

2.0 ORGANIZATION

2.1 Study Area Defined

The study area was delineated as an area within which MacDill Air Force Base may currently and in the future, have a significant influence on local residents and potentially noise sensitive land uses. For purposes of the JLUS, the study area encompasses the area located south of Gandy Boulevard to MacDill ABF and east of Manhattan Avenue to Hillsborough Bay (Exhibit 2-1).

In considering potential land use compatibility planning measures, it is necessary to define the areas within which those ensuing policies will apply. For purposes of the JLUS, the policy area will encompass at a minimum, those areas specifically designated as part of the Accident Potential Zones within the AICUZ surrounding MacDill Air Force Base. It is also likely to be extended into areas with high levels of noise per the Noise Contours of the AICUZ as well as any other logical extension of the APZ's or areas within close proximity to the Base.

2.2 Planning Area

The JLUS addresses one single, distinct airfield. The development characteristics abutting the base differ across the study area with the predominant land uses being single family residential and neighborhood serving commercial. The flight patterns, air traffic, and aircraft types have determined the Accident Potential Zones and Noise Contours within the existing AICUZ surrounding MacDill Air Force Base. Sections 4 and 5 in this document present technical analyses and land use recommendations for the study area.

2.3 Participants

The JLUS is intended to be a cooperative process involving input from residents, local elected officials, business representatives and military base leaders. One of the critical goals of the JLUS is to build consensus among the participants. Organizational committees participated in the plan development to ensure that the JLUS reflects diversity of opinion and a clear technical basis for the recommendations.

2.3.1 Policy Committee

The Policy Committee was comprised of the City of Tampa Mayor, MacDill Air Force Base leader, and representatives of the City of Tampa City Council and Hillsborough County Board of County Commissioners. The Policy Committee gave overall direction to the process, approved study recommendations, and identified appropriate implementation measures. A summary of the Policy Committee Meetings is provided in Table 2-1.

2.3.2 Technical Working Group

The Technical Working Group consisted of representatives from City of Tampa staff, Planning Commission, MacDill Air Force Base planners, and community representatives (Exhibit 2-2). The Technical Working Group reviewed specific technical issues, provide input into the report document, and prepared recommendations for implementation to the Policy Committee. A summary of Technical Working Group meetings is provided in Table 2-2.

The Technical Working Group followed a set of protocols established to provide a framework for completing the many tasks related to completing the JLUS. The Group and all Sub-committees were expected to work in a professional and collaborative manner. The Group also worked in concert with the JLUS Consultant and the JLUS Advisory Staff gathering pertinent data that was used in the analysis of the Study Area and ultimately included in the final recommendations of the JLUS.

The Technical Working Group assigned members to following Sub-committees:

1. Transportation/Public Infrastructure/Utilities
2. Land Use/Zoning/Development
3. Environmental-Natural Resources/Coastal Management/Public Spaces
4. Emergency Management/Evacuation
5. Military Operations, Growth Objectives & Planning/MacDill Air Force Base-COT-Public Relations

In general, the work effort included the following tasks as needed:

1. Field verifications of existing uses of land
2. Bi-weekly brainstorming sessions
3. Obtain and examine existing studies/reports relevant to noise standards/guidelines and land development regulations
4. Document new infrastructure or community facility improvements proposed within the study area
5. Collect building permit data and subdivision approval data
6. Identify civilian/property owner concerns
7. Evaluate process for continuing dialogue between Air Force officials, local government, and concerned citizens
8. Identify and quantify potential existing incompatible land uses, public spaces/parks, environmentally sensitive areas
9. Assess the types of future land uses likely to be developed within the study area
10. Evaluate existing development controls and determine to what extent they may reduce potential future conflicts
11. Evaluate existing evacuation routes and emergency management plans for the area

The findings of the sub-committees are provided in Exhibit 2-3.

2.3.3 JLUS Advisory Staff

The JLUS Advisory Staff consisted of representatives from the City of Tampa Land Development, MacDill Air Force Base Community Planning, Hillsborough County City-County Planning Commission, and City of Tampa Department of Business and Housing Development. The JLUS Advisory Staff provided guidance in process, schedule and adherence to the JLUS guidelines.

