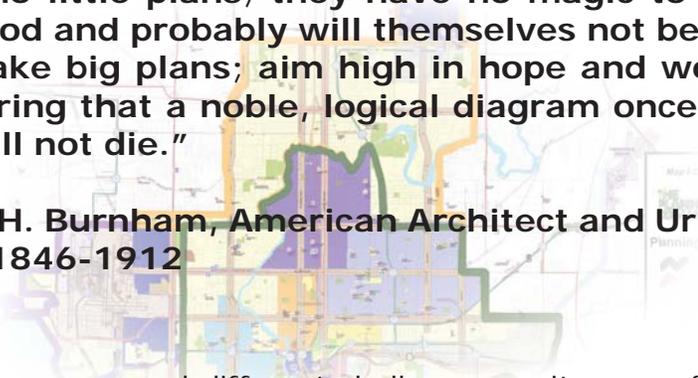


Building Our Legacy: A Livable City

Foreward

“Make no little plans; they have no magic to stir men’s blood and probably will themselves not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die.”

-Daniel H. Burnham, American Architect and Urban Planner, 1846-1912



The City of Tampa faces new and different challenges as it moves forward into the 21st century. Approximately 92,000 more people will call Tampa home and more than 132,000 people will work here in the next 20 years. It is a significant challenge to build housing for the new residents and the businesses for the new employees. There is not enough vacant land in the city to do this. There are few options left for the city to annex raw, undeveloped land. For the first time Tampa’s history, the city’s future will be driven by redevelopment of the existing built city.

The temptation is to say there should be no more growth, but that will not stop growth from coming and the development pressures that go with it. The wise choice is to plan for it, and take steps now to ensure growth will occur in a way beneficial to the city. Growth will bring opportunities, and the City must be ready to take advantage of them.

One opportunity is to plan where growth will go and set in place the means to direct it to those areas. Generally, this plan directs most growth into business centers, mixed use corridor villages and transit stations within three planning districts. This strategy will relieve growth pressures and help stabilize urban villages and the residential neighborhoods both inside and outside the planning districts.

Another opportunity growth will bring is the opportunity to make Tampa a very livable and appealing city. Tampa is largely a suburban city, and most people are automobile dependent to move around the city to meet their daily needs. Tampa’s future will have different choices for how we move around (such as rail), and there will be parts of the city where it will be easy and pleasant to walk to where we need to go.

Tampa is an economic powerhouse in the region, and more people living and working here can help make the city more globally competitive, giving the people who live here more prosperity.

Achieving all of this requires a careful balance of competing interests (for example, neighborhood protection and business expansion). The plan strikes that balance through its growth management strategy and policy directives addressing many different topical issues.

The planning process that led to this comprehensive plan took 5 years to complete. Extensive citizen participation was conducted to understand, at a fundamental level, “what are the most important things to the citizens of Tampa about their future”. Those are explained in Chapter 1. The public input taught staff several valuable lessons that have been carried throughout the plan:

- ◆ The current comprehensive plan is not relevant to most people.
- ◆ Long-range planning is too often started from a negative-based approach and this results in reactionary, rather than visionary, planning.
- ◆ Long-range planning should use an asset-based approach never forgetting the things from the past and present that make this a great city.
- ◆ People understand very well the complex relationships of our changing world, and the issues should be framed in that context.
- ◆ The comprehensive plan needs to be structured around those things that matter most to the people of Tampa.
- ◆ The comprehensive plan must be able to show a balance and integration of all systems that make Tampa a healthy and thriving city.

It is hoped that the reader finds the *Tampa Comprehensive Plan* creates an exciting future in which we can all participate and the plan never loses sight of the lessons we have learned.

April, 2008

Table of Contents

Building Our Legacy: A Livable City	x
Foreward	x
Chapter 1: Livability and Choice	1
Plan Introduction	2
Who is Tampa?	3
Tampa Today	3
The Livable City Vision	4
What kind of City will Tampa be in the 21st Century?	4
Collective Community Values	5
Why are values important?	5
How should they be used?	5
Defining Livability	8
Tampa Tomorrow – Plan Growth Assumptions	8
What do we mean by growth?	8
The Livable City Plan is based on 3 growth assumptions:	8
<i>Chart 1. City of Tampa 2025 Persons Per Household</i>	<i>8</i>
<i>Chart 2. City of Tampa 2025 Projected Population</i>	<i>9</i>
<i>Chart 3. City of Tampa Projected Employment</i>	<i>9</i>
Benefits of growth	10
Challenges to a Livable Future	10
Managing Population Growth and Demographic Change	10
Doing More with Less	11
Responding to Economic Change	12
Capitalizing on Diversity	12
Responding to Environmental Challenges	13
How to get to 2025	13
Plan Organization	14
How to Use the Plan	15
Chapter 2: The Livable City Vision: Strategies that get us ready for Change	18
Strategy 1: Organizing Planning Districts - (Getting Transit Ready)	18
The Districts	19
Central Tampa District	19
Opportunities	20
Westshore District	21
Opportunities	22
University District	23
Opportunities	24
New Tampa and South Tampa Districts	25
New Tampa	26
South Tampa	26
Opportunities	27
<i>Table 1. Planning Area Demographics</i>	<i>28</i>
Livable City Goals, Objectives and Policies	28
Strategy 2: Strengthening our Diverse Neighborhoods	30
Why do neighborhoods matter?	30
Neighborhood Stability	30
Strategy 3: A Vibrant Central Downtown	31
Relationship to the Central Tampa District	32
Downtown Composition	32
Core Business and Government Sub-District	32
North Franklin Street Sub-District	33

