



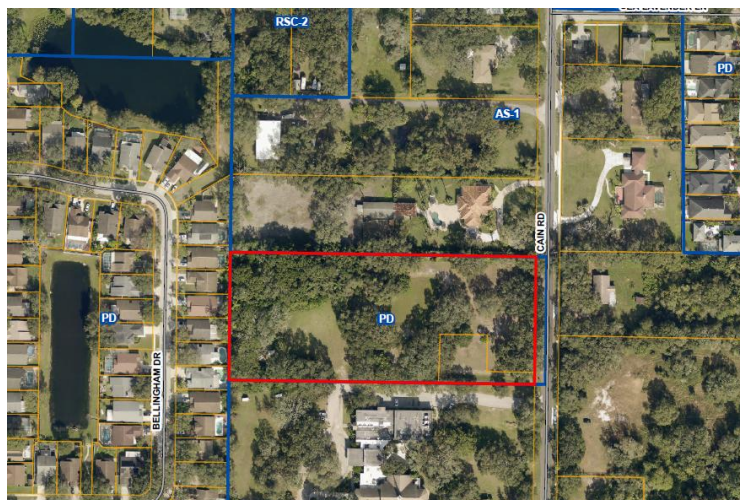
**PD Modification Application: MM 23-0951**

**Zoning Hearing Master Date: February 20, 2024**

**CPA Meeting Date: April 11, 2024**

**1.0 APPLICATION SUMMARY**

**Applicant:** St. Mark's Episcopal Church of Tampa, Inc.  
**FLU Category:** R-4 (HC/CPA 23-16, pending adoption, changing the subject property to (LI))  
**Service Area:** Urban  
**Site Acreage:** 3.847 MOL  
**Community Plan Area:** Greater Carrollwood Northdale  
**Overlay:** None



**Introduction Summary:**

PD 17-1112 was approved in 2017 to allow for a 77 bed Type C community residential home. The applicant requests a modification to remove existing entitlements and allow for exterior/open storage of RVs, campers, travel trailers, motor homes, watercraft, and automobiles. There are two separate options proposed that do not differ in use but are required by the transportation division to ensure proper access into the future. A comprehensive plan amendment CPA 23-16 is pending adoption, changing the subject property's future land use from Residential-4 (R-4) to Light Industrial (LI).

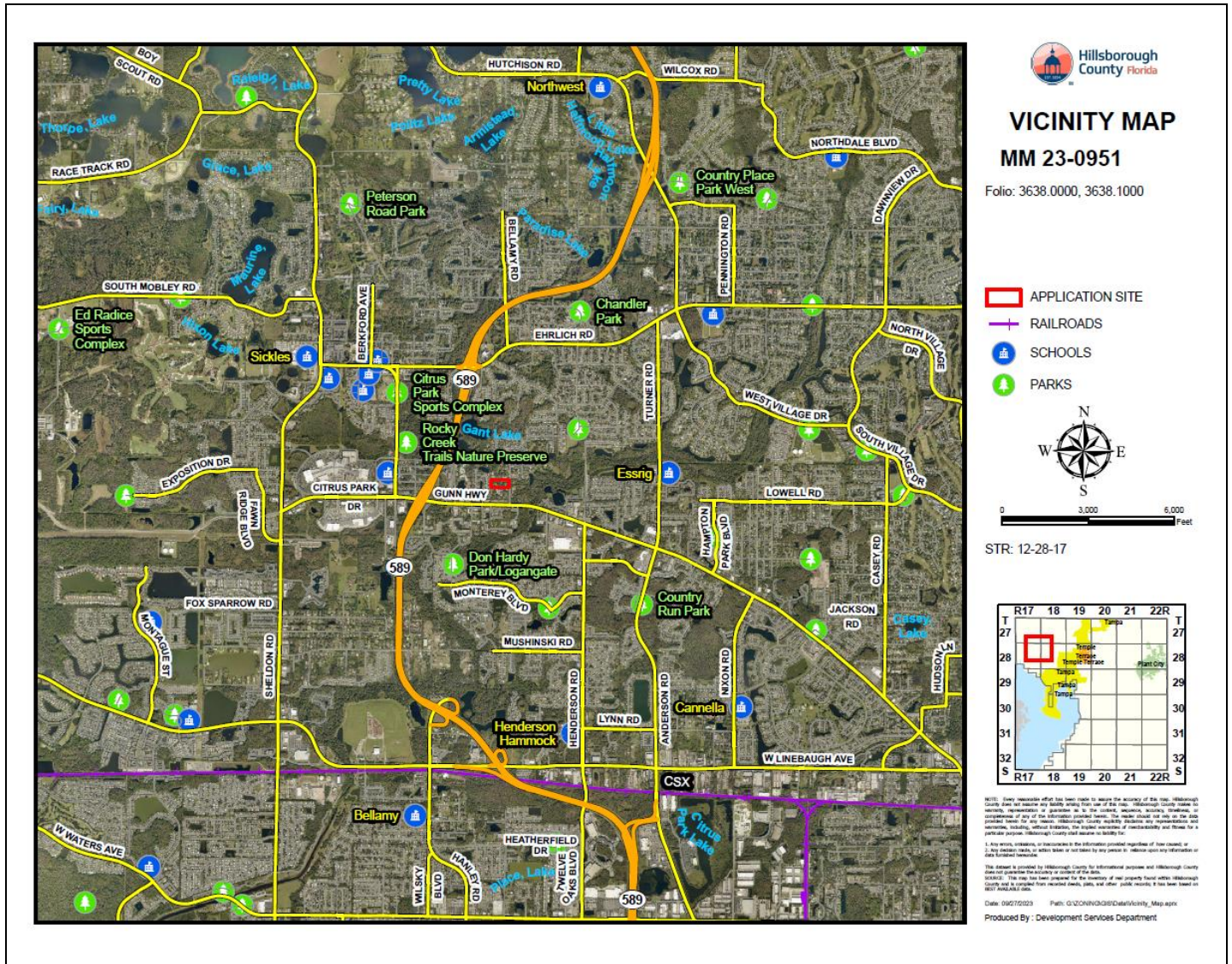
Existing Approval(s):	Proposed Modification(s):
77 bed Type C Community Residential Home	Remove the existing approvals.  Allow for exterior/open storage of RVs, campers, travel trailers, motor homes, watercraft, and automobiles

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

<b>Planning Commission Recommendation:</b> Inconsistent	<b>Development Services Recommendation:</b> Not Supportable
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## 2.0 LAND USE MAP SET AND SUMMARY DATA

