

Chapter 3: Planning for Growth

Hillsborough County is projected to add over 376,000 residents from 2006 to 2025, and over 550,000 by 2035.ⁱ Where will new residents live and work? What transportation options will be available to transport residents to and from destinations in a routine, timely fashion? How can transportation investments advance environmental preservation, quality of life goals and economic development, and be used to manage growth in a sustainable fashion?

This chapter addresses these questions and shows the relationship between land use and transportation.



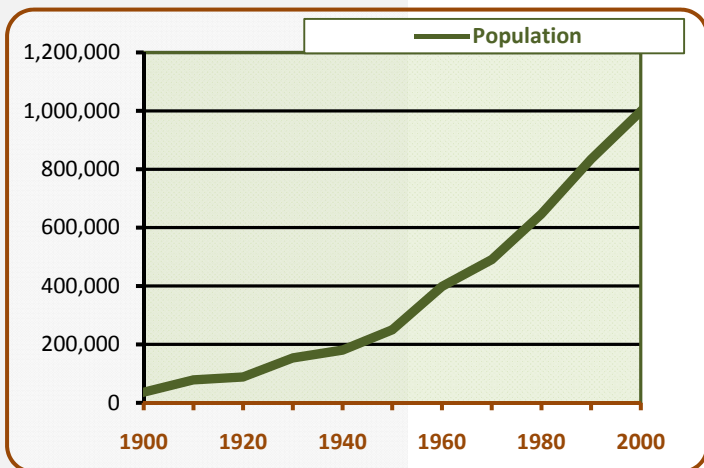
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As one of Florida's oldest, largest and most diverse counties, Hillsborough County's population has increased steadily during the past several decades. The county boasts a number of economic and quality of life advantages that contribute to its continued growth and development. These advantages include:

- **Higher Education** – The University of South Florida, University of Tampa and other institutions of higher learning attract new residents, generate high-tech research and development jobs and provide a well-educated workforce to support the region's growing biomedical and financial services industries.
- **Diverse Economic Engines** – Hillsborough County's economy is fueled by a variety of key economic generators. Measured by gross cargo weight, the Port of Tampa is Florida's largest deep-water port and a hub for both industrial and tourist activity. The port also supports and is supported by manufacturing, transportation and warehousing sectors, including a CSXT freight rail hub. Tampa International Airport serves over 40,000 travelers and handles over 288 tons of cargo each day.ⁱⁱ MacDill Air Force Base is the headquarters for two major commands: Special U.S. Operations Command and U.S. Central Command.
- **Recreational Opportunities** – Hillsborough County enjoys a moderate climate year-round, numerous fresh and saltwater fishing and boating activities, preserved wetlands and wildlife areas, an extensive park system and sandy beaches.
- **Culture, Sports and Entertainment** – Hillsborough County is home to the largest performing arts center in the southeast, the largest science museum in the south, the Tampa Museum of Art, the Florida Aquarium, Busch Gardens, the Tampa Bay History Center, the Glazer Children's Museum and a host of other cultural attractions; multiple professional sports franchises; the Ybor City National Historic District; the annual Gasparilla celebration; and a rich array of entertainment options.

Hillsborough County Population Growth



The coordination of land use and transportation planning is accomplished through the local comprehensive plans and the *2035 Plan*. Together, these documents outline growth and development trends in the county; establish goals, objectives and policies for managing future growth; and identify needed improvements to the transportation system, as well as other infrastructure needs.

This chapter outlines the challenges associated with past growth trends and describes the sustainable growth vision embodied in the comprehensive plans. The plans organize future growth around activity centers and corridors, providing for improved accessibility to places, enhanced quality of life and bolstering Hillsborough County's economic position in the 21st century.

Growth Trends and Challenges

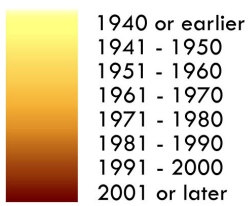
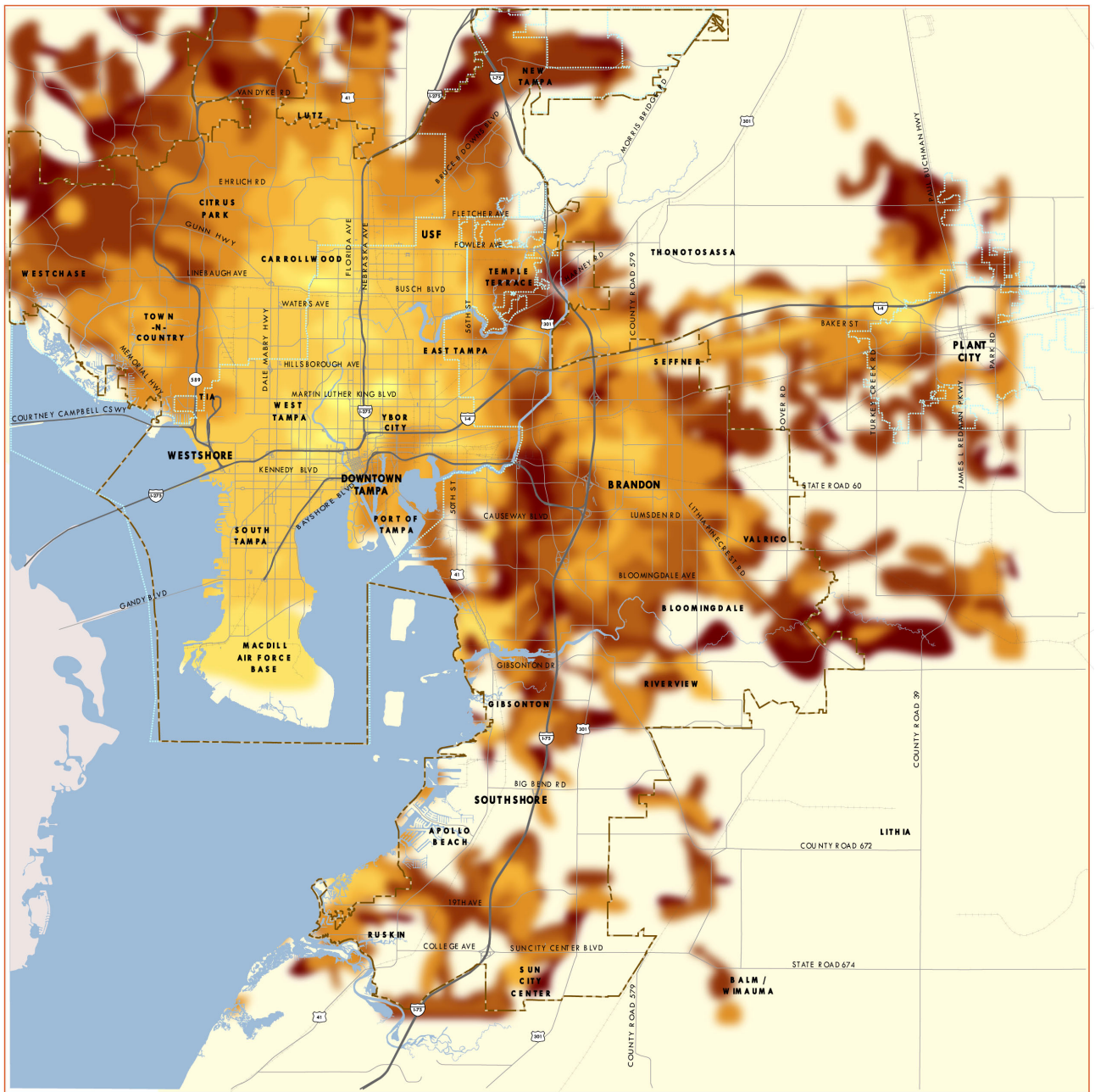
Map 3.1 shows how Hillsborough County's historical growth has spread over time, characterized by a sprawling development pattern that pulls residents away from urban centers and weakens established neighborhoods closer to the urban core. Most urban expansion has taken the form of low-density, suburban communities designed to accommodate travel by personal vehicle. This sprawling development pattern has encroached on agricultural and environmentally sensitive lands and has placed costly demands on local governments to provide adequate facilities and services.

