

WVR-2 & RP-2 Future Land Use Market Study

Hillsborough County, FL



Prepared for:
Hillsborough County City—County Planning Commission
Tampa, FL

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General & Limiting Conditions

Every reasonable effort has been made to ensure that the data contained in this study reflect the most accurate and timely information possible. These data are believed to be reliable at the time the study was conducted. This study is based on estimates, assumptions, and other information developed by WTL +Associates (referred hereinafter as “WTL+a”) from its independent research effort, general knowledge of the market and the industry, and consultations with the client and its representatives. No responsibility is assumed for inaccuracies in reporting by the client, its agent and/or representatives, or any other data source used in preparing or presenting this study.

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1 Executive Summary

Introduction

WTL+a, a national real estate and economic development consulting firm based in Washington, DC, with significant project experience throughout Florida, was retained in December 2019 by the Hillsborough County City—County Planning Commission (“The Planning Commission”) to prepare two studies:

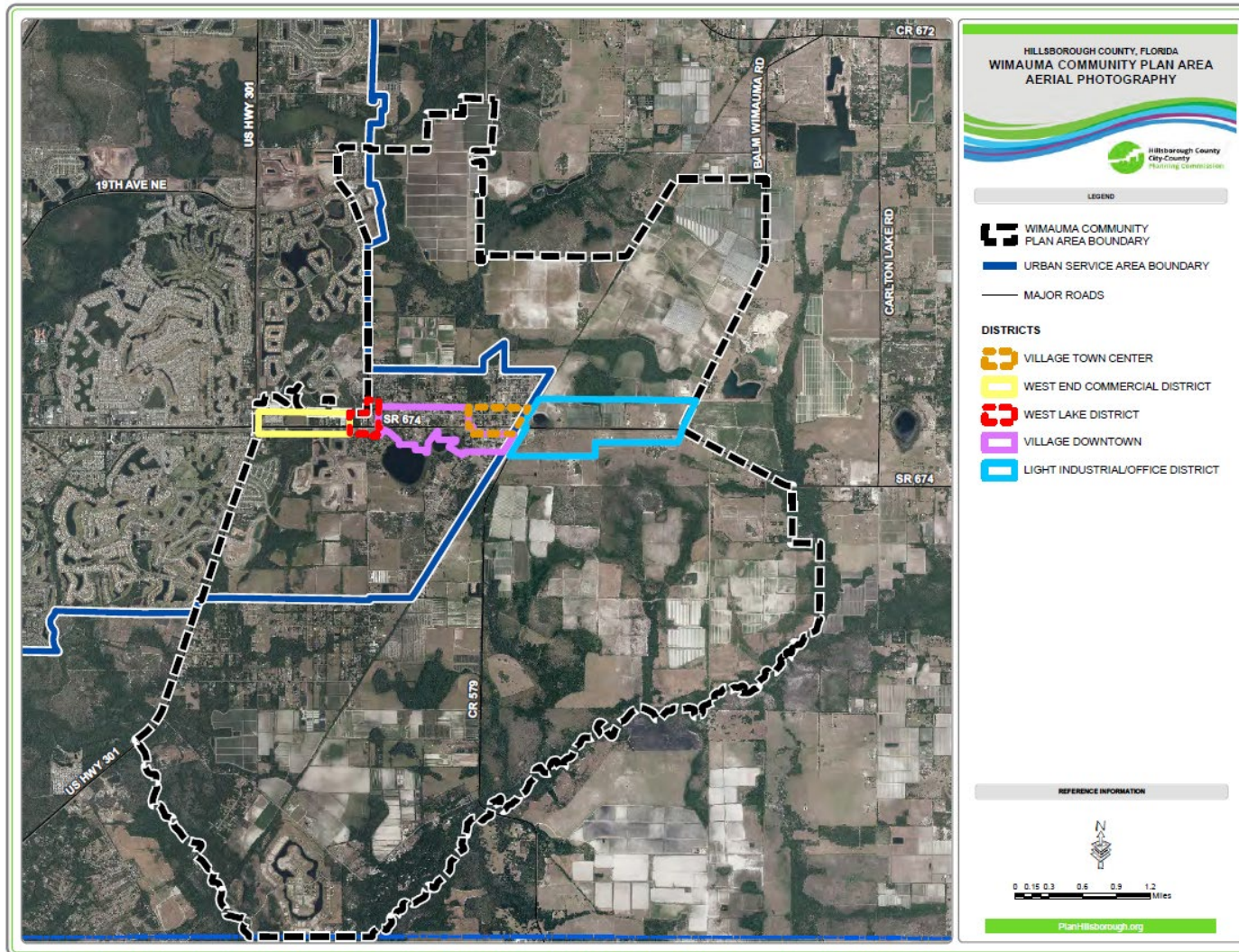
- A **Community Character Profile** of Wimauma, and
- A **Future Land Use Market Study** on two designated zoning districts—Wimauma Village Residential-2 (WVR-2) and Residential Planned-2 (RP-2).

This document comprises the Future Land Use Market Study. As illustrated in Figure 1, the study focuses revitalization opportunities within five identified sub-areas located along State Route 674, a primary commercial arterial linking Wimauma Village with nearby major highways, including U.S. Route 301 and I-75. These five districts include:

- Light Industrial/Office District
- Town Center District
- Downtown District
- West Lake District
- West End District

According to County data, the Wimauma Community Plan Area contains approximately 2,978 parcels over 16,311 acres of land. The two largest land uses, Agriculture and Public/Institutional, account for 6,433 acres (39.4%) and 5,761 acres (34.8%), respectively. Other existing land uses include: Residential (2,226 acres, 13.6%), Commercial (77 acres, 0.5%) and Vacant (1,732 acres, 10.6% of the total).

Figure 1: Wimauma Community Planning Area



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Impacts of the 2020 Pandemic

This report presents the findings of the real estate market and development potentials for housing, workplace (commercial office and industrial), and supporting uses such as retail. It should be noted that **market conditions presented are based on data and conditions prior to COVID-19 impacts**. While the timing for future development may be more extended due to the pandemic, there are potentials for selected, well considered new growth and investment. Experience in other Florida markets has demonstrated that the best way to fully optimize economic benefits in Wimauma Village will result from a carefully structured and implemented plan that appropriately integrates different land uses and phases to provide development flexibility.

The most important difference between year-end 2019 (the data-year used for this analysis) and current conditions in May 2020 is the impact of the global Coronavirus pandemic. COVID-19 has already had a significant impact on commercial real estate, although these impacts vary considerably from location to location. It has affected consumer spending, real estate sales, job prospects and recreation options in ways that have profoundly modified pre-COVID conditions. **The office market, especially for technology and other computer-based industries, has responded most rapidly, and *not* in ways that are likely to encourage new office development.** At the broadest levels across the country, early reactions to self-isolation and working-at-home have resulted in some companies advising employees to work at home for the remainder of 2020, while Twitter has announced that its employees can work at home *forever*.

The travel, hospitality and retail industries have been particularly hard-hit, with airline passenger volumes reportedly down by upwards of 90% to 95%, major layoffs in the hotel and food & beverage industries, and the May 2020 announcement of a bankruptcy filing by the Hertz Rental Car company. The travel and leisure market based on tourism have been seriously impacted and will likely take several years to stabilize, much less fully recover. **The National Retail Federation speculated in May 2020 that as many as 40% of small retailers *may never re-open*.**

In its bi-annual bankruptcy update of the retail industry, BDO counts 18 retailers that headed to bankruptcy court in the first half of the year and another 11 in July through mid-August. In fact, the industry's bankruptcy record so far put it on pace with 2010, following the Great Recession, when there were 48 bankruptcy filings by retailers. The COVID-19 pandemic has essentially

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interfered with what is normally a cyclical pattern for retailers and set up the industry for yet more bankruptcies in 2020's second half.

According to BDO researchers, 2020 is on track to set the record for the highest number of retail bankruptcies and store closings in a single year. By BDO's measure, bankrupt retailers alone have announced nearly 6,000 store closings this year, more from January through mid-August than the record 9,500 stores that closed throughout 2019, and most of them in malls. More than 15 retailers (including Macy's, Bed Bath & Beyond and Gap) outside of bankruptcy court have announced a total of 4,200 closures.

National unemployment levels are at their highest since the Great Depression of the 1930s. In April 2020, the official U.S. unemployment rate was 14.7%, while Florida's rate was 12.9%; by August (the latest month in which unemployment levels were reported), the *official* U.S. unemployment rate was 8.4%, while Florida's rate was 11.3% (down from 14.5% in May 2020). For a visitor destination like Florida, where the \$111.7 billion annual tourism industry is the state's largest industry, the impact is already great, and could become a profound issue if the virus continues without a vaccine. Like many states, government policies are seeking to balance social responsibility and safety with the need to re-open businesses and encourage visitors to return. The re-opening of beaches and public spaces across the state has been both a relief to millions of Florida residents, but could also result in a virus rebound that could require retrenchment, or (at minimum) more carefully regulated public behaviors.

Taken in total, **these impacts will cause a major slowdown in economic activity across Florida (especially in hospitality and tourism-dependent sectors), and the costs of lost consumer spending will result in near-term increases in vacancy rates for retail and office uses, a massive slowdown in tourism and visitor spending**, and a slow recovery period, due in large part to the number of unknowns about a global pandemic. Until a reliable vaccine is developed and produced in sufficient volumes to stabilize the rate of transfer, recreating consumer confidence to travel, to spend time in other places and to have the money to stimulate local economies will be set back for many months, if not years.

The short-term economic prospects should be cautious and slow. However, there are mitigating factors that could change the mid-to longer-term outlook:

- **Slowing of Unsupportable Speculative Real Estate Development**—an overheated real estate market in Florida has encouraged speculative development and over-entitlements in many submarkets.
- **Time to Plan More Effectively**—a slowdown could encourage a more manageable pace of development and reduce environmental and social impacts that often result from hurried decisions.
- **Business Opportunities for Millennials**—the millennial generation is highly entrepreneurial, and will be more willing to start new retail, food & beverage and consumer service businesses once the pandemic has stopped.
- **Pent up Demand for Social Experiences**—while on-line sales have spiked, consumers are also looking forward to dining out, going out, and shopping; consumer demand for goods and services is pent-up at levels not seen since the 2007 recession.
- **Creative Regulation & Behavior Management**—if reasonable standards can be put into place and safety practices realized, Florida’s beaches, communities and visitor destinations should rebound faster than other parts of the country.

The contrasts in consumer retail offerings in Wimauma Village (mostly small locally-owned taquerias, grocery stores and automotive services) with larger-scaled, nationally-branded retailers and restaurants at the intersection of U.S. Route 301 and State Road 674 (less than two miles away) are significant. For example, Sun City Center is comprised almost entirely of major/national retail brands serving the greater area markets; anchored by large stores like Walmart and food service chains like McDonalds, Sun City Center’s retail mix is likely less exposed to the impacts of COVID-19 when compared to the “mom & pop” operations along 674 in Wimauma Village. Small, family-owned retailers and ethnic taquerias would be much more affected by illness or loss of store proprietors. **The potential for lost businesses is greater among locally-owned retailers in locations such as Wimauma Village.**

Ironically, U.S. financial markets have stabilized more quickly than consumer markets. The reduced costs of debt/capital have encouraged developers to accelerate proposed projects, allowing for 18-24 months for regulatory review, approvals, and construction so that they are ready for the rebound when it occurs. The challenge will be to select those projects carefully so

that new development in Wimauma Village can generate the greatest economic benefits possible for its residents as well as Hillsborough County over the long term.

Key Findings & Recommendations

The following sections detail the demographic and economic profile; real estate market conditions by land use; development potentials by land use; and implementation recommendations of the WVR-2 and RP-2 Future Land Use Market Study

2 Stakeholder & SWOT Summary

Strengths/Weaknesses/Opportunities and Threats (SWOT) for the Wimauma and Balm planning areas are widely varied, depending upon the individuals describing SWOT viewpoints. As summarized below, stakeholder interviews (conducted at the start of the study) represent the breadth of differing opinions about how the area should (or should not) change. For example, a number of current residents (particularly in Balm) are deeply concerned about the rapidly changing character of the Rural Service District, and disagree with the juxtaposition of suburban residential development platted for densities of up to four to five units per acre, when their expectations are to retain a more rural scale and density with five-acre parcels per dwelling unit.

Other residents believe that the allowed rezoning densities are too great, but don't want to exceed more than one unit per two acres as the maximum density. By contrast, the Hillsborough County development community, responding to consistent opportunities presented by the ongoing growth of the Tampa Bay region, want fewer controls and requirements to allow for more density. **The differing views about growth are not easily characterized within typical SWOT parameters: what may be considered a weakness by some is a strength for others.** Because there are not clear boundaries between the SWOT discussion concepts, a list of the key issues and themes identified by stakeholders and opinions expressed in the interviews is highlighted below.

Stakeholder Interview Summary

WTL+a conducted a series of stakeholder interviews in January and February 2020 as part of a SWOT analysis of issues. The issues were framed around the WVR-2 and RP-2 zoning categories and the temporary (270-day) development moratorium imposed in the South County portion of Hillsborough County. The moratorium was described by one official as “a pause in the process to see what people want”, in reaction to widely divergent views about development, regulations and the effectiveness of the processes in place. As another stakeholder expressed it “you'll hear the bookends of opposing views and everything in between during these interviews”.

Over a three-week period, there were 22 in-person and telephone interviews lasting between one and 1.5 hours each, and almost 40 persons were interviewed. Some meetings were conducted with individuals, and others ranged from two- to three-persons up to a group meeting with 10 individuals participating. The types of interviewees and their interests were wide-ranging, and included residents of the Wimauma and Balm communities, land and project developers, land use attorneys, agricultural land owners and producers, County officials, business owners, social service group representatives, members of homeowners associations and interest-groups such as the Balm Civic Association. As predicted, the range of viewpoints ran the spectrum from no more development to ending the moratorium so necessary development can continue apace.

The interviews revealed a series of themes and shared concerns that emerged among different stakeholders and stakeholder groups; these are summarized below. As always, the identities of those whose comments are included are unattributed, in order to allow confidentiality and candor in the interviews.

WTL+a notes that, while some statements below are direct quotes, many comments are aggregated combinations from statements by more than one stakeholder.

Confusion: Interpretation of Comprehensive Plan & Regulatory Goals

Many stakeholders expressed confusion about how development densities are allowed within areas previously zoned as ‘Rural’, areas with five-acre residential zoning and areas which allow up to two residential units per acre. Several commented that “land-use attorneys and developers figured out a loophole” in the density caps, by netting out wetlands or other unbuildable areas from their gross acreage, combining the allowed density totals into the net developable portions of the project sites.

This interpretation resulted in densities of four (or in some cases, more) dwelling units per acre. Such densities are considered unacceptable by many in an area presumed to be zoned ‘Rural’. This results in subdivisions, with 40-foot lots arrayed along residential-scaled streets, located adjacent to farms and large-lot properties.

One stakeholder noted that “there are over 6,000 new homes” within the Balm/Wimauma area, far beyond any density ever anticipated when properties were purchased years before. Other comments included:

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- “These new housing developments will be the shantytowns of the future; they aren’t built well and won’t hold up over time”.
- “The houses are only ten feet apart. They’re built so close together, you can almost step from roof-to-roof”.
- “These homeowners don’t understand that they are in the country”.
- “Feral pigs are a big problem in some areas in South County. They come and eat the flowers in the subdivision yards and go back into the woods”.
- “The subdivisions are interrupting wildlife habitat. The animals don’t have any place to live now, and numbers are declining”.

Confusion: Jobs Requirement Link to Zoning & Density Approvals

Opinions varied considerably **about the requirement to provide jobs/employment facilities as well as new residential uses**. Developers claimed that “jobs were never part of the deal until recently”, and “we don’t have any idea where this came from or why it’s required now”.

Alternatively, **Wimauma Village residents and advocates expressed the need for jobs** “for their kids.” If there were places to work (at all skill levels), “they wouldn’t have to move away to find work”. Others blended the need for jobs with the need for more businesses to serve the area’s rural population. They said they need more grocery stores and other retail so they will have more places to go and more jobs to provide for the underserved population.

Disconnect between Growth & Wimauma’s Unique Characteristics

Wimauma’s unique characteristics are a concern to many, including how these characteristics can ‘fit’ with all of the new growth. Comments included:

- “The community was originally poor white and black, and is now largely poor Hispanic residents”.
- It was estimated that about 20% of the Wimauma Village population is seasonal workers who are only here part of the year—they move with the harvests. The transient worker population includes both single men and families.
- Some of these temporary/seasonal workers are illegal immigrants, and are therefore very concerned about ICE enforcement. Because of their status, this population is often unable

to receive healthcare, and have no public transportation available to them to get around. “South County needs more public transportation” options. This is considered critical by some stakeholders.

- “The community needs economic opportunity”; “about half of the residents only have completed a high school education and they need new skills to make a living”. According to one stakeholder, only about 4% of the Wimauma Village population has completed an undergraduate level of college education.
- Wimauma Village residents like the traditional grid street plan, but there was never a downtown area; “we need a town center” was a comment made by several stakeholders, both to support retail and consumer services needs and to provide a sense of identity for the community. Recent growth has weakened that sense of identity for many long-term Wimauma Village residents.
- Several stakeholders commented on the Church of God, which owns large areas of land in central Wimauma Village, including the campgrounds, a cemetery (on land that “should have been used for economic development”, according to one local stakeholder), the “only swimming pool in town”, and “it’s not open to the general public”. The winter campers “don’t spend anything locally”; and “we need to get them more engaged with the Wimauma community”. How and where the Church of God’s property ownership fits into the long-range plan for Wimauma Village is a major issue and will involve more engagement with the church to understand their priorities over time.
- “Wimauma needs much more affordable housing”; this was noted by several stakeholders as a major issue. Most residents are renters, and the properties are experiencing “demolition by neglect”.

Lack of Infrastructure to Support New Residential Densities & Population

Hillsborough County was criticized about the amount of new growth in the southern part of the County without sufficient infrastructure to support it/address impacts. Specifically, comments included:

- “Why weren’t the roads expanded to handle all this new traffic at the same time all the developments were approved?”

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- “My commute into Tampa has gone from 25 to 30 minutes to over an hour, and it’s getting worse. Why wasn’t the new development held back until road capacity was in place?”
 - The construction trucks alone make the roads overcrowded and dangerous.
 - There aren’t enough entry points and interchanges on I-75 to handle all the new traffic; it has made drivers more aggressive in the morning, and the number of accidents holding up traffic has gone up considerably.
 - We don’t have the schools in place to handle all the new (school-age) kids.
 - These subdivisions were built without any sidewalks or enough traffic lanes for people to walk to schools or to work. The number of pedestrian deaths is higher here than anywhere else in the County.
 - The water and waste water systems aren’t sufficient to handle all the new residents and the agricultural needs. When the growers need to spray crops before a freeze to protect their plants, the water pressure drops in houses, and takes a while to get back to a reasonable levels.
 - The development plans aren’t including any parks or activities for long-time South County residents. This should have been required in the plans for new development.

Public Infrastructure Costs & Burden on Existing Property Owners

Many commented on **the failure of the County to require developers to assume the costs of new water/sewer/roads to support their projects**, particularly since development impact fees were discontinued.

- “The County allowed all this new development, and now are sticking the taxpayers with infrastructure costs, and the developers aren’t paying their share”.
- “The developers got away with shifting all these costs to the public”.

In contrast, developers and land use attorneys stated:

- South County is the “only place left in Hillsborough to accommodate the 25,000 to 30,000 new residents coming to the area annually”; another developer said “where else are we going to house all these new people?”

- One developer said “the remaining sites in the Urban Services Area don’t work; they aren’t large enough to be efficient.” The larger, former agricultural parcels are better options for (new) development.
- One developer said, “If we over-restrict development in South Hillsborough County, new development will jump over the county line and go south (to Manatee County), where development is welcomed.” Tampa is the economic driver, and those people will just continue to clog our roads and not pay any taxes to us.
- Another commented that, “even without the former Impact Fees, there are lots of costs from the County that affect residential pricing and affordability”. One developer cited the \$4,000 connection fee to utilities charged by the County: “Where is all that going?”
- Two developers did not think it necessary to expand the boundaries of the Urban Services Area, but to continue to provide exceptions and overlays, though the RP-2 requirements were not considered workable in the marketplace. While employment/services commercial development requirements don’t trigger developer obligations until “70 or 75% of the new housing is in place”, it appears that a number of residential projects have not created these uses because there are “no tenants” or the market is too weak to carry individual retail projects because the retail world has changed. “There is no market for a small pad site for food or retail, and not enough rooftops to support a larger retail development project.”
- The perception is that the County’s development requirements are out of balance with South County’s overall context, whether pro-growth or anti-growth.

ELAPP & Open Space Issues

The Environmental Lands Acquisition and Protection Program (ELAPP) began in 1987 as a conservation mechanism to acquire and preserve environmentally endangered and significant land statewide, and to support wildlife habitat and corridors in the face of ongoing development pressures. While many stakeholders view ELAPP as a critical program to keep open space (and several stakeholders had sold property to ELAPP to preserve watersheds and environmentally sensitive areas), others commented that there are sometimes less positive aspects to the program. Comments included:

- “ELAPP has over 24,000 acres under its control here, but it is not always coordinated with other planning efforts”. (This stakeholder may have been referring to ELAPP land in South

County; the program has over 63,000 acres under management across all of Hillsborough County).

- The ELAPP lands are ‘left unmanaged’ in several ways. They have become shelters for the growing number of feral pigs that decimate farmland and retreat into the woods. ELAPP doesn’t allow hunting, so there is no way to control feral pigs. This hurts both agricultural production as well as the investments in landscaping in new subdivisions.
- “ELAPP has bailed out a number of former Mosaic properties, paid for with public donations and funding” (the original \$21 million allocation for ELAPP funding was spent in four years; Hillsborough County voters approved increasing bond funding available for ELAPP to \$200 million, so public bond debt comprises a large part of its acquisition funding).
- ELAPP partners with the Southwest Florida Water Management District to identify properties that are environmentally sensitive or located in threatened watershed areas. However, they have sometimes identified and publicized these properties without reaching out to property owners first. This is a problem and creates resentment among some property owners, even when they are trying “to do the right thing”. There needs to be a more effective process than just holding public meetings without working with surrounding property owners first.
- Some stakeholders consider ELAPP land to be ‘not open to the public’: “no trails, no recreational activities allowed, no way for the public to use the land”; “we need parks”; “why can’t some of the ELAPP land be used for recreation?”
- “ELAPP lands get designated and purchased, then they ask for a 500 foot setback for any development on adjacent properties”. This is an after-the-fact “reduction in land values, but without any regulatory basis supporting it”.

Transportation & Traffic

Almost without exception, stakeholders commented that there is a serious problem with traffic volumes along the I-75 corridor and its feeder roads, including State Route 672/Big Bend Road, 674 and others.

- One stakeholder said “the state (FDOT) controls the Interstate, and won’t add more interchanges in areas considered to be ‘rural’; this needs to be “changed”.

- We need a more comprehensive transportation plan, including a network of bus or other transportation options. One developer called for creation and funding of a countywide light rail system to reduce increasing road congestion.
- At the time of these stakeholder interviews, the Florida State Supreme Court was considering the legality of the proposed 1% sales tax for transportation improvements, which had previously been approved by Hillsborough County voters. Opposition in the Florida Legislature has kept the sales tax in limbo since court consideration that specific roads could not be funded with this type of tax, even if the tax is considered legal. The issue of availability of the transit tax solution is still undetermined.
- “Transportation is a huge issue for Hillsborough County”; “the County is limited by the limited existing road capacity versus the increasing number of commuters, by limits of the public bus system in a more rural area”. Notably, one developer offered “to buy four buses for them if they’ll run by my projects”. Also, there are limited funding sources for system-scaled improvements.

Agricultural Land & Development

Several stakeholders are involved in agricultural production and land ownership in South County. They commented on the continuing growth of non-agricultural uses, the challenges to the agricultural industry caused by increasing land values and speculation, and complications resulting from outside influences beyond their control, but affecting their long-range planning. Stakeholder comments included the following:

- “This soil is best suited for cultivation of certain crops like tomatoes and strawberries, but not all crops will grow here”.
- “My tax assessment was changed from agricultural to residential rates when I rotated crops from vegetables to turf without contacting me”. One owner had to go through a major dispute to resolve a mistake in how the land was viewed by tax assessors.
- Agricultural production seems to be approaching a crossroads; many farming families don’t have successive generations who want to stay in it, and developers are constantly approaching farm owners with offers to sell. One agricultural stakeholder says he gets a couple of calls every week.

- Land values are perceived to have gone beyond what traditional agriculture will support economically, especially if compared to residential land values. Farmers are pressured to sell out, even when ag-production is financially successful.
- Recent U.S. trade policy has effectively moved the large-scale tomato-growing business from Hillsborough County to Mexico, and it has undermined what was the County's major crop for many years. Stakeholders feel that U.S. trade policy seems to be trying to do the same thing to the strawberry-growing business.
- Growers and farmers are now acquiring blocks of acreage in other counties to stay in the business; land (in Hillsborough County) is becoming too costly to purchase, especially from other farmers who decide to get out of the business and sell for development.
- **The amount of Hillsborough County land in agricultural production has reportedly decreased over the last 15 years.** In 2005, there were 229,875 acres of land in Hillsborough County used for agriculture, out of a total land area of 840,000 acres (representing 27% of total land area in the County); and
- According to County Property Appraiser records, by 2016 agricultural land had been reduced to 215,000 acres, representing a decline of 15,000 acres (or 1.8% of total land area). **This net loss of 15,000 acres of agricultural land occurred over only 11 years.**
- ELAPP land is not considered 'agricultural' land, so the reduction in production acreage is not the same thing as open space/conservation land.
- Using a somewhat different classification metric, in 2018 the Florida Department of Revenue (DOR) identified Hillsborough County land in commercial agriculture (including timber production, crops, pasture land, dairy, citrus production and plant nurseries) to include 162,585 acres across the county. We again note that this total does not include the 63,400 acres under ownership/management by ELAPP.
- Regardless of the system used to measure agricultural land, the total amount of agricultural land across Hillsborough County has been reduced in the last decade.

Relative Economic Cost/Benefit of Agricultural Land

As an economic driver, agricultural production and land is a consideration in terms of its relative cost/benefits to Hillsborough County, particularly as it relates to views of residential

development. In 2005, Hillsborough County conducted an impact analysis to measure the relative costs/benefits of property tax revenues versus the cost of providing public services. According to the findings of the impact report, **for every \$1 generated in property tax revenues for agricultural land, the cost to provide services was \$0.25. In contrast, for every \$1 in property taxes generated by residential development, the cost to provide public services was \$1.29 (see Table 16).** Clearly the differential in these costs/benefits should be considered in future land use planning from a public cost perspective alone.

Suggested Solutions

A number of stakeholders mentioned one or more possible solutions to address the concerns in the WVR-2 and RP-2 areas as well as the value differentials by land use category. Among the proposed solutions were the following:

- **Use land swaps to locate redevelopment into more desirable/beneficial areas.** One stakeholder suggested using this tool to “relocate” (transfer) South County residential development into parcels located within the Urban Services Area of the County.
- **Consider how to use Transfer of Development Rights (TDRs) to protect rural land from development but encourage relocated development rights to other areas.** This approach has been successfully used in Montgomery County, Maryland to conserve farmland and open space in a rapidly-growing region. TDRs have had limited success in Florida to date and, while possible, will require considerable complexity to establish and administer effectively.
- Public Land Trusts can be useful tools to manage gentrification in rapidly-growing areas with increasing land values that engender displacement of long-time residents.
- The 1% transportation tax approved by Hillsborough County voters could address transit/roadway infrastructure inadequacies. At the time of this report, the proposed tax was pending a decision in the Florida Supreme Court.
- **Entitlements for development need to be comprehensively identified and understood** as a basis for future land use planning under the Comprehensive Plan.
- Sustaining “community character” is an issue in Wimauma Village and Balm, although with differing priorities and desired outcomes. A key issue will be to clarify the understanding of

how 'rural character' is defined, planned, platted and managed going forward in the face of continued need for more housing.

- **The relationship between the Urban Services Area and the Rural Services Area in Hillsborough County is in need of further refinement and clarification** of what is allowed in each. The role and utility of RP-2 and WVR-2 zoning is at the nexus of that relationship, and will need to be explored as part of the planning workshops/planning analyses scheduled in both Balm (RP-2) and Wimauma Village (WVR-2) in the near future.

3 Demographic & Economic Profile

The following evaluates those indices that drive fundamental market demand for various land uses to inform revitalization and development potentials for Wimauma Village. This section of the report focuses on population and household growth, employment trends and forecasts, household incomes and annual retail spending power, the current business mix in Wimauma and Balm, and other economic indicators based on available data that form the basis of potential market support.

This profile and analysis are based on data from various secondary public and private sources, including U.S. Census Bureau; University of Florida Bureau of Business & Economic Research; Hillsborough County; ESRI Business Analyst; Dun & Bradstreet, Inc.; and multiple other sources.

Demographic Trends & Forecasts



WTL+a evaluated historic population patterns and growth forecasts in various geographies—including the Wimauma Community Plan area, the Balm Community Plan area, and Hillsborough County using the sources above. Key findings are summarized below, with data illustrated in the accompanying tables.

Table 1: Regional Population Trends & Forecasts—Hillsborough County, 2000—2030

	2000	% of County	2010	% of County	1-Apr 2019	% of County	Change: 2000-2019		Forecasts (3)			Change: 2019-2030	
							Amount	CAGR (2)	2020	2025	2030	Amount	CAGR (2)
Population													
Hillsborough County	998,948		1,229,226		1,444,870		445,922	1.96%	1,474,300	1,611,300	1,721,600	276,730	1.61%
Plant City	29,915	3.0%	34,721	2.8%	39,478	2.7%	9,563	1.5%	40,282	44,025	47,039	7,561	
Tampa	303,447	30.4%	335,709	27.3%	390,473	27.0%	87,026	1.3%	398,426	435,450	465,259	74,786	
Temple Terrace	20,918	2.1%	24,541	2.0%	26,669	1.8%	5,751	1.3%	27,212	29,741	31,777	5,108	
Unincorporated	644,668	64.5%	834,255	67.9%	988,250	68.4%	343,582	2.3%	1,008,379	1,102,083	1,177,525	189,275	
Total:	998,948	100.0%	1,229,226	100.0%	1,444,870	100.0%	445,922	1.96%	1,474,300	1,611,300	1,721,600	276,730	1.61%

(1) Based on the 2020-2045 Low-Medium-High Population Forecasts prepared by BEBR. The analysis uses the Medium Growth Scenario for Hillsborough County.

(2) CAGR=Compound Annual Growth Rate.

(3) Population projections for 2019-2030 for incorporated municipalities and unincorporated areas assume that each maintains its 2019 share of the County's total population.

<https://www.bibr.ufl.edu/population>

Source: U.S. Census Bureau; University of Florida, Bureau of Business & Economic Research, Florida Population Studies Bulletin 186; ESRI Business Analyst; WTL+a, revised April 2020.

Hillsborough County

- As illustrated in Table 1 above, Hillsborough County’s population increased—from 998,940 residents in 2000 to more than 1.44 million residents as of the April 1, 2019 state census, reflecting significant population growth of more than 445,900 over the past 19 years. In fact, this represents a *sustained* annual growth rate of 1.96% per year during this period;
- The population of the unincorporated portions of Hillsborough County (in which Wimauma and Balm are located) is rapidly increasing. Between 2000 and 2019, the unincorporated area added almost 343,600 new residents, comprising fully 77% of all new population growth in Hillsborough during this period. The average annual growth rate in unincorporated areas—2.3% per year—exceeded the growth rate of Hillsborough County during this period;

Since 2000, Hillsborough County Added

445,900 New Residents

- Based on the Moderate Growth scenario of long-term population forecasts through 2030 (prepared by the University of Florida/Bureau of Economic & Business Research/BEER), growth in **Hillsborough County is expected to slow slightly, adding 276,730 new residents**. This translates into an annual growth rate of 1.61% per year over the next 10 years, for a 2030 population of 1,721,600 residents; and
- Other demographic characteristics of Hillsborough County are highlighted in Table 2:
 - In 2019, the median age of County residents is 37.3 years
 - Over the next five years, ESRI Business Analyst (a demographic analytics database) forecasts suggest the County will add 126,200 new residents in more than 45,700 new households
 - Age cohorts with the strongest growth rates include ages 35-44 (move-up buyers), 65-74 (retirees) and those ages 75+. This will impact opportunities for new housing
 - The County’s average household income is \$82,088. Forecasts suggest incomes will increase by 2.8% per year—slightly higher than inflation—suggesting *real* growth in incomes and disposable spending

Table 2: Demographic Characteristics—Hillsborough County, 2000—2024

	2000	2010	2019	% Dist.	2024	% Dist.	Change: 2019-2024	
							No.	CAGR %
Demographic Profile								
Population	998,948	1,229,226	1,454,648		1,580,919		126,271	1.68%
Households	391,357	474,030	553,152		598,910		45,758	1.60%
Avg. HH Size	2.51	2.55	2.59		2.60			
Median Age		36.0	37.3		37.6			
Race								
White		876,137	993,656	68%	1,055,032	67%	61,376	1.2%
Black		205,073	249,193	17%	274,268	17%	25,075	1.9%
American Indian		4,779	5,885	0%	6,556	0%	671	2.2%
Asian, Pacific Islander		43,001	63,524	4%	78,001	5%	14,477	4.2%
Other		61,554	87,307	6%	101,874	6%	14,567	3.1%
Two or More Races		38,682	55,083	4%	65,188	4%	10,105	3.4%
Total:		1,229,226	1,454,648		1,580,919		126,271	
Hispanic (1)		306,635	436,063	30%	522,387	33%	86,324	3.7%
Age Distribution								
0-14		243,031	267,073	18%	289,079	18%	22,006	1.6%
15-24		180,020	195,652	13%	204,401	13%	8,749	0.9%
25-34		173,877	218,469	15%	239,814	15%	21,345	1.9%
35-44		174,342	189,188	13%	213,443	14%	24,255	2.4%
45-54		178,058	185,893	13%	185,648	12%	(245)	-0.03%
55-64		134,661	179,924	12%	186,191	12%	6,267	0.7%
65-74		79,772	128,855	9%	149,973	9%	21,118	3.1%
75+		65,465	89,594	6%	112,370	7%	22,776	4.6%
Income Profile								
Households by Income								
<\$15,000			11.5%		9.5%			
\$15,000 - \$24,999			9.0%		7.5%			
\$25,000 - \$34,999			9.2%		8.0%			
\$35,000 - \$49,999			13.9%		13.0%			
\$50,000 - \$74,999			18.0%		17.9%			
\$75,000 - \$99,999			12.3%		13.0%			
\$100,000 - \$149,999			13.6%		15.6%			
\$150,000 - \$199,999			6.0%		8.0%			
\$200,000+			6.5%		7.6%			
Average HH Income			\$ 82,088		\$ 94,132			2.8%
Median HH Income			\$ 56,744		\$ 64,710			2.7%
Education Profile								
Years of Education (2017 American Community Survey/ACS)								
Less than 9th Grade			4.8%					
9th-12th Grade, No Diploma			7.0%					
High School Graduate (Includes Equivalency)			27.2%					
Some College, No Degree			19.6%					
Associate Degree			9.4%					
Bachelor's Degree			20.4%					
Graduate/Professional Degree			11.6%					

(1) Persons of Hispanic origin are a subset of other race categories; therefore, totals do not add.
<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

Source: ESRI Business Analyst; American Community Survey; WTL +a, January 2020.