### 2.1 Vicinity Map

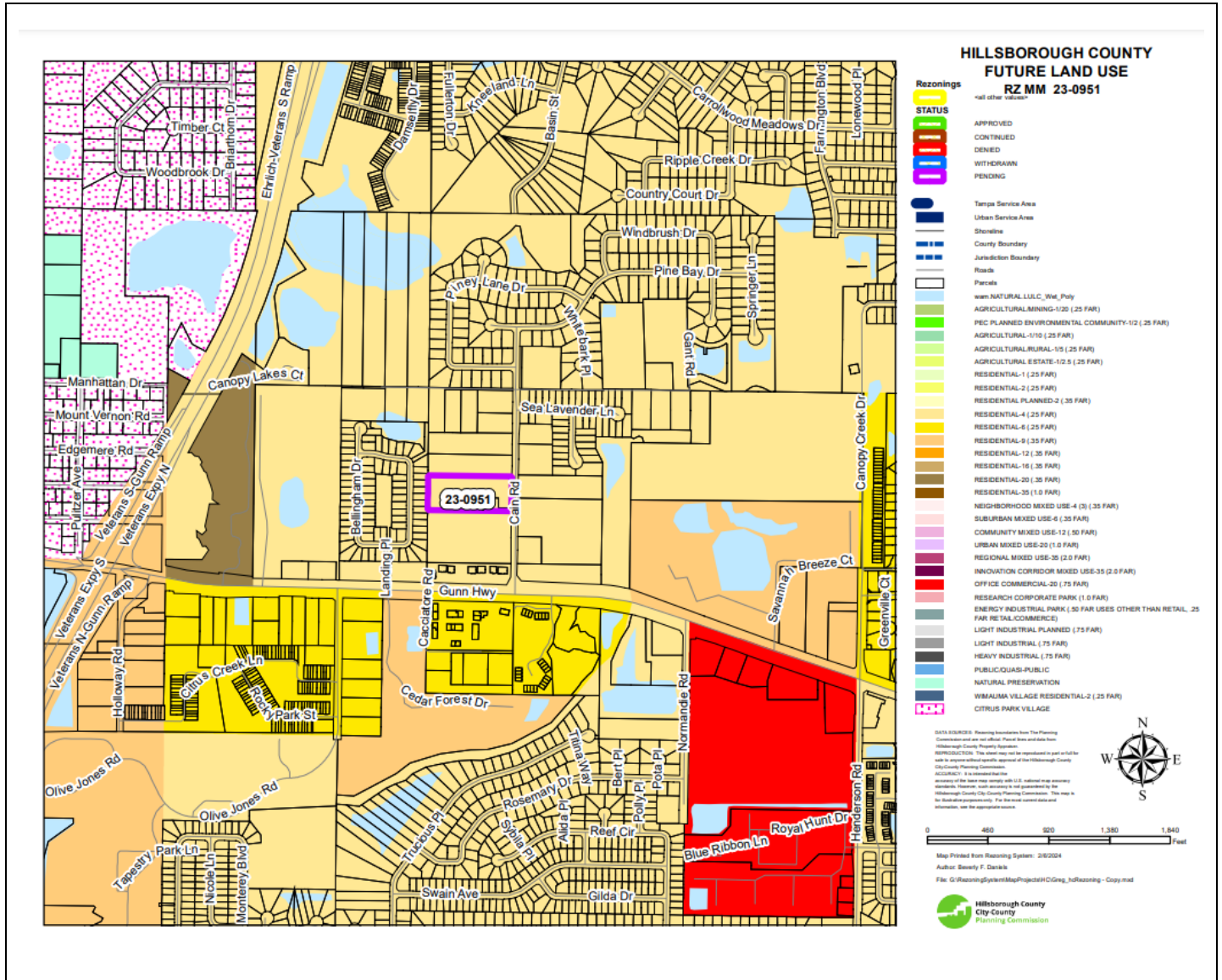


#### Context of Surrounding Area:

The site is located West of Cain Road and is located in the Urban Service Area within the limits of the Greater Carrollwood Northdale Plan. The area consists of residential and institutional uses. There is a church immediately south of the site. In the general proximity of the subject site is AS-1 zoning to the north, south, and east. A PD is located to the west.

2.0 LAND USE MAP SET AND SUMMARY DATA

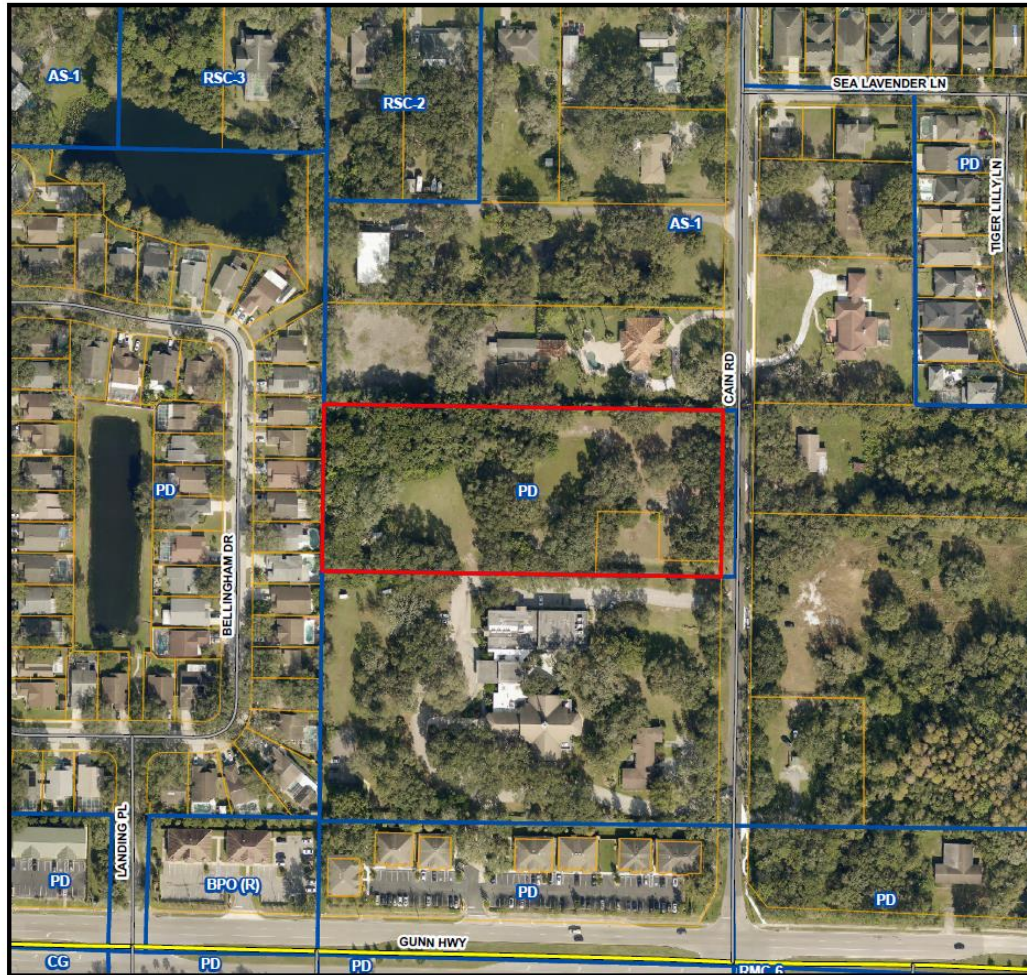
2.2 Future Land Use Map



Subject Site Future Land Use Category:	Residential – 4 (RES-4) (Existing) *HC/CPA 23-16, pending adoption, changing the subject property to Light Industrial (LI) (Proposed)
Maximum Density/F.A.R.:	RES-4 (Existing): 4.0 dwelling units/gross acre; 0.25 F.A.R. *LI (Proposed): 0.75 F.A.R.
Typical Uses:	RES-4 (Existing): Residential, suburban scale neighborhood commercial, office uses, and multi-purpose projects. Non-residential uses shall meet locational criteria for specific land use. *LI (Proposed): Processing, manufacturing and assembly of materials including food products, storage, furniture or apparel manufacturing, packaging plants, wholesaling, storage of non-hazardous materials, warehouse/showrooms with retail sales (which occupy no more than 20% of the floor area of the principal), offices, research/corporate parks as the predominant uses and subordinate uses or services such as hotels, motels, restaurants, suburban scale retail establishments, and recreational facilities.

2.0 LAND USE MAP SET AND SUMMARY DATA

2.3 Immediate Area Map



**Hillsborough County Florida**

**ZONING MAP**  
**MM 23-0951**  
 Folio: 3638.0000, 3638.1000

APPLICATION SITE  
 ZONING BOUNDARY  
 PARCELS  
S SCHOOLS  
P PARKS

0 150 300 Feet

STR: 12-28-17

NOTE: Every reasonable effort has been made to assure the accuracy of this map. Hillsborough County does not warrant any liability for errors or omissions. This map is for informational purposes only and does not constitute a contract. The user should not rely on this map for any legal or financial decisions. The user should consult with a professional for more information. Hillsborough County is not responsible for any errors or omissions. This map is for informational purposes only and does not constitute a contract. The user should not rely on this map for any legal or financial decisions. The user should consult with a professional for more information.

