

COMMUNITY MEETING THREE INFORMATION

Date: Tuesday, August 30, 2022 @ 6:00 pm

Format: Hybrid (In-Person and Go To Webinar)

COMMUNITY MEETING ATTENDEES

Planning Commission Staff

1. Lionel Fuentes
2. Yassert Gonzalez
3. David Hey
4. Melissa Lienhard
5. Andrea Papandrew

S&ME, Inc. Staff

6. Patricia Tyjeski

Virtual Attendees

7. Barbara Aderhold
8. Chanda Bennett

9. Jeanette Berk
10. Michael Brooks
11. Ramond Chiaramonte
12. David Coleman
13. Jake Cremer
14. Amber Dickerson
15. Bill Van Emburg
16. Barbara Fite
17. Cheryl Fitzpatrick
18. Nathan Hagen
19. Catherine Hartley
20. Ronnie King
21. Blaise Lelaulu

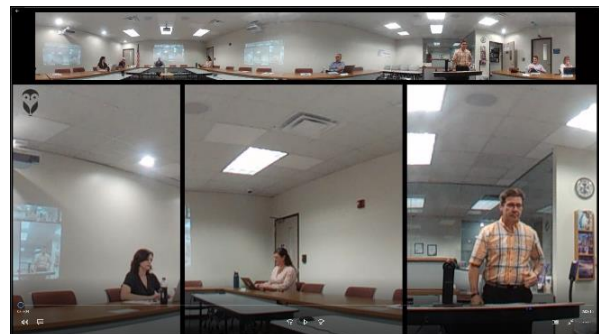
22. Matt Lettelleir
23. Grace McComas
24. David Mechanik
25. Jessica Nason
26. Yvonne Stoker
27. Krystian Walsh

In-Person Attendees

28. Kami Corbett
29. Todd Josko
30. Ron Weaver
31. Nicole Neugebauer

COMMUNITY MEETING SUMMARY

The fifth Community Meeting for the Unincorporated Hillsborough County Commercial-Locational Criteria (CLC) Study was held in-person in the Plan Hillsborough Room at County Center (601 E Kennedy Blvd, 18th Floor, Tampa, FL, 33602) and virtually via Microsoft Teams on Tuesday, August 30, 2022, from 6:00 pm to 8:00 pm. There were four participants in the room and eighteen online, not including staff.



Planning Commission Staff started the meeting by thanking the participants for their attendance and explaining the purpose and format of the meeting. Yassert Gonzalez, PC Economics, Demographics, and Research Manager, took attendees through a presentation (see slides attached) which contained the proposed CLC language and asked the participants to provide comments or questions on each slide. The comments and questions would then be compiled into a matrix and PC Staff and the consultant would provide written responses to each comment.

This document contains a summary of the comments received. Please refer to the comments matrix for more detailed comments.

Discussion

The participants expressed concern with the format of the meeting. They expected the meeting to be a conversation, rather than a forum to provide comments and questions and were frustrated that they could not get answers to all their questions during the meeting. A participant also noted that the language of Objective 22 is not easily understood by the regular citizen.

CLC Intent (Objective 22). Some of the comments received included:

1. A participant asked if a market study had been conducted to justify the changes to the CLC.
2. Others noted that they do not agree with the intent of CLC to address just neighborhood commercial and felt it should apply to all commercial and were not sure how the new language would prevent strip commercial.
3. A participant asked what would be allowed between nodes (along corridors).
4. A participant stated that he does not agree with taking out general retail uses and focusing on neighborhood commercial and personal services only. Some retailers will not succeed unless they have a critical mass of stores.
5. A participant stated that the proposed definition for strip commercial encompasses all retail as they all have front parking, multiple driveways, and depend on automobile traffic. Recommended considering a more reasonable definition.

Future Land Use Categories (Policy 22.1). Someone in the audience suggested that perhaps the CLC shouldn't apply outside the Urban Area.

CLC Requirements Table (Policy 22.2). A participant suggested addressing office uses in the table.

Location (Policy 22.3.a). Participants questioned whether the Context Classification map was readily available and if the map depicts future road funding.

Maximum Building Size Per Quadrant (Policy 22.3.d). A resident stated that she supports the maximum size of 20,000 sq. ft. in the rural area. Questions were raised on what happens when there is existing development on a site. Someone suggested a side-by-side comparison of adopted vs proposed square footages.

Maximum Building Size Per Business/Tenant (Policy 22.3.e). Some comments received include:

1. A participant asked where the maximum square footages come from and if there is a justification for each.
2. It was noted that TJ Maxx has a new line of stores, Homesense, which are 28,000 sq. ft. and they have been putting them in neighborhoods.
3. A participant stated that Publix stores are in the 50K to 62K size range, and the PC should consider allowing grocery stores to exceed 50K in certain situations.
4. Someone felt that the PD process already in place works well to control development.

Minimum Separation (Policy 22.3.f). A question was asked regarding how the distance is measured and if it was based on zoning or actual development.

Land Uses (Policy 22.4.a). The following comments/questions were made:

1. Some people were not clear on how uses would be classified.
2. A participant suggested limiting uses that could potentially impact groundwater quality and quantity.
3. Why did we go from 0 to 4 gas pumps allowed?