TABLE OF CONTENTS

Entertainment Sub-District	34
Arts/Cultural Sub-District.....	34
Downtown Development.....	34
General Development Concepts	35
A Vibrant Central Area:	37
Strategy 4: Partnership: Recognizing our place in the Region.....	43
Partnership:	44
Strategy 5: Building our Interconnected Foundations of Growth	45
Livable City and Infrastructure:	45
Strategy 6: Building on our Assets.....	45
Livable City Assets:	46
Strategy 7: Growing Economic Prosperity.....	46
Livable City Economic Prosperity:	47
<i>Map 1. Vision Map</i>	<i>48</i>
Chapter 3: Structuring Growth for Livability: Urban Design and Land Use.....	49
Understanding the City Form.....	49
What is the city form?	49
Why is it important?.....	49
What is Tampa's specific 'City Form'?	49
Historical Development Patterns	50
Character	51
The Livable City and Urban Design.....	51
Urban Design Goals, Objectives and Policies.....	54
New Development.....	56
Elements of City Form: Development Components.....	58
The Growth Management Solution.....	58
Livable City Growth Management Goals, Objectives and Policies	59
<i>Figure 1. The Vision of this Plan is to connect our business centers.</i>	<i>60</i>
Business Centers	60
Urban Villages	62
Urban Village Goals, Objectives and Policies	63
Mixed Use Corridor Villages	65
Mixed Use Corridor Villages Goals, Objectives and Policies.....	66
Future Transit Envelope and Transit Stations Area Planning	69
<i>Figure 3. Conceptual Rail Corridor Alignment.....</i>	<i>70</i>
<i>Figure TOD-1 : Tampa and Hillsborough Fixed Guideway - Transit System/TOD</i>	<i>72</i>
<i>Planning.....</i>	<i>72</i>
<i>Table TOD-2: Tampa and Hillsborough Fixed Guideway - Transit Station Area</i>	<i>74</i>
<i>Typologies.....</i>	<i>74</i>
Transit Station Goals, Objectives, and Policies.....	75
<i>Table TOD-3 : Tampa and Hillsborough Fixed Guideway - Components of Station Area</i>	<i>78</i>
<i>.....</i>	<i>78</i>
<i>Table TOD-4 : Tampa and Hillsborough Fixed Guideway - Transit Station Design</i>	<i>80</i>
<i>Principles</i>	<i>80</i>
Neighborhoods.....	82
Urban Neighborhoods.....	83
Traditional Neighborhoods.....	83
Suburban Neighborhoods.....	83
Contemporary Neighborhoods	84
Rural Neighborhoods.....	84
Neighborhood Goals, Objective and Policies	84
Urban Neighborhoods/ Special Consideration/ Land Use.....	85
New Neighborhoods.....	85

Overall Residential Development and Redevelopment86

Strong Connections: the Public Realm88

Commercial Areas89

Assets91

Historic Resources92

Economic Engines93

 The Port of Tampa 93

Airports97

 Tampa International and Peter O. Knight..... 97

Military Installations.....98

 MacDill Air Force Base (The following policies have been found not in compliance by the Department of Community Affairs)..... 98

Major Medical Facilities.....102

Industrial Development and Redevelopment102

Figure 4. Industrial Land Cluster to Support Our Economic Engines 105

Public Facilities105

Scenic Transportation Corridors.....108

Bayshore Boulevard.....109

Courtney Campbell Causeway111

The Waterfront113

 Waterfront Districts..... 114

 Rattlesnake Point..... 114

Public Land117

Land Development Regulations.....120

Future Land Use Directives to Build a Livable City120

 Overview..... 120

Future Land Use Map..... 120

Future Land Use Plan Categories121

 City Form Guidelines 122

 Allowed Uses 122

 Development Standards 122

 Central Business District City Form Guidelines 123

Figure 5. Floor Area Ratio (FAR)..... 123

 Central Business District Development Standards..... 124

How Plan Categories Work with Neighborhoods125

 Higher Density Neighborhoods: 125

 High Density Development Standards (Residential-83) (Example: Channelside/Bayshore) .. 126

 Medium High Density Development Standards (Residential-50)..... 126

 Medium Density Development Standards (Residential-35) (Example: Courier City/Oscawana) 127

 Pre and Post World War II Low Medium and Low Density Neighborhoods 127

 Low Medium and Low Density Residential City Form Guidelines 127

 Low Medium Density Development Standards (Residential-20) 128

 Low Density Residential Development Standards (Residential-10) 128

 Contemporary Low Density Suburban Neighborhoods 129

 Low and Very Low Density Suburban Residential City Form Guidelines 129

 Low Density Suburban Neighborhood City Form Guidelines (Residential 6) 130

 Very Low Density Suburban Neighborhood Development Standard (Residential-3)..... 130

 Rural Neighborhoods..... 130

 Rural Residential Development Pattern 130

 Rural Residential Development Standards (Rural Estate-10) 131

How the Plan Categories Work With Mixed Use Areas.....132

 Higher Intensity Mixed Use Areas 132

 Regional Mixed Use City Form Guidelines (RMU-100) 132

TABLE OF CONTENTS

Regional Mixed Use Development Standards.....	133
Urban Mixed Use City Form Guidelines (UMU-60)	133
Urban Mixed Use Development Standards	134
Medium Intensity Mixed Use Areas.....	135
Community Commercial-35 (CC-35) and Community Mixed Use-35 (CMU-35) City Form Guidelines	135
Community Commercial-35 Development Standards	135
Community Mixed Use-35 Development Standards.....	136
Suburban Mixed Use	136
Suburban Mixed Use – 6 Development Standards (SMU-6)	137
Suburban Mixed Use – 3 Development Standards (SMU-3).....	137
Special Areas: A Mix of Uses	138
General Mixed Use - 24 Development Standards (GMU-24)	138
Transitional Use - 24 Development Standards (TU-24)	139
Municipal Airport Compatibility Plan Category (M-AP)	139
Municipal Airport Compatibility Development Standards (M-AP):	140
Industrial Land Use Categories	140
Heavy Industrial City Form Guidelines	140
Heavy Industrial Development Standards (HI)	141
Light Industrial City Form Guidelines	141
Light Industrial Development Standards (LI)	142
Public Land Use Category	142
Public/Semi-Public City Form Guidelines	142
Public/Semi-Public Development Standards (P/SP).....	143
Recreation, Open Space and Environmental Land Use Categories	143
Recreation and Open Space (R/OS).....	143
Open Space City Form.....	143
Open Space Development Standards.....	144
Recreation, Parks, Greenways, and Facilities City Form	144
Recreation, Parks, Greenways, and Facilities Development Standards	144
Environmentally Sensitive Areas (ESA)	144
Special Notes for ROS, P/SP and ESA Categories.....	145
<i>Table 2. Future Land Use Summary Table *</i>	146
<i>Map 2. Future Land Use Map</i>	151
Chapter 4: Building Sustainable Neighborhoods	152
A City of Neighborhoods	152
City of Neighborhoods Goals, Objectives and Policies	153
Neighborhood Economic Development	154
Communication, Partnership, Participation	155
Community Planning	156
Past Types of Community Planning Processes	157
Role of Existing Neighborhood Plans.....	158
Role of Community Plans	158
Opportunities.....	158
Community Plans – Visions for the Future	162
Greater Seminole Heights Vision Plan	162
Seminole Heights Urban Village (a.k.a. Greater Seminole Heights Planning Area)	163
Traditional Neighborhood Plans	166
<i>Figure 6. Tampa Heights Neighborhood Concept Map.....</i>	173
Children	180
Children & Livability	180
<i>Chart 4. Youth Age Distribution.....</i>	180
Opportunities.....	181

