



Chapter 5 – Code and Plan

5.1 Land Development Code

The Channel District Article XIX was added to the Land Development Code on September 1, 1994, and was based upon recommendations contained in the 1993 vision for the Channel District. At that time, industry and warehousing was a major use in the district. Over the past decade, the character of development in the district has become more urban and mixed-use, with multi-family residential being the predominant use. With the creation of the Community Redevelopment Area (CRA), new investments have been made in the district. For various reasons, including improvements in transportation infrastructure, the district is becoming a very desirable downtown neighborhood.

5.1.1 LDC Modifications –

The City's Land Development Code should more accurately reflect the evolving character of the District. The following recommendations are identified to support the intent of the SAP provisions:

- Change references from “The Channel District, A plan for the future (1993)” to the “Channel District Community Redevelopment Area Strategic Action Plan (2006)” throughout.
- Eliminate minimum lot area and density factors. (Sec. 27-77.d)
- Eliminate drive-in bank as a permitted special use. (Sec. 27-272)
- Adopt City of Tampa's Public Art Ordinance for the Channel District. (Sec. 27-441)
- Revise purpose and intent of the Channel District article. (Sec. 27-450)
- Eliminate incompatible permitted uses, including: appliance and equipment repair, dry cleaning plants, hazardous materials, kennel, maintenance or storage facilities, manufacturing, reupholstery, open storage, and major vehicle repair. (Table 19-1)
- Eliminate structured parking as a bonus provision. (Table 19-1)
- Establish height and FAR limits in the dimensional requirements. (Sec. 27-453)
- Eliminate mandatory zero foot setbacks on front and corner yards; and require five (5) foot setback on 11th and 12th streets, and ten foot setback on Channelside Drive. (Table 19-2)
- Collapse CD-1 and CD-2 into a CD-1 district (60 foot maximum height maintained).
- Within new CD-1, require compliance with development design standards, including additional required elements (discussed in detail below).
- Within new CD-2, reflect site plan requirements for projects up to a 3.5 FAR, eligible Bonus Elements and height limits by Sub Area, and methodology for valuing Bonus Elements (discussed in detail below).
- Establish that development design standards will apply to all projects having construction plan submittal, including non-major renovations. (Sec. 27-454)



- Eliminate alternative parking surface standards. (Sec. 27-456)
- Offer developers option of underwriting area transit facilities in return for not providing up to one parking space per bedroom, being proposed by City staff. (Sec. 27-456)
- Eliminate Heavy Industrial as a consistent Future Land Use Plan category in the Channel District (discussed in detail below). (Sec. 27-20)

5.2 Tampa Comprehensive Plan

The Future Land Use Element of the Comprehensive Plan dictates maximum densities and intensities of all new development and redevelopment. This element defines the Central Business District (CBD) Periphery, which includes the Channel District. Within this periphery area, the Comprehensive Plan identifies that an increase in the intensity and density allowed by the Future Land Use Plan category, up to 100%, can be awarded when appropriate bonus elements are provided. A short list of possible Bonus Elements are currently provided in Policy A-8.4. In order to more effectively define and guide development resulting from the bonus provisions, the Comprehensive Plan should defer to the Land Development Code for determining the specific process for achieving additional density and intensity. The City may also consider adopting the Channel District bonus system for the entire CBD periphery.

Currently, the Future Land Use Plan categories in the Channel District are Regional Mixed-Use (RMU) 100 and Heavy Industrial (HI). The trend for heavy industrial uses is conversion to mixed-use, primarily multi-family residential. With the goal being to create a vibrant, pedestrian-friendly, urban mixed-use neighborhood, heavy industrial uses will be eliminated from the long-range Future Land Use Plan. Thereafter, the only consistent Future Land Use Plan category in the District will be RMU-100.

5.3 Review of Existing Conditions

In order to propose appropriate building height and FAR recommendations, an existing conditions analysis was completed. As part of this review, detailed information on recently constructed, proposed and new development proposals was collected, including an analysis of zoning approvals and conditions. These projects were mapped by location and data compiled indicating the maximum height and Floor Area Ratio (FAR) of those projects, as shown on Figures 5.1 and 5.2. The results portrayed a clear picture of the redevelopment trends currently underway.