While investment in alternative travel modes such as transit, bicycle and pedestrian facilities has increased, the automobile is still the primary travel mode in the County. This reliance on the automobile has wrought a number of significant challenges for Hillsborough County and the Tampa Bay region:

- Personal transportation expenditures in the West Central Florida region are among the highest in the country - working families spend an average of \$10,600 per year, or approximately 33 percent of their income on transportation.ⁱⁱⁱ
- In 2003, the combined share of household expenditures spent on transportation and housing for Tampa Bay region was 57.7 percent, the highest nationally of 28 Metropolitan Statistical Areas.^{iv}
- Perennially congested highways have diminished the region's economic competitiveness, and in many cases increasing highway capacity is no longer cost-effective. The lack of competitive regional transportation options perpetuates these conditions.

Many of these challenges are linked with urban development and economic growth. Traffic congestion, for example, is likely to always affect regions that are thriving economically, even with continual expansion of the roadway system. However, by promoting a development pattern that optimizes the effectiveness of existing infrastructure and services, Hillsborough County can lower the cost of transportation, provide greater mobility options and continue to offer an attractive business climate. Such a development pattern would need to be served by a variety of transportation modes because roadway improvements alone will not be able to accommodate regional growth and future travel demand.

Map 3.1: Historical Growth Patterns



- Urban Service Area
- City Limits
- Major Highways

0 1 2 4 Miles



Source: Hillsborough County Property Appraiser, 2004

Maps 3.2 and 3.3 illustrate the relative distribution of residents and employment across Hillsborough County resulting from past growth trends, as observed in 2006. The maps show that population and employment densities are generally highest in central locations, despite past outward growth trends. This reflects the low-density development patterns in the suburban areas. Recently, investment in urban infill development and redevelopment has increased in Hillsborough County. A sustainable growth strategy for the County calls for these redevelopment trends to continue and accelerate, supported by a balanced multi-modal transportation system.

The existing development footprint reveals the attractiveness of locations close to high-capacity transportation facilities, such as freeways or major arterial roads. This relationship between the transportation network and land development suggests that maximizing transportation accessibility to planned growth centers will be a critical factor in shaping future growth in Hillsborough County. The policies and growth strategies included in the local comprehensive plans for Hillsborough County, City of Tampa, City of Temple Terrace and City of Plant City provide the foundation for a future where growth is accommodated through a synergy of compact, mixed-use land development served by a high-quality, countywide multi-modal transportation system. This growth concept, when fully implemented, will provide for a more sustainable future than past trends.

The Future Land Use Element of the Hillsborough County Comprehensive Plan (effective August 2008) defines a growth management strategy that will serve as a vehicle to:

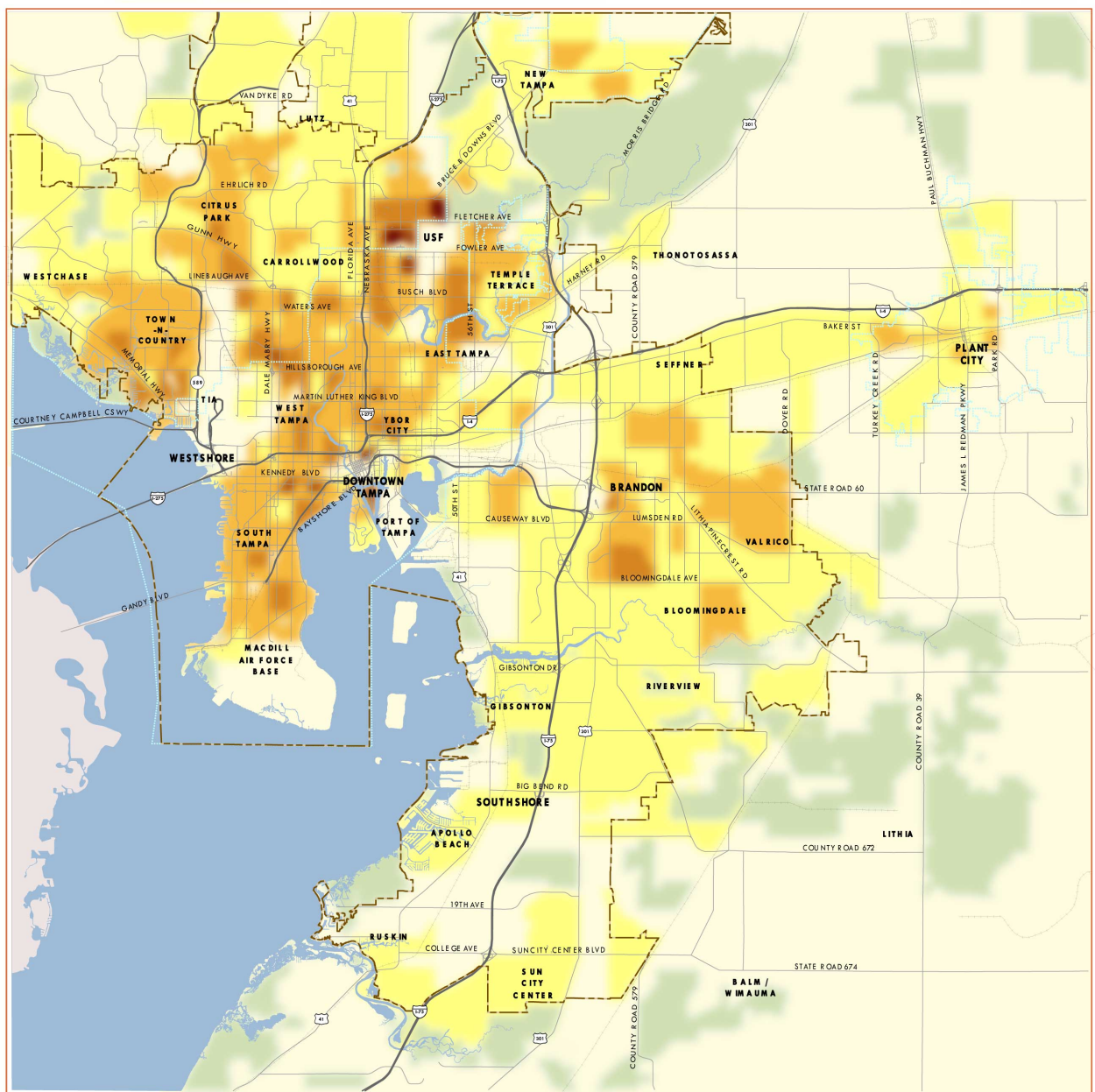
“...structure County spending and planning policies to optimize investment for services and infrastructure, protect the vulnerability of the natural environment, reduce the exposure and risk to natural hazards and provide a clear direction for achieving an efficient development pattern.”

