Hillsborough County
East Rural Agriculture Reserve
Initial Findings

May 2018
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Introduction

To better understand land use trends and changes in southeast Hillsborough County, the Hillsborough County Board of County Commissioners requested the Planning Commission provide an analysis of land use and agriculture in the East Rural Agricultural Reserve (ERAR) study area. An ERAR Core Team, comprised of various County departments and agencies, was created to identify data and maps that provide insight into the land use trends and agriculture industry in the study area over the past decade. Planning Commission staff, with input from the Core Team, produced maps and data to provide a better understanding of the study area based on three point years 2007, 2012, and 2017. This report is a summary of the data and analysis.

East Rural Agricultural Reserve ERAR Study Area

The 132,683± study area (see Base Map) is bounded by the Urban Service Area boundary to the west, the Manatee County Line to the south, the Polk County line to the east, and Highway 60 to the north. Lands designated with the Hillsborough County Residential Planned-2 (RP-2) land use category were removed from the study area due to their future development potential.
Existing Land Use in ERAR

**Objective 29:** In recognition of the importance of agriculture as an industry and valuable economic resource, Hillsborough County shall protect the economic viability of agricultural activities by recognizing and providing for its unique characteristics in land use planning and land development regulations.

As summarized in Table 1, agriculture (50.2%), public/quasi-public (25.2%), and mining (12.2%) are the predominant land uses in the ERAR study area and comprise approximately 87.7% of the total 132,683± acres. This composition of land uses has remained relatively stable over time. Between 2007 and 2017, land dedicated to mining grew by 3,682 acres or 2.78% of the total land area while land dedicated to agricultural decreased by 3,350 acres or 2.52% of the total land area. Public/quasi-public land saw a slight decrease of 351 acres or .26% of the total land area.

Residential development, including single-family, two-family, multi-family, and mobile home parks, increased by 325 acres or approximately a total of .24% of the total land area in the ERAR over the past decade. There was no increase for commercial land uses. Heavy industrial uses increased by 497 acres or approximately .37% of the total land area.

It is important to note that the average single-family residential acreage in 2007 was 2.47 acres and in 2017 averaged 2.12 acres.

**Table 1: Existing Land Use Acreage for Hillsborough County East Rural Agricultural Reserve Area, 2007 and 2017**

<table>
<thead>
<tr>
<th>Existing Land Use Category</th>
<th>2007 Acres</th>
<th>2012 Acres</th>
<th>2017 Acres</th>
<th>Change in Acres from 2007 to 2017</th>
<th>% Change in Acres from 2007 to 2017</th>
<th>% Change in Total Land Area from 2007 to 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>69,949</td>
<td>72,439</td>
<td>66,600</td>
<td>-3,350</td>
<td>-4.8%</td>
<td>-2.52%</td>
</tr>
<tr>
<td>Heavy Industrial</td>
<td>663</td>
<td>1,200</td>
<td>1,159</td>
<td>497</td>
<td>74.9%</td>
<td>0.37%</td>
</tr>
<tr>
<td>Light Commercial</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>0</td>
<td>0.0%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>0</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>N/A</td>
<td>0.00%</td>
</tr>
<tr>
<td>Multi-family</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>0</td>
<td>0.0%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Mobile Home Park</td>
<td>32</td>
<td>49</td>
<td>51</td>
<td>20</td>
<td>62.7%</td>
<td>0.02%</td>
</tr>
<tr>
<td>Mining</td>
<td>12,549</td>
<td>15,533</td>
<td>16,231</td>
<td>3,682</td>
<td>29.3%</td>
<td>2.78%</td>
</tr>
<tr>
<td>Natural Preservation</td>
<td>629</td>
<td>874</td>
<td>919</td>
<td>290</td>
<td>46.1%</td>
<td>0.22%</td>
</tr>
<tr>
<td>Public/Quasi-public/Institutions</td>
<td>33,819</td>
<td>35,256</td>
<td>33,469</td>
<td>-351</td>
<td>-1.0%</td>
<td>-0.26%</td>
</tr>
<tr>
<td>Public Utilities</td>
<td>286</td>
<td>129</td>
<td>115</td>
<td>-171</td>
<td>-59.8%</td>
<td>-0.13%</td>
</tr>
<tr>
<td>Recreation/Open Space</td>
<td>1,555</td>
<td>1,526</td>
<td>1,526</td>
<td>-29</td>
<td>-1.9%</td>
<td>-0.02%</td>
</tr>
<tr>
<td>Schools</td>
<td>37</td>
<td>37</td>
<td>37</td>
<td>0</td>
<td>0.0%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Single Family</td>
<td>2,867</td>
<td>2,825</td>
<td>3,155</td>
<td>288</td>
<td>10.0%</td>
<td>0.22%</td>
</tr>
<tr>
<td>Two Family</td>
<td>0</td>
<td>32</td>
<td>17</td>
<td>17</td>
<td>N/A</td>
<td>0.01%</td>
</tr>
<tr>
<td>Vacant</td>
<td>9,952</td>
<td>5,969</td>
<td>9,385</td>
<td>-566</td>
<td>-5.7%</td>
<td>-0.43%</td>
</tr>
</tbody>
</table>

Findings: Existing Land Use in ERAR

While the East Rural Agricultural Reserve Study Area has seen a reduction in land dedicated to agriculture over the past decade, an analysis of existing land use data and maps (see Existing Land Use Maps) indicate that reduction is generally accounted for by increases in land dedicated to mining. Land currently in mining does have the possibility of being converted back to agriculture or other land uses once mining operations cease and mitigation takes place. Typically, land dedicated to mining would convert to pasture lands due to degraded soil conditions. They can revert to more intensive agricultural uses but would require additional mitigation to be viable as cropland.

To a far lesser extent natural preservation, heavy industrial, and residential uses have also accounted for a reduction in land dedicated to agricultural production. The conversion of land in the East Rural Agricultural Reserve to residential uses has been negligible over the past decade. There has been no increase in land for commercial uses.

It is important to note that conversion of land to residential and commercial uses will remove that land from agricultural uses in the future as residential and commercial uses seldom convert back to agricultural use. Additionally, if the Urban Service Boundary expands in the future, very low-density large lot residential development patterns could impede large planned developments due to the difficulty in land aggregation.
Objective 1: Hillsborough County shall pro-actively direct new growth into the urban service area with the goal that at least 80% of all population growth will occur within the USA during the planning horizon of this Plan. Within the Urban Service Area, Hillsborough County will not impede agriculture. Building permit activity and other similar measures will be used to evaluate this objective.

Building permit data presented in Table 2 and maps (see Figure 5) shows limited development outside the Urban Service Area over the past decade. Between April 2008 and April 2018, 90.4% of building permits were issued within the Urban Service Area, with 9.6% outside of it.

Table 2: Hillsborough County Building Permit Data, 2008-2018

<table>
<thead>
<tr>
<th>Permits</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issued within Urban Service Area</td>
<td>52,653</td>
<td>90.40%</td>
</tr>
<tr>
<td>Issued outside Urban Service Area</td>
<td>5,589</td>
<td>9.60%</td>
</tr>
<tr>
<td>Total Permits Issued</td>
<td>58,242</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

Source: Hillsborough County City-County Planning Commission, May 2018

Chart 2: Percentage of Building Permits Issued by Area between 2008 and 2018

Finding: Building Permits

The Future of Hillsborough Comprehensive Plan encourages at least 80% of all population growth to occur within the Urban Service Area. Based on the analysis, Hillsborough County is meeting this objective.
Objective 4: The Rural Area will provide areas for long term, agricultural uses and large lot, low density rural residential uses which can exist without the threat of urban or suburban encroachment, with the goal that no more than 20% of all population growth within the County will occur in the Rural Area.

The East Rural Agricultural Reserve contains 13 future land use categories. As summarized in Table 3, 42% of land area is dedicated to the Agricultural/Mining – 1/20 future land category use which typically allows for mining and related activities, farms, ranches, feed lots, residential uses, rural scale neighborhood commercial uses, offices, and industrial uses related to agriculture. Homes are permitted at one dwelling unit per 20 acres of land. Around 22% of the land area is dedicated to the Agricultural/Rural-1/5 which allows for farms, ranches, feed lots, residential uses, rural scale neighborhood commercial uses, offices, industrial uses related to agricultural uses, and mining-related activities. Homes in this category are permitted at one dwelling unit per five acres of land. Natural Preservation rounds out the top three uses with 17% of land dedicated to natural open space or natural parks.

