Rezoning Application:	PD 22-0648
Zoning Hearing Master Date:	December 12, 2022
BOCC Land Use Meeting Date:	February 7, 2023

Hillsborough County Florida
Development Services Department

1.0 APPLICATION SUMMARY

Applicant: David Wright, TSP Companies, Inc.

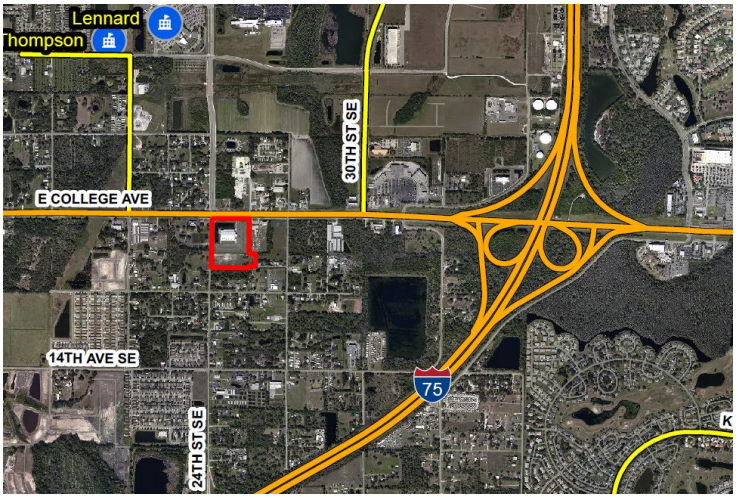
FLU Category: Suburban Mixed Use-6 (SMU-6)

Service Area: Urban

Site Acreage: 12.2

Community Plan Area: Ruskin & South Shore Areawide Systems

Overlay: None



Introduction Summary:
The applicant is requesting to rezone the subject property, located at the from AS-1, ASC-1, and RSC-5 to Planned Development (PD) in order to accommodate the development of a 40,000 square foot mini warehouse facility with up to 520 storage units. The property covers approximately 12.2 acres, is located at the southeast corner of East College Avenue and 24th Street Southeast, and is currently developed for a church with 41,310 square feet (SF).

Zoning	Existing			Proposed
District	AS-1	RSC-6	ASC-1	PD 22-0648
Typical General Use(s)	Single-Family Residential/ Agricultural	Single-Family Residential (Conventional Only)	Single-Family Residential/ Agricultural	Church & Mini Warehouse (600 units)
Acreage (+/-)	4.1	0.6	8.15	12.2
Density/Intensity	1 DU/GA; FAR: NA	6 DU/GA; FAR: NA	1 DU/GA; FAR: NA	Church: 41,310 SF Mini Warehouse: 40,000 SF
Mathematical Maximum*	4 DUs	3 DUs	8 DUs	FAR: 0.152 Church: 660 Seats Mini Warehouse: 600 units

*number represents a pre-development approximation

Development Standards	Existing			Proposed
District	AS-1	RSC-6	ASC-1	PD 22-0648
Lot Size (SF) / Lot Width (FT)	43,560/150	7,000/70	43,560/150	3,200/40
Setbacks/ Buffering and Screening (FT)	Front: 50 Rear: 15 Sides: 15	Front: 25 Rear: 7.5 Sides: 25	Front: 50 Rear: 15 Sides: 50	Front Setback (2 fronts): 30 Rear Setback (2 rears): 20 Sides: NA North Buffer: 10/A West Buffer: N/A East & South Buffer: 20/B
Height (FT)	50	35	50	35

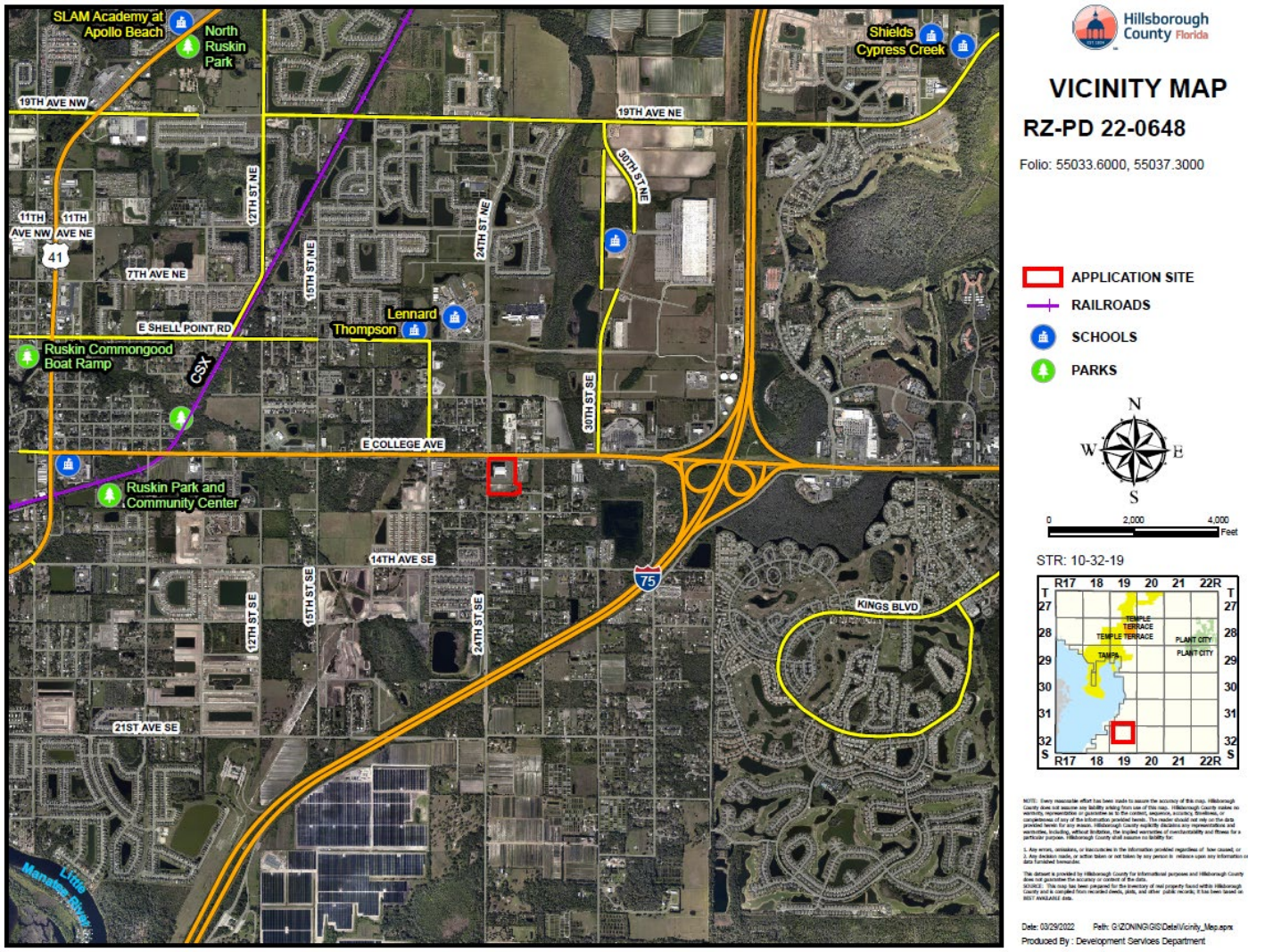
APPLICATION NUMBER:	PD 22-0648	
ZHM HEARING DATE:	DECEMBER 12,2022	
BOCC LUM MEETING DATE:	FEBRUARY 7, 2023	CASE REVIEWER: SAM BALL

