

**PD Modification Application****MM 25-0933**

ZONING HEARING MASTER DATE: September 15, 2025

BOCC HEARING DATE: November 12, 2025

**Hillsborough  
County Florida**

Development Services Department

**1.0 APPLICATION SUMMARY**

Applicant: Hill Ward Henderson, P.A.

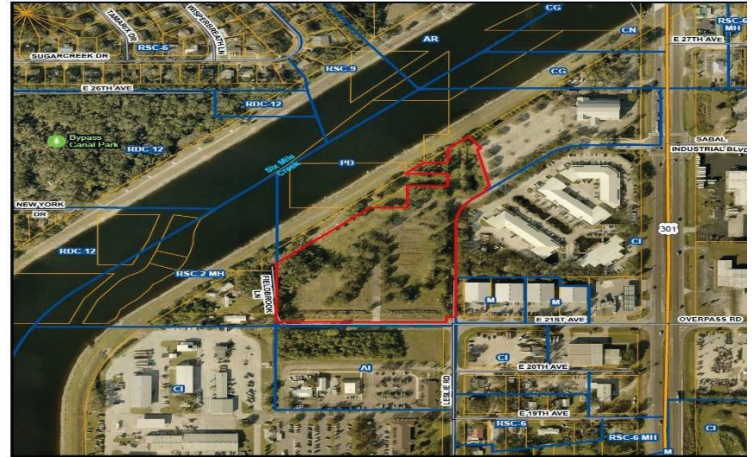
FLU Category: CMU-12

Service Area: Urban

Site Acreage: 14.85 acres

Community  
Plan Area: East Lake/Orient Park

Overlay: None

**Introduction Summary:**

**PRS 05-1133 TH (PD 01-1180)** permitted 134,000 square feet that includes a 69,6000 square-foot “Flex Space” area consisting of office, warehousing and/or light industrial uses and a 64,4000 square-foot area consisting of Business, Professional or, as an alternative development, a maximum 69,000 square foot “Flex Space” area consisting of office, warehousing and/or light industrial uses (Parcel 2b) and a nightclub containing a maximum of 32,000 square feet shall (Parcel 2a).

**MM 25-0933** proposes to modify Parcel 2b 9.84 acres of the existing approved Planned Development (PD) 01-1180 (as most recently modified by PRS 05-1133) to a manufacturing use, including warehousing, distribution, light manufacturing, and outdoor storage as an accessory in accordance with the Land Development Code.

Existing Approval(s):	Proposed Modification(s):
<ol style="list-style-type: none"><li>An alternative development option referenced as Rivergate – Parcel 2A<ul style="list-style-type: none"><li>Maximum 69,000 square-foot “Flex Space” area consisting of office, warehousing, and/or light industrial uses permitted in Parcel 2b</li><li>A nightclub containing a maximum of 32,000 square feet permitted within Parcel 2a</li><li>101,000 total square feet (0.15 FAR)</li></ul></li><li>A 20-foot landscape buffer with a Type B screening adjacent to folios 43009.0000 and 43010.0000</li></ol>	<ol style="list-style-type: none"><li>Increase permitted square footage in Parcel 2b to 150,000 sf.<ul style="list-style-type: none"><li>Remove office use</li><li>Restrict Open Storage to accessory only and 20% of the gross floor area.</li><li>182,000 total square feet (0.28 FAR)</li></ul></li><li>A 10-foot landscape buffer with Type C screening adjacent to folios 43009.0000 and 43010.0000</li></ol>
<b>Additional Information:</b>	

