Fowler Avenue

VISION PLAN

Linking Land Use and Transportation for an Equitable Future

COMMUNITY OPPORTUNITIES AND CONSTRAINTS TECHNICAL REPORT

Kimley»Horn
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Plan Hillsborough

Hillsborough County Florida

City of Tampa Florida

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Introduction

The *Community Opportunities and Constraints Technical Report* describes the study area as it is today and lays the groundwork for the Corridor Vision that is presented in the ***Fowler Avenue Vision Plan***. This report is divided into the following sections, each of which paints a picture of existing conditions along the corridor by balancing data collected during both past and current planning efforts with the lived experience of the people who live, work, and recreate in the corridor today.

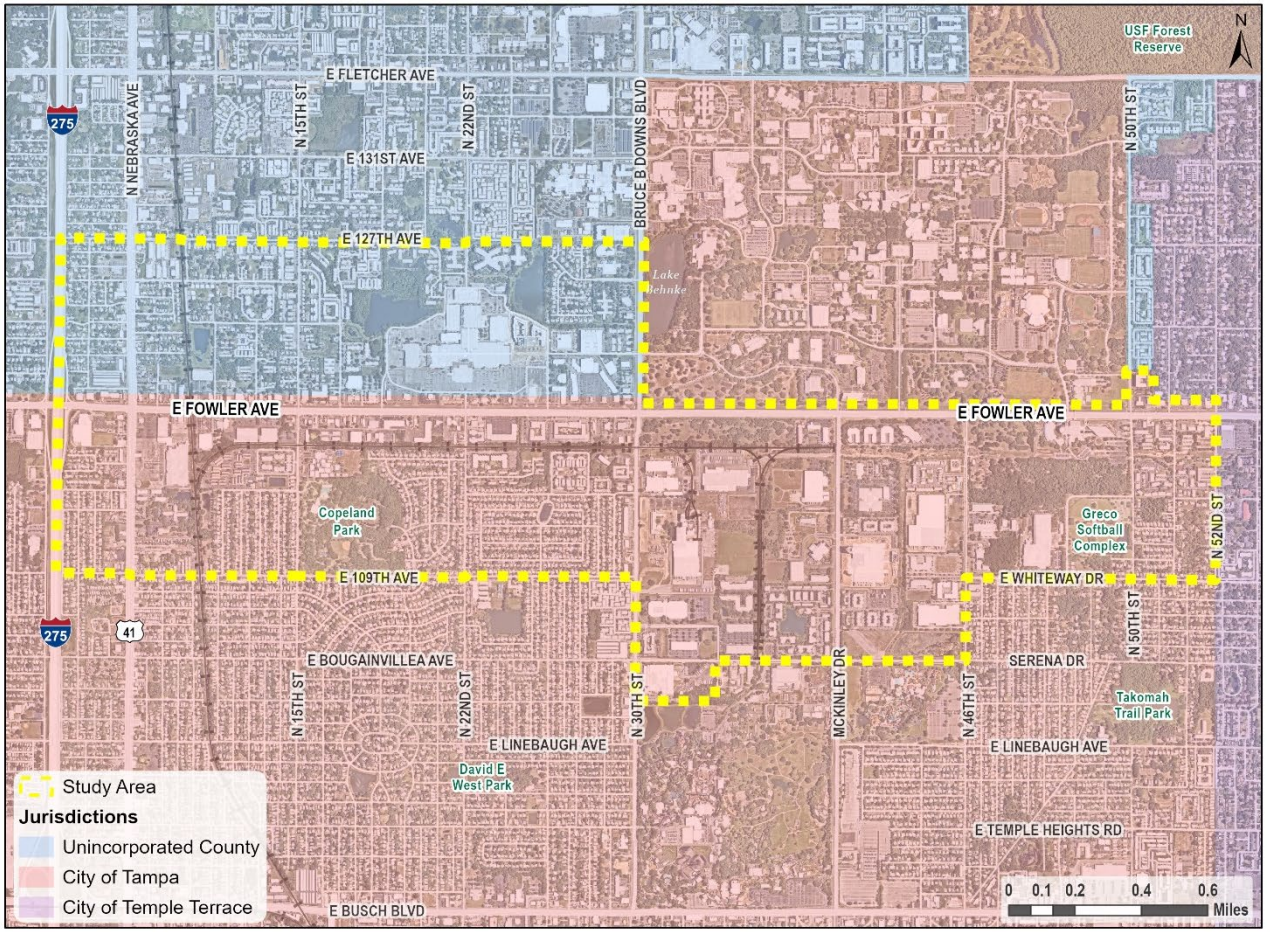
- **Section 1. Study Area Profile**: Presents an overview of the study area's points of interest and demographic makeup.
- **Section 2. Existing Plan Review**: Summarizes previous plans and studies that pertain to the ***Fowler Avenue Vision Plan*** study area.
- **Section 3. Equity Analysis**: Builds off the demographic profile to define areas within the corridor that require special consideration as redevelopment recommendations are presented.
- **Section 4. Land Use Characteristics**: Analyzes how land is currently used along the corridor and identifies parcels that are developed/stable, undeveloped, and underdeveloped.
- **Section 5. Regulatory Assessment**: Summarizes the Future Land Use (FLU) and zoning regulations for each jurisdiction along the corridor.
- **Section 6. Transportation Assessment**: Assesses the existing transportation-related infrastructure along the corridor in terms of safety, accessibility, connectivity, and comfort, including roadway, bicycle and pedestrian facilities, and transit characteristics.
- **Section 7. Opportunities and Constraints**: Utilizes the preceding analyses contained within this report and feedback collected during public engagement efforts to summarize the opportunities and constraints that exist within the study area today.

Section 1. Study Area Profile

The ***Fowler Avenue Vision Plan*** corridor extends 3.5 miles along Fowler Avenue, from Interstate-275 (I-275) to North 52nd Street, and spans two jurisdictions with the City of Tampa south of Fowler Avenue, Unincorporated Hillsborough County to the north of Fowler Avenue. The City of Temple Terrace is located to the immediate east of the study area boundary at North 52nd Street.

The study area extends approximately one half-mile north and south of Fowler Avenue, with East 127th Avenue in Unincorporated Hillsborough County as the northern boundary, and East 109th Avenue, East Bougainvillea Avenue, and East Whiteway Drive in the City of Tampa as the southern boundaries[1] (Figure 1). The area of the study area totals approximately 1,900 acres. While the University of South Florida (USF) campus is excluded from the study area due to the past and ongoing University planning efforts, it should be noted that the synergy between USF and the rest of the ***Fowler Avenue Vision Plan*** corridor was not discounted as part of the vision study efforts.

Figure 1. *Fowler Avenue Vision Plan* Study Area and Jurisdictional Boundaries



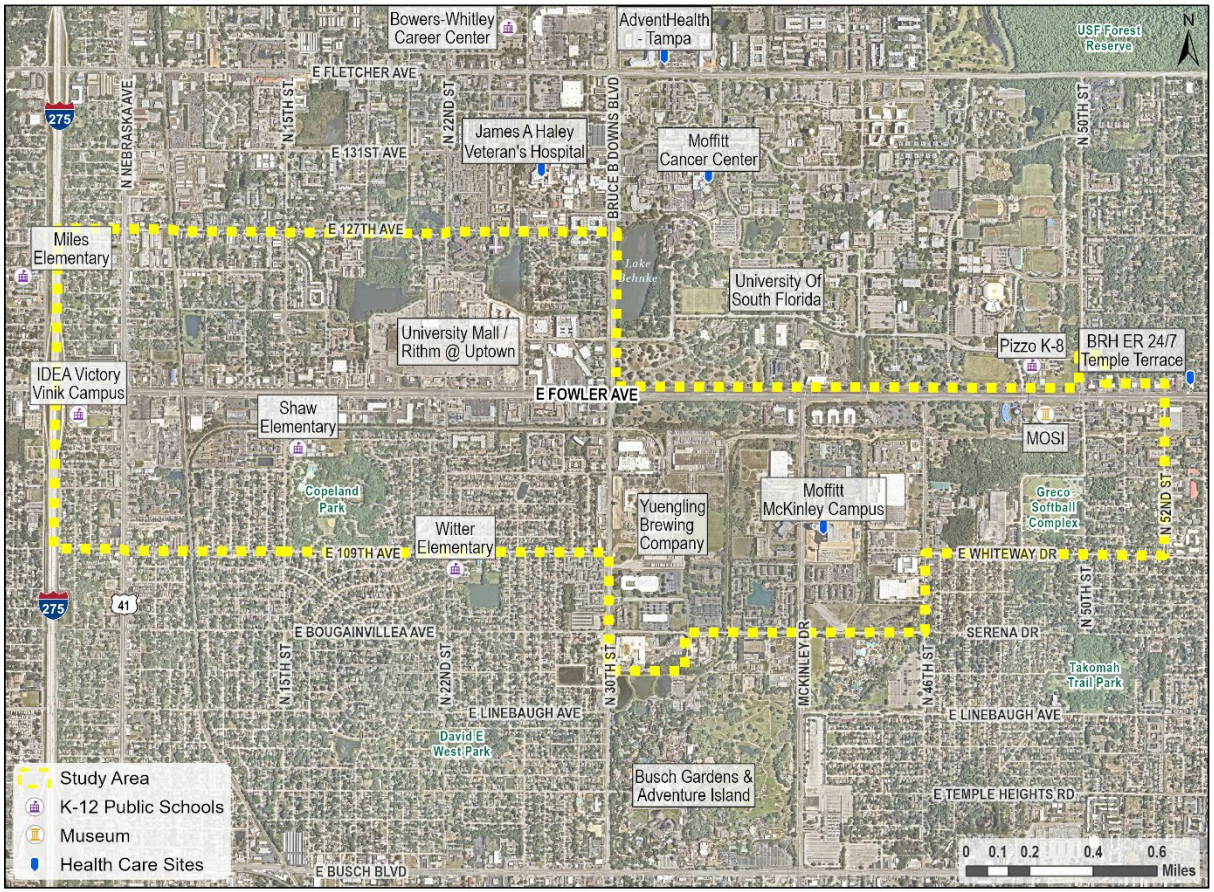
[1] *The southern boundary was extended beyond a half-mile south of Fowler Avenue between North 30th Street and North 46th Street to capture the entire Green Tech Corridor Overlay area (as defined by the Hillsborough County future land use element). The purpose and regulations pertaining to this overlay are discussed in detail in Section 4. Land Use Characteristics.*

Points of Interest and Activity Centers

As shown in Figure 2, several local and regionally significant points of interest and activity are in the study area. The study area is in proximity to or contains the following:

- Five K-12 schools (Pizzo K-8, Miles Elementary, Shaw Elementary, IDEA Victory, and Witter Elementary)
- Five medical facilities (Moffitt Cancer Center, Moffitt McKinley Campus (under construction), James A. Haley Veteran's Hospital, Advent Health – Tampa, and Brandon Regional Hospital at Temple Terrace)
- Two public parks (Copeland Park, Greco Softball Complex)
- The Museum of Science and Industry (MOSI)
- Yuengling Brewing Company
- RITHM @ Uptown (formerly known as University Mall)
- University of South Florida campus
- Busch Gardens and Adventure Island

Figure 2. Points of Interest and Activity Centers



Demographic and Socioeconomic Profile

The following section provides population, demographic, and employment information for the ***Fowler Avenue Vision Plan*** study area. The information presented in this section is sourced from *ESRI Business Analyst* estimates for 2022.

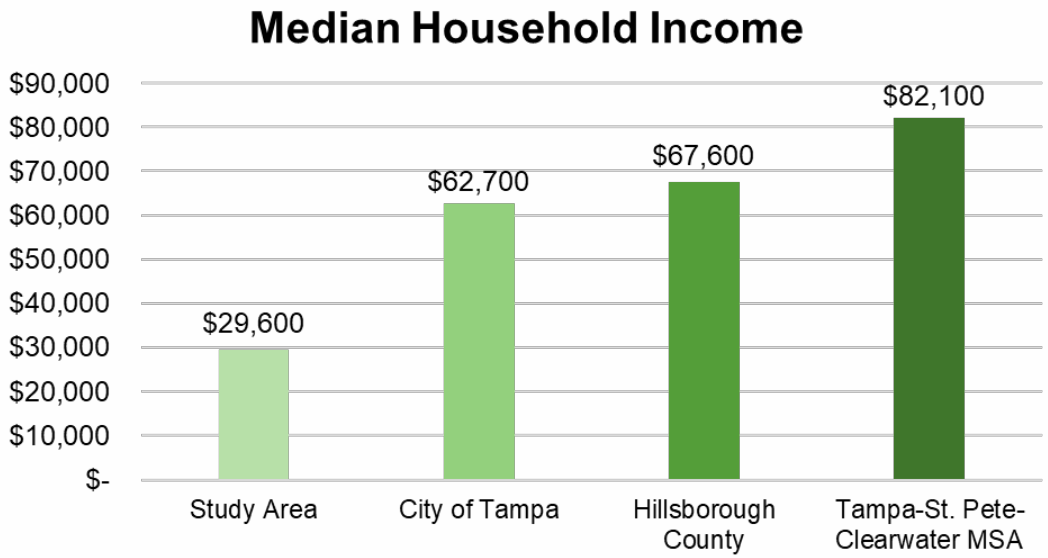
Population

The ***Fowler Avenue Vision Plan*** **study area is home to over 15,000 people and contains just over 6,000 households**, approximately 1% of Hillsborough County's total population. **The average household size is 2.44 persons**, which is slightly lower than Hillsborough County's average household size of 2.55 persons and slightly higher than the City of Tampa's average household size of 2.34.

The median age in the ***Fowler Avenue Vision Plan*** study area is 30 years old, which is younger than the median age in Hillsborough County (37.6 years old) and the City of Tampa (36.2 years old).

The median household income in the study area is significantly lower than the County and City of Tampa (Figure 3). Median household income in the study area is approximately $29,600, compared to $67,600 and $62,700 in Hillsborough County and City of Tampa, respectively. The study area also has a much higher poverty level, with 41% of households below the poverty level, compared to 13% in Hillsborough County and 17% the City of Tampa. The Equity Analysis (Section 3, page 37) details the implications and considerations of this income disparity.

Figure 3. Median Household Income (2022)

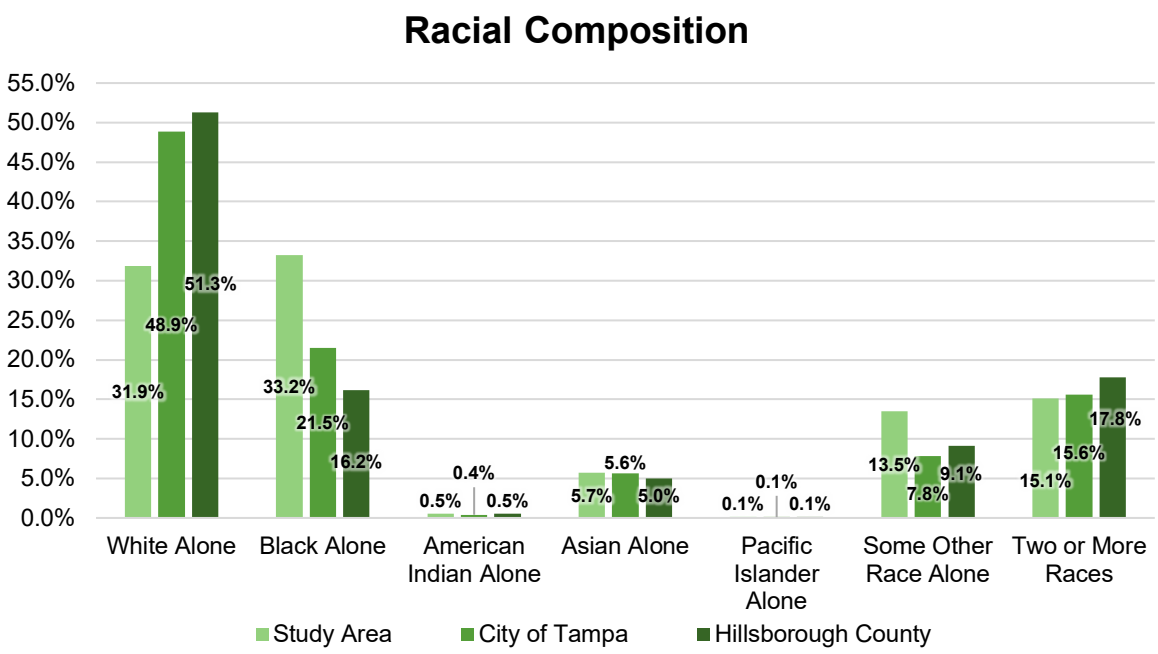


The *Fowler Avenue Vision Plan* study area also has a disproportionately higher percentage of households with a person with a disability, persons aged 65 years or older, and households without access to a vehicle. Approximately 12% of people within the study area live with disabilities, compared to 8% in Hillsborough County and 9% in the City of Tampa. Fifteen percent of the study area population is 65 years or older and approximately 25% of households do not have access to a vehicle. These statistics illuminate a need for mobility, access, and development considerations that allow people to get around safely and comfortably without a personal vehicle.

The study area is racially and ethnically diverse, with a higher percentage of the population identifying as a race other than white than both the City of Tampa and Hillsborough County (Figure 4). The largest racial group in the ***Fowler Avenue Vision Plan*** study area are people identifying as black alone (33.2%). This is a higher percentage than the totals for the City of Tampa (21.5%) and Hillsborough County (16.2%) who identify as black alone.

The second largest share of the population in the study area are those who identify as white alone (31.9% in the study area compared to 48.9% in the City of Tampa and 51.3% in the County). The study area also has a higher percentage of the population identifying their ethnicity as Hispanic or Latino, at 32.1% (compared to 26.3% in the City of Tampa and 30.1% in Hillsborough County).

Figure 4. Racial Composition (2022)



Within the study area, approximately 47.1% of people speak a language other than or in addition to English (compared to 32.0% in the City of Tampa and 36.4% in Hillsborough County). The most widely spoken language other than English is Spanish at 22.9% of the study area population. Other languages spoken within the study area include Indo-European and Asian-Pacific Island languages. The diversity in languages spoken throughout the study area, along with the racial and ethnic composition of the study area, indicates that this area has rich cultural diversity. These statistics allude to the need for opportunities in the community for residents to share their cultures with one another. These statistics also demonstrate a need for local business support for minority-owned businesses so that business composition in the study area reflects the population.

Employment

The *Fowler Avenue Vision Plan* study area has nearly 10,000 employees and 850 businesses. The total employees in the study area amounts to 1.5% of Hillsborough County's total employees.

The daytime population in the study area is approximately 20,560, which refers to the number of people who are in the area during normal business hours. **The daytime population is approximately 36.1% higher than the total population.** In Hillsborough County as a whole, the daytime population is only 4.1% higher than the total County population, indicating that many people who work in the County also live in the County. In the City of Tampa, the daytime population is about 43.6% higher than the total population. The study area and City of Tampa's increase in population during working hours indicates that a significant number of people come from outside the study area and City of Tampa to work, go to school, and conduct business.

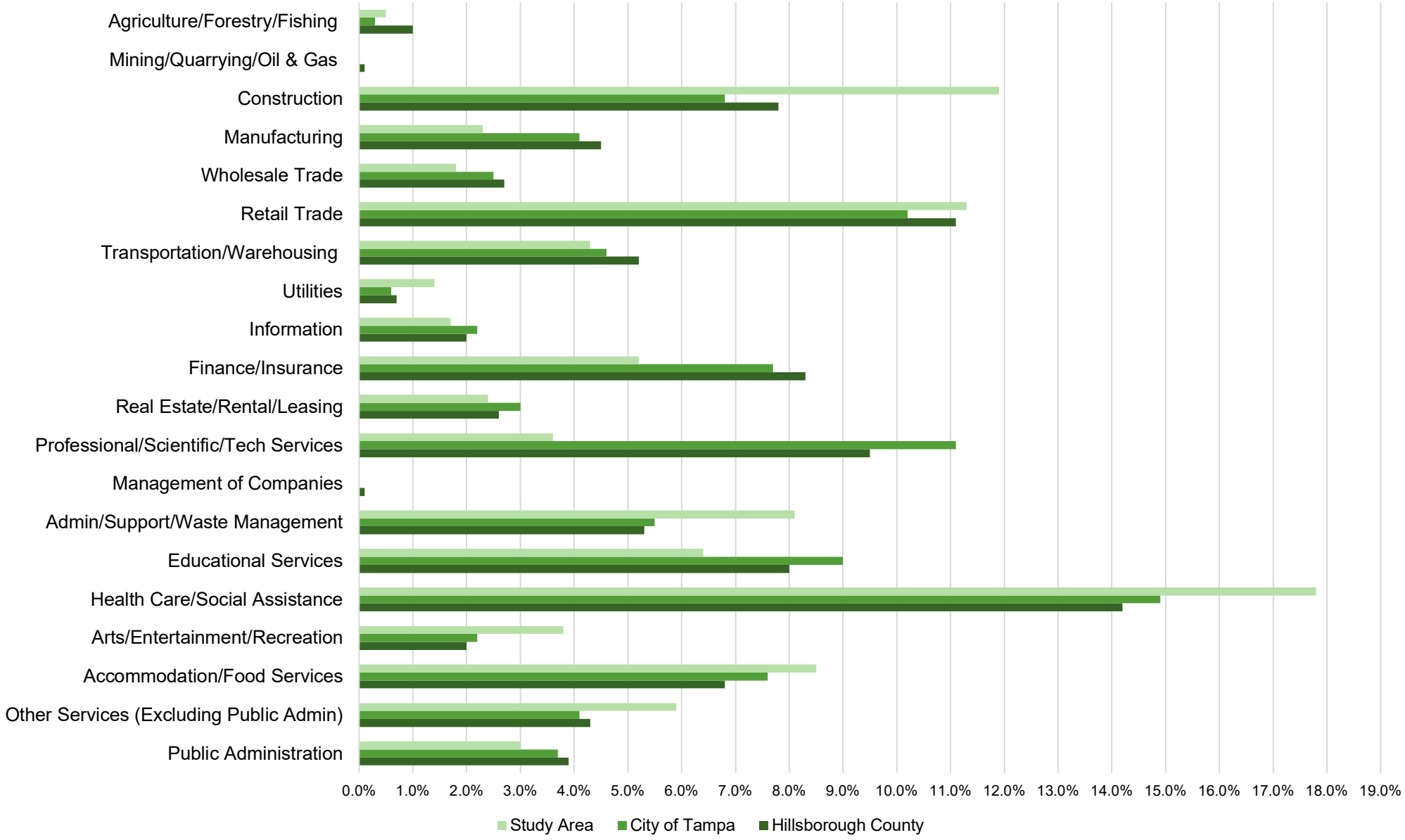
The unemployment rate in the study area is more than double that of Hillsborough County. The unemployment rate in the study area is 8.4% while the rate in Hillsborough County is 3.7% (and 4.3% in the City of Tampa).

Health Care and Social Assistance is the top industry in the study area, making up 17.8% of total employment. This is also the top industry in the City of Tampa and Hillsborough County as a whole (see Figure 5 for the complete industry composition comparison). **The second largest industry in the study area is Construction (11.9% of employment), followed by Retail Trade (11.3% of employment)**. Based on location quotient (LQ) calculations[2] that use employment by industry to indicate an area's specialization, the study area has a specialization in the following industries relative to Hillsborough County as whole:

- Utilities – LQ = 2.21
- Arts, Entertainment, and Recreation – LQ = 1.92
- Construction – LQ = 1.53
- Administrative, Support, Waste Management, and Remediation Services – LQ = 1.52
- Other Services (Excluding Public Administration) – LQ = 1.36
- Accommodation and Food Services – LQ = 1.26
- Health Care and Social Assistance = LQ = 1.25

[2] Location Quotient (LQ) is a ratio that compares the concentration of an industry within a specific area relative to a larger geographic unit. In this case, the concentration of industries in the study area was compared to the concentration of industries in the County as a whole. For example, the LQ for Utilities (2.21) can be interpreted as the share of total employment that Utilities comprises in the study area is more than double the share of employment Utilities comprises at the County level. Utilities comprises 1.4% of total employment in the study area and 0.7% of total employment in the County.

Figure 5. Industry Composition (2022)
Industries sorted by NAICS Sector Codes



Section 2. Existing Plan Review

Since 1961, more than 12 land use plans, comprehensive plan updates, and transportation studies have been completed in and around the ***Fowler Avenue Vision Plan*** area, many of which have been conducted over the last five to ten years by various public and private sector corridor stakeholders. Each of these studies and plans have been prepared based on varying assumptions of future land use conditions. Some of the studies are focused on policy, while others address higher level concept design and implementation strategies. While the studies have varying purposes, it is important to avoid conflicting goals and objectives. Fowler Avenue represents one of the City of Tampa's and Hillsborough County's most significant major corridor redevelopment opportunities, with potential for transformational regional impact. It is critical to establish an integrated vision with a common set of goals to assist in guiding major capital investments in transportation and infrastructure as well as private development initiatives for Fowler Avenue. The following Existing Plan Review matrix catalogs the goals, recommendations, objectives, and strategies set forth by past and ongoing planning efforts that are relevant to the goals and objectives of this Plan. The understanding of the past and current Fowler Avenue planning efforts helps to ensure that the recommendations set forth by this Plan both complement and enhance the recommendations of past and on-going planning efforts for the area.

