



Future of Hillsborough

Comprehensive Plan for Unincorporated Hillsborough County Florida

FUTURE LAND USE

Draft Transit Oriented Development Goals, Objectives, and
Policies

August 17, 2009

Fixed Guideway Transit

The development of a fixed guideway mass transit system for Hillsborough County is being studied by the Metropolitan Planning Organization. The planned interface of mass transit and land use at the station stops can have a reinforcing effect. The general influence for a mass transit station related to the types of systems being considered for Hillsborough County is between 900 feet and one quarter of a mile, depending on whether the system chosen is light rail or heavy rail in design. There are five basic station types that would have different land use policies applied to the area of influence around a station. They include:

The *High Intensity Urban Node Stations* refer to stations located in the CBD of Tampa. Land use should include government centers with adjacent high intensity commercial uses. Highest intensity uses should be located in close proximity to the stations, while still providing light and air at street level. The functional relationship of structures close to stations should have strong aesthetic considerations that will compliment station design. Automobiles in close proximity to stations are discouraged. Pedestrian networks, separated from vehicular traffic, and mixed use of land should be encouraged.

Mixed Use Regional Node Stations would be located in areas where Regional Shopping and Office Centers are existing or planned and should be adjacent to Medium to High Density Residential communities. Enlargement of such centers should be done in a Planned Unit Development zoning category. New Housing Districts adjacent to stations should be planned at Medium and High Densities. The location of offices within close proximity to the stations and protection of adjacent Low Density Residential uses should be stressed. The Regional Mixed Use-35 area of the I-75 Corridor and the Westshore area are examples of appropriate locations for regional node stations.

Commuter Stations should be located in areas with employment potential. These areas include Manufacturing, Light Industrial development, and Educational Centers. Policies should encourage the increased development of these areas whenever possible to allow for reverse commuter patterns to more fully utilize the transit of an appropriate location for a commuter station system. An example is the University of South Florida area with its related nearby employment centers.

Community Center Stations would function as centers of activity for several surrounding neighborhoods. A "feeling of community" should be pursued in these station locations. Development plans for the adjacent area of station influence should provide places to live, work, shop with a variety of public facilities and services. Residential preservation and redevelopment is encouraged with supportive office activities. Examples of approximate sites for Community Center Stations are locations along Dale Mabry in Carrollwood or Highway 60 in Brandon.

~~The Neighborhood Stations serve established and planned Low or Medium Density Residential neighborhoods in urban/ suburban areas. Protection of adjacent neighborhoods from Commercial or Industrial development is stressed except where compatible. Development or redevelopment of Low or Medium Density Residential uses are recommended. These stations are appropriate in the more outlying suburban locations and should include park and ride lots. This would enable a large area to be served from commuters feeding the system from automobiles. Neighborhood Stations would also be appropriate in more urbanized residential neighborhoods where concern for negative impacts might be an important consideration.~~

~~The purpose of the land use policies proposed for the station area is to give Hillsborough County a tool within the broad framework of the Comprehensive Plan to deal in the future with important land use issues related to stations. Overlay districts surrounding stations with appropriate development regulations to implement the broad policies should be developed in conjunction with the plans for the mass transit system. The policies that have been cited should provide the framework to accomplish this future task.~~

Regional transportation mobility initiatives including proposals for the creation of fixed guideway transit systems are being studied by several regional and local entities for portions of Hillsborough County. In the preceding years leading up to any actual system construction, there is a heightened need for coordination between local land use and transportation planning efforts to establish supportive policies to assist in the ultimately selected system's implementation. Three major planning strategies, including establishment of Transit Oriented Development Station Area overlay designations, Station Area Plan criteria, and Area-Wide rezonings should be undertaken to implement transit supportive policies and support increased ridership and redevelopment along proposed transit corridors and station areas.

Fixed guideway transit technologies are typically defined as influencing walk-up ridership and redevelopment activity within a 0.5-mile walking distance from the station area, or a half mile radius around the station. Table XX (Fixed Guideway Transit Station Area Typologies) includes the six general station typologies that are anticipated to occur in Hillsborough County. Three of the typologies are further screened into sub-categories with urban and suburban parameters. Station typologies provide generalized ranges for development intensity, density, and land use within station areas.

