Introduction

On November 15, 2023, the Board of County Commissioners (BOCC) directed staff to provide a report by March 6, 2024, on 1) possible geographic areas that the BOCC might consider for future expansion of the existing Urban Service Area (USA), and 2) what public and private funding options exist for providing infrastructure and services commensurate with new development.

Currently, there is a scheduled BOCC Public Hearing on March 7, 2024, for the transmittal of the Future Land Use Section update as eight (8) separate plan amendments, separated by goal. HC/CPA 23-21 Goal 1 – Growth Management contains specific policy direction on the USA expansion options.

Section 1 – Geographic Areas for Future Urban Service Area Expansion

Based on this request, this report will outline the methodology and data reviewed to address the request for the geographic areas that the BOCC might consider for future expansion of the existing Urban Service Area (USA), potential expansion area options.

Expansion Options

The USA is both a boundary on the Future Land Use Map and a strategy to focus 80% of new growth and redevelopment within that boundary aligning with public and private infrastructure investments. There are two (2) options available for expansion of the existing USA:

- 1. Amending the current Urban Service boundary; and
- 2. Creating new Expansion Areas that include a master plan for where/how development and infrastructure will occur.

Both options are described in the proposed Future Land Use (FLU) Section update with policy direction.

The first option, as seen in the adopted FLU, would move the entire USA boundary line a specified distance. This option could be initiated either publicly or privately through the plan amendment process (proposed Future Land Use Section Policy 1.1.9). Existing Future Land Use categories and policy approaches that apply in the USA today would be applied to the property that is brought into the USA. The plan amendment to amend the Urban Service Area would be a text amendment to the Comprehensive Plan and would take approximately 9-12 months to process.

The second option would allow the planning and creation of specific Expansion Areas in unincorporated Hillsborough County which may not be contiguous to the existing USA boundary. This is a new concept that is part of the update to the Future Land Use Section and does not exist as adopted policy direction in the Comprehensive Plan today. As proposed, only a publicly initiated plan amendment could create a new Expansion Area and would be accompanied by an Expansion Area Plan to guide the development of the expansion area through multiple project phases (proposed Future Land Use Section Policy 1.3.4). New Future Land Use Categories and policy approaches may be considered as a part of planning for an Expansion Area. Community outreach similar to that utilized in development or update of a community plan would be included in the creation of the Expansion Area Plan.

Analysis

Overview of Methodology & Data Reviewed

Planning Commission staff reviewed and considered existing land use patterns, community plans, vacant and developable land availability, location of environmental lands, growth trends and projections and the strengths and challenges of the Rural Area to identify suitable potential geographic areas. Much of the data reviewed is represented in Map format. Maps and demographic & economic data are included in the Appendices and are described below:

- Map of Initial Study Locations for Proposed Expansion Areas
- HC/CPA 23-21 Proposed Future Land Use Section Goal 1 Growth Management
- Vacant, Developable and Environmental Lands within the Rural Area
- Vacant and Developable Lands (with Acreages) within the Rural Area
- Mining Lands within Rural Area
- Natural Preservation and Publicly Owned Lands within Rural Area
- Community Plans in the Rural Area
- 2020 2050 Planning Projections Population per Acre
- 2020 2050 Planning Projections Dwellings per Acre
- 2020 2050 Planning Projections Employment per Acre
- 2050 Long Range Growth Forecasts Developable and Redevelopable by Planning Area and Future Land Use Category
- Demographic and Economic Data for Unincorporated Hillsborough County Rural Area

Potential Geographic Areas Suitable for Urban Expansion

In the period 2010-2020, 94% of the county's new residents moved to the USA. Through 2050, that number is projected to decrease to 73% of new residents (350,000 new persons). Conversely, the number of new residents moving to the RSA is projected to quadruple from 6% (in 2010-2024) to 24% (or 83,000 new persons) (in 2020-2050)¹². After initial review and analysis, four (4) general areas have been identified for potential expansion: Wimauma Village Residential-2 (WVR-2), Residential Planned-2 (RP-2), I-4 Corridor and Little Manatee South. These four (4) general areas will be more precisely delineated and refined through further study.

Wimauma Village Residential-2 (WVR-2)

The Wimauma Village Residential-2 (WVR-2) area has historically been and continues to be unique in character and development patterns from other parts of unincorporated Hillsborough County. The WVR-2 Future Land Use category is intended to discourage the sprawl of low-density residential development into rural areas, to protect and conserve agricultural lands, to provide a residential base to support commercial development in downtown Wimauma and direct potentially incompatible development away from environmental areas. The WVR-2 area has already acted as a "urban expansion area," with separate timing for development of services and implementation of a two-tiered approach in the application of densities and intensities. In addition, development at the 2 unit per acre level in this area is required to extend and connect to water and sewer service; thus, more infrastructure exists in this area to serve development than other

¹ Planning Commission staff January 2024 estimate (<u>https://planhillsborough.org/demographic-economic-data/</u>)

² https://planhillsborough.org/by-2050-73-of-new-residents-moving-to-urban-service-area/

rural areas. Further study of this area for increased density would require coordination to confirm infrastructure capacity exists. The appendices include a map with a rectangular box showing the potential area for further study.

WVR-2 lands are located inside the boundaries of the Wimauma Village Community Plan. In 2021, the Wimauma Village Community Plan and the WVR-2 Future Land Use text was updated. Additionally, the adoption of Land Development Code (LDC) standards for a Wimauma Downtown Overlay and for areas with a WVR-2 designation also occurred.

As observed on the housing and population projections, this area has a higher concentration of growth occurring per acre from 2020 to 2050 than other portions of the Rural Area. There are 4,425 developable acres in WVR-2. Since 2019, approximately 2,800 residential units have been approved in the WVR-2 area though the Planned Development (PD) process with additional residential PD requests currently under review. There are also three privately initiated Comprehensive Plan Amendments requesting an expansion of the USA boundary in the Wimauma area. These areas are contiguous to the USA boundary and were submitted as part of the January 2024 cycle and will be reviewed by the BOCC at the March 19, 2024, Land Use Meeting.

Given that the area has already had extensive community engagement and planning work done, are experiencing growth and have the presence of water, sewer and other infrastructure, this area differentiates itself from other portions of the Rural Area. WVR-2 would be a candidate for amending the existing Urban Service Area boundary to include them in the Urban Service Area. In addition, given that this area already has a unique land use category, options would exist to retain that category with a higher density than 2 units per acre or amending the land use category to one of the standard Residential Future Land Use categories.

Residential Planned-2 (RP-2)

The Residential Planned-2 (RP-2) area has also historically been and continues to be unique in character and development patterns. The RP-2 Future Land Use designation was originally established as a tool to discourage higher density in rural areas, protect and conserve agricultural lands and promote self-sustainable development. The RP-2 area can also be considered an acting "urban expansion area". RP-2 is located outside the Urban Service Area and development at the 2 unit per acre level is required to extend and connect to water and sewer service. Part of RP-2 falls within the boundaries of the Balm Community Plan. The RP-2 language was updated in 2021 but is not yet effective due to ongoing appeals. The appendices include a map with a rectangular box showing the potential area for further study.

Like the WVR-2 area, the RP-2 area has had a higher concentration of growth occurring per acre from 2020 to 2050 than other portions of the Rural Area. There are 3,931 developable acres in RP-2. Since 2019, approximately 775 residential units have been approved in the RP-2 areas though the PD process. RP-2 has also had extensive community engagement and planning work completed and has the presence of water, sewer and other infrastructure in parts of the area.

Although the WVR-2 and RP-2 areas have similar comprehensive plan policies, they do have different community visions and dynamics. Generally, there is a stronger sentiment to keep the RP-2 area characteristically rural. Existing rural neighborhoods, such as Tropical Acres, which is included in the Balm Community Plan, may not be included in the study. As such, further study

may not consider certain portions of the RP-2 area and may also require more community outreach.

I-4 Corridor

The I-4 Corridor is a major transportation corridor connecting unincorporated Hillsborough County with Plant City. The corridor has been previously studied by the Urban Land Institute and the Hillsborough County Community and Infrastructure Planning (CIP) Department. The I-4 Assessment completed in 2021 by the CIP Department has already identified strengths and weaknesses of existing infrastructure including but not limited to community facilities, transportation and public utilities. While this work was limited to three small specific study nodes, it does provide an infrastructure baseline. Building off that work provides staff with a starting point to further analyze this corridor for future USA expansion options.

The appendices include a map with a large rectangular box showing the potential overall area for several future I-4 corridor expansion area studies. The northern boundary is Thonotosassa Road with the southern portion proposed to stop at State Road 60/Brandon Boulevard as this area is composed of mining land uses. The box shows a western boundary beginning at the existing USA line just west of I-75 and extends east to Plant City/State Road 39. Due to the wide variety of FLU categories and existing land use categories along the corridor, staff recommend that the corridor be broken down into smaller segments for future USA expansion studies. Determining these study areas and options for land between the expansion areas would be fleshed out in the next phase by staff.

The employment projections show along the I-4 corridor, both north and south, has one of the highest concentrations for new employment and population per acre from 2020 to 2050 (maps in Appendices). There are other areas around Plant City showing high concentrations. It is important to note that Plant City regularly has properties in these areas request annexation into the City and may have plans for infrastructure to serve these areas. This provides the County with an opportunity to work with Plant City in the creation of joint planning areas which may include infrastructure extension collaboration. The 2050 projection maps can be found as part of the Appendices.

It should also be noted that portions of the corridor overlap with the Thonotosassa and Seffner Community Plans. Part of the planning for this corridor would include engaging those residents to modify those community plans to ensure alignments between different portions of the Comprehensive Plan.

Given the diversity of land uses, limited existing infrastructure and adopted community plans in this area, it would be well suited for the initiation of a new Expansion Area(s) to allow for more refinement of the boundaries, development of new policy approaches applicable just to this area and planning for needed infrastructure and services.

Little Manatee South

The southern most community plan along U.S. Highway 41 and U.S. Highway 301 is Little Manatee South. The appendices include a map with a rectangular box showing the potential overall area for further study. There are existing industrial and light commercial uses along U.S. Highway 41. In addition, there are pockets of the Light Industrial Future Land Use Category north of U.S. Highway 41. Manatee County has approved considerable residential and non-residential

development just south of the county line. The Transportation Planning Organization's Long Range Transportation Plan outreach includes consideration of a new interchange in the Little Manatee South area. Uses more intensive than residential and agricultural on principal arterial roadways and in the surrounding area make this area a candidate for additional growth.

