

FUTURE LAND USE ELEMENT

CITY OF ZEPHYRHILLS 2025 COMPREHENSIVE PLAN

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FUTURE LAND USE ELEMENT

PURPOSE

The Future Land Use Element (FLUE) establishes the geographic framework for growth in Zephyrhills. As such, the element is central to planning for and management of natural resources, public facilities, housing and urban design. The element is also important to the City's system of land development regulation and to private property rights.

The purpose of the FLUE is to guide decision-making by the City on regulatory, financial, and programmatic matters pertaining to land use. Most directly, the FLUE controls the location, type, intensity, and timing of new or revised uses of land. The distribution of the various categories of land use is displayed on the Future Land Use Map (Map LU-3).

The land use strategy in this element is closely coordinated with a strategy for provision of public facilities as found in the Capital Improvements and Infrastructure elements of this comprehensive growth management plan. Through the FLUE, the City intends to promote compatible development that will maximize, enhance, and maintain the unique and attractive characteristics of the City in a manner consistent with the economic, physical, and social needs, capabilities, and desires of the community.

All elements of this Comprehensive Plan are mutually supportive and interactive. The entire planning process involves a series of reiterative modifications to reflect refinement of data and changes of existing conditions. A decision by another unit of government or private entity can cause the City of Zephyrhills to rethink an entire series of assumptions and prior decision.

UNDERLYING CONCEPTS

Protection of Natural Resource Systems

Natural resources including air, water, and vegetative communities perform functions which are vital to the health, safety, and welfare of the human population, and serve to attract visitors and residents to the Zephyrhills. Protection and management of natural resources for their long-term viability are essential to support the human population, ensure a high quality of life, and facilitate economic development. Important to this concept is management of natural resources on a systemwide basis.

The FLUE is designed with the intent to protect and manage natural resource systems in several ways. Intensive land uses on the Future Land Use Map are located and configured to guide concentrated population growth and intensive land development away from areas of environmental sensitivity toward areas more capable of supporting development.

Coordination of Land Use and Public Facilities

At the heart of Florida's Growth Management Act (Chapter 163, FS) is the requirement that adequate service by public facilities must be available at the time of demand by new development. This requirement is achieved by spatial coordination of public facilities with land uses designated on the Future Land Use Map (FLUM), and through temporal coordination of level of service (LOS) standards. LOS standards are binding. No local development order may be issued which is not consistent with the Concurrency Management System. LOS standards have been established for roads, potable water, sanitary sewer, stormwater drainage, solid

waste, and parks. While these LOS standards in the Capital Improvements, Infrastructure, Transportation, and Recreation and Open Space elements serve to guide public provision of infrastructure, in the context of the FLUE these standards serve to assure the availability of adequate facilities (either public or private) for designated land uses on the FLUM.

Provision of Adequate and Affordable Housing

Though not a pressing current issue in Zephyrhills, the availability of adequate and affordable housing for low and moderate income must be analyzed in the Comprehensive Plan. The FLUE encourages the creation of affordable housing through the provision for different housing types in all residentially designated lands.

Improved Efficiency and Effectiveness in the Land Use Regulatory Process

Important to every facet of this element is the balancing of private property rights and the general interest of the public. Although sound land use management by definition establishes limits on the use of property, care has been taken to ensure the limits are rational; fair; based on health, safety, and welfare of the public; and that due process is provided.

Future Land Use Map

The Future Land Use Map (FLUM), which is adopted by the Zephyrhills City Commission, is an important tool for implementation of the Zephyrhills Comprehensive Plan. The FLUM depicts the desired extent and geographical distribution of land uses and is one of the means to ensure that development is compatible with adjacent uses, the natural environment, and support facilities and services. The FLUM is also used to protect natural resources; restrict the proliferation of urban sprawl and strip commercial development; control densities in flood prone areas; promote economic development; and encourage redevelopment efforts.

Development within the City must conform to the various characteristics and standards provided in each of the FLUM categories, which are defined later in this element.

DATA AND ANALYSIS

This section provides information on existing and forecasted land use conditions in Zephyrhills. The section is designed to fulfill the data and analysis requirements of Rule 9J-5, FAC, and to provide a basis for the Future Land Use Element goals, objectives and policies and Future Land Use Map. The greatest value of the Support Document for the FLUE is that it assembles an inventory of the magnitude and geographic distribution of existing land use and population and makes projections for the future. Through this effort, opportunities and constraints in the City's management of land use become evident.

Existing Land Use Analysis

The *Existing Land Use Map* provides the basis for this section. The Existing Land Use Map (Map LU-1) and Table 1-1 below were created using land use data collected in the annual property appraisal process. Table LU-1 indicates the acreage totals for existing land uses in the City along with the density and intensity averages for applicable existing land uses. Existing Land Use Map categories are defined in the following:

Residential. This category encompasses the full range of residential uses including single family detached units, single family attached (duplex/triplex) units, multi-family developments, and mobile homes, mobile home parks and subdivisions, recreational vehicle campgrounds.

Commercial. This category encompasses a variety of activities that are predominantly connected with the sale, rental, and distribution of products or the performance of services. In Zephyrhills, these uses range from single building stores to community shopping centers.

TABLE LU-1
EXISTING LAND USE ACREAGE AND AVERAGE DENSITY/INTENSITY, 2008
CITY OF ZEPHYRHILLS

LAND USE	PARCELS	ACREAGE	% TOTAL ACREAGE	AVERAGE DENSITY (DU/A) (2008) ¹
Residential	4,920	1,146	20%	4.3 DU/A
Commercial	536	322	6%	
Industrial	33	160	3%	
Recreational	6	118	2%	
Public / Semi-Public	176	1,146	20%	
Institutional	59	126	2%	
ROW / Utilities	412	877	15%	
Vacant	868	1,792	32%	
TOTAL	7,010	5,688	100%	

SOURCE: Pasco County Property Appraiser, 2008 and Center for Building Better Communities, University of Florida, 2008.

Industrial. The industrial land use covers a broad range of activities. These activities can be classified in two general subcategories: light industry and heavy industry. *Light industrial activities* range from ones that are very land intensive but require few public services or facilities, such as open storage and warehousing, to others that require less land but need a full range of public services and facilities, such as light manufacturing. *Heavy industrial activities* are land intensive. Large machine shops, foundries, chemical plants, cement plants, steel fabrication plants, and transportation manufacturing plants are among the industrial activities that would be considered heavy industrial. Heavy industry has never been a significant land use activity in Zephyrhills and growth is expected to emphasize light industry uses.

Recreational. These lands include public parks and recreational facilities, as well as private recreational and open space areas found in subdivisions and mobile home parks.

Public/Semi-Public. This category includes lands that are owned, leased, or operated by a governmental entity. Activities include civic and community centers; hospitals; libraries; police stations; fire stations; and government administrative buildings; residential retirement homes; privately owned hospitals; cemeteries; property owned by utilities; churches and church-owned buildings; literary, scientific, and cultural organizations and facilities; and non-profit membership organizations.

Right-of-Way/Utilities. This category on the Existing Land Use Map denotes public rights-of-way.

Vacant. Vacant land is considered to be land that has not been developed but is suitable for development. A detailed discussion of the remaining vacant land in Zephyrhills is found later in this section.

Existing Land Use Patterns

This section of the FLUE describes the existing land use patterns of Zephyrhills and the unincorporated areas around the City. Zephyrhills is bounded on the east by the Green Swamp.

Commercial uses are found primarily along major arterial roadways and in proximity to the Downtown Zephyrhills. Early commercial development was concentrated in Downtown but commercial development has primarily located along the US 301 and SR 54 corridors in recent decades. During the 1990's and since 2000, significant commercial development has emerged along US 301 in the northern portion of the City.

Zephyrhills has a traditional residential pattern within its city limits. Substantial residential development has occurred in unincorporated Pasco County especially west of the City.

Availability of Facilities and Services to Serve Existing Land Uses

Traffic Circulation

All areas of the City are served by adequate transportation facilities. All roadways are operating at acceptable levels of service although deficiencies for US 301 are projected during the planning period. Strides are being made in the development of bicycle and pedestrian facilities and transit services.

Sanitary Sewer

The wastewater collection and treatment system is expected to have adequate capacity during the planning period. The wastewater treatment plant has been retrofitted to provide treated wastewater for reuse.

Solid Waste

The Pasco County Resource Recovery Facility, with a design capacity of 1,050 tons per day, provides adequate solid waste disposal for the County, its municipalities, and municipalities outside Pasco County. The City is responsible for solid waste collection.

Drainage

There are few areas of the City which experience flooding with average rain events. Areas that have experienced flooding recently are the Silver Oaks and Meadowood subdivisions. Measures are being taken by the City to conduct a city-wide master stormwater drainage plan. The plan will identify areas with drainage problems and solutions. Otherwise, the City system appears to be operating at a satisfactory level relative to the issue of flooding. As new development and redevelopment are permitted, stormwater facilities are being brought up to current standards per Southwest Florida Water Management District rules.

Potable Water

The Public Facilities Element indicates that the potable water distribution system will be adequate throughout the planning horizon. The potable water supply presents a significant issue that is addressed in more detail in the Public Facilities Element.

Vacant Land Use Analysis

Approximately 1,792 acres (32% of the City's land area) are undeveloped. Most of this land is very suitable for development. The location of these lands is illustrated by Figure FLUE-2.

Natural Resources

Surface water

The most prominent surface water feature in the City is Lake Zephyr. The lake is six acres in size and has been extensively reconfigured in past decades. The upper Lake Zephyr drainage basin extends approximately one mile east of Handcart Road and one half mile north of Geiger Road. Downstream, the outfall from Lake Zephyr is channeled via a human-made ditch to US 301 near Chancey Road. From US 301, the outfall is not well defined as water flows across open land to the Hillsborough River. Other surface water bodies include Little Lake Austin, a drainage canal south of the Zephyrhills Municipal Airport, and cattle watering ponds within the Silver Lakes Village subdivision.

Groundwater

Groundwater is found in usable quantity and quality in aquifers. Two aquifers, the Surficial and the Upper Floridan underlie Pasco County. The Upper Floridan Aquifer serves as the principal source of water for domestic, agricultural, and industrial supplies for the County and most of west central Florida. The Surficial Aquifer, which occurs within sand overlying the Upper Floridan Aquifer, is used primarily for lawn irrigation. Generally, the confining units that separate the two aquifers are thin and discontinuous in some parts of the County. The Upper Floridan Aquifer is under artesian conditions in most of the County.

Floodplains

The Lake Zephyr area is the only floodplain in Zephyrhills.

Wetlands

Wetlands are an important natural resource that provide both aesthetic and functional benefits. Wetlands by definition are transitional lands between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered with shallow waters. Wetland functions are interconnected with the hydrology of the area. This connection determines the presence, extent, movement, and quality of water in the wetland. Map PF-4 has been added to the map series to locate the minimum amount of wet-lands in the City limits. The primary wetland in Zephyrhills is located in the northwest portion of the city around Little Lake Austin and is undeveloped. Wetland categories and protection are discussed in the Conservation Element.

Ecological Communities

Significant ecological communities are located near Zephyrhills but outside the city limits. The Green Swamp is located east of the City and the East bypass. The Hillsborough State Park is located south of the city on the west side of US 301. Zephyrhills is also bordered on the north by the southern extent of the Brooksville Ridge.

Soils

Soils are an important aspect in land development. The physical and chemical properties of soils restrict the intensity of development through limitations on road construction, landfill siting, septic tank operation, and building placement.

There are a variety of soil types in Zephyrhills (see Map LU-6). Major soil associations in Zephyrhills include:

The predominant soil type in Zephyrhills is Tavares-Sparr-Adamsville. Map LU-6 provides information pertaining to soil resources in the City. This map is reviewed to ensure soils are compatible with development proposals. The Pasco County Soil Conservation Service Manual is referenced for specific information and data provided on the soil types. No mineral resources are located in the city limits of Zephyrhills.

Population Estimates and Projections

Overview

The principal function of this comprehensive growth management plan is to guide the City of Zephyrhills' decision making on the use of land, the provision of public facilities, management of natural resources and availability of housing. Critical to these functions is a foundation of knowledge on the magnitude, geographic distribution, and character of the City's population. In this section, information is provided on historic population growth, existing permanent and seasonal populations, and future populations.

Three principal sources of information have been relied upon in this analysis: the Bureau of Economic and Business Research (BEBR), University of Florida; the U.S. Census of Population and Housing; and the Affordable Housing Needs Assessment, Shimberg Center for Affordable Housing, University of Florida. The plan projects population growth to the year 2025.

Population Projections

To plan for growth, it is first necessary to project the number of persons that will reside in the City. The effectiveness of a local government's comprehensive plan depends principally on the reliability of population projections for both resident and seasonal populations. These predictions for the future are the basis of planning for future land use, housing, recreation and open space, and public services and infrastructure needs.

Resident Population. In this analysis, the resident population corresponds to persons counted in the US Census, i.e., persons whose usual residence is the City of Zephyrhills. Estimates for 2005 and 2007 are provided by the Bureau of Business Economic and Business Research (BEBR).

Population projections are developed by BEBR for all counties in Florida and updated annually. The data reflected in Table LU-2 is based on the 2008 projection for Pasco County. The population ratio of Zephyrhills to Pasco County is presumed to remain constant throughout the planning period (2.9%).