Additional Information:	
PD Variation(s)	None requested as part of this application
Waiver(s) to the Land Development Code	None requested as part of this application

Planning Commission Recommendation:	**Development Services Recommendation:**
Inconsistent	Non-supportable

2.0 LAND USE MAP SET AND SUMMARY DATA

2.1 Vicinity Map

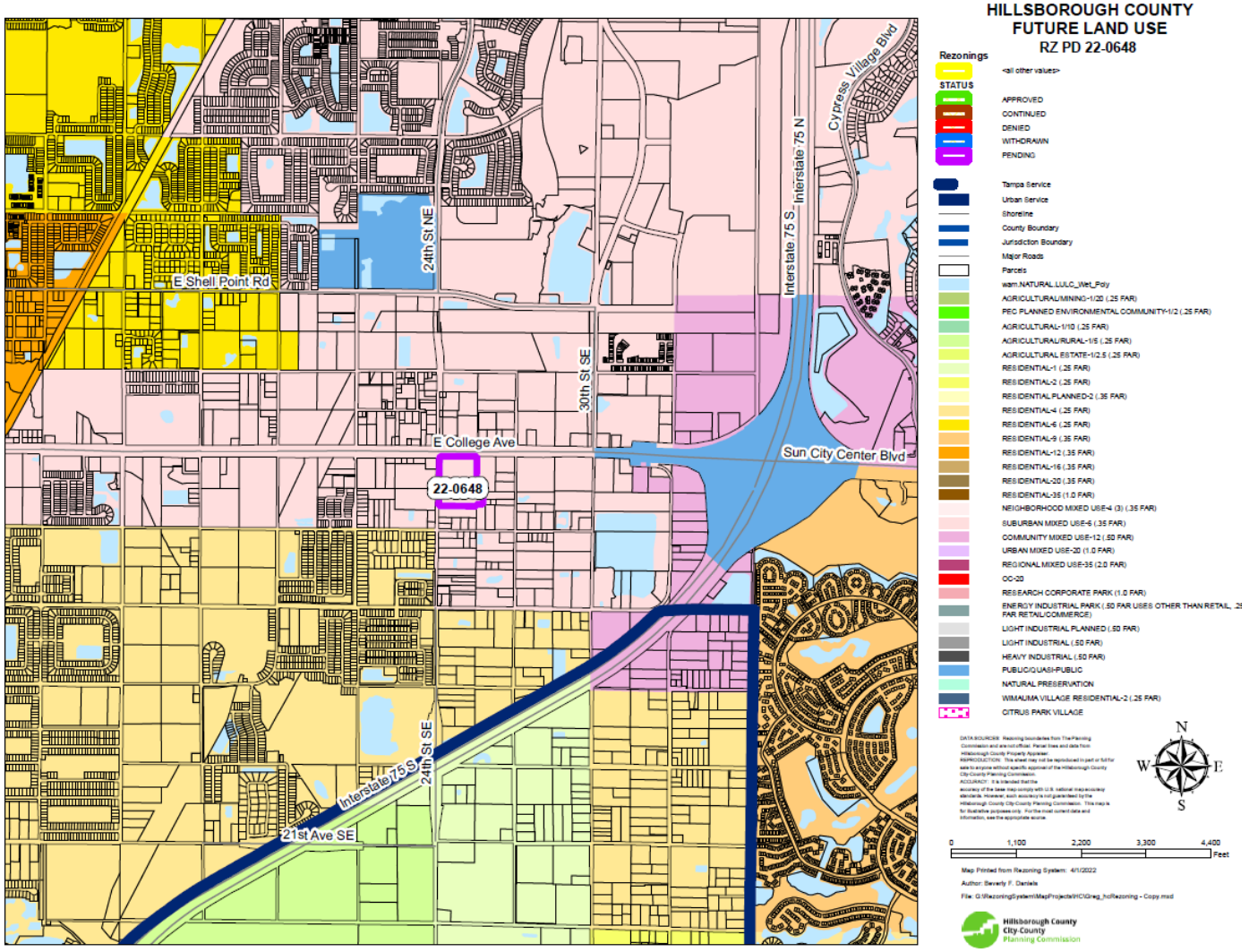


Context of Surrounding Area:

The subject site is located in an area with a variety of uses and zoning designation at the southeast corner of E. College Avenue and 24th Street SE. The mix of uses in the surrounding area include single-family residential, vacant commercial and residential, concrete production and distribution, strip retail, and religious. The adjacent properties to the north of E. College Avenue are developed for strip retail, concrete production and distribution, and a vacant property zoned AS-1. The adjoining properties to the south include a single-family dwelling and a vacant property zoned ASC-1. The properties located across 24th Street SE, immediately to the west include a vacant PD that allows for a mobile home park, a church parsonage, vacant church property, and vacant commercial. The properties to the east include a warehouse building and a single-family dwelling.

