



**PLANNING COMMISSION  
ZEPHYRHILLS, FLORIDA**

**Tuesday, November 21, 2023  
6:00 PM**

**Zephyrhills  
City Hall**

**Council  
Chambers**

**The city will maintain a quorum in the Council Chambers but will host a GoTo meeting to allow the public/applicants to attend virtually. Please use the following information to access the meeting.**

**Planning Commission Meeting**

Nov 21, 2023, 6:00 – 8:00 PM (America/New\_York)

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Call to Order – Mayor Monson

Roll Call –Carlos Maldonado

Invocation – Mayor Monson

**1. CONSENT ITEMS**

**1.1 MINUTES FROM PLANNING COMMISSION 9/19/2023**

**2. BUSINESS ITEMS**

**3. OTHER BUSINESS**

**3.1 City Land Development Code-Text Amendment-Turn Lane Criteria Discussion**

1. Turn Lane Criteria Memo September 2023\_S&S
2. Table 2 Traffic Study Assumptions LDC 7.02.01

**ADJOURN**

**\* PLEASE NOTE: This is a Public Meeting. Should any interested party seek to appeal any decision made by the Council with respect to any matter considered at such meeting or hearing, he or she will need a record of the proceedings, and that, for such purpose, he or she may need to ensure that a verbatim record of the proceeding is made, which record includes the testimony and evidence upon which the appeal is to be based. F.S. 286.0105. If you are a person with a disability which requires reasonable accommodation in order to participate in this meeting, please contact the City Clerk at 813/780-0000 at least 48 hours prior to the public hearing. A.D.A. and F.S. 286.26.**



***City of Zephyrhills***

**Planning Commission**

Council Chambers – City Hall  
5335 8<sup>th</sup> Street, Zephyrhills, FL 33542  
Tuesday, 9/19/23 at 6:00PM

- MINUTES-

**I. Call to Order Mayor Monson**

A regular meeting of the Planning Commission was called to order by Mayor Monson at 6:00 Pm

In Council Chambers of City Hall 5335 8<sup>th</sup> Street, Zephyrhills FL

**II.Roll Call-Carlos Maldonado**

**Commission Present:**

Mayor Monson, David Armstrong, Tracy Sullivan (Not Present), Beth Aker, Thomas Vanater, Christa Remington, Dr. Randy Stovall, Ellen Taylor (Not Present), Rosie Paulsen, Matt Maggard (City Attorney Not Present).

**III. Invocation-Mayor Monson**

**IV. Pledge of Allegiance**

**V. Consent Items**

**1.1 Planning Commission Minutes from August 15, 2023**

Minutes for 8/15/23 were first motioned by David Armstrong, then seconded by Beth Aker. Motion was for approval by all commission members.

**VI. Business Items**

**2.1 ANX000020-23 Mister Car Wash-6353 Gall Blvd Annexation of property for proposed car wash.** Property size is 1.09 acres Currently Zoned County C2 (General Commercial)

The discussion was led by Todd Vandeberg. Online personnel present were authorized agents with Z Development Services Julie Farr & Sarah Culotta. Also present online was the applicant Rachel Myers with Boos Development. The applicant in person was Mr. Limbal. The location is a county enclave in unincorporated Pasco County. The location is on the west side of SR 301 with a frontage road abutting, south of Eiland Blvd. The future land use is proposed MU (mixed use) and proposed zoning of C2 (community commercial). The proposed use is a carwash but will be reviewed separately in the future.

The annexation, land use & zoning will be the focus. Concerns were mentioned regarding multiple car wash projects that are happening within the city limits and within Pasco County, also concerns about the water issues were stated. A conceptual Layout was presented to show the ingress and egress for the project. The staff report mentioned that when looking at annexations the property must be consistent with florida statues 17.1.044, the project meets all the criteria. Also, it's within the city's JPA (Joint Planning Area). Utilities are available for the property. Further review will be done once the projects reach site plan review. Per Vandenberg, From a planning perspective whenever we can infill property in an existing county enclave even if it's for car washes, it is bringing that property from the county into the city and we will realize the ad valorem taxes that are generated when this use is built and create a few jobs. Generally speaking, staff are proactive and supportive of these annexations. Additional items that are reviewed in addition to the annexation are future land use and zoning, Also existing development trends are looked at. The 301 corridor is a major commercial node within the City so the location of a car wash is positive. From a compatibility and sustainably standpoint the proposed use passes the test for what is reviewed. Other item reviewed is compliance with the comprehensive plan per Vandenberg this is a small scale future land use element under 50 acres, making it a small-scale future land use map amendment. The comment made prior to the recommendation was a question to Vandenberg on the status on the water situation, He stated the city has submitted for the water use modification and a few questions are still being answered from the submittal. No confirmation with the solution to the water situation, the item is still pending. No date for when it will be resolved. Another comment was regarding if they are sure this location will be a car wash and the online applicants representative Julie Farr responded by assuring it will be a car wash. And answered a few questions on the roads around the project. And Calm Lane is a private road and will be abandoned and the section of Hoover will be abandoned the access will be from the frontage road by adjusting to Gall Blvd. Also within the back of Hoover Street will have secondary egress. Per FDOT they ask to close one of the 3 driveways. Further discussion regarding emergency egress will be discussed in later meetings. Additional comments were made regarding if there is a limit on Car Washes that can be developed Vandenberg stated no. Some concerns were made by commission members on numerous car washes that have been proposed as of late. Mr. Vandenberg recommended for the annexation and future land use Map amendment MU and zoning to C2. Staff and the planning commission recommended approval.