The following plans are reviewed in this section, followed by a brief summary of planned improvements and upcoming projects in the study area:

- *Imagine 2040: Tampa Comprehensive Plan*, Effective February 2016, Last Amended July 2022)
- *Unincorporated Hillsborough County Comprehensive Plan*, Effective August 2008, Last Amendment August 2022)
- *University Area Multimodal Feasibility Study: Concept Plan Report*, FDOT, October 2020
- *Fowler Avenue Project Development & Environmental (PD&E) Study: From N. Florida Avenue to west of N. 56th Street*, *FDOT,* 2022 - 2024
- *Five-Year Work Program*, FDOT, FY2023 to FY2027
- *Transportation Improvement Program*, Hillsborough Transportation Planning Organization (TPO), FY 2022/23 to FY 2026/27
- *County Administrator's Recommended Capital Improvement Program (CIP)*, Hillsborough County Planning Commission, FY 2023 – FY 2027
- *City of Tampa's Capital Improvement Program (CIP)*, City of Tampa, FY 2022 – FY 2026
- *2045 Long Range Transportation Plan (LRTP)*, Hillsborough County MPO, Adopted November 2019
- *East Fowler Avenue Land Use Study: A discussion on Future Land Use options*, Plan Hillsborough, updated January 2019
- *Arterial Bus Rapid Transit Study*, HART, August 2020
- *HART TOD Retail Advisory Services*, Prepared by Streetsense on behalf of HART, July 2021
- *Uptown Strategic Action Plan*, Tampa !nnovation Partnership, October 2021

Imagine 2040: Tampa Comprehensive Plan, Effective February 2016, Last Amended July 2022

Key Goals

Land Use Element*

- Build a **livable city** that celebrates the diversity of the City by creating **inter-connected and inclusive neighborhoods with a variety of transportation options** available to them
- Conserve land resources through **compact, high-density development within employment centers**, mixed used corridors, transit, and by **diversifying the housing stock**
- **Transform major corridors into vibrant, pedestrian-friendly environments** that serve as gathering places for adjacent neighborhoods

**Note: For a summarized analysis of all relevant future land use policies for the study area, see Section 4. Land Use Characteristics.*

Mobility Element (*Note: This is expected to be updated*)

- Provide a **multimodal transportation system** that supports the City's growth strategy
- Provide a **safe, accessible, and efficient bicycle and pedestrian network** to accommodate trips within and between neighborhoods and employment centers

Neighborhoods/Community Plans Element

- Make every neighborhood a desirable place to live by promoting **high-quality living environments**, strengthening the positive attributes and character of neighborhoods, **improving access to recreational areas and neighborhood services**, and **improving neighborhood/community safety**
- **Engage neighborhood residents in collaborative efforts** to plan for the future
- **Transform** Busch Boulevard, Nebraska Avenue, and **Fowler Avenue corridors through beautification programs**
- **Enhance and create an identity for the University Square Community** and establish attractive gateways
- Provide **business incentives and assistance** to **University Square Community** businesses

Housing Element

- Provide **a range of housing options** to address the future housing needs of the City's population

Recommendations / Objectives / Strategies

Land Use (LU)

- Recognize the **University district** as an **employment center that houses research, medical, and education industries**, and support the development of complementary industries in the Tampa Industrial Park and surrounding areas (LU Policy 1.1.5)
- Encourage **transit oriented, mixed-use development, pedestrian-friendly urban design, and compact higher-density development** that is compatible with the context of the neighborhood and community (LU Policies 1.1.6, 1.2.3, 2.1.1)
- Establish, promote, and incentivize **well-designed urban environments** that create **vibrant, livable places to live, work, and play** (LU Policy 1.2.9)
- Reinforce Tampa's defining design features, such as **street trees, pedestrian lighting, and a grid system of streets** (LU Policy 1.2.10)
- Promote **transit use in employment centers** to better connect them to other activity centers and **encourage forms and densities that support transit and spur economic development** (LU Policies 2.2.2, 3.6.1, 6.1.10)
- Encourage the **development of workforce housing in employment centers**, along with redevelopment that transforms automobile-oriented corridors into vibrant, mixed-use centers (LU Policies 2.2.6, 6.1.1)
- **Collaborate with the community** in planning for the future (LU Policy 6.1.12)

Mobility (MBY)

- Develop a **continuous bicycle and pedestrian network that provides safe and accessible routes** within and between schools, transit, employment, and village centers (MBY 2.1.1, 2.1.8)
- Improve **connectivity of multi-use paths, sidewalks, and the bicycle network** (MBY 2.1.8, 2.2.1, 2.2.2)

Neighborhoods/Community Plans (NE)

- Provide **transitions between single-family neighborhoods and adjoining areas** to respond to the existing physical characteristics of these neighborhoods (NE Policy 1.1.2)
- Promote the **design and construction of well-structured neighborhoods** that **promote multimodal transportation, foster a sense of community pride, ensure safety, and address the needs of all people** (NE Policy 1.1.3)

Housing (HSG)

- Provide **housing options available to a range of income levels**, including moderate-income, low-income, and very low-income households through rehabilitation efforts, local, state, and federal funding, incentive programs (such as density bonuses), and collaboration with housing agencies and non-profit partners (HSG Policies 1.1.1 – 1.1.13)
- Ensure **affordable housing fits in with the character of existing neighborhoods** through quality architectural design (HSG Policy 1.6.6)

Unincorporated Hillsborough County Comprehensive Plan, Effective August 2008, Last Amendment August 2022

Key Goals

Future Land Use*

- Development in **mixed-use categories must be integrated and interconnected** to each other
- The **University of South Florida (USF)** area is designated as a **Regional Activity Center**
- The areas around **USF** from I-275 to I-75 are designated as **Community Activity Centers**
- The Innovation Corridor Mixed-Use-35 (ICMU-35) future land use category intends to **foster opportunities for live, work, and play developments** that reflect elements of **mixed-use design** such as the following:
    - Pedestrian, bicycle, and roadway connectivity
    - Horizontal and/or vertical integration of uses
    - Pedestrian-oriented/walkable
    - Roadway corridor sensitivity and presence

**Note*: *For a summarized analysis of all relevant future land use policies for the study area, see Section 4. Land Use Characteristics.*

Mobility

- Provide a **multimodal transportation system** that:
    - Prioritizes **safety** for all users
    - Supports **access to key destinations, employment centers, and services**
    - Utilizes technology and other strategies to **improve safety, efficiency, and reliability**
    - Supports Future Land Use, **respects historical and cultural assets**, as well as the surrounding community, and **protects the natural environment**

Housing

- Provide an **ample, diverse housing supply with a broad range of housing unit types and price levels** so that housing is **attainable to all citizens** regardless of background or circumstance
- Locate very low, low, and moderate-income housing in **proximity to employment centers, transit systems, shopping, cultural, educational, medical, and recreational facilities**

Livable Communities - University Area Community Plan

- Create a **stable, safe, and livable community through physical revitalization** that establishes a **positive neighborhood identity** and achieves a **pedestrian-friendly, mixed-use area**
- Build **community infrastructure**
- Eliminate obsolete land uses

- Create a **community identity**
- **Ensure community input** in planning efforts
- Continuous **economic development**

Recommendations / Objectives / Strategies

Future Land Use

- Development and redevelopment shall be integrated with adjacent land uses through the creation of alike or complementary uses, mitigation of adverse impacts, and transportation and pedestrian connections (Policy 16.3)
- Designated **Community Activity Centers require a minimum density of 8 du/acre**, a minimum mix of 60% residential and 40% non-residential uses, **pedestrian oriented design**, and **transit supportive design**
- Once a Special Area Plan has been established for a **Community Activity Center** (see the *University Area Community Plan* below), an **increase of density/intensity to 20 du/acre or 1.0 FAR by right is permitted** within the designated area
    - Increase of density/intensity up to 35 du/acre or 2.0 FAR is permitted if Transfer of Development Rights (TDRs) are utilized
- The ICMU-35 future land use category should be considered along segments of major corridors within 1.5 miles of the **University of South Florida** campus
    - **Retail commercial uses should be clustered** at arterial and collector intersections or integrated as part of a mixed-use development
    - Strip development with separate driveway access for nonresidential uses shall be prohibited

Mobility

- Encourage community organizations and representatives to participate in **developing community plans and transportation strategies** for their areas, **expand efforts to involve members of underserved communities**, maximize participation through a **variety of outreach techniques**, and **build rapport with the public** by ensuring their comments are followed up on (Policies 1.1.1-1.1.5)
- Prioritize **projects that lead to lower vehicle emissions, improved air quality, and that enhance multimodal access** to parks, recreation, health care, jobs, schools, and other key community elements (Policies 1.2.1, 1.2.3)
- Prioritize **transportation projects in underserved communities** that increase access to **employment opportunities** and **community services** (Policy 1.3.1)
- Prioritize **redevelopment and infill job centers for investment** so that they can reach their full potential as marketable locations for office and industrial development supported by transit (Policy 5.4.3)
- Promote **connectivity** between schools, neighborhoods, parks, greenways, civic uses, residential and commercial districts, and existing trails through a **connected bicycle and pedestrian network** (Policies 5.7.1, 5.7.3)
- Encourage **new development to provide pedestrian, bicycle, and transit facilities onsite** through regulatory changes, such as **reduced parking requirements** (Policies 6.4.2 through 6.4.4)

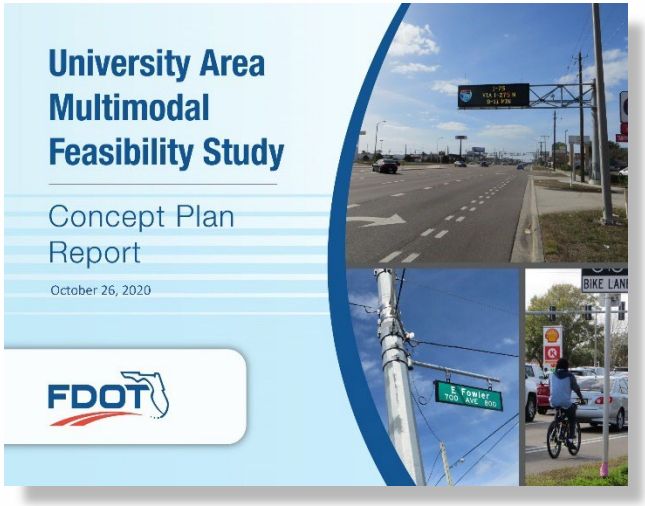
Housing

- Amend regulations to **allow density increases and reduced parking requirements for affordable/attainable elderly housing developments** (Policy 1.2.10)
- Include **density bonuses in future land use categories** that will **encourage the development of affordable/attainable housing** (Policy 1.3.7, 3.6.1)

Livable Communities – University Area Community Plan

- **Build community infrastructure** through utility and stormwater planning efforts, **facilitating mobility and non-motorized travel** through a network of streets, boulevards, sidewalks, and trails**, implementing traffic calming techniques** to promote safety, and incorporating the design recommendation set forth by other plans related to the area
- Eliminate obsolete land uses by:
    - Promoting community stability and reinvestment through **advocacy for local businesses and home ownership**
    - Creating **stable, pedestrian-friendly neighborhoods** with a compatible mix of uses/mixed-use developments
    - Creating **pedestrian links between uses** through community Main Streets and sidewalks
    - Encouraging the **redevelopment of sub-standard and deteriorated housing** through **mixed land uses** and **higher densities**
    - Encouraging **public and private collaboration** to implement recommendation
    - Discouraging criminal activity by implementing **Crime Prevention through Environmental Design (CPTED) principles** and working with the Hillsborough County Sheriff's Office and other stakeholders
- Create an **identifiable community character** through physical improvements such as landscaping, gateways, signage, and other urban design features
- Ensure community input by **coordinating planning efforts with input from residents, property owners, and other stakeholders** and providing opportunities for public, private, and non-profit community groups to meet and discuss community initiatives and issues
- Promote **continuous economic development** implementing recommendations from the following plans:
    - Urban Infill and Redevelopment Area
    - Hillsborough County Post-Disaster Redevelopment Plan
    - Economic Development Areas and Economic Potential Evaluation studies

University Area Multimodal Feasibility Study: Concept Plan Report, FDOT, October 2020



Key Goals

- Transform **Fowler Avenue** into a more **livable, walkable, safe, and vibrant corridor for all transportation modes**, including transit, walking, biking, and local and regional traffic
- Identify multimodal design concepts to **enhance mobility, improve safety and traffic operations, improve regional connections, enhance the corridor's image**, and support **economic development**, the corridor's land use context, and **redevelopment vision**

Recommendations / Objectives / Strategies

Short-Term

- **Intersection improvements** at the following locations:
  - **Fowler Avenue & Nebraska Avenue**: reduced curb radii, install Leading Pedestrian Intervals (LPI), median landscaping, move crosswalks closer to the intersection to improve pedestrian visibility
  - **Fowler Avenue & N. 12th Street**: signalize intersection to facilitate safe pedestrian crossings, review access management spacing standards and signal warrants, complete a Traffic Engineering Manual (TEM) 3.8 study
  - **Fowler Avenue & N. 19th Street**: signalize intersection, sidewalk connection to University Mall, median landscaping
  - **Fowler Avenue & N. 22nd Street**: update signal phasing for northbound and southbound left turn lanes, median nose extensions, reduced curb radii, median landscaping
  - **Fowler Avenue & N. 56th Street**: raised curb refuge islands (a.k.a. intersection porkchops), new signal heads, intersection landscaping, review feasibility of adding a keyhole bicycle land to the southbound intersection approach and reducing lane width to 11-feet
- **Leading Pedestrian Intervals (LPIs)** at the following locations:
  - Fowler Avenue & Nebraska Avenue
  - Fowler Avenue & Bruce B Downs Boulevard
  - Fowler Avenue & McKinley Drive/USF Spectrum Boulevard
  - Fowler Avenue & N. 50th Street
  - Fowler Avenue & N. 56th Street
- **Corridor-wide safety improvements**:
  - **Restriping crosswalks and stop bars** to improve visibility
  - Installing **LED blank-out signs on mast arms** at high-pedestrian traffic intersections, such as **University Mall**

- Continuing corridor education, enforcement, and **speed management efforts**, including the **installation of speed feedback signs** throughout the corridor

Mid-Term

- **Corridor-wide safety improvements**:
  - **Widening all sidewalks to 10-feet or greater** to accommodate a shared-use path for bicyclists
  - **Landscaping** throughout the corridor along medians and sidewalks
  - Install **missing crosswalks** at the following locations:
    - Fowler Avenue & Bull Run Drive
    - Fowler Avenue & Raintree Boulevard
    - Fowler Avenue & Gillette Avenue
    - Fowler Avenue & Riverhills Drive

Long-Term

- **Corridor-wide safety improvements**:
  - Access management improvements to **reduce the number of driveways that do not meet access standards**

Alternative Concepts

The following concepts were developed to **enhance multimodal options along the corridor**:

- Dedicated Curbside Lane (a.k.a. Business Access Transit [BAT] lane) – dedicated lane for transit vehicles, could also provide a buffer between bike lanes and general-purpose travel lanes
- Frontage Lane – separates "local" and "regional" traffic and provides a dedicated transit lane on the outermost regional travel lane
- Median Transitway – dedicated transit lanes and stops/station facilities in the center of the roadway where a median would traditionally be located; could also accommodate separated bike facilities, shared-use paths, greenways, and/or green infrastructure

Fowler Avenue Project Development & Environmental (PD&E) Study: From N. Florida Avenue to west of N. 56th Street, FDOT, 2022 - 2024

Key Goals

- **Improve safety for all users and address mobility needs for all populations** within the study area
- Evaluate **transit corridor alternatives** from **Nebraska Avenue** to **Bruce B. Downs Boulevard**, **innovative intersection alternatives improvements** from **Bruce B Downs Boulevard** to **Bull Run Drive**, and **bicycle and pedestrian improvements** along **Fowler Avenue** from N. Florida Avenue to N. 56th Street

Recommendations / Objectives / Strategies

- The three alternatives proposed by the above *University Area Multimodal Feasibility Study* will be developed further and then evaluated in addition to a "No Build" scenario. This study is ongoing, and the alternatives development and evaluation is expected to conclude at the end of the 3rd quarter of 2023.

Fowler Avenue (State Road 582)
Project Development & Environment (PD&E) Study
From N. Florida Avenue to West of N. 56th Street
Hillsborough County| WPI Segment No. 448505-1

Newsletter 1 - Study Kick-Off | OCTOBER 2022

INTRODUCTION

The Florida Department of Transportation (FDOT) District Seven is conducting a Project Development & Environment (PD&E) Study for Fowler Avenue (State Road 582) from N. Florida Avenue to west of N. 56th Street in Hillsborough County, FL, a distance of approximately 4.0 miles. Fowler Avenue is currently a four-lane facility from N. Florida Avenue to Interstate 275, an eight-lane divided facility between Nebraska Avenue (US 41) and Bruce B. Downs Boulevard (County Road 581)/N. 30th Street, and six-lanes divided elsewhere. It is classified as an urban principal arterial. Fowler Avenue is also a critical evacuation route as designated by the Florida Division of Emergency Management's evacuation route network.

The PD&E Study will evaluate transit corridor alternatives from Nebraska Avenue to Bruce B. Downs Boulevard, and innovative intersections from Bruce B. Downs Boulevard to Bull Run Drive. Intersection safety and bicycle and pedestrian facilities will be studied throughout the study limits.

PD&E STUDY OVERVIEW

A PD&E Study is conducted to meet the requirements of the National Environmental Policy Act (NEPA) and other federal and state requirements. The PD&E Study process assists the FDOT to determine the location, conceptual design, and social, economic, and environmental effects of the proposed project. During the PD&E Study, "Build" alternative(s) are developed and evaluated based on safety measures, environmental and engineering analyses, and public input. In addition, the "No-Build" or "No Action" alternative, which leaves Fowler Avenue in its present state and provides for only routine maintenance, remains a viable option throughout the PD&E Study.

The PD&E Study will be finalized when the project documents are approved by the appropriate FDOT office(s). If a "Build" alternative is selected and funding is programmed, the project may then proceed to the next phases of project development, which includes the final design, right of way acquisition, and construction phases.

GET INVOLVED

Public and agency involvement is one of the most important elements of a PD&E Study. There are many ways for you to stay involved, such as regularly visiting the project website, attending the public meetings and requesting information by phone or email. You can also join us at our future public workshop or invite us to speak at one of your own meetings. You may also request to be added to the project mailing list by visiting the project website or by contacting the Project Manager, Amber Russo. Contact information can be found in the box to the right.

Join the Conversation about the FOWLER AVENUE PD&E Study

Project Website

For more information on this study, visit our project website
https://www.fdotd7studies.com/projects/fowler-florida-to-56th/

Questions?

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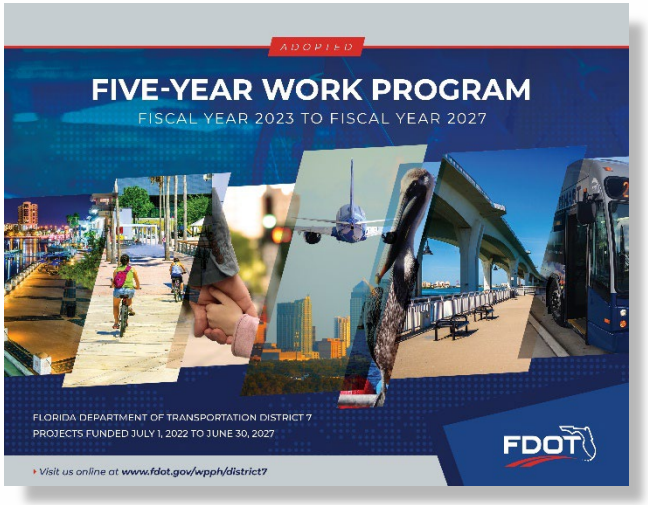
The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by the FDOT pursuant to 23 U.S.C. Section 327, and a Memorandum of Understanding dated May 26, 2022 executed by the Federal Highway Administration and FDOT.

Five-Year Work Program, FDOT, FY2023 to FY2027



Key Goals

- Every year the Florida Department of Transportation (FDOT) releases a work program for state roadways that covers five fiscal years (FYs). The five-year plan includes public transit, seaport, airport, and rail projects in addition to transportation planning, design concepts, right-of-way acquisition, and construction activities.

Recommendations / Objectives / Strategies

The following projects/studies are included in the *Five-Year Work Program* for FY2023 to FY2027 and fall within the ***Fowler Avenue Vision Plan*** study area (see Figure 6):

Planning Phase

- **Vision Zero Corridor Feasibility Studies** along **Bruce B Downs Boulevard** from **Fowler Avenue** to Bearss Avenue and along **N. 15th Street** from **Fowler Avenue** to Fletcher Avenue

Preliminary Engineering Phase

- Urban corridor improvements (**safety, transit, and operational improvements**) along **Fowler Avenue** from N. Florida Avenue to **N. 50th Street** (construction phase set to begin in 2026)
- **Roadway resurfacing** along **Fowler Avenue** from east of **Bruce B Downs Boulevard** to west of Riverhills Drive (construction phase set to begin in 2025)
- **Intelligent Transportation System (ITS) Communications improvements** along **I-275** from Columbus Drive to Pasco-Hillsborough County line
- **Advanced Traffic Management System (ATMS)** - Arterial Traffic Management along **Fowler Avenue** and **Nebraska Avenue**

PD&E/Environmental Management Office (EMO) Study

- **Fowler Avenue PD&E Study** (see above plan) from N. Florida Avenue to west of N. 56th Street
- **I-275** PD&E Study from north of MLK Boulevard to north of Bearss Avenue

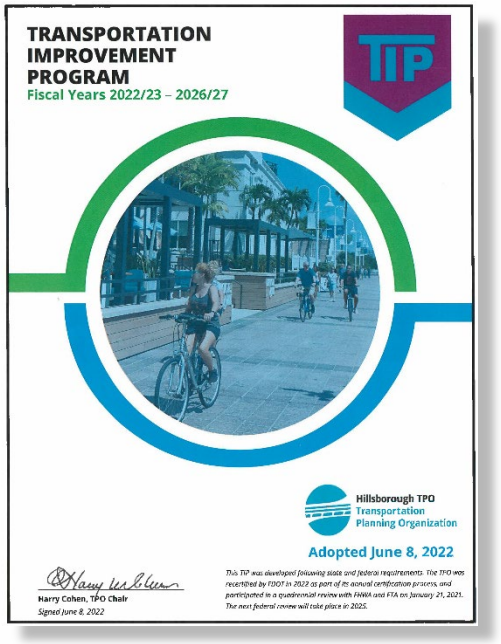
Design/Build Phase

- **Intersection improvements** along **Fowler Avenue** at **Nebraska Avenue**, **N. 15th Street**, **N. 22nd Street**, **Bruce B Downs Boulevard**, and N. 56th Street

Construction Phase

- **Pedestrian lighting corridor improvements** along **Nebraska Avenue** from **Fowler Avenue** to north of Seely Road and along **Fowler Avenue** from **N. 52nd Street** to Morris Bridge Road

Transportation Improvement Program, Hillsborough Transportation Planning Organization (TPO), FY 2022/23 to FY 2026/27



Key Goals

- Like FDOT's *Five-Year Work Program*, the *Transportation Improvement Program (TIP)* is a five-year plan for Hillsborough County that provides phasing and allocates funding for the transportation projects outlined in the County's *Long Range Transportation Plan (LRTP)*. Some of the projects listed below also fall within FDOT's *Five-Year Work Program* (see page 20).

Recommendations / Objectives / Strategies

The following projects/studies are included in the TIP for FY2022/23 to FY26/27 and fall within the ***Fowler Avenue Vision Plan*** study area (see Figure 6):

Vision Zero

- **Urban Corridor Improvements** (safety, transit, and operational improvements) along **Fowler Avenue** from N. Florida Avenue to **N. 50th Street**
- **Complete Streets improvements** – installation of a shared lane and on-road bicycle markings along **N. 46th Street** from Busch Boulevard to Bougainvillea Avenue and sidewalk widening along **N. 46th Street** from Bougainvillea Avenue to **Fowler Avenue**

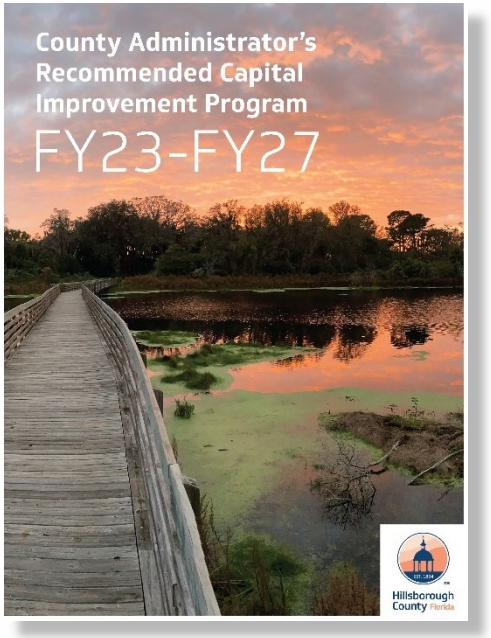
State of Good Repair

- **Resurfacing of six lanes** along **Fowler Avenue** from east of **Bruce B Downs Avenue** to west of Riverhills Drive

Major Capacity

- **N. 30th Street Complete Streets improvements** - roadway improvements to **enhance safety and multimodal connectivity**, including roundabouts, sidewalks and trails, bicycle facilities, enhanced crosswalks, and other safety measures, as well as landscaping and green infrastructure improvements, along N. 30th Street from Yukon Street to Fowler Avenue

County Administrator's Recommended Capital Improvement Program (CIP), Hillsborough County Planning Commission, FY 2023 – FY 2027



Key Goals

- Hillsborough County's *Capital Improvement Program* (CIP) outlines proposed capital projects, their costs, and timing over a five-year period and is updated annually. The purpose of the CIP is to strategically meet the County's infrastructure needs in an efficient and cost-effective manner. Many of the capital planning projects within the CIP are guided by the County's *Comprehensive Plan Capital Improvements Element.*

Recommendations / Objectives / Strategies

The following projects/studies are included in the County's Recommended CIP for FY23 to FY 27 and fall within the ***Fowler Avenue Vision Plan*** study area (see Figure 7):

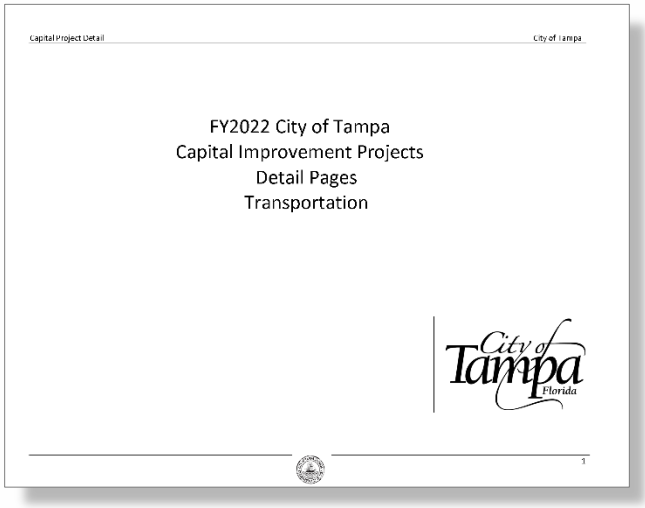
Current/Ongoing Projects

- **Bruce B Downs Boulevard** from **USF Pine Drive** to Fletcher Avenue – installation of a **five-foot sidewalk** on the east side of roadway
- **Bruce B Downs Boulevard** and **Campus Hill Drive** – addition of a **traffic signal and pedestrian features at all corners of intersection** and bringing **ADA ramps, curbing, and pavement markings** to standard at the intersection

City of Tampa's Capital Improvement Program (CIP), City of Tampa, FY 2022 – FY 2026

Key Goals

- The City of Tampa's CIP operates similarly to the County's (description provided on page 22).