Other significant future land use categories found in the ERAR include Residential-1 which comprises 7.2% of future land use. This category typically allows for farms, ranches, residential uses, rural scale neighborhood commercial uses, offices, and multi-purpose projects and allows for 1 dwelling unit per acre of land. The Wimauma Village Residential-2 future land use category makes up 5.2% of land area in the ERAR and typically allows for agriculture, residential uses, multi-purpose and clustered projects. Up to 2 dwelling units per acre are allowed provided that the development is clustered at a minimum of 3.5 dwelling units per net acre on at least 10 acres. Otherwise, the gross residential density may not exceed 1 dwelling unit per 5 acres. Agricultural-1/10 comprises 4.8% of land in the ERAR. Farms, ranches, feed lots, residential uses, rural scale neighborhood commercial uses, offices, industrial uses related to agricultural uses, and mining-related activities. Up to 1 dwelling unit per 5 acres is permitted under Agricultural-1/10. Other future land use categories in the ERAR make up the remaining 2.5% of land include Public/Quasi-Public, Residential-4, Residential-2, Agricultural Estate-1/2.5, Community Mixed Use-12, Light Industrial, and Office Commercial-20.

<table>
<thead>
<tr>
<th>Future Land Use Category</th>
<th>Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural/Mining-1/20</td>
<td>65,321</td>
<td>41.15%</td>
</tr>
<tr>
<td>Agricultural/Rural-1/5</td>
<td>35,060</td>
<td>22.09%</td>
</tr>
<tr>
<td>Natural Preservation</td>
<td>27,042</td>
<td>17.04%</td>
</tr>
<tr>
<td>Residential-1</td>
<td>11,463</td>
<td>7.22%</td>
</tr>
<tr>
<td>Wimauma Village Residential-2</td>
<td>8,211</td>
<td>5.17%</td>
</tr>
<tr>
<td>Agricultural-1/10</td>
<td>7,647</td>
<td>4.82%</td>
</tr>
<tr>
<td>Public/Quasi-Public</td>
<td>3,240</td>
<td>2.04%</td>
</tr>
<tr>
<td>Residential-4</td>
<td>269</td>
<td>0.17%</td>
</tr>
<tr>
<td>Residential-2</td>
<td>186</td>
<td>0.12%</td>
</tr>
<tr>
<td>Agricultural Estate-1/2.5</td>
<td>167</td>
<td>0.11%</td>
</tr>
<tr>
<td>Community Mixed Use-12</td>
<td>75</td>
<td>0.05%</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>32</td>
<td>0.02%</td>
</tr>
<tr>
<td>Office Commercial-20</td>
<td>14</td>
<td>0.01%</td>
</tr>
</tbody>
</table>

Source: Hillsborough County City-County Planning Commission, April 2018
Comprehensive Plan Map Amendment Trends

Looking at previously proposed Future Land Use Map Amendments in Table 3 and Figure 10, excluding the Wimauma Village Plan, there has been some pressure along the Urban Service Area boundary to increase densities to between 1 and 4 units per acre. Most Future Land Use Plan Amendment applications requesting densities of greater than 1 unit per 2.5 acres were withdrawn or denied between 2007 and 2017. Recently, however, there has been approval of density increases in the ERAR.

Table 4: Future Land Use Map Amendments in Hillsborough County East Rural Agricultural Reserve, 2008-2018

<table>
<thead>
<tr>
<th>Amendment</th>
<th>From</th>
<th>To</th>
<th>Acres</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>HC/CPA 07-04</td>
<td>RESIDENTIAL PLANNED-2 (.35 FAR), AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>RESIDENTIAL-2 (.25 FAR)</td>
<td>80</td>
<td>Withdrawn</td>
</tr>
<tr>
<td>HC/CPA 07-29</td>
<td>AGRICULTURAL/ MINING-1/20 (.25 FAR)</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>433.10</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 08-02</td>
<td>AGRICULTURAL/ MINING-1/10 (.25 FAR)</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>48.14</td>
<td>Denied</td>
</tr>
<tr>
<td>HC/CPA 08-03</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>AGRICULTURAL ESTATE-1/2.5 (.25 FAR)</td>
<td>87.50</td>
<td>Denied</td>
</tr>
<tr>
<td>HC/CPA 09-07</td>
<td>AGRICULTURAL/ MINING-1/20 (.25 FAR)</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>56.83</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 10-22</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR), RESIDENTIAL PLANNED-2 (.35 FAR), RESIDENTIAL-4 (.25 FAR)</td>
<td>NATURAL PRESERVATION</td>
<td>363.69</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 13-07</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>AGRICULTURAL ESTATE-1/2.5 (.25 FAR)</td>
<td>192.60</td>
<td>Withdrawn</td>
</tr>
<tr>
<td>HC/CPA 14-02</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>RESIDENTIAL-1 (.25 FAR)</td>
<td>48.65</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 14-10-2-M</td>
<td>RESIDENTIAL PLANNED-2 (.35 FAR)</td>
<td>RESIDENTIAL-4 (.25 FAR)</td>
<td>6,698.80</td>
<td>Withdrawn</td>
</tr>
<tr>
<td>HC/CPA 14-10-9-M</td>
<td>RESIDENTIAL-4 (.25 FAR), AGRICULTURAL ESTATE-1/2.5 (.25 FAR), RESIDENTIAL-1 (.25 FAR), AGRICULTURAL-1/10 (.25 FAR), AGRICULTURAL/ MINING-1/20 (.25 FAR), AGRICULTURAL/RURAL-1/5 (.25 FAR), AGRICULTURAL/ MINING-1/20 (.25 FAR), AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>NATURAL PRESERVATION</td>
<td>2,258.0</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 17-03</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>RESIDENTIAL-1 (.25 FAR)</td>
<td>2.0</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 17-04</td>
<td>AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>RESIDENTIAL-1 (.25 FAR)</td>
<td>164.0</td>
<td>Adopted</td>
</tr>
<tr>
<td>HC/CPA 17-22</td>
<td>RESIDENTIAL PLANNED-2 (.35 FAR), AGRICULTURAL/RURAL-1/5 (.25 FAR)</td>
<td>RESIDENTIAL-1 (.25 FAR)</td>
<td>453.00</td>
<td>Withdrawn</td>
</tr>
</tbody>
</table>

**TOTAL**                                            |                                           | **10886.31** |           |

*Source: Hillsborough County City-County Planning Commission, April 2018*
Findings: Future Land Use in ERAR

The predominate future land use categories in the ERAR are typically rural in character. Approximately 87% of land allows for natural preservation or development at one-unit per five or more acres. Higher density development at more than one unit per five acres is minimal under the current future land use in the area. The Future of Hillsborough Comprehensive Plan has shown itself to be effective in keeping the area rural and holding back suburban development.
Land use/Department of Revenue (DOR) codes, summarized in Table 2, show the actual number of acres in active agricultural production on privately held land. It is important to note that changes in actual production are influenced by global market conditions and local environmental circumstances such as weather and can affect the number of acres in production for a specific crop from year to year.

Based on land use/DOR codes, between 2007 and 2017, the East Rural Agricultural Reserve area saw a 6,727 acre (14.5%) reduction in active agricultural production. Sod saw a 2,000 acre (85%) reduction. Oranges saw a 2,507 acre (60%) reduction, and improved pasture saw a 2,531 acre (10%) reduction.

The largest increase in production came from strawberries with a gain of 1,720 acres (127%) and cropland with a gain of 605 acres (11%). The largest increase by percentage came from vineyards with an increase from 184 acres to 499 acres or a 172% increase.

Objective 29: In recognition of the importance of agriculture as an industry and valuable economic resource, Hillsborough County shall protect the economic viability of agricultural activities by recognizing and providing for its unique characteristics in land use planning and land development regulations.