The purpose of the growth management strategy is to control urban sprawl, create a clear distinction between long-range urban and rural community forms and define the future urban form through the urban service area that establishes a geographic limit of urban growth.

Future Population and Employment

Table 3.1 summarizes Hillsborough County’s projected growth in population and employment from 2006 to 2035. **Maps 3.4 and 3.5** illustrate Hillsborough County’s expected population and employment growth between 2006 and 2035. Most of the anticipated growth is projected to occur within the urban service area^v. Although the greatest increases in total employment will take place in Westshore and around the University of South Florida, substantial gains are expected for areas surrounding the central Downtown and in the Brandon area.

Map 3.2: 2006 Relative Population Density



Persons per Acre



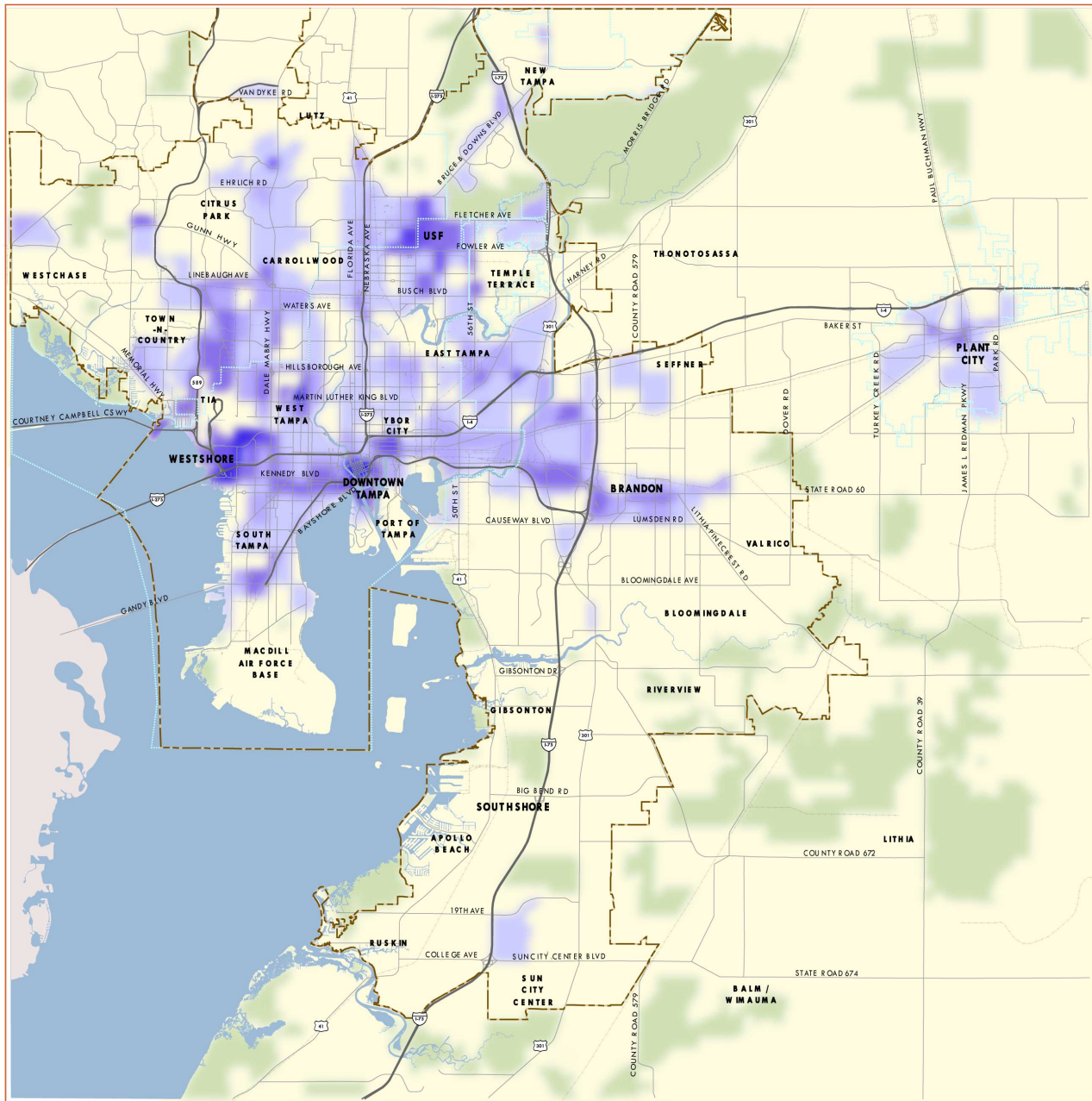
- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Map 3.3: 2006 Relative Employment Density



