

P L A N H I L L S B O R O U G H
NONDISCRIMINATION & EQUITY PLAN

Planning for an equitable future



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Plan Hillsborough would like to acknowledge and thank the following individuals and agencies for their contributions to this plan:

Hillsborough County Residents and Community Partners

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Hillsborough Transportation Planning Organization

County Commissioner Harry Cohen <i>TPO Chair</i>	Hillsborough County
County Commissioner Pat Kemp <i>TPO Vice Chair</i>	Hillsborough County
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Commissioner Derek Doughty	Hillsborough City-County Planning Commission

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A young child with dark skin and curly hair is standing outdoors in a garden-like setting. The child is holding a large, rectangular piece of brown cardboard in front of their chest. The cardboard has five lines of handwritten text in black marker. The background shows a grassy area with various plants, a wooden shed, and a dark car parked in the distance. The child is wearing dark shorts and blue shoes.

Keep Kids Safe
Give Us More Activities
Help feed Kids
Give us spaces for
Community Gardens

Plan Hillsborough Nondiscrimination and Equity Plan

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Hillsborough TPO and Hillsborough City-County Planning Commission's Nondiscrimination Statement

Plan Hillsborough, which is comprised of the Hillsborough County Transportation Planning Organization (TPO) and the Hillsborough County City-County Planning Commission (Planning Commission), assures that no person shall, on the grounds of race, color, national origin, sex, gender identity, sexual orientation, age, income, religion, familial status, or disability, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination or retaliation under any TPO or Planning Commission sponsored program or activity.

The TPO and Planning Commission assure that every effort will be made to prevent discrimination through the impacts of agency programs, policies, and activities, that planning products advance an equitable distribution of benefits and burdens, and that they will seek to overcome the impacts of historic discriminatory practices. Additionally, the TPO and Planning Commission will take reasonable steps to provide meaningful access to services for persons with limited English proficiency (LEP) and ensure that all services are accessible to those with disabilities.

The TPO adheres to a Title VI/Nondiscrimination Policy Assurance, which the TPO reaffirms and renews annually. The Planning Commission's policy assurances are reaffirmed and renewed with each update of the Staff Services Agreement.

Federal Laws and Responsibilities of the TPO and Planning Commission

The past 60 years have brought about significant federal legislation specifically directed at preventing discrimination and promoting equal treatment of all people. Title VI of the Civil Rights Act of 1964 (42 United States Code §2000d) provides that "*no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance.*" In addition to Title VI of the 1964 Civil Rights Act, Orders from the US Department of Transportation (USDOT) and its modal administrations direct the TPO to take specific action to ensure nondiscrimination and equity in programs and services. In addition, other federal and state nondiscrimination authorities prohibit discrimination based on sex, age, disability, religion, and family status. These include Section 162(a) of the Federal-Aid Highway Act of 1973 [23 U.S.C. 324] (sex), the Age Discrimination Act of 1975 [42 U.S.C. 6101] (age), Section 504 of the Rehabilitation Act of 1973 [29 U.S.C. 701] (disability), the Americans with Disabilities Act (ADA) of 1990 [42 U.S.C. 12131] (disability), and the Florida Civil Rights Act of 1992 (religion, family status). Taken together, these requirements define a broad Title VI/Nondiscrimination Program. **Table 1** presents the relevant federal statutes, regulations, executive orders, and rules.

To fulfill this basic civil rights mandate, each federal agency that provides financial assistance for any program is authorized and directed by the US Department of Justice (USDOJ) to ensure compliance with all provisions of Title VI and other nondiscrimination legislation by issuing applicable rules, regulations, or requirements to recipients and subrecipients of federal funds. The USDOT has codified regulations for compliance with nondiscrimination legislation for its recipients and subrecipients. As the primary recipient of federal transportation funding, the Florida Department of Transportation (FDOT) requires that funding subrecipients, such as the TPO, document their programs and activities and have programs established to comply with Title VI requirements, and to submit a Title VI Program to the FDOT. In addition, the TPO is responsible for ensuring compliance with these rules and regulations for any entity that receives or is a beneficiary of federal funding from the TPO, including the Hillsborough County City-County Planning Commission.

Federal dollars are used to pay for a variety of Planning Commission activities, including equipment, office space, and shared staff between the TPO and Planning Commission; the staff of the TPO are the transportation planning staff of the Planning Commission. As a result, it can be challenging to determine where federal dollars begin and end in the execution of Planning Commission activities. While the Planning Commission does not directly receive federal funds and is not considered a subrecipient by the Federal Highway Administration (FHWA), they are a beneficiary of federal dollars through the TPO and have a staff services agreement with the Hillsborough TPO that includes nondiscrimination clauses. The Planning Commission's nondiscrimination agreement is part of the 2014 Staff Services Agreement with the Hillsborough TPO and is attached in **Appendix A: 2014 Staff Services Agreement Nondiscrimination Provisions**.

As a result, the Planning Commission will make every reasonable attempt to adhere to Title VI and other related nondiscrimination legislation and regulations as they relate to the execution of agency activities and as agreed upon in the Staff Services Agreement.

Plan Hillsborough (the Hillsborough TPO and Hillsborough County City-County Planning Commission) assures that it will undertake the following with respect to its programs and activities:

- Designate a Civil Rights Officer that has a responsible position within the organization and access to the Executive Directors.
- Issue a policy statement signed by the Executive Directors which expresses commitment to the nondiscrimination provisions of Title VI and related authorities. The policy statement shall be circulated throughout the TPO and Planning Commission and to the general public. Such information shall be published in English and, where appropriate, in languages other than English.

- Insert the clauses of the Title VI Nondiscrimination Contract Provisions in every contract subject to the Acts and the Regulations.
- Develop a complaint process and attempt to resolve complaints of discrimination. Complaints against the TPO or Planning Commission shall immediately be forwarded to the FDOT District 7 Title VI Coordinator, FDOT Central Office Title VI Coordinator, and FHWA Title VI Coordinator.
- Participate in training offered on Title VI and other nondiscrimination requirements. Document participation in training.
- Take affirmative action to correct any deficiencies identified by federal or state authorities within a reasonable time period, not to exceed 90 calendar days.
- Have a process to collect and analyze demographic data on persons impacted by TPO and/or Planning Commission programs including but not necessarily limited to racial, ethnic, and income data.
- Take reasonable steps to provide meaningful access to TPO and/or Planning Commission programs, services, and activities for those that are Limited English Proficient (LEP).
- Ensure that the TPO and/or Planning Commission programs and services are accessible to those with disabilities and, when inaccessible, develop a plan for providing access.

Table 1. Civil Rights, Nondiscrimination, and Environmental Justice Legislation, Regulations, and Executive Orders

Citation	Description
Nondiscrimination	
20 U.S.C. 1681 et seq., Civil Rights Restoration Act of 1987	Clarifies congressional intent to prohibit discrimination in all programs and activities of federal-aid recipients, regardless of whether or not they are federally assisted.
23 U.S.C. 324, Highway Act of 1973	Adds sex as a protected class and authorizes the use of Title VI enforcement measures for sex discrimination.
29 U.S.C. 701 et seq., Section 504 of the Rehabilitation Act of 1973	Prohibits discrimination based on disability in federally funded programs or services.
42 U.S.C. 2000d-2000d-7, Title VI of the Civil Rights Act of 1964	Provides that no person in the United States shall, on the grounds of race, color, or national origin , be excluded from, participation in, or be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.
42 U.S.C. 6101 et seq., Age Discrimination Act of 1975	Prohibits discrimination based on age in any federally funded program or activity.
42 U.S.C. 12131 et seq., ADA of 1990	Prohibits discrimination based on disability in programs or services operated by government entities.
49 C.F.R. 27, Nondiscrimination Based on Disability in U.S. DOT-Assisted Programs	Codifies ADA/504 for U.S. DOT programs, services, and activities.
Florida Statute Chapter 760.01 - 760.11, Florida Civil Rights Act of 1992	Prohibits discrimination because of race, color, religion, sex, pregnancy, national origin, age, handicap, or marital status .
Title VI	
23 C.F.R. 200 et seq., State Transportation Agency Nondiscrimination	Codified Title VI for FHWA programs, services, and activities.
23 C.F.R. 450.336, Self-certifications and Federal Certifications	Requires the metropolitan transportation planning process be carried out in accordance with Title VI and other nondiscrimination requirements.
49 C.F.R. 21 et seq., Nondiscrimination in U.S. DOT Assisted Programs	Codifies Title VI for U.S. Department of Transportation programs, services, and activities.
Disadvantaged Business Enterprise	
49 C.F.R. 26, DBE	Establishes federal guidelines for Disadvantaged Business Enterprise (DBE) participation in U.S. DOT-funded contracts.
Environmental Justice	

Executive Order 12898 (1994)	Directs federal agencies to address disproportionately high and adverse human health or environmental effects in programs, policies, and activities on minority populations and low-income populations.
DOT Environmental Justice Order 5610.2(a) (2012)	Reaffirms U.S. DOT commitment to EJ and provides steps to prevent and/or address disproportionately high and adverse effects to minority or low-income populations through Title VI analyses and environmental justice analyses conducted as part of federal transportation planning and National Environmental Policy Act (NEPA) provisions.
FHWA Environmental Justice Order 6640.23A (2012)	Provides FHWA policies and procedures for use in complying with Executive Order 12898.
Limited English Proficiency	
Executive Order 13166 (2000)	Requires federal agencies to improve access to programs and services for those who are limited English proficient (LEP) , and to provide guidance to federal-aid recipients on taking reasonable steps to provide meaningful access for those who are LEP.

Plan Purpose

The purpose of this plan is to describe the measures taken by the Hillsborough TPO to ensure compliance with Title VI of the Civil Rights Act and other federal and state nondiscrimination authorities. This report also describes the measures taken by the Hillsborough County City-County Planning Commission to ensure compliance with Title VI and other nondiscrimination regulations in accordance with the 2014 Staff Services Agreement with the Hillsborough TPO.

These measures include ensuring that all residents of Hillsborough County, regardless of race, color, national origin, sex, gender identity, sexual orientation, age, income, religion, familial status, or disability, are welcomed and included in the transportation and comprehensive planning, policy, and decision-making processes, that they receive the benefits of these activities, and are not otherwise subjected to discrimination or retaliation in the execution of the agency’s activities. This report is supported by other reports including the Hillsborough TPO’s Public Participation Plan (PPP), which documents the TPO’s public participation processes, and the TPO’s LEP plan.

In addition to demonstrating compliance with civil rights authorities, this plan serves to advance equitable processes and outcomes within Plan Hillsborough above and beyond federal and state requirements. The report and recommendations that follow are intended to deepen our advancement of nondiscrimination compliance and demonstrate that Plan Hillsborough takes action to uphold its existing health, safety and equity-focused resolutions and

commitments. Plan Hillsborough commits to continuous learning and self-reflection as an organization and will continue to examine its role in inequitable systems.

What is Included in this Plan?

Part I: Title VI and Nondiscrimination Components demonstrates compliance with several requirements: to identify and geographically locate underserved communities, identify steps for community engagement with minority and low-income groups and representation in decision-making, describe steps for providing access to services for disabled people and people with limited English proficiency, identify how the TPO and Planning Commission evaluate equity in the planning process, and identify how the agency evaluates outreach effectiveness.

Part II: Equity Work in TPO Program Areas and **Part III: Equity Work in Planning Commission Program Areas** are self-assessments of how the TPO and the Planning Commission have incorporated the principles and requirements of Title VI, Environmental Justice, and equity more broadly into our planning processes. The TPO section reviews plans created in the last three years since the adoption of the 2018 Nondiscrimination Plan. The Planning Commission section reviews existing Comprehensive Plans as well as Special Area Studies recently conducted.

The three sections of the report outlined above demonstrate how the Hillsborough TPO and Planning Commission address the requirements of Title VI and other federal civil rights legislation and executive orders. This compliance is further supported by **Appendix B: Discrimination Complaint Procedures and Form**.

The next four sections of the report are intended to help advance equity within agency processes and outcomes and are not explicit requirements of compliance with Civil Rights and Nondiscrimination Legislation and Executive Orders.

Part IV: Equity Definition and Framework defines the term “underserved communities” and identifies a framework for equity that can aid the TPO and Planning Commission in carrying out their respective programs and activities. This framework was used to help guide the development of this plan update.

Part V: History of Discriminatory Planning in Hillsborough County provides an executive summary of discriminatory planning in Hillsborough County and the United States. This section serves as both an acknowledgement of how racism and discrimination ultimately shaped Hillsborough County, and to inform future planning practices; the full report is provided in **Appendix F: History of Discriminatory Planning**.

Part VI: Public Engagement for the Nondiscrimination Plan provides an executive summary of the public involvement process conducted for this plan update to help inform the agency’s understanding of discrimination in Hillsborough County, as well as perceptions of community access to public services and other amenities across different neighborhoods and groups. The full report can be found in **Appendix G: Public Engagement Results**.

The whole of this report was used to inform and guide the recommendations for Plan Hillsborough agencywide, the Hillsborough TPO, and comprehensive planning activities. These recommendations are found in **Part VII: Recommendations for Advancing Nondiscrimination and Equity**.

1 Title VI and Nondiscrimination Components



**When I get to work, I'm so tired.
But I still have to work.**

The bus is okay. I have to use it to get to work and to get my daughter to daycare. The changes are really messing me up. The 30-minute wait is okay. But now it's an hour, and it throws everyone off. They did it all of a sudden, and just put it on the (Flamingo Fares) app with no warning, and the people who depend on it are just going to have to figure it out. They say there will be a change on the 13th, but they won't let you see the changes until the 13th. Now I'm wasting two hours to get to work. And when I get to work, I'm so tired. But I still have to work.

There are too many bus drivers for the times not to be accurate. They're not making their customers happy, they're not dependable, and you run the risk of getting stuck. Also, the major buses need to be open late, especially on the major routes where people live that don't drive often.

- Kesha Thomas

Part I: Title VI and Nondiscrimination Components

Component 1. Community Overview and Mapping

In the sections below, a demographic profile of Hillsborough County is provided (**Table 2**), along with maps showing the location and concentrations of a variety of groups protected under federal and state nondiscrimination authorities, as well as groups that have been historically underserved, or who may need special considerations during the planning process.

Title VI regulations under USDOT and its modal agencies, FHWA and the Federal Transit Administration (FTA), identify requirements for TPOs, which includes compiling a demographic profile of our metropolitan area and identifying the location of minority populations. Executive Order 12898 directs federal agencies and their subrecipients to address disproportionately high and adverse human health or environmental effects in programs, policies, and activities on minority populations and low-income populations. Executive Order 13166 requires us to ensure that persons with limited English proficiency have reasonable access to TPO and Planning Commission activities and programs.

As such, identifying the location of low-income, minority, LEP, and other groups who have been historically underserved is necessary for conducting effective and inclusive public engagement and evaluating the outcomes of our programs and activities. The maps below can be used by both the TPO and Planning Commission for these purposes. For example, the maps should be used for evaluating the distribution of benefits and burdens of TPO plans and projects, and the Planning Commission can use them for that purpose as well where appropriate.

Table 2. Community Characteristics (2018 ACS 5-Year)

Demographic	U.S.	U.S. %	Florida	Florida %	Hillsborough County	Hillsborough County %
Total Population	322,913,030		20,598,139		1,367,433	
White Alone (Incl. Hispanic/Latino)	234,914,818	72.7%	15,529,098	75.4%	970,497	65.9%
Hispanic or Latino (of any race)	57,517,935	17.8%	5,184,720	25.2%	386,478	26.3%
African American or Black Alone	40,916,113	12.7%	3,316,376	16.1%	229,200	15.6%
Asian Alone	17,574,550	5.4%	559,168	2.7%	55,157	3.7%
American Indian or Alaskan Native Alone	2,699,073	0.8%	58,118	0.3%	4,336	0.3%
Native Hawaiian or Pacific Islander Alone	582,718	0.2%	12,887	0.1%	904	0.1%
Two or More Races	10,435,797	3.2%	542,340	2.6%	50,754	3.4%
Limited English Proficient	5,370,862	1.7%	541,169	2.6%	39,263	2.7%
Disabled	40,071,666	12.6%	2,720,957	13.4%	157,660	11.5%
Individuals Below Poverty	39,490,096	12.2%	2,664,772	12.9%	196,849	13.4%
Youth (Age 10-14)	20,817,419	6.4%	1,176,979	5.7%	87,895	6.0%
65 years +	49,238,581	15.2%	4,064,376	19.7%	189,676	12.9%
25 years + No High School Diploma	26,948,057	8.3%	1,769,489	8.6%	108,569	7.4%
Zero-Vehicle Households	6,713,379	2.1%	272,982	1.3%	16,679	1.1%
Female Head of Household, no Husband Present	15,058,180	4.7%	987,092	4.8%	72,237	4.9%

Community Mapping

There is no universally accepted practice for identifying high concentrations of particular demographic groups which may need special consideration in planning processes. The Hillsborough TPO and Planning Commission have identified two methodologies to identify the location of both individuals who are underserved, and concentrations of individuals who are underserved, through a review of best practices and staff collaboration. These methodologies are:

- Dot Density
- Threshold

These methodologies provide two unique ways of identifying communities. Threshold maps identify concentrations of a particular demographic based on the percentage of that demographic in a Census block group. In the maps below, block groups with a demographic above the 60th percentile of all block groups countywide are broken into 60-80th (shown as “HIGH”) and 80-100th (shown as “VERY HIGH”) percentile buckets. The dot density maps show the actual number of persons of a given group and reflect the distribution across the county overall, rather than relative concentrations by block group. Used together, these maps provide an overview of the actual distribution of persons across the county, as well as concentrations of a given demographic which is useful for identifying discrete locations of a particular group, especially in less dense areas.

Maps use data from the 2018 American Community Survey (ACS) 5 Year (2014-2018). See **Appendix C: Methodology to Identify Underserved Communities** for a more detailed overview of the community mapping methodology.

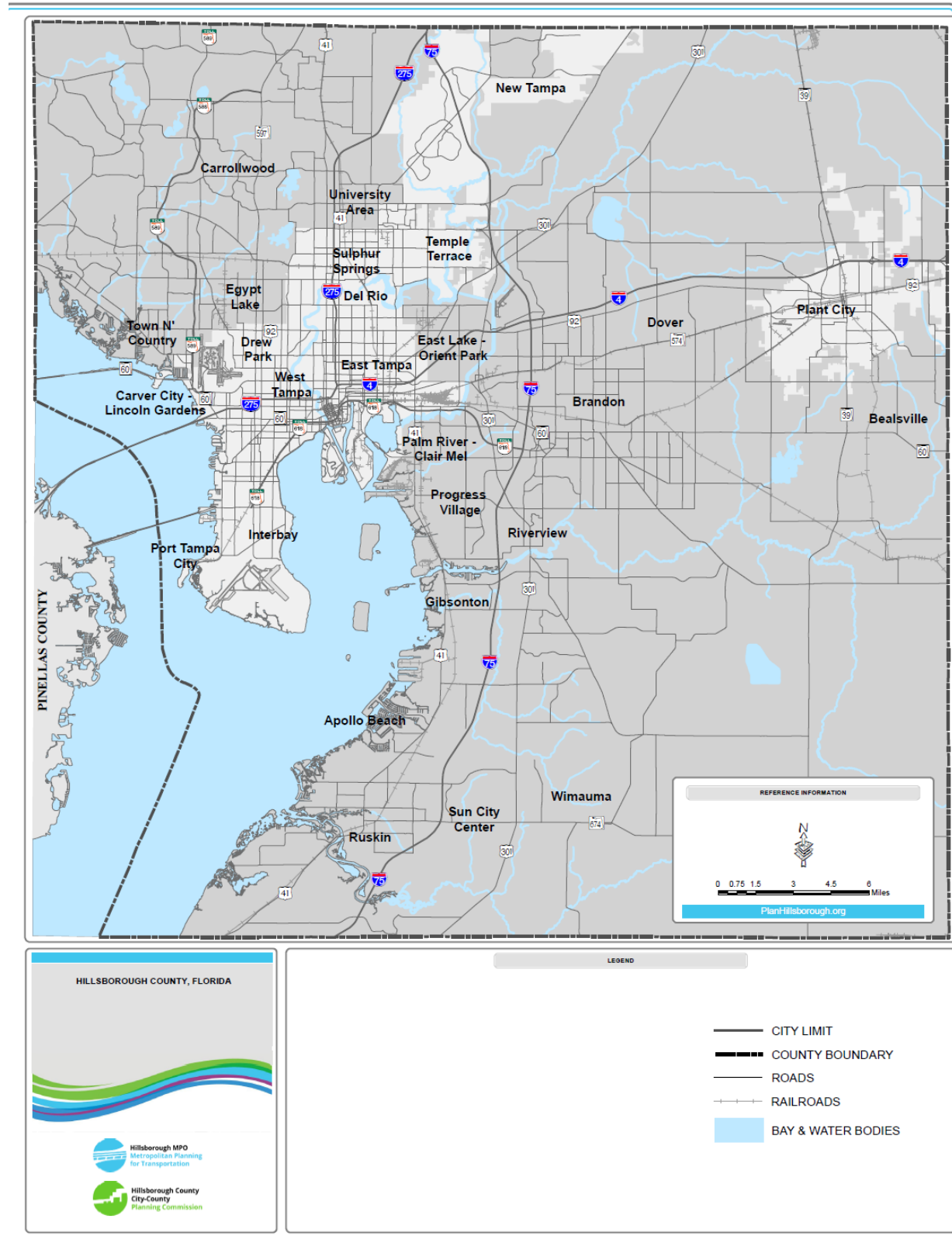


Figure 1. Hillsborough County, Florida

Race and Ethnicity

The 2018 ACS shows nearly 66% of Hillsborough County's population is white, 15.6% are Black or African American, 3.7% are Asian or Pacific Islanders, and 3.4% are two or more races. Around 26.3% of the Hillsborough County are Hispanic or Latino. **Figure 2** shows the dot density of race and ethnicity across Hillsborough County, while **Figure 3. Concentrations of Racial Minority Groups** and **Figure 4** show the highest concentrations of racial minority groups and ethnic minority (Hispanic or Latino) population in the county.

The white populations of Tampa are primarily concentrated in South Tampa, Davis Islands, and portions of Seminole Heights. Outside of Tampa, the suburban areas of Hillsborough County are largely white – primarily the areas of Carrollwood, Brandon, Apollo Beach, and Sun City Center.

The Black or African American populations of Tampa are primarily concentrated in the areas of East Tampa and West Tampa, as well as Sulphur Springs, the University Area, and East Lake-Orient Park. Outside of Tampa, the areas of Progress Village, Palm River-Clair Mel, south Plant City, and Bealsville have a high concentration of Black or African American people.

Tampa's Hispanic populations are primarily concentrated in the areas of Palmetto Beach, Ybor City, Drew Park, West Tampa, and Egypt Lake. Outside of Tampa, the communities of Dover, Palm River-Clair Mel, Wimauma, Gibsonton, Ruskin, Town N' Country, and Plant City have large Hispanic populations.

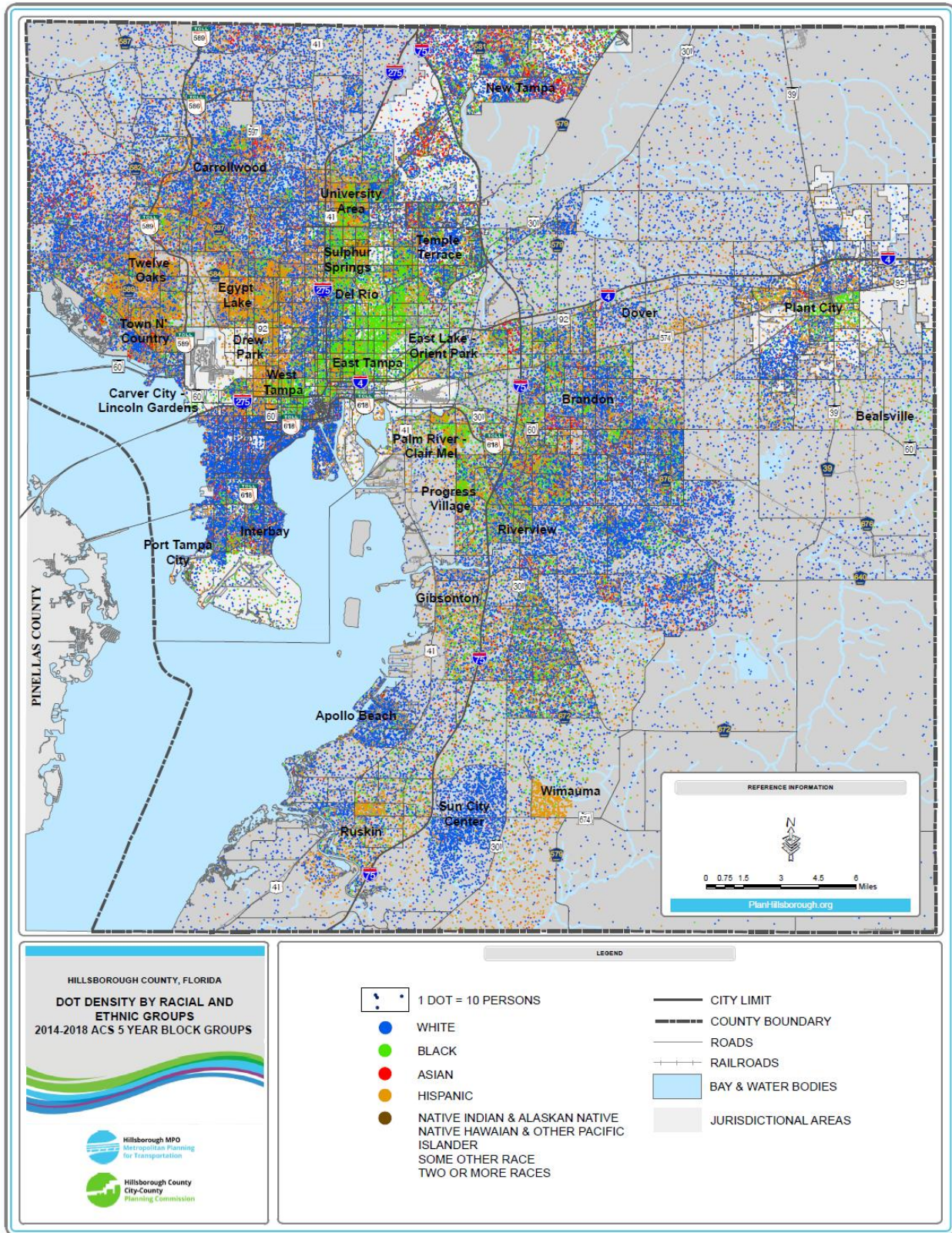
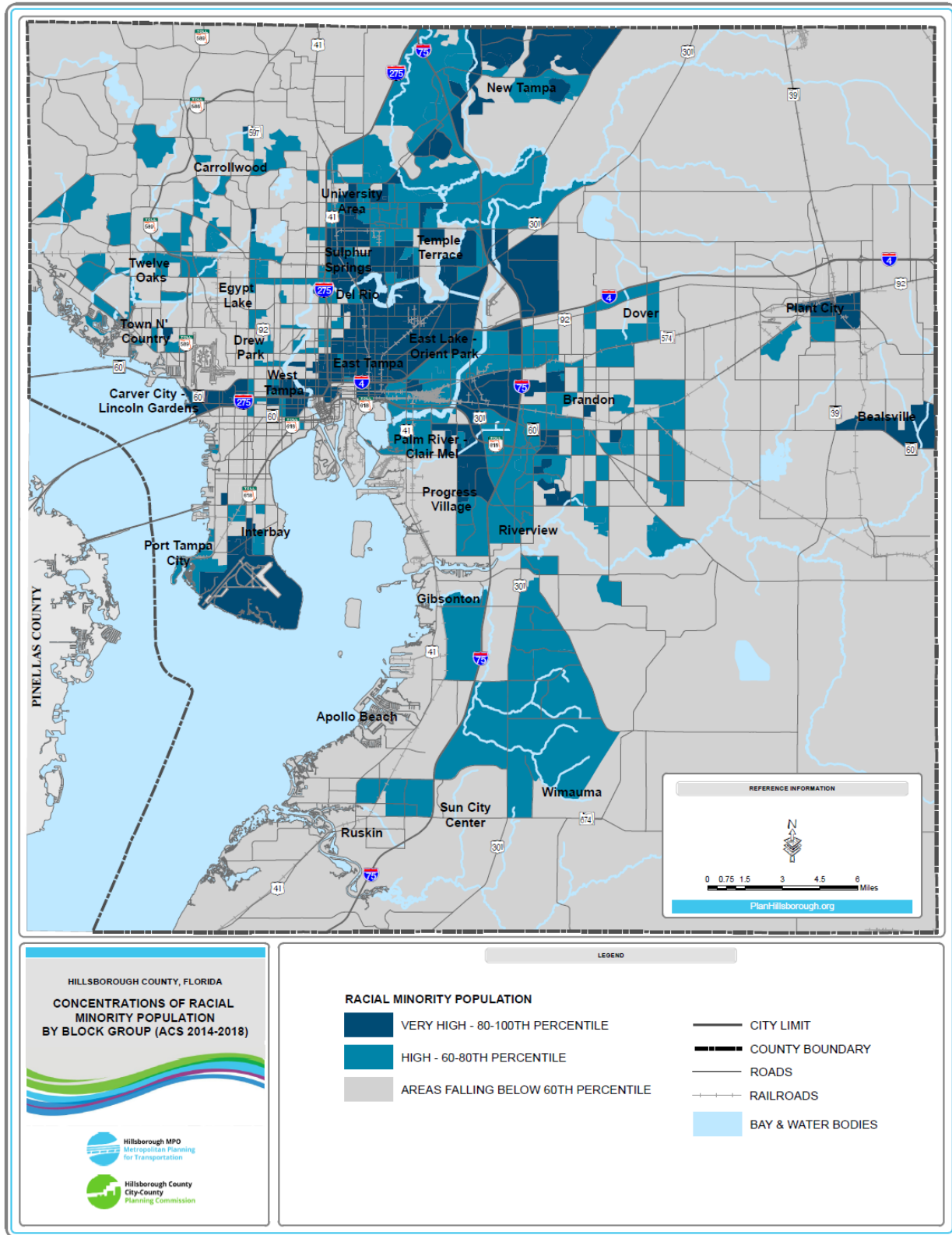


Figure 2. Dot Density Map of Racial and Ethnic Groups



Author: barberj

Date: 3/8/2021

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Figure 3. Concentrations of Racial Minority Groups

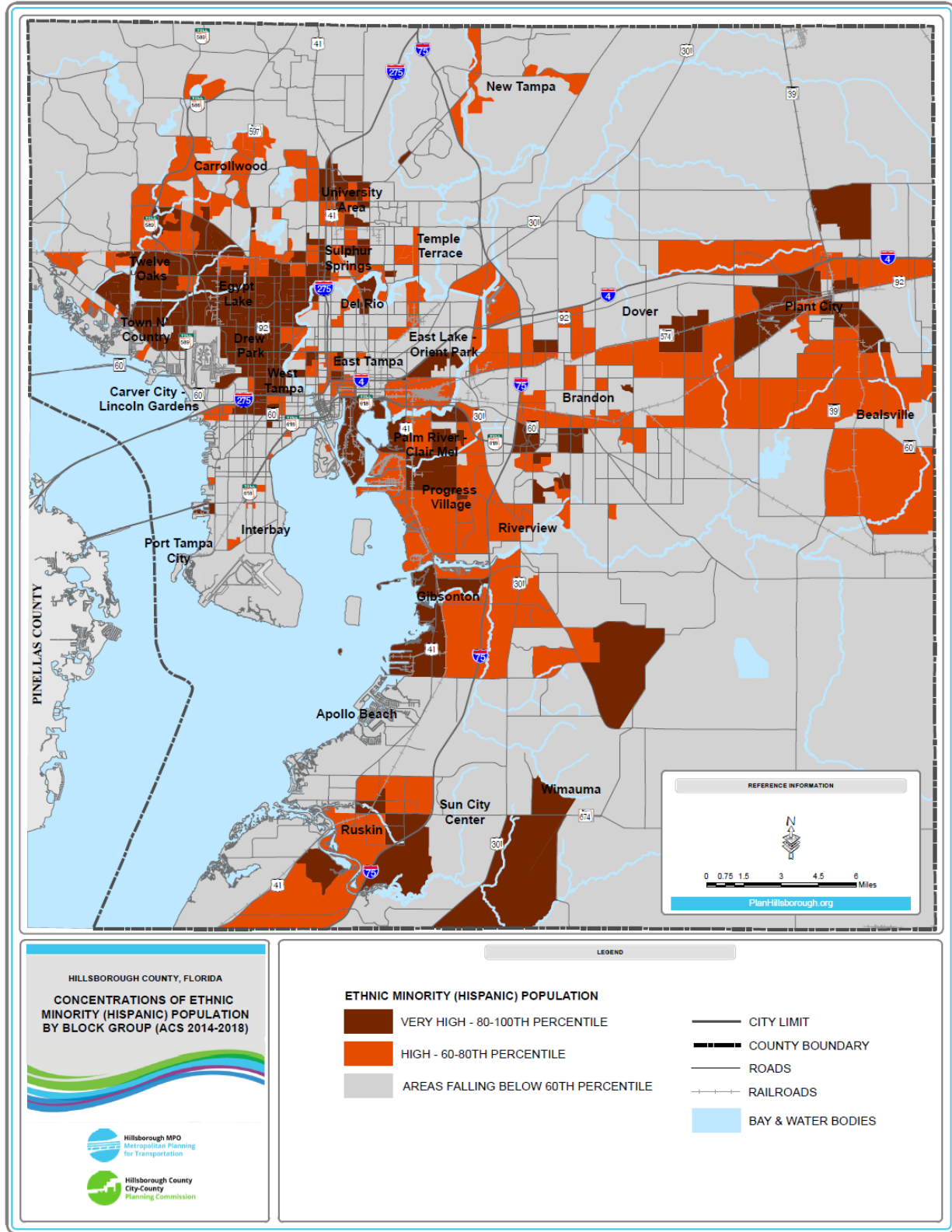
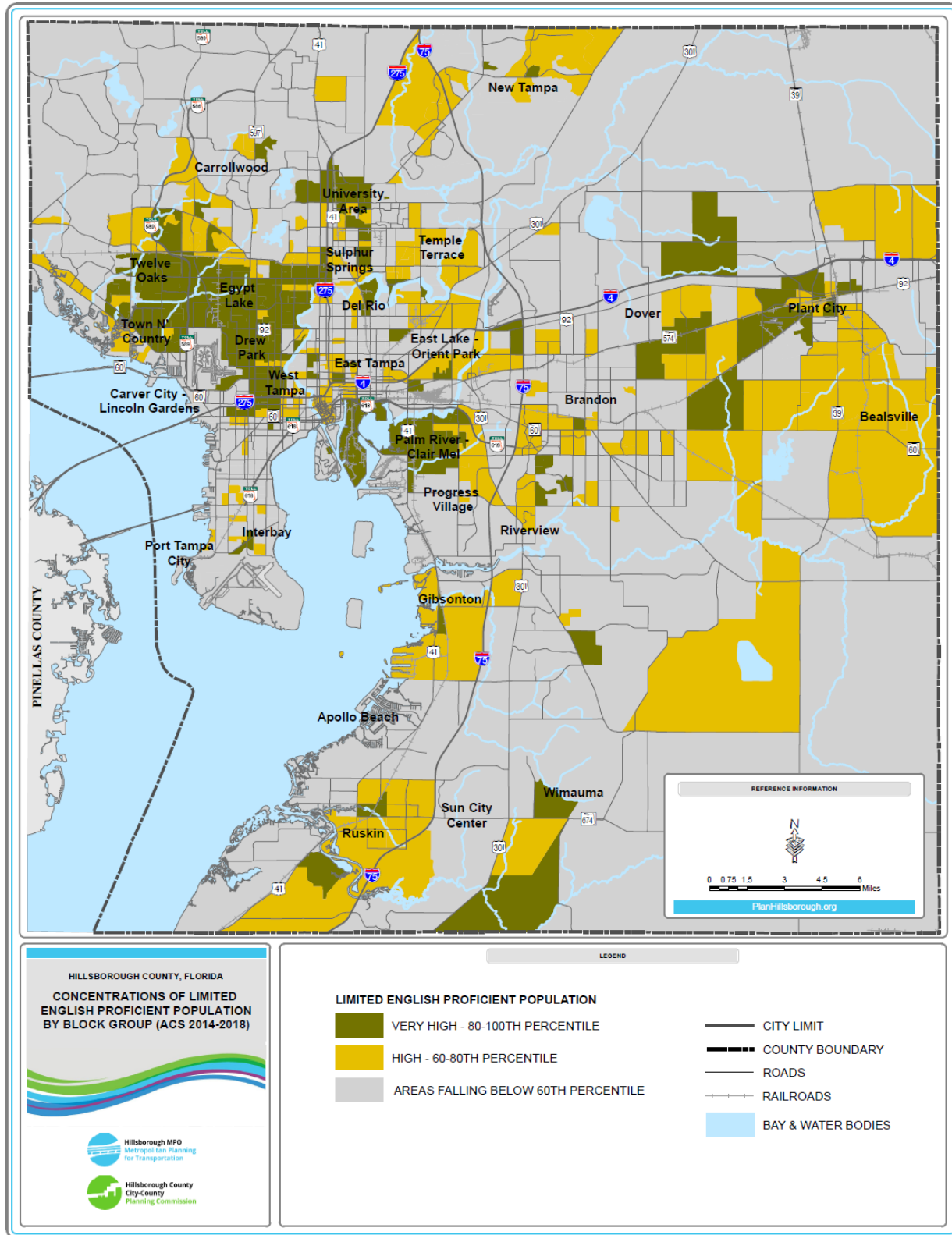


Figure 4. Concentrations of Hispanic or Latino Population

Limited English Proficient Populations

People who speak English less than “very well” are identified as LEP populations by the federal government. **Table 3** shows the number and proportion of non-English speakers, as well as non-English speakers who speak English less than “very well”. Nearly 25% of Hillsborough County speak Spanish, and around 145,000 people who speak Spanish speak English less than “very well”. Around 11,000 people speak Arabic, over 8,000 people speak Vietnamese, over 7,000 people speak a Chinese language such as Mandarin and Cantonese, over 7,000 people speak Haitian, and over 7,000 individuals speak French (including Cajun).

Figure 5 and **Figure 6** show concentrations and the dot density of individuals who speak English less than “very well”; these are largely Spanish speakers but also include all other languages, particularly the ones identified above. The communities that have the largest concentrations of LEP speakers are West Tampa, Drew Park, Town N’ Country, Egypt Lake, University Area, Palmetto Beach, Dover, Plant City, Palm River-Clair Mel, Ruskin, and Wimauma.



Author: barberj

Date: 3/8/2021

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Figure 5. Concentrations of Limited English Proficient Population

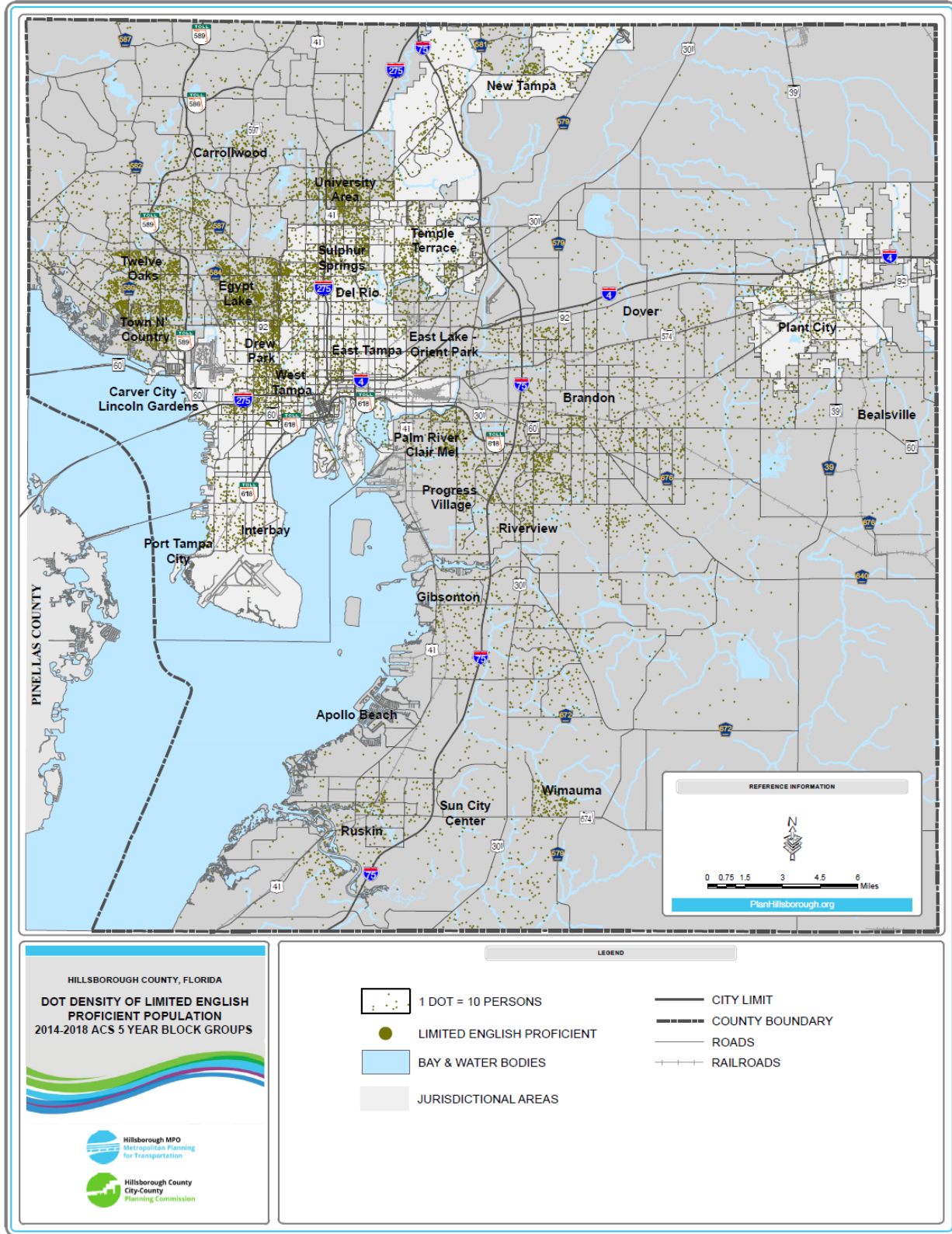


Figure 6. Dot Density Map of Limited English Proficient Population

Older Adults

Approximately 15% of people in the U.S. are over the age of 65; in Florida, older adults make up nearly 20% of the total population. Hillsborough County sees an overall lower percentage of older adults, with only 12% of the county population over the age of 65. Older adults are largely dispersed across the entire county as shown in **Figure 8**, although there are some higher concentrations in areas such as Apollo Beach, Sun City Center, Carrollwood, areas of Brandon, Davis Islands, and Bayshore Gardens as shown in **Figure 7**.

Youth

The youth population in Hillsborough County are those aged 10-14 for the TPO and Planning Commission's planning purposes. Around 6.5% of the population in the country are in this age range, and 5.7% in Florida – Hillsborough County falls right in the middle at 6% of the total population. Similar to older adults, youth are largely dispersed across the entire county which is shown in **Figure 10**, although there are some concentrations in areas such as East Tampa, Sulphur Springs, portions of South Tampa, Drew Park, Egypt Lake, Citrus Park, Greater Northdale, and areas of Brandon and Riverview as shown in **Figure 9**.

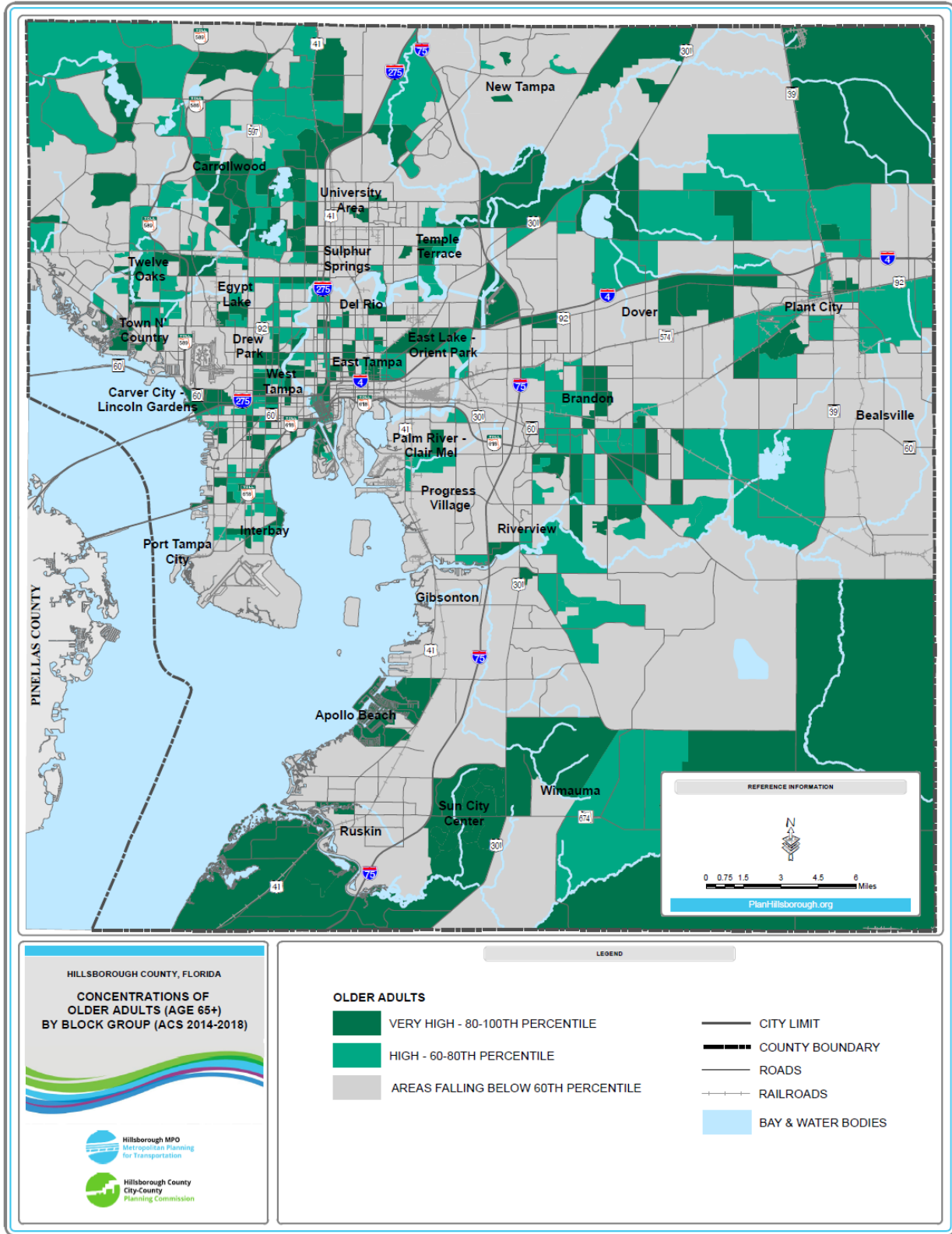


Figure 7. Concentrations of Older Adults

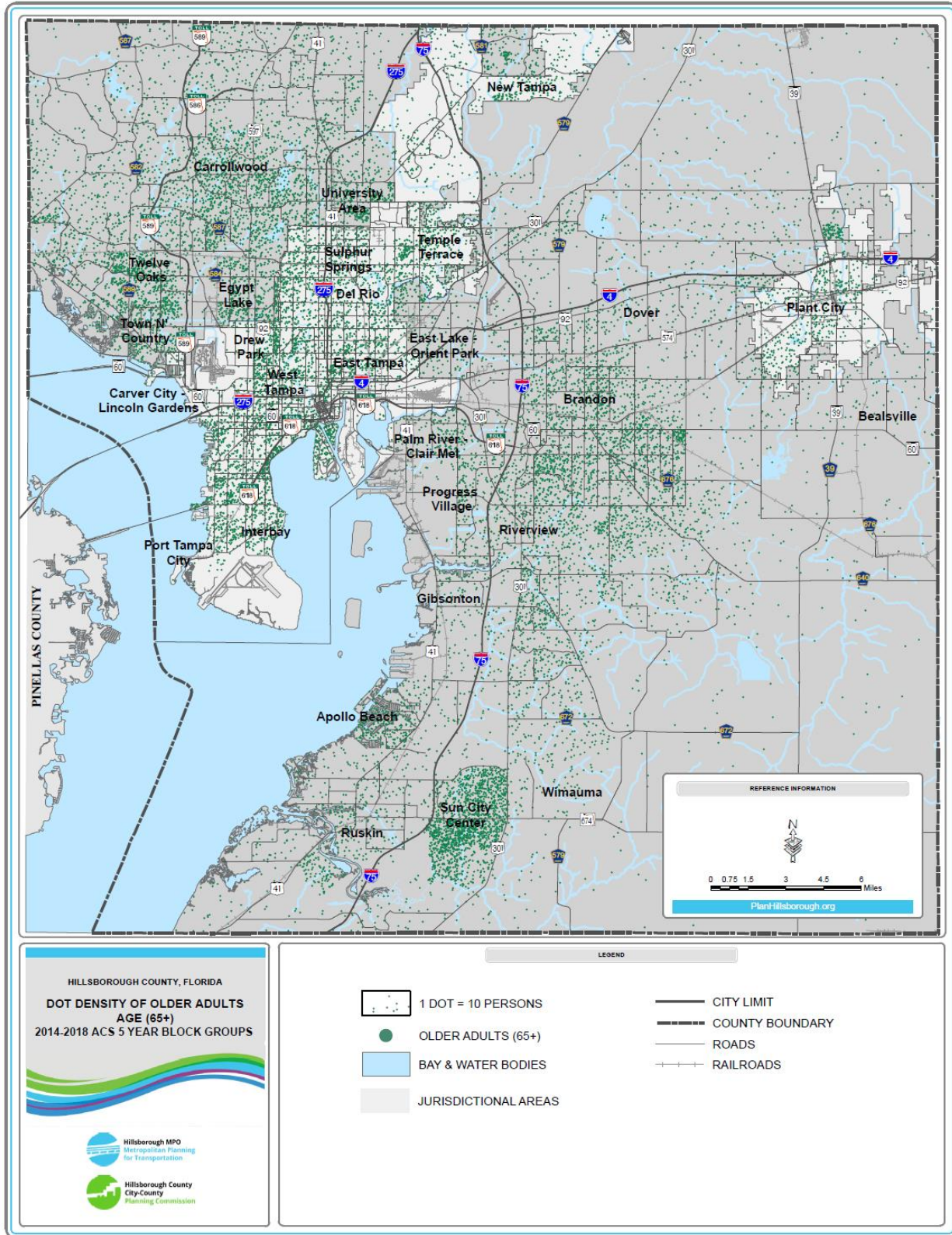
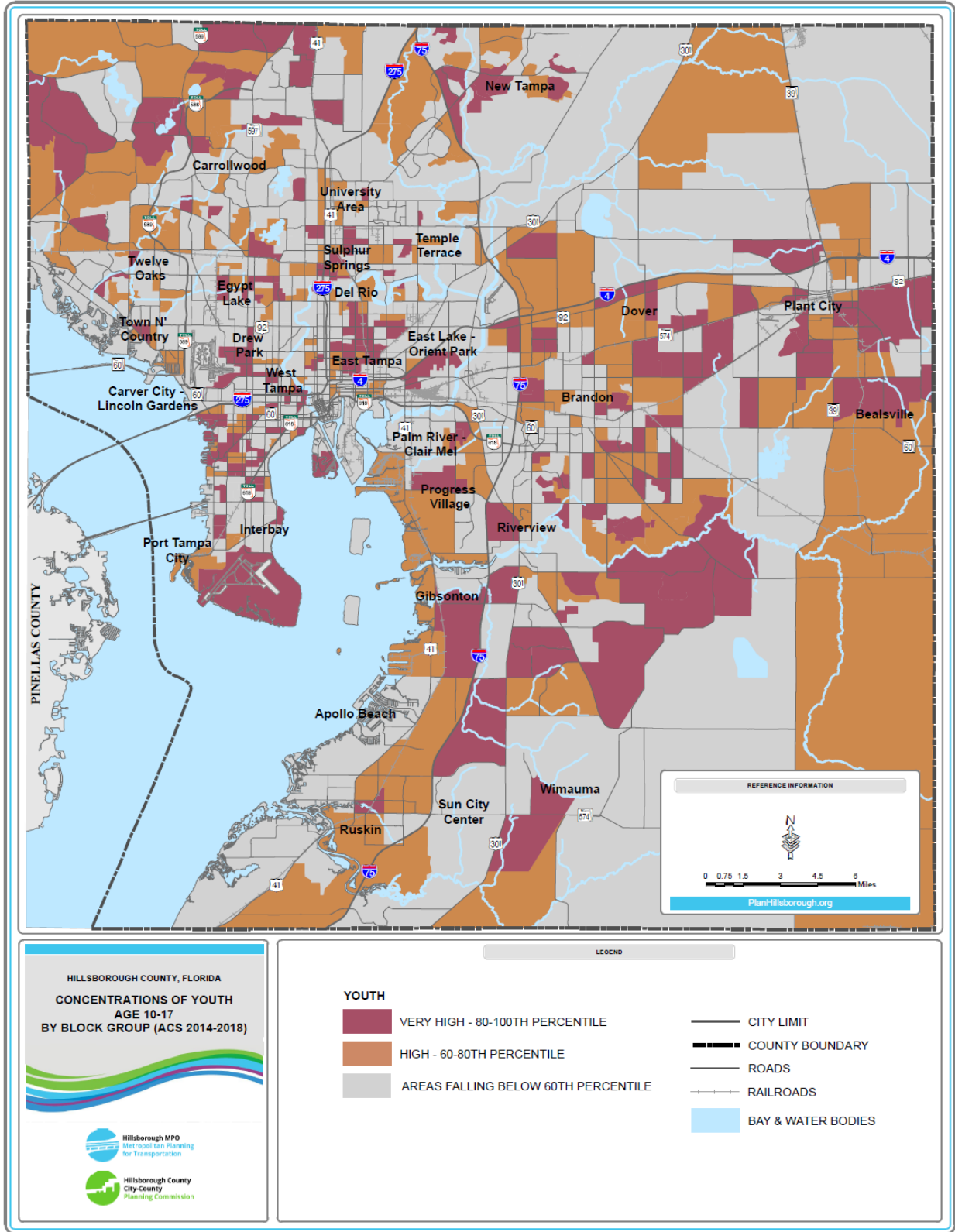


Figure 8. Dot Density Map of Older Adults



Author: barberj

Date: 3/8/2021

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Figure 9. Concentrations of Youth

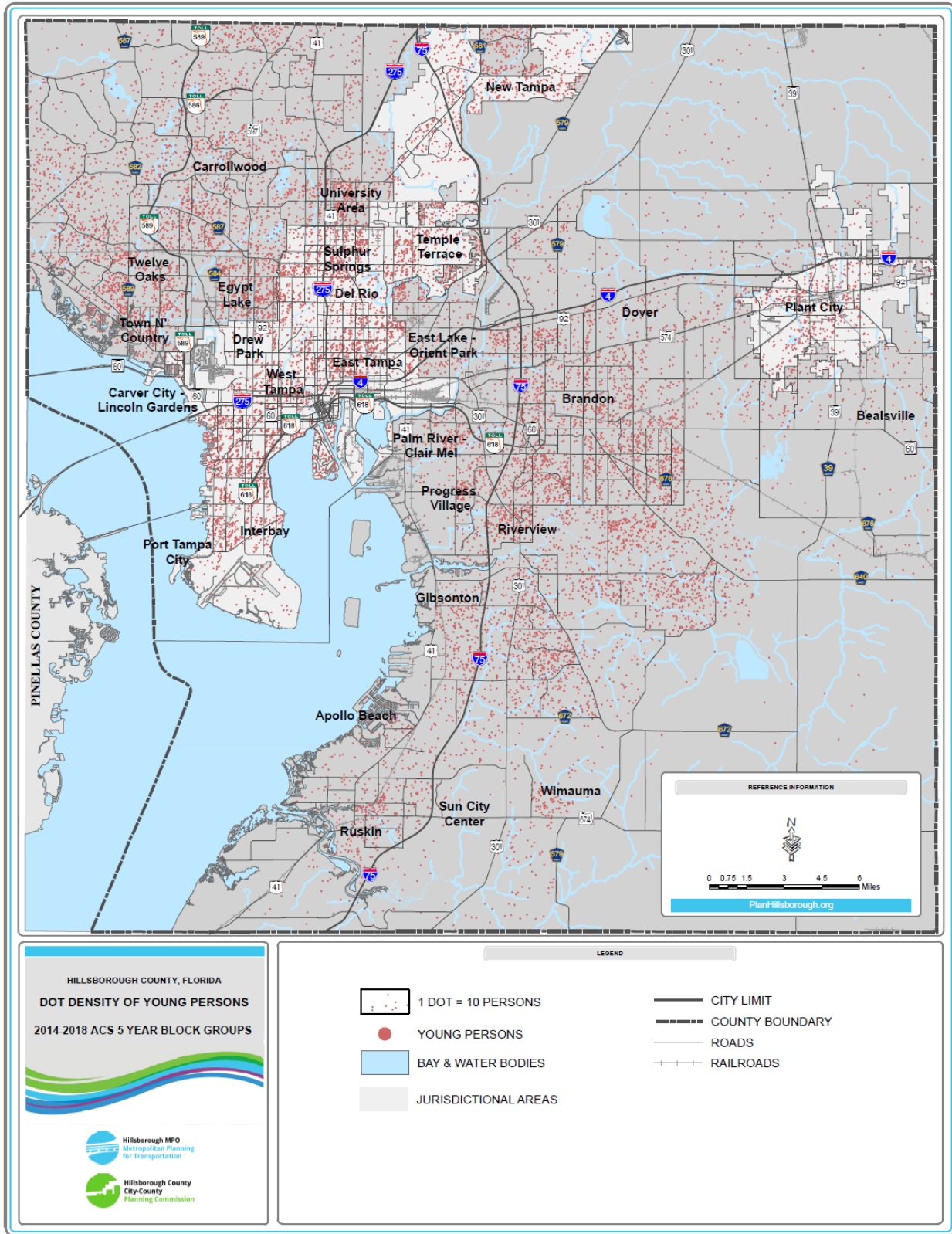


Figure 10. Dot Density Map of Youth

Income and Low-income Households

In addition to threshold and density maps showing low-income households (defined as at or below the poverty level as defined by the U.S. Department of Health and Human Services based upon total household size), **Figure 11** is a dot density map of income ranges across Hillsborough County. **Figure 12** shows high concentrations of only low-income households, and **Figure 12** is a dot density map of low-income households.