When the projects were mapped, a generalized pattern emerged where clusters of building types and entitlement densities occur (see Figures 5.1 and 5.2). Previous entitlement decisions and new development patterns have emerged within the District in recent years, that are different than those represented as “desirable” in the previous 1993 plan. Essentially, that plan was oriented to a low-rise, rehabilitated warehouse vision, and did not anticipate the scale of development currently underway.

The new higher density development pattern represents a more dense urban form, focused upon mid to high-rise buildings with increased FAR’s and





building heights. The new pattern anticipates that the development of significant retail use will be needed to support residential, and that an increased reliance on transit in the daily lives of residents, workers and visitors will occur.

The clustering pattern depicts that the highest FARs for approved buildings are located at the southern end of the District, with the highest being a 5.6 FAR. This area includes the Towers of Channelside project, whose property acreage straddles the Channel District and Central Business District boundary, and was specifically approved based upon representations of this condition. Building heights reach over 300-feet and the highest being 360-feet.

Within the north-central and south-central areas of the District, there are clusters of buildings that equal a range of 3.0 to 3.5 FAR at the highest entitlement levels. These areas form a transition between the tallest approved buildings and represent building heights ranging from 120 to 175 feet.

Within the central area of the District are the lowest scale buildings, with the range being 0.8 FAR to 2.8 FAR. This area represents the original warehouse low-rise condition that attracted the first artist residents and contains the shortest buildings. The tallest of the structures are 93 feet. This part of the neighborhood also has several new projects either recently completed or under construction which reinforce the mid-rise precedent here. Because most of the District's newest development has been completed in this area, it contains the most residents, and thus is currently the heart of the neighborhood.

5.4 Sub-Areas Defined

Based on the analysis of existing conditions and approved development patterns, several distinct sub-areas were identified. The sub-areas were generally located by "context clusters" for site plan zoning approvals that have exceeded 60 feet in height. After current zoning and approval trends were identified within the District, extensive additional analysis was conducted for case study cities. The case studies included research in other American and Canadian cities that may be analogous to Tampa in a meaningful way. Stakeholder meetings with District developers, residents and property owners took place where a review of market analysis and demand projections for both residential and non-residential land uses in the District for the next two decades occurred.

Throughout this analysis the effect of the supply and demand projections for new housing in other parts of the urban core, alternative development forms through 3-D modeling, as well as analysis of the need for infrastructure and public realm improvements throughout the District at different FAR's took place. As a result of those efforts, this Plan suggests the consideration of both height and FAR limits within the District, with the potential for variances to those limits under certain conditions.

Placing these limits recognizes the unique contextual conditions of the District and the differences that already occur within the sub-areas. As part of the "Guiding Principles" (see page 1-2, Executive Summary) identified in the public workshops, it is important to recognize the importance of the existing development pattern and previous zoning approvals, to avoid potentially negative neighborhood impacts and on the momentum of needed infill development underway in the surrounding areas, including the Central Business District and Ybor City.



As identified in Figure 5.3, each sub-area has a specific height and FAR limit that was established based upon existing conditions, previous zoning approvals, and delivery of projected development needs within the identified planning horizon.

- **North (Height = 250-feet; FAR = base 3.5, maximum 5.0)**
- **Central (Height = 175-feet; FAR = base 3.5, maximum 5.0)**
- **South (Height = 200-feet; FAR = base 3.5, maximum 5.0)**
- **Waterfront (Height = Determined by FAA; FAR = base 3.5, maximum 7.0)**

All structures in the CD-1 zoning are restricted to 60 in height, and developments with structures higher than 60 feet would be required to rezone to CD-2. The base FAR limit for the entire Channel District is 3.5 FAR. Additional FAR may be requested if appropriate bonus standards are provided, as outlined below.

