

Community Transportation Plan

Findings and Recommendations

June 2015





Preface

Following *GO Hillsborough*'s extensive citizen feedback, it is apparent that citizens believe Hillsborough County is facing a potential transportation crisis. In fact, it is the top concern for citizens, even twice that of jobs and our local economy.

Citizens clearly realize Hillsborough County's population is projected to grow 40 percent more in the next 25 years -- a half a million more people – and at the same time, it is suffering from significant shortfalls in transportation funding. They consistently indicate that our community must start planning and paying for transportation improvements now to before things get any worse.

Without new revenue, roads will continue to go unrepaved and the backlog of maintenance needs will grow exponentially. Congestion, traffic flow, and intersection bottlenecks will worsen even more, and the transit system will remain woefully inadequate. As transportation degrades, we will lose good jobs and property values will start to decline. Within the near future, it will become simply intolerable to those that live, work, and visit here.

Rather than just sit in traffic and do nothing, *GO Hillsborough* is recommending a fair, balanced, and community-driven transportation plan that will fix our roads first, relieve congestion, redesign transit, and make our lives better. *GO Hillsborough* recommends funding this by placing a dedicated $\frac{1}{2}$ percent sales tax referendum on the November 2016 election ballot. This will create \$117.5 million annually and \$3.5 billion over 30 years. At the same time a $\frac{1}{2}$ percent sales tax is implemented, new growth will pay an increased and equitable share for its transportation impacts, too.

The *GO Hillsborough* Community Transportation Plan will:

- ◆ Fix and maintain existing roads
- ◆ Relieve traffic flow and congestion, including intersection bottlenecks
- ◆ Build and widen roads
- ◆ Double transit service
- ◆ Make walking and biking safer

While this new revenue doesn't meet all of our needs, it meaningfully improves the lives of all Hillsborough County citizens. It will fund 100% of the backlog and future maintenance and 100% of bike and sidewalks safety needs. Since roads and transit go hand in hand to relieve traffic flow, it will expand and improve roads, including synchronizing all traffic signals, and redesign and improve our transit system with bus rapid transit (BRT), flex and express bus services, and modernized streetcar through downtown Tampa and on to the Tampa International Airport or University of South Florida (USF).

The *GO Hillsborough* Community Transportation Plan is based on consensus and is truly community-driven. It is viable and sustainable and can be supported by a majority of the citizens of Hillsborough County.



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Executive Summary and Recommendations



Executive Summary

Citizens rank transportation as their number one concern in Hillsborough County, nearly double that of the next highest issue (jobs and our local economy), and the community is facing critical choices related to worsening traffic flow. We are experiencing significant shortfalls in funding just as our population is expanding and congestion is rapidly increasing, putting greater pressure on our already declining and bottlenecked transportation system. Across our Cities and throughout the County, roads and intersections are now failing and the transit system is inadequate and unable to provide sufficient relief. The reality is that Tampa Bay has now become the 11th worst area for traffic congestion in the U.S. We must do something now or it will continue to get worse.

Worsening Congestion & Insufficient Revenue

It is important to realize that Hillsborough County is the size of Rhode Island with 30 percent more people, and a wide diversity of lifestyles and transportation needs. Our current population is 1.3 million, and it is expected to grow to at least 1.8 million over the next 25 years – a population as big as eight U.S. states and Washington, D.C.

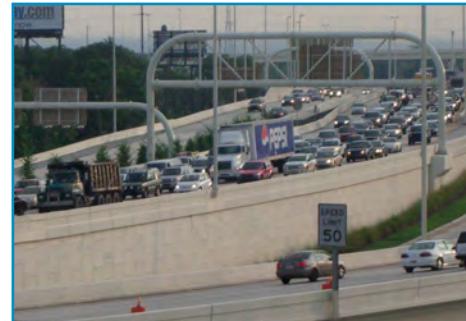
Geographically, Hillsborough County is the center of the region. No other county in the Tampa Bay region has as many people or jobs, so Hillsborough County bears the burden of a tremendous amount of traffic on its transportation network, which includes over 12,000 lane miles of roads, 700 bridges, and 600 signalized intersections. Many commuters that reside in surrounding counties travel on City and County roads to reach employment, entertainment, commercial, and education centers, worsening our congestion problems. The issue is compounded by travel options primarily limited to driving.

Over the last 20 years, more than half of the Community Investment Tax (CIT) has been spent on transportation. Although the stadium was built first, the CIT also paid for schools, libraries, parks, fire stations and other public safety needs. This enabled Hillsborough County to invest \$1.3 billion in transportation projects, including \$950 million for road and related improvements, without cutting other essential services. The reality is, however, that two thirds of the available County budget is dedicated to public safety and constitutional offices, leaving very limited financial resources for transportation without reallocating funding from other equally important and competing needs.

With the existing ½ percent CIT now nearly fully committed and only two cents of every County property tax dollar committed to transportation, there is \$750 million in unmet road maintenance and safety needs. This does not even consider additional needed road and transit improvements. In fact, Hillsborough Area Regional Transit (HART) continues to be underfunded and under-utilized and cannot serve over half of the County or nearly 40 percent of jobs. To make matters worse, federal, state and developer funding is inadequate, particularly without significant local matching funds.

Creating a Community-Driven Transportation Plan

Recognizing this dire circumstance, the Board of Hillsborough County Commissioners (BOCC), the mayors of Plant City, Tampa, and Temple Terrace, and the Chair of the HART Board of Directors, collectively referred to as the Policy Leadership Group (PLG), came together to create a community-driven transportation plan that will provide traffic flow relief and improve transit service options which support job creation and economic prosperity for all residents.





Parsons Brinckerhoff was asked to conduct community engagement, validate and analyze project needs, costs and funding data, and to make recommendations for a Community Transportation Plan.

Citizen engagement began in November 2014 with six focus group discussions and the creation of a visual identity as a cornerstone for outreach and communications. The effort, now known as *GO Hillsborough*, then hosted more than 1,900 people at 32 open-house style workshops, and four telephone town hall meetings with nearly 24,000 people participating. Online and social media platforms were established and telephone comment lines brought near daily interactions, emails, and notes, including nearly 3,000 "likes" on Facebook. The I-Neighborhood app, a map application feature on the website, allowed citizens to review and comment on projects. In late April 2015, a statistically valid public opinion survey was conducted with 600 likely voters in the November 2016 election. Another 12 community meetings are planned for late summer to focus on integrating specific project priorities with a new revenue source into the Community Transportation Plan.

On a parallel course, data was collected from each of the jurisdictions, validated, and analyzed. The projects reflect \$8.3-10.1 billion dollars of need over the next 30 years. During community engagement, additionally a minimum of \$2.5 billion in potential projects were identified as well. The table below shows the costs of each project type category or program, based on the initial projects and programs, as well as minimum costs of projects added from community feedback.

Programmatic and Project Costs

Category Type	Cost (Low)	Cost (High)
Maintenance	\$933.6 million	\$933.6 million
Transit	\$4.68 billion	\$5.75 billion
Roads	\$3.22 billion	\$5.45 billion
Sidewalk/Bike	\$173.9 million	\$338.8 million
Total	\$9 Billion	\$12.47 Billion

Costs include projects identified by the PLG and citizen projects

11,944 Website Visits
GOHillsborough.org

 **184** YouTube Video Views

 **2,737** Facebook Likes

 **264** Twitter Followers

 **849** I-Neighborhood App Visitors



Key Findings

Citizen input, including multiple focus groups and statistically valid public opinion surveying, has been remarkably consistent, and reflects a general community consensus. The feedback that is most topical and relevant to the policy decisions under discussion by the PLG is listed below.

Key Finding #1

The Car Culture is ingrained throughout Hillsborough County, including the Cities of Plant City, Tampa, and Temple Terrace

Citizen input and community feedback is clear on this point, and a community transportation plan must acknowledge that the automobile is currently the dominant means of transportation used by them. In fact, during the public opinion surveying, the top response to traffic congestion relief is to "expand road capacity" with wider or new roads by both the City of Tampa and the rest of Hillsborough County citizens. Additionally, the bus transit system is viewed as inadequate and in need of redesign and higher ridership. With that said, very few spoke negatively toward HART specifically when finding flaws in the transit system.

Key Finding #2

Status Quo is Not Acceptable or Sustainable

Citizen input and community feedback in the Cities and the unincorporated County strongly indicates that traffic flow, congestion, and roadway conditions are getting worse every day and must be addressed now. Further, a "do nothing" approach is not embraced by citizens as they consider the lack of ongoing, reliable maintenance intolerable, and have a sense of urgency in addressing transportation. Citizens also question the lack of alternative forms of transportation, including transit, and the community's failure to leverage new technologies.

Key Finding #3

Citizens share values and willingness to support one another's priorities

Citizen input reflected community values, including safety, quality of life and choice, as much as different priorities by areas of the community. In fact, when priorities were viewed on a map of the County, neighbor to neighbor discussions occurred and understanding emerged, often centering on how values and priorities could be achieved.



Key Finding #4

Consensus exists around Citizen Priorities by Category and Allocation

The top priority in the County and the Cities was maintenance and resurfacing, including bridges. Citizen input and community feedback also strongly reflected that a community-driven transportation plan should relieve traffic by 1) building and widening roads, including intersections; 2) redesigning and improving transit; and, 3) making walking and biking safer.

Key Finding #5

"Light Rail" is not seen as a viable alternative for unincorporated Hillsborough County right now

While there is some support within the City of Tampa for premium transit, (colloquially known as "light rail" which is one of several types of transit technology), the majority of citizens indicate that they are skeptical because of the extremely spread out nature of the County. To these citizens, without dense concentrations of residential or work-hubs, rail transit is inefficient, lacks baseline ridership, and is too expensive.

Many have also questioned where such a system could physically be placed given the roadway limitations with lanes being maxed out to property lines and the option of underground placement infeasible in Florida. Citizen input on rail transit seemed most positive when it either connects to the Tampa International Airport, or has a "branch" configuration throughout the County, or includes an elaborate bus feeder system to a main rail line.

Key Finding #6

Bus Rapid Transit (BRT) is supported but questions surround implementation and use

Citizen input and community feedback were positive toward BRT and express bus service operating in its own lane and/or mixed lanes. Questions surrounded particular routes and limited stops, parking, and concerns about getting from the bus to the ultimate destination. Essentially, the lack of density and concentrated employment center practicalities were concerns, but most feedback indicated this incremental step was the most likely approach to be embraced by the community.

Key Finding #7

Current revenue is insufficient to properly fund transportation needs in this community

- ◆ Federal funding continues to decline as a percentage of overall transportation funding
- ◆ State funding is increasingly focused on strategic regional and statewide facilities leaving little for local needs
- ◆ In Hillsborough County alone, with existing funding sources, the resurfacing funding backlog is \$80 million and growing by \$15 million per year
- ◆ Local gas tax is not indexed for inflation and loses buying power every year



Key Finding #8

½ Percent Local Option Transportation Sales Tax is the preferred level and source that a majority of citizens are willing to support for new revenue

Citizen input and community feedback reflected general concern relative to any tax increase but a strong willingness to consider a sales tax. Additionally, public opinion surveying found that 52 percent of likely voters are willing to support a ½ percent sales tax rather than one percent (only 41% support), property tax (only 36% support), or gas tax (only 18% support).

- ◆ A ½ percent sales tax will generate \$117.5 million annually
- ◆ Sales tax may be used for all transportation categories, including both capital and operating
- ◆ A gas tax does not create enough revenue to address the vast needs that citizen input has identified nor is it supported by public opinion survey
- ◆ Property tax is not shared by tourists, visitors, or out of County commuters nor is it supported by citizen input or community feedback

Key Finding #9

Citizens want to be assured that new growth will pay an increased and more equitable share of the transportation impacts it creates

Citizens strongly indicated their concern that new growth has not historically, nor is currently paying its own way. Further, it is clear from the public opinion survey that when new development is required to pay increased fees, citizens are more likely to support the referendum.

Key Finding #10

Long term success in any community depends on larger scale premium transit and/or BRT connections between residential, commercial, and entertainment centers

When establishing premium transit, citizens strongly agree that transportation resources should be leveraged with other public and private entities. Currently, the Florida Department of Transportation (FDOT) and the Tampa-Hillsborough Expressway Authority (THEA) are developing plans to accommodate transit solutions to co-fund premium transit through both public and private sources. The unincorporated County and the City of Tampa have major opportunities to combine and leverage their more modest resources with other sources such as FDOT and THEA into premium transit, good jobs, and targeted businesses and industries.

Key Finding #11

Citizens want additional input into specific project priorities as well as ongoing, consistent communication and oversight

While citizen input indicates a willingness to support one another's priority categories, they also want further input and discussion about the prioritization of the current project list.

Recommendations for a Viable and Sustainable Community-Driven Transportation Plan

These recommendations are based upon the above findings and the totality of the citizen input and community feedback, including both qualitative and quantitative assessment, as well as technical data analysis and expertise. Recognizing that improvements to roads and transit go hand in hand in relieving traffic flow, we believe that an approach that addresses road and transit needs, including building ridership, and positions the community for premium transit, is a fair and balanced plan that the entire community can support. When implemented, we believe that these 15 recommendations will:

- ◆ Address backlog and future maintenance needs throughout the County and Cities
- ◆ Serve to relieve congestion, traffic flow and bottlenecks; redesign and improve transit, and make walking and biking safer throughout the County and Cities
- ◆ Facilitate economic development; the productive movement of goods and services; and interconnectivity with employment, commercial, and residential centers
- ◆ Position Hillsborough County to incrementally expand community-wide transportation choices and new transportation technologies
- ◆ Positively impact the daily lives of the people of Hillsborough County

Recommendation #1

Employ a transportation plan and funding strategy that 1) addresses the car-oriented experience of unmet maintenance and resurfacing needs, congestion, bottlenecks, poor traffic flow, and desire for new roads and road widening, while 2) redesigning and improving transit ridership, BRT, flex service, and express bus alternatives, and 3) developing a modernized streetcar or similar technology from downtown to the Tampa International Airport and/or downtown to the University of South Florida area.

Recommendation #2

Rather than a full percent, place a ½ percent Local Option Transportation Sales Tax referendum on the November 2016 election ballot dedicated to fixing and maintaining existing roads, relieving traffic flow and congestion, including intersection bottlenecks, building and widening new roads, redesigning and improving transit, and making walking and biking safer.

- ◆ This will create \$117.5 million annually

Recommendation #3

Limit the authorization of the ½ percent Local Option Transportation Sales Tax to 30-year sunset.

- ◆ This will create \$3.5 billion of local revenue
- ◆ This time frame is necessary to best enable securing state, federal, and other grants and funding sources which will provide the ability to leverage additional and significant revenue beyond what is generated by the sales tax
- ◆ Based upon a conservative estimate of federal, state and other matching funds available across the categories listed, ½ percent may reasonably leverage an additional \$881 million dollars (25 percent) over 30 years
- ◆ It will provide the ability to fully address maintenance needs and to implement road improvements and transit

Recommendation #4

Working across jurisdictional boundaries to ensure community balance and fairness, new revenue should be deployed in the following manner, targeting a two-third/one-third split between maintenance and roads to transit.

- ◆ Fund backlog and future Maintenance program at 100%
- ◆ Fund Sidewalk and Bike safety program at 100%
- ◆ Equally split remaining new revenue between Transit and Road projects
- ◆ Consider specific project lists in three successive 10-year increments; projects funded in the initial 10-year period will be finalized in the next few months following community engagement, including HART's 2015 Transit Development Plan, jurisdictional review, and before the approval of placing the referendum on the ballot

½ Percent Local Option Transportation Sales Tax

Recommended Community-wide Revenue Distribution by Category over 30 Years

Category	New Revenue	Cross-Jurisdictional Targeted Percentages of Total New Revenue
Maintenance* ^	\$840,271,671	23.8%
Transit**	\$1,272,770,444	36.1%
Road**	\$1,272,770,444	36.1%
Sidewalk/Bike Safety^	\$139,187,441	3.9%
Total	\$3,525,000,000	100.0%

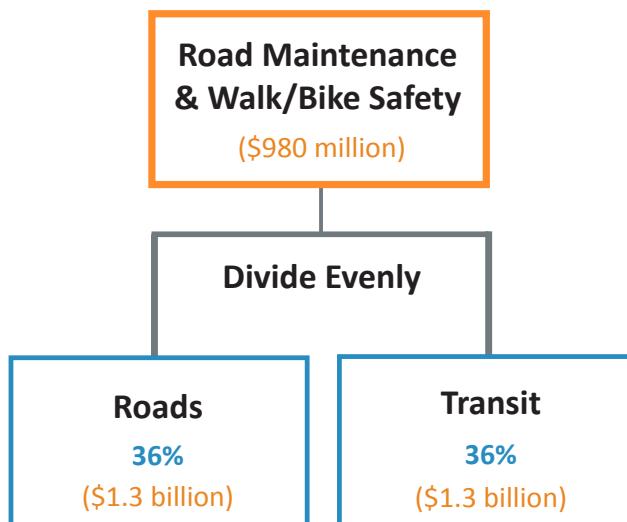
* Reduced total program cost by assumed funding match of 20% for Sidewalk/Bike and 10% for Maintenance.

^ The total program need in both the Maintenance and Sidewalk/Bike categories is less than the citizen recommended allocations would have provided.

** Transit and Road projects are funded equally with the remaining new revenue.

Recommended Community-wide Distribution

Overall 2/3 : 1/3
Roads:Transit





Recommendation #5

The County and Cities' allocation should be based on the State of Florida's Sales Tax Distribution Formula for Local Governments, with HART receiving a 25% allocation** to ensure that they reach a service level that is at least two times their current one.

½ Percent Local Option Transportation Sales Tax Recommended New Revenue Distribution by Jurisdiction over 30 years

Jurisdiction	Estimated New Revenue	Percentage of Estimated New Revenue*
HART**	\$881,251,000	25%
Hillsborough County	\$1,946,857,000	55.23%
City of Plant City	\$60,630,000	1.72%
City of Tampa	\$592,905,000	16.82%
City of Temple Terrace	\$43,357,000	1.23%
Total	\$3,525,000,000	100%

* Information adjusted based on FY 2015 estimates from the "2014 Local Government Financial Information Handbook" published by the Florida Legislature Office of Economic and Demographic Research.

** HART distribution is based on the CIT model allocation to Hillsborough County School District pending the finalized 2015 Transit Development Plan.

Recommendation #6

Hillsborough County must ensure that new growth pays an increased and equitable share of its impact on transportation by preparing an ordinance that will go into effect simultaneously with a ½ percent Local Option Transportation Sales Tax. Further, we recommend a strong consideration of employment of a mobility fee land use tool that incentivizes development and redevelopment in urban areas that can fund multi-modal projects.

- ◆ This will also facilitate a better nexus between land use and transportation planning



Recommendation #7

Establish a dedicated maintenance fund program and codify maintenance policies in conjunction with all of the local jurisdictions. Additionally, develop and publish annual resurfacing project rankings so that the citizens know where roads of interest stand in priority and when they may anticipate improvements will occur.

Recommendation #8

Working across jurisdictional boundaries and in partnership with HART and other agencies, including FDOT and THEA, the City of Tampa should contribute at least 10% of their ½ percent allocation toward co-funding the modernization of the streetcar or other premium transit service within the City of Tampa and ensure its interconnections to employment, commercial and entertainment centers.

Recommendation #9

Working across jurisdictional boundaries and in partnership with HART and other agencies, including FDOT and THEA, Hillsborough County should contribute at least 10% to BRT within the unincorporated County, and ensure its interconnections to employment, commercial and entertainment centers.

Recommendation #10

Working across jurisdictional boundaries and in partnership with HART, and other agencies, including FDOT and THEA, Plant City should contribute at least 10% of their ½ percent allocation toward co-funding express bus and circulator service to, from, and within Plant City and ensure its interconnections to employment, commercial, and entertainment centers.



Recommendation #11

Working across jurisdictional boundaries and in partnership with HART and other agencies, including FDOT and THEA, Temple Terrace should contribute at least 10% of their ½ percent allocation toward co-funding BRT and/or express bus services to, from, and within Temple Terrace and ensure its interconnections to employment, commercial, and entertainment centers.

Recommendation #12

Beginning in late summer, conduct additional community engagement to solicit further citizen input and to prioritize the initial 10-year list of specific projects for the referendum. Similar to the previous community outreach, this additional community engagement should include 12 community meetings and website/social media tools.

Recommendation #13

Continue to build public trust, confidence, and accountability by creating processes that allow citizens to be notified and updated as specific projects are planned, changed, updated, and/or completed.

Recommendation #14

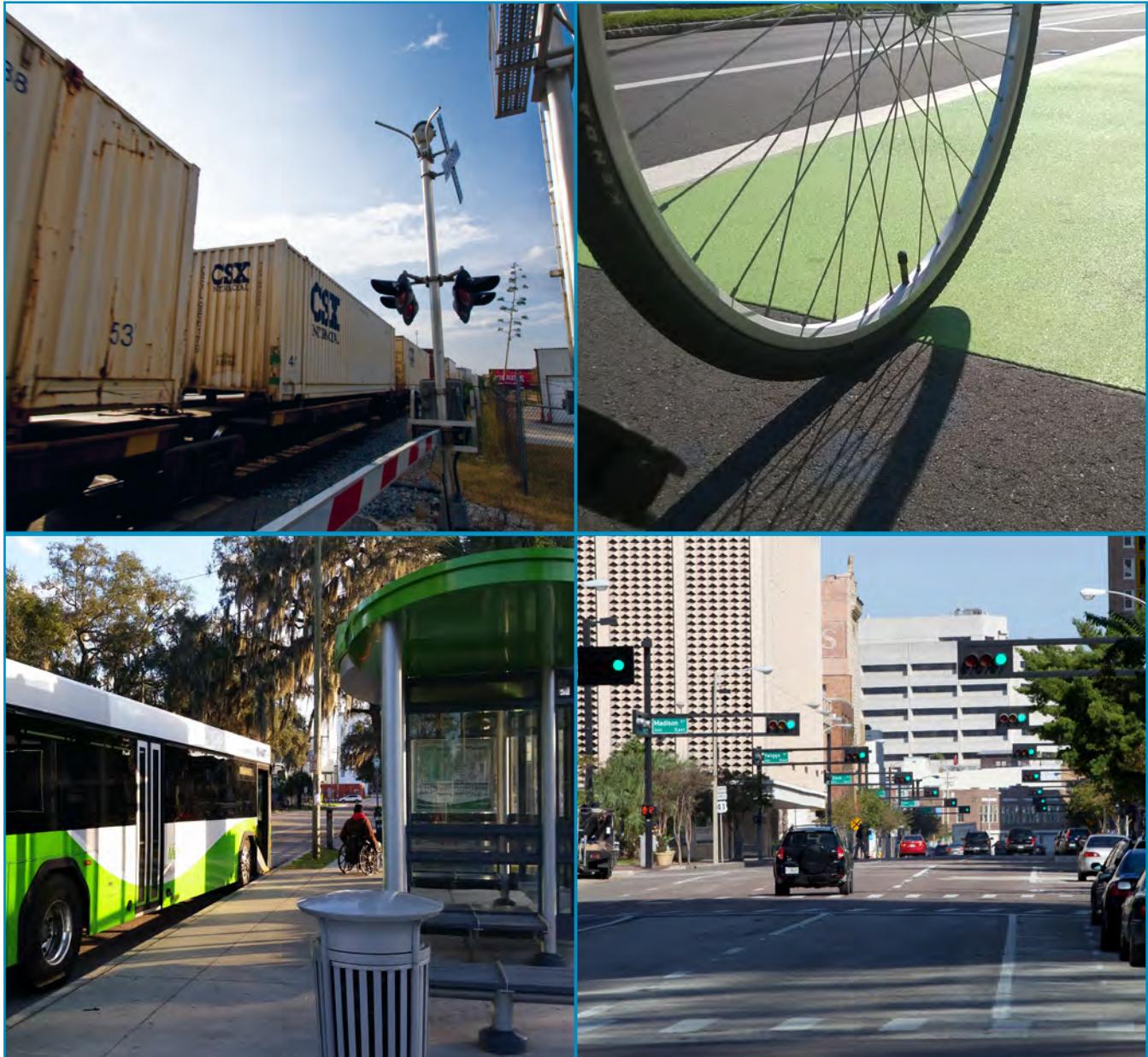
Hillsborough County, all of the Cities, and HART should realign and finalize prioritized project lists with other appropriate transportation agencies to further improve traffic flow, bottlenecks, and transit as well as plan for congestion relieving economic development and future projects across jurisdictions.

Recommendation #15

Develop and implement policies regarding alternative forms of transportation and new transportation technologies, such as improved transit, automated control vehicles, private provision transportation services, and tolling.

Recommended Timeline/Next Steps

June-July 2015	August-September 2015	October-December 2015
<p>Parsons Brinckerhoff presents Recommendations to PLG</p> <p>PLG Considers/Refers to BOCC</p>	<p>Integrating Project Specifics</p> <p>Aligning with Jurisdictional Partners</p> <p>BOCC Consideration and Direction</p>	<p>BOCC holds final Public Engagement Meetings to finalize Community Transportation Plan</p> <p>BOCC makes decision whether or not to place a referendum on November 2016 Ballot</p>





CHAPTER 1:

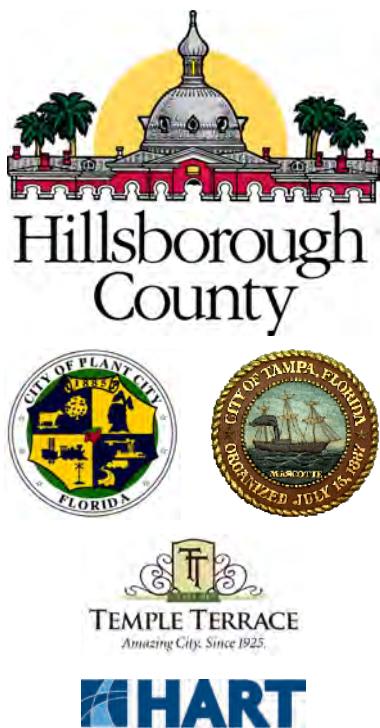
Introduction and Background



Introduction and Background

Hillsborough County is facing difficult choices related to the complex issue of transportation. The County and its municipalities are experiencing significant shortfalls in funding to pay for the improvements needed to meet the increasing demand on the transportation infrastructure as population increases and the numbers of jobs and tourists grow. If nothing is done, congestion will continue to worsen, placing greater pressure on the declining and failing transportation system. Spread across multiple communities within this large County are numerous transportation needs that include building and widening roads, improving failing intersections, staying on schedule for road maintenance, connecting sidewalk gaps, and expanding transit service. The reality is clear. The time has come to identify solutions; otherwise, Hillsborough County's quality of life and prosperity will continue to decline.

Recognizing this dire circumstance, the Transportation for Economic Development (TED) Policy Leadership Group (PLG) made up of the Hillsborough County Board of County Commissioners (BOCC); the mayors of Plant City, Tampa, and Temple Terrace; and the chair of the Hillsborough Area Regional Transit (HART) Board of Directors, came together to create a community-driven plan for transportation. The purpose of the plan is to identify solutions that will allow traffic to flow better, expand transit options, improve safety, and be a catalyst for sustainable economic development. The PLG includes the following elected and public officials:



◆ Hillsborough County Board of County Commissioners

- ❖ Commissioner Sandra L. Murman, Board Chair District 1
- ❖ Commissioner Al Higginbotham, Board Vice-Chair District 7
- ❖ Commissioner Victor D. Crist District 2
- ❖ Commissioner Lesley "Les" Miller, Jr. District 3
- ❖ Commissioner Stacy White District 4
- ❖ Commissioner Ken Hagan District 5
- ❖ Commissioner Kevin Beckner District 6

◆ City of Plant City

- ❖ Mayor Rick Lott

◆ City of Tampa

- ❖ Mayor Bob Buckhorn

◆ City of Temple Terrace

- ❖ Mayor Frank Chillura

◆ Hillsborough Area Regional Transit

- ❖ Tampa Councilmember Mike Suarez, Board Chair

Since October 2014, the initiative, now known as GO Hillsborough, has been analyzing and validating existing data and information and conducting extensive community engagement, resulting in viable transportation options and recommendations for the Community Transportation Plan.

Purpose

Hillsborough County is a large county, roughly the land size of Rhode Island. It continues to rapidly grow in population, employment, and tourism. The County's transportation system is primarily auto-reliant and includes rapidly deteriorating roads, intersections, and bridges. Its transit system is limited, failing to serve 58 percent of the County's residents and 38 percent of the County's jobs. Providing a transportation system that serves everyone is complex and expensive; and funding is insufficient.

Currently, Hillsborough County and the Cities face \$750 million in maintenance backlogs, and as conditions worsen the costs of needed improvements increase.

The unsustainable and rapidly debilitating transportation system has begun to negatively affect quality of life, economic stability, the environment, and public safety and health. This makes funding of existing and future transportation needs Hillsborough County's most critical issue to address.

One of the County's primary revenue sources for transportation infrastructure has been the Community Investment Tax (CIT) which was established in 1997. More than half of the CIT funded transportation, and the remainder paid for schools, libraries, parks, fire stations, and other public needs. Declining federal, state, and developer funding is simply not enough revenue to make up the shortfalls. In fact, state law no longer requires developers to reduce or eliminate deficiencies in the transportation network caused by new projects, leaving the responsibility to fall back on local taxpayers.

Meanwhile, residents are traveling longer distances to reach their destinations. Congestion is worsening, resulting in longer commute times and less time with family and friends; and a larger share of personal income is needed to pay for fuel and automobile maintenance costs. As the transportation system degrades, people and employers may eventually choose not to relocate to Hillsborough County, or move away from the area entirely. The ripple effect will result in decreased housing demand, along with lower property values and tax revenue, leaving even less funding for transportation, public services, and safety needs.

If those problems were not enough, there is more to consider. Hillsborough County must maintain its roads to support not only its citizens' and visitors' daily needs, but also emergency management and freight movement. Fire trucks, police vehicles, and ambulances require good road conditions to reach emergencies. Evacuation routes must be safe to use, and trucks rely on roads to deliver goods and services. Equally important, Hillsborough County's transportation system should be safe for all users: drivers, transit riders, bicyclists, and pedestrians.

That's where *GO* Hillsborough comes in. *GO* Hillsborough addresses our transportation issues by:

- ◆ Engaging in a community dialogue to understand the issues, explore options, make choices, and find community consensus
- ◆ Developing a Community Transportation Plan that incorporates thoughtful, collaborative, and inclusive community discussion
- ◆ Building consensus around solutions to the County's transportation issues
- ◆ Conducting a technical analysis to validate project specifications, develop consistent costs, and align potential funding with projects

Transportation for Economic Development Background

Prior to the *GO* Hillsborough community engagement and technical analysis, the County and Cities led the TED process, engaging in meetings to discuss funding and financing, technical review of projects, and coordination. As part of this, the PLG discussed the relationship between transportation, land use, and economic development; identified key economic spaces (KES); reviewed plan updates, governance, and coordination; and initiated public meetings. This year long process laid the foundation for the projects that have been taken to the public as part of the *GO* Hillsborough community engagement effort, for consideration as part of the Community Transportation Plan.

Florida drivers spend an average of \$2.5 billion annually in extra vehicle repairs and operations, amounting to \$181.43 per motorist per year, because of subpar road conditions.

*-American Society of Civil Engineers,
2013 Report Card for America's Infrastructure*



Planning Area

Hillsborough County encompasses a large but diverse area with competing interests and needs (**Figure 1**). Residents and jobs are spread across 1,069 square miles, three cities, and 34 communities identified as Census Designated Places (CDPs). Sixty-eight percent of the County's 1.3 million residents live in the unincorporated part of the County, in communities such as Brandon, Carrollwood, Riverview, Sun City Center, Thonotosassa, Westchase, and Wimauma. The rest of the population resides predominantly in Tampa, the County's largest city, with just over 300,000 people. Plant City has over 36,000 residents and Temple Terrace has over 25,000 residents.

The viewpoints and needs vary greatly from community to community. To effectively reach and interact with as many people as possible in a county with diverse communities, needs, and voices, the *GO Hillsborough* effort divided the County into four geographic regions, containing eight community areas (**Figures 2 and 3**). The community engagement process conducted outreach activities in each of these geographic areas.

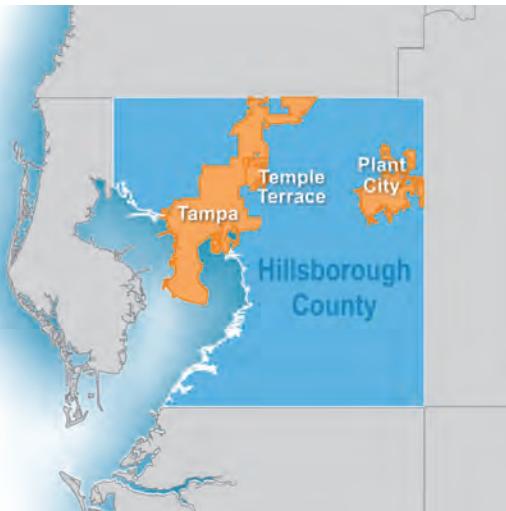


Figure 1: Hillsborough County

Partners and Stakeholders

This community-based initiative involved a variety of public, agency, and business stakeholders. *GO Hillsborough* communicated with and included major stakeholder groups, such as:

- ◆ Elected and appointed officials
- ◆ Neighborhood residents and business groups
- ◆ Civic organizations
- ◆ Transportation, planning, and governmental organizations
- ◆ Area professionals such as architects, urban planners, real estate experts, etc.
- ◆ Various social and cultural groups

The *GO Hillsborough* team collaborated with local, regional, and state transportation agencies to verify project descriptions and obtain project cost data to ensure consistency throughout the County, including:

- ◆ Florida Department of Transportation (FDOT)
- ◆ Hillsborough County City-County Planning Commission
- ◆ Hillsborough County Metropolitan Planning Organization (MPO)
- ◆ Tampa Bay Area Regional Transportation Authority (TBARTA)
- ◆ Tampa-Hillsborough Expressway Authority (THEA)

Technical Analysis

The purpose of the technical analysis was to identify, review, update, and validate a list of projects that address transportation needs for the County and the Cities. To begin the technical analysis, the *GO Hillsborough* team worked with Hillsborough County and the Cities of Plant City, Tampa, and Temple Terrace to identify projects and programs. The technical analysis process included evaluating, validating, and updating the project definitions, and then developing project costs that are consistent across project types. The list included over 350 capacity, economic development, and maintenance projects for roads and intersections, multi-purpose trails, and sidewalks, as well as asset preservation, maintenance, and safety programs.

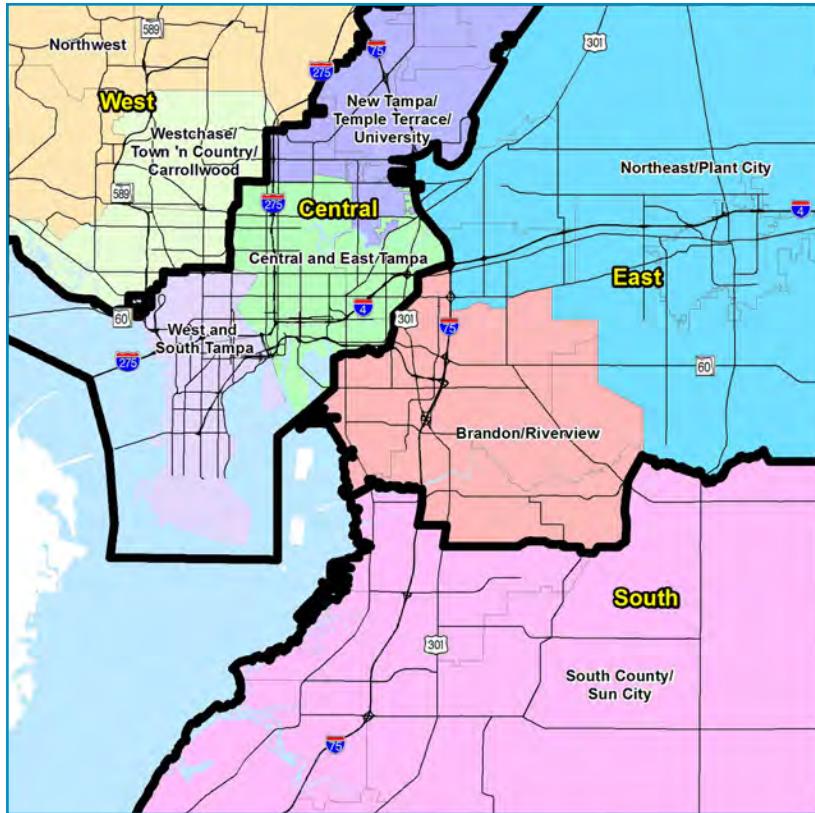


Figure 2: Hillsborough County Geographic Regions

- Brandon/Riverview
- Central and East Tampa
- New Tampa/Temple Terrace/University Area
- Northeast/Plant City
- Northwest
- South County/Sun City
- West and South Tampa
- Westchase/Town 'n Country/Carrollwood

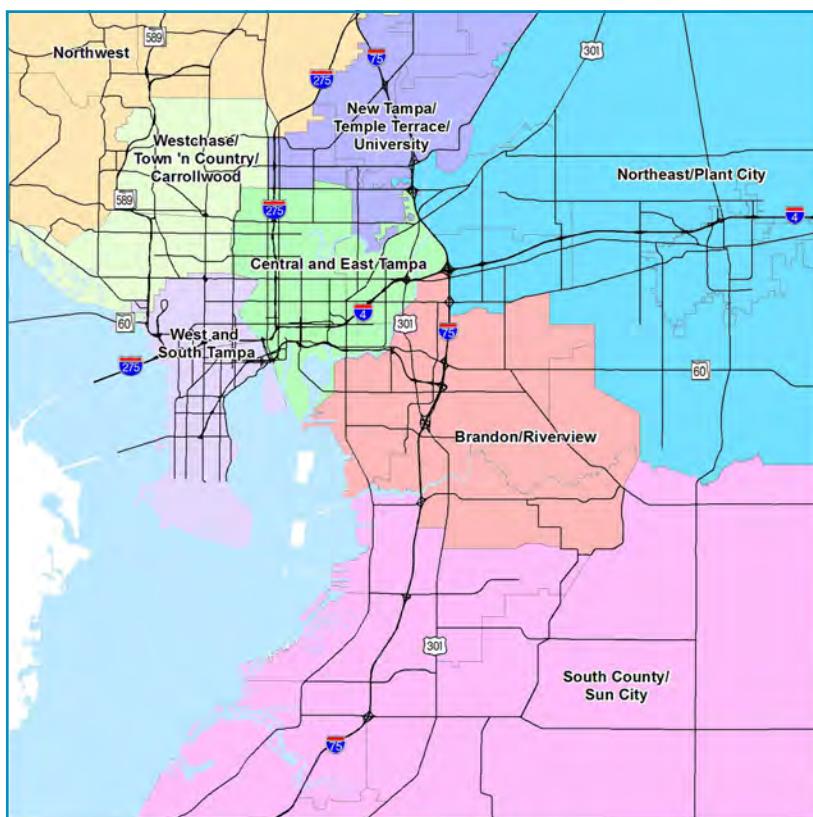


Figure 3: Community Areas

Four fixed guideway corridors (or dedicated pathways) and one water ferry route were also included. The list also incorporates all of the transit projects from HART's Transit Development Plan – Vision Plan, such as new and expanded routes (local, express, and MetroRapid), circulators, increased frequencies and hours of service, and weekend service.

