CITY COUNCIL VISIONING, PLANNING AND WATER USE WORKSHOP
ZEPHYRHILLS, FLORIDA

Monday, November 17, 2025
5:00 PM

Zephyrhills
City Hall

Council
Chambers

Call to Order — Council President Charles E. Proctor

Roll Call — City Clerk Ricardo Quiñones

1. WORKSHOP ITEMS
    - 1.1 Water Status Overview-Please see the attachment for summary points.
        1. Water_summary_handout
    - 1.2 Joint Visioning Workshop
        1. Handouts_JointWorkshop_Visioning_2025_1110_draft

CITIZEN COMMENTS

ADJOURN

*** PLEASE NOTE: This is a Public Meeting. Should any interested party seek to appeal any decisionmade by the Council with respect to any matter considered at such meeting or hearing, he or she will need a record of the proceedings, and that, for such purpose, he or she may need to ensure that a verbatim record of the proceeding is made, which record includes the testimony and evidence upon which the appeal is to be based. F.S. 286.0105. If you are a person with a disability which requires reasonable accommodation in order to participate in this meeting, please contact the City Clerk at 813/780-0000 at least 48 hours prior to the public hearing. A.D.A. and F.S. 286.26.**

Previous Permit (WUP 6040.011, 2020 Renewal)

- 20-year permit, authorized 3.308 MGD AADF and 3.672 MGD peak month flow.
- Established compliance rate of 87 gpcd for 2040 population of 37,027.
- Required use of an integrated surface/groundwater model
- Return flows from the RIBs were necessary to offset impacts to the Hillsborough River Groundwater Basin.
- Projected end-of-permit return flows: 2.804 MGD.
- 2023 Facilities Plan showed population growth exceeding WUP capacity.
- Projected population (with all known developments): 2040: 49,888.
- Projected demand: 2040: 4.50 MGD.

Current Permit (WUP 6040.012, 2025 Modification)

- Expires Nov 17, 2040; authorizes 4.493 MGD AADF, 5.00 MGD peak month flow; compliance rate 87 gpcd for 48,928 population.
- Requires RIB flow offsets and connection to agricultural well.
- Current use (2024): 2.772 MGD for 33,187 population.
- Additional capacity: YMCA well (0.246 MGD) and agricultural well (1.185 MGD) not yet connected.

Future Supply Options

- Relocate agricultural well withdrawals (site 2.5 miles north, gaining ~0.60 MGD potential).
- Purchase water from other utilities (may require retreatment)
- Interconnect with Dade City (No longer has excess WUP capacity and aging infrastructure requires improvements).
- Absorb service areas with excess WUP capacity.
- Develop Lower Floridan aquifer wells (requires testing and modeling) probably not a significant benefit due to depth and potential lack of confinement between aquifers.
- Surface water source (reservoir): not practical due to treatment costs.
- Aquifer storage and recovery: not practical due to inland location/hydrogeology.
- Implement conservation and capital projects to reduce loss and expand reclaimed water. Must be balanced with the permit requirement to discharge to the RIBs.
- Domestic self-supply wells allowed; ordinance requires connection within 200 ft of water line.

Key Challenge

Use it or lose it. We must closely track the anticipated water usage throughout the permit. Projected demand by 2040 (4.50 MGD) approaches current permit capacity (4.493 MGD), requiring additional sources and conservation measures to maintain compliance and meet growth in the future.

"How Shall We Grow?" Visioning Workshop

Issue:
The City of Zephyrhills is convening a joint workshop of the Mayor and City Council, Planning Commission, and City staff to conduct a long-range visioning discussion regarding future growth, development, and water supplies as part of the City of Zephyrhills 2050 Comprehensive Plan Update.

The workshop responds to a central issue now facing the City: how to accommodate continuing population growth within the limits of available and planned water supplies. The recent water-use permit update, together with development activity surrounding the City, make it timely to evaluate where and how future housing and associated public infrastructure and services should occur through 2050.

