Introduction
During the 2011 public input process to update the Future of the Hillsborough Comprehensive Plan, Economic Development was identified as a major issue facing Hillsborough County. The intent of this study is to inform and provide perspectives on ways comprehensive policies can enhance opportunities for economic growth and development. Model economic elements were reviewed and potentially can provide guidance in developing an Economic Development strategy to be included in the Hillsborough County Comprehensive Plan either as a standalone element or incorporating findings into the existing elements of the Comprehensive Plan. Comprehensive Plan policies can provide a formal framework for economic development initiatives and programs. The goals of an economic development strategy include maintaining high quality life, protection of the natural environment, and provision of community amenities. These topics factor into creating economic competitiveness by attracting investment and talent.

Historical Overview
As originally passed, the Local Government Comprehensive Planning and Land Development Regulation Act (chapter 163, Part 2, F.S.) did not discuss or provide for an economic development element. It was not until 1990 that Florida’s Department of Community Affairs (FDCA) added economic development as an optional element. The catalyst for the FDCA adding this additional optional element was initiated by Polk County. The County, during the preparation of its initial Growth Management Plan in 1990, was undergoing a major recession and desired that’s its Growth Management Plan be proactive and use economic development strategies prepared by Strategic Planning Group, Inc. (SPG) as the catalyst for its Comprehensive Plan. Polk County worked with the State for two years before the State amended Chapter 163 to allow for an optional Economic Development Element. Since that time, a host of counties and municipalities have incorporated this optional element into their Comprehensive Plans.

As part of this paper, SPG reviewed numerous Economic Elements both within Florida as well as nationally. This representative group of elements was selected for different characteristics which can provides guidance on creating economically oriented policies. The selection of the elements was based on staff experience and relevance to Hillsborough County. Several were selected because they were from adjacent counties (or city), were the first attempt at establishing an element or presented innovative approaches. As a result, the following City and County Economic Elements were reviewed and analyzed:

- Alachua County
- Collier County
- Miami-Dade County
- Orange County
- Pasco County
- Pinellas County
- Polk County
- Sarasota County
- City of San Diego
- City of Tampa
Review of Model Economic Development Elements

The scope of elements differ considerably with some focusing solely on traditional economic development (existing industry growth and attracting new industries) and others focusing on holistic visions of economic prosperity that includes broader socio-economic and community development initiatives. Some have only one economic development goal while others have multiple goals.

The following presents a summary of the goal(s) and objectives respective to each Economic Element and the number of policies therein.

Summary of Economic Development Elements

Alachua County Economic Element (2005)

Key points to the Alachua County Economic Development Element:
1. Starts with a need to develop plan and organization to administer it
2. Full range of opportunities i.e. includes minority employment
3. Need for Financing
4. Monitoring through an Annual Report
5. References County’s Strategic Plan for Sustainable Economic Development
6. Training and education is focused on vocational training
7. Promotes flexible land development regulations, expedited review, and other streamlined processes
8. Overall general but holistic.

The element has 1 goal, 5 objectives and 37 policies. The goal and objectives are provided below:

GOAL: Enhance the economic prosperity of all citizens of Alachua County and expand and diversify the County’s Tax Base.

Objectives
1. Provide a comprehensive economic development program for Alachua County
   a. 15 policies (calls for “State of Alachua County’s Economy” report annually)
2. Coordinate educational, vocational, and technical training opportunities with the needs of new and existing employers.
   a. 3 policies
3. The County shall evaluate and ensure that the types of new businesses and industries developing and locating in Alachua County (and the expansion of existing businesses and industries) will contribute to maintaining a clean environment (air, water, soil) and be located in areas with suitable infrastructure and compatible land uses. Each employer shall be a good neighbor by preventing adverse impacts on the environment with emphasis given to the Conservation and Open Space Element of the Comprehensive Plan.
   a. 5 policies
4. Provide economic opportunities for all segments of Alachua County. Particular emphasis shall be given to activities which increase economic opportunities for persons at or near the poverty level and to activities which eliminate blighted commercial and industrial uses. Alachua County
Review of Model Economic Development Elements

shall utilize the following indicators: per capital incomes for Alachua County; Percentage of persons living at or below the poverty level; unemployment rates.
   a. 10 policies
5. Diversify the County’s economy
   a. 4 policies

Summary
The Economic Element was prepared prior to the “Great Recession (Dec. 2007 – June 2009)” during a period of moderate but significant growth. Overall the Element is general (based largely addressing traditional economic development objectives but also addresses workforce training, minority employment and the need for flexible planning and land development regulations). The Economic Element starts with need to develop a comprehensive economic development program (it references the County’s Strategic Plan for Sustainable Economic Development), the organizational framework to administer it, as well as specifying the need to monitor it through an annual report. It provides for a full range of opportunities i.e. includes minority employment. The element also addresses the need for financing, workforce training and vocational education.

Collier County Economic Element, 2003 updated 2007

The beginning of the element states “it must be noted that the Economic Element only encourages, and does not mandate, that the County consider economic matters in relation to its overall planning and growth management strategy, as reflected in the other Elements of this Growth Management Plan. In considering whether to adopt changes or modifications to the GMP or the Land Development Code, the Board of County Commissioners must weigh the relative importance of many factors, of which economic impacts are not always the most important.”