Figure 12 shows that lower income areas are clearly concentrated in East Tampa, West Tampa, Sulphur Springs, and into the University Area, with pockets in other areas including Town N' Country, Wimauma, Sun City Center, and south Plant City. Higher income areas are primarily in South Tampa and suburban unincorporated areas such as Carrollwood, Apollo Beach, New Tampa, and Brandon.

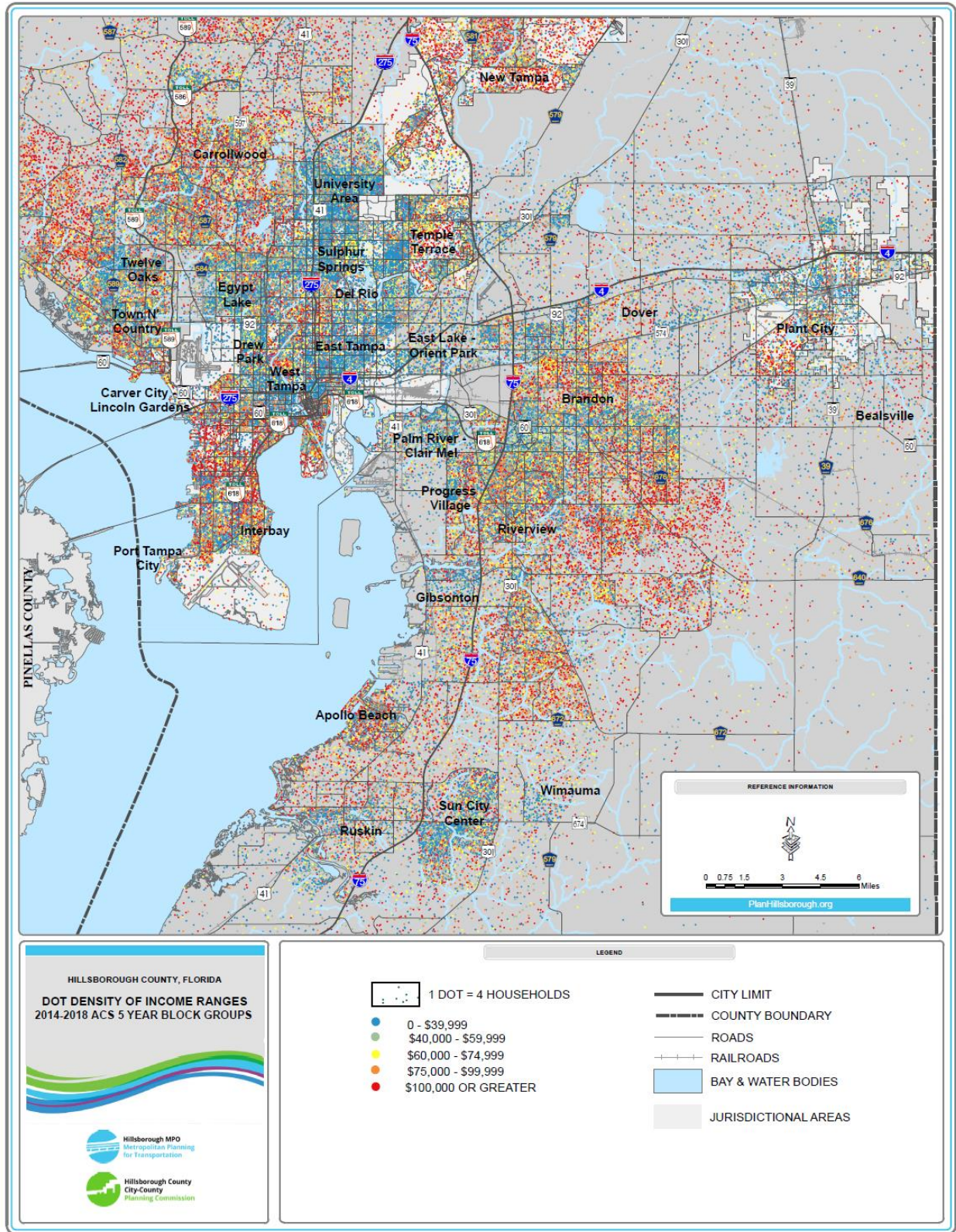
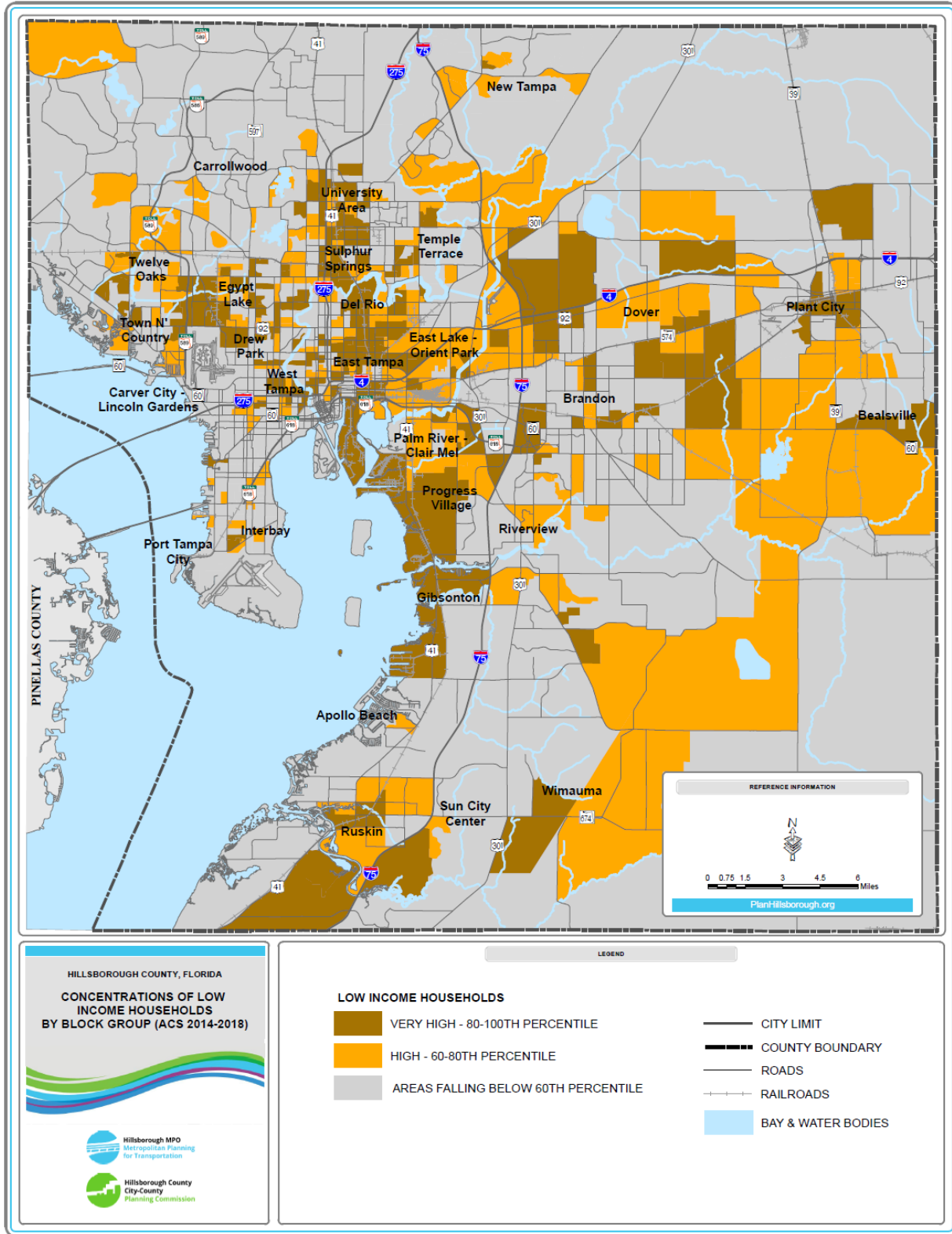


Figure 11. Dot Density Map of Income Ranges



Author: barberj

Date: 3/8/2021

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Figure 12. Concentrations of Low-Income Households

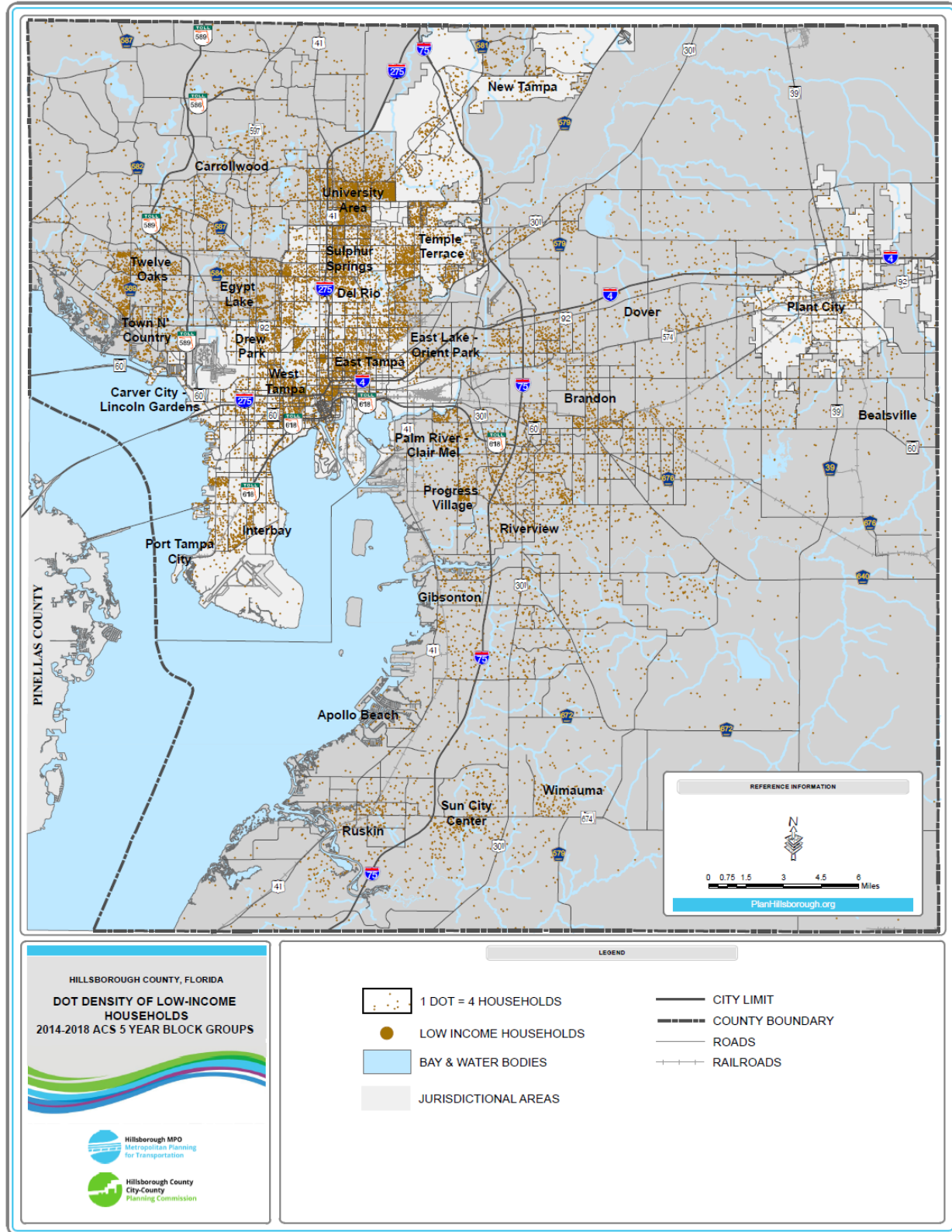
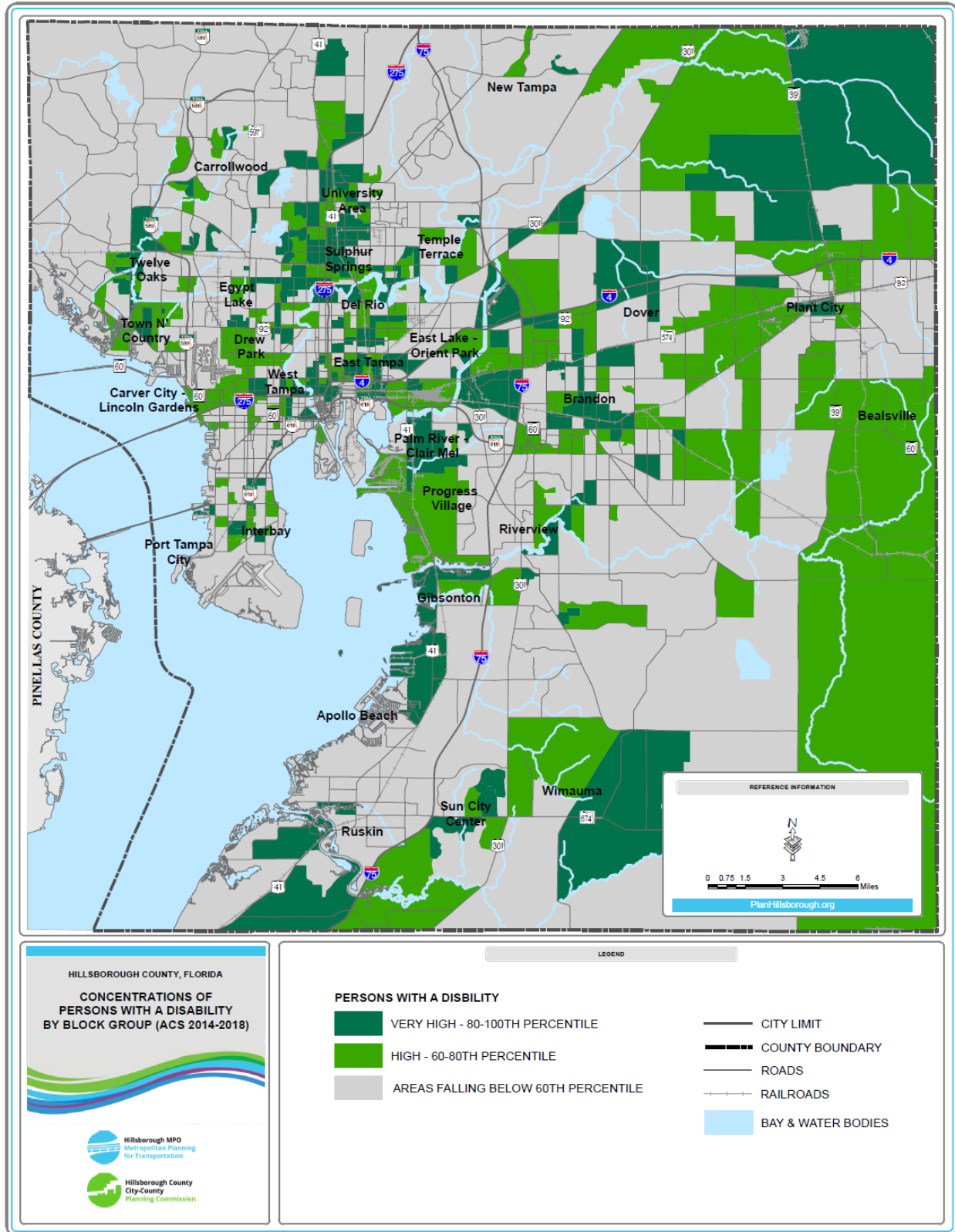


Figure 13. Dot Density Map of Low-Income Households

Disabled People

Disabled people make up approximately 12.5% of the U.S. population, and a bit over 13.5% of the Florida population, while just over 11% of Hillsborough County are disabled. **Figure 14** and **Figure 15** show high concentrations of disabled people for whom poverty status is determined in Hillsborough County, and dot density of the same.



Author: barberj

Date: 3/8/2021

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Figure 14. Concentrations of Disabled People for Whom Poverty Status is Determined

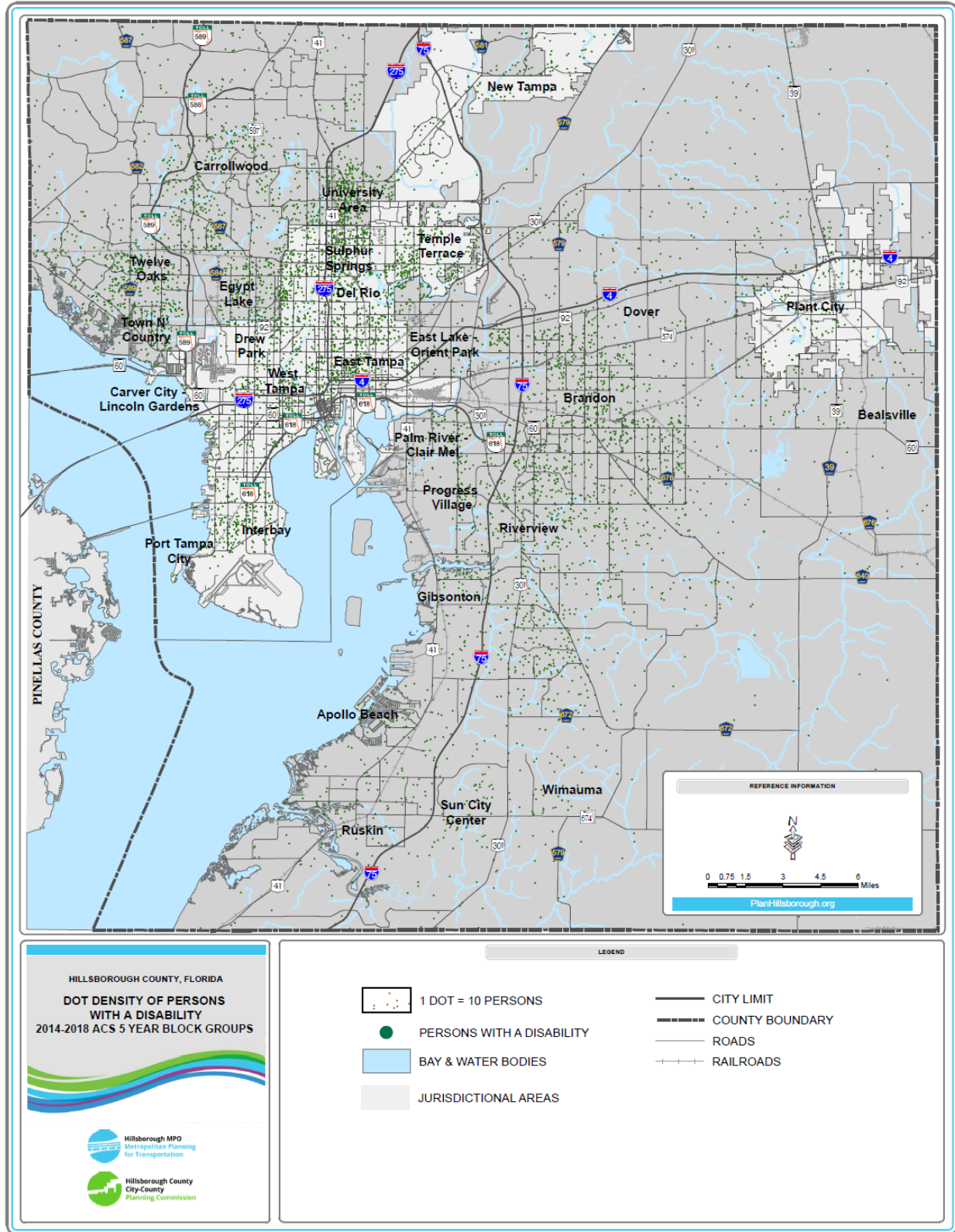


Figure 15. Dot Density Map of Disabled People for Whom Poverty Status is Determined

Persons with Low Educational Attainment

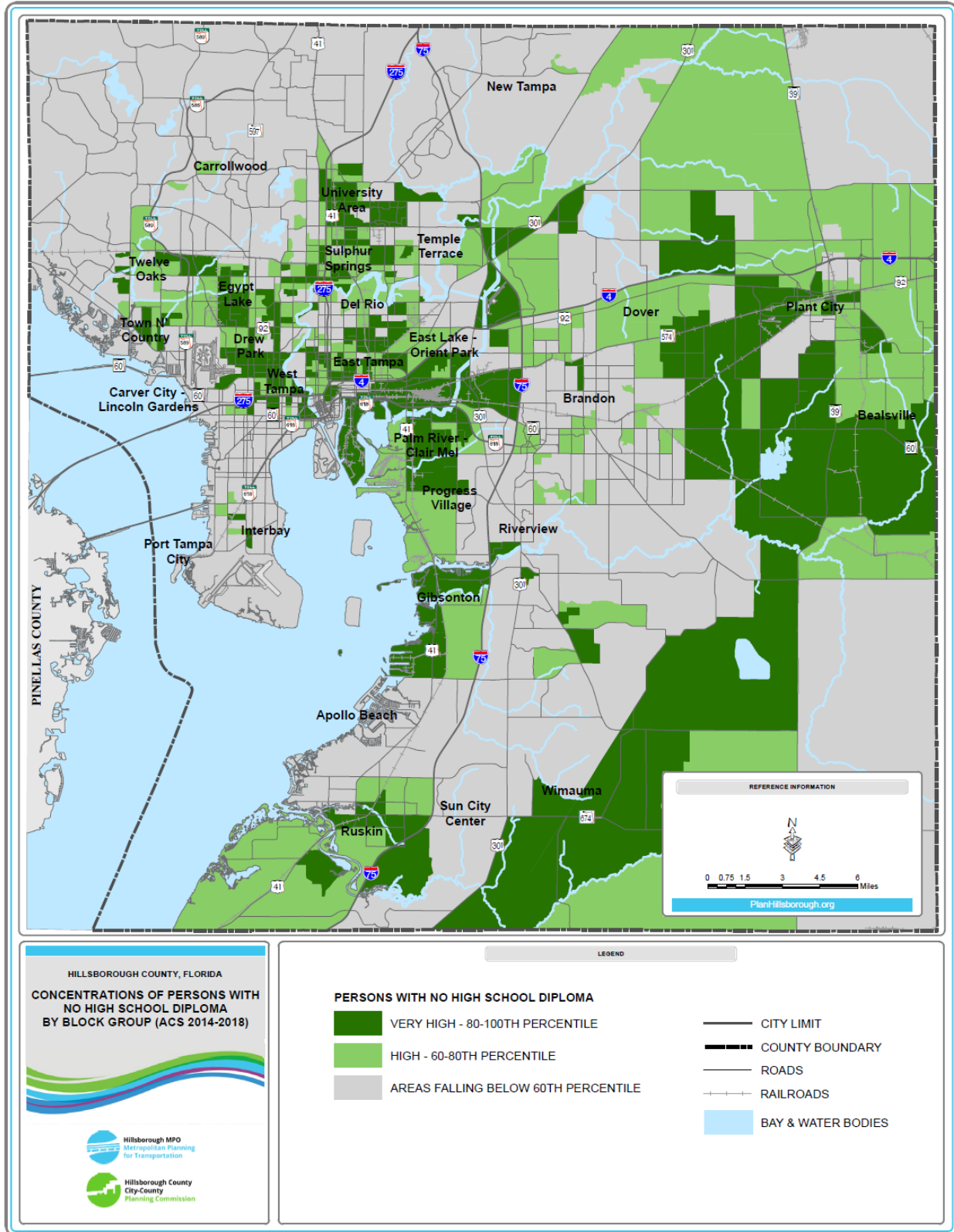
The national, state, and county percentage of individuals who do not have a high school diploma are similar, all around 8% of total populations. **Figure 16** and **Figure 17** show relative concentrations of these individuals in the county and dot density respectively. These areas largely match with low-income areas of the county and include East Tampa, Sulphur Springs, University Area, Egypt Lake, areas of Plant City, and others.

Zero-Vehicle Households

Households without a vehicle constitute approximately 2% of the national population, while constituting only 1% of the Hillsborough County population. **Figure 18** and **Figure 19** show concentrations of zero-vehicle households and the dot density of zero-vehicle households, respectively. The primary areas where families live without vehicles are Downtown Tampa, East Tampa, West Tampa, Sulphur Springs, University Area, as well as the Twelve Oaks neighborhood and Sun City Center.

Female Head of Households

Female head of households with no husband present are similar in percentages of the overall population across the nation, state, and county at approximately 4.5%. **Figure 20** and **Figure 21** show concentrations of this group as well as dot density of these households, respectively. These neighborhoods are primarily East Tampa, Sulphur Springs, and the University Area. In unincorporated Hillsborough County these are primarily areas of Brandon and Riverview.



Author: barberj

Date: 3/8/2021

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Figure 16. Concentrations of People without a High School Diploma

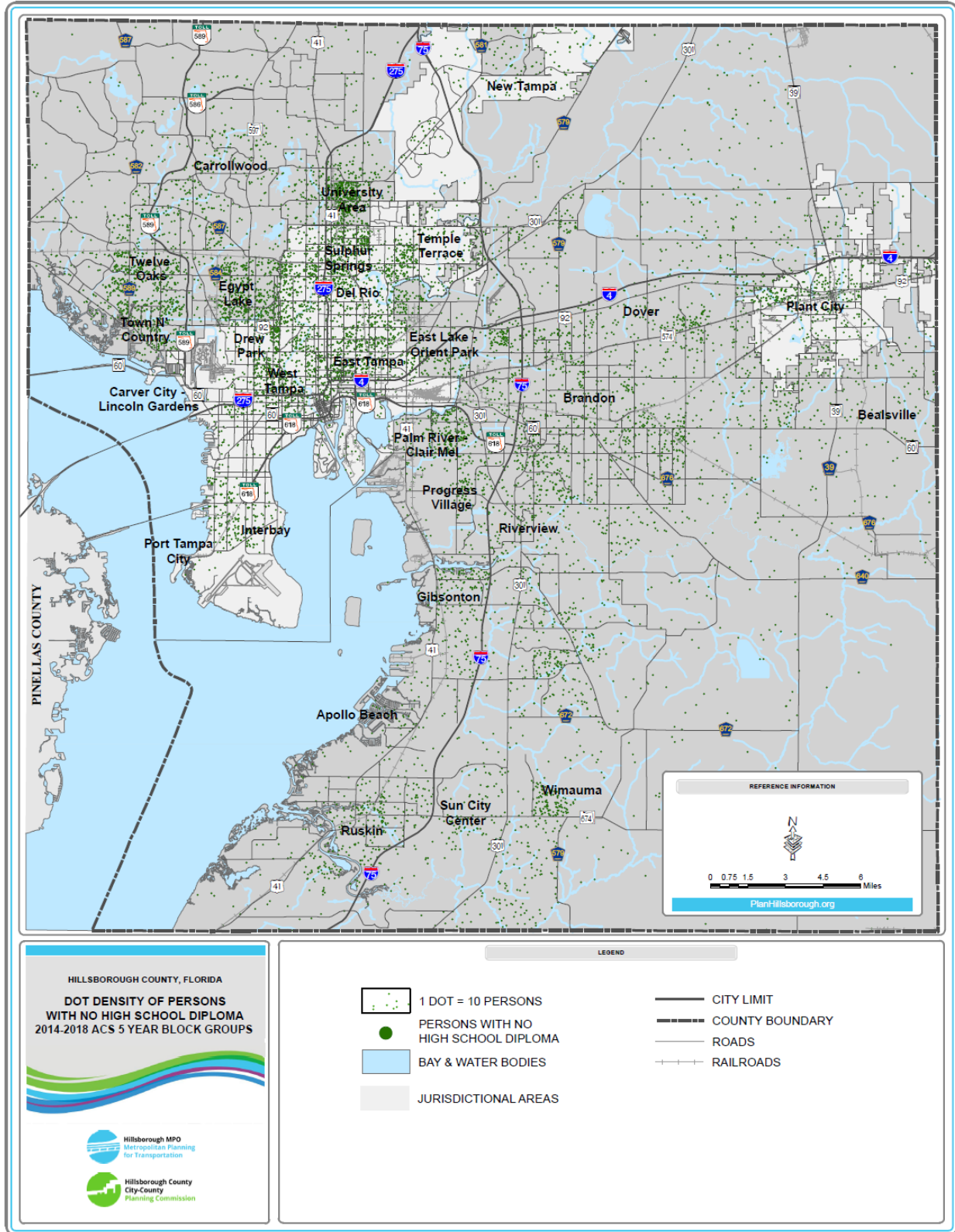


Figure 17. Dot Density Map of People without a High Schools Diploma

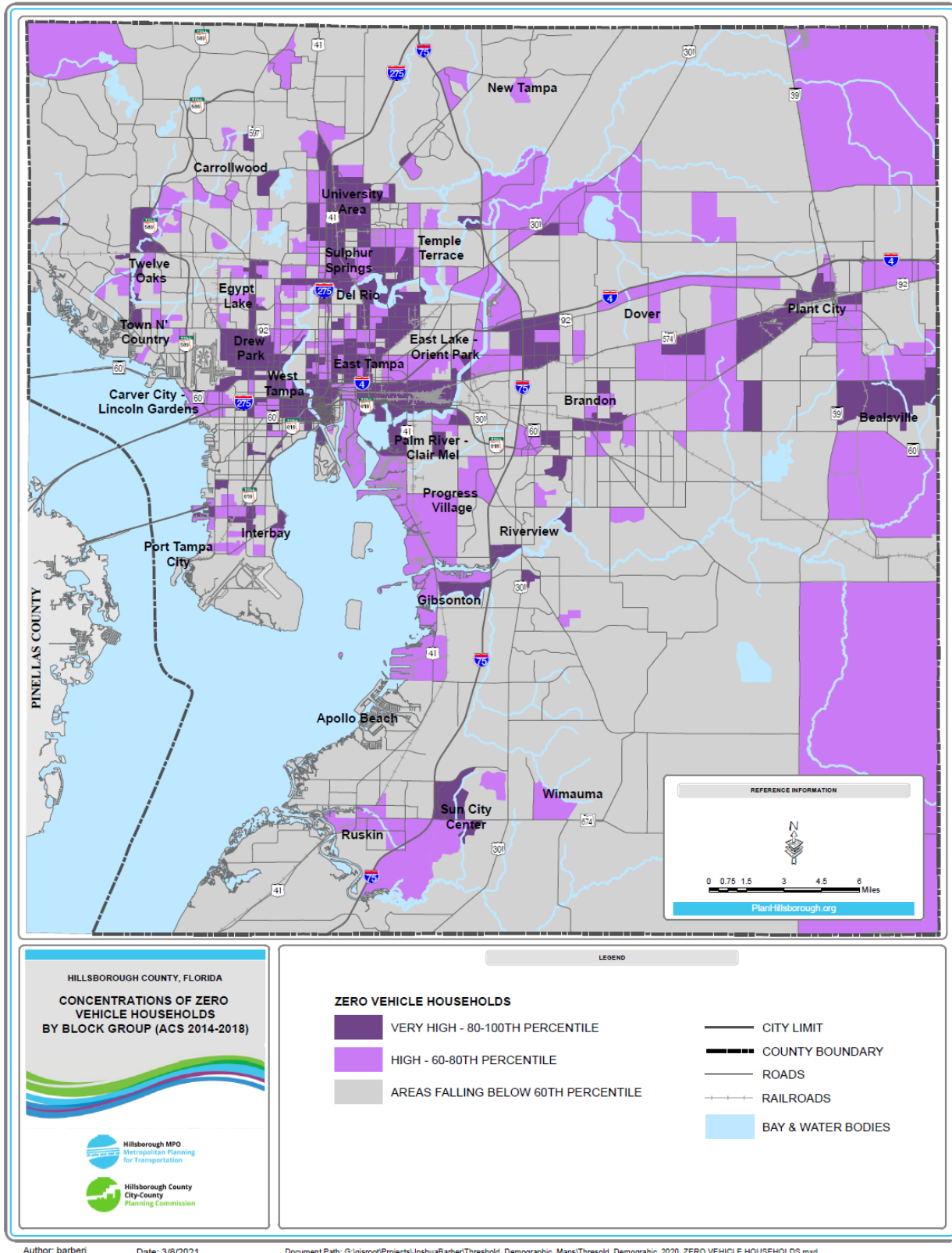
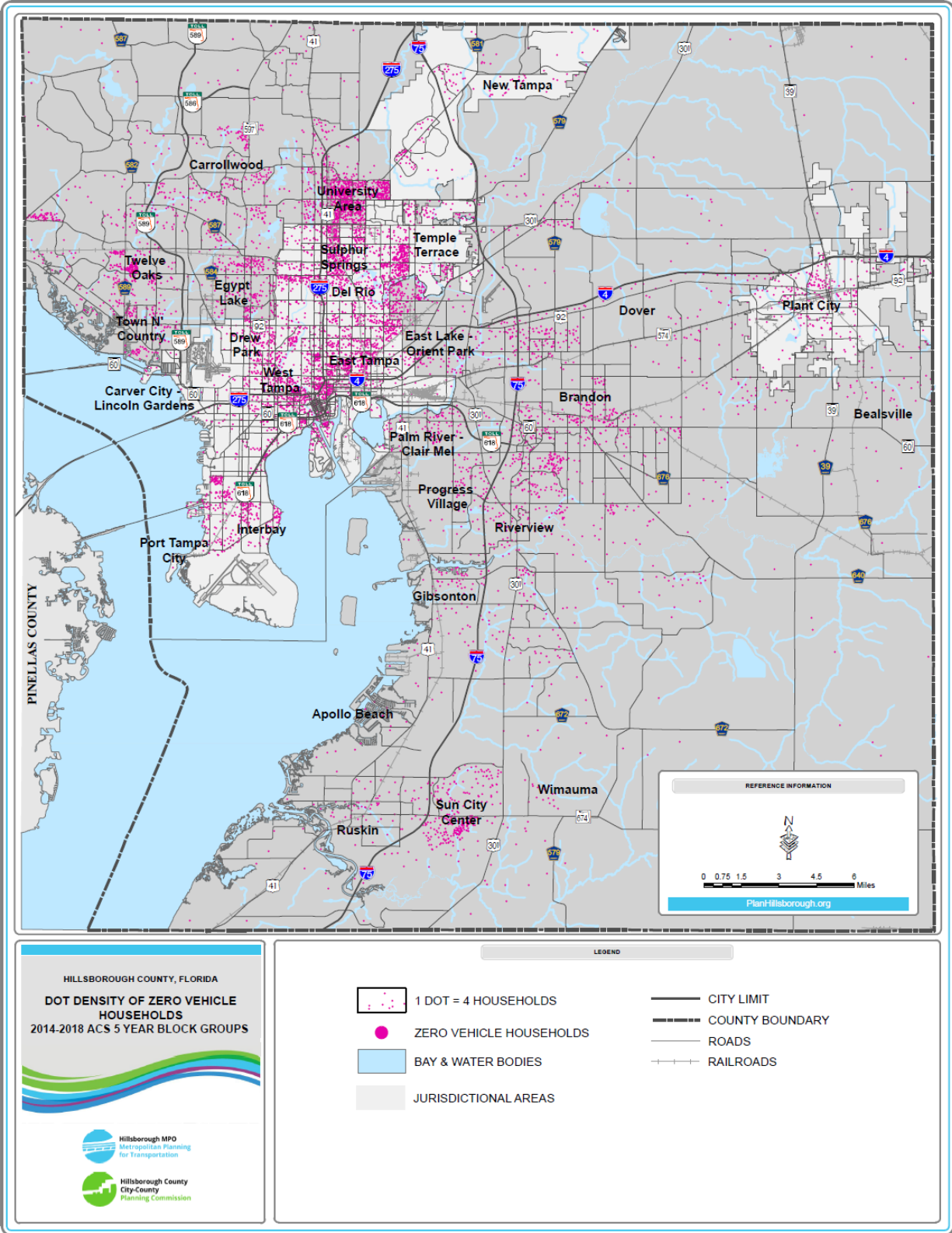
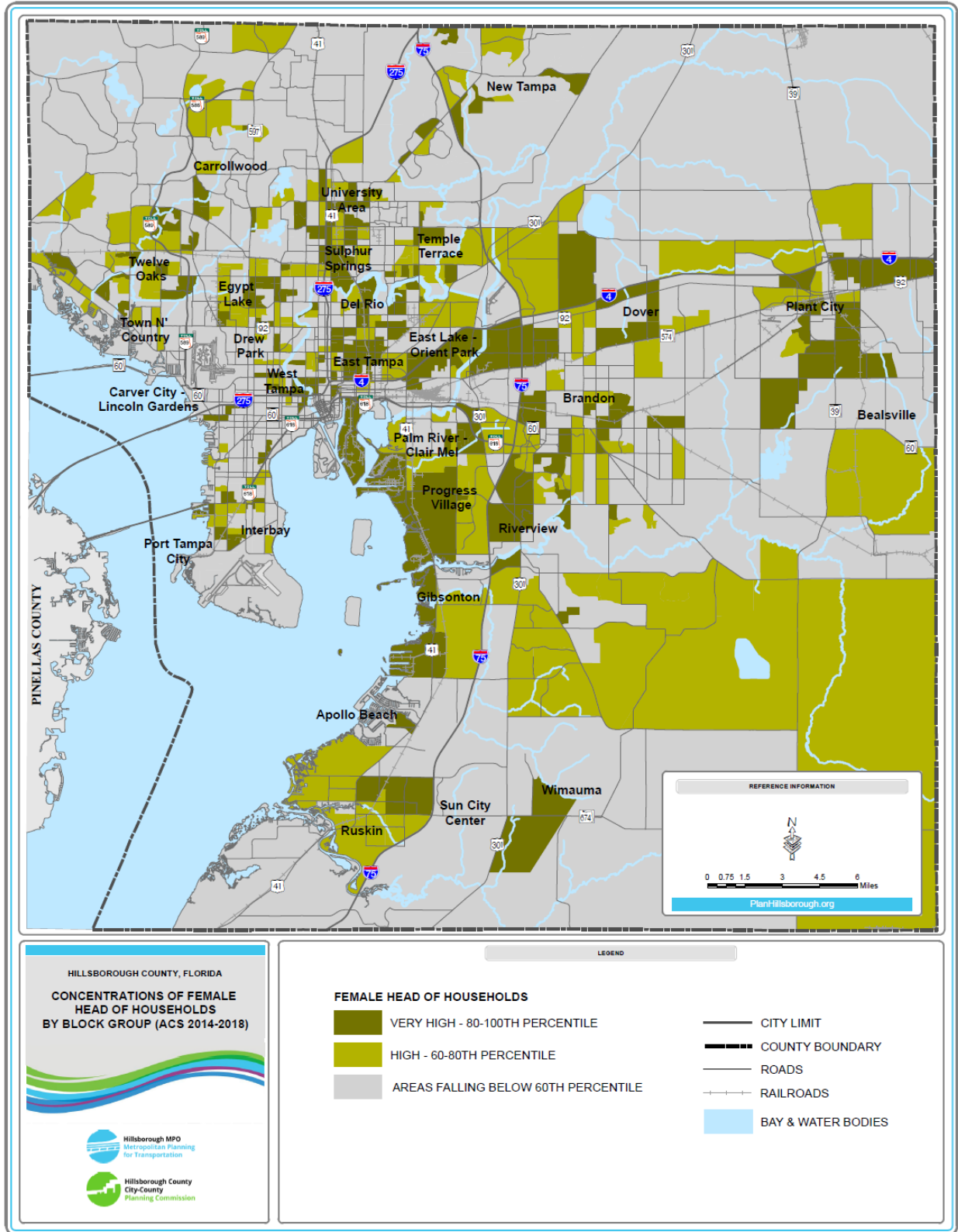


Figure 18. Concentrations of Zero Vehicle Households



Author: barberj Date: 3/8/2021

Figure 19. Dot Density Map of Zero Vehicle Households



Author: barberj

Date: 3/8/2021

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Figure 20. Concentrations of Female Head of Households

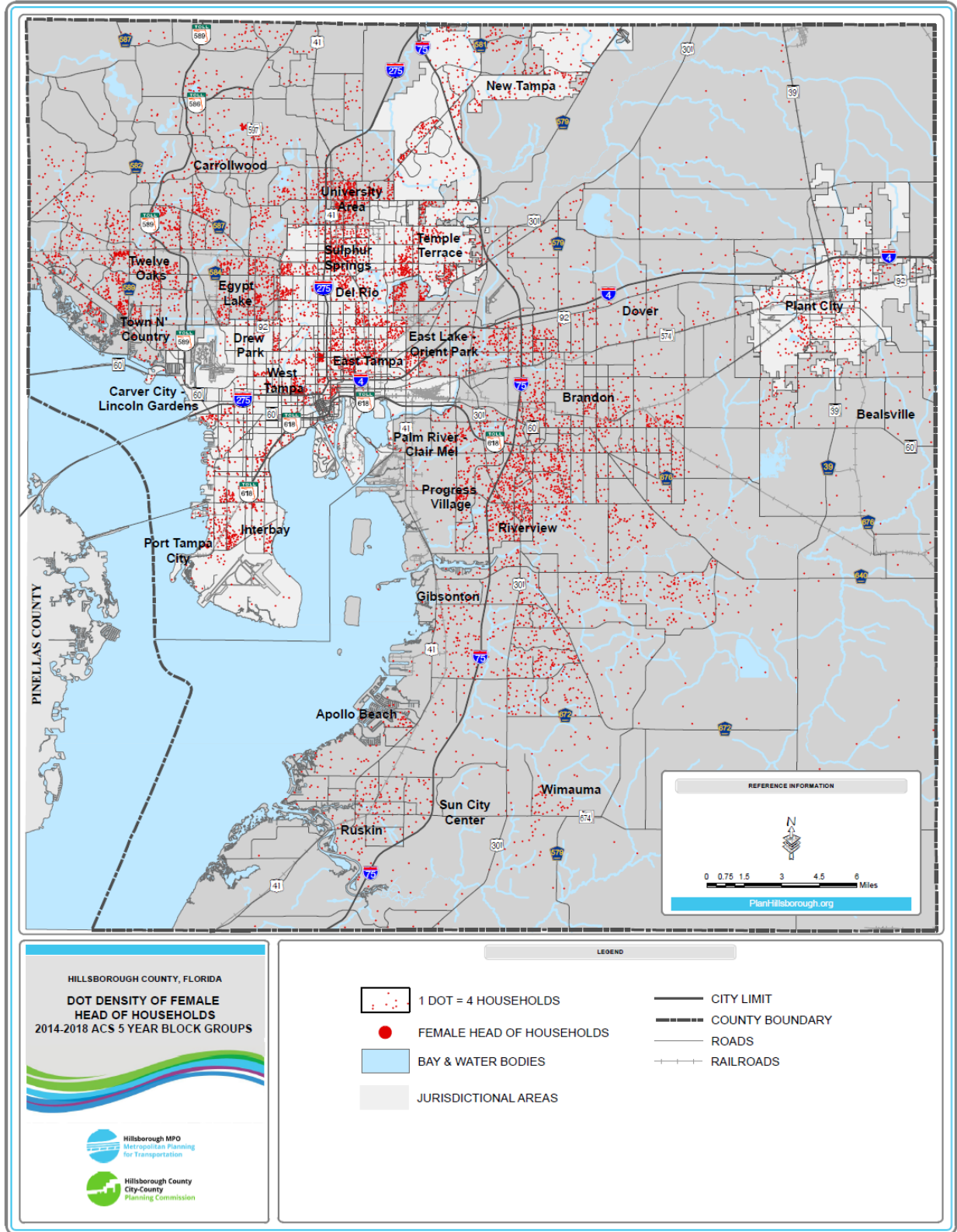


Figure 21. Dot Density Map of Female Head of Households

Intersectional Maps

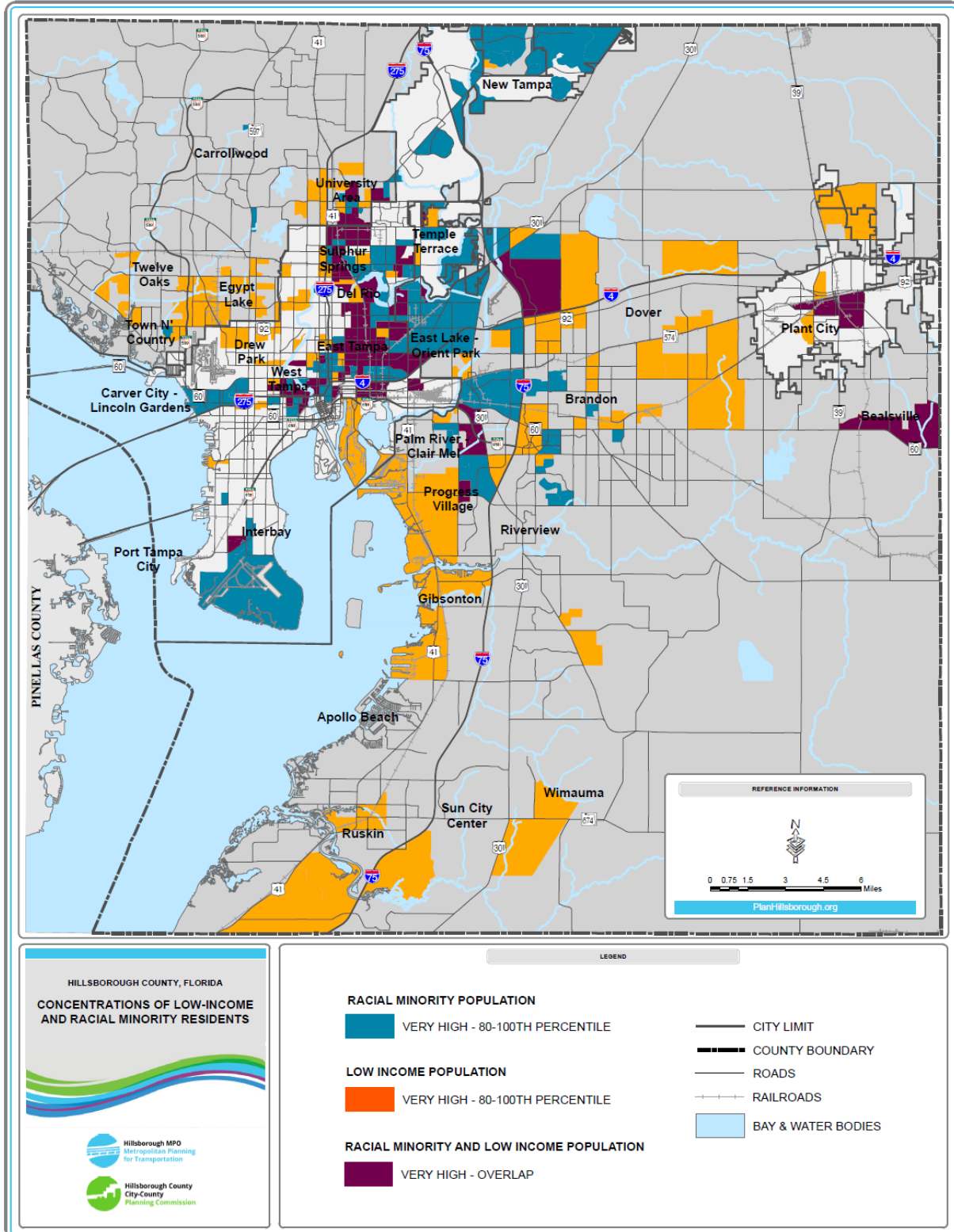
To better understand community needs and target areas for public involvement and assessment for disparate impacts, **Figure 22** and **Figure 23** depict the intersection of high concentrations of racial and ethnic minorities with low-income households.

The most readily apparent intersection of racial minority groups and low-income households are in the neighborhoods of East Tampa, West Tampa, Sulphur Springs, University Area, Interbay, Progress Village, Palm River-Clair Mel, south Plant City, and Bealsville.

The most readily apparent intersection of Hispanic or Latino communities and low-income households are areas of Palmetto Beach, West Tampa, Town N' Country, Drew Park, Egypt Lake, Sulphur Springs, University Area, Dover, Plant City, Gibsonton, Ruskin, and Wimauma.

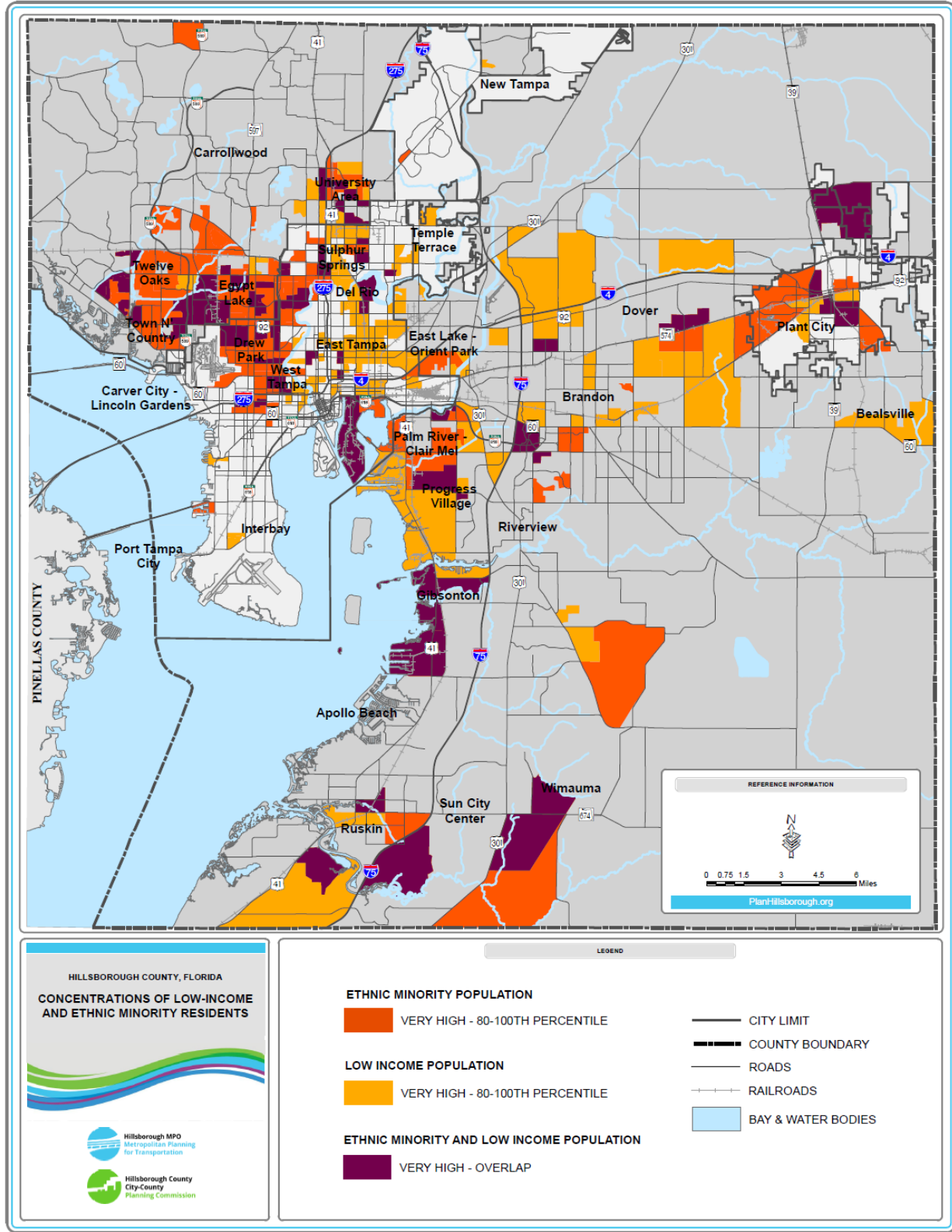
In addition, an intersection map representing the TPO's identified Environmental Justice Areas is provided. This map shows the location of low-income households, Hispanic or Latino communities, or racial minority communities in the top 10th percentile of block groups by concentration. The methodology for identifying the top 10th percentile of these concentrations is the same as detailed in **Appendix C** and previous section on threshold maps. The related transportation analysis zones (TAZ) for this map can also be found in the **Appendix D** for input into the Tampa Bay Regional Planning Model.

Figure 25 is similar to the Communities of Concern Map used in the 2018 Nondiscrimination Plan. It counts the number of overlapping communities identified in the preceding maps (at the 80th percentile and above). This map is best suited for targeted countywide outreach to communities that have been the most underserved. The most underserved communities identified include Wimauma, East Tampa, West Tampa, and the University Area.