Objective 30: Recognizing that the continued existence of agricultural activities is beneficial, the county will develop, in coordination with appropriate entities, economic incentives to encourage and expand agricultural activities.
Table 5: Agricultural Land Use/Department of Revenue (DOR) Code Acreage for Hillsborough County East Rural Agricultural Reserve Area, 2007-2017*

<table>
<thead>
<tr>
<th>Land Use Code</th>
<th>Land Use Description</th>
<th>2007 Acres</th>
<th>2012 Acres</th>
<th>2017 Acres</th>
<th>Change in Acres from 2007 to 2017</th>
<th>% Change in Acres from 2007 to 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>5100</td>
<td>CROPLAND</td>
<td>5,398</td>
<td>5,788</td>
<td>6,003</td>
<td>605</td>
<td>11.2%</td>
</tr>
<tr>
<td>5110</td>
<td>STRAWBERRIES</td>
<td>1,339</td>
<td>2,932</td>
<td>3,041</td>
<td>1702</td>
<td>127.1%</td>
</tr>
<tr>
<td>5200</td>
<td>FEED/SEED</td>
<td>833</td>
<td>743</td>
<td>997</td>
<td>164</td>
<td>19.7%</td>
</tr>
<tr>
<td>5380</td>
<td>SOD</td>
<td>2,363</td>
<td>1,044</td>
<td>363</td>
<td>-2000</td>
<td>-84.5%</td>
</tr>
<tr>
<td>5900</td>
<td>TIMBER UNCLASSIFIED</td>
<td>924</td>
<td>383</td>
<td>387</td>
<td>-537</td>
<td>-58.1%</td>
</tr>
<tr>
<td>6110</td>
<td>IMPROVED PASTURE</td>
<td>24,983</td>
<td>25,284</td>
<td>21,452</td>
<td>-2331</td>
<td>-10.1%</td>
</tr>
<tr>
<td>6120</td>
<td>HORSE FARM</td>
<td>549</td>
<td>575</td>
<td>481</td>
<td>-68</td>
<td>-12.4%</td>
</tr>
<tr>
<td>6225</td>
<td>SEMI IMPR PASTURE</td>
<td>436</td>
<td>499</td>
<td>574</td>
<td>138</td>
<td>31.7%</td>
</tr>
<tr>
<td>6304</td>
<td>NATIVE PAST/RGE LAND</td>
<td>439</td>
<td>538</td>
<td>455</td>
<td>17</td>
<td>3.3%</td>
</tr>
<tr>
<td>6600</td>
<td>VACANT GROVE LAND</td>
<td>581</td>
<td>416</td>
<td>106</td>
<td>-374</td>
<td>-81.7%</td>
</tr>
<tr>
<td>6610</td>
<td>ORANGE GROVE</td>
<td>4,191</td>
<td>2,830</td>
<td>1,684</td>
<td>-2507</td>
<td>-59.8%</td>
</tr>
<tr>
<td>6620</td>
<td>GRAPEFRUIT GROVE</td>
<td>31</td>
<td>27</td>
<td>27</td>
<td>-4</td>
<td>-14.2%</td>
</tr>
<tr>
<td>6630</td>
<td>SPECIALTY GROVE</td>
<td>162</td>
<td>171</td>
<td>171</td>
<td>9</td>
<td>5.4%</td>
</tr>
<tr>
<td>6675</td>
<td>VINEYARDS</td>
<td>184</td>
<td>230</td>
<td>499</td>
<td>315</td>
<td>171.5%</td>
</tr>
<tr>
<td>6680</td>
<td>CITRUS NURSERY</td>
<td>18</td>
<td>22</td>
<td>22</td>
<td>4</td>
<td>21.8%</td>
</tr>
<tr>
<td>6700</td>
<td>POULTRY</td>
<td>0</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>6720</td>
<td>RABBITS</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>6730</td>
<td>BEES</td>
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<tr>
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<td>MISCELLANEOUS FOWL</td>
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<td>6750</td>
<td>FISH FARM</td>
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<td>6820</td>
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<td>6840</td>
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<td>GB LOWLANDS</td>
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<td>1,690</td>
<td>-1208</td>
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<td><strong>46,487</strong></td>
<td><strong>44,214</strong></td>
<td><strong>39,760</strong></td>
<td><strong>-6,727</strong></td>
<td><strong>-14.5%</strong></td>
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*These numbers do not represent lands that are not available for agriculture. These calculations represent market changes and not percent of the available agricultural land.
Findings: Agricultural Production in ERAR

While a large portion of the 14.5% decrease in agricultural production between 2007 and 2017 could be attributed to the increase in mining, some of the decrease can be accounted for by the statewide decline in citrus production. Citrus production has seen a 60% decline in the past 15 years due to citrus greening as well as the impact of Hurricane Irma in 2017. It is important to note that a reduction in agricultural production does not necessarily equate to a loss in agricultural lands (see Figure 11 and 11a, Agricultural Land Use Maps by DOR Code). While there has been a 6,727-acre reduction in land in agricultural production, much of this could be fallow due to market and environmental conditions and could be put back into production later.
Agricultural Production Values in ERAR

The base data used to establish the production value comes from official estimates published by the United States Department of Agriculture, National Agricultural Statistics Services (USDA/NASS). These official estimates are based upon surveys of farmers, ranchers, and agribusinesses and adjusted by the University of Florida Institute of Food and Agricultural Sciences to account for local market conditions. It is important to note that annual crop valuations can be affected by global markets and local environmental conditions.

Table 6: East Rural Agricultural Reserve Production Values, 2007-2017

<table>
<thead>
<tr>
<th>Year</th>
<th>2007</th>
<th>2012</th>
<th>2017</th>
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<td>$212,334,599</td>
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Source: Based upon Hillsborough County Cooperative Extension Service and Hillsborough County Economic Development Department countywide data

Table 7: Hillsborough County Countywide Production Values, 2007-2017

<table>
<thead>
<tr>
<th>Year</th>
<th>2007</th>
<th>2012</th>
<th>2017</th>
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<td>$845,828,174</td>
<td>$702,524,494</td>
<td>$865,168,644</td>
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Source: Hillsborough County Cooperative Extension Service and Hillsborough County Economic Development Department

Findings: Agricultural Production Values in ERAR

Despite a 3,350 acre decrease in agricultural land use, the average production value during the 10-year study period showed an upward trend. The same upward trend is also seen in countywide production values. Core Team agriculture experts attribute this increase to several factors including weather, changing markets, a shift in production to higher value products, and agricultural products that produce more yield per acre.

Overall Summary of Findings

The rural character of the East Rural Agricultural Reserve has remained stable over the past decade. There has been relatively little land converted to residential or commercial development. While there has been a decrease in land dedicated to agriculture, it appears that much of the reduction has been accounted for by conversion of agricultural lands to mining activities. Despite the reduction in agricultural lands, the production value has increased.

The existing Urban Service Boundary, in place since 1993, has held the line on urban and suburban scale residential and commercial development in the East Rural Agricultural Reserve study area. The Future of Hillsborough County Comprehensive Plan goals, objectives, and policies have also been beneficial in limiting development in the area. While modifications could be made to the goals, objectives, and policies, the existing policies have worked to maintain the rural character of the East Rural Agricultural Reserve study area.
Next Steps

There are several potential next steps which could be carried out at the direction of the BOCC. Those include but are not limited to:

• Review of future land use categories and descriptions for potential changes;
• Consider future development trends and population projections with regards to their impact on the ERAR area; and
• Evaluate strengthening or changing rural area policies.

The Planning Commission, along with its Core Team partners, are prepared to provide additional information and analysis at the direction of the Board of County Commissioners and County Administration.
Maps
Figure 1: East Rural Agricultural Reserve Base Map

This map window includes the boundaries of the East Rural Agricultural Reserve Study Area and the boundaries for the cities of Tampa and Plant City.

The boundaries generally include the Manatee County line to the south, Polk County line to the east, Highway 60 to the north, and the Urban Service Area boundary to the west. Lands dedicated with a Residential Planned-2 (RP-2) land use category were omitted from the study area.

Map Analysis

The study area was defined by the ERAR Core Team.
Figure 2: Existing Land Use Maps, 2007-2017

Figure 2 (2017), Figure 2a (2012), Figure 2b (2007)

Existing land use within the East Rural Agricultural Reserve Study Area boundaries during three different time periods: 2017, 2012, and 2007. Data is provided by the Hillsborough County Property Appraiser.

Map Analysis

Visual observation of the three point years show an increase in mining lands uses and a decrease in agriculture land uses.
Figure 3: Future Land Use Map

Future land use within the East Rural Agricultural Reserve Study Area boundaries.