2.0 LAND USE MAP SET AND SUMMARY DATA

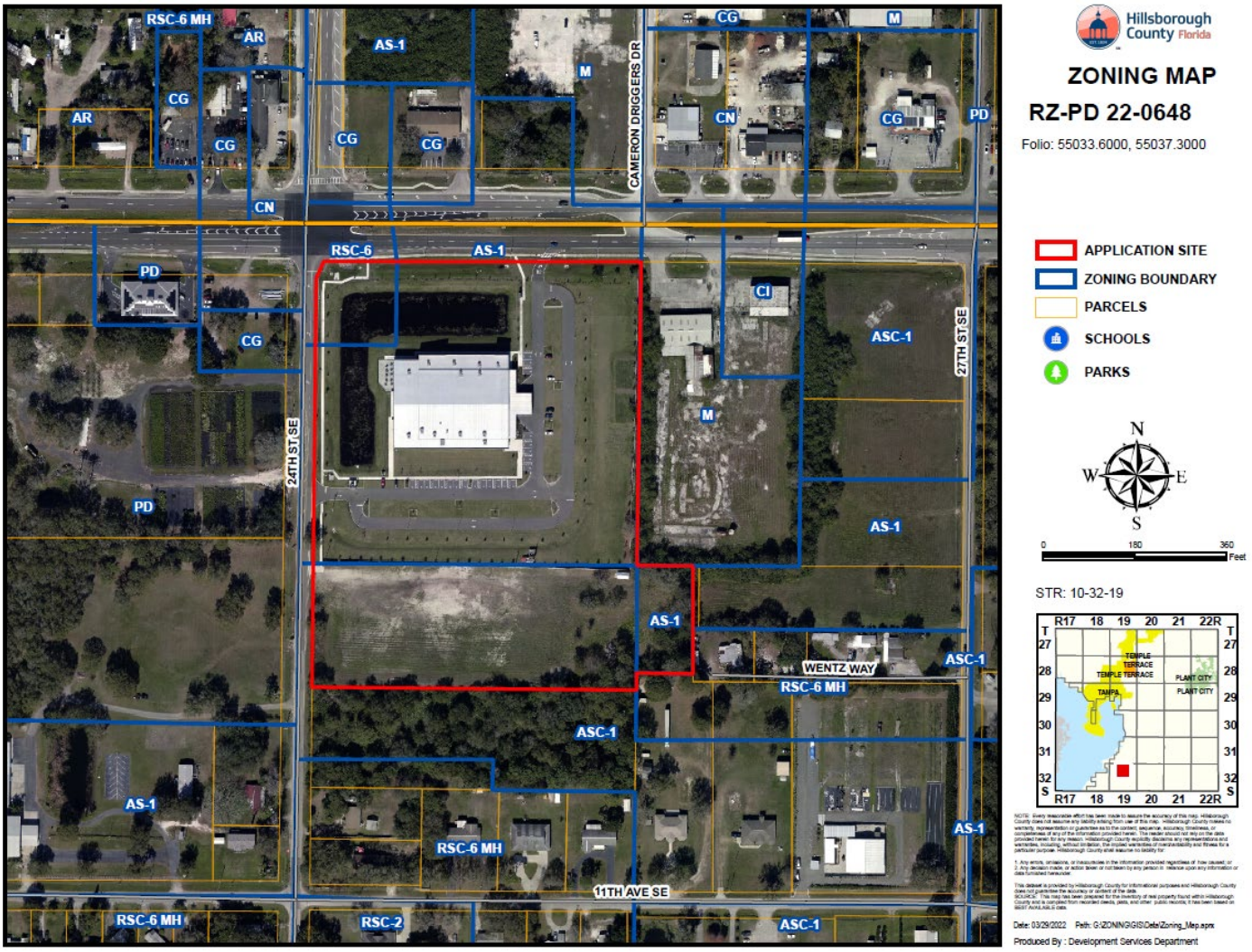
2.2 Future Land Use Map



Subject Site Future Land Use Category	Suburban Mixed Use – 6
Maximum Density/FAR	6 du/ga; FAR: 0.25
Typical Uses	Residential, suburban scale neighborhood commercial, office, research corporate park, multi-purpose light industrial, and mixed uses.

2.0 LAND USE MAP SET AND SUMMARY DATA

2.3 Immediate Area Map

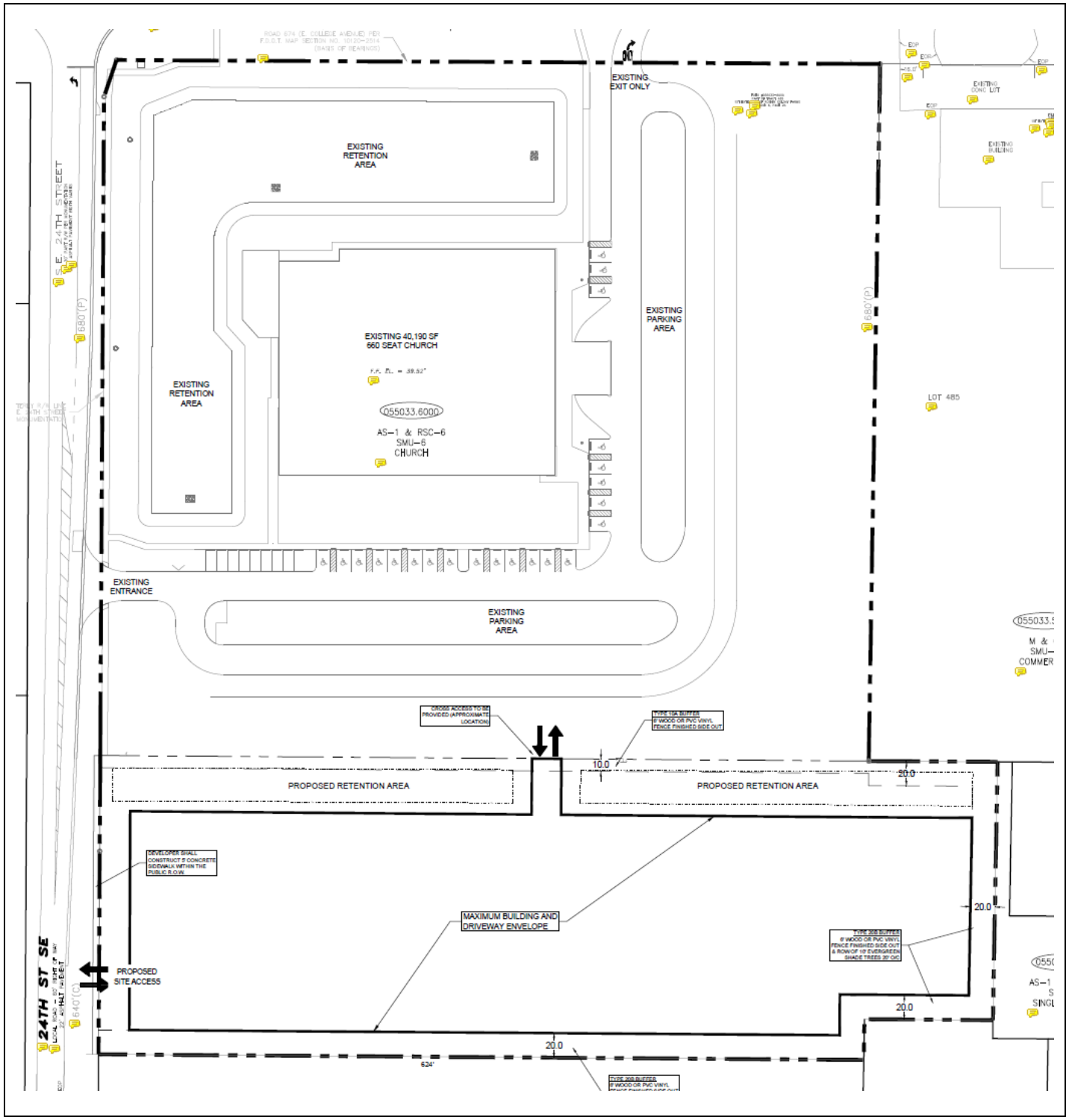


Adjacent Zonings and Uses				
Location	Zoning	Maximum Density/FAR Permitted by Zoning District	Allowable Use	Existing Use
North	CG	NA/FAR: 0.27	General Commercial, Office, and Professional Services	Strip Retail
	AS-1	1 DU per GA/NA	Single-Family Residential/ Agricultural	Vacant Residential
	M	NA/FAR: 0.75	Industrial/Manufacturing	Concrete Processing
South	ASC-1	1 DU per GA/NA	Single-Family Residential/Agricultural	Vacant Residential
	RSC-6	6 DU per GA/NA	Single-Family Residential (Conventional Only)	Dwelling, Single-Family Conventional