Attachments:
1. Workshop Agenda
2. Questions to Consider
3. Population Growth and Projections, 2010–2050
4. Housing Demand and Supply, 2025–2050
5. Where Future Homes Could Go: Land Capacity
6. Where and How Much Housing: Land Use Policy
7. How Development Form Shapes Water Demand
8. Housing Choices and Affordability
9. Regional Growth Influences (Two Rivers and Villages of Pasadena Hills)

Analysis:
Population and Housing Growth: The City's population is projected to more than double by 2050, creating demand for approximately 10,000 additional housing units beyond those currently approved or under construction.

Water Supply and Concurrency: The City's recently approved Water Use Permit authorizes an average withdrawal of 4.4939 MGD, sufficient for roughly 14,980 dwelling units at the City's level of service standard (300 gallons per day per unit). Current projections indicate that demand may exceed this capacity around 2035–2040, requiring proactive planning for conservation, reuse, or system expansion.

Growth Scenarios and Land Use Direction: The workshop will examine potential development scenarios within both the City and unincorporated Joint Planning Area (JPA), comparing implications of three broad approaches to accommodating population and housing growth through 2050:

1. Grow Inward – Redevelopment and Infill within Existing City Limits

Focuses on redevelopment and infill under the City's adopted Future Land Use categories, the adopted ReImagine Gall Boulevard Form-Based Code (FBC), and the proposed CRA Master Plan, emphasizing existing neighborhoods, corridors, and employment hubs.

Key Considerations:

- Make use of existing public infrastructure and services, reducing per-unit costs and extending the life of current facilities
- Encourage mixed-use, walkable development in core areas where infrastructure and utilities already exist
- Reduce vehicle miles traveled and overall water demand per household, supporting sustainability goals

2. Grow Outward – Planned Expansion into the Joint Planning Area (JPA)

Envisions the annexation and coordinated extension of public infrastructure and services into portions of the JPA to accommodate future residential development.

Key Considerations:

- Provide opportunities for new large-scale development and master-planned communities that could diversify the local housing mix
- Requires significant new capital investment in water, sewer, transportation, stormwater, and public safety infrastructure, as well as careful phasing to maintain fiscal sustainability
- Likely to increase traffic congestion and long-term transportation costs if growth occurs without integrated land use and mobility
- May be necessary to accommodate long-term population growth once the City's internal capacity is built out

3. Hybrid Strategy – Balanced Internal and External Growth

Combines targeted expansion within the JPA with strategic reinvestment along key corridors. This approach integrates infill/redevelopment within the existing urban fabric with carefully phased infrastructure/service extensions to new growth areas.

Key Considerations:

- Balance growth between new development areas and reinvestment in the existing City fabric
- Maximize fiscal efficiency by phasing infrastructure expansion where it supports both corridor reinvestment and new development
- Provide flexibility to respond to market demand while maintaining a compact, connected urban form
- Encourage coordination with County and regional partners to align growth management, transportation planning, and water-supply strategies

Regional Influences: Major projects like Two Rivers and Villages of Pasadena Hills will drive substantial population and housing growth in eastern Pasco County, shaping future demand and service planning in Zephyrhills.

Funding:
N/A

Staff Recommendation:
This item is for discussion and direction only.

Staff requests that City Council and Planning Commission members review the attached background materials and participate in the visioning activities and discussion to identify a preferred growth approach for use in preparing draft policy updates for the 2050 Comprehensive Plan.

WORKSHOP AGENDA

"How Shall We Grow" Visioning Workshop

Timeframe: 90 minutes

Purpose: Identify preferred growth direction and public investments priorities that align with water-supply realities for the 2050 Comprehensive Plan Update.

Outcomes:

(1) Values to preserve

(2) Preferred growth approach (Inward / Outward / Hybrid)

(3) Top 3 public investments

(4) Next-step direction to staff

0:00–0:02 (2 MIN)

WELCOME & OBJECTIVES

0:02–0:12 (10 MIN)

OVERVIEW: GROWTH & WATER

0:12–0:25 (14 MIN)

EXERCISE 1 – PRESERVE/IMPROVE

0:25–0:35 (10 MIN)

GROWTH SCENARIO PRIMER

0:35–0:55 (20 MIN)

EXERCISE 2 – GROWTH STRATEGY MAPPING

0:55–1:10 (15 MIN)

EXERCISE 3 – INVESTMENT PRIORITIES

1:10–1:25 (15 MIN)

GROUP REPORT-OUTS

1:25–0:30 (5 MIN)

SYNTHESIS & NEXT STEPS

Zephyrhills

QUESTIONS TO CONSIDER

"How Shall We Grow" Visioning Workshop

Before You Arrive: Take a few minutes to reflect on Zephyrhills' future before the workshop.

