

COMMERCIAL-LOCATIONAL CRITERIA

Commercial-Locational Criteria

Objective 22: Commercial uses may be permitted within future land use categories where commercial is not the primary use allowed. Such developments do not require a Future Land Use Map Amendment to a non-residential category provided they meet the criteria established within the following policies, which are intended to:

- a. provide a means of ensuring appropriate commercial nodes are located within a reasonable distance from users
- b. ensure the proposed commercial development is generally consistent with the surrounding character in scale and design
- c. concentrate commercial uses at nodes to prevent the proliferation of strip commercial development

Policy 22.1:

The Commercial-Locational Criteria established in this Objective shall only apply within the following agricultural, residential, industrial, and mixed-use future land use categories. In the NMU-4, NMU-6 and SMU-6 Future Land Use categories, however, the Commercial-Locational Criteria shall only apply to free-standing commercial uses that are not part of a mixed-use development.

Rural Residential/Agriculture:

- Agricultural/Mining - 1/20 (AM-1/20)
- Agricultural - 1/10 (A-1/10)
- Agricultural/Rural - 1/5 (AR-1/5)
- Agricultural Estate - 1/2.5 (AE-1/2.5)
- Residential - 1 (RES-1)

Residential:

- Residential - 2 (RES-2)
- Residential - 4 (RES-4)
- Residential - 6 (RES-6)
- Residential - 9 (RES-9)
- Residential - 12 (RES-12)

- Residential - 16 (RES-16)
- Residential - 20 (RES-20)
- Residential - 35 (RES-35)

Industrial:

- Light Industrial Planned (LI-P)
- Light Industrial (LI)
- Heavy Industrial (HI)
- Research/Corporate Park (RCP)

Mixed-Use:

- Neighborhood Mixed Use - 4(3) (NMU-4(3))
- Neighborhood Mixed Use - 6 (NMU-6)
- Suburban Mixed Use - 6 (SMU-6)

Policy 22.2:

Commercial development proposed under this Objective 22 shall meet the provisions outlined in Table 1 and the subsequent policies, which detail the requirements.

**COMMERCIAL-LOCATIONAL CRITERIA
PROPOSED PLAN AMENDMENTS
DRAFT #5 (7/26/22)**

Table 1. Commercial-Locational Criteria Requirements

	FLU	Commercial Zoning (Uses)	Roads (minimum classification)	Distance (+75% rule)	Node Separation (Pol. 22.3)	Building Placement & Design (Pol. 22.4)	Floor Area Ratio	Max. GFA per Quadrant	Max GFA per Tenant
NEIGHBORHOOD	LI, LI-P, HI, RCP	CN (limited per Policy 22.4.a), CI, M	Context Classified Road/Major Local	900’**	Yes**	Yes**	0.75	30,000**	NA
	AM, A, AR	CN (limited per Policy 22.4.a) + commercial ag uses (per Policy 30.5)	Context Classified Road/Major Local	660’	Yes	No	0.25	20,000	NA
	AE				Yes	No			
	RES-1				Yes	No			
	RES-2	CN (limited per Policy 22.4.a) + commercial ag uses (per Policy 30.5)	Context Classified Road/Major Local	900’	Yes	Yes	0.25	50,000	20,000 (50,000 grocery stores)
	RES-4	CN (limited per Policy 22.4.a)	Context Classified Road/Major Local	1,000’	Yes	Yes	RES-4 and 6: 0.25 RES-9: 0.35	110,000	20,000 (50,000 grocery stores)
	RES-6				Yes	Yes			
	RES-9				Yes	Yes			
	NMU-4	CN, CG	Context Classified Road/Major Local	1,000’	Yes	Yes	NMU-4: 0.25 NMU-6: 0.35	175,000	NA
NMU-6	Yes				Yes				
COMMUNITY	RES-12	CN (limited per Policy 22.4.a)	Context Classified Road/Major Local	1,000’	Yes	Yes	0.35	175,000	NA
	RES-16				Yes	Yes			
	RES-20				Yes	Yes			
	RES-35				Yes	Yes			
	SMU-6	CN, CG, CI, M	Context Classified Road/Major Local	1,000’	Yes	No	0.25	175,000	NA
	OC-20*	CN, CG, CI	NA	NA	No	No	0.35 (0.75 non-retail)	350,000	NA
	CMU-12*	CN, CG, CI, M	NA	NA	No	No	0.5 FAR	650,000	NA
REGIONAL	UMU-20*	CN, CG, CI, M	NA	NA	No	No	1.0	Per FAR	NA
	ICMU-35*	CN, CG, CI, M			No	No	2.0		
	RMU-35*	CN, CG, CI, M			No	No	2.0		