Adjacent Zonings and Uses				
Location	Zoning	Maximum Density/FAR Permitted by Zoning District	Allowable Use	Existing Use
East	RSC-6	6 DU per GA/NA	Single-Family Residential (Conventional Only)	Dwelling, Single-Family
	AS-1	1 DU per GA/NA	Single-Family Residential/ Agricultural	Dwelling, Single-Family
	M	NA/FAR: 0.75	Industrial/Manufacturing	Warehousing
West	AS-1	1 DU per GA/NA	Single-Family Residential/ Agricultural	Church Parsonage & Dwelling, Single-Family
	PD 78-0221	6 DU per GA/NA	Mobile Home Park	Vacant Residential & Vacant Church
	CG	NA/FAR: 0.27	General Commercial, Office, and Professional Services	Vacant Commercial
	CN	NA/FAR: 0.20	Neighborhood Commercial, Office, and Professional Services	Vacant Commercial

2.0 LAND USE MAP SET AND SUMMARY DATA

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



3.0 TRANSPORTATION SUMMARY (FULL TRANSPORTATION REPORT IN SECTION 9.0 OF STAFF REPORT)

Adjoining Roadways (check if applicable)			
Road Name	Classification	Current Conditions	Select Future Improvements
SR 674	FDOT Principal Arterial - Rural	2 Lanes ☐Substandard Road ☐Sufficient ROW Width	☒ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other
SE 24th Street	County Local - Urban	2 Lanes ☒ Substandard Road ☐ Sufficient ROW Width	☒ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other

Project Trip Generation			
	Average Annual Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	Unknown	Unknown	Unknown
Proposed	Unknown	Unknown	Unknown
Difference (+/1)	Unknown	Unknown	Unknown

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

Connectivity and Cross Access				
Project Boundary	Primary Access	Additional Connectivity/Access	Cross Access	Finding
North	X	None	None	Meets LDC
South		None	None	Does Not Meet LDC
East	X	None	Vehicular	Does Not Meet LDC
West		None	None	Meets LDC
Notes: Access connection substandard, Cross-access to south required. Until applicant's transportation analysis is submitted, staff cannot evaluate whether two access connections to SE 24th St. is warranted.				

Design Exception/Administrative Variance		
Road Name/Nature of Request	Type	Finding
SE 24th St./Substandard Roadway	Administrative Variance Requested	Review Incomplete
SE 24th St./Minimum Connection Spacing	Administrative Variance Requested	Review Incomplete
Notes: Applicant did not obtain findings for requested AVs before the revised plan deadline.		

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

INFORMATION/REVIEWING AGENCY				
Environmental:	**Comments Received**	**Objections**	**Conditions Requested**	**Additional Information/Comments**
Environmental Protection Commission	☒ Yes ☐ No	☐ Yes ☒ No	☒ Yes ☐ No	
Natural Resources	☐ Yes ☒ No	☐ Yes ☐ No	☐ Yes ☐ No	
Conservation & Environ. Lands Mgmt.	☐ Yes ☐ No	☐ Yes ☒ No	☐ Yes ☒ No	
Check if Applicable: ☒ Wetlands/Other Surface Waters ☐ Use of Environmentally Sensitive Land Credit ☐ Wellhead Protection Area ☐ Surface Water Resource Protection Area	☒ Potable Water Wellfield Protection Area ☐ Significant Wildlife Habitat ☐ Coastal High Hazard Area ☒ Urban/Suburban/Rural Scenic Corridor ☐ Adjacent to ELAPP property ☐ Other _____			
Public Facilities:	**Comments Received**	**Objections**	**Conditions Requested**	**Additional Information/Comments**
Transportation ☒ Design Exc./Adm. Variance Requested ☐ Off-site Improvements Provided	☒ Yes ☐ No	☒ Yes ☐ No	☐ Yes ☒ No	
Service Area/ Water & Wastewater ☒Urban ☐ City of Tampa ☐Rural ☐ City of Temple Terrace	☒ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No	South County service area statement of record.
Hillsborough County School Board Adequate ☐ K-5 ☐6-8 ☐9-12 ☒N/A Inadequate ☐ K-5 ☐6-8 ☐9-12 ☒N/A	☐ Yes ☐ No	☐ Yes ☐ No	☒ Yes ☐ No	

Impact/Mobility Fees: Urban Mobility, South Fire - Mixed Use Commercial, unspecified; including 40,000 s.f. mini-warehouse/storage.

Estimated Fees per 1,000 SF: (Various use types allowed. Estimates are a sample of potential development)

Industrial	Retail - Shopping Center	Warehouse
Mobility: $ 3,807	Mobility: $ 12,206	Mobility: $ 1,239
Fire: $ 57	Fire: $ 313	Fire: $ 34

Bank w/Drive Thru	Retail - Fast Food w/Drive Thru	Mini-Warehouse
Mobility: $ 18,549	Mobility: $ 94,045	Mobility: $ 653*40 = $26,120
Fire: $ 313	Fire: $ 313	Fire: $ 32*40 = $ 1,280

Comprehensive Plan:	Comments Received	Findings	Conditions Requested	Additional Information/Comments
Planning Commission ☒ Meets Locational Criteria ☐N/A ☐ Locational Criteria Waiver Requested ☐ Minimum Density Met ☐ N/A	☒ Yes ☐ No	☒ Inconsistent ☐ Consistent	☐ Yes ☐ No	

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

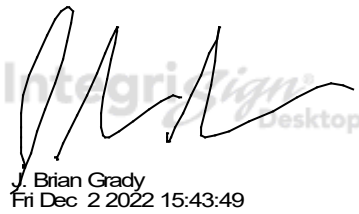
The general development plan submitted with the application was insufficient and could not be evaluated. Because the County Development Services Department received revised plans on November 30, 2022, eight days beyond the deadline, the revised plans could not be evaluated by either Transportation or Development services. Additionally, the Planning Commission found the proposed rezoning inconsistent with the Comprehensive Plan as well as insufficient for review.

5.2 Recommendation

Based on the above considerations, staff finds the request non-supportable.