Key points to the Collier County Economic Development Element:
1. Starts with addressing natural, cultural, and social resources
2. Major focus on tourism
3. Most policies relate to traditional economic development (enhance, expansion of existing industries and attracting new industries)
4. Includes coordination with non-profit economic development interests
5. Addresses need for education in economic development
6. Addresses need to review and update land development regulations as they impact economic development

The element contains 1 goal, 6 objectives and 37 policies

GOAL: Collier County will achieve and maintain a diversified stable economy by providing a business climate that assures maximum employment opportunities while maintaining a high quality of life.

Objectives
1. The Conservation and Enhancement of Natural, Cultural & Social Resources. Collier County will encourage the conservation and enhancement of those natural, cultural, and social resources
Review of Model Economic Development Elements

that represent the foundation of the County’s existing retirement, recreation, and tourist-oriented economy, in order to place the County in a competitive position to enable the retention and expansion of these and other business opportunities.

a. 9 policies

2. Expanding and Enhancing the Tourism Industry
   a. 5 policies

3. New and Existing Industries
   a. 16 policies

4. Nonprofit and Civic Organizations and Local Groups/Programs
   a. 3 policies

5. Expansion and Development of Educational Facilities and Programs
   a. 3 policies

6. Development Regulations
   a. 1 policy

Summary

The Element was prepared prior to the effects of the “Great Recession” (Dec. 2007 – June 2009) during a time that the County had been experiencing significant growth.

Miami-Dade Economic Element 2003

Introduction  “The overarching aims of the Economic Element are to expand and further diversify the Miami-Dade economy, provide employment for all who want to work, and increase income and wealth. More specifically, the Element provides a set of goals and associated objectives and policies that will enhance Miami-Dade County government’s contribution to the economic development of the area. The Element will serve as the general policy framework for economic development decisions and it will be the guide for operational activities, which influence economic development”.

Key points to the Miami-Dade Economic Development Element

1. Heavily oriented on establishing an organization to develop (a plan), promote and monitor economic development
2. Need to target infrastructure to enhance economic development
3. Addresses small businesses
4. Need to address flexible LDR and permitting
5. Regional in scope

The element contains 4 goals, 14 objectives and 40 policies

Goal 1: Create a Culture within which County Departments incorporate socio-economic considerations into their business plans.

1. Establish executive level procedures and complementary administrative structure to guide, review, evaluate, and monitor Miami-Dade County planning activities impacting socio-economic development. These activities may encompass physical, economic, financial and/or budgetary, business and social service aspects of County government related to socio-economic development.
Review of Model Economic Development Elements

2. Modify the Miami-Dade County organizational structure as necessary to achieve good communication and coordination with all relevant public and private economic development entities.
   a. 2 policies

3. County initiatives and programs to promote economic growth and diversification of the County’s economic base should also acknowledge broadly accepted socio-economic development goals, such as amelioration of poverty, the promotion of economic mobility and self-sufficiency, and access to affordable housing, in balance with other CDMP[Comprehensive Development Master Plan] goals
   a. 2 policies

Goal II: Provide public infrastructure which contributes to all areas of Miami-Dade County within the UDB[Urban Development Boundary] in attaining their socio-economic development potential compatible with other CDMP goals

1. Develop an initial consolidated infrastructure plan within one year, including streets and highways, water and sewer capacity, drainage and fire facilities, and other components especially advanced technology, such as fiber optics, appropriate to enhance socio-economic development.
   a. 4 policies

2. The County will establish strong regional linkages with Southeast Florida governments to plan for and coordinate infrastructure elements impacting economic development
   a. 2 policies

3. Seek to increase middle-income housing by at least 200 units annually through County-administered programs over the next ten years, while also seeking to meet lower income critical needs.
   a. 1 policy

Goal III: Increase employment and investment through programmatic assistance to business and labor force development programs, both countywide and for subareas.

1. The County should develop a set of guidelines for close coordination between Miami-Dade socio-economic development functions and the primary local organizations having business attraction, expansion and retention program responsibilities, as well as with other non-local institutions, organizations, and individuals interested in the economic development of the area.
   a. 8 policies

2. Establish, within two years, utilizing county, state, and national agencies and capabilities, a Small Business Assistance and Entrepreneurial Program focused on management, financial planning, and technology applications.
   a. 3 policies

3. Miami-Dade County, as a major employer, should promote and publicize the services of the primary workforce development agencies, and local colleges and universities.
   a. 2 policies

4. The County will formulate an economic development industrial strategy and corresponding flexible plan with associated policies, which is subject to appropriate monitoring and revision
   a. 1 policy
Review of Model Economic Development Elements

Goal IV: Institute a business support function to facilitate relations between the local business community and with Miami-Dade County with respect to business development, permitting, regulation, and business problem resolution activities.

1. Establish, within one year, a business assistance function within the County administration.
   a. 2 policies
2. All business licensing, permitting and other business regulations pertaining to Miami-Dade County should be fairly enforced according to a set of guidelines and policies to be developed within two years in a manner selected by the County Manager.
   a. 2 policies

Goal V: Maintain and expand Miami-Dade County Airports and Seaports to seek excellence in competitiveness in capacity utilization, security, customer service and environmental sensitivity among cargo and passenger facilities worldwide.

