



Downtown Tampa Florida

October 9–14, 2011





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Strengthening Urban Centers

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About the Urban Land Institute

THE MISSION OF THE URBAN LAND INSTITUTE is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has nearly 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academicians, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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About ULI Advisory Services

THE GOAL OF ULI'S ADVISORY SERVICES Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partici-

pants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Feigenbaum, and the Hillsborough Area Regional Transit Authority; and Thom Snelling and Abbye Feeley, both of the city's Growth Management and Development Services division.

Interviews conducted with numerous stakeholders, including residents, business owners, and public officials, provided valuable information and diverse perspectives, greatly aiding the panel in its analysis. The panelists thank all those who were able to be interviewed.

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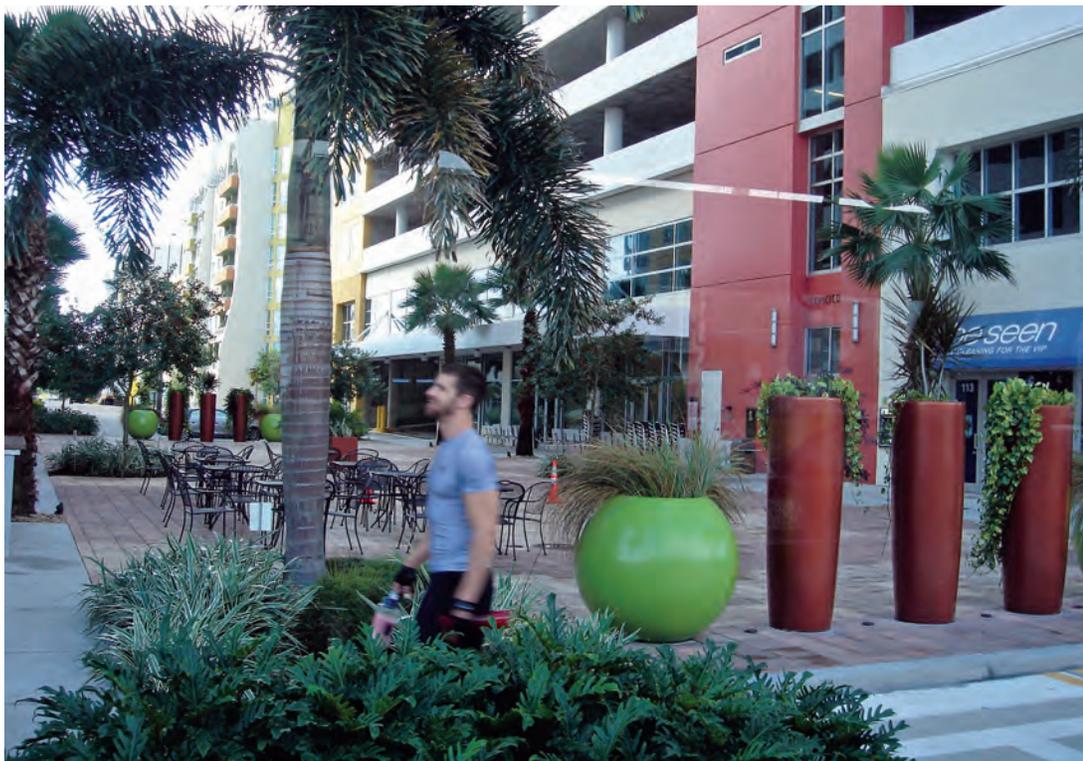
Foreword: The Panel's Assignment

TAMPA'S DOWNTOWN SERVES as the financial and cultural hub of the Tampa Bay region, with banks and other commercial institutions alongside museums and performing arts venues. The region's population is about 2.7 million, of whom about 335,000 reside within the city of Tampa.

Like many urban core areas in the United States, downtown Tampa suffered a decline as metropolitan growth patterns trended outward. Tampa's population began to decline in the 1970s as population centers within unincorporated Hillsborough County grew along with job centers outside the central business district (CBD), such as Westshore and University North. Westshore in particular is enormous competition for down-

town businesses: it is one of the largest job centers in Florida, home to 11 million square feet of office space containing nearly 4,000 businesses employing nearly 100,000 workers.

Postwar, downtown Tampa and its surrounding neighborhoods have experienced two major periods of growth: the construction boom of the 1980s, which saw the construction of many of the skyscrapers that dominate Tampa's skyline, and the early 2000s. The city took advantage of the latter economic boom period by developing and implementing a plan for a declining light industrial area near the Port of Tampa, the Channel District, which created hundreds of new housing units near downtown.



Channel District developments have brought hundreds of residential units to Tampa's urban core.

Through the creation of community redevelopment zones and tax increment financing districts, the city has taken steps over the years to ensure that other close-in neighborhoods thrive and are able to take full advantage of their special characteristics. Ybor City, once the center of cigar production in the United States, has been transformed into a unique tourist destination while neighborhoods such as West Tampa and Tampa Heights continue to build prosperity for their residents. The city also has invested heavily in parks and cultural venues downtown. The Curtis Hixon Waterfront Park opened in January 2010, and the Tampa Museum of Art and Glazer Children's Museum soon followed in that same year, creating a new cultural space downtown that also includes the Tampa Bay History Center, the Tampa Riverwalk, and the Straz Center for the Performing Arts.

At the same time, Hillsborough County, the city of Tampa, and the Hillsborough Area Regional Transit Authority were planning a light-rail system to connect the region's major cultural, employment, and population centers with each other and their adjoining neighborhoods. Much of the ongoing planning during this time focused on aligning future growth with transit centers and corridors, along with the new high-speed rail connection that was planned along the Interstate 4 corridor between Tampa and Orlando to the east.

All of these planning efforts dovetailed with the inaugural planning grants to cities, regions, and other entities from the Office of Sustainability of the U.S. Department of Housing and Urban Development (HUD). The city of Tampa received a grant from this program to conduct and implement planning studies around the high-speed

The Curtis Hixon Riverfront Park and the Tampa Museum of Art create cultural and recreational opportunities in downtown Tampa.



rail station and along an enhanced transit corridor. After Florida's governor rejected federal funding to construct the high-speed rail system and the financing mechanism for the light-rail plans was rejected in a ballot referendum, the city adjusted its plans and grant scope to focus on its CBD, surrounding urban neighborhoods, and their connections to each other to capitalize on the still-present community momentum around these issues.

The Panel's Assignment

The city of Tampa asked the panel to address the following series of questions relating to development and connectivity in and around Tampa's downtown.

A. Define the type of development that should be encouraged in the study area that will generate employment, benefit the individual neighborhoods and contribute to the success of the entire district (and the city as a whole).

- What are the possibilities for this study area in becoming a true urban center? What are seen as the key obstacles to overcome and the key opportunities to capitalize on these possibilities?
- Given the current market forecast and the varying development potential in the study area, what are the best development opportunities in the short and long terms?
- Where should the city focus its redevelopment efforts and resources in the next five years?
- What are the redevelopment opportunities along both sides of the Hillsborough River, and how can the city maximize the development potential, connectivity, and amenity of the Hillsborough River in the study area?

B. Ignoring existing zoning and development regulations, suggest the most likely and desirable types of development (and define what zoning, land development regulations, density, and design requirements should be adopted to achieve that development).

- What development incentives will work best to facilitate and encourage the desired development?
- How do the city's efforts to transition to form-based regulations compare with best practices in other urban areas? Does this approach support redevelopment of the study area?
- How best can the city encourage transit-oriented development, given that for the foreseeable future, the primary mode of transit will be bus service?

C. Identify strategies to create or improve multimodal connections between the CBD and adjacent and nearby neighborhoods, using parks, greenways, public spaces, bicycles, transit, complete streets, and so on to create livable, walkable neighborhoods.

- How can the city maximize the connections to the Riverwalk?
- What can be done to strengthen the connections between neighborhoods?
- Where are the most critical pedestrian and bicycle connections?
- What type of circulator systems should the city consider and pursue to improve connectivity and linkage between downtown and adjacent neighborhoods within the study area?

D. Recommend implementation actions, including infrastructure needs to enhance the success and sustainability of the entire district for the next 20 years; financing strategies and funding sources for revitalization activities and ongoing management; and suggested realignment of organization responsibilities, if advisable. More specifically:

- Based on a review of the approved scope of work for the HUD Challenge Grant project, what tasks or areas for additional study, design, or technical examination should be included in that scope?

- What are some ideal organizational structures, including internal and public/private partnerships, that the city should consider in pursuing sustained redevelopment within the study area?
- What types of financing options are available to fund redevelopment in the study area?

Summary of Recommendations

The panel has addressed all of these questions, although not necessarily in the order given, from which it has distilled the following recommendations.

- Create a centralized planning and zoning system or structure to streamline and better coordinate the processes and to better ensure conformity with the vision and the master plan for downtown and the community plans for each of the neighborhoods that will be developed.
- Develop, with citizen participation, a clear vision of downtown Tampa and its relationship and connection to the near-downtown neighborhoods and have the city formally adopt those plans.
- Immediately enhance the landscaping of gateways to the downtown and vacant potential development parcels.
- Complete the Riverwalk on both sides of the river, strengthening connections to Bayshore, and increase its use by safely connecting to the CBD and other transportation corridors.
- Reinforce the continuation and completion of projects already underway (Encore, Channel District), recognizing market conditions and making adjustments to current plans, if appropriate.
- Focus new development activities on diverse housing offerings in and around the Tampa Heights neighborhood, the North Boulevard Homes, and the Marion Street Transit Station.
- Engage the consultant under the HUD Sustainable Communities Challenge Grant to assist in these activities concurrent with the specific requirements of the grant.

