Board of County Commissioners
Agenda
Land Use Workshop – Sustainable Land Use Policy
January 9, 2020
1:30 – 3:00 p.m.

I.	Call to Order	Lesley "Les" Miller, Jr., Chair, BOCC
II.	Overview	Lucia E. Garsys, Deputy County Administrator
III.	Land Use Policy Approach	Melissa Zornitta, Executive Director, Planning Commission
IV.	Board Discussion	Board of County Commissioners
V.	Closing Remarks / Adjourn	Lesley "Les" Miller, Jr., Chair, BOCC

Attachments: Land Use Workshop – Sustainable Land Use Policy Presentation

PROPOSED FRAMEWORK FOR POLICY APPROACH
Revised based on December 19, 2019 Feedback

	DEFINITIONS	ENSURING QUALITY OF LIFE & PLACEMAKING IN THE BUILT ENVIRONMENT		
		ENVIRONMENTAL SUSTAINABILITY	ECONOMIC SUSTAINABILITY	SOCIAL SUSTAINABILITY
FINANCIAL POLICIES	Our ability to financially sustain service levels and other obligations in the long run without threatening our bond ratings or economic prosperity.	Protect and manage natural resources for the enjoyment of current and future generations as well as habitat protection. Examples include o Financial resiliency and post disaster recovery strategy o Transfer of development rights programs o Septic to sewer conversion program o Continue to add ELAPP land	Ensure that service and management demands created by new growth in Hillsborough County can be funded through the revenue generated by that growth without degrading service to current residents and businesses. Examples include o Update impact fees o Explore the use of TDR banking to help fund improvements to affordable housing in areas where we want growth to occur o Financial resiliency and post disaster recovery strategy o Align operating and services costs funding with revenues that have broad bases across existing and new residents, businesses and visitors. o Incentivize the type of growth we want and stop incentivizing growth outside the Urban Service Area.	Create financial policies and provide services that are equitable across the county, economic sectors and populations. Examples include o Update impact fees o Financially incentivize and implement the visions of Community Plans o Preserve and enhance historic, cultural and recreational resources o Support additional economic tools to incentivize affordable housing
LAND USE POLICIES	Sustainable land use is the management of land to meet present needs without compromising the ability of future generations to maintain their safety and quality of life.	Directing development for future population growth while protecting natural assets and limiting exposure to natural disasters. Examples include o Prepare for sea level rise impacts o Reduce septic tanks in the Urban Service Area o Consider large lot development using tools like TDR o Prioritize urban form and infill as well as green building, green infrastructure and energy efficiency	Ensure that citizens and businesses in Hillsborough County have affordable, reliable, and convenient access to the jobs and services. Examples include o Increase inventory of competitive sites o Preserve employment land and promote jobs/housing balance o Link transit and affordable housing o Prioritize redevelopment, infill and growth in the Urban Service Area. o Support the bona fide agricultural economy.	Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County. Examples include o Encourage the development of town centers and transit hubs that include affordable housing o Preserve rural character, transitions, and design o Update RP-2 and WVR policies and standards o Prioritize connectivity in community design
INFRASTRUCTURE POLICIES	Sustainable infrastructure refers to the design, building, and operation of public assets in ways that do not diminish or endanger the social, economic and ecological systems required to maintain equity, diversity, and a functioning community.	Ensure that infrastructure investments improve safety, public and environmental health. Examples include o Infill our water and wastewater system gaps in the Urban Service Area o Pursue alternate water sources o Encourage protected wildlife crossing of major infrastructure investments o Make infrastructure investments resilient to climate change and natural disasters	Provide infrastructure that supports a growing, diverse economy that sustainably optimizes median income, job creation, business development, and taxable value. Examples include o Ensure that infrastructure is available to support land use patterns o Make transit improvements appropriate to the land use and corridor context they traverse o Coordinate land use and transportation planning among all modes and relevant agencies, and jurisdictions o Timing and phasing of infrastructure and growth	Ensure that adequate infrastructure is equitably provided across the county, economic sectors and populations. Examples include o Apply Vision Zero to the transportation system on all corridors and modes o Link transit and affordable housing o Make sure that TOD supports pedestrians, cyclists and non-motorized alternatives o Health in All Policies o Availability and accessibility of infrastructure

Land Use Workshop- Sustainable Land Use Policy

JANUARY 9, 2020

Hillsborough County **Florida**

Plan Hillsborough

Proposed Framework for Policy Approach (December 19, 2019 workshop)

	Environmental Sustainability	**Economic Sustainability**	**Social Sustainability**
Financial Policies			
Land Use Policies			
Infrastructure Policies			

Today's Workshop

- Growth Trends
- Approaches to change those trends
- Examples of how and where
  those approaches could be applied

HOW WE GREW – ECONOMIC ENGINES

Fort Brooke - 1824

Fort Brooke, founded at the mouth of the Hillsborough River as the central strategic military post in the Tampa Bay area. *Military Road* connects between Fort Brooke and Fort King (Ocala).

Plant City - 1885

Plant City, a cotton growing center, is incorporated in conjunction with the construction of the *Florida Southern Railroad* between Sanford and Tampa. It becomes a hub for the shipment of agricultural products produced throughout Hillsborough County.

Brandon - 1890

Brandon, a farming community between Tampa and Plant City, is platted. It becomes a center for trade after the completion of the *Florida Central and Peninsular Railroad*.

Welcome - 1893

Welcome, a settlement in eastern Hillsborough County connected Plant City via the *Florida Central and Peninsular Railroad*. It becomes a center of commerce, supporting manufacturing, citrus packing, a lumber mill and a grist mill. It disappears when the lumber supply is depleted and train service is discontinued in 1916.
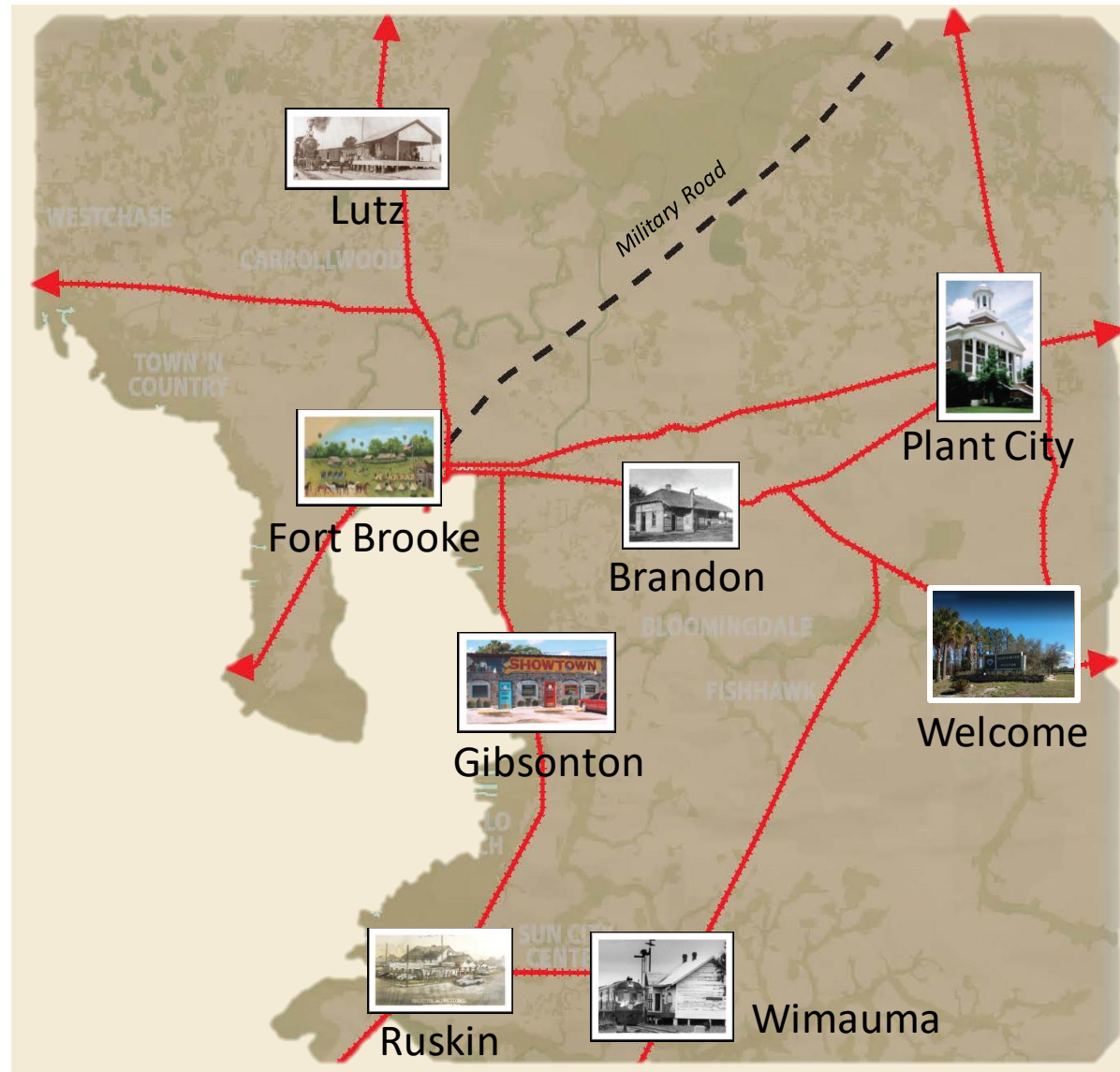
Wimauma - 1902

Wimauma, a farming community is connected to Plant City with the completion of the *Seaboard Air Line Railroad*. Goods produced and grown near are shipped north to Plant City and other markets. The train opens up the area to sawmills, turpentine, cattle raising, and packing plants.

Lutz - 1907

Lutz, a turpentine and shingle making community between Tampa and Brooksville, expands timber exports from the area via rail after the completion of the *Tampa Northern Railroad*.

RUSKIN - 1913

Ruskin, a utopian college town is founded. By 1913, agricultural products produced in Ruskin could be exported via the *Seaboard Airline Railroad* to Wimauma. With the closing of Ruskin College in 1918, the area is able to survive as an agricultural center.

Gibsonton - 1924

The *Tampa Southern Railroad* is completed through Gibsonton, a farming and fishing village on the Alafia River. This facilitates the opening of a phosphate plant to process phosphate mined in eastern Hillsborough and western Polk County.

HOW WE GREW

1930's
- Great Depression
- Streetcar in place
- FHA is created introducing long term down payment loans
- Drew Field (later TIA) Completed
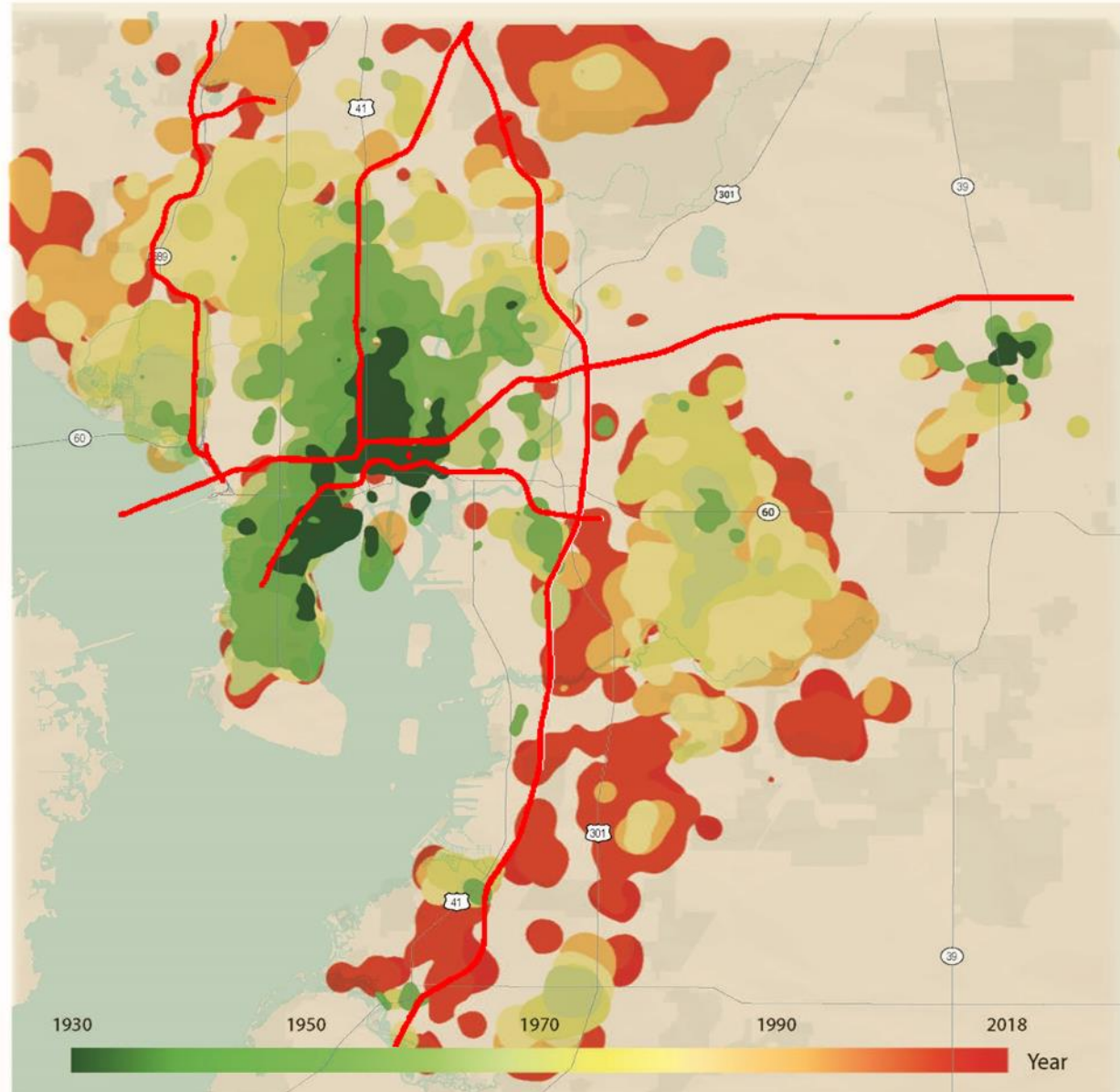- MacDill Airforce base established

1940's
- WWII/Baby Boom
- GI bill provides veterans funds for college unemployment insurance, and housing
- Tampa's electric streetcar system shut down

1950's
- International flights begin
- Federal-Aid Highway Act of 1956 creates Interstate Highway System
- USF Founded

1960's
- I-4 segment from Tampa to Orlando completed
- More than 40 percent of homes have central air conditioning

1970's
- Environmental Protection Agency created
- Crosstown Expressway connecting Gandy and downtown Tampa opens

1980's
- Crosstown Expressway east of downtown to Brandon
- I-75 is completed
- H. Lee Moffitt Cancer Center opens on the USF campus
- ELAP approved

1990's
- Urban Service Area adopted
- Brandon Town Center and Citrus Park Mall built

2000's
- Housing Boom and Crash
- TECO Line Streetcar System begins operating
- Lee Roy Salmon Expressway reversible lane opens