As a result of Hillsborough County's land use diversity, fixed guideway transit stations are anticipated to be located in a variety of locations ranging from Tampa's Central Business District and urban core neighborhoods, to long established city and county neighborhoods and newer suburban neighborhoods. Due to the diversity of locations a flexible planning strategy is needed to ultimately implement Plan and LDC changes. Station Area Plans will be developed for each

Station Area to document the existing community context, identify regulatory amendments, provide T.O.D. development and public realm design guidance, and to implement locally identified Transit Oriented Development (T.O.D.) standards within 0.5-mile of each station area. In addition, implementation strategies including the timing and/or staging of policy compliance will be identified. Development intensities, densities, and land use mix should be based on Table XX (Fixed Guideway Transit Station Area Typologies), and calibrated with specific market analysis data for each station area, at the time the station area plan is developed. The implementation strategies should allow station areas to evolve over time in response to evolving market conditions, through redevelopment, infill, and new development in identified areas of growth.

Table XX: Hillsborough Fixed Guideway Transit Station Area Typologies

<u>Station Type</u>	<u>Suggested Project Target Net Density¹</u>	<u>Suggested Project Target Net FAR²</u>	<u>Representative Location</u>	<u>Proposed Scale</u>	<u>Desired Land Use³</u>	<u>Housing Mix</u>	<u>Transit System Function</u>
High Intensity Urban Node	CBD: Guided by FAR	CBD: Any FAR is acceptable, if market feasible	CBD	FAA Height Limits	Office, Residential, Entertainment, Civic/Governmental	High-rise and mid-rise apartments and condos	Intermodal facility/transit/hub. Major regional inter-regional destination with high quality local transit feeder connections
Mixed Use Regional Node Stations							
<u>Urban</u>	Guided by FAR	Range: 3.5-7.0	CBD Periphery Channel District Westshore	FAA Height Limits	Office, Retail, Residential, Entertainment	High-rise and mid-rise apartments and condos	Regional Destination. Linked with high quality local transit feeder connections.
<u>Suburban</u>	40-60 du/ac	Range: 1.5-3.0	USF	3-12 stories	Retail, Office, Entertainment, Educational, Institutional, Medical, Residential	Mid-rise apartments, condos, and apartment complexes	Regional Destination. Will be served by Park-n-Ride facilities and local high quality transit feeder connections.
Community Center Stations							
<u>Urban</u>	40-60 du/ac	Range: 1.5-2.5	Hyde Park Village, Ybor City	2-8 stories	Office, Retail, Residential, Entertainment	Low to mid-rise, townhomes	Walk Up Station. Potential for localized parking and will utilize local transit connections.
<u>Suburban</u>	15-40 du/ac	Range: 1.0-2.0	West Park Village	2-8 stories	Office, Retail, Residential, Entertainment	Low to mid-rise, townhomes	Walk Up Station with strong potential for park-n-ride and will require local transit connections.
Neighborhood Stations							
<u>Urban</u>	20-30 du/ac	Range: 1.0-2.0	Seminole Heights	2-5 stories	Office, Retail, Residential	Low to mid-rise, townhomes, attached dwellings	Local transit feeder system. Walk-up stops with limited or no parking.
<u>Suburban</u>	10-20 du/ac	Range: 0.5-1.0	New Tampa	2-3 stories	Office, Retail, Residential	Low rise, townhomes, attached and small lot detached residential	Local transit feeder system. Walk-up stops with limited parking.
Park and Ride Station	N/A	Average: 0.5	N/A	N/A	Office/Retail	N/A	Capture station for in-bound commuters. Large Park-N-Ride with Local and Express bus connections.
Special⁴	TBD	TBD	TIA, North of TIA, Port of Tampa	TBD	N/A	N/A	TBD

¹Net Density refers to the number of dwelling units per net developable acre.

²Net FAR refers to the Floor Area Ratio per net developable acre.

³Recommended station area land use mix guided by Station Area Plan market study and any subsequent provision developed during the Station Area planning process. ⁴TBD, based on location.

Objective 43: To plan for a fixed guideway transit system that connects activity centers within Hillsborough County and the Tampa Bay region.

Policy 43.1:

The County shall encourage the use of mass transit in order to decrease the dependency upon the automobile for work and non-work trips.