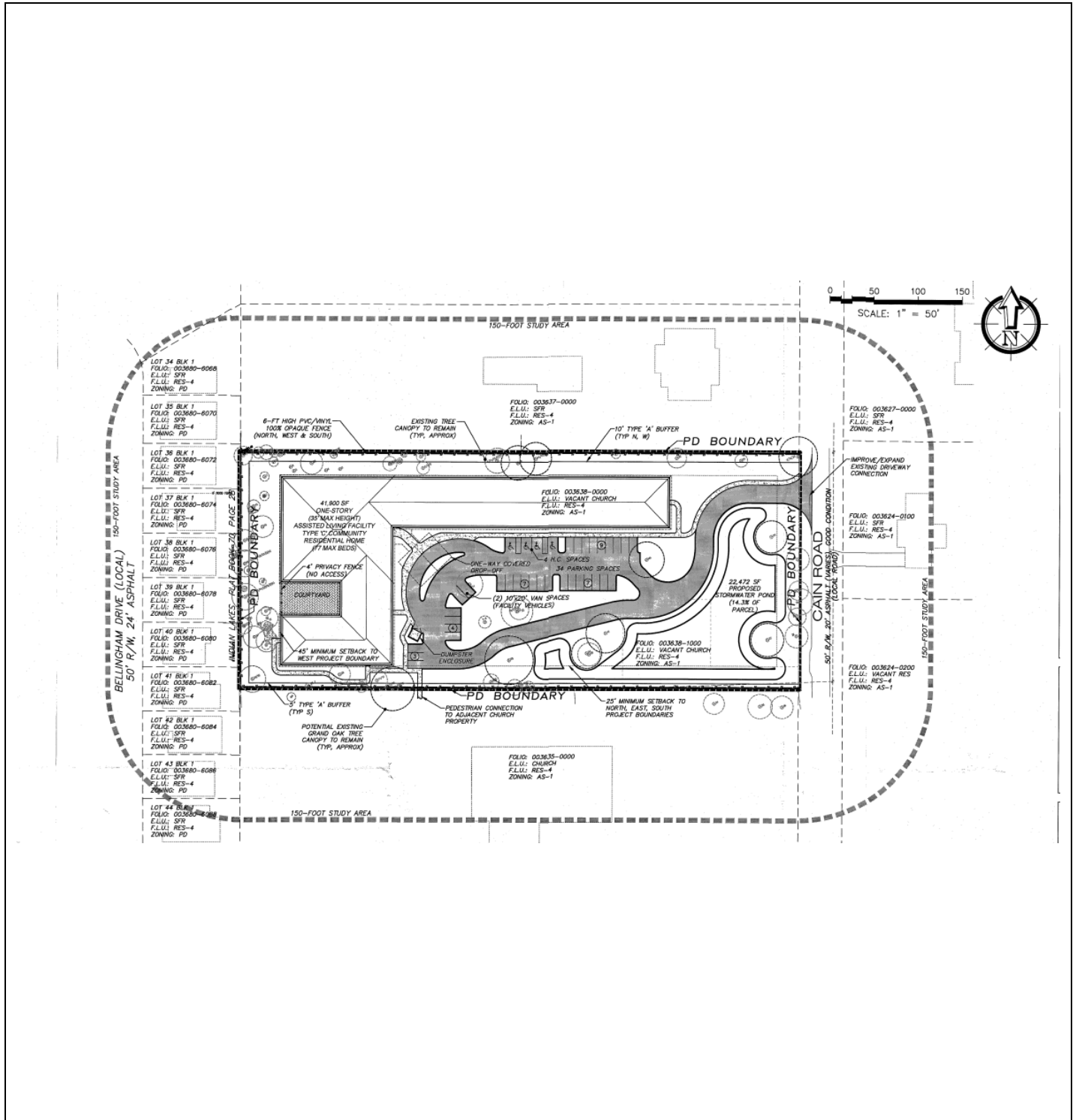
Date: 06/27/2023 Path: G:\ZONING\GIS\BldgZoning\_Map.aprx  
 Produced By: Development Services Department

Adjacent Zonings and Uses

Location:	Zoning:	Maximum Density/F.A.R. Permitted by Zoning District:	Allowable Use:	Existing Use:
North	AS-1	AS-1: Min. 1-ac. lot	SF Residential & Agricultural	Single-family Residential
South	AS-1	AS-1: Min. 1-ac. lot	SF Residential & Agricultural	Church
East	AS-1	AS-1: Min. 1-ac. lot	SF Residential & Agricultural	Single-family Residential, Vacant
West	PD	Per 87-0128	Single-family Residential	Single-family Residential

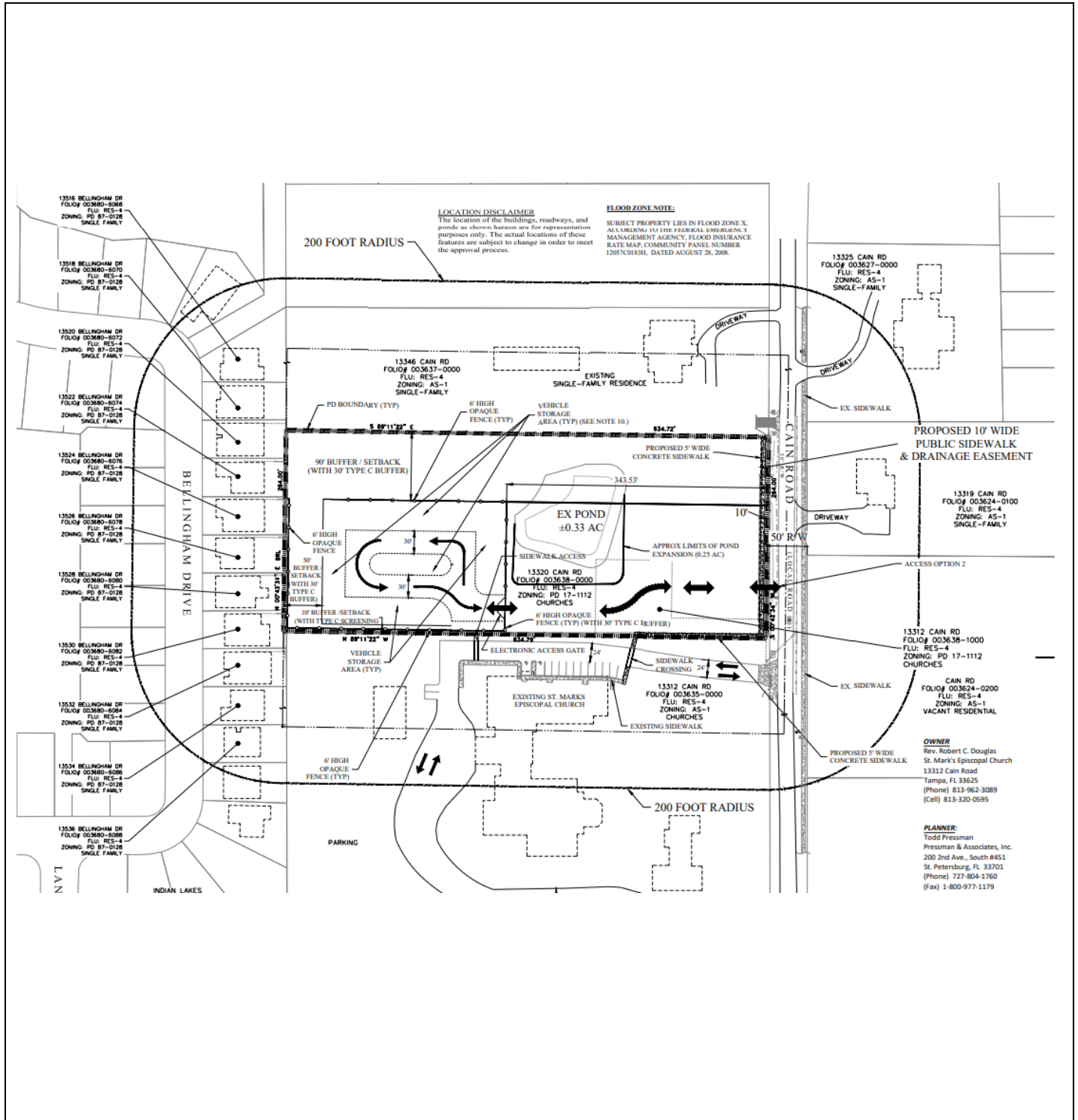
### 2.0 LAND USE MAP SET AND SUMMARY DATA

### 2.4 Approved Site Plan (partial provided below for size and orientation purposes. See Section 8.1 for full site plan)



### 2.0 LAND USE MAP SET AND SUMMARY DATA

### 2.5 Proposed Site Plan (partial provided below for size and orientation purposes. See Section 8.2 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
Cain Rd.	County Local - Rural	2 Lanes <input type="checkbox"/> Substandard Road <input checked="" type="checkbox"/> Sufficient ROW Width (for Urban Section)	<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
	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 <input type="checkbox"/> Not applicable for this request			
	Average Annual Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	200	14	18
Proposed	61	4	6
Difference (+/-)	(-) 139	(-) 10	(-) 12

\*Trips reported are based on net new external trips unless otherwise noted.

