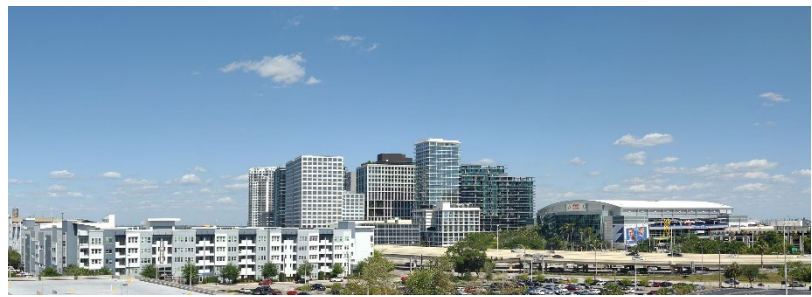


**Hillsborough County
City-County
Planning Commission**



August 2023

FUTURE LAND USE SECTION RECOMMENDATIONS FOR THE TAMPA COMPREHENSIVE PLAN

Hillsborough County City-County Planning Commission

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INTRODUCTION

The purpose of this report is to provide a set of recommendations for updates to the Future Land Use section of the Tampa Comprehensive Plan. The recommendations focus on the Future Land Use categories and policies meant to shape the use, character, and density/intensity of new development.

The work was completed by a consulting team tasked with conducting an independent assessment and making recommendations for best practices that can be used in Tampa. The recommendations are based on feedback from stakeholders and policy makers at the Hillsborough County City-County Planning Commission and the City of Tampa, and on a detailed assessment of the existing policies. While completing the assessment, the team has also identified areas of potential policy coordination between the Comprehensive Plan and the City of Tampa Land Development Code.



This assessment is part of the Live Grow Thrive 2045: Tampa Comprehensive Plan Update. The Vision Statement and Vision Themes for the update, both developed through community input, are shown on the figure on the left.

The Planning Commission has worked closely with the City of Tampa in the creation, vetting and presentation of these recommendations.

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BACKGROUND

COMPREHENSIVE PLAN 2045 UPDATE

The Hillsborough County City-County Planning Commission, in coordination with the City of Tampa, is overseeing a plan update process that will lead to in-depth revisions to the Tampa Comprehensive Plan through the 2045 horizon year. Public outreach took place during the first half of 2022 to create a Vision (see previous page) that was adopted unanimously by Tampa City Council in August 2022. This vision will form the basis for the Comprehensive Plan update and informs changes being proposed to the Future Land Use section. The update will also be informed by the results of the outreach, research, analysis, and recommendations documented in this report. Policy recommendations included in this report have been formed during the first half of 2023 and are being refined through a number of engagements scheduled for August and September of 2023. The plan amendments to implement these changes would be initiated as early as February 2024. If adopted, the updated Plan would become policy in mid-year 2024.

PLANNING CONTEXT

There are several planning processes going on in Tampa that are related to issues in the Comprehensive Plan. These complementary processes will inform the Comprehensive Plan alongside this assessment.

Housing Policy Update

The City of Tampa's affordable housing policy has recently been reviewed by the Housing Affordability Advisory Team, which was established in 2019. The Team recommended emphasizing the affordable housing bonus provision by placing it in its own separate section of the Land Development Code, rather than in a list of various available incentives. It also recommended several new incentives including density bonuses, express permitting, fee waivers (as permitted by law) and parking requirement reductions. The Team highlighted the connection between transportation and land use and recommended a need for transit-oriented development and increased alignment between Tampa's housing and transportation agendas.

Housing Needs Assessment

The City of Tampa is undertaking a housing needs assessment that is being completed in 2023. This project will complete the housing data and analysis needed for the Comprehensive Plan as well as address Land Development Code updates that are needed to implement the new policies that arise in the ongoing Comprehensive Plan update.

Transportation

Tampa Mobility Plan

Tampa M.O.V.E.S. (which stands for Mobility, Opportunity, Vision, Equity, and Safety) is the City's transportation plan to address the mobility issues facing Tampa. This plan outlines transportation objectives, priorities, and initiatives for the next 30 years. The plan was completed and released in 2023. The implementation efforts, including an ongoing mobility fee study, could recommend changes to the mobility fee structure.

HART TOD Study

Hillsborough Area Regional Transit (HART) conducted a pilot project to define an area for TOD in Tampa in a ½ mile buffer from the alignments of the HART Arterial BRT, the existing Tampa Streetcar, and the planned InVision Tampa Streetcar Extension. The pilot study established four place types within the TOD study area and made land use recommendations within that framework, as well as general land use recommendations for TOD. Recommendations include establishing compatible permitted uses within TOD areas, including high-density residential, affordable housing, convenience retail and service, employment-intensive uses, and public uses, including public green space

and open space (e.g. plazas). Another recommendation was enabling walkable urban form within TOD areas by encouraging small block sizes, alleys, and safe walking and biking routes.

FUTURE LAND USE ASSESSMENT FINDINGS

Existing Plan and Research Review

The project team conducted a strengths, weaknesses, opportunities, and threats (SWOT) analysis to generate general feedback about the Comprehensive Plan, the efficacy of the Plan's land use categories and policies to implement the Goals of the Plan, and the status of the Planning Commission relative to the other stakeholders of the Tampa Comprehensive Plan. The SWOT analysis work session included Planning Commission staff members and was facilitated by the consulting team for the project. The SWOT analysis identified parts of the plan that were unclear and ambiguous, and where stronger policies are needed. These issues were carried through to the policy recommendations.

To identify best practices and innovations in other cities that could be applied to Tampa, six comprehensive plans from comparable cities in Florida and around the Southeast were reviewed. The plans were reviewed with regard to their treatment of future land use categories (especially mixed-use), affordable housing, density bonuses and other incentives, urban design, and historic preservation.

Major takeaways from the review include:

- The vision for where growth will occur in the city can be articulated more clearly.
- Place types can be a more holistic and potentially less limiting way to envision future land uses compared to density-based categories.
- Transit-oriented development areas can benefit from density minimums and parking maximums.
- Density bonuses for affordable housing should be generous and supplemented with other incentives, such as expedited permitting and design flexibility.