WHAT WE LOOK LIKE TODAY

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- Streetcar in place
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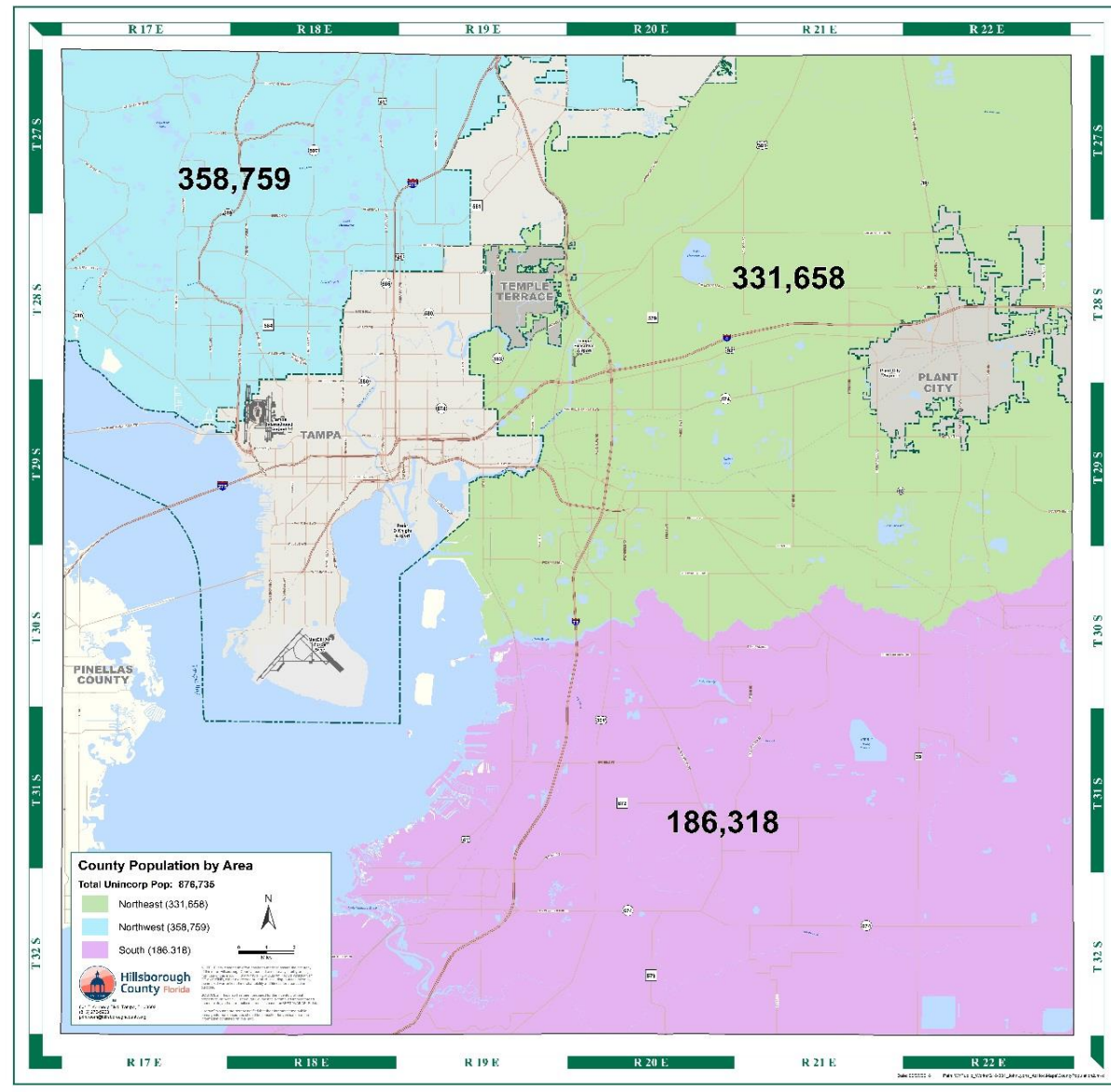- MacDill Airforce base established

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County Population by Area
Total Unincorp Pop: 876,735
- Northeast (331,658)
- Northwest (358,759)
- South (186,318)

Hillsborough County Florida

358,759

331,658

186,318

Built Out Parcels

In the Urban Service Area, 174,000 acres (80%) of land is either built out, preserved through the Environmentally Lands Acquisition and Protection Program (ELAPP), or transportation and utility right-of-way.
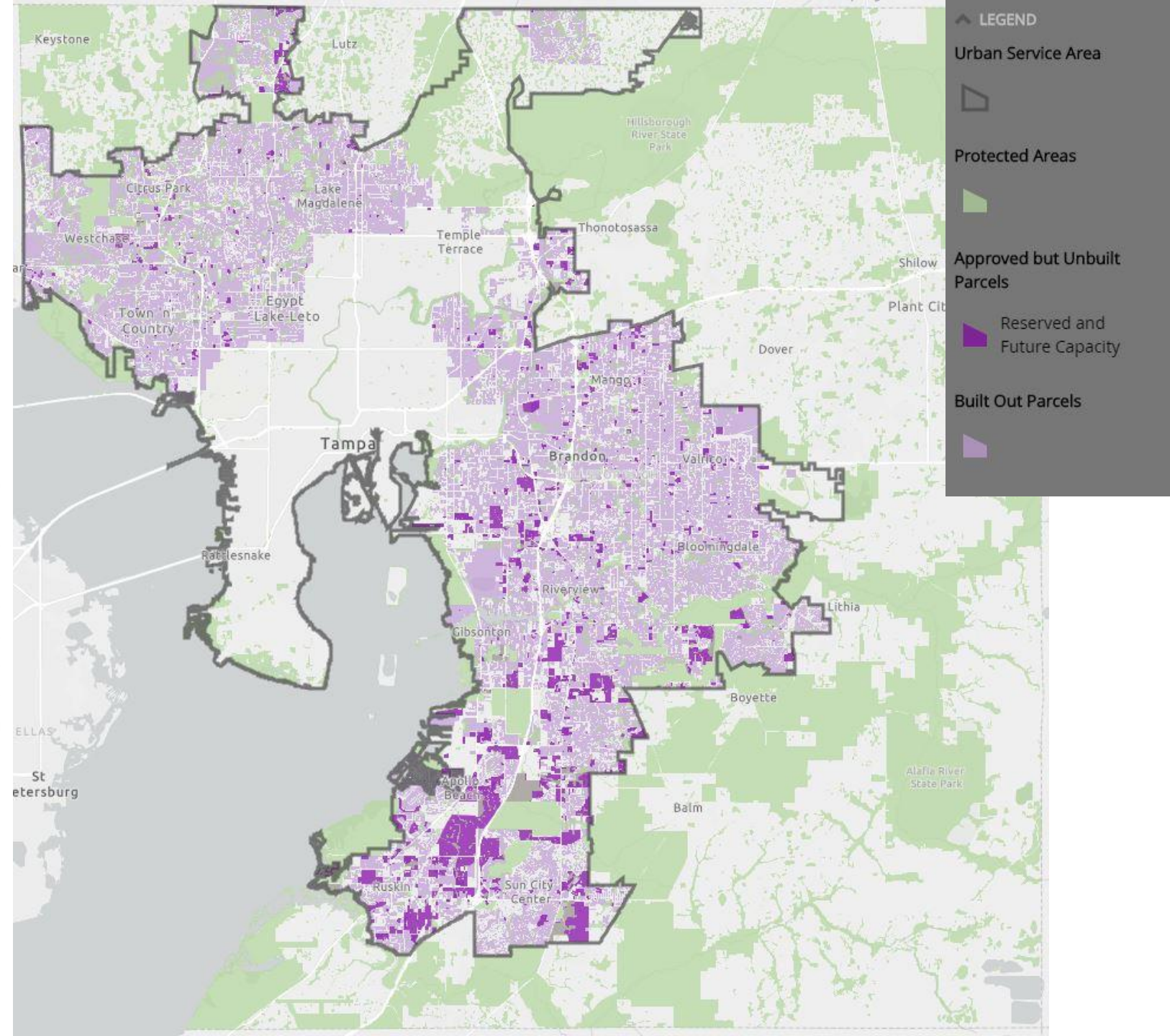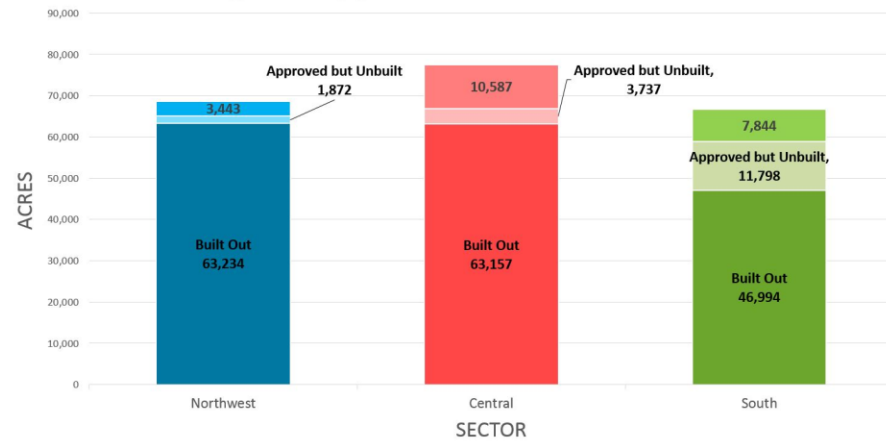

Acreage of Built Out Parcels
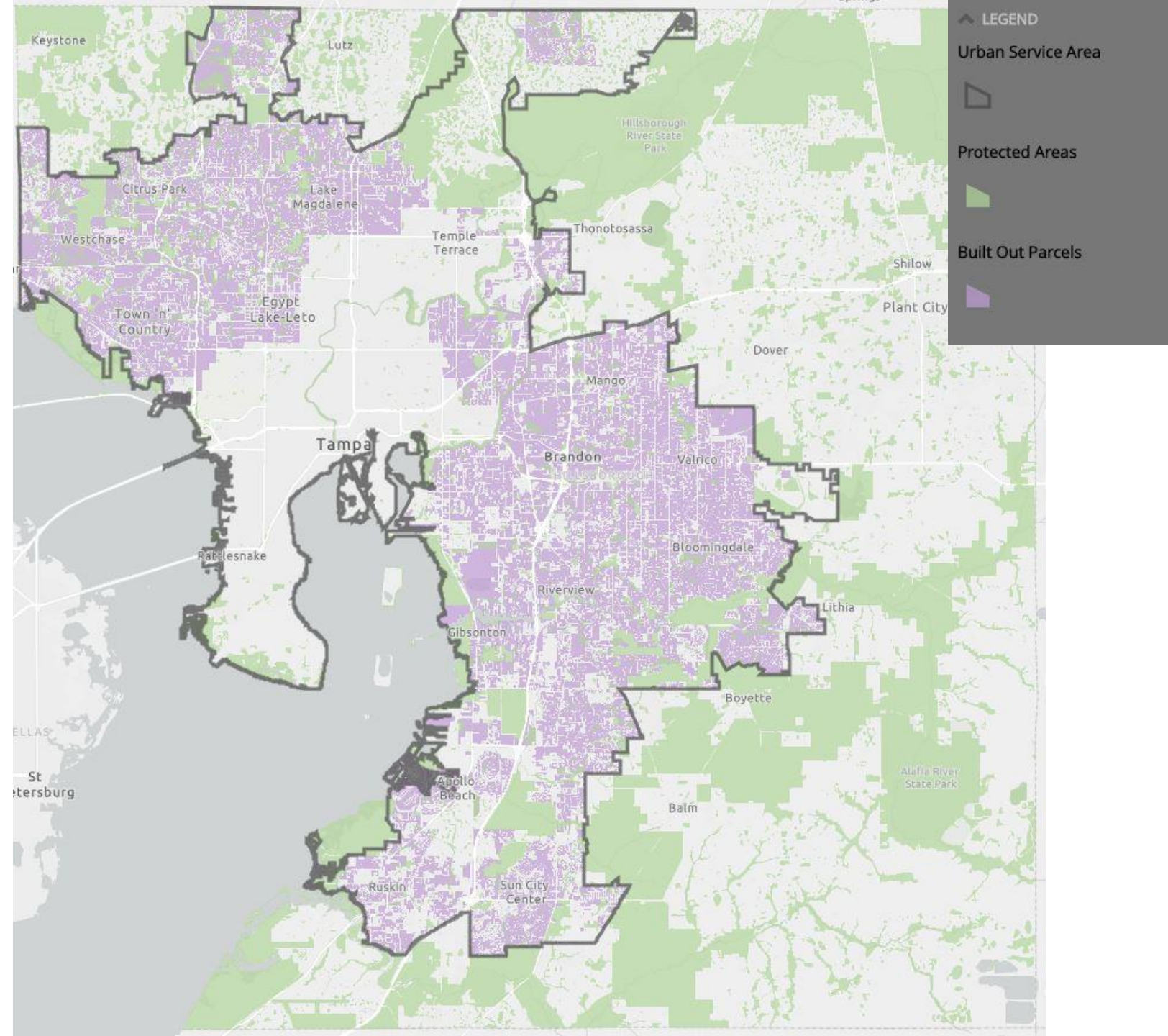
Development and Mobility

Approved but Unbuilt Parcels

Approximately, 17,400 acres is approved but unbuilt, which includes 34,287 residential units inside the Urban Service Area.


Acreage of Approved but Unbuilt Parcels

Development and Mobility
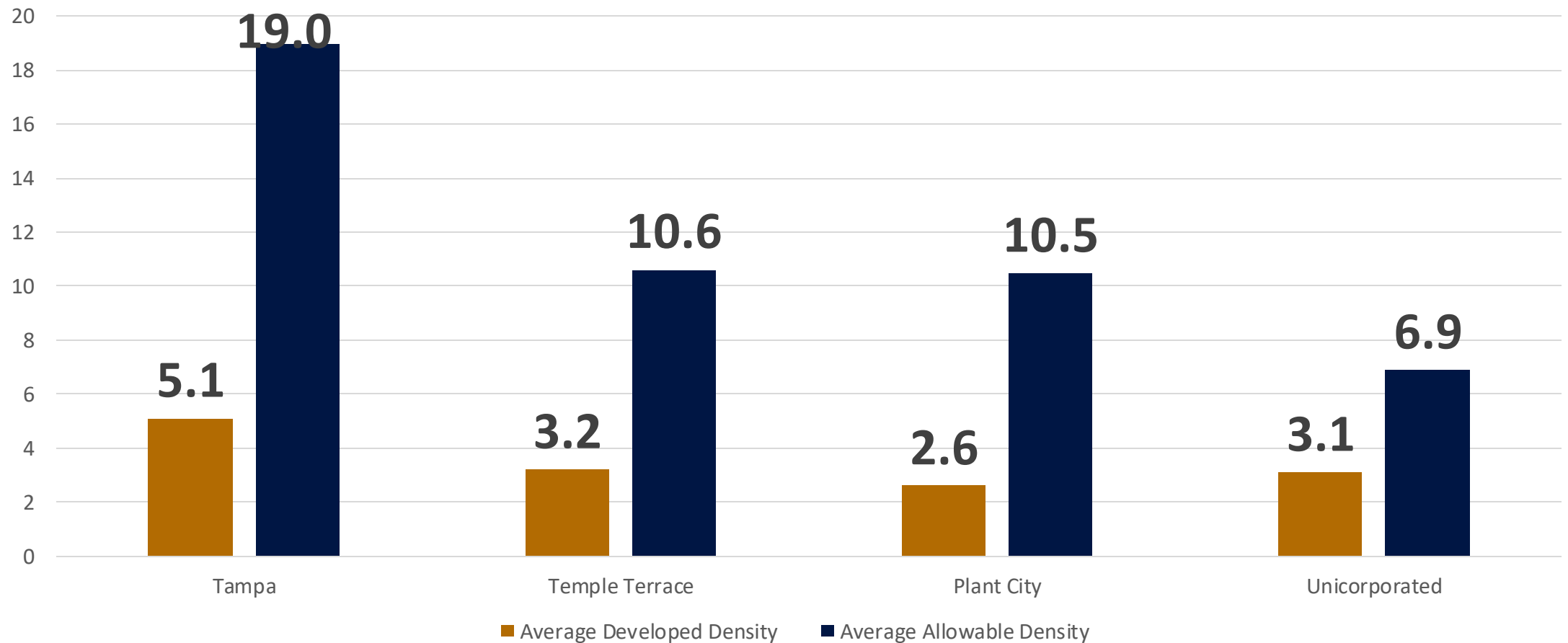

Unbuilt Parcels

Approximately, 22,600 acres are unbuilt. Some of these parcels may have underlying Planned Development zoning or other zoning categories that allow for urban or suburban development. Additional analysis is underway to determine the entitlements in these other zoning categories.