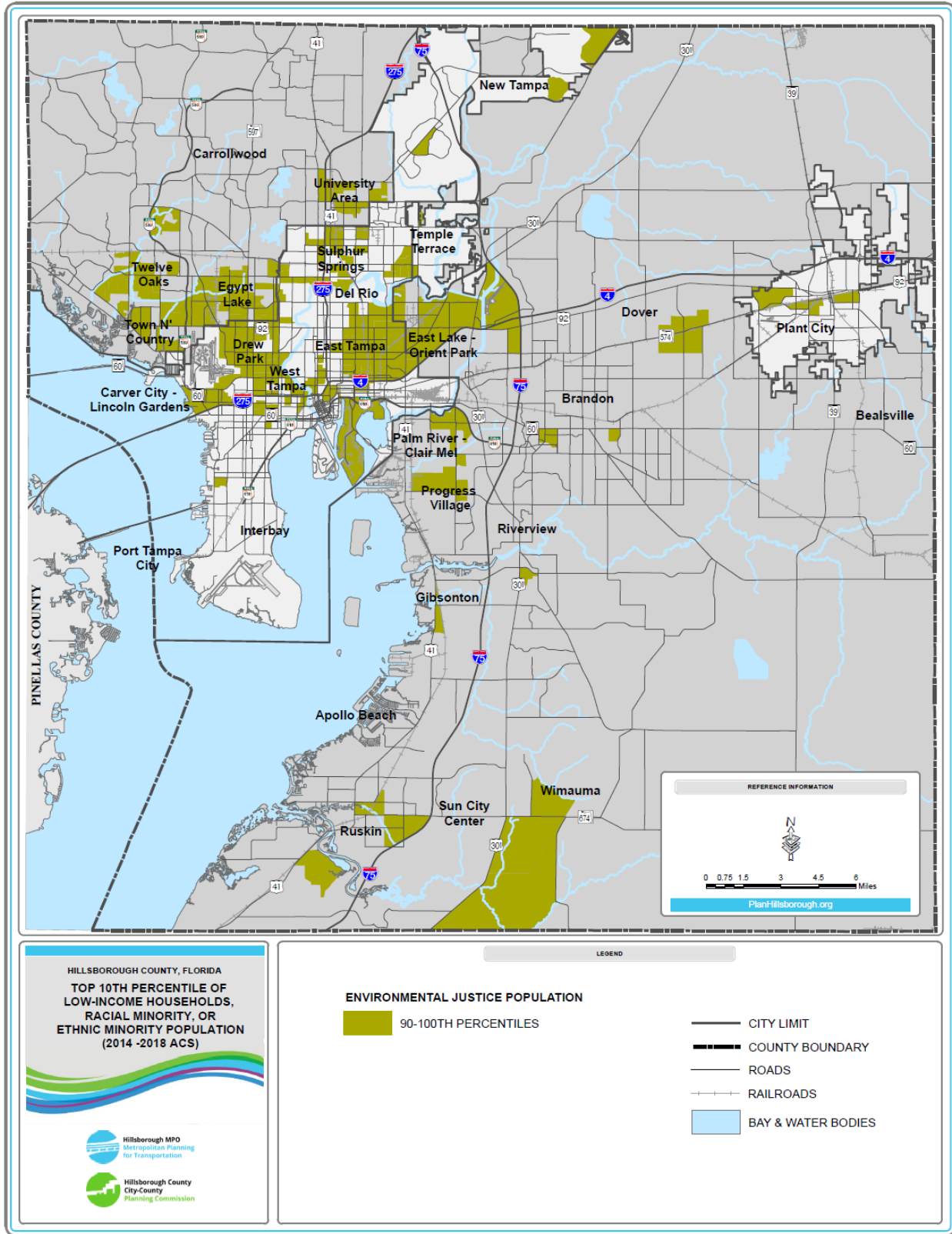
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Figure 22. Intersection Map of Very High Concentrations of Racial Minority Populations and Low-Income Households



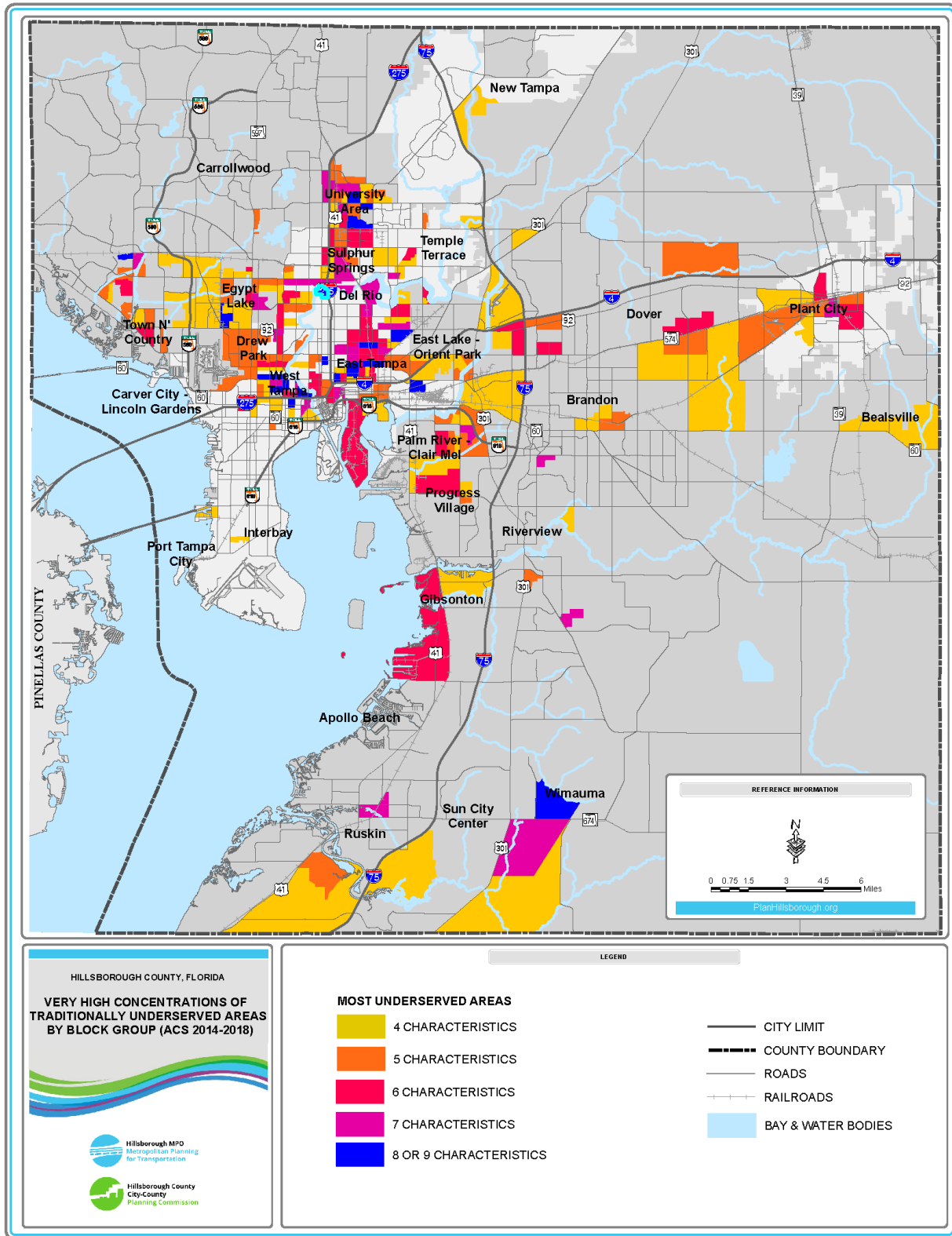
Author: barberj Date: 3/8/2021 Document Path: T:\1-1_Transp_Planning_Mgmt\Title VI, LEP, ADA, EEO\Title VI Files\Title VI Plan Updates\2021 Title VI Nondiscrimination Plan\Task_3_COC_Maps\MXD\Intersection_EJ_Eth

Figure 23. Intersection Map of Very High Concentrations of Hispanic or Latino Population and Low-Income Households



Author: barberj Date: 6/17/2021 Document Path: T:\1-1_Transp_Planning_Mgmt\Title VI, LEP, ADA, EEO\Title VI Files\Title VI Plan Updates\2021 Title VI Nondiscrimination Plan\Task_3_COC_Maps\MXD\ EJ_All.mxd

Figure 24. Environmental Justice Areas



Author: barberj

Date: 3/15/2021

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Figure 25. Intersection Map of Most Underserved Areas

Component 2. Community Engagement, Access, and Representation

Planning for growth and change is a collaborative effort that must be inclusive of all members of the community, from government services providers to community organizations, developers and financiers, planning and transportation agencies, and residents.

An inclusive approach to planning relies on the principle that all groups are adequately informed of planning activities and can participate in the planning process. The TPO and Planning Commission must take steps to ensure that members of the public have opportunities to become informed about the planning process. Public engagement is an integral part of comprehensive planning, transportation planning, and project decision-making. By law, public participation in planning and access to information must be inclusive of limited English-speaking populations and disabled people, including people who are blind, deaf, or have other challenges when accessing information and places, and should include consultation with federally-recognized Indian Tribes on a government-to-government basis.

The TPO's Public Participation Plan (PPP) provides a broad range of strategies to inform the community and engage with and respond to community concerns as they relate to the TPO's planning processes. A related document, the PPP Measures of Effectiveness (MOE) report, evaluates how well the TPO is doing in this regard and is discussed more fully in **Component 4. How We Evaluate Outreach Effectiveness.**

The Planning Commission has adopted rules for comprehensive plan amendments which include advertisement in the newspaper, mailouts, and notification of neighborhood and minority groups in some jurisdictions. Several hearings by local governments and recommendations issued by the Planning Commission are held, and members of the public have the opportunity to comment. The Planning Commission is not required to have a document similar to the TPO's PPP; nonetheless, there are many public engagement activities conducted by the Planning Commission that are guided by the TPO's PPP.

Community Partnerships

Broadly, the agency strives to maintain active and ongoing relationships with key organizations and community advocates. Plan Hillsborough maintains and regularly updates a complete list of neighborhood and civic groups that are active in the demographic and geographic areas of populations that have been historically underserved. The TPO and Planning Commission regularly partner on events, outreach activities for specific projects, and initiatives like the Vision Zero Coalition with nonprofit organizations such as the University Area Community Development Corporation (UACDC), the Corporation to Develop Communities of Tampa, Inc. (Tampa CDC), the Enterprising Latinas, the Wimauma CDC, the Council on American-Islamic Relations (CAIR), and many others. Plan Hillsborough also frequently partners with local Universities and college programs including the University of South Florida's Center for Urban Transportation (CUTR) and the Master of Urban and Regional Planning (MURP) program.

Plan Hillsborough also adopted a Strategic Plan in 2018 that includes two goals focused on developing and enhancing planning partnerships and increasing and improving citizen engagement. The following partnership and engagement initiatives were advanced since the passing of the plan.

On June 27, 2020, Plan Hillsborough staff participated in Tampa Mayor Jane Castor’s Art of the Block Mural Day. The City of Tampa commissioned artists to paint five street murals in the neighborhoods of West Tampa, East Tampa, Tampa Heights, Westshore, and Downtown Tampa. Each of the mural designs celebrated unity and inclusiveness. Plan Hillsborough sponsored the Black Lives Matter mural painted in Downtown Tampa at the intersection of East Cass Street and North Jefferson Street.

Throughout 2020, staff collaborated on events that provided historical and current context to understand and improve equity. The Planning Commission’s October Lunch and Learn hosted Dr. Allen Bliss, CEO of the Jacksonville Historical Society, and Adjunct Professor of History at the University of North Florida. Dr. Bliss’s presentation was open to the public. He discussed how Tampa was planned through the Great Depression, including the legacies of redlining, the Home Ownership Loan Corporation, and planning for the Interstate system.

Plan Hillsborough also forged a new partnership with ULI Tampa Bay (a chapter of the Urban Land Institute) by co-hosting Charles T. Brown, MPA, CPD, LCI, senior researcher and adjunct professor at the Bloustein School’s Alan M. Voorhees Transportation Center at Rutgers University. Mr. Brown presented to hundreds of real estate and planning professionals on real estate, transportation, health, and equity. He candidly discussed the impact of historical and contemporary injustices on Black people and others who have been systemically marginalized, and the importance of fairness within the processes and distribution of resources by institutions or systems.

Efforts were also undertaken to increase education and involvement of youth. The Future Leaders in Planning (FLiP) program was created to teach local Hillsborough County high school students about planning throughout the summer. The program was recently expanded to “FLiP Jr.” and brought to Hillsborough County elementary and middle school students in Tampa Heights, Palm River and Town N’ Country. Staff also participate in the Great American Teach-In with similar materials to engage students in planning and civic involvement.

Steps for Limited English Proficient People – Translation and Interpretation Services
As part of the TPO’s and Planning Commission’s dedication to reducing and removing barriers to participation, the TPO and Planning Commission provide translation and interpretation services for those who are less than proficient in English and produce materials using plain language that is reasonably understandable by proficient speakers.

Executive Order 13166 requires subrecipients of federal funding to develop plans for people for whom English is not their native language or who have limited ability to read, speak, write, or understand English. As a subrecipient of federal funding, the Hillsborough TPO takes reasonable

steps to ensure meaningful access to the information and services it provides. The Planning Commission also takes reasonable steps to ensure meaningful access to people with limited English proficiency as part of its commitment to ensuring access to its services and programs.

Based on guidance from the USDOT, the TPO utilizes a four-factor analysis to determine which language assistance services are appropriate to address the needs of the LEP population. The factors to be considered include:

- Number and proportion of LEP persons in the eligible service area,
- Frequency with which LEP persons come in contact with the program,
- Importance of the service provided by the program, and
- Resources available and overall TPO cost.

The TPO analyzes the four factors in conjunction with the area demographics, the PPP, the PPP MOE report, community partner feedback, and funding to determine when and to what extent LEP services are required. Further information on federal requirements and TPO efforts can be found in the 2020 PPP.

The Planning Commission provides translation services on an as-needed basis and as resources are available, and proactively translates planning documents when the Planning Commission expects a large proportion of participants or readers will have limited English proficiency.

Notices for major events, workshops, and requests for proposals are currently placed in two newspapers that serve minority audiences. *La Gaceta* is a weekly publication with a circulation of over 21,000 people and a predominantly Spanish-speaking readership. It is the nation's only tri-language newspaper (English, Spanish, and Italian). *The Florida Sentinel* newspaper has a large, local, mostly African American readership and is published semi-weekly with a circulation of over 30,000 readers.

As 24.5% of Hillsborough County's population speaks Spanish and 10.5% of the county's population are LEP Spanish-speakers (**Table 3**), Plan Hillsborough hosts a page on its website dedicated to providing easy access to plans and documents translated to Spanish, from the LRTP to TPO newsletters. Planning assistance is offered in Spanish, and a staff member's contact information is readily available, as well as a Spanish language telephone number and extension. The website also has a prominent Google Translate function with more than 100 languages available. In addition, new mobile technologies provide opportunities to translate speech in real-time in order to interact more easily with persons who do not speak English well.

The TPO and Planning Commission have a program to make interpreter services available free of charge upon request at least three business days prior to a wide variety of meetings and events. This service includes TPO Board and committee meetings, Planning Commission

meetings, workshops, forums, and all noticed events. The specific language included in agendas reads:

“Persons needing interpreter services or accommodations for a disability in order to participate in this meeting, free of charge, are encouraged to contact Joshua Barber, (813) 576-2313 or barberj@plancom.org, three business days in advance of the meeting. If you are only able to speak Spanish, please call the Spanish helpline at (813) 272-5940 or (813) 273-3774 and dial 1.

Se recomienda a las personas que necesiten servicios de interpretación o adaptaciones por una discapacidad para participar en esta reunión, o ayuda para leer o interpretar los temas de esta agenda, sin costo alguno, que se pongan en contacto con Joshua Barber, (813) 576-2313 o barberj@plancom.org, tres días hábiles antes de la reunión. Si sólo habla español, por favor llame a la línea de ayuda en español al (813) 272-5940 o (813) 273-3774 ext. 1.”

Table 3. Number and Proportion of LEP Persons in Hillsborough County (Source: 2019 ACS 1-year)

Language	Number of Persons	Proportion to County Population
Total Population	1,383,139	100%
Speak Only English	947,714	68.5%
Speak English less than "very well"	174,636	12.6%
Spanish	338,840	24.5%
Speak English less than "very well"	144,676	10.5%
French (incl. Cajun)	7,197	0.5%
Speak English less than "very well"	1,019	0.1%
Haitian	7,596	0.5%
Speak English less than "very well"	2,467	0.2%
Italian	1,314	0.1%
Speak English less than "very well"	659	0.0%
Portuguese	4,608	0.3%
Speak English less than "very well"	1,563	0.1%
German	3,969	0.3%
Speak English less than "very well"	267	0.0%
Yiddish, Pennsylvania Dutch or other West Germanic languages	910	0.1%
Speak English less than "very well"	0	0.0%
Greek	587	0.0%
Speak English less than "very well"	0	0.0%
Russian	2,766	0.2%
Speak English less than "very well"	801	0.1%
Polish	688	0.0%
Speak English less than "very well"	181	0.0%
Serbo-Croatian	967	0.1%
Speak English less than "very well"	0	0.0%
Ukrainian or other Slavic languages	1,277	0.1%
Speak English less than "very well"	321	0.0%
Armenian	0	0.0%
Speak English less than "very well"	0	0.0%
Persian (incl. Farsi, Dari)	1,456	0.1%
Speak English less than "very well"	652	0.0%
Gujarati	4,013	0.3%
Speak English less than "very well"	1,049	0.1%
Hindi	4,386	0.3%
Speak English less than "very well"	902	0.1%
Urdu	2,115	0.2%
Speak English less than "very well"	900	0.1%
Punjabi	182	0.0%

Speak English less than "very well"	31	0.0%
Bengali	745	0.1%
Speak English less than "very well"	298	0.0%
Nepali, Marathi, or other Indic languages	1,467	0.1%
Speak English less than "very well"	153	0.0%
Other Indo-European languages	1,802	0.1%
Speak English less than "very well"	157	0.0%
Telugu	3,144	0.2%
Speak English less than "very well"	1,456	0.1%
Tamil	1,635	0.1%
Speak English less than "very well"	210	0.0%
Malayalam, Kannada, or other Dravidian languages	2,189	0.2%
Speak English less than "very well"	396	0.0%
Chinese (incl. Mandarin, Cantonese)	7,275	0.5%
Speak English less than "very well"	4,309	0.3%
Japanese	615	0.0%
Speak English less than "very well"	189	0.0%
Korean	1,022	0.1%
Speak English less than "very well"	533	0.0%
Hmong	638	0.0%
Speak English less than "very well"	0	0.0%
Vietnamese	8,004	0.6%
Speak English less than "very well"	5,301	0.4%
Khmer	881	0.1%
Speak English less than "very well"	271	0.0%
Thai, Lao, or other Tai-Kadai languages	1,076	0.1%
Speak English less than "very well"	589	0.0%
Other languages of Asia	1,995	0.1%
Speak English less than "very well"	977	0.1%
Tagalog (incl. Filipino)	3,894	0.3%
Speak English less than "very well"	1,684	0.1%
Ilocano, Samoan, Hawaiian, or other Austronesian languages	453	0.0%
Speak English less than "very well"	202	0.0%
Arabic	11,232	0.8%
Speak English less than "very well"	1,997	0.1%
Hebrew	362	0.0%
Speak English less than "very well"	51	0.0%
Amharic, Somali, or other Afro-Asiatic languages	1,001	0.1%
Speak English less than "very well"	249	0.0%

Yoruba, Twi, Igbo, or other languages of Western Africa	885	0.1%
Speak English less than "very well"	79	0.0%
Swahili or other languages of Central, Eastern, and Southern Africa	562	0.0%
Speak English less than "very well"	0	0.0%
Navajo	0	0.0%
Speak English less than "very well"	0	0.0%
Other Native languages of North America	135	0.0%
Speak English less than "very well"	47	0.0%
Other and unspecified languages	1,542	0.1%
Speak English less than "very well"	0	0.0%

Steps for Persons with Disabilities

The Americans with Disabilities Act (ADA) prohibits discrimination against and ensures equal opportunity for persons with disabilities. It is a Civil Rights law and public agencies must adhere to the act’s rules and regulations regardless of federal funding status.

As part of the TPO’s and Planning Commission’s dedication to reducing and removing barriers to participation, the TPO and Planning Commission provide accommodations and undertake proactive steps to ensure citizens with disabilities can access information and meaningfully participate in decision-making. The TPO and Planning Commission recognize that persons with mobility impairments often have difficulty traveling to meeting locations. Therefore, all meetings are held in locations that are wheelchair accessible. In addition, specialized transportation, such as wheelchair lift-equipped vans, may be scheduled to pick them up and return them home. The TPO and Planning Commission strive to specifically reach out to disabled people and go to events where there is likely to be a large presence of disabled people in attendance. This allows the agencies to hear directly from the disabled, and better plan with them for their needs.

Ongoing TPO and Planning Commission service standards include:

- Transportation to and from TPO and Planning Commission meetings and events for the transportation disadvantaged free of charge,
- Coordination with the Planning Commission and Hillsborough County’s Citizen Action Center to provide an interpreter for phone-in and walk-in customers,
- Coordination with partner agencies and organizations to meet requests,
- Alternative publications for persons with seeing or hearing impairments, upon request, in formats such as audio transcription or Braille (may be limited to Executive Summaries of larger documents),

- Maintenance of the Plan Hillsborough website to be accessible under WAI-AA and US Section 508, making use of World Wide Web Consortium standards, including XHTML and CSS,
- Producing documents compliant with Web Content Accessibility Guidelines - latest edition,
- An accessibility widget prominently located in the top right corner of the Plan Hillsborough website to increase contrast, text size, and other features (**Figure 26**), and
- Scheduling many hearings and project workshops in the evenings to encourage attendance.

Each meeting notice includes the following language:

“Persons needing interpreter services or accommodations for a disability in order to participate in this meeting, free of charge, are encouraged to contact Joshua Barber, (813) 576-2313 or barberj@plancom.org, three business days in advance of the meeting. If you are only able to speak Spanish, please call the Spanish helpline at (813) 272-5940 or (813) 273-3774 and dial 1”.

As part of the TPO’s last Federal Review, reviewers recommended that the TPO conduct a self-evaluation for compliance under the ADA and related regulations and develop an ADA Transition Plan. This guidance is provided as a recommendation in **Part VII: Recommendations for Advancing Nondiscrimination and Equity** of this report, along with the suggestion that the ADA self-evaluation should cover the entirety of Plan Hillsborough rather than just the TPO.

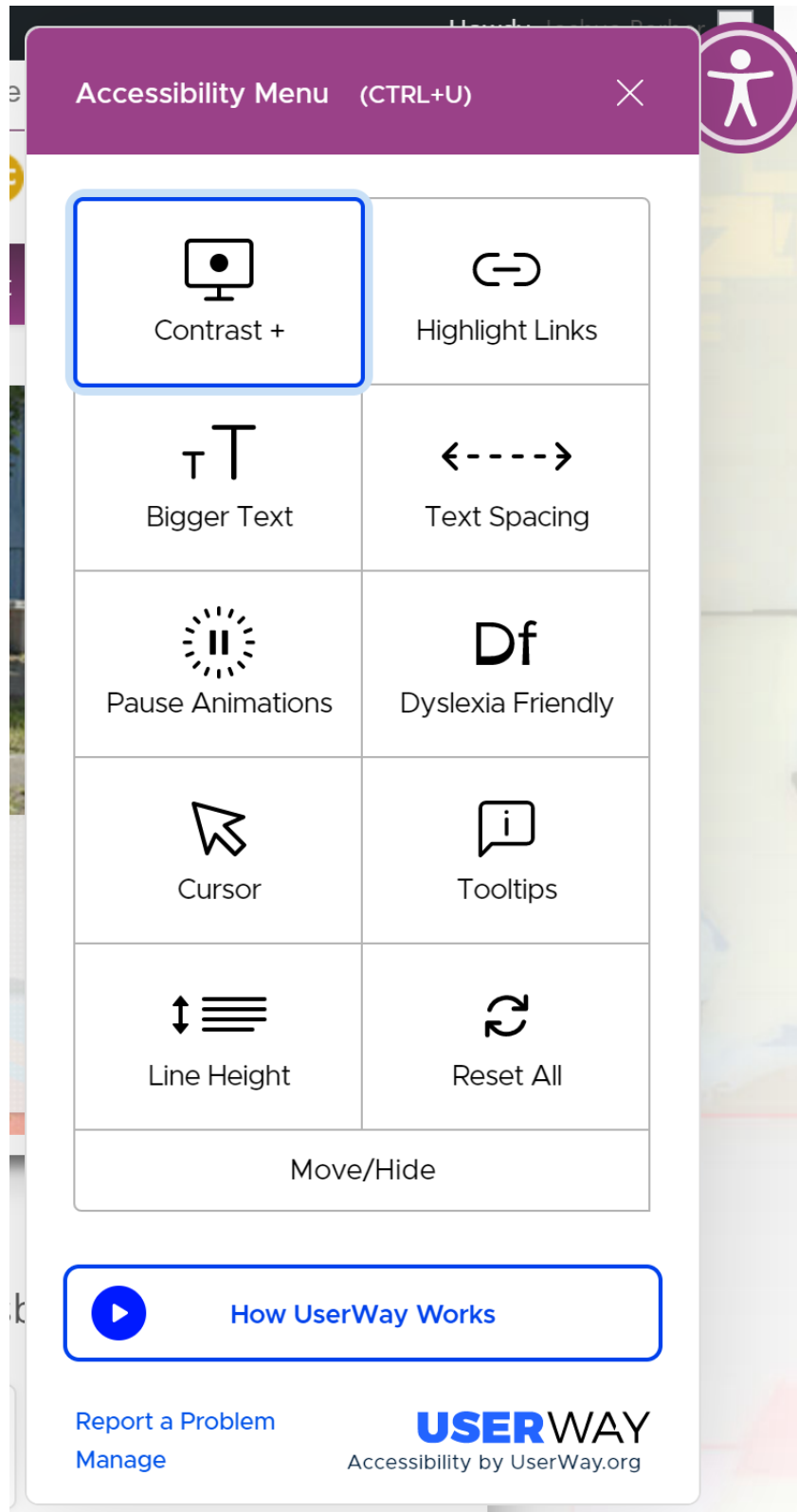


Figure 26. Accessibility Widget on Plan Hillsborough's Website

Community Representation on Boards, Committees, and Commission

The Planning Commission and TPO recognize that having decision-making bodies that reflect the diversity of Hillsborough County is essential for fostering community trust and collaborating on policy decisions that reflect the needs and vision of Hillsborough County and its local communities.

The TPO has seven diverse committees to advise, assess, and provide expertise to the TPO Board. Several of these standing committees include seats set aside for historically underrepresented groups, including racial and ethnic minorities, youth, and persons with disabilities. The Planning Commission does not have any advisory committees that provide guidance to the Planning Commission.

FTA Circular 4702.1B states, *“Subrecipients that have transit-related non-elected planning boards, advisory councils, or committees, the membership of which is selected by the subrecipient, must provide a table depicting the racial breakdown of the membership of those committees, and a description of efforts made to encourage the participation of minorities on such committees.”* As such, demographic data are collected from TPO Board and committee members to comply with federal regulations and track committees’ similarity to the county population. TPO Board members are regularly encouraged to nominate candidates from historically underrepresented populations, and staff members reach out to community groups to find candidates. A summary of these efforts, and results, is provided with each quadrennial certification of the TPO.

The following explains the purpose and intent of the TPO’s two state-mandated committees: The Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC).

Florida Statute 339.175.6(d) states, *“Each M.P.O. shall appoint a technical advisory committee, the members of which shall serve at the pleasure of the M.P.O. The membership of the technical advisory committee must include, whenever possible, planners; engineers; representatives of local aviation authorities, port authorities, and public transit authorities or representatives of aviation departments, seaport departments, and public transit departments of municipal or county governments, as applicable; the school superintendent of each county within the jurisdiction of the M.P.O. or the superintendent’s designee; and other appropriate representatives of affected local governments.”*

Florida Statute 339.175.6(e)1. states, *“Each M.P.O. shall appoint a citizens’ advisory committee, the members of which serve at the pleasure of the M.P.O. The membership on the citizens’ advisory committee must reflect a broad cross-section of local residents with an interest in the development of an efficient, safe, and cost-effective transportation system. Minorities, the elderly, and the handicapped must be adequately represented.”*

The purpose and intent of these committees, in particular the CAC, must be considered when making decisions about committee structure, and how they ensure representation, especially from groups that have been historically excluded, or otherwise underserved.

The Planning Commission is appointed by Hillsborough County and its local jurisdictions – the City of Tampa, the City of Temple Terrace, and the City of Plant City as described in law. Currently, four members are appointed by the Hillsborough County Board of County Commissioners, four members are appointed by the Tampa City Council, one member is appointed by the City of Temple Terrace Council, and one by the City of Plant City Commission.

All TPO Board, committee, and Planning Commission meetings are open to the public and the opportunity for anyone to public comment is provided, usually at the beginning of the meeting and on occasion before or after individual agenda items. Actions are publicly noticed, and anyone may add themselves to the agenda mailing lists through the TPO's or Planning Commission's online subscription service or by contacting the TPO or Planning Commission.

A demographic breakdown, as of June 2021, of the TPO Board, committees, and Planning Commission is provided in **Table 4**, **Table 5** and **Table 6** below. The information in these tables was obtained through a survey sent out to all TPO Board, committee, and Planning Commission members asking them to self-identify. Not all members responded. The percentages displayed are the percentage of the total number of TPO Board, committee, or Planning Commission members, NOT the percentage of the total number of respondents. Percentages are rounded.

Table 4. Representation on Planning Commission, TPO Board, and TPO Committees – Gender, Age, and Disability

Board, Committee, or Commission	Total Number of Members	Total Number of Responses	Women	Men	Age 65+	Age 36 -64	Age 18 -35	Disabled
Planning Commission	12	10 (83%)	5 (42%)	5 (42%)	0	9 (75%)	1 (8%)	0
TPO Board	16	16 (100%)	8 (50%)	8 (50%)	4 (25%)	12 (75%)	0	0
TPO Policy Committee	7	6 (86%)	4 (57%)	2 (29%)	3 (43%)	3 (43%)	0	0
TPO Citizens Advisory Committee	23	16 (70%)	7 (30%)	11 (42%)	4 (17%)	9 (39%)	3 (13%)	1 (4%)
TPO Transportation Disadvantaged Coordinating Board	18	14 (78%)	8 (44%)	6 (33%)	6 (33%)	6 (33%)	2 (11%)	1 (6%)
TPO Bicycle/Pedestrian Advisory Committee	24	14 (58%)	7 (29%)	7 (29%)	3 (13%)	7 (29%)	4 (17%)	0
TPO Technical Advisory Committee	15	12 (80%)	4 (27%)	8 (53%)	1 (7%)	11 (73%)	0	0
TPO Livable Roadways Committee	23	16 (70%)	7 (30%)	9 (39%)	1 (4%)	14 (61%)	1 (4%)	0
TPO Intelligent Transportation Systems Committee	7	4 (57%)	1 (14%)	3 (43%)	0	4 (57%)	0	0

Table 5. Representation on Planning Commission, TPO Board, and TPO Committees – Race and Ethnicity

Board, Committee, or Commission	Total Number of Members	Total Number of Responses	White	Black or African American	Asian or Asian American	Hispanic or Latino	American Indian or Alaska Native	Other
Planning Commission	12	10 (83%)	9 (75%)	0	0	1 (8%)	0	0
TPO Board	16	16 (100%)	14 (86%)	2 (13%)	0	1 (6%)	0	0
TPO Policy Committee	7	6 (86%)	6 (86%)	0	0	1 (14%)	0	0
TPO Citizens Advisory Committee	23	16 (70%)	11 (48%)	4 (17%)	0	0	0	1 (4%)
TPO Transportation Disadvantaged Coordinating Board	18	14 (78%)	11 (61%)	3 (17%)	0	1 (6%)	0	0
TPO Bicycle/Pedestrian Advisory Committee	24	14 (58%)	13 (54%)	1 (4%)	0	0	0	0
TPO Technical Advisory Committee	15	12 (80%)	11 (74%)	0	0	1 (7%)	0	1 (7%)
TPO Livable Roadways Committee	23	16 (70%)	14 (61%)	1 (4%)	0	4 (17%)	1 (4%)	0
TPO Intelligent Transportation Systems Committee	7	4 (57%)	4 (57%)	0	0	1 (14%)	0	0

Table 6. Representation on Planning Commission, TPO Board, and TPO Committees – Annual Household Income (AHI)

Board, Committee, or Commission	Total Number of Members	Total Number of Responses	Over \$150,000 AHI	\$100,000 - \$149,999 AHI	\$75,000 - \$99,999 AHI	\$50,000 - \$74,999 AHI	\$30,000 - \$49,999 AHI	\$15,000 - \$29,999 AHI	Under \$15,000 AHI
Planning Commission	12	10 (83%)	3 (25%)	6 (50%)	1 (8%)	0	0	0	0
TPO Board	16	16 (100%)	7 (44%)	5 (31%)	1 (6%)	1 (6%)	1 (6%)	0	0
TPO Policy Committee	7	6 (86%)	1 (14%)	3 (43%)	0	1 (14%)	0	0	0
TPO Citizens Advisory Committee	23	16 (70%)	3 (13%)	5 (22%)	3 (13%)	2 (9%)	1 (4%)	1 (4%)	0
TPO Transportation Disadvantaged Coordinating Board	18	14 (78%)	1 (6%)	6 (33%)	2 (11%)	2 (11%)	2 (11%)	0	0
TPO Bicycle/Pedestrian Advisory Committee	24	14 (58%)	2 (8%)	5 (21%)	4 (17%)	1 (4%)	1 (4%)	0	0
TPO Technical Advisory Committee	15	12 (80%)	5 (33%)	3 (20%)	2 (13%)	0	1 (7%)	0	0
TPO Livable Roadways Committee	23	16 (70%)	9 (39%)	3 (13%)	4 (17%)	0	0	0	0
TPO Intelligent Transportation Systems Committee	7	4 (57%)	0	2 (29%)	2 (29%)	0	0	0	0

Component 3. How We Evaluate Equity Needs and Outcomes in Plans

The TPO and Planning Commission prepare county-wide and city-specific plans and studies for the entire 1,000+ square-mile planning area of Hillsborough County. These include the Comprehensive Plans and the Long-Range Transportation Plan (LRTP), as well as corridor and sub-area studies that focus on the needs of particular communities or areas. These studies guide policymaking by local jurisdictions and officials and may result in the delivery of public services and goods such as transportation projects. *How equitable is the distribution of projects and investments? Who benefits, and who is excluded from public investments and future opportunities? What existing disparities exist in the community?* are important questions considered. The emphasis on equitable plans and their delivery has increased, as have the variety of methods with which to measure equity. This component provides snapshots of current equity analyses by the TPO and Planning Commission and suggests recommendations for future methodology based on best practices.

The evaluation of the outcomes of TPO plans and projects is an essential component of Title VI, which states that no person shall be denied the benefits of plans and projects receiving federal financial assistance. The Executive Order on Environmental Justice furthers this by directing agencies receiving federal funding to evaluate the potential for and address disproportionately high and adverse human health or environmental effects as a result of agency programs, policies, and activities in minority populations and low-income populations.

Typically, at the county-wide and subarea levels, the primary tool to evaluate equity conditions and planning outcomes is Geographic Information Systems (GIS) overlay analysis, shown through maps and figures. The TPO also uses the Tampa Bay Regional Planning Model (TBRPM) which provides snapshots of future bus and highway statistics, emissions, and other performance measures based on projects in the TPO's Long Range Transportation Plan.

In addition to these, the use of academic and professional research has helped staff identify gaps and inequities that our agencies do not always explicitly consider and can help connect existing disparities to historical decision-making rooted in racism and discrimination.

GIS Tools

At the countywide level, the Hillsborough TPO and the Planning Commission use GIS tools to perform overlay analyses. These analyses use the locations of protected populations identified in the previous section to evaluate equity conditions and outcomes. Staff also uses GIS techniques at the subarea, special area, and corridor levels.

TPO Tools and Measures

GIS techniques are used to identify and visualize transit and transportation systems so that the TPO can make decisions that improve accessibility to jobs and life-sustaining services. For example, GIS overlay analyses have been used to identify where improvements can be made in the county's walk/bike network, which can improve health outcomes. GIS has also been used to map concentrations of poverty and how those concentrations have changed over time in the

county, and to estimate the number of people within the service area of a proposed transportation improvement. GIS also assists staff understand the distribution of facilities and population demographics within Environmental Justice areas compared to the rest of the county. Additional information on how TPO staff has used GIS analysis for public involvement, plan evaluation, and project prioritization can be found in **Part II: Equity Work in TPO Program Areas**.

The connectivity of the transportation network and between modes is another measurement of equity, as well as land use proximity, which refers to the mix of uses and the distance between destinations. Travel costs, either based on travel time or distance, are indicators of access and modal options. The availability of affordable housing, which determines where people can live and what jobs they readily have access to, is another measurement of equity, as well as access to community parks and recreation areas which impacts overall quality of life and health outcomes.

As part of the 2045 LRTP, trails and side paths that traverse Communities of Concern (COCs) (which are defined the same as underserved communities for the purposes of this report) as identified in the 2018 Nondiscrimination Plan were prioritized. This is shown in **Figure 27** below. Access to transit, trails, and safe pedestrian networks provide a multitude of transportation options for residents. This analysis can help ensure that modal options are prioritized for the communities that often need them the most. The 2021/22-2025/26 Transportation Improvement Program (TIP) also used an extensive GIS analysis to calculate the centerline miles of transportation projects in block groups with the highest concentration (20th percentile) of racial minorities, ethnic minorities, and low-income households. This analysis and an interactive map can be found on the TIP page of www.PlanHillsborough.org.

Finally, as part of this plan update, staff used the maps created for Component 1 above, particularly the *Intersection Map of Very High Concentrations of Racial Minority Populations and Low-Income Households* (**Figure 22**) and the *Intersection Map of Most Underserved Areas* (**Figure 25**), to target outreach efforts for this plan in the most underserved communities. More information about how the maps were used to design outreach methods for this Nondiscrimination and Equity Plan can be found in the *Methods* section of **Appendix G: Public Engagement Results**.

Planning Commission Tools and Measures

In 2020, the Planning Commission published the Concentrations of Poverty report which provides an overview of poverty data from the U.S. Census from 1970 to 2018. The purpose of the report is to understand the extent that people in Hillsborough County live in poverty, where those individuals and households exist, and to what extent poverty is concentrated in the county. The report found that from 1970 to 1990, poverty was primarily concentrated in urban cores, but starting around the year 2000 concentrations of people in poverty were dispersed outwards towards the suburbs, shown in **Figure 28**. This report contains one of the first pieces of research produced by Plan Hillsborough on the connection between historical racism in

housing and contemporary outcomes. Specifically, staff examined the connection between the Home Owners Loan Corporation Residential Security Map for the City of Tampa and current property value per acre. Staff found that there are lower property values in formerly redlined neighborhoods, and higher property values in greenlined neighborhoods (**Figure 29**).

Other GIS tools used by the agency include the Community Health Atlas, which provides maps of chronic disease rates, food deserts and food access, air quality and other environmental health measures, and health care access. This tool is located at:

<http://www.planhillsborough.org/health-atlas/>.

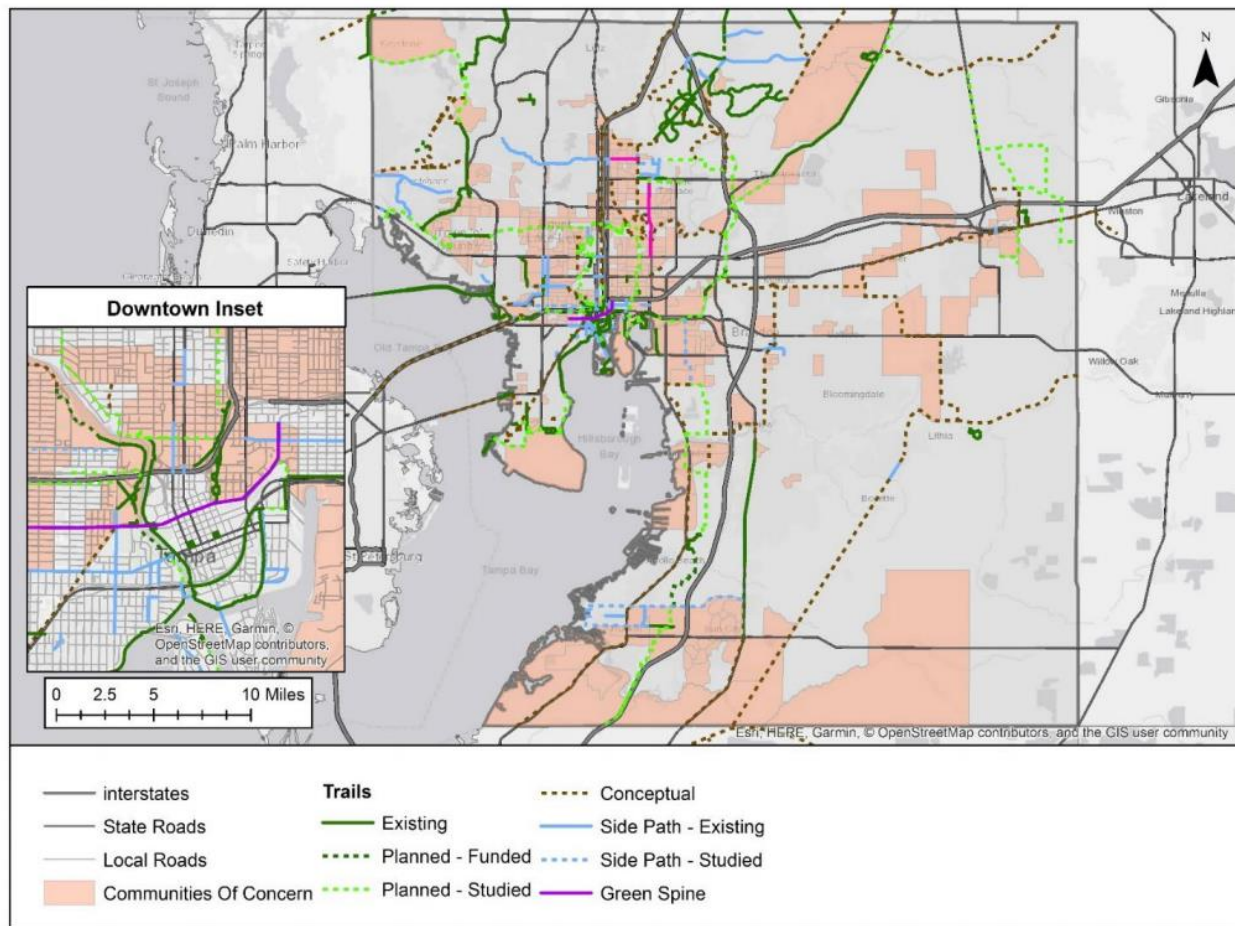


Figure 27. Trail and Side Path Network and Communities of Concern (Source: 2045 LRTP Real Choices when not Driving Technical Memorandum)

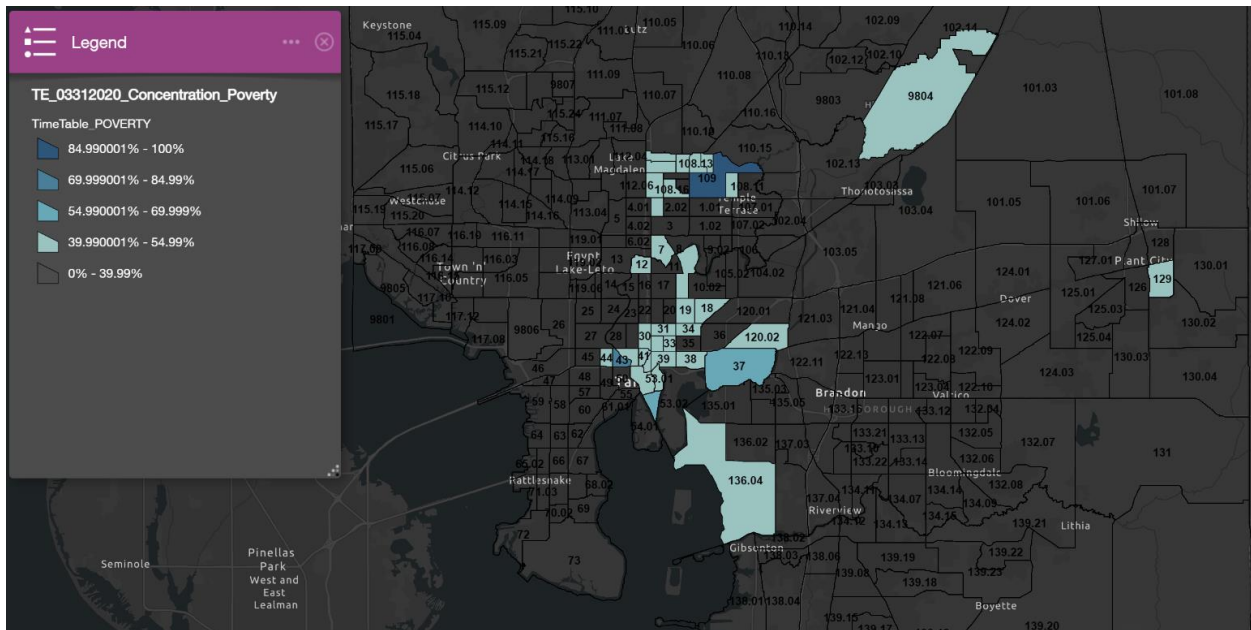


Figure 28. Concentrations of Poverty Map

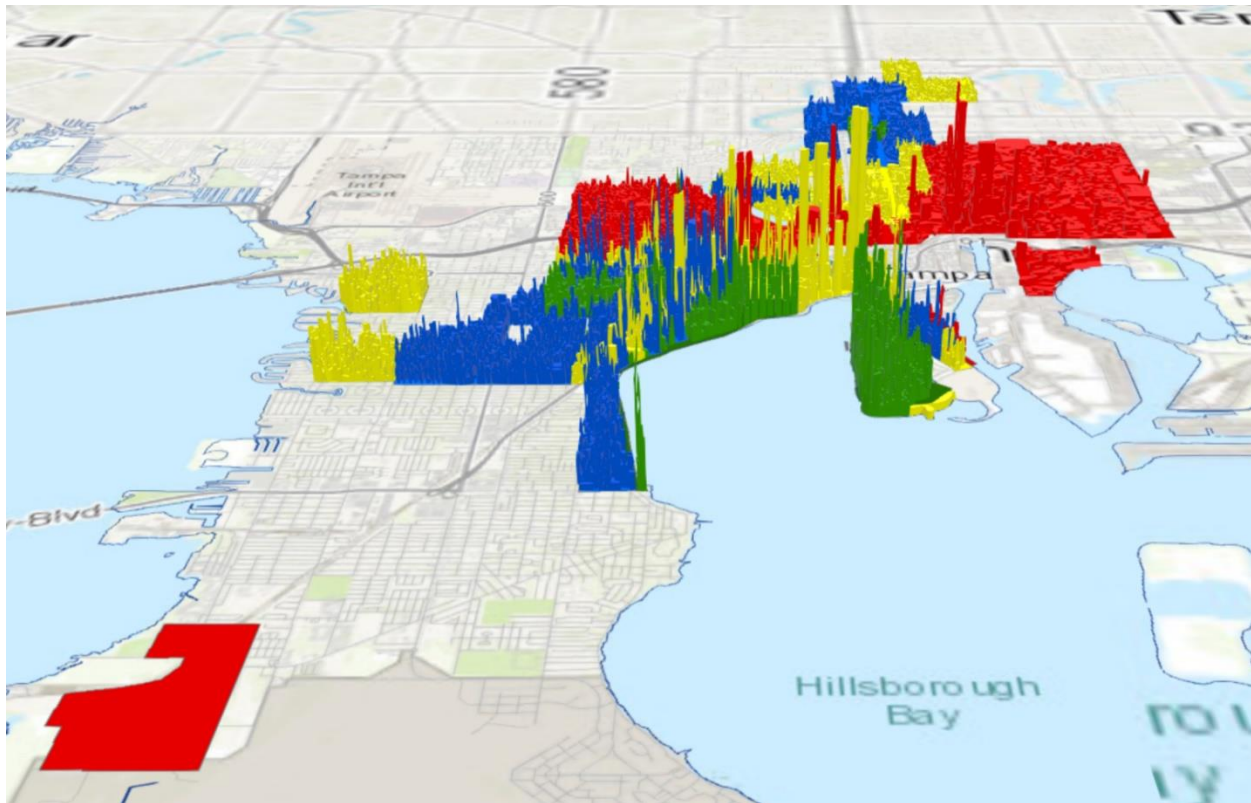


Figure 29. Property Value per Acre and City of Tampa Residential Security Map Grades

The Tampa Bay Regional Planning Model

The Hillsborough TPO uses the Tampa Bay Regional Planning Model (TBRPM) to estimate the cumulative impacts of transportation investments on minority and low-income populations as

forecast in the 25-year horizon. Areas with a high concentration of minority and low-income populations are currently flagged as Environmental Justice (EJ) areas in the TBRPM, and benefits and burdens for those populations are compared to the county as a whole. The numbers in **Table 7** reflect the 2015 Base and 2045 Cost Affordable Plan which includes dollars from the transportation surtax which was recently declared unconstitutional by the Florida Supreme Court. As a result, the actual outcomes by the planning horizon year of 2045 will be markedly different than the 2045 LRTP, with significantly less funding across the county.

Table 7. TBRPM 9.0 EJ Outputs (Including Surtax Funds)

	<u>EJ Areas</u> 2015 Base	<u>EJ Areas</u> 2045 Cost Affordable	Percent Change	<u>County</u> 2015 Base	<u>County</u> 2045 Cost Affordable	Percent Change
Highway Lane Miles	787	880	11.8%	1,006	1,363	35.5%
Bus Route Miles/Peak Transit Route Miles	341	318	-6.7%	1,212	1,494	23.3%
Population Within ¼-Mile of a Bus Route with <= 30-Minute Headway	96,115	148,603	54.6%	172,908	290,980	68.3%
% Within ¼-Mile of Bus Route with <= 30-Minute Headway	64%	64%	0.0%	13%	14%	7.7%

Source: Tampa Bay Regional Planning Model v9.0. Measures of Effectiveness Report

In addition to the statistics above, the TBRPM provides outputs on CO² emissions and hydrocarbons in the county, which will increase by 78% and 68% respectively.

It is recommended that staff continue to work with regional and state partners to refine the TBRPM, with the goal of producing outputs that are more useful for evaluating the benefits and burdens of LRTPs on EJ communities and other underserved communities in Hillsborough County. This should include examining how other outputs of the model can measure health impacts such as CO² emissions and hydrocarbons, and the distribution of those burdens on EJ communities.

Other Resources

Academic and Outside Organization Research

Academic research and reports by other professional and government organizations can provide significant insight into equity conditions across Hillsborough County. In addition, a

growing body of research is connecting historical racism in planning and housing practices, such as the Home Owners Loan Corporation Residential Security Maps, to contemporary environmental and social disparities. With the renewed interest in racial justice in 2020, it is important for the TPO and Planning Commission to keep abreast of this growing body of research and strive to actively incorporate and address the implications of the findings in transportation and comprehensive planning.

One example of a useful academic report is a paper titled *Associations between historical residential redlining and current age-adjusted rates of emergency department visits due to asthma across eight cities in California: an ecological study* by Anthony Nardone, et al. (2020). The paper found that historically redlined census tracts have significantly higher rates of emergency department visits due to asthma, and that this practice may be contributing to racial and ethnic asthma health disparities. In another article by Nardone, et. al. (2021) entitled *Redlines and greenspace: the relationship between historical redlining and 2010 greenspace across the United States*, the authors find that the worse HOLC grades were associated with reduced present-day greenspace, demonstrating the effect of institutional and structural racism on modern outcomes.

An example of useful research by other professional organizations is the *Regional Equity Report* published by the Tampa Bay Partnership in 2020. The report uses sets of indicators related to economic opportunity and mobility to assess performance and outcomes by race and ethnicity. Some key findings include that the median wages for Black workers are 21% less than for white workers, and this gap is consistent across all levels of education. The report also found that Black students in Tampa Bay have educational outcomes markedly below their white peers, from 3rd grade through high school evaluations. Black and Hispanic residents are less likely to have a computer or broadband internet, which is essential for success in the modern economy. Significantly – Black, Hispanic, and other races and ethnicities are much less likely to own their own home in Tampa Bay compared to white residents – which significantly impacts the accumulation of wealth between generations. Another example is the *Hillsborough County Health Equity Profile* published annually by the Office of Health Equity in the Florida Department of Health for Hillsborough County.

The research presented above only begins to scrape the surface on the amount of academic and outside organizational information available on disparities in access and outcomes between different demographics across Hillsborough County. Staff will continue to research information for their respective planning areas and use these findings to inform our planning processes.

Component 4. How We Evaluate Outreach Effectiveness

This component provides a summary of the existing practices for documenting and tracking public involvement efforts for both the TPO and Planning Commission. The Planning Commission and TPO document public outreach efforts and results, and both agencies internally track public engagement efforts and outreach through an internal program called MARS. This program is used to generate reports such as the PPP MOE and the Plan Hillsborough Annual Report.

Public participation is an essential component of Title VI, which states that no person shall be denied participation in projects and activities receiving federal financial assistance on account of their race, color, and national origin, and has been extended to a variety of other classes from other civil rights acts such as the ADA. The Executive Order on Environmental Justice (EJ) and the USDOT EJ Strategy furthers this by directing agencies to ensure better and targeted public participation with all potentially affected communities in the transportation decision-making process. The FDOT MPO Program Management Handbook concurrently requires the TPO to ensure and document early, continuous, and meaningful opportunities for involvement by minority and low-income communities.

TPO Outreach Effectiveness

The TPO sets procedures for public involvement, tracks efforts, and evaluates outreach to ensure compliance with a variety of federal and state law and legislation, including Title VI of the 1964 Civil Rights Act and the Executive Order on Environmental Justice, and to ensure that the agency advances the needs and vision of the communities served. Information on processes and procedures for outreach and evaluation can be found in the Public Participation Plan (PPP) and these measures are tracked in the Measures of Effectiveness (MOE) report.

The TPO's 2018/2019 PPP MOE tracks a breadth of items, including the number of publications and reports distributed, press releases sent, emails blasts sent, persons reached, social media engagement, number of public speakers at committee and board meetings, and attendees at TPO events, among others. While there are many items included in the PPP MOE, few of the metrics focus solely on Title VI or Environmental Justice outreach. Those that do focus primarily on the geographic location of participants and do not track the diversity of the participants themselves.

The 2018/2019 PPP MOE report showed that of the 243 meetings and events the TPO hosted or participated in, at least 45 (18%) were held in EJ areas, such as the Vision Zero Walk at the MLK parade held in East Tampa in February 2020 (**Figure 30**). While this is a decrease in the total percentage of meetings held in EJ areas compared to the 2014/2015 reporting year, it is an increase in the absolute number of meetings held. The zip codes of participants in meetings and events continue to be tracked, but there is no breakdown of how many individuals live in EJ or Title VI areas. The TPO continues to track the number of public meeting and hearing notices published in non-English newspaper such as La Gaceta, as well as the Florida Sentinel. Of the 11

notices published in newspapers for the reporting years, 2 were in the Sentinel Bulletin and 2 were in La Gaceta.

Recommendations in the 2018/2019 MOE report include increasing citizen engagement in EJ areas, developing strategies for flexibility in meeting public plan requirements especially considering changes from the COVID-19 pandemic, and seeking feedback on our public engagement strategies.



Figure 30. TPO Staff Facilitated a Vision Zero Walk in the 2020 Martin Luther King Jr. Parade, Held in East Tampa, an EJ Community

Planning Commission Outreach Effectiveness

The Plan Hillsborough Annual Report provides a snapshot of Planning Commission public involvement activities in the past fiscal year and efforts towards implementing the 2018 to 2023 Plan Hillsborough Strategic Plan. Public involvement statistics reported include the amount of presentations given to businesses, community, and stakeholder groups, clients served online and over the phone, website visits, Twitter followers, Facebook likes, and email subscribers. There is no reporting on targeted outreach to low-income or minority individuals, organizations, or geographic areas.

Component 5. Organizational Staffing and Structure

The Executive Directors are responsible for ensuring the implementation of the TPO and Planning Commission's Nondiscrimination Plan. The Civil Rights Officer has direct access to the Executive Directors and is responsible for coordinating the overall administration of the Title VI program, plan, and assurances. The Executive Directors are responsible for ensuring that their staff understands and adheres to the various Title VI requirements and produce a report documenting compliance triennially to the federal agencies from which the TPO and Planning Commission receive financial assistance. The organizational chart for Plan Hillsborough is found below in **Figure 31**.

The Civil Rights Officer is responsible for overseeing compliance with applicable nondiscrimination authorities in all planning areas as appropriate. Other staff members are expected to provide information and support to assist the Title VI Coordinator in performance of their responsibilities. The Civil Rights Officer will:

- Identify, investigate, and work to eliminate identified discrimination.
- Process discrimination complaints received by the TPO or Planning Commission, resolving them if possible and/or forwarding them to federal or state authorities with adjudication jurisdiction.
- Make a concerted effort to resolve complaints in accordance with Discrimination Complaint Procedures and document complaints in accordance with the agency Complaint Procedures.
- Meet with appropriate staff members to monitor and discuss progress, implementation, and compliance issues related to the Title VI Plan.
- Keep current with the Title VI requirements, attend training when needed and provide training to the staff, board, commission, committees, and the public if they have questions.
- Periodically review the Title VI Plan to assess whether administrative procedures are effective, staffing is appropriate, and adequate resources are available to ensure compliance.
- Work with staff involved with Consultant Contracts and, if the subrecipient is found to be noncompliant, resolve the deficiency status and write a remedial action if necessary, as described in the Consultant Contracts section of this document.
- Review important issues related to nondiscrimination with the Executive Directors, as needed.
- Maintain a list of Interpretation Service Providers.

- Assess communication strategies and address additional language needs when needed.
- Disseminate information related to the nondiscrimination authorities. The Title VI Plan is to be disseminated to employees, contractors, the general public, and any of the TPO subrecipients.
- Coordinate with appropriate federal, state, and regional entities to periodically provide employees with training opportunities regarding nondiscrimination.
- Encourage the TPO Board and committees to include representation from Title VI- and other underserved populations.

The Civil Rights Officer, with involvement and assistance from other members of Plan Hillsborough staff, is responsible for ensuring these elements of the plan are appropriately implemented and maintained. If information produced by the TPO or Planning Commission is needed in another language, if there are general accessibility requests, or if there are questions about the information contained within this document, please contact Joshua Barber, Civil Rights Officer at (813) 273-3774 or e-mail barberj@plancom.org.

All staff members involved in public involvement are responsible for evaluating and monitoring compliance with Title VI requirements in all aspects of Plan Hillsborough public involvement processes. Staff of Plan Hillsborough will:

- Ensure that all communications and public involvement efforts comply with Title VI, ADA, LEP, and EJ requirements as applicable.
- Distribute information on Title VI programs to the general public and provide information in languages other than English, as needed.
- Disseminate information to minority media and organizations representing low-income, disabled, and other underserved individuals to help ensure social, economic, and ethnic interest groups in Hillsborough County are represented in the planning process.
- Include the Title VI Notice to the public in full or as abbreviated versions in relevant press releases and on the Plan Hillsborough website.
- Notify affected protected groups of public meetings regarding proposed actions, and make the meetings accessible to all residents, including the use of interpreters when requested, or when a strong need for their use has been identified.
- If possible, collect statistical information voluntarily from attendees of public meetings using zip codes and demographic self-identification to track how well different segments of the population are represented in public participation efforts.

