

HILLSBOROUGH COUNTY
METROPOLITAN PLANNING ORGANIZATION

2035 PLAN POST-REFERENDUM ANALYSIS
INTERAGENCY WORKING GROUP
AUGUST 19, 2011 (FRIDAY) AT 1:30 P.M.

HILLSBOROUGH COUNTY CENTER, 601 E. KENNEDY BLVD.
18th FLOOR BOARD ROOM

AGENDA

- | | | |
|------|---|------|
| I. | <u>WELCOME</u>
Ray Chiamonte, MPO Staff | 1:30 |
| II. | <u>PUBLIC COMMENT</u> | 1:35 |
| III. | <u>UPDATE ON JUNE MPO BOARD MEETING</u>
Beth Alden, MPO Staff | 1:40 |
| IV. | <u>OVERVIEW OF PHASE II: GOALS AND
PROCESS</u>
Ned Baier, Jacobs Engineering | 1:50 |
| V. | <u>PUBLIC COMMENT</u> | 2:05 |
| VI. | <u>ADJOURNMENT</u> | 2:30 |

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and other nondiscrimination laws, public participation is
solicited without regard to race, color, national origin, age,
sex, religion, disability or family status.*

**HILLSBOROUGH COUNTY
METROPOLITAN PLANNING ORGANIZATION
2035 PLAN REVISIT – INTERAGENCY WORKING GROUP
AUGUST 19, 2011 1:30 P.M.
HILLSBOROUGH COUNTY CENTER, 601 E. KENNEDY BLVD.
18th FLOOR BOARD ROOM
MEETING SUMMARY**

Attendees:

Beth Alden	Hillsborough MPO
Vivian Bacca	UCAN
Ned Baier	Jacobs/ MPO consultant
Bob Campbell	Hillsborough County
Ray Chiaramonte	Hillsborough MPO
Lorraine Duffy Suarez	School District of Hillsborough County
James Fogarty	HART
Darcy Foster	Hillsborough County Aviation Authority
Randy Kranjec	Hillsborough MPO
Karen Kress	Tampa Downtown Partnership
Margie Martin	Martin Communications/ MPO consultant
Brad Parrish	Temple Terrace
Jeff Rogo	NAIOP
Jennifer Straw	Jacobs/ MPO consultant
Calvin Thornton	City of Tampa
Chris Weber	Westshore Alliance
Gladys Will	Citizen
Joe Zambito	Hillsborough MPO

Presentation:

Beth Alden presented a background of the analysis, followed by a summary of the first phase. The messages heard at the Focus Group meetings during the first phase were the basis for defining the recommendations for potential funding sources to further research in Phase II. The MPO Board was briefed on the status of the analysis at the June Board meeting and approved staff to continue to Phase II. The Board directed that the project be a research effort at this time, rather than including a major public outreach effort, because of the tentative nature of the research. The Board would like to review the research and the options for next steps before suggesting any of these options to the public.

Ned Baier followed up with a summary of the goals of Phase II and the process to be taken. Phase II will take the funding sources identified and recommended at the close of the first phase and continue the research efforts to develop range of potential revenues. The consultant team will pair the funding sources with potential projects and operating/maintenance shortfalls,

developing hypothetical funding scenarios. Simple, public-friendly fact sheets will be produced for each hypothetical funding scenario. Six to eight focus group meetings with randomly selected registered voters at a market research facility will be conducted to vet the funding scenarios and determine what strategies, if any, are most likely to be supported by residents of Hillsborough County.

Questions/comments from Interagency Working Group (IWG) participants and responses from staff:

Question/Comment:

At the July/August Board Meeting, County Commission members talked about a Special Assessment District in Northwest County/SouthShore for economic development – make sure to coordinate if it makes sense.

Response:

- We should coordinate the Special Assessment District scenario with the County's efforts
- Existing Streetcar SA District lost millions of dollars because funding changed at the last minute to remove homesteaded properties
- Other cities use streetcars as transportation option; to be successful, TECO Streetcar must be able to serve commute trips instead of just for tourist activity; must begin operating before noon

Question/Comment:

How do you assess/collect a Mobility Fee?

Response:

- Similar to Impact Fee (only on new development), but tied to transportation
- Should be based on land use generating a certain number of trips and average distances
- Discussed Pasco County/Alachua/Jacksonville examples
- Historically levied within jurisdictional boundaries; can we make it easier to have a more uniform levy?
- Use to incentivize development where there is infrastructure and community support

Question/Comment:

There are different ways to levy fees and/or taxes. Hillsborough County would be able to discuss Mobility Fee in coming months:

- Multimodal/road capacity
- Tied to a particular area
- MPO Guiding Document
- Up to jurisdiction how to spend it
- Pasco County Impact Fees are higher
- Money generated through Mobility Fee equals existing Impact Fee plus concurrency (will replace)

Question/Comment:

Will there be another referendum?

Response:

- Not likely to be soon
- Advantages and disadvantages to holding it in a major election year vs. an off-year
- There was an “undervote” – people who came to the polls but didn’t vote on this question; maybe they did not feel well informed enough to vote on this; maybe description was confusing
- At the Focus Group meetings we heard –
 - Confusion with High Speed Rail (i.e. thought the Federal government was paying, misunderstanding about type of rail/travel times, etc.)
 - For those that did vote, many don’t remember if they voted for/against

Question/Comment:

Public Private Partnerships (PPP) are in favor right now. Indiana had PPP toll roads (may have “sold” infrastructure) – however, due to unexpected costs, the private company has doubled tolls; how can we make sure that doesn’t happen here?

