

## **1.0 STUDY PURPOSE**

### **1.1 Report Organization**

This document is organized into 6 general sections. Each of these sections contains specific information related to the purpose and goals of the study, supporting technical information, recommendations resulting from the study and implementation measures. Tables and exhibits referenced in each section are located at the end of the section in which they are referenced.

Section 5 contains specific recommendations for text changes in adopted codes, ordinances and plans. Text changes that are recommended include revisions to the definitions, policies and land use categories; and revisions to the zoning districts, schedule of permitted uses, and schedule of minimum lot area, width, maximum height and required yards. Proposed specific text revisions are highlighted in red and indicated as either an addition (underline) or deletion (strikethrough).

### **1.2 Community Description**

Tampa is a growing and developing municipality that has experienced an 8.4 percent population growth rate between 1990 and 2000 making it the 3<sup>rd</sup> largest city in the State of Florida. The southern portion of the City of Tampa adjacent to MacDill Air Force Base is comprised of approximately 6,700 individual parcels of land within the study area and has historically experienced different periods of development and most recently redevelopment efforts. Primary, initial development activity in the study area and its immediate vicinity occurred during the 1940's and 1950's with a second development period during the 1980's. Development activity in the city during the 1990's was generally focused in other parts of the city (including areas to the north of Gandy Boulevard south of Kennedy Boulevard; Old Hyde Park; New Tampa; and Beach Park). The recent redevelopment activity adjacent to the base and in the study area in general is due to its prime location adjacent to Hillsborough Bay and short commuting distance to the Central Business District in Downtown Tampa.

### **1.3 MacDill Air Force Base Description**

The operational ability and activity of a military installation is paramount to both local and national security. A major consideration in determining an installation's future viability is the extent to which urban encroachment, as manifested by residential and non-residential uses, has occurred. Moreover, mission constraints caused by development encroachment may adversely affect the military value of an installation. MacDill Air Force Base is comprised of 5,767 acres and is located in the southern portion of the City of Tampa, Florida at the end of the interbay peninsula south of the study area. It is surrounded by water bodies on the west, south and east sides of the base (Exhibit 1-1).

#### **1.4 General Description of Joint Land Use Study**

The primary purpose of this Joint Land Use Study (JLUS) is to:

1. Foster cooperative land use planning discussions between the City of Tampa and MacDill Air Force Base.
2. Provide a policy framework of compatible development measures designed to prevent urban encroachment, safeguard the military mission and protect the public health, safety and welfare uses away from incompatible or unsuitable locations to protect the public from nuisance and potential harm.

The JLUS fulfills the need for a systematic evaluation of a larger study area of the properties affected by and located adjacent to a military establishment, in this case, MacDill Air Force Base. The JLUS involves a comprehensive study that makes regulatory and non-regulatory recommendations concerning the development and redevelopment of the identified study area.

The City of Tampa/MacDill Air Force Base JLUS (JLUS) was organized into various production phases. Exhibit 1-2 provides a detailed description of the scope of work and the phases of production for the JLUS. This JLUS process encourages a cooperative spirit between MacDill Air Force Base, the City of Tampa, technical representatives of local decision makers and the affected community to discuss issues of compatibility in an open forum to balance both military and civilian interests.

JLUS implementation measures may include revisions to the City of Tampa's Comprehensive Plan and/or land development regulations such as zoning, subdivision or building codes. They are all tools used to represent a guide for the public to direct land use in the study area.

#### **1.5 Problem/Issues Statement**

MacDill Air Force Base (AFB) has co-existed with the South Tampa community for the past 65 years since its establishment at the southern tip of the Interbay Peninsular in 1941. MacDill Air Force Base has persistently maintained, especially in recent years, that the need to manage encroachment is critical to the viability of Base operations and to the quality of life for local residents.

Military installations can have both positive and negatives effects on adjacent communities; it can contribute to the economic base by providing income and jobs and have a negative impact on adjacent areas through noise, dust and safety concerns. Conversely, urban development near the perimeter of MacDill Air Force Base impacts operational effectiveness, training and readiness missions and could threaten its future viability.

In the mid 1970's the Department of Defense (DoD) established the Environment Noise Management Program (ENMP) and the Air Installation Compatible Use Zone (AICUZ) program. The ENMP involved noise propagation studies of military activities to delineate on and off base areas most likely to be affected by unacceptable noise levels and the AICUZ program was to identify aircraft landing and take-off accident potential zones that extend off a base into the neighboring community.