Connectivity and Cross Access <input type="checkbox"/> Not applicable for this request				
Project Boundary	Primary Access	Additional Connectivity/Access	Cross Access	Finding
North		None	None	Meets LDC
South	X (Option 1)	Vehicular & Pedestrian	None	Meets LDC
East	X (Option 2)	Vehicular & Pedestrian	None	Meets LDC
West		None	None	Meets LDC
Notes:				

Design Exception/Administrative Variance <input type="checkbox"/> Not applicable for this request		
Road Name/Nature of Request	Type	Finding
Cain Rd./ Substandard Rd.	Design Exception Requested	Denied
	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	Wetlands present
Environmental Services	<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	
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 checked="" type="checkbox"/> Wellhead Protection Area <input type="checkbox"/> Surface Water Resource Protection Area <input type="checkbox"/> Potable Water Wellfield Protection Area <input type="checkbox"/> Coastal High Hazard Area <input type="checkbox"/> Urban/Suburban/Rural Scenic Corridor <input checked="" type="checkbox"/> Airport Height Restriction: 180' AMSL				
Public Facilities:	Comments Received	Objections	Conditions Requested	Additional Information/Comments
<b>Transportation</b> <input checked="" type="checkbox"/> Design Exc./Adm. Variance Requested <input type="checkbox"/> Off-site Improvements Provided	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Conditions cannot be provided, as the applicant provided insufficient information for the project to be properly reviewed, and the Design Exception will be denied.
<b>Service Area/ Water &amp; Wastewater</b> <input checked="" type="checkbox"/> Urban <input type="checkbox"/> City of Tampa <input type="checkbox"/> Rural <input type="checkbox"/> City of Temple Terrace	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Hillsborough County School Board</b> 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 type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Impact/Mobility Fees</b> Self-Storage/Mini-Warehouse (Per 1,000 s.f.)                      Mobility: \$725 * 34 = \$24,650 Fire: \$32 * 34 = \$1,088				
Comprehensive Plan:	Comments Received	Findings	Conditions Requested	Additional Information/Comments
<b>Planning Commission</b> <input type="checkbox"/> Meets Locational Criteria <input checked="" type="checkbox"/> N/A <input type="checkbox"/> Locational Criteria Waiver Requested <input type="checkbox"/> Minimum Density Met <input checked="" type="checkbox"/> N/A	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input checked="" type="checkbox"/> Inconsistent <input type="checkbox"/> Consistent	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	See Planning Commission Report



## 5.0 IMPLEMENTATION RECOMMENDATIONS

### 5.1 Compatibility

The approximate 3.847-acre property is zoned PD 17-1112 (Planned Development). PD 17-1112 was approved in 2017 to allow for a 77 bed Type C community residential home. The applicant requests a modification to remove existing entitlements and allow for exterior/open storage of RVs, campers, travel trailers, motor homes, watercraft, and automobiles. There are two separate options proposed that do not differ in use but are required by the transportation division to ensure proper access into the future. The property contains two parcels and is generally located 750 feet north of the intersection of Gunn Highway and Cain Road and the west side of Cain Road. The large parcel with folio# 3638.0000 is vacant. The parcel to the east with folio# 3638.1000 is also vacant.

The site is located West of Cain Road and is located in the Urban Service Area within the limits of the Greater Carrollwood Northdale Plan. The area consists of residential and institutional uses. There is a church immediately south of the site. In the general proximity of the subject site is AS-1 zoning to the north, south, and east. A PD is located to the west.

The subject property is designated Residential-4 (RES-4) on the Future Land Use map. A comprehensive plan amendment CPA 23-16 is pending adoption, changing the subject property's future land use from Residential-4 (R-4) to Light Industrial (LI). The Planning Commission finds the proposed use inconsistent with the Comprehensive Plan due to it not being cohesive and easily integrated with the surrounding single family residential uses. The Planning Commission also finds the use does not meet the intent of the Community Plan.


The proposed modification would allow open storage adjacent to residential to the north, west and to the east across Cain Road. To the south it would be adjacent to a church. This would introduce a high intensity commercial use in proximity to residential properties. In addition, the applicant is requesting variations to the site design to allow only a six-foot fence and natural growth screening instead of the required masonry wall and Type "C" Screening. This would not provide adequate screening from residential uses due to possible noise and disruptions. The applicant has offered restrictions to mitigate compatibility concerns, such as adding Operating hours of 6am to 10 pm and low projection, non-glare type lighting. Staff does not find the restrictions adequate to mitigate the compatibility concerns of residents.

The modification from a 77 bed Type C community residential home use to an open storage of RVs, campers, travel trailers, motor homes, watercraft, and automobiles use would not be consistent with the existing residential zoning pattern of the area.

### 5.2 Recommendation

Based on the above considerations, staff finds the request NOT supportable.

**Zoning Administrator Sign Off:**



J. Brian Grady  
Tue Feb 13 2024 14:10:49

**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.

## 6.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

The applicant has requested four PD Variations to LDC Section 6.06.06.

1. A 30-foot-wide buffer with Type C screening is required along the west property line where abutting the PD zoned residential property.

The applicant is requesting a variation from 6.06.06 to allow natural growth as screening where it exceeds code requirements and a 50' buffer and type "a" screening for the use of a 6' opaque fence in place of a masonry wall.

2. A 30-foot-wide buffer with Type C screening is required along the north property line where abutting the AS-1 zoned residential property.

The applicant is requesting a variation from 6.06.06 to allow natural existing growth as screening where it exceeds code requirements and type "a" 6' opaque fence in lieu of a masonry wall and 90' buffer.

3. A 30-foot-wide buffer with Type C screening is required along the east property line where adjacent to the AS-1 zoned residential property.

The applicant is requesting a variation from 6.06.06 to allow natural existing growth as screening where it exceeds code requirements and type "a" 6' opaque fence in lieu of a masonry wall and 360' mol buffer.

4. A 30-foot-wide buffer with Type C screening is required along the south property line where abutting the AS-1 zoned institutional property.