Response:

- Florida has checks and balances to ensure tolls are regulated, even in PPPs.

Question/Comment:

The burden of paying for transportation improvements must be put on people fairly (different things will work in different areas). Look at all/some funding sources in combinations.

Consider a formula like:

- 1 cent in City/ half cent in County
- Half cent in City/Impact Fee in County
- Half cent everywhere in county plus millage in City

The referendum passed in the City. If the legislature won’t allow the City to vote by itself, an alternative could be for the City to levy a special ad valorem assessment for transit.

Question/Comment:

Cost-benefit ratio (jobs/economy) – Can we show the public what economic benefit will come out of improving the transportation system?

Response:

- We could identify national standards but may not be able to determine for Tampa Bay specifically
 - Into future – sustainable jobs with long term benefits
 - Hillsborough County Economic Department may have figures

Question/Comment:

Why are we studying things we can't do? Some road projects are studied and studied for years and never built.

Response:

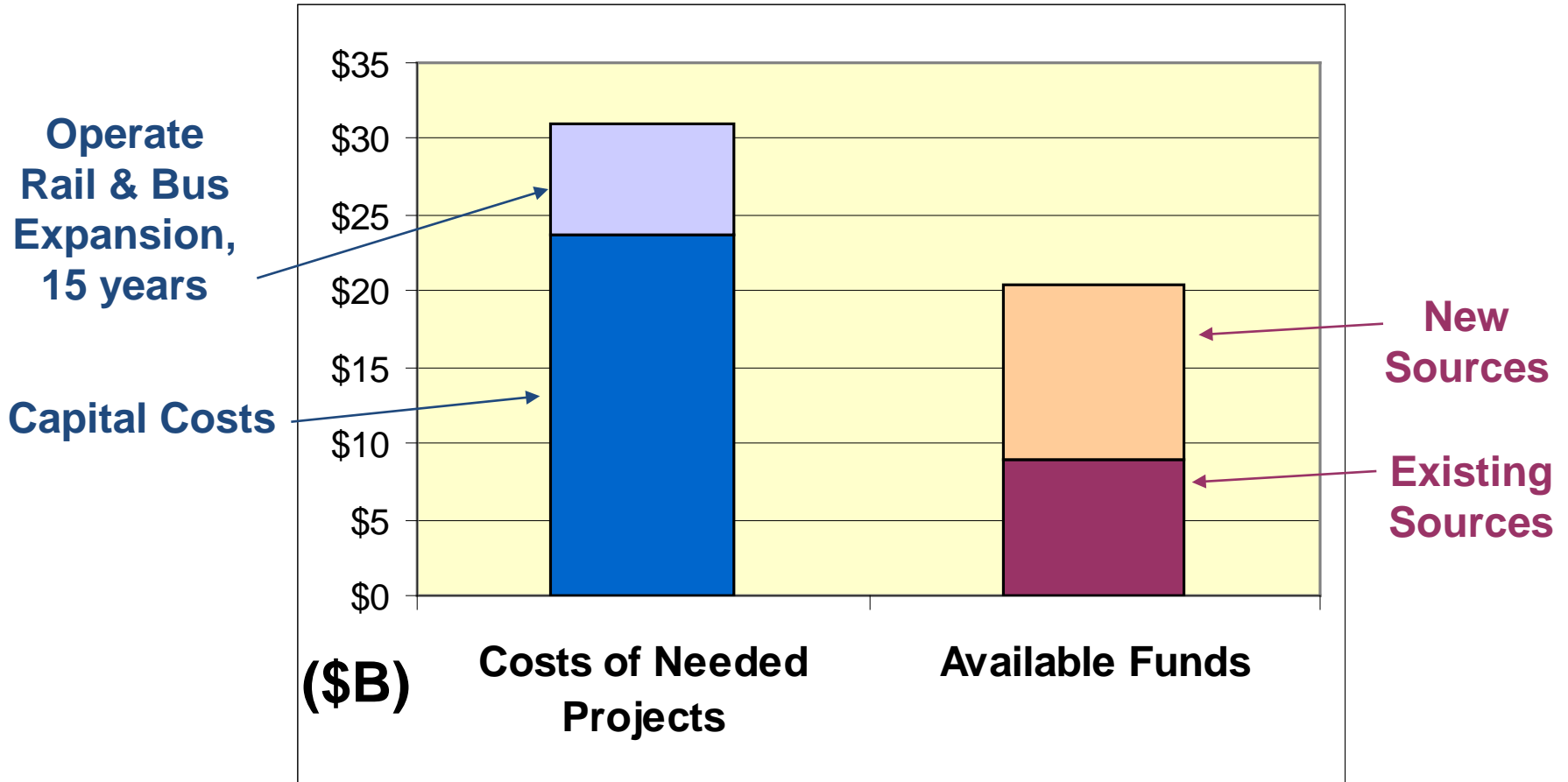
- There are a number of reasons that projects don't always get built right away
 - Money comes to projects (when money becomes available, it is routinely spent on projects that have already been planned)
 - Purchase of right-of-way is often the most expensive part of a project; by purchasing it early in the process, it can save money
 - Community support/desires may change
 - External factors may affect the project



2035 Transportation Plan

Post-Referendum Analysis, Phase 1

2035 Affordability Outlook



Note: Costs shown are not inflated to year of expenditure.



