

*FINAL DRAFT – 07.10.21*

# Palma Ceia

## Neighborhood Commercial District Plan

City of Tampa  
July 2021



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Message from the Mayor [placeholder]



## **1. Introduction**

### **Background**

At the heart of Tampa’s neighborhoods are their small commercial districts: the places where businesses, residents and visitors come together to interact and form the cultural, social, and economic bonds of a community. Neighborhood commercial districts emerge in many forms and can serve different functions. Some districts have rich historic and multi-generational cultural legacies, and others have formed just recently along major transportation thoroughfares. Some districts benefit from strong economic activity and others experience systemic challenges with vacancies and blight. As the economy reacts to major changes in the commercial real estate market and shifts in brick-and-mortar retail trends, it is critical that Tampa renews its focus on the buildings blocks of small businesses by creating a strong environment for economic activity. There is a clear role for the City to address this need by providing urban planning services to elevate these districts to their greatest potential.

### **Purpose & Need**

In 2020, the City of Tampa launched a pilot project to create plans to enhance and preserve the quality of neighborhood commercial districts within the City of Tampa. The purpose of this plan is to establish a vision to enhance these commercial districts and serve as a road map to achieving the vision expressed by the community. The City Planning Department is responsible for leading planning activities in neighborhood commercial districts across the city to preserve and create vibrant, healthy and thriving places. Each plan in the Neighborhood Commercial District Planning Program will involve working with the community to build upon and strengthen each district’s unique identity. The focus of this plan is on the commercial districts and corridors that support the adjacent residential neighborhoods. They will engage the community to address current opportunities and challenges through thoughtful facilitation and strategic analyses tailored to the specific district. Plans may consider issues related to:

- Land use and community design
- Social equity
- Mobility
- Connectivity
- Parks and recreation
- Environmental enhancement
- Economic revitalization & jobs
- Housing supply & affordability
- Historic preservation
- Transportation and transit
- Public Safety & Vision Zero
- Integration of public facilities
- Streetscape improvements
- Sustainability and resilience & more

This report serves as the plan for the Palma Ceia Neighborhood Commercial District. For the purposes of this report, the Palma Ceia Neighborhood Commercial District planning area covers the first block to the north and south of Bay to Bay from Himes to the Selmon Expressway, and the MacDill corridor from the Selmon Expressway to San Miguel Street, including parcels approximately 200’ to the east and west of MacDill. The study area is defined in **Image 1** below.

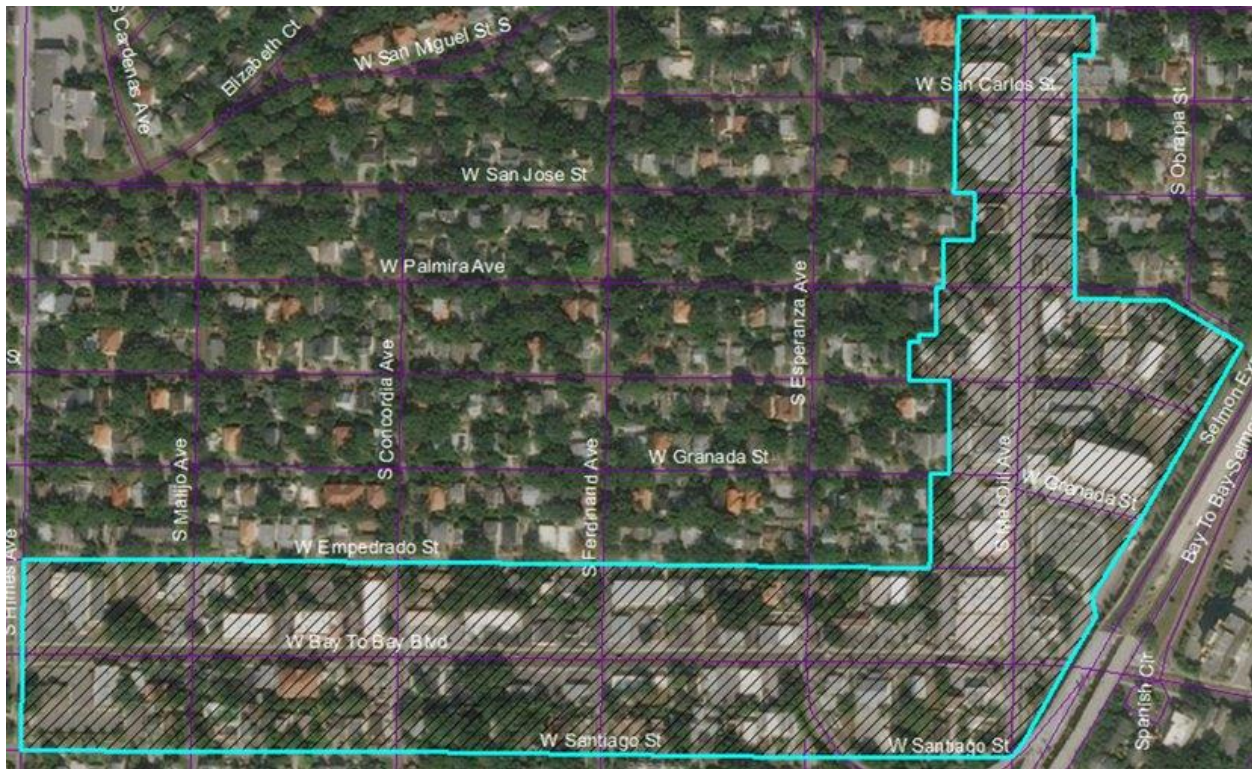


Image 1: Palma Ceia Neighborhood Commercial District Study Area

The City Planning Department and Mobility Department are working to develop a long term vision for the City as part of the Tampa M.O.V.E.S Initiative. The first is the Citywide Vision Plan, a long-term vision for growth and redevelopment across the City. The second document is the Citywide Mobility Plan, which will identify corridors with mobility needs and develop a long-term plan for transportation improvements. The word M.O.V.E.S. is an acronym for the City's values and guiding principles in planning for the future:

- Promote Mobility for All
- Economic Opportunity
- Vision for Sustainability and Resilience
- Equity
- Safety

The M.O.V.E.S. process will develop a list of other corridors throughout the City that show potential to become thriving neighborhood commercial districts, or are already great districts that could benefit from a productive Neighborhood Commercial District planning process.

### **Acknowledgements & Contributors**

The City of Tampa Department of City Planning would like to thank the citizens and business owners who participated in this process to create a vision for the Palma Ceia Neighborhood Commercial District.

The development of this plan was guided by a team of professionals from multiple City Departments and government agencies.

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Table 1: Study Team

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Thank you to the organizations who provided input and technical assistance during the development of this plan.



## 2. Executive Summary

### A. Vision

The vision for Palma Ceia Neighborhood Commercial District is a safe, walkable, connected, thriving beautiful main street where residents and visitors gather and interact.



In the future state of the district, buildings will face the street and engage with the pedestrian realm. Some of the existing single-level buildings will eventually be replaced with buildings that are brought closer to the street, with welcoming entrances with awnings, trees and other shade elements. Buildings are designed and oriented to enable safe and convenient walking from one building to the next - even on a hot Florida day. Sidewalks are wide and spacious, with pedestrian-scale lighting, and artistic banners and markers that hang from the light poles.

*Image 2: Vision for the Palma Ceia Neighborhood Commercial District developed by USF Graduate Student*









Source: Anastasiia Hunda, University of South Florida, School of Architecture & Community Design

*Image 3: Vision developed by USF Graduate Student*



Source: Kamani Samuel, University of South Florida, School of Architecture & Community Design

**B. Overview of Recommendations**

The Plan recommendations are summarized below. Refer to Section 6 of this report for a complete discussion on each of the recommendations.

*Table 2: Summary of Recommendations*

Strategy Group	No.	Recommendation
<b>1.0 Enhance the Public Realm</b>	1.1	Install District Gateway Features
	1.2	Activate Selmon Underpass
	1.3	Acquire & Repurpose CSX Corridor
<b>2.0 Reimagine the Roadway</b>	2.1	Bay to Bay Pilot Project
	2.2	Tactical Urbanism
	2.3	Complete Street Transformation (Bay to Bay Blvd & MacDill Ave)
<b>3.0 Resilient &amp; Organized Infrastructure</b>	3.1	Reconnect Palma Ceia to Bayshore
	3.2	Connect the Commercial District to the Neighborhood
	3.3	Utility Pole Underground
<b>4.0 Public Safety</b>	4.1	More Pedestrian Crossings & Signals
	4.2	Neighborhood Traffic Calming
	4.3	Bicycle Boulevards & Parallel Bike Routes
<b>5.0 Urban Parking Management</b>	5.1	Residential Parking Permit Program
	5.2	Managed On-Street Parking Program for Commercial Streets
	5.3	On-Street Parking Infrastructure Improvements
	5.4	Reduce On-Site Parking Minimums for Private Development
	5.5	Establish Parking In-Lieu Fee Policy & Fund
	5.6	Promote & Improve Shared-Use Parking Agreements Policy
	5.7	Commercial District Public Parking Assessment
	5.8	Consider Creating a Consolidated Public Parking Facility
<b>6.0 Land Use &amp; Design Standards</b>	6.1	Future Land Use & Zoning
	6.2	Residential Design Standards
	6.3	Commercial District Design Standards







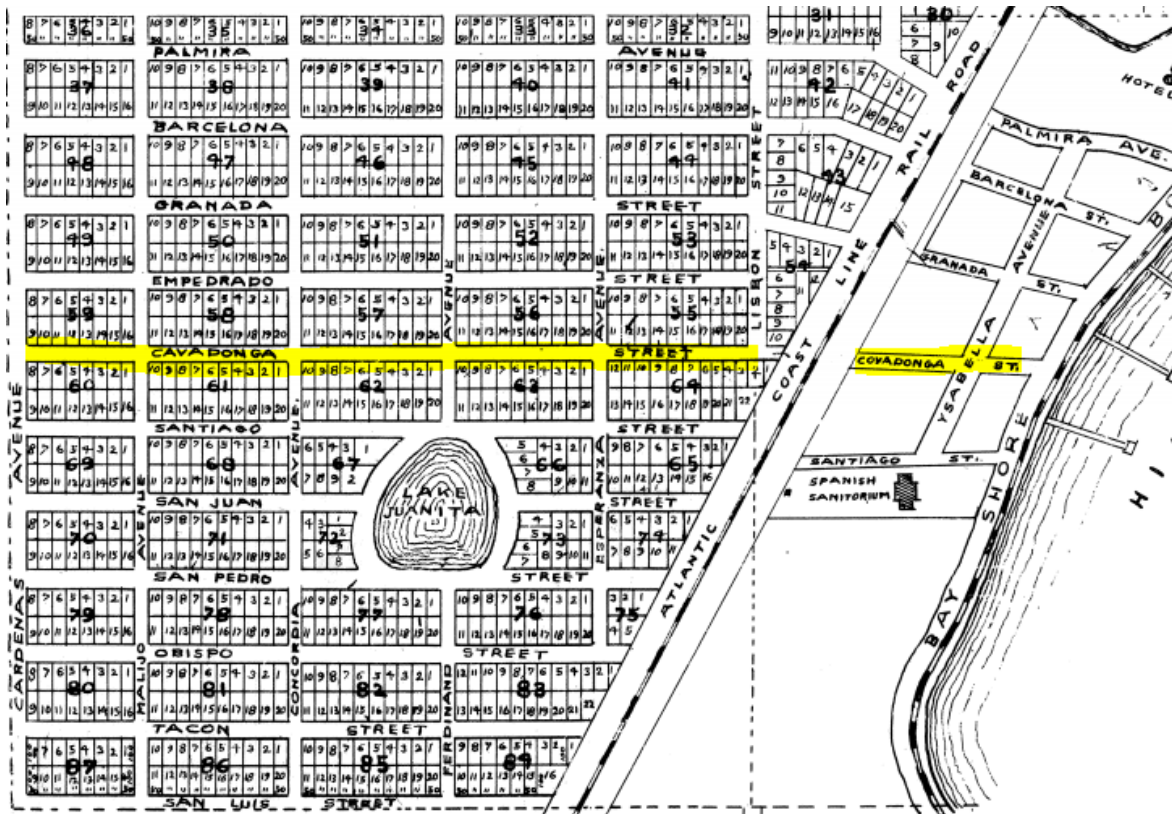


Image 5: Historic Map of Palma Ceia in early 20th century

Image 6: Palma Ceia Commercial District in early 20th century



Source: Tampa-Hillsborough County Public Library System

## A. Population & Employment trends

### Demographics

The population is predominantly white and highly educated. The age profile of the district is consistent with the citywide age profile. Household incomes are some of the highest in the City of Tampa. Over 99% of the households in the district have at least one car, approximately 10% higher than the citywide average. Only 6.49% of the district's households fall below the poverty level, approximately 10% lower than the citywide average. The district also has significantly lower rates of limited English proficiency than the citywide average (less than 3% of residents vs.

almost 10% citywide). Just over 2% of the population lives with a disability, compared with almost 6.5% citywide.

### **Employment**

From 2010-2019, employment in the district grew 27%; a faster rate than South Tampa and the citywide average. Over 90% of the jobs are light industrial such as food service, retail, medical office and fitness. By 2045, jobs in the district are projected to increase by 13%.

### **Schools**

The Palma Ceia Neighborhood is home to H.B. Plant High School, and Roosevelt Elementary. Both schools are within walking distance of the commercial district, but no schools fall within the commercial district itself.

## **B. Economic & Development trends**

### **Housing**

As of 2019, over 60% of the housing units in the district are single family homes. From 2010-2019, the number of housing units in the district grew 12%, from 115 to 129 units. While multi-family developments (townhomes and duplexes) have been added to the district since 2010, the majority of the recent growth has been in the form of new single family homes. The district is growing, but the rate of population growth is less than the surrounding South Tampa area and the Citywide average.

*Image 7: Housing in Palma Ceia*



### **Development**

The district has experienced significant building permit activity in recent years and continues to be a popular area for new residents. Over the last decade, the City issued approximately 122 residential permits and 4 commercial building permits per year within the district. The highest year for residential permits was in 2014 (350 permits), and the highest years for commercial permits were 2014 and 2019 (7 each). Since 2010, the population of the district has grown by 16%, from 206 persons to 238. Since Palma Ceia has long been a desirable area to live, and the likelihood of introducing a significant amount of additional residential units internal to the

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neighborhood is low, we do not anticipate significant population growth through 2045. It is likely that any increases in residential units will be the result of infill townhome or attached single family development projects. Multi-unit projects will likely be limited to mixed-use projects on underutilized parcels along the commercial corridor, or more high-rise development fronting the Bayshore Boulevard waterfront just to the east of the study area. Limited residential infill is to be expected as the vision for the corridor is primarily commercial, with residential and other uses on upper floors as supporting or accessory uses.

*Image 8: Recent Commercial Redevelopment*



Starbucks, New Construction, 2002



Abdoney Orthodontics, New Construction, 2013



Devonshire Homes, New Construction, 2005



Byblos Mediterranean Café, Renovation, 2018

### **Real Estate Values**

At over \$60 per square foot, the average taxable value of residential buildings has increased 60% since 2010 and is one of the highest in the City. The average taxable value of commercial buildings has increased 42% since 2010 and is also \$60 per square foot. Commercial space grew 22% from 2010 to 2019.



### 3. Community Engagement

To inform the development of this plan, a variety of public engagement activities were undertaken. These activities included:

- Virtual Public Meetings
- Community survey
- Focus Groups with residents, business owners & property owners

#### A. Public Meetings

Four public meetings were held throughout the planning process to collect information and keep the community informed of the project.

Table 3: Public Meetings

Meeting	Agenda	Attendees
October 7, 2020 from 7:00 pm to 8:30 pm	Introduction to the planning process	
December 9, 2020 from 7:00 pm to 8:30 pm	Issues & Opportunities	
Public Meeting #3 placeholder	Strategies & Solutions	TBD
Public Meeting #4 placeholder	Final presentation	TBD

Below is a summary of the input received from the public meetings:

Figure 3: Public Meeting Summary Graphics

#### Event Question

#### What words describe your vision?

"Walkable, neighborhood gathering place, cohesive."

"Bike-friendly, local merchants, shady, small townish, great food, outside dining, walkable, good for kids and seniors."

"Vibrant, where small locally-owned biz thrive."

"Small to medium sized businesses. Walkable from our homes. Enough parking for vehicles to participate without restriction on lanes."

"Family friendly, walkable, verdant, unobstructed sidewalks, public trash cans, easy access to bayshore park."



#### Event Question

#### If you could change one thing in the District, what would that be?

#### Make it Walkable

Ensure the existing sidewalks are passable – Definitely larger sidewalks and green space – Do not have the street as close to the sidewalks – Connection to Bayshore Boulevard – Apron angles across sidewalks are very difficult for wheelchairs

#### Stop Speeding (Safety)

Cars drive too fast – Dangerous cars speeding by pedestrians – Stop the speeding cars, large trucks

#### Improve Appearance

Make the architecture blend better – Create a more uniform look of buildings – Fix mismatch look – More outdoor seating – Add an iconic mural or entry feature

#### Improve the Parking

More efficient auto parking – Safe, additional parking – More onstreet parking

#### Event Question

#### What is the one thing that we should not do (or stop doing)?



Traffic Flow	Encroaching
People want Bay-to-Bay to be safe, with low speeds where traffic flows well.	Concern that too many high-rise buildings will negatively impact the district.
Don't ...	Don't ...
"Reduce the number of lanes for cars."	"Allow larger scale development. Keep it quiet, just because a RIZ is coming doesn't mean it should be Palm Beach or Naples."
"Encourage more vehicle traffic."	"Keep building high rises without addressing current traffic and pedestrian issues."
"Make Bay-to-Bay a throughfare."	"Have multiple high rises encroaching on district."
"Increase the speed limit."	"Make it into another Howard Avenue blocking out sunlight and stealing any ambience and culture it once had."
"Ignore the traffic safety measures."	
Parking	Local Flavor
Additional off-street parking should be provided, but it should not overwhelm the character of the District.	Residents want a district that is unique and local to Tampa.
Don't ...	Don't ...
"Add street parking on Bay-to-Bay"	"Allow national retail chains. / Do theme parks"
"Forget about adequate parking, but don't destroy the ambience of the district with useless parking lots."	"Let it become Howard Ave with late night drinking"
"Require large parking lots for new commercial space."	"Let all businesses take over. Keep it Tampa centered"
	"Allow late night bars or strip centers"

#### Event Question

#### What are 3 issues that we must solve?

Make it Walkable	More Efficient Traffic Patterns	Create a Positive Business Climate
"Promote pedestrian safety"	"Traffic in the area is increasing"	"More local businesses"
"Light it up at night"	"Decrease the amount and slow the traffic"	"Preserve Existing Businesses"
"Create safe pedestrian routes to Roosevelt and Plant"	"Don't drive traffic into the neighborhoods"	"Family oriented businesses at night"
"Increased foot traffic inspires more cafe seating near street"	"Don't impede traffic"	
"Consider a pedestrian bridge"	"Preserve automobile traffic"	

#### B. Community Surveys

In an effort to gather input from a broader audience and provide an opportunity for input to individuals who were unable to attend the public meetings, an initial on-line survey instrument was developed. The

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survey was open from early September 23, 2020 to October 3, 2020. A total of 187 surveys were completed. The survey asked questions related to strengths, weaknesses, change, as well as the current and future identity of the district. The survey also included questions related to the following topics.