What kind of city do you want Zephyrhills to be known for in 2050?

What choices do we need to make now to help make that vision real?

1. What We Value

What do you love most about Zephyrhills today?

What do you want your family or future residents to experience in 2050?

What would you like to preserve, improve, or add as the city grows?

2. Growth Direction

Should future housing focus on infill and redevelopment inside the city or expansion into new areas?

How can the city guide growth to protect neighborhood character and manage costs?

What worries you most about growth; traffic, water, affordability, or something else?

4. Public Investments & Priorities

If the City could make three major public investments in the next five years, what should they be?

(Examples: sidewalks, stormwater, parks, downtown improvements, water/sewer upgrades.)

How can investments strengthen both existing neighborhoods and new development areas?

3. Water & Infrastructure

Zephyrhills' permitted water supply is 4.49 million gallons per day, or about 250 gallons per home per day.

How should this shape decisions about where and how we grow?

What would responsible growth look like, knowing our water capacity has limits?

Are there ways to use existing infrastructure and service areas more efficiently before expanding outward?

5. Regional Influences

How do nearby projects like Two Rivers and the Villages of Pasadena Hills affect Zephyrhills' future?

How might the city position itself within this regional growth as a distinct hometown, an employment hub, or both?

POPULATION GROWTH & PROJECTIONS, 2000-2050

City of Zephyrhills

The City of Zephyrhills has nearly doubled in population since 2000, growing from just over ten thousand residents to more than twenty thousand today.

Growth is expected to continue, reaching nearly forty thousand by 2045 and over forty-four thousand by 2050.

These projections highlight the need to plan to ensure that housing, water supplies, public infrastructure/services can keep pace with a rapidly expanding community.

Sources:

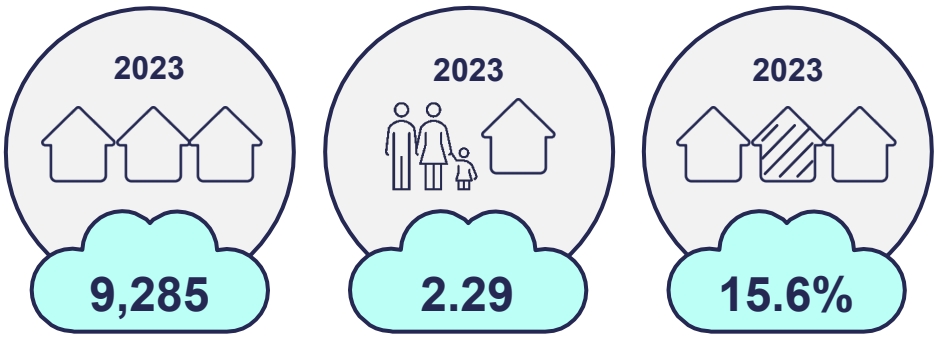
- U.S. Census Bureau: Decennial Census (100% Counts).
- Bureau of Economic and Business Research (BEBR): April 1 Florida Estimates of Population.
- City of Zephyrhills Planning Department: Population Projections (Linear Method), validated through review of 1) approved but unbuilt development (Water Supply Facilities Work Plan); 2) recent residential building permit activity, and trends in vacant housing rates.

HOUSING DEMAND & SUPPLY, 2025-2050

City of Zephyrhills

Existing Conditions, 2023

2019–2023 Estimates, American Community Survey, US Census Bureau.

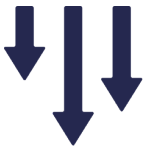


Existing Housing Units

Persons Per Household

Housing Vacancy Rate

Based on population projections, Zephyrhills is on track to meet short-term housing needs, but by 2035 the city could face a housing shortage.