2.3.4 Public Involvement

2.3.4.1 Public Information Workshops

The City of Tampa advertised all of the Policy Committee and Technical Working Group meetings as public meetings. In addition, neighborhood meetings in the form of Public Information Workshops were held that gave residents within the study area an opportunity to understand existing issues, express concerns, review draft recommendations, and provide input on implementation strategies. A summary of the Public Information Workshops is provided in Table 2-3.

Three Public Information Workshops were held in varying locations throughout the study area to provide an overview of the JLUS purpose, parameters, boundaries and schedule and a brief summary of existing conditions. Approximately 74% of the total 74 attendants (without double counting) responded to the questionnaire.

2.3.4.2 Questionnaire Summary

At each of the Public Information Workshops, a questionnaire was distributed. This questionnaire asked various questions related to the public's interest in the study, AFB importance, and general regulation of development in the study area. A copy of the questionnaire is included in Exhibit 2-4.

A summary of the responses to the questionnaire is provided below:

1. Of the 55 respondents of the questionnaire, 49 or 89% lived within the study area.
2. Of the 49 area residents, 46 or 94% owned their own home (includes those who responded that they rent the land).
3. The 49 area residents lived in the following residential types:
 - 31 or 63% mobile homes;
 - 5 or 10% manufactured/modular homes

- 1 or 2% townhouse; and
 - 12 or 25% single family detached house
4. All (98%) but one respondent strongly agreed that MacDill Air Force Base is important to the economy of the City of Tampa.
 5. 40 or 73% of the respondents strongly agreed that there currently exists a conflict between existing land use patterns and MacDill Air Force Base operations. One strongly disagreed and 3 or 5% neither agreed nor disagreed.
 6. 11 or 58% strongly agreed that development encroachment is a significant issue in the study area. 3 or 16% were neutral or were not sure.
 7. 36 or 65% strongly disagreed that public infrastructure in the study area is adequate to accommodate development expansion. 4 or 7% strongly agreed and 5 or 9% neither agreed nor disagreed.
 8. 41 or 75% strongly agreed that it is appropriate to regulate land uses recognized as being incompatible with current or future MacDill Air Force Base operations. 5 or 9% strongly disagreed.
 9. 44 or 80% strongly agreed that they would support land use regulations (i.e. height, density intensity) in the study area that reduce development encroachment and promote land use compatibility. 3 or 5% strongly disagreed and 3 or 5% neither agreed nor disagreed.

Table 2-1: Summary of Policy Committee Meetings

SCHEDULED MEETING DATE	ACTUAL MEETING DATE	MEETING SUMMARY
5/3/05	5/3/05	Briefing on Phase I findings completed by City staff; timeline for grant application/approval/consultant selection; general outline of 'scope of work' discussed; approved Technical Working Group members
11/9/05	11/9/05	Formal JLUS Consultant introduction; approved final 'scope of work' and timeline; TWG delivered research report; scheduled future Policy Committee meetings through June 2006; outlined required deliverables
2/8/06	3/8/06	2/8/06 Meeting canceled—no quorum; two members absent. 3/8/06 Meeting--PowerPoint given detailing findings to date, overview of public information workshop findings, MacDill Air Force Base Plans, other Florida JLUS studies and their recommendations; brainstorming session took place on how to craft our recommendations, issues regarding grandfathering of existing uses, possible density factors, potential Comp Plan text amendment schedule based on study deadlines
4/12/06	04/12/06	Reviewed final maps showing land use data from field surveys; discussed density options; identify development trends/patterns; Policy Committee gave direction on density options and mapping needs; JLUS Staff to meet prior to May 2006 meeting to further the analysis of land uses in the area
5/10/06	05/10/06	Reviewed and discussed draft recommendations and corresponding draft Comprehensive Plan text amendment; brainstorming session with Committee members
6/21/06	6/21/06	Reviewed revised recommendations and Comprehensive Plan text amendment for final vote of Policy Committee to finalize study report and submit to City Council