Wimauma & Balm Community Plan Areas

- As illustrated in Table 3, **Wimauma’s population doubled between 2000 and 2019**—from 4,500 to 9,000 residents—in 2,135 households. This reflects a *sustained* average annual growth rate of 3.72% per year over the past 20 years—higher than both the County as a whole as well as the unincorporated areas of the County. **More recently, growth in Wimauma has accelerated, averaging 3.91% per year over the past 10 years** (2010—2019). **WTL+a utilized these historic growth rates in our analysis of housing demand potentials.** By comparison, Hillsborough County’s growth rate averaged 1.96% per year during this period;
- However, **growth is expected to slow slightly over the next five years.** According to ESRI Business Analyst, **Wimauma is forecast to add 1,272 new residents in 295 new households** by 2024, reflecting an average annual growth rate of 2.68% per year;
- As illustrated in Table 4, Balm’s population also doubled between 2000 and 2019—from 1,560 to 3,080 residents—in 788 households. This reflects a *sustained* average annual growth rate of 3.64% per year over the past 19 years. Growth in Balm is also forecast to moderate slightly over the next five years—with **306 new residents in 77 new households** by 2024, reflecting an average annual growth rate of 1.91% per year;
- **The median age of Wimauma residents is younger:** 27.5 years, compared to 37.3 years for County residents and 37.7 years for Balm residents;
- According to ESRI Business Analyst, **average household size in both areas is quite large:**
 - 4.21 people per household (PPH) in Wimauma
 - 3.77 people per household in Balm

This is significantly greater than the 2.70 people per household used in the Employment & Service Requirements of the Comprehensive Plan;

- We note that Planning Commission population density data for the Wimauma planning area suggests an average household size of 3.66 in 2010 as compared to 4.15 in the 2010 Census. By 2019, County data suggest that household size had declined further—to 3.44 people per household;

Table 3: Demographic Characteristics—Wimauma Community Plan Area, 2000—2024

	2000	2010	2019	% Dist.	2024	% Dist.	Change: 2019-2024	
							No.	CAGR %
Demographic Profile								
Population	4,497	6,373	9,003		10,275		1,272	2.68%
As % of County	0.45%	0.52%	0.62%		0.65%			
Households	1,190	1,533	2,135		2,430		295	2.62%
Avg. HH Size	4.15	4.15	4.21		4.23			
Median Age		25.4	27.5		28.1			
Race								
White		4,371	6,222	69%	7,129	69%	907	2.8%
Black		377	489	5%	531	5%	42	1.7%
American Indian		56	83	1%	96	1%	13	3.0%
Asian, Pacific Islander		70	113	1%	135	1%	22	3.6%
Other		1,358	1,891	21%	2,146	21%	255	2.6%
Two or More Races		140	205	2%	237	2%	32	2.9%
Total:		6,372	9,003		10,274		1,271	
Hispanic (1)		4,777	6,963	77%	8,174	80%	1,211	3.3%
Age Distribution								
0-14		1,944	2,607	29%	2,977	29%	370	2.7%
15-24		1,194	1,445	16%	1,620	16%	175	2.3%
25-34		1,121	1,652	18%	1,735	17%	83	1.0%
35-44		743	1,053	12%	1,305	13%	252	4.4%
45-54		611	814	9%	900	9%	86	2.0%
55-64		377	696	8%	770	7%	74	2.0%
65-74		232	448	5%	575	6%	127	5.1%
75+		150	290	3%	391	4%	101	6.2%
Income Profile								
Households by Income								
<\$15,000			18.4%		14.9%			
\$15,000 - \$24,999			17.5%		15.0%			
\$25,000 - \$34,999			12.4%		11.3%			
\$35,000 - \$49,999			10.1%		9.8%			
\$50,000 - \$74,999			17.6%		18.8%			
\$75,000 - \$99,999			15.5%		18.6%			
\$100,000 - \$149,999			5.2%		6.8%			
\$150,000 - \$199,999			2.2%		3.3%			
\$200,000+			1.1%		1.5%			
Average HH Income			\$ 51,640		\$ 61,118			3.4%
Median HH Income			\$ 36,982		\$ 48,053			5.4%
Educational Profile (For Wimauma Census-Designated Place/CDP)								
Years of Education (2017 American Community Survey/ACS)								
Less than 9th Grade			32.2%					
9th-12th Grade, No Diploma			15.8%					
High School Graduate (Includes Equivalency)			31.5%					
Some College, No Degree			12.1%					
Associate Degree			3.0%					
Bachelor's Degree			4.2%					
Graduate/Professional Degree			1.2%					

(1) Persons of Hispanic origin are a subset of other race categories; therefore, totals do not add.
<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

Source: U.S. Census Bureau; American Community Survey; ESRI Business Analyst; WTL +a, January 2020.

Table 4: Demographic Characteristics—Balm Community Plan Area, 2000—2024

	2000	2010	2019	% Dist.	2024	% Dist.	Change: 2019-2024	
							No.	CAGR %
Demographic Profile								
Population	1,563	2,445	3,082		3,388		306	1.91%
<i>As % of County</i>	<i>0.16%</i>	<i>0.20%</i>	<i>0.21%</i>		<i>0.21%</i>			
Households	413	651	788		865		77	1.88%
Avg. HH Size	3.59	3.59	3.77		3.79			
Median Age		35.4	37.7		38.6			
Race								
White		1,978	2,322	75%	2,478	73%	156	1.3%
Black		99	194	6%	233	7%	39	3.7%
American Indian		23	31	1%	36	1%	5	3.0%
Asian, Pacific Islander		37	69	2%	86	3%	17	4.5%
Other		265	391	13%	464	14%	73	3.5%
Two or More Races		42	75	2%	91	3%	16	3.9%
Total:		2,444	3,082		3,388		306	
Hispanic (1)		795	1,199	39%	1,459	43%	260	4.0%
Age Distribution								
0-14		524	593	19%	650	19%	57	1.9%
15-24		361	402	13%	408	12%	6	0.3%
25-34		326	443	14%	491	14%	48	2.1%
35-44		323	371	12%	419	12%	48	2.5%
45-54		354	438	14%	425	13%	(13)	-0.6%
55-64		282	392	13%	437	13%	45	2.2%
65-74		187	296	10%	354	10%	58	3.6%
75+		86	147	5%	204	6%	57	6.8%
Income Profile								
Households by Income								
<\$15,000			6.9%		5.0%			
\$15,000 - \$24,999			5.7%		4.2%			
\$25,000 - \$34,999			4.1%		3.2%			
\$35,000 - \$49,999			10.3%		8.6%			
\$50,000 - \$74,999			20.6%		18.3%			
\$75,000 - \$99,999			15.6%		15.7%			
\$100,000 - \$149,999			19.4%		22.0%			
\$150,000 - \$199,999			9.0%		12.1%			
\$200,000+			8.5%		11.0%			
Average HH Income		\$ 99,377			\$ 117,167			3.3%
Median HH Income		\$ 78,092			\$ 90,532			3.0%
Educational Profile (For Balm Census-Designated Place/CDP)								
Years of Education (2017 American Community Survey/ACS)								
Less than 9th Grade			3.3%					
9th-12th Grade, No Diploma			14.5%					
High School Graduate (Includes Equivalency)			24.0%					
Some College, No Degree			25.5%					
Associate Degree			12.9%					
Bachelor's Degree			15.2%					
Graduate/Professional Degree			4.7%					

(1) Persons of Hispanic origin are a subset of other race categories; therefore, totals do not add.
<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

Source: U.S. Census Bureau; American Community Survey; ESRI Business Analyst; WTL +a, March 2020.

- **Average annual household incomes exhibit significant variations:**
 - **Wimauma—\$36,982 per year** (forecast growth of 3.4% per year next five years)
 - Hillsborough County—\$82,088 per year (2.8% per year growth by 2024)
 - **Balm—\$99,377 per year** (3.3% per year growth by 2024)
- Across income levels, fully 48% of Wimauma households earn less than \$35,000 per year; only 8.5% of households earn more than \$100,000 per year (compared to 37% of Balm households). Since incomes in Wimauma are forecast to increase by 3.4% per year, 12% of the area’s households are expected to earn more than \$100,000 per year by 2024; and
- According to the 2017 American Community Survey (ACS), 48% of Wimauma residents **over the age of 25** did not graduate from high school, and only 5.4% finished college and graduate school. By comparison, 17.8% of Balm residents did not graduate from high school but 20% finished college and graduate school.

Household Retail Spending

Household incomes generally determine the level of disposable income available for household retail spending, which is the primary driver of demand for retail space such as shopping centers, “Big Box” stores such as Wal-Mart or Target, food & beverage, and specialty or destination retail projects. Household retail spending patterns among households in Hillsborough County, Wimauma and Balm are highlighted below:

- Households in Hillsborough County spend \$10.3 billion annually across various retail categories—including clothing, computers, leisure & entertainment, food & beverage, household furnishings and personal care products. This equates to **\$18,600 per household**, which is *above* the national average;
- Households in Wimauma spend \$26.3 million annually in retail goods, which equates to **\$12,385 per household** for the 2,135 households living in Wimauma;
- By comparison, households in Balm—with significantly more disposable income—spend **\$23,110 per year** across a range of retail categories for the 788 households living in Balm;

**Wimauma Households Spend \$12,385/Year on Retail—About 65% of
What Their Counterparts Spend Across Hillsborough County**

Table 5: Household Retail Spending, 2018

	Hillsborough County	Wimauma CP Area	Balm CP Area
Total Households (2019)	553,152	2,135	788
Apparel & Accessories			
Men's Wear	\$ 398	\$ 283	\$ 476
Women's Wear	686	437	827
Children's Wear	321	248	381
Footwear	469	348	552
Watches & Jewelry	134	75	158
Apparel Products & Services	62	40	73
Subtotal:	\$ 2,071	\$ 1,430	\$ 2,467
Computers			
Computers & Hardware	\$ 162	\$ 103	\$ 186
Software & Accessories	33	22	39
Subtotal:	\$ 195	\$ 125	\$ 225
Entertainment & Recreation			
Membership Fees for Clubs	\$ 219	\$ 125	\$ 257
Fees for Participant Sports	104	59	129
Tickets to Theater/Operas/Concerts	69	38	79
Tickets to Movies	56	43	64
Tickets to Parks/Museums	31	20	36
Admission to Sporting Events	58	33	69
Fees for Recreational Lessons	133	77	159
Dating Services	0.73	0.48	0.77
Subtotal:	\$ 669	\$ 395	\$ 794
TV/Video/Audio			
Cable & Satellite TV Services	\$ 823	\$ 527	\$ 1,022
Televisions	107	76	129
Satellite Dishes	1	1	2
VCRs, Video Cameras & DVD Players	6	4	7
Miscellaneous Video Equipment	25	17	31
Video Cassettes & DVDs	11	7	14
Video Game Hardware/Accessories	29	20	32
Video Game Software	16	11	17
Rental/Streaming/Downloaded Video	48	33	55
Installation of Televisions	1	0.47	1
Audio	95	64	115
Rental & Repair of TV/Radio/Audio/Sound	3	2	3
Subtotal:	\$ 1,167	\$ 762	\$ 1,428

(1) Consumer spending data are derived from the 2016 and 2017 Consumer Expenditure Surveys conducted by the Bureau of Labor Statistics.

Source: US Department of Labor, Bureau of Labor Market Statistics; ESRI Business Analyst; WTL +a, January 2020.

Table 5 (Continued): Household Retail Spending, 2018

	Hillsborough County	Wimauma CP Area	Balm CP Area
Other Entertainment			
Pets	\$ 594	\$ 357	\$ 803
Toys & Games	115	77	139
Recreational Vehicles & Fees	127	68	171
Sports/Recreation/Exercise Equipment	203	130	255
Photo Equipment & Supplies	51	28	59
Reading	99	57	121
Catered Affairs	24	15	26
Subtotal:	\$ 1,213	\$ 732	\$ 1,572
Food & Alcohol			
Food at Home	\$ 4,945	\$ 3,352	\$ 6,075
Food Away from Home	3,557	2,430	4,264
Alcoholic & Non-alcoholic Beverages	549	349	655
Subtotal:	\$ 9,051	\$ 6,131	\$ 10,994
Household Furnishings & Equipment			
Household Textiles	\$ 97	\$ 62	\$ 115
Furniture	596	399	709
Floor Coverings	29	14	35
Major Appliances	333	219	439
Housewares	101	63	127
Small Appliances	47	32	56
Luggage	14	9	16
Telephones & Accessories	76	62	97
Lawn & Garden	417	238	567
Housekeeping Supplies	717	480	899
Maintenance & Remodeling Materials	428	241	631
Subtotal:	\$ 2,854	\$ 1,819	\$ 3,690
Health & Personal Care			
Non- & Prescription Drugs	\$ 470	\$ 273	\$ 607
Optical	82	47	104
Personal Care Products	404	332	588
School Supplies	119	103	179
Smoking Products	318	237	461
Subtotal:	\$ 1,393	\$ 992	\$ 1,939
TOTAL:			
Total Annual Spending	\$ 10,295,668,825	\$ 26,442,914	\$ 49,340,042
Per Household	\$ 18,613	\$ 12,385	\$ 23,110
Average HH Income	\$ 82,088	\$ 51,640	\$ 99,377
As % of Average HH Income	22.7%	24.0%	23.3%

(1) Consumer spending data are derived from the 2016 and 2017 Consumer Expenditure Surveys conducted by the Bureau of Labor Statistics.

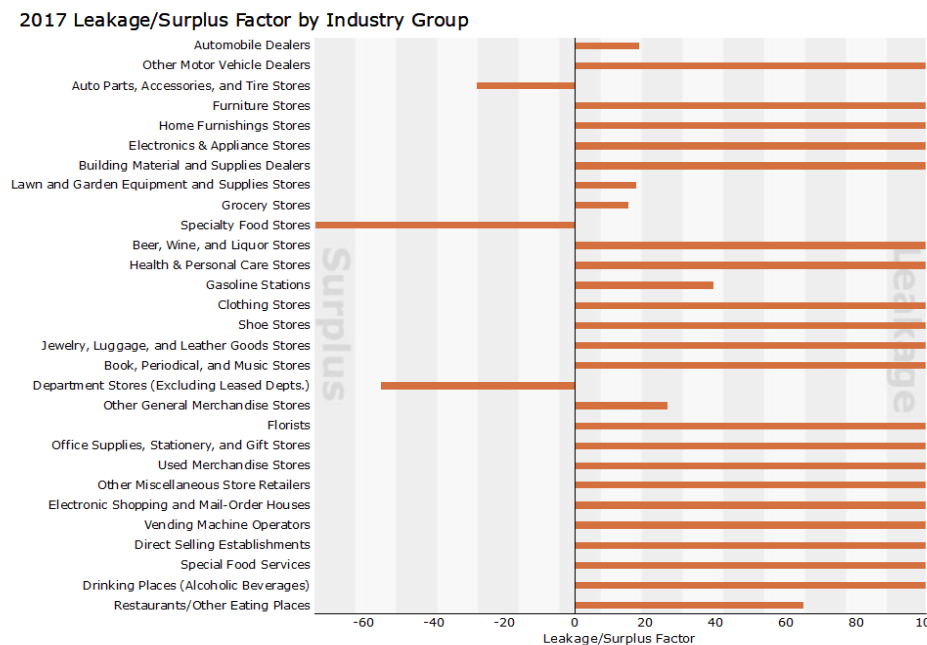
Source: US Department of Labor, Bureau of Labor Market Statistics; ESRI Business Analyst; WTL +a, January 2020.

Retail “Recapture” Opportunities

Another key indicator of retail market potentials involves what is known as “retail opportunity gap”. This compares annual household spending (i.e., “demand”) in specific merchandise categories against estimated annual retail sales by businesses in those same categories (i.e., “supply”). The difference between demand and supply represents the “recapture” opportunity, or surplus, available in each retail category in the reporting geography.

When demand is greater than supply, there is an apparent opportunity for additional retail space in that category. By comparison, when demand is less than supply, there is a surplus of sales in that retail category. That is, a positive value (in green) = a potential recapture opportunity, while a negative value (in red) = a surplus of sales among businesses, or an “inflow” of sales from outside of the reporting geography. In Figure 2 and Figure 3 below, recapture opportunities among specific merchandise categories are on the right side of the graph, while surplus sales (inflow) are illustrated on the left side of the graph. Numerical findings for the Wimauma Community Plan Area are illustrated in Table 6 and in Table 7 for the Balm Community Plan Area.

Figure 2: Retail Inflow & Leakage by Merchandise Category—Wimauma



Default figure provided by ESRI. No adjustments can be made.

Table 6: Annual Household Retail Inflow & Leakage—Wimauma

Retail Category	Demand (HH Spending)	Supply (Store Sales)	"Recapture" Opportunity
General Merchandise Stores			
Department Stores Excl Leased Depts.	\$ 4,738,582	\$ 16,512,992	\$ (11,774,410)
Other General Merchandise Stores	2,050,087	1,193,838	856,249
Subtotal:	\$ 6,788,669	\$ 17,706,830	\$ (10,918,161)
Clothing & Accessories Stores			
Clothing Stores	\$ 1,397,080	\$ -	\$ 1,397,080
Shoe Stores	332,775	-	332,775
Jewelry, Luggage, Leather Goods	320,816	-	320,816
Subtotal:	\$ 2,050,671	\$ -	\$ 2,050,671
Furniture & Home Furnishings Stores			
Furniture Stores	\$ 806,638	\$ -	\$ 806,638
Home Furnishing Stores	610,971	-	610,971
Subtotal:	\$ 1,417,609	\$ -	\$ 1,417,609
Electronics & Appliance Stores			
Appliances, TVs, Electronics Stores	\$ 1,154,365	\$ -	\$ 1,154,365
Subtotal:	\$ 1,154,365	\$ -	\$ 1,154,365
Leisure & Entertainment			
Sporting Goods/Hobby/Musical Instruments	\$ 821,691	\$ -	\$ 821,691
Books, Periodicals & Music Stores	175,339	-	175,339
Subtotal:	\$ 997,030	\$ -	\$ 997,030
Food Services & Drinking Places			
Special Food Services	\$ 69,353	\$ -	\$ 69,353
Drinking Places - Alcoholic Beverages	304,319	-	304,319
Restaurants/Other Eating Places	3,925,179	825,637	3,099,542
Subtotal:	\$ 4,298,851	\$ 825,637	\$ 3,473,214

Source: Bureau of Labor Statistics; Claritas, Inc.; ESRI Business Analyst; WTL +a, January 2020.

Table 6 (Continued): Annual Household Retail Inflow & Leakage--Wimauma

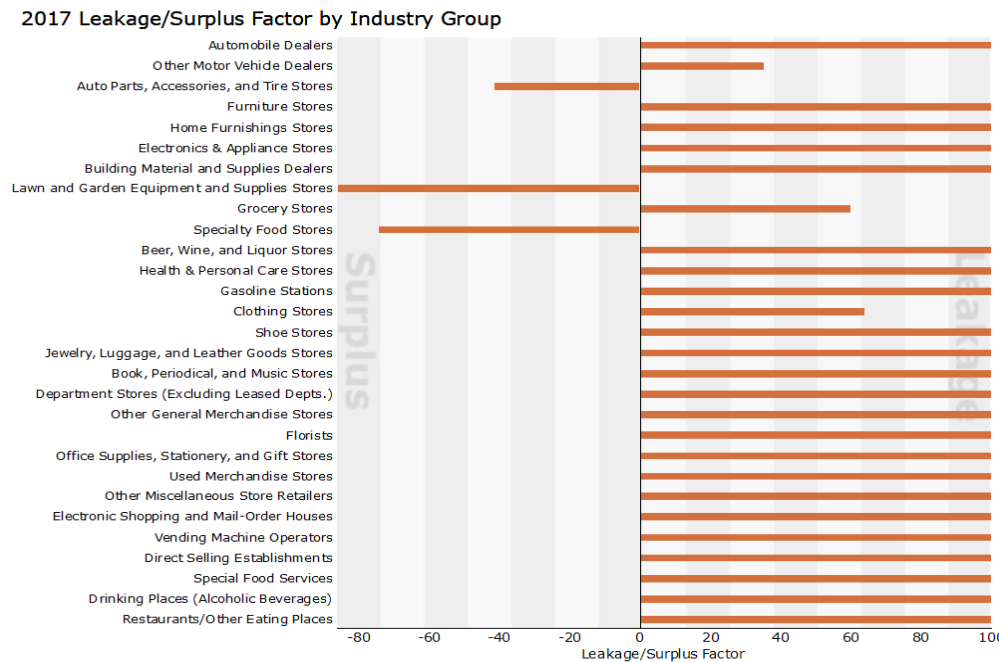
Retail Category	Demand (HH Spending)	Supply (Store Sales)	"Recapture" Opportunity
Food & Beverage Stores			
Grocery Stores	\$ 6,718,907	\$ 4,926,826	\$ 1,792,081
Specialty Food Stores	313,057	2,107,142	(1,794,085)
Beer, Wine & Liquor Stores	329,571	-	329,571
Subtotal:	\$ 7,361,535	\$ 7,033,968	\$ 327,567
Health & Personal Care Stores			
Health & Personal Care Stores	\$ 2,596,371	\$ -	\$ 2,596,371
Subtotal:	\$ 2,596,371	\$ -	\$ 2,596,371
Building Material, Garden Equipment Stores			
Building Materials & Supplies	\$ 2,370,245	\$ -	\$ 2,370,245
Lawn & Garden Equipment & Supplies	166,908	116,592	50,316
Subtotal:	\$ 2,537,153	\$ 116,592	\$ 2,420,561
Miscellaneous Store Retailers			
Florists	\$ 53,485	\$ -	\$ 53,485
Office Supplies, Stationery, Gift Stores	349,433	-	349,433
Used Merchandise Stores	362,174	-	362,174
Other Miscellaneous Retail Stores	825,783	-	825,783
Subtotal:	\$ 1,590,875	\$ -	\$ 1,590,875
TOTAL:			
HH Demand vs. Retail Sales	\$ 30,793,129	\$ 25,683,027	\$ 5,110,102
	(2)		

(1) Claritas' "Retail Market Power" data is derived from two major sources of information. Demand data are derived from Consumer Expenditure Surveys fielded by the U.S. Bureau of Labor Statistics (BLS). Supply data are derived from the Census Bureau. The difference between demand and supply represents the "recapture opportunity", or surplus, available for each retail category in the reporting geography. When demand is greater than supply, there is an apparent opportunity for additional retail space in that category. By comparison, when demand is less than supply, there is a surplus of sales in that retail category (i.e., positive value = recapture opportunity, while negative value = surplus of sales).

(2) Total household retail spending excludes spending on Non-Store Retailers (Internet); Motor Vehicle Parts and Dealers; and Gas Stations.

Source: Bureau of Labor Statistics; Claritas, Inc.; ESRI Business Analyst; WTL +a, January 2020.

Figure 3: Retail Inflow & Leakage by Merchandise Category—Balm



Default figure provided by ESRI. No adjustments can be made.

- ESRI (Claritas) data suggests that the amount of household retail spending leaving Wimauma and Balm is sizable. Between the two community plan areas, **there is more than \$30 million in annual retail leakage** across multiple retail merchandise categories, including:
 - **Net retail leakage in Wimauma (\$5.1 million per year)** is offset by significant retail *inflow* (i.e., spending from sources other than resident households) in the General Merchandise category of approximately \$11.8 million annually). This can be attributed to the presence of both Walmart and Dollar General. **Without that inflow, Wimauma households spend almost \$16.9 million per year outside of Wimauma**

Annual Retail Leakage: \$16.9 Million/Year in Household Spending Leaves Wimauma

Table 7: Annual Household Retail Inflow & Leakage—Balm

Retail Category	Demand (HH Spending)	Supply (Store Sales)	"Recapture" Opportunity
General Merchandise Stores			
Department Stores Excl Leased Depts.	\$ 3,159,994	\$ -	\$ 3,159,994
Other General Merchandise Stores	1,371,200	-	1,371,200
Subtotal:	\$ 4,531,194	\$ -	\$ 4,531,194
Clothing & Accessories Stores			
Clothing Stores	\$ 922,533	\$ 202,918	\$ 719,615
Shoe Stores	211,782	-	211,782
Jewelry, Luggage, Leather Goods	224,507	-	224,507
Subtotal:	\$ 1,358,822	\$ 202,918	\$ 1,155,904
Furniture & Home Furnishings Stores			
Furniture Stores	\$ 542,154	\$ -	\$ 542,154
Home Furnishing Stores	448,129	-	448,129
Subtotal:	\$ 990,283	\$ -	\$ 990,283
Electronics & Appliance Stores			
Appliances, TVs, Electronics Stores	\$ 779,494	\$ -	\$ 779,494
Subtotal:	\$ 779,494	\$ -	\$ 779,494
Leisure & Entertainment			
Sporting Goods/Hobby/Musical Instruments	\$ 560,133	\$ -	\$ 560,133
Books, Periodicals & Music Stores	111,826	-	111,826
Subtotal:	\$ 671,959	\$ -	\$ 671,959
Food Services & Drinking Places			
Special Food Services	\$ 48,619	\$ -	\$ 48,619
Drinking Places - Alcoholic Beverages	220,099	-	220,099
Restaurants/Other Eating Places	2,632,515	-	2,632,515
Subtotal:	\$ 2,901,233	\$ -	\$ 2,901,233

Source: Bureau of Labor Statistics; Claritas, Inc.; ESRI Business Analyst; WTL +a, March 2020.

Table 7 (Continued): Annual Household Retail Inflow & Leakage—Balm

Retail Category	Demand (HH Spending)	Supply (Store Sales)	"Recapture" Opportunity
Food & Beverage Stores			
Grocery Stores	\$ 4,446,955	\$ 1,107,386	\$ 3,339,569
Specialty Food Stores	204,509	1,391,666	(1,187,157)
Beer, Wine & Liquor Stores	232,233	-	232,233
Subtotal:	\$ 4,883,697	\$ 2,499,052	\$ 2,384,645
Health & Personal Care Stores			
Health & Personal Care Stores	\$ 1,863,075	\$ -	\$ 1,863,075
Subtotal:	\$ 1,863,075	\$ -	\$ 1,863,075
Building Material, Garden Equipment Stores			
Building Materials & Supplies	\$ 1,855,751	\$ -	\$ 1,855,751
Lawn & Garden Equipment & Supplies	149,949	2,032,544	(1,882,595)
Subtotal:	\$ 2,005,700	\$ 2,032,544	\$ (26,844)
Miscellaneous Store Retailers			
Florists	\$ 46,802	\$ -	\$ 46,802
Office Supplies, Stationery, Gift Stores	238,658	-	238,658
Used Merchandise Stores	239,980	-	239,980
Other Miscellaneous Retail Stores	616,827	-	616,827
Subtotal:	\$ 1,142,267	\$ -	\$ 1,142,267
TOTAL:			
HH Demand vs. Retail Sales	\$ 21,127,724	\$ 4,734,514	\$ 16,393,210
	(2)		

- (1) Claritas' "Retail Market Power" data is derived from two major sources of information. Demand data are derived from Consumer Expenditure Surveys fielded by the U.S. Bureau of Labor Statistics (BLS). Supply data are derived from the Census Bureau. The difference between demand and supply represents the "recapture opportunity", or surplus, available for each retail category in the reporting geography. When demand is greater than supply, there is an apparent opportunity for additional retail space in that category. By comparison, when demand is less than supply, there is a surplus of sales in that retail category (i.e., positive value = recapture opportunity, while negative value = surplus of sales).
- (2) Total household retail spending excludes spending on Non-Store Retailers (Internet); Motor Vehicle Parts and Dealers; and Gas Stations.

Source: Bureau of Labor Statistics; Claritas, Inc.; ESRI Business Analyst; WTL +a, March 2020.

- **Net retail leakage in Wimauma (\$16.4 million per year)** is offset by retail *inflow* (i.e., spending from sources other than resident households) in several categories, including Specialty Food Stores and Lawn & Garden Equipment. This can be attributed to the presence of farm stands and agricultural processing facilities. **Without that inflow, Balm households generate more than \$19.4 million per year in retail spending *outside* of Balm**

**Annual Retail Leakage: \$19.4 Million/Year in
Household Spending *Leaves* Balm**

- **This leakage represents a possible “recapture” opportunity to support new retail development in select locations of Wimauma Village and/or the WVR-2 and RP-2 focus areas.** This is also known as “unmet demand”. However, WTL+a notes that total store sales also includes revenues generated by Wholesale Trade businesses (e.g., agricultural production/food processing), so estimated “recapture opportunities” may overstate sales leakage generated by actual household retail spending.

Employment & Business Mix

Job growth is a key barometer of demand for “workplace” uses such as multi-tenant office space, industrial parks, retail centers and the like. WTL+a examined trends and forecasts in employment growth, utilizing data for Hillsborough County as prepared by the state’s labor agency, the Department of Economic Opportunity (DEO), for the period between 1995 and 2019. This data is critical to understanding economic development potentials in Wimauma, particularly in the Light Industrial/Office sub-area. Key findings are summarized below and illustrated in Table 8 through Table 15:

Hillsborough County

- As illustrated in Table 9, according to the state’s Department of Economic Opportunity (DEO), Hillsborough County contains 797,400 jobs, or roughly 57% of the 1,406,800 total jobs in the Tampa—St. Petersburg MSA. This includes both full-time and part-time jobs;

Table 8: Employment Trends—Tampa-St. Petersburg MSA, 1995—2019

Industry Sector	1995	2000	2005	Change: 1995-2005		2007	2009	2011	2013	2015	2017	2019	Change: 2007-2019	
				Amount	CAGR %								Amount	CAGR %
Agriculture & Mining	400	500	800	400	7.2%	700	500	500	400	300	300	300	(400)	-6.8%
Construction	57,000	68,800	92,200	35,200	4.9%	82,200	55,200	52,900	58,500	64,700	75,300	84,400	2,200	0.2%
Manufacturing	79,700	88,700	78,500	(1,200)	-0.2%	73,800	58,300	59,100	60,800	62,200	67,100	70,200	(3,600)	-0.4%
Transp/Warehousing/Utilities	33,200	37,500	32,200	(1,000)	-0.3%	29,800	25,900	27,300	28,600	31,700	31,700	34,600	4,800	1.3%
Trade														
Wholesale	51,000	57,400	53,600	2,600	0.5%	54,800	46,700	47,800	49,600	52,400	52,800	53,600	(1,200)	-0.2%
Retail	138,900	155,800	157,600	18,700	1.3%	156,700	140,800	147,500	155,000	163,600	172,600	169,400	12,700	0.7%
Information	29,800	40,900	32,200	2,400	0.8%	31,300	26,500	26,200	26,000	25,800	25,300	25,500	(5,800)	-1.7%
Financial Activities	72,400	94,300	104,200	31,800	3.7%	101,800	90,800	94,200	101,300	106,500	115,300	122,600	20,800	1.6%
Services														
Prof'l/Business Services	93,100	167,100	190,400	97,300	7.4%	193,300	169,600	188,000	201,200	228,500	240,500	257,400	64,100	2.4%
Education/Health Services	143,800	143,700	159,600	15,800	1.0%	173,400	178,600	182,800	187,100	202,100	208,700	218,400	45,000	1.9%
Leisure & Hospitality	111,200	117,400	129,500	18,300	1.5%	130,900	118,800	123,200	134,400	146,500	154,000	164,000	33,100	1.9%
Other Services	42,100	45,100	47,000	4,900	1.1%	48,600	42,400	40,600	43,300	43,000	46,400	48,500	(100)	0.0%
Government	134,200	147,900	150,700	16,500	1.2%	155,000	155,600	155,100	154,400	155,100	159,200	157,900	2,900	0.2%
Total (in 000s):	986,800	1,165,100	1,228,500	241,700	2.2%	1,232,300	1,109,700	1,145,200	1,200,600	1,282,400	1,349,200	1,406,800	174,500	1.1%
Change During Period:	-	178,300	63,400			3,800	(122,600)	35,500	55,400	81,800	66,800	57,600		

(1) As of year-end for each reported year.

<http://floridajobs.org/labor-market-information/data-center/statistical-programs/current-employment-statistics>

Source: Florida Department of Economic Opportunity; WTL +a, February 2020.

Table 9: Business Mix—Hillsborough County, 2018

NAICS Category	Businesses		Employees	
	No.	% of Total	No.	% of Total
Mining & Natural Resources	977	1.8%	7,193	1.1%
Construction	3,376	6.1%	28,873	4.5%
Manufacturing	1,341	2.4%	31,786	5.0%
Transportation & Warehousing	1,329	2.4%	15,542	2.4%
Communications	502	0.9%	6,457	1.0%
Utilities	92	0.2%	2,287	0.4%
Wholesale & Retail Trade				
Wholesale	1,869		29,213	
Retail	10,329		142,242	
- Home Improvement	601		7,774	
- General Merchandise	415		15,861	
- Food Stores	1,166		20,967	
- Auto Dealers/Gas Stations	1,255		13,471	
- Apparel & Accessory Stores	660		5,174	
- Furniture/Home Furnishings	759		6,932	
- Eating & Drinking Places	3,044		50,651	
- Miscellaneous & Non-store Retail	2,429		21,412	
Subtotal - All Retail:	12,198	22.0%	171,455	27.0%
Finance/Insurance/Real Estate	5,806	10.5%	58,508	9.2%
Services				
- Hotel/Lodging	323		9,748	
- Automotive Services	1,531		8,924	
- Motion Pictures & Amusements	1,525		16,049	
- Health Services	3,431		75,180	
- Legal Services	1,403		12,223	
- Educational Institutions	914		53,210	
- Other Services	12,634		111,759	
Subtotal - Services:	21,761	39.2%	287,093	45.2%
Government	584	1.1%	23,179	3.6%
Unclassified Establishments	7,549	13.6%	3,212	0.5%
TOTAL:	55,515	100.0%	635,585	100.0%

ANALYSIS:	
2019 Employment	635,585
2019 Population	1,454,648
Jobs/Population Ratio	0.44

Source: ESRI Business Analyst; InfoGroup, Inc.; Dun & Bradstreet, Inc.; WTL +a, January 2020.

- By comparison, Dun & Bradstreet, Inc. data indicate 635,585 *full-time* jobs in 55,515 businesses, reflecting a jobs-to-population ratio of 0.44 (i.e., there are 44 jobs for every 100 residents), and reflects the concentration of larger employment centers such as downtown Tampa and suburban locations such as Westshore and Brandon. The difference between the two sources reflects part-time jobs, self-employed and jobs reporting to the Unemployment Insurance Fund;
- Employment is concentrated in particular sectors, including Services (45%), Wholesale/Retail Trade (27%), and Financial Activities (9%);
- According to U.S. Census Bureau data in Table 10, **Hillsborough County lost almost 65,400 jobs during the national recession between 2008 and 2010**. However, since recovery commenced in 2011, the County gained more than 142,800 new jobs across multiple industry sectors. The greatest job gains were recorded in Healthcare (25,700 new jobs), Professional & Business Services (19,900), Accommodation & Food Services (18,700) and Retail (15,350); and
- The Agriculture & Mining sector lost over 4,100 jobs in Hillsborough County between 2006 and 2017 (latest data available).

Employment forecasts for specific jurisdictions in Florida (defined as “Workforce Development Regions”) are also prepared by the Department of Economic Opportunity in eight-year forecast periods. As illustrated in Table 11, these forecasts suggest that:

- According to DEO, **Hillsborough County is expected to add 59,500 new jobs in the eight-year period between 2019 and 2027**, equating to 7,400 new jobs annually;
- The Services sector is expected to comprise fully 69% of all new jobs in the county—adding over 41,000 new jobs—with the largest gains expected in Health Care, Professional and Business Services and Accommodation & Food Service sectors. This could be expected to fuel demand for professional and medical office space, and lodging;
- Notably, **the only sector that is forecast to lose jobs is Agriculture**—with a decline of 762 jobs; and

Table 10: Employment Trends—Hillsborough County, 2006—2017

Industry Sector	2006	2007	National Recession			2011	2012	2013	2014	2015	2016	2017	Change: 2006-2017	
			2008	2009	2010								Amount	CAGR %
Agriculture & Mining	11,612	12,716	12,661	13,061	13,666	12,025	10,574	11,173	11,385	10,556	9,516	7,501	(4,111)	-3.9%
Construction	40,104	41,755	37,764	29,451	25,146	25,456	25,734	27,445	31,603	34,135	37,117	38,667	(1,437)	-0.3%
Manufacturing	31,932	31,571	29,542	26,460	23,562	24,143	24,487	25,202	26,605	25,730	26,771	26,317	(5,615)	-1.7%
Transp & Warehousing	16,677	17,049	17,046	15,091	14,364	15,683	16,527	16,264	17,435	18,803	19,601	19,610	2,933	1.5%
Utilities	3,426	3,513	3,459	3,444	3,122	3,132	3,214	3,113	3,160	3,118	3,041	2,754	(672)	-2.0%
Trade														
Wholesale	33,146	35,091	33,857	31,037	29,897	31,188	32,957	33,086	33,305	34,597	36,440	37,151	4,005	1.0%
Retail	64,309	63,937	65,509	61,094	57,084	63,821	70,267	71,146	71,392	77,153	81,420	79,663	15,354	2.0%
Information	20,667	21,412	20,020	18,096	16,676	16,498	16,746	16,390	16,544	16,492	16,876	15,897	(4,770)	-2.4%
Finance & Insurance	47,235	50,335	48,562	45,547	41,205	47,100	48,367	49,745	53,027	56,333	59,175	61,315	14,080	2.4%
Real Estate/Rental & Leasing	12,674	12,522	12,195	11,839	10,313	11,241	12,375	12,468	12,553	13,186	13,786	14,300	1,626	1.1%
Services														
Prof'l/Business Services	46,781	50,302	52,160	51,236	49,933	52,898	53,809	54,458	55,550	60,331	64,836	66,726	19,945	3.3%
Management of Companies	6,134	7,861	7,898	7,055	8,211	8,828	8,935	11,719	10,673	12,804	13,035	12,314	6,180	6.5%
Administration/Waste Mgmt.	81,897	65,862	54,883	43,953	44,040	50,041	50,835	50,248	52,208	57,631	66,522	68,940	(12,957)	-1.6%
Educational Services	40,403	43,235	42,741	44,120	44,813	46,778	35,989	48,222	49,083	49,168	49,103	46,813	6,410	1.3%
Health Care & Social Assistance	58,515	64,233	66,360	68,659	76,844	76,542	70,624	77,917	79,381	83,357	80,878	84,270	25,755	3.4%
Arts/Entertainment/Recreation	13,845	15,121	15,206	13,659	13,616	14,034	10,285	9,927	11,251	13,327	16,887	16,829	2,984	1.8%
Accommodation & Food Services	46,093	48,675	47,867	47,685	47,489	48,937	52,856	53,584	58,675	64,549	63,667	64,824	18,731	3.1%
Other Services	16,964	18,787	18,415	15,684	15,508	16,927	17,455	17,556	17,207	17,999	18,204	18,742	1,778	0.9%
Public Administration/Gov't	24,101	21,390	23,453	22,879	24,516	24,410	23,427	23,358	22,773	21,712	20,248	20,197	(3,904)	-1.6%
Total (In 000s):	616,515	625,367	609,598	570,050	560,005	589,682	585,463	613,021	633,810	670,981	697,123	702,830	86,315	1.2%
<i>Annual Change</i>	-	8,852	(15,769)	(39,548)	(10,045)	29,677	(4,219)	27,558	20,789	37,171	26,142	5,707		
<i>Annual % Change</i>	-	1.4%	-2.5%	-6.5%	-1.8%	5.3%	-0.7%	4.7%	3.4%	5.9%	3.9%	0.8%		

Source: U.S. Census Bureau, On-the-Map; WTL +a, February 2020.