Performance Measure Analysis

A series of performance measures were developed to demonstrate historical trends from 2010 to present and forecast development to 2045. These measures were designed to address the Live Grow Thrive 2045: Tampa Comprehensive Plan Update Vision Statement and some of the associated Vision Themes. The performance measures provide a broad snapshot of change in a variety of dimensions, grouped into four main categories: development, land use, housing, and transportation/accessibility. Full documentation of the performance measures is included in the Future Land Use Assessment report documenting Phase I of the project.

Outreach

The project team held a number of listening sessions during the first half of the project to understand the impact of the Tampa Comprehensive Plan Future Land Use categories and associated policies, as well as garner feedback on what improvements can be made. The listening sessions included meetings with Tampa Homeowners Association of Neighborhoods (THAN), the Tampa Bay Builders Association, representatives of the Citizens Advisory Committees of the City of Tampa CRAs, and City of Tampa staff. There were also individual meetings with City Council members as part of this phase.

The following themes were raised during the listening sessions for the project:

- With respect to Tampa moving in the right direction, many said yes, and many said it depends on who you ask or what part of the city you are talking about.
 - Participants who said yes pointed to new developments and investment in the city overall.
 - Participants who had concerns clarified by raising issues of access to opportunity, neighborhood reinvestment and the negative effects of development without adequate infrastructure to serve it.

- Housing affordability is affecting many throughout the city.
- There were many comments about the need to have adequate or higher levels of density and intensity in the Comprehensive Plan.
- There were concerns raised about the height and scale of projects, consistency of new development in neighborhoods, and approving new development without adequate infrastructure to support it.
- There were several comments related to the current process of using and interpreting the Comprehensive Plan and the Land Development Code (LDC). There were also concerns raised over the process of approving development.

Participants saw an opportunity to improve the amount and type of information available to understand the Comprehensive Plan policies and how they are applied.

The project team held a public meeting on September 21, 2022 to seek structured feedback. The following key conclusions came from this public outreach event and subsequent online feedback.

- Most respondents found it somewhat difficult to understand how the FLU categories affect development decisions.
- There is overall strong agreement that Tampa is moving in the right direction, based on the recent past and present situation. Infill development and public investment have increased access to economic opportunity, goods and services, and quality of life amenities.
- Top issues that the public felt needed to be considered in the land use element update include:
 - Affordable housing and access to services
 - Better transit access
 - Provision of infrastructure not keeping up with new development
- Transit-oriented development is an emerging opportunity, as is the redevelopment of CRAs and under-utilized spaces on major corridors

After the public meetings, City Council was briefed on what was heard in the meetings, as well as preliminary recommendations for the topics in this report.

POLICY RECOMMENDATIONS

The following is a listing by topic of the recommendations for potential changes to the Tampa Comprehensive Plan (“the Plan”). These recommendations have been developed through the process of assessing current documents, analyzing performance measures, reviewing best practices, and responding to the feedback received from stakeholders and the public.

It is acknowledged that some recommendations are best addressed in the Land Development Code (LDC) rather than the Comprehensive Plan. However, these types of recommendations will be included for a complete approach to policy development. **LDC recommendations developed during this project are for advisory purposes only and are being identified to suggest what would best complement existing and potential new policies in the Comprehensive Plan.**

The recommendations provided here and elsewhere in this report will be further refined as the update continues. This additional refinement will be based on engagement activities to be held in August 2023 and formal feedback from the Planning Commission and Tampa City Council. Specific plan amendments to implement the recommendations will be initiated in early 2024.

OVERALL PLAN UPDATES

Usability of Document

- Simplify and reduce the amount of text throughout the Future Land Use Section of the Plan.
- Clarify commonly used words, such as “Center City”, in a definitions section.
- Add pictures, diagrams, or illustrations to demonstrate the intended outcomes of FLU categories and other policy provisions.
- Update the Vision Map for the Plan to align with the updated growth strategy.

General Desired Outcomes

- Ensure that City Council members are provided adequate information on the role of the Comprehensive Plan in decision-making for new development.
- Improve Plan policy guidance on the conversion of land from non-residential to residential uses.
- Respond to planned infrastructure improvements and maximize the efficient use of land.
- Resolve the mismatch between FLU and LDC policies that are driving a higher-than-expected number of Planned Development proposals. This is primarily implemented in the LDC; however, clearer policies in the Comprehensive Plan will facilitate implementation.
- Locate areas appropriate for infill housing compatible with single-family detached neighborhoods to promote missing middle housing and address housing affordability.
- Clarify the role of City staff in working with the Plan.

Comprehensive Plan vs. LDC

The following distinctions are provided to clarify the respective roles of the Comprehensive Plan versus the Land Development Code in addressing specific policy functions.

- The Comprehensive Plan should regulate the following aspects of future land use:
 - Density and FAR bonus ceilings by FLU
 - Density and FAR bonus ceilings by bonus type
 - Area of coverage and/or locational criteria for bonuses
 - Other criteria for the use of bonuses
 - Design principles
- The Land Development Code should regulate the following aspects:

- Specific development standards for qualifying for bonuses
- Specifics for how to achieve various types and levels of density bonuses
- Compatibility controls and design regulations
- Zoning districts designed for responding to Comprehensive Plan provisions

LAND DEVELOPMENT CODE RECOMMENDATIONS

Through this assessment, the team has identified areas of potential policy coordination between the Comprehensive Plan and the City of Tampa Land Development Code. This will be needed, especially relative to the bonus provisions being recommended as described in this report.

While the Comprehensive Plan sets forth the overarching vision and purpose of the future land use categories and establishes an incentive structure to guide and shape development, the City can control development through zoning and the Land Development Code, particularly in the areas of site design and policy. The following types of strategies could be employed to further refine and clarify where and how some of the incentives being proposed in the Comprehensive Plan can be used.

Site design

- Height or number of stories maximums
- Setbacks
- Parking strategy
- Stormwater requirements
- Open space requirements

Policy

- Limitation of use of PD zoning districts
- Limit bonusing as a function of zoning district rules
- Limit zoning districts that can take advantage of bonuses
- Number of unit or building are minimums to qualify for bonuses (i.e. minimum project size)
- Lot size minimums to qualify for bonuses
- Limitation of development within the Coastal High Hazard Area

To organize and articulate the above, the team recommends the City of Tampa adopt design standards that ensure new projects are compatible with their surroundings and enhance the design quality of the city's neighborhoods.