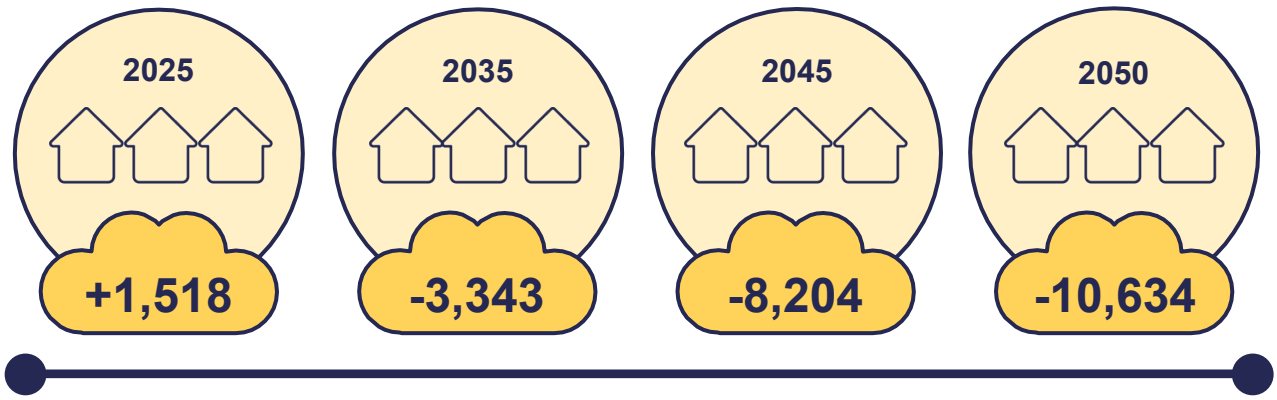
Population Projections

Factors that could increase or decrease housing need:

- Demographic shifts
- Housing market conditions (*e.g., affordability, vacancy rates*)
- Policy and land use decisions
- Water, infrastructure, and service capacity
- External forces (*e.g., economic cycles, natural hazards, state laws*)

By 2050, the deficit could exceed ten thousand homes.

Projected Housing Unit Surplus / Deficit)



WHERE FUTURE HOMES COULD GO: LAND CAPACITY

City of Zephyrhills

Identified are three opportunity areas for new housing in within the City and its Joint Planning Area (JPA) with Pasco County.

Community Redevelopment Area

VACANT ACRES: 26

Community Redevelopment Area (CRA): vacant and underutilized parcels with redevelopment potential supported by existing public infrastructure and services.

Other City Areas

VACANT ACRES: 286

Other City Areas: Additional areas of the City suitable for compact, mixed housing types, including employment hubs.

Joint Planning Area

VACANT ACRES: 474

Joint Planning Area: Unincorporated lands adjacent to the City with longer-term potential for annexation and coordinated service expansion.

WHERE & HOW MUCH HOUSING: LAND USE POLICY

City of Zephyrhills and Pasco County

The Future Land Use Map and FLU categories in the City's Comprehensive Plan, and the corresponding Pasco County designations within the Joint Planning Area (JPA), define where and how future neighborhoods can develop.

The FLU categories establish the intended density, mix of uses, and community character for each area, guiding decisions about annexation, infrastructure investment, and zoning standards.

CITY FUTURE LAND USE CATEGORIES (*ADOPTED*)

Residential FLU Categories

Residential Estate → 0 to 2 units/acre (UPA)

Residential Suburban → 2.5 to 7.5 UPA

Residential Urban → 7.5 to 14 UPA

Mobile Home/RV Residential → 5 to 18 UPA

Mixed Use → 0 to 15 UPA

Form-based Code (?) → 0 to 20 UPA

COUNTY FUTURE LAND USE CATEGORIES (*PROPOSED*)

Suburban Density Residential (SDR) Category (NEW)

Consolidation of legacy categories → RES-3; RES-6; RES-9; and RES-12 into SDR

SDR is a Tiered Land Use Approach guided by a Compatibility Matrix; maximum 18.0 UPA

SDR effective date after October 1, 2027 (SB 180 related)

Developers may voluntarily adopt SDR before October 1, 2027

HOW DEVELOPMENT FORM SHAPES WATER DEMAND

Density, design & land use patterns influence long-term water needs

Rural to Urban Transect

Neighborhood design has a measurable impact on how much water residents use each day. While indoor water use stays relatively consistent across housing types, outdoor irrigation is the real differentiator. Outdoor water use drops sharply as development becomes more compact.