A True Urban Center: Opportunities and Challenges

THIS REPORT DISCUSSES A VARIETY of land use, planning, regulatory, and physical issues and considerations for the study area, but a vibrant urban center needs to be more than buildings, parking lots, and streets—more than a center for employment and government services.

A true urban center needs to have the following elements:

- A “soul,” meaning a regional concentration of cultural amenities and the arts: a true urban center is a center for celebrations and public gatherings and the generator of community tradition and civic pride. City

Council Member Yvonne Yolie Capin’s passionate effort to showcase Tampa’s unique arts, cultural, and historic resources could serve as an attraction and economic engine for the urban core.

- Downtown Tampa should have a variety of gathering places, comfortable parks, urban plazas, and public spaces, providing multiple venues for celebrations, community events, festivals, and other major public functions. Curtis Hixon Waterfront Park along the river and Cotanchobee Fort Brooke Park are two excellent examples of the types of public spaces that successful urban centers require.

Scioto Mile, a linear riverfront park in Columbus, Ohio, hosts a variety of different gathering spaces, including fountains and a permanent outdoor performing arts venue.



- The city needs a strong, diverse economic base to sustain its viability over time.
- A variety of densities and land uses should include opportunities for a live/work/play/learn environment.
- A mix of higher-density housing types that include affordable workforce housing, high-density multifamily units, and condominiums should serve a range of income levels. Development in the Channel District as well as the Metro 510, Vista 400, and Encore projects begin to address this need to dramatically expand the residential base at or near the core.
- Close-in walkable neighborhoods that are connected through a safe and convenient system of trails will complement and further support the core.
- Expanding the urban core west of the river is a major goal of the new city administration. An effective, pedestrian-friendly transportation system that includes public transit will help achieve that goal. It will also help address the significant vehicular/

pedestrian safety issues that could negatively affect the city's image and attractiveness as a place to live, work, and visit.

- More difficult to achieve—but also important to the community—is an overall sense of permanence. Communication of the city's vision, its significant achievements as they occur, and its future plans, programs, and policies that enhance the area's high quality of life will all contribute to that sense of permanence.

Tampa's urban core already enjoys many of these characteristics, and with the success of current projects and ongoing economic development activities, more can be accomplished.

But to achieve all of these and other characteristics of a true urban center, visionary leadership will be required not only from community leaders but also from local citizens who have the insight to see potential, the discipline to plan for it, and the tenacity to implement it. The panel believes that city and civic leadership are already engaged in this pursuit.

This street in Portland, Oregon, has room for bicyclists, automobiles, pedestrians, and transit.



STEVEN VANCE

Market Conditions and Development Strategies

THE PANEL BELIEVES THAT the market for commercial and residential construction in Tampa is closely linked to the types of development the city should encourage. Like many places around the country, Tampa has seen limited demand over the past two to four years, but many bright spots exist.

Mix of Development Opportunities

Market conditions should inform the city's priorities. As presented here, the mix of development opportunities not only is market based but also provides economic

development opportunities for a cross section of Tampa's residents, including students, young professionals, the large immigrant population, and low-skilled workers.

Office

In the absence of local job growth, the short-term demand for new downtown high-rise office space is limited. What demand may appear is likely to originate from relocation of tenants from nearby employment centers such as Westshore or relocation of existing downtown tenants. The downtown market has not seen a new high-rise office tower in nearly two decades, and



Ybor City could maximize its already high tourism appeal with the development of a luxury hotel.

current national and regional economic conditions do not suggest significant growth in this sector.

Hotel

New hotel and retail development will provide job creation and workforce training opportunities for those in the construction trades and service industry. The addition of a five-star hotel to the downtown would be a welcome complement to the city's hotel inventory. Currently, the nearest luxury hospitality is located in St. Petersburg. Near-term interest may exist in developing a new downtown hotel. The city should support and encourage a well-located and designed proposal of this type.

Ybor City would benefit from additional hotel capacity to support its special tourism base, and efforts that might lead to a significant expansion of the room base in that neighborhood should be encouraged.

Other Commercial Development

Market data suggest the existence of a potentially deep market of startup and small businesses that, with the proper nurturing, could succeed in the central city. These businesses will likely play a large role as job creators in Tampa's business future. These businesses often support each other, and colocation can provide strength to all. They also can be ideal tenants for the inventory of underused, lower-cost older buildings throughout the central city.

The city should undertake a targeted marketing plan directed at infant and emerging entrepreneurs across the region, operating as a real estate "clearinghouse" to provide technical and real estate assistance for both leasing and acquisition to meet the needs of these businesses.

Research from the Kaufman Foundation shows that creating new companies is the most effective way of creating jobs. Conducted in July 2010, this research indicates that, nationwide, new firms add an average of 3 million new jobs in their first year, whereas older companies lose 1 million jobs annually. Developing a business incubator targeting one or more of Tampa's growth sectors such as biotechnology and life sciences will support emerging entrepreneurs while providing new jobs for Tampa's highly skilled and educated workforce.

Business incubators are a proven method for creating successful new companies, with almost twice the success rate of nonincubated companies. Business incubators provide their companies with affordable space, advice from senior professionals, and access to customers and financing that they would not enjoy without being part of the incubator. This attention results in more success, as a study by the National Business Incubation Association (NBIA) showed: 87 percent of incubated companies are in business after five years, a significantly better rate than for nonincubated companies.

Business incubators are an efficient use of public funds to create jobs. Research from the NBIA shows that for every \$1 of estimated public operating subsidy provided to the incubator, clients and graduates of the NBIA-member incubators generated approximately \$30 in local tax revenues alone. Moreover, these benefits continue to positively affect the community in which the incubator resides because 84 percent of incubator graduates stay in the area where they start.

Retail

Retail in the CBD and the downtown generally is fragmented, stressed, and characterized by high vacancies and deteriorating storefronts and streetscapes. This situation detracts from the feel of a healthy urban

A business incubator, like this one developed by York College in Pennsylvania, could help spur small to medium-sized companies in downtown Tampa. This building is an adaptive use of an older warehouse space.



YORK COLLEGE OF PENNSYLVANIA



Special attention should be paid to the Channelside retail complex because it is a critical link between downtown and the Channel District.

environment that will encourage new office investment, tourism, and residential growth. The city should develop a targeted strategy to encourage retail and restaurant growth, especially in the CBD. This strategy should include the following elements:

- A plan to support existing retail and incentivize new retail in a few concentrated areas in the CBD. Concentration should be along a few key pedestrian-friendly streets, such as Franklin Street, where double-loaded retail can be successful on a phased, block-by-block basis.
- Small neighborhood-serving retail (including restaurants) in downtown neighborhoods such as the Channel District. This growth can be encouraged in the form of freestanding buildings, first-floor retail and professional offices within multifamily buildings, and live/work units. The retail in Channelside Bay Plaza shopping center has not been successful. This

area is a critical link between the Channel District and downtown, and it needs to be programmed so that it can succeed.

Ybor City requires particular attention: efforts to reposition the image of its retail, dining, and entertainment offerings to a “brand” more respectful of its unique historic role and cultural importance should be supported. The neighborhood has suggested that room exists for improvement in the enforcement of the wet zone ordinances, which would improve perceptions of neighborhood public safety.

Housing

In the short term, housing represents the largest and broadest development opportunity citywide. Tampa is expected to grow by 40,000 households by 2025. Robust capture of that growth in the downtown core will have long-term and lasting positive benefits. It is also an imperative: the addition of residents in the down-

town core is absolutely vital to transforming Tampa into a real urban center. New residential units will

- Enliven and enrich the downtown and improve its marketability and image;
- Support retail and restaurants as well as other commercial uses;
- Provide walkable and near-in housing opportunities for downtown workers;
- Support future public transit; and
- Improve the downtown tax base.

Collectively, the following activities in support of housing will be strong building blocks for the future of Tampa:

- Inventory site opportunities, including land now used as surface parking, both private and public, within the downtown.
- On publicly owned sites, develop an aggressive program of disposition for moderate-density housing through public/private partnerships. These should include a mix of market-rate, workforce, and affordable housing. Where appropriate, provide opportunities for ground-floor retail and service businesses.
- On privately owned sites, explore with ownership interest in sale to city through creation of a revolving acquisition fund.
 - Implement the recommendations of the 2008 American Institute of Architects Sustainable Design Assessment Team report:
 - Impose a moratorium on further private surface lots;
 - Convert, as appropriate, public lots to parks or redevelop;
 - Ban parking lots from street corners; and

- Increase on-street parking.

These recommendations will improve the pedestrian environment for retail and commerce.

- Support buildout of the Channel District, which is an excellent and stable example of a new walkable urban neighborhood with strong pedestrian qualities, diverse and well-designed housing, and attractively designed green spaces. As the district expands, the market feasibility for ground-floor commercial ventures should improve.
- Move forward with the ambitious Encore project, which has great potential to affect the downtown positively as a large-scale model of mixed-use, mixed-age, mixed-income redevelopment. In the short term, the housing components are likely more feasible; the market may not exist for some of the higher-density nonresidential uses, and a reassessment of the master program may be required.
- Target the Northern Boulevard Homes, 670 units of public housing in Tampa Heights, for appropriate redevelopment as a mixed-income community.
- Explore student and staff housing needs with local institutions. The University of Tampa currently has about 2,200 students and 1,200 staff living off campus. The university is a dynamic, growing institution, averaging \$20 million per year in construction investment. The opportunity for expanding off-campus student housing for upper-class and graduate students should be explored.
- Likewise, initiate a dialogue with Tampa General Hospital to explore ways in which the city can partner with this employer to advance workforce housing for its 7,000 employees.

