



**PLANNING COMMISSION
ZEPHYRHILLS, FLORIDA**

**Tuesday, January 20, 2026
6:00 PM**

**Zephyrhills
City Hall**

**Council
Chambers**

Call to Order-Mayor Monson
Roll Call-Carlos Maldonado
Pledge of Allegiance-Beth Aker

1. CONSENT ITEMS

1.1 **Planning Commission Meeting Minutes approval from October 21st, 2025.**

1. Planning Commission Meeting Minutes 10-21-25 (2)

2. PLANNING ITEMS

2.1 **Zephyr Knoll FLU(Future Land Use) Classification:** Public hearing to review and consider a City-initiated Comprehensive Plan text amendment to establish the Zephyr Knoll Mixed-Use Subarea future land use category and supporting goals, objectives, and policies.

1. ZephyrKnoll Advertisement
2. Zephyr Knoll Planning Report

3. BUSINESS ITEMS

ADJOURN

*** PLEASE NOTE: This is a Public Meeting. Should any interested party seek to appeal any decision made by the Council with respect to any matter considered at such meeting or hearing, he or she will need a record of the proceedings, and that, for such purpose, he or she may need to ensure that a verbatim record of the proceeding is made, which record includes the testimony and evidence upon which the appeal is to be based. F.S. 286.0105. If**

you are a person with a disability which requires reasonable accommodation in order to participate in this meeting, please contact the City Clerk at 813/780-0000 at least 48 hours prior to the public hearing. A.D.A. and F.S. 286.26.



Zephyrhills

Planning Commission Meeting Minutes October 21st, 2025 at 6:00PM

I. **Call to Order**-Mayor Monson

II. **Roll Call**-Carlos Maldonado

Commission Members Present: Mayor Monson, Dr. Randy Stovall, Thomas Vanater (Absent), Clyde Bracknell, Ellen Taylor, David Armstrong, Beth Aker, Tracy Sullivan, Dr. Christa Remington.

III. **Invocation**-Beth Aker

IV. **Pledge of Allegiance**

1. **Consent Items**

1.1 Planning Commission Meeting July 15th, 2025 Minutes Approval:

The minutes were motioned for approval by all Board members.

2. **Business Items**

No business items were featured for this meeting.

3. **Planning Items**

3.1 Comprehensive Plan Housing Element Review:

The discussion was introduced by the Director Todd Vandenberg, topics covered were the updates to the comprehensive plan, this is only for discussion it will not be voted on tonight. Other concerns mentioned were the housing situation for the future businesses coming to the city such as Bauducco. Concerns on the employees finding housing within the city once the factory opens. Also mentions of future workshops to get the community and staffs opinion on what could be done to better the housing situation. The discussion was taken over by the city's comprehensive plan consultant Tammy Vrana with Vrana Consulting. The discussion was pertaining to updating the housing element and also touched base on affordable housing for future residents moving into Zephyrhills. The discussion began with a slide show titled discussion draft Housing Element Plan Zephyrhills 2050. The purpose was to review draft housing elements and have feedback from staff on improvement, what is missing and what should be a priority. The housing element update goals were align city's housing policies with new growth, infrastructure and affordability realities, respond to state planning requirements and regional



housing trends, integrate with land use, infrastructure, and capital improvements elements. Mentions on draft housing element discussed scope and planning context, population trends and projections, household characteristics. Existing conditions analysis mentions housing inventory, housing trends/market conditions, capacity for new housing and housing programs. Needs analysis categories include housing supply and demand, housing affordability, housing choices, aging housing stock, housing for special needs population, jobs housing balance, resilience and hazard mitigation. A projections chart going back to 2010 showing the city's population and growth was presented and the 2025 estimate population shows 20,372, total units needed showed 10,661. Approved permits units showed 2,894 for this year. 2050 population projection 44,092, units needed 22,813, approved permits 2,894. The next topic was household cost burden covered projections cost from 2020-2050. A higher percentage of season housing was mentioned is happening currently. The plan to meet the needs are growth management and public service coordination, affordable, attainable and workforce housing, missing middle and innovative housing, housing preservation rehabilitation and resilience and housing for special needs and at-risk populations. A main focus was the Housing goal, objectives and policies. The primary goal mentioned was to provide a diverse, affordable, and resilient housing supply that meets the needs of residents of all income levels, ages and abilities. While preserving the neighborhood character, protecting vulnerable populations from displacement, and reinforcing Zephyrhills as a vibrant place to live, work and thrive. 9 objectives were established; the main one was on housing monitoring and evaluation. Housing supply availability was discussed such as zoning for variety of housing regulatory reform for the owner to be able to include accessory dwelling unit for renters, coordinated planning for housing and land and property inventory understanding needs and where the land is coming from. Missing Middle housing types was discussed with examples of numerous housing options such as cottage court, side by side duplex, fourplex, six-plex, live work etc. The main reason for these options is affordability and allows different options in certain lots. Numerous pictures of examples were presented via the slide show. Comment made was that space efficiency is a goal for affordable housing with numerous options. Additional topics was objective 1.4 housing quality and neighborhood stability to promote the safety, durability and long term habitability of housing. Policy titles: housing rehabilitation and maintenance, funding for repairs and risk mitigation, property maintenance and code enforcement, neighborhood reinvestment strategies, community partnerships and stewardship and flood resilience. New objectives HOU 1.9 housing monitoring and evaluation establish a coordinated process to monitor, evaluate and report on housing conditions, production and



policy outcomes to ensure that the city's housing policies, regulations and program remain effective and aligned with the housing goal through 2050. Additional updates were made for the objective and will be further reviewed. Historic housing protection was mentioned and stated to protect and enhance the Zephyrhills Downtown Historic District. Comments from the board was people who were waiting for housing and by providing more options that way people don't get encourage to move out of the city. Homeless topic was mentioned and having more resources for the less fortunate will be good, also would help for safety within the community. New transitional housing on the westside of town was brought up and being able to have that within the city to have more affordability options was discussed and being able to find the land for this project would be a challenge. Housing cost was discussed and wages of the population play a major issue for the need for more affordable housing. Co living options was discussed where changes could be made to the interior layout of the house with more bedrooms options. Interest from builders wanting to do other options like container homes for more affordable options was brought up also park models could be another affordable option. Also mentions having a area within the city that will allow for more density to be able to allow more units within a smaller lot. William McCaw Historic Preservation and City Planner had a presentation titled Affordable Housing; how density enables affordability. He currently has a project on Funk Street that is proposing container housing. The location had 34 units proposed, new proposal will be 43 units. The updates with the proposed stacking of the containers housing will exceed the maximum allowed unit. The existing zoning is for mobile housing, this new use falls within manufacturing housing and allows for affordability for future residents. A few examples were mentioned for projects in other jurisdictions that have done this type of housing and so far it looks like its success. Identifying the housing priorities are still being reviewed. The future land use category will be reviewed in another public meeting. Nothing was going to be voted on at this meeting. Pilot Projects for housing was mentioned along future workshops. Mayor Concerns were longevity and the structure possible only lasting a few years and if the investor is willing to rebuild, the property value for surrounding home owners, noise violations and if the structure is secure if there are any future hurricanes. Preferably facades should be put on them so they don't just look like a metal block. The director mentions that he seen options were the details can be changed on the containers such as exterior finishes, windows options and porches etc. More research will be done along with a trip to existing container home subdivisions. The board wasn't against it they just want more due diligence done so it avoids any future issues.



3.2 Zephyr-Knoll FLU (Future Land Use) Review: Consideration of the draft Zephyr Knoll Mixed-Use Subarea Future Land Use Category and the draft Mixed-Use Corridor/Center Place Type for inclusion in the City of Zephyrhills Comprehensive Plan.

The discussion was led By Tammy Vrana. This was only a discussion item for the proposed Zephyr-Knoll future land use. A workshop was done last year for more research on compact mixed used centers. The visioning workshop reviewed balance growth, mobility and community character as development continues northward. Zephyr Knoll mixed use subarea flue category creates a tailored land use framework for a transitional area at the city's northern edge compact, walkable mixed use. Mixed use corridor/center place type; establishes a citywide design vision for vibrant, connected mixed use districts, guiding how multiple land use categories are applied and interpreted. Another topic was Zephyr Knoll mixed use subarea defining the urban edge, points covered were serves as a transition between rural and urban contexts, encourages balanced mixes of commercial, civic, recreational and limited residential uses in a compact form, reinforces walkability, transit access and complete streets design , integrates stormwater and green infrastructure as visible amenities also requires PUD zoning for coordinated design, infrastructure . Zephyr Knoll development standards notable provisions: no single family detached dwelling allowed, encourages multi-story mixed use and live work housing types, automobile oriented used (big box, drive throughs) are excluded. The proposed Future land use options are area RU residential urban which allows higher density single family and multi-family residential, compatible retail/office, density 7.5-14 Du/acre, max nonresidential 0.5 FAR (Floor Area Ratio) and max impervious surface ration of 80%. Mixed Use Future land use , has more intensive residential office and retail, balanced land use mix, multimodal mobility, max density 0.0-14 DU/acre, max nonresidential 1.0 FAR and max impervious surface ration of 80%. Zephyr Knoll Subarea: PUD applications must demonstrate consistency with the purpose and intent of the FLU category and to make sure it's compatible with the surrounding uses. The main purpose is to ensure each PUD advances the city's vision for the Zephyr-Knoll area. Another place type mentioned was Mixed-use corridor/centers which establishes a vision for vibrant, walkable activity hubs that blend commercial, residential, office, hospitality, recreational, and civic uses to create dynamic, connected districts that serves as focal points for both daily and destination-oriented activity, supporting compact urban development that fosters economic vitality, housing choice, and community livability. Additional mixed use corridor examples were included with numerous options of pedestrian



walkways with park/green way possibility. How the planning tools work together was discussed; Zephyr Knoll subarea FLU category. Sets location, type and intensity of future development, guides development of site-specific PUD standards, requires FLUM amendment. Mixed use corridor/center place type; illustrates how development should generally look and function, guides development of PUD standards. Together they encourage mixed use and walkable form, provide predictable expectations for property owners and residents, supports infrastructure planning and advances city visioning. The next steps for the process will be Planning commission meeting, a public outreach with comments around November 2025 and adoption public hearings FLU category and place type comprehensive plan amendment state adoption in January 2026.

Adjourn



Planning Commission Meeting 1/20/26

Issue: Public hearing to review and consider a City-initiated Comprehensive Plan text amendment to establish the Zephyr Knoll Mixed-Use Subarea future land use category and supporting goals, objectives, and policies.

Attachments:

Planning Report – Comprehensive Plan Text Amendment (January 16, 2026)

Analysis:

The proposed Comprehensive Plan text amendment would revise the Future Land Use Element to establish a new Zephyr Knoll Mixed-Use Subarea future land use category. The amendment is City-initiated and reflects City Council direction following a joint City Council-Planning Commission visioning workshop held in January 2025, focused on the North U.S. 301 corridor.

The new category is intended to support compact, walkable, mixed-use development within a defined geographic area and to provide place-based policy guidance. No Future Land Use Map amendments are proposed as part of this action. Application of the new category would occur only through future, property owner-initiated Comprehensive Plan map amendments, subject to City Council approval.

Implementation of the new category is anticipated to occur through site-specific rezonings to the Planned Unit Development zoning district, allowing development standards to be calibrated to site conditions and surrounding context at the time of development review.

Staff Recommendation:

It is requested that the Planning Commission find the proposed Comprehensive Plan amendment consistent with the Goals, Objectives, and Policies of the Comprehensive Plan and recommend approval of the proposal to City Council.

**CITY OF ZEPHYRHILLS
NOTICE OF PUBLIC HEARINGS**

NOTICE IS HEREBY GIVEN that the City of Zephyrhills, Florida, proposes to adopt the following:

AN ORDINANCE OF THE CITY OF ZEPHYRHILLS, FLORIDA, AMENDING THE CITY OF ZEPHYRHILLS COMPREHENSIVE PLAN (ORDINANCE NO. 00-000, AS AMENDED); PROVIDING A TEXT AMENDMENT TO THE FUTURE LAND USE ELEMENT TO ESTABLISH THE ZEPHYR KNOLL SUBAREA FUTURE LAND USE CATEGORY AND THE MIXED USE CENTERS AND CORRIDORS PLACE TYPE; PROVIDING POLICY DIRECTION FOR MIXED-USE DEVELOPMENT WITHIN THE US 301 CORRIDOR NORTH OF KOSSIK ROAD; PROVIDING FOR PURPOSE AND INTENT; PROVIDING FINDINGS; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

The City of Zephyrhills **Planning Commission** will hold a **Public Hearing** for this item on **Tuesday, January 20, 2026, at 6:00 p.m.** in the Council Chambers of Zephyrhills City Hall located at **5335 8th Street, Zephyrhills, Florida 33542**. The Commission will consider and make a recommendation on this item to the City Council of the City of Zephyrhills.

Following the Planning Commission's recommendation, the **City Council** will hold the first reading **Public Hearing** on **Monday, February 00, 2025, at 6:00 p.m.** in the Council Chambers of Zephyrhills City Hall, at the same location, to consider this item for adoption and transmittal to the State Land Planning Agency for compliance review.

A copy of the staff report containing the Planning Department's recommendation is available for public inspection at the Planning Department at City Hall between the hours of 8:00 a.m. and 4:00 p.m., Monday through Friday. Interested parties may appear and be heard at the public hearing or may file written comments with the City Clerk prior to the hearings.

Pursuant to Section 286.0105, Florida Statutes, if a person decides to appeal any decisions made by the City Council with respect to any matter considered at such meeting or hearing, they will need a record of the proceedings and, for such purpose, may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based. This notice does not constitute consent by the City for introduction or admission of otherwise inadmissible or irrelevant evidence, nor does it authorize challenges or appeals not otherwise allowed by law.

In accordance with the Americans with Disabilities Act (ADA), persons needing special accommodations to participate in these meetings should contact the City Clerk's Office at _____, at least 48 hours in advance.

Published: _____, 2026.



Proposed Comprehensive Plan Text Amendment

A. REQUEST

The City of Zephyrhills is proposing to amend the City’s Comprehensive Plan to:

1. Establish a new Zephyr Knoll Mixed-Use Subarea future land use category; and
2. Adopt supporting objectives and policies to guide the location, intensity, form, and implementation of mixed-use development within the Zephyr Knoll Mixed-Use Subarea.

The proposed future land use category is intended to support compact, walkable, mixed-use development within a defined geographic area. Informed by a focused visioning process, the Zephyr Knoll Mixed-Use Subarea establishes place-based policy guidance tailored to the subarea’s unique context and community expectations.

No Future Land Use Map amendments are proposed as part of this action. The proposed text amendment would create a new future land use category that may be applied through future, property owner–initiated Comprehensive Plan map amendments. The accompanying subarea map (Exhibit “B”) identifies the area where the category may be considered for application.

Upon approval of any future FLUM amendments applying the category to specific properties, the designation would provide the policy framework for future rezonings, context-sensitive development standards, and coordinated infrastructure planning and public investments.

B. AMENDMENT PROCESS

This request is a text-only amendment to the City’s adopted Comprehensive Plan and will be processed in accordance with:

1. Section 163.3184, Florida Statutes (Expedited State Review Process);
2. Section 166.041, Florida Statutes (Municipal Ordinance Adoption); and
3. Applicable provisions of the City of Zephyrhills Code of Ordinances.

Following the Planning Commission public hearing and recommendation, the City Council will hold a public hearing to consider the proposed Comprehensive Plan amendment ordinance. If approved, the amendment will be transmitted to the State Land Planning Agency (Florida Department of Commerce) for state agency review. Upon completion of the state review, a second City Council public hearing will be scheduled for final adoption of the amendment.

C. APPLICANT INFORMATION

This amendment is City-initiated and reflects City Council direction following the January 2025 joint City Council and Planning Commission visioning workshop focused on the North U.S. 301 corridor.

D. BACKGROUND

The Zephyr Knoll Mixed-Use Subarea concept emerged from a joint City Council-Planning Commission visioning workshop held on January 13, 2025, focused on the North U.S. 301 corridor

near the City's northern boundary. The workshop was convened in response to a pending Conditional Use request for two four-story hotels, which served as a catalyst for broader discussion regarding long-term development patterns, land use compatibility, and infrastructure needs within the area.

Rather than evaluating the hotel proposal in isolation, City leadership elected to examine the broader planning context. The workshop planning area included undeveloped and underdeveloped parcels generally north of Kossik Road that are expected to experience development pressure over time. The purpose of the workshop was to review existing conditions, consider planning principles and precedent examples, and establish a shared vision to guide future development in a coordinated and predictable manner.

The workshop included facilitated small-group visioning exercises. Across all three groups, there was strong consensus around several core themes:

- Directing more intensive development away from adjacent single-family neighborhoods;
- Emphasizing mixed-use and office-oriented development rather than standalone residential uses within the planning area;
- Improving street connectivity and limiting direct access points to U.S. 301 through the use of parallel access or "backage" roads;
- Integrating parks, green space, and stormwater features that leverage existing topography; and
- Creating walkable, neighborhood-scale activity hubs that support local services and employment while remaining compatible with surrounding areas.

Based on these outcomes, Planning Department staff identified the need for a tailored policy framework to effectively guide future development within the corridor. The recommended approach was to establish a new future land use category that reflects the shared vision for the area.

E. REGULATORY CONTEXT

1. Comprehensive Plan

Pursuant to Section 163.3177, Florida Statutes, the City's Comprehensive Plan establishes future land use categories that define allowable land uses, maximum residential density, and maximum nonresidential intensity. These categories are implemented through the adopted goals, objectives, and policies of the Comprehensive Plan, including the Future Land Use Map, and are further implemented through the City's Land Development Code.

The City's adopted future land use categories provide a graduated framework to guide development patterns, support infrastructure planning, promote economic vitality, and protect environmental resources. As summarized in **Exhibit "A,"** each category identifies land uses and development thresholds that inform zoning and development review.

The proposed Zephyr Knoll Mixed-Use Subarea builds upon this framework by introducing a place-based mixed-use approach that aligns with the City's established progression of land use intensity, while responding to the unique location and development potential of the Zephyr Knoll subarea.

2. Land Development Code

The City's Land Development Code regulates density and intensity of development through such measures as minimum lot sizes and building setbacks and maximum building coverage and building height. The LDC's zoning standards refine the allowable uses and activities within designated zoning districts, while also setting development standards, design regulations, and

compatibility controls. These measures ensure that new development aligns with the goals of the Comprehensive Plan, promotes orderly growth, and advances the community’s long-term vision, while maintaining harmony between new development and surrounding neighborhoods.

F. PROPOSED FUTURE LAND USE ELEMENT POLICY REVISIONS

The proposed Comprehensive Plan text amendment would revise the adopted Goals, Objectives, and Policies (GOPs) to establish a new Zephyr Knoll Mixed-Use Subarea future land use category and clarify the role of Place Types as illustrative tools to guide long-range development patterns, infrastructure planning, and zoning decisions.

As detailed in the proposed amendment details presented in strike-through and underline format in **Exhibit “B,”** the new Zephyr Knoll Mixed-Use Subarea is intended to function as a compact, walkable mixed-use center that supports a balanced mix of neighborhood-serving commercial, office, civic, recreational, and integrated residential uses. Development within the subarea is directed toward a pedestrian-oriented urban form that strengthens the relationship between existing and future land uses and the public realm (e.g., streets, sidewalks, trails, plazas, and parks) and enhances mobility through transportation choice, reducing reliance on automobile travel.

The proposed policies emphasize compatibility with the vision-based consensus by prohibiting automobile-oriented and traffic-intensive uses, limiting building height and intensity, and requiring integration of open space, stormwater features, and environmental protections. Residential uses within the Zephyr Knoll Mixed-Use Subarea are permitted only when integrated with nonresidential uses, reinforcing mixed-use vitality and preventing standalone residential development that could undermine the subarea’s intended function.

Implementation of the new category would occur through rezoning to the Planned Unit Development (PUD) zoning district, which enables the City to apply tailored development standards appropriate for urban-scale, mixed-use development. This approach allows building form, site design, circulation, open space, and compatibility measures to be calibrated to site-specific conditions and surrounding context during development review.

In addition to establishing the new category, the amendment updates and reinforces existing Future Land Use Element objectives and policies related to growth management, compact urban development, and traditional neighborhood design. These revisions clarify how mixed-use designated areas are expected to function within the City’s overall land use structure and how place-based planning principles (Place Types) should inform future rezonings, development plan approvals, and public investments.

The area where the Zephyr Knoll Mixed-Use Subarea may be applied through future Comprehensive Plan amendments is illustrated on **Map FLU-10** of the Future Land Use Map series included as **Exhibit “C.”** The Mixed-Use Centers/Corridors Place Type proposed for application within the Zephyr Knoll Mixed-Use Subarea is included as **Exhibit “D.”**

G. ANALYSIS

1. Demand and Planning Justification

The proposed Zephyr Knoll Mixed-Use Subarea future land use category responds to:

- Consumer preferences for compact, mixed-use environments that integrate services and employment opportunities with residential development and serve surrounding neighborhoods;
- City goals to diversify and strengthen the local economic base, enhance the visual quality of key corridors, and promote efficient use of public infrastructure; and

- Recognition that future growth cannot be accommodated exclusively through low-density, auto-oriented development patterns without compromising mobility, land efficiency, and long-term sustainability.

The proposed maximum nonresidential intensity of 1.0 floor area ratio and residential density of 14 dwelling units per acre are each consistent with development thresholds under the City's adopted future land use categories. However, the amendment allows these standards to be applied together within a single, geographically limited future land use category. This approach supports a more integrated mixed-use development pattern and the provision of smaller housing units, which may improve housing attainability for city residents.

Figure 1 and **Figure 2** on page 5 illustrate how various residential density and nonresidential intensity measures can be achieved depending on building height, footprint, and site design. This flexibility allows mixed-use development to be designed at a scale and form that fits its surroundings, rather than resulting in a single or uniform development outcome.

2. Live Local Act Considerations

The State's Live Local Act (LLA) requires local governments to approve certain affordable housing developments on commercial, industrial, or mixed-use designated land at the highest residential density, nonresidential intensity, and building height allowed anywhere within the City. The intent of the Act is to increase the supply of housing affordable to Florida's workforce.

Because of these requirements, it is important to consider how adoption of the Zephyr Knoll Mixed-Use Subarea future land use category could affect future LLA applications. Comprehensive Plan Future Land Use Map amendments that redesignate properties from Residential Urban to Zephyr Knoll Mixed-Use Subarea would make those sites eligible for LLA development standards.

Under the LLA, qualifying developments may be approved by right at the City's maximum allowable density, intensity, and height, even if those standards would otherwise require discretionary approval or conflict with the intended vision of the future land use category. As a result, applying the Zephyr Knoll Mixed-Use Subarea category to properties currently designated Residential Urban could enable development at a scale greater than what is contemplated by the Zephyr Knoll Mixed-Use Subarea vision of integrated mixed-use development with strong compatibility controls.

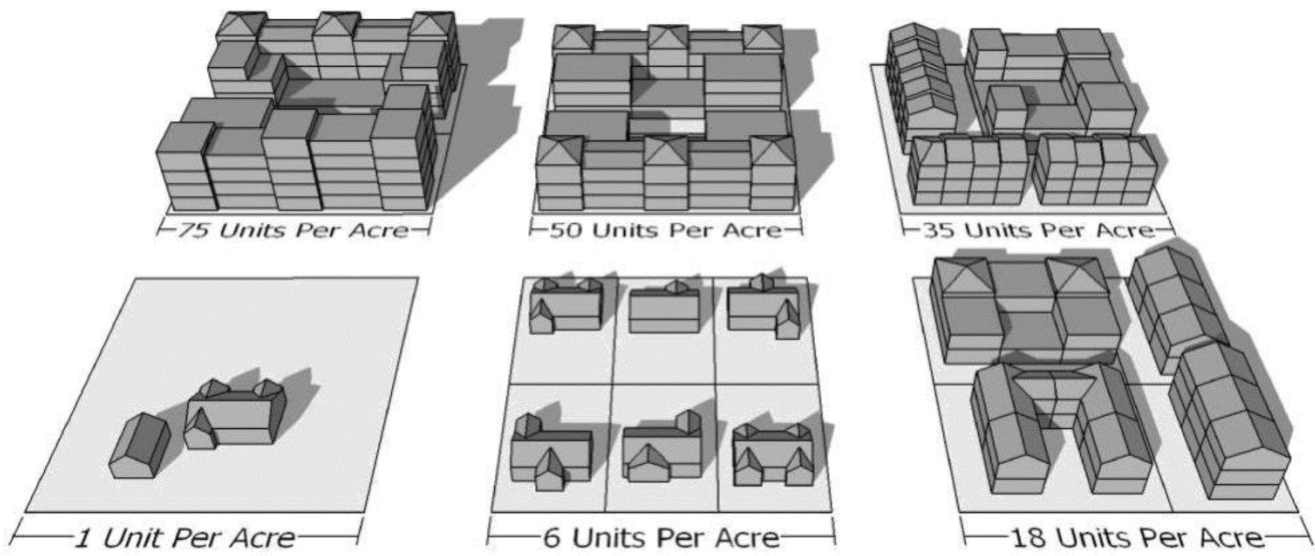
Currently, the City's adopted future land use categories allow residential densities of up to 18 dwelling units per acre (Mobile Home/Recreational Vehicle and Village Center Overlay) and nonresidential intensity of up to 1.0 floor area ratio (Mixed Use and Village Center Overlay). The Land Development Code allows building heights of up to 35 feet by right and up to 65 feet with Conditional Use approval, which the LLA treats as allowable by right for qualifying projects. Together, these standards establish the maximum development levels that could apply to LLA-eligible projects on Zephyr Knoll Mixed-Use Subarea-designated lands.

3. Senate Bill 180 Implications

Senate Bill 180 (2024) amended Florida's growth management statutes in areas related to infrastructure planning and concurrency, development approvals following declared emergencies, and the timing and coordination of capital improvements. The legislation limits the ability of local governments to impose new or expanded infrastructure-related requirements or approval conditions that would delay or restrict otherwise allowable development.

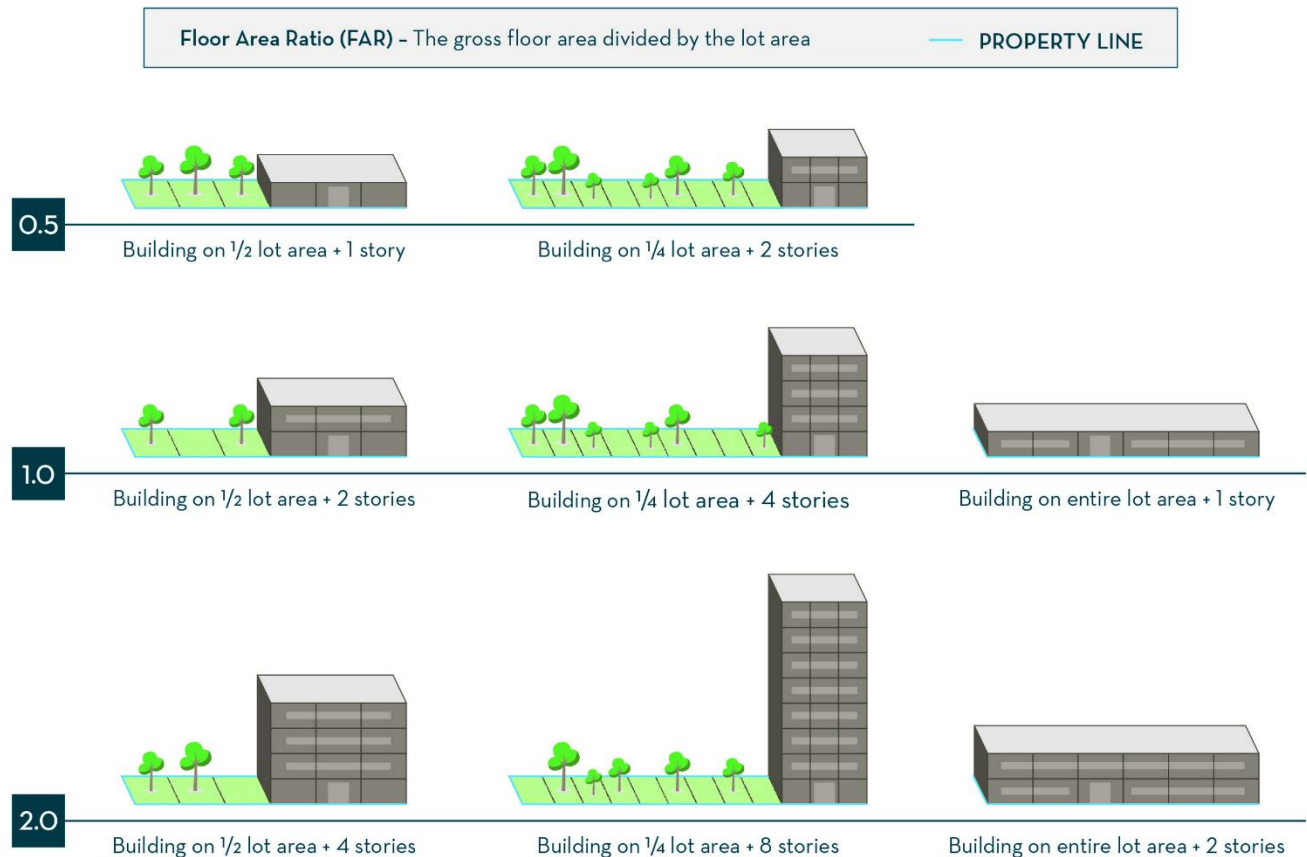
The proposed Comprehensive Plan amendment does not appear to conflict with the provisions of SB 180. Application of the new future land use category is not automatic or required and would occur only through property owner-initiated Future Land Use Map amendments.