Recommendations / Objectives / Strategies

The following projects/studies are included in the County's Recommended CIP for FY22 to FY 26 and fall within the ***Fowler Avenue Vision Plan*** study area (see Figure 7):

Current/Ongoing Projects

- **Copeland Park Pond Overlook** – restoration of the pond's ecosystem and construction of an overlook for accessible viewing
- **Copeland Park Flooding Relief** – construction of a new pumping station and pipe network to alleviate neighborhood flooding
- **N. 30th Street Complete Streets improvements** - roadway improvements to **enhance safety and multimodal connectivity**, including roundabouts, sidewalks and trails, bicycle facilities, enhanced crosswalks, and other safety measures, as well as landscaping and green infrastructure improvements, along **N. 30th Street** from Yukon Street to **Fowler Avenue**

2045 Long Range Transportation Plan (LRTP), Hillsborough County MPO, Adopted November 2019

Key Goals

The LRTP outlines transportation priorities and their associated funding strategies over a twenty-five-year period. The LRTP presents a vision for transportation within the County that will meet the needs of both current and future residents and visitors. The overarching priorities that emerged from public outreach efforts for the 2045 LRTP are as follows:

- Provide **alternatives to driving**
- Use new technologies and **improve efficiency**
- **Minimize outward growth** from the region
- **Reinvest in established neighborhoods**
- **Reduce congestion**
- **Strengthen downtowns** and create more spaces like them

The LRTP categorizes transportation priorities under five themes to address transportation-related issues throughout the County. The LRTP project themes are:

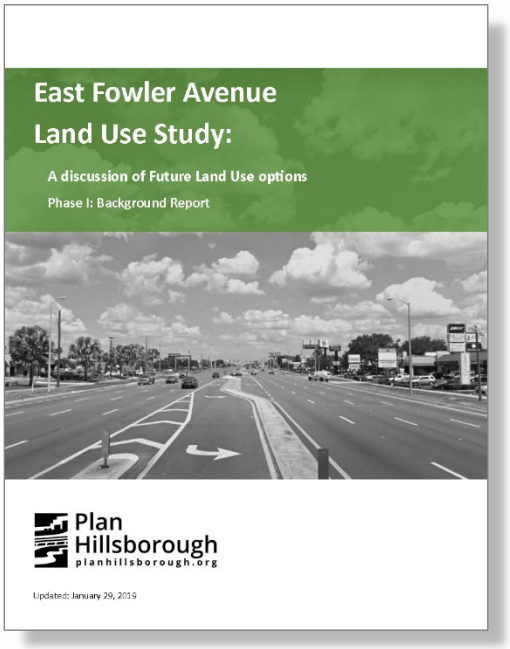
- ***Good Repair and Resilience.*** These projects address the physical conditions of roadways and other transportation infrastructure. Example projects include roadway resurfacing, bridge repair, transit fleet acquisition and maintenance, and improving resiliency to flooding.
- ***Vision Zero.*** These projects seek to address safety concerns and reduce the number of crashes for pedestrians, bicyclists, and drivers, with an additional emphasis on reducing fatal and serious injury crashes. Example projects include Complete Streets safety enhancements, filling sidewalk gaps/improving sidewalk conditions, and intersection improvements to facilitate safe crossings.
- ***Smart Cities.*** These projects utilize technological innovation to improve travel time reliability, reduce traffic, and assist travelers through bad weather, special events, and construction. Example projects include traffic signal timing, advanced traffic management systems (ATMS) for congestion relief, and communications enhancements.
- ***Real Choices When Not Driving.*** These projects seek to create safe and reliable transportation options that do not require the use of a private vehicle. Example projects involve public transit route and facilities improvements, trails and greenways, and services for transportation-disadvantaged populations.
- ***Major Investment for Economic Growth.*** These projects address Hillsborough County's growing population needs through major investments in transportation facilities and infrastructure. Example projects include road widenings, interchange improvements, and the creation of a fixed-guideway transit system.

Recommendations / Objectives / Strategies

The following projects are included on the Cost Feasible Major Roadway Projects list for the *2045 LRTP* and fall within the ***Fowler Avenue Vision Plan*** study area:

- **Intersection improvements** at **Fowler Avenue** and **I-275**
- **Roadway reconfiguration** with **multimodal improvements** along **Fowler Avenue** from **I-275** to **Bruce B Downs Boulevard**

East Fowler Avenue Land Use Study: A discussion on Future Land Use options, Plan Hillsborough, updated January 2019



Key Goals

- Foster a **desirable, robust mixed-use space** resulting in a **work, play, and live environment**
- Incorporate **multimodal options**, including a **complete sidewalk network** and **street lighting**
- Provide **access to open space, parks, trails, lakes**

Recommendations / Objectives / Strategies

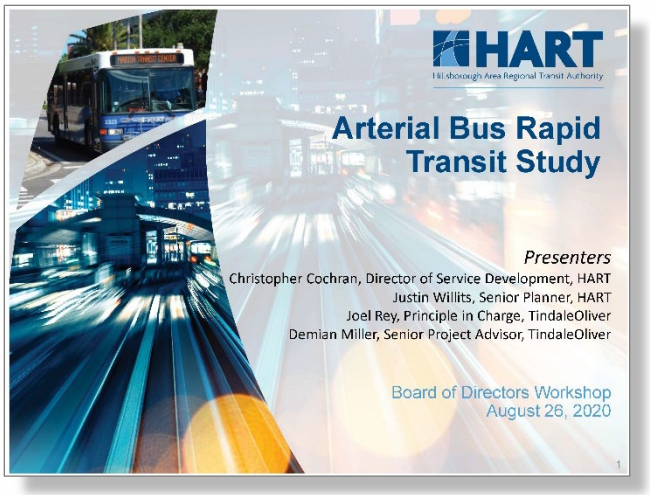
Future Land Use

- Encourage **mixed-use design**
- Ensure **appropriate densities**
- Allow a **range of uses**
- Create **incentives** that support the Tampa !p and Jurisdictional objectives

Other Recommendations

- **Coordinate land use plans** between the **City of Tampa**, **Unincorporated Hillsborough County**, and the City of Temple Terrace so that **densities, intensities, and permitted uses are in alignment** with the goals of the **Innovation District**
- **Streamline development review and approval process**
    - Explore an **interjurisdictional agreement and/or overlay** to streamline development standards and review process between jurisdictions
- Continue to **coordinate with other agencies and stakeholders** to **support the goals** of the **Innovation District**
- Identify **multimodal opportunities**, such as bus rapid transit or light rail
- Explore the possibility of moving MOSI to Downtown Tampa and conduct a study to determine how to redevelop the site

Arterial Bus Rapid Transit Study, HART, August 2020



Key Goals

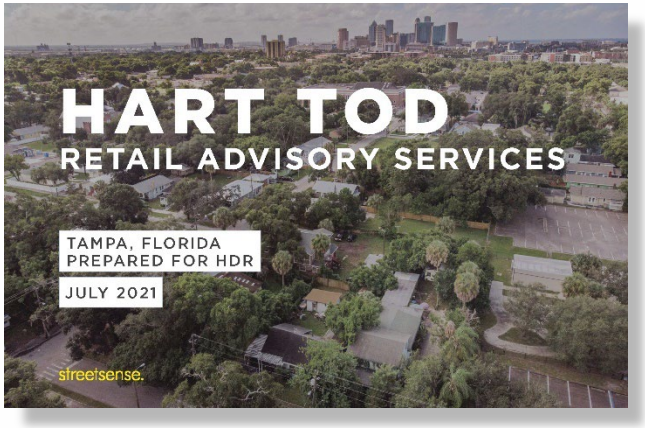
The three main objectives of the study are:

- **Improve safety** and **transit operating conditions for bus routes** on Florida, **Nebraska** and/or **Fowler Avenues** between **USF** and **Downtown Tampa**
- **Improve connectivity** for east-west routes that cross the **USF** to **Downtown Tampa** corridor
- **Improve local transit access** on Florida, **Nebraska** and/or **Fowler Avenues** for communities between **USF** and **Downtown Tampa**, including **bicycle and pedestrian connectivity** and **signalized crossing improvements**, throughout the area for eventual **connection to potential premium transit alignments**

Recommendations / Objectives / Strategies

- *The Bus Rapid Transit (BRT) Arterial Study* examined the **potential for a BRT line** with all exclusive guideway and full Transit Signal Priority (TSP) focusing on the current **Nebraska Avenue MetroRapid corridor**, **Fowler Avenue corridor**, and the Florida Avenue corridor.
- The BRT alignment for **Fowler Avenue** includes median exclusive guideway for bus operations and a low-cost alternative of curbside, dedicated lane bus operations. The low-cost alternative would allow for implementation of **premium transit** along the **Fowler Corridor** (as well as **Nebraska Avenue** and Florida Avenue) without the need for a major capital investment.

HART TOD Retail Advisory Services, Prepared by Streetsense on behalf of HART, July 2021



Key Goals

- This study builds upon the *Hillsborough County Market Assessment*. The purpose of this study was to conduct a retail market assessment and **develop a site selection strategy** to support the **HART Bus Rapid Transit (BRT) Corridor**. An overarching goal is to create **successful, vibrant commercial corridors** that **maximize retail sales**, **increase walkability**, and **attract customers** from inside and outside the surrounding area.

Recommendations / Objectives / Strategies

Fowler/USF Sub-Area Findings

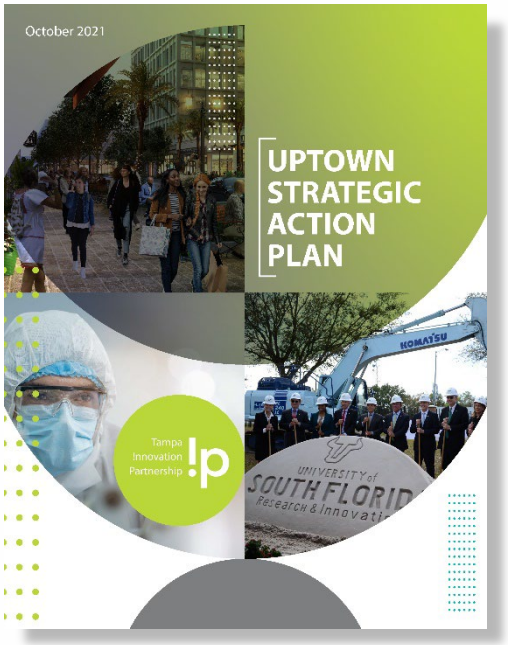
- **Projected retail demand through 2023: 763,000 square feet**
- Plans for **mixed-use redevelopment** of **University Mall** will bring new populations to the study area, but demand by new populations should not be overestimated (**Fowler/USF sub-area** classified as a "weaker market")
- The area's **increase in daytime population** can be attributed to the **Educational Services** and **Health Care and Social Assistance industries**, and this daily influx of employees represents **significant opportunities for the retail environment**
- Condition-specific retail solutions should be considered in this area, for example **parking for food trucks and additional security for 24-hour retail establishments** to support health care workers' 24-hour shift schedule
- **One-fourth of the area's existing retail offerings have long-term viability as supportable retail spaces**
- **Establish a Retail Priority Area (RPA)*** along **Fowler Avenue** from **N. 15th Street** to **N. 56th Street**
  Note: An RPA establishes "a **targeted economic development strategy for the construction of new (preferably incorporated into mixed-use), **ground-level retail space**, as well as **investments in storefront improvements**"* (from pg. 30 of the *HART TOD Retail Advisory Services* report).

Overall Transit-Oriented Retail Design and Planning Considerations

- **Pedestrian pathways** should be short, continuous, direct, accessible
  - Routes should not be blocked by parking areas, walls, or dead ends
- **Vehicular and pedestrian pathways/areas should be separated** to reduce points of conflict. For example, pick-up/drop-off areas should be set away from heavy traffic areas
- **Buildings should be clustered** to provide **pedestrian-friendly** one-stop **shopping and dining opportunities**
- **Establish minimum and maximum parking standards** for transit stop or station
- Parking lots should be located behind buildings so that **buildings entrances can be oriented towards the sidewalk**
- **Establish gateways** that distinguish the commercial district from the surrounding neighborhood

- Locate **retail establishments** close to the customer base and **oriented towards the sidewalk to maximize visibility** and minimize placement behind large parking lots
- Reduce obstacles between a potential customer and retail entrance by **reducing the occurrence of grade changes, ramps, parking spaces, curb cuts, and other obstacles**
- **Identify corner lots that are suitable for retail concentrations** since they have the highest visibility

Uptown Strategic Action Plan, Tampa !nnovation Partnership, October 2021



Key Goals

The *Uptown Strategic Action Plan (SAP)* was created to lay the groundwork for the **Uptown District** and to support and encourage a formalized process for inclusive transformation of the area. The *SAP* is built upon the following six goals:

1. Establish the **Uptown District** as a **catalyst for economic growth** and global thought leadership
2. Provide **equitable opportunities** for all to **empower the community**
3. Build **enhanced, sustainable infrastructure** to support **increased density and improve connection** of the **Uptown District** to the region
4. Establish **appropriate zoning and land use standards** to **encourage innovative redevelopment** in the **Uptown District**
5. Create a **governing partnership structure** and **funding mechanism** for the **Uptown District**
6. Transform **Fowler Avenue** into a **transit-oriented pedestrian and bike friendly boulevard** that serves as a destination and conduit for the **innovative activity** occurring in the **Uptown District**

Recommendations / Objectives / Strategies

Objectives from the *SAP* that align with the ***Fowler Avenue Vision Plan*** include the following:

Objectives and Recommendations Supporting Goal 1

- **Strengthen relationships** among anchor institutions and community groups, schools, and local and state government, and community-minded organizations

Objectives and Recommendations Supporting Goal 2

- Establish a **Community Benefits Program** that **incentivizes inclusive community development**
- Support existing and new **business development**, strengthening **job growth** and **business diversity**

Objectives and Recommendations Supporting Goal 3

- **Construct a multi-functional Uptown trail network** that builds upon the 2016 update to the *Tampa Hillsborough Greenways & Trails Master Plan* to **connect anchor institutions and residents to transit, key residential nodes, and recreational facilities**
- Explore the feasibility of the Veterans' Tech Trail, a **multi-functional greenway trail**, to connect the **University Mall** (**Rithm @ Uptown**) property to the **James A. Haley Veterans' Hospital** property

- Construct an **enhanced crossing** on **Bruce B Downs Boulevard** as part of the **greenway trail network** to allow **safe pedestrian crossings** between **USF** and **destinations on the west side of the corridor**
- **Design and construct sidewalks** identified in the 2019 *UACDC Sidewalk Segment Analysis* to **connect key locations** such as the **USF campus**, primary schools, parks, and major employment centers
- Integrate **sustainability principles** in the preparation of the **Overlay Area**
- Facilitate **affordable and/or workforce housing incentives**

Objectives and Recommendations Supporting Goal 4

- Determine boundaries and **establish an Overlay Zoning District** with **distinct design standards** and **development regulations**
- **Identify subareas within the Overlay Area** for distinct design standards and development regulations
- **Develop consistent zoning and land use standards recommendations** that deliver **mixed-use, transit-oriented infill development**
- Incorporate the HART *TOD Pilot Project* solutions and **coordinate land use and zoning designations** in the **Uptown District**
- **Streamline regulatory and permitting processes** within the **Uptown District**
- Collaborate with the **USF School of Architecture and Community Design** to **develop innovative urban design solutions**
- **Establish a Business Improvement District (BID)** on **Fowler Avenue** between **I-275** and **Bruce B Downs Boulevard/N. 30th Street** in collaboration with Hillsborough County and the City of Tampa
- Evaluate outcomes of the **South County Transfer of Development Rights (TDR) Plan** to **identify receiving sites** in the **Uptown District**

Objectives and Recommendations Supporting Goal 5

- **Identify a governing partnership structure and financial instrument(s)** to **generate revenue** to support **infrastructure improvements** within the Overlay Area in collaboration with the City of Tampa and Hillsborough County
- Leverage **Opportunity Zone investment opportunities** and incentives to **support affordable and workforce housing**, **new business development and job skills training**, and infrastructure improvements

Objectives and Recommendations Supporting Goal 6

- **Transform Fowler Avenue** and the land surrounding it into a **transit-oriented, mixed-use, dense destination community** served by a pedestrian, transit, and bike-friendly boulevard that operates as a conduit for the innovative activity occurring in the **Uptown District**
- Construct an **enhanced pedestrian crossing** on **Fowler Avenue** between **Bruce B Downs Boulevard** and **Nebraska Avenue**
- Evaluate **land-use and zoning strategies** from the HART *Transit-Oriented Development Pilot Project* along **Fowler Avenue** for possible implementation

Planned Improvements in the Area

Figures 6 and 7 show the programmed, planned, or funded projects in and around the ***Fowler Avenue Vision Plan*** study area for fiscal years 2022 to 2027. Figure 6 shows FDOT's Five-Year Work Program projects, four of which fall along Fowler Avenue. Figure 7 shows programmed and funded projects on the County's and City of Tampa's respective Capital Improvement Programs (CIPs), as well as the planned projects on the County's Transportation Improvement Program (TIP). **In total, there is $140,452,447 of funding programmed to support infrastructure improvements in and around the study area**. See the existing plan review above for descriptions of each of these programs.

Upcoming Projects

In February 2023, the **City of Tampa and Hillsborough County were awarded Safe Streets for All (SS4A) grants** to fund bicycle and pedestrian safety improvement projects throughout the City and County. The City of Tampa was awarded $20,000,000 to implement safety improvements along Tampa's high-injury network. The high-injury network is the network of roads where the majority of a city's deadly and life-altering injury crashes happen. Improvements anticipated to be funded with the grant include short-term improvements such as mid-block crosswalks, rectangular rapid flashing beacons (RRFBs), high-visibility crosswalks, and signage and marking enhancements. Long-term safety improvements will also be funded by the grant. There improvements include new sidewalks, new bicycles lanes, and upgraded street lighting.

Hillsborough County was awarded $19,716,000 to fund the implementation of safety improvements such as crosswalks, new sidewalks, new bicycle lanes, curb bulb-outs, and speed management strategies. Updates to the County's *Vision Zero Action Plan*, which includes corridor studies along N. 15th street (from Fowler Avenue to Fletcher Avenue), and Bruce B Downs Boulevard (from Fowler Avenue to Bearss Avenue) are also anticipated to be funded with the SS4A grant award. **For both jurisdictions, safety improvements will occur at locations that are the highest priority for *Safe Routes to Schools*, *Safe Routes to Parks*, and *Safe Routes to Transit* initiatives – all of which have priority locations with the *Fowler Avenue Vision Plan* study area.** Specific projects identified in the project area include Shaw Elementary for school transportation safety improvements and Copeland Park for *Safe Routes to Parks* improvements. HART Route 5 (40th Street/McKinley Drive) and Route 12 (22nd Street) operate in the study area and are identified for *Safe Routes to Transit* improvements.

Figure 6. FDOT Five-Year Work Program Projects for FY 2023 to FY 2027

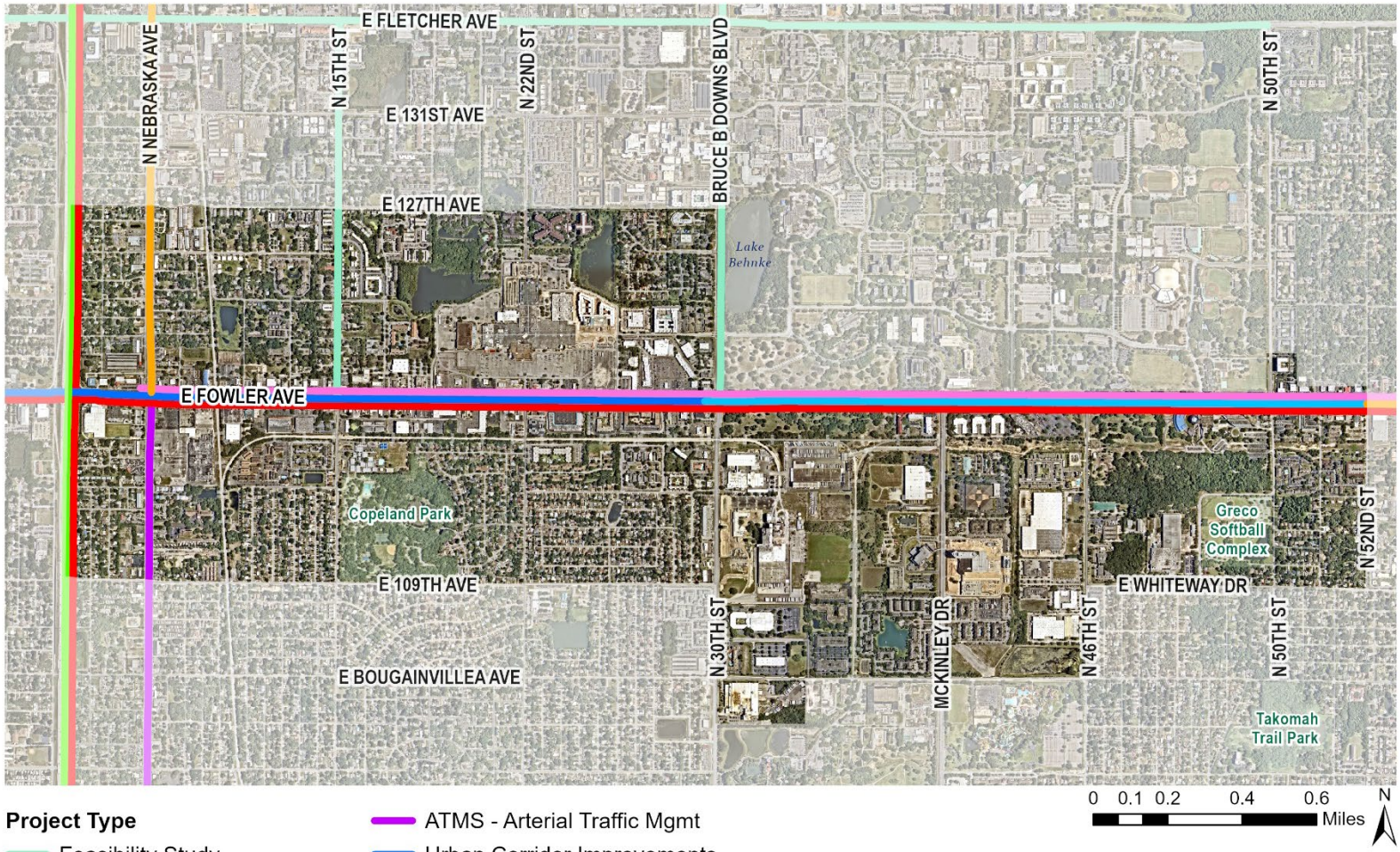
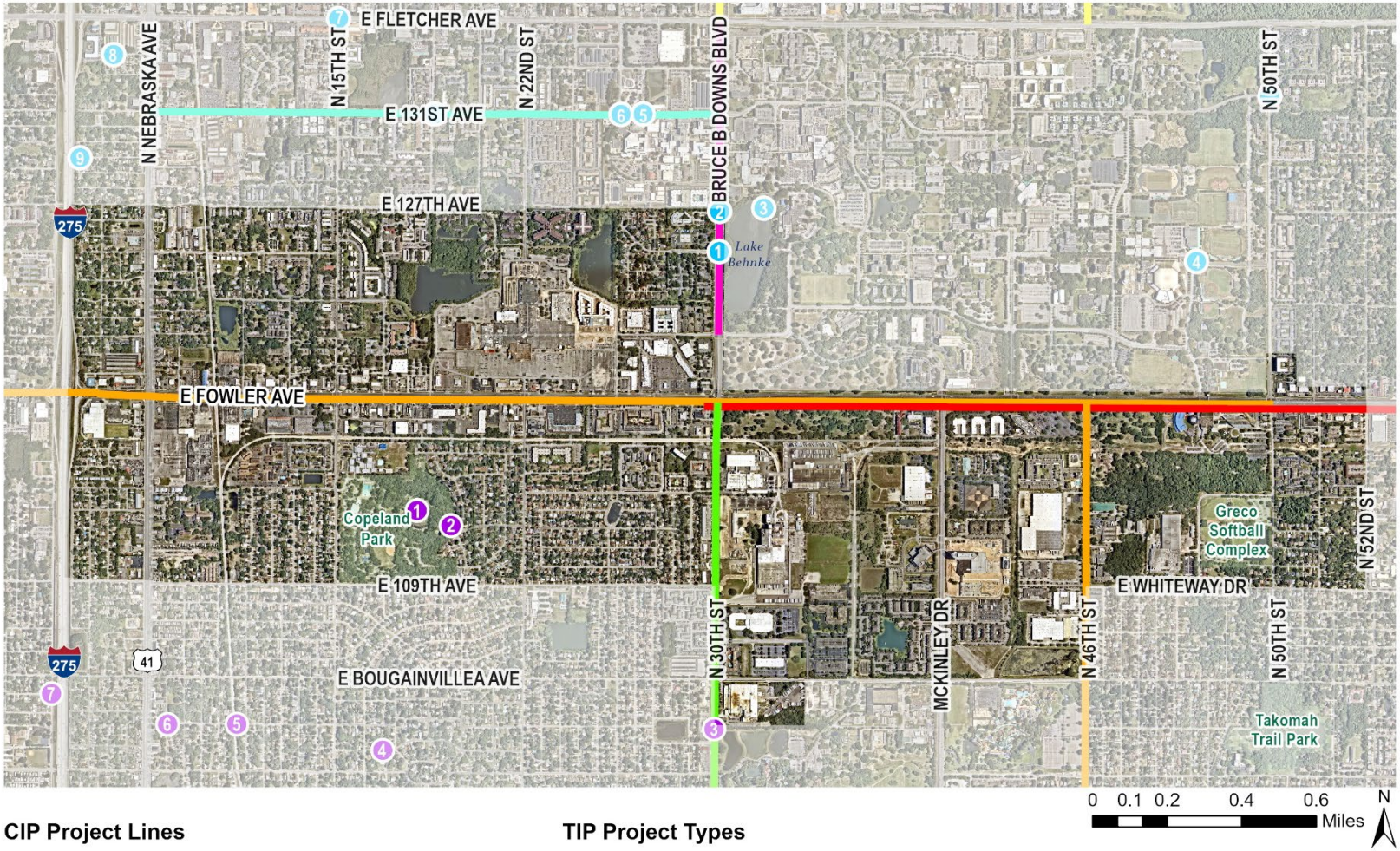


Figure 7. Transportation Improvement Program (TIP FY23-27) and Capital Improvement Program (CIP) (FY22-27) Projects



CIP Project Lines

- Sidewalk Improvements
- E 131st Avenue Complete Street Improvements
- University Area Transportation Improvements
- City of Tampa CIP Projects
- Unincorporated County CIP Projects

TIP Project Types

- Good Repair
- Vision Zero
- Major Capacity

Table 1. Hillsborough County and City of Tampa Capital Improvement Program (CIP) Project Descriptions (FY 22 – FY 27)