Table 4: Community Survey Topics

Role & Function	Transportation Issues	Usage by Time of Day
Existing Conditions	Commerce & Business	Individual Information
Future Elements	Day vs. Night Comparison	Public Safety Issues

Key survey facts have been incorporated at relevant locations throughout this report.

### Who took the preliminary survey?

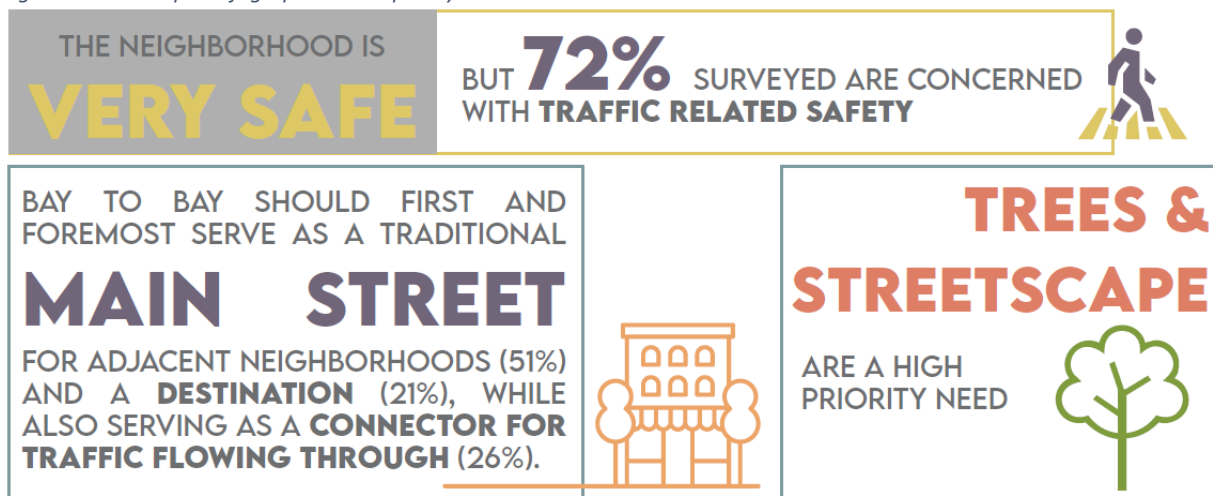
Almost 40% of the respondents identified as residents of the Palma Ceia Neighborhood. Almost 23% of the respondents identified as residents of the Virginia Park Neighborhood. Over 85% of respondents identified as a citizen who frequents the district's shops, businesses, community facilities and nearby schools. Almost 60% identified as a pedestrian. Over 45% identified as a cyclist. Over 7% of respondents identified with being a property owner. Less than 6% identified as a transit user. Less than 4% identified as an owner, operator or employee of a business in the district.

To further refine the recommendations in this report, gauge community preferences on more nuanced matters, and establish relative order of priority for the recommendations, a second online survey was developed. The survey was open from May 4, 2021 until June 4, 2021. A total of 50 surveys were completed.

### C. Focus Groups

A series of focus groups meetings were also conducted with residents, business owners, and other stakeholders. Information from the focus groups were used to identify common themes and issues, and to inform the recommendations in this report.

Figure 4: Public Input Infographic developed by USF Graduate Student



Source: Margaret Winter, USF School of Architecture & Community Design

## 4. University of South Florida – Graduate Studio Course

The Hillsborough County City-County Planning Commission partnered with the University of South Florida's School of Architecture & Community Design to task a group of graduate students with creating independent visions for the Palma Ceia Neighborhood Commercial District. These reports were created as part of the Fall 2020 Semester "Streets and Blocks" graduate-level urban design course to serve as inspiration and bring new, fresh ideas into the planning process.

Professor Taryn Sabia, Ed.M., M.Arch, MUCD  
ARC 6372 Streets and Blocks - Fall 2020  
Application Focus: Neighborhood Business District Corridor Planning  
University of South Florida School of Architecture & Community Design

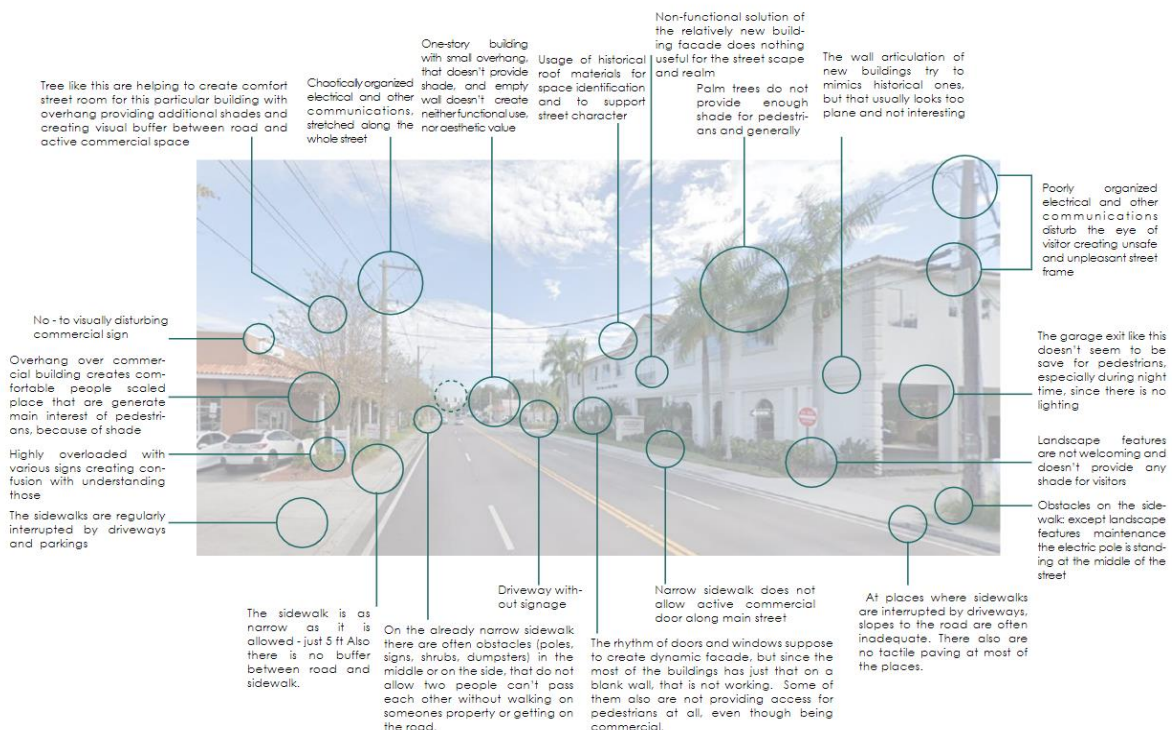
### Course Description:

Many cities across the United States are rethinking the way they design streets. The singular purpose of moving traffic is no longer meeting needs of communities. Streets provide access: to jobs, commerce, activities, amenities, and neighborhoods. Making up 30-35% of public land, streets serve an important part of the public realm. Through the context of the street, the course will consider Neighborhood Context: Infrastructure, Amenities, Assets, Access, Safety, and Place-based disparities (gaps in access to food, transportation, health care, and neighborhood amenities).

### Course Structure:

Through a partnership with the City of Tampa, students will have the opportunity to actively engage city staff, elected officials, and the community to develop "Street Room Design Components" to improve selected Neighborhood Business District Corridors within the City of Tampa.

Figure 5: Bay to Bay Boulevard Site Analysis by USF Graduate Student



Source: Anastasiia Hunda, University of South Florida School of Architecture & Community Design

Figure 6: Corridor Assessment & Vision developed by USF Graduate Student

The Palma Ceia Commercial Corridor needs to be **multimodal, green, and functional** for today's and tomorrow's lifestyles. It needs a design to **ensure the safe circulation of all users**—prioritizing the safety and expediency of pedestrians and transit users, who are more likely to contribute to and benefit from the experience created by the following these principles. The Complete Street design provides a cohesive foundation upon which the remaining principles can stand; working in tandem to support a balanced and thriving community.

**Coordinated Investments:** Creative leveraging of resources to ensure each dollar spent provides multiple benefits (ie: CIP mobilization).

### BALANCE THE NEEDS OF ALL USERS



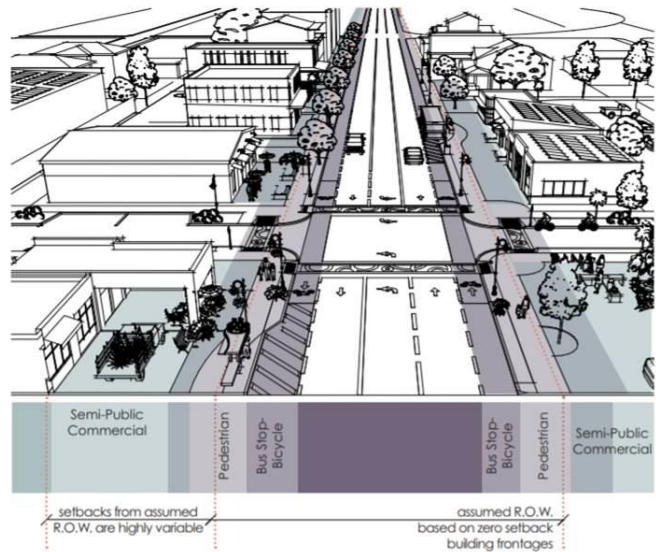
#### Assumptions & Challenges:

- Curb to curb = approx. 45'
- Sidewalk < 6' in width
- Utility poles reduce that width to 24" in multiple locations
- Variable facade setbacks make it difficult to find one uniform solution.
- Commuters do not wish to be slowed down.
- Business & property owners are interested in finding creative solutions.

Reduce slow downs by minimizing variability of left/right hand turns through middle turn lane and by reducing curb cuts through shared drive aisles or locating along side streets.

Increase pedestrian and bicycle safety by reducing potential path crossings and by improving the walking surface with longer consistent runs of sidewalk.

Bay to Bay @ Ferdinand (looking east)



Source: Margaret Winter, University of South Florida School of Architecture & Community Design



## 5. Common Themes, Issues & Opportunities

The combination of the existing conditions and trends, public input, and visioning work by USF yielded five key themes and issues that warrant further consideration.

### A. Identity/Branding

The Palma Ceia district lacks a clear identity. One of the driving factors behind the founding of Palma Ceia, and the ideals of the original development was the proximity to Hillsborough Bay. This aspect of Palma Ceia's identity was diminished in the 1970s when the Crosstown Expressway (now Selmon), was constructed along the Port Tampa railroad spur. The facility separated Palma Ceia from Bayshore Boulevard, triggering the portion of the neighborhood east of the Selmon to be reformed as Bayshore Gardens neighborhood. The proximity to Bayshore and Palma Ceia Spring may have been one of the reasons why there were no parks planned in the neighborhood.



Some subtle indicators of place are present, such as murals and public art, but they are sparse and get lost in the clutter. The overwhelming texture and color in the district is defined by concrete and asphalt. The mix of uses in the commercial district is eclectic but disorganized; it's not clear when this district ends, and the next one begins. Unlike other neighborhoods in the City, the Bay to Bay and MacDill corridors are flanked by the Palma Ceia residential neighborhood on all sides, and are not the dividing line between two neighborhoods. As such, it should be viewed as a main street for the neighborhood and not as it is currently viewed by many commuters to the west, as a traffic artery. This dichotomy is another primary reason why the district lacks a clear identity. There is little-to-no branding or imagery to identify the Palma Ceia neighborhood or the commercial district.



## B. Public Realm

The best neighborhood commercial districts have a safe, comfortable and functional public realm. The public realm in the Palma Ceia neighborhood commercial district is severely lacking. Sidewalks are too narrow to function properly, exacerbated by utility poles on both sides of the road. Most of the public right of way is occupied by automobile lanes. There is some on-street parking on the east side of the district, off Bay to Bay, but the sidewalks are still narrow and cluttered. Buildings either have no setbacks, or large setbacks with expansive parking areas in front. Only a few businesses have been able to create a functional and inviting public realm in front of their property.

There are no parks or public spaces within the district. The nearest park is Fred Ball park and Bayshore Boulevard linear park. The only remaining spaces available for gathering or leisure are within private buildings.

### COMMUNITY SURVEY

- Over 70% of respondents believe that trees/vegetation were in poor condition & needing attention.
- Over 66% of respondents felt that the condition of the physical streetscape was poor or needs maintenance attention.
- Nearly 65% of respondents felt that the physical appearance and uncleanliness required attention or is currently in poor condition.



*Image 9: Existing Development along Bay to Bay Blvd*

In addition to the lack of public realm, the condition of the existing public realm is poor and lacking in quality. Utility poles are proliferous and unkept, with abandoned wires hanging askew. Many buildings seem weathered and unkept, and there is very little new commercial construction along the corridor. Some buildings appear to be vacant or abandoned. Many buildings struggle to connect with the street and with each other, due in part to the extensive amount of surface parking in between buildings. This seems incongruent with the district's status as an area with high incomes and property values.

### C. Public Safety

Public safety issues in the district are primarily concerned with traffic, pedestrian and bicycle issues. Crime is not a prevalent issue. Lighting and other elements would improve safety but most people do not feel unsafe at night.

#### Vision Zero

Currently, over 40 people die each year on City streets, and many more are seriously injured. The City recently committed to the goal of Vision Zero – a road safety approach to achieve zero deaths and serious injuries by 2045. All crashes are preventable. As a Vision Zero city, the City believes that even just one crash, injury or fatality is one too many. The area is not a top crash corridor, but there is a documented crash pattern & history that presents an opportunity for improvement: Over the last five years, 24 people were injured while traveling along the corridor. 14 of these injuries occurred along Bay to Bay Blvd and 10 occurred along MacDill Avenue. The most common type of injury crash was the “angle” crash, which involves two vehicles moving in perpendicular directions, usually while performing a left-turn at an intersection or entering/exiting a driveway. There were 14 angle crashes that resulted in injuries along the corridor over the last five years.

#### COMMUNITY SURVEY

*What is the most critical safety issue?*

- 70% believe traffic related safety was the most important public safety issue.
- None of the respondents felt crime was the most important safety issue.
- Most respondents feel safe in the district during the day.
- 28% of respondents feel the district is unsafe at night.

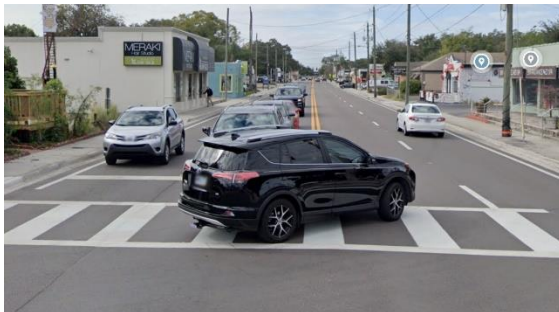


Image 10: Left-turning vehicles on Bay to Bay Blvd

Additionally, several high-risk conditions are present along the corridor that are associated with a higher likelihood that someone will be hurt or killed while traveling on the corridor. High-risk conditions along the corridor include:

- Extremely narrow sidewalks with frequent obstructions and accessibility issues
- Sidewalk gaps
- Limited visibility around corners and at intersections
- Infrequent pedestrian crossings and traffic control devices
- Lack of left-turn lanes or medians to facilitate safe left-turn movements
- Excessive speeding

These risk factors are especially important in commercial districts that are used by vulnerable road users like pedestrians and cyclists. Most importantly, there is clear consensus among the community that the poor physical condition and high-speed design of the roadway is entirely inappropriate for the context and should be addressed.

Crossing the roadway comfortably and safely is difficult because the number of marked crossings is lacking, and you must cross the entire 40 feet of roadway at one time, without a place to stop and wait in the middle. The lack of left turn lanes means that vehicles must queue in the center through lane, and one vehicle waiting to turn can force multiple cars behind them to wait before proceeding. This leads to drivers jockeying to pass each other to avoid getting trapped behind the car waiting. Additionally, the lack of traffic lights is such that vehicles rarely must stop. There is very little congestion and the congestion that does occur is generally related to queuing of vehicles that occurs at the MacDill intersection during commute rush hours.

Image 11: Pedestrians walking along Bay to Bay Blvd

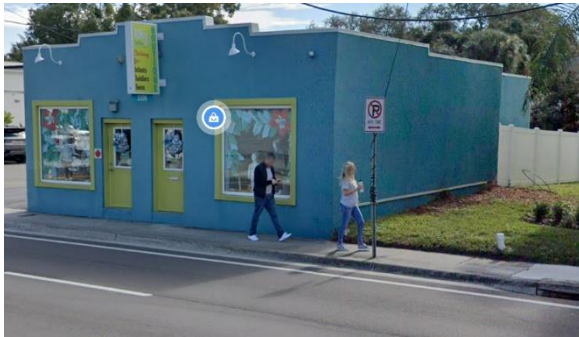


Table 5: Total Crashes along Bay to Bay Blvd & MacDill Avenue (study area)

Crash Severity	2016	2017	2018	2019	2020	Total
Fatal or Incapacitating Injury	0	0	0	1	0	1
Non Incapacitating Injury	9	1	5	8	0	23
Possible Injury	9	11	7	11	1	39
No Injury	18	33	59	48	37	195

Source: City of Tampa Crash Data Management System (CDMS)

### Speeding:

Speeding is defined as vehicles unlawfully exceeding the posted speed limit. As part of a recently implemented set of safety improvements, the City of Tampa installed Speed Feedback Signs along Bay to Bay Blvd within the study area. In addition to detecting vehicle speeds and displaying a warning to drivers who are exceeding the posted speed limit, the speed feedback signs also record speed measurements of each vehicle that passes by the sign. A summary of the data collected for the week of 3/31/21 to 4/18/21 is provided in Table 6.

Table 6: Speed Feedback Sign Data Summary: Bay to Bay Blvd – March 31, 2021 to April 18, 2021

Cross-Street	Vehicle direction of travel	Posted Speed	Average Daily Vehicle Speed Range (MPH)	
			Median	85 <sup>th</sup> Percentile
Concordia	Eastbound	30	32 – 37	38 - 46
Sterling	Eastbound	30	31 – 35	36 – 39
Esperanza	Westbound	30	27 – 37	34 – 42
Sterling	Westbound	30	32 – 38	38 – 41

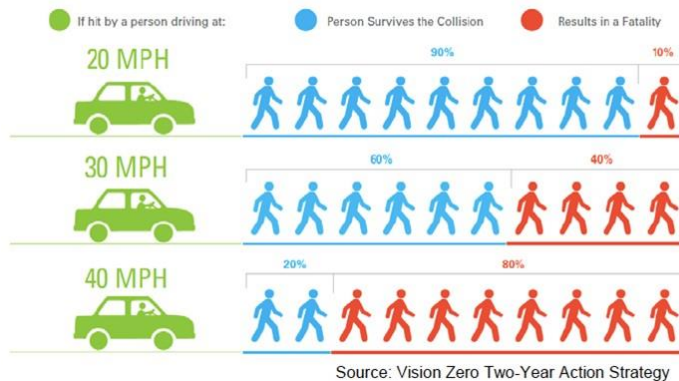
Source: City of Tampa Mobility Department – Smart Mobility Division

As presented above, at all of the locations studied the majority of vehicles are exceeding the posted speed limit. The 85<sup>th</sup> percentile speed is the speed at or below which 85 percent of all vehicles are observed to travel under free-flowing conditions past a monitored point. The 85<sup>th</sup> percentile speeds along Bay to Bay Blvd are as high as 46 MPH (at Concordia Ave in the eastbound direction) – this means that 15% of vehicles are traveling 16 or more MPH above the posted speed limit. This data validates the perception that an excessive number of vehicles are exceeding the posted speed limit and reinforces the need for additional treatments to both reduce unlawful speeding and incorporate design treatments that encourage lower speeds.