Recommended Focus Areas for Redevelopment

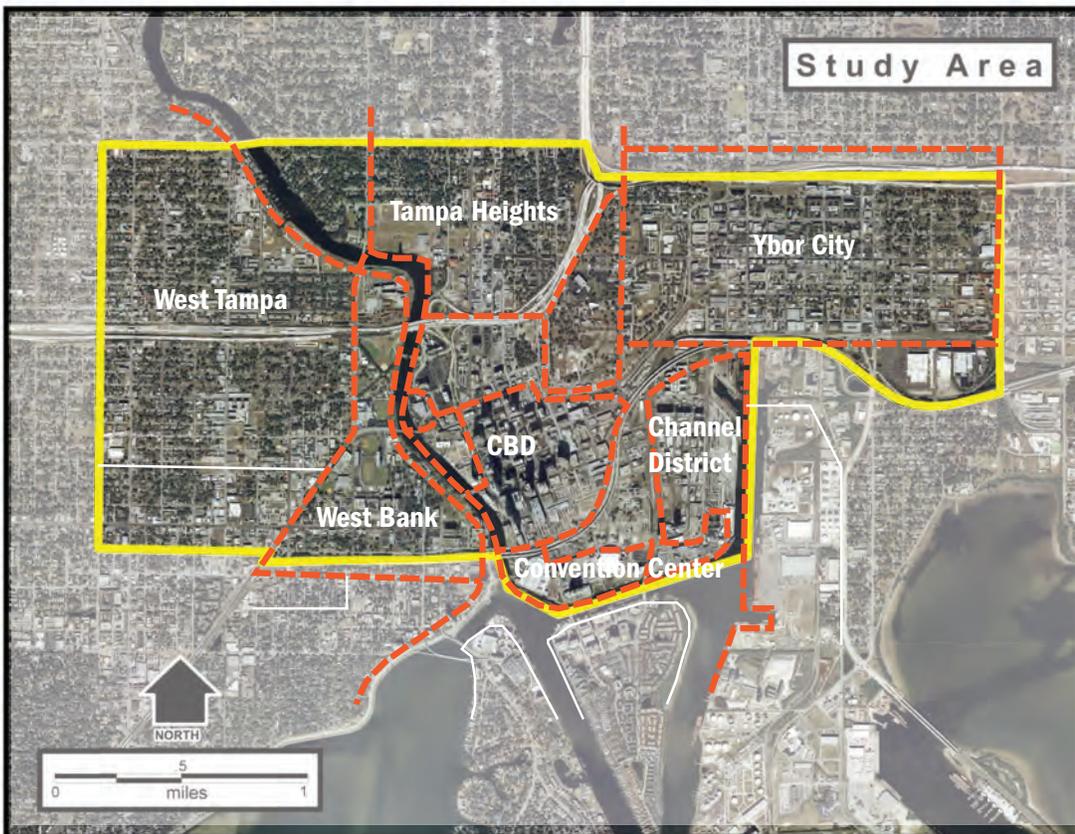
The HUD grant correctly recognizes that an important challenge in the near term is to improve the connection between the CBD and the close-in neighborhoods. To make the most efficient use of limited resources and recognizing the market conditions discussed earlier in this report, the panel recommends that the city focus on completing existing projects that contribute to that end before beginning projects outside that goal. Establishing connectivity and continuity not only reinforces the vibrancy of downtown but also makes neighborhood projects more likely to succeed. Specifically, the city should place a priority in the near term on projects that enhance those connections, creating a synergy between the economic energy generated by downtown and the vitality and character of neighborhoods in the study area, such as Tampa Heights, Ybor City, and West

Tampa. The panel believes the following areas present the greatest opportunities and likelihood for success:

Channel District

The city's major role in actively supporting mid-rise residential development in the study area should be in expediting permit processing, reaping the benefit of the infrastructure and market-making that have already taken place. A number of low-cost actions could enhance the attraction of the district to young professionals employed in the CBD, at Tampa General Hospital, and with the University of Tampa:

- Reducing parking requirements to promote affordability;
- Improving the operating hours and frequencies of the TECO Line Streetcar System and instituting an effective north-south circulator at the trolley's southern terminus;



Downtown and its surrounding neighborhoods.

- Encouraging the entry into the market of a private car-sharing firm, which in other cities has reduced the need and desire for car ownership in close-in, walkable neighborhoods; and
- Developing safe bike paths and secure bike facilities.

These actions should reinforce planned development and promote additional residential development, generating a stronger market for existing and planned retail with a minimal increase in traffic. Resolving the financial issues regarding the Channelside Bay Plaza is important so it can contribute to the vitality of the area and increase the range of goods and services available to residents and visitors.

North Franklin Street

Tampa should continue to recruit retail and entertainment establishments—such as the new Tampa Live and Martini Republic projects—to this area to complement and reinforce the riverside cultural institutions, provide

desired amenities to catalyze new residential projects, and encourage adaptive use of the many handsome historic structures in the area. Creating further street vitality in this area provides a better connection to Tampa Heights, eliminating perceived barriers between downtown Tampa and the neighborhood as well as supporting the Riverwalk.

As in the Channel District, the city can promote redevelopment here without large expenditures. A key recommendation is to promote traffic calming and pedestrian safety along Ashley Drive to make the connection to the river more attractive. Leadership from the city to strongly encourage cooperation from the Florida Department of Transportation to calm the traffic in the Florida Avenue and Tampa Street corridors and to eliminate current prohibitions on sidewalk cafés and projections (balconies, awnings) would pay huge dividends in terms of fostering private investment and connectivity, with very little expenditure of resources.

The city should continue to focus on development opportunities in the Channel District, including residential, retail, and public spaces.



Encore Project

Tampa should place a high priority on expediting the development of the Encore project at Central Park. Completion of this mixed-use, mixed-income project will help bridge the gap between the downtown and Ybor City, substantially increase the availability of workforce and affordable housing, and provide a new grocery store to serve the entire area. In light of the panel's market observations, achieving successful completion may require rethinking some of the elements, perhaps reducing the scale of the towers, and reorienting to a more robust residential component. This question could benefit from further analysis by the consultant for the HUD project grant.

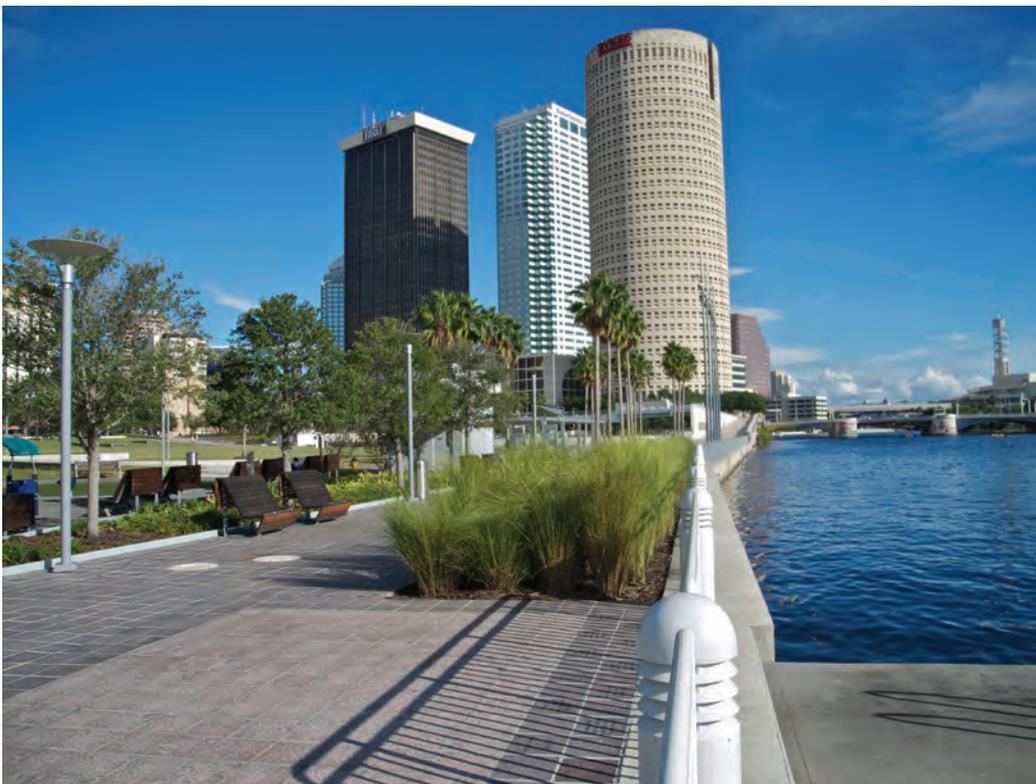
Development and Redevelopment along the Hillsborough River

The panel was asked to identify specific redevelopment opportunities and issues along both sides of the Hillsborough River. The city should extend efforts to

revitalize the west bank of the river by aggressively pursuing the redevelopment of the North Boulevard Homes project into a mixed-income neighborhood, following the lead of the Housing Authority's successful transformation of College Hill Homes into the mixed-income Belmont Heights Estates. This redevelopment should be part of a larger strategy encompassing improvements along the west riverfront at Blake High School and Julian B. Lane Park, promoting better



The city should consider redeveloping the North Boulevard Homes into a mixed-use, mixed-income community that could continue the success of the College Hill redevelopment into the Belmont Heights Estates.



The successful Riverwalk linear park should be mirrored on the other side of the river.

