

Rezoning Application: RZ STD 25-1390

Zoning Hearing Master Date: 11/17/2025

BOCC Land Use Meeting Date: 01/13/2026



Hillsborough
County Florida

Development Services Department

1.0 APPLICATION SUMMARY

Applicant: Todd Pressman

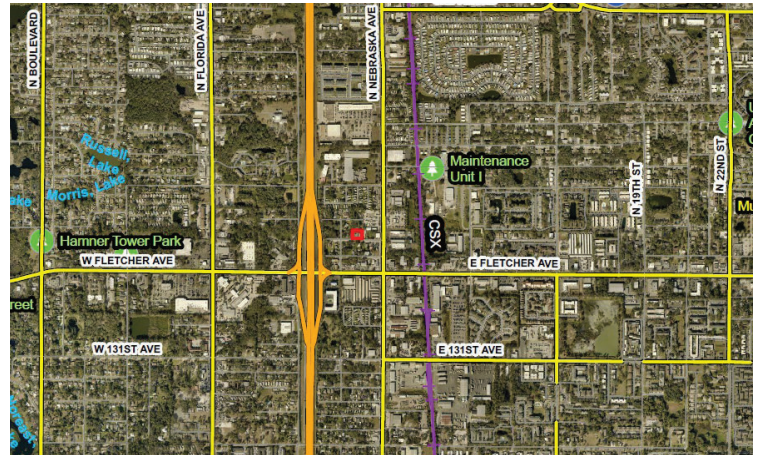
FLU Category: R-12

Service Area: Urban

Site Acreage: 0.41 acres

Community
Plan Area: University

Overlay: None



Introduction Summary:

The applicant requests to rezone from RSC-9 (Residential, Single-Family Conventional) and RSC-9 MH (Residential, Single-Family Conventional with Mobile Home Overlay) to RMC-9 (Residential, Multi-Family Conventional).

Zoning:	Existing	Proposed
District(s)	RSC-9 and RSC-9 (MH)	RMC-9
Typical General Use(s)	Single-Family Residential (Conventional/Mobile Home)	Multi-Family Residential
Acreage	0.41	0.41
Density/Intensity	9 du/ga	9 du/ga
Mathematical Maximum*	3 dwelling units	3 dwelling units

*number represents a pre-development approximation

Development Standards:	Existing	Proposed
District(s)	RSC-9 and RSC-9 (MH)	RMC-9
Lot Size / Lot Width	5,000' / 50'	14,520' / 70'
Setbacks/Buffering and Screening	Front (South): 20' Side (East & West): 5' Rear (North): 20'	Front (South): 25' Side (East & West): 10' Rear (North): 20'
Height	35'	35'

Additional Information:

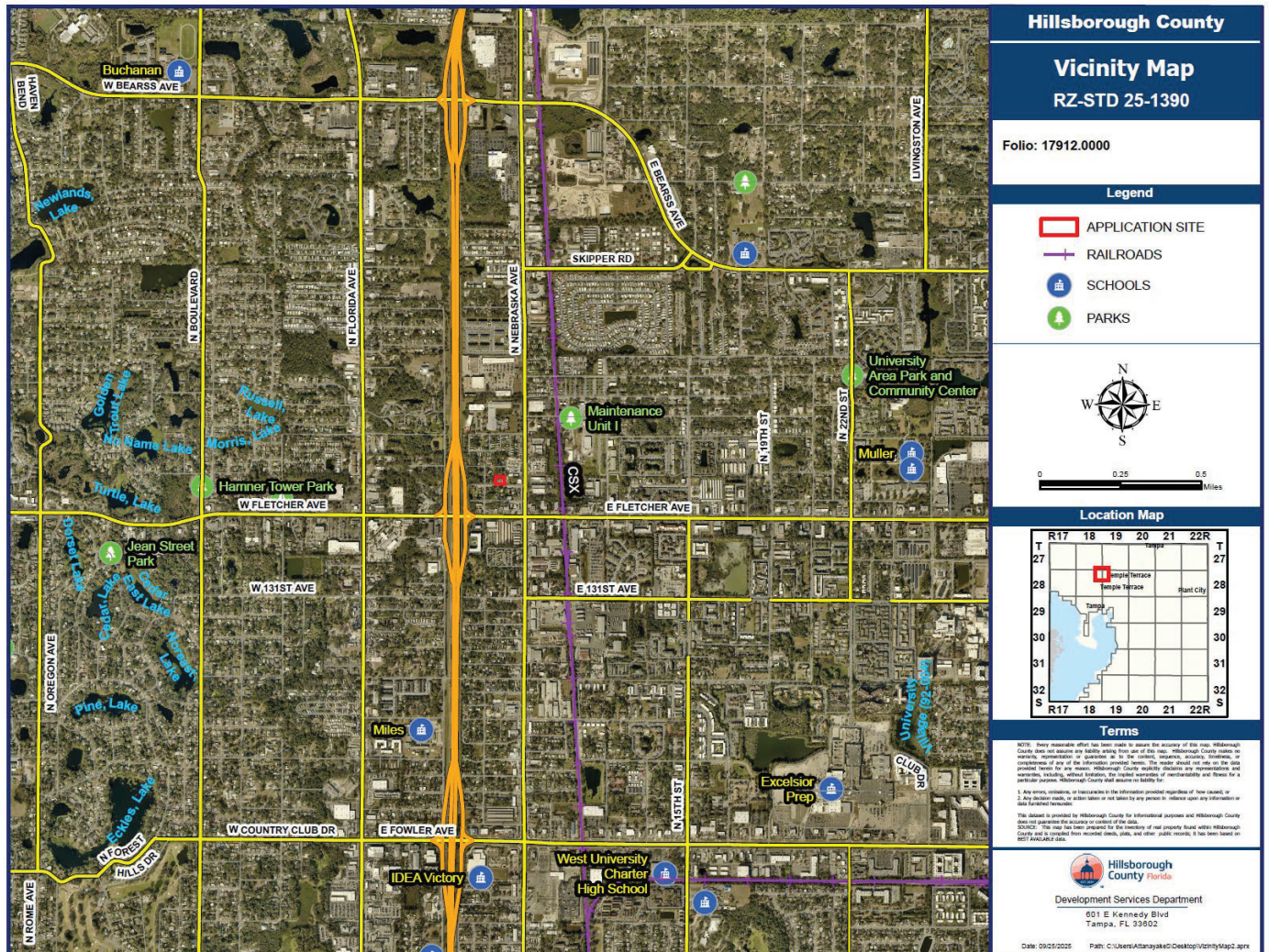
PD Variation(s)	None requested as part of this application
Waiver(s) to the Land Development Code	None requested as part of this application