Employees per Acre



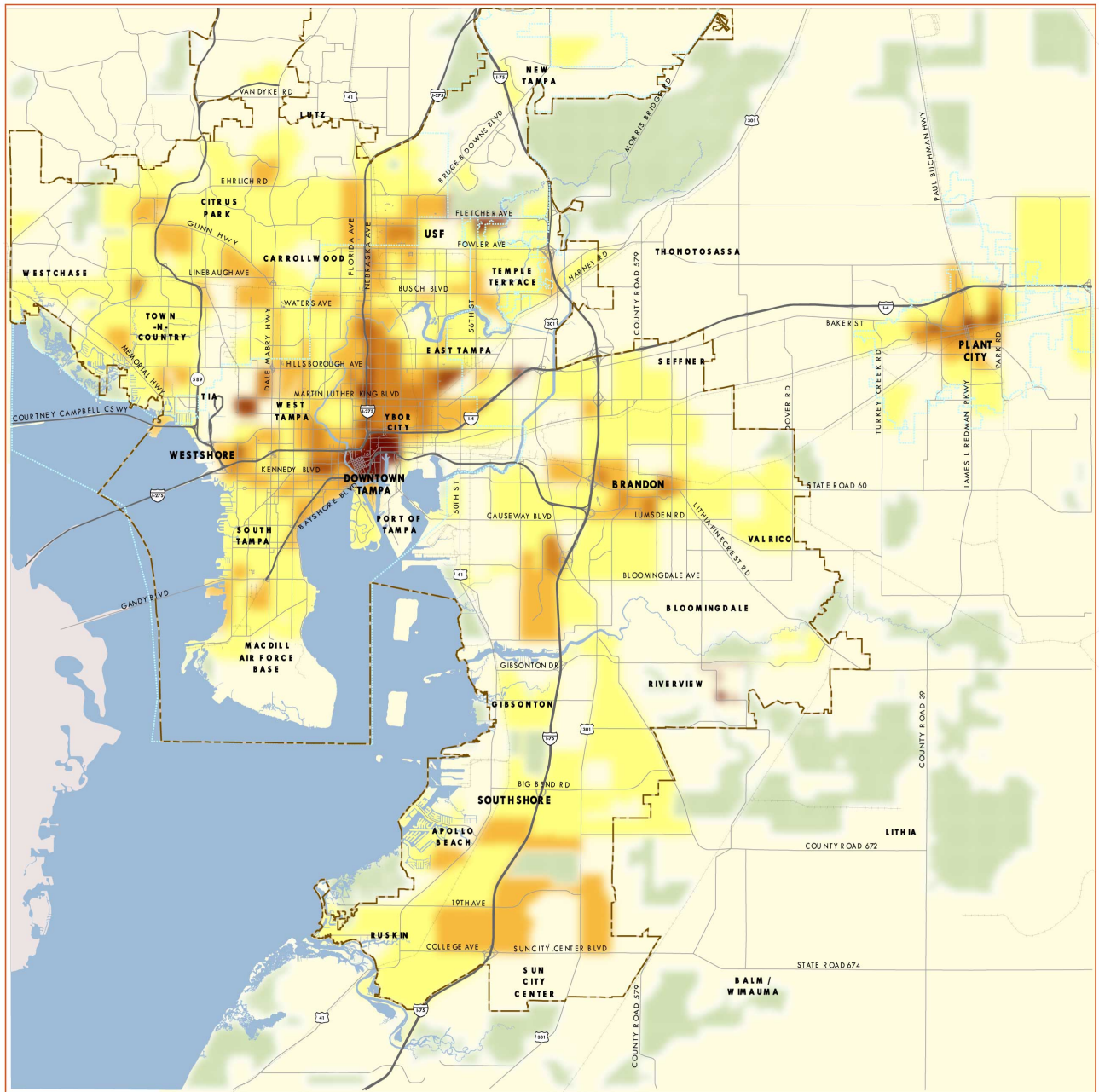
- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Map 3.4: Relative Population Growth, 2006-2035



Change in Persons per Acre



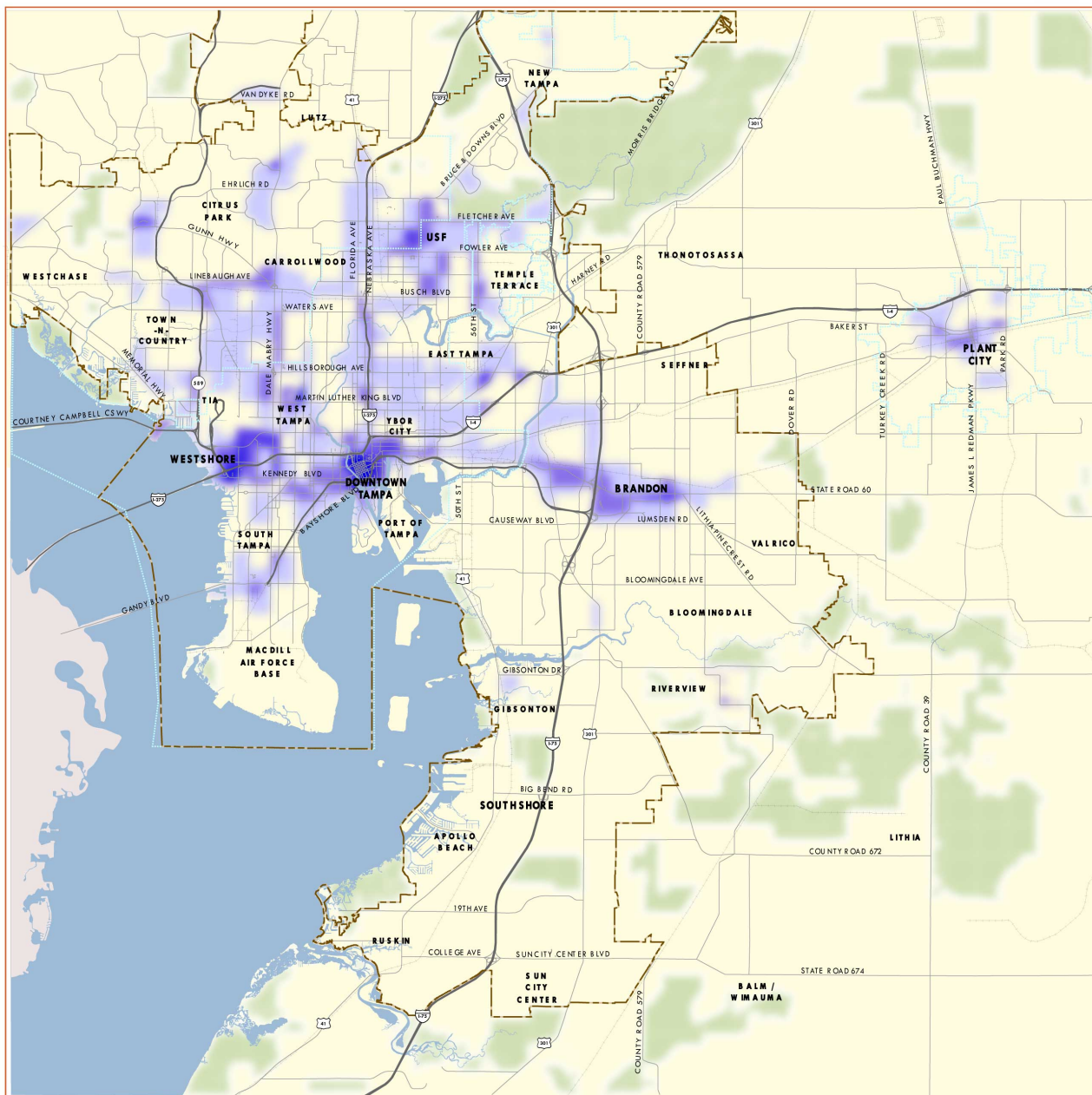
- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Map 3.5: Relative Employment Growth, 2006-2035