2035 Plan Post-Referendum Analysis

What are today's options for an Affordable Plan?

Research and analysis protocol includes:

- **Cost Reduction Strategies** – revisit the public transit needs assessment and look for opportunities to serve travel markets with less expensive systems
- **Revenue Source Options** – estimate the revenue generating potential of alternative sources and public private partnerships
- **Public Opinion Research** – better understand the priorities of typical voters in areas all around the county
- **Interagency Working Group** – provide a forum for all affected agencies to review the research methods & results

Interagency Working Group

- Hillsborough County
- Tampa
- Plant City
- Temple Terrace
- HART
- Expressway Authority
- Aviation Authority
- Port Authority
- FDOT
- TBARTA
- Planning Commission
- School Board
- Reg. Plng. Council
- Tampa Bay Ptship.
- Pin. & Pasco MPOs
- PSTA

+ Interested Citizens

Meetings & Comments

- **February 11 – Process for Study**
 - *What did voters know/ not know in November?*
 - *What is the feeling about tolls? Regional connections? Sales tax vs. gas tax vs. property tax?*
- **April 8 – Preliminary Results of Phase 1 Research**
 - *Need to provide more/better public info*
- **May 20 – Synthesis & Next Steps**
 - *Must address shortfalls to maintain existing systems*
 - *Consider getting more use out of the streetcar*



Public Opinion Research



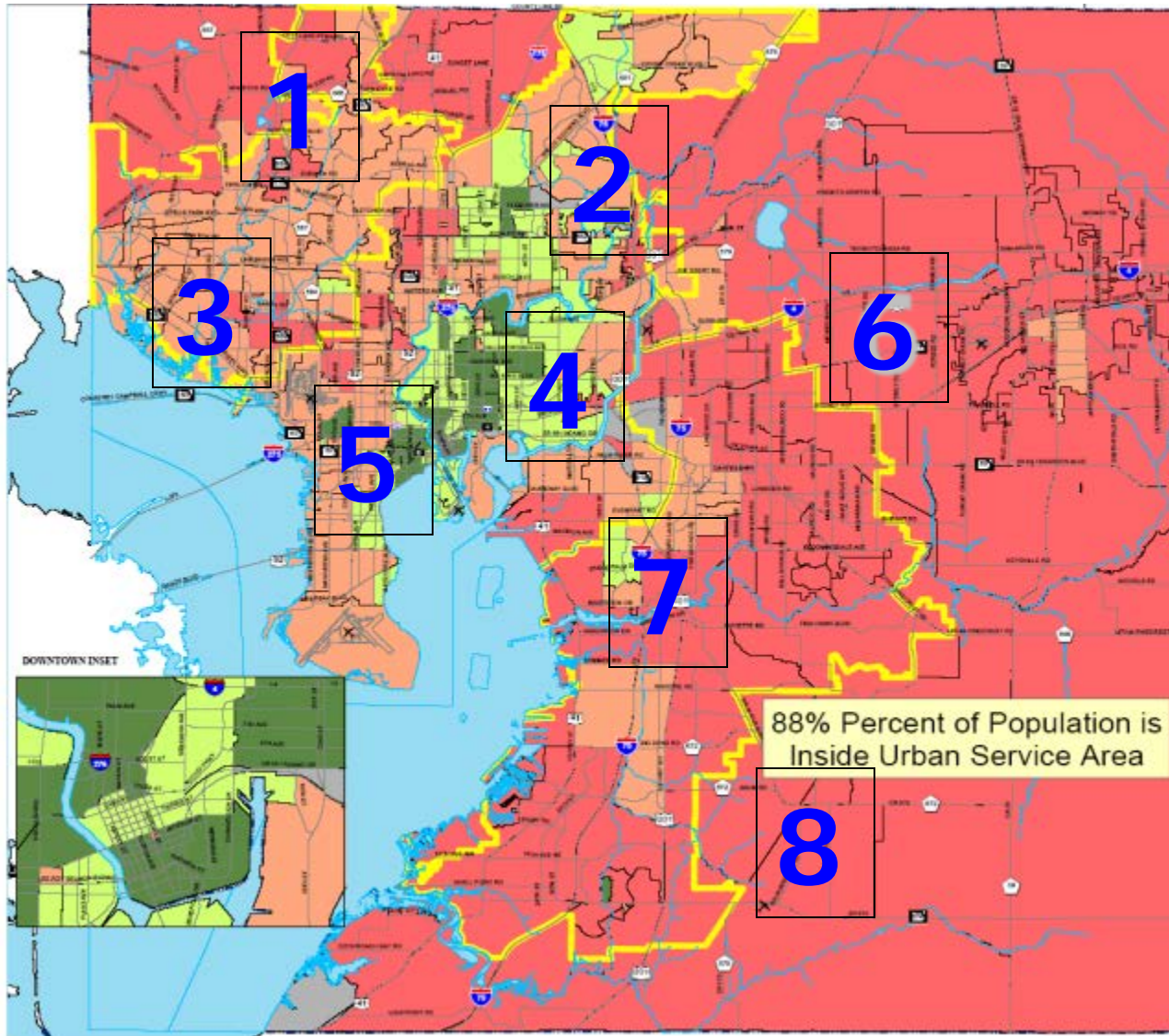
Focus Groups: Qualitative Research

We cannot project or attribute findings to the general population of Hillsborough County.