FUTURE LAND USE CATEGORIES

Number of Categories, Density and Intensity Ranges

Existing

There are currently 27 FLU categories. Seven are residential categories with varying density ranges. Ten are mixed-use categories, two of which (NMU-16 and NMU-24) are not present in the FLU map, and two of which (TU-24 and GMU-24) are being phased out. FLU categories are generally able to accommodate the type of development the Comprehensive Plan is intending to incentivize. Having a large variety of land use categories allows for flexibility and appropriately reflects the potential for a wide range of places, but some categories are similar and the ways in which they are differentiated needs to be made clear.

Desired Outcome

Ensure that FLU categories have the flexibility to accommodate the range of development types needed in Tampa.

Recommendations

- The existing Future Land Use categories will generally remain as they are in terms of the number and types of categories and the current densities and intensities. While it is recognized that there are some gaps in densities and intensities in the current categories, these gaps will be filled through targeted density and intensity bonuses.
- Explore combining the CMU-35 and CC-35 categories, which are largely similar, and implement locational criteria for where Commercial Intensive uses can be applied in the CMU-35. Staff is still examining the feasibility of this change.
- The reasons for using bonuses as a primary tool rather than changes to the base categories are as follows:
 - Increasing densities or intensities by right cannot be undone because of the Bert Harris law. Implementing increased density in a reversible way, like through voluntary bonuses, allows the City to adapt to change and stop any unforeseen adverse effects.
 - Density bonuses can be used to increase density in more targeted areas, such as around transit stations, rather than sweepingly throughout entire FLU categories.
 - Bonuses help the City fulfill other policy goals, such as increasing the supply of affordable housing and promoting sustainable building techniques.

FLU Promotion of Affordable Housing

Existing

The FLU categories do not directly address publicly supported affordable housing units, but they do address the diversity of housing types that would lead to naturally occurring affordable housing within neighborhoods.

Desired Outcome

Have policies that allow neighborhoods and centers to be generally inclusive of a diverse range of housing types that can increase supply and create naturally occurring affordable housing.

Recommendations

- Ensure that all residential and mixed-use FLU categories have enabling language that allows diverse housing types, including accessory dwelling units (ADUs).
- Allow single-family attached anywhere in R-10, contingent on the adoption of design and massing guidelines in the LDC.
- Integrate affordable housing incentives into bonus incentives.

- Ensure affordable housing bonus structure recommendations will facilitate designated affordable housing units in new market rate developments.
- Coordinate updates to Land Development Code language regarding proposed bonus structure.
- Consider land use and development regulation policy tools that generate sustainable sources of revenue to support the City's initiatives aimed at maintaining housing affordability in the city.

FLU Promotion of Mixed-Use

Existing

There are ten mixed-use FLU categories in the Plan. FLU regulations do not specify a percentage for uses within a category, and they are not intended to require mixed-use in every individual development. Mixed-use FLUs are currently about 45% residential overall (by parcel), up from about 35% residential in 2010. This is a positive change, as more residential is needed to accommodate growth, and increasing residential in mixed-use areas gives more people access to jobs and services.

The Planning Commission undertook a study of the mixed-use provisions in the Plan in 2021, at the request of the City of Tampa. The purpose of the study was to examine the existing policy and guidance related to mixed-use in the Plan, compare it with other jurisdictions, and make recommendations to clarify the treatment of mixed-use in the Plan. These recommendations are productive and aligned with the other recommendations that follow.

The following recommendations were given in the mixed-use study:

- Clearly define mixed use in the Plan, including clarifying the difference between a mixed-use development and a mixed-use land use category.
- Encourage or require mixed-use developments with non-residential uses on the ground floor in areas where it is appropriate and supported by transit.
- Align mixed-use policy with Capital Improvement Program projects.

Desired Outcome

Establish a permanent policy for mixed-use bonus that increases the opportunities for more non-residential development in mixed-use projects. Increase the amount of residential development in commercial corridors over the next ten years.

Recommendations

- Define and clarify the difference between a step up in density/intensity and a bonus. The step up is an increased base density/intensity given as-of-right to vertical mixed-use developments in applicable FLU categories. Bonuses are voluntary incentives that can be applied for, which provide a percent increase in the density or intensity of an individual project.
- Retain the use of the step up in density and intensity in Mixed-Use categories and remove the existing LDC-based bonus provisions and replace with the bonus structure described in this report.
- For the LDC, ensure that zoning districts maximize the flexibility of uses (i.e., allowing residential by right in commercial districts).
- Update the mixed-use step up in FAR bonus requirements and criteria in the LDC as follows:
 - Criterion A change from .5 to .35 acres
 - Criterion B change to allow on collectors and arterials (not just arterials)
 - Criterion C retain requirement for vertical integration of two uses
 - Criterion D (new) require 5% of the total building square footage (gross floor area) or 1,500 square feet, whichever is greater
 - Criterion E (new) require the smaller (by square footage) of the two uses must be on the ground floor

- Allow for bonusing on top of the mixed-use step up in density based on satisfaction of criteria for different bonus types.

Historic Preservation and Ybor City Local Historic District

Existing

Historic preservation is included in the plan to protect the character of designated historic districts and ensure that new development does not adversely affect them. All development in designated historic districts, including alterations, demolition, relocation, and new construction, is reviewed by an Architectural Review Commission.

Ybor City Local Historic District is identified in several FLU categories as a location where the permitted FAR of non-residential uses is higher. Ybor City has its own architectural review board, The Barrio Latino Commission (BLC). Ybor City developed an updated Vision 2020 Master Plan. This plan suggests incentivizing private development with density/intensity bonuses. The plan notes that achieving the permitted FAR maximum is unattainable in many locations due to BLC interpretations of street context for adjacent contributing historic structures; however, a mapping analysis was done to identify locations where higher densities and intensities than are currently permitted would create redevelopment potential. Overall, the community seems to be supportive of increasing the density and intensity of development, as long as it is targeted and supports the Vision Plan outcomes.

Desired Outcome

Protecting the character of historic districts while allowing them to be vibrant, thriving parts of the city by aligning Plan policies with community and revitalization plans and initiatives. Ensuring that the allowable densities/intensities promote development that is in harmony with the historic character in terms of scale, form, and use. To align policies in the Plan relating to the Ybor City Local Historic District with their Vision 2020 Plan.

