



Board of County Commissioners  
Agenda  
Land Use Workshop 4  
Policies – Program - Outreach  
February 6, 2020  
1:30 – 3:00 p.m.

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|---|---|
| I. Call to Order  | Lesley “Les” Miller, Jr., Chair, BOCC   |
| II. Overview  | Michael S. Merrill, County Administrator  |
| III. Workshop Policy Synthesis <ul style="list-style-type: none"><li>• Environmental Sustainability</li><li>• Economic Sustainability</li><li>• Social Sustainability</li></ul> | Melissa Zornitta, Executive Director, Planning Commission   |
| IV. Twelve Month Work Program to Address BOCC Policy Initiatives <ul style="list-style-type: none"><li>• Hillsborough County</li><li>• Planning Commission</li></ul>            | Lucia E. Garsys, Deputy County Administrator<br>Melissa Zornitta, Executive Director, Planning Commission |
| V. Outreach   | Melissa Zornitta, Executive Director, Planning Commission   |
| VI. Board Discussion  | Board of County Commissioners   |
| VII. Closing Remarks / Adjourn  | Lesley “Les” Miller, Jr., Chair, BOCC   |

Attachments: Workshop Policy Synthesis  
County Administration and Planning Commission 12-Month Work Programs  
Work Program and Outreach Presentations



## ***Board of County Commissioners Workshop Policy Synthesis***

### **Environmental Sustainability**

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#### **Financial Policy and Environmental Sustainability**

Goal: Protect and manage natural resources for the enjoyment of current and future generations as well as habitat protection.

- Ensure financial resiliency as part of post-disaster recovery strategy
- Explore a Transfer of Development Rights program
- Develop a septic to sewer conversion program
- Protect vital environmental assets by continuing to add ELAPP land
- Incentivize growth in the Urban Service Area, enabling redevelopment and infill
- Utilize a fee and tax structure to incentivize fiscally responsible development

#### **Land Use and Environmental Sustainability**

Goal: Directing development 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:
  - Encourage density inside the Urban Service Area and minimize growth's encroachment into rural and agricultural areas
  - Strengthen land use policies to offer density and intensity bonuses to incentivize maximum utilization of existing infrastructure
  - 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

##### *Agriculture, Open Space, and Environmentally Sensitive Areas*

- 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; protect wildlife diversity
- 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 land 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
- Encourage the transfer of density from agricultural and environmentally sensitive areas; require minimum densities in growth areas
- Preserve agricultural lands
- Create conservation easements over open space set aside by development

### **Infrastructure Policy and Environmental Sustainability**

Goal: Ensure that infrastructure investments improve safety, public and environmental health

- Protect the integrity of environmental resources through approaches such as green infrastructure, Low Impact Development and water supply alternatives
- Continue to require that non-compliant and non-viable septic systems connect to County wastewater systems when available and feasible
- Limit new septic tanks in the Urban Service Area by reducing opportunities for variances to mandatory sewer connection requirements
- Minimize, and/or mitigate the hazards of land development and public facilities in coastal high hazard areas
- Encourage walkable and connected, mixed-use town centers in activity centers (nodes)
- Make infrastructure investments in a manner that protects the diversity of wildlife
- Where feasible, design County projects sustainably with multiple functions. Examples include stormwater facilities that also serve as public natural spaces, or linear parks along roadways that serve as pedestrian/bicycle facilities as well as stormwater management

### **Economic Sustainability**

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#### **Financial Policy and Economic Sustainability**

Goal: 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

- Update impact fees
- Explore the use of TDR banking to help fund improvements to affordable housing in areas where we want growth to occur
- Ensure financial resiliency as part of a post disaster recovery strategy
- Align operating and services costs funding with revenues that have broad bases across existing and new residents, businesses and visitors.
- Incentivize the type of growth we want and stop incentivizing growth outside the Urban Service Area.
- Make new development responsible for infrastructure and services needs outside the current Urban Service Area; enhance the criteria and process for expansion of the Urban Service Area to ensure financial feasibility is addressed.
- Create growth management policies that account for the “downstream effects” of growth
- Modify growth patterns to reduce our cost of services
- Consider policies on timing and phasing of projects with infrastructure provision
- Ensure long-term financial sustainability including reasonable taxation, strong reserves, balanced tax structure
- Evaluate LOS deficiencies and consider new revenue options (e.g. increase in unincorporated millage rate, reauthorize Community Investment Tax (CIT))

