Comprehensive Planning for Clean Water: Tools and Strategies

July 23, 2020 | 10:00am–11:30am | Zoom Webinar
Mission Statement

To serve our citizens and member governments by providing a forum to foster communication, coordination, and collaboration in identifying and addressing needs regionally.

Who We Serve (Members)

- 6 Counties
- 21 Municipalities
- 13 Gubernatorial Appointees
- 3 Ex-Officios
TAMPA BAY WATERSHED

SIZE:
- TAMPA BAY PROPER: 400 SQUARE MILES
- TAMPA BAY WATERSHED: 2,200 SQUARE MILES
- AVERAGE DEPTH: 11 FEET
- MAXIMUM DEPTH: 43 FEET (MAIN SHIPPING CHANNEL)
- SALINITY RANGE: > 20-35 PARTS PER THOUSAND IN BAY PROPER;
  < 1-25 PARTS PER THOUSAND IN TIDAL TRIBUTARIES
- POPULATION IN WATERSHED: 2.7 MILLION (2010 CENSUS)
- MAJOR TRIBUTARIES: HILLSBOROUGH, ALAFIA, LITTLE MANATEE AND MANATEE RIVERS
Housekeeping

If you have technical difficulties, send me a message using the chat button or email me at sarah@tbrpc.org.

This presentation is being recorded.

How do I ask a question?

Attendees are in listen-only mode. Raise your hand to be unmuted during the Q/A period.

You can type questions for the presenters at any time using the Q/A window.
Speakers

Maya Burke  
_Tampa Bay Estuary Program_

Melissa Dickens,  
_AICP_  
_Hillsborough County Planning Commission_

Kevin Moran, PE  
_Hillsborough County_

Cara Woods Serra,  
_AICP, CFM_  
_Tampa Bay Regional Planning Council_
Poll Questions
Overview

1. History
   • National Estuary Programs (NEPs)
   • Barriers to Implementation

2. Incorporating Clean Water Policies
   • Collaborating with a Multijurisdictional Team
   • Hillsborough County One Water

3. Comprehensive Plan Crosswalk
   • Project Goals
   • Development of the Crosswalk
   • Stakeholder Review

4. Model Language Development
   • Development of Model Language
   • Selection of CCMP Priority Actions
   • Development and Review of Model Language Guide
COMPREHENSIVE PLANNING FOR CLEAN WATER:
TOOLS AND STRATEGIES

• BRIEF HISTORY OF ESTUARY PROGRAMS
• CCMPs + LOCAL COMPREHENSIVE PLANS
• AVAILABLE TECHNICAL ASSISTANCE

MAYA BURKE
SCIENCE POLICY COORDINATOR
mburke@tbep.org
CHARTING THE COURSE:
THE COMPREHENSIVE CONSERVATION AND MANAGEMENT PLAN FOR TAMPA BAY
2017 UPDATE

Tampa Bay Estuary Program
Partnership for a Healthy Bay
1972
Clean Water Act
Environmental Land & Water Act
State Comprehensive Planning Act
Land Conservation Act

1984-85
State and Regional Planning Act
Growth Management Act

1990-91
Tampa Bay designated as an Estuary of National Significance. TBEP formed.

1996
TBEP adopts CCMP

2011
Community Planning Act

2006
1st CCMP revision

2017
2nd CCMP revision
BROADER IMPLICATIONS OF 2011 COMMUNITY PLANNING ACT

- Compatible approaches between local partners
- Capacity building for local planning staff
- New workflows for technical assistance
LOCAL EXAMPLE

OBJECTIVES:
- Promote expanded use of Green Infrastructure practices in stormwater and lagoon package applications.
- Promote development and testing of tool and incentives to expand low impact development applications.
- Enhance dialogue and engagement on low impact development through forums, workshops, and meetings.
- Implement comprehensive, repeatable, and transparent training, compatibility reviews of local government development; tools for implementation; and demonstration plans.
- Develop a low impact development toolkit.