Some findings may be worthy of follow-up quantitative research to assess how widely held are these opinions.

Participant profiles:

- **Active-status voters, recruited at random from voter database**
- **Mixed in gender, age, political party affiliation**
- **Wide range of backgrounds, occupations, family status, life experience, transportation needs, commuting patterns, length of residency**



Key Findings

Traffic congestion is viewed as a byproduct of a failure to plan ahead.. lowering confidence in govt.

The most popular strategies to address traffic congestion were primarily targeted ideas to improve traffic flow on local roads.

Improving mass transit was also mentioned as part of the mix – but most often as a way to provide options, not to alleviate traffic congestion.

Nearly universal point of view that pedestrian and bicycle infrastructure is dismal and a safety risk.

Key Findings

Common perception that Tampa area is too sprawling, car-centric, and dispersed for mass transit to work.

Did view transit as a basic public service, even though they were largely unfamiliar with Hillsborough transit.

Few were bus riders. Perception of current bus system is neutral to negative, but for many, there's no baseline perception at all.

No clear, accurate understanding of rail modes and how they function.

Confusion about connectivity—i.e., “Even if I did take a train or bus, how do I get where I really want to go?”

2010 Referendum

- **Only shallow awareness**
- **Fluid and shifting attitudes in hindsight. . .**

Reconsider my "no" vote	Reconsider "yes" vote
<ul style="list-style-type: none"> ◆ Economy gets better ◆ Household returns to full employment ◆ More improvements to hotspots in my "area" ◆ Show me how it will work – convince me 	<ul style="list-style-type: none"> ◆ Is sales tax the right tool? ◆ Constructing <u>all of this</u> will be way too disruptive ◆ It will take so long to implement ◆ I don't see how I'd connect to this proposed system

Key Findings

Participants who were in favor of expanding mass transit were generally supportive of a more incremental approach.

- Expanding bus service is part of the solution, but a parallel path is establishing more positive attitudes and perceptions of the existing bus transit system.
- “Create familiarity” with rail with a demonstration line—but there are major cost and tax concerns.
- In the focus groups, the lack of specificity in expanding transit (costs, corridors, modes, timing) caused some hesitancy.

Conclusions

- Primarily, focus group participants were focused on some very practical initiatives – light signal synchronization, new roads and lane capacity (road widening), and safer infrastructure for walking and biking.
- Acceptance of toll roads (provides choice)
 - ... And, more transit options were also part of the mix, as a way to create more options—not to “solve” congestion*
- **HOWEVER**, just framing the conversation about a multi-corridor expansion of mass transit—especially light rail and commuter rail—has major perceptual obstacles.



Cost Reduction & Revenue Source Strategies

Technology Cost Comparison

Per Mile Capital Costs (2011 \$millions)

- Light Rail \$38-\$96
- Modern Street Car \$36-\$122
- Bus Rapid Transit \$5-\$15
- Commuter \$16-\$52
- Diesel Multiple Unit \$16-\$96

Light Rail Transit (LRT)



Commuter Rail



Bus Rapid Transit (BRT)