### Speed Management & Urban Design

Driver speed is the most important factor in safety outcomes. A crash that occurs with vehicles traveling at 30 MPH is less severe and less likely to result in injury or death than a crash between vehicles traveling at 40 MPH. The physical environment has a significant impact on driver behavior and driver speed.

Successful speed management strategies influence driver behavior and speed. The following concepts illustrate roadway and urban design techniques that can be used to reinforce appropriate driver speeds:



**Enclosure:** Enclosure is the sense that the roadway is contained in an “outside room” rather than in a limitless expanse of space. Drivers’ sense of speed is enhanced by providing a frame of reference in this space. The same sense of enclosure that provides a comfortable pedestrian experience also helps drivers remain aware of their travel speed. Street trees, buildings close to the street, parked cars, and terminated vistas help to keep drivers aware of how fast they are traveling. This feedback system is an important element of speed management.

**Engagement:** Engagement is the visual and audial input connecting the driver with the surrounding environment. Low speed facilities utilize engagement to help bring awareness to the driver resulting in lower operating speeds. As the cognitive load on a driver’s decision-making increases, drivers need more time for processing and will manage their speed accordingly. Uncertainty is one element of engagement – the potential of an opening car door, for instance, alerts drivers to drive more cautiously. On-street parking and proximity of other moving vehicles in a narrow-lane are important elements of engagement, as are architectural detail, shop windows, and even the presence of pedestrians.

**Deflection:** Deflection is the horizontal or vertical movement of the driver from the intended path of travel. Deflection is used to command a driver’s attention and manage speeds. Being a physical sensation, deflection is the most visceral and powerful of the speed management strategies. Whereas enclosure and engagement rely in part on psychology, deflection relies primarily on physics. Examples includes roundabouts, splitter medians (horizontal deflection), and raised intersections (vertical deflection). Deflection may not be appropriate if they hinder truck or emergency service vehicle access.





Image 12: Comparing Urban Design & Roadway Speeds of Similar Roadways

In Image 12 above, two similar roadways with different development patterns are compared. The image on the left, Dale Mabry Highway, is a car-oriented environment, with buildings setback from the street and surface parking adjacent to the roadway. In the image on the right, Florida Avenue, buildings are closer to the street and parking is located on the sides or rear of buildings.

#### D. Mobility, Access & Connectivity

The corridor has a strong mobility function, with significant volumes of traffic throughout the day efficiently serving key access points to other collectors and a major highway. The roadway does a somewhat satisfactory job at performing this function. However, the road does a terrible job serving very basic mobility and access functions for pedestrians and non-car users. Sidewalks are too narrow for safe and comfortable walking, and critical gaps exist in the sidewalk network that create barriers to extremely important destinations.

Image 13: Walking Conditions on Bay to Bay Blvd



#### COMMUNITY SURVEY

*What role should the corridor serve?*

- Most respondents feel that the corridor should be a traditional main street serving the adjacent neighborhoods.
- 26% feel the corridor should serve as an efficient connector, facilitating the flow of traffic through the area.
- 21% felt the corridor should be a destination, attracting people from throughout the city and county.



## COMMUNITY SURVEY

*What is the greatest need for the street?*

- Priority #1: Wider sidewalks
- Priority #2: Enhanced crosswalks
- Priority #3: On-street parking
- Priority #4: Bike Lanes

*What is the most important amenity?*

- Priority #1: Shade trees
- Priority #2: Pedestrian scale lighting
- Priority #3: Plazas & pocket parks
- Priority #4: Outdoor furniture (benches, trash cans, etc.)

*What is the most important transportation issue?*

- 52% - Pedestrian & bicycle safety
- 14% - Reducing Speeding
- 10% - Improving Transit
- 6.5% - Reducing red-light running
- 6.5% - Reducing truck volumes
- <6% - Road noise & lack of parking

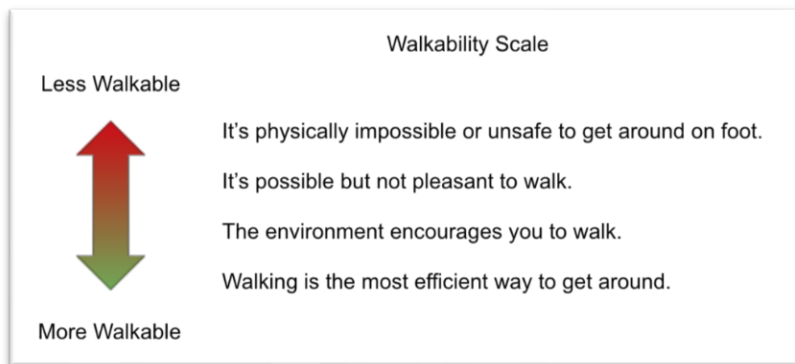
## What is Walkability?

Automobile infrastructure occupy a disproportionate amount of the very limited public/open space in the district.

- The rights of way along both Bay to Bay Blvd and MacDill Avenue is approximately 60 feet wide and the roadway is approximately 50 feet wide. The physical size of the roadway space consumes over 80% of the available public right of way. Less than 20% is left for pedestrian travel and other use.
- Nearly 40% of the Bay to Bay Blvd portion of the commercial district has surface parking fronting the street. Over 20% of the MacDill Avenue portion of the commercial district has surface parking fronting the street. This is likely the most pervasive urban design challenge to achieving the vision for the district.

A re-balanced distribution of public & private space along the corridor could more equitably address mobility problems for other users and help the district move closer towards the vision.

*Figure 7: Walkability Scale*



Source: Strong Towns

Based on national criteria, the average daily traffic indicates that the corridor may function at relatively similar travel times if the 4-lanes was converted to 3 lanes (one lane in each direction, with a center left-turn only lane). The space that is freed-up could be rebalanced to correct the inequity that exists.

Another unique mobility issue is the lack of safe and comfortable connectivity between the corridor and the neighborhoods on each side, via the perpendicular side streets. Since Palma Ceia does not have sidewalks, these side streets do not have proper pedestrian connections to the commercial district. The sides of the commercial properties at the ends of the blocks are used for extra parking, waste management, and exist as barriers or gaps in the sidewalk network. Because of this, there simply isn't a clear physical relationship between the neighborhood and its commercial district.



## Transit

There is currently limited transit service in the district. Hillsborough Area Regional Transit (HART) provides service via Route 14, which serves the MacDill Ave/Bay to Bay Blvd intersection, but does not serve the remainder of either the Bay to Bay Blvd or MacDill Avenue corridors.

The Route 14 runs approximately every 30 minutes throughout the day on weekdays and on weekends. The route begins at the Yukon Transfer Center near I-275 and Busch Blvd, and runs west on Linebaugh Ave, south on Armenia Avenue/Howard Avenue, south on Bayshore Blvd, west on Bay to Bay Blvd, south at MacDill Avenue, and west on Euclid Ave. The route terminates at the Britton Plaza Transfer Center, near Dale Mabry Highway and Euclid Ave.



## E. Parking

Since there is no on-street parking along the corridor, patrons must park on-site, within the right of way along side streets, within the residential neighborhood, or in limited on-street spaces along a few blocks of MacDill Avenue. The parking issues within the district are varying, yet pervasive. Some businesses feel that they have more parking on-site than they need, and that the parking requirements in the City of Tampa Land Development Code reinforce an excessive amount of surface parking along the corridor. Others are concerned that their patrons do not have enough places to park.



Image 14: Private Surface Parking Lots





Image 15: Surface Parking fronting commercial corridor (% of block frontage)



Image 16: Illustration of Surface Parking and Visual Effect on Urban Form

Businesses on the east side of the district, on or near MacDill Avenue, seem to have adequate parking via many methods – on-street spaces, private lots and shared-use parking agreements. Heading west from MacDill, the availability of on-street spaces is limited, and parking utilization seems less efficient. Based on observations at various times of the day, it is common to see “tow away zone” signs in parking



lots. Some parking lots were empty, and others were full. During the hours observed, many lots were nearly empty and most parking lots were well below capacity.

*Image 17: Vehicles Parked along Right-of-Way*



The on-street spaces that do exist in the non-residential areas are of poor quality and not well defined. A typical example is shown in **Image 11**.

The on-street parking along MacDill was built as a retrofit project by shrinking the sidewalk to create room for cars to park on top of a modified concrete gutter pan. The sidewalk space that is left is very narrow and cluttered. This condition is depicted in **Image 12** below.



*Image 18: Existing On-Street Parking and Sidewalk along MacDill Ave*

Remaining parking spaces in the non-residential areas are mostly unpaved and unmarked areas of the right of way. The residential neighborhood streets are paved with historic brick and granite curb but are not wide enough to park cars on both sides. Additionally, there are several locations where newer construction townhomes have added multiple new driveways closely spaced, which further reduces the available areas to parallel park on the street. Limited public parking exists along the north side of Bay to Bay, beneath the Selmon overpass. This parking area is not managed or metered and is open for public use by an agreement between the Tampa-Hillsborough Expressway Authority and the City of Tampa.



F. Economic Development, Land Use & Urban Design

The local economy of the commercial district is generally stable and active. Many local businesses have been in operation for 10 years or more, and several new businesses have recently opened. There is vocal support for local businesses amongst residents, but the loose identity, regulatory environment, and infrastructure shortcomings limit its potential.

Image 19: Example of Farmers Market beneath highway overpass



**COMMUNITY SURVEY**

Almost 60% of respondents felt the current conditions of buildings in the district are poor and need attention.

*What new businesses are needed?*

- 59% - More Restaurants
- 54% - Farmers Market
- 51% - Brewery
- 47% - Bakery
- 33% - Produce Stand/Market
- 30% - Locally made goods
- 22% - Bookstore
- 22% - More boutiques
- 21% - ice cream shop
- 21% - wine and spirits shop.

**Land Use**

Future Land Use regulations are established by the City of Tampa Comprehensive Plan. The FLU category establishes general use requirements, maximum density and intensity thresholds for each category. Land development is also regulated by the underlying zoning district established by the City of Tampa Land Development Code. Together, the FLU and the zoning district create a regulatory environment within developers and property owners must create workable sites in specific locations. The future land uses in the commercial district is illustrated in Figure 15. Nearly all of the parcels in the district fall under one of two future land use categories, as follows:

Future Land Use Category	Description		General Location
Community Commercial-35 (CC-35)	Intensive and general commercial, service, office and residential uses.	<ul style="list-style-type: none"><li>• Up to 5 stories</li><li>• Up to 30 dwelling units per acre, or up to 35 dwelling units per acre with bonus provisions met.</li><li>• Up to 2.0 FAR with certain conditions met.</li></ul>	The cluster of parcels around the MacDill Avenue & Bay to Bay Blvd node
Community Mixed Use-35 (CMU-35)	Retail, general commercial, service, office and residential uses		The remainder of the Bay to Bay Blvd corridor (from Himes Ave to Esperanza Avenue) and the remainder of the MacDill Avenue corridor (from north of Palmira Ave to north of San Miguel Street).



Key Characteristics of the CC-35 and CMU-35 future land use categories include:

- A development pattern with moderate lot coverage, limited side yard setbacks, and buildings sited up to the corridor to create a consistent street wall.
- More intense mixed-use development at intersections with stepped down residential uses in between.
- Building heights that are typically up to 5-stories, but may be limited by site conditions or the requirements of the underlying zoning district.
- Building heights that are highest at major intersections and lower when adjacent to neighborhoods unless near a major intersection
- Building facades and entrances that directly address the street
- Buildings with pedestrian-oriented uses such as outdoor cafes located at the street level
- Integrated (vertical or horizontal) residential and non-residential uses along the corridors.
- Parking that is located to the side or behind buildings, or in parking structures
- Limited number of curb cuts along arterial streets, with shared and/or rear alley access to parking and service functions
- Attractive streetscape with sidewalks designed to accommodate pedestrian traffic that includes appropriate landscaping, lighting, and pedestrian amenities/facilities
- Public and semi-public outdoor spaces such as plazas, courtyards, and sidewalk cafes

The remainder of the parcels within the district that do not fall under the CC-35 or CMU-35 future land use categories are Residential-20 and Residential-10. However, these uses are generally limited to the parcels along the edge of the study area fronting the residential streets, where the commercial corridor transitions into the surrounding Palma Ceia residential neighborhood. No single-use residential future land uses front the commercial corridors in the district.

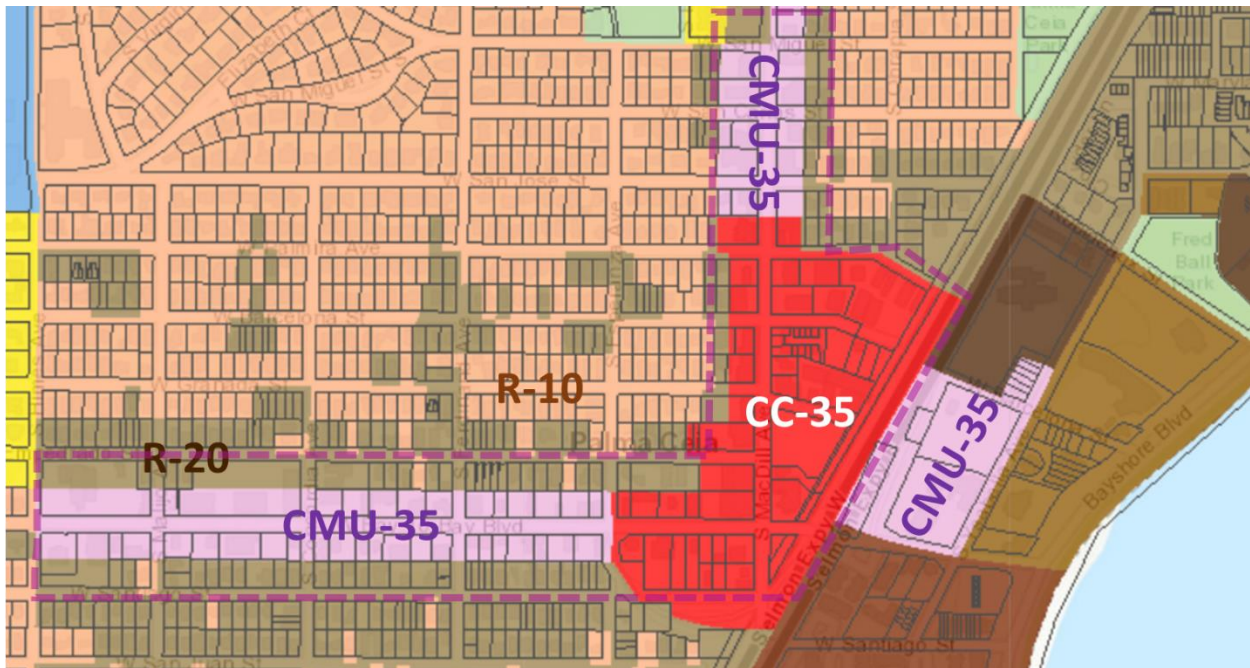


Image 20: Future Land Use Map, 2040 Tampa Comprehensive Plan

The primary difference between the CC-35 and CMU-35 future land use categories is the intensity of the commercial uses allowed within them. The allowable uses under each category are limited by the underlying zoning districts as defined by the City of Tampa Land Development Code. The CC-35 and

***FINAL DRAFT – 07.10.21***

CMU-35 future land use categories allow for the same set of zoning districts, except that the CMU-35 category does not allow for the CI zoning. The CI zoning district provides areas for intense commercial activity, permitting heavy commercial and service uses.

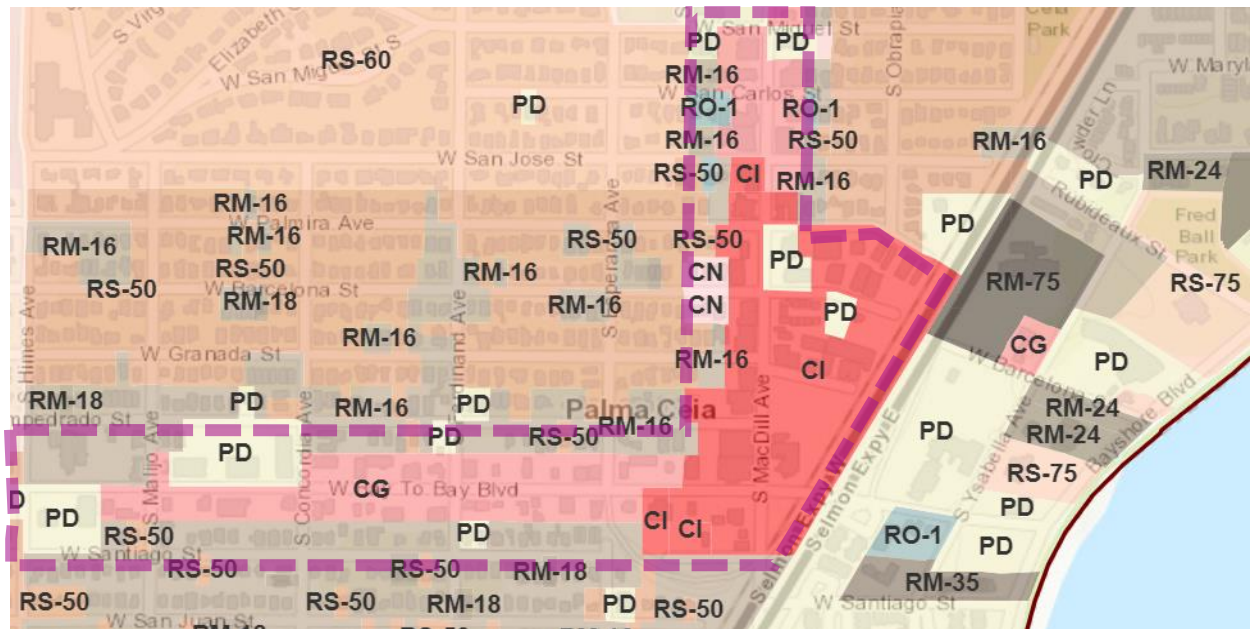


Image 21: Zoning Map, City of Tampa Land Development Code

*Table 7: Permitted Principal Uses within both CI & CG Zoning Districts*

Permitted uses in both CI & CG districts	Uses
	<ul style="list-style-type: none"> <li>• Bed and breakfast</li> <li>• Cemetery</li> <li>• Congregate living facility with 6 or fewer residents</li> <li>• Multi-family dwellings (zoning administrator approval required)</li> <li>• Single-family detached dwelling (zoning administrator approval required)</li> <li>• Single-family semi-detached (zoning administrator approval required)</li> <li>• Single family attached (zoning administrator approval required)</li> <li>• Duplex (zoning administrator approval required)</li> <li>• Extended family residence (zoning administrator approval required)</li> <li>• Home occupation (accessory use only)</li> <li>• Recovery Home &amp; Residential Treatment Facility (City Council approval required)</li> <li>• Clinic</li> <li>• Club</li> <li>• Lounge</li> <li>• College</li> <li>• Community garden – private (zoning administrator approval required)</li> <li>• Day care and nursery facility</li> <li>• Fraternity or sorority</li> <li>• Funeral parlor</li> <li>• Hospital and associated uses</li> <li>• Hotel and motel</li> <li>• Place of religious assembly</li> <li>• Public cultural facility</li> <li>• School</li> <li>• Security guards quarters (accessory use only)</li> <li>• Air-conditioned storage (zoning administrator approval required if in CG)</li> <li>• Alcoholic beverage sales – craft distillery retail (package only) (special use permit required)</li> <li>• Bar or lounge (special use permit required)</li> <li>• Bowling alley (special use permit required)</li> <li>• Convenience retail (package only) (special use permit required)</li> </ul>