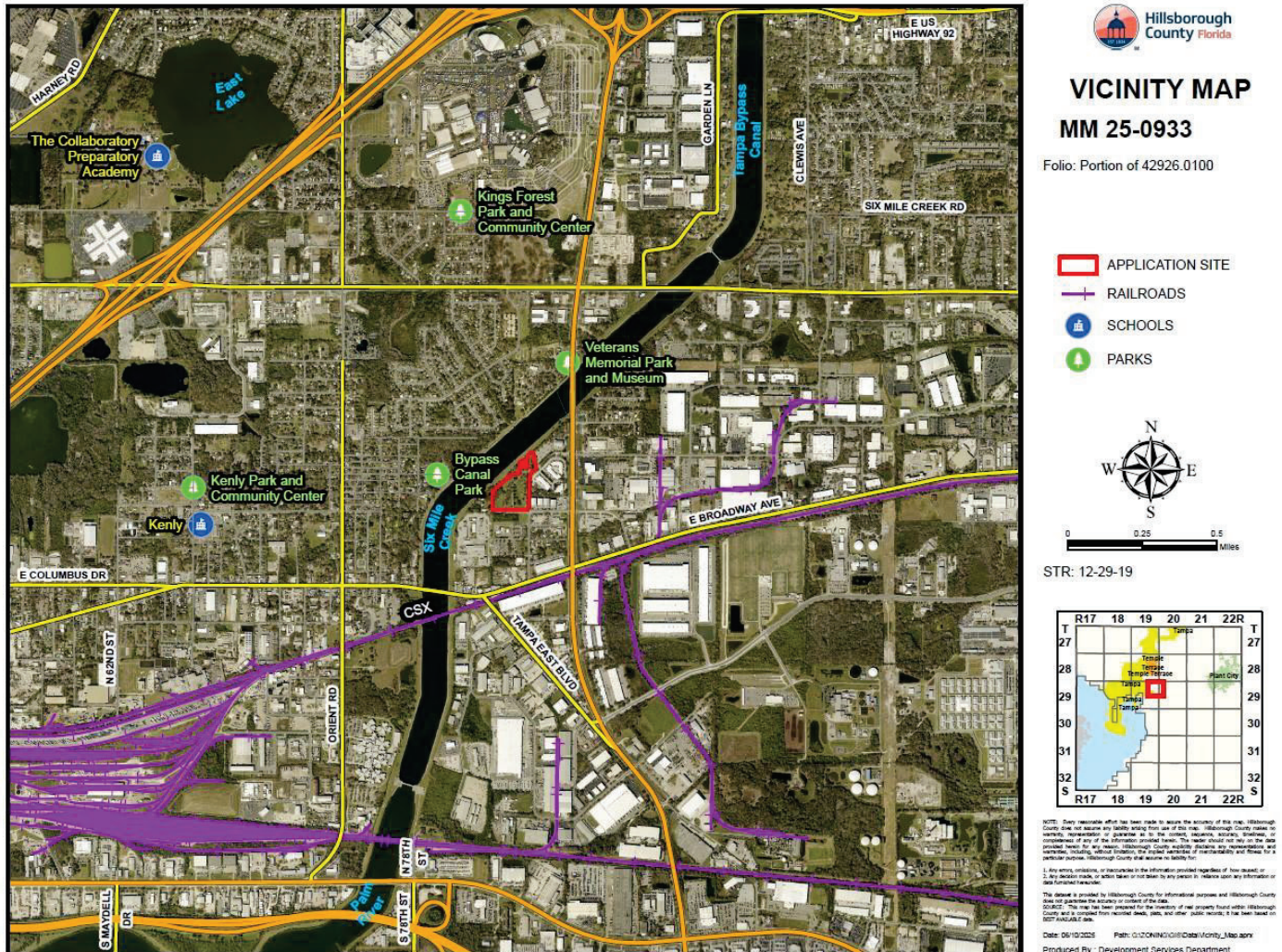
<b>APPLICATION NUMBER:</b>	<b>MM 25-0933</b>	
ZHM MEETING DATE:	September 15, 2025	Case Planner: James E. Baker, AICP
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PD Variation(s):	LDC Part 6.06.00 (Landscaping/Buffering)
Waiver(s) to the Land Development Code:	None Requested.

<b>Planning Commission Recommendation:</b> Consistent	<b>Development Services Recommendation:</b> Approvable, subject to proposed conditions
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## 2.0 LAND USE MAP SET AND SUMMARY DATA

### 2.1 Vicinity Map



### Context of Surrounding Area:

The subject site is folio 42926.0100 that is +/- 14.85 acres, located north of 21<sup>st</sup> Avenue, south and east of the Tampa Bypass Canal, and west of North US Highway 301. It is characterized by a mix of residential and commercial uses. The greater surrounding area further east, south and northeast is industrially developed.



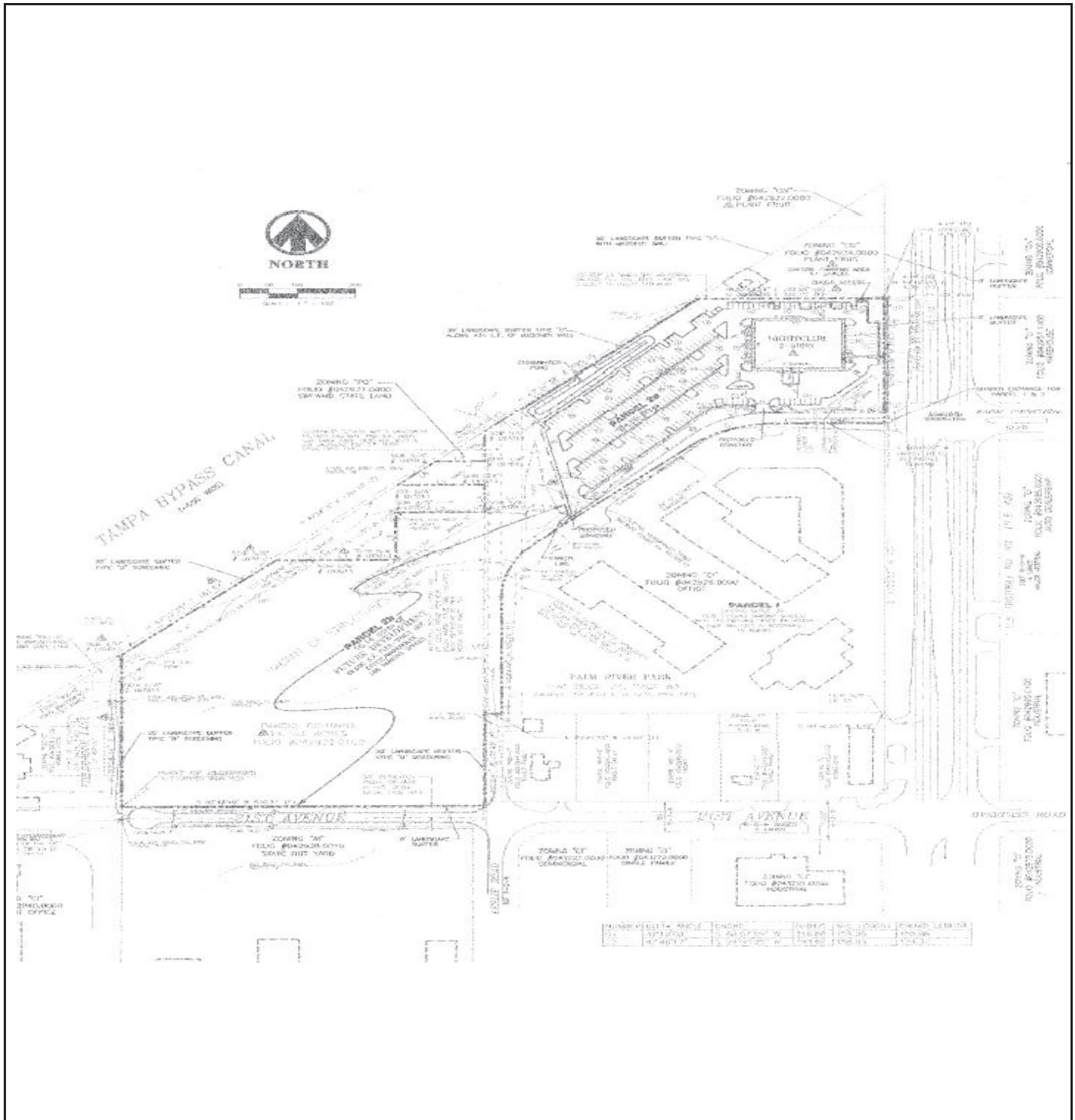
Subject Site Future Land Use Category:	FLU: CMU-12
Maximum Density/F.A.R.:	CMU-12: Max. density 12 dwelling units per acre FAR: .50
Typical Uses:	CMU-12: Agricultural, residential, commercial, office uses, research corporate park uses, light industrial multi-purpose and clustered residential and/or mixed-use projects.