LOCAL EXAMPLE

STORMWATER RUNOFF
Expand use of Green Infrastructure practices

WASTEWATER
Expand the beneficial use of reclaimed water

OBJECTIVES:
- Encourage and expand beneficial water reuse to reduce nutrient loadings from wastewater discharges and enhance ecosystem benefits. Track the regional strategy and practices for Aquifer Storage and Recovery (ASR) and direct exchange projects to strengthen understanding of their cumulative effect on ground and surface water quality and quantity. Strengthen understanding of the contribution of nutrients and other constituents from beneficial uses of reclaimed water to Tampa Bay.

STATUS:
- Drought: Nitrogen load estimates to Tampa Bay from all sources, including reclaimed water, were developed in 1994 and updated in 2001 and 2005. The Tampa Bay Nitrogen Management Consortium developed a Nutrient Management Strategy, with regular updates and progressions in 2007, 2009, and 2012 on the nitrogen loading reductions from reclaimed water projects. Estimates of nitrogen loading from irrigation were developed in 2008, leading to recommendations for reduced fertilizer application with reclaimed water irrigation incorporated into the Model Fertilizer Ordinance developed by TMDL. The potential presence, fate, and transport of emerging contaminants of concern and microplastics in reclaimed water, wastewater, and other sanitary sewer systems warrants further investigation (see Addendum CSS-6).

Activity 3
Encourage unified adoption and implementation of regional policies to expand use of Green Infrastructure techniques.

Activity 4
Update or modify Comprehensive Land Use Plans or Land Development policies addressing reclaimed water, where appropriate, to ensure protection of nutrientsensitive watersheds and wellfield recharge areas, and prioritize use of reclaimed water to benefit the Tampa Bay watershed. Track and ensure compliance with state legislation regarding development and distribution of reclaimed water systems.
NOVEL APPROACH FOR RESOURCE MANAGEMENT
Water as Holistic, Interrelated, and Valuable
Match Right Resource to Right Use
Concept Identified in CCMP Update

INTERDEPARTMENTAL COLLABORATION
Water Resources
Environmental Management
Development Services
Engineering and Operations

REGIONAL COORDINATION
Southwest Florida Water Management District
Tampa Bay Water
Tampa Bay Estuary Program
Other outside expertise
The Planning Commission is an independent, consolidated planning agency that serves as the long-range planning agency for all four local governments in Hillsborough County. The agency is responsible for the Comprehensive Plans and other studies. Along with the Hillsborough MPO and Hillsborough River Interlocal Planning Board, it is part of Plan Hillsborough.

Hillsborough County’s Environmental Management Division was created to assist the County’s utility services with regulatory issues. Regulatory issues include potable water, wastewater, solid waste and stormwater permitting and compliance. The Division also houses the environmental laboratory, which is a full service testing laboratory for water quality testing. The Division is also responsible for the County’s resilience planning.
In 2020 working with 2008 Comprehensive Plan language (or earlier!)

Stormwater Management, Sanitary Sewerage and Potable Water Elements are separate and siloed

Other water resources language and maps found throughout various other Elements

200+ Goals, Objectives and Policies related to water – limited linkages to current aspects of technical implementation and today’s County priorities
Staff attempted to develop projects breaking down silos

Senior Staff had a difficult time with internal processes including budgeting and project development

Board developed a stronger interest in sustainability and resilience, which includes Integrated Water Resource Management concepts
All Water is Related

Project Goals

- Potential to be one of the first “One Water” Comprehensive Plan approaches in the country. Goals of the project:
  - Reflect the interrelated nature of water
  - Incorporate BOCC direction from a series of sustainable land use and planning workshops
  - Provide a framework for new County initiatives
  - Utilize best practices in planning and water resources management
  - Coordinate water with other aspects of planning within the County
  - Eliminate duplication, redundancy and inconsistencies
  - Be an implementable document – not a “shelf plan”
Collaborative Approach