	<ul style="list-style-type: none"> <li>• Craft distillery retail (package only) (special use permit required)</li> <li>• Gasoline retail (special use permit required)</li> <li>• Small or Large venue (City Council approval required)</li> <li>• Public golf course</li> <li>• Restaurant (City Council approval required)</li> <li>• Shopper's goods retail (special use permit required)</li> <li>• Sidewalk café (zoning administrator approval required)</li> <li>• Special restaurant (special use permit required)</li> <li>• Specialty retail (special use permit required)</li> <li>• Temporary alcohol beverage (zoning administrator approval required)</li> <li>• Appliance and equipment repair</li> <li>• Auto rental (zoning administrator approval required if in CG)</li> <li>• Bank</li> <li>• Bank, drive-in (special use permit required)</li> <li>• Catering shop</li> <li>• Cigar factory</li> <li>• Commercial kitchen</li> <li>• Craft distillery</li> <li>• Drive-in window (special use permit required)</li> <li>• Dry-cleaning plant – small</li> <li>• Interim parking</li> <li>• Small kennel</li> <li>• Laboratory – dental and medical</li> <li>• Irregular lot (zoning administrator approval required)</li> <li>• Marina</li> <li>• Medical marijuana dispensary</li> <li>• Microbrewery up to 60,000 barrels annually</li> <li>• Nursing care facility, convalescent and extended care facility</li> <li>• Office, business and professional</li> <li>• Office, medical</li> <li>• Off-street parking – principal use (zoning administrator approval required)</li> <li>• Personal services</li> <li>• Pharmacy</li> <li>• Place of assembly</li> <li>• Light printing</li> <li>• Public service facility</li> <li>• Public use facility</li> <li>• Radio/television studio</li> <li>• Recreation facility – commercial indoor</li> <li>• Recreation facility – commercial outdoor (special use permit required)</li> <li>• Recreation facility, private</li> <li>• Research activity</li> <li>• Restaurant</li> <li>• Restaurant, drive-in (special use permit required)</li> <li>• Retail bakery</li> <li>• Retail sales, convenience goods</li> <li>• Retail sales, gasoline</li> <li>• Retail sales, lawn and garden shop (zoning administrator approval required if in CG)</li> <li>• Retail sales</li> <li>• Reupholstery shop</li> <li>• Special event parking</li> <li>• Storefront/residential office and commercial</li> <li>• Temporary film production</li> <li>• Truck/trailer rental (City Council approval required if in CG)</li> <li>• Vehicle repair – minor</li> <li>• Vendor, annual or special event (private property) (zoning administrator approval required)</li> <li>• Vendor, sports and entertainment (zoning administrator approval required)</li> <li>• Vendor, temporary (zoning administrator approval required)</li> <li>• Veterinary office</li> <li>• Wine production, customized</li> </ul>
<b>Prohibited uses in both CI &amp; CG districts</b>	<ul style="list-style-type: none"> <li>• Motion picture studio</li> <li>• Correctional facility</li> <li>• Accessory dwelling unit</li> <li>• Explosive storage and/or manufacturing</li> </ul>

	<ul style="list-style-type: none"><li>• Hazardous materials</li><li>• Junkyard</li><li>• Landfill</li><li>• Heavy manufacturing</li><li>• Material recovery facility</li><li>• Medical marijuana processing facility</li><li>• Petroleum bulk storage and/or processing</li><li>• Recycling – materials &amp; goods</li></ul>
<b>Permitted use only in CI district</b>	<ul style="list-style-type: none"><li>• Trade school</li><li>• Adult use (zoning administrator approval required)</li><li>• Airport</li><li>• Crematorium (accessory use only)</li><li>• Dry cleaning plant – large</li><li>• Heliport/helistop</li><li>• Large kennel</li><li>• Maintenance or storage facility</li><li>• Light manufacturing</li><li>• Microbrewery (60,000-200,000 barrels annually)</li><li>• Printing and publishing</li><li>• Open storage (accessory use only)</li><li>• Temporary help agency (City Council approval required)</li><li>• Transportation service facility</li><li>• Utility transmission site (City Council approval required)</li><li>• Vehicle repair – major</li><li>• Vehicle sales and leasing</li><li>• Warehouse and wholesale trade</li><li>• Warehouse, mini</li></ul>
<b>Permitted use only in CG district</b>	<ul style="list-style-type: none"><li>• Small or large group care facility</li><li>• Rooming house</li></ul>

The following is a description of the zoning districts that fall within the study area, listed in order of prevalence within the district:

- Commercial Intensive (CI): This district provides areas for intense commercial activity, permitting heavy commercial and service uses.
- Commercial General (CG): This district provides areas where a variety of retail and commercial service activities can be conducted compatible with surrounding uses and residential districts.
- Residential Multi-Family (RM-16 & RM-18): This district provides primarily for low-medium density residential uses, similar to those provided in the RM-12 district, including single-family and two-family developments, at an increased density. Multiple-family development may be permitted through the special use permit procedure.
- Residential Single-Family (RS-50): This district provides areas for primarily low density single-family detached dwellings similar to those provided for in the RS-150, RS-100, RS-75 and RS-60 single-family districts, but with smaller minimum lot size requirements.
- Planned Developments (PD): The purpose of this article is to provide for zoning districts that recognize unique conditions, allow design flexibility, and promote planned diversification and integration of uses and structures, which other zoning districts cannot accommodate. Through this process city council retains authority to establish such limitations and regulations as it deems necessary to protect the public health, safety, and general welfare, with the exception of standard technical requirements, as described in this section.
- Neighborhood Commercial (CN): This district provides areas for limited retail and personal services in residential neighborhoods. This district shall be placed at appropriate locations to supply the daily service needs of such neighborhoods and shall not be used to promote strip commercial development.



- Residential Office (RO-1): This district provides primarily for low to low-medium density residential development and low-medium intensity office uses compatible with residential neighborhoods. This district would permit conversion of residential structures or the construction of new structures for office and related use.

### Urban Design: Height, Bulk and Placement of Buildings

The existing Height, Bulk and Placement requirements in the City of Tampa Land Development Code are summarized below in Table 5.

The future land uses in the district allow for buildings up to 5 stories in height, which can be up to 75 feet in height. The maximum height allowed by the underlying CG and CI zoning is lower, allowing for a maximum height of 45 feet. This translates to 3 to 4 stories depending on the ceiling heights of each floor.

The rear setback required in the CG zoning along Bay to Bay Blvd is 10, further limiting the flexibility in site design.

*Table 8: Height, Bulk, Scale Requirements by Zoning District (City of Tampa Land Development Code)*

District	Minimum area (square feet)	Lot size width (feet)	Minimum size of dwelling unit(s) (square feet)	Minimum required front yard <sup>13, 14</sup>	Minimum required side yard <sup>13, 15, 16</sup>	Minimum required rear yard, interior lot/corner lot <sup>8, 13</sup>	Corner <sup>8, 13</sup>	Maximum heights (feet)
RS-50	5,000	50	5,000	20	7	20/20	7	35
RM-16	5,000	50	2,723	25	7	15/15	7	35
RM-18	5,000	50	2,420	25	7	15/15	7	35
RO-1	5,000	50	<sup>17</sup>	25	7	20	15	35
CN	5,000	60	<sup>17</sup>	20	10	10	20	35
CG	10,000	75	<sup>17</sup>	10	10 <sup>12</sup>	10	10	45 <sup>6</sup>
CI	10,000	100	<sup>17</sup>	10	0	0	10	45 <sup>6</sup>

Footnotes:

6. Places of assembly in the CG & CI districts may exceed the maximum permitted height provided that for every one (1) foot of height above forty-five (45) feet, all required yards shall be increased by one (1) foot.

8. The structural edge of the vehicular entrance to the garage, carport or any vehicular storage area must be setback a minimum of eighteen (18) feet from the property line located adjacent to a street for a one-vehicle storage area and ten (10) feet for a two- or more vehicle storage area, provided that the visibility standards of section 27-283.5 are met. Alternative setbacks may be considered by the zoning administrator, or designee, for those structures that access alleys.

12. The required side yard setback in the CG district is reduced from 10 feet to 0 feet when the side property line abuts a non-residential zoning district.

13. Section 27-284.3.3, buffers and screening may require additional setback for required buffer area.

14. The zoning administrator may approve a reduction or waiver of the required front yard or corner yard setback when the historical pattern of development on the subject block face is less than the current requirement. For properties in a National or Local Historic District or historic conservation overlay district, the zoning administrator shall consult with the appropriate historic district administrator to determine the appropriate front yard or corner yard setback for a parcel. Consideration shall be given to the existing setbacks on the blocks immediately adjacent to the subject property. At no time may the reduction or waiver exceed the average front setback of the two (2) adjacent properties. It will be the responsibility of the party requesting the waiver to provide a survey that identifies the existing setbacks on the adjacent properties. For the replacement of structures on properties located in a National or Local Historic District or historic conservation overlay district, the zoning administrator, after consultation with the appropriate historic district administrator, may approve a reduction or waiver of the required yard setbacks for a principal or accessory structure when such structures are being placed on the subject lot in

conformity with the historical and precedent patterns of building setbacks for other similarly situated properties, and only when such replacement structures are being placed on the same building footprint and retain the same residential density or commercial intensity as the original structures.

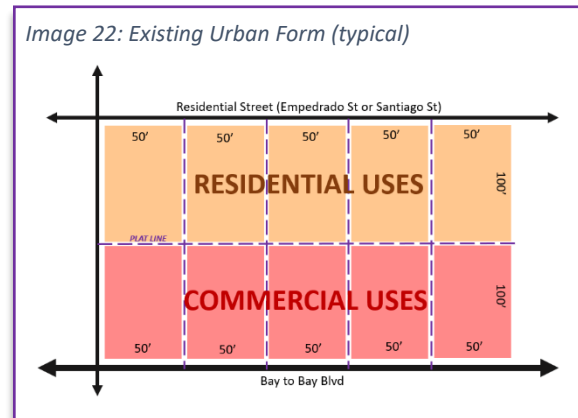
15. RS-50 and RS-60 side yard setbacks may be altered without a variance for the sole purpose of off-setting the parking area when no garage or carport is provided within the front face of the structure, subject to the following requirements: (i) both side yards combined shall equal fourteen (14) feet; and, (ii) no one (1) side shall be reduced to less than five (5) feet. Additionally, any yard reduced to less than six (6) feet by this provision shall not be permitted to apply for an administrative variance.

16. Allow reduction to five-foot side yard, only when not adjacent to single-family use.

17. Refer to the Tampa Comprehensive Plan for maximum density/floor area ratio ("FAR") limits. For properties seeking bonus density/FAR, refer to section 27-140 for applicable methodology and criteria.

### **Block Form & Structure**

The existing block structure along Bay to Bay Blvd is comprised of 400' wide by 200' wide blocks, comprised of twenty 50' by 100' lots. The ten lots fronting Bay to Bay have existing commercial uses. Most commercial uses, including surface parking, occupy two or more lots. The minimum lot size for the commercial uses along Bay to Bay (CG & CI) is 10,000 which means it is illegal to develop a commercial site any smaller than two lots wide by-right.



The ten lots on each block fronting Empedrado Street (north of Bay to Bay Blvd) and Santiago Street (south of Bay to Bay Blvd) have existing residential uses (single family detached, single family attached and multi-family).

The current supply of commercial and residential space is low and demand for redevelopment is high. The existing commercial building inventory ranges from new construction masonry structures to mid-century strip centers to 100-year old converted bungalows and storefronts. The standard 50' by 100' lot plat along the commercial corridor is generally too small to accommodate a viable redevelopment project based on the associated requirements of the current zoning districts. Image 12 below illustrates the effect of surface parking requirements on the continuity of the built environment. Parking lots in front of and in between buildings degrade the connectivity and cohesion of the district as an economic center, as shown in **Image 11**.

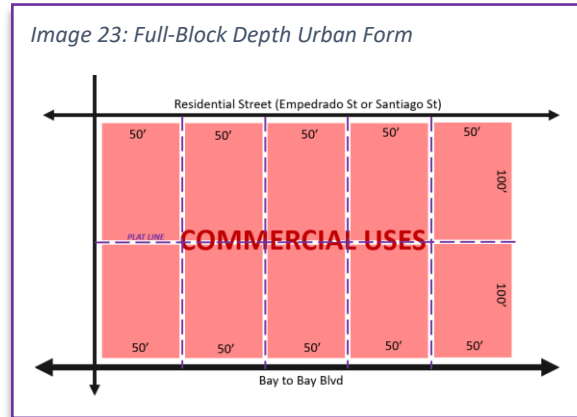
Most recent redevelopment projects have found success only by assembling multiple lots along the commercial corridor. Several projects have also acquired multiple lots along the residential street behind the commercial corridor and rezoned these parcels to allow for the commercial use.

**Image 15** provides a representative sample of recent redevelopment along the back parcels along the first block fronting Bay to Bay Blvd. The left and right images depict projects that have absorbed and incorporated parcels facing Empedrado and Santiago, respectively. The center image depicts a single-family attached townhome project that remains a separate parcel from the parcel fronting Bay to Bay Blvd.

### Full-Block Depth Commercial Redevelopment

Several projects over the last 20 years have involved assembling multiple parcels into a single commercial parcel with a full-block depth. Both projects were Planned Developments, with the site plans being approved at the City Council level.

These projects provide an indication of the current redevelopment trend and the type of redevelopment that will continue to occur without regulatory changes. The following common issues relate directly to critical topics in prior sub sections of this plan:



- Eliminates an active use from one side of the residential street
- Incorporated buffering & screening in the form of privacy walls and landscaping
- Larger site enables continued development of surface parking
- Limited connectivity with the surrounding neighborhood
- Reorientation of buildings to front Bay to Bay Blvd
- Provides increased flexibility in placement of on-site parking



Image 24: Recent Full-Block Commercial Development (view from rear)

### COMMUNITY SURVEY

*What should the back of the blocks facing Bay to Bay look like?  
(north side of Santiago Street and south side of Empedrado Street)*

**Active residential uses - Most Preferred (47%, 36%)**



**Wall/Buffering - Least Preferred (7%)**



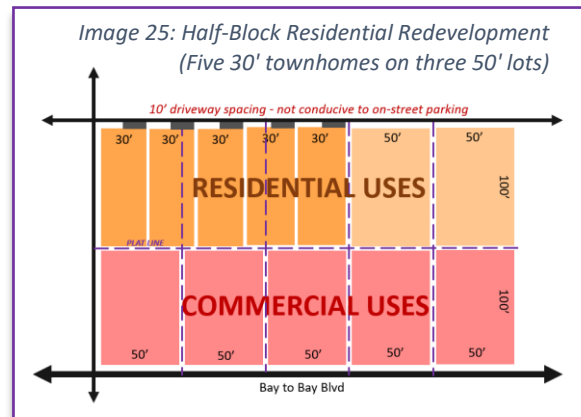
### Half-Block Residential Redevelopment

Recent examples of residential redevelopment along the back half of the commercial block present the following site issues that will likely become increasingly problematic as more projects occur in the future:

- Frequent spacing of driveways undermine the ability to allow on-street parking on one side of the street
- Frequent curb cuts undermine walkability and the pedestrian experience.
- Urban design is significantly different than the established development pattern.



Image 26: Recent Half-Block Residential Redevelopment (RM-16)





### **The Economic Impact of Walkability**

Streets where walking is safe and easy are streets where businesses usually thrive. For instance, in a 2011 report<sup>1</sup> for Australia's Heart Foundation, Dr. Rodney Tolley concludes:

*“Streetscape enhancements add value to an area and are associated with higher rents and the attraction of new businesses. In addition there is good evidence to show that improving walking and cycling environments raises private property values by significant amounts.”*

Indeed, in 2009, Joe Cortright conducted a study<sup>2</sup> that revealed:

*“In the typical market, an additional one point increase in Walk Score was associated with between a \$500 and \$3,000 increase in home values.”* (Walk Score is an online system that ranks how walk-friendly a particular location is.)

Furthermore, a pivotal report<sup>3</sup> by Elizabeth Bent and Krute Singha of the San Francisco County Transportation Authority uncovered that “travelers using [transit or walking] spend more per month than those traveling by car.” Interestingly, while the amount that transit users and walkers spent at area businesses on each trip was less than the average car driver's spending, the transit users and walkers made more trips per month, which added up to higher spending overall.

Sources:

1. <https://www.heartfoundation.org.au/images/uploads/publications/Good-for-business.pdf>
2. [https://nacto.org/docs/usdg/walking\\_the\\_walk\\_cortright.pdf](https://nacto.org/docs/usdg/walking_the_walk_cortright.pdf)
3. [http://www.sfcta.org/sites/default/files/content/Planning/CongestionPricingFeasibilityStudy/PDFs/SF-ModalChoices-SpendingPatterns\\_RevisedFinal.pdf](http://www.sfcta.org/sites/default/files/content/Planning/CongestionPricingFeasibilityStudy/PDFs/SF-ModalChoices-SpendingPatterns_RevisedFinal.pdf)

## 6. Strategies & Solutions

### Strategy 1.0 Enhance the Public Realm

#### **Strategy 1.1 Gateway Features along Bay to Bay and MacDill**

Gateway features are visual elements positioned at prominent locations that are highly visible. These features help instill a sense of place and provide visual cues to drivers and pedestrians that they are entering a different place with a distinct identity and character. Gateway features can vary greatly in size, design, cost and scale. Some features are simple and functional, and others take a more abstract approach, incorporating public art and design elements.

Contemporary gateway features such as Davis Islands serve primarily as signage with the name of the neighborhood displayed prominently, surrounded by lush landscaping. Others, such as Hampton Terrace in Old Seminole Heights, are designed to emphasize the craftsman architectural features of the historic district. On the other end of the scale spectrum, gateway features can take the form of a literal gateway arching over the road, such as Parkland Estates. These features are typically less common due to the ongoing structural maintenance required to ensure the gateway retains its integrity and remains safe for moving traffic below. Gateway features can also come in a merely two-dimensional form such as murals and visual markers on the sides of buildings. These are the most cost-affordable features and can often provide the same level of impact as the other features noted below. For example, several murals have been installed throughout the Seminole Heights neighborhood in recent years that have helped contribute to the sense of place and identity of the community.