Planning Commission Recommendation:
Consistent

Development Services Recommendation:
Approvable

2.0 LAND USE MAP SET AND SUMMARY DATA

2.1 Vicinity Map

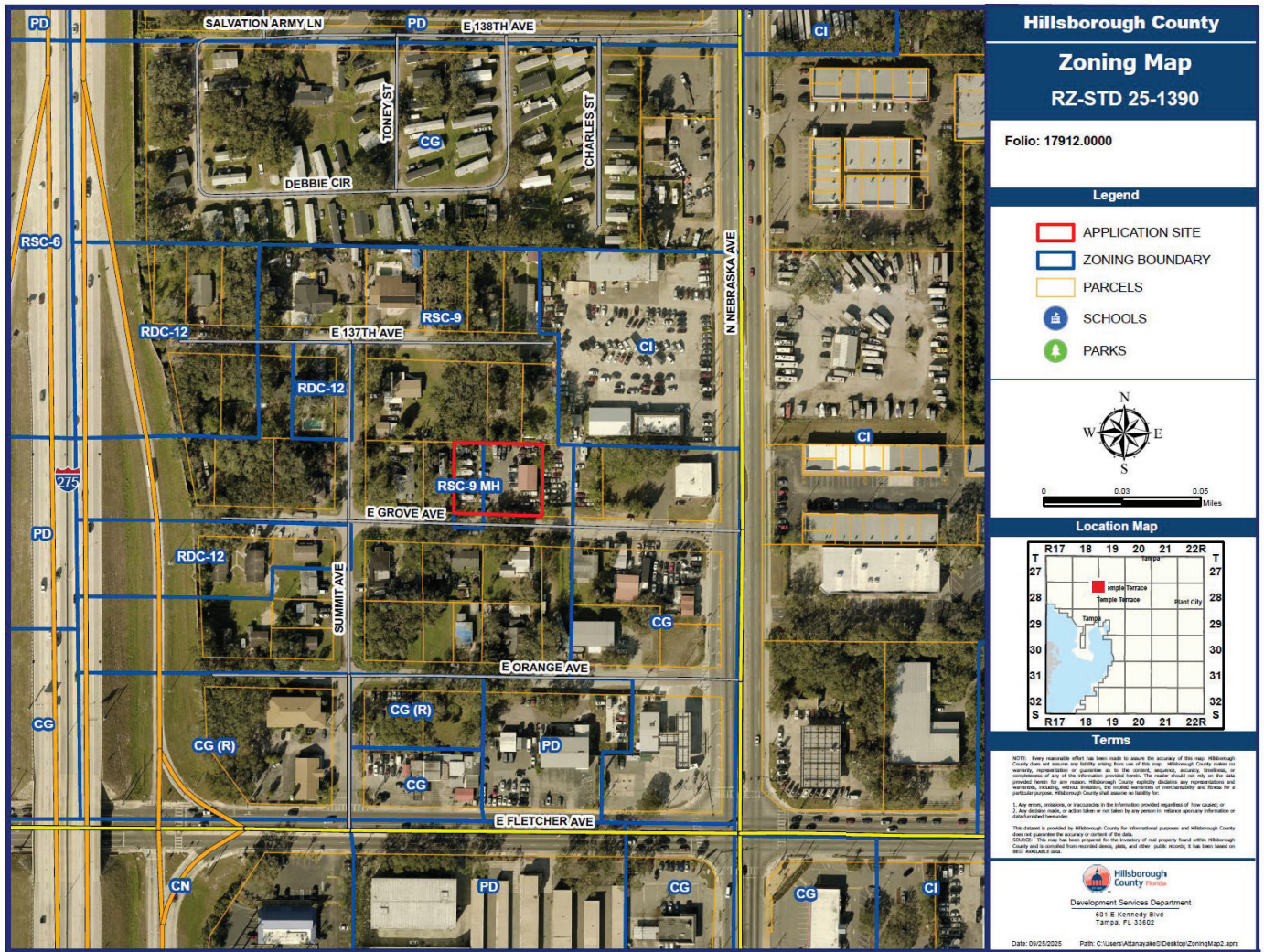


Context of Surrounding Area:

The site lies east of Interstate 275, approximately 300 ft west of the intersection of North Nebraska Avenue and East Grove Avenue. The surrounding area consists of a mixture of uses including residential uses, general commercial uses, and intensive commercial uses.

2.0 LAND USE MAP SET AND SUMMARY DATA

2.3 Immediate Area Map



Adjacent Zonings and Uses

Location:	Zoning:	Maximum Density/F.A.R. Permitted by Zoning District:	Allowable Use:	Existing Use:
North	RSC-9	9 du/ga	Single-Family Residential	Single-Family Home
South	RSC-9	9 du/ga	Single-Family Residential	Single-Family Home
East	RSC-9	9 du/ga	Single-Family Residential	Open storage
West	RSC-9	9 du/ga	Single-Family Residential	Single-Family Home

2.0 LAND USE MAP SET AND SUMMARY DATA

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

N/A

APPLICATION NUMBER: RZ-STD 25-1390

ZHM HEARING DATE: November 17, 2025

BOCC LUM MEETING DATE: January 13, 2026

Case Reviewer: Cierra James

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

Transportation Comment Sheet

3.0 TRANSPORTATION SUMMARY (FULL TRANSPORTATION REPORT IN SECTION 9 OF STAFF REPORT)

Adjoining Roadways (check if applicable)

Road Name	Classification	Current Conditions	Select Future Improvements
E. Grove Ave.	County Local - Rural	2 Lanes ☒ Substandard Road ☐ Sufficient ROW Width	☐ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other

Project Trip Generation ☐ Not applicable for this request

	Average Annual Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	28	3	3
Proposed	28	3	3
Difference (+/-)	+0	+0	+0

Connectivity and Cross Access ☒ Not applicable for this request

Project Boundary	Primary Access	Additional Connectivity/Access	Cross Access	Finding
North		Choose an item.	Choose an item.	Choose an item.
South		Choose an item.	Choose an item.	Choose an item.
East		Choose an item.	Choose an item.	Choose an item.
West		Choose an item.	Choose an item.	Choose an item.