Adjacent Zonings and Uses				
Location:	Zoning:	Maximum Density/F.A.R. Permitted by Zoning District:	Allowable Use:	Existing Use:
North	CG	.27	Retail and service	Vacant
South	AI	NA	Agricultural and industrial	Government
East	CI M	.30 .75	Commercial and service Manufacturing, processing and assembling	Office Park Warehouse
West	RSC-2 MH	2 units per acre	Single-family conventional, mobile home	Mobile Home



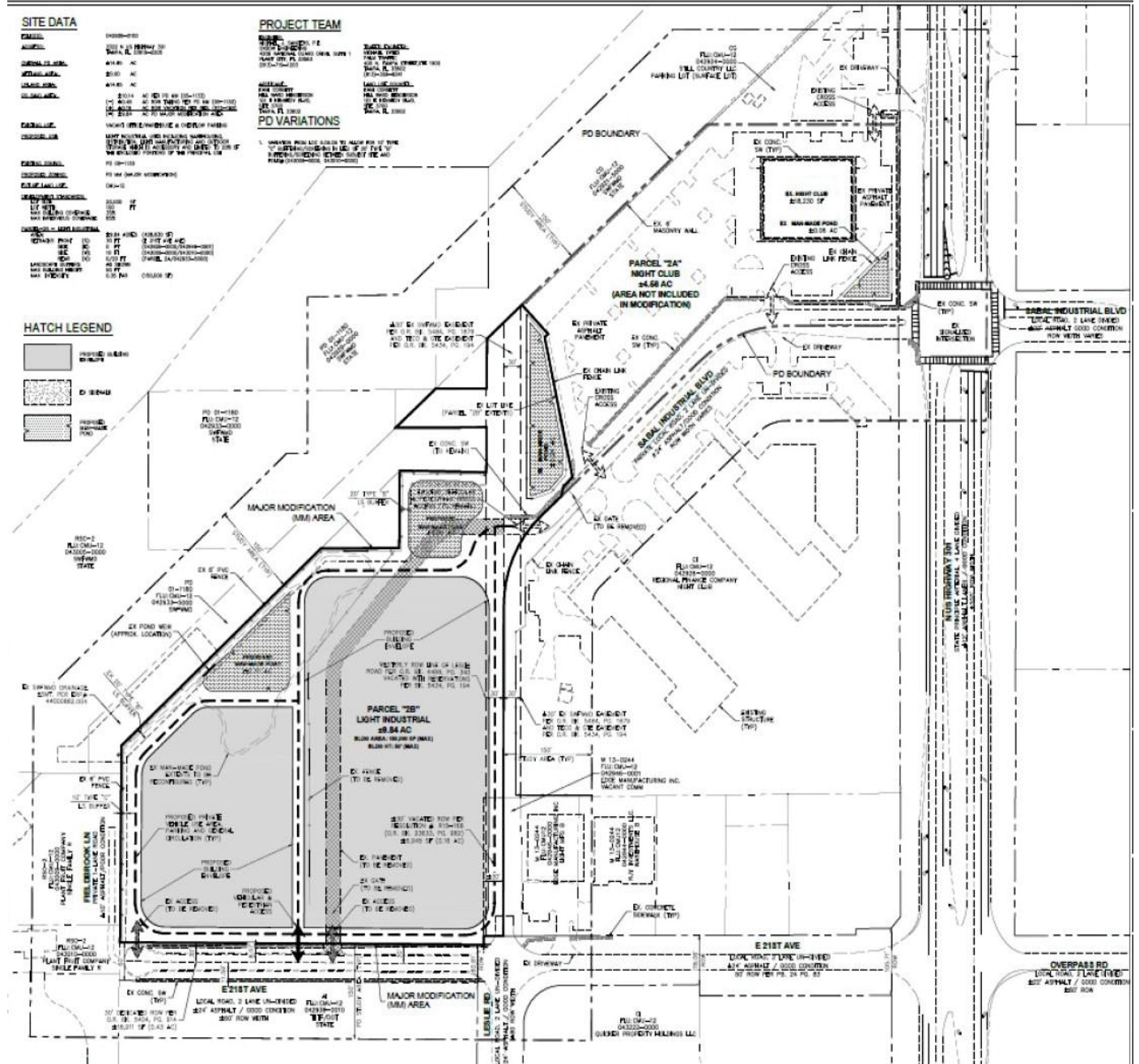
## 2.0 LAND USE MAP SET AND SUMMARY DATA