Table 11: Employment Forecasts—Hillsborough County, 2019—2027

Employment Category	2019	% Dist.	2027	Change: 2019-2027	
				% Dist.	Total CAGR
Agriculture & Mining					
Agriculture	6,558		5,797		(761) -1.5%
Mining	149		148		(1) 0.0%
Subtotal:	6,707	0.8%	5,945	0.7%	(762) -1.5%
Construction	42,482	5.3%	46,735	5.5%	4,253 1.2%
Manufacturing					
Durable Goods Manufacturing	16,918		17,726		808 0.6%
Non-Durable Goods Manufacturing	12,292		12,445		153 0.2%
Subtotal:	29,210	3.7%	30,171	3.5%	961 0.4%
Transportation/Communications/Public Utilities					
Public Utilities	2,400		2,406		6 0.0%
Transportation & Warehousing	19,478		21,359		1,881 1.2%
Subtotal:	21,878	2.7%	23,765	2.8%	1,887 1.0%
Wholesale & Retail Trade					
Wholesale Trade	34,189		34,681		492 0.2%
Retail Trade	79,822		81,017		1,195 0.2%
Subtotal:	114,011	14.3%	115,698	13.5%	1,687 0.2%
Financial Activities & Information					
Information	17,589		17,951		362 0.3%
Finance & Insurance	63,714		69,351		5,637 1.1%
Real Estate, Rental & Leasing	15,418		16,377		959 0.8%
Subtotal:	96,721	12.1%	103,679	12.1%	6,958 0.9%
Services					
Professional, Scientific & Technical Services	71,527		83,485		11,958 2.0%
Management of Companies & Enterprises	11,869		13,666		1,797 1.8%
Administrative & Waste Management	61,609		63,881		2,272 0.5%
Educational Services	12,750		14,944		2,194 2.0%
Health Care & Social Assistance	90,197		104,109		13,912 1.8%
Arts, Entertainment & Recreation	15,762		17,250		1,488 1.1%
Accommodation & Food Services	63,986		69,489		5,503 1.0%
Other Services (Except Government)	24,345		26,253		1,908 0.9%
Subtotal:	352,045	44.1%	393,077	45.9%	41,032 1.4%
Government	85,056	10.7%	84,507	9.9%	(549) -0.1%
Self-Employed & Unpaid Family Workers	49,319	6.2%	53,341	6.2%	4,022 1.0%
TOTAL:	797,429		856,918		59,489 0.9%
Hillsborough As % of Tampa MSA		57%			
Annual Increase (Rounded):					7,400

<http://www.floridajobs.org/workforce-statistics/data-center/statistical-programs/employment-projections>

Source: Florida Department of Economic Opportunity, Bureau of Labor Statistics; WTL +a, January 2020.

- As a proportion of total jobs, the Manufacturing, Government and Wholesale/Retail Trade sectors are expected to decline, Financial Activities will remain stable, and Services is expected to increase (from 44% to 46%).

After Losing 4,100 Agriculture Jobs (2006—2017), DEO Forecasts a Decline of 762 Jobs in this Sector Countywide (2019—2027)

Wimauma Community Plan Area

WTL+a also examined employment trends in both the Wimauma and Balm Community Plan Areas. Key findings are summarized below and highlighted in Table 12 and Table 13.

- Dun & Bradstreet data suggest that there are **954 jobs provided by 108 businesses in Wimauma**, which suggests a **very low jobs-to-population ratio of only 0.11 for Wimauma’s 9,000 residents**. That is, there are 11 jobs for every 100 residents;
- According to U.S. Census Bureau data, between 2006 and 2017 (latest data available), **only 67 new jobs were created in the Wimauma Community Plan Area**;
- As illustrated in Table 13, there were **significant declines in the number of jobs in Agriculture**—declining from 817 jobs in 2007 to 213 jobs in 2017. In fact, the Agriculture sector in Wimauma has exhibited significant year-to-year variations in employment, likely as a result of the use of temporary labor and the impacts of international trade in this sector;
- As illustrated in Figure 5, according to U.S. Census data (2017), 2,679 Wimauma residents in the labor force left daily to work elsewhere, while 573 residents living elsewhere arrived in Wimauma for work; and
- If Wimauma *maintains* its current “fair share” (0.14%) of all jobs in Hillsborough County in the future, this would translate into **only 86 new jobs by 2027** based on the state’s forecast. This reinforces the importance of a business recruitment strategy in Wimauma aimed at securing specific businesses/industries and net new job creation.

Fair Share Analysis Suggests Limited Job Prospects in Wimauma & Importance of Business Recruitment Strategy to Generate New Jobs

Figure 4: Employment Densities—Wimauma, 2017

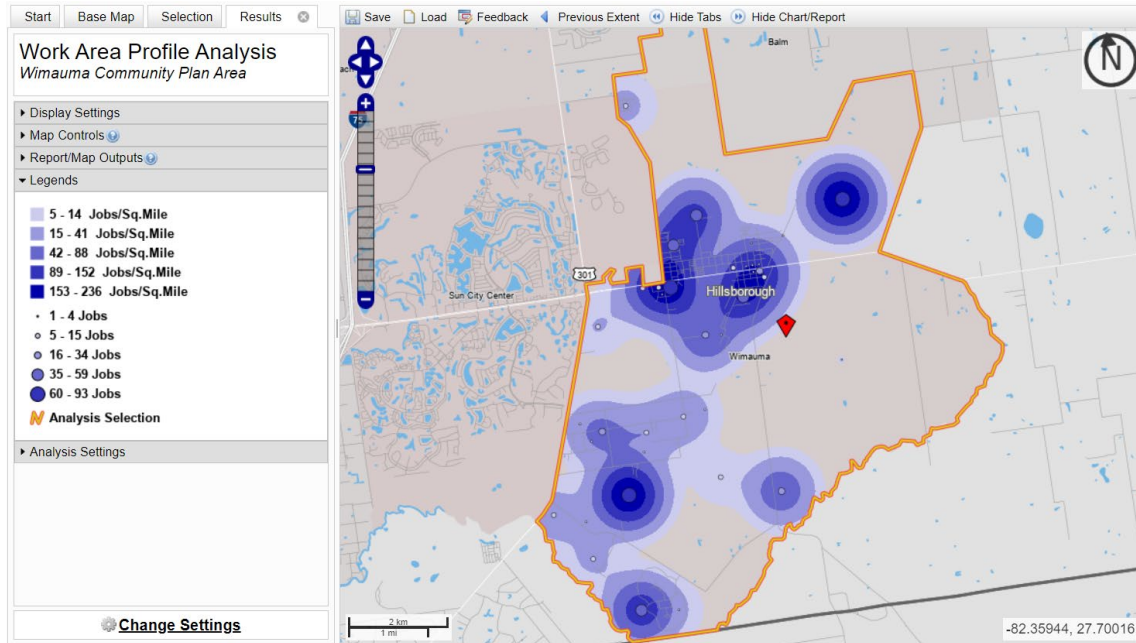


Figure 5: Inflow/Outflow of Daily Labor Force—Wimauma, 2017

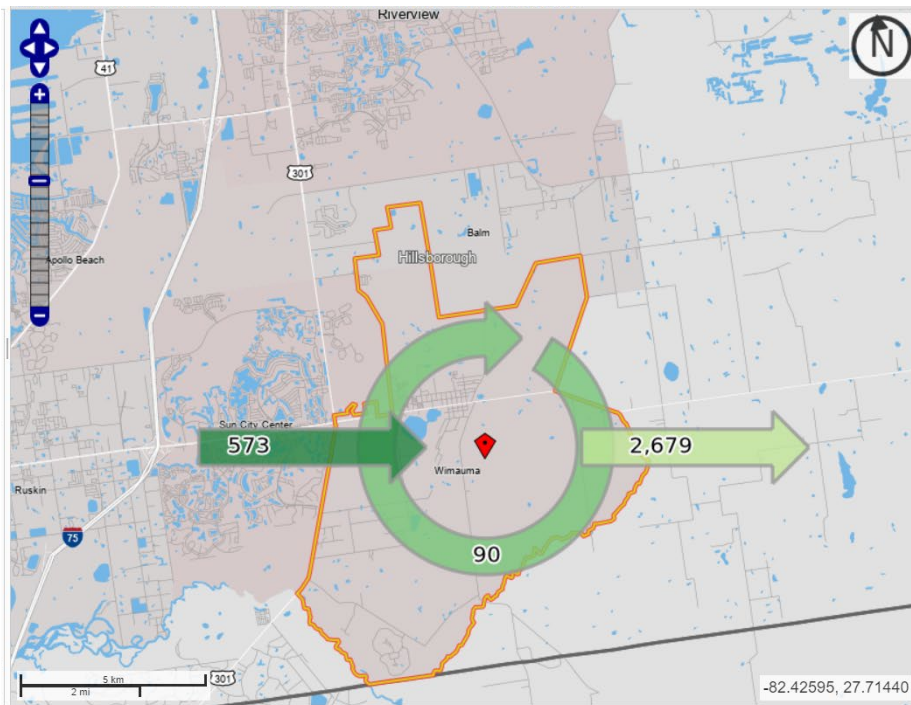


Table 12: Business Mix—Wimauma, 2018

NAICS Category	Businesses		Employees	
	No.	% of Total	No.	% of Total
Agriculture & Mining	5	4.6%	19	2.0%
Construction	11	10.2%	56	5.9%
Manufacturing	-	0.0%	5	0.5%
Transportation & Warehousing	6	5.6%	37	3.9%
Communications	1	0.9%	3	0.3%
Utilities	-	0.0%	-	0.0%
Wholesale & Retail Trade				
Wholesale	3		215	
Retail	25		242	
- Home Improvement	2		5	
- General Merchandise	3		100	
- Food Stores	10		74	
- Auto Dealers/Gas Stations	3		24	
- Apparel & Accessory Stores	-		-	
- Furniture/Home Furnishings	2		13	
- Eating & Drinking Places	4		19	
- Miscellaneous & Non-store Retail	1		7	
Subtotal - All Retail:	28	25.9%	457	47.9%
Finance/Insurance/Real Estate	8	7.4%	30	3.1%
Services				
- Hotel/Lodging	-		-	
- Automotive Services	6		26	
- Motion Pictures & Amusements	2		2	
- Health Services	2		16	
- Legal Services	-		2	
- Educational Institutions	3		161	
- Other Services	27		120	
Subtotal - Services:	40	37.0%	327	34.3%
Government	1	0.9%	8	0.8%
Unclassified Establishments	8	7.4%	12	1.3%
TOTAL:	108	100.0%	954	100.0%

ANALYSIS:	
2018 Employment	954
As Share of Hillsborough County	0.2%
2019 Population	9,003
Jobs/Population Ratio	0.11

Source: ESRI Business Analyst; InfoGroup, Inc.; Dun & Bradstreet, Inc.; WTL +a, January 2020.

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Table 13: Employment Trends—Wimauma, 2006—2017

Industry Sector	2006	2007	National Recession			2011	2012	2013	2014	2015	2016	2017	2017 % Dist.	Change: 2006-2017	
			2008	2009	2010									Amount	CAGR %
Agriculture & Mining	305	817	657	730	434	324	694	558	271	695	287	213	32.1%	(92)	-3.2%
Construction	32	33	23	9	20	20	24	30	37	84	110	57	8.6%	25	5.4%
Manufacturing	10	9	9	12	18	14	12	19	28	25	34	27	4.1%	17	9.4%
Transp & Warehousing	7	11	12	-	-	-	1	1	1	3	-	1	0.2%	(6)	-16.2%
Utilities	-	-	-	-	-	-	-	-	-	-	-	-	0.0%	-	0.0%
Trade															
Wholesale	8	9	5	7	10	16	23	1	5	2	-	1	0.2%	(7)	-17.2%
Retail	54	47	41	52	46	42	39	41	56	61	50	60	9.0%	6	1.0%
Information	-	-	-	-	-	-	-	-	-	-	-	-	0.0%	-	0.0%
Finance & Insurance	9	2	3	2	2	2	4	4	1	1	-	-	0.0%	(9)	-100.0%
Real Estate/Rental & Leasing	6	1	7	-	-	-	1	3	2	4	2	4	0.6%	(2)	-3.6%
Services															
Prof'l/Business Services	8	18	17	16	21	28	26	21	12	21	20	31	4.7%	23	13.1%
Management of Companies	-	-	-	1	-	1	-	-	-	-	-	-	0.0%	-	0.0%
Administration/Waste Mgmt.	67	75	227	180	163	75	167	122	135	96	99	94	14.2%	27	3.1%
Educational Services	-	2	-	-	-	-	-	-	33	35	54	47	7.1%	47	100.0%
Health Care & Social Assistance	40	43	46	40	44	157	122	125	80	168	106	117	17.6%	77	10.2%
Arts/Entertainment/Recreation	2	5	3	8	8	7	10	5	7	-	-	-	0.0%	(2)	-100.0%
Accommodation & Food Services	30	10	5	-	3	3	15	14	6	5	9	5	0.8%	(25)	-15.0%
Other Services	18	15	9	15	9	10	9	17	3	5	9	6	0.9%	(12)	-9.5%
Public Administration/Gov't	-	1	-	-	-	-	-	-	-	-	-	-	0.0%	-	0.0%
Total (In 000s):	596	1,098	1,064	1,072	778	699	1,147	961	677	1,205	780	663		67	1.0%
<i>Annual Change:</i>	-	502	(34)	8	(294)	(79)	448	(186)	(284)	528	(425)	(117)			
<i>Job Loss (As % of All Jobs):</i>			-3.2%	1%	-38%	-11%	39%	-19%	-42%	44%	-54%	-18%			
Wimauma As % of County:	0.1%	0.2%	0.2%	0.2%	0.1%	0.1%	0.2%	0.16%	0.11%	0.18%	0.11%	0.09%		12-Year Avg:	0.14%

Source: U.S. Census Bureau, On-the-Map; WTL +a, February 2020.

Balm Community Plan Area

WTL+a also examined employment trends in both the Wimauma and Balm Community Plan Areas. Key findings are summarized below and highlighted in Table 14 and Table 15.

- Dun & Bradstreet data suggest that there are **403 jobs provided by 43 businesses in Balm**, which suggests a **very low jobs-to-population ratio of only 0.13** for Balm’s 3,082 residents. That is, there are 13 jobs for every 100 residents;
- According to U.S. Census Bureau data, between 2006 and 2017 (latest data available), **there was a net loss of (21) jobs in the Balm Community Plan Area**. Similar to Wimauma, there were significant declines in the number of jobs in Agriculture—declining from 677 jobs in 2007 to 95 jobs in 2017;
- While the Balm Community Plan Area lost 155 jobs during the 2008—2010 recession, Census data indicate that **another 464 job losses occurred when the economic recovery began in 2011**. This is again attributable to the significant year-to-year variations in the Agriculture sector;

Figure 6: Employment Densities—Balm, 2017

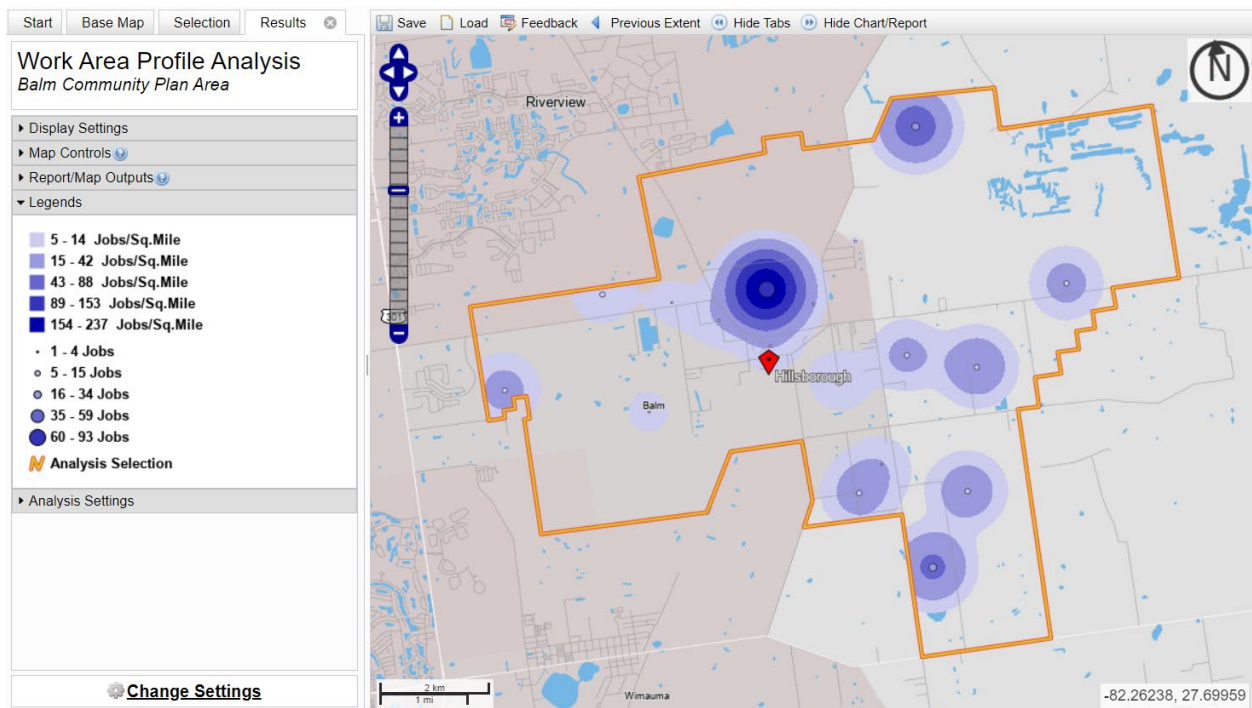
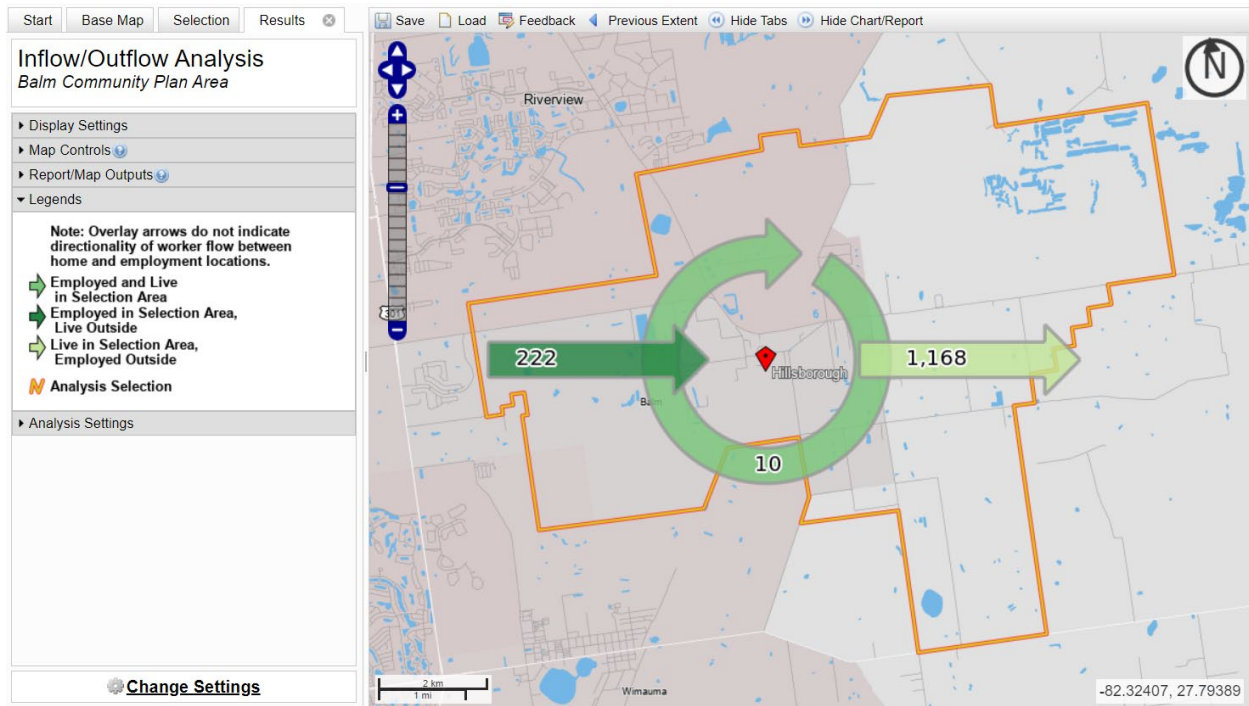


Figure 7: Inflow/Outflow of Daily Labor Force—Balm, 2017



- As illustrated in Figure 7, according to U.S. Census data (2017), 1,168 Balm residents in the labor force left daily to work elsewhere, while 222 residents living elsewhere arrived in Balm for work; and
- If Balm *maintains* its current “fair share” (0.08%) of all jobs in Hillsborough County in the future, this would translate into **only 47 new jobs by 2027** based on the state’s forecast.

Table 14: Business Mix—Balm, 2018

NAICS Category	Businesses		Employees	
	No.	% of Total	No.	% of Total
Agriculture & Mining	4	9.3%	29	7.2%
Construction	5	11.6%	21	5.2%
Manufacturing	2	4.7%	26	6.5%
Transportation & Warehousing	2	4.7%	5	1.2%
Communications	-	0.0%	2	0.5%
Utilities	-	0.0%	5	1.2%
Wholesale & Retail Trade				
Wholesale	1		87	
Retail	7		99	
- Home Improvement	1		22	
- General Merchandise	-		36	
- Food Stores	1		15	
- Auto Dealers/Gas Stations	1		10	
- Apparel & Accessory Stores	-		-	
- Furniture/Home Furnishings	-		1	
- Eating & Drinking Places	1		7	
- Miscellaneous & Non-store Retail	1		6	
Subtotal - All Retail:	8	18.6%	186	46.2%
Finance/Insurance/Real Estate	2	4.7%	10	2.5%
Services				
- Hotel/Lodging	-		-	
- Automotive Services	1		4	
- Motion Pictures & Amusements	4		14	
- Health Services	-		1	
- Legal Services	-		1	
- Educational Institutions	1		27	
- Other Services	9		43	
Subtotal - Services:	15	34.9%	90	22.3%
Government	-	0.0%	29	7.2%
Unclassified Establishments	5	11.6%	-	0.0%
TOTAL:	43	100.0%	403	100.0%

ANALYSIS:	
2018 Employment	403
As Share of Hillsborough County	0.1%
2019 Population	3,082
Jobs/Population Ratio	0.13

Source: ESRI Business Analyst; InfoGroup, Inc.; Dun & Bradstreet, Inc.; WTL +a, March 2020.

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Table 15: Employment Trends—Balm, 2006—2017

Industry Sector	2006	2007	National Recession			2011	2012	2013	2014	2015	2016	2017	2017 % Dist.	Change: 2006-2017	
			2008	2009	2010									Amount	CAGR %
Agriculture & Mining	48	677	691	601	553	625	277	197	119	117	91	95	40.9%	47	6.4%
Construction	103	93	66	42	45	8	10	7	4	12	11	25	10.8%	(78)	-12.1%
Manufacturing	-	-	-	1	-	-	-	-	-	-	-	-	0.0%	-	0.0%
Transp & Warehousing	3	2	3	7	15	4	11	8	10	12	13	16	6.9%	13	16.4%
Utilities	-	-	-	-	-	-	-	-	-	-	-	-	0.0%	-	0.0%
Trade															
Wholesale	8	14	16	17	11	5	10	15	5	4	7	2	0.9%	(6)	-11.8%
Retail	-	-	-	2	2	-	-	-	2	9	2	1	0.4%	1	0.0%
Information	-	-	-	-	-	-	-	-	-	-	-	1	0.4%	1	0.0%
Finance & Insurance	-	-	-	-	-	2	-	-	-	-	-	-	0.0%	-	0.0%
Real Estate/Rental & Leasing	8	-	-	1	1	1	1	3	4	1	-	-	0.0%	(8)	-100.0%
Services															
Prof'l/Business Services	19	5	5	5	9	1	2	2	1	-	1	2	0.9%	(17)	-18.5%
Management of Companies	-	-	-	-	-	-	-	1	-	-	-	-	0.0%	-	0.0%
Administration/Waste Mgmt.	36	34	33	38	34	45	34	43	56	49	49	41	17.7%	5	1.2%
Educational Services	-	-	1	-	-	-	1	2	-	-	-	-	0.0%	-	0.0%
Health Care & Social Assistance	23	25	29	19	25	43	50	44	43	5	20	17	7.3%	(6)	-2.7%
Arts/Entertainment/Recreation	-	-	-	-	-	3	5	5	-	10	14	14	6.0%	14	100.0%
Accommodation & Food Services	-	1	-	-	-	1	-	-	-	-	-	1	0.4%	1	100.0%
Other Services	1	-	2	-	1	2	6	5	6	8	14	17	7.3%	16	29.4%
Public Administration/Gov't	4	-	2	-	-	1	1	-	-	-	-	-	0.0%	(4)	-100.0%
Total (In 000s):	253	851	848	733	696	741	408	332	250	227	222	232		(21)	-0.8%
<i>Annual Change:</i>	-	598	(3)	(115)	(37)	45	(333)	(76)	(82)	(23)	(5)	10			
<i>Job Loss (As % of All Jobs):</i>			-0.4%	-16%	-5%	6%	-82%	-23%	-33%	-10%	-2%	4%			
Balm As % of County:	0.04%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.04%	0.03%	0.03%	0.03%		12-Year Avg:	0.08%

Source: U.S. Census Bureau, On-the-Map; WTL +a, March 2020.

Agricultural Economy



As noted in stakeholder comments in Section 2 of this report, as an economic driver, agricultural production and land is a consideration in terms of its relative cost and benefits to Hillsborough County, particularly as it relates to views of residential development.

According to a 2005 study prepared on behalf of the County’s Economic Development Department, Hillsborough County is one of the leading agricultural counties in Florida and the U.S. Although Hillsborough County contains one of the largest urban centers in the State of Florida, 34% of the County’s land area in 2005 was devoted to agricultural production. At that time, there were 2,969 farms encompassing 229,875 acres, the second most of any county in the state and 20th highest in the country, averaging 96 acres. In addition, the industry had an estimated annual sales of \$667.8 million, an annual economic impact of \$1.4 billion, and provided 20,122 jobs at the time of the study.

Table 16: Community Tax Revenues & Expenses by Land Use, 2005

Revenues	Taxes Generated		Costs for Services	
Residential	\$	1.00	\$	1.29
Commercial	\$	1.00	\$	0.36
Industrial	\$	1.00	\$	0.21
Agricultural	\$	1.00	\$	0.25
Vacant	\$	1.00	\$	0.05
Other	\$	1.00	\$	0.05

Source: Hillsborough County Economic Development Department, 2005 study; WTL+a, March 2020.

- As illustrated in Table 16, the 2005 study also estimated tax revenues generated by various land uses against the costs of municipal services. According to the findings of the impact report, for every **\$1 generated in tax revenues for agricultural land, the cost to provide services was \$0.25. In contrast, for every \$1 in taxes generated by residential development, the cost to provide public services was \$1.29.** Clearly the differential in these costs/benefits should be considered in future land use planning from a public cost perspective alone.

Table 17: Agricultural Commodity Sales—Hillsborough County, 2017 Estimates

Commodity Ranked by Sales	Annual Sales	% Total	No. of Acres	% of Total	Sales Per Acre
Strawberries	\$ 477,687,669	55%	11,367	5%	\$ 42,024
Vegetables	150,250,000	17%	12,020	5%	12,500
Ornamental Plants	125,000,000	14%	2,796	1%	44,707
Miscellaneous	42,630,000	5%	3,045	1%	14,000
Aquaculture	19,627,039	2%	733	0.3%	26,776
Beef Cattle/Pasture	13,828,250	2%	76,859	32%	180
Blueberries	13,390,000	2%	1,030	0.4%	13,000
Sod	6,700,000	1%	1,579	1%	4,243
Citrus	6,289,810	1%	5,585	2%	1,126
Peaches	3,037,500	0.4%	450	0.2%	6,750
Dairy	2,393,160	0.3%	200	0.1%	11,966
Hay	2,366,496	0.3%	5,479	2%	432
Forestry	1,600,000	0.2%	117,560	49%	14
Bees/Honey Production	225,090	0.0%	62	0.03%	3,630
Goats/Sheep	143,630	0.0%	593	0.2%	242
Total:	\$ 865,168,644	100%	239,358	100%	\$ 3,615

Source: Hillsborough County Economic Development Department; WTL+a, May 2020.

- As illustrated in Table 17, a 2017 estimate provided by the County’s Economic Development Department indicated roughly \$865.1 million in annual sales of agricultural commodities on 239,358 acres of land. Notably, while strawberry production generated 55% of annual sales, the commodity only occupies 5% of the County’s agricultural land;

- As illustrated in Table 18, a 2014 study estimated that fully 86% of the County’s agricultural lands were located outside of the Urban Service Area, with 14% located within the Urban Service Area;
- **The amount of Hillsborough County land in agricultural production has reportedly decreased over the last 15 years.** In 2005, there were 229,875 acres of land in Hillsborough County used for agriculture, out of a total land area of 840,000 acres (representing 27% of total land area in the County); and
- According to County Property Appraiser records, by 2016 agricultural land had been reduced to 215,000 acres, representing a decline of 15,000 acres (or 1.8% of total land area). **This net loss of 15,000 acres of agricultural land occurred over only 11 years.**

Table 18: Agricultural Acres In/Out of Urban Service Area—Hillsborough County, 2014

Commodity	Agricultural Acreage				Total Acres
	Out of Urban Service Area	% of Total	In Urban Service Area	% of Total	
Pasture	63,235.0	59%	12,214.4	71%	75,449.4
Vegetables and Row Crops	10,786.3	10%	1,348.1	8%	12,134.3
Strawberries	11,902.0	11%	130.4	1%	12,032.4
Citrus	8,600.9	8%	368.7	2%	8,969.6
Miscellaneous	5,702.9	5%	1,548.1	9%	7,251.0
Timber	3,789.1	4%	215.7	1%	4,004.7
Ornamental	2,304.2	2%	996.9	6%	3,301.0
Sod	1,039.3	1%	35.0	0%	1,074.4
Fish Farm	608.8	1%	233.0	1%	841.8
Poultry	3.8	0%	0.5	0%	4.3
Total:	107,972.1	86%	17,090.7	14%	125,062.8

Source: Hillsborough County Economic Development Department; WTL+a, May 2020.

4 Real Estate Market Conditions



WTL +a evaluated real estate market conditions in both the Wimauma and Balm Community Plan Areas and in other selected, competitive locations in Hillsborough County to understand how recent market trends, current economic conditions, and future growth affect opportunities for new growth and economic development in Wimauma Village and to

inform policy direction regarding future growth and development in the WVR-2 and RP-2 zoning districts.

This section of the report analyzes historic and current building inventory, occupancy and vacancy levels, annual absorption (leasing) activity, historic development trends, and other appropriate market indices for housing, workplace (office and light industrial) and supporting commercial (retail) uses based on available data. This includes Table 19 through Table 22 (data for dwelling units) and Table 23 through Table 30 (square feet and other metrics for office, industrial and retail uses).

Housing

WTL+a analyzed a range of real estate metrics of the housing stock in both Balm and Wimauma. Key findings are summarized below:

Hillsborough County

To document how population and household growth affects market potentials for new housing in Wimauma, WTL+a reviewed information on annual housing starts/residential building permits. This analysis also compares housing starts to household growth to understand whether the pace of one metric is consistent with (or exceeds) the other. Housing starts for the 12-year period between 2007 and 2018 are illustrated in Table 19.

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Table 19: Annual Housing Starts—Hillsborough County, 2007—2018

Municipality	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change: 2007-2018			
													Total Starts	Annual Average	% of County	
Single-family Detached																
Plant City	167	114	80	24	69	86	109	142	120	125	137	132	1,305	109	2.3%	
Tampa	1,008	636	453	455	590	547	686	712	1,036	934	1,010	1,109	9,176	765	16.1%	
Temple Terrace	15	6	6	1	-	14	39	6	5	10	21	8	131	11	0.2%	
Unincorporated County	3,282	2,356	1,939	2,423	2,416	3,412	3,964	3,551	4,508	5,239	6,085	7,314	46,489	3,874	81.4%	
SFD-Hillsborough County:	4,472	3,112	2,478	2,903	3,075	4,059	4,798	4,411	5,669	6,308	7,253	8,563	57,101	4,758	64%	
% Change-Previous Year	0%	-30%	-20%	17%	6%	32%	18%	-8%	29%	11%	15%	18%				
Multi-family																
Plant City	-	68	6	3	48	-	2	-	130	4	-	-	261	22	0.8%	
Tampa	2,386	986	387	643	103	2,081	1,174	1,843	2,126	3,328	2,165	679	17,901	1,492	56.5%	
Temple Terrace	-	-	-	-	-	-	-	-	262	-	-	-	262	22	0.8%	
Unincorporated County	576	2,036	920	401	954	1,091	904	1,236	1,306	1,022	2,149	655	13,250	1,104	41.8%	
MF-Hillsborough County:	2,962	3,090	1,313	1,047	1,105	3,172	2,080	3,079	3,824	4,354	4,314	1,334	31,674	2,640	36%	
% Change-Previous Year	0%	4%	-58%	-20%	6%	187%	-34%	48%	24%	14%	-1%	-69%				

<http://socds.huduser.org/permits/>

Source: U.S. Census Bureau; U.S. Dept. of Housing & Urban Development; Hillsborough County; WTL+a, February 2020.

Table 19 (Continued): Annual Housing Starts—Hillsborough County, 2007-2018

Municipality	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change: 2007-2018			
													Total Starts	Annual Average	% of Total	
All Jurisdictions																
Plant City	167	182	86	27	117	86	111	142	250	129	137	132	1,566	130.50	1.8%	
Tampa	3,394	1,622	840	1,098	693	2,628	1,860	2,555	3,162	4,262	3,175	1,788	27,077	2,256	30.5%	
Temple Terrace	15	6	6	1	-	14	39	6	267	10	21	8	393	33	0.4%	
Unincorporated County	3,858	4,392	2,859	2,824	3,370	4,503	4,868	4,787	5,814	6,261	8,234	7,969	59,739	4,978	67.3%	
TOTAL COUNTY:	7,434	6,202	3,791	3,950	4,180	7,231	6,878	7,490	9,493	10,662	11,567	9,897	88,775	7,398	100%	
% Change-Previous Year	-	-17%	-39%	4%	6%	73%	-5%	9%	27%	12%	8%	-14%				

<http://socds.huduser.org/permits/>

Source: U.S. Census Bureau; U.S. Dept. of Housing & Urban Development; Hillsborough County; WTL+a, February 2020.

Key findings indicate that:

- Since 2007, housing starts across Hillsborough County resulted in delivery of 88,775 new housing units, producing a *sustained* annual pace of almost **7,400 units per year**. In terms of unit distribution, this includes 57,101 single-family units (64% of the total) and 31,674 multi-family units (36% of the total); and
- Consistent with significant population growth in unincorporated parts of Hillsborough County, there were more than 59,700 unit starts. In total, the unincorporated areas accounted for fully 81% of the County's single-family starts and 42% of the County's multi-family units during this period.

Wimauma Community Plan Area

- As illustrated in Table 20, the Wimauma Community Plan Area contains a diverse mix of housing stock, with a total of 2,364 housing units comprised of:
 - Single-family detached (46%)
 - Mobile homes (39%)
 - Townhouses (3%), and
 - A mix of multi-family units (11%)
- In terms of tenure, 56% of Wimauma's housing stock is owner-occupied (this compares to 53.5% for the County as a whole. Notably, **ownership tenure in Wimauma has increased—from 47% in 2010**—driven primarily by new residential development on the outskirts of Wimauma;
- The average value of owner-occupied units is \$226,140; notably, median values are forecast to increase by 4.6% per year, to \$256,825 by 2024. **The rate of increase in housing values in Wimauma is expected to outpace that of the County (2.4% per year) over the next five years;**

Increasing Homeownership in Wimauma with New Development:

From 47% in 2010 to 56% in 2017

Table 20: Housing Profile—Wimauma, 2010—2024

	2010	2019	% Dist.	2024	% Dist.	Change: 2019-2024	
						No.	CAGR %
Housing Tenure							
Owner-occupied	851	1,337		1,576		239	3.34%
% of Total	47.2%	56.6%		59.2%			
Renter-occupied	682	798		854		56	1.37%
% of Total	37.8%	33.8%		32.1%			
Unoccupied	269	229		234		5	0.43%
% of Total	14.9%	9.7%		8.8%			
Total Units:	1,802	2,364		2,664		300	2.42%
Change in Units:		562					

Owner-Occupied Value							
\$0 - \$99,999		244	18%	193	12%	(51)	-4.6%
\$100,000 - \$199,999		411	31%	370	23%	(41)	-2.1%
\$200,000 - \$299,999		390	29%	594	38%	204	8.8%
\$300,000 - \$399,999		126	9%	204	13%	78	10.1%
\$400,000 - \$499,999		141	11%	175	11%	34	4.4%
\$500,000 - \$749,999		18	1%	27	2%	9	8.4%
\$750,000 - \$999,999		-	0%	-	0%	-	0.0%
\$1,000,000 - \$1,499,999		6	0.4%	12	1%	6	14.9%
\$1,500,000 - \$1,999,999		-	0%	-	0%	-	0.0%
\$2,000,000+		-	0%	-	0%	-	0.0%
Median Value		\$ 205,078		\$ 256,733			4.6%
Average Value		\$ 226,141		\$ 256,825			2.6%

All Housing Units By Structure (2017 American Community Survey)			
1 Unit, Detached	1,015	46.5%	
1 Unit, Attached	72	3.3%	
2 Units	15	0.7%	
3 or 4 Units	87	4.0%	
5 to 9 Units	93	4.3%	
10 to 19 Units	21	1.0%	
20 to 49 Units	-	0.0%	
50 or more Units	21	1.0%	
Mobile Home	855	39.1%	
Boat/RV/Other	6	0.3%	
Total Units:	2,185	100%	

Unoccupied Housing Units By Status			
Unoccupied-All Reasons	2010	2017 (ACS)	
Rented (Not Occupied)	2		
For Sale Only	26		
Sold (Not Occupied)	7		
Seasonal Use	110	6.1%	
For Migrant Workers	8		
Subtotal:	153		

TRUE VACANCIES			
Other Vacant	31		
Vacant, For Rent	62		
Subtotal:	93	110	
True Vacancy Rate	5.2%	4.6%	

Total Unoccupied Units: **246** **290** 37.8%

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

Source: ESRI Business Analyst; American Community Survey; WTL +a, January 2020.

- More specific analysis of Wimauma’s unoccupied housing stock indicates that units are unoccupied for various reasons. By Census definition, unoccupied units include: rented but not occupied; for sale; sold but not occupied; for seasonal use; and for migrant workers. As a result, this does not accurately reflect actual *vacant* units that can be occupied;
- U.S. Census data indicate that 269 units (14.9%) were unoccupied as of the 2010 Census, as the economic recovery from the 2007—2009 recession ended, and recovery gained momentum. As a result, the number of vacant units in many housing markets has *declined* with an improving economy. In Wimauma, **the number of unoccupied units decreased between 2010 and 2019**—from 269 units in 2010 to 229 units in 2019 (9.7%);
- **The “truly vacant” rate (i.e., units actually available for occupancy) was 5.2% in 2010 and decreased to 4.6% in 2017.** That is, some portion of the 110 existing “truly vacant” units could accommodate demand generated by future population and household growth in Wimauma;



Given the enormity of new residential development in South County, Hillsborough County compiled data on housing starts in the RP-2 zoning district. As illustrated in Table 21 and Figure 8, key findings indicate that:

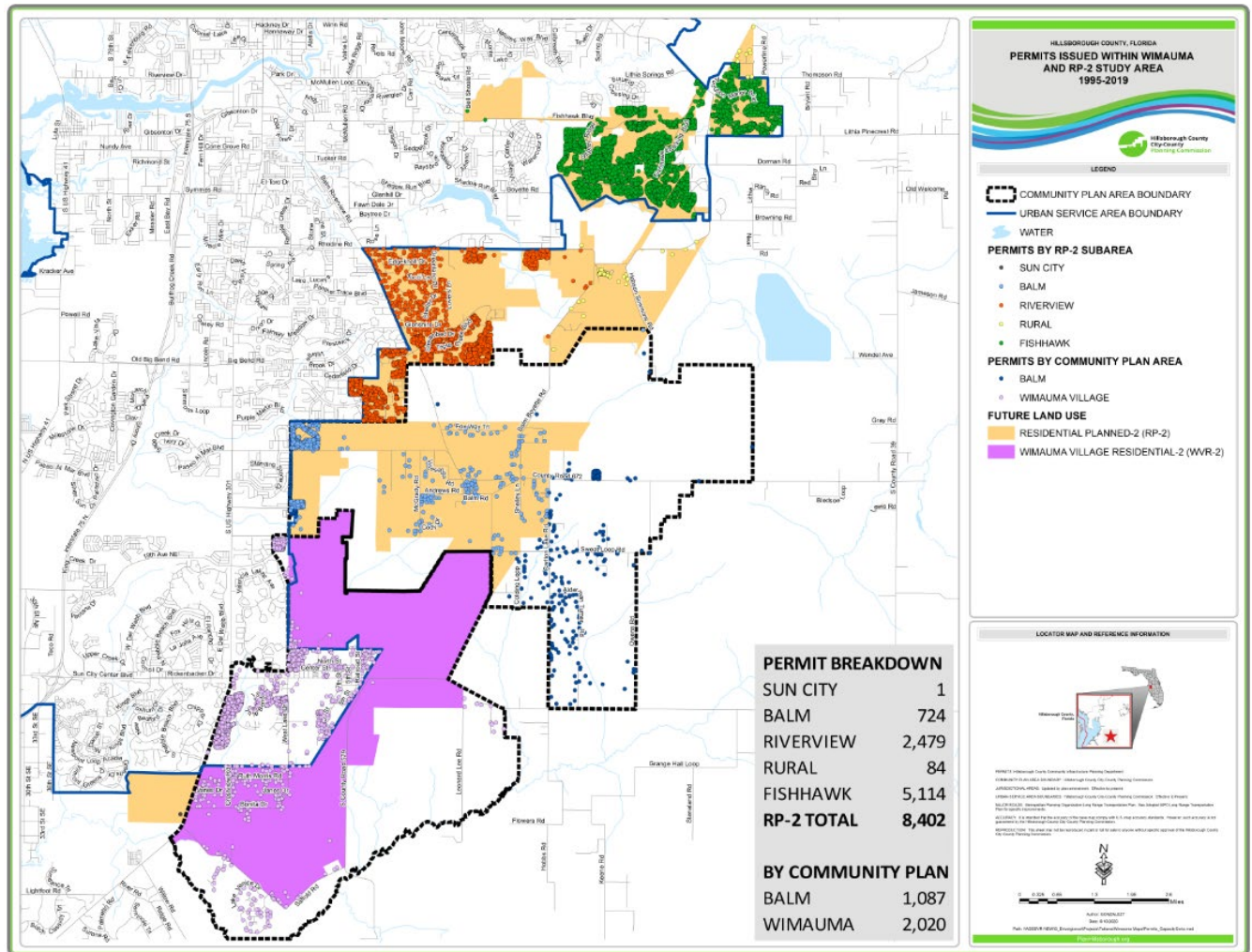
Table 21: Annual Housing Starts—RP-2 & WVR-2 Zoning Districts, 2000—2019

Location	2000-2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Unknown Dates	Change: 2000-2019		
																Total Starts	Annual Average	% of District
RP-2																		
Balm CP (Inc RP-2)	184	7	-	7	5	6	3	9	16	16	22	202	249	170	12	908	45	11.9%
Fishhawk	3,253	81	144	152	201	165	177	139	70	30	47	37	28	1	36	4,561	228	59.7%
Riverview	235	16	5	6	13	7	52	136	41	58	80	210	478	754	15	2,106	105	27.6%
Rural	9	-	1	-	-	1	-	1	-	1	1	-	1	49	2	66	3	0.9%
Sun City	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	0	0.0%
Subtotal-RP-2:	3,681	104	150	166	219	179	232	285	127	105	150	449	756	974	65	7,642	382	82.7%
WVR-2																		
Wimauma CP	236	21	60	50	29	29	18	15	18	138	127	122	364	339	37	1,603	80	17.3%
TOTAL:	3,917	125	210	216	248	208	250	300	145	243	277	571	1,120	1,313	102	9,245	462	100%
% Change-Previous Year		-	68%	3%	15%	-16%	20%	20%	-52%	68%	14%	106%	96%	17%				
As % of County	4%	2%	3%	6%	6%	5%	3%	4%	2%	3%	3%	5%	11%	1%		5.1%		

(1) Excludes replacement mobile home units, any commercial activity and permits issued for "Labor Camp"(s).

Source: Hillsborough County; WTL+a, updated June 2020.

Figure 8: Total Housing Starts—RP-2 Zoning District, 1995—2019



- In the entire RP-2 zoning district in South County, between 2000 and 2019 **7,642 new housing units were built**, equating to **382 starts per year**. Within specific locations of RP-2, Fishhawk captured 60% of the starts (4,561 units), Riverview captured almost 28% of the starts (2,106 units), and Balm captured 12% of the starts (908 units, with 635 units in RP-2);
- In the WVR-2 zoning district in Wimauma, **1,603 new housing units were built**, reflecting average annual housing starts of **80 units per year** over this 20-year period. Between 2017 and 2019, however, the pace of new housing construction in WVR-2 increased—with 825 new unit starts, equating to an average of **275 units per year over the past three years**. While WVR-2 accounted for 17.3% of all starts in these two zoning districts since 2000, it accounted for more than 27% of all housing starts between 2017 and 2019; and

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1,603 New Units Built in WVR-2 since 2000;

825 Units (275 Units/Year) Built Just Since 2017

Balm Community Plan Area

- As illustrated in Table 22, the Balm Community Plan Area contains 865 housing units;
- In terms of tenure, fully 75% are owner-occupied units. Ownership tenure has *increased* slightly—from 73% in 2010;
- The average value of owner-occupied units in Balm is \$313,000; both median and average values are forecast to increase by 1.9% per year, to an average value of \$343,450 by 2024;
- Fully 76% of Balm’s housing stock is comprised of single-family units, only 2% are multi-family units, and 21% are mobile homes;
- **The “truly vacant” rate (i.e., units actually available for occupancy) was 5.5% in 2010 and decreased to 4.3% in 2017.** That is, some portion of the 83 existing “truly vacant” units could accommodate demand generated by future population and household growth in Balm; and
- In the Balm CP, **908 new housing units were built**, reflecting average annual housing starts of **45 units per year** over this 20-year period. Between 2017 and 2019, however, the pace of new housing construction in Balm also increased—with 621 new unit starts, equating to an average of **207 units per year over the past three years.** Within Balm’s CP area, there were 635 unit starts in the RP-2 zoning district, accounting for 70% of all starts in the Balm CP over the past 20 years.

Table 22: Housing Profile—Balm, 2010—2024

	2010	2019	% Dist.	2024	% Dist.	Change: 2019-2024	
						No.	CAGR %
Housing Tenure							
Owner-occupied	531	647		712		65	1.93%
% of Total	72.6%	74.8%		76.0%			
Renter-occupied	120	142		152		10	1.37%
% of Total	16.4%	16.4%		16.2%			
Unoccupied	80	76		73		(3)	-0.80%
% of Total	10.9%	8.8%		7.8%			
Total Units:	731	865		937		72	1.61%
Change in Units:		134					

Owner-Occupied Value							
\$0 - \$99,999		23	4%	10	1%	(13)	-15.3%
\$100,000 - \$199,999		118	18%	81	11%	(37)	-7.2%
\$200,000 - \$299,999		186	29%	200	28%	14	1.5%
\$300,000 - \$399,999		185	29%	236	33%	51	5.0%
\$400,000 - \$499,999		86	13%	119	17%	33	6.7%
\$500,000 - \$749,999		43	7%	61	9%	18	7.2%
\$750,000 - \$999,999		5	1%	7	1%	2	0.0%
\$1,000,000 - \$1,499,999		-	0%	-	0%	-	0.0%
\$1,500,000 - \$1,999,999		-	0%	-	0%	-	0.0%
\$2,000,000+		-	0%	-	0%	-	0.0%
Median Value		\$ 298,039		\$ 327,966			1.9%
Average Value		\$ 313,042		\$ 343,452			1.9%

All Housing Units By Structure (2017 American Community Survey)			
1 Unit, Detached	735	71.9%	
1 Unit, Attached	45	4.4%	
2 Units	-	0.0%	
3 or 4 Units	10	1.0%	
5 to 9 Units	13	1.3%	
10 to 19 Units	-	0.0%	
20 to 49 Units	-	0.0%	
50 or more Units	-	0.0%	
Mobile Home	210	20.5%	
Boat/RV/Other	9	0.9%	
Total Units:	1,022	100%	

Unoccupied Housing Units By Status			
Unoccupied-All Reasons	2010	2017 (ACS)	
Rented (Not Occupied)	-		
For Sale Only	22		
Sold (Not Occupied)	3		
Seasonal Use	24	3.3%	
For Migrant Workers	1		
Subtotal:	50		

TRUE VACANCIES			
Other Vacant	25		
Vacant, For Rent	15		
Subtotal:	40	37	
True Vacancy Rate	5.5%	4.3%	

Total Unoccupied Units: **90** **83** 44.4%

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

Source: ESRI Business Analyst; American Community Survey; WTL +a, March 2020.

Workplace—Office

WTL+a evaluated real estate market conditions across “workplace” (such as office and light industrial) and supporting uses (such as retail). This data—square feet of inventory, construction deliveries, vacancies, rents, net absorption (leasing activity)—is critical to understanding the overall health of the study area’s real estate market, and directly informs development potentials for workplace uses in Wimauma, particularly in the Office/Light Industrial focus area. Key findings are highlighted below and illustrated in Table 23 and Table 24.

- As illustrated in Figure 9, according to CoStar, Inc. (a national commercial real estate database), both Wimauma and Balm are located in the “Eastern Outlying” office (and retail) submarket of Hillsborough County. This expansive submarket encompasses the entire southeastern portion of the County generally east of U.S. Route 301—from Plant City south to the Manatee County line;

Figure 9: Eastern Outlying Submarket—Office & Retail

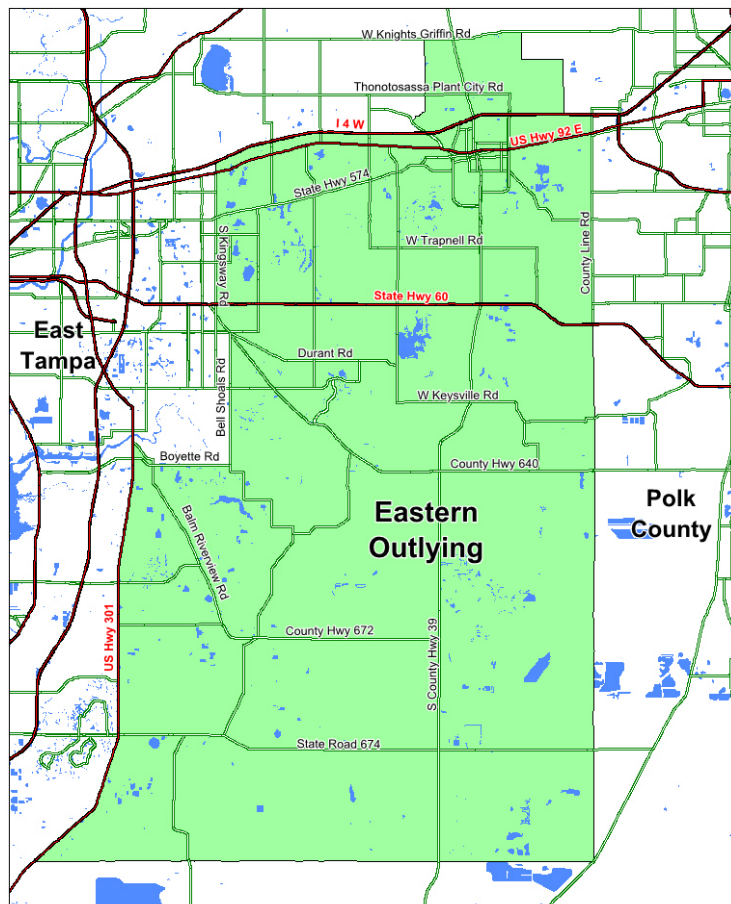


Table 23: Office Profile—Eastern Outlying Submarket, 2006—2019

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Office																		
Inventory	1,500,482	1,761,467	1,840,316	1,911,383	2,036,159	2,036,159	2,048,659	2,059,037	2,059,037	2,073,136	2,087,136	2,107,862	2,114,612	2,250,603	2,255,671	750,121		
No. of Buildings/Centers	272	318	332	337	339	339	341	342	342	345	348	352	354	359	360			
Vacant Stock	125,477	235,291	282,804	316,344	273,795	308,404	377,970	317,524	225,047	198,625	181,731	183,871	187,581	162,396	121,985	36,919		
Vacancy Rate	8.4%	13.4%	15.4%	16.6%	13.4%	15.1%	18.4%	15.4%	10.9%	9.6%	8.7%	8.7%	8.9%	7.2%	5.4%			-1.1%
Net Absorption:	142,468	151,171	31,336	37,527	167,325	(34,609)	(57,066)	70,824	92,477	40,521	30,894	18,586	3,040	161,176	45,479	855,670	61,119	
<i>Past 5 Years</i>																254,217	50,843	
Construction Deliveries	135,298	262,265	78,849	78,693	124,776	-	12,500	12,082	-	14,099	14,000	20,726	6,750	135,991	5,068	896,029		
Gross Rent/SF	\$ 17.68	\$ 19.06	\$ 20.67	\$ 19.30	\$ 18.42	\$ 17.71	\$ 16.54	\$ 16.84	\$ 17.18	\$ 17.46	\$ 17.98	\$ 18.65	\$ 18.75	\$ 19.50	\$ 20.89			0.8%
Average Annual % Change	-	7.8%	8.5%	-6.6%	-4.6%	-3.9%	-6.6%	1.8%	2.0%	1.6%	3.0%	3.7%	0.5%	4.0%	11.4%			

Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.



As illustrated in Table 23, there are 2.25 million sq. ft. of office space in the Eastern Outlying submarket. Vacancies, which peaked at 16.6% in 2009, declined to 7.2% in 2019 (and 5.4% in the first quarter of 2020). Net absorption has averaged 61,100 sq. ft. per year, with positive absorption in 12 of the past 14 years.

Wimauma & Balm

As illustrated in Table 24, within the Eastern Outlying submarket, data from CoStar, Inc. indicate **533,400 sq. ft. of office space in 80 buildings surrounding Balm and Wimauma**. The area’s office inventory comprises approximately 25% of the larger Eastern Outlying submarket, and it has remained between 23% and 25% over the past 14 years;

Figure 10: Area Office Properties

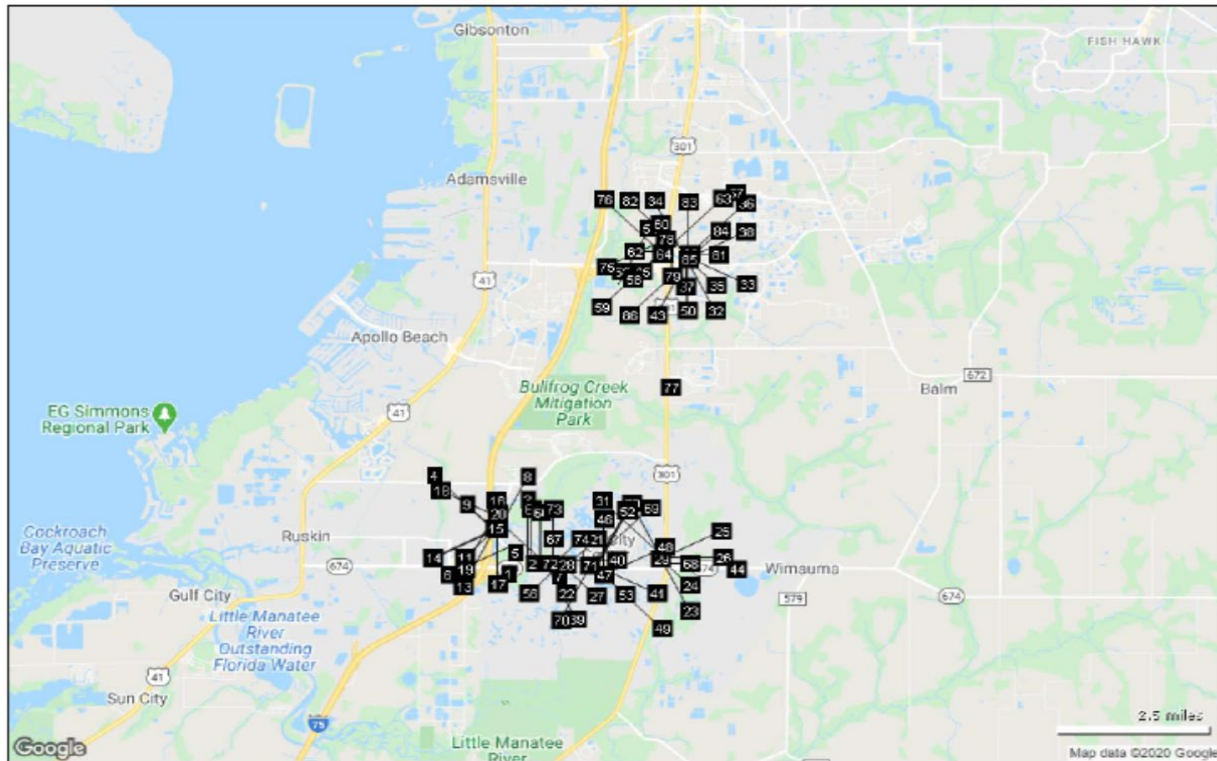


Table 24: Office Profile—Wimauma & Balm, 2006—2019

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Office																		
Inventory	338,944	435,230	481,754	496,256	496,256	496,256	496,256	496,256	502,256	505,756	508,756	527,902	527,902	533,402	570,902	194,458		
As % of Eastern Outlying	23%	25%	26%	26%	24%	24%	24%	24%	24%	24%	24%	25%	25%	24%	25%			
No. of Buildings/Centers	41	58	69	72	72	72	72	72	73	74	76	79	79	80	81			
Vacant Stock	11,100	68,880	59,920	82,470	76,250	79,400	96,343	72,805	54,707	27,650	15,694	32,639	25,947	30,765	38,509	19,665		
Vacancy Rate	3.3%	15.8%	12.4%	16.6%	15.4%	16.0%	19.4%	14.7%	10.9%	5.5%	3.1%	6.2%	4.9%	5.8%	6.7%			4.4%
Net Absorption:	6,000	38,506	55,484	(8,048)	6,220	(3,150)	(16,943)	23,538	24,098	30,557	14,956	2,201	6,692	682	29,756	180,793	12,914	
Past 5 Years																55,088	11,018	
Construction Deliveries	8,000	96,286	46,524	14,502	-	-	-	-	6,000	3,500	3,000	19,146	-	5,500	37,500	202,458		
Gross Rent/SF	\$ 24.93	\$ 23.71	\$ 26.73	\$ 25.50	\$ 22.39	\$ 21.51	\$ 20.31	\$ 18.69	\$ 19.33	\$ 18.54	\$ 18.54	\$ 22.47	\$ 22.99	\$ 26.24	\$ 27.89			0.4%
Average Annual % Change	-	-4.9%	12.8%	-4.6%	-12.2%	-3.9%	-5.6%	-8.0%	3.5%	-4.1%	0.0%	21.2%	2.3%	14.1%	21.3%			

Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.

- These office buildings are clustered in Sun City Center and the Big Bend Road areas. With an average building size of only 6,700 sq. ft., this is a “garden” office market oriented primarily to professional and business services (medical, accounting, legal, etc.), with demand generated by “rooftop” growth;
- Vacancies have declined—from a peak of 19.4% in 2012 (notably, during recovery from the recession)—to 5.8% in 2019. Vacancies ticked up to 6.7% during the first quarter of 2020;
- More than 202,400 sq. ft. of new office space has been built in this area since 2006, with clusters of deliveries between 2006—2009 and 2014—2017.



- Office rents have fluctuated—from \$24.93 per sq. ft. in 2006 to \$26.24 per sq. ft. in 2019. Notably, year-over-year declines occurred in seven of the past 14 years;
- **Annual net office absorption has averaged only 12,900 sq. ft. per year** in the 14-year period between 2006 and 2019, but declined slightly to 11,000 sq. ft. per year over the past five years; and
- In summary, the office market surrounding Wimauma and Balm would be considered a tertiary market comprised of smaller “garden” office buildings oriented to professional services such as medical and legal. Demand is generated primarily by nearby “rooftop” growth. Net annual absorption is very limited.

Workplace—General Industrial

- As illustrated in Figure 11, according to CoStar, Inc., both Wimauma and Balm are located in the “Eastern Outlying” industrial submarket of Hillsborough County. As defined by CoStar, the submarket’s boundaries are different than office and retail (it is not known why), encompassing the southeastern portion of the County east of I-75 and south of State Road 60 in Brandon to the Manatee County line. As illustrated in Table 25, there are over 12.6 million sq. ft. of industrial space in the Eastern Outlying submarket; and
- Vacancies in the Eastern Outlying industrial submarket, which peaked at 10.3% in 2009, declined quickly to 4.6% by 2011. Vacancy rates remained below 5% through 2018 when the vacancy rate increased to 6.3%. The real estate industry considers vacancy rates of 5% or less to be “stabilized” operations. In 2019, the industrial vacancy rate increased again, to 10.1%, even with positive net absorption. This was due to the construction of 1,925,000 sq. ft. of new industrial space between 2014 and 2019; and

Figure 11: Eastern Outlying Submarket—Industrial

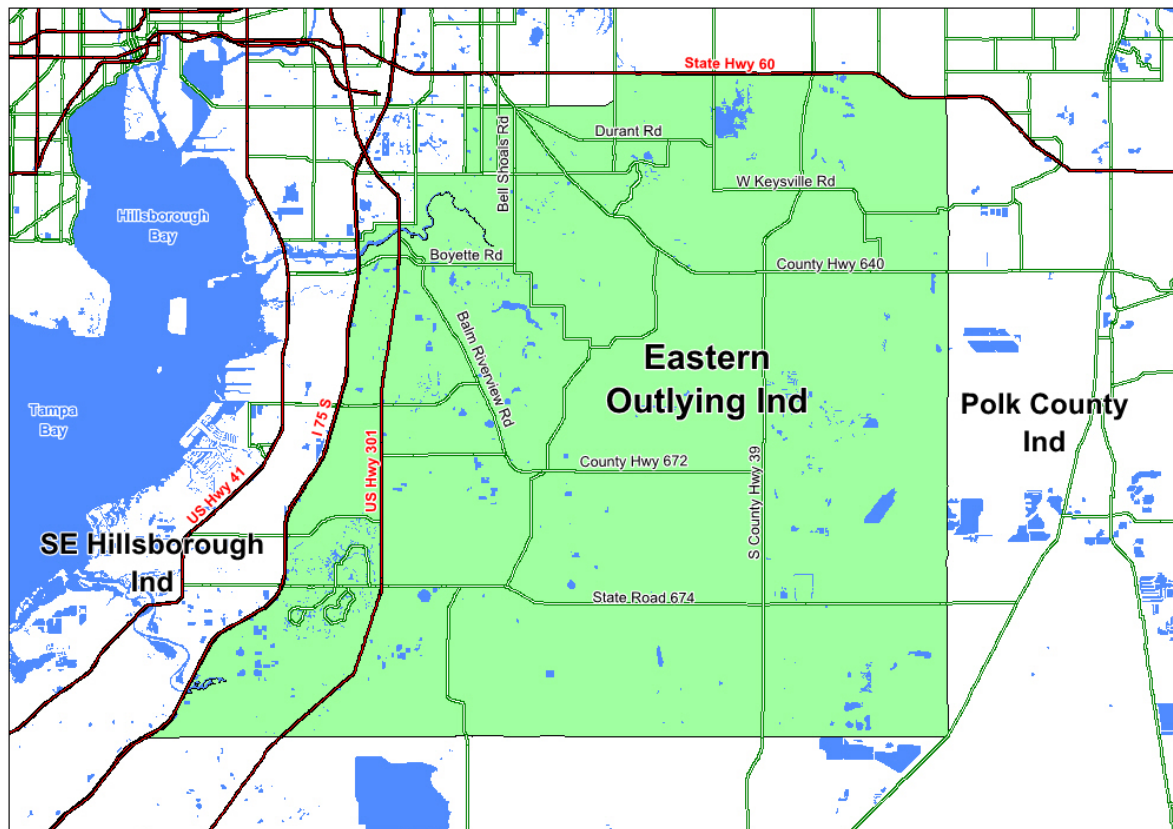


Table 25: Industrial Profile—Eastern Outlying Submarket, 2006—2019

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Industrial																		
Inventory	10,701,258	10,737,853	10,741,027	10,741,027	10,741,027	10,726,777	10,652,960	10,652,960	10,733,560	10,833,560	11,093,560	11,093,560	11,664,619	12,649,021	12,649,021	1,947,763		
No. of Buildings/Centers	233	237	238	238	238	237	231	231	232	233	235	235	238	242	242			
Vacant Stock	219,598	300,082	614,288	1,104,005	700,074	490,266	425,925	433,780	473,934	413,755	447,327	362,401	730,399	1,279,499	1,158,428	1,059,901		
Vacancy Rate	2.1%	2.8%	5.7%	10.3%	6.5%	4.6%	4.0%	4.1%	4.4%	3.8%	4.0%	3.3%	6.3%	10.1%	9.2%			13.1%
Net Absorption:	35,177	(43,889)	(311,032)	(489,717)	403,931	195,558	(9,476)	(7,855)	40,446	160,179	226,428	84,926	203,061	435,302	121,071	923,039	65,931	
Past 5 Years																1,109,896	221,979	
Construction Deliveries	26,384	36,595	3,174	-	-	-	-	-	80,600	100,000	260,000	-	581,052	984,402	-	2,072,207		
Gross Rent/SF	\$ 3.76	\$ 4.74	\$ 5.69	\$ 5.00	\$ 4.57	\$ 3.97	\$ 4.04	\$ 4.42	\$ 4.82	\$ 4.94	\$ 4.61	\$ 5.49	\$ 5.15	\$ 4.90	\$ 5.18			2.1%
Average Annual % Change	-	26.1%	20.1%	-12.1%	-8.7%	-13.2%	2.0%	9.3%	9.2%	2.4%	-6.7%	19.0%	-6.1%	-4.9%	0.5%			

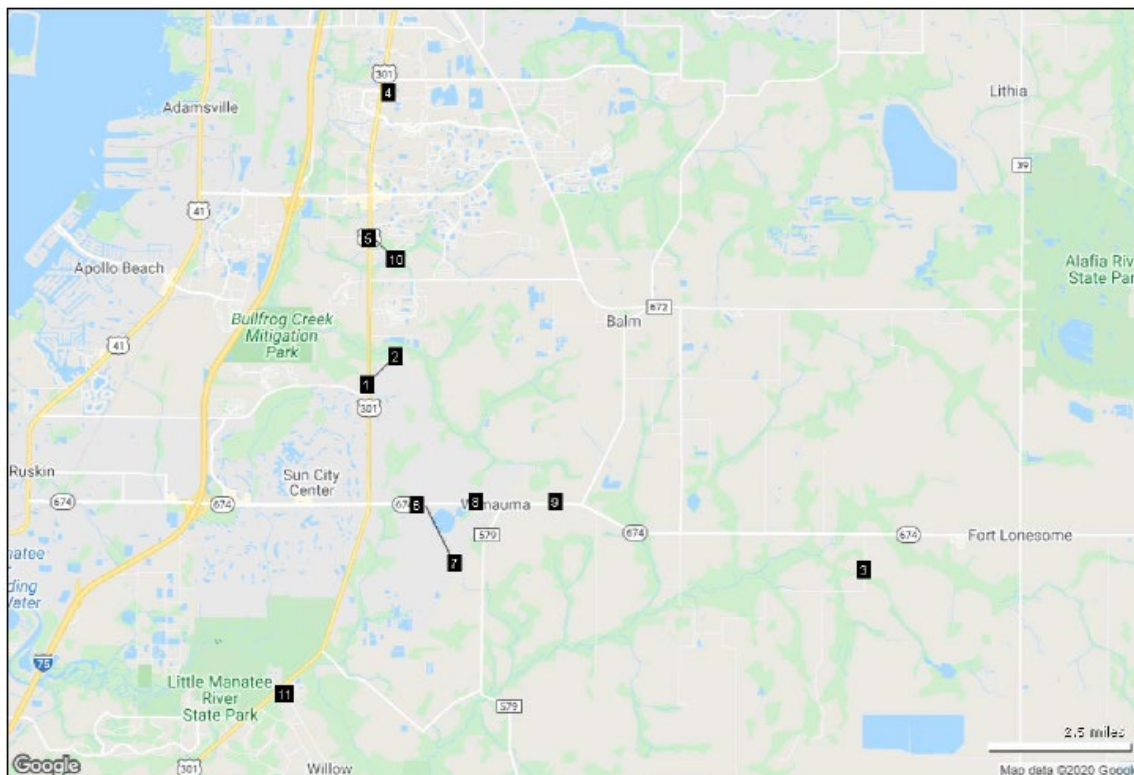
Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.

- **Annual net absorption averaged 65,930 sq. ft. per year**, with positive absorption in nine of the past 14 years. Notably, net leasing activity over the past five years was significantly greater—with nearly 222,000 sq. ft. of annual net absorption between 2014 and 2019.

Wimauma & Balm

- As illustrated in Table 26, CoStar data indicate only 106,000 sq. ft. of industrial space in **11 buildings in or adjacent to Balm and Wimauma**. These industrial properties are in scattered locations; examples include 6712 State Road 674 (built in 1976) and 10828 Bill Tucker Road (built in 1983). Primary tenancies are owner-users;
- At year-end 2019, **there was no reported vacant space among these 11 industrial properties**. In fact, the vacancy rate has been **0% for seven years (2012—2019)**, suggesting pent-up demand for new industrial space may exist in the Wimauma and Balm areas. However, vacancies ticked up slightly, to 3.5%, during the first quarter of 2020;

Figure 12: Area Industrial Properties



- While 2.07 million sq. ft. of new industrial space has been built in the larger Eastern Outlying submarket since 2006, **no new industrial space was delivered in Wimauma or Balm** during this period; and
- With such limited inventory and low/zero vacancy rates, there was **negligible net absorption in the industrial buildings in Wimauma/Balm between 2006 and 2019.**

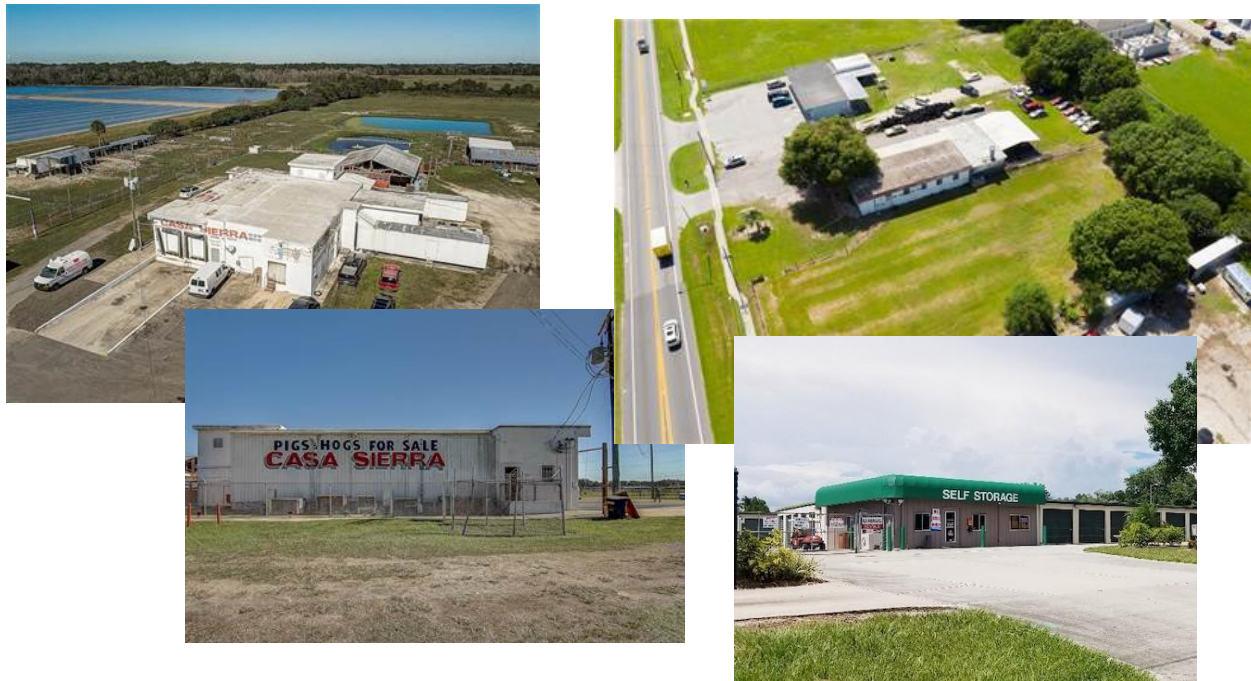


Table 26: Industrial Buildings—Wimauma & Balm (Partial Listing per CoStar, Inc.)

Property Address	Property/Tenant Name	Year Built	Building Area (SF)
Industrial & Flex			
22025 Grange Hall Loop	Bio solids Mgmt LLC	1970	-
5201 State Road 674	Turf Keepers	1954	-
6708-6712 State Road 674	Casa Sierra	1976	7,357
3119 Willow Rd	Warehouse	1975	-
5624 State Road 674		1960	1,465
5119 State Route 674	Sun City Ctr Auto Body	1978	4,786

Source: CoStar, Inc.; WTL+a, March 2020.

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Table 27: Industrial Profile—Wimauma & Balm, 2006—2019

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Industrial																		
Inventory	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	106,006	-		
As % of Eastern Outlying	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	0.9%	0.8%	0.8%			
No. of Buildings/Centers	11	11	11	11	11	11	11	11	11	11	11	11	11	11	11			
Vacant Stock	-	-	18,800	18,800	21,000	-	2,791	-	-	-	-	-	-	-	3,750	-		
Vacancy Rate	0.0%	0.0%	17.7%	17.7%	19.8%	0.0%	2.6%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3.5%			N/A
Net Absorption:	2,257	-	(18,800)	-	(2,200)	21,000	(2,791)	2,791	-	-	-	-	-	-	(3,750)	2,257	161	
Past 5 Years																		
Construction Deliveries	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
Gross Rent/SF	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		
Average Annual % Change																		N/A

Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.

Retail

- As illustrated previously in Figure 9, both Wimauma and Balm are located in CoStar’s “Eastern Outlying” retail submarket of Hillsborough County. Similar to office, this submarket encompasses the entire southeastern portion of the County generally east of I-75 and south of I-4 in Plant City to the Manatee County line;
- As illustrated in Table 28, there are 8.04 million sq. ft. of retail space in the Eastern Outlying submarket, including a significant cluster in Brandon surrounding the Westfield Mall. Retail vacancies in the submarket peaked at 9.4% during the national recession in 2009, gradually declined to stabilized-levels (below 5% vacancy) by 2015. Since 2015, retail vacancies have been at 4% or less; in effect, the Eastern Outlying retail market is at full occupancy;
- Reflecting the overall health of retail, more than 1.87 million sq. ft. of new retail space was built between 2006 and 2019. In fact, new retail space has been delivered to the Eastern Outlying submarket each year of the past 14 years; and
- Consistent with a very strong retail market, **annual net absorption averaged 128,300 sq. ft. per year**, with positive absorption in 11 of the past 14 years. Notably, net leasing activity over the past five years strengthened to nearly 144,600 sq. ft. per year between 2014 and 2019.



Table 28: Retail Profile—Eastern Outlying Submarket, 2006—2019

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Retail																		
Inventory	6,619,638	7,102,264	7,218,551	7,429,176	7,429,917	7,440,597	7,438,403	7,471,730	7,489,685	7,510,956	7,729,727	7,803,282	7,874,284	8,049,575	8,067,552	1,429,937		
No. of Buildings/Centers	586	612	626	636	638	638	640	645	648	654	656	667	676	687	691			
Vacant Stock	192,209	280,299	437,048	701,693	658,573	635,614	684,520	527,434	404,459	314,033	300,894	280,063	233,755	239,868	194,617	47,659		
Vacancy Rate	2.9%	3.9%	6.1%	9.4%	8.9%	8.5%	9.2%	7.1%	5.4%	4.2%	3.9%	3.6%	3.0%	3.0%	2.4%			0.2%
Net Absorption:	401,053	404,223	(38,942)	(54,020)	43,861	33,639	(51,100)	190,413	144,218	111,697	231,910	94,386	115,729	169,178	63,228	1,796,245	128,303	
Past 5 Years																722,900	144,580	
Construction Deliveries	382,345	484,810	116,287	210,625	15,125	12,500	23,777	33,327	21,243	21,271	230,969	73,555	69,421	184,114	17,977	1,879,369		
Overall Base Rent/SF (NNN)	\$ 13.75	\$ 17.37	\$ 20.33	\$ 16.95	\$ 14.43	\$ 14.65	\$ 12.60	\$ 12.24	\$ 11.93	\$ 12.45	\$ 12.96	\$ 14.41	\$ 15.25	\$ 16.55	\$ 18.12			1.4%
Average Annual % Change	-	26.3%	17.0%	-16.6%	-14.9%	1.6%	-14.0%	-2.9%	-2.5%	4.4%	4.1%	11.2%	5.8%	8.5%	18.8%			

Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.

Wimauma & Balm

- As illustrated in Table 29, CoStar data indicate a sizable 2.05 million sq. ft. of retail space in **126 buildings proximate to both Balm and Wimauma**. Notably, retail is clustered in the Sun City Center and Big Bend Road areas; tenancies in these locations are primarily national credit (chain-affiliated and more creditworthy) retailers. The largest national credit retailer nearest Wimauma is Wal-Mart, with 203,637 sq. ft. delivered in 2007;
- Retail vacancies peaked at 10% during the national recession in 2010. Since then, vacancy rates have declined—to full occupancy with a vacancy rate of only 1.7% in 2019. In fact, **retail vacancy rates have been below 5% since 2013**, indicating stabilized market conditions;
- Since 2006, 1.02 million sq. ft. of new retail space has been built in the Sun City/Big Bend/U.S. 301 corridor. In Wimauma, this includes the Dollar General store (9,100 sq. ft.) in 2013 and Wawa (6,119 sq. ft.), delivered in 2017;

Figure 13: Area Retail Properties—Sun City Center & Wimauma

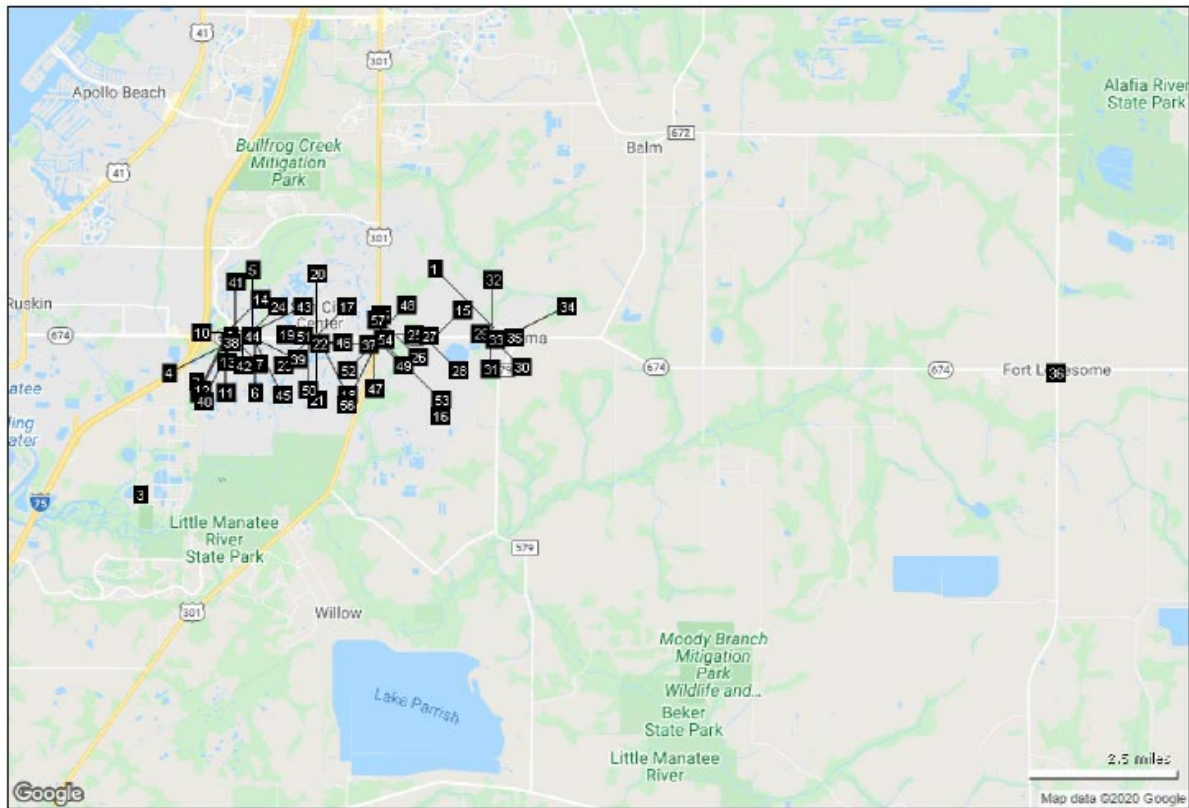
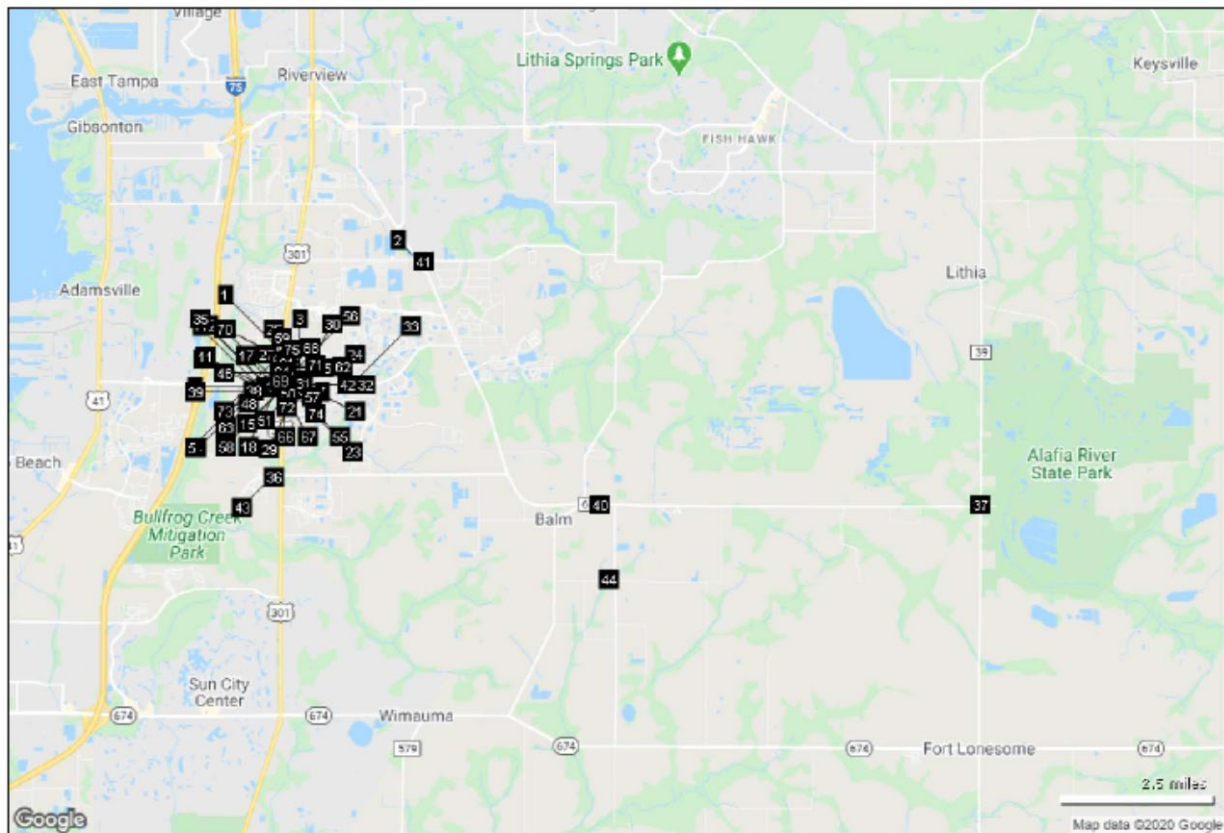


Figure 14: Area Retail Properties—Big Bend Road & Balm



- Annual net retail absorption in the Wimauma & Balm area averaged 69,700 sq. ft. per year in the 14-year period between 2006 and 2019. While there was positive net absorption in every year of the past 14 years, the pace of retail absorption declined over the past five years—to 46,000 sq. ft. per year—between 2015 and 2019; and
- Retail rents in the area *declined* between 2006 and 2019—from a peak of \$24.71 per sq. ft. (on a triple net basis whereby the retailer pays its pro rata share of operating expenses) in 2007 to \$16.09 per sq. ft. in 2019. It is not known why retail rents have declined.

Table 29: Retail Profile—Wimauma & Balm

	2006	2007	National Recession & Recovery				2012	2013	2014	2015	2016	2017	2018	2019	Q1/ 2020	Change: 2006-2019		
			2008	2009	2010	2011										Total	Ann'l Avg.	% CAGR
Retail																		
Inventory	1,085,564	1,406,236	1,490,329	1,640,742	1,664,137	1,812,367	1,812,697	1,825,855	1,843,585	1,856,441	1,871,654	1,920,968	1,965,203	2,052,286	2,061,263	966,722		
As % of Eastern Outlying	16%	20%	21%	22%	22%	24%	24%	24%	25%	25%	24%	25%	25%	25%	26%			
No. of Buildings/Centers	71	80	85	88	91	94	94	96	99	103	105	111	116	124	126			
Vacant Stock	11,847	39,494	76,073	163,561	165,662	159,708	103,635	72,932	56,775	51,615	43,006	25,320	37,687	35,040	28,496	23,193		
Vacancy Rate	1.1%	2.8%	5.1%	10.0%	10.0%	8.8%	5.7%	4.0%	3.1%	2.8%	2.3%	1.3%	1.9%	1.7%	1.4%			3.5%
Net Absorption:	32,358	293,025	47,514	62,925	21,294	154,184	56,403	43,861	33,887	18,016	23,822	67,000	31,868	89,730	15,521	975,887	69,706	
Past 5 Years																230,436	46,087	
Construction Deliveries	43,395	320,672	84,093	150,413	23,395	148,230	3,282	13,158	17,730	12,856	15,213	49,314	44,235	98,739	8,977	1,024,725		
Gross Rent/SF	\$ 16.71	\$ 24.21	\$ 22.49	\$ 14.50	\$ 13.61	\$ 13.57	\$ 14.83	\$ 13.31	\$ 14.47	\$ 13.48	\$ 13.99	\$ 17.71	\$ 17.97	\$ 16.09	\$ 18.18			-0.3%
Average Annual % Change	-	44.9%	-7.1%	-35.5%	-6.1%	-0.3%	9.3%	-10.3%	8.8%	-6.9%	3.8%	26.6%	1.4%	-10.5%	1.2%			

Source: CoStar, Inc.; Hillsborough County Economic Development; WTL+a, March 2020.



Table 30: Retail Properties in Wimauma & Balm (Partial List per CoStar, Inc.)

Property Address	Property/Tenant Name	Year Built	Building Area (SF)
Retail			
404 7th St		1978	1,932
5133 Hwy 674 Hwy	Circle K	1982	2,400
2324 W Lake Dr		1993	10,312
14809 Massey Acres Dr		1981	1,752
4920 State Road 674	Murphy USA	2008	1,178
4928 State Road 674	Wal-Mart	2007	203,637
5128 State Road 674		1998	3,668
5129 State Road 674		1976	6,247
5574 State Road 674		2007	3,180
5630 State Road 674	Mexican Restaurant	1960	1,326
5635 State Road 674	Dollar General	2013	9,100
5641 State Road 674		1950	1,274
5649 State Road 674	Auto Repair Shop	1946	1,735
5802 State Road 674	BP	1985	2,544
5914 State Road 674		1987	3,000
13838 Sweat Loop Rd	13838 Sweatloop Rd	1997	1,620
16620 S US Highway 301	Wawa	2017	6,119
16620 S US Highway 301	Outparcels-Corner Lot	2017	7,083
16640 S US Highway 301		2002	5,400
16701 S US Highway 301		1961	33,854
14809 Massey Acres Dr		1981	1,752
Subtotal - Retail:			309,113

Source: CoStar, Inc.; WTL+a, March 2020.

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5 Development Potentials

This section of the report details our analysis of real estate market potentials based on the demographic profile and evaluation of real estate market conditions. As presented in detail below, the market analysis focused on four core uses: housing (irrespective of product type), workplace (office and light industrial) and supporting services such as retail. The Planning Commission requested an evaluation of development potentials for both the WVR-2 (Wimauma) and RP-2 (Balm) zones for a five-year period between 2020 and 2025. However, WTL+a conducted a 10-year analysis that considers recent new residential development in/around the study area as well as recently-approved entitlements.

The analysis that follows reflects market opportunities *prior to the 2020 pandemic.*

Housing

As noted previously in Section 4 of this report, there has been a significant amount of new residential development in the WVR-2 and RP-2 zoning districts over the past 20 years. In fact:

- In the entire RP-2 zoning district in South County, between 2000 and 2019 **7,642 new housing units were built**, equating to an average of **382 starts per year**. Within specific locations of RP-2, Fishhawk captured 60% of the starts (4,561 units), Riverview captured almost 28% of the starts (2,106 units), and Balm captured 12% of the starts (908 units, with 635 units in RP-2);
- In the WVR-2 zoning district in Wimauma, **1,603 new housing units were built**, reflecting average annual housing starts of **80 units per year** over this 20-year period. Between 2017 and 2019, however, the pace of new housing construction in WVR-2 increased—with 825 new unit starts, equating to an average of **275 units per year over the past three years**. While WVR-2 accounted for 17% of all starts in these two zoning districts since 2000, it accounted for more than 27% of all housing starts between 2017 and 2019;
- In the Balm CP, **908 new housing units were built**, reflecting average annual housing starts of **45 units per year** over this 20-year period. Between 2017 and 2019, however, the pace of new housing construction in Balm also increased—with 621 new unit starts,

equating to an average of **207 units per year over the past three years**. Within Balm’s CP area, there were 635 unit starts in the RP-2 zoning district, accounting for 70% of all starts in the Balm CP over the past 20 years.

2,238 New Housing Units Built in WVR-2 (Wimauma) & RP-2 (Balm)
Since 2000—Equating to a Long-term Average of 112 Units per Year

To understand opportunities for future residential development in both RP-2 and WVR-2 (and to guide public policies regarding zoning and entitlements in response to the temporary Development Moratorium), WTL+a prepared a demand analysis that measures market potentials for new housing for a 10-year period between 2020 and 2030. The analysis considers the following scenarios:

WVR-2/Wimauma Housing Potentials

- **10-Year Trendline Growth Scenario**—Utilizes an annual (“straight-line”) growth rate of 3.91% per year consistent with historic *actual* population growth rates in Wimauma between 2010—2019. For purposes of this analysis, we extrapolated this growth rate through 2030.
- **20-Year Trendline Growth Scenario**—Utilizes an annual growth rate of 3.72% per year consistent with historic actual population growth rates in Wimauma between 2000—2019. We likewise extrapolated this growth rate through 2030.
- **ESRI Forecast Growth Scenario**—Utilizes an annual growth rate of 2.68% per year based on a five-year forecast of population growth as prepared by ESRI Business Analyst, a demographic forecasting service, for 2019—2024. This growth rate was extrapolated through 2030.

All three scenarios allocate market share to known residential projects (as identified by Hillsborough County) to determine the number of “unallocated” units elsewhere in WVR-2 and RP-2 that could accommodate future population/household growth, and captured as part of a revitalization strategy for Wimauma Village.

In order to determine “allocated” units, WTL+a utilized data provided by the University of South Florida, one of two planning consultants assisting the Planning Commission on the WVR-2 study. As illustrated in Figure 15, this data indicate that **three projects, with 2,393 units have been approved/entitled**. In addition, another three projects, with 1,041 units on 537 acres, are pending approval (with Planning Commission staff recommending denial).

As illustrated in Figure 16, according to USF there are approximately 2,644 “developable” acres of land in five separate locations within the WVR-2 zoning district.

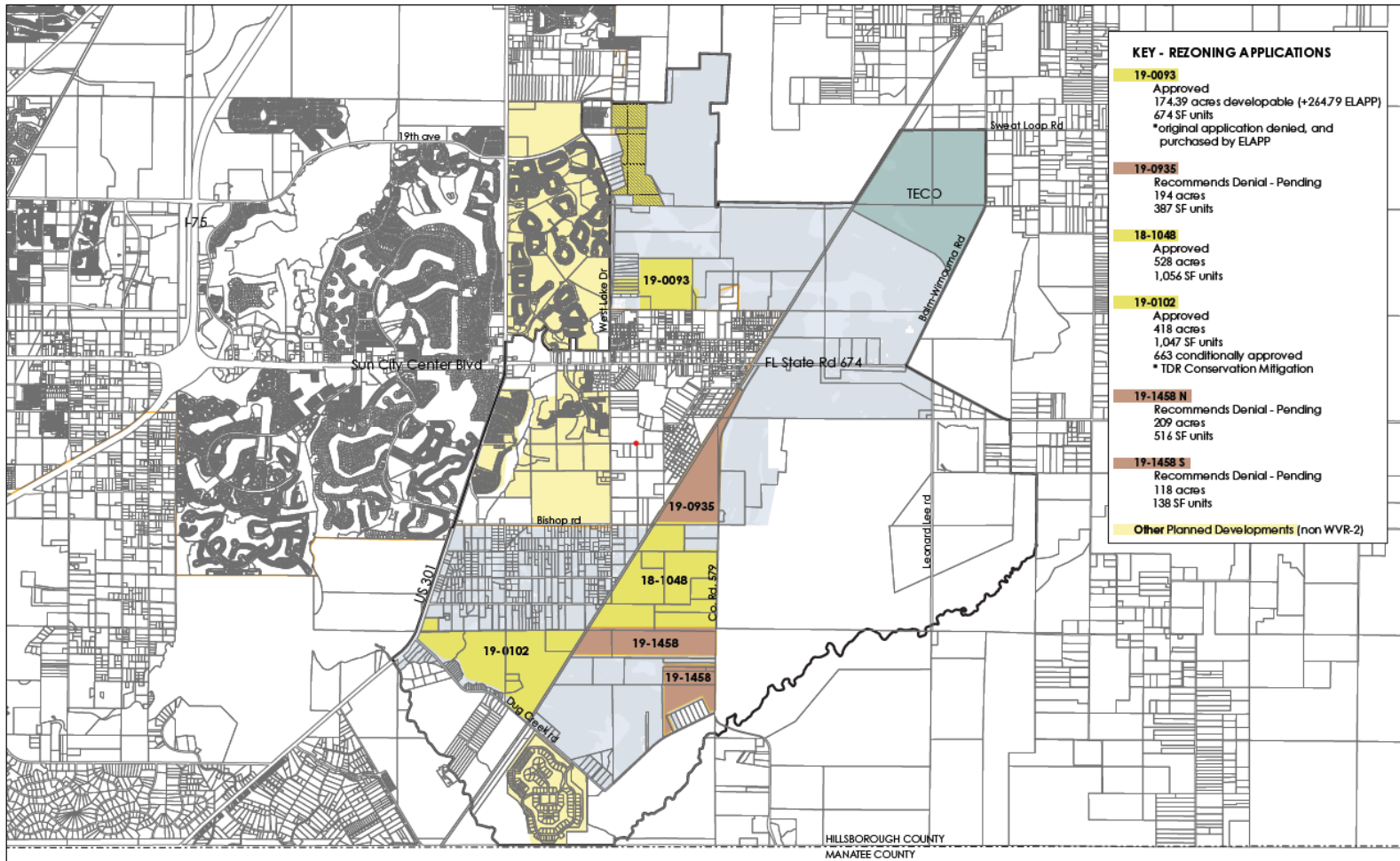
The analysis incorporates the 2,393 approved/entitled units in each of the three growth scenarios, and assumes that all 2,393 entitled units are built within the 10-year forecast period.

<p>2,393 Approved/Entitled Units & 1,041 Units in Pending PD Applications in WVR-2</p>

The housing demand analysis that follows also considers a range of household size (people per household, or PPH)—as the number of new households is a determinant of demand for new housing units. This topic was the subject of multiple discussions with Planning Commission staff about differences in average household size during the study. The effects of demographic changes (such as population growth, new households, and significant migrant and/or seasonal population patterns) are best illustrated in variations across sources regarding average household size.

For example, Planning Commission data on residential units and population by land use categories in the Wimauma Community Plan Area indicate an average household size (people per household/PPH) ranging from 3.44 to 3.67 PPH between 2010 and 2019—as compared to 4.15 to 4.21 PPH (ESRI) and an estimated average of 3.20 PPH from the 2014—2018 American Community Survey covering *portions* of the three Census tracts in the Wimauma Community Plan Area. Planning Commission staff approved the use of each, including the 4.21 PPH estimate calculated by ESRI—as more indicative of highly diverse neighborhood areas like Wimauma in order to account for seasonal agricultural workers and undocumented workers and residents.

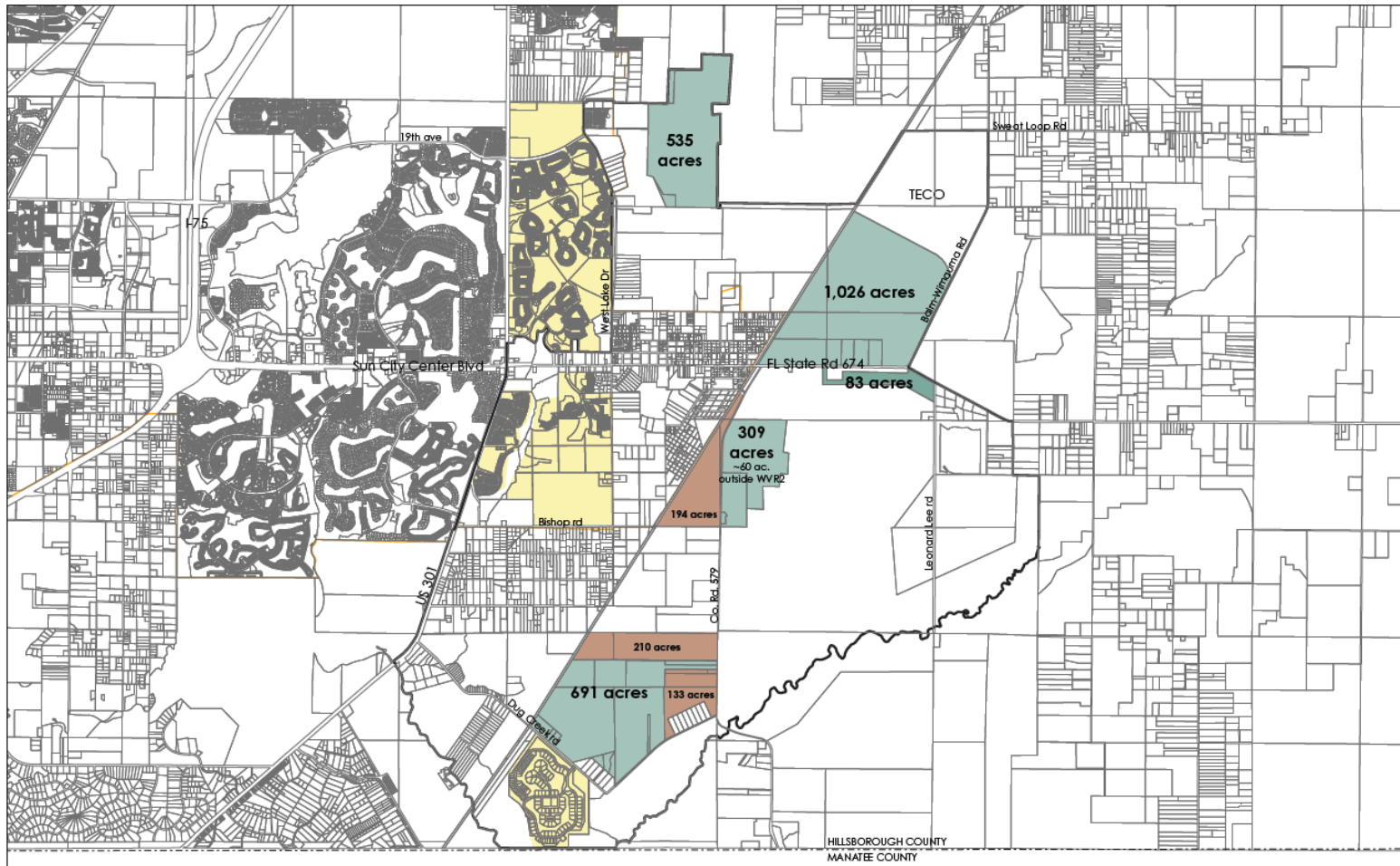
Figure 15: Approved or Pending Planned Developments in WVR-2



Wimauma Urban Service Area Boundary
WVR-2

0 0.5 1 2 Miles

Figure 16: Developable Tracts within WVR-2



- Wimauma Boundary
- Urban Service Area Boundary
- Existing Incomplete Planned Developments
- Developable Tracts within WVR-2
- Pending Entitlement Applications

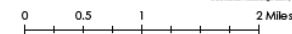


Table 31: WVR-2 Housing Potentials—10-Year Trendline Growth Scenario, 2030

Municipality	2020	10-Year Forecasts (1) (2) (3)		Persons Per Household (4)		
		2030	Population Change	ESRI	County	ACS
Scenario 1: Trendline Growth (Past 10 Years)						
Average Annual Growth Rate (2010-2019)	3.91%			4.21	3.44	3.20
Current & Future Population	9,003	13,216	4,213			
				2030 Housing Potentials (Units)		
2030 Housing Potentials:				1,001	1,225	1,317
Less Approved Residential Projects (Assumes Full Buildout)						
Application #19-0093				674	674	674
Application #18-1048				1,056	1,056	1,056
Application #19-0102				663	663	663
Subtotal - Allocated Units:				2,393	2,393	2,393
Possible Additional Units (Pending/Recommend Denial):			1,041			
Scenario 1 - Unallocated Units:				(1,392)	(1,168)	(1,076)

(1) Scenario #1 assumes that Wimauma continues to grow at the same pace it did over the past 10 years (2010-2019) of 3.91% per year.
 (2) Scenario #2 assumes that Wimauma continues to grow at the same pace it did over the past 20 years (2000 and 2019) of 3.72% per year.
 (3) Scenario #3 utilizes the 2019-2024 population growth forecasts (prepared by ESRI Business Analyst) of 2.68% per year, and applies them through 2030.
 (4) In order to convert 2030 population growth into housing units, each scenario utilizes various sources for average household size (people per household) in Wimauma in 2019, including: ESRI (4.21 persons per household); Hillsborough County (3.44 PPH); and the American Community Survey (3.20 PPH).

Source: ESRI Business Analyst; Hillsborough County Planning Commission; American Community Survey; WTL+a, revised October 2020.

- The 10-Year Trendline Growth Scenario (reflecting actual growth over the past 10 years) assumes that the 2010—2019 growth rate of 3.91% per year will continue over the next 10 years. As noted above, the analysis utilizes household size from three different sources—4.21 PPH (ESRI—to reflect neighborhood-level characteristics in Wimauma Village), 3.44 PPH (Hillsborough County 2019 data), and 3.20 PPH (estimates from the 2014—2018 American Community Survey for three Census tracts covering portions of the WVR-2 [and RP-2] zoning districts). This will support between **1,000 and 1,300+ new housing units in WVR-2 over the next 10 years**;
- As noted, the analysis also assumes that the 2,393 units in approved/entitled PD projects are built within the 10-year forecast period. If so, **approved planned development exceeds the number of market-supportable units**. That is, growth would need to continue *beyond* the 10-year forecast period to support construction of the approved PD units. **Assuming average annual absorption of 100 to 130 units per year (the 20-year average in WVR-2 is 80 units per year) would require an additional 8.2 years to absorb**

the 1,076 unit *average* (at 3.2 PPH) to 13.9 years to absorb the 1,392 unit *average* (at 4.21 PPH); and

- For all 2,393 approved units to be market-supportable within 10 years, Wimauma’s growth rate would effectively need to *double*—from 3.91% per year to approximately 6.8% to 7.8% per year—during the 10-year forecast period. Alternatively, if the past three years of WVR-2 housing starts (averaging 275 units per year) can be sustained for the next 10 years, it would require 8.7 years to absorb the 2,393 units.

Table 32: WVR-2 Housing Potentials—20-Year Trendline Growth Scenario, 2030

Municipality	2020	10-Year Forecasts (1) (2) (3)		Persons Per Household (4)		
		2030	Population Change	ESRI	County	ACS
Scenario 2: Trendline Growth (Past 20 Years)						
Average Annual Growth Rate (2000-2019)	3.72%					
Current & Future Population	9,003	12,973	3,970	4.21	3.44	3.20
				2030 Housing Potentials (Units)		
2030 Housing Potentials:				943	1,154	1,241
Less Full Buildout of Approved Residential Projects						
Approved Projects Above				2,393	2,393	2,393
Subtotal - Allocated Units:				2,393	2,393	2,393
Possible Additional Units (Pending/Recommend Denial):		1,041				
Scenario 2 - Unallocated Units:				(1,450)	(1,239)	(1,152)

(1) Scenario #1 assumes that Wimauma continues to grow at the same pace it did over the past 10 years (2010-2019) of 3.91% per year.
 (2) Scenario #2 assumes that Wimauma continues to grow at the same pace it did over the past 20 years (2000 and 2019) of 3.72% per year.
 (3) Scenario #3 utilizes the 2019-2024 population growth forecasts (prepared by ESRI Business Analyst) of 2.68% per year, and applies them through 2030.
 (4) In order to convert 2030 population growth into housing units, each scenario utilizes various sources for average household size (people per household) in Wimauma in 2019, including: ESRI (4.21 persons per household); Hillsborough County (3.44 PPH); and the American Community Survey (3.20 PPH).

Source: ESRI Business Analyst; Hillsborough County Planning Commission; American Community Survey; WTL+a, revised October 2020.

- The 20-year Trendline Growth Scenario (reflecting actual growth over the past 20 years) assumes that the 2000—2019 average annual growth rate of 3.72% per year will continue over the next 10 years. Similar to Scenario #1, the analysis utilizes household size from three different sources—4.21 PPH (ESRI—to reflect neighborhood-level characteristics in Wimauma Village), 3.44 PPH (Hillsborough County data), and 3.20 PPH (estimates from the 2014—2018 American Community Survey for three Census tracts covering *portions* of the WVR-2 [and RP-2] zoning districts). This will support between **940 and 1,240 new housing units in WVR-2 over the next 10 years**; (94 units to 124 units per year);

- Scenario #2 also assumes that the 2,393 units in approved/entitled PD projects are built within the 10-year forecast period. If so, **approved planned development exceeds the number of market-supportable units**. That is, growth would need to continue *beyond* the 10-year forecast period to support construction of the approved PD units. **Assuming average annual absorption of 94 to 124 units per year (the 20-year average in WVR-2 is 80 units per year) would require an additional 9.3 years to absorb the 1,152 unit overage (at 3.2 PPH) to 15 years to absorb the 1,450 unit overage (at 4.21 PPH);** and
- For all 2,393 approved units to be market-supportable within 10 years, Wimauma’s growth rate in Scenario #2 would also need to increase—from 3.72% per year to a range of 6.5% to 8.2% per year—during the 10-year forecast period. Alternatively, if the past three years of WVR-2 housing starts (averaging 275 units per year) can be sustained, it will require 8.7 years to absorb the 2,393 units.

Table 33: WVR-2 Housing Potentials—ESRI Forecast Growth Scenario, 2030

Municipality	2020	10-Year Forecasts (1) (2) (3)		Persons Per Household (4)		
		2030	Population Change	ESRI 4.21	County 3.44	ACS 3.20
Scenario 3: ESRI 5-Year Forecast (Extrapolated for 10 Years)						
Average Annual Growth Rate (ESRI 2019-2024)	2.68%					
Current & Future Population	9,003	11,727	2,724	4.21	3.44	3.20
2030 Housing Potentials:				2030 Housing Potentials (Units)		
Less Full Buildout of Approved Residential Projects				647	792	851
Approved Projects Above				2,393	2,393	2,393
Subtotal - Allocated Units:				2,393	2,393	2,393
Possible Additional Units (Pending/Recommend Denial):		1,041				
Scenario 3 - Unallocated Units:				(1,746)	(1,601)	(1,542)

(1) Scenario #1 assumes that Wimauma continues to grow at the same pace it did over the past 10 years (2010-2019) of 3.91% per year.
 (2) Scenario #2 assumes that Wimauma continues to grow at the same pace it did over the past 20 years (2000 and 2019) of 3.72% per year.
 (3) Scenario #3 utilizes the 2019-2024 population growth forecasts (prepared by ESRI Business Analyst) of 2.68% per year, and applies them through 2030.
 (4) In order to convert 2030 population growth into housing units, each scenario utilizes various sources for average household size (people per household) in Wimauma in 2019, including: ESRI (4.21 persons per household); Hillsborough County (3.44 PPH); and the American Community Survey (3.20 PPH).

Source: ESRI Business Analyst; Hillsborough County Planning Commission; American Community Survey; WTL+a, revised October 2020.

- The ESRI Forecast Growth Scenario applies the forecast average annual growth rate for the Wimauma Community Plan Area as identified by ESRI Business Analyst of 2.68% per year

for 2019—2024, and assumes that rate will continue over the next 10 years. Similar to the other two scenarios, Scenario #3 also utilizes household size from three different sources—4.21 PPH (ESRI—to reflect neighborhood-level characteristics in Wimauma Village), 3.44 PPH (Hillsborough County data), and 3.20 PPH (estimates from the 2014—2018 American Community Survey for three Census tracts covering *portions* of the WVR-2 [and RP-2] zoning districts). This will support between **640 and 850 new housing units in WVR-2 over the next 10 years**; (roughly 65 units to 85 units per year);

- The analysis also assumes that the 2,393 units in approved/entitled PD projects are built within the 10-year forecast period. If so, **approved planned development exceeds market-supportable units**. That is, growth would need to continue well beyond the 10-year forecast period to support construction of the approved PD units. **Assuming average annual absorption of 65 to 85 units per year (the 20-year average in WVR-2 is 80 units per year) would require an additional 18 years to absorb the 1,542 unit overage (at 3.2 PPH) to 27 years to absorb the 1,746 unit overage (at 4.21 PPH)**; and
- Similar to the other two scenarios, for all 2,393 approved units to be market-supportable within 10 years, Wimauma’s growth rate in Scenario #3 would need to *triple*—from 2.68% per year to 6.7% to 7.9% per year—during the 10-year forecast period. Alternatively, if the past three years of WVR-2 housing starts (275 units per year) can be sustained, it will require 8.7 years to absorb the 2,393 units.

Developable Land in WVR-2 & Years to Buildout

WTL+a also evaluated the amount of net developable land in WVR-2 to supplement our housing demand analysis. Based on information provided by the Planning Commission and Hillsborough County’s Development Services Department, **WVR-2 includes 4,940 developable acres that would allow more than 9,360 new dwelling units under current zoning**. In addition, there are **2,181 acres of other developable land in the Wimauma planning area located *outside* of the WVR-2 zoning district**. The analysis below focuses only on the 4,940 developable acres with WVR-2 zoning.

Table 34: Developable Land in WVR-2 & Estimated Years to Buildout

Developable Parcels in WVR-2	Acres	Estimated Allowable Units @ 2 Units/Acre	Average Annual Housing Starts	
			Past 3 Years (2017-2019) @ Units Per Year	Past 20 Years (2000-2019) @ Units Per Year
			275	80
			Years to Buildout	Years to Buildout
Parcels less than 10 Acres (1 DU/5 Gross Acres)	285.63	57	0.2	0.7
Parcels with 10+ Acres (2 DU/1 Gross Acre)	4,654.85	9,310	34	116
Total:	4,940.48	9,367	34	117
		(1)		

(1) As defined by Hillsborough County, clustering at a minimum of 3.5 dwelling units per net acre on at least 10.0 acres is required to obtain the maximum gross density of two dwelling units per gross acre. Otherwise, the gross residential density may not exceed one dwelling unit per five gross acres.

Source: Hillsborough County Planning Commission; WTL+a, August 2020.

According to Hillsborough County, developable land is defined as acreage whose Existing Land Use category is Agriculture (AG) or Vacant (VAC, VAR, VAN), and excludes the portion that is defined as Wetland.

As illustrated in Table 34, **even at a *sustained* accelerated pace of new residential development as has occurred over the past three years (2017 to 2019), averaging 275 annual housing starts, it would take as many as 34 years to achieve buildout at this annual pace to absorb already allowed capacity in WVR-2 alone**, without adding any new development sites or entitlements. Alternatively, if housing starts continue at their historic 20-year pace of 80 units per year, it would take fully 117 years to achieve buildout.

RP-2/Balm Housing Potentials

The housing demand analysis for RP-2/Balm includes two growth scenarios:

- **20-Year Trendline Growth Scenario**—Utilizes an annual growth rate of 3.64% per year consistent with historic actual population growth rates in Balm between 2000—2019. We likewise extrapolated this growth rate through 2030.
- **ESRI Forecast Growth Scenario**—Utilizes an annual growth rate of 1.91% per year based on a five-year forecast of population growth as prepared by ESRI Business Analyst, a demographic forecasting service, for 2019—2024. This growth rate was extrapolated through 2030.

These scenarios allocate market share to known residential projects (as identified by Hillsborough County) to determine the number of “unallocated” units elsewhere in RP-2 that could accommodate future population/household growth. According to County data, **there are 1,355 units in approved/entitled planned developments in RP-2/Balm.**

Similar to WVR-2, the housing demand analysis for RP-2 that follows also considers a range of household size (people per household, or PPH)—as the number of new households is a determinant of demand for new housing units. This topic was the subject of multiple discussions with Planning Commission staff about differences in average household size during the study. The effects of demographic changes (such as population growth, new households, and significant migrant and/or seasonal population patterns) are best illustrated in variations across sources regarding average household size.

Table 35: RP-2 Housing Potentials—20-Year Trendline Growth Scenario, 2030

Municipality	2020	10-Year Forecasts (1) (2)		Persons Per Household (3)		
		2030	Population Change	ESRI	County	ACS
				3.77	-	3.20
Scenario 1: Trendline Growth (Past 20 Years)						
Average Annual Growth Rate (2000-2019)	3.64%					
Current & Future Population	3,082	4,406	1,324	3.77	-	3.20
				2030 Housing Potentials (Units)		
2030 Housing Potentials:				351	-	414
Less Full Buildout of Approved Residential Projects				1,355	-	1,355
Scenario 1 - Unallocated Units:				(1,004)	-	(941)

(1) Scenario #1 assumes that Balm continues to grow at the same pace it did over the past 20 years (2000-2019) of 3.64% per year.
 (2) Scenario #2 utilizes the 2019-2024 population growth forecasts (prepared by ESRI Business Analyst) of 1.91% per year, and applies them through 2030.
 (3) In order to convert 2030 population growth into housing units, both scenarios utilize various sources for average household size (people per household) in Balm in 2019, including: ESRI (3.77 persons per household); and the American Community Survey (3.20 PPH).

Source: ESRI Business Analyst; Hillsborough County Planning Commission; American Community Survey; WTL+a, revised December 2020.

- As illustrated in Table 35, the 20-year Trendline Growth Scenario (reflecting actual growth over the past 20 years) assumes that the 2000—2019 average annual growth rate of 3.64% per year will continue over the next 10 years. The analysis utilizes household size from two different sources—3.77 PPH (ESRI), and 3.20 PPH (estimates from the 2014—2018 American Community Survey for three Census tracts covering *portions* of the RP-2 zoning district). This will support between **350 and 414 new housing units in RP-2 over the next 10 years** (roughly 35 to 40 units per year);
- According to Hillsborough County, recently-approved Planned Developments in Balm/RP-2 have entitlements to build 1,355 new housing units. The analysis assumes that the 1,355 units in approved/entitled PD projects are built within the 10-year forecast period. If so, **approved planned development exceeds market-supportable units**. That is, growth would need to continue well beyond the 10-year forecast period to support construction of the approved PD units. **Assuming average annual absorption of 40 to 50 units per year (the 20-year average in RP-2 is 45 units per year) would require more than 20 years to absorb the 1,000+ unit overage (at 3.77 PPH) and the 940 unit overage (at 3.20 PPH);**
- For all 1,355 approved units to be market-supportable within 10 years, Balm’s growth rate in Scenario #1 would need to more than *double*—from 3.64% per year to 9% to 10% per

year—during the 10-year forecast period. Alternatively, if the past three years of RP-2 housing starts (207 units per year) can be sustained, it will require significantly less time—between six and seven years—to absorb the 1,355 units;

- As illustrated in Table 36, the ESRI Forecast Growth Scenario applies the forecast average annual growth rate for the Balm Community Plan Area as identified by ESRI Business Analyst of 1.91% per year for 2019—2024, and assumes that rate will continue over the next 10 years. Similar to the first scenario, this scenario also utilizes household size from two different sources—3.77 PPH (ESRI), and 3.20 PPH (estimates from the 2014—2018 American Community Survey for three Census tracts covering *portions* of the RP-2 zoning district). This lower (forecast) growth rate would support between **170 and 200 new housing units in RP-2 over the next 10 years**;

Table 36: RP-2 Housing Potentials—ESRI Growth Forecast Scenario, 2030

Municipality	2020	10-Year Forecasts (1) (2)		Persons Per Household (3)		
		2030	Population Change	ESRI 3.77	County -	ACS 3.20
Scenario 2: ESRI 5-Year Forecast (Extrapolated for 10 Years)						
Average Annual Growth Rate (2019-2024)	1.91%					
Current & Future Population	3,082	3,724	642	3.77	-	3.20
				2030 Housing Potentials (Units)		
2030 Housing Potentials:				170	-	201
Less Full Buildout of Approved Residential Projects				1,355	-	1,355
Scenario 2 - Unallocated Units:				(1,185)	-	(1,154)

(1) Scenario #1 assumes that Balm continues to grow at the same pace it did over the past 20 years (2000-2019) of 3.64% per year.
 (2) Scenario #2 utilizes the 2019-2024 population growth forecasts (prepared by ESRI Business Analyst) of 1.91% per year, and applies them through 2030.
 (3) In order to convert 2030 population growth into housing units, both scenarios utilize various sources for average household size (people per household) in Balm in 2019, including: ESRI (3.77 persons per household); and the American Community Survey (3.20 PPH).

Source: ESRI Business Analyst; Hillsborough County Planning Commission; American Community Survey; WTL+a, revised December 2020.

- The analysis in Scenario #2 for Balm also assumes that the 1,355 units in approved/entitled PD projects are built within the 10-year forecast period. Similarly, **approved planned development exceeds market-supportable units**. That is, growth would need to continue well beyond the 10-year forecast period to support construction of the approved PD units. **Assuming average annual absorption of 40 to 50 units per year (the 20-year average**

in RP-2 is 45 units per year) would require roughly 25 to 26 years to absorb the 1,185 unit *overage* (at 3.77 PPH) and 1,154 unit *overage* (at 3.20 PPH); and

- For all 1,355 approved units to be market-supportable within 10 years, Balm’s growth rate in Scenario #2 would need to more than *quadruple*—from 1.91% per year to 9% to 10% per year—during the 10-year forecast period. Alternatively, if the past three years of RP-2 housing starts (207 units per year) can be sustained, it will require significantly less time—between five and six years—to absorb the 1,355 units.

Developable Land in RP-2 & Years to Buildout

WTL+a also evaluated the amount of net developable land in RP-2 to supplement our housing demand analysis. Based on updated information provided by the Planning Commission and Hillsborough County’s Development Services Department, the proposed “Balm Village Plan Area” (which includes the RP-2 zoning district around Balm), contains 2,701 acres designated as approved or vacant developable. However, approximately 800 acres were removed from this vacant category with the October 2020 sale of the “Ag-Mart” property, leaving 1,951 acres of net vacant developable land. As illustrated in Table 37, **assuming an average of two dwelling units per acre, the developable acreage could accommodate a *minimum* of 3,900 new dwelling units.**

Even at a *sustained* accelerated pace of new residential development as has occurred over the past three years (2017 to 2019), averaging 207 annual housing starts, it would take approximately 19 years to achieve buildout at this annual pace and absorb already allowed capacity in the proposed Balm Village Plan Area/RP-2, without adding any new development sites or entitlements. Alternatively, if housing starts continue at their historic 20-year pace of 45 units per year, it would take fully 86 years to achieve buildout.

From a market demand point of view, this does *not* justify re-zoning or increasing allowable densities in areas not planned to accommodate more units per acre.

Table 37: Updated Developable Land in RP-2 & Estimated Years to Buildout

Developable Parcels in RP-2 (1)	Acres	Estimated Allowable Units @ 2 Units/Acre	Average Annual Housing Starts	
			Past 3 Years (2017-2019) @ Units Per Year	Past 20 Years (2000-2019) @ Units Per Year
Approved	950	1,900	207	45
Vacant	1,751	-	-	-
Less Ag-Mart Land Sale	(800)	-	-	-
Net Vacant:	952	1,903	9	42
Other Acreage	50	100	0.5	2
Total:	1,951.5	3,903	19	86

(1) Vacant developable parcels in RP-2 do not include ELAPP lands (including Ag-Mart transaction); total acreage includes parcels with partial vacant developable land.

Source: Hillsborough County Planning Commission; WTL+a, revised December 2020.

Workplace—Office

Knowledge-based industries like finance, software, business and management consulting services, market and communications, professional/business services such as accountants, legal and medical and other similar businesses house most of their employees in commercial office buildings.

The first step in measuring support for new multi-tenant/speculative office space in the Wimauma study area examines market potentials for office use in Hillsborough County, and allocates demand to Wimauma/WVR-2. The analysis translates employment forecasts (for 2019—2027) among specific industry sectors in Hillsborough County (as prepared by the Florida Department of Economic Opportunity/DEO), into demand for office space by applying an occupancy factor (of occupied space per employee) and estimates the proportion of employees in each sector who are office workers. We note that **DEO employment forecasts are issued for eight-year periods.**

The analysis also considers demand generated by other market factors, such as vacancy adjustments, part-time/self-employed individuals (who may or may not occupy multi-tenant office space), and cumulative replacement; these estimates either increase or reduce future demand for office space. Cumulative replacement, for example, considers tenants that move when a building is removed from the inventory due to physical and/or functional obsolescence.

We note that assumptions pertaining to occupancy factors *may* be overstated. Since the 2007—2009 recession, office-using businesses have been reducing office occupancies, in some cases by significant amounts. Historically, the commercial real estate industry has used an average occupancy factor of 250 sq. ft. per office employee. However, according to a 2017 study by REIS, Inc. (a national commercial real estate database) the amount of office space per employee has been steadily declining in each successive business cycle after a recession. REIS data indicate that, in the national economic expansion of the late 1990s, a new office employee was typically associated with approximately 175 sq. ft. of additional office space. During the early- and mid-2000s (until the 2007—2009 recession), the typical employee was associated with approximately 125 sq. ft. of additional office space. Since 2010, however, each added/new employee has been associated with only about 50 sq. ft. of additional office space. This is particularly notable in space-efficient industries like software and professional/business services, which have been the strongest growing sectors in the current business cycle. Moreover, hoteling and remote work-arrangements, where employees share space rather than having dedicated offices or cubicles, enables companies to accommodate even more workers in a given amount of occupied space.

Another study by CoStar, Inc., an international commercial real estate database, indicates that **the amount of office space occupied per employee dropped to 182 sq. ft. per worker in 2017 from 197.3 sq. ft. in 2010.** According to the annual 2018 Experience Exchange Report (EER), prepared by the Building Owners & Managers Association, the average occupancy factor for office employees in 2018 was 288 sq. ft. per employee on a *rentable* basis (rentable includes all common areas of a building). However, after netting out a common area factor (typically 30% to 35%), the **usable occupancy factor for office employees is in the range of 187 to 202 sq. ft. per employee.**

The analysis of market potentials for speculative/multi-tenant office space is illustrated in Table 38 and Table 39, and summarized below:

WTL + a

Hillsborough County

- The Florida Department of Economic Opportunity/DEO forecasts suggest that Hillsborough County will add almost **59,500 new jobs between 2019 and 2027**;
- The analysis indicates potential *gross* demand for 6.24 million sq. ft. of office space across the county between 2019 and 2027. This estimate is based on an average occupancy factor of 180 sq. ft. per office employee, generated by growth in office-using jobs comprising roughly 46% of all jobs. This is inclusive of adjustments related to vacancy, cumulative (building) replacements, tenant churn, etc.;
- From a financing perspective, however, some portion of the County's existing 3.71 million sq. ft. of vacant office space would need to be leased before new office space could be financed. It is also not known how much of the remaining existing vacant inventory suffers from physical and/or functional obsolescence, will be converted to other uses such as residential, or could be demolished; and
- For purposes of this analysis, WTL+a conservatively assumes that 35% of Hillsborough County's vacant office inventory is leased before financing is provided for new office construction. This serves to reduce the County's office vacancy rate to roughly 8% from current levels, and lowers **demand generated by job growth in office-using sectors to approximately 4.94 million sq. ft. of net new space by 2027. This reflects market opportunities prior to the 2020 pandemic.**

Table 38: Office Potentials—Hillsborough County, 2019—2027

Industry Sector	New Jobs 2019-2027	% Office- Using	SF Occupancy Factor	2027 Demand (In SF)
Hillsborough County				
Agriculture & Mining	(762)	10%	150	(11,400)
Construction	4,253	15%	150	95,700
Manufacturing	961	15%	175	25,200
Transp/Communications/Utilities	1,887	25%	175	82,600
Wholesale & Retail Trade	1,687	15%	175	44,300
Finance/Insurance/Real Estate Services	6,958	90%	200	1,252,400
Professional, Scientific & Technical Services	11,958	90%	225	2,421,500
Management of Companies & Enterprises	1,797	60%	200	215,600
Administrative & Waste Management	2,272	30%	175	119,300
Educational Services	2,194	20%	175	76,800
Health Care & Social Assistance	13,912	30%	200	834,700
Arts, Entertainment & Recreation	1,488	15%	175	39,100
Accommodation & Food Services	5,503	10%	150	82,500
Other Services (Except Government)	1,908	30%	175	100,200
Government	(549)	50%	150	(41,200)
Self-Employed	4,022	30%	175	211,200
Total/Weighted Average:	59,489	46%	180	5,548,500
+ Vacancy Adjustment @		5%	(1)	277,400
+ Cumulative Replacement Demand		7.5%	(2)	416,100
2027 Gross Demand - Hillsborough County:				6,242,000
Existing Vacant Office Space		3,716,769		
- Lease-up Required @	35%	(1,300,869)	(3)	(1,300,869)
Remaining Vacant Space:		2,415,900		
% Vacant		7.8%		
2027 Net Demand (Rounded, In SF):				4,941,100

- (1) This allows for a 5% "frictional" vacancy rate in new office space delivered to the market (i.e., this accounts for tenant movement to new space).
- (2) This represents new space required by existing businesses to replace obsolete or otherwise unusable office space. This is assumed to represent 7.5% of total demand.
- (3) From a financing perspective, some portion of existing vacant office space in Hillsborough County will need to be leased before financing of new construction is viable. The analysis assumes that 35% of existing vacant office space is leased, thereby reducing the overall vacancy rate to approximately 7.8%.
- (4) This reflects market conditions and potentials prior to the Coronavirus pandemic.

Source: Florida Dept. of Economic Opportunity; CoStar, Inc.; Cushman & Wakefield, Inc.; WTL +a, April 2020.

Wimauma & Balm

The next step in the analysis is illustrated in Table 39, which estimates market potentials for speculative/multi-tenant office space in WVR-2 and RP-2 based on their current share of countywide employment.

- With an estimated 954 employees working in Wimauma and 403 employees working in Balm, their share of the County's total jobs is a nominal 0.14% and 0.08%, respectively;
- Under this "fair share" analysis, each area would continue to capture 0.14% and 0.08% of future countywide job growth, which would result in only 86 new employees in Wimauma. Assuming similar (countywide) proportions of office-using jobs (46%) and occupancy factors (180 sq. ft. per employee) translates into **gross demand generated by job growth in office-using sectors of only 7,100 sq. ft. of office space in Wimauma over the next eight years;**
- Under this "fair share" analysis, Balm would continue to capture 0.08% of future countywide job growth, which would result in only 47 new employees by 2027. This translates into **gross demand generated by job growth in office-using sectors of only 3,900 sq. ft. of office space in Balm over the next eight years;**
- We note that the countywide weighted average for office-using employment is disproportionately weighted toward the Professional Services and Healthcare sectors. These sectors are not likely to locate in Wimauma or Balm to any large degree; therefore, the proportion of office-using employment is likely to be lower, which will reduce demand potentials; and
- From a financing perspective, some portion of the study area's existing vacant office space (30,765 sq. ft.) would typically need to be leased before new office space could be financed. Since the area's office market is already nearing stabilized levels (i.e., vacancy rates of 5% or less), a deduction off of gross supportable demand was not necessary.

Table 39: Office Potentials—Wimauma & Balm, 2019—2027

Industry Sector	New Jobs 2019-2027	% Office- Using	SF Occupancy Factor	2027 Demand (In SF)
Wimauma/WVR-2				
Total Employment			(5)	954
<i>As % of Hillsborough County (12-Year Average)</i>				0.14%
Fair Share Analysis				
2019-2027 Employment Growth (If Fair Share Maintained)				86
% Office-using Jobs			(6)	46%
SF Occupancy Factor				180
2027 Gross Demand - Wimauma:				
Existing Vacant Office Space			30,765	7,100
- Lease-up Required @	0%		-	-
Remaining Vacant Space:			30,765	
% Vacant			5.8%	
2027 Net Demand (Rounded, In SF):				7,100
Balm/RP-2				
Total Employment			(5)	403
<i>As % of Hillsborough County (12-Year Average)</i>				0.08%
Fair Share Analysis				
2019-2027 Employment Growth (If Fair Share Maintained)			(6)	47
% Office-using Jobs				46%
SF Occupancy Factor				180
2027 Gross Demand - Balm:				
Existing Vacant Office Space			30,765	3,900
- Lease-up Required @	0%		-	-
Remaining Vacant Space:			30,765	
% Vacant			5.8%	
2027 Net Demand (Rounded, In SF):				3,900

(5) This reflects the 12-year average of both area's share of all jobs in Hillsborough County. The analysis assumes that each maintains its "fair share" of the County's total employment base in the future.

(6) We note that the countywide weighted average for office-using employees is disproportionately weighted to reflect the Professional, Business & Technical Services and Healthcare sectors. These sectors are not likely to locate in Wimauma or Balm to any large degree; therefore, the proportion of office-using employment is likely to be lower.

Source: Florida Dept. of Economic Opportunity; CoStar, Inc.; Cushman & Wakefield, Inc.; WTL +a, May 2020.

Workplace—Industrial

The analysis of market potentials for speculative/multi-tenant industrial space is illustrated in Table 40 and Table 41, and summarized below:

Hillsborough County

- As noted previously, DEO's forecast suggest almost 59,500 new jobs in Hillsborough County over the next eight years;
- The analysis indicates potential *gross* demand for more than 10.8 million sq. ft. of industrial space across Hillsborough County between 2019 and 2027. This estimate is based on an average occupancy factor of 619 sq. ft. per industrial employee, generated by growth in industrial-using jobs comprising roughly 23% of all jobs. This is inclusive of adjustments related to vacancy, cumulative (building) replacements, tenant churn, etc.;
- From a financing perspective, however, some portion of the County's existing 5.59 million sq. ft. of vacant industrial space would need to be leased before new space could be financed. It is also not known how much of the remaining existing vacant inventory suffers from physical and/or functional obsolescence or could be demolished; and
- For purposes of this analysis, WTL+a conservatively assumes that 30% of Hillsborough County's vacant industrial inventory would need to be leased before financing is provided for new construction. This serves to reduce the County's industrial vacancy rate to roughly 5% (i.e., stabilization) from current levels, and lowers **demand generated by job growth in industrial-using sectors to approximately 9.1 million sq. ft. of *net new* industrial space by 2027. This reflects market opportunities prior to the 2020 pandemic.**

Table 40: Industrial Potentials—Hillsborough County, 2019—2027

Industry Sector	New Jobs 2019-2027	% Industrial- Using	SF Occupancy Factor	2027 Demand (In SF)
Hillsborough County				
Agriculture & Mining	(762)	35%	500	(133,400)
Construction	4,253	70%	750	2,232,800
Manufacturing	961	85%	500	408,400
Transp/Communications/Utilities	1,887	75%	1,100	1,556,800
Wholesale Trade	492	75%	1,000	369,000
Retail Trade	1,195	20%	1,000	239,000
Finance/Insurance/Real Estate Services	6,958	10%	350	243,500
Professional, Scientific & Technical Services	11,958	5%	550	328,800
Management of Companies & Enterprises	1,797	20%	550	197,700
Administrative & Waste Management	2,272	35%	850	675,900
Educational Services	2,194	20%	500	219,400
Health Care & Social Assistance	13,912	15%	650	1,356,400
Arts, Entertainment & Recreation	1,488	15%	400	89,300
Accommodation & Food Services	5,503	20%	750	825,500
Other Services (Except Government)	1,908	45%	650	558,100
Government Self-Employed	(549) 4,022	10% 25%	500 500	(27,500) 502,800
Total/Weighted Average:	59,489	23%	619	9,642,500
+ Vacancy Adjustment @		5%	(1)	482,100
+ Cumulative Replacement Demand		7.5%	(2)	723,200
2027 Gross Demand - Hillsborough County:				10,847,800
Existing Vacant Industrial Space			5,597,236	
- Lease-up Required @	30%		(1,679,171)	(1,679,171)
Remaining Vacant Space:			3,918,065	
% Vacant			4.9%	
2027 Net Demand (Rounded, In SF):				9,168,600

- (1) This allows for a 5% "frictional" vacancy rate in new industrial space delivered to the market (i.e., this accounts for tenant movement to new space).
- (2) This represents new space required by existing businesses to replace obsolete or otherwise unusable industrial space. This is assumed to represent 7.5% of total demand.
- (3) From a financing perspective, some portion of existing vacant industrial space in Hillsborough County will need to be leased before financing of new construction is viable. The analysis assumes that 30% of existing vacant industrial space is leased, thereby reducing the overall vacancy rate to stabilized levels (approximately 5%).
- (4) This reflects market conditions and potentials prior to the Coronavirus pandemic.

Source: Florida Dept. of Economic Opportunity; CoStar, Inc.; Cushman & Wakefield, Inc.; WTL +a, April 2020.

Wimauma & Balm

The next step in the analysis is illustrated in Table 41, which estimates market potentials for speculative/multi-tenant industrial space based on the study area's current share of countywide employment.

- With an estimated 954 employees working in Wimauma and 403 employees working in Balm, their share of the County's total jobs is a nominal 0.14% and 0.08%, respectively;
- Under this "fair share" analysis, Wimauma would continue to capture 0.14% of future countywide job growth, or approximately 86 new employees, by 2027. While the countywide share of industrial-using employment is estimated at 23%, the share for the study area was increased to 35% to reflect the following:
 - Low land costs
 - Frontage of State Road 674
 - Relative proximity to I-75, and
 - Availability of large tracts of land
- Thus, assuming a 35% share of industrial-using jobs and a 619 sq. ft. employee occupancy factor translates into **gross demand for roughly 19,600 sq. ft. of industrial space in Wimauma over the next eight years;**
- Similarly, under this "fair share" analysis, Balm would continue to capture 0.08% of future countywide job growth, which would result in only 47 new employees by 2027. This translates into **gross demand generated by job growth in industrial-using sectors of 10,800 sq. ft. of industrial space in Balm over the next eight years;**
- Potential tenancies could include agricultural food processing/handling or small/price sensitive assembly or manufacturing businesses; and
- From a financing perspective, some portion of the study area's existing vacant industrial space would typically need to be leased before new industrial space could be financed. Since the area's industrial market has a vacancy rate of 0%, a deduction off of gross supportable demand was not necessary. As noted previously in Table 27 in Section 4/Real

Estate Market Conditions, the industrial vacancy rate in Wimauma and Balm has been 0% for the past seven years (although it has increased to 3.5% in the first quarter of 2020).

Table 41: Industrial Potentials—Wimauma & Balm, 2019—2027

Industry Sector	New Jobs 2019-2027	% Office- Using	SF Occupancy Factor	2027 Demand (In SF)
Wimauma				
Total Employment			(5)	954
<i>As % of Hillsborough County (12-Year Average)</i>				0.14%
Fair Share Analysis				
2019-2027 Employment Growth (If Fair Share Maintained)				86
% Industrial-using Jobs			(6)	35%
SF Occupancy Factor				650
2027 Gross Demand - Wimauma:				19,600
Existing Vacant Industrial Space			-	
- Lease-up Required @	0%		-	-
Remaining Vacant Space:			-	
% Vacant		0.0%		
2027 Net Demand (Rounded, In SF):				19,600
Balm				
Total Employment			(5)	403
<i>As % of Hillsborough County (12-Year Average)</i>				0.08%
Fair Share Analysis				
2019-2027 Employment Growth (If Fair Share Maintained)				47
% Industrial-using Jobs			(6)	35%
SF Occupancy Factor				650
2027 Gross Demand - Balm:				10,800
Existing Vacant Industrial Space			-	
- Lease-up Required @	0%		-	-
Remaining Vacant Space:			-	
% Vacant		0.0%		
2027 Net Demand (Rounded, In SF):				10,800

(5) This reflects the 12-year average of both area's share of all jobs in Hillsborough County. The analysis assumes that each maintains its "fair share" of the County's total employment base in the future.

(6) The countywide share of industrial-using employment is estimated at 23%. The share for the study area was increased to 35% to reflect low land costs, frontage on State Road 674, relative proximity to I-75 and availability of large tracts of land that would likely be more attractive to end users of industrial space. Potential tenancies could include agricultural food processing/handling or small/price-sensitive assembly or manufacturing businesses.

Source: Florida Dept. of Economic Opportunity; CoStar, Inc.; Cushman & Wakefield, Inc.; WTL +a, April 2020.

General Retail

The context for retail in Wimauma (both in total and allocated within the five sub-areas) is framed by four principal factors:

- Available retail spending power within Wimauma Village’s existing population
- Available retail spending power generated by new residents and employees in the nearby areas surrounding Wimauma Village
- The quality and quantity of existing retail in the Village and its relative competitive position in the marketplace, and
- The quality and quantity of existing retail in the surrounding area outside the core of the Village (e.g., Sun City Center) and its relative competitive position in the marketplace.

Most existing retail businesses within the Village:

- Are located in older buildings that appear to suffer from physical and/or functional obsolescence;
- Consist primarily of local “mom & pop” businesses and/or owner occupants (i.e., no national credit tenants); and
- Occupy a relatively small amount of gross leasable area.

As a result, retail data compiled through CoStar, Inc. does not fully reflect the size of the Village’s existing offerings. As noted in Section 4, while there has been a *reported* 1,024,725 sq. ft. of retail constructed in Wimauma and Balm since 2006, the **majority of it is new construction along the Big Bend Road/U.S. Route 301 corridor with multiple national tenants** like Walmart, CVS, Publix and McDonalds. CoStar data includes only a handful of existing retail businesses in central Wimauma, such as the Dollar Store and Taqueria Los Angeles. However, **CoStar data did not include 30 of the Village’s 37 businesses.**

To more accurately reflect actual offerings, WTL+a conducted an informal ‘windshield’ survey and estimated both square footage and existing retail categories in central Wimauma, defined as the area along State Road 674—from West Lake Drive on the west to Edina Street on the east. The inventory is illustrated in Table 42.

The inventory totals 37 businesses grouped into nine categories:

- **Groceries/Market**—includes 18,770 sq. ft. of grocery stores with fuller offerings and fresh produce businesses (29% of the total)
- **Personal Services**—includes 1,225 sq. ft. of barber shops, nail salons, hair salons, dry cleaners, etc. (2% of inventory)
- **Gas Stations & Convenience Stores**—includes 5,600 sq. ft. in three businesses (9%)
- **Food & Beverage/Carryout**—includes eight food businesses occupying 9,450 sq. ft. (15%)
- **Automotive Products & Services**—includes 4,840 sq. ft. of auto parts, auto repairs, tire stores/repairs, etc. (7%)
- **Financial Institutions & Money Transfer Businesses**—the only commercial bank in Wimauma is located near the 674/U.S. Route 301 intersection, but there are two money transfer businesses in Wimauma Village with a total of 2,300 sq. ft. (4%)
- **Professional Services**—includes healthcare services, accountants and tax preparation, etc. There are four businesses occupying 4,600 sq. ft. (7%)
- **Other Retail**—includes general retail stores such as Dollar General and miscellaneous retailers selling apparel, used apparel, plumbing and other products. This category includes five businesses occupying 18,155 sq. ft. of space (28%), and
- **Vacant Space**—includes existing built space not currently occupied/for lease. There are four vacant commercial buildings/spaces totaling an estimated 7,545 sq. ft. (11.6% of total).

Across these nine categories, Wimauma includes five small markets and supermarkets, seven F&B/Carryout businesses, and four gas stations. More than 50% of the total retail space is located west of the U.S. Post Office building, arrayed across approximately a one-half mile (0.44 miles) on State Road 674. **Total retail space (including vacant space) is estimated at approximately 72,485 sq. ft.** In addition, there are two other non-retail businesses: Reedy Plumbing (2,600 sq. ft.) and William J. Hearne Wholesale (36,780 sq. ft.).

Table 42: Existing Retail Inventory—Wimauma Village

Business Name	Retail Categories								Vacant
	Groceries/ Market	Personal Services	Gas & Convenience	F&B Carryout	Auto- related	Money Transfers	Professional Services	Other Retail	
ABC Autos at 674					700				
Sun City Automotive Repair					2,400				
Wimauma Community Health Center									
FL Tropical Fish Farmers Assoc Coop								4,950	
Vacant									4,950
Sanchez Barber Shop		865							
Metro by T Mobile								865	
Vacant									865
Vacant									865
Vacant									865
Circle K/Shell Gas Station			2,400						
Taqueria Guanajuanto				700					
Jose's Fruit & Vegetables	1,250								
Cell Tech cell phone repairs							3,900		
Taqueria				800					
Log Cabin Restaurant				1,100					
Tax Land Tax Service							150		
Fruitas el Mangazo (food stall)									
Teinda de los Primos Supermarket	7,220								
Dollar General Stores								9,100	
El Mariachi Loco 3						1,800			
Cubano Loco Supermarket	940								
South Shore Tire Store/Garcia's Auto Ctr.					400				
Boost Mobile Phones								360	
Barber Shop		360							
Taqueria									
Los Angeles Mexican Food				1,440					
Wesco Gas Station			800						
Ana's Taqueria Takeout				800					
Money transfers						500			
Ali's Snacks									
Taqueria Arreola			-	160					
Eyna's Tax Services							550		
Primo's Gas and Convenience Store			2,400						
Wimauma Auto Parts					1,340				
La Fruiteria Mexicana	840								
Garcia's Bakery			-	2,530					
Wimauma Supermarket	8,520								
Used clothing, crates and boxes								2,880	
Taqueria Restaurant El Sol			-	1,920					
Subtotal (By Category):	18,770	1,225	5,600	9,450	4,840	2,300	4,600	18,155	7,545
% of Total Occupied SF	29%	2%	9%	15%	7%	4%	7%	28%	
% Vacant									11.6%
TOTAL RETAIL (SF):	64,940								

In contrast to the low retail vacancy rate in the larger Sun City Center and Big Bend Road areas of the Eastern Outlying submarket (1.7% at year-end 2019), WTL+a estimates **a current retail vacancy rate in Wimauma Village of 11.6%** (four of the 37 spaces—with 7,545 sq. ft.—are vacant, suggesting 64,940 sq. ft. are occupied).

Current Retail Vacancy Rate in Wimauma Village: 11.6%

Compared to 1.7% in Sun City Center/Big Bend Road

The contrast in quantity and overall quality of retail offerings in Wimauma Village as compared to newer retail in Sun City Center and along U.S. Route 301 is an indication of both the separation of consumer markets, and the need for essential services and goods in Wimauma.

Although this part of South County (Eastern Outlying submarket) has absorbed thousands of new housing units and 1,796,000 sq. ft. of new retail space since 2006 (of which 975,900 sq. ft. has been in the U.S. Route 301 corridor), a trend analysis indicates that both the pace of annual retail absorption and rent levels have declined since 2015:

- In the U.S. Route 301 corridor, annual retail absorption *declined* from an average of 69,700 sq. ft. per year to 46,000 sq. ft. per year (a decline of over 50%), and
- Average rents dropped by almost 54%—from \$24.71 per sq. ft. in 2007 to \$16.09 per sq. ft. in 2019.