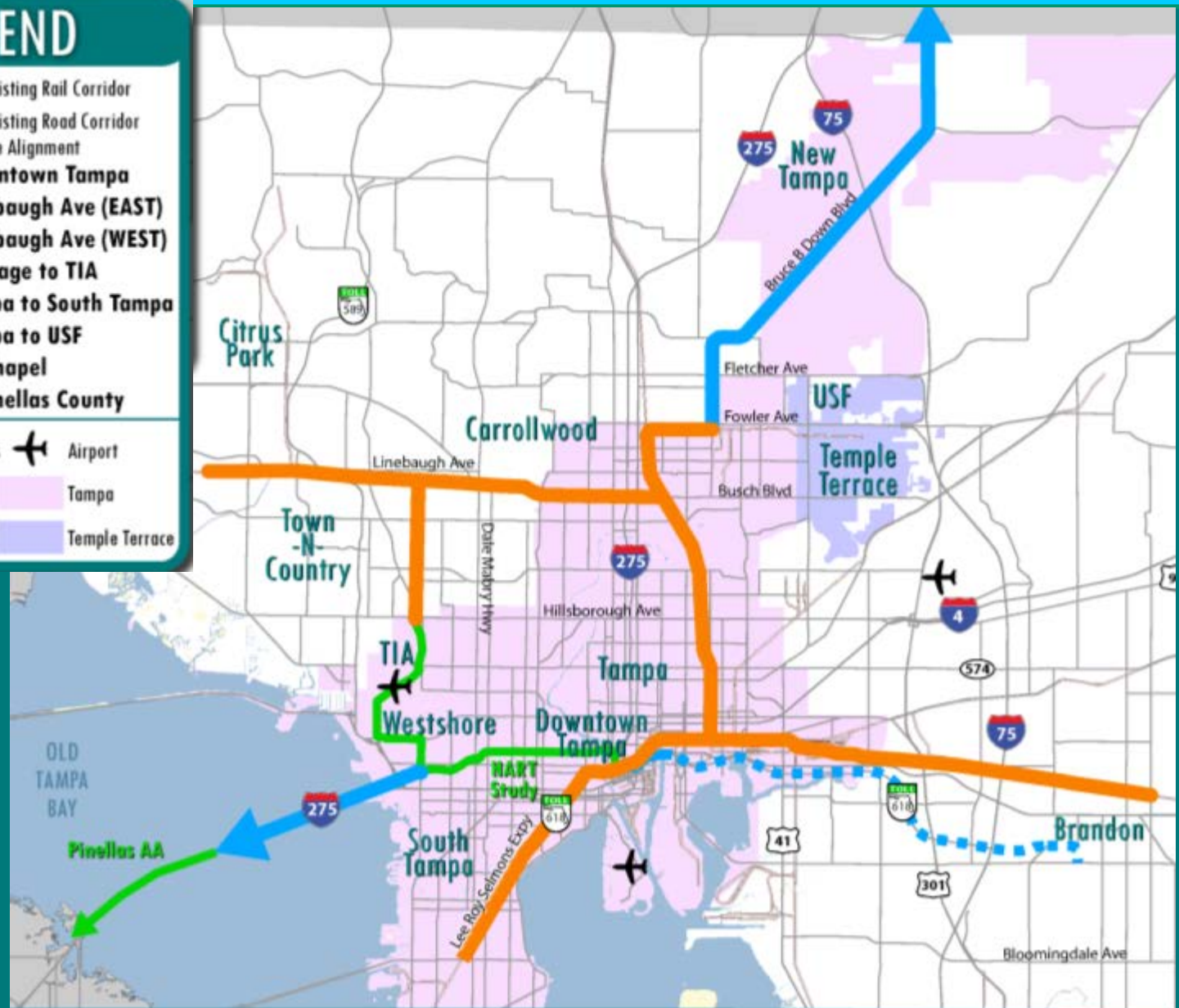
Hillsborough Transit Corridors

LEGEND

- Along Existing Rail Corridor
- Along Existing Road Corridor
- - - Alternate Alignment

Brandon to Downtown Tampa
Busch Blvd/Linebaugh Ave (EAST)
Busch Blvd/Linebaugh Ave (WEST)
Carrollwood Village to TIA
Downtown Tampa to South Tampa
Downtown Tampa to USF
USF to Wesley Chapel
Westshore to Pinellas County

- Other Studies
-  Airport
-  Roads
-  Tampa
-  Railroads
-  Temple Terrace



Lower Cost Strategy Recommendations

LEGEND

 Proposed Bus Rapid Transit

 Proposed Diesel Multiple Unit

Brandon to Downtown Tampa

Busch Blvd/Linebaugh Ave (EAST)

Busch Blvd/Linebaugh Ave (WEST)