**Recommendation:** First Motion for approval was by Randy Stoval and seconded by Thomas Vanater, vote was made, and all were in favor. Approved by unanimous decision.

**Adjourn: at 6:44 PM**

# STAFF REPORT

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**To:** Planning Commission  
**From:** Todd Vande Berg  
**RE:** City Land Development Code-Text Amendment- Traffic study Requirements (De-minimus)  
Turn Lane Criteria Discussion  
**Date:** November 21, 2023

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## I. BACKGROUND & INFORMATION

Minoe text amendments to the City's Land Development Code - Table 2 - Section 1 (Traffic Study - de-minimus) and Section 10 - Transportation Mitigation

## II. DATA & ANALYSIS

“Increasing development in the City of Zephyrhills continues to affect operations on roadways within the City, and the need for a more standardized (and stringent) driveway turn lane criteria has become necessary to improve safety, capacity, and more efficient transportation operations. Currently, the City utilizes *NCHRP Report 457* to determine if turn lanes are warranted at project driveways. In conjunction with Kimley-Horn, the Planning Department has developed, and wishes to apply a more straightforward driveway turn lane criteria that follows the current Hillsborough County criteria for warranting turn lanes:

1. If more than 20 left-turning vehicles per hour on a two-lane arterial or collector roadway, then left-turn lanes are warranted.
2. On multi-lane roadways, left-turn lanes shall be constructed when there are more than 20 left-turning vehicles.
3. If more than 50 right-turning vehicles per hour on a two-lane arterial or collector roadway, then right-turn lanes are warranted.
4. If more than 40 right-turning vehicles per hour on a four-lane rural roadway, then a right-turn lane is warranted.
5. If more than 80 right-turning vehicles per hour on a four-lane urban roadway, then a right-turn lane is warranted.
6. If more than 60 right-turning vehicles per hour on a six-lane rural roadway, then a right-turn lane is warranted.
7. If more than 100 right-turning vehicles per hour on a six-lane urban roadway, then a right-turn lane is warranted.

Secondly, Staff proposes a change to Section 1 - Traffic Study requirements de-minimus category currently at  $\leq 1,200$  gross trips per day.

### **1 Traffic Study Requirements**

Traffic Impact Statement (TIS)  $\leq 100$  Gross PM Peak Hour Trips (Trip Generation + Turn Lanes)

Traffic Impact Analysis (TIA)  $> 100$  Gross PM Peak Hour Trips (Trip Generation + Turn Lanes + Hot Spot Intersections)

With your approval tonight, the City will take the next step in making the formal change to the City's Traffic Study Assumptions and implement the above criteria on all new traffic studies.”

## III. RECOMMENDATION

Staff recommendation approval of proposed text amendments to the City's Land Development

Code with the proposed traffic study de-minimus threshold and turn lane criteria.



September 21, 2023

Mr. Todd Vande Berg  
Planning Director  
City of Zephyrhills  
5335 8th Street  
Zephyrhills, FL 33542

**Re: Traffic Study Guidelines and Turn Lane Criteria Modifications  
City of Zephyrhills, Florida**

Dear Mr. Vande Berg:

Based upon the scope and objectives of Task Work Order No. 22-128, Kimley-Horn is pleased to present a summary of the results of this work effort which involved proposed modifications and recommendations of traffic studies that Applicants would typically prepare for the City of Zephyrhills (i.e., City) as part of the development review process. These modifications are being proposed as the City moves away from the current concurrency system towards a mobility fee structure. This summary will focus on two major items that are being proposed: 1) the type of study the Applicant will be required to submit; and 2) mitigation measures to evaluate.