Notes:

Design Exception/Administrative Variance ☒ Not applicable for this request

Road Name/Nature of Request	Type	Finding
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.
	Choose an item.	Choose an item.

Notes:

4.0 Additional Site Information & Agency Comments Summary

Transportation	Objections	Conditions Requested	Additional Information/Comments
☐ Design Exception/Adm. Variance Requested ☐ Off-Site Improvements Provided	☐ Yes ☐ N/A ☒ No	☐ Yes ☒ No	

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

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

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

The applicant is requesting to rezone from RSC-9 (Single-family Conventional) and RSC-9 (MH) to RMC-9 (Multi-Family Conventional), to allow 3 multi-family residential units. The site is located within the University Community Plan Area, off East Grove Avenue. The surrounding area consists of a mixture of uses including single-family residential, two family residential, general commercial, and intensive commercial.

The rezoning of this property to RMC-9 would maintain a maximum height of 35', consistent with the surrounding residential uses. It would also establish more restrictive setbacks to the front yard and side yards. Furthermore, the RMC-9 zoning district will maintain the maximum density limit of 12 units per acre. Multi-Family zoning districts also require additional setbacks for building height over 20 feet and buffering and screening along the rear and sides.

Due to the considerations above, staff finds the proposed rezoning compatible with the zoning districts, uses, and development pattern in the surrounding area.

5.2 Recommendation

Staff find the rezoning request **approvable**.

6.0 PROPOSED CONDITIONS

N/A

Zoning Administrator Sign Off:	
SITE, SUBDIVISION AND BUILDING CONSTRUCTION IN ACCORDANCE WITH HILLSBOROUGH COUNTY SITE DEVELOPMENT PLAN & BUILDING REVIEW AND APPROVAL. Approval of this re-zoning petition by Hillsborough County does not constitute a guarantee that the project will receive approvals/permits necessary for site development as proposed will be issued, nor does it imply that other required permits needed for site development or building construction are being waived or otherwise approved. The project will be required to comply with the Site Development Plan Review approval process in addition to obtain all necessary building permits for on-site structures.	

7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

Not applicable.

8.0 PROPOSED SITE PLAN (FULL)

Not applicable.

9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department

DATE: 11/06/2025

REVIEWER: Sarah Rose, Senior Planner

AGENCY/DEPT: Transportation

PLANNING AREA: University Area

PETITION NO: RZ 25-1390

- ☐ This agency has no comments.
- ☒ This agency has no objection.
- ☐ This agency has no objection, subject to the listed or attached conditions.
- ☐ This agency objects for the reasons set forth below.

PROJECT SUMMARY AND ANALYSIS

The applicant is requesting to rezone one parcel totaling +/- .41 acres from Residential Single Family Conventional – 9 (RSC-9) to Residential Multi-Family Conventional – 9 (RMC-9). The site is located +/- 300ft west of the intersection of N. Nebraska Ave. and E. Grove Ave. The Future Land Use designation of the site is Residential – 12 (R-12).

Trip Generation Analysis

In accordance with the Development Review Procedures Manual (DRPM), no transportation analysis was required to process the proposed rezoning. Staff has prepared a comparison of the trips potentially generated under the existing and proposed zoning designations, utilizing a generalized worst-case scenario. Data presented below is based on the Institute of Transportation Engineer's Trip Generation Manual, 12th Edition.

Approved Uses:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
RSC-9, Single Family Detached (ITE 210) 3 Units	28	3	3

Proposed Uses:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
RMC-9, Single Family Detached (ITE 210) 3 Units	28	3	3

Trip Generation Difference:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
Difference	+0	+0	+0

TRANSPORTATION INFRASTRUCTURE SERVING THE SITE

The site has frontage on E. Grove Ave., a 2-lane, undivided, substandard, rural county-maintained local roadway. The roadway is characterized by +/- 17ft of pavement in average condition, no bike lanes or sidewalks on either side of the roadway within the vicinity of the project, and within +/- 51ft of the right of way.

SITE ACCESS

It is anticipated that the site will have access to E. Grove Ave.