1. Develop and operate Miami-Dade County’s aviation facilities in a manner that enhances competitiveness while maintaining their position as one of the leading economic generators in South Florida, with continuous improvement in safety, security, customer service, and environmental responsibility
   a. 5 policies
2. Seek to maintain and expand the Port of Miami-Dade’s status as the world’s leading cruise homeport and Florida’s largest container port.
   a. 3 policies

Summary
Miami –Dade County’s Economic Development Element was prepared prior to the “Great Recession”. It is heavily oriented on establishing an organization to develop (a plan), promote and monitor economic development. It addresses the need to target infrastructure to enhance economic development. It is holistic and addresses not only primary/basic industries but also the needs of small businesses. It addresses the need to address flexible LDR and permitting and perhaps most importantly acknowledges that economic development (and planning) is regional in scope. The Element also sets forth a monitoring program.

Orange County Economic Element (May 2009)

Key points to the Orange County Economic Development Element
1. Starts with “develop a globally competitive workforce”
2. Heavy on new skills, innovation and workforce
3. Stronger connection between land use policies and economic decisions
4. Linkage between housing and transportation and workforce
5. List of target industries and clusters

The Element contains 5 Goals, 10 objectives and 20 policies.

GOAL E1: Orange County shall develop and retain a globally competitive workforce that supports the needs of both present and nascent industries.
Review of Model Economic Development Elements

Objectives
1. Orange County shall promote educational opportunities in the sciences at elementary school level
   a. 2 policies
2. Orange County shall promote continuing education efforts to foster workforce containing latest skills
   a. 2 policies

GOAL E2: Orange County shall promote a stronger connection between land use policies and economic decisions

Objectives
1. Orange County shall promote the use and protection of industrial lands
   a. 4 policies
2. Orange County shall protect and promote the vitality of the nursery industry in Northwest Orange County
   a. 2 policies

GOAL E3: Orange County shall support housing and transportation policies that support the local workforce

Objectives
1. Orange County shall continue to support the efforts of the Workforce Housing Task Force
   a. 3 policies
2. Promote mobility in Orange County by continuing to fund public transportation
   a. 2 policies

GOAL E4: Orange County shall promote policies that support the quality of life of our workforce

Objectives
1. Promote the development of family childcare facilities
   a. 1 policy
2. Promote the development of accessory housing in Orange County
   a. 1 policy

GOAL E5: Orange County will promote economic diversification and the strengthening of industry specializations (added 10/2010)

Objectives
1. Orange County shall promote the economic diversification of the County’s economic base by attracting and expanding new industries.
   a. 1 policy
2. Orange County shall promote the competitiveness of industries that comprise Orange County’s economic base
   a. 2 policies
Review of Model Economic Development Elements

Summary
Orange County’s Economic Development Element was prepared after the start of the “Great Recession”. The element starts with the need to “develop a globally competitive workforce”. It is heavily oriented on the need for new employment skills, the need to attract innovation jobs as well as improving the County’s workforce. The element addresses the need for a stronger connection between land use policies and economic decisions. It is holistic and establishes a linkage between housing and transportation and workforce. In terms of traditional economic development objectives, the element defines a list of target industries and clusters.

Pasco Chapter 13 Economic Element -2006

Key points to the Pasco Economic Development Element
1. Addresses organizational issues related to Economic Development
2. Primary focus on traditional Economic Development activities: retention, expansion, and attraction of industries and promoting positive business image
3. Addresses need to maintain inventory of developable land
4. Links infrastructure and economic development
5. Addresses workforce development
6. Addresses tourism
7. Sets forth the organizational structure of the County and role of the Pasco Economic Development Council (PEDC)

The Element contains 1 goal, 7 objectives and 37 policies

Goal: Provide an Economic Development Program and Strategy

Objectives:
1. Coordinated Economic Development Strategy. To create a local economic development environment that is conducive to the creation and growth of new businesses and the expansion of existing business.
   a. 5 policies
2. Target Businesses. Establish and maintain programs designed to promote the attraction of targeted industries to facilitate the diversification of Pasco County’s economic base, create quality jobs and secure above average wages for residents with the goal to:
   • Attract suitable target businesses
   • Provide quality job opportunities to Pasco residents
   • Increase new income and spending within Pasco County
   • Increase the County’s ad valorem tax base; and
   a. Diversity the local economy
   5 policies
3. Existing Business Retention. Develop and maintain programs designed to promote the retention and expansion of targeted businesses, to include identification of state and local incentives and job training programs.
Review of Model Economic Development Elements

a. 5 policies

4. Enhance Business Environment. Provide incentives or remove disincentives to attract companies to Pasco County and retain existing businesses that add value to the local economy
   a. 11 policies. Includes codes, permitting, and redevelopment and infill policies

5. Strengthen Workforce Development. Develop a proactive workforce development program working with education and workforce development resources to provide training for primary targeted industries, and develop relationships to better prepare students for careers related to target businesses.
   a. 4 policies

6. Infrastructure Support. Protect the integrity of existing infrastructure and promote the development of appropriate, new infrastructure within designated, growth areas of the County to facilitate economic development.
   a. 4 policies

7. Tourism Development. Promote tourism, and the development of tourism infrastructure as a positive economic activity in Pasco County.
   a. 3 policies

Summary
Pasco County’s Economic Development Element was prepared prior to the “Great Recession” during a time of significant population growth. The element addresses organizational issues related to Economic Development and is primarily focused on traditional economic development activities: retention, expansion and attraction of industries and promoting positive business image. The element establishes a strong linkage between planning and economic development and addresses the need to maintain an inventory of developable land, and link infrastructure and economic development. It addresses workforce development. The element addresses redevelopment as well as tourism.