With regard to study types, it is recommended that three different levels of studies be considered depending upon the expected number of project-related trips to be generated by the proposed development as listed below.

- 1) For projects expected to generate less than 50 gross (total) p.m. peak-hour trips, the project would be considered de minimis and would only require a trip generation estimate.
- 2) For projects generating between 50 and 100 gross p.m. peak-hour trips, the required information would involve trip generation and evaluation of whether turn lanes (left-turn and/or right-turn lanes) would be needed at the project driveways, and if they are required, calculate the appropriate turn lane lengths.
- 3) For projects that will generate over 100 gross p.m. peak-hour trips, the above items for the two earlier categories will be needed as well as an evaluation and analysis on whether turn lanes or other improvements (i.e., signal timing or phasing changes, etc.) will be required at specific off-site intersections, as previously identified by the City as critical "hot spot" intersections that are located within one (1) mile of the project site.

For mitigation measures, the primary concern involves consideration of turn lane criteria at project driveway intersections with the public roadway system and at off-site "hot spot" intersections located within the vicinity (within one (1) mile) of the project site. Based upon extensive discussions with City and Pasco County officials, turn lane criteria were developed to address situations where the project site driveways are expected to connect directly with either City, County, and/or state (FDOT) roadways as well as previously identified "hot spot" intersections located within one (1) mile of the project site. The criteria by jurisdiction are provided below.

**1) Turn Lane Criteria on City of Zephyrhills Roadways (Within the City Limits)**

- City of Zephyrhills Standards (new standards based on Hillsborough County standards):
  - o If more than 20 left-turning vehicles per hour on a two-lane arterial or collector roadway, then left-turn lanes are warranted.
  - o On multi-lane roadways, left-turn lanes shall be constructed when there are more than 20 left-turning vehicles.
  - o If more than 50 right-turning vehicles per hour on a two-lane arterial or collector roadway, then right-turn lanes are warranted.
  - o If more than 40 right-turning vehicles per hour on a four-lane rural roadway, then a right-turn lane is warranted.
  - o If more than 80 right-turning vehicles per hour on a four-lane urban roadway, then a right-turn lane is warranted.
  - o If more than 60 right-turning vehicles per hour on a six-lane rural roadway, then a right-turn lane is warranted.
  - o If more than 100 right-turning vehicles per hour on a six-lane urban roadway, then a right-turn lane is warranted.

**2) Turn Lane Criteria on Pasco County Roadways (Within the City Limits)**

- Pasco County will determine the need for turn lanes pursuant to Section 901.3.O of their Land Development Code.
- Additionally, subject to approval by the Pasco County Engineer, the City of Zephyrhills may require construction of turn lane(s) as follows:
  - o Left-turn lanes on arterial and collector roadways regardless of posted speed limit or turning volume.
  - o Right-turn lanes on roadways with a posted speed limit of 45 mph or higher, regardless of turning volume.

**3) Turn Lane Criteria on FDOT Roadways (Within the City Limits)**

- For FDOT roadways within the City of Zephyrhills, the FDOT will determine the need for turn lanes.
- FDOT Standards are based on Chapter 6 of the FDOT *Access Management Guidebook* (November 2019)

The changes recommended above for both items will provide a streamline approach to undertaking studies on the part of the Applicant and the review of these studies by the City. Please let us know if you have any questions regarding this matter.