Carrollwood Village to TIA

Downtown Tampa to South Tampa

Downtown Tampa to USF

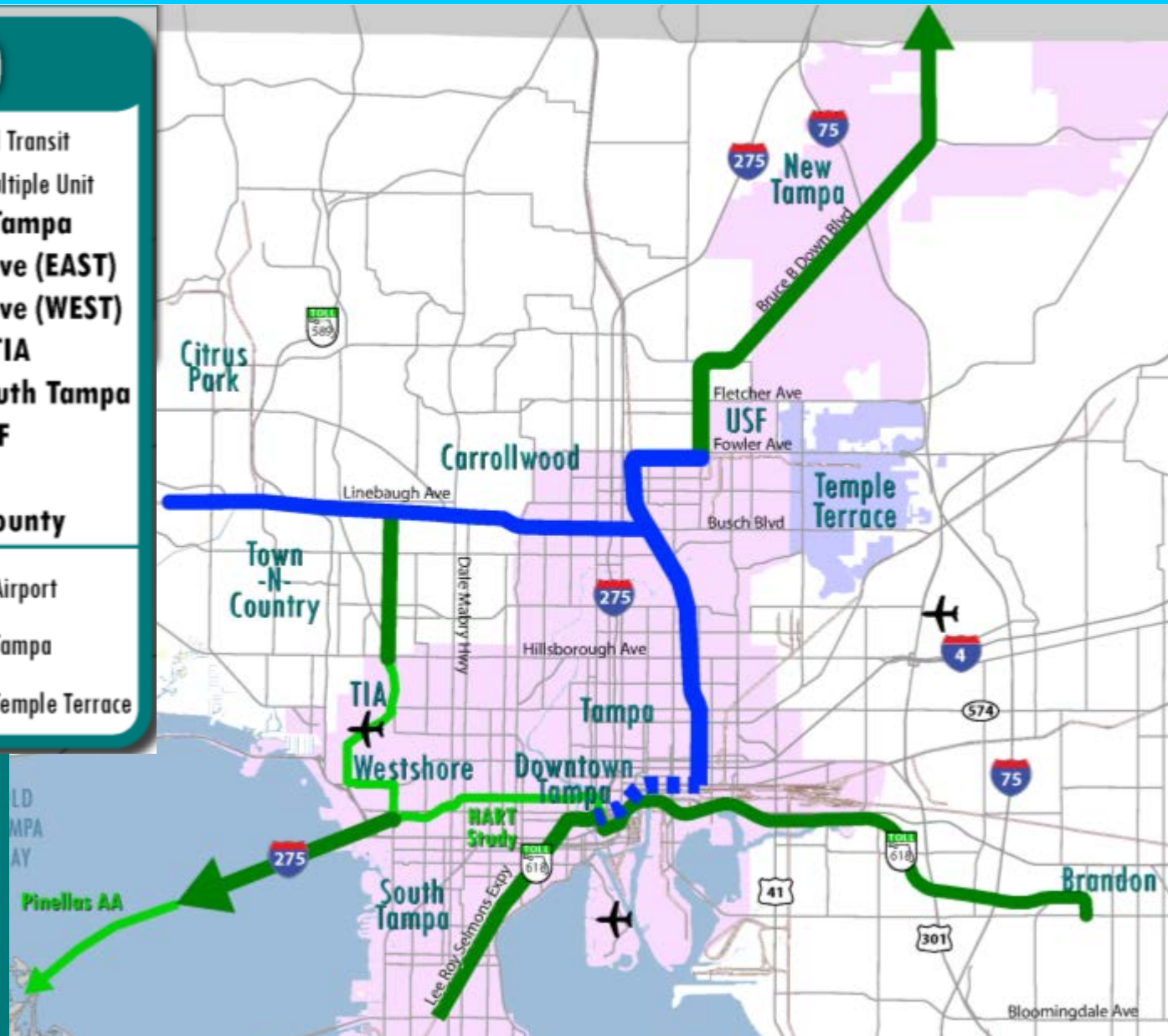
USF to Wesley Chapel

Westshore to Pinellas County

 Other Studies  Airport

 Roads  Tampa

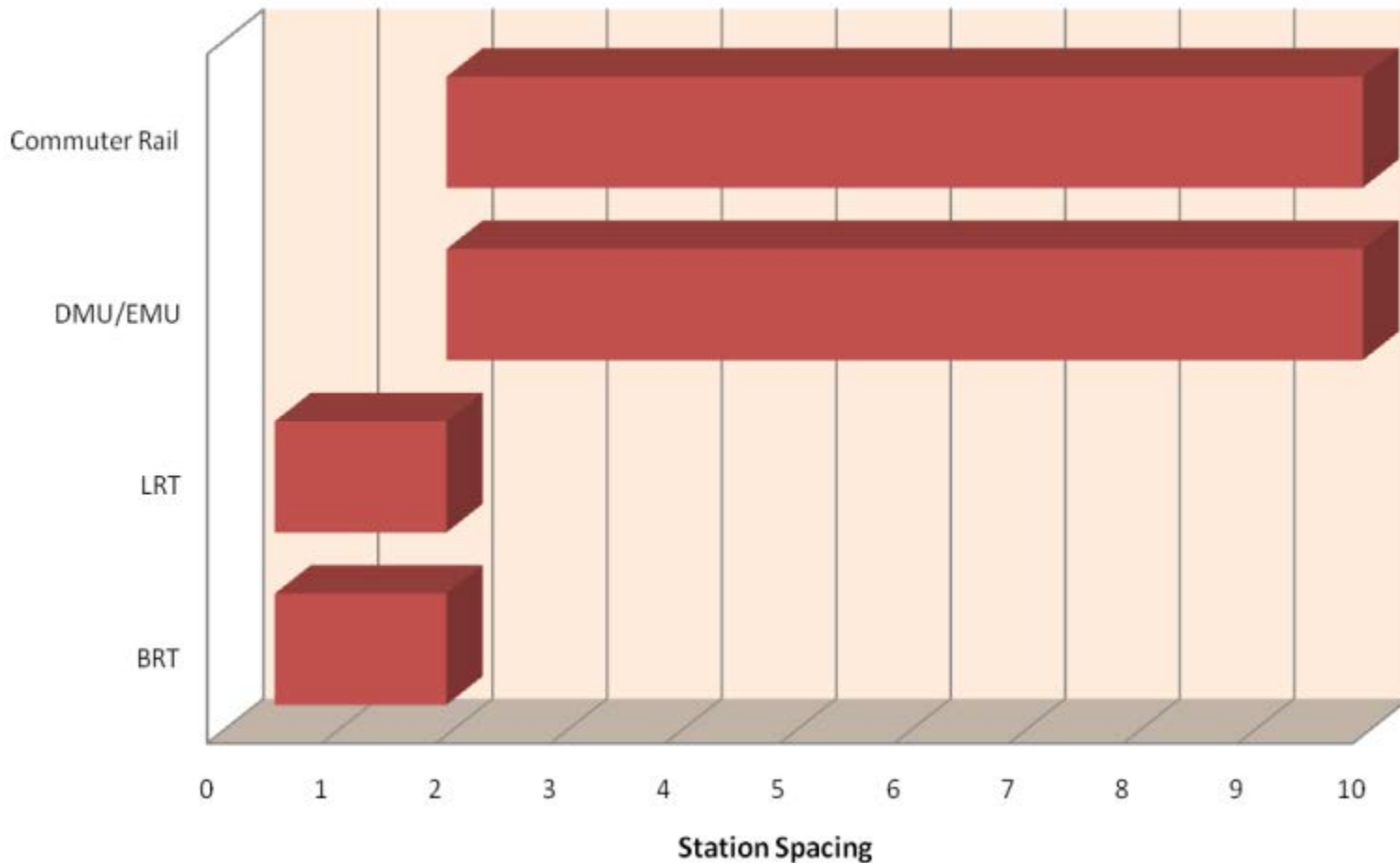
 Railroads  Temple Terrace



**Saves
\$1.428 B
- \$2.863 B
Capital**

Typical Operating Characteristics

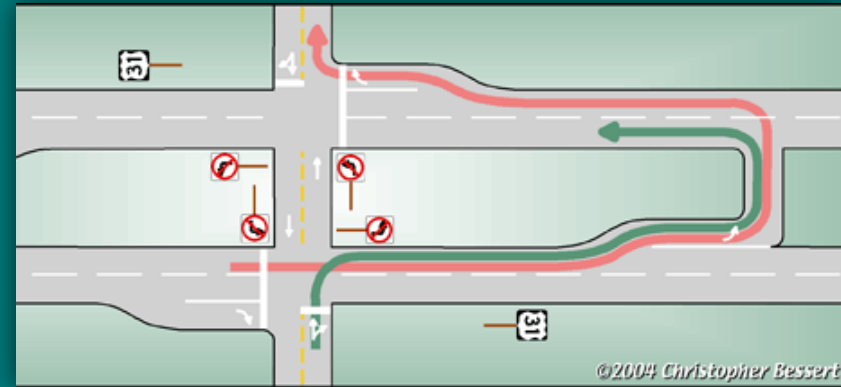
Station Spacing Range by Transit Technology



Cost Reduction Strategies

Intersection Strategies

- Creative interchanges
e.g. US 19; ~\$50 million ea.
- Michigan U-Turn
- Roundabout
- Bus Queue-Jump
- Signal operations



Cost Reduction Strategies

Special –Use Lanes

- High-occupancy lanes & HOT
- Express lanes, variable price to maintain speed
- Reversible lanes
- Bus shoulders

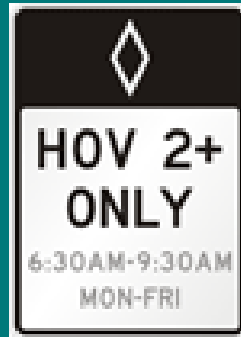


Figure 2. Overhead lane signals on Tyvola Road in Charlotte, NC.



Need for Mobility Improvements

High-Congestion Corridors

Tier 1

- SR 580/Hillsborough Av, west of Dale Mabry thru Town & Country
- I-275 through Tampa (all segments south of Bearss)
- SR 60/Adamo Dr/Brandon Blvd, east of 50th St thru Brandon
- US 92/Dale Mabry Highway, north of Kennedy Blvd thru Northdale
- Bearss Ave, Florida Ave to 30th St, and US 41 north of Bearss Ave
- Gunn Hwy, west of Veterans Exwy thru Keystone
- Kennedy Blvd
- Fowler Ave, and US 301 northeast of Fowler Ave
- I-75, north of Big Bend Rd thru New Tampa
- US 301 in Brandon

Revenue Source Options

Things We Looked At

- Half-cent Sales Tax
- Local-option Gas Tax
- Property Tax
- Public-Private Partnership Case Studies
- Special Assessment Districts
- Mobility fees/ Impact fees