#### **Land Use Policy and Economic Sustainability**

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

*Nodes and Accessibility*

- 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
- Consider strategic expansion areas such as the I-4 corridor
- Ensure nodes incorporate jobs and transit
- Direct infrastructure investment to redevelopment nodes; use infrastructure to incentivize node development
- Reduce reliance on arterials and collectors for neighborhood trips
- Direct infrastructure investment to provide house burdened populations access to employment centers

*Fiscal Policy*

- Pursue a thriving economy through the promotion of target industries which are focused on national and international competitiveness, and mid to large size businesses that provide a diverse employment opportunity
- Protect strategically located office and industrial land sites for future expansion and economic development activity and incentivize the creation of new economic development sites; I-4 corridor could be one opportunity for this
- Incorporate economic and fiscal analysis into plan amendment reviews and longer-range projects and studies to maximize the potential for economic development
- Encourage population growth near job centers
- Ensure that future employment and housing are accommodated in a fiscally sustainable way; ensure that new growth pays for itself
- Ensure industrial and future economic spaces are preserved for high-wage jobs

**Infrastructure Policy and Economic Sustainability**

Goal: Provide infrastructure that supports a growing, diverse economy that sustainably optimizes median income, job creation, business development, and taxable value

- Direct infrastructure investment to encourage redevelopment of existing vacant/underutilized property in targeted nodes
- Use operational and intersection improvements along with improved cross parcel connectivity to relieve peak period congestion
- Build a multimodal transportation network that connects Hillsborough County residents and visitors to activity and employment centers
- Create transportation/mobility and land use options that shorten trips
- Maximize return on infrastructure investment using place-based or impact-based approaches
- Aim to create a better balance of job growth and population growth in South County
- Where feasible, promote the co-location of capital facilities to enhance the efficient use of land and reduce public costs
- Examine incentives and regulatory options to increase utilization of existing potable and wastewater infrastructure

## Social Sustainability

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### Financial Policy and Social Sustainability

Goal: Create financial policies and provide services that are equitable across the county, economic sectors and populations

- Update impact fees
- Financially incentivize and implement the visions of Community Plans
- Preserve and enhance historic, cultural and recreational resources
- Support additional economic tools to incentivize affordable housing
- Create fiscal policies that support social equity and health in all policies
- Develop financial incentives encouraging growth that ties location of jobs and housing
- Grow in a responsible manner that ensures a strong local economy including higher median income, improved educational attainment and skills training, attract high value employers
- Provide jobs concurrently with housing, particularly in areas where it isn't present now
- Create urban-scale development that attracts innovation

### Land Use Policy and Social Sustainability

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

#### *Affordable Housing*

- Maintain a range of affordable and attainable housing stock to meet current and projected housing needs; create affordable housing where we have invested in infrastructure and transit
- 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

#### *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
- Require connectivity and minimum density to enhance development form moving forward
- Develop single use employment land use categories and define required mix in mixed-use categories

#### *Incentivize Redevelopment*

- Promote incentives that encourage reinvestment 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
- Ensure new growth does not lower the quality of life or access to essential services for existing residents

#### *Sense of Place*

- 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
- 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
- Support and enhance arts and cultural assets as an important component to the community.

#### **Infrastructure Policy and Social Sustainability**

Goal: Ensure that adequate infrastructure is equitably provided across the county, economic sectors and populations

- Implement safety and capacity improvements through context sensitive roadway design
- Provide a network of safe pedestrian and bicycle infrastructure for users of all ages, abilities, and incomes
- Connect people to jobs, schools, entertainment, shopping, recreation and transit through a network of trails, and bicycle and pedestrian facilities
- Improve fixed-route transit serving the greater Hillsborough County region
- Improve transit service to economically disadvantaged communities
- Mitigate natural hazards, such as storm surge and sea level rise, and ensure the long-term sustainability and resilience of the community
- Strengthen the grid system and connect communities via transportation policy and the Land Development Code; examine how this relates to the Corridor Preservation Plan
- Ensure transit stops have adequate bicycle and pedestrian infrastructure

# HILLSBOROUGH COUNTY 12 MONTH WORKPLAN

## ENVIRONMENTAL

- ❖ Update *wildlife corridors* and ensure they are incorporated as part of the capital improvement program, and land development.
- ❖ Initiate design for *septic to sewer conversion* program countywide by the end of the year.