The adopted Little Manatee South Community Plan recognizes the current rural character of the area but also provides language for transitioning the area to a more urban form of growth contingent on changes being needed to the Urban Service Area boundary. Goal 6 of the Little Manatee South Community Plan contains specific land use form, density and intensity increases based on geography for future expansion of the boundary. U.S. Highway 41 is specifically called out for 2-3 story building heights, mix of uses a potential transit center and no strip commercial development. The community plan language would be a starting point for staff to use to plan for future expansion.

The current and proposed Comprehensive Policy direction does not allow density increases in the Coastal High Hazard Area (CHHA), which is why staff is proposing to end the western boundary limit for any expansion at U.S. Highway 41. Some land south of the existing USA boundary in the Little Manatee area is within the CHHA. Policy direction does allow an increase in intensity (Floor Area Ratio utilized for non-residential uses) within the CHHA. This area could also be a candidate for a future TDR sending area. New TDR language is proposed by County staff as part of the update of the Future Land Use Section, as outlined in Objective 2.8. Staff will take all adopted policy direction into consideration if this expansion option is chosen by the BOCC for further study.

The outlined vision of the Community Plan provides a framework for moving forward with an Expansion Area in the Little Manatee South area. The Expansion Area process would allow for the master planning of that area that is contemplated in the Community Plan and ensure that infrastructure and services are planned in line with new development for the area.

Section 2 - Public and Private Funding Options for Infrastructure

Upon identifying the geographic area for expansion, staff will conduct a thorough assessment of the infrastructure requirements. This assessment will serve as the foundation for our funding strategy. Staff will then evaluate potential funding options. These options may include the following:

- Mobility Fees: Exploring the feasibility of implementing mobility fees tailored to fund infrastructure in the identified geographic area for development.
- Development Agreements: Collaborating with developers to secure contributions towards the expansion.
- State Grants: Investigating opportunities for obtaining grants from the state to support the infrastructure projects.
- Special Assessment Areas: Considering the establishment of special assessment areas to capture revenue for infrastructure needs and maintenance.
- Community Development Districts (CDD): Exploring the creation of CDDs as a funding mechanism for infrastructure development.
- User Fees: Assessing the viability of user fees as a sustainable revenue source for ongoing maintenance and operation.

• Financing Options: Exploring various financing models to bridge funding gaps and ensure the project's financial viability.

Securing funding for additional infrastructure poses a significant challenge should the Community Investment Tax (CIT) not be renewed. Historically, the County has allocated approximately 50% of CIT revenue towards transportation projects. Should this revenue source expire, the County will face considerable obstacles in addressing current transportation demands, let alone investing in new initiatives.

Once the infrastructure needs assessment is completed, the next phase will include the development of a comprehensive infrastructure funding plan. This process will include collaborating with the Management and Budget team to ensure the funding plan aligns with broader organizational goals and financial considerations.

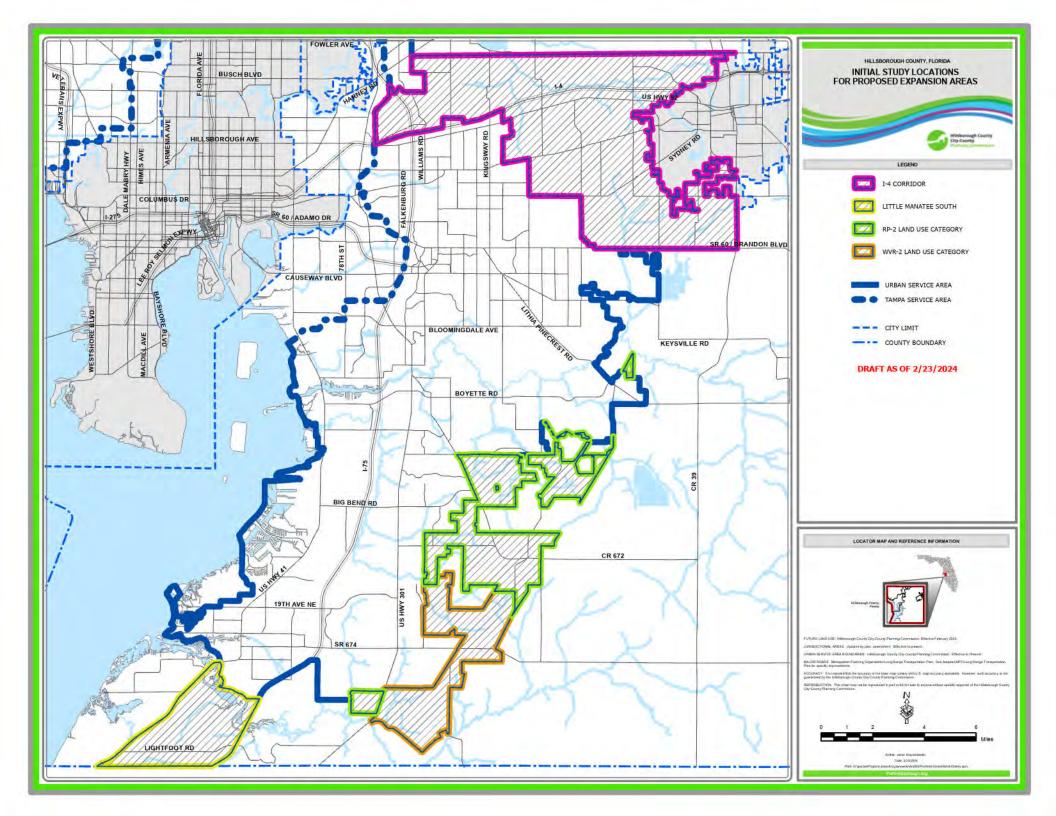
Section 3 - Future Actions

Based on the analysis above, following are options for expansion of the USA boundary or creation of new Expansion Areas are provided. The Board's direction on which options to pursue is needed to move forward with the next steps.

- Staff to proceed with an analysis for expanding the existing USA boundary to incorporate the areas currently designated with the Future Land Use category WVR-2.
 - Modify the current WVR-2 to allow a higher density or amend properties to a standard Residential-4 or Residential-6 land use category.
 - The public outreach and plan amendment process is anticipated to take 9-12 months for this area.
 - The three privately initiated plan amendments would be considered on March 19th by the BOCC and if the BOCC agrees to move them forward, they would do so separately from this larger amendment process.
- Staff to proceed with an analysis for expanding the existing USA boundary to incorporate portions of areas currently designated with the Future Land Use category RP-2.
- Staff to proceed with the creation of new Expansion Areas for I-4 corridor.
- Staff to proceed with the creation of new Expansion Areas for Little Manatee South.
 - Public outreach, refinement of Expansion Area boundaries, analysis of infrastructure needs, analysis of where to allocate future residential and goods and services, development of the land use plan and policy approaches, and plan amendment process is anticipated to take 12-24 months. Planning for portions of the larger study areas may be completed earlier than others.

Appendices

The following attachments are appendices to this report and include the Future Land Use Section Goal 1 proposed language and the maps and demographic and economic data discussed in the analysis.



FUTURE LAND USE

Introduction

Countywide Growth Strategy

By 2045, unincorporated Hillsborough County is projected to grow by over 350,000 additional residents and over 100,000 more jobs. Determining where those new residents will live, work, and play as well as get around is the fundamental purpose of the Built Environment Chapter of the Comprehensive Plan. Specifically, the Future Land Use Section focuses on the County's strategy to accommodate additional growth in a manner that maintains choices of places where people can live – whether it be in a rural, suburban or urban community. It is also important that the new growth occurs in a manner that complements existing communities, maintains environmental and agricultural assets and efficiently utilizes infrastructure. The policies outlined in this section aim to balance these different issues.

Goals of this section aim to accomplish the following:

- Guide future growth through the placement of an Urban Service Area (USA) and identification of Urban Expansion Areas, allowing for urban, suburban and rural communities.
- Define areas within the USA where greater levels of density and intensity of new development and redevelopment called Centers and Connections -may be appropriate to maximize infrastructure and accommodate projected population and job needs.
- Align public investment decisions with land use decisions to better meet the needs of current and future residents.
- Support the creation of places within our existing suburban communities where people can work, shop and access services in close proximity to where they live with safe mobility choices available to them.
- Identify new residential growth opportunities aligned with infrastructure service through the planning for and establishment of Urban Expansion Areas
- Maintain a distinct Rural Area characterized by the retention of agricultural uses, the preservation of natural environmental areas and ecosystems and the maintenance of a rural lifestyle for existing residents.
- Preserve natural environmental systems and open space while simultaneously reducing exposure to natural hazards.
- Create compatible development patterns, recognizing land use patterns of existing communities, through the design and location of land uses.

Urban Service Area and Urban Expansion Areas

The USA is both a boundary on the Future Land Use Map and a strategy to focus 80% of new growth and redevelopment within that boundary aligning with public and private infrastructure investments. As shown in Charts 1 and 2 below, based on most recent short and long term population projections, the % of new residential growth going into the Urban Service Area and cities will not meet this goal as soon as 2030. These projections demonstrate that the time has come to plan for and adopt Urban Expansion Areas as outlined in Objective 1.3. These areas will primarily provide the opportunity for new suburban residential development. A focus in expansion areas will be to plan infrastructure needed to serve the new proposed development.

Within the current Urban Service Area (USA) boundary, vacant and developable land has become increasingly constrained. Therefore, the focus in the current USA will be on two things – opportunities for redevelopment and infill in appropriate areas and preserving the character of existing suburban residential neighborhoods. Within the USA, a mix of commercial and employment uses are also planned in close proximity to where people live. Employment projections shown in Chart 3 anticipate that a greater share of future employment will go into the City of Tampa, allowing for more of the employment growth to be accommodated in the existing Urban Service Area and three cities.

Central water and sewer and greater mobility options should be planned in the USA. By guiding growth to be predominately in the USA and Urban Expansion Areas, we create more livable and desirable communities, while also preserving the rural lifestyles and our numerous environmental and agricultural assets.