Temporary uses such as food carts can enliven streets and public spaces like the Riverwalk.



connections between West Tampa and the river and downtown, while supporting residential development in the North Franklin area.

Other recommendations of the panel for this area follow:

- Complete the Riverwalk on both sides of the river, and look for opportunities to maximize commercial and retail activities, promote more public events, and create stronger connections between the Riverwalk, Bayshore Drive, and other pedestrian and bike trail systems.
- Use all or some of the existing vehicular bridges to develop pedestrian and bicycle crossing opportunities instead of investing in an expensive dedicated pedestrian bridge.
- Rescind or modify city regulations that prevent or limit adjacent outdoor retail use along the river. Food carts and other vendor opportunities should be promoted, as well as additional water-based activities to expand the commercial use of the corridor
- Change the character and vehicular dominance of Ashley Drive to increase opportunities for east-west pedestrian movement from the city core to the Riverwalk; redefine and develop Ashley as the “front door” to the city and the Hillsborough River.
- Expand opportunities for marina-related activities in proximity to the Convention Center and the Channel District.
- Through the Downtown Partnership and the city’s economic development staff, expand public events and activities on or adjacent to the river that will encourage daytime, nighttime, and weekend use.
- Examine all underused properties along both sides of the river, and incorporate concepts for redevelopment into all neighborhood vision plans.
- Investigate funding available from the U.S. Environmental Protection Agency for brownfield cleanup and redevelopment of environmentally contaminated properties along the river.
- Partner with the University of Tampa and other institutions to enhance public access and use along the river’s west side.

Connectivity

ALTHOUGH THE VEHICULAR LINK to the downtown urban core is through streets and boulevards, connectivity is provided through sidewalks, bike trails, and transit. A pedestrian-friendly circulation system throughout the area is essential, particularly given the city's recent designation as one of the most dangerous walking and biking cities.

General Principles for Connectivity

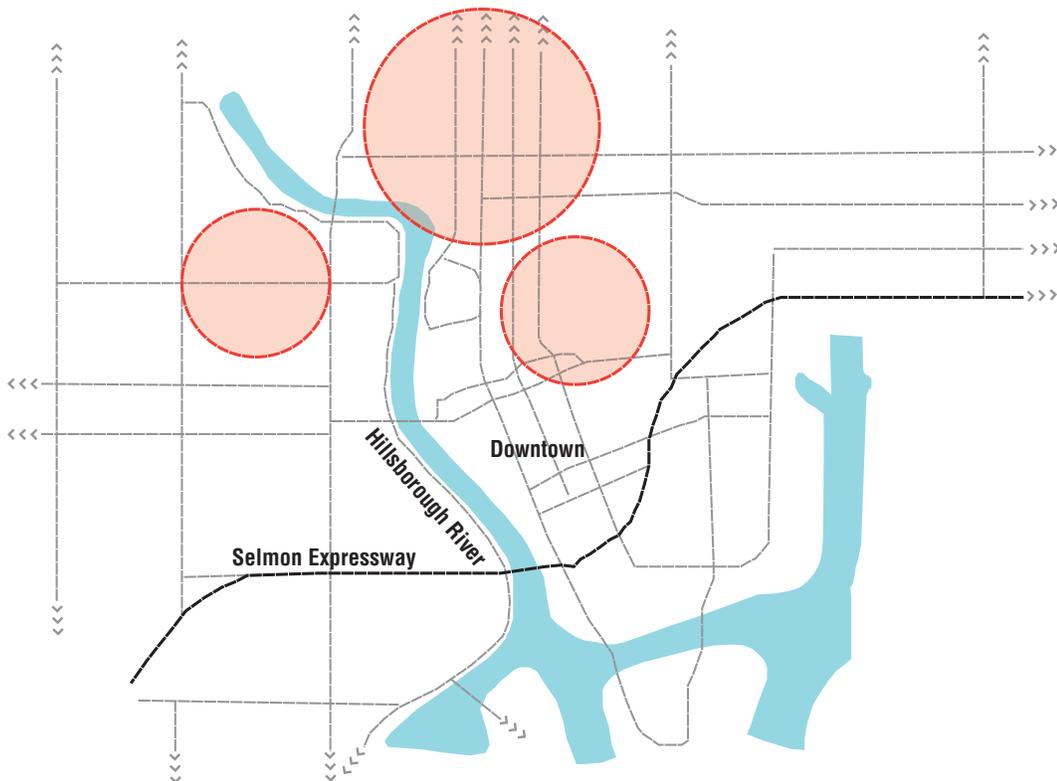
The city should implement some of the following general principles for connectivity in and around downtown Tampa and its surrounding neighborhoods.

Make the Riverwalk Easily Identifiable and Accessible

When complete, this asset will exemplify all that is good about Tampa. Getting to the Riverwalk therefore needs to be safe, obvious, and enjoyable. Ashley Drive must accommodate those wanting to get there. Traffic calming is essential at strategic locations along Ashley and Franklin Avenue. Consistent signage and wayfinding should be a priority for the Downtown Partnership.

Livability and Connectivity Go Together

Neighborhoods need and want to feel a part of something bigger. They want to enjoy all that the region has to offer. How they get to experience this connection makes a big



A conceptual connectivity diagram for downtown Tampa and its surrounding neighborhoods. The circles represent conceptual focus areas for redevelopment.

difference. Being connected in palpable ways is more important now than it ever has been. Tampa can be a city that fills this need.

Think Green

Greenways, pedestrian paths, and bike paths work to create connections. The visual impact is obvious. The addition of people, whether walking, playing, or biking, makes the city experience much more enjoyable. With strategic additions of these types of amenities, people will be able to navigate Tampa. Residents of one neighborhood can visit other neighborhoods, they can get downtown, and they can enjoy all the amenities Tampa has to offer.

Think Greener

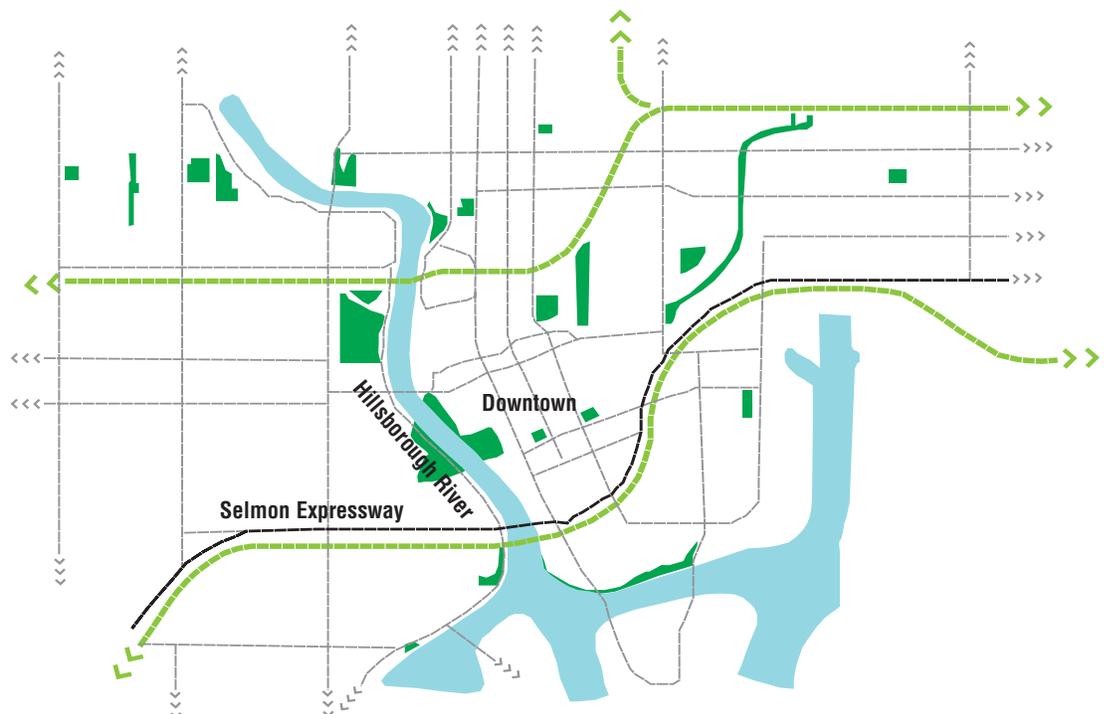
Numerous lots in and around downtown Tampa are vacant or are used for surface parking. Many of these lots may be holding areas for future development, but a transition use such as a park or farmers market site should be implemented so that these lots enhance rather than detract from the pedestrian experience and overall

connectivity. As part of the greenway system, they will blend in and leave a positive impression. They can often be part of pedestrian paths and bike ways. Some could be active (albeit temporary) parks or areas for special needs or uses.

Allow the Pedestrian to Define the Urban Experience

The better the pedestrian experience, the better the city works. Traffic movement is important but should not be at the expense of the pedestrian. Walkers, bikers, and cars can peacefully and safely coexist if handled skillfully. Many types of traffic-calming methods are available. If Tampa really wants everyone to enjoy what it has to offer (Riverwalk, the arts, museums, and so on), safe access for pedestrians needs to be a priority. Most city amenities today are more difficult to access than they should be. The panel recognizes the challenge that street improvements represent; too many different agencies and engineers are dictating street uses. For the city to work to its best advantage, that must change.

Proposed greenway network with green spaces.



Use Amenities as Connectors

Downtown Tampa is endowed with a number of amenities that already serve as connectors to neighborhoods. Libraries and parks are often magnets that attract users from more than one neighborhood. By identifying these assets and then improving their access with walkways, trails, and bike paths, even stronger connections will be made that will help make Tampa work.