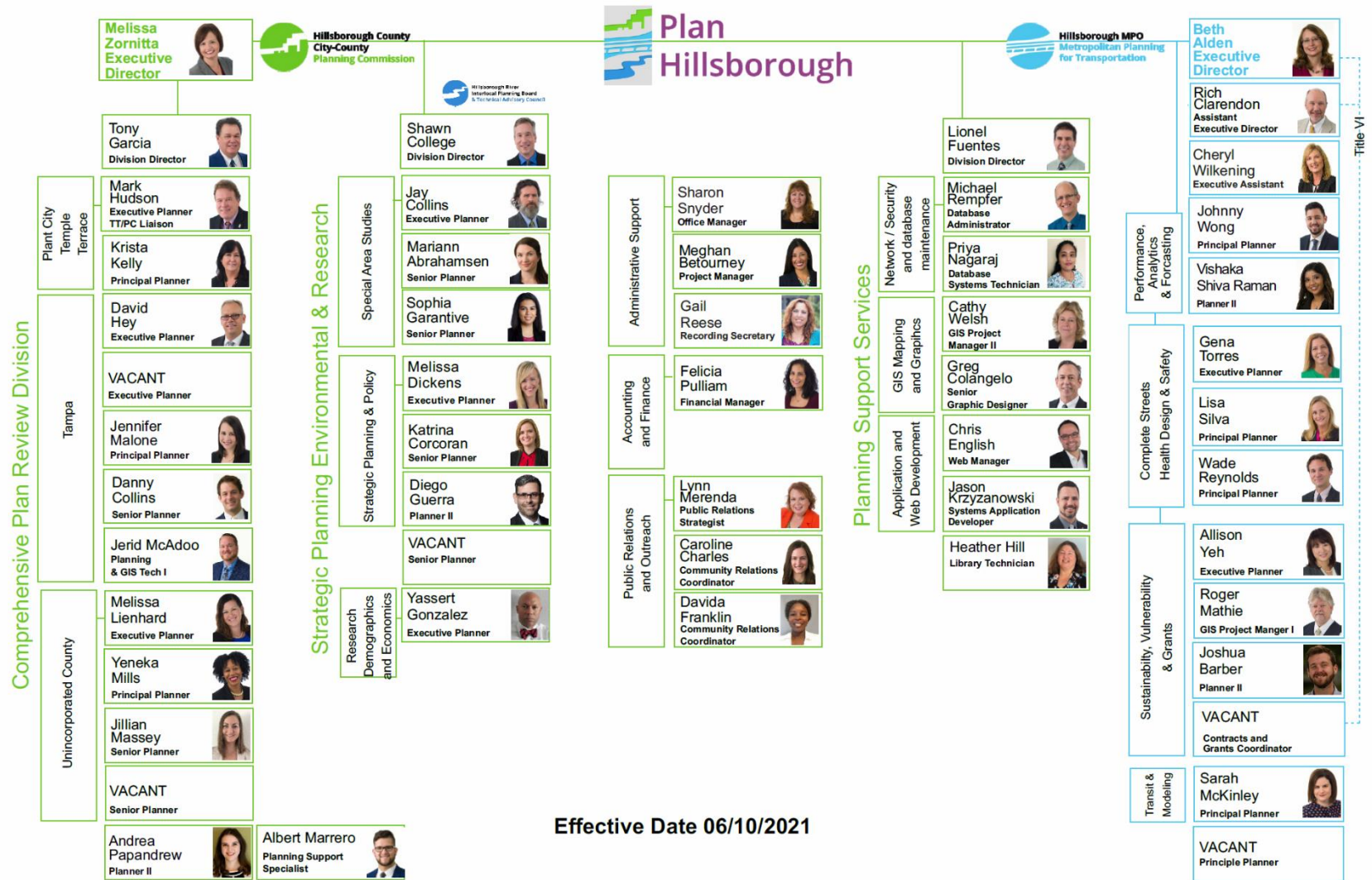


Figure 31. Plan Hillsborough Organizational Chart

2 Equity Work in TPO Program Areas



I would like to go to government meetings and not be the only disabled person there.

Vocational Rehabilitation paid for my vehicle conversion. If I had to pay, it would cost \$90,000, and that's just for the opportunity to succeed like my able-bodied brothers and sisters. Like everybody else, I have a job and family on top of my health needs. But I've scheduled accessible transportation, and I've had them cancel. These appointments are critical to my health. If I miss them, I'm screwed.

I would like to go to government meetings and not be the only disabled person there. And we need more opportunities to work in government agencies that are highly populated by able-bodied people. It's extremely problematic when some disability caucuses are run by people who are not disabled themselves.

- Kyle Romano

Part II: Equity Work in TPO Program Areas

The Hillsborough TPO ensures compliance with Title VI and nondiscrimination regulations and advances equity throughout the planning process and programming of transportation projects. As a subrecipient of federal transportation planning grants, the agency develops transportation plans and coordinates on technical and policy studies covering a wide range of transportation topics. It is the TPO's responsibility to ensure that these federally supported plans are conducted in a manner that is not discriminatory and does not have disproportionately negative impacts on minority or other protected communities. The primary tasks of the TPO's transportation planning process are:

- Long-Range Transportation Planning
- Developing the Transportation Improvement Program (TIP)
- System and Corridor Planning
 - Congestion Management, Crash Mitigation, Intelligent Transportation Systems (ITS)
 - Security and Emergency Preparedness
 - Complete Streets
 - Intermodal/Freight
 - Transit and Transportation Demand Management
 - Transportation Disadvantaged and Health & Equity
 - Corridor, Sub-Area, and Environmental
- Public Participation
- Regional Coordination
- Transportation Planning Management

This section will provide a review of how the TPO has incorporated the principles of nondiscrimination and equity into major planning areas and throughout products the TPO has developed since the 2018 Nondiscrimination Plan.

It's TIME Hillsborough 2045 Long Range Transportation Plan

Task:	Long Range Transportation Planning
Geographic Scale:	Countywide
Timeframe:	2016 - 2045
Outreach and Engagement Strategies:	
<p>The goal of the 2045 Long Range Transportation Plan (LRTP) outreach program was to reach and hear from as many people as possible and ensure that all citizens, especially those in Communities of Concern (CoC) know that their voices will be heard.</p> <p>Phase I of the outreach program included a tri-county survey that ran for two months in 2018. The survey was proactively translated into Spanish for residents. The TPO staff brought the survey to more than 85 community group meetings and events, schools, transit stations, libraries, markets, and bodegas. Many of these locations were in CoCs. In addition, online distribution was promoted with social media ad buys to reach underrepresented demographic groups. The survey responses represented a more white and more affluent population as compared to the region's average, with 70% having an annual household income over \$55,000, and 40% having an income over \$100,000. In general, the survey responses represent a more affluent population as compared to the region's average, or median income level. Of the three counties, Hillsborough County had the highest response rate by minority populations including 11% who identified as Hispanic, Latino or Spanish origin and 7% who identified as African American. While these percentages are lower than county totals, they do reflect an extensive outreach effort to try to maximize the survey participation rate among minority groups.</p> <p>In addition, to better understand how the perspectives of underserved groups may vary from the general population, Hillsborough TPO sponsored an analysis of the survey results broken down by demographics. Among many findings, the results indicated that Hispanic and African American respondents were more likely than white respondents to support expanding the urban growth area, adding an outer bypass highway loop, converting I-275 to an at-grade boulevard, expanding express bus rapid transit, and opposing tolls.</p> <p>Public involvement during Phase II of the outreach program included another two-month interactive online survey distributed through presentations, tabling, e-blasts, social media, and on-board survey outreach on Hillsborough Area Regional Transit (HART) buses. Phase II focused on Hillsborough County only, and more than 5,000 responses were received. TPO staff brought the survey to 34 events in communities across the county, including 18 in CoCs. Recognizing that the majority of responses to the Phase I survey came from online media link click-throughs rather than from extensive and time-consuming in-person outreach, Phase II outreach shifted resources towards earned, paid, and social media. To increase demographic representation, the media focus included Spanish-language radio and links in Spanish on the radio station's associated website, and even greater use of social media ad buys targeting zip codes of underrepresented demographic groups. Of note, the Phase II survey had a 50% increase of participation from Black or African American and</p>	

Hispanic or Latino individuals compared to the same outreach conducted during the 2040 LRTP update. However, these groups were still underrepresented, while white individuals and higher income groups were overrepresented.

Environmental Justice Analysis:

The analysis of the 2045 LRTP showed that due to development patterns, future travel demand and road projects proposed in the plan, the potential for health and environmental impacts associated with traffic has the potential to fall more heavily on EJ communities.

The analysis used proximity to roads requiring right-of-way acquisition as a proxy for exposure to potential impacts such as increased noise, air pollution, severe crash risk, or displacement. Zones with a high concentration of minority or low-income residents included 3% of the county land area, 6% of the county population, and 15% of the road expansion projects requiring right-of-way. In consultation with affected neighborhoods, the TPO identified strategies that can help avoid, minimize, or offset the potential impacts. These strategies can be incorporated into transportation projects by the implementing agencies as they further evaluate environmental impacts and design the projects to provide benefit to everyone. Identified mitigation efforts, which the TPO will continue to advocate for, include:

- Reduction in air pollutants through urban design.
- Improved access to jobs by driving, transit, and/or walking and bicycling.
- Safety modifications when restoring neighborhood-scale connections.

Prioritization and Targeted Investments:

The 2045 LRTP was built upon several technical memorandums’ analyses of the investments needed to maintain a state of good repair, improve crash statistics and travel time reliability by targeting hot spots and bottlenecks, and expand bus and walk/bikeway systems to more residents and jobs. The analyses estimated that additional funding is needed countywide, which in many cases would require doubling or tripling the funding available for each of these essential investment programs. Equity was not an explicit consideration in these analyses, but they illustrate the challenges of addressing infrastructure deficiencies both within CoCs and elsewhere.

In addition to these programmatic investments, the LRTP included an itemized list of widening and extension projects on the major road network. These itemized projects were screened for disproportionate impacts under the Environmental Justice Order, as discussed above. A health impacts screening was also conducted. As a result, some projects were flagged as having the potential to improve public health and/or safety conditions.

One specific widening project on the major road network received much attention during this plan update: the interchange of I-4 and I-275, also known as the Downtown Interchange. An expansion of the Downtown Interchange, ultimately requiring the acquisition of more than 200 parcels, has been part of the adopted LRTP since the 1990s. The impacted neighborhoods include high concentrations

of minority residents as well as low-income residents. In addition, the interchange was originally constructed with the partial intent of destroying a thriving black business district, as documented in **Appendix F: History of Discriminatory Planning**. Expansion of the interchange was vocally opposed by hundreds of community members at TPO public hearings in 2016, 2017, and 2018. The TPO utilized the Phase II outreach survey discussed above to seek public preferences about what to do with this project, offering four options and providing a short summary of the expected outcomes. The option that received the highest ratings countywide was also favorably reviewed by residents of the zip codes adjacent to the Downtown Interchange. Dubbed the “Safety/Traffic Quick Fix,” it dramatically scaled back the scope of the project, reducing it to adding one lane each on two ramps where back-ups occur daily. This concept was incorporated into the LRTP, signifying a sea change in the plans for the interchange. A few months later, the FDOT finalized an environmental impact statement identifying this greatly scaled-back project as its chosen strategy.

2021/22 - 2025/26 Transportation Improvement Program

Task:	Transportation Improvement Program
Geographic Scale:	Countywide
Timeframe:	2021 - 2026

Environmental Justice Evaluation

The TPO has continued to advance Title VI analysis through the most recent Transportation Improvement Program (TIP). Staff mapped and calculated the percentage of centerline miles for all projects, broken out by funding buckets in the LRTP (Real Choices, Smart Cities, Vision Zero, Good Repair and Resiliency, and Major Capacity), that are located in communities with the highest concentration (20th percentile) of racial minorities, ethnic minorities, and low-income households. A high concentration was defined as a block group in the top 20th percentile by percentage of any of the three characteristics.

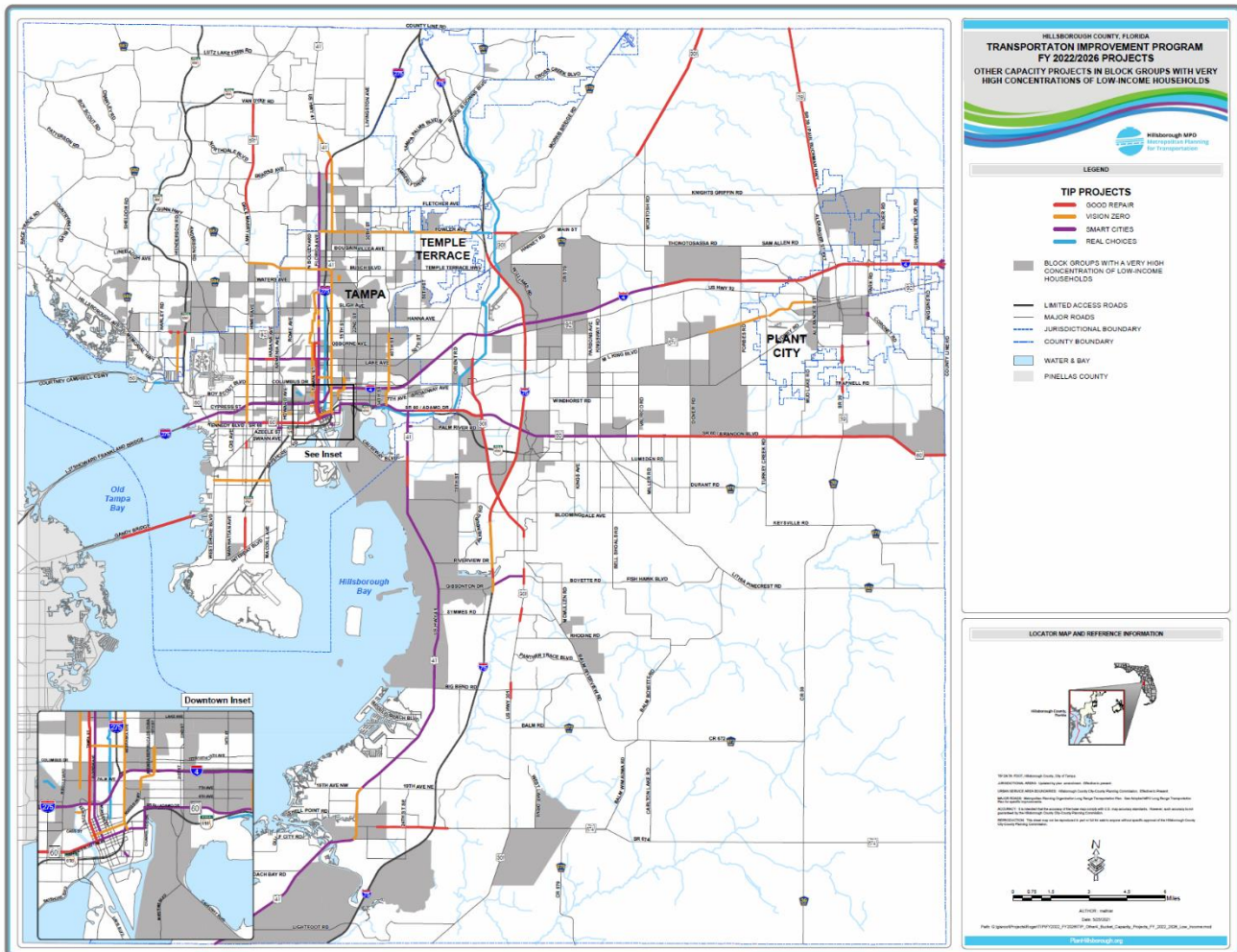


Figure 32. Transportation Improvement Program FY 2022/2026 Projects

Summary:

Staff found the following:

- Nearly a third of the linear miles of all Major Projects for Economic Growth are in low-income block groups, double the proportion that the block groups represent. These include Priority #51 North/South MetroRapid Construction, Tampa Arterial Bus Rapid Transit, and road widening projects such as Priority #48 Westshore Interchange, #53 Brush St (Whiting St. to Kennedy Blvd.), #56 Gibsonton Dr (I75 to US301) and Big Bend Rd (US41 to Covington Garden Dr. and Simmons Loop Rd. to US301). Major Projects for Economic Growth, as shown in the LRTP and TIP, are transportation projects that typically would not qualify for a categorical exclusion from federal environmental impact review under 23 CFR § 771.117 and include road widening projects and extensions and well as fixed guideway transit projects. These projects may have negative impacts on and may, or may not, provide benefits to adjacent communities. Impacts could include increased noise and/or air pollution, higher roadway or transit speeds, and reduced safety. As such, decision-makers should ensure that projects which may result in local burdens do not disproportionately fall on low-income and minority neighborhoods.
- Nearly 30% of all Good Repair and Resiliency miles, which are generally pavement resurfacing and bridge repair projects, are located in low-income block groups, pointing to a more than proportional level of investment in maintenance in these neighborhoods. Ethnic and racial minority block groups do not receive a proportional level of investment in terms of total miles, with ethnic minority block groups receiving only 8% of all miles of Good Repair and Resiliency projects.
- There is a near-even distribution of Vision Zero projects among low-income and racial and ethnic minority neighborhoods.
- Nearly 30% and 45% of Smart Cities project miles are in racial minority and low-income block groups, respectively. It should be noted that many Smart Cities project miles are on I-4 and I-275, which may not directly benefit low-income neighborhoods surrounding these interstates. In addition, many Smart Cities projects are located at intersections, which may not be adequately reflected in the methodology above.
- Over 30% of all Real Choices project miles are in racial minority block groups, while only 3% of such miles are in ethnic minority block groups.

2020/21 - 2024/25 Transportation Improvement Program

Task:	Transportation Improvement Program
Geographic Scale:	Countywide
Timeframe:	2020 - 2025
Public Engagement:	
<p>The TPO’s adopted Public Participation Plan sets out the framework for seeking input from a broad range of interested parties. Public comment for development of the TIP is received through the regularly scheduled meetings of the TPO Board and its advisory committees. For this document, the TPO held a public hearing on June 30, 2020 to adopt the TIP document and list of funded projects. The public hearing was advertised in the local newspaper consistent with the TPO’s Public Participation Plan.</p> <p>Due to Tampa Bay Next (TBNNext) being a major project in the region, the TPO took some additional steps to advertise the hearing including a mass mail-out in both English and Spanish to more than 6,900 residents and business owners located near major projects throughout the county and posted 16 signs near major projects. The TPO also set up English and Spanish hotlines for members of the public to provide comments and ask questions, accepted comments on the TPO Facebook and Twitter pages, and set up a Facebook “event” for the public hearing where people could participate.</p> <p>Prior to the public hearing, the TPO received comments via voicemail, email and through the TPO’s Facebook page. In total, there were 3 Facebook posts, 1 message left on the TIP hotline, and 42 emails. The comments related to the TBNNext project, transit improvements and funding, the Downtown Interchange, and I-275 north of Downtown Tampa generated the most comments. Approximately 112 citizens attended the hearing, with 37 signed up to speak. Of the speakers, most were against the TBNNext project, and emphasized resolving safety, congestion, and transit funding issues.</p>	

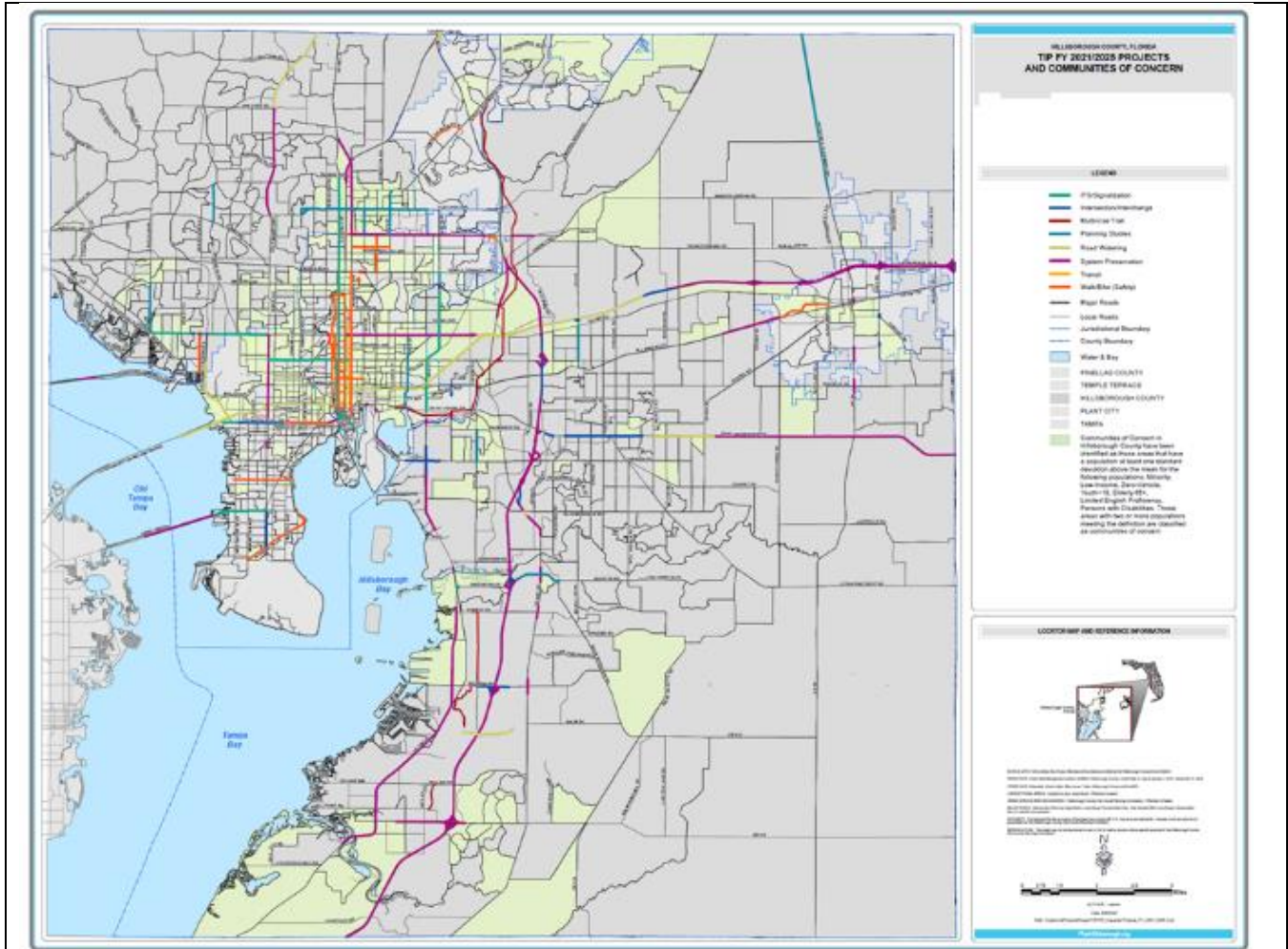


Figure 33. TIP FY 2015/2025 Projects and Communities of Concern

Summary:

The TPO Board voted 13-3 to approve the TIP on June 30, 2020. The TPO Board considered several motions to remove TBNext projects and tolling from the TIP, heard from the FDOT District Secretary, and by majority vote decided to move forward with the TIP as proposed. One change was made raising the priority of a study of potential passenger rail corridors on tracks owned by CSX Corporation.

2020 Vision Zero Speed Management Plan and 2017 Vision Zero Action Plan

Task:	System and Corridor Planning
Geographic Scale:	Countywide
Timeframe:	Ongoing
Community Engagement:	
<p>To develop the 2017 Vision Zero Action Plan, four workshops were held over the course of the year, two of which were in largely minority and low-income communities. The first workshop was held in East Tampa, a largely Black neighborhood. Attendees were organized into action track groups to discuss community safety challenges and potential strategies to address them. The second workshop was held in Town N’ Country, a largely Hispanic neighborhood. Attendees completed a questionnaire to gauge access and safety for drivers, walkers, transit users, and bicyclists. The TPO employed other methods as well to encourage participation from all members of the public, including the crowdsourcing mapping tool Wikimapping. Finally, a TPO Vision Zero Facebook page was also created to provide information and accept public feedback. Over 400 individual comments were received.</p> <p>Since 2017, strategies in the plan have been carried out that involved public engagement, such as painting intersection murals, asking for solution ideas to solve issues on high-injury corridors, and conducting studies of eight of the worst roadways to find out what road changes would allow for safe crossings, slower traffic, and an overall reduction in crashes. Several of those studies were in communities of concern, including Palm River, University Area, and Town N’ Country.</p>	
Prioritization:	
<p>The Vision Zero Action Plan led to the 2020 Vision Zero Speed Management Action Plan. Both plans use a comprehensive, data-driven approach to identify the deadliest and highest-injury roadways in Hillsborough County, and to develop a wide-ranging toolkit for local and state agencies to reduce crashes on the roadway network. To this end, the Top 20 and Next 30 highest injury and fatality roadways in the county were identified, and an extensive prioritization process was developed. Crash history, including bicycle and pedestrian crashes per mile, was the primary prioritization criteria. Other factors for prioritization included access to schools, posted speed versus suggested context classification speed, the exitance of transit routes, roadway volume, and CoCs in proximity of the roadway.</p> <p>More specifically, the prioritization process for fiscal investments to reduce fatal and serious injury crashes used a Risk Performance Level measure. The Top 20 and Next 30 high injury network corridors were overlaid with the Hillsborough County CoC map developed in the 2018 Title VI/Nondiscrimination Plan. A point system for each CoC category on the corridor was assigned, with the higher number of deviations getting higher points. The higher the points assigned, the higher the probability of vulnerable users present and thus a higher exposure to fatal and serious injury roadways.</p>	

Each of the factors were aggregated and a total weighted average score developed for each corridor. Each of the corridors were also ranked in order of Low, Median and High priority. The higher the weighted average score, the higher the priority.

Following the 2020 Speed Management Action Plan, the TPO conducted detailed studies on eight of the top 20 High Injury Network Corridors identified in the plan with the goal of recommending short-term, immediately implementable countermeasures to reduce serious injuries and fatalities. These were:

- Mango Road/CR579 (MLK Boulevard to US 92)
- 78th Street (Causeway Boulevard to Palm River Road)
- Gibsonton Drive (I-75 to Balm Riverview Road)
- 15th Street (Fowler Avenue to Fletcher Avenue)
- Bruce B Downs Boulevard (BBD) (Fowler Avenue to Bearss Avenue)
- Sheldon Road (Hillsborough Avenue to Waters Avenue)
- Lynn Turner Road (Gunn Highway to Ehrlich Road)
- Fletcher Avenue (Armenia Avenue to Nebraska Avenue)

Action Areas:

The 2017 Vision Zero Action Plan developed strategies to meet the desired outcomes, categorized into five areas: Speed Setting, Engineering & Operations, Education & Enforcement, Policy & Legislation, and Plan Evaluation. Each strategy contained actions that were prioritized as a short-, mid- or long-term item.

The Education and Enforcement action area included explicit and implicit equity concerns and actions, which are identified below:

Action 1 – Educate the Public and Elected Officials (Short Term)

- Apply principles of multicultural communication means to prepare and share traffic safety educational materials.

Action 5 – Establish safeguards against inequitable enforcement practices. (Short Term)

- Before undertaking enforcement emphasis campaigns, provide training on equity issues for law enforcement and encourage work with cultural ambassadors in diverse communities.
- Primarily issuing warnings and educational materials rather than citations, early on in new programs.
- Ensure all outreach materials are bilingual, at a minimum.
- Establishing metrics to continuously evaluate equity within program activities.

2018 State of the System Report

Task:	State of the System Report
Geographic Scale:	Countywide
Timeframe:	Ongoing
Summary:	
<p>The 2018 State of the System report utilizes performance measures to track progress towards achieving the TPO’s transportation system goals. Each section of this report describes the performance of a specific element of the transportation system, displays the resources dedicated to funding improvements in that element, lists the kinds of projects able to be funded with those resources, and forecasts how those projects might enhance performance in future years. More specifically, the 2018 report analyzes trends related to infrastructure condition, resiliency, crashes, transit assets, travel reliability, and multimodality. This data-driven, results focused approach to planning is called performance-based planning and programming (PBPP) and helps the TPO prioritize projects across Hillsborough County and the Tampa Bay region. The 2018 State of the System update was presented to the public and committees for review prior to adoption by the TPO Board. The TPO approved the report at the April 2, 2019, Board Meeting.</p>	
Evaluation:	
<p>Staff used GIS analysis to look at crashes in underserved communities versus countywide, air quality for populations living near high-volume roadways, and access to healthcare, fresh produce, and education in underserved block groups. By overlaying the county’s severe crash corridors with the underserved community threshold map, it was found that there are 20% more severe crashes in underserved communities than in the rest of the county. For air quality, it was found that one quarter of the population that lives within an underserved community is within 300 meters of a high-volume road. Finally, to illustrate access to hospitals, schools and grocery stores, staff created a map showing where community elements are located within a ¼ miles of adequate transit service. The map also showed existing bicycle and pedestrian facilities (Figure 34).</p>	

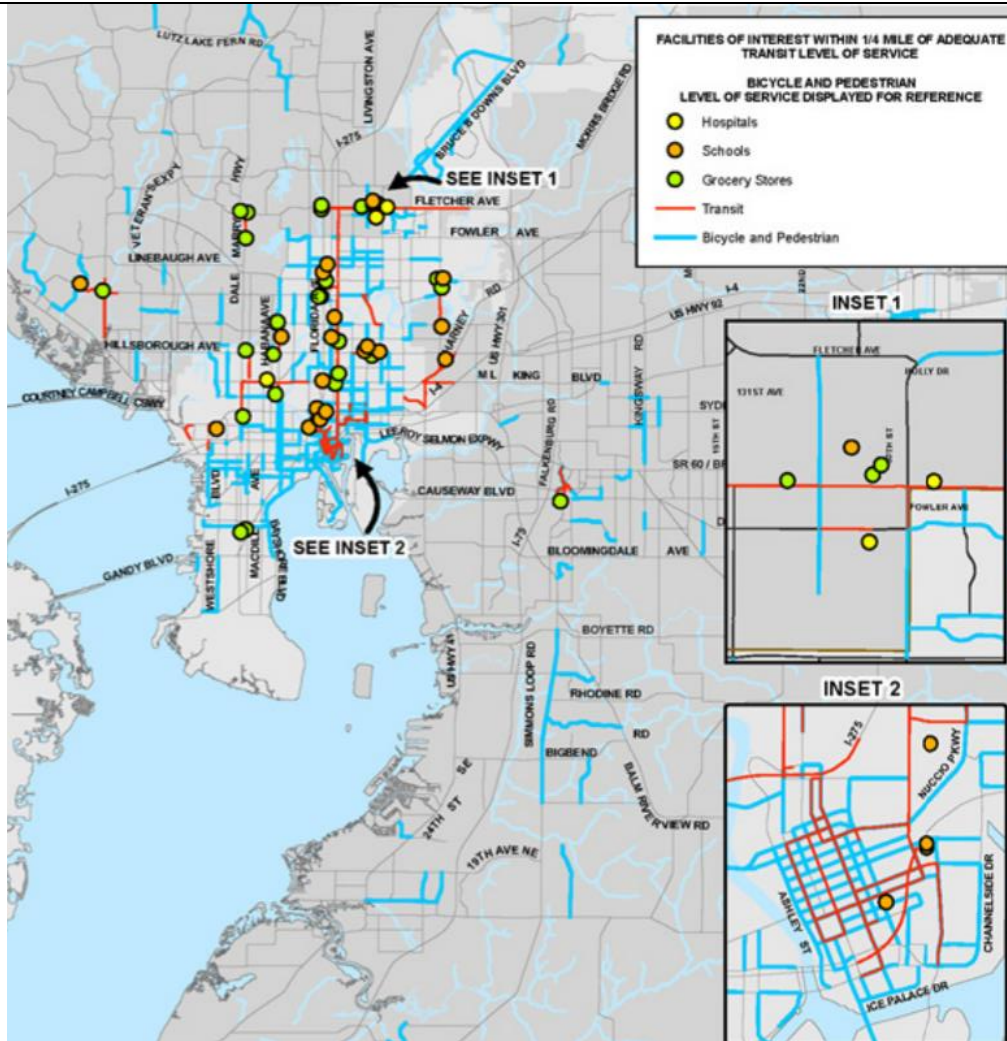


Figure 34. 2019 State of the System Access Map

2018 School Safety Study and Safe Routes to Schools Program

Task:	Systems and Corridor Planning
Geographic Scale:	Countywide
Timeframe:	Ongoing
Summary:	
<p>The TPO has an extensive Safe Routes to School Program that continues to inform and support infrastructure and policies regarding transportation safety around Hillsborough County. For several years, the TPO had a School Transportation Working Group, which assisted and supported the 2018 School Safety Study. The TPO initiated this School Safety Study to prioritize public school areas for safety improvements based on a data-driven method through conducting safety and mobility reviews at selected school locations and developing a list of actionable safety and mobility improvements for those areas.</p>	
Prioritization:	
<p>School sites, shown in Figure 35, were prioritized for safety and mobility reviews and actionable safety and mobility improvements based on a data-driven methodology. Inputs to identify schools for further study included: pedestrian and bicycle crash history, number of student living in proximity to the school, the number of arterial and collector roadway intersections, proximity to CoCs, the percentage of students who qualified for free/reduced lunch, a “Getting to School” survey, and the number of students impacted by the elimination of courtesy busing.</p> <p>As part of the effort, staff met with the administration of each school to discuss traffic patterns around campuses, how School Resource Officers handle traffic control, and other insights on mobility challenges surrounding the school from the perspective of school administration.</p>	

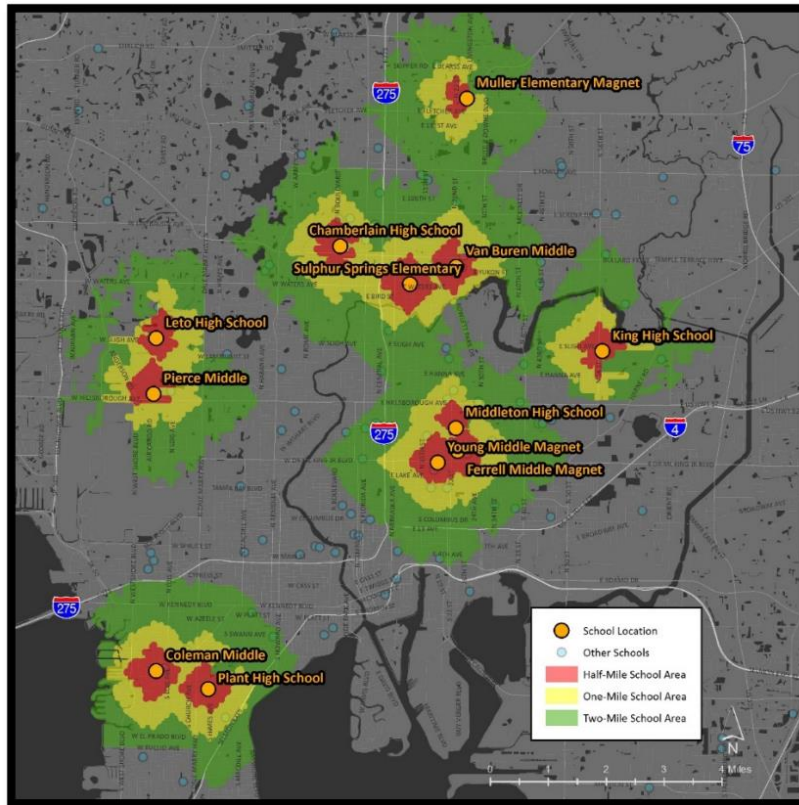


Figure 35. Selected "Safe Routes to School" School Sites

Transportation Disadvantaged Service Planning

Task:	Systems and Corridor Planning
Geographic Scale:	Countywide
Timeframe:	Ongoing
Summary:	
<p>The Transportation Disadvantaged (TD) Program is a coordinated statewide effort which provides transportation services for those who are eligible and have no access to transportation. The TD Program is overseen by the Commission for the Transportation Disadvantaged (CTD). Federal, state and local agencies work together to provide necessary transportation to medical appointments, employment, educational and other life sustaining services through a coordinated transportation system. The Hillsborough TPO is the Designated Official Planning Agency responsible for planning activities relating to the provision of TD services across the county and for staffing the Local Coordinating Board/Transportation Disadvantaged Coordinating Board. The Sunshine Line is a division under the Hillsborough Board of County Commissioners and is the Community Transportation Coordinator (CTC) for the county. The Sunshine Line is responsible for coordinating safe and cost-effective transportation services to TD clients, which includes providing door-to-door trips and bus passes.</p> <p>The TD Program is a major function of the Hillsborough TPO and is explicitly equity focused. The program supports the mobility and needs of those who lack transportation access as a result of income, disability, and old age as well as serving children-at-risk.</p> <p>One of the major products that guides the provision of TD services is the Transportation Disadvantaged Service Plan (TDSP). It is updated yearly to provide standards and direct the delivery of TD services in coordination with ongoing changes in demographics, regulatory environments, and evolving transportation options.</p> <p>Staff in 2020 supported the TD Tampa Bay program, a partnership between a transportation network company (TNC) and TBARTA, with a grant from the CTD, to provide cross-county TD trips in the TBARTA service area. This service was discontinued in 2021 due to the grant program being defunded.</p>	
Community Engagement:	
<p>The TPO conducts an annual Community Transportation Coordinator Evaluation which evaluates overall system effectiveness against standards developed in the TDSP. Extra community engagement efforts are taken to evaluate customer satisfaction and perceptions of CTC and HART services. For Sunshine Line customers, surveys are mailed out with self-addressed postage-paid return envelopes. Customers who receive direct trips by Sunshine Line are mailed a different survey than customers who receive a HART Bus Pass.</p>	

In addition, the TDSP conducts public engagement efforts at least every 5 years to assess needs, develop goals, and guide service planning. This includes outreach to Coordination Contractors who receive Section 5310 funds from FDOT, and other social service providers in Hillsborough County.

Plant City Transit Study (2020)

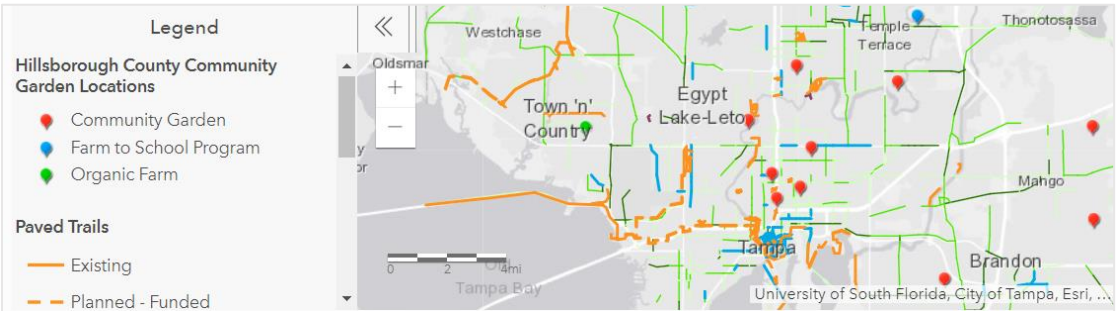
Task:	Systems and Corridor Planning
Geographic Scale:	Plant City to Tampa
Timeframe:	Ongoing
Summary:	
<p>In the mid-2000s, HART and Plant City operated the Strawberry Connector service to provide circulator trips within Plant City, which ceased operation during 2008. Starting in 2012, HART operated a commuter express service (Route 28X – East County Express) from Tampa to Plant City. HART eliminated that service by 2017, reporting that there was not enough ridership to support that route. Unfortunately, the lack of transit connection between Plant City and the City of Tampa has negatively impacted the economic and social mobility of Hillsborough County residents, and there continues to be a need to establish transportation services between the two cities.</p> <p>In response to this need, and at the request of Plant City officials, the TPO created a Transit Plan for the City of Plant City. This plan used a travel market analysis to assess the feasibility of re-initiating transit service from Tampa to Plant City, as well as the feasibility of a local circulator. The project examined existing conditions, conducted public and stakeholder engagement, and evaluated several alternatives for both intercity service and local service.</p>	
Public Engagement:	
<p>Three primary means of outreach were used as part of Plant City Transit Study: an open house, a survey, and two stakeholder groups.</p> <p>There were two phases of outreach. The first phase was conducted to generate survey responses, collected both electronically and in-person. This effort was aided by the Hillsborough County Sunshine Line which frequently serves low-income, elderly, and disabled Plant City residents.</p> <p>Phase two included distributing materials in local communities and an open house. Materials such as flyers and bookmarks with information about the plan on them were distributed at local hot spots such as laundromats and bus stops. Residents of the county and other interested parties were encouraged to participate in the open house which began on August 26, 2020, and was kept open for three weeks, and participate in a secondary survey. Major groups and organizations that were provided with resources and information on the project, along with an invitation to the open house, include the Hillsborough County Public Library System</p> <p>The two stakeholder group meetings included members from. The first stakeholder meeting sought to identify challenges in the community and how transit could benefit the community.</p> <p>The second stakeholder meeting was used to evaluate the proposed alternatives. These stakeholders include the Citrus Connection, South Florida Baptist Hospital, Hillsborough Sunshine Line, and others.</p>	
Alternatives Evaluation:	

The plan evaluated two service types: 1) Express routes between Plant City and Tampa, and 2) Local services in Plant City. As part of the evaluation of the alternatives for both service types, staff examined existing conditions in Plant City and identified the location of CoCs in relation to the proposed alternatives. Specifically, staff examined the percentage of persons in poverty within ½-mile of the proposed routes, as well as the percent of minorities, the percent of seniors, and the percent of zero-vehicle households. This information was provided to decision-makers so they could determine the best route for service. The TPO did not ultimately make a recommendation on which route(s) were the best.

Resilient Tampa Bay

Task:	Systems and Corridor Planning
Geographic Scale:	Countywide
Timeframe:	2025 - 2045
Summary:	
<p>The Resilient Tampa Bay: Transportation Pilot Program Project was funded by an FHWA Resiliency and Durability to Extreme Weather Grant for the Tampa Bay Transportation Management Area (TMA) which includes Hillsborough, Pinellas, and Pasco County. The Tampa Bay Region is one of the most vulnerable areas in the country to extreme weather events such as storm surge, flooding, and sea level rise. This project was funded to address these issues and meet federal requirements that LRTPs must address the resiliency and reliability of transportation systems to stormwater impacts. The project assesses the region’s vulnerability and exposure to potential extreme weather challenges and provides strategies to prepare for, respond to, and recover from those impacts.</p> <p>The project used scenario evaluation and detailed transportation and econometric analysis for specific storm events to categorize roads by criticality and vulnerability scores. Ultimately, the team developed an adaptation toolbox, identified six representative projects for application, and identified recommendations for incorporating adaptation strategies into the region’s LRTPs.</p>	
Project Prioritization:	
<p>The criticality factors identified to prioritize roadways for resiliency projects included evacuation routes, population density, transit corridors, percentage of zero-vehicle households, EJ and disadvantaged populations, as well as other factors. The TPO incorporated these factors in advance of other FHWA pilot projects around the country. Vulnerability was defined as any roadway flooded with 11 feet of water (storm surge, precipitation, or sea level rise).</p> <p>In addition to stormwater funding needs, roadway surfacing needs were also identified. Surface transportation projects included hardening pavement, raising the profile of the road, shoreline preservation, and wave attenuation.</p>	

Garden Steps

Task:	Systems and Corridor Planning
Geographic Scale:	Countywide
Timeframe:	Ongoing
Summary:	
<p>Garden Steps is a collaboration between the Hillsborough TPO, Planning Commission, Florida Department of Health in Hillsborough County, the City of Tampa, HART, and the Coalition of Community Gardens. The goal of the program is improving community health by supporting active and public transportation between a connected network of community gardens and supporting the growth of new gardens within food deserts. The project aims for measurable improvement in health and social outcomes like improved nutrition, reduced hunger, chronic disease prevention, and improved behavior in school among youth. The project was originally selected as one of fifty finalists for the Healthiest Cities and Counties Challenge. The TPO, in coordination with partners, has continued the program beyond the initial two-year grant period.</p>	
Public Engagement:	
<p>The Garden Steps team created a series of ten community workshops held at the 22nd Street Demonstration Garden in coordination with City of Tampa’s East Community Redevelopment Agency (CRA) and County Commissioner Gwen Myers. The program also initiated a Community Education Veggie Tasting Program for children, teens, and seniors as part of the project. Another major engagement effort initiated by the program was the Annual Grow Community Gardens Conference, which has taken place for three consecutive years.</p>	
Garden Locations:	
<p>The first new garden built through the Garden Steps program was the 22nd Street Demonstration Garden. Two more gardens were built at Middleton School in January 2021. Another garden was built at the HOPE Learning Center, and two container gardens were built at Dr. Carter G. Woodson Elementary School. The Coalition of Community Gardens also installed a total of thirteen front yard gardens throughout East Tampa.</p>	
	
<p>Figure 36. Hillsborough County Community Garden Locations and Active Transportation Network</p>	

2020 Public Participation Plan and 2020 Measures of Effectiveness Report

Task:	Public Participation
Geographic Scale:	Countywide
Timeframe:	2020 - 2022
Summary:	
<p>The 2020 Public Participation Plan (PPP) is a federally required document that includes the protocols, methods, and tools used by the TPO to inform and engage the public about transportation topics. The goal of the agency’s PPP is ensuring that transportation investments meet the needs of the public and other stakeholders in both the present and future.</p> <p>The PPP provides an overview of public participation requirements including enabling legislation as well as Title VI of the Civil Rights Act of 1964. In addition, the PPP reviews the TPO’s identified CoCs and their importance to successful engagement. An overview on the Executive Order on Environmental Justice and subsequent guidance by the USDOT and FDOT is provided, including efforts for TPO compliance, a map of the top quintile of EJ areas in Hillsborough County, and steps used to conduct outreach to low-income and minority persons, such as scheduling events at times and locations that are convenient.</p> <p>The PPP reviews the TPO’s compliance with the Executive Order on Discrimination against persons with Limited English Proficiency, including the Four Factor Analysis, the number of non-English speaking persons, how many of those persons do not speak English “very well,” and related maps of LEP populations. The TPO’s process for requesting interpreter services, free of charge, is provided, as well as outside resources the TPO may use to provide access. The plan also reviews the TPO’s process for offering accommodations under the Americans with Disabilities Act (ADA) such as requesting transportation services to TPO meetings and events for those who are Transportation Disadvantaged as defined by Florida law.</p> <p>The PPP outlines procedures for adopting, amending, and modifying major TPO documents including the PPP, LRTP, TIP, Unified Planning Working Program (UPWP), and other plans and studies. This includes public notification requirements, comment periods, local and state jurisdiction reviews, legal advertisement, and presentations to advisory committees. In addition, the PPP provides strategies for use by the TPO to further encourage public participation and be responsive to unique community needs.</p> <p>Finally, the PPP outlines the measures of effectiveness considered in the bi-annual PPP Measures of Effectiveness (MOE) Report evaluation. These categories are Visibility and Productivity, Participation Opportunities, Public Interest and Feedback, and Input Results. Specific equity and nondiscrimination measures include:</p> <ul style="list-style-type: none"> • The number of participants at public forums, workshops, and community meetings held in historically underserved area or with such populations, 	

- The number of participation opportunities offered to American Indian entities, such as the Seminole Tribe of Florida,
- Ensuring the PPP report details representative public engagement,
- Development maps with updated, community-specific demographic and socioeconomic data,
- Listing all TPO committee members' demographic data, including race, ethnicity, age, and whether or not they are disabled, and
- Periodic reviews of whether PPP presentations and documents are accessible to the public.

The 2020 PPP MOE Report evaluates the performance of the TPO in meeting goals identified in the PPP. The report documents all outreach efforts, materials, products, media coverage, and other collaborative efforts the TPO took during the previous two years. Notable successes in engagement are reviewed, as well as recommendations to enhance public participation. One of the major recommendations in the 2020 PPP MOE Report includes expanding citizen engagement in EJ areas and cultivating relationships with nonprofits, faith-based groups, and other community organizations. Other recommendations include developing strategies for flexibility in meeting public plan requirements especially in light of the COVID-19 pandemic and its impacts on TPO outreach and seeking feedback on our public engagement strategies.

Unified Planning Work Program & Disadvantaged Business Enterprise Utilization

Task:	Transportation Planning Management
Geographic Scale:	Countywide
Timeframe:	FY2020/2021 - FY2021/22
Summary:	
<p>The Unified Planning and Work Program (UPWP) is a document that lists all the tasks for which the TPO is responsible, including administrative tasks, short- and long-range planning, and special projects as requested or needed. Intergovernmental communication and facilitating public participation are critical to TPO success in planning; therefore, the TPO is responsible both for completing these tasks and communicating its efforts with numerous stakeholders, including the public.</p> <p>The most recent UPWP was effective from FY2020/21 - FY2021/22. It contains the following planning studies, several of which were initiated with strong community support. These studies serve to further TPO compliance with nondiscrimination regulations and advance equitable processes and just outcomes:</p> <ul style="list-style-type: none"> • 2021 Nondiscrimination and Equity Plan Update • Vision Zero Corridor Studies • Safe Routes to School Studies • Air Quality Monitoring <p>It is important for the TPO and its stakeholders to work together to ensure that tasks and projects listed in the UPWP comply with nondiscrimination legislation, including ensuring that no community is denied the benefits of, participation in, or is otherwise subjected to discrimination under activities, plans, and outcomes in the UPWP.</p> <p>The UPWP also contains information about the TPO’s Disadvantaged Business Enterprise (DBE) program participation. The Hillsborough TPO adopted the Florida Department of Transportation’s DBE program in accordance with regulations of the USDOT under 49 CFR Part 26, and FDOT. The DBE program awards contracts to certified businesses which meet the federal criteria for “socially and economically disadvantaged.” The TPO’s DBE assurance is recorded in the UPWP, and current DBE utilization will be reported on in the UPWP moving forward.</p>	

TPO Board Resolutions

In addition to staff-level planning efforts, the Hillsborough TPO Board supported several major resolutions which were explicitly equity and nondiscrimination focused. These are detailed below.

Health in All Policies Resolution

The Health in All Policies Resolution was adopted by the TPO Board in October 2018 and focuses on fostering cross-sector and cross-jurisdiction collaboration on public health, the environment, environmental and health equity, and sustainability while ensuring the TPO's decision-makers consider the impact to human health of the agency's plans and policies.

The Health in All Policies Resolution makes several direct statements on equity which are significant:

WHEREAS policy, planning and programming decisions made by non-health agencies significantly impact social and environmental factors and health, and can have a disproportionate impact on vulnerable populations; and

WHEREAS an individual's zip code and conditions in the environment where they live, work, learn and play have a greater impact on an individual's health and quality of life than their genetic code; and

WHEREAS, making community conditions more equitable, including roadway safety and connectivity to resources and public transportation, improves health equity; and

WHEREAS, communities of color, lower income individuals, older adults, persons with disabilities, children at risk and individuals and communities who are pedestrian, bicycle and public transportation-dependent experience higher rates of health disparities, preventable differences in health status and outcomes resulting from social and environmental factors and historic policy decisions...

In addition, the resolution develops nearly twenty performance measures relating to health equity based around the LRTP focus areas. Equity-related measures include the following:

- Pedestrian-friendly intersections for CoCs.
- Miles of sidewalk and trails present within ¼-mile of populations identified with high rates of behavioral health and chronic disease conditions.
- Transit service route miles within ¼-miles of a high proportion elderly population (over 500 per square mile).
- Percent of EJ population living within ¼-mile of a trail/side path.
- Transit and sidewalk coverage within designated USDA Food Deserts.
- Percent of CoC population living within ¼-mile of transit service.

In addition to the resolution and performance measures, TPO staff and Planning Commission staff in collaboration with the Florida Department of Health in Hillsborough developed a joint report linking

transportation, land use, and public health to support the adoption of the resolution. The report identified the following:

- The built environment can have a significant impact on both physical and mental health, particularly among minority and low-income populations.
- Transportation policies and decisions have had major negative impacts on entire communities which include long-term economic opportunities, asset building, and generational wealth, as well as rates of chronic disease include asthma, diabetes, and overall quality and length of life.

Racial Equity Resolution

The Hillsborough TPO Board passed a resolution supporting racial justice, initially passed by the TPO's Citizens Advisory Committee (CAC), which states the following:

Whereas, the purpose of the Citizen's Advisory Committee to the Transportation Planning Organization is to ensure that all voices in the community are represented during transportation planning decisions; and

Whereas, the extreme acts of racist violence and excessive force that led to the deaths of George Floyd, Breonna Taylor, Ahmaud Arbery, and far too many other African Americans must be a call to action to all bodies of government that systemic changes are needed; and

Whereas, throughout the course of history, racial discrimination has been evident in transportation planning, transportation planning is one of those systems that must change. Governing bodies that plan transportation must recognize how the system has created and perpetuated racial inequities. Whether it be requiring African Americans to sit in the back of a bus, purposefully using freeways as a neighborhood-clearing tool to bulldoze, divide and box-in African American communities, or refusing to have transit come into certain parts of the city for fear that it would allow African Americans and other minorities to easily reach those communities, our country has time and again used transportation as a tool of freedom for some, but destruction for others; and

Whereas, locally, neighborhood clearing was manifested in the construction of I-275 and I-4 which were used to divide African American communities and eliminate the Central Avenue Business District; and

Whereas, on August 12, 2020, the CAC voted unanimously to recommend this resolution to the MPO [TPO];

NOW THEREFORE BE IT RESOLVED BY the Hillsborough Transportation Planning Organization that:

We stand with those who peacefully protest for racial justice and we support ending racial discrimination in transportation planning, which includes ensuring more robust

access to all modes of transportation with a more intentional focus on the needs of African American and other historically disenfranchised communities in Hillsborough County;

Staff is directed to develop action items in support of this resolution.

ADOPTED on this 31st day of August 2020

3 Equity Work in Planning Commission Program Areas



I worry everyday about being able to stay in the county.

Hillsborough County has so much to offer with city and county parks. As a single parent of a very active child, we make the most of all the venues and programs they offer. This was especially important for my family during COVID-19.

I spend a lot of time on the road including with my son in the car. My commute from New Tampa to my job in South Tampa involves taking three different highways, and it can take up to two hours a day. It drains a lot of resources in gas and tolls, and the time spent on the road or sitting in traffic could be spent doing other things that improve the quality of our lives. Also, road safety is a major concern because almost every day we encounter crashes.

I appreciate the life we have made here in Hillsborough. But as a single parent who is solely financially responsible for my son, I worry everyday about being able to stay in the county due to a job market that is not keeping up with rising living costs. I have a graduate degree from USF in public health, and find that I struggle to make ends meet on the salary allotted for my role which requires a minimum of a master's degree.

- Nicole Sutton

Part III: Equity Work in Planning Commission Program Areas

The Planning Commission coordinates long-range planning, growth-management, transportation infrastructure planning, and environmental protection within Hillsborough County by producing comprehensive plans as mandated by the State of Florida. The Planning Commission is comprised of a board and agency staff who support the board. Board members are citizens who make recommendations to the decision-makers in Hillsborough County's jurisdictions about changes to comprehensive plans, future land use maps, and consistency of other plans and regulations with the adopted comprehensive plans. Staff performs reviews, studies, and other tasks at the direction of the board and makes recommendations to the board based on their findings and expertise. The primary responsibilities of Planning Commission staff are:

- The production of comprehensive plans for each jurisdiction in the county, including the City of Tampa, City of Plant City, City of Temple Terrace, and Unincorporated Hillsborough County,
- Reviewing comprehensive plan amendment proposals (particularly future land use amendments) for consistency with the plan's goals, objectives, and policies (GOPs),
- The production and update of community plans,
- Special area or policy studies at the direction of the board,
- Public engagement for comprehensive plan updates and special studies, and
- Review of local jurisdiction's Land Development Code (LDC) amendments and Capital Improvement Programs (CIP) for consistency with the adopted comprehensive plans.

This section will provide a review of how the Planning Commission staff has incorporated the principles of nondiscrimination and equity into major planning areas and throughout work products developed since the 2018 Nondiscrimination Plan.

Comprehensive Plans

Every five to seven years, staff of the Planning Commission updates the comprehensive plans for Hillsborough County and the three jurisdictions within the county which includes Tampa, Plant City and Temple Terrace. Some of the elements that are often in comprehensive plans include future land use, transportation, capital improvements (infrastructure), housing, potable water, public schools and facilities, recreation and open space, solid waste, stormwater, and governance implementation. The following overview outlines the nondiscrimination and equity efforts outlined in Hillsborough County's local jurisdictions' currently adopted comprehensive plans.