Excess outdoor demand not only increases total use but also intensifies water shortages during dry periods.

Across sunbelt cities, the pattern is clear: higher density, smaller lots, and more multifamily housing mean lower water use per household. In Florida, where a single lawn-watering cycle can exceed 1,000 gallons, the connection between lot size, landscaping, and overall demand is especially pronounced.

Indoor efficiency improvements have cut per-person indoor use nationwide by about 15% since 1999. The next frontier for conservation lies in how and where we build.

Translating Water Demand by Transect Zone

T2 Zone (sub-rural: Larger lot, more turf)

Total: ~95–170 gpcd (Indoor ~55–65; Outdoor ~40–105, highly lawn- and irrigation-policy-dependent). Rationale: Largest irrigable areas, frequent automatic irrigation, and amenities (e.g., pools) drive high outdoor demand.

T3 Zone (sub-urban: larger lots, more turf)

Total: ~85–130 gpcd (Indoor ~55–65; Outdoor ~30–65, highly lawn- and irrigation-policy-dependent). Rationale: Outdoor dominates; aligns with studies showing higher irrigation on larger lots.

T4 Zone (general urban: small lots, townhomes, mixed forms)

Total: ~70–100 gpcd (Indoor ~55–65; Outdoor ~10–35). Rationale: Reduced private yards and irrigable area.

T5 Zone (urban center: multifamily-heavy)

Total: ~50–75 gpcd (Indoor ~45–60; Outdoor minimal except common areas). Rationale: MF units with little/zero private irrigation; MF is consistently lower per unit/per capita.

Note: Actual demand varies by irrigable area, lot size, landscape standards, conservation policies, reclaimed water availability, household occupancy, irrigation practices (including HOA rules), seasonality, and local climate.

HOUSING CHOICES & AFFORDABILITY

Keeping Zephyrhills livable and affordable for all residents

What do these age cohort trends suggest about future demand for diverse housing types? What kinds of homes will best fit their needs?

Population Projections by Household-Relevant Age Cohorts, 2020-2050, City of Zephyrhills

Age	2020	2025	2035	2045	2050
0-19 (Children & Teens)	3,446	4,792	6,591	8,326	8,215
20-34 (Household Formation Stage)	2,729	4,424	5,824	7,173	7,279
35-54 (Prime Working Age/Peak Housing Demand)	3,631	5,021	7,544	10,141	9,854
55-74 (Downsizing & Aging-in-Place Stage)	4,789	6,387	8,127	9,783	10,162
75+ (High-Support Housing Need)	2,599	4,278	6,475	8,670	8,582
Total	**17,194**	**20,372**	**29,732**	**39,392**	**44,092**

Notes: Counts refer to estimated or projected persons. The 2020 base year reflects U.S. Census data. Age cohort distributions were scaled to match the City's control totals, and projections were validated against recent site plan approvals, building permit activity, and known development trends.

Sources: 2020 U.S. Census (100% counts) and City of Zephyrhills (projections), 2025.

Which income groups in Zephyrhills experience the greatest housing cost pressures? What types of homes or policies would most directly relieve those burdens?

All Households Cost Burden by Income, 2023, City of Zephyrhills

Household Income	30% or less	30.1-50%	More than 50%
30% AMI or less	234	271	778
30.01-50% AMI	671	511	473
50.01-80% AMI	1,729	348	81
80.01-100% AMI	934	136	0
Greater than 100% AMI	2,349	22	0