TABLE LU-2
RESIDENT AND SEASONAL POPULATION PROJECTIONS
CITY OF ZEPHYRHILLS

RESIDENT TYPE	2000	2005	<u>2008</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>2025</u>
Year-Round Residents	10,833	12,033	<u>12,570</u>	<u>13,078</u>	<u>15,301</u>	<u>15,942</u>	<u>17,601</u>
Seasonal Residents	4,767	5,295	<u>5,631</u>	<u>5,754</u>	<u>6,732</u>	<u>7,014</u>	<u>7,744</u>
TOTAL	15,600	17,328	<u>18,101</u>	<u>19,047</u>	<u>20,792</u>	<u>22,956</u>	<u>25,993</u>

SOURCE: Data from 1980, 1990, and 2000 Census of Population; Bureau of Economics and Business Research (University of Florida); Center for Building Better Communities, University of Florida, 2009.

This projection reflects an annual growth rate of 2.15% over the planning period. BEBR estimates since 2000 indicate that the city/county ratio is actually declining (from 3.14% in 2000 to 2.87% in 2008). To reflect this trend, a 2% annual growth rate is applied to derive the Year Round population projections.

Seasonal Population. Zephyrhills experiences a peak seasonal population during the months January through April due to milder temperatures and clement weather in the region as compared to northern climates. It is estimated that the local population increases by 44 percent during peak season. For purposes of this comprehensive plan, a multiplier of 44 percent has been used in calculating the seasonal population. For projection purposes, seasonal population is expected to increase at the same rate as the year round population based on the 2000 seasonal / year round ratio (44%).

Future Land Use

Pursuant to Section 163.3177(6)(a), FS and Section 9J-5.006(4), FAC, this section provides a discussion of future land use in the City of Zephyrhills. It includes the categories of the Future Land Use Map (FLUM) and their densities and intensities, provides acreage totals for each FLUM category, and includes an analysis of how implementation of the FLUM will affect established land use patterns. The amount of land needed to accommodate the projected population for the City is also addressed.

Future Land Use Map

The FLUM, which is adopted by the Zephyrhills City Commission, is an important tool for implementation of the Zephyrhills Comprehensive Plan. The FLUM is intended to display the geographical distribution and extent of those land use categories identified as being appropriate to and in conformance with the character and desires of the residents of Zephyrhills through the year 2025. The FLUM is one of the means to ensure that development is compatible with adjacent uses, the natural environment, and support facilities and services. The FLUM is also used to protect natural resources; restrict the proliferation of urban sprawl and strip commercial development; control densities in flood prone areas; promote economic development; and encourage redevelopment efforts.

The FLUM is part of a map series that includes the following maps:

- Existing Land Use
- Undeveloped Land
- Future Land Use
- Existing Land Use Adjacent to City
- Historical Structures
- Soils

Future Land Use Map Categories

Table LU-5 establishes the FLUM categories, the maximum densities and intensities, the locational and use characteristics of each category, and additional standards and criteria necessary to assist in managing the development of land in Zephyrhills. The purpose of this table is to aid decision-makers and the general public in understanding what the appropriate uses are in each category, where they should be located, and how intensively a parcel can be developed.

The FLUM categories are described in Table LU-3.

***NOTE: RESIDENTIAL ESTATE (RE) and AGRICULTURE (AG)
FUTURE LAND USE MAP CATEGORIES HAVE BEEN ELIMINATED.***

TABLE LU-5
2025 FUTURE LAND USE MAP CATEGORIES
CITY OF ZEPHYRHILLS

RESIDENTIAL CLASSIFICATION:	Residential Estate (RE)	RE
Purpose		
<p>It is the purpose of this category to depict those areas of the City that are now developed, or appropriate to be developed, in a large lot, very low density residential manner; and to recognize such areas as primarily well-suited for estate residential uses that are consistent with the suburban, non-intensive qualities and natural resource characteristics of such areas. Nonresidential uses shall visually conform to the residential character of the neighborhood, and primarily serve the needs of the neighborhood in which they are located in order to reduce vehicle miles traveled.</p>		
Use Characteristics		
<p>Those uses appropriate to and consistent with this category include:</p> <p>Primary Uses: • Residential; Residential Equivalent¹ Secondary Uses: • Public/Semi-Public; Neighborhood Commercial²</p>		
Locational Characteristics		
<p>This category is generally appropriate in areas where use and development characteristics are estate residential in nature; in areas serving as a transition between more rural and more urban residential areas; in environmentally sensitive areas where the prohibition of development is not required to protect the natural resource; and in the 100-year floodplain (where preservation or recreation/open space are not feasible).</p>		
Standards		
Residential Use:	• Density Range: 0 - 2.5 2.0 dwelling units per gross acre.	
Residential Equivalent Use:	• Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 2.5 2.0 dwelling units per gross acre.	
Nonresidential Use:	• Floor Area Ratio (FAR) – 0.30 Impervious Surface Ratio (ISR) – 0.60	
Zoning Compatibility		
The following zoning districts are compatible With this category:	ER – Estate Residential C1 – Neighborhood Commercial PUD – Planned Unit Development	
<ol style="list-style-type: none"> 1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities. 2. Secondary uses in residential categories require approval under a site plan controlled zoning district. 		

TABLE LU-3
2025 FUTURE LAND USE MAP CATEGORIES
CITY OF ZEPHYRHILLS

RESIDENTIAL CLASSIFICATION:	Residential Suburban (RS)
	RS

Purpose

It is the purpose of this category to depict those areas of the City that are now developed, or appropriate to be developed, in a suburban, low density residential manner; and to recognize such areas as primarily well-suited for residential uses that are consistent with the suburban, non-intensive qualities and natural resource characteristics of such areas. Nonresidential uses shall visually conform to the residential character of the neighborhood, and primarily serve the needs of the neighborhood in which they are located in order to reduce vehicle miles traveled.

Use Characteristics

Those uses appropriate to and consistent with this category include:

Primary Uses:	<ul style="list-style-type: none"> • Residential; Residential Equivalent¹
Secondary Uses:	<ul style="list-style-type: none"> • Public/Semi-Public; Neighborhood Commercial²

Locational Characteristics

This category is generally appropriate in areas where use and development characteristics are suburban residential in nature; in areas serving as a transition between more rural and more urban residential areas; in environmentally sensitive areas where the prohibition of development is not required to protect the natural resource; and in the 100-year floodplain (where preservation or recreation/open space are not feasible).

Standards

Residential Use:	<ul style="list-style-type: none"> • Density Range: 1.0 2.5 – 7.5 dwelling units per gross acre.
Residential Equivalent Use:	<ul style="list-style-type: none"> • Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 7.5 dwelling units per gross acre.
Nonresidential Use:	<ul style="list-style-type: none"> • Floor Area Ratio (FAR) – 0.30 • Impervious Surface Ratio (ISR) – 0.70

Zoning Compatibility

The following zoning districts are compatible with this category: →

ER – Estate Residential	
→ R1 – Low Density Residential	
→ R2 – Single Family Residential	
→ R3 – Medium Density Residential	
C1 – Neighborhood Commercial	
PUD – Planned Unit Development	

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.
2. Secondary uses in residential categories require approval under a site plan controlled zoning district.

RESIDENTIAL CLASSIFICATION:	Residential Urban (RU)	RU
Purpose		
<p>It is the purpose of this category to depict those areas of the City that are now developed, or appropriate to be developed, in an low to moderately intensive residential manner; and to recognize such areas as primarily well-suited for residential uses that are consistent with the urban qualities, transportation facilities, and natural resource characteristics of such areas. The RU category accommodates a mix of higher density single family and multi-family uses and highly compatible retail and office uses. Accessory dwelling units are allowed in certain situations to:</p> <ul style="list-style-type: none"> • Create new housing units while respecting the look and scale of single family neighborhoods; • Increase the housing stock of existing neighborhoods in a manner that is less intensive than alternatives; • Allow more efficient use of the existing housing stock and infrastructure; • Provide a mix of housing that responds to changing family needs (life cycle housing) and smaller households; • Provide a means for residents, particularly seniors, single parents, and families with grown children, to remain in their homes and neighborhoods, and obtain extra income, security, companionship, and services; and • Provide a broader range of accessible and more affordable housing. 		
Nonresidential uses shall visually conform to the residential character of the neighborhood, and primarily serve the needs of the neighborhood in which they are located in order to reduce vehicle miles traveled.		
Use Characteristics		
Those uses appropriate to and consistent with this category include:		
Primary Uses:	<ul style="list-style-type: none"> • Residential; Residential Equivalent¹ 	
Secondary Uses:	<ul style="list-style-type: none"> • Public/Semi-Public; Neighborhood Commercial, Transient Accommodations² 	
Locational Characteristics		
This category is generally appropriate to areas served by a complete range of urban services with particular emphasis on the availability of transit services and recreation/open space facilities; in areas where use and development characteristics are urban in nature; and in areas in close proximity to employment centers, community shopping centers, and arterial and collector highway facilities.		
Standards		
Residential Use:	<ul style="list-style-type: none"> • Density Range: 7.5 - 14 dwelling units per gross acre. 	
Residential Equivalent Use:	<ul style="list-style-type: none"> • Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 14 dwelling units per gross acre. 	
Nonresidential Use:	<p>Allowed in certain situations on small sites in or near dense residential neighborhoods to encourage the provision of small scale retail and service uses for benefit of nearby residential areas. A variety of uses may be located in one building... Uses are restricted in size to promote a local orientation and to limit adverse impact to nearby residential areas. Development is intended to be pedestrian-oriented and compatible with the scale and layout of nearby residential areas. Parking areas are restricted since their appearance is generally out of character with neighborhoods. Such development must obtain approval. Floor Area Ratio (FAR) – 0.50 Impervious Surface Ratio (ISR) – 0.80</p>	
Zoning Compatibility	TMU – Traditional Mixed Use	R3 – Medium Density Residential
Zoning districts compatible with this category:	<p>→ TMU-H –Traditional Mixed Use-Historical</p> <p>→ TCBD - Tradit,Central Business District</p> <p>→ TCBD-H- Traditional CBD - Historical</p>	R4 – Multi-family Residential
		OP – Office Professional
		C1 – Neighborhood Commercial
		PUD – Planned Unit Development

1. Residential Equivalent Use – Residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.
2. Secondary uses in residential categories require approval under a site plan controlled zoning district.

RESIDENTIAL CLASSIFICATION:	Mobile Home/Recreational Vehicle (MH/RV)	MH/RV
Purpose		
<p>It is the purpose of this category to depict those areas of the City that are now developed, or appropriate to be developed, in a low to moderately dense residential manner; and to recognize such areas as primarily well-suited for residential uses that are consistent with the urban qualities, transportation facilities, and natural resource characteristics of such areas. Nonresidential uses shall visually conform to the residential character of the neighborhood, and primarily serve the needs of the neighborhood in which they are located in order to reduce vehicle miles traveled.</p>		
Use Characteristics		
<p>Those uses appropriate to and consistent with this category include:</p> <p>Primary Uses: • Residential Secondary Uses: • Public/Semi-Public; Neighborhood Commercial¹</p>		
Locational Characteristics		
<p>This category is generally appropriate to locations between major employment centers and community and regional shopping centers; in areas where use and development characteristics are urban in nature; and in areas serving as a transition between more suburban and more urban residential areas.</p>		
Standards		
Residential Use:	<ul style="list-style-type: none"> • Density Range: 5 – 18 dwelling units per gross acre. • Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 18 dwelling units per gross acre. 	
Residential Equivalent Use:	<p>Nonresidential Use:</p> <ul style="list-style-type: none"> • Floor Area Ratio (FAR) – 0.50 • Impervious Surface Ratio (ISR) – 0.75 	
Zoning Compatibility	<p>The following zoning districts are compatible with the MH/RV category:</p> <p>→ M1 – Mobile Home Subdivision → M2 – Mobile Home Park → M3 – Recreational Vehicle Park → M4 – Recreational Vehicle Park/ Campground PUD – Planned Unit Development</p>	