Hillsborough County CIP Project Point Descriptions		Timeframe	Estimated Cost
1	Transportation Facilities Upgrade (ADA compliance) and Intersection Improvements – Bruce B Downs Boulevard at Campus Hill	Late 2020 to Late 2022	$1,575,140
2	Sidewalk Improvements along Bruce B Downs Boulevard from USF Pine Drive to Fletcher Avenue	Early 2020 to Late 2022	$1,768,886
3	Duck Pond Watershed Model and Database Upgrade at Lake Behnke	Late 2018 - TBD	$269,937
4	Emergency Generator Installation at the USF Yuengling Center	Late 2019 – Late 2022	$790,850
5	Stormwater Drainage Improvements – at N. 25th Street and N. 27th Street along E. 131st Avenue	Late 2023 – Early 2024	$225,912
6	Culvert Repair and Replacement – 2600 E. 131st Avenue at Livingston	Mid 2021 – Late 2022	$629,647
7	Intersection Improvements at Fletcher Avenue and N. 15th Street	Mid 2020 – Mid 2026	$1,197,501
8	Culvert Repair and Replacement – 12026 Lenwood Drive	Early 2023 – Mid 2023	$613,999
9	E. 129th Avenue Sidewalk Repair	Late 2022 – Late 2023	$19,000
Hillsborough County CIP Project Line Descriptions		**Timeframe**	**Estimated Cost**
E. 131st Street Complete Streets Improvements: turn lane improvements, enhanced pedestrian, bicycle, and bus facilities		Late 2022 - TBD	$28,184,436
Sidewalk Improvements: Installation of a five-foot sidewalk on the east side of Bruce B Downs Blvd from USF Pine Drive to Fletcher Avenue		Early 2020 – Late 2022	$1,768,886
University Area Transportation Improvements: Corridor improvement for N. 46th Street from Bruce B Downs Blvd to Fletcher Avenue, including additional travel lanes and enhanced pedestrian, bicycle, and bus facilities		Early 2019 - TBD	$97,949,153
	Total Estimated Project Costs for all Hillsborough County CIP Projects		$134,992,447
City of Tampa CIP Project Point Descriptions		**Timeframe**	**Estimated Cost**
1	Copeland Pond Park Overlook - restoration of pond's ecosystem and construction of overlook for accessible viewing	Construction in 2023	$150,000
2	Copeland Park Flooding Relief - new pumping station to alleviate flooding	Early 2023 – Early 2024	$325,000
3	N. 30th Street Complete Streets improvements - roadway improvements to enhance safety and multimodal connectivity, including roundabouts, sidewalks and trails, bicycle facilities, enhanced crosswalks, and other safety measures, as well as landscaping and green infrastructure improvements, along N. 30th Street from Yukon Street to Fowler Avenue	Construction in 2023	$4,500,000

City of Tampa CIP Project Point Descriptions (cont…)		Timeframe	Estimated Cost
4	Construction of new inlets and pipes connecting to the existing system at 17th Street and Annona Avenue	Early 2023 – Mid 2023	$75,000
5	Construction of a new pump station and collection system at N. Lantana Avenue and Poinsettia Avenue	Late 2023 – Late 2024	$325,000
6	Sidewalk installation along N. 9th Street from Bougainvillea Avenue to Linebaugh Avenue	Early 2023 – Mid 2023	$85,000
7	Construction of a gravity system with inlets to the existing drainage system at Hydrangia Avenue west of Central Avenue	Mid 2023 – Late 2023	$0
		Total Estimated Project Costs	$5,460,000

Section 3. Equity Analysis

One of the primary goals of the ***Fowler Avenue Vision Plan*** is to develop recommendations that will provide people who live and work in the Fowler Avenue area with safe and comfortable options for dwelling, recreating, and getting around. To accomplish this goal, recommendations will be made that incentivize and encourage redevelopment and reinvestment in the area. While reinvestment can bring new resources and opportunities to historically underserved areas, it can also bring a risk of displacement and deepening inequities. Even though historically disadvantaged groups stand to benefit the most from improvements to community infrastructure, housing, and transportation options, they are all too often left out because of the rising costs that come with reinvestment in an area. The purpose of the following equity analysis is to:

(1) Develop a full understanding of where the study area's most vulnerable and disadvantaged groups are located

(2) Use this knowledge to recommend targeted displacement mitigation strategies as part of the overall redevelopment vision

(3) Support this Plan's goals of shaping an equitable future and improving the quality of life for all residents

The Vulnerability to Displacement analysis compares three metrics (median housing income, renter-occupied housing units, and educational attainment) for Census Block Groups in Hillsborough County. All data used to produce the following equity measures was sourced from 2020 American Community Survey (ACS) five-year estimates. The methodology used to identify the areas more vulnerable to displacement is as follows:

Each Census Block Group (CBG) was given a vulnerability to displacement score from 0 to 3 based on how they compared to the County average across all three metrics, with a 3 being the most vulnerable to displacement. If a CBG had a lower median household income than the County average ($60,566), it received a 1; if it had a higher median household income than the County average, it received a 0. If a CBG had more renter-occupied housing units than the County average (40.7%), it received a 1, if not it received a 0. If a CBG had a lower percentage of the population aged 25 or older without a Bachelor's degree or higher compared to the County average (34.5%), it received a 1; if not it received a 0. Thus, CBGs with a score of 3 were worse off than the County on all three metrics, and therefore the population within that CBG is more vulnerable to displacement. CBGs with a score of 0 are better off than the County on all three metrics, and therefore the population within that CBG is less vulnerable to displacement.

Median Household Income + Renter-Occupied Housing Units + Population 25 years or older without a Bachelor's Degree or Higher = Vulnerability to Displacement Score (0 to 3)

Vulnerability to Displacement

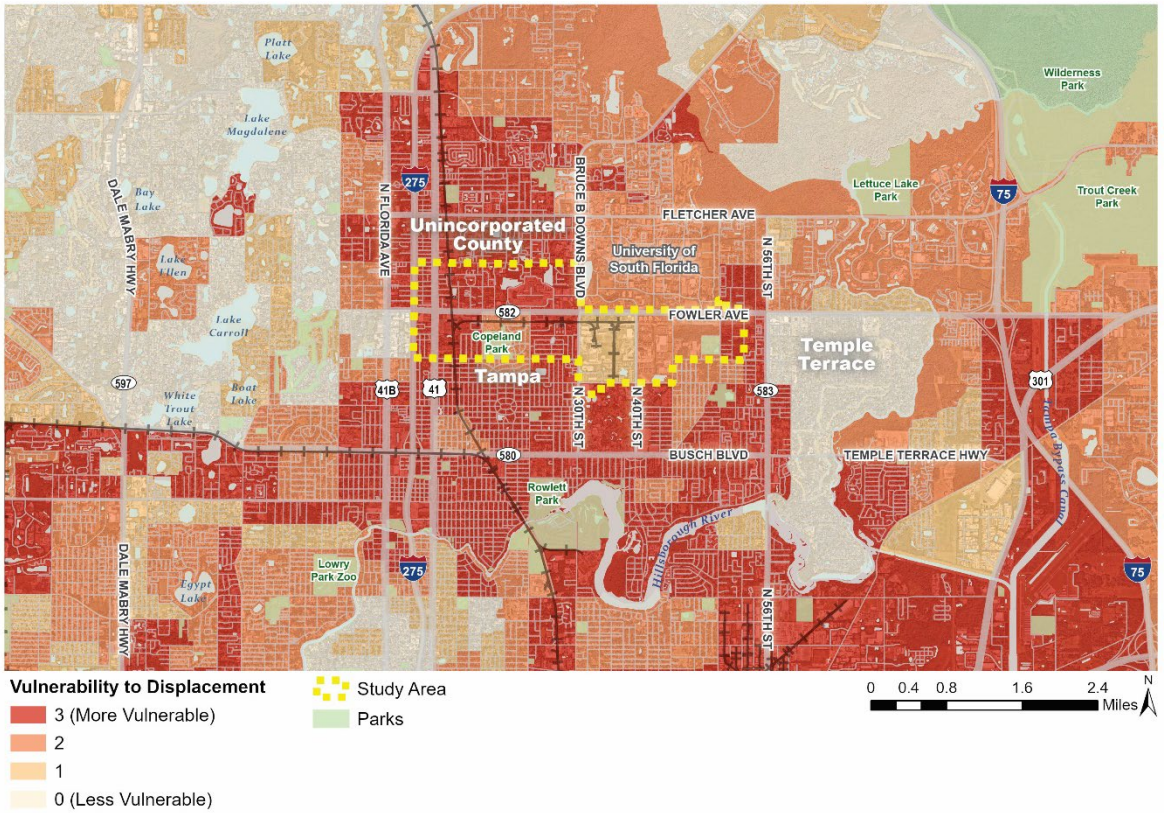
Vulnerability to displacement identifies the areas where existing residents are most at-risk of being displaced as wealthier households move into the area over time. The areas with populations most vulnerable to displacement are those with a lower median household income than the County average ($60,566), a lower percent of the population who is 25 years or older with a bachelor's degree or higher than the County average (34.5%), and a higher percent of renter-occupied households than the County average (40.7%). It will be important to focus equitable development strategies in these areas so that the residents who have built their lives here can benefit from the new resources and opportunities that will come with redevelopment.

In general, the area within and around the ***Fowler Avenue Vision Plan*** study area is more vulnerable to displacement than the broader region (Figure 8). The areas within the study area that are most vulnerable to displacement are as follows:

- North Tampa Community neighborhood
- The eastern half of the University Square neighborhood
- The easternmost portion of the Terrace Park neighborhood
- The neighborhoods north of Fowler Avenue between I-275 and Bruce B Downs Boulevard

It is important to note that there may also be residents who are vulnerable to displacement in areas denoted as "less vulnerable" on the map, as some households within these areas may already be or may become housing cost-burdened (households that spend more than 30% of their income on housing-related costs). It is important that strategies to mitigate displacement are applied throughout the area so that all residents and business owners can benefit from the positive outcomes of renewed investment in the area.

Figure 8. Vulnerability to Displacement



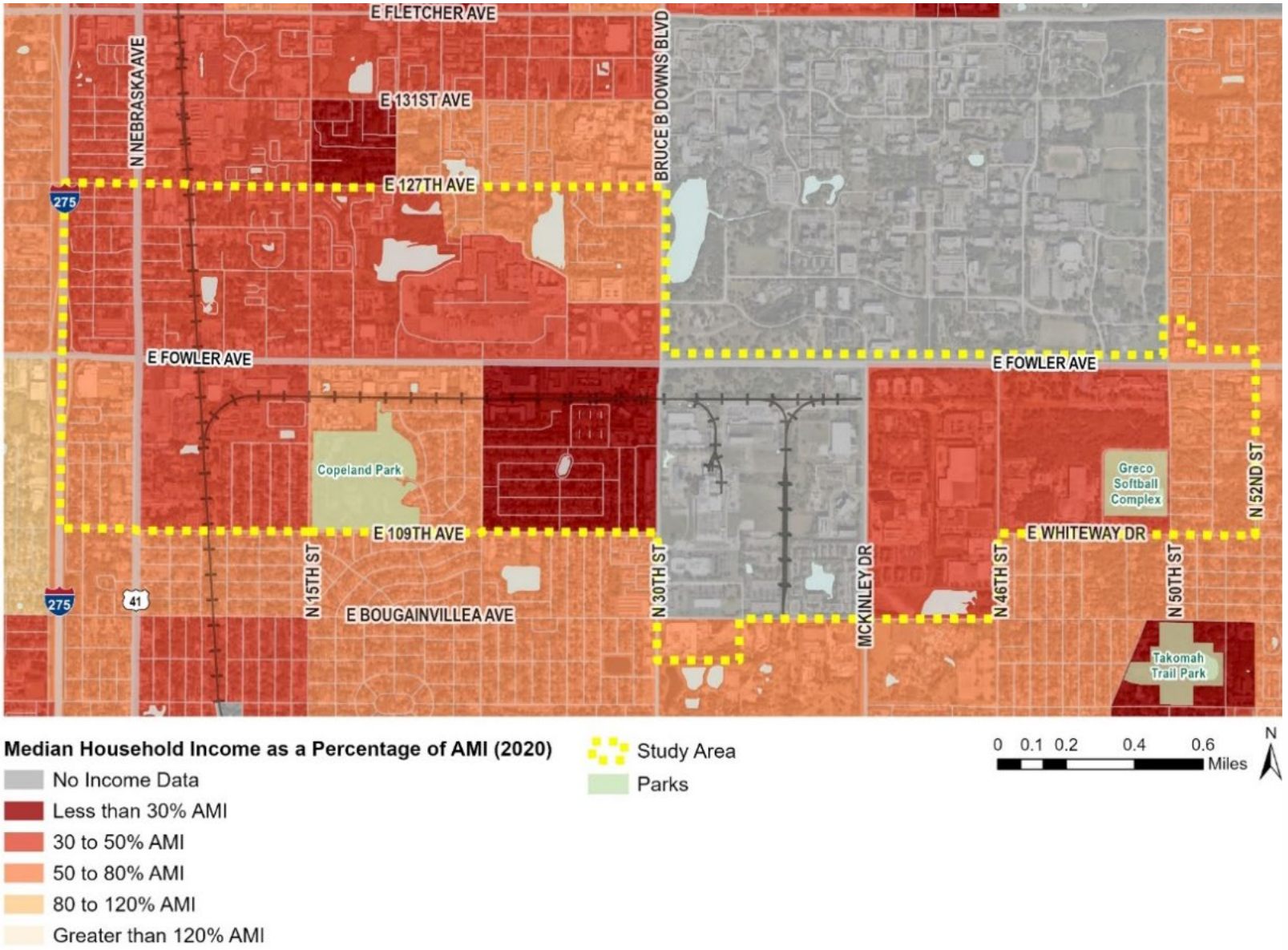
Household Income as a Percentage of Area Median Income (AMI)

Another metric that can be used to assess vulnerability to displacement is to look at median household income as a percentage of Area Median Income (AMI). Household income as a percentage of AMI is used to determine income thresholds and eligibility for affordable and workforce housing, and it also indicates how household income in specific areas compares to the broader region. Each year, the Florida Housing Finance Corporation (FHFC) sets income limits adjusted by family size for varying levels of affordable housing based on the Metropolitan Statistical Area (MSA)'s median household income. They also use this information to generate rent limits for affordable and workforce housing developments by unit size. Figure 9 shows median household income within the study area as a percentage of AMI. The income percentage categories are based on the 2020 income limits set by FHFC for multifamily rental programs and Community Workforce Housing Innovation Pilot (CHWIP) homeownership programs, adjusted for a three-person household in Hillsborough County. Using this data, 100% of AMI is equal to $63,300.

The entire *Fowler Avenue Vision Plan* study area has a median household income that is less than 80% of AMI. The eastern half of the University Square neighborhood has the lowest median household income ($17,675), amounting to less than 30% of the Tampa-St. Petersburg-Clearwater MSA AMI. The highest median household income in the study area is in the neighborhood south of Bougainvillea Avenue between N. 30th Street and N. 46th Street ($46,222), which amounts to just over 70% of AMI. **These statistics expose the need for affordable housing[3] available to low-income (households whose median income is 80% or less of AMI) and very low-income households (households whose median income is 50% or less of AMI) throughout the study area.**

[3] Affordable housing, as defined by the US Department of Housing and Urban Development (HUD), refers to housing on which the occupant is paying no more than 30 percent of gross income for housing costs. Florida Housing Finance Corporation sets rent limits for each AMI percentage category adjusted for unit size based on the Tampa-St. Petersburg-Clearwater MSA Area Median Income (AMI). For example, the 2020 rent limit for a two-bedroom unit that is affordable at the 80% AMI level was $1,266. This would be considered "affordable housing" for a three-person household with an annual gross income of $50,640.

Figure 9. Household Income Expressed as a Percentage of AMI



Walk Access to Parks

Figure 10 shows walk access to parks in the ***Fowler Avenue Vision Plan*** study area. Proximity to parks can be a key indicator of quality of life given the health, environmental, social, and economic benefits that parks and other outdoor recreational spaces provide to the community. According to the National Recreation and Park Association, parks and recreation have been shown to have the following benefits:

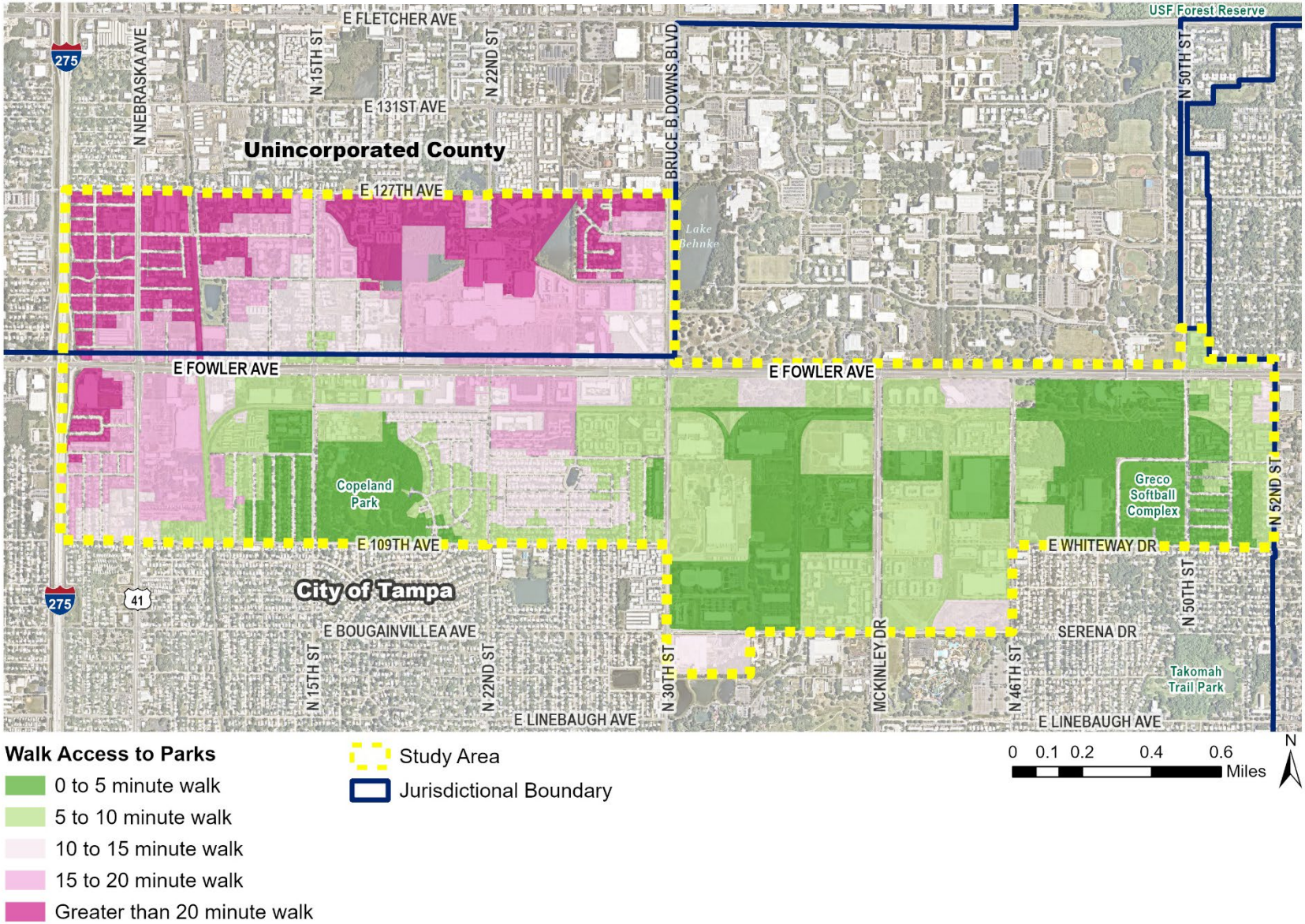
- Provide places for health, well-being and congregating that are free to use and accessible to people of all ages, abilities, and backgrounds
- Improve air and water quality, provide habitats for wildlife, and mitigate flooding when proper stormwater management is incorporated into park design
- Improve the local tax base and increase property values

Given these benefits, increasing access to parks is critical to promoting equity throughout the study area. In the map to the right, areas in green are within a 10-minute walk to a park, areas in light pink are within a 10-to-15-minute walk to a park, and areas in medium and dark pink have the least access to parks as they are more than a 15-minute walk to a park.

Areas south of Fowler Avenue and east of the CSX railroad have the greatest access to parks given the presence of Copeland Park and Greco Softball Complex. On the other hand, areas north of Fowler Avenue and east of the CSX railroad have the least access to parks, with the closest park being the University Area Community Park over one mile walking distance outside of the study area (about a 25-minute walk). **Just over 30% of the study area does not have a park within a 15-minute walking distance and 12% of the study area does not have a park within a 20-minute walking distance.**

The redevelopment vision for Fowler Avenue should give special consideration to the areas that lack nearby park space and prioritize using a portion of vacant land for parks, parklets, or greenspaces, as well as seek out multimodal opportunities to better connect these areas to existing parks.

Figure 10. Walk Access to Parks



Section 4. Land Use Characteristics

The existing land use and future land use characteristics of the Fowler Avenue corridor and study area define and contribute to the public realm, as well as the redevelopment potential in the area. The existing land use, future land use, and zoning categories for the study area are detailed in this section.

Existing Land Use

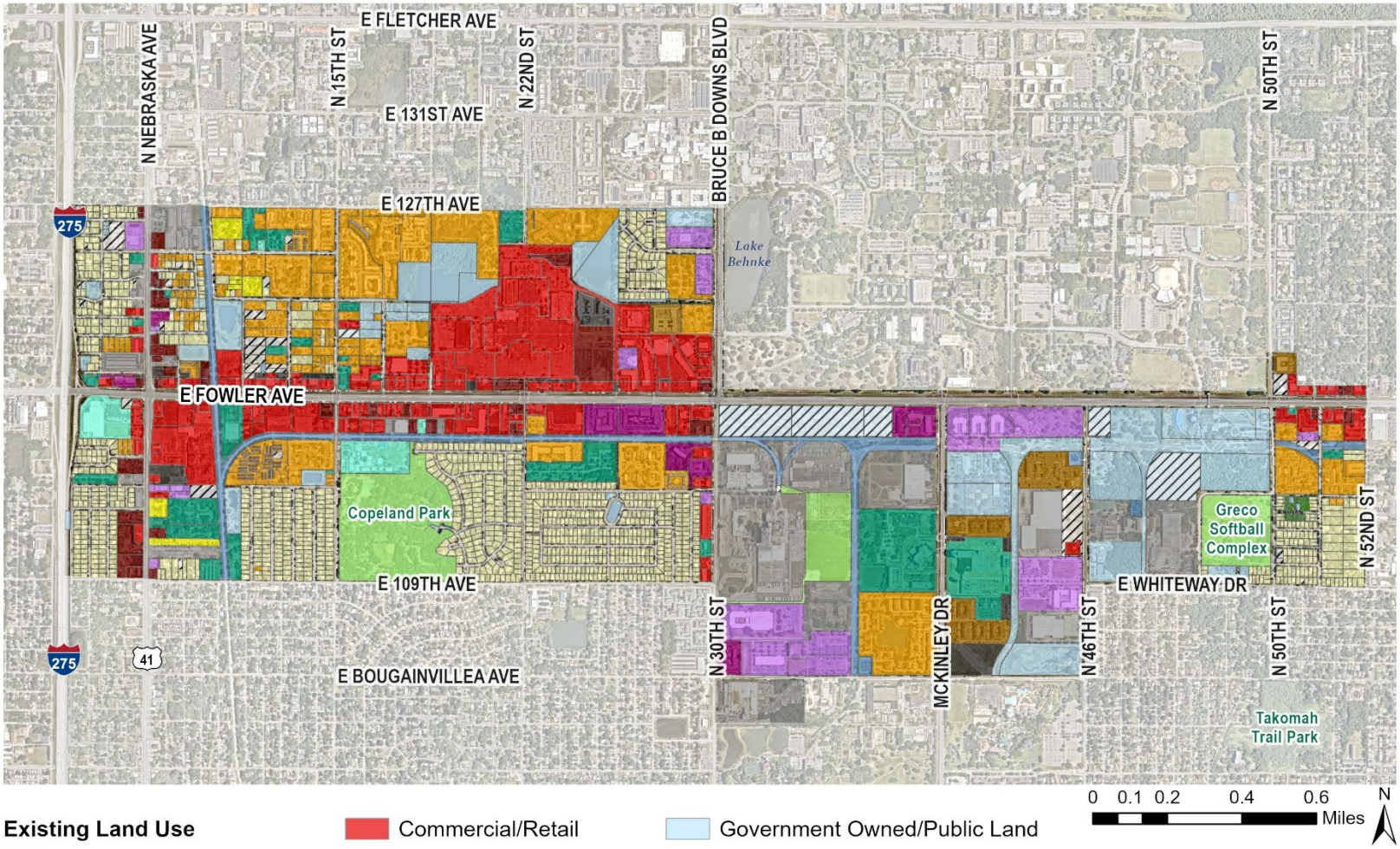
The existing land use mix varies across the study area but is mostly made up of residential, commercial, and industrial land uses. Open space, institutional, and office uses are also present in the study area. As shown in Table 2 and Figure 11, residential, commercial, and industrial land uses make up the largest portions of the study area. The residential uses are primarily located east of Bruce B Downs Boulevard/ N. 30th Street and south and north of Fowler Avenue. The commercial uses in the study area are mostly adjacent to the Fowler Avenue corridor, while the industrial uses are concentrated south of Fowler Avenue between N. 30th Street and McKinley Drive.

Table 2. Existing Land Use Breakdown

Existing Land Use	Acres	% within Study Area
Residential	509.2	29.4%
Commercial	325.9	18.8%
Industrial / Warehouse	193.4	11.2%
Government Owned	169.6	9.8%
Transportation / Utilities	146.4	8.5%
Civic / Institutional	122.0	7.0%
Parks / Recreation / Open Space	100.6	5.8%
Office	89.4	5.2%
Vacant	74.8	4.3%
Total	1,731.3*	100.0%

*Note: Acreage does not include roadways and other ROW.

Figure 11. Study Area Existing Land Use



Vacant and Underutilized Sites

Figure 12 shows vacant[4] and underutilized sites in the study area. **The identification of these sites will support the redevelopment vision by providing a baseline analysis for where infill development and redevelopment may be directed in the future. It should be noted that while the sites identified on the map to the right have the potential for redevelopment, that does not mean that they will be redeveloped.** Areas that were not identified as underutilized or vacant sites are considered established/ developed areas that are unlikely to redevelop in the next 10 to 25 years.