Unincorporated Hillsborough County Comprehensive Plan

Task:	Comprehensive Planning
Geographic Scale:	Unincorporated Hillsborough County
Timeframe:	Elements adopted 2008
Summary:	
<p>The currently adopted Unincorporated Hillsborough County Comprehensive Plan became legally enforceable on August 26, 2008. The 2008 plan focuses on sustainable economic growth and community development. The plan is currently undergoing an update, and as of the adoption of this Nondiscrimination and Equity Plan, several elements of the county’s new comprehensive plan will be adopted or nearing completion.</p>	
Future Land Use Element (FLUE):	
<p>At the core of the plan is the Future Land Use Element (FLUE). The FLUE has two parts: a Growth Management Strategy with GOPs and a Community Design Component with GOPs.</p> <p>The Growth Management Strategy’s main goal is sustainable growth that ensures a compatible land use pattern across the county. Within the growth management section, there are several objectives that aim to support the health and wellbeing of people (e.g. Objective 10), and related concepts such as sustainability (Objective 27), protecting public environmental space (e.g. Objective 13), historical preservation (Objective 15), protecting communities as cohesive units (Objective 16) with a particular focus on protecting specific “diverse” communities (Objective 18), developing affordable and accessible housing for “targeted groups” (e.g. Objective 20), providing mass transit opportunities (Objective 38) and fixed guideway transit (Objective 54). Objective 36 is the only objective that uses language similar to that used in Title VI, stating that employment centers shall be developed near I-75 <i>“in order to promote opportunities for all segments of the population to live and work within the corridor, regardless of age, sex, race and income.”</i></p> <p>The Community Design Component identifies specific GOPs that promote livable communities by supporting dense, mixed-use development and safe, walkable and bikeable neighborhoods. Objectives seek to accomplish this goal by promoting cultural centers, centering schools as key community assets, encouraging the development of pedestrian facilities and multi-use trails, encouraging infill, and defining beautification standards.</p>	
Economically Disadvantaged Groups Elements (EDGE):	
<p>The plan includes a dedicated element designed to address compliance with Title VI and other state nondiscrimination requirements, and to identify specific GOPs for improving quality of life for the economically disadvantaged populations in Hillsborough County. The element defines economically disadvantaged people as those who fall below 80% of unincorporated Hillsborough County’s median income. The methodology for developing this</p>	

element involved identifying how the economically disadvantaged populations are composed, analyzing challenges these populations have accessing sufficient housing, social services, transportation, employment, and income, and identifying GOPs that existing agencies and programs can take to address those issues.

The 2045 Unincorporated Hillsborough County Comprehensive Plan update is proposing to integrate the GOPs of the EDGE into the other appropriate elements in the comprehensive plan. This change is intended to make them easier for staff to utilize and institutionalize those policies in consistency reviews, and are intended to demonstrate that issues of equity are not separate but rather are an integral component in all aspects of planning.

Housing Element:

The Housing Element plans for housing needs and deficits in the private market left for the public sector to address. To this end, federal regulations require an inventory of current housing stock, including the identification of housing characteristics such as substandard housing, subsidized housing, historically significant housing, alternative housing (i.e., group homes), and the location of mobile home parks. A lack of affordable housing is identified as a major problem in the 2008 plan, calling it a “crisis.”

The Housing Element focuses on affordable housing, housing for vulnerable populations, generating quality housing, eliminated substandard housing, and addressing displacement. Objective 1.1. under Goal 2 specifically names Title VI/nondiscrimination compliance, stating that *“The County shall annually assess the public, private, non-profit and for-profit housing programs and identify potential ways to further increase access to safe, decent and affordable/attainable housing for all citizens, regardless of race, color, national origin, religion, sex, age, disability, ethnic background, familial status or income level.”* Vulnerable populations that the Housing Element has specific GOPs to address include low-income individuals and families, families with children, the homeless population, people with disabilities, the elderly, and migrant farmworkers.

The 2045 Plan update is incorporating equity principles and language into Housing Element GOPs. Staff is proposing to include policies that reflect language and recommendations included in this Nondiscrimination Plan.

Transportation Element:

The Transportation Element provides GOPs to improve safety, encourage public transit ridership, and support multimodal transportation development. Goal 2 of this element focuses on the development of a safe, convenient, and efficient transit system for the transit dependent and transportation disadvantaged population. It names policies for coordinating with HART, working with the Community Transportation Coordinator and other agencies, and complying with the Americans with Disabilities Act (ADA).

Goal 3 provides objectives and policies intended to promote a connected countywide bikeway and pedestrian system, including safety measures. Goal 4 provides objectives and policies for implementing a Transportation Demand Management (TDM) program in order to better utilize existing space, which involves supporting multimodal infrastructure. Finally, Goal 5 intends to protect neighborhoods and the environment, requiring careful review of all proposed new road projects and road widening projects to minimize adverse impacts.

The 2045 Plan update has incorporated equity principles and language into its Mobility Element GOPs. Staff is proposing to include policies that reflect language recommendations included in this Nondiscrimination Plan.

Livable Communities Element:

While the unincorporated county comprehensive plan provides general guidance for the entire geographic area, the Livable Communities Element describes additional considerations and GOPs for special areas and unincorporated communities. Within this element, 22 unincorporated areas are identified and have adopted community plans. Most of these communities contain underserved block groups; most notably are the University Area, Town N' Country, Ruskin, Riverview, Gibsonton, Wimauma, Palm River, East Lake Orient Park, Sun City Center, and Apollo Beach. Since 2008, additional studies have been performed to update several community plans, including studies in the University Area, Wimauma, and Balm; other studies to support communities with updated data and information have been performed in Gibsonton and Ruskin.

City of Tampa Comprehensive Plan

Task:	Comprehensive Planning
Geographic Scale:	City of Tampa
Timeframe:	Adopted January 2016
Summary:	
<p>This City of Tampa Comprehensive Plan utilized a “Growth Vision Map” and was updated in conjunction with the TPO’s 2040 LRTP in an effort to better coordinate land use planning and transportation planning. The plan won Silver Level recognition in 2016 by the American Planning Association (APA) for integrating sustainability into comprehensive planning as part of the Standards for Sustaining Places Recognition Program Pilot. The plan focuses on increasing density and mixed-use development along key corridors, focusing growth in specific areas, encouraging economic growth opportunities overall, and preparing for increases in population.</p>	
Land Use Section:	
<p>Policies in the Land Use Section encourage dense, mixed-use, mixed-income, aesthetically beautiful, transit-oriented communities. “Diversity” is used throughout this section’s GOPs. Some stronger language is used to commit the city to focusing on human health; for example, LU Goal 2 re-commits the City of Tampa to supporting the Health in All Policies resolution and LU Goal 10 recognizes that neighborhood health is dependent upon the provision of quality housing that is safe and affordable. A few specific populations and neighborhoods are mentioned. For example, LU Policy 1.1.3 identifies a policy for <i>“building a strong, high-quality business identity”</i> for Drew Park, an underserved neighborhood.</p> <p>The background section of the City of Tampa’s plan explored historical development patterns but did not identify discriminatory planning issues or power dynamics. However, “Dobyville” is recognized as a “Special Area” for general mixed-use development (designated zoning Transitional Use-24), as is “South Ybor City.” Goal 17 commits the city to protecting Tampa’s historical significance through citizen education and land use policy.</p> <p>In addition, the Land Use Section identifies low-income elderly and low-income disabled persons in LU Policy 9.8.5 with a policy that states, <i>“Because low-income elderly and low-income disabled persons create lesser impacts than the general population, allow an additional 25% increase in maximum density limits in moderate density multifamily zones for housing these populations to reduce costs,”</i> and LU Objective 9.2 specifies providing accommodations for protecting <i>“the existing, physical and social framework and character of the affected area,”</i> the aging population, and extended family arrangements. Finally, several goals support autonomous neighborhood groups, including Goals 12, 13 and 14 which commit the city to sufficiently providing residents with information on existing programs, procedures and services, and encouraging civic participation.</p>	

Housing Section:
<p>The City of Tampa’s comprehensive plan has specific GOPs to address the needs of the homeless, the workforce, low and very low-income households, the elderly, the mentally and physically disabled, and other groups protected by the ADA. HSG Objective 1.7 encourages the development of housing for these populations through policies that support aging in place (e.g., by allowing the development of Accessory Dwelling Units (ADUs)), and the development of group facilities. Several policies address the needs of extremely low-income individuals and households, promoting efforts to prevent homelessness and to provide shelters and transitional housing.</p> <p>HSG Policy 1.1.3. commits the city to allocating a percentage of its state funding for new multi-family housing, and improving existing housing in very low-, low- and moderate-income areas; HSG Policy 1.1.4. promotes programs like down payment assistance, and HSF Objective 1.6 utilizes language that speaks to “Equity and Fair Housing” with policies that support opportunities for people in protected classes and that prohibit discrimination in selling, renting, leasing, or subleasing.</p>
Mobility Section:
<p>The Mobility Section contains GOPs that ensure the availability of mode options, encourage a rail-based transit system, tie mobility and land use together, and ensure that mode options are safe, affordable, and accessible, “regardless of income.” MBY Objective 6.2 commits the city to a hard goal of reducing the motor vehicle injury crash rate by 5%. While most of the GOPs in this section support the development of multimodal networks, MBY Objective 5.2 specifically commits the city to decreasing single-occupant vehicle mode share.</p>
Capital Improvements Section:
<p>CIP Objective 1.2 commits the city to improving the public participation process for decision-making on the provision and expansion of public facilities. Specifically, CAP Policy 1.2.1 includes a commitment to doing broad community outreach that is open and fair and includes all parties, including advocates, supporters, and opponents. This objective also includes a policy for evaluating and critiquing public engagement techniques to improve them.</p> <p>Another important equity aspect to the CIP Section is the prioritization of funds. In the City of Tampa’s Comprehensive Plan, one of the elements of budget prioritization is identifying if <i>“The project is within a designated Downtown Revitalization Area, Urban Redevelopment Area or Primary Transit Corridor.”</i></p>
Other Sections:
<p>The City of Tampa Comprehensive Plan has a section titled Neighborhoods/Community Plans. This section identifies place-based policies that encourage the city to identify what makes a city special and enhance and protect those assets and characteristics through a variety of</p>

studies and policies. Several specific community study areas are defined. Of those, the underserved areas identified include University Square and the underserved Community Redevelopment Areas (CRAs) for Drew Park, West Tampa, East Tampa and Ybor City. This section also commits the city to developing a Form Based Codes Program that defines special codes for each community planning area. One specific area, for example, is the 40th Street Mixed-Use Corridor Village which travels through East Tampa and several underserved neighborhoods. NE Goal 4 identifies objectives and policies that encourage infill and access along the corridor. Finally, Goal 5 commits the city to working towards being known as “a city that is good for children” and names objectives and policies for attracting and promoting livability for youth, young workers and families.

The Coastal Management Element encourages development away from the Coastal High Hazard Area (CHHA) (CM Objective 1.1) and specifically prohibits the development of “special needs” facilities in the CHHA, including adult congregate living facilities, hospitals, nursing homes, homes for the aged and total care facilities (CM Policy 1.1.7).

The Environmental Element encourages the protection and development of public access to environmental assets such as the Hillsborough River (ENV Policy 1.16), commits to protecting street trees that reduce the heat island effect near roads (ENV Policy 1.28.2), and commits to moving towards alternative energy use (ENV Objective 3.3).

The protection of public environmental land and committing to protecting the environment as a community asset that contributes to health and quality of life is echoed throughout the Recreation and Open Space Element. ROS Goal 1 commits to equitably distributing the provision of public recreational land. ROS Policy 1.6.1 establishes that a “Minimum Standards Matrix” shall be utilized to equitably correct existing facility deficiencies, and ROS Policy 1.6.4 commits the city to giving higher priority to public safety at park and recreation sites. Finally, ROS Objective 1.7 commits the city to ensuring that 100% of parks and recreational sites will be ADA accessible by 2025.

The Infrastructure Section includes policies that minimizes social and neighborhood impacts of new infrastructure, and has a specific policy (Policy 1.1.10) that states the extension of public facilities and utilities into areas of the city which are underserved or without service shall be guided by the Capital Improvements Section.

City of Temple Terrace Comprehensive Plan

Task:	Comprehensive planning
Geographic Scale:	City of Temple Terrace
Timeframe:	Adopted January 2016
Summary:	
<p>The City of Temple Terrace Comprehensive Plan utilized a “Growth Vision Map” and was updated in conjunction with the TPO’s 2040 LRTP in an effort to better coordinate land use planning and transportation planning.</p> <p>Temple Terrace’s comprehensive plan won Gold Level in 2016 by the APA for integrating sustainability into comprehensive planning as part of the Standards for Sustaining Places Recognition Program Pilot. The Temple Terrace comprehensive plan is focused on sustainability and developing a central downtown area.</p>	
Land Use Section:	
<p>The Land Use Section for Temple Terrace encourages mixed-use, multimodal, aesthetically beautiful corridors and neighborhoods that are “diverse,” including the downtown area, identified as the 56th Street and Busch Boulevard/Bullard Parkway corridor in Goal 5. Part of this corridor borders an underserved area.</p> <p>This section also mentions accessibility for the elderly and disabled and affordable housing for the low-income population. LU Policy 1.4.6 mentions fostering additional residential choices for “<i>those of modest means, including university students, empty nesters, service workers, and those just embarking on their careers</i>” through density bonuses, ADUs and other multifamily housing. This section also encourages historical and cultural preservation in Goal 6 and supporting partnerships and autonomous organizing, or “volunteerism” and “civic mindedness” under Goal 1.</p>	
Housing Section:	
<p>The Housing Section encourages the development of extremely low-, very low-, low- and moderate-income housing through policies that encouraged the development of dense, mixed use and mixed-income housing in conjunction with walkable, bikeable neighborhoods. Several policies promote the development of group homes and accessory dwelling units and commit the city to providing housing for families with children, persons with disabilities, the elderly, and the area’s diverse workforce.</p> <p>Specifically, the city commits to working towards creating 7,435 new dwelling units of various types, sizes, and costs by 2040 to meet projected growth, specifically by providing pathways for the private sector to develop said housing. Temple Terrace has a unique policy about displacement; HSG Objective 1.8 states that the city will “<i>Encourage redevelopment activities</i></p>	

that do not displace the existing population. When displacement occurs through public action, assure that reasonably located, standard housing is available at affordable costs.”

Mobility Section:

The Mobility Section of Temple Terrace’s Comprehensive Plan is focused on providing mode options that are safe and comfortable, encourage active travel, reduce pollution, and provide access to *“all users of the streets, including children, families, older adults, and people with disabilities.”* Bicycle and pedestrian safety and network connectivity are addressed in several GOPs, including Goal 2 which is focused on developing complete streets. MBY Policy 1.2.3. establishes the corporate limits of the City of Temple Terrace as a multi-modal transportation district, and within this policy is a clause that states that priorities for improvements will be given to locations with a high concentration of pedestrian activity, near schools, and in areas with concentrations of seniors, low-income families, and transportation dependent populations.

Other Sections:

Temple Terrace’s Environmental Section identifies policies that protect air quality, especially in areas with poorer air quality (ENV Policy 1.1.1). ENV Goal 3 commits the city to striving for energy efficiency and pushing for alternative energy sources. ENV Objective 2.7 commits the city to maintaining public access and continuing to provide information relative to the river.

In the Recreation and Open Space section, Goal 2 commits the city to protecting open space in order to protect public health, safety, and welfare. It also commits the city to prioritizing open space improvement projects in the city’s CIP based on an array of criteria including key socioeconomic indicators, safety concerns, citizen input and the needs of special populations.

City of Plant City Comprehensive Plan

Task:	Comprehensive planning
Geographic Scale:	City of Plant City
Timeframe:	Adopted January 2016
Summary:	
<p>The City of Temple Terrace Comprehensive Plan utilized a “Growth Vision Map” and was updated in conjunction with the TPO’s 2040 Long Range Transportation Plan in an effort to better coordinate land use planning and transportation planning. Plant City’s comprehensive plan won Silver Level recognition in 2016 by the APA for integrating sustainability into comprehensive planning as part of the Standards for Sustaining Places Recognition Program Pilot. “Embracing the Future, while Preserving Our Past” is Plant City’s vision, and their comprehensive plan is focused on preserving the historic character of the city and planning for the aging population.</p>	
Land Use Section:	
<p>The Land Use Element of Plan City’s comprehensive plan identifies the need for providing affordable housing, most notably for the elderly, and preserving the historical charm of the city, as indicated in Goal 1. The plan promotes several design standards that improve accessibility for the elderly and disabled, such as LU Policy 4.2.5, <i>“Require barrier-free accessibility as design requirement in redevelopment areas to be incorporated into structural designs, landscaped areas, walkways, transportation systems and other amenities.”</i> The LU policies in this section also discourage suburban sprawl, promote infill development, walking and bicycling, but they do not have public transit service at this time.</p>	
Housing Section:	
<p>The City of Plant City’s Housing Section encourages the development of extremely low-, very low-, low- and moderate-income housing through policies that encourage the development of dense, mixed use and mixed-income housing in conjunction with walkable, bikeable neighborhoods. Several housing policies commit the city to providing housing for families with children, persons with disabilities, the elderly, and the diverse workforce as well.</p> <p>Specifically, the city commits to working towards creating 13,320 new dwelling units of various types, sizes, and costs by 2040 to meet projected growth, specifically by providing pathways for the private sector to develop said housing. One of Plant City’s unique commitments is HSG Objective 1.6, that says that the city will <i>“Provide opportunities for a variety of housing choices and mobility in residential neighborhoods for special segments of the population who have suffered from discrimination in the past, including the farm worker population.”</i></p>	
Mobility Section:	

The Mobility Section of Plant City’s comprehensive plan is primarily focused on single-occupant vehicle infrastructure such as road widening, but some of those policies mention mitigating for adverse impacts of infrastructure development on public health, such as the development of an airport runway. MBY Objective 1.8 states that transportation infrastructure will be designed with concern for safety, and a few policies, including MBY Objective 1.9, encourage an increase in alternative modes of transportation. MBY Policy 1.5.6 states that the city will coordinate with the Hillsborough County Transportation Disadvantaged Coordinating Board to increase awareness of and where necessary expand transportation disadvantaged service in the Plant City area. It should be noted that the HART bus system does not extend into Plant City at this time.

Other Sections:

Plant City’s Environmental Section identifies policies that protect air quality, especially in areas with poorer air quality (ENV Policy 1.1.2) and promotes the use of alternative energy sources (ENV Policy 1.1.7 and ENV Objective 2.3).

The city’s Recreation and Open Space section outlines several public engagement requirements for new development proposals to ensure that the “hometown charm” of the city is preserved. It also includes RO Policy 1.2.5 which ensures that accessibility for the elderly, disabled, and others with special mobility needs is a design criterion for new facilities; this policy also commits the city to “retrofitting” all existing recreational sites for accessibility to those populations. RO Policy 1.4.4 states that residential neighborhoods that do not already have recreation sites within walking distance will be prioritized for new parks by the city. RO Policy 3.1.1 commits Plant City to correcting, “in an equitable manner,” existing facility deficiencies.

Public Engagement

The Planning Commission’s 2020 Annual Report, which evaluates the past year’s public engagement efforts agencywide, states *“Our agency remains committed to equity, diversity, and inclusion, and in 2021 we will continue this important work through an agencywide evaluation focused on these topics.”* The public has the opportunity to participate in regular meetings of the Planning Commission at the beginning of every meeting and during public hearings. Staff is available to the public when they have questions about a development or planning procedure. Proactive public outreach is specifically utilized by Planning Commission staff for comprehensive plan updates, community plan updates and special area studies. The Planning Commission’s public engagement procedures are found in two documents: the Procedures Manual for Comprehensive Plan Amendments, and the Guide for Community Planning for conducting special studies and updating community plans. Additionally, the agency adheres to an internal Strategic Plan which includes goals on developing planning partnerships and increasing citizen engagement.

Public Engagement for Currently Adopted Comprehensive Plans

The public engagement effort for the 2008 Unincorporated Hillsborough County Comprehensive Plan was branded “Plan 2025” and utilized what was called the Hillsborough County Evaluation and Appraisal Report (EAR). The EAR process asked stakeholders and public about the range of comprehensive planning topics at once rather than focusing on one element at a time. The Planning Commission boosted participation through coordination with the Hillsborough County jurisdictions, the Hillsborough TPO, and the School District of Hillsborough County. The EAR’s public engagement process started with workshops for government staff to get together and discuss issues. Afterwards, seven public open houses were held at various locations spread throughout the county, and lastly a Student Forum was held that brought about 100 high school students together to learn about the Comprehensive Plan updates and identify issues of concern to them. Additional input was provided by the Hillsborough County Citizen’s Advisory Committee (CAC), and public comments were submitted through various other locations including the Plan Hillsborough website and email.

The public engagement effort for the three jurisdictions’ 2016 comprehensive plans was performed in tandem with that year’s Hillsborough TPO LRTP update engagement process and was branded “Imagine 2040.” For this effort, public outreach was done in two phases. Phase I involved a survey offered online and at kiosks located throughout the county, and a paper survey collected primarily at community meetings. This phase asked participants to vote on their preferred growth scenario out of three possible scenarios: Suburban Dream, Bustling Metro, or New Corporate Centers. About 4,000 total responses were collected for Phase one. Phase II involved a second survey and received about 2,400 responses. The second survey presented the scenario with the most votes from phase one (which was Bustling Metro) to participants and asked more detailed questions about specific infrastructure and community element choices.

Planning Manual Guidance

Comprehensive Plan Amendment Procedures Manual

The Comprehensive Plan Amendment Procedures Manual for Unincorporated Hillsborough County and the Cities of Tampa, Temple Terrace and Plant City outlines the legal noticing requirements for different kinds of comprehensive plan amendments. There are multiple public hearings for a comprehensive plan amendment, including one by the Planning Commission evaluating the request’s consistency with the adopted comprehensive plan, one by the local governing body of the jurisdiction to hear the amendment and the recommendations of the Planning Commission and consider transmittal to the state for review if applicable, and a second public hearing by the local governing body where the amendment is considered for adoption. This process is outlined in state law, as are some of the requirements for noticing of the hearings.

For the Planning Commission public hearing, an advertisement in a local newspaper or publication must be published 10 days prior to the hearing. Local governments (except Temple Terrace) are required to do a mailout to property owners for all properties that will be affected by an amendment. Plan amendments initiated by the local government on publicly owned land are typically exempt from the mailout requirement, and mailouts are not required to go to site tenants, only owners, typically in a 250 feet radius around the applicant’s Map Amendment site. The only provisions for underserved

groups include the provisions ensuring that registered neighborhood groups are notified in Hillsborough County and the City of Tampa. There is also a provision to enhance public awareness and participation at public hearings of minority and neighborhood groups, stating that additional advertisement may be placed in minority or neighborhood publications. Signs are also posted on the property as another way to inform the community about the proposed amendment.

Creating and Updating Community Plans in Unincorporated Hillsborough County

This guide was created in 2012 and outlines the process used by the Planning Commission when creating and updating community plans, such as those in Unincorporated Hillsborough County's Livable Communities Element. These plans hinge on stakeholder participation, and in the guide a stakeholder is defined as

"...an individual or group with a direct interest or investment in the area addressed by a community plan, including residents, property owners, business owners, employees, business groups and other special interest groups, and governmental and non-governmental organizations."

Stakeholders play an active role in designing community plans from start to finish. Part 3 of the guide outlines how the Planning Commission should design a participatory planning process with stakeholders. The process is outlined in eight steps and includes developing a participation strategy, generating a contact list, conducting in-person interviews, creating an advisory committee, providing opportunities for participation, conducting public outreach, incorporating public input, and ensuring continued stakeholder involvement.

Regarding underserved communities, the guide explains that the community context should be considered at the beginning of designing the participation strategy. For example, if there is a significant population of people who speak English less than "very well," planners should ensure translation in materials and at meetings. Engagement strategies should also be tailored and adaptable to new information and new communities of people discovered in the study area throughout the process. The guide names several specific stakeholders to reach out to, including leaders of local neighborhood organizations and faith-based organizations. The members of the advisory committee are also key leaders in the process of designing the outreach strategy, vision and goals, and for ultimately advocating for the plan's acceptance. The guide also names conducting targeted outreach and focus groups as a way to ensure a cross-section of community interests are represented.

In the section of the guide explaining how to write the community plan, the guide specifically states that strategies that are outlined for reaching the plan's goals must not conflict with federal laws nor discriminate against any population group based on age, gender, religion, race, ethnicity, or income level. It also states that goals and strategies should be prioritized based on community input. This section also provides some language guidance for the plan, stating that strategies should be named clearly and succinctly and avoid complicated languages such as words with multiple meanings.

Special Area Studies

Several special area studies carried out and initiated since the 2018 Nondiscrimination Plan may have an impact on the quality of life of underserved populations. A special area study can focus on a

geographic area with a high concentration of underserved populations such as Wimauma, or may focus on a policy to address accessibility needs, like a study on transit-oriented development. Two such studies that have been completed include the Ybor City Vision 2020 Master Plan Update and the Brandon Corridors & Mixed-Use Centers Pilot Project.

Ybor City Vision 2020 Master Plan Update

Task:	Ybor City Vision 2020 Master Plan Update
Geographic Scale:	Neighborhood – Ybor City
Timeframe:	2019
Summary:	
<p>The Ybor City Vision 2020 study was requested by a community group, the Ybor City Development Corporation (YCDC) in response to significant development changes in recent years, including the closing of a large affordable housing complex with 640 rental units called the Tampa Park Apartments. Ybor City is one of the most historically significant neighborhoods in the City of Tampa and is a National Historic Landmark District (NHLD). It is also part of the Ybor City Community Redevelopment Area (CRA). CRAs were established to improve the conditions of underserved areas for the purpose of attracting private investment. The study was performed to evaluate how the area is growing and identify the community’s vision of what kinds of development that growth should bring.</p>	
Public Engagement:	
<p>The engagement process was formulated to use existing organizational meetings and events to solicit and update community leaders, in addition to soliciting broader involvement responses through online digital information, in-person engagement, and community workshop forum events. Groups that the team met with included the YCDC, Historic East Ybor and Gary Neighborhood Associations, the Tampa-Hillsborough Expressway Authority (THEA), the Tampa CRA Board, and the City of Tampa Barrio Latino Commission. Staff also tabled twice at the Ybor City Saturday Market, met with several local business and property owners one-on-one, and solicited feedback through a community survey which received a total of 253 responses. Finally, a public workshop was held that involved small group exercises with over 95 attendees.</p>	
Results:	
<p>Supporting connectivity and quality public space are two areas of focus of the resulting recommendations. A couple recommendations include connecting existing sidewalks and ensuring new sidewalks are ADA accessible. The plan has several recommendations that support the development of affordable and multifamily housing. The plan also includes goals about reducing the homeless population in Ybor City, but did not identify solutions for how to help those individuals, such as providing housing. Other recommendations encourage alternative modes of transportation including light rail, ride share and bicycle/pedestrian infrastructure. Another recommendation seeks to increase access to fresh food in the district.</p>	

Brandon Corridors & Mixed-Use Centers Pilot Project

Task:	Brandon Corridors & Mixed-Use Centers Pilot Project
Geographic Scale:	I-75 to SR 60 to Little Road to Bloomingdale Avenue
Timeframe:	2017/2018
Summary:	
<p>The Brandon Corridors and Mixed-Use Centers Pilot Project was a joint effort of the Hillsborough TPO and the Planning Commission. The corridors within the boundary of the study area are auto-oriented and have significant capacity and bicycle/pedestrian safety issues. The project was undertaken to develop strategies to better coordinate land use and transportation planning along major corridors within the Brandon Study Area, and to serve as a test case for application in other areas of the county.</p>	
Public Engagement:	
<p>Five public meetings were held. Two focused on the business community and three focused on the community at-large. The study was presented seven times to various committees at different times of day on different days of the week as well. An electronic survey was developed early in the process and distributed to dozens of neighborhood and business organizations through local media and posted on the Plan Hillsborough website. Also on the website was a comment submission form. Several hundred people provided feedback on different concepts for improvement including better and more frequent road service, road widening, a reversible lane on Bloomingdale, and intersection and pedestrian safety improvements.</p>	
Results:	
<p>A preliminary vision map was created (Figure 37) to illustrate the preferred pattern of development for Greater Brandon’s commercial districts and corridors which defined ten areas with the greatest potential to develop or redevelop as mixed-use activity centers. Several of these have higher intensity multifamily uses. The purpose of developing these centers was to reduce the need for auto-oriented development and associated traffic, lack of connectivity, and safety issues. Benefits would include lower greenhouse gas emissions, increased support for transit service, and expanded opportunities and safety for active transportation. Next steps and recommendations also discuss at length supporting transit services in these areas including potentially bus rapid transit (BRT) from Brandon to Downtown Tampa, and a potential fixed schedule circulator service.</p>	

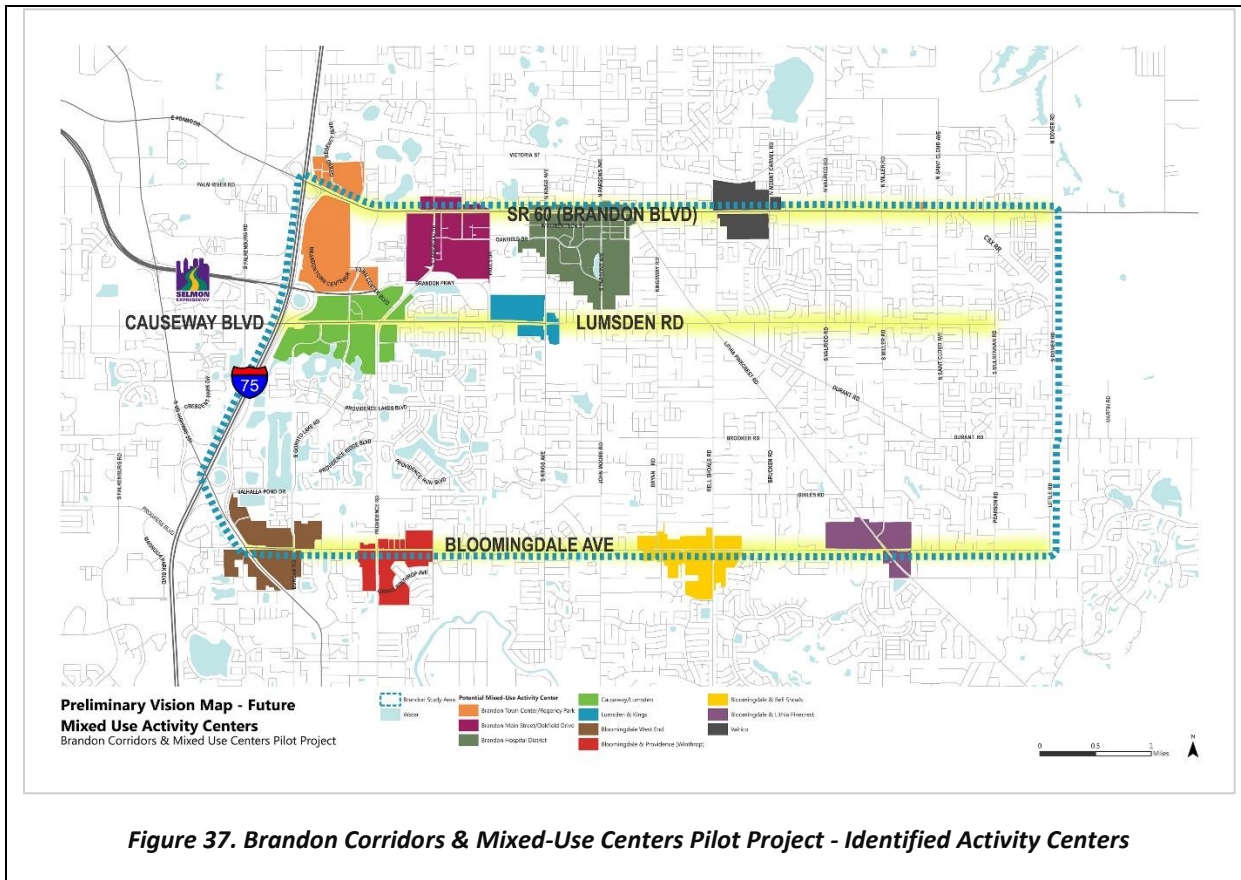


Figure 37. Brandon Corridors & Mixed-Use Centers Pilot Project - Identified Activity Centers

4 Equity Definition and Framework



I had to get a car as a last resort, but I hate driving. It's so expensive.

There is a huge lack of public transit. Every other city I have lived in, I was able to use transit. But here, there is no way for me to get to work two days a week reliably without using a car. There are no reliable bus stops near work. I had to get a car as a last resort, but I hate driving. It's so expensive. So I have to choose where I shop and where I live.

I don't like the way that the city is sprawled out. Even if there was good public transit, it would take so long to get to places. In other cities, like Vancouver, I was able to get to public amenities daily by walking.

When I lived in Clearwater, I had to go to shop in places out of the city in order to avoid being harassed. Here, there are places where I feel safe and welcomed. However, there is always street harassment on the sidewalks which makes me feel unsafe.

- Anonymous

Part IV: Equity Definition and Framework

The 2021 *Executive Order on Advancing Racial Equity and Support for Underserved Communities Through the Federal Government* provides several definitions that can help Plan Hillsborough better understand and articulate the meaning of “equity.”

The Executive Order defines equity as “*the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to underserved communities that have been denied such treatment, such as Black, Latino, and Indigenous and Native American persons, Asian Americans and Pacific Islanders and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, and queer (LGBTQ+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality.*”

The Executive Order further defines “underserved communities” as “*populations sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life, as exemplified by the list in the preceding definition of ‘equity.’*”

While this most recent Executive Order does provide some assistance in helping federal-aid recipients understand and articulate equity, there has been no significant guidance relating to the order issued as of the update and adoption of this plan. Existing federal legislation and regulations provide broad guidance in complying with Title VI and EJ regulations, but there is significant discretion in how TPOs can demonstrate their compliance, particularly in evaluating agency plans, programs, outreach, and practices. Plan Hillsborough Staff and leadership therefore decided it was necessary to identify a framework to better conceptualize equity in the agencies’ work and to advance more equitable outcomes.

As the U.S. faces deepening inequality and continued civil rights protests across the country, there is a need for continuing the advancement of equity in the traditional planning domains of transportation, housing, land use, and community development, which preeminently shape the quality of life of citizens. This was the focus of the 2018 article, *In Pursuit of a Twenty-first Century Just City: The Evolution of Equity Planning Theory and Practice* by Jason W. Reece. Reece asserts that these efforts to advance equity must consider the history of the urban planning profession both in terms of efforts for advancing the quality of life of marginalized persons, and also efforts that have negatively impacted the same groups. The planning profession is uniquely situated to advance equity and justice, as the field brings a history of communicative practice that supports robust equitable community engagement, as well as direct connections with legislators and decisionmakers.

The decision to move forward with a framework and approach to equity that is more rooted in social justice literature and activism is supported by Alex Karner et. al in their 2020 research titled *From Transportation Equity to Transportation Justice: Within, Through, and Beyond the State*. The article asserts that existing Title VI and EJ obligations have been insufficient in addressing the legacy of discrimination in planning practice.

After performing an extensive literature review, staff identified a framework for equity that incorporates principles from several different sources and authorities. The following five-component

framework was proposed by *Propositions for More Just Urban Public Spaces* by Setha Lowe and Kurt Iveson and their predecessors including David Schlosberg, John Rawls and others. These components of equity are:

- **Distributive Justice:** The distribution of benefits and burdens of comprehensive planning and transportation programs and investments in a manner that seeks to equalize existing differences between groups.
- **Recognition:** The recognition of historic and contemporary legacies of discrimination, and the active work against institutionalized systems that perpetuate these legacies or disproportionately burden marginalized communities.
- **Procedural Justice:** This component focuses on how decisions about planning in Hillsborough County are made, to what extent planning is a genuine part of the democratic public process, and to what extent such processes are constrained by existing societal structures or other powerholders.
- **Interactional Justice:** According respect and regard for the feelings, experiences, perspectives, and wishes of all persons, especially those who have been historically marginalized and continue to experience discrimination. This component focuses on the quality of interpersonal interactions in a specific situation and place.
- **Care and Repair:** *Care* refers to active actions our agency takes in public spaces that are pro-social and life-enhancing and includes the advancement of support systems which enable everyone's access to public space and services. *Repair* refers to the active maintenance and upkeep of public spaces and provision of essential services ranging from trash collection, upkeep of parks and recreational areas, and maintaining roadways and sidewalks, and a host of other activities.

Integrating these components of equity into our plans and processes will help Plan Hillsborough contribute to the improvement of the quality of life of all residents of Hillsborough County, particularly for the most underserved citizens and communities.

See the literature review for this section in **Appendix E: Literature Review of Equity Framework**.

5 History of Discriminatory Planning in Hillsborough County



“ And what about the people who work 24 hours? Our lives don’t end after 10 p.m.

My daughter has to use the bus for everything, but now that I’m older, I only really use it when I have to. Sometimes the buses are late around 5 p.m. because there is traffic, which I understand. But when they’re really late, I get frustrated because then I can’t make my connections. The connections need to wait because then you have to run to try and get them. And besides the possibility of getting hurt, it’s really embarrassing.

And what about the people who work 24 hours? It’s too expensive to get an Uber or a taxi. Our lives don’t end after 10 p.m.

They need to budget for people. We’re just trying to get from point A to point B. How would you like it if you didn’t have any transportation? How do we do anything when we don’t have transportation?

- Diana

Part V: History of Discriminatory Planning in Hillsborough County

Federal, state, and local governments across the U.S. have a longstanding history of racist, xenophobic, classist, and otherwise discriminatory practices and policies within the fields of transportation, housing, land use, and comprehensive planning. It is well-documented that many of these practices and policies were carried out with explicit intent throughout the 19th and 20th century. They created and reinforced racial-, ethnic-, and class-based segregation in cities and counties across the country and resulted in longstanding inequities that continue to be seen and felt today. Hillsborough County and its local jurisdictions – the City of Tampa, City of Plant City, and City of Temple Terrace – are no exception to this broad pattern of racism and discrimination in planning.

As previously stated, existing Title VI and EJ legislation has been largely insufficient to address the legacy of discrimination in planning practice. As Hillsborough County and its local jurisdictions move forward to meet the needs of all residents, it is imperative that both Plan Hillsborough and the community-at-large consider our past as we plan for the future and recognize the need to address the inequitable outcomes that have resulted from past discriminatory planning practices and policies.

This section and its associated appendix are not required under any nondiscrimination authorities, but they serve to both recognize and document the history of racist and otherwise discriminatory practices of past planning efforts and policies at all levels of government, and identify some of the ways that those policies ultimately shaped Hillsborough County. Specifically, this documentation of institutionalized discriminatory planning-related policies and practices is intended to assist the agency in placing civil rights legislation within its proper context, including the Civil Rights Act of 1964 and 1968. This information furthermore serves to inform and advance Plan Hillsborough’s nondiscrimination obligations, as well as equitable processes and outcomes.

See the extended report which details how racism and discrimination was embedded in local, state, and federal planning practice and the ways in which these practices and policies shaped Hillsborough County in **Appendix F: History of Discriminatory Planning**.

6 Public Engagement for the Nondiscrimination & Equity Plan



“Equality doesn’t exist. It never existed.”

I’m the son of Willie James Wright, a proud product of Central Avenue, and grandson to Mary Alexander, who was forced to relocate out of Tampa’s original prosperous Black Wall Street in the 1970s due to eminent domain for the new interstate I-4 connecting I-275. I grew up in East Tampa, and like most people from that area, I had a humble beginning. But just because it’s a humble beginning doesn’t mean it stays there. It can lead to extraordinary endings.

Equality doesn’t exist, it never existed. Let’s dispel this whole thing about equality, and let’s focus on the real issues of Tampa. Regardless of Democrat or Republican, let’s focus on interests. Instead of widening the roads, how about let’s be more innovative with our allocation of tax dollars. Let’s focus more on inner city public transportation, better sidewalks, scooters, and investment in the black areas of Tampa Bay. Or invest in the trolley system and expand that.

- Ronald Nelson

Part VI: Public Engagement for the Nondiscrimination & Equity Plan

Plan Hillsborough staff designed a community engagement program as a central component of this Nondiscrimination and Equity plan update. Working extensively with the public on this plan was intended to advance the procedural justice component of our equity framework. The goal of the engagement process was to better understand the access needs and challenges of underserved communities in Hillsborough County, including how systemic and interpersonal discrimination may have impacted their access. The data collected through this outreach process was used to guide the recommendations in **Part VII: Recommendations for Advancing Nondiscrimination and Equity**.

To reach our research goal, the engagement methods for this plan were designed to oversample underserved demographic groups and neighborhoods while also providing opportunities to everyone in Hillsborough County to provide input. Methods included a survey, a storytelling forum, field outreach and focus groups. Participants were asked about the challenges they face when accessing a variety of community elements, and their ideas for solutions to address those challenges. Engagement questions asked specifically about the following four community elements:

1. Access to quality **transportation** options,
2. Access to quality affordable **housing** and neighborhood options,
3. Access to **other important community elements** throughout Hillsborough County, such as places where quality jobs are located, quality schools, affordable healthcare options, and quality grocery stores, and
4. Access to political power, particularly through **engagement opportunities** provided by local government agencies.

The survey received 456 completed responses, and 50 people provided narrative responses to open-ended questions through the Storytelling Forum, five focus groups, over the phone and via email. Engagement methods did successfully oversample several underserved demographics, including people who make a low-income, people who are unemployed, people with disabilities, women, LGBTQ+ people, people who speak English less than “very well,” Black/African Americans, and people who identify as two or more races/ethnicities. A combination of quantitative analysis and qualitative analysis illuminated trends and themes that can provide a foundational understanding of what members of underserved demographic groups and neighborhoods in Hillsborough County experience and feel about their access to community elements and decision-making power.

Results of this engagement process suggest that interpersonal and systemic discrimination have had a negative impact on the lives of those in Hillsborough County who are members of underserved demographic groups. In addition, the top three most difficult community elements for people to access are political power, quality affordable housing, and government meetings, as shown in **Table 12** in this section’s associated appendix.

Different demographic groups face unique challenges in accessing transportation, housing, community elements and public engagement opportunities that require special consideration, but some challenges

were the same across underserved groups and geographic boundaries. For example, regarding access to transportation, underserved people across the county have little choice but to use expensive transportation options like owning a personal vehicle or using a rideshare service. Other transportation options such as using the bus, walking, and biking are unsafe or unreliable, and community elements are far apart. Investment in the bus system and safety and traffic calming infrastructure like speedbumps were two of the top suggestions for addressing transportation challenges.

As for housing, people are feeling stressed as housing costs are rising and wages and the quality of available housing stay low. One common theme mentioned was “revitalization, not gentrification,” meaning that any investment in desired infrastructure should be paired with community benefits like affordable housing units and job-training programs.

Regarding access to political power, one major theme across demographic groups was that people do not trust the government to listen or take action to help them. Respondents suggested strategies that would allow members of underserved communities to speak for themselves on the issues that disproportionately negatively impact them, such as compensation for participation, evening and weekend meetings, opt-in text notifications, and bringing meetings and engagement opportunities closer to where people live.

Appendix G: Public Engagement Results details the methods used to speak with members of underserved communities in Hillsborough County and provides an in-depth analysis of the access challenges and potential solutions identified during this engagement process.

7 Recommendations for Advancing Nondiscrimination and Equity



There is a bus stop I have to use frequently on Yukon, and it is deserted. I do not feel safe there.

I wish they would let us know more ahead of time the changes to the bus routes and schedules so people could plan their day. I use Google Maps, and most people use their phones because it is easiest. But even though the schedules are linked, they will not update on Google maps. If you're going to link them, do it correctly! We don't see the changes, and it gets confusing and frustrating. However, the bus drivers are helpful.

The bus stations need some help. There is a bus stop I have to use frequently on Yukon, and it is deserted. I do not feel safe there. They need a variety of food options there; some of them don't even have vending machines. The bus stop on Fletcher near the Walmart has cops and more people, so I feel safer there.

- Anonymous

Part VII: Recommendations for Advancing Nondiscrimination and Equity

Equitable decision-making in planning involves understanding the historical background of a planning area, identifying the locations of groups that have been underserved and underrepresented, identifying community needs and building a community vision with community members, and ultimately carrying out these visions to the best of an agency's abilities. Hence, this plan provides a profile of Hillsborough County's residents, highlights how Plan Hillsborough has incorporated the core principles of equity and nondiscrimination laws into our practices and policies, outlines results of a public engagement process designed to better understand community needs and perceptions of access, disparity, and discrimination, and documents historical discrimination in planning activities in Hillsborough County. Next, this plan will outline recommendations for advancing nondiscrimination and equity in our planning processes and outcomes which Plan Hillsborough will carry out to the best of our ability.

Most of the following recommendations are not required for the TPO nor the Planning Commission to achieve compliance with Title VI and other nondiscrimination legislation. However, some recommendations involve taking an agencywide approach to address Title VI through internal procedures and practices; these are indicated in parentheses.

Recommendations were generated by comparing and building upon ideas and case examples from community engagement efforts, staff feedback and expertise collected throughout the planning process, and best practices research. Specific measures were then added to reflect some of the best ideas identified.

The recommendations below are broken into three sections. Agencywide (AW) recommendations refer to internal practices and procedures that apply agencywide to all Plan Hillsborough operations. Transportation Planning Organization (TPO) recommendations apply only to the activities of the staff servicing the TPO board in compliance with federal grants. Comprehensive Planning (CP) recommendations apply to Planning Commission staff activities, and outcomes are subject to recommendation by the Planning Commission Board and adoption by the applicable local government.

Internal and Agencywide Procedures and Outreach

The following recommendations are intended to improve internal administration and planning procedures utilized by all of Plan Hillsborough.

AW Recommendation 1. Improve hiring practices, staff representation and training, and consultant opportunities. Representation is essential for advancing equity. A staff that reflects the constituency and diversity of Hillsborough County can help with agency innovation and involvement with communities that have been historically excluded.

AW Measure 1.1. Remove barriers to employment – Remove questions from job applications that act as a deterrence for or have a disparate impact on candidates.

- Ensure felony and misdemeanor convictions do not preclude someone from being hired to Plan Hillsborough. Work with Hillsborough County Human Resources to remove questions relating to felony and misdemeanor convictions or charges from Plan Hillsborough job applications and consider replacing with verbiage informing applicants that background checks are conducted per standard protocol.
- Remove the requirement that employees have a valid driver's license for positions that do not require a driver's license to perform the job, or where duties can be fulfilled using multimodal transportation.

AW Measure 1.2. Diversify the candidate pipeline – Continue to recruit new hires that represent a diversity of disabilities, genders, races, ethnicities, and other identities and experiences. For example, by advertising job openings to outlets that interface with underserved communities such as Historically Black Colleges and Universities (HBCUs), organizations like the Council of Minority Transportation Officials, and local publications.

AW Measure 1.3. Provide employment transparency – Provide more public transparency regarding hiring data, salary tables, employee retention, promotion protocols, internal discrimination complaints, and other internal employee statistics as it relates to race, ethnicity, disability, and other protected characteristics.

AW Measure 1.4. Ask for and indicate pronouns – Include fields for “Pronouns” and “Preferred Name” in onboarding materials. Ensure that communications use a person's pronouns and preferred name, and that new email addresses also reflect a person's preferred name. Encourage staff to indicate their pronouns where appropriate such as in their email signature.

AW Measure 1.5. Expand DBE recruitment – TPO: Continue to meet the Disadvantaged Business Enterprise (DBE) Goal adopted by the Florida Department of Transportation in accordance with state regulations, strive to surpass the goal, and report on progress in the Unified Planning Work Program (UPWP). Planning Commission: Track the usage of DBE's or Minority Business Enterprises (MBEs) and identify a goal for the use of DBEs or MBEs.

AW Measure 1.6. Compensate community liaisons – For planning projects which include public outreach, dedicate a portion of project budgets to pay community members, activists, and organizations for engagement and feedback, where appropriate and feasible. Similarly, identify opportunities and prioritize hiring citizen graduates from programs such as a “Planners Academy” for new agency roles like “Neighborhood Liaison” who can serve as a facilitator between communities and Plan Hillsborough.

AW Measure 1.7. Continue ongoing Title VI, Environmental Justice, and other Civil Rights trainings – Provide training to new hires, and regular trainings to all staff, on Title VI of the Civil Rights Act, Environmental Justice, and other nondiscrimination legislation and regulations. Highlight agency obligations under federal legislation and guidance.

AW Measure 1.8. Implement ongoing equity, identity, and cultural sensitivity trainings – Provide a Diversity, Equity and Belonging (DEB) training to new hires and provide regular trainings to all

staff on the basics of culture, engagement considerations, and access challenges and needs of different identities and groups that live in Hillsborough County.

AW Recommendation 2. Identify ways to continually improve and expand public engagement initiatives and opportunities to ensure meaningful involvement of individuals and communities who have been traditionally underrepresented in planning processes. Working to ensure that no one is denied participation in agency activities is an essential requirement of nondiscrimination authorities. As such, Plan Hillsborough will continue to expand engagement efforts, particularly in communities that have been historically excluded.

AW Measure 2.1. Public Participation Plan – Adopt an agencywide Public Participation Plan (PPP).

- Within the PPP, include an agencywide Limited English Proficiency Plan (LEP Plan). (Recommended for compliance with Title VI of the Civil Rights Act of 1964 and Executive Order 13166)

AW Measure 2.2. Evaluate and Support ADA compliance – Conduct an agencywide self-evaluation for accessibility and compliance with the Americans with Disabilities Act (ADA) and create an ADA Transition Plan. As part of this effort, continue to work towards ensuring essential documents produced by Plan Hillsborough and on the Plan Hillsborough website are compliant with Web Content Accessibility Guidelines (WCAG) latest edition. (Recommended for compliance with Rehabilitation Act of 1973 and Americans with Disabilities Act)

AW Measure 2.3. Plan for and provide information on accessibility measures and increase provisions for meetings and other activities – As resources allow and laws require, proactively provide language interpretation and translation, accommodations for the disabled, childcare, and other community resources for planning meetings and events, and advertise their provision in outreach materials.

- Clearly indicate on all agendas and materials the agency’s nondiscrimination assurances and contact information for accessibility requests and interpreter and translation requests. Ensure requests are processed in a timely manner and that all reasonable requests for accommodation are met.
- Strive to proactively provide accessibility measures for the disabled, including but not limited to captions on webinars and sign language interpretation.
- Implement measures that create an environment where parents feel welcome to bring their children of all ages to agency events and meetings. Proactively provide for and advertise provision of childcare at in-person public meetings when feasible.
- Implement measures that create an environment where all religions and faiths feel welcome at agency events and meetings, such as requiring that opening invocations are interfaith, or by no longer doing prayer before meetings.
- Strive to host meetings and events in the evening when most people are off work. Offer more than one meeting opportunity whenever possible.

AW Measure 2.4. Standardize public comment period access – Identify an agencywide standardized procedure for the public to provide public comment to board, committee, and commission meetings with the aim of simplifying the process and ensuring that all comments are heard by the appropriate group. (Note: The TPO’s notice and comment process is documented in the PPP, and there is opportunity for the Planning Commission to document its notice and comment processes in the PPP as well; see AW Measure 2.1.)

AW Measure 2.5. Continue to conduct and expand educational outreach about planning – Provide courses, training, webinars, and other opportunities for the public to learn about planning, the role of the TPO and Planning Commission in community growth, and how they can help guide that growth.

- Continue programs educating youth on planning by devoting staff time and resources to the Future Leaders in Planning (FLiP) and Future Leaders in Planning Jr. (FLiP Jr.) programs and continue to expand the program, particularly in underserved communities.
- Explore interest in a “Planners Academy” that occurs on an annual or biannual basis.
- Share and promote planning-related leadership development and related opportunities by outside organizations.
- Design and implement a concerted educational campaign with webpages, handouts, “Ask a Planner” event table, media package and other materials designed to educate people on what planning is and how agencies, jurisdictions and the public work together to make an idea become a tangible change in the community.
- Design and implement a training program for the general public on Title VI, Environmental Justice, and other civil rights authorities and their relationship to planning processes and outcomes.

AW Measure 2.6. “Meet people where they are” – Using community maps provided in this report and other resources, expand efforts to involve members of underserved communities in planning activities and decisions by hosting meetings and conducting public outreach in those communities.

- Host board, committee, and commission meetings and workshop days in different locations around the county on a rotating basis, as resources and time allow.
- Host rotating office hours in partnership with local community organizations where Plan Hillsborough staff have office days in neighborhoods that have been traditionally underserved and underrepresented in planning processes.
- Encourage consultants and staff to conduct field outreach that involves door-to-door canvassing or on-street canvassing for appropriate projects. Field outreach may also involve tabling efforts in highly trafficked community locations, such as grocery stores, laundromats, recreation centers and post offices.
- Explore creating a program to recruit and train students at the University of South Florida, University of Tampa, Hillsborough Community College and other local schools

and universities to do door-to-door canvassing for agency projects as part of a class or student project.

AW Measure 2.7. Leverage technology – Use the growing number of digital and social media outreach methods to reach and engage members of underserved communities.

- Explore utilizing a text program that people can opt-in to that would provide a messaging service for people to exchange texts with Plan Hillsborough staff about local issues, and/or that provides text blasts about projects in their neighborhoods and upcoming meetings, hearings and events.
- Leverage opportunities to reach members of communities that have been underserved with social media ad-buys; prioritize advertisements in traditionally underserved zip codes and neighborhoods.
- Explore the interest and need for a phone application to act as a hub of information for agency meetings and events which includes a calendar of events, contact information for the event coordinator, and other key event and agency information.
- As resources are available, work to host all publicly advertised meetings in a hybrid format, meaning both virtually and in-person, including community workshops, public hearings, and commission, board, and committee meetings. Allow virtual attendees to participate in these meetings as if they were attending in person.
- Standardize the practice of recording all meetings and activities and making them available on a centralized YouTube channel. Ensure recordings and educational materials are provided on relevant project pages.
- Evaluate how new efforts at integrating technology into outreach processes are compliant with the ADA and are otherwise accessible to those with disabilities.

AW Measure 2.8. Increase inclusion in outreach materials – Continue to ensure outreach materials include images of people that more accurately reflect the diverse citizens of Hillsborough County, including images of same-sex couples and others of LGBTQ+ identities, non-nuclear families, people with disabilities, and diverse races and ethnicities.

AW Measure 2.9. Follow-up with participants – Continue to ensure that participants in planning activities and events receive follow-up after a meeting or project is completed. Standardize requesting evaluation from participants on what went well and what could be improved.

AW Measure 2.10. Expand performance measures for public engagement – Identify and expand performance measures for tracking participation of members of underserved communities. Report data in the PPP Measures of Effectiveness (MOE) Report (TPO) and Annual Report or other document (Planning Commission).

- Report on public outreach conducted to minority and low-income individuals and communities. (Recommended for compliance with Title VI of the Civil Rights Act of 1964 and Executive Order 12898)

- Survey the participants of public meetings and events on socioeconomic characteristics (race, ethnicity, age, income, disability status, sex, and gender) whenever possible. Ensure consultants collect the same information. Monitor, evaluate, and report on this information in the PPP MOE and Annual Report.

AW Recommendation 3. Improve coordination with all Hillsborough County government agencies and jurisdictions. To achieve social equity, many issues must be addressed simultaneously. This will take the coordination and cooperation of all stakeholders in the region. Increased coordination will also ensure efficient use of public resources as all agencies can support one another, work towards a common goal, and share data.

AW Measure 3.1. Implement regular equity updates – Provide regular updates to the Planning Commission and TPO on staff efforts towards integrating equity concerns into planning and overall progress of equity measures in the Plan Hillsborough Strategic Plan, the PPP MOE Report, the State of the System Report, and other places where performance measures are integrated. Provide updates as requested by local governments and community organizations.

AW Measure 3.2. Document and deliver public comments – Document all public comments the agency receives that are for other departments or agencies and implement a procedure for ensuring comments get to the right person or place.

AW Measure 3.3. Encourage intergovernmental meetings – Increase data sharing and coordination on equity concerns and efforts across local government jurisdictions and agencies, including the ongoing impacts of historic discrimination on communities and measures to mitigate those impacts.

AW Measure 3.4. Establish an equity coordination meetup – Explore interest in and feasibility of hosting a monthly public meeting where jurisdictional representatives and public leaders can come together and discuss equity-focused research, efforts, and progress.

AW Measure 3.5. Coordinate ADA Transition Plans – Coordinate with and identify methods to continue to support the four local governments in implementing their ADA Transition Plans, and other accessibility measures, through the transportation and comprehensive planning processes.

AW Measure 3.6. Coordinate with Tribal Governments – Continue to make efforts at coordinating with and engaging Tribal Governments on planning processes, plans, and outcomes.

Hillsborough Transportation Planning Organization Recommendations (TPO)

The following recommendations are specific to the work products and associated procedures of the Hillsborough TPO only.

TPO Recommendation 1. Identify and implement methods to evaluate existing transportation conditions and the impacts of TPO plans and projects spatially and demographically across Hillsborough County. This recommendation is intended to support the TPO’s responsibility to ensure that no one is denied the benefits of or is disproportionately burdened by our plans and projects. In addition, these measures will support the TPO in taking active steps towards addressing the inequitable results of past discriminatory policies and infrastructure decisions.