Table 2-2: Summary of Technical Working Group/Sub-Committee Meetings

SCHEDULED MEETING DATE	ACTUAL MEETING DATE	MEETING SUMMARY
		<i>Transportation/Public Infrastructure/Utilities</i>
7/8/05	7/8/05	Meeting with JLUS Coordinator to obtain detailed study area maps to conduct research for current and future capital improvement and infrastructure improvement projects within the entire study area.
9/30/05	9/30/05	Meeting with JLUS Coordinator to report research findings; discussed other pertinent issues and concerns.
		<i>Land Use/Zoning/Development</i>
7/8/05	7/8/05	Meeting with JLUS Coordinator to obtain detailed study area maps to conduct field verifications of existing uses of land in entire study area less APZ I and Clear Zone; developed strategy needed to accurately verify and document uses.
9/30/06	9/30/06	Meeting with JLUS Coordinator to report findings of field verification efforts for entire study area less APZ I and Clear Zone; discussed other pertinent issues and concerns.
		<i>Environmental-Natural Resources/Coastal Management/Public Spaces</i>
7/11/05	7/11/05	Meeting with JLUS Coordinator to obtain detailed study area maps to conduct field verification of existing uses of land in entire study area less APZ I and Clear Zone; developed strategy needed to accurately verify and document uses.
10/3/05	10/3/05	Meeting with JLUS Coordinator to report findings of field verification efforts for entire study area less APZ I and Clear Zone; discussed other pertinent issues and concerns.
		<i>Emergency Management/Evacuation</i>
7/11/05	7/11/05	Meeting with JLUS Coordinator to obtain detailed study area maps to conduct field verification of existing uses of land in entire study area less APZ I and Clear Zone; developed strategy needed to accurately verify and document uses.
10/3/05	10/3/05	Meeting with JLUS Coordinator to report findings of field verification efforts for entire study area less APZ I and Clear Zone; discussed other pertinent issues and concerns.
		<i>Military Operations, Growth Objectives and Planning/MacDill Air Force Base-City of Tampa-Public Relations</i>
7/12/05	7/12/05	Meeting with JLUS Coordinator to obtain detailed study area maps; began research identifying MacDill Air Force Base Growth plans; prepared draft flowchart and explanation of current MacDill/City of Tampa/Public communication processes; developed strategy needed to accurately document findings.
10/4/05	10/7/05	Meeting with JLUS Coordinator to report research findings; discussed other pertinent issues and concerns.

Table 2-3: Summary of Public Information Workshops

Meeting Date	Location	Attendees
12/1/05 6pm-8pm	South Tampa Fellowship Hall, 5101 Bayshore Boulevard, Tampa, FL 33611	18
1/5/06 6pm-8pm	Gandy Civic Association Hall, 4207 W. Oklahoma Avenue, Tampa, FL 33616	15
1/30/06 6pm-8pm	Winward Lakes Home Association, 6220 South Dale Mabry Highway, Tampa, FL 33611	55
6/27/06 6pm-8pm	Gandy Civic Association Hall, 4207 W. Oklahoma Avenue, Tampa, FL 33616	11
7/6/06 6pm-8pm	Gandy Civic Association Hall, 4207 W. Oklahoma Avenue, Tampa, FL 33616	22
7/10/06 6pm-8pm	Gandy Civic Association Hall, 4207 W. Oklahoma Avenue, Tampa, FL 33616	16

EXHIBIT 2-1
STUDY AREA

EXHIBIT 2-2

TECHNICAL WORKING GROUP

Mayoral Appointees:

Bob Dikman, Association of Realtors

Melanie Higgins, Environmental Consultant, Member of City of Tampa's Variance Review Board

Cliff Fernandez, Dolphin Homes, Inc., Tampa Bay Builder's Association, Inc.