Underutilized sites were identified by analyzing following three variables[5]:

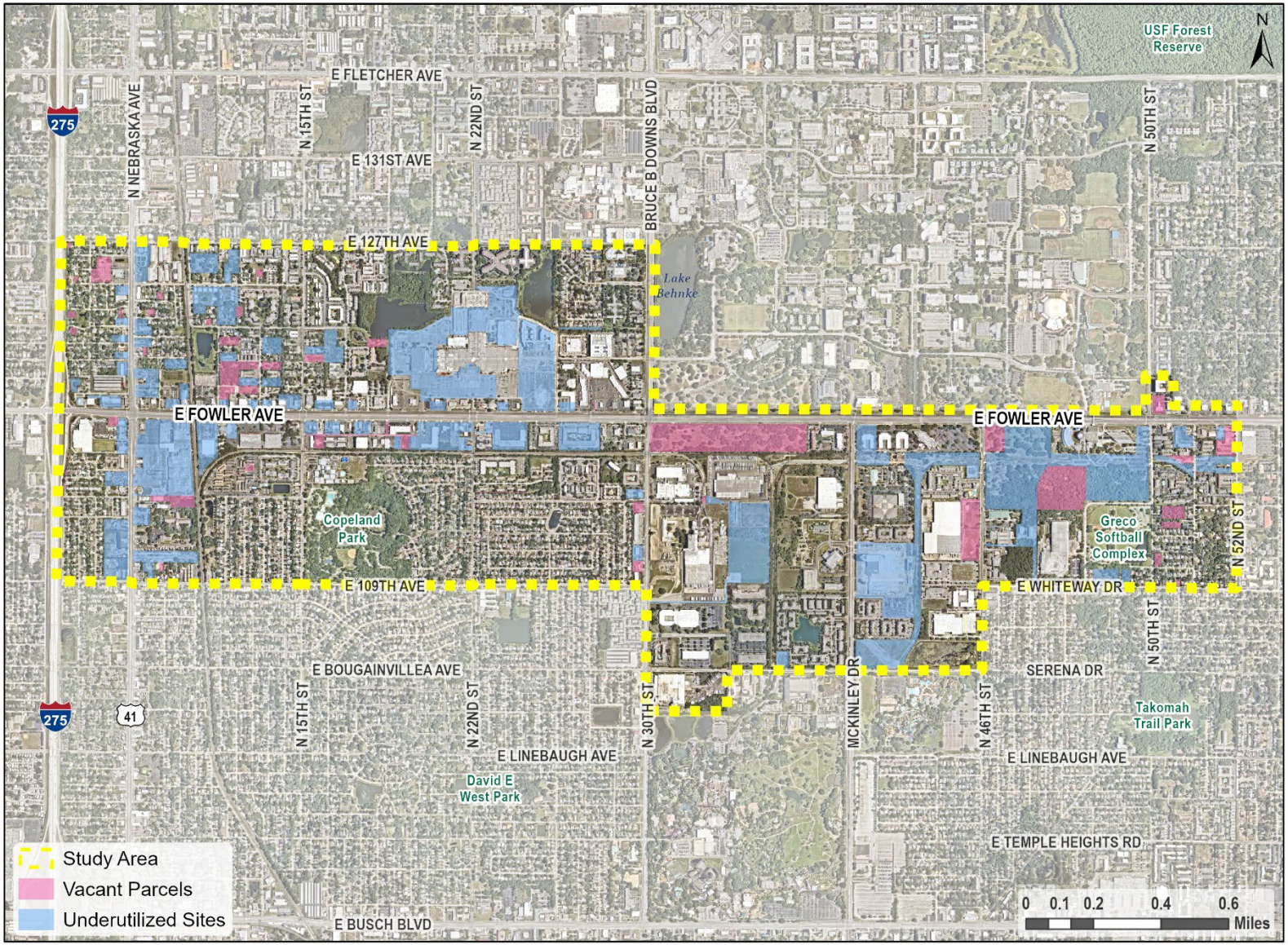
Structure Age
Older buildings and structures present opportunities for rehabilitation and redevelopment. Buildings with an effective year built of at least 15 years old were included in the site selection.

Parcel Size
Larger parcels have a higher redevelopment potential given that they provide a larger redevelopment area. Parcels of at least a half-acre were included in the site selection.

Improvement to Land Value Ratio
The improvement to land value ratio is calculated by dividing the building value by raw land value, as determined by the Hillsborough County Property Appraiser. An improvement to land value ratio greater than one indicates that the structure on the land is more valuable than the land itself. An improvement to land value ratio less than one means that the value of the land is greater than the value of the structure that sits on top of the land, indicating that this property may be ready for redevelopment so it can be better utilized. Parcels with an improvement to land value ratio less than 1.5 were included in the site selection.

[4] Vacant parcels were identified using Hillsborough County Property Appraiser data published in November 2022.
[5] These variables were generated using UrbanFootprint data, which reflects the most recent quarterly parcel data that was available at the time of project creation (November 2022).

Figure 12. Vacant and Underutilized Sites



Future Land Use and Zoning

The future land use and zoning categories in the study area include commercial, industrial, residential, and mixed-use categories. The following future land use and zoning assessment is presented by jurisdiction since both the City of Tampa and Unincorporated Hillsborough County rely on the underlying future land use category to determine density within their respective zoning districts. This assessment presents the existing densities, intensities, and other development standards for each category, while the Regulatory Assessment that follows in the next section analyzes the relationship between the future land use and zoning categories for each jurisdiction and begins to outline specific policies and regulations that may be amended to achieve the Fowler Avenue Redevelopment Vision.

City of Tampa Future Land Use and Zoning Profile

Future Land Use

Figure 13 shows the City of Tampa's future land use categories within the study area. The Heavy Industrial (HI) future land use category makes up the greatest percentage of land area within the City of Tampa's portion of the study area, amounting to 32.5% (448.4 aces). The next largest mix is residential, with all residential categories (Residential-10 [R-10], R-20, R-35, and R-50) comprising 26.3% (363.1 acres) of the City's portion of the study area. The R-50 category, which comprises the smallest portion of all future land use categories (less than 2 acres or 0.12%), allows the highest densities, with 40 dwelling units per acre (du/acre) as a base and 50 du/acre when bonus provisions are met. The Community Commercial (CC-35) and Community Mixed-Use (CMU-35) allow the highest intensities, with a base floor area ratio (FAR) of 1.0, and a FAR of 2.0 when bonus provisions are met. Together these categories amount to about one-quarter of the City of Tampa's acreage within the study area, or approximately 336 acres. Table 3 provides a summary of Tampa's future land use categories' maximum densities and intensities within the study area.

About half of the City of Tampa's future land use categories in the study area are overlaid by the Economic Development Green Technology Corridor. According to the City's *Imagine 2040 Comprehensive Plan*, the purpose of the Tampa Green Technology Corridor is to create economic development opportunities, user-friendly land use relations, and environmental strategies to attract high-quality jobs to the corridor, direct new industrial development to appropriate locations, promote a mixed-use and transit-oriented development, and advance energy-efficient land patterns. Table 4 summarizes the objectives and policies related to the Green Technology Corridor as defined by the *Imagine 2040 Comprehensive Plan*.

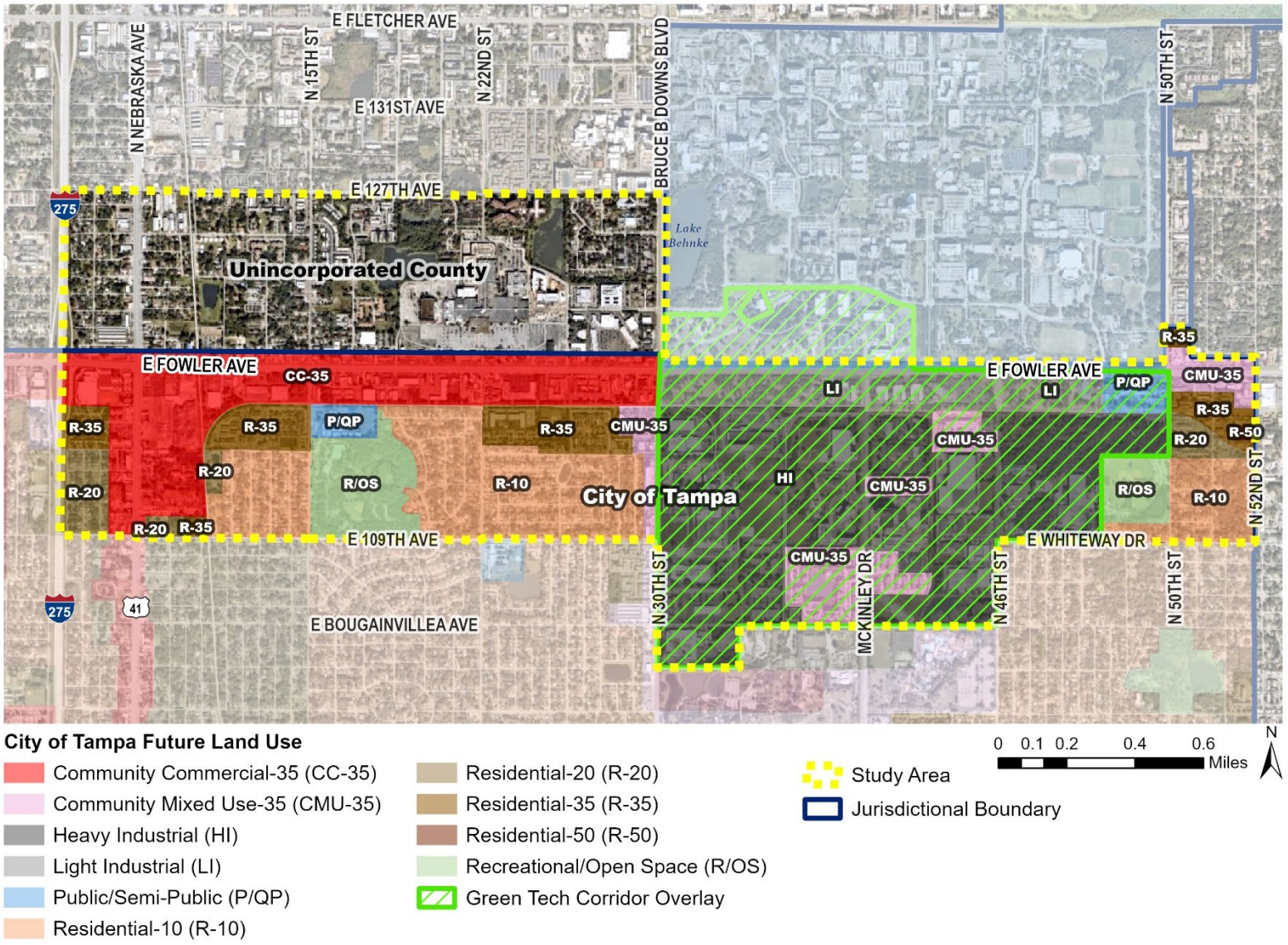
Table 3. City of Tampa Future Land Use Categories within Study Area

City of Tampa Future Land Use Classification	DU/Acre (base/max with bonus provisions)	FAR (base/max with bonus provisions)	Acres	% of City Land within Study Area
Community Commercial (CC-35)	30/35	1.0/2.0	237.5	17.2%
Community Mixed-Use (CMU-35)	30/35	1.0/2.0	99.2	7.2%
Heavy Industrial (HI)	N/A	1.5	448.5	32.5%
Light Industrial (LI)	N/A	1.5	98.2	7.1%
Public/Semi-Public (P/QP)	N/A	N/A	50.4	3.6%
Recreation/Open Space (R/OS)	N/A	N/A	83.2	6.0%
Residential-10 (R-10)	10	0.35	225.4	16.3%
Residential-20 (R-20)	18/20	0.50	44.3	3.2%
Residential-35 (R-35)	30/35	0.60	92.3	6.7%
Residential-50 (R-50)	40/50	0.60 (Up to 1.0 for standalone office uses)	1.8	0.1%
		Total	1,380.8	100.0%

Table 4. Tampa Economic Development Green Technology Corridor Land Use Policies

Imagine 2040 Comprehensive Plan Land Use Objectives and Policies for the Green Tech Corridor	Key Points of Objective/Policy
Land Use (LU) Objective 8.12	Preserve the supply of land within the Tampa Green Technology Corridor for industrial research and office development to attract the following target industries: • Professional, Scientific, and Technical Services • Bioscience and Research Facilities • Manufacturing Facilities • Finance and Insurance Services • Management Services • Public/Private University Research Facilities • Administrative and Support Services
LU Policy 8.12.1	Establishes the Economic Development Green Technology Corridor as an overlay within the future land use categories and requires development within the overlay to be on a minimum of one acre of buildable upland.
LU Policy 8.12.2	Encourage the use of development incentives to attract private investment in the above target industries that follow the Corporate Park or TOD Employment Center development patterns. Corporate Park Development Pattern (suitable near the University of South Florida) • FARs can range from 0.7 to 2.5 for developments that are centered around a single corporate entity and include offices, flex spaces, and limited support retail and restaurants. TOD Employment Center Development Pattern (suitable within one-half mile of transit stations) • FARs can range from 0.6 to 3.0 and residential densities from 12 to 24 du/acre for high-density, mixed-use developments within walking distance of a transit station. Must include a concentration of office uses and flex spaces for the above listed target industries with supporting retail, restaurants, lodging, and residential uses.
LU Policy 8.12.3	Adopt land development regulations that enable the maximum development potential for the above development patterns in appropriate locations. Allow properties within the Overlay to be eligible for a density/intensity bonus when amenities or desired features are provided, such as vertical mixed-use developments, energy efficient building construction, environmental landscaping techniques, and mobility and public realm improvements.
LU Policy 8.12.4	Rezone sites within the Tampa Green Technology Corridor Overlay that meet the minimum lot size requirement (one acre) so that they are consistent with the purpose and policies outlined in the *Comprehensive Plan* (summarized above).
LU Policy 8.12.5	Ensure high-quality, sustainable development through standards within the Land Development Code that that address height, use, design, and use to achieve compatibility with surrounding uses/zoning districts.

Figure 13. City of Tampa Future Land Use within the Study Area



Bonus Provisions

The City of Tampa provides the opportunity for increased densities and intensities within certain future land use and zoning categories when bonus provisions are met. Within the ***Fowler Avenue Vision Plan*** study area, the Community Commercial-35, Community Mixed Use-35, Residential-20, Residential-35, Residential-50 future land use categories are eligible for a density/FAR bonus when bonus provisions are met, in addition to the Planned Development and Planned Development-Alternative zoning districts.

Section 27-140 of the City of Tampa's Land Development Code provides a list of bonus improvements and amenities that developers/property owners can provide within new developments to achieve bonus density/FAR. A summarized list of the bonus provisions is provided below.

- Provision of 10% of the project's dwelling units as affordable housing to buyers and renters who make no more than 80-120% of the Area Median Income for the City of Tampa.
- Use of unused development rights, as approved through the Transfer of Development Rights program (see Section 27-141 of Tampa's LDC for additional details).
- Contribution of a public improvement that meets the criteria of at least one of the following options:
    - Improvement is identified in the City's CIP or an approved, adopted, or accepted city plan for sidewalks, bike lanes, trails, pathways, and/or on-street parking
    - A physical connection to an existing improvement that meets the above criteria, that connects to an improvement that was constructed as a city capital improvement, or that was constructed to achieve the density/FAR bonus
    - Landscape or streetscape elements that are associated with an improvement that meets the criteria of the above options
- LEED certified development at a rating of silver or higher
- Provision of public parking
- Transit operational support subsidy
- Relocation and/or installation of all utilities underground
- Use of graywater technologies

Zoning

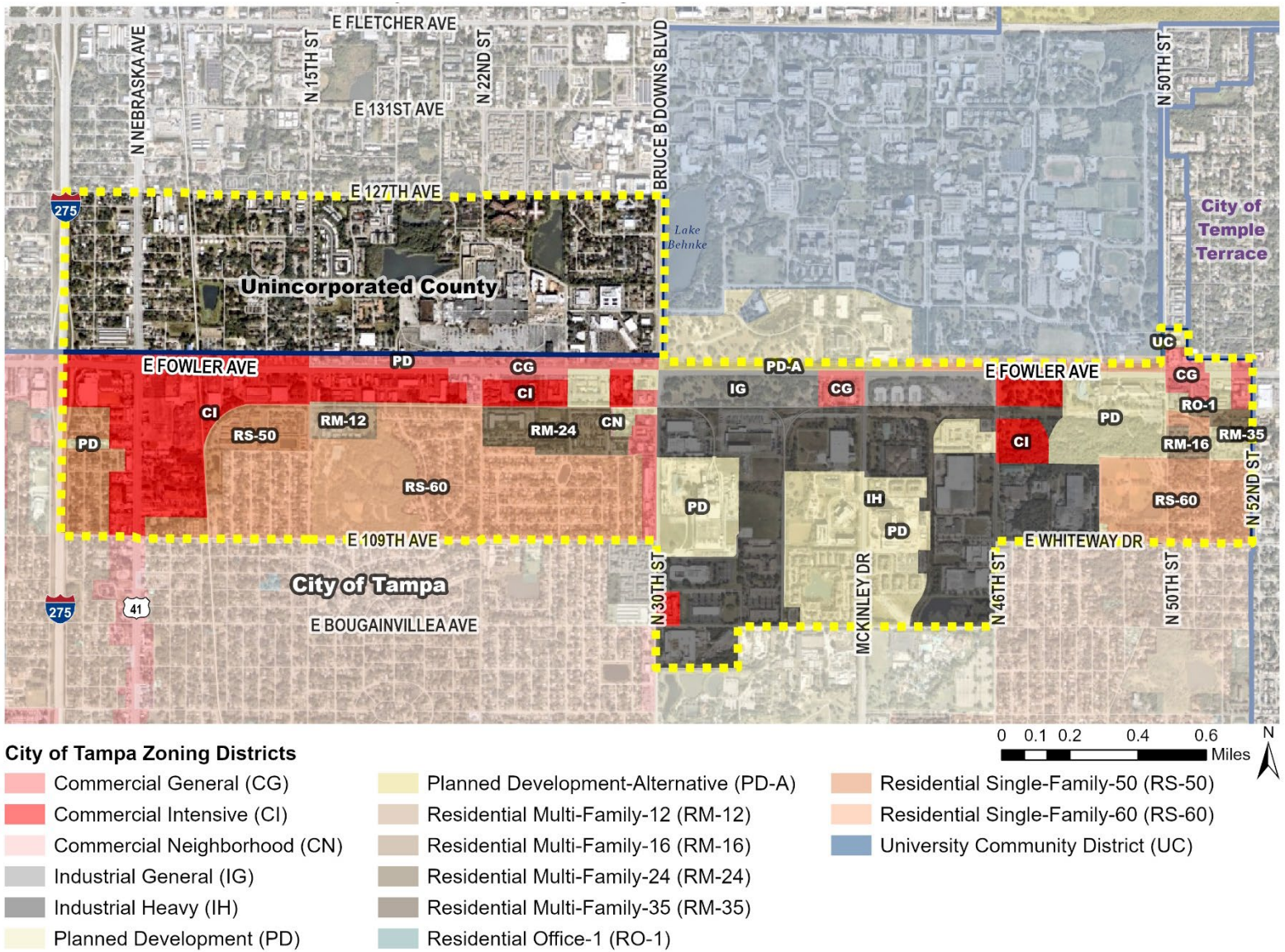
Figure 14 shows the City of Tampa's zoning within the study area. The Residential Single-Family-60 (RS-60) zoning district makes up the largest portion of the City's land area within the in the study area, amounting to 23.6% of the City's total land area (325.3 acres). This district is characterized by low density single-family detached dwelling units with a larger minimum lot size (6,000 ft^2) than the other single-family zoning district in the study area. The second largest zoning district in the study area within the City of Tampa's jurisdictional boundaries is Industrial Heavy (IH), amounting to 22.1% of the City's total land area (305.5 acres). This zoning district is strictly limited to intensive manufacturing and industrial uses. Densities and intensities are determined by the underlying future land use designation for each parcel within a zoning district. Table 5 provides a summary of the development standards for each district, including minimum lot size, setbacks, and building heights.

Table 5. City of Tampa Zoning District Development Standards

City of Tampa Zoning District	DU/Acre	FAR	Minimum Lot Area (ft^2)	Setbacks	Building Height	Acres in Study Area	% of City Land within Study Area
Commercial General (CG) (FLU: CC-35, CMU-35, LI, R-35)	Refer to underlying FLU Category		10,000	Front: 10' Side: 10' Rear: 10' Corner: 10'	45'	76.5	5.5%
Commercial Intensive (CI) (FLU: CC-35, HI, LI)	Refer to underlying FLU Category		10,000	Front: 10' Side: 0' Rear: 0' Corner: 10'	45'	212.3	15.4%
Commercial Neighborhood (CN) (FLU: R-35)	Refer to underlying FLU Category		5,000	Front: 20' Side: 10' Rear: 10' Corner: 20'	35'	0.4	0.0%
Industrial General (IG) (FLU: LI)	Refer to underlying FLU Category		5,000	Front: 10' Side: 0' Rear: 0' Corner: 10'	60'	57.9	4.2%
Industrial Heavy (IH) (FLU: CMU-35, HI, LI)	Refer to underlying FLU Category		5,000	Front: 10' Side: 0' Rear: 0' Corner: 10'	N/A	305.5	22.1%
Planned Development (PD) (FLU: CC-35, CMU-35, HI, LI, P-QP, R-10, R-20, R-35, R-50)	Refer to underlying FLU Category		Subject to site plan review			83.2	6.0%
Planned Development-Alternative (PD-A) (FLU: P/QP)	Refer to underlying FLU Category		Subject to site plan review			225.4	16.3%
Residential Multi-Family-12 (RM-12) (FLU: P/QP)	Refer to underlying FLU Category		5,000	Front: 25' Side: 7' Rear: 15' Corner: 7'	35'	13.7	1.0%

City of Tampa Zoning District	DU/Acre	FAR	Minimum Lot Area (ft^2)	Setbacks	Building Height	Acres in Study Area	% of City Land within Study Area
Residential Multi-Family-16 (RM-16) (FLU: R-20)	Refer to underlying FLU Category		5,000	Front: 25' Side: 7' Rear: 15' Corner: 7'	35'	6.7	0.5%
Residential Multi-Family-24 (RM-24) (FLU: R-35)	Refer to underlying FLU Category		5,000	Front: 25' Side: 7' Rear: 20' Corner: 7'	60'	38.7	2.8%
Residential Multi-Family-35 (RM-35) (FLU: R-50)	Refer to underlying FLU Category		5,000	Front: 25' Side: 7' Rear: 20' Corner: 7'	120'	1.7	0.1%
Residential Office (RO-1) (FLU: R-35)	Refer to underlying FLU Category		5,000	Front: 25' Side: 7' Rear: 20' Corner: 15'	35'	1.0	0.1%
Residential Single-Family-50 (RS-50) (FLU: R-20, R-35)	Refer to underlying FLU Category		5,000	Front: 20' Side: 7' Rear: 20' Corner: 7'	35'	69.3	5.0%
Residential Single-Family-60 (RS-60) (FLU: R-10, R-20, R-35, P/QP, R/OS)	Refer to underlying FLU Category		6,000	Front: 25' Side: 7' Rear: 20'/12' (Interior/Corner) Corner: 15'	35'	325.3	23.6%
University Community District (UC) (FLU: P/QP)	Refer to underlying FLU Category		43,560	Front: 50' Side: 25' Rear: 50' Corner: N/A	100'	0.8	0.1%
					Total	1,380.8	100.0%

Figure 14. City of Tampa Zoning Districts within the Study Area



Unincorporated Hillsborough County Future Land Use and Zoning Profile

Future Land Use

Figure 15 shows Unincorporated Hillsborough County's future land use categories within the study area. The Residential-20 (R-20) future land use category makes up the greatest percentage of land area within the County's portion of the study area, amounting to 44.6% (19.9 acres). The next largest category is Office Commercial (OC-20), comprising 22.4% of the County's portion of the study area (117.2 acres). Both categories allow a base density of 20 du/acre and a FAR of 0.35 for retail uses (0.75 FAR for office uses only) and are intended to support medium density mixed-use developments. They each provide a density bonus of 10 du/acre and max retail FAR of 0.50 with the provision of affordable housing[6]. The Innovation Corridor Mixed Use (ICMU-35) and Regional Mixed Use (RMU-35) categories are also intended to support mixed-use developments but at higher densities and intensities than the R-20 and OC-20 categories. They comprise 16.8% of the County's land area within the study area (88.2 acres) and allow a base density of 35 du/acre (50 du/acre permitted with the provision of affordable housing) and a maximum FAR of 2.0. Table 6 provides a summary of the County's future land use categories' maximum densities and intensities within the study area.