### 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)**

<b>Adjoining Roadways (check if applicable)</b>			
Road Name	Classification	Current Conditions	Select Future Improvements
E 21 <sup>st</sup> Ave	County Local - Rural	2 Lanes <input type="checkbox"/> Substandard Road <input checked="" 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
US Highway 301	FDOT Principal Arterial - Rural	4 Lanes <input type="checkbox"/> Substandard Road <input 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 type="checkbox"/> Other

<b>Project Trip Generation</b> <input type="checkbox"/> Not applicable for this request			
	Average Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	444	60	83
Proposed	1,159	51	51
Difference (+/-)	+715	-9	-32

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

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

<b>Design Exception/Administrative Variance</b> <input checked="" type="checkbox"/> Not applicable for this request		
Road Name/Nature of Request	Type	Finding
	Choose an item.	Choose an item.
Notes:		

**4.0 Additional Site Information & Agency Comments Summary**

Transportation	Objections	Conditions Requested	Additional Information/Comments
<input type="checkbox"/> Design Exception/Adm. Variance Requested <input type="checkbox"/> Off-Site Improvements Provided	<input type="checkbox"/> Yes <input type="checkbox"/> N/A <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	



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**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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Natural Resources	<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 type="checkbox"/> Wetlands/Other Surface Waters <input type="checkbox"/> Use of Environmentally Sensitive Land Credit <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"/> Significant Wildlife Habitat <input 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
<b>Transportation</b> <input checked="" type="checkbox"/> Design Exc./Adm. Variance Requested <input checked="" 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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
<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 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	
<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 checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
<b>Impact/Mobility Fees</b>				
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 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 on approximately +/-14.85 acres north of 21<sup>st</sup> Avenue, south and east of the Tampa Bypass Canal, and west of North US Highway 331. The project is located within the Urban Service Area (USA) and the East Lake Orient Park Community Plan. Surrounding land uses include predominantly industrial to the south, east and southwest. It is bounded by the Tampa Bypass Canal along the north and northwest.

The project site is currently zoned Planned Development (PD 01-1180) that was approved on April 4, 2004 (as most recently modified by PRS 05-1133) for vacant office/warehouse and overflow parking use in the site area and an existing night club (Dallas Bull) with parking in the remainder of the overall PD. At the time of the previous PD approval, the site was reserved and contemplated for "Future Development" office/warehouse flex-space use. A Major Modification to this PD is requested to develop 9.84 acres for a manufacturing use that includes warehousing, distribution, light manufacturing, and outdoor storage as an accessory in accordance with the Land Development Code.

The applicant proposes a maximum of 150,000 square feet of light industrial uses with vehicle circulation areas and stormwater ponds, where generally depicted on the site plan. The maximum proposed floor area ratio is 0.35 and a 50-foot maximum height. The proposed access includes a shifted access point to East 21<sup>st</sup> Avenue and proposed cross access to the privately-owned Sabal Industrial Boulevard that leads to US Highway 301. The current access road for the Dallas Bull portion of the existing PD is to remain unmodified.

The applicant proposes a 10-foot Type C Western Buffer to provide for an industrial building footprint and a requisite vehicle circulation area. In this area, there is dense vegetative screening that the applicant seeks to retain in addition to providing a six-foot high masonry wall (in lieu of a fence) for additional sound mitigation.

### **5.2 Recommendation**

Based upon the above considerations, staff finds the request **is APPROVABLE, subject to conditions**