Transit

In the wake of the city's disappointments with potential light-rail and high-speed-rail service, creation of a high-quality circulator service is not surprisingly an important consideration. Fortunately, considerable planning has already been done. In 2007, the Hillsborough County Metropolitan Planning Organization released an extensive study of downtown transportation needs, *Tampa Downtown Circulator Study*. Its short-term strategy was the implementation of a circulator that would run from Harbour Island north to Interstate 275, connecting with the TECO Line Streetcar stations at Greco Plaza, the Southern Transportation Center, and the Marion Street Transit Center, and traveling predominantly along the Florida Avenue/Tampa Street pair. The panel's initial observation is that using Franklin Street to accommodate the north-south portion of the route through Downtown Tampa may be preferable, because of better accessibility to the riverfront and ability to catalyze adjacent development.

This type of transit could serve a number of important target markets:

- Commuters from the Channel District, Davis and Harbour Islands, and Ybor City accessing jobs in the CBD, the Port Authority, Tampa General Hospital, the hotels and Convention Center area, and Ybor City;
- Tourists from the cruise ships and the Convention Center heading to Ybor City or the North Franklin Street/Riverfront Cultural District;
- Downtown office workers who want to expand lunch or shopping options; and
- Residents of downtown Tampa's close-in neighborhoods and office workers wanting to attend events at the Forum or meetings at the Convention Center.

The study recommended a separate service for evening service on Fridays and Saturdays as well as event days, connecting Channelside Bay Plaza with the Straz Center for the Performing Arts.

The longer-term strategy called for adding a connection to Ybor City, traveling north-south on Channelside Drive and east-west on Sixth and Eighth streets, with an alternative for a large loop connecting the northern portion of the CBD route along Seventh Street to the northern point of the Channelside Drive/Ybor City route.

At present, the Purple and Green Lines provide service along portions of the route proposed by the circulator study, but they run for discontinuous hours, on limited days, and with a 15-minute frequency. The discontinuity and the infrequent service reduce the legibility of the service and do not provide a sufficiently high quality of service to change travel behavior.

The study provides information on circulator routes in other cities, including Orlando, Chattanooga, and Norfolk. The DC Circulator in Washington, D.C., is a more recent, highly successful model, even though many in that city share the same rather poor attitude toward bus service that the panel heard in Tampa. The service, provided with a sleek, distinctively painted, low-floor bus, is a public/private partnership. It uses iconic and consistent graphics on its buses, route maps, and bus stop signs and has a sophisticated marketing program. Although it began with a small number of routes, its popularity has generated a demand for additional service; almost a half million people per month ride the five routes. Even though the flat fare of \$1 is lower than the normal Metrobus fare, the service returns a higher percentage of its cost from the fare box and is well integrated with the regional transit system.

Washington's DC Circulator bus service could serve as a model for low-cost downtown transit in Tampa.



ELVERT BARNES

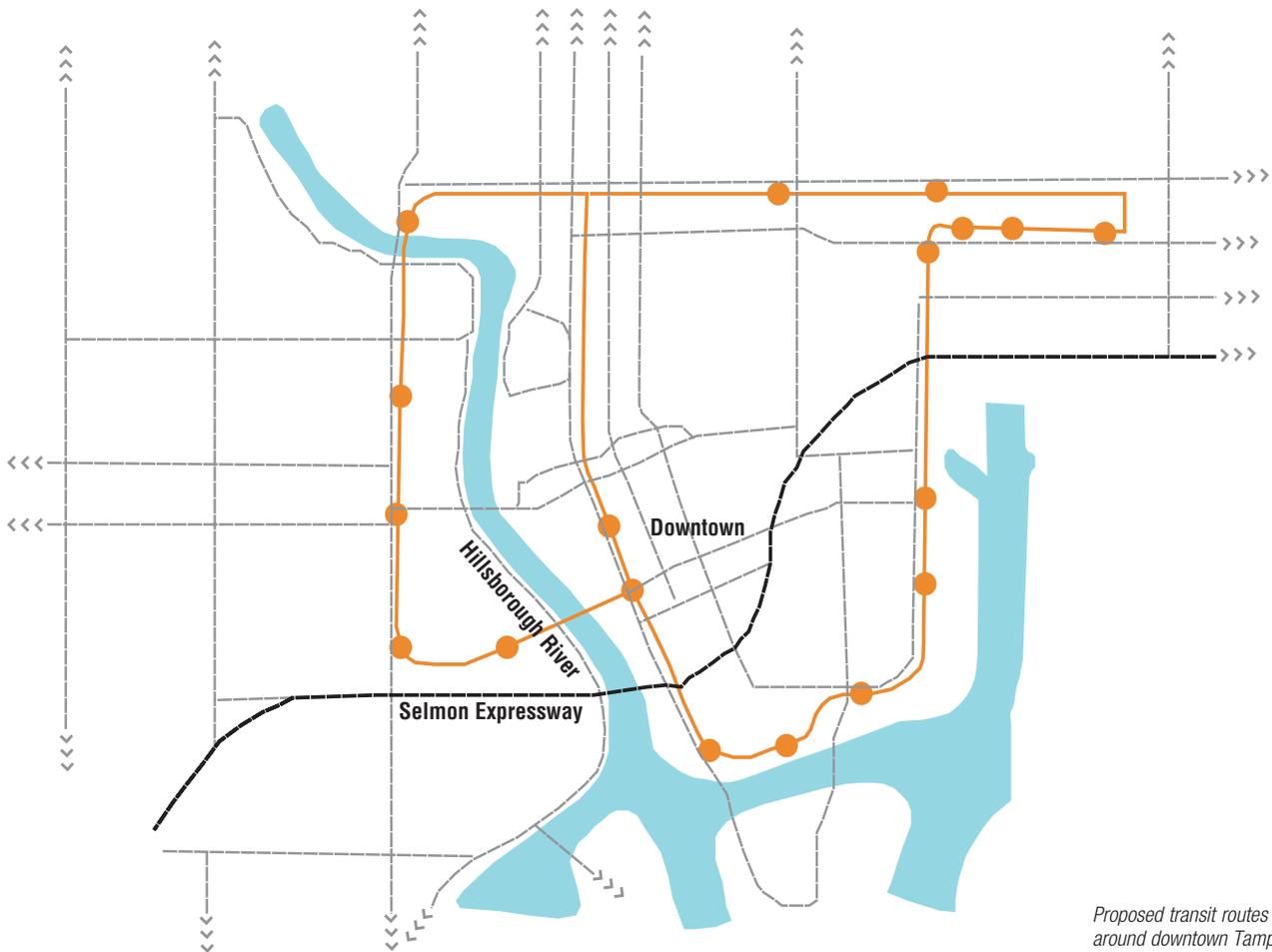


FREDD ALVAREZ

The city's consultants on this project should refine the options and make a final recommendation on this service, and it should be implemented quickly as a visible sign of connection.

Additionally, a number of relatively low-cost transit alternatives can be used to begin to change from an auto-oriented culture to a more vibrant transportation environment:

- Improve service on the TECO Line Streetcar to broaden the market served. This change would require service earlier in the morning and perhaps later in the evening during the week, with headways of no more than five to ten minutes.
- Extend the shuttle service from the new Whiting Street terminus of the TECO Line Streetcar north through downtown Tampa on Franklin Street. Initial service could be a specially designed, distinctive rubber-tired vehicle, painted to look like the streetcar, with a goal of extending the tracks along the Franklin Street corridor within the next five years. Increasing parking rates in city garages to more closely match private garage rates, establishing a fund for subsidizing downtown circulator services, or increasing charges at parking meters are possible funding sources.
- Improve the management of parking meters to increase their efficiency of use. Expand the recently enacted "performance parking" for downtown meters, increasing rates to a level that maintains a 10 to 15 percent vacancy rate, so drivers willing to pay for



Proposed transit routes in and around downtown Tampa.

convenient, curbside parking can generally count on finding a space. Equip meters to accept mobile phone payments to increase convenience and make increasing charges easier.

Other short-term, low-cost transit improvements include the following:

- Adopt software to allow patrons to use cell phones to find out when the next two buses will arrive.
- Increase visibility of bus shelters and signs, and include schedules and itineraries.

- Provide bus, trolley, and streetcar passes in packets for Convention Center attendees.
- Provide transit information and passes to hotels.
- Create a fare-free zone for downtown buses as is done in Seattle and Portland.

In addition, the city should continue to work toward long-range solutions such as light rail or bus rapid transit.

A Regulatory Basis for Planning and Design

TAMPA HAS ALREADY BEGUN to work through its sometimes outdated zoning code to ensure desired development outcomes through form-based zoning studies in the 40th Street, Seminole Heights, and Tampa Heights neighborhoods. The panel strongly encourages the city to continue this community planning project and take into account transportation alternatives throughout the process. Although community and neighborhood planning is an important step toward reaching the goal of sustainability, a citywide vision must be agreed upon through citizen consensus to achieve the most dynamic and vibrant urban core area possible.

Form-Based Code

The panel recommends that the city of Tampa concentrate its planning efforts on the creation of transit-ready, complete walkable districts with a mix of uses and a mix of unit types to address differing incomes and differing ages and life-cycle requirements for residents. Complete communities incorporate complete streets and are planned through a strong public process to set the vision for land use priorities, transportation and infrastructure scale and type, and type and scale of development.

Current practice in planning for complete communities is shifting to form-based code. Among the places in Florida turning to form-based code are Miami and Sarasota County; nationwide, hundreds of codes have been completed or are in process. The reason for using form-based code is that it offers market flexibility and allows the exact designation of a public vision without rewriting an entire existing code.

