



# Hillsborough County City-County Planning Commission

## Memorandum

June 17, 2021

To: Honorable Chair Pat Kemp and Board of County Commissioners  
From: Melissa Zornitta, AICP, Executive Director  
Re: Workshop – Residential Planned-2 (RP-2) Future Land Use Study

The subject of this workshop agenda item is the continued conversation centered around the study findings and proposed recommended changes to the Comprehensive Plan and Land Development Code as a result of the Residential Planned-2 (RP-2) Future Land Use Study. The staff of the Planning Commission and Kimley Horn (consultant) will present options to the Board of County Commissioners with a presentation designed to garner feedback related to the proposed text amendments to the Comprehensive Plan and Land Development Code.

The Board of County Commissioners requested this study when they initiated a moratorium on new rezoning applications in a portion of the RP-2 Future Land Use Category. The study and policy recommendations are crafted to address issues raised by the BOCC and then corroborated and expanded through public engagement that includes but are not limited to: provision of public facilities (i.e., transportation, schools, water/wastewater, parks, etc.), preservation of open space and agricultural lands within the rural service area, design-form-function of new communities in relation to existing communities, and commercial/employment requirements within the village. Corresponding amendments to the Land Development Code are also recommended.

During a February 2021 Board of County Commissioners Hearing, the BOCC instructed staff to continue working with the affected communities in conjunction with a proposed extension of a moratorium to December 31, 2021, to allow time for additional public outreach and policy considerations.

Public input is an integral part of the community planning process; much of the outreach for this study had until this time been conducted virtually due to the ongoing pandemic. However, given the limitations of virtual engagement, in-person community and stakeholder meetings were favored and have been held throughout this Spring, with materials also available online.

The first in the series of meetings was held on April 1 at the Balm Civic Center. Subsequent meetings were held on April 24, May 3, May 22 and June 8. Each meeting covered topical areas of the proposed policy and asked the public to provide



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input. These meetings followed County COVID protocol. Virtual participation options were also provided.

All materials related to the RP-2 Future Land Use Study, including input opportunities, are available on the project webpage: [www.bit.ly/residentialplanned](http://www.bit.ly/residentialplanned).

Input gained from the topic meetings resulted in further policy refinement to the proposed revisions to the Comprehensive Plan and the Land Development Code since February 2021. Refinements include but are not limited to:

- **Open Space:** Reduction of required open space and removal of contiguous requirement to allow for additional large lots and more accessible open space.
  - Allow for certain agricultural uses to count toward open space requirement
- **Lot Width:** Increase minimum lot width above previously proposed 40 feet (rear-loaded)
- **Community Benefit Options:** Refine procedures for Community Benefit Options, replace the associated density calculations with a tiered system, and consider modifying some Community Benefits to be required.
- **Compatibility:** address rural interface through compatibility policy

Other considerations discussed during the planning process:

- Continued conversation discussing what percentage of large lot development might degrade the village concept.
- Continued conversation seeking alternative metrics for timing and prematurity of growth within the rural service area.

This workshop is provided in anticipation of a June 24 RP-2 Open House, July 19 Planning Commission hearing, followed by a BOCC transmittal hearing on August 5.

Given the timing of our last community meeting on June 8, the full drafts are still being prepared but will be forwarded under separate cover as soon as they are available. The draft recommendations from the study will be discussed at the workshop, and the Board's continued input on these is needed to shape the final proposed amendments to the Unincorporated Hillsborough County Comprehensive Plan and the Land Development Code.