**6.0 PROPOSED CONDITIONS:**

**Approval** - Approval, subject to the conditions listed below, is based on site plan received July 8, 2025.

1. The project ("Parcel 2" on the general site plan) shall be permitted 134,000 square feet of the following uses, as generally depicted on the general site plan.
  - 1.1 A 69,000 square-foot "Flex Space" area consisting of office, warehousing and/or light industrial uses
  - 1.2 A 64,400 square-foot area consisting of Business, Professional Office
2. As an alternative development option the project shall be permitted the following development entitlements in accordance with the site plan referenced as "Rivergate – Parcel 2A":
  - 2.1 A maximum ~~69,000~~ 150,000 square foot feet of "Flex Space" area consisting of office, warehousing, and/or light industrial uses, including warehousing, distribution, manufacturing and outdoor storage which is accessory and limited to 20% of the enclosed portions of the principal use shall be permitted within Parcel 2b.
  - 2.2 A nightclub containing a maximum of 32,000 square feet shall be permitted within Parcel 2a as shown on the site plan.
3. Regardless of development options, the project shall be developed in accordance with the M zoning district standards, unless otherwise specified herein.
  - 3.1 The storage of hazardous materials shall be prohibited.
  - 3.2 Buildings within Parcel 2B shall be located where depicted on the site plan. Maximum building height within Parcel 2B shall be 50 feet.
4. Buffering and screening shall be provided in accordance with the Land Development Code, unless otherwise specified herein. In lieu of required landscaping, preservation of existing natural vegetation, excluding nuisance vegetation, shall occur within the required buffer area along the western project boundary abutting residentially zoned property.
  - 4.1 A 30-foot landscape buffer with a Type C screen to include a masonry wall shall be provided along the western boundary of Parcel 2A as shown on the general site plan.
  - 4.2 A 10-foot wide buffer with Type C screening shall be provided where adjacent to folios 43009.0000 and 43010.0000 within Parcel 2B. The remaining western boundary of Parcel 2B shall provide a 20-foot wide buffer with Type B screening.
5. No wetland impacts shall be permitted without approval of the Environmental Protection Commission. Approval of the petition does not constitute a guarantee that the Environmental Protection Commission approvals necessary for the development as proposed will be issued, does not itself serve to justify any impacts to wetlands and does not grant any implied or vested rights to environmental impact approval.
6. All outdoor lighting associated with the development shall be fully shielded and oriented internally to the project.
7. The general location and number of the access points shall be as shown on the General Site Plan, but shall be regulated by the Hillsborough County Access Management Manual as to final location and design. The design and construction of curb cuts are subject to approval by the Hillsborough County Planning and Growth Management Department and/or Florida Department of Transportation. Final design may include, but is not limited to: left turn lanes, acceleration lane(s) and deceleration lane(s). Access points may be restricted in movements.

8. If required by FDOT, and if warranted, the developer shall provide, at his expense, additional left turn storage of sufficient length to accommodate anticipated left turning traffic, for vehicles making turn on US 301 for north to westbound traffic. Prior to detailed site plan approval, the developer shall provide a traffic analysis, signed by a Professional Engineer, showing the amount of left turn storage needed to serve development traffic. The design and construction of these left turn lanes shall be subject to FDOT approval.
9. The project shall comply with the requirements of the Wellhead and Surface Water Resource Protect Ordinance.
10. A groundwater monitoring program shall be created by the developer and shall be reviewed and approved by Tampa Bay Water. Said program shall be approved by Tampa Bay Water prior to Construction Plan approval.
11. The type, location, size and number of signs permitted shall be set forth in Part 7.03.00 of the Land Development Code with the following exceptions(s):
  - 11.1 Ground Signs shall be limited to Monument Signs.
  - 11.2 Billboards, pennants and banners shall be prohibited.
12. Approval of this application does not ensure that water will be available at the time when the applicant seeks permits to actually develop.
13. The development of the project shall proceed in accordance with the terms and conditions contained in the Development Order, the General Site Plan, and the use conditions contained herein, and all applicable rules, regulations and ordinances of Hillsborough County.
14. Within 90 days of the rezoning approval by the Hillsborough County Board of County Commissioners, the developer shall submit to the County Department of Planning and Growth Management a revised General Development Site Plan for certification which conforms to the notes and graphics of the plan, to the conditions outlined above, and the Land Development Code (LDC). Subsequent to the certification of the plan, if it is determined that the certified plan does not accurately reflect the conditions of approval or requirements of the LDC, said plan will be deemed invalid and certification of a revised plan will be required.
15. 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.
- ~~16. Effective as of February 1, 1990, this development order/permit shall meet the concurrency requirements of Chapter 163, Part II, Florida Statutes. Approval of this development order/permit does not constitute a guarantee that there will be public facilities in place at the time of application for subsequent development orders or permits to allow issuance of such development orders or permits.~~
16. Within Parcel 2B, 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.

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**7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS****PD Variation:**

The applicant proposes a 10-ft wide buffer with Type C screening where a 20-ft wide buffer with Type B screening is required per the approved PD.

- Per the applicant, a more intense screening is proposed to offset the reduction of 10 feet. Type B screening requires six foot high vegetation, or a six foot high fence or wall, or a six foot high berm combination, in addition to tree plantings. Type C screening requires a six foot high wall with tree plantings.
- The area adjacent to the western property will be utilized for vehicle circulation, rather than building placement. Structures to the west are located over 100 feet from the common property line.
- The PD currently permits compliance with M zoning district standards, which could permit a maximum building height of 110 feet (with additional setbacks). Under this modification, building height is reduced to a maximum of 50 feet.



### 8.1 Approved Site Plan (Full)





**9.0 FULL TRANSPORTATION REPORT (see following pages)**

## AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department

DATE: 09/08/2025

REVIEWER: Jessica Kowal, MPA, Principal Planner

AGENCY/DEPT: Transportation

PLANNING AREA: East Lake

PETITION NO: MM 25-0933

- ☐ This agency has no comments.
- ☐ This agency has no objection.
- ☒ This agency has no objection, subject to the listed or attached conditions.
- ☐ This agency objects for the reasons set forth below.