1. Secondary uses in residential categories require approval under a site plan controlled zoning district.

RESIDENTIAL / URBAN SUPPORT CLASSIFICATION:	Mixed Use (MU)	MU				
Purpose						
<p>The purpose of the Mixed Use category is to achieve a more balanced mix of uses to increase convenience and provide greater transportation choices. When a wide variety of uses are located in close proximity to each other, walking and bicycling become practical alternatives to automobile travel. Such areas would support objectives for improved mobility and reduced congestion. Infill development success can be enhanced by planning a mutually-supportive mix of uses. The mixing of uses can add variety and vitality to an area, making it a more attractive, interesting place to live. In addition, convenient commercial and personal services, readily accessible to work sites and residential areas, and convenient cultural or recreational amenities can enhance the attractiveness of infill development. Infill development can fill gaps to benefit the entire neighborhood including existing residents, for instance by including a grocery store or park where none exists.</p>						
Use Characteristics						
<p>Those uses appropriate to and consistent with this category include:</p> <table> <tr> <td>Primary Uses:</td><td> <ul style="list-style-type: none"> Residential; Residential Equivalent¹; Office; Retail Commercial: Personal/Business Service; Commercial/Business Service; Transient Accommodation </td></tr> <tr> <td>Secondary Uses:</td><td> <ul style="list-style-type: none"> Public/Semi-Public </td></tr> </table>			Primary Uses:	<ul style="list-style-type: none"> Residential; Residential Equivalent¹; Office; Retail Commercial: Personal/Business Service; Commercial/Business Service; Transient Accommodation 	Secondary Uses:	<ul style="list-style-type: none"> Public/Semi-Public
Primary Uses:	<ul style="list-style-type: none"> Residential; Residential Equivalent¹; Office; Retail Commercial: Personal/Business Service; Commercial/Business Service; Transient Accommodation 					
Secondary Uses:	<ul style="list-style-type: none"> Public/Semi-Public 					
Locational Characteristics						
<p>This category is generally appropriate to locations within the urban area that are appropriate for more intensive residential, office and retail commercial uses. These areas are typically in close proximity to and served by the arterial highway network where mixed use developments allow interaction among land uses and encourage mass transit and non-vehicular trips.</p>						
Standards						
Residential Use:	<ul style="list-style-type: none"> Shall not exceed 14 dwelling units per gross acre. 					
Residential Equivalent Use:	<ul style="list-style-type: none"> Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 14 dwelling units per gross acre. 					
Transient Accommodation Use:	<ul style="list-style-type: none"> Shall not exceed 30 units per gross acre. 					
Nonresidential Use:	<ul style="list-style-type: none"> Floor Area Ratio (FAR) – 0.50; Impervious Surface Ratio (ISR) – 0.80 					
Mixed Use:	<ul style="list-style-type: none"> Shall not exceed, in combination, the respective number of units per acre and floor area ratio permitted, when allocated in their respective proportion of the total lot area. The targeted mix of uses for new development and redevelopment in the MU category is 50 percent commercial, 25 percent residential, and 25 percent office. 					
Zoning Compatibility	<p>TMU – Traditional Mixed Use TMU-H – Traditional MU - Historical TCBD – Tradit. Central Business Dist. TCBD-H – Traditional CBD - Historic</p> <p>The following zoning districts are compatible with the MU land use category:</p> <p>→ TCBD – Tradit. Central Business Dist. → TCBD-H – Traditional CBD - Historic</p>					
	<p>R2 – Single Family Residential R3 – Medium Density Residential R4 – Multi-family Residential OP – Office Professional C1 – Neighborhood Commercial C2 – Community Commercial C3 – General Commercial OP – Office Professional PUD – Planned Unit Development</p>					

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.

URBAN SUPPORT CLASSIFICATION: Industrial (IN)		IN
Purpose		
<p>It is the purpose of this category to depict those areas of the City that are now developed, or appropriate to be developed, in an industrial manner; and so as to encourage the reservation and use of consolidated areas for industrial use in a manner and location consistent with surrounding use, transportation facilities, and natural resource characteristics.</p>		
Use Characteristics		
<p>Those uses appropriate to and consistent with this category include:</p> <p>Primary Uses:</p> <ul style="list-style-type: none"> • Research/Development; Light Manufacturing/Assembly; Wholesale/Distribution; Storage/Warehouse. <p>Secondary Uses:</p> <ul style="list-style-type: none"> • Office; Retail Commercial; Personal Business Service; Commercial/Business Service; Transient Accommodations; Public/Semi-Public. 		
Locational Characteristics		
<p>This category is generally appropriate to locations with sufficient size to encourage an industrial park type arrangement with provisions for internal service access in locations suitable for light industrial use with minimal adverse impact on adjoining uses, and with good access to transportation and utility facilities such as the major collector, arterial roadway network, rail facilities, airports, and mass transit.</p>		
Standards		
<p>Transient Accommodations:</p> <ul style="list-style-type: none"> • Shall not exceed 40 units per gross acre. <p>All Other Uses:</p> <ul style="list-style-type: none"> • Commercial and Office uses and Transient Accommodations shall be integral to, oriented within, and function as a part of the mixed use project as distinct from free standing, unrelated out-parcel type uses. Commercial, Office, and Transient Maximum Accommodations shall not exceed 10 percent of the total permitted floor area of the industrial development. • Floor Area Ratio (FAR) – 0.50 • Impervious Surface Ratio (ISR) – 0.85 <p>Adjoining Residential Use:</p> <ul style="list-style-type: none"> • An appropriate buffer as determined by the Zephyrhills Land Development Code shall be provided in and between the IN designated land and adjoining Residential designated land. 		
<p>Zoning Compatibility</p> <p>The following zoning districts are compatible with the IN land use category:</p>		
<p style="text-align: right;">→ LI – Light Industrial</p> <p style="text-align: right;">→ PUD – Planned Unit Development</p>		

UBAN SUPPORT CLASSIFICATION:	Recreation and Open Space (R/OS)	R/OS		
Purpose				
It is the purpose of this category to depict those areas of the City that are now used, or appropriate to be used, for open space and/or recreational purposes; and to recognize the significance of providing open space and recreational areas as part of the overall land use plan.				
Use Characteristics				
Those uses appropriate to and consistent with this category include:				
Primary Uses:	<ul style="list-style-type: none"> • Public/Private Open Space; Public/Private Park; Public Recreation Facility; Public Water Access; Golf Course/Clubhouse. 			
Locational Characteristics				
This category is generally appropriate to those public and private open spaces and recreational facilities dispersed throughout the City; and in recognition of the nature and man-made conditions which contribute to the active and passive open space character and recreation use of such locations.				
Standards				
<ul style="list-style-type: none"> • No use shall exceed an impervious surface ratio (ISR) of 0.70. 				
Zoning Compatibility				
The following zoning districts are compatible with the R/OS land use category:		 All zoning districts. 		

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.

URBAN SUPPORT CLASSIFICATION: Public/Semi-Public (P/SP)		P/SP		
Purpose				
It is the purpose of this category to provide suitable locations for public activities and institutional uses necessary to serve an urban population.				
Use Characteristics				
Those uses appropriate to and consistent with this category include:				
Primary Uses:	<ul style="list-style-type: none"> • Schools; Hospitals; Medical Clinics; Religious Institutions; Cemetery; Nursing Homes; Child Day Care; Fraternal Organizations; Civic Organizations; Municipal Buildings; Major Above Ground Utilities; Rights-of-Way and Substations; and Other Institutional Facilities and Similar Uses. Non-private, quasi-industrial uses producing external effects such as Airports; Wastewater Treatment Plants; Power Plants; Vehicle Maintenance Yards; and Similar Uses. 			
Secondary Uses:	<ul style="list-style-type: none"> • Residential; Residential Equivalent 			
Locational Characteristics				
Due to the broad spectrum of public service levels and accessibility requirements as the intensity uses varies each use must be evaluated and located on the basis of its individual merits.				
Standards				
Residential Use:	<ul style="list-style-type: none"> • Shall not exceed 12.5 dwelling units per gross acres. 			
Residential Equivalent Use:	<ul style="list-style-type: none"> • Shall not exceed a maximum density of 25 beds per gross acre. 			
All Other Uses:	<ul style="list-style-type: none"> • Floor Area Ratio (FAR) – 0.70 Impervious Surface Ratio (ISR) – 0.90 			
Zoning Compatibility				
The following zoning districts are compatible with the P/SP land use category:		 All zoning districts. 		

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.

URBAN SUPPORT CLASSIFICATION: Conservation/Wetlands (C/W)		C/W
Purpose		
<p>It is the purpose of this category to depict those areas of the City that are now characterized, or appropriate to be characterized, as a natural resource feature worthy of conservation/preservation; and to recognize the significance of preserving such environmental features and their ecological functions.</p>		
Use Characteristics		
<p>Those uses appropriate to and consistent with this category include:</p> <p>Primary Uses:</p> <ul style="list-style-type: none"> • Open and undeveloped consistent with the following natural resource features and considerations: Wetlands; 25-year Floodplains; Natural Drainageways; Habitat for Endangered or Threatened Species; and such additional areas determined to have environmental significance and recognized in the Zephyrhills Comprehensive Plan. 		
Locational Characteristics		
<p>This category is generally appropriate to areas of major ecological functions, as described in the Conservation Element; and in areas where environmental features preserved in their natural state greatly lessen the need for governmental urban support facility expenditures. In recognition of the natural conditions which they are intended to preserve, these features will frequently occur in a random and irregular pattern interposed among other FLUM categories.</p>		
Standards		
<p>Shall include the following:</p> <ul style="list-style-type: none"> • Conservation/preservation areas shall remain in essentially their natural condition with no development being permitted in these areas. • Transfer of development rights shall be allowed consistent with Table LU-00. • Where mapped delineations of these areas is inconclusive due to scale of the FLUM or the nature of the environmental feature, mapping of the actual boundary at an appropriate scale will depend upon a field determination during specific project review. 		
<p>Zoning Compatibility</p> <p>The following zoning districts are compatible with the C/W land use category:</p> <p style="text-align: right;">→ All zoning districts.</p>		

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.

RESIDENTIAL / URBAN SUPPORT CLASSIFICATION:	Village Center (VC) Overlay	VC		
Purpose				
<p>Consisting of a more intense level of residential, commercial and, in many cases, employment uses, these centers serve as hubs for neighborhoods and the community-at-large. Village Centers are conceived as well identified and largely self-contained residential and commercial neighborhoods. Residential densities in Village Centers would be high enough to encourage walking, support efficient transit service, and provide adequate markets for neighborhood stores. Infill development can be employed to add density and a balanced mix of uses to such centers. A Village Center can contribute to a wide variety of commercial services, employment opportunities, governmental services, restaurants and entertainment and cultural/recreational opportunities.</p>				
Use Characteristics				
<p>Those uses appropriate to and consistent with this category include:</p>				
Primary Uses:	<ul style="list-style-type: none"> • A wide variety of residential housing types; residential equivalent¹; retail stores and services; offices; small scale light industrial; schools, civic; and recreational uses. 			
Locational Characteristics				
<p>Village Center Overlay areas are located predominantly in conjunction with the Mixed Use land use category, and are typically in close proximity to and served by the arterial roadway network, the transit system, and bicycle/pedestrian facilities allowing interaction among land uses and encouraging transit and non-vehicular trips.</p>				
Standards				
Residential Use:	<ul style="list-style-type: none"> • Shall not exceed 18 dwelling units per gross acre. 			
Residential Equivalent Use:	<ul style="list-style-type: none"> • Shall not exceed an equivalent of 3.0 beds per permitted dwelling unit at 18 dwelling units per gross acre. 			
Transient Accommodation Use:	<ul style="list-style-type: none"> • Shall not exceed 30 units per gross acre. 			
Nonresidential Use:	<ul style="list-style-type: none"> • Floor Area Ratio (FAR) – 1.0; • Impervious Surface Ratio (ISR) – 0.90 			
Mixed Use:	<ul style="list-style-type: none"> • Shall not exceed, in combination, the respective number of units per acre and floor area ratio permitted, when allocated in their respective proportion of the total lot area. 			
Zoning Compatibility				
The following zoning districts are compatible with the MU land use category:	<p>R2 – Single Family Residential R3 – Medium Density Residential R4 – Multi-family Residential → OP – Office Professional → C1 – Neighborhood Commercial C2 – Community Commercial C3 – General Commercial OP – Office Professional PUD – Planned Unit Development IN – Industrial</p>			

1. Residential Equivalent Use – A residential like accommodation other than a dwelling unit, including group home, congregate care, nursing home, and comparable assisted living facilities.

Future Land Use Concept

Introduction

Too much of community planning is reactive, a contradiction of terms that explains much about the haphazard layout of suburban places. While urban¹ areas are likely to have been developed from a master scheme, the basic form of suburban places has been left to real estate and development industries driven solely by formulae that ensure a commercially viable “product.” Private developers smartly learned what worked for the greatest number of consumers, then built it. Civic values and community needs, however, were left out of the process. Government planners became entrenched in a reactive mode, waiting for requests for development permits, then trying to exact a few community “amenities” project by project, acre by acre, parking space by parking space – all without a clear vision of what they were trying to achieve community-wide.

Perhaps, the ultimate outcome of this process is the suburban commercial center, with its undifferentiated malls and commercial strips, which now substitute as “downtowns” for most suburban places. The shopping centers, office parks, and planned communities built in the last 40 years grew out of public policy to segregate land uses and market forces that promoted an automobile-oriented society. The result is a landscape characterized by linear development patterns, reduced connectivity between neighborhoods, pedestrian and bicycle *unfriendly* roadways, deep building setbacks, and expansive parking lots separating sidewalks from businesses. As new development followed arterial roadways to the urban edges and beyond, diminishing demand and divestment resulted in deterioration of established commercial centers and neighborhoods.

The common perception of growth as a generally negative force is understandable in view of damage inflicted upon traditional city character by much of the development occurring over the past several decades. In most situations, the problem is not with development per se, but rather its pattern, scale, location, and design--all functions of duly adopted local policies, codes, and regulations.² Development, if designed sensitively and located appropriately, can be a *good neighbor* by complementing and enhancing the character of the community.

Existing Urban Form in Zephyrhills

The early urban form of Zephyrhills may be best described as a Village. There was a discernable center (Downtown) with most dwellings located within a five minute walk of that center. Businesses at the center were sufficiently varied to supply the weekly needs of a household. Buildings at the center were placed close to the sidewalk creating a strong sense of spatial definition and close access by pedestrians to Downtown businesses. Certain prominent sites were reserved for civic buildings, and public places were evident. Thoroughfares were relatively narrow and shaded by street trees, slowing traffic and creating a comfortable, safe environment for pedestrians and bicyclists.