*Image 27: Gateway Features throughout Tampa and Hillsborough County*



Recommended locations:

Primary Locations (2): Primary gateway features are large physical installations that are prominent and visible to the maximum number of passersby. They require a significant amount of physical space, which

is rare in the Palma Ceia Neighborhood Commercial District. Several locations should be considered further for a primary feature.

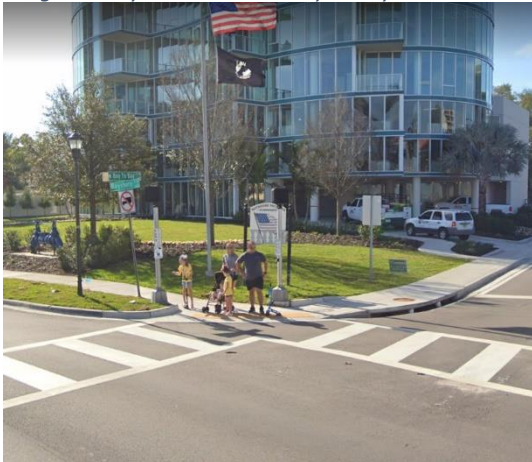
1. *Southeast corner of Bay to Bay Blvd and MacDill Avenue:* The existing sculpture at this intersection is out of scale with the location and available space. It is not easily visible due to the dark color palette, size and orientation of the text. It also is in need of refurbishment and repair due to years of weathering. Additionally, the green space is large enough to accommodate a much larger and more prominent feature. It is recommended that this feature be refurbished and removed or relocated to another location within the district. In its place, it is recommended that a larger and more prominent and visible gateway feature be installed that better leverages the available space.

*Image 28: Intersection of Bay to Bay & Mac Dill Avenue – Southeast Corner*



2. *Intersection of Bayshore Blvd and Bay to Bay Blvd (Bayshore Patriots Corner):* While physically located within the Bayshore Gardens neighborhood boundaries, this location provides an opportunity to reinforce the proximity and connectivity between the Palma Ceia Neighborhood Commercial District and the Bayshore Blvd Linear Park. The location is currently occupied by a war memorial, which could be enhanced and improved as part of the gateway enhancement. The gateway feature could be designed and installed as a partnership with the Bayshore Gardens Neighborhood Association.

*Image 29: Bayshore Blvd and Bay to Bay Blvd Intersection (Bayshore Patriots Corner)*



Secondary Locations (4): Secondary locations are locations that are not ideal for a primary feature due to space constraints but are optimal locations for visibility and logical transition.

The following four locations are recommended for secondary gateway features that are smaller in scale but still easily visible to passing travelers.

*Table 9: Recommended Locations for Secondary Gateway Features*

Southbound MacDill Avenue approaching San Miguel Street	These approaches to the district should be considered for a gateway features, however space will be a challenge due to very limited public right of way along the roadside in these areas. It may be necessary to partner with a private property owner to install a visual marker or mural on the side of a building or fence.
Eastbound Bay to Bay Blvd approaching Himes Ave	
Northbound MacDill Avenue approaching Santiago Street	These locations are at the physical boundary of the Palma Ceia Neighborhood Association. Several promising locations exist in this area for a site to place a gateway feature within the Expressway right of way.
Westbound Bay to Bay Blvd approaching the Selmon Expressway	

### **Strategy 1.2 Selmon Underpass Park**

The Selmon Underpass is one of the very few remaining open spaces in the district. This space also sits at a critical location – the physical barrier between Palma Ceia and Bayshore Boulevard. This criticality reinforces the potential of this location to become a transformational catalyst for the District.

This space should be reinvented and elevated to provide for public gathering and promote connectivity by leveraging the proximity of the district to Bayshore Blvd. Several creative and promising proposals have been put forth to make major capital improvements to this space. The planning and design of this space should be conducted through a robust public engagement process to ensure that the community's ideas are incorporated into the project.

- Wide pathways
- Enhanced shade area
- Park or plaza space
- Dog park
- Public parking
- Enhanced transit stop for HART Route 14

*Image 30: Selmon Expressway Underpass – Existing Conditions & Activation Examples*

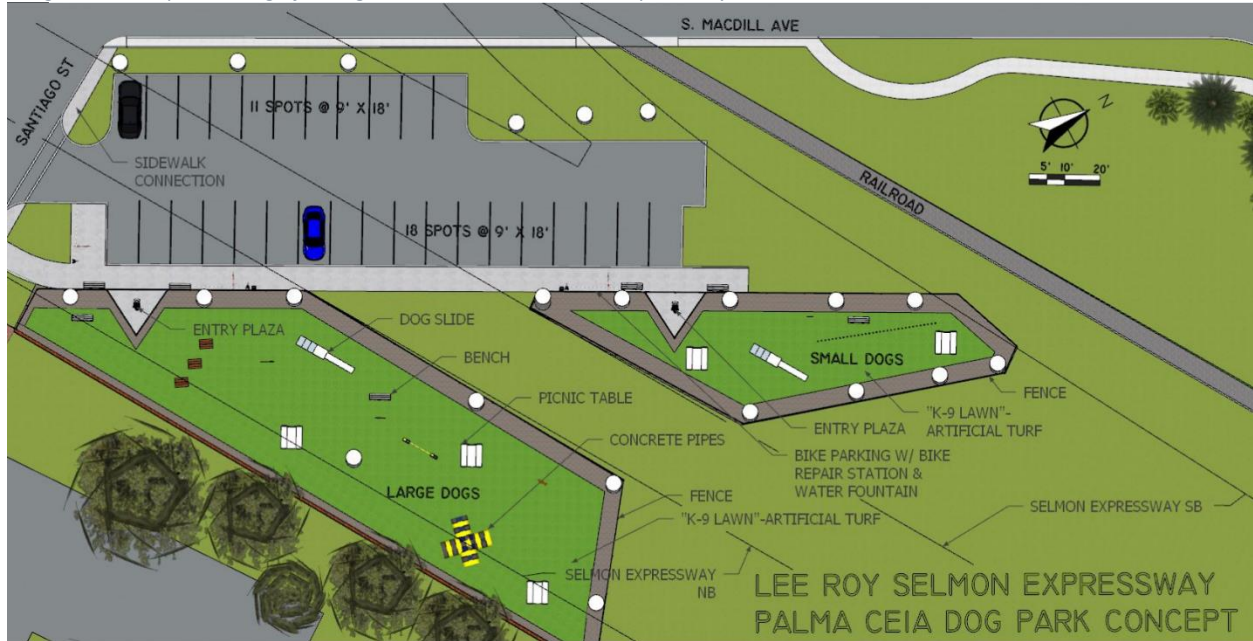




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It is recommended that the City of Tampa and the Tampa Hillsborough Expressway Authority, in consultation with the surrounding community, initiate a competitive design-build process transform this space into a dynamic public space, gateway plaza and focal-point for the Palma Ceia Neighborhood Commercial District.

Image 31: Conceptual Design for Dog Park underneath Selmon Expressway in Pal ma Ceia



Source: Tampa Hillsborough Expressway Authority

Image 32: Conceptual Design for Selmon Underpass Plaza in Palma Ceia

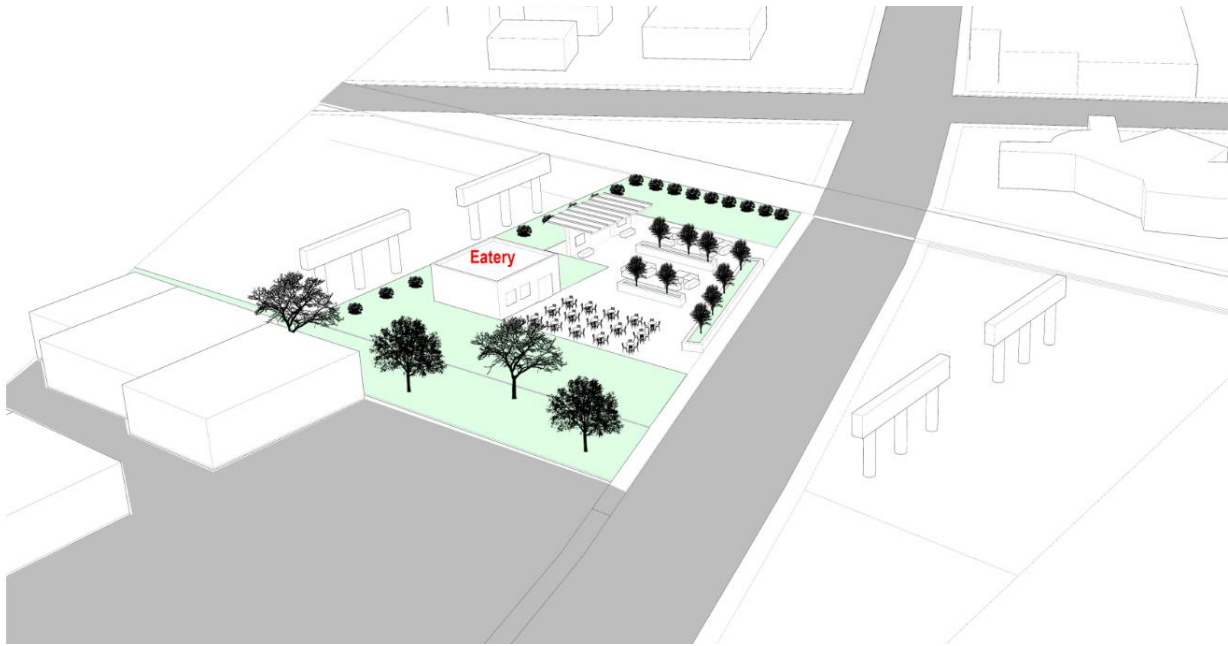






Source: Related Group, ARQ GEO Resilient Landscapes

*Image 33: Public Space and Eatery Concept for Selmon Underpass by USF Graduate Student*



Source: Justin Elcock, University of South Florida School of Architecture & Community Design

### **Strategy 1.3 Preserve CSX Right-of-Way Corridor for Alternative Uses**

The CSX Transportation Right-of-Way is an existing asset with incredible potential. CSX currently only serves a couple of customers and recent announcements indicated that CSX would entertain a sale and repurposing of the corridor. A multitude of options exist to repurpose the corridor for other transportation modes, from passenger rail like Sunrail in Orlando, to a rail-to-trail corridor similar to the Pinellas Trail in Dunedin. Acquiring this corridor would certainly make for a good investment and allow for many options to be considered in the future.



Image 34: CSX Rail Corridor facing north



### **Rail-to-Trail**

On Dec. 5, 1990, the first five miles of the Fred Marquis Pinellas Trail opened along the abandoned Orange Belt Railway. In 1983, the right-of-way was purchased by the Florida Department of Transportation. Throughout the 1980s, public support was galvanized and in 1989, the Pinellas Trail project was approved by the Pinellas County Board of County Commissioners approved \$1.5 Million to build the first 15-mile segment using “Penny for Pinellas” sales tax revenues. Today, the Pinellas Trail stretches for 54 miles – from St. Petersburg to Tarpon Springs - and is used by over 250,000 residents and visitors *every month*. The Pinellas Trail is perhaps one of the most successful rail-to-trail corridors in the Tampa Bay region and is credited with the economic revitalization that occurred after its construction in the towns of Dunedin, Tarpon Springs, Safety Harbor, and St. Petersburg.

According to the National Association of Homebuilders, trails are the most desired community amenity that homeowners seek when buying a new home.



Source: <http://www.opportunityflorida.com/pdf/Jim%20Wood%20-%20Trails%20and%20Economic%20Impact%20-%20Rural%20Summit.pdf>

Image 35: Fred Marquis Pinellas Trail in Dunedin



### **What is a Rail-to-Trail?**

A rail-to-trail corridor is a non-motorized path that is constructed within the envelope of a former railroad right of way.

It is recommended that the City explore options to acquire the CSX rail corridor to repurpose as a trail, passenger rail, or other transportation corridor.

## **Strategy 2.0 Reimagine the Roadway: A Phased Approach**

### **Needs intro statement**

#### **Strategy 2.1 Bay to Bay Boulevard Pilot Project**

The City of Tampa proposed a road diet project on Bay to Bay Blvd several years ago, as part of a regular maintenance project to repave the surface of the pavement. The traffic volume on the roadway is below the threshold required for a four-lane road, per national standards. Additionally, the four-lane design with no median or dedicated left turn lane, doesn't meet current design standards for safety and efficiency. The proposal would have reduced the four-lanes to three (one through lane in each direction, and a two-way center turn lane). The roadway space that was created would have been used to designate 5' bicycle lanes on each side of the road. The plan was feasible with simple repaving and new road striping, without any modifications or relocating of the existing curbs. The project was not ultimately pursued, but much of the public input received during this process referenced the plan from several years ago. A significant number of voices expressed concern and dissent with the idea of reducing lanes, and many voices also expressed support and belief that reconfiguring lanes in some way would help to calm traffic speeds and make it safer.

A pilot project is recommended for Bay to Bay Boulevard. Pilot projects are an effective tool that can be used to test different configurations of roadway, when a clear consensus cannot be reached or when resource limitations mean a street cannot be reconstructed in the short term. They can also be used to demonstrate the effects of a re-design, while also allowing for the installation to be reversed if it doesn't prove to be effective.

**Example Project: Curry Ford Road “Safe Streets Academy” Road Diet Pilot - Orlando, Florida**

The City of Orlando implemented both permanent and temporary road diet pilot projects. In 2018, the City of Orlando installed a temporary road diet on Curry Ford Road between Bumby Avenue and Crystal Lake. The City of Orlando was awarded a grant by the National Complete Streets Coalition to demonstrate the benefits & effectiveness of pilot projects. The pilot only lasted for one month due to funding limitations. That half-mile stretch of road was reduced from five car lanes to three, making room for bike lanes on both sides of the east-west corridor and a mid-block pedestrian crossing. The route is lined with small businesses, a brewery and restaurants, and abutted by quiet streets and homes. Results of the project included:

- Peak-hour travel time increased by no more than 4 minutes. No change in travel times was reported outside of the rush hours.
- Traffic counts from 18,666 cars on average to 17,409 during the road diet.
- Average vehicle speeds were reduced by 53%.
- An increase in cyclists from 111 to 167 on average from 6 a.m. to 7 p.m. and an increase in crosswalk use from 295 to 408 pedestrian during those hours.

Those living in the neighborhoods adjacent to Curry Ford Road felt the project was a success. The City’s Transportation Director recommended that future pilot projects should be deployed for a longer period of time, preferably at least months, to allow for travel patterns to stabilize across multiple seasons and enable the community to experience the sustained benefits of such a treatment. After the road diet pilot project ended, the road was converted back to the original configuration and a permanent redesign has not yet been pursued.

The Bay to Bay Boulevard pilot project should run for a limited pre-defined duration (such as one year) and should test one or more reconfigurations to assess traffic patterns and safety and operational characteristics. During this time, the hardscape of the roadway will remain the same and only limited and temporary physical elements will be altered. All pilot project materials are tested and safe for use in mixed traffic conditions. The following safety and speed-management elements should be included in the pilot project:

- Changes in the number of through-lanes on Bay to Bay Boulevard (westbound and/or eastbound)
- Addition of a center turn lane
- Addition of on-street parking adjacent to the curb for 7 days a week
- Addition of on-street parking adjacent to the curb during off-peak hours (outside rush hours only)

All materials used in the pilot should be selected with an eye for beauty, aesthetics and visual appeal. Rather than deploy typical generic traffic control products that might be more commonly seen in construction zones, non-traditional materials that contribute to the theme and experience should be used whenever possible.

It is critical that the pilot must include a strong and multi-faceted communications plan to keep the community informed and aware of the pilot program throughout the entire process. The following outreach & communications activities that should be considered:

- Vehicular and pedestrian-oriented signage to communicate pilot program information and milestones, upcoming changes, and how to provide feedback to the City.
- Print mail, E-mail and social media newsletters
- In-person and/or virtual meetings

### **Strategy 2.2 Tactical Urbanism**

Tactical Urbanism is a term used to describe create and sometimes temporary interventions to activate and transform public spaces. The City has a history of success with various forms of tactical urbanism, including the ART on the Block Program, Painted Intersection Program, pop-up Parklet program, and Crosswalks to Classrooms program. These programs involve use of temporary and low-cost materials such as paint, free-standing planters and movable barriers and traffic control devices. It is recommended that these types of material be considered for the Bay to Bay Boulevard Pilot Program.

In addition to the integration of tactical urbanism principles in the Pilot Program, these temporary and low-cost interventions can be implemented separately or in conjunction with a larger project. The following locations along the corridor should be considered for painted intersection murals:

- Painted Intersection at MacDill Ave & Bay to Bay Blvd
- Painted Intersection at Himes Ave & Bay to Bay Blvd
- Painted Intersection at MacDill Ave & Barcelona Ave
- Painted Intersection at Bay to Bay Blvd & S Concordia Ave
- Painted Intersection at Bay to Bay Blvd & S Esperanza Ave
- Other locations may also be viable.

Street Murals can be transitioned or converted to more permanent pavement patterns using long-term pavement materials such as brick and stone. The examples below demonstrate how an intersection can be temporarily closed and enhanced with a mural using limited resources over the course of several days. The image on the right demonstrates how branding and imagery can be incorporated in to more permanent streetscape installations.

Painted Curb Extensions should also be considered as a tactical urbanism treatment along MacDill Ave from Bay to Bay Blvd to San Jose St.

*Image 36: Tactical Urbanism Example: Painted Curb Extensions on Ashley Drive in Downtown (2020)*



*Image 37: Downtown Tampa Parklets (2020)*



### **Strategy 2.3 Bay to Bay Blvd & MacDill Ave -- Complete Street Transformation Project**

The ultimate vision for the district requires major infrastructure changes. This could be packaged as part of a comprehensive infrastructure project that addresses transportation, stormwater, utilities and more.

As part of a major project, it is recommended that the following temporary treatments recommended as part of the pilot project be incorporated as permanent features:

- Replace painted curb extensions with raised curb extensions (bulb-outs).
- Replace temporary markings and signs with permanent roadway markings and signs.
- Create tree wells and landscape planters within the streetscape.
- Incorporate district-specific aesthetic, public space and visual elements. This could include specialty light posts, street name signs, banners on utility poles.