Projects range from conceptual solutions that address community transportation needs for which formal planning or design have not been completed, to projects that have concluded planning and design phases and are awaiting funding or other factors to complete construction. To ensure consistent, defensible project cost estimates, the cost estimating process adhered to a uniform methodology and unit cost assumptions, as explained in **Chapter 4: Technical Analysis**.

Grassroots Community Engagement

Community engagement helped the *GO Hillsborough* team gather citizen-based information and opinions for the community-driven transportation plan. *GO Hillsborough* established multiple opportunities for citizens to participate in the process through open houses, telephone town halls, social media, one-on-one discussions, and community speaking engagements. The four-phase community engagement effort ensured that every citizen was given the opportunity to have their voice and choice heard.

Branded for visual identity and consistency in message, *GO Hillsborough* included 32 interactive public workshops throughout the County and Cities, online and social media, four telephone town hall meetings, and traditional communication methods. At each public workshop, attendees participated in an activity or exercise designed to gather deeper insight on opinions expressed. These activities provided valuable information to the *GO Hillsborough* team in preparing the Community Transportation Plan.

Social media tactics included set up and continuous updates to a Facebook page and Twitter account. The *GO Hillsborough* Facebook page received nearly 3,000 "likes", and the Twitter account had more than 250 followers. Traditional forms of communication included a telephone comment line where citizens could call and leave a message, as well as reports, brochures, and presentations, all of which were available on the *GO Hillsborough* website. Online media included *GO Hillsborough*'s website, www.GOHillsborough.org, a dedicated YouTube channel displaying *GO Hillsborough* videos, and a digital I-Neighborhood interactive application tool. I-Neighborhood displayed transportation projects planned throughout Hillsborough County and allowed the community to comment on projects, rate projects, and make comments and read comments from others.

The public engagement process unfolded over two stages: Voices and Choices, each with two phases, for a total of four phases (**Figure 4**). Each phase built upon the previous one, sharing feedback and refining the information to better ascertain community desires. Over the course of the four-month community engagement effort, more than 1,900 people attended 32 open house workshops and almost 24,000 people participated in four telephone town halls.



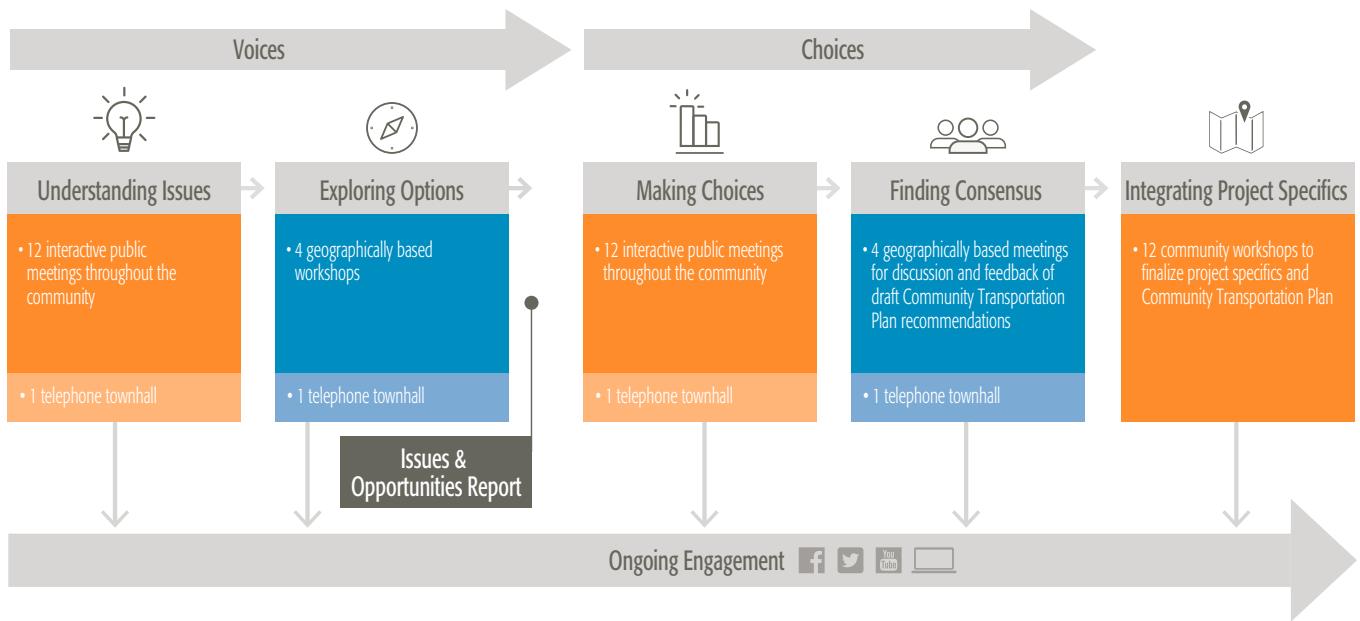


Figure 4: Community Engagement Process

Voices

The Voices phase began with “Understanding the Issues” to present challenges the County and Cities face and to learn about community needs and desires. Understanding the Issues included 12 community workshops with an attendance of 896 and a telephone town hall with an attendance of 6,028. In both the workshops and telephone town halls, citizens could engage with their local government representatives and transportation officials and learn more about the transportation issues. In addition, citizens could suggest transportation projects and prioritize different types of transportation projects.

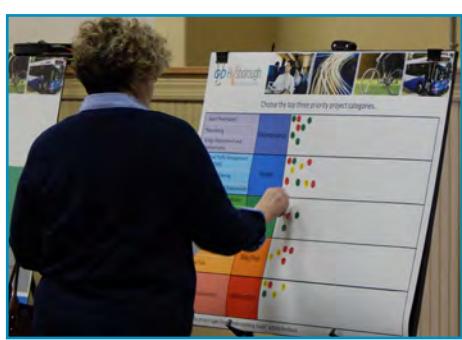


The second part of the Voices phase, “Exploring Options,” included four regional workshops with 204 attendees and a telephone town hall with 6,024 participants. At this point, GO Hillsborough presented the top five priorities chosen by the public during the previous phase, broken down by geographic regions, to illustrate regional similarities and differences. This second phase focused on reaffirming and identifying additional priorities in broad transportation categories.



Choices

“Making Choices” included 12 interactive workshops attended by 616 people and a telephone town hall with 5,876 participants. Citizens viewed average project costs by project type and considered revenue sources. They also had the opportunity to choose how to allocate potential revenues to fund transportation priorities.



The last phase was “Finding Consensus” when GO Hillsborough conducted four regional workshops with 190 attendees and a telephone town hall with 5,924 participants. During the workshops, attendees were invited to participate in small group conversations, each led by a facilitator. The groups weighed in on project categories and sought to agree on funding sources and allocations to project types.

CHAPTER 2:

Existing and Future Conditions



Existing and Future Conditions

Hillsborough County encompasses a large but diverse area with competing interests and needs. The County is the fourth most populous of Florida's 67 counties. Residents and jobs are spread across 1,069 square miles in three cities and 34 communities, identified as Census Designated Places (CDPs). No other Tampa Bay county has as many people and jobs. To provide another perspective, Hillsborough County is roughly the same size as Rhode Island, but 30 percent more people live in the County. Hillsborough County's population is larger than eight U.S. states and Washington D.C. Sixty-eight percent of the County's 1.3 million residents live in what is referred to as the unincorporated county, including CDPs such as Brandon, Carrollwood, Riverview, Sun City Center and Wimauma. The rest of the population resides predominantly in Tampa, the County's largest city, with just over 300,000 people. Plant City has over 36,000 residents and Temple Terrace has over 25,000 residents.

Because it is geographically the center of the region, Hillsborough County bears the burden of a tremendous amount of traffic on its transportation network. The issue is compounded by travel options primarily limited to driving. Many commuters that reside in Hernando, Pasco, and Pinellas Counties travel on Hillsborough County roads to reach jobs and/or school, worsening congestion problems as the region grows. As a place to live, Hillsborough County offers opportunities to work, live, and play in urban, suburban, and rural communities. The challenge is to maintain the transportation system to keep pace with future demand and successfully connect destinations.

Community Demographic Characteristics

Hillsborough County has nearly 1.3 million residents and 700,000 jobs (including nearly 100,000 commuters from neighboring counties). In addition to these residents, workers, and commuters, our transportation system supports nearly 1,000 school buses transporting our children daily. Every year, the County's roads also carries 13.9 million tourists while freight trucks annually log 2.2 million miles.

The pace of growth in Hillsborough County has been rapid in the last 40 years (**Figure 5**). Between 1970 and 2010, the County's population grew by 104 percent from 490,265 to more than 1.2 million people (U.S. Census Bureau). Hillsborough County population is expected to grow to at least 1.8 million and the number of jobs is expected to increase to 1.1 million over the next 25 years (Imagine Hillsborough 2040).

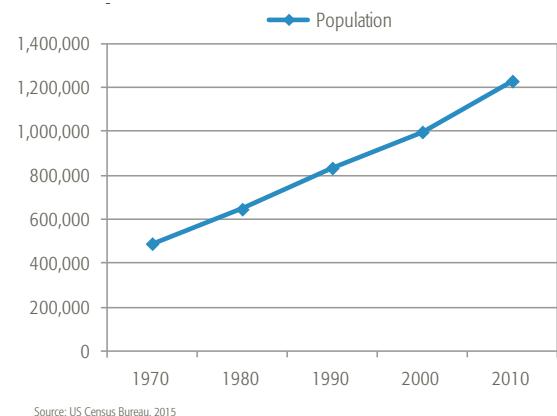


Figure 5: Hillsborough County Population Growth, 1970-2010

By 2040 our population is expected to be
1.8 MILLION
which is 2 more Tampas

Hillsborough County's population is growing faster than across Florida. Between 2010 and 2013, Hillsborough grew by 5.1 percent – 1.1 percent more than the state. The average age of Hillsborough County residents is lower than Florida as a whole. Nearly 13 percent of Hillsborough's population is over the age of 65, compared to 19 percent of Florida (U.S. Census Bureau). This means the County's large working-age population presents transportation challenges centered on work commutes during peak-hour congestion.

In the future, Hillsborough County is expected to grow faster than Broward, Miami-Dade, and Palm Beach Counties (the only counties in Florida larger in population), as well as neighboring Pinellas County. These counties are largely out of Greenfield (undeveloped) land, whereas one-third of Hillsborough is rural or otherwise available to develop. The ability for Hillsborough County to absorb new growth, along with the other County characteristics, raises the

question: Can transportation keep pace? At current levels of growth and funding, Tampa Bay area congestion already ranks 11th worst in the nation and 2nd worst in Florida after the Miami region (Tampa Bay Times, "Tampa Bay traffic ranks No. 11 – even worse than Boston – in TomTom report", April 3, 2015).

Composition of Regions of the County

Due its large size and diversity, Hillsborough County can be divided into four large geographic areas for analysis purposes, as well as for community conversations. The boundaries of the geographic regions were determined based on shared characteristics and transportation needs, and considered the designated community planning areas. As shown in **Figure 6**, the four main areas include:

- ◆ **Central**
 - Central and East Tampa
 - West and South Tampa
 - New Tampa/Temple Terrace/University Area
- ◆ **East**
 - Brandon/Riverview
 - Northeast/Plant City
- ◆ **South**
 - South County/Sun City
- ◆ **West**
 - Northwest
 - Westchase/Town 'n Country/Carrollwood

Population and employment densities are highest in the Central and West regions and these two regions are poised to continue the growth trend in jobs. Nearly 37 percent of the County's population and 55 percent of the County's jobs are in the Central region. The land use, population, and employment characteristics of these geographic regions are described below.

Central Hillsborough

Central Hillsborough covers 167 square miles and contains West and South Tampa, Central and East Tampa, and New Tampa/Temple Terrace/University Area. Central Hillsborough is characterized by a range of land uses, from urban, mixed uses in downtown Tampa, to suburban single-family housing in New Tampa, to industrial uses at Port Tampa Bay. As home to many of the City's oldest neighborhoods including historic Ybor City, this portion of the County has the highest population and job density, with an average of 5.2 persons per acre and 16.8 jobs per acre.

The highest concentrations of jobs in the County are specifically located in three of the region's largest employment centers, each within this area: downtown Tampa, the University of South Florida (USF) area, and the Westshore Business District. This portion of the County includes the entire city limits of Tampa and Temple Terrace. By 2040, population is predicted to rise to 601,462 and jobs are predicted to grow to 579,772.

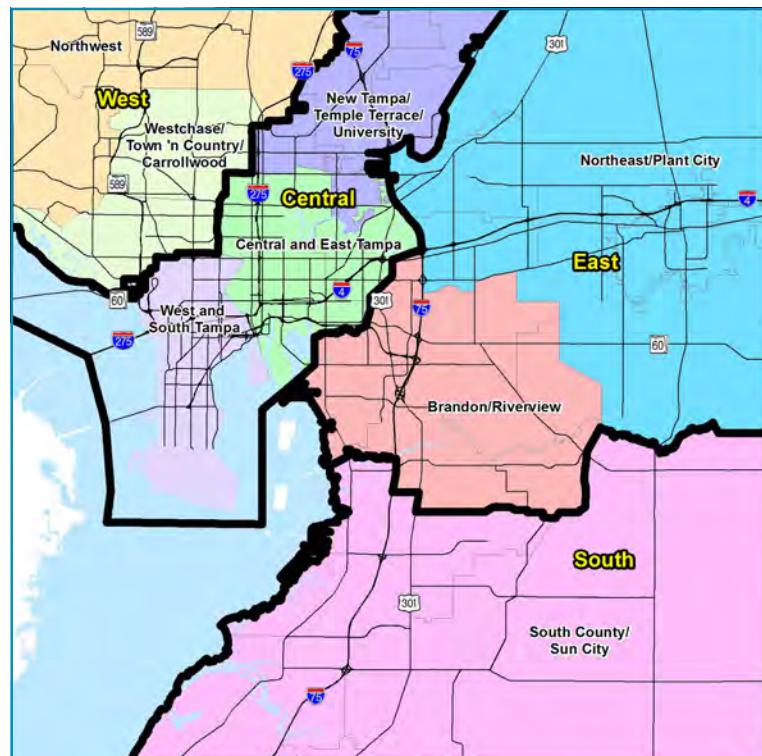


Figure 6: Hillsborough County Geographic Regions

East Hillsborough

East Hillsborough covers 399 square miles and contains Brandon/Riverview and Northeast/Plant City. East Hillsborough is generally characterized by industrial areas clustered around the mouth of the Alafia River and Hillsborough Bay; agricultural land, particularly near the Pasco and Polk County lines; and suburban single-family housing, shopping plazas, and office parks throughout. On average, the population density is 2.7 persons per acre and job density is 2.2 jobs per acre. Population is predicted to rise to 553,312 and jobs are predicted to grow to 294,050 by 2040.

South Hillsborough

South Hillsborough covers 347 square miles and contains the South County/Sun City area. South Hillsborough is generally characterized by agricultural land throughout; mining toward the Manatee and Polk County lines; and suburban single-family and multi-family communities and shopping plazas, mostly along the U.S. 301 corridor. This portion of the County has the lowest density, with an average of 1.5 persons per acre and 0.4 jobs per acre. Growth is predicted to be strongest here, with population rising to 287,396 and jobs rising to 91,160 by 2040.

West Hillsborough

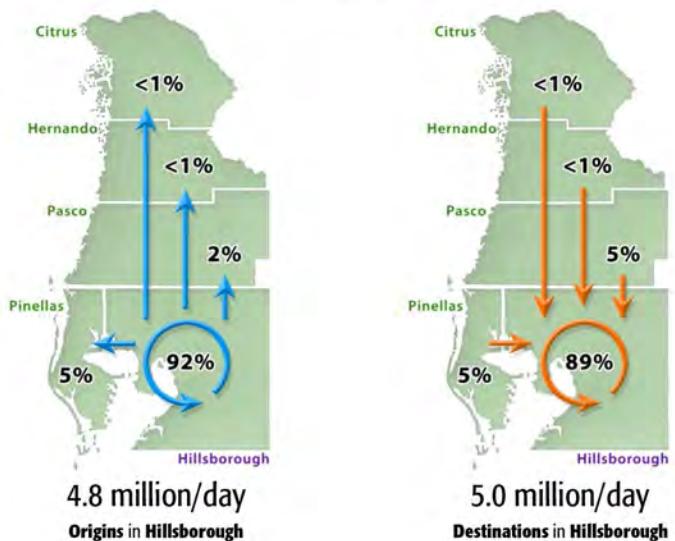
West Hillsborough covers 156 squares miles and contains the Northwest and Westchase/Town 'n Country/Carrollwood areas. West Hillsborough is generally characterized by suburban single-family and multi-family communities, shopping plazas, and office parks. Of the four regions, West Hillsborough has the second highest density, with an average of 4.4 persons per acre and 2.8 jobs per acre. Growth is also predicted to be the slowest here, with its population rising to 340,976 and jobs rising to 147,077 by 2040.

Travel Patterns and Job Centers

The majority of travel on Hillsborough County's transportation system stays in the County, with 92 percent of trips originating in Hillsborough County staying here and 89 percent of the trips destined for Hillsborough County originating here (Figure 7). Within the County, travel patterns generally include commuters from the suburban communities in East Hillsborough, New Tampa, and Northwest Hillsborough into the three main employment centers of downtown Tampa, the USF area, and the Westshore Business District. While those three areas are important in regard to job accessibility, there are a number of other areas with high concentrations of employment.

In collaboration with the Transportation for Economic Development Policy Leadership Group and partner agencies, the Hillsborough County Metropolitan Planning Organization (MPO) studied existing and projected employment patterns to identify the job centers with concentrated areas of economic activity, called key economic spaces (Hillsborough MPO, 2040 Long Range Transportation Plan) (Figure 8).

A key economic space is an activity center with a high concentration of jobs and/or commercial development, typically at least 5,000 jobs as of 2010. In the future, these job centers, or key economic spaces are expected to attract additional jobs in the future. The job centers, or key economic spaces, were identified to determine what transportation issues are expected to impact the economy and devise solutions for the challenges before they arise. In the future, these job centers, or key economic spaces, are expected to attract a higher percentage of new jobs than other areas around the County.



Source: Hillsborough MPO 2040 Long Range Transportation Plan

Figure 7: Trips between Hillsborough County and Counties North

The County's economic vitality is tied to its transportation system, both in terms of job accessibility and the movement of goods. Hillsborough County's existing transportation infrastructure, which includes the Tampa International Airport, the interstate system (Interstates 4, 75, and 275), Port Tampa Bay, several regional freight rail lines, major roads, and a network of roads and rail lines, complement and support the job centers, or key economic spaces. The study of existing and projected employment patterns identified the following key economic spaces:

1. CSX
2. Downtown
3. I-75/I-4
4. MacDill Air Force Base
5. New Tampa
6. Plant City
7. Port Redwing
8. Port Tampa Bay
9. Sabal Park
10. Tampa International Airport/Anderson Road
11. Temple Terrace
12. University of South Florida
13. West Brandon
14. Westshore

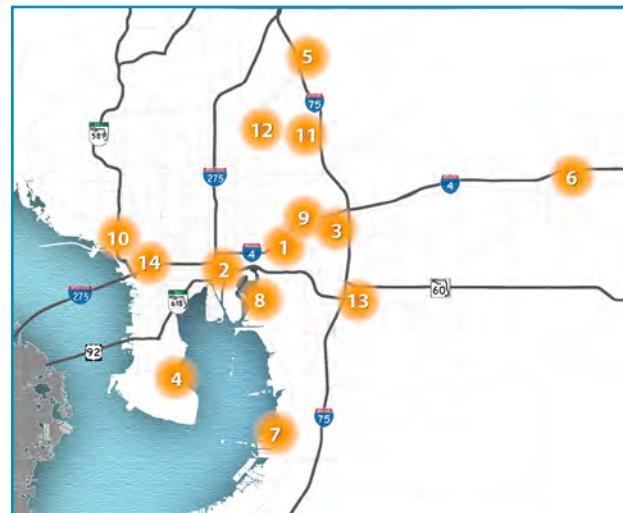


Figure 8: Hillsborough County Key Economic Spaces

Roads

In Hillsborough County, there are more than 12,000 lane miles of roads, 700 bridges, and 600 signalized intersections. Of that, the County maintains 7,028 lane miles of which 30 percent are considered in poor condition, 254 bridges, and 315 signalized intersections. The number of lane miles that Hillsborough County maintains is comparable to driving around the entire country. Imagine driving more than 2,000 of those miles on roads in poor condition (Figure 9). The County faces nearly \$750 million in maintenance needs. Almost one third of the County-maintained roads are experiencing significant deterioration including surface wear, cracking, and rutting. Poor pavement conditions lead to rough and uncomfortable commutes, increased vehicle wear, and safety issues. Making matters worse, many of the County's roads are close to, or beyond capacity. Without doing anything, many of the roads in the County will be more than 30 percent over capacity by 2040, as shown by the roads in red in Figure 10.

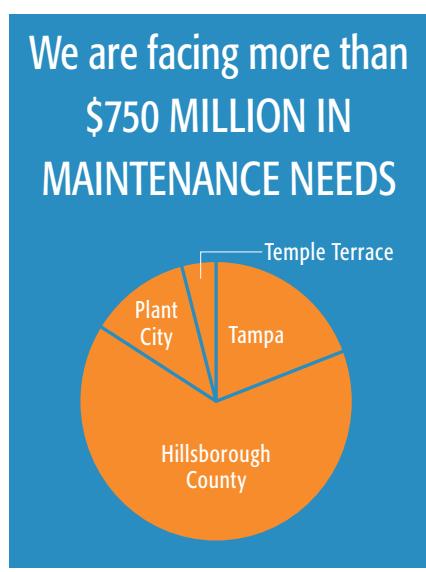
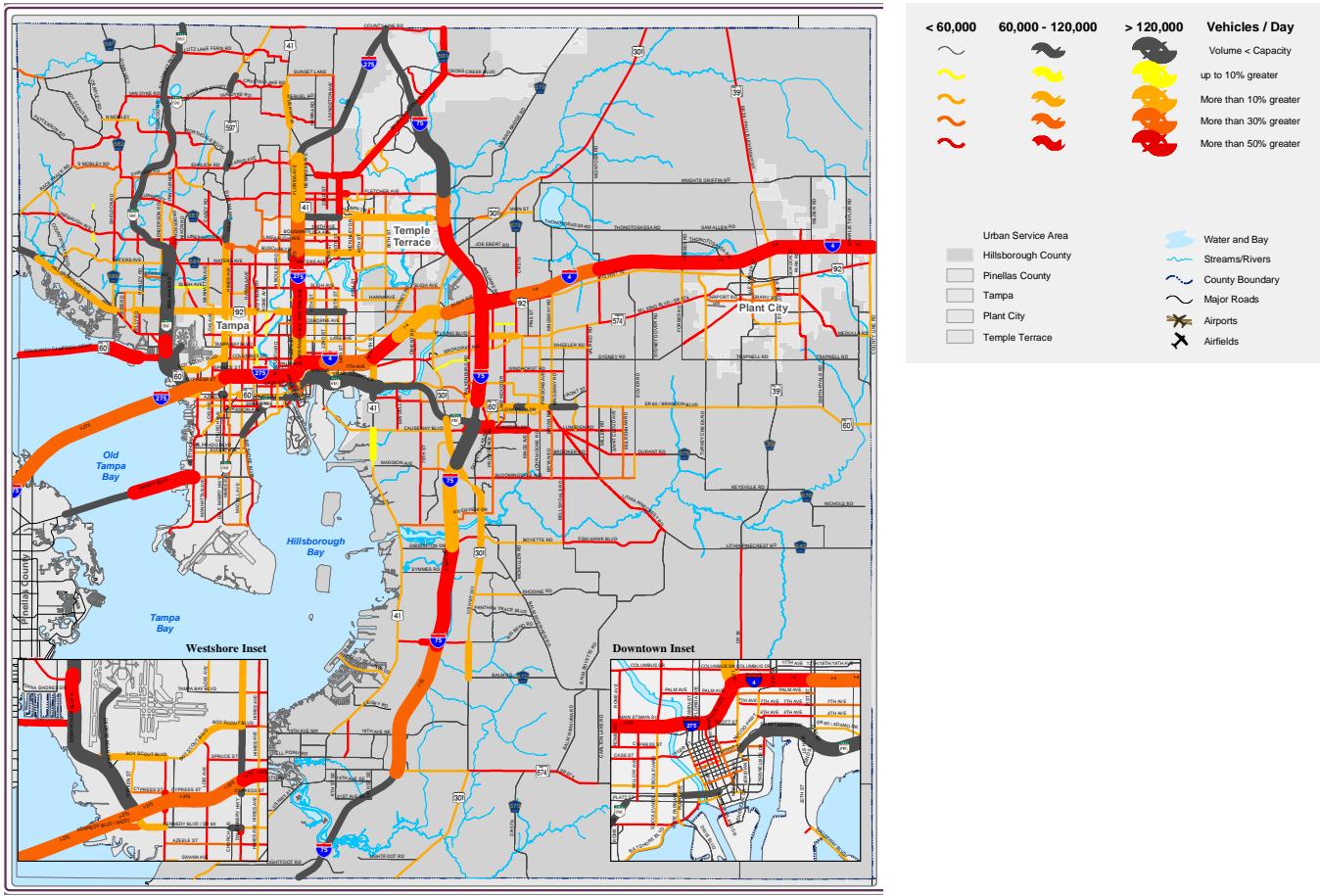


Figure 9: Lane Miles Hillsborough County Maintains



Source: Hillsborough MPO 2040 Long Range Transportation Plan

Figure 10: Hillsborough County 2040 Traffic Volumes

In 2013, nearly 124 million miles were traveled on those roads. Hillsborough County's anticipated population growth suggests that the total miles driven on our roads will continue to rise, putting more pressure on capacity and increasing maintenance needs. The high traffic volume is already taking its toll on the condition of our local roadways. Hillsborough County alone spent \$1.3 billion on transportation from 1995 to 2014, and \$961 million of that was spent on roads.

Goods Movement

The movement of goods is important to the Tampa Bay region's economy, and particularly Hillsborough County as the focal point for the region's freight movement due to its geographic location and access to all modes of transportation. Goods are transported to and from the County using its seaports, airports, rail, and roads including petroleum and coal products, nonmetallic minerals, and food. From Hillsborough County, imports and exports move to and from other parts of the United States, abroad, and neighboring counties. The County's road infrastructure carries much of the region's freight movement. On average, more than 6.4 million truck miles were traveled on the Tampa Bay region's roads each day in 2014. Of that, Hillsborough County accounted for 2.2 million miles, or 35 percent (Florida Department of Transportation, 2014).



A good transportation system that can efficiently move goods ensures a strong local economy. Hillsborough County is home to more than 14,000 freight-related jobs – 45 percent of the region's 32,000 freight jobs (Tampa Bay Regional Freight Plan, 2012). Congestion results in higher transportation costs for businesses. All the modes that move goods are intertwined. Airports, seaports, and rail intermodal facilities rely on the local transportation system to provide connectivity. With economic growth comes more jobs, more travel demand, and the need for more transportation investments. In turn, those investments will improve freight mobility and minimize transportation costs while supporting economic growth.

Transit

HART provides fixed route, express route, flex, and paratransit services throughout the County. Additionally, via contract it provides electric streetcar service in downtown Tampa and Ybor City. HART operations include:

- ◆ **14 Express Bus Routes** – Express routes provide limited stop service to popular destinations from some suburban communities within the County
- ◆ **27 Local Weekday Bus Routes** – Local routes provide regular weekday transit service on fixed routes with frequent stops
- ◆ **1 MetroRapid Bus Route** – A premium fixed route bus service with higher speeds and more reliable service because of traffic signal priority and off-vehicle ticket vending machines; stations include sheltered seating and other amenities
- ◆ **22 Local Saturday Bus Routes** – Saturday schedules are more limited, but most of the local weekday routes are driven on Saturday
- ◆ **10 Local Sunday Bus Routes** – Select routes have service on Sundays
- ◆ **5 Flex Service Areas** – On-demand, curbside, van-based service open to all passengers within certain bus service areas
- ◆ **HARTPlus Paratransit** – Transportation services for the disabled and those unable to utilize the fixed-route bus services
- ◆ **1 Downtown Trolley Route** – Downtown bus circulator providing service to destinations in and around downtown Tampa
- ◆ **TECO Streetcar Route** – Historic rail streetcars providing service to Downtown Tampa, Harbour Island, Channel District, and Ybor City
- ◆ **22 Park-n-Ride Lots** – Parking provided for those that use the transit system; three of the 22 lots are in other counties for regional connections

Despite extensive fixed route transit services within Hillsborough County, the County's large size and sprawling development means that 58 percent of residents and 38 percent of jobs are not served by an existing transit route (HART, 2015) (**Figure 11**). This results in a majority of County residents having no viable transportation option other than driving, which limits job opportunities for some of the County's lower-income residents.

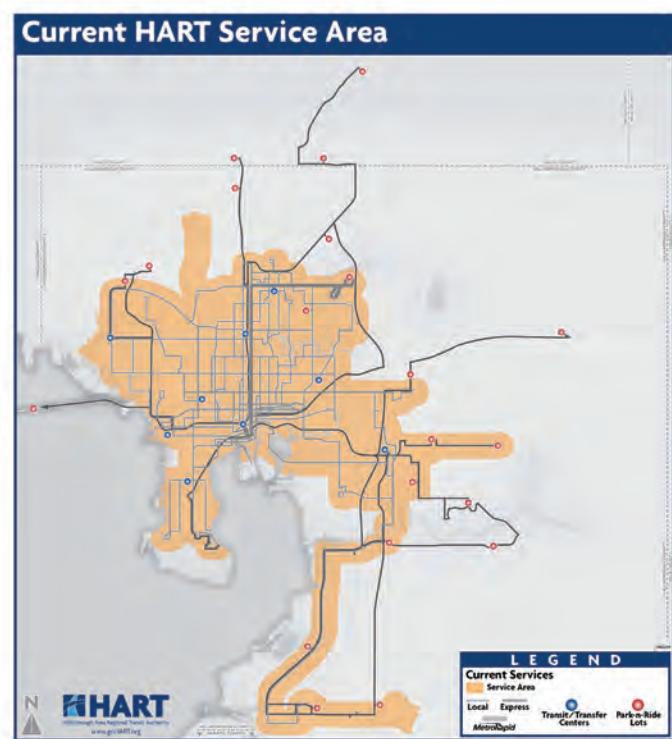


Figure 11: Current HART Service Area

Paratransit

The Americans with Disabilities Act (ADA) of 1990 prohibits discrimination and provides for equal opportunities for disabled individuals. Parts 27 and 37 of the act indicate that transportation entities must make "reasonable modifications/accommodations to policies, practices, and procedures to avoid discrimination and ensure that their programs are accessible to individuals with disabilities." The Florida Commission for Transportation Disadvantaged (CTD) was established in 1989 by the Florida Legislature to ensure transportation services to those that can not transport themselves, such as elderly or individuals disabled by physical condition, mental condition, or income. There are several paratransit services within Hillsborough County, which are described below. In addition to these services, HART also provides discounted fares to persons that are disabled, youth and seniors, or individuals covered by Medicare.

Throughout the *GO Hillsborough* outreach effort, we heard from seniors and disabled throughout our community. Currently, there are multiple mobility options for disabled and elderly persons within Hillsborough County.

Sunshine Line

The **Sunshine Line** coordinates rides throughout the County, providing door-to-door services for the elderly, persons with disabilities, and citizens unable to transport themselves. Services are available from 6am to 5pm Monday through Friday, with a cost range from \$0 to \$5. Individuals can call to reserve a ride at (813) 272-7272. According to Hillsborough Rides (March 2015 Edition), the Sunshine Line received a 98 percent approval rating for door to door services, based on client and rider surveys.



HARTPlus Paratransit

In addition to its fixed-route bus services and flex service areas, HART also provides its **HARTPlus Paratransit** service. These transportation services utilize Americans with Disabilities Act (ADA)-compliant vans for disabled persons who are unable to utilize the fixed-route bus services. Services are provided on demand upon reservation (one day in advance).



Other Paratransit

There are a number of various private companies that also provide Paratransit services to those in need, with prices and services that vary depending on vendor. Additional information regarding Paratransit services offered within Hillsborough County is available in the "Ride Guide: Your Guide to Getting a Ride in the Tampa Bay Region (2014 Edition)". Citizens can also call the disadvantaged helpline at 1-800-983-2435.

Biking and Pedestrians

Access to sidewalks and on-road biking facilities has expanded tremendously in Hillsborough County. Up to this point, most on-road bike facilities have been limited to striped lanes and shared-lane arrows. However, recently new bike lanes protected from traffic by an additional three-foot buffer like those on Platt and Cleveland Streets, are being implemented in Tampa. In total there are approximately 2,700 miles of sidewalks in Hillsborough County, 130 miles of roadways with bike lanes, 2.5 miles of roadways with shared use arrows, and 3.1 miles of buffered bike lanes in Hillsborough County. Less than one third of roadways in the County have



pedestrian sidewalks and a small fraction of roadways have bike facilities. In addition to the on-road pedestrian and bike facilities, there are also approximately 80 miles of paved trails and sidepaths across the County providing walkers, joggers, bike riders, and other users with recreational opportunities to travel completely separated from traffic (Hillsborough MPO, 2040 LRTP).

The importance of filling in the gaps in the bike and pedestrian network is reflected in the fact that the Tampa Bay region (including Hillsborough County) is one of the most dangerous places in the country to walk in or ride a bike. In 2014, the Tampa Bay region was ranked as the second worst nationally in pedestrian deaths by the National Complete Streets Coalition. Smart Growth America also reported that the Tampa-St. Petersburg-Clearwater area ranked as the second most dangerous place for pedestrians in the nation (Dangerous by Design, Smart Growth America, 2014). This makes it one of the most threatened areas for pedestrians in the United States.

A blue rectangular graphic containing two sections. The top section features a white silhouette of a person riding a bicycle. Below it is the text: "REALITY CHECK: 2010 saw an influx of bicyclist deaths on Hillsborough County roadways with a total of 12 fatalities—over twice the national average. What can we do to make roads safer for all?" The bottom section features a white silhouette of a person walking across a crosswalk. Below it is the text: "REALITY CHECK: Tampa Bay is ranked among the worst in the nation for pedestrian crash fatality rates." At the bottom left of the graphic is the citation: "Ref: National Highway Traffic Safety Administration, "2009 Ranking of STATE Pedestrian Fatality Rates""

Transportation Demand Management Strategies

Transportation Demand Management (TDM) consists of strategies to reduce or redistribute single-occupant vehicle travel, and incentivize alternative transportation modes. TDM strategies include rideshare (such as carpooling and vanpooling), telecommuting, flexible work hours, public transit, walking, and biking. These options offer commuters low cost opportunities to mitigate the number of cars on the road and ease congestion. Some private rideshare options new on the market provide an alternative to traditional taxicabs.

Today, the Tampa Bay Area Regional Transportation Authority (TBARTA) offers rideshare services and matching and emergency rides home within Hillsborough County and the surrounding counties. TBARTA coordinates carpools, vanpools, bike buddies, emergency ride home services, and school pooling options. This includes coordinating within and around Hillsborough County, with agencies and employers to offer citizens and workforce with opportunities and incentives to share rides, and take part in commuter tax benefits.

There are always low cost opportunities and partnerships within TDM that can be administered alongside improvements to the existing transportation network. This includes bolstering the rideshare program and partnering with employers.





CHAPTER 3:

Community Engagement

Community Engagement

Overview of Engagement Process

GO Hillsborough's community engagement was carefully designed to be thoughtful, collaborative, and inclusive. Its overarching goal was to understand, explore, and choose transportation options that relieve congestion, improve transit, and make sense in the daily lives of those that live and work in Hillsborough County. We used multiple strategies to reach, communicate, and understand citizen needs. Our engagement "tool chest" included six focus groups; branding – a name and visual identity; extensive traditional and online/social outreach; public workshops; speaking engagements; media relations; and a public opinion survey. This multi-faceted approach gave us the ability to reach out to and engage a wide variety of participants such as residents, civic organizations, community leaders, opinion leaders, stakeholders, business and civic leaders, and community groups.

Communications Goals

The unique communications goals were:

- ◆ Support broad community engagement and citizen input as well as ongoing dialogue among varied audiences, including traditionally marginalized communities;
- ◆ Stimulate interest in a meaningful community-driven transportation plan;
- ◆ Encourage personal relevancy and momentum around alleviating worsening congestion, addressing traffic flow and failing intersections, and improving transit; and
- ◆ Create a useful communications approach/template for other citizen-driven projects/initiatives.

Focus Groups

In November 2014, we began with a set of six facilitated focus groups, with each meeting lasting approximately 90 minutes. A total of 68 people participated in these discussions. The groups were demographically diverse, by gender, race, and political party affiliation. Based on these focus groups, we were able to make some generalizations to help us better engage with citizens as well as create consensus around a community-driven transportation plan.

It was immediately confirmed by the focus groups that we must involve our citizens in the design of a transportation plan. We learned that the ultimate plan must also reflect their daily reality and travel experiences, including their desire for improved road maintenance, better traffic flow, intersection improvements, and congestion relief.