Later, with the advent of zoning in Zephyrhills, “modern” regulations prescribed the segregation of land uses, and employed standards (e.g., large building setbacks and wide roadways) to accommodate the increasingly popular mode of travel, the automobile. As a result, land uses became less integrated and more spread out. Single use zoning districts emerged. Commercial development took on the linear pattern of the highway and grew increasingly distant from established neighborhoods. Walking and bicycling to obtain convenience items became

¹ Urban – of, pertaining to, or comprising a city or town; characteristic of or accustomed to cities.

² Rural by Design, American Planning Association, 1994.

impractical (too distant) or dangerous (crossing wide roads with fast moving vehicles). Vast parking lots made the walk that much farther. Auto dependency was born.

A past and continuing trend is linear commercial development northward along US 301, into the scenic rolling hills region of the City and for properties along US 301 in older areas of the City to lay vacant and underutilized.

Village Centers and Neighborhoods – A Land Use Concept

One thing that makes small towns special is the way town stops and countryside begins. Natural or built edges foster the compact form that makes it easy to walk, cycle, or drive from place to place. Natural or built landmarks like can provide a focus for community identity and activity. Activity centers attract people and can serve as the local hub for new development and transportation services. Highways, rail lines, and trails can be used to connect the community to its neighbors. However, they can also destroy a community's image and vitality if they become the focus of development to the detriment of activity centers.

The concept of *Village Centers and Neighborhoods* is presented in this comprehensive plan as the preferred future land use model for Zephyrhills. This concept is described simply in the following: picture a strong downtown as a magnet and housing as iron filings. The iron filings cluster around the magnet, densely close by and spreading out as their distance from the magnet increases, in what planners call a density gradient. A Village Center with residential density tapering off to lower and lower density and then open space is the traditional urban pattern. Such Village Centers and the development patterns they make possible can provide the broad benefits ³ listed in below. This concept is in contrast to the inefficient sprawl model described in the first part of this section.

BENEFITS OF VILLAGE CENTERS AND NEIGHBORHOODS LAND USE CONCEPT

- 1. Lifestyle Choice.** Centers and neighborhoods offer households a choice between space and access. When pieces of the magnet are scattered throughout the countryside (e.g., sprawl city), as they have in recent decades, everyone travels long distances to at least some of their activities, all trips must be by car, and there is no Village Center of action for those who would enjoy it.
- 2. Solution to Traffic Congestion.** When development patterns are spread out, commuters travel from everywhere to everywhere and find it hard to ride together even in carpools, no matter how congested the roads become. The main elements of centers and neighborhoods, a strong downtown and a residential gradient around it – are the two conditions that most stimulate use of public transit rather than autos. Because centers and neighborhoods make public transit feasible, they provide an alternative to traffic congestion.
- 3. Energy Saving.** The higher the density, the lower the per capita energy consumption.⁴
- 4. Mobility for Those Who Can't Drive.** Recentralization makes access to activities possible for the young, the elderly, and the handicapped that can not drive.
- 5. Maximizing Investment.** Continued full use of existing infrastructure and buildings rather than building anew will save money. The more development and redevelopment occurs in established

³ Recentralization, The Single Answer to More than a Dozen US Problems and a Major Answer to Poverty, William B. Shore, Journal of the American Planning Association, 1995.

⁴ Regional Energy Consumption, Regional Plan Association and Resources for the Future, 1974.

BENEFITS OF VILLAGE CENTERS AND NEIGHBORHOODS LAND USE CONCEPT

areas, the less infrastructure is needed on now-open land. Significant savings can be realized in capital needs and operating costs of municipal services and school districts by infill and redevelopment in Village Centers, as compared to accommodating the same population and facilities in a spread city pattern.

6. **Conservation of Land.** Because Village Centers and their neighborhoods give households an incentive to forego space in and around their homes, and because Village Centers themselves are compact, centers and neighborhoods urbanize far less land than does the spread city.
7. **Environment Saving.** Reducing auto use protects the environment not only by burning less fossil fuel, but also by washing less auto waste into lakes and streams. In addition, compact development reduces the proportion of built-on and paved-over land, limiting water runoff.
8. **More Efficient Business Climate.** The power of electronics notwithstanding, much business still is carried on face-to-face, for which Village Centers are far more efficient than are spread and scattered offices. As the US competes in the global economy with nations that remain highly centralized, it should be noted that generally, valued added per worker among firms in the same industry is greater when they are close together than when they are scattered.⁵
9. **Cultural Activities and Other Services.** “Spread city” is not shaped into communities that easily organize to support the arts or other large or specialized institutions. As a result, spread city settlements may have fewer and lower quality cultural activities than areas of the same population focused on a center.
10. **Sense of Community.** In “spread city”, neighbors go in different directions to shop, to work, to recreate, to pray. Our development patterns have created one-dimensional communities, urban areas without coherent community image that fail to create a sense of place or a feeling of community identity.⁶ A Village Center fosters a sense of community in two ways:
 - by providing a place people living near each other use in common; and
 - by getting people out of their cars so they can interact with others.Serendipity contributes to the sense of community through unexpected meetings, seeing people you didn’t plan to meet but are glad you did, and mixing with a variety of people. There is no serendipity through a windshield.
11. **Aesthetic Superiority.** *Spread city* is inherently ugly. Most retail businesses are along highways, so merchants must “shout” at passing motorists with raucous signs to hawk their wares. Much of the land must be given to the auto – large parking lots, neighborhood streets lined with cars, homes misshapen with two or three garages or dominated by car filled driveways. The settlement pattern has no clear form.
12. **Health Factors.** Auto accidents are a major American health problem. A automobile-related accident occurs in the US once every two seconds. The ability to drive less would be fewer accidents. The centers and neighborhoods concept provides a more pleasant environment for healthy walking and bicycling.

⁵ Regional Accounts: Structure and Performance of the New York Region’s Economy in the Seventies, Regina Belz Armstrong, 1980.

⁶ Florida Governor’s Task Force on Urban Growth, 1989

It is evident that this concept was used in the initial planning of the Downtown Zephyrhills. The continued success of the Downtown – its livability, attractiveness, and focus of public and civic life, demonstrate how the land use concept remains a viable tool for laying out Zephyrhills' future. Zephyrhills can borrow the planning concept from its past by following the traditional urban form represented in its downtown and adjacent neighborhoods.

Designated Village Centers (VC Overlay)

Cities can address growth management objectives, in part, by concentrating and intensifying development in and around existing or planned centers within a city. Consisting of a more intense level of residential, commercial and, in many cases, employment uses, these centers serve as hubs for neighborhoods and the community-at-large.

The Village Center Overlay is designated in areas that are intended to be well identified and largely self-contained residential and commercial neighborhoods. These centers would encourage a wide variety of retail, services, employment, governmental services, restaurants and entertainment, and cultural/recreational opportunities. The mixing of uses can add variety and vitality to an area, making it a more attractive, interesting place to live. Residential densities in Village Centers would be high enough to encourage walking, support efficient transit service, and provide adequate markets for neighborhood stores.

Convenient commercial and personal services, accessible work sites and residential units, and convenient cultural or recreational amenities would enhance the attractiveness of infill development. Infill development would add density and a balanced mix of uses to Village Centers.

The underlying land use category would dictate the range of uses in designated Village Centers. The underlying land use category comprising most area within the Village Centers shown on the Future Land Use Map is the Mixed Use category. Like the Village Center Overlay, the purpose of the Mixed Use category is to achieve a more balanced mix of uses to increase convenience and provide greater transportation choices.

TABLE LU-6
VILLAGE CENTER DEVELOPMENT NODES
CITY OF ZEPHYRHILLS

NAME	BOUNDARIES	EXISTING USES	PROJECTED USES	NEEDS
Downtown Node	North: 9 th Avenue South: South Ave East: 16 th Street West: 2 nd Street	Traditional Pedestrian Scale Mixed Land Uses Integrated Land Uses	Same as Existing	Plan for Retail Mix Neighborhood Revitalization Historic Preservation Funding
Medical Center Node	North: Pretty Pond Road South: Daughtery Road East: Dairy Road West: Greenslope Road	Automobile Scale Large Single Uses Segregated Land Uses	Pedestrian Scale Mixed Land Uses Integrated Land Uses Public Spaces Visually Interesting	Master Planning in coordination with the hospital master plan. Public/Private Partnerships Funding
Geiger Road/ US 301 Node	North: Henry Dr South: 14 th Avenue East: 10 th Street West: Wilson Drive/ Fairlawns Drive	Automobile Scale Large Single Uses Segregated Land Uses	Pedestrian Scale Mixed Land Uses Integrated Land Uses Public Spaces Visually Interesting	Master Planning Public/Private Partnerships Funding

Neighborhoods

A neighborhood is an urbanized area containing a balanced range of human activity.

The neighborhood has a center and an edge. The combination of a focus and a limit contribute to the social identity of the community. The center has a public space, which may be a plaza, a square, a green, or an important street intersection. It is located near the center of the urbanized area unless compelled by a geographic circumstance to be elsewhere. Eccentric locations may be justified by a shoreline, transportation corridors, or a compelling view. The center is the locus of the neighborhood's public buildings. Shops and workplaces are usually associated with the center, especially in a village. In the aggregation of neighborhoods which creates towns and cities, these buildings are often at the edge, where they gain intensity by combining with others.

The edges of a neighborhood vary in character. In villages, the edge is usually defined by open space. In towns and cities, the neighborhood edge is often defined by transportation corridors which should remain outside the neighborhood.

The neighborhood has a balanced mix of activities: shopping, work, schooling, recreation, and dwelling types. This is particularly useful for those young, old, and poor people who cannot depend on automobiles for mobility.

The neighborhood provides housing for a variety of incomes. Affordable housing types include backyard apartments, apartments above shops, and apartment buildings adjacent to workplaces.

The optimal size of a neighborhood is a quarter mile from center to edge. This distance is equivalent of a five minute walk at an easy pace. This area gathers the population within walking distance of many of its daily needs.

The location of a transit stop at the center or an edge, within walking distance of most homes, increases the likelihood of its use. Note this maximum size is determined, not by density but by walking radius. Larger areas are to be reapportioned as multiple neighborhoods. Smaller areas are increased by being concurrently planned with adjoining holdings.

The neighborhood structures blocks on a network of small thoroughfares which shorten pedestrian routes. This interconnecting street pattern provides multiple routes that diffuse traffic, keeping local traffic off regional roads and through traffic off local streets.

Neighborhood streets of varying types are detailed to provide equitably for pedestrian comfort and for automobile movement. Increasing pedestrian activity encourages casual meetings that form the bonds of community.

The neighborhood reserves the best public spaces as appropriate locations for civic buildings. In order to enhance community identity and foster civic pride, these spaces are arranged in clear hierarchy to include plazas, squares, parks, and playgrounds.

Implementation

As Zephyrhills continues to grow, a local vision must be employed to proactively plan for development. It is important that the vision is:

- embraced by the community;
- articulated in the Comprehensive Plan;
- furthered by land development regulations; and
- consistently supported by decision makers.

If a clear picture is presented and provides guidance as to the achievement of community objectives, the development community, especially those with a long term stake in the community, would become partners in the achievement of future land use objectives.

The following questions are posed that will help the City identify local regulations that when implemented result in an urban form that is contrary to that desired by the community. These questions are posed as a step toward focusing attention on issues and stimulating thought on ways the City can improve development regulation.

DO LOCAL LAND DEVELOPMENT REGULATIONS FURTHER COMPREHENSIVE PLAN OBJECTIVES?	
1.	Do controls in Village Centers allow real compactness by permitting lots and setbacks as small, densities as high, and roads as compact, winding, and steep as those already existing in well liked areas?
2.	Do the combination of public parking provisions and zoning parking requirements allow compact business development by waiving onsite parking in Village Centers, perhaps using impact fees to help create new municipal parking areas nearby?
3.	Do subdivision regulations avoid mandating uniform development in all contexts by having standards that vary for different locations, such as urban areas, hilltops, and woodlands?
4.	Does the City lead the way through centrally locating such public developments as city offices, elderly housing, post offices, and recreational facilities, and removing from central areas inappropriate uses, such as public works yards?
5.	In outlying areas, does the City strictly limit the extent of business zoning along highways, and impose strict egress and landscaping controls?
6.	Do City regulations effectively encourage or require affordable housing support as part of new town development, resulting in such housing in more than a single location?
7.	Are there architectural design controls in historic districts, or appearance codes elsewhere?
8.	Has the City established site-plan review procedures with approval based on specific site design and development criteria?
9.	Are there scenic road controls protecting trees, hilltops, strict billboard controls, and on-premise sign control that go beyond numerical rules to deal with design quality?
10.	Has the City adopted cluster regulations or similar controls allowing preservation of open space by compact siting of housing, and made it possible for the City to decide where and when cluster development must be used?
11.	Has the City more than once appropriated funds for property or property rights acquisition to protect natural or cultural resources?
12.	Has the City created mechanisms (such as a community development corporation) to encourage economic development that is compatible with protecting community character?

Future Land Use Needs Analysis

Future acreage needs by land use category are shown in Table LU-5.

TABLE LU-5 2025 FUTURE LAND USE NEEDS CITY OF ZEPHYRHILLS					
LAND USE	DEVELOPED ACRES IN 2008	ADDITIONAL ACRES NEEDED IN 2025	TOTAL ACRES NEEDED 2025	TOTAL 2025 FLUM ACRES	DEFICIT 2007-2025
Residential	1,146	590	1,736	2,376	None
Mixed Use ^{1,2}	448	9	457	840	None
Industrial	160	67	227	432	None
Public/Semi-Public	1,146	178	1,324	1,034	290
Recreation/Open Spaces ³	118	0	71.5	143	None
TOTAL				4,825	

1. Includes commercial, office, and residential uses and thus may accommodate a portion of the residential needs of the year 2025 population.