5.5 Development Bonus Standards

The use of bonus standards within the District is intended to provide prioritized, physical improvements within the development pattern of the district. In exchange for increased development entitlement, developers will utilize bonus standards to create a more fully articulated urban form, emphasizing livable and walkable spaces. It is recommended that the City of Tampa prioritize the available bonus elements annually. These elements are grouped into:

- 1) Required Elements,
- 2) Bonus Elements - Community Enhancement, and
- 3) Bonus Elements - Public Realm.

5.5.1 Required Elements -

In addition to the design standards already in effect in the Land Development Code, the following “design elements” are required for every project in the Channel District, regardless of zoning district. It is assumed, in a CD-2 rezoning, that a project providing the required design elements in an appropriate manner, as determined and recommended by the design review process, may be approved for an FAR of 3.5 by right:

- **Street Improvements** – the design, permitting and construction of the adjacent local street improvements that satisfies the minimum physical geometry, lighting, landscaping and streetscape furnishing standards identified within the Chapter 4 - Public Realm of this Plan.
- **Active Ground Floor** – the first floor use of all new buildings to have a strong pedestrian orientation on street-face sides, with windows, attractive detailing, graphic art and convenient / weather protected entrances. Proposed uses shall be designed to enhance street level activity. It is understood that garage and other operational access points may be required on these faces as well. This requirement is intended to minimize blank building walls along street faces and pedestrian ways.



- 11th Street and 12th Street Setback – all new development located along the east and west sides of the right-of-ways to be setback a minimum of five (5) feet on the first level (minimum) to provide increased pedestrian sidewalk accommodation. This setback can occur through cantilever or arcade construction, or through full building structure setback.
- Channelside Drive Setback – all new development to be setback a minimum of ten (10) feet from the south and east sides of the right-of-way to provide increased pedestrian accommodation.
- Building Height / Roof Form – all new buildings shall include architectural design expression for roofing systems. Use of pitched roofs, parapets, or other design treatments may be provided. The area utilized for roofing systems may occur at greater heights than the identified height limits, and will be excluded from the maximum building height limits identified within these provisions.
- Building Height / Special Consideration – flexibility may be provided for new buildings to exceed these provisions height limits, where applicants demonstrate that significant public benefit in the District occurs to provide additional public realm / infrastructure improvements.
- Building Envelope Step Back – all new buildings to step back at a maximum of 60 to 80 feet in height, a minimum of ten (10) feet from the right-of-way line to increase light and air movement within the local street network. The precise height of building setback should be determined by the specific design of the building in question, and a consideration of the scale and nature of all adjacent and surrounding development. Additional building envelope step back at higher levels is also desired to increase positive street level effects. A step back greater than the maximum or additional step back may be considered in return for additional height, beyond the sub-district height limit.
- Awnings and/or Recessed Entrances – all new buildings to use awnings and/or recessed entrances for pedestrian weather protection and visual interest where appropriate. Materials should be consistent with the architectural style of the building. A minimum of eight (8) feet vertical clearance from sidewalk to the underside of the awning is required.
- Screened Service Areas – all service areas, dumpsters and loading facilities should be located at the rear of the buildings and fully screened from view along sidewalks and roadways through the use of masonry walls and metal doors; and buffered by the use of evergreen shrubs or vines.
- Building Street Walls – all new buildings to limit the use of blank expanses along public right-of-way frontages for the first floor through required use of public art and/or design treatments.
- Public Art – new development within the District to comply with the City of Tampa Public Art Ordinance approved art provisions.
- Provide shade and weather protection for pedestrians along public rights-of-way or next to areas used by the public. The intent of this standard is to provide weather protection over sidewalks or areas directly adjacent or next to the building where the public would walk.
- Provide outdoor accessory light fixtures which complement the design of the building or streetlights mounted on poles where warranted. Outdoor light fixtures must light all areas adjacent to the building that are used by the public.



- All exterior building forms, whether attached or freestanding, shall be compatible with the principal structure.
- Telephones, vending machines, or any facility dispensing merchandise shall be confined to a space built within the building or buildings, or designed as a separate structure compatible with the main building or the theme of development.
- Utilities shall be placed underground.