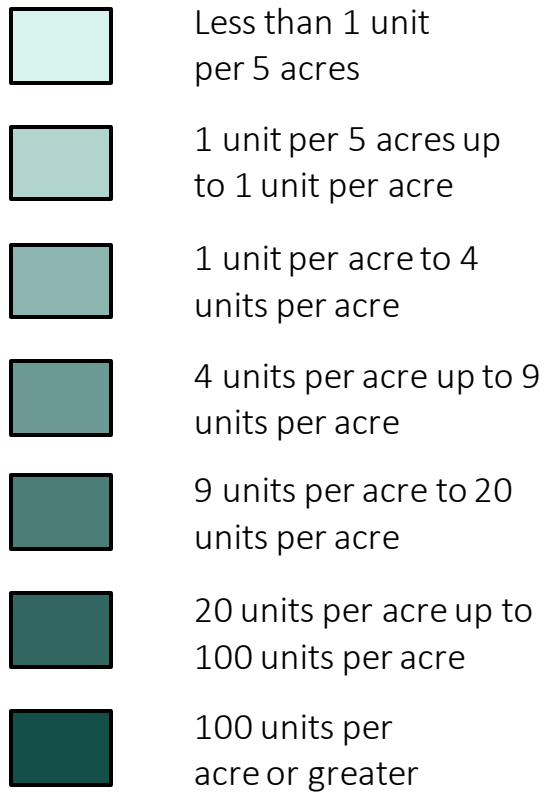[Click here for histogram showing unbuilt parcels by acreage](#)
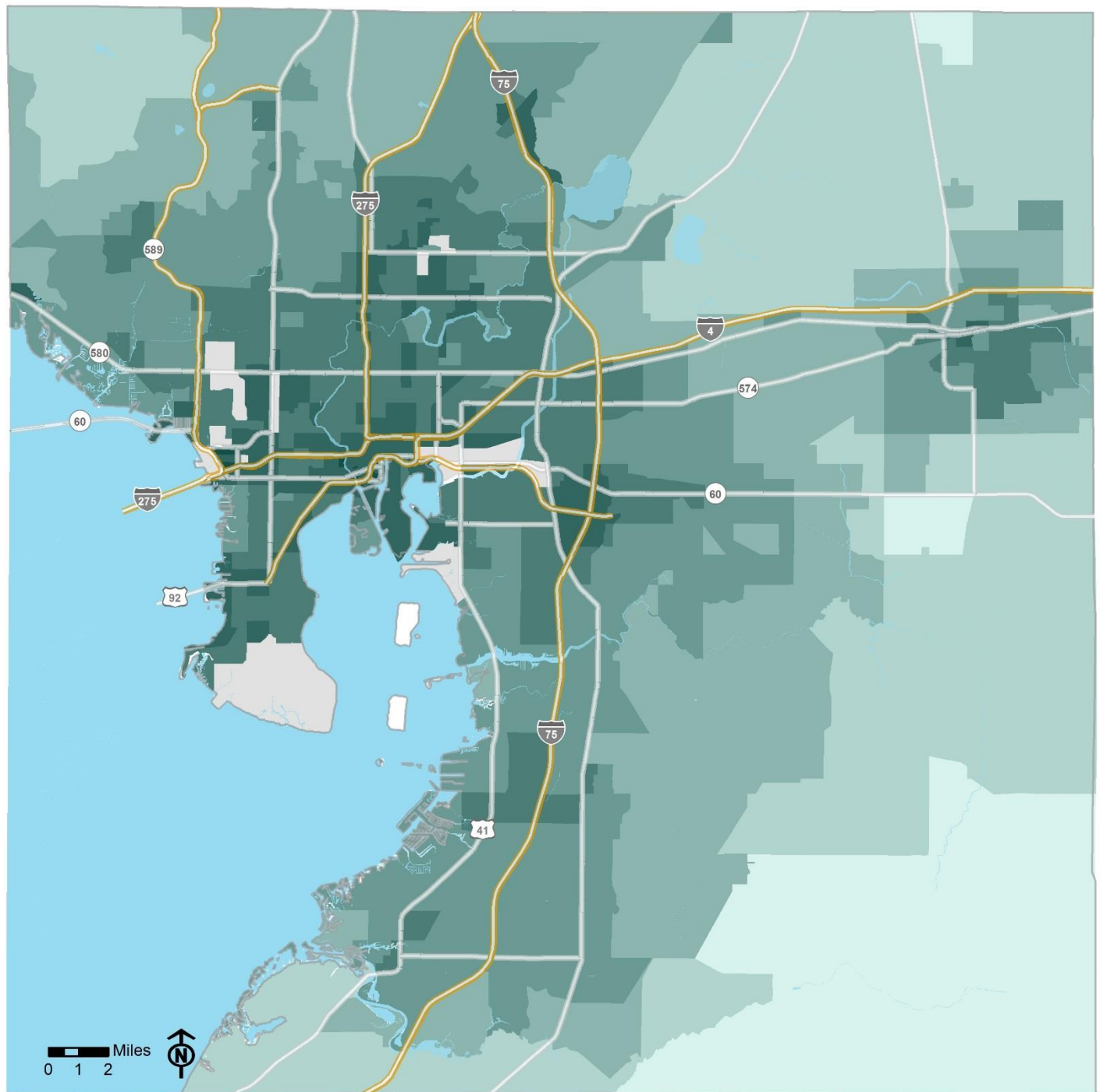

Acreage of Unbuilt Parcels

LEGEND

Protected Areas

Approved but Unbuilt Parcels
- Reserved and Future Capacity

Built Out Parcels

Unbuilt Parcels

Urban Service Area
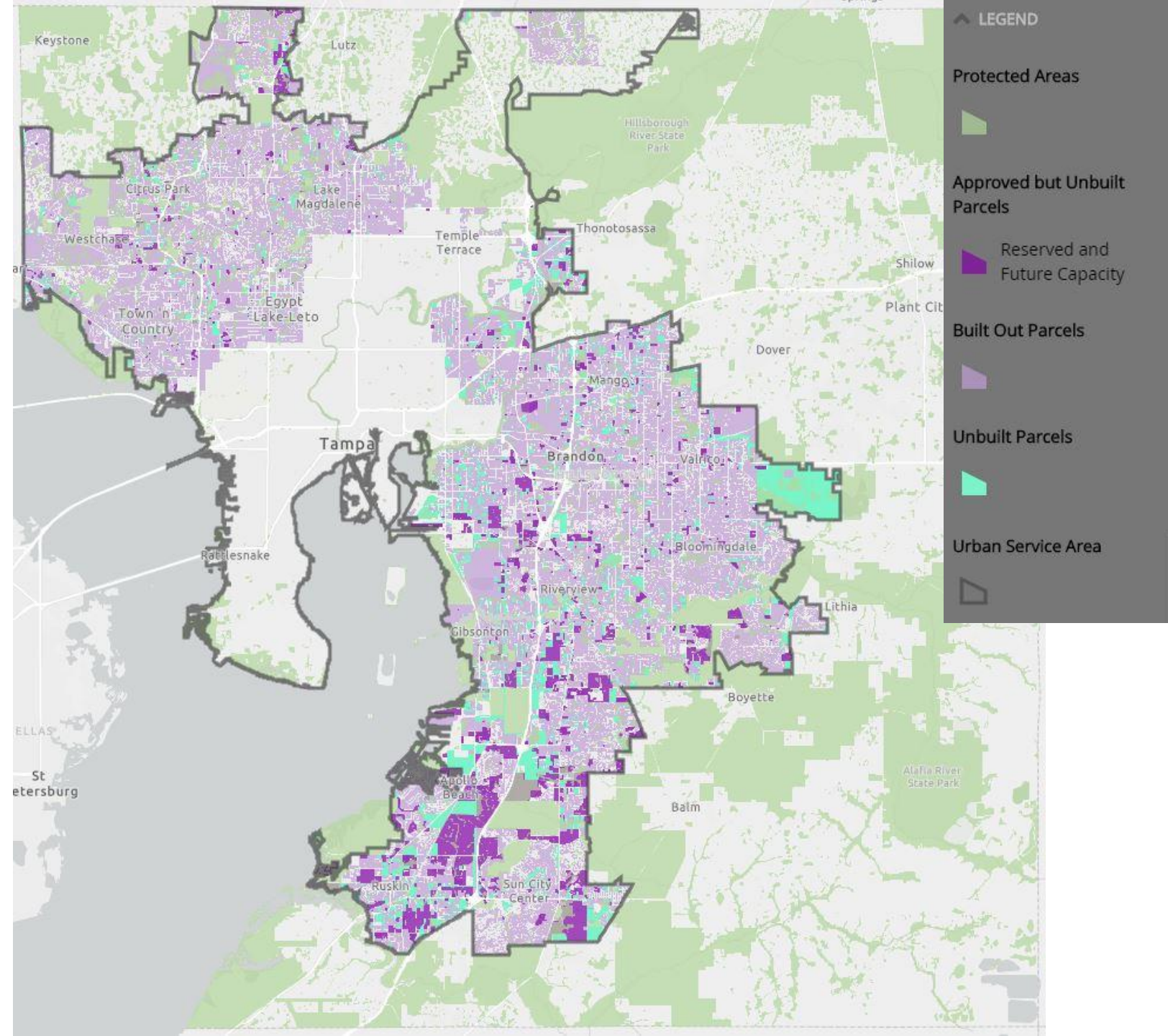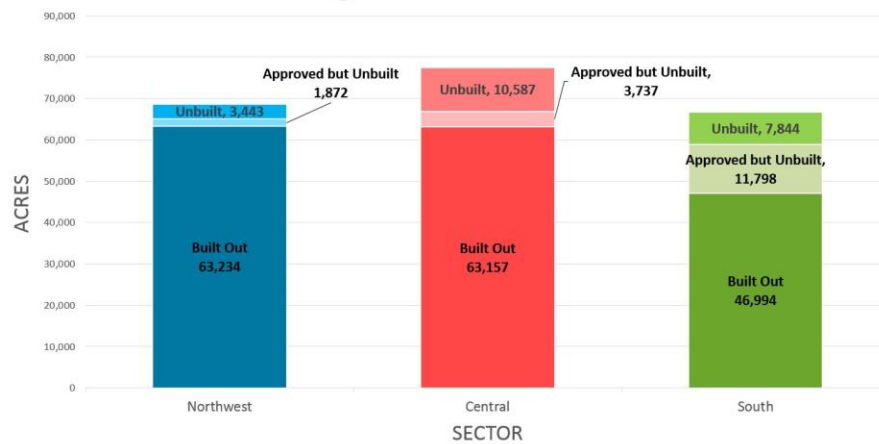
Comparison of Average Allowable Densities to Average Developed Densities

	Tampa	Temple Terrace	Plant City	Unicorporated
Average Developed Density	5.1	3.2	2.6	3.1
Average Allowable Density	19.0	10.6	10.5	6.9

Allowable Densities

■	Less than 1 unit per 5 acres
■	1 unit per 5 acres up to 1 unit per acre
■	1 unit per acre to 4 units per acre
■	4 units per acre up to 9 units per acre
■	9 units per acre to 20 units per acre
■	20 units per acre up to 100 units per acre
■	100 units per acre or greater