2. Projection is based on historic relationship between population and commercial/office development.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida.

TABLE LU-6 NATIONAL AND LOCAL LAND USE RATIOS, CITY OF ZEPHYRHILLS		
LAND USE CATEGORY	RATIOS BASED ON NATIONAL TREND ¹	RATIOS BASED ON ZEPHYRHILLS 2025 FUTURE LAND USE MAP
Residential ²	45.4%	42.0%
Commercial	17.3%	14.8%
Industrial	11.2%	7.6%
Public ³	26.1%	20.2%

1. Includes Public/Semi-Public, Recreation/Open Space, and Conservation/Wetlands Future Land Use categories.
SOURCE: Recent Land Use Trends in Forty-Eight Large American Cities, Niedercorn and Hearle.

For comparison, the concept of proportional land use relationships in *Recent Land Use Trends in Forty-Eight Large American Cities* (Niedercorn and Hearle), is utilized. Table LU-8 shows the proportional relationship between land uses deemed to be functionally balanced based on national trends. A functional balance is one that provides sufficient amounts of residential lands to accommodate population growth and sufficient amounts of industrial and commercial uses to maintain economic viability of the community. The relationship that Niedercorn and Hearle discuss looks at the proportional amount of residential, commercial, industrial, and public land uses necessary for a community to grow and support growth in a balanced manner. The national trend for land use ratios presented are only a general guide. Communities may differ depending upon environment, location, demographics, and economy.

In the following, various methodologies for projecting acreage requirements for residential, commercial, industrial, and public/semi-public uses and are discussed and results compared to the Niedercorn and Hearle land use ratios.

Residential Land Use Needs

The Housing Element in this Comprehensive Plan outlines the methodology for determining the projected number of households in Zephyrhills. The City is projected to have an additional 2,050 single family and 541 multi-family dwelling units in the year 2025. In order to calculate the amount of land required to accommodate these dwelling units, an average density by housing type must be factored. Typical single family developments in the City have an estimated gross density of 3.5 units per acre while multiple family development average an estimated gross density of 12 units per acre. Table LU-7 shows the projected number of dwelling units for the year 2025 and the total amount of land needed for those units.

TABLE LU-7 2025 HOUSING DEMAND AND ESTIMATE OF LAND REQUIREMENTS CITY OF ZEPHYRHILLS						
DWELLING TYPE	EXISTING HOUSEHOLDS (2000)	PROJECTED HOUSEHOLDS (2025)	HOUSEHOLD INCREASE (2000-2025)	AVERAGE DENSITY (GROSS)	REQUIRED ACREAGE (2025)	2025 FLUM ₁ AVAILABLE RESIDENTIAL ACREAGE
Single Family ²	4,772	6,822	2,050	4.3	1,586	
Multiple Family	1,259	1,800	541	12.0	150	
TOTAL	6,031	8,622	2,591		1,736	2,376

1 FLUM - Future Land Use Map.

2 Single family category includes mobile homes.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida.

The total year 2025 FLUM acreage for residential use is 2,376 and the acreage required for 2025 housing demand is 1,736; leaving a surplus of 640 acres of residentially designated land.

National Trend Comparison. The 2025 FLUM acreage for residential use represents 47.6 percent of the total land uses allocated for development, which is very close to the national trend indicator of 42.0 percent (Table LU-6).

Commercial/Office Land Use Needs

Commercial and office uses are primarily accommodated in the Mixed Use land use category; however, limited commercial and office uses may be located in the residential land use categories. For the future acreage needs, only the Mixed Use land use category is analyzed. The Mixed Use category is a new land use category which takes the place of the Commercial land use category. As discussed earlier in Table LU-3, the general intent of a Mixed Use land use category is to encourage a mix of commercial, office, and/or residential land uses.

One method of determining future Mixed Use land use demand is to assume that the acreage devoted to commercial/office use documented in the 2008 land use inventory (Table LU-1) adequately serves the existing population. By calculating the proportionate relationship (ratio) between population and commercial/office land use and applying that ratio to the projected Zephyrhills population, a 2025 commercial/office acreage need is determined. Table LU-8 illustrates this method which results in a 2025 need for 457 acres of Mixed Use, or an additional 125 acres over the 2007 acreage figure.

TABLE LU-8
COMMERCIAL/OFFICE ACREAGE TO POPULATION RATIO
CITY OF ZEPHYRHILLS

COMMERCIAL/OFFICE ACREAGE 2007	FUNCTIONAL POPULATION 2007 ¹	COMMERCIAL/OFFICE ACREAGE TO POPULATION RATIO	POPULATION PROJECTION 2025 ¹	MIXED USE ACREAGE 2025
332	18,331	17.6 Acres /1,000 Pop.	25,993	457

1. Year round and seasonal population.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida, 2008

Based on the analysis in Table LU-8, the total year 2025 FLUM acreage for the Mixed Use category (i.e., commercial, office, and residential) is 457 and the acreage required for 2025 Mixed Use demand is 300.18; leaving a surplus 457 acres of mixed use designated land.

National Trend Comparison. The 2025 FLUM acreage for mixed use represents 14.8 percent of the total land uses allocated for development, which is below the national trend indicator of 17.3 percent (Table LU-8).

Industrial Land Use Needs

The quantity of developed industrial land a community will need in the future is dependent upon its current employment base, utility availability, local political philosophy, and a myriad of other factors industries consider when choosing a location for a facility. Industrial land use needs are more readily estimated using land use or population ratios. Population ratios determine acreage requirements as a proportion of the total population.

The methodology in Table LU-9 using population ratios indicates that 12.6 acres of industrial land are required for every 1,000 persons. The 2025 population for Zephyrhills would then require 227 acres of industrial land. Data in Table LU-1 revealed that approximately 160 acres of City land area is currently utilized for industrial purposes.

TABLE LU-9
INDUSTRIAL ACREAGE TO POPULATION RATIO
CITY OF ZEPHYRHILLS

INDUSTRIAL ACREAGE 2007	FUNCTIONAL POPULATION 2007 ¹	INDUSTRIAL ACREAGE TO POPULATION RATIO	POPULATION PROJECTION 2025 ¹	INDUSTRIAL ACREAGE 2025
160	12,730	12.6 Acres /1,000 Pop.	18,015	227

1. Year round and seasonal population.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida.

Based on the analysis in Table LU-9, the total 2025 FLUM acreage for the Industrial category is 432 and the acreage required for 2025 mixed use demand is 227; leaving a surplus of 205 acres of industrially designated land.

National Trend Comparison. The 2025 FLUM acreage for industrial use in Zephyrhills represents 7.6 percent of the total land uses allocated for development, which is below the national trend indicator of 11.2 percent (Table LU-8).

Public/Semi-Public Land Use Needs

For the following analysis, 723 acres that make up the non industrial portions of the Zephyrhills Municipal Airport has been subtracted out of the City's public/semi-public acreage total since there are no plans to increase the airport site during the planning period.

TABLE LU-10
PUBLIC/SEMI-PUBLIC ACREAGE TO POPULATION RATIO
CITY OF ZEPHYRHILLS

PUBLIC/SEMI-PUBLIC ACREAGE 2007 ¹	FUNCTIONAL POPULATION 2007 ²	PUBLIC/SEMI-PUBLIC ACREAGE TO POPULATION RATIO	POPULATION PROJECTION 2025 ²	PUBLIC/SEMI-PUBLIC ACREAGE 2025 ¹
423	12,730	33.3 Acres /1,000 Pop.	18,051	601

1. Public Semi-public acreage minus Zephyrhills Municipal Airport acreage (723 acres).

2. Year round and seasonal population.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida.

Based on the analysis in Table LU-10, the total (including the airport) 2025 FLUM acreage for the Public/Semi-Public category is 1,034 and the acreage required for 2025 Public/Semi-Public demand is 1,324 (including the airport); leaving a deficit of 290 acres of public/semi-public designated land.

National Trend Comparison. The 2025 FLUM acreage for public/semi-public use represents 31.5 percent of the total land uses allocated for development, which is higher than the national trend indicator of 26.1 percent (Table LU-8).

Recreation/Open Space Land Use Needs

The established parkland level of service standards for the City are 0.75 acres per 1,000 population for Neighborhood parks and 2.0 acres per 1,000 population for Community parks. More detail on recreation level of service standards may be found in the Recreation and Open Space Element.

TABLE LU-11
RECREATION/OPEN SPACE ACREAGE TO POPULATION RATIO
CITY OF ZEPHYRHILLS

RECREATION/OPEN SPACE ACREAGE 2007	PARKLAND LEVEL OF SERVICE STANDARD	POPULATION PROJECTION 2025 ¹	RECREATION/OPEN SPACE ACREAGE DEMAND 2025
118	2.75 Acres/1,000 Pop.	25,993	71.5

1. Year round and seasonal population.

SOURCE: City of Zephyrhills; Center for Building Better Communities, University of Florida.

Based on the analysis in Table LU-11, the total 2025 FLUM acreage for Recreation/Open Space category is 143 and the acreage required for 2025 Recreation/Open Space demand is 71.5; leaving a surplus of 71.5 acres of Recreation/Open Space designated land.

Availability of Facilities and Services to Serve Future Land Uses

New development should be directed to areas served, or soon to be served, by municipal services and infrastructure as this practice reduces the cost of providing such services and infrastructure and increases the probability that level of service standards will be met.

All public facilities are projected to be adequate to serve the needs of the City's 2025 population.

Redevelopment

Virtually all American cities face the same centrifugal forces: growth at the edge, decline at the core. While urbanists worry about the loss of community and environmentalists about the loss of farmland and open space, government officials worry about the loss of federal money for new highways, transit, and sewers and voter resistance to higher property taxes. Thus, it would be in the interest of these parties to encourage redevelopment *within* the community where significant public infrastructure investment (roads, water, sewer, parks, schools, libraries, etc.) has already taken place and where concentrations of consumers are in close proximity.

There are many opportunities for more intensified development in areas of the City which have become obsolete. Examples of land uses, which might be recycled for more contemporary uses, are:

- Older mobile home parks;
- Vacant or underutilized commercial/office properties;
- Residential structures fronting on arterial roadways;
- Single family residential structures within areas zoned for multi-family;
- Structurally dilapidated structures.

In the next part of this section, specific redevelopment activities are identified.

Downtown

In 1997, the City of Zephyrhills Community Redevelopment Agency designated the Central Business District (CBD) and surrounding neighborhoods as a Community Redevelopment Area (CRA) and adopted the City of Zephyrhills Community Redevelopment Plan. The plan sets forth redevelopment objectives and improvements programming. Areas of priority in the Community Redevelopment Area are:

- Streetscape improvements;
- Providing more downtown parking;
- Modifications to the traffic circulation system that address vehicular congestion and pedestrian safety issues;
- Building façade and other property improvements to improve appearance and marketability of downtown businesses.

The Community Redevelopment Plan also enables the City to authorize tax increment financing and other mechanisms to fund redevelopment in the CRA. In 1998, the City obtained a commercial revitalization grant under the Small Cities Community Development Block Grant. Funding has also been allocated by the City for the next five years that will be utilized for a comprehensive streetscaping project downtown. In the future, additional grants will be sought to continue redevelopment efforts in neighborhoods and other various economic development projects.

The City recognizes the importance of a vibrant and functional downtown as a the center of business activity and the heart of the Zephyrhills community. Therefore, the City will continue to facilitate the economic viability of the downtown through implementation of the Community Redevelopment Plan and the goals, objectives, and policies of this Comprehensive Plan.

Commercial Areas

Commercial areas in need of redevelopment or revitalization include:

- Zephyr Plaza – a relatively vacant shopping center on the southwest corner of US 301 Geiger Road;
- Small vacant stores throughout the City;
- Strip commercial on US 301, south of SR 54 – Roadway lacks sidewalks and some businesses are unkempt and under-landscaped.

The City will examine ways to stimulate investment in these locations, if appropriate.

Neighborhoods

Relative to residential areas, deterioration and blight can have serious consequences. Structural deterioration often results in decreased property values and, consequently, reduces property tax revenues for community facilities maintenance or improvement. The loss of tax dollars may force a community to reduce its facility and/or service expenditures, which may further hasten neighborhood deterioration. In the presence of deteriorated residential structures, there is the tendency for adjacent properties to deteriorate and for the general neighborhood environment to be negatively affected. In general, a process of residential deterioration, if permitted to advance, is costly to both the individual homeowner and the community as a whole.

The housing stock in Zephyrhills is generally in standard condition. These houses tend to be small, seasonal residences constructed 40 to 60 years ago with obsolete electrical, plumbing, and heating systems. In most cases, improvement costs would exceed the value of the structure. Areas in the City with significant housing deficiencies have been designated as appropriate locations for redevelopment. Redevelopment proposals in these areas could be subject to less stringent development regulation.

Industrial Areas

There are no industrial areas in the City in need of redevelopment.