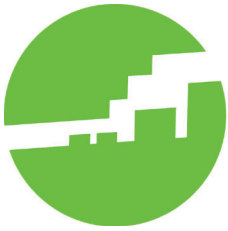
Generally, for projects with a Euclidean zoning designation, a project's potential transportation impacts, site access requirements, substandard road issues, site layout and design, other issues related to project access, and compliance with other applicable Hillsborough County Comprehensive Plan, Hillsborough County Land Development Code (LDC) and Hillsborough County Transportation Technical Manual (TTM) requirements are evaluated at the time of plat/site/construction plan review. Given the limited information available as is typical of all Euclidean zoned properties and/or non-regulatory nature of any conceptual plans provided, Transportation Review Section staff did review the proposed rezoning to determine (to the best of our ability) whether the zoning is generally consistent with applicable policies of the Hillsborough County Comprehensive Plan, LDC and TTM (e.g. to ensure that the proposed rezoning would not result in a violation of the requirement whereby access to commercial properties cannot be taken through residentially or agriculturally zoned properties), and/or whether, in staff's opinion, some reasonable level of development under the proposed zoning designation could be supported based on current access management standards (e.g. to ensure that a project was not seeking an intensification of a parcel which cannot meet minimum access spacing requirements).

Staff notes that the developer/property owner will be required to comply with all Comprehensive Plan, LDC, TTM and other applicable rules and regulations at the time of plat/site/construction plan review. As such, staff have no objection to this request.

Staff notes that any plans or graphics presented as a part of a Euclidean zoning case are non-binding and will have no regulatory value at the time of plat/site/construction plan review.

ROADWAY LEVEL OF SERVICE (LOS) INFORMATION

E. Grove Ave. is not a regulated roadway and is not included in the 2024 Hillsborough County Level of Service (LOS) Report. As such, no LOS information for this roadway can be provided.



**Hillsborough County
City-County
Planning Commission**

Plan Hillsborough
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601 E Kennedy Blvd
18th floor
Tampa, FL, 33602

Unincorporated Hillsborough County Rezoning Consistency Review	
Hearing Date: November 17, 2025 Report Prepared: November 6, 2025	Case Number: RZ 25-1390 Folio(s): 17912.0000 General Location: North of Grove Avenue East and East Fletcher Avenue, and west of North Nebraska Avenue
Comprehensive Plan Finding	CONSISTENT
Adopted Future Land Use	Residential-12 (12 du/ga; 0.35 FAR)
Service Area	Urban
Community Plan(s)	University Area
Rezoning Request	Residential, Single Family Conventional (RSC-9) to Residential, Multifamily Conventional (RMC-9) to allow a 3-unit multifamily development
Parcel Size	+/- 0.41 acres
Street Functional Classification	Grove Avenue – Local East Fletcher Avenue – County Arterial North Nebraska Avenue – State Principal Arterial
Commercial Locational Criteria	Not applicable

Evacuation Area	None
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Table 1: COMPARISON OF SURROUNDING PROPERTIES			
Vicinity	Future Land Use Designation	Zoning	Existing Land Use
Subject Property	Residential-12	RSC-9	Vacant
North	Residential-12 + Office Commercial-20	RSC-9, CN + CG	Single Family + Mobile Home Park
South	Residential-12	RSC-9, CG + PD	Single Family, Light Commercial + Heavy Commercial
East	Residential-12 + Office Commercial-20	RSC-9, CN + CG	Light Commercial, Heavy Commercial, + Heavy Industrial
West	Residential-12	RSC-9, RDC-12, + PD	Single Family, Two Family + Vacant

Staff Analysis of Goals, Objectives, and Policies:

The 0.41 ± acre subject site is located north of Grove Avenue East and East Fletcher Avenue, and west of North Nebraska Avenue. The site is in the Urban Service Area (USA) and is located within the limits of the University Area Community Plan. The applicant is requesting to rezone the site from Residential, Single Family Conventional (RSC-9) to Residential, Multifamily Conventional (RMC-9) to allow a 3-unit multifamily development.