Al Steenson, Sun Bay South Neighborhood Association

Margaret Hamrick, Port Tampa Civic Association

Tom Kester, Retired Law Enforcement, *Member At Large*

MacDill AFB Appointees:

Monty Perry, Lieutenant Colonel, Commander 3/10th Airlift Squadron

David Cohen, Lieutenant Colonel, Chief of Wing Safety

City Council Appointees:

Rob Rowen, Interbay Peninsular Partnership

County Commission Appointees:

Paula Harvey, Hillsborough County Planning & Growth Management

Beth Alden, Hillsborough County MPO

EXHIBIT 2-3

JLUS POLICY COMMITTEE FINDINGS

JLUS Policy Committee Briefing Report 11/09/05

- A. JLUS consultants retained according to approved JLUS Scope of Work
- Approved Grant Timeline stated “October 1, 2005: Retain JLUS Consultant services to begin Technical Working Group/public meeting process.”
 - MurphyLaRocca accepted the assignment on 09/09/05
 - Tampa City Council approved resolution granting a work order to MurphyLaRocca on 10/06/05
 - JLUS on target – refer to Revised Work Program
- B. Technical Working Group Sub-Committees complete 1st round of fact finding
- Held 1st round of Subcommittee meetings on 7/8/05, 7/11/05, and 7/12/05 to discuss parameters of study and delegate assignments
 - Held 2nd round of Subcommittee meetings on 9/30/05, 10/03/05, and 10/07/05 for delivery of assignments/research findings
 - Subcommittee findings, suggestions, and items still needed are as follows:
 1. Transportation/Infrastructure:
 - a. *Transportation*:
 - (1) COT Public Works is seeking bids for transportation study south of Gandy Blvd., Tindale-Oliver has bid on job, Mahdi Mansour to provide more info when available
 - (2) MacDill AFB (BRAC proposes adding personnel & planes to MAFB):
 - Gate Counts conducted in May 2003 for each gate
 - \$7 million gate enhancement project on Dale Mabry to add AM peak for entry lanes (this will hopefully divert traffic to Dale Mabry from Bayshore)
 - Route truck traffic to Manhattan gate a.k.a. “Port Tampa Gate”
 - MacDill gate is only partially open
 - (3) TIP May 2006 – September 2010:

- Gandy (bridge to Dale Mabry) to be widened & resurfaced w/aesthetic improvements
- Bayshore – bike path from Platt to Gandy
- Dale Mabry – resurfacing from MAFB to Gandy
- Friendship Trail – bike path from Tyson to Interbay
- Friendship Trail Bridge repair
- Bayshore roadway enhancements
- Manhattan Ave roadway improvements from Euclid to Gandy

(4) LRTP to 2025:

- Gandy ITS from bridge to Dale Mabry (unfunded)
- Gandy (PCA) from bridge to Crosstown (unfunded)
- MacDill Ave from MAFB to Bay to Bay (unfunded)

(5) HartLine:

- Proposed changes to Route 25X (Brandon to MAFB) reduce 3 A.M. trips/3 P.M. trips to 2 and 2
- Proposed new Route 24X (FishHawk Ranch to MAFB) 2 A.M. and 2 P.M. trips

(6) Potential Water Ferry: in preliminary discussions with MAFB

(7) Sub-Committee suggested improvements:

- Pedestrian/bicycle bridges over Gandy-Dale Mabry, Gandy-Westshore, Dale Mabry-Interbay
- Further our research/conversations with HartLine for details on proposed reduction of service & funding issues
- Retrieve counts for road segments adjacent to base gates and total capacity numbers

b. *Stormwater [2-5 year (priorities)]:*

- (1) Paxton-6th, original City estimate approximately \$700,000, only one (1) bid came in at \$1.7 million, re-bid to open in December 2005
- (2) MacDill Ave-Manhattan, no dollar value yet
- (3) Found that stormwater improvements are not planned for future growth but in response to long-term problems

c. *Wastewater & STAR:*

- (1) Nothing on 5 year plan
- (2) Potential improvements needed at Ballast Point Station (east of Dale Mabry)
- (3) Just completed Lois Station (complete replacement & doubled capacity/lines out)

(4) STAR expansion to south of Gandy at least 10 years

d. *Water:*

(1) Existing 2-inch lines are required to be upgraded to 6-inch when new development occurs

(2) Modeling being done for year 2025 based on increased population

(3) Tom Koons, Water Dept., currently researching population projection used in model

e. *TECO/People's Gas:*

(1) Items found:

- Fax sent to Jeff Wykof for info, waiting on reply
- Identified as "hot spot"
- No capital improvements planned for study area
- Just completed MacDill Ave Substation expansion close to AFB gate (room for more expansion exists)
- Himes & Oklahoma Substation has room for expansion
- Manhattan & Price Substation has room for expansion through constructing a larger station not through more transformers
- McCoy Substation site just outside of study area is vacant

(2) Sub-Committee suggested items:

- Estimation on cost for placing lines underground in Clear Zone & APZ I in first phase to reduce additional impacts of accident

f. *Brighthouse/Verizon:* no improvements planned

2. Land Use/Zoning:

a. Windshield surveys of whole study area to identify actual land uses vs. use codes assigned by Property Appraiser vs. use codes in City database

(1) Create a discrepancy list

(2) Identify areas where coordination/communication could improve (benefit could be that Appraiser/City has updated information, find code violations, potential increased tax revenue)

(3) Identify additional parcels to purchase in Clear Zone & APZ I through State Grant program

b. When platted, the area had little to no regulatory requirements – rendered odd-shaped blocks/lots, ROW widths

(1) Consider rezoning to less dense zoning districts (RS-75 & 100 vs. RS-50 & 60), or

- (2) Consider creating a special zoning district similar to M-AP 1 through 4 around Tampa International Airport, which limits uses, heights, floor area ratios, lot coverages
 - c. New developments/residents have limited awareness of AFB and impact on transportation and noise
 - (1) Consider including disclosure statement in title/closing documents when properties are purchased for those properties lying within Clear Zone, APZ I, APZ II
 - (2) Consider additional roadway signage acknowledging close proximity to AFB or location within Clear Zone, APZ I, APZ II
 - d. Create comparison table of 3 other JLUS recommendations for regulation changes in land use, zoning, and building regulations
 - (1) Research any legal challenges to regulation changes resulting from JLUS recommendations
 - (2) Research public feedback, if available, to recommended changes and those that became law (news articles, citizen surveys, etc.)
3. Environmental-Natural Resources/Public Spaces:
- a. Proposed “off-road” greenway/trail running along boundary of AFB through property to be leased from AFB/TECO and city-owned/leased parcels
 - b. Proposed “on-road” greenway/trail running along Bayshore Blvd from Gandy Blvd to AFB; along Interbay Blvd from Bayshore Blvd to Picnic Island; along Gandy Blvd from Bayshore Blvd to Friendship Trail Bridge; and running west from Bayshore Blvd through MacDill 48 and south to Gadsden Park
 - c. Improvements for Ballast Point Park just beginning
 - (1) Need details on total extent of improvements:
 - Structures being built?
 - Additional active amenities being added?
 - d. Ballast Point community has expressed the need for a community center
 - (1) Build where?
 - (2) Co-locate with baseball fields in APZ I?
 - (3) Expand Ballast Point Wellness Center in APZ II?
 - (4) Find alternate location outside of Clear Zone, APZ I, APZ II?
4. Emergency Management/Evacuation:
- a. Brief discussion on Hillsborough County EOC and their duties (Local Elected Officials/City/County/State/FHP/FEMA)

- b. City is initial responder, County is secondary (they wait for City to call)
 - c. MacDill is 1st responder for aircraft accident off of base
 - d. MacDill officials cover City firehouses if personnel are pulled for other duties; Hillsborough County also covers for same reason
 - e. Yearly drill conducted prior to air show for response time
 - f. Learned Tampa-Hillsborough is better organized than in New Orleans for emergency responses
 - g. Hillsborough County Website/pamphlets named shelter locations; however, needs to be more user-friendly for emergency-related items
 - h. City Website should link to flood maps
 - i. Update findings at end of Phase II for draft JLUS based on any changes in response to active hurricane season i.e. Katrina, Rita, Wilma
 - j. Chemical leak from tanks in port could cause issues on MacDill AFB and adjacent community
 - k. Identify spectrum of flood zones in study area
 - l. Sub-Committee suggested improvements:
 - (1) Reevaluate current emergency management plans in response to recent natural hazards
 - (2) Seek improvements in interdepartmental/interagency communications
 - (3) Ramp up marketing efforts to general public for shelter locations, evacuation routes, moving to higher ground vs. center of state
5. Military Operations, Growth Objectives & Planning/MacDill AFB-COT-Public Relations:
- a. Current plan for 2015
 - b. MAFB in process of updating plan – 35% complete
 - c. 804 residential units base to be reduced to 400
 - d. Housing allowance given to military personnel is based on a hour commute
 - e. Consider reviewing parcel map to locate additional properties to be purchased through State Grant program

C. Timeline (update on “next steps”):

- 1. Work Program Element 1 to be completed by February 6, 2006:

Deliverables:

JLUS Project Coordinator

Final work program. Pamphlet describing the MacDill program. A base map for study area produced by GIS.

