



## TA/CPA 24-18: 84 Davis Boulevard

Meeting Date	August 11, 2025
Meeting Type	Public Hearing
Staff Planner	Danny Collins, <a href="mailto:collinsd@plancom.org">collinsd@plancom.org</a> , 813-582-7374
Action Necessary	Yes
Attachments	Resolution, Map Series, Agency Comments, Site Photos, Application, and Basis for Review, Stakeholder Comments
Public Comments	Click here to review public comments ( <a href="#">Stakeholder Comments</a> )

### Staff Report and Recommendation

Planning Commission staff finds the proposed request inconsistent with the Tampa Comprehensive Plan.

### Request for Plan Amendment

Application Type: Privately Initiated  
 Location: 84 Davis Boulevard  
 Folio Numbers: 194880.0000  
 Acreage: 1.60± (69,696± square feet)  
 Adopted Future Land Use: Residential-50 (R-50)  
 Proposed Future Land Use: Community Mixed Use-35 (CMU-35)  
 Existing Land Use: Multi-family

### Summary Information

Vision Map Designations: Central Tampa; Davis Islands Urban Village  
 Urban Service Area: Not Applicable  
 Community Plan Area: Not Applicable  
 Neighborhood: Davis Islands  
 Roadways: Davis Boulevard – Arterial  
 Adalia Drive – Local  
 Baltic Circle – Local  
 Agency Review Comments: All Agency Comments are provided in Attachment C  
 Applicable Plan Sections: Livable City, City Design, City Planning Strategy, Urban Villages, Mixed Use Centers and Corridors, Land Development Regulations, Overall Residential Development and Redevelopment, Multifamily Residential Areas, Moderate Density Multifamily Areas, Commercial Areas, Neighborhood/Community Plans, Adequate Sites to Accommodate Housing Needs, Coastal High Hazard Area, Infrastructure  
 Wellhead Protection Area: No  
 Other Considerations: The site is within the Coastal High Hazard Area (CHHA), Evacuation Zone A, and Flood Zone AE.

# 1. Request for Plan Amendment

## 1.1 Potential Impacts of the Proposed Change

The amendment has the potential to introduce commercial general uses on the plan amendment site. Under the proposed Community Mixed Use-35 (CMU-35) land use category, residential uses can be considered for up to 35 dwelling units per acre or a 2.0 floor area ratio (FAR). Non-residential uses can also be accommodated with a maximum FAR of 2.0. While certain non-residential uses can also be considered under the current Residential-50 (R-50) designation, they are limited to Commercial Neighborhood (CN) and Residential Office (RO) uses, subject to specific locational criteria. While the proposed amendment reduces the density from 50 to 35 units per acre, the CMU-35 designation allows FAR to be used for residential development, potentially increasing the density that could be considered on the site. This change would double the allowable square footage that can be considered on the site.

Standard	Adopted Future Land Use	Proposed Future Land Use
Future Land Use(s)	R-50	CMU-35
Maximum residential development (du/ga)	80 dwelling units (50 du/ga)	56 dwelling units (35 du/ga)
Maximum non-residential development potential (floor area ratio)	1.0 FAR/69,696± sq. ft. of non-residential uses subject to Locational Criteria	2.0 FAR/139,372± sq. ft. of non-residential and/or residential uses
Range of allowable uses	Medium-density residential uses, including multi-family dwellings and small-lot single-family units such as duplexes, condominiums, and townhomes. Limited neighborhood-serving commercial and residential office uses may be considered, provided the site meets Locational Criteria.	Medium intensity/density horizontal and vertical mixed-use, as well as single-use commercial and residential projects. Projects may be determined either by density or floor area ratio (FAR). If FAR is used to achieve the maximum density potential for a residential project, the development must be designed to be compatible in character and scale with the surrounding development pattern.

**Table 1—This table shows the potential impacts of changing 1.6± acres from Residential-50 to Community Mixed Use-35. The request has the potential to introduce the Commercial, General (CG) zoning district on the subject site.**

## 1.2 Context of the Proposed Change

The subject site, approximately 1.60+ acres, is located within the Central Tampa Planning District, specifically within the Davis Islands Urban Village and the Davis Islands neighborhood. The proposed amendment, initiated privately, seeks to increase the site's development potential by allowing higher intensity and introducing the consideration of Commercial General (CG) uses on the site.