The City’s Role 181

Facilitator and Networker 181

Advocator and supporter 181

Funder 181

Planner and regulator 181

Children Goals, Objectives & Policies 182

Giving Children a Voice 183

An Appreciation of Diverse Cultures 183

Caring for the Environment 184

Making Safe Places to Play and Visit 184

Working for Children 185

Poverty 185

Housing Element 188

Housing Overview 188

Housing Opportunities 189

Housing Challenges 189

Housing Goals, Objectives & Policies 189

Land Use and Single Family Neighborhoods 190

Land Use and Multifamily Residential Areas 191

Low to Low Medium Density Multifamily Areas 192

Moderate Density Multifamily Areas 192

High Density Multifamily Areas 193

Mixed-Income Residential Neighborhoods 194

Provision of Affordable Housing 195

Public Housing 197

Families and Housing 197

Transit Oriented Communities 198

Housing Availability 199

Green Housing 199

Housing Choice 200

Housing and Historic Neighborhoods 201

Preservation of Existing Housing 202

Special Needs Housing 203

Neighborhood Leadership 205

Historic Resources Element 206

Historic Resources Overview 206

HISTORY OF TAMPA 206

Historic Resources Opportunities 208

Historic Resources Goals, Objectives & Policies 210

Historic Preservation Planning 210

Historic Neighborhoods Preservation 210

Public History Education 211

Parks, Recreation, and Open Space Element 219

Overview 219

Parks, Recreation, and Open Space Opportunities 222

Open Space and Aesthetics 224

Tree Canopy 225

Land Stewardship 225

Facilities and Programming 226

Parks Improvements 227

Accessibility 228

Public Awareness 229

Funding 229

Capital Planning 230

TABLE OF CONTENTS

Greenways	231
Public School Facilities Element	233
Public School Facilities Overview	233
Public School Facilities Challenges	233
Public School Facility Goals Objectives and Policies	234
Coordinate and Maintain High Quality Education	234
Population Projections	234
Growth and Development Trends	234
School Facility Siting and Availability	235
School Siting Procedures	236
Enhance Community Design.....	237
Compatibility	237
Shared Use and Co-location	238
Bicycle and Pedestrian Access	238
Emergency Shelters	239
Land Use and School Facility Coordination.....	239
Implement Public School Concurrency	240
Level of Service Standards	240
<i>Table 3. Level of Service Standards</i>	<i>241</i>
School Concurrency Service Areas	241
Process for School Concurrency Implementation	243
Applicability Standards	243
Capacity Determination Standards	244
Availability Standard	245
Proportionate Share Mitigation	246
Monitoring and Evaluation of Public Schools Facilities Element	248
Chapter 5: Sustainable Environment	249
Conservation Element	249
Conservation Overview	249
Conservation Opportunities	251
Conservation Challenges	251
Conservation Goals, Objectives and Policies	252
Air Quality	252
<i>Chart 5. Tampa's Air Quality</i>	<i>253</i>
Natural Systems and Living Resources	255
Surface Water Quality	263
Wetlands	265
Hillsborough River	268
<i>Table 4. Surface Water Quality Classifications</i>	<i>269</i>
Living Marine Resources /Coastal Marine Habitat.....	278
Estuarine Management.....	281
Beaches and Dunes	284
Lakes.....	285
Ground Water Quality.....	286
Water Quantity.....	289
Water Conservation	289
Urban Forestry	291
Soil	292
Growing Long Term Sustainability: Energy Conservation and	292
Green Building	292
Coastal Management Element	297
Coastal Management Overview	297