### **CONDITIONS OF APPROVAL**

#### Revised Conditions

7. The following shall apply to Parcel 2a as shown on the PD site plan:

- a. The general location and number of the access points shall be as shown on the General Site Plan, but shall be regulated by the Hillsborough County Access Management Manual as to final location and design. The design and construction of curb cuts are subject to approval by the Hillsborough County Planning and Growth Management Department and/or the Florida Department of Transportation. Final design may include, but is not limited to: left turn lanes, acceleration lane(s) and deceleration lane(s). Access points may be restricted in movements.
8. ~~If required by FDOT, and if warranted, the developer shall provide, at his expense, additional left turn storage of sufficient length to accommodate anticipated left turning traffic, for vehicles making turns on US 301 for north to westbound traffic. Prior to detailed site plan approval, the developer shall provide a traffic analysis, signed by a Professional Engineer, showing the amount of left turn storage needed to serve development traffic. The design and construction of these left turn lanes shall be subject to FDOT approval.~~

*[Transportation Review Staff proposes deletion of this condition as it has been satisfied.]*

The following shall apply to Parcel 2b as shown on the PD site plan:

- a. The project shall be served by one full access connection to US Highway 301 via Sabal Industrial Boulevard and one full access connection to E 21<sup>st</sup> Avenue. Any modifications to the existing access to US Highway 301 shall be subject to review and approval by FDOT.
- b. The project shall be permitted 150,000 s.f. of light industrial uses, including warehousing, distribution, light manufacturing, and outdoor storage on Parcel 2b of the PD site plan. Notwithstanding the foregoing, no development shall be



permitted that causes cumulative development to exceed 1,159 gross average daily trips, 51 gross a.m. peak hour trips, or 51 gross p.m. peak hour trips. Additionally:

- i. Concurrent with each increment of development, the developer shall provide a list of existing and previously approved uses on Parcel 2b of the PD site plan. The list shall contain data including gross floor area, type of use, date the use was approved by Hillsborough County, references to the site subdivision Project Identification number (or if no project identification number exists, a copy of the permit or other official reference number), calculations detailing the individual and cumulative gross and net trip generation impacts for that increment of the development, and source(s) for the data used to develop such estimates. Calculations showing the remaining number of available trips for each analysis period (i.e. average daily, a.m. peak, and p.m. peak) shall also be provided.
- c. At the time of site/construction plan review, the developer shall study the intersection of E 21<sup>st</sup> Avenue and Leslie Road and, if warranted, provide appropriate traffic control devices as approved by Hillsborough County.
- d. Notwithstanding anything herein or shown on the PD site plan or herein these conditions to the contrary, bicycle and pedestrian access may be permitted anywhere along the PD boundaries.

### **PROJECT SUMMARY AND ANALYSIS**

The applicant is requesting a modification to a +/- 9.84-acre portion of the existing Planned Development (PD 01-1180) which was most recently modified by PRS 05-1133. The modification area is labeled as "Parcel 2b" on the PD site plan and is currently approved for office, warehousing, and/or light industrial uses up to a maximum of 69,000 square feet. The portion of this PD not included in this modification is labeled as "Parcel 2a" on the PD site plan and has been developed for a nightclub, as permitted by the approved PD modification in 2003 (MM 03-1476). The current request is to permit 150,000 square feet of light industrial uses, including warehousing, distribution, light manufacturing, and outdoor storage on Parcel 2b.

As required pursuant to the Development Review Procedures Manual (DRPM), the applicant submitted a trip generation and site access analysis for the proposed project; however, the analysis does not represent a worst-case analysis which represents maximum potential trip impacts of the range of land uses proposed for Parcel 2b. Given this, staff has included a condition restricting development to the number of trips studied in the applicant's transportation analysis. This restriction will not permit construction of 100% of the potential entitlements sought by the applicant (e.g. 150,000 square feet of certain industrial/warehouse uses, although allowed by the land use, would not be permitted due to the trip cap restriction). As such, certain allowable single uses or combinations of allowable uses could not be constructed if they exceeded the trip cap. It should be noted that if a project consists of multiple parcels, or if a developer chooses to subdivide the project further, development on those individual parcels may not be possible if the other parcels within the development use all available trips.

The trip cap data was taken from the figures presented in the applicant's analysis. Given the wide range of potential uses proposed, it should be noted that the uses which the applicant studied to develop the cap may or may not be representative of the uses which are ultimately proposed. It should be noted that at the time of plat/site/construction plan review, when calculating the trip

generation impacts of existing and proposed development, authority to determine the appropriateness of certain Institute of Transportation Engineers (ITE) land use codes shall rest with the Administrator, who shall consult ITE land use code definitions, trip generation datasets, and industry best practices to determine whether use of an individual land use code is appropriate. Trip generation impacts for all existing and proposed uses shall be calculated utilizing the latest available ITE trip generation manual data when possible. At the request of staff, applicants may be required to conduct additional studies or research where a lack of accurate or appropriate data exists to determine if generation rates for purposes of calculating whether a proposed increment of development exceeds the trip cap.

Lastly, it should also be noted that while the trip cap will control the total number of trips within each analysis period (daily, a.m. peak, and p.m. peak), it was developed based on certain land uses assumed by the developer, and those land uses have a specific percentage split of trips within each peak period that are inbound and outbound trips, and those splits may or may not be similar to the inbound/outbound split of what uses are ultimately constructed by the developer. Staff notes that the trip cap does not provide for such granularity. Accordingly, whether or not turn lanes were identified as required during a zoning level analysis is in many cases immaterial to whether turn lanes may be required at the time of plat/site/construction plan review. Given that projects with a wide range of uses will have a variety of inbound and outbound splits during the a.m. and p.m. peak periods, it may be necessary in to reexamine whether additional Sec. 6.04.04.D. auxiliary turn lanes are warranted. The developer will be required to construct all such site access improvements found to be warranted unless otherwise approved through the Sec. 6.04.02.B Administrative Variance process.