6.0 PROPOSED CONDITIONS

NA

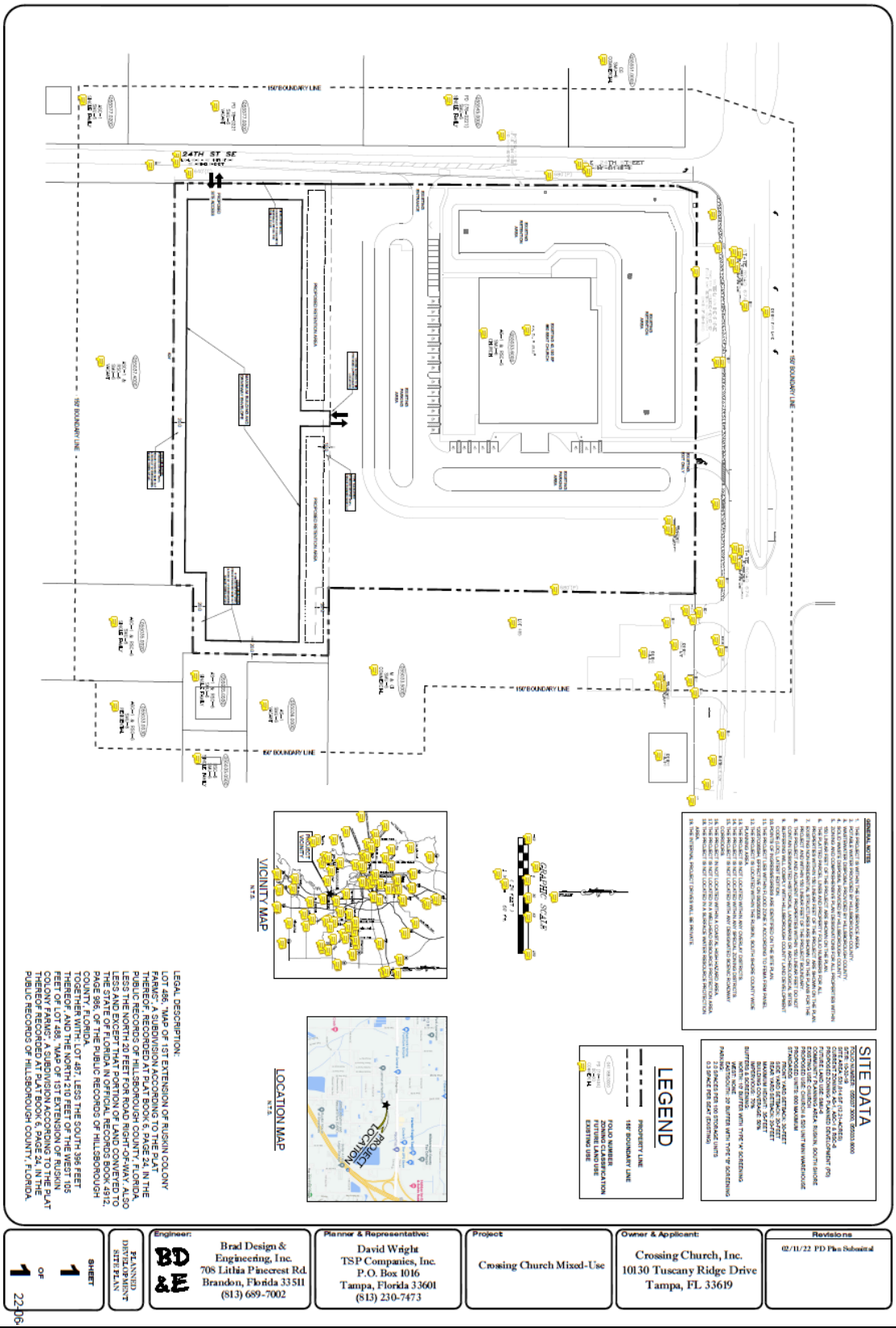
Zoning Administrator Sign Off:	 J. Brian Grady Fri Dec 2 2022 15:43:49

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.

7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

8.0 PROPOSED SITE PLAN (FULL)



9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department DATE: 12/2/2022

REVIEWER: Richard Perez, AICP AGENCY/DEPT: Transportation

PLANNING AREA/SECTOR: Ruskin/South PETITION NO: PD 22-0648

☐ 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

Transportation Review Section Staff has the following concerns regarding the above application:

- The access connection to SE 24th St. does not meet minimum 245 feet spacing standards for a Class 6 roadway required by LDC, Section 6.04.07. A Section 6.04.02.B. Administrative Variance allowing a reduced standard will need to be recommended for approval by the County Engineer before the zoning can proceed to a hearing. Staff notes that the applicant submitted a request but failed to obtain a finding of approvability from the County Engineer by the time of this review.

- The project does not appear to meet the LDC, Sec. 6.04.03.I. requirement governing number of access connections. As such, A Section 6.04.02.B. Administrative Variance may be required; however, staff notes that until a sufficient transportation analysis has been submitted (as further described below) a final determination cannot be made.

- As SE 24th St. is a substandard roadway, the applicant is required to commit to improving the roadway to standard from the project entrance to the closest standard roadway segment or obtain a finding of approvability from the County Engineer for a Design Exception (DE) or Section 6.04.02.B. Administrative Variance (AV). This must be addressed before the zoning can proceed to a hearing. Staff notes that the applicant submitted a Section 6.04.02.B. Administrative Variance but failed to obtain the recommendation of approvability.

- The County Engineer has not made findings of approvability for the pending AV requests. Consistent with current practice, it is the applicant's responsibility to ensure that the County Engineer's finding of approvability is a part of the zoning record on or before the revised plan deadline for the hearing date being targeted. No such findings have been issued, and as such staff must recommend denial since the AVs may be denied by the County Engineer which would render the proposed project unable to be constructed at the time of plat/site/construction plan review. Staff notes that two AVs were submitted, as noted above, and the County Engineer provided comments. Subsequent submitted revised requests were not submitted by the revised plan deadline and have not been reviewed by the County Engineer. Other potential AVs may be required as previously noted.

- The proposed right-in/right-out driveway connection to SE 24th St. utilizes a driveway channelization treatment or "pork chop" which does not appear to meet TD-17 standards as found within the TTM. The

revised site plan with the proposed "pork chop" was submitted passed the revised plan deadline and therefore did not allow staff sufficient time for adequate review if the proposed treatment will allow for safe and efficient operation of the access connection. Staff believes a Design Exception, recommended for approval by the County Engineer, will be required before the case can proceed forward with the proposed design. Alternatively, a 4-foot wide raised concrete separator is the preferred solution and would not require a Design Exception to implement.

- Please redesign to provide a 4-foot wide raised concrete separator at the right-in/right-out access connection on SE 24th St. The separator will also need to be with sufficient length to ensure vehicles do not try to circumvent the separator/turning restriction.

- The PD site plan shows access to SR 674/ College Ave., an FDOT facility. The applicant has not provided any documentation of official FDOT comments regarding the proposed access. Staff notes that the Hillsborough Corridor Preservation Plan identifies SR 674/College Ave, as a future 6-lane improvement. As previously notified by staff, the applicant must reach out to the FDOT Tampa Operations Permitting regarding whether an access will be approvable, as well as any site access improvements or right-of-way preservation which may be required.

- As required by Section 6.03.02 of the LDC, the US DOJ 2010 ADA Standards and Florida Accessibility Code, a minimum 5-foot wide accessible sidewalk is required to each building entrance and site arrival point, including between each use within the PD. The proposed detailed PD site plan does not demonstrate that said sidewalk connectivity will be provided. Please provide a sidewalk adjacent to the vehicular cross-access connections between the Church use and the Mini-warehouse use; and the subject property and the adjacent folio#55037.4000.

- The adjacent property to the south (folio# 55037.400) has a future land use designation for Suburban Mixed Use -6 allowing for commercial uses. As such, a vehicular and pedestrian cross access stubout to the adjacent property is required per Section 6.04.03.Q. The detailed PD site plan fails to show compliance with this requirement. Please revise site plan to clearly label/designate a vehicular and pedestrian cross access.