2045 Population and Job Growth

Actual Developed Densities

Less than 1 unit per 5 acres

1 unit per 5 acres up to 1 unit per acre

1 unit per acre to 4 units per acre

4 units per acre up to 9 units per acre

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100 units per acre or greater
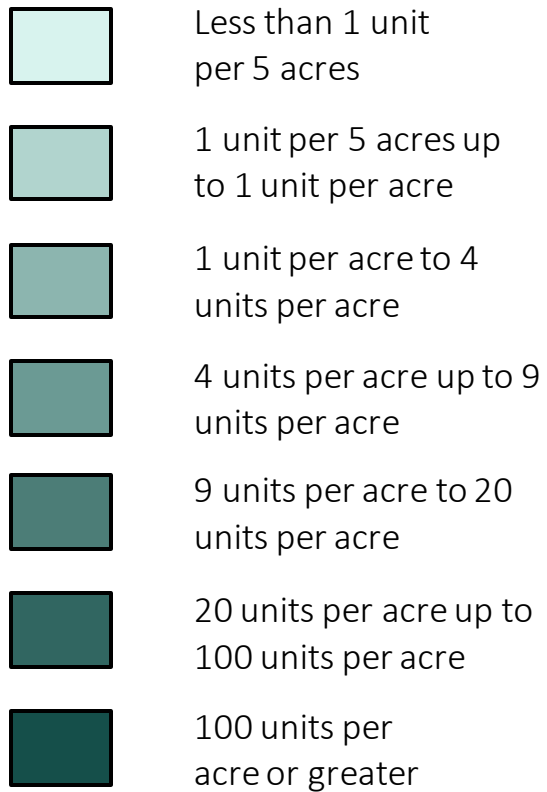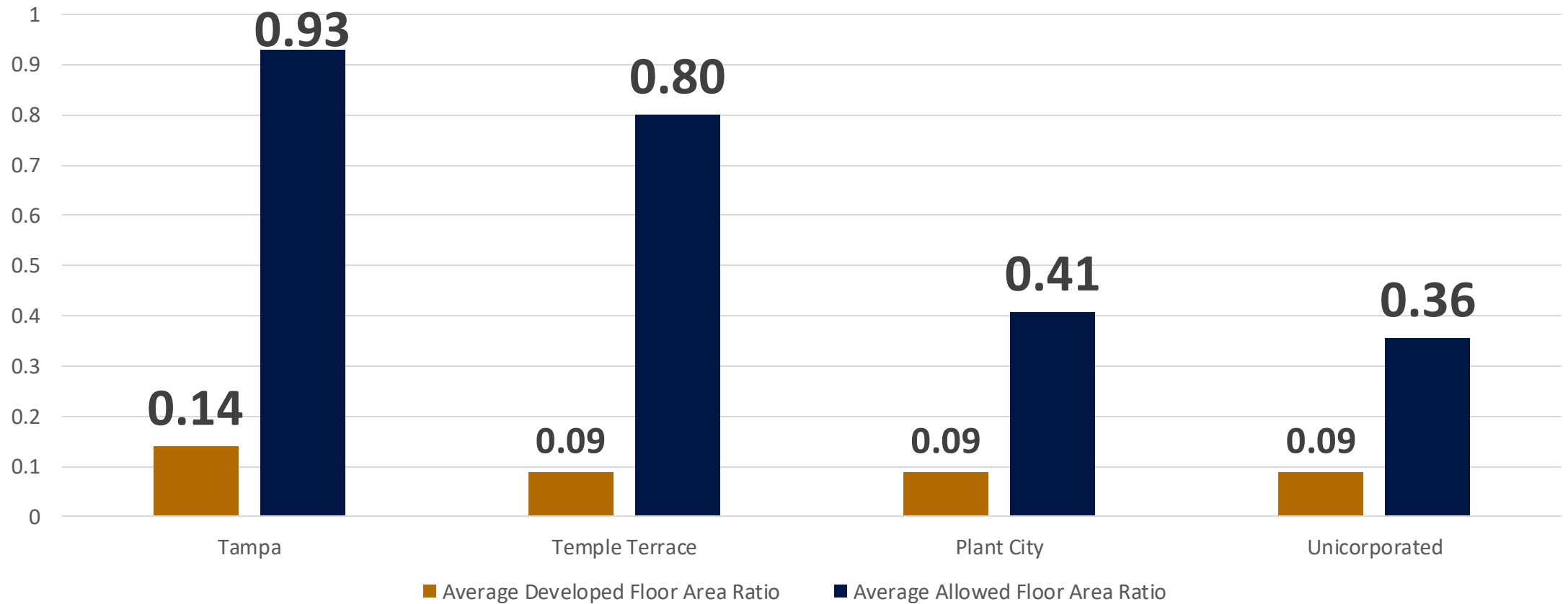
2045 Population and Job Growth
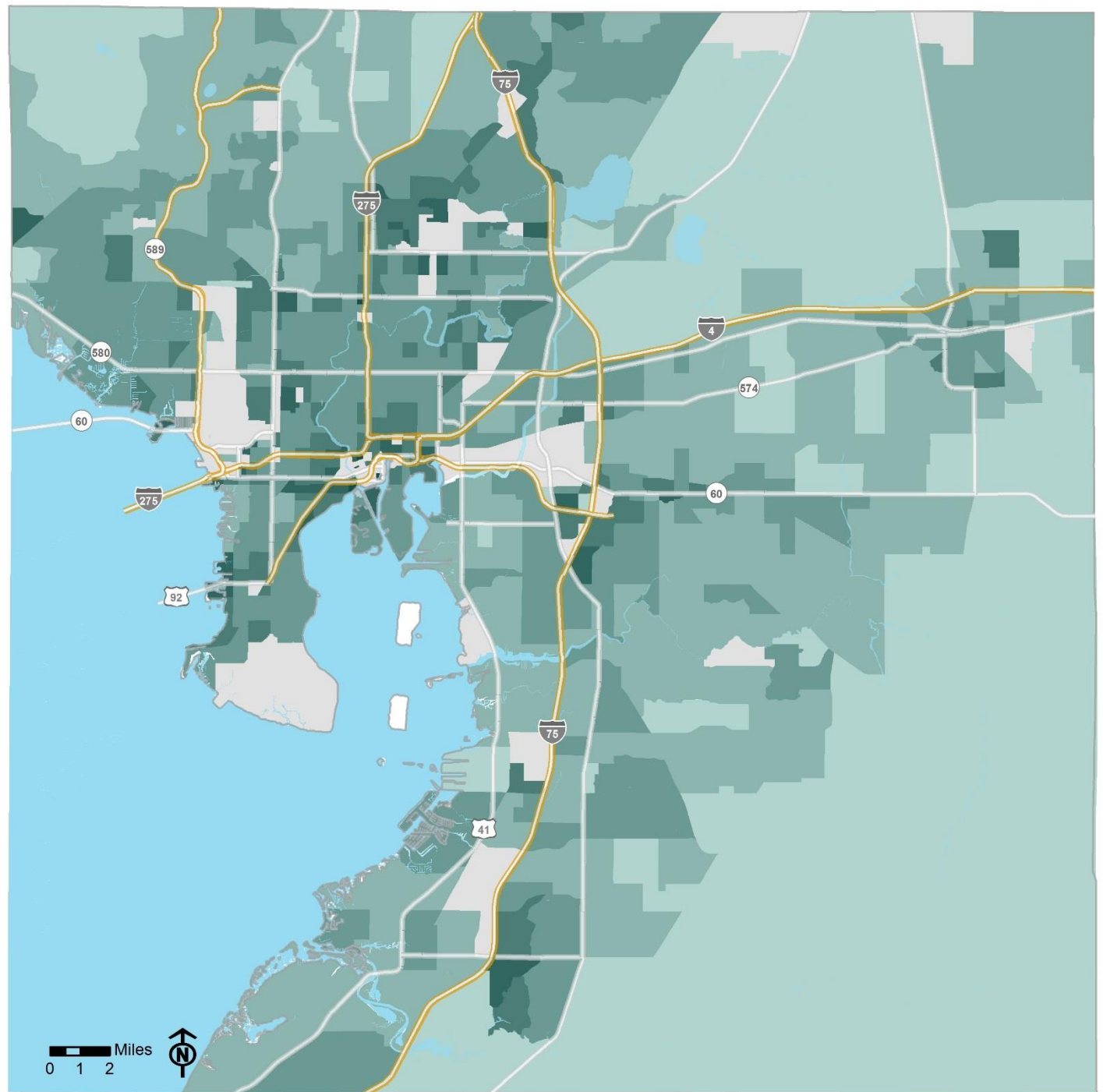
Current Utilization of Land

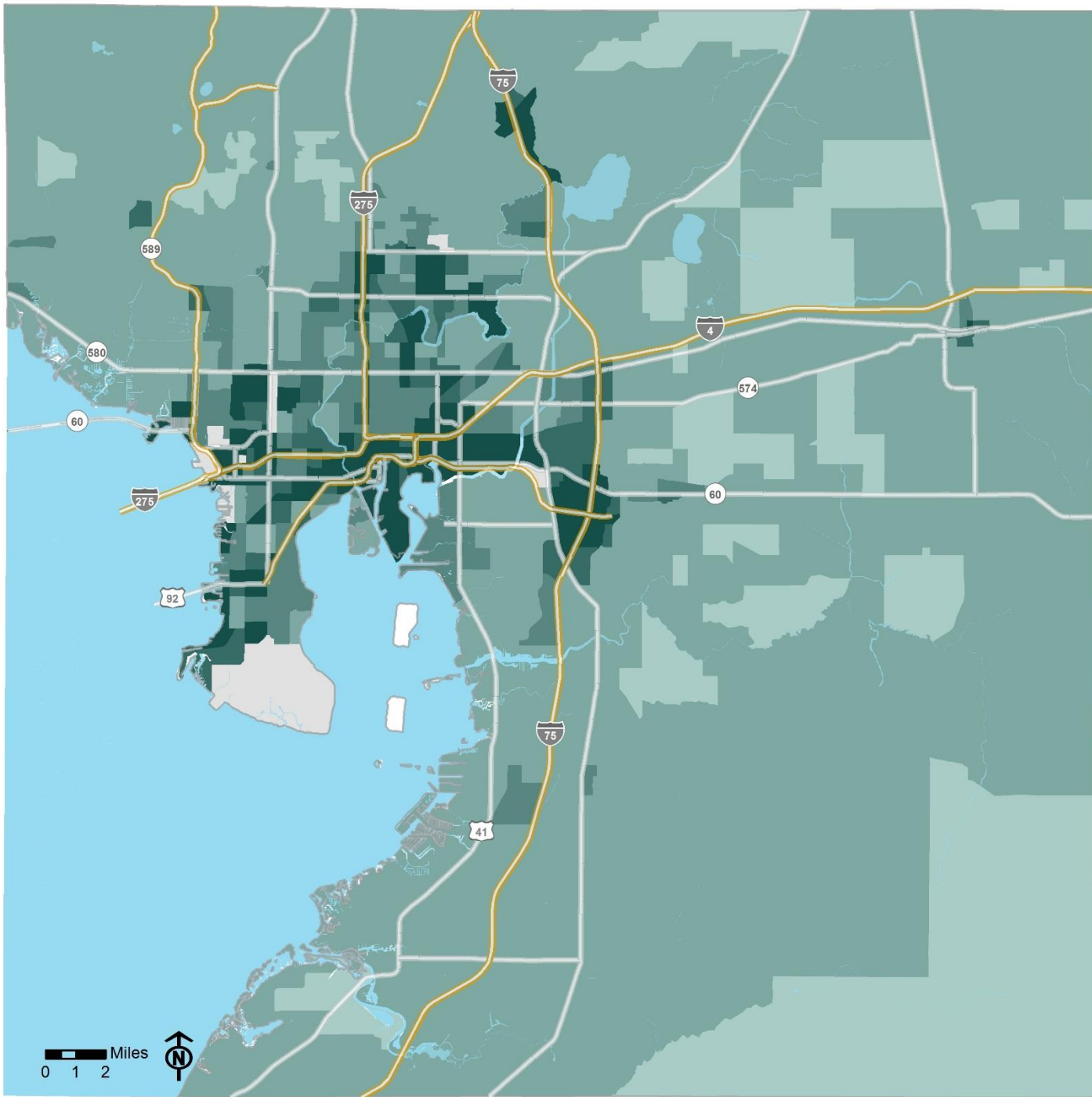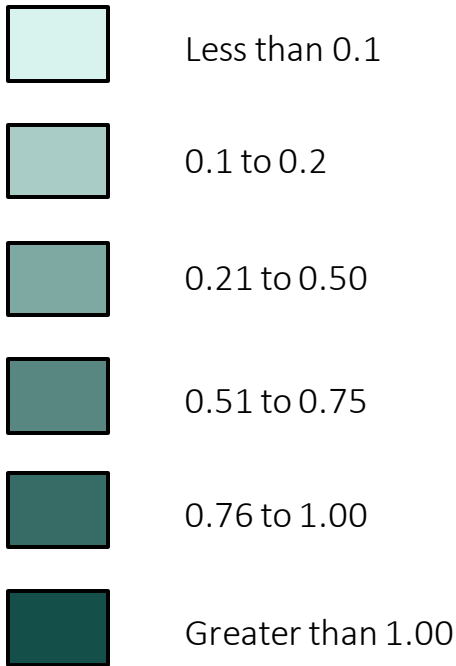Average Single Family Density = 3.5 dwellings per acre
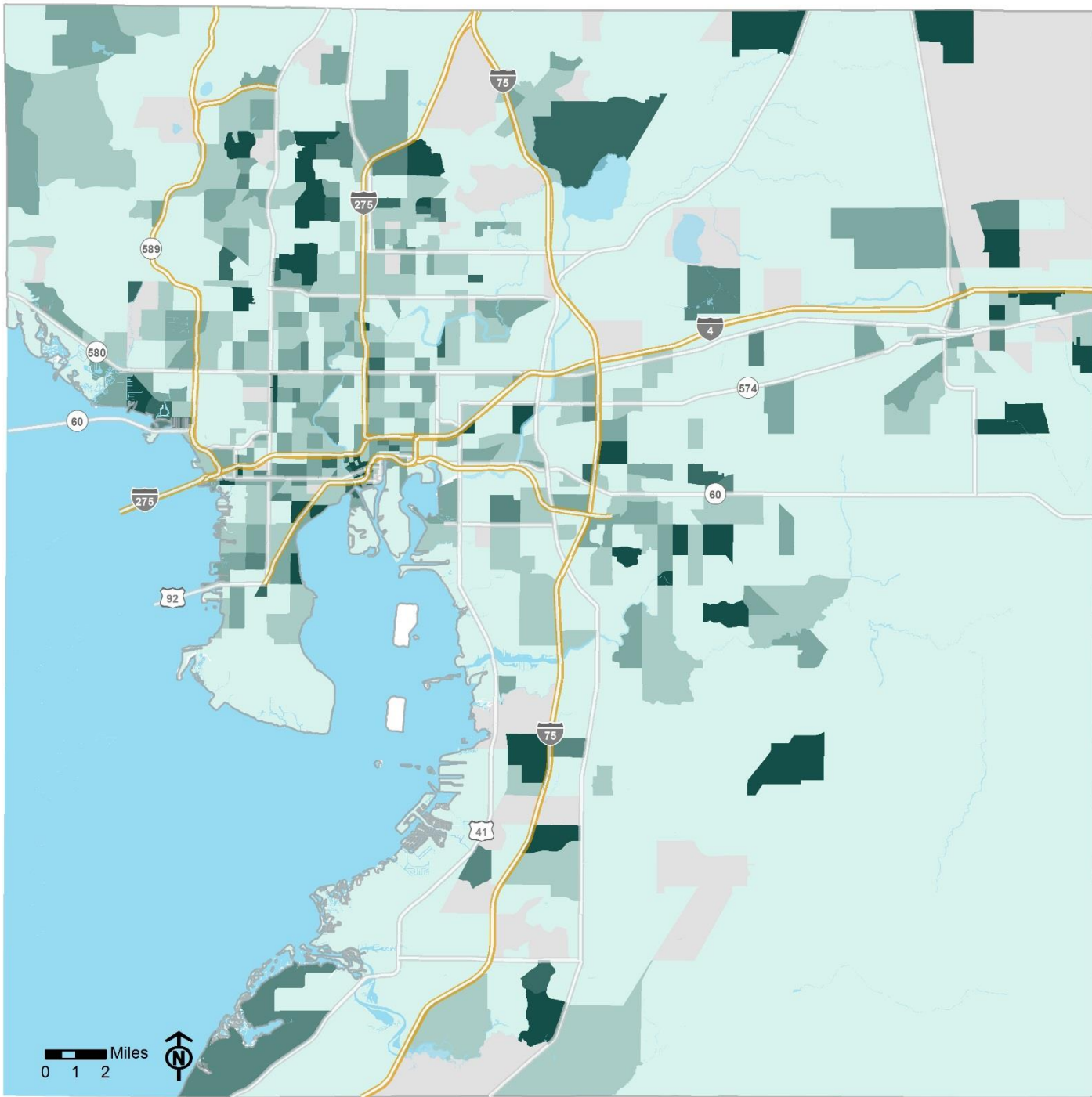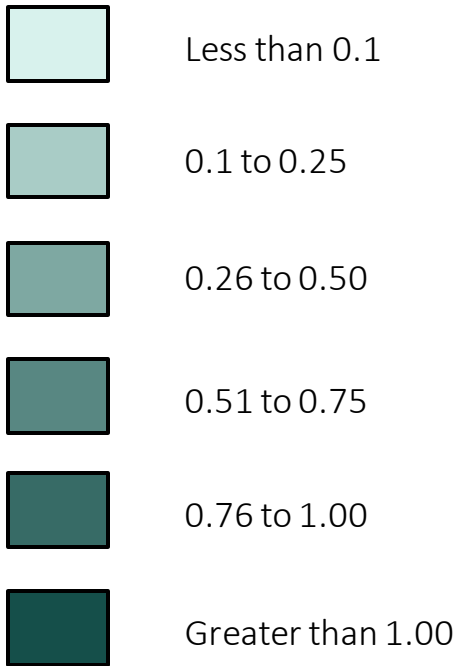
Average Multi-Family Density = 13.5 dwellings per acre

Comparison of Average Allowable Floor Area Ratios to Average Developed Floor Area Ratios

Bar chart comparing Average Developed Floor Area Ratio and Average Allowed Floor Area Ratio for Tampa, Temple Terrace, Plant City, and Unicorporated.