## FISCAL

In tandem with the FY21 budget process,

- ❖ Adopt updated *School Impact Fees* by March 04, 2020.
- ❖ Adopt updated *Mobility Fees* by March 04, 2020, including *rural fees for RP-2* future land use categories.
- ❖ Update *Park Impact Fees* and other impact fees the BOCC may decide to levy by summer.
- ❖ Urban Economist to complete the economic analysis of *impact of all fees on development*, and the *fiscal impacts to the County* based on other impact fees the BOCC may decide to levy (eg. libraries, law enforcement, emergency management).
- ❖ Complete the Tischler-Bise analysis of *fiscal impact of current development pattern* and *create a model to assess the fiscal impact of proposed developments considering adopted budget and tax policies* that reflect the impact of land use decisions.

## INFRASTRUCTURE & REDEVELOPMENT

- ❖ Implement strategies to increase *Affordable Housing stock*, including public-private partnership opportunities on surplus County properties.
- ❖ Complete an environmental, and infrastructure analysis, as well as, development feasibility within the *three nodes along the I-4 corridor*.
- ❖ Complete an infrastructure assessment for the *redevelopment* in the following areas. The assessment includes roadway connections, sidewalks, stormwater, and the cost of providing adequate and safe infrastructure.
  - *56<sup>th</sup> Street Area*
  - *Downtown Brandon*
  - *North Airport Area*
  - *University area*
  - *Palm River*
- ❖ Initiate design for the *low-pressure sewer system conversion* and identify priority by the end of the year.

## LAND DEVELOPMENT CODE & PROCESS

- ❖ Recommend strategies to require *minimum densities and interconnections between subdivisions*.
- ❖ Revise and amend the *school siting inter-local agreement* to require the School Board, and Board of County Commissioners to approve new school sites.
- ❖ Amend the Land Development Code to *prohibit new subdivisions* in the Urban Service Area that would be served by *septic tanks*.
- ❖ Review and recommend potential *oral argument process* enhancements.



- ❖ Launch an *interactive development tracking system* by March.
- ❖ Assessment of Transfer of Development Rights program to preserve agricultural and rural areas in the county based on regional supply and demand as well as physical and regulatory structure.

## **MOBILITY & VISION ZERO**

- ❖ *Enhance pedestrian and bicycle safety* by painting bicycle lanes at intersection transition areas in the County green.
- ❖ Conduct a Vision Zero operation analysis in coordination with FDOT in the *Gibsonton area* as part of the *Gibsonton Road, and I-75 interchange* Project Development and Environment (PD&E) study.
- ❖ Update and incorporate the Trails Strategic Implementation Plan to provide for *mobility alternatives* in the Capital Improvement Program.
- ❖ Complete a *countywide safety lighting needs analysis*, and *analysis of un-signalized intersections* by the end of the year.
- ❖ Undertake a countywide *HART bus stop safety analysis* in coordination with HART by the end of the year.
- ❖ Develop a *speed management strategy* for Hillsborough County roads as part of the Vision Zero Action Plan.
- ❖ Implement a *countywide school speed zone safety upgrade* analysis.
- ❖ Assign *context classifications* and evaluate *Access Management* best practices and recommend potential changes to Land Development Code.
- ❖ Update the *Corridor Preservation Plan* to reflect the Vision Zero goals by incorporating multi-modal enhancements and revise the *Transportation Technical Manual's* roadway cross sections.





## ***Planning Commission 12 Month Work Program***

- Conduct Countywide Outreach on Policy Framework and future growth issues to get a broad-based understanding of public sentiment as a baseline for future work.
- Hold joint meeting of County and all three Cities to discuss and coordinate on future growth issues.
- Deliver the RP-2 Land Use Study (with DSD) recommendations and amendments to the BOCC in keeping with moratorium timing.
- Complete the WVR-2 Land Use Study and Wimauma Community Plan Update (with DSD) recommendations and amendments to the BOCC in keeping with moratorium timing.
- Initiate the addition of economic development policies to the Comprehensive Plan related to retention of competitive sites and incentivizing job creation uses.
- Conclude Community Vulnerability Study and initiate related plan amendments.
- Initiate One Water Comprehensive Plan amendments
  - Will modernize Stormwater, Potable Water and Wastewater Elements to recognize the interrelated nature of water
  - Integrated policy framework to include topics such as green infrastructure, water resource protection, water supply alternatives and septic to sewer conversion
- Collaborate with HART, City of Tampa and County staff on the Transit Oriented Development station area planning along the streetcar extension and Florida/Nebraska/Fowler Bus Rapid Transit route as part of the FTA Grant.
- Deliver the Gibsonton Community Profile, which will be an examination of current data and analysis of market and economic development trends affecting demand for new development and redevelopment in the Gibsonton Community Plan area.
- Coordinate on needed plan amendments to support Transfer of Development Rights work by County.
- Initiate plan amendments to update the Housing Element and affordable housing density bonuses as needed in conjunction with the Affordable Housing Department and Advisory Board.
- Collaborate on the study of Vision Zero severe crash corridors with the MPO; examine opportunities for increased safety and reduced vulnerability while considering the land use context of the roadways.
- Complete analysis of minimum density policy and develop recommendations for policy changes
- Complete the evaluation of connectivity policies to ensure achieving desired results
- Initiate the update of the Conservation, Solid Waste and Coastal Management Elements
- Collaborate with County staff and other agencies on needed amendments to update the Land Use and Transportation Elements.
- Identify the needed plan amendments and policies changes to support development and redevelopment in nodes such as the Brandon area.