* Not subject to Commercial-Locational Criteria

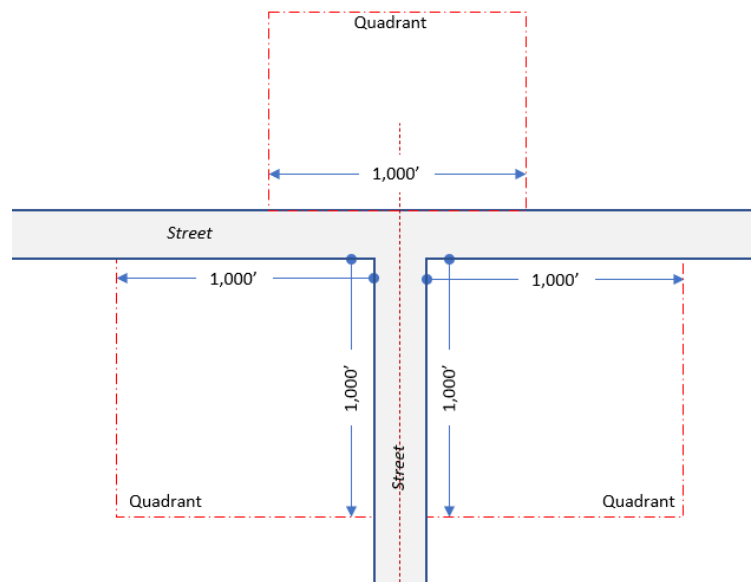
** Not applicable in the CI and M zoning districts

Policy 22.3:

Commercial uses shall meet the following provisions:

- a. **Location.** Commercial uses established as part of this Objective must be located at intersections of roadways given a context classification in the Hillsborough County Context Classification Map or the Florida Department of Transportation Context Classification Map, as applicable, or at the intersection of one of those roadways with a *major local roadway* (as defined in this Plan). Three way, or “T” intersections are considered full intersections for locational purposes.
- b. **Roadway characteristics.** At least two travel lanes of traffic (one in each direction) are required on both roadways.
- c. **Maximum distance from intersection.** Commercial uses do not have to locate at the corner but are required to stay within a certain distance from the qualifying intersection, measured from the edge of the right-of-way (ROW). Sites may extend beyond the prescribed distance if at least 75% of the property line along the ROW is within that distance. The land area within this distance, as measured along both roadways, makes a quadrant (see graphic below and Table 1 in Policy 22.2).
- d. **Maximum building size per quadrant** (*T intersections assume three quadrants*). If more than one building is proposed in a quadrant, the cumulative square footage for all buildings within the quadrant shall not exceed the maximums shown within Table 1 under Policy 22.2. See FLUE Appendix A for additional size restrictions per land use category.

- e. **Maximum size per business/tenant.** In order to ensure the scale of commercial development is consistent with the character of the area, some future land use categories, as shown in the Commercial-Locational Criteria Table in Policy 22.7, limit the size of individual business/tenant spaces. Within those categories, business/tenant size along roadways classified as Urban General, Suburban Town, Suburban Residential, and Rural on the Context Classification Map for Hillsborough County and the Florida Department of Transportation (FDOT), are limited to 20,000 sq. ft. with the exception of grocery stores, which shall not exceed 50,000 sq. ft. and shall be limited to one per quadrant. Several businesses/tenants may locate in a



commercial node if the maximum building size noted in subsection e of this Policy is not exceeded. For the purpose of this Policy, *grocery stores* are uses primarily engaged in the retail sale of fresh fruits, vegetables, and meats in combination with canned and dry goods. Ancillary uses within grocery stores may also include bakeries, delis, coffee shops, and pharmacies. See FLUE Appendix A for additional size restrictions per land use category.

- f. **Minimum separation.** Table 1 in Policy 22.2 specifies where node separation requirements apply. Within those future land use categories where such a requirement applies, a new commercial node, proposed based on Objective 22, shall not be allowed if there is an existing commercial node within a certain distance as shown in Table 2. The distance shall be measured between the property lines of the subject site and closest site within the node, following along a common vehicular path, and shall be based upon the context

classification(s) of the intersecting roadways which form the new commercial node. Policy 22.6 allows waivers from this requirement.