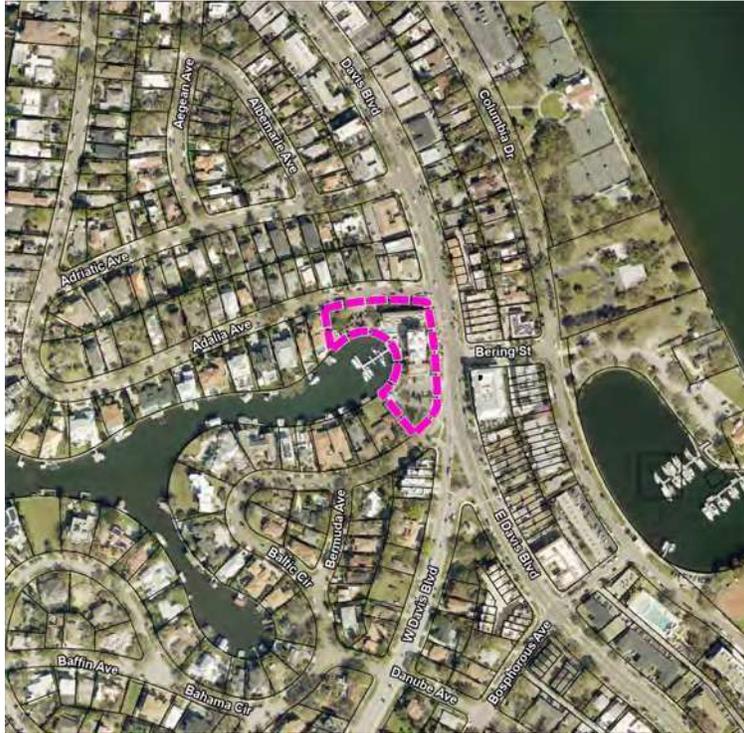


Figure 1 - An Aerial map of the subject site and the surrounding properties

## 1.3 Existing Land Use and the Surrounding Development Pattern

The subject site is situated at the southwest corner of Adalia Avenue and Davis Boulevard, currently occupied by the Mirasol, a 7-story, 58-unit multi-family development. The Mirasol has been an integral part of the Davis Islands community for 99 years, originally built in the 1920s as a boutique hotel and restaurant before being converted to multi-family apartments in the 1960s. The building is approximately 56,507 square feet in size, with a density of 36.25 dwelling units per acre (0.81 Floor Area Ratio or FAR), representing about 72% of the allowable density and 81% of the maximum intensity that can be considered on the site.

The site is uniquely located on Davis Boulevard, bordering an inlet that leads into Hillsborough Bay to the west. The surrounding area contains a mix of housing types, including multi-family residences, single-family detached homes, and two-family dwellings. To the south, approximately 325 feet from the site along Davis Boulevard, is Davis Islands Apex Park, and Marjorie Park Yacht Basin is one block east. North, west, and southwest, along Adalia Avenue and Baltic Circle, are primarily residential areas with single-family homes, many zoned Residential, Single-Family-75 (RS-75), and Residential, Single-Family-50 (RS-50) (see Figure 2). Additionally, the site is located less than ½ mile south of Tampa General Hospital and near commercial services and amenities along Davis Boulevard.

## 1.4 Future Land Use(s)

Currently, the subject site is designated R-50, a designation suited for medium-density residential development. This designation allows for multi-family dwellings and small-lot single-family units, such as duplexes, condominiums, and townhomes. It also supports limited neighborhood-serving commercial uses, provided the site meets the Locational Criteria for Neighborhood Commercial and Residential Office uses. The R-50 designation supports up to 50 dwelling units per acre or non-residential development with a FAR of up to 0.6, or 1.0 FAR for stand-alone office uses.

Properties to the north and south of the site along Davis Boulevard are designated Residential-35 (R-35), which also supports medium-density residential uses. This designation allows various housing types, including multi-family dwellings, duplexes, condominiums, and townhomes. It also supports neighborhood-serving commercial uses, similar to R-50, and supports up to 35 dwelling units per acre or nonresidential development with a FAR of 0.6.