Coastal Management Opportunities 297

Coastal Management Challenges..... 298

Minimizing Storm Risks. 298

Coastal Management Goals, Objectives and Policies299

Coastal High Hazard Area 299

Figure 7. Character of the CHHA.....301

Hurricane Evacuation and Shelters..... 301

Hazard Mitigation 302

Public Investments 303

Post Disaster Redevelopment 304

Construction Standards 305

Water Dependent/Related Uses 305

Marina 307

Chapter 6: Sustainable Infrastructure 312

Mobility Element312

Introduction312

More on Mobility and the Land Use Link 314

Mobility Opportunities 315

Mobility Challenges 316

Mobility Goals, Objectives & Policies.....317

Bicycle and Pedestrian Network 317

Connectivity 318

Transit 320

Transit-dependent..... 323

Neighborhood Livability 323

Roadway widening and new roadway construction..... 325

Travel demand management 326

Coordination Land Development and Transportation System Improvement 329

Level of Service..... 331

Infill and Redevelopment 332

Safe, Convenient and Efficient Roadway System 339

Bicycle and Pedestrian Safety..... 341

Evacuation Planning..... 344

Coordination among Transportation Authorities..... 345

Integrating Transportation Systems..... 346

Coordination with Port and Aviation Authorities..... 346

Intergovernmental Coordination - Transportation350

Table 5. Special Street Setbacks.....352

Table 6. Constrained Roadways.....354

Table 7. Level of Service Standard for SIS, FIHS, and TRIP Facilities:355

Figure 8. 2015 – 2025 Major Road Network Cost Affordable Improvements356

Figure 9. 2005 – 2015 Major Road Network Cost Affordable Improvements357

Map 3. Transportation Concurrency Exception Area Map358

Map 4. Westshore TCEA Urban Redevelopment Area Detail Map.....359

Potable Water Element360

Potable Water Overview360

Potable Water Opportunities360

Potable Water Challenges361

Potable Water Goals, Objectives and Policies362

Capital Improvement Projects366

Table 8. Major Capital Improvement Projects 2008-2013.....367

Map 5. Potable Water and Capital Improvement Projects.....367

Wastewater Element.....368

TABLE OF CONTENTS

Wastewater Overview.....	368
Wastewater Opportunities	368
Wastewater Challenges	368
Wastewater Goals, Objectives and Policies	369
<i>Table 9. Level of Service for Wastewater Collection System.....</i>	<i>370</i>
Capital Facility Needs	372
<i>Table 10. Wastewater Capital Improvements Projects</i>	<i>372</i>
<i>Map 6. Wastewater Capital Improvement Projects 2006-2010.....</i>	<i>373</i>
Stormwater Management Element	374
Stormwater Management Overview.....	374
Stormwater Management Opportunities	374
Stormwater Management Challenges.....	374
Stormwater Management Goals, Objectives and Policies	376
<i>Table 11. TMDL Components for WBID 1443E of the Hillsborough River</i>	<i>376</i>
Capital Facility Needs	380
<i>Map 7. Stormwater Proposed Capital Improvement Projects.....</i>	<i>380</i>
<i>Table 12. Inventory of Outfalls for Basins Greater Than 50 Acres</i>	<i>381</i>
Solid Waste Element	385
Solid Waste Overview	385
Solid Waste Opportunities	385
Solid Waste Challenges.....	386
Solid Waste Goals, Objectives and Policies	386
<i>Table 13. Solid Waste Reduction Goals.....</i>	<i>390</i>
Capital Facility Needs	393
Capital Improvements Element	394
Capital Improvements Overview	394
Needs Derived from Other Elements	394
Debt Policy	395
<i>TABLE 14. SUMMARY OF DEBT SERVICE REQUIREMENTS ON REVENUE BONDS</i>	<i>396</i>
<i>TABLE 15. SUMMARY OF COMMERCIAL PAPER.....</i>	<i>397</i>
Operational Impacts of Capital Improvement Projects	399
<i>Table 16. Comprehensive Plan Projects.....</i>	<i>404</i>
Parks and Recreation	406
<i>Table 17. Public School Facilities.....</i>	<i>406</i>
Stormwater.....	408
Transportation.....	409
Transportation Impact Fees.....	410
Transportation - FDOT	410
Potable Water.....	411
Wastewater	411
Solid Waste.....	412
School Board’s 5-Year District Facilities Plan.....	412
Capital Improvements Goals, Objectives and Policies	412
Management and Maintenance of Community Facilities.....	413
Objective Collaborative Decision-Making.....	413
Chapter 7: A Vibrant Economy.....	421
A Vibrant Economy Opportunities	422
A Vibrant Economy Challenges	425
A Vibrant Economy Goals, Objectives and Policies	430
Arts and Culture.....	436
Growing and Emerging Markets	437
Other Successful Places	441

Tampa’s Economic Outlook445
 Assumptions for Sustainable Prosperity448

Chapter 8: People Shaping, Changing and Growing Our City..... 449
 Neighborhood Element449
 People/Effective Collaborative Leadership449
 Community Capacity Building449
 Neighborhood Goals, Objectives and Policies.....452
 Building and Maintaining Healthy Neighborhoods453
 Property Maintenance and Neighborhood Beautification.....454
 Housing Affordability and Quality457
 Public Safety.....459
 Technical and Financial Assistance461
 Government Responsibility462
 Citizen Responsibility.....465
 Private Sector Responsibility467
 More Neighborhood Protection through the Comprehensive Plan468
 Intergovernmental Coordination Element469
 Intergovernmental Coordination Overview469
 Intergovernmental Cooperation Opportunities470
 Intergovernmental Cooperation Challenges.....470
 Intergovernmental Cooperation Goals, Objectives and Policies471
 Coordination of Public Educational Facilities..... 477

Chapter 9: Plan Administration..... 482
Legal Status of the Plan482
 General 482
 Relation to Zoning 482
 Vested Rights..... 482
 Status of Future Land Use Map 483
 Application of Interpretative Power 483
Adopting and Amending Plan483
 Amendment to the Adopted Tampa Comprehensive Plan 484
 Assessing a Proposed Amendment 485
 Review Criteria for Plan Amendment Requests 486
Transition to Regulation Under the Comprehensive Plan487
**Resolution of Conflicts Between the Tampa Comprehensive Plan and Land Development
 Regulations.....487**
 Severability 487
Effective Date and Interim Rezoning.....488
General Provisions488
 Implementation..... 489
 Zoning District/Land Use Designation Matrix..... 490
 Density Calculations..... 490
 Intensity Calculations..... 491
 Credits for Environmentally Sensitive Areas (ESA)..... 492
 Transfer of Development Rights 493
 Locational Criteria for Neighborhood Commercial and Residential Office Uses 494
 Land Use Compatibility..... 497
 Services and Facilities 497
 Environmental Considerations 498
 Transportation..... 498
 CBD Periphery Bonus 498
 Flex Provision..... 499
 Land Use Policy for Limited Access Highways 500

TABLE OF CONTENTS

Corridor Planning.....	500
Scenic Corridor Designation	501
Criteria	501
Potential Scenic Corridors	502
Method	502
Gateways	503
Potential Gateways	504
Tampa Comprehensive Plan Definitions.....	505
Master Index for the Tampa Comprehensive Plan	544

Chapter 1: Livability and Choice



The City of Tampa introduces a new Comprehensive Plan to shape our City's future.

Tampa is a wonderful city in which to live, offering diversity and a rich urban life that nurtures residents' creativity and entrepreneurial spirit, as well as concern for each other and future generations. Together, these characteristics have shaped a city that attracts people from every corner of the world. But what about tomorrow?

The new plan builds on the work of the past five years and provides a framework for a Livable future and a strategy for directing growth in the City of Tampa over the next 20 years. It recognizes that as a city approaching build-out, Tampa's future is about rebuilding and urbanizing, about "growing up" because we have limited opportunities to grow out. It is not a synthesis of previous plans; it is a new plan for a new city.

The vision of the Plan is about creating an attractive and safe city that evokes pride, passion and a sense of belonging – a city where everybody cares about quality of life. The strategy for Tampa's future focuses growth where it can realize the greatest social, environmental and economic benefits. Some parts of the city, will mature and evolve but will see only limited physical change.

Other parts of the city, will change and grow, and grow in ways that benefit local areas, the city and the region.

Beginning with the Official Plan Kickoff in October 2003 and guided by all elected and appointed officials within Hillsborough County, Planning Commission staff met and consulted with hundreds of individuals, groups and organizations on the new direction for the Plan. It is the culmination of extensive public involvement process with a broad cross-section of community stakeholders.

In June 2006, a major milestone in this process called the Evaluation and Appraisal Report was adopted by the Tampa City Council. That document concluded that for Tampa to be successful in the 21st Century it must address 8 issue areas through its comprehensive planning:



A SYSTEMS APPROACH

TIMELESS ASSETS

INTERCONNECTEDNESS (public realm, transportation choices, housing, economy and natural environment)

A CITY OF NEIGHBORHOODS

CHILDREN

A VIBRANT CENTRAL AREA

ART & CULTURE IN A CREATIVE CITY

PEOPLE INVOLVED IN CHANGING, GROWING AND SHAPING OUR CITY

These areas embody the Livable City approach. The Evaluation and Appraisal Report concluded the adopted *Tampa Comprehensive Plan*:

- Should be restructured to provide a framework for decision making processes related to the Livable City principles and address the aspects of the major issues.
- The structure of the plan encourages a fragmented approach.
- There are too many policies and it is impossible for most people to understand holistically what the plan is trying to achieve and how it should be done.
- The comprehensive plan does not address many of the aspects of the major issues.
- New tools will need to be employed to ensure the future city of Tampa is one that is healthy economically, socially and environmentally.