	Tampa	Temple Terrace	Plant City	Unicorporated
Average Developed Floor Area Ratio	0.14	0.09	0.09	0.09
Average Allowed Floor Area Ratio	0.93	0.80	0.41	0.36

Allowable Floor Area Ratios

	Less than 0.1
	0.1 to 0.2
	0.21 to 0.50
	0.51 to 0.75
	0.76 to 1.00
	Greater than 1.00

Actual Developed Floor Area Ratios

	Less than 0.1
	0.1 to 0.25
	0.26 to 0.50
	0.51 to 0.75
	0.76 to 1.00
	Greater than 1.00

Utilization of Land

Average Actual Built Non-Residential =
.10 Floor Area Ratio
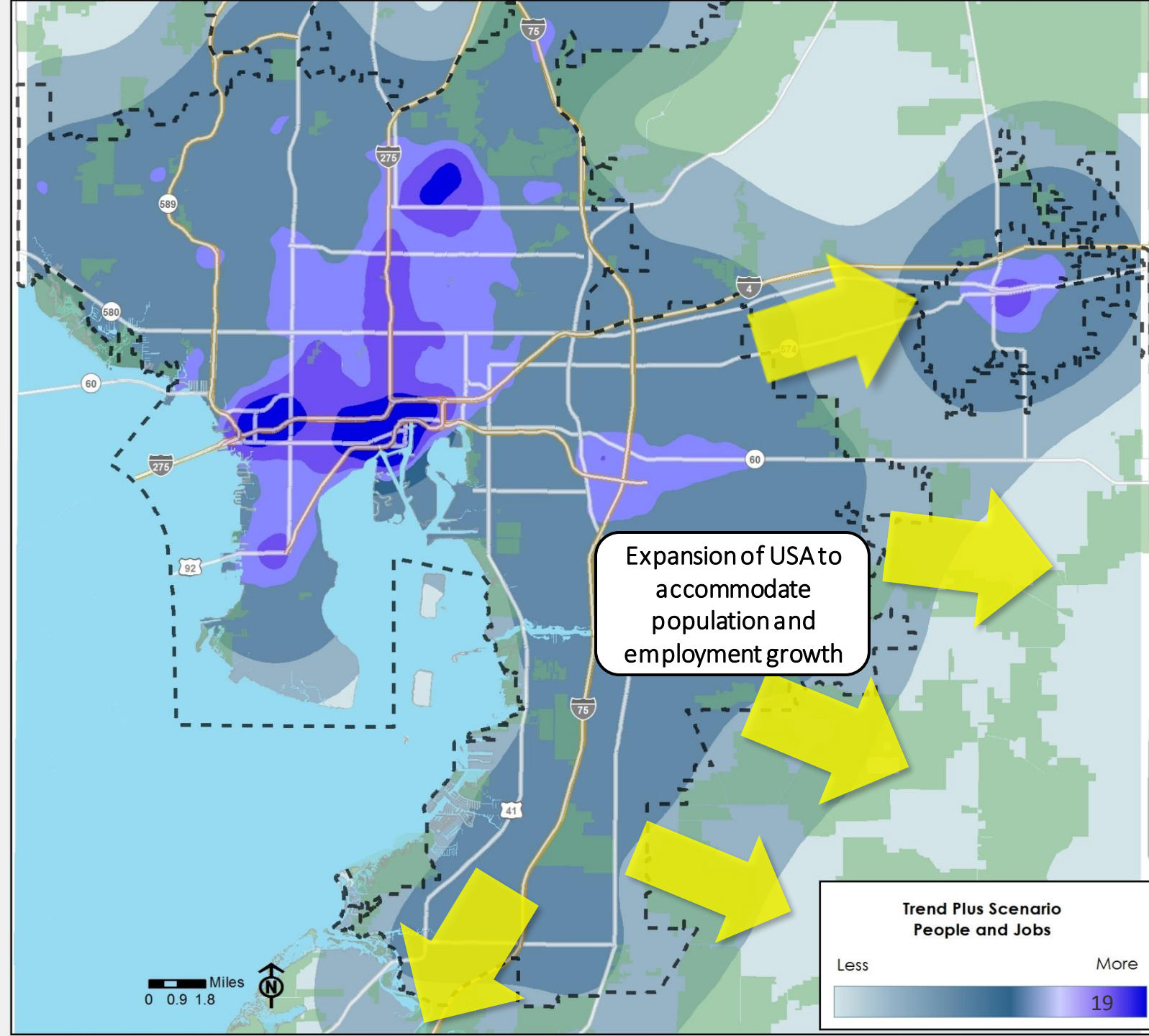
Example new USAA =
.38 Floor Area Ratio

20,000 New Residents Every Year

On average, each year since 2012, we have averaged 20,000 new residents each year countywide. The equivalent of adding one City of Temple Terrace annually.

If we continue the way we have been developing...

- Outward expansion

- Minimal market driven redevelopment and intensification

- Highway investment with secondary transit focus

Expansion of USA to accommodate population and employment growth

Trend Plus Scenario
People and Jobs

Less — More

19

Expansion trend would develop additional

54,000 acres

6,000 acres of **impervious surface**

17 MGD of **water demand**

700 miles of **new streets**

430,000 daily home-based **auto trips**

17,600 acres of **agriculture** consumed

One Future Scenario

To be Refined Based on Board Direction

Hybrid Scenario
People and Jobs

Less   More

22
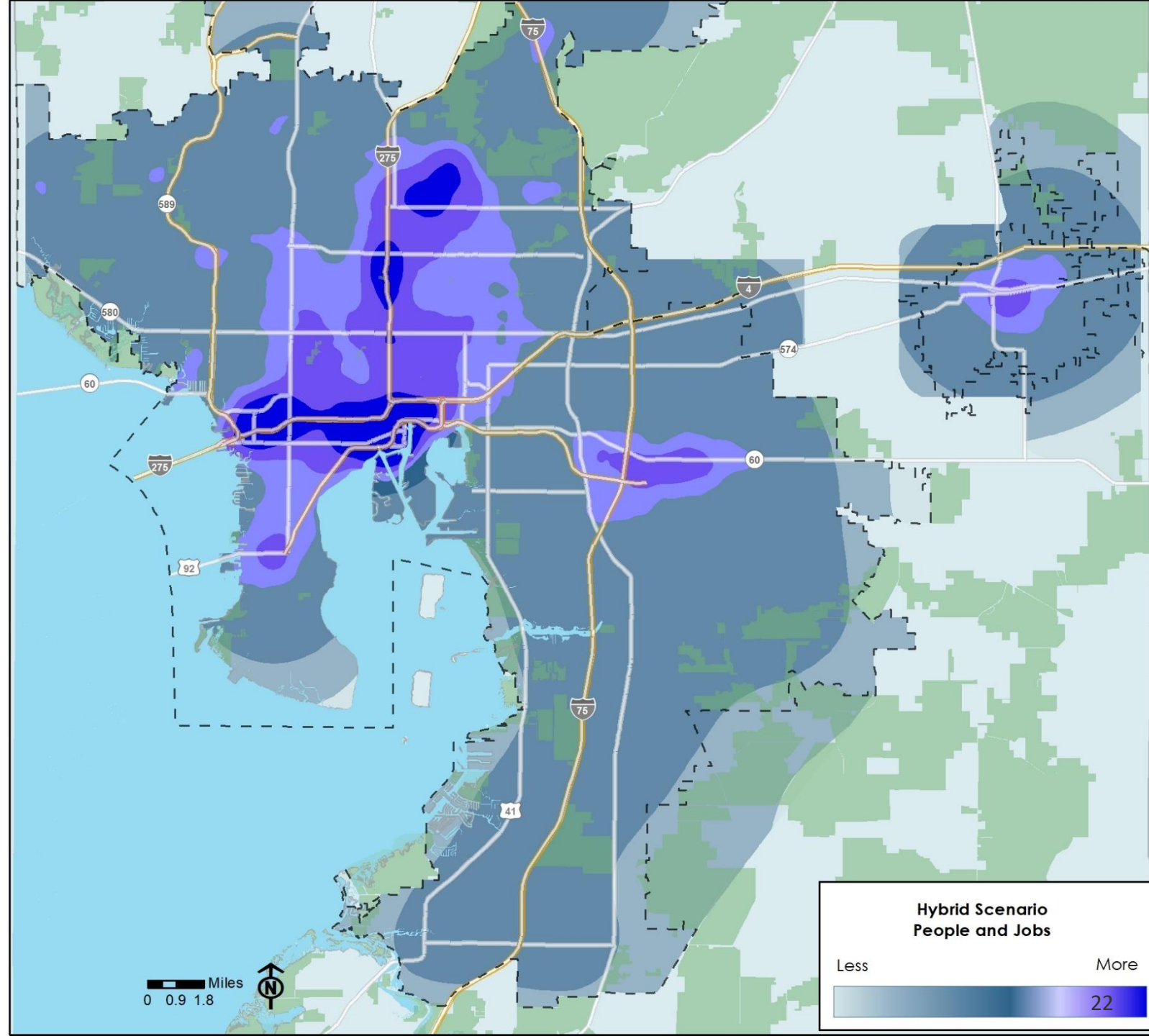
Future Scenario

- Focus growth in the Urban Service Area

- Relies on transit investment to guide growth

- Strategic Expansion Areas
  - 5,400 acres
  - 66,000 more people
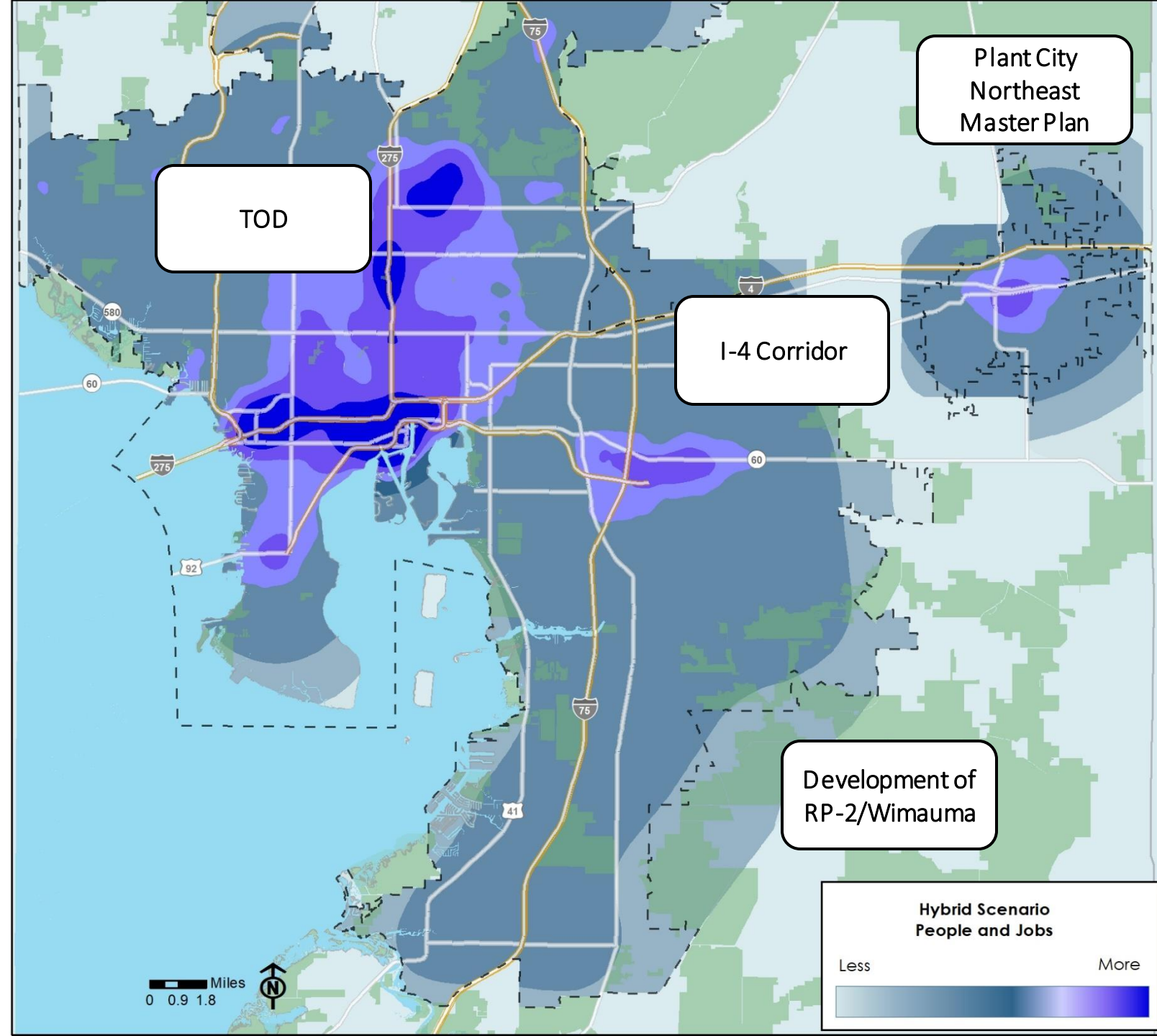
Approaches & Examples
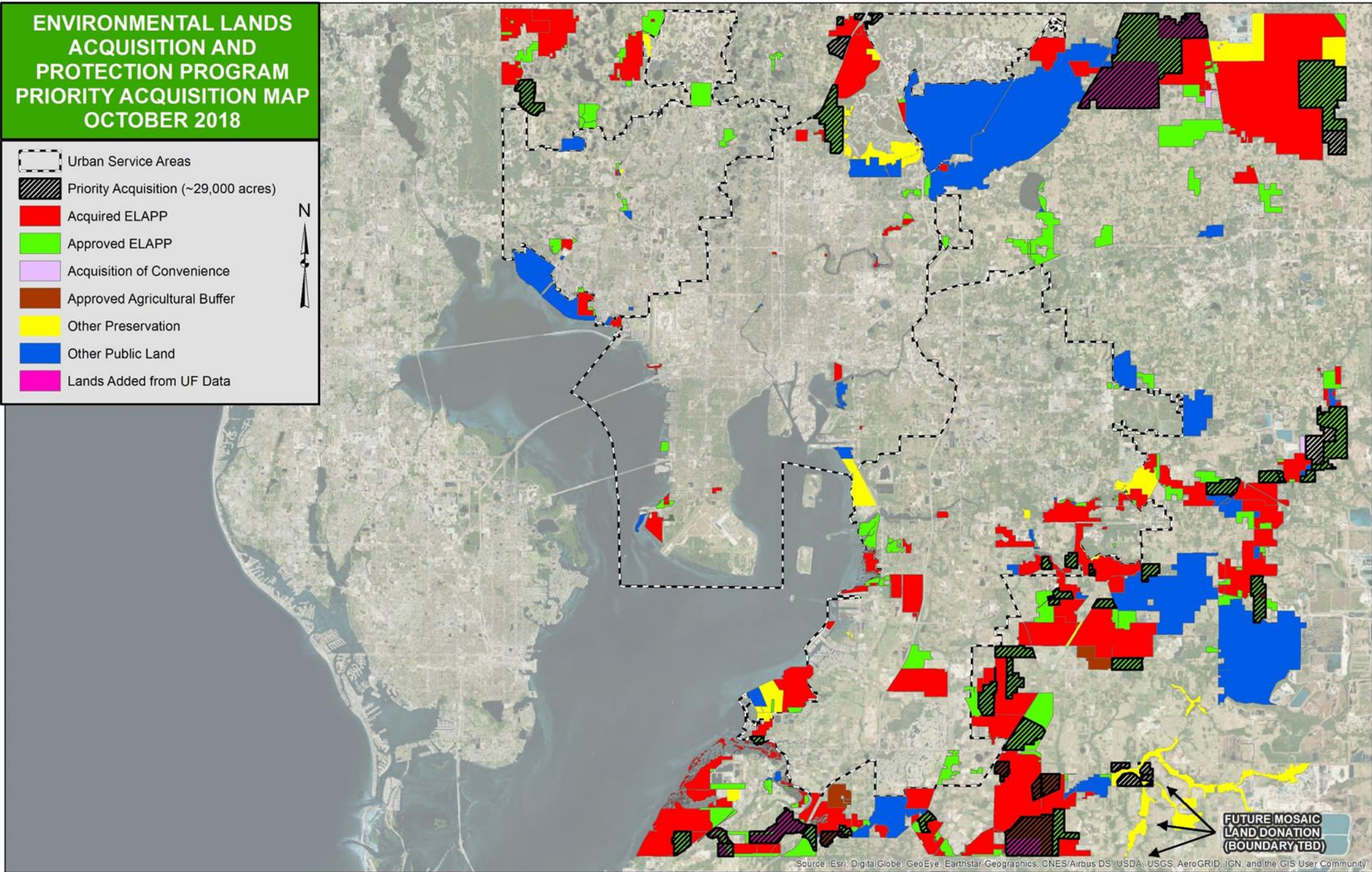
Land Use Policy & Environmental Sustainability

- Goal: Direct development to optimize areas of existing available land for future population growth while protecting natural assets and limiting exposure to natural disasters.

Natural Resources

- ☐ **Increase the acreage of natural preserve lands** and **avoid incompatible land uses** proximate to these areas to ensure no net loss of essential wildlife habitat in Hillsborough County.

- ☐ Expand methods and tools to increase water **conservation** and **protect the environment**, water sources, and surface waters from **degradation by development**.