Very truly yours,

**KIMLEY-HORN AND ASSOCIATES, INC.**



Christopher Hatton, P.E.  
Principal



Robert (Bob) Agrusa, P.E., PTOE  
Senior Project Manager

**Table 2 Traffic Study Assumptions (Detailed).**

| <i>Traffic Study Assumptions</i>     | <i>Description</i>                                                                                                                                                       |
|--------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Traffic study requirements</b> |                                                                                                                                                                          |
| De minimus                           | < = 1,200 gross daily trips                                                                                                                                              |
| Traffic impact analysis (TIA)        | > 1,200 gross daily trips                                                                                                                                                |
| <b>2. Methodology statement</b>      |                                                                                                                                                                          |
|                                      | Site location, Site Plan<br>Trip gen (proposed land uses and sizes)<br>Trip distribution, growth rate, analysis procedures defined                                       |
| <b>3. Study area</b>                 |                                                                                                                                                                          |
| Traffic impact analysis (TIA)        | Intersections on roadways with 5% impact to the adopted service volume standard (defined by the FDOT Generalized Tables)                                                 |
| <b>4. Analysis period</b>            |                                                                                                                                                                          |
| Traffic impact analysis (TIA)        | P.M. peak hours plus for office and industrial: a.m. peak hour for project traffic & turn lane calculations                                                              |
| <b>5. Project Traffic</b>            |                                                                                                                                                                          |
| Trip generation                      |                                                                                                                                                                          |
| Internal capture                     | ITE Handbook, internal capture must be < 20%. For internal capture percentages greater than 20%, it must be documented in an engineering study and approved by the city. |
| Pass-by capture                      | ITE Handbook, unless documented by engineering study. Pass-by capture should be < 10% of total background traffic of adjacent roadway.                                   |
| Trip distribution                    |                                                                                                                                                                          |
| Traffic impact analysis (TIA)        | Adopted Area model (CUBE model)                                                                                                                                          |
| <b>6. Existing conditions</b>        |                                                                                                                                                                          |
| Intersection counts                  | Study intersection counts within 1 year of methodology                                                                                                                   |
| Peak season adjustments              | FDOT peak season correction factor                                                                                                                                       |
| Roadway counts                       | Study roadway counts within 1 year of methodology (roadways can be determined by averaging adjacent intersection counts)                                                 |
| Peak season adjustments              | FDOT peak season correction factor                                                                                                                                       |
| <b>7. Background conditions</b>      |                                                                                                                                                                          |
| Vested developments                  | DRIs or other large developments tracked by city                                                                                                                         |
| Area growth                          | Based upon historical data up to 5 years, where available                                                                                                                |

| <i>Traffic Study Assumptions</i>                               | <i>Description</i>                                                                                                                                                             |
|----------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>8. Vested improvements</b>                                  |                                                                                                                                                                                |
| CIP improvements                                               | Construction funded within 3 years                                                                                                                                             |
| Development improvements                                       | Development improvements within 3 years                                                                                                                                        |
| <b>9. Capacity analysis</b>                                    |                                                                                                                                                                                |
| <b>Signalized intersection analysis</b>                        | HCS or synchro analysis of intersections                                                                                                                                       |
| Defaults                                                       |                                                                                                                                                                                |
| PHF                                                            | Intersection based PHF, consistent with counts (field measured). If a different PHF is to be used, then they are to be approved by the city prior to applying in the analysis. |
| Heavy vehicles                                                 | Percent heavy vehicles by approach if required by city                                                                                                                         |
| Clearance intervals                                            | Controller settings, otherwise assume 4 seconds yellow, 2 seconds all red                                                                                                      |
| Pedestrian intervals                                           | Include at intersections where ped signals with walk phases on every cycle                                                                                                     |
| Signal phasing                                                 | Controller settings or field measures                                                                                                                                          |
| Los Standards                                                  |                                                                                                                                                                                |
| Minimum movement LOS                                           | LOS "E", LOS "F" with $v/c \leq 0.8$                                                                                                                                           |
| Minimum approach LOS                                           | LOS "E"                                                                                                                                                                        |
| Minimum intersection LOS                                       | LOS "D" (for state facilities, standards should comply with FDOT LOS standards)                                                                                                |
| <b>Unsignalized intersection analysis</b>                      |                                                                                                                                                                                |
| Defaults                                                       |                                                                                                                                                                                |
| Heavy vehicles                                                 | Percent heavy vehicles by approach if required by city                                                                                                                         |
| Los Standards                                                  |                                                                                                                                                                                |
| Minimum movement LOS                                           | LOS "E", LOS "F" with $v/c = .8$ , can be field verified determined through delay study                                                                                        |
| Minimum approach LOS                                           | LOS "E"                                                                                                                                                                        |
| Minimum intersection LOS                                       | LOS "D" at all-way stop-controlled intersections                                                                                                                               |
| <b>Roadway analysis</b>                                        |                                                                                                                                                                                |
| Analysis                                                       |                                                                                                                                                                                |
| Generalized LOS analysis                                       | FDOT generalized tables                                                                                                                                                        |
| Detailed arterial LOS analysis (signals $\leq 2$ mi apart)     | HCM arterial analysis (synchro, HCS)                                                                                                                                           |
| Detailed highway LOS analysis (signals $> 2$ mi apart, 2-lane) | HCM two-lane highway analysis (synchro, HCS)                                                                                                                                   |