Recommendations

- Revisit that no other changes are needed to protect the historic districts and accomplish the goals of the plan. One general example would be exploring limiting the number of units per structure in historic districts rather than density per acre to promote missing middle housing in scale with the neighborhood. Another example may be limiting the bonuses/intensity to maintain existing character.
- Encourage community planning in historic districts and align Plan policies with community plans and local revitalization initiatives.
- Review the Ybor City Vision 2020 Master Plan and address the recommendations in the current update of the Comprehensive Plan, or via a secondary planning process with the City, as appropriate.

Diversity of Housing Types (Accessory Dwelling Units and “Missing Middle”)

Existing

Currently, the Comprehensive Plan permits Accessory Dwelling Units (ADUs) in certain areas of the city. ADUs may be considered in most single-family FLUs if they are associated with an owner-occupied single-family residence that is built on a single deeded lot. In addition, ADUs may not count as a separate unit when calculating density under certain conditions. ADUs are “considered” in the lowest-density residential FLUs (SMU-3, SMU-6, R-3, R-6). R-10 allows “limited” townhomes and duplexes, while still “predominantly” single-family. Overall, of the acreage in Tampa that allows residential uses, only 20% is in FLUs that restrict missing middle housing types. However, the supply of missing middle housing has not increased to the extent that housing needs have demanded.

Desired Outcome

To ensure that a diversity of housing types is enabled and encouraged throughout Tampa to increase the supply and affordability of housing.

Recommendations

- Allow single-family attached anywhere in R-10, contingent on the adoption of design and massing guidelines in the LDC.
- Remove the ADU requirement for the primary residence to be owner-occupied, in line with the Affordable Housing Advisory Team’s recommendation.
- While the existing FLU definitions do not preclude missing middle housing in most cases, other barriers may exist. Review the existing processes and policies to identify other potential barriers. These may include:
 - Regulations in the LDC that restrict missing middle housing types, such as requirements for garages and other design standards;
 - Developer fees and the cost of satisfying procedural requirements or gaining approval of development approvals (e.g. impact fees charged per unit);
 - Development regulations that may not be suited to small multifamily buildings; and
 - Parking requirements that are unattainable for multifamily developments on small lots.

DENSITY BONUSES AND OTHER INCENTIVES

Application of Density Bonuses

Existing

The City of Tampa provides a number of different density or intensity bonuses and other incentives to developments that are located in particular areas or provide a particular public benefit. These incentives are spread throughout Tampa’s policy structure, with some in the Comprehensive Plan, some in the LDC, and some not appearing in either place. The existing bonus structure treats each bonus type in isolation, reducing uptake and creating uncertainty for projects that may qualify for more than one.

Desired Outcome

Create a clear policy for combining the various types of bonuses available, including which bonuses are compatible, in which FLU categories each bonus can be applied, and how bonuses can combine with each other in a single project.

Recommendations

- Establish density bonus types with ceilings by FLU category. The various types of bonuses can be applied cumulatively until the Future Land Use category bonus ceiling is reached.
 - Some bonuses can be applied to intensity (FAR) rather than density (number of units). See Appendix A for recommendations of where to apply bonuses as FAR rather than density.
- The Mixed-Use incentive is applied as a step up in three FLU categories (UMU-60, CC-35, and CMU-35). This bonus should be implemented as a base step-up in density, with other applicable density bonuses (e.g. for affordable housing units) applied on top. See the next section (Proposed Bonus Structure) for a detailed recommendation for how to combine this with other bonuses.

Table 12 shows the recommended application of the various bonus types, with an example maximum bonus, how to qualify for the bonus, and where each bonus type is available.¹

Table 1: Application of bonus types

Bonus Type	Bonus Maximum	Qualifying	Application
Affordable Housing	100%	Affordable housing unit thresholds	Citywide
Transit	100%	Presence of committed transit or Transit Emphasis Corridor	stop/station areas; ¼ mile buffer
Efficient and Resilient Buildings	25%	Official certification	Citywide
CBD Periphery	100%	Residential or mixed-use project	Defined periphery area

Affordable Housing Incentives

Existing

The current Plan suggests an Affordable Housing Bonus but does not implement it. Section 27-140 of the LDC states that a development providing 10% of its units as affordable housing are eligible for bonus density. Those units must be affordable at 80% - 120% AMI for the City of Tampa. The amount of the bonus to be granted is calculated using a formula involving the construction cost per square foot and the market value of the land (taking into account whether the location is in a special district such as the CBD Periphery or an Urban Village).

The City of Tampa currently has a Housing Affordability Advisory Team, established in 2019. The team recommended emphasizing the affordable housing bonus provision by placing it in its own separate section of the Land Development Code, rather than in a list of various available incentives. It also recommended several new incentives including bonus density, express permitting, fee waivers (as permitted by law) and parking requirement reductions.

Desired Outcome

To increase Tampa’s supply of homes affordable to lower to moderate income households that are high-quality and have access to opportunities and services through enhanced development incentives.

¹ The consideration of bonuses within the Coastal High Hazard Area (CHHA) are pending the update to the related CHHA language in the Coastal Management Section. It is recommended that density bonus incentives not be allowed within the CHHA except where growth is encouraged and envisioned, such as downtown, CRAs, and Westshore. Other incentives for affordable housing would still be allowed within the CHHA.

Recommendations

- Enable a density bonus of up to a certain percent for new developments that set aside a certain percentage of affordable units. The density bonuses are recommended to be on a sliding scale, where bonuses increase with the percentage of units that are affordable and the level of affordability provided by the mix of units.
 - Consider requiring density, rather than FAR, to be used to determine density bonus to yield better outcomes regarding unit size.
 - Establish a payment in lieu system with a value per dwelling unit. When the required percentage of affordable units results in a fraction, the developer can choose to round up to create an additional unit, or round down and pay the fee in lieu proportional to the fraction. The value of the fee should be reviewed periodically to keep up with changes in the market.
- The affordable housing density bonus, as well as other applicable density bonuses, can be applied cumulatively until the specified ceiling is met.
- Offer other types of regulatory and financial incentives to supplement or replace density bonuses. These bonuses can be offered when the density ceiling is met.
 - Such incentives include fee waivers, expedited permitting, reduced parking, mitigation relief, and other regulatory relief.
- Study the potential for a city-wide linkage fee for new non-residential development. This fee, paid on a per square foot basis, would go into the City's Affordable Housing Trust Fund, to be used discretionarily to provide and promote affordable housing in Tampa.