Staff has prepared a comparison of the potential number of trips generated under the existing and proposed zoning designations, utilizing a generalized worst-case scenario. Data shown below is based upon Institute of Transportation Engineer's *Trip Generation Manual, 11th Edition* and the transportation impacts identified in the transportation analysis, which forms the basis of the trip cap.

Approved Zoning (Parcel – 2b only):

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, 69,000 square feet High-Cube Fulfillment Center Warehouse (Sort) (LUC 155)	444	60	83

Proposed Use (Parcel – 2b only):

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, Development Pursuant to Trip Cap	1,159	51	51

Trip Generation Difference:

	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
<b>Difference</b>	+715	-9	-32

### **TRANSPORTATION INFRASTRUCTURE SERVING THE SITE**

The modification area has frontage on E 21<sup>st</sup> Ave a 2-lane, undivided, local urban road. The roadway is characterized by +/- 12-foot-wide lanes in average condition, no bike lanes, +/- 5-foot-wide sidewalks on both sides of the roadway within the vicinity of the project site and lies within a +/- 60-foot-wide right of way.

The overall PD has frontage on US Hwy 301 a 4-lane, divided, FDOT maintained principal arterial rural road. The roadway is characterized by +/- 12-foot-wide lanes in average condition, no bike lanes, +/- 5-foot-wide sidewalks on the west side of the roadway north of Sabal Industrial Blvd and lies within a +/- 200-foot-wide right of way.

### **SITE ACCESS**

The PD modification area has an existing full access connection to E 21<sup>st</sup> Ave which is proposed to be relocated to the west. The site also has access to US Highway 301 through Parcel 2a of the PD site plan via Sabal Industrial Blvd, a private driveway. There are no changes proposed for the existing access at US Highway 301 and Sabal Industrial Blvd.

As demonstrated by the site access analysis submitted by the applicant's traffic engineer, the project does not meet warrants for site access improvements (i.e. turn lanes) at the project's access connections.

At the intersection of Leslie Road and E 21<sup>st</sup> Ave, the through movements, those without stop controls are the westbound and northbound movements. The submitted transportation analysis identifies this project will add 21 a.m. and 21 p.m. peak trips through this intersection which may warrant additional traffic control devices (e.g. regulatory signs, warning signs, guide signs) at this intersection to provide warnings or additional controls, if warranted. At time of site/construction plan review, the developer will be required to analyze this intersection to identify if any such improvements are needed. The developer will be required to install any warranted improvements prior to or concurrent with the initial increment of (re)development.

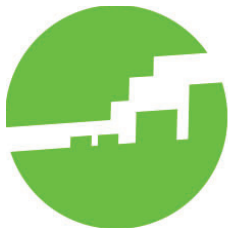
FDOT was provided with the opportunity to comment on this project; however, at the time of the filing of this report, no such comments have been uploaded to Optix.

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

The roadway level of service provided below for US Highway 301 is for information purposes only.

Generalized Level of Service				
Roadway	From	To	LOS Standard	Peak Hr. Directional LOS
US Highway 301	Adamo Drive	State Road 574 /Dr Martin Luther King Jr Boulevard	D	F

Source: [2024 Hillsborough County Level of Service \(LOS\) Report](#)



**Hillsborough County  
City-County  
Planning Commission**

**Plan Hillsborough**  
[planhillsborough.org](http://planhillsborough.org)  
[planner@plancom.org](mailto:planner@plancom.org)  
813 – 272 – 5940  
601 E Kennedy Blvd  
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Tampa, FL, 33602

Unincorporated Hillsborough County Rezoning Consistency Review	
<b>Hearing Date:</b> September 15, 2025 <b>Report Prepared:</b> September 4, 2025	<b>Case Number:</b> MM 25-0933 <b>Folio(s):</b> 42926.0100 <b>General Location:</b> North of 21 <sup>st</sup> Avenue East and west of North US Highway 301
<b>Comprehensive Plan Finding</b>	<b>CONSISTENT</b>
<b>Adopted Future Land Use</b>	Community Mixed Use-12 (12 du/ga; 0.5 FAR)
<b>Service Area</b>	Urban
<b>Community Plan(s)</b>	East Lake-Orient Park
<b>Rezoning Request</b>	Major Modification to Planned Development (PD 01-1180 (PRS 05-1133)) to modify Parcel 2B from office/warehouse flex-space use to 150,000 square feet of light industrial uses
<b>Parcel Size</b>	+/- 14.85 acres
<b>Street Functional Classification</b>	North US Highway 301 – <b>State Principal Arterial</b> 21 <sup>st</sup> Avenue East – <b>Local Road</b>
<b>Commercial Locational Criteria</b>	Not applicable
<b>Evacuation Area</b>	None



Table 1: COMPARISON OF SURROUNDING PROPERTIES			
Vicinity	Future Land Use Designation	Zoning	Existing Land Use
Subject Property	Community Mixed Use-12	PD	Light Commercial
North	Community Mixed Use-12 + Residential-9	CN, CG, CI, AR, AS-1, PD, RSC-6, RSC-9 + RDC-12	Light Commercial, Public/Quasipublic/ Institutional + Single Family
South	Community Mixed Use-12, Light Industrial Planned + Office Commercial-20	CI, M, RSC-6, BPO + AI	Public/Quasipublic/ Institutional, Light Commercial, Light Industrial + Heavy Industrial
East	Community Mixed Use-12	CI + M	Light Commercial, Light Industrial + Public Communications/Utilities
West	Community Mixed Use-12, Residential-12 + Office Commercial-20	RSC-2, RSC-6 + RDC-12	Public/Quasipublic/ Institutional + Single Family

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

The 14.85 ± acre subject site is located north of 21st Avenue East and west of North US Highway 301. The site is in the Urban Service Area (USA) and is located within the limits of the East Lake Orient Park Community Plan. The applicant is requesting a Major Modification to a Planned Development (PD 01-1180 ), most recently modified under PRS 05-1133, to modify Parcel 2B from office/warehouse flex-space use to 150,000 square feet of light industrial uses.