Jurisdiction	2020 Population	2030 Population	2035 Population	2040 Population	2045 Population	2020- 2045 Change	2020- 2045 Percent Change	Share of Growth Through 2045
Plant City	39,846	54,203	60,165	65,637	70,960	31,114	78%	6%
Tampa	392,953	449,165	462,645	473,423	484,168	91,215	23%	19%
Temple Terrace	26,832	29,903	31,039	32,025	33,272	6,440	24%	1%
Unincorporated Hillsborough County	1,019,128	1,216,651	1,277,539	1,329,138	1,372,815	353,687	35%	73%
Countywide	1,478,759	1,749,923	1,831,388	1,900,222	1,961,216	482,457	33%	100%

Exhibit 1.0 : Population Projections 2030-2045

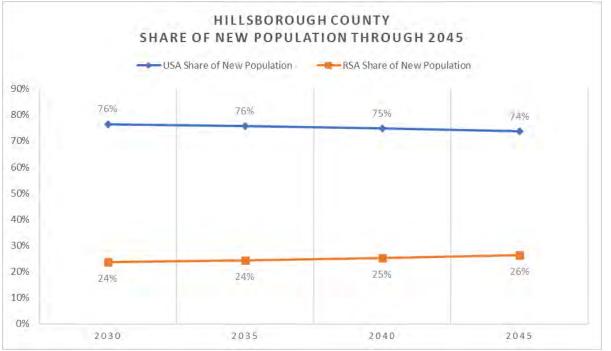


Exhibit 1.1: Hillsborough County Share of New Population Through 2045

Jurisdiction	2020 Employment	2030 Employment	2035 Employment	2040 Employment	2045 Employment	2020- 2045 Change	2020- 2045 Percent Change	Share of Growth Through 2045
Plant City	39,846	54,203	60,165	65,637	70,960	31,114	78%	6%
Tampa	392,953	449,165	462,645	473,423	484,168	91,215	23%	19%
Temple Terrace	26,832	29,903	31,039	32,025	33,272	6,440	24%	1%
Unincorporated Hillsborough County	1,019,128	1,216,651	1,277,539	1,329,138	1,372,815	353,687	35%	73%
Countywide	1,478,759	1,749,923	1,831,388	1,900,222	1,961,216	482,457	33%	100%

Exhibit 1.2: Employment Projections 2030-2045

Goal 1

Maintain a land use pattern that concentrates growth in the Urban Service Area (USA) and Urban Expansion Areas which ensures that growth is supported by existing or planned public facilities and services.

Urban Service Area

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

Policies

- **1.1.1:** Establish and maintain an USA Boundary to designate on the Future Land Use Map the location for urban and suburban level development and redevelopment in the unincorporated County, maximizing the investment in existing and future infrastructure.
- **1.1.2:** To direct growth within the USA, all new residential or mixed-use land use categories within the USA shall have a density of 4 du/ga or greater unless environmental features or existing development patterns do not support those densities. These categories are identified as Suburban and Urban land use categories in Table 2.2.
- **1.1.3:** Within the USA, medium and high-density residential and mixed-use development is encouraged to be located along Centers and Connections as identified in Objective 2.4.
- **1.1.4**: Coordinate the timing of new development with the provision of infrastructure, transportation, transit services, and other public services, such as schools, recreational facilities, etc., in a financially feasible manner with long and short range plans such as but not limited to the Capital Improvements Program, School Five Year Facilities Plan, 10-Year Water Supply Facilities Work Plan and Transportation Improvement Program.

- **1.1.5:** The appropriateness of Future Land Use Map Amendments that increase density or intensity within the USA to a degree that it changes the land use classification from Suburban to Urban (as outlined in Objective 2.2) should be evaluated based on the following:
 - There availability of the programmed urban services such as multi-modal transportation systems, central water and sewer, schools, fire, and emergency services.
 - The compatibility of the increased density or intensity with the surrounding existing development, particularly existing residential neighborhoods, and whether the change would adversely impact the surrounding areas.
 - Furtherance of the adopted Community Plan vision if one exists for the area.
- **1.1.6:** Consistent with and further defined in the Capital Improvements Section, the County will ensure availability of adequate infrastructure for those services with Adopted Levels of Service through the concurrency review process for new development, and coordinate land use and transportation planning to achieve Target Levels of Service.
- **1.1.7:** Coordinate with adjacent local jurisdictions and conduct joint planning efforts for infrastructure to manage the timing and location of new development and/or redevelopment when it occurs along jurisdictional boundaries.

1.1.8: Properties Split by the USA

Lots of record identified by single folio as of July 26, 1989 split by the USA line shall be considered entirely within the USA if one or more of the following criteria are met:

- Lots and blocks that are part of a platted subdivision are inside the USA.
- 50% or more of a platted subdivision or record as of July 26, 1989 is within the USA.
- For lots of record as of July 26, 1989 that are 100 acres or greater, at least 50% of the parcel must be inside the USA. For parcels less than 100 acres, at least 25% of the parcel must be in the USA.
- The portion of the property that is outside the USA is water or conservation area

If none of these criteria are met, the parcel will be considered to be part of the Rural Area in its entirety.

- **1.1.9:** Publicly and privately initiated amendments of the USA boundary will meet the following criteria:
 - 1) Adjacent and contiguous to the established USA; or if not contiguous there are unique circumstances warranting the separation, such as but not limited to separation by environmental lands.
 - 2) Contain developable land addressing population and employment projections.

- 3) The proposed boundary would be an extension of an existing development pattern and/or has a functional relationship to the development pattern of the surrounding area of the proposed site while ensuring the review of adopted Community Plan guidance has occurred and addresses any conflicts.
- 4) In order to ensure that new development contributes adequately to the costs associated with necessary infrastructure and services, plan amendment applications for expansion to the Urban Service Area shall provide an analysis of availability and capacity and fiscal impacts on the following infrastructure and services: Schools, Transportation, Water, Sewer, Solid Waste, Stormwater, Fire/Rescue and Parks. Deficits created by the new development shall be addressed through techniques such as but not limited to developer agreements, CIP amendments, and public/private partnerships.
- 5) The proposed boundary would not adversely impact environmental, natural, historical, and/or archaeological resources, features, or systems to a degree that is inconsistent with the Plan.
- 6) Data supports the need for expansion of the USA to provide for the projected population and economic development needs within the planning horizon of the Comprehensive Plan. Data sources and methodology shall be consistent with Policy 1.3.2.
- 7) The proposed boundary would not compromise the efficient use of land and provision of public services/infrastructure or the preservation of rural areas, agricultural land, or natural areas.

1.1.10: Energy Industrial Park-Urban Service Area (EIP-USA)

The USA may be expanded to include Energy Industrial Parks and will be categorized as EIP-USA only if they are adjacent and contiguous to the existing USA. Free standing EIP-USAs not adjacent to the existing USA will not be allowed.

Rural Areas

Rural areas will typically carry land use densities of 1 du/5 ga (dwelling unit per gross acre) or lesser intense Future Land Use categories.

The One Water Chapter outlines relevant language related to water, wastewater, and septic in the Rural Area.

Within the Rural Area, there are existing developments characterized as suburban enclaves or rural communities. These are residential developments which have a more dense development pattern and character, usually 1 or 2 du/ga. These enclaves are recognized through the placement of land use categories that permit densities higher than 1 du/5 acres. New development of a character similar to the established community will be permitted to infill in a limited manner but not be permitted to expand into areas designated with lower land use densities.

Rural communities, such as Lutz, Keystone Odessa, and Thonotosassa will specifically be addressed through community-based planning efforts. These communities, and others like them, have historically served as centers for community activities within the rural environment

Objective 1.2: The Rural Area is intended to provide areas for long-term agricultural uses, large lot rural residential uses and undeveloped natural areas.

Policies

- **1.2.1:** Within the Rural Area, densities shown on the Future Land Use Map will be no higher than 1 du/5 ga unless located within an area identified with a higher density land use category on the Future Land Use Map as a suburban enclave, planned village, a Planned Development pursuant to the Planned Environmental Community $-\frac{1}{2}$ (PEC $\frac{1}{2}$) category, or rural community which will carry higher densities.
- **1.2.2:** For the purpose of this Plan, planned villages shall be defined as areas identified as Residential Planned-2 or Wimauma Village-2 on the Future Land Use Map within the Rural Area. Rural communities are generally existing areas shown on the Future Land Use map at densities higher than 1 du/5ga and up to 1 du/ga outside the USA. Suburban enclaves are those existing areas shown on the Future Land Use Map as higher than 1 du/ga outside the USA.
- **1.2.3:** The Residential Planned-2 or Wimauma Village-2 land use category shall not be expanded outside of the Urban Service Area.
- **1.2.4:** The presence of Future Land Use categories with Suburban or Urban Future Land Use Categories in the Rural Area does not indicate that the County will be providing central water and sewer service to those areas. Water and sewer service provision in the Rural Area is outlined in the One Water Section.
- **1.2.5:** Encourage clustering to protect natural resources and allow for the continuation of bona fide agricultural uses.
- **1.2.6:** In order to recognize that parcels may exist prior to July 26, 1989, which cannot be subdivided due to a slight shortfall in area and for which, in some cases, variance relief is not possible due to density limits of the Comprehensive Plan, and in view of the de minimis effects posed by the subdivision of such parcels in certain circumstances and the substantial benefit that may be afforded the property owners, a maximum reduction of two percent of the minimum lot area required by the property's zoning shall be allowed, irrespective of density restrictions of the Comprehensive Plan, subject to the following provisions:
 - The parcel shall be a lawful lot created prior to July 26, 1989.
 - The parcel shall be located in the Rural Area.
 - The parcel shall be agriculturally zoned or have a required minimum lot size of one acre or greater.
 - The parcel shall be divided into a maximum of two lots.
 - The lot size reduction shall be limited to one lot in the subdivision.