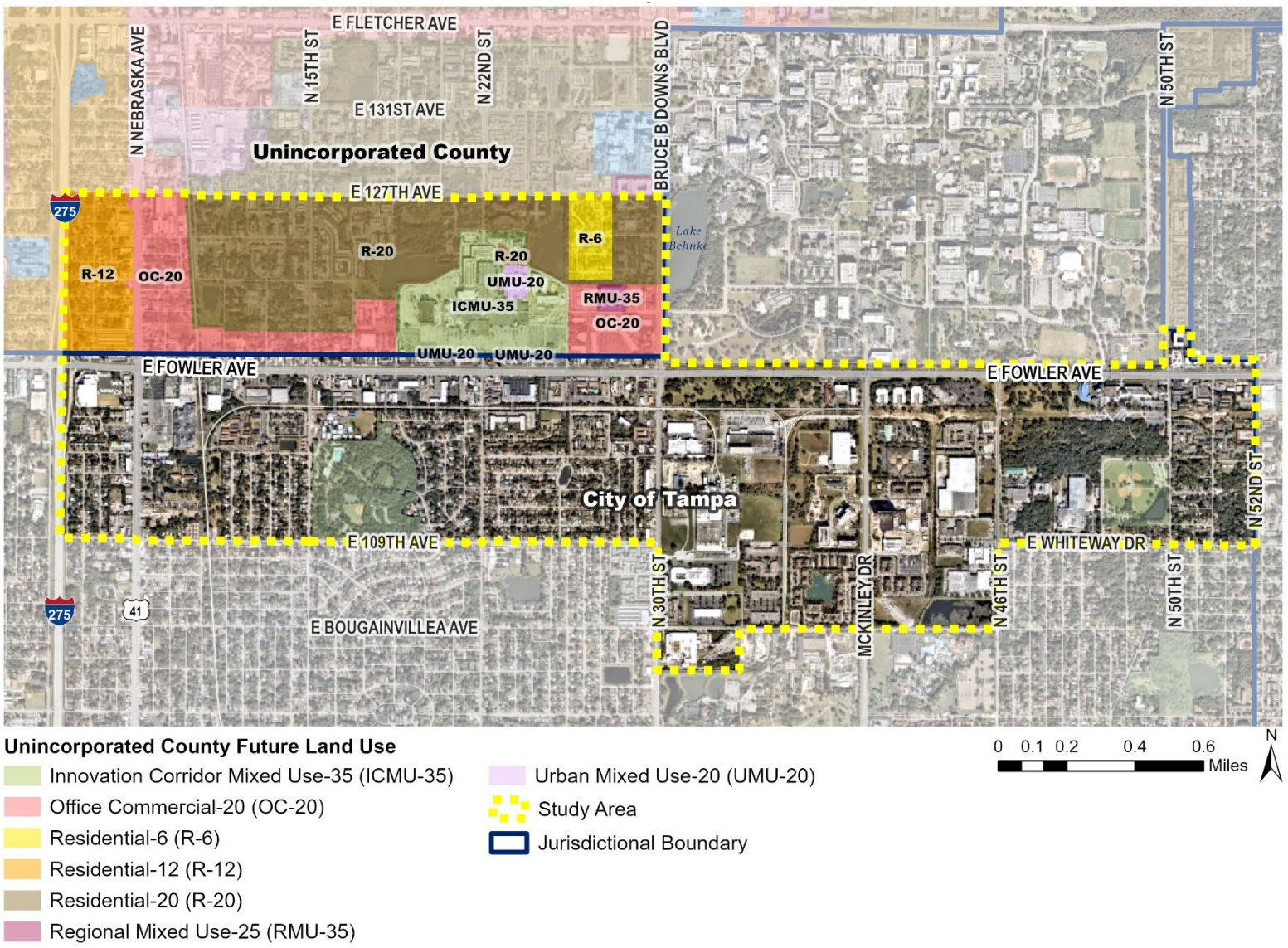
Table 6. Unincorporated Hillsborough County Future Land Use

Unincorporated County Future Land Use Classification	DU/Acre (base/max with provision of affordable housing)	FAR (base/max with provision of affordable housing)	Acres	% of County Land within Study Area
Innovation Corridor Mixed Use - 35 (ICMU-35)	35/50	2.0	83.9	16.0%
Office Commercial - 20 (OC-20)	20/30	0.35/0.50 0.75 max for office uses	117.2	22.4%
Regional Mixed Use - 35 (RMU-35)	35/50	2.0	4.3	0.8%
Residential - 6 (R-6)	6/9	0.25/0.35	59.9	3.8%
Residential - 12 (R-12)	12/16	0.35/0.50	233.8	11.4%

[6]To qualify for the affordable housing density bonus, the project must reserve at least 20% of total dwelling units for low or very low-income households (low-income households earn between 50 – 80% of AMI and very low-income households earn between 30-50% of AMI). To qualify for the retail FAR bonus, all reserved units must be for very low-income households.

Unincorporated County Future Land Use Classification	DU/Acre (base/max with provision of affordable housing)	FAR (base/max with provision of affordable housing)	Acres	% of County Land within Study Area
Residential - 20 (R-20)	20/30	0.35/0.50 0.75 max for office uses	19.9	44.6%
Urban Mixed Use - 20 (UMU-20)	20/30	1.0/2.0	4.8	0.9%
		Total	1,380.8	100.0%

Figure 15. Unincorporated Hillsborough County Future Land Use Map



Zoning

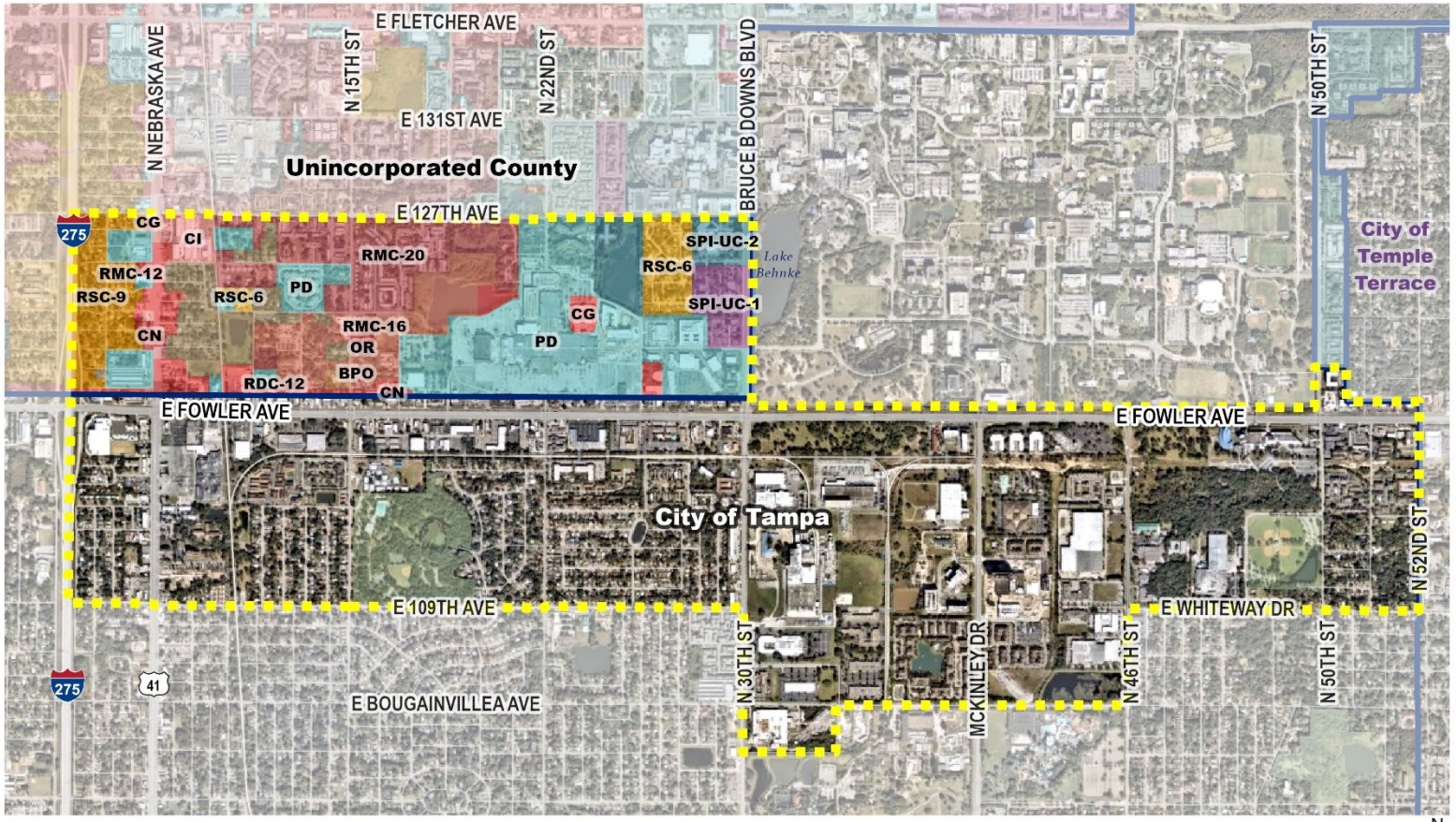
Figure 16 shows Unincorporated County's zoning within the study area. The Planned Development (PD) zoning district makes up the largest portion of the County's land area within the in the study area, amounting to 33.6% of the County's total land area (175.3 acres). This district allows flexible development/design standards (subject to site plan review) and is intended to be used for large-scale mixed-use developments. The second largest mix of zoning districts in the study area within the County's jurisdictional boundaries are the Residential Multi-Family Conventional districts (RMC-12, RMC-16, and RMC-20), amounting to just over one-quarter of the County's total land area (136.0 acres). These zoning districts allow medium-to-high density multi-family residential developments and have minimum lot sizes ranging from 6,540 ft^2 (in RMC-20) to 10,890 ft^2 (in RMC-12). Densities and intensities are determined by the underlying future land use designation for each parcel within a zoning district. Table 7 provides a summary of the development standards for each district, including minimum lot size, setbacks, and building heights.

Table 7. Unincorporated Hillsborough County Zoning District Development Standards

Unincorporated Hillsborough County Zoning District	DU/Acre	FAR	Minimum Lot Area (ft^2)	Setbacks	Building Height	Acres in Study Area	% of County Land within Study Area
Business, Professional, Office (BPO) (FLU: OC-20)	Refer to underlying FLU Category		7,000	Front: 30' Side & Rear: Determined by use	50'	0.3	0.1%
Commercial General (CG) (FLU: OC-20, R-12, R-20, UMU-20)	Refer to underlying FLU Category		10,000	Front: 30' Side & Rear: Determined by use	50'	37.5	7.2%
Commercial Intensive (CI) (FLU: OC-20)	Refer to underlying FLU Category		20,000	Front: 30' Side & Rear: Determined by use	50'	12.1	2.3%
Commercial Neighborhood (CN) (FLU: OC-20, R-12, R-20)	Refer to underlying FLU Category		7,000	Front: 30' Side & Rear: Determined by use	35'	5.8	1.1%
Office Residential (OR) (FLU: R-20)	Refer to underlying FLU Category		7,000	Front: 30' Side & Rear: Determined by use	35'	1.0	0.2%
Planned Development (PD) (FLU: ICMU-35, OC-20, R-12, R-20, RMU-35, UMU-20)	Refer to underlying FLU Category		Subject to site plan review			175.3	33.6%

Unincorporated Hillsborough County Zoning District	DU/Acre	FAR	Minimum Lot Area (ft^2)	Setbacks	Building Height	Acres in Study Area	% of County Land within Study Area
Residential Duplex Conventional-12 (RDC-12) (FLU: OC-20, R-12, R-20)	Refer to underlying FLU Category		3,500	Front: 20' Side: 5' Rear: 20'	35'	42.2	8.1%
Residential Multi-Family Conventional-12 (RMC-12) (FLU: OC-20, R-12)	Refer to underlying FLU Category		10,890	Front: 25' Side: 10' Rear: 20'	35'	2.2	0.4%
Residential Multi-Family Conventional-16 (RMC-16) (FLU: OC-20, R-20)	Refer to underlying FLU Category		8,175	Front: 25' Side: 10' Rear: 20'	45'	54.1	10.4%
Residential Multi-Family Conventional-20 (RMC-20) (FLU: R-20)	Refer to underlying FLU Category		6,540	Front: 25' Side: 10' Rear: 20'	45'	79.6	15.2%
Residential Single-Family Conventional-6 (RSC-6) (FLU: R-6, R-20)	Refer to underlying FLU Category		7,000	Front: 25' Side: 7.5' Rear: 25'	35'	22.9	4.4%
Residential Single-Family Conventional-9 (RSC-9) (FLU: R-12)	Refer to underlying FLU Category		5,000	Front: 20' Side: 5' Rear: 20'	35'	39.1	7.5%
University Community-1 (SPI-UC-1) (FLU: OC-20, R-20)	Refer to underlying FLU Category		Non-Res: 7,000 Res ≤ 12 du: 10,890 Res > 12 du: 6,540	Front: 20' Side: 7' Rear: 20' Corner: 7'	Res > 12 d/a & Non-Res: N/A Res ≤ 12 du/a: 35'	19.1	3.7%
University Community-2 (SPI-UC-2) (FLU: R-20)	Refer to underlying FLU Category		Non-Res: 7,000 Res ≤ 12 du: N/A Res > 12 du: N/A	Front: 25' Side: Rear: 25'	N/A	30.8	5.9%
					Total	522.0	100.0%

Figure 16. Unincorporated Hillsborough County Zoning



Unincorporated County Zoning Districts

- Business Professional Office (BPO)
- Commercial General (CG)
- Commercial Intensive (CI)
- Commercial Neighborhood (CN)
- Office Residential (OR)
- Planned Development (PD)
- Residential Single-Family Conventional-6 (RSC-6)
- Residential Single-Family Conventional-9 (RSC-9)
- Residential Duplex Conventional-12 (RDC-12)
- Residential Multi-Family Conventional-12 (RMC-12)
- Residential Multi-Family Conventional-16 (RMC-16)
- Residential Multi-Family Conventional-20 (RMC-20)
- Special Public Interest-University Community-1 (SPI-UC-1)
- Special Public Interest-University Community-2 (SPI-UC-2)

Section 5. Regulatory Assessment

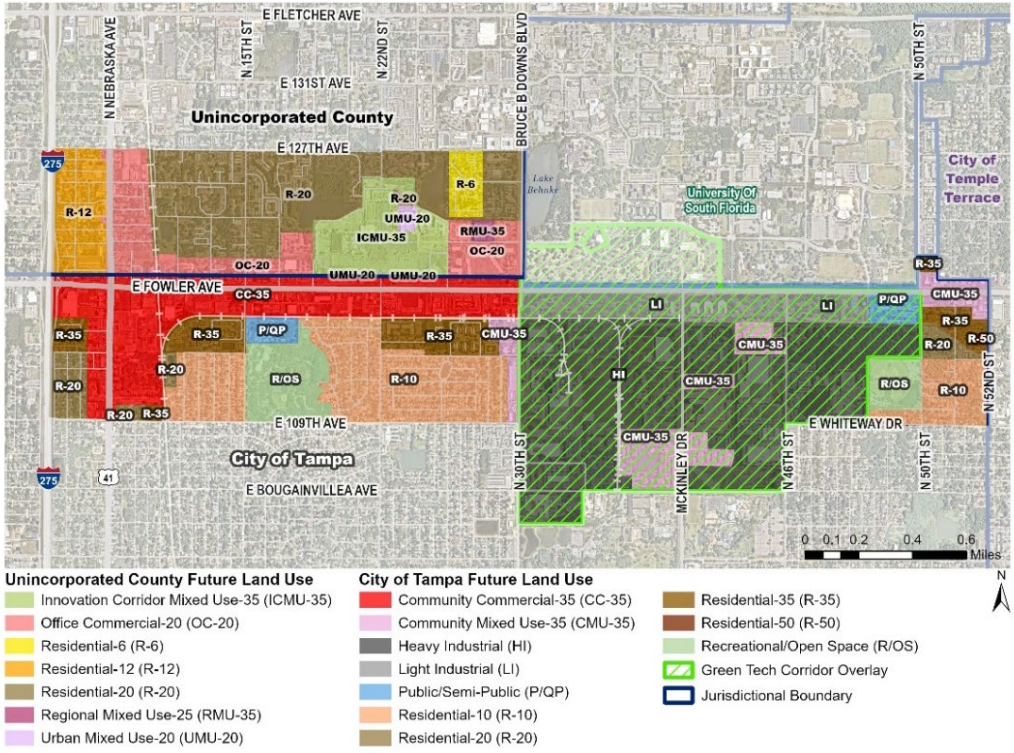
The following regulatory assessment analyzes the extent to which the existing land use policies and regulations for each jurisdiction are compatible with one another. Recommendations for aligning existing land use policies and regulations with the redevelopment goals of this Plan are discussed in *Chapter 5: Redevelopment Strategies*.

Analysis of Compatibility between the City of Tampa and Unincorporated Hillsborough County Future Land Use Categories that surround the Fowler Avenue Corridor

The City of Tampa and Unincorporated Hillsborough County share approximately 1.75 miles of frontage along Fowler Avenue between I-275 and Bruce B Downs Blvd, with the City of Tampa predominantly to the south and immediately to the north of Fowler Avenue, and Unincorporated County to the north of the City of Tampa parcels that front the north side of Fowler Avenue (Figure 17). Given that one of the major goals of this Plan is to develop a cohesive land use strategy between the two jurisdictions that surround Fowler Avenue (i.e., Unincorporated County and the City of Tampa), the following analysis pertains only to the segment of Fowler Avenue between I-275 and Bruce B Downs Blvd. The future land use categories along this segment of Fowler Avenue include the following:

- Community Commercial-35 (CC-35) in the City of Tampa
- Innovation Corridor Mixed-Use-35 (ICMU-35) in Unincorporated County
- Office Commercial-20 (OC-2) in Unincorporated County
- Residential-12 (R-12) in Unincorporated County
- Urban Mixed-Use-20 (UMU-20) in Unincorporated County

Figure 17. City of Tampa and Unincorporated Hillsborough County Future Land Use



The following matrix compares the densities, intensities, and intended uses of each of the above listed future land use categories.

Table 8. Comparison of City of Tampa and Unincorporated Future Land Use Categories Surrounding Fowler Avenue

Jurisdiction	Future Land Use Classification	DU/Acre	FAR	Other Considerations	Intended Uses
City of Tampa	**Community Commercial** (CC-35)	30/35 (base/max with bonus provisions)	1.0/2.0 (base/max with bonus provisions)	• Typical building height: 5 stories • Moderate lot coverage • Limited side yard setbacks • Building facades and entrances that directly address the street • Pedestrian-oriented uses on the ground floor • Parking located to the side or behind buildings • Limited number of curb cuts along arterial streets	A mixed-use corridor center with medium intensity/density. More intense mixed-use development at intersections with stepped down residential uses in between. Intensive and general commercial, service, office, and residential uses.
Unincorporated Hillsborough County	**Innovation Corridor Mixed Use - 35** (ICMU-35)	35/50 (base/max with provision of affordable housing)	2.0	• This category shall be made available for consideration within 1.5 miles of the University of South Florida campus • Developments should reflect elements of mixed-use design, such as pedestrian bicycle, and roadway connectivity, horizontal and vertical integration of uses, pedestrian-oriented/walkable design, and roadway corridor sensitivity • Retail commercial uses shall be clustered at arterial and collector intersections or integrated as part of a mixed-use development • Strip development with separate driveway access for nonresidential uses is prohibited • No minimum lot size is required to support the concept of clustering and preservation of open space • Rezonings shall be approved through a planned unit development rezoning process	A regional activity center which incorporated internal road systems, building clustering, and mixing of uses. Intended to foster live, work, and play developments. Residential, regional scale retail commercial, office and business parks, bio-medical research, institutional, hospitals, research corporate parks, light industrial, and mixed-use developments

Jurisdiction	Future Land Use Classification	DU/Acre	FAR	Other Considerations	Intended Uses
Unincorporated Hillsborough County	**Office Commercial - 20** (OC-20)	20/30 (base/max with provision of affordable housing)	0.35/0.50 (base/max with provision of affordable housing) 0.75 maximum FAR for office uses	• Office component can be 0.75 FAR up to a maximum of 600,000 square feet • Commercial component cannot exceed 350,000 square feet and FAR cannot exceed 0.35 for retail • No minimum lot size is required to support the concept of clustering and preservation of open space	Commercial and office centers with new retail development clustered in mixed-use developments or at the intersections of major roadways. Community commercial, office, mixed-use development, and compatible residential uses.
	Residential - 12 (R-12)	12/16 (base/max with provision of affordable housing)	0.35/0.50 (base/max with provision of affordable housing)	• Urban-scale neighborhood commercial, office, or mixed-use projects are limited to 175,00 square feet or 0.50 FAR, whichever is less intense • No minimum lot size is required to support the concept of clustering and preservation of open space	Medium density residential and urban-scale neighborhood commercial, office, and mixed-use developments.
	Urban Mixed Use - 20 (UMU-20)	20/30 (base/max with provision of affordable housing)	1.0/2.0 (base/max with provision of affordable housing)	• Projects that are 20 acres or greater must demonstrate a mix of land uses • Shall be urban in intensity and density of uses • Retail commercial uses shall be clustered at arterial and collector intersections • Strip development with separate driveway access for nonresidential uses is prohibited • No minimum lot size is required to support the concept of clustering and preservation of open space • Rezonings shall be approved through a planned unit development rezoning process	Residential, regional scale commercial uses such as mall, office and business parks, research corporate parks, light industrial, multi-purpose and clustered residential and/or mixed-use projects.

Key Takeaways

- The intent of **the Innovation Corridor Mixed Use category is most aligned with the goals of previous planning efforts** along Fowler Avenue, as well as the goals of this Plan
- All FLU categories along this segment of Fowler Avenue suggest **locating higher density/intensity mixed-use development at the intersections of major roadways**
- The CC-35, ICMU-35, and UMU-20 categories all provide **considerations for design elements that will create a more walkable, pedestrian-friendly environment**
- While all FLU categories along this segment of Fowler Avenue are intended for mixed-use development, **the base densities and intensities of the OC-20, R-12, and UMU-20 categories may be too low to support a vertically integrated mixed-use development** with retail on the ground floor and residential on the upper stories
    - **Although the intent of the future land use categories in both the City of Tampa and Unincorporated Hillsborough County aligns with this Plan's goal of creating a more walkable, vibrant, mixed-use environment, the zoning districts within the FLU categories of each jurisdiction restrict uses that render mixed-use developments impossible**. For example, Hillsborough County's OC-20 FLU category states intended uses of "community commercial, office, mixed-use developments with compatible residential uses," but within this FLU category are nine zoning districts—seven of which restrict uses to either commercial OR residential (i.e., the commercial districts do not allow residential uses and the residential districts do not allow commercial/retail uses)
- **The intent of the City of Tampa's CC-35 category is compatible with the intent, density, and intensity of the ICMU-35 category**, as well as the OC-20 and UMU-20 categories if the affordable housing density bonus is utilized
- **The density bonuses provided for the provision of affordable housing units across all FLU categories might be too low to yield mixed-income developments** with 20% of units available to households earning less than 80% AMI

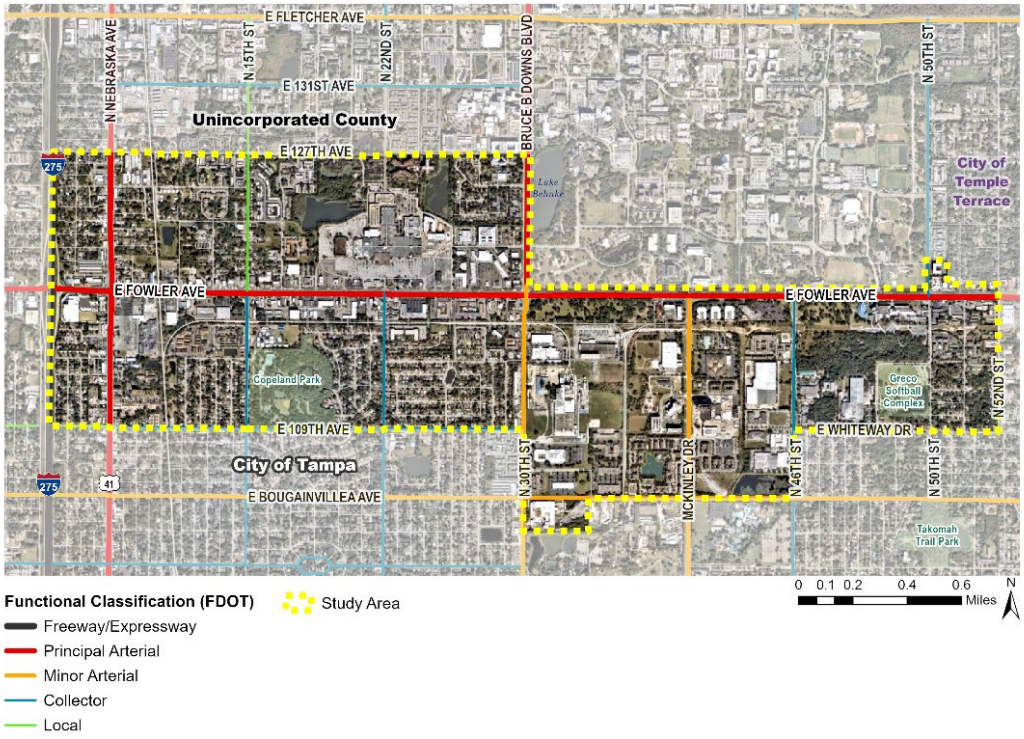
Section 6. Transportation Assessment

The following assessment describes the existing transportation infrastructure in the *Fowler Avenue Vision Plan* study area. The transportation assessment evaluates roadway and multimodal characteristics of the area, including roadway conditions and capacity, bicycle and pedestrian facilities, transit facilities and service characteristics, and safety. Key findings presented here will be summarized in the Opportunities and Constraints summary on pg. 76 and will be considered in the redevelopment vision to follow.

Existing Roadway Characteristics

Figure 18 shows the functional classification of roadways within and around the ***Fowler Avenue Vision Plan*** study area, as defined by the Florida Department of Transportation (FDOT, 2022). Fowler Avenue is classified as a Principal Arterial roadway, meaning that it has a relatively high level of traffic volume, high operating speeds, high average trip lengths, and high mobility importance given that it is continuously used by both local and regional travelers as well as freight movement. Nebraska Avenue (US 41) and Bruce B Downs Boulevard (north of Fowler Avenue) are also classified as Principal Arterial roadways.

Figure 18. Street Hierarchy



N. 30th Street, and McKinley Drive are classified as Minor Arterials, meaning they share many of the same characteristics as the Principal Arterial roadways, but are more likely to be used for intra-County travel as opposed to regional travel.

South of Fowler Avenue, N. 15th Street, N. 22nd Street, and N. 46th Street are all classified as Collector roadways, meaning they serve as links between arterial and local roadways or other major traffic generators. N. 15th Street north of Fowler Avenue is classified as a local roadway, meaning it provides access to abutting properties and has relatively low traffic volumes and shorter average trip lengths.

Figure 19 shows the context classification of roadways within the ***Fowler Avenue Vision Plan*** study area. The context classification system, as defined by FDOT, is used to categorize roadways based on the land use, connectivity, and development pattern characteristics surrounding the roadway. The purpose of this classification is to recognize that different contexts will require different design alternatives and to define areas appropriate for possible sidewalks, trails, and other multimodal facilities. The context classification assignments are determined based on criteria provided by FDOT, shown in Figure 20.

Fowler Avenue is classified as a C3C – Suburban Commercial roadway. C3C-Suburban Commercial roadways are characterized by predominantly commercial uses, large block lengths, large parking lots, and a disconnected or sparse roadway network. This development pattern is typical around Fowler Avenue and can be a challenge to multimodal transportation, especially pedestrian and bicycle modes. The Redevelopment Vision presented in the next chapter will seek to remedy some of the barriers currently presented by the development pattern and roadway network in the study area.