We discussed the realities of the significant transportation revenue shortfall facing the County, Cities and Hillsborough Area Regional Transit (HART) and the worsening, negative impacts it is having on quality of life and economic stability. We learned that focus group participants did not make a distinction between state and local projects. Their perception was that transportation funding is flowing and readily available because of the extensive construction on state roads currently underway. Additionally, they expressed fatigue with "too much construction."

We learned that our plan must take into account the reality of the community's near universal dependence on the car as a sole means of transportation. We also learned that pedestrian and bike improvements were simply not as high of a priority as roadway capacity in citizens' daily lives. Further, and although based on very limited exposure or experience with it, we learned that the bus transit system is viewed as inadequate and in need of a complete redesign. That said, very few spoke negatively about HART specifically or the County transportation administration generally when finding flaws in the transit system.

Additionally, we learned that rail is not seen as a viable alternative to the vast majority of the citizens in the focus groups right now. They were skeptical because of the extremely spread out nature of the County. To these citizens, without dense concentrations of residential or work-hubs, rail transit is inefficient or too expensive. Many also questioned where such a system could physically

be placed given the roadway limitations with lanes relative to property lines and the option of underground placement being infeasible in Florida. Citizen input on rail transit seemed mostly positive when it either connects to Tampa International Airport, has a "branch" configuration throughout the County, or includes an elaborate bus feeder system to a main rail line.

Lastly, while supporting a tax increase of any kind is a difficult proposition, focus group participants did acknowledge that they viewed a sales tax as a more fair way to pay for transportation since everybody pays. They recognized that there are certain exempt products and services, such as groceries and medicine. They also liked that visitors and seasonal residents would contribute as well.

Name, Visual Identity, and Communication Tools

GO Hillsborough developed a consistent visual identity and a number of methods to clearly communicate throughout the community engagement process. All of the communications tools share a similar look, feel, and messaging to limit confusion among the citizens of Hillsborough County. The community engagement program used templates for presentations and letterhead, poster boards, banners, flyers, brochures, signage, and various social media and process graphics. These printed media are provided in **Appendix A**. *GO Hillsborough* created a database with over 3,200 opt-ins, and used "E-blasts" to send workshop and telephone town hall invitations, reminders, and other relevant communications to those on the list.

Website

The *GO Hillsborough* website (www.GOHillsborough.com) provided information about the *GO Hillsborough* initiative on the four public engagement phases thus far and will be utilized to enhance community discussion in the next phase. The website presented information and materials used at the workshops and the telephone town halls. Citizens could RSVP for a workshop, submit ideas and opinions, or read through the workshop discussion materials. The *GO Hillsborough* website received 11,944 visitors, with 8,311 unique visitors. The website received 92 comments submitted. These comments are summarized with the comments received from the public workshops.

11,944 Website Visits GOHillsborough.org
 184 YouTube Video Views
 2,737 Facebook Likes
 264 Twitter Followers
 849 I-Neighborhood App Visitors



GO Hillsborough
Your voices. Your choices.

ABOUT US | HELPFUL INFO & DOCUMENTS | NEWS & BLOGS | MEETINGS | CONTACT US

ISSUES & OPPORTUNITIES REPORT | J-NEIGHBORHOOD APP

UNDERSTANDING THE ISSUES | EXPLORING OPTIONS | MAKING CHOICES | FINDING CONSENSUS | YOUR VOICE

YOUR VOICES. YOUR CHOICES.

Over the course of the next several weeks, GO Hillsborough will present multiple opportunities to participate in creating our Community Transportation Plan. Whether through online or telephonic town hall meetings and social channels or through more than 36 interactive workshops, including discussions with elected officials, local government and transportation staff, everyone can have their voices and choices heard. So join us online, use the I-Neighborhood Project App, call in to a town hall meeting or leave your comments at 813-274-6922. The GO Hillsborough Team is interested in what you think and feel, and will be checking in and updating often.

Ongoing Engagement

Understanding the Issues → **Exploring Options** → **Making Choices** → **Finding Consensus** → **Integrating Project Specifics**

- 1. Public hearings, community forums, and surveys
- 2. Interactive workshops
- 3. Online engagement
- 4. Telephonic town hall
- 5. Community work sessions
- 6. I-Neighborhood Project App

Issues & Opportunities Report



I-Neighborhood App

The I-Neighborhood App has proposed transportation projects in the County and Cities viewable on a map to initiate community conversation. Anyone can click on icons to see potential projects such as a circulator in downtown Tampa, a new Bus Rapid Transit (MetroRapid) route along SR 60, or widening 46th Street from Fletcher Avenue to Skipper Road. It shows which projects throughout the community are popular; asks users to rate them and express which ones bring the greatest value; and allows users to weigh in on survey questions about roads, congestion, and other transportation related matters. To date, we have had almost 850 visitors to the I-Neighborhood App. Comments received through the I-Neighborhood App are summarized with the workshop comments.

Social Media

Our Facebook page poses questions to stimulate discussions and provides relevant information and news articles, meeting reminders, photos, and updates from meetings. The Facebook page also provides a forum for community dialogue and exchange. To date, we have more than 2,700 people or groups who "liked" GO Hillsborough. Ongoing throughout our engagement process, we have had active participation daily. Discussion topics have included fixing our roads and intersections, improving our transit system, making walking and biking safer, and even the value of embracing new technology and ride-sharing. The top 10 topics of conversation on the Facebook page and the number of people (sorted from highest to lowest count) who mentioned these issues are summarized in **Table 1** and all of the discussion topics are found in **Appendix B**. The full Facebook comments are provided in **Appendix C**.

Table 1: Most Common Topics from Facebook Comments

Issue	Count
Pro Transit	150
Funding/Government Spending	85
Safety	73
Quality of Life	71
Existing Transit Bad/Wasteful	67
Pro Bus/Shuttle	66
Enforcement/Education	56
Pro Sidewalks/Bike Lanes/Crosswalks	45
Pro Rail	44
Pro Extended Transit Hours	42



"Traffic in Tampa Bay was tolerable, but now is horrible, and drains me from my life. I'm severely disappointed in our transportation system."

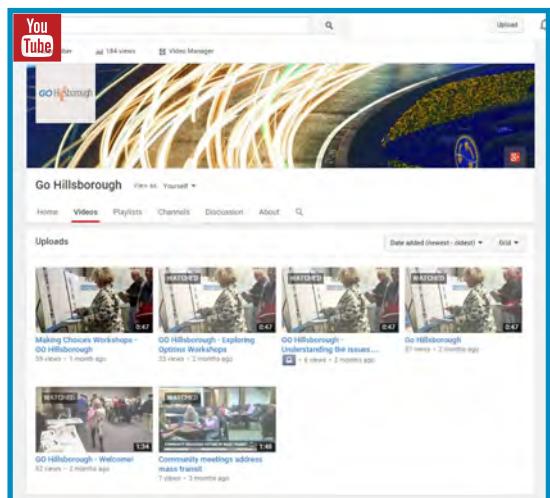


"Our roads have been de-funded over the years - result is congestion and crumbling roads."



Our Twitter site has 264 followers. The *GO Hillsborough* team Tweeted milestones and other important information during the process: public workshops, telephone town halls, publication of the Issues and Opportunities Report, press coverage, and survey questions. The Twitter posts are provided in **Appendix A**.

Our YouTube video page contains five videos and has received 184 views. The videos provide information about the community workshops and show scenes from the workshops to encourage people to attend and participate.



Comment Line

On the *GO Hillsborough* comment line (813-274-6922) citizens could call and leave a message with ideas and views. When a response was necessary, staff would return phone calls to talk with citizens and answer questions. Throughout this process, we received 107 telephone calls. These comments are summarized with the public meeting comments in **Appendix C**.

Interactive Workshops

The interactive workshops and telephone town halls were the centerpiece of the community participation process, shown in **Figure 12**. Beginning in February 2015, we presented citizens, businesses, and organizations throughout Hillsborough County with multiple opportunities to actively participate and provide their thoughts and opinions about our worsening transportation system and its impact on their neighborhoods and the broader community. This extensive and unprecedented public engagement effort was intended to understand citizens' transportation issues, explore ideas and approaches that may bring value to them, and then find general consensus among the widely varied needs of the entire community.

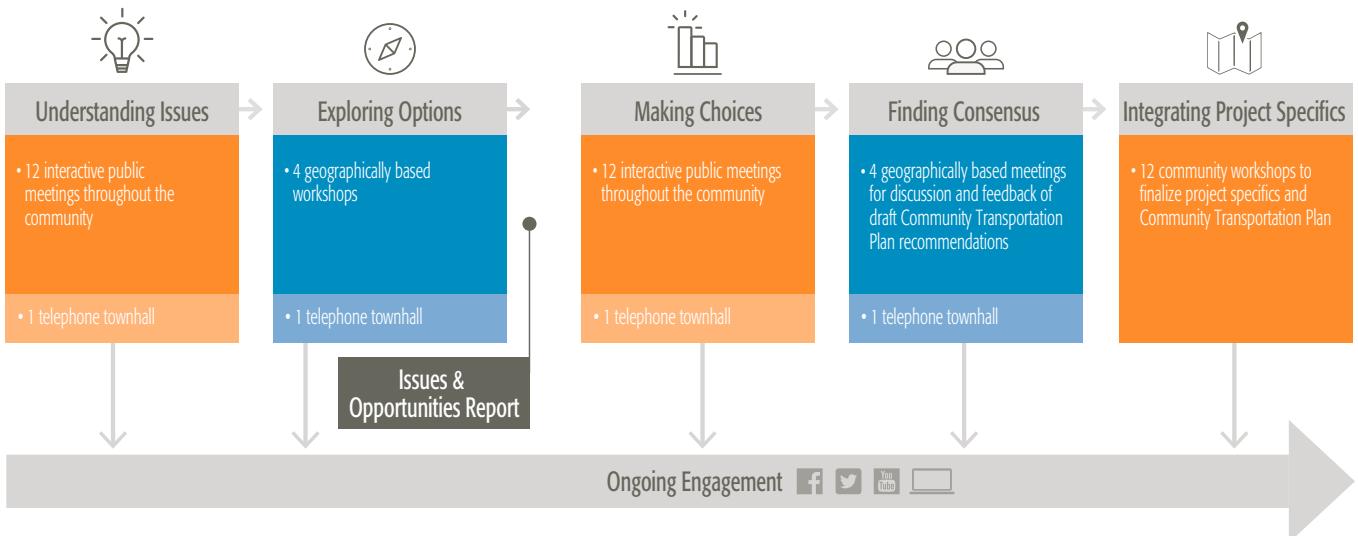


Figure 12: Community Engagement Process

To date, *GO Hillsborough* conducted more than 32 open-house style workshops, with displays and stations arranged to facilitate meaningful discussions between members of the community and local government leaders and staff, and four telephone town hall meetings. The website, Facebook, Twitter, I-Neighborhood app and telephone comment line supplemented the interactive workshops as part of the engagement process. Moving forward, another series of 12 interactive workshops will be scheduled to integrate specific projects into the Community Transportation Plan.

These initial 36 interactive public meetings were split into two main stages with two phases in each stage. The first stage, Voices, included 12 workshops in eight geographical regions, four regional meetings to provide geographic context, and two telephone town halls. The Voices stage culminated in an “Issues and Opportunities” report to provide “halfway point” feedback based on citizen input and discussions.

The Choices stage was the second round of 12 workshops, four regional meetings, and two telephone town halls that delved further into potential transportation options. The Choices stage focused on identifying areas of consensus and commonality among communities on their priorities. Importantly, only after we understood the citizen feedback did we begin to discuss strategy and funding options for the Community Transportation Plan.

The four regions for the open-house workshops are shown in Figure 13.

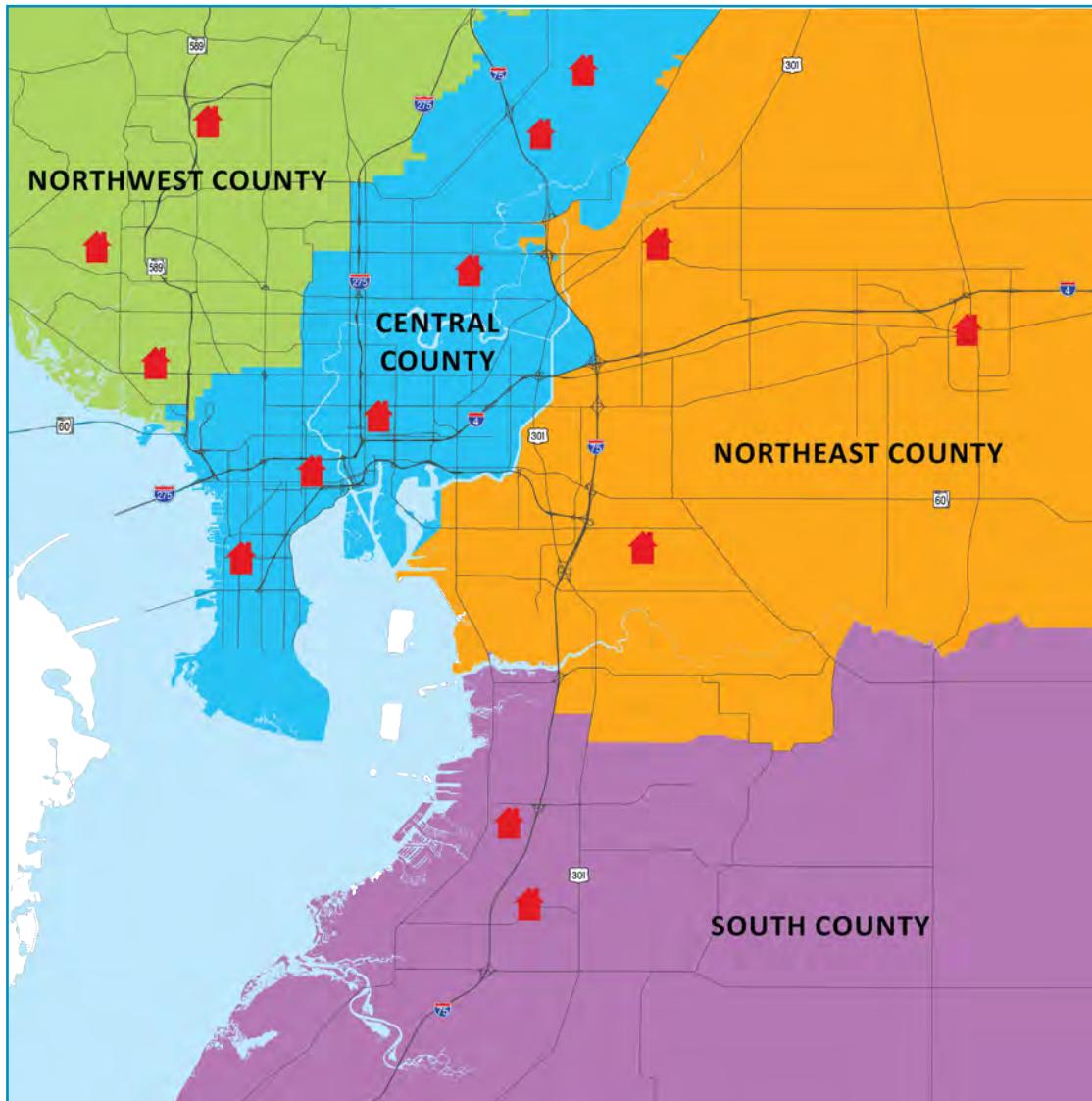


Figure 13: Public Meeting Locations

Community Engagement Statistics

Citizens responded overwhelmingly and appreciatively to the various opportunities to participate and have their voices and choices heard. In fact, one large community submitted a petition with 900 signatures to support resurfacing roadways in their neighborhoods. More than 25,000 people participated in a workshop or telephone town hall (see **Table 2**). All public meeting sign-in sheets are found in **Appendix D**.

"The exchange of ideas and information was enlightening."

"It was very informative and I appreciate being able to discuss options..."

We offered numerous ways for people to get involved; talk to County and City representatives; ask questions; and provide comments, ideas, and suggestions. The community engagement process reached thousands of people throughout Hillsborough County. We received more than 1,500 comments via various feedback opportunities. Citizens suggested more than 800 projects or transit services in all transportation project types. All comments received through June 1, 2015 are summarized in this report.

Table 2: Total Number of Participants

Workshop/Meeting	Attendance
Understanding the Issues Workshops	896
Exploring Options Workshops	204
Making Choices Workshops	616
Finding Consensus Workshops	190
Total Workshop Attendance	1,906
Understanding the Issues Telephone Town Hall	6,028
Exploring Options Telephone Town Hall	6,024
Making Choices Telephone Town Hall	5,876
Finding Consensus Telephone Town Hall	5,924
Total Telephone Town Hall Attendance	23,852
Total Attendance	25,758



1,254
comment forms
received from workshops



107 comments from
comment line



251 
unique citizen projects mapped
through workshop map activity

Over **2,100** Facebook Wallposts



208 comments received
outside workshops

 **144** 144 website & I-Neighborhood
app comments

 **51** non-attendee
comment forms

 **13** other
comments

830 projects/services suggested
via comment form, email,
or comment line

WHAT CITIZENS SAID ...



Top Countywide Priorities

- Maintenance
- Better Roads
- Transit Options
- Intersections
- Sidewalks/Bike Lanes

Ongoing Public Engagement

- Citizens **WANT** to be involved and have their voices heard
- They appreciate being given the opportunity to participate
- They desire to be a part of the process in future phases
- They aspire to be part of the process to create a Community Transportation Plan for **THEIR** community

Feedback

- Support for Sales Tax
- Support for Gas Tax
- Recognize that sales tax brings in more revenue to fund our immense needs

Citizens Recognize Needs

- Roads need resurfacing
- Transit is limited
- There are few options
- Bike & pedestrian facilities are lacking
- Funding is not available

Community Values

- Quality of Life
- Safety
- Alternative Transportation
- Choice
- Health/Environment



Citizen Suggested Projects

Advanced Traffic Management System		32	Intersection Improvements		122
New Roads/Widening		113	New Traffic Signals		33
Resurfacing		66	Bike/Pedestrian		122
New/Expanded Transit Routes (bus, rail, trolley, ferry)		213	Other		84
Improved Transit Service and Hours		45		TOTAL	830

Workshop Schedule and Process

Each of the sessions was designed to be highly participatory and interactive and built upon the previous one. The engagement process stepped through four important phases: Understanding the Issues, Exploring Options, Making Choices, and Finding Consensus.

In addition to the “open house” meetings, we also held four telephone town halls, one at the end of each phase to allow convenient community participation. This allowed citizens to participate in creating the Community Transportation Plan from their homes and offices and learn more about transportation generally as well as how to become even more involved in *GO Hillsborough*.



We widely distributed a Your Voices Your Choices brochure which described the *GO Hillsborough* initiative, announced the workshops, and explained the four-step engagement process, and how to get involved. We sent an E-blast announcing the public workshops to each person who opted in to receive communications from us. The social media tools and website were used to announce the workshops, gather feedback from citizens, and report back findings from the workshops. We also placed 1,620 meeting notification signs (a minimum of 40 for each meeting) on the corners of major intersections throughout the County.

A comment form was available at every public workshop for citizens to express their ideas, opinions, and suggestions. They could drop the form in the box provided at the meeting or take it home to fill out and mail in. The comment forms provided valuable information for staff to understand community wants and needs. All comments received through June 1, 2015 are included in this report.

Transportation Public Meeting

Date: _____

Time: _____

Location: _____

GOHillsborough.org | Comment Line: 813.274.6922



Understanding the Issues

In "Understanding the Issues," we talked through issues that ranged from basic health and safety – such as getting a fire engine or ambulance to reach the location of an emergency situation – to where residents live, to when (and how) they get to work. This phase consisted of 12 interactive workshops held all around the County. To wrap up the 12 in-person workshops we also conducted a telephone town hall whereby participants could ask questions and learn more about the transportation issues our community faces. We discussed how products get to and from local stores and the importance of considering our environment. Our conversations evolved to worsening traffic flow and bottlenecks and, as importantly, the negative impact that congestion has on the daily life of the citizens of the County and the Cities.

List of Meeting Locations/Dates/Attendees

The 12 workshops were held all around the County to reach as many people as possible (**Table 3**).

Table 3: Understanding the Issues Workshops

Meeting Location	Region	Date	Attendance
Mt. Olive A.M.E Church	West Tampa	February 17	44
Town 'n Country Regional Public Library	Westchase/Town 'n Country/Carrollwood	February 19	54
Waterset Landing Café	South County-Apollo Beach	February 23	94
Ragan Park	Central and East Tampa	February 24	33
SouthShore Regional Library	South County – Sun City	February 26	211
Manhattan Avenue United Methodist Church	South Tampa	March 2	74
Bell Shoals Baptist Church	Brandon/Riverview	March 3	79
New Tampa Community Park	New Tampa	March 9	52
Omar K. Lightfoot Center	Temple Terrace	March 10	71
St. Timothy Catholic Church	Northwest	March 12	73
Thonotosassa Library	Thonotosassa	March 16	66
Trinkle Center	Northeast – Plant City	March 17	45
Total Workshop Attendance			896
Telephone Town Hall	Countywide	March 19	6,028
Total Understanding the Issues Attendance			6,924

Description

Each open house workshop was set up with seven stations containing informational display boards and a video presentation loop to show a sense of the magnitude of the issues our community is facing, and activities. As citizens entered, they received a comment form and a description of the stations to guide them through the room and displays.

At the stations, we presented a community snapshot with demographics, the extensive countywide infrastructure assets, our limited transit system, and the transportation related issues we are facing. Maps showed constrained roads, congested intersections, and safety issues. We reviewed the information showing the difficulty Hillsborough County has keeping up with its maintenance and resurfacing needs— much less keeping up with our current and future needs, even though the County has invested more than \$1.3 billion in transportation over the last 20 years. Lastly, we showed how all of these transportation issues impact our quality of life – from our safety to our time and money, both now and in the future. Attendees then went on to Stations 6 and 7 where they participated in two activities. The instruction guide sheet, display boards, presentation slides, and comment form are in **Appendix E**.

Activities: Dot and Kitchen Table Exercises

Stations 6 and 7 were interactive activities where participants expressed their transportation priorities. In the “Dot” Exercise, each person received four round stickers and used them to prioritize what types of transportation projects are important to them. There were 13 different project types for attendees to consider and prioritize. (They could place all of them on one priority or distribute them among four priorities.)

Then, at the “Kitchen Table” map exercise they were able to look at the transportation network in their community and potential projects, and add projects they wish to see in their community. Many people gathered, studied, and drew on the map, and discussed their ideas, thoughts, and opinions with one another. **Appendix E** shows maps and projects as presented to the public and **Appendix F** shows maps marked up by the public.

Activity Results

The results of the feedback we received from the Dot Exercise showed that each region of the County has its own priorities and needs when it comes to transportation, specifically:

- ◆ In West County **resurfacing** is the highest priority
- ◆ In Central County **new and expanded transit routes** is the highest priority
- ◆ In East County **resurfacing** is the highest priority
- ◆ In South County **new roads/widening** is the highest priority

“We need more options!!!”





However, although Hillsborough County is diverse, its residents also share a great amount of values and priorities. When narrowing the feedback into geographic areas of the County and cross-referencing with neighborhood priorities, there was emerging consensus around the same five key areas: resurfacing, new roads/widening, new/expanded transit routes, intersection improvements and sidewalks/bike lanes. One immediately clear area of consensus and the highest priority is resurfacing and maintenance. **Figure 14** shows the countywide rankings. **Tables 4 and 5** show the top five priorities for the County and the rankings by regions within the County. **Appendix F** shows photos of the dot activity boards.

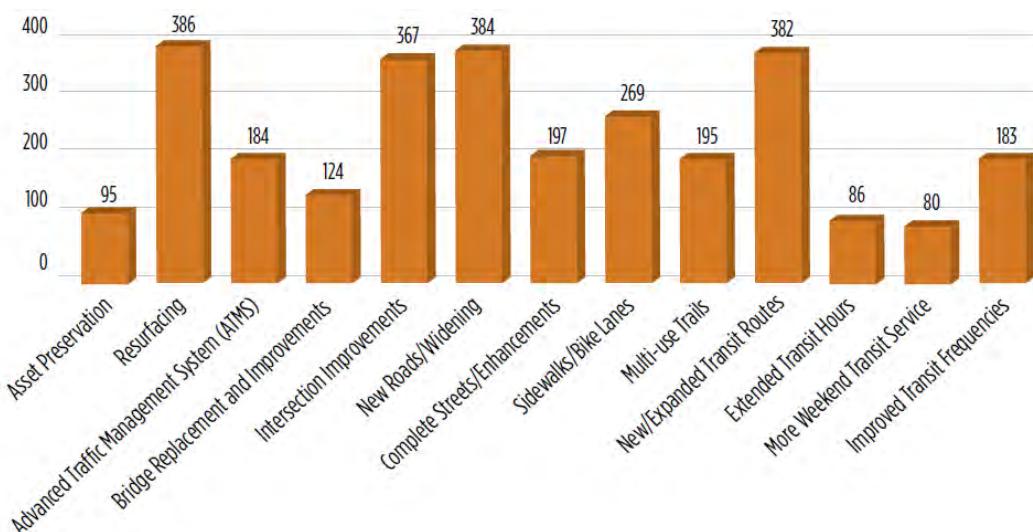


Figure 14: Rankings throughout Hillsborough County





Table 4: Top 5 Priorities throughout Hillsborough County

Priority	Count
Resurfacing	386
New Roads/Widening	384
New/Expanded Transit Routes	382
Intersection Improvements	367
Sidewalks/Bike Lanes	269

Table 5: Rankings by County Regions

Priority	County Region				
	West County	Central County	East County	South County	Total
Asset Preservation	18	21	31	25	95
Resurfacing	76	76	121	113	386
Advanced Traffic Management System (ATMS)	30	58	36	60	184
Bridge Replacement and Improvements	17	28	8	71	124
Intersection Improvements	53	74	70	170	367
New Roads/Widening	62	28	74	220	384
Complete Streets/Enhancements	18	102	27	50	197
Sidewalk/Bike Lanes	46	109	40	74	269
Multi-use Trails	40	69	23	63	195
New/Expanded Transit Routes	56	179	83	64	382
Extended Transit Hours	14	37	15	20	86
More Weekend Transit Service	12	39	12	17	80
Improved Transit Frequencies	20	97	24	42	183
	462	917	564	989	2,932

West County: Northwest Tampa/Westchase/Town 'n Country/Carrollwood; East County: Northeast Tampa/Plant City/Brandon; Central County: West Tampa/South Tampa/Central Tampa/East Tampa/Temple Terrace/New Tampa; South County: South County/Sun City

Interestingly, when priorities were viewed on a map of the County, we learned that while Central Hillsborough and South Hillsborough have very different priorities, there are similarities between geographic areas (**Figure 15**). West, East, and South Counties all had consensus that roads are a priority. Similarly, West, Central, and East Counties had consensus for transit as a priority. Both transit and roads were relatively equal in prioritization response (**Table 6**).

We also received very helpful information and requests about specific projects that are of importance to the community. We collected nearly 350 map activity project comments during the public meetings, resulting in 251 unique projects. Those projects are aggregated by type in **Table 7**. Specific project discussions are being planned for August through December 2015 to address priority, feasibility, and timing.

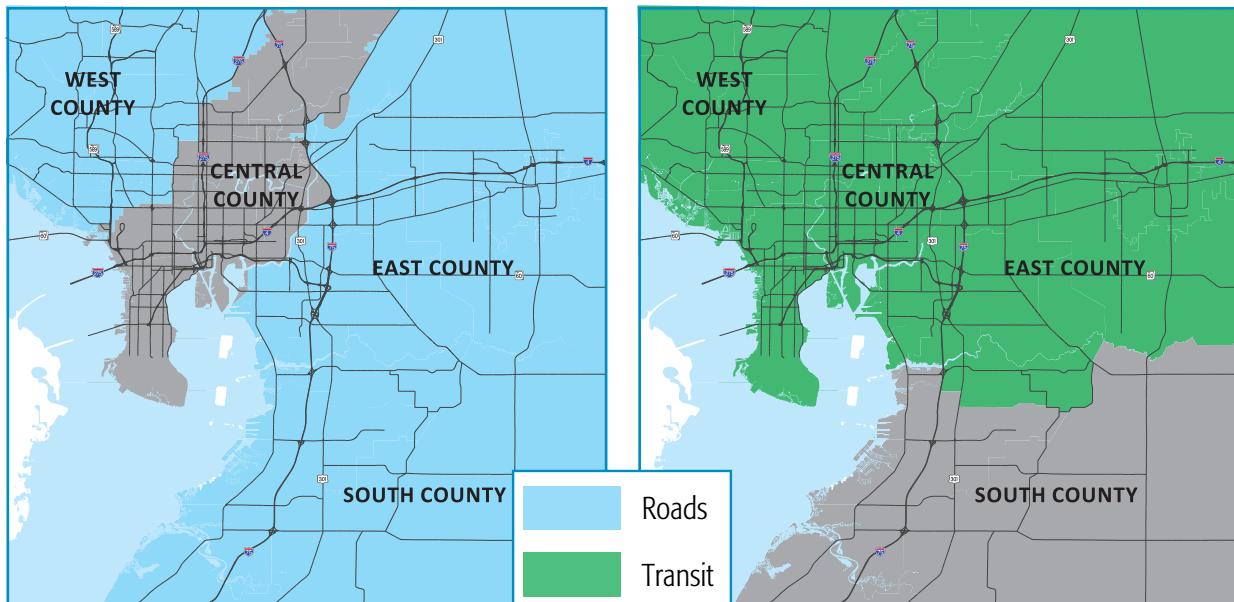


Figure 15: Northeast and Northwest Prioritized Roads and Transit

Table 6: Top 5 Priorities by County Regions - Emerging Consensus

Priority	Count
Advanced Traffic Management System (ATMS)	Roads 765
New Roads/Widening	
Complete Streets/Enhancements	
New/Expanded Transit Routes	Transit 731
Extended Transit Hours	
More Weekend Transit Service	
Improved Transit Frequencies	

Table 7: Citizen Mapped Projects by Type

Type of Project	Count
ATMS	3
Bike/Pedestrian Facilities	41
Complete Street	11
Grade Separation/New Interchange	9
Intersection Improvement	72
Fixed Guideway/Bus Rapid Transit/Light Rail	17
New Road	23
Noise Wall	3
Resurfacing	17
Road Widening	31
Trails	12
Transit	11
Water Ferry	3



Comments

Between February 12th and March 23rd (Understanding the Issues) citizens submitted 662 comment forms, comments through the website, and comments on the comment line. The common subjects we heard in these comments mirrored what we heard from the Dot Exercise. Transit, intersection improvements, bike and pedestrian facilities, and resurfacing are high priorities for the community. The comments also confirmed that safety and quality of life, as they relate to transportation, are top concerns. The top 10 topics with the number of people mentioning them are summarized in **Table 8**, sorted from highest to lowest count. All of the topics can be found in **Appendix B**.

All of this feedback demonstrates that transportation is important for everyone in the community and that it is critical for us to unite to create a Community Transportation Plan that benefits everyone. The completed comment forms are in **Appendix C**.

In addition to the general open-ended comments, the comment form asked citizens several questions to help the *GO Hillsborough* team understand community travel patterns and transportation priorities. Almost 76 percent of respondents stated car is their usual mode of transportation. When asked to "Rate the quality and safety of transportation in your community" most transportation assets were ranked, on average, between 2.14 and 2.75 out of 5, with only bridges ranking slightly higher. The responses to these questions are summarized in **Tables 9 and 10**.

Table 8: Most Common Topics of Understanding the Issues

Issue	Count
Pro Transit	350
Pro Intersection Improvements	291
Pro New Roads/Widening	258
Pro Sidewalks/Bike Lanes	239
Pro New/Expand Route	233
Pro Resurfacing	231
Safety	214
Quality of Life	186
Congestion	139
Pro ATMS	127
Pro Rail	127

Table 9: What is Your Usual Mode of Transportation?

Mode	Count
Bike	66
Bus	33
Car	532
Walk	73

Table 10: Rate the Quality and Safety of Transportation in your Community (out of 5)

Transportation Facility	Count
Roads	2.75
Intersections	2.54
Bike/pedestrian Facilities	2.27
Bridges	3.15
Transit	2.14

To complement the Dot Exercise, the comment form also asked citizens to choose the four project types that are most important to them. The results of the question on the comment form are comparable to the results of the Dot Exercise with the same project types revealed as priorities. These results are summarized in **Figure 16**.

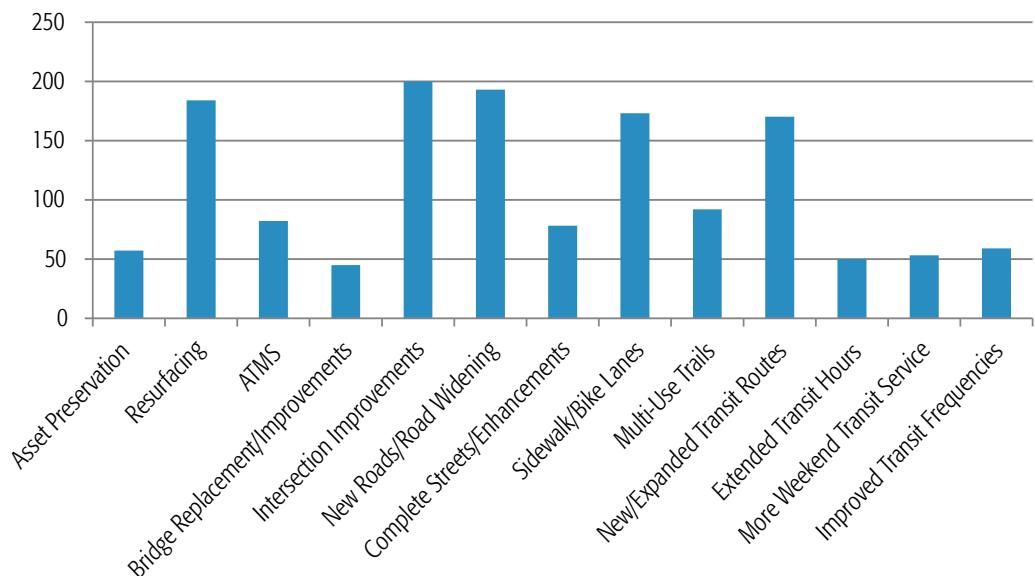


Figure 16: Project Type Priorities from Comment Forms

Exploring Options

Description

During the “Exploring Options” phase we hosted four large geographical sessions across the County and a second telephone town hall. We created context among a larger region to further develop perspectives on how the greater community sees itself fitting together our values as they relate to transportation. We talked about realities and possibilities, ensuring public safety and taking care of what we already have. We also reported back key issues and feedback from the Understanding the Issues series.

Again, the sessions were set up with multiple stations and attendees received a description of the stations as a guide and a comment form. At the stations we provided a recap of the Understanding the Issues phase for those who had not previously attended or as a refresher for those who had. We summarized the results from the Understanding the Issues activities, which illustrated the similarities and differences between the different communities within the County. Lastly, we exhibited the projects citizens mapped during Understanding the Issues. The station directions, display boards, and comment form are shown in **Appendix E**.





A video presentation showed the crisis we are facing regarding transportation and initiated the conversation about funding. Even if we insist that future development pay an increased and equitable share, we leverage grants, and consider tolling where feasible, we still won't have enough money to pay for our transportation priorities. We then posed the question of the potential revenue sources for transportation. The presentation slides are provided in **Appendix E**.

List of Meeting Locations/Dates/Attendees

The four open house workshops covered larger regional areas of the County, but were open to anyone (**Table 11**).

Table 11: Exploring Options Workshops

Meeting Location	Region	Date	Attendance
Omar K. Lightfoot Center	New Tampa/Temple Terrace/Central and East Tampa/University/West and South Tampa	March 24	45
Bell Shoals Baptist Church	Brandon/South County/Sun City	March 26	57
Town 'n Country Regional Public Library	Westchase/Town 'n Country/Carrollwood	March 30	45
Trinkle Center	Northeast/Plant City	March 31	57
Total Workshop Attendance			204
Telephone Town Hall	Countywide	April 2	6,024
Total Exploring Options Attendance			6,228

Activity: Dot Exercise

To further narrow the commonalities and differences, maintain consistency, and affirm priorities, we again used a Dot board exercise. This time the list of project types was refined into five overarching project categories. Participants were to consider these top countywide priorities of maintenance, roads, transit, bike/pedestrian facilities, and intersections and rank their top three priorities using the dots provided. The comment form also asked their opinions on the countywide transportation priorities.



Activity Results

During our engagement, and through feedback regarding issues and concerns, we were able to get a clear picture of community values. As our conversations further developed, the identified priorities tracked well with those values and, most importantly, several opportunities that can lead to an effective Community Transportation Plan became apparent. The results of the Dot Exercise in Exploring Options affirmed the consensus that **maintenance is our top priority**.

Again, the different areas of the County have different priorities, but we did find an emerging consensus on many issues. We discovered that values are the same across the County. We all regard safety and quality of life as invaluable assets. Mobility, choices, health/environmental, and stewardship are also critical issues of concern. **Appendix F** shows photos of the dot activity boards.

Comments

Between March 24th and April 5th (Exploring Options) citizens submitted 161 comment forms, comments through the website, and comments on the comment line. The topics from Exploring Options aligned with the main topics from Understanding the Issues, confirming that maintenance is a high priority, along with transit and new roads. The top 10 themes or topics of discussion from all of the various commenting methods and the number of people mentioning them (sorted from highest to lowest) are shown in **Table 12**. All of the topics can be found in **Appendix B**. The completed comment forms are in **Appendix C**.

In addition to the general open-ended comments, the comment form asked several questions about transportation priorities for their neighborhood, resurfacing as a priority, and the countywide ranking of project types. Recognizing that each community has different needs, the comment forms were tailored to each neighborhood, asking if they agree with the priority for that specific neighborhood. The numbers of respondents agreeing with each of these questions are shown in **Table 13**.