Form-based code is a means of designating how places get built and is an alternative to what is called Euclidean zoning, the current form of city code. Euclidean zoning

concentrates on land use and has special chapters that dictate management and administrative issues, such as noise ordinances, closing times for certain types of businesses, and so on.

Form-based code takes a mutually agreed upon community vision of the city and then encodes the relationships in the built environment so that what is built reflects what was envisioned. Form-based codes dictate details such as a building's floor height, the type of street the building adjoins, and the relationship of building to street. In practice, the code will differ from street to street, district to district, or even parcel to parcel to ensure that the vision is carried out.

A usual practice for the form-based process is the master planning of downtowns, districts, and corridors, creating a code that becomes an overlay to the existing code and uses the existing administrative sections. Form-based codes are typically much shorter than older zoning codes and are usually arranged so that a parcel owner can find most of the relevant code information for his or her property in just a few pages.

For the code to be effective and successful, an informed and educated public must agree upon the vision to be created. With a base of public participation and support, many of the community issues that caused tension or controversy are settled in the planning stage. Development that adheres to the plan requirements can be carried out at an administrative level, because the citizens are assured that what is built will look as expected. This process saves the public sector, local developers, and businesses time and money. For these reasons, both the public and the business community usually support form-based codes. Without public participation and support, however, these advantages of form-based code remain unrealized.

Some neighborhoods in Tampa, such as the historic Seminole Heights area, have already gone through a form-based code planning process.



ANDY CALLAHAN

Form-based code is a tool that can assist Tampa, but it is not a panacea. Without a clear master plan agreed to by the public, it will fail. Euclidean zoning, while possibly more cumbersome, can produce excellent results if it is based upon a strong public process and contains provisions that marry the street type to building form and function. The advantage of form-based code is that it is based upon a fully articulated vision that offers clarity regarding the desired urban form and can be used by each division of the city to form a single playbook for coded districts without rewriting thousands of pages of existing code.

Complete Walkable, Transit-Ready Districts

The current model of most development in Tampa is designed around the requirements of the automobile. A different solution from auto-only orientation is to create complete walkable districts that are transit-ready. This model of development is not new—many cities have historic districts that grew as a result of streetcars.

It does not suggest losing the advantages of auto-oriented development. Instead, it offers multiple modes of customer capture, by foot or transit or automobile. Transit-ready development allows seniors to age in place and young people to live in the biking and walking communities they desire.

The basic difference in the two models is in access. Auto-only access requires large amounts of parking and large streets with high traffic volumes. Parking is a proxy for access and density. When all modes of transport are available, and parking is solved on a district-wide basis, individual sites can increase the building density and the leasable square footage, making the land itself more valuable to investors. Street widths can be smaller and more walkable and thus more attractive. Retail businesses can be financed and operated with little or no parking, depending upon surrounding density and the proximity to transit. Credit-tenant retailers, such as the Gap, Levi's Store, Crate and Barrel, and others, have built outlets in such urban districts.

Even without high-frequency transit service, this development in Winter Park, Florida, reflects medium-scale transit-oriented development principles.



Phasing is important to address developer risk and mitigate the need for parking and the cost of parking. Projects that are built to maximize walkability can start with surface parking, in effect banking the land used for surface parking for later higher-value uses as the area develops, such as residential and commercial building space. Over time, as the area develops, surface parking can be replaced by decks or structures on the interior or back sides of blocks or can be replaced by district parking lots that allow full site development of individual parcels.

In Tampa, ensuring that destinations are transit-ready is an economic development tool. When transit-ready districts are created, they can be connected to other nodes of similar intensity. The transit becomes efficient because of the density of residences and services. The land use intensity lowers the cost of infrastructure per capita and therefore the cost of service per capita. Connected nodes can be efficiently connected to the CBD and the airport. Connections via transit to the

CBD will increase the ability of the CBD to compete with outlying employment concentrations by offering a commuting cost advantage in time and money to every employee who lives and works on the transportation network. Creating transit-ready districts is a first step in an economic development strategy to strengthen Tampa's core area.

An important aspect of complete walkable districts is that streets serve all modes: walking, biking, transit, and cars. Tampa has an ongoing program by the Transportation Department to create "complete streets" on North Boulevard, Palm Avenue, and Bayshore Boulevard and has completed improvements on Euclid Avenue from Westshore Boulevard to Bayshore Boulevard. Complete streets is a design approach ensuring that roadways are consistently designed and operated with *all* users in mind—including automobiles, bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities. The panel believes this program should be incorporated in all new

development and applied to existing corridors such as Ashley Drive, Florida Avenue, and Tampa Street.

Complete streets in transit-ready districts offer a competitive economic advantage: vital retail districts on complete streets tend to draw from their region rather than having a more limited trade area. They are authentically public, active places where people get to watch other people because they are not in cars. They are visually interesting with facades and places to sit. Complete streets offer both drive-by traffic volume and pedestrian volume, enabling two modes of market capture and increasing local capture through higher economic utility and higher social value.

In the study area, Ashley Drive, Florida Avenue, and Tampa Street could benefit from reconfiguration into complete streets. These streets could become economic generators for the core districts through which they pass. Restrictions on sidewalk cafés should be lifted and the pedestrian environments improved. In addition, the panel suggests that the city should evaluate other large corridors according to the standards presented in the Institute of Transportation Engineers' manual, *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*, and use this manual as a best practice guide for future rights of way.

Community Planning

The city of Tampa should complete the community-planning process it began in Tampa Heights and Seminole Heights by developing community plans for its remaining neighborhoods. The community plans should engage all relevant city departments and neighborhood stakeholders to collaboratively develop a vision for the community. An open, inclusive community-planning process connects people of diverse opinions and aids in establishing a shared vision. This shared vision is an integral component to achieving efficient, appropriate physical development.



Ashley Drive could be transformed into a true urban boulevard.



Natio Parkway in Portland, Oregon, uses median landscaping and bicycle and pedestrian amenities without sacrificing vehicle capacity.

Implementation

THE PANEL WAS ASKED to recommend implementation actions, including infrastructure needs to enhance the success and sustainability of the entire district for the next 20 years; financing strategies and funding sources for revitalization activities and ongoing management; and suggested realignment of organization responsibilities, if thought advisable.

Incentives to Facilitate Desired Development

The city currently offers and markets a number of economic development incentives to encourage job creation, business growth and expansion, and removal of blight or redevelopment. The city should develop a strategic plan outlining a portfolio of financing and tax incentives to

stimulate development and job creation. The panel has identified a number of available financing mechanisms, programs, and incentives appropriate to be used by the city to spur development. Some of these recommendations are already used in Tampa but could be combined with other programs to maximize their benefit.

Other Common Incentives Used by Municipalities

The panel highly recommends that the city explore implementing or broadening the scope of its participation in the programs in the table on the facing page, particularly the Section 108 Community Development Block Grant (CDBG) Loan Guarantee Program.

Programs Currently Used in the City of Tampa

The city currently uses the following programs:

■ Federal and State of Florida Incentive Programs

- Brownfield Redevelopment Bonus
- Capital Investment Tax Credit
- Community Contribution Tax Credit Program
- Economic Development Transportation Fund
- Florida Enterprise Zone Program
- Qualified Target Industry Tax Refund Program
- Rural and Urban Jobs Tax Credit Program

■ Hillsborough County Incentive Programs

- Ad Valorem Tax Exemption
- Small Business Job Creation Program
- City of Tampa Incentive Programs
- Community Redevelopment Area (CRA) Business Facade Improvement
- Channel District Neighborhood Amenity Incentive Program
- Preservation Trust Fund Loan Program
- Economic Development Ad Valorem Tax Exemption Program
- Transportation Impact Fee Exemption/Reduction

Common Incentives Used by Municipalities

Commercial Revitalization Deduction	An accelerated depreciation deduction period for commercial real estate property, either new construction or substantial (more than adjusted basis) rehabilitation. The taxpayer/property owner can choose one of two methods to use this incentive: depreciate 50 percent of qualified capital expenditures in the year the building is placed in service, then depreciate the remaining balance over 39 years, or depreciate 100 percent of the qualified capital expenditures over a 120-month period. This incentive is limited to \$10 million per project.
Capital Gains Exclusion	Allows a 0 percent capital gains rate for renewal community (RC) assets held for a minimum of five years. An asset could include tangible property in the RC or stock, capital interests, or profit interests in an RC business acquired for cash. The rate applies to gains after December 31, 2001, and before January 1, 2015. The taxpayer is not required to sell the asset in 2015 but must determine and substantiate the gain for that period.
Increased Section 179 Deduction	Up to an additional \$35,000 immediate depreciation expense for machinery or equipment, including computers, placed in service in that year. For example, the incentive allows an RC business to take up to a total of \$285,000 writeoff in 2008 on Form 4562.
Site-Specific Tax Revenue Rebates	The use of sales tax revenue to provide debt service for commercial or retail projects in underserved communities that would otherwise not be financially feasible.
Section 108 CDBG Loan Program	The CDBG Loan Guarantee Program (Section 108) is a flexible economic and community development financing tool that can be used for certain large-scale economic development projects that cannot proceed without loan assistance.

Organizational Structures

To ensure the sustained success of the city's efforts in the district for the next 20 years, the city should build on its existing partnerships and staff expertise by

- Centralizing its planning and activities;
- Strengthening its one-stop development shop; and
- Encouraging the creation of a private, nonprofit development corporation.