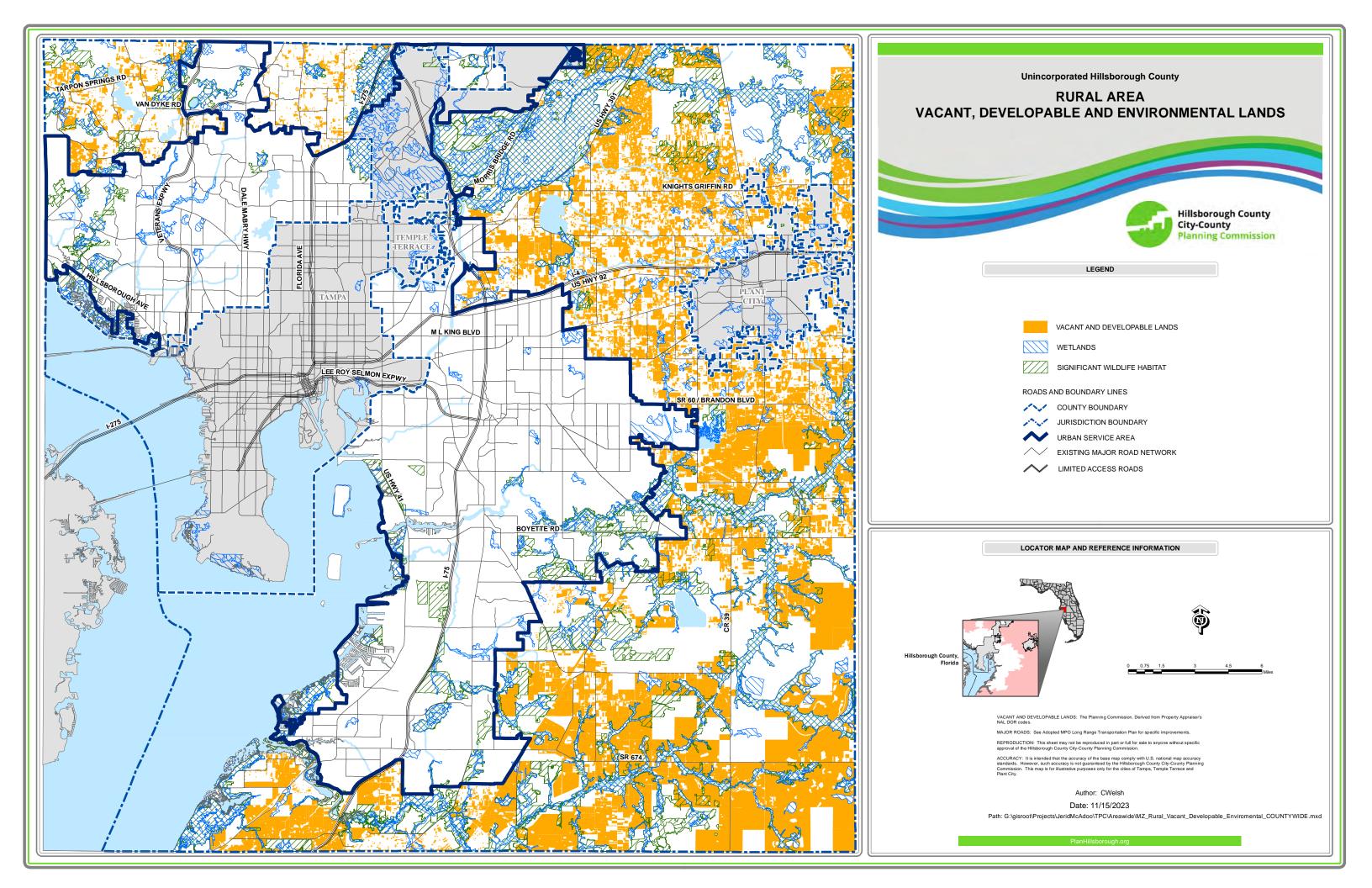
Urban Expansion Area

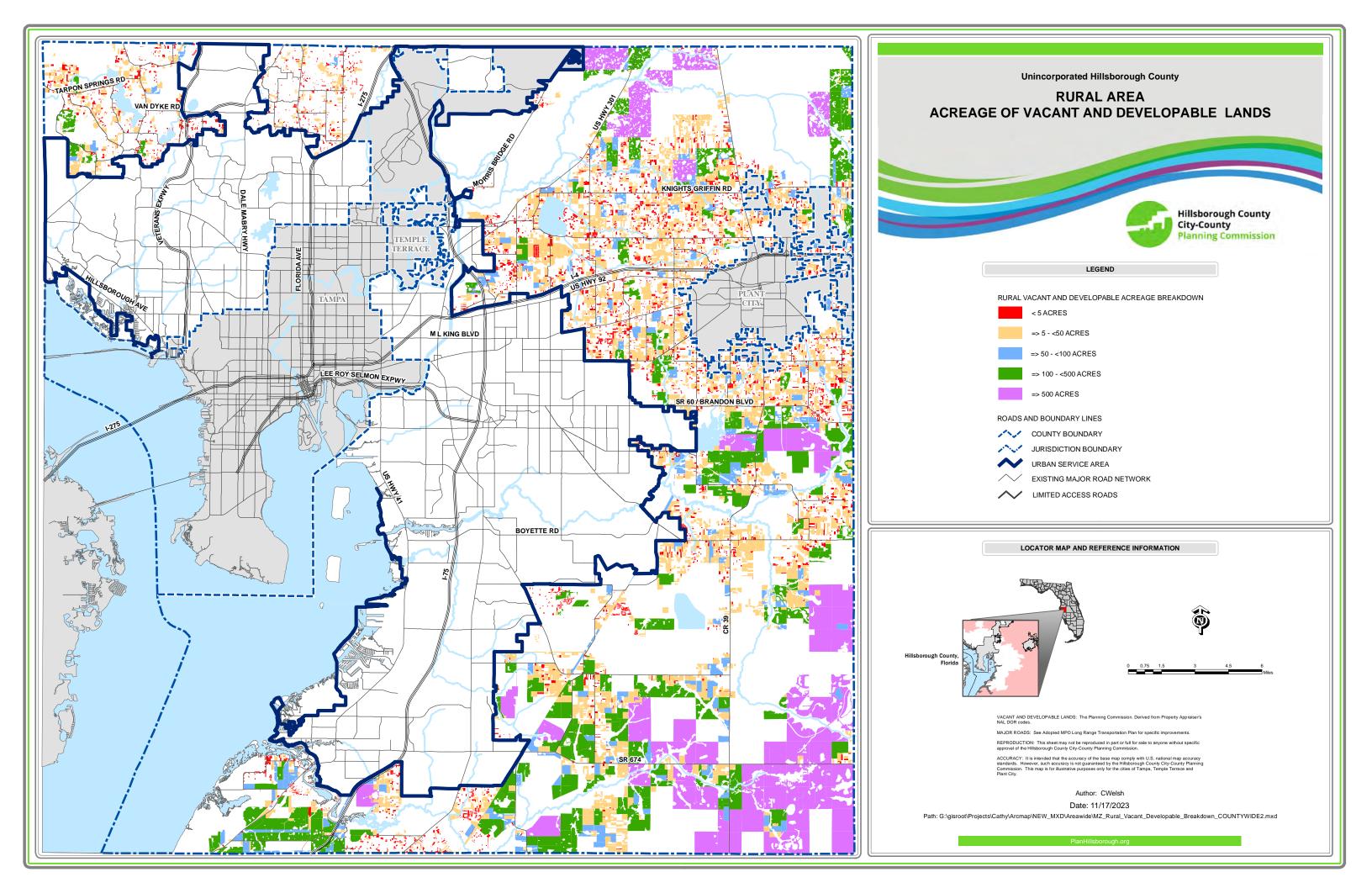
Objective 1.3: Utilize the creation of Urban Expansion Areas to plan for future population and job growth occurs in an efficient manner while addressing infrastructure demands, housing and job needs, natural and rural area preservation, and quality of life.