Targeted Bonuses within FLU Categories

Existing

Several residential and mixed-use FLU categories provide bonuses up to a set amount for developments that meet "performance provisions." These are not defined in the Plan but are defined in the LDC. Some categories (UMU-60, CC-35, CMU-35) have additional density permitted for vertical mixed-use development.

Desired Outcome

Clarify the policy language to ensure that targeted bonuses create the desired density while incentivizing development in growth areas, affordable housing, and amenities in line with Tampa's vision.

Recommendations

- Ensure that the range of densities/intensities in the Plan categories aligns with and meets the intent of the LDC bonus provisions.
- Remove performance-based density/intensity increases for the following categories: Residential-20, Residential-35, Residential-50, Residential-83.
- Vertical mixed-use bonuses in UMU-60, CC-35, and CMU-35 can be implemented as a base step-up in density, with other applicable density bonuses (e.g. for affordable housing units) applied on top.

Transit Oriented Development

Existing

The current Comprehensive Plan suggests a transit-oriented development (TOD) bonus for developments located within the TOD overlay, which had not yet been defined at the time of the Plan's adoption in 2016. Hillsborough Area Regional Transit (HART) conducted a pilot project to define an area for TOD in Tampa in a ½ mile buffer from the alignments of the HART Arterial BRT, the existing Tampa Streetcar, and the planned InVision Tampa Streetcar

Extension. The pilot study established four place types within the TOD study area and made land use recommendations within that framework, as well as general land use recommendations for TOD.

Desired Outcome

Create a clear policy for TODs that reflect the work done by the HART pilot study as well as Transit Emphasis Corridors (TECs), and result in mixed-use, transit-supportive density around stations with amenities and design that actively support transit use.

Recommendations

- Establish a tiered system of transit density bonuses, with a higher tier around fixed guideway transit stops (TOD) and a lower tier in TECs.
- Establish minimum densities within TOD areas that become less intense with increasing distance from the stop/station. This concentrates the most density immediately adjacent to the station and creates a natural transition to surrounding neighborhoods.
- Clearly articulate the requirements to get a transit density bonus and ensure that they serve the goal of promoting transit use (such as reduced parking, bike and pedestrian amenities, vertical mixed-use, public space).
- Include a percentage of affordable units as a requirement to get a transit density bonus. Non-residential developments must pay an equivalent fee in lieu to get the density bonus.
- Set parking maximums rather than minimums to incentivize transit use, reduce the cost of development, and promote the efficient use of space. This would be implemented in the LDC.
- Establish permitted uses in TOD and TEC areas to include high-density residential, affordable housing, convenience retail and service, employment-intensive uses, and public uses, including public green space and open space (e.g. plazas).
- Enable walkable urban form, encouraging small block sizes, alleys/laneways, and safe walking and biking infrastructure. The LDC should require master plans for development of large sites in TOD and TEC areas.

Node Bonuses

Existing

The Plan establishes a “node bonus” that applies to Neighborhood Nodes and Community Nodes. These nodes are defined by a radius from a given intersection - ¼ mile for Neighborhood and ½ mile for Community. A 25% density bonus is awarded for developments located within nodes. To get the bonus, developments must provide amenities such as vertical mixed-use, enhanced streetscape, and bicycle parking/paths. The node concept is currently under-utilized in the Plan; there are only five Neighborhood Nodes and one Community Node, all of which are in Central Tampa in the Seminole Heights area.

The Plan includes an objective to use these nodes to focus growth to the Seminole Heights Urban Village. Seminole Heights is an Urban Village, part of which is also a designated historic district. A community planning process identified locations for nodes to reconnect the community that was divided by the interstate. While the node concept originated in the Seminole Heights plan, its use can be expanded throughout the city to focus mixed-use growth in targeted areas.

Recommendations

Consideration was given to expanding the use of Neighborhood Nodes beyond Seminole Heights to use throughout Tampa. However, it was determined that this policy would be redundant with other policy provisions.

CBD (Central Business District) Periphery Bonus

Existing

Projects located in the periphery of the CBD may be considered for density and intensity bonuses. They must be residential or mixed-use projects, with permitted uses controlled by the underlying FLU category. Bonuses are limited to 100% of the maximum density or intensity permitted within the underlying FLU. The project must be rezoned to the appropriate site plan-controlled zoning district to ensure that that adequate buffering and any other applicable mitigation measures are afforded to adjacent uses. The current structure does not promote inclusion of affordable housing, since the bonus is capped, and developers could not get an additional bonus for inclusion of affordable units.

Desired Outcome

To increase the amount of high-density housing with access to the CBD and its associated amenities.

Recommendations

- Include a percentage of affordable units as a requirement to get the bonus.
- Remove the requirement to rezone to a site plan controlled zoning district and find another strategy for addressing compatibility concerns (e.g. site and building design criteria).
- Consider a tiered periphery bonus structure that adjusts the bonus down adjacent to the established neighborhoods that surround downtown.

OTHER LAND USE POLICY PROVISIONS

Mixed-Use Corridors

Existing

Mixed-use corridors are one of the four types of “growth areas” listed in the Plan’s land use strategy. The intent is to transform major corridors to include a broader mix of uses, horizontally and vertically, with higher-density housing, retail, and services, and to support existing and future transit. Mixed-use corridors have “mixed-use centers” that are designated using mixed-use FLUs. The exact locations of mixed-use corridors are not specified in the plan, but a number of corridors are listed which are “transit emphasis corridors” and have potential for redevelopment. The Plan suggests tailoring redevelopment to individual corridors through studies and/or community planning processes. Four FLU types are used along these corridors to ensure their harmony with adjacent neighborhoods.

Desired Outcome

To direct Tampa’s growth along mixed-use corridors that are vibrant and pedestrian-friendly and align the Future Land Use categories along the corridors with transportation strategies.