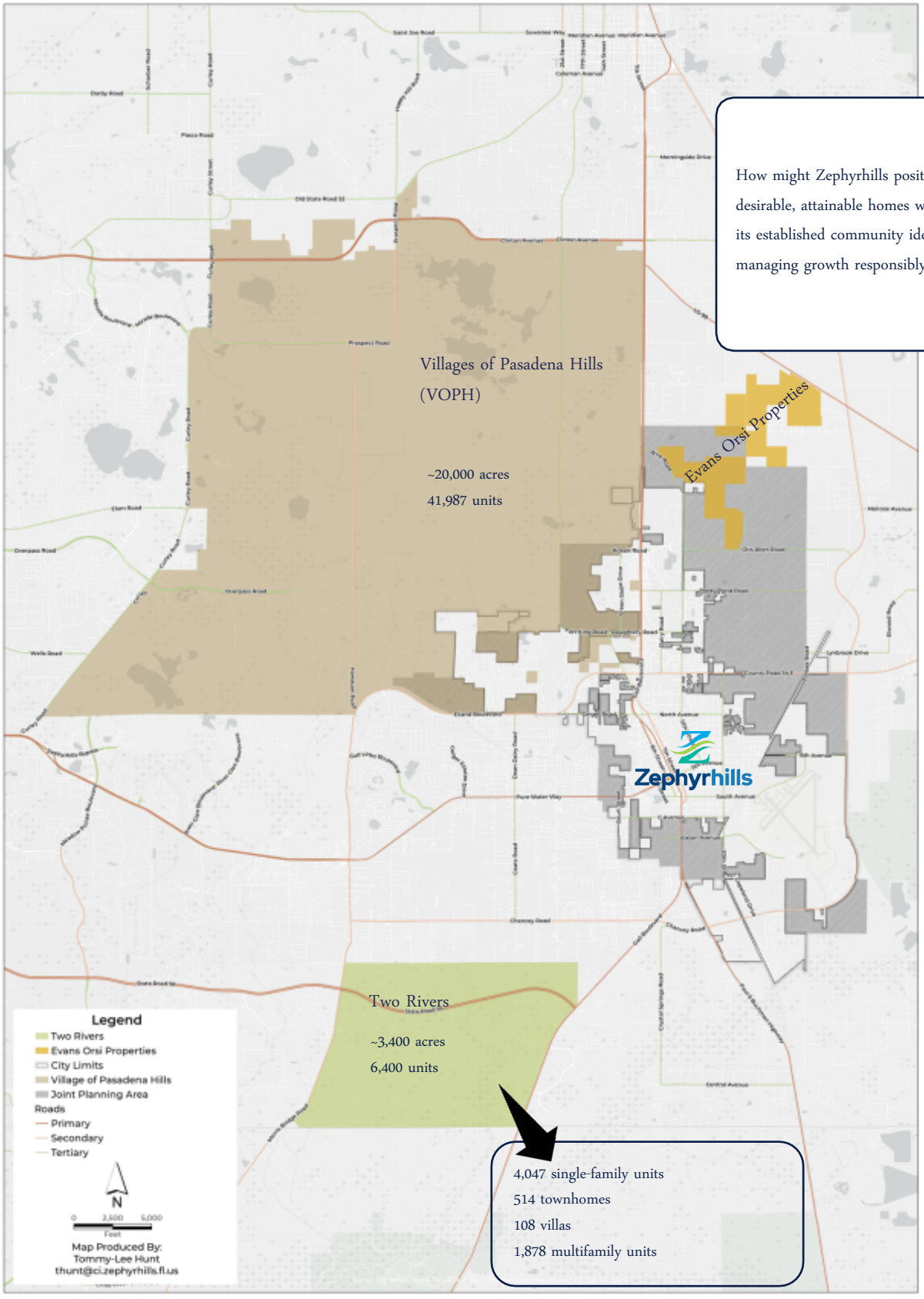
Sources: Shimberg Center for Housing Studies, based on U.S. Department of Housing Development, Comprehensive Housing Affordability Strategy (CHAS) dataset and population projections by the Bureau of Economic and Business Research, University of Florida.

Cost-burdened households

In 2025, the HUD Area Median Income (AMI) for Pasco County is $98,400 for a family of four (80% AMI = $78,720 and 50% AMI = $49,200.

REGIONAL GROWTH INFLUENCES

Positioning Zephyrhills within East Pasco's transforming housing market



How might Zephyrhills position itself to offer desirable, attainable homes while maintaining its established community identity and managing growth responsibly?