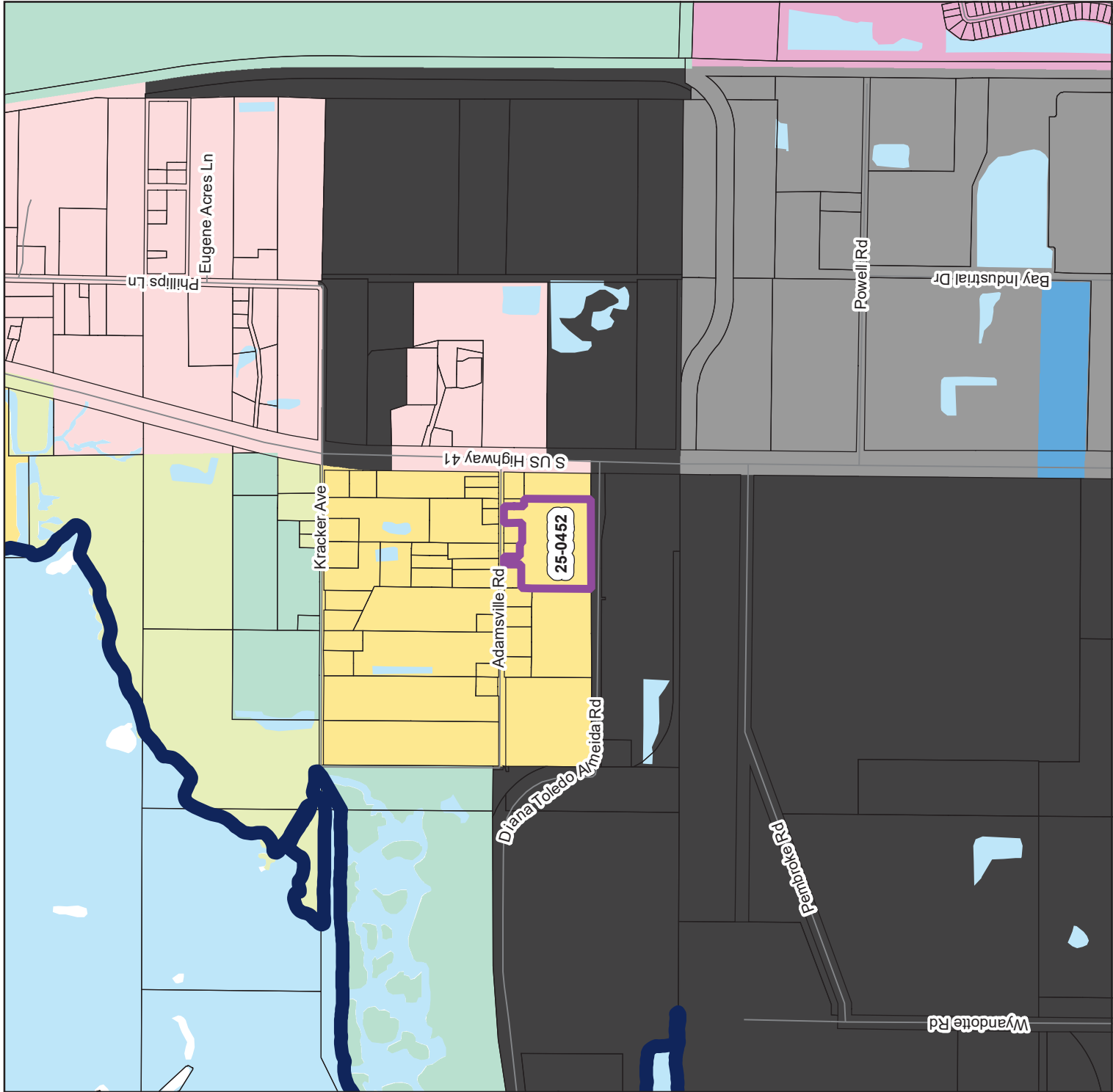
Cultural/Historical Objective: The SouthShore region of Hillsborough County supports a diverse population with people living in unique communities, interspersed with farms, natural areas, open spaces and greenways that preserve and enhance the natural and cultural heritage.

Goal 3; Strategy C: Increase options in the Land Development Code to accommodate the retrofitting of existing communities to include a broader range of internal mixed uses, such as:

- 1.) mixed density housing;
- 2.) local-serving goods/shopping;
- 3.) civic uses and;
- 4.) neighborhood scale employment.

Economic Development Objective: The SouthShore community encourages activities that benefits residents, employers, employees, entrepreneurs, and businesses that will enhance economic prosperity and improve quality of life. The community desires to pursue economic development activities.

HILLSBOROUGH COUNTY
FUTURE LAND USE
RZ PD 25-0452



DATA SOURCES: Rezoning boundaries from The Planning Commission and are not official. Parcel lines and data from Hillsborough County Property Appraiser. This map is for informational purposes only and is not intended to be used as a legal document. It is intended that the map be used in conjunction with the official zoning map and the official zoning ordinance. The map is for illustrative purposes only. For the most current data and information, visit the appropriate source.



Map Printed from Rezoning System: 2/19/2025
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