- The applicant's zoning project narrative fails to disclose all the proposed changes and appears to include incomplete or incorrect information. For example, the 3/09/22 narrative incorrectly states, "The request is proposing a single access point to 24th Street Southeast." The revised site plan submitted after te revised plan deadline shows two access connections. The project narrative states "The maximum size of the mini warehouse is proposed to be 40,000 square feet.", which also conflicts with the proposed PD site plan. Additionally, the narrative does not include any reference to the type of access connections being sought (i.e. full access or restricted) or the substandard nature of the access and roadway condition or how the applicant is proposing to address the substandard conditions (i.e. Administrative Variances).

- The applicant did not submit the required transportation analysis to demonstrate the project potential trip generation and justification for the number of access connections or determine if a detailed site access analysis is needed consistent with the requirements of the Hillsborough County Development Review Procedures Manual (DRPM).

Given the above, the site plan does not adequately reflect the proposed improvements or address site access issues, the application is incomplete, and there was insufficient time for staff to review that such impacts could be approved as a result of the applicant submitting a revised site plan and addition materials after the revised plan deadline. As such, staff recommends denial of the application.

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**
SR 674	FDOT Arterial - Rural	2 Lanes ☐ Substandard Road ☐ Sufficient ROW Width	☒ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other
SE 24th Street	County Local - Urban	2 Lanes ☒ Substandard Road ☐ Sufficient ROW Width	☒ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other

Project Trip Generation ☐ Not applicable for this request			
	Average Annual Daily Trips	**A.M. Peak Hour Trips**	**P.M. Peak Hour Trips**
Existing	Unknown	Unknown	Unknown
Proposed	Unknown	Unknown	Unknown
Difference (+/-)	Unknown	Unknown	Unknown

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

Connectivity and Cross Access ☐ Not applicable for this request				
Project Boundary	**Primary Access**	**Additional Connectivity/Access**	**Cross Access**	**Finding**
North	X	None	None	Meets LDC
South		None	None	Does Not Meet LDC
East	X	None	None	Does Not Meet LDC
West		None	None	Meets LDC
Notes: Access connection substandard, Cross-access to south required. Until applicant's transportation analysis is submitted, staff cannot evaluate whether two access connections to SE 24th St. is warranted.				

Design Exception/Administrative Variance ☐ Not applicable for this request		
Road Name/Nature of Request	**Type**	**Finding**
SE 24th St./Substandard Roadway	Administrative Variance Requested	Review Incomplete
SE 24th St./Minimum Connection Spacing	Administrative Variance Requested	Review Incomplete
Notes: Applicant did not obtain findings for requested AVs before the revised plan deadline.		

4.0 Additional Site Information & Agency Comments Summary			
Transportation	**Objections**	**Conditions Requested**	**Additional Information/Comments**
☒ Design Exception/Adm. Variance Requested ☐ Off-Site Improvements Provided	☒ Yes ☐ N/A ☐ No	☐ Yes ☒ No	Staff cannot review the application until a sufficient PD site plan, narrative, transportation analysis, any required Administrative Variances/Design Exceptions and FDOT comments are submitted.

Hillsborough County
City-County
Planning Commission

Unincorporated Hillsborough County Rezoning	
Hearing Date: December 12, 2022 **Report Prepared:** November 30, 2022	**Petition: PD 22-0648** ***2409 East College Avenue*** *South of College Avenue East, east of 24th Street Southeast, west of 27th Street Southeast, and north of 11th Avenue Southeast*
Summary Data:	
Comprehensive Plan Finding:	**INCONSISTENT**
Adopted Future Land Use:	**Suburban Mixed Use-6 (6 du/ga; 0.25)**
Service Area	**Urban**
Community Plan:	Ruskin and Southshore Areawide Systems Plan
Request:	Residential Single-Family Conventional-6 (RSC-6), Agricultural Single-Family-1 (AS-1), and Agricultural Single-Family Conventional-1 (ASC-1) to Planned Development (PD) to allow a mixed-use development for 660-seat church and a 40,000 square foot mini warehouse
Parcel Size (Approx.):	12.8 +/- acres
Street Functional Classification:	College Avenue East – **County Principal Arterial** 24th Street Southeast– **County Collector** 27th Street Southeast – **Local** 11th Avenue Southeast- **Local**
Locational Criteria	Meets
Evacuation Zone	None

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

Context

- The subject property is 12.8 ± acres located at 2409 E. College Avenue, south of College Avenue East, east of 24th Street Southeast, west of 27th Street Southeast, and north of 11th Avenue Southeast. The property is located within the Urban Service Area (USA) and is within the limits of the Ruskin Community Plan and the Southshore Areawide Systems Plan.

- The subject property is within the Suburban Mixed-use-6 (SMU-6) Future Land Use category which allows a density of six (6) dwelling units a gross acre or a Floor Area Ratio of 0.25. The property is surrounded by the SMU-6 FLU category.

- According to the Hillsborough County Property Appraiser data, the existing use of the property is Public Institutional. To the north is light commercial, public institutional, heavy industrial and vacant parcels. To the northeast and northwest is light commercial. To the west is vacant parcel and light commercial. To the east is light industrial and to the south is vacant parcel. To the southeast is single-family residential and to the southwest is public institutional and single-family residential.

- The applicant requests a rezoning from Residential Single-family Conventional-6 (RSC-6), Agricultural Single-family-1 (AS-1), and Agricultural Single-family Conventional-1 (ASC-1) to Planned Development (PD) to allow a mixed-use development for 660-seat church and a 40,000 square foot mini warehouse.

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.*

Relationship to the Concept Plan

Objective 6: *The concept plan is the overall, conceptual basis for the long range, Comprehensive Plan, and all plan amendments must be consistent with, and further the intent of the concept plan, which advocates focused clusters of growth connected by corridors that efficiently move goods and people between each of the activity centers.*

Policy 6.1: *All plan amendments and rezoning staff reports shall contain a section that explains how said report(s) are consistent with, and further, the intent of the concept plan and the Future of Hillsborough Comprehensive Plan.*

Relationship to the Future Land Use Map

Objective 7: *The Future Land Use Map is a graphic illustration of the county's policies governing the determination of its pattern of development in the unincorporated areas of Hillsborough County through the year 2025.*

Policy 7.1: *The Future Land Use Map shall be used to make an initial determination regarding the permissible locations for various land uses and the maximum possible levels of residential densities and/or non-residential intensities, subject to any special density provisions, locational criteria and exceptions of the Future Land Use Element text.*

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.