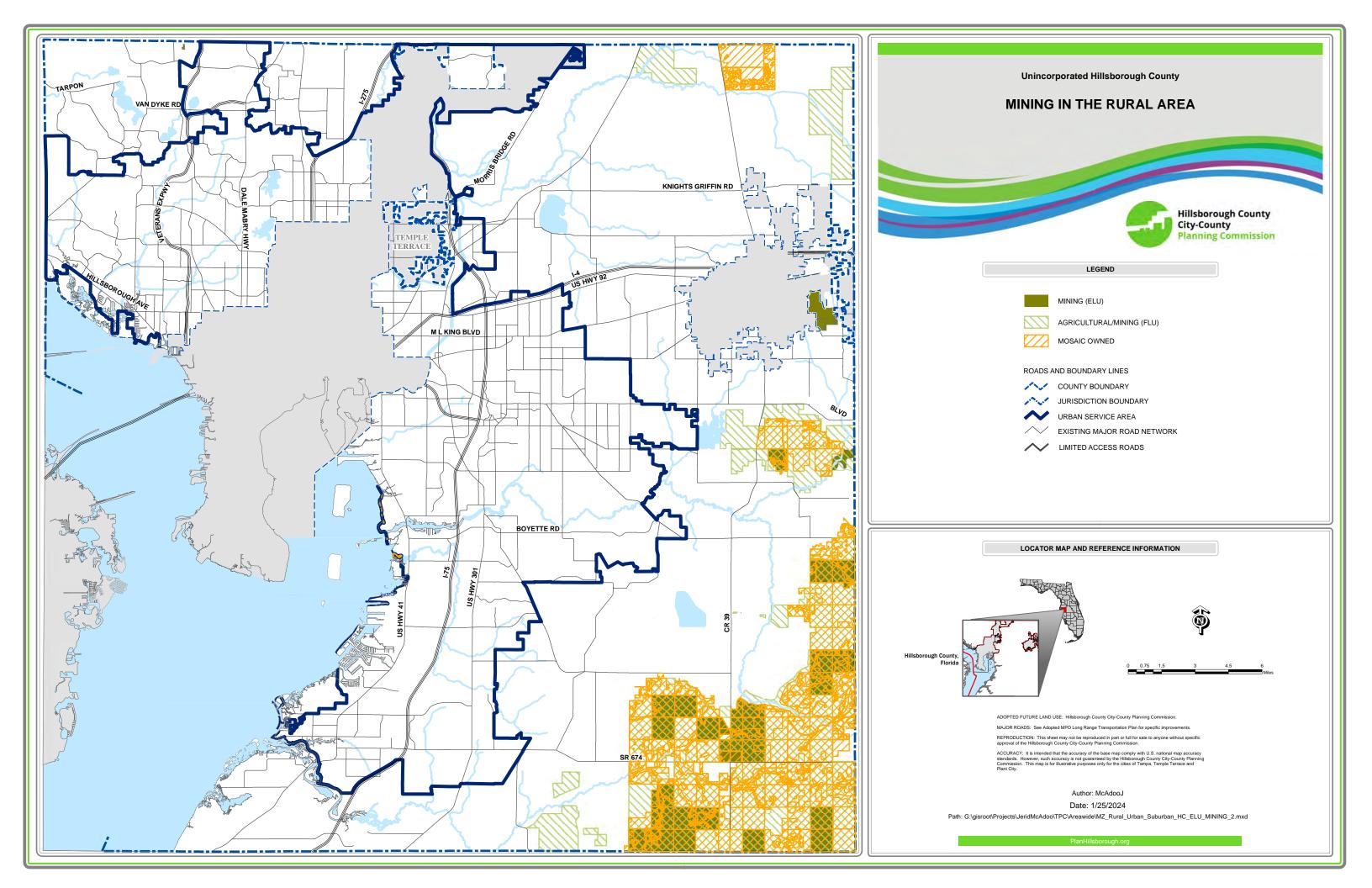
Policies

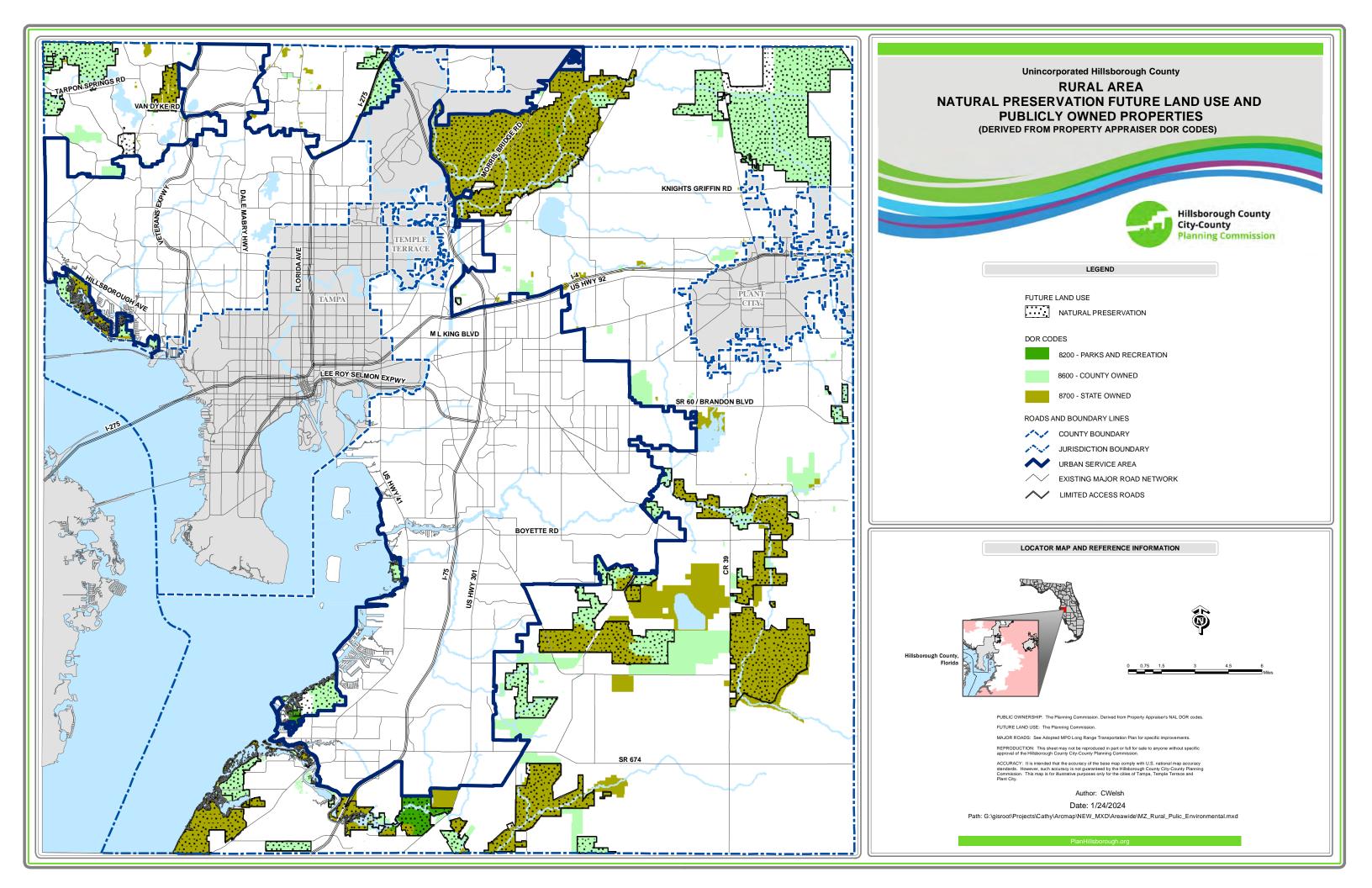
- **1.3.1:** Urban Expansion Areas shall be created to allow for planning for areas of unincorporated Hillsborough County that are currently in the Rural Area and will transition to a suburban or urban development pattern over the timeframe covered by this plan. A publicly initiated plan amendment will be needed to create an Urban Expansion Area and shall be accompanied by a Urban Expansion Area Plan to guide the development of the expansion area through multiple project phases, as outlined in Policy 1.3.4.
- **1.3.2:** Establish initial Urban Expansion Areas to accommodate population and job growth through 2045 by 2025. Additional Urban Expansion Areas will be considered if the Bureau of Economic and Business Research (BEBR) forecasts, Planning Commission population projections, or an Evaluation and Appraisal Report (EAR) depict a need for expansion to accommodate additional population or job growth during the timeframe covered by this Plan.
- **1.3.3:** Establishment of Urban Expansion Areas will include amendments to the Capital Improvement Program, privately funded infrastructure, or other mechanisms, ensuring adequate public facilities and services are at or above Adopted LOS standards as new development occurs.
- **1.3.4:** The Urban Expansion Area Plan will study the following:
 - 1) Opportunities for new suburban residential development and identifying where if appropriate any urban level density/intensity development and employment uses may be located.
 - Allow for an efficient pattern of development that is created to allow for goods, services, recreation and community facilities to meet daily needs located proximate to residential areas.
 - 3) Incorporate transitions in density and intensity along the edge of the expansion areas to existing rural residential and/or agricultural areas
 - 4) Whether new land use categories should be created for use with in the Expansion Area.
 - 5) Consider adopted community plans and make amendments to those plans as needed.
 - 6) Gather community input from property owners, businesses, and residents in the study area.
 - 7) Plan for the public facilities and services needed to support future residential and non-residential development. Coordinate with external providers such as but not limited to Tampa Bay Water and the School District as needed. Incorporate land for or future payment in lieu of needed public facilities to serve the expansion area, as appropriate.

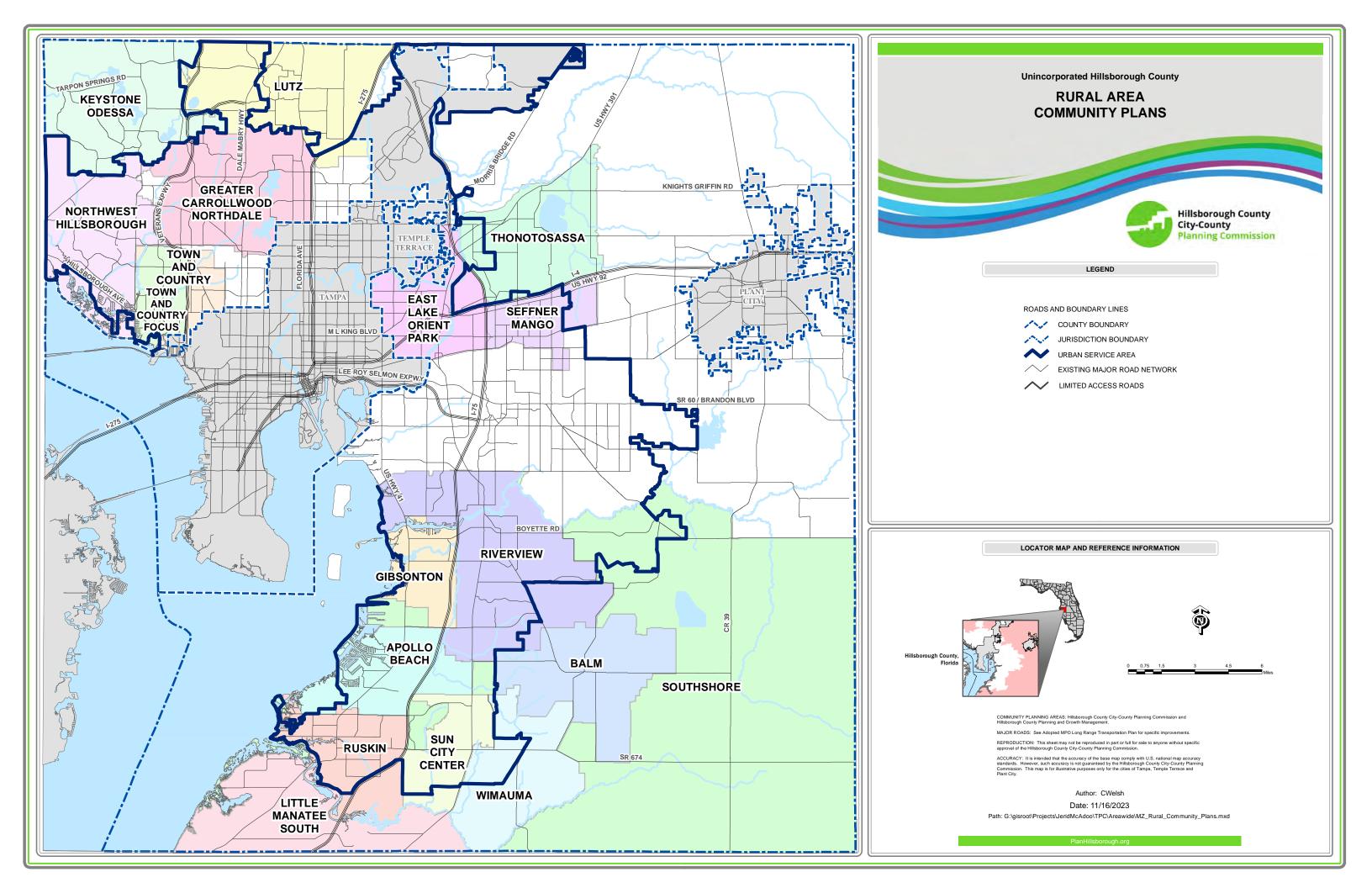
- 8) Ensure that natural systems are maintained. The Urban Expansion Area Plan should be coordinated with the Environmental Protection Commission, the Southwest Florida Water Management District as well as other relevant agencies.
- 9) Plan for future transportation corridors and connections (including trails, bicycle and pedestrian facilities) in appropriate locations to support the new development. Include needed facilities in the Corridors Preservation Map, Context Classification Map, Long Range Transportation Plan and other plans as appropriate.
- 10) Analyze and evaluate the fiscal impact to the County.
- 11) Review impact fees, mobility fees and other tools to ensure the proposed Urban Expansion Area is aligned to infrastructure and land use development strategies. Consideration of public/private partnerships to provide for needed infrastructure are encouraged.