Table 12: Most Common Topics from Exploring Options

Issue	Count
Pro Resurfacing	101
Pro Transit	62
Pro New Roads/Widening	45
Pro Intersection Improvements	38
Pro New/Expand Route	38
Safety	36
Pro Sidewalks/Bike Lanes	32
Pro Asset Preservation (Maintenance)	29
Congestion	20
Public Involvement Process/Procedures	19

Table 13: Number of Respondents Who Responded "Yes"

Date	Neighborhood	# Agree with Neighborhood Priority	# Agree Resurfacing is Top Need	# Agree with Countywide Ranking
March 24	New Tampa/Temple Terrace/Central and East Tampa/University/West and South Tampa	20	19	17
March 26	Brandon/Riverview/South County/Sun City	19	18	8
March 30	Northwest/Westchase/Town 'n Country/Carrollwood	12	16	11
March 31	Northeast/Plant City	18	20	17

Issues and Opportunities Report

At the end of the Exploring Options phase, the mid-point of the public engagement process, we published an Issues and Opportunities Report (February-April 2015). This report summarized the engagement process and results of the qualitative data we received. The Issues and Opportunities Report identified the issues, values, priorities, and opportunities, as identified through community discussion.

The Issues and Opportunities Report provided an overview of the two initial phases of the community engagement process. It described the public workshops and the information presented. The report highlighted the critical situation the County faces regarding transportation and how the situation affects our quality of life. The report summarized the identified issues and the values the citizens of this County cherish. The five top priorities identified are:

- ◆ Maintenance
- ◆ Better Roads
- ◆ Transit Options
- ◆ Intersections
- ◆ Sidewalks/Bike Lanes

Based on these identified issues and priorities, we discovered important opportunities that we can take advantage of to improve our transportation system and ultimately our quality of life. The issues and opportunities are exhibited in **Figure 17**. The Issues and Opportunities Report provided valuable insight for the next phases of the process. The full report is in **Appendix G**.

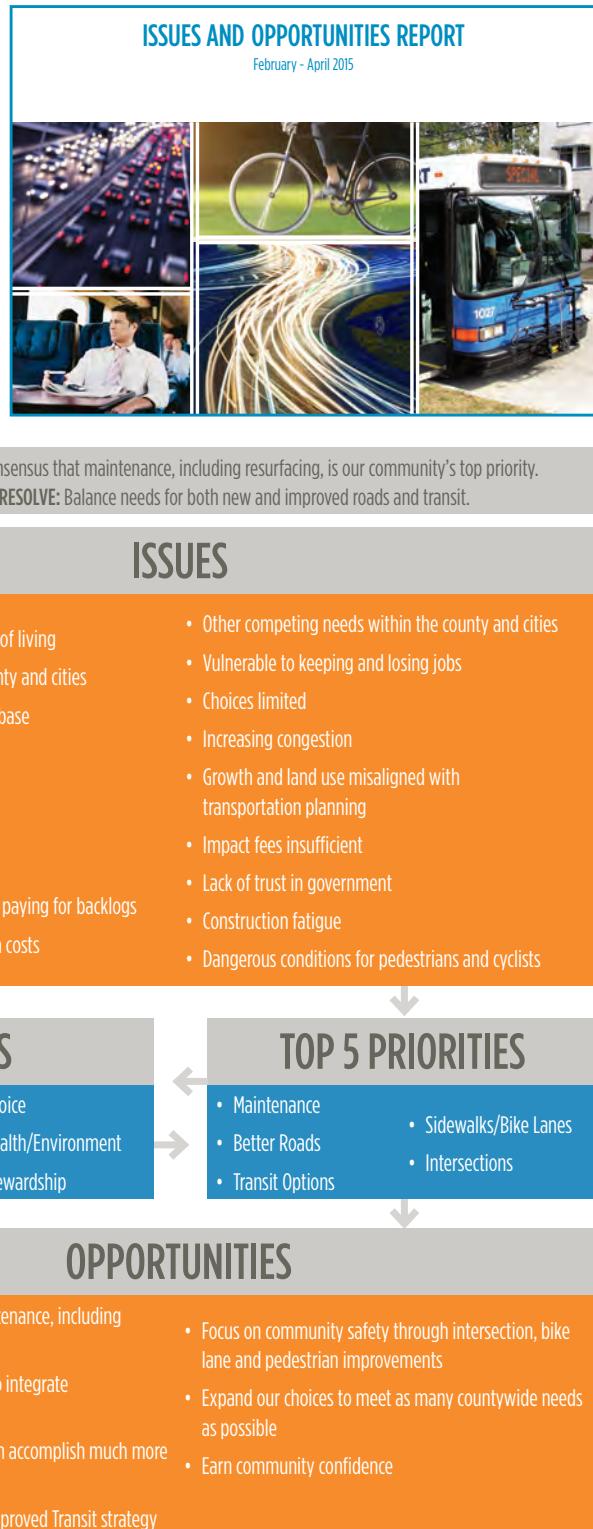


Figure 17: Issues and Opportunities for Hillsborough County

Making Choices

Description

The “Making Choices” phase was all about choosing where we go next. What revenue source do we seek? How do we allocate the resources to our transportation needs? This is where we begin balancing a transportation system of roads and public transportation to minimize stop-and-go congestion and inconsistent travel times, to better protect pedestrians and bicyclists, maintain what we have, and improve our standard of living. We hosted 12 more neighborhood open house meetings and a telephone town hall.

As in previous phases, the sessions had multiple stations and guiding directions. As a reminder and/or as background material, booklets with copies of displays from the Understanding the Issues and Exploring Options phases were provided. We also presented the results from the first two Dot Exercise activities and how each of the four regions of the County responded, demonstrating that maintenance is the top priority countywide.

Next we presented average costs for general project types, such as road widening, resurfacing, and sidewalks and bike lanes. This showed the magnitude of costs for transportation projects to provide an understanding of funding needs. After citizens got an idea of the magnitude of costs we are facing for all the needs in the County, they then considered how to pay for these needs. We presented general information about transportation revenue sources. Information described potential funding sources, how much they can generate, and what they can pay for. The guiding directions and display boards are in **Appendix E**.



List of Meeting Locations/Dates/Attendees

The 12 meetings were held in the eight regions of the County (**Table 14**).

Table 14: Making Choices Workshops

Meeting Location	Region	Date	Attendance
SouthShore Regional Library	South County/Sun City	April 6	86
Upper Tampa Bay Regional Public Library	Westchase/Town 'n Country/Carrollwood	April 7	35
Ragan Park	Central and East Tampa	April 9	43
Manhattan Avenue United Methodist Church	West and South Tampa	April 13	86
Bell Shoals Baptist Church	Brandon/Riverview	April 14	62
Mt. Olive A.M.E Church	West Tampa	April 16	26
New Tampa Regional Library	New Tampa	April 20	74
Waterset Landing Café	South County	April 21	40
Trinkle Center	Northeast/Plant City	April 23	22
Thonotosassa Library	Thonotosassa	April 27	32
Omar K. Lightfoot Center	New Tampa/Temple Terrace/University	April 28	75
St. Timothy Catholic Church	Northwest	April 30	35
Total Workshop Attendance			616
Telephone Town Hall	Countywide	May 4	5,876
Total Making Choices Attendance			9,492

Activity: Questionnaire

The same presentation loop shown during Exploring Options was shown for newcomers and as a refresher. After viewing the presentation and examining the information at all the stations, attendees then considered where potential revenue sources could come from and provided feedback. Citizens discussed and weighed in on a gas tax, property tax, and sales tax and how much money each one could potentially raise. We also described which revenue sources can be spent on different project categories. It was also important to explain to citizens three important assumptions:

- ◆ Developers will pay an increased and equitable share
- ◆ Tolling will be considered where feasible
- ◆ Federal and state grants will be leveraged





TRANSPORTATION REVENUE SOURCES

Assumes new growth will pay an increased and equitable share, and Federal and State grants.

Revenue Sources	How does it work?	How much does it generate?	Who pays for it?
Gas Tax	Local option levied up to 5 cents per gallon of gasoline. May be authorized by a super majority, County Commission vote, or by referendum.	One penny per gallon raises approximately \$5 million every year. All five pennies per gallon raises approximately \$25 million annually.	Residents Tourists Businesses Visitors (or anyone else)
Property Tax	Taxes levied on real estate and intangible personal property by local government. Tax amount is based on the taxable value of property. May be authorized by County Commission and/or City Councils. For example, in Hillsborough County 1 mill on an average home with \$140,000 assessed value yields \$175 annually.	\$68.4 million Countywide	Property Owners
Community Investment Tax (CIT)	One half percent of local option sales tax levied on the purchase of goods and services at the point of sale (basic needs such as groceries and medicine excluded). Unavailable until 2027. May be reauthorized by countywide referendum.	\$0 until 2027 \$100 million average per year	Residents Tourists Businesses Visitors (or anyone else)
Sales Tax (Local option Transit Surtax)	One percent local option sales tax levied on the purchase of goods and services at the point of sale (basic needs such as groceries and medicine excluded). May be authorized by countywide referendum.	\$200 million average per year	Residents Tourists Businesses Visitors (or anyone else)

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WHAT REVENUE SOURCES CAN PAY FOR

Assumes new growth will pay an increased and equitable share, and Federal and State grants.

Revenue Sources	Property Tax	Gas Tax	Community * * Investment Tax	Sales Tax
Maintenance	Capital	✓	✓	✓
	Operating	✓		✓
Roads	Capital	✓	✓	✓
	Operating	✓		✓
Transit	Capital	✓	✓	✓
	Operating	✓		✓
Bike/Ped	Capital	✓		✓
Intersections	Capital	✓	✓	✓

* Not all trails available

** Unavailable until 2027

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However, even with these revenue sources, there will still not be nearly enough to fund our needs. For the activity during this phase, attendees responded to the question on the comment form. We asked given these three assumptions, "are you willing to consider an increase in any of the following funding sources for transportation improvements?" The questionnaire included property tax, gas tax, and sales tax; and citizens could circle Yes, No, or Don't Know. Citizens could check all that they are willing to support.

The comment form also asked "Given the priorities that have emerged, what percentage of transportation funding should be committed to each priority." The four categories are Maintenance & Safety, Roads, Transit, and Bike/Pedestrian features. They were asked to split 100 percent among these four priorities.

Activity Results

As a result of the responses on the comment forms, we found an emerging consensus supporting a Gas Tax (73 percent said yes) or Sales Tax (72 percent said yes) to fund our transportation needs with maintenance as the largest allocation, followed by transit, roads, and bike/pedestrian (Figure 18).

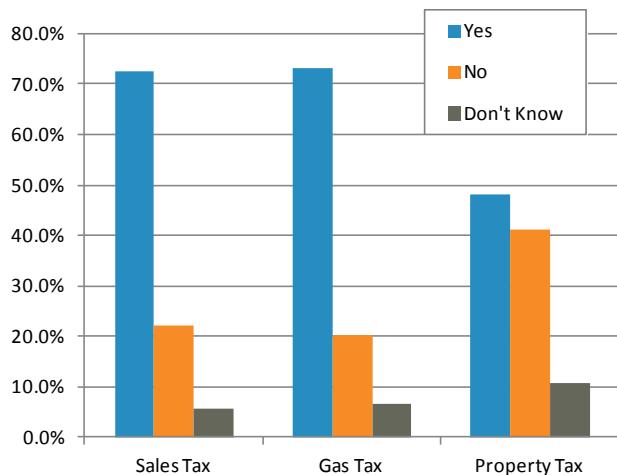


Figure 18: Are you Willing to Consider an Increase in Tax?



Comments

Between April 6th and May 10th (Making Choices) citizens submitted 592 comment forms, comments through the website, and comments on the comment line. In addition to responding to the questionnaire as the workshop activity, those filling out the comment forms could also communicate other ideas, projects, and suggestions. Since the subject of Making Choices was funding, the focus of the comments was different than previous phases which had concentrated more on the needs and issues. The top 10 topics of the comments from all of the various commenting methods and the number of people mentioning them (sorted from highest to lowest) are shown in **Table 15** and all of the topics are in **Appendix B**. The completed comment forms are provided in **Appendix C**.

Table 15: Most Common Topics of Making Choices

Issue	Count
Pro Transit	171
Funding/Government Spending	127
Quality of Life	89
Pro Rail	74
Development & Transportation Link/Developer Fees & Approval	69
Pro New Roads/Widening	59
Safety	56
Pro Sidewalks/Bike Lanes	55
PI Process/Procedures	53
Pro Intersection Improvements	51

We received many comments about funding. Some were general comments about finding revenue sources, reallocating the existing budget, implementing user fees, and recognizing the lack of funding. Many had specific comments about the three types of taxes under consideration – gas, sales, and property. Sales tax is perceived to be fairer since everyone pays, versus property taxes where renters do not pay. In addition, a sales tax would be paid by tourists and visitors. A very common discussion topic was that it is essential that developers pay their fair share. The funding comment subjects from all phases of the community engagement process are summarized in **Appendix B**.

Aside from the funding comments, we did observe many of the same priorities and values we found in previous phases. Transit (including rail) and bike/pedestrian facilities were high priorities. Quality of life and safety also came back around as highly valued assets for our community.

Finding Consensus

Description

In "Finding Consensus" we held four regional meetings, and a final telephone town hall. We focused on important decisions: public safety, family and community values, and how we continue to leverage our transportation investment to protect our standard of living. We faced difficult – sometimes conflicting – opinions and choices. Through small group facilitation we brought about consensus on the important issues of funding and allocating those funds. Attendees could also complete a comment form.



The displays during Finding Consensus again began with a recap of the previous phases of this process. They depicted the vast needs in the County and how our quality of life is declining. The lack of resources makes the situation more urgent. We showed maintenance is a top priority and the emerging consensus around roads and transit. We talked about shared values and priorities. We again showed project costs and revenue sources, and asked about funding sources and how to allocate the funds. The displays and comment form are provided in **Appendix E**.

List of Meeting Locations/Dates/Attendees

During this phase, geographic meetings gathered citizens from broad areas to help bring consensus within larger areas of the County (**Table 16**).

Table 16: Finding Consensus Workshops

Meeting Location	Region	Date	Attendance
Bell Shoals Baptist Church	Brandon/Riverview/South County/Sun City	May 11	72
Omar K. Lightfoot Center	New Tampa/Temple Terrace/Central and East Tampa/University/West and South Tampa	May 12	37
Town 'n Country Regional Public Library	Northwest/Westchase/Town 'n Country/Carrollwood	May 18	57
Trinkle Center	Northeast/Plant City	May 19	21
Total Workshop Attendance			187
Telephone Town Hall Meeting	Countywide	May 21	5,923
Total Finding Consensus Attendance			6,110

Activity: Small Group Facilitated Conversations

The highlight of the Finding Consensus series was the opportunity for citizens to participate in a small group session facilitated by a GO Hillsborough team member. Attendees were divided into groups of 10 or fewer as they finished viewing the displays. The facilitator explained the purpose of the conversation and the “rules of engagement” to be followed at the table; common courtesy such as one person at a time speaks and respect differences of opinion.

The goal of each group conversation was to answer – and reach consensus on – three questions, based on the information presented and their own value system. The first question asked if participants agreed with the four countywide prioritized categories of maintenance, roads, transit, and bikes/pedestrians. Secondly, what revenue source they would support – property tax, gas tax, or sales tax. Lastly, how should funds be allocated between the project categories?





The facilitators at each group guided the discussions, answered questions, provided explanations where necessary, and took notes on large notepads for all to see. In general, each group came to consensus on the three questions with a few exceptions. The group members had lively discussions, expressed ideas and opinions, and talked among themselves about their community and the three questions under consideration. The Facilitator Guide is provided in [Appendix H](#).

Activity Results

At each of the four regional workshops, several small groups had conversations. Twenty small group conversations with more than 100 participants were conducted during the four regional workshops in Finding Consensus. The groups were very lively and energetic with members contributing valuable information and ideas and discussing transportation issues amongst themselves.

In most cases groups reached consensus on the three questions about countywide transportation priorities, supporting a sales tax, and how to allocate additional revenue to transportation types. The notes from the facilitated groups are provided in [Appendix H](#).

What we heard from the group participants was similar to comments we heard in previous phases. Transportation funding is a critical issue for Hillsborough County. Developers should pay an equitable share for transportation and developments should not be approved until transportation infrastructure is in place to support it.

Although maintenance is a high priority for the County, do not allocate more funds than are necessary for maintenance. Some groups wanted more revenue allocated to roads and some wanted more allocated to transit, which shows both of these projects types are important for citizens of the County. Based on the costs of bike and pedestrian facilities, they were allotted less than 10 percent of the revenue generated.

Groups indicated that the funds collected from any tax increase should be dedicated to our transportation system. Requiring a sunset on a tax increase is important. Property tax is not a fair way of funding because not everyone (e.g., renters) pay these taxes. There was support for both gas tax and sales tax increase. However, most recognized that the gas tax is not sustainable because of the more fuel efficient vehicles and lower vehicle miles traveled. Moreover, they recognized that a sales tax increase will bring in more revenue to fund the immense needs for our transportation system.



Comments

Between May 11th and June 1st (Finding Consensus) citizens submitted 108 comment forms, comments through the website, and comments on the comment line. Similar to the Making Choices round, many comments were about funding, given the focus of funding in this phase. We also saw many comments about the same priorities we have found throughout the community engagement process: maintenance, roads, and transit. Yet again, quality of life appeared as a high priority. The top 10 topics or themes of the Finding Consensus phase from all of the commenting methods are shown in **Table 17** and all of the topics are in **Appendix B**, sorted from highest to lowest. The completed comment forms are provided in **Appendix C**.

Telephone Town Halls

The GO Hillsborough team hosted four telephone town halls throughout the engagement process; one at the end of each phase of public discussions – Understanding the Issues, Exploring Options, Making Choices, and Finding Consensus. Telephone town halls were held on March 19, April 2, May 4, and May 21, 2015. Each telephone town hall was held from 7 pm to 8 pm.

Telephone town halls provided the opportunity for thousands of citizens to take part in the GO Hillsborough process from the comfort of their own homes or at work. Participants listened to the discussion and asked questions directly to the panel hosts. At the beginning of each telephone town hall, a random call out was made to registered voters in Hillsborough County. In addition, a toll free number was advertised and provided on www.GOHillsborough.org for those who wanted to join. As citizens listened to the discussions, they could push star three (*3) on the telephone keypad to ask staff a question, and potentially go “live” during the town hall event. During each of the telephone town halls, staff monitored email, Facebook, and Twitter for comments and questions to provide citizens every opportunity to be involved.

A panel of GO Hillsborough team members hosted each telephone town hall to answer questions. Bob Clifford from Parsons Brinckerhoff moderated each telephone town hall. At the beginning of each telephone town hall, the panelists gave a brief overview about the GO Hillsborough process. They discussed transportation issues facing Hillsborough County, and how the GO Hillsborough grassroots effort is working to discuss and recommend a Community Transportation Plan. They also summarized what staff has heard from the public throughout the prior phases. Citizens raised their concerns regarding every aspect of the transportation system. Over the course of the four telephone town halls, there were 23,851 total participants, 249 total questions, and 93 questions asked live.



Table 17: Most Common Topics from Finding Consensus

Issue	Count
Funding/Government Spending	39
Pro Transit	30
Pro Asset Preservation (Maintenance)	23
Pro New Roads/Widening	18
Public Involvement Process/Procedures	16
Quality of Life	15
Pro Rail	11
Development & Transportation Link/Developer Fees & Approval	10
Existing Transit Bad/Wasteful	10
Pro Bus/Shuttle	10

The telephone town hall statistics, including the panelists, the participation rate, and the number of questions, are summarized in **Table 18**. Summaries of the four telephone town hall discussions are provided in **Appendix I**. Also provided is a summary of all questions received, including non-live questions, with responses.

Table 18: Telephone Town Hall Summary

Phase	Date	Panelists	Discussion Topics	Number of Questions	Participation
Understanding the Issues	March 19	<ul style="list-style-type: none"> • Mike Merrill, County Administrator • Lucia Garsys, Chief Development & Infrastructure Services Administrator • Jean Duncan, City of Tampa Transportation & Stormwater Services Director 	<ul style="list-style-type: none"> • Transportation Issues County Faces • Grassroots efforts to create a Community Transportation Plan 	73 Questions Phone: 62 Facebook: 3 Email: 8 32 Asked Live Phone: 30 Facebook: 1 Email: 1	Total Participants: 6,028 Peak Participants: 1,941 Average Participation: 9 minutes <ul style="list-style-type: none"> • 5 to 15 minutes: 435 • 15 to 30 minutes: 180 • 30 to 60 minutes: 278
Exploring Options	April 2	<ul style="list-style-type: none"> • Mike Merrill, County Administrator • Jean Duncan, City of Tampa Transportation & Stormwater Services Director • Katharine Eagan, HART Chief Executive Officer 	<ul style="list-style-type: none"> • Transportation issues County faces • Project type priorities 	56 Questions Phone: 53 Email: 3 22 Asked Live Phone: 22	Total Participants: 6,024 Peak Participants: 2,083 Average Participation: 9 minutes <ul style="list-style-type: none"> • 5 to 15 minutes: 418 • 15 to 30 minutes: 162 • 30 to 60 minutes: 288
Making Choices	May 4	<ul style="list-style-type: none"> • Mike Merrill, County Administrator • Jean Duncan, City of Tampa Transportation & Stormwater Services Director • Katharine Eagan, HART Chief Executive Officer • Raymond Chiaramonte, Tampa Bay Area Regional Transportation Authority Executive Director 	<ul style="list-style-type: none"> • Efforts to create a Community Transportation Plan • Public feedback on how transportation resources should be distributed amongst priorities • Financial resources citizens prefer 	61 Questions Phone: 59 Facebook: 1 Email: 1 20 Asked Live Phone: 19 Email: 1	Total Participants: 5,876 Peak Participants: 1,770 Average Participation: 8 minutes <ul style="list-style-type: none"> • 5 to 15 minutes: 425 • 15 to 30 minutes: 166 • 30 to 60 minutes: 255
Finding Consensus	May 21	<ul style="list-style-type: none"> • Eric Johnson, Assistant County Administrator • Lucia Garsys, Chief Development & Infrastructure Services Administrator • Jean Duncan, City of Tampa Transportation & Stormwater Services Director • Jeff Seward, HART Chief Financial Officer 	<ul style="list-style-type: none"> • Efforts to create a Community Transportation Plan • Public feedback about funding resources and allocation based on small group consensus discussions 	59 Questions Phone: 55 Facebook: 1 Email: 3 19 Asked Live Phone: 19	Total Participants: 5,923 Peak Participants: 1,867 Average Participation: 8 minutes <ul style="list-style-type: none"> • 5 to 15 minutes: 386 • 15 to 30 minutes: 160 • 30 to 60 minutes: 241



The topics we heard during the telephone town hall varied by phase and the issue at hand during that time, but generally mirrored what we heard during the interactive workshops. The top 10 topics from the telephone town halls and the number of people mentioning them (sorted from highest to lowest) are shown in **Table 19** and all of the discussion topics are in **Appendix B**.

Citizen Projects

During the Understanding the Issues phase, citizens could draw on community maps to show any projects they think will bring value to their community. In this phase citizens proposed 251 unique projects. The list of these citizen-mapped projects is shown in **Table 20** in **Chapter 4: Technical Analysis**.

Citizens could also submit project suggestions through comment forms, www.GOHillsborough.org, Facebook page, the I-Neighborhood App, telephone comment line, and telephone town halls during all phases of the community engagement process. We received 830 projects suggested by citizens. Projects were provided across all project types, including roads, intersections, bike/pedestrian, transit routes, and transit services.

Some are in specific locations, on specific roads or intersections, or for certain neighborhoods or areas. The list of citizen suggested projects is provided in **Appendix F**. This list represents the total number of projects received throughout the community engagement process from all input opportunities. The citizen suggested projects are undergoing review for need, validity, feasibility, and cost by the appropriate jurisdiction.

Speaking Engagements

The GO Hillsborough team proactively sought to engage key stakeholders in the community. Beginning in summer 2014 and continuing through summer 2015, several GO Hillsborough team members made presentations and will continue to make presentations to various civic groups, community organizations, and transportation agencies. The purpose of these engagements is to present information about transportation issues in Hillsborough County and gather feedback from these organizations. These groups could also distribute information to their members, spreading the word even farther in the community. Through these speaking engagements, an average of 2,050 people heard about GO Hillsborough. The list of speaking engagements is provided in **Appendix J**.

Table 19: Most Common Topics from Telephone Town Halls

Issue	Count
Pro Transit	68
Funding/Government Spending	47
Quality of Life	40
Pro Bus/Shuttle	38
Existing Transit Bad/Wasteful	30
Pro New/Expand Route	29
Pro Rail	18
Congestion	18
Safety	16
Development & Transportation Link/Developer Fees & Approval	15

Public Opinion Survey & Analysis

From April 25 through 31, 2015, a public opinion survey was conducted with 600 Hillsborough County citizens likely to vote in November 2016. The intent was to gain public input and feedback that would assist in creating a supportable community-driven transportation plan. Seventy percent of the citizens were reached on a landline while 30 percent were reached on a cell phone. The survey is statistically valid and has a margin of error of four percent.

Voter Mood is Supportive of a Transportation Referendum

- ◆ County Direction is 57% "right" vs. 13% "wrong"
- ◆ County Commission job rating is 70% positive vs. 23% negative
- ◆ Personal finances are strong. 80% rate "your family's current economic situation" as positive
- ◆ Current level of taxes paid to local City and County government is "about right/too low" to a 53% majority vs. 45% "too high"
- ◆ Traffic congestion is the top issue priority -- chosen by 34% from a list of six issues, nearly twice more than next highest which is jobs and the economy
- ◆ Traffic conditions are seen as worse today than 5-10 years ago by 77% and likely to get worse in next 10 years by 70%

Majority Consistently Supports ½ Percent Sales Tax

- ◆ 53% favor, 44% oppose "increasing taxes to pay for transportation improvements and to address traffic congestion problems" [this was posed as a generic "taxes for traffic" measure with no plan, no revenue source]
- ◆ 53% also support (vs. 45% oppose) -- "increase in county sales tax by ½ percent" to pay for traffic congestion relief [specific tax source but no plan details]
- ◆ When the question posed as above, the other revenue sources fail to gain majority support
 - ❖ 18% support, 80% oppose five cent gas tax increase
 - ❖ 36% support, 61% oppose property tax increase of \$6 per month for every \$100,000 of home value
 - ❖ 41% support, 57% oppose one percent sales tax increase
- ◆ When the likely voter is provided with the outline of a comprehensive transportation plan, results of a "ballot" test are similar

Next, I will ask you about a possible Ballot Question to fund a comprehensive transportation and traffic congestion relief plan for all of Hillsborough County and its Cities that would: fix and resurface roads; build new roads; widen existing roads and streets; upgrade bus transit; improve bike and pedestrian safety; and start planning for a light rail commuter line

- ❖ 52% FOR, 45% AGAINST ½ percent sales tax increase
- ❖ 37% FOR, 60% AGAINST property tax increase equal to \$5 per month for every \$100,000 of home value
- ❖ 43% FOR, 55% AGAINST one percent sales tax increase

The Top Priority for Transportation Plan is "Roads First"

- ◆ As focus groups also show, Hillsborough County is a car culture, so addressing roads is most important
- ◆ By far the top priority on traffic congestion relief is to "expand road capacity" with wider or new roads in both the City of Tampa and the rest of Hillsborough County at 50%
- ◆ Overall, road surface quality (37%), intersection flow (37%) and transit (33%) are the additional priorities
- ◆ In the City of Tampa, 38% of those surveyed identify transit as their second choice for addressing traffic congestion

Voters do not like the “Do Nothing” Approach

- ◆ 84% agree: “If Hillsborough does not act now to address traffic problems, things will only get worse”
- ◆ 81% agree: “We should fix our roads first, reduce traffic congestion bottlenecks, redesign and improve bus transit, and make walking and biking safer”
- ◆ 81% agree: “Hillsborough County population is projected to grow 40 percent more in the next 25 years -- a half a million more people. We need to start planning and paying for transportation improvements now to keep up

Voters find it appealing that Developers and Tourists/Seasonals will also contribute

- ◆ 74% agree: “If I knew that the county is acting to require developers to pay a larger fee to cover more of the transportation costs that growth causes, then I’d be more likely to vote for a transportation plan tax increase”
- ◆ 73% agree: “Increasing the sales tax to pay for transportation improvements means tourists and seasonal residents will help pay for road improvements and reduce traffic congestion they contribute to”

30-year Sunset may help gain a few points of support

- ◆ 20% say they’d be “more likely to vote YES in favor of the transportation plan” if the “new tax increase sunsets and went away after 30 years” -- 78% would not change their mind
- ◆ 5% of all County voters are AGAINST the ½ percent sales tax, but say they’d more likely vote YES with a 30-year sunset

CHAPTER 4:

Technical Analysis



Technical Analysis

Overview of Process and Purpose

The initial Transportation for Economic Development (TED) list of projects was developed over the course of a year through extensive technical analysis and coordination between the County and the Cities of Plant City, Tampa, and Temple Terrace. The list included over 350 specific economic development and maintenance projects for community roads and intersections, multi-use trails, sidewalks, and other transportation facilities, as well as asset preservation, maintenance, and safety programs (or pools of funds) proposed by the County and Cities. The County also included four fixed guideway corridors, or dedicated pathways, and one water ferry route. For the remaining transit needs, the TED project list incorporated the Hillsborough Area Regional Transit (HART) Transit Development Plan (TDP) – Vision plan. **Appendix K** includes the original TED project list and HART's TDP – Vision Plan descriptions and costs.

The initial list was used as the basis for the community engagement and technical analysis and has multiple purposes, primarily to provide a consistent basis to evaluate, validate, and cost projects. The purposes, ordered in their respective analytic process are to:

- ◆ Coordinate with Departments of Public Works staff representing the County and Cities – ensures and verifies project description and details, and obtains initial project cost estimates and assumptions
- ◆ Develop project type definitions – ensures uniform categorization and evaluation
- ◆ Determine project descriptions and specifications – ensures that, regardless of source, all projects follow federal and state transportation standards, include required features/enhancements, and meet project definitions; details include, but are not limited to, project limits and length, roadway typical section (lane width, bike lane, sidewalk, curb/gutter), project phase (planning, design), intersection assets (traffic signals, mast arms, crossing signals), and other details
- ◆ Develop and validate cost estimates – ensures consistent, defensible, and current dollar cost estimates, regardless of source and year of initial cost estimation

Adhering to the methodology and accurately capturing project information is critical to fulfilling the objectives of the technical analysis and presenting a sound Community Transportation Plan.

It is important to note that there is no one project methodology nor cost estimation technique that can account for the variations and differences of all of the projects. The *GO* Hillsborough intent is to provide a reasonable basis for information comparison. It is fully recognized that ultimate project concepts and costs may differ as they proceed to implementation.

Project Categories and Definitions

Projects are broadly classified into four main groups:

- ◆ Maintenance
- ◆ Roads
- ◆ Transit
- ◆ Bike/Pedestrian

Maintenance: Projects and programs preserving our community's transportation assets

- ◆ **Asset Preservation:** General preservation of existing community transportation-related infrastructure
- ◆ **Bridge Replacement & Improvements:** Bridge rehabilitation or replacement; bridge rehabilitation includes beam rehabilitation, additional approach slabs, and bridge widening; bridge replacement focuses on bridges that are considerably older and may have compromised structural capacity, such as bridges older than 50 years old; these bridges would be removed and a new bridge put in place

- ◆ **Resurfacing:** Projects or programs that extend the service life of existing roads and/or enhance roadway safety; resurfacing can include milling and resurfacing or placement of additional surface materials to restore pavement to structural and functional adequacy

Roads: Projects and programs providing safety and congestion relief to our community

- ◆ **Advanced Traffic Management System (ATMS):** Projects that introduce technology to help improve traffic flow, congestion, and safety; ATMS can include traffic monitoring, dynamic message signs, signal timing coordination, and automated warning signs
- ◆ **Complete Streets & Enhancements:** Streets designed with every user in mind. Designs can incorporate decorative street lighting, landscaping, intersection improvements, turn lanes, pedestrian and bike facilities, and smart traffic signals; enhancements vary depending on the community's needs and roadway characteristics
- ◆ **Intersection Improvements:** Intersection changes and modifications that enhance the flow of traffic and increase safety for motorists, pedestrians, and bicyclists some improvements include but are not limited to turn lanes, signal installation, additional lighting, highly visible and Americans with Disabilities Act (ADA) compliant crosswalks, and pedestrian activated signals
- ◆ **New Roads/Widening:** New roads and road widening increase the number of vehicles a road or highway can accommodate daily; this is traditionally achieved by adding new roads or additional through lanes to existing roads, and may include other alternatives when road expansion is not feasible

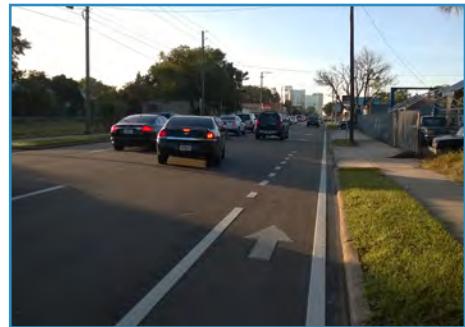


Transit: Projects and programs offering a variety of efficient transportation options connecting users with daily activities and neighborhoods within our community

- ◆ **New/Expanded Routes:** Provide new, additional express bus routes, MetroRapid routes, local bus routes, circulators, or flex route areas; expand and/or restructure current routes to extend service areas; also includes potential fixed guideway (options that do not operate within vehicle traffic alignments) which may include rail, bus rapid transit, and water ferry routes
- ◆ **Extended Hours:** Extend the hours of operations to meet non-peak hour weekday needs and provide earlier and/or later service
- ◆ **More Weekend Service:** Expand operating hours to serve the community on the weekends with extended times and greater frequency
- ◆ **Improved Frequencies:** Provide increased daily service frequencies; may include increased peak hour and non-peak hour frequencies for all transit service types

Bike/Pedestrian: Projects and programs enhancing safety, affording congestion relief, contributing to recreational activities for our community, and enhancing multimodal connectivity including transit

- ◆ **Multi-Use Trails:** A pathway physically separated from motorized traffic; multi-use trails may be within a roadway right-of-way or within their own designated right-of-way; trails provide a safe recreational facility as well as transportation linkage for cyclists, pedestrians, skaters, runners, and other users
- ◆ **Sidewalks/Bike Lanes:** Specified travel lanes or pavement designated for safe pedestrian and bike use; safety features include separation from traffic and signing and pavement markings to indicate the use; may be specific projects or programs

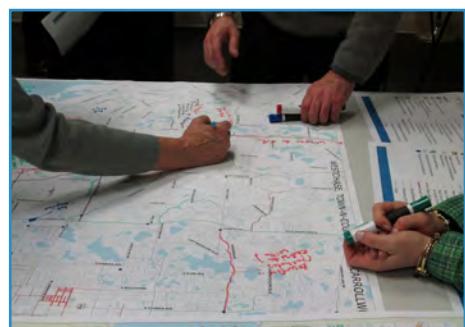


Existing Project List

The current project list includes over 300 community road, intersection, trail, sidewalk, and other transportation projects and asset preservation/maintenance programs, as well as the five transit projects. Projects were included based on community needs as well as those projects that afford our community advancements or enhancements to our quality of life, safety, congestion management, and economic development. The list is now the Community Transportation Plan project list.



The list is a living, dynamic document. The final list of projects will be determined as the prioritization and validation process and coordination with the County and Cities continues. Additionally, as various funding sources become available some projects will be removed from the list as they are implemented, while other projects may be removed from the list due to fluctuating County and City priorities and feasibility. The Community Transportation Plan project list as of June 2015 is provided in [Appendix K](#).



Citizen Projects

The original TED list was taken to the public during the community engagement efforts. Citizens made comments on projects and added projects, and expressed support or opposition to projects on the list.

Hillsborough County invited the community to suggest projects for potential inclusion on the Community Transportation Plan project list. Citizens submitted projects throughout all phases of the public engagement process via various formats. During the mapping activity in the Understanding the Issues phase of the community engagement process, the public proposed and mapped over 350 projects, resulting in over 250 unique projects ([Table 20](#)).

In addition to the map activity, citizens proposed several hundred projects via the mapping activity, comment forms, [www.GOHillsborough.org](http://GOHillsborough.org), Facebook page, the I-Neighborhood app, telephone comment line, and telephone town halls during all phases of the community engagement process. The entire list of citizen proposed projects is contained in [Appendix F](#) and discussed in more detail in [Chapter 3: Community Engagement](#). This list represents the total number of projects received throughout the community engagement process from all input opportunities. The citizen-suggested projects are undergoing review for need, validity, and cost by the appropriate jurisdiction.

Table 20: Unique Projects Mapped by Citizens during Understanding the Issues Map Activity

Category	Project Name	Description
MAINTENANCE		
Asset Preservation	Friendship Bridge	Asset Preservation
Resurfacing	Henderson Rd	Resurfacing
Resurfacing	11th and 12th Streets	Resurfacing
Resurfacing	40th St from Adamo Dr to Hillsborough Ave	Resurfacing
Resurfacing	Himes Ave from Kennedy Blvd to Spruce St	Resurfacing
Resurfacing	Bearss Ave	Resurfacing
Resurfacing	Ehrlich Rd	Resurfacing
Resurfacing	Mapledale Blvd	Resurfacing
Resurfacing	McIntosh Rd	Resurfacing
Resurfacing	Lumsden Rd from Lithia Pinecrest Rd to Mulrennan Rd	Resurfacing
Resurfacing	Mulrennan Rd from Durant Rd to SR 60	Resurfacing
Resurfacing	Avalon Terrace Dr	Resurfacing
Resurfacing	Parsons Ave from SR 60 to Jersey Ave	Resurfacing
Resurfacing	Waller St from Grant St to Dr. Martin Luther King, Jr. Blvd	Resurfacing
Resurfacing	Seffner Valrico Rd from Front St to Wheeler Rd	Resurfacing
Resurfacing	Bullard Pkwy from 56th to Harney Rd	Resurfacing
ROADS		
ATMS	Busch Blvd/Florida Ave	ATMS
ATMS	Bloomingdale Ave from US 301 to Lithia Pinecrest Rd	ATMS
ATMS	Causeway Blvd/Lumsden Rd from US 301 to Lithia Pinecrest Rd	ATMS - signals
Complete Street	Cypress Ave from West Shore Blvd to Lois Ave	Complete Street
Complete Street	N. Armenia Ave/N. Howard Ave 2-way from Cass St to Tampa Bay Blvd	Complete Street
Complete Street	N. 22nd St 2-way from 21st Ave to Hillsborough Ave	Complete Street
Complete Street	US 41 from Big Bend Rd to Gibsonton Dr/Gibsonton Dr from US 41 to I-75	Complete Street
Complete Street	W. Elrod Ave from Lois Ave to Dale Mabry Hwy	Complete Street
Complete Street	S. Lois Ave from Mango Ave to north of Interbay Blvd	Complete Street
Complete Street	Main St	Complete Street
Complete Street	50th St/56th St from Fowler Ave to Fletcher Ave	Traffic Calming
New Road	Emerald Dunes Extension	New Road
New Road	19th Ave relocation	New Road
New Road	S. Pebble Beach Extension	New Road
New Road	Lyndhurst Drive Extension	New Road
New Road	Winterbrooke Way Extension	New Road
New Road	TECO Rd Extension	New Road
New Road	West Shore Blvd (tunnel)	New Road
New Road	Tampa International Airport North Entrance	New Road
New Road	Twin Branch Acres Rd Extension	New Road
New Road	North/South Rd from Citrus Park Dr Extension to Linebaugh Ave	New Road

Table 20: Unique Projects Mapped by Citizens during Understanding the Issues Map Activity (cont.)