While overall retail occupancies in the U.S. Route 301 corridor remained high at year-end 2019 (1.7% vacancy), these metrics suggest a weakening of retail market conditions with concessions used as an incentive to enhance absorption/occupancies, particularly in newly-constructed retail space. In turn, **this will make older retail properties (particularly those suffering from physical and/or functional obsolescence) in Wimauma Village less competitive.**

The primary source of new spending power for additional retail space in Wimauma Village includes both new and future residents/households. As illustrated in Table 43, their incremental spending potential, if it can be captured, would **support between 20,000 and 25,000 sq. ft. of**

additional retail space. There is sufficient grocery store supply in Wimauma today (in total square feet), but **an opportunity exists to recruit new food & beverage restaurants, particularly if they can be clustered around a central public space that would evoke Old Florida and Old Wimauma.**

Another option is to **market Wimauma as a farm-to-table dining experience**, but it will require capitalization of new cafes and restaurants and a concerted effort to market the restaurant cluster and civic space as the central space/identity of the town. In short, while growth options are significant when compared to the existing store mix, Wimauma Village is *not* an area retail destination. Post-COVID-19 conditions will prove how many of the current retail offerings can survive.

Retail recommendations for each of the five districts comprising Wimauma Village are as follows:

- **Light Industrial/Office District**—No retail development recommended
- **Town Center District**—Plan to concentrate most/all of the supportable retail space in a suitable cluster in this sub-area
- **Downtown District**—Little to no retail is market-supportable or recommended in this district
- **West Lake District**—As possible, fill existing commercial vacancies, but no new retail is recommended or considered market-supportable in this location, and
- **West End District**—not related to retail market potentials in the Town Center district; future retail is likely to be built as freestanding commercial buildings on pad sites, over time, and oriented to highway commercial given this district's proximity to the U.S. Route 301 corridor.

More detailed policy recommendations for each district are included in Section 7 below.

Table 43: Retail Potentials—Wimauma Village, 2019—2024

Location	Potential Sales (Combined) At 100% Capture	Total Supportable SF (Combined)	Sales & Supportable SF by Variable Capture Rates							
			65%	50%	35%	25%				
Wimauma Community Plan Area										
Unmet Demand (2019)	\$ 18,678,597	55,684	\$ 12,141,088	36,195	\$ 6,070,544	27,842	\$ 4,249,381	19,489	\$ 3,035,272	13,921
Projected Incremental HH Demand (2024)	3,703,517	9,677	2,429,507	6,290	1,214,754	4,838	850,328	3,387	607,377	2,419
Subtotal-Wimauma:	\$ 22,382,114	65,361	\$ 14,570,595	42,484	\$ 7,285,298	32,680	\$ 5,099,708	22,876	\$ 3,642,649	16,340
Balm Community Plan Area										
Unmet Demand (2019)	\$ 19,462,962	53,020	\$ 12,650,925	34,463	\$ 6,325,463	26,510	\$ 4,427,824	18,557	\$ 3,162,731	13,255
Projected Incremental HH Demand (2024)	2,165,252	5,423	1,407,414	3,525	703,707	2,712	492,595	1,898	351,853	1,356
Subtotal-Balm:	\$ 21,628,214	58,443	\$ 14,058,339	37,988	\$ 7,029,170	29,222	\$ 4,920,419	20,455	\$ 3,514,585	14,611
TOTAL:										
Unmet Demand (2019)	\$ 38,141,559									
Projected Incremental HH Demand (2024)	5,868,770									
Total - Unmet & Incremental Sales:	\$ 44,010,329									
							Per Study Area			
							Aggressive:		Conservative:	
							25,000 to 35,000 SF		15,000 to 20,000 SF	

Source: ESRI Business Analyst; RDS LLC; WTL+a, April 2020.

Buildout Analysis

WTL+a completed a buildout analysis using GIS data provided by the Hillsborough County Planning Commission. This information was based on the Future Land Use (FLU) categories identified in the Comprehensive Plan, and included the number of parcels, gross acreage, net developable acreage and allowable floor area ratio (FAR) for each of the five sub-districts in Wimauma Village. In addition, the amount of developable acreage was also provided, by FLU category, for the entire Wimauma Community Plan Area boundary. Developable Land (or acreage) is defined as acreage whose Existing Land Use category is Agriculture or Vacant, and excludes that portion identified as Wetland.

Key findings of the buildout analysis are summarized below and illustrated in Table 44:

- There are 122 parcels across the five sub-districts in Wimauma Village, accounting for 14% of the 874 total parcels located within the Community Plan Area boundary. These parcels contain 1,148 gross acres of land;
- The West End (with 581.5 acres) and the Office-Light Industrial sub-district (with 480.4 acres) account for over 92% of the gross acreage within the five sub-districts. The remaining sub-districts comprise much smaller geographies—from roughly 10 to 52 gross acres;
- The amount of net developable acreage is significantly less—506.1 acres—or approximately 44% of gross acreage. The amount of net developable acreage ranges from only 13% in the West End (due to only 10% of the Residential-4 acreage being developable) to as much as 79% in the Office-Light Industrial sub-district. Approximately 52% to 71% of the area in the Downtown, Town Center and Westlake sub-districts are net developable;
- Based on varying allowable FARs—ranging from 0.25 to 1.0—the **amount of commercial buildout totals 1,509,252 sq. ft.** This is clustered in the West End (890,224 sq. ft. in Office-Commercial 20 and Research Corporate Park FLU categories) and Westlake (539,275 sq. ft. in Office-Commercial 20). **Residential buildout totals 1,133 units** across four sub-districts within the Residential-4, Residential-6 and WVR-2 FLU categories; and
- The **residential buildout analysis could potentially yield 4,771 new residents** in Wimauma Village, assuming an average household size of 4.21 people per household.

Table 44: Buildout Analysis by Sub-district

Sub-district	Future Land Use	No. of Parcels	Gross Acres	Net Developable Acres	% Net Developable	Allowable FAR	Buildout Analysis			
							Building SF	Units	Persons/ Household	Maximum Population
West End	Office-Comm'l 20	17	21.33	14.88	70%	0.75	486,091	-		
	Research Corp. Park	5	55.45	9.28	17%	1.00	404,133	-		
	Residential-4	13	504.77	51.95	10%	0.25	-	208	4.21	875
Subtotal-West End:		35	581.55	76.11	13%		890,224	208		875
Westlake	Office-Comm'l 20	15	23.24	16.51	71%	0.75	539,275	-	-	-
Downtown	Residential-6	32	33.32	14.19	43%	0.25	-	85	4.21	358
	Residential-4	10	19.02	12.91	68%	0.25	-	52	4.21	217
Subtotal-Downtown:		42	52.34	27.10	52%		-	137		576
Town Center	Office-Comm'l 20	9	5.01	2.44	49%	0.75	79,753	-		
	Residential-6	13	5.93	5.13	87%	0.25	-	31	4.21	130
Subtotal-Town Center:		22	10.94	7.57	69%		79,753	31		130
Office-Light Industrial	WVR-2	8	480.41	378.88	79%	0.25	-	758	4.21	3,190
TOTAL:		122	1,148.48	506.17	44%		1,509,252	1,133		4,771

Source: Hillsborough County; WTL+a, July 2020.

6 Implementation/Policy Recommendations

Employment & Service Requirements

Commercial Space Provisions

The current Hillsborough County policies on land development discussed in this section are included in the Future Land Use (FLU) section of the Comprehensive Plan for Unincorporated Hillsborough County, dated as amended on June 5, 2008. During stakeholder interviews, a number of participants commented on the Employment and Service Requirements, and public officials mentioned that the standards have been difficult to regulate. Some projects have delayed addressing the service requirements through phasing, as some requirements may be postponed until a certain percentage of allowed build-out is completed. Other developers commented that the requirements are not compatible with either demonstrated market support or the realities of capital investment and rent revenues in a less densely populated area.

Increasing density was a recurring issue in both the Wimauma Village (WVR-2) and Balm (RP-2) study areas. As discussed in the stakeholder summary in Section 2, **many residents who had chosen to live in South County because of its rural character do not agree with more recent projects that have increased residential densities far beyond the one-unit per two to five acres that they considered to be 'rural'**. Others commented on the ability of developers of multi-family residential projects to apply density over the *gross* acreage, as opposed to a less dense “net developable” calculation that does not include wetlands or other environmental land use components.

Because allowable densities are applied over gross acreage, developers can effectively increase net density on portions of their sites by deducting that density from environmentally sensitive areas; the ‘relocated’ density within the site is combined into the remaining area, resulting in net densities of 4-5 units per acre, despite the open space/water management character of the undeveloped portions of the sites. In particular, rural character advocates have not approved of the adjacent scales of development, in which one parcel may include one

dwelling unit per five acres, but the next parcel allows densities with more conventional 40-foot lot widths. Setbacks and ‘buffer zones’ between these differing scales has been a recurring condition that detracts from the rural character that some residents assume would be sustained in the Rural Services Area zoning. **From a development standpoint, the requirements for retail, on-site/nearby employment and location of shopping have proven difficult to manage and implement in the Rural Services Area.**

There are two bases for further analysis:

- The first is the validity of the underlying assumptions used for calculating the requirements; and
- The second is the presumption that the resulting behaviors and development patterns are mandated but not necessarily based on real estate market conditions or financial return realities.

Page 99 of the Future Land Use section of the Comprehensive Plan describes development goals under “Wimauma Village Residential – 2” (WVR-2), and includes a series of goals and objectives. In addition, on page 101, a series of assumptions are listed and described as “*used in determining compliance with the Wimauma Village Residential - 2 employment and service requirements*”.

The required provisions are illustrated in Table 45 below (text is quoted from pp 101 and 102 of the Future Land Use document):

Table 45: Employment & Service Requirements**Employment & Service Requirements**

1. There are 2.7 persons per household
2. There are 1.5 job holders per household
3. One job is created for every 500 square feet of commercial development
4. One job is created for every 250 square feet of office development
5. One job is created for every 400 square feet of light industrial development
6. One job is created for every 400 square feet of government services (schools, parks, fire stations, etc.), and residential support uses (churches, day cares, nursing homes, etc.)
7. Neighborhood retail and commercial demand is 10 square feet, respectively, per person
8. The neighborhood shall provide 55% of the needed household jobs (households X 1.5 X .55 = needed jobs)
9. The neighborhood shall have available 75% of the needed household services (households X 2.7 X 10 = desired level of available commercial space in square feet)

Employment Areas

To satisfy the employment requirements of the plan, the proposed commercial square footage shall be contained in the Wimauma Village Downtown. Other employment square footage requirements shall be contained in the Wimauma Village Light Industrial and Office District & the West End Commercial District

Shopping Areas

The required commercial square footage shall be contained in the Wimauma Village Downtown.

Source: Hillsborough County Future Land Use, 2008; RDS LLC, WTL+a, May 2020.

The original intent of these requirements was to ensure that an underdeveloped and underserved rural community might receive essential services and needed jobs, and that future development would provide for both retail and commercial services and new employment opportunities for area residents. The intended jobs would both generate employment stability and reduce trip generation under the presumption that living and working near the Wimauma

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Downtown area would eliminate job migration out of the community. While the original intentions were worthy ones, there are a number of reality-check characteristics that have made the requirements difficult, if not impossible, to regulate into existence. Each requirement is analyzed individually below.

Persons per Household Metric

Assumption: There are 2.7 Persons per Household

Analysis

While the 2008 requirements assumed 2.7 persons per household in Wimauma, U.S. Census data presents a markedly different reality. According to updated Census information (from ESRI Business Analyst), Wimauma's average household size in 2019 was 4.21 persons in 2,135 households; as illustrated in Table 3, the five-year forecast suggest that household size will increase, to 4.23 persons per household in 2,430 households in 2024.

These totals are significantly (1.59 times) higher than the original assumption of 2.7 persons per household. The reasoning for the 2.7 metric is not explained in the Comprehensive Plan, but it is possible that it may be related to whether or not seasonal agricultural employees are accurately counted, or that household sizes in 2008 were lower. However, because the job provision requirements and commercial space factors are both tied to actual population and number of households, the differential totals using this metric would have significant impacts on the number of jobs required and the retail square footage assumed to be 'supportable' under subsequent requirements.

Recommendations

From a regulatory standpoint, it is problematic to link future land uses and investment to a population data point that is (a) always changing; (b) may constitute very different characteristics of spending power, employment skills/capacities; (c) may be shifting from agricultural work to other employment categories; and (d) may or may not include residents who may not be U.S. citizens and are not accounted for in Census data. It is suggested that this requirement be changed or omitted if a more demographically balanced incentive program could be created and effectively managed.

Employment & Workspace Provisions

Assumption: There are 1.5 Jobholders per Household

Analysis

Based on 2019 employment data from the U.S. Census and Dun & Bradstreet, Inc., Wimauma contains 2,135 households and 954 jobs. **This reflects a jobs per household ratio in Wimauma of only 0.44.** Balm contains 788 households and 403 jobs, reflecting only a marginally better ratio of 0.51 jobs per household.

The employment ratio per household is significant enough to require reconsideration. Moreover, as illustrated in Table 12 in Section 3, the jobs-to-population ratio for Wimauma residents is a very low 0.11 per resident. In Balm, the ratio is 0.13.

Recommendation

There are enough variables affecting employment and population that it is not easily regulated or provided. The costs of workspace and number of employees under the 2008 assumptions do not reflect conditions in 2019 and beyond, and the costs involved in constructing and maintaining workplaces cannot be feasibly linked to residential pricing or the freedom of choice exercised by residents in choosing where they live, irrespective of their workplace. It will be important to plan for coordinated live-work-play ratios as Wimauma grows, but the outcomes will more likely depend on solid, coordinated planning policies and targeted use of financial and land-use incentives.

Space Requirements by Commercial Real Estate Category

One job is created for every 500 SF of commercial development

One job is created for every 250 SF of office development

One job is created for every 400 SF of light industrial development

One job is created for every 400 SF of government services (schools, parks, fire stations, etc.) and residential support uses (churches, day cares, nursing homes, etc.)

Aside from the implementation and regulatory complications of mandating these types of employment space provisions, these general planning guidelines from the 2008 document are no longer valid within the industry.

The commercial real estate industry does not have a single, standardized measure of occupancy factors across its range of different workplace sectors. Occupancy ratios for commercial spaces are affected by a number of elements, including:

- Costs of developing commercial space (as they affect required rent levels to be profitable)
- Costs of operating and maintaining commercial space (as these overhead costs affect required rent levels)
- Rate of growth (or decline) in market demand (e.g., high vacancy rates may lower achieved rents, while high demand and lack of supply will increase asking rental rates)
- Costs of energy (particularly in extreme climate zones and if these costs are not passed through to tenants)
- Mix of employees and their responsibilities (e.g., open plan offices intended to spark interaction vs. professional services in which sound attenuation and privacy may be critical, requiring more space per employee)
- Technology and space utilization (e.g., increasing use of inventory management technology and robotics in warehousing and distribution tenancies have reduced the number of floor employees, or employees per 1,000 sq. ft.), and
- Public sector vs. private sector users (e.g., governments/public agencies traditionally utilize less space per employee than private sector industry/businesses).

As a result of these (and other) factors, **there is not a single, widely adopted occupancy factor “standard” adopted by users of commercial real estate.** WTL+a and RDS, LLC researched a number of sources for data, and have found a wide range of differing ratios per employee, particularly for office and light industrial/warehousing uses; these ranges are reflected in the summaries below.

As a general standard, WTL+a suggests that actual occupancy ratios are a better reflection of trends than more speculative sources. As illustrated in detail below, average space per office user has been shrinking, particularly over the last 10-15 years. Concurrently, technology, robotics and higher forklift capacity (and therefore higher ceilings) have combined to reduce the

number of floor staff for warehousing and distribution functions and many light manufacturing businesses. More goods are made or moved in the same space, thus requiring fewer employees (which translates into larger occupancy factors per employee).

Since the 2007—2009 recession, **office-using businesses have been reducing office occupancies, in some cases by significant amounts.** Historically, the commercial real estate industry has used an average occupancy factor of 250 sq. ft. per office employee. However, according to a 2017 study by REIS, Inc. (a national commercial real estate database) the amount of office space per employee has been steadily declining in each successive business cycle after a recession. REIS data indicate that, in the national economic expansion of the late 1990s, a new office employee was typically associated with approximately 175 sq. ft. of additional office space. During the early- and mid-2000s (until the 2007—2009 recession), the typical employee was associated with approximately 125 sq. ft. of additional office space. Since 2010, however, each added/new employee has been associated with only about 50 sq. ft. of additional office space. This is particularly notable in space-efficient industries like software and professional/business services, which have been the strongest growing sectors in this business cycle. Moreover, hoteling and remote work-arrangements, where employees share space rather than having dedicated offices or cubicles, enables companies to accommodate even more workers in a given amount of occupied space.

The retail sector has also seen significant changes. While whole segments of the retail industry have been in decline (shopping centers, department stores, chains with too much debt to cover costs, etc.), other practices such as on-line retail and improved distribution chains have allowed stores to reduce their back-of-house storage requirements, because a merchandise replacement can be ordered and rapidly delivered to the store (or directly to the consumer). This reduces the amount of in-store merchandise storage space needed for retail businesses to operate. In addition, strong growth states like Florida have often tended to over-entitle retail space without consideration of demonstrated market support, resulting in oversupply. Each of these elements represents a range of different standards, requirements and occupancy ratios, and underscores the complexity of a one-size-fits-all square footage requirement for commercial and retail uses as service requirements.

For the workplace category, there has been a steady reduction in space-per-employee over the past 20 years. In 2017, **U.S. office space per employee dropped to 182 sq. ft. per**

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employee, according to CoStar, Inc., a national commercial real estate database. That is down from an average of 197.3 sq. ft. in 2010, a reduction of about 1% per year in a seven year period. This has been the result of the rapid growth of technology, open plan work spaces, and shared office environments which occupy less gross floor area per employee than traditional layouts with separate offices. The effects of COVID-19 on office design are still emerging at the time of this report, but a number of companies are now actively reconsidering whether they need to pay the overhead costs of central offices when the work-from-home option has proven to be efficient.

As a 'rule of thumb' the types of creative/open-space offices that startup and small technology companies seek has been decreasing from 200 to 250 sq. ft. per employee to as low as 100 to 150 sq. ft. of "usable" office space per person. The concept of "office hoteling" (in which employees do not have a fixed permanent office, but locate in whichever work spaces are available on the days they are in the office) has also reduced average space per employee nationally.

What are Typical Space Allocations?

There is a difference between definitions of what constitutes an office space. An office might be defined as an averaged portion of gross square footage allocated to workspace, or may be defined as the individual net usable area per employee. Based on traditional industry trends, the following office space allocations can be used to help estimate the amount of usable office space required for a range of business types. Any common area load factors (typically between 10% and 20%) will need to be added on to determine the "rentable" area.

- Large Office—200 to 400 sq. ft. (mainly applying to executive offices for corporate and professional services companies)
- Medium Office—150 to 250 sq. ft.
- Small Office—90 to 150 sq. ft.
- Open Space Workstations—60 to 110 sq. ft. per person (open-plan workspaces, technology companies, start-up offices with shared amenities and equipment)
- Work Group Areas—80 to 100 sq. ft. per person
- Reception Area—100 to 200 sq. ft. & 10 sq. ft. per person waiting
- Conference Room—50 sq. ft. & 25 sq. ft. per person seated

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- Mail Room—125 sq. ft.
- File Room—200 sq. ft.
- Lunch/Break Room—75 sq. ft. + 25 sq. ft. per person seated
- Work Room—125 to 200 sq. ft., and
- Halls & corridors within the space—20% to 30% of the total usable area.

Based on public sector data of office workspace use trends, institutional, non-profit and government organizations typically allocate a standard workspace average of **190 sq. ft. of Usable Square Feet (USF) and 218 Rentable Square Feet (RSF)** as the optimum workspace per person (this is the Federal Government’s benchmark). Private-sector office use survey respondents reported an average space per person of 200 sq. ft. USF (or 230 RSF), with a median of 193 USF (222 RSF).

Retail Industry Employment/Employee Space Ratios

Neighborhood Retail & Commercial Demand is 10 SF, Respectively, Per Person

There are multiple issues regarding the 2008 requirement of providing 10 sq. ft. per person:

Spending varies considerably by consumer category; what type of consumer is being served under the requirements (i.e., resident, worker, and visitor/tourist?):

- **Consumers spend differently according to income levels** (i.e., a higher income population has more disposable income for retail expenditures, while lower-income residents spend a greater portion of household income on necessities such as housing, food and transportation, leaving less disposable income to spend on discretionary and general retail products).

Expenditures also change depending upon the day-part in which they are made. For example, a resident spends on personal consumer goods and services, groceries, entertainment, and recreation during the ‘personal’ part of the day. During the workday, that same consumer may spend only for coffee or food, perhaps infrequently spending on gifts or personal consumer goods. Depending upon the timing of the spending (i.e., workday vs. weekend, mid-day lunch vs. evenings after work, etc.), the same person may spend very

differently at different times of the day, and on different types of retail products or services. A single Service space requirement may not apply to the full range of spending behaviors.

- In a heavily tourist-oriented location like Florida, **tourist/visitor spending is a major factor in many local economies**. Tourists spend more on lodging, meals and entertainment than on apparel and souvenirs, but may spend multiple times that amount on theme-park admissions, recreational events or experiences than typical resident-based spending patterns.
- **Spending is also affected by the number and variety of available retail and food service businesses**, the type of nearby competitive retail offerings and the size of the market/trade area. For example, it is a general industry rule-of-thumb that a grocery store requires 12,000 to 15,000 residents to be viable in the marketplace. In lower density population areas like far South County, while a place like Wimauma is underserved in groceries, there are not enough households in Wimauma to economically sustain a grocery store, however much of the local residents may want/need one nearby. The relative proximity of the 203,000 sq. ft. Walmart on U.S. Route 301 and State Road 674 is a competitive factor as well. Walmart has the largest share of grocery expenditures in the U.S. and, by its scale, can provide more competitive pricing than a local or regional chain can match. There are other grocery stores in adjacent Sun City Center such as Aldi that will create market challenges to replicating this use in the Wimauma Village Center or Downtown sub-area.

What type of retail category is to be provided? The feasibility of retail space is a function of total annual sales and profits, but these revenues (as well as capital investments and operating costs/space occupancy factors) can vary widely among retail categories, as described below.

According to National Retail Federation data, there are about 3.6 million retail businesses in the United States, and approximately 29 million employees working in retail stores, administrative centers and retail distribution chains. But there is also wide variation in the scale of retail operations—ranging from a one-person food truck or cart to major regional and national retail chains which employ hundreds or thousands of full-time and part-time workers.

As the department store industry has declined, discount businesses like TJX Corporation (the parent company of TJ Maxx, Marshalls, and HomeGoods, among others) has captured the majority of sales in apparel, accessories, shoes and gifts categories. Worldwide, the TJX Corporation employs 286,000 in over 4,200 stores. Apparel sales space-to-employment ratios are fairly consistent for both larger general retailers like TJX (whose stores average between 23,000 and 29,000 sq. ft. per location) as well as locally-owned, single operation apparel stores.

Other sectors require completely different employee-to-space ratios. The ratio for the hardware and building materials retail category is about 10 times the space-per-employee ratio for apparel. The much larger number of Stock Keeping Units (or SKUs, a retail inventory descriptor) and the much smaller size of inventory items in a hardware store means that fewer employees can service the business in much larger spaces (the average hardware store in the U.S. is just over 9,000 sq. ft.).

Florida-based Publix Grocery Stores employs 207,000 persons in 1,239 stores, which average 47,135 sq. ft. in size with an average of 243 employees per store. Its occupancy factor (approximately 484 sq. ft. per employee) largely reflects national planning standards for grocery store chains, but the employee space ratio is about double that of the apparel sector. The number of SKUs and the smaller sizes of most grocery products mean that stores can function with fewer employees per square feet.

Food & Beverage retailers also vary widely, depending on the type of food service offered, the type of menu and the service/price level. Fine dining restaurants provide about two times the average space per seat as does a fast food/Quick Service Restaurant (QSR) per seat, but the higher level of customer service also means over three times as many employees per square feet are provided.

Table 46 illustrates the range of employee-to-space ratios in specific retail industry sectors:

Table 46: Employee Space Ratios in Various Retail Sectors

Retail Category	Average SF/Employee
General & Specialty Retail	225
Grocery Stores	485
Hardware/Building Materials	2,500
Convenience/Gas Store	450
Food & Beverage	
Fast Food/QSR	200
Casual/Family Restaurants	160
Fine Dining	60

Source: National Retail Federation; National Restaurant Association; Food Industry Association & Food Marketing Marketing Institute; 10K Annual Reports; RDS & WTL+a, May 2020.

Retail & Market Supportable Development Guidelines

In the context of mandating a provision of retail square footage as a Service Requirement, the other perspective to consider is **the amount of total annual sales required to keep the businesses viable at economically sustainable levels**. Since the ability to pay rent, cover costs of goods sold and other occupancy/operating costs are all related to annual sales levels, average sales productivity (described as annual sales per sq. ft.) can be translated to “supportable sq. footage” of retail space. Retail businesses have operating costs (which vary by retail category), differing costs of the goods or services they offer and different average business sizes (as reflected in the average number of sq. ft. per employee described above).

In commercial real estate, retail businesses may lease space from a third-party landlord or may become owner-operators whose businesses are located in buildings they own (both of these scenarios exist in Wimauma and Balm). In either case, the building operating costs, costs of financing/commercial debt and/or the required amount of rent needed to justify the real estate

investment determine both required annual sales and potential retail store size. Relative annual sales productivity requirements can be compared to typical/ average store sizes to determine how many square feet of space are considered 'supportable'.

In the case of the "10 Square Feet per Person" Service Requirement in the Hillsborough County FLU document, **mandating single square footage allocations per person is not accurate enough to incorporate all of these variables**. As an example based on general industry standards, the following 'supportable space' guidelines reflect differences in spending and consumer behaviors that affect retail. As a general guideline, commercial rents range from 8% to 12% of gross annual sales. Some retail categories can function in simpler buildings that do not require special equipment or infrastructure; these buildings can charge lower rents and still generate a satisfactory return on the real estate investment. Other retail categories (such as food & beverage) require more investment in the base building (such as additional plumbing and electrical loads, special exhaust and air handling, provision of public restrooms, etc.). These retail categories require more initial investment, and also the higher range of rents to cover that investment.

For purposes of this discussion, it can be assumed that retail rents can be based on an average of 10% of gross annual sales to cover the required commercial real estate investment (or, what may be called "investment-grade" property). If sales (and therefore the level of rent that the retail business can afford to pay) are below a threshold that will support the real estate investment, the property will not be economically viable for the property owner. Paralleling the investment justification for older, existing commercial properties, if a landlord has not maintained or improved buildings and has a low economic basis in the property, the retailer could either make the improvements themselves (potentially in exchange for lower rents) or the landlord could invest in improvements but would require sufficient rents to recover that investment over time. If the retailer's sales are not high enough to reach the "investment-grade" property level, the retail business and the commercial property are not economically viable.

As a general guideline (and reflecting average costs of construction, industry standard sales productivity levels, typical land costs, reasonable return-on-investment and other factors), annual sales averages should range from \$200 per sq. ft. to \$400 per sq. ft. in order to justify the 10% of sales rule of thumb. These annual sales productivities would support retail rents of between \$20 and \$40 per sq. ft. per year. Using an average sales productivity of \$300 per sq.

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ft. per year and average spending across multiple incomes and ages, potential total sales by consumer category are divided by the required sales-per-square foot in order to be economically viable.

Economically and financially justifying new retail at 10 sq. ft. per Wimauma resident (with a population of 9,003 in 2019 and a five-year forecast of 12,275 residents by 2024) suggests that a range of 90,000 to 125,000 sq. ft. of space should be supportable, but **the potential to generate real sales to justify this amount of retail space is not available because household incomes (and retail spending) are so low. The Service Requirement, while intended to help underserved residents, is beyond what the market can support.**

Another factor is recognition of the existing competitive retail context and opportunity/cost of requiring more retail than the market can sustain. While the 2008 FLU document assumed that “75% of all services would be met locally”, this implies that there would be enough local retail businesses in Wimauma to meet all consumer needs and/or a 75% rate of capture. **Since almost no retail location will capture 100% of all expenditures on an ongoing basis, the 75% assumption should be adjusted downward.** Retail industry experience suggests that 75% is too high, either considering the quantity of retail space that is available to meet all needed retail services. It is also too high as an assumed ‘capture rate’ of all available sales. If 45% to 55% of all sales could be captured (notably, this would still be considered somewhat aggressive, considering the character and strength of nearby existing retail in Sun City Center), **a lower retail space requirement less than 10 sq. ft. per person would fall more within approachable levels.**

As a general guideline (and applying a more reasonable capture rate of required annual sales and industry-based productivities,) the following broad parameters are an example of differences in market support. On average:

- Each **new resident would support between 4 sq. ft. to 7 sq. ft. of retail** (including grocery spending). This ratio includes online spending for consumer goods.
- Each **new employee (even if they are also residents) would support between 2 sq. ft. to 5 sq. ft. of retail** but average spending on lunches alone supports an estimated 2 to 3 sq. ft. per employee; remaining spending would be on gifts, apparel, personal services, etc. Notably, **employee expenditures are only made if there are proximate and sufficient**

available businesses to accommodate time-constrained employees. If the stores/services are not easily available, employees don't spend in addition to lunch/dining out. Also, food & beverage spending is typically adjusted downward for those who bring lunch, are away from the workplace during lunch hours, or are on vacation.

- **Visitors support far less retail space**, as their primary objectives are to have recreational experiences and enjoy non-consumer activities. On average (except the Orlando market), **each Florida visitor supports between 0.5 sq. ft. and 1.5 sq. ft. of retail space**; the remainder is spent on travel costs, hotels/lodging and entertainment.

Summary of Occupancy & Sales Requirements for Commercial Space

These differences, whether for office, industrial/warehouse & distribution or retail commercial spaces, demonstrate the difficulty in applying a single, one-size-fits-all standardized ratio of required employment. This type of requirement becomes more challenging if those employees must also live in the immediate vicinity of the commercial businesses. A more complex range of goals, incentives and greater flexibility about how they are applied would clarify Hillsborough County's objectives and requirements for South County's future growth.

For these and many other reasons, the **2008 FLU requirement that area developers provide "10 square feet per person" is far too high.**

Transfer of Development Rights (TDRs)

The use of transfer of development rights (TDRs) can be a useful legal structure for land-use conservation (particularly for preserving agricultural farmland uses in developing areas); TDRs have also been used to provide historic preservation of lower-density properties and sites in mid- to high-rise urban areas. The legal concept of transferring unused development rights (sometimes called "air rights", representing undeveloped building area within an allowed zoning envelope) was first created in New York City in 1916. The earliest cases involved selling the right to develop unused air space above lower-scaled, existing buildings in Manhattan to adjoining sites, allowing their building heights to exceed zoned limits but requiring special setbacks and other design controls. The intent was to discourage demolition of particular properties without depriving the owners of some form of compensation for the transferred density.

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More recent use of TDRs began in the 1960s, and the principles of transferring density were legally reinforced in the landmarks lawsuit involving air rights above Penn Central Station in New York City. A critical outcome of the ruling was that the “continued productive use” of Penn Central was possible if the building was preserved, contradicting the justification of demolition for obsolescence. As a strong property rights state, Florida adopted legislation in 1995 (known as the Bert J. Harris Act) that provided remedies for property owners if they contended that their property values (even if unrealized) were negatively affected by regulatory actions taken by governmental entities. These regulatory actions can include re-zoning, mandatory use of TDRs resulting from a downzoning overlay, designation of agricultural or open space land in perpetuity, or other conservation activities. This legislation has had multiple effects, and has reportedly added caution to planning and/or policy decisions that might result in remedial damages payments by municipalities or County governments if they are sued under the Bert Harris Act.

TDRs in Hillsborough County

According to our research, Hillsborough County adopted the legal framework for a TDR program in 2000, and has identified TDRs as a potential mechanism to address planning and growth pressures in South County, while directing development density to other locations in the county. The overarching concept of moving density from one location to another is an appealing idea; the mechanics and relationship with real estate economics and public policy are, however, more complicated, and require significant changes in Hillsborough County’s development policies to be fully implemented.

In 2007, Hillsborough County Planning and Development completed a study of TDRs in the county by Carter and Burgess (an engineering, design and planning firm later acquired by Jacobs Engineering Group). The study analyzed Hillsborough County’s TDR program and issues associated with its implementation, and provided recommendations to improve both the applicability and administrative structure to improve the TDR program. After review of this study, WTL+a suggests that many of the same recommendations for improvement could apply to the program in 2020, fully 13 years later. While the analysis suggested a series of steps that could be implemented, WTL+a has also identified other factors that could complicate the

administrative strengthening of TDRs as a tool for the county. These concerns, as well as an assessment of the applicability of TDRs in South County, are described below.

Property ownership is often described as a ‘bundle of rights’. Property owners have multiple, inter-connected rights that convey with land:

- Water rights
- Air rights (or the right to develop to the allowed building height or density within the applicable site zoning)
- Mineral rights (sometimes sold to mining or energy companies for extraction)
- The right to develop (that is, to create additional value for the property by adding new uses, buildings or structures, infrastructure or other elements that will generate revenue for the property owner)
- The right to lease the land or land and buildings (including for agricultural uses operated by others, as a ground lease for vertical improvements made by others, etc.)
- The right to pass along the property to heirs
- The right to sell the property

While these rights constitute a range of privileges for property owners, each of these property rights can be donated or sold to others while maintaining ownership of the property. The fundamental premises of TDR programs are that:

- a) Property owners can receive value from agreeing to sell/donate available density for transfer to another location.
- b) There will be a sufficient market to create benefit in purchasing those development rights to be applied in a different location.
- c) The willingness of a sending zone property owner to sell TDRs may not always happen at the same time that development units are desired or in demand in receiving zones. Some programs have created a TDR “bank” to receive/purchase/hold TDRs until developer demand increases to the point that they can be sold. If there is not a sufficient synchronization of market forces and timing to foster a series of TDR transactions, there may need to be another entity that can receive and hold development rights until they are saleable for future development projects. The TDR bank becomes a holding entity that can

participate in a selling/sending transaction, then can sell the development rights to developers in the receiving zone at a later point in time.

- d) There is a management staff who can administer, regulate and monitor the results of a TDR-based real estate transaction.
- e) Both the 'sending' and 'receiving' zones for TDRs can generate real estate values that warrant the additional complications of the transaction (that is, TDRs are the most expedient mechanism to move density between sites). **Part of the difficulty with the southern part of Hillsborough County is that there are multiple ways for developers to increase density, use overlays to shift/combine densities or achieve re-zonings to add development values without using TDRs.**
- f) TDRs are negotiated transactions with negotiated pricing/value; the relative development unit values (whether expressed in dwelling units, Floor Area Ratios (FARs) or other measures) may have different land use values in the sending zones and the receiving zones. The patterns in long-established TDR programs has shown that, **to maximize the benefit of using the TDR process, there should be a greater number of receiving zone credits (whether dwelling units or FARs) than in the sending zone.** This creates a development incentive for both the seller of the TDR, who receives financial consideration for the unused density they have sold for use in other locations, and the buyer of the TDR, who may receive more development value through greater density allowed in the receiving zone.

If the base land values (as they translate into incremental TDR value) are higher in the receiving zone, the incentive benefit increases as well. As an example, if two dwelling unit TDRs can be 'sent/sold' from a 5-acre parcel in South County for another location, if the transfer rate is 1:1, the two units would need to be *in addition to* the base units under zoning in the receiving zone. If two rural units are transferred/added (based on the 2008 FLU document) to a residential development site, say in the University District, increasing the number of units transferred (from two to four) would both (1) add greater development capacity in the receiving zone, and (2) significantly increase the value-per-dwelling-unit sent from South County, assuming market demand is demonstrated in the receiving zone. The developer purchasing the TDR would gain four units above the base zoning allowed in the receiving zone, not two. This would create greater value for the sending zone TDR seller as

well as for the receiving zone developer. As a general rule of thumb, past experience suggests that, as possible, there should be twice as many receiving zone credits as are included in the 'sending zone'.