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:*

1. *locational criteria for the placement of non-residential uses as identified in this Plan,*
2. *limiting commercial development in residential land use categories to neighborhood scale;*
3. *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:*

1. *the creation of like uses; or*
2. *creation of complementary uses; or*
3. *mitigation of adverse impacts; and*
4. *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.*

Commercial Locational Criteria

Objective 22: *To avoid strip commercial development, locational criteria for neighborhood serving commercial uses shall be implemented to scale new commercial development consistent with the character of the areas and to the availability of public facilities and the market.*

Policy 22.1: *The locational criteria for neighborhood serving non-residential uses in specified land uses categories will:*

- *provide a means of ensuring appropriate neighborhood serving commercial development without requiring that all neighborhood commercial sites be designated on the Future Land Use Map;*
- *establish a maximum square footage for each proposed neighborhood serving commercial intersection node to ensure that the scale of neighborhood serving commercial development defined as convenience, neighborhood, and general types of commercial uses, is generally consistent with surrounding residential character; and*
- *establish maximum frontages for neighborhood serving commercial uses at intersections ensuring that adequate access exists or can be provided.*

Policy 22.7: *Neighborhood commercial activities that serve the daily needs of residents in areas designated for residential development in the Future Land Use Element shall be considered provided that these activities are compatible with surrounding existing and planned residential development and are developed in accordance with applicable development regulations, including phasing to coincide with long range transportation improvements.*

The locational criteria outlined in Policy 22.2 are not the only factors to be considered for approval of a neighborhood commercial or office use in a proposed activity center. Considerations involving land use compatibility, adequacy and availability of public services, environmental impacts, adopted service levels of effected roadways and other policies of the Comprehensive Plan and zoning regulations would carry more weight than the locational criteria in the approval of the potential neighborhood commercial use in an activity center. The locational criteria would only designate locations that could be considered, and they in no way guarantee the approval of a particular neighborhood commercial or office use in a possible activity center.

Policy 22.8: *The Board of County Commissioners may grant a waiver to the intersection criteria for the location of commercial uses outlined in Policy 22.2. The waiver would be based on the compatibility of the use with the surrounding area and would require a recommendation by the Planning Commission staff. Unique circumstances and specific findings should be identified by the staff or the Board of County Commissioners which would support granting a waiver to this section of the Plan. The Board of County Commissioners may reverse or affirm the Planning Commission staff's recommendation through their normal review of rezoning petitions. The waiver can only be related to the location of the neighborhood serving commercial or agriculturally oriented community serving commercial zoning or development. The square footage requirement of the plan cannot be waived.*

Community Design Component

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 (as defined in FLUE policy 1.4) with the established character of the surrounding neighborhood.*

Policy 12-1.2: *Walls and buffering used to separate new development from the existing, lower density community should be designed in a style compatible with the community and should allow pedestrian penetration. In rural areas, perimeter walls are discouraged and buffering with berms and landscaping are strongly encouraged.*

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: RUSKIN COMMUNITY PLAN

Goal 2. Economic Development *– Provide opportunities for business growth and jobs in the Ruskin community.*

Strategies:

- *Ensure that there are appropriate land areas zoned for office and light industrial development.*
- *Support eco-tourism featuring Ruskin's natural resources, such as the Little Manatee River, Tampa Bay, the Ruskin Inlet, Marsh Creek, wildlife and wildlife habitat, parks, nature preserves and greenways and blueways trails, within and around our community.*
- *Promote commercial development at a scale and design that reflects the character of the community. Ensure that future commercial development avoids "strip" development patterns.*
- *Recognize Bahia Beach as a resort area that contributes to the economy of Ruskin.*

Goal 7: College Avenue – Ensure that development along College Avenue enhances the appearance of Ruskin, avoids strip commercial patterns, and is compatible with the revitalization of downtown Ruskin. Strategies:

- Implement the College Avenue Retail Development Guidelines.
- Locate new uses along College Avenue in the following manner:
- Commercial, office and residential uses from the intersection of 21st Street and College Avenue to the eastern boundary of the Community Plan area.
- Office and professional services, and residential uses between 12th Street and 21st Street.
- Residential uses, including higher density housing will be encouraged between 12th Street and 3rd Street. Commercial and office uses should not be permitted.
- Establish a gateway to provide a sense of arrival.

LIVABLE COMMUNITIES ELEMENT: SOUTHSHORE AREAWIDE SYSTEMS COMMUNITY PLAN

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

The community desires to pursue economic development activities in the following areas:
1. Land Use/ Transportation

a. *Analyze, identify and market lands that are available for economic development, including: residential, commercial, office, industrial, agricultural (i.e., lands that already have development orders or lands that are not developable.)*
b. *Recognize preferred development patterns as described in individual community plans, and implement the communities' desires to the greatest extent possible (including codification into the land development code). I.e., activity center, compatibility, design and form, pedestrian and bicycle/trail connectivity.*
c. *Utilize the Hillsborough County Competitive Sites Program to identify potential competitive sites (e.g. SouthShore Park DRI).*
d. *Analyze potential new economic sites, (e.g. Port Redwing) based on development*
e. *Support the potential Ferry Study and auxiliary services around Port Redwing*
f. *Utilize Hillsborough County Post Disaster Redevelopment Plan*

Staff Analysis of Goals, Objectives and Policies:

The subject property is 12.8 ± acres and located within the Urban Service Area (USA) and within the limits of the Ruskin Community Plan and the Southshore Areawide Systems Plan. The property has an existing Future Land Use designation of Suburban Mixed-use-6 (SMU-6). The SMU-6 FLU allows consideration of a maximum density of 6 du/ga and a maximum intensity of 0.25 FAR.

The applicant requests a rezoning from Residential Single-family Conventional-6 (RSC-6), Agricultural Single-family-1 (AS-1), and Agricultural Single-family Conventional-1 (ASC-1) to Planned Development (PD) to allow a mixed-use development for 660-seat church and a 40,000 square foot mini warehouse. The proposed rezoning is compatible with the Comprehensive Plan Objective 1 which directs at least 80 % of growth to happen within the Urban Service Area.

FLUE Policy 1.4 refers to compatibility with the surrounding neighborhood and uses. The policy defines compatibility 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. SMU-6 FLU category is a suburban land use category that allows consideration for neighborhood scale commercial.

There is a church existing on the subject property which is considered a residential support use. The proposed mini warehouse is on the same property as the church. The site plan dated March 9, 2022, depicts the existing located southeast of the 24th Street and State Road 674 intersection, and the mini-warehouse located along the southern property boundary line. On Tuesday April 26, 2022, Planning Commission staff met with the applicant and requested additional information to assist in the analysis of the proposed request. Planning Commission staff indicated that there is a concern with the mini warehouse placement close to the single-family residences to the south and southeast and requested a detailed narrative with additional mitigation efforts. Planning Commission staff also explained that the site plan lacked detail, and it was not possible to determine how close the buildings are from the nearby residential and there is insufficient information regarding cross access connections. At the time of filing this report, the applicant has not resubmitted any additional documents to consider a response to Planning Commission staff's comments or concerns.