| <i>Traffic Study Assumptions</i>                                           | <i>Description</i>                                                                                                                                                |
|----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Detailed highway LOS analysis<br>(signals > 2 mi apart, 4-lane or greater) | HCM multi-lane highway analysis (synchro, HCS)                                                                                                                    |
| Los standards                                                              |                                                                                                                                                                   |
| Minimum road LOS                                                           | LOS "D"                                                                                                                                                           |
|                                                                            |                                                                                                                                                                   |
| <b>10. Transportation mitigation</b>                                       |                                                                                                                                                                   |
| Roadway improvements                                                       |                                                                                                                                                                   |
| Substandard roads                                                          | Consistent with city/Pasco County requirements                                                                                                                    |
| Intersection improvements                                                  |                                                                                                                                                                   |
| Turn lane warrants                                                         | NCHRP 457                                                                                                                                                         |
| Turn lane improvements                                                     |                                                                                                                                                                   |
| Deceleration distance                                                      | FDOT index 301                                                                                                                                                    |
| Storage distances                                                          | FDOT Plans Preparation Manual                                                                                                                                     |
| Signalization                                                              | MUTCD warrant criteria                                                                                                                                            |
| Timing & phasing improvements                                              | Consistent with agency approval                                                                                                                                   |
| Driveway improvements                                                      |                                                                                                                                                                   |
| Turn lane warrants                                                         | NCHRP 457, unless required as condition of approval by city                                                                                                       |
| Turn lane improvements                                                     |                                                                                                                                                                   |
| Deceleration distances                                                     | FDOT index 301                                                                                                                                                    |
| Storage distances                                                          | FDOT Plans Preparation Manual                                                                                                                                     |
|                                                                            |                                                                                                                                                                   |
| <b>11. Documentation (report format)</b>                                   |                                                                                                                                                                   |
| Comprehensive plan amendments                                              |                                                                                                                                                                   |
| Sections                                                                   |                                                                                                                                                                   |
| Introduction                                                               | Project site description and proposal changes                                                                                                                     |
| Project traffic                                                            | Trip generation and distribution                                                                                                                                  |
| Study area                                                                 | Intersections on roadways with 5% impact to the adopted service volume standard (defined by the FDOT generalized tables) and adjacent roadways and intersections. |
| Existing conditions                                                        | Existing roadway counts                                                                                                                                           |
| Future conditions                                                          | Existing + background growth + project traffic conditions                                                                                                         |
| Capacity analysis                                                          | Roadway analysis only                                                                                                                                             |
| Transportation mitigation                                                  | Roadway improvements only                                                                                                                                         |
| Conclusions                                                                | Project site description, analysis and mitigation summary                                                                                                         |
| Figures                                                                    |                                                                                                                                                                   |
| Project traffic                                                            |                                                                                                                                                                   |
| Existing conditions                                                        |                                                                                                                                                                   |

| <i>Traffic Study Assumptions</i>    | <i>Description</i>                                                                                                       |
|-------------------------------------|--------------------------------------------------------------------------------------------------------------------------|
| Future conditions                   |                                                                                                                          |
|                                     |                                                                                                                          |
| Rezoning applications               |                                                                                                                          |
| Sections                            |                                                                                                                          |
| Introduction                        | Project site description and proposal changes                                                                            |
| Project traffic                     | Trip generation and distribution                                                                                         |
| Study area                          | Intersections on roadways with 5% impact to the adopted service volume standard (defined by the FDOT generalized tables) |
| Existing conditions                 | Existing roadway and intersection counts                                                                                 |
| Future conditions                   | Existing + project traffic conditions                                                                                    |
| Capacity analysis                   | Roadway and intersection analysis                                                                                        |
| Transportation mitigation           | Intersection and roadway improvements only                                                                               |
| Conclusions                         | Project site description, analysis and mitigation summary                                                                |
| Figures                             |                                                                                                                          |
| Project traffic                     |                                                                                                                          |
| Existing conditions                 |                                                                                                                          |
| Future conditions                   |                                                                                                                          |
|                                     |                                                                                                                          |
| Site plan approval applications     |                                                                                                                          |
| Sections                            |                                                                                                                          |
| Introduction                        | Project site description and proposal changes                                                                            |
| Project traffic                     | Trip generation and distribution                                                                                         |
| Study area                          | Intersections on roadways with 5% impact to the adopted service volume standard (defined by the FDOT generalized tables) |
| Existing conditions                 | Existing roadway and intersection counts                                                                                 |
| Non-project conditions (background) | Existing + background growth (DRI and growth) conditions                                                                 |
| Total traffic conditions            | Background growth (DRI and growth) + project conditions                                                                  |
| Capacity analysis                   | Roadway, intersection and driveway analysis                                                                              |
| Transportation mitigation           | Intersection and roadway improvements                                                                                    |
| Conclusions                         | Project site description, analysis and mitigation summary                                                                |
| Figures                             |                                                                                                                          |
| Project traffic                     |                                                                                                                          |
| Existing conditions                 |                                                                                                                          |
| Non-project conditions (background) |                                                                                                                          |
| Total traffic conditions            |                                                                                                                          |

(Ord. 998-08, passed 2-11-2008)