The subject 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 proposed light industrial use is compatible with the existing character and density of the surrounding area, which includes multiple light and heavy commercial uses and light industrial uses. The residential developments within the area are located across the Tampa Bypass Canal. Additionally, the proposed development includes a 10-foot Type C landscape buffer with a 6-foot PVC fence along the southwest border of the property that abuts a residential use. Furthermore, the existing access adjacent to the residential use is to be removed and located further east on East 21<sup>st</sup> Avenue. Additionally, the proposal meets the intent of the Neighborhood Protection policies in the Future Land

Use Section under FLUS Objective 4.4 and Policy 4.4.1 that requires new development to be compatible with the surrounding neighborhood. The proposed rezoning is compatible with the surrounding area.

FLUS Goal 2, FLUS Objective 2.1, and each of their respective policies establish the Future Land Use Map (FLUM) as well as the allowable range of uses for each FLU category. 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. The Community Mixed Use-12 (CMU-12) Future Land Use (FLU) category is intended for urban intensity and density and allows for the consideration of a maximum of 0.5 FAR. With 9.84 acres in Parcel 2B, the site can be considered for up to 214,315 square feet (9.84 acres X 43,560 square feet = 428,630 square feet X 0.5 FAR = 214,315 square feet) of light industrial uses. The site is not located in a Centers or Connection, and is therefore not required to meet the 75% density requirement (Policy 2.4.4). The proposal meets the requirements of the policies under FLUS Objective 2.1 and the intent of the CMU-12 FLU category.

The Comprehensive Plan requires that all development meet or exceed the land development regulations in Hillsborough County (FLUS Policy 4.1.1, 4.1.2, and 4.1.6). However, at the time of uploading this report, Transportation Division comments were not yet available in Optix and thus were not taken into consideration for analysis of this request.

Objective 3.2 and Policy 3.2.4 require community plans throughout the county to be consistent with the Comprehensive Plan. The site is within the limits of the East Lake-Orient Park Community Plan. The Economic Goal of this plan seeks to provide opportunities for business growth and jobs in the East Lake-Orient Park community. An additional 150,000 square feet of light industrial uses in a predominately commercial and industrial area will provide additional opportunities for business growth and provide additional jobs while preserving the existing community character. The proposed development meets the intent of the Economic Development Goal of the East Lake-Orient Park Community Plan.

Overall, staff finds that the proposed light industrial use is compatible with the existing development pattern found within the surrounding area and supports the vision of the East Lake-Orient Park Community Plan. The proposed Planned Development would allow for development that is consistent with the Goals, Objectives, and Policies 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.

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**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.

### **Land Use Categories**

**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 described in Appendix A, that establish permitted land uses and maximum densities and intensities.

**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.

### **Community Context and Compatibility**

**Objective 3.1:** New developments should recognize the existing community and be designed in a way that is compatible (as defined in FLUE Policy 3.1.3) with the established character of the surrounding neighborhood.

**Policy 3.1.3:** 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.

**Objective 3.2:** Hillsborough County is comprised of many diverse communities and neighborhoods. The comprehensive plan is effective in providing an overall growth management strategy for development within the entire County. Strategies shall be developed that ensure the long-range viability of its communities through a community and special area studies planning effort.

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

**Policy 3.2.4:** The County shall assist the Hillsborough County City-County Planning Commission in developing community plans for each planning area that are consistent with and further the Goals,

*Objectives and Policies of the Comprehensive Plan. The community plans will be adopted as part of the Comprehensive Plan in the Livable Communities Element. These community specific policies will apply in guiding the development of the community. Additional policies regarding community planning and the adopted community plans can be found in the Livable Communities Element*

### **Development**

**Objective 4.1:** *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 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.*

### **Neighborhood and 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*



## LIVABLE COMMUNITIES ELEMENT: EAST LAKE-ORIENT PARK

### **Goals**

***Economic Development:*** Provide opportunities for business growth and jobs in the East Lake-Orient Park community.

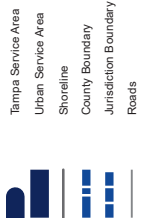
# HILLSBOROUGH COUNTY FUTURE LAND USE

RZ MM 25-0933

<all other values>

Rezonings

STATUS



- WATER NATURAL LULC Wet\_Poly
- AGRICULTURAL MINING-120 (.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 (3) (.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/QUASI-PUBLIC
- NATURAL PRESERVATION
- WIMAUMA VILLAGE RESIDENTIAL-2 (.25 FAR)
- CITRUS PARK VILLAGE

DATA SOURCES: Rezonings 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 user of this map will verify the accuracy of the information shown on this map with the appropriate authorities. Hillsborough County City/County Planning Commission. This map is for illustrative purposes only. It is the most current data and information, and the appropriate authorities.



Map Printed from Rezoning System: 6/11/2025  
Author: Beverly F. Daniels  
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