That is why the City of Tampa has created a new *Tampa Comprehensive Plan*.

Plan Introduction

The city of Tampa is required to develop a comprehensive plan to guide and control future development under the State of Florida's *Local Government Comprehensive Planning and Land Development Regulation Act, 1985*.

The intent of comprehensive planning, it is to: protect human, environmental, social, and economic resources; and to maintain, through orderly growth and development, the character and stability of present and future land use and development in this state.

Who is Tampa?



The City of Tampa is located on the west coast of Florida in Hillsborough County. It is bordered by Old Tampa Bay and Hillsborough Bay, which then flow through Tampa Bay into the Gulf of Mexico. Tampa encompasses approximately 170 square miles, with land-surface elevations ranging from sea-level along the coast to approximately 55 feet above sea level.

The climate of the city is humid subtropical, characterized by heavy summer rainfall and high temperatures and dry, moderate winters. The climate is the result of low latitude and the stabilizing effect of the Gulf of Mexico and the Atlantic Ocean.

“Tampa”, meaning *sticks of fire* was named by the Calusa Indians, native to Southern Florida, prior to European exploration. In 1823, Fort Brooke was established at the mouth of the Hillsborough River on Tampa Bay, at what is now the site of the Tampa Convention Center in Downtown Tampa. European settlers soon established homesteads around the wooden fort. In 1845, the Territory of Florida became the 27th state of the Union. Tampa’s first incorporation occurred in 1849 when the city’s population numbered 185 inhabitants, excluding Fort Brooke. Powerless to levy taxes, the organized government was abolished in 1852. The following year, Tampa’s citizens voted to re-establish local government and the Legislature validated the city incorporation in 1855. The city’s first census count in 1850 listed Tampa-Fort Brooke as having 974 residents.

By 1910, Tampa was the second largest city in Florida with a population of 37,782, second in size to the City of Jacksonville. It was an ethnically diverse city that included Cubans, Afro Cubans, Spaniards, Italians, Sicilians, African Americans and other European ethnicities.

Tampa Today

The City of Tampa is now the third largest city in the state of Florida and the center of a metropolitan area of almost 3 million people. Tampa is a vibrant city with a distinct quality of life and its residents enjoy a substantial legacy from the vision of past generations. Tampa is the region’s economic engine and a magnet for work, education, entertainment and living. Tampa



is also a city where cherished traditions and new ideas are both valued, where established residents and newcomers work side by side to make their city a better place. The most significant part of Tampa's identity is our diverse, enterprising and friendly people. The central challenge of this comprehensive plan is to protect and enhance this rich inheritance.

The Livable City Vision

What kind of City will Tampa be in the 21st Century?

The vision of a Livable City was developed over a five year period of public involvement. The Study Circle method was used to find out what the most important qualities of the city were when determining a future for the city and to develop collective community values. These qualities were synthesized into the following themes that provide the framework for the comprehensive plan to direct change and growth for Tampa into the 21st century:

The Livable City:

- Feels safe
- Offers economic opportunity
- Is attractive
- Values its natural areas and areas of heritage
- Supports a choice of lifestyles
- Integrates a complete mix of uses
- Provides mobility options
- Fosters a sense of place and community

Tampa faces a complex and challenging future and the decisions we make today will shape the city we will live in tomorrow. To manage change effectively, the Tampa Comprehensive Plan is about making choices and shaping Tampa's collective future. The Plan is about getting the fundamentals right. It is about having a clear vision for the city grounded in durable values that assure a successful future.

Building a successful Tampa means that we have to make sustainable growth choices; see connections and understand the consequences of our choices; integrate environmental,



social and economic perspectives in our decision-making; and meet the needs of today without compromising the ability of future generations to meet their needs.

There is no such thing as an isolated or purely local decision. Each of us make choices every day about where to live, work, play, and shop, as well as how to travel between these destinations. They seem like small choices, but together and over time, the consequences of these choices can affect everyone's quality of life. That's why planning matters.



Collective Community Values

Each person views Tampa through different lenses of experience, interests and values. Many residents value Tampa because it is a good place to raise their families and they like the quality of life provided by their neighborhoods. Others choose to live in Tampa because of the comfortable climate, the waterfront and waterways, or because of economic opportunity in the city. Many others cherish the variety and vibrancy of a healthy and thriving city. The city is a living place, and as it evolves and responds to growth and change, it remains a constant work in progress, responding to opportunities and challenges on a daily basis.

Values, in the planning context, refer to “collective community values”. That is the overall values for the citizens of Tampa. Generally, collective community values are shared beliefs that guide our overall decision making whether as an individual or collectively as a community.

Why are values important?

- Values are powerful drivers of how we think and behave as a community;
- Values help us make decisions;
- Values help decide what is more or less important;
- Sometimes values will conflict; and
- When evaluating something, the values provide a guide to determine if something is good or bad, right or wrong.

How should they be used?

Use collective community values for these types of community actions:

- Decision making;
- Evaluating; and

CHAPTER 1

- Resource allocation.

The values and their underlying principles shall be used in a qualitative approach to filter/prioritize/rank alternatives for further assessment.

Livability, Prosperity, Respect and Resilience are core values of the *Tampa Comprehensive Plan*. Taken separately, none of these values alone can lead Tampa to become a Livable City. Taken together and in balance, they can lead toward a shared community commitment to a sustainable future.



The four values are derived from the set of collective community values that emerged from the Plan's public involvement process.

LIVABILITY: Tampa is a place where diverse people find it easy, safe and enjoyable to live.

What the Study Circle said:

- We value **social contact** and **access** through our social spaces and places where we can all see and hear each other.
- We value our **diversity and inclusiveness** of all people and this is expressed in the places, housing, and environment found in our City.
- We value our **identity** found in our Neighborhoods, the Bays that surround us, our friendliness to all people, the River.
- We value **beauty** everywhere, expressed in the quality of our physical environment.
- We value **quality**, we control our destiny and do not need to settle for mediocrity, expediency or ugliness.
- We value **safety** not fear, expressed through healthy communities where all types of people and families have a sense of belonging and want to promote the City's sustainability.

PROSPERITY: A Tampa that is focused on the quality of life for all its people must be a Tampa that is economically healthy, with a broad mix of good jobs.