Change in Employees per Acre



- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Table 3.1: Hillsborough County Population and Employment Growth, 2006-2035

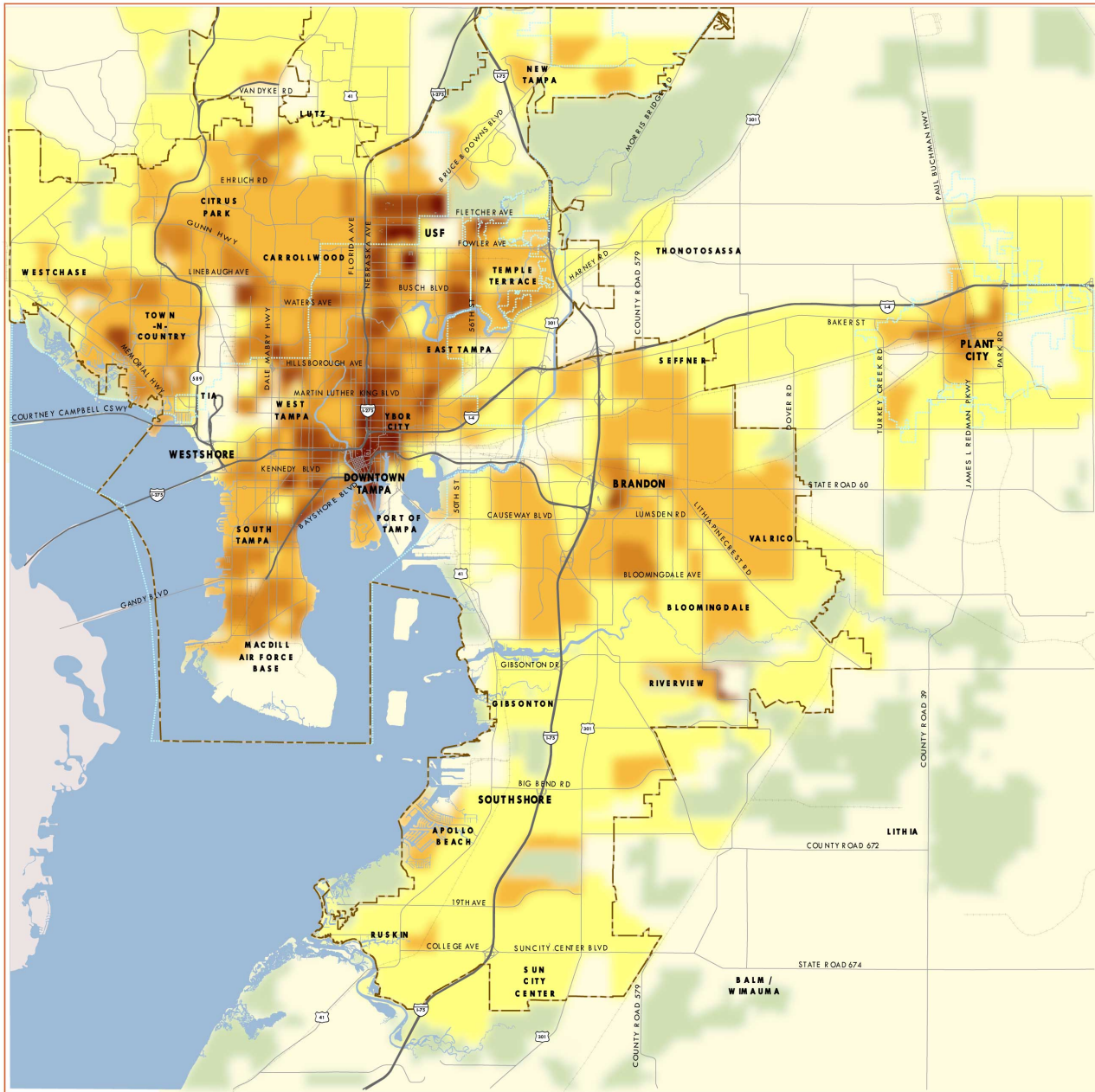
Year	Population	Employment
2006	1,173,360	759,300
2025	1,549,900	1,069,040
2035	1,729,300	1,175,920
Growth: 2006-2035	555,940 (47%)	416,620 (55%)
Average Annual Growth Rate: 2006-2035	1.3%	1.5%

Source: Hillsborough County City-County Planning Commission: *2035 LRTP Socioeconomic Projections*, November 2008.

Even with significant growth projected for many of the County's suburban areas, future residential and employment densities are still expected to be highest in existing urban centers. **Maps 3.6 and 3.7** illustrate the relative population and employment density distributions estimated for the year 2035. The maps show that future population will be primarily concentrated within the neighborhoods surrounding Tampa's Downtown urban core and University of South Florida, and to a lesser extent in Brandon, Town-N-Country, Temple Terrace, and Plant City. Major employment concentrations are found within activity centers including downtown Tampa, the Westshore Business District and the University of South Florida. There is also a significant amount of employment in Brandon, Plant City, and the Dale Mabry/Veterans Expressway corridor north of Tampa International Airport.

The projected population and employment growth within the urbanized area poses the challenge of increasing traffic on a road network that has little room for expansion. High construction and land costs for new or widened roads will also factor into the feasibility of providing additional capacity. In light of these circumstances, the future transportation network will need to include transportation demand management options, improved transit service and better infrastructure to support walking and bicycling. These facilities and services will accommodate anticipated growth and facilitate economic development in the County.