Centralizing Planning for Predictability

Planning in Tampa has been decentralized, pushed down to various departments with little coordination, which often leads to conflicting policies. Centralizing

planning and development services or at least coordinating policies will ensure that all departments are operating under a similar vision and with common goals. A strong, centralized planning unit is better situated to develop community plans. Community plans are the key to sustainable, efficient, and predictable development.

Plans help developers and the broader community assess where to invest and what form of development to pursue. Communities need community plans to draw clear limits to development and govern the kinds of projects that will be allowed. Strong community plans, accompanied by ordinances that align the zoning code with the comprehensive plan, hold strong promise to reduce the number and complexity of entitlements required to start a project.

The zoning code is outdated and should be modernized to reflect Tampa's vision as an urban center. Changes should include

- Incentives for sustainable design;
- A sketch plan review process for major rezoning projects to reduce the upfront cost burden on applicants; and
- A review of impact fees.

Streamlining and Expediting the Development and Permitting Process

The panel heard that land development in Tampa is often a complex and time-consuming undertaking. Developers must go through an onerous and unpredictable process that often requires the help of consultants and land use attorneys. Communities are skeptical about the ability of the current system to protect the quality and unique characteristics of their neighborhoods. For all involved, the process is lengthy and filled with uncertainty that can either derail a sound development proposal or drag out the decision to reject a project that is not tenable. Therefore, the panel recommends implementing the following changes.

Development Services Coordination Office. A centralized one-stop development service center or development services coordination office will improve development services for everyone—homeowners, small and medium-sized developers, and larger projects.

Tampa should build onto the success of its development services coordinators to better serve the customer. Although the panel heard that the development services coordinators have helped the entitlement and permitting process, such processes remain time-consuming and unpredictable. The process could be streamlined by establishing a centralized Development Services Coordination Office. The Development Services Coordination Office would include a dedicated case management team, composed of key personnel from development-related departments such as Construction Services, Public Works, Transportation, and Water,

to help customers navigate projects through the city's development review process. From project conception to completion, the development services coordinators would assist with code and policy compliance, and resolve any conflicts that may arise along the way. The coordinators would ensure an efficient, transparent, and predictable process, resulting in high-quality development that addresses community needs and improves the quality of life in Tampa.

In July 2011, Tampa's mayor established a 19-member committee to evaluate the city's development review process and make recommendations to reduce costs and streamline the overall review process. This committee's work is currently underway. The panel recommends that the committee consider the creation of the centralized Development Services Coordination Office.

Land Development Committee. For the majority of projects, the development services coordinators will be able to resolve most problems or conflicts. To resolve any difference between departments that may arise and ensure that all new development is consistent with the city's community plans, such disputes would be referred to the new Land Development Committee.

The Land Development Committee would be staffed by senior managers with decision-making authority. The committee would meet regularly to ensure disputes are resolved quickly. The Land Development Committee would be guided by newly created community plans, demonstrating that the city is committed to ensuring that all development decisions are made in accordance with good planning principles. This will also guarantee that all new development aspires to improve the city.

Supporting Community Partners

Supporting the growth of a robust industry of community-based development corporations and community development financial institutions would provide partners to the city to help achieve sustainable, thriving neighborhoods and a revitalized CBD. A countywide organization, the Tampa Hillsborough Economic Development Corporation (formerly, the Committee of One Hundred), and a hand-

ful of neighborhood organizations, including the West Tampa Community Development Corporation, exist currently. Although these organizations represent a good start, more are needed. A citywide, nonprofit organization could serve as a key partner to the city but act as a separate entity with a mission to provide innovative market-driven financing strategies to stimulate development projects. Community development corporations are different from private development companies because the former operate with a public mission, working in partnership with local government, the private sector, and the philanthropic community to bring people and resources together for neighborhood-centered development (commercial and housing), businesses, and other community-related programs and activities.

Community development financial institutions (CDFIs) are another commonly used resource to promote economic development in struggling areas that are underserved by traditional financial institutions. CDFIs play a critical role in building a healthier economy by providing these communities with the access to the capital they so sorely need.

CDFIs provide an array of financial services in their target areas, including mortgage financing for homebuyers, financing for the rehabilitation of rental housing, financing for the building and rehabilitation of community facilities, commercial loans to small and microenterprise businesses, and financial services needed by low-income households and businesses in the target areas.

CDFIs include the following:

- Community development banks, which provide needed capital to help rebuild economically distressed communities through targeted lending and investment;
- Community development credit unions, which provide affordable credit and financial services to low-income and minority communities;
- Community development loan funds, which typically raise capital from socially responsible investors at

below-market rates and then relend the money to nonprofits that build housing and community facilities in struggling urban and rural areas;

- Community development venture capital funds, which provide startup capital for real estate and new business development in economically distressed areas; and
- Microenterprise loan funds, which provide loans and technical assistance to low-income people starting very small businesses.

Nurturing Institutions and the “Kitchen Cabinet”

Although a better kept secret than it should be, Tampa is an education center. This significant asset needs to be nurtured as well as leveraged. The better these institutions do, the better their surrounding neighborhoods do, and the better the city works. All of Tampa’s institutions, including the University of Tampa, museums and other cultural centers, and major medical facilities, should be encouraged to meet regularly with the city to ensure consensus and support around development-related decision making. Normal tensions between “town” and “gown” interfaces will always be encountered, but a formal and frequent forum for discussion will ensure less reaction and more cooperation. Great things have and will come out of this symbiotic relationship.

A vision that is embraced by the community at large, nurtured by the community at large, and experienced by the community at large will have the best chance of becoming a reality. The panel encourages the mayor to convene regularly a “kitchen cabinet” consisting of representatives of the public and private sectors, the neighborhoods and businesses, and the institutions—in other words, all stakeholders invested in making downtown Tampa a success.

Institutions such as the University of Tampa are a resource for the city and should have a place at the table.



Additional Considerations

HUD's Livability Principles and Sustainable Cities Initiative promote the vision that successful 21st-century cities will be those who align their transportation, environmental, energy, economic, and urban development policies and resources to create lively, attractive, energy-efficient, and economically vibrant centers and neighborhoods. The vision outlined in the panel's report has dealt with these approaches for the most part. Environmental and energy sustainability, however, is an area that has seen recent rapid advances. In particular, emerging strategies to

manage energy demand not only can achieve substantial reductions in greenhouse gases, but also can bring sizeable savings for institutions or areas that develop energy districts or cooperative efforts with the entities that manage the regional electric grid. Currently, Charlotte, North Carolina; Washington, D.C.; and Chicago, Illinois, are in the process of implementing programs that will improve the economic competitiveness of local employers while reducing energy expenditures and reducing climate change pressures. This area is promising, and Tampa should ask its consultant on this project to provide additional information and guidance.

Conclusion

Tampa's downtown and its surrounding neighborhoods have a great many assets already but will require a concerted effort by the city and its partners to realize their full potential. Although some see current economic conditions as an obstacle to development and revitalization, the panel sees the current environment as providing an unparalleled opportunity for Tampa to assess its needs and wants and to develop through consensus a true communitywide vision for the future.

Creating new processes for planning and development review will help ensure that what the community wants will get built and that developers have a predictable structure within which to make investments. This, along with a planning process underpinned by principles that take into account pedestrian-friendly design, access, and transportation alternatives, will allow Tampa's downtown and urban core neighborhoods to reach their full potential.

About the Panel

Leigh Ferguson

Panel Chair
Signal Mountain, Tennessee

An expert on downtown revitalization, affordable housing, mixed-use development, and partnerships with public and nonprofit entities, Ferguson is a developer with more than 35 years of experience in the real estate profession. As senior developer at Bayer Properties, he is involved with a variety commercial, mixed-use, and residential products in various U.S. locations. Bayer Properties is a comprehensive real estate firm providing development, asset management, leasing, and marketing services. Ferguson's primary duties include operating the residential and mixed-use real estate development and management division that focuses on urban mixed-use community development projects in Birmingham's revitalizing Center City.

Ferguson also managed the Sloss Real Estate Group's participation as a joint venture partner in a \$100 million dollar HOPE VI, mixed-income residential development that is currently entering its third phase. Before joining Sloss, Ferguson was the president of Corker Group, Inc., where he managed approximately 2 million square feet of office, commercial, and industrial properties; supervised all leasing, administrative, maintenance, and financial operations; and prepared monthly and annual business plans, budgets, and reports to ownership. From 1991 to 1999, he was president of Chattanooga Neighborhood Enterprise, Inc. There, Ferguson managed lending, development, financing, and property management functions of approximately \$30 million annually. Previously, Ferguson was president and chairman of John Laing Homes, Inc., and vice president of development for both the Van Metre Company and the Winkler Companies, all in the Washington, D.C., area.

Ferguson studied chemistry and mathematics while at the University of North Carolina—Chapel Hill and completed graduate-level studies in investment management and real estate at George Washington University. He is a full member of ULI and a vice chair of the Affordable Housing Council. Ferguson has served on seven Advisory Panels, chairing four of them.

Kelli Bernard

Los Angeles, California

With more than 15 years' experience in economic and real estate development in the city of Los Angeles, Bernard currently serves as director of economic development of the Department of Water and Power (LADWP). She is responsible for developing and managing the department's economic development initiatives and ensuring that LADWP continues to play a prominent role as an economic catalyst for the city. Prior to LADWP, Bernard served as director of planning and economic development for Los Angeles City Council president Eric Garcetti. She was responsible for overseeing key development projects in the district, facilitating CD13's economic development initiatives, and providing staffing for the Council President on citywide planning and land use issues.