Pinellas County – Economic Element 2009

Key points to the Pinellas County Economic Element:
1. Good vision and discussion of Economic Development
2. Defines specific goal of expanding 50,000 new primary jobs
3. Addresses location of job producing lands
4. Specifically address flexibility of LDRs
5. Promotes strong regional economy
6. Calls for the preservation of industrial lands
7. Element more than GOPs in that it includes data on the overall economy as well as monitoring program. Primary structure is through County Economic Development Department.

The Element contains 1 goal, 7 objectives and 38 policies

GOAL: To facilitate a strong and robust local economy that provides growth opportunities for existing businesses, attracts new high wage employers and promotes a diverse range of industries through innovative, sustainable methods that in a responsible manner enhance the County’s vitality and the Quality of life for residents and visitors.
Review of Model Economic Development Elements

Objectives
1. To strengthen the local economy by attracting 50,000 new high wage primary jobs to Pinellas County by 2030.
   a. 4 policies
2. To provide quality siting opportunities for primary employers by maintaining and enhancing industrial lands within Pinellas County.
   a. 6 policies
3. To achieve a business climate that promotes and supports local business retention, expansion and diversity.
   a. 5 policies (including marina and marine/water dependent industries)
4. To support and promote a healthy environment for small businesses in Pinellas County through ongoing programs and assistance.
   a. 3 policies
5. To provide a system of land development regulations that facilitate design flexibility, demonstrate a commitment to environmental improvement, and ensure provisions for quality redevelopment.
   a. 6 policies
6. To continue Pinellas County’s strong history of tourism and recognition as one of Florida’s prime tourist destinations.
   a. 6 policies
7. To promote a strong regional economy enhanced by cooperation and mutual support, as Pinellas County is not an isolated entity, but an integral component of the greater Tampa Bay region.
   a. 8 policies

Discussion of primary jobs, and target industries. It lists target industries. Discusses implementation through the Economic Development Department, as well as discussion on land assembly. According to the Industrial Land Study, 87 percent of existing target industries are located on 7.5 acres or less and 49% buildings less than 24,000 square feet. Two thirds are located in non-industrial designations.

Summary
The Economic Development Element was prepared during the beginning of the “Great Recession” and at a time when the County at reached a full build-out. The element contains a well written vision of its future as well as a good discussion of economic development. It is the only element that specifically specifies an actual numeric goal of expanding new primary jobs (50,000 jobs). As the County is virtually built-out, it addresses specific locations for job producing lands. It addresses flexibility of land development regulations and promotes the need to establish a strong regional economy.

Polk County Economic Element (Division 2.400) (revised October 2010 but largely based on 1992 element)

Premised on four general categories
1. Economic Base Maintenance
2. Economic Base Diversification
3. Economic Development Integrated with Planning, and
4. Implementation

Key points to the Polk County Economic Element:
1. Oldest of Economic Elements and highly successful
2. Primarily based on traditional Economic Development principals (enhancement, expansion and attraction of industries)
3. Economic Development includes Tourism Development
4. Integrates Planning and Economic Development
5. Provides a monitoring schedule

The Element contains 1 goal, 7 objectives and 35 policies

GOAL: Provide a diverse economic base which affords Polk County and its residents a maximal amount of economic opportunity.

Objectives

1. The County shall, through the Economic Development Council, maintain programs designed to expand and enhance the County’s traditional economic base.
   a. 11 policies
2. Polk County shall promote the retention and expansion of existing businesses within the County
   a. 2 policies
3. The County, through the Economic Development Council, shall establish and maintain programs designed to promote the recruitment of non-traditional industries to facilitate the diversification of Polk County’s economic base.
   a. 3 policies
4. The County shall ensure that land is allocated for future agricultural/commercial/industrial land uses to allow for a viable economy.
   a. 6 policies
5. The County, in coordination with municipal governments, shall protect the integrity of existing infrastructure and promote the development of appropriate new infrastructure within designated growth areas of the County to facilitate economic development.
   a. 4 policies
6. The County shall enter into coordinating agreements with other governmental entities which effect economic development policy and planning efforts.
   a. 4 policies
7. Polk County shall implement the objectives and policies of this Economic Element through appropriate techniques which include careful evaluation of proposed County actions for conformance with the policies of this Element. All objectives and policies within the Comprehensive Plan shall be considered when making growth management decisions.
   a. 5 policies

Summary
The Element was prepared prior to the “Great Recession” but is based on the County’s earlier recessions during the late 1970s and 80s. The Element is the State’s oldest of Economic Element and overall has been highly successful. It establishes a strong organizational framework for economic development and is primarily based on traditional Economic Development principals (enhancement, expansion and...
Review of Model Economic Development Elements

 attraction of industries) although it includes tourism development. The element integrates Planning and Economic Development and provides a monitoring schedule.