Map 3.6: 2035 Relative Population Density



Persons per Acre



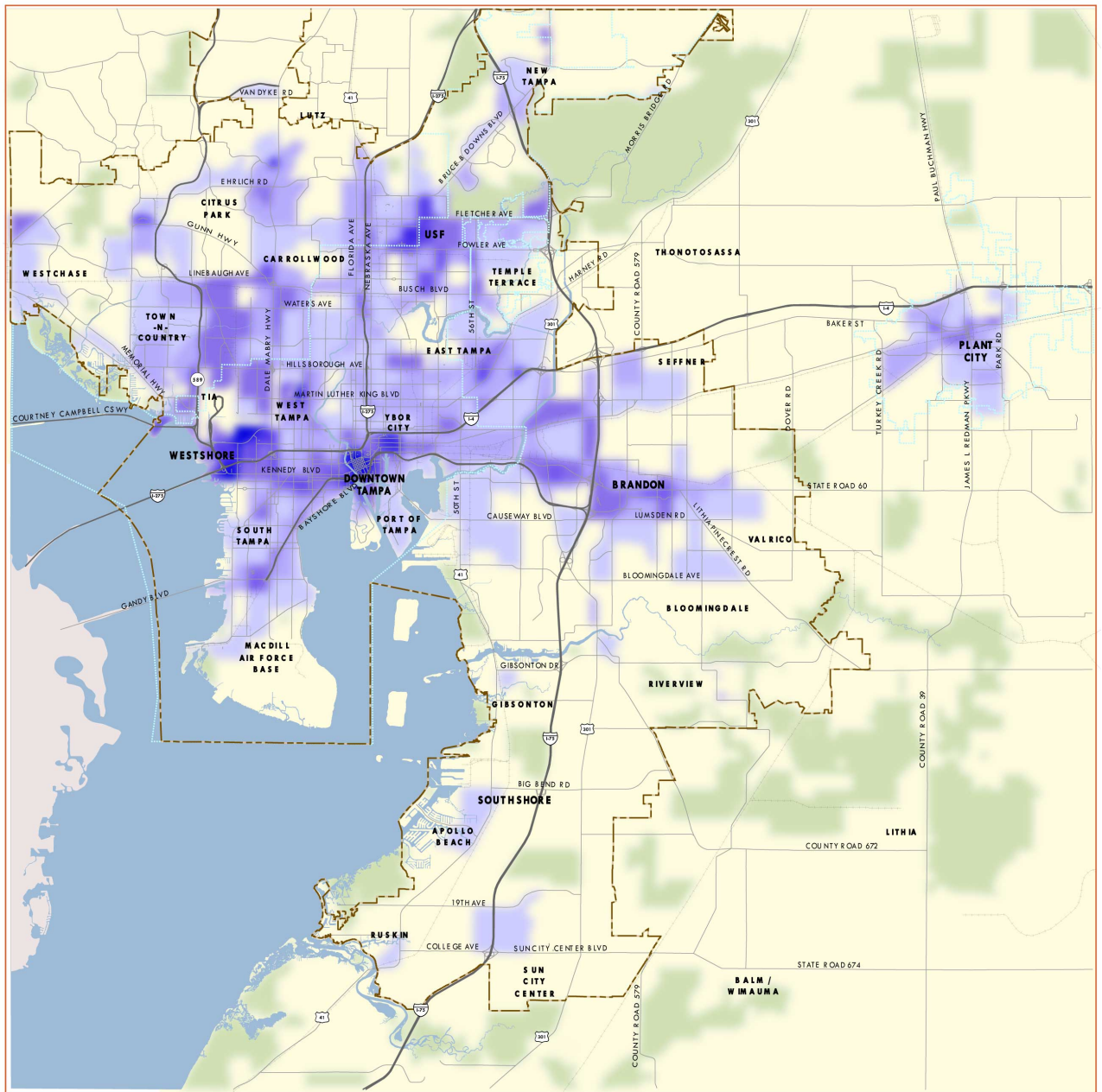
- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Map 3.7: 2035 Relative Employment Density



Employees per Acre



- Urban Service Area
- City Limits
- Environmental Lands

0 1 2 4 Miles



Source: Hillsborough County City-County Planning Commission: 2035 Long Range Transportation Plan Socioeconomic Projections, November, 2008

Organizing Growth: Hillsborough County's Geography of Community Elements

The development of a complete transportation system in Hillsborough County begins with understanding the nature of future travel demand. This demand is primarily a function of the types of places being served by the system. Given the diversity of urban forms observed throughout Hillsborough County, a one-size-fits-all approach to transportation investments would not be appropriate. The transportation needs of downtown Tampa, for example, are vastly different from those of Citrus Park.

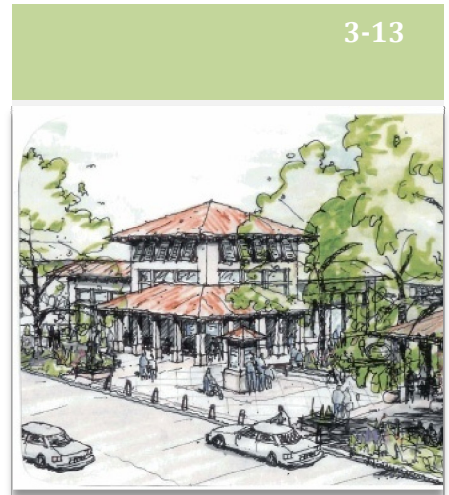
The comprehensive plans for Hillsborough County and the City of Tampa identify activity centers and place types based on similar community development and demographic characteristics. The Temple Terrace and Plant City comprehensive plans do not define place types; however, they do include mixed-use land use categories that allow for higher densities at nodes and along corridors. These activity centers and place types establish a structured framework for future community growth.

Hillsborough County Activity Centers and Community Plans

The Future Land Use Element of the Hillsborough County Comprehensive Plan identifies activity centers that will “begin to form an urban structure that encourages the cohesiveness of the neighborhood unit while facilitating the connection and interdependence of the region as a whole.” Two types of activity centers are defined in the Future Land Use Element:

- **Regional Activity Centers:** This designation refers to areas exhibiting high concentrations of government operation, commercial activity or potentially high residential development. The Tampa Central Business District, the Westshore Business District and the University of South Florida campus area are the three designated regional activity centers within the County.
- **Community Activity Centers:** These activity centers are defined as Transportation Analysis Zones (TAZs) that contain over 1,000 commercial or service employees and/or could be served by fixed guideway transit stations. As envisioned, these locations will serve as a focal point for surrounding neighborhoods and provide a variety of public facilities and services, including commercial and office development, integration of viable residential neighborhoods and the redevelopment of areas within the activity center appropriate for higher density uses. Numerous areas within the County are currently identified as community activity centers.

The Hillsborough County City-County Planning Commission and the Hillsborough County Planning and Growth Management Department have also assisted communities throughout the County to develop community plans. They are intended to provide an avenue for residents to chart their own course in shaping the appearance and function of their communities as they accommodate future growth.