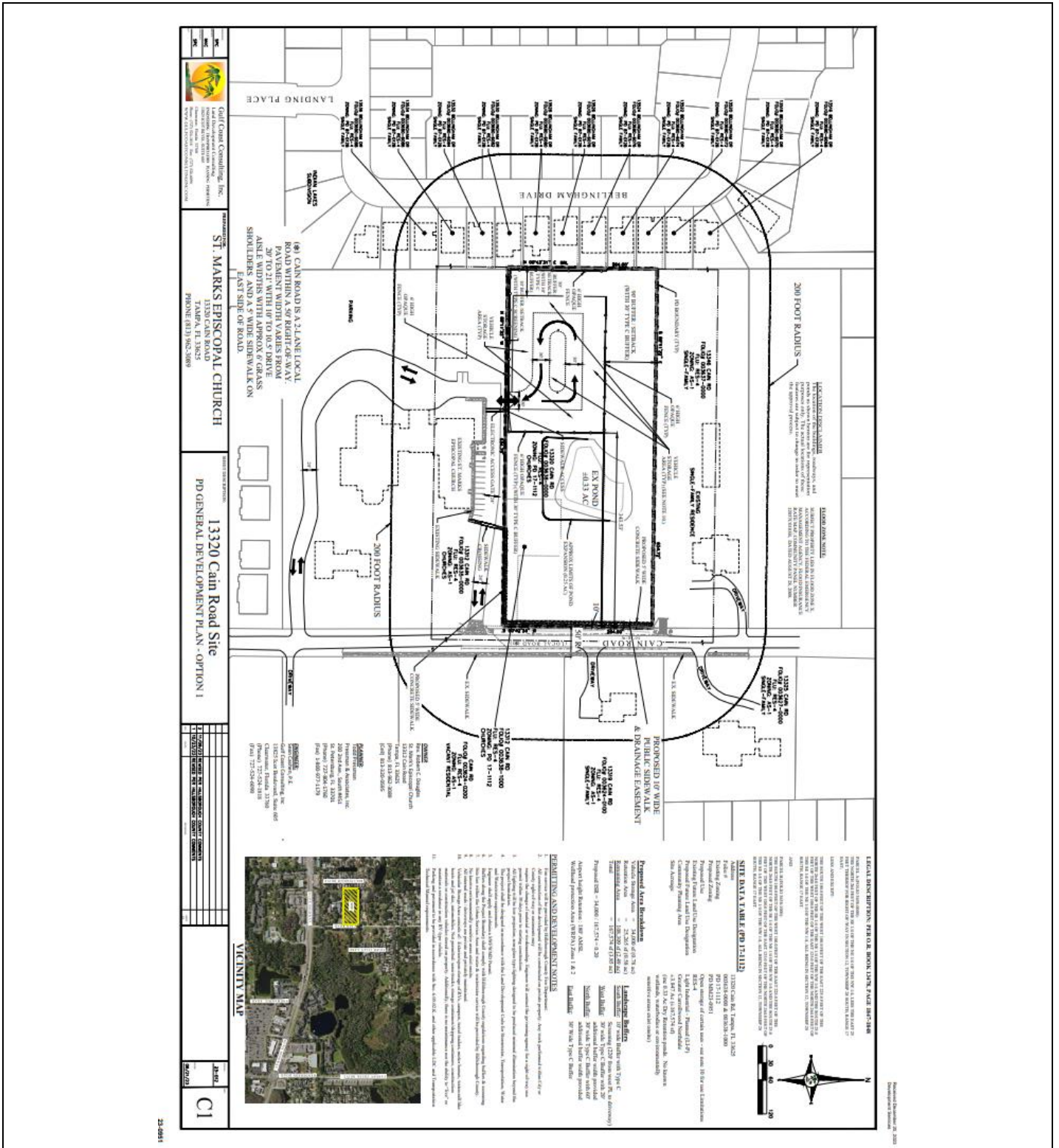
The applicant is requesting a variation from 6.06.06 from the buffer and screening along the South property line, as required, to provide a type "a" screening of a 6' opaque wood fence in place of a masonry wall, with a 10' buffer where a 30' buffer is required and C type landscaping for the first 220' from the western property line running eastward along the southern property line.

Staff objects to these PD variation requests. This would not provide adequate screening from residential uses due to possible noise and disruptions.



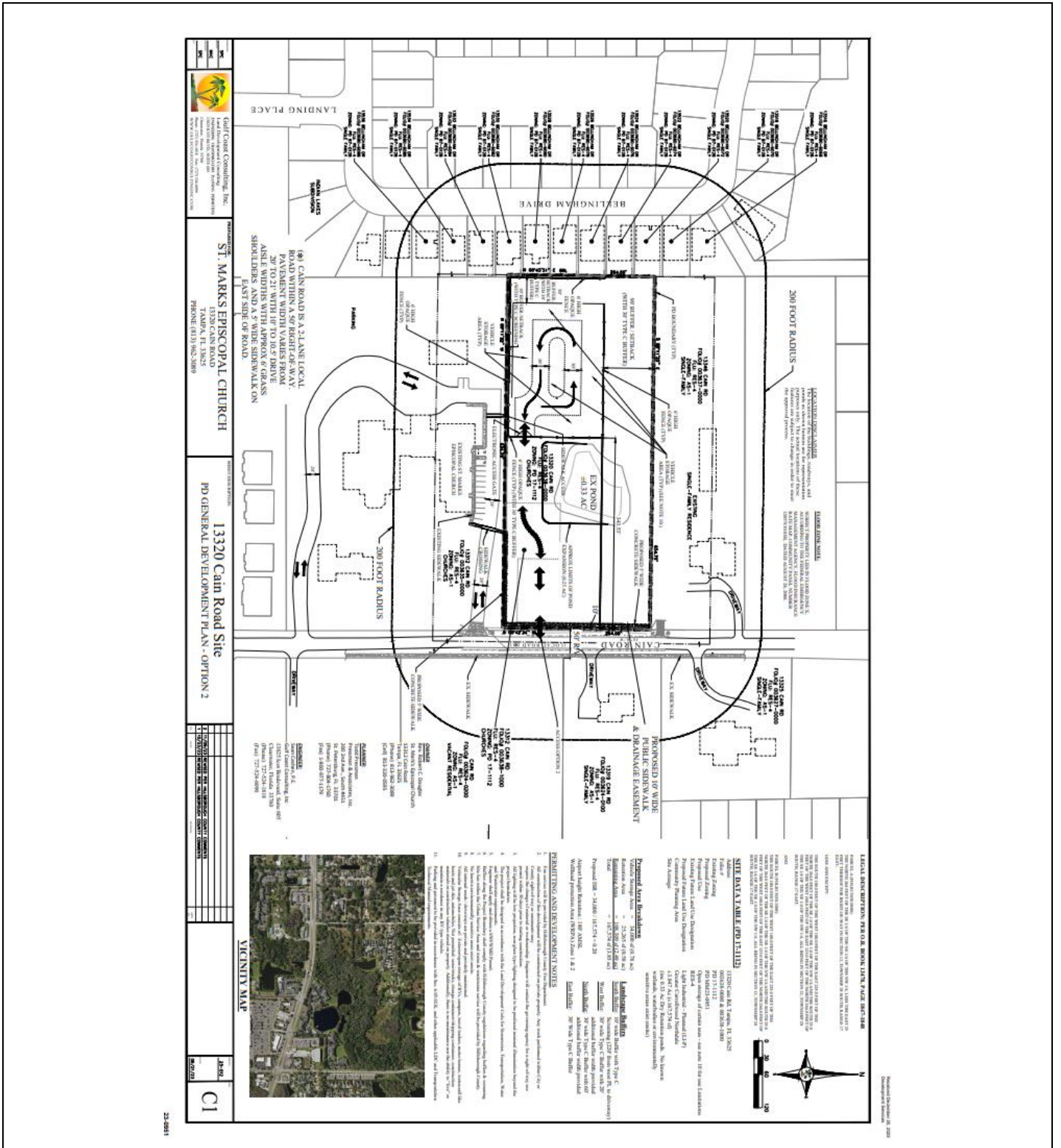
7.0 SITE PLANS (FULL)

7.2.1 Proposed Site Plan (Full)



8.0 SITE PLANS (FULL)

7.2.2 Proposed Site Plan (Full)



8.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: ZONING TECHNICIAN, Development Services Department

DATE: 2/12/2024

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

PLANNING SECTOR/AREA: GCN

PETITION NO: MM 23-0951

- 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.

RATIONALE FOR OBJECTION

1. The applicant submitted a Design Exception request (dated November 17, 2023) which was last revised an updated (on February 7, 2024; however, the date on the letter remained unchanged). Regardless, the request contains significant problems. According to the Transportation Review Section manager, who is liaison to the County Engineer for zoning related Transportation Related Administrative Reviews, issues included:
  - a. The original request was not signed and sealed in accordance with the rules of the Florida Board of Professional Engineers. Staff notes that all Design Exception and Section 6.04.02.B Administrative Variance requests are required to be properly signed and sealed as noted in the Development Review Procedures Manual (DRPM);
  - b. The February 7<sup>th</sup> revision was submitted past required deadlines;
  - c. The Design Exception (DE) did not propose any alternative improvements in lieu of the specific elements required pursuant to applicable section of the Transportation Technical Manual (TTM). The applicant is attempting to utilize sidewalk along its project frontage as alternative improvements for substandard road impacts. Those portions of the sidewalk along the project's frontages are required pursuant to LDC Sec. 6.03.02 and cannot be considered as proffered improvements for alternative substandard road requirements. Given that there is no additional improvements proposed, the request appears to be more akin to a Sec. 6.04.02.B. Administrative Variance (AV);
  - d. Even if one were to ignore the procedural issues, staff cannot consider this to be an improperly labeled AV request, since it fails to address each of the three specific elements which must be proven (as required pursuant to LDC Sec. 6.04.02.B.3.) before the County Engineer is authorized to grant an AV; and,
  - e. A project is required to improve area road(s) when the roadway(s) to which it accesses do not meet the applicant standard as found within the TTM. When triggered, a project is required to improve the roadway network between the project access points on the substandard road and the nearest roadway meeting an applicable standard (be that a County or FDOT roadway). AVs may be proposed by an applicant when the developer cannot or otherwise does not wish to improve the required roadway segments. DEs may be utilized when an applicant is proposing some form of improvement to address the substandard roadway(s), but to a standard less than the full typical section requirements. Staff notes that