In 1985 the DoD initiated the JLUS program to make community planning assistance grants available to state and local governments to promote better understanding and incorporation of the AICUZ/ENMP technical data into local planning efforts.

## **1.6 Study Goals**

### **1.6.1 Community goals**

1. To protect the health and safety of residents living or working near MacDill Air Force Base;
2. Promote comprehensive planning for long term land use compatibility between MacDill Air Force Base and the surrounding community; and
3. Maintain the economic viability of the City of Tampa and the region.

### **1.6.2 Military goals**

1. To safeguard the military mission and protect the health, safety and welfare of the public;
2. To minimize the impact on the local communities by MacDill Air Force Base operations; and
3. Restrict land uses that are deemed to be incompatible with MacDill Air Force Base operations by the AICUZ study.

**EXHIBIT 1-1**  
**GENERAL LOCATION MAP**

## **EXHIBIT 1-2**

### **JLUS SCOPE OF WORK**

#### **Background: Statement of Needs & Issues**

The Department of Defense (DoD), Office of Economic Adjustment (OEA), is sponsoring a Joint Land Use Study (JLUS) to enable the City of Tampa to conduct a comprehensive analysis of current and potential urban encroachment that may affect MacDill Air Force Base (AFB) and the local community. The operational ability and activity of a military installation is paramount to both local and national security. A major consideration in determining an installation's future viability is the extent to which urban encroachment, as manifested by commercial, residential, and industrial uses, has occurred. Moreover, mission constraints caused by development encroachment may adversely affect the military value of an installation. MacDill Air Force Base (MacDill AFB or Base) has stated that the need to manage encroachment is critical to the viability of Base operations and to the quality of life for the local community.

The most effective way to deal with urban encroachment of military installations is through improved local land-use planning and zoning. MacDill Air Force Base is comprised of 5,767 acres and is located in the southern portion of the City of Tampa, Florida. The Base employs a total of 19,000 people (12,000 military personnel and 7,000 civilians). According to the "Economic Resource Impact Statement (1 October 2001 – 30 September 2002)," published as part of the MacDill AFB 6<sup>th</sup> Comptroller Squadron Financial Analysis, the Base contributes over \$5.5 billion to the Greater Tampa Bay Area. This economic impact is further categorized as \$2.7 billion in annual payroll, \$1.2 billion in annual expenditures, and \$1.6 billion in value of indirect jobs created.

Tampa is a growing and developing municipality that has experienced an 8.4% population growth rate between 1990 and 2000, making it the 3<sup>rd</sup> largest city in the State of Florida. Furthermore on a national scale, Tampa is 2<sup>nd</sup> in commercial real estate availability and price, the 6<sup>th</sup> fastest growing city, 7<sup>th</sup> in construction intensity and activity, and the 58<sup>th</sup> largest city overall. The southern portion of Tampa adjacent to the Base is comprised of approximately 6,700 individual parcels of land and has historically experienced waves of development pressures. The existing uses on these parcels include, but are not limited to, residential, commercial, industrial, and public parks and recreation areas.

With the potential for increased development in the area, there is a need for a systematic evaluation of a larger study area of the properties affected by and adjacent to MacDill AFB. A Joint Land Use Study (JLUS) will fulfill that need for a comprehensive study that makes regulatory and non-regulatory recommendations concerning the development and redevelopment of the identified study area. The goals of the JLUS Study are as follows:

- To protect the health, safety and welfare of the surrounding communities and the civilian and military community at MacDill AFB;

- To create avenues for better communication and coordination between the City of Tampa and MacDill AFB;
- To make recommendations for regulatory and non-regulatory policies/measures regarding compatible land uses around MacDill AFB;
- To determine the actual level of risk associated with living and/or working in an area proximate to MacDill AFB, through the use of a comparative analysis.

More particularly the Final Draft of the JLUS may recommend:

- Strategies to ensure improved communication and continued positive relations between the Base and the City of Tampa;
- Establish a plan to discourage development encroachments that could jeopardize the Base's operations and that could negatively affect the quality of life for residents of southern Tampa;
- Implementation strategies for mitigating existing development encroachments and existing impacts to surrounding communities.