# BOCC Workshop: Policy Updates

June 17, 2021

## Residential Planned-2 (RP-2) **LAND USE STUDY**



Hillsborough  
County Florida



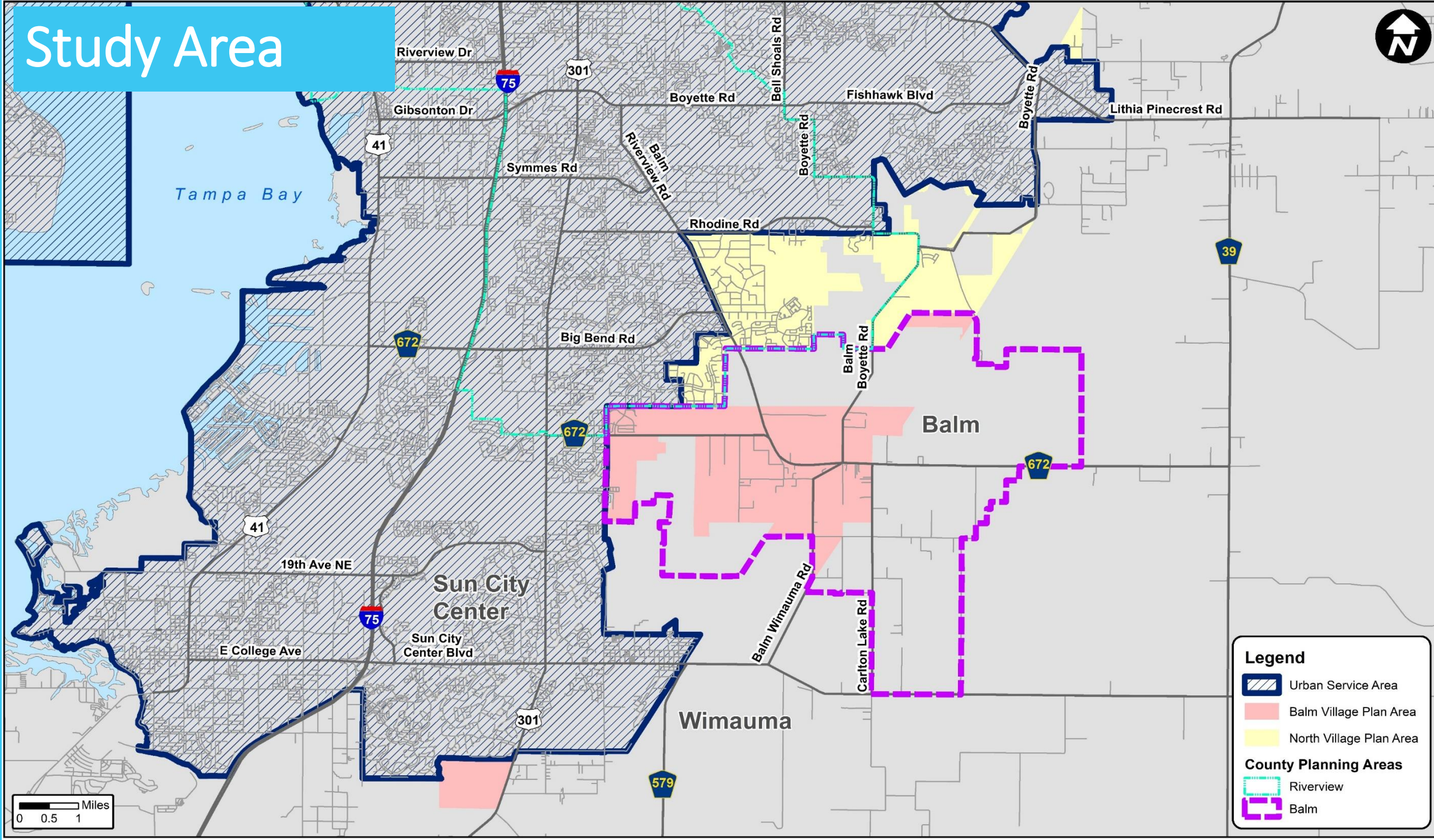
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# Outline

- Recap of study purpose
- Reflections on Topic Meetings and General Session Meetings (April – June)
- Policy changes as a result of community feedback
- Recommendations
- Next Steps