Category	Project Name	Description
New Road	Reo Street under I-275	New Road
New Road	Gandy Connector/Gandy Blvd from West Shore Blvd to Selmon Expwy	New Road
New Road	Frontage Road	New Road
New Road	I-75 and Big Bend Rd (new NB on-ramp)	New Road
New Road	East/West Connector Road Extension	New Road
New Road	East/West Connector Road Extension	New Road
New Road	Citrus Park Dr Extension	New Road
New Road	Lightfoot Rd Extension to Buckeye Rd	New Road
New Road	Hanna Ave/Sligh Ave	Realignment of EL09T3C
New Road	Trapnell Rd Extension	New Road
New Road	Tampa/Hillsborough Bypass	New Road
New Road	Cross Creek Blvd Extension	New Road
New Road	Lightfoot Rd Bypass	New Road
New Road/Road Widening	Morris Bridge Rd from I-75 to I-4	New Road/Road Widening
Road Widening	Sun City Center Blvd	Road Widening
Road Widening	Gunn Hwy	Road Widening
Road Widening	Henderson Rd	Road Widening
Road Widening	Hanley Rd	Road Widening
Road Widening	Mohr Rd	Road Widening
Road Widening	Veteran's Expwy	HOV Lane
Road Widening	Memorial Hwy/Veterans Expwy	Road Widening - add lane
Road Widening	Livingston Ave/Sunset Ln	Road Widening
Road Widening	Lakeshore Rd	Road Widening
Road Widening	Van Dyke Rd from Gunn Hwy to Veteran's Expwy	Widen to 4 lanes
Road Widening	Lutz Lake Fern Rd	Road Widening
Road Widening	US 92 from CR 579 to McIntosh Rd	Widen to 4 lanes
Road Widening	Lakewood Dr	Road Widening
Road Widening	Bryant Rd from Lithia Pinecrest Rd to SR 60	Widen to 4 lane
Road Widening	Parsons Ave from Lumsden Rd to SR 60	Widen to 4 lane
Road Widening	Valrico Rd from Lithia Pinecrest Rd to SR 60	Widen to 4 lane
Road Widening	Lumsden Rd from Lithia Pinecrest Rd to St Cloud Ave	Widen to 4 lane
Road Widening	Lithia Pinecrest Rd from Bloomingdale Ave to just south of Fishhawk Blvd	Widen to 4 lanes
Road Widening	Fishhawk Blvd from Lithia Pinecrest Rd to west of Osprey Ridge Dr	Widen to 4 lanes
Road Widening	US 92 from Park Rd to County Line Rd	Road Widening
Road Widening	Knights Griffin Rd from SR 39 to Tom Mathews	Road Widening
Road Widening	Charlie Taylor Rd from Swindell Rd to Knights Griffin Rd	Road Widening
Road Widening	Turkey Creek Rd from SR 60 to US 92	Need by pass improved
Road Widening	Rhodine Rd from US 301 to Boyette Rd	Road Widening

Table 20: Unique Projects Mapped by Citizens during Understanding the Issues Map Activity (cont.)

Category	Project Name	Description
Road Widening	Dover Rd from Durant Rd to just north of Newbourne Way	Add turn lanes
Road Widening	SR 60 from Valrico Rd to Dover Rd	Road Widening
Road Widening	Lithia Pinecrest Rd from Bloomingdale Ave to Lumsden Rd	Road Widening
Road Widening	Causeway Blvd/Lumsden Rd from US 301 to Lithia Pinecrest Rd	Road Widening
Road Widening	50th St from Fowler Ave to Fletcher Ave	Road Widening
Road Widening	Fletcher Ave from I-275 to 30th St	Road Widening
TRANSIT		
BRT	BRT System	BRT
Fixed Guideway	Hillsborough Ave from Sheldon Rd to Orient Rd	Fixed Guideway
Light Rail	Light Rail - Sun City to Fowler Ave/I-75 via I-75	Light Rail
Light Rail	Light Rail - Sun City to Downtown via US 41	Light Rail
Light Rail	Light Rail - Downtown to Tampa International Airport via Cypress St	Light Rail
Light Rail	Light Rail - Fowler Ave/I-75 to Downtown via Nebraska Ave	Light Rail
Light Rail	Light Rail - CSX line	Light Rail
Light Rail	Light Rail - SunRail Extension	Light Rail
Light Rail	TPA People Mover Extension	Light Rail
Light Rail	Light Rail/BRT	Light Rail
Light Rail	Light Rail - South Tampa to Downtown	Light Rail
Light Rail	Light Rail - Brandon (Dover Rd) to Downtown	Light Rail
Light Rail	Light Rail (Tampa to Pinellas County/St Petersburg/beach)	Light Rail
Light Rail	Light Rail - Tampa International Airport to Pinellas County/Clearwater via SR 60	Light Rail
Light Rail	Light Rail - Westshore to Carrollwood via Dale Mabry Hwy	Light Rail
Light Rail	Light Rail - I-275: Downtown to Fletcher Ave	Light Rail
Light Rail	Light Rail System	Light Rail
Multi-modal corridor	56th St from Hillsborough River to Fletcher Ave	Multi-modal corridor
Transit	Trolley (Rubber tire)	New Transit Service
Transit	New Transit Service - Local – Pinellas Suncoast Transit Authority (PSTA) connection	New Transit Service
Transit	New Transit Service - Local – connection to Pasco County Public Transit (PCPT)	New Transit Service
Transit	Trolley	New Transit Service
Transit	Transit Extended Service	Transit Extend Service
Transit	New Transit Service	New Transit Service
Transit	Bruce B. Downs Blvd from Fowler Ave to Cross Creek Blvd	Transit New Local Service
Transit	Fowler Ave from I-275 to I-75	Transit - more frequent service
Water Ferry	Water Ferry - Shell Point Rd to Ferry Terminal (Apollo Beach area)	Water ferry
Water Ferry	Water Taxi on Hillsborough River	Water Ferry
Water Ferry	Water Ferry - Riverview Dr to South Tampa	Water Ferry

Table 20: Unique Projects Mapped by Citizens during Understanding the Issues Map Activity (cont.)

Category	Project Name	Description
BIKE/PEDESTRIAN		
Bike/Pedestrian	Sun City Center Blvd golf cart path	Golf Cart Path
Bike/Pedestrian	Himes Ave (bike lane/sidewalk)	Bike-Pedestrian Facilities
Bike/Pedestrian	Nebraska Ave bike lane gaps	Bike-Pedestrian Facilities
Bike/Pedestrian	Bike Lanes	Bike-Pedestrian Facilities
Bike/Pedestrian	Bike Lanes - Protected	Bike-Pedestrian Facilities
Bike/Pedestrian	W. Fletcher Ave	Bike lane
Bike/Pedestrian	Race Track Rd	Bike Lane
Bike/Pedestrian	Lakeshore Rd	Sidewalks
Bike/Pedestrian	Van Dyke Rd	Sidewalk
Bike/Pedestrian	Lutz Lake Fern Rd	Bike Lane
Bike/Pedestrian	Knights Griffin Rd	Bike Lane
Bike/Pedestrian	McInstosh Rd	Sidewalks
Bike/Pedestrian	Protected Bike Lanes	Protected Bike Lanes
Bike/Pedestrian	Charlie Griffin Rd from Mud Lake Rd to CR 39	Sidewalks
Bike/Pedestrian	US 92 from Park Rd to County Line Rd	Sidewalks
Bike/Pedestrian	Alexander St from James L Redman Pkwy to Walden Woods Dr	Sidewalk (fill gaps)
Bike/Pedestrian	Lithia Pinecrest Rd from Bloomingdale Ave to Lumsden Rd	Bike lane and sidewalks
Bike/Pedestrian	Valrico Rd from SR 60 to Front St	Street Lights
Bike/Pedestrian	Valrico Rd from Wheeler Rd to Sydney Rd	Sidewalks
Bike/Pedestrian	Protected/Dedicated Bike Lane	Protected/Dedicated Bike Lane
Bike/Pedestrian	Bruce B. Downs Blvd from Fowler Ave to Cross Creek Blvd	Bike Lanes
Bike/Pedestrian	46th St from Fletcher Ave to Skipper Rd	Bike Lanes
Bike/Pedestrian	42nd St from Fletcher Ave to Skipper Rd	Sidewalks and Crossings
Bike/Pedestrian	42nd St from Fletcher Ave to Skipper Rd	Street Lights
Bike/Pedestrian	County Line Rd from Livingston Ave to County Line (Hillsborough/Polk)	Sidewalks and barricades
Bike/Pedestrian	56th St from Fletcher Ave to Harney Rd	Sidewalks
Bike/Pedestrian	Busch Blvd/Bullard Pkwy from I-275 to Harney Rd	Sidewalks
Bike/Pedestrian	Hillsborough Ave from I-275 to Orient Rd	Sidewalks
Bike/Pedestrian	Orient Rd from SR 60 to Sligh Ave	Sidewalk
Bike/Pedestrian	30th St from Fowler Ave to Busch Blvd	Bike Lanes
Bike/Pedestrian	46th St from River Hills Dr to Busch Blvd	Sidewalks both sides
Bike/Pedestrian	Bruce B. Downs Blvd from Skipper Rd to Tampa Palms Blvd	Sidewalk gaps
Bike/Pedestrian	New Tampa Blvd over I-75	Bike Lane
Bike/Pedestrian	Bougainvillea Ave/Serena Dr from I-275 to 56th St	Bike Lanes
Bike/Pedestrian	56th St from Hillsborough River to Fletcher Ave	Bike Lanes
Trails	South County Trail	Trails
Trails	Sun City Trail	Trails
Trails	South County Trail	Trails
Trails	Hillsborough River Trail (westside)	Trails

Table 20: Unique Projects Mapped by Citizens during Understanding the Issues Map Activity (cont.)

Category	Project Name	Description
Trails	I-275 Trail - Downtown to Dale Mabry Hwy	Trails
Trails	Selmon Trail Extension	Trails
Trails	Selmon Expwy - Brandon Mall to 50th St	Trail
Trails	Selmon Expwy – Selmon Expwy/US 301 to Causeway Blvd	Trail
Trails	Tampa Bay By-Pass Canal Trail Extension	Trails
Trails	I-275 from Bearss Ave to Downtown	Trails
Trails	Whiteway Dr from 56th St to east side of Hillsborough River	Trails
MISCELLANEOUS		
Other	US 301 Noise Wall - west side	Noise Barrier
Other	19th Ave Noise Wall	Noise Barrier
Other	Bay to Bay Blvd from Manhattan Ave to Bayshore Blvd	Reversible Lanes

Project Validation

TED projects originated from Hillsborough County and the Cities of Plant City, Tampa, and Temple Terrace. To provide the community with the most reliable cost estimates and priorities, *GO* Hillsborough evaluated all projects on a consistent basis, including project definition or scope, and cost estimate methodology. Additionally, projects range from conceptual projects that address community transportation needs, but do not have any planning or design, to projects that completed the planning and design phases and are only waiting on construction funding. Therefore, *GO* Hillsborough endeavored to validate projects by ensuring that, regardless of source, all projects meet standardized project definitions, feasibility, cost estimate methodology, cost categories, and cost year.

The *GO* Hillsborough team met with Departments of Public Works staff representing Hillsborough County, City of Plant City, City of Tampa, City of Temple Terrace, Florida Department of Transportation (FDOT), Hillsborough County City-County Planning Commission, Hillsborough County Metropolitan Planning Organization (MPO), Tampa Bay Area Regional Transportation Authority (TBARTA), and Tampa-Hillsborough Expressway Authority (THEA) to verify project descriptions, agree on type definitions, determine project phase (planning, design, pre-construction), and to obtain initial project cost estimates and assumptions.

Each project was compiled, verifying consistency to federal and state transportation standards/regulations and ensuring, and updating where necessary, that all projects meet the same definition in terms of typical section (lane width, bike lane, sidewalk, curb/gutter), assets (traffic signals, mast arms, crossing signals), and other specifications. Roadway projects are based upon their roadway classification, such as urban or rural, to determine which features are to be included; for example, rural roadways may not include curbs, gutters, and sidewalks.

GO Hillsborough utilized the HART TDP – Vision Plan for the transit projects list. HART is presently updating their TDP and the update will be utilized as part of the final projects list.

Project Cost Estimation

In order to ensure consistent, defensible project cost estimates, cost estimations adhered to a specific methodology, cost categories, and unit cost assumptions. Considering initial cost estimates presented in the TED list (Summer 2014) originated from various sources (County, Cities, MPO, FDOT), used varying assumptions, definitions, and/or were calculated in various years, all projects were updated to be consistent with the *GO* Hillsborough project definitions and assumptions.

For specific projects, FDOT District Seven Roadway Cost per Centerline Mile (June 2014) estimates are used where applicable, primarily for roadway, bridge, bike/pedestrian projects, and intersection projects. Roadway Cost per Centerline Mile are based on the FDOT's Long Range Estimate (LRE) and historical FDOT project costs. **Appendix L** contains the Roadway Cost per Centerline Mile tables. Asset preservation, maintenance, and safety programs carried over the funding indicated on the original TED list based on Public Works implementation experience and cost estimation.

The following project percentages are used, unless otherwise noted:

- ◆ **Planning/Project Development and Environment (PD&E) Study** = 8% of construction cost
- ◆ **Preliminary Engineering (PE) Design** = 15% of (construction cost + Maintenance of Traffic (MOT) + mobilization + contingency)
- ◆ **Right-of-Way** = 100% of the total cost of construction for most roadway projects
- ◆ **Construction Engineering and Inspection (CEI)** = 15% of (construction cost + MOT + mobilization + contingency)
- ◆ **MOT** = 10% of construction cost
- ◆ **Mobilization** = 10% of (construction cost + MOT)
- ◆ **Contingency** = 25% of (construction cost + MOT + mobilization)
- ◆ **Project Administration** = 8% of construction cost
- ◆ **Project Total** = Construction + MOT + mobilization + contingency + PE Design + CEI

The GO Hillsborough cost estimates account for all anticipated costs plus contingencies, project administration costs, and preliminary right-of-way estimates. Projects with previously completed cost estimates are adjusted to current year dollars (2014).

General Assumptions and Methodology

In developing cost estimates, each project classification includes the following assumptions:

Advanced Traffic Management System

- ◆ County engineer's estimate is used for total construction cost per the County's Intelligent Transportation System (ITS) Strategic Deployment Plan
- ◆ Cost includes:
 - a. Baseline survey
 - b. Subsurface Utility Engineering (SUE)
 - c. Geotechnical Engineering
 - d. Design fee
 - e. Equipment
 - f. Construction
 - g. CEI (17.5% of Contractor fee + Integration)
 - h. Database maintenance
 - i. Signal Timing
 - j. Tampa Electric (TECO) Power
- ◆ No expected right-of-way costs



At-Grade Rail Crossings

- ◆ 4% grade for road bridge approach
- ◆ Width of rail crossings is 12 feet
- ◆ Crossings assume clear zone of 2 feet on each side
- ◆ Width of railroad for bridge length is 60 feet



Bike and Pedestrian

- ◆ For projects which require widening sidewalks into multi-use trails, cost is estimated by subtracting the cost of building a 5-foot sidewalk from the cost of new multi-use trails; multi-use trails are assumed on one side of the road
- ◆ For at grade golf cart intersections, sidewalks and bike lanes are assumed for the corridor and cost for signals was assumed to be similar to that of a pedestrian signal
- ◆ In case of bike and pedestrian improvement projects for which additional details were not available, it is assumed that bike lanes and sidewalks would be constructed on one side of the road
- ◆ Assumption of 30 shared lane symbols per mile; cost for each shared lane symbol is \$269.39 per symbol (\$163.71 for message and \$105.68 for arrow) as per LRE estimates for the Hillsborough County/Central Florida area
- ◆ Cost for constructing new bike lanes was referred from FDOT District Three cost estimates
- ◆ To estimate cost of resurfacing two-lane roadway, cost for resurfacing a four-lane roadway was subtracted from cost of resurfacing six-lane roadway
- ◆ FDOT District Three cost estimates are the basis for bike lanes; in case of road diets, where additional pavement would not be required, only the cost of milling the existing markings and adding new pavement markings is included; assumes for a bike lane on one side, one additional white lane marking; 30 bike lane symbols and 10 sign posts were assumed per mile; costs for these components were sourced from Hillsborough County/Central Florida area LRE estimates
- ◆ Cost for adding a pedestrian signal was also referred from FDOT District Three
- ◆ Right-of-way = assumed 50% of the total construction for trail and bike lane/sidewalk projects
- ◆ MOT = 5%
- ◆ Mobilization = 5%

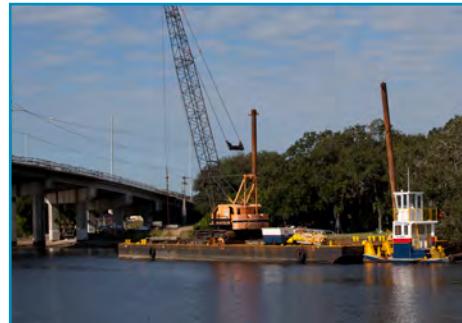


Boat Dock

- ◆ At this time no costs have been estimated for this project due to insufficient data
- ◆ TED cost estimate is used

Bridges

- ◆ Low level = less than 20 feet between bottom of bridge and water surface/ground
- ◆ Mid level = more than 20 feet, but less than 45 feet, between bottom of bridge and water surface/ground
- ◆ High level = over 45 feet between bottom of bridge and water surface/ground
- ◆ All bridge lengths are in linear feet (LF); lengths obtained from the Hillsborough County Bridge Inventory Current Replacement Value (2012) and verified by the FDOT Bridge Management System Structure Inventory Detail Report
- ◆ If construction cost is less than \$2 million, assume:
 - a. Mobilization = 20%
 - b. MOT = 20%
 - c. Engineering and Permitting = 20%
 - d. CEI = 20%



- ◆ If construction cost is more than \$2 million, assume:
 - Mobilization = 10%
 - MOT = 10%
 - Engineering and Permitting = 10%
 - CEI = 10%

*Methodology used by Hillsborough County Public Works Department
- ◆ Without other plan knowledge (e.g., PD&E Study or proposed plans), assumed all bridges need to be brought up to current FDOT standards as the County technical manual for road design lists the FDOT Plans Preparation Manual (PPM) as a guide; that includes sidewalks and paved shoulders that can be used for bike lanes
- ◆ Bridge Replacement: Proposed widths are estimated by retaining existing lane numbers and using shoulder widths provided from FDOT PPM Figures 2.0.1 to 2.0.4; standard 5-foot sidewalks were assumed for both sides protected by median barrier walls; when culvert is replaced, new width is taken from Hillsborough County Bridge Inventory Current Replacement Value (2012)
- ◆ Estimate includes bridge removal
- ◆ Approach slabs not explicitly included in estimate at this time



Complete Streets

- ◆ Hillsborough County MPO Complete Streets Policy is used as guide for what components are included in each project
- ◆ Components
 - ❖ Sidewalks
 - ❖ Lighting
 - ❖ Bike lanes/bike routes
 - ❖ Transit shelter/stops
 - ❖ Florida friendly landscaping
 - ❖ Use of raised medians for traffic safety, traffic flow, and pedestrian refuge
 - ❖ Adequate buffer areas for pedestrian safety, utility placement, drainage, and landscaping
 - ❖ Appropriately sized lanes for cars, trucks, and emergency vehicles
 - ❖ On-street parking where applicable
 - ❖ Signage
- ◆ FDOT District Seven Planning costs are used where appropriate
- ◆ Landscaping is included as a percentage of the construction cost; 10 percent is used unless otherwise noted
- ◆ Shelters added where HART has existing stops along an existing road; assumes \$34,000 per shelter
- ◆ Adopted plans or studies with detailed cost estimates considered where applicable
- ◆ Hillsborough County MPO's Long Range Transportation Plan (LRTP) road enhancements were considered on applicable projects
 - Closed drainage
 - Continuous sidewalk on at least one side
 - Bike lanes
 - Turn lanes at signalized intersections
 - Concrete pads and ADA compliant curb cuts for bus stops
 - ITS coordinated traffic signals
 - High visibility crosswalk with ADA compliant curb cuts
 - Pedestrian activated, flashing warning signs at mid-block crosswalks or free-flow right turn lanes



Grade Separated Golf Cart Crossings

- ◆ Overpass was chosen for grade separation owing to the expected lower cost when compared to tunnels
- ◆ Because the intersecting roads are at the same grade, ramps would need to be built on either side of the road to be crossed
- ◆ Height of the overpass is expected to be 17.5 feet based on PPM, as golf cart crossings are to be treated similarly to multi-use trails
- ◆ Based on the height of the overpass, approach ramps on either side were categorized as low level bridge
- ◆ Grade of these approach ramps was assumed to be 4%
- ◆ Typical section of approach ramps and overpass was assumed to include a 12-foot multi-use path and 2-foot clear zones on either side
- ◆ Width of the street to be crossed was measured with help of Google Earth, which was treated as the length of the overpass
- ◆ MOT = 5% was assumed
- ◆ Mobilization = 5% was assumed

Grade Separated Interchanges

- ◆ Single Point Urban Interchange design for all projects
- ◆ FDOT's LRE for District Seven for interchange has same cost for design and CEI, but CEI and design occur during different time frames; CEI should be inflated to construction year, not design year

Grade Separated Rail Crossings

- ◆ Trails along roadway will provide 17.5-foot vertical clearance over rail
- ◆ Overpass was chosen for grade separation owing to the expected lower cost when compared to tunnels
- ◆ Because the intersecting roads are at the same grade, ramps would need to be built on either side of the road to be crossed
- ◆ Height of the overpass is expected to be 23.5 feet based on PPM
- ◆ Based on the height of the overpass, parts of approach ramps on either side were categorized as low level bridge, while the sections with height more than 20 feet were categorized as mid-level bridge
- ◆ Grade of these approach ramps was assumed to be 4%
- ◆ Typical section of approach ramps and overpass was assumed to include a 12-foot multi-use path and 2-foot clear zones on either side
- ◆ Width of the street to be crossed was measured with help of Google Earth, which was treated as the length of the overpass
- ◆ MOT = 10% was assumed
- ◆ Mobilization = 10% was assumed
- ◆ Access issues for properties along the road will need to be considered, if a grade separated rail crossing is to be built

Intersections

- ◆ All intersections are required to have the following features:
 - ❖ Turn lanes
 - ❖ Signals (Mast arms)
 - ❖ Pedestrian features (ADA compliant)
 - ❖ Bike lanes
- ◆ Hillsborough County Intersection Master Plan data was used where applicable
- ◆ MOT = 15% was assumed
- ◆ Mobilization = 15% was assumed



Multi-Use Trails

- ◆ A typical section for a multi-use trail included a 12-foot path on one side of the road
- ◆ Multi-use trail was assumed to be built on one side of the road unless otherwise specified
- ◆ Cost for additional features such as wider trail, crossing features or traffic calming was added separately
- ◆ MOT = 5% was assumed
- ◆ Mobilization = 5% was assumed
- ◆ Right-of-way = assumed 50% of the total construction for trail projects



New Roads

- ◆ For urban area, a new road addition was assumed to include sidewalks, curb and gutter in addition to specified number of new lanes
- ◆ For rural area, a new road addition was assumed to include 5-foot wide paved shoulders, in addition to new lanes
- ◆ Each lane was assumed to be 12 feet; similar costs were used for projects where a smaller width of lanes was specified as well to serve as some extra cushion for contingency
- ◆ If a bridge was deemed necessary, it was assumed to be a low level bridge
- ◆ In case of East-West Connector Road project (Project ID NT4), a full trumpet interchange was assumed for connecting New Tampa Boulevard with I-275
- ◆ Typical section for bridge/overpass: 12-foot lanes, 10-foot shoulders, 5-foot sidewalks on both sides, 2-foot wide median barrier wall on both sides or one 2-foot wide buffer depending on whether the road is divided or not, and two 1.5-foot wide shoulder walls; for example, a bridge or an overpass on a four-lane divided highway would be 85 feet wide
- ◆ Costs for project components such as bike lanes were sourced from FDOT's LRE
- ◆ In case of rail crossing on Montague Street from Manassas Road to Tate Lane (Project ID HCR14), overpass over the crossing was assumed; to minimize the impact on access to surrounding properties, a maximum grade of 6% was considered for elevating the road to maintain a 23.5-foot vertical clearance; this meant about 391.67 feet of approach for the overpass on either side; overpass over rail line was considered to be 60 feet long; proposed widening typical = 59 linear feet (assumed two 12-foot lanes, two 10-foot shoulders, two 5-foot sidewalks, two shoulder walls [index 420 1.5-foot wide], 2-foot buffer between the two lanes)
- ◆ This assumption of 6% grade for approach to overpass was assumed for projects such as Project IDs W4 (Occident Street Extension from Westshore Plaza to Lemon Street) and W5 (Trask Street from Carmen Street to Cypress Street) as well
- ◆ Access issues for surrounding properties and also connecting streets were identified for projects Project IDs W4, W5, and HCR14

Resurfacing

- ◆ As the County had recently completed the cost estimation for these projects, construction cost was sourced from the County's cost estimates
- ◆ Costs for Project Management, design, and right-of-way were estimated based on these, when needed

Road Widening

- ◆ For urban area, adding 5-foot sidewalk and curb and gutter (includes milling and resurfacing of existing pavement) was also assumed along with the specified number of lanes
- ◆ For rural area, adding 5-foot paved shoulders (includes milling and resurfacing of existing pavement) was also assumed along with the specified number of lanes

- ◆ Each lane was assumed to be 12 feet. Similar costs were used for projects where a smaller width of lanes was specified as well to serve as some extra cushion for contingency
- ◆ If widening a bridge was deemed necessary, it was assumed to be a low-level bridge
- ◆ Typical section for bridge/overpass: 12-foot lanes, 10-foot shoulders, 5-foot sidewalks on both sides, 2-foot wide median barrier wall on both sides or one 2-foot wide buffer depending on whether the road is divided or not, and two 1.5-foot wide shoulder walls; for example, a bridge or an overpass on a four-lane divided highway would be 85 feet wide
- ◆ Vertical clearance of 23.5 feet was assumed for overpass on railroad, while a clearance of 16.5 feet was assumed for overpass on highways
- ◆ Costs for updating existing signaled intersections were also updated; derived from the LRE for FDOT District Seven
- ◆ Per a preliminary assessment in Google Earth, availability of space under interstates needs to be confirmed for some of the projects



Project Type General Costs

Using the cost estimate methodologies, assumptions, and sources described above, average project type costs were calculated as presented in **Table 21**.

Table 21: Average Costs by Project Type

Project Type	Average Cost (per mile or per unit)
Resurfacing	\$225,000 - \$900,000
Advanced Traffic Management System (ATMS)	\$200,000 - \$500,000
Bridge Replacement and Improvements	\$2.7 million
Intersection Improvements	\$1.1 million
Intersection Improvements - Interchanges	\$61.2 million
New Road	\$15.5 million
Road Widening	\$14.3 million
Complete Streets/Enhancements	\$1.9 million
Seawall	\$58,075,914
Sidewalks/Bike Lanes	\$478,000 bike lane \$241,000 sidewalk
Multi-Use Trails	\$460,000
Water Ferry	\$31,000,000
New/Expanded Transit Routes	HART TDP – Vision Plan \$1.5 billion (30 years)
Extended Transit Hours	
More Weekend Transit Service	
Improved Transit Frequencies	
Fixed Guideway	\$2,568,590,000 to \$4,257,040,000

Conclusion

The technical analysis and review of projects provided the necessary groundwork for community engagement, jurisdictional coordination, project refinement and prioritization, and for the ultimate creation of the Community Transportation Plan. Standardized definitions and cost methodologies were necessary to pool together projects that originated from various jurisdictions within the County, so that the plan is seamless and cohesive. Initial review of an extensive list of projects provided the data and information necessary for the public to assist in determining community priorities and needs. Alongside the community engagement, the development of a consistent methodology and cost was utilized to prioritize projects, and to further refine projects for incremental implementation based on prioritization criteria.

These steps were necessary for prioritizing projects as part of new revenue scenarios for the County. Based on technical review and community engagement, projects are prioritized and recommended within the Community Transportation Plan in **Chapter 6: Transportation, Economic Development, and Funding**, as part of new revenue scenarios.

No matter the preferred revenue scenario, there is no option that singly provides the revenue to pay for every jurisdictional and community need, as well as additional citizen projects. Projects must be prioritized and phased as appropriate within the available budget and as feasible. As part of the next phase of evaluation and refinement, projects identified by citizens throughout the GO Hillsborough community engagement effort will be reviewed for viability and detailed cost analysis. For the purpose of this report, project costs are provided on a general per mile basis and a placeholder cost for citizen projects is provided until additional analysis can be conducted over the next few months. The next phase of community engagement and stakeholder coordination may result in reprioritization of projects on the list provided within **Chapter 6: Transportation, Economic Development, and Funding**.



CHAPTER 5:

Transportation Policies



Transportation Policies

Transportation related policies were reviewed to understand the connection between policies, funding allocations, and prioritization. It is apparent that there are policies and standards that are followed by the County and Cities, either formally or informally, that when funded properly, would enhance the safety and functionality of the transportation system, provide long-term efficiency, and provide cost savings over time. In addition, there are some policies that would benefit from increased standards or coordination to improve proper implementation and asset preservation. As such, the main policies that should be addressed as part of a community-driven transportation plan, include agency policies that relate specifically to maintenance and land use.

Within Hillsborough County, there are various standard practices and operating policies to maintain the existing transportation infrastructure and enhance the capacity of the transportation network. These internal operating protocols assist in ensuring a safe and efficient transportation system to support the community's safety and quality of life. To the maximum extent capable with available funding, the County, Cities, and supporting and coordinating agencies set standards to align project implementation with available budgetary capabilities.

Some policies provide specific levels at which the transportation system should function, and are used as the basis for funding and implementing projects. Other policies lay the groundwork for which a better transportation system should function, and while they are considered when prioritizing projects, they may be based on ideals and best practices rather than operating and maintaining a system under the funding constraints the jurisdictions are currently experiencing.

Increased levels of roadway maintenance, as well as consistent coordination where appropriate throughout jurisdictions, would assist in maintaining good infrastructure. Maintaining roads at a good condition, rather than continuously repairing that which is in poor or approaching poor condition, enhances the system and is more effective. The relevance and importance of maintaining the transportation system is echoed through extensive community engagement feedback which clearly recognizes that maintenance directly relates to the general reliability and performance of the transportation system.

Importantly, although maintenance standards are not consistent throughout jurisdictions, all Hillsborough County jurisdictions use acceptable standards and practices consistent with their needs.

With regard to land use, there are many beneficial and well-intended policies that are followed by the County and Cities. As it relates to coordinating growth between transportation infrastructure and land use, additional attention to the provision of adequate infrastructure where growth is directed, could also aid in system reliability, functionality, and citizen confidence in efficient government planning. Consideration of a mobility fee could direct growth towards urban areas with transportation supportive infrastructure to support the growth, rather than to rural or suburban areas that are unable to support the impacts.

As mentioned, policies and standards are not necessarily consistent across all jurisdictions, nor do they need to be. What is important is to ensure coordination and consistency of the maintenance of infrastructure throughout the County. The policies identified herein are not representative of every transportation policy carried forth by the County, Cities, or implementing and planning agencies.

General Transportation System Standards



General standards for infrastructure are offered by the Federal Highway Administration (FHWA), American Association of State Highway transportation Officials (AASHTO), National Association of Counties (NACo), Institute of Transportation Engineers (ITE), and others. Individual jurisdictions may set their own standards of maintenance, and prioritize and program projects based on jurisdictional funding and values.

Maintaining our Roads

Review of Road Condition Maintenance Policies and Procedures

In Hillsborough County, the Public Works Department is responsible for providing safe and efficient transportation facilities, stormwater systems, and solid waste management for the residents of unincorporated Hillsborough County. This includes oversight of Hillsborough County's planning, design, construction, and maintenance of roads, bridges, intersections, sidewalks, trails, and stormwater facilities. The Public Works Department must also maintain the County Road Maintenance and Construction policies and provide recommendations to the Board of County Commissioners (BOCC).

Hillsborough County Road Maintenance and Construction Policies (Section 09.01.00.01) were approved in the 1980s and adopted by the Hillsborough County BOCC. The Board policy sets forth a formalized process for the Public Works Department to carry out road maintenance and construction activities, and to provide recommendations to the BOCC.

The Capital Improvement Program (CIP) is the County's six-year budget plan for capital projects for the programs under the purview of the County, including fire services, government facilities, library services, parks, Environmental Lands Acquisition and Protection Program, solid waste, stormwater, transportation, and water. The CIP outlines project costs and a timeline for implementation, and is updated annually to respond to County needs within the Capital Improvement Element (CIE) required under the Growth Management Act of 1985. The CIP balances infrastructure and facility needs with the fiscal capacity of the County, and acts as a guide for prioritizing and implementing projects. The County's Policy for the Capital Budget and Capital Improvement Program (Section 03.02.02.00) outlines the criteria used to establish priorities for the CIP, including the following transportation projects:

- ◆ Projects necessary to conform to state or federal laws or court filings
- ◆ Projects eligible for restricted revenues such as state and federal grants
- ◆ Projects necessary in carrying out the Comprehensive Plan for unincorporated Hillsborough County
- ◆ Major repair and replacement capital projects
- ◆ Projects which reduce future operating costs or improve effectiveness of operation of County services
- ◆ Projects essential to the health, safety, and welfare of the community
- ◆ Projects which stimulate private investment or otherwise affect measurable neighborhood and economic improvement
- ◆ Projects which involve inter-agency cooperation
- ◆ Projects which improve the cultural and recreational activities of the community
- ◆ Projects which improve accessibility to County facilities for all citizens

Projects prioritized for inclusion in the CIP must be concurrent with community values and standards, as well as existing infrastructure. Standards for each program are established and maintenance of existing infrastructure is given a higher priority than new construction (Board Policy - Section Number 03.02.02.06).

The policy directs that the County should not build or acquire a project if it is not capable of maintaining or operating it once implemented. All capital projects to be considered should include details regarding the implications on maintenance and operations related to the project (Board Policy – Section Number 03.02.02.08). The challenge is the fact that the maintenance needs and costs of projects do not occur until many years after construction or acquisition.

Maintenance Levels

Hillsborough County

In 2001, Hillsborough County implemented the Governmental Accounting Standards Board Statement No. 34 Basic Financial Statements – and Management's Discussion and Analysis for State and Local Governments (GASB 34). The County established maintenance service levels for its infrastructure by approving the commitment to preserve infrastructure assets maintained by the Public Works Department. This includes maintenance requirements for its 7,028 County-maintained lane miles. Adoption of GASB 34 required that the County account for capital and infrastructure assets, report the value and condition of capital and infrastructure assets, and incur maintenance expenses necessary to preserve its paved roadway lane miles at an average condition of 6 to 7, and other infrastructure at a level of "fair." Pavement condition is reported on a scale of 1 to 10 (10 is best condition). All other infrastructure is rated on the scale of failed, poor, fair, good, and excellent.

To meet service level expectations, the County initiated the Hillsborough County Asset Management System (HAMS) in 1997 to record quantity, location, and condition of each infrastructure asset managed by the Public Works Department. The Public Works Department also conducts physical condition assessments to determine maintenance levels of existing infrastructure assets.

Hillsborough County
maintains more than
7,000 MILES
of roads

Physical review of County assets is completed every three years.



A change was made to the commitment level and scale of pavement condition in 2008 when Hillsborough County adopted the American Society for Testing and Materials (ASTM) International Standard Practice for Pavement Condition Index Surveys. Implementation of ASTM requires the County to conform to a new overall average Pavement Condition Index (PCI) of 55 or greater, on a scale of 0 to 100 (100 is best condition). Roadways with a PCI of 75 or higher are typically new roads, roads with light surface wear, and low edge cracking. Roadways with a PCI of 55 to 74 vary widely between fair and good levels with moderate to heavy surface wear, low severity block cracking, and moderate to severe edge cracking. Roads with a PCI less than 55 are poor or failing roadways showing heavy surface wear, high severity cracking, patching and rutting, excessive raveling, and delamination.

The number of lane miles by PCI condition are shown in **Figure 19**.

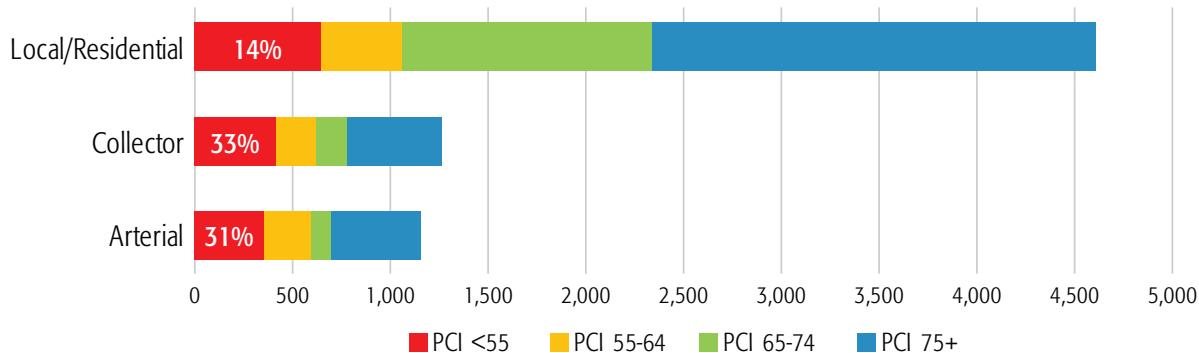


Figure 19: Hillsborough County Road Condition by Lane Mile

The County standard to maintain roads at a PCI of 55 is at the threshold of poor condition and failing. At this threshold, the percentage of roads in poor condition is at 30 percent and increasing. As the number of roads in poor condition rises, costs go up because roads already in poor condition cost more to maintain and bring up to adequate condition. To appropriately maintain roads for long-term system and cost efficiency, it is recommended that the PCI for maintenance be raised and set at 65 PCI once the County catches up with its repaving backlog.