Sarasota Economic Development (Chapter 8) –November 2006

Key points to the Sarasota Economic Development Element:
  1. Good discussion of County’s Economic Development assets and structure
  2. Holistic in that it addresses workforce education and training, wages, housing and quality of life
  3. Address development review
  4. Addresses redevelopment

The Element contains 3 goals, 8 objectives and 50 policies. Note it is more than GOPs as it contains base data on the County.

ECON GOAL 1: Economic Infrastructure. Diversify and grow the economic base of Sarasota County by investing in human capital and workforce development in areas with high returns, promote partnerships and synergies that more effectively leverage financial resources, and develop a supportive culture and physical infrastructure for entrepreneurs.

Objectives
     a. 2 policies
  2. Financing. Increase access to capital for value added industries and to maintain a sustainable source of support for tourism and economic development efforts.
     a. 4 policies
  3. Infrastructure. Enhance business development opportunities by ensuring that Sarasota County develops and maintains a comprehensive, long-range infrastructure program as a key critical component of its economic development strategy. This shall include encouraging and supporting the maintenance, construction, and installation of viable, working waterfront development.
     a. 7 policies
  4. Business Climate and Regulatory Environment. Ensure county policies and regulations are consistent with and promote economic goals, develop public understanding and support for the economy and its connection to a sustained quality of life, and align community development issues, such as affordable housing, with economic efforts.
     a. 13 policies
  5. Quality of Life. Ensure the enhancement of business development opportunities by maintaining a “Quality of Life: component of those desirable community elements consisting of the preservation of the natural environment, enjoyment of arts, culture and recreation, educational excellence, and promoting social wellbeing, a healthy community, and keeping the community safe.
     a. 13 policies
ECON GOAL 2: Coordination, Collaboration, and Cooperation. Enhance the effectiveness and efficiency of overall economic development efforts through the coordination, collaboration and cooperation with federal, state, regional, and local authorities.

Objectives

6. Economic Development Program. Provide a coordinated and cohesive economic development program that represents the needs and desires of Sarasota County’s citizens.
   a. 6 policies

ECON GOAL 3: Diversify the Economy. Achieve a diversification and sustainable economic base in Sarasota County to minimize the vulnerability of the local economy to economic fluctuations.

Objectives

7. Support Existing and Attract New Businesses. Sarasota County will support existing businesses and attract new high wage paying, value-added businesses.
   a. 4 policies

8. Support Existing and Attract New Agricultural Enterprises. Sarasota County will preserve and enhance economic opportunities for agricultural enterprises.
   b. 1 policy

Summary
The Element was prepared prior the impacts of the “Great Recession”. It provides a good discussion of the County’s Economic Development assets and structure. It is holistic in that it addresses workforce education and training, wages, housing, redevelopment, and quality of life. It addresses organizational issues and specifies land use and review of land development regulations. Sarasota develops a long term economic development plan every five years. The element also contains data on vacant lands by use and projections of employment and land needs. In addition, there is a section on “Guiding Principles for Determining Desirable Business and Industry” which appears restrictive.

San Diego Economic Prosperity Element 2008

Key points to the San Diego Economic Prosperity Element:

1. Good discussion of Economic Prosperity. The element is holistic, and in addition to traditional economic development addresses community development and quality of life.
2. Starts with industrial land use and its availability
3. Address non-base jobs (not just targeted primary jobs) including neighborhood commercial, and transit corridors
4. Addresses community revitalization and need for linkage between infrastructure and economic development
5. Address education
6. Addresses military, ports, international trade and tourism

The Element contains 12 initiatives, 32 goals and policies

The format of the City’s Economic Prosperity Element is different from Florida’s comprehensive plan formats as the element does not have objectives. The format used by the City of San Diego involves:
Review of Model Economic Development Elements

- Purpose statement
- Introduction
- List of Initiatives with individual goals, discussion of goals and policies

Initiative A – Industrial Land Use

Goals

1. A diversified economy with a focus on providing quality employment opportunities and self-sufficient wages for all San Diegans
2. A city with sufficient land capacity for base sector industries to sustain a strong economic base.
3. Efficient use of existing employment lands.

- Base Sector Industrial use
  - 5 policies
- Non Base Sector Employment Uses
  - 6 policies
- Prime Industrial Land
  - 4 policies
- Other Industrial Land
  - 4 policies
- All Industrial Land
  - 1 policy

Initiative B - Commercial Land Use

Goals:

1. Commercial development which uses land efficiently, offers flexibility to changing resident and business shopping needs, and improves environmental quality
2. Economically healthy neighborhoods and community commercial areas that are easily accessible to residents
3. New commercial development that contributes positively to the economic vitality of the community and provides opportunities for new business development
4. A City with land appropriately designated to sustain a robust commercial base

Policies

- General Policies
  - 5 policies
- Neighborhood Commercial Areas
  - 3 policies
- Community Commercial Areas
  - 3 policies
- Transit Corridors
  - 3 policies
- Regional Commercial Areas
  - 1 policy
Review of Model Economic Development Elements

- Redesignation of Commercial Land
  - 1 policy

Initiative C. - Regional Center and Sub regional Employment Areas

Goal:

1. A City where new employment growth is encouraged in the existing regional center and sub regional employment areas connected by transit to minimize the economic, social and environmental costs of growth.