Recommendations

- Remove mixed-use corridors as a separate designation. Mixed-use corridors are already subject to the regulations of mixed-use FLUs, including the mixed-use bonus. Most of these corridors are also Transit Emphasis Corridors and are likely to become TOD areas based on existing or future frequent transit service.
- Allow the consideration of the three levels of the Neighborhood Mixed Use (NMU-16, NMU-24, and NMU-35) categories city-wide rather than limiting the categories to identified growth areas.

Urban Villages

Existing

Urban villages are another of the four types of “growth areas” listed in the Plan’s land use strategy. There are nine Urban Villages, all located within the Central Tampa planning district. Most align with Community Redevelopment Areas (CRA), and some are also designated historic districts. Some urban villages have had an adopted secondary planning process, such as a neighborhood plan or a CRA plan. They are intended to create a “distinctive, high-quality built environment” that respects “Tampa’s unique historic, environmental, and architectural context, and create memorable places that enrich community life.”

Desired Outcome

Revised policy guidance to create Urban Villages that balance the need to accommodate new growth, preserve unique character of existing places, foster housing and housing affordability, and provide adequate transportation infrastructure to serve the needs of the areas.

Recommendations

- Eliminate Urban Villages as a policy designation. Instead, promote the goals of urban villages through an expansion of CRAs, including incentivization of CRA strategies, and neighborhood and community goals with policies oriented to the areas covered by the CRAs.
- Policies for urban villages that are not CRAs are currently being considered.
- Consider sunseting community plans that are over ten years old.
- Include policies in the Plan that strengthen the economic development and revitalization potential of CRAs.
- Promote the rehabilitation of housing, incentives for affordable housing, new business development, development of brownfields and the adaptive re-use of properties.

Employment Centers

Existing

Employment Centers are another of the four types of “growth areas” listed in the Plan’s land use strategy. There are three: the Central Business District (CBD), Westshore Business Center, and the University of South Florida Business Center. The intent of these areas is to serve as the city’s premier employment centers. Planning efforts in each center require coordination with its own organization (e.g. Tampa Downtown Partnership, Westshore Alliance).

Desired Outcome

Maintain adequate office space for future employment growth, while ensuring there is an adequate mix of services and opportunities for living in established centers. Accommodate the highest density and intensity development within the city.

Recommendations

- Use Central Business District (CBD) and Regional Mixed Use-100 FLUs in appropriate areas, as well as TOD where applicable, to maximize density, transit viability, and walkability in Employment Centers.
- Streamline the Comprehensive Plan by removing concepts of “Employment Areas in Growth Planning Districts” and the Economic Development Overlay and achieve the desired ends using other existing policy tools.

Planning Districts

Existing

The Comprehensive Plan designates five planning districts, each with their own unique characteristics. There are some limited policies associated with each related to character and desired uses, but they do not have a strong regulatory purpose.

Desired Outcome

Define the purpose of the five planning districts, including having them used to track and demonstrate the performance of the Comprehensive Plan in meeting its goals and objectives.

Recommendations

- Transition planning districts from a policy designation to a monitoring tool. The differences in development patterns and growth opportunities between these parts of the city still make the planning districts a valuable part of telling the story of Tampa, but they are too large and internally diverse to be a suitable basis for policy.
- Make no change to the boundaries of planning districts, to maintain comparability between past and future years.
- Limit new and reevaluate existing policies from the Plan that are implemented through planning district designations, and transition to other geographic approaches.
- Encourage updates to the LDC to remove policies based on planning districts.
- Continue to use planning districts as a tool for summarizing data and performance measures to track the performance of policies and the equitable distribution of outcomes.
- Continue to use planning districts for forecasting, to summarize where growth is going.

PROPOSED BONUS STRUCTURE

The City of Tampa gives density or intensity bonuses and other incentives to developments that are located in particular areas or provide a particular public benefit. The existing bonus structure treats each bonus type in isolation, creating uncertainty for projects that may qualify for more than one. In many cases, these qualifications are mutually beneficial (such as providing affordable housing in a TOD area), and it is important to incentivize those situations through a bonus structure that allows bonuses and other incentives to combine. This section details the recommended bonus structure.

PROPOSED BONUS TYPES

Tampa's Land Development Code currently provides the following bonuses:

- Affordable Housing (10% or more of the project's units at up to 120% of Area Median Income)
- Transfer of Development Rights from another site
- Payment towards a Capital Improvement Project (transportation, sidewalk, etc.)
- LEED Certification
- Incorporating public parking on-site
- Payment for Transit operational subsidy
- Utility relocation/underground
- Installation of graywater system

The following bonuses are proposed to be included in the Comprehensive Plan and Land Development Code and to replace the current bonus structure:

- Affordable Housing – providing a certain percentage of affordable units within a project
- Transit – developments located in TOD or TEC areas that incorporate transit-oriented design principles
- Efficient and Resilient (E&R) buildings – environmentally sustainable building construction and design
- Graywater – a graywater system within a project
- Mixed-use – a step up in density available in certain areas for mixed-use projects
- CBD Periphery – an incentive to locate development in the CBD periphery (i.e. around downtown)

Affordable Housing Bonus

To incentivize the creation of affordable housing units in mixed-income development, bonus density can be awarded to developments that include affordable units. Developments must reach a minimum percentage of affordable units to be eligible for a bonus. Developments can qualify for the affordable housing bonus if:

- at least 20% of the units are maintained as affordable at 120% or less of AMI.
- at least 10% of units are maintained as affordable if at least half of the affordable units are affordable at 80% AMI or less and the remainder are maintained as affordable at 120% AMI or less.
- at least 7.5% of units are maintained as affordable at 80% or less of AMI.
- at least 5% of the units are maintained as affordable at 50% or less of AMI.

Bonuses are awarded on a sliding scale related to the percentage of affordable units and the level of affordability. Units affordable to a lower percentage of AMI correspond to a higher bonus per unit. Table 13 shows suggested density bonuses for various percentages of affordable units at different levels of affordability. The bonuses in the table can be mixed and matched to achieve the desired bonus and composition of units.

Table 2. Example of density bonuses for affordable units

	Very Low Income <50% of AMI	Low Income 50% to 80% of AMI	Moderate Income 80% to 120% of AMI
% affordable units	Bonus	Bonus	Bonus
5%	67.5%	52.5%	10.0%
10%	80.0%	65.0%	20.0%
15%	92.5%	77.5%	30.0%
20%	100.0%	90.0%	40.0%
25%	100.0%	100.0%	50.0%

Transit Bonuses

The transit bonuses apply in areas defined by ¼-mile buffers from rail and bus rapid transit (BRT) stations (Transit-Oriented Development (TOD) areas), as well as bus stops within Transit Emphasis Corridors (TEC). There are two recommended tiers of transit bonuses, each with their own level of bonus.