City of Tampa

The City of Tampa's maintenance practices are similar to those of the County. They utilize general best practices, such as those provided by FHWA and AASHTO, related to life cycle needs on its roadways, bridges, traffic signals, and other asset preservation and maintenance needs, based on funding availability and prioritization. The City of Tampa's pavement management system applies a pavement condition index to individual block segments. The pavement conditions of City streets are, on a rotating basis, evaluated and indexed. Streets with low pavement condition are selected from public feedback, repair requests, utility clearances, development areas, and other scheduled capital projects. To repair roads, the City implements such tools as cold in-place recycling, crack seal, full depth reclamation, hot in-place recycling, mill and overlay, micro-surface, and reclamite.

The City of Tampa's performance target for 2014-2015 is to pave 177 lane miles (14.7 lane miles per month). The City's year to date average as shown in Figure 20 has been 60 to 88 percent of this annual goal (City of Tampa Transportation Metrics, 2014).

The City also utilizes a performance standard to repair potholes no longer than three business days after notification. There are approximately 7,000 potholes paved on an annual basis (City of Tampa Transportation Metrics, 2014). Figure 21 shows the pothole patching program in 2014-2015.



Figure 20: City of Tampa Miles of Road Paving
(July 2014 - April 2015)

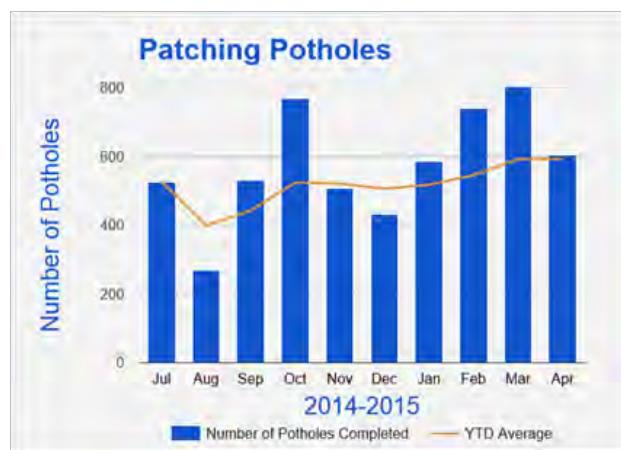


Figure 21: City of Tampa Potholes Patched
(July 2014 - April 2015)

City of Temple Terrace

The City of Temple Terrace conducted a review and analysis of the condition of 78.5 miles of roads throughout the City in accordance with the ASTM D6433-03 Standard Practice for Roads and Parking Lots Pavement Condition Index Surveys in 2012. As part of this process, the City completed an inventory of all roads using Geographical Information System (GIS) software. Similar to Hillsborough County, as part of the City's Pavement Management Plan, a PCI ranking between 0 and 100 (100 is best condition) is used to determine the condition of the roadways. The City rankings include Failed (0-20), Poor (21-40), Fair (41-60), Satisfactory (61-80), and Good (81-100). Following review and analysis for the Pavement Management Plan, a PCI of 65.54 was determined as the overall area weighted average for the condition of all City maintained roads. Of the overall rating, 23 percent were considered good, 27 percent as satisfactory, 46 percent as fair, and four percent as poor. Four sections within the network failed, representing less than 0.5 percent of roads. An additional analysis of the City's structural condition index on roads indicates that distresses are primarily on the pavement's surface, with minimal base layer problems.

As the level of maintenance is reliant on funding, the Pavement Management Plan provided the level at which City roadways could be maintained based on available funding through 2017. Without any investment, the PCI will decline from the current average PCI of 65.54, to an average of just above 50 in 2017. To maintain the current average PCI, an annual investment of \$500,000 is needed. With an investment of \$650,000, the PCI can improve. The City of Temple Terrace currently funds approximately \$100,000 annually, which will not address the identified project needs, and will not prevent the decline of the City's roadway system.

The Hillsborough County MPO Long Range Transportation Plan (LRTP) policies support maintenance and preservation of the existing system as part of LRTP policies 6.2B, 6.2C, 6.2G. These policies provide direction to prioritize funding to low-cost capital improvements that preserve the existing roadway capacity, assess investment based on operating and maintenance costs in addition to initial capital costs, and ensure that funding is available to maintain and replace transportation assets on an appropriate schedule.

The Hillsborough County City-County Comprehensive Plans also set forth policies in support of the County and Cities' maintenance of existing infrastructure. The Unincorporated County Comprehensive Plan includes policies within the Transportation Element and CIE. Goal One of the Unincorporated County Comprehensive Plan includes policies that specify providing the capacity and efficiency to serve adopted roadway level of service standards, and to maintain existing infrastructure to avoid reconstruction or replacement. The CIE also includes a policy that further directs the County to ensure the ability to continue operating and maintenance costs associated with capital investments. These policies do not establish service levels, but guide and support the County in setting appropriate levels of preservation.

Similar policies are provided within the Comprehensive Plans for the City of Plant City, City of Tampa, and City of Temple Terrace. Similar to the Unincorporated County Comprehensive Plan elements, asset management and preservation is directed, but specific levels are not specified; they are left to individual jurisdictions.

The Florida Department of Transportation (FDOT) maintains roads within Hillsborough County. FDOT developed standards for pavement conditions and strives for a goal of 80 percent of its roads to meet the standard. FDOT monitors state roads based on a composite score from 0 to 100 (100 is best condition). On a statewide level, 93 percent of FDOT's roads meet pavement standards. The FDOT average roadway maintenance score has remained at 96 since 2002 (FDOT Maintenance and Operations Performance Report, 2014).

Maintenance Policy Issues and Recommendations

Maintenance was consistently identified as the top priority to citizens throughout Hillsborough County during the *GO Hillsborough* community engagement. Even more specifically, citizens identified resurfacing as the highest priority specifically during the Understanding the Issues phase of community discussion. Poor pavement condition contributes to higher cost for operating cars, emergency vehicles, and transit vehicles.

The County jurisdictions follow national and industry standards for assessing and maintaining infrastructure. The largest part of the local system is Hillsborough County's. The County-maintained pavement condition is managed at a level that is at the threshold of being considered poor condition and/or failing, and the standards are not consistent throughout jurisdictions. Once the maintenance backlog is caught up, it will be cost-effective and efficient for Hillsborough County to raise the PCI standard to 65.

It is difficult for local jurisdictions to meet the standards they set without available revenue; and policies are not tied to appropriate funding levels to implement identified transportation goals. While jurisdictions struggle to keep pace with maintenance levels, the road conditions will continue to deteriorate without additional revenue. Conversely, state roads are maintained at a higher level, as FDOT maintains roads in a "taken off the top" approach, and emphasizes maintenance at every level of project development. A similar approach is recommended as part of the Community Transportation Plan.

Transportation and Land Use Coordination

Review of Transportation-Related Land Use Policies

There are volumes of policies that provide standards and direction for future development and coordination between transportation infrastructure and land use. They are not, however, tied to any funding for the implementation or prioritization of projects and policies provided. The Hillsborough MPO and Hillsborough County City-County Planning Commission consider future growth

in Hillsborough County, and plan in unison to further coordinate transportation and land use as part of the Long Range Transportation Plan (LRTP) and Comprehensive Plans for the Unincorporated County and Cities of Plant City, City of Tampa, and City of Temple Terrace. The LRTP and Comprehensive Plans are created as a coordinated effort between the Hillsborough County MPO, Hillsborough County City-County Planning Commission, County, and Cities, to consider transportation and land use in the future.



Long Range Transportation Plan

The LRTP was recently completed, and the Comprehensive Plan Updates are due by Summer 2016. The current LRTP and Comprehensive Plans consider the future of Hillsborough County in unison to further coordinate transportation and land use as part of the Imagine 2040 Plan. The MPO updates the LRTP every five years to identify and prioritize transportation solutions in Hillsborough County for the next 20 years. The LRTP sets goals, objectives, and policies related to the plan and projects. The MPO uses policies defined within the LRTP to develop the plan and determine priority projects. They are reflective of a preferred growth scenario and policies, as identified through extensive public engagement.

While goals and policies within the LRTP are incorporated in the planning efforts of the County and Cities, the policies within the LRTP set a vision, rather than direct an adherence to specified policies and standards. The LRTP policies indicate that the transportation system enhance safety and security of the transportation system, support of economic vitality, improve quality of life, promote accessibility and mobility, align transportation improvements with anticipated land development and growth, and consider cost-effective solutions to preserve the existing transportation infrastructure.

Comprehensive Plans

The County and Cities are each required to develop a comprehensive plan to guide future growth and decision making under the State of Florida's Local Government Comprehensive Planning and Land Development Regulation Act of 1985. Within Hillsborough County, there is a comprehensive plan for the Unincorporated County, and Cities of Plant City, Tampa, and Temple Terrace.

The comprehensive plans set policies and guidelines for future development. While they include detailed provisions and standards, they are not implementing regulations, and are not tied to funding for implementation. Comprehensive plans consider future population, development patterns, the ability of public facilities to support future development, and the financial ability for local government to make the necessary improvements to infrastructure facilities.

There are a multitude of goals, objectives, and policies within the comprehensive plans that lay the groundwork for plan administration and compliance with state requirements. Topic areas include development and implementation of elements such as land use, transportation, community facilities and resources, and capital facilities. These components also include policies for the coordination of land use and transportation, concurrent with growth management laws and policies. Policies within the plans must be considered for legal determinations, pursuant to state laws and statutes, and local governments are required to develop and enforce the policies provided within the comprehensive plans.

With a focus on preserving community quality of life, policies within each of the Cities of Plant City, Tampa, and Temple Terrace, and Hillsborough County Comprehensive Plans relate to providing adequate transportation facilities and infrastructure, as well as accessibility to land use types. The Future Land Use Elements ensure land use designations are appropriately designated and distributed. Each plan has a Transportation or Mobility Element to focus on providing the capacity and efficiency of the roadway network based on specified level of service standards, as well as providing interconnected multi-modal options. CIEs of the comprehensive plans provide fiscal guidance for implementation.

While many policies support the provision of a better transportation infrastructure, there may be some that unintentionally put greater pressure on the transportation network to serve growth in unintended or planned areas. For example, the Unincorporated County Comprehensive Plan sets goals to direct new growth in Hillsborough County, with supportive policies to make development cost affordable through incentives such as expedited review processes. Policy 1.7 of the Future Land Use Element states: The County will create incentives to make development within the Urban Service Area (USA) desirable and cost affordable. Such incentives may include but are not limited to expedited review processes, retrofitting existing development, increased density bonuses, tax incentives, impact fee structuring and pre-zoning of vacant, underutilized lands to achieve planned densities. Development incentives and priority consideration are given to the provision of affordable housing options, and density bonuses are directed to encourage affordable housing development (Policies 20.1 and 20.2). While there are policies to ensure adequate infrastructure for planned development, unintended consequences of implementing these positive strategies are apparent when incentivized developments are located in areas that cannot adequately serve or support the transportation needs of the population encouraged within a geographic area that is chosen based on land availability and cost.

More information on the MPO LRTP and Hillsborough County City-County Comprehensive Plans and the complete plan information and details can be found at www.PlanHillsborough.org.

Transportation and Land Use Coordination Recommendations

Throughout the GO Hillsborough community engagement, it was apparent that the general public lacks confidence that planning for infrastructure is conducted in full coordination with land use planning. While there are several policies set forth in the LRTP and Comprehensive Plans, additional policies and regulations enacting mobility fees could assist in properly implementing the policies as proposed, by directing growth towards urban areas that have the infrastructure to support the growth.

While many of the land use policies are positive in nature, there may be negative impacts to the transportation infrastructure if it is not appropriately expanded or if it is not even possible to increase capacity to adequately serve the increased use and demand caused by additional development. It is clear that land use policies should be fully consistent with the ability to provide infrastructure for future development.

National and Other County Standards and Practices

There has been a growing concern and focus on the national, state, and local condition of infrastructure as available revenues to address the necessary maintenance continue to diminish. The National Association of Counties (NACo) "The Road Ahead: County Transportation Funding and Financing" reports that the Moving Ahead for Progress in the 21st Century (MAP-21) Act further skewed the allocation of funds away from local governments. Local governments, which own 43 percent of the federal-aid highway system roads, now receive a funding allocation equal to 16 percent of the National Highway Performance Program and Surface Transportation Program funds for federal-aid highways.

The American Society of Civil Engineers (ASCE) has been grading America's infrastructure since 1998 and prepares a report card every four years on a grading scale of A to F. As of 2013, the overall infrastructure grade in the country was a D. ASCE suggests three solutions to solving the nation's infrastructure issues:

- ◆ Increase leadership in infrastructure renewal
- ◆ Promote sustainability, resiliency, and ongoing maintenance
- ◆ Develop and fund plans to maintain and enhance infrastructure



According to the Federal Highway Administration (FHWA), the local government standards and processes for monitoring assets can vary widely based on resources and agency responsibilities. FHWA produced *Asset Management: Current Practices in Transportation Asset Management*, which reviews the local management of infrastructure assets throughout the country, compiling common practices and experiences. FHWA notes that there is no single method of monitoring and maintaining assets. Two national case studies included Cole County, Jefferson City, Missouri; and the City of Redmond, Washington. Similar to Hillsborough County, both are in compliance with the GASB 34 reporting requirements. The types of software used to update inventory conditions assessments vary from global positioning system (GPS) services to the use of GIS software. FHWA indicates that Cole County conducts physical reviews and evaluations of assets, utilizing a scale of one to five (five being "excellent"). The City of Redmond conducts physical reviews of conditions every two years. On a rating scale of 100, the City of Redmond is noted as keeping the City's roads at an average rating of 83. In comparison, as noted previously, Hillsborough County policies direct the County to maintain pavement conditions at 55, and the City of Temple Terrace has an average overall rating of 65.

At the state level, FDOT follows a "taken off the top" approach for maintenance of state roads that is recognized by FHWA. Preservation and investment in highways and roads is done before investing in capacity projects throughout the entire process from planning to implementation, and are tracked by the use of performance measures. As such, state roads are maintained at a much higher level than local roads.

Throughout the country, counties and agencies are reorganizing to work smarter, focusing resources on operations and maintenance and collaborating regionally to more effectively improve capabilities. Management, operations and maintenance practices that consider agency objectives, capabilities, and resource constraints have a great potential to improve the performance of the transportation system.

How Counties Are Meeting the Infrastructure Challenge

As a part of the *GO Hillsborough* initiative, surrounding counties, including Pasco, Pinellas, and Polk Counties, were studied to learn how they fund transportation projects and what processes and policies they use to prioritize projects. The following documents and plans were reviewed to identify policies and processes:

All counties in the Tampa Bay region share the predicament of limited funding.

- ◆ County Comprehensive Plans' Transportation Elements
- ◆ Metropolitan Planning Organizations' (MPOs') 2040 Long Range Transportation Plans (LRTPs)
- ◆ Capital Improvement Programs (CIPs)

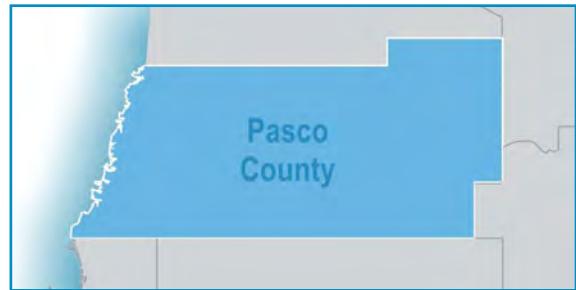
To collect additional information where possible, phone interviews were conducted with the Pinellas County Public Works Department and Planning Department, and the Polk County Transportation Department.

Every county and community is different. Even so, their narratives are similar when it comes to the need to maintain infrastructure with limited funding. All counties share a common dilemma: The transportation needs of each county and community outweigh the available funding to meet those needs. Many of the lessons learned from the counties can be applied to other places (including Hillsborough County).

Pasco County

County Profile

Pasco County covers nearly 747 square miles and is generally known as a bedroom community where many of its residents travel south to Hillsborough or Pinellas Counties to work and play (U.S. Census Bureau, 2010). Its growth has been characterized by low-density suburban neighborhoods, often replacing farmland. To an extent, that is changing as the County expects to grow at a rapid pace and focus growth to urban and existing neighborhoods. The countywide population is expected to nearly double over the next 25 years, from 459,023 in 2010 to 905,211 in 2040. Job growth will be even stronger, climbing nearly 200 percent from 125,406 to 374,964 over the same period (Pasco MPO, Mobility 2040). This rapid growth is encouraging for Pasco County's future, but it also presents challenges in funding their transportation infrastructure to accommodate an increase in travel demand. Pasco County is utilizing a mobility fee as a tool to leverage revenue for its growth.



Process for Prioritizing Projects

Transportation project prioritization in Pasco County is generally the same process as other counties. For example, the Pasco MPO uses a technical evaluation process to weight projects. For roadways, this includes a benefit/cost analysis, capacity analysis, intermodal connectivity, regional connectivity, socio-cultural impacts, and other evaluation criteria (Pasco MPO, Mobility 2040). Capacity is weighted as the most important, accounting for 23 percent of all the criteria. The capacity criterion is reinforced by policies from the County's Comprehensive Plan Transportation Element (specifically Transportation Policy 2.4.4), which encourage Pasco County to find additional funding sources to add capacity to major roads.

The funding of multi-modal transportation is also important. For example, Transportation Policies 1.4.2 and 1.4.4 of the County's Transportation Element state that road projects need to accommodate sidewalks, bike paths, and transit facilities. With the County's policies, coupled with an innovative funding source, Pasco County is focused on directing growth and expanding its transportation system.

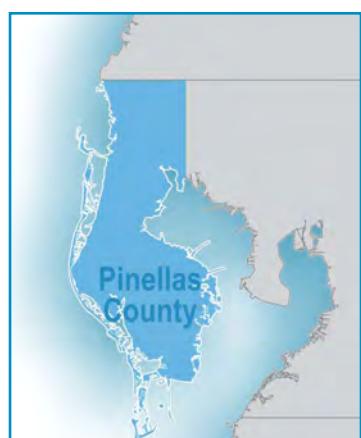
Lessons Learned

In the next 25 years, Pasco County is expected to grow at a rapid pace. Planning efforts are underway to reverse previous trends of sprawling land uses and direct growth to urban and existing communities. The lesson learned from Pasco County is the County plans to spend more money on trails, sidewalks, and bike facilities, which reflects a policy emphasis on multi-modal projects.

Pinellas County

County Profile

Pinellas County is west of Hillsborough County, across Tampa Bay. Its population is 930,109 (2013) – 33 percent less than Hillsborough County's 1.3 million residents. However, Pinellas County is the most developed county in Florida, covering more than 273 square miles with a population density of just under 3,400 persons per acre (U.S. Census, 2010). Transportation planning in the previous 30 years mostly involved expanding road capacity. As indicated in interviews in May 2015, this is changing as the County is reaching a point where there is little-to-no right-of-way left for additional roads; making multi-modal projects a higher priority to meet future mobility needs throughout the County (Pinellas County Public Works, 2015).



Pinellas County is expected to experience slower growth in population and jobs in the next 25 years. Its population is expected to rise seven percent, from 896,864 to 959,398 between 2010 and 2040. Job growth is projected to be a higher at 9.6 percent, increasing from 516,939 to 566,366 in the same time period (Pinellas MPO, 2040 LRTP). Still, Pinellas County will continue to attract tourists, businesses, and regional commuters.

Process for Prioritizing Projects

In 1989, Pinellas County adopted Transportation Policy 1.1.3 in the county's Comprehensive Plan Transportation Element. It emphasized parallel relief facilities to relieve congestion on state roads. With approval of the sales tax for transportation projects called "Penny for Pinellas" that same year, funding became available for new arterial and collector roads such as the Bayside Bridge, the completion of Ulmerton Road, and County Road 296. The policy was removed in 2008, and planning has since shifted to focus on multi-modal projects that improve mobility and accessibility across the County. The County will begin updating its policies in the later part of 2015 to reflect the shift. The County credits the success of Penny for Pinellas to policies that are clearly written and easily understood by the public (Pinellas County Public Works, 2015).

To maintain its existing roads, Pinellas County inspects arterial, collector, and residential roads every three years for resurfacing; bridge inspections are on a two-year cycle. Similar to Hillsborough County, Pinellas prioritizes those projects using about 19 criteria set by ASTM. Levels of pavement conditions are determined based on the wear of the road, considering characteristics such as potholes, cracking, rutting, and sagging. Similar to Hillsborough County, each criterion is scored, and the results of the pavement analysis can range from 0 to 100, with 100 representing the best pavement condition. For bridge maintenance, the County looks at whether a bridge is structurally sufficient, functionally obsolete, and economically feasible to replace or repair it. Structurally insufficient bridges are automatically prioritized for repair or replacement. It can take two to seven years for a bridge project to take place. The time frame depends on the size of the bridge and the project. In situations when repairs total 50 percent of replacement costs, the County builds a new bridge. In cases of functional obsolete bridges, the County looks at the needs and issues. For example, bridges that need more lane width but have existing multi-modal facilities are not necessarily replaced. Bridges that have high accident rates (vehicle, pedestrian, and bike), need more width, and lack multi-modal facilities may be replaced. The issues need to be significant enough to justify replacing the bridge (Pinellas County Public Works, 2015).

Stakeholder collaboration is also an important consideration. Specifically, county departments impacted by a project are a part of the decision-making process. The County also looks for practical and creative ways to fund projects. Sidewalks within two miles of schools receive priority for funding. When expanding capacity at intersections, the County tries to include multi-modal projects, such as adding bike lanes and crosswalks to improve pedestrian safety. The costs are lower in the long-term because it is a more efficient way to complete projects.

Lessons Learned

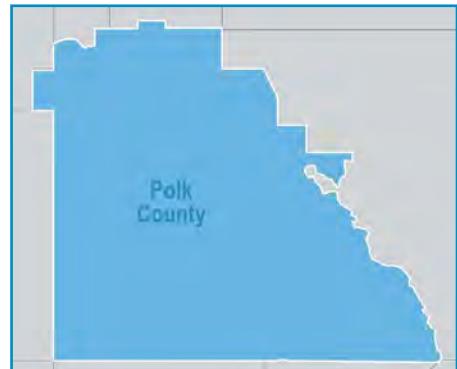
Pinellas County is nearly built out. As traffic volumes increase, it will become more difficult to improve road capacity. Dilemmas such as this one mean that Pinellas County must balance transportation needs with available funding by focusing on multi-modal projects. Lessons learned from Pinellas County include:

- ◆ Policies need to be clearly written and easy to understand
- ◆ Transportation needs will change over the years, so policies need to reflect changes
- ◆ Collaboration among county stakeholders is important for prioritizing projects
- ◆ Completing transportation priorities within one project is an efficient way to address needs and capacity at once – for instance, including multi-modal projects while expanding capacity of intersections

Polk County

County Profile

Polk County is just under 1,800 square miles in size. Like Hillsborough County, the majority – more than 62 percent – of Polk County's 623,159 (2013) residents live in the County's unincorporated area (U.S. Census, 2010). The County is expected to grow considerably over the next 25 years. By 2040, its population is predicted to reach one million, and jobs are expected to climb 55 percent from 280,347 to 435,693. More travel demand is expected from communities such as North Ridge and the new campus for the Florida Polytechnic University. This type of growth and the County's large geographic size signal transportation investments will continue to be important to connect residents and visitors to their destinations.



Process for Prioritizing Projects

Prior to the recession, Polk County invested heavily in building roads. A concern now is there is not enough money to maintain them at acceptable levels of service. The County inspects arterials, collectors, local roads, and bridges every two years. However, at current funding levels, the County estimates it can do routine rehabilitation on existing roads in Polk County only every 25 years. If a bridge is structurally failing, the County finds a way to pay for its replacement (Polk County Public Works, 2015).

To get the most out of its funding, Polk County has tried to be more efficient in paying for projects. In recent years, the County has spent most of its CIP funding on maintenance projects. In the future, the County is moving towards road preservation rather than road rehabilitation projects. This means that the County is trying to extend the life of a road with methods such as sealing cracks as opposed to mill and resurfacing.

Lessons Learned

Polk County is similar to Hillsborough County in that its transportation system covers a large geographic area and serves a fast growing population. An important concern for the County is road maintenance; there is simply not enough funding to pay for it all. All the same, Polk County has managed available funding to improve intersections and incorporate multi-modal transportation projects. Lessons learned from Polk County include:

- ◆ Good communication to the public and stakeholders is important to help them understand the process of prioritizing projects for funding
- ◆ Engineering evaluation criteria and transportation planning are important for prioritizing projects when limited funding is available

CHAPTER 6:

Transportation, Economic Development, and Funding



Transportation, Economic Development, and Funding

Transportation and Economic Development

As stated on the Hillsborough County website under the Transportation for Economic Development (TED):

“In the next 25 years, more than 1.8 million people will call Hillsborough County home. As it stands, today’s transportation system is struggling to keep up with current demands and current financial resources are already committed. In order to compete for jobs with other communities of our size, we need to invest in transportation and mobility options that encourage and help build a vibrant quality of life.”

The basic issue is easy to understand; an adequate and efficient community transportation infrastructure is a prerequisite to economic growth and vitality. Transportation is a critical component of the social, political, and economic welfare of a society. The quantity, quality, condition, and mobility of the transportation system has a direct effect on economic development. Efficient transportation systems are proven to provide both economic and social benefits through accessibility, connectivity, employment, and investment in the community. Conversely, deficient transportation systems in terms of mobility, connectivity, quality, reliability and capacity all impact a community through missed opportunities, negative quality of life, and the inability to be economically competitive. From a simple economic viewpoint nothing happens without transportation, and it serves as the link in the complex web of relationships between producers and consumers.



In aggregate, transportation infrastructure is expensive, lengthy to construct, and expected to last for a century and is therefore, maintenance intense. However, the positive impact of efficient transportation on a community cannot be dismissed. The reduced costs that timely and efficient transportation provides in many economic sectors, is increasingly important to our economy.

In meeting the need identified above and in evaluating the economic impacts and transportation options for our community, the following factors have to be continuously considered:

- ◆ **Efficiency** – What are the comparative net project benefits?
- ◆ **Land Use Impacts** – Are we efficiently using our resources to properly link transportation and land use choices?
- ◆ **Mobility, Accessibility, and Affordability** – Are we providing accessible and affordable mobility options for our citizens?
- ◆ **Indirect and External Impacts** – What are the “downstream” impacts on communities, property, congestion, safety, environmental, and subsidies?
- ◆ **Direct Impacts** – What are the impacts to job creation, productivity, and sustainability?
- ◆ **Outcomes** – What do the economic indicators say about income opportunities, economic stability, and overall quality of life?

To ensure that Hillsborough County has an effective transportation system that responds to economic issues the challenge of funding must be addressed.

Transportation Funding

Transportation along with water, sewer, and power is the backbone of a community's infrastructure. In order to enhance, add capacity, and maintain the overall system adequate funding is necessary. The federal and state funding from gas taxes that have historically been used to maintain and fund new infrastructure are dwindling. The primary reason for reduced infrastructure revenue is that the federal gas tax rate has

The Federal Highway Administration estimates \$170 billion annually would be needed in capital investment to significantly improve congested conditions and performance of the nation's roads.

remained at 18.4 cents per gallon since 1993 while increases in the Corporate Average Fuel Economy (CAFE) standards result in more fuel efficient vehicles using less fuel, generating fewer gas tax revenues per mile driven. As the percent of federal funds used for projects declines, the result is a growing funding gap between needs and available resources.

The vast majority of transportation funds are from fuel taxes levied at federal, state, and local levels. Federal funds are collected and distributed to federal highway, rail, and transit programs, from which Florida receives funding for eligible programs. As federal funding decreases, the percent of federal funds available for projects continues to decline. According to the American Association of State Highway Transportation Officials, only 36 percent of surface transportation project funding comes from federal sources. In the State of Florida the percentage is even lower and nears 25 percent. This situation places increased stress on state and local revenue sources.

Within the State of Florida and at the local level there are various funding sources used to develop and maintain the transportation system. Funds collected from Florida tax levies are distributed to state funding programs, with the Transportation Trust Fund receiving the bulk of the money. These programs fund statewide projects and are also distributed to counties and municipalities through various formulas.

On the local level, funds are collected from local tax levies, as well as state tax levies shared by the state and local entities. **Table 22** outlines Florida's primary transportation tax sources (categorized by Federal, State – For State Use, State – For Local Use, and Local) and the approximate 2013 statewide distribution. The Florida Department of Transportation (FDOT) administers state – for state use revenues. FDOT combines the federal revenues and state – for state use revenues as state/federal funds for estimating revenues. Local governments administer state – for local use revenues. Other state/federal revenue sources include vehicle related taxes (e.g., vehicle license fees, registration fees, and title fees) and tourism related taxes (e.g., aviation fuel and rental car surcharges).

In addition to funding received through state/federal funding mechanisms, local governments (primarily at the county level) have the ability to raise revenues through levying local taxes. The counties generally use a combination of sales taxes, gas taxes, and impact fees to pay for transportation projects. The taxes most frequently used are the state-levied Constitutional Gas Tax, County Fuel Tax, the Local Option Gas Tax (LOGT), and the Local Government Infrastructure Surtax. The state collects and distributes the Constitutional Gas Tax, County and Municipal gas taxes, and fuel use taxes on behalf of local governments. In the past, a major revenue source for transportation-related projects has been Transportation Impact Fees. However, the recent downturn in the economy, in addition to Florida legislation that now reduces the in-kind contributions that are imposed on developers, has significantly reduced the flow of revenues from impact fees and dedications of improvements. A more in-depth description of individual local taxes and fees is provided below from the 2014 Local Government Financial Information Handbook (LGFIH), 2014.

In general, funding sources can be divided in the following categories:

- ◆ **User Fees** – Transit fares, vehicle registration fees, tolls, utility fees
- ◆ **Non-user Fees** – Property tax, sales tax, income/payroll tax, severance taxes, fuel taxes
- ◆ **Special Benefit Fees** – Tax Increment Financing (TIF), special assessments, traffic impact fees, service charges
- ◆ **Private Financing** – Developer financing, private ownership, private donation
- ◆ **Debt Financing** – Such as bonds; a means of changing the flow of resources but not a new source of revenue

Table 22: Florida's Primary Transportation Tax Sources

Fund/Tax Source	Description	2013 Distribution (\$ Millions)	2013 Rates & Fees
Federal			
Federal Highway Administration	Highway fuel taxes and other excise and heavy vehicle use & sales taxes	\$1,825	<ul style="list-style-type: none"> ◆ Gasoline - 15.44¢/gallon ◆ Gasohol - 15.44¢/gallon ◆ Diesel - 21.44¢/gallon
Federal Aviation Administration Airport & Airway Trust Fund	Federal taxes on non-commercial aviation fuel, airline tickets, waybills, and international departures	\$188	<ul style="list-style-type: none"> ◆ Avgas - 19.3¢/gallon ◆ Jet Fuel - 21.8¢/gallon ◆ Ticket Tax - 7.5% ◆ Waybill Tax - 6.25%
Federal Transit Administration Highway Trust Fund	Federal highway fuel taxes	\$365	◆ 2.86¢/gallon
Federal Rail Administration General Fund	Appropriations	\$8	N/A
State – For State Use			
Fuel Sales Tax	Highway and off-highway fuels (excluding "alternative" fuels 2014-2019)	\$1,163	<ul style="list-style-type: none"> ◆ Highway Fuel – 13.1¢/ gallon ◆ Off-Highway Diesel – 6%
State Comprehensive Enhanced transportation System (SCETS) Tax	Highway fuels (excluding "alternative" fuels 2014-2019)	\$655	<ul style="list-style-type: none"> ◆ Gasoline – 5.9¢ to 7.1¢/gallon ◆ Diesel - 7.1¢/gallon
Aviation Fuel Tax	Aviation fuel	\$41	◆ 6.9¢/gallon
Fuel Use Tax & Fee	ID decals & taxes on highway fuels consumed commercially	\$11	<ul style="list-style-type: none"> ◆ Decals - \$4.00/year Taxes - Prevailing Rates
Motor Vehicle License Fee	Annual vehicle registrations	\$484	◆ Fee based on vehicle weight
Initial Registration Fee	Initial registration surcharge on specified vehicles	\$85	◆ One-time Fee - \$225.00
Incremental Title Fee	Titles issued for newly registered and transferred vehicles	\$92	◆ Fee - \$70.00 each
Rental Car Surcharge	Daily surcharge on leased/rented vehicles	\$116	◆ Fee - \$2.00/day
State – For Local Use			
Fuel Taxes – Constitutional, County and Municipal Gas Taxes & Fuel Use Tax	All highway fuels (excluding "alternative" fuels 2014-2019)	\$359	<ul style="list-style-type: none"> ◆ Constitutional- 2¢/gallon County - 1¢/gallon ◆ Municipal - 1¢/gallon
Local (excludes local surtaxes and other local sources)			
Ninth-Cent Gas Tax	All highway fuels (excluding "alternative" fuels 2014-2019)	\$78	<ul style="list-style-type: none"> ◆ Gasoline - 0¢-1¢/gallon ◆ Diesel – 1¢/gallon
Local Option Gas Taxes	All highway fuels (excluding "alternative" fuels 2014-2019)	\$691	<ul style="list-style-type: none"> ◆ Gasoline – 1¢-11¢/gallon ◆ Diesel - 6¢/gallon
Total		\$6,161	

Ad Valorem Taxes

Ad Valorem Taxes (Property Tax) – “Counties, school districts, and municipalities shall, and special districts may, be authorized by law to levy ad valorem taxes and may be authorized by general law to levy other taxes, for their respective purposes, except ad valorem taxes on intangible personal property and taxes prohibited by this constitution” (LGFIH, 2014). Local governments may levy ad valorem taxes subject to the following limitations:

- ◆ Ten mills for county purposes
- ◆ Ten mills for municipal purposes
- ◆ Ten mills for school purposes
- ◆ A millage fixed by law for a county furnishing municipal services
- ◆ A millage authorized by law and approved by voters for special districts

Ad valorem taxes are general revenue to be used by local governments for general purposes (i.e., county, municipality, or consolidated city-county government), including transportation.

Fuel (Gas) Taxes

Constitutional Fuel Tax – The state Department of Revenue (DOR) collects two cents per gallon of motor fuel. The DOR transfers the proceeds monthly to the State Board of Administration (SBA) for distribution to the counties. The SBA deducts administrative costs from the proceeds and calculates a monthly allocation for each county. The SBA manages, controls, and supervises the proceeds. The proceeds must be first be used to meet debt service requirements. The remaining can be used for acquisition, construction, and maintenance of roads.

County Fuel Tax – Each gallon of motor fuel is taxed at the rate of one cent for the county fuel tax. Counties are authorized to use the proceeds for “transportation-related expenses, including reducing bonded indebtedness incurred for transportation purposes, in order to reduce the burden of county ad valorem taxes,” and the expenses include: acquisition of rights-of-way; the construction, reconstruction, operation, maintenance, and repair of transportation facilities, roads, bridges, bike paths, and pedestrian pathways (LGFIH, 2014).

Municipal Fuel Tax – The municipal fuel tax is levied at the rate of one cent per gallon. Revenues from this tax are transferred into the Revenue Sharing Trust Fund for Municipalities, joined with other non-transportation revenues, and distributed to municipalities. Municipalities are required to use the monies from this tax for transportation-related expenditures, such as “purchase of transportation facilities and road and street rights-of-way; construction, reconstruction, and maintenance of roads, streets, bike paths and pedestrian pathways; adjustment of City-owned utilities as required by road and street construction; and construction, reconstruction, transportation-related public safety activities, maintenance and operation of transportation facilities” (LGFIH, 2014).

Fuel Tax Refunds and Credits – Eligible jurisdictions, such as counties, municipalities, and school districts may be entitled to refunds or credits on taxes paid on motor or diesel fuel in certain circumstances. Usually, the refunded taxes are used to fund the construction, reconstruction, and maintenance of roads.

Local Option Fuel Taxes – County governments may levy up to 12 cents of local option fuel taxes through three separate levies: the ninth-cent tax, the Local Option One and the Local Option Two.

Ninth-Cent Fuel Tax – The Ninth-Cent Fuel (Gas) Tax (one cent per gallon of motor and diesel fuel) is levied according to the same rules as the Local Option Gas Taxes. This tax may be authorized by extraordinary vote of the Board of County Commissioners (BOCC), or by voter approval of a referendum. County governments are not required to share the proceeds of the Ninth-Cent Gas Tax with municipalities, although many counties share revenues through interlocal agreements with municipalities. Retailers collect the tax, and then remit the proceeds to the DOR. The proceeds are transferred to the Ninth-Cent Gas Tax Trust Fund. The proceeds are meant to fund specific transportation expenditures.

Local Option Fuel Tax – Two Local Option Fuel (Gas) Taxes may be levied by individual counties through either a super majority vote of the county's governing body or by referendum. The proceeds are distributed to the county and eligible municipalities based on transportation expenditures. Counties are required to share the proceeds with municipalities. The taxes are collected by retailers and remitted to the DOR. The DOR distributes the proceeds monthly to the county in which the tax was collected, then transfers proceeds to the Local Option Fuel Tax Trust Fund. Revenue from Local Option One is a one to six cents per gallon of motor and diesel fuel tax to be used to fund specific transportation expenditures, such as:

- ❖ Public transportation operations and maintenance
- ❖ Roadway and right-of-way maintenance and equipment/structures
- ❖ Roadway and right-of-way drainage
- ❖ Street lighting installation, operation, maintenance, and repair
- ❖ Traffic signs, traffic engineering, signalization, pavement markings, installation, operation maintenance, and repair
- ❖ Bridge maintenance and operation

Debt service and current expenditures for transportation capital project in these program areas, including contractions/reconstruction of roads and sidewalks (LGFIH 2014). Funds from Local Option Two is one to five cents per gallon of motor fuel only tax to be used for "transportation expenditures needed to meet requirements of the capital improvements element of an adopted local government comprehensive plan" (LGFIH, 2014).