Designated Urban Villages In the City of Tampa

- Channel District
- Davis Islands
- Hyde Park
- Tampa Heights
- Ballast Point
- Seminole Heights
- East Tampa
- Central Park
- West Tampa
- Ybor City

Designated Mixed-Use Corridor Villages in the City of Tampa

- Dale Mabry Hwy
- Armenia Ave
- Florida Ave
- Columbus Dr
- 40th St
- Kennedy Blvd
- Gandy Blvd
- Howard Ave
- Nebraska Ave
- Busch Blvd
- 50th St
- Fowler Ave
- Hillsborough Ave
- Fletcher Ave
- Bruce B. Downs Blvd
- Dr. MLK, Jr. Blvd
- Adamo Dr (from Channelside Dr to 26th Ave)
- Westshore Blvd (north of Kennedy Blvd)

City of Tampa Place Types

The City of Tampa has created a more refined classification of place types. While the county's regional centers parallel exactly the city's business centers, many of the community activity centers defined by the Hillsborough County Comprehensive Plan are further refined in the City of Tampa's Comprehensive Plan. It defines five components of city form:

- **Business Centers:** These are vital centers for economic activity that offer suitable locations for a variety of employment. Downtown, the Westshore Business District and the University of South Florida are the three designated business centers in Tampa.
- **Urban Villages:** Urban villages are guided by neighborhood, economic development, community redevelopment and historic district plans that describe the future of that area. Future growth in urban villages is directed by the future land use plan categories currently in place for that village.
- **Mixed-Use Corridor Villages:** Mixed-use corridor villages are identified as areas with the greatest potential to support the transformation of roadway corridors where development intensification is possible and encouraged to create new housing and job opportunities, while improving the pedestrian environment, streetscape, shopping opportunities and quality of transit service.
- **Transit Stations:** The City of Tampa has classified the areas surrounding transit stations to be part of the region's planned rail mass transit system:
 - *High Intensity Urban Stations* refer to stations that would be located within Tampa's Central Business District, and include high-intensity commercial and office uses, and strong pedestrian networks.
 - *Mixed Use Regional Stations* would be located in regional shopping, office centers and medium- to high-density residential communities.
 - *Community Center Stations* would function as a center of activity for surrounding neighborhoods and include restaurants, parks, other public or private recreational facilities and residential support uses.
 - *Neighborhood Center Stations* serve low- to medium-density residential neighborhoods in both urban and suburban areas.

- **Neighborhoods:** Neighborhoods are described in the Comprehensive Plan as the areas in which most of the City's residents live and quality of life is established. The diversity of neighborhoods in the city provides residents with a mix of lifestyle choices.



Plant City

The Plant City Midtown Redevelopment Vision Plan was also considered a key element to the 2035 Plan Needs Assessment. The plan outlines land-use policies to encourage both residential and commercial growth in the area, which is located south of Plant City's traditional downtown. The plan calls specifically for increased density and building height, moving buildings closer to the street, creation of green space, diverse housing types and improvements to streets and sidewalks. Transportation improvements needed to support this vision are included in the Needs Assessment.

City of Temple Terrace

Temple Terrace's adopted Multi-modal Transportation District, its Mobility Element, and redevelopment efforts at 56th Street and Busch Boulevard, were helpful when identifying needed transportation improvements for moving people about the City. Also included in assessing needs in Temple Terrace, were projects that provide better access to the underutilized Tampa Executive Airport and to the University of South Florida.

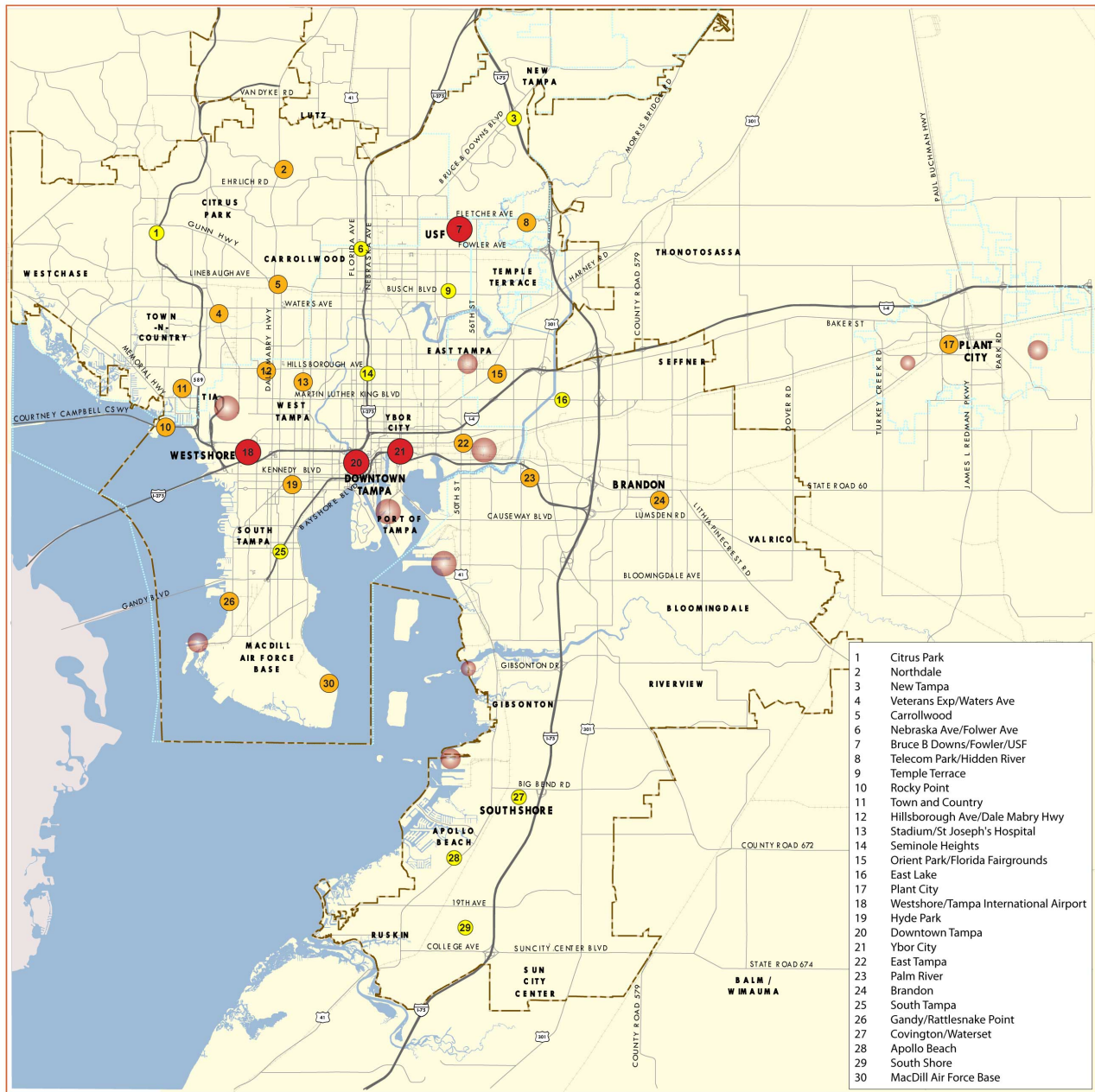
Regional Activity Centers

There are several regional activity centers throughout Hillsborough County that contribute to the area's economic diversity and sustainability. These centers, shown on **Map 3.8**, are regional hubs for employment, entertainment, educational, residential and freight activity.

Regional Activity Centers were defined as "anchors" by the Land Use Working Group in the course of preparing the TBARTA Master Plan. The tiers shown in Map 3.8 were generally defined by evaluating existing and future land use information and freight activity. The intensity level of the freight activity centers is based on the intermodal transshipment and trucking activity in the area.