1 policy

Initiative D – Education and Workforce Development

Goals:

1. A city that provides life-long skills and learning opportunities by investing in excellent schools, post-secondary institutions for continuous education and training.

2. Equitable access to educational opportunities

3. A city that will continue to incubate growth and investment by providing a skilled and educated workforce that meets industry needs.

7 Policies

Initiative E - Employment Development

Goals:

1. A broad distribution of economic opportunities throughout the City

2. A higher standard of living through self-sufficient wages and an increase in citywide real median income per capital

3. A City with an increase in the number of quality jobs for local residents, including middle-income employment opportunities and jobs with career ladders.

5 Policies
Initiative F – Business Development

Goals:

1. *A City able to retain, attract, and maintain the type of businesses likely to continue positively to the local economy. These industries contribute to a diverse economic base, maintain environmental quality, and provide high quality employment opportunities*

2. *A City focused on promoting local entrepreneurship to build locally based industries and businesses that can succeed in local, national, and international markets.*

3. *A City with thriving businesses, particularly in existing urban areas*

4. *A City with opportunities for growth and expansion of small businesses*

4 Policies

Initiative G – Community and Infrastructure Investment

Goals

1. *Community revitalization through enhanced access to regional and national sources of private and public funding*

2. *Public and private infrastructure that supports economic prosperity*

5 Policies

Initiative H – Military Installations

Goal

1. *A City which preserves the ability of military installations to achieve their mission to remain in San Diego.*

3 Policies

Initiative I – Visitor Industries

Goals

1. *A City that encourages investments in the tourism industry that also benefit existing residents and support community reinvestment.*

2. *A City that recognizes the benefits of and promotes cultural heritage tourism in the overall economy.*

7 Policies
Review of Model Economic Development Elements

Initiative J – International Trade, Maritime Trade, and Border Relations

Goals

1. A City that takes advantage of its location as part of a greater interregional and bi-national area to be a strong competitor in the global marketplace.

2. A City that actively promotes greater interregional and bi-national cooperation

3. Protection of the quality of life in the greater border region while keeping the region secure

4. Reliable and efficient passenger and commercial transportation systems along the US - Mexico border

5. A City that promotes and protects waterborne industry and commerce through cargo and cruise terminals.

6. An increase in commerce through enhancement of air cargo facilities and operations

7. San Diego’s working waterfront to continue to become a more vital part of region’s economy and quality of life.

11 Policies

Initiative K – Redevelopment

Goal

1. A city which redevelops and revitalizes areas which were blighted to a condition of social, economic, and physical vitality consistent with community plans.

9 Policies

Initiative L – Economic Information, Monitoring, and Strategic Initiatives

Goal:

1. An informed public decision-making process providing economic information to the public and decision-makers.

5 Policies

Summary

The Economic Development Element was prepared prior to the impacts of the “Great Recession” and based on a separate regional economic development strategy/program. The Element contains an excellent discussion of Economic Prosperity. The element is holistic, and in addition to traditional economic development addresses community development and quality of life. The Element starts with industrial land use and its availability. It addresses non-base jobs (not just targeted primary jobs) including neighborhood commercial, and transit corridors. It also addresses the need for quality education for all, and the need for community revitalization and the need for linkage between infrastructure and economic development. Lastly it addresses the military, its ports, international trade and tourism.
City of Tampa Economic Element, 2008
Note: Contains overall vision of City and discussions on economic development and what it should mean.

Key points to the City of Tampa Economic Element:
1. Good general Vision narrative, comprehensive but very general, short of specific quantifiable policies – more narrative than objectives/policies
2. It is holistic in approach
3. Starts with organization
4. Addresses need for available land
5. Supports compact growth, mixed uses
6. Address arts and culture

The Element contains 1 goal, 6 objectives and 36 policies

GOAL Sustain prosperity – Tampa is a very livable, prosperous City that attracts wealth and human capital on an ongoing basis.

Objectives
1. The Mayor of Tampa provides pivotal leadership that contributes to businesses wanting to be part of the City.
   5 policies
2. Tampa business and industry have the land use designations, community infrastructure and support needed to help them thrive and expand.
   10 policies
3. The City of Tampa partners with economic development organizations to diversify the City’s economic base and capitalize on emerging markets for business growth.
   6 policies
4. Tampa is a safe place to conduct business
   5 policies
5. Tampa economic policy is based on reliable information
   7 policies
6. Support arts and culture as a core component to the economic health of the City.
   3 policies

Summary
The Tampa Economic Development Element was prepared at the beginning of the “Great Recession” but prior to its major impacts. The element contains a good general Vision narrative. The overall element is comprehensive but general, short of specific quantifiable policies. It is more narrative than stated objectives/policies. It is holistic in approach and it starts with a description of economic development organization (with the Mayor as lead). It addresses the need for available land (but states that enough land is available for development) and it supports compact growth, mixed uses. The element also addresses arts and culture.
Overall Summary of Findings