Figure 1 Illustration of different levels and configurations of residential density (dwelling units per acre).



Note: Parking, stormwater management, setbacks, and other applicable requirements could reduce development yield.

Figure 2 Illustration of different levels and configurations of floor area ratio (FAR). FAR is calculated by dividing the total square footage of the building by the total area of the parcel.



4. Consistency with Comprehensive Plan

The proposed Zephyr Knoll Mixed-Use Subarea future land use category is generally consistent with the Goals, Objectives, and Policies of the City's Comprehensive Plan. The amendment advances the Plan's growth management and land use objectives by promoting compact, walkable, mixed-use development in a defined location, supporting efficient use of infrastructure, and reinforcing the City's preferred urban form.

The Zephyr Knoll Mixed-Use Subarea category framework aligns with Comprehensive Plan policies that discourage urban sprawl by encouraging mixed-use development, multimodal mobility, and neighborhood compatibility. Implementation of the category through future, property owner–initiated map amendments and site-specific zoning ensures that development proposals will continue to be evaluated for consistency with adopted City policies, including level-of-service and compatibility measures.

5. Consistency with the Land Development Code

Implementation of the Zephyr Knoll Mixed-Use Subarea category would occur through site-specific rezonings to the Planned Unit Development (PUD) zoning district. Such rezonings would follow property owner–initiated and City Council–approved Future Land Use Map amendments applying the Zephyr Knoll Mixed-Use Subarea category to specific properties.

6. Impact on Public Facilities and Services

Future development within the Zephyr Knoll Mixed-Use Subarea at maximum buildout levels would increase demands on public facilities and services, particularly transportation facilities. The Comprehensive Plan requires that development occur only when adopted level-of-service standards can be met. Compliance with these standards would be evaluated and addressed through future Comprehensive Plan Future Land Use Map amendments, Planned Unit Development rezonings, development approvals, and capital improvement planning and programming.

H. STAFF RECOMMENDATION

The proposal to establish the Zephyr Knoll Mixed-Use Subarea future land use category presents an opportunity to guide future development within the North U.S. 301 corridor through a coordinated, place-based policy framework. The proposed category responds to the need to accommodate future growth in a manner that is compact, walkable, supportive of efficient infrastructure use, and compatible with surrounding development patterns.

Unlike the City's broadly applied Mixed Use future land use category, the Zephyr Knoll Mixed-Use Subarea has a limited geographic scope informed by a focused visioning process. Successful implementation will depend on thoughtful site planning and design, including attention to building form, transitions to adjacent neighborhoods, internal circulation, open space, and integration of infrastructure such as parkland, trails, and integrated stormwater management facilities. These considerations are appropriately addressed through future site-specific review processes and City capital improvements planning and programming.

Staff finds that the proposed Comprehensive Plan amendment establishes an appropriate policy framework to guide future development in the Zephyr Knoll Mixed-Use Subarea, while retaining City discretion through phased, property owner–initiated implementation and site-specific zoning review. Based on this analysis, staff recommends approval of the proposed Comprehensive Plan text amendment to establish the Zephyr Knoll Mixed-Use Subarea future land use category.

I. PLANNING COMMISSION ACTION

It is requested that the Planning Commission review the proposed Comprehensive Plan amendment, receive public comment, and make a finding of consistency with the Goals, Objectives, and Policies of the Comprehensive Plan, along with a recommendation to the City Council for approval, approval with modifications, or denial of the proposal.

J. INTERGOVERNMENTAL COORDINATION

Required Agency Coordination	Required	Not Required
Pasco County (per interlocal agreement)	(X)	()
State Land Planning Agency (Florida Department of Commerce)	(X)	()
Other State/Regional Reviewing Agencies	(X)	()

K. PUBLIC HEARING PROCESS AND PUBLIC NOTICE

Required Public Hearings	Required	Not Required
Planning Commission Finding of Consistency and Recommendation	(X)	()
City Council Adoption of Proposed Amendment	(X)	()
City Council Final Adoption of Proposed Amendment	(X)	()

L. EXHIBITS

Exhibit "A"
Adopted Future Land Use Categories that Allow Residential Development

Exhibit "B"
Draft Comprehensive Plan Text Amendment

Exhibit "C"
Map FLU-X Zephyr Knoll Mixed-Use Subarea

EXHIBIT "D"
Mixed Use Center and Corridor Place Type

EXHIBIT "A"

ADOPTED FUTURE LAND USE CATEGORIES
THAT ALLOW RESIDENTIAL DEVELOPMENT

Comprehensive Plan Future Land Use Element

Table A-1.

Adopted Comprehensive Plan Future Land Use Categories that Allow Residential Development, City of Zephyrhills

Future Land Use Category	Primary Allowable Uses	Maximum Development Levels
Residential Suburban (RS)	Residential uses and residential-equivalent uses; limited neighborhood-serving nonresidential uses.	Density: 7.5 dwelling units per acre Intensity: 0.30 FAR
Residential Urban (RU)	Single-family and multi-family residential uses; residential-equivalent uses; limited neighborhood-scale commercial and service uses.	Density: 14 dwelling units per acre Intensity: 0.50 FAR
Mobile Home/Recreational Vehicle (MH/RV)	Mobile home and recreational vehicle residential uses; limited neighborhood-serving uses.	Density: 18 dwelling units per acre Intensity: 0.50 FAR
Mixed Use (MU)	Residential, residential-equivalent, office, retail commercial, personal and business services, and transient accommodations.	Density: 14 dwelling units per acre Intensity: 1.0 FAR
Village Center Overlay (VC)	A broad mix of residential housing types, retail, office, civic, institutional, recreational, and limited employment uses.	Density: 18 dwelling units per acre Intensity: 1.0 FAR
Public / Semi-Public (P/SP)	Residential uses and residential-equivalent uses; limited neighborhood-serving nonresidential uses.	Density: 12.5 dwelling units per acre Intensity: 0.70 FAR
Recreation and Open Space (R/OS)	Single-family and multi-family residential uses; residential-equivalent uses; limited neighborhood-scale commercial and service uses.	Density: 1 dwelling unit per acre Intensity: 0.70 Impervious Surface Ratio (ISR)

Notes:

1. **Density** – Measures the number of residential dwelling units within a specified land area, expressed in units per acre.
2. **Intensity** – Measures nonresidential development on a given site for use in regulating the scale, bulk, and impact of development.
3. **Floor area ratio (FAR)** - The measurement of a building's floor area in relation to the size of the building lot. FAR is calculated by dividing the total square footage of the building by the total area of the parcel.