5.5.2 Bonus Elements -

All new development located within the limits of the Channel District may request consideration for FAR in excess of 3.5, if specific “bonus elements” are provided in accordance with the City’s priorities, which are to be evaluated and prioritized by the City annually. These bonus elements will be evaluated using a cost-based ratio as outlined in the FAR Bonus Methodology section below. The City shall review and prioritize this listing with public input annually, for approval and endorsement by the CRA. Adjustments in priority and sub-area accommodation will consequently occur periodically.

- a. Bonus Elements intended to generally enhance community quality of life:
 - Affordable and/or Attainable Housing – development to increase the residential housing mix within the District. (Establish a clear definition relating to income levels, such as percentage of household AMI, of the targeted population segment. Consider the level of incentives required to entice developers to provide the housing within their projects, or develop incentive mechanisms to extract and reallocate funds for affordable/attainable housing at alternate sites.)
 - Public Open Space – new development to provide a variety of spaces including widened sidewalks, plazas, fountains, art courts, etc. that provide the opportunity for public gathering and/or enjoyment.
 - Public Parks – new development to provide a variety of public park spaces, including Community Parks, Neighborhood Parks, and Pocket Parks. The sizes and amenities for each park type are defined in the Chapter 4 - Public Realm of this Plan.
 - Channelside Drive Promenade – new development to provide for the upland extension of the City’s Riverwalk along the south and east sides of Channelside Drive from Beneficial Drive to the Lee Roy Selmon Crosstown Expressway. This provision is intended to activate this corridor for pedestrians and streetcar stations, and encourage pedestrian access into the visitor-oriented parts of the District.
 - Riverwalk Improvements – new development to provide for the design, permitting and construction of the City Riverwalk’s improvements located within the district.
 - Mid-block Pedestrian Connectors – new development designed to permit safe, attractive and regular mid-block pedestrian connections between the major north-south street networks.
 - Bicycle Accommodation – new development designed to provide increased bicycle accommodation through provision of site amenities (i.e. bike racks, lockers, building showers, etc.).



- Artist Studio Space – new development to identify appropriate artists spaces; provide rent and operational subsidies to increase economic viability and maintain the viability of artist studios in the District.
 - Transit Support – new development designed to provide increased transit accommodation through provision of site amenities exceeding minimum HART standards, provision of ongoing maintenance and/or operational funding for the Streetcar, HART shuttles (i.e. rubber tire trolley), and/or establishment of new transit elements such as the “share car”.
 - Public Parking – new development designed to provide dedicated public parking within the structured parking solutions for each private development site. The area utilized for public parking shall be deducted from the maximum building height limits identified within these provisions.
 - Fire/Rescue Site – new development to dedicate an appropriately sized and located parcel for the City’s future development of a Fire/Rescue facility, potentially marine-related.
 - Child Care Center Space – new development should identify appropriate childcare spaces; provide rent and operational subsidies to increase economic viability.
 - Sustainable Design Elements as recognized in the standards established to achieve LEED (Leadership in Energy and Environmental Design) Certification – new development to be designed to include a specified number of sustainable design elements as recognized in the standards used to review building designs for consideration of LEED Certification.
 - Enhanced Landscaping – new development to be designed to exceed minimum landscaping requirements.
 - School Contribution – new development to identify appropriate locations or contributions in excess of any minimum residential requirements for future school needs, including sites outside of District.
- b. Bonus Elements intended to enhance the urban design quality of the Public Realm:
- Enhanced Public Access to Waterfront – new development located adjacent to existing public right-of-ways and contiguous waterfront access to be designed to maintain access and improve the function and aesthetic appeal of public waterfront access. Increased acreage, access accommodation, and/or amenity provision developed to permit overlook and access to the waterfront in the district.
 - Enhanced Street Design – new development to increase the aesthetic appeal of the local street network.
 - Increased Sidewalk Area – new development to increase the amount of pedestrian sidewalk area by accommodating building arcades and active first floor uses located contiguous to the street right-of-way. The widened sidewalk areas may be utilized as part of restaurant seating.
 - Public Art – new development to increase the use of public art within the district beyond the minimum requirement.
 - Public Water Features – new development designed to provide public water features, water sculptures, or fountains as part of plazas.