the applicant's use of an existing driveway connection on a separate but adjacent parcel (which currently is under unified ownership) from the subject project is immaterial to whether or not improvements are required. Applicants cannot be permitted to use spite strips or connections through adjacent parcels to shield development from addressing substandard roadway requirements. Staff notes that it is the ultimate location(s) of project access(es) that must be evaluated. In this case, Option 1 takes access through the adjacent parcel and so substandard road impacts are evaluated from that point. Option 2 takes access directly from the subject PD, and so the limits are somewhat different than the Option 1 scenario, and therefore must be addressed separately. Staff notes that clear zone obstructions and other issues can occur in different sections of the same roadway, and so it is inappropriate to apply standards and evaluation from one section of roadway to another adjacent segment of the roadway without adequate documentation, review and analysis.

2. The applicant has failed to address how it intends to address the substandard road impacts for development Option 2.
3. Applicants are required to obtain findings from the County Engineer by the revised plan deadline for the hearing dates being targeted. Staff advises the applicant that reviews can take up to 30 days to process, and that it is the applicant's responsibility to ensure that findings are issued by the required deadlines.
4. The applicant failed to obtain findings of approvability for the submitted Design Exception (addressing development Option 1) by the revised plan deadline for the hearing date being targeted, in accordance with current rules/procedures. Sole authority to adjudicate AV and DE requests lie with the County Engineer. Pursuant to current policies and procedures, most transportation related AVs and DEs must be processed concurrently with PD modification requests.
5. Regardless of whether PD 23-0951 is approved or denied, the County Engineer will deny the Design Exception request. Given the above, staff is unable to support the proposed zoning request.

### **PROJECT OVERVIEW & TRIP GENERATION**

The applicant is requesting a Major Modification (MM) to two parcels, totaling +/- 3.847 ac., which is currently zoned Planned Development (PD) 17-1112. The existing PD is approved for a 77 bed Type C Community Residential Home.

The applicant is seeking to abandon the existing entitlements, and is instead proposed two development options to allow development of an open storage area for RVs, campers, travel trailers, motor homes, watercraft and automobiles. Semi-trucks, storage contains, shipping contains, construction materials or construction vehicles would not be permitted to be stored on the property. While the two options have identical uses, the access for the Options are different. Option 1 takes access through the adjacent church to the south, which is currently under unified ownership. In response to staff enquiring how the parcel would not be legally land locked in the event the subject parcel was sold to another entity and the church declined the provide access (and because a property owner cannot grant an easement to itself), the applicant added a second development option to provide for direct access to Cain Rd. in the event access through the church was no longer possible. The applicant also had to option of including the church in the same Planned Development zoning district (so that conditions affecting both projects could be prepared) but declined to do so. While the applicant added the second option, they did not address all facets necessary to allow the second option to the reviewed and conditions written, in accordance with current rules and procedures (see rationale for objection section hereinabove).

Consistent with Development Review Procedures Manual requirements, the applicant submitted a trip generation and stie 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 and consistent with methodology developed and used for a number of years to evaluate impacts for open storage projects. Since the Institute of Transportation Engineers (ITE) does not include data for open storage uses, a methodology is applied whereby the project's acreage (3.847) is multiplied by the maximum floor area ratio of the underlying Future Land Use Designation (in this case R-4 with a maximum FAR of 0.25). The result, 41,893 s.f., is then analyzed using ITE data for mini warehouse uses (LUC 151). This is staff's best available method of consistent approximating open storage uses across a variety of open storage users. Data presented below is based on the institute of Transportation Engineer's Trip Generation Manual, 11<sup>th</sup> Edition.

**Existing Zoning:**

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD 17-1112, 77 bed Community Residential Home Type C (LUC 254)	200	14	18

**Proposed Use:**

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
MM 23-0951, 41,893 s.f. Mini-Warehouse as Open Storage Approximation (LUC 151)	61	4	6

Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
<b>Difference</b>	<b>(-) 139</b>	<b>(-) 10</b>	<b>(-) 12</b>

**EXISTING AND PROPOSED TRANSPORTATION INFRASTRUCTURE SERVING THE SITE**

Cain Road is a 2-lane, undivided, local, substandard road characterized by +/- 10 to 10.5-foot-wide travel lanes in average condition. The roadway lies within a +/- 50-foot-wide right-of-way along the project's frontage. There are +/- 5-foot-wide sidewalks along the east side of Cain Rd. in the vicinity of the project. There are no bicycle facilities along Cain Rd. in the vicinity of the proposed project.

**SITE ACCESS**

The project will be served via a single vehicular access connection to Cain Rd. In Option 1, access to the site is through the adjacent church parcel to the south of the project. In Option 2, access to the site is via direct connection to Cain Rd.

Turn lanes are not required pursuant to Sec. 6.04.04.D. of the LDC.

**DESIGN EXCEPTION REQUEST – CAIN RD. SUBSTANDARD ROAD**

As Cain Rd. is a substandard local roadway, the applicant's Engineer of Record (EOR) submitted a Design Exception request (dated November 17, 2023) to determine the specific improvements that would be required by the County Engineer. The applicant subsequently submitted a revised letter on February 7, 2024, but did not change the date on the top of the letter, and it still contains significant issues as noted in the rationale for objection section, hereinabove. Based on factors presented in the rationale for objection section above, the County Engineer will not approve the request.

Regardless of whether PD 23-0951 is approved or denied, the County Engineer will deny the Design Exception request.

**ROADWAY LEVEL OF SERVICE (LOS) INFORMATION**

Cain Rd. was not evaluated as a part of the 2020 Hillsborough County Level of Service (LOS) Report. As such, LOS information for this project cannot be provided.

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**Hillsborough County  
City-County  
Planning Commission**

<b>Unincorporated Hillsborough County Rezoning</b>	
<b>Hearing Date:</b> February 20, 2024  <b>Report Prepared:</b> February 8, 2024	<b>Petition: MM 23-0951</b>  <b>13320 Cain Road</b>  <i>West of Cain Road and north of Gunn Highway</i>
<b>Summary Data:</b>	
<b>Comprehensive Plan Finding</b>	<b>INCONSISTENT</b>
<b>Adopted Future Land Use</b>	<b>Residential-4 (4 du/ga; 0.25 FAR)*</b> <i>*HC/CPA 23-16 pending adoption, amending the subject site to Light Industrial-Planned (LI-P)</i>
<b>Service Area</b>	<b>Urban</b>
<b>Community Plan</b>	Greater Carrollwood-Northdale
<b>Request</b>	Major Modification to Planned Development (PD 17-1112) for open storage of RVs, boats and other specified vehicles
<b>Parcel Size (Approx.)</b>	3.85 ± acres (167,706 square feet)
<b>Street Functional Classification</b>	Cain Road – <b>Local Road</b> Gunn Highway – <b>County Arterial</b>
<b>Locational Criteria</b>	N/A
<b>Evacuation Area</b>	E



## **Context**

- The subject site is located west of Cain Road and north of Gunn Highway on approximately 3.85 ± acres.
- The site is in the Urban Service Area and within the limits of the Greater Carrollwood-Northdale Community Plan.
- The subject site is associated with Plan Amendment HC/CPA 23-16 to change the Future Land Use designation from Residential-4 (RES-4) to Light Industrial-Planned (LI-P).