Policy 43.2:

The County shall coordinate with the Tampa Bay Regional Transportation Authority (TBARTA), Hillsborough Area Regional Transit (HART), Hillsborough Metropolitan Planning Organization (MPO), and other regional transit agencies regarding the provision of fixed guideway transit corridors and station locations.

Policy 43.243.3:

The County shall request that the Hillsborough County City-County Planning Commission work with the Hillsborough County (MPO) Metropolitan Planning Organization to determine station locations, station types, and development characteristics. ~~for each of the proposed station stops.~~

Policy 43.4:

~~The location of the station and the function of the proposed station shall dictate the development policy in the area of influence. Density and intensity ranges for land development shall reflect the intent of the station type, expected population growth and market conditions.~~

Policy 43.343.4:

Station types shall be coordinated with each of the jurisdictions that any mass transit system serves.

Policy 43.5:

~~Based on the station type and compatibility (as defined in Policy 1.4) with the surrounding development pattern, stations and the area within ½ mile from the station may be designated as a Community Activity Center and be eligible for all of the benefits and incentives of the Activity Center designations. (moved to 45.9).~~

Policy 43.6:

~~Land uses adjacent to the station stop but outside the defined area of influence of the station stop shall be considered for complementary and accessory uses to the station stop if such uses are non-disruptive to the prevailing and stable character of the area.~~

~~Policy 43.7:~~

~~Station stops shall maintain the character, and be complementary to adjacent, stable residential areas. (moved to Policy 46.1)~~

~~Policy 43.8:~~

~~Mixed use development incentives shall be developed to implement the intent of the station type for those stations that are not designated Community Activity Centers.~~

~~Policy 43.9:~~

~~The effects of mass transit upon the levels of service on roads in and around station stops shall be studied, and recommendations shall be made that will consider transportation levels of service credit.~~

~~Policy 43.10:~~

~~Land use proposals within the area of influence of station stops must meet the adopted levels of service for public facilities as established in the Future of Hillsborough Comprehensive Plan.~~

Objective 44: To establish a Transit Oriented Development Floating Overlay to be applied to fixed guideway station areas.

Policy 44.1:

Upon the designation of the station type and the physical location of a new fixed guideway transit station, a Station Area Overlay initially measuring 0.5-mile radius from the center of the station platform will be created.

Objective 4345: Station Area Plans will be prepared prior to system construction To efficiently and effectively plan the land uses around proposed fixed guideway mass transit stations. stops to support a proposed mass transit system, overlay plan districts meeting the following policies shall be created for use around the station stops.

Policy 45.1:

Upon the Station Area Overlay designation, the Planning Commission, in coordination with Hillsborough County, the City of Tampa, HART, Hillsborough MPO, and other related agencies, will conduct a detailed study to determine specific Station Area Plan boundaries, which will, at a minimum, include all areas within a 0.5-mile walking distance from the transit station. In determining the specific Station Area Plan boundaries, physical, environmental, and community features, boundaries, and borders shall be considered.

Policy 45.2:

Station typology definitions included in Table XX and a location-specific market analysis study should provide guidance for the Station Area Planning process.

Policy 45.3:

Following the designation of a Station Area Plan boundary, a redevelopment plan where increased densities and intensities are desired will be created. This plan will recognize the community character of stable and historic neighborhoods where increased densities and intensities may be deemed inappropriate.

Policy 45.4:

Station Area Plans shall be completed by public/governmental agencies, and funded through the entity responsible for designating and constructing the fixed guideway transit corridors or through entities with development interests. As an option, private development interests can fund the Station Area Plan and work in close coordination with the Local Planning Agency (LPA). Where the Station Area Plan process is sponsored by government agencies, The LPA will lead the process, in close coordination with the City, and the appropriate transit agencies. At a minimum these plans should address:

- Station Area Typology and Redevelopment Vision
- Surrounding Development Pattern and Community Character
- Market Analysis
- Land Use
 - Mix of Uses
 - Density/Intensity Minimums (where appropriate) and Maximums
 - Growth and Redevelopment Areas
- Design
 - Building Form, Setbacks, and Site Design
 - Building Heights
 - Public Realm, Streetscape, and Open Space
 - Transitions to/Compatibility With Surrounding Development Patterns
 - Alternative Development Standards (Vehicular/Bicycle Parking, Stormwater, etc.)
 - LEED or Other Sustainable Design Principles
 - Roadway Typical Sections
 - Bicycle and Pedestrian Facilities
- Policy
 - Housing Mix
 - Incremental Parking Reduction Policies
 - Land Use Flexibility