- g) The metrics for measuring and transferring TDRs can be structured in different ways. **For residential TDRs, the most prevalent basis is a dwelling unit**, which can be defined as single-family detached units, multi-family units, townhouse/row/attached row housing, or mobile homes (which are not as permanent as fixed housing but can quickly provide units of affordable housing). **For non-residential development, the most commonly used metric is the Floor Area Ratio**, a three-dimensional bulk system that allows density to be organized within a limited total square footage arrayed across the base site in different ways.
- h) Floor Area Ratios were also an outgrowth of New York City's land use and zoning reports in 1916. FARs are a tool to control building bulk by setting a maximum amount of space that can be constructed, but allowing flexibility in how that space is allocated across the land area surface. However, FARs also have other consequences; an FAR calculation for multiple properties, not jointly owned, can build more or less total space on the un-assembled parcels than a developer could if all the same surface area parcels were assembled into one holding. In this way, FARs directly affect building bulk, but not necessarily height. TDRs based on FARs can also generate more favorable results for larger, assembled sites, as opposed to individual and smaller parcels. While primarily intended to address building bulk, TDRs based on FAR calculations indirectly affect the total number of people who live or work in the resulting developments.
- i) Establishing and maintaining the value of TDRs is a critical piece of how the system can work. Although created and allowed in Hillsborough County for many years, **there have been few, if any TDR transactions completed** (at the time of this report, the first transfer is under negotiation, but it is located on two properties within the same area, and with the same owner). This would be an important precedent, but is not as complex as TDR programs that have broader effects on land use, density and market-value differences between designated sending and receiving zones.
- j) The 2008 Hillsborough County FLU document describes the following: The designated sending area shall be inside the limits of the Wimauma Village Residential-2 category. The

designated receiving areas shall be inside the Wimauma Village Residential-2 area or inside the Urban Service Area portion of the Wimauma Village Plan. Specific sites within the sending and receiving areas are not designated, and the assumed transferrable amount of density is not fully specified. **Without specific designations and densities, TDRs will remain conceptual, not implementable.**

- k) To be more effective, a more vigorous designation of sending and receiving zones should be created, an administrative structure put into place with a designated staff to manage and regulate future transactions, and a consistent basis for valuation demonstrated. The calculation of values can be simple or complex, depending upon local market values in the sending and receiving zones.
- l) **If as-of-right zoning densities exceed market demand in designated receiving areas, developers will have little incentive to use TDRs; unless the value of TDRs in receiving zones add sufficient bonus revenue potential to the base zoning** (and the receiving zone community supports/will accept the additional density), developers may not want or need to use them.
- m) Over time, **successful TDR programs in other locations have demonstrated that there should be a minimum of two times the density in receiving zones that are available from sending zones.** Unless growth is fully capped in sending zones and the base land values are rapidly increasing in both sending and receiving zones, one-to-one TDR transactions won't be viewed as worth the extra administrative burden.
- n) Establishing and maintaining values for TDRs range from simple calculations to more complex formulas. For example, in Montgomery County, Maryland, development pressure from the Washington, DC region was rapidly converting farmland and open space into suburban sprawl. A County TDR program was created to preserve the farmland and provide an economic upside for farm owners. By assigning a number of TDRs per 10 acres, a number of potential TDR credits was established. The value of each of those credits was based on the difference in value per acre as farmland compared to the same acres if developed under the allowed residential and/or commercial zoning. As a general average, the original value was determined to be about \$12,000 per acre (over 40 years ago). Variables in demand and supply, differences in the number of allowed homes and typical space (in sq. ft.) permitted per home, and other factors resulted in the TDRs for some parcels being worth more than others. Over time, as proximity to the city became more

valuable, farmland TDRs have increased in value to about \$23,000 per acre. Valuation of TDRs in other programs are determined through FAR values based on capitalized rent revenues for commercial properties; in some urban centers, the comparative (and differing) values of “sent” FARs may be discounted or multiplied based on the value of FARs in the receiving zones.

- o) As described previously, since the timing of potential TDR transactions for deals in sending zones may not always align with project potentials in receiving zones, Hillsborough County should create a TDR bank as a holding entity for purchased/donated TDR credits. A TDR bank will also help to legitimize and sustain TDR valuations over time.

It should be noted that TDRs create a more permanent encumbrance on real estate than land use zoning policy. Unlike zoning policy, which can be changed or appealed, the use of a TDR program requires that a permanent easement is placed on the property to reflect the transfer of the property right for development. It is a reduction in the rights that property conveyance can deliver to new owners. Legally this requirement also implies that there will be a permanent holder of the TDR easement and the administrative ability to manage the transfer process and monitor will be consistently enforced going forward, and in perpetuity.

Because of the permanent nature of using TDRs, they can both be a more powerful tool in limiting/redirecting redevelopment within designated sending zones. A stronger TDR program will also be a more complicated process to manage over a longer period of time. As long as other land use mechanisms to increase density in south Hillsborough County are readily available and more easily implemented, it could prove difficult to establish and maintain a viable market for TDRs. **Based on the inactive use of TDRs in Hillsborough County to date, unless a TDR value and market can be demonstrated and sustained, they will not be attractive alternatives for developers**, even if TDRs are an authorized policy and planning/development tool.

Implementation & Policy Recommendations

The remainder of this section addresses specific recommendations for reconsideration of current policies affecting development and planning in RP-2 (Balm) and WVR-2 (Wimauma) as well as a series of implementation strategies to realize the goals of the planning studies.

The intent of the original 2008 Future Land Use document in South County was to **address planning and resident service imbalances and underserved conditions, with subsidies from future development used as a tool to provide sources of support to correct existing conditions.** However, several of the policies and requirements included in that document appear to have been grounded in linkages between planning goals and desired outcomes rather than real estate market-based findings. In retrospect, some elements (particularly the assumptions and implications of several of the 2008 Service Requirements) were structured as planning objectives but not grounded in proven market dynamics. This analysis summarizes findings based on current market conditions as well as redirecting planning policies and tools for these two zoning districts in South County.

Please note that, while the recommendations focus on suggested refinements to current policies, they are intended for use going forward, and should not be construed as attempting to retroactively affect preceding decisions and approvals.

These recommendations *do not*:

- **Suggest any change in previously approved and/or partially implemented Planned Development (PD) projects.** All projects, except those recommended for denial and those in process but still in negotiations, are exempted from the suggested modifications.
- **Propose to stop growth and development in South County.** It is both too late and too impractical to suggest no growth in a County that has attracted new residents at a remarkable pace, particularly over the past 10 years.
- **Incorporate the impacts of the COVID-19 pandemic,** which began in early 2020, and have fundamentally altered the full spectrum of traditional real estate market forces—sales, net absorption, employment growth, workplace behaviors, marketing and financing of real estate projects, etc.)—at least for the near-term.

Instead, the recommendations are based on a more balanced series of mechanisms intended to foster better growth and a greater degree of comprehensive planning practices that will meet the original goals of the Rural Service Area and its characteristics. The types of regulatory and management recommendations in this section are based on both a longer timeline than the pace of development that was happening at the end of 2019, and the **available policy and financial incentives will be dependent upon a stabilized national and regional economy as well as more stabilized operations by Hillsborough County government.** General real

estate market patterns and redevelopment incentives can be considered realistic within the context of market conditions and proven practices, but may take longer than pre-COVID conditions would have suggested.

Recommendation #1

Reconcile unintended imbalances between market demand and planning entitlements for South County development projects

A major purpose of this Community Profile is to update and analyze real estate market conditions, trends and planning issues associated with balancing developer proposals, Rural Service Area characteristics and questions about how the two have mixed since development (or redevelopment) commenced in the WVR-2 (Wimauma) and RP-2 (Balm) planning areas. **Market findings confirm that planning approvals have exceeded demonstrated market demand in this part of South County.**

As illustrated in Table 47, **near-term market support for both workplace uses and new housing units are considerably below the levels of development in the County planning pipeline—including both approved and pending entitlements.** As analyzed in Section 4, while portions of South County have absorbed industrial and commercial office/retail space over the past 12 years—neither forecast job growth (based on traditional ‘fair share’ comparisons with the rest of Hillsborough County)—nor the apparent planned space meet the minimum WVR-2 Service Requirement thresholds.

Key points to note are the forecast number of market-supportable dwelling units in Wimauma and Balm over the next five to 10 years:

- In the WVR-2 zoning district within Wimauma Community Plan Area boundaries, market-supportable forecasts suggest between **1,000 and 1,300+ units over the next 10 years** (depending on average household size)
- In the RP-2 zoning district within Balm Community Plan Area boundaries, market-supportable forecasts suggest between **170 and 415 dwelling units in 10 years** (depending on average household size).

These projections sharply contrast with the total Approved and Pending Entitlements illustrated in Table 48.

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Table 47: Market Supportable Development Program—by Land Use

Land Use	Projection Years	Total Development Program (Estimate)					
		Wimauma		Balm		Total	
		Low	High	Low	High	Low	High
Total New Jobs Created by 2027	8 Years						
Wimauma	86						
Balm	47						
Total New Jobs - 2027:	134						
Workplace Uses	8 Years						
Office (SF)		5,000	7,500	2,500	5,000	7,500	12,500
General Industrial (SF)		10,000	15,000	5,000	10,000	15,000	25,000
Housing							
Dwelling Units (All Product Types)	5 Years	500	650	80	160	580	810
	10 Years	950	1,050	170	350	1,120	1,400
Supporting Uses	5 Years						
Retail (SF)		20,000	25,000	15,000	20,000	35,000	45,000

Sources: Florida Department of Economic Opportunity (DEO); ESRI Business Analyst; RDS LLC, WTL+a, June 2020.

Table 48: Supportable Development & Entitlements Comparison

Applicant No.	Parcel Size (Developable Acres)	Development Status	Approved Program			Population Estimates			Employment Estimates		Notes
			Units	Unit Type	Average Units/Acre	Population @ PPH: 2.7	Population @ PPH: 3.44	Difference in Population	Total Jobs Per HH: 1.5	Fair Share Jobs @ 0.14%	
Approved Planned Developments											
19-0093	174.4	Approved	674	SFD	3.9	1,820	2,319	499	1,011		Parcel size excludes additional 264.79 acres purchased by ELAPP 663 units are conditionally approved (out of 1,048 units)
18-1048	528.0	Approved	1,056	SFD	2.0	2,851	3,633	781	1,584	86	
19-0102	418.0	Approved	663	SFD	1.6	1,790	2,281	491	995		
Total:	1,120.4		2,393		2.5	6,461	8,232	1,771	3,590		
Pending Entitlement Applications											
19-1458 S	133.0	Denial recommended	138	SFD	1.0	373	475	102	207		86
19-1458 N	210.0	Denial recommended	516	SFD	2.5	1,393	1,775	382	774		
19-0935	194.0	Denial recommended	387	SFD	2.0	1,045	1,331	286	581		
Total:	537.0		1,041		1.9	2,811	3,581	770	1,562		

Source: Hillsborough County Planning Commission; University of South Florida; RDS LLC; WTL+a, June 2020.

Approved entitlements for new residential units in three Planned Developments (PDs) in WVR-2 total 2,393 units; these approvals do *not* include an additional 1,041 units in three projects pending approval. This is higher than the amount of market supportable units. While the three projects with Pending Entitlements have been recommended for denial, if any/all of those units are approved, the imbalance could increase to a multiple of 1.8, reaching up to 2.4 times the number of market supportable units in the WTL+a forecasts of housing demand. **This difference illustrates the striking contrast between the existing scale of development, the degree of potential increase in density and the need to better integrate new growth into the rural character of the WVR-2 and RP-2 zoning districts in both Wimauma and Balm.**

As illustrated previously in Table 34, there are 4,940 acres of land within the WVR-2 zoning district designated as “developable” (as well as another 2,181 developable acres outside of WVR-2). This total includes one 60-acre parcel located outside of the WVR-2 boundary, but is contiguous and part of the single parcel ownership. According to USF, examples of developable parcels within WVR-2 include:

Table 49: Developable Tracts within WVR-2 Zoning District

Parcel Size (Acres)	Acreage Illustrated as 'Developable' Development Status	Description	Notes
691	Developable Tracts within WVR-2	Ag land north of Saffold Rd, east of TECO easement	
309	Developable Tracts within WVR-2	East of TECO easement, south of 674 @ 579	Includes ± 60 acres outside WVR-2
83	Developable Tracts within WVR-2	East of 579 @ SR 674	
1,026	Developable Tracts within WVR-2	North of 674, SW of TECO property	
535	Developable Tracts within WVR-2		
Total:	2,644		

Sources: Hillsborough County Planning Commission; University of South Florida; RDS LLC; WTL+a, June 2020.

Residential redevelopment in South County, mostly created on former agricultural land, has been the primary driver of development and consumer of land, and has had the strongest effect on how community character has changed in both Wimauma and Balm. New housing units have been built in multiple individual, frequently non-contiguous PD sites, and has resulted in a less consistent overall growth management outcome. **Long-time South County residents**

and those who move to this part of Hillsborough County for an expected level of development characteristic of the Rural Service Area, have expressed significant concerns about increased densities in multiple locations, and developments that are more typical of suburban sprawl rather than a ‘countryside’ atmosphere. As the most significant land use change, residential development has outpaced other commercial and workplace uses (such as industrial, office and retail) in the WVR-2 and RP-2 areas.

In addressing opportunities to respond to **rapid population growth across Hillsborough County**, developers have brought a share of that growth to the more affordable, already assembled agricultural parcels that have traditionally characterized South County. It should also be recognized that **the agriculture industry is rapidly changing**, affected by generational characteristics of professional farmers, differences in profitability of formerly dominant produce categories like strawberry production (which began to shift to Mexico as a result of NAFTA), and greater investment returns on land on a per-acre basis) achieved through redevelopment to higher densities/uses.

To continue to appropriately absorb a share of Hillsborough County’s residential and commercial demand generated by population growth, and maintain a semblance of the rural characteristics that define much of South County, the intent of the Rural Service Area plan and the WVR-2 and RP-2 zoning districts, the current imbalance between market and entitlements/planned development requests should be reconsidered. If planning goals are property aligned with market conditions and an equitable allocation of infrastructure required to support new growth, the current gap between planned and market-supportable development can be reconciled and adjusted.

Recommendation #2

Modify the Combined Density Policy to Net Developable Acreage

Residential densities in approved Planned Development projects were intended to follow guidelines that restricted densities at levels closer to the original plans for the Rural Service Area. However, these regulations provided for an exception for shifting the undevelopable area densities within a parcel to other locations in which development can occur. For example, if a 100-acre parcel was entitled for 250 dwelling units (or 2.5 units per acre), but 30% of the parcel is designated as a wetland, environmentally sensitive or another condition limiting land uses,

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current development regulations allow that the unusable property portion's density can be shifted to the developable side of the parcel. The 30-acre permitted densities on the unusable 30% portion in this example (2.5 units/acre X 30 acres = 75 dwelling units), can be transferred as-of-right to the remaining 70 acres, which carries a base density of 175 dwelling units (2.5 units/acre X 70 acres). When the two permitted densities are combined onto the usable 70-acre portion in this example, the resulting density per acre would be 3.57 units per acre, rather than the original 2.5, an increase in net density of over 40% (70 acres/175 units + 75 units).

These intra-parcel density transfers have allowed developers to achieve returns on their original investment, but have also resulted in suburban residential developments at this (and higher) densities, depending on the size and usable allocations within specific parcels.

It is recommended that this practice should be **modified to base developable density within parcels on the *net developable* land area, as opposed to gross acreage**. The benefits of preserving wetlands and other environmentally-sensitive conditions should stand on their own; these unbuildable conditions should *not* be included in the calculation of allowed density combinations within single parcels, nor is the environmentally-sensitive land credit suggested to be changed.

This does *not* preclude clustering as a mechanism to preserve open space/environmental land; clustering should express a planning objective but not combined densities. Within the WVR-2 and RP-2 areas (and, in the consultant's view, the rest of the "developable" acreage in the Rural Service Area), this land development policy should be re-examined and re-structured to calculate permitted development densities on net, not gross, acreage within each parcel. Other forms of compensation (donation of environmentally-sensitive lands, sale to ELAPP, or other mechanisms) can help address acquisition costs, and would reduce speculative overpricing of gross acreage with identified unbuildable land.

Recommendation #3

Supplement the Current TDR Program to be More Effective

As described previously in Section 7, Hillsborough County has had a TDR program for a number of years, but it has not been easily usable, has not established a market value for TDR units, nor has it specifically identified the boundaries, development caps and transaction 'values' of sending and

receiving zones. Ongoing development pressure and conditions described in Recommendation #1 have recently attracted more interest in the viability of the County's TDR program to remedy density and land conservation issues without foregoing development opportunities. However, the existing program has rarely (and only recently) been used, an indication that it has *not* proven to be workable or attractive to developers. It appears to exist more as a potential tool for redevelopment, but not a functional (or economically viable) one. Research and findings from other TDR programs in Florida and across the United States suggest that the Hillsborough County program could become effective if a number of steps are implemented:

- Determine and designate specific Sending and Receiving zones for TDR-based transactions. The current TDR descriptions are not specific enough, either geographically or in terms of TDR potential values to be usable.
- Assign a full-time staff person to manage the TDR program, working for/between the County Planning Commission, Economic Development Department, County Attorney, County Property Appraiser, Development Services Department and Clerk of the Court. The TDR manager should have experience and understand of how TDRs work, the administrative responsibility in helping negotiate and execute TDR-based transactions, and knowledge of the procedural steps required to record, assess and enforce the development easements associated with the TDR.
- The TDR program director should work closely with the Planning Commission to fully integrate the planning implications of reduced densities in the designated Sending area and the incremental density allocation(s) to the designated Receiving zone(s).
- The County should explore establishment of a TDR 'bank' as a legally-sanctioned vehicle to receive donated or purchased TDR credits and hold them until they may be sold as part of later transactions. The TDR bank will also be a resource and potential participant in negotiating TDR pricing and valuation.
- Because use of a TDR requires a permanent easement (reduction of the right to develop) on the property, irrespective of zoning or other regulatory controls, an entity must be identified to hold the easement, provide monitoring and (at least) annual review and enforcement of the transferred rights, and coordination with other County departments involved in the recording and approvals process. The County may be the holder of the easement, or a partnering

organization (often a staffed and funded land or building conservation non-profit), but the easement holder would assume all the obligations that a TDR program involves.

- The County Attorney's office could assist in preparing a template for the TDR easement as a consistent recording format and legally binding agreement resulting from the TDR transaction. While the terms of the TDR transactions may vary according to the specific conditions of each negotiated agreement, a standardized format for the property easement will make the process more efficient and consistent.

Recommendation #4

Revise the 2008 Assumptions and Metrics on Population, Employment & Service Requirements

The current baseline assumptions on population per household and employment per household included in the 2008 Future Land Use document have not been adjusted since adoption, and are not consistent with documented population and employment data. Because these data are the basis for (and integral to) other land use requirements, they should be based on recurring review of changing demographic and market conditions, and should be reviewed and modified as required on a regular basis. Key data points to be regularly updated for each applicable zoning district (or plan areas) include: persons per household and the jobs-to-population ratio (recognizing that the industry standard is jobs-per-person rather than jobs-per-household).

The 2008 Service Requirements are linked to population and employment assumptions, and also should be modified/changed. While providing/requiring potential community benefits to the populations of WVR-2/Wimauma and RP-2/Balm were the original goal, they were not appropriately linked to the econometrics of commercial real estate, and should be modified/changed to better acknowledge real estate conditions and characteristics.

The complexities of a single metric as the determinant of community service and employment benefits are described at the beginning of this section. However, it is also recognized that new development in existing areas has implications for current residents and businesses. Future development in South County should incorporate broader options for developer proffers, guarantees for incremental infrastructure costs, and provision of community amenities. The 2008 language attempted to address populations underserved in nearby retail, employment opportunities and public facilities. However, **as growth and development have occurred, the**

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conditions and competitive environment have changed, and a new form of providing for community needs, grounded in market conditions and development realities, leveraged public investment and reimbursement, and integrated comprehensive planning principles are now required to replace the 2008 model.

Recommendation #5

Complete a Comprehensive Cost/Benefit Analysis of Redevelopment in South County

One of the most significant changes in South County has been the transition from traditional agricultural land uses to new residential, workplace and commercial uses. While forces affecting the long-term viability of agricultural land and products have also significantly changed, underlying economic costs and benefits of redevelopment require an updated analysis to determine whether Hillsborough County is financially benefiting (or breaking even) on public investments required to foster redevelopment and the new population and land uses generated by redevelopment.

While it is common for the commercial real estate industry to fully understand the return-on-investment for land acquisition, capital investment and ongoing management/maintenance and reinvestment, the public sector sometimes takes either a longer view of returns on public investment, or more narrowly evaluates benefits based on ad valorem and sales taxes generated, but may not plan for the costs of new road, water and sewer, schools, police and fire protection and other public services that are required from new development.

In 2005, Hillsborough County's Economic Development Department conducted a study to analyze the cost/benefits of different land uses. That study indicated (based on cost and tax revenues from over 15 years ago) that some land uses generated more tax revenues than they "cost" in public services, while others generated more costs than the taxes could cover.

Table 50 illustrates the findings of that 2005 study:

Table 50: Community Tax Revenues & Expenses, by Land Use

Revenues	Taxes Generated		Costs for Services		Net Public Cost/Benefit
Residential	\$	1.00	\$	1.29	\$(0.29)
Commercial	\$	1.00	\$	0.36	\$0.64
Industrial	\$	1.00	\$	0.21	\$0.79
Agricultural	\$	1.00	\$	0.25	\$0.75
Vacant	\$	1.00	\$	0.05	\$0.95
Other	\$	1.00	\$	0.05	\$0.95

Source: Hillsborough County Economic Development Department, 2005 study; WTL+a, March 2020.

Of course, the underlying economics for agribusiness in Hillsborough County between 2003 and 2005 (the data years of the study) have changed significantly. As discussed previously in Section 3 of this report, Hillsborough County Agricultural Extension data from 2003 estimated that agribusiness-related annual sales totaled almost \$668 million, produced from 229,875 acres of agricultural land. By 2017, agricultural production in Hillsborough County generated \$865 million in annual sales.

The metrics above indicate that (at the time of the analysis), **the costs of providing public services to residential development resulted in a negative return to the County.** It is unknown if current economic conditions will generate the same fiscal result. However, as residential development continues in the County and agribusiness land is often lower in its investment yields to owners, more agricultural land will be proposed for conversion to residential.

Because agriculture is an important economic contributor to Florida (it is the second largest industry in the state, after tourism) and for Hillsborough County (reportedly valued at over \$865 million in 2017) it is worth an updated review of the fiscal costs and benefits for the land uses reviewed in 2005. If the negative offset for residential development is still the case, the County should review and revise upward its fees for approved Planned Developments going forward.

Recommendation #6**Sub-area Land Uses & Development Potentials**

The planning analyses for WVR-2/Wimauma and RP-2/Balm (by other consultants) will address how market and planning objectives intersect within the study areas. As part of this analysis for Wimauma, the County has designated five sub-areas for special attention:

- Sub-area #1—Wimauma Light Industrial/Office District (Figure 15)
- Sub-area #2—Wimauma Town Center District (Figure 16)
- Sub-area #3—Wimauma Downtown District (Figure 17)
- Sub-area #4—Wimauma West Lake District (Figure 18)
- Sub-area #5—Wimauma West End District (Figure 19)

When the market-supportable development program for industrial, office, residential and retail uses is considered, there is insufficient, unmet market support to recommend new development in all of the sub-areas, at least for the next 5-10 years. Each sub-area is considered to have its own context, differing connections to/influences by existing development located outside of the Wimauma Village and WVR-2 study areas, and opportunities to focus on specific land uses.

These elements are discussed below:

Sub-area #1—Wimauma Light Industrial/Office District

This sub-area is located east of Wimauma Village and is dissected by State Road 674 to Balm-Wimauma Road at its eastern terminus. The sub-area currently includes agricultural, Wimauma Airpark and open space. Wimauma Airpark occupies an estimated 15% of the Light Industrial/Office District; it is a privately-owned general aviation airport with a 2,700 ft. turf runway and no control tower. About 30% of the remaining acreage in this sub-area is identified as owned by public/quasi-public/institutions. The property north of SR 674 is agricultural in use, and includes Frank Deihl Farms and Casa Siera Farms.

The Industrial/Office District designation and undeveloped areas could be adapted for light industrial or warehouse/distribution uses. Both types of businesses could provide employment opportunities for Wimauma residents, but the location is approximately three miles from I-75, so

may be better suited to a locally or regionally based company that does not require I-75 adjacency or visibility. Because of its proximity to agricultural production land in South County, the Light Industrial/Office District could focus on food product processing and shipments for area companies, should demand be demonstrated.

Recommendation—Focus on agribusiness prospects for business recruitment and provide necessary financial incentives to strengthen the competitive position of this sub-area to provide future employment and expand workplace opportunities. **The market for workplace uses (light industrial and office) in Wimauma is limited** (estimated at only 5,000 to 7,500 sq. ft. of office space and 10,000 to 15,000 sq. ft. of industrial uses over the next eight years), and such a use should be first considered as part of a proposed civic/commercial Town Center in adjacent Sub-area #2.

Sub-area #2—Wimauma Town Center District

The Town Center District is also located along SR 674, and includes the only *moderately* pedestrian-friendly commercial cluster along this corridor in Wimauma. When examining the boundaries between the sub-areas, it appears inconsistent that two key retail entities in Wimauma—each located just east of the Town Center District (Tienda de los Primos Supermarket and Dollar Store)—were not included within this district. In our view, the proximity, relative ease of connection and greater clustering benefit of these two businesses should be included within the functional (and consumer behavioral mix) Town Center District.

RDS LLC conducted a ‘windshield survey’ of existing retail in the central part of Wimauma, which does not include the West End District near Walmart (this sub-area is located over two miles west of the traditional center of Wimauma, so is not considered part of the traditional Town Center). As illustrated in Table 39, there are approximately 72,485 sq. ft. of retail space located in this portion of SR 674. Over half of the total estimated retail space is located in the Town Center District, comprising 20 of 37 business spaces. If the four vacant spaces at the time of the retail inventory are not included, there are 20 of 33 operating businesses.

In terms of potential walkability, the Town Center sub-district is approximately one-half (0.44 miles) in length from Tienda de los Primos Supermarket to El Sol Restaurant—well within the one-quarter to one-half mile radius for pedestrian-friendly environments.

The Town Center District's business mix includes four of the five Wimauma grocery stores/supermarkets (including the Primos Supermarket); a barber shop; three of the five gas stations/convenience stores (Wawa, located at SR 674 and U.S. Route 301 is not considered part of central Wimauma due to its distance); four of the seven F&B/carryout businesses; and three of four 'other retail' category uses (including the Dollar Store).

While total retail square footage is moderate, the Town Center District is the only area with existing clustering that can be strengthened with additional retail and civic spaces.

To add the potential value of a safer, more walkable environment, sidewalk separations along SR 674 (which vary from 55 to 65 feet across two traffic lanes and two bike lanes of the state road) should be narrowed. Moreover, vehicle speed in this part of the corridor is unsafe for pedestrians crossing from side to side and there are few protections in place. There is limited critical mass or sense of place in the community today—most development is dispersed along SR 674 in a suburban configuration. The Town Center District is the place to explore creating something more relatable for Wimauma residents; the real estate value of grouping new businesses in one pedestrian friendly location (with visibility from/along SR 674) would strengthen limited market-based opportunities to create new commercial space.

Recommendation—Plan for locating a mixed cluster of retail/commercial, mainly focusing on restaurants and food service, a possible Farmer's Market or area food production store, and possible location opportunities for start-up retail and consumer services businesses paired with training and education program facilities for Wimauma and other South County residents.

Sub-area #3—Wimauma Downtown District

The Wimauma Downtown District is large, comprising approximately 250 gross acres of the traditional central part of Wimauma. Commercial development is more widely dispersed along SR 674 and its boundaries stretch just over three-quarters of a mile along the corridor. The Downtown District includes Wimauma Elementary School and its surrounding residential streets, the northern boundaries of Lake Wimauma and a mix of residential blocks on both sides of the highway.

Perhaps the most defining characteristic of the Downtown District is the dominance in property ownership by the Church of God, which owns approximately 77.6 acres of land in central Wimauma for its convention facility, main church, campgrounds facilities and spaces for

travel trailers for its members' seasonal visits. The Church of God was not represented in the Wimauma stakeholder interviews, so its interests in long-term land use planning for the Downtown District are not known. However, **the church owns approximately 30% of the gross acreage within the Downtown District**, and will have a significant influence on what might be possible over the longer term.

Recommendation—Seek involvement with the Church of God's representatives to determine the institution's long-term plans for its holdings and develop planning concepts for the surrounding area accordingly. As the major property owner in central Wimauma, they will have the greatest influence on the Downtown District over time.

Sub-area #4—Wimauma West Lake District

The West Lake District includes the William J. Hearne Product Company, a major wholesale food products company, located at the intersection of SR 674 and West Lake Road. The area also has a number of vacant parcels and small auto and lawn mower repair businesses. The property occupied by Enterprising Latinas is a community destination for education and entrepreneurial programs at the West Lake District's western edge. Opposite Enterprising Latinas across SR 674 is a partially vacant commercial building which (at the time of the retail inventory) contained the Florida Tropical Fish Farmer's Association Coop, a barber shop, and three vacant retail spaces.

It is unknown what the effects of COVID-19 have been on these businesses, but these buildings are in need of reinvestment and are somewhat detached from either the Town Center District to the east or the West End District, located 0.8 miles west at U.S. Route 301 and SR 674. The number of vacant/undeveloped smaller parcels in this District and its adjacency to SR 674 and the Walmart and intersection with U.S. Route 301 may evolve into pad site developments for national retail and commercial tenants, influenced, in part, by traffic from the entrances to two master planned communities (Sereno to the north and Southshore Bay to the south).

Recommendation—While proximate to the traditional center of Wimauma, the West Lake District is more likely to be influenced by (and attract commercial development based upon) the adjacent residential developments. The planning objectives for this district should reflect those potentials.

Sub-area #5—Wimauma West End District

The Wimauma West End District is a mixture of major national retailers, including Walmart (curiously, the district boundaries only include the Walmart surface parking lot and its gas station), and a 6,911 sq. ft. Wawa at the U.S. Route 301 intersection. The ALDI, Publix Grocery, McDonalds and other accessory retail, located across 301, are not part of the West End District.

As a general comment, the commercial cluster at this intersection is more oriented toward the newer residential communities in Sun City Center and other nearby planned developments. Traffic volumes along U.S. Route 301 and westbound on SR 674 toward I-75 create more typical suburban sprawl character than the slower pace and more rural character of Wimauma. Vacant parcels along both sides of SR 674 appear to be sized to accommodate separate, highway-oriented commercial pad sites.

Recommendation—planning concepts should anticipate auto oriented uses typical of commercial corridors along SR 674 in the West End District. General densities surrounding the West End District will make it difficult to maintain a rural character as its vacant land is developed.

Recommendation #7

Create a Civic/Commercial Town Center for Wimauma

To the extent that a viable community focus and civic identity ‘place’, incorporating both commercial and civic uses, can be created in Wimauma, the Town Center sub-area is the best location to accommodate such a place. While this recommendation may appear oriented toward planning rather than real estate market conditions or viability, it has been repeatedly proven that pedestrian-friendly, walkable environments create value for retail clusters.

For optimal positive benefit and development returns, the Town Center District is the best location for planning of a functional civic and commercial heart for Wimauma. Stakeholders noted that many lower-income Wimauma residents do not have access to public transportation, and may not own cars. Experience has shown that a walkable distance of one-quarter mile (0.25) is best for pedestrians and one-half mile (0.50) for bicycles to access commercial clusters. Geographically, the block occupied and presumably owned by the Templo Filadelfia

Casa de Dios (not part of the stakeholder interviews) is the most central location, and most of the parcel is undeveloped. It is not known if the church would have an interest in providing space for 20,000 to 25,000 sq. ft. of market-supportable food and beverage and locally owned businesses.

These commercial uses would also benefit by proximity to civic and social programs such as Enterprising Latinas, who work to create entrepreneurial opportunities for local women. Other jobs and skills training/educational uses and healthcare facilities would also complement a restaurant and public services cluster in a central zone such as this site. If the church is not interested in this type of socio-economic/commercial development (perhaps as a ground lease, or through sale), other undeveloped sites at/near the center may be viable for at least part of the commercial/retail development program.

A commercial district redevelopment manager/coordinator would be a focal organizer for implementation of a more functional town center—the layout and public space character of this place concept should be explored through the planning work for Wimauma. It is also likely that the County will need to take a leading role in implementing a real town center, providing planning and development assistance, infrastructure funding, staffing for coordination with local businesses and organizations and other financial and regulatory incentives. Many stakeholders spoke of the need to create an identity and focal point for traditional Wimauma. While a ground-up ‘town center’ could be designed and constructed in one of Wimauma’s sub-areas; the Town Center District is the most appropriate location for such as place.

Recommendation—Identify one or more potential locations for an infill commercial and civic center of approximately 20,000 to 25,000 sq. ft. of commercial space in a central location in Wimauma Town Center. Fund and hire a town center coordinator to work with local start-up businesses and property owners to foster growth of locally-based retail and restaurant businesses. Food & beverage operators may grow into permanent facilities from food trucks and carts.

If five or more building-based restaurants are opened, market both Wimauma Village as a South County dining district and as a destination for surrounding residential neighborhoods. Create and implement strong design standards to evoke a rural scale and character to reinforce the identity of “Old Wimauma”. Since early development will likely fall below commercial

underwriting standards, explore alternative financing approaches such as a CRA program, a small business development finance program or a Community Land Trust (with the goal of retaining property ownership for area residents).

If a new TDR program or the Service Requirements program is adapted from the 2008 Future Land Use policies, consider a 'buyout' fund into which developers can pay a fee into a central fund to capitalize economic development in Wimauma (and/or Balm). Investigate potential farm-to-table programs that will feature locally-grown agricultural products, meat and poultry and prepared foods. Use the focal space of the Town Center as a format for events, performances, a local farmer's market, and civic gatherings. Locate government and public service offices in the civic core, or cluster them into buildings nearby to provide multiple reasons for Wimauma residents to come back, and to sustain pedestrian and consumer traffic. Differentiate the commercial/civic Town Center with a local focus in products, business ownership and services. Create a place that can become a small, rural destination. Leverage public ownership, financing and technical assistance to provide opportunities for Wimauma residents to gain from the unmet spending potentials that surrounding new development has brought to South County.

Recommendation #8

Plan and Create an Infill Housing Strategy for Wimauma Village and Balm

Housing market potentials in WVR-2/Wimauma and RP-2/Balm suggest that over the next 10 years, up to 950 to 1,050 new dwelling units are supportable in Wimauma and an additional 170 to 350 units in Balm. Recent development patterns in both areas have been characterized by trade builders constructing more conventional suburban single-family detached subdivisions. It is recognized as an industry standard that new projects of this type require a minimum of 200 to 250 dwelling units as a scale that builders can undertake. There are also numerous vacant parcels located throughout the Wimauma sub-areas, but few appear large enough to accommodate the 200 to 250 unit minimum.

While it is likely that more conventional suburban subdivisions will continue to accommodate a portion of future population growth in South County, WTL+a recommends that **an alternative planning model be analyzed for infill housing at a smaller scale for use within central Wimauma and in Balm**. This alternative model would include other housing types in addition to single-family detached: attached/duplex and townhouse formats, stacked flat and apartment

units and accessory housing units on larger existing residential parcels, both for rent and for sale. Residential infill patterns should reflect the lower scale of central Wimauma (no more than two stories, street setbacks, mix of larger and smaller buildings, street trees, etc.) and (perhaps) on larger lots in Balm.

In both locations, a traditional 'pattern book' of appropriately-scaled designs should be created as a guide for future development applications and implementation, both to sustain the rural character of these areas and to make incremental development projects more easily reviewed and approved. Adding a portion of new infill housing on vacant parcels will strengthen consumer support for the commercial town center and existing Wimauma retail businesses, and will create opportunities for employment synergy with residential development. The market analysis did not allocate specific estimates of infill dwelling units to vacant parcels (that should be the result of the planning analysis). Both commercial and infrastructure returns on infill sites will reinforce market sustainability of central Wimauma, but should be designed to protect its rural character.

The infill housing strategy may also require a review/revision of current zoning and allowed land uses to permit housing development and/or determine if parcels should be residential or commercial over time. Possible infill housing locations include:

Light Industrial/Office District—if marketable in proximity to Wimauma Airpark, the land at the intersection of SR 674 and the utility easement, just east of central Wimauma, would balance densities against the existing core area, and would be proximate to the proposed Town Center in the adjoining Town Center District. Notably, a parcel located in the northwest corner of the sub-district along SR 674 is owned by Hillsborough County which, depending on the County's priorities, could provide the opportunity for a land write-down to make more affordable units possible.

Town Center District—County mapping suggests that there are more than 10 vacant parcels existing in the Town Center District. As possible, infill densities should increase from single-family to multi-family units adjacent to the location of the proposed commercial/civic town center, once its placement is defined.

Downtown District—the Downtown District has approximately 20 vacant parcels and a number of deeper lots that could accommodate more than one dwelling unit, but still be rural in scale and character.

West Lake District—there are 11 vacant parcels in the West Lake District, both along SR 674 and north along West Lake Drive that could be analyzed for residential infill development. The proximity of vacant parcels to the Hearne Product Company on both the east and west sides may suggest visual buffering (e.g., plantings, fences, etc.) along West Lake and between the Enterprising Latinas building and the Hearne property (one of the larger vacant parcels in the study area), but may also connect new housing to employment potentials.

West End District—this area has several additional large (and deep) parcels along SR 674, but the boundaries designated for this sub-area do not capture the full depth of the adjacent sites (similar to the exclusion of Walmart, but inclusion of its parking lot and gas station). As redevelopment is planned, the north and south boundaries of the West End District may need to be reconsidered to allow for more comprehensive planning strategies.

In Balm, the agricultural lands in and around RP-2/Balm and the concerns of its residents regarding too much density suggest that a larger-lot strategy for frontages along Balm Road, Balm-Wimauma Road and 672/Balm-Picnic Road if the rural character is to be protected. When asked what density would retain its rural character, Balm stakeholders suggested that no more than one dwelling per two acres would be the maximum, with a preference for larger lot sizes (referencing the one unit per five acre zoning).