The subject property may potentially have a Future Land Use designation of Light Industrial-Planned (LI-P) (pending adoption of HC/CPA 23-16 by the BOCC on May 9, 2024). The LI-P Future Land Use designation does not allow for consideration of residential uses and allows for consideration of a maximum Floor Area Ratio (FAR) of 0.75. Typical uses in the LI-P category include light industrial uses such as processing, manufacturing, recycling and storage of materials.

- The subject site is surrounded by the RES-4 Future Land Use category to the north, east, south and west. There is some land designated as Residential-6 (RES-6) and Residential-9 (RES-9) further south across Gunn Highway.
- According to the Hillsborough County property appraiser, the site is owned by Saint Mark's Episcopal Church of Tampa and is currently undeveloped. The associated church building is immediately south of the site. Other surrounding uses mainly include single family detached residential to the north, east and west and light commercial uses fronting along Gunn Highway.
- The subject site is zoned Planned Development (PD 17-1112). Agricultural SingleFamily-1 (AS-1) zoning is located to the north, east and south and PD zoning is located to the west.
- The applicant requests a Major Modification to Planned Development (PD 17-1112) for open storage of RV's, boats and other specified vehicles.

## **Compliance with Comprehensive Plan:**

The following Goals, Objectives and Policies apply to this rezoning request and are used as a basis for an inconsistency finding.

### **FUTURE LAND USE ELEMENT**

#### ***Urban Service Area (USA)***

***Objective 1:*** Hillsborough County shall pro-actively direct new growth into the urban service area with the goal that at least 80% of all population growth will occur within the USA during the planning horizon of this Plan. Within the Urban Service Area, Hillsborough County will not impede agriculture. Building permit activity and other similar measures will be used to evaluate this objective.

***Policy 1.4:*** 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.

### **Land Use Categories**

**Objective 8:** *The Future Land Use Map will include Land Use Categories which outline the maximum level of intensity or density and range of permitted land uses allowed and planned for an area. A table of the land use categories and description of each category can be found in Appendix A.*

**Policy 8.1:** *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.*

### **Relationship to Land Development Regulations**

**Objective 9:** *All 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 as 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.*

**Policy 9.2:** *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.*

### **Neighborhood/Community Development**

**Objective 16: Neighborhood Protection** – *The neighborhood is the functional unit of community development. There is a need to protect existing, neighborhoods and communities and those that will emerge in the future. To preserve, protect, and enhance neighborhoods and communities, all new development must conform to the following policies.*

**Policy 16.1:** *Established and planned neighborhoods and communities shall be protected by restricting incompatible land uses through mechanisms such as:*

- a) *locational criteria for the placement of non-residential uses as identified in this Plan,*
- b) *limiting commercial development in residential land use categories to neighborhood scale;*
- c) *requiring buffer areas and screening devices between unlike land uses;*

**Policy 16.2:** *Gradual transitions of intensities 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.*

**Policy 16.3:** *Development and redevelopment shall be integrated with the adjacent land uses through:*

- a) the creation of like uses; or*
- b) creation of complementary uses; or*
- c) mitigation of adverse impacts; and*
- d) transportation/pedestrian connections*

**Policy 16.5:** *Development of higher intensity non-residential land uses that are adjacent to established neighborhoods shall be restricted to collectors and arterials and to locations external to established and developing neighborhoods.*

## **Community Design Component (CDC)**

### **5.0 NEIGHBORHOOD LEVEL DESIGN**

#### **5.1 COMPATIBILITY**

**OBJECTIVE 12-1:** *New developments should recognize the existing community and be designed in a way that is compatible with the established character of the surrounding neighborhood.*

**Policy 12-1.4:** *Compatibility may be achieved through the utilization of site design techniques including but not limited to transitions in uses, buffering, setbacks, open space and graduated height restrictions, to affect elements such as height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, odor and architecture.*

### **LIVABLE COMMUNITIES ELEMENT: Greater Carrollwood Northdale Community Plan**

**Goal 2:** *Reinforce community identity through maintenance and enhancement of the community's unique characteristics, assets and physical appearance.*

*Strategies:*

- *New development and redevelopment shall use compatibility design techniques to ensure the appearance (architectural style), mass and scale of development is integrated with the existing suburban nature of each neighborhood. (i.e. transitions, buffers etc).*

**Goal 5:** *Create a walkable environment that is safe and convenient through the connection of sidewalks, crosswalks, paths and trails that link both natural and built environments.*

*Strategies:*

- *New development will provide pedestrian infrastructure and amenities that connect to existing facilities along roadway network. Priority shall be given to designing in a manner that fosters safe walkable/biking along Dale Mabry Highway, Bearss Ave, Fletcher Ave. Linebaugh Ave, Gunn Hwy and Handy Road.*
- *Ensure that pedestrian facilities such as sidewalks and trails are implemented concurrent with or before the vehicular improvements. Prioritize pedestrian circulation and facilities over vehicular improvements.*
- *Provide direct and multiple street and sidewalk connections within development projects and their building entrances as well as to adjacent projects to form a cohesive connected and integrated development pattern.*

- *Protect the area's rural character.*

**Staff Analysis of Goals Objectives and Policies:**

The subject site is located west of Cain Road and north of Gunn Highway on approximately 3.85 ± acres. The site is in the Urban Service Area and within the limits of the Greater Carrollwood-Northdale Community Plan. The applicant requests a Major Modification to Planned Development (PD 17-1112) for open storage of RVs, boats and other specified vehicles including campers, travel trailers, motor homes, watercraft like boats, jet skis, and automobiles. Semi-trucks, storage containers, construction materials, or construction vehicles would not be permitted to be stored on site. Hours of operation have been proposed as 6am to 10pm. The subject site is mainly surrounded by single family detached residential to the north, east and west and light commercial uses fronting along Gunn Highway.

The subject site is in the Urban Service Area and per Objective 1 of the Future Land Use Element (FLUE), where 80 percent of the County's growth is to be directed. FLUE Policy 1.4 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 is surrounded by single family residential uses to the north, northeast, and west, and a religious establishment immediately to the south. The general vicinity is mainly comprised of residential densities that range from 4 to 6 dwelling units per gross acre and allowable neighborhood commercial intensities averaging 0.25 FAR. Therefore, the light industrial nature of the open storage use does not meet the intent of Policy 1.4 in the Future Land Use Element (FLUE) in the *Unincorporated Hillsborough County Comprehensive Plan* relating to compatibility. The proposed development is more intense in nature and will not allow the area to remain low to medium density in character. Therefore, the proposal is also inconsistent with FLUE Objective 8 and Policy 8.1.

The proposed rezoning does not meet the intent of FLUE Objective 16 and Policies 16.1, 16.2 and 16.3. Although the proposal includes a 90' setback with Type C screening on the north boundary of the site, the western boundary is much closer to the single family residential with only a 50' setback with Type C buffer. The proposed storage area is proposed to be surrounded by 6' opaque fencing. However, the setbacks and buffers alone do not allow for a gradual transition in intensity between land uses. There are significantly less intense uses, specifically, the single-family neighborhoods that surround the site that need to be protected per policy direction in the FLUE. Furthermore, the development of higher intensity non-residential land uses that are adjacent to established neighborhoods shall be restricted to collectors and arterials and to locations external to established and developing neighborhoods per FLUE Policy 16.5. Because the proposed use is intensive and adjacent to established residential neighborhoods, the request is inconsistent with this policy direction. The site appears to show efficient circulation and access; however, the County Transportation Department had not filed comments into Optix at the time of the filing of this report.

Objective 12-1 and Policy 12-1.4 of the Community Design Component (CDC) discuss how new development shall be compatible with the established character of the surrounding area. The development pattern and character of this area mainly consists of single family detached residential and a religious establishment to the south. The operating characteristics of the religious establishment are generally low intensity in nature. The

proposed open store of vehicles is a Commercial Intensive (CI) zoning district allowable use and is not compatible with the surrounding development pattern.