What the Study Circle said:

- *We value optimism, accepting challenges, and achieving good and unique things.*
- *We value economic well being/economic competitiveness. We promote a healthy, growing economy and ensure that every individual has access to jobs and opportunity.*
- *We value cooperation - we have to put aside our cynicism and get involved and believe that our work is going to move our community forward.*
- *For our children, we value nurturing that both allows them to benefit from and contribute to our city. Our values for them include a good education, safety, health and civic involvement.*
- *We value pro-activeness in shaping our future, particularly in planning for all infrastructure needed for our future, including the preservation of essential rights-of-way.*



RESPECT: The living systems which support us are taken care of and passed on to future generations in better shape.

What the Study Circle said:

- *We value the stewardship of our bays, river, and nature as a legacy for the future.*
- *We value our history and heritage expressed in our existing neighborhoods, buildings, architecture and historic identities.*
- *We value the qualities of our traditional neighborhoods- the trees, yards and private space.*

RESILIENCE: The systems that support our day to day living can deal with uncertainty and cope with the shifts and shocks we face in the future

What the Study Circle said:

- *We value the inclusiveness of the big picture, a community that addresses the social, economic and environmental needs of our residents. We value good planning and development that maintains and enhances livability now and for our children.*
- *We value connections that bring opportunities for citizens to be together, not in the specialized roles and functions that they usually occupy, but as full human beings.*
- *We value responsive government that fosters partnerships, where the wisdom and knowledge of all inhabitants are appreciated and used.*
- *We value democracy acknowledging that dialogue is important and that through engagement we build greatness and identity.*
- *We value equity that improves the quality of life for all ages, income and circumstances of life.*



Defining Livability

Livability is an international planning movement from the mid-twentieth century with an emphasis on diversity, activity, and human scale that seeks to reshape city environments to make them more livable for ordinary human beings, emphasizing mixed office, residential, and retail uses, pedestrian-scaled streets and blocks, and a recovery of older urban forms.



A livable city is an integrated urban system with social, economic, cultural and ecological dimensions. These dimensions and their interconnections need to be addressed as one system. The challenge is to transform the linear plans of the past into integrated plans for an interconnected urban system.

The vision is critical because it sets out what the *Tampa Comprehensive Plan's* Growth Management strategy would like to achieve. Modifying and changing current directions and behavior is a big challenge.

Tampa Tomorrow – Plan Growth Assumptions

What do we mean by growth?

Growth refers to both an increase in the city's population and the needs of that population for homes, jobs, open space, recreation, transportation, water and so on. Population is central to public policy, family life, the economy and the environment. Future trends are not easy to predict because demographic events influence, and are in turn affected by, economic, social, political and other circumstances. However, demographic projections are essential for socio-economic planning, for business decision making and for other strategic applications.

The Livable City Plan is based on 3 growth assumptions:

Plan Assumption 1: The emerging trend is for “traditional” family units (mother, father and two children) to make up less of the City's households.

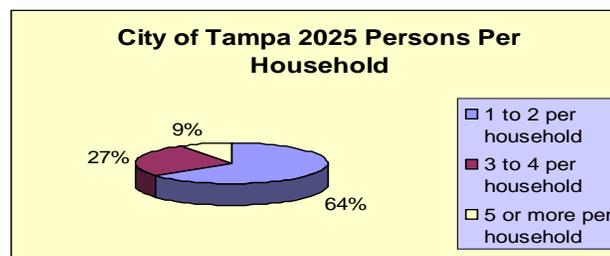


Chart 1. City of Tampa 2025 Persons Per Household

Plan Assumption 2: We project that there will be 95,300 additional people living in the City by 2025.

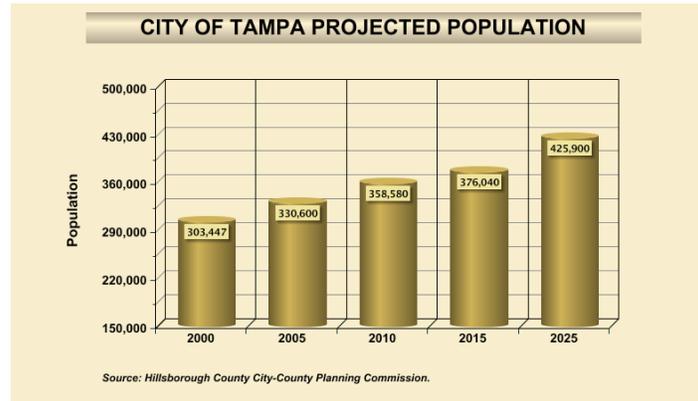


Chart 2. City of Tampa 2025 Projected Population

Balancing the need for redevelopment with the preferences of existing residents will be a major challenge in the implementation of this Plan.

Plan Assumption 3: We project that there will be 132,300 additional jobs in the City by 2025.

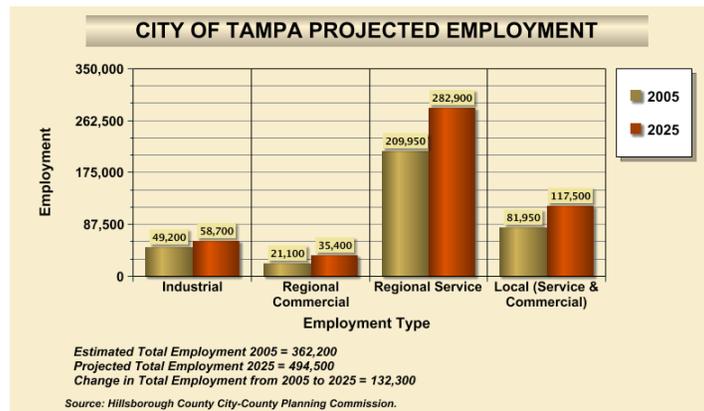


Chart 3. City of Tampa Projected Employment

The adopted Evaluation and Appraisal Report concluded that the city will have sufficient regional commercial vacant land for the next twenty years, but not for regional service employment, which includes government employment. An additional 2.8 million square feet of regional service space will be needed. In the future, it will be important to reexamine assumptions regarding the amount of land needed for particular uses, as technology and lifestyle trends, such as telecommuting, may change existing assumptions and needs.

The future of the city will be driven by redevelopment. Redevelopment is a focus for both population and employment growth.

Benefits of growth

Growth that is well-planned brings many benefits to the city of Tampa:

- A growing market for goods and services, increasing investment, a larger labor force and skills base;
- Greater diversity in resources and employment;
- Opportunities for businesses to expand;
- A variety of community facilities, entertainment and events can develop;
- A greater diversity of people, cultures and lifestyle, leading to a more vibrant and cosmopolitan society;
- A higher profile nationally and internationally; and
- A large rating base, which results in more opportunities to address environmental and infrastructural issues.