*Image 38: Example Elements of a Complete Street Transportation Project*



Signature Street Name Signs



Pedestrian Scale Lighting

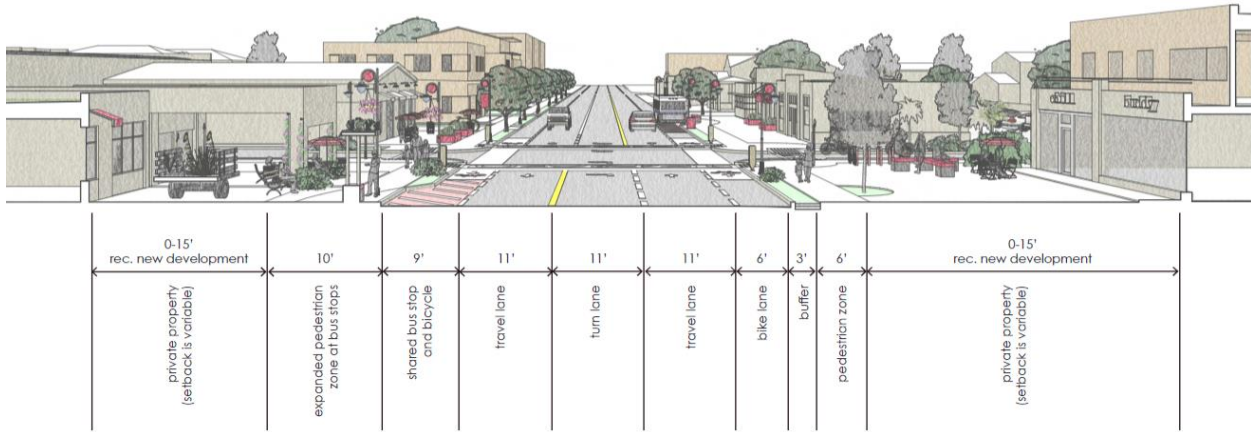


Pedestrian Crossing

- In addition to converting the temporary treatments into permanent treatments, the following changes should also be made at the same time:
  - Utility poles must be buried underground or relocated outside of the roadside area.
  - All parallel crosswalks at each of the side-streets along the corridor should be improved with high-emphasis markings and accessible curb ramps.
  - Sidewalks must be rebuilt and widened, and on-street parking must be properly reconfigured to create more space outside of the roadway area.
  - New crosswalks or traffic signal should be installed at each intersection. More information about this recommendation is provided under Strategy 3.1.
  - Incorporate greenery, including shade trees, and other public space amenities in the roadside area.

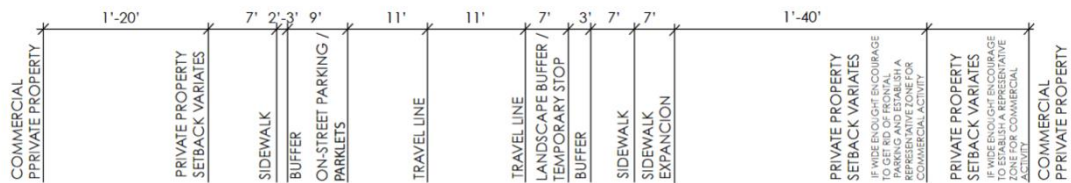
*Image 39: Complete Street Transformation Concept for Bay to Bay Blvd developed by USF Graduate Student*





Source: Margaret Winter, University of South Florida Graduate School of Architecture and Community Design

Image 40: Complete Street Transformation Concept for MacDill Avenue developed by USF Graduate Student



Source: Margaret Winter, University of South Florida Graduate School of Architecture and Community Design

Image 41: Example of Permanent Intersection Art



Strategy 3.0 Resilient & Organized Infrastructure

**Strategy 3.1 Reconnect Palma Ceia to Bayshore**

The existing pedestrian connection between Bayshore Blvd Linear Park, Fred Ball Park and Palma Ceia Spring is the greatest opportunity for improvement for the district. Multiple options exist to enhance this physical relationship, and all of these options should be pursued. Due to the presence of the limited-access Selmon Expressway and CSX rail corridor, only two streets cross connect the district to Bayshore Boulevard – Bay to Bay Boulevard and Santiago Street.

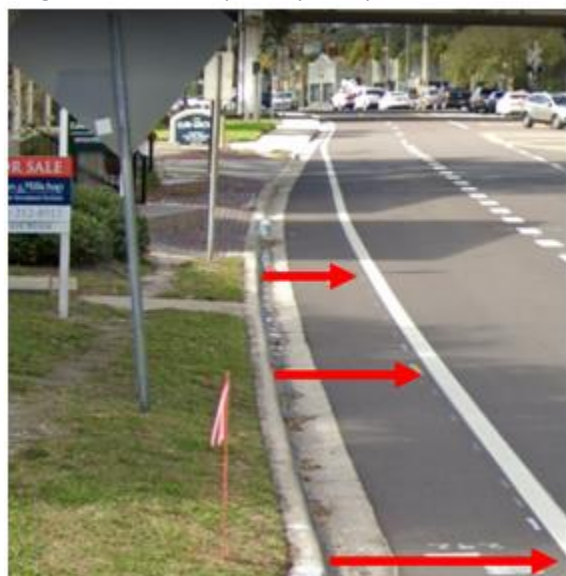
*Image 42: Bay to Bay Boulevard at MacDill Avenue, facing west towards Bayshore Boulevard*



Two sidewalk gaps still exist on the south side of Bay to Bay Boulevard that should be filled as soon as possible. A preliminary review suggests that filling these gaps is feasible within the existing road right-of-way along Bay to Bay by shifting the existing concrete curb and removing several feet of excess asphalt area. They do not require changing the lanes of traffic pattern of the street.

1. Fill sidewalk gap (along the south side) through the CSX right of way.
2. Reconstruct the curb to eliminate extra pavement and fill the sidewalk gap between the Selmon overpass and Ysabella Ave.

*Image 43: Sidewalk Gap on Bay to Bay Boulevard*



Santiago Street is currently a very narrow local street with no sidewalks. Compared to Bay to Bay, the traffic on Santiago is much slower and shade trees provide for a more pleasant walk on hot Florida days. Santiago Street should be improved with a dedicated pathway for pedestrians & cyclists that connects the main intersection of Bay to Bay & MacDill to Bayshore Boulevard. This connection is perhaps more promising as a high-quality pedestrian & bicycle connection than the constrained Bay to Bay corridor.

*Image 44: Santiago Street facing Bayshore Boulevard – Existing & Future*



*Figure 8: Multiple Connections to Bayshore Boulevard*



### **Strategy 3.2 Connect the Commercial District to the Neighborhood**

Connectivity between the residential neighborhood and the commercial district is an important factor in achieving the vision for the commercial district. The existing condition of the side-street access points between the main corridor and the residential neighborhood pose a significant opportunity for improvement. Below is an example of an existing side-street connection.





*Image 45: Side-street connection between Commercial District and Neighborhood*

Side-streets off Bay to Bay that should be improved:

- S Esperanza Ave (north side) – Walk route obstructed by utility pole and dumpster.
- S Ferdinand Ave (north side) – Walk route on west side obstructed by overgrowth. Walk route on east side obstructed by encroachment & parking in the right of way.
- S Concordia Ave (north side) – Walk route on east side not designated and ADA deficient (broken asphalt).
- S Concordia Ave (south side) – Walk route on west side obstructed by encroachment & parking in the right of way.
- S Malijo Ave (north side)– Walk route on east side not designated. Parking encroachment.
- S Malijo Ave (south side) - Sidewalk on east side stops at parcel line. Walk route on west side obstructed by overgrowth. Walk route on east side obstructed by encroachment & parking in the right of way.

Side-streets off MacDill that should be improved:

- W Empedrado St (west side) – Walk route on north side not continuous due to no sidewalks on north side within neighborhood.
- W Granada Ave (west side) - Walk route on south side not continuous due to no sidewalks on south side within neighborhood.
- W Granada Ave (east side) - No sidewalks on south side.
- W Barcelona Ave (east side) – Walk route on north side ends at back of first parcel. Undesignated parking in the right of way.
- W Barcelona Ave (east side) – No walk route on both sides. Undesignated parking in the right of way.
- W Palmira Ave (west side) – No continuous walk route on both sides. Some infill sidewalks but not contiguous to MacDill.
- W Palmira Ave (east side) - No continuous walk route on both sides. Some infill sidewalks but not contiguous to MacDill.
- W San Jose St (west side) - No continuous walk route on both sides. Some infill sidewalks but not contiguous to MacDill. Dumpsters encroaching in right of way.
- W San Jose St (east side) - No continuous walk route on both sides.
- W San Carlos St (west side) - No continuous walk route on both sides. Encroachment into right of way. Dumpsters encroaching in right of way.



- W San Carlos St (east side) - No walk route on both sides. Undesignated parking in the right of way.

### **3.3 Utility Pole Relocation**

The existing utility poles along the Bay to Bay and MacDill corridors currently serve as a physical barrier for mobility along the sidewalk. The aerial clearance required by the utility provider eliminates the opportunity to install shade trees along or near the roadway. The wood poles and wires also detract from the physical appearance of the District.

#### **Image: Utility Poles on Bay to Bay Blvd**

The cost to underground utility poles can vary greatly, depending on the location and site-specific factors. Florida law requires utilities to outline a 10-year Storm Protection Plan (SPP) to strengthen the electric system to better withstand extreme weather events, to enhance customer reliability and to reduce customer outage times and restoration costs. Installing certain power lines underground can be a portion of the plan. Tampa Electric Company (TECO) proactively converts 100-150 miles of overhead systems to underground systems each year. TECO partners with an independent engineering firm to perform an extensive analysis to identify each overhead line's vulnerability to extreme weather events. Then, TECO determined the cost and customer benefit of converting those lines to underground, which helped to prioritize the projects. The SPP improves system reliability and shortens the time for restoring service to all customers following extreme weather events. As a result, all customers will benefit from the SPP and share the costs of the program. Palma Ceia Neighborhood is not currently in TECO's 10-year plan.

Recent projects completed in other similar areas of Tampa estimate approximately \$200,000 - \$400,000 per block. This does not include costs to replace the individual power connections to each building on the corridor, which typically falls on the property owner.

*Table 10: Utility Pole Underground Planning-Level Cost Estimates*

Street segment	Distance	Est. Cost
Mac Dill Ave - Santiago St to San Miguel St	3,600 feet (8 blocks)	\$1.6M - \$3.2M
Bay to Bay Blvd - Himes Ave to Bayshore Blvd	2,170 feet (8 blocks)	\$1.6M - \$3.2M
Total (both corridors)	5,770 feet (16 blocks)	\$3.2M – \$6.4M

It is recommended that the City work with TECO and the community to identify opportunities to relocate or replace the utility poles with underground service, either through TECO's Storm Protection Plan or through other means.

A phased approach might also be considered for this strategy. For example, as part of implementing a major project as proposed in Strategy 2.3, the project could also include installation of the underground conduit as an initial phase. Utility provider specifications would need to be followed. A secondary phase could be initiated to relocate the lines from overhead to underground service, remove the wood poles, and address the individual connections to each utility meter. This would spread the capital cost over multiple projects and serve as an incremental approach to fully undergrounding of the poles right away.

Strategy 4.0 Public Safety

**Strategy 4.1 Install More Pedestrian Crossings and Signals**

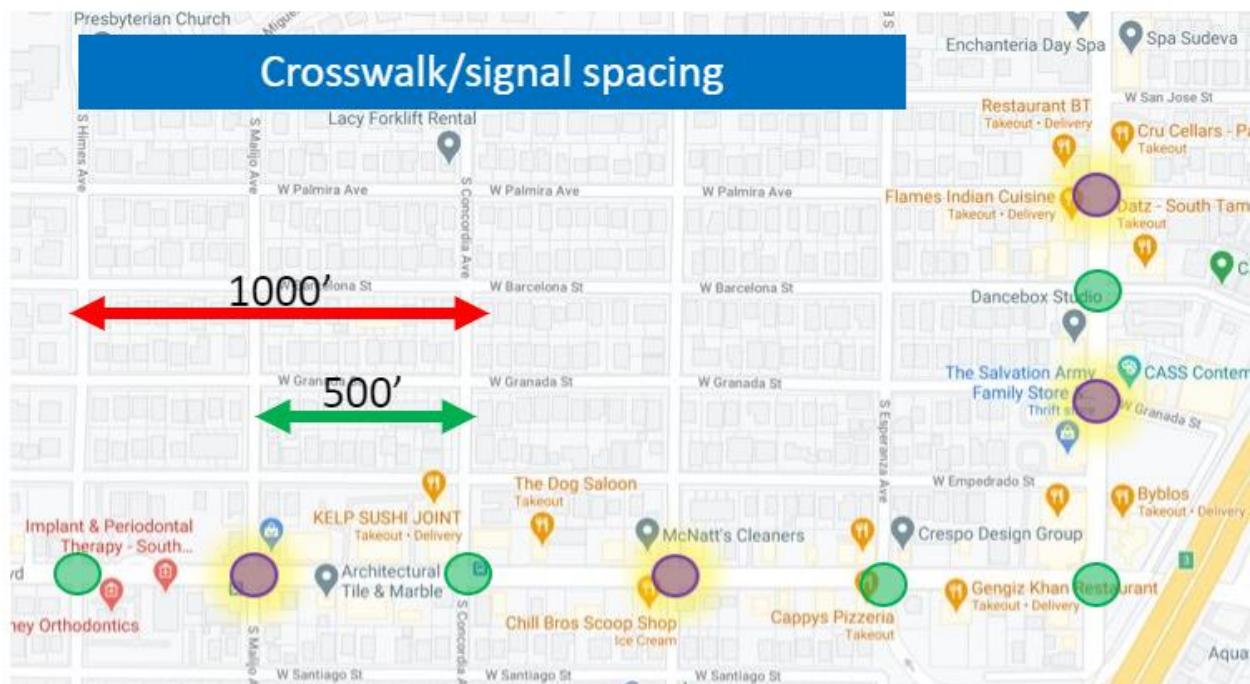
New pedestrian crossings should be installed at each block on Bay to Bay and on MacDill, within the study limits. The only crosswalks that currently exist are at intersections with traffic signals, which are not spaced frequently enough for a proper commercial district. As such, the spacing of crosswalks is approximately every 1,000 feet. When crosswalks are spaced too far apart, pedestrians must choose cross wherever is convenient to them. This leads to the appearance of pedestrians crossing at random locations that are unexpected to drivers. On a road with four lanes and no place to wait in the middle, crosswalks are critical to communicate to drivers where to expect a pedestrian trying to cross.

Additional crosswalks should be added at the following locations:

- Bay to Bay Blvd at S Malijo Ave
- Bay to Bay Blvd at S Ferdinand Ave
- MacDill Ave at W Granada St
- MacDill Ave at W Palmira Ave

These locations are all four-way intersections. A full traffic signal warrant study should be considered at all of these locations. When timed and operated properly, a coordinated signal system can be an effective way to manage traffic speeds and provide for a more orderly roadway operation. After these crosswalks are installed, a review of any Hillsborough Area Regional Transit (HART) bus stops should be performed and stops should be relocated to ensure that transit users have safe places to cross the street after they step off the bus.

Figure 9: Existing (green) & Proposed (purple) crosswalk/signal spacing



**Strategy 4.2 Neighborhood Traffic Calming**

An unusual and unique characteristic of the Palma Ceia residential neighborhood is that the streets not originally developed with sidewalks. Over time, sidewalks have been added incrementally as new buildings are constructed, however this approach only occurs successfully over time. The Palma Ceia neighborhood benefits from a traditional street grid, which provide many route options to access destinations and homes but can provide the opportunity for vehicles to speed and cut through the neighborhood to reach destinations outside of the immediate area. This has been confirmed based on informal observations and public comments. To address this issue, and promote safety within the neighborhood, it is recommended that additional streets and intersections be considered for traffic calming enhancements:

Raised Intersections are a traffic calming technique that involves changing the vertical elevation of an intersection to calm traffic and discourage excessive speeds. Raised intersections are several inches higher than the surface of the approaching roadways but the change in elevation is not as severe as traditional speed bumps or speed tables. Raised intersections have been shown to curb speeding in neighborhoods, with less traffic diversion than speed bumps or speed tables.

All-Way Stop Control intersections are intersections where traffic approaching in all directions are required to stop before proceeding. All-Way stop control intersections are proven to reduce crashes by approximately 68% when compared with two-way stop control intersections. (Source: Crash Modification Factors Clearinghouse, [http://www.cmfclearinghouse.org/study\\_detail.cfm?stid=222](http://www.cmfclearinghouse.org/study_detail.cfm?stid=222)).

Currently, the north-south residential streets are free-flowing and the east-west residential streets are stop-controlled. Vehicles traveling towards and away from Bay to Bay Boulevard are not required to stop at each side-street before proceeding. It is recommended that the north-south streets within Palma Ceia be studied for conversion to all-way stop control intersections. Note: All-Way Stop Control studies are governed by the national Manual of Uniform Traffic Control Devices (MUTCD).

*Table 11: Existing Residential Streets & Traffic Control*

<b>East-West Residential Streets (stop control)</b>	<b>North-South Residential Streets (free flow)</b>
Empedrado Street	Esperanza Ave
Granada Street	Ferdinand Ave
Barcelona Street	Concordia Ave
Palmira Ave	Malijo Ave
San Jose Street	
San Carlos Street	
Santiago Street	
San Juan Street	
Obispo Street	
San Pedro Street	
Tacon Street	
San Luis Street	

Other traffic calming techniques that should be considered within the residential neighborhood include raised intersections, raised crosswalks. Tactical urbanism treatments such as intersection murals and mini-roundabouts have also been proven to be effective methods of managing traffic speeds within neighborhoods. More information about Tactical urbanism as a public realm enhancement can be found in Strategy 1.2.



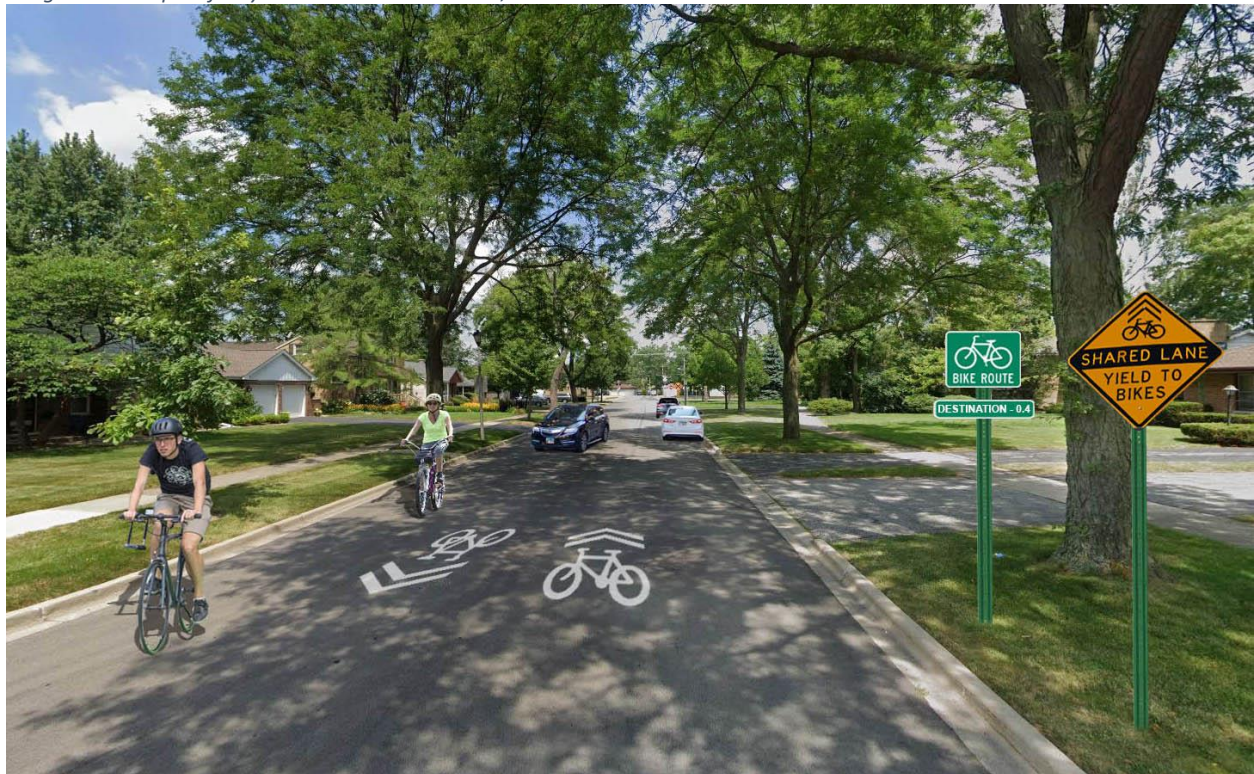
*Image 46: Example of Intersection Mural in Palma Ceia Neighborhood (Before, In Progress, After)*



#### **Strategy 4.3 Bicycle Boulevards & Parallel Bike Routes**

The parallel side-streets just to the north and south of Bay to Bay Boulevard currently serve as unofficial bike routes for cyclists traveling to Bayshore Boulevard or other destinations. Generally, residential streets are excellent low-stress bike routes because of the slower-moving traffic and lower numbers of passing cars. Sometimes minor obstacles include crossing intersecting streets that do not have to stop (see All-Way Stop recommendation above), and safely crossing major roadways. It is recommended that these streets – Santiago Street and Empedrado Street – be improved and enhanced to facilitate cyclist travel. Sometimes referred to as “bicycle boulevards,” these streets could be enhanced with special pavement messages or colored markings, signs, and traffic control devices.