- Toll facilities & revenues
- Federal & State Programs

Information Sources





Potential New Funding Sources

Gas Tax 5-cent local option available for capital only (~ \$34 million)

Sales Tax

- Consider tax swaps (HART ad val ~ \$30 million)
- Consider less than 1 percent
- Consider legislation to allow Cities to vote (Tampa ~ \$49 million)

Special assessments New districts, new or renewing CRAs
(Westshore District generated ~ \$300,000)

User Fees Tolls & fares (can be bonded) and impact/mobility fees

Utility Tax Consider levying in unincorporated area (~ \$27 million)

Public/Private Partnerships

- Station Area Development
- Design/Build/Operate/Maintain/Finance (financing, ~ 5% savings?)



Phase 2: Next Steps

- **Draft a variety of scenarios of funding sources and high priority improvements**
 - New toll lanes with rapid bus, PPP option
 - Special districts
 - Sales tax/ property tax swap
 - Etc.
- **Public opinion on scenarios**
 - Random-sample registered-voter focus groups
 - Workshops at civic group meetings
- **Recommend best ideas to consider further**
- **Interagency Work Group & Policy Cmte. oversight**



For More Information:

www.hillsboroughmpo.org

\Current Projects

\2035 Plan Post-Referendum Analysis



2035 Post-Referendum Analysis

Interagency Working Group

August 19, 2011



2035 Transportation Plan

Post-Referendum Analysis Review

Phase II

Phase II Process

Analyze potential funding sources

- Sources identified and recommended in Phase I
- Range of potential revenues

Develop hypothetical funding scenarios

- Near-term priority projects (next 5 years)
- Match projects to revenue sources
- Public-friendly fact sheets