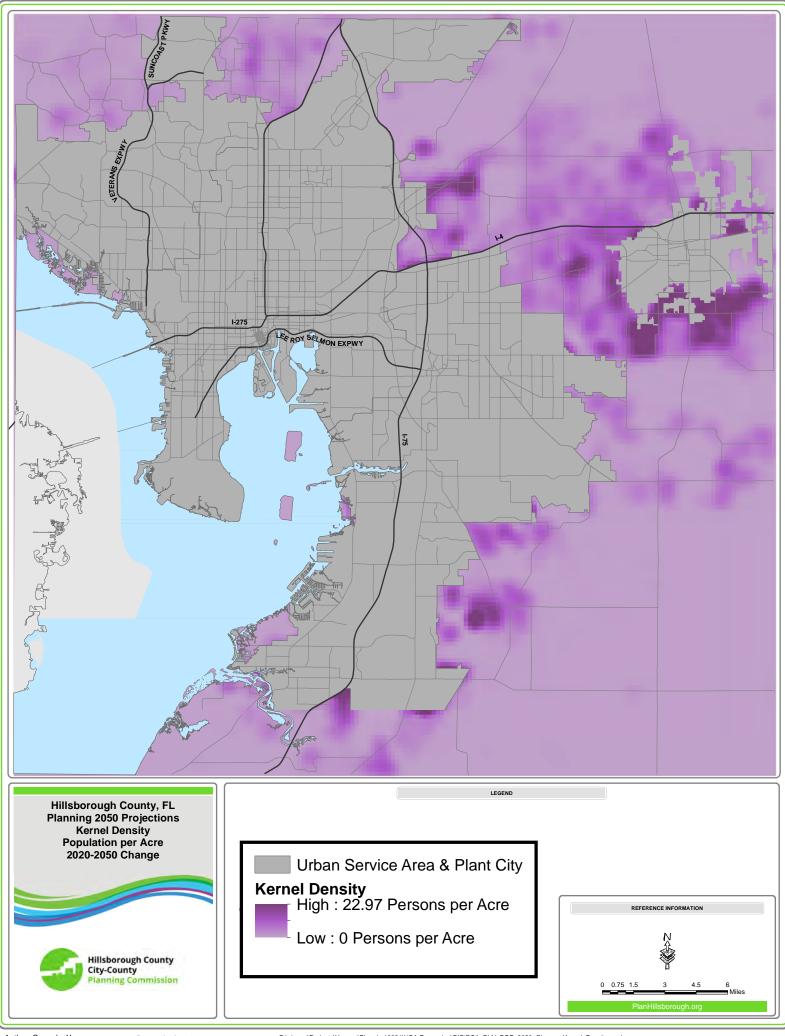








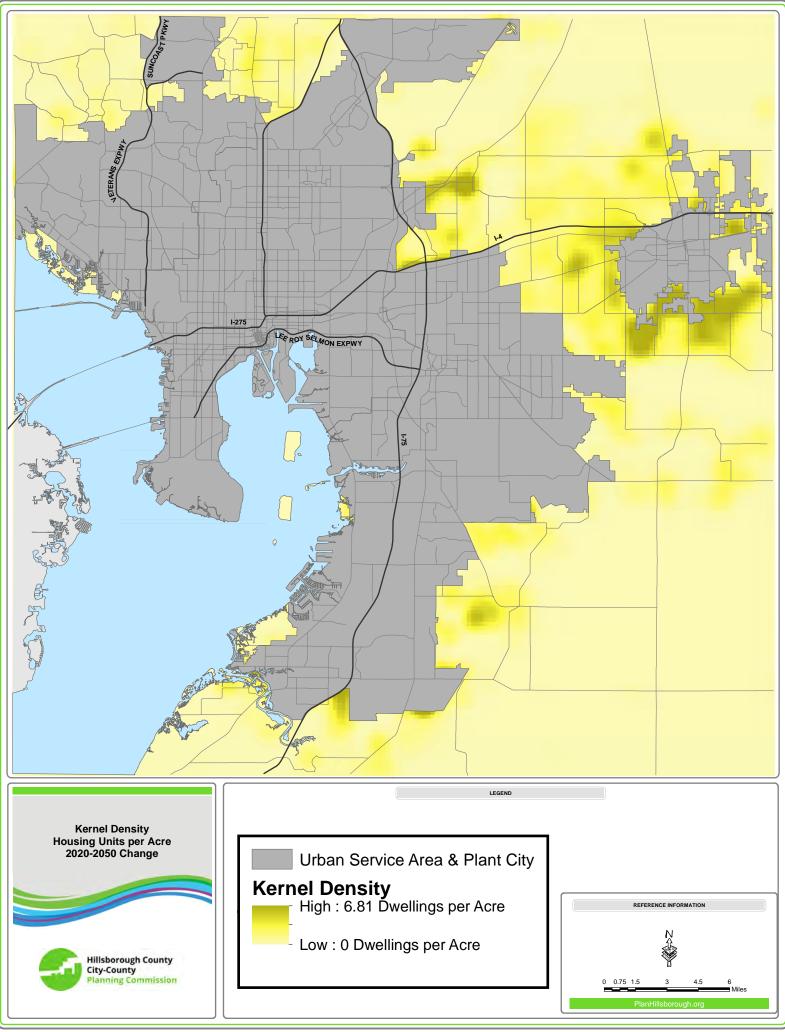


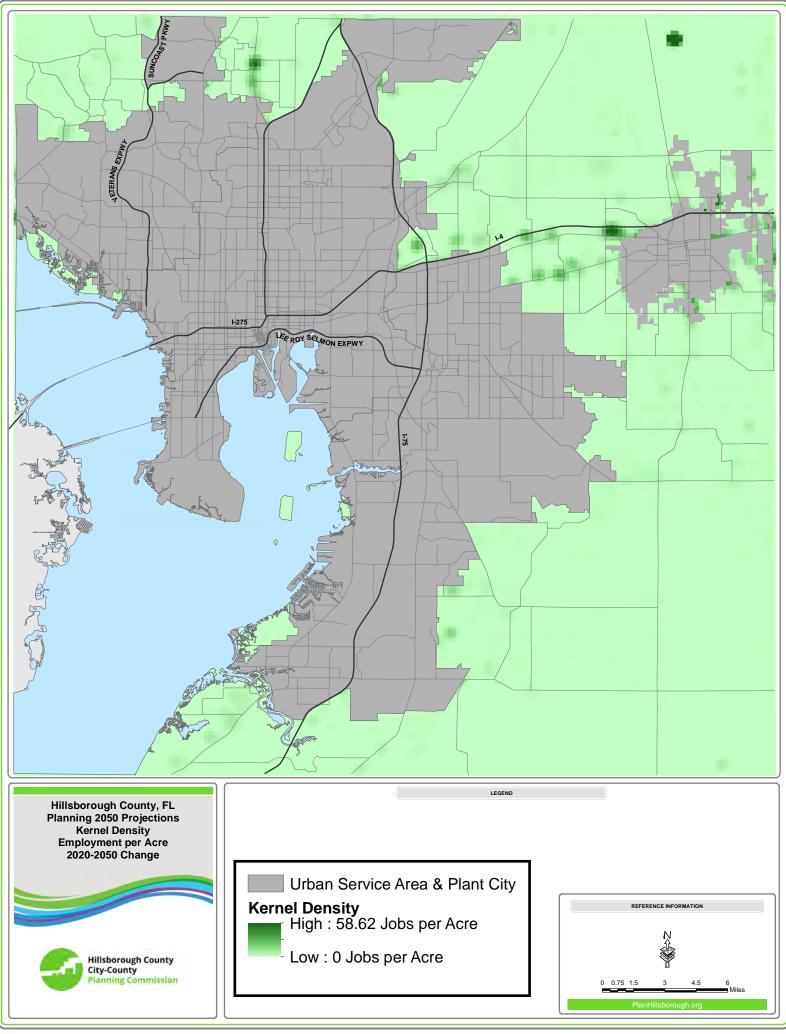


Author: GonzalezY

Date: 2/13/2024

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Author: GonzalezY

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 $G: lg is root \ Projects \ Vassert \ Planning \ 2024 \ USA \ Expansion \ GIS \ RSA_PLN_POP_2050_Change_Kernel_Density.mxd$

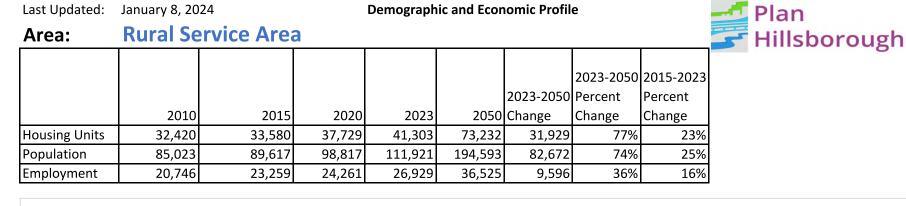
Planning Areas Wholly or Partially within RSA	Developable Parcels in RSA	Developable Acreage in RSA	Redevelopable Parcels in RSA	Redevelopable	Developable + Redevelopable	Total Developable + Redeveloable Acreage
Apollo Beach	1	30.34	1	8.70	2	39.05
Balm	433	5,903.12	94	389.81	527	6,292.94
Boyette	1	0.97	0	0.00	1	0.97
East Lake Orient Park	32	280.27	29	71.18	61	351.44
East Rural	4,935	46,790.07	3,162	11,534.54	8,097	58,324.61
Gibsonton	2	0.12	1	0.64	3	0.77
Keystone Odessa	1,016	4,324.53	245	681.66	1,261	5,006.19
Little Manatee South	694	-,		608.51	915	,
Lutz	664	,				,
Riverview	451	545.73				967.70
Ruskin	134	1,373.09	132	284.24	266	1,657.32
Seffner Mango	133					
South Rural	1,722	-		,	2,043	,
Thonotosassa	1,058	-	550	,	1,608	
Wimauma	774	,	135			5,727.83
Total	12,050	122,000.87	5,717	37,896.84	17,767	159,897.71