*Image 47: Example of Bicycle Boulevard – Elmhurst, IL*



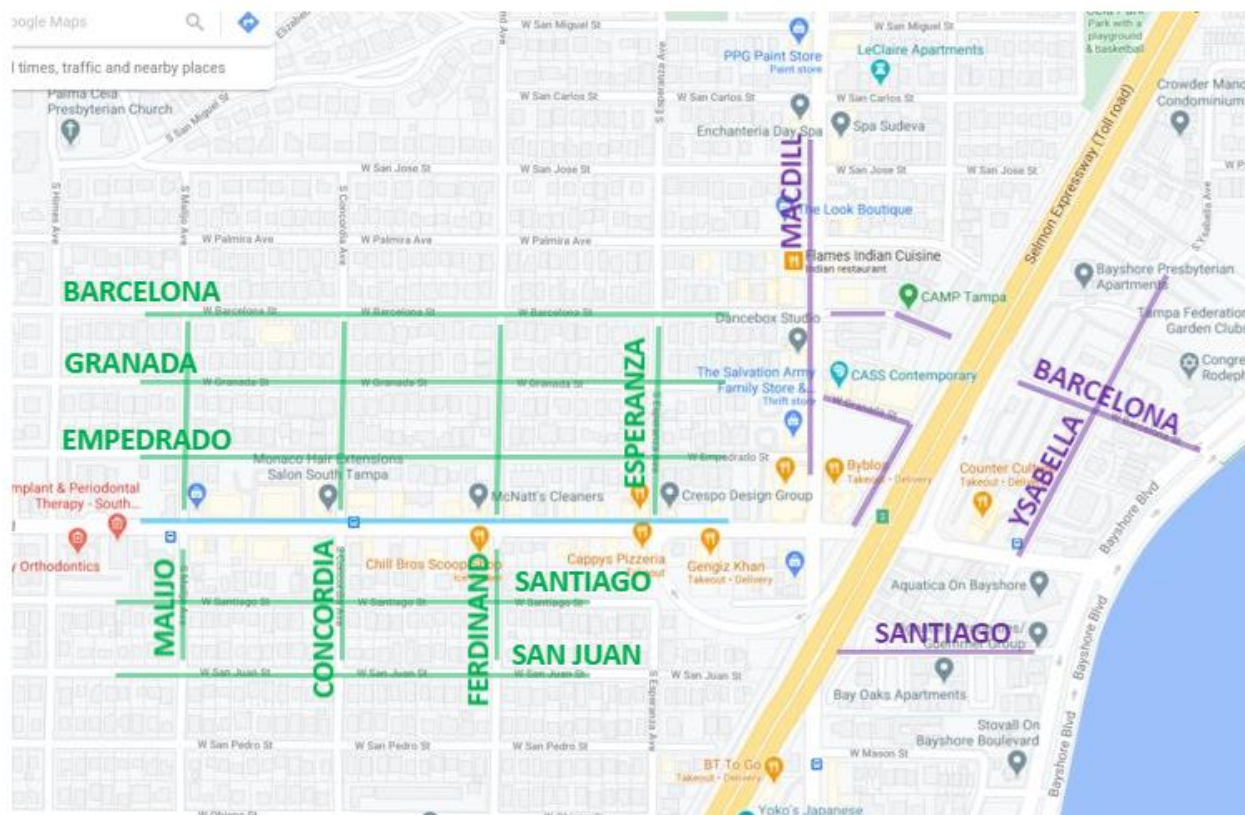


## Strategy 5.0 Urban Parking Management

Parking is a critical element of any commercial district, but parking policy and management is complex. Too much parking of a single type in the wrong location can be detrimental to the quality of the public realm. Parking garages are costly and can be financially infeasible when compared to surface parking. An inadequate range of parking options can lead to other problems such as excessive overflow of commercial district patrons parking within the adjacent residential neighborhoods. Thus, achieving the proper balance of various types of parking can only be achieved with thoughtful and comprehensive on-street and off-street parking policies. It is recommended that the City reassess land development parking policies and regulations in conjunction with public parking management operations protocols. If necessary, develop a comprehensive parking plan to link and optimize off-street parking policy and on-street parking management within the Palma Ceia District. Such a plan should consider the strategies recommended below.

*Figure 10: On-Street Parking – Districtwide Strategy*

Proposed Residential Permit streets (green), proposed on-street metered parking areas (purple), and off-peak on-street parking along the Bay to Bay corridor (blue).



### Strategy 5.1 Expand Residential Parking Permit Program

Due to the limited supply of public parking in the District, and the amount of commercial-related on-street parking currently occurring in the residential neighborhood, additional oversight and management of on-street parking should be considered. To achieve the vision for redevelopment described in this plan, additional demands for short-term on-street parking within adjacent residential areas may continue to increase over time. If this occurs, measures should be considered to protect residents from excessive spillover of commercial district on-street parking. This is especially important if

minimum parking requirements are waived or reduced in the commercial district in the future, per Strategy 5.4. The City currently offers a residential parking permit program within limited neighborhoods, such as Courier City, the Channel District and Ybor City (Chapter 15, Article II, Division 3, Sec. 15-104). This program restricts on-street parking to a limited duration during the day (typically 3 hours) on specific streets and provides exceptions and exclusive evening use for residential permit-holders. The Code requires the local registered neighborhood association to formally request a residential parking permit program by submitting a letter to the City of Tampa Parking Division. An example letter is provided below. Residents are not charged a fee to participate in the program. Figure XX provides a preliminary recommendation for residential permit streets in close proximity to the district.

*Table 12: Process to Establish a Residential Permit Program, City of Tampa Parking Division*

Step	Description
1	Registered Neighborhood Association submits letter to Parking Division Manager requesting a residential permit program.
2	Neighborhood Association representatives meet with Parking Division to confirm tentative boundaries.
3	On-street parking occupancy surveys are performed by the Transportation Engineering Division to determine the appropriate parking regulations for the established boundaries. If occupancy studies support the project, then the Transportation Division shall develop a concept design of the parking plan.
4	Mobility Department hold a public hearing to present and seek approval for the design concept. A program funding source is also identified.
5	Meeting minutes are mailed to area residents and business owners with the proposed boundaries, parking regulations and funding requirements.
6	Once funding is approved and a consensus favoring creation of a residential parking program is reached within the affected community, the Parking Manager will submit a written recommendation to the Administration and City Council for approval.
7	Once approved, the residential permit parking boundaries are added to the established schedule of fees for parking related activities pursuant to Section 15026 within the Code of Ordinances. A detailed design will be completed by the Transportation Engineering Division.
8	Within 45 days of approval, the Transportation Division will complete the required work requests and oversee the installation of the signs and necessary pavement markings.
9	The Parking Division will begin administering the residential parking permits with the intent to begin enforcement of the program once the signs and markings have been installed.

Process revised November 17, 2009

*Image 48: Example Residential Parking Permit Request Letter*

**TAMPA HEIGHTS CIVIC ASSOCIATION**

2005 N. Lemar Avenue Tampa, FL 33602 | [www.tampaheights.org](http://www.tampaheights.org)



**10/13/2020**

Kelly Stephens, CPP  
Parking Division Manager, Mobility Department  
City of Tampa  
107 N. Franklin Street Tampa, FL 33602

**Dear Kelly Stephens, CPP:**

After a vote taken by our board on 10/12/2020, the Tampa Heights Civic Association would like to request the City of Tampa explore a residential parking program (RPP) in our Southwest Quadrant, north of Armature Works and The Heights Development. In recent years, with the opening of Armature Works, the northern stretch of Tampa's Riverwalk, redevelopment of Waterworks Park, and with the upcoming opening of Tampa Heights first major grocery store, more people have and will flock to this pocket of our historic neighborhood and at all times, the residents just north have subsidized the overflow parking.

The exact area we would request the city evaluate runs south of Columbus Drive, from North Boulevard to Tampa Street, and down to Ross Avenue. This limited area is primarily residential with the exception of our commercial corridors/intersections. While I doubt this will be the last request from our neighborhood, setting up a RPP, we do feel that this area is the most in need.

I have included an image for the particular area. Please let me know if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Shane Ragiel". The signature is fluid and cursive, with a large initial "S" and "R".

**Shane Ragiel, President  
Tampa Heights Civic Association**

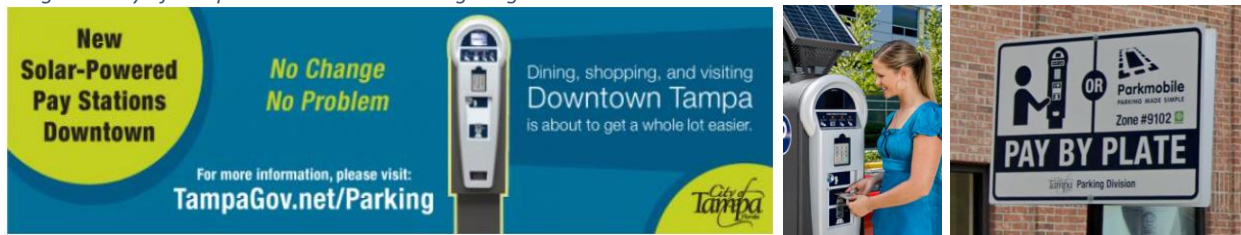
**Strategy 5.2 Managed On-Street Parking Program on Commercial Streets**

The City currently manages paid on-street parking within the Central Business District, Hyde Park Village and other neighborhoods in the City. Parkers may pay using a central kiosk or through a mobile phone app. The City also manages no-cost public parking within other districts, such as Ybor City, through a combination of timed parking restrictions for public parking and residential permits. In districts with managed on-street parking programs, the parking is managed by staff who monitor and enforce parking



regulations. Paid parking is administered through the development of district-specific hourly rates that are developed to encourage turnover and promote the continuous availability of public parking spaces for visitors and guests. Typically, paid parking is only appropriate on streets with commercial uses and may not be appropriate on residential streets in the district unless a residential permit system is in place to ensure residents who rely on street parking are not competing with patrons of the commercial district. Parking revenues are reinvested back into the parking management program and to improve transportation infrastructure. It is recommended that the City deploy a managed on-street parking program into the Palma Ceia Neighborhood Commercial District. Refer to Figure XX for specific locations where metered parking should be considered for paid on-street parking.

*Image 49: City of Tampa On-Street Paid Parking Program*



### **Strategy 5.3 On-Street Parking Infrastructure Improvements**

Much of the existing on-street parking supply is undesignated and occurring within rights of way in a disorderly manner. Undesignated on-street parking can be potentially hazardous and can create obstacles for emergency vehicles. It is recommended that an inventory and safety audit of on-street public parking spaces be completed and that streets be physically improved to provide for curb, gutter, sidewalk and additional paved parking spaces where feasible. These improvements could be funded by revenues generated by Strategies 5.2, 5.5.

*Image 50: Parking along MacDill Avenue & along Right of Way on Granada & Santiago Streets*



*Image 51: Example On-Street Parking Infrastructure Improvements*



### **Strategy 5.4 Reduce On-Site Parking Minimums for New Development/Redevelopment**

Parking minimums are local laws that require private businesses and residences to provide at least a certain number of on-site parking spaces. These requirements are one of the most significant factors shaping the built environment. Minimum parking requirements in cities are associated with excess surface parking which is one of the least productive uses of urban land. Surface parking pushes homes and businesses farther apart, impede the walkability of neighborhoods, raise the cost of development, and place an especially costly burden on small, local entrepreneurs. The surface parking located adjacent to the roadway and in front of buildings in the Palma Ceia district is not compatible with the walkable vision for the district.

Per City Code, the minimum required parking spaces for land uses within the Palma Ceia district are the same as similar land uses across the entire City, even though the City's neighborhood vary greatly in other ways such as form, vision and scale. Development should not have to build more parking than is really needed or appropriate for the specific neighborhood. With lesser minimums required in the code, the provision of parking could be driven by the market.

Parking minimums within neighborhood commercial districts should be reduced, where appropriate, to support the walkable built environment. It may be necessary to reduce parking minimums as part of a larger citywide parking reform strategy, or in conjunction with the deployment of a paid on-street parking program, per Strategy 5.2.



*Image 52: Empty surface parking along Bay to Bay Blvd*

#### **Strategy 5.5 Establish Parking in-lieu Fee Policy & Fund for Palma Ceia**

A Parking In-Lieu fee gives developers the option to pay a fee “in-lieu” of providing a portion of the number of parking spaces ordinarily required by a city's zoning ordinance. Developers have the option of building, leasing off-site via shared parking agreement (Strategy 5.6), or paying the in-lieu fee.

The Code currently allows for development to meet off-street parking requirements by providing a specific number of on-site parking spaces and/or making payments into a parking fund specially set aside to provide parking within the Central Business District (Article III, Division 2, Subdivision 3, Section 27-187) and Channel District (Article III, Division 2, Subdivision 4, Section 27-200). Outside of the Central Business District and the Channel District, a parking in-lieu provision does not exist, and the only method available is to provide the required number of off-street parking spaces on-site.

To encourage redevelopment that is consistent with the vision for the District, it is recommended that the City review and propose amendments to the Code with the consideration of establishing a new parking in-lieu fee district to serve the Palma Ceia Neighborhood Commercial District. Revenues from

this program should be used to increase the quality, availability and supply of public parking within the Palma Ceia Neighborhood Commercial District.

**Strategy 5.6 Promote, Incentivize and Improve Shared-Use Parking Agreements Policy**

Sites with large parking lots are located next door to over sites with equally large lots. If adjacent sites serve different purposes, each parking lot may lie empty and unused for long periods of time. This suggests that an excessive amount of space is given over to parking, and that less parking would be needed if the individual parking supplies were combined and shared. Shared parking is a development control tool through which adjacent property owners share their parking lots and reduce the number of parking spaces that each would provide on their individual properties. Shared parking has been used extensively in traditional neighborhood commercial districts and downtown settings for decades. In these districts, people often park in one spot and then walk from one destination to another. The effect is that those various uses share the same parking spaces. If adjacent land uses have different peak hours of parking demand, then they can share the some of the same parking spaces.

The Land Development Code currently allows for parking minimums to be met by providing the required number of spaces on-site or at a nearby off-site location. Off-site parking must be documented through execution of a shared-use parking agreement and the location must be within 1,000 feet walking distance. It is recommended that this provision be reviewed and the maximum distance increased to a standard walking distance if appropriate. For example, one-quarter mile is 1,320 feet.

**Strategy 5.7 Commercial District Public Parking Assessment**

A public parking assessment is a non-ad valorem property tax assessment on properties within a defined area for the purpose of improving the quality, availability and supply of public parking. Revenues could be used to fund on-street parking and other transportation infrastructure improvements (Strategy 5.3) or to construct a central parking facility (Strategy 5.7).

**Strategy 5.8 Consider Creating a Consolidated Public Parking Facility for the District**

Assess and plan for the development of public parking facilities. This could be a series of parking facilities or a single central facility. This strategy may not be necessary in the immediate future due to low demands, but should be part of the long-term vision for the district as commercial activity increases and redevelopment occurs. A private facility, similar to the Hyde Park Village parking garage could be developed through a public-private partnership. A publicly owned and operated facility, similar to the Centro Ybor Parking Garage, could be funded, in part, through revenues generated by Strategies 5.2 5.4, 5.7.

*Image 53: Examples of Public Parking Facilities in Ybor City (public) and Hyde Park Village (private)*





### Strategy 5.9 Off-Peak On-Street Parking Program

On most roadways, the highest volumes of traffic only occur for a couple hours of the day, leaving much of the paved roadway underutilized for the the average day. Many cities around the use for this space by permitting limited-lanes. This is most viable in neighborhood where visitor activity comes in 2-3 hour there lacks an abundance of public parking. popular with visitors, businesses and reduces the demand for on-street parking neighborhood and on-site at the commercial Figure XX for the segment of Bay to Bay Blvd for off-peak on-street parking.



remaining 18-20 hours of United States have found duration on-street parking commercial districts increments and where These programs can be neighbors because it within the residential establishment. Refer to that should be considered



Image 54: Off-Peak On-Street Parking Examples (Orlando, FL)

Strategy 6.0 Land Use & Design Standards

**Strategy 6.1 Future Land Use & Zoning**

As described in Section 5F of this report, the key characteristics associated with the CC-35 and CMU-35 future land uses are generally consistent with the vision for the Palma Ceia Neighborhood Commercial District. However, additional conditions and requirements exist at the underlying zoning level which may unintentionally or unnecessarily preclude these key characteristics from proliferating within the Palma Ceia Neighborhood Commercial District. Further, redevelopment options along Bay to Bay Blvd are limited by the 100' depth of the corridor-fronting land use and the single-use residential zoning that abuts the commercial use in the rear. This section will present strategies to modify the land use regulations as part of two alternative approaches:

1. Rezone CI districts to CG districts. This set of recommendations involve largely retaining or working within the existing FLU and zoning districts, with some additional conditions and recommendations.
2. Urban Village Designation & Neighborhood Mixed-Use Future Land Use & Zoning. This set of recommendations involve amending the comprehensive plan and rezoning a significant portion of the commercial district.

Approach #1: Rezone CI districts to CG

The permitted uses in the Commercial General (CG) zoning district along Bay to Bay Blvd from Himes Ave to Esperanza Ave are generally compatible with the vision for the district. The permitted uses in the Commercial Intensive (CI) zoning district along the MacDill Avenue corridor from and including Bay to Bay Blvd and up to San Miguel Street are not generally compatible with the vision for the district, based on the following:

- Air-conditioned storage is permitted by-right in the CI zoning district but the proliferation of this use is not compatible with the vision for Palma Ceia.
- Automobile-oriented land uses such as automobile rental, drive-in establishments (fast food, etc.), major vehicle repair, vehicle sales and leasing, warehouses and wholesale trade are permitted within the CI zoning district but are not compatible with the vision for Palma Ceia.
- Adult uses are permitted within the CI zoning district with zoning administrator approval but this use is not compatible with the vision for Palma Ceia.