Land Use Issues

Urban Sprawl

Since the adoption of the City of Zephyrhills Comprehensive Plan, a significant addition has been made to DCA's Administrative Rule 9J-5, *Minimum Requirements for Review of Local Government Comprehensive Plans*. The new provisions [9J-5.006(5)] are entitled *Review of Plans and Plan Amendments for Discouraging the Proliferation of Urban Sprawl* and are intended to provide a general methodology for examining whether or not a plan or plan amendment discourages the proliferation of urban sprawl.

It is the purpose of this section to demonstrate that the plan as adopted provides real and effective safeguards against urban sprawl. In the following, the Plan has been evaluated in the context of features and characteristics unique to Zephyrhills to determine whether the Comprehensive Plan encourages urban sprawl.

TABLE LU-12
SECTION 9J-5.006(5), FAC, REVIEW OF PLANS AND PLAN AMENDMENTS
FOR DISCOURAGING THE PROLIFERATION OF URBAN SPRAWL

SECTION 9J-5.006(5) URBAN SPRAWL CRITERIA	CONDITION OF ZEPHYRHILLS COMPREHENSIVE PLAN
a. The Comprehensive Plan Promotes, allows, or designates:	
(1) Substantial area of jurisdiction as low density, low-intensity, or single use development or uses in excess of demonstrated need.	Because of the City's position as an urban area within the relatively rural setting of southeast Pasco County, the FLUM does not designate significant areas as low density or low intensity. Instead, most residential densities have been set at urban levels to allow population concentrations close proximity and efficient access to the full range of community facilities, goods and services standard in an city like Zephyrhills. Only a small area has been designated as appropriate for estate size lots.
(2) Significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while leaping over undeveloped lands available and suitable for development.	Urban development in Zephyrhills is within close proximity to urban services
(3) Urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.	The Plan designates mixed use nodes and encourages development in those nodes, via Plan policies, as a method of maintaining centralized urban development and discouraging urban sprawl.

SECTION 9J-5.006(5) URBAN SPRAWL CRITERIA	CONDITION OF ZEPHYRHILLS COMPREHENSIVE PLAN
b. The Comprehensive Plan Fails to:	
(1) Protect and conserve natural resources;	Natural resources within the City are designated under land use categories that protect their quality and function.
(2) Adequately protect adjacent agricultural areas and activities;	Plan policies provide adequate guidance as to the achievement of the preferred land use concept -- that of Village Centers and Neighborhoods. The objective of this concept is to maximize the use of existing facilities and services such as roads, sidewalks, bike paths, parks, water and wastewater facilities, and community buildings and thereby reduce consumption of natural and fiscal resources.
(3) Maximize use of existing public facilities and services;	One of the intended results of the urban centers and neighborhoods land use concept prescribed in this Plan is to maximize the use of existing facilities and services such as roads, sidewalks, bike paths, parks, water and wastewater facilities, and community buildings. By directing growth to appropriate locations with available capacity instead of new, unserved areas, the City can maximize the use of existing facilities and conserve fiscal resources for other purposes.

SECTION 9J-5.006(5) URBAN SPRAWL CRITERIA	CONDITION OF ZEPHYRHILLS COMPREHENSIVE PLAN
b. The Comprehensive Plan Fails to:	
(4) Maximize use of <i>future</i> public facilities and services.	By prioritizing expenditures for new public facilities and services, the City ensures that the use of new facilities are maximized.

SECTION 9J-5.006(5) URBAN SPRAWL CRITERIA	CONDITION OF ZEPHYRHILLS COMPREHENSIVE PLAN
c. Or:	
(1) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy, of providing and maintaining facilities and services;	Plan policies provide adequate guidance as to the achievement of the preferred land use concept -- that of Urban Centers and Neighborhoods. The objective of this concept is to maximize the use of existing facilities and services such as roads, sidewalks, bike paths, parks, water and wastewater facilities, and community buildings and thereby reduce consumption of natural and fiscal resources.
(2) Fails to provide a clear separation between rural and urban uses;	The City has established a mixed use node at the north end of US 301 in an effort to direct development into the node and to discourage urban development in rural areas north of the City. Other lands adjacent to the City are predominantly designated at three units per acre on the Pasco County FLUM. City FLUM designations are compatible with these adjacent areas.
(3) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities;	The Mixed Use land use categories encourages infill development and redevelopment by directing growth to designated nodes within the City. Objectives and policies encourage both infill and redevelopment in the Comprehensive Plan. Policies encourage infill as an alternative to opening up new areas; encourage compatible infill development within existing developed areas; and encourage redevelopment or residential neighborhoods through code enforcement and Community Development Block Grant programs.
(4) Fails to encourage an attractive and functional mix of land uses;	The City has eliminated the Commercial land use category in favor of the Mixed Use category. This category targets a land use mix of 50 percent commercial, 25 percent office, and 25 percent residential. Additionally, Plan policies encourage an attractive and functional mix of land uses. They also allow for mixing of limited commercial/office uses and residential areas in residential land use categories with proper site planning, and achieving compatibility between adjacent land uses through buffering, setbacks, height, and other design criteria.

(5) Results in poor accessibility among linked or related uses;	On-site traffic circulation policies facilitate accessibility among linked or related uses. The Plan endeavors to achieve adequate accessibility through several policy concepts such as commercial locational criteria; access controls; and coordination of land use and transportation planning.
(6) Results in the loss of significant amounts of functional open space.	Awareness of loss of significant open space needs to continuously be considered by the City and coordinated with Pasco County. The Plan discourages urban sprawl and discusses coordination with Pasco County on importance of monitoring open space and agriculture.

Future Service Area Buildout Analysis

Map FLU-8 depicts the Zephyrhills Existing Service Area and Future Service Area. The City currently provides water and sewer services within the Existing Service Area. The Existing Service Area encompasses 7,000 acres including 4,386 acres within the City and 2,614 acres in the unincorporated portion of the County.

The City entered into an interlocal agreement with Pasco County in 2009 to define the Future Service Area and establish criteria and responsibilities for provision of services and infrastructure. The Future Service Area, which is concentrical to the Zephyrhills urban core and encompasses approximately 13,426 acres (15 square miles) of which 5,688 acres (42.3%) are currently within the corporate limits (see Table LU-13). The City will consider annexation requests by property owners in the unincorporated area. As annexation proposals are submitted, the City shall use review criteria in Section 9J-5.006(5), FAC, to assist in determining the potential for proliferation of urban sprawl. The Future Service Area represents the City's urban service boundary and the centerpiece of the City's annexation strategy.

This buildout analysis in the following tables is intended to project the maximum and anticipated residential development that can be expected in time if the current future land use plans of the City and County were realized. Figure FLUE 4 shows the Future Land Use classifications within the Future service Area. The land use breakdowns for the Future Service Area and for the Existing Service Area are displayed in Table LU-14.

The buildout analysis examines both the Future Service Area and the Existing Service Area in terms of maximum buildout and anticipated buildout. The maximum buildout scenario applies the maximum density permitted by the respective Future Land Use category. The anticipated buildout scenario applies residential densities reflecting historical trends within the City and the surrounding area.

As indicated by Table LU-15, the maximum buildout permitted within the Future Service Area is 18,404 additional dwelling units. Of these, 12,966 would be within the existing corporate limits. The anticipated buildout is 10,616 additional dwelling units of which 7,351 would be located within the City. It is recommended that the anticipated buildout be used for planning and evaluation purposes.

Table LU-16 shows a similar analysis for the Existing Service Area. The maximum buildout would permit an additional 6,283 dwelling units of which 4,331 would be within the City. The anticipated buildout is 3,909 additional dwelling units of which 2,720 would be within the City. It is recommended that the anticipated buildout be used for planning and evaluation purposes.

TABLE LU-13
FUTURE SERVICE AREA – EXISTING LAND USE
CITY OF ZEPHYRHILLS

FUTURE SERVICE AREA			
LAND USE	PARCELS	ACRES	% OF TOTAL
Commercial	673	539	4.0%
Industrial	49	215	1.6%
Institutional	90	179	1.3%
Mining	5	359	2.7%
Public	259	1,324	9.9%
Recreation	15	347	2.6%
Residential	10,819	4,522	33.7%
ROW/Utilities	868	1,572	11.7%
Undeveloped	1,402	4,371	32.6%
TOTAL	14,180	13,426	100.0%
EXISTING SERVICE AREA			
LAND USE	PARCELS	ACRES	% OF TOTAL
Commercial	639	441	6.3%
Industrial	36	163	2.3%
Institutional	79	158	2.3%
Mining	3	41	0.6%
Public	218	1,240	17.7%
Recreation	7	128	1.8%
Residential	8,963	2,555	36.5%
ROW/Utilities	611	1,143	16.3%
Undeveloped	1,073	1,132	16.2%
TOTAL	11,629	7,000	100.0%
CITY OF ZEPHYRHILLS			
LAND USE	PARCELS	ACRES	% OF TOTAL
Commercial	536	322	6%
Industrial	33	160	3%
Institutional	59	126	2%
Mining	176	1,146	20%
Public	6	118	2%
Recreation	4,920	1,146	20%
Residential	412	877	15%
ROW/Utilities	868	1,792	32%
Undeveloped	536	322	6%
TOTAL	7,010	5,688	100%
UNINCORPORATED PASCO COUNTY			
LAND USE	PARCELS	ACRES	% OF TOTAL
Commercial	137	216	2.8%
Industrial	16	55	0.7%
Institutional	31	52	0.7%
Mining	5	359	4.6%
Public	83	177	2.3%
Recreation	9	229	3.0%
Residential	5,899	3,376	43.6%
ROW/Utilities	456	694	9.0%
Undeveloped	534	2,578	33.3%
TOTAL	7,170	7,738	100.0%

Source: Pasco County property Appraiser GIS Data 2008; Center for Building Better Communities, University of Florida, 2009.

TABLE LU-14
FUTURE SERVICE AREA – FUTURE LAND USE
CITY OF ZEPHYRHILLS

FUTURE SERVICE AREA: CITY OF ZEPHYRHILLS FLUM			
LAND USE	PARCELS	ACRES	% OF TOTAL
Conservation	2	18	0.3%
Industrial	78	432	7.6%
Mixed Use	783	837	14.7%
Mobile Home/RV	1,033	218	3.8%
Public/Semi Public	98	992	17.4%
Recreation/Open Space	28	143	2.5%
Residential Estate	40	46	0.3%
Residential Suburban	2,710	1,615	28.5%
Residential Urban	1,864	558	9.8%
ROW/Utilities	415	877	15.4%
TOTAL	7,010	5,688	100.00%
FUTURE SERVICE AREA: UNINCORPORATED COUNTY FLUM			
LAND USE	PARCELS	ACRES	% OF TOTAL
Industrial Heavy	14	50	0.6%
Industrial Light	62	1,302	16.8%
Recreation Open Space	2	86	1.1%
RES-1	526	1,341	17.3%
RES-3	563	1,513	19.6%
RES-6	1,547	1,306	16.9%
RES-9	3,779	1,296	16.7%
RETAIL	233	158	2.0%
ROW/Utilities	444	686	8.9%
TOTAL	7,170	7,738	100.0%
EXISTING SERVICE AREA: CITY OF ZEPHYRHILLS FLUM			
LAND USE	PARCELS	ACRES	% OF TOTAL
Conservation	2	18	0.4%
Industrial	72	333	7.6%
Mixed Use	764	493	11.2%
Mobile Home/RV	1,033	218	5.0%
Public/Semi Public	98	992	22.6%
Recreation/Open Space	28	143	3.3%
Residential Suburban	2,466	915	20.9%
Residential Urban	1,862	482	11.0%
ROW/Utilities	368	793	18.1%
TOTAL	6,693	4,386	100.00%
EXISTING SERVICE AREA: UNINCORPORATED COUNTY FLUM			
LAND USE	PARCELS	ACRES	% OF TOTAL
Industrial Light	29	170	6.5%
Recreation Open Space	2	86	3.3%
RES-1	7	16	0.6%
RES-3	151	291	11.1%
RES-6	793	577	22.1%
RES-9	3,583	1,052	40.2%
Retail	128	77	3.0%
ROW/Utilities	243	346	13.2%
TOTAL	4,936	2,614	100.0%

Source: Pasco County property Appraiser GIS Data 2008; Center for Building Better Communities, University of Florida, 2009.

TABLE LU-15
BUILD-OUT – FUTURE SERVICE AREA
CITY OF ZEPHYRHILLS

Maximum Buildout by Future Land Use Category				
Future Land Use Category	Total Area (ac)	Undeveloped (ac)	Maximum Density (du/ac)	Buildout (dwelling units)¹
City Residential Urban	558	205	14	2,357
City Residential Suburban	1,617	857	7.5	5,148
City Recreation Open Space	143	0.0501	0	0
City Public Semi Public	992	47	0	0
City Mobile Home / RV	218	25	18	331
City Mixed Use	840	458	14	5,131
City Industrial	432	194	0	0
City Conservation	18	6	0	0
	4,817	1,792		12,966
Pasco County Retail	159	41	14	461
Pasco County RES-9	1,310	235	9	1,704
Pasco County RES-6	1,311	288	6	1,388
Pasco County RES-3	1,516	626	3	1,508
Pasco County RES-1	1,341	468	1	376
Pasco County Recreation/ OS	86	0	0	0
Pasco County Light Industrial	1,302	907	0	0
Pasco County Heavy Industrial	50	23	0	0
	7,075	2,587		5,438
TOTAL	11,892	4,379		18,404
Anticipated Buildout by Future Land Use Category				
Future Land Use Category	Total Area (ac)	Undeveloped (ac)	Maximum Density (du/ac)	Buildout (dwelling units)¹
City Residential Urban	558	205	10	1,722
City Residential Suburban	1,617	857	5	3,462
City Recreation Open Space	143	0.0501	0	0
City Public Semi Public	992	47	0	0
City Mobile Home / RV	218	25	14	317
City Mixed Use	840	458	5	1,850
City Industrial	432	194	0	0
City Conservation	18	6	0	0
	4,817	1,792		7,351
Pasco County Retail	159	41	0	0
Pasco County RES-9	1,310	235	6	1,163
Pasco County RES-6	1,311	288	3	712
Pasco County RES-3	1,516	626	2	1,014
Pasco County RES-1	1,341	468	1	376
Pasco County Recreation/ OS	86	0	0	0
Pasco County Light Industrial	1,302	907	0	0
Pasco County Heavy Industrial	50	23	0	0
	7,075	2,587		3,265
TOTAL	11,892	4,379		10,616

¹ Buildout is calculated by (a) adjusting for infill parcels, (b) applying a 20% adjustment to allow for roads and other land requirements and (c) multiplying the result by the indicated density.