Figure 19. Context Classification

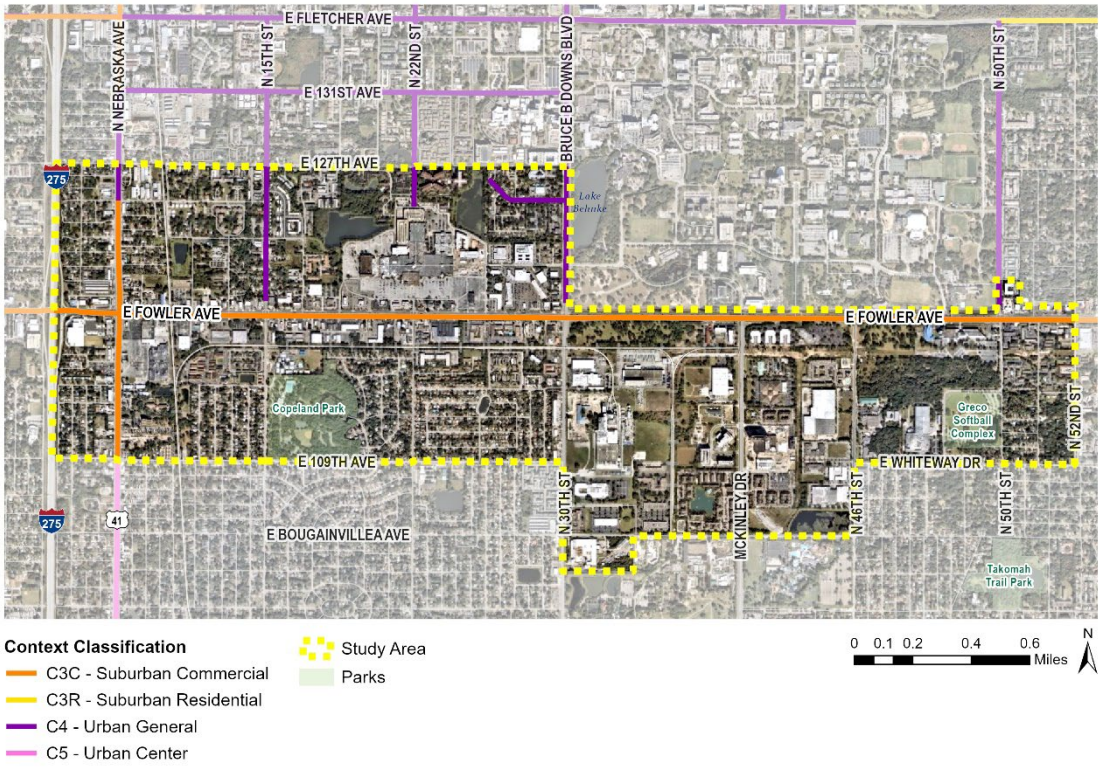


Figure 20. Context Classification System

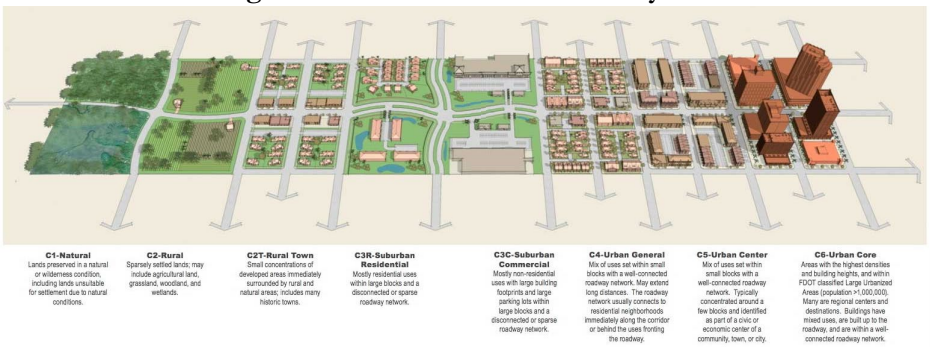
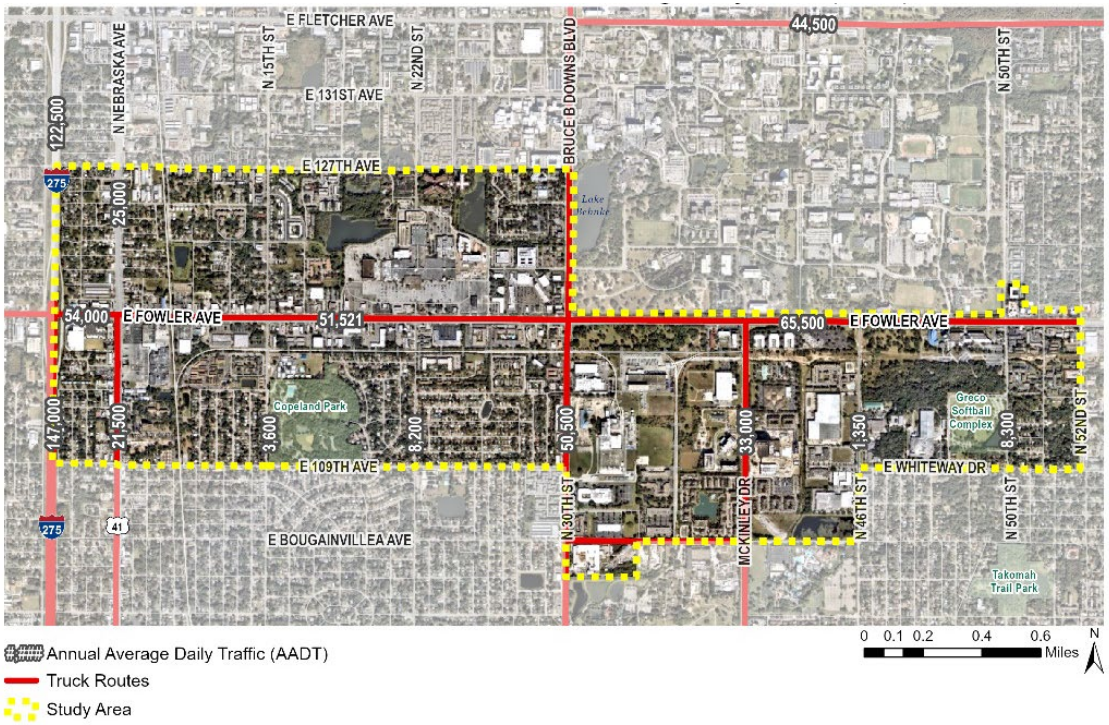


Figure 21 shows truck routes and the Annual Average Daily Traffic (AADT) volume. Five roadways serve as truck routes within the study area, including Fowler Avenue. Except for I-275 on the western border of the study area, Fowler Avenue has the highest AADT volume compared to other major roadways in the area, which daily traffic volumes ranging from 51,000 – 65,500 on average. The second highest traffic volume is on N. 30th Street/Bruce B Downs Boulevard, with an AADT volume of 50,500. These traffic volumes, coupled with the fact that Fowler Avenue and other major roadways are truck routes, can also create a barrier to multimodal transportation. High volumes of traffic and freight vehicles can pose a safety and comfort challenge to pedestrians, bicyclists, and transit users. The Fowler Avenue PD&E study, as well as FDOT's programmed urban corridor improvements, will address these challenges. See Section 2. Existing Plan Review (pg. 11) for more details.

Figure 21. Truck Routes and Annual Average Daily Traffic (AADT)



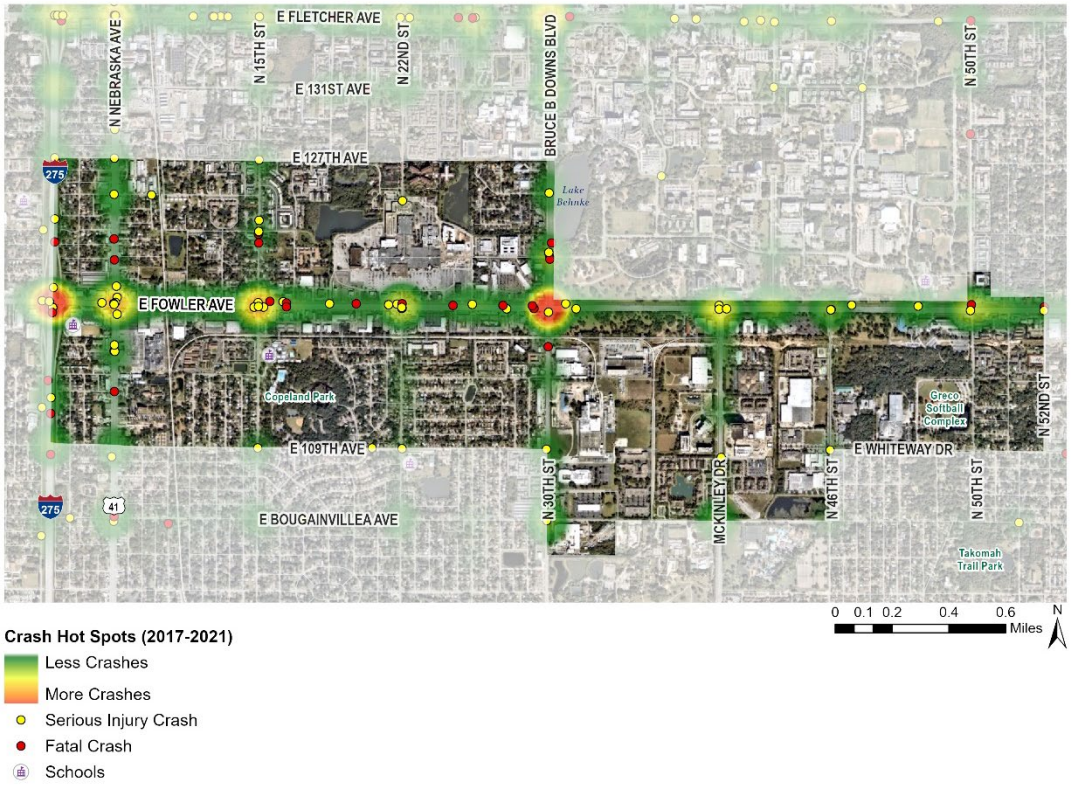
Safety

Safety is a major concern within the study area. Figure 22 shows the crash density in and around the ***Fowler Avenue Vision Plan*** study area from 2017 to 2021, along with locations of crashes that resulted in serious injuries or fatalities. **There are a total of 4,254 crashes within the study area in the five-year period. Of these crashes, 21 have resulted in a fatality and 63 have resulted in a serious injury.**

The most common type of crash in the study area are rear end crashes (53.4%), followed by angle (14.4%) and sideswipe crashes (14.1%). Rear end and angle crashes are common at or near intersections, driveways, or access points, while sideswipe crashes often occur as drivers abruptly change lanes. The heat map to the right supports this data, as it shows that the greatest density of crashes occurs at major intersections. The intersections with the highest crash rate in the five-year period include:

- Fowler Avenue and I-275
- Fowler Avenue and Nebraska Avenue
- Fowler Avenue and N. 15th street
- Fowler Avenue and Bruce B Downs/N. 30th Street

Figure 22. Crash Density (2017-2021)



The crash density at the intersections of Fowler Avenue and I-275 and Fowler Avenue and N. 15th Street poses additional safety concerns given the proximity of schools to these intersections (IDEA Victory School and Shaw Elementary). These intersections should be further evaluated to determine the number of students who are using these intersections to walk or bike to school and consider implementing traffic calming and safe crossing interventions to increase safety in these areas.

Figure 23 shows crashes involving a bicyclist or pedestrian and Figure 24 shows the bicycle and pedestrian crash density in the study area. **From 2017 to 2021, 173 crashes involved a bicyclist and/or pedestrian, amounting to 4.1% of total crashes in the study area**. Most bicycle and pedestrian crashes occurred along the travel way of Fowler Avenue and Nebraska Avenue. The intersections with the highest density of bicycle and pedestrian crashes include:

- Fowler Avenue and Nebraska Avenue
- Fowler Avenue and N. 15th Street (highest crash density)
- Fowler Avenue and N. 22nd Street (University Mall access)
- Fowler Avenue and Bruce B Downs Boulevard/ N. 30th street

Of the 83 crashes that involved a pedestrian, 19 resulted in serious injury (22.9%) and 12 resulted in fatality (14.5%) (Figure 24). Of the 72 crashes that involved a bicycle, four resulted in serious injury (5.6%) and two resulted in fatality (2.8%). Of the 18 crashes that involved both a pedestrian and a bicyclist, none resulted in serious injury and two resulted in fatality (11.1%). **Out of all crashes that resulted in fatality or serious injury (84), 46.4% involved a pedestrian or bicyclist. These statistics show that despite crashes involving a bicyclist and/or pedestrian accounting for only 4.1% of total crashes, they disproportionately result in serious injury or fatality.**

Figure 23. Bicyclist and Pedestrian Crashes (2017-2021)

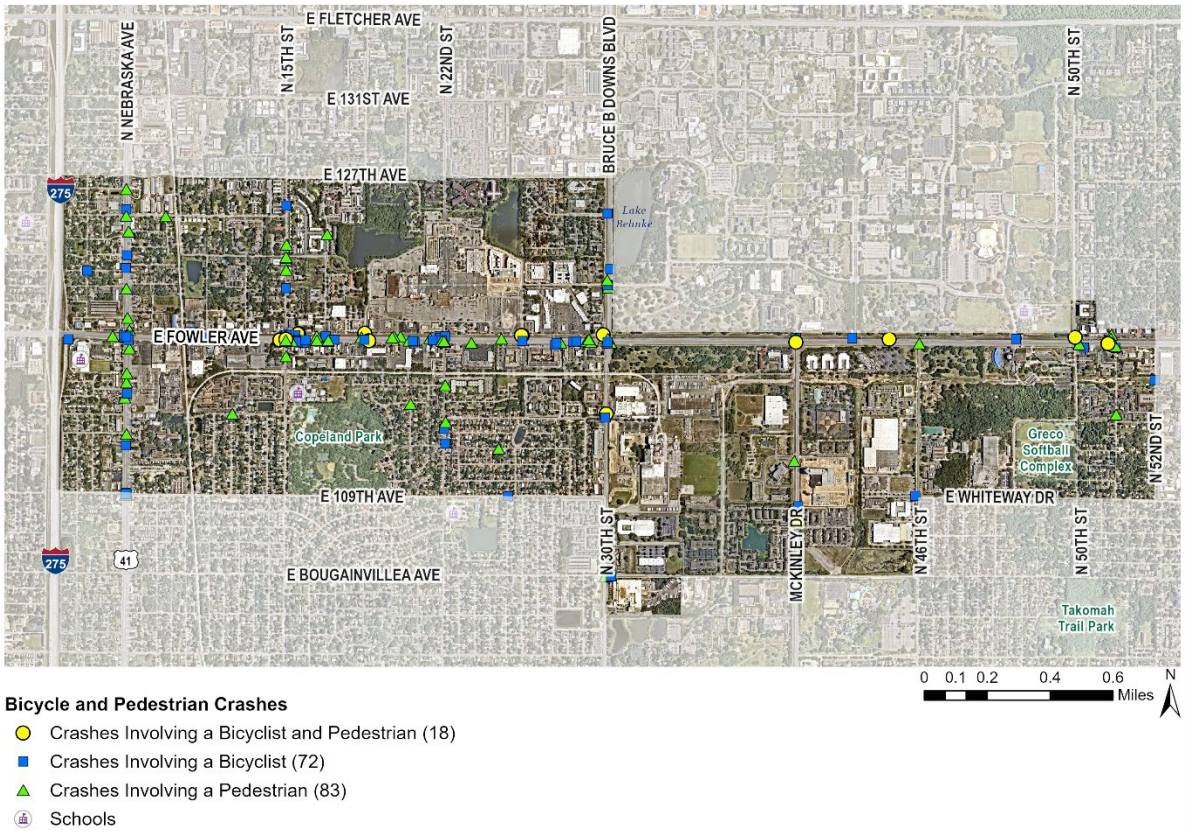
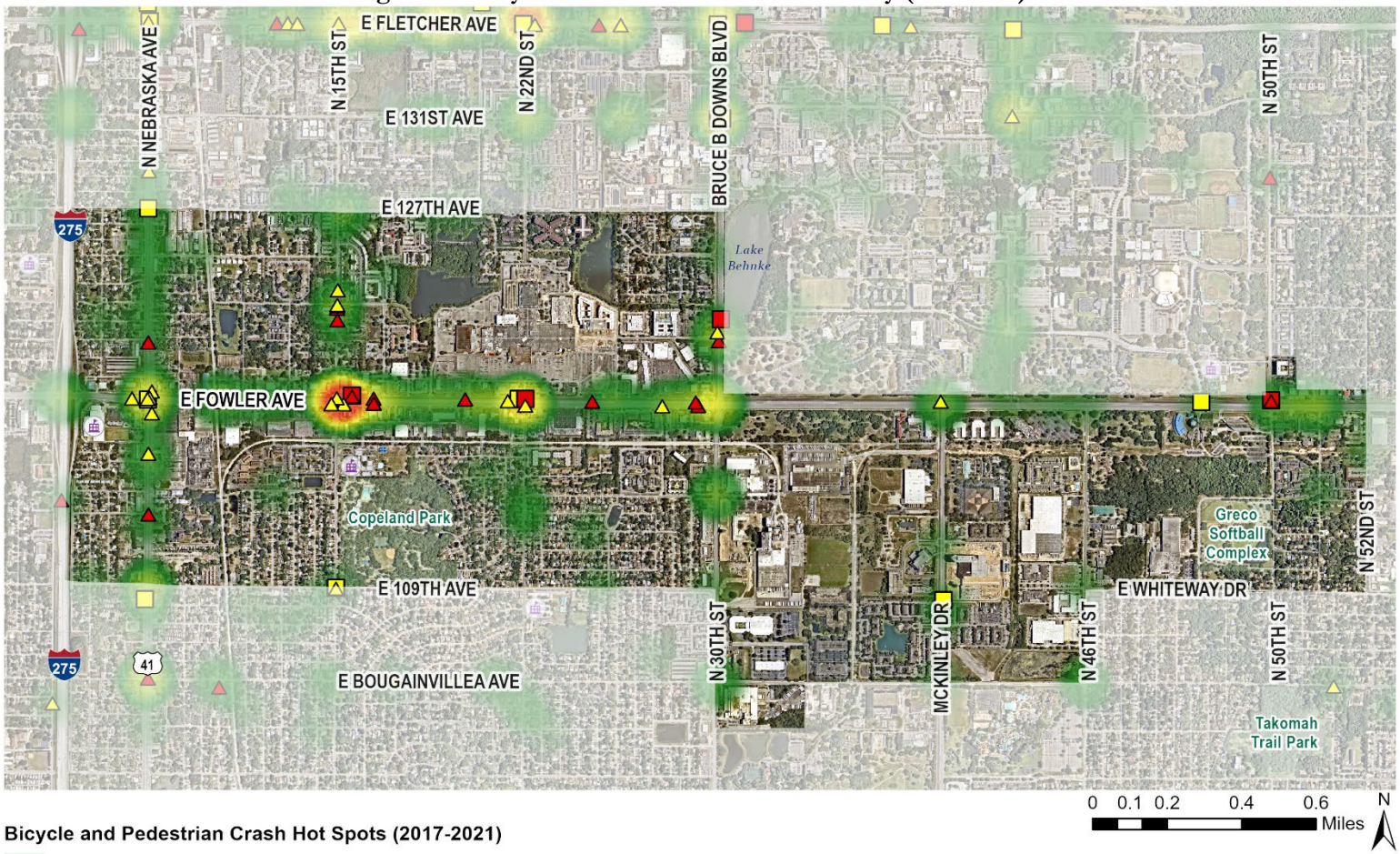


Figure 24. Bicycle and Pedestrian Crash Density (2017-2021)



Existing Multimodal Characteristics

The study area's pedestrian network is displayed in Figure 25, along with the Pedestrian Level of Service (LOS) for major roadways. Fowler Avenue and the other major north-south roadways are covered by sidewalks on both sides of the road. There is also a complete sidewalk network in the neighborhoods south of Fowler Avenue between the CSX railroad track and N. 30th Street, while the neighborhoods north of Fowler have a sparser sidewalk network. There is one paved trail in the study area, which runs through Copeland Park and is well connected to the surrounding sidewalk network.

Despite having a relatively comprehensive sidewalk network, the Pedestrian LOS along major roadways, such as Fowler Avenue, Nebraska Avenue, and Bruce B Downs Boulevard is rated LOS D or LOS F. Pedestrian LOS is determined through the analysis of several variables, including the characteristics of roadways, traffic control devices, presence and type of multimodal facilities, and traffic volume. Pedestrian LOS of D or F indicates that as traffic flow increases along these roadways, conditions for pedestrians become more uncomfortable and/or unsafe. In contrast, Pedestrian LOS of A or B that can be seen along N. 15th Street, N. 22nd Street, and E. 109th Avenue would indicate that pedestrians' level of comfort is relatively unaffected by traffic flow.

Figure 25. Pedestrian Facilities and Level of Service (LOS)

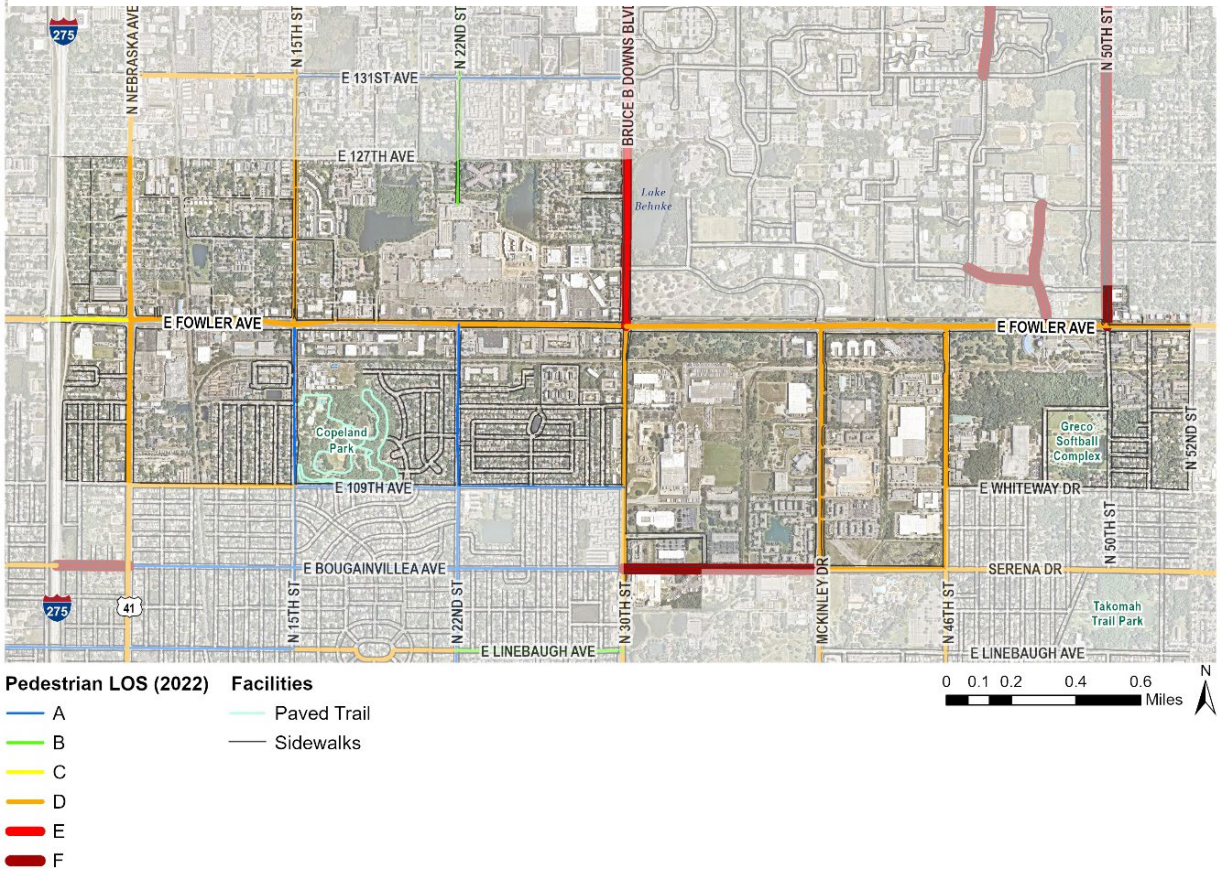


Figure 26 shows bicycle facilities within the study area and Figure 27 shows the Bicycle LOS along major roadways, including those that do not have bicycle facilities. The bicycle network consists of on-street designated bike lanes along Fowler Avenue, Nebraska Avenue (north of Fowler Avenue only), Bruce B Downs Boulevard, and McKinley Drive/N. 40th Street. The on-street bike lanes on Fowler Avenue are protected with bollards, while the bike lanes long Nebraska Avenue, Bruce B Downs Boulevard, and McKinley Drive are designated by a white stripe and are not protected. On the southeastern study area boundary, Bougainvillea Avenue/Serena Drive is marked with sharrows, indicating that bicycles can share the travel lane with vehicles.

Bicycle LOS is determined through the same methodology as the Pedestrian LOS described on pg. 71. Like Pedestrian LOS, the Bicycle LOS in the study area is predominantly rated LOS D, E, or F. Major north-south roadways, such as Nebraska Avenue and Bruce B Downs Boulevard, are rated as LOS E on portions of the roadways where no bicycle facilities exist, thus indicating that these routes are likely to cause significant discomfort and/or stress for cyclists. Despite the presence of on-street designated bike lanes on Fowler Avenue, the corridor is rated LOS D, E, or F, most likely due to the significant daily traffic volumes along this roadway.

Given the high degree of traffic volume we see along these roads (especially Fowler Avenue) and the disproportionate number of crashes involving bicyclists and pedestrians that result in serious injury or fatality along these roads and at major intersections, interventions to increase the safety and comfortability of biking and walking within the study area are needed. The LOS analysis can help guide decisions about where to site new multimodal facilities, where to route pedestrians and bicycles as they navigate through the area, and where additional safety measures are needed. Recommendations are discussed in the Redevelopment Vision (Chapter 3 of the ***Fowler Avenue Vision Plan***) and will be further analyzed through the ongoing *Fowler Avenue PD&E Study* (see Section 2. Existing Plan Review for more details).