Municipal Revenue Sharing Program – The Florida Revenue Sharing Act of 1972 was an attempt by the Legislature to ensure a minimum level of revenue parity across units of local government. Its enactment created the Revenue Sharing Trust Fund for Municipalities, which currently receives a portion of sales and use tax collections, and the net collections from the one-cent municipal fuel tax. Municipalities must use the funds from the one-cent municipal fuel tax for transportation-related expenditures, and there are statutory limitations on their use as a pledge for bonded indebtedness.

Local Government Surtaxes

Infrastructure Surtax – The Local Government Infrastructure Surtax at a rate of up to one percent is enacted by a majority vote and approval by voters in a countywide referendum. The DOR is charged with collecting, administering and enforcing the infrastructure surtax. The proceeds of the tax are transferred to the Discretionary Sales Tax Trust Fund. Proceeds are to be used for infrastructure expenditures, such as such as financing, planning, and construction, land acquisition for public recreation, conservation or protection of natural resources, or to finance the closure of municipal landfills.

Charter County and Regional Transportation System Surtax (Sales Tax) – Each charter county that has adopted a charter, each county the government of which is consolidated with that of one or more municipalities, and each county that is within or under an interlocal agreement with a regional transportation or transit authority created under Chapter 343 or 349, Florida Statutes, may levy the Charter County and Regional Transportation System Surtax at a rate of up to one percent; Hillsborough is eligible as of 2002. The surtax may be levied subject to a majority vote of the county's electorate or by a charter amendment approved by a majority vote of the county's electorate. Monies are generally to be used for the development, construction, operation, and maintenance of fixed guideway rapid transit systems, bus systems, on-demand transportation services, and roads and bridges.

Other Potential Local Revenue Sources

Municipal Parking Facility Space Surcharges – Eligible municipalities in counties with large populations may impose and collect parking facility space surcharges. These discretionary per vehicle surcharges may be up to 15 percent of the amounts charged for the sale, lease, or rental of space at municipal parking facilities that are open to the public. The surcharge must be approved by referendum by voters in the municipality. "The proceeds are used to reduce the municipality's ad valorem tax millage rate or eliminate non-ad valorem assessments and improve transportation in downtown or urban core areas" (LGFIH, 2014).

Value Capture – Refers to instances where the public sector is able to capture some of the increased property value that occurs from public transportation investment. Amounts recovered can include initial capital costs, full capital costs, and/or operating expenses. Types of value capture include special assessment districts, tax increment financing, and joint development. Special assessment districts finance improvements that provide a specific benefit in a local area. They are generally assessed against property and can be difficult to utilize for general purpose needs. Tax increment financing is a method of raising local revenue to target certain areas for redevelopment and/or spur development. The increase (tax increment) in assessed value can be utilized for local transportation improvements. Joint development refers to a partnership between the public and private sector in the development of transportation assets. The partnership can take many forms from land donation to financing.

Impact Fees – As described by the Hillsborough County City-County Planning Commission, impact fees are “...charges assessed by local governments against new real estate development projects that attempt to recover the cost incurred by government in providing public facilities to serve the new development.” Impact fees are only used to fund capital facilities, such as roads, transit, schools, and parks. The facilities must be located in the geographic zone of the new development. The fee may be used to pay the proportionate share of the cost of public facilities that benefit the new development; however, impact fees cannot be used to correct existing deficiencies in public facilities.

In Florida, impact fees are authorized under the Growth Management Act (Ch. 163, Florida Statutes). Generally, impact fees do not recover the full cost of a new facility, since the fees must be proportional to the development’s impacts.

Other Transportation Funding Sources

Grants - A grant is an award of monetary assistance that does not have to be repaid. These contributions are given to recipients that meet the particular requirements of the grant program. Grant programs vary widely throughout the country. Most are awarded for a specific project and may require some type of monitoring or reporting. Some grant programs require the recipient to contribute matching funds.

General Obligation Bonds – General obligation bonds are debt instruments issued by local government to raise funds for public works based on the levy of ad valorem (property) taxes needed to cover annual principal and interest payments. They provide a means to raise funds for projects that will not provide direct sources of revenue like roads and bridges that serve the entire community.

How Hillsborough County Funds Transportation

Hillsborough County alone has spent \$1.3 billion on transportation over the last 20 years. This includes revenues from the Community Investment Tax (CIT), gas taxes, impact fees, grants and county matches, general revenue, enterprise fees, financing, developer contribution, and miscellaneous sources. As shown in **Figure 22**, these revenue sources have funded roads, intersections, bridges, sidewalks, maintenance and preservation, and other transportation assets (such as transit, traffic signals, right-of-way purchase, and channelization of traffic).

As shown below, of the CIT revenues generated from 1996-2015, the County invested 50 percent into transportation. Property taxes support other competing community needs such as law enforcement, fire rescue, libraries, government facilities, parks and recreation, public safety, and County administration, with only two cents of every dollar in property taxes collected by the County available for transportation. **Figure 23** shows the breakdown of property tax revenues.

For every \$1 of property tax the County collects...

...only 2¢ goes to transportation

Figure 22: Hillsborough County Investment in Transportation

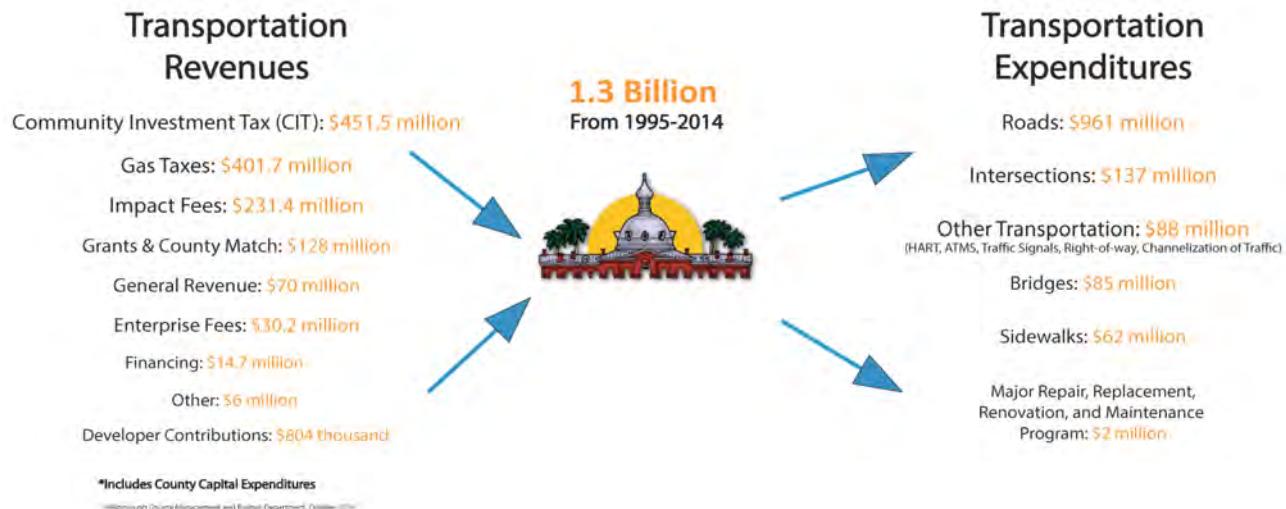
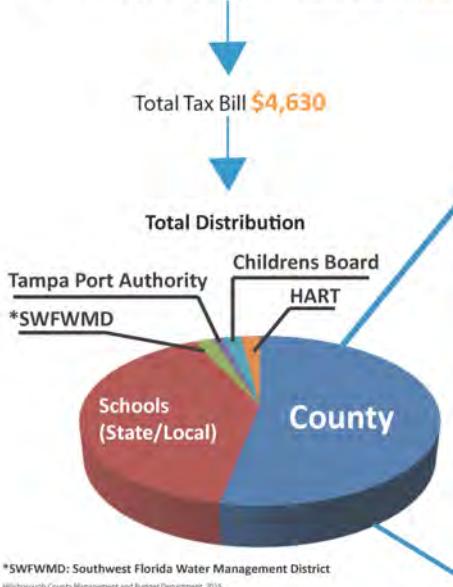


Figure 23: Property Tax Revenue Breakdown

What about Property Tax?

Example Property Tax Analysis

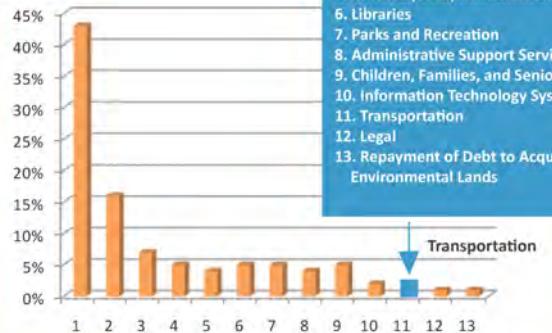
Home (unincorporated County) with taxable value of \$227,011



For every \$1 of property tax to the County, only 2 cents goes to transportation

1. Law Enforcement, Courts, and Criminal Justice System
2. Fire Rescue, Code Enforcement, and Medical Examiner
3. Property Appraiser, Tax Collector, Clerk of Circuit Courts, and Supervisor of Elections
4. Stormwater, Right-of-Way, and Property Management
5. Business, Jobs, and Community Development Services
6. Libraries
7. Parks and Recreation
8. Administrative Support Services
9. Children, Families, and Seniors
10. Information Technology Systems
11. Transportation
12. Legal
13. Repayment of Debt to Acquire Parks and Environmental Lands

County Distribution of Property Tax



Review of Transportation Funding for Economic Development

Communities are forced to consider funding mechanisms to address their needs as they experience funding constraints and/or revenue shortfalls. The Public Resources Advisory Group developed a matrix of funding options for transportation under Florida Law for the cross-jurisdictional TED Financial Oversight Group. The funding options were placed into three categories: fully utilized transportation funding sources, transportation funding sources with available capacity, and authorized new transportation funding sources. The results of this review are detailed in Table 23.

Table 23: Transportation Funding Options under Florida Law

Fully Utilized Transportation Funding Sources

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
Ad valorem Taxes							
HART	Statutory Ad Valorem Taxes	Section 9, Article VII, Florida Constitution	HART has the current authority to levy up to 0.5 mills and is currently levying the full amount. This tax is not levied in Plant City as Plant City is not a member of HART.	\$28.4 million	Primarily Operations, can be used for non-operating grant matching as needed.	Yes	Currently levying full amount currently available.
Fuel Taxes							
Hillsborough County	Constitutional Fuel Tax (2 Cents)	s. 206.41(1)(a), F.S.	Used for acquisition, construction and maintenance of roads. The Constitutional Fuel Tax collected by the State on behalf of the County is first used to meet debt service, if any, of debt assumed by the State Board of Administration payable from this tax. Any remaining tax proceeds may be used by the County for the acquisition, construction, and maintenance of roads as defined by statute or as matching funds for grants specifically related to these purposes.	\$10.9 million	Deposited to County Transportation Trust Fund. Trust Fund expenditures consist of Public Works (\$54.9 million); Administration and Other (\$7.3 million); Capital Improvements (\$22.8 million); Intrafund Transfers including debt service (\$41.5 million) and reserves (\$5.7 million).	Yes	No revenue control by the County.
	County Fuel Tax (1 Cent)	s. 206.41(1)(b), F.S.	Used for transportation-related expenses	\$4.8 million		No	
	Fuel Tax Refunds and Credits	s. 206.41 (4)(d), F.S.	Generally used to fund construction, reconstruction and maintenance of roads.	de minimus		No	
	Motor Fuel and Diesel Fuel Taxes (Ninth-Cent)	s. 336.021, F.S.	Ninth-cent is 1 cent charged on every net gallon of motor and diesel fuel sold within the county. Use of the Ninth Cent Gasoline Tax is restricted by County ordinance to the road resurfacing program. Expires 12-31-2021.	\$6.4 million		Yes	
	Motor Fuel and Diesel Fuel Taxes (Local Option Fuel Taxes)	s. 336.025, F.S.	1 to 6 Cents Local Option Fuel Tax imposed on motor and diesel fuels. Hillsborough County levies the full 6 cents, shared between the county and the municipalities. Use of the Six Cent Local Option Gasoline Tax is limited to transportation expenditures for public transportation operations and maintenance; roadway and right-of-way maintenance and equipment and structures used primarily for the storage and maintenance of this equipment; roadway and right-of-way drainage; street lighting; traffic signs, traffic engineering, signalization and pavement markings; bridge maintenance and operation; debt service and current expenditures for transportation capital projects including construction or reconstruction of roads. Expires 12-31-42	\$24.4 million		Yes	Maximum amount is currently being levied.
Tampa	Motor Fuel and Diesel Fuel Taxes (Local Option Fuel Taxes)	s. 336.025, F.S.	1 to 6 Cents Local Option Fuel Tax imposed on motor and diesel fuels. Hillsborough County levies the full 6 cents, shared between the county and the municipalities	\$9.7 million;	Transportation-related items (repairs and maintenance)	Yes	No revenue control by the municipality.
Plant City				\$1.0 million	Street and Traffic Maintenance;		
Temple Terrace				\$0.7 million	Street Improvement Fund - Capital Outlay, Operations, Debt Service		
Tampa	Fuel Tax Refunds and Credits	s. 206.41 (4)(d), F.S.	Generally used to fund construction, reconstruction and maintenance of roads.	de minimus	N/A	No	No revenue control by the municipality.
Plant City					N/A		
Temple Terrace					Street Improvement Fund - Capital Outlay, Operations, Debt Service		
Tampa	Municipal Revenue Sharing Program - Municipal Fuel Tax	s. 206.605(1), F.S. s. 206.41(1)(c), F.S.	Includes portion of the sales and use tax collections and one-cent municipal fuel tax (25.74% of collections, which must be used for transportation-related expenditures)	Fuel tax portion: \$2.9 million;	\$3.4 million transferred to Right-of-Way Fund	Up to 50%	No revenue control by the municipality.
Plant City				Fuel tax portion: \$0.3 million;	Street and Traffic Maintenance (\$2.8 million total budget)		
Temple Terrace				Fuel tax portion: \$0.2 million.	Street Improvement Fund - Capital Outlay, Operations, Debt Service		

Table 23: Transportation Funding Options under Florida Law (cont.)

Fully Utilized Transportation Funding Sources (Continued)

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
General Purpose Fees and Taxes							
Tampa	General Purpose Funding		Tampa had revenues of \$30.3 million for Right of Way Operations which included roadway and signal maintenance, repair and replacement. The Transportation Fund budget was \$28.3 million of which \$18.7 was for capital projects.				
Plant City			Plant City maintains a Street Fund funded primarily with gas taxes (\$1.4 million), cost allocation from the Water/Sewer and Sanitation Funds (\$0.23 million) and Interfund Transfers and Reappropriated Funds \$0.55 million). The total budget of \$2.3 million is used for street maintenance (\$1.7 million) and traffic maintenance (\$0.6 million). The FY2014-18 capital plan calls for \$0.9 million in capital improvements funded primarily by Transportation Impact Fees (\$0.5 million) and Street Funds (\$0.2 million).				
Temple Terrace			Temple Terrace budgeted \$3.6 million for transportation in the Street Improvement Fund, with \$1.8 million from transfers/reserves, \$0.75 million from County Grant, \$0.72 from the Local Option Gas Tax, \$0.22 million from sales taxes and \$0.1 million from County One Cent Gas Tax. Expenditures include \$3.0 million for capital outlay for roads, \$0.6 million for operating expenses including traffic management, stormwater management, and sidewalks, and a small amount (\$0.06 million) for debt service . The City also spends \$0.7 million out of Public Works for maintenance and repair of City streets, rights-of-way and City-owned paved areas and existing City sidewalks. The City has 76.13 miles of paved streets and 2,789 street lights.				
Hillsborough County	Local Government Half-Cent Sales Tax	s.202.18(2)(c_)	Available as general revenues of the County. Funds a variety of purposes including debt service for certain transportation projects.	\$87.3 million	General Governmental Purposes.	Yes	No revenue control by the County.
Tampa	Half-Cent Sales Tax	s. 212.20, F.S.	Revenues are available for any general governmental purpose	\$26.69 million;	General Governmental Purposes		
Plant City				\$7.2 million	General Governmental Purposes. Approximately \$0.5 million from the General Fund is transferred to the Street Fund.	Yes	No revenue control by the municipality
Temple Terrace				\$7.2 million.	General Governmental Purposes - \$1.8 million of General Fund monies transferred to the Street Improvement Fund		
Tampa	City of Tampa Electric Franchise Fee	City of Tampa Code of Ordinance Chapter 22, Article I, Division 1, Section 22-4	In FY2012 the City increased the Electric Franchise Fee from 4.6% to 6%.	\$34.7 million	General Governmental Purposes		Existing Franchise Fee agreement is in place at the maximum allowable level through 2033. No ability for the municipality to increase revenues.
Plant City	Franchise and Telecommunication Fees	s. 403.0893, F.S.	Revenues are available for any general governmental purpose. Franchise Fee generated \$3.4 million, telecommunication tax generated \$1.4 million.	\$4.8 million	General Governmental Purposes. Approximately \$0.5 million from the General Fund is transferred to the Street Fund.	Yes	Existing Franchise agreements in place, no ability to raise telecommunication tax. Limited, if any, ability to increase revenues.
Temple Terrace	Franchise Fees	s. 403.0893, F.S.	5.8% on Electric and 5.4% on Natural Gas	\$1.9 million	General Governmental Purposes - \$1.8 million of General Fund monies transferred to the Street Improvement Fund		Existing Franchise agreements in place. Limited, if any, ability to increase revenues.
Tampa	Public Service Tax	s. 166.231-235, F.S.	Public service tax on the purchase of electricity, natural gas, LP gas and water. Taxes are considered general revenues of the municipality. All three cities currently levy this tax at the full rate.	\$8.1 million of the utility taxes to the Right-of-Way Fund	Road and traffic signal maintenance		
Plant City				\$3.5 million	General Governmental Purposes. Approximately \$0.5 million from the General Fund is transferred to the Street Fund.	Yes	None. Currently levied the full rate.
Temple Terrace				\$4.0 million	General Governmental Purposes - \$1.8 million of General Fund monies transferred to the Street Improvement Fund		

Table 23: Transportation Funding Options under Florida Law (cont.)

Fully Utilized Transportation Funding Sources (Continued)

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
Voter-approved Taxes							
Local Governments: (Hillsborough County, City of Plant City, City of Tampa, City of Temple Terrace)	Local Government Infrastructure Surtax (CIT)	s. 212.055(2), F.S.	Hillsborough has enacted a 0.5% tax (C.I.T.) that expires November 30, 2026. The revenue is shared with local governments (Hillsborough County, Plant City, Tampa and Temple Terrace), the school district and the Tampa Sports Authority. The municipalities use the CIT for a variety of purposes. Plant City specifically identified CIT as a source of funds used a portion of the CIT for Street Resurfacing. Plant City has also used CIT funds for rail road crossing improvements.	Generates approximately \$100 million annually and supports a variety of infrastructure needs	Plant City currently uses a portion for Street Resurfacing.	Yes	No revenue control by the municipality
Grants							
HART	Operating Grants	s. 163.568, F.S.	Federal - \$10.6 million; State - \$4.8 million, Local - \$0.7 million	\$16.1 million	Operations	No	HART has no control over Grant funding or availability.
	Capital Grants	s. 163.568, F.S.	Federal - \$9.8 million, \$0.3 million HART reserves	\$10.1 million	Capital		
TIA	AIP Grants			\$0.7 million	General Aviation Projects - runway, fencing rehab	No	No Control by the Authority
	FDOT Grants			\$0.8 million	General Aviation Projects - Various projects		
	TSA Grants			\$58.0 million	Checked baggage system upgrades and optimization		
Hillsborough County	Community Development Block Grants	Title 1 of the Housing and Community Development Act of 1974	The main objective of the Act is the development of viable urban communities. These viable communities are achieved by providing the following, principally for persons of low and moderate income: decent housing, a suitable living environment, and expanded economic activities. The County has eight Community Development Block Grant Target Areas: Causeway, Dover, East Lake Orient Park, Gibsonton, Palm River, Ruskin, USF and Wimauma.	N/A	HUD did not identify any Hillsborough County CDBG transportation funding in Program Year 2010	No	Federally funded. No revenue control by the County.
Tampa				\$0.175 million	Sidewalks		
Plant City				N/A	Project-specific funding		
Temple Terrace				N/A	Project-specific funding		
Plant City	Transportation Capital Grants		County, State and Federal Capital grants	N/A	Project-specific funding	No	No revenue control by the municipality.
Temple Terrace				\$0.7 million	County Transportation Grant		
Other							
HART	Other Income	s. 163.568, F.S.	Advertising, interest and other income	\$1 million	Operations	No	De minimus
TIA	Passenger Facility Charges (PFCs)	PFCs are authorized by 49 United States Code (U.S.C.) §40117	\$4.50 per enplaned passenger, for which the Authority receives \$4.39. The remitting airline retains \$0.11 for administrative processing costs.	Approx \$33 million	Debt service on PFC backed bonds and pay-as-you-go PFC eligible capital projects.	Yes	At maximum
Tampa	Tampa Historical Streetcar Special Assessment	s. 197.3632, F.S. and City of Tampa Resolution 2000-0290	Tampa Historical Streetcar is funded primarily through farebox revenues (27%), CRA contributions (21%), Special Assessments (20%) HART FTA (9%), prior year's CRA contributions (7%); endowment (5%), Tampa Port Authority (5%) and HART FDOT (5%).	\$0.5 million	Operating Costs	No	Assessments in place. No ability to increase revenues
	Downtown Special Service District	s. 197.3632, F.S. and City of Tampa Resolution	Restricted to specific downtown area.	\$1.6 million	Operating Costs, marketing, security		
	Westshore Business Area Special Service District	s. 197.3632, F.S. and City of Tampa Resolution 2003-0268	Restricted to specific Westshore area.	\$0.4 million	Transportation improvements, marketing and security services		

Table 23: Transportation Funding Options under Florida Law (cont.)

Transportation Funding Sources with Available Capacity							
Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
Ad Valorem Taxes							
Hillsborough County	Ad Valorem Taxes Section 9, Article VII, Florida Constitution	s. 336.025, F.S.	Counties can levy up to 10 mills. In addition, Counties can levy an additional 10 mills within the BOCC Municipal Service Area. The FY14 Budget calls for the County to levy 5.7356 mills for county purposes plus 0.5583 mills for the library and 4.3745 mills within the Municipal Service Area.	Countywide 5.7356 mills provides approximately \$366 million; Unincorporated 4.3745 provided approximately \$170 million.	General Governmental Purposes, Unincorporated Av Valorem taxes of \$16.7 million and \$6.9 million in Unincorporated Area general funds were transferred to the County Transportation Trust Fund.	No	Each County-wide mill raises approx. \$63.8 million; Each Unincorporated mill raises approx. \$38.9 million; Significant increases could have a negative affect on credit ratings. The County currently has no intention of increasing its millage rate.
Tampa			Cities can levy up to 10 mills. 2013 Tampa levies are 5.7326 mills	\$128.9 million;	General Governmental Purposes	Yes	Each mill raises approx. \$22.5 million; Significant increases could have a negative affect on credit ratings. The City currently has no intention of increasing its millage rate.
Plant City			Cities can levy up to 10 mills. 2013 Plant City levies are 4.7157 mills.	\$6.8 million	General Governmental Purposes, Approximately \$0.5 million from the General Fund is transferred to the Street Fund.	No	Each mill raises approx. \$1.4 million; Significant increases could have a negative affect on credit ratings. The City currently has no intention of increasing its millage rate.
Temple Terrace			Cities can levy up to 10 mills. 2013 Temple Terrace levies are 6.430 mills	\$7.2 million	General Governmental Purposes - \$1.8 million of General Fund monies transferred to the Street Improvement Fund	No	Temple Terrace - each mill raises approx. \$1.1 million. Significant increases could have a negative affect on credit ratings. The City currently has no intention of increasing its millage rate.
Fuel Taxes							
Hillsborough County	Motor Fuel and Diesel Fuel Taxes (Local Option Fuel Taxes)	s. 336.025, F.S.	1 to 5 Cents Local Option Fuel Tax imposed on Motor Fuel only. Hillsborough County does not levy this tax. Requires majority plus one vote of the BOCC or voter approval in a referendum. The proceeds are used for transportation expenditures needed to meet the requirements of the capital improvements element of an adopted local government comprehensive plan. Current fuel tax distributions are Hillsborough County - 66.95%; Plant City - 2.79%; Tampa - 28.27%; Temple Terrace 1.99%.	N/A	Not Levied. Requires a vote by the BOCC. Proceeds are shared with Municipalities via interlocal.	Yes	Based on current interlocals: levy of 1 cent would raise \$3.4 million for the County, levy of 5 cents would raise \$16.8 million for the County.
Tampa							Tampa's Share, based on current interlocals: 1 cent - \$1.4 million / 5 cents - \$7.1 million;
Plant City							Plant City's share, based on current interlocals: 1 cent - \$0.1 million / 5 cents - \$0.7 million;
Temple Terrace							Temple Terrace's share, based on current interlocals: 1 cent - \$0.1 million / 5 cents - \$0.5 million.
General Purpose Fees and Taxes							
Hillsborough County	Public Service Tax	s. 166.231-235, F.S.	Public service tax on the purchase of electricity, natural gas, LP gas and water in the unincorporated area of the county. Taxes are considered general revenues of the county. Hillsborough County does not currently levy this tax.	N/A	Not Levied	Yes	Depends on amount levied.
	Communications Services Tax	Chapter 202, F.S.	Tax on telecommunications, cable television, direct-to-home satellite and related services. Each local jurisdiction can levy up to 5.12%. Hillsborough County currently levies 4.0%. This tax only applied to the unincorporated area.	4% generates \$24.4 million	General governmental purposes	Bonding would not free up general fund revenues.	Additional 1.12% would generate \$6.8 million
User Fees and Charges							
HART	Fares / Passes	s. 163.568, F.S.	Fares - \$5.0 million; Passes \$11.1 million. It is assumed that farebox revenues are generally in balance - i.e. an increase in fares would be partially or fully offset by a decrease in ridership and would not provide substantial revenue increases.	\$16.1 million	Operations	No	N/A. 10% increase in gross farebox revenues would provide an additional \$1.6 million but it is assumed that farebox revenues are generally in balance - i.e. an increase in fares would be partially or fully offset by a decrease in ridership and would not provide substantial revenue increases.

Table 23: Transportation Funding Options under Florida Law (cont.)

Transportation Funding Sources with Available Capacity (Continued)

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
TIA	Net Available Revenues (defined as Operating Revenues less Operating Expenses and Debt Service paid from Operating Revenues)	Enabling Act: Chapter 23339, Laws of Florida, Acts of 1945, as amended, supplemented and codified April 13, 2012 by Chapter 2012-234, Laws of Florida	Net Available Revenues are used to pay Revenue Sharing as defined under the Airport-Airline Use and Lease Agreement and to fund the Airline Service Incentive Program. After these obligations are met, the amount remaining is used to fund capital equipment and capital projects.	\$23 million	FY14 Capital Program	Yes, operating revenues are pledged to existing bonds. New revenue bonds may be issued if financially feasible and additional bonds tests are met.	Operating revenues which include landing fees, rentals and concession agreements have been negotiated with the airlines, tenants, vendors and concessionaires. Revenues are dependent on passenger traffic but are also influenced by enhancements to concession programs that include retail merchandise and food and beverage.
TIA	Rental Car Customer Facility Charges (CFC)	Enabling Act and Authority Policy	\$2.50 per rental day.	\$9.9 million	Pay as you go rental car related capital projects. May also be used for debt service related to rental car capital projects.	Yes	Subject to Authority Board Approval, the CFC rate may be adjusted.
Tampa Hillsborough Expressway Authority	Toll Revenues	s. 348.50, F.S.	THEA is funded primarily through user fees (toll collections). It is assumed that toll revenues are generally in balance - i.e. an increase in tolls would be partially or fully offset by a decrease in traffic and would not provide substantial revenue increases.	Operating Income: Tolls - \$41.8 million;	Operations - \$8.6 million; Maint. & R&R - \$4.2 million; Debt Service - \$19.8 million; Current/Future Capital - \$9.2 million	Revenues are currently bonded and all current and future revenues are controlled by existing bond indentures.	N/A. 10% increase in <u>gross toll revenues</u> would provide an additional \$4.2 million but it is assumed that toll revenues are generally in balance - i.e. an increase in tolls would be partially or fully offset by a decrease in traffic and would not provide substantial revenue increases.
Impact Fees and Assessment							
	Impact Fees	s. 163.31801, F.S.	Should be a reasonable connection between the anticipated need for additional capital facilities and the population growth generated by the new development. There should also be a reasonable connection between the local government's expenditure of impact fee proceeds and the benefits accruing to the new development.				
Hillsborough County	Residential Transportation and Right-of-Way Impact Fees	Hillsborough County Ordinance 96-29, as amended	Assessed on residential new construction. Varies by zone and type of home: SF detached (\$770.28 to \$1,950.11) Mobile Home (\$387.16 to \$980.15); SF Attached (\$471.67 to \$1,194.11); Multi-Family (\$533.65 to \$1,351.02)	Transportation Impact fees budgeted at \$2.4 million for the County Transportation Trust Fund	Deposited to County Transportation Trust Fund (see above)	No	\$0 unless fees are raised.
	Commercial Transportation and Right-of-Way Impact Fees	Hillsborough County Ordinance 96-29, as amended	Assessed on commercial, non-residential new construction and rehab. Varies by business type and zone.			No	
Tampa	City of Tampa Transportation Impact Fee	City of Tampa Ordinance 9362A	The City of Tampa Ordinance 9362A, passed in 1986, imposes an impact fee on land development in the city. Fees are based upon the type of development, the development capacity (i.e. increased square feet, number of students, etc.) or other traffic trip generation measure created by the development, and the district in which the development resides. Revenues are used to provide roadway improvements and related infrastructure necessitated by new development. Certain areas of the City are exempt from impact fees.	\$1.7 million	Transportation Capital Projects	No, based on development	\$0 unless fees are raised
Plant City	City of Plant City Transportation Mobility Fee	Plant City Code Chapter 86, Article IV.	Fees based on type of building/business, lot size and zone. Five zones in the City. The City enacted a moratorium on transportation mobility fees between July 1, 2012 and September 30, 2014.	\$0	Moratorium in effect	No	\$0 unless moratorium is lifted
Temple Terrace	City of Temple Terrace Mobility Fee		In 2009, the City of Temple Terrace established the first city-wide Multimodal Transportation District. Improvements are partially paid for by mobility fees from new developments.	N/A	N/A	No, based on development	Depends on amount of fees and base upon it is charged.
Hillsborough County	Stormwater Assessments	s. 403.0893, F.S.	The County funds \$3.9 million in stormwater capital projects through Stormwater Fees and CIT financing. Stormwater fees generated approx. \$6.3 million. They are applied in the unincorporated area and have not been increased since 1991.	Stormwater Special Assessments	Stormwater capital projects	Possibly	Would require a significant increase to generate significant additional funds for transportation;; applicability for general transportation may be limited.

Table 23: Transportation Funding Options under Florida Law (cont.)

Authorized New Transportation Funding Sources

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
Ad valorem Taxes							
HART	Voter-approved Ad Valorem Taxes	Section 9, Article VII, Florida Constitution.	With approval of the voters, HART could levy an additional 2.5 mills for a total millage rate of 3 mills.	N/A	Not currently being levied.	Yes	Each mill would raise \$56.8 million. Levying the full 2.5 mills available would raise \$142 million. Requires referendum
General Obligation Bonds							
Hillsborough County	General Obligation Bonds	s. 125.013	After approval by voters and the issuance of general obligation bonds, a special tax is levied annually upon all taxable property within the County, over and above all other taxes sufficient to pay such principal and interest.	N/A	N/A	Yes	Depends on amount approved by voters. Significant increases could have a negative impact on credit ratings. Requires Referendum.
Tampa		s. 166.121, F.S.	After approval by voters and the issuance of general obligation bonds, a special tax is levied annually upon all taxable property within the City, over and above all other taxes sufficient to pay such principal and interest.				
Plant City							
Temple Terrace							
Voter-Approved Taxes							
Hillsborough County	Local Government Infrastructure Surtax (Community Investment Tax)	s. 212.055(2), F.S.	Subject to referendum, a county can enact 0.5% or 1%. Hillsborough has enacted a 0.5% tax (Community Investment Tax). Can be used to fund "public facilities that have a life expectancy of 5 or more years". Revenues are shared with other governmental entities via interlocal agreement. School District receives 25%. Expires November 30, 2026.	Current 0.5% = \$102.1 million in gross collections.	Portion funds Transportation CIP (Community Investment Tax)	Yes	Maximum total local discretionary sales surtaxes in Hillsborough County for Local Government Infrastructure Surtax, Indigent Care/Trama Center Surtax and Voter-Approved Indigent Care Surtax limited to 1%. County currently levies full 1% (1/2% for CIT and 1/2% for Indigent Care/Trauma Center Surtaxes). CIT could be extended but would not generate any additional funds until 2027 as the current CIT expires in 2026. Additional 0.5% = \$102.1 million, net \$76.6 million for the County and municipalities if 25% allocated to the School District. Extension requires Referendum and would not generate new funds until 2027
			In 2007 Board amended the adopted FY 08 – FY 13 Transportation CIP to provide additional CIT funding for four active projects and 23 new projects totaling \$489.4 million. Due to unfavorable revenue performance and financing conditions since the 2008-2009 recession, the CIT allocation for the program was reduced by \$307.1 million in FY 10 and an additional \$75.9 million in FY 12. The FY 12 deferred projects are shown with possible funding in FY 16 at BOCC discretion, future determinations of alternate funding for specific projects will be based on prioritization and available options.				
Hillsborough County	Charter County and Regional Transporation System Surtax	s. 212.055(1), F.S.	Subject to referendum, a qualifying county can enact up to 1%	N/A	Not Levied.	Yes	Total local option sales taxes limited to 3%. County has total capacity of 2% remaining for all local option sale taxes. Levy of 0.5% would raise \$102 million; Levy of 1% would raise \$204.1 million. Requires Referendum

Table 23: Transportation Funding Options under Florida Law (cont.)

Authorized New Transportation Funding Sources (Continued)

Municipality / Agency	Source	Authorization	Considerations	Estimated FY2014 Amount	Currently Used For	Stand-alone bondable source?	Potential new funds that could be made available for transportation annually without affecting existing governmental operations.
Impact Fees and Special Assessments							
Hillsborough County	Mobility Impact Fee	s. 163.31801, F.S.; Ordinance	Should be a reasonable connection between the anticipated need for additional capital facilities and the population growth generated by the new development. There should also be a reasonable connection between the local government's expenditure of impact fee proceeds and the benefits accruing to the new development.	N/A	Not Levied	No	Not levied. Requires vote by Board of County Commissioners
Hillsborough County	Special Assessments	Chapter 170, F.S.	Assessed property must derive a special benefit from the improvement or service provided and the assessment must be fairly and reasonably apportioned among the properties that receive the special benefit.			Possibly, depending on the particular district and assessment	Depends on amount of assessment and value of area assessed.
Tampa	Special Assessments	Chapter 170, F.S.	Assessed property must derive a special benefit from the improvement or service provided and the assessment must be fairly and reasonably apportioned among the properties that receive the special benefit.				Depends on amount of assessment and value of area assessed.
	Stormwater Assessments		Funded by Stormwater Assessments and Fees (\$6.3 million) and transfers from Utility Tax (\$3.0 million) and Water Fund (\$6.0 million)	Tampa transferred \$4.9 million to Right-of-Way Fund	Maintain stormwater conveyance system	No, based on development	None unless assessments and fees are raised
Plant City	Special Assessments	Chapter 170, F.S.	Assessed property must derive a special benefit from the improvement or service provided and the assessment must be fairly and reasonably apportioned among the properties that receive the special benefit.	N/A	N/A	Possible	Depends on amount of assessment and value of area assessed.
Temple Terrace							
Public Private Partnerships							
Hillsborough County HART Tampa Plant City Temple Terrace	Public Private Partnerships	s. 287.05712, F.S.	Requires revenue-producing asset or available governmental support.	N/A		Possible	Depends on revenues available.
Other							
Hillsborough County Tampa	Green Utility Fee	s. 369.255, F.S.	Counties with a population of 500,000 or more and municipalities with a population of 200,000 or more are authorized to create one or more green utilities or adopt fees sufficient to plan, restore, and manage urban forest resources, <u>greenways</u> , forest preserves, wetlands and other aquatic zone and may create a stewardship grant program for private natural areas.	Could be eligible for greenway funding projects. Might also be able to use this fee to free up General Fund revenues currently supporting these purposes.	Not Levied	No	County/City would have to establish a Green Utility. Limited applicability for transportation. May have collection/enforcement issues.

Transportation Funding in the Region

As a part of the GO Hillsborough initiative, surrounding counties within the same region, including Pasco, Pinellas, and Polk Counties, were reviewed to consider how each funds its transportation and to glean lessons that may be learned from their experiences.

To collect additional information, phone interviews were also conducted with available staff from the Pinellas Public Works Department and Planning Department, and Polk County Transportation Department.

Every county and community is different. Even so, their narratives are similar when it comes to transportation funding. All counties share a common dilemma: The transportation needs of each county and community outweigh the available funding to meet those needs. Many of the lessons learned from the counties may be applied to other places (including Hillsborough County), including:

- ◆ Pasco and Pinellas Counties' sales taxes distribute the cost of the transportation system to homeowners, renters, visitors, and tourists.
- ◆ A mobility fee is a land use tool that can encourage growth in urban areas, discourage growth in rural areas, and fund multi-modal projects.
- ◆ In order to fund roads and bridge infrastructure, counties use state and federal funding supplemented by local dollars. Given the decreases in federal infrastructure revenues and increases in construction costs and infrastructure demands of a growing economy, counties are finding that historic revenue sources are inadequate to fund infrastructure.
- ◆ Counties are now looking at opportunities to increase their own local dollars for infrastructure.
- ◆ Many counties have already adopted or are looking to alternative revenue sources and financing solutions for transportation such as local option gas tax, local option sales tax, impact fees, land value capture mechanisms, tax increment financing, public private partnerships, and state and federal grants. These solutions require new thinking about new partnerships with other jurisdictions, the private sector, and most of all, county residents.

Pasco County

As the Pasco County population is poised to experience growth that will nearly double over the next 25 years (Pasco MPO, Mobility 2040), there are challenges in funding their transportation infrastructure to accommodate an increase in travel demand.