Table 1 provides a summary of the various economic elements reviewed. They range from traditional economic development goals, objectives, and policies. The table or matrix summary describes the basic format of the economic element, delineates the various types of objectives (traditional economic development orientation, expanded orientation to include community, relationship to planning, workforce and education) and finally overall economic prosperity.
### Table 1: Summary of Economic Development Elements’ Objectives & Policies

<table>
<thead>
<tr>
<th></th>
<th>Alachua</th>
<th>Collier</th>
<th>Miami-Dade</th>
<th>Orange</th>
<th>Pasco</th>
<th>Pinellas</th>
<th>Polk</th>
<th>Sarasota</th>
<th>San Diego</th>
<th>Tampa</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BASIC FORMAT</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Goals #</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Objective #</td>
<td>5</td>
<td>6</td>
<td>14</td>
<td>10</td>
<td>7</td>
<td>7</td>
<td>8</td>
<td>32</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Policies #</td>
<td>37</td>
<td>37</td>
<td>40</td>
<td>20</td>
<td>37</td>
<td>38</td>
<td>35</td>
<td>50</td>
<td>93</td>
<td>36</td>
</tr>
<tr>
<td>General discussion (not just GOP)</td>
<td>√</td>
<td>no</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Based on data or Strategic Plan</td>
<td>√</td>
<td>p</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Define ED Organization Structure</td>
<td>√</td>
<td>√</td>
<td>PEDC</td>
<td>IDAP/CE</td>
<td>DD</td>
<td>√</td>
<td>PPP</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TRADITIONAL ED OBJECTIVES/POLICIES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diversify Economy</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Expand Existing Industries</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Attract new industries</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Attract full range of Industries</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Define employment growth</td>
<td>√</td>
<td>√</td>
<td>50,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Address Sector Employment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Maritime/waterfront</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Tourism</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Military</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Air and/or Sea Ports</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Arts and Culture</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Natural resources</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Define target Industries</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Global Approach</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td><strong>EXPANDED ED OBJECTIVES/POLICIES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Job Creation other than prime/basic</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Promote/define financing options or business assistance/incentives</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Regional Linkages</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Implementation Program</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Monitoring Program</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td><strong>ED AND PLANNING RELATIONSHIP</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provide sufficient future job creating lands</td>
<td>implied</td>
<td>implied</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Flexible, expedited LDRS</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>implied</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>implied</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Promote transportation infrastructure</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Promote mass transit</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Discuss land uses for other employment types</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promote redevelopment</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td><strong>WORKFORCE AND EDUCATION</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workforce including Training</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td><strong>ECONOMIC PROSPERITY</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promote education (human capital)</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Address housing needs</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community development (social)</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promote Live, Work, Plan (mixed use)</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promote Quality of Life</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
</tbody>
</table>

Notes:
1. Referred to as Initiatives
2. Referred to as Goals

Source: Strategic Planning Group, Inc. 2011
Conclusion
The Economic Development Elements reviewed were written prior to the impacts of the “Great Recession”. In the case of Florida, most were written to protect employment generated lands from being converted to residential or retail uses, as well as addressing the rising housing costs prior to the real estate bust. It should be noted that there is a major difference between the Economic Development Element and any corresponding Strategic Economic Development Programs that may have been prepared by a local or regional Economic Development Agency (EDAs). Most of the elements contain goals, objectives and policies that are more holistic than those pursued by EDAs. Most EDA based plans are tightly focused on the retention, expansion and/or attraction of targeted industries/jobs (those prime jobs whose product is exported outside the area and thus bring in new money; also referred to as basic jobs) as opposed to jobs/businesses that satisfy local demand. For example, most County EDAs do not attempt to direct resources to enhance or attract retail jobs or tourism. As stated the responsibility of most EDAs is to increase prime/basic employment especially jobs with above average wages; not to promote quality of life or education, which are increasing the focus in Economic Prosperity Elements. While most of the elements reviewed are general in nature; as opposed to Strategic Economic Development Plans which have specific Action Items and metrics; they nonetheless, have a regulatory basis specific both to objectives and policy implementation. That said Economic Development Elements are policy documents while Strategic Economic Development Plans are action oriented programs (metrics, etc.).

Specific to Hillsborough County, the analysis of these Economic Elements does contain several lessons learned. First, there seems to have been an evolution from earlier elements, which focused on traditional economic development (retention, expansion and attraction of industry/jobs), to a more holistic approach that addresses community development, redevelopment and overall economic prosperity. This approach can only be accomplished as an Element as opposed to trying to incorporate objectives and policies throughout the other elements. Second, the analysis also demonstrates the need to address how economic development/prosperity will be managed and monitored. Third, the importance of linking planning, infrastructure and economic development is strongly established. Fourth, but connected to the first lesson, is that economic development should not only address workforce training/skills but overall education achievement (K-12 as well as post high school) and the need to address skills defined by the new innovation economy. Lastly, economic development is regional in scope which should be addressed in organization structure and implementation policies.

The elements that have the most relevancy to Hillsborough County are: San Diego, if only for its holistic approach to economic prosperity and the depth of the element; Tampa for its Vision and holistic approach even if it is very general; Orange County for its focus on the new economy and workforce training; Pinellas County because of its details and approach to economic development, especially scarce available lands; Miami-Dade for its regional approach and calling for establishing a strong management/organization to carry out the element’s policies and lastly Pasco County for its emphasis on combining overall planning and economic development.