Map Analysis

A visual observation shows most of land in the ERAR has the following future land use designations:

AGRICULTURAL / MINING – 1 dwelling unit/20 acres (.25 FAR)
AGRICULTURAL – 1 dwelling unit/10 acres (.25 FAR)
AGRICULTURAL / RURAL – 1 dwelling unit/5 acres (.25 FAR)
AGRICULTURAL ESTATE – 1 dwelling unit/2.5 acres (.25 FAR)
RESIDENTIAL – 1 dwelling unit per acre (.25 FAR)
PUBLIC / QUASI-PUBLIC
NATURAL PRESERVATION
Figure 3a: Future Land Use with Surrounding Counties

Future land use within the East Rural Agricultural Reserve Study Area boundaries and includes adjacent available Manatee and Polk County information.

Map Analysis

A visual observation shows complimentary land uses along the border between Hillsborough, Manatee, and Polk Counties. Future land uses generally call for agriculture and mining in Manatee and Polk counties.
Figure 4: Agricultural and Mining Existing Land Uses

Agricultural and mining existing land uses within the East Rural Agricultural Reserve Study Area boundaries.

Map Analysis

A visual observation shows most of existing land uses in the ERAR are dedicated to agriculture and mining.
Figure 5: Zoning

Figure 5

Zoning information within the East Rural Agricultural Reserve Study Area boundaries.

Map Analysis

Initial observation of the zoning map shows the majority of zoning includes the following:

AGRICULTURAL
AGRICULTURAL RURAL
AGRICULTURAL, SINGLE-FAMILY ESTATE – 1 residential unit/2.5 acres
AGRICULTURAL, SINGLE-FAMILY – 1 residential unit/acre
AGRICULTURAL, SINGLE FAMILY CONVENTIONAL – 1 residential unit/acre
AGRICULTURAL INDUSTRIAL
AGRICULTURAL MINING
Figure 5a: Zoning with Surrounding Counties

Zoning information of nearby Manatee County. Zoning information for nearby Polk County is not available. This map window includes the boundaries of the East Rural Agricultural Reserve Study Area.

Map Analysis

Manatee County zoning data indicates the majority of zoning along the border includes:

GENERAL AGRICULTURE
CONSERVATION
EXTRACTION

Polk County zoning data was unavailable.
Figure 6: Transportation Network

This map window includes the boundaries of the East Rural Agricultural Reserve Study Area, the jurisdictions of the Cities of Tampa and Plant City, and the road transportation network within the study area.

Map Analysis

The majority of transportation infrastructure is located within the Urban Service Area. While roads do serve the ERAR, they are generally limited.
Figure 6a: 2040 Highway Cost Affordable Transportation Network

Highway Cost Affordable within the boundaries of the East Rural Agricultural Reserve Study Area. Highway Cost Affordable projects are various highway projects that have funds allocated and are either under construction or recently completed.

Map Analysis

There are no Highway Cost Affordable projects within the ERAR.
Highway Needs Assessment within the boundaries of the East Rural Agricultural Reserve Study Area. Highway Needs Assessment projects are various highway projects that are recommended for future development, but do not have funds allocated.

Map Analysis

There are currently no transportation related projects planned through the year 2040 for the ERAR.
Highway Needs Assessment along with non-highway needs assessment within the boundaries of the East Rural Agricultural Reserve Study Area. Included in this map window are projects for various highway and non-highway projects recommended for future development, but do not have funds allocated, as well as the boundaries for the cities of Tampa and Plant City.

Map Analysis

There are currently no transportation related projects planned through the year 2040 for the ERAR.
Figure 6d: Truck Routes Transportation Network

Truck routes within the boundaries of the East Rural Agricultural Reserve Study Area. Truck routes are the set or network of roads or streets that a local government has formally designated for certain trucks to use when traveling through or within that jurisdiction.

Map Analysis

The following roadways are dedicated truck routes:

County Highway 39
County Highway 640
County Highway 672
Figure 7: Water and Sewer Lines

Water and sewer lines within the boundaries of the East Rural Agricultural Reserve Study Area. Water and sewer lines are the underground carriage system specifically for transporting water to houses and commercial buildings and sewage away from houses and commercial buildings through pipes to treatment facilities or disposal locations.

Map Analysis

There are no water or sewer lines in the ERAR.
Figure 8: Environmental, Historical, and Cultural Resources

Environmental, historical, and cultural resources within the boundaries of the East Rural Agricultural Reserve Study Area. This map window highlights various ELAPP (Environmental Lands Acquisition and Protection Program) land, which are endangered, environmentally-sensitive and significant lands in Hillsborough County. Also included in the map are various sites of historical significance, places of worship, cemeteries, parks, and greenway recreation corridors.

Map Analysis

A variety of environmental, historical, and cultural resources exist in the ERAR. The majority of those resources include ELAPP land.
Figure 9a and 9b: Building Permits

Figure 9a and 9b

Building permits issued between 2008 and 2018.

Map Analysis

91% of building permits were issued inside the Urban Service Area. Of the 9% issued outside of the Urban Service Area, only a small percentage were inside the East Rural Agricultural reserve.
Figure 10: Future Land Use Map Amendments between 2007 and 2017

Future Land Use Map Amendments from 2007 to 2017 within the boundaries of the East Rural Agricultural Reserve Study Area.

Map Analysis

Sixteen map amendments were filled between 2007 and 2017. A visual inspection shows the majority of amendments generally lay along the Urban Service Boundary.
Figure 11: Agricultural Land Uses, 2007-2017

Agricultural land uses within the East Rural Agricultural Reserve Study Area boundaries during three different time periods: Figure 11: 2017, Figure 11a: 2007, and Figure 11b: 2012.
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Future of Hillsborough Comprehensive Plan Relevant Goals, Objectives and Policies
East Rural Agricultural Reserve Relevant Goals, Objectives, and Policies

Future Land Use

**Goal:** Ensure that the character and location of land uses optimizes the combined potentials for economic benefit and the enjoyment and the protection of natural resources while minimizing the threat to health, safety.

**Growth Management Strategy**

**Purpose:**
• Control Urban Sprawl.
• Create a clear distinction between long range urban and rural community forms.
• Define the future urban form through the placement of an urban service area that establishes a geographic limit of urban growth.
• Define areas within the urban service area where growth can occur concurrent with infrastructure capacities and where public investment decisions can be made more rationally in a manner that does not perpetuate urban sprawl.
• Identify a distinct rural area characterized by the retention of land intensive agricultural uses, the preservation of natural environmental areas and ecosystems and the

**Objective 1:** Hillsborough County shall pro-actively direct new growth into the urban service area with the goal that at least 80% of all population growth will occur within the USA during the planning horizon of this Plan. Within the Urban Service Area, Hillsborough County will not impede agriculture. Building permit activity and

**Policy 1.4** Compatibility is defined as the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony. Some elements affecting compatibility include the following: height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, odor and architecture. Compatibility does not mean “the same as.”

**Policy 1.9: Properties Split by the USA:** Any parcels of record as of July 26, 1989 split by the Urban Service Area (USA) line shall be considered within the USA in its entirety 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 parcels 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.

**Rural Area**

**Objective 4:** The Rural Area will provide areas for long term, agricultural uses and large lot, low density rural residential uses which can exist without the threat of urban or suburban encroachment, with the goal that no

**Policy 4.1: Rural Area Densities**
Within rural areas, 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 PEC ½

**Policy 4.2:** For the purpose of this Plan, planned villages shall be considered 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

**Policy 4.3:** The Residential Planned-2 or Wimauma Village-2 land use category shall not be expanded outside of
Policy 4.4: Private wells and septic tanks are permitted for use in accordance with all adopted health regulations.

Policy 4.5: Clustered development can only be used for projects where substantial open space can be maintained and still retain the rural character of the surrounding community or where clustering is used to achieve the requirements of the RP-2/WVR-2 or PEC ½ land use categories. The open space maintained in this case can be used for passive recreational use, bona fide agricultural purposes or placed into a conservation.

Policy 4.6: Rural Levels of Service will be established for certain County services, such as emergency services.

Policy 4.7: Extension of Water and Sewer in Rural Area
- Public water and sewer lines shall not be permitted to:
  - Serve a planned village (RP-2 or WVR-2) or Planned Environmental Community ½ as described in this Plan;
  - Serve a project that has established vested rights for the use of these facilities;
  - Address a public health hazard documented by the Health Department or other regulatory agency;
  - Provide for the extension of centralized water or wastewater facilities to serve a school facility so long as the service lines are designed to accommodate solely the service demands of the school, consistent with the

Policy 4.8: The policies in this section do not prohibit the placement of transmission facilities through the Rural Area to serve development within the Urban Service Area. Nor shall these policies prohibit any maintenance of existing infrastructure systems within the Rural Area and/or other improvements intended to improve.