- One Water Working Group
  - Planning Commission, Water Resources Department, Environmental Management Division, Development Services Department and Engineering & Operations Department staff
  - Bi-weekly meetings with multi-disciplinary staff
  - Review and vet existing 200+ policies, examine best practices and draft One Water Chapter

- Senior Leadership Check-Ins
  - Evaluate drafts - provide direction and guidance

- External Agency Coordination
  - Review drafts of language ahead of public release

- Public and Stakeholder Outreach – current phase
Considerations for Language Development

- What to keep from the current adopted plan?
- What are best practices, new initiatives or priorities of the community/BOCC direction that are not reflected?
- How can the Comprehensive Plan best serve as backing or framework for County initiatives? When does a programmatic objective rise to the level of needing to be in the Comprehensive Plan?
- How to arrive at the right “level” of language? Broad policy direction vs specifics
- How ensure expectations are set appropriately given financial limitations and competing interests?
Collaboration Benefits, Lessons Learned and Recommendations for Others

- Open Discussion and Conversation
  - Technical Expert Perspective
  - Planner Perspective
One Water Chapter

- Initial portion of the overall Hillsborough County Comprehensive Plan update
- The Chapter updates and combines the Stormwater Management, Sanitary Sewerage and Potable Water Elements, as well as water-resources related language and maps from other Elements
- Modernized, streamlined language tailored to current context and County priorities
- Vetted and implementable by County staff
One Water Goals

01. Protect and preserve water resources
02. Water conservation
03. Integrated water resource management
04. Discourage sprawl and encourage redevelopment
05. Sustainable infrastructure and programs
06. Low impact development
One Water and Planning - Resources

- http://www.planhillsborough.org/one-water/
- APA Water and Planning Network
- PAS Report – Planners and Water
- Blueprint for One Water – Environmental Research Foundation
- One Water Roadmap – US Water Alliance
- APA Knowledgebase – Integrated Water Resources Planning
- One Water – Integrated Water Resources Planning - County Planning Directors Association of Pennsylvania – One Water Task Force
- Integrating Water Into the Comprehensive Plan – Colorado Pace Land Use Law Center
- One Water LA
- One Water San Francisco
CCMP and Model Language Development

- Opportunity to implement similar approaches in other local government Comprehensive Plans
- Technical assistance, model language and examples
- Incorporate best practices and sound scientific information into Comprehensive Plans
- Ability to tailor to individual local government context
CCMP Project Overview

Goals of Project –

1. Create a crosswalk that relates Comprehensive Conservation and Management Plan (CCMP) goals and actions to appropriate elements of local government comprehensive plans

2. Develop model language for local governments to use in long range planning
Phase 1 - Compare CCMP to Comprehensive Plans

Pinellas County
Manatee County
Hillsborough County
Pasco County
City of Clearwater
City of Tampa
City of St. Petersburg
Review System:
How CCMP Actions Are Addressed within the Comp Plans

- **Activity is specifically addressed.**
  Language specifically refers to and enables the practice or measure of said activity. If conditional, states criteria considered acceptable for approval, so questions are limited.

- **Activity is generally addressed.**
  Language generally supports the CCMP action plan.

- **Activity intent is vaguely referenced.**
  Not specifically mentioned or has ambiguous application or intent. Not prohibited or in conflict with other specific actions in planning documents. Not disallowed or encouraged.

- **Activity is prohibited or prevented by conflicting code or state statute.**
  Language of statute, code, or other planning documents either specifically discourage the practice, or makes the practice impractical without providing a path for approval.

- **Activity is not applicable.**
  Not applicable at the local level of government.

- **Activity is not addressed.**
  Not addressed in the comprehensive plan.

- **X**
  Determined not applicable at the local level by Steering Committee
Example of Crosswalk: CCMP WQ-1 in the Comp Plan

**Water Quality**

Implement the Tampa Bay nutrient management strategy

**OBJECTIVES:**
Continue to implement the nutrient management strategy for Tampa Bay to maintain water quality, and track nutrient reduction and prevention actions within the watershed. Develop and implement nutrient criteria recommendations and management strategies for the bay's tidal streams.