To the west, along Adalia Avenue and Baltic Circle, the surrounding properties are designated Residential-6 (R-6), supporting low-density residential uses, such as single-family detached homes, at a density of six dwelling units per acre. Additionally, properties to the north along Adalia Avenue are designated Residential-10 (R-10), which supports low-density residential uses at a density of 10 dwelling units per acre (*see Figure 1*).

## 1.5 Proposed Future Land Use Change

The applicant is proposing to change the site's Future Land Use category from R-50 to CMU-35 (*as shown in Attachment B, Proposed Future Land Use Map*). This change would reduce the allowable density while introducing the potential for Commercial General (CG) uses and the ability to utilize FAR for residential development, which may increase the number of residential units and commercial intensity developed on the site. If approved, the CMU-35 designation would allow an increase in intensity, raising the maximum FAR from 1.0 to 2.0.

## 1.6 Staff Analysis

The subject site, approximately 1.60 acres in size, is located within the Central Tampa Planning District, specifically within the Davis Islands Urban Village. This district is a prominent urban center for employment, civic activities, and cultural amenities, promoting a vibrant lifestyle through mixed-use development (*LU Policy 1.1.1*). The site is uniquely situated on Davis Islands along an inlet that leads into Hillsborough Bay, nestled between single-family residential neighborhoods to the north-northeast and south-southwest, with frontage along Davis Boulevard.

Currently, the site is home to the Mirasol, a 7-story, 58-unit multi-family building originally constructed in 1926 as a hotel, later converted to apartments in the 1960s. Although hotel uses cannot be considered under the R-50 designation, the building predates the Florida Growth Management Act of 1985, making the R-50 designation appropriate for its current multi-family use.

While the Mirasol is nearly 99 years old, it is not currently subject to any historic preservation protections, such as Architectural Review Committee (ARC) oversight, since it has not been locally designated as a historic landmark nor included on the National Register of Historic Places alongside other Mediterranean Revival buildings on Davis Islands. As a result, full redevelopment of the site is possible without the involvement of the ARC or other historic safeguards. However, it could still be eligible for future historic designation. The Comprehensive Plan emphasizes the importance of preserving its historical resources (*LU Policy 16.1.2*). If eligible, the Historic

Preservation Commission may recommend the property for a Local Historic Designation to the Tampa City Council in the future.

The Comprehensive Plan advocates for compact urban development and mixed-use projects in Urban Villages, encouraging densities that support walking and transit accessibility near employment centers and amenities (*LU Policies 2.1.1, 5.1.1, 5.1.2, 6.1.3, 6.1.10, 6.1.11, 9.6.3, and 15.2.3*). Nearby, Hart Route 19 offers transit services to Downtown Tampa, Tampa General Hospital, and Britton Plaza, with the nearest stop located approximately ¼ mile north of the site, at Davis Boulevard and Arbor Place. The proposed CMU-35 designation supports mixed-use development through its bonus structure, emphasizing pedestrian-friendly design (*LU Policies 1.1.7 and 5.1.3*). The requested CMU-35 designation aligns with the city's policies for promoting mixed-use developments in Urban Villages near transit services. However, it is important to note that other less intensive FLU categories, such as Neighborhood Mixed Use-16, -24, and -35, also promote mixed-use development in Urban Villages.

The Comprehensive Plan seeks to ensure a sufficient housing supply for current and future populations by encouraging infill development on vacant or underutilized land (*LU Policies 2.1.2, 9.6.2, 9.8.1, and 9.8.4; HSG Policies 1.3.1, 1.3.4*). Growth is directed to areas with existing infrastructure, employment, and transit options. INF Policy 1.1.17 prioritizes directing the city's growth to Urban Centers and Villages, including the Davis Islands Urban Village. The requested CMU-35 designation is consistent with this policy guidance, as it would increase the allowable FAR from 0.60 to 2.0, enabling greater commercial intensity while facilitating residential development. This change could increase housing availability in the Davis Islands Urban Village, in line with the Comprehensive Plan's housing and infrastructure policy guidance.