These incompatible uses listed above are either prohibited or only allowable via Zoning Administrator or City Council approval within the CG district.

It is recommended that the parcels along MacDill Avenue with CI zoning be reviewed and considered for an area-wide rezoning to CG. This would create more regulatory consistency with the Bay to Bay corridor and enable more predictability and continuity in the future development patterns across both the Bay to Bay and Mac Dill portions of the district.

**Potential to Create Non-Conforming Uses:**

Certain existing uses that fall under CI zoning but are not permitted in CG zoning are not compatible with the vision for the commercial district. These uses may be rezoned and deemed non-conforming or may be best served by retaining the CI future land use. However, it is encouraged that these incompatible uses be transitioned over time to a compatible use, or considered for relocation upon the end of their life-cycle. These existing uses include but are not limited to:

- Surface parking lots: As illustrated in Image 12, surface parking fronting the street is abundant throughout the district and comprises 40% of the street frontage on Bay to Bay Blvd and 20% of the street frontage along MacDill Avenue. This constitutes one of the most problematic conditions that conflict with the vision for the district. Existing surface parking lots that front the commercial corridor should be redeveloped or redesigned over time to move parking behind buildings and away from the commercial street frontage.
- TECO sub-station that fronts MacDill Avenue. This sub-station is located in the heart of the commercial district and occupies 1.1 acres of prominent real states with over 200 feet of frontage on MacDill Avenue. This sub-station should be relocated in the future or moved away from MacDill Avenue and replaced with other uses that activate the commercial corridor and are compatible with the vision for the district.
- Self storage facility on Granada Avenue abutting the Selmon Expressway



*Image 55: Tampa Electric Company Sub-station on MacDill Avenue & Self-Storage Facility on Granada Avenue*

Housing is an important part of the mixed-use vision for the district. Most of the housing in the district is located on the edges of the study area in the residential zoning districts, however single family attached housing does exist along the corridor. Both CI and CG zoning districts permit residential uses by special-use permit only.

It is recommended that multiple-family dwellings and single-family attached dwellings, be permitted by-right in these districts. For this strategy to be workable, it may be necessary to also establish performance criteria for mixed-use projects electing to incorporate residential uses, such as requiring a ground-level non-residential use for all or a minimum portion of the building frontage. This could also be accomplished through an area-wide future land use and/or zoning change to a classification/districts that permits residential development as part of a mixed-use district.





Image 56: Barcelona Townhomes

## Approach #2: Urban Village Designation & Neighborhood Mixed-Use Future Land Use & Zoning

The City of Tampa Comprehensive Plan establishes the designation of urban villages throughout the City. An urban village designation recognizes the contributions a particular area makes to the City and provides guidance regarding the intended function, character, intensity, type and degree of growth anticipated for an area. Designated urban villages have had some type of adopted secondary planning process, such as this Neighborhood Commercial District, that is being used to guide or inform the future of that area. Urban villages contribute to a livable City by supporting:

- Diverse housing and employment opportunities;
- Pedestrian and transit-oriented communities;
- Provision of services and infrastructure targeted to support sustainable redevelopment; and
- Enhancements to the City's cultural diversity.

The Palma Ceia Neighborhood Commercial District is not currently designated as an urban village but designation as an urban village would be consistent with the vision for the district, and would allow for the to occur within the Neighborhood Mixed-Use future land use classification and zoning district to occur within Palma Ceia.

Table 13: Neighborhood Mixed Use Future Land Use Classifications & Overview

Future Land Use Category	Floor Area Ratio	Dwelling units/acre	Other Considerations	Key Characteristics
<b>NMU-16</b> <b>Neighborhood Mixed Use-16:</b> <b>Medium to lower intensity/density uses</b> ➤ Single family and multi-family uses; neighborhood serving office and commercial uses	Up to 0.50 for non-residential uses Up to 0.75 for vertical mixed-use* or residential use	Up to 16 du/acre	<ul style="list-style-type: none"> <li>• Gathering places such as plazas, courtyards, and parks;</li> <li>• Compatible public, quasi-public, and special uses;</li> <li>• To encourage a true mixture of uses, residential development can be guided by either density or FAR;</li> <li>• Allowed within the four "growth areas" only (where not in conflict with an adopted community/vision plan): Employment Centers, Urban Villages, Mixed-use Corridors and Centers, and Transit Station Areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Building heights that are typically (number of stories varies by location, special district, or overlay district):               <ul style="list-style-type: none"> <li>◦ NMU-16: Up to 3 stories</li> <li>◦ NMU-24: Up to 6 stories</li> <li>◦ NMU-35: Up to 8 stories</li> </ul> </li> <li>• Building facades and pedestrian entrances that orient towards the street;</li> <li>• Parking is typically located to the side or rear of buildings, or accommodated in parking structures;</li> <li>• Limited number of curb cuts along collector or arterial streets, with shared and/or rear alley access to parking and service functions;</li> <li>• Appropriately designed, attractive pedestrian streetscape with sidewalks designed to accommodate pedestrian traffic, and that include transit access, landscaping, lighting, and/or other pedestrian amenities/facilities; and</li> <li>• *Structure must have vertically integrated mix of at least 2 uses from 2 separate general use categories as outlined in City Code.</li> </ul>
<b>NMU-24</b> <b>Neighborhood Mixed Use-24:</b> <b>Low intensity/density uses</b> ➤ Single family and multi-family uses; neighborhood serving office and commercial uses	Up to 0.75 for non-residential uses Up to 1.0 for vertical mixed-use* or residential use	Up to 24 du/acre		
<b>NMU-35</b> <b>Neighborhood Mixed Use-35:</b> <b>Areas with no clear, identifiable development trend</b> ➤ Single family and multi-family uses; neighborhood serving office and commercial uses	Up to 1.0 for non-residential uses Up to 1.50 for vertical mixed-use* or residential use	Up to 35 du/acre		

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The Neighborhood Mixed Use future land use categories and corresponding zoning districts were established to provide for districts that contain mixed use, neighborhood scale office and commercial and single and multi-family dwelling types. As described in the table below, the design criteria and the permitted and prohibited uses in the NMU classifications/districts are extremely supportive of the vision for the district. In addition to encouraging more housing within the mixed-use district, the form-based design criteria provide an additional layer of reassurance that the physical form of development will be consistent with the vision for the district:

*Table 14: Neighborhood Mixed-Use Criteria Comparison to District Vision*

<b>NMU Fundamental Criteria</b>	<b>Palma Ceia Neighborhood Commercial District Vision</b>
<b>Building facades and entrances that face the street</b>	Supportive. Consistent with historical development pattern along the corridors.
<b>Parking along the side or rear of buildings, or in parking structures</b>	Supportive. The district currently has an abundance of surface parking along the commercial corridors. This criteria would require new development and redevelopment to locate parking away from the street, which is a critical part of the vision.
<b>A limited number of curb cuts along Bay to Bay and MacDill, with shared and/or rear alley access to parking and service functions</b>	Supportive. The district currently has an excessive amount of driveways along the commercial corridor which contributes to the automobile-oriented feel that is incompatible with the vision. This criteria would require new development and redevelopment to limit the location and number of driveways, which would enhance the pedestrian experience and support the ongoing evolution of the district toward the vision.
<b>Appropriately designed, attractive pedestrian streetscape with sidewalks designed to accommodate pedestrian traffic, and that include transit access, landscaping, lighting, and other pedestrian amenities</b>	Supportive. Enhancing the pedestrian environment and the quality of the public realm is critical to the vision for the district.
<b>Vertical integration of at least two uses (i.e. retail on the first floor and residential on the upper floors)</b>	Supportive. The vision for the district as an active and complete neighborhood requires a mix of uses, especially residential, in order to be successful.

It is recommended that the City consider designation of all or a portion of the Palma Ceia Neighborhood Commercial District as an urban village, and also consider pursuing an area-wide future land use and zoning change to a Neighborhood Mixed Use designation.

### *Which NMU designation would be most appropriate?*

The NMU-16 designation allows for buildings up to 3 stories, which may be slightly less than what is appropriate in the core of the district, especially around the MacDill Avenue and Bay to Bay Blvd intersection node. The more intense NMU-24 designation allows for buildings up to 6 stories, however

this may exceed what is appropriate in most of the district. One approach could be to designate the core of the district as NMU-24 and the edges as NMU-16.

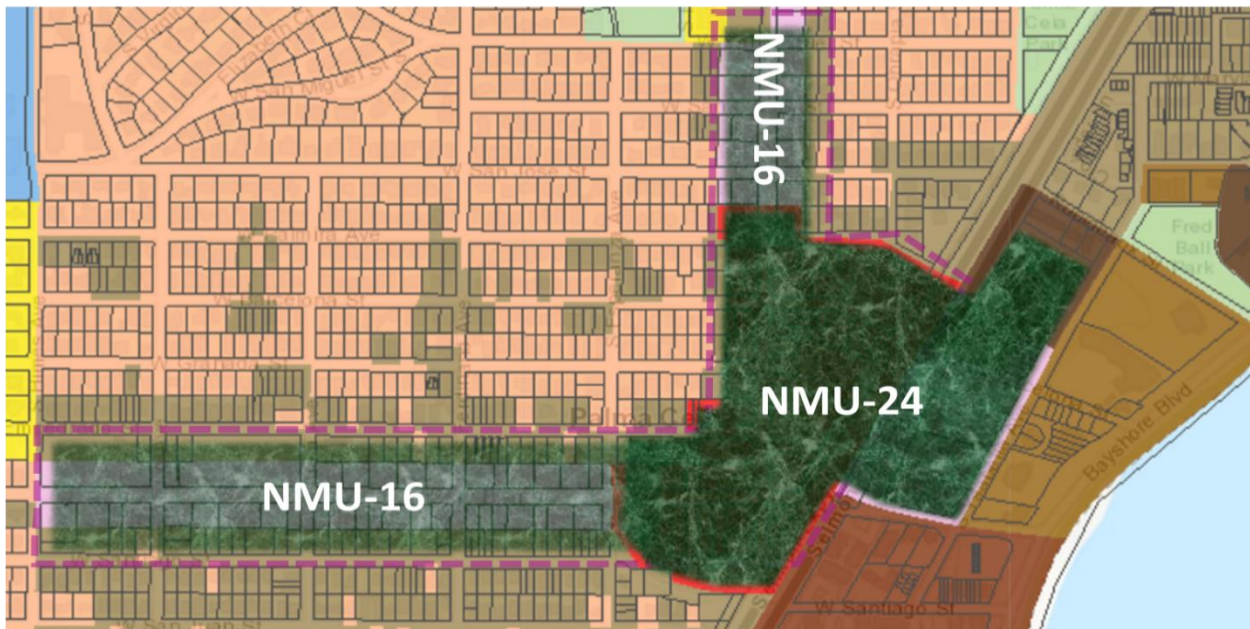


Image 57: Potential Approach to NMU designations for Palma Ceia Neighborhood Commercial District

If it is determined that the density and intensity of the NMU-16 classification/district is not intense enough and the NMU-24 classification/district is too intense, then it is recommended that the City consider creating a new classification/zoning district with similar use restrictions and form-based design criteria but with a lesser density/intensity than NMU-24 and greater intensity than NMU-16.

### **Strategy 6.2 Neighborhood Design Standards for Residential Development**

Urban form and architecture is fundamental to a neighborhood's identity. The Palma Ceia district was originally developed as a traditional pre-World War II neighborhood on a dense street grid. The architecture throughout the neighborhood is eclectic with some uniformity in building placement, orientation and scale. As presented in Section 6F of this plan, several development patterns have emerged as viable paths forward – Full-Block Commercial and Half-Block Commercial. It is recommended that design standards be established to promote the Half-Block Commercial Trend for single family detached and single family attached housing in residential districts that abut commercial parcels along the main corridor. The recommendations in this section apply *only to residential development on the first block* (south of Empedrado St and north of Santiago St), and are not intended to constitute recommendations or suggestions for the interior of the Palma Ceia residential neighborhood. The purpose of this approach is to ensure that new housing is feasible along the back of the first block in a manner that is compatible and harmonious with the traditional and historic character of the existing neighborhood and with commercial redevelopment along the front of the block.

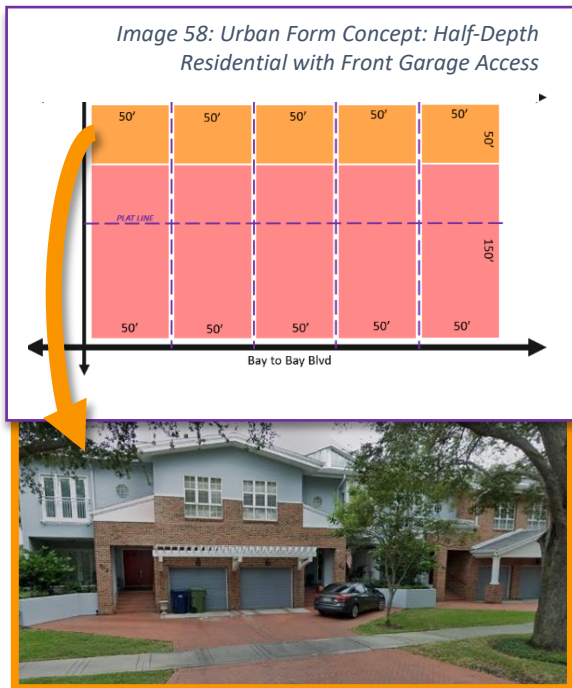
Residential design standards could include, but should not be limited to the following:

- Require a residential use to front residential street
- Reduce minimum residential lot size width and area in RM-16 and RM-18 districts to allow for more flexibility in wrapping the commercial uses that front Bay to Bay.
- Permit zero rear setbacks for attached single family or multi-family units adjacent to commercial uses (Currently, RM-16 and RM-18 require 7-ft side setbacks and 15-ft rear setbacks).



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- Corner lots should provide for future rear access and cross-access whenever possible, to mimic the presence of an alley system
- Minimum lot width should be reduced to allow for narrower or shallower lots associated with single-family attached housing.
- Driveways should be spaced so that adequate curbside is still available for on-street parking.
- Front facing garages should not be a primary façade and should be limited to one car width wide, per unit.
- Homes should be built so that entrances and front porches are the primary façade and clearly visible from the street.
- Architectural design and ornamentation on new buildings should be generally consistent with other styles elsewhere in the district.



### Strategy 6.3 Commercial Corridor Design & Development Standards

Regulatory barriers to redevelopment should be examined and, where appropriate, weakened or eliminated. New buildings should be oriented towards the commercial corridor, with surface parking only provided in the rear (preferred) or on the side (less preferred) - never in front. As properties redevelop, wide sidewalk areas and on-street parking should be incorporated into the setback. One potential barrier to redevelopment is the challenge of meeting the current zoning requirements for maximum building height, minimum lot size, minimum setback, and minimum on-site parking. Most of the Bay to Bay Blvd corridor is zoned CI, which limits new development to 45 feet. Due to the relatively shallow depth of commercial parcels fronting the corridor, arranging a feasible site often requires:

- Assembling a deeper site (rezoning the residential parcel facing the residential street parallel to the corridor), or
- Requesting a waiver for parking minimums
- Pursuing a Planned Development Rezoning to seek site plan approval from City Council

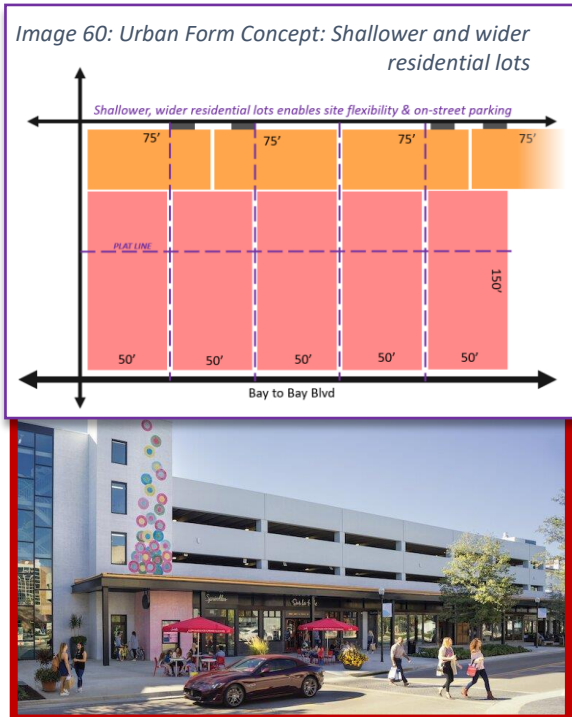
The existing regulatory process and policies are not conducive to achieving the vision for the Palma Ceia Neighborhood Commercial District and it is recommended that a new approach be developed and codified to enable the appropriate type of redevelopment to occur by right.

A potential approach could be to allow the commercial use to penetrate deeper into the second lot by shifting the commercial/residential transition point further towards the back street rather than the current plat line which bisects the middle of the block. The larger developable footprint for the commercial uses increases the site design flexibility. The shallower footprint for residential uses, paired with zero side and rear setbacks, would allow the residential use to directly abut and “wrap” the commercial development. To protect the character and urban form of the residential street and ensure that commercial uses do not penetrate into the interior of the residential neighborhood, permitted fronting uses on Empedrado Street and Santiago Street could be restricted to residential only.

In Hyde Park Village, an additional 50’ of commercial depth was provided by reducing the depth of the residential uses. The residential street frontage is depicted in Image 49 and the commercial street frontage is depicted in Image 50. Structure parking was vertically integrated above the commercial use fronting Dakota Avenue, which includes active retail storefronts and cafe seating. The rear-facing residential frontage which occupies just 25% of this same block, as depicted in Image 49. When translated onto the Palma Ceia Neighborhood Commercial District, the “Hyde Park” approach could allow for greater site flexibility for the commercial parcels along Bay to Bay Blvd to redevelop in a manner that is consistent with the vision for the district. While the “Hyde Park” approach occupies the width of an entire block, it is not necessary to assemble the entire block width for this approach to be feasible. This approach can be applied to any project that involves both front and back parcels and has access to a side-street.

It is recommended that the City consider establishing a Neighborhood Commercial District overlay district for the blocks fronting Bay to Bay Blvd. The overlay district will include mandatory performance requirements to facilitate redevelopment flexibility and encourage design that is compatible with the district. Performance requirements will consist of modified use restrictions and relaxed height/bulk/scale thresholds. Use of the overlay district is optional and developers may continue to elect to develop to the existing Euclidian zoning, or pursue a PD (site plan) rezoning.

- Allow flexing a commercial corridor fronting use onto the rear residential single use parcel by up to 50 feet.



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- A commercial use may not front the residential street (Empedrado St & Santiago St)
- Reduce minimum lot size to 2500 sf and width to 25' for residential SF attached
- Permit a zero rear setback for Bay to Bay Blvd parcels
- No surface parking may front Bay to Bay Blvd, Empedrado St & Santiago St
- Incremental development strategy to encourage projects to increase setbacks for wider sidewalks and on-street parking and enhanced streetscape.



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