**Pinellas County Comp Plan Review**

WQ-1 Implement the Tampa Bay nutrient management strategy

- NRC 4.2.1: Pinellas County shall continue to cooperate with, and assist as appropriate, the Southwest Florida Water Management District in the development and implementation of Surface Water Improvement and Management Plans for water bodies in Pinellas County.

- NRC 7.2.7: Redevelopment activities within the unincorporated County will contribute to the overall environmental improvement of the local and regional watershed.

- SUR 1.5.1: Pinellas County shall continue to systematically prepare watershed or waterbody management plans for approval and implementation by the Board of County Commissioners. Such plans shall address water quality, stormwater management, habitat requirements, and biological targets, as well as recommended funding sources.
Bay Habitats

Encourage habitat enhancement along altered waterfront properties

**OBJECTIVES:**

Expand use of living shorelines instead of traditional seawalls along waterfront properties. Support demonstration projects; explore regulatory rule revisions to support living shorelines; assess the use of living shorelines to mitigate climate change; and support education of waterfront homeowners about the benefits of living shorelines.

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**Example of Crosswalk: CCMP BH-6 in the Comp Plan**

**St. Petersburg Comp Plan Review**

**BH-6 Encourage habitat enhancement along altered, waterfront properties**

- C3.3: Restoration of seawalled, ditched or other severely altered shorelines and channels to natural conditions will be instituted wherever possible. Such improvements include natural slopes, indigenous plant communities and seagrasses.

- CM1.8: Opportunities for non-structural shoreline enhancement projects shall be identified in the repair of seawalls along low energy shorelines.

- CM1.9: The planning department shall have available for property owners information on maintenance of native vegetation and shoreline features including:
Crosswalk Matrix

This matrix crosswalks the Tampa Bay Estuary Program’s CCMP Goals and Actions with local government comprehensive plans.

<table>
<thead>
<tr>
<th>Water and Sediment Quality Goals</th>
<th>Manatee</th>
<th>Tampa</th>
<th>Hillsborough</th>
<th>Clearwater</th>
<th>St. Petersburg</th>
<th>Pasco</th>
<th>Pinellas</th>
<th>Not Applicable</th>
</tr>
</thead>
<tbody>
<tr>
<td>WQ-1</td>
<td>Implement the Tampa Bay nutrient management strategy</td>
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<td>WQ-3</td>
<td>Reduce frequency and duration of harmful algal blooms</td>
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<td>SW-1</td>
<td>Reduce nitrogen runoff from urban landscapes</td>
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<td>SW-8</td>
<td>Expand adoption and implementation of best management plans for commercial and urban agriculture</td>
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<td>SW-10</td>
<td>Expand use of Green Infrastructure practices</td>
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<td>AD-1</td>
<td>Continue to reduce nitrogen loading from atmospheric deposition</td>
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<td>WW-1</td>
<td>Expand the beneficial use of reclaimed water</td>
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<td>WW-2</td>
<td>Extend central sewer service to priority areas now served by septic systems</td>
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<td>WW-3</td>
<td>Require standardized monitoring and reporting of wastewater discharges</td>
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<td>WW-5</td>
<td>Reduce the occurrence of sanitary sewer overflows to the bay</td>
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<td>COC-1</td>
<td>Address hot spots of contamination in the bay</td>
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<td>COC-4</td>
<td>Identify and understand emerging contaminants</td>
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<td>PH-2</td>
<td>Continue source and risk assessments of human and ecosystem health indicators suitable for Tampa Bay beaches and other recreational waters</td>
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<tr>
<td>PH-4</td>
<td>Reduce fecal contamination from humans and pets in Tampa Bay Area waters</td>
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</tbody>
</table>