Each type of place is defined by unique community characteristics including urban design, density, mix of uses, age of structures and environmental contexts. As such, the future transportation network and mobility strategies should be tailored to the unique needs of these places. In connecting people and places, the 2035 Plan will help foster economic growth at both the neighborhood, city, county and regional levels. As transportation between residents and activity centers strengthens, so will investment interests by the private development sector.

Map 3.8: Regional Activity Centers



Regional Activity Centers

- Tier 1
- Tier 2
- Tier 3

Freight Activity Centers

- High Intensity
- Medium Intensity
- Low Intensity

Urban Service Area

City Limits

Major Highways

0 1 2 4 Miles



Hillsborough County Growth Concept

Map 3.9 illustrates Hillsborough County’s overarching growth concept as embodied in the comprehensive plans and also identifies areas of industrial and military activity within the County. It provides a visual reference to guide transportation investment in Hillsborough County.

The growth concept focuses future growth in planned activity centers and urban corridors. This is supported by a balanced multi-modal transportation network, which will yield a number of benefits for Hillsborough County:

- Sustained economic vitality within existing activity centers;
- Improved accessibility and travel options for residents and visitors;
- Walkable, self-contained neighborhoods that serve as focal points for community life;
- Mixed-use transit oriented development in activity centers and urban corridors that shortens distances between destinations and encourages walking and bicycling, resulting in fewer vehicle trips and an active, healthy lifestyle;
- Maximized efficiency of urban infrastructure that promotes more compact, sustainable growth and protects the county’s agricultural and conservation lands from rising development pressure.
- Reduced air and water pollution, as well as energy and land consumption.

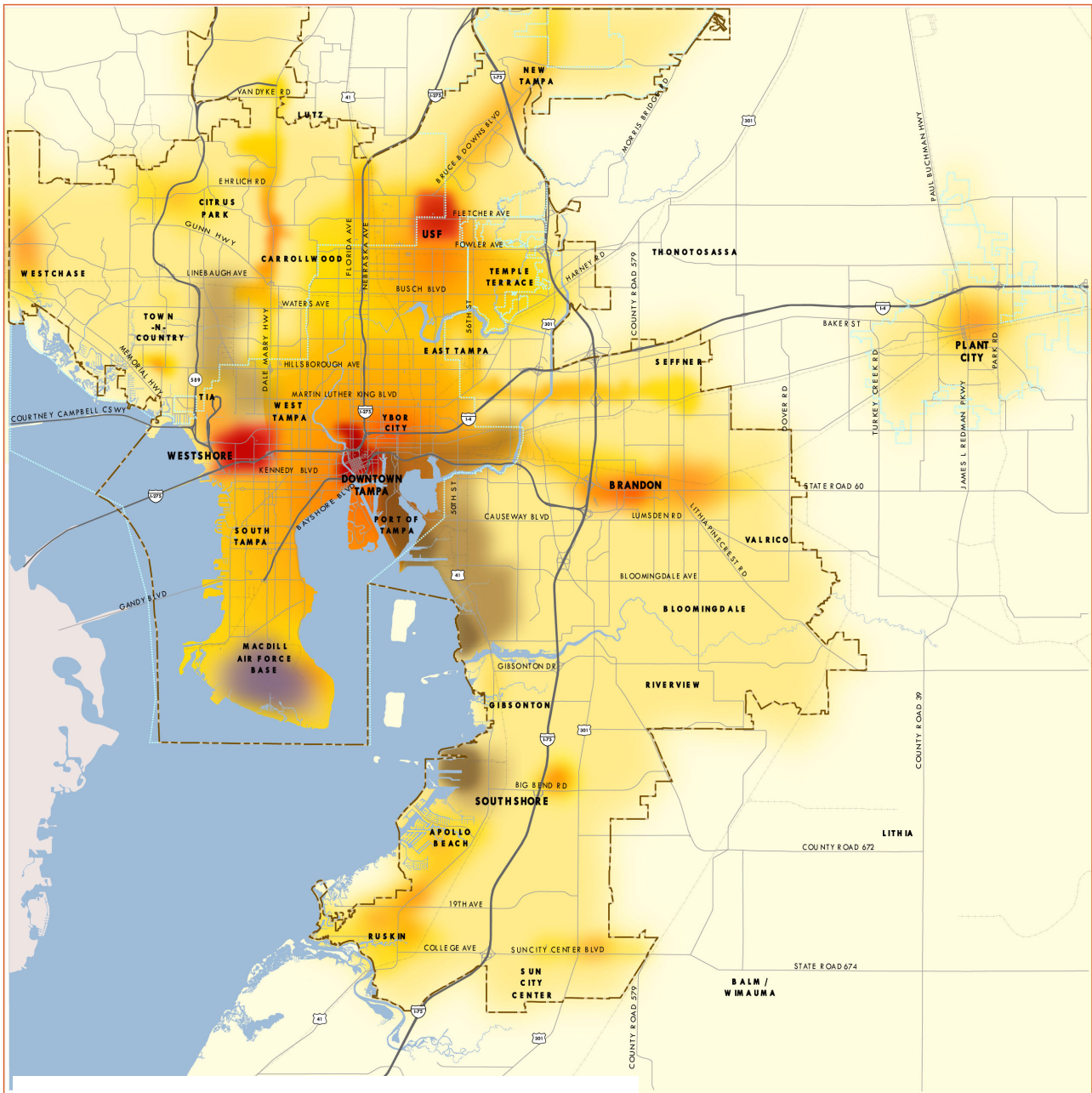
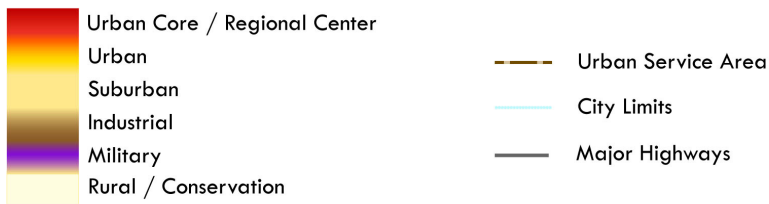


Figure 3-8: Hillsborough County Growth Concept



REFERENCES

- ⁱ Hillsborough County City-County Planning Commission: *2035 Long Range Transportation Plan Socioeconomic Projections*, November 2008.
- ⁱⁱ Tampa International Airport, *2008 Fact Sheet*, 2009.
- ⁱⁱⁱ Center for Housing Policy: *A Heavy Load*, October 2006.
- ^{iv} Surface Transportation Policy Partnership: *Driven to Spend*, 2005.
- ^v The urban service area is where urban infrastructure, such as roads, water, and sewer lines, will occur within the next 20 years as defined in the Comprehensive Plan.