

Rezoning Application: 25-1026
Zoning Hearing Master Date: 01-26-2026
BOCC Land Use Meeting Date: 03-10-2026



Hillsborough
County Florida
 Development Services Department

1.0 APPLICATION SUMMARY

Applicant: John Turner
 FLU Category: R-1
 Service Area: Rural
 Site Acreage: 1.54 acres
 Community Plan Area: None
 Overlay: None
 Special District: None
 Request: Rezone to CG



Introduction Summary:

The applicant is requesting a rezoning to CG (Commercial General) from RSC-6 MH (Residential, Single-Family Conventional with Mobile Home Overlay). The site is under Code Enforcement Violation for improper zoning and open storage. The proposed zoning if approved, will not allow open storage.

Zoning:	Existing	Proposed
District(s)	RSC-6 MH	CG
Typical General Use(s)	Single-Family Residential (Conventional/Mobile Home)	General Commercial, Office and Personal Services
Acreage	1.54	1.54
Density/Intensity	6 Du. Per acre	0.25 FAR
Mathematical Maximum*	9.24 Du.	16,770 sq. ft.

*number represents a pre-development approximation

Development Standards:	Existing	Proposed
District(s)	RSC-6 MH	CG
Lot Size / Lot Width	7,000 sq. ft. / 70 ft. wide	10,000 sq. ft. / ft wide
Setbacks/Buffering and Screening	25 ft. front, 7.5 ft. side, and 25 ft. rear	30 ft. front, 0 ft. north, 20 ft. east and south with type B buffer.
Height	35 ft.	50 ft. Additional setbacks of 2 ft. for every one ft. over 20 ft.

Additional Information:

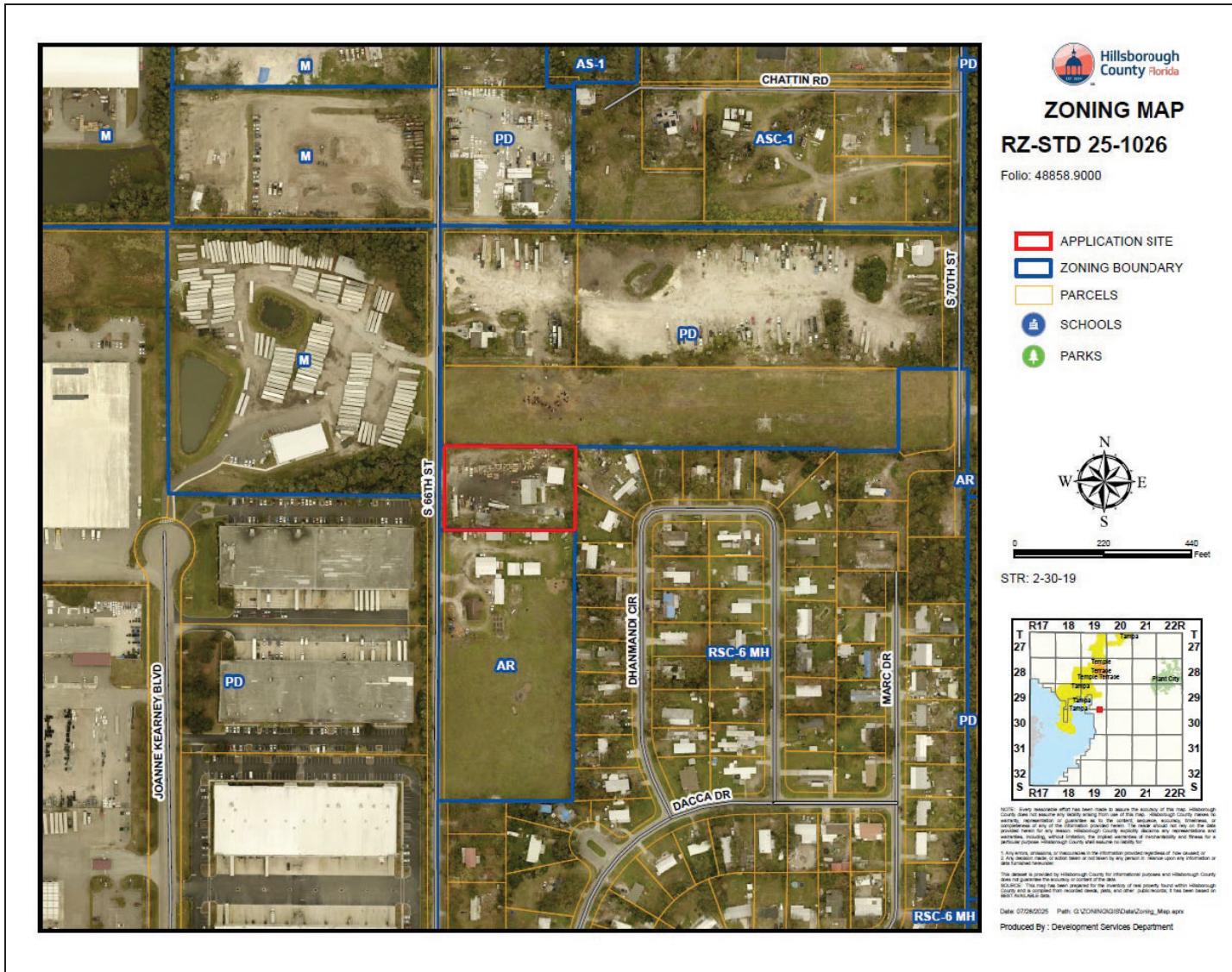
PD Variation(s)	None requested as part of this application
Waiver(s) to the Land Development Code	

Planning Commission Recommendation:
 Inconsistent

Development Services Recommendation:
 Not Supportable

2.0 LAND USE MAP SET AND SUMMARY DATA

2.1 Vicinity Map

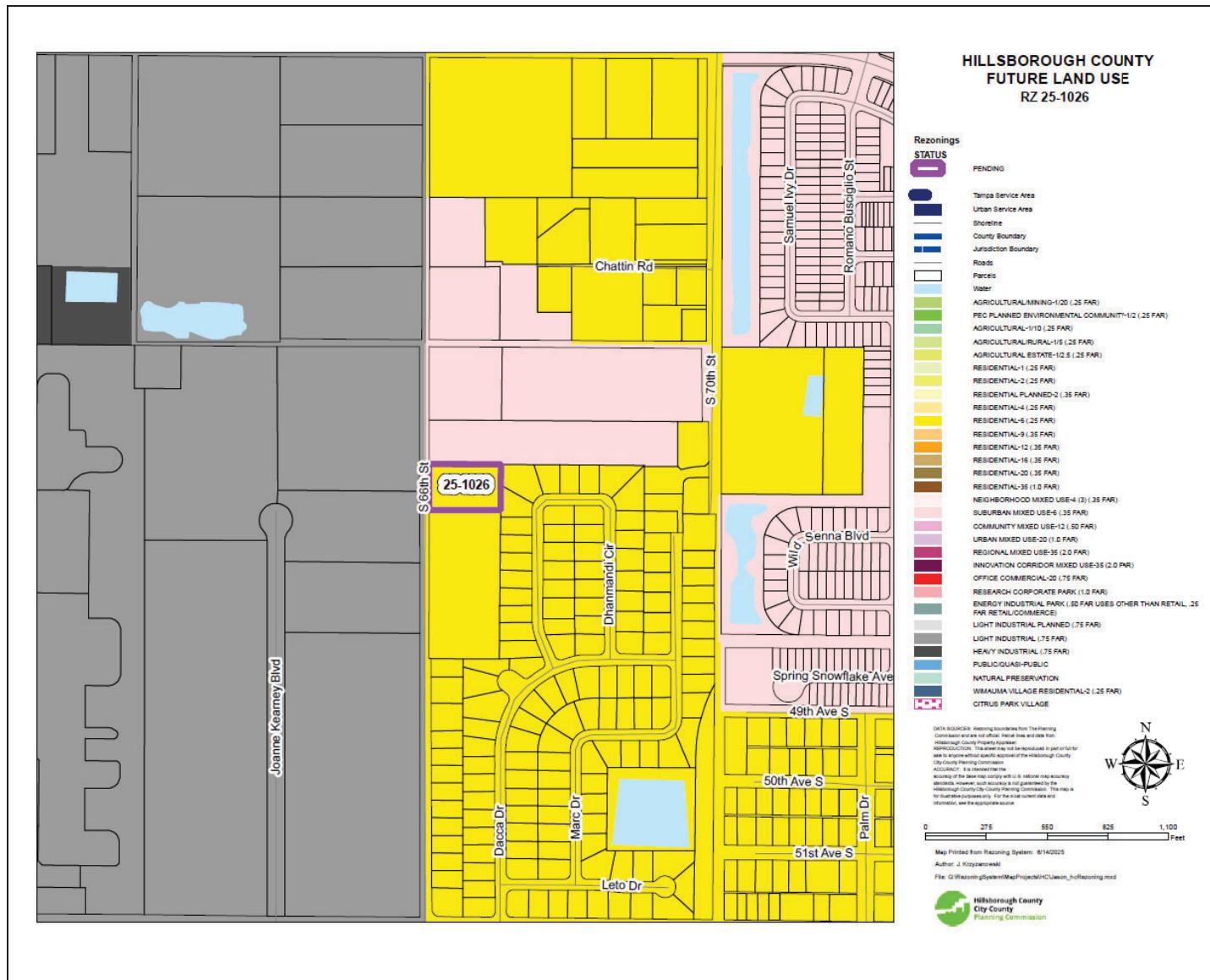


Context of Surrounding Area:

The property exists at the boundary of single family residential to the southeast and light industrial uses to the northwest in the forms of PD and M zoning.

2.0 LAND USE MAP SET AND SUMMARY DATA

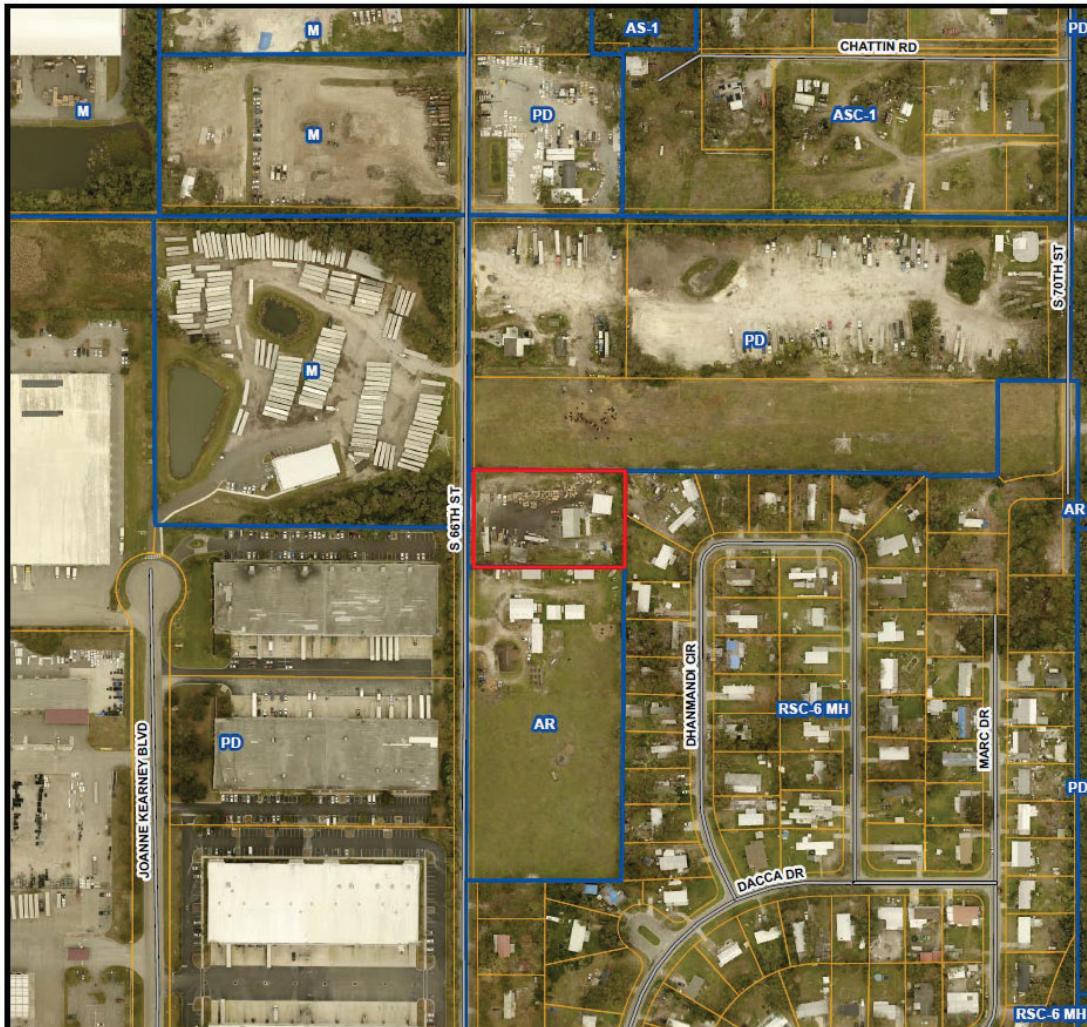
2.2 Future Land Use Map



Subject Site Future Land Use Category:	Residential 6
Maximum Density/F.A.R.:	6 DU/GA or 0.25 FAR
Typical Uses:	Agricultural, residential, neighborhood commercial, office uses, multi-purpose projects and mixed-use development.

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	PD 20-1142	N/A	Open Space	Open Space
East	RSC-6	6 du / ga	Residential	Residential
South	AR	0.2 du / ga	Residential & Agricultural	Residential & Agricultural
West	M & PD 00-1241 (PRS 08-0620)	.75 FAR	Manufacturing, Industrial, warehousing and distribution	Light industrial, open storage, and warehousing

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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

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
S 66 th Street	County Local - Rural	2 Lanes <input checked="" type="checkbox"/> Substandard Road <input type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input type="checkbox"/> Site Access Improvements <input type="checkbox"/> Substandard Road Improvements <input type="checkbox"/> Other

Project Trip Generation <input type="checkbox"/> Not applicable for this request	Average Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	82	7	8
Proposed	6,711	622	586
Difference (+/-)	+ 6,629	+ 615	+ 578

*Trips reported are based on gross external trips unless otherwise noted.

Connectivity and Cross Access <input type="checkbox"/> Not applicable for this request				
Project Boundary	Primary Access	Additional Connectivity/Access	Cross Access	Finding
North		None	None	
South		None	None	
East	X	None	None	Meets LDC
West		None	None	
Notes:				

Design Exception/Administrative Variance <input checked="" type="checkbox"/> Not applicable for this request		
Road Name/Nature of Request	Type	Finding
	Choose an item.	Choose an item.
Notes:		

4.0 Additional Site Information & Agency Comments Summary

Transportation	Objections	Conditions Requested	Additional Information/Comments
<input type="checkbox"/> Design Exception/Adm. Variance Requested <input type="checkbox"/> Off-Site Improvements Provided	<input type="checkbox"/> Yes <input type="checkbox"/> N/A <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

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

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

The site is located within an area developed with residential and non-residential uses. Single-family is present to the immediate east of the site, which poses compatibility concerns and lack of a transition between the more intense uses found to the west. Under the proposal, the full range of CG (Commercial General) uses would be permitted with no additional compatibility measures (such as increased setbacks, increased buffer/screening, etc.).

5.2 Recommendation

In addition to the above, the site fails to meet requirements for commercial location criteria (CLC) as outlined by the Hillsborough County Comprehensive Plan. The applicant did not provide a commercial location criteria (CLC) waiver request.

Therefore, based on the above considerations, staff finds the request not supportable.

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.	

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7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

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8.0 PROPOSED SITE PLAN (FULL)

N/A

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9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department

DATE: 01/14/2026

REVIEWER: Jessica Kowal, Principal Planner

AGENCY/DEPT: Transportation

PLANNING AREA: Greater Palm River

PETITION NO: RZ 25-1026

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 a parcel of land totaling +/- 1.54 acres from Residential, Single-Family Conventional (RSC-6) to Commercial, General (CG). The site is located on the east side of S 66th Street approximately 0.35 miles north of Madison Avenue and 0.35 miles south of Hartford Street. The Future Land Use designation (FLU) of the site is Residential – 6 (RES-6) which permits commercial uses barring the floor area ratio (FAR) is 0.25 or less. As such, the subject site would be limited to a maximum of 16,770 square feet of commercial development.

Trip Generation Analysis

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

Approved Zoning:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
RSC-6, Single-Family Detached/ 9 dwelling units (ITE Code 210)	82	7	8

Proposed Zoning:

Zoning, Land Use/Size (0.25 FAR = maximum 16,770 SF)	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
CG, 5,125 square feet of Drive-In Bank (ITE Code 912)	507	51	108
CG, 4,500 square feet of Fast-Food Restaurant with Drive-Through (ITE Code 934)	2,017	150	142
CG, 2,000 square feet of Coffee/Donut Shop with Drive-Through (ITE Code 937)	1,201	171	78
CG, 5,145 square feet of Convenience Store with	2,986	250	258

Gas Station; 9-15 Vehicle Fueling Positions (ITE Code 945)				
	Total	6,711	622	586

Trip Generation Difference:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
Difference	+ 6,629	+ 615	+ 578

TRANSPORTATION INFRASTRUCTURE SERVING THE SITE

The site has frontage on S 66th Street. S 66th Street is a 2-lane, undivided, substandard, rural, local roadway. The roadway is characterized by +/- 19 feet of pavement in average condition, within a +/- 30-foot-wide right of way. There are no sidewalks on either side of the roadway within the vicinity of the proposed project.

SITE ACCESS

It is anticipated that the subject parcel will take access to S 66th Street, a local, County maintained roadway.

Generally, for projects with a Euclidean zoning designation, a project's potential transportation impacts, 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.

Transportation Review Section staff did not identify any concerns that would require a more detailed staff report to be filed. Staff notes that, regardless of this review, 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 has 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

Level of Service information for S 66th Street is not available. The roadway level of service provided for Madison Avenue is for information purposes only.

Generalized Level of Service				
Roadway	From	To	LOS Standard	Peak Hr. Directional LOS
Madison Avenue (West of 66 th St)	US Highway 41	S 66 th Street	D	C
Madison Avenue (East of 66 th St)	S 66 th Street	78 th Street	D	C

Source: [2024 Hillsborough County Level of Service \(LOS\) Report](#)



Hillsborough County City-County Planning Commission

Plan Hillsborough
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Tampa, FL, 33602

Unincorporated Hillsborough County Rezoning Consistency Review

Hearing Date: January 26, 2026	Case Number: RZ 25-1026
Report Prepared: January 14, 2026	Folio(s): 48858.9000
	General Location: North Madison Avenue, east of 66 th Street South and west of Ohanmandi Circle
Comprehensive Plan Finding	INCONSISTENT
Adopted Future Land Use	Residential-6 (6 du/ga; 0.25 FAR)
Service Area	Urban
Community Plan(s)	Palm River-Progress Village
Rezoning Request	Residential Single Family Conventional-6 (RCS-6) to Commercial General (CG)
Parcel Size	+/- 1.54 acres
Street Functional Classification	Madison Avenue – County Arterial 66 th Street South – Local Ohanmandi Circle – Local
Commercial Locational Criteria	Does not meet; Waiver not submitted
Evacuation Area	Zone A

Table 1: COMPARISON OF SURROUNDING PROPERTIES

Vicinity	Future Land Use Designation	Zoning	Existing Land Use
Subject Property	Residential-6	RSC-6	Single-Family
North	Suburban Mixed-Use-6	PD	Vacant
South	Residential-6	AR	Single-Family
East	Residential-6	RSC-6	Single-Family
West	Light Industrial + Residential-6	M + PD	Light Commercial + Heavy Commercial

Staff Analysis of Goals, Objectives and Policies:

The ± 1.54-acre subject site is located north Madison Avenue, east of 66th Street South and west of Ohanmandi Circle. The site is in the Urban Service Area (USA) and is within the limits of the Palm River-Progress Village Community Plan. The subject site has a Future Land Use designation of Residential-6 (RES-6), which allows for the consideration for agricultural, residential, neighborhood commercial, office uses, multi-purpose projects and mixed-use development. The applicant is requesting to rezone from Residential Single Family Conventional-6 (RSC-6) to Commercial General (CG) in order to continue the operation of selling pallets with outdoor storage.

The 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. 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." The surrounding area is characterized by a diverse mix of land uses with varying levels of intensity. Immediately west of the subject site, across 66th Street, the area is designated under the Light Industrial Future Land Use Category. Existing uses in this area include refrigeration trucking container operations, warehousing, and manufacturing activities, all of which represent established industrial scale development. To the north of the site, the adjacent parcels are currently vacant; however, approximately 200 feet farther north the land pattern shifts to more intensive activities, including a firewood supply operation and based on aerial imagery, open storage of vehicles. Directly abutting the site to the east are established single family residential homes, which represent a significantly lower intensity and more sensitive land use.

Although the broader vicinity includes a range of moderate to high intensity commercial and industrial uses, the immediate context of the site particularly its direct adjacency to single family residences creates a transition area where compatibility is a key planning consideration. The proposed rezoning from Residential Single Family Conventional-6 (RSC-6) to Commercial General (CG) to allow the sale of pallets would introduce a use that is operationally intensive and visually impactful in close proximity to residential properties. Additionally, during a site visit, staff noted areas of open storage, which is considered a Commercial Intensive (CI) zoning district use according to the Hillsborough County Land Development Code. Though the request is to the CG zoning district, it should be noted that the CG zoning district does not allow for the consideration of open storage. In addition, residential Future Land Use categories are limited to the consideration of neighborhood serving commercial, which is defined as uses allowed in the Commercial Neighborhood (CN) and Commercial General (CG) zoning districts. As such, even if the applicant revised their request to the CI zoning district, CI uses such as outdoor storage may not be considered in residential Future Land Use categories. Because the site is located within a residential Future Land Use category (RES-6), CI uses are not permitted. In addition, such a use would likely generate truck traffic, noise, and visual clutter that are inconsistent with the scale and character of the surrounding residential neighborhood. As a result, despite the presence of more intense uses in the broader area, the proposed rezoning does not align with the intent of Future Land Use Section Objective 1.1, which emphasizes land use compatibility, appropriate transitions between differing intensities, and the protection of established residential areas from encroachment by incompatible commercial or industrial activities.

Per Objective 2.2, the Future Land Use categories are intended to establish clear parameters regarding the maximum allowable intensity or density of development and the range of land uses that may be considered appropriate within each designation. Table 2.2 further clarifies the character, scale, and overall intent envisioned for development within each Future Land Use category, serving as a framework to ensure orderly growth and compatibility between adjacent uses. The subject site is designated Residential-6 (RES-6), a category primarily intended to support low-density residential development while allowing limited complementary uses such as agricultural activities, neighborhood-scale commercial, office uses, and multi-purpose projects that are compatible in scale and function with nearby residential neighborhoods. These ancillary uses are generally intended to serve the immediate residential population and to operate in a manner that minimizes external impacts such as noise, traffic, visual intrusion, and outdoor activity. Open storage is not identified as a permitted or contemplated use within the RES-6 Future Land Use category, not permitted within CG, and is a Commercial Intensive (CI) use. Such a use typically involves outdoor stockpiling of materials, frequent truck access, and ongoing operational activity that is more characteristic of commercial or industrial environments. As such, open storage represents a level of intensity and functional character that exceeds what is envisioned for the RES-6 designation and is inconsistent with the purpose of maintaining a low-density, residential oriented development pattern. Allowing open storage on the site would therefore undermine the intent of the designated Future Land Use category and could adversely affect the compatibility and livability of the surrounding residential area. The proposed rezoning is inconsistent with the parameters of the RES-6 FLU category and is therefore inconsistent with Objective 2.2 and its associated policies.

The Comprehensive Plan requires that all development meet or exceed the land development regulations in Hillsborough County (FLUS Objective 4.1, FLUS Policy 4.1.1 and FLUS Policy 4.1.2). However, at the time of uploading this report, Transportation comments were not yet available in Optix and thus were not taken into consideration for analysis of this request.

FLUS Objective 4.4 and Policy 4.4.1 further reinforce the requirement that new development and land use changes be compatible with the surrounding neighborhood and reflective of the area's predominant character. Objective 4.4, Neighborhood Protection, seeks to enhance and preserve existing neighborhoods and communities by ensuring that new development is designed in a manner that relates to the established character of its surroundings. In this case, while the broader area includes a mix of light industrial and more intensive commercial uses to the west and farther north, the subject site directly abuts established single family residential homes to the east and is designated Residential-6 (RES-6), which is intended for low density residential development. The proposed rezoning from Residential Single Family Conventional-6 (RSC-6) to Commercial General (CG) would represent a significant increase in intensity and a fundamental shift in use, introducing open storage and pallet sales activities that are operationally and visually more consistent with industrial or heavy commercial environments. Policy 4.4.1 requires that any increase in density or intensity be compatible with existing, proposed, or planned surrounding development and that development be integrated with adjacent land uses. The proposed use does not create like uses or complementary uses when evaluated against the immediately adjacent single family residences. Instead, it introduces a use with outdoor storage, potential truck traffic, noise, and visual impacts that are not typical of, or supportive to, a residential neighborhood. Additionally, the proposal does not provide for adequate mitigation of adverse impacts, nor does it establish a gradual transition of intensity between the residential uses to the east and the more intense industrial uses located across 66th Street or farther north. A standard rezoning application, such as this case, does not allow the ability to evaluate mitigation measures, whereas in a Planned Development (PD) more mitigation measures can be implemented and shown on the required site plan. As such, the proposed rezoning and associated use do not meet the intent of FLUS Objective 4.4 or Policy 4.4.1, as they fail to preserve neighborhood character, do not integrate compatibly with adjacent residential land uses, and do not provide the required gradual transition in intensity envisioned by the Future Land Use Section.

The subject site does not meet the Commercial Locational Criteria required by Objective 4.7 of the Comprehensive Plan. While neighborhood-serving commercial uses may be considered within the Residential-6 (RES-6) Future Land Use category, such consideration is contingent upon meeting the locational standards set forth in Policies 4.7.1 and 4.7.2. These policies require that qualifying sites either front an appropriately classified roadway or be located within 1,000 feet of an intersection of two collector or arterial roadways, with at least 75 percent of the site falling within that distance. The nearest qualifying intersection, Hartford Street and 66th Street South, is approximately 1,900 feet from the site, which exceeds the maximum distance allowed. Furthermore, open storage is a CI use and therefore not considered to be a neighborhood serving commercial uses under the Comprehensive Plan. Therefore, the proposal does not meet the intent of Objective 4.7 or Policies 4.7.1 and 4.7.2 and Planning Commission staff recommends denial of the submitted request to waive Commercial Locational Criteria on the subject site.

The subject site is located within the Palm River-Progress Village Community Plan area and, according to the Vision Concept Map, is identified within the industrial lands. While the applicant may cite this designation in support of the proposed rezoning, the proposal remains inconsistent with Goal 2 of the Community Plan when evaluated in the context of the site's immediate surroundings, adopted Future Land Use designation, and compatibility requirements. Goal 2, Balancing the Growth of the Built Environment, emphasizes the need for a well connected and efficiently built environment in which land use, mobility, utilities, and infrastructure are coordinated to meet both current and future community needs. Strategy 1 specifically requires that future development and redevelopment be consistent with the Vision of Palm River-Progress Village Concept Map and reflect the unique qualities and land use patterns of distinct areas within the community. Although the Concept Map generally identifies the broader area

as industrial in nature, it does not negate the importance of respecting existing neighborhood patterns or override adopted Future Land Use designations at the parcel level. In this case, the subject site is designated Residential-6 (RES-6) on the Future Land Use Map and directly abuts established single-family residential homes to the east. The proposed rezoning from Residential Single Family Conventional-6 (RSC-6) to Commercial General (CG) for pallet sales introduces a use that is industrial in character and operational intensity. This creates a land use conflict within an area that currently functions as a transition between more intense industrial uses located across 66th Street and farther north, and stable residential neighborhoods immediately adjacent to the site. Rather than balancing growth, the proposed development would disrupt the coordinated relationship between land use and surrounding development patterns by inserting an intensive, outdoor commercial operation next to low density residential uses without appropriate buffering or gradual transitions. This approach is inconsistent with the Community Plan's intent to guide growth in a manner that is context sensitive and compatible with existing neighborhoods. Therefore, despite the site's general location within the industrial lands on the Vision Concept Map, the proposal does not meet the intent of Goal 2 or Strategy 1 of the Palm River-Progress Village Community Plan, as it fails to achieve a balanced, integrated, and compatible built environment.

Overall, staff finds that the uses proposed are not allowable in the Residential-6 Future Land Use category, are not compatible with the existing development pattern found within the surrounding area and does not support the vision of the Palm River-Progress Village Community Plan. The proposed rezoning would allow for development that is inconsistent 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 **INCONSISTENT** 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.*

Relationship to the Future Land Use Map

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 des

Future Land Use Categories

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.

Compatibility

Policy 3.1.1: Restrict incompatible land uses to protect established and planned neighborhoods and communities by utilizing planning principles that limit commercial development in residential Future Land Use categories. Commercial and mixed-use in residential Future Land Use categories shall be limited to neighborhood serving guided by the commercial locational criteria in Objective 4.7.

Policy 3.1.2: Gradual transitions of intensities and densities between different land uses shall be provided for as new development is proposed and approved through the use of professional site planning, buffering and screening techniques and control of specific land uses. Screening and buffering used to separate new development from the existing, lower-density community should be designed in a style compatible with the community and allow pedestrian penetration. In rural areas, perimeter walls are discouraged and buffering with berms and landscaping are strongly encouraged.

Policy 3.1.3: Any density increase shall be compatible with existing, proposed or planned surrounding development. 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.

Development

Objective 4.1: Efficiently utilize land to optimize economic benefits while ensuring a choice of living environments and protecting natural resources.

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.

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/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

Commercial Locational Criteria

Objective 4.7: To meet the daily shopping and service needs of residents, only neighborhood-serving commercial uses will be permitted within land use categories that are primarily residential or agricultural in nature. Intensive commercial uses (uses allowed within the Commercial Intensive zoning district) shall not be considered neighborhood serving commercial. Such developments do not require a Future Land Use Map Amendment to a non-residential category provided they meet the criteria established by the following policies and all other Goals, Objectives and Policies in the Comprehensive Plan. The frequency and allowance of neighborhood-serving commercial uses will be different in the Urban Service Area than in the Rural Area due to the population density, scale and character of the areas.

Policy 4.7.1: In the Urban Service Area, locational criteria must be met to allow neighborhood serving commercial uses in the following primarily residential land use categories:

- Residential Planned -2 (RP-2)
- Residential - 2 (RES-2)
- Residential - 4 (RES-4)
- Neighborhood Mixed Use-4(3) (NMU4(3))
- Neighborhood Mixed Use-6 (NMU-6)
- Residential - 6 (RES-6)
- Suburban Mixed Use-6(SMU-6)
- Residential - 9 (RES-9)
- Residential - 12 (RES-12)
- Residential - 16 (RES-16)
- Residential - 20 (RES-20)
- Residential - 35 (RES-35)
- Any rural Future Land Use categories in the Urban Service Area

Policy 4.7.2: In the above land use categories, neighborhood-serving commercial uses, including office uses, can be considered to the maximum FAR permitted in each Future Land Use category in the following locations:

- 50% of the site must front along a roadway with a context classification of suburban commercial, suburban town or urban general context classification in the Hillsborough County Context Classification Map or the Florida Department of Transportation Context Classification Map; or
- Within 1,000 feet of the intersection of roadways both functionally classified as a collector or arterial per the Hillsborough County Functional Classification Map. At least 75% of the subject property must fall within the specified distance (1,000 feet) from the intersection. All measurements should begin at the edge of the road right-of-way. The land area within this distance, as measured along both roadways, makes a quadrant (see graphic).

LIVABLE COMMUNITIES ELEMENT: PALM RIVER-PROGRESS VILLAGE

Goal 2: Balancing the Growth of the Built Environment The community seeks a well-connected and efficiently built environment where land use, mobility, utility networks, and infrastructure are coordinated to accommodate current and future needs.

Strategies 1. The Vision of Palm River-Progress Village Concept Map illustrates the unique qualities and land uses related to distinct areas of the community. Future development and redevelopment shall be consistent with the adopted Concept Map.

DEFINTIONS SECTION

Neighborhood Serving Commercial/Neighborhood Commercial - Retail commercial and office development, usually located on a collector or arterial street at the edge of a neighborhood, serving the daily needs of contiguous neighborhoods, including convenience goods and personal services. Neighborhood serving commercial development shall be limited as to the intensity of the described use as provided in the locational criteria for neighborhood serving commercial uses. Intensive commercial uses (uses allowed within the Commercial Intensive zoning district) shall not be considered neighborhood serving

**HILLSBOROUGH COUNTY
FUTURE LAND USE
RZ 25-1026**