X Determined not applicable at the local level by Steering Committee
Update to CCMP Goal Crosswalk with local Comp Plans

- TBRPC staff received stakeholder comments on the crosswalk matrix and comprehensive plan scoring.
- The revised crosswalk incorporates all comments received by TBRPC staff.
Phase 1 Process

1) Crosswalk

2) Review of Planning Documents:
   - Color-categorization and identification of all policies related to CCMP Actions within Comprehensive Plans
   - Identification of all policies related to CCMP Actions within Code of Ordinances & Land Dev. Regulations
## Phase 2 – Model Comp Plan Language

Model language was developed for 8 CCMP Priority Action Plans:

<table>
<thead>
<tr>
<th>Water and Sediment Quality Goals</th>
</tr>
</thead>
<tbody>
<tr>
<td>WQ-1</td>
</tr>
<tr>
<td>SW-1</td>
</tr>
<tr>
<td>SW-10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Bay Habitats</th>
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</thead>
<tbody>
<tr>
<td>BH-1</td>
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<tr>
<td>BH-6</td>
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<tr>
<td>BH-9</td>
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<tr>
<td>BH-10</td>
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</tbody>
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<table>
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<tr>
<th>Climate Change</th>
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<tbody>
<tr>
<td>CC-1</td>
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</tbody>
</table>

The table indicates how each action plan addresses the model language. The color codes represent:
- **Specifically Addressed**
- **Generally Addressed**
- **Vague Not Disallowed**
- **In Conflict**
- **Not Applicable**
- **Not Addressed**
**Highest CCMP Priority Actions**

**Stormwater 10**

*Objectives:* Promote expanded use of Green Infrastructure practices to prevent and reduce nitrogen pollution. Promote development and delivery of tools and incentives to expand low impact/green infrastructure implementation, including professional training; compatibility reviews of local government development codes and comprehensive plans; and demonstration sites. Encourage Tampa Bay Estuary Program (TBEP) partners to submit local projects that implement innovative building or site design techniques to the Action Plan Database of the Tampa Bay Nitrogen Management Consortium. Encourage adoption and implementation of regional policies facilitating low impact/green infrastructure development.

*p. 28 of the CCMP*

**Bay Habitats 6**

*Objectives:* Expand use of green infrastructure practices to prevent and reduce nitrogen pollution. Promote development and delivery of tools and incentives to expand low impact/green infrastructure implementation, including professional training; compatibility reviews of local government development codes and comprehensive plans; and demonstration sites. Encourage Tampa Bay Estuary Program (TBEP) partners to submit local projects that implement innovative building or site design techniques to the Action Plan Database of the Tampa Bay Nitrogen Management Consortium. Encourage adoption and implementation of regional policies facilitating low impact/green infrastructure development.

*p. 81 of the CCMP*

**Climate Change 1**

*Objectives:* Identify coastal habitats vulnerable to climate change and potential buffer areas upslope of coastal habitats. Identify methods to improve the resiliency of vulnerable bay habitats to sea level rise. Continue to investigate the carbon sequestration benefits of coastal habitats (“blue carbon”). Enhance community understanding of the potential impacts of changing climate on coastal habitats and encourage actions to help mitigate effects.

*p. 141 of the CCMP*
Comprehensive Plan Review and Model Language Development

1. Review of Comprehensive Plans in Florida and nationwide for 8 Priority Action Plans

2. Stakeholders selected 3 Priority Actions (CC-1, SW-10, and BH-6)

3. Comprehensive Plans are moving in a direction to include broader more general language to allow more flexibility to implement policies in other regulatory mechanisms.
## CC-1 Model Language Example

### Goal 1: (Insert local government) shall support regional efforts to integrate climate change, stormwater management and bay habitats into planning efforts in alignment with the applicable goals of the Tampa Bay Estuary Program’s Comprehensive Conservation and Management Plan (CCMP)

#### Climate Change 1 (CC-1)

**Objective 1: Support adaptation strategies that promote the long-term resiliency and diversity of critical coastal habitats for a changing climate.**