Challenges to a Livable Future

The City of Tampa must comply with the State of Florida's Growth Management Act to manage projected growth and the change it brings, while still preserving what the people of Tampa value. The city needs to continue to work with residents, business owners, developers and partner agencies to revitalize growth areas in the city and ensure that social and economic opportunities and benefits are shared by the entire community. New facilities and services and improvements to public streets and parks should improve the quality of life for all residents. While each of the Plan's elements highlights additional challenges the following agents of change pose the greatest threats to Tampa's quest to effectively manage growth to achieve its vision:



Managing Population Growth and Demographic Change

Population growth creates demands for not only housing, but also jobs and facilities and infrastructure, such as open space, recreation opportunities, transportation options, water, emergency services, schools and more. Population projections indicate that Tampa will gain an additional 92,860 people over the next 20 years. That is an increase of approximately 28%, and evenly distributed works out to about 12 new arrivals each day.

The impact of growth on Tampa's physical infrastructure has been

prominent in recent years:

- Traffic congestion;
- Pressures on schools and the need for more public open space;
- Upgrading wastewater and water systems which require major investment;
- The recognition of the detrimental effects of stormwater on our bay and lakes; and
- Water shortage “diets”.

Equally important are the social services, networks and facilities that support people and neighborhoods which need to be addressed as growth occurs:

- Affordable housing and affordable accommodation for businesses;
- Cost and accessibility to transportation; and
- Access to education and health facilities.

Future growth will require major public investment in infrastructure.

Doing More with Less

In 2005, the population of the world reached 6.5 billion. Increased competition for scarce energy supplies and other natural resources will increase their costs and/or decrease their availability. One of the 21st Century’s biggest challenges will include finding ways to reduce natural resource consumption, use resources more efficiently and to use renewable rather than nonrenewable resources. In part, resource efficiency and waste reduction can be achieved by developing a more compact urban form to reduce our reliance on personal automobiles, and therefore non-renewable carbon-based fuels.



As discussed in the Growth Assumptions section, the city is facing the challenge of having insufficient developable land to meet projected demands for residential and commercial space. Conventional greenfield development will not be an option to meet this demand, and development and redevelopment at increased densities and intensities will be required.

The city also faces the aging of much of its infrastructure. Funding infrastructure repairs can create a significant burden for existing residents and businesses. The shape and nature of future infrastructure investment has long-term implications for sustainability and provides opportunities for decisions to be made in a more connected way. It is a significant part of how the city grows and changes.

Responding to Economic Change

A strong and prosperous economy is an essential component of livability. It provides wealth, opportunity, safe and healthy neighborhoods and supports the funding of key infrastructure and services necessary for a successful city.

Tampa has enjoyed a strong economy in the past decade, and continues to be successful in the regional, state, national and international economic arenas. This has created opportunities for residents and businesses, but Tampa must address significant challenges to remain competitive. These challenges include providing enough qualified workers to fill the jobs a growing economy generates; expanding economic opportunity for residents who remain in poverty; stimulating high-quality education at the preschool, K-12, technical and higher education levels; and maintaining the quality-of-life factors so important to business location.



The intensity of effort to retain and expand existing businesses and to attract both large and small new businesses must continue, especially in target industries such as technology and research. Strengthening economic enterprise is important to every part of Tampa, be it large employment centers, Downtown, the corner coffee shop or the home occupations and small businesses found in every neighborhood.

Capitalizing on Diversity



Tampa's cultural diversity adds to the economic, cultural and social richness of our lives. Our city includes a complex mix of backgrounds, races, faiths and nationalities. This diversity brings new talents and skills, different perspectives and new ways of doing things, increasing productivity and flexibility in the economy.

Tampa is a city of culturally, economically and physically diverse neighborhoods, they are the fundamental building blocks that comprise the physical city and define its form and character.

To build a successful city, we must promote an inclusive concept of citizenship that articulates the rights and responsibilities we share. Building a wider notion of active citizenship through participation, volunteering and civic action, underpinned by a sense of shared values, is one of the main ways in which we can strengthen the relationships and connections between people.

Responding to Environmental Challenges

As a coastal community, Tampa is vulnerable to a wide array of environmental challenges. Climate change threatens to increase the intensity of hurricanes, which would cause more coastal flooding and wind related damages. It also threatens more irregular rainfall, which could reduce supplies of potable water. Finally, the city faces the unique challenges of reducing pollution from stormwater and wastewater effluent while the city grows more intense. Planning and decision-makers will need to address these challenges, which present the most imminent threats to coastal and low-lying infrastructure and development.



While the city has little control over global environmental issues, it has the choice to aggravate the problems or assume a leadership role in establishing local solutions that help to resolve all of the preceding challenges.

In the horizon of this plan, population growth is projected to outstrip the amount of vacant developable land. The city is approaching buildout, a condition in which virtually no significant greenfield parcels remain. New population growth and sustained economic development will have to be accommodated through infill construction and redevelopment of older properties, often at higher densities and intensities.

How to get to 2025

Effective redevelopment planning will build upon existing development opportunities and channel growth into areas where it can be appropriately accommodated. To maintain and enhance Tampa as a Livable City, the Tampa Comprehensive Plan provides goals, objectives and policies to manage Tampa's growth in a livable and sustainable way.

The concept of sustainability lies at the heart of the framework of this Comprehensive Plan. It is expressed through:

- Anticipating future challenges and opportunities;
- Recognizing and working within our ecological limits;
- Acknowledging social, cultural, environmental and economic interrelationships;
- Learning from the past, enhancing our present, and creating our livable legacy; and
- Developing a resilient city that can adapt to change by building strong neighborhoods, healthy ecological systems, and a prosperous economy.

Sustainability refers to the long-term social, economic and environmental health of a community. A sustainable city thrives without compromising the ability of future

generations to meet their needs. A sustainable city manages resources efficiently by using only what is needed, retaining or replacing as much as possible, encouraging participation and public contributions by all residents, and distributing opportunities and risks equitably.

The purpose of the Plan is to create an attractive and safe city that evokes pride, passion and a sense of belonging. A city that attracts investment with its high quality of life that people of all ages and backgrounds are proud to call “home.” A city with:

- Vibrant neighborhoods that are part of a complete community;
- Affordable housing choices that meet the needs of everyone throughout their life;
- Attractive, tree-lined streets with shops and housing that are made for walking;
- A comprehensive, high quality and affordable transit system that lets people move around the city quickly and conveniently;
- A strong and competitive economy that creates and sustains well-paid, stable, safe and fulfilling employment opportunities for all who live here;
- A vibrant Downtown;
- Clean air, land and water;
- A great place for children;
- Green spaces of all sizes and public squares that bring people together;
- A wealth of recreational opportunities that promote health and wellness;
- A spectacular waterfront that is healthy, diverse, public and beautiful;
- Cultural facilities that celebrate the best of city living; and
- Beautiful architecture and excellent urban design that add to our identity.