- Ground Floor Retail / Office – new development designed to create active first floors and street areas.

5.6 FAR Bonus Methodology

In order to request FAR in excess of 3.5 for a proposed development in the District, Bonus Elements must be provided as part of the site plan controlled rezoning process. The intent is to create a more fully articulated urban form emphasizing livable private and public spaces, in return for additional development potential. The goal is to create a level playing field that uses a quantifiable and balanced system to review development proposals against standardized design criteria, location-prioritized amenity needs and community/area values.

It is important to recognize that the application of additional FAR is based upon a list of potential amenities prioritized on a periodic bases, negotiated with the City staff, and endorsed and approved as an element in the rezoning process by the Tampa City Council. The program proposed tends to offer the opportunity to construct feasible, larger, mixed-use projects, by providing incentives to help offset the effort and cost required to assemble parcels into a more comprehensive planned development, though, the FAR Bonus Program is available to every property owner/developer within the District.

- a. The following list represents a summary of recommendations for establishing an effective FAR Bonus Program:
 - Establish a clear vision for the goals and amenity/service features desired within the targeted development area.
 - Establish design guidelines to communicate the vision to the community at large, including developers, investors, owners, residents and other interested parties.
 - Develop a quantifiable and balanced system to review development proposals against standardized design criteria, locate amenity needs and community/area values, while making sure that the system also provides flexibility to embrace effective, innovative solutions that may arise and have not specifically been envisioned in the underlying bonus standards.
 - Keep the processes as simple as possible and flexible in implementation.
- b. Cost-Based Ratio:
 - Developer has base 3.5 FAR entitlement
 - Developer requests additional intensity of use
 - City provides developer with a list of City “preferred” elements that developer can construct or fund
 - In exchange, developer will receive a “bonus” in the form of incremental development rights that are related to construction costs and additional development square footage
 - The objective is to relate dollar value of bonus contributions to the dollar cost of the development bonus, via the ratio.
- c. An



Alternative is the 10:1 Ratio

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- For every \$1 in public improvements the project receives \$10 in additional construction cost value in excess of 3.5 FAR
- For example, if the developer offered to finance \$1 million in Bonus FAR elements within the CRA, they would be awarded additional development on the site equivalent to \$10 million in construction value.
- At \$200 per square foot construction costs, this would provide the developer with an additional 50,000 square feet of development. (See example below.)

The developer would be required to submit approved construction bids on the project from the licensed general contractor to arrive at actual or “close to actual” project costs. The developer would also be required to provide a certifiable cost for the public improvements, with City review of these estimates, either through staff or consultants. The exact ratio could be flexible (10:1, 11:1, 9:1, etc.) and reflective of both market conditions and changing development costs. The ratio shall be a product of periodic studies of related construction costs. The City may retain consultants and/or enter into charettes with the development community on a periodic basis to arrive at market supportable ratios.

5.6.1 Application – Bonus Formulae

The following two alternative models have been reviewed during the project.

Adjusted Ratio Model: Base FAR 3.5; Maximum Bonus FAR assumes 5.0			
Development Cost Assumptions/SF	\$210	\$235	\$260
Site Assumption	2.0 ac	2.0 ac	2.0 ac
Site Size/SF	87,120	87,120	87,120
Allowable Density/SF Base FAR (3.5)	304,920	304,920	304,920
Allowable Density/SF Base FAR (3.5)	10:1	11.19:1	12.38:1
Public Improvements Contribution	\$2,750,000	\$2,750,000	\$2,750,000
Development incentive in \$ (\$10/SF)	\$27,500,000	\$30,773,000	\$34,047,000
Equivalent Bonus FAR (Development Incentive \$ / Cost SF)	130,950 SF	130,950 SF	130,950 SF
Aggregate FAR (Base + Bonus)	435,870 SF	435,870 SF	435,870 SF
FAR (Maximum Allowed 5.0) *	5.0	5.0	5.0

* Remains constant

Example: Adjusted Ratio Calculation at \$235 Cost



130,950 bonus sf x \$235 = \$30.773M – this figure divided into public improvement contribution of \$2.75M = factor of 0.08936 and reciprocal is a ration of 11.19 as applied. This methodology would apply for any incremental development cost.

