

**NEIGHBORHOOD COMMERCIAL LOCATIONAL CRITERIA  
PROPOSED PLAN AMENDMENTS**

**Neighborhood Commercial Locational Criteria**

**Objective 22:** Neighborhood serving 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 neighborhood serving commercial nodes are located within a reasonable distance from users
- b. ensure the proposed neighborhood serving commercial development is generally consistent with the surrounding character in scale and design
- c. prevent the proliferation of strip commercial development

**Policy 22.1:**

The Neighborhood Commercial Locational Criteria established in this Objective shall only apply within the following agricultural, residential, industrial, and mixed-use future land use categories. Within the mixed-use future land use categories listed, however, the Neighborhood Commercial Locational Criteria shall only apply to free-standing neighborhood 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:**

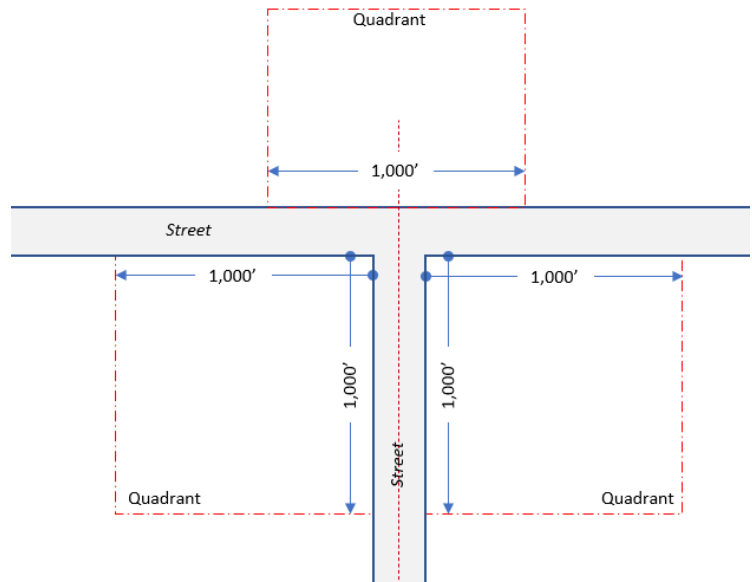
Neighborhood serving commercial uses shall meet the following provisions:

- a. **Location.** Neighborhood serving 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 and 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.** Neighborhood 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 Neighborhood Commercial Locational Criteria Table in Policy 22.7).

- Industrial Future Land Use categories ..... 900 ft.
- Rural Residential/Agriculture Future Land Use categories (See Policy 22.1) ..... 660 ft.
- RES-2 Future Land Use ..... 900 ft.
- All other residential, NMU-4, NMU-6, and SMU-6 Future Land Use categories ..... 1,000 ft.

**d. *Maximum size per business/tenant.***

The maximum allowable size per business/tenant shall be 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 neighborhood 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. Future land use categories which limit the size of businesses/tenants are listed in the Hillsborough County Neighborhood Commercial Locational Criteria Table within Policy 22.7. See FLUE Appendix A for additional size restrictions per land use category.



**e. *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 the Hillsborough County Neighborhood Commercial Locational Criteria Table found under Policy 22.7. See FLUE Appendix A for additional size restrictions per land use category.

**f. *Minimum separation between nodes*** (measured from the center of each intersection and following a common vehicular path). The development of a new commercial node as part of Objective 22 shall be prohibited unless a minimum separation between commercial nodes is maintained. The minimum separation required for a new commercial node shall be based upon the context classification(s) of the intersecting roadways which form the node. These standards can be found below and within the Neighborhood Commercial Locational Criteria Node Separation Table included within this Policy.

- Two miles of separation shall be required if the node is intersected by one or more roadways featuring a Rural context classification.
- One mile of separation shall be required if the node is intersected by two roads featuring any combination of Suburban Commercial, Suburban Residential, Suburban Town, and Urban General classified roadways. However, when a node is formed via the intersection of exclusively Suburban Commercial, Suburban Town, and/or Urban General classified roadways, then no separation between nodes shall be required.
- When the node is formed via the intersection of one *major local road* (as defined in this plan) and a roadway classified as Suburban Commercial, Suburban Residential, Suburban Town, or Urban General,

the minimum separation shall be one mile. Per Policy 22.2a, qualifying nodes cannot be formed via the intersection of two or more major local roads.

**Hillsborough County Neighborhood Commercial Locational Criteria Node Separation Table**

<i>Roadway Classification</i>	<i>Rural</i>	<i>Suburban Commercial</i>	<i>Suburban Residential</i>	<i>Suburban Town</i>	<i>Urban General</i>	<i>Major Local</i>
<i>Rural</i>	2 miles	2 miles	2 miles	2 miles	2 miles	2 miles
<i>Suburban Commercial</i>	2 miles	None	1	None	None	1
<i>Suburban Residential</i>	2 miles	1	1	1	1	1
<i>Suburban Town</i>	2 miles	None	1	None	None	1
<i>Urban General</i>	2 miles	None	1	None	None	1
<i>Major Local</i>	2 miles	1	1	1	1	<i>Prohibited</i>

**Policy 22.3:**

Applications for new neighborhood commercial development at qualifying intersections will require a rezoning to a non-residential zoning district. Rezonings to Commercial Intensive (CI) or Commercial General (CG), however, are not allowed. Regardless of the zoning district, proposed developments will be required to meet the Neighborhood Commercial Locational Criteria contained in this Objective and associated Policies, including the following provisions:

- a. **Land Uses.** Uses permitted within a neighborhood commercial node include those uses allowed in the Commercial Neighborhood (CN) Zoning district except for auto-oriented uses such as drive-through facilities, gas pumps, service stations, minor or major vehicle repair, car wash facilities, and personal storage (mini-storage). Office uses shall only be allowed as secondary uses and located to serve as a transition between commercial and residential developments. Multi-family uses are permitted as part of mixed-use developments.
- b. **Building Placement.** Neighborhood commercial uses are intended to cater to the residents in the surrounding neighborhoods, as opposed to drivers passing through the area. Therefore, the site and building design along roadways classified as Urban General or Suburban (both Commercial and 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. Buildings shall be placed close to the public sidewalk and parking areas and utilities must be located to the rear or side of the building. There shall be no vehicular parking between the building and the street. Building placement along other roadways shall be determined based on surrounding conditions.
- 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. Although

encouraged, direct connections will not be required to existing subdivisions surrounding the site; however, if the adjacent properties are vacant, street/sidewalk stub-outs may be required for future connection.

- 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 or providing vegetative buffers that would minimize visual and auditory impacts, but still allow access. The most intense land uses shall be clustered and oriented toward the intersection.
- e. **Building Design.** New buildings in neighborhood commercial nodes along roadways classified as Urban General, Suburban Commercial 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. Fenestration (the arrangement of windows and doors along a façade) is a critical component of building design. As such, a ground floor fenestration of 40% or more shall be encouraged along facades facing a street within urban areas. Within suburban and rural areas, a minimum fenestration of 25% is recommended.
  - iv. 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.
  - v. Lighting should focus on safety and compatibility.
  - vi. Low Impact Development practices (e.g., green roofs, rain gardens, rain cisterns, or other design techniques) are encouraged.
- f. **Special Districts.** Should any conflicts arise between this Policy and the Special Districts requirements contained in Article III of the LDC, the Special District standards shall prevail.

**Policy 22.4:**

The review of rezoning applications to locate neighborhood commercial uses within a residential land use category 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 22.5:**

The Board of County Commissioners may grant a waiver to the following:

- 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 and will not have a detrimental effect on the surrounding neighborhoods. There shall be no waivers for any of the other requirements.

**Policy 22.6:**

Existing neighborhood commercial developments are not required to meet the Neighborhood Commercial Locational Criteria unless proposing a site expansion that would require a rezone to a non-residential zoning district. The expansion, if determined to meet the locational criteria, will be required to meet all other requirements contained in this objective, where feasible.

**Policy 22.7:**

Proposed neighborhood 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. The Neighborhood Commercial Locational Criteria Table, as shown below, identifies the zoning districts where various commercial scale developments could be accommodated.

**COMMERCIAL LOCATIONAL CRITERIA  
PROPOSED PLAN AMENDMENTS  
DRAFT #4 (6/20/22)**

**Hillsborough County Neighborhood Commercial Locational Criteria Table**

	<b>FLU</b>	<b>Commercial Zoning (Uses)</b>	<b>Roads (minimum classification)</b>	<b>Lanes (min)</b>	<b>Distance (+75% rule)</b>	<b>Floor Area Ratio</b>	<b>Max. GFA per Quadrant</b>	<b>Max GFA per Tenant</b>
<b>NEIGHBORHOOD</b>	LI, LI-P, HI, RCP	CN (limited per Policy 22.3.a)	Context Classified Road/Major Local	2	900'	0.75	30,000	NA
	AM, A, AR	CN (limited per Policy 22.3.a) + commercial ag uses (per Policy 30.5)	Context Classified Road/Major Local	2	660'	0.25	20,000	NA
	AE							
	RES-1							
	RES-2	CN (limited per Policy 22.3.a) + commercial ag uses (per Policy 30.5)	Context Classified Road/Major Local	2	900'	0.25	50,000	20,000 (50,000 grocery stores)
	RES-4	CN (limited per Policy 22.3.a)	Context Classified Road/Major Local	2	1,000'	RES-4 and 6: 0.25 RES-9: 0.35	110,000	20,000 (50,000 grocery stores)
	RES-6							
	RES-9							
NMU-4	CN, CG	Context Classified Road/Major Local	2	1,000'	NMU-4: 0.25 NMU-6: 0.35	175,000	NA	
NMU-6								
<b>COMMUNITY</b>	RES-12	CN, CG	Context Classified Road/Major Local	2	1,000'	0.35	175,000	NA
	RES-16							
	RES-20							
	RES-35							
	SMU-6	CN, CG, CI, M	Context Classified Road/Major Local	2	1,000'	0.25	175,000	NA
	OC-20*	CN, CG, CI	NA	NA	NA	0.35 (0.75 non-retail)	350,000	NA
CMU-12*	CN, CG, CI, M	NA	NA	NA	0.5 FAR	650,000	NA	
<b>REGIONAL</b>	UMU-20*	CN, CG, CI, M	NA	NA	NA	1.0	Per FAR	NA
	ICMU-35*	CN, CG, CI, M				2.0		
	RMU-35*	CN, CG, CI, M				2.0		

\* Not subject to Objective 22

## COMMERCIAL REDEVELOPMENT AND INFILL

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### 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, all parcels under five usable acres may not qualify for consideration of this provision.

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## 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 (Neighborhood 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 <sup>xix</sup>.

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## 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.