Table 2. Commercial-Locational Criteria Node Separation

Roadway Classification	Major Local	Rural	Suburban Residential	Suburban Commercial	Suburban Town	Urban General
Major Local	Prohibited	2 miles	1 mile	1 mile	1 mile	1 mile
Rural	2 miles	2 miles	2 miles	2 miles	2 miles	2 miles
Suburban Residential	1 mile	2 miles	1 mile	1 mile	1 mile	1 mile
Suburban Commercial	1 mile	2 miles	1 mile	None	None	None
Suburban Town	1 mile	2 miles	1 mile	None	None	None
Urban General	1 mile	2 miles	1 mile	None	None	None

Policy 22.4:

Applications for new commercial development at qualifying intersections will require a rezoning to a non-residential zoning district. Table 1 in Policy 22.2 lists the eligible zoning districts based on the future land use category of the site. Rezonings to Commercial Intensive (CI) or Commercial General (CG) are not allowed within residential or agricultural future land use categories. In addition to the zoning district requirements, proposed developments will be required to meet the following provisions:

a. Land Uses.

- i. **Commercial:** Where Table 1 in Policy 22.2 refers to “CN (limited)”, the uses permitted include those uses allowed in the Commercial Neighborhood (CN) Zoning district except for auto-oriented uses such as drive-through facilities, gas pumps if more than 4 pumps are proposed, service stations, minor or major vehicle repair, car wash facilities, and personal storage (mini-storage).
- ii. **Office Uses.** Office uses proposed as the principal use within a quadrant may only be allowed in one quadrant. In all other quadrants, office uses shall only be allowed as secondary uses and located to serve as a transition between commercial and residential developments.
- iii. **Residential Uses.** Multi-family uses are permitted as part of mixed-use developments.

b. Building Placement.

Table 1 in Policy 22.2 specifies where the building placement requirements apply. Within those future land use categories, building design along roadways classified as Urban General, Suburban Town, or Suburban Residential on the Context Classification Map for Hillsborough County and the Florida Department of Transportation (FDOT), must be oriented to the street and cater primarily to pedestrians. There shall be no vehicular parking between the building and the street and utilities must be located to the rear or side of the building. Building placement along other roadways shall be determined based on surrounding conditions. Policy 22.6 allows waivers from this requirement.

c. Site Access and Circulation.

Attention must be given to the manner in which surrounding neighbors will access the site. Pedestrian connections must be optimized through the public realm. All development shall be required to provide adequate direct pedestrian access from the public sidewalk to the building.

d. Compatibility.

The development will be required to provide a transition to adjacent residential uses, by either placing lower intensity uses (e.g., offices and professional services) between the commercial uses and residential neighborhoods and/or providing the buffers required by the LDC to minimize visual and auditory impacts, but still allow pedestrian and vehicular access. The most intense land uses shall be clustered and oriented toward the intersection.

- e. **Building Design.** Table 1 in Policy 22.2 specifies where the building design requirements apply. Within those future land use categories, new buildings along roadways classified as Urban General, Suburban Town or Suburban Residential on the Hillsborough County or FDOT Context Classification Map shall meet the following provisions:
 - i. Large building volumes are divided to appear as smaller volumes grouped together. Volume breaks may be achieved by volume projections and recesses, and varying heights and roof lines.
 - ii. Facades must be designed to reduce the monolithic appearance of large unadorned walls.
 - iii. Building facades must have a distinct base, middle, and must include a high percentage of transparent windows and doors.
 - iv. Taller buildings must locate closer to the roadway and transition in height when abutting lower density/intensity development.
 - v. Landscaping should focus less on hiding the building from the road and more on providing shade, accentuating buildings and public spaces, and screening residential from non-residential uses.
 - vi. The requirements above may be modified to address site conditions that prevent full compliance.
- f. **Special Districts.** Should any conflicts arise between this Policy and the Special Districts requirements contained in the LDC, the Special District standards shall prevail.

Policy 22.5:

The review of rezoning applications to approve commercial uses under the provisions of Objective 22 shall include consideration of the following factors:

- a. Compatibility (as defined in the Future Land Use Element and in the Definitions section of this Plan),
- b. Multi-modal connectivity between the site and surrounding neighborhoods,
- c. Adverse impacts on environmentally sensitive areas and other significant natural systems as described and required within the Environmental and Sustainability Section and the Coastal Management Section of the Comprehensive Plan,
- d. Consistency with the Community Plans contained in the Livable Communities Element,
- e. Consistency with the County's Capital Improvements Element, and
- f. Consistency with other policies of the Comprehensive Plan and zoning regulations.

Policy 22.6:

The Board of County Commissioners may grant a waiver to the following.-There shall be no waivers for any of the other requirements.