<table>
<thead>
<tr>
<th>Broad or General</th>
<th>Stringent or Specific</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.1 (Insert local government) shall support the integration of resilience measures into local plans and continue to develop and advance policies and programs which conserve natural resources, mitigate greenhouse gas pollution, and advance sustainability and climate resiliency.</td>
<td>1.1.7 Create/modify a zoning ordinance to address possible sea level changes and develop appropriate use regulations and development standards.</td>
</tr>
<tr>
<td>1.1.2 Assess the vulnerability of specific species, habitats, landscapes, and ecosystem functions that may be sensitive to climate change and develop coping strategies and contingency plans for their adaptation, such as identifying habitats that may be viable during climate disturbances and could potentially serve to give refuge to and sustain at-risk species.</td>
<td>1.1.8 Revise land acquisition and preservation policies to consider the values of natural areas for sequestering carbon and providing climate adaptation and mitigation benefits such as the resource’s strategic capacity to absorb floodwaters and address coastal ecosystem migration.</td>
</tr>
<tr>
<td>1.1.3 Continue to support local environmental restoration, mitigation, and adaptive management initiatives, and coordinate with other state, regional, and national strategic planning efforts to improve the resiliency of natural lands and systems to climate change. Support local and regional mapping, modeling, monitoring programs to assure the most current and locally specific data on climate change vulnerability is available.</td>
<td>1.1.9 Evaluate the minimum shoreline and wetland setbacks currently in use and identify the potential for updates to protect vulnerable structures from the effects of long-term sea level rise.</td>
</tr>
<tr>
<td>1.1.4 Seek the support of agencies, such as the National Oceanic and Atmospheric Administration (NOAA), U.S. Geological Survey (USGS), Federal Emergency Management Agency (FEMA), U.S. Army Corps of Engineers (USACE), as well as universities and not-for-profit organizations to coordinate support for updating.</td>
<td>1.1.10 Where appropriate, implement wetland design changes, such as the use of living shorelines and wetland mitigation that allow for the landward migration of wetlands, for resilience to sea level rise.</td>
</tr>
<tr>
<td>1.1.11 Establish riparian buffers that reflect projected rates of sea level rise for all tidally-influenced waterbodies to allow the conversion of adjacent uplands to wetlands while retaining transitional ecotones.</td>
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</tr>
<tr>
<td>1.1.12 Develop priority areas of land protection efforts based on their strategic capacity to support coastal ecosystem migration.</td>
<td>1.1.13 Incorporate habitat vulnerability to climate change into land use planning, land acquisition, and for deed of conservation easement consideration.</td>
</tr>
<tr>
<td>1.1.14 Evaluate the use of rolling easement zoning to designate areas of future abandonment, future waterway locations, and future lands for</td>
<td>1.1.14 Evaluate the use of rolling easement zoning to designate areas of future abandonment, future waterway locations, and future lands for</td>
</tr>
</tbody>
</table>
Choosing Model Language

Stringent or Specific Language example:
Require that impervious surface within the Watershed Overlay District be minimized through the use of one or more of the following strategies: (...) By December 2020, for new County construction and in the redevelopment of County properties, the County will utilize low impact development principles, to the extent practicable, to address stormwater management needs and to model innovative techniques.

Broad or General Language example:
The jurisdiction will encourage the use of “Low Impact Development” techniques for stormwater management, such as minimal land disturbance, the preservation of native vegetation, and the minimization of impervious cover, through site plan and internal review processes.
Phase 2 Outcomes

1. Initial Project Goals
   - Crosswalk local government comprehensive plans
   - Develop model language for local governments to use in long range planning

2. Complementing local needs
   - Jurisdictions need flexibility in model language to make it more implementable
   - Policy development will inform regulations
     - Regional consistency in shoreline hardening
Comprehensive Planning for Clean Water: Tools and Strategies

Q & A

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