Task	August					September				October				November					December				January				
	1	2	3	4	5	1	2	3	4	1	2	3	4	1	2	3	4	5	1	2	3	4	1	2	3	4	
Research and Analyze Funding Strategy Approaches	[Orange bar]																										
Develop Hypothetical Funding Scenarios				[Purple bar]		[Purple bar]				[Purple bar]																	
Develop Fact Sheets & Materials for Focus Groups						[Red bar]				[Red bar]																	
Focus Groups														[Blue bar]													
Interagency Working Group Meetings																											
Final Documentation																			[Green bar]								
Present to MPO Board																											

Phase II Coordination

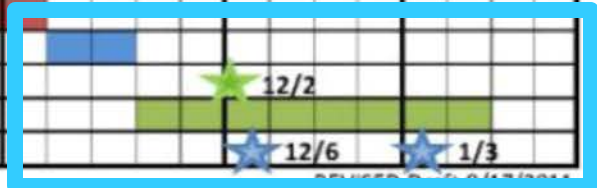
Focus Groups

- Vet hypothetical scenarios
- Early November

Interagency Working Group

- August 9, 2011 (today) – discuss process
- December 2, 2011 (tentative) – share results

Task	August					September				October				November					December				January			
	1	2	3	4	5	1	2	3	4	1	2	3	4	1	2	3	4	5	1	2	3	4	1	2	3	4
Research and Analyze Funding Strategy Approaches	█	█	█	█	█																					
Develop Hypothetical Funding Scenarios				█	█	█	█	█	█	█	█	█	█													
Develop Fact Sheets & Materials for Focus Groups						█	█	█	█	█	█	█	█													
Focus Groups														█	█	█	█	█								
Interagency Working Group Meetings			★																							
Final Documentation																										
Present to MPO Board																										





Phase II Funding Sources

- Five Cent Local Option Gas Tax
- Special Assessment Districts
- Tolls
- Sales Tax
- Mobility Fee
- Utility Fee

Five Cent Local Option Gas Tax

A currently un-levied, one-to-five cent per gallon local-option gas tax

Use of Funding

- Road and bridge maintenance
- Maintain existing bus service
- Community plan projects?

Known Challenges

Cannot be used for operations; would require coordination of revenue stream with other gas taxes levied





Special Assessment District Unincorporated County

Case studies of Northwest or SouthShore.
Revenue is used within the district.

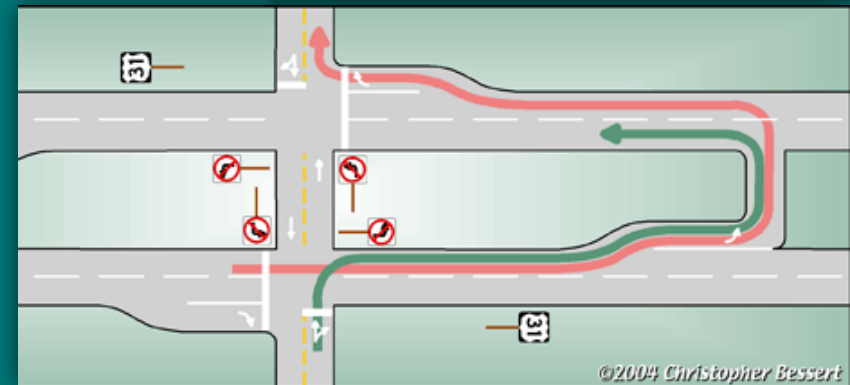
Use of Funding

- Intersection improvements—
known needs and new strategies
- Known bicycle & ped needs
- Circulator/ flex-route



Known Challenges

Based on property values,
which have been declining





Special Assessment District Streetcar Extension

A case study for extending commuter-style streetcar. Revenue stream is generated and used in the district.

Use of Funding

- Extended operating hours
- Extended service area

Known Challenges

Based on property values, which have been declining



Tolls or Managed Lanes I-275

Potential case study of tolling new express lanes,
I-275 between Downtown Tampa and Westshore

Use of Funding

- Four new express lanes
- Rapid bus service and stations
- PPP options for DBOMF and stations



Known Challenges

May be difficult to
implement on previously
un-tolled facility



Tolls or Managed Lanes

Tolled Intersection/Interchange

Potential intersection case study at Dale Mabry Highway and Waters Avenue

Use of Funding

- Sep. grade interchange with express thru lanes
- Rapid bus on express lanes
- PPP option for DBOMF



Known Challenges

- Un-vetted concept in region
- Potential public opposition on previously un-tolled road

Sales Tax

Incremental (less than 1 ct.) sales tax countywide and/or within City of Tampa only

Use of Funding

- Road/bridge maintenance and ITS
- Existing bus operations & expansion (replace HART ad valorem?)
- USF to Downtown Tampa DMU rail

Known Challenges

Legislation is required to allow City of Tampa to hold referendum





Mobility Fee

An alternative to concurrency, this approach is geared toward land use policies that limit sprawl and encourage infill; potential case studies in New Tampa or South County

Use of Funding

- Known bike and pedestrian needs
- Major road projects

Known Challenges

Use is limited to capital projects, not operations

Utility Fee

A tax levied on the purchase of electricity, metered natural gas, liquefied petroleum gas, manufactured gas, and/or water utility services

Use of Funding

- Unincorporated County only
- ITS
- Better bus service

Known Challenges

Already levied in Cities
Ambiguous legislation
(City of Port Orange example)



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Q & A

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