Source: Center for Building Better Communities, University of Florida, 2009.

TABLE LU-16
BUILD-OUT – EXISTING SERVICE AREA
CITY OF ZEPHYRHILLS

Maximum Buildout by Future Land Use Category				
Future Land Use Category	Total Area (ac)	Undeveloped (ac)	Maximum Density (du/ac)	Buildout (dwelling units)¹
City Residential Urban	482	129	14	1,510
City Residential Suburban	913	188	7.5	1,134
City Recreation Open Space	143	0	0	0
City Public Semi Public	992	47	0	0
City Mobile Home / RV	218	25	18	387
City Mixed Use	496	116	14	1,301
City Industrial	333	104	0	0
City Conservation	18	6	0	0
	3,594	615		4,331
Pasco County Retail	78	9	14	102
Pasco County RES-9	1,065	140	9	1,023
Pasco County RES-6	578	111	6	537
Pasco County RES-3	294	118	3	287
Pasco County RES-1	16	4	1	3
Pasco County Recreation/ OS	86	0	0	0
Pasco County Light Industrial	170	145	0	0
Pasco County Heavy Industrial	0	0	0	0
	2,286	527		1,952
TOTAL	5,880	1,142		6,283
Anticipated Buildout by Future Land Use Category				
Future Land Use Category	Total Area (ac)	Undeveloped (ac)	Maximum Density (du/ac)	Buildout (dwelling units)¹
City Residential Urban	482	129	10	1,117
City Residential Suburban	913	188	5	774
City Recreation Open Space	143	0	0	0
City Public Semi Public	992	47	0	0
City Mobile Home / RV	218	25	14	347
City Mixed Use	496	116	5	481
City Industrial	333	104	0	0
City Conservation	18	6	0	0
	3,594	615		2,720
Pasco County Retail	78	9	0	0
Pasco County RES-9	1,065	140	6	706
Pasco County RES-6	578	111	3	284
Pasco County RES-3	294	118	2	196
Pasco County RES-1	16	4	1	3
Pasco County Recreation/ OS	86	0	0	0
Pasco County Light Industrial	170	145	0	0
Pasco County Heavy Industrial	0	0	0	0
	2,286	527		1,189
TOTAL	5,880	1,142		3,909

1 Buildout is calculated by (a) adjusting for infill parcels, (b) applying a 20% adjustment to allow for roads and other land requirements and (c) multiplying the result by the indicated density.

Source: Center for Building Better Communities, University of Florida, 2009.

The existing and projected populations of the Zephyrhills service areas through year 2025 are shown in Table LU-17. The projections presume that the population ratio of Zephyrhills to Pasco County remains constant throughout the planning period.

TABLE LU-17
ZEPHYRHILLS SERVICE AREAS POPULATION PROJECTIONS
CITY OF ZEPHYRHILLS

AREA	2008	2010	2015	2020	2025
Total City	18,101	19,047	20,792	22,956	25,993
City Within Existing Service Area	17,660	18,311	20,217	22,321	24,644
Existing Service Area ¹	33,126	34,464	38,051	42,012	46,384
Future Service Area ²	40,030	41,647	45,982	50,768	56,052

NOTES:

1 Includes population within City portion of ESA.

2 Includes population within City portion of FSA.

SOURCE: Data from 2000 Census of Population; Bureau of Economics and Business Research (University of Florida); Center for Building Better Communities, University of Florida, 2009

Floodplain Management

The highest floodwaters recorded in Zephyrhills resulted from Hurricane Donna in 1960. At that time, water in the vicinity of Lake Zephyr rose to a level of approximately 82 feet above mean sea level (MSL). This experience is the basis for establishing a base flood elevation of 83 feet above MSL for the Lake Zephyr area. This is the only area in Zephyrhills designated by the Federal Emergency Management Agency (FEMA) as an A zone on the Flood Insurance Rate Map (FIRM).

The City has adopted flood damage prevention regulations that apply to any proposed development within the officially designated flood hazard area. Pasco County and SWFWMD have jointly funded a study of the Upper Lake Zephyr Drainage Area intended to identify means of alleviating recurring flooding problems within this area, almost all of which is outside the corporate limits. One by-product of the study is base flood elevations based on hydrological modeling. Pasco County requested a FIRM map revision from FEMA. The City of Zephyrhills does not apply adopted flood damage prevention regulations to the redefined flood hazard area.

Since current development requires a permit from SWFWMD, the City has routinely required the issuance of a SWFWMD permit as a precondition to issuance of a building permit for new development.

The only flooding problem experienced in the flood prone area in recent years resulted in the removal of three mobile homes from sites within a mobile home park. The park owner has been unable to secure the necessary SWFWMD permit to allow further filling of flooded sites.

In 1998, the City began participating on the Pasco County Local Mitigation Strategy Committee. The committee has developed a priority list of countywide projects and strategies for reducing damage as a result of hazardous events. Since being active on this committee, the City has received an Emergency Management Trust Fund grant to assist in developing a citywide master stormwater management plan. This plan is envisioned to identify and correct flood-related problems in Zephyrhills.

Airport Protection

The provision of Chapter 333, FS, pertaining to airport zoning has been incorporated into the City of Zephyrhills Zoning Regulations and the Airport Master Layout Plan. Future land use designation of lands adjacent to the airport is compatible with existing and projected airport activity. All future development will be reviewed to ensure compatibility with the approved Airport Master Layout Plan.

Hilltop Preservation

Rolling hills in the northern portion of Zephyrhills mark the southern extent of the Brooksville Ridge. This topography is rare in west central Florida and a treasured feature by the Zephyrhills community. As urbanization creeps northward, hills are increasingly being developed for commercial and residential uses. Recent development practices have included shearing off hilltops for building and parking areas and construction of retaining walls resulting in commercial development virtually inaccessible from adjacent residential areas.

It is the City's desire to preserve the beauty of its hills and, therefore, will explore regulatory options that address sensitive hilltop/hillside development, such as:

- maximize choice in types of environment available in the City and particularly to encourage variety in the development pattern of the hillsides;
- concentrate dwellings and other structures by clustering and/or high rise should be encouraged to help save larger areas of open space and preserve the natural terrain;
- use to the fullest, current understanding of good civic design, landscape architecture, architecture, and civil engineering to preserve, enhance, and promote the existing and future appearance and resources of hill areas;
- provide density and land use incentives to aid in ensuring the best possible development of the City's natural features, open space, and other landmarks;
- encourage planning, design, and development of building sites in such a fashion as to provide the maximum in safety and human enjoyment while adapting development to, and taking advantage of, the best use of the natural terrain;
- preserve and enhance the beauty of the landscape by encouraging the maximum retention of natural topographic features, such as drainage swales, streams, slopes, ridge lines, vistas, natural plant formations, and trees;
- prohibit, insofar as is feasible and reasonable, the padding or terracing of building sites in the hillside areas;
- provide safe means of ingress and egress for vehicular and pedestrian traffic to and within hillside areas while at the same time minimizing the scarring effects of hillside street construction;
- utility wires and television lines shall be installed underground;
- outstanding natural physical features, such as the highest crest of a hill, major tree belts, and the like, should be preserved;
- roads should follow natural topography wherever possible to minimize cutting and grading;
- imaginative and innovative building techniques should be encouraged to create buildings suited to natural hillside surroundings; and
- detailed and effective arrangements shall be formulated for the preservation, maintenance, and control of open space and recreational lands resulting from planned unit development.

Nonconforming and Incompatible Uses

Land use conflicts arise when uses are introduced in dissimilar areas without proper buffering. Inconsistent land uses occur primarily in areas where uses are grandfathered and constructed prior to the City's original comprehensive plan and zoning regulations. The Future Land Use Map and the Zephyrhills Land Development Regulations set forth the appropriate locations for land uses in the City in order to eliminate existing land use conflicts. The City's current land development regulations address grandfathering and nonconforming development through control of nonconforming uses. The City will continue to review and assess inconsistent land uses and potential land use reclassifications in appropriate areas.

Community Sustainability

Zephyrhills developed over the years as a traditional community exhibiting many of the characteristics of smart growth such as mixed use, walkable neighborhoods, connectivity and compact building design. The Comprehensive Plan and the land development regulations generally recognized and promoted this urban form. It is intended that the 2025 Comprehensive Plan will strengthen the City's commitment to livable, sustainable neighborhoods and business districts.

The City of Zephyrhills is situated as the center of a growing urban region. While opportunities exist for significant new development within the city boundaries and expansion is expected through annexation, the City is strongly focused on infill and redevelopment and the management of its growth through enhanced annexation policies and improved coordination with Pasco County. The Comprehensive Plan policies provide a framework for:

- Mixed use land use categories
- Minimum densities and intensities
- Creation of walkable neighborhoods
- Integrated land use patterns linking residential and non-residential
- Transit-oriented development
- Infill and Redevelopment
- Urban Service Area

As demonstrated in Table LU-18, the Future Land Use Map encourages higher density and intensity both within the City and the area potentially targeted for annexation. These densities compare with similar measures for major urban centers notably Hillsborough/Pinellas (1.57), Orange/Seminole (1.50) and Jacksonville/Duval (1.34).

Table LU-18
Gross Residential Density Under Future Land Use Map
City of Zephyrhills

	Existing	Max Buildout	Anticipated Buildout
City	1.22	3.50	2.52
Future Service Area	1.15	2.50	1.94

SOURCE: Center for Building Better Communities, University of Florida, 2009

GOALS, OBJECTIVES, AND POLICIES

Introduction

Pursuant to Sections 163.3177(6)(a), FS, and Section 9J-5.006(3), FAC, the following represents the Land Use Goals, Objectives and Policies of the City of Zephyrhills. In addition to statutory requirements, the following Goals, Objectives and Policies were developed in keeping with the character, conditions, both environmental and social, and desires of the community. These Goals, Objectives and Policies are intended to address the establishment of the long-term end towards which the land use programs and activities are ultimately directed.

Implementation

Unless otherwise stated, the implementation of objectives and policies shall be developed, adopted, and application of regulations set forth in the City Code of Ordinances and Land Development Code.

GOAL To achieve an economically and diversified tax base that ensures:

LU-1:

- a. that the residential/family character of the City of Zephyrhills is maintained and protected while recognizing the economic benefits of a diversified economic base;
- b. that recognition of the City of Zephyrhills as a retirement community, a medical/clean industry destination, and an airport community offering recreational and industrial opportunities;
- c. that enjoyment of natural and man-made recreational resources by citizens and visitors alike; and
- d. that threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation are minimized.

LAND DEVELOPMENT REGULATION

OBJECTIVE To encourage efficient development in areas which will have the capacity to contribute more to the City in revenue than it will consume in services that meet the above-mentioned goals and consistent with this adopted plan.

POLICY LU-1-1 The City shall continue to enforce land development regulations to ensure orderly development, that at a minimum, contain provisions which:

- a. regulate the subdivision of land;
- b. regulate signage;
- c. provide for drainage and storm water management;
- d. provide requirements for the provision of open space, and safe and convenient on site traffic flow and parking requirements;
- e. coordinate future land uses with soil conditions, topography, and availability of facilities and services;
- f. ensure that development orders and permits are issued only when it is documented that such development is consistent with the adopted level of service standards and that facilities and services are available concurrent with the impacts of development;
- g. protect the limited amount of wetlands and other environmentally sensitive

- h. natural resources;
- h. protect the potable well fields by designating appropriate activities and land uses within well-head protection areas and environmentally sensitive land;
- i. provision of mixed land use designations, such as recreation and neighborhood commercial in residential areas; and
- j. discourage the proliferation of urban sprawl.

POLICY
LU-1-1-2 Develop incentives for the types of development referred to in Goal LU-1. By December 2011, the City shall review its Land Development Code to determine if the application of incentives can be expanded to achieve objectives established in this plan. The City will coordinate with Pasco County to enhance consistency and avoid conflicts between the two codes.

RESIDENTIAL DEVELOPMENT

OBJECTIVE
LU-1-2: The integrity and quality of life will continue to be maintained in existing and future residential neighborhoods.

POLICY
LU-1-2-1: Residential development shall be consistent with the following residential density categories:

- a. **Residential Estate – 0 to 2.0 units/gross acre;**
- b. Residential Suburban – 2.5 to 7.5 units/gross acre;
- c. Residential Urban – 7.5 to 14.0 units/gross acre;
- d. Mobile Home/RV Residential – 5.0 to 18 units/gross acre;
- e. Mixed Use – 0 to 15 units/gross acre.