Funding Transportation

Pasco County has an advantage in its ability to **leverage growth to pay for transportation** with a three-year-old mobility fee and other types of impact fees. Pasco County's Capital Improvement Program (CIP) includes at least 12 current funding sources, including:

- ◆ Capital Improvement Fund
- ◆ Department of Transportation Grant Fund: federal and state grant funding
- ◆ Developer Pipeline Projects: developer-funded transportation projects
- ◆ Local Option Gas Tax: revenue from the six cent gas tax and two cent constitutional gas tax
- ◆ Mobility Fee: formula-based fee charged to developers for new developments
- ◆ Multimodal Transportation Fund: one-third of tax increment revenues from the General Fund that pays for capital, operation, and maintenance expenses
- ◆ Paving Assessment Fund: a fee assessed to property owners whose property touches the road project
- ◆ Penny for Pasco Fund: a local option sales surtax, half of which pays for transportation
- ◆ Road and Bridge Fund: tax revenue used for road maintenance projects
- ◆ Transportation Impact Fee Funds: revenue from impact fees; Pasco County is divided into three impact fee zones

- ◆ U.S. 19 Concurrency Fund: revenue from impact fees charged to new building construction near U.S. 19; it pays for capacity projects on U.S. 19 that accommodate rising travel demand
- ◆ Villages of Pasadena Hills Transportation Fund: funds from the Villages of Pasadena Hills (VOPH) Dependent District that pay for transportation projects in this area
- ◆ Two important funding sources are the mobility fee and Penny for Pasco. There is a paving assessment fee that does not generate as much money, but it has been a unique solution for maintaining roads since 1989. The fee is levied to property owners whose properties touch resurfacing projects. It is not assessed to roads that are used for through-traffic; only for county-maintained roads used to access a property. County residents can petition the BOCC for a public hearing, or action from the BOCC can lead to a public hearing. The BOCC then votes to proceed with the project. Once the project is completed, the costs are calculated, and property owners receive a bill based on a formula, part of which depends on the number of residential units on a property. Property owners must pay the bill, even if they were not in favor of the petition.
- ◆ In 2011, Pasco County gained recognition for becoming Florida's first county to adopt a mobility fee. The fee is important, not just for the revenue it generates, but also for its ability to direct growth and pay for bike, pedestrian, and transit facilities. It is a multi-modal fee levied on new development, paid for by the developer, and designed to promote urban development, transit-oriented development, and neighborhood development. Higher fees are assessed for projects in rural areas, and fees are lower for projects in urban areas. The county reevaluates the mobility fee every three years to remain consistent with the Metropolitan Planning Organization's (MPO's) Long Range Transportation Plan (LRTP) and the Florida Impact Fee Act (F.S. 163.31801) (Mobility Fee Update, 2014).
- ◆ Voters first approved Penny for Pasco in March 2004 and then renewed it with 70 percent support in November 2012. Its revenue is divided among the county, municipalities, and school board. Between 2004 and 2014, 50 percent of the county's share paid for transportation projects. The allocation dropped to 45 percent for the period of 2015 to 2024. It has paid for a variety of projects, including transit shelters on U.S. 19 and U.S. 301, trail projects, and intersection capacity projects (Penny for Pasco, 2040). The county assumes that once Penny for Pasco ends in 2024, it will be replaced by a Charter County Surtax, which will require a countywide referendum (Pasco MPO, Mobility 2040).

Lessons Learned

In the next 25 years, Pasco County is expected to grow at a rapid pace. Planning efforts are underway to reverse previous trends of sprawling land uses and direct growth to urban and existing communities. The county appears to be leveraging the growth through a variety of funding tools, the mobility fee being the most prominent one. Lessons learned from Pasco County include:

- ◆ Pasco County leverages revenue from its growth to pay for multi-modal projects with a mobility fee
- ◆ Pasco County relies on a range of funding sources

Pinellas County

Though Pinellas County is expected to experience slow growth in the next 25 years, the County will need to fund opportunities for multi-modal improvements to lessen the burden on an already overcommitted transportation network (Pinellas County Public Works, 2015).

Funding Transportation

Pinellas County faces difficult transportation funding dilemmas as well. While it has a range of funding sources, the amount of funding is limited. The majority comes from the following:

- ◆ Penny for Pinellas Tax
- ◆ Transportation Impact Fee Ordinance
- ◆ Local Option Gas Tax
- ◆ Ninth Cent Gas Tax

- ◆ State Shared Gas Taxes
- ◆ Property Tax Revenue
- ◆ Federal and state grants

Three important sources of revenue for transportation projects have been **Penny for Pinellas**, the **Transportation Impact Fee Ordinance**, and the **Local Option Gas Tax**. Property tax revenue funds the Pinellas Suncoast Transit Authority (PSTA), along with state and federal grants (Pinellas MPO, 2040 LRTP). PSTA unsuccessfully placed a referendum before voters to approve an additional one cent sales tax to pay for bus rapid transit (BRT) and light rail. The referendum failed in November 2014, leaving PSTA without any new revenue to invest in premium transit.

Penny for Pinellas is the county's main source of funding. As a one cent sales tax on the first \$5,000 of purchases (groceries and medicine are excluded), it funds road and trail projects. Voters first approved Penny for Pinellas in November 1989 for the 10-year period of 1990 to 2000. Voters extended it for another 10 years from 2000 to 2010 and again from 2010 to 2020. Its revenue is distributed between the county and the county's 24 municipalities. Of the county's share, 71.7 percent paid for transportation projects for a total of \$458 million in its first 10 years (1990 to 2000). The allocation dropped to 47.5 percent in the second 10 years (2000 to 2010) to \$350 million. It climbed to 51.4 percent for the current period and is expected to raise more than \$330 million for transportation.

The Transportation Impact Fee (TIF) Ordinance is a countywide, formula-based fee, and is assessed on new development projects that impact the transportation system. It has paid for new bike, pedestrian, and Transportation Systems Management (TSM) projects, including signal timing optimization, new turn lanes, and pavement striping (Capital Improvement Six Year Work Plan).

The local option gas tax is a six cent tax for every gallon of fuel. It funds Advanced Traffic Management Systems (ATMS) and Intelligent Transportation Systems (ITS). The gas tax has not kept up with inflation, and revenue has declined as fuel costs have increased and vehicles have become more fuel efficient or fuel independent. Compounding the problem, the local option gas tax expires in 2017.

Both the TIF Ordinance and local gas tax generate modest revenue compared to Penny for Pinellas. Between 2011 and 2016, TIF funding will total \$2.4 million and gas tax will total \$14.8 million. In the same period, Penny for Pinellas will raise more than \$543 million, with roughly half going towards transportation projects.

Lessons Learned

Pinellas County must balance transportation needs with available funding by focusing on multi-modal projects. Lessons learned from Pinellas County related to transportation funding include:

- ◆ Penny for Pinellas funds both road projects and trail projects
 - ❖ More than \$35 million was spent on trails between 1990 and 2010
- ◆ Penny for Pinellas has helped leverage federal and state grants
- ◆ Pinellas County has received funding from the County Incentive Grant Program
- ◆ Penny for Pinellas distributes the cost of the transportation system to homeowners, renters, visitors, and tourists
- ◆ Pinellas County takes a multi-modal approach when considering transportation projects to leverage grant money and get the most return on investment
 - ❖ The county tries to leave room for multi-modal projects when expanding capacity at intersections, such as bike lanes

Polk County

As Polk County grows to reach one million in population by 2040, travel demand is expected to grow from new development. Greater funding will be needed to support the need for more transportation infrastructure.

Funding Transportation

The recent economic recession has limited Polk County's transportation funding. Upon Florida's real estate market collapse, the county froze its transportation impact fees on new development to spur new development. As tax revenue declined, the county combined resources. Roadway, maintenance and traffic, and transportation engineering were folded into one transportation department. With limited resources, the county is forced to implement cost-saving measures such as limiting rehabilitation of roads to every 25 years. Polk Transit unsuccessfully placed a referendum before voters to approve an additional one percent sales tax to pay for public transit and roads. The **My Ride My Road** initiative failed at referendum in November 2014, leaving Polk Transit and the County without any new revenue to invest in premium transit and roads.

Two main sources for transportation funding have come from the property tax millage rate and a 15 cent local option gas tax. Both raise about \$50 million annually. Approximately \$7 million (14 percent) services existing debt from bonds issued is for resurfacing and capital projects, \$23 million (46 percent) is budgeted for operations, and the remaining \$20 million (40 percent) is for capital improvements, officially named the Community Investment Program (CIP) (Polk County Public Works, 2015). Neighborhoods outside municipalities can opt into a street lighting district which is a special tax district that pays for the installation and operation of street lights. The process is complex, and it requires a 75 percent approval rate from property owners (Procedures for Petitioning to Create a Street Lighting District).

Some tax increment financing pays for transportation from community redevelopment areas. In addition, transportation impact fees are planned to be phased back in with a two-part system. The first part will go into effect on January 1, 2016, when Polk County will begin charging developers 50 percent of the anticipated costs of an impact. One year later, the second part will take place when the county will charge developers the full amount. Still, it will be several years before the county can benefit from the fees (Polk County Public Works, 2015).

Lessons Learned

Polk County has managed available funding to improve intersections and incorporate multi-modal transportation projects. Lessons learned from Polk County include:

- ◆ A "pay as you go" approach eliminates the debt required for road projects
 - ✧ This approach saves money in the long-term
 - ✧ By the time the county gets to a road in the 25-year cycle, it potentially still owes on a 30-year bond

County Initiatives around the State

As counties search for additional revenue sources to support infrastructure, additional counties within the State of Florida are highlighted for their initiatives. The following are several examples of Florida Counties that have successfully sought to use local revenues to fund infrastructure improvements.

Duval County

Duval County government was consolidated in 1968 and the county seat is the City of Jacksonville. Jacksonville is the largest city by population in Florida and the second largest city by land area in the contiguous United States. The City of Jacksonville developed The Better Jacksonville Plan (BJP) to manage growth with improved transportation and infrastructure, as well as improved public facilities. The BJP was approved by voters in 2000, and included a \$2.25 billion comprehensive growth management program, funded through a half-penny sales tax approved by Duval County voters, and by leveraging existing revenue sources. The half-penny sales tax will sunset no later than 2030.

The various projects and programs funded by BJP were administered by the City of Jacksonville, the Jacksonville Electric Authority, and the Jacksonville Transportation Authority in cooperation with FDOT. During its 10 years, BJP financed \$105 million to resurface nearly 1,800 miles of streets in Jacksonville that had not been paved since 1985 and financed \$20 million for construction of new neighborhood sidewalks. Other improvements included road projects, railroad grade crossings, study of rapid transit alternatives, \$165 million for environmental preservation, \$60 million for targeted economic development, and \$504 million for new or improved public facilities like the Jacksonville Veterans Memorial Arena, New Main Library, and Duval County Courthouse.

Leon County

In November 1989 the City of Tallahassee and Leon County voters approved a local option one cent sales tax to provide funding for transportation projects and law enforcement facility improvements that was set to expire in 2004. In the fall of 2000, voters extended the one cent sales tax to the year 2019 with the focus on critically needed initiatives such as stormwater and flood control projects, greenspace acquisition and parks/recreation improvements, and additional transportation projects. The effort passed with nearly 60 percent of voters, following a two-year effort to evaluate the pros and cons of retaining the sales tax and a study conducted by Florida TaxWatch.

The sales tax was tied to the "Blue Print 2000 and Beyond" plan developed by citizens representing the community called the Economic and Environmental Consensus Committee. According to the program website, the proposed sales tax passed with 80 percent of future sales tax proceeds committed to Blueprint 2000 projects, and the remaining 20 percent split between the County and City (10.5 percent each) for additional high priority projects that meet the sales tax eligibility.

Seminole County

In May 2014, Seminole County voters passed a 10-year, one cent sales tax increase for capital improvements on infrastructure projects including maintaining and building roads, trail construction, fixing potholes, improving stormwater facilities, building new school buildings, and purchasing new classroom equipment. The penny increase took effect January 1, 2015 and is expected to generate \$63 million a year to split among the county and its seven cities (75 percent), and with the school district receiving about 25 percent of the annual revenues. Proposed projects were identified for the county and each of the jurisdictions, along with preliminary cost estimates.

It is the third iteration of a sales tax for infrastructure passed by Seminole County residents who approved similar ten-year referendums in 1991 and in 2001. In 2012 the sales tax dropped to six percent after the BOCC decided not to renew the penny due to concerns about the economy. With the passage and increase to seven cents, the additional penny is expected to generate about \$630 million over the next 10 years. It was estimated that visitors who make purchases in the county would pay about 20 percent of the tax revenue.

Brevard County

The Brevard County BOCC established a Blue Ribbon Advisory Committee in April 2013 to review infrastructure needs and revenues and recommend short and long term funding solutions that could be acted on by the Commissioners or submitted to voters for approval. Their report identified that approximately \$14 million is available on an annual basis for routine maintenance, resurfacing, equipment maintenance, and landscaping. This level of funding only allows for resurfacing about eight miles of road per year, which is far short of the 55 miles of resurfacing needed annually to maintain the standard of resurfacing Brevard's 1,110 miles of road on a 20-year cycle. It was determined that an additional \$18 million per year would be needed for the next 15 years in order to address the roadway infrastructure backlog. Not included in this figure is infrastructure expansion or new road capacity increased which would require an additional \$30 million per year over the next 15 years.

Funding options examined by the Committee included an additional six cent gas tax, impact fees, infrastructure sales tax, and a public services tax levied on the purchase of alternative forms of energy/fuels. Upon consideration of the pros and cons of these funding sources the Committee recommended infrastructure priorities for the BOCC to consider. Recognizing that every \$1 spent to keep a road in good condition avoids \$6 to \$14 needed later to rebuild the same road once it has deteriorated, the Committee set the top priority to provide sufficient funding to resurface the additional 47 miles needed to achieve its road standard and additional funding for routine traffic, drainage, and sidewalk maintenance. The second priority is to address the existing backlog of needed roadway reconstruction and the funding to maintain these roads in good condition once reconstruction was completed. The third priority is to fund roadway capacity to accommodate growth.

Recommended funding sources to implement the priority infrastructure improvements were: 1) maintain current funding from current sources including general fund, and new funding sources should not supplant existing funding sources; 2) levy six cents per gallon of additional gas tax and fully commit the funds to regularly scheduled maintenance of existing infrastructure; 3) collect impact fees by allowing the current moratorium to sunset and use the fees to support new capacity needed as a result of development growth; 4) support a one-half cent infrastructure sales tax referendum dedicated to transportation infrastructure to support maintenance, reconstruction, and capacity improvements in Brevard County and its Cities. No action on the recommendations has been made to date.

Funding Priorities

Projects

Through the initial project identification effort completed by the Policy Leadership Group (PLG), the jurisdictions identified \$8.3-10.1 billion dollars in projects needed in Hillsborough County through the next 30 years. As previously noted, during the community outreach effort several hundred potential additional projects were identified by participants. These projects are presently undergoing review for need, validity, feasibility, and cost by appropriate jurisdictions. For total costs purposes, a minimum placeholder of approximately \$2.5 billion was added to account for additional projects. **Table 24** shows the range of project costs separated by project type.

The projects identified from the County and three Cities have been developed based on needs criteria that each jurisdiction uses. Since needs and desires vary by jurisdiction the criteria are not necessarily consistent and differ by project type (maintenance, transit, roads, sidewalk/bike). Projects identified through the community engagement process originate from citizens' suggestions. Jurisdictions are reviewing these projects for feasibility. The TED, Community Transportation Plan, and citizen project lists are provided in **Appendices K**.

It is important to note that transportation project lists are not static and these lists are no exception. As funding becomes available projects will drop off the list and new projects and priorities may be identified.

Funding

When examining projects and determining priorities it is critical to compare projects to potential funding sources that can be used for project types, as shown in **Table 25**. The projects and associated costs are based on present day planning level cost estimates for the full cost of the project. Even though the projects are identified as local projects, many of them may be eligible to receive funding from other sources. The ability to leverage additional non-local funding is a critical factor in implementing as many projects as possible.

Table 24: Range of Project Costs

Project Type	Cost (Low)	Cost (High)
Maintenance	\$933.6 million	\$933.6 million
Transit	\$4.68 billion	\$5.75 billion
Roads	\$3.22 billion	\$5.45 billion
Sidewalk/Bike	\$173.9 million	\$338.8 million
Total	\$9.00 billion	\$12.47 billion

Costs in table include TED and citizen projects.

Table 25: Potential Revenue Sources

Revenue Sources	How does it work?	How much does it generate?	Who pays for it?
 Gas Tax	Local option levied up to 5 cents per gallon of gasoline. May be authorized by a super majority, County Commission vote, or by referendum.	One penny per gallon raises approximately \$5 million every year. All five pennies per gallon raises approximately \$25 million annually.	Residents Tourists Businesses Visitors (or anyone else) Anyone that purchases gas
 Property Tax	Taxes levied on real estate and intangible personal property by local government. Tax amount is based on the taxable value of property. May be authorized by County Commission and/or City Councils. For example, in Hillsborough County 1 mill on an average home with \$165,000 assessed value yields \$115 annually.	\$68.4 million Countywide	Property Owners
 Community Investment Tax (CIT)	One half percent of local option sales tax levied on the purchase of goods and services at the point of sale (basic needs such as groceries and medicine excluded). Unavailable until 2027. May be reauthorized by countywide referendum.	\$0 until 2027 \$100 million average per year	Residents Tourists Businesses Visitors (or anyone else)
 Sales Tax (Local Option Transportation Surtax)	One percent local option sales tax levied on the purchase of goods and services at the point of sale (basic needs such as groceries and medicine excluded). May be authorized by countywide referendum.	\$200 million average per year	Residents Tourists Businesses Visitors (or anyone else)

As discussed through the *GO Hillsborough* community engagement effort, there are three key potential funding sources for transportation expenditures available for Hillsborough County to consider. Potential revenue sources for the County include up to five cents on gasoline tax, one mill on property tax, and up to one percent Local Option Transportation Surtax (sales tax). The CIT, which currently helps pay for transportation facilities in Hillsborough County, is not up for renewal until 2027, and projects within the current CIT revenues are already programmed. The revenues generated by each funding source vary in amount, and on what type of projects they can be spent on. The types of projects that each of the revenue sources can pay for is provided in **Table 26**.

Table 26: What Revenue Sources Can Pay For

Revenue Sources		Property Tax	Gas Tax	Community ** Investment Tax	Sales Tax
Maintenance	Capital	✓	✓	✓	✓
	Operating	✓			✓
Roads	Capital	✓	✓	✓	✓
Transit	Capital	✓		✓	✓
	Operating	✓			✓
Bike/Ped	Capital	✓		✓	✓ *
Intersections	Capital	✓	✓	✓	✓

* Not all trails available

** Unavailable until 2027

Funding Scenarios

For demonstration purposes, four example scenarios of various revenue sources were developed. In community engagement feedback, we found an increase in property tax to be unpopular. Based on the feedback received and use limitations, the property tax and Community Investment Tax (CIT) options are eliminated from this analysis. For comparison purposes, the following four scenarios are compared: **Status Quo, Gas Tax, ½ Percent Sales Tax, and one Percent Sales Tax.**

Generally, the criteria factors used to determine need and priority for the funding scenarios include both qualitative and quantitative factors such as: facility condition, capacity, safety, missing gap, service need, accident history, truck and/or evacuation route, connectivity, project readiness, timing, and economic generation. In a countywide effort such as this, an additional factor of geographic and revenue equity generation is also necessary.

Status Quo

Under the Status Quo scenario, **no additional local revenue source is provided**. Therefore, no identified projects would be funded. No new capacity (roads, transit, intersections, sidewalk/bike) would be provided nor would we be able to keep up with maintenance needs of existing facilities. This would cause the existing facilities to further degrade to an intolerable condition. During the community outreach effort the feedback received indicated that the public agrees with their elected leaders that this scenario is not an acceptable alternative. In this scenario, the economic vitality of and the quality of life in Hillsborough County would significantly decline.

Potential Projects for Consideration – None

Gas Tax

Presently, Hillsborough County has five cents of local option gas tax available to be levied. The levy can occur either by BOCC vote or via voter referendum. Each cent generates approximately \$5 million per year with the full five cents estimated to generate slightly greater than \$25 million per year. When considering the gas tax several issues should be noted for consideration:

1. At the national level, gas tax is considered a declining source of revenue. This is due to several factors such as: mandated rise in vehicle miles per gallon for vehicle fleet, increase in the number of hybrid and electric vehicles, reduction in vehicles miles traveled, and changes in commuting patterns.
2. In Hillsborough County, the gas tax is a static source of revenue. This is largely due to the increase in population and employment which offsets the other factors. Gas tax is paid by all who make a motor fuel purchase in Hillsborough County.
3. Local gas tax is a flat amount per gallon and is statutorily not able to be indexed for inflation. This causes revenue collection to generally decrease when the price per gallon increases and for revenue collected to annually lose buying power to inflationary forces.
4. For Community Transportation Plan purposes we have assumed that a five cent increase in local gas tax will generate \$25 million per year and \$750 million over 30 years.

Potential Projects for Consideration – As much of the Maintenance Program need over 30 years as possible.

Since the revenue generated from a gas tax increase is a fraction of the identified need, and community feedback has been strong regarding maintenance of existing facilities, it is assumed that all revenues would be utilized by the Maintenance Program. The County and its three Cities each have an ongoing Maintenance Program and specific projects would come out of this process.

½ Percent Sales Tax

Hillsborough County has the ability to levy up to one percent Local Option Transportation Sales Tax (surtax). The levy can occur only through voter referendum. A ½ percent sales tax is estimated to generate approximately \$117.5 million per year of revenue and \$3.5 billion over 30 years. When considering a ½ percent sales tax for transportation, several issues should be considered:

1. Sales tax generates a considerable amount of revenue and is paid for by all who make a qualifying sales tax purchase in Hillsborough County.
2. Sales tax is levied when a qualifying purchase is made and is a generally increasing revenue source that increases as the price of goods and services increases.
3. Sales taxes are generally considered to be regressive as they tend to make up a higher percentage of a lower income consumer's overall budget.

Potential Projects for Consideration – Since the amount of revenue is substantial over a 30-year timeframe, the ½ percent sales tax allows for funding of both program and maintenance needs, as well as additional projects. In assessing potential projects, the following assumptions have been made:

1. Conservative leveraging (20%) of other funds is assumed and deducted from the Total Category project cost calculations. For Maintenance, leveraging is assumed at 10%. This means the total cost by category (Transit, Roads, Sidewalk/Bike) has been reduced by 20% with a 10% reduction for Maintenance.
2. The Maintenance Program needs for 30 years would be fully funded at \$840.2 million.
3. The Sidewalk/Bike Projects/Program needs for 30 years are fully funded as identified in the low cost total. This amounts to \$139.1 million.
4. The Transit and Roads category type is more project specific rather than program oriented. Transportation projects often take many years to implement and can change substantially in concept from what was originally envisioned. Therefore, for comparison purposes we recommend that Transit and Roads projects be considered in three successive 10-year implementation increments and that the initial project list for consideration include only the first 10-year increment. The recommended initial 10-year roads project list for consideration is shown in **Table 27**. These are all potential projects that could be funded and the actual project list will be determined by the appropriate jurisdiction with community input.

Table 27: 10-Year Roads Project List for ½ Percent Sales Tax Increase

Projects
Hillsborough County: Capacity/Complete Streets
Gunn Hwy from Pasco County Line to S. Mobley Rd
131st Ave from Nebraska Ave to 30th St/Bruce B. Downs Blvd
Orient Rd from Sligh Ave to Columbus Dr
Progress Blvd from Magnolia Park Blvd to Valleydale Dr
Big Bend Rd from US 41 to I-75
Citrus Park Dr Extension from Sheldon Rd to Country Way Blvd
Lithia Pinecrest from Erindale Rd to Lumsden Dr

Table 27: 10-Year Roads Project List for ½ Percent Sales Tax Increase (cont.)

Projects
City of Tampa: Capacity/Complete Streets
Westshore Blvd from Kennedy Blvd to Spruce St
Maritime Blvd from Drawdy Dr to 20th St
Howard Ave from Bayshore to Kennedy
Euclid Ave from Dale Mabry hwy to Baysore Blvd
Macdill Ave from Bay to Columbus Dr.
Westshore Blvd from Gandy Blvd to Beach Park Dr
Willow Ave from Kennedy Blvd to Cypress St
Rome Ave from Kennedy Blvd to Hillsborough River
Henderson Blvd from Bay to Bay Blvd to Kennedy Blvd
City of Plant City: Capacity/Complete Streets
Frontage Rd at Park Rd
Collins Street (SR39) from Alexander St to W Reynolds St
City of Temple Terrace: Capacity/Complete Streets
Temple Terrace Hwy from 56th St to Morris Bridge Rd
56th St/SR 583 from Fowler Ave to Fletcher Ave
Hillsborough County: ATMS
131st Ave from Nebraska Ave to 30th St/Bruce B. Downs Blvd
Big Bend Rd from US 41 to Summerfield Blvd
Boyette Rd from US 301 to Bell Shoals Rd
Fish Hawk Blvd from Bell Shoals Rd to Lithia Pinecrest Rd
Gibsonton Dr from US 41 to US 301
Gunn Hwy from Sheldon Rd to Dale Mabry Hwy
Gunn Hwy from South Mobley Rd to Lutz Lake Fern Rd
Hillsborough Ave from Kingsway Rd to Turkey Creek Rd
Hillsborough Ave from Race Track Rd to Sheldon Rd
Hutchison Rd from Ehrlich Rd to Veterans Expwy
Kingsway Rd from Brandon Blvd to Martin Luther King Blvd
Lithia Pinecrest Rd from Brandon Blvd to Fish Hawk Blvd
Madison Ave from US 41 to US 301
MLK Blvd from Kingsway Rd to 36th St
Northdale Blvd from Northdale Blvd to Dale Mabry Hwy
Parsons Ave from Brandon Blvd to US 92
Sligh Ave from Benjamin Rd to Habana Ave
South Mobley Rd from Race Track Rd to Gunn Hwy
South Village Dr from North Village Dr to Dale Mabry Hwy
US 301 from Adamo Dr to Harney Rd
US 301 from Bishop Rd to Boyette Rd
US 41 from 19th Ave SE to Apollo Beach Blvd
US 41 from Apollo Beach Blvd to Big Bend Rd
US 41 from Big Bend Rd to SR 60
US 41 from Gulf City Rd to 19th Ave
Van Dyke Rd from Gunn Hwy to Dale Mabry Hwy

Table 27: 10-Year Roads Project List for ½ Percent Sales Tax Increase (cont.)

Projects
City of Tampa: ATMS
Downtown Advanced Traveler Information System (ATIS)
City of Plant City: ATMS
Plant City ATMS
City of Temple Terrace: ATMS
56th St/SR 583 from East Lake Square Entr to Fletcher Ave
Fowler Ave from 56th St to US 301
Sligh Ave from 56th St to Orient Rd
Temple Terrace Hwy from 56th St to Harney Rd
Hillsborough County: Intersections
I-75 at Big Bend Rd
138th Ave/Azalea Cir at Bruce B Downs
Anderson Rd/Lynn Rd at Gunn Hwy
Bearss Ave at Florida Ave
Brandon Blvd at Kings Dr
Bruce B Downs Blvd and Fletcher Ave
Bruce B Downs Blvd at Campus Hill Dr
CR 579 at Old Hillsborough Ave
CR 579 at Pruett Rd
Dale Mabry Hwy at Stall Rd
Durant Rd at Miller Rd
Fletcher Ave at 15th St
Hillsborough Ave at Kelly Rd
Hillsborough Ave at TNC Blvd
Lithia Pinecrest Rd at Fish Hawk Trails Dr/Hawkpark Blvd
Lutz Lake Fern Rd at Heritage Harbor Pkwy
SR 60 at Valrico Rd
US 301 at Plam River Rd
City of Tampa: Intersections
Busch Blvd at 40th St
Dale Mabry Hwy at Henderson Blvd
Dale Mabry Hwy at Interbay
Dale Mabry Hwy at Kennedy Blvd
Highwood Preserve Pkwy at Bruce B Downs Blvd
MacDill Ave at Bay to Bay Blvd
Interbay Blvd at Himes Ave
Maritime Blvd at 22nd St
Hillsborough County: Transit
Water Ferry

Table 27: 10-Year Roads Project List for ½ Percent Sales Tax Increase (cont.)

Projects
Hillsborough Area Regional Transit: Transit
New Express route - Lutz regional park and ride to Westshore FDOT Intermodal Center and MacDill AFB
New Express route - Brandon Express route out of Brandon regional park and ride to USF
New Express route - FishHawk regional park and ride to USF
New Express route - E. Hillsborough/Plant City regional park and ride to MacDill AFB
New Express route - E. Hillsborough/Plant City regional park and ride to USF
New Express route - US 301 regional park and ride to ferry boat dock for MacDill AFB ferry or direct to MacDill AFB
New Express route - New Tampa Regional park and ride to Westshore FDOT Intermodal Center
New Express route - Citrus Park regional park and ride to Westshore FDOT Intermodal Center continuing to MacDill AFB
New Express route - Citrus Park regional park and ride to USF
5 new local routes
Expanded frequency on existing local routes
South Shore Community Transit Plan – 2 Flex, 2 loop, expanded flex, and additional local route services
New Flex service – Brandon
New Flex service – Plant City
New Flex service – Airport Industrial Area
Expanded Flex service – Brandon
Expanded Flex service – Northdale
Expanded Flex service – South Tampa
Expanded Flex service – Town 'N Country
BRT Route - East-West to TIA
BRT Route - Kennedy Boulevard to TIA
Expanded last Mile program
Expanded voucher program

One Percent Sales Tax

Hillsborough County has the ability to levy up to one percent Local Option Transportation Sales Tax (surtax). The levy can occur only via voter referendum. A one percent sales tax is estimated to generate revenue of approximately \$235 million per year and \$7.1 billion over 30 years. When considering a one percent sales tax for transportation, several issues should be considered:

1. Sales taxes generate a considerable amount of revenue and is paid for by all who make a qualifying sales tax purchase in Hillsborough County.
2. Sales taxes are levied when a qualifying purchase is made and is a generally increasing revenue source that increases as the price of goods and services increases.
3. Sales taxes are generally considered to be regressive as they tend to make up a higher percentage of a lower income consumer's overall budget.
4. If a one percent sales tax is enacted, Hillsborough County would have the highest sales tax in the State of Florida.
5. While the revenue numbers are impressive, strong consideration needs to be given to the ability to deliver such a large projects program within 10, 20, and 30 year increments. Cost escalation, schedule slippage, and public construction fatigue are issues that may be difficult to avoid with such large program.

Potential Projects for Consideration – The amount of revenue from a one percent sales tax is so substantial over a 30-year timeframe that it provides for the majority of funding needs identified for both program and maintenance needs, as well as for additional projects. In assessing potential projects the following assumptions have been made:

1. Conservative leveraging (20%) of other funds is assumed and deducted from the Total Category project cost calculations. For Maintenance, leveraging is assumed at 10%. For clarity this means that the total cost by category (Transit, Roads, Sidewalk/Bike) has been reduced by 20% with a 10% reduction for Maintenance.
2. The Maintenance Program needs for 30 years are fully funded at \$840.2 million.
3. The Sidewalk/Bike Projects/Program needs for 30 years are fully funded as identified in the low cost total. This amounts to \$139.1 million.
4. The Transit and Roads category project types are project specific rather than program oriented. Transportation projects often take many years to implement and can change substantially in concept from what was originally envisioned. Therefore, for comparison purposes we recommend that Transit and Roads projects be considered in three successive 10-year implementation increments and that the initial project list for consideration include only the first 10-year increment. The recommended initial 10-year project list for consideration includes the ½ percent project list plus the additional projects shown in **Table 28**. These are all potential projects that could be funded and the actual project list will be determined by the appropriate jurisdiction with community input.

Table 28: Additional 10- Year Projects for One Percent Sales Tax Increase

Project	Project
Hillsborough County: Capacity/Complete Streets	Hillsborough County: Intersections (cont.)
Harney Rd from Hillsborough Ave to Temple Terrace Hwy	50th St at Holly Dr
Sligh Ave from 56th St to US 301	Anderson Rd at Sligh Ave
US 92 from I-4 to Mango Rd	Lumsden Rd at Valrico Rd
Anderson Rd from Sligh Ave to Linebaugh Ave	Balm Riverview Rd at Symmes Rd
Fletcher Ave from 30th St to Morris Bridge Rd	Bearss Ave at Zambito Rd/Madaca Ln
US 301 from SR 60 to Selmon Expwy	MLK Blvd at 50th St
County Line Rd from Livingston Ave to Grand Hampton Ave	City of Tampa: Intersections
Falkenburg Rd from MLK Blvd to Hillsborough Ave	Broadway Ave at 50th St
Skipper Rd from Bruce B Downs to 46th St	Tampa St. Off-Ramp
CR 672 from CR 39 to US 301	City of Temple Terrace: Intersections
City of Tampa: Capacity/Complete Streets	56th St between Fletcher Ave and Fowler Ave
Trask Street	56th St between Fowler Ave and S Riverhills Dr
Cypress St from Howard Ave to Hillsborough River	Hillsborough Area Regional Transit: Transit
Occident St Extension from Westshore Plaza to Lemon St	9 new Express routes
City of Plant City: Capacity/Complete Streets	2 new BRT routes
Terrace Dr from Alexander St to Frontage Rd	Expanded weekend service on existing routes
Hillsborough County: Intersections	Expanded frequency on existing routes
US 41 at Crenshaw Lake Rd/Whitaker Rd	Expanded hours of service on existing routes
US 41 at Sunset Blvd/Crystal Groves Blvd	4 new flex service areas
Boyette Rd at Doneymoor Dr	Expanded existing flex service areas
SR 60 at Parsons	

Recommended Scenario

The ½ Percent Sales Tax Scenario is recommended based on the level of funding it provides for project implementation, as well as the support received during community engagement. The ½ percent sales tax option would generate \$117.5 million annually and can be used on all categories, including capital and operating projects. In comparison, the gas tax option does not provide sufficient revenue to address a significant number of projects or programs, and it has limited expenditure capabilities.

The ½ percent sales tax allocation is recommended for 30 years, and pays for 100 percent of maintenance for 30 years, 100 percent of sidewalk and bike needs for 30 years, and provides an equal split between transit and road projects. Specific project lists should be considered in successive 10-year increments as project needs and priorities may change over time. Transit projects are consistent with the 2014 HART TDP - Vision Plan provided within **Appendix K**. As previously noted, HART is presently updating their TDP and the results will be utilized to develop transit proposed expenditures in mid to late 2015. A list of potential road projects, provided previously in **Table 27**, outlines the first 10 years of project expenditures, and would need to be updated with new projects every 10 years. Additional community engagement will be conducted to further prioritize the initial 10-year list of specific projects prior to any referendum.

APPENDICES



APPENDICES

Appendix A: Printed Media and Twitter Posts

Appendix B: Topics of Discussion

Appendix C: Public Comments

C1 – Understanding the Issues Public Comments

C2 – Understanding the Issues Public Comments (cont.)

C3 – Exploring Options Public Comments

C4 – Making Choices Public Comments

C5 – Making Choices Public Comments (cont.)

C6 – Finding Consensus Public Comments

C7 – Comments Received Outside Workshops, I-Nighborhood Application Comments, and Facebook Comments

Appendix D: Workshop Sign In Sheets

Appendix E: Public Workshop Displays

E1 – Understanding the Issues Display Boards

E2 – Exploring Options Display Boards

E3 – Making Choices Display Boards

E4 – Finding Consensus Display Boards

E5 – Presentation Loop (Understanding the Issues)

E6 – Presentation Loop (Exploring Options & Making Choices)

E7 – Workshop Directions

E8 – Sample Comment Forms

E9 – Wayfinding Signs

Appendix F: Interactive Workshop Activities & Citizen Projects

F1 – Interactive Workshop Activities and Citizen Mapped Project List

F2 – West Tampa Citizen Mapped Projects (2/17/2015)

F3 – Westchase/Town 'n Country/Carrollwood Citizen Mapped Projects (2/19/2015)

F4 – South County-Apollo Beach Citizen Mapped Projects (2/23/2015)

F5 – Central and East Tampa Citizen Mapped Projects (2/24/2015)

F6 – South County – Sun City Citizen Mapped Projects (2/26/2015)

F7 – South Tampa Citizen Mapped Projects (3/2/2015)

F8 – Brandon/Riverview Citizen Mapped Projects (3/3/2015)

F9 – New Tampa Citizen Mapped Projects (3/9/2015)

F10 – Temple Terrace Citizen Mapped Projects (3/10/2015)

F11 – Northwest Citizen Mapped Projects (3/12/2015)

F12 – Thonotosassa Citizen Mapped Projects (3/16/2015)

F13 – Northeast – Plant City Citizen Mapped Projects (3/17/2015)

[**Appendix G: Issues and Opportunity Report**](#)

[**Appendix H: Facilitated Group Information**](#)

- [H1 – Facilitated Group Guide and Transcribed Notes](#)
- [H2 – Brandon Facilitated Group Notes \(Originals\)](#)
- [H3 – Temple Terrace Facilitated Group Notes \(Originals\)](#)
- [H4 – Town 'n Country Facilitated Group Notes \(Originals\)](#)
- [H5 – Plant City Facilitated Group Notes \(Originals\)](#)

[**Appendix I: Telephone Town Halls \(Summaries and Questions and Answers\)**](#)

[**Appendix J: Speaking Engagement Calendar**](#)

[**Appendix K: Project Lists**](#)

- [K1 – Original TED Project List](#)
- [K2 – HART TDP](#)
- [K3 – Community Transportation Plan Project List](#)

[**Appendix L: Cost Estimating Tools**](#)

The *GO* Hillsborough Community Transportation Plan is the culmination of the coordination and input of several elected officials, professional staffs of participating agencies, community partners, the consultant team, and most importantly, all of the citizens that gave of their time and energy throughout the community engagement process.

GO Hillsborough Team

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City of Tampa
City of Temple Terrace
Hillsborough Area Regional Transit (HART)
Hillsborough County City-County Planning Commission
Hillsborough County Metropolitan Planning Organization (MPO)
Florida Department of Transportation (FDOT)
Tampa-Hillsborough Area Regional Transit Authority (THEA)



GO Hillsborough
Your voices. Your choices.