4. Drive-through facilities should be allowed as some businesses offer only drive-through lately (no dine-in offered). It was suggested that buffering, queuing, single window restrictions, and architectural design could address the impacts of drive-through facilities.
5. Some people expressed concern with limiting office uses or requiring them to go through a Future Land Use Map (FLUM) amendment, especially considering that FLUM amendments require a supermajority vote.

Building Placement (Policy 22.4.b). A participant noted that some studies have pointed out that parking in the rear of a site can be dangerous. Some projects will not be feasible because of this requirement. Not convinced that the suburban areas of the County are ready to see pedestrian friendly developments.

Site Access and Circulation (Policy 22.4.c). A participant noted that this was contrary to the PC position that commercial access cannot be from a local street.

Compatibility (Policy 22.4.d). A participant noted that Item 22.4.d refers to “transitioning uses and/or buffering” – the “and” may force people to build uses that they don’t need. Should be just “or.”

Building Design (Policy 22.4.e). Someone asked where the building design provisions came from. Several people mentioned that they were too general, difficult to enforce, and should be in the Land Development Code instead.

Special Districts (Policy 22.4.f). It was suggested that the term be changed to “overlay district.”

CLC Rezoning Criteria (Policy 22.5). Several people noted that the list contains items that would be required whether they are listed or not (compliance with Comprehensive Plan).

Waivers (Policy 22.6). Participants felt that only allowing waivers to two items was unrealistic. Flexibility will be needed to address particular situations. One participant, however, noted that she was opposed to allowing a waiver from the maximum square footage provision.

Existing Development (Policy 22.7). Someone questioned if this section referred to existing “developments” or zoned but undeveloped nodes.

FLUM Amendment Option (Policy 22.8). One participant noted that the current system (rezoning to PD) instead of changing the Future Land Use Map offered an advantage as PD rezonings involve a site plan.

Office Development/Infill (Policy 25.4). Don’t agree with allowing offices only on sites that are “unsuitable” or “undevelopable” as they are also needed in neighborhoods. Someone else suggested noting that the 5-acre minimum site size should be “net” size.

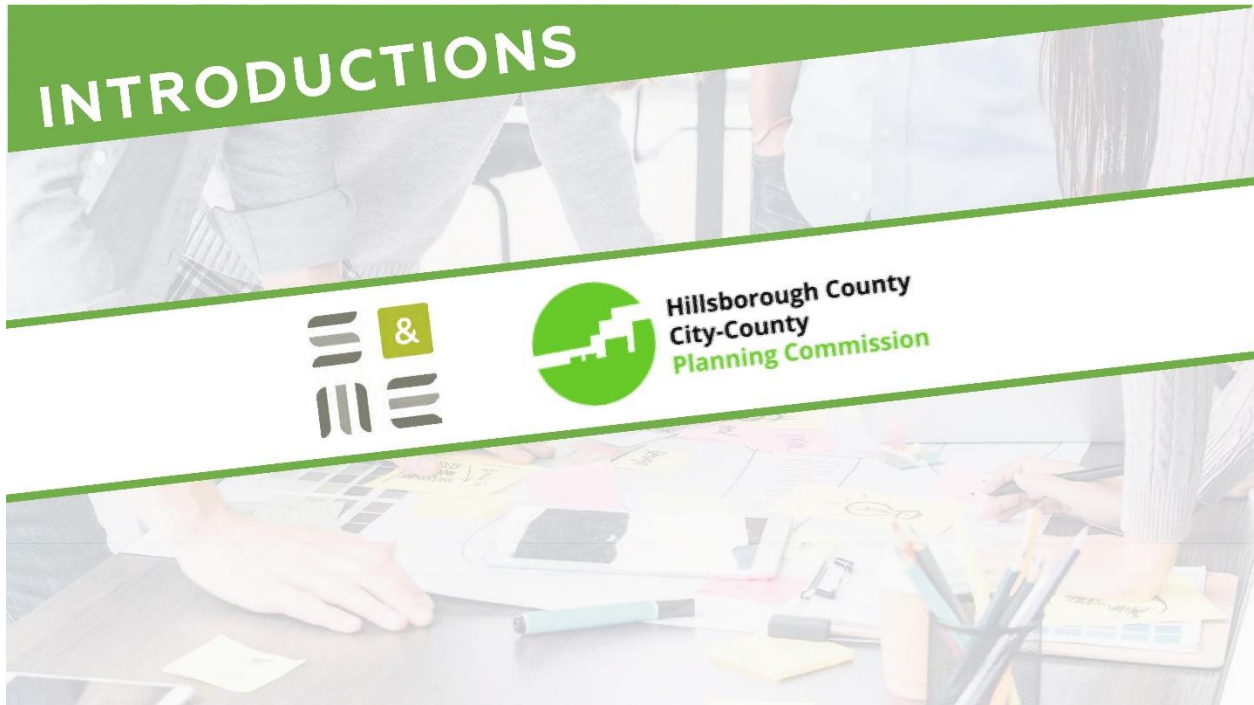
Closing and Next Steps

Yassert stated that the next community meeting will be held on October 18. Two weeks before (October 4), Planning Commission staff will make the comments matrix available for review. The Planning Commission hearing is scheduled for December 12.