The subject site is in the Urban Service Area where, according to Objective 1.1 of the Future Land Use Section (FLUS), 80 percent of the county's growth is to be directed. FLUS Policy 3.1.3 requires all new developments to be compatible with the surrounding area, noting that "Compatibility does not mean 'the same as.' Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development." Additionally, the Neighborhood Protection policies in the Future Land Use Section (FLUS) under Objective 4.4 that requires new development to be compatible with the surrounding neighborhood (FLUS Policies 4.4.1 and 4.8.1). The current development of the surrounding area consists of light and heavy commercial uses to the east along Nebraska Avenue with single and two-family developments to the north, south, and west of the site. The proposal for a rezoning to RMC-9 would allow 3 multifamily units on the site, which is compatible with the current development pattern in the area and will complement the existing community character; therefore, the rezoning request is consistent with all FLUS Objectives and Policies related to compatibility and neighborhood protection.

FLUS Goal 2 and FLUS Objective 2.1, and each of their respective policies, establish the Future Land Use Map (FLUM) as well as the allowable range of uses for each Future Land Use category. The character of each land use category is defined by building type, residential density, functional use, and the physical composition of the land. The integration of these factors sets the general atmosphere and character of each land use category. Each category has a range of potentially permissible uses, which are not exhaustive, but are intended to be illustrative of the character of uses permitted within the land use designation. The Residential-12 Future Land Use category allows for the consideration of up to 12 dwelling units per gross acre. With 0.41 acres, the subject site can be considered for up to 4 units ($0.41 \text{ acres} \times 12 \text{ du/ac} = 4.92$ or 4 units). The applicant has proposed a rezoning to the RMC-9 category, which allows for a maximum of 9 dwelling units per acre under the zoning district and will result in a maximum of 3 dwelling units on the site ($0.41 \text{ acres} \times 9 \text{ du/ac} = 3.69$ or 3 units). The proposed rezoning will not allow the development to exceed the allowable maximum density under the existing Future Land Use category and is consistent with FLUS Goal 2 and Objective 2.1.

The Comprehensive Plan requires that all development meet or exceed the land development regulations in Hillsborough County (FLUS Policy 4.1.1, 4.1.2, and 4.1.6). However, at the time of uploading this report, Hillsborough County Development Services Department and Transportation Division comments were not yet available in Optix and thus were not taken into consideration for analysis of this request.

FLUS Objective 3.2 and Policy 3.2.4 require community plans throughout the county to be consistent with the Comprehensive Plan. The site is within the limits of the University Area Community Plan. Goal 2 of the plan seeks to advocate for local business and home ownership to promote community stability and reinvestment. The utilization of vacant land and providing additional residential units in the area directly furthers intent and community plan vision. The proposed rezoning is consistent with the goals of the University Area Community Plan.

Overall, staff finds that the proposed rezoning is compatible with the existing development pattern found within the surrounding area and supports the vision of the University Area Community Plan. The proposed rezoning would allow for development that is consistent with the Goals, Objectives and Policies of the *Unincorporated Hillsborough County Comprehensive Plan*.

Recommendation

Based upon the above considerations and the following Goals, Objectives and Policies, Planning Commission staff finds the proposed rezoning **CONSISTENT** with the *Unincorporated Hillsborough County Comprehensive Plan*.

Staff Identified Goals, Objectives and Policies of the *Unincorporated Hillsborough County Comprehensive Plan* Related to the Request:

FUTURE LAND USE SECTION

Urban Service Area

Objective 1.1: Direct at least 80% of new population growth into the USA and adopted Urban expansion areas through 2045. Building permit activity and other similar measures will be used to evaluate this objective.

Land Use Categories

Goal 2: Ensure that the character, compatibility and location of land uses optimize the combined potential for economic benefit, fiscal sustainability, protection of natural resources and maintaining viable agriculture. Ensure density and intensities are maintained through the Future Land Use Map.

Objective 2.1: The Future Land Use Map is a regulatory tool governing the pattern of development in unincorporated Hillsborough County through the year 2045.

Policy 2.1.1: The Future Land Use Map shall identify Future Land Use categories, summarized in Table 2.2 and further described in Appendix A, that establish permitted land uses and maximum densities and intensities.

Objective 2.2: The Future Land Use Map (FLUM) Shall identify Land Use Categories, summarized in table 2.2 of the Future Land Use Element.

Policy 2.2.1: The character of each land use category is defined by building type, residential density, functional use, and the physical composition of the land. The integration of these factors sets the general atmosphere and character of each land use category. Each category has a range of potentially permissible uses which are not exhaustive, but are intended to be illustrative of the character of uses permitted within the land use designation. Not all of those potential uses are routinely acceptable anywhere within that land use category.