- ☐ Recognize the **interconnectedness of water** resources and match the right resource to the right use.

- ☐ Continue to implement a coordinated l**and and water management process**, in part through the integration of **environmental protection** into **land development regulations** to ensure the protection of the attributes, functions, and amenities of the natural environment under all projected growth scenarios.

ENVIRONMENTAL LANDS
ACQUISITION AND
PROTECTION PROGRAM
PRIORITY ACQUISITION MAP
OCTOBER 2018

Urban Service Areas
Priority Acquisition (~29,000 acres)
Acquired ELAPP
Approved ELAPP
Acquisition of Convenience
Approved Agricultural Buffer
Other Preservation
Other Public Land
Lands Added from UF Data

N

FUTURE MOSAIC
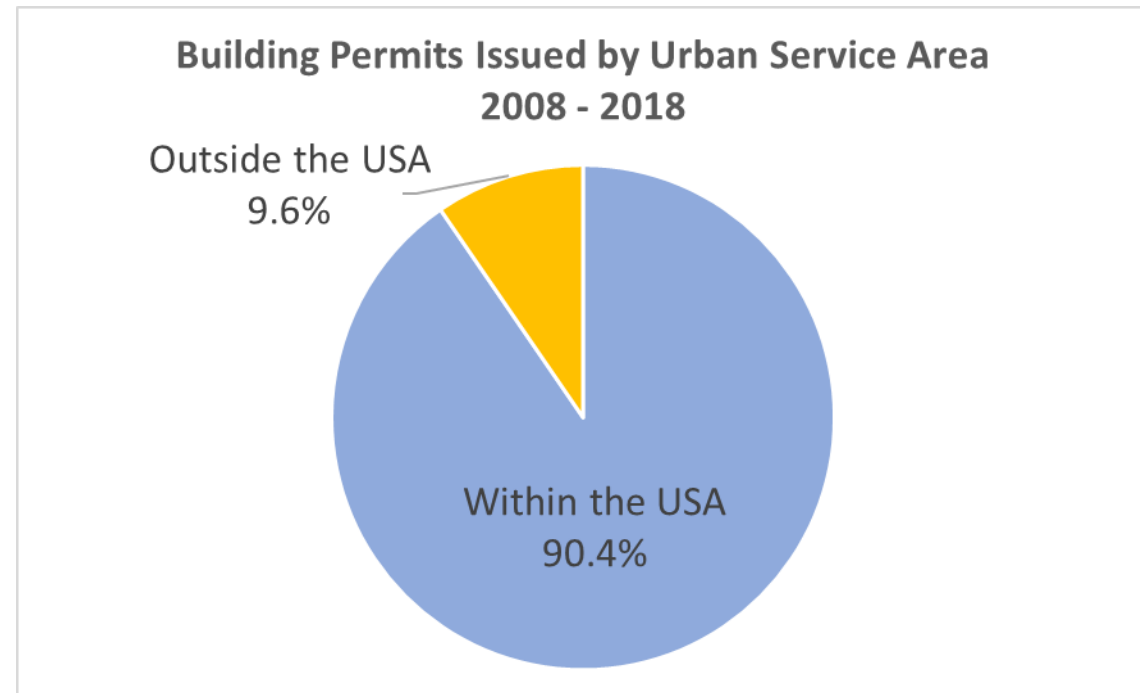LAND DONATION
(BOUNDARY TBD)

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Land Use Policy & Environmental Sustainability

- Goal: Direct development to optimize areas of existing available land for future population growth while protecting natural assets and limiting exposure to natural disasters.

Maximize Existing Infrastructure

☐ **Accommodate growing population** in areas of existing infrastructure within the currently adopted **Urban Service Area.**

☐ Strengthen land use policies to offer density and intensity bonuses to **incentivize maximum utilization of existing infrastructure** within the **currently adopted USA** and minimize growth's encroachment into rural and agricultural areas; create **Transfer of Development Rights** to achieve these goals.

- Develop **innovative and creative solutions to meet increasing demands** on environmental resources, such as green infrastructure, Low Impact Development and water supply alternatives.

Building Permits Issued by Urban Service Area
2008 - 2018

Outside the USA
9.6%

Within the USA
90.4%

Land Use Policy & Economic Sustainability

- Goal: Ensure that citizens and businesses in Hillsborough County have affordable, reliable, and convenient access to jobs and services.

Nodes

- ☐ Support **transit-oriented development** initiatives by maximizing residential, business, and recreational land uses around efficient and effective transit service.

- ☐ Consider **density bonuses, incentives and inclusionary zoning requirements** to ensure **very low, low, and moderate-income housing is accessible to** employment centers, mass transit systems, shopping, cultural, educational, medical, and recreational facilities.

- ☐ To focus growth, designate different scales of Mixed Use Activity Centers that **improve connectivity, foster a mix of uses and alternative mobility options, reduce trip lengths,** and accommodate existing and future development and redevelopment patterns.

Potential Fixed Guideway Transit Station Areas

Legend:
- Express lanes
- Bus RapidTransit
- Fixed Guideway Transit
- Intercity rail

Transit Oriented Development Potential

	Within Station Areas	Outside of Station Areas
New Jobs	147,700	256,100
New Residents	156,900	555,400

1 out of **4** new residents
1 out of **3** new jobs

■ New Residents ■ New Jobs
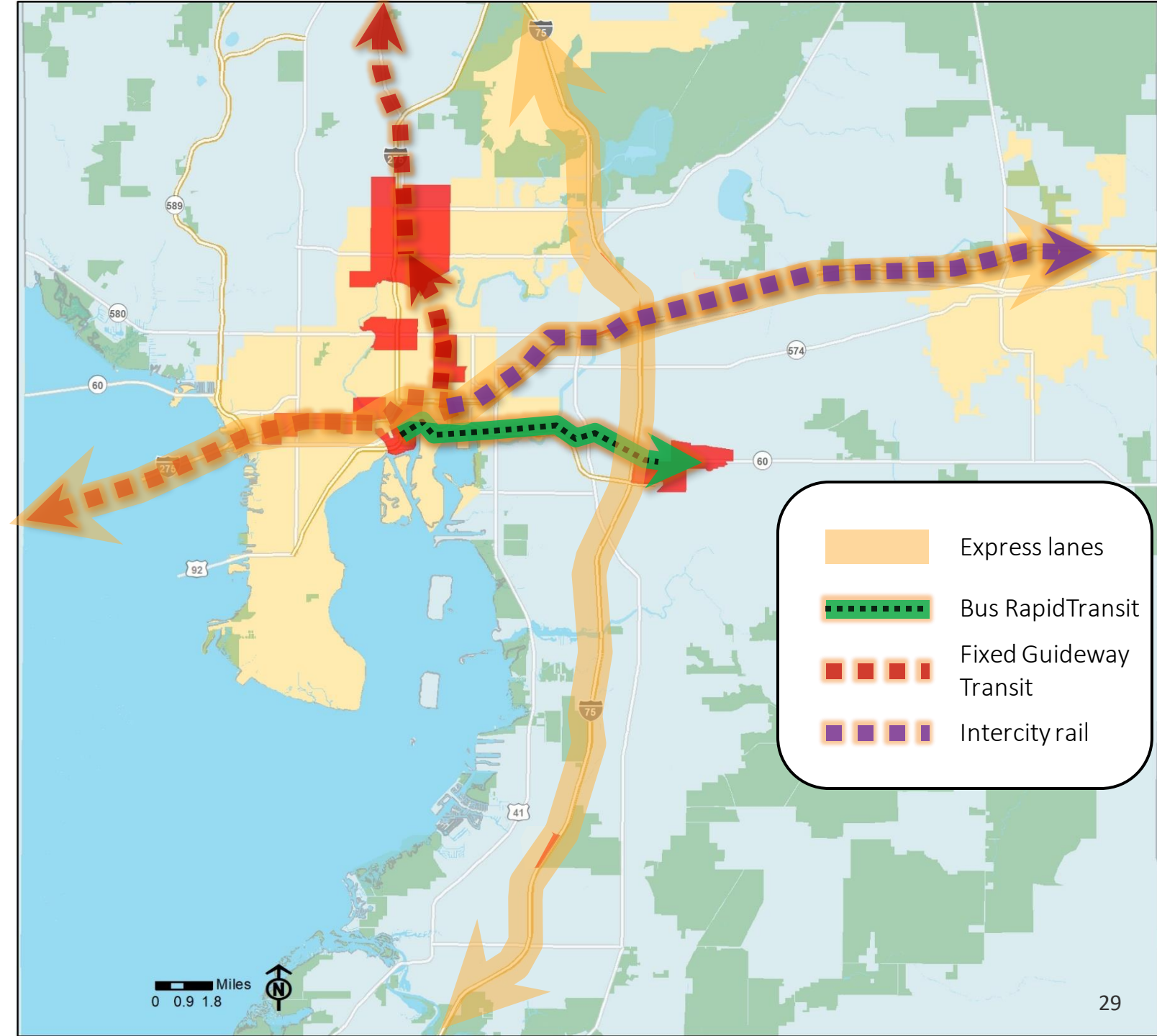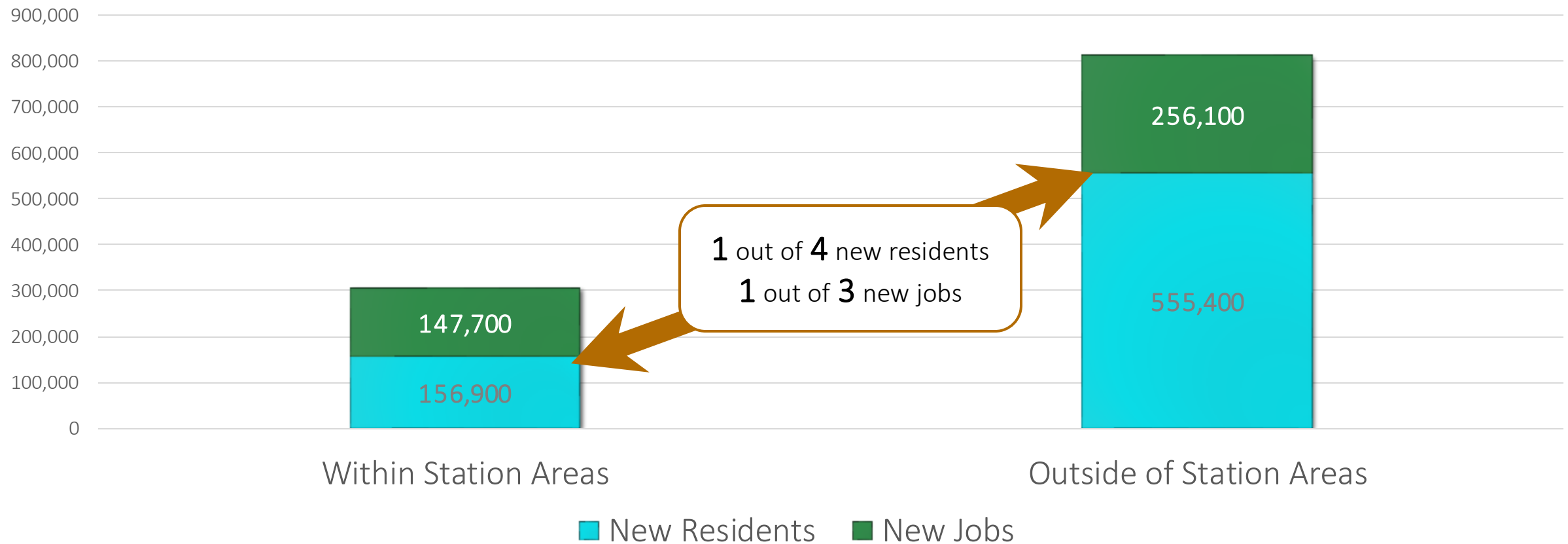
BRANDON CORRIDORS & MIXED-USE CENTERS PILOT PROJECT

PALM RIVER RD

N KINGS AVE

N PARSONS AVE

SR 60 (BRANDON BLVD)