- Station Development Evolution / Timed Requirements
- Implementation Strategies
 - Regulatory
 - Public Private Partnerships
 - Joint/Shared Facilities
 - Capital Improvement Funding/Public Investment

Policy 45.6:

A public involvement program, that includes community stakeholders, public agencies, and private developers, shall be part of the Station Area Planning Process. This process shall include community design and public workshops.

Policy 45.7

Mixed-use development incentives and density incentives shall be developed and encouraged to implement the intent of the station type. (Source: *Policy 17.1.4 City of Tampa Comprehensive Plan*).

Policy 45.8

Following the completion of a Station Area Plan, a County-initiated area-wide rezoning to transit supportive zoning categories (to be defined in the Land Development Code), will be completed.

Policy 45.9:

Based on the station type and compatibility (as defined in Policy 1.4) with the surrounding development pattern, transit stations and the area within ~~½-mile~~ 0.5-mile from the station may be designated as a Community Activity Center and be eligible for all of the benefits and incentives of the Activity Center designations. (*former Policy 43.5*)

Objective 46

Utilize Transit Oriented Development (T.O.D.) design principles focused on neighborhood context, connectivity, public realm improvements, and site development standards.

Policy 46.1

Redevelopment within the Station areas shall ~~maintain~~ protect the character, and be complementary to adjacent, stable residential areas. (*former Policy 43.7*)

Policy 46.2:

Station Area Plans shall ensure that there is a transition in scale between the redevelopment/infill development proximate to the new stations and surrounding lower-

density residential areas. This transition will typically occur within the 0.25-mile to 0.5-mile radius from the station platform.

Policy 46.3:

Station Area Plans shall include policies to ensure consistency with the scale and architectural style of local historic districts, if applicable.

Policy 46.4:

Where applicable, Station Area Plans shall take into consideration adopted community plans.

Policy 46.5:

Improvements proposed to typical roadway sections within Station Area Plans design elements, such as those as advocated for by the National Complete Streets Coalition, should be considered.

Policy 46.6:

Station Area Plans shall improve bicycle and pedestrian connectivity through the following:

- Requiring sidewalks on both sides of all public rights of way 0.5-mile walking distance from all station locations.
- Encourage the construction of sidewalks in excess of minimum width requirements, pedestrian plazas, and other amenities that will enhance the pedestrian environment in and around transit stations.
- Encourage the development of bike lanes on arterial and collector roadways transversing the Station Area.

Policy 46.7:

Within Station Area Plans, specific guidelines shall be created that address streetscape design to encourage pedestrian activity and protection. These elements may include design elements such as public art, street trees, pedestrian-scale lighting, arcades, awnings, wayfinding signage, and benches.

Policy 46.8:

The City shall strongly encourage, either through public investment, policy requirements or development incentives, publicly accessible open spaces around transit stations. Public open spaces shall be designed to be centers of activity within the Station Area Plans with programming of diverse activities encouraged.

Policy 46.9:

Landscaping materials for areas included in Station Area Plans, both within and outside of public rights of way, shall be chosen to support local native ecosystems and minimize water usage.

Policy 46.10:

Developers and the county shall consider designating publicly accessible spaces that could be utilized as urban gardens in the proximity of station locations.

Policy 46.11:

In order to create an inviting pedestrian environment and an attractive street, encourage placement of new buildings along public streets or publicly accessible open spaces, with windows and doors at ground level.

Policy 46.12:

Where feasible, locate surface parking lots behind new buildings. Entrances to surface parking lots or garages should be placed on secondary streets, minimizing conflicts on preferred pedestrian routes, especially those offering direct connections to station stops, In addition, active ground floor uses in liner buildings should be considered for stand alone garages.

Policy 46.13:

Building heights for new construction shall be regulated within approved Station Area Plans, and will be generally consistent with Station Typology characteristics as shown in Table XX. Generally building heights will be higher proximate to stations.

Policy 46.14:

All new developments within station areas shall be required to place utilities underground.