

IV. GOALS, OBJECTIVES AND POLICIES

Guide to Use this Element

The following sets forth the context in which this Element has been developed:

1. This Element represents the preliminary efforts to give specific direction to improve the quality of life for economically disadvantaged people.
 2. This Element addresses issues that have been raised so far, and recognizes that a number of issues concerning the economically disadvantaged have not been addressed at present.
 3. There are a number of ongoing and proposed efforts that will impact the future of this Element. Some of these include:
 - Affordable Housing Task Force ~~Steering Committee~~
 - ~~Hillsborough County Needs Assessment Partnership~~
 - Hillsborough County Consolidated Plan
 - Community Planning Process (refer to the Future Land Use Element)
 - Hillsborough Coalition for the Homeless
 - ~~The Council on Funding~~
- (Note: As the Board of County Commissioners adopts recommendations from these and other groups, this Element should be amended.)
4. There is ongoing coordination to address the complex needs of the economically disadvantaged. Implementation measures will require ad hoc interagency approaches.

Chapter's Structure

The goals, objectives and policies of this Element address issues that have been raised thus far including:

- Physical Issues - Land Use
 - Housing/Affordability
 - Housing/Target groups
 - Public Services and Facilities
 - Transportation System Provision

Economic Issues - Economic Development-

Social Issues - Human Services

Intergovernmental Coordination Issues - Intergovernmental Processes

GOALS, OBJECTIVES AND POLICIES

GOAL: Hillsborough County will strive to improve the quality of life of its economically disadvantaged population by addressing their special needs and promoting their full participation in the community.

PHYSICAL ISSUES

ISSUE: *The needs analysis of this Element has identified issue areas that are related to physical planning. These physical planning issues impact land uses in economically disadvantaged areas, and will affect the provision of affordable housing for low and moderate income housing, and housing for groups with special needs, such as the elderly, handicapped, homeless, and farm laborers. These physical planning issues will also impact the provision of public facilities and services, as well as transportation services, and economic development. These issues need to be addressed in order to improve the quality of life of the economically disadvantaged. Because these needs are varied and complex, a combination of strategies is necessary to address these various needs in an effective manner.*

Land Use

OBJECTIVE 1: The County shall annually review land development regulations to determine their impact on economically disadvantaged groups population /~~areas~~, and develop any necessary recommendations for revisions.

(Staff recommended to provide specific direction as to when task is to be performed)

Policy 1.1:

The economic rehabilitation of economically disadvantaged areas shall not be used as a justification for the location of incompatible uses within those neighborhoods, unless the adverse impacts can be mitigated.

Policy 1.2:

The location of undesirable land uses, such as but not limited to, landfills and jails shall be distributed throughout the unincorporated County without concentrating them in areas which are predominantly occupied by economically disadvantaged people.

Policy 1.3:

Encourage the location of community service facilities, such as but not limited to, child care and adult care centers, libraries and community centers, that shall be fairly and equitably distributed on a Countywide basis, to include areas which are predominantly occupied by economically disadvantaged people.

Policy 1.4:

Group home and foster care locations shall be distributed throughout the unincorporated County to avoid an overconcentration of these facilities in any one area (Crossreference: Policies in the Housing Element that address this issue are also applicable).

Housing - Affordability

OBJECTIVE 2: The County shall implement a combination of strategies to increase the provision of affordable housing. These strategies shall include, but not be limited to, the following policies:

Policy 2.1:

The County recognizes the importance of preventing housing deterioration by committing dedicated resources to the protection, conservation and improvement of viable existing neighborhoods through implementation of the Housing Element.

Policy 2.2:

The County shall continue educational programs and guidelines to encourage maintenance of the housing stock and prevent deterioration.

Policy 2.3:

In areas where physical deterioration of the housing stock already exists, rehabilitation of existing units shall be encouraged through incentives, for example low interest leverage loans, ~~urban homesteading~~ and self-help programs, in addition to existing rehabilitation programs.

(Updating to recognize current County housing programs)

Policy 2.4:

The County shall continue programs to clean up and beautify neighborhoods in areas with concentrations of deteriorated housing.

Policy 2.5:

The County, in conjunction with the private and non-profit sectors shall implement the Housing Element and the County's Consolidated Plan which provides incentives/programs to increase the provision of affordable housing, including low income housing.

(Updating to recognize current County housing programs)

Policy 2.6:

The County provides incentives for developers, such as density bonuses for affordable housing, which encourages low and moderate income housing proximate and/or accessible to employment centers, cultural, educational, transportation and recreational facilities, such as within the I-75 Corridor and other existing and emerging growth areas.

Policy 2.7:

The County relocation programs will assist in the relocation of economically disadvantaged populations displaced by government action.

Housing - Target Groups

OBJECTIVE 3: The focus of the County's coordinated, comprehensive housing strategy is to utilize existing programs (federal and state) and develop local programs to address the provision of housing for those economically disadvantaged groups with special needs such as the elderly, handicapped, homeless, and farm laborers.

Policy 3.1:

The County shall continue to provide incentives, such as density bonuses, for developers that provide housing units designed to meet the special needs of the elderly and/or handicapped individuals.

Policy 3.2:

The County shall continue to support, and work closely with the private, not for profit corporations to provide local transitional and long term care housing programs and to provide technical assistance to expand programs which help homeless families and individuals reach self-sufficiency.

Policy 3.3 :

The County shall coordinate with private sector agribusiness, to develop local long term housing programs and to provide technical assistance to create opportunities which help house the farmworkers associated with the agribusiness property owners.

Note: Cross-reference the Housing Element for other operative provisions.

Public Services and Facilities

OBJECTIVE 4: In accordance to the schedule adopted in the Capital Improvement Element, existing public facilities and services' deficiencies in areas where economically disadvantaged groups are concentrated shall be carefully assessed and brought up to countywide levels of service.

Policy 4.1:

Public facilities and services shall meet the minimum levels of service, as defined in the Capital Improvement Element, and shall be available when needed for developments in areas where economically disadvantaged groups are concentrated.

Policy 4.2:

Community service facilities, park and recreational facilities shall be fairly and equitably distributed throughout Hillsborough County to include areas where economically disadvantaged groups are concentrated.

Policy 4.3:

Encourage new development and redevelopment that will benefit the economically disadvantaged to locate in areas where public facilities and services are currently available for use.

Transportation System Provision

OBJECTIVE 5: The County shall continue to expand its transportation system by providing transportation facilities in accordance with the Capital Improvement Element. Also support ~~HARTline~~ HART and the Hillsborough County Department of Social Services efforts to provide mass transit services to the County's population.

(Agency Comment)

Policy 5.1:

Mass transportation shall be offered to provide access to public services and facilities to areas with concentrations of economically disadvantaged households with zero vehicles ~~no access to private transportation~~ and transportation dependent groups.

(Agency Comment)

Policy 5.2:

Mass transit plans and plans for the transportation disadvantaged groups in unincorporated Hillsborough County shall continued to be coordinated with the Tampa Urban Area Hillsborough County Metropolitan Planning Organization, HARTline, HART, Florida Department of Transportation, The Hillsborough Public Transportation Commission and the Department of Health and Social Services (Sunshine Line) (Share A Van) the designated Community Transportation Coordinator for Hillsborough County, through the Transportation Disadvantage Coordinating Board.

(Updating to recognize current County housing programs, Agency Comment)

Policy 5.3:

Encourage residential and commercial land uses, along with social services that will benefit the economically disadvantaged to locate in areas where public transit services are available.

(Staff recommended to provide for County programs)

Policy 5.4:

The Hillsborough County Health and Social Services Department, the designated Community Transportation Coordinator, shall continue to coordinate special services and programs for the economically disadvantaged. as long as the County Commission is designated as the Community Transportation Coordinator.

(Updating to recognize current County programs)

Policy 5.5:

The County, in consultation with HARTline HART and private/non-profit agencies, shall continue to investigate methods such as but not limited to, dial-a-bus, feeder bus vehicles and small buses to complement HARTline HART services; increase transportation service frequency; and extend transportation services to areas that have transportation-dependent groups.

(Agency Comment)

Policy 5.6:

The transportation needs of the economically disadvantaged will be included in the regularly updated Transportation Disadvantaged Service Plan. conducted Transportation Needs Assessment studies.

(Updating to recognize current County programs)

Policy 5.7:

The County, understanding that mass transit serves the dual purpose of relieving overburdened road systems and providing access to the various opportunities of the community to the economically disadvantaged, shall coordinate with ~~Hartline~~ HART to integrate, where appropriate and economically feasible, mass transit amenities into future capital improvement projects, as referenced in the Capital Improvements Element. The amenities shall include, but not be limited to, roads and sidewalks, and shall be integrated in facilities such as schools, public offices, public housing, parks and recreation facilities.

(Agency Comment)

ECONOMIC ISSUES

***ISSUE:** Provision of jobs and training has been identified as one of the most important economic issues concerning the economically disadvantaged. Utilization of areas targeted for commercial, industrial and high technology developments shall be encouraged through public and private partnership that will consider, but not be limited to, continued job creation, infrastructure development, and financing mechanisms, in order to provide employment opportunities for the total population, including economically disadvantaged groups.*

Economic Development

OBJECTIVE 6: The County shall implement a combination of strategies aimed at improving the economic conditions of the economically disadvantaged through County funded programs which shall be evaluated on an annual basis.

Policy 6.1:

The County shall utilize a combination of strategies and explore new incentives for Small and Minority Business Development such as but not limited to, purchasing and bidding streamlining; special advance payments for Minority contractors involved in County funded housing rehabilitation, that will benefit the economically disadvantaged groups population

Policy 6.2:

The County supports Minority Business Enterprise investments and shall provide incentives for investments ~~in~~ to assist economically disadvantaged groups , which may include the development of small business incubators within Economic Development Areas.

(Staff recommended to address an EAR issue)

Policy 6.3:

The County understands that gainful employment serves to improve the quality of life for economically disadvantaged persons. The County in cooperation with the local school board, public university, private non-profit agencies provide opportunities for job training and retraining such as but not limited to, apprenticeship programs, work-study programs; that are readily accessible to ~~areas where~~ economically disadvantaged groups population within the unincorporated County ~~are concentrated~~.

(Staff recommended to address an EAR issue)

Policy 6.4:

The County realizes that dislocation of previously employed persons from the workforce may lead to an increase in the economically disadvantaged group population. Therefore, the County shall provide services through the Health and Social Services Employment and Training Department that will address the needs of this ~~critical~~ at risk population to ensure that long term employment opportunities can be made available.

(Updating to recognize the current existing County programs)

Policy 6.5:

The County ~~will be establishing Economic Development Areas by 2008 and should consider~~ provides incentives for compatible commercial and industrial development, as defined in the Future Land Use Element, accessible to areas accessible to where economically disadvantaged groups are concentrated. population as potential sites for Economic Development Areas.

(Staff recommended to address an EAR issue)

Policy 6.6:

The County shall ~~continue to explore~~ and/or provide alternative financing sources for the provision of day care facilities to enable parents, especially single parents, to participate in the County's economic growth.

(Staff recommended to address an EAR issue)

SOCIAL ISSUES

ISSUE: *The Economically Disadvantaged Groups Element provides a basis to pursue both physical and economic alternatives to problems experienced by the economically disadvantaged population of the County. Physical solutions must be implemented in tandem with social programs in a coordinated and comprehensive manner. There is a need to coordinate ~~continue an overall~~ the various County and non-profit sector plans and*

programs that deals directly with the social aspects of the economically disadvantaged population and others in need-with

Human Services

OBJECTIVE 7: ~~The Master Plan for Human Services (Hillsborough County Needs Assessment)~~ Hillsborough County through the Health and Social Services Department shall be coordinated with the County Comprehensive Plan to provide effective social planning in conjunction with physical (land use) planning.

Policy 7.1:

The social aspects of the economically disadvantaged in unincorporated County shall be considered through social planning and programing activities. These activities are implemented through a variety of different agencies which include but not limited to the Health and Social Services Department, Aging and Children Services. ~~and the Community Action and Planning Agency.~~ These numerous activities shall be coordinated through ~~the Hillsborough County's Comprehensive Planning process. Needs Assessment Partnership.~~ (Updating to recognize the current County programs)

Policy 7.2:

The Hillsborough County Health and Social Services Department planning and programming Needs Assessment shall be interrelated with the County Comprehensive Plan to coordinate social and physical aspects relevant to the economically disadvantaged. (Updating to recognize the current County programs)

Policy 7.3 :

All County Departments with responsibilities for the provision of services to the economically disadvantaged shall participate, and contribute their individual area of expertise in the implementation of social planning in conjunction with land use planning. ~~the Hillsborough Needs Assessment.~~ (Staff recommended to provide specific direction as to how a task is to be performed)

Policy 7.4:

All County Departments involved in planning programs and/or activities, developing and conducting needs assessments, gathering timely statistical data, and documenting and tracking the cost of such services shall contribute their data and analysis annually through the Health and Social Serives Department ~~Community Action and Planning Agency~~ to be reviewed for revisions to or inclusion in the

Comprehensive Plan. ~~Hillsborough County Needs Assessment Partnership.~~

(Staff recommended to provide specific direction as to how a task is to be performed)

Policy 7.5:

Hillsborough County shall ~~Needs Assessment Partnership~~ will dynamically link those agencies responsible for the long-range visionary planning aspects and those direct service providers, both public and private, through the Health and Social Services Department and the Comprehensive Planning process. -

(Updating to recognize the current County programs)

INTERGOVERNMENTAL COORDINATION ISSUES

***ISSUE:** The complex nature of issues concerning economically disadvantaged groups will require a more active intergovernmental coordination approach to solve the needs of the economically disadvantaged groups of the County.*

Intergovernmental Processes

OBJECTIVE 8: Continue the processes for intergovernmental coordination among the County and its municipalities to coordinate services and activities offered to economically disadvantaged groups.

Policy 8.1:

Intergovernmental coordination shall be expanded, as needed, through memoranda of agreement in order to improve communication and efficiency in the provision of services among the County Departments and different agencies that serve economically disadvantaged groups.

Policy 8.2:

Planning and development-related activities that have a countywide impact on economically disadvantaged populations, shall be coordinated with adjacent municipalities.

Policy 8.3:

Countywide forums shall continue to be held at least annually to discuss economically disadvantaged groups' issues and progress on implementation activities. A report of the forums discussions shall be distributed to all agencies that serve the economically disadvantaged groups.

V. PLAN IMPLEMENTATION AND MONITORING

Implementation is carrying a plan through to action by means of the programs, activities, incentives and regulations stated in the Goals, Objectives and Policies chapter. This Element represents preliminary efforts to give specific direction to improve the quality of life for economically disadvantaged people. Because of the complexity of issues concerning the economically disadvantaged, a comprehensive approach is proposed to effectively address their physical, economic and social needs. There are a number of ongoing and proposed efforts that will impact the future implementation of this Element. Some of these include:

- Affordable Housing Task Force ~~Steering Committee~~ - This ~~task force committee~~ has been ~~created~~ convened by the Hillsborough County Board of County Commissioners representing a collaboration of public, nonprofit and private groups to develop an overall implementation strategies plan to address the issue of ~~for the recommendations concerning~~ affordable housing in Hillsborough County with the intention to support innovative policy, encourage administrative improvement at all levels of government and to further develop local sources of funding. Specific objectivea and policies representing elements of the strategic plan will be reflected ~~presented~~ in the Housing Element.
- Hillsborough Needs Assessment Partnership - This is an ongoing effort to address the provision of human and other countywide services and assess and document the social services delivery needs in the County.
- Community Planning Process - The Future Land Use Element of the Comprehensive Plan proposes that the Planning Commission will develop, for each planning area, community plans that are consistent and further the Comprehensive Plan.

As the Board of County Commissioners adopts recommendations from these and other groups, this Element should be amended. Once these products are completed, they will become part of the implementation of this Element.

Implementation strategies are provided by way of example and are not all inclusive. Where the development of appropriate land development regulations pursuant to Chapter 163.3202, FS, is not specified as an implementation mechanisms for a policy, nothing shall preclude the use of land development regulations to implement the policy. ~~Alternative implementation mechanisms, where more effective than those enumerated in the matrix, or where otherwise appropriate to achieve compliance with policies, may be utilized in lieu of, or in combination~~

~~with, those enumerated in the matrix.~~ The monitoring process will address accomplishments in the first five-year period of the Plan, and for the long-term period; identify obstacles or problems which resulted in underachievement of goals, objectives, or policies; and develop new or modified goals, objectives, or policies needed to correct discovered problems.

The implementation of the proposals contained within the Element, as well as those that will be presented through the ongoing and proposed efforts presented above, will be yearly monitored to ensure the adequate implementation of the adopted recommendations.

VI. DEFINITIONS

Census Tract - A small statistical subdivision of a county. Tracts generally have stable boundaries. When census tracts are established, they are designed to be relatively homogeneous areas with respect to population characteristics, economic status, and living conditions. Tracts generally have between 2,500 and 8,000 residents.

Civilian Labor Force - The civilian labor force consists of persons classified as (a) employed or (b) unemployed (see definitions for (a) and (b)).

Community Facilities - For the purpose of this element, community facilities are those facilities such as schools, libraries, community centers, fire and police facilities, and should not include those public facilities defined as such in the capital improvement element.

Concentration - The grouping of population in quantities above the norm. It is important to note that the term concentration does not necessarily mean large numbers.

County - The primary political and administrative subdivision of a State. In this element the term county refers to Hillsborough County.

Disability - Presence of a physical, mental, or other health condition which has lasted six or more months and which limits or prevents a particular type of activity. Two types of disability were cited on the U.S. Census of Population questionnaire—work disability, which is tabulated for non-institutional persons 16 to 64 years old; and public transportation disability, which is tabulated for non-institutional persons 16 to 64 years old and for non-institutional persons 65 years old and over.

Economically Disadvantaged Population - This term refers to households whose incomes fall below 80 percent of the County median. In ~~2000~~ 1990, the Hillsborough County's median income was \$44,007 ~~\$28,477~~; 80 percent of that figure would be ~~\$35,205~~ \$22,782. Thus, households with incomes of ~~\$35,205~~ \$22,782 or lower are economically disadvantaged for the purposes of this element. The ~~2000~~ 1990 income figures are used for consistency with the most recent available 2000 ~~1990~~ census data on which the data analysis is based.

Employed - As defined by the U.S. Bureau of the Census: "all civilians 16 years old and over who were either (a) at work or (b) were with a job but not at work (because of illness, bad weather, etc.) Excluded from the

employed are persons whose only activity consisted of work around the house or volunteer work for religious, charitable, and similar organizations.”

Handicapped Individual - Any person who has a physical or mental impairment that substantially limits one or more major life activities, has a record of such impairment, or is regarded as having such impairment.

Household - The person or persons occupying a housing unit. Counts of households, householders, and occupied-housing units are always identical in complete-county tabulations. In sample tables, the numbers may not always be the same because of differences in weighting sample data.

Household Income in 1999 ~~1989~~ - Total money income received in calendar year 1999 ~~1989~~ by all household members 15 years old and over, tabulated for all households.

Kitchen Facilities - Presence of cooking facilities, refrigeration facilities, and piped water, within both occupied and vacant housing units.

Kitchen Facilities/Lacking Complete Kitchen For Exclusive Use.

Labor Force - The labor force includes all persons in the civilian labor force plus members of the Armed Forces (persons 16 years old and over on active duty with the U.S. Army, Navy, Air Force, Marine Corps, or Coast Guard).

Low Income - Household income between 50% and 80% of median.

Mass Transit- Passenger services characterized by fixed routing and schedules, such as the following surface transit modes: commuter rail, rail rapid transit, light-rail transit, fixed-guideway transit, express bus, and local bus.

Median - A value that divides the total frequency into two equal parts. For example, to say that the median family income in the United States in 1977 was \$16,009 indicated that half of all families had incomes larger than that value, and half had less.

Moderate Income - Household income between 80% and 120% of the state median household income.

Neighborhood - For purposes of the Census Bureau’s Neighborhood Statistics Program, a neighborhood is a locally defined sub-area of a locality with non-overlapping boundaries. Neighborhoods usually have

advisory representatives to present citizen views on municipal matters; where such representation does not exist, areas traditionally recognized can be used.

Not In The Labor Force - All persons 16 years old and over who are not classified as members of the labor force. This category consists mainly of students, workers enumerated in an “off” season who were not looking for work, inmates of institutions, disabled persons, and persons doing only incidental unpaid family work (less than 15 hours during the reference week).

Number Of Rooms - A traditional measure of housing-unit size, the number of rooms includes only whole rooms used for living purposes. This measure excludes areas such as bathrooms, porches, balconies, and halls.

~~**Overcrowded Households** — Households with a ratio of more than 1.00 person per room, that is, more persons than separate rooms.~~

Paratransit - Transit services, including ridesharing, car or van pools, and demand responsive buses which are characterized by their non-scheduled, non-fixed route nature.

~~**Persons Per Room** — The measure “persons per room” is calculated for each household by dividing the number of persons in the dwelling unit by the number of rooms.~~

Plumbing Facilities - Presence of toilet facilities, bathing facilities, and piped water, within both occupied and vacant housing units.

Plumbing Facilities/Lacking Complete Plumbing For Exclusive Use.

Complete plumbing facilities, but also used by another household - All facilities present, but with some or all of the plumbing facilities also regularly used by someone who is not a member of the household. This category also applies if the future occupants of living quarters now vacant would be expected to share the facilities.

Some but not all plumbing facilities - Units with one or two but not all three of these: hot and cold piped water, flush toilet, and bathtub or shower.

No plumbing facilities

Population - (1) (noun) The number of inhabitants of an area. (2) (adjective) Referring to data about persons, as in “population

characteristics.”, (3) (noun) A group of persons, housing units, or other entities included in a census, or from which samples are taken for statistical measurements.

Poverty Status In ~~1999~~ 1989 - Families and unrelated individuals are classified as above or below the poverty level by comparing their total ~~1999~~ 1989 income to an income cutoff or “poverty threshold,” as defined by the U.S. Census of Population. The income cutoffs vary by family size, number of children, and age of the family householder or unrelated individual.

Poverty/Below Poverty Level (“poor”)- Families or persons whose total family income or unrelated individual income in ~~1999~~ 1989 was less than the poverty threshold specified for the applicable family size, age of householder, and number of related children under 18 present. In certain tabulations, this group is further subdivided into those with income “below 75 percent of poverty level” and “between 75 and 99 percent of poverty level.”

Public Transportation Disability (persons with) - Persons who have a health condition which makes it difficult or impossible to use buses, trains, subways, or other forms of public transportation.

Suppression - Tabulations not disclosed by the U.S. Census of Population to maintain the confidentiality promised to respondents and required by law. The Bureau suppresses tabulations or characteristics for very small groups of people (less than 30 persons) or of housing units (less than 10 households).

Target Areas - Areas that have been targeted in this element for improvement on identified deficiencies such as housing, mass transit, and recreation.

Transportation Disadvantaged/Dependent - Individuals who because of physical or mental disability, income status, or age are unable to transport themselves or to purchase transportation and are, therefore dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities. See also “disability” and “public transportation disability” definitions.

Unemployed - As defined by the U.S. Bureau of the Census: “civilians 16 years old and over who (a) were neither ‘at work ‘nor’ with a job but not at work’ during the reference week, (b) were looking for work during the past 4 weeks, and (c) were available to accept a job...”

Urban And Rural (Population) - Urban and rural are type-of-area concepts rather than specific areas outlined on maps. As defined by the Census Bureau, the urban population comprises all persons living in urbanized areas (UA's) and in places of 2,500 or more inhabitants outside UA's. The rural population consists of everyone else. Therefore, a rural classification need not imply farm residence or a sparsely settled area, since a small city or town is rural as long as it is outside a UA and has fewer than 2,500 inhabitants. The terms urban and rural are independent of metropolitan and non-metropolitan designations; both urban and rural areas occur inside and outside SMSA's.

~~**Urban Homesteading** — National program to revitalize declining neighborhoods and reduce the inventory of federally owned properties by transferring vacant and unrepared single family properties to new homeowners for rehabilitation.~~

Vehicles Available - The total number of automobiles, vans, and light trucks—one ton or less—available at home for the use of members of the household, ascertained for occupied housing units.

Very Low Income - Household income below 50% of median.

Work Disability (persons with) - Persons who have a health condition which limits the kind or amount of work or prevents working at a job or business.