S FALKENBURG RD

BRANDON TOWN CENTER DR

TOWN CENTER BLVD

BRAN ON MAIN ST

BRANDON PKWY

PAULS DR

OAKFIELD DR

W ROBERTSON ST

S PARSONS AVE

KINGSWAY RD

LITHIA PINECREST RD

DURANT RD

CAUSEWAY BLVD

SELMON EXPRESSWAY

CRESCENT PARK DR

S US HIGHWAY 301

I-75

PROVIDENCE LAKES BLVD

BROOKER RD

S GORNTO LAKE RD

PROVIDENCE RIDGE BLVD

PROVIDENCE RUN BLVD

S KINGS AVE

JOHN MOORE RD

BRYAN RD

BELL SHOALS RD

BRUCKEN RD

S FALKENBURG RD

VALHALLA POND DR

PROVIDENCE RD

DURANT RD

GRAND WINTHROP AVE

W BLOOMINGDALE AVE

LEGEND

- Water
- Existing Commercial Land Use
- Brandon Town Center/Regency Park
- Brandon Main Street/Oakfield Drive
- Brandon Hospital District
- Causeway/Lumsden
- Lumsden & Kings
- Bloomingdale West End
- Bloomingdale & Providence (Winthrop)
- Bloomingdale & Bell Shoals
- Bloomingdale & Lithia Pinecre
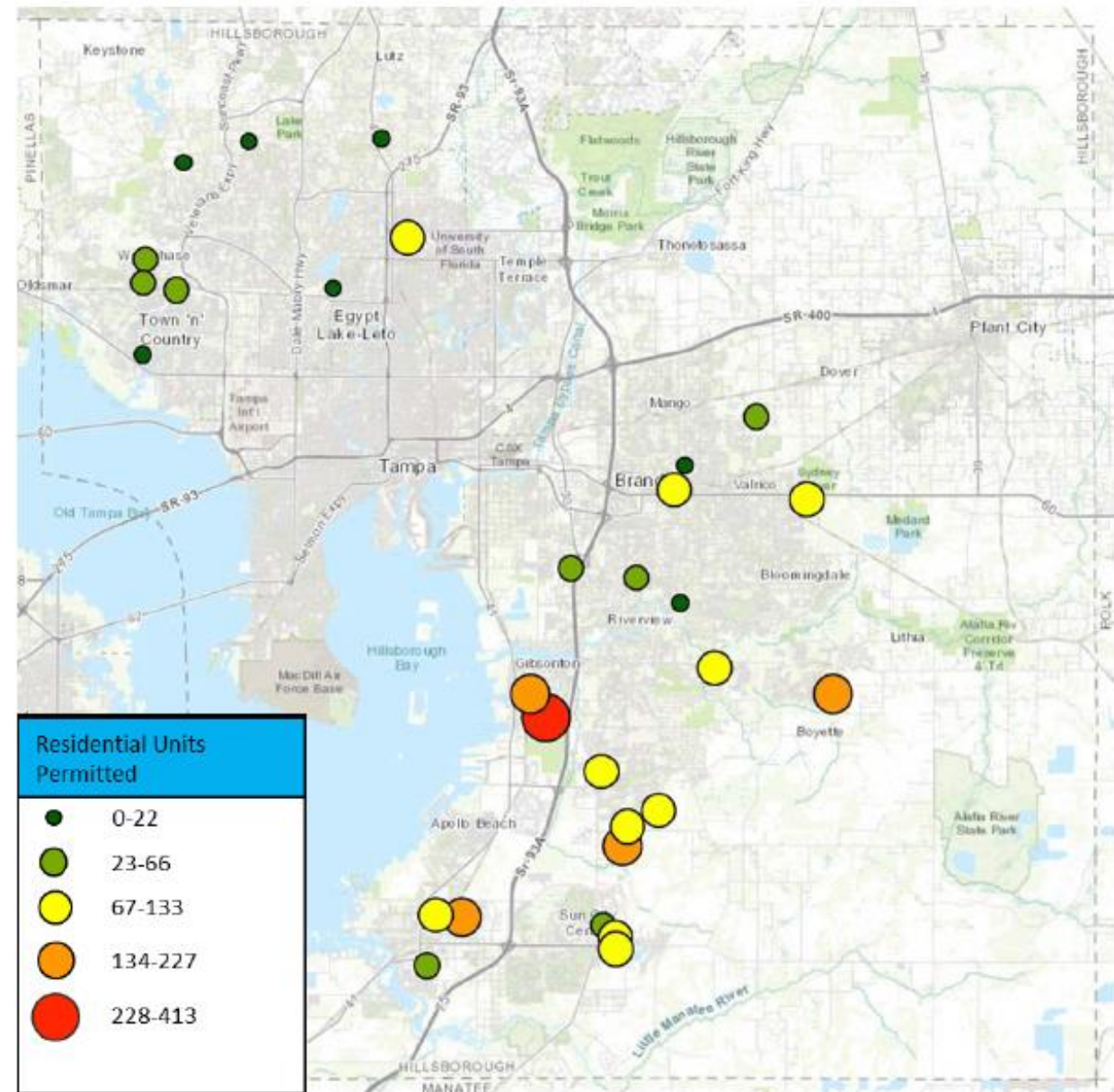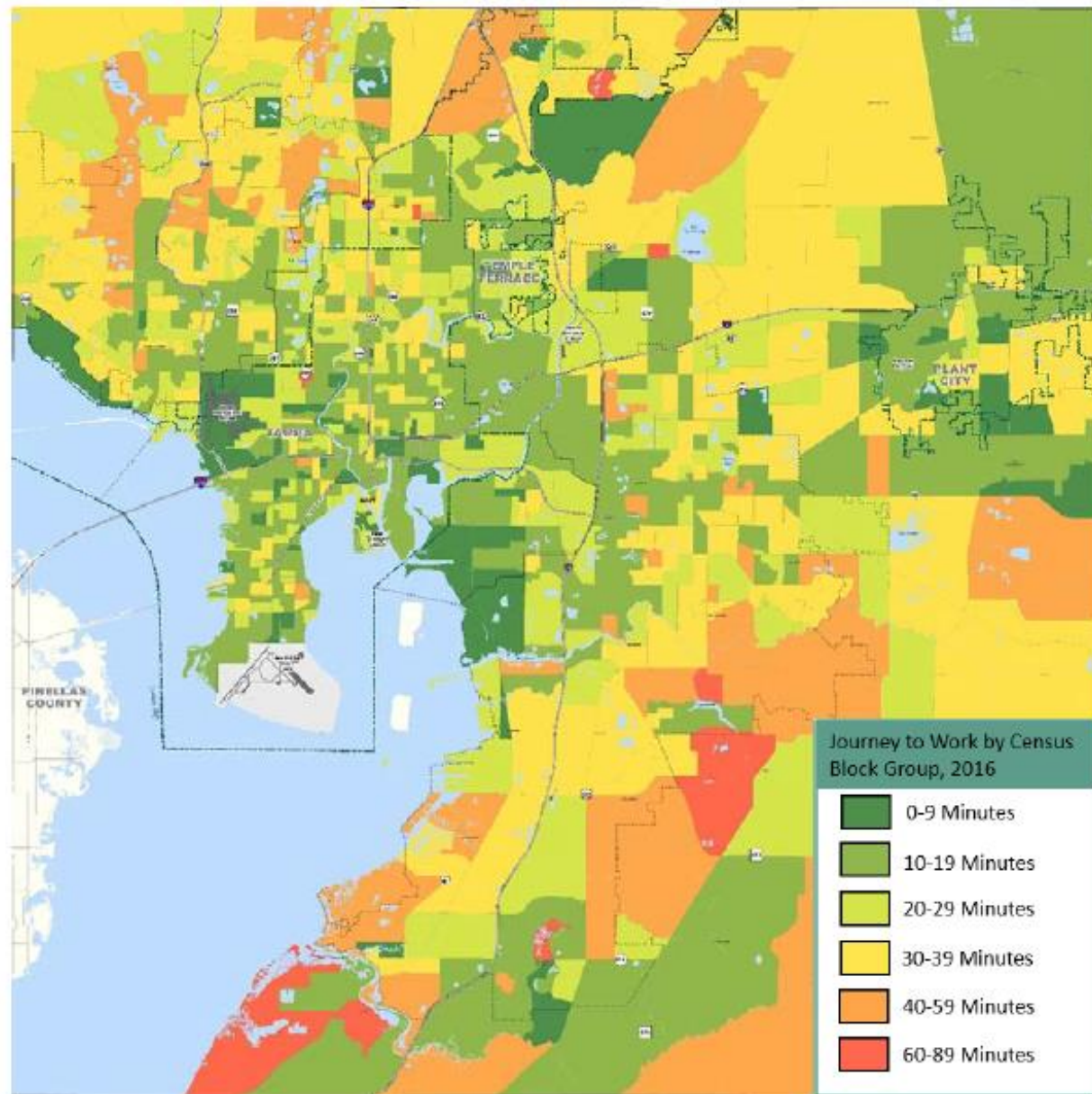- Valrico

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0   0.5   1
Miles

Land Use Policy & Economic Sustainability

- Goal: Ensure that citizens and businesses in Hillsborough County have affordable, reliable, and convenient access to jobs and services.
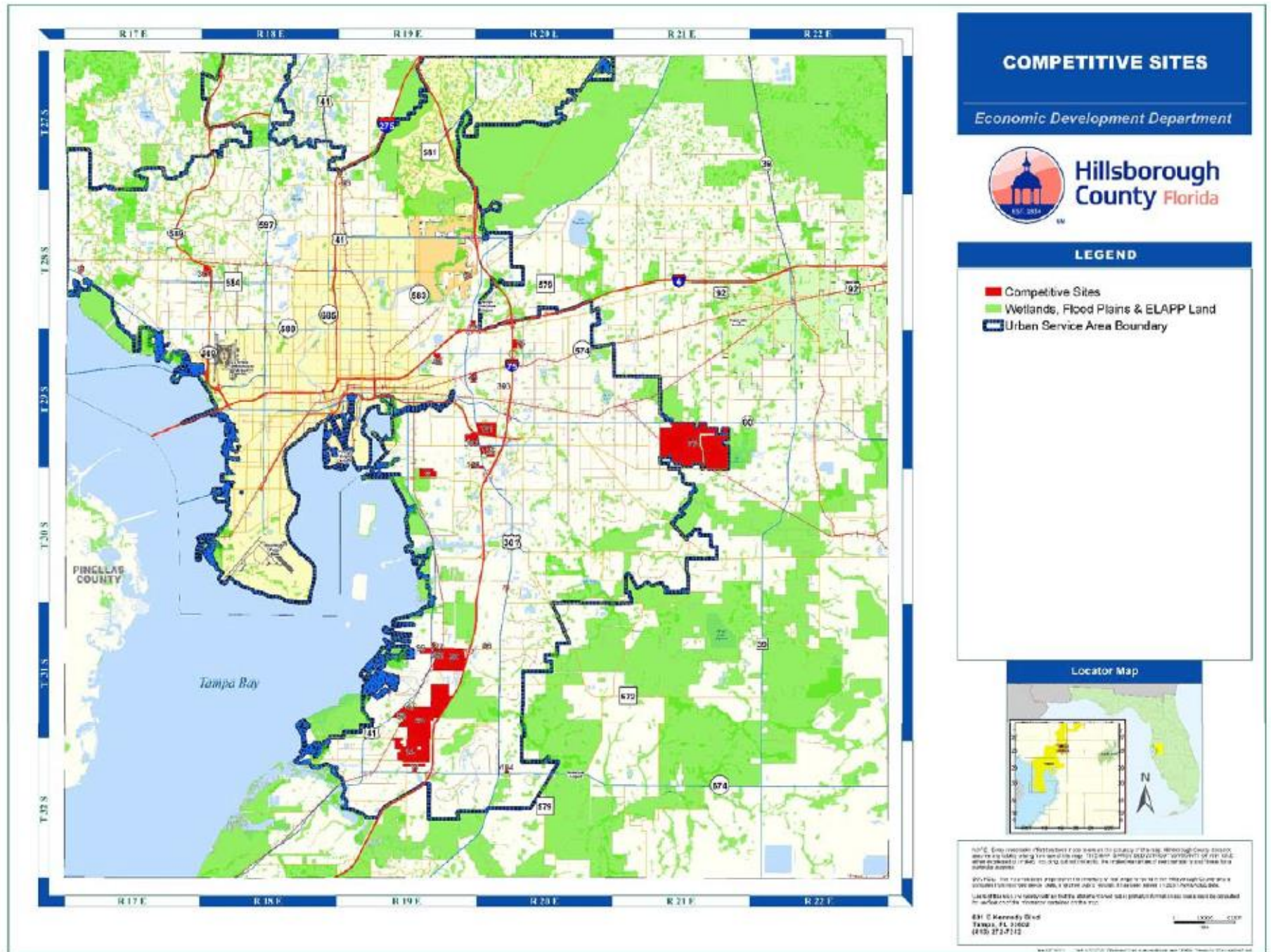
Fiscal Sustainability

☐ Pursue a thriving economy through the promotion of **target industries** which are focused on national and international competitiveness, and mid to large size business that provides a diverse employment opportunity, that supports a **jobs/housing balance.**

☐ Protect **strategically located office and industrial land sites** for future expansion and economic development activity and incentivize the creation of new economic development sites.

☐ Incorporate **economic and fiscal analysis** into plan amendment reviews and longer-range projects and studies to maximize the potential for economic development.

☐ Explore opportunities for **new employment centers** in appropriate areas such as the **I-4 corridor** with opportunities for people to live near where they work.
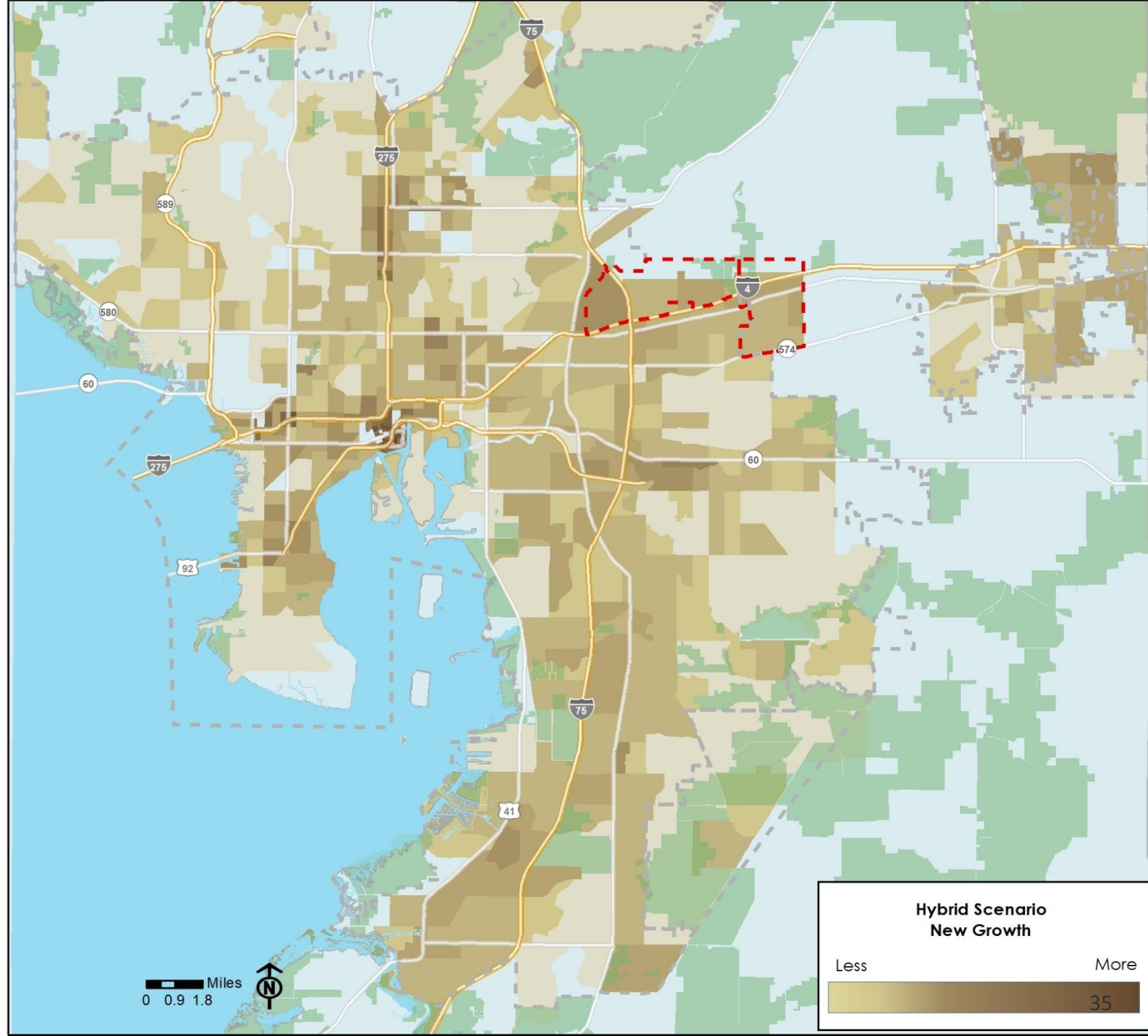
JOBS – HOUSING BALANCE

Journey to Work by Census Block Group, 2016

- 0-9 Minutes
- 10-19 Minutes
- 20-29 Minutes
- 30-39 Minutes
- 40-59 Minutes
- 60-89 Minutes

Residential Units Permitted

- 0-22
- 23-66
- 67-133
- 134-227
- 228-413

Limited Opportunity

COMPETITIVE SITES

Economic Development Department

Hillsborough County Florida

LEGEND

- Competitive Sites
- Wetlands, Flood Plains & ELAPP Land
- Urban Service Area Boundary

Locator Map

Future Expansion

- Consider strategic expansion areas such as the I-4 corridor

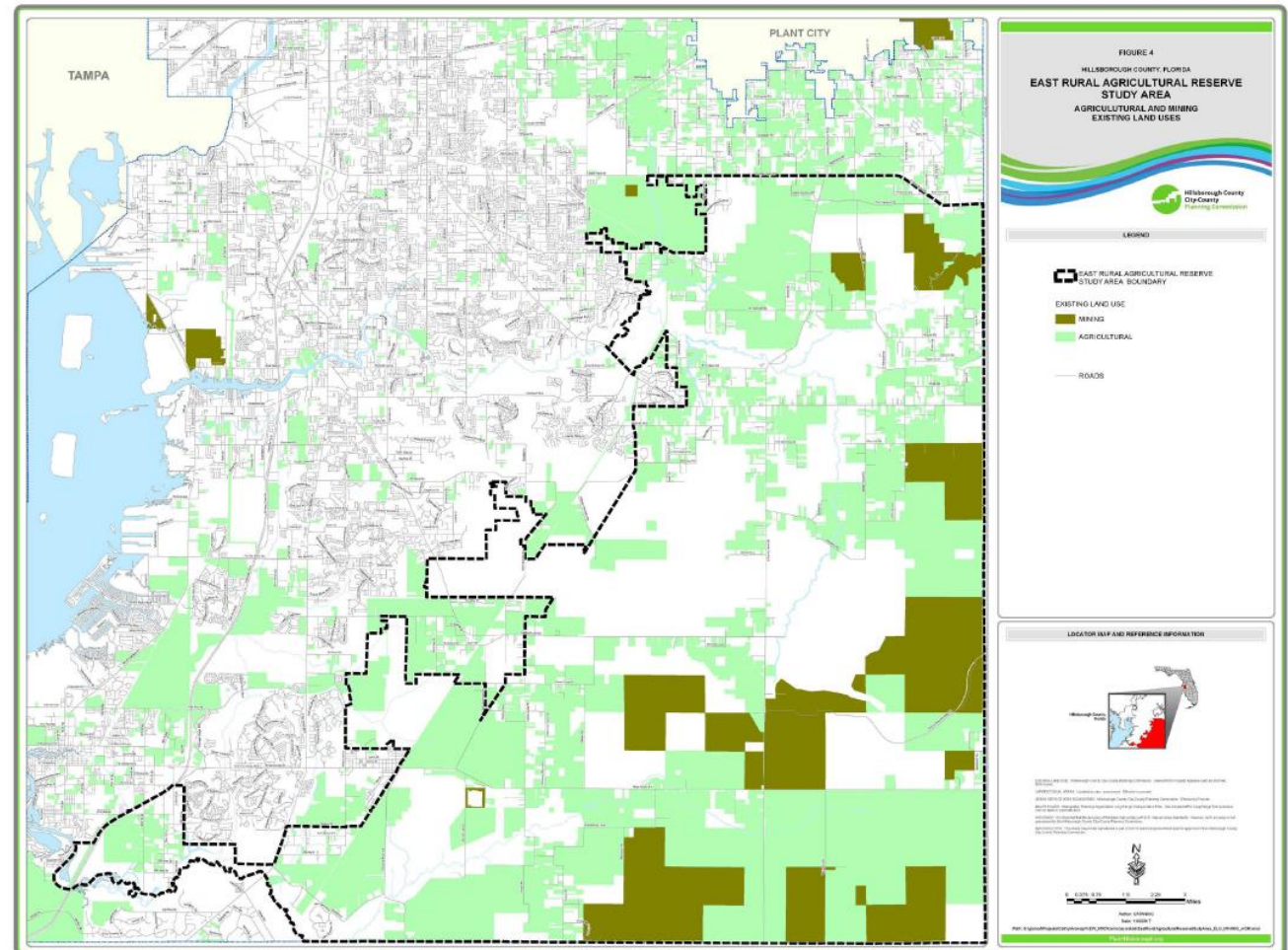Hybrid Scenario
New Growth

Less — More

Land Use Policy & Social Sustainability

- Goal: Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County.