However, while the request does support the Plan's growth strategy and housing policies, the CMU-35 designation on this does present compatibility concerns, specifically regarding the potential for a significant increase in site intensity. Currently, the site is developed with a FAR of 0.81, which is 81% of the intensity (1.0 FAR) allowed under the R-50 designation. CMU-35 would potentially allow a FAR of up to 2.0, effectively more than doubling the maximum intensity that can be considered on the site. While the proposed change reduces the allowable density from 50 to 35 dwelling units per acre, the increased FAR could allow for residential density that exceeds the current 50 dwelling units per acre allowed under R-50. Additionally, CMU-35 allows the consideration of Commercial General (CG) uses, such as retail, a marina, a hotel, and other commercial uses. These uses could significantly affect the surrounding low-density residential areas (R-6), potentially leading to massing and scale concerns. Such commercial uses could be developed alongside the existing Mirasol building or replace it entirely, should the building be demolished. In either case, the site's overall intensity could more than double compared to the existing development.

It is important to note that the R-50 designation allows for Commercial Neighborhood (CN) uses, such as limited retail, banks, professional offices, and restaurants, provided the site meets locational criteria for neighborhood-serving commercial uses. While the CMU-35 allows broader and more intensive commercial uses, the existing R-50 designation supports a mix of uses, including restaurants, cafes, and professional offices, that are more compatible with the surrounding residential areas.

The Comprehensive Plan encourages sensitive transitions between high and low intensity areas (*LU Policy 9.6.4; NE Policy 1.1.2*). While the R-50 designation may be viewed as an immediate transition to the nearby R-6 areas, the CMU-35 designation could create a more abrupt change, leading to compatibility issues in terms of massing and scale, conflicting with policies designed to

preserve neighborhood character. The City's staff shared similar concerns in their attached review, noting that the site borders a very low-density residential area, which the Comprehensive Plan seeks to protect from incompatible development. Additionally, they emphasized that the higher FAR allowed under CMU-35 could significantly change the fabric of the existing residential area in the immediate area (*LU Policies 9.5.1, 9.5.2, 9.5.4*). Planning Commission staff has concluded that, although the R-50 designation provides an immediate transition to the R-6 areas to the west, it is less intensive than the CMU-35 designation, which allows more intensive commercial uses and a higher FAR.

Additionally, the site is within the Coastal High Hazard Area (CHHA) and Evacuation Zone A. CM Objective 1.1 directs future population growth away from the CHHA to ensure there is no net increase in overall residential density within the CHHA. While the proposed amendment reduces the density from 50 to 35 units per acre, the CMU-35 designation allows FAR to be used for residential development, potentially increasing the density that could be considered on the site. This could lead to a net increase in residential density within the CHHA, conflicting with this policy direction. As a result, Planning Commission staff has determined that the amendment is inconsistent with the Comprehensive Plan guidance that directs future populations away from the CHHA (*CM Policies 1.1.2, 1.1.6, 1.4.1*).

In conclusion, while the requested CMU-35 designation aligns with several Comprehensive Plan policies, such as promoting mixed-use development, increasing housing opportunities, and directing growth to Urban Villages, it raises significant concerns regarding its compatibility with the surrounding low-density residential areas. The proposed increase in intensity under CMU-35 could result in a development that is out of scale with the nearby residential neighborhoods, particularly those designated as R-6. City staff shared these concerns in their review and ultimately objected to the request. Moreover, the potential for increased residential density within the CHHA conflicts with the Comprehensive Plan's policy that seeks a no net increase in density in these vulnerable areas.

Additionally, there is no certainty that the Mirasol will be preserved or restored to its original use as a hotel. It is possible the building could be demolished, potentially leading to a complete redevelopment of the site. While the applicant's submitted memo expresses an interest in converting the Mirasol back to its original hotel use, this could be potentially achieved under the Neighborhood Mixed Use-35 (NMU-35) designation, which supports zoning districts that allow hotel uses ranging from 75 to 150 rooms. While a plan amendment to NMU-35 would still conflict with the Comprehensive Plan's Coastal Management policies due to the potential for increased density within the CHHA, it would allow for the preservation of the hotel at a lower intensity than the proposed CMU-35 designation.

Based on these considerations, Planning Commission staff has determined that concerns about public safety and neighborhood compatibility outweigh the benefits of pursuing mixed-use development at this location.

## **1.7 Recommendation**

Find the proposed Future Land Use designation change for **City of Tampa CPA 24-18** from Residential-50 to Community Mixed Use-35 on 1.60± acres, **Inconsistent** with the *Tampa Comprehensive Plan* and forward this recommendation to the Tampa City Council.