# Land Use Workshop

Policies – Program – Outreach

BOCC Workshop

February 06, 2020



Hillsborough  
County Florida



Plan  
Hillsborough



**Hillsborough  
County** Florida

## 12 Month Workplan

	Environmental Sustainability	Economic Sustainability	Social Sustainability
Access Management		✓	
Affordable Housing		✓	✓
Bike Lanes	✓	✓	✓
Brandon Corridors and Nodes		✓	✓
Context Classifications		✓	
Corridor Preservation Plan		✓	✓
Development Tracking		✓	
Fiscal Impact Analysis of Development		✓	
Gibson Drive Network Analysis		✓	✓
HART Bus Stop Safety Analysis		✓	✓
I-4 Corridor Nodes	✓	✓	
Low Pressure Sewer Conversion	✓	✓	✓
Minimum Densities & Interconnectivity	✓	✓	✓
Mobility Fees		✓	



**Hillsborough  
County** Florida

## 12 Month Workplan

	Environmental Sustainability	Economic Sustainability	Social Sustainability
Oral Argument Process Enhancements			✓
Park Impact Fees	✓	✓	✓
Regional Stormwater Redevelopment	✓	✓	✓
Safety Lighting Needs, Un-Signalized Intersection Analysis		✓	✓
School Impact Fees		✓	✓
School Siting Interlocal Agreement			✓
School Speed Zone Safety Upgrade			✓
Septic Tank Conversion	✓	✓	
Speed Management Strategy			✓
Subdivision Septic Tank LDC Amendment	✓	✓	✓
Trails Strategic Implementation Plan	✓	✓	✓
Transportation Technical Manual		✓	
Transfer of Development Rights (TDR)	✓	✓	✓
Wildlife Corridors	✓		

# February 6, 2020 BOCC Workshop

Melissa Zornitta, AICP



Hillsborough County  
City-County  
Planning Commission

Planning Commission Project	Environmental Sustainability	Economic Sustainability	Social Sustainability
Countywide Outreach on Policy Framework and Future Growth	✓	✓	✓
Joint Meeting with Cities on Growth	✓	✓	✓
RP-2 Land Use Study			✓
WVR-2 & Wimauma Community Plan Update			✓
Economic Development Policies		✓	
Community Vulnerability Study	✓	✓	✓

Planning Commission Project	Environmental Sustainability	Economic Sustainability	Social Sustainability
One Water Plan Amendments	✓	✓	
HART, COT, & County on TOD Station Area Planning		✓	✓
Gibsonston Community Profile		✓	✓
Support TDR Work by County	✓	✓	✓
Housing Element and Affordable Housing Density		✓	✓
Study of Vision Zero Corridors with MPO and County		✓	✓



Planning Commission Project	Environmental Sustainability	Economic Sustainability	Social Sustainability
Minimum Density Policy Analysis	✓	✓	✓
Connectivity Policy Evaluation		✓	✓
Conservation and Aquifer Recharge, Solid Waste and Coastal Management Elements	✓	✓	✓
Collaboration with County on Update of Land Use and Transportation Elements	✓	✓	✓
Policy Development on Nodes		✓	✓

# Community Outreach on Countywide Growth Issues

- Goal – broad based understanding of public sentiment on growth issues
- Two-pronged approach:
  - Quantitative feedback - Statistically significant survey of unincorporated area
  - Qualitative feedback - Focus groups with targeted populations for deeper dive into issues
- Timeline – results from both by end of May
- Future engagement on specific policy issues or geographic areas

# Outreach on RP-2 and Wimauma

- Parallel processes for both areas
- Started Demographic & Real Estate Market Analysis
  - Stakeholder interviews conducted in late January
- Next steps:
  - Community wide kick off – all property owners notified
  - Charette for development of draft recommendations
  - Open house for vetting of recommendations – all property owners notified
  - Recommendations to the BOCC in May
  - Plan Amendment and LDC Amendment adoption hearings