The following are some objectives and policies that could be pertinent to Hillsborough County.

Organization/Implementation of the Element
As noted in the recent Tampa Hillsborough Economic Development Corporation’s Locational Assessment and Recommended Strategic Plan for Economic Growth, “the County has been unable to articulate a clear vision of its desired future due in part to a lack of cohesive and collaborative civic leadership and
Review of Model Economic Development Elements

an under supported economic development organization”. Furthermore, the County has no overall planning/economic development organization or management process to actually implement economic prosperity goals, objectives and policies. No organizational structure currently exists that can be accountable for implementing a “holistic” economic development program.

Both Alachua and Miami-Dade counties have specific objectives to establish an organizational structure to oversee the implementation of the Economic Development policies and coordinate planning and economic development. For example: Miami-Dade’s first Goal is “create a culture within which county departments incorporate socio-economic considerations into their businesses plans”. Its first objective is “establish executive level procedures and complementary administrative structure to guide, review, evaluate and monitor Miami-Dade County planning activities impacting socio-economic development.” These activities may encompass physical, economic, financial and/or budgetary, business and social service aspects of County government related to socio economic development. Corresponding policies include “an administrative mechanism will be created and charged with the coordination, evaluation, integration and monitoring of countywide and community social and economic development plans and activities including commercial/industrial land use decisions and County infrastructure prioritization with municipalities.” While implementation measures are implied in the Tampa Economic Element, its policies are very general having few specific actions or program to implement.

Focus on Global Competitiveness and Workforce Development
Economic Development goals cannot be achieved without a strong, globally competitive workforce. Orange County’s Economic Element, while general and brief, starts with “Orange County shall develop and retain a globally competitive workforce that supports the needs of both present and nascent industries”. An objective to this goal is “Orange County shall promote educational opportunities in the sciences at elementary level” and policies such as “Work with the Orange County School Board to create science based curricula at the middle school level” and “supplement existing higher education programs with more non degree training and continuing education”.

Expanded Target Industries (beyond primary, basic jobs)
Most if not all economic elements imply the need to retain, expand and attract high paying jobs. However, as is noted by San Diego, Alachua, Pasco and other counties, economic prosperity needs to address all levels of employment skills not just high paying jobs.

San Diego’s policy EP-A-6 states, “Provide for the establishment or retention of non-base sector employment … encourage the development of small business” as well as “When updating community plans or considering plan amendments, land use designations contained in the Land Use and Community Planning Element should be appropriately applied to provide for non-base sector employment uses”.

Economic Development/Planning Linkage
All the economic elements state or imply a linkage between economic development and planning, as demonstrated by San Diego’s policy EP-A-6 described above. The economic elements reviewed address the need for flexibility of land development regulations, reducing permitting/regulatory processing times, and most importantly providing sufficient available lands for development.

Pinellas County Economic Element has several direct economic development/planning linkages. Because of the scarcity of available vacant developable land, one of the Element’s objectives is “To provide quality siting opportunities for primary employers by maintaining and enhancing targeted
industrial lands” with supporting policies including “Pinellas County will examine the feasibility and appropriateness of allowing certain Industrial Limited uses in Commercial General and Residential-Office-Retail designated lands, and will amend the Comprehensive Plan as necessary to support the results of this examination”. Another relevant Pinellas County objective is “To provide a system of land development regulations that facilitate design flexibility, demonstrate a commitment to environmental improvement and ensure provisions of quality redevelopment”. Associated policies include “Pinellas County will research potential changes to land development regulations in an effort to enhance design flexibility in a way that promotes the local economy and targeted industries in particular” and “Pinellas County will evaluate potential changes to land development regulations that streamline the development review process and create more of a redevelopment-oriented code that increases the viability of redevelopment opportunities and ensures that the County remains competitive with surrounding areas that have considerable more developable Greenfield acreage”.

Linking Economic Development and Infrastructure
Several of the elements establish the linkage of infrastructure (roads, water and sewer) to availability of land. Elements, like Miami-Dade and San Diego also note the importance and competitiveness of air and seaports to economic development and increasingly elements like Miami-Dade, Orange County, and Tampa note the need to address rail and mass transit. For example, one of Orange County’s policies is “support the expansion of commuter rail stations to major employment centers …”.

With respect to ports, Miami-Dade notes in objective ECO-13 “develop and operate Miami-Dade County aviation facilities in a manner that enhances competitiveness while maintaining their position as one of the leading economic generators in South Florida ....” With respect to its Seaport “conduct an analysis to determine how Miami’s costs compare competitively and determine if there are some regulations or requirements that add to costs and could be subject to change”.

Next Steps
The next step is to either prepare an Economic Element or attempt to address economic development within the existing Elements. Either way there requires a decision as to whether its goal(s), objectives and supporting policies are narrowly defined (retention and attraction) or holistic (economic prosperity). Once a goal(s) is established, specific objectives will need to be formulated, and only then can policies be developed to achieve the objectives. To be truly useful, there should be an organization/management process that can implement and monitor the achievement of the specified policies.

It should be noted that the referenced Economic Elements are only a starting point to assist the County define its own approach to defining what economic prosperity really means to the community and how it will be addressed within the context of the County/municipality Comprehensive Plan(s).