Bernard also provided strategic counsel to developing faith-based economic development organizations. She was formerly vice president of real estate at Genesis LA, a nonprofit economic development corporation, where she was responsible for real estate development services, which included development strategies, project management, financial modeling, leveraging local resources, and structuring public/private partnerships. In addition to her experience in economic development,

land use planning, housing, redevelopment, and public affairs, Bernard has in-depth knowledge of public/private partnerships, public funding, and local, state, and federal regulatory and legislative issues.

She has served as vice president of Lee Andrews Group, Inc., as senior business development representative in the office of former Los Angeles mayor Richard Riordan, as the planning deputy to a Los Angeles City Council member, and with the Vermont Slauson Economic Development Corporation. She also served as an international fellow with Africare in Zambia. Bernard is involved in a number of community organizations, including the Los Angeles Neighborhood Land Trust and the Urban Land Institute. She holds a master's degree in urban planning from the University of California, Los Angeles, and a BA in sociology from the University of California, Berkeley.

Tim Dreese

Denver, Colorado

Dreese has more than 35 years of experience working on large-scale master planning, site planning, urban redevelopment, environmental planning, and military base reuse master planning projects throughout the United States. He is a graduate of Penn State University and Harvard University's Graduate School of Design.

As director of major asset redevelopment for Matrix Design Group, Dreese's primary emphasis is in master planning and redevelopment, and the integration of land development and infrastructure engineering, transportation, water resources, and environmental services with large-scale development and redevelopment opportunities in both the public and private sectors. He also has experience in site feasibility studies, corridor evaluations, and visual resource inventories and analysis. He has participated as a landscape architect, planner, and project manager on several significant redevelopment projects throughout the United States, providing land planning, implementation strategies, public facilitation, site planning, and design services. Specifically, his

redevelopment planning experience includes projects in Tampa's Westshore Neighborhood; Omaha's Northeast Redevelopment District; and subarea and redevelopment studies in Colorado, Texas, Minnesota, New Jersey, and California.

Byron Koste

Centennial, Colorado

Koste is the executive director emeritus for the University of Colorado Real Estate Center and was the executive director for the center from September 1996 through December 2009. He also served as executive director of the University of Colorado Real Estate Foundation from its inception in August 2002 through March 2009. Koste came to the university from Westinghouse Communities, Inc. (WCI), a wholly owned subsidiary of Westinghouse Electric, where he held a variety of financial and managerial posts, culminating in his appointment as president in 1992. At WCI, Koste was chiefly responsible for the development of the company's Florida West Coast operations, including Pelican Bay, Bay Colony, and Pelican Marsh in Naples; Pelican Landing in Bonita Springs; and Gateway in Fort Myers. For his efforts, he was awarded in 1989 the Order of Merit, Westinghouse's highest honor bestowed upon an employee for distinguished service to the company and the community. He was awarded the 2002 ULI Pathfinder award from ULI's Southwest Florida District Council for his pioneering efforts in establishing high-quality master-planned communities in that region.

Koste received his BA, majoring in economics and fine arts, from Dickinson College in Carlisle, Pennsylvania; received a master's of business administration from Duquesne University in Pittsburgh, Pennsylvania; and graduated from the Executive Program at Stanford University in Palo Alto, California. He is also a board and executive committee member for the Philharmonic Center for the Arts at Pelican Bay, a past trustee for Dickinson College, past trustee of ULI, past chair of the Environmental Council for ULI, past chair for ULI Colo-

rado District Council, and past board member for the Colorado Chapter of the National Association of Office and Industrial Parks. He is currently a board member, Colorado Chapter chair, and vice-chair Strategic Planning Committee for the Councilors of Real Estate.

Ellen McCarthy

Washington, D.C.

McCarthy is the director of planning and land use for the law firm of Arent Fox. She has more than 30 years of experience in the planning field, with a focus on zoning, neighborhood planning, and historic preservation. Prior to joining Arent Fox, she was the director of planning and land use for another large U.S. law firm. She advises clients in all aspects of zoning and development review before the zoning commission and board of zoning adjustment, including planned unit developments, rezonings, variances, and special exceptions. She also assists clients with land use entitlements such as street closings, alley closings, antennas, roof structure reviews, downtown development district compliance, and transfers of development rights.

Previously, McCarthy was the director of the District of Columbia Office of Planning, where she managed a 60-person team to provide a wide range of services for D.C. citizens. While there, her projects included getting city council adoption of a new comprehensive plan, the reengineering of the development review function, and the crafting of a strategy to revitalize dilapidated affordable housing projects into lively, mixed-use, mixed-income neighborhoods while retaining existing low-income residents. She also directed the integration of the Historic Preservation Office into the Office of Planning from the permitting department, revamping its financial accountability system, and oversaw planning efforts for the Anacostia Transit Station Area, Northeast Gateway, Shaw/Convention Center Area, NoMA, and Georgia Avenue, along with completion of new zoning for waterfront districts and numerous large development projects.

McCarthy has been involved in several civic and professional organizations. She currently serves on the Advisory Council of the Washington office of the Local Initiatives Support Corporation and on the Housing Council of Catholic Charities of the Archdiocese of Washington, D.C. In addition, she cochairs the Task Force on Public Policy and Regulatory Reform for the Washington effort of the Urban Land Institute's Terwilliger Workforce Housing Initiative. She served on the boards of directors of the Washington Area Community Investment Fund (low-income housing finance organization) and D.C. Preservation League as well as on board of trustees of the Committee of 100 on the Federal City, and she was active in the Citizens Planning Coalition. She was elected president of the National Capital Area Chapter, American Planning Association, and cochair of the Coalition for a Living Downtown.

She has been recognized with an Outstanding Performance Award by the U.S. Department of Transportation, a Chapter Service Award from the National Capital Area Chapter of the American Planning Association, and a Fannie Mae Housing Fellowship.

Ralph Nunez

Southfield, Michigan

Nunez is president and design principal of DesignTeam, a landscape architecture, planning and design consulting firm. DesignTeam has over 25 years of experience in working effectively with clients on creative problem solving through its expertise in project development and planning strategies.

Prior to starting DesignTeam, he was associate vice president and director of planning and landscape architecture for PRC Engineering, an international planning, design, and development company. His most significant project while in the Houston office was the Enclave, a \$250 million office campus in West Houston.

With 34 years of experience as a planner and landscape architect, emphasizing project design, management, and development strategies, his projects include master plans and development plans for residential communities, senior living, commercial, office research campuses, and recreation facilities. He has been responsible for master planning more than 210,000 acres, over 100,000 dwelling units, 6.5 million square feet of office research, and 18 million square feet of commercial projects throughout the United States and internationally. Notable projects include the Villages of West Creek, a 1,200-acre residential community in San Antonio, Texas; Toyota Tech Center in Ann Arbor, the 556-acre Wynstone residential community in Oakland Township, and a \$300 million campus plan expansion for MPI Research in Mattawan, all in Michigan; as well as Sunrise Senior Living Communities in the Midwest region.

Nunez has been qualified as an expert witness in planning, landscape architecture, and design. He is often called upon to develop plans resolving difficult and stalled projects before they go to litigation.

His commitment to sustainable design is evidenced by his teaching and professional activities. He has been a guest lecturer and also serves as an adjunct professor at Lawrence Technological University. He has participated in numerous advisory design panels throughout the country for the Urban Land Institute.

David Scheuer

Burlington, Vermont

President of the Retrovest Companies, Scheuer has over 30 years' experience developing several award-winning residential and mixed-use projects. The company has built a reputation for design quality, environmental sensitivity, a willingness to take on complex joint public/private development, and a commitment to sustainable development. Scheuer has worked on urban projects in Vermont, Washington, D.C., Sacramento, Portland, and Seattle. Currently, the firm is developing South Village, a 336-unit conservation-oriented new urbanist, mixed-income housing community in South Burlington, Vermont; the Westlake Center, a public/private downtown mixed-use project in Burlington; and Harvard Commons, an infill apartment project in downtown Seattle.

Scheuer attended the University of Colorado, where he was a three-time All-American skier. From 1972 to 1978, he was a member of the U.S. Alpine Ski Team. Scheuer did graduate work at the University of Vermont in resource and land economics. He is a former national director of the National Association of Home Builders, a former board member of the Preservation Trust of Vermont and the Fund for Vermont's Third Century, and a founding member of the Congress for the New Urbanism. In 1990 Scheuer was inducted into Lambda Alpha, the National Land Economists Society. He is a former trustee of the U.S. Ski Team Foundation and currently serves on the executive board of the National Town Builders' Association. He also serves on the Urban Land Institute's Public Private Partnership Council.

Scheuer is regarded as a practitioner of smart growth development. He was appointed by Governor Howard Dean as the private industry member of Vermont's Municipal Land Law Review Commission (2001–2003) and serves as an adviser to Vermont's current governor on land use issues.

Edward Starkie

Portland, Oregon

Starkie has 18 years' experience in real estate that includes moving complex projects from conception and feasibility analysis to financing and development. He concentrates on project implementation and economic analysis. A particular career focus has been the financing and feasibility of smart growth, both as part of the state of Oregon's Transit Growth Management process and for a series of built transit-oriented projects.

Starkie's work has received three awards from the American Planning Association in the areas of main streets and downtown revitalization, and he contributed to the current U.S. Environmental Protection Agency guidelines for promoting smart growth. Starkie is a financial adviser for private and public development who brings a unique, pragmatic approach that results in projects that are feasible, profitable, and contribute to community livability.

Starkie received a BLA from the University of Oregon and holds an MS in real estate development from the Massachusetts Institute of Technology. He is a panel member of Urban Land Institute Advisory Services. He also serves on the faculty of the University of Oregon Urban Architecture Program.

A ULI Advisory Services Panel Report



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