Transit bonus areas would cease to be regulated as such if there is a degradation or elimination of transit service there, and the bonuses would no longer be available for new development.

To qualify for transit bonuses, a development must:

- Be located within a TOD or TEC area (within ¼ mile of a qualifying transit facility or Transit Emphasis Corridor);
- Include transit-oriented design elements (such as amenities for walking and biking, orientation toward the street or station, etc.); and
- Make an affordable housing contribution, which would be governed by the Land Development Code and could be:
 - A set aside of units in the development (a lower percentage required than through the affordable housing bonus, minimum of one unit);
 - A payment in-lieu (this can be an option; however, set aside units are preferred); and/or
 - A linkage fee for non-residential developments.

TEC Bonus

The TEC bonus is available within ¼ mile of transit emphasis corridors (as defined in the Tampa mobility plan).

The TEC bonus has the following characteristics:

- Bonus is 50% of density and intensity;
- Linkage fee or at least a 5% affordable housing requirement with option for payment in lieu; and
- No minimum density requirements.

TOD

TOD is available where fixed guideway transit is present or committed (i.e. fully funded), and where premium BRT is present. Premium BRT is defined as having high-frequency transit with 20-minute headways or better, operating advantage, operating efficiencies, and permanent infrastructure.

As noted in the TOD recommendations section, these areas would be supported by appropriate zoning regulations for mixed-use, walkable places. Additionally, minimum densities would be applied in two concentric rings. An inner ring of 700 feet from the facility would have the highest density and orientation to the bus facility. An outer ring of ¼ mile would provide a transition between the dense station area and surrounding land uses, while still creating a transit-supportive environment.

Tier 2 TOD has the following characteristics:

- TOD bonus is 100% of density or intensity;
- Linkage fee or at least a 10% affordable housing requirement with option for payment in-lieu; and
- Minimum density requirements (this is recommended for all development, not just developments seeking a bonus).

Efficient and Resilient Buildings

It is recommended that Tampa offer a bonus for developments that use sustainable building techniques, as several other municipalities in Florida currently do. Bonuses can be offered for the following:

- LEED or comparable development;
- Energy conservation and efficiency;
- Alternative energy use, including passive solar practices;
- Water conservation and water quality;
- Use of natural vegetation;
- Use of sustainable or recycled building materials;
- Provision of alternate forms of transportation;
- Provision of open space, including green roofs; and/or
- Provision of electric vehicle (EV) charging stations.

If a development attains LEED certification (or another comparable certification as approved by the City), it may be granted a 15% bonus. This bonus can be increased to 25% if the development also implements two of the other sustainability practices listed above. Other incentives can be offered in place of or in addition to density bonuses, including reduced parking requirements or one-time tax rebates.

This bonus would be enabled as a function of provisions that would need to be included in the LDC. Developments will be approved for the bonus based on design and approved certifications rather than long-term performance.

Graywater

Florida Statutes § 403.892 requires that a 25% density bonus be provided to any development of 25 units or more if at least 75% of the units have a graywater system installed. The bonus goes up to 35% if 100% of the units have a graywater system installed.

Mixed-Use Bonus

Three FLU categories – Urban Mixed Use-60, Community Commercial-35, and Community Mixed Use-35 – increase the permitted intensity by a fixed amount for vertical mixed-use development projects. These are developments with residential and non-residential uses in the same building.

CBD Periphery

Residential or mixed-use projects located in the periphery of the CBD may be considered for density and intensity bonuses of up to 100%. The purpose of the bonus is to increase the amount of high-density housing with access to the CBD and its associated amenities. To get the bonus, a development must include a percentage of affordable units.

APPLICATION OF BONUSES

In many cases, development projects will qualify for multiple density bonuses. The benefits of combining multiple incentivized attributes in a single project (e.g. affordable housing, TOD, and efficient and resilient building) must be balanced with ensuring that development is compatible with the surrounding environment and does not create adverse impacts on neighbors or infrastructure. To create this balance, each FLU category has a bonus ceiling, which specifies a maximum amount of density bonus that can be granted to any development within that category. These bonus ceilings are shown in Table 14. If a project reaches the ceiling but merits additional incentives, other types of incentives can be applied, such as parking reductions or fee waivers. These other incentives can also be applied as an alternative to density bonuses if additional density is inappropriate or not desirable to the developer.

Table 3 | Bonus ceiling by FLU category

FLU Categories		Existing Maximum		Bonus Ceiling		Bonus at Ceiling	
Category	FLU Description	FAR	Dwelling units / net acre	FAR	Density	FAR	Dwelling units / net acre
RMU-100	Regional Mixed Use 100	3.5	100	25%	50%	4.4	150
UMU-60	Urban Mixed Use 60	2.5-3.25	60	25%	50%	4.1	90
CBD	Central Business District	N/A	N/A	0%	0%	N/A	N/A
NMU-16	Neighborhood Mixed Use 16	0.75	16	40%	80%	1.1	29
NMU-24	Neighborhood Mixed Use 24	1	24	40%	80%	1.4	43
NMU-35	Neighborhood Mixed Use 35	1.5	35	40%	80%	2.1	63
CC-35	Community Commercial 35	1-2	35	40%	80%	2.8	63
CMU-35	Community Mixed Use 35	1-2	35	40%	80%	2.8	63
SMU-6	Suburban Mixed Use 6	0.5	6	50%	100%	0.8	12
SMU-3	Suburban Mixed Use 3	0.25	3	50%	100%	0.4	6
R-83	Residential 83	0.65	83	25%	50%	0.8	125
R-50	Residential 50	1	50	40%	80%	1.4	90
R-35	Residential 35	0.6	35	40%	80%	0.8	63
R-20	Residential 20	0.5	20	50%	100%	0.8	40
R-10	Residential 10	0.35	10	50%	100%	0.5	20
R-6	Residential 6	0.35	6	50%	100%	0.5	12
R-3	Residential 3	0.35	3	50%	100%	0.5	6

Some bonuses can be applied to FAR rather than density (number of units). The same bonus yields more units for projects that are evaluated under FAR; therefore, FAR bonuses are set as a percentage of the allowed density bonus. Not all bonuses warrant the same levels for density and FAR. See Appendix B for recommendations of where to apply bonuses as FAR rather than density.