Policy 4.9: Connections to existing water/wastewater systems in Rural Areas may be considered by the Hillsborough County Board of County Commissioners on a very limited basis, so long as such connections do not:
1. Allow some utilization of existing infrastructure for those properties located along existing lines, not to allow
2. Allow properties located within wellhead protection areas or Tampa Bay Water mitigation areas, to be developed for service by public utilities if adequate capacity is available and when public water and sewer service might provide an additional level of protection to potable water resources. All such properties shall

(A) New Development:
- Be the subject of an approved Planned Development Zoning;
- Contain building lots of not less than one-half (1/2) acre each;
- Located within 1000 feet of the urban service area boundary (inclusive of road rights-of-way and riverine;
- Utility service cannot be provided by any jurisdiction other than Hillsborough County unless provided for in pre-existing service area agreements e.g. City of Tampa or Temple Terrace;
- Maximum residential density cannot exceed 80% of the maximum density permitted under the comprehensive plan for properties where wetlands comprise less than 25% of the property; and
- Maximum residential density cannot exceed 90% of the maximum density permitted under the comprehensive plan for properties with at least 25% wetlands onsite (using wetland density calculations).

(B) Existing Development:
- Located within 1000 feet of the urban service area boundary, (inclusive of road rights-of-way and riverine;
- Utility service cannot be provided by any jurisdiction other than Hillsborough County unless provided for in pre-existing service area agreements e.g. City of Tampa or Temple Terrace. Relationship to the Future Land Use Map

Objective 7: The Future Land Use Map is a graphic illustration of the county’s policies governing the determination of its pattern of development in the unincorporated areas of Hillsborough County through the

Policy 7.3: The land use category boundaries may be considered for interpretation as flexible boundaries in
- Flexes are not permitted in the Rural Area or in areas specified in Community Plans. Flexes are also not permitted from the Urban Service Area into the Rural Area. All flexes in the Rural Area approved prior to July
Land Use Categories

Objective 8: The Future Land Use Map will include Land Use Categories which outline the maximum level of intensity or density and range of permitted land uses allowed and planned for an area. A table of the land use Policy 8.8: For projects whose boundaries encompass more than one land use category, density and intensity calculations will allow for the blending of those categories across the entire project. All portions of the project must be contiguous to qualify for blending. Blending of densities and intensities is not permitted across improved public roadways or between the Urban Service Area (USA) and Rural Service Area (RSA) boundary. The combined total number of dwelling units and/or FAR possible under all the land use categories within the project will be used as a ceiling for review purposes. This provides maximum design flexibility for those projects.

Relationship to Land Development Regulations

Objective 9: All existing and future land development regulations shall be made consistent with the Comprehensive Plan, and all development approvals shall be consistent with those development regulations as per the timeframe provided for within Chapter 163, Florida Statutes. Whenever feasible and consistent with Policy 9.5: In order to recognize that parcels may exist from 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 1. The parcel shall be a lawful lot created prior to July 26, 1989. 2. The parcel shall be located in the Rural Service Area. 3. The parcel shall be agriculturally zoned or have a required minimum lot size of one acre or greater. 4. The parcel shall be divided into a maximum of two lots. 5. The lot size reduction shall be limited to one lot in the subdivision.

Environmental Considerations

Objective 13: New development and redevelopment shall not adversely impact environmentally sensitive areas and other significant natural systems as described and required within the Conservation and Aquifer Recharge Policy 13.1: The County shall encourage the retention and preservation of upland natural plant community vegetation, including trees and understory vegetation. This shall be accomplished through the upland forest Clustering for Conservation and Natural Resources

Objective 14: New residential development and redevelopment shall provide open space that achieves one or more of the following purposes pursuant to requirements of the Land Development Code: protects natural resources (including wetlands, wildlife habitat, aquifer recharge, floodplains, and other resources), creates Policy 14.2: For purposes of clustering, in the Rural Area, open spaces shall be conservation areas, preservation areas, mitigation areas, and passive recreational uses such as but not limited to nature observation and hiking.

Residential-Targeted Groups & Incentives

Objective 20: The County shall encourage new development and redevelopment of residential housing for special target groups of people. The provisions specified within the Housing Element of the Comprehensive Plan
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Policy 20.7: Group quarters, temporary housing, and other residential structures for the use of permanent and/or temporary farm workers may be permitted in areas of agricultural activity, although such uses may exceed the maximum densities specified in the applicable land use category on a site. In no case shall a density in excess of 8 dwelling units per gross acre be permitted. This provision is intended to preserve and promote agricultural uses by making it possible for farm workers to both work and reside on or near property devoted to
Policy 20.8: In the event a farm worker housing project is no longer needed for farm workers, the County shall encourage the reuse of such projects into housing units for other persons in need of affordable housing.

Agriculture-General Considerations

Objective 29: In recognition of the importance of agriculture as an industry and valuable economic resource, Hillsborough County shall protect the economic viability of agricultural activities by recognizing and providing for
Policy 29.1: Promote the development and maintenance of agriculture market centers to strengthen the agricultural economy, encouraging agricultural uses within and around such centers.
Policy 29.2: Allow agriculture as a viable use both prior and subsequent to the mining of land designated or
Policy 29.3: Land development regulations shall provide for a shortened, simpler review process for the division or development of land for bona fide agricultural purposes.
Policy 29.4: Pursuant to Florida Statute 163.3179, to preserve and protect the viability of the basic family farm as well as to provide homesteads for the relatives of agricultural land holders, a family homestead parcel may be created in the Rural land use categories regardless of the underlying plan density assigned to the parcel. Residential development of agriculturally-designated land for the use of family members as their permanent residences is permitted at densities higher than normally permitted in the respective rural-agricultural categories but not to exceed 1 dwelling unit per gross acre. These parcels must be of at least one acre in size. This policy is
Policy 29.5: In the rural land use categories, where the clustering concept is allowed to promote the continuation of agricultural activities, minimum acreage needs for various agricultural commodities shall be established by the Hillsborough County Agriculture Economic Development Council coordinating with appropriate research and educational institutions, such as the University of Florida’s Institute of Food and Agricultural Sciences, and then correlated to a regulation requiring a minimum amount of acreage for a parcel both before and after clustering is exercised. This is done to insure that the remaining acreage is indeed agriculturally viable. Legal methods shall be developed to assure, either by virtue of deed restrictions, zoning.
Policy 29.6: Agricultural and agricultural related uses shall be permitted in non-rural land use categories.
Policy 29.7: Hillsborough County shall explore opportunities to establish an incentive based long range agricultural policy program to help retain productive farmland and discourage its conversion to non-agricultural use. This may be accomplished through the land development code and/or other programs to compensate farmland owners for purchase or transfer of development rights, conservation easements, or other such
Policy 29.8: Hillsborough County shall continue to support programs such as the Agriculture Stewardship Program as a vehicle to encourage the economic viability of agriculture by recognizing and rewarding the

Agriculture-Retention

Objective 30: Recognizing that the continued existence of agricultural activities is beneficial, the county will develop, in coordination with appropriate entities, economic incentives to encourage and expand agricultural
Policy 30.2: Permit the continuation, on-site intensification, and changing of commodities for agricultural uses in non-rural land use categories even as non-agricultural development is introduced around it, provided that the agricultural uses, or zoning for agricultural uses existed at the time of the adoption of the Plan. Additionally,

Policy 30.3: Permit clustering of development in rural areas that will allow for the continuation of bona fide

Policy 30.4: Introduction of intense agricultural uses adjacent to non-agricultural use in non-rural areas shall

Policy 30.5: Agriculture related commercial uses more intensive or heavy than neighborhood serving commercial, may be considered in the rural land use categories, provided it meets applicable policies of the

Policy 30.6: Agriculture and agricultural support uses are the preferred uses in rural areas.

Policy 30.7: This Plan supports and endorses the Florida Right to Farm Act (F.S. 823.14).

Policy 30.8 When new non-agricultural development is introduced adjacent to an existing agricultural use, the non-agricultural use shall provide sufficient onsite buffering/mitigation to allow the agricultural operation to

Agriculture-Natural Resource Protection

Objective 31: Protect the natural resources necessary to sustain agricultural activities.

Policy 31.1: Promote public/private partnerships with agricultural landholders emphasizing incentive-based

Policy 31.2: Require adoption or conversion to water conservation techniques that are beneficial for aquifer recharge and the maintenance of near normal water tables. Use best management practices (BMP) if

Policy 31.5: The County’s land development regulations shall address and limit activities which have the

Policy 31.6: Create incentive based programs such as, but not limited to, conservation easements, less than fee acquisition, tax incentives, conservation easement property assessment, or other options as deemed

Transfer of Development Rights

Objective 32: By 2014, the County will make further amendments to the Comprehensive Plan and revise its transferable development rights regulations in order to promote development in planned growth areas, preserve the unique character of established communities, support the agricultural industry, preserve environmental lands, preserve historical landmarks and promote the development of a recreational greenway

Policy 32.2: The transferable development rights regulations will be revised to facilitate the desired development pattern. The regulations will be revised to create incentives that direct the use of transferable development rights to planned growth areas; thereby preserving the environmentally sensitive lands, historical landmarks, the rural character and encouraging the retention of agricultural areas. The County will develop a

Policy 32.3: The following will be potential sending areas on the Future Land Use Map series TDR Sending and

· Properties in the Rural Area with Future Land Use categories with densities greater than 1 unit per acre.

At such time as these development rights are depleted, the County adopts a vision plan, or the market for development warrants the expansion of the program, the County’s regulations may be revised to protect additional rural and agricultural lands. The criteria for identifying additional sending areas are: a) Lands designated on the Adopted Future Land Use Map as Agricultural/Mining, Agricultural, or Agricultural/Rural, or

Planned Villages

Objective 33: To prevent the sprawl of low density residential development into rural areas, the County shall continue to apply a two-tiered land use category in areas where the potential for sprawl exists.
Adoption/Child Caring Community

Objective 49: Areas of rural character are best suited for Adoption/Child Caring Communities in that: (i) they provide a needed respite from the challenges and influences of an urban setting by lessening the stress that children are otherwise subjected to in an urban setting; (ii) rural settings provide for and accommodate the exploration of natural outdoor habitats which positively contributes to the healing process and a child’s mental well-being; (iii) rural settings provide a sense of freedom, albeit within the normal structure of a family, and an

Development Standards

Objective 59: The Energy Industrial Park (EIP) shall require set minimum development standards to ensure a

Policy 59.11: The EIP land use designation within Sections 26, 27, 28, 33, 34, and 35 Township 29, and Range 21

1. Intensities shall transition from greater intensities in the northwest and along SR 60 to more agriculture uses in the east and south reflecting the adjacent urban/suburban and rural areas. (Feature 1)
2. EIP property south of the existing CSX railroad tracks is limited to agricultural and aquacultural uses
3. The development of uses other than agricultural uses, Energy Uses or research facilities, as defined by
   a. Through January 1, 2016, no Building Permits may be issued for development (other than for agricultural uses, Energy Uses or research facilities) in excess of a cumulative maximum of 2,550,000 square feet of development as follows: 1,250,000 SF Industrial Park and 1,250,000 SF of Warehouse along with 50,000 SF of Ancillary Retail/Commercial and Office. Security housing, or lodging ancillary to research, energy and education
   b. After January 1, 2016, development of uses (other than Agricultural uses, Energy Uses or research facilities), is limited to a maximum cumulative total of 7,350,000 SF of Industrial, Manufacturing, Institutional, Warehousing, and Distribution and ancillary Retail/Commercial and Office uses. Security housing, or lodging ancillary to research, energy and education functions of the project is allowed and shall be subject to a FAR of .5

4.1 Rural Residential Character

Goal 7: Preserve existing rural uses as viable residential alternatives to urban and suburban areas.
OBJECTIVE 7-1: Support existing agricultural uses for their importance as a historical component of the community, their economic importance to the County and for the open space they provide.
Policy 7-1.1: Preserve natural areas in rural residential lot development.
Policy 7-1.2: Vary lot size in order to encourage diversity of housing product types and respect natural resources.

5.1 Compatibility

GOAL 12: Design neighborhoods which are related to the predominant character of the surroundings.
OBJECTIVE 12-1: New developments should recognize the existing community and be designed in a way that is compatible (as defined in FLUE policy 1.4) with the established character of the surrounding neighborhood
Policy 12-1.2: Walls and buffering used to separate new development from the existing, lower density community should be designed in a style compatible with the community and should allow pedestrian

5.3 Rural

GOAL 14: Provide standards within the land development code for development in the rural areas, which allow
Objective 14-1: By 2012, define a set of development standards in Land Development Code to be used for each rural community through the Community Based Planning program. These standards should include the following
Policy 14-1.1: Encourage a rural development pattern:
- Variable and larger lot sizes
- Shared driveways
- No curbs
- Variable set-backs
- No sidewalk-use asphalt, gravel, or other pervious surfaces
- Lighting only for multiple dwellings
- Use of xeriscape principles and natural treatment of retention
- Passive open green space
- Permeable parking

Policy 14-1.2: Build rural roadways:
- Discourage wide roads that are disruptive of community
- Allow local streets to be designed as narrow curving roads
- Leave existing vegetation, up to edge of road if visibility requirements are met
- Trees arching over roadway
- Stop signs

Policy 14-1.3: Describe a rural approach to buffering and fencing:
- Berms with vegetation, split rail fencing
- Brick columns with wrought iron
- A separation or setback distance may be considered in lieu of a vertical screening
- Green or black chain link with planting
- Discourage walls and cinder block or stockade wood fences

OBJECTIVE 14-2: By 2012, define standards to integrate commercial developments into rural settings which will enhance the quality of the rural environment and provide appropriately scaled local serving goods and services

Policy 14-2.1: These standards should include the following:
- Locate interior to new development where applicable
- Architecturally compatible with rural surroundings, and residential in appearance
- Not more than two stories
- Having reverse frontage parkin, with permeable surfaces allowed, and with a reduced number of spaces
- Signage and lighting of rural character, at ground level, externally lit

8.2 Livable Communities Next Steps
GOAL 20: Provide for the implementation of Livable Communities Considerations.
Policy 20-7.6: Establish a mechanism for determining neighborhood design which is compatible with its surroundings, with urban standards for new development in urbanizing areas, rural standards for development
Livable Communities Element

Lutz
Semi-rural, Single-family Residential Community Character
Residents desire to maintain Lutz as a low density, semi-rural, single family community offering a variety of housing styles, lot sizes, configurations, and setbacks; while ensuring quality of life and sustainability. To do so:

- address situations where densities have been permitted greater than 1 du/1ga, to:
  - require minimum open space and varied setbacks for rural residential lots

Fences and Barriers
Solid, masonry-type walls or fencing materials which act as barriers should not be used in the community, unless they are needed to separate incompatible land uses. Commercial and residential property owners are encouraged to use rural fencing materials i.e., split rail, 3 or 4-board, picket, green or black chain link, or These regulations ensure that:

- commercial uses are developed in character and/or scale with the rural look of the community and the Streetscape/Roadway
  - roadways designated as scenic corridors will be protected;
  - if a fence or wall is located along a designated scenic corridor/roadway, the setback of the fence or wall should be determined by whether it is in the Rural or Urban Service Area, and not by the underlying land use
  - study the placement of future rural roadways designed to provide intermodal connections rather than

Keystone-Odessa
Residential
The established rural pattern of residential development will be continued and the intrusion of suburban style residential development will be as defined by the Keystone-Odessa Rural Development Standard adopted in the

- maintaining low-density residential development of a minimum of one unit per 5 acres consistent with the
- discouraging plan amendments to densities higher than 1 du/5ga;
- addresses situations where densities have been permitted greater than 1 du/5ga, (in those cases
- allow for the transfer of those development rights to areas inside the Urban Service Area (USA);
- permit development to cluster on larger acreages to achieve meaningful open space and agricultural lands;
- on lots smaller than 2 acres, develop building square footage to lot ratios or other tools to create compatible development between older, smaller lot development and new development;
- require minimum open space and varied setbacks for rural residential lots; and,
- eliminate the ‘flex’ provision within and into the community boundaries.

Other Commercial
The desired rural commercial character for the Keystone-Odessa community includes uses which:

- are small in scale; (both in square footage for individual structures and in the FAR);
- are specifically geared to serve the agricultural and equestrian interests in the area;
- are designed using an architectural style which reflects a rural vernacular with metal or wood shake roofs;
- have exterior walls constructed of natural materials (vs. a “franchise architecture” appearance).

Schools
- the planning and development of schools reflects the rural character of the community and to serve the
Southshore Areawide Systems Plan

The community desires to:

1. Promote sustainable growth and development that is clustered and well planned to preserve the area’s
   a. Employ an integrated, inclusive approach to sustainable growth and development that is well
      planned to maintain the cultural and historic heritage and unique agricultural and archaeological
      resources of SouthShore.
   b. Continue to support and preserve agricultural activities that have historically been an important
      part of SouthShore heritage and maintain agriculture as an integral part of the SouthShore economy,
      landscape, and
   c. Support aquaculture and agri-businesses services and facilities, such as equipment sales and service,
      research, facilities, nurseries and greenhouses, packinghouses, and fertilizer services.
   d. Recognize that the State of Florida has adopted the “Florida Right to Farm Act” (F.S. 823.14)
      limiting the circumstances under which agricultural operations may be deemed a nuisance when new
      development is
      i. Develop and support agricultural tourism and education activities as way of promoting the unique
2. Future Conversion of Land
   a. Recognize that agriculture is allowed and encouraged within the Urban Service Boundary, but that
      the viable use of the land should be solely determined by the property owner. Outside the Urban
      Service Boundary
   b. Encourage an ongoing strategy to conserve agricultural production within the SouthShore area
      by encouraging landowners to continue agricultural production through the support of voluntary
      agricultural easements. The easement would provide agricultural production and discourage
      premature conversion of
3. Tourism Develop the SouthShore tourism industry based on the areas of strength:
   a. Ecotourism – Capitalize on this expanding industry.
   b. Agritourism – Promote and develop community and educational programs. Where appropriate seek
      marketing guidance from the Department of Agriculture and Consumer Services.

Thonotosassa Community Plan

4. Rural Character, Open Space and Agriculture – Provide improved yet affordable infrastructure and a balance
   of residential, commercial, and other land uses while maintaining the rural nature of the Thonotosassa area.
   This goal includes encouragement for agriculture, protection of property owners’ rights and values, and
   Comprehensive Plan Strategies
   · Require minimum lot sizes of 1 acre for residential development within the Residential-1, Agricultural
   · Protect the area’s rural character.
   · Support agricultural uses throughout the community.
   · Retain the current boundaries of the Urban Service Area and continue to restrict central water and sewer

Ruskin Community Plan

Goal 4: Culture and History – Promote development that recognizes the historic character of the Ruskin
Strategies:
   · Promote the history and culture of Ruskin.
   · Support development of a community center.
   · Recognize the agrarian and commercial fishing past of the Ruskin
   · Support continued agricultural and aquacultural activities.
Riverview Community Plan

Goal 13: Support and promote agriculture. Encourage the establishment and continued operation of local feed stores, farmer’s markets, farm supply stores Convey public awareness of the importance of agriculture in the economy and to the heritage of Riverview. Balance agriculture’s need for protection from incompatible uses while acknowledging the market conditions Ensure that new non-agricultural uses provide adequate buffers on their property adjacent to existing

Gibsonton Community Plan

Gibsonton and the County will take steps to ensure that sustainable agriculture and residential show business-zoned areas are protected from incompatible adjacent development, and to allow conversion to other Agriculture and Residential Show Business Protection Strategy
  § Avoid the placement of incompatible land uses adjacent to agricultural operations.
  § Where avoidance or buffering is not possible, ensure that the residents or operators of such adjacent uses are advised in advance of the existence of and type of agricultural and residential show business operations and the potential for conditions or nuisances that may not be resolved in maintaining agriculture or residential show

Wimauma Village Plan

Wimauma Village Residential-2 (WVR-2) – Establish the Wimauma Village Residential-2 (WVR-2) Future Land Use Category in areas previously classified as Residential Planned-2 (RP-2) inside the boundaries of the
  · Typical Uses
  Agriculture, residential uses, multi-purpose and clustered projects. To satisfy locational criteria requirements for non-residential uses, the required non-residential square footage shall be contained, to the greatest extent
  · Specific Intent of Category
  In order to avoid a pattern of single dimensional development that could contribute to urban sprawl, it is the intent of this category to designate areas inside the boundaries of the Wimauma Village Plan, formerly in the RP2 category, that are suited for agricultural development in the immediate horizon of the Plan, but may be

Greater Palm River Area Community Plan

Planning and Growth /Economic Development

Goal 5a: Planning and Growth – to promote and provide for opportunities for compatible well designed public

Strategies:
1. Retain and support viable agricultural uses.

Little Manatee South Community Plan

Goal 1: Community Character

This area of the County is identified as a Rural Area in the County’s adopted Comprehensive Plan based on the
  · The area is outside the Urban Service Area with undeveloped portions generally designated as Agricultural Rural 1/5 (AR-1/5). Most of the residentially developed areas are designated as Residential-2, Residential-4 and
  · Adopted population projections are the basis for determining that there are adequate developable lands
  · Existing policies do not allow extension of water and sewer except under very limited conditions.
  · The Comprehensive Plan provides a description of the Rural concept and contains compatibility policies
Seffner-Mango Community Plan

1. **Goal:** Enhance community character and ensure quality residential and nonresidential development.
   **Strategies:**
   Within the Rural Service Area residential development shall reflect its rural future land use designation. 2.

Brandon Community Plan

**Goal 2:** Commercial development should be directed to the US 92 and Martin Luther King Boulevard

**Strategies:**
- Discourage further strip retail development along those portions of US 92 and Martin Luther King Boulevard

Balm Community Plan

**Goal 1:** The Balm community seeks to maintain and preserve the rural and agrarian characteristics, atmosphere, and quality of life established by long standing community residents, which include leisurely activities, strong

**The community supports ...**
- Rural scale residential development that contains an eclectic and diverse mix of housing styles and lot sizes, while discouraging suburban scale density, and conventional subdivision development outside of the areas

**Goal 3:** Balm residents, business stakeholders, and land owners strongly support the viability and profitability of agricultural businesses in order to provide a strong, diversified economic base for the community.

**Balm community members recommend...**
- Introducing new, profitable businesses such as agricultural eco-tourism (e.g. bus tours of strawberry fields, fairs, horse shows, equestrian competitions, etc.) and implementing other eco-tourism strategies as
- Expansion of traditional agricultural uses and the production of new, sustainable agriculture uses including but not limited to organic farming and alternative energy or bio fuel production. (Examples of existing
- Balancing agriculture's need for protection from incompatible uses while acknowledging the market
- Addition of agricultural businesses and industries (i.e. feed and farm supply, farming equipment services,
- Encouraging the ELAPP General Committee continues to add and use Agricultural Buffers (conservation easements) to preserve agricultural lands adjoining ELAPP preserves. In particular, Balm supports the acquisition of the Balm Boyette Scrub Agricultural Buffer (“West” 575 +/-acres and “South” 904 acres +/-buffers, shown on Conservation

Conservation and Aquifer Recharge Element

**Water Supply and Current and Projected Water Use**

**Goal 1:** Preserve, conserve, restore, and appropriately manage the natural resources of Hillsborough County and maintain or enhance environmental quality for present and future generations.
Air Quality
Objective 1: Hillsborough County shall continue to maintain compliance with all national and state ambient air quality standards, and take appropriate steps to do so. Such steps may include coordinating with the state and adjacent communities, promoting clean fuels and alternative fuel technology, instituting transportation demand
Policy 1.5: The County, in coordination with the EPCHC, shall ensure continued regulation of open burning for nonagricultural purposes for the maintenance of public health and safety, and to ensure continued compliance
Policy 1.15: The County shall cooperate with the Environmental Protection Commission to ensure enforcement of fugitive dust control measures used during non-agricultural land clearing and development.

Linking Land and Water Management
Objective 2: The County shall continue to implement a coordinated land and water management process, in part through the integration of environmental protection practices in the planning of public facilities and the
Policy 2.1: Through a coordinated land and water management approach, including the consideration of a full range of multiple uses of water in the development and implementation of public facilities and services, the County shall preserve the character of rural communities in Hillsborough County while providing for orderly
Policy 2.2: Hillsborough County shall develop and implement community plans, as necessary, to: ensure orderly and manageable growth, the efficient and cost-effective provision of public services, the preservation of the
Policy 2.3: Rural, suburban and urban areas shall be designated and planned through methods including the application of urban services boundaries and appropriate design standards.
Policy 2.4: Hillsborough County shall develop and implement level of service standards for rural development, consistent with the establishment of urban services boundaries and the preservation of the rural character of

Water Conservation
Objective 8: The County, as a member of Tampa Bay Water, shall meet its potable water demands under all future supply and demand scenarios through the expansion of reuse and the conservation and appropriate use of groundwater, surface water, desalination and other alternative sources; while preventing significant
Policy 8.4: The County shall, through the development review process, ensure compliance with state law regarding irrigation and recommend the use of the most practical, economically feasible and efficient irrigation methods available for new residential, recreational and agricultural irrigation systems; and shall promote the replacement of less efficient systems with more efficient ones through educational efforts. This policy should

Soil Resources
Objective 12: The County shall continue to require soil conservation and protection measures, consistent with best management practices, be applied during land alteration and development activities.
Policy 12.2: The County, in cooperation with the USDA Soil Conservation Service, shall require that topsoil best management practices be observed during all land alteration activities. To the greatest degree practicable,
Objective 15: The County shall minimize the spread of exotic nuisance species and shall incorporate programs to control such species into the management plans for County-owned lands, with the objective of a 90 percent reduction of exotic nuisance plants from previously uncontrolled levels. The County shall conserve and use, and shall continue to require the conservation and use of native plant species in the developed landscape. The
Policy 15.1: The County shall assist the Florida Department of Agriculture and Consumer Services, the Southwest Florida Water Management District and the Florida Department of Environmental Protection in
Natural Preserves

Objective 16: The County shall continue to increase the acreage of natural preserve lands and to ensure their
Policy 16.5: The County shall continue to manage natural resources on publicly owned County lands in
cooperation with the U.S. Fish and Wildlife Service, Florida Fish and Wildlife Conservation Commission, the
Florida Department of Environmental Protection, the Southwest Florida Water Management District, and the

Land Use

Objective 19: The County shall continue to review, amend and implement land development regulations to
ensure the protection of the attributes, functions and amenities of the natural environment under all projected
Policy 19.2: The County shall use techniques, which may include clustering and transfer of development
rights, to encourage the location of development away from environmentally sensitive areas or economically
important

Objective 33: Preserve the rural character of the Upper Hillsborough River by discouraging additional
development within the river corridor except for those sites improved or developed that are dedicated to

GOAL 7: To protect the natural resources of the Cockroach Bay Aquatic Preserve from environmental
degradation and manage the Preserve’s resources for the benefit and enjoyment of the citizens of Hillsborough
Objective 50: New permitted discharges likely to impact the Cockroach Bay Aquatic Preserve will be required
to meet or exceed applicable federal, state, regional and local water quality standards through cooperation
with the Environmental Protection Commission of Hillsborough County (EPC), the Southwest Florida Water
Management District (SWFWMD), the Hillsborough County Public Health Unit (HCPHU) and the Florida
Department of Environmental Protection (FDEP). As a means of ensuring this, the County will request these
Policy 50.10: The County will encourage all appropriate agricultural or construction operations within
the Cockroach Bay drainage basin to develop and apply soil conservation measures and implement Best
Management Practices (BMPs). Upon completion of the County’s Stormwater Management Master Plan for

Transportation Element

GOAL 2: Develop a safe, convenient, and efficient transit system for the transit dependent, as well as a
convenient alternative for persons who choose not to drive their own vehicle.

a) Encourage Increased Ridership of Transit Systems

OBJECTIVE 2.1: Continue to implement measures to increase the overall ridership of transit systems.

Policy 2.1.5: With respect to the design of roads and rights of way, establish an on-going program to support
transit prioritization treatments in constrained and congested corridors, with a special focus on designated
Transit Emphasis Corridors. Incentives that support transit could include: dedicated lanes or transit/HOV use of
shoulders on rural section highways; metered freeway ramps with “slip lanes” for transit/HOV; bus bays or pull

GOAL 5: Provide an effective roadway network and protect the community and the natural environment.

a) Neighborhood and Environmental Protection

OBJECTIVE 5.1: Carefully review all proposed new road projects, road widening, and other improvements with
respect to residential and commercial neighborhoods and environmentally sensitive land so as to minimize
Policy 5.1.8: Encourage the concept of maintaining the character and viability of urban, suburban and rural
villages through site planning and livable human scale roadway design to minimize through traffic and to
discourage the use of automobiles for short trips by encouraging and enabling other modes of transportation
Policy 5.1.9: Hillsborough County shall work with the State to evaluate the Florida Department of
Transportation criteria for setting speed limits. Within urban and developed rural areas, the criteria that apply
to all public roadways should include the consideration of the character of surrounding land uses, existing and
potential
Housing Element

Historically Significant Housing

**GOAL 2:** Promote and assist in the provision of an ample housing supply, within a broad range of types and price levels, to meet current and projected housing needs so that all Hillsborough County residents have the

**OBJECTIVE 2.6:** The County shall assist the private sector and non-profit agencies to provide additional units* of safe, and sanitary housing of various types, sizes and cost by 2011 dedicated to migrant farmworker housing.

**Policy 2.6.4:** The County shall coordinate with, and use the financial resources of the Florida Housing Finance Agency, the Farmer’s Home Administration, United States Department of Agriculture/Rural Development and the Department of Housing and Urban Development to implement programs to provide additional housing units

**Policy 2.6.6:** The County shall set aside a portion of its federal, state, and local funding for the purpose of providing new homeownership opportunities for farmworkers in rural areas.

Stormwater Element

**GOAL A:** Provide the residents of Hillsborough County with a managed system of stormwater infrastructure

1. minimize the occurrences of damage due to flooding,
2. improve the quality of surface waters,
3. reestablish and create wetland habitat,
4. improve the recharge of the potable water supply and
5. provide opportunities for reuse and recreational benefits.

**OBJECTIVE 1:** Establish reasonable and appropriate levels of protection or levels of service.

**Policy 1.2:** Unless regional areawide stormwater facilities are provided, all nonresidential and nonagricultural redevelopment and expansions of existing nonresidential and nonagricultural development shall construct or

a. treats stormwater runoff to state and water management district water quality standards, and
b. has a runoff rate and duration which is substantially similar to that for predevelopment conditions.

For purposes of this level of service, redevelopment or an expansion of a development is subject to these

a. a cumulative alteration area of 5,000 square feet or for sites greater than 50,000 square feet, a cumulative
b. a cumulative alteration of 50% of the remaining pervious area of the site.

**Policy 1.3:** Hillsborough County will carry out its level of service to abate the water quality impacts of agricultural activities through reliance on the policies of the Southwest Florida Water Management District, Department of Consumer and Agricultural Services (DACS) and the Natural Resources Conservation Service which encourage and require the use of regulatory and non regulatory measures to improve water quality discharges to water bodies. Enforcement of the County’s Stormwater Quality Management Ordinance, 94-15, will also serve this purpose. The County supports creation of agricultural land management plans for appropriate agricultural activities in conjunction with the SWFWMD Environmental Resource Permit (ERP) program and the Natural Resources Conservation Service and DACS encouragement of the use of Best Management Practices (BMPs). The

Public School Facilities

School Facility Siting and Availability

**PSF Objective 1.3:** The County shall support the School District in its effort to provide for, locate and expand schools in a coordinated manner and shall support the School District’s efforts to ensure the planning, construction, and opening of educational facilities are coordinated in time and place, concurrent with necessary
**PSF Policy 1.3.4:** The preferred locations for public schools, whether elementary, middle or high schools are within the Urban Service Area (USA), and shall be allowed in all future land use categories, with the exception of heavy industrial and natural preservation as delineated on the Future Land Use Map, consistent with the siting criteria in Policy 1.3.5. However, residential development will continue to occur at approved levels within areas.

**PSF Policy 1.3.6:** The location of schools may be considered in all rural land use plan categories within the Rural Service Area, except heavy industrial and natural preservation, only upon demonstrated need, subject to the:

a. The school board has demonstrated that the location and design of the proposed school is intended to predominately accommodate the student population living within the rural service area and that approval will not create the need for extension of centralized water and wastewater facilities outside the urban service area other than service lines designed to accommodate solely the service demands of the school or the need for