- a. Building placement requirement if it is determined that based on the characteristics of the site (e.g., environmental features, irregular lot shape) and surrounding areas, the building should not be placed close to the street.
- b. Minimum separation between nodes if it is determined that the new node will not result in strip commercial, will address a need for commercial uses in the area, and will be compatible with the surrounding neighborhoods.

Policy 22.7:

Existing commercial developments are not required to meet the Commercial-Locational Criteria unless the boundaries of the site are proposed to be expanded requiring a rezone of the added land to a non-residential zoning district. The expansion land, if determined to meet the locational criteria, will be required to meet all other

requirements contained in this objective. The redevelopment and expansion of existing uses are subject to Policy 9.3.

Policy 22.8:

Proposed commercial developments not meeting the locational criteria may request a future land use map amendment to a commercial or mixed-use category that allows consideration for the proposed scale of development. Table 1 in Policy 22.2 identifies the zoning districts where various commercial scale developments could be accommodated.

COMMERCIAL REDEVELOPMENT AND INFILL

Policy 25.4:

Office uses may be permitted within residential future land use categories on parcels that are unsuitable or undevelopable for residential development. The rezoning must be to a site plan-controlled district or to a zoning district restricting uses to residential scale office. Sites which may be unsuitable or undevelopable may include but are not limited to: parcels altered due to the acquisition of adjacent land for public purposes or natural features (rivers, lakes or preservation areas) either of which may isolate a parcel, or if existing development has isolated a parcel along a roadway shown on the adopted Long Range Transportation Plan. Parcels must be five usable acres or less. However, not all parcels under five usable acres may qualify for consideration of this provision.

ECONOMIC DEVELOPMENT: INDUSTRIAL AND HEAVY COMMERCIAL USES, RESEARCH CORPORATE PARKS AND TOURIST/LEISURE INDUSTRIES

Policy 26.6:

In industrial land use categories, up to twenty percent (20%) of the project land area, when part of larger industrial developments (those industrial and/or office parks greater than 300,000 square feet total) may be considered for neighborhood serving commercial and service uses; generally, the amount of commercial uses permitted in this type of development will not exceed the maximum square footage stated in Objective 22 (Commercial-Locational Criteria). Retail activities may also be considered in industrial areas as freestanding uses if it is demonstrated to serve the greater industrial area, pursuant to the provisions of the Locational Criteria ^{xix}.

COMPREHENSIVE PLAN DEFINITIONS

Commercial Uses - Activities within land areas which are predominantly connected with the sale, rental and distribution of products, or performance of services.

Community Activity Centers - These activity centers designate Transportation Analysis Zone (TAZ) locations for existing and future major regional employment clusters that have more than 1,000 regional commercial or service employees and/or locations around fixed guideway transit stations. It is anticipated that these locations will emphasize a focal point for surrounding neighborhoods that will include a variety of public facilities and services including commercial and office development, integration of viable residential neighborhoods and the redevelopment of areas within the activity center appropriate for higher intensity uses. It is anticipated that regional shopping centers, major office and employment areas, higher educational facilities and professional sports and recreation complexes exist or will develop in higher concentrations. Higher residential densities can also be considered for these areas as services and facilities become available to provide the necessary infrastructure. Existing viable low density residential uses found within or adjacent to the Community Primary Activity Centers should be protected through policies of the Comprehensive Plan. Ultimate limits of the Primary Community Activity Center shall be coordinated with fixed-guideway transit plans (such as rail or bus rapid transit) where applicable and determined by a Special Area Plan and/or Multimodal District analysis.

Community Serving Commercial/Community Commercial - Commercial development and uses of a greater intensity than neighborhood serving commercial uses. Uses include, but are not limited to, general and intensive retail, wholesale, warehousing, office uses, and major auto or commercial vehicle sales, service, and repair. The intensity of community serving commercial shall be as provided for in the criteria and development standards for community serving commercial uses. Agriculturally oriented community serving commercial uses include farm machinery sales, service, and repair.

Compatibility- 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.

Established Neighborhood - A neighborhood where platted, or otherwise divided, lands have been at least eighty percent developed and occupied without substantial deterioration since such development.

Major Local Roadway - To assist in determining the amount of commercial development that can be considered in accordance with the locational criteria contained in the plan, the term "major local" will generally refer to local streets (those not shown on the MPO 2015 Long Range Transportation Plan) which have the following characteristics:- The roadway will connect at least two or more collector or higher roadways and/or be a primary access road to at least 500 dwelling units from a collector or arterial roadway (as defined in this Element). Final determination of the status of a major local road will be made during the review of a request for rezoning.

