



## Chapter 2: Context of the Imagine 2040 Plan

Hillsborough County, with over 1.2 million residents, contains the largest employment and population base in the Tampa Bay Metropolitan Area. Further, Hillsborough County has grown 5.1% between 2010 and 2013, which is higher than the 4% growth rate that the State of Florida experienced during the same time period<sup>1</sup>.

Due to Hillsborough County's immense growth, and given that it is the geographic center of the Bay Area, its roadways and

---

<sup>1</sup> Source: *Hillsborough MPO 2040 Socioeconomic Data Forecasting and Scenario Planning Technical Memorandum*, 2014.

transit systems are encumbered with increasing traffic volumes and congestion. Hillsborough County's transportation network contains nearly 5,000 miles of roads, sidewalks, bicycle lanes, and trails.

### Regional Context

The Tampa Bay Metropolitan Area is the 18<sup>th</sup> largest metropolitan statistical area in the country, and the second largest in Florida according to the US Census 2013 Estimate, which totals over 2.8 million people<sup>2</sup>. This is a 3.1% increase since the 2010 Census. At the heart of the Tampa Bay Metropolitan Area is Hillsborough County. With over 1.2 million residents, it is the most populous county in West Central Florida.

Hillsborough County is also home to the largest employment base in the region. Commuters within the Tampa Bay Metropolitan Area, which include the surrounding counties of Hernando, Pasco, and Pinellas, as well as Hillsborough County,

*At 1.2 million residents and about 1,000 square miles, Hillsborough is as large as the three-county Portland Metro area.*

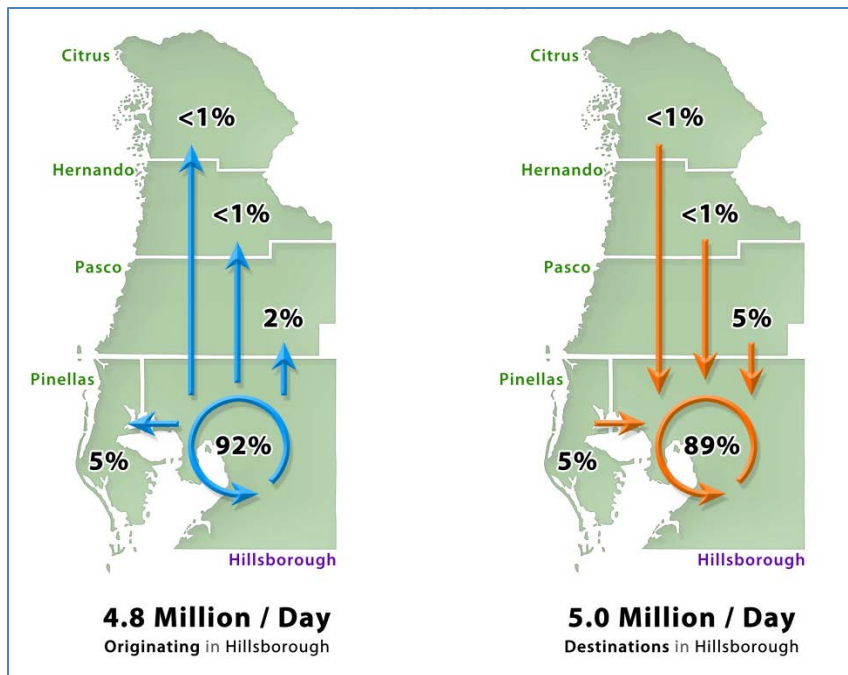
---

<sup>2</sup> Source: *US Census 2013 Estimate*

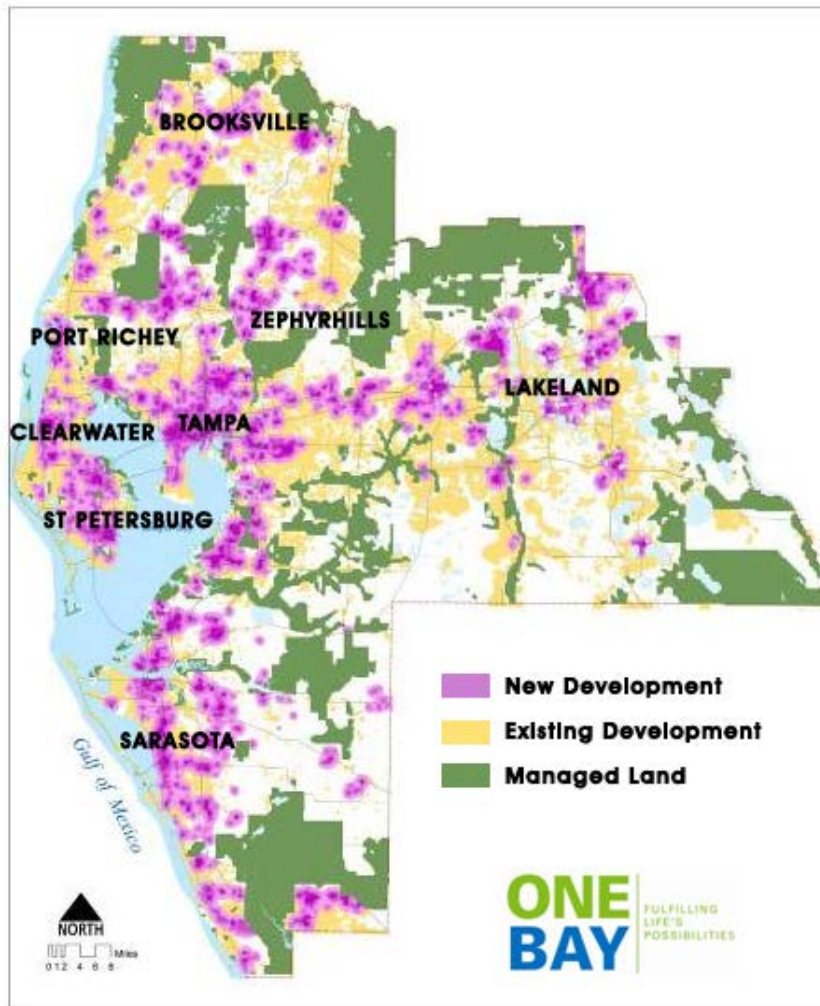
travel on Hillsborough County roads to reach jobs and/or school, creating more congestion as the region grows. Though there is some cross-county commuting, the travel demand between counties is not as strong as that within Hillsborough and within Pinellas, due to large bodies of water and environmental lands separating the counties. **Figure 2-1** demonstrates the commuting patterns within the Tampa Bay area to and from Hillsborough County. In addition, the larger region includes the Lakeland, Bradenton, and Sarasota metropolitan areas, and commuting between these areas and Hillsborough County also occurs.

Moreover, Hillsborough County has different characteristics from its neighbors. Hillsborough is approximately one-third rural, while Pinellas County is almost entirely built-out, resulting in the highest population density of any county in the state. Twenty-one percent of Pinellas' population is over the age of 65, in contrast to Hillsborough's 12%. Hillsborough has a larger working age population, and as a result, transportation challenges are more focused on commuting, the resulting peak-hour congestion, and the multimodal needs of diverse demographic groups.

Tampa, St. Petersburg, Clearwater, Port Richey, Zephyrhills, Brooksville, Sarasota, and Lakeland began as self-sufficient communities. Though commerce has grown between them, in many ways they are still independent. As illustrated in **Figure 2-2**, the OneBay vision for Tampa Bay created through a broad, collaborative visioning process convened by the Tampa Bay Regional Planning Council (TBRPC), Tampa Bay Partnership (TBP), Tampa Bay Estuary Program (TBEP), Southwest Florida Water Management District (SWFWMD), Tampa Bay Area Regional Transportation Authority (TBARTA), and the Urban Land Institute Tampa Bay District Council (ULITBDC).



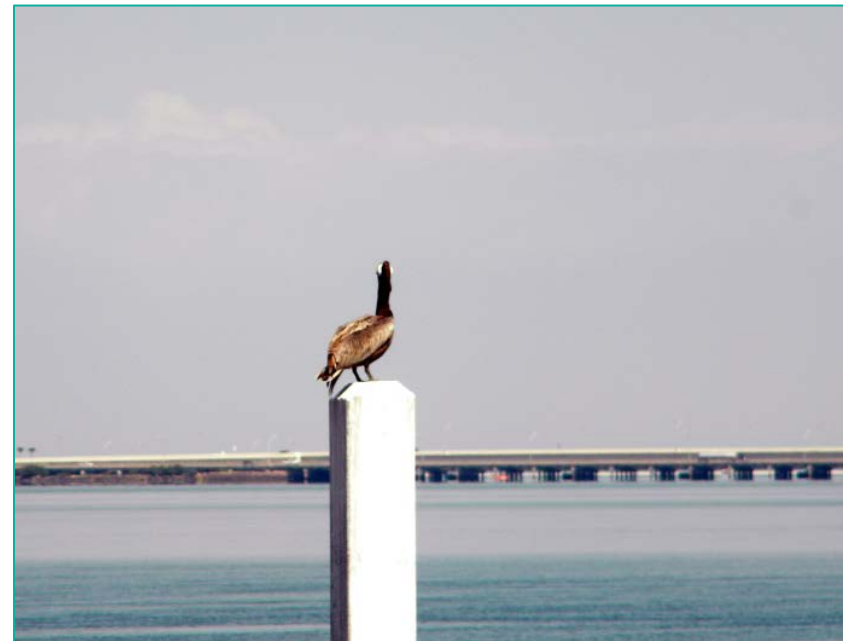
**Figure 2-1**  
*Tampa Bay Area Commuting Patterns*



*Figure 2-2*

*OneBay Regional Vision, Tampa Bay Regional Planning Council et.al.*

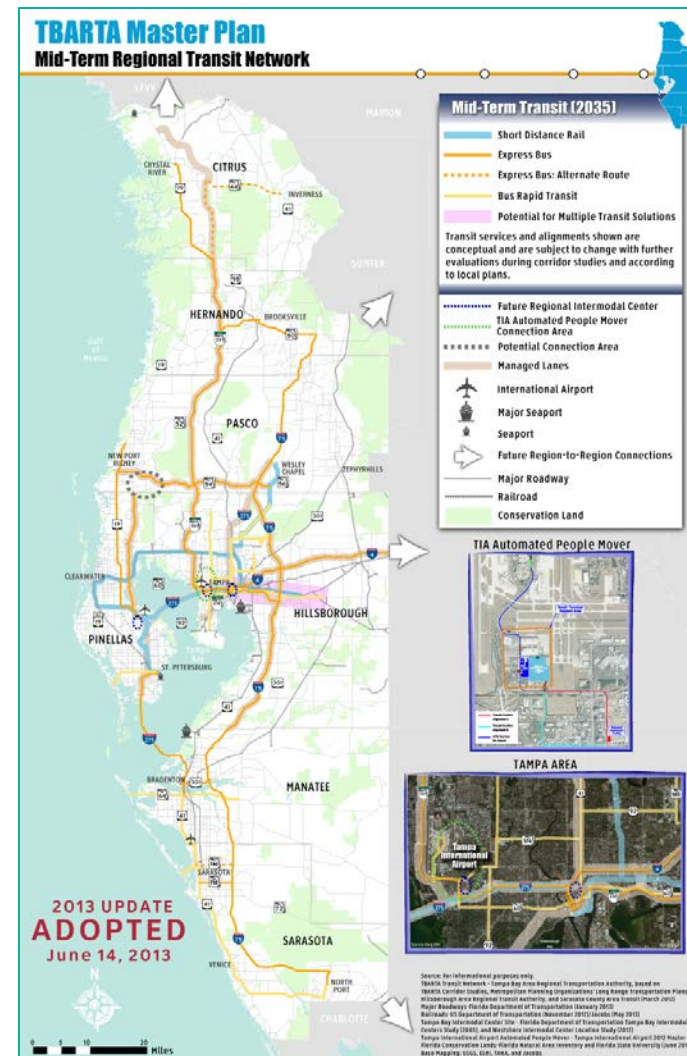
To ensure connectivity across counties and municipalities, the Hillsborough MPO participates in regional transportation planning groups such as TBARTA, the West Central Florida Metropolitan Planning Organizations' Chairs' Coordinating Committee (CCC), which is in the process of merging with TBARTA, and the newly formed Tampa Bay Transportation Management Area Leadership Group (TMA).



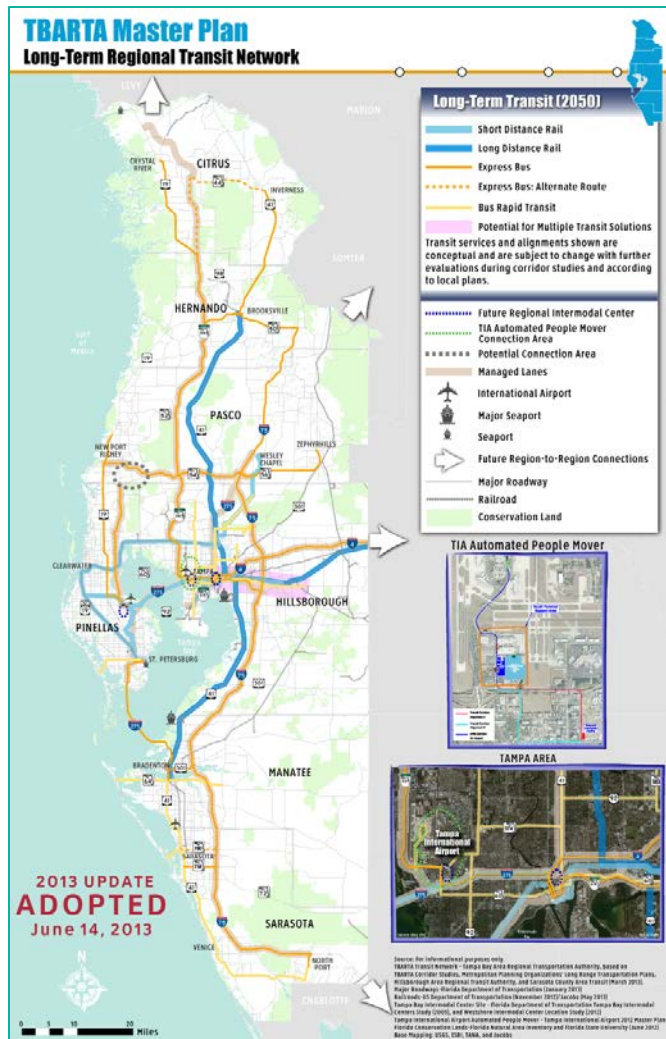
*Tampa Bay Area Regional Transportation Authority  
(TBARTA)*

TBARTA was established by the Florida State Legislature in July 2007 to serve the counties of Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, and Sarasota. In June 2013, TBARTA adopted an updated master plan, *A Connected Region for Our Future*, which identified transit, freight, and roadway network needs by 2050. The Master Plan was based on an extensive analysis of transportation demand as well as public outreach across the region. For more information, please see TBARTA's website, <http://www.tbarta.com/en/>.

**Figures 2-3 and 2-4** illustrate the TBARTA transportation mid-term and long range improvement recommendations. Some of the mid-term and long-term improvements include enhanced bus systems (i.e., express buses in all counties), managed lanes, light rail, and filling in gaps between critical path linkages within the region.



**Figure 2-3**  
*TBARTA Recommended Mid-Term Improvements*



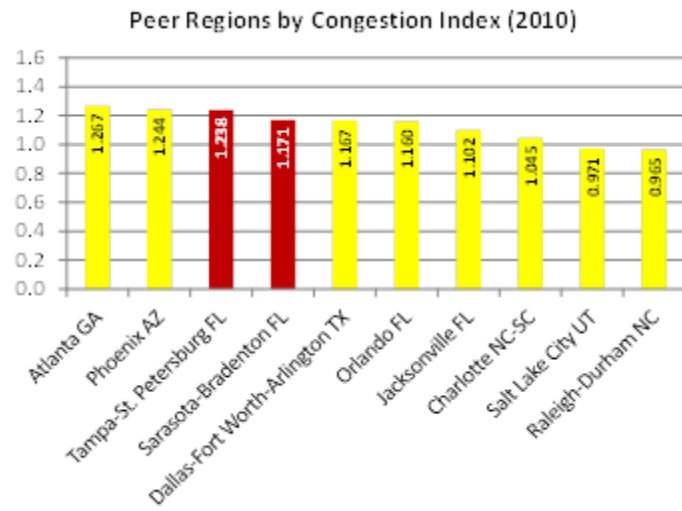
**Figure 2-4**  
*TBARTA Recommended Long Term Improvements*

*Tampa Bay is the 12<sup>th</sup> most congested metropolitan area in the nation and the 2<sup>nd</sup> most congested metropolitan area in Florida.*

**West Central Florida Metropolitan Planning Organizations' Chairs' Coordinating Committee (CCC)**

The West Central Florida Metropolitan Planning Organizations Chairs Coordinating Committee (CCC) was formed in 1991 as a forum to resolve inter-county transportation issues among the Hernando, Hillsborough, Pasco, Pinellas, Polk, and Sarasota-Manatee MPOs, and later the Citrus TPO. In 2012, the CCC developed the *Regional Congestion Management Process: State of the System 2012*, noting that the Tampa Bay Metropolitan Area is the 12<sup>th</sup> most congested metropolitan area in the nation, and the second most congested in Florida after Miami, in 2010<sup>3</sup>. The Congestion Index in the report was calculated by the total number of lane miles of the transportation system and by the impact of vehicle miles traveled during the busiest time of the day (peak hours). **Figure 2-5** illustrates how the Tampa Bay Area compares with peer regions by Congestion Index.

<sup>3</sup> Source: *West Central Florida Metropolitan Planning Organizations Chairs Coordinating Committee Regional Congestion Management Process, State of the System 2012*, 2012.



**Figure 2-5**  
*Tampa Bay Peer Regions Congestion Index*

Freight traffic is also affected by congestion in the Tampa Bay Metropolitan Area, according to the CCC. The region ranks 21<sup>st</sup> in the nation in freight congestion with \$210 million wasted each year, compared with the national average of \$53 million.

As a response, in part to the findings of the *Regional Congestion Management Process: State of the System 2012*, the CCC developed a *High Priority Major Transportation Initiatives* list in March 2013. The list identifies **10 high priority corridors** covering multiple modes of transportation. These corridors, seen as critical to regional connectivity and economic vitality, are:

- I-75 from Hernando County to Sarasota – Widen to at least six general purpose lanes, add managed lanes with express bus stations and service, and a limited access connector to Port Manatee
- I-4/I-275 from Pinellas County through Tampa and Hillsborough County to Orlando – Add managed lanes with express stations and service
- Howard Frankland Bridge – Replace the existing northbound span with a new span that includes a transit envelope
- US 19/118<sup>th</sup> Avenue Expressway from Pinellas County to Pasco County – Construct a controlled access facility with overpasses and express bus stations

- SR 54/SR 56 from New Port Richey to Wesley Chapel in Pasco County – Construct managed lanes with transit accommodations
- US 41 from Palmetto in Manatee County to North Port in Sarasota County – Construct multimodal, transit, and pedestrian accommodations
- Suncoast Parkway Corridor – Hillsborough County to Citrus County – Construct new toll lanes and express bus stations
- Pinellas Alternatives Analyses from St. Petersburg to Clearwater through the Gateway Area – Construct a light rail line between downtown St. Petersburg and downtown Clearwater that passes through the Gateway Area
- CSX Corridor Hybrid Rail from Tampa to Brooksville via Oldsmar and Land 'O Lakes – Establish commuter rail service along this existing freight rail line
- US 92 rail from Tampa to Orlando – extend SunRail through Polk County to Downtown Tampa

Figure 2-6 is a map showing where the CCC High Priority Corridors are located.

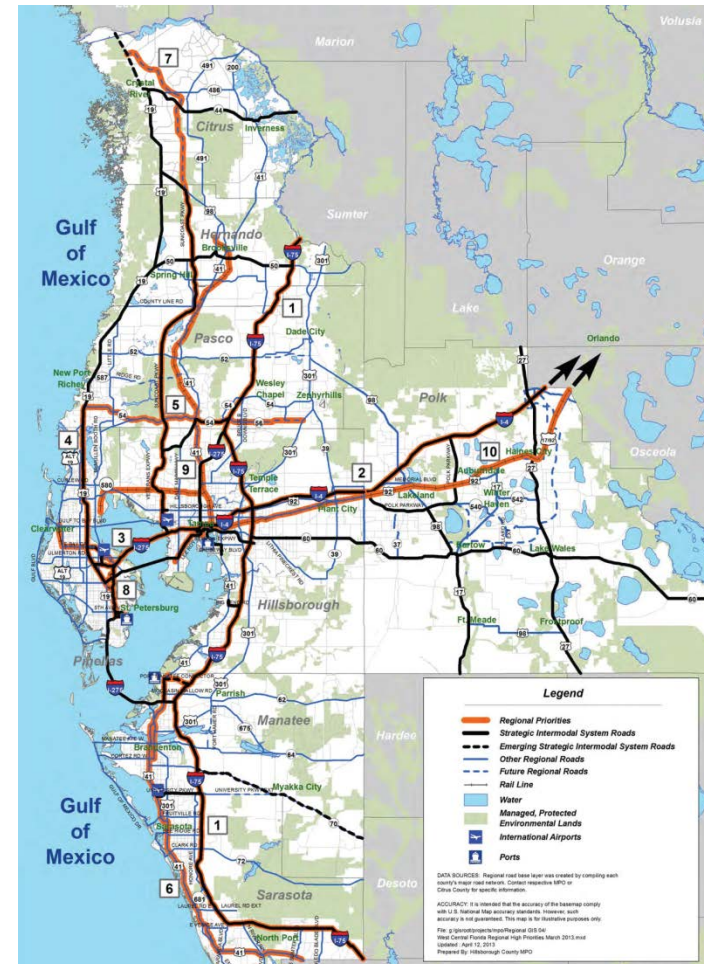


Figure 2-6  
CCC High Priority Corridors Map

### ***Tampa Bay Transportation Management Area (TMA)***

In 2013, members of the Hillsborough, Pinellas and Pasco MPO boards began meeting together to identify key issues and speak with one voice regarding financial priorities for Tampa Bay's metro core.

Working with TBARTA and FDOT, this TMA Leadership Group identified a short list of buildable projects that are a high priority and ready for funding consideration. The project list, approved in June 2014, includes:

- Howard Frankland Bridge – Bridge replacement with transit envelope and express lanes
- 118<sup>th</sup> Avenue Expressway – Gateway Expressway
- Greenlight Pinellas – A sales tax funding referendum in Pinellas County for funding of more transit service and facilities
- I-275 & SR 60 – Interchange modification
- I-275 from SR 60 to downtown Tampa – Construct express lanes with express bus service
- Westshore Intermodal Center – Construct an intermodal center adjacent to I-275 in the Westshore area
- I-275 from Gateway Area to Howard Frankland Bridge – Construct express lanes with express bus service on the Pinellas side of Tampa Bay

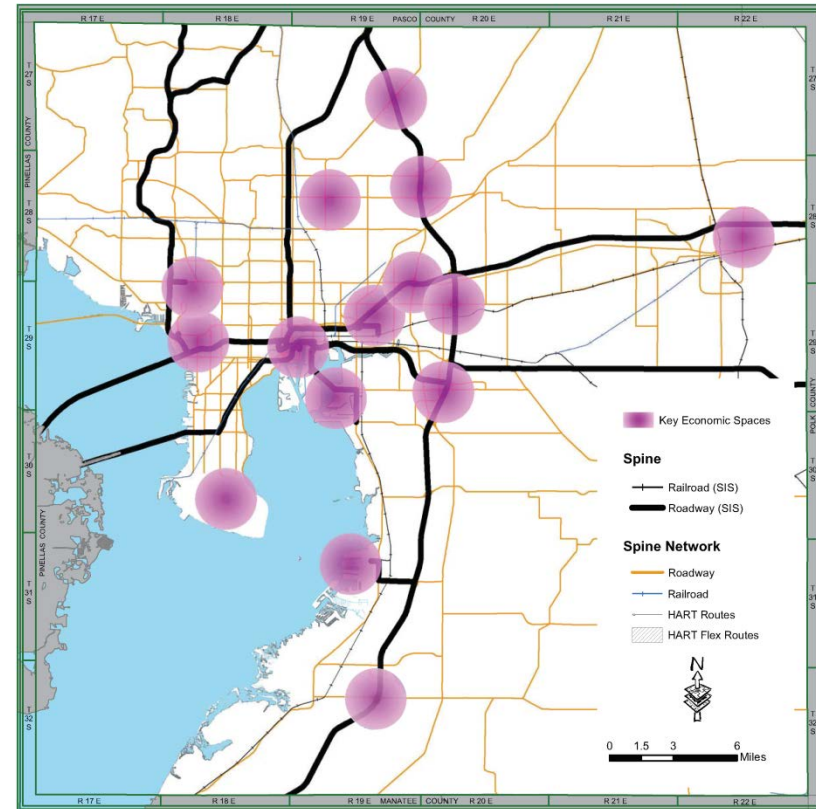
### **Other Important Regional Planning Documents**

In addition to the organizations mentioned, other agencies such as Hillsborough Area Regional Transit (HART) Authority, Tampa-Hillsborough Expressway Authority, Hillsborough County Aviation Authority, and Port Tampa Bay all have independent planning documents. The Transit Development Plan (TDP) is HART's long range planning document that covers planning and operating activities for a ten year horizon period. The Tampa-Hillsborough Expressway Authority has conducted a Bus Toll Lanes Study and an Automated Vehicles Pilot Project. The Hillsborough County Aviation Authority has recently completed an update to the Tampa International Airport Master Plan and the Port Tampa Bay Strategic Plan is the long range planning document for Port Tampa Bay.



## Transportation for Economic Development

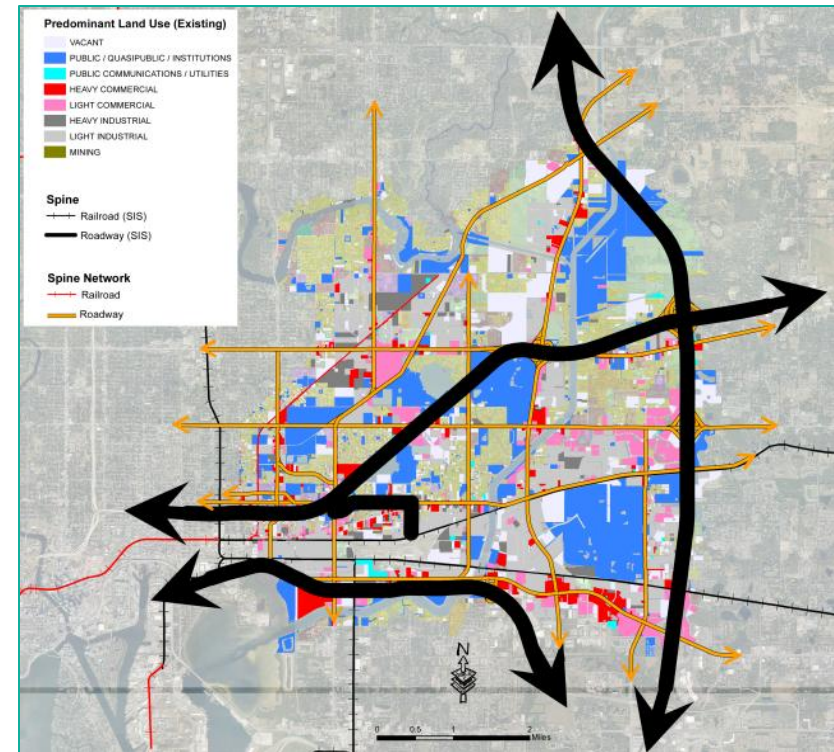
After several years of high unemployment, the Hillsborough County Commissioners, the mayors of Tampa and Temple Terrace, the vice-mayor of Plant City, and the chairman of the HART Board formed the Transportation for Economic Development (TED) Policy Leadership Group (PLG). The goal of the TED PLG is to identify transportation issues that may be negatively impacting the economy of Hillsborough County, and to find solutions to those issues, allowing the economy to grow and prosper by attracting new jobs, industries, and residents. This effort resulted in a map that shows how the state Strategic Intermodal System (SIS) connects all of the activity and economic centers or key economic spaces (KES) in Hillsborough County, with the support of major roads owned or operated by local governments. The *Spine Network* found in **Figure 2-7** shows these areas, the SIS spine and the non-SIS spine network.



**Figure 2-7**  
*TED's Spine Network Map for Hillsborough County*

A KES is an activity center that has a high concentration of jobs and/or commercial development, typically at least 5,000 jobs as of 2010. The Policy Leadership Group along with MPO staff identified a number of such job concentration areas, including:

- Downtown Tampa, Ybor City & West Bank Area
- Westshore Core & Rocky Point
- USF & Hospitals & Busch Gardens
- Airport & Anderson Road & Cargo Boulevard
- West Brandon & South Falkenburg Road
- Sabal Park & North Falkenburg Road
- I-75/I-4 & NetPark & US 301 Corridor
- CSX Intermodal & Orient Road
- Port Tampa Bay & South 50<sup>th</sup> Street Corridor
- MacDill AFB & Port Tampa City
- Plant City East
- New Tampa
- Temple Terrace, Telecom Park & Hidden River
- Port Redwing & Big Bend Road Corridor
- SR 674 Corridor



*Figure 2-8*  
*Map of an example KES Area*

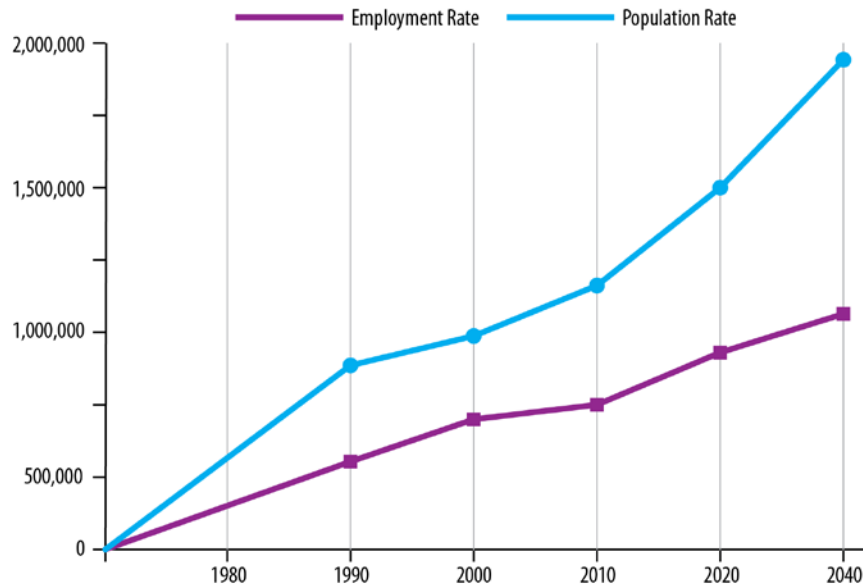
Beginning in May 2013, the TED initiative began holding a series of public engagement meetings to receive feedback from business owners, corporate executives, and the general public to determine the key transportation issues facing Hillsborough County. This feedback is important to develop an effort to keep and attract future business outlets and an enhanced workforce for the growing region.

The TED initiative is ongoing as of the writing of this document and is anticipated to accept public input into 2015.

*From 1970 to 2000, Hillsborough County had a growth rate of over 20%.*

### *Population Growth Trends*

A major part of the long range transportation plan is to identify growth patterns so that planners and officials will know which areas growth will be concentrated, and the transportation projects needed to accommodate that growth. To identify growth patterns, the MPO first looks at historical growth trends. From 1970 to 2000, Hillsborough County had a growth rate of over 20%, which was lower than the State of Florida average during this same period. However from 2000-2010, Hillsborough County's growth rate surpassed the growth rate of the State of Florida, and it is projected to continue on the trend in the future. **Figure 2-9** illustrates the historic and projected growth in population and employment in Hillsborough County through 2040.



**Figure 2-9**

*Historic and Projected Growth in Employment and Population in Hillsborough County by 2040*

Although Hillsborough County is projected to grow at a slower rate than it did between 1970 and 2010, growth will occur at a higher rate than in many other parts of the nation. Because many large Florida counties such as Broward, Miami-Dade, Palm Beach, and Pinellas are nearly out of vacant developable land, many believe that much of the new growth will be absorbed by counties, such as Hillsborough, that have vacant developable land left. This type of development, often low

density and sprawling, is the current development pattern in much of Hillsborough County. This fragmented development form generates more automobile dependency and thereby additional traffic congestion on roadways, increased air pollution, and impacts to the region's water quality.

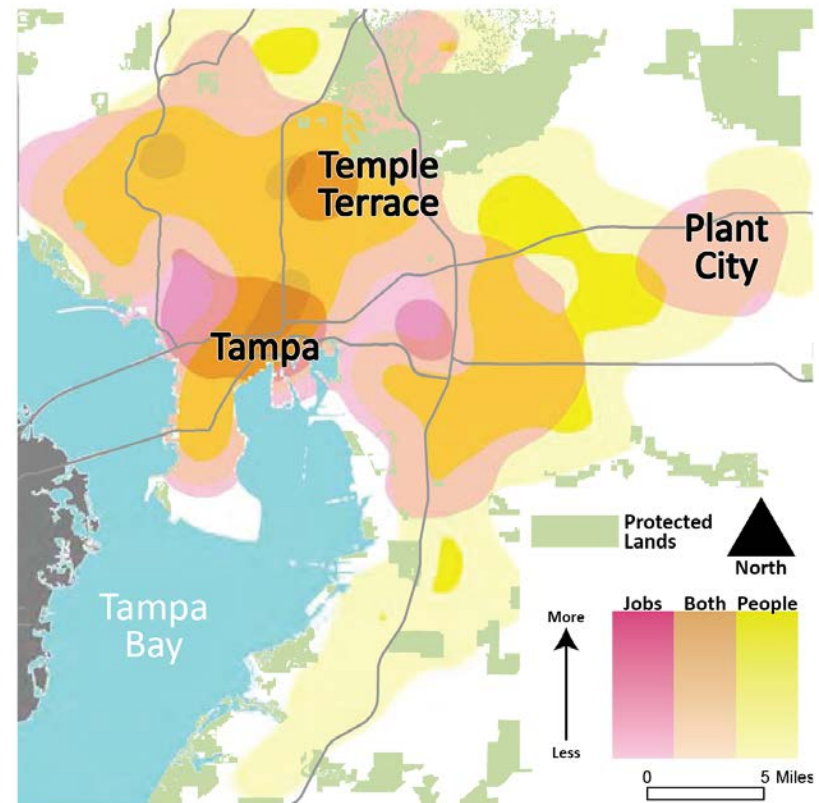
In addition to reviewing population growth data, many previous study documents were reviewed, as discussed in the *2040 Plan Socioeconomic Data Projections Technical Memo*. Many of the previous plans and studies had a common theme of supporting an economically vibrant Hillsborough County. These studies identified the opportunities and challenges of the current growth patterns and how they affect the economic growth in Hillsborough County. Opportunities included a diverse economy and strong institutional drivers. According to these studies, the challenge that Hillsborough County faces is that the current growth policies, coupled with a lack of comprehensive economic development strategies dealing with land use and transportation issues, creates a disadvantage for in establishing the economically vibrant community the people of Hillsborough County want.

## Imagine 2040 Growth Scenarios

In 2013 the MPO, in partnership with the Hillsborough County City-County Planning Commission embarked on an ambitious project called *Imagine 2040*. The effort would inform the concurrent updates of the long range transportation plan and the comprehensive plans of each of the four local governments in Hillsborough County. In a time of economic uncertainty, it would use scenario planning to illustrate the interactivity of growth policies and transportation investment decisions, and it would inform and engage more citizens than at any time in the MPO's or Planning Commission's past.

To craft potential growth scenarios, an *Imagine 2040 Plan* working group of residents, students, business and civic leaders, retirees, and various professionals met in three interactive workshops. The group agreed that economic growth policies dictate, and are in turn affected by, transportation and land use policies. Many, though not all, members of the working group believed that the current low density "suburban sprawl" development is not sustainable, and expressed an interest in seeing more transit options such as rail and pedestrian/bike facilities constructed. **Figure 2-10** is a heat map depicting where jobs and people are presently concentrated in Hillsborough County.

## Hillsborough County Today



**Figure 2-10**  
*Where Jobs and People are Concentrated Today*

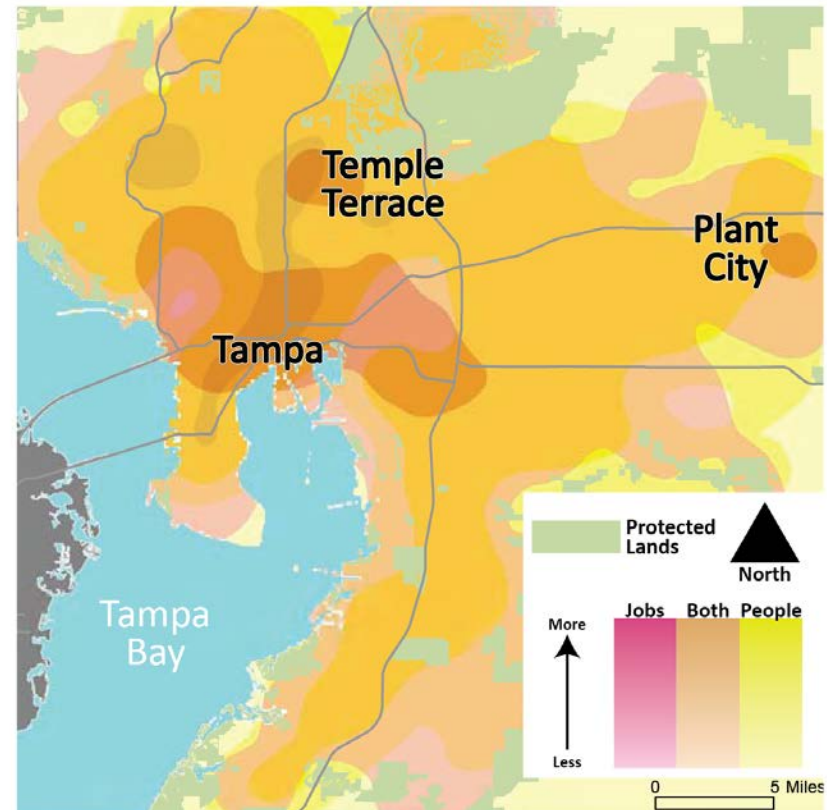
With input from the working group, three future growth scenarios were developed. The scenarios reflect reasonably plausible, but distinctly different futures for land use and transportation in order to illustrate their potential benefits, impacts and trade-offs. The working group and MPO developed three growth scenarios:

- Suburban Dream
- Bustling Metro
- New Corporate Centers

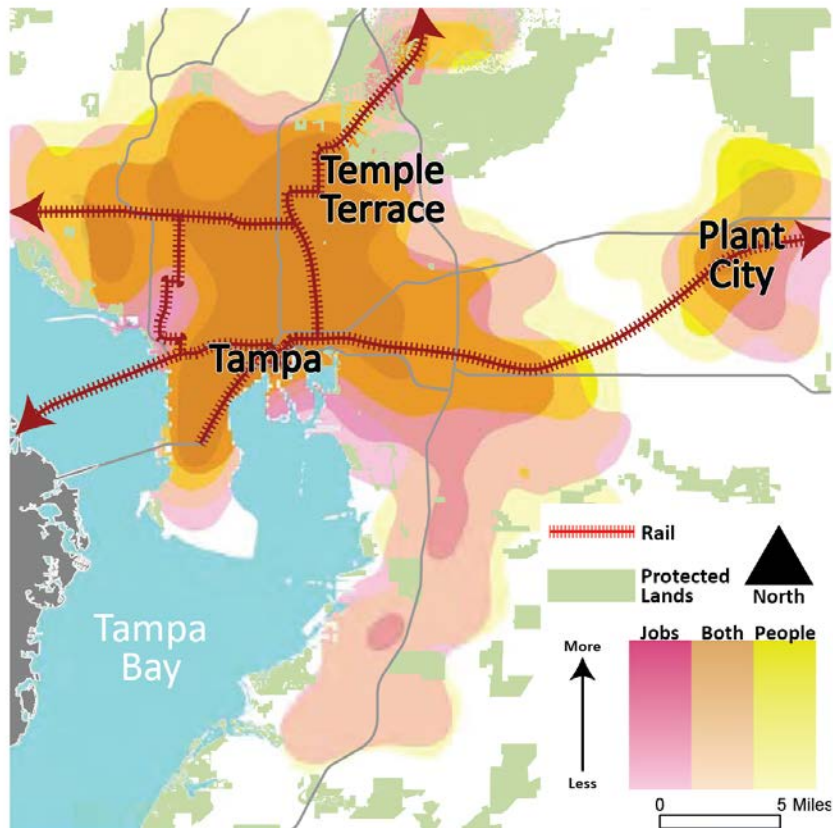
These three growth scenarios were presented to the public and elected officials for their feedback.

### Suburban Dream Growth Scenario

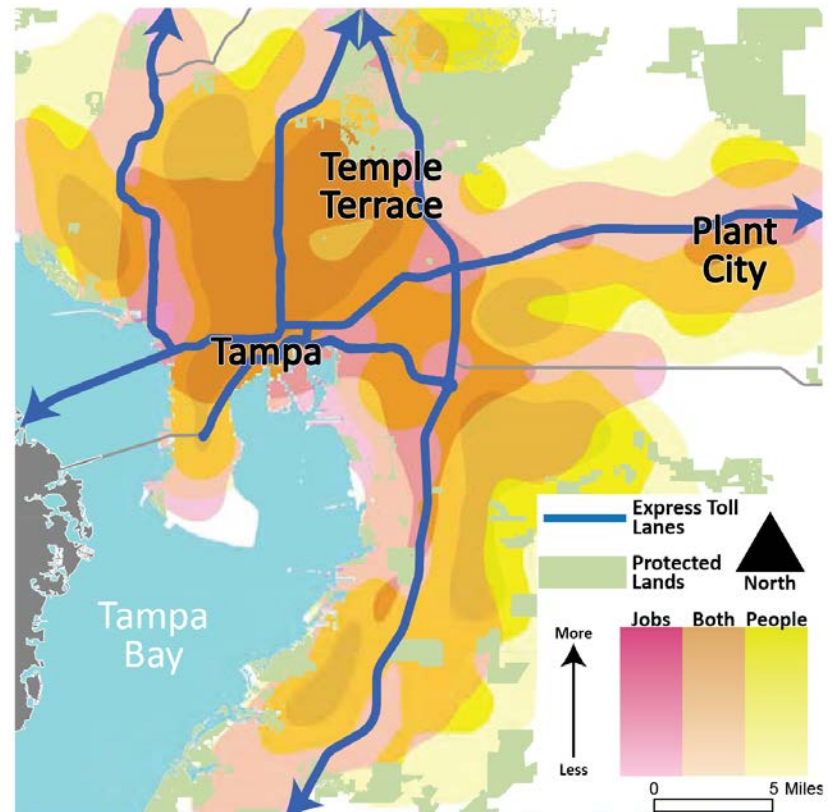
The Suburban Dream growth scenario, shown on **Figure 2-11** continues the trends of the past few decades, building outwards with new suburban style developments in agricultural or undeveloped land. Because jobs would be spread around the county, and travel would be mostly by car, this scenario results in more traffic congestion on Hillsborough County roadways.



**Figure 2-11**  
*2040 Population and Employment patterns under the  
Suburban Dream Scenario*



**Figure 2-12**  
*2040 Population and Employment patterns under the  
Bustling Metro Scenario*



**Figure 2-13**  
*2040 Population and Employment patterns under the  
New Corporate Centers Scenario*

### **Bustling Metro Growth Scenario**

The second scenario, depicted on **Figure 2-12**, focuses growth in the existing urban services area with multimodal transportation. Many new homes, shopping and services would be located around bus or train station areas identified in previous studies. The amount and density of the development around the stations was based on transit oriented development policies in current adopted land use plans. This growth scenario promotes in-fill, higher density development and preservation of rural and agricultural lands.

### **New Corporate Centers Growth Scenario**

In this growth scenario, future residential and commercial development was concentrated around centers identified in previous studies such as the existing Westshore and downtown Tampa business districts, and potential new centers along I-4 and I-75 in eastern Hillsborough County. The focus of this growth model was attracting new industries and enhancing job growth. Residential and commercial densities would be highest around the centers identified. As depicted in **Figure 2-13**, this scenario includes new express toll lanes, allowing faster travel on the interstates.

### **Online Survey and Public Comments**

Between August 16 and November 11, 2013, more than 3,500 people responded to the online survey about which growth scenarios they preferred. In addition, MPO staff spoke at nearly 100 meetings across Hillsborough County where audience members submitted 574 paper surveys. Interactive kiosks were stationed at 49 different locations throughout Hillsborough County to receive public input about what citizens want Hillsborough County to look like in 2040.

The public was asked to evaluate each growth scenario with a set of performance measures created by MPO staff and the working group. The performance measures are:

- **Impact on Agriculture**

Productive agricultural areas provide food, jobs, and economic benefits to the local economy and the region.

**What was measured?** The potential impact on existing agricultural lands by increased residential development was measured.

- **Impact on Natural Resources**

Wetlands and wildlife habitat provide water filtration, erosion control, recreational opportunities, healthy ecosystems, and other benefits.



**What was measured?** The potential for large wetlands (greater than 40 acres) and designated Significant Wildlife Habitats to be impacted by the increase in residential development was measured.

- **Efficient Energy Use**

Building homes next to each other and near destinations reduces fuel consumption for transportation, cooling and heating.

**What was measured?** The consumption of energy by vehicles (cars, trucks, buses, passenger rail), and by typical households living in (and heating and cooling) single-family homes or apartments was measured. In addition, vehicular energy consumption was forecasted using the regional travel demand model. This measure reflects energy efficiency per person. Total energy use in Hillsborough County will be greater than today, in all 2040 growth concepts.

- **Efficient Water Use**

For a typical house with a moderately sized lawn, more than half of the water consumed is used outdoors.

**What was measured?** The consumption of water by typical households living in single-family homes or apartments was measured and reflects water use per person. Total water use in Hillsborough County will be greater than today in all 2040 growth concepts.

- **Impact on Water Quality**

Rain water picks up contaminants such as oil and other chemicals from automobiles as it runs off of roadways, parking lots, and roofs, draining into rivers, lakes, watersheds, basins, and other drinking water reservoirs.

**What was measured?** The relative increase in impervious surfaces -- such as roofs and parking lots -- in each of the growth concepts was measured, affecting the quality of surface water runoff into water bodies.

- **Job Creation**

One part of growing businesses and attracting new ones is having great places for business growth.

**What was measured?** The potential for different growth concepts was measured to improve the population to job ratio over recent trends.

- **Traffic Delay/ Traffic Congestion**

More people means more cars on roads for longer periods of time—unless some trips are by bus or rail, or trips are shorter because homes and destinations are less spread out.

**What was measured?** A forecast of total, countywide, vehicle hours of delay per person, on a typical weekday, using the regional travel demand model.

- **Shorter Commutes**

The locations of homes and jobs, and the transportation facilities that connect them, affects the amount of time the average person must spend on the road (or the bus) each day.

**What was measured?** A forecast of the length of the average home-to-work trip was measured using the regional travel demand model.

- **Air Pollution Rate**

Motor vehicles account for about 40% of the ground-level ozone, an ingredient of smog that contains nitrogen and volatile organic compounds (VOCs). Less driving and fewer vehicles stuck in traffic help reduce air pollution.

**What was measured?** A forecast of the total tons of emissions from vehicles (cars, trucks, buses, passenger rail) was measured using the regional travel demand model, standardized per person.

- **Cost To Expand Infrastructure**

The more households and businesses use a particular water main, or a particular street or transit line, the less costly the infrastructure is for each individual.

**What was measured?** The relative cost of providing infrastructure to each new home or apartment was measured based on their dispersal and distance from existing centers, using the methodology developed for Hillsborough County's *Multimodal Mobility Fee Study of 2010*.

- **Potential for Redevelopment**

The reuse of older properties typically has higher out-of-pocket costs to the developer, but provides community revitalization.

**What was measured?** The potential for previously developed office, retail or industrial land to attract a new use was measured. The measurement was calculated by averaging the amount of population and employment growth that could be accommodated through redevelopment, based on a percentage in each of the growth scenarios.

- **Available Bus or Rail Service**

Public transit provides access to jobs, health care, and other activities for those who do not drive, and is an alternative to idling in traffic for those who prefer not to.

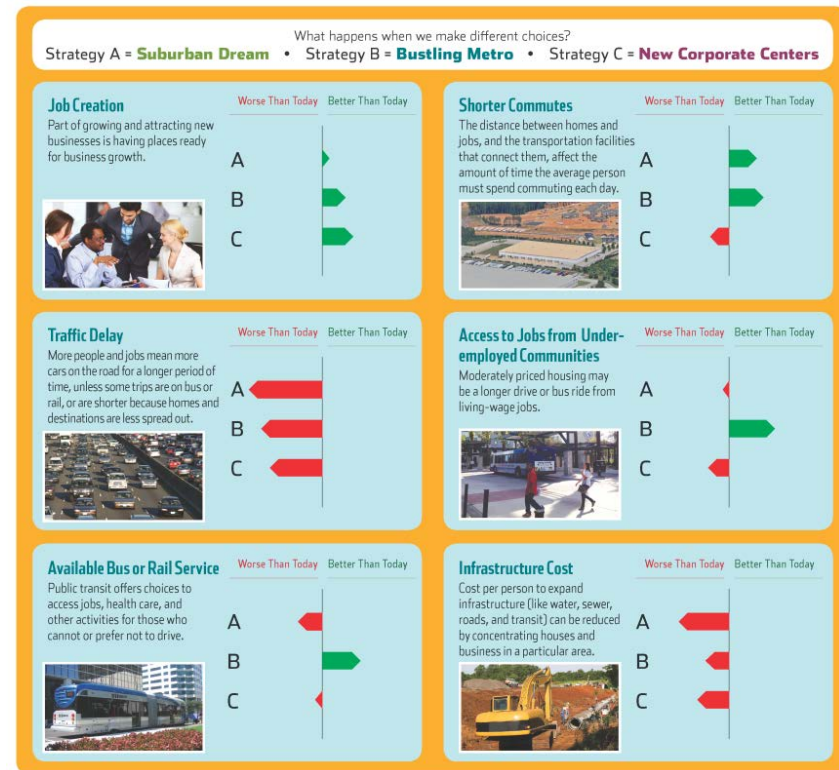
**What was measured?** The percentage of all people and jobs in the County that are within walking distance (a quarter of a mile) to bus service. In the Bustling Metro Scenario, this also includes people and jobs in walking distance of rail service.

- **Access to Jobs from Under-Employed Communities**

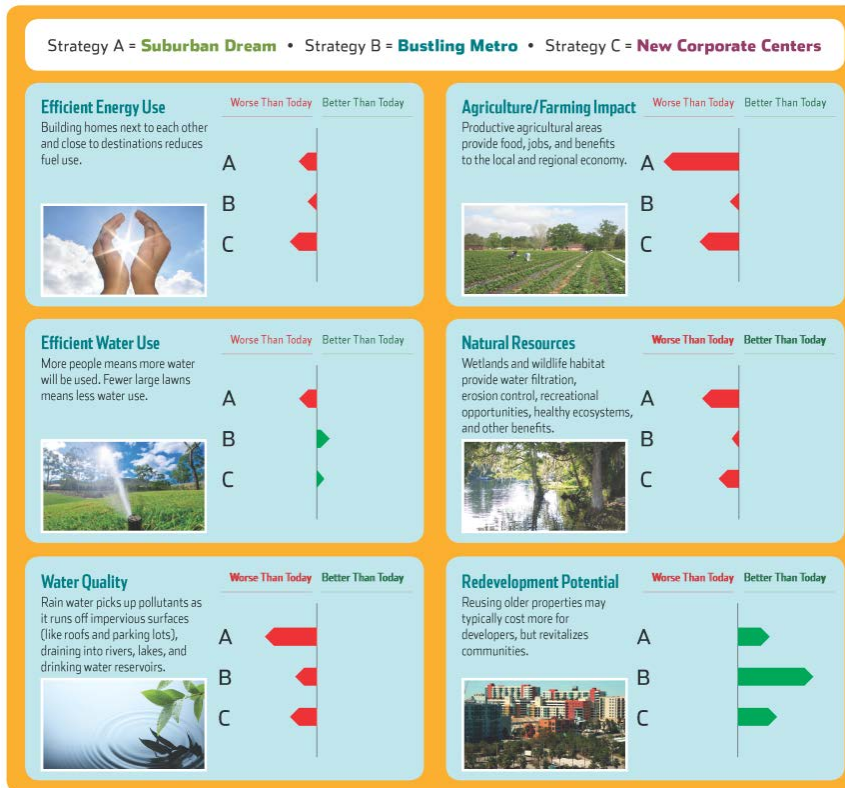
Moderately priced housing may be a longer drive (or bus trip) away from a living-wage job.

**What was measured?** A forecast of the length of the average home-to-work trip for communities protected under the Executive Order on Environmental Justice, and the percent of those communities with access to transit service running at least once every 30 minutes, using the regional travel demand model.

**Figures 2-14a and 2-14b** details how each growth scenario performed with each performance measure.



**Figure 2-14a**  
*Performance of Each Growth Scenario*



**Figure 2-14b**  
*Performance of Each Growth Scenario*

### Preferred Hybrid Growth Scenario

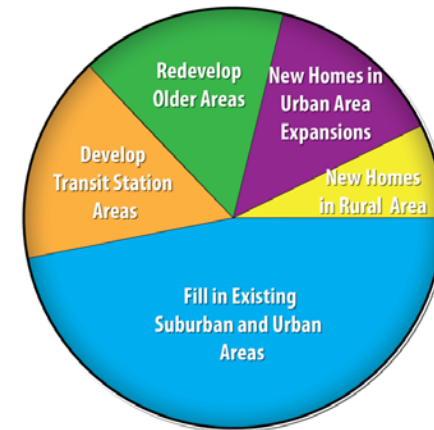
After the Hillsborough MPO received public and elected officials' feedback, a new scenario was developed. Initial feedback from the surveys found that residential areas near the urban core and employment at corporate centers resonated with people. This scenario is a hybrid of the Bustling Metro and New Corporate Centers scenarios. To develop what the growth pattern of the Preferred Hybrid Scenario would look like, dwelling units were added to areas around potential transit centers and jobs were added to areas of economic emphasis.

**Figures 2-15** and **2-16** show the public's desired mix of housing and job centers, respectively.

To develop the preferred hybrid scenario, growth was first concentrated in existing job centers and potential transit station locations within the urban service boundary. Future residential areas near potential transit centers were based on comprehensive plan policies for transit-oriented development. Job growth was then assigned to existing and potential commercial centers. This type of growth scenario is intended to create higher density growth areas, which will not consume as much vacant land as allowed by current growth policies, thus leaving more vacant land for natural preserves and agriculture.

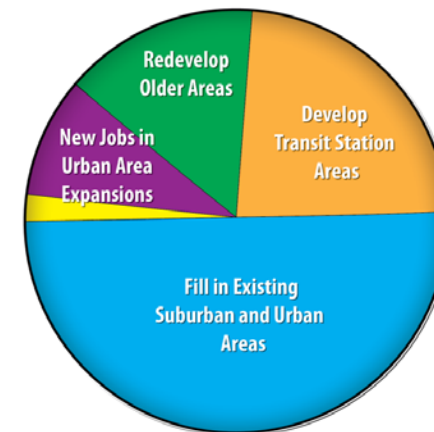
**Figure 2-17** represents the Preferred Hybrid Scenario, highlighting some of its features. **Figure 2-18** illustrates the anticipated growth in population and employment in Hillsborough County in 2040 with the Preferred Hybrid Scenario.

More information on Imagine 2040 Part 1 is available at <http://www.planhillsborough.org/imagine2040part1/>.



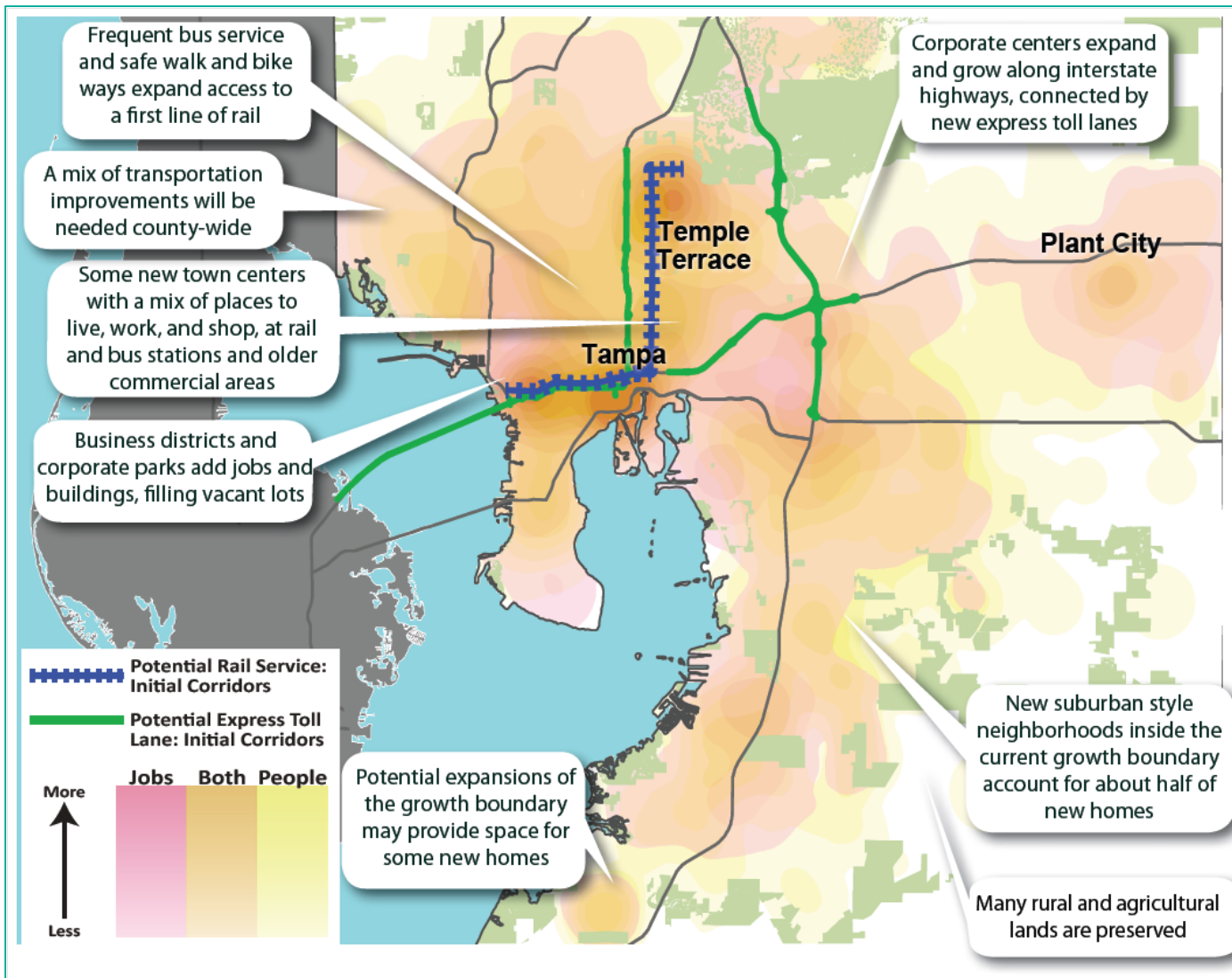
**Your Desired Housing Growth Mix**

*Figure 2-15*



**Your Desired Job Centers Growth Mix**

*Figure 2-16*



**Figure 2-17**  
*2040 Population and Employment Centers with Preferred Hybrid Scenario*

	2010	2040	Growth
<b>Household population</b>	1,207,161	1,783,146	575,985
<b>Group quarters population</b>	21,599	32,818	11,219
<b>Total population</b>	1,229,226	1,815,964	586,738
<b>Total employees</b>	711,400	1,112,059	400,659
<b>Employment/population ratio</b>	.59	.62	

**Figure 2-18**

*Growth Forecasts and Ratios Based on the Preferred Hybrid Growth Scenario*

In the Preferred Hybrid Growth Scenario developed for Imagine 2040, the population of Hillsborough County is projected to grow from approximately 1.2 million people in 2010 to over 1.8 million people in 2040, a gain of nearly 600,000 people. Employment is projected to grow from over 700,000 employees within Hillsborough County in 2010 to over 1.1 million in 2040, a gain of over 400,000 new jobs. For more information, please refer to the *2040 Socioeconomic Data Forecasting and Scenario Planning Technical Memorandum*.



## Goals, Objectives, and Policies

The *Imagine 2040 Plan* is guided by a set of goals, objectives, and policies that frame the plan and shape the project priorities identified in the plan. The goals, objectives, and policies take into account the findings from *Imagine 2040 Part 1*, in addition to input about the preferred growth scenario and transportation policies that the residents, businesses, and leaders would like to see in the future of Hillsborough County.

The performance measures referenced earlier in this chapter were derived from the Plan's goals, objectives and policies.

*Safety is the MPO's top priority.*

## Goal I

**Enhance the safety and security of the transportation system for both motorized and non-motorized users.**

### Objective 1.1

*Provide for safer travel for all modes of transportation, including walking, bicycling, transit, auto and freight.*

**Policy 1.1A:** Promote safety in the planning, design, construction and maintenance of all modes in transportation projects and programs (e.g., designing for the incorporation of emerging safety-related technologies).

**Policy 1.1B:** Work with local governments and other agencies to identify safety concerns and conditions, and recommend projects to address key deficiencies (such as high crash locations, lighting and signage).

**Policy 1.1C:** Support transit, motorist, bicycle and pedestrian safety education programs.

**Policy 1.1D:** Encourage improved traffic operations, access management and other safety measures to reduce aggressive driving and the number and severity of traffic crashes, including fatalities and injuries involving pedestrians and bicyclists.

**Policy 1.1E:** Ensure consistency with the vision, mission and goals of the Florida Strategic Highway Safety Plan.

**Policy 1.1F:** Encourage the reduction of emergency response time to incidents through the use of Intelligent Transportation Systems (ITS).

**Policy 1.1G:** Assist in the designation of corridors and development of procedures to provide for safe movement of hazardous materials.

**Policy 1.1H:** Minimize the impacts of truck travel to roadways not designated as local truck routes or regional goods movement corridors.

**Policy 1.1I:** Promote bicycle and pedestrian safety through protected bicycle lanes and enhanced pedestrian corridors within the urbanized areas.

### Objective 1.2

*Increase the security and resiliency of the multi-modal transportation system.*

**Policy 1.2A:** Include emergency evacuation considerations in the MPO transportation planning process.

**Policy 1.2B:** Promote the implementation of safety and security improvements in the design or retrofit of transportation systems, including the ability to support emergency response and recovery.



**Policy 1.2C:** Develop the multi-modal transportation system to enhance the interface of all modes and users.

**Policy 1.2D:** Enhance security for all modes through the appropriate use of authorized access, surveillance systems and ITS.

**Policy 1.2E:** Work with federal, state and local agencies, the private sector and other stakeholders to minimize and mitigate potential threats and vulnerabilities in the multi-modal transportation system.

**Policy 1.2F:** Enhance multi-modal transportation system capacity and build communications and information capabilities to not only respond to, but proactively deter and mitigate emergencies.

**Policy 1.2G:** Enhance the resiliency of the regional supply chain by identifying alternative routes that could be used to ensure goods movement during and after an incident.

*Provide for safer travel for all modes of transportation, including walking, bicycling, transit, auto and freight.*



*Objective 1.3*

*Improve the ability of the transportation network to support emergency management response and recovery efforts.*

**Policy 1.3A:** Facilitate coordination among emergency management and transportation agencies to improve regional planning for emergency management.

**Policy 1.3B:** Ensure understanding of roles and responsibilities for how transportation and emergency management professionals can support each other in responding to an emergency.

**Policy 1.3C:** Support ITS architecture expansion to enhance situational awareness necessary for emergency response and managing evacuations.

**Policy 1.3D:** Ensure good data sources and communication links for sharing real-time transportation network capacity so that information is available to operating agencies during and after an emergency.

**Policy 1.3E:** Provide socio-economic, geographic information system (GIS) and other transportation data to assist in emergency management planning.

**Policy 1.3F:** Use outreach and education to increase public awareness of transportation systems and their use during evacuations.

**Policy 1.3G:** Facilitate public and private sector service institutional arrangements and coordination, to leverage private sector resources in support of response and recovery efforts following an incident.

*Prioritization of transportation projects will enhance the region's economic vitality.*

## Goal II

**Support economic vitality to foster the global competitiveness, productivity and efficiency of local and regional businesses.**

### *Objective 2.1*

*Support transportation projects that promote economic development and job creation.*

**Policy 2.1A:** Prioritize transportation projects that serve major employment centers and freight corridors.

**Policy 2.1B:** Encourage multi-modal transportation solutions, improving connections to major employment centers.

**Policy 2.1C:** Promote transit oriented design for select activity centers.

*Objective 2.2*

*Promote regional and local cooperation on transportation issues and needs.*

**Policy 2.2A:** Cooperate with the Tampa Bay Regional Transportation Authority (TBARTA), Tampa Bay Transportation Management Area (TMA) and the TBARTA Chairs Coordinating Committee (CCC) to advance a regional rail system and other major multi-modal transportation improvements within the region.

**Policy 2.2B:** Establish regional multi-modal transportation priorities, and improve regional intermodal travel and movement of goods.



**Policy 2.2C:** Encourage integration of activities for funding, programming and coordinating regional multi-modal transportation projects.

**Policy 2.2D:** Improve connectivity between Strategic Intermodal System (SIS) transportation corridors, freight facilities and major economic centers.

**Policy 2.2E:** Support policies to ensure that facilities and services are provided concurrently with development, and meet local level of service (LOS) standards.

**Policy 2.2F:** Ensure compatibility with the multi-modal transportation facilities and programs such as the ITS of adjacent jurisdictions and resolve differences among the jurisdictions.

**Policy 2.2G:** Consider the use of tolls, user fees and innovative funding for regional projects.

*Objective 2.3*

*Relieve congestion and improve traffic flow.*

**Policy 2.3A:** Identify and promote multi-modal improvements in congested corridors to reduce vehicle miles traveled (VMT), including bus service, rapid transit, bicycle/pedestrian facilities and managed lanes (e.g., High Occupancy Vehicle (HOV) or High Occupancy Toll (HOT) lanes).

**Policy 2.3B:** Support high capacity transit systems in areas with high density, constrained roads and congested corridors.

**Policy 2.2C:** Promote multi-modal Transportation Demand Management (TDM) strategies that spread out or reduce the growth in peak hour vehicle travel through programs such as carpooling, telecommuting and flexible work hours.

**Policy 2.3D:** Support transportation system management (TSM) including intersection improvements, ITS and other strategies to improve traffic flow, provide more reliable travel times and reduce delay, particularly on constrained roadways, congested corridors and at key traffic bottlenecks.

**Policy 2.3E:** Manage congestion near ports, airports, rail facilities and economic activity centers.

**Policy 2.3F:** Improve response time for non-recurring incidents on congested corridors.



#### *Objective 2.4*

*Support community education and involvement in transportation planning.*

**Policy 2.4A:** Engage the public in workshops, public hearings, surveys and other methods to encourage awareness and participation.

**Policy 2.4B:** Communicate with the public on planning issues in a clear and concise manner, and collaborate with the public throughout the development of multi-modal transportation plans.

**Policy 2.4C:** Make project information and plans interesting and available to the public through the internet, follow the MPO's Limited English Proficiency Plan to ensure that key materials are reasonably accessible to persons with disabilities and language barriers and use visual images to describe MPO plans.

**Policy 2.4D:** Ensure that plans respond to the diversity of community needs.

**Policy 2.4E:** Encourage early public involvement in the planning and design of proposed transportation projects.

*Objective 2.5*

*Incentivize private-sector and community transportation investments.*

**Policy 2.5A:** Pursue private-public partnerships and provide incentives for private sector participation in the funding, design, right-of-way acquisition, construction and operation of multi-modal transportation improvements.

**Policy 2.5B:** Partner with the community to invest in transportation enhancements such as transit stations, intermodal terminals, toll roads and TDM programs.

*Our future transportation needs must be environmentally friendly.*

**Goal III**

**Improve the quality of life, promote energy conservation and enhance the environment, while minimizing transportation-related fuel consumption, air pollution and greenhouse gas emissions.**

*Objective 3.1*

*Use appropriate planning and design criteria to protect and enhance the built and natural environment.*

**Policy 3.1A:** Select new road alignments that avoid cutting through or fragmenting environmentally sensitive areas, including wildlife corridors, parks, trails, marshes or wetlands.

**Policy 3.1B:** Plan and design new and expanded multi-modal transportation facilities and new roadway alignments that respect and preserve scenic, historical, archaeological or water resources and other sensitive habitats, and protect the character of designated rural areas.

**Policy 3.1C:** Apply environmentally sensitive design concepts to appropriate roadway widening and multi-modal projects located within the urban service area.

**Policy 3.1D:** Promote proper environmental stewardship and mitigation practices to restore and maintain environmental resources that may be impacted by transportation projects.

*Objective 3.2*

*Minimize the use of fossil fuels and improve air quality.*

**Policy 3.2A:** Give incentives to use transit, biking, walking and Transportation Demand Management (TDM) practices such as carpooling and telecommuting to reduce fuel consumption.

**Policy 3.2B:** Promote the use of alternative fuels and technologies in motor vehicles, fleet and transit applications to reduce greenhouse gas emissions.

**Policy 3.2C:** Promote the reduction of energy consumption on a system-wide basis, and the use of more renewable sources of energy such as solar, wind and biomass.

**Policy 3.2D:** Comply with all federal and state air quality standards, and pursue strategies to reduce greenhouse gas emissions from transportation sources in Hillsborough County and the Tampa Bay region.

**Goal IV**

**Promote accessibility and mobility by increasing and improving multi-modal transportation choices, and the connectivity across and between modes, for people and freight.**

*Objective 4.1*

*Maximize access to the transportation system and improve the mobility of the transportation disadvantaged.*

**Policy 4.1A:** Provide facilities that are compliant with the Americans with Disability Act (ADA) and amenities (such as new sidewalk connections, trails and enhanced bus stops/shelters) that support all users of the multi-modal transportation system, including persons with disabilities, the elderly and economically disadvantaged.

**Policy 4.1B:** Improve or expand the multi-modal transportation system serving the disadvantaged by enhancing service availability, and providing greater access to connecting bicycle and pedestrian facilities.

**Policy 4.1C:** Promote ParaTransit or alternative services where development patterns do not support fixed route transit.



*Objective 4.2*

*Decrease reliance on single-occupancy vehicles.*

**Policy 4.2A:** Plan for and develop a “transit-friendly” transportation system providing appealing choices that are more competitive with automobile travel.

**Policy 4.2B:** Increase the percentage of persons using alternative modes, especially during peak hours, through planning implementable multi-modal projects, and connections between them.

**Policy 4.2C:** Promote and expand TDM programs and partnerships with commuter assistance programs such as TBARTA.

*Objective 4.3*

*Support an integrated transportation system with efficient connections between modes.*

**Policy 4.3A:** Develop a multi-modal transportation system that integrates all modes into the planning, design and implementation process.

**Policy 4.3B:** Promote transit circulator, water taxi and bicycle and pedestrian systems serving major activity centers, such as hospitals, educational facilities, parks, malls and other major employment and commercial centers.

**Policy 4.3C:** Provide appropriate highway, transit, bicycle and pedestrian links to airports, seaports, rail facilities, major terminals, theme parks and other major tourist destinations.

**Policy 4.3D:** Support multi-modal improvements to address a system gap or deficiency at significant points such as major intersections and movable bridges that serve vehicular traffic and other modes.

*Support an integrated transportation system  
with efficient connections between modes.*



*Objective 4.4*

*To foster greater economic competitiveness enhance the efficient movement of freight in the Tampa Bay region.*

**Policy 4.4A:** Plan an interconnected freight movement system that encompasses air cargo, trucking, rail, pipeline and marine transportation.

**Policy 4.4B:** Prioritize improvements that facilitate the efficient and effective movement of freight and enhance the area's regional and global competitiveness.

**Policy 4.4C:** Improve intermodal connectivity and access to and from designated regional freight activity centers (such as intermodal rail yards, the Port of Tampa and Tampa International Airport).

**Policy 4.4D:** Plan implementable long-term and short-term transportation improvements on designated goods movement corridors and locally designated truck routes.

**Policy 4.4E:** Promote efficient roadway design standards for designated truck routes (such as turning radii, re-striping pavement and operational improvements).

**Goal V**

**Assure that transportation improvements coordinate closely with comprehensive land use plans and support anticipated growth and development patterns.**

*Objective 5.1*

*Promote sensible growth patterns that are livable, sustainable and appealing to residents and travelers.*

**Policy 5.1A:** Ensure that multi-modal transportation improvements support both local and statewide growth management and development goals.

**Policy 5.1B:** Allow lower highway LOS standards on Non-SIS roadways with acceptable transit services, particularly in urbanized areas.

**Policy 5.1C:** Support new development requirements to contribute ADA-compliant pedestrian, bicycle and transit amenities and facilities.





**Policy 5.1D:** Designate roadway and transit corridors for streetscape, gateways, noise buffering and/or median landscaping treatments.

**Policy 5.1E:** Encourage project designs that follow Liveable Roadway Guidelines, incorporating suitable landscape and streetscape elements and addressing the needs of all users including pedestrians, bicyclists, transit users and persons with disabilities.

**Policy 5.1F:** Preserve and enhance scenic views of and access to waterfronts, historic and cultural assets and other attractive features.

**Policy 5.1G:** Encourage local governments to consider multi-modal transportation needs in their land use decisions.

*Objective 5.2*

*Use appropriate planning and design criteria to promote community cohesion and avoid or minimize negative impacts to residential neighborhoods.*

**Policy 5.2A:** Design an efficient multi-modal transportation system that improves connections between communities and adjacent areas, while minimizing cut-through traffic in residential neighborhoods.

**Policy 5.2B:** Balance the need for roadway widening and other goals and priorities of local residents.

**Policy 5.2C:** Design projects to soften the impact of roadway widening or extensions on established neighborhoods (such as screening, buffering and noise walls).

**Policy 5.2D:** Meet environmental justice requirements by preventing or avoiding disproportionate adverse impacts to low income and minority communities.

**Policy 5.2E:** Avoid road construction or widening projects that will isolate or disrupt established neighborhoods and business districts.

**Policy 5.2F:** Where appropriate, encourage measures that promote traffic calming, especially within urban service areas.

*Objective 5.3*

*Encourage land development patterns that promote transportation efficiency.*

**Policy 5.3A:** Support in-fill development and the creation of more livable communities by connecting neighborhoods, parks, open space, commercial and office centers with transit, bikeways and sidewalks.

**Policy 5.3B:** Designate corridors that allow higher density mixed use areas to be served by public transit.

**Policy 5.3C:** Incentivize major development projects to locate along or extend existing or planned public transit lines and implement transit-oriented development design concepts.

**Policy 5.3D:** Locate transit stops/stations within convenient walking distance of major concentrations of employment and housing.

**Policy 5.3E:** Minimize the amount of land devoted to vehicle parking and encourage policies that result in a more efficient use of parking facilities.

*Encourage land development patterns that promote transportation efficiency.*

**Goal VI**

**Consider cost-effective solutions that preserve existing facilities and optimize the efficiency of Transportation System Management and operations.**

*Objective 6.1*

*Emphasize cost effectiveness as a factor for identifying priorities for all modes.*

**Policy 6.1A:** Establish performance measures in coordination with the state targets, consistent with Public Law 112-141, Moving Ahead for Progress in the 21st Century (MAP-21).

**Policy 6.1B:** Prioritize lower-cost improvements for all modes.

**Policy 6.1C:** Acquire and preserve right-of-way at the least possible economic, ecological and social cost for all modes.

**Policy 6.1D:** Support preservation of Right-of-Way for future transportation improvements.

*Objective 6.2*

*Emphasize the preservation of the existing transportation system and establish priorities to ensure optimal use.*

**Policy 6.2A:** Promote policies that maximize the use of existing transportation facilities and explore opportunities for improved connectivity before building new facilities (such as restriping for bicycle lanes, new technologies and ITS).

**Policy 6.2B:** Give priority and allocate funding to low-cost capital improvements designed to preserve and maintain existing thoroughfare capacity.

**Policy 6.2C:** Assess total multi-modal transportation investment costs by taking into account not only initial capital costs, but also operating and maintenance costs.

**Policy 6.2D:** Encourage implementation of roadway access management principles.

**Policy 6.2E:** Promote the establishment of a dedicated transit revenue base that is stable throughout economic cycles.

**Policy 6.2F:** Establish criteria to prioritize improvements based on the objectives set forth in this Plan.

**Policy 6.2G:** Ensure that funding is available to maintain and replace transportation assets on appropriate schedules to preserve the existing transportation system.

With the background data, preferred growth scenario chosen, and goals, objectives, and policies established, the groundwork for the *Imagine 2040 Plan* has been laid. The next step is to identify the needed transportation projects to serve the Preferred Hybrid Growth Scenario. Once all the needs are identified in a financially unconstrained list of transportation needs, anticipated funding level scenarios will be identified. A smaller list of projects will then be selected based on their priority and funds available to pay for them.

*Emphasize the preservation of the existing transportation system and establish priorities to ensure optimal use.*