The CBD periphery bonus can exceed the bonus ceilings of the underlying FLUs in the CBD periphery, but no other bonuses can be applied to projects that have exceeded the bonus ceiling. These projects can get other types of incentives for affordable housing and Efficient & Resilient development.

The Mixed-Use Bonus is an incentive, which steps up the density allowed by right in those locations. For these projects, other applicable density bonuses (e.g. for affordable housing units) should be applied as a percentage of the stepped up density.

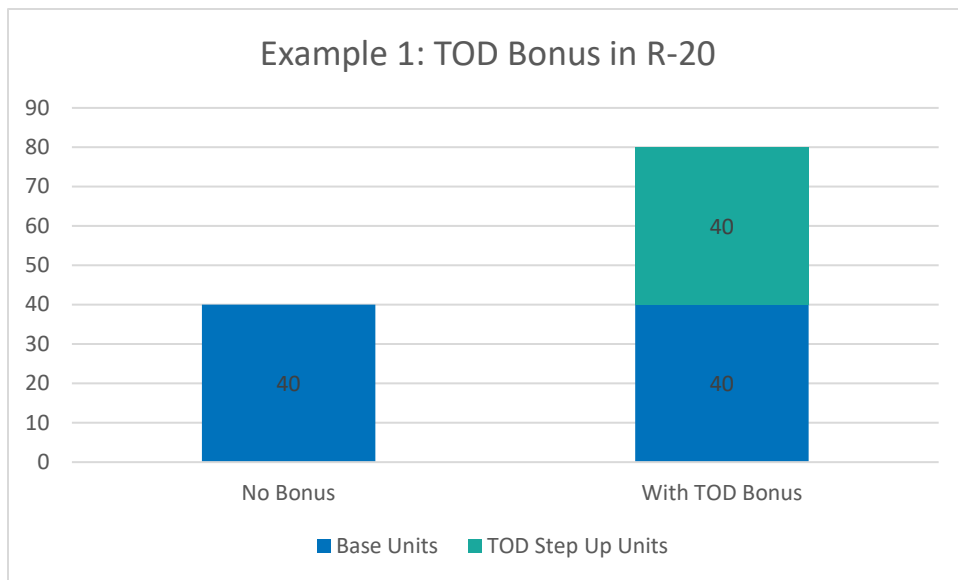
The TOD and CBD Periphery bonuses require some affordable housing units included in order to be eligible for the location-based step-up bonus. Those units count toward the minimum threshold of affordable units to qualify as an affordable housing development, but do not count toward the affordable housing density bonus given to the development.

If a development qualifies for the graywater bonus, that bonus should be applied before the affordable housing or efficient and resilient bonuses due to its statutory nature.

Example of Bonus Application

A developer wants to build a residential project near a planned and committed BRT stop on North Florida Avenue. The site is 2 acres and located in the R-20 FLU area. This FLU usually permits an FAR of 0.5 and 20 DU/acre, allowing a total of 40 units in the development.

Because the site is within 700 ft of a future BRT stop and it meets the other TOD criteria, it can take advantage of a 100% density bonus, and is able to build 80 units. In order to qualify for this step-up bonus, 10% of the units (8 units) must be affordable. R-20 has a bonus ceiling of 100%, and the development is not eligible for any more density.



APPENDIX A. BONUS TYPES

FLU Categories		Existing Maximum		Bonus Ceiling		Bonus at Ceiling		Affordable Housing		Transit		CBD Periphery		Efficient and Resilient Buildings	
FLU	FLU_Description	FAR	Dwelling units / net acre	FAR	Density	FAR	Density	FAR	Density	FAR	Density	FAR	Density	FAR	Density
RMU-100	Regional Mixed Use 100	3.5	100	25%	50%	4.4	150		✓	✓	✓	✓	✓	✓	
UMU-60	Urban Mixed Use 60	2.5-3.25	60	25%	50%	4.1	90	✓	✓	✓	✓	✓	✓	✓	
CBD	Central Business District	N/A	N/A	0%	0%	N/A	N/A								
NMU-16	Neighborhood Mixed Use 16	0.75	16	40%	80%	1.1	29		✓	✓	✓			✓	
NMU-24	Neighborhood Mixed Use 24	1	24	40%	80%	1.4	43		✓	✓	✓			✓	
NMU-35	Neighborhood Mixed Use 35	1.5	35	40%	80%	2.1	63		✓	✓	✓			✓	
CC-35	Community Commercial 35	1 to 2	35	40%	80%	2.8	63	✓	✓	✓	✓	✓	✓	✓	
CMU-35	Community Mixed Use 35	1 to 2	35	40%	80%	2.8	63	✓	✓	✓	✓	✓	✓	✓	
SMU-6	Suburban Mixed Use 6	0.5	6	50%	100%	0.8	12		✓	✓	✓			✓	
SMU-3	Suburban Mixed Use 3	0.25	3	50%	100%	0.4	6		✓	✓	✓			✓	

FLU Categories		Existing Maximum		Bonus Ceiling		Bonus at Ceiling		Affordable Housing		Transit		CBD Periphery		Efficient and Resilient Buildings	
FLU	FLU_Description	FAR	Dwelling units / net acre	FAR	Density	FAR	Density	FAR	Density	FAR	Density	FAR	Density	FAR	Density
R-83	Residential 83	0.65	83	25%	50%	0.8	125		✓	✓	✓				✓
R-50	Residential 50	1	50	40%	80%	1.4	90		✓	✓	✓				✓
R-35	Residential 35	0.6	35	40%	80%	0.8	63		✓	✓	✓				✓
R-20	Residential 20	0.5	20	50%	100%	0.8	40		✓	✓	✓	✓	✓		✓
R-10	Residential 10	0.35	10	50%	100%	0.5	20		✓	✓	✓				✓
R-6	Residential 6	0.35	6	50%	100%	0.5	12		✓	✓	✓				✓
R-3	Residential 3	0.35	3	50%	100%	0.5	6		✓	✓	✓				✓