Constant Ratio Model: Base FAR 3.5; Maximum Bonus FAR assumes 5.0			
Development Cost Assumptions/SF	\$210	\$235	\$260
Site Assumption	2.0 ac	2.0 ac	2.0 ac
Site Size/SF	87,120	87,120	87,120
Allowable Density/SF Base FAR (3.5)	304,920	304,920	304,920
Allowable Density/SF Base FAR (3.5) *	10:1	10:1	10:1
Public Improvements Contribution	\$2,750,000	\$2,750,000	\$2,750,000
Development incentive in \$ (\$10/SF)	\$27,500,000	\$27,500,000	\$27,500,000
Equivalent Bonus FAR (Development Incentive \$ / Cost SF)	130,950 SF	117,021 SF	105,769 SF
Aggregate FAR (Base + Bonus)	435,870 SF	421,941 SF	410,689 SF
FAR (Maximum Allowed 5.0)	5.0	4.84	4.71

* Remains constant

Development Costs in both examples include:

Land costs, site work, construction, improvements, and soft costs.

The Appendix includes an example scenario, detailing the process for providing a pocket park, as well as a brief history and examples of incentive zoning (bonuses), and information on affordable/attainable/workforce housing.

5.7 Code and Plan Policy Recommendations

To implement the proposed SAP provisions, the following one and five year strategic recommendations are made:

- a. First Year –



- Undertake Comprehensive Plan Amendment

Upon plan adoption, the City should move to create and process a Comprehensive Plan Amendment that recognizes and codifies the SAP provisions identified in Section 5.2. In the interim period between SAP adoption and CPA approval, the City should continue to accept private development rezoning and development applications. These proposals should be reviewed based upon the applicant's documented support and implementation of the adopted SAP provisions.

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- Undertake Land Development Code Modifications

Upon plan adoption, the City should move to create and process Land Development Code modifications that recognizes and codifies the SAP provisions identified in Section 5.1. In the interim period between SAP adoption and CPA approval, the City should continue to accept private development rezoning and development applications. These proposals should be reviewed based upon the applicant's documented support and implementation of the adopted SAP provisions.

- Create a Strategic Development Committee:

It is critical that City Staff, CRA, and the development community create a "partnership" environment due to the complex issues in the entitlement and development processes. This committee will assist in "paving the way" for all parties to better understand related issues, and in establishing and implementing the Bonus FAR process.

- Composition: City officials, CRA developers, general contractors, or as directed by the City's Economic Development Department Administrator.
- Prepare criteria in determining development costs / initial cost ratio.
- Assist the City in determining bonus improvements priorities.
- Work with currently proposed development projects requesting additional FAR, utilizing this formula.

b. Five-Year –

- The five-year Strategic Plan is highly dependent on what occurs during the first several years within the CRA including the rate of redevelopment activity, the amount of TIF generation, whether those funds are bonded or pooled for large scale improvements, and whether certain public realm projects are provided by the developers.



- The level of development underway and contributions to public space/uses etc. relating to Bonus FAR will determine the effectiveness of the Bonus FAR system.
- Assuming the Bonus FAR program is properly implemented, the Strategic Development Committee shall meet periodically, but not less than annually, to monitor development costs and contribution ratio(s) to ensure the program continues to provide for the envisioned public improvements, affordable/attainable housing, and other elements the City and Committee believe necessary and appropriate at that point in time.
- Implementation of the FAR Bonus system should be a collaboration of the City Administration, City Council/CRA and the Strategic Development Committee, taking into consideration TIF requirements and development activity within the District. The system should evolve during the first several years as petitions for new development, use of the FAR Bonus system and the generation of TIF funds permit realistic evaluation of the new system.