EXHIBIT “B”

Draft Comprehensive Plan Text Amendment
Zephyrhills Comprehensive Plan

ZEPHYR KNOLL MIXED-USE SUBAREA FUTURE LAND USE CATEGORY

PLANZephyrhills 2050 Comprehensive Plan

**Proposed Changes to Future Land Use Element
Objectives LU-1-5 and LU-1-6 and Supporting Policies**

PREFERRED URBAN FORM

OBJECTIVE ~~FLU-1-5:~~ Growth Management and Sprawl Avoidance

Discourage growth and development patterns that will ~~result in~~ contribute to urban sprawl ~~to the west and north of the City, while reinforcing the City's preferred urban form by directing growth to designated areas planned for urban development and public investment.~~

POLICIES

It shall be the City's policy to:

~~POLICY LU-1-5-1:~~ FLU 1.5.1 Regional Coordination

At a minimum, staff shall meet annually with the City of Dade City and Pasco County to ~~promote~~ advance shared initiatives that ~~will~~ discourage urban sprawl, promote efficient growth patterns, and support coordinated infrastructure and service planning.

~~POLICY LU-1-5-2:~~ FLU 1.5.2 Growth Monitoring

The Future Land Map shall be reviewed Review the Future Land Use Map annually to ~~review existing land use growth assess land development patterns, and reevaluate~~ the continued appropriateness of assigned future land use designations, and ensure that land use trends remain aligned with the City's Preferred Urban Form, infrastructure capacity, and long-term growth vision.

FLU 1.5.3 Place-Based Planning Framework

Place Types describe the City's long-range development vision, including the desired character, form, mix of uses, and development patterns of different areas of Zephyrhills over time. Place Types are illustrative and non-regulatory and are used to guide interpretation of the Future Land Use Map, inform zoning, land development regulations, and infrastructure planning decisions, and support consistency with the City's overall growth vision. Place Types provide a flexible framework to promote coordinated land use, transportation, and infrastructure planning; reinforce the City's preferred urban form; and evaluate future rezonings, development proposals, and public investments.

OBJECTIVE ~~FLU-1-6:~~ Compact Urban Development

~~Continue to encourage the use of~~ Implement innovative land development regulations that may include provisions for planned unit developments, other mixed land use development techniques, and economic incentives ~~for development in areas designated as Urban Centers~~ to advance compact, mixed-use development

patterns on lands designated as Mixed Use, Zephyr Knoll Subarea, Residential Urban, and Village Center Overlay on the Future Land Use Map.

POLICIES

It shall be the City's policy to:

POLICY LU-1-6-1:FLU 1.6.1 Traditional Neighborhood Design

Encourage traditional neighborhood development (TND) techniques and alternative transportation design requirements. TND techniques include:

- a. ~~n~~N~~e~~ighborhoods that are compact, pedestrian-friendly, and mixed use;
- b. ~~f~~E~~x~~flexibility enabling market forces to affect housing type and density without compromising neighborhood structure;
- c. ~~i~~I~~n~~tegration of a range of housing into the neighborhood structure;
- d. ~~a~~A range of town squares, parks, and other green spaces distributed in within neighborhoods;
- e. ~~l~~L~~o~~ow-speed roadway design within defined community boundaries;
- f. ~~t~~T~~r~~ansferable development rights or other techniques for open space preservation and energy conservation;
- g. ~~a~~A local network of roads designed to separate community based trips from long distance through traffic;
- h. ~~l~~L~~a~~nd use patterns that improve transportation and energy efficiency through internal capture and compact design;
- i. ~~e~~E~~n~~ergy efficient building design and the use of renewable energy sources; and
- j. ~~s~~S~~t~~ormwater management that utilizes with a preference for low impact development and green infrastructure.

POLICY LU-1-6-2:FLU 1.6.2 Mixed Use Future Land Use Category

The Mixed Use (MU) land use designation shall recognize areas well-suited for mixed use with intensive residential, office, and retail development and shall be consistent in character with surrounding uses, transportation facilities, and natural resources. The mixed use nature of this category is intended to reduce, and possibly eliminate, the proliferation of strip commercial development in the City and reduce vehicle miles traveled through internal capture. The targeted mix of land uses within the MU category citywide is: residential – 25%; office - 25%; and commercial – 50%.

FLU 1.6.3 Zephyr Knoll Mixed-Use Subarea

The Zephyr Knoll Mixed-Use Subarea (ZKMS) future land use category establishes a planning framework for a defined area of the City that functions as a compact, walkable mixed-use center at the urbanizing edge, providing a transition between rural and urban contexts. The category supports a cohesive, pedestrian-oriented urban form that reflects the area's physical and environmental characteristics while maintaining compatibility with surrounding neighborhoods, rural settlements, and natural systems.

The ZKMS enables a balanced mix of complementary uses that increase daily convenience and reduce reliance on automobile travel; supports transportation choice through site and street design accommodating walking, bicycling, and transit access; strengthens the relationship between land use and the pedestrian realm through compact development patterns and human-scaled design; provides neighborhood-serving commercial, civic, and recreational opportunities that contribute to a complete community and sense of place; and incorporates sustainable design practices, including protection of environmental features, integration of stormwater facilities as functional and visual amenities, and inclusion of open space.

- a. Place Type. The Mixed-Use Centers/Corridors Place Type illustrates the long-range development vision for ZKMS designated lands.
- b. Use Characteristics. Lands designated ZKMS are intended to accommodate the following:
 - 1) Primary Uses: Neighborhood-serving retail, restaurant, service, office, civic, recreational, and open space uses.
 - 2) Secondary Uses: Integrated residential uses, including multi-story mixed-use buildings, live-work units, and adult living facilities, designed to support walkability and mixed-use vitality. Residential uses shall be vertically or horizontally integrated with nonresidential uses. Single-family detached dwellings are not permitted within this category.
 - 3) Excluded Uses: Uses primarily designed for automobile access or dependent on high vehicle volumes, including large retail or big-box establishments, drive-through facilities, and other traffic-intensive commercial operations that conflict with the pedestrian-oriented and mixed-use intent of the subarea.
- c. Locational Characteristics. Areas suitable for designation as ZKMS are identified on Map FLU-10 of the Future Land Use Map Series and are intended to function as compact mixed-use centers that provide transitions to adjacent residential and conservation areas.
- d. Development Standards. Development on lands designated ZKMS shall not exceed the following maximum standards:
 - 1) Nonresidential Intensity: 1.0 floor area ratio (FAR).
 - 2) Residential Density: 14 dwelling units per acre; residential uses shall be integrated with primary nonresidential uses.
 - 3) Mixed-Use Development: Nonresidential intensity and residential density may be applied concurrently and combined on a total-project basis, provided the overall development does not exceed the maximum standards and remains consistent with the intent of this category.

- 4) Residential Equivalent Uses: 3.0 beds per permitted dwelling unit at 14 dwelling units per acre.
- 5) Transient Accommodations: 1.0 FAR.
- 6) Impervious Surface Ratio (ISR)
 - a) Base ISR: 0.60.
 - b) Maximum ISR with Bonus: 0.70, where development is served by an existing or programmed regional stormwater management system and demonstrates compliance with adopted stormwater performance standards and proportional participation requirements.
- 7) Building Height: 3 stories or 35 feet.
- 8) These standards represent the maximum allowable density and intensity. More restrictive standards may be applied through the Land Development Code to ensure compatibility with surrounding existing and planned development, protection of environmental resources, and adequacy of public facilities and services.
- e. Zoning and Implementation. All lands designated ZKMS shall be rezoned to the Planned Unit Development (PUD) zoning district. The PUD shall demonstrate consistency with the purpose and intent of this category and address, at a minimum, the following:
 - 1) Compatibility with surrounding existing and planned land uses;
 - 2) Application of pedestrian- and transit-oriented design principles;
 - 3) Vertical and horizontal integration of uses within development sites;
 - 4) An interconnected street network incorporating multimodal design features;
 - 5) Mitigation of transportation impacts;
 - 6) Building intensity, placement, orientation, and massing that reinforce walkability and a human-scaled environment;
 - 7) Parking location and design that minimize visual and functional impacts;
 - 8) Inclusion of public and semi-public realm features such as plazas, greens, and community spaces;
 - 9) Provision of functional open space, including parks and greenway connections;
 - 10) Protection of environmentally sensitive areas, including floodplains, buffers, and tree canopy;
 - 11) Preservation of significant viewsheds and topographic features;
 - 12) Provision of public facilities and services consistent with City standards;

- 13) Consistency with the City's economic development objectives; and
14) A coordinated phasing plan, where applicable, to support orderly and sustainable build-out.

POLICY LU-1-6-3:FLU 1.6.6 Commercial Standards

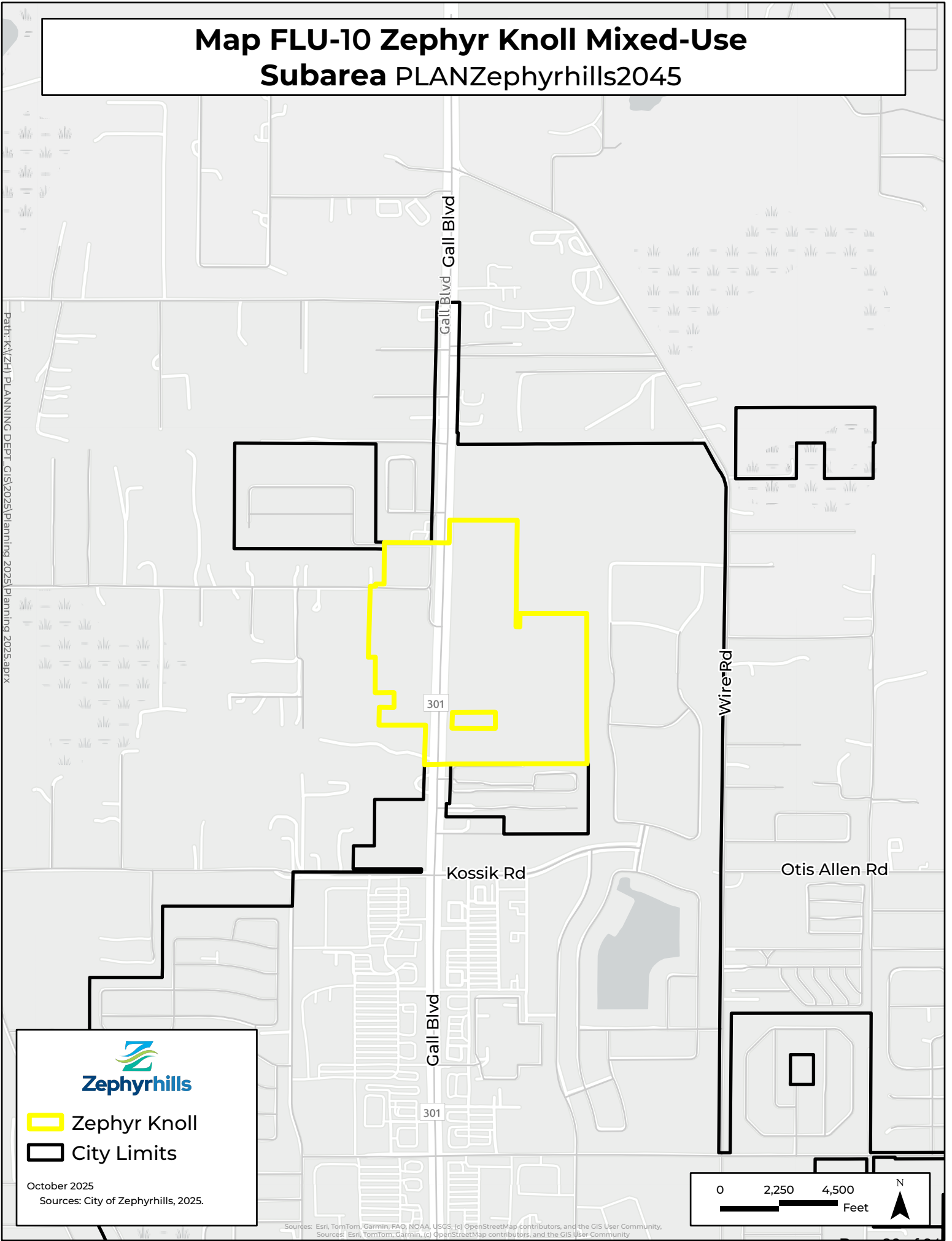
The City shall prohibit isolated commercial development that results in inefficient land use patterns or requires higher disproportionate public service costs (e.g., water, sewer, police, fire, and roads) including the need to extend water, wastewater, police, fire, or transportation infrastructure. By December ~~2011~~2026, the City will amend its the Land Development Code to include direct commercial development to locations where adequate infrastructure and services are available or planned and to include service efficiency criteria ~~for commercial development.~~

EXHIBIT “C”

Map FLU-10 Zephyr Knoll Mixed-Use Subarea City of Zephyrhills Comprehensive Plan Future Land Use Map Series

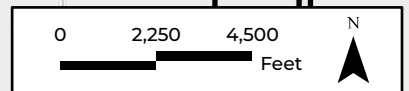
Map FLU-10 Zephyr Knoll Mixed-Use Subarea PLANZephyrhills2045

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- Zephyr Knoll
- City Limits

October 2025
Sources: City of Zephyrhills, 2025.



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community.
Sources: Esri, TomTom, Garmin, (c) OpenStreetMap contributors, and the GIS User Community

EXHIBIT “D”

Mixed Use Center and Corridor Place Type

City of Zephyrhills Comprehensive Plan



Zephyrhills PlaceTypes

Mixed-Use Centers / Corridors

The **Mixed-Use Centers/Corridors PlaceType** establishes a vision for compact, walkable activity hubs that integrate retail, office, residential, hospitality, recreational, and civic uses. These areas function as focal points of daily life and destination-oriented activity, supporting a connected pattern of urban development that enhances economic vitality, housing choice, and community livability.