Maintain Rural Lifestyle

☐ Avoid conflicts that degrade the relative **market viability of agricultural uses** in rural areas.

☐ Retain **rural residential character** by integrating **rural design standards** into the land development code, ensuring compatibility between new and existing uses.

Land Use Policy & Social Sustainability

- Goal: Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County.

Form of Development

☐ Encourage **mixed-use town centers** to **guide development in activity centers** and create **"park once" environments** that decrease vehicular trips.

☐ Develop dynamic plan policies that reflect the **diversity of geographies** rather than a "one policy fits all" approach by placing more **emphasis on building form** and placement than on use.

☐ Provide density, building height, and/or floor area ratio bonuses and reduced parking requirements for proposals that have **pedestrian friendly compact urban or connected suburban form.**
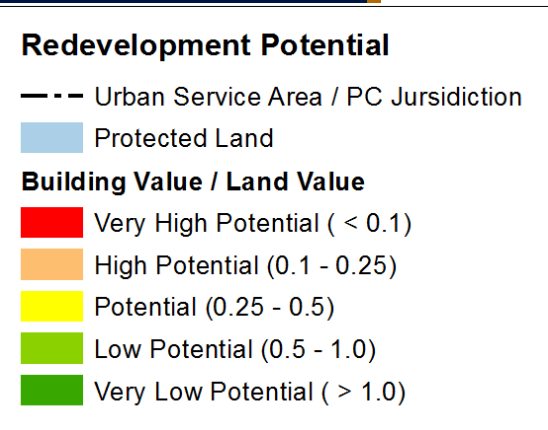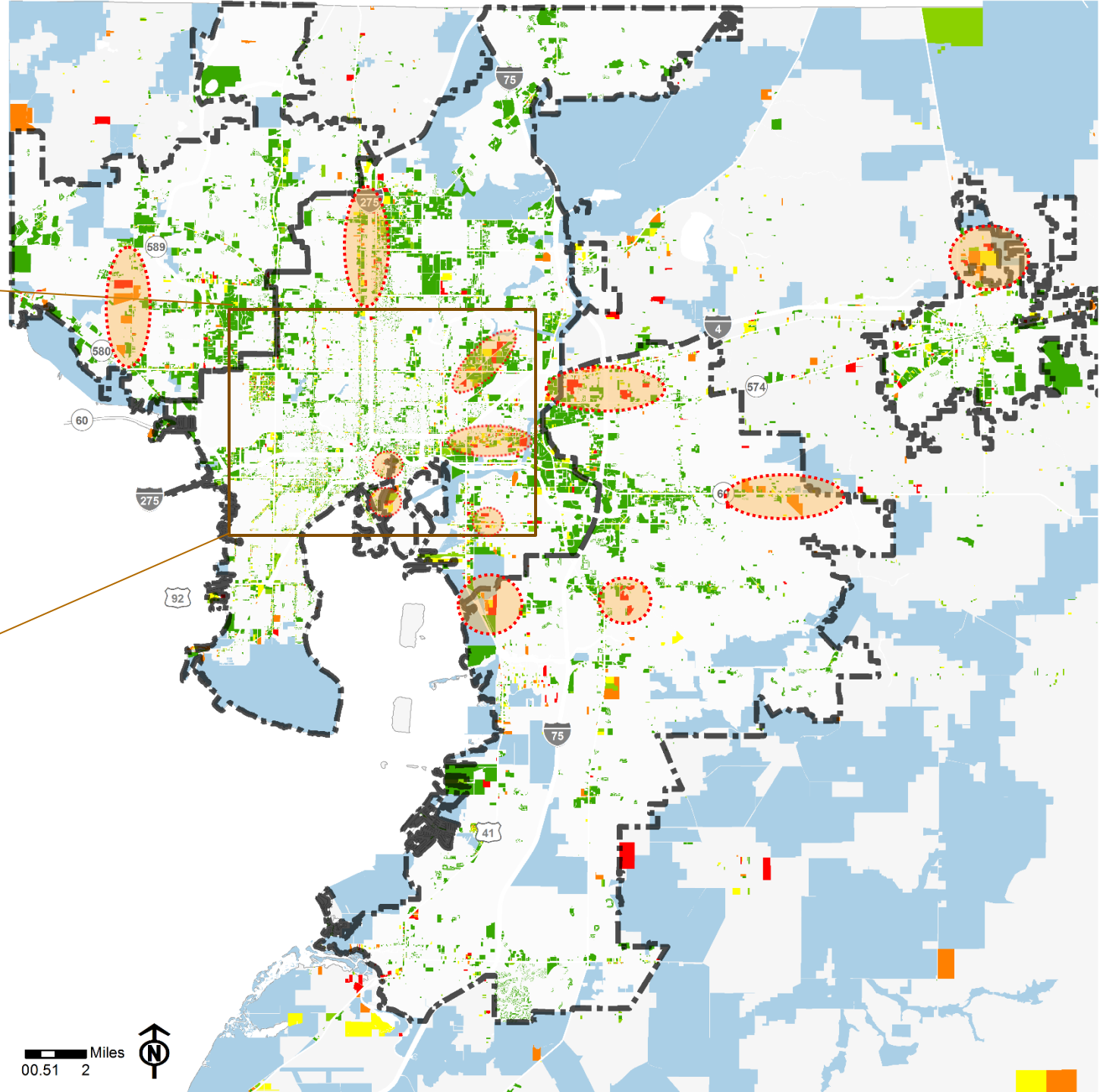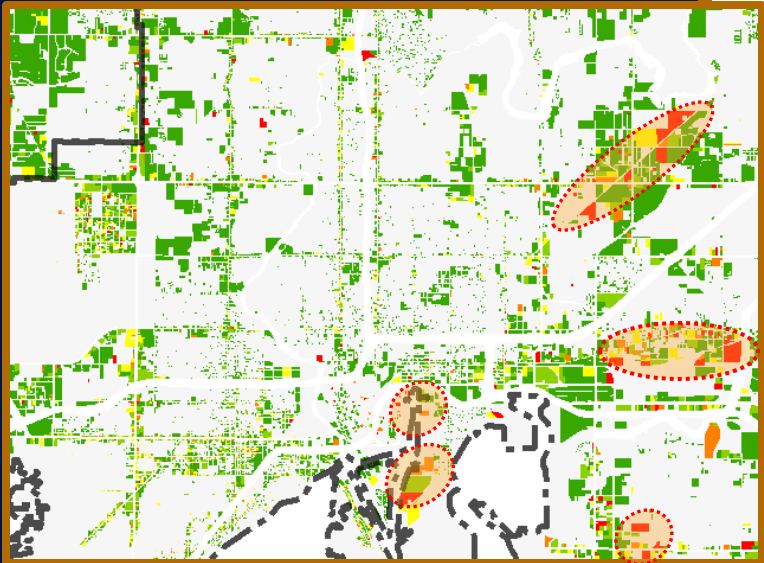
Land Use Policy & Social Sustainability

- Goal: Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County.

Incentivize Redevelopment

☐ Promote **incentives** that **encourage re-investment** and **redevelopment of existing vacant/underutilized** large-scale **commercial buildings** for retail and office uses that create transit supportive intensity, use-mix and form.

☐ Encourage and pursue **public/private partnerships** and identify proven market-driven approaches for redevelopment.

☐ Explore **place-based or impact-based approaches** to infrastructure funding.

☐ Incentivize **adaptive reuse of vacant or underutilized buildings** that support the desired development pattern, urban form, and context within designated town centers.

☐ Encourage redevelopment activities that **do not displace the existing population.** When displacement through public action does occur, assure that reasonably located, standard housing at affordable costs is available.

Redevelopment Potential

Redevelopment Potential

- – · – Urban Service Area / PC Jursidiction
- Protected Land

Building Value / Land Value

- Very High Potential (< 0.1)
- High Potential (0.1 - 0.25)
- Potential (0.25 - 0.5)
- Low Potential (0.5 - 1.0)
- Very Low Potential (> 1.0)

Miles
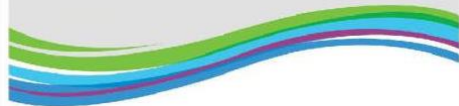0 0.5 1 2
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Land Use Policy & Social Sustainability

- Goal: Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County.

Community Vitality and Engagement

☐ Integrate **health considerations** into policymaking to ensure that Hillsborough County residents have equitable opportunity to live in vibrant and sustainable communities.

☐ Encourage and empower community groups to participate in activities that enhance the appearance, recreational, historic and cultural **assets of the community**.

☐ Foster **community identity, diversity and a choice of rural, suburban and rural living** through implementation of the **Community Plans**.

HILLSBOROUGH COUNTY, FLORIDA
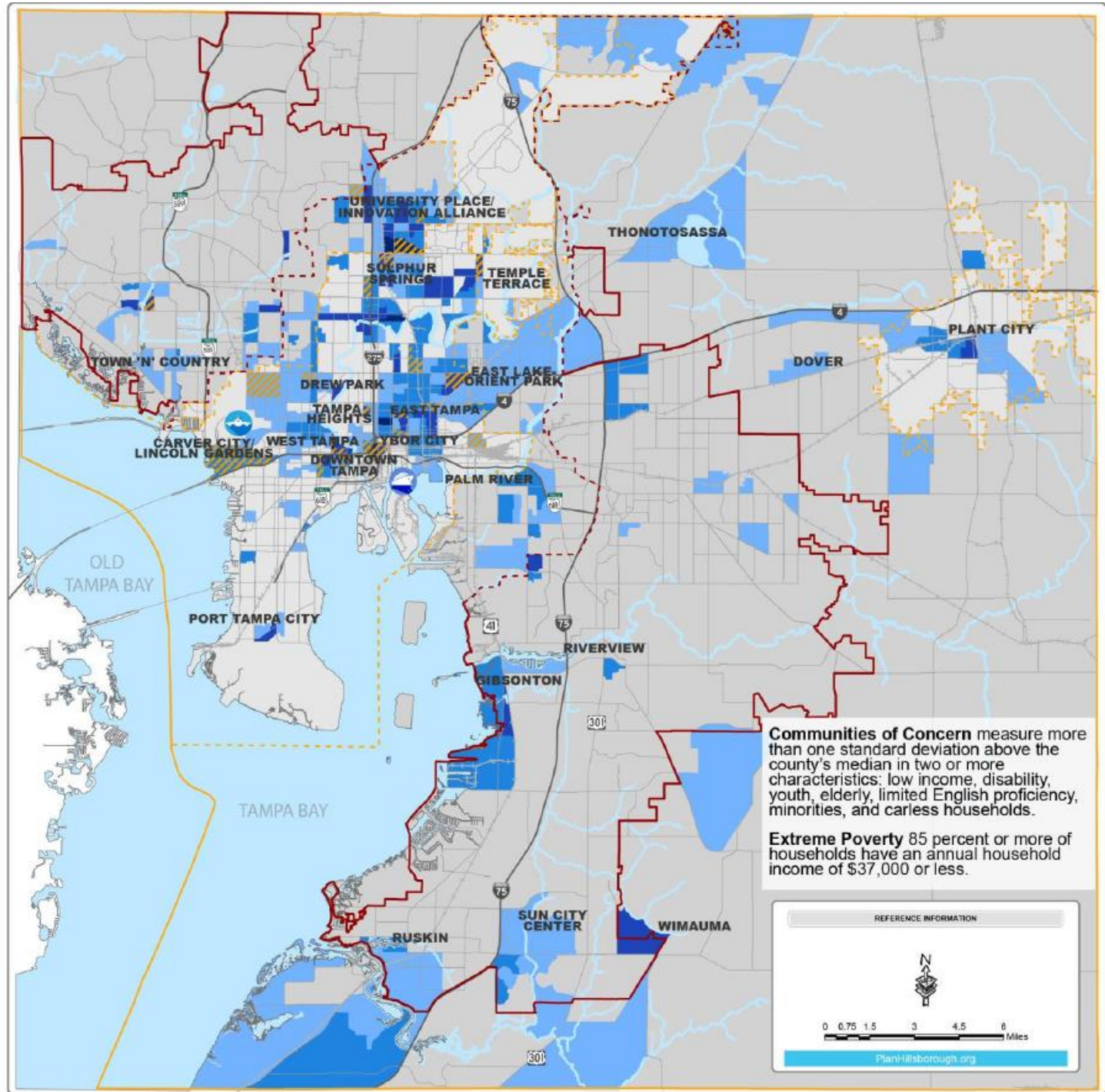
COMMUNITIES OF CONCERN

Hillsborough MPO
Metropolitan Planning
for Transportation

LEGEND

COMMUNITIES OF CONCERN

- 2 characteristics
- 3 characteristics
- 4 characteristics
- 5 characteristics

Extreme Poverty

- Road
- Railroad
- Hillsborough County Boundary
- City Boundaries
- Urban Service Area
- City Utility Service Area
- Port
- Airport

Communities of Concern measure more than one standard deviation above the county's median in two or more characteristics: low income, disability, youth, elderly, limited English proficiency, minorities, and carless households.

Extreme Poverty 85 percent or more of households have an annual household income of $37,000 or less.

Land Use Policy & Social Sustainability

- Goal: Provide the urban, suburban, and rural built environments that support the needs and desires of all residents of Hillsborough County.

Housing

☐ **Maintain a range of affordable and attainable housing stock** to meet current and projected housing needs.

☐ Support greater **flexibility** on parking and other land development requirements for **affordable housing** projects. Provide **needed infrastructure improvements** in areas where affordable housing is desired.

Next Steps

- Continue series of workshops
- Experts for more detailed strategies
- Public outreach
- Incorporate fiscal impact study results
- Plan and code amendments