Figure 26. Bicycle Facilities

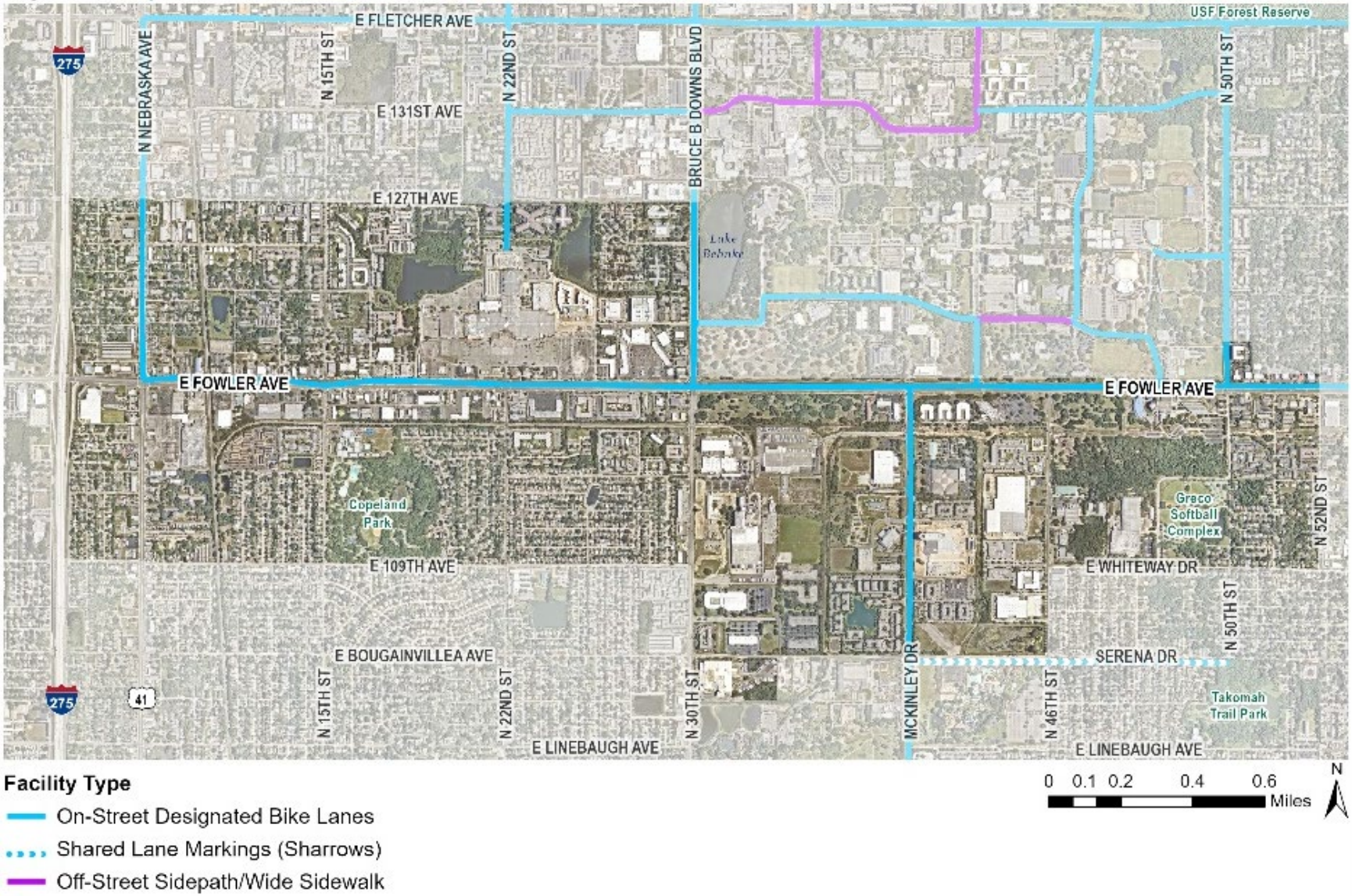


Figure 27. Bicycle Level of Service (LOS)

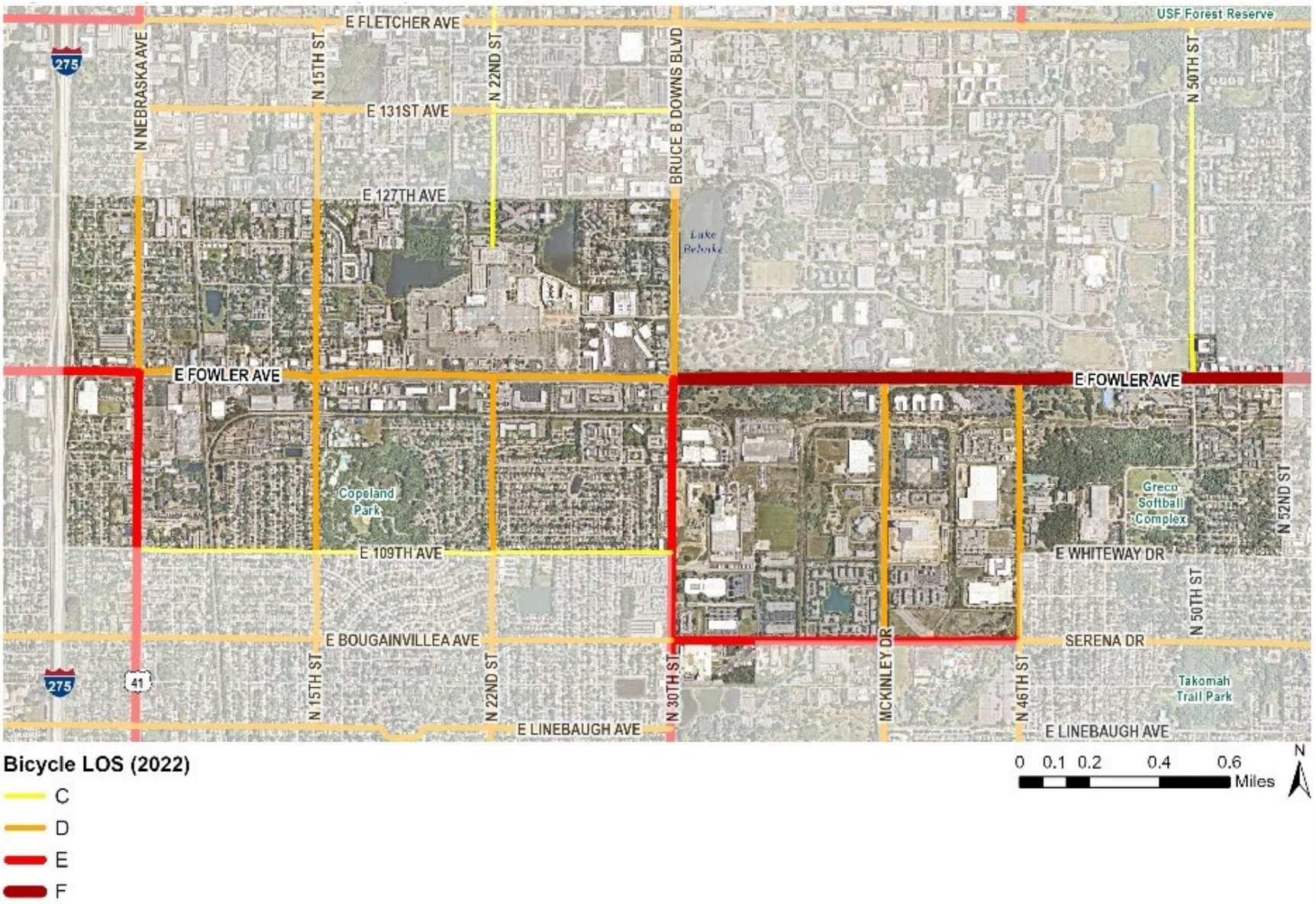


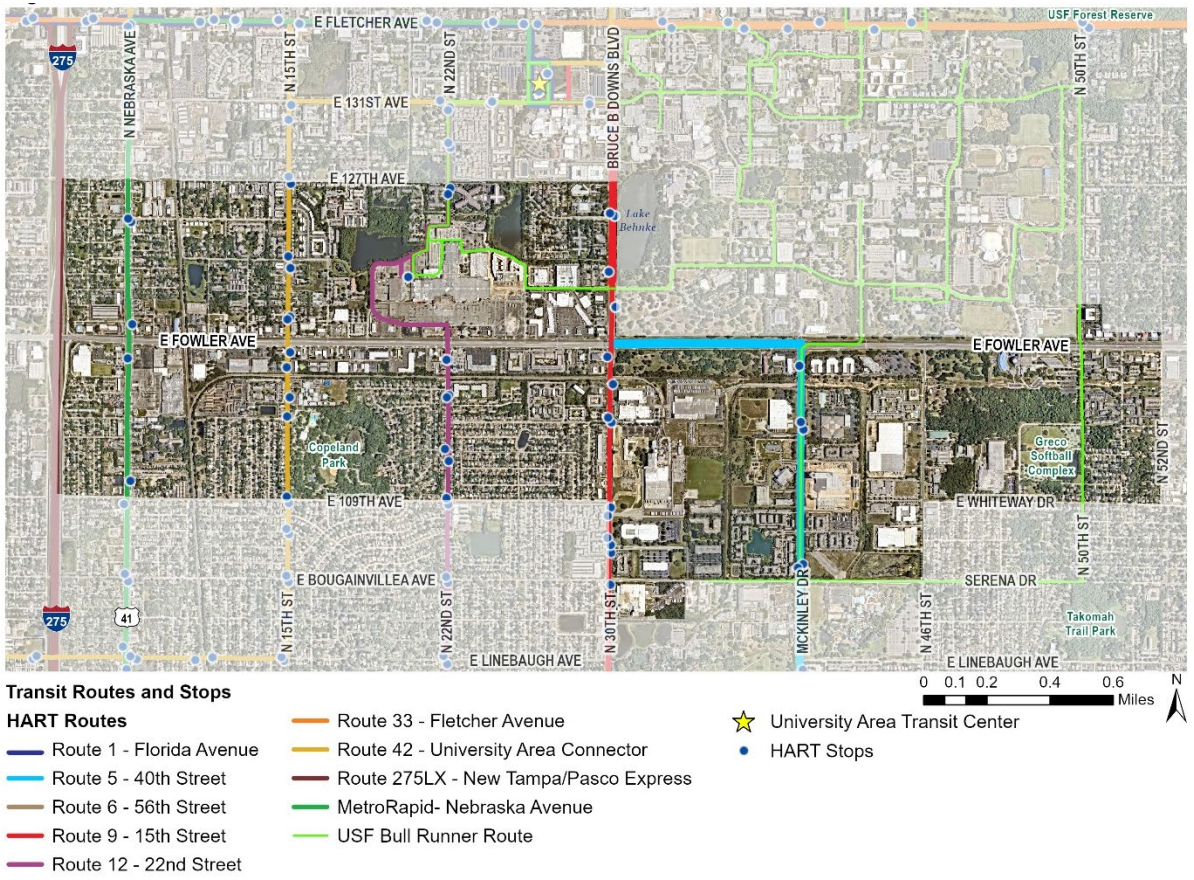
Figure 28 shows transit routes and stops in and around the study area. The study area covers 47 HART stops that are served by six distinct routes: the MetroRapid (Nebraska Avenue), Route 42 (University Area Connector), Route 12 (22nd Street), Route 9 (15th Street), Route 5 (40th Street), and the USF BullRunner.

In its Transit Development Plan (TDP) for Fiscal Years 2021 through 2030, Hillsborough Area Regional Transit Authority (HART) has listed the following improvements in the funded action plan:

- Route 12 (22nd Street) – 15-minute frequency on weekdays
- Route 42 (University Area Connector) – 30-minute frequency on weekends, create a weekend bi-directional loop
- Route 9 (15th Street) – 15-minute frequency on weekdays and 30-minute frequency on weekends

In addition, HART is currently working with FDOT and local stakeholders to conduct a Bus Rapid Transit (BRT) Corridor Design-Engineering Study that focuses on Fowler Avenue and Nebraska Avenue. More information about the progress of the BRT Corridor Study can be found in Section 2. Existing Plan Review.

Figure 28. Transit Facilities



Section 7. Opportunities and Constraints

This section presents the major opportunities and constraints observed in the study area by synthesizing the information gathered in the preceding existing conditions analysis with key takeaways from public feedback received at the first ***Fowler Avenue Vision Plan*** Open House and Virtual Listening Session in December 2022. A summary of the takeaways from these engagement activities is provided below, and a full summary of all public engagement efforts undertaken throughout this Plan can be found in *Chapter 3: Community Vision* of the *Fowler Avenue Vision Plan*.

Key Takeaways from December Public Engagement Activities

Transportation

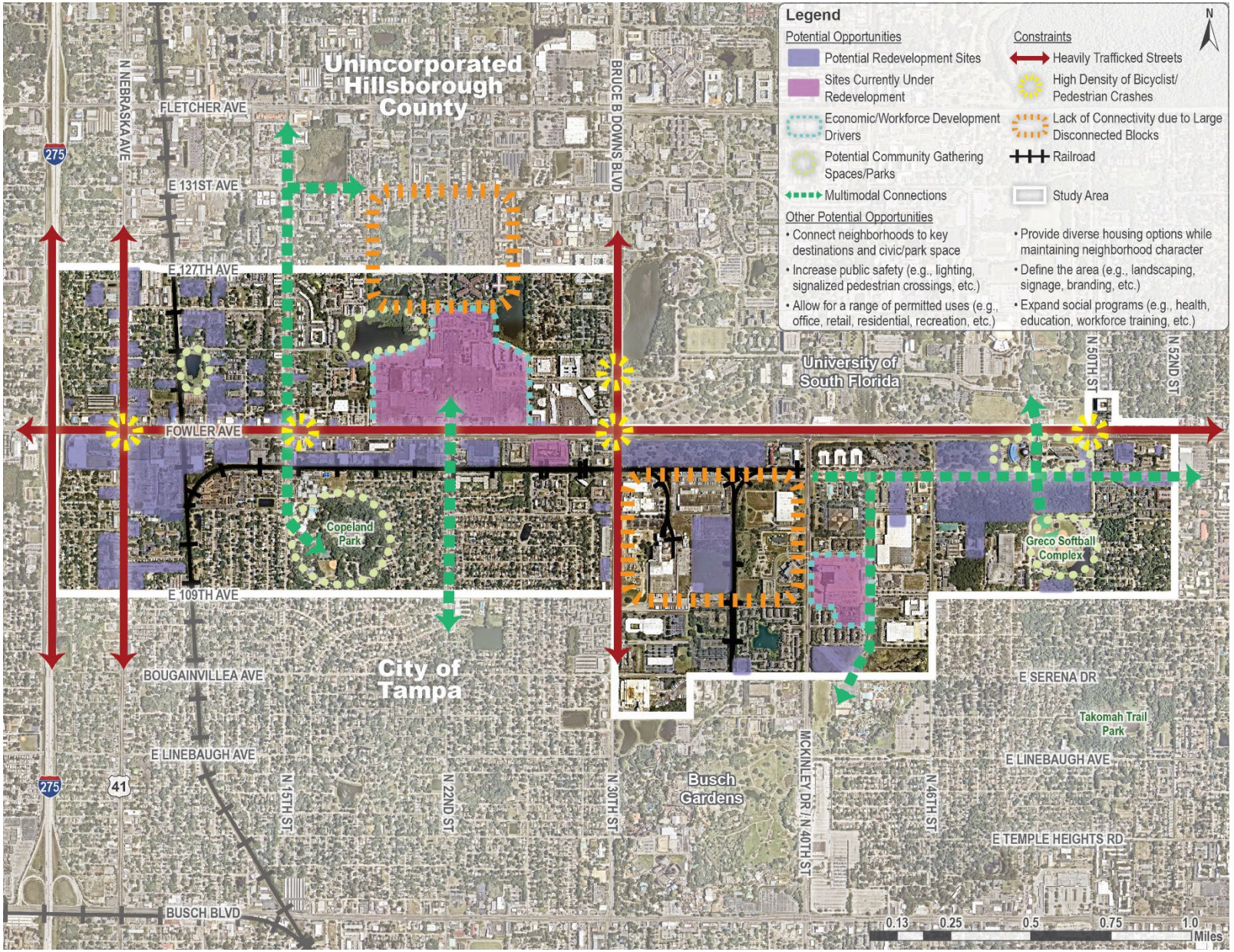
- Safety improvements needed for pedestrians and bicyclists – specifically noted were separated bike lanes, crosswalk improvements, and sidewalks in existing gaps
- Improved public transportation service – specifically noted was BRT
- Connectivity between shopping centers along Fowler Avenue

Land Use

- Need for diverse housing options that are affordable (i.e., not just multi-family apartments)
- Need for additional landscaping, shade trees, and greenspace
- Façade improvements for older buildings
- Need for mixed-uses with more density
- Need for employment opportunities that offer quality jobs and a livable wage
- Desired land uses include a library, grocery store, and more spaces for community gatherings and events

Figure 29 provides a visual representation of the area's opportunities and constraints. Opportunities portrayed on the map include potential sites for redevelopment, economic and workforce development drivers, potential community gathering/socializing spaces, and multimodal connections. Constraints include heavily trafficked streets, intersections with a high density of bicycle and pedestrian crashes, large, disconnected blocks that disrupt a street grid pattern, and the CSX railroad. Each of these categories is described in further detail below, followed by intangible opportunities and constraints pertaining to the study area.

Figure 29. Opportunities and Constraints



Opportunities

Potential Redevelopment Sites

The areas identified in the Vacant and Underutilized Sites analysis (pg. 45) are potential sites that can be redeveloped to achieve the Community Vision for the Fowler Avenue area. When asked about the types of land uses that redevelopment should include, attendees at both the Visioning Workshop and Virtual Listening Session listed a grocery store, a variety of housing types, local/ family-owned businesses, public/civic spaces for the community to gather and socialize, and mixed-use developments that encompass shopping, housing, green space, and entertainment uses. Larger potential redevelopment sites that front Nebraska Avenue and Fowler Avenue, along with those identified on the map as currently under redevelopment, can be catalytic for transforming the area into a vibrant activity center with a range of options for shopping, dining, recreating, living, and working—just as the community envisions. Smaller sites, such as those that front E. 127th Avenue, N. 30th Street, and between Nebraska Avenue and N. 15th Street, present an opportunity for neighborhood-scale infill development that could include neighborhood markets, cafés, personal and family services (e.g., childcares, laundromats, medical offices, etc.), community centers, or parks, parklets, and greenspace.

Economic and Workforce Development Drivers

Economic and workforce development drivers are sites that have the potential to create livable wage jobs, draw people in from outside the study area to spend their money in the local economy, and catalyze future investment and development. There are two sites currently under redevelopment that present these opportunities: Rithm @ Uptown (formerly known as University Mall) and the new Moffitt Cancer Center (located on McKinley Drive/N. 40th Street between Fowler Avenue and Bougainvillea Avenue). Once completed, the new Moffitt Cancer Center will include a state-of-the-art surgical hospital, driving medical innovation and care for both the study area and Tampa Bay region. The Rithm @ Uptown development will be a 100+ acre mixed-use development featuring life sciences and technology research facilities, corporate offices and co-working spaces, specialized medical clinics, retail and entertainment, lodging, and residential units. Both developments have the potential to define the study area as an innovation hub and attract new industries while growing the industries in which the area already has a competitive advantage. While this opportunity will draw new investment to the area, it will be important to implement equitable development strategies and workforce training programs to mitigate displacement and provide residents who currently live in the area with the opportunity to qualify for these new jobs.

Potential Community Gathering Spaces and Parks

A key takeaway from public engagement efforts was that people who live in and around the study want more spaces to gather, socialize, get to know neighbors, and connect with the broader community. In addition, the equity analysis revealed that the portion of the study area north of Fowler Avenue has less access to parks than the southern portion of the study area (pg. 40). The potential community gathering spaces and parks identified on the map show areas that have the potential to provide these social, civic, and green spaces to residents. The two areas marked on the map north of Fowler Avenue are currently stormwater facilities that could be opportunities for bringing active greenspace or parklets to

residents on the north side of Fowler Avenue[7]. Additionally, the Museum of Science and Industry (MOSI) has been discussed as a potential site for redevelopment within the County for years. If redeveloped, this space could be used to provide residents with the civic infrastructure they asked for during the ***Fowler Avenue Vision Plan*** Visioning Workshop and Virtual Listening Session, such as a library, community center with amphitheater, and/or outdoor, family-friendly recreational areas. The other opportunities are existing parks—Copeland Park to the west of N. 30th Street and Greco Softball Complex to the east N. 30th Street—that could be utilized for community events that allow residents to connect with one another. The multimodal connections discussed below seek to provide safe and comfortable active transportation options (e.g., walking or biking) to connect residents on both the north and south side of Fowler Avenue to these spaces.

Multimodal Connections

Other key takeaways from public engagement efforts revolved around improved multimodal transportation options to connect people to key destinations and other major corridors. Public comments included enhanced transit (e.g., BRT or light rail), separated and protected bike lanes, sidewalk improvements, and community trails that are separated from the roadway and connect to greenspaces/parks. The multimodal connections depicted on the map show just some of the opportunities for connecting existing neighborhoods to current and future destinations like USF, Busch Gardens and Adventure Island, Rithm @ Uptown, Copeland Park, Greco Softball Complex, as well as other corridors that are undergoing multimodal improvements, such as E. 131st Avenue (see Complete Streets Improvements summary on pg. 35). Additional study will be needed to determine feasibility, cost, and which multimodal improvements are most appropriate for these areas.

Other Opportunities

In addition to the land use and transportation opportunities depicted in Figure 29, there are other physical or intangible opportunities that can address the community's concerns and work towards achieving the goals of the ***Fowler Avenue Vision Plan*****:**

- **Increase safety both generally and specifically related to pedestrians and bicyclists.** This could be achieved through enhanced street lighting, signalized pedestrian crossings (especially in areas with a high pedestrian/bicyclist crash density, see pg. 70), reducing speed limits, providing public education on the use of crosswalks and Rapid Flashing Beacons (RFBs), and/or increasing police presence in the area to better enforce speed limits and traffic laws.
- **Allow for a range of permitted uses.** As demonstrated in the Regulatory Assessment (pg. 61), while the future land use categories within each jurisdiction are intended for mixed-use developments, many of the zoning districts within the study area are restrictive and do not allow both residential and commercial uses (i.e. they either allow residential or allow commercial, but rarely both), essentially rendering a mixed-use development impossible in these zones. *Chapter 5: Redevelopment Strategies* explores the policy and regulatory options Unincorporated Hillsborough County and the City of Tampa could implement to allow a range of uses around key corridors within the study area.

[7] Additional study is needed to determine the feasibility and cost turning these stormwater facilities into active greenspace or parks.

- **Provide diverse housing options that are attainable/affordable to a range of households, while still maintaining neighborhood character.** Many comments received during public engagement efforts mentioned the need for more housing, more housing that is affordable, and different types of housing. The Vulnerability to Displacement and Household Income analyses (pgs. 38 - 39) also revealed the need for attainable and affordable housing options within the area, given the disproportionately low median household income compared to the City of Tampa and Hillsborough County as a whole. Attainable and affordable housing can come in many forms, from "missing middle" housing types (e.g., duplexes, triplexes, fourplexes, garden/bungalow court apartments, villas/townhomes) to low-mid-rise apartment buildings. Providing a diversity of housing options allows people at any stage in life to find housing that fits their needs and can also ease the transition from high-density, mixed-use development areas to established neighborhoods. Height transitions, step-backs, and design guidelines can also be established so that new housing developments will better fit the character of existing neighborhoods.
- **Define the area**. Another key takeaway from public engagement efforts was the desire for placemaking and beautification throughout the study area. Landscaping, street trees, signage, and branding can all be used to define the Fowler Avenue area and create a sense of place that highlights the unique attributes of the community.
- **Expand social programs**. Several workshop and virtual listening session attendees expressed the need for social programs to support residents in the area. Expanding health care access, educational opportunities, and workforce training programs will provide residents with opportunities for upward social mobility, especially as new jobs that may require technical/specialized knowledge are created in the area.

Constraints

While the study area is ripe with opportunity, there are also constraints that pose barriers to implementing the goals and objectives of this Plan. These constraints can be viewed as challenges, but they are not unsolvable. Therefore, each of the constraints summarized below must also be recognized as opportunities that can be worked on over time to bring the study area closer to its envisioned potential.

Heavily Trafficked Streets

It is apparent from both the Transportation Assessment (pg. 65) and feedback gathered through public engagement efforts that traffic and congestion are a major challenge in the area. The crash density map (pg. 68) shows how the major roadways within the study area present unsafe conditions for all roadway users. For example, even though the study area has separated, and even protected, bike lanes on all its major streets, the public expressed feeling too unsafe to bike due to the high volume of traffic on these streets (e.g., Fowler Avenue, Nebraska Avenue, and Bruce B Downs Boulevard). In addition, these major roadways also present physical barriers—separating neighborhoods from one another and discouraging connectivity due to safety concerns when crossing these streets. For these reasons, multimodal opportunities should be sought out on streets that experience lower levels of traffic volume to increase pedestrian and bicyclist safety and comfort. Additionally, traffic calming and landscaping can be used to increase safety and create gateways along the more heavily trafficked roadways.

Intersections with a High Density of Bicycle and Pedestrian Crashes

This constraint and the one discussed above work in tandem. The highest density of bicycle and pedestrian crashes is observed at intersections where Fowler Avenue meets other major roadways, such as Nebraska Avenue and Bruce B Downs Boulevard, and along Bruce B Downs Boulevard at University Square/USF Pines Drive. The safety interventions discussed previously present an opportunity to increase safety in these areas.

Lack of Connectivity due to Large, Disconnected Blocks

Throughout the study area, there are several large blocks that disrupt a street grid pattern and present a challenge to creating a well-connected, pedestrian-friendly environment. Large blocks discourage multimodal connectivity by creating indirect routes for pedestrians and bicyclists, and also act as physical barriers that disconnect neighborhoods from key destinations. One workshop attendee succinctly described the study area as "disjointed." At the same time, if these large blocks are redeveloped (e.g., University Mall and the industrial area to the south of Fowler Avenue between N. 30th Street and McKinley Drive/N.40th Street), they provide significant re-developable area that can be used for larger-scale mixed use developments and present an opportunity to establish a gridded street pattern, thus increasing connectivity. For large blocks that contain established neighborhoods, such as the area to the north of University Mall, opportunities for multi-use trails can be sought out to increase connectivity by creating more direct routes into activity centers without increasing traffic or constructing new roadways.

Other Constraints

Like the *Opportunities* section above, there are additional constraints that cannot be mapped but are still worth noting:

- **CSX Railroad.** The CSX railroad presents a physical barrier that limits connectivity and multimodal options in the northwest and southern areas of the study area. However, in the area south of Fowler Avenue between McKinley Drive/N. 40th Street and N. 46th Street where the CSX Railroad tracks have been vacated, an opportunity exists for re-purposing this government-owned land for use as a multi-use trail that connects into the pedestrian bridge to USF, recreational areas, and other key destinations.
- **Concerns over public safety.** Some of the feedback received through public engagement efforts focused on feeling unsafe due to crime in the area. Some community members expressed a desire for increased police presence in the area, while others advocated for better community infrastructure, such as parks, community centers, sidewalks, lighting, and trails, to get more eyes on the street and provide neighbors with the opportunity to connect so they can look out for one another.
- **Differing Policy and Regulatory Environments.** As previously noted, the study area is comprised of Unincorporated Hillsborough County to the north of Fowler Avenue and the City of Tampa to the south of Fowler Avenue. While the Comprehensive Plans and future land use elements are fairly aligned between the two jurisdictions, there are incongruent development requirements applied through their respective zoning ordinances that make it challenging to deliver developments that embody the vision for the area. The differing regulatory environments also contribute to the perception that the area is "disjointed" and lacks a unique character because there are completely different sets of regulations on each side of Fowler Avenue.

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