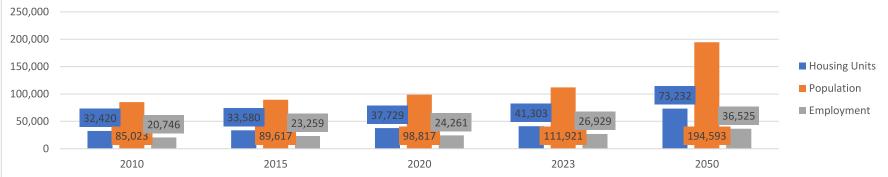
2050 Long Range Growth Forecasts - Developable and Redevelopable by Planning Area

2050 Long Range Growth Forecasts - Developable and Redevelopable by Future Land Use Category

Future Land Uses Within RSA	Developable Developable Parcels in RSA Acreage in RSA			Redevelopable	Developable + Redevelopable	Total Developable + Redevelopable Acreage
AGRICULTURAL ESTATE-1/2.5 (.25 FAR)	617	6,475.39	197	681.89	814	7,157.28
AGRICULTURAL/MINING-1/20 (.25 FAR)	192	,				
AGRICULTURAL/RURAL-1/5 (.25 FAR)	1,845	,		-		
AGRICULTURAL-1/10 (.25 FAR)	239			248.61	280	8,304.97
COMMERCIAL (16 DU/ACRE, FAR.35)	137	308.32	179	333.40	316	641.72
COMMUNITY COMMERCIAL-35 (2.0 FAR)	3	3.31	0	0.00	3	3.31
COMMUNITY MIXED USE-12 (.50 FAR)	11	13.20	15	25.07	26	38.28
ENERGY INDUSTRIAL PARK (.50 FAR USES OTHER THAN RETAIL, .25 FAR RETAIL/COMMERCE)	1	0.30	0	0.00	1	0.30
HEAVY INDUSTRIAL (.75 FAR)	2	0.43	5	3,131.99	7	3,132.42
INDUSTRIAL (FAR .50)	18	82.62	17	23.47	35	106.09
INDUSTRIAL (FAR.50)	205	948.54	107	601.29	312	1,549.83
LIGHT INDUSTRIAL (.75 FAR)	13	240.34	4	36.44	17	276.78
LIGHT INDUSTRIAL PLANNED (.75 FAR)	13	230.87	12	34.07	25	264.94
MIXED USE - RESIDENTIAL/COMMERCIAL (20 ACRE MINIMUM)	5	100.06	0	0.00	5	100.06

NEIGHBORHOOD MIXED USE-4 (3)						
(.35 FAR)	42	171.42	41	67.50	83	238.92
OFFICE COMMERCIAL-20 (.75 FAR)	9	17.06	16	18.14	25	35.20
PLANNED ENVIRONMENTAL						
COMMUNITY-1/2 (.25 FAR)	5	701.82	0	0.00	5	701.82
RESIDENTIAL - 12 (12 DU/ACRE,						
FAR.35)	511	491.46	195	285.47	706	776.93
RESIDENTIAL - 20 (20 DU/ACRE,						
FAR.35)	46	34.29	30	33.80	76	68.09
RESIDENTIAL PLANNED-2 (.35 FAR)	1,304	3,931.24	410	558.06	1,714	4,489.30
RESIDENTIAL-1 (.25 FAR)	4,626	22,041.79	2,469	5,695.40	7,095	27,737.19
RESIDENTIAL-12 (.35 FAR)	2	0.89	0	0.00	2	0.89
RESIDENTIAL-2 (.25 FAR)	448	721.39	319	502.77	767	1,224.17
RESIDENTIAL-2.5 (.25 FAR)	40	834.14	19	42.86	59	877.00
RESIDENTIAL-20 (.35 FAR)	1	0.00	0	0.00	1	0.00
RESIDENTIAL-4 (.25 FAR)	1,551	7,833.22	1,315	2,138.75	2,866	9,971.97
RESIDENTIAL-4 (4 DU/ACRE)	485	2,408.55	298	446.09	783	2,854.64
RESIDENTIAL-6 (.25 FAR)	221	209.99	196	286.36	417	496.34
RESIDENTIAL-6 (6 DU/ACRE, FAR.25)	301	413.86	74	160.61	375	574.48
SUBURBAN MIXED USE-6 (.35 FAR)	28	117.40	28	81.16	56	198.55
WIMAUMA VILLAGE RESIDENTIAL-2						
(.25 FAR)	709	4,425.45	119	256.39	828	4,681.84
Total	13,630	127,719.84	6,488	39,583.58	20,118	167,303.42



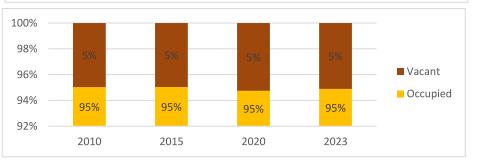


100% **Residential Units by Type** 2010 2015 2020 2023 50% Single Family 26,175 31,477 27,334 35,051 81% Single Family 81% 81% 83% 85% 0% Multifamily 6,245 6,246 6,252 6,252 2010 Multifamily 19% 19% 17% 15%

Occupied and Vacant Housing Units

	2010	2015	2020	2023
Occupied	30,810	31,913	35,748	39,194
Occupied	95%	95%	95%	95%
Vacant	1,610	1,667	1,981	2,109
Vacant	5%	5%	5%	5%





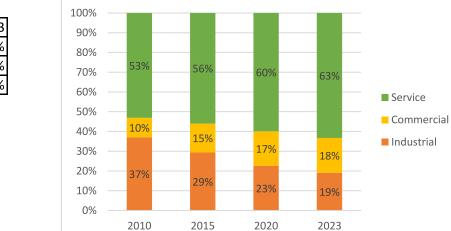
Demographic and Economic Profile



Area: Rural Service Area

		Employment by	/ Туре	
	2010	2015	2020	2023
Industrial	7,693	6,826	5 <i>,</i> 487	5,136
Commercial	2,033	3,421	4,237	4,757
Service	11,020	13,012	14,537	17,035
Total	20,746	23,259	24,261	26,929





Employment by Type

	2010	2015	2020	2023
Industrial	37%	29%	23%	19%
Commercial	10%	15%	17%	18%
Service	53%	56%	60%	63%

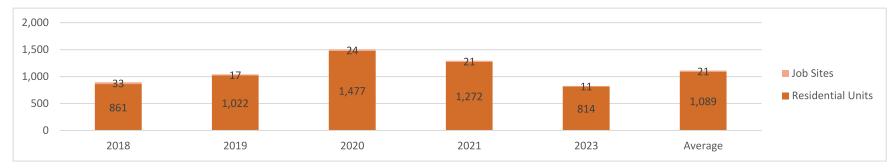
Demographic and Economic Profile





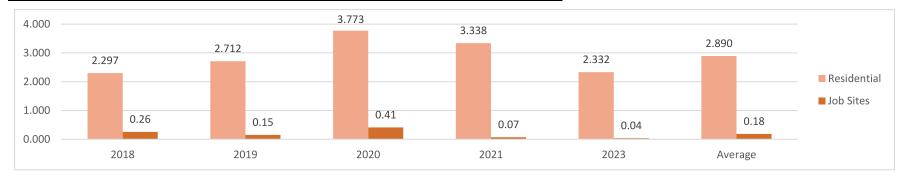
Newly Built or Rebuilt Parcels

	2018	2019	2020	2021	2023	Average
Residential						
Units	861	1,022	1,477	1,272	814	1,089
Job Sites	33	17	24	21	11	21



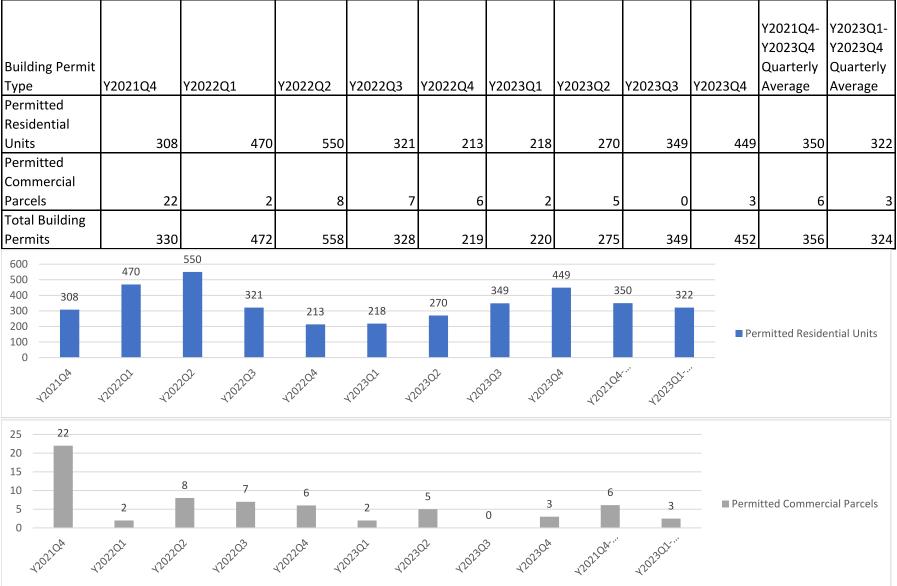
Heated Square Feet (millions) in Newly Built or Rebuilt Parcels

	2018	2019	2020	2021	2023	Average
Residential	2.297	2.712	3.773	3.338	2.332	2.890
Job Sites	0.26	0.15	0.41	0.07	0.04	0.18



Demographic and Economic Profile

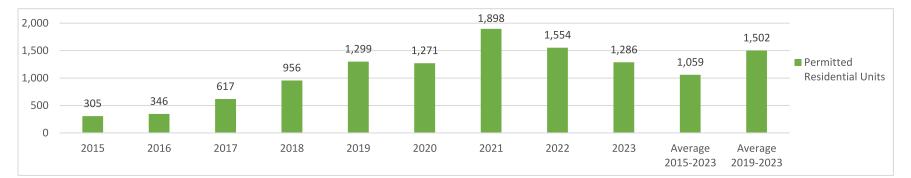


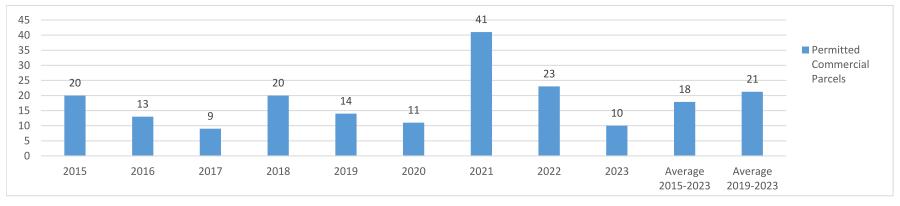


Demographic and Economic Profile



Building Permit										Average	Average
Туре	2015	2016	2017	2018	2019	2020	2021	2022	2023	2015-2023	2019-2023
Permitted											
Residential											
Units	305	346	617	956	1,299	1,271	1,898	1,554	1,286	1,059	1,502
Permitted											
Commercial											
Parcels	20	13	9	20	14	11	41	23	10	18	21
Total Building											
Permits	325	359	626	976	1,313	1,282	1,939	1,577	1,296	1,077	1,524