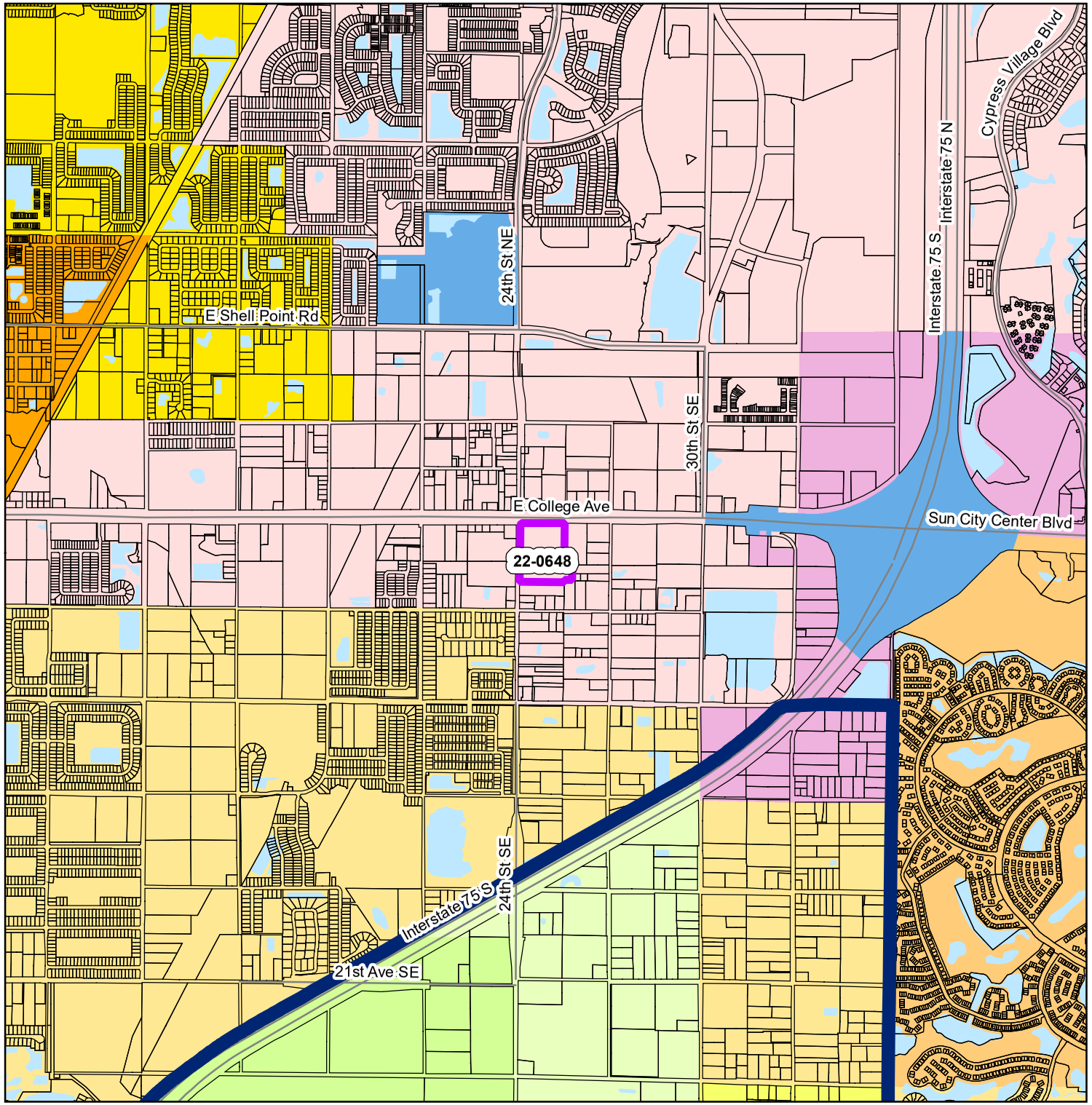
The rezoning is not consistent with FLUE Objective 7, FLUE Policy 7.1 and FLUE Objective 8, which requires development to be consistent with the Future Land Use category. SMU-6 will allow the property to be developed with up to 76 dwelling units or 139,392 sq. ft. of non-residential use. The applicant's request indicates a 40,000 square feet mini-warehouse but the site plan indicates a maximum of 600 unit mini-warehouse. The applicant has not provided FAR calculations; therefore, staff is unable to determine whether the proposed exceeds the maximum of the Future Land Use category. The proposed development is not compatible with the surrounding uses and does not meet the intent of FLUE Policy 1.4 and FLUE Policies 16.2, 16.3, and 16.10 regarding compatibility and complementary uses. As stated above, the site plan and narrative lacks detail to conduct a full analysis of the compatibility of the proposed development with the surrounding area and uses.

The property is within the Ruskin and SouthShore Areawide Systems Community Plans. The property is in Area 3 - Central Ruskin. Goal 2 of the Ruskin Plan states to provide opportunities for business growth and jobs and to ensure there are land areas zoned for office and light industrial development. Goal 2 also supports the promotion of commercial development at a scale and design that fits the community's character. The property is also within the SouthShore Areawide Systems Community Plan. The SouthShore Community Plan encourages recognizing and implementing preferred development patterns as identified in community plans. The proposed development is not compatible with the surrounding commercial development pattern as the lack of detail and requested information did not allow staff adequate information to fully analyze the request. The proposed development is not consistent with the Ruskin Community Plan and SouthShore Areawide Systems.

The rezoning is not consistent with Objective 16, Policy 16.1, Policy 16.2, Policy 16.3, and Policy 16.5 which is the need to protect existing, neighborhoods and communities and those that will emerge in the future. The request does not protect existing neighborhoods as the proposed mini warehouse appears to be very close to the nearby residential. However, this is impact may change if new information is presented with mitigation efforts that indicates otherwise.

Recommendation

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



HILLSBOROUGH COUNTY FUTURE LAND USE

RZ PD 22-0648

Rezonings

- <all other values>

STATUS

- APPROVED
- CONTINUED
- DENIED
- WITHDRAWN
- PENDING

- Tampa Service
- Urban Service
- Shoreline
- County Boundary
- Jurisdiction Boundary
- Major Roads
- Parcels
- wam.NATURAL.LULC_Wet_Poly
- 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 (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)
- OC-20
- RESEARCH CORPORATE PARK (1.0 FAR)
- ENERGY INDUSTRIAL PARK (.50 FAR USES OTHER THAN RETAIL, .25 FAR RETAIL/COMMERCE)
- LIGHT INDUSTRIAL PLANNED (.50 FAR)
- LIGHT INDUSTRIAL (.50 FAR)
- HEAVY INDUSTRIAL (.50 FAR)
- PUBLIC/QUASI-PUBLIC
- NATURAL PRESERVATION
- WIMAUMA 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.
REPRODUCTION: This sheet may not be reproduced in part or full for sale to anyone without specific approval of the Hillsborough County City-County Planning Commission.
ACCURACY: It is intended that the accuracy of the base map comply with U.S. national map accuracy standards. However, such accuracy is not guaranteed by the Hillsborough County City-County Planning Commission. This map is for illustrative purposes only. For the most current data and information, see the appropriate source.

N W E S

0 1,100 2,200 3,300 4,400 Feet

Map Printed from Rezoning System: 4/1/2022

Author: Beverly F. Daniels

File: G:\RezoningSystem\MapProjects\HC\Greg_hcRezoning - Copy.mxd

Hillsborough County City-County Planning Commission