POLICY
LU-1-2-2: Existing residential areas shall be protected from incompatible activities. Other land uses shall also be protected from the encroachment of incompatible residential activities.

POLICY
LU-1-2-3: The location and extent of residential land uses shall be in accordance with the Future Land Use Map and the descriptions of types, sizes, and densities of land uses contained in this element.

POLICY
LU-1-2-4: Land development shall take place in a manner that is compatible with the type and scale of surrounding land uses.

REDEVELOPMENT

OBJECTIVE
LU-1-3: Promote redevelopment and renewal of the Downtown Urban Center and blighted areas and eliminate or reduce uses inconsistent with the City's character and future land uses.

POLICY
LU-1-3-1: The City will continue to implement the community redevelopment plan for downtown and apply for CDBG and other grants to assist in funding redevelopment opportunities.

POLICY
LU-1-3-2: Enhance the livability and character of Urban Centers and adjacent neighborhoods through the encouragement of an attractive and functional mix of

living, shopping, public places, and transportation facilities. The City shall explore funding opportunities for the master planning of these areas to ensure optimal buildout. Form-based codes are authorized by this plan for those areas for which special area plans have been developed and adopted.

POLICY LU-1-3-3: The City shall develop incentives for private sector investment in the Village Centers designated on the Future Land Use Map. Incentives may include density/intensity bonuses, relief from strict application of land development regulations, and waiving of impact fees, etc. in accordance with the provisions of special area plan.

POLICY LU-1-3-4: The City shall coordinate future land uses by encouraging the elimination or reduction of uses that are inconsistent with any interagency hazard mitigation report recommendations that the City deems appropriate.

POLICY LU-1-3-5: By December 2011, the City shall conduct a restudy of the Community Redevelopment Area (CRA) including recommendations addressing (1) the modification of the CRA boundaries, (2) coordination with the Main Street Program and the historic district, (3) coordination with FDOT plans for the improvement of US 301.

ARCHAEOLOGICAL AND HISTORICAL RESOURCES

OBJECTIVE LU-1-4: The City will develop mechanisms to ensure the protection of archaeological and historical resources.

POLICY LU-1-4-1: The City will identify, designate, and protect historically significant properties.

POLICY LU-1-4-2: The City will implement a program for the adaptive reuse of historically significant properties.

POLICY LU-1-4-3: The City shall comply with State law and guidelines for the investigation of archaeological sites and the disposition of all artifacts which might be found.

POLICY LU-1-4-4: The City shall prevent the destruction of significant alteration of historic sites located in the National Register of Historic Places or the Florida Master Site File recognized by City of Zephyrhills, by cross checking all requests for remodeling or demolition permits against these files. A significant alteration is one that changes the exterior appearance of the structure in a manner inconsistent with the original design. Nothing in this policy shall be construed to prohibit modernization, rehabilitation, or adaptive reuse provided that the property is not significantly altered.

PREFERRED URBAN FORM

OBJECTIVE LU-1-5: Discourage growth and development patterns that will result in urban sprawl to the west and north of the City.

POLICY At a minimum, staff shall meet annually with Dade City and Pasco County to

LU-1-5-1: promote initiatives that will discourage urban sprawl.

POLICY LU-1-5-2: The Future Land Map shall be reviewed annually to review existing land use growth patterns and reevaluate the assigned future land use designations.

OBJECTIVE LU-1-6: Continue to encourage the use of innovative land development regulations that may include provisions for planned unit developments, other mixed land use development techniques, and economic incentives for development in areas designated as Urban Centers.

POLICY LU-1-6-1: Encourage traditional neighborhood development (TND) techniques and alternative transportation design requirements. TND techniques include:

- a. neighborhoods that are compact, pedestrian-friendly, and mixed use;
- b. flexibility enabling market forces to affect housing type and density without compromising neighborhood structure;
- c. integration of a range of housing into the neighborhood structure;
- d. a range of town squares, parks, and other green spaces distributed in within neighborhoods;
- e. low-speed roadway design within defined community boundaries;
- f. transferable development rights or other techniques for open space preservation and energy conservation;
- g. a local network of roads designed to separate community based trips from long distance through traffic;
- h. land use patterns that improve transportation and energy efficiency through internal capture and compact design;
- i. energy efficient building design and the use of renewable energy sources; and
- j. stormwater management that utilizes with a preference for low impact development and green infrastructure.

POLICY LU-1-6-2: The Mixed Use (MU) land use designation shall recognize areas well-suited for mixed use with intensive residential, office, and retail development and shall be consistent in character with surrounding uses, transportation facilities, and natural resources. The mixed use nature of this category is intended to reduce, and possibly eliminate, the proliferation of strip commercial development in the City and reduce vehicle miles traveled through internal capture. The targeted mix of land uses within the MU category citywide is: residential – 25%; office - 25%; and commercial – 50%.

POLICY LU-1-6-3: The City shall prohibit isolated commercial development that requires higher service costs (e.g., water, sewer, police, fire, and roads). By December 2011, the City will amend its Land Development Code to include location and service criteria for commercial development.

NATURAL RESOURCES

OBJECTIVE LU-1-7: All development activities shall ensure the protection of natural resources and potable well fields.

POLICY
LU-1-7-1: The City will implement the Tree Ordinance and landscaping sections of the Land Development Code to increase/improve resource protection. The clearing of trees and wetland vegetation shall be prohibited unless permits are obtained from the proper government entities.

POLICY
LU-1-7-2: Species of flora and fauna identified as endangered, threatened, or species of special concern, as defined by Federal Law or Florida Statutes, and found to exist in Zephyrhills by the Florida Game Fresh Water Fish Commission, shall be protected through compliance with appropriate Federal and State regulations.

POLICY
LU-1-7-3: Consider in land use planning and regulation, the impact of land use on water quality and quantity; the availability of land water and other natural resources to meet demands; and the potential for flooding.

POLICY
LU-1-7-4: The clearing of trees and wetland vegetation shall be prohibited unless permits are received from appropriate governmental entities.

POLICY
LU-1-7-5: The developer/owner of any new development or redevelopment shall be responsible for on-site management of storm water run-off in a manner so that post-development run-off rates, volumes and pollutant loads do not exceed existing conditions.

SCHOOL SITING

OBJECTIVE
LU-1-8: Effective with the adoption of this Plan, the City shall support efforts that facilitate coordination of planning between the City and the School Board for the location and development of educational facilities, pursuant to requirements of Section 163.3177, Florida Statutes.

POLICY
LU-1-8-1: Public educational facilities are an allowable use within the following future land use categories: Residential Suburban; Residential Urban, Mixed Use, Mobile Home/Recreational Vehicle; and Public/semi-public.

POLICY
LU-1-8-2: The City will coordinate and cooperate with the School Board to ensure that schools are adequately and efficiently provided commensurate with growth and address school planning issues such as: site selection and construction/expansion.

POLICY
LU-1-8-3: In addition to consistency with the Comprehensive Plan, the proposed location of a new or expanded public education facility shall be reviewed and considered relative to the following criteria:

- a. promotes joint infrastructure for park / and school facilities;
- b. adequacy/availability of existing or planned infrastructure;
- c. proposed location can accommodate the facility's transportation needs (e.g., vehicle queuing, parking, and sidewalks);
- d. compatibility with present and projected uses of adjacent property;
- e. direct accessibility to an existing or planned roadway classified as a minor collector or higher for elementary and middle schools, and a major collector or higher for high schools.
- f. Suitability of soil for structures and outdoor educational facilities;
- g. facility size, location, and integration into the neighborhood (i.e.,

- h. nonvehicular access) enables students to walk or bicycle to school; and location is outside the area regulated by Section 333.03(3), FS, regarding the construction of public educational facilities in the vicinity of an airport.

POLICY
LU-1-8-4: A Comprehensive Plan consistency determination shall be conducted for proposed educational facility sites, and the City may impose reasonable conditions of development as related to Policy LU-1-8-3. Conditions may not be imposed that conflict with Chapter 1013, FS, or State Uniform Building Code, unless mutually agreed.

POLICY
LU-1-8-5: Before a significant change of a program at a public educational facility is implemented, the School Board and the City shall require a review of the facilities onsite and offsite impacts. The School Board and the City shall work cooperatively to mitigate onsite and offsite impacts, including impacts to public facilities.

POLICY
LU-1-8-6: The supporting policies under Objective LU-1-8 are assumed to be consistent with, and do not nullify or conflict with, the provisions of Chapter 1013, FS.

NEIGHBORHOOD INTEGRITY AND AESTHETIC

OBJECTIVE
LU-1-9: Improve and enhance the visual appearance of neighborhoods and commercial areas in the City.

POLICY
LU-1-9-1: The land development regulations shall provide for reduction of confusion and visual clutter through control of size, placement, and related aspects of signage.

POLICY
LU-1-9-2: In order to ensure compatibility with residential areas, the City shall require new nonresidential development or redevelopment in the Residential land use categories to obtain a rezoning under a site plan controlled zoning district. Said district would consider the following, at a minimum: intended use, intensities of adjacent land uses, buffering, building layout, building orientation, architecture, parking, pedestrian and vehicular circulation, drainage, and safety.

POLICY
LU-1-9-3: By December 2011, the City will amend the Land Development Code to require that no less than 10% of the gross land area be committed to public open space.

URBAN SERVICE AREA AND ANNEXATION

OBJECTIVE
LU-1-10-1: The City manage its growth through the establishment of a future service area, guidelines for annexation and the execution and maintenance of interlocal agreements with Pasco County.

POLICY
LU-1-10-1: The City hereby establishes a "Future Service Area" (refer to Map LU-8) in accordance with the "Interlocal Agreement Between Pasco County and the City of Zephyrhills: establishing designated service areas for water and wastewater services.

POLICY
LU-1-10-2: The City shall maintain an Interlocal Agreement with Pasco County that designates existing and future service areas for the City of Zephyrhills. Amendments to the boundary of the "Future Service Area" shall require an

amendment of this Comprehensive Plan.

POLICY LU-1-10-3: The City will not consider the annexation of lands outside of the “Future Service Area” established by this Element.

POLICY LU-1-10-4: The City will consider the annexation of lands within the “Future Service Area” in accordance with the following criteria:

1. The land to be annexed can be served by public water and sewer within three years;
2. It can be demonstrated that adequate water supply is available to serve the area to be annexed at the time of annexation or can be provided concurrent with anticipated development;
3. It can be demonstrated that roadway levels of service can be satisfied within the area to be annexed at the time of annexation or can be provided concurrent with anticipated development;
4. It can be demonstrated that general public services such as fire and police protection can be provided concurrent with anticipated development.
5. It can be demonstrated that adopted levels of service for parks and recreation, stormwater management, solid waste management and schools can be met by anticipated development within the area to be annexed.
6. It can be demonstrated that the principles and standards for energy efficiency, energy conservation and reduction of greenhouse gas emissions established by the City can be equaled or exceeded within the area to be annexed.

LAND USE AND TRANSPORTATION LINKAGE

OBJECTIVE LU-1-11: The City will coordinate its land use and transportation with the FDOT and Pasco County to achieve a linkage between urban form and its supporting infrastructure.

POLICY LU-1-11-1: The City recognizes that US 301 is the dominant transportation corridor serving the City and that the linkage between this arterial and the development of the City are closely linked. It is the policy of the City to coordinate with FDOT to ensure that the function and capacity of US 301 is maintained while simultaneously planning for the beneficial development of the City and the maintenance of its heritage and character. The City will conduct planning and land use analysis as required to compliment actions of the FDOT to improve the facility.

POLICY LU-1-11-2: Land development and transportation improvements within the US 301 corridor north of the City involve three key governmental entities: the City of Zephyrhills, Pasco County and the FDOT. It is the policy of the City to fully cooperate with the County and the FDOT in achieving an appropriate land use / transportation linkage in this corridor. The City will seek early review of FDOT studies and plans and will pursue coordinating mechanisms with Pasco County such as joint planning and coordinated review of development proposals.

POLICY
LU-11-3: The City and Pasco County share responsibility for the development and maintenance of the major roadway and transportation network serving the community and region. It is the intent of the City to fully cooperate with Pasco County in the development of this shared transportation system. The City will pursue coordination mechanisms with Pasco County such as joint planning and joint development of shared transportation facilities.

ENERGY-EFFICIENCY, ENERGY CONSERVATION AND RENEWABLE ENERGY

OBJECTIVE
LU-12: The City will promote energy efficiency, energy conservation, renewable energy resources and the reduction of greenhouse gas emissions in the implementation of its growth management policies.

POLICY
LU-12-1: By July 2011, the City will evaluate its plans, policies, regulations and programs with regard to energy efficiency, energy conservation, the use of renewable energy resources and the reduction of greenhouse emissions. To implement this evaluation, this City will consider amendments to this comprehensive plan including the addition of an Energy Element.

POLICY
LU-12-2: Nothing in this Comprehensive Plan shall be construed or interpreted to prevent the City from considering and promoting energy efficiency, energy conservation or the reduction of greenhouse gas emissions in its review of new development and redevelopment.

POLICY
LU-12-3: Nothing in this Comprehensive Plan shall be construed or interpreted to prevent the City from amending its land development regulations to address energy efficiency, energy conservation or the reduction of greenhouse gas emissions.