Demographic and Economic Profile

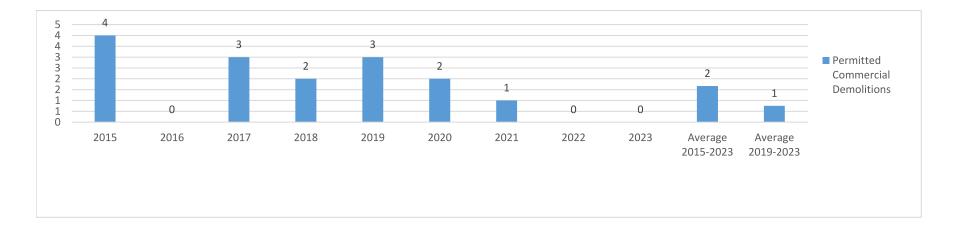


					Ī	Ī	T				1202104	1202301-
Demo	olition										Y2023Q4	Y2023Q4
Perm	its	Y2021Q4	Y2022Q1	Y2022Q2	Y2022Q3	Y2022Q4	Y2023Q1	Y2023Q2	Y2023Q3	Y2023Q4	Quarterly	Quarterly
Perm	itted											
Resid	ential											
Demo	olitions	0		0 0	0	0	0	0	0	0	0	
Perm												
	nercial											
Demo	olitions	22		2 8	7	6	2	5	0	3	6	
Tatal	Permitted											
	litions	22		2 8	7	6	2	5	0	3	6	
1 1 0 0	0	0 	0 120 ²² 120	0 0 2		0 	0 V1973	0 V ⁰²³	0	0	Permitted Residential Demolitions	idential
25 20 15 10 5 0	22	2	8 20202 y202		6 × × v201301	vinger	()	3		Co De 3	rmitted mmercial molitions

Demographic and Economic Profile

Plan

🚰 Hillsborough Area: **Rural Service Area** Average Average 2023 2015-2023 2019-2023 Demolition Perr Permitted Resid Permitted Comn Total Permitted Permitted Residential Demolitions Average Average 2015-2023 2019-2023

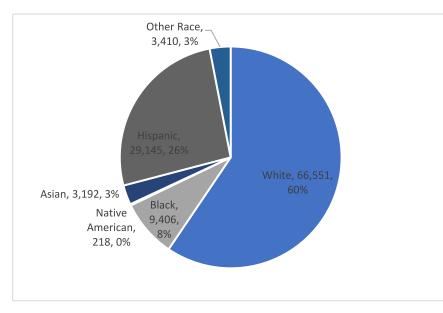


Last Updated: January 8, 2024

Demographic and Economic Profile

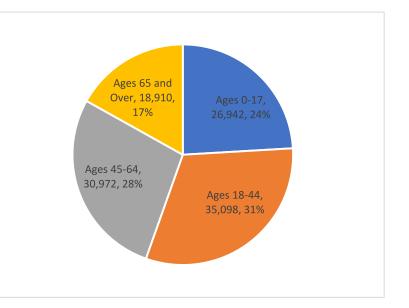


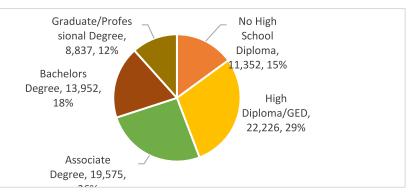
			Native				Total	
White		Black	American	Asian	Hispanic	Race	Population	
6	6,551	9,406	218	3,192	29,145	3,410	111,921	
	59%	8%	0%	3%	26%	3%	100%	



		High			Graduate/	
N	Io High School	Diploma/GE	Associate	Bachelors	Profession	
D	Diploma	D	Degree	Degree	al Degree	
	11,352	22,226	19,575	13,952	8,837	
	,	-				

	Ages 18-		Ages 65	
Ages 0-17	44	64	and Over	
26,942	35 <i>,</i> 098	30,972	18,910	
24%	31%	28%	17%	

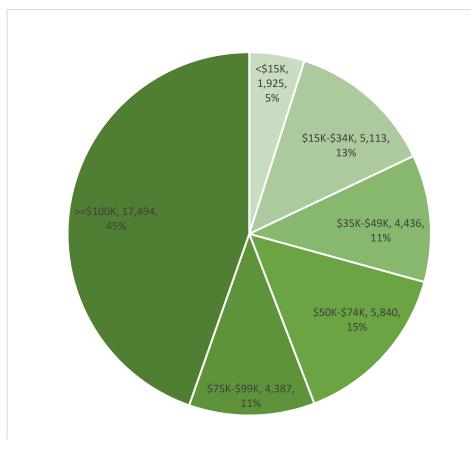


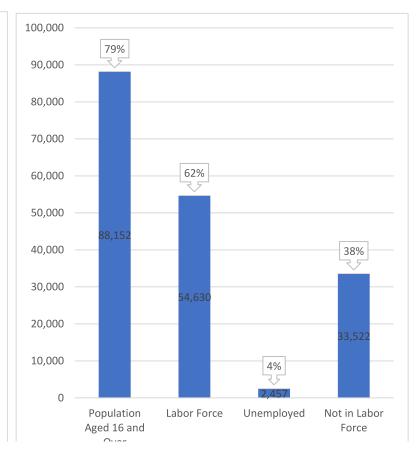


Demographic and Economic Profile

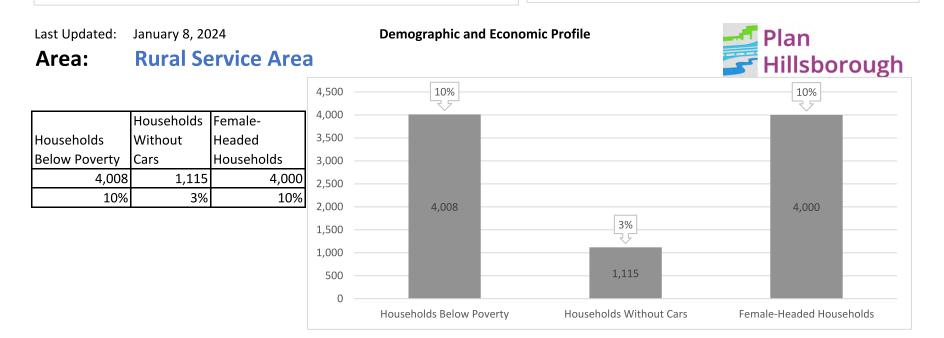


							Weighted	Weighted				
							Median	Mean	Populatio			Not in
							Househol	Househol	n Aged 16	Labor	Unemploy	Labor
<\$15K		\$15K-\$34K	\$35K-\$49K	\$50K-\$74K	\$75K-\$99K	>=\$100K	d Income	d Income	and Over	Force	ed	Force
	1,925	5,113	4,436	5,840	4,387	17,494	\$92,110	\$119,503	88,152	54,630	2,457	33,522
	5%	13%	11%	15%	11%	45%			79%	62%	4%	38%

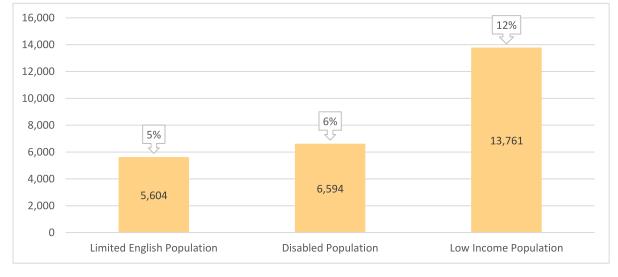




Over



Limited English	Disabled	Low Income
Population	Population	Population
5,604	6,594	13,761
5%	6%	12%



Draft_08JAN2024_Demographic_Economic_Profiles.xlsm

Demographic and Economic Profile



Sources:

Housing Unit					
Estimate	Parcel-level housing unit estimates from Parcel Data from Hillsborough County Property Appraiser				
Housing Unit					
Projection	Small area projections from 2030-2050 Long Range Growth Forecasts (Socioeconomic Data). https://planhillsborough.org/2050-long-range-growth-forecasts/				
	2010-2022 Population Estimates from Table 1. Estimates of Population by County and City in Florida. https://www.bebr.ufl.edu/population. Jurisdiction-level estimates distributed to				
Population Estimates	residential parcels. Parcel Data from Hillsborough County Property Appraiser. Parcel-level population estimate = Appropriate Census persons per household times residential units in				
Population Projection	Small area projections from 2030-2050 Long Range Growth Forecasts (Socioeconomic Data). https://planhillsborough.org/2050-long-range-growth-forecasts/				
	Quarterly Census of Employment and Wages. Excel Files. QCEW NAICS-Based Data Files (1975 - most recent). Bureau of Labor Statistics https://www.bls.gov/cew/downloadable-data-				
Employment Estimate	files.htm. Employment by sector for the years 2010, 2015, and 2020, and 2023. 2010-2023 countywide employment distributed to commercial parcels using share of heated area.				
Employment					
Projection	Small area projections from 2030-2050 Long Range Growth Forecasts (Socioeconomic Data). https://planhillsborough.org/2050-long-range-growth-forecasts/				
New Parcels	Parcel Data from Hillsborough County Property Appraiser (Last accessed: January 8, 2024)				
Building Permits	Tampa, Temple Terrace, and Unincorporated Hillsborough County. Raw data was processed by Plan Hillsborough.				
	Permitted demolitions of existing buildings. Raw quarterly buildingpermit data from all four jurisdictions: Plant City, Tampa, Temple Terrace, and Unincorporated Hillsborough				
Demolition Permits	County. Raw data was processed by Plan Hillsborough.				
Race, Age, Education,					
Income, etc.	American Community Survey. Link: data.census.gov				