Plan Organization

This Plan is organized around interrelated aspects of Livability. While the vision of a livable Tampa is woven throughout the Plan, goals, objectives and policies are grouped by topical element to facilitate plan administration and to ensure its compliance with State requirements. The Plan includes nine chapters that define a shared vision for the future, establish goals, objectives and policies that refine the vision and identify specific strategies to achieve them. Throughout Chapters 3 through 8 are Elements addressing city form, land use, housing, historic resources, parks, recreation and open space, public



school facilities, conservation, coastal management, transportation, community facilities (e.g., water, wastewater and stormwater, and solid waste), capital facilities, economy, neighborhoods and intergovernmental coordination. Appendices include various studies and data that support the Plan's findings and recommendations.



Planning for growth and change is a collaborative effort between the city, its residents, and the agencies and investors whose activities affect the community. The latter includes government providers of services such as education and health, community organizations, developers and financiers, and transportation agencies. This is explored in the Growth Management Strategy.

How to Use the Plan

This Plan envisions a City where growth strengthens neighborhoods, heightens our stewardship of the environment, enhances economic opportunity and improves security for its residents and the surrounding region.

It is very important to understand that this is a suggested way to use the plan. The legal status of the plan requires that all policies will be considered in making legal determinations of consistency with the Tampa Comprehensive Plan, pursuant to State Laws and Statutes.

This plan is very different than previous comprehensive plans. Previous plans were based on stand alone elements, unrelated to any 'big picture' or to other elements.

In successful city building, which is what a comprehensive plan is supposed to do, everything is connected in context to everything else, and this plan tries to do just that. You can't look at one component of the plan without looking at everything else.

Yes, that makes for a little bit more work when reviewing the plan and trying to assess something with the directives in the comprehensive plan, however, the outcome is potentially far more rewarding. If you can balance competing interests and identify the means to create benefits for more than one system, you will add more value to the city in the long run, whether that value is economic, social or physical. You can't do that

Terms

- Vision is a description of the desired future that provides overall guidance in the implementation of the plan.
- Goals are discrete elements of the vision.
- Objectives are measurable steps to be taken on the way to achieving the Plan's vision and goals.
- Policies describe how to achieve the Plan's vision, goals and objectives.
- Strategies are specific tasks that may be undertaken to implement the Plan.

unless you look at the city ‘comprehensively’.

So, how do you use the plan given this perspective. It’s really not that difficult. It can be described in four steps: Look at the ‘big picture’; look at the ‘smaller picture’; look at the things that connect us; and given all of this, ask yourself, ‘does it work’.

The ‘Big Picture’: It doesn’t matter if you are looking for long-range guidance to assess a proposed development or if you are writing a grant and need support from the comprehensive plan or if you are a neighborhood looking for ideas on how to do a neighborhood plan or if you are trying to attract an out-of-town business to relocate to Tampa or if you are in an area that may be considered for future fixed guideway transit and transit oriented development, it all starts with the vision map (refer to Map 1 Vision Map, Chapter 2). Actually, the vision map is a series of maps. Each contains information that helps to establish the vision for the city’s future.

There is a lot of ‘big picture’ information packed into the vision maps. Geographically, you’ll see the ‘lay of the land’ for Tampa. The Central Tampa, Westshore and University Districts are shown. When you follow-up with the narrative of the plan, you’ll discover this is where the city wants most of its future growth and change to occur. You’ll also see the city form, the physical pieces that make up the city - business centers, urban villages, mixed use corridor villages, Future Transit Envelope, and neighborhoods. The long-range transportation plan is there too, including the options for future transit modes. Tampa has an amazing diversity of economic engines that need to be nurtured so they keep adding jobs and income for the people who live and work here. Those are shown on the vision map too.

What you want to do and how does that fit into this bigger picture? Locating a business - are you near the area that best serves your market? Different types of businesses may be better suited for different areas of the city. Tampa’s diverse economic engines and diverse population create many business opportunities. The vision map can help focus that search.

The big picture vision map also provides clues where you need to go next in the plan. Planning to locate a restaurant on Fowler Avenue? The vision map shows that Fowler Avenue is in the University District, near USF (a business center) on a transit emphasis corridor that has been identified as a ‘mixed use corridor village and there may be an opportunity for a fixed-guideway transit line and associated transit oriented development nearby. This is potentially a good target market to open a restaurant. What’s next?

The 'Smaller Picture': Time to drill into the plan. Start by using the topics that came out of the vision map – USF planning district, USF business center, transit emphasis corridor, mixed use corridor village, light rail. Now find those specific sections in the plan and see what it has to say about them and how they might apply. There are cross references throughout the plan that lead the reader to other related plan provisions. For example, the description and overall policy direction for mixed use corridor villages identifies appropriate plan categories, and cross references the reader to the more specific language governing plan categories later on in the chapter. Most of the 'smaller picture' policy direction will be found in the Chapter 3 which address city form, asset building and plan categories.

The Things That Connect Us: The smaller picture identified the topics that directly apply to the purpose at hand. The next level is the topics that are not so readily apparent but for which may have an effect on the reader's purpose. Examining the topics presented in Chapters 4 through 9 are very helpful. Those topics include: the natural environment, the coastal area, mobility, infrastructure, the economy, children, arts and culture and people growing, shaping and changing their future. Since the plan is used by many different types of audiences for many different purposes, many of the policy directives may not be relevant for the reader's purpose. That being said, however, it is beneficial for everyone, regardless of purpose, to become familiar with all aspects of the plan. The connections of one part of the plan to another cannot be understood without understanding how it is intended to work for all the 'audiences' that make up the city of Tampa.

Does it Work with the Plan? This is the final part of the examination. Is the reader's purpose consistent with, and does it further the policy directives of the comprehensive plan? Sometimes the plan has competing directives, and that is quite understandable. In those cases, the ideal is to maximize both of those competing directives to the extent possible, and that may require some trade-offs to be made.

(Example - One policy is to direct population and investment away from the coastal zones because of the potential loss of life and property damage that could occur from a hurricane. Another policy is to intensify downtown Tampa (an area in the coastal zone) as an office and cultural district. It would be very damaging to require disinvestment from downtown Tampa, yet people living and working in the downtown should be protected from hurricanes. One means to achieve both is to allow development in downtown but require building codes with strong flood and wind protection standards.)

The purpose of the *Tampa Comprehensive Plan* is to provide a collective vision for the future and a planning framework to get there. Incremental decisions made over time have a collective impact on how that future is reached or not.