TPO Measure 1.1. Advocate for Tampa Bay Regional Planning Model changes – Continue to work with regional and state partners to refine the Tampa Bay Regional Planning Model (TBRPM) with the goal of producing outputs that are increasingly useful for evaluating the benefits and burdens of Long-Range Transportation Plans (LRTPs) on Environmental Justice communities and other underserved communities in Hillsborough County. This includes outputs such as increases in CO² emissions and hydrocarbons in Environmental Justice communities versus countywide. Advocate for a proportional share of demographic responses in the Household Travel Survey or in mobile phone location data.

TPO Measure 1.2. Evaluate existing conditions – Expand the equity-related measures in the State of the System Report and build on existing measures (emissions exposure, severe crashes and access). Continue to evaluate equity conditions in all other plans and projects (such as resiliency, electric vehicles charging stations, smart cities, etc.). Consider spatial disparities such as lighting and tree coverage.

TPO Measure 1.3. Conduct an equity-related needs assessment for the Long-Range Transportation Plan – Examine key issues in disparate conditions and identify transportation investments to help undo inequitable outcomes for consideration in the next LRTP update. Ensure racial equity is explicitly considered. Use the State of the System Report to inform this process.

TPO Measure 1.4. Acknowledge and trace historical discrimination to present-day conditions – When conducting an existing conditions assessment for a planning study, include a review of historical development of the community or subject area and consider historical discriminatory practices and development patterns. Proactively conduct research that explores the connections between the discriminatory legacies in Hillsborough County and contemporary inequitable outcomes, specifically in the area of transportation. Partner with communities that have been impacted by past discriminatory policies, as well as local jurisdictions and partners, to explore community perceptions of historic discrimination and contemporary conditions in community needs assessments.

TPO Measure 1.5. Measure benefits and burdens – Continue to refine the methodology to identify what portion of Transportation Improvement Program (TIP) and LRTP funds are being

invested in minority and low-income communities compared to countywide. Break down these portions by total funds, dollars per capita, and mileage of improvements based on funding buckets (Major Capacity, Good Repair and Resilience, Vision Zero, Smart Cities, and Real Choices When Not Driving). Continue to identify measures to evaluate the benefits and burdens of these projects, including the potential for disparate impacts and disproportionate burdens in Title VI and Environmental Justice communities for the funding buckets.

TPO Recommendation 2. Identify and implement methods to prioritize projects and funding in low-income and minority areas for the TPO’s major project areas. This recommendation is intended to create equitable outcomes in the distribution of planning processes and project benefits and burdens. Information gathered as part of TPO Recommendation 1 should be used to inform and guide the implementation of this recommendation.

TPO Measure 2.1. Continue to prioritize projects in low-income and minority areas in the Long-Range Transportation Plan – Continue to refine and identify prioritization methodologies for Good Repair and Resilience, Vision Zero, Smart Cities, and Real Choices projects in Environmental Justice areas. Ensure the methodologies consider the extent to which the project will provide benefits to the surrounding communities or could burden surrounding communities. Carry forward the prioritization factors in the LRTP to the TIP.

TPO Measure 2.2. Prioritize projects in low-income and minority areas in the Transportation Improvement Program – Develop prioritization methodologies for Good Repair and Resilience, Vision Zero, Smart Cities, and Real Choices projects in Environmental Justice areas for the list of priority projects in low-income and minority areas. Ensure the methodologies consider the extent to which the project will provide benefits to the surrounding communities or could burden surrounding communities.

- Seek verification from implementing agencies that are identifying an equity benefit for their candidate projects that public engagement with Title VI and Environmental Justice communities has been conducted during project development phases, and that the project serves community needs and supports the overall community vision.
- Request that implementing agencies submit existing actions and measures to mitigate gentrification alongside infrastructure development in their identified equity benefits (such as affordable housing, job training programs, etc.).
- Encourage implementing agencies to demonstrate that they have meaningfully explored an operational improvement such as signal timing, variable speed, smart technologies, and others before prioritizing a project that involves right-of-way acquisition in the TIP or LRTP. Minimize right-of-way acquisition in Title VI, Environmental Justice, and other historically impacted communities.

TPO Measure 2.3. Prioritize equity benefits in all other TPO projects – Incorporate prioritization methodologies that address existing community needs and disparities in all TPO plans and projects (such as resiliency, electric vehicles charging stations, smart cities, etc.).

TPO Measure 2.4. Explore participatory budgeting – Explore the possibility of using a participatory budgeting approach to select a portion of projects in the LRTP and/or the TIP.

TPO Measure 2.5. Encourage public requests for studies – Encourage and provide opportunities for the public to provide proposals for studies in the Unified Planning Work Program (UPWP).

TPO Recommendation 3. Continue to focus the Vision Zero Program on infrastructure and design policy. Continue to recognize the benefits of good design and recognize and address the disproportionate impacts enforcement has on low-income people and people of color. Consider the perception and impacts of automated enforcement measures like red light cameras on low-income communities and communities of color.

TPO Recommendation 4. Evaluate the need for changes to address representation and citizen power on all TPO advisory committees. Federal and state statutes require that TPO decision-making bodies ensure or consider representation of communities that have been underserved and underrepresented.

TPO Measure 4.1. Consider new seats – Ensure that the Citizens Advisory Committee (CAC) complies with the state mandate that, “Minorities, the elderly, and the handicapped must be adequately represented.” (FL State Statute 339.175.6.(e)1). Explore the need for additional seats on all non-technical TPO advisory committees representing communities that have been underserved such as seats for Asian or Asian-American-at-Large, under 21-at-Large, neighborhoods, social services, and organizations to better reflect the diversity of Hillsborough County.

TPO Measure 4.2. Consider removing seats – Consider removing seats from the CAC that represent local transportation, planning, and other technical or governmental agencies which are better suited for the Technical Advisory Committee (TAC). Move seats as appropriate to the TAC or other committees.

TPO Measure 4.3. Remove barriers to committee membership – Remove questions relating to felony or misdemeanor charges or convictions from advisory committee applications.

TPO Recommendation 5. Continue to prioritize multimodal transportation and multimodal projects that benefit underserved neighborhoods and individuals. This recommendation is meant to encourage the provision of affordable and accessible transportation choices other than cars for all residents of Hillsborough County.

TPO Measure 5.1. Support public transit expansion and improvement – Evaluate and implement ways to ensure that mass transit options are prioritized in projects, policies, and funding programs.

- Continue to provide technical support to Hillsborough Area Regional Transit (HART) and the Hillsborough County Sunshine Line including but not limited to bus stop assessments and prioritization, Comprehensive Operations Analyses, Fare Assessments, Vision Plans, Transit Development Plans (TDPs), Transportation Disadvantaged Service Plans, and other projects.

- Continue to encourage HART and other agencies to adopt policies and priorities that support the Transportation Disadvantaged and reflect the principles of Title VI and Environmental Justice.
- Continue to prioritize public transit projects and plans in the LRTP and TIP.

TPO Measure 5.2. Support safe and accessible active transportation – Continue to support local jurisdictions in their implementation of bicycle, pedestrian, and other active transportation infrastructure. Encourage and support best practices such as complete streets, safe streets design principles and Vision Zero.

TPO Measure 5.3. Continue to support sidewalk expansion and accessibility – Support local jurisdictions in their sidewalk prioritization process and the implementation of their ADA Transition Plan in this regard, especially in underserved communities.

Comprehensive Planning Recommendations

The following recommendations provide approaches that may be considered by Planning Commission staff as they update future work programs and comprehensive plans of all four local governments. Any initiatives undertaken would be related to staff activities, and outcomes are subject to recommendation by the Planning Commission Board and adoption by the applicable local government.

CP Recommendation 1. Identify methods for evaluating existing community inequities along demographic and spatial lines and integrate findings into the comprehensive planning process.

Understanding existing community inequities across the range of comprehensive planning areas is essential for addressing the needs of all communities and individuals in Hillsborough County.

CP Measure 1.1. Conduct equity conditions and needs assessments – Consider conducting equity assessments to inform the comprehensive planning process. This may include but is not limited to:

- *Evaluate access to community elements* – Consider measures which evaluate the accessibility, proximity, and maintenance of community elements that may be needed to serve daily resident needs such as schools, jobs, parks and recreational facilities, grocery stores, restaurant and retail options, banks, healthcare providers, government services, and transportation mode options and infrastructure.
- *Evaluate health and environmental conditions* – Identify existing and potential disproportionately high and adverse human health and environmental conditions in the county (such as air quality, tree coverage, greenspace, chronic diseases, superfund proximity, etc.).
- *Trace historical discrimination to present-day conditions* – Proactively conduct research that explores the connections between the discriminatory legacies in Hillsborough County and contemporary inequitable outcomes. This may include the areas of housing, zoning and land use, transportation access, public health, climate and resiliency, and other areas that the Planning Commission oversee or influence.
- *Examine Gentrification* – Identify, track, and evaluate current trends, indicators, and community perceptions related to gentrification and displacement.
- *Evaluate Fair Housing* – Explore partnering with the local jurisdictions and the Tampa Housing Authority to examine historical patterns of segregation. Identify tools to meaningfully combat and overcome these patterns and foster inclusive communities free from barriers which restrict access on the basis of protected characteristics (Race, Color, National Origin, Disability, etc.).
- *Examine Single Family Zoning* – Evaluate the impacts single family zoning has on housing affordability and availability across all jurisdictions. Consider the historical uses of single-family zoning to reinforce racial and class-based segregation locally and nationally.
- *Evaluate Housing Affordability* – Continue to evaluate housing affordability, availability, and needs for all income ranges in Hillsborough County.

CP Recommendation 2. Implement best practices for staff to evaluate the impacts of comprehensive plans, community/neighborhood plans, and other planning studies on Title VI and Environmental Justice communities. A key component of nondiscrimination is ensuring that no one is denied the benefits of our planning processes, and no one is disproportionately burdened by the impacts of our plans on the basis of any protected characteristics. This recommendation involves identifying locations of Title VI, Environmental Justice, and other underserved communities, and evaluating the impacts of comprehensive plans and related studies on those communities compared to countywide using processes such as scenario planning, population projections, community input, GIS analysis, modeling, and other methods. If policies are found to have a disparate impact on Title VI or Environmental Justice communities, staff should justify policy need and identify mitigation measures.

CP Recommendation 3. Propose goals, objectives, and policies (GOPs) which address the needs of Title VI, Environmental Justice, disabled, and other communities and individuals who have been underserved throughout all elements of the comprehensive plans, where appropriate. Using information gathered as part of CP Recommendation 1 and 2, consider tailoring goals and policies in comprehensive plans that address identified community disparities, legacies of discrimination, and other community and staff concerns.

CP Measure 3.1. Acknowledge history of discrimination in plan background – Acknowledge history of discrimination and racism in planning practice in the background and historical context of plans and studies that identify specific areas, neighborhoods, or corridors.

CP Measure 3.2. Address the needs of underserved communities – Continue to identify policies necessary for ensuring fair and equitable treatment of and outcomes in Title VI, Environmental Justice, and other underserved communities throughout all comprehensive plan elements, as appropriate. Incorporate socioeconomic- or culture-specific needs and other identity-specific considerations.

CP Measure 3.3. Consider underserved communities in future capital improvements planning – Evaluate opportunities to incorporate prioritization of infrastructure for underserved communities into the Capital Improvements Elements of comprehensive plans.

CP Recommendation 4. Support Land Development Code enhancement. As requested, and as needed by client local governments, continue to provide support for updating Land Development Codes to ensure consistency with comprehensive plans as they relate to these topics. Share resources, data, and best practices, particularly as they relate to advancing equity.

Appendices



“ There needs to be more notice when the bus schedule changes.

The bus gets me to and from work. There needs to be more notice when the bus schedule changes. The bus was showing up every day at 12:16 p.m. and then all of a sudden it changed to 12:05. If I don't use the (Flamingo Fares) app, how am I supposed to know the changes? I have to get here early and hope that I catch it.

- Anonymous

Appendix A: 2014 Staff Services Agreement Nondiscrimination Provisions

The following clauses are included in the 2014 Staff Services Agreement between the TPO and Planning Commission.

7.00: Nondiscrimination: *The Commission, with regard to the work performed by it pursuant to this Agreement, shall comply with Title Vi of Civil Rights Act of 1964; Section 504 of the Rehabilitation Act of 1973; Civil Rights Restoration Act of 1987; and related statutes and Regulations requiring that no person shall on the basis of race, color, national origin, sex, age, disability/handicap, or income status, be excluded from participation in, be denied the benefits or be otherwise subjected to discrimination or retaliation. The Commission will not participate either directly or indirectly in the discrimination prohibited by the Regulations, including employment practices when the Agreement covers the program governed by the Regulations.*

7.01: Compliance with Regulations: *The Commission shall comply with the Regulations relative to nondiscrimination in federally-assisted programs of the US Department of Transportation which are herein incorporated by reference and made a part of the Agreement.*

7.02 Solicitations for Subcontracts, Including Procurement of Materials and Equipment: *In all solicitations made by competitive bidding or negotiations made by the Commission for work to be performed under a subcontract, including procurements of materials and leases of equipment, each potential subcontractor, supplier, or lessor shall be notified by the Commission of obligations under this Agreement and the Regulations relative to nondiscrimination on the grounds of race, color, religion, sex or national origin.*

7.03 Information and Reports: *The Commission will provide all information and reports required by the Regulations, or orders, and instructions issued pursuant thereto, and will permit access to its books, records, accounts and other sources of information and its facilities as may be determined by the CTD, FDOT, FHWA or FTA to be pertinent to ascertain compliance with such Regulations, orders and instructions. Where any information required of the Commission is in the exclusive possession of another who fails or refuses to furnish this information, the Commission shall certify to the FDOT, FHWA or FTA as appropriate, and shall set forth what efforts it has made to obtain the information.*

7.04 Sanctions for Noncompliance: *In the event of the Commission's noncompliance with the nondiscrimination provisions of this Agreement, the Commission acknowledges that the CTD, FDOT, FHWA or FTA shall impose such sanctions as may be determined to be appropriate, including but not limited to, a withholding of payments to the MPO under the contract until the Commission complies and/or cancellation, termination, or suspension of the contract, in whole or in part.*

7.05 Incorporation of Provisions: *The Commission will include the provisions of Subparagraphs 7.01 through 7.04 in every subcontract, including procurement of materials and leases of equipment, unless exempt by the Regulations, order, or instructions issued pursuant thereto. The Commission will take such action with respect to any subcontract or procurement as the CTD, FDOT, FHWA, or FTA may direct as a means of enforcing such provisions including sanctions for noncompliance, provided, however, that*

in the event the Commission becomes involved in, or is threatened with, litigation with a subcontractor or supplier as a result of such direction, the Commission may request the State of Florida to enter into such litigation to protect the interests of the State and, in addition, may request the United States to enter into such litigation to protect the interests of the United States.”

Appendix B: Discrimination Complaint Procedures and Form English

The TPO and Planning Commission have a discrimination complaint procedure.

Any person who believes that they, or any specific class of persons, has been subjected to discrimination or retaliation by any TPO or Planning Commission programs or activities, may file a written complaint with the TPO Civil Rights Officer. Those that believe they have been discriminated against by another branch of the Hillsborough County government may contact the Hillsborough County Equal Opportunity Administrator at (813) 272-6554, or, for hearing impaired, by calling 711. All written complaints filed under Title VI of the Civil Rights Act of 1964 received by the TPO or Planning Commission will be referred immediately by the TPO Civil Rights Officer to the FDOT District 7 Title VI Coordinator for processing in accordance with approved procedures.

Written complaints may be sent to:

Joshua Barber, Hillsborough TPO Civil Rights Officer
601 E. Kennedy Blvd.
18th Floor
Tampa, Florida 33601
Barberj@plancom.org

- A. Verbal and non-written complaints received by the TPO or Planning Commission will be resolved informally by the TPO Civil Rights Officer. If the issue has not been satisfactorily resolved through informal means, or if at any time the complainant(s) requests to file a formal written complaint, the Complainant will be provided this complaint procedure and forms, and informed of the process. All formal Title VI complaints received by the TPO will be referred immediately to the FDOT District 7 Title VI Coordinator for processing, and the FDOT State Title VI Coordinator and FHWA Division Civil Rights Officer will be notified.
- B. The TPO Civil Rights Officer will advise the FDOT District 7 Title VI Coordinator and FHWA Civil Rights Officer within 5 calendar days of receipt of any allegations, both formal (written) and informal (verbal and non-written). The following information will be included in every notification to the FDOT District 7 Title VI Coordinator:
 1. Name, address, and phone number of the Complainant
 2. Name and address of the Respondent
 3. Basis of complaint (i.e., race, color, national origin, sex, gender identity, sexual orientation, age, income, disability, religion, familial status or retaliation)
 4. Date of alleged discriminatory act(s)
 5. Date complaint received by the TPO
 6. A statement of the complaint

7. Other agencies (state, local, or federal) where the complaint has been filed
 8. An explanation of the actions the TPO has taken or proposed to resolve the allegation(s) raised in the complaint
- C. Within 10 calendar days, the TPO Civil Rights Officer will acknowledge receipt of any allegation(s), inform the Complainant of action taken or proposed action to process the allegation(s), and advise the Complainant of other avenues of redress available.
 - D. Within 60 calendar days, the TPO Civil Rights Officer will conduct and complete a review of the verbal or non-written allegation(s) and based on the information obtained, will render a recommendation for action in a report of findings to the TPO Executive Director.
 - E. Within 90 calendar days of the verbal or non-written allegation(s) receipt, the TPO Executive Director will notify the Complainant in writing of its decision, including the proposed disposition of the matter. The notification will advise the Complainant of their right to file a formal complaint with the FDOT EOO, if they are dissatisfied with the final decision rendered by the TPO. The TPO Civil Rights Officer will also provide the FDOT District 7 Title VI Coordinator with a copy of this decision and summary of findings.
 - F. The TPO Civil Rights Officer will maintain a log of all verbal and non-written complaints received by the TPO and Planning Commission. The log will include the following information:
 1. Name of Complainant
 2. Name of Respondent
 3. Basis of complaint (i.e., race, color, national origin, sex, age, disability, religion, familial status or retaliation)
 4. Date of verbal or non-written complaint was received by the TPO
 5. Date MPO notified the FDOT District 7 Title VI Coordinator of the verbal or non-written complaint
 6. Explanation of the actions the TPO has taken, or proposed, to resolve the issue raised in the complaint

Spanish

La TPO y la Comisión de Planificación tienen un procedimiento de denuncia por discriminación.

Cualquier persona (o cualquier clase específica de personas) que crea que ha sido objeto de discriminación o represalias por parte de cualquier programa o actividad de TPO o de la Comisión de Planificación, puede presentar una queja por escrito ante el oficial de derechos civiles de TPO. Aquellos que creen que han sido discriminados por otra rama del Gobierno del Condado de Hillsborough pueden comunicarse con el Administrador de Igualdad de Oportunidades del Condado de Hillsborough al (813) 272-6554, o, para personas con discapacidad auditiva, llamando al 711. Todas las quejas escritas presentadas bajo el Título VI de la Ley de Derechos Civiles de 1964 recibidas por el TPO o la Comisión de Planificación serán referidas inmediatamente por el Oficial de Derechos Civiles del TPO al Coordinador del Título VI del Distrito 7 del FDOT para su procesamiento de acuerdo con los procedimientos aprobados.

Las quejas por escrito pueden ser enviadas a:

Joshua Barber, Coordinador del Título VI de TPO de Hillsborough
601 E. Kennedy Blvd.
Piso 18
Tampa, Florida 33601
Barberj@plancom.org

- A. Las quejas verbales y no escritas recibidas por el TPO o la Comisión de Planificación serán resueltas informalmente por el Oficial de Derechos Civiles del TPO. Si el problema no se ha resuelto satisfactoriamente a través de medios informales, o si en cualquier momento el demandante (s) solicita presentar una queja formal por escrito, se le proporcionará este procedimiento de queja y formularios, y se le informará del proceso. Todas las quejas formales del Título VI recibidas por el TPO serán remitidas inmediatamente al Coordinador del Título VI del Distrito 7 del FDOT para su procesamiento, y se notificará al Coordinador del Título VI del Estado del FDOT y al Oficial de Derechos Civiles de la División de la FHWA.
- B. El Oficial de Derechos Civiles de la TPO asesorará al Coordinador del Título VI del Distrito 7 del FDOT y al Oficial de Derechos Civiles de la FHWA dentro de los 5 días del calendario posteriores a la recepción de cualquier acusación, tanto formal (escrita) como informal (verbal y no escrita). La siguiente información se incluirá en cada notificación al Coordinador del Título VI del Distrito 7 del FDOT:
 1. Nombre, dirección y número de teléfono del demandante
 2. Nombre y dirección del demandado
 3. Fundamento de la queja (es decir, raza, color, origen nacional, sexo, identidad de género, orientación sexual, edad, ingresos, discapacidad, religión, estado familiar o represalias)
 4. Fecha de los presuntos actos discriminatorios

5. Fecha de la queja recibida por el TPO
 6. Una declaración de la queja
 7. Otras agencias (estatales, locales o federales) donde se ha presentado la queja
 8. Una explicación de las acciones que el TPO ha tomado o propuesto para resolver la(s) alegación(es) planteada(s) en la queja
- C. Dentro de los 10 días del calendario, el Oficial de Derechos Civiles de la TPO acusará recibo de cualquier alegación (s), informará al demandante de las medidas adoptadas o propuestas para procesar la (s) alegación (s), y le informará de otras vías de reparación disponibles.
- D. Dentro de los 60 días del calendario, el Oficial de Derechos Civiles de TPO llevará a cabo y completará una revisión de las alegaciones verbales o no escritas y, sobre la base de la información obtenida, hará una recomendación para la acción en un informe de hallazgos al director ejecutivo de TPO.
- E. Dentro de los 90 días del calendario de la recepción de la(s) alegación(es) verbal(es) o no escrita(s), el director ejecutivo de la TPO notificará al Demandante por escrito su decisión, incluida la disposición propuesta del asunto. La notificación informará al demandante de su derecho a presentar una queja formal ante el FDOT EOO, si no están satisfechos con la decisión final dictada por el TPO. El Oficial de Derechos Civiles de TPO también proporcionará al Coordinador del Título VI del Distrito 7 del FDOT una copia de esta decisión y un resumen de los hallazgos.
- F. El Oficial de Derechos Civiles de la TPO mantendrá un registro de todas las quejas verbales y no escritas recibidas por la TPO y la Comisión de Planificación. El registro incluirá la siguiente información:
1. Nombre del demandante
 2. Nombre del demandado
 3. Fundamento de la queja (es decir, raza, color, origen nacional, sexo, edad, discapacidad, religión, estado familiar o represalias)
 4. Fecha en que ocurrió el incidente
 5. Fecha en que la TPO recibió la queja
 6. La declaración del incidente
 7. Nombre de otras agencias donde fue enviada la queja
 8. Explicación de las medidas que el TPO ha adoptado, o propuesto, para resolver la cuestión planteada en la queja

Queja de discriminación contra el TPO de Hillsborough o Plan Hillsborough

Nombre:		Teléfono (Domicilio)		Teléfono (Trabajo)	
Dirección:		Ciudad, Estado, Código Postal			
Nombre de la persona del personal de Plan Hillsborough que usted cree que lo discriminó:					
Ubicación del presunto incidente:		Ciudad, Estado, código postal			
Fecha del presunto incidente:					
Usted fue discriminado debido a:					
Raza <input type="checkbox"/>	<input type="checkbox"/> Origen/Idioma Nacional	Sexo <input type="checkbox"/>	<input type="checkbox"/> Estado Familiar	<input type="checkbox"/> Religión	<input type="checkbox"/> Represalias
Color <input type="checkbox"/>	Género <input type="checkbox"/>	Edad <input type="checkbox"/>	Discapacidad <input type="checkbox"/>	<input type="checkbox"/> Ingresos	<input type="checkbox"/> Otros
<p>Explique lo más breve y claramente posible lo que sucedió y cómo fue discriminado. Indique quién estuvo involucrado. Asegúrese de incluir cómo otras personas fueron tratadas de manera diferente a usted. También adjunte cualquier material escrito relacionado con su caso.</p>					
Firma			Fecha		

Appendix C: Methodology to Identify Underserved Communities

Introduction

A critical first step in fulfilling federal rules is locating communities with high concentrations of historically underserved and underrepresented groups within Hillsborough County. Identifying concentrations of underserved communities helps the Hillsborough TPO, the Planning Commission, and partner agencies determine how those communities could be impacted by proposed transportation projects and comprehensive planning activities, if they are adequately served by the existing public services, and what steps may be necessary to be more inclusive in the planning process. To accomplish this critical first step, underserved groups were identified for this report.

It should be noted that the decision was made to transition from the use of the term “communities of concern” to “underserved communities.” This is to better reflect the historical and contemporary legacies of disinvestment by public and private sectors in providing services and goods to people and neighborhoods.

Updated Methodology: Data Sources and Thresholds

Threshold Methodology

The methodology for locating underserved communities is an update of the 2018 Nondiscrimination Plan. The data for the identified underserved communities were collected from the American Community Survey (ACS) five-year estimates (2014-2018), which was the most current available data. Geographic Information Systems (GIS) was used to organize the data and calculate the percentage of the underrepresented group within each block group. Block groups with a total population less than 150 people were removed from the analysis to avoid counting large geographic areas that have very small populations, such as the Hillsborough River State Park. In total, this removed 16 block groups from the analysis.

Unlike the previous methodology which identified block groups using standard deviations above the median countywide percentage for an underrepresented group, this effort used the top quintiles by the percentage for each block group. The following thresholds were calculated:

- 60-80th percentile of block groups by percentage of a given community
- 80-100th percentile of block groups by percentage of a given community (90-100th percentile for defining Environmental Justice areas)

In staff review of data, a shortcoming of the threshold methodology was identified when a given demographic group was widely dispersed across a geographic area. In this case, the difference between the top quintile and bottom quintile by percentage of a given population in the block group is small and relative concentrations may become somewhat arbitrary. It should be noted that shortcomings occur in any methodology, including the standard deviation method used in the 2018 Nondiscrimination Plan. These shortcomings highlight the need to carefully examine all community characteristics to make the best decisions regarding outreach and evaluations.

Dot Density

The dot density maps show the actual number of persons of a given demographic and reflect the actual distribution of a given demographic across the county overall, rather than relative concentrations by block group

Underserved Communities

Underserved and underrepresented people have historically been disenfranchised from participating in decision-making, are disproportionately burdened by negative planning outcomes, and may need special accommodations to be included in planning processes. Federal guidance, the National Institute for Transportation and Communities (NITC) report, *Evaluating the Distributional Effects of Regional Transportation Plans and Projects*, and other best practices resources were used to help identify the following underserved communities:

- Racial Minorities: non-white residents who are non-Hispanic/Latinx, includes African American or Black, Asian, Pacific Islander, American Indian, Alaskan Native, and members of two or more races
- Ethnic Minorities: Hispanic or Latino(a/x)
- Low-Income Households. Households that earn at or below the poverty line; for this effort the census definition of poverty is used which varies based on total household size
- Persons with Disabilities. Households with at least one person with a disability
- Limited English Proficiency Households. Households in which English is not the primary language and who do not speak English well
- Zero Vehicle Households. Households who do not own a car
- Low Educational Attainment: Persons without a high school degree
- Female Head of Households: Households with a female listed as head of household, with no husband present
- Youth. Residents who between the ages of 10 and 17
- Older Adults. Residents who are 65 years old or older

The top quintiles method was used to identify Hillsborough County's most underserved communities. The following table displays quintile breakdown of the county by the block group percentage of a given demographic.

Table 8. Quintile Breaks of Socioeconomic Groups in Hillsborough by Census Block Group

Community	20 th Percentile	40 th Percentile	60 th Percentile	80 th Percentile	Max (100 th Percentile)
Racial Minority	5.34%	12.08%	20.12%	35.61%	100%
Ethnic Minority	11.40%	18.99%	26.91%	42.65%	96.74%
Youth (Age 10-17)	4.92%	8.06%	10.73%	13.93%	36.32%
Older Adults	7.50%	10.87%	14.93%	21.05%	89.14%
Households below Poverty	4.05%	9.13%	15.17%	25.65%	100%
Zero Vehicle Households	0.00%	2.57%	5.68%	13.77%	55.71%
Female Head of Household	0.00%	3.73%	7.82%	13.15%	62.70%
No High School Diploma	2.98%	6.73%	12.92%	23.23%	65.89%
Limited English Proficiency	2.23%	5.56%	10.03%	17.93%	64.74%
Persons with Disabilities	4.45%	7.62%	10.78%	15.74%	52.60%

Environmental Justice

A composite map was constructed to identify Environmental Justice areas. These are the top 10th percentile of block groups based on the concentration of racialized minorities, ethnic minorities, or low-income households. The 10th percentile of block groups for each of these three communities are identified as Environmental Justice areas.

Appendix D: Environmental Justice TAZ Zones

TAZ2015	RTA2015	TAZ2010	RTA2010
192	4	202	7
296	5	792	5
74	2	79	3
196	4	205	7
197	4	206	7
179	4	190	7
181	4	192	7
66	2	76	3
49	2	67	3
760	12	687	18
178	4	189	7
191	4	201	7
190	4	200	7
176	4	187	7
616	11	369	10
175	4	186	7
177	4	188	7
188	4	198	7
558	11	348	10
556	11	346	10
615	11	368	10
651	11	367	10
268	4	506	14
351	7	507	14
352	7	508	14
332	6	255	8
291	5	123	5
162	4	118	5
208	4	211	7
232	4	224	7
214	4	215	7
213	4	214	7
250	4	241	7
265	4	245	7
264	4	243	7
263	4	242	7
262	4	240	7
229	4	222	7
226	4	220	7

223	4	217	7
222	4	216	7
242	4	229	7
248	4	237	7
261	4	238	7
652	12	326	10
285	4	333	10
278	4	325	10
276	4	324	10
284	4	332	10
275	4	323	10
283	4	331	10
282	4	330	10
451	9	272	9
446	9	269	9
441	9	266	9
442	9	267	9
444	9	268	9
445	9	278	9
443	9	276	9
456	9	289	9
543	11	283	9
452	9	281	9
449	9	279	9
450	9	280	9
544	11	284	9
453	9	282	9
548	11	338	10
549	11	339	10
553	11	343	10
198	4	144	6
131	3	143	6
141	3	156	6
201	4	147	6
239	4	177	6
241	4	178	6
655	12	510	14
654	12	509	14
653	12	334	10
359	7	516	14
554	11	344	10
557	11	347	10
555	11	345	10

663	12	521	14
661	12	352	10
561	11	351	10
559	11	349	10
560	11	350	10
573	11	417	12
593	11	421	12
570	11	414	12
589	11	418	12
567	11	355	10
565	11	297	9
564	11	296	9
562	11	295	9
463	9	294	9
462	9	293	9
474	9	305	9
473	9	304	9
472	9	303	9
469	9	302	9
465	9	299	9
464	9	298	9
466	9	300	9
467	9	301	9
576	11	313	9
491	9	312	9
489	9	311	9
578	11	317	9
577	11	315	9
598	11	316	9
498	9	431	13
499	9	432	13
569	11	412	12
614	11	365	10
633	11	366	10
868	14	737	19
520	10	461	13
353	7	498	14
267	4	505	14
251	4	244	7
140	3	155	6
139	3	154	6
150	3	171	6
149	3	170	6

151	3	172	6
152	3	173	6
148	3	169	6
123	3	137	6
397	8	569	16
710	12	631	17
709	12	630	17
724	12	637	17
135	3	151	6
145	3	166	6
125	3	139	6
124	3	138	6
427	9	180	6
435	9	183	6
431	9	182	6
236	4	175	6
237	4	259	9
372	7	541	15
371	7	540	15
777	13	543	15
778	13	544	15
137	3	152	6
147	3	168	6
146	3	167	6
731	12	679	18
702	12	673	18
862	14	754	20
882	15	755	20
854	14	730	19
588	11	413	12
127	3	140	6
253	4	503	14
294	5	122	5
297	5	128	5
305	5	132	5
299	5	129	5
287	5	119	5
114	3	102	4
215	4	157	6
221	4	163	6
218	4	160	6
220	4	162	6
240	4	260	9

216	4	158	6
407	8	579	16
417	8	585	16
406	8	578	16
396	8	568	16
410	8	582	16
409	8	581	16
714	12	641	17
658	12	512	14
656	12	511	14
470	9	766	9
475	9	767	9
478	9	790	9
479	9	764	9
136	3	152	6
288	5	120	5
308	5	133	5
252	4	495	14
876	14	755	20
295	5	792	5
277	4	324	10
657	12	511	14
730	12	679	18
440	9	264	9
457	9	289	9
471	9	303	9
815	14	700	18
864	14	741	19
298	5	129	5
468	9	302	9

Appendix E: Literature Review of Equity Framework

Reconceiving Environmental Justice: Global Movements and Political Theories

David Schlosberg's 2004 paper aims to explore the question of how global environmental justice movements can articulate a definition of "environmental justice" at the global level. The author recognizes that defining environmental justice, or any other form of social justice, has been attempted by several academics in environmental political theory. These attempts to define justice broadly in terms of social, environmental, and other justice movements have been, to date, wholly inadequate. Namely, the author recognizes that justice frameworks and definitions up through 2004, the time of the article publication, were *theoretically* incomplete. Schlosberg argues that academic understandings of justice remained tied solely to the distributive understanding of justice and failed to thoroughly theorize the related realms of recognition and political participation into their frameworks. Schlosberg makes the central argument that a thorough notion of justice needs to be, "*locally grounded, theoretically broad, and plural – encompassing issues of recognition, distribution, and participation.*"

Schlosberg begins to articulate the inadequacies of distribution as the sole indicator of justice through critiquing the focal point of justice theory at the time: John Rawls. Specifically, Schlosberg and other authors contend that while distributive justice offers models and procedures for improving distribution beginning with Rawls' lineage, they all fail to recognize the institutional conditions that underly unequal distributions in the first place. They fail to identify the reasons for unjust distribution, and therefore fail to get to the root of why some people get or have more than others. To the point, "*distributional issues are crucial to a satisfactory conclusion of justice, [but] it is a mistake to reduce social justice to distribution.*" (Young, Iris Marion. (1990). *Justice and the Politics of Difference*. Princeton, NJ: Princeton University).

Oft cited in this article, *Justice and the Politics of Difference* by Iris Marion Young argues that social justice requires an examination of the differences between social groups, how those differences are attached to both oppression and privilege, and what the impacts of those attachments are on distributive injustice. Young contends that a lack of recognition of existing cultural, social, and economic differences between groups, which are demonstrated in degradation and devaluation of individuals, groups, and cultures through insults and other forms of oppression, is the foundation for distributive injustice. In the same vein, Nancy Fraser contends that to understand and remedy inequity, we must examine the 'why' of inequity. David Harvey expands to say that the achievement of justice will come only with, "confronting the fundamental underlying processes (and their associated power structures, social relations, institutional configurations, discourses, and belief systems) that generate environmental and social injustices." (Harvey, David. (1996). *Justice, Nature, and the Geography of Difference*. Oxford: Blackwell.) Considering these contentions, recognition is an essential element of any justice or equity framework and approach.

To go a step further, both Young and Fraser note the direct link between lack of recognition or respect and the decline in a groups' membership and participation in the greater community, especially our political and institutional systems. Schlosberg concludes that justice must focus on the political process to address not only the conditions undermining social recognition or respect but also as a means to address inequitable distributions of social goods. As a result, participation is an essential element of any justice or equity framework and approach.

Schlosberg is clear in his conclusion, *"justice demands a focus on recognition, distribution, and participation. They are three interlinking, overlapping circles of concern."*

[https://www.researchgate.net/publication/228885105 Reconceiving Environmental Justice Global Movements And Political Theories](https://www.researchgate.net/publication/228885105_Reconceiving_Environmental_Justice_Global_Movements_And_Political_Theories)

Propositions for More Just Urban Public Space

Setha Low and Kurt Iveson expanded on the justice framework identified by Schlosberg (2004) as well as a variety of other authors through dialogue with the literature on urban public space and on social and spatial justice. The authors offer five propositions of what makes for more just public spaces. These are (1) Distributive justice, (2) Recognition, (3) Interactional justice, (4) Procedural justice, and (5) Care & Repair. Their contribution seeks to synthesize work conducted on diversity and difference in the city, and articulate concrete proposals for what just outcomes should consider across all urban contexts and situations.

The authors begin with an overview of the production of public spaces in capitalist cities, helping to contextualize the broader processes that have generated conflict and debate over the use and purpose of public spaces. Primarily, the privatization and commodification of public spaces is identified as the source of conflict, as well the securitization and militarization of public spaces. These take many unique forms based on local contexts but include *“targeting so-called ‘quality of life’ infractions like... begging and loitering; the exponential growth of private security industry with a more assertive role in the policing of public and post-public spaces; the use of architecture and design to fortify public spaces and restrict a range of potential uses and users defined as threats; and introduction of new technologies of surveillance and control such as closed-circuit television.”*

These methods and processes have restricted and lessened access to public spaces especially for those experiencing homelessness, racial and ethnic minorities, the poor, and frequently the young.

The authors go on in the next section to state that more clear arguments are needed to discuss and justify decision-making behind changes in public spaces, and to provide a stronger academic, juridical, and political footing for activism and advocacy. A review of major urban planning literature and theories which focus on principles and ideals of a just city such as David Harvey and Susan Fainstein is conducted, as well as a review of more philosophical literature and traditions on justice, which are used to underpin their propositions for just urban spaces.

The authors finally make five propositions for evaluating the justice of public spaces. The propositions are both integrative and disjunctive, meaning that they are all distinct dimensions of justice but putting two or more together can generate tensions and contradictions that require context-specific resolutions. The list below identifies the five propositions and their related questions:

- **Distributive Justice:** How wealth, rewards, benefits, and burdens of urban life should be distributed. Rawls’ seminal work is important here, regarding whether distribution should accrue to individuals equally, according to need, or to those disproportionately the least well off. The authors ask us to consider if access to public space depends on wealth or the ability to pay, or if access is ensured regardless of income. In addition, we must consider the spatial distribution of public spaces across a city.

- **Recognition:** Recognition seeks to address the systematic devaluing of some identities and ways of life in our society. For justice to be done, agencies must work against patterns that deprecate some groups of people and the qualities associated with them. Primarily, we should pursue relational forms of recognition, where we address institutionalized patterns whereby some groups are given a subordinate status in relation to others. It's important to note that recognition of any group is never as straightforward, as individuals 'belong' to many groups, and the meaning of belonging is always unclear and may at times be in conflict with other groups.
- **Interactional Justice:** *"The concept of interactional justice is about the quality of interpersonal interaction in a specific situation or place."* Specifically, in the context of this paper, between persons using a given public space. While similar to procedural justice and recognition, the interactional component of justice is distinct as it focuses on the nature of encounters. Policy and planning can shape the quality and quantity of interaction among persons through the rules, uses, and access of public spaces.
- **Care and Repair:** Care goes beyond the ideas of recognition and interaction in public spaces and refers to the non-passive or active actions individuals take in public spaces that are pro-social and life-enhancing. The authors argue that western life is underpinned by an 'assumption of autonomy' which takes ability for granted, and that full autonomy is often a qualification for participation in public life. Ultimately, caring, kindness, and support systems which enable everyone's access to public space are an essential component of justice. Similarly, repair refers to the care of places rather than individuals. These are often overlooked acts of maintenance and upkeep such as picking up trash, upkeeping gardens, and maintaining roadways and sidewalks. It includes both individual acts of repair, collective acts of repair, and production of essential urban services. The authors state, *"Caring and repair can be understood... as part of social justice in public space because it speaks to and represents a tolerance for others that provides the groundwork for a socially just place."*
- **Procedural Justice:** This component focuses on how decisions about public spaces are made, to what extent spaces are a genuine part of the democratic public process, and to what extent such processes are constrained by existing societal structures or other powerholders. The authors show that the process behind decision-making has a significant impact on people's perceptions of fairness, regardless of the ultimate distribution of goods. Procedural justice must consider both direct forms of public exclusion such as closed-door decision-making and indirect forms of exclusion such as the rules of participation systematically favoring some groups over others.

After reviewing the propositions of justice, the authors review two examples of their propositions in work. They importantly note that the propositions could be applied in several different ways in different contexts. Their case studies show the different ways the propositions can be applied. The first is an assessment of the physical street conditions in New York City, and

the second shows how the framework can be used to interrogate specific policies relating to public space, specifically the broken windows approach to policing.

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In Pursuit of a Twenty-first Century Just City: The Evolution of Equity Planning Theory and Practice

In this article, Jason W. Reece notes that the planning profession has a long, conflicted history with engaging social and racial equity, and that the profession has both served the needs of underserved populations while also actively being complicit in racial, ethnic, and class discrimination through planning policies and practice. Understanding this legacy is essential for addressing the equity challenges facing society today. The planning profession is at the forefront of issues of neighborhood, city, and regional development and can directly address the extensively studied inequities surrounding “place.” The author notes, in 2018, that this issue in U.S. urban planning has likely never been more important than at the current time.

The following summaries provide an overview of how equity has evolved in planning theory and practice.

Social Reformers: Activism surrounding urban social problems began in the last half of the nineteenth century in the U.S., and initially included responses to unsanitary and unsafe conditions in urban areas. Just prior to the publishing of *How the Other Half Lives* by Jacob Riis in 1890, the first settlement house in the U.S. was founded in New York City and was quickly followed by the Hull House in Chicago by Jane Adams and Ellen Gates Star. These social reformer advocates, along with reformist-aimed journalists and public health advocates have been described as the first urban planners in America. Their efforts produced improved housing standards, improvements to water and sewage, the first social resource centers, and recreational spaces for children as an urban amenity.

City Beautiful: The late nineteenth and early twentieth century produced the “City Beautiful” movement and is considered to be when urban planning became a legitimate discipline. The movement was heavily based in the idea of physical determinism as a means to both improve city aesthetics but to also solve the social ills and general dysfunction of urban life during the period. While the movement produced great recreational, public, and civic spaces it fundamentally failed to address the social ills affecting tenement and slum dwellers. The movement constituted a top-down approach which frequently displaced residents through undemocratic processes, resulting in further marginalization of already underserved groups.

Planning Conflict: As American cities continued to grow, the conflict in philosophy between the City Beautiful and Social Reformist schools of planning continued to widen, where social progressives stressed the need for social equity and political activism and the City Beautiful school pushed for shared aesthetics. After Frederick Olmsted replaced social reformer Benjamin C. Marsh at the 2nd National Planning Conference, the profession increasingly lost its social activism components and the voices of formerly influential social reformist women. Other planning tools also lost their progressive values such as the Garden City movement and the implementation of zoning in the U.S.

Early Zoning and Segregation: Zoning is one of the most important land use planning tools and can be used not only to influence the physical character of space but also to support social

objectives. Still in its infancy at the time, zoning was used in the U.S. as a tool to segregate and socially marginalize large groups such as African Americans, Asian immigrants, and Jewish and Catholic immigrants from Europe. Baltimore passed the first racial zoning statutes in 1910 followed by a number of other municipalities. These zoning statutes were used to explicitly and directly regulate the presence of specific racial and ethnic groups. While the Supreme Court of the United States (SCOTUS) ruled the laws unconstitutional in 1917, other forms of exclusionary zoning were employed to the same effect. This included racially- and ethnically-restrictive covenants, concentrating less attractive land use forms in particular communities and barring them in more affluent areas, as well as other comprehensive urban planning efforts.

New Deal Era: The New Deal Era had a significant impact on the urban landscape, particularly in the forming of housing. The passage of the Federal Housing Act of 1934 led to the creation of the Federal Housing Administration, and with the Federal Housing Act of 1937, the U.S. Housing Authority in 1937 was also created. Coupled with the federal influence on mortgage markets and lending, home ownership significantly expanded across the country. With the Wagner-Steagall Housing Act, the first public housing development was built in 1936 in Atlanta; by 1939 the Housing Authority had constructed 50,000 public housing units. In line with society at the time, federal housing policies did not provide significant mortgage assistance for communities of color. The creation of the Home Owners Loan Corporation (HOLC) exemplifies the ways people of color were regularly excluded from government benefits at the time. Public housing at the time was also racially segregated, and often geographically isolated, furthering patterns of segregation in urban areas. The height of the Great Migration and World War II would exacerbate the housing shortage in northern cities and racial tensions, resulting in Detroit's 1943 race riot, where white Detroit residents attacked African Americans resulting in 30 fatalities.

Rational Planning: The rational planning theory became the dominant urban planning model in post-World War II America and can be seen as a combination of top-down planning and City Beautiful's physical determinism. The Housing Act of 1949, the first federal legislation which provided funding for urban renewal, saw the expansion of the model's application throughout United States cities. In tandem with the recent Federal Highways Program, urban renewal focused primarily on slum clearance which led to a disproportionate displacement of African Americans and other marginalized groups.

Advocacy Planning: A robust critique of the rational planning model came in 1959 by Charles Lindblom, followed swiftly by others such as Jane Jacobs, who argued that rational planners and the profession were destroying the spirit and essence of urban neighborhoods. Soon, advocacy planning would come to directly challenge the rational planning model with the publication of Paul Davidoff's 1965 article, "Advocacy and Pluralism in Planning." Davidoff's article proposed supporting equitable outcomes, especially for socially and economically marginalized groups, and for those who have been systematically excluded from political processes. Davidoff argued that planning cannot be technically neutral, as rational planners stated, and rather that a

planner's sense of values is an inescapable element of any decision-making. The emergence and growth of advocacy planning took place when massive shifts in the metropolitan landscape were taking place including the rapid rate of urban renewal, the Civil Rights movement, and civil protests across United States cities over the ensuing years.

Advocacy Planning in the 1970s: Advocacy planning continued to develop under practitioners and theorists such as Norman Krumholtz and John Forester. Hundreds of organizations and agencies began to engage in planning advocacy and other advocacy activities. Advocacy planning's legacy is seen as the introduction of humanism into an otherwise highly technical and bureaucratic field. Nonetheless, the movement was not without its criticisms. Primarily, applying the principles of advocacy planning in practice proved challenging, especially in the political realm. Planners have been charged with being too radical and not radical enough. Often, advocating on behalf of economically and socially marginalized communities is challenging, and planners often have different socioeconomic backgrounds from the people they claim to be advocating for. On the other side, more radical planners charged that pluralism was an unfit idea for advancing justice and equity and pushed back against incrementalism in favor of more radical goals.

Legacy of Advocacy Planning: Advocacy planning coincided with several short-lived federal efforts that attempted to address inequality. This included the Model Cities program and proactive efforts under Nixon's Housing and Urban Development Department to further fair housing law through the Open Communities program. In despite of the lack of success in those programs, other advocacy planning efforts, and the rollback of federal efforts to advance Civil Rights, the era of Advocacy Planning had a lasting impact on the field of urban planning. By 1974, the country saw its first inclusionary zoning ordinance, the first regional fair share housing program, and even the rapid growth of community development corporations. Ultimately, the era of planning would have long-term influence on planning practice, especially within the realms of community engagement and development.

The Just City Era: The planning field continued to evolve beyond the advocacy planning era. Communicative planning theory emerged in the 1980s and John Forester grounded the theory on the principle that planners should empower underserved communities through providing access to technical information and public decision-making processes, and that the role of planners is essential for facilitating open communication and balancing competing interests. In 2010, Susan Fainstein published the *The Just City*, which represents a new theory for promoting equity which focuses on diversity, democracy, and equity in the age of globalization. The theory is grounded in addressing socioeconomic and spatial inequities through fostering participation, empowerment, and decision-making by marginalized communities. The scholar challenges New Urbanism as another form of physical determinism, as well.

Ultimately, Reece states that the challenges facing urban planners in the twenty-first century are numerous. As social and economic inequities continue to grow and demographic trends continue to make significant transitions, many models for urban development and

redevelopment continue to fall short. We must be cognizant of the complex process of “othering” and incorporate theories of intersectionality into our work. The author concludes:

“Despite the challenges, I argue that the planning discipline has unique attributes to support the twenty-first-century Just City. At a time where collaboration skills and a multidisciplinary lens are critical to address systemic challenges, the planning discipline brings both of these tools to the table. The traditional domains of planning, such as transportation, housing, land use, and community development, are still preeminent factors in shaping access to opportunity in our cities. The twenty-first century Just City requires more than good practice and requires deliberate effort to assure marginalized communities sit at the forefront of envisioning the Just City. Planning brings a history of communicative practice, which enables the profession to support robust equitable community engagement. To maximize these assets in supporting the Just City, the profession must bring intentionality toward its social justice agenda; this requires bringing a strong equity lens, a lens that is informed by the field’s long history of equity planning, to theory, practice, public discourse, and the professional development pipeline.”

<https://journals.sagepub.com/doi/abs/10.1177/0885412218754519>

A Fair Distribution of Accessibility: Interpreting Civil Rights Regulations for Regional Transportation Plan

Authors Karel Marten and Aaron Golub use the lens of transportation accessibility to consider a social equity framework interpreting federal directives for evaluating distributional standards under Civil Rights legislation and Environmental Justice guidance. They evaluate the regional plans of the United States' ten largest Metropolitan Planning Organizations (MPOs).

The authors introduce the paper by noting that existing federal guidelines have fallen short of explicitly defining equity standards for the assessment of transportation plans. As a result, every MPO has to grapple with the issue without clear formal guidance in despite of increasingly vocal calls for explicit equity analyses. To that end, the authors structure the paper beginning with a review of how accessibility fits into existing equity planning in transportation, followed by a brief overview of regional planning processes led by MPOs. Based on different interpretations of civil rights legislation, the authors then propose four normative standards with different implications for practice. The authors note that these standards are not based on philosophical reasoning (unlike existing literature on this topic), but are based directly on interpretation of federal Civil Rights and Environmental Justice directives. This summary will focus on the four normative standards that the authors discuss.

The authors make several observations during their brief overview of Title VI and Environmental Justice regulations which include the findings that MPOs are required to address the distribution of benefits in their assessment of their transportation plans, policies, and projects; that none of the directives explicitly require any particular type of assessment; and that the directives do not provide guidelines that help agencies develop explicit standards to assess the distribution of benefits of projects. The authors return to the original Title VI language, and identify four possible normative interpretations of the phrase, “be denied the benefits of” that make up an equity ladder. These are explained further below.

Explicit Nondiscrimination: This standard focuses on the most basic interpretation of Title VI – that planning actions that do not explicitly and intentionally discriminate are just. Disparate impacts are allowed as long as they do not knowingly and explicitly deny benefits to particular groups. This includes such “race-neutral” practices as siting transportation facilities in the least expensive locations or expending funds in the most congested areas. This interpretation evaluates agency processes but not outcomes, even if they lead to disparate impacts.

Pareto-Plus Improvement: Moving a step beyond explicit nondiscrimination, the authors hypothesize that justice can be done if *every* group received at least *some* benefit from transportation investments so that no group is “denied the benefits” of a program. This is an improvement on the Pareto standard, where a policy is deemed socially beneficial if no individual is made worse off as a result. The authors argue that the Pareto standard does not meet the requirements of Title VI because if zero benefits accrue to a particular group, it would imply a denial of benefits. Thus, all groups must receive at least some positive and nontrivial benefits to meet Title VI and be considered a Pareto-Plus improvement.

Proportional Equity: Proportional equity is a stronger interpretation of Title VI and has been applied in the assessment of burdens from transportation investments. This criterion has been used to assess whether projects have a “disproportionately high and adverse” effect on communities as a standard to assess the fairness of a particular project. The standard is stronger than the Pareto-plus interpretations and implies that each group should receive a level of benefits that is roughly congruent with the average improvement across the entire study area, with deviations acceptable within reasonable boundaries.

Restorative Justice: If one group has been systematically denied benefits in the past compared to other groups, it can be argued that social justice requires society to make up for past deficiencies. A restorative justice approach would place the Civil Rights Act of 1964 within its proper historical context, in both avoiding discrimination in federal policies but also taking affirmative action towards correcting the disproportionately inequitable results of past policies through targeted investments in the most underserved communities. While this approach has far-reaching implications for practice, corrective justice has clear precedents in planning and transportation literature, and the original 1970 U.S. Department of Transportation regulations included strong a equalization interpretation of Title VI that suggested agencies should take affirmative actions to remedy the effects of past discrimination.

Table I. A Ladder of Justice Standards Based on Interpretations of Title VI-Related Guidelines.

Standard	Definition	Relevant planning guidance
Restorative equalization	Traditionally marginalized communities receive substantially more benefits than the majority population with the aim to correct past wrongs over time.	Civil Rights Act was meant to address past discrimination. DOT Title VI regulation (49 CFR Part 21) explicitly condones affirmative action where past discrimination left inequalities in the present.
Proportional equity	All communities receive a level of benefits that is roughly in line with the average improvement across the entire population.	Avoid disparate impacts and “disproportionately high and adverse” effects (EJ Order) plus broader acceptance of “equality” as general principle of fairness.
Pareto-plus	All communities receive at least some positive and nontrivial benefits.	Prohibition of “exclusion from” or “denial of benefits” (Title VI, EJ Order).
Pareto	No community is made worse off while benefits can accrue to one or a limited number of communities.	None (though embodies a basic principle of “do no harm”).
Legal	No community is overtly discriminated against.	A core tenet of civil rights law (Title VI, etc.).

Note: DOT = US Department of Transportation; EJ Order = “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations.”

Figure 38. A Ladder of Justice Standards from Martens and Golub (2018)

As shown above, these interpretations create a ladder of equity standards that can be applied as guidelines for practice. While the ladder is not universal and depends on the type of burden or benefit under consideration, all the rungs of the ladder have been defended in one context or another in relation to Title VI. The authors state that, “based on legal jurisprudence alone, it is impossible to identify the ‘proper’ interpretation of Title VI and related regulations.” The authors support the role that debate plays in justice, but state that they should rely on systematic and philosophically-informed reasoning, with the caveat that their endorsed

equalization/restorative approach should be balanced against pragmatic arguments, including political feasibility.

Following this, the authors evaluate the ten largest MPO's Regional Transportation Plans in light of this ladder of justice. They state that the lack of strong legal guidance reflects in the wide variety of equity analyses carried out by MPOs. Many MPOs move beyond the nondiscrimination portion of Title VI and openly advocate for correcting existing and past inequities. Nonetheless, this is a challenging position to take and enact in planning practice as it requires MPOs to take an explicit and defensible normative stance where a proportional equity approach is generally considered more readily defensible and enacted in practice.

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From Transportation Equity to Transportation Justice: Within, Through, and Beyond the State

In this 2020 article, Alex Karner, Jonathan K. London, Kevin Manaugh and Dana Rowangould propose a shift in focus from the idea of transportation *equity* to a broader consideration of transportation *justice*, where the latter is more closely aligned with models of social change spread in environmental justice literature and through related movements and organizations. The authors draw on major literature in environmental justice studies and use justice frameworks to analyze transportation equity and justice in practice. They advance the conversation of transportation equity through examining key challenges and opportunities for achieving meaningful changes based on the gaps between modern justice theory and equity practices.

Karner et al. begin by recognizing nearly all quantitative equity analyses and public involvement efforts conducted by state actors have resulted in incremental changes to the well-being and social standing of disadvantaged populations, and that they mainly seek to reform, rather than transform, transportation systems and decision-making processes. They go on to identify two different perspectives often found in academic literature and practice: “transportation justice” and “transportation equity.” The authors note that the justice framing is more common among activist groups and nongovernmental organizations such as the UnTokening Collective while the term equity is more commonly used by state actors such as Departments of Transportation (DOTs) and Metropolitan Planning Organizations (MPOs). The authors note that this difference in wording and framing likely reflects underlying differences in each groups’ perspective on the desirability of transforming social structures encapsulated in the idea of justice, which stands in contrast with reforming processes and fine-tuning distributions of social goods and opportunities encapsulated within the idea of equity.

To lead into how to improve equity conditions and outcomes, Karner et al. argue that approaches which emphasize the power and knowledge of community-based organizations coupled with addressing structural factors which negatively affect certain places and people is crucial for achieving justice. The authors then identify a “Ladder of Justice Standards” in a forthcoming work, which links specific U.S. planning law and guidance to standards ranging from strict legal compliance to “restorative equalization.” Strict legal compliance sits at the bottom rung of the ladder as it is easy to achieve if some equity analysis is conducted. The restorative equalization standard in contrast requires prioritizing historically disadvantaged communities to receive a disproportionate share of benefits to mitigate prior inequities.

The authors recognize that all of these approaches are characterized by a reliance on state actors and state-sponsored or legitimized tools to achieve. Generally, these approaches have not achieved transformative outcomes. This focus on avoiding discrimination and providing the same opportunities to all people which sits near the strict legal compliance standard has not reaped the expected results of an equitable world. Researchers on the topic of equity in planning assert that “...*legal compliance... standards simply seek to not make existing conditions worse while eliding the substantial gaps in... benefits and burdens that already exist.*” Ongoing

unjust outcomes, which major Civil Rights and planning legislation and guidance have failed to remedy, points to needed changes in the framework through which equity work is conducted by state actors such as DOTs and MPOs.

In contrast, environmental and transportation justice organizations pursue “Society-Centric” approaches that emphasize community movements working with and on behalf of disadvantaged populations and communities. The authors state that these groups often use much more complete theories of justice in their work than those used in equity-related literature. For example, Sheller (2018) argues that existing literature on transportation equity is substantially limited by its focus on distributional outcomes. Indeed, community organizations tend to use frameworks and theories of justice that more closely align with the academic literature discussed previously in this report.

As such, the authors propose that transportation planning needs to move towards a deeper understanding of justice and equity, shifting the professional practice from the currently narrow focus on equity to a broader consideration of justice through deeper engagement with and advocacy for affected communities. In practice, the authors state that society-centric approaches for achieving equity and justice can be both “inside” and “outside” of state institutions. Inside approaches engage social movements’ organizations and actors through existing state initiatives such as advisory committees and formal public engagement such as open houses. Outside strategies tend to operate outside of state-sponsored activities but do not have to be entirely separate from them. For example, an agency could initiate a community-based discussion of needs that is brought to a state entity for incorporation into a particular planning process. To help clarify, the table the authors created show common planning activities from most state-centric to most society-centric. The authors go on to explore benefits, drawbacks, and examples of each specific strategy identified, and do analysis for state-centric and society-centric approaches, as well as inside and outside strategies. Ultimately, the authors state that

“Movements for transportation justice must envision solutions and strategies that move beyond those promulgated solely by the state. But, at least in the near term, the state will be intimately involved in all areas of transportation planning and programming. This means that integrating society-centric perspectives into state efforts is a reasonable strategy. Longer term, however, other emerging approaches, like tactical urbanism (Marshall, Duvall, and Main, 2016), and sustained participatory budgeting efforts can either supplant the state or place societal actors in a relatively more powerful position. These efforts will be crucial for building power and achieving the type of transformational vision of the future long sought by the environmental justice movement. Importantly, this vision includes expanding our understanding of transportation equity to encompass a much broader conception of transportation justice.”

<https://www.researchgate.net/publication/341740233> From *Transportation Equity to Transportation Justice Within Through and Beyond the State*

Appendix F: History of Discriminatory Planning

Introduction and Purpose

Federal, state, and local governments across the United States have a longstanding history of racist, xenophobic, classist, and otherwise discriminatory practices and policies within the fields of transportation, housing, land use, and comprehensive planning. These practices and policies, many of which were carried out with explicit intent throughout the 19th and 20th century, have created and reinforced racial-, ethnic-, and class-based segregation across cities and counties in the United States, and have resulted in longstanding inequities that continue to be seen and felt today. Hillsborough County and the local jurisdictions of the City of Tampa, the City of Plant City, and the City of Temple Terrace are no exception to this broad pattern of racism and discrimination observed across the country.

As Hillsborough County and the local jurisdictions move forward to meet the needs of all residents, it is imperative that we – Hillsborough County and the community – consider our past as we plan for the future. To that end, this report provides an overview of planning documents developed by Hillsborough County, City of Tampa, City of Plant City, City of Temple Terrace, and other entities and agencies throughout the early 20th century which had an explicit racist or discriminatory intent or impact. The report focuses on the areas of housing, transportation, land use, and redevelopment, and specifically identifies the ways racism and discrimination were institutionalized within planning practice and policy. The report also provides an overview of the political context at the time in order to provide a backdrop against which to evaluate adopted plans, programs, policies, and planning decisions, and to further our understanding of historical planning practices.

This report provides support for the Hillsborough Transportation Planning Organization's (TPO) and the City-County Planning Commission's (Planning Commission) efforts to not just *prevent* discrimination and disparate impacts in carrying out their respective duties as required by the various civil rights authorities, but to also support addressing past harms of segregation, racism, and discrimination in planning activities through their work. The report also supports continued collaborative efforts with our partner agencies throughout Hillsborough County and the Tampa Bay region to advance equity and address the legacies of discrimination in planning.

On the Use of Language

In this document, there is extensive use of direct quotes from primary sources and historical documents which use terms and phrases to describe groups of people that are considered pejorative or to perpetuate demeaning attitudes and biased perceptions by current sensibilities. To preserve the original intent of these documents and not misrepresent the time in which they were written, the texts quoted are kept true to the original.

Context of the Early-to-Mid 20th Century

The early-to-mid 20th Century saw the rise of the profession of urban and regional planning. With the first comprehensive zoning law in the U.S. passing in 1909, the profession began to rapidly influence the growth and development of cities and regions across the United States. While many parts of the U.S. saw the quick adoption of novel zoning codes and regulation, many areas of the South were more hesitant to adopt such measures, or to create formal planning boards or commissions. At the time of the adoption of Tampa's Zoning Plan in 1942, the first in the county, Tampa was only one of the four cities with a population of 100,000 or more without a zoning plan. Nonetheless, several organizations developed and published plans prior to local jurisdictions in Hillsborough County, and these could be considered the first plans in Hillsborough County. These include the 1927 *A Study of Negro Life in Tampa* and the 1926 *Report of the Survey of Schools in Tampa, Florida*. Summaries of these are provided in the beginning portions of this report.

Concurrent with the rise and professionalization of the planning field, Jim Crow laws across the United States began to grow rapidly following the end of Reconstruction in 1877. With the decision rendered in the 1896 U.S. Supreme Court case *Plessy v. Ferguson*, a seven-to-one majority reaffirmed and advanced the "separate but equal" doctrine regarding the constitutionality of racial segregation laws. The decision gave sanction to laws designed to achieve racial segregation by allowing the creation of separate and supposedly equal public facilities and services for Black Americans and whites. It was not until the 1954 U.S. Supreme Court decision in *Brown v. Board of Education of Topeka, Kansas* that the constitutionality of "separate but equal" was overturned, and not until the 1964 Civil Rights Act and 1968 Civil Rights Act that Jim Crow laws were made illegal and federal enforcement was provided. Elections in the City of Tampa and Hillsborough County, as across much of the South, explicitly disenfranchised Black citizens throughout the Jim Crow period. Portions of this history of disenfranchisement in the City of Tampa is provided in this report, particularly the history of Tampa's White Municipal Party as described by former Tampa Mayor Pam Iorio. Similarly, Black citizens were excluded from nearly all parts of the urban planning process throughout this period, which is highlighted throughout this report, but particularly in the section on urban renewal.

The rise of the planning profession cannot be separated from the racial, ethnic, and class prejudices endemic to the United States during this period. Many of the planning practices taken for granted today such as community engagement with minority community members, decision-makers that are representative of the community at large, or the expectation that the burdens and benefits of public projects and improvements are distributed equally, largely did not exist throughout the beginnings of comprehensive planning and large federal government interventions and expenditures into planning practices and infrastructure. Often, local, state, and federal government bodies explicitly excluded women and minority groups from participating in planning processes, and targeted Black and other minority neighborhoods for "slum clearance," highway construction, and redevelopment. In addition, these government

and institutional bodies used zoning codes, comprehensive plans, code enforcement, and housing projects to create and reinforce race-, ethnicity-, and class-based segregation across the U.S., and otherwise disproportionately harm Black and other minority communities.

Elections and The White Municipal Party in Hillsborough County

Our overview of politics in Hillsborough County picks up during the Reconstruction period, when two African Americans served on the Tampa City Council: Charles Cyrus, elected in 1869, and Henry Brumick, elected in 1876. These were the first Black elected officials in Tampa. Between 1868 to 1873, five African Americans were also elected to the County Commission of Hillsborough County.

The 1876 presidential election brought about the Compromise of 1877, whereby Rutherford Hayes was allowed to ascend to the presidency in exchange for federal troops pulling out of the South, thereby ending the era of Reconstruction after the Civil War. In 1887, a Black City Councilmember was elected for the first time since Reconstruction, Joseph A. Walker. He was backed by the Knights of Labor, a statewide organization that became a political force for African Americans running for office throughout Florida. In response, in 1889, the Florida State Legislature enacted a poll tax.

After Reconstruction, the Democratic Party ruled supreme in the South. The Florida State Democratic Party declared that only whites could hold party memberships in 1902, forcing Black voters to register as Republican, thereby making the African American vote inconsequential. For years, African Americans could only wield influence over local municipal elections, which were all non-partisan at the time. (Hewitt 2001)

In 1908, Zachariah D. Greene, a Black lawyer and leading member of St. Paul's AME Church, declared his intention to run for municipal judge. Although he collected the number of petition signatures he needed to put his name on the ballot, Tampa City Council told him the night before the filing deadline that his petitions had been lost. Greene petitioned the circuit court, but Judge Perry Wall found that Greene was guilty of neglect for delaying his appeal for ten days and dismissed his case.

Seemingly in response to a Black man attempting to run for municipal judge, a group of Tampa's white civic leaders established the White Municipal Party in 1908. As published in a local newspaper that year, the goal of the party was to *"prevent the future operation of the Negro vote as a balance of power in municipal elections."* The chair of the party's executive committee was the aforementioned Judge Wall. In 1910, the White Municipal Party effectively instituted a whites-only primary rule, and the first whites-only primary was held that same year. The Tampa City Council at the time gave the White Municipal Party special privileges, including access to registration books, polling places, and equipment for use in elections.

A key organizer of the White Municipal Party was D.B. McKay, who was the first mayor elected under the new party system in 1910. That was the first election in Tampa's history that *"candidates for office have not found it necessary to go down in the dives of the 'Scrub' to*

The Ku Klux Klan and Hillsborough's Democratic Party

The Ku Klux Klan arrived publicly in Tampa in 1923 and by 1926 they had extended their reach into the local politics of Tampa and Hillsborough County by running candidates in the Democratic primaries.

Ultimately, the Klan had substantial victories in the 1926 election. In Plant City, Klan-backed candidates won four of the city's six committee seats. In Tampa, they captured eleven of the thirteen seats being contested including the defeat of four of the five committee incumbents.

The proportion of the vote won varied greatly throughout the county. The rural areas and two incorporated towns outside of Tampa largely voted for Klan-backed candidates in the House races - 55% in Plant City, 63% in Port Tampa, and 60% in rural Hillsborough County. Klan-backed candidates also garnered 42% of the vote in urban and suburban areas of Tampa. Klan candidates generally fared better in white and middle-class areas of Tampa, while receiving less votes in Latin and Black neighborhoods and more affluent areas (Mundt, 1997).



Figure 39. KKK Gathering in Hillsborough County

hobnob with the festive colored brother" (Tampa Morning Tribune, 1910). It is worth noting that although McKay was a white supremacist, he was married to a cigar industry leader's daughter, Aurora Gutierrez, and thereafter had ties in the Latin community.

African American voter registration soared in 1920 when nearly 32% of Tampa's African American population signed up. Of those, 1,298 were women, representing 60% of Black voters. At the time, a charter was proposed to institute at-large elections, with the purpose of diluting the Black vote. A concerted push to register 2,462 white women that year effectively diluted the Black vote just enough to pass the at-large elections charter in 1920.

Further, the Florida Legislature passed an act in 1931 that formally established the whites-only primary system across the state. The act also established the White Municipal Party as the only political party in the City of Tampa with a new rule stating that only parties that had received at least 25% of the vote in the previous election would be recognized as a party. According to Pam Iorio, Tampa Mayor from 2003 to 2011, *"Violence, or even intimidation need not have been the club that prevented blacks from participation; it was the system that prevented their inclusion, the system, of course, designed and implemented by whites. And who could blacks look to in order to change this system? In Tampa, they could not*

appeal to city government, because city government was the White Municipal Party. They could not look to the state legislature, because it was the Democratic Party. They could not look to Washington because of the hold that southern Democrats had on the national Democratic Party. Their only hope rested with the courts...” (Iorio, 2001).

The National Association for the Advancement of Colored People (NAACP) was the main organization fighting against disenfranchisement at the time, and several landmark court cases were brought to the Supreme Court out of the State of Texas. The organization, led by special counsel Thurgood Marshall, saw many defeats in court until finally, in 1944, the Supreme Court ruled in the *Smith v. Allwright* case that discriminatory primaries were illegal. This was based on the NAACP’s argument claiming that since primaries are a necessary process in a public election, they are therefore quasi-governmental functions and therefore must be open to all. Thurgood Marshall would go on to win several key victories against discrimination including the 1954 *Brown v. Board of Education* decision which began desegregation in public schools.

However, by 1945, African Americans in Hillsborough County still could not register with the White Municipal Party nor vote in primary elections. Hillsborough Supervisor of Registration John Dekle refused to acknowledge the *Smith v. Allwright* decision, and if any African American tried to register to vote they would automatically be registered as Republican (Iorio, 2001). Also in 1945, yet another City of Tampa charter restructuring the government to increase the number of at-large districts and eliminate ward-based seats would further dilute the Black vote.

In 1946, a Black man named Cromwell from Pensacola won his case in the Florida Supreme Court in *Davis v. State ex. Rel. Cromwell*. The justices ruled that Cromwell had a right to register as a Democrat and as a result, by 1947, African Americans were finally able to vote as Democrats in the City of Tampa.

Florida Sentinel Bulletin newspaper editor Blythe Andrews Sr. described living conditions for African Americans in the City of Tampa in 1947 as “*deplorable*” and firmly blamed the White Municipal Party. “*That thing [the White Municipal Party] is what keeps our streets unpaved, keeps us living in unsanitary conditions, prevents us from getting adequate playgrounds and park facilities... the man who helps elect somebody is going to be taken care of, and the other fellow will simply get the crumbs*” (*Florida Sentinel Bulletin*, 24 May 1947).

From 1910 until 1956, every Mayor of Tampa was a member of the White Municipal Party, including Donald B. McKay, 1910 to 1920, Horace C. Gordon from 1920 to 1921, Charles H. Brown from 1921 to 1924, Perry G. Wall from 1924 to 1928, Donald B. McKay again from 1928 to 1931, Thomas N. Henderson from October 27, 1931, to November 3, 1931, Robert E. Lee Chancey from 1931 to 1943, and Curtis Hixon from 1943 to 1956. Mayor Curtis Hixon was the last representative to be elected as a member of the White Municipal Party in 1951 and he would hold office until 1956. A bill was introduced in the Florida State Legislature in 1953 that eliminated the city primary system of elections, establishing instead a system with a first election and a run-off, and repealing all mentions of the White Municipal Party.

A Study of Negro Life in Tampa (1927)
A Study of Negro Life in Tampa was published in 1927 at the request of several organizations which served or represented African American residents during that time: The Tampa Welfare League, the Tampa Urban League, and the Tampa Young Men's Christian Association (YMCA).

The purpose of the study was to *"determine the social needs of the Negro Community, to ascertain the extent to which these needs were being met by existing agencies, and to suggest a basis upon which to build a more effective social program."* The report provides extensive statistical data about the Black community in Tampa during that time and helps to frame the changes that occurred in Tampa over the next 50 years through urban renewal, the interstate highway's construction, and the end of Jim Crow.

The report begins by noting that unlike the rest of the South, 20% of Tampa's total population is, *"foreign-born white – Spaniards, Italians and Cubans are most numerous."* The report goes on to say, *"The foreign-born whites are concentrated in Ybor City, a city within a city. Except for the area in Ybor City where the Cubans, irrespective of color, live intermixed, there is a general separation of the white and negro races. Although a few Negroes own homes and others live in good rent quarters, the vast majority reside in the congested cheap-rent area."*

Furthermore, on segregation, *"Interracial contacts between the white and colored elements in Tampa, as elsewhere in the South, are for the most part limited to*

Newspaper Article: Streetcar Segregation (1904)

A series of newspaper articles written in 1904 reported on "the implementation of formalized segregation in Tampa trolley cars." Previously, these cars had been informally segregated with Black patrons filling up the trolley from the back and whites from the front. In June 1904, the company put into effect a new policy establishing a clear line between Black and white sections. While the second article that year on the topic gives no details, there were protests and citizen complaints and the restrictions were removed shortly thereafter. This article clearly suggests that Black residents of Tampa were resisting segregation as early as 1904. These 1904 Tampa streetcar protests are a precursor to the protests that are commonly associated with the Montgomery Bus Boycott of the 1950s." (The Civil Rights Struggle in Tampa)



Figure 40. News Article from 1904

those of a business nature. The Negroes have separate schools, churches and lodges. Unlike most Southern cities, the Negroes do not attend any of the down-town theaters, no provision being made for Negroes. The common custom of using the back of the streetcar for colored, is adhered to: the same practice is followed by intra-urban motor lines. Some of the interurban motor lines carry Negroes while in other instances separate busses are operated. A separate waiting room is provided at the railroad station. In the main, orthodox Southern traditions as to race relations, prevail in Tampa.”

African Americans primarily resided in eight neighborhoods within the city. These include areas of Dobyville in West Hyde Park, West Tampa, West Palm Avenue, Robles Pond, College Hill, the Garrison, Ybor City and the Central Avenue Business District popularly called “the Scrub”. Details on the character of these neighborhoods are provided in the report, along with their total population of Black residents.

Table 9. Eight Tampa Neighborhoods with Highest Black Population (1927)

Neighborhood	Total Black Population	Percent of Black Population
West Hyde Park	2,835	12.2%
West Tampa	3,331	14.3%
West Palm Ave	2,478	10.6%
Robles Pond	315	1.4%
Tampa Proper	8,362	35.9%
Ybor City	896	3.8%
Garrison	812	3.5%
College Hill	4,094	17.6%
Other white areas	200	0.9%
Total	23,323	100%

Following an overview of Tampa’s Black population broadly, the report reviews existing conditions and challenges of housing and sanitation, health, recreation, social and corrective agencies, employment, churches, schools, business and professions, and fraternal organizations. The report concludes with a review and list of recommendations as described below:

- Housing:** The report details the general conditions of the neighborhoods mentioned above. It notes that West Tampa along Riverside Drive had a considerable proportion of the best rent quarters, with sewer, water, and weekly garbage services in relatively new houses. The report goes on to state that the worst housing in terms of sanitation and conditions were concentrated in West Tampa between Spruce Street and the river, in “the Scrub”, and in the old Garrison section. In addition, the report details the conditions of the so-called “Red Quarters”, between the LaFayette Street viaduct and Union Station, which were condemned by the City Health Department and anticipated to be replaced by a warehouse or factory. The report also states, “The growth of the city

doubtless will also wipe out the shacks in the old Garrison section.” The conditions west of North Boulevard between Spruce Street and the river were “*almost unbelievable*” – they had no sewer connections, no water connections, and likely no garbage collection.

- **Health:** This section details the availability of hospitals, doctors, dentists, nurses, midwives, prenatal care, and other facilities for the Black community in Tampa. It also provides an overview of vital statistics of Black health in the city including the number of stillbirths across races, total deaths, and causes of death. The report notes the infant mortality rate in Tampa was high, though in line with national statistics for Black stillbirths. Pointedly, the authors state, “*The problem of health is inevitably a part of housing, sanitation, recreation, hospitalization, employment, wages and hours.*” The authors describe how poor housing conditions in Black neighborhoods contributed their fair share to poor health conditions, particularly in light of the smallpox pandemic at the time. The large number of stillbirths and high incidence of diarrhea and enteritis in early childhood highlighted the need for access to baby clinics and nurseries. And finally, the lack of recreational and play spaces did not support a high quality of health and well-being.
- **Recreation and Amusement:** This section details the availability of parks, public and private recreational areas, playgrounds, libraries, and academies available for Black people in Tampa. The section concludes by stating, “*For a colored population of 23,000, Tampa provides a Branch Library and a salaried playground supervisor. The City of Tampa provides no public park for Negroes: it provides no playgrounds, except unequipped school grounds: it provides no public pool or beach. The private recreation and amusements are of such a nature that the Negro public received no benefit therefrom. The Commercial recreation and amusement is of such a nature and so poorly supervised, that it perchance is more harmful than beneficial.*”
- **Social and Corrective Agencies:** This section provides an overview of agencies such as the Tampa Urban League, the Red Cross, Salvation Army, as well as the County Jail and Stockades who assisted Black people in Tampa. Generally, the section shows that there were a number of social service agencies available, providing services such as healthcare, welfare assistance, traveling aid, and others. The section on the stockades and jail also provides an overview of arrest statistics between Black and white – approximately 40% of the persons arrested over the six months of the study were Black, even though only 29% of the total population at the time was Black. The report also notes that jails were segregated. The section concludes by stating that the conditions under which Black people lived in the city, primarily in the cheap-rent areas, were a sound basis for comparing relevant social problem statistics between the races. Further, “*The fact that the Negro in Tampa, as in other southern cities, lives in these cheap-rent areas, is sufficient proof that they are in need of the progress of all the social and corrective agencies known the modern community.*”

- **Employment:** This section reviews all the major industries of Tampa including carpentry, skilled trades, cigar makers, painters, type setters, tailors and electricians, plumbers, mechanics, and other trades. The report notes that the majority of Black people working in the city, like elsewhere in the South at the time, were day laborers in construction, domestic servants, bell boys in hotels, and janitors in office buildings. Nonetheless, there were many Black people employed in skilled trades including bricklayers, carpenters, and entirely Black-owned type setters and linotype operators. There were no Black registered electricians, plumbers, and mechanics. Importantly noted, there were many Black people working in the cigar industry. The cigar factory floor was also not segregated as the report notes, *“The operators of the factories... make no distinction along color lines in the employment of cigar makers”* and in two of the factories studied, the cigar roller with the highest wage was Black (one Cuban Black and one American Black).
- **Public Schools:** This section breaks down the total number of Black children attending public and private school and the truancy rates. The report notes that approximately 23% of Black school-aged children were not enrolled in school at the time. The report goes on to review all of the school buildings for Black children – many of which were described as derelict, unsafe, or overcrowded. West Tampa Public School, for example, had an average of 72 students for each teacher. All of these schools lacked both sufficient space for play and playground equipment. Teacher salaries are also reviewed in this section, and the report notes that the average pay for Black teachers was significantly lower than that of white teachers.

The report concludes with a review and a set of recommendations. One key conclusion was that Tampa’s privileged citizens have a responsibility to pursue corrective actions for Tampa’s less privileged groups. It also stated that solving only one of the conditions discussed in the report would not immediately solve the health and other problems, nor would it discharge the duty of Tampa’s citizens to solve all the others. Ultimately, the report offers recommendations that include establishing a committee of white and Black citizens, working out a definite set of plans for establishing a branch of the YMCA for Black men and boys, and providing resources to support the YMCA in the provision of their services to address the challenges in the Black community.

Report of the Survey of the Schools of Tampa, Florida (1926)

The *Report of the Survey of Schools of Tampa, Florida* may be the first proper “plan” written for Hillsborough County or its local jurisdictions. The survey and subsequent report were conducted in 1926, detailing the condition of Tampa’s public schools and making recommendation for their improvement and administration. The report was created by the Institute of Educational Research, Division of Field Studies, by the Teachers College of Columbia University.

The report states, *“Tampa’s school building problem consists of two parts, building schools for white children and schools for colored children.”* Furthermore, *“On Map 8 [Figure 39], the black areas represent the sections in which it is anticipated that the colored population will continue to live. The crosshatched areas represent the sections in which the colored people are living at present, but from which they may move because of commercial and industrial development. In the section north of West Tampa, it is proposed that an area be set aside for high-grade residential development of homes for the colored people. All of these boundaries should be considered in the development of the building programs for both the white and the colored children.”*

In regard to existing schools, the report states, *“The only satisfactory buildings for the colored children are the Blanche Street School and the Lomax School.”* These schools represent two out of seven schools that existed at the time for Black children in Tampa. This section also furthers segregation in Tampa by stating, *“The building program for the colored children should take into full consideration the trends of development for the colored people.”*

The survey also provides an insightful table showing the distribution of total expenditures for schools’ purposes by function and by school district and breaks these expenditures out by total expenditures in white schools and per white pupil, and similarly for Black schools and per Black pupil. These tables show that there was significant disparity in expenditures per pupil, total expenditures, as well as salaries for teachers and principals on the basis of race.

Another section of the report details the “Classification and Progress for Colored Children,” and summarizes by stating, *“If Tampa is to get the best results for the money expended on the schools for colored children, it is highly important to take steps to overcome the present conditions in these schools.”* Recommendations include the improvement of instruction, the regulation of progress, and everything up to a complete reorganization and reclassification. In addition, the report recommends the establishment of a well-organized junior-senior high school. The report also notes that there was a significant population of students in the thirteen-year-old age group, indicating a high level of interest in continuing education.

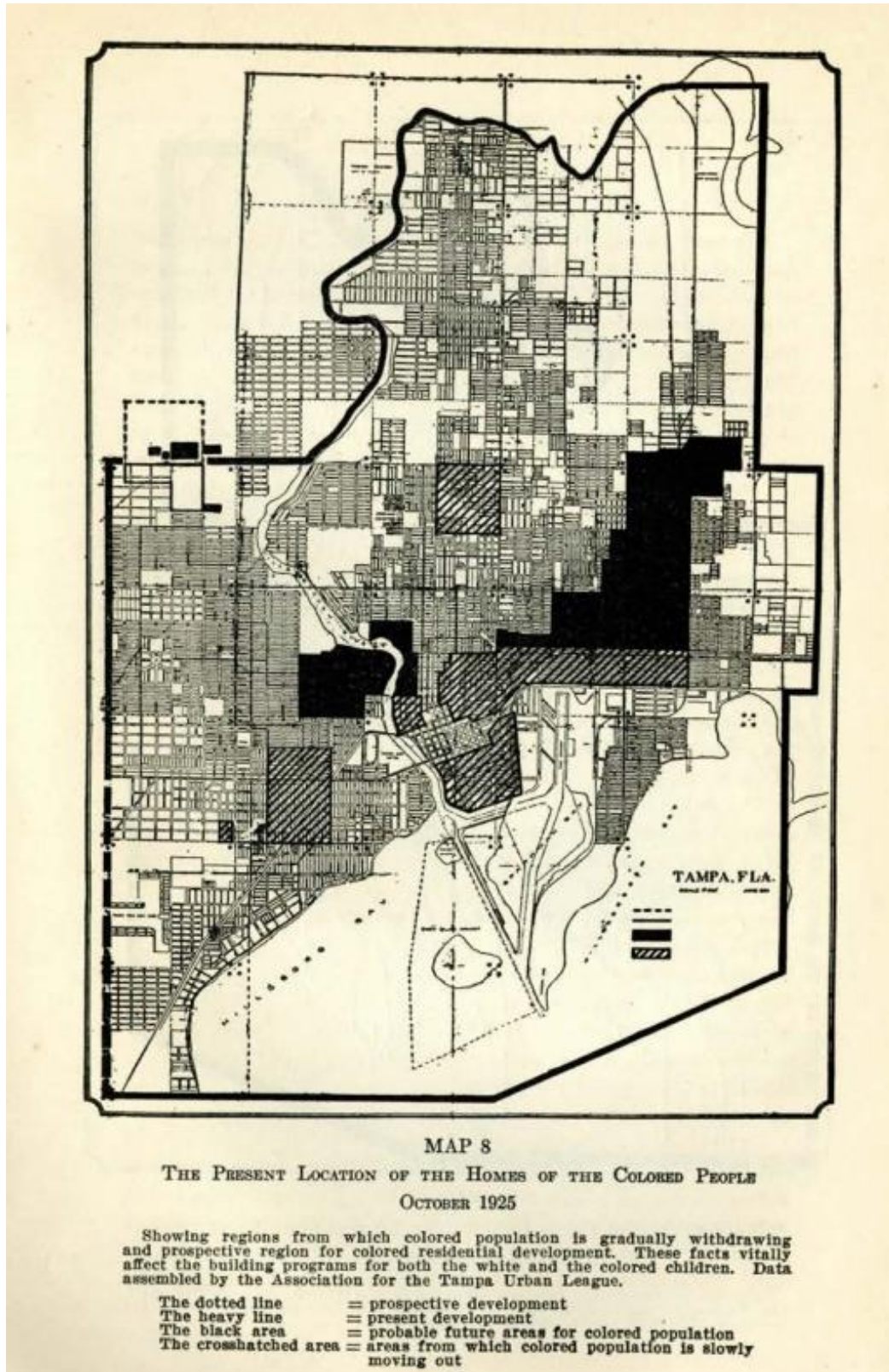


Figure 41. 1925 Map of "the Homes of the Colored People"

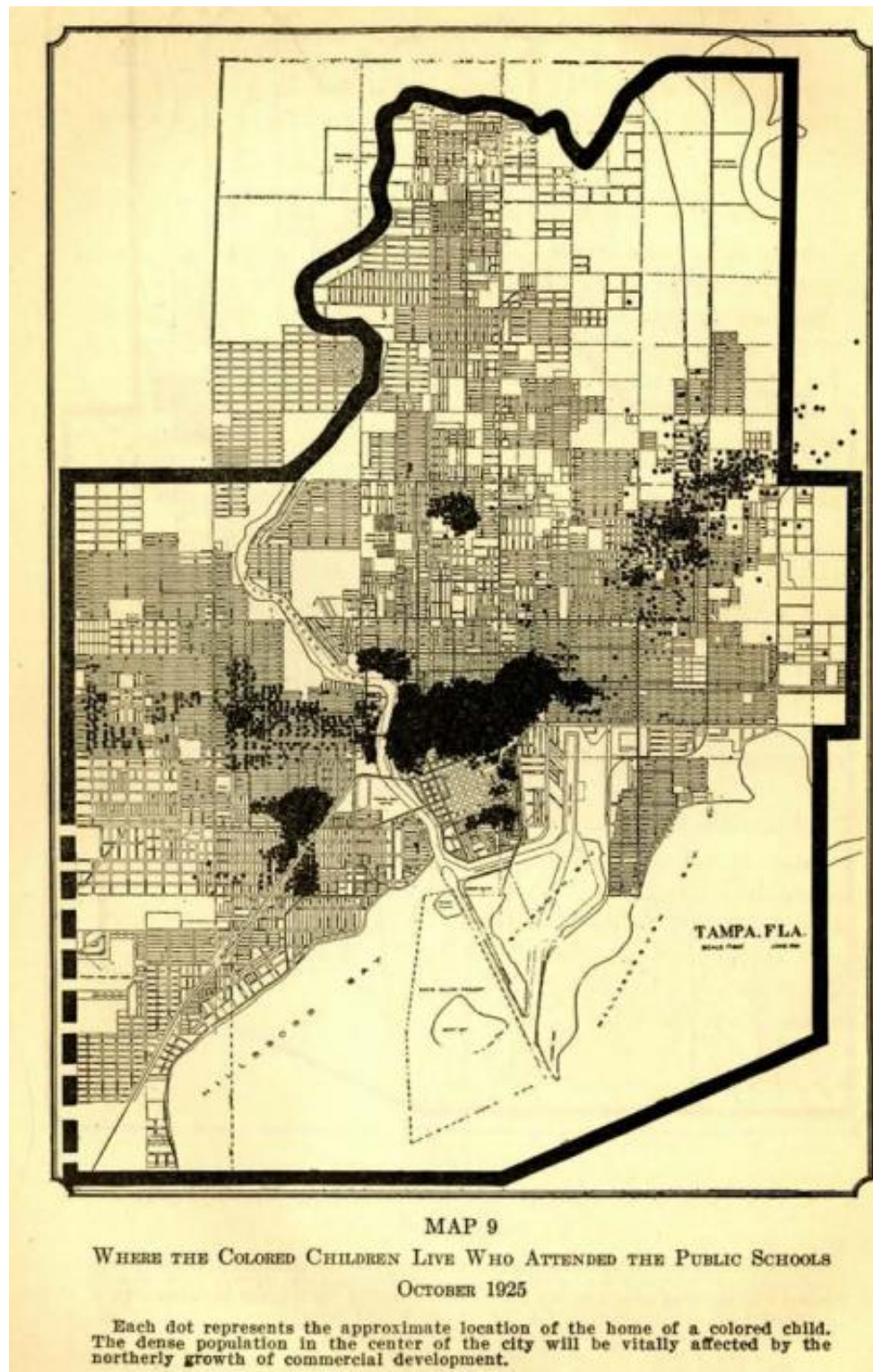


Figure 42. 1925 Map of "Where the Colored Children Live Who Attended the Public Schools"

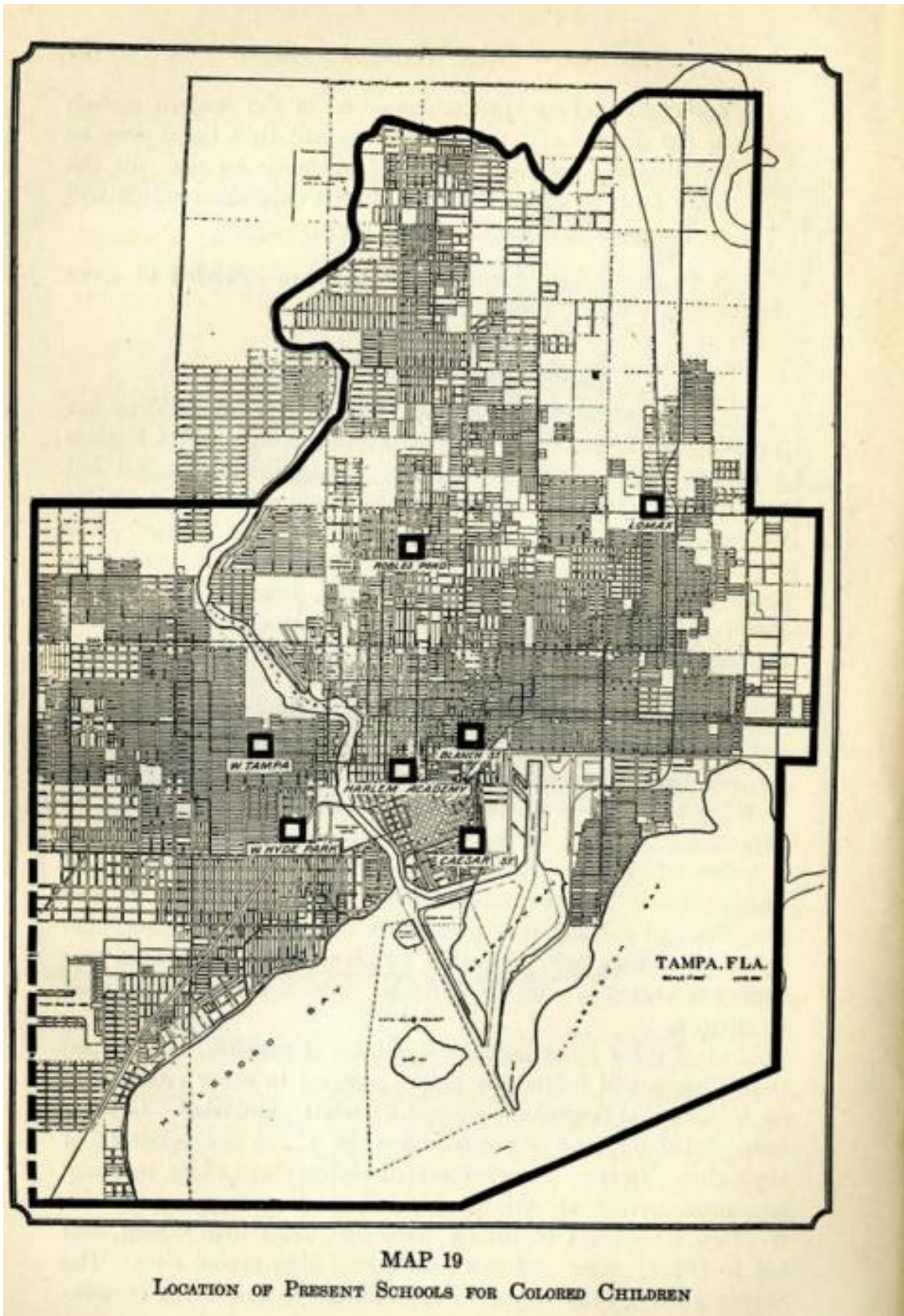


Figure 43. Map of "Location of Present Schools for Colored Children"

Comprehensive Planning and Zoning

The earliest zoning laws in the United States originated with the Los Angeles zoning ordinances of 1908 and the New York City Zoning resolution of 1916. From 1910 to 1917, several major U.S. cities enacted zoning laws which restricted neighborhoods on the basis of race. Baltimore was the first such city to enact a racial zoning ordinance in 1910 which prohibited Blacks from buying homes on blocks where whites were a majority, and vice versa (Rothstein, 2018, p. 44). Many cities followed suite, including Louisville, whose racial zoning ordinance was ultimately struck down in 1917 by the Supreme Court in *Buchanan v. Warley*. The *Buchanan* ruling outlawed racial zoning nationwide. In despite of the *Buchanan* ruling, many cities continued to adopt racial zoning ordinances. In West Palm Beach, Florida a racial zoning ordinance was adopted in 1929 and maintained until 1960. In Apopka, Florida an ordinance remained in effect until 1968 that banned Blacks from living on the north side of the railroad tracks, and whites from living on the south side (Rothstein, 2008, p. 47). In 1926, the SCOTUS ruled in *Village of Euclid v. Ambler Realty* that zoning is a constitutional exercise of a government's police power to create and enforce regulations for public health and welfare.

In addition to explicit racial zoning, many jurisdictions used policies and mechanisms that were not explicitly race-based to enforce racial and economic segregation, and disproportionately harm racialized and ethnic communities. Examples of these mechanisms created through novel zoning codes include minimum lot sizes, a ban or restriction on multi-family development in middle and upper-class neighborhoods, disparate enforcement of new building codes and standards, and siting industrial lands and other undesirable uses near racialized and ethnic neighborhoods. While many of these mechanisms may not be discriminatory on their face their impacts have resulted in racial, ethnic, and economic segregation and long-term inequities in nearly every quality-of-life indicator.

The following section provides an overview of zoning and comprehensive planning by Hillsborough County and local jurisdictions in the mid-20th century. The City of Tampa was the first jurisdiction to adopt a long-range planning program. This started with the Major Street Plan, City of Tampa in 1941, the Zoning Plan, City of Tampa in 1942, and finally a plan covering the areas of parks and recreation, utilities, capital improvements, and other areas in 1945. Taken together these reports constitute the first comprehensive plan for the City of Tampa. The City of Plant City adopted its first comprehensive plan in 1956 and the City of Temple Terrace adopted its first in 1977.

Major Street Plan, City of Tampa (1941)

The City of Tampa's Major Street Plan was adopted in 1941 and is the first part of the comprehensive plan for the city. The plan covers streets and the overall street system, as well as rules and regulations for the control of subdivisions.

Like most planning studies, the plan reviews existing conditions and the history of the area, looking at the growth and history of the city, its subdivisions, and its racial makeup. The plan notes that Tampa is unique among American cities in that it has one of the greatest

percentages of people of Latin descent, constituting approximately 29% of the population in 1930, who primarily reside in the Ybor City area but have a “*tendency to drift into other areas particularly that west of Nebraska Avenue and north of Seventh Avenue.*” In addition, the plan notes that African American or Black people constitute approximately 21% of the population. Furthermore, “*Within the past two years since the completion of Boulevard Homes – the colored housing project – on Spruce Street in the former West Tampa section – many of the colored population have been migrating thereto. These several colored areas act as directives in considering the growth and development of the city.*”

Other neighborhoods clearly identified in the plan as being primarily African American or Black include Dobyville, West Tampa, Robles Park, the “Scrub,” East Tampa, and the Garrison area in Downtown Tampa (**Figure 44**). The location of these neighborhoods is paramount as this plan and subsequent plans contain policy directives which explicitly seek to move Black residents of certain neighborhoods to other neighborhoods. Tools like redevelopment, zoning, and infrastructure construction are explicitly used as a means of removing residents from certain neighborhoods or destroying certain neighborhoods altogether.

The plan reviews the major street network in the city and how the grid pattern has been disrupted by subdivision development. The prevalence of automobile usage and the transit system is reviewed, as well as the adequacy and use of the roadways in the city. Major traffic flows are identified, as well as primary freight traffic routes. The plan finally includes the *Major Street Plan* which identifies existing streets, necessary new streets, connections, extensions, and proposed roadway widening. The purpose of these improvements was to direct continuous and easy travel through the city, around the city, and from one neighborhood to another. The plan divides roadways into primary arteries, secondary arteries, and minor streets. Each primary, secondary, and minor street in the city is reviewed, and recommendations made that include the items listed above.

This plan was the earliest citing of what would become the Interstate Highway System in Tampa, and points to the use of such roadway creation and widening as a means of eliminating blighted areas of the city. As stated in the report, “*Central Avenue is proposed as a direct relief street from the river on the north to Cass Street on the south. Instead of widening the streets and roadways of Florida and Nebraska Avenue... the alternative of widening and improving Central Avenue on an even more ambitious plan is proposed. A right of way 100 feet wide from the river to Cass St. instead of 80 feet would permit a boulevard two-lane highway with parkway in the center, the whole to terminate in a large traffic circle or plaza at Cass Street. Not only would such a purely passenger highway provide a new direct entrance to Tampa devoid of such unfavorable distraction **but it would do much toward clearing up a blighted slum area north of Cass Street on both sides of Central Ave.***” In addition to this, the first major proposal for what would become the Selmon Expressway through South Tampa is proposed, paralleling the Atlantic Coast Line Railway (ACL) with the intent of relieving traffic from Bayshore Boulevard.

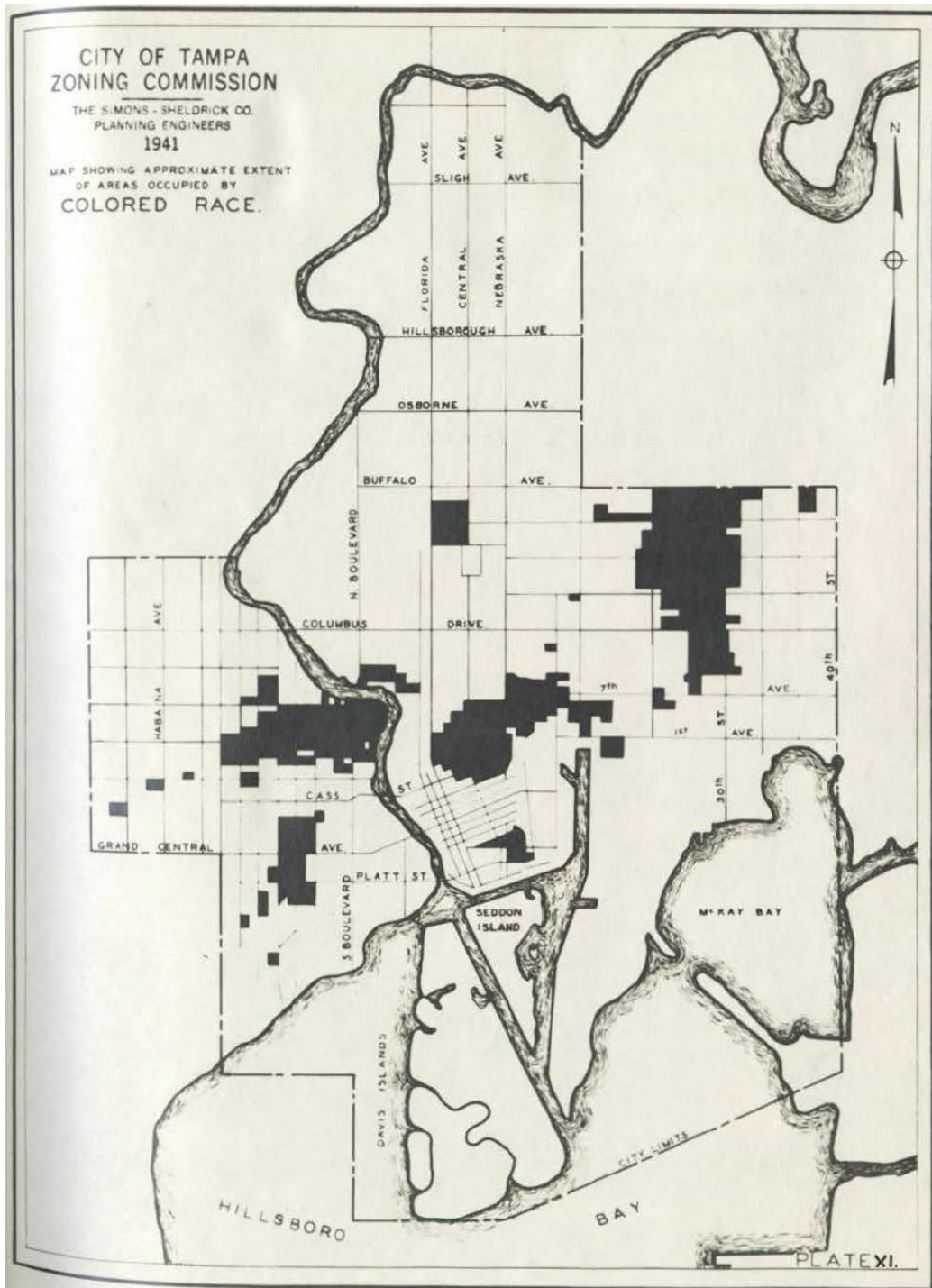


Figure 44. Map of the "Colored Race" from 1941 City of Tampa Master Zoning Plan

The Appendices of the plan provide subdivision regulations for the City of Tampa as well as an interim zoning ordinance. The subdivision regulations provide for minimum lot sizes for residential uses: fifty feet wide and one hundred feet deep (5,000 sq. ft.). The ordinance was passed by the Board of Representatives of the City of Tampa under the Robert E. Lee Chancey administration in April 1941.

Zoning Plan, City of Tampa (1942)

In 1942, the City of Tampa adopted their first zoning plan. At the time, the city was one of only four cities above 100,000 in population which had not yet adopted a zoning ordinance. The City of Tampa's 1942 Zoning Plan is extensive and includes an overview of the historical context of Tampa, the legality and authority to zone, the procedures used in developing the plan, characteristics of Tampa's various neighborhoods, a section entitled, "Extent and Nature of and Trend of Blight," a review of transportation and transit, and finally a nod to regional concerns before the actual zoning ordinance and map. Besides the zoning ordinance and related map, the rest of the report is intended to inform the Tampa Planning Commission and justify the decision-making behind the ordinance.

In the section that reviews the various characteristics of Tampa's neighborhoods, the racial, ethnic, and class makeup of the city's neighborhoods is discussed. North Boulevard Homes in the east central portion of West Tampa is identified as "*a low-income housing project for negroes.*" The plan states that since the completion of the project there was an increased migration of "*negro residents*" into the surrounding residential areas (pg. 20). In the Hyde Park neighborhood, the zoning plan states, "*The first subdivisions in this area started as high class residential developments but with the advance of years the older sections were invaded by multi-family uses until today many of the original tracts are devoted to such uses. As these sections broke down in character the higher-class development moved westward and southward along the bay shore*" (pg. 22)." Finally, in the Ybor City area, the plan states, "*In the north central portion of the area and occupying 20 acres fronting along 26th avenue is the Ponce de Leon low-income housing project occupied wholly by Latins.*" (pg. 31).

The supporting documentation and public involvement, as required by the state's Zoning Enabling Act, are used to justify the zoning decisions including use, height, and area requirements. The decision-making behind certain zones or districts, as shown in **Figure 45** below, are cited to be primarily existing land use and neighborhood character. There are no racial, ethnic, or class-based justifications cited for the zoning map in the plan. This stands in contrast to many early zoning ordinances across the U.S. and is likely a result of how late the zoning plan was considered and adopted, and concerns over possible legal challenges that this language would present. Nonetheless, the plan cannot be divorced from the era in which it was crafted, and the political context of Tampa at the time.

Further, in examining the map shown above from the Major Street Plan, it is readily apparent that the areas identified as "colored" were primarily zoned as multifamily. This includes East Tampa and West Tampa which were zoned R-4 in most areas, as well as portions of Tampa Heights and Hyde Park which were zoned R-3 in many parts. Most of Tampa Heights and Seminole Heights are zoned R-1 or R-2 which is the single-family zoning designation. There is some siting of light industrial uses (M-1) immediately adjacent to the R-4 and areas of East Tampa and West Tampa, as well. The association between multifamily uses and low-class development, blighted areas, and Black neighborhoods is made clear in the plan.

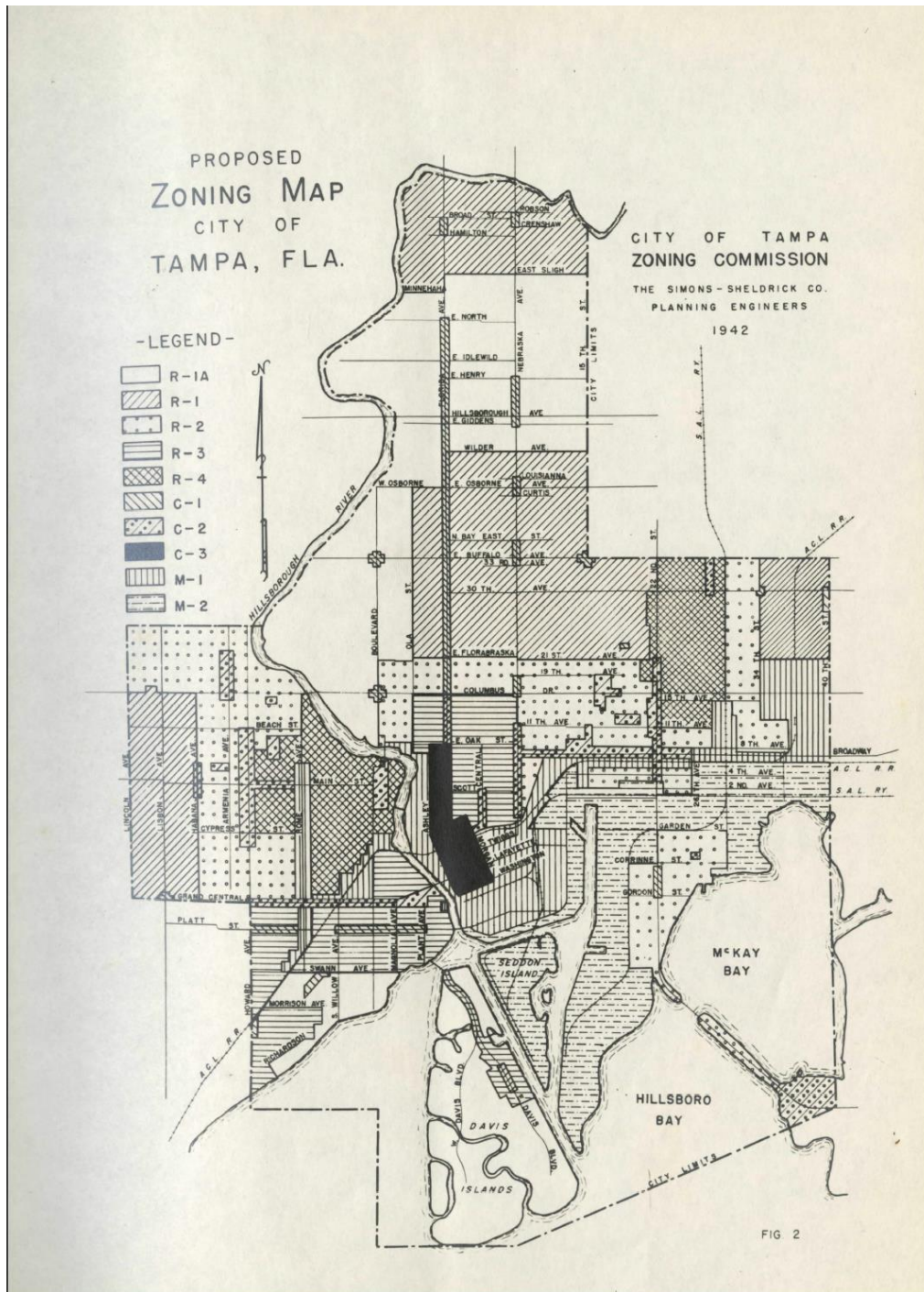


Figure 45. 1942 Zoning Map of City of Tampa

A major section of the plan is the “Report of Extent and Nature of and Trend of Blighted Areas” which provides a national overview of the issue of blight and details what blight is, as well as blight tendencies in Tampa. The report largely characterizes blight as the encroachment of business into residential areas, changes in the functional use of buildings, overbuilding and speculation, decentralization of business, falling land values, substandard housing, and

“detrimental shifts of business or population.” Areas identified as trending towards blight in Tampa include Hyde Park, Tampa Heights, and The Garrison. The “Scrub” is characterized as a slum, which “represent the extreme stage of blight.” The report notes in respect to slums, “There are several other, but smaller areas, occupied now by colored people that should be eliminated and moved to other areas.”

One of the most significant directives contained in the report is the following excerpt on page 68: “With the establishment of North Boulevard Homes in West Tampa, a new locality was opened for the colored population. That development should be expanded either by public or private enterprise. Those colored residents now in Hyde Park area should be shifted to the West Tampa site. The whole ‘Scrub’ area should be rehabilitated by the construction of a new housing development there – either publicly or privately financed. **Other small areas occupied by colored people should be eliminated and those residents be transferred to other areas.**”

City of Tampa Comprehensive Plan (1945)

An additional report details information and recommendations for parks and recreation, civic art and civic centers, utilities such as water supply, sewer, and power, long-range budgeting of capital improvements, educational programs, and other areas. Taken in conjunction with the zoning plan described above, and the *Major Street Plan*, the three elements constituted the first Comprehensive Plan for the City of Tampa. The comprehensive plan primarily reviews the existing conditions on the topic areas identified above and provides recommendations for improving those areas. This plan highlights segregation in all aspects of civil life at the time, as well as the type and extent of civic investments recommended for the Black community.

In the section on parks, one recommendation identifies separate parks for whites and Blacks: “In the West Tampa section, two complete Playfields should be established, one for whites and one for negroes. The negro Playfield, including a swimming pool, should be located north of or near the Boulevard Homes Housing project. The Playfield for whites, equipped with a swimming pool, can be located in either an expanded Rey Park or in a portion of MacFarlane Park” (pg. 73). Further, “a second Playfield for negroes should be established in the area located at the corner of 22nd Street and Buffalo Avenue. This area will serve the new negro housing area as well as the other negroes tributary thereto.”

The section on civic art contains a variety of recommendations. One major proposal includes the establishment of a Civic Center (**Figure 46**) in “the principal slum area of Tampa,” the “Scrub.” The location is described as “...an economic barrier to the most healthful, wholesome development of the city...” and states that “the ‘Scrub’ is a cancerous infection ripe for a major operation to transform it into something economically sounds and worthwhile from a civic standpoint.” The proposed site is bound by Central Avenue to the west, Nebraska Avenue to the east, 7th Avenue to the north, and Cass Street to the south. The report describes the site selection as a selfless undertaking, stating, “As a source of crimes, immorality, delinquency and other evil influences the ‘Scrub’ is an unnecessary and excess burden of expense to the

taxpayers.” Other strong language is used to describe the area, but no references are made to the racial or ethnic makeup of the neighborhood.

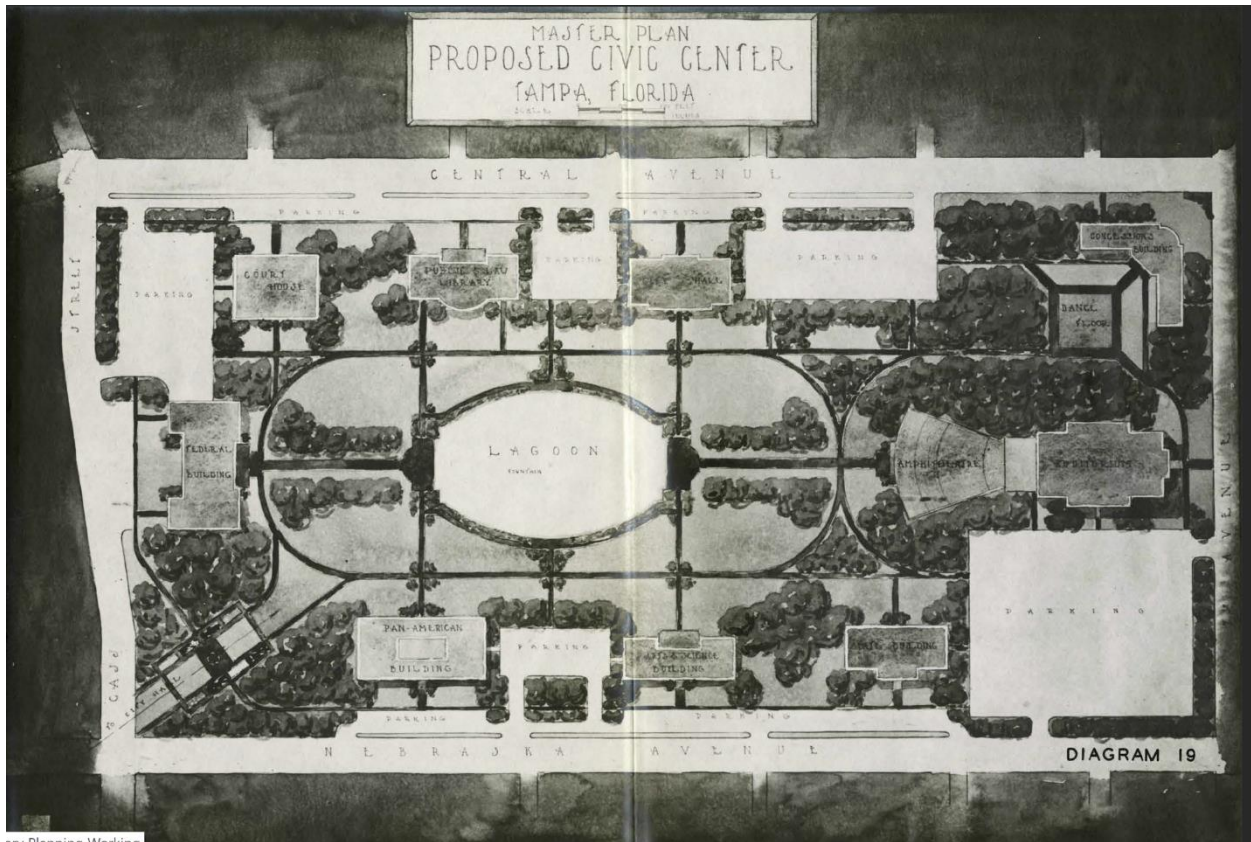


Figure 46. Proposed Civic Center for City of Tampa Master Plan

A review of Tampa’s water and sewerage system is provided after, with recommendations made for such. At the time, the majority if not all of the city’s raw sewage was disposed of directly into the Hillsborough River, Tampa Bay, or McKay Bay, and the issue of sewage constituted a major problem for the city overall. The map in **Figure 47** below shows areas that as of 1944 were still not served by public sewage. This includes areas of West Tampa, neighborhoods along the river in Tampa Heights and Seminole Heights, and portions of East Tampa.

Further research and examination as to what extent the recommended investments took place in the city, as well as the impact of those investments, is needed.

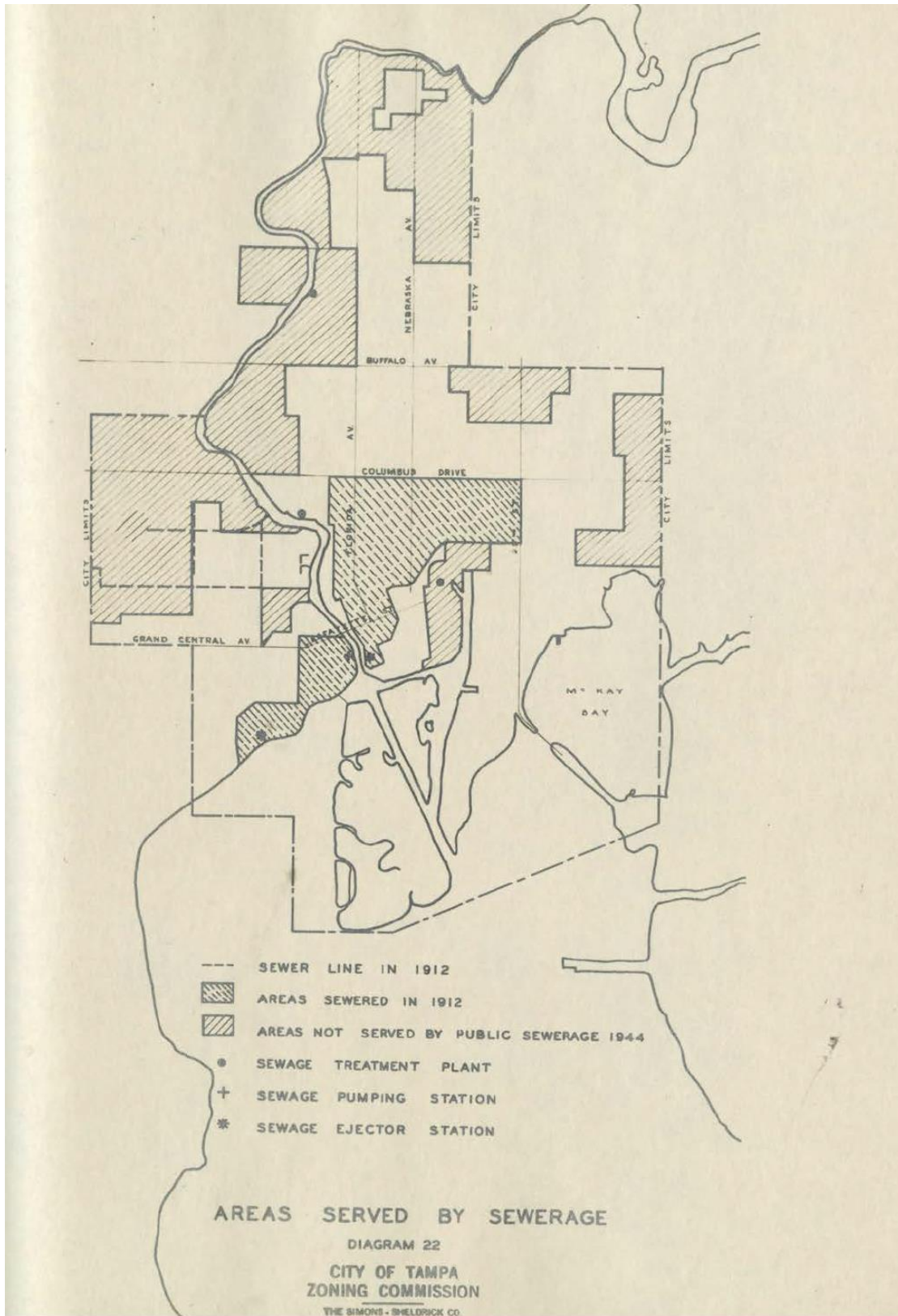


Figure 47. 1944 Map of Areas Served by Sewage in Tampa

Hillsborough County Zoning Regulations (1950)

In 1950, Hillsborough County adopted its first zoning regulations, with amendments passed in 1950 and 1952. The regulations addressed the height, number of stories, location, use and size of buildings, percentage of lot that may be occupied, the size of yards, density, and setbacks in all unincorporated parts of Hillsborough County. The county established eight zoning districts including agricultural, single family residential, one and two family residential, multiple family residential, neighborhood and retail commercial, and industrial districts. Unlike the City of Tampa's zoning code, there was no supporting documentation or justification provided within the ordinance itself. The ordinance references a zoning atlas and an index map with 355 sectional maps that are adopted within the Resolution, but these were not readily available during the course of this review.

There are no references within the ordinance to any persons on the basis of their race, color, national origin, or income. Nonetheless, more extensive research should be conducted on the impact of the 1950s zoning regulations on segregation and social inequity.

Plant City Comprehensive Development Plan (1956)

The City of Plant City adopted the Comprehensive Development Plan, written by George Simons, in 1956. The plan details the history, existing economic and social conditions, existing land uses, the street network, parks and recreation, subdivision control and regulations, utilities, schools, and a variety of other planning areas. Each section provides recommendations or guidance on how growth and development should occur in the city.

Similar to other major plans reviewed here, segregation was an obvious component of Plant City's planning process. One of the first maps in the document (**Figure 48**) shows so-called, "Predominant Non-White Areas," stating that *"South of the Seaboard tracks west of Collins Street and south of the Atlantic Coast Line tracks east of Collins Street, the negro community was established. Currently these areas are known locally as Madison Park west of Collins Street and Lincoln Park, east thereof. In the former area some 350 negro dwelling units and in the latter area some 743."*

On the topic of parks and recreation, the report states, *"Altho some constructive thought has been given to park and recreation facilities for negroes, nothing constructive has yet been accomplished. The city has acquired the blocks bounded by Laura, Lake, Water and Florida Streets for development into a negro recreation area. This area centrally located could be developed and equipped into a recreation facility adequate to serve the negro population residing in the southeast quarter."* Further, the report identifies a tract of land between Waller and Hunter Streets that is proposed as a recreation facility for African Americans in that quarter of the city. In tandem with the facilities at two local schools, these would *"...provide the negroes with a complete recreation program."*

The inventory of existing schools showcases “White Schools” and “Non-White Schools” (Figure 49). The school needs are evaluated and the plan states that “two additional white elementary schools and one additional negro elementary school will be required.”

In the section on housing, the plan says, “It is interesting to note that 25% of the owner-occupied dwelling structures are occupied and owned by negroes however nearly 46% of the tenant occupied structures are owned by negroes.” Furthermore, the section states, “All the non-white dwelling units of the city are located south of the Atlantic Coast Line track east and west of Collins Street. The greatest concentration of negroes is east of Collins Street. In these areas, dilapidation and substandard housing prevails.”

The plan notes that during the early 1956, the City Commission of Plant City created a Housing Authority which received an allocation from the Public Housing Administration. Three sites were selected for three projects, “two for negroes and one for whites.” The two projects for African Americans consisted of 80 units and 60 units respectively, the former located in the southeast quarter of the city and the latter in the southwest corner. The plan states that the three projects, when completed, “will eliminate much of the slum and substandard condition now prevailing south of the tracks.”

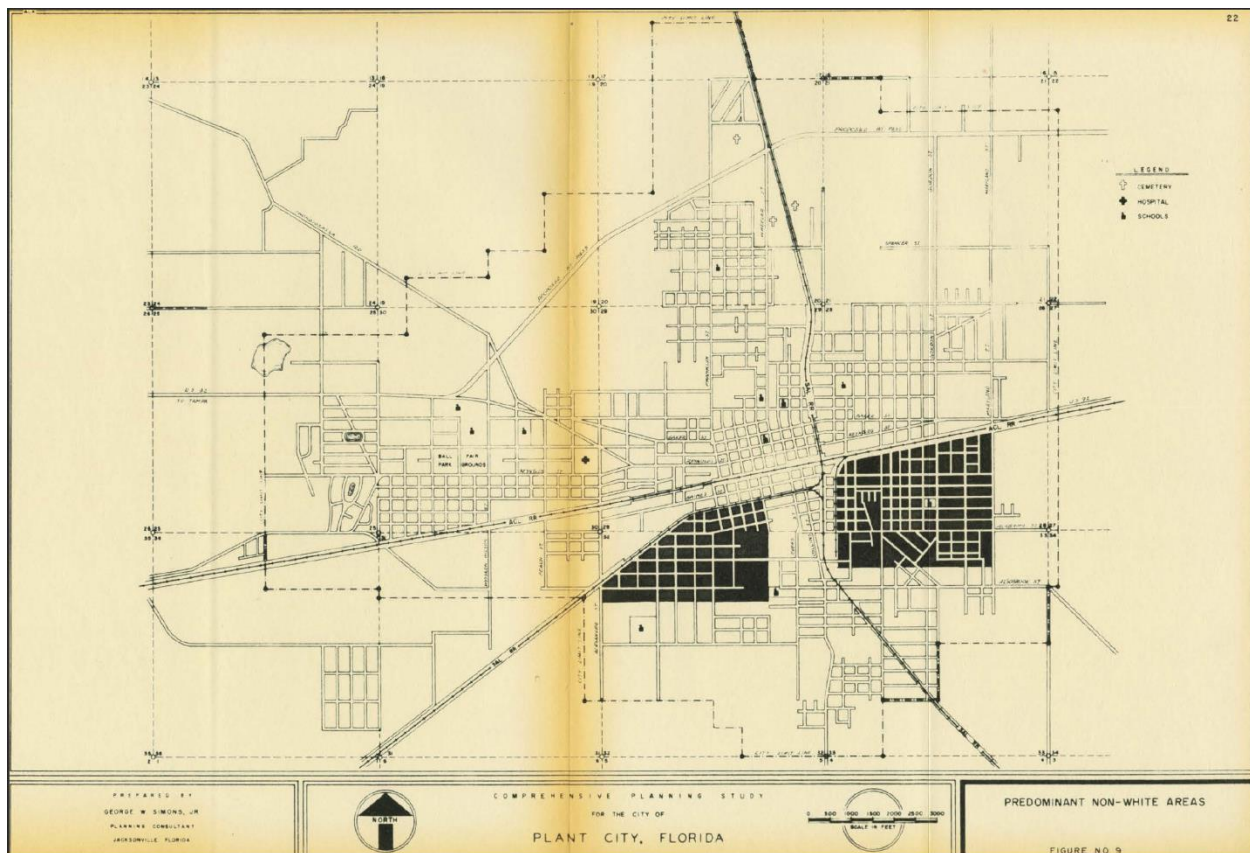


Figure 48. Map of “Predominant Non-White Areas” in 1956 Plant City Comprehensive Development Plan

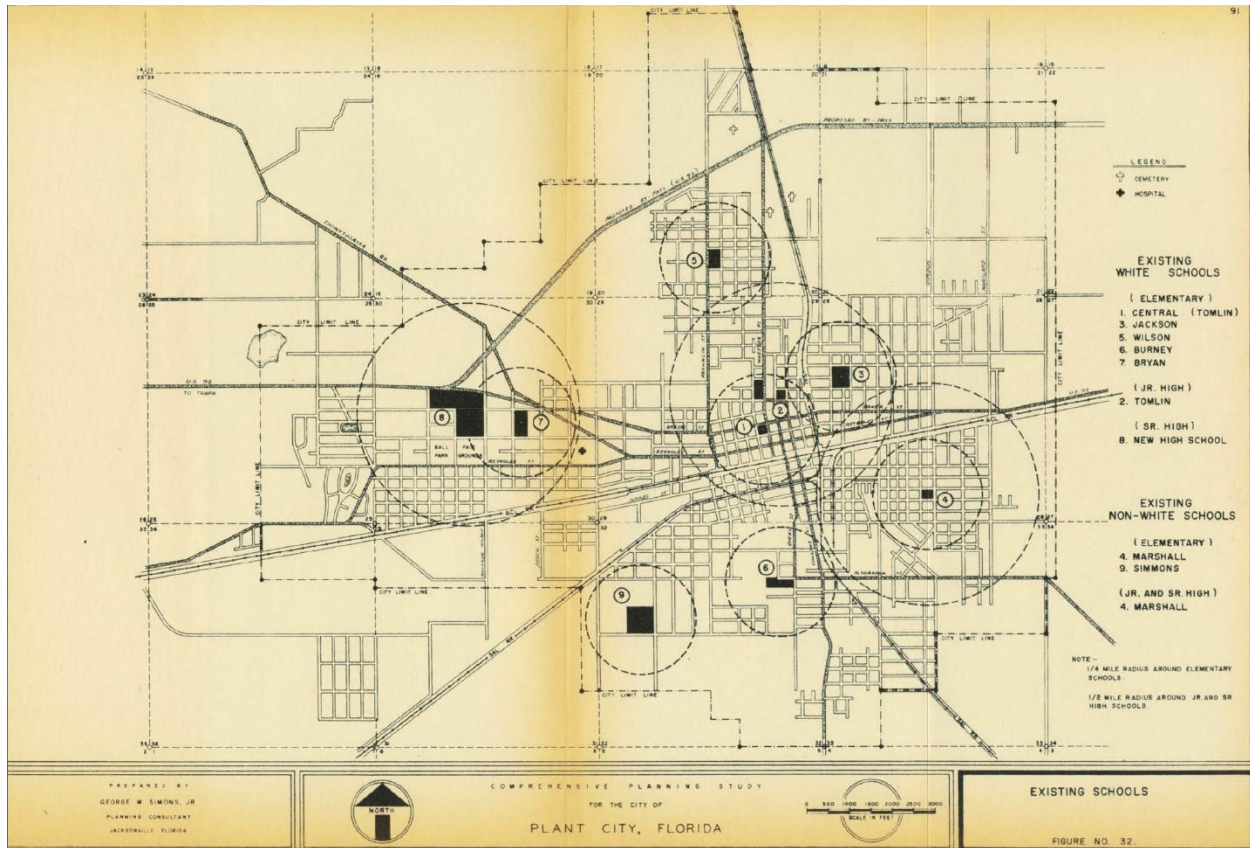


Figure 49. Map of Existing Schools in 1956 Plant City Comprehensive Development Plan

City of Tampa Comprehensive Plan (1957)

Under the Nick Nuccio administration in 1957, the City of Tampa adopted a new comprehensive plan written by George Simons, which included lands that had been annexed up to 1953. This 1957 City of Tampa Comprehensive Plan built upon and expanded previous plans and studies, including the ones adopted in the 1940s, and covers similar topic areas including demographics, economy, transportation, recreation and parks, schools, land use, and other public services. The 1957 plan stands in contrast to the plans adopted throughout the 1940s, in that race and ethnicity are not mentioned as explicitly. While the plan was adopted during the era of segregation, and reflects this in sections on parks and schools, many of the references to “Colored Areas” are not included, nor are explicit policies that direct government agencies to remove Black or African American citizens from some neighborhoods and push them into others. Nonetheless, the plan includes policies and directives which reflect segregation at the time and would ultimately contribute to furthering segregation.

There are three major section topics in the plan which explicitly reflect segregation at the time: parks & recreation, schools, and libraries. The section on recreation has a subsection on, “Negro Recreation Facilities.” The report notes that the locations of existing facilities are located in areas which are not convenient for Black or African American citizens. The need for additional facilities is identified and includes an area near Lincoln Gardens, an area west of the ACL right-

of-way near Osborne Avenue, near 25th street and Buffalo Avenue, an area for a Community Center near Osborne and 24th Street, and a swimming pool in West Tampa. In the section on schools, the plan details which schools are for whites and non-whites, and which schools are overcrowded. The section on libraries has a map depicting white and non-white libraries in the city (**Figure 50**) but provides no guidance on the need for future facilities.

A major directive of the plan was urging the city to adopt a minimum housing code in order to rehabilitate areas in the early stages of blight and to prevent blight. Similar to language used in previous plans, the report states that slums are where the *“sordid seeds of crime and delinquency germinate.”* According to the report, the city should also adopt a minimum housing code as it is *“a measure that must accompany or precede Urban Renewal”* (pg. 117). The 1957 Comprehensive Plan, and the subsequent enactment of minimum housing codes, laid the groundwork for further Urban Renewal funding under the Federal Housing Act of 1954 and the destruction of several Tampa neighborhoods (USF Library, The Civil Rights Struggle in Tampa). It should be noted that the report states that many of the substandard dwelling units in the city, which were primarily concentrated in the “Scrub” and on North 22nd Street, had been replaced by public housing, and the blight situation was not as unfavorable as it was in 1950.

One of the major recommendations from the plan centered on the redevelopment of Ybor City. The plan notes that Ybor City has *“given much to the cultural, spiritual, and economic life of Tampa. Imparted to the characteristic of Tampa is the colorful, dynamic vivacity of the Latin with its overtone of the castanet and guitar.”* Nonetheless, Ybor had *“sacrificed much of its atmosphere to modernization”* over the years. The plan states, *“As soon as the State of Florida can avail itself of the Housing Act of 1954 relating to Urban Renewal, a project should be undertaken to restore to Ybor City its prestige of former years. The opportunity is great – the cause just and reasonable.”* Finally, the plan proposes projects such as a cultural center and International Mart.

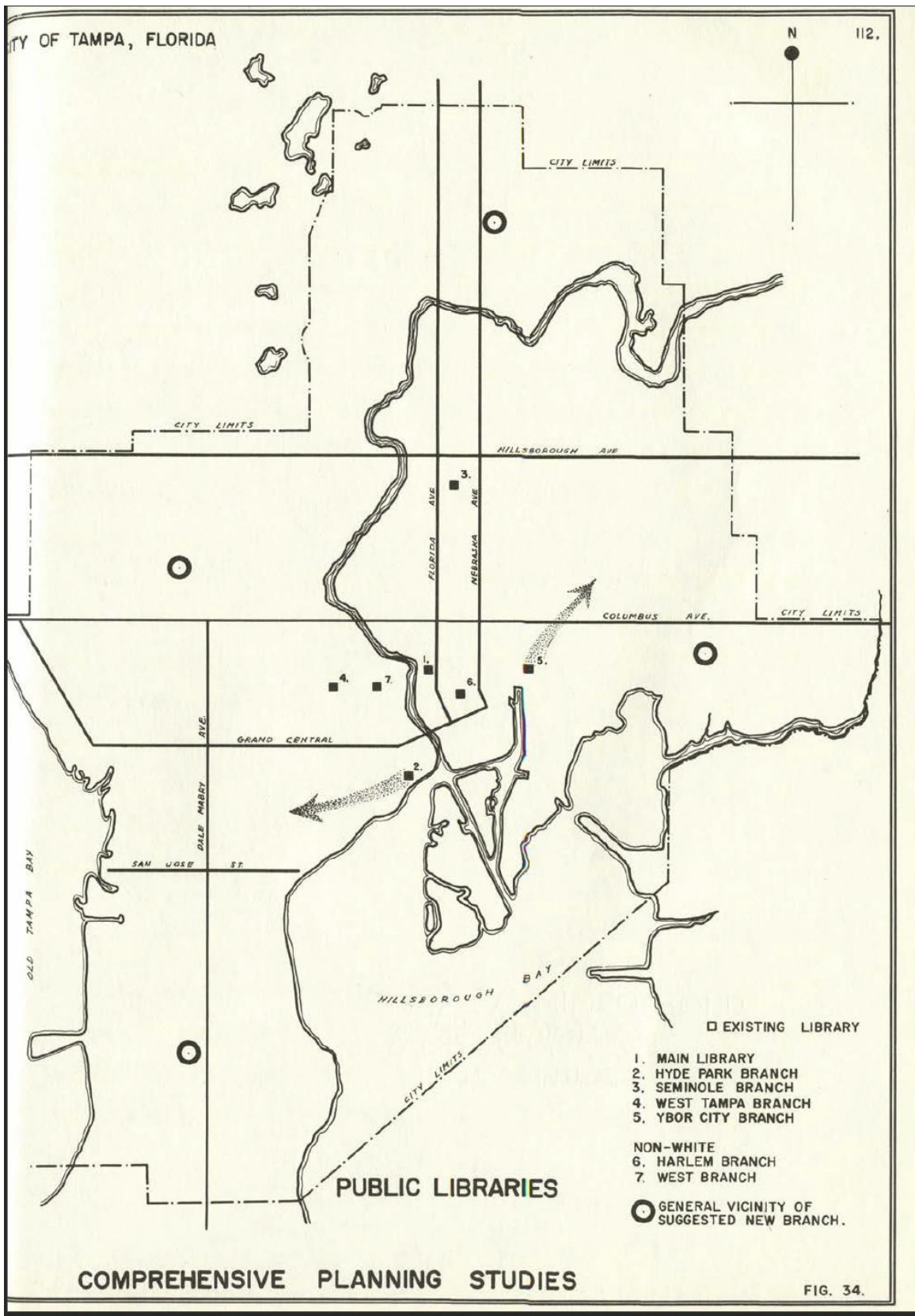


Figure 50. City of Tampa Public Libraries 1957

Housing in Hillsborough County

A Historic Hillsborough Community: Bealsville

The Southern Homestead Act of 1866 opened 46 million acres of federal land in Alabama, Arkansas, Florida, Louisiana, and Mississippi for settlement on formerly Native American land. African Americans were granted priority access until January 1, 1867, but persecution by whites often made it difficult for African Americans to take advantage of the opportunity.

In Hillsborough County, twelve formerly enslaved persons used the Southern Homestead Act to settle a community south of Plant City named Bealsville. The community was named after Alfred Beal, the son of one of the formerly enslaved settlers.

The community continues to live on today, with many of the residents owning property that has been passed down for generations, all the way to the original settlers. In 2020, the community celebrated its 155th anniversary.



Figure 51. Founders of Bealsville

In addition to comprehensive planning and zoning, segregation in the United States and Hillsborough County was perpetuated and enforced through both the private housing market, public housing projects, and other major government sponsored programs which drove the process of urban and suburban development in the 20th century.

This section provides an overview of how private housing policies and practices were used to create and reinforce segregation and inequity. Specifically, racially restrictive covenants in housing deeds are identified in Hillsborough County, an overview of the Home Owners Loan Corporation (HOLC) and their residential security maps for the City of Tampa is provided, as well as a brief overview of the creation of the Progress Village neighborhood. In addition, an overview of how public housing infrastructure and practices were used to create and reinforce segregation and inequity is provided, which is supported by public housing policies identified in the comprehensive planning and zoning reviews of this report.

Private Housing

Racial Covenants

As a result of the *Buchanan v. Warley* decision in 1917 which outlawed race-based zoning, deed restrictions and racially restrictive covenants became an important instrument for enforcing racial and ethnic segregation. Restrictive covenants are clauses in the deed of a property that list obligations that purchasers of the property must assume and may include items such as what plants can be used for landscaping and what colors a house can be painted. For

over half of the 20th century, a commonplace clause in many property deeds stated that the property shall never be sold or rented to African Americans, and often included other racial and ethnic minorities. The constitutionality of racially restrictive covenants was initially upheld in the 1926 SCOTUS decision *Corrigan v. Buckley*, where the court stated that covenants constituted private contracts and not state action.

Racially restrictive covenants came to their height in the 1920s and were legal until the 1948 SCOTUS decision in *Shelley v. Kramer* which outlawed the federal or state enforcement of racial housing covenants. Specifically, the court ruled that under the Fourteenth Amendment, state courts could not enforce the clauses by ordering Black families to vacate homes. In spite of the *Shelley* ruling, private parties were still legally allowed to enforce the provisions in these covenants by bringing suits for damages against them and other signatories. This practice remained commonplace until 1953 when the SCOTUS ruled that courts could not adjudicate suits to recover damages from property owners who made sales which violated the clauses. After 1953, racial covenants could not be legally enforced but owners were still free to discriminate voluntarily based on the racial covenants in their title deeds. It was not until 1972 when a federal appeals court ruled that the restrictions themselves violated the Fair Housing Act of 1968.

As part of this project, Plan Hillsborough staff visited the Hillsborough County Clerk of the Court office in Downtown Tampa where deed records prior to 1964 are stored. After review of several books of deeds, records and subdivision plats, staff identified racial covenants in several areas throughout Hillsborough County. Given time and resource constraints, staff were not able to review all deed books, but reviewed deed books between the years of 1909 and 1922. There are undoubtedly more areas than are identified in this report across Hillsborough County that contained these racially restrictive covenants.

Restrictive covenants were specifically identified in the former City of Ruskin, the North Park and Lingerlong subdivisions in modern-day Hyde Park area, as well as in East Suwannee Heights subdivision. Examples of these are provided in **Figure 52** and **Figure 53** below. In addition, staff identified references to racially restrictive covenants in the HOLC Residential Security Maps for properties on Davis Islands. The covenants identified in Ruskin typically used the language, “*shall never be sold, leased or conveyed to any but white people...*” while the deed in Suwannee Heights only specified those of African descent.

Lot eight (8) of block seventeen (17) East Suwanee Heights, according to the map or plat thereof as the same is recorded in Plat Book 7 Page 42, Public Records of Hillsborough County, Florida.

And the said party of the first part does hereby fully warrant the title to said land and will defend the same against the lawful claims of all persons whomsoever.

As part consideration for the purchase price for said property said second party hereby covenant and agree as follows:

This conveyance is made by the party of the first part and accepted by the party of the second part under an agreement that the property hereby conveyed is to be used for residential property only; that only one residence shall be erected on each lot, and said residence shall face west and shall not cost less than \$2000.00, but the owner of said lot may have the necessary servant and out-houses on the rear of said lot; that the building line of said lot shall be twenty feet or more from the front of said lot; that no liquor or arcent spirits are to be sold upon this property for a period of twenty-one years, that this property shall never be rented, sold or otherwise disposed of to persons of African decent; no use shall be made of said property, or any part thereof, that would constitute a nuisance or injure the value of any neighboring lot.

Figure 52. Deed for Property in East Suwanee Heights with Racially Restrictive Covenant

TO HAVE AND TO HOLD, the same unto the party of the second part, his heirs and assigns, in fee simple forever. And the party of the first part does hereby covenant that it has not in any manner incumbered, or permitted said premises to be incumbered, and it does hereby warrant and will defend the title to said premises against all claims whatsoever of any and all persons claiming by, through or under it.

As a further consideration, this conveyance is made upon the express conditions as follows, to-wit:

FIRST: That the grantee is hereby forever prohibited from selling or leasing said premises, or any part or parcel thereof, to any person or persons who have a perceptible strain of negro blood.

SECOND: Upon the express condition that only one main building, exclusive of out buildings, shall be erected on each lot, which shall cost not less than Twelve Hundred and Fifty dollars (\$1,250.00).

THIRD: That the grantee herein shall be forever prohibited from selling or permitting the sale of any intoxicating liquors on said premises.

The aforesaid conditions shall be binding upon and conclusive against all subsequent owners of the aforesaid property, whether acquired by purchase or otherwise; and said conditions shall be taken and considered and are hereby made covenants running with the land.

Figure 53. Deed for Property in North Park Subdivision with Racially Restrictive Covenant

Homeowners Loan Corporation

As part of the Franklin D. Roosevelt administration's "New Deal," the legislation establishing the Homeowners Loan Corporation (HOLC) was signed into law on June 13, 1933. The HOLC

replaced the Hoover administration's Federal Home Loan Bank Act which had been unable to stem the rising number of foreclosures and mortgage defaults. The advent of the HOLC marked a change in the administration of mortgages and home loans. No longer were loan borrowers consigned to the mercy of a lending market to extend their mortgage every five to seven years until a home was paid off. Instead, a long-term, self-amortizing mortgage with standard payments was proven to be feasible and reliable. As Kenneth T. Jackson notes in *Crabgrass Frontier: The Suburbanization of the United States (1985)*,

When money was easy, renewal every five or seven years was no problem but if a mortgage expired at a time when money was tight, it might be impossible for the homeowner to secure a renewal, and foreclosure would ensue. Under the HOLC program, loans were fully amortized, and the repayment period was extended to about twenty years (Jackson, pg. 197).

To provide for the long-term low interest loans that the HOLC helped guarantee, the HOLC created a uniform appraisal system. This is not to say that there were no appraisal systems in place prior to the creation of the HOLC; rather, the HOLC standardized a grading system for their nationwide efforts and trained their appraisers to implement it. This uniformity allowed appraisers in one region of the country to "speak the same language" with appraisers in other regions of the country. These appraisal standards included many standard characteristics one would expect such as housing age, construction, and price range. These were all captured by the HOLC as data, as well as rental rates and foreclosure rates. Also included in the HOLC appraisal were the characteristic of the householders such as race, ethnicity, and/or country of origin, which were used as part of the valuation and appraisal of entire neighborhoods.

HOLC appraisers assigned a four-tiered rating system to neighborhoods. The appraisals were prepared as confidential documents with limited circulation outside of federal offices. Each appraisal was accompanied by a "Residential Security Map" that identified neighborhoods by color and an alpha-numeric system.

"First" neighborhoods were assigned a letter grade of "A," a color on the map of green, and were rated as the most desirable and stable. "Second" neighborhoods received a "B," were assigned blue, and were still desirable but perhaps past their peak. "Third" neighborhoods received a "C," were assigned yellow, and were past their peak, or were areas with substandard housing. Neighborhoods in the final category, "Fourth," were assigned a "D," and were color-coded red on the map. These were typically neighborhoods that were characterized as blighted, consisted of subpar housing stock, and were areas where the residents were Black, Jewish, Spanish and/or other "non-Americans." These were areas considered least desirable.

In the City of Tampa, **First** neighborhoods were found in the following neighborhoods: Seminole Heights, Parkland Estates, West Hyde Park and the majority of Davis Islands. Various characterized as being comprised of "100% Americans" or "Best Grade Tampa Citizens," these areas are also the more recently constructed areas of the city.

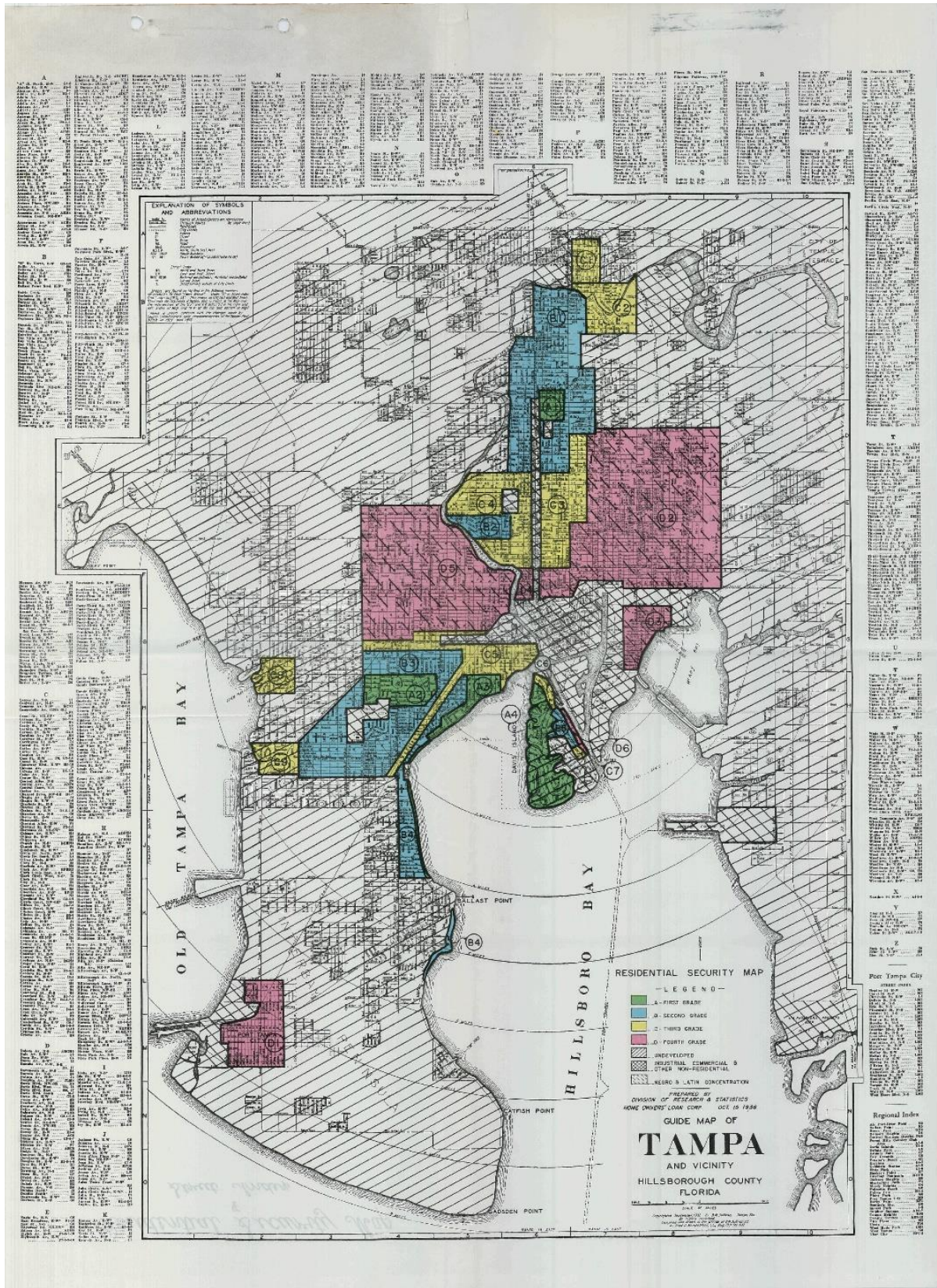


Figure 54. Homeowners Loan Corporation Residential Security Map for the City of Tampa

Second neighborhoods were found in the remainder of Seminole Heights (north of the Hillsborough River), Ridgewood Park, Palma Ceia, Virginia Park, Moody Heights, and a portion of Bayshore Boulevard. The principal detriments in these areas were older home construction, being further from amenities like streetcar lines, and lack of a homogenous class or racial breakdown. Some of these neighborhoods are characterized with the following language: *“the population in this section is gradually shifting to Spanish and Jewish and within the next five years will probably contain only a few 100% Americans.”*

Third neighborhoods included Sulphur Springs, Hamilton Heath, Tampa Heights, and parts of Hyde Park, Beach Park and Sunset Park. The principal detriment in these areas was the age of the homes, rates of foreclosure, and presence of certain undesirable facilities. For example, in the appraisal of the Sulphur Springs area it is noted that *“The principal detrimental influence affecting these sections is the presence of the dog racetrack and the gambling element which is attracted to it. The Section was inundated about 2 years ago when the Power Company dam on the Hillsborough River above the section broke; the dam has not been repaired and consequently no potential hazard exists.”* Except for reference to the “Scrub,” and the presence of the *“best-grade negro”* in Hyde Park, and references to the growing Latin population in Tampa Heights, there is little ethnographic commentary.

Fourth neighborhoods included Ybor City, Palmetto Beach, Tampa Heights, West Tampa and Port Tampa City. At the time of the appraisal, Port Tampa City was its own City and not a part of the City of Tampa. Brief ethnographic commentary is present, such as, *“Latins and Negroes occupy about 95% of the Sections.”* The Port Tampa City section notes that nearly 100% of the residents were white. These neighborhoods received the lowest appraisal ranking principally due to the age of the housing stock. As they note: *“These buildings are from 15 to 40 years old, with the majority in fair condition, while some need major repairs and some need demolition...The sections are nearly 100% built up and on account of the age of improvements, there is a strong demand for demolition, modernization, reconditioning, and remodeling. Foreclosures in these Sections were comparatively light, due to the fact that there were not many mortgages in the Section, because the properties were owned free and clear.”*

Only Port Tampa City was singled out for being in deep decline, and this was primarily due to the area’s relationship with the industrial port located there. The appraisers understood that the neighborhood’s relationship with its economic base (the port) was tenuous and could foresee the imminent decline of the region when a deep-water port was to be made in Tampa proper.

The activities of the HOLC had an immediate impact on the administration of mortgages, both nationally and locally in the City of Tampa. However, with the publication of Richard Rothstein’s *The Color of Law* in 2018, planners have been quick to castigate the federal government and its role in the perpetuation of redlining through the HOLC’s activities. Although the historical record reflects poorly on past actions of the U.S. Government with its role in appraisal, the picture is far from clear that the HOLC pioneered the redlining policy. Scholars like Amy Hillier

contend with the activities that the HOLC institutionalized and reflect on conditions already in practice:

It is unlikely that HOLC caused redlining. Redlining existed prior to the initiation of the City Survey Program, and areas colored red by HOLC were already suffering from a lack of mortgage funds before the maps were made. Lenders did not have widespread access to HOLC's maps, but they did have access to a wide array of other sources of information about housing and demographic patterns in their communities. Areas HOLC assigned worse grades and areas near red areas did not have fewer mortgages, and no group of lenders categorically refused to make loans to red areas. HOLC grades do help to explain differences in interest rates, but they do nothing to explain differences in loan-to-value ratios. (Hillier, 2003, p. 412).

The Origins and Outcomes of Progress Village

Progress Village is a planned community originally proposed in 1958 as an attempt to mitigate the displacement of residents from urban renewal efforts across Tampa, particularly in the “Scrub.” It was planned as a suburban African American community. The area is bordered by Palm River-Clair Mel, Riverview, and Gibsonton, and is off of modern-day Interstate 75.

To support the project initially, the Board of Progress Village sought endorsement from a variety of organizations. Robert Saunders describes how one of the developers for Progress Village approached the Tampa Branch of the NAACP asking for an endorsement of the project. As part of the NAACP’s commitment to ending housing discrimination (which continued well after the 1954 *Brown v. Board of Education* decision and the 1964 Civil Rights Act) and providing fair housing for all persons at the time, Saunders requested from the developer a commitment in writing that Progress Village would be a “*totally integrated and desegregated community.*” Ultimately, no written commitment by the Progress Village developer was received, and no official endorsement by the NAACP for Progress Village was ever given (Saunders, 1991, p. 16). In July of 1962, the Housing Subcommittee of the Tampa Branch of the NAACP stated, “*Persons displaced by the Federal-State highway project are left to find their own housing. Many are led to believe that Progress Village is the only area in which Negroes may purchase housing*” (Saunders, pg. 15).

Nonetheless, other organizations such as the Tampa Urban League ultimately supported the development. The development was heralded as an interracial effort. The head of the development board, Cody Fowler, was awarded the Lane Bryant Award for the development. In his acceptance speech in New York City, he described Progress Village as an upscale suburban development with features such as an 18-hole golf course. In the speech he stated that development was “*a pioneering and constructive advance in bi-racial human relations, signifying the purpose of our white citizens to understand and at least try in a small measure to solve some of the problems of our negro citizens*” (USF Civil Rights in Tampa).

In 1961, the Tampa Housing Authority (THA) conducted a study on Progress Village with the intent of understanding why the builders of the subdivision, “*after a year or more of construction and selling, found themselves in the position of more houses built than were sold.*” The study interviewed two-hundred households in Progress Village, with another two-hundred households in Tampa Proper, and all interviews “*were made among the Negro race.*” The report goes on to provide snippets of what all the interviewees said during their interview. Largely the concerns were regarding essential public services including access to hospitals and healthcare, quality bus service and short commutes, street lighting, and recreation facilities.

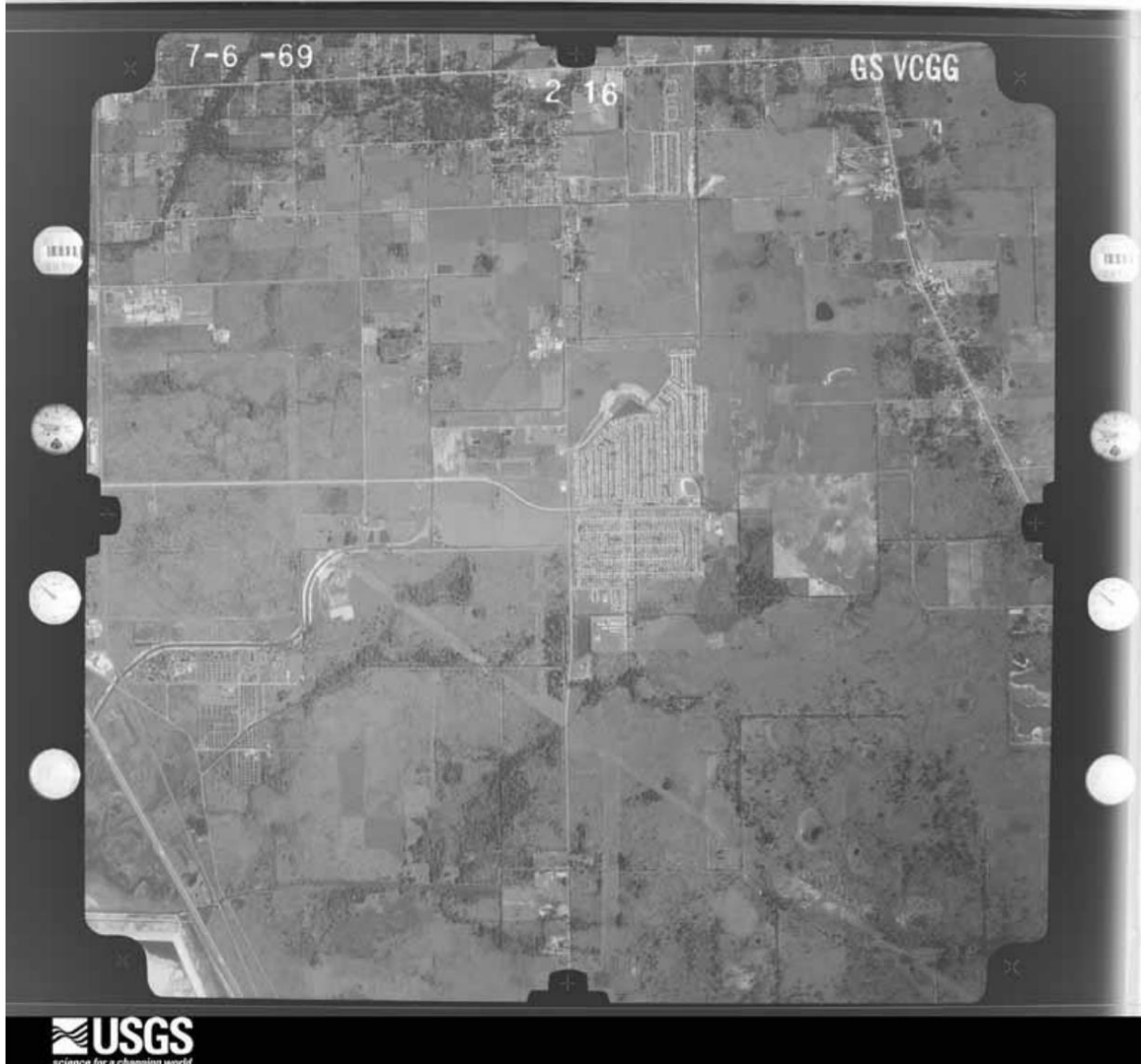


Figure 55. 1969 Aerial Photograph of Progress Village from U.S. Geological Service

Public Housing

All public housing built by local, state, and federal funds and agencies was segregated by race through at least 1960, likely until the 1964 Civil Rights Act or the 1968 Fair Housing Act. As such, public housing projects were explicitly used to reinforce and create racially segregated neighborhoods. This is evident in several of the City of Tampa's Comprehensive Plans from the 1940s.

The first major federal involvement in constructing housing for civilians came during World War I, where residences for defense workers were built near military areas; 83 projects were constructed that housed over 170,000 workers and their families across the U.S., all of which were white (Rothstein, 2017). The New Deal saw the creation of the Public Works Administration (PWA) in 1933 under the Roosevelt administration. The PWA created public housing primarily for middle- and working-class white families. Of the 47 projects built under the administration across the country, 17 were designated for African Americans.

The 1937 Housing Act created the Federal Housing Administration (FHA) and ended the PWA program of direct federal construction of public housing. The act required local governments to establish their own agencies that could build housing projects with federal grants and loans, leading to the creation of the Tampa Housing Authority (THA) in October of 1937.

The Federal Housing Act of 1949 was passed by Congress under the Truman Administration and provided for significant expansion of Federal guarantees for mortgage insurance, funding for over 810,000 low-rent household units across the U.S. over a six-year period, in addition to funds for "slum clearance" and "urban revitalization." The Housing Act of 1954 was passed by Congress under the Eisenhower Administration and provided for over 140,000 new units of public housing with prioritization given to those impacted by slum eradication or revitalization. These two major housing acts also funded what would become known as urban renewal across the country.

Carver City and Lincoln Gardens

"Black veterans were not able to take advantage of the housing provisions of the GI Bill after the end of WWII because of the discrimination policies of the federal and local governments. It was through the efforts and persistence of those first military veterans and families that in 1948, the Veterans administration, at the urging of MacDill Field Base Housing, developed the first planned Black subdivision, 'Lincoln Gardens' in the Carver City area. The first model homes were built on Spruce Street (3903, 3905, and 3907) in Lincoln Gardens. In 1983, the Lincoln Gardens and Carver City subdivisions came together to form one civic association and neighborhood."

Sources: National Historic Marker Database; Proceedings of the National Planning Conference 1981

Robles Pond and Zion Cemetery

The 1927 “A Study of Negro Life in Tampa” identified the Robles Pond area as, “...one of the oldest negro areas in Tampa. The Negroes lived in this area first, but it has been surrounded by Whites and is now confined to its former boundaries.” The report further states that many of the residents were homeowners. The 1941 Major Street Plan for the City of Tampa also identified this neighborhood.

By 1954 the Tampa Housing Authority, after protest and lawsuits by the local community to stop the eminent domain, built Lake Avenue Homes (now Robles Park Village), a whites-only public housing complex. This project displaced the Black residents in Robles Pond and the neighborhood identified in Tampa’s 1941 plan.

During the construction and shortly thereafter, several caskets were found on the land.

In 2019 The Tampa Bay Times published their first report questioning whether Zion Cemetery’s graves were exhumed before the land was developed. This article led to the discovery of a lost Black cemetery, and the discovery of at least a half dozen other lost Black cemeteries across Tampa Bay.

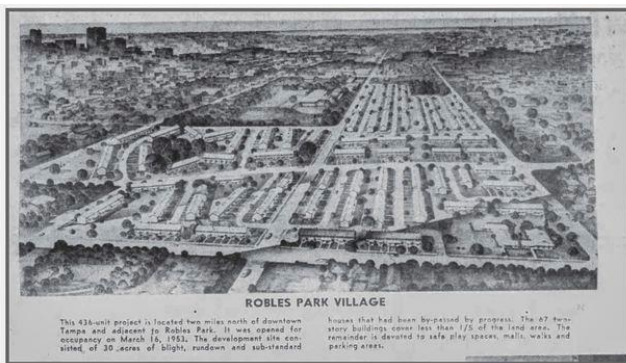


Figure 56. Aerial Drawing of Robles Park Village, Looking Southwest

Tampa Housing Authority

The Tampa Housing Authority (THA) was established in October 1937 by resolution of the Board of Representatives of the City of Tampa. The first project constructed by the THA was North Boulevard Homes which consisted of 534 dwelling units and was first occupied in July 1940.

By 1951, the THA had built or operated nine public housing complexes. This included the municipal trailer park north of North Boulevard, as well as former barracks and war-worker housing at the port.

Ultimately, public housing in Hillsborough County and elsewhere was used to create and reinforce racial and ethnic segregation, whether through displacing Black residents in certain areas or concentrating Black residents in other areas. Riverview Terrace on Broad Street was whites only, and Ponce De Leon Court in Ybor City was identified in the 1942 *Zoning Plan, City of Tampa* as, “occupied wholly by Latins.” Further research should be conducted to better understand how public housing was segregated in Tampa, as information about all of the public housing complexes was not readily available at the time this report was written.

North Boulevard Homes was an African American- or Black-only housing complex. According to Tampa’s 1941 Major Street Plan, “Within the past two years since the completion of Boulevard Homes – the colored housing project – on Spruce Street in the former West Tampa

section – many of the colored population have been migrating thereto. These several colored areas act as directives in considering the growth and development of the city.” Tampa’s 1942 Zoning Plan furthers this policy directive and states,

“With the establishment of North Boulevard Homes in West Tampa, a new locality was opened for the colored population. That development should be expanded either by public or private enterprise. Those colored residents now in Hyde Park area should be shifted to the West Tampa site. The whole ‘Scrub’ area should be rehabilitated by the construction of a new housing development there – either publicly or privately financed. Other small areas occupied by colored people should be eliminated and those residents be transferred to other areas.”

Similarly, Lake Avenue Homes was a whites-only public housing complex (Tampa Bay Times, Zion Timeline). When examining the 1941 Major Street Plan, the area of Robles Pond was clearly a Black neighborhood, but according to the Tampa Bay Times in their history of the Zion Cemetery, reports from the time of the construction of Lake Avenue Homes stated that many African Americans were displaced as a result of the construction of this housing complex, and there was a subsequent influx of white residents into the former predominantly African American neighborhood (Tampa Bay Times, Zion Timeline).

In addition, the siting of segregated public facilities such as schools and recreational areas around the already segregated public housing complexes served to further reinforce spatial neighborhood-based segregation.

Good and Bad Housing Report (1951)

In 1951 the THA submitted the report “Good and Bad Housing” to “*point out what slums are costing the citizens of Tampa in dollars and in misery, and what is being done to eliminate them.*” According to the report, the responsibility of the THA at that time was “*eliminating remaining slums in Tampa, and assisting in providing decent housing for families in the greatest need.*”

The report begins with identifying the monetary costs of slums to the city and taxpayers, claiming primarily that slum maintenance and impacts costs the City of Tampa more money than the city brings in by its tax base. These costs are attributed to issues such as fire, typhus, tuberculosis, syphilis, and police arrests. In addition, the costs for welfare and juvenile delinquency program run by the city are attributed primarily to slums, as well as higher insurance rates and lower property values.

The incidence of crime is then attributed primarily to slums through a dot density map showing cases of juvenile delinquency in the past year. “*Notice how the dots are clustered in slum areas. Since juvenile delinquency and adult crime are so interwoven as to be practicably inseparable, their common denominator is slums.*” In the report, public housing is argued to be a panacea for

this sort of crime. A quote provided from a suit defending public housing states, *“The man in the slums is too often a victim of the social and economic system that private enterprise has fostered.”* The rest of the section argues for the elimination of “slums” and for the building of public housing to eliminate crime and other social, economic, and environmental issues.

The “Scrub” is identified in the report as the *“City’s No. 1 eyesore and long a blight on the community’s health and morals.”* An initial \$699,000 government grant was made available to move forward with a redevelopment program in the area. The THA acquired blighted areas through purchase or condemnation, cleared rows of *“crime and disease-breeding shanties”*, and made the land available for private redevelopment through sale or lease. Title I of the 1949 Housing Act is cited as the source for these dollars in the report, and further documents show the city received other funding for the redevelopment of this area. More details are provided in the section on Urban Renewal.



Figure 57. Image from the Tampa Housing Authority's 1951 Good and Bad Housing Report

Highway Construction in Hillsborough County: I-275, I-4 and the Crosstown Expressway

The Federal Aid Highway Act of 1956, also known as the National Interstate and Defense Highways Act, was passed under the Dwight Eisenhower administration. The law financed and authorized the construction of the Interstate Highway System across the United States with the goal of creating 41,000 miles of freeways by 1970.

The construction of the Interstate Highway System was used to help create and reinforce racial and economic segregation across cities in the U.S. With the aid of other legal mechanisms such as zoning, mortgage practices, and public housing, federal, state, and local officials intentionally targeted Black neighborhoods, and other minority communities, to make way for highway projects, frequently under the guise of the Federal Housing Act of 1949's "slum clearance" directive. Highways across the country disproportionately displaced Black people and destroyed Black communities, often leveling entire neighborhoods such as the Hill District in Pittsburgh, Pennsylvania and the Sugar Hill Community in Flint, Michigan. In other communities, the interstate became a permanent barrier between white and Black neighborhoods which furthered racial and economic segregation, and often created barriers to jobs and other opportunities. According to a Vanderbilt Law Review article, *"In Orlando, Florida for example Interstate 4 was built to provide a barrier separating Black residents on the west side of town from white residents and the central business district on the east side"* (Archer, 2020).

The same article goes on to state,

"Highways were built through and around Black communities to physically entrench racial inequality and protect white spaces and privilege. The physical boundaries they created would become permanent tools of white supremacy, boundaries that could withstand the evolution of civil rights laws. Rather than be forced to comply with the law, the highways were the law" (Archer, 2020).

According to a U.S. Federal Reserve paper, early freeway building was fast, with planners facing few constraints or opposition legally or from residents. Ultimately, when mass construction got underway in 1957 and 1958, concern soon led to discontent, and to outright protests across at least 50 U.S. cities. Often, these "freeway revolts" pitted local residents with growing concerns about quality of life and negative externalities on their communities against regional planners and legislators who viewed these highways as the key to economic growth.

The construction of the Interstate Highway System also cemented the personal automobile as the primary transportation mode choice for the United States. While the rise of the personal automobile in the 1920s began slowly, improved technology and the interstate highway enabled the process of suburbanization. Inaccessible areas on the outskirts of urban areas could now be developed and residents could travel to the central city easily with little delay. This process of rapid suburbanization coupled with Black residents' inability to live outside the city as a result of institutionalized racism in the housing market during this particular period is

often called “white flight”. The rise of the automobile coincided with the dismantling of nearly all electric trolley system across the nation, further destroying mobility for people without a personal automobile and those who lived in center cities.

In many ways, the construction of these interstate highways created the economic and geographic conditions seen across regions in the U.S. today, and similar tensions are arising now that arose during and immediately following their construction. While federal policy evolved as a result of the freeway revolts and other advocacy efforts, and subsequent Federal Aid Highway Acts required public hearings and consideration of impacts, the construction of the interstate highways continues to displace low-income, Black and other minority residents across the United States and has led to a host of localized quality of life impacts for the residents surrounding them.

In Tampa, the primary interstates built throughout the urban area are Interstate 4, Interstate 275 (formerly Interstate 75), and the Crosstown Expressway. Interstate 4 was completed in 1963 and I-275 was completed soon after. It was estimated that about 2,544 homes were razed for I-4 and about 700 for I-275 (Kerstein, 2001).

Master Highway Transportation Plan for the Tampa Metropolitan Area (1957)

The Master Highway Transportation Plan for the Tampa Metropolitan Area was developed in 1957 by Wilbur Smith and Associates for the State Road Department of Florida, Hillsborough County, and the City of Tampa. The plan recommends an expressway system that includes 18.3 miles of construction, all located on the National System of Interstate and Defense Highways, which would eventually become I-275 and I-4.

The major problem identified in the plan is the heavy growth in population, motor vehicle registration, and vehicle miles traveled across Tampa. The growth in traffic was far beyond the capacity of the existing roadway network’s capacity, resulting in significant congestion according to the plan. Under the passage of the Federal Aid Highway Act of 1956, and with Tampa situated at the intersection of two designated interstate highways, this comprehensive study proposed an integrated network of expressways and arterial highways, which would be financed and constructed under the money newly available.

The Master Highway Transportation Plan reviews older plans in the Tampa area before reviewing existing traffic data and conditions. This includes analyses of current and future traffic volumes, travel times, existing congestion issues, as well as trends in population and land use among other items. An entire chapter is devoted to future traffic projections, trip demand, and other long-term needs. Finally, the route of the future interstate highway in Tampa is proposed which is broken into the West Expressway, East Expressway, North Expressway, and Downtown Distributor.

The plan as written makes no mention of race or ethnicity. It does not evaluate any of the potential impacts of the proposed expressways, nor does it provide any insight into the chosen alignment. There are brief mentions of “blight,” but mostly in a general context.