Mixed-Use Centers and Corridors are intended to evolve over time through redevelopment of underutilized properties or phased development guided by coordinated planning and infrastructure investment.

CHARACTER & CONTEXT

Mixed-Use Centers/Corridors vary in scale and intensity based on surrounding development patterns, infrastructure capacity, and community vision. They are typically located along major corridors, at key intersections, or near transit routes where higher-intensity development can be supported.

These areas are designed to accommodate growth in a manner that reinforces neighborhood compatibility, promotes

complete and connected districts, and strengthens community identity through high-quality design and placemaking.

FORM, SCALE, & TRANSITION

The built environment within Mixed-Use Centers/Corridors should be compact, human-scaled, and pedestrian-oriented. Development is characterized by multi-story buildings with active ground-floor uses that frame and activate the public realm.

A graduated approach to height and intensity is encouraged:

Core Areas: Generally accommodate greater height and intensity, with minimal front setbacks and continuous street-facing buildings.

Transition Areas: Provide reduced building heights, step-backs, enhanced landscaping, and design treatments that ensure compatibility with adjacent neighborhoods or conservation areas.

Building articulation, modulation, and roofline variation should reinforce human scale and reduce perceived massing.

LAND USES

Development within this Place Type includes a mix of primary and supporting uses appropriate for a walkable environment.

Primary Uses: Neighborhood-serving retail, restaurants, personal services, offices, residential units, live-work spaces, hotels, assisted living facilities, and small-scale maker or artisan uses. Ground-floor flexibility

Mixed-Use Centers/Corridors

PRIMARY USES

- Retail shopping and personal services
- Restaurants, cafes, and entertainment venues
- Offices and professional services
- Hotels and visitor accommodations
- Residential (integrated mixed use)
- Assisted living facilities
- Live-work units
- Artisan, maker, and small-scale light industrial uses

SUPPORTING USES

- Civic and community gathering spaces
- Pocket parks and plazas
- Multi-use greenway trails and trailheads
- Public art, wayfinding, and placemaking features

is encouraged to accommodate small businesses, co-working spaces, live-work units, or adaptive reuse over time.

Supporting Uses: Civic and community facilities, pocket parks, plazas, greenway trails and trailheads, and public art or wayfinding elements that reinforce a sense of place.

MOBILITY & CONNECTIVITY

A hallmark of this PlaceType is its walkable design and multimodal network. Streets, sidewalks, trails, and pathways should provide safe, comfortable, and convenient access for all users, integrating pedestrians, bicyclists, and transit riders. Key design principles:

- Short block lengths and mid-block connections to improve walkability
- Complete Streets cross-sections with pedestrian amenities, shade, and lighting
- Integrated trail and greenway connections linking surrounding neighborhoods
- Consolidated curb cuts and shared driveways to reduce vehicular conflicts

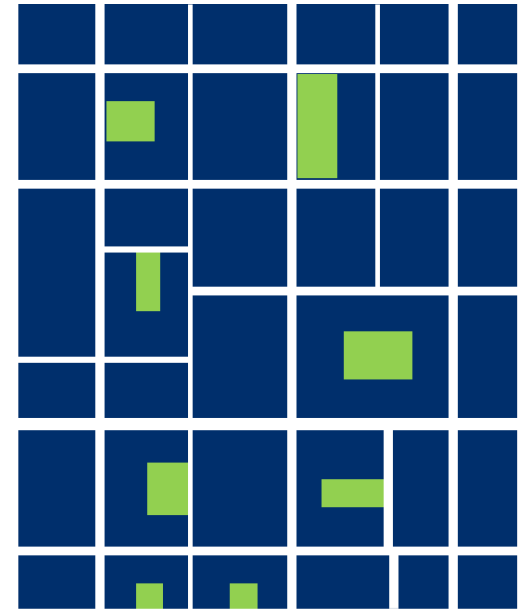
PUBLIC REALM & OPEN SPACE

Buildings should define and activate the public realm by fronting streets and framing a network of visible, accessible open spaces. Public and semi-public spaces, including plazas, pocket parks, greenways, and stormwater features, should be strategically located to support recreation, gathering, and placemaking.

Open space and stormwater systems are encouraged to serve multiple functions, contributing to environmental resilience, aesthetic quality, and community use.

DESIGN & IMPLEMENTATION

Development should emphasize high-quality, pedestrian-oriented design. Buildings are



Street and Open Space Network Concept

expected to engage the street through entrances, transparency, and active ground-floor uses. Parking should be located behind buildings, screened from public view, or integrated within structures.

Landscaped buffers, greenways, and stormwater features should enhance the overall aesthetic, unify the streetscape, and support environmental performance.

Future land use categories and implementing zoning regulations will define specific parameters for density, intensity, height, and design. A form-based code or regulating plan may be used to ensure consistent application and design coherence with this PlaceType.



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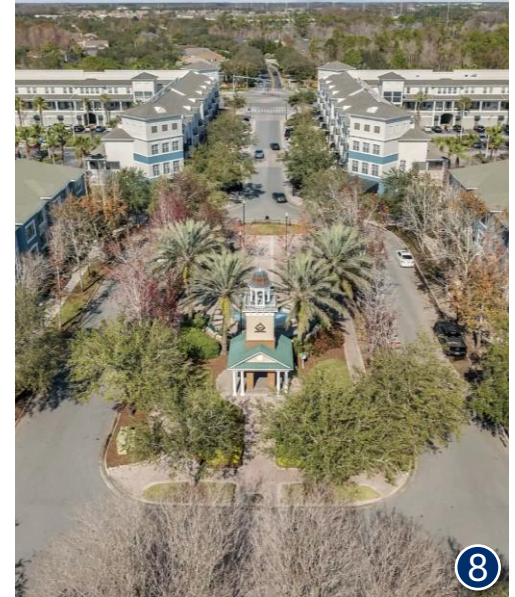
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Zephyrhills PlaceTypes

Defining Features of Mixed-Use Centers/Corridors

- 1 Pedestrian-friendly mixed-use buildings with active ground-floor retail and upper-floor housing, fostering vibrant street life and promoting walkability.
- 2 Well-designed urban parks incorporating green infrastructure elements, enhancing stormwater management, environmental resilience, and overall quality of life.
- 3 Connected pedestrian pathways that link commercial destinations with surrounding residential neighborhoods, supporting safe, convenient, and multimodal access.
- 4 Human-scaled street grids, rear parking, and integrated green spaces create walkable, inviting environments that encourage social interaction and community identity.
- 5 Preserved and enhanced natural vegetation provides visual buffering and helps integrate mixed-use development into surrounding rural and suburban contexts.
- 6 Neighborhood-serving commercial uses offer walkable access to daily goods and services, supporting local needs and reducing vehicle dependency.
- 7 Urban greenways enhance multimodal connectivity and create inviting transitions between commercial hubs and adjacent residential areas.
- 8 Architectural character, public art, and streetscape design contribute to a strong sense of place and arrival, making mixed-use centers vibrant and memorable.

End Planning Report