# Study Area



# Recap: What is being updated?

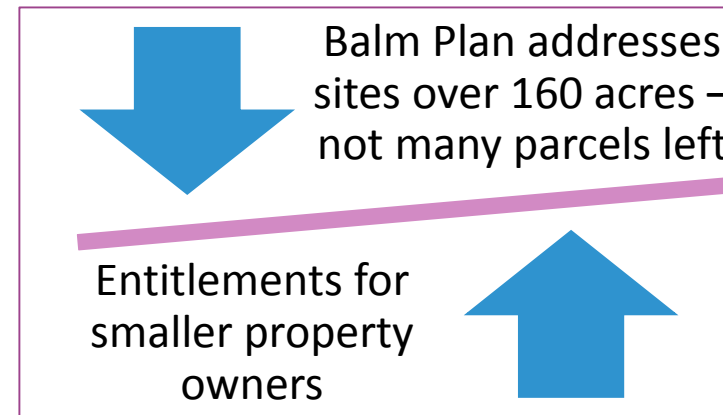
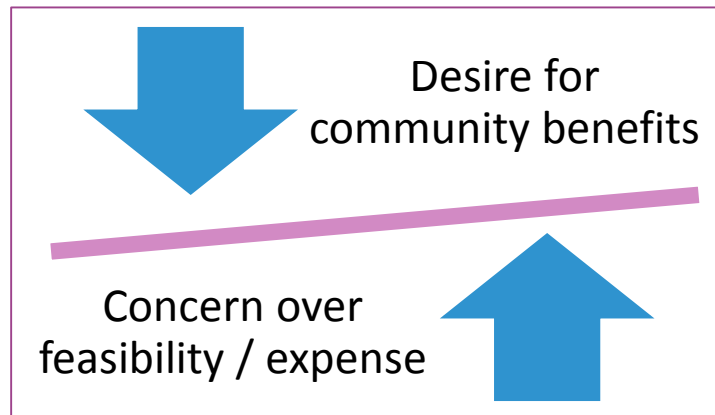
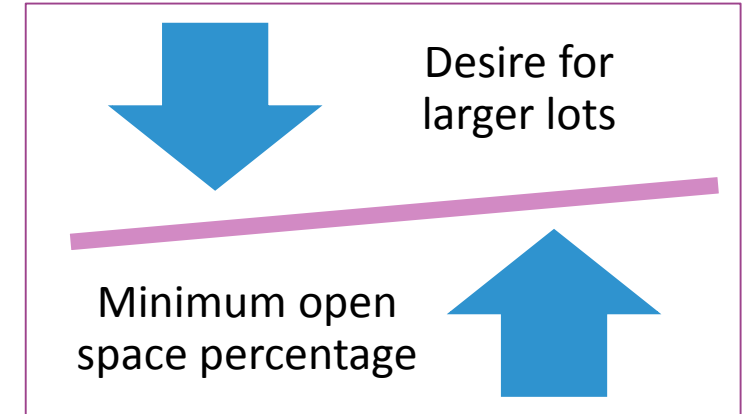
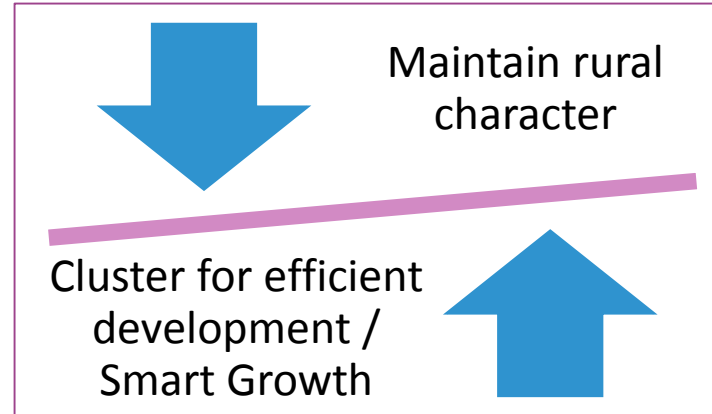
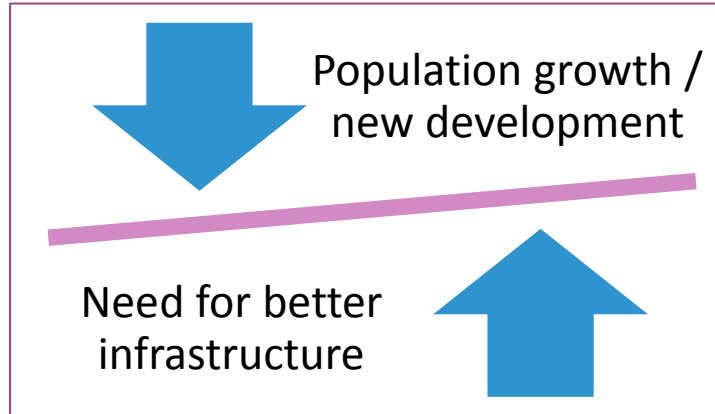
- Comprehensive Plan Amendment
  - HC/CPA 20-11: FLUE Residential Planned-2 (RP-2)
- RP-2 Land Development Code Amendment
  - LDC 21-0288: Planned Village (RP-2)

Policies: Guides future use of the land and sets densities (Broader)

Specific regulations for use of the land (how many homes, how far apart, etc.) (More Details)



# Recap: What are we trying to balance?



# Recap: What is *not* a part of this study?

- Environmentally Sensitive Land Credit
- New policies will not apply to unaggregated Parcels in the North Village Plan area under 50 acres and in the Balm Village Plan Area under 160 acres
  - Those properties would not qualify for consideration of greater than 1 du/5 ga under the proposal
- Broader infrastructure concerns outside of the RP-2 Study Area





# 2021 Meetings with the Community

- **April 1, 2021:** Open House Public Meeting
- **April 24, 2021:** Topic Meeting #1: Policy Discussion
- **May 3, 2021:** Topic Meeting #2: Neighborhood Design
- **May 22, 2021:** Topic Meeting #3: General Session & Neighborhood Design
- **June 8, 2021:** Topic Meeting #4: Policy Changes



# Reflections from April – May Meetings

## The Concerns

- Compatibility between rural character and future, denser, development
- Need better infrastructure
- Want consistency and predictability in how future development unfolds

## Points of Agreement

- Maintain rural character and encourage agricultural spaces
- Varying home types
- Prefer larger lots to open space
- Importance of effective buffering and screening
- Commercial areas should be in targeted locations
- Dark Sky Community should be utilized

## Policy Focus

- Development Pattern
  - Lot types & mix
- Open Space
  - Perimeter lots
  - Buffering/screening
- Community Benefits
  - Tailoring list to address community wants & needs



# Summary of Points: Topic Meetings 1 and 2 (April 24 and May 3, 2021)

- **Density and Development Pattern**

- Lot sizes – strong preference for ½ acre lots
- Varying home types – “not cookie cutter”

- **Open Space vs. Larger Lots**

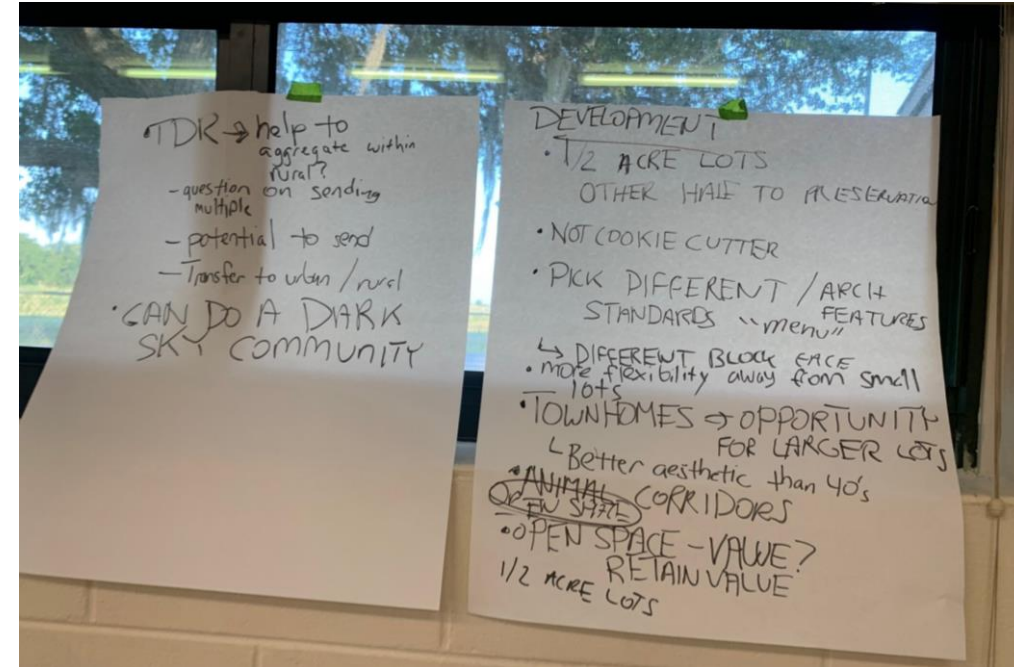
- Preference for larger lots over contiguous, “unusable” open space

- **Community Benefits**

- Want better infrastructure (especially as it relates to roads)
- Dark Sky Community

- **Commercial areas** should be in targeted off-site locations

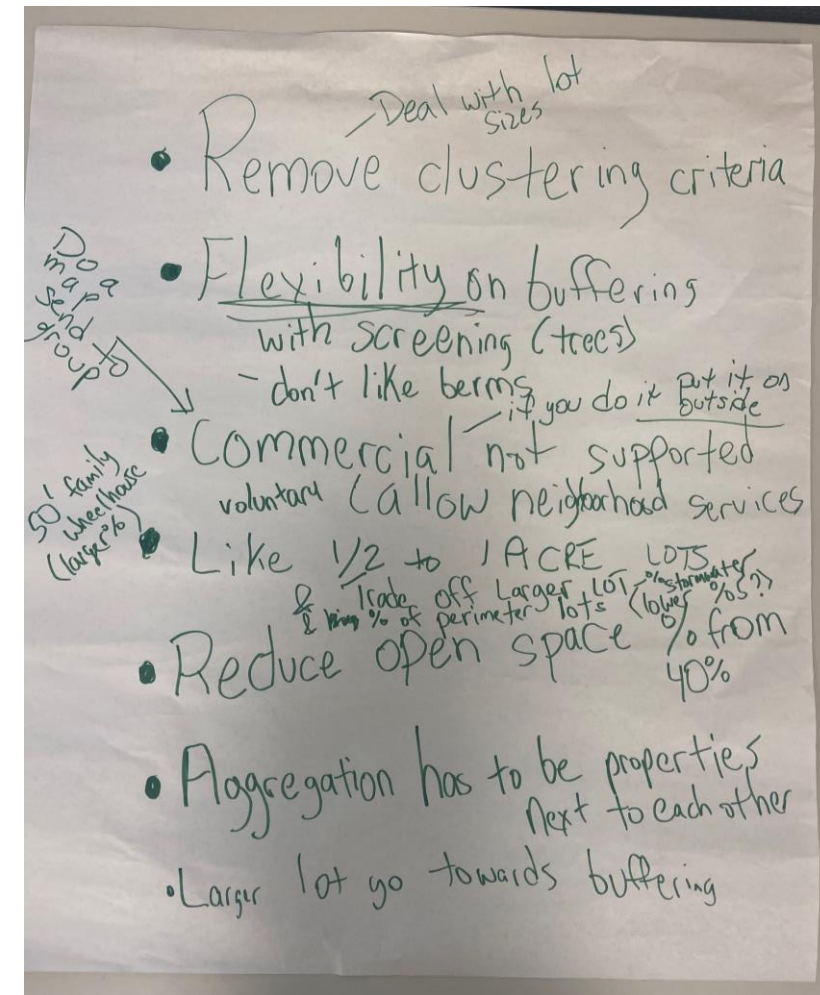
- If on-site, neighborhood services are preferred to “revolving door” of vacant retail



# Summary of Points: Topic Meeting 3 (May 22)

## • Agreement on:

- Remove clustering criteria and instead focus on lot sizes to achieve desired development pattern
- Remove 40-foot lot types and increase minimum lot size to 50-foot lots
- Reduce 40% Open Space requirement
  - Allow recreational uses to count towards Open Space
- Allow larger perimeter lots (1/2 acre – 1 acre) to count towards open space and/or buffer
- Flexibility on buffering requirement with perimeter lots
- Increase screening requirements to achieve greater opacity



# Summary of Points: Topic Meeting 4 (June 8)

- **Perimeter Buffering & Compatibility**

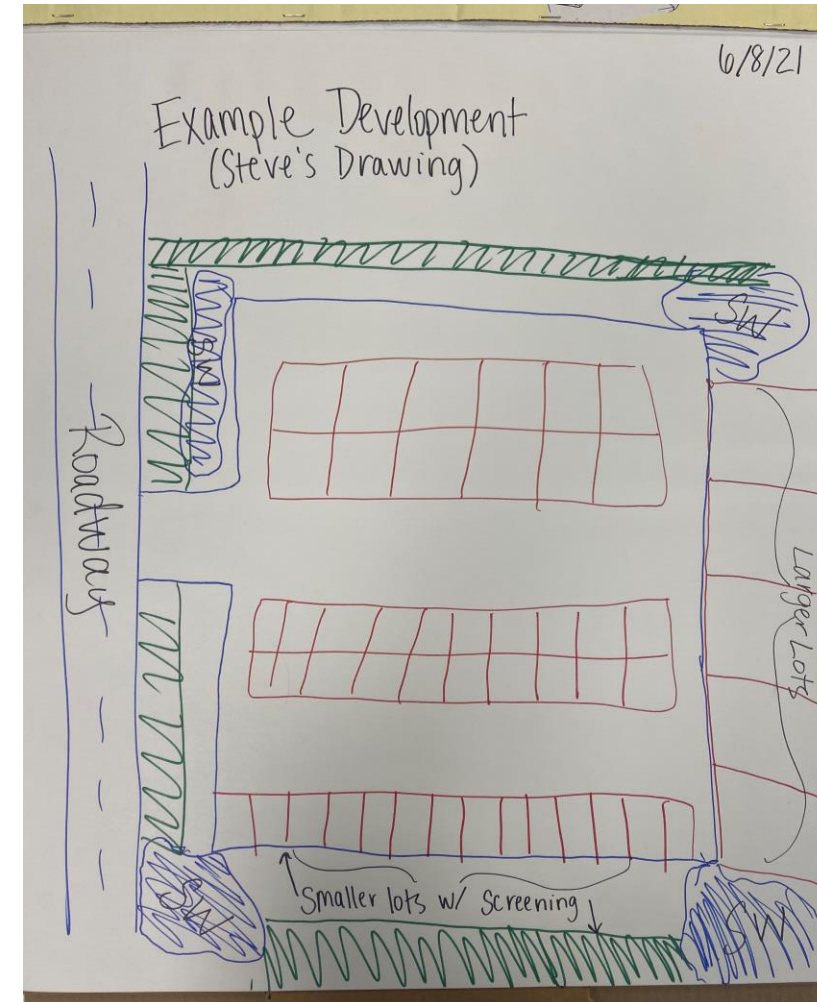
- If the development is buffered and screened well, internal mix isn't as concerning
- Tradeoff Mechanism: If larger lots on the perimeter, doesn't have to have as much buffering/ screening – If not doing larger lots on perimeter, must be buffered and screened to higher standard
- Community character compatibility evaluation

- **Lot Size / Lot Mix**

- Strive for simplicity and flexibility
- Reduce required Lot Types from three to two
- Not feasible to require 10% of ½ acre to 1 acre+ lots on the perimeter – in the back of the development makes more sense

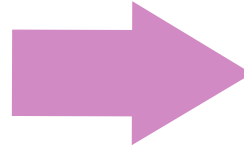
- **Community Benefits**

- Should be prioritized into a tiered system
- Infrastructure still the greatest need and concern



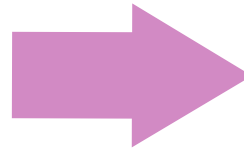
# Policy Change: Perimeter Buffering, Screening, & Lots

Proposed Policy  
January 2021  
(Sec. 5.04.03(E) of LDC)



Proposed Policy after Community Feedback  
June 2021

- Counted towards 40% Open Space requirement
- Estate Lots ( $\geq 1$  acre) permitted as alternative to 250-foot buffer with enhanced screening standards
- Sliding scale screening requirements
  - Larger buffer, less screening

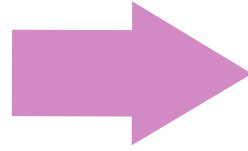


- Perimeter buffers with additional screening and/or
- Perimeter lots required around entire perimeter



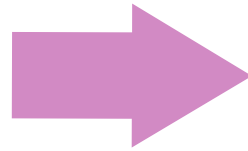
# Policy Change: Open Space

Proposed Policy  
January 2021  
(Sec. 5.04.03(G) of LDC)



Proposed Policy after Community Feedback  
June 2021

- **Minimum Percentage:** 40%
- **Can include:**
  - Agricultural uses (up to 50% of total OS provided)
  - Stormwater ponds (up to 10% of total OS provided)
  - Perimeter lots (up to 10% of total OS provided)
  - Perimeter buffers
  - Passive recreation, community gardens, community gathering places without active recreation component

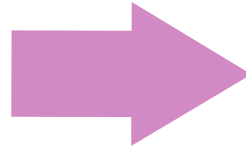


- **Minimum Percentage:** **Open Space based on perimeter buffers/screening** (focused on community character) - **2.5%** of gross acreage **internal to site**
- **Can include:**
  - Agricultural uses (up to 50% of total OS provided)
  - Stormwater ponds may be located in the perimeter buffer. Does not count towards internal open space requirement.
  - Active recreational uses (internal to site)
  - Passive recreation, community gardens, community gathering places



# Policy Change: Development Pattern (Lot Size & Mix)

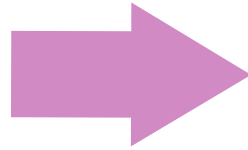
Proposed Policy  
January 2021  
(Sec. 5.04.03(C) of LDC)



Proposed Policy after Community Feedback  
June 2021

- **Lot Mix:** At least 3 different housing types, no less than 20%, no more than 60% of each type.

TYPE	LOT SIZE	MINIMUM LOT WIDTH	LOT ARRANGEMENT
Perimeter Lot/Estate House	1 acre min	150 feet	
Single-Family Residential (front-loaded) Type 1	6,000 – 9,999 sq. ft.	70 feet	Internal to site
Single-Family Residential (front-loaded) Type 2	10,000 sq. ft. – 1 acre	75 feet	
Single-Family Residential (rear-loaded) Type 1	4,000 – 5,999 sq. ft.	40 feet	Internal to site
Single-Family Residential (rear-loaded) Type 2	6,000 – 9,999 sq. ft.	40 feet	Internal to site
Single-Family Residential (rear-loaded) Type 3	10,000 sq. ft. – 1 acre	75 feet	
Single-Family Attached Residential	N/A, Single family attached (townhome – 3 or more attached units) and two family residential duplex/villa (2 attached units).		Internal to site and shall be located within 0.25 mile (walking radius) of Neighborhood Center



- **Lot Mix:** At least **2** different lot types

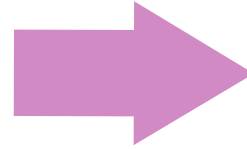
HOUSING TYPE	LOT SIZE	MINIMUM LOT WIDTH	REQUIRED LOT ARRANGEMENT
Type 1: Estate Lots	1 acre min	150 feet	Perimeter or Internal to site
Type 2: Single-Family Residential (front-loaded)	½ acre – under 1 acre	100 feet	Perimeter or Internal to site
Type 3: Single-Family Residential (front-loaded)	10,000 sq. ft. – ½ acre	75 feet	Internal to site
Type 4: Single-Family Residential (front-loaded)	6,000 – 9,999 sq. ft.	60 feet	Internal to site
Type 5: Single-Family Residential (rear-loaded)	5,000 – 5,999 sq. ft.	50 feet	Internal to site





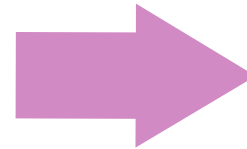
# Policy Change: Community Benefits

Proposed Policy  
January 2021  
(Sec. 5.04.03(B)(1) of LDC)



Proposed Policy after Community Feedback  
June 2021

- **Number of benefits:** 13
- **Developer requirements:**
  - Meet Density Allotments to reach 2du/acre
- **Categories of benefits:**
  - Construct additional non-residential uses
  - Provide transportation-related infrastructure (or dedicate land for it)
  - Dedicate land:
    - For schools
    - For preservation
  - Development Pattern within site
    - Additional buffering / screening
    - More than three lot types

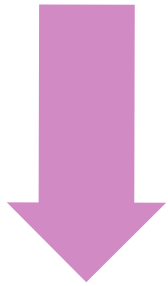


- **Number of benefits:** 13
- **Developer requirements (# of benefits):**
  - **3 for 50 – 100 acres**
  - **4 for 100 – 160 acres**
  - **5 for 160+ acres**
- **Categories of benefits:**
  - Dedicate land:
    - ~~For schools~~ **Will be a requirement in new proposal**
  - **Develop a prioritized tiered system**



# Policy Change: Corresponding Future Land Use Policies

Proposed FLU Policies  
January 2021



Proposed FLU Policies after  
Changes to LDC  
June 2021

## Policy 33.3.1 & 33.4.1: Balm Village (Parcels over 160 acres) & North Village (Parcels over 50 acres) Plan Areas

- “Developments that seek to develop up to 2 units per gross acre must preserve at least 40% of the gross acreage for contiguous open space as defined in the Comprehensive Plan and establish this open space as conservation easement.”

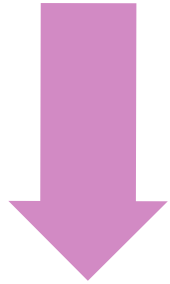
## Policy 33.3.1 & 33.4.1: Balm Village (Parcels over 160 acres) & North Village (Parcels over 50 acres) Plan Areas

- “Developments ... must preserve at least **2.5%** of the gross acreage for contiguous open space **internal to the site** ... In addition, **perimeter buffers and/or perimeter lots are required around the entirety of the perimeter...** and will be **established as a conservation easement.**”



# Policy Change: Corresponding Future Land Use Policies

Proposed FLU Policies  
January 2021



Proposed FLU Policies after  
Changes to LDC  
June 2021

## Policy 33.7: Community Benefits and Services

- In order to achieve the maximum density of 2 du/acre, developers choose as many Community Benefit Options as it takes to reach 2 du/acre. With the density allotments prescribed in Table 5.04 -1 of the January 2021 Proposed LDC, they could choose as little as 3 to reach maximum density.

## Policy 33.7: Community Benefits and Services

- In order to achieve the maximum density of 2 du/acre, developers must choose at least **three community benefits for projects of 50 – 100 acres**, at least **four community benefits for projects of 100 – 160 acres**, and **five or more community benefits for projects of 160+ acres**.



# Recommendations

- At the time of re-zoning, BOCC should conduct a compatibility evaluation with community input.
- Site Plan approval process for re-zoned property should include a checklist that ensures buffering and screening requirements are met (or that perimeter lots are provided) and compatible with surrounding uses.
- The County should consider creating a Mobility Plan for Balm to address community infrastructure concerns



# Issues Continued to Be Addressed

- Relationship between open space and large perimeter lots
- Community benefit options – which should be required based on planning principals and community priorities?
- Compatibility between new development and existing rural interface
- Seek alternative metrics for timing and appropriateness of growth within the rural service area.



# Schedule (Subject to Change)

June 24, 2021: Open House (Review Updates & Receive Feedback)

July 19, 2021: Public Hearing (Planning Commission)

August 5, 2021: Transmittal Public Hearing (BOCC)

October 7, 2021: Adoption Public Hearing (BOCC)

December 31, 2021: Moratorium on rezoning ends



**Closing**