The proposed Major Modification is within the limits of the Greater Carrollwood Northdale Community Plan. The Community Plan seeks to ensure that new development and redevelopment use compatibility design techniques to ensure the appearance (architectural style), mass, and scale of development is integrated with the existing suburban nature of each neighborhood. The proposed open storage use would make it extremely challenging to integrate into the suburban character of the neighborhood. Furthermore, the Community Plan seeks to prioritize pedestrian circulation and facilities over vehicular improvements and to form a cohesive connected, and integrated development pattern. The proposed open storage of vehicles would be more vehicular focused rather than prioritizing pedestrians and would not be cohesive and easily integrated with the surrounding single family residential uses. The proposed modification does not meet the intent of the Community Plan.

Overall, staff finds that the proposed Major Modification is inconsistent with the intent of the Greater Carrollwood-Northdale Community Plan. The proposal would allow for development that is inconsistent with the Goals, Objectives, and Policies in the *Unincorporated Hillsborough County Comprehensive Plan*. The request is incompatible with the existing and planned development pattern found within the surrounding area.

#### **Recommendation**

Based upon the above considerations, Planning Commission staff finds the proposed Major Modification **INCONSISTENT** with the *Unincorporated Hillsborough County Comprehensive Plan*.



# HILLSBOROUGH COUNTY FUTURE LAND USE

RZ MM 23-0951

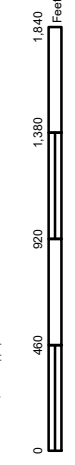
<all other values>

**Rezoning**

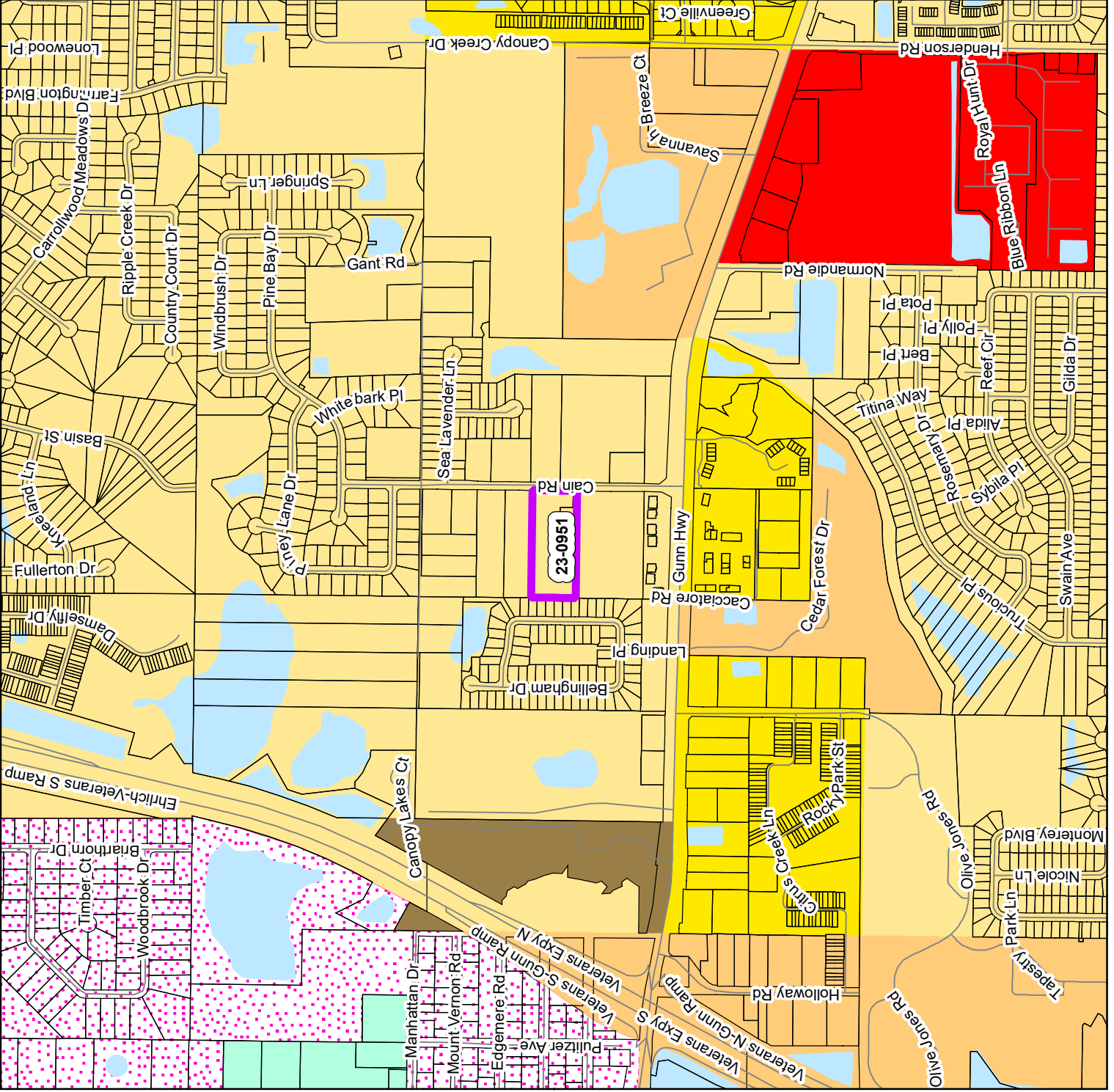
- APPROVED
- CONTINUED
- DENIED
- WITHDRAWN
- PENDING

- Tampa Service Area
- Urban Service Area
- Shoreline
- County Boundary
- Jurisdiction Boundary
- Roads
- Parcels
- WATER
- NATURAL LULC - Wet Pools
- AGRICULTURAL/MINING-1/20 (.25 FAR)
- PEC PLANNED ENVIRONMENTAL COMMUNITY-1/2 (.25 FAR)
- AGRICULTURAL-1/10 (.25 FAR)
- AGRICULTURAL/RURAL-1/5 (.25 FAR)
- AGRICULTURAL ESTATE-1/2.5 (.25 FAR)
- RESIDENTIAL-1 (.25 FAR)
- RESIDENTIAL-2 (.25 FAR)
- RESIDENTIAL PLANNED-2 (.35 FAR)
- RESIDENTIAL-4 (.25 FAR)
- RESIDENTIAL-6 (.25 FAR)
- RESIDENTIAL-9 (.35 FAR)
- RESIDENTIAL-12 (.35 FAR)
- RESIDENTIAL-16 (.35 FAR)
- RESIDENTIAL-20 (.35 FAR)
- RESIDENTIAL-35 (1.0 FAR)
- NEIGHBORHOOD MIXED USE-4 (9) (.35 FAR)
- SUBURBAN MIXED USE-6 (.35 FAR)
- COMMUNITY MIXED USE-12 (.50 FAR)
- URBAN MIXED USE-20 (1.0 FAR)
- REGIONAL MIXED USE-35 (2.0 FAR)
- INNOVATION CORRIDOR MIXED USE-35 (2.0 FAR)
- OFFICE COMMERCIAL-20 (.75 FAR)
- RESEARCH CORPORATE PARK (1.0 FAR)
- ENERGY INDUSTRIAL PARK (.50 FAR USES OTHER THAN RETAIL, .25 FAR RETAIL/COMMERCE)
- LIGHT INDUSTRIAL PLANNED (.75 FAR)
- LIGHT INDUSTRIAL (.75 FAR)
- HEAVY INDUSTRIAL (.75 FAR)
- PUBLIC/QUASH-PUBLIC
- NATURAL PRESERVATION
- WIMAUVA VILLAGE RESIDENTIAL-2 (.25 FAR)
- CITRUS PARK VILLAGE

DATA SOURCES: Rezoning boundaries from The Planning Commission and are not official. Parcel lines and data from Hillsborough County Property Appraiser. This map is intended to be used for informational purposes only. It is not intended to be used for any legal or financial purposes without specific approval of the Hillsborough County Planning Commission. ACCURACY: It is intended to be used for informational purposes only. It is not intended to be used for any legal or financial purposes without specific approval of the Hillsborough County Planning Commission. This map is for informational purposes only. For the most current data and information, use the appropriate source.



Map Printed from Rezoning System: 2/6/2024  
 Author: Beverly F. Daniels  
 File: G:\Rezoning\System\Map\Projects\HC\Reg\_16\Rezoning - Copy.mxd



Hillsborough County  
City-County  
Planning Commission

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