Mixed or Multiple Use - The mixture of more than one land use within a single building, or within a single project in separate buildings, such uses planned in a coordinated manner under a single master development plan. Land uses, which when combined constitute mixed or multiple uses, exclude parks, golf courses, schools, and public facilities (fire stations, utility substations, etc.). Land uses, which when combined within a single project constitute mixed or multiple uses include residential, commercial, office and industrial uses.

Neighborhood - An integrated area related to the larger community of which it is a part and consisting primarily of residential districts.

Neighborhood Serving Commercial/Neighborhood Commercial - Retail commercial and office development serving the daily needs of one or several contiguous neighborhoods. This type of commercial activity is generally smaller than community and regional-serving commercial developments, typically provide convenience goods and personal services, and are scaled and designed in a manner which is compatible with nearby neighborhoods

Office - A structure for conducting business, professional, or governmental activities in which the showing or delivery from the premises of retail or wholesale goods to a customer is not the typical or principal activity.

Regional Activity Center - This designation refers to the high concentration of government centers, high intensity commercial uses and potential high density residential development that will emphasize the Central Business District of Tampa as the central core of the Tampa Bay Region, as well as the Westshore Area with its major office and employment areas and the University of South Florida area with its higher educational facilities.

Regional Serving Commercial/Regional Commercial - Commercial development and uses of a greater intensity than community serving commercial uses. Uses serve an entire metropolitan area and may include, but are not limited to, regional retail, wholesale, warehousing, and office uses, shopping malls, retail outlets, light industrial, and major auto or commercial vehicle sales, service, and repair.

Strip Commercial - Commercial development laid out in a linear pattern along the street, characterized by prominent parking lots visible from the roadway, multiple driveways, and/or dependence on automobiles for access and circulation. Strip commercial developments typically extend outside of intersection quadrants.

FUTURE OF HILLSBOROUGH
LAND USE CLASSIFICATION

Neighborhood Mixed Use-6 (NMU-6)*

Residential Gross Density

Up to 6.0 dwelling units per gross acre, provided the project demonstrates a clustered, planned development utilizing open space which ensures the preservation of the natural and scenic qualities of open lands.

Clustering will be demonstrated through higher than typical residential net densities and preservation of open space to preserve the natural and scenic qualities of open lands.

Alternative methods for calculating density of certain uses are specified in the land development regulations. Density bonuses and credits may be considered in this category and are described in the Plan.

Rezoning shall be to a site planned controlled zoning district in which the site plan demonstrates internal relationships and pedestrian integration among uses, controlled through performance standards adopted in the Land Development Regulations.

Typical Uses

Residential, neighborhood commercial, office, research corporate park, multi-purpose and clustered residential and/or mixed-use projects at appropriate locations.

Agricultural uses may be permitted pursuant to policies in the agricultural objective areas of the Future Land Use Element.

Neighborhood commercial uses may be proposed as single uses subject to the Neighborhood Commercial Locational Criteria or as part of a mixed-use development.

Other non-residential land uses must be compatible with residential uses through established techniques of transition or by restricting the location of incompatible uses.

Projects that are 20 acres in size or greater must demonstrate a mix of land uses in accordance with Policy 19.1. This acreage threshold shall not apply to properties that have adopted plan amendments to a mixed-use category after January 1, 2008.

Strip commercial development shall be prohibited.

Maximum Floor Area Ratio / Square Feet

Non-residential uses shall not exceed an FAR of 0.35.

Single use neighborhood commercial uses shall meet the provisions of the neighborhood commercial locational criteria.

Free-standing office uses are not subject to locational criteria.

For properties that are located within 0.5 mile of a fixed- guideway transit station (light rail, bus rapid transit, etc.), the allowable densities/intensities and range of uses may be subject to the Goals, Objectives, and Policies related to Fixed- Guideway Transit (See Objectives 54-57 and related policies). The location and type of fixed-guideway transit stations can be found on the MPO Long Range Transportation 2035 Cost Affordable Transit System Map. The Future Transit Envelope can be found on the Future Transit Envelope Map that is adopted as part of the Future Land Use Map Series.

Specific Intent of Category

Lands designated as NMU-6 on the Hillsborough County Future Land Use Map shall be urban/suburban in intensity and density of uses, with development occurring as the provision and timing of transportation and public facility services, necessary to support these intensities and densities, are made available.

Strip development with separate driveway access for commercial uses to arterials shall be prohibited. Neighborhood Commercial uses shall meet locational criteria or be part of larger mixed use planned development. Other non-residential land uses must be compatible with residential uses through established techniques of transition or by restricting the location of incompatible uses.

* Additional conforming amendments to add the Neighborhood Mixed Use-6 (NMU-6) category may be included at the time of adoption