Anticipated completion of the JLUS is approximately one (1) year from final approval of the Scope of Work by the JLUS Policy Committee following award of the OEA grant.

The consultant will prepare and complete all required documentation and progress reporting to OEA in standard reporting form per OEA standards. Deadlines and standard forms will be used as referenced in the Grant Agreement. Reports will be cleared through JLUS Project Manager prior to submittal to OEA.

#### **I. Initial Public Participation/Education; Update Conditions & Research**

- Schedule and monitor Policy Committee, Technical Working Group, and Sub-committee meetings;
- Assign tasks/sub-projects to Sub-Committees (as directed by JLUS Staff);
- Obtain and examine existing studies/reports relevant to noise standards/guidelines, land development regulations, and current and future MacDill AFB operations;
- Compile a table of existing compatible use standards/regulations;
- Document new infrastructure or community facility improvements proposed within the study area completed and funded on the current 5-year CIP work program;
- Collect building permit data and subdivision approval data for past 5 years;
- Compile a table of all information and recommendations found by the Consultant, Technical Working Group, and Sub-committees; deliver to JLUS Staff for mapping;
- Hold public workshop(s) to solicit community input for use in preparation of JLUS Draft.

#### **Deliverables (Products):**

Beginning JLUS Draft with Introduction and Statement of Goals and Needs; draft table of data collected, research completed, and recommendations.

## **II. Analysis**

### **A. Land Use & Base Operations (work in conjunction with MacDill AFB Staff)**

1. Conduct field visits to identify existing land uses located within current noise and air hazard zones.
  - Classify existing and future land uses located in Study Area in terms of general compatibility with air operations;
  - Identify any conflicts and determine potential impacts on air operations;
  - Identify civilian concerns.
2. Evaluate MacDill AFB plans.
  - Identify Base growth objectives;
  - Review the impact of Base growth objectives on air traffic patterns and volumes.
3. Evaluate standard operating procedures for MacDill AFB as to how they impact the surrounding communities and what may be done, if anything, to limit these impacts.
  - Evaluate altitude, pattern speed, maneuvers and hours of operations;
  - Document and evaluate process for continuing dialogue between Air Force officials, local government, and concerned citizens.
4. Evaluate the impact to public roadways resulting from Base growth objectives and standard operating procedures relating to trucks entering or leaving the Base.
  - Evaluate the impacts of a potential increase in truck traffic on Manhattan Avenue resulting from the new security gate for trucks.

#### **Deliverables (Products):**

Draft description of MacDill AFB growth objectives, mission, and procedures; draft table to include conflicts with air operations and civilian concerns regarding expanded Base missions.

### **B. Future Development Potential vs. Future Land Use (work in conjunction with JLUS Staff)**

- Identify and quantify potentially incompatible existing land uses;
- Assess the types of uses likely to be developed within the Study area;
- Evaluate existing development controls and determine to what extent they may reduce potential future conflicts.
- Evaluate the compatibility of developing uses.

#### **Deliverables (Products):**

Draft land use analysis and assessment of Air Installation Compatible Use Zone Study.

## **III. Recommendations**

### **A. Organize and Publish JLUS Final Draft Document**

Organize and publish draft copy of recommendations for JLUS utilizing the data, in-house work already completed, and public input.

- Conduct public forums to describe draft recommendations, and solicit final public input for any changes to recommendations, and compile full draft copy of JLUS, including public recommendations.
- Schedule and conduct Technical Working Group meeting to review JLUS Draft for final recommendations to the Policy Committee.
- Schedule and conduct Policy Committee meeting to review JLUS Draft for final recommendations for publishing;
- Make revisions to JLUS Draft based on Policy Committee/Technical Working Group final recommendations;
- Once JLUS Draft is approved by Policy Committee and Technical Working Group, schedule public workshop with Tampa City Council (initial presentation made by JLUS Coordinator); invite all participants and advise City Clerk to schedule presentation as a 'Public Workshop'; City Clerk will follow standard procedure and record public comments;
- Finalize draft report, including recommendation from Tampa City Council and the public at large;
- Produce hard and digital copies (.pdf and Microsoft Word) of JLUS Final Draft and transmit to JLUS Staff.

**Deliverables (Products):**

Final Draft Report (deliver seventy-five (75) hard copies and ten (10) CD copies to JLUS Staff).