Community Context and Compatibility

Policy 3.1.3: Compatibility is defined as the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony. Some elements affecting compatibility include the following: height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, odor and architecture. Compatibility does not mean “the same as.” Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development.

Objective 3.2: Hillsborough County is comprised of many diverse communities and neighborhoods. The comprehensive plan is effective in providing an overall growth management strategy for development within the entire County. Strategies shall be developed that ensure the long-range viability of its communities through a community and special area studies planning effort.

Relationship to Land Development Regulations

Policy 3.2.4: The County shall assist the Hillsborough County City-County Planning Commission in developing community plans for each planning area that are consistent with and further the Goals, Objectives and Policies of the Comprehensive Plan. The community plans will be adopted as part of the Comprehensive Plan in the Livable Communities Element. These community specific policies will apply in guiding the development of the community. Additional policies regarding community planning and the adopted community plans can be found in the Livable Communities Element

Development

Objective 4.1: *All existing and future land development regulations shall be made consistent with the Comprehensive Plan, and all development approvals shall be consistent with those development regulations as per the timeframe provided for within Chapter 163, Florida Statutes. Whenever feasible and consistent with Comprehensive Plan policies, land development regulations shall be designed to provide flexible, alternative solutions to problems.*

Policy 4.1.1: *Each land use plan category shall have a set of zoning districts that may be permitted within that land use plan category, and development shall not be approved for zoning that is inconsistent with the plan.*

Policy 4.1.2: *Developments must meet or exceed the requirements of all land development regulations as established and adopted by Hillsborough County, the state of Florida and the federal government unless such requirements have been previously waived by those governmental bodies.*

Policy 4.1.6: *Existing and future land development regulations shall be made consistent with the Comprehensive Plan, and all development approvals shall be consistent with those development regulations per the timeframe provided for within Chapter 163, Florida Statutes. Whenever feasible and consistent with Comprehensive Plan policies, land development regulations shall be designed to provide flexible, alternative solutions to problems.*

Neighborhood and Community Development

Objective 4.4: Neighborhood Protection – *Enhance and preserve existing neighborhoods and communities. Design neighborhoods which are related to the predominant character of their surroundings.*

Policy 4.4.1: *Any density or intensity increases shall be compatible with existing, proposed or planned surrounding development. Development and redevelopment shall be integrated with the adjacent land uses through:*

- a) the creation of like uses; and*
- b) creation of complementary uses; and*
- c) mitigation of adverse impacts; and*
- d) transportation/pedestrian connections; and*
- e) Gradual transitions of intensity*

Policy 4.8.1: *High-intensity non-residential development shall be located external to emerging and established residential neighborhoods and accessed on arterial or collector roadways.*

LIVABLE COMMUNITIES ELEMENT: UNIVERSITY AREA COMMUNITY PLAN

Goal 2 - Eliminate Obsolete Land Uses:

The community supports:

- *advocating local business and home ownership to promote community stability and reinvestment;*
- *discouraging criminal activity and providing a sense of security for area residents through implementation of CPTED (Crime Prevention through Environmental Design) principles;*
- *working with the Hillsborough County Sheriff's Office and other stakeholders to develop strategies for crime prevention and public safety with the UAC boundary;*
- *maintaining a variety of land-use options and promotion mixed-use developments in the area;*
- *implementing the University Area Community Main Street and Neighborhood Office zoning districts to create stable, pedestrian friendly neighborhoods with compatible mixed uses, a variety of housing types, and tree lined main streets and boulevards;*
- *improvement to East 131st Avenue should support it as a neighborhood east-west corridor, looking at appropriate design features and roadway layouts that support pedestrian and local circulator connectors;*
- *providing greater flexibility in land-use and density for future development while ensuring that neighborhood buffers and urban amenities are enhanced;*
- *creating unified pedestrian links between land uses by means of community Main Streets and sidewalks;*
- *encouraging the redevelopment of sub-standard and deteriorated housing focused along main streets through mixed land uses and higher densities; and*
- *encouraging public and private collaboration to implement strategies 1, 2 and 3 of the 2012 University Area Rental/Redevelopment Study.*

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