A participant suggested a different format for the next community meeting. They are being asked to comment on specific policies but have overarching concerns with what is driving this effort. They want to have a dialog to be able to reach a different solution to address the problem.



MEETING PRESENTATION



This update is intended to ensure that new commercial developments:

- ❖ Assist residents in meeting their **daily needs** for goods & services within a reasonable distance from their neighborhood
- ❖ Reflect the character of their surrounding community through **context-sensitive** building, design, and connectivity standards
- ❖ Result in **orderly, compact** development patterns



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)

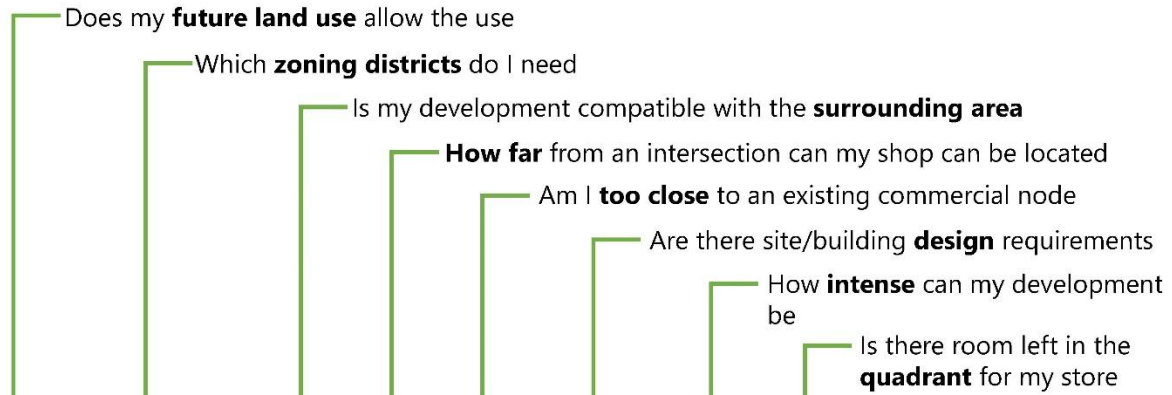
Mixed-Use:

- 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.

Imagine. You're an entrepreneur seeking to establish a small coffee shop in a predominately residential area of the County. Using the Master Table (Policy 22.1), you can identify:



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
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			

	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				Yes	Yes	RES-4 and 6: 0.25 RES-9: 0.35	110,000	20,000 (50,000 grocery stores)
	RES-6	CN (limited per Policy 22.4.a)	Context Classified Road/Major Local	1,000'	Yes	Yes			
	RES-9				Yes	Yes			
	NMU-4				Yes	Yes	NMU-4: 0.25	175,000	NA
	NMU-6	CN, CG	Context Classified Road/Major Local	1,000'	Yes	Yes	NMU-6: 0.35		
COMMUNITY	RES-12				Yes	Yes	0.35	175,000	NA
	RES-16	CN (limited per Policy 22.4.a)	Context Classified Road/Major Local	1,000'	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-Local 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.

Policy 22.3:

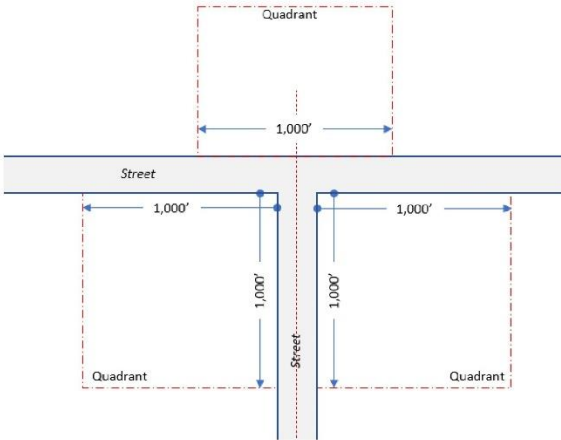
Commercial uses shall meet the following provisions:

- 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).

Policy 22.3:

Commercial uses shall meet the following provisions:

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.



Policy 22.3:

Commercial uses shall meet the following provisions:

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.

Policy 22.3:

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.

Minimum Distance Between Nodes*



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

***For Illustration Purposes Only**

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:

Policy 22.4:

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.

Policy 22.4:

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.

Policy 22.4:

- 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.

Policy 22.4:

- 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.

Policy 22.4:

- e. **Building Design. Continued**
 - 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.

Policy 25.4: Commercial Redevelopment & Infill

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.

Policy 26.6: Economic Development

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.

NEXT STEPS



- I. October 18 – Community Meeting #6
- II. December 2nd – PC Public Hearing

Register for
Meeting #6



THANK YOU!

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County Project Website

[https://planhillsborough.org/
commercial -locational -criteria -study](https://planhillsborough.org/commercial-locational-criteria-study)

THANK YOU!