Consultant

Summary table of initial public workshops outlining public awareness of MAFB, concerns, suggestions, and general comments.

2. Work Program Element 2 to be completed by March 3, 2006

Deliverables:

JLUS Project Coordinator

GIS map coverages for existing and future land use, aggregate zoning districts, recent development activity, and environmental constraints to development within study area.

Consultant

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

3. Work Program Element 3 to be completed by April 7, 2006

Deliverables:

JLUS Project Coordinator

GIS produced maps showing the locations of noise and air hazard zones for MacDill AFB. GIS produced maps showing the locations of noise and air hazard zones for MacDill AFB in relation to Peter O'Knight & Tampa International.

Consultant

Draft description of Air Installations Compatible Use Zones.

4. Work Program Element 4 to be completed by May 5, 2006

Deliverables:

JLUS Project Coordinator

A series of GIS work maps identifying potential future development areas within the vicinity of MacDill AFB.

Consultant

Update draft tables of data collected, research completed, and recommendations, including infrastructure improvements and population projections.

5. Work Program Element 5 to be completed by June 2, 2006

Deliverables:

JLUS Project Coordinator

Land use compatibility maps.

Consultant

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

6. Work Program Element 6 to be completed by July 31, 2006

Deliverables:

Consultant

Transmit final JLUS Report copies to OEA (one (1) hard copy and four (4) CD copies). Deliver final JLUS Report copies to JLUS Project Coordinator for distribution internal to the City of Tampa (seventy-five (75) hard copies and ten (10) CD copies).

D. Scheduling of update Policy Committee meetings:

1. Element 1 completion update meeting: February 8, 2006 (2:00 p.m. – 3:30 p.m.)
2. Element 2 completion update meeting: March 8, 2006 (2:00 p.m. – 3:30 p.m.)
3. Element 3 completion update meeting: April 12, 2006 (2:00 p.m. – 3:30 p.m.)
4. Element 4 completion update meeting: May 10, 2006 (2:00 p.m. – 3:30 p.m.)
5. Element 5 completion update meeting: June 7, 2006 (2:00 p.m. – 3:30 p.m.)
6. To complete Element 6, multiple Technical Working Group and Policy Committee meetings will need to occur. These meetings will take place between June 8, 2006 and July 26, 2006 and may occur on any regularly scheduled workday. Each Policy Committee member may appoint or delegate their voting authority through a notarized affidavit, as provided by the JLUS Project Coordinator, if he/she is unable to attend any of these meetings.

EXHIBIT 2-4

PUBLIC INFORMATION WORKSHOP QUESTIONNAIRE



City of Tampa/MacDill Air Force Base
Joint Land Use Study
Public Workshop Questionnaire

1. Why are you interested in this study?
2. Do you live in the study area?
3. Do you own or rent property in the study area?
4. What type of property do you own or rent?

*Please respond to the following statements by using a scale of 1 to 10
(1 = "I strongly disagree" and 10 = "I strongly agree")*

1. MacDill Air Force Base is important to the economy of the City of Tampa.
2. There currently exists a conflict between existing land use patterns and MacDill Air Force Base operations?
3. Development encroachment is a significant issue in the study area.
4. Public infrastructure in the study area is adequate to accommodate development expansion.
5. It is appropriate to regulate land uses recognized as being incompatible with current or future MacDill Air Force Base operations.
6. I support land use regulations (i.e. height, density, intensity) in the study area that reduce development encroachment and promote land use compatibility.
7. Other Comments:

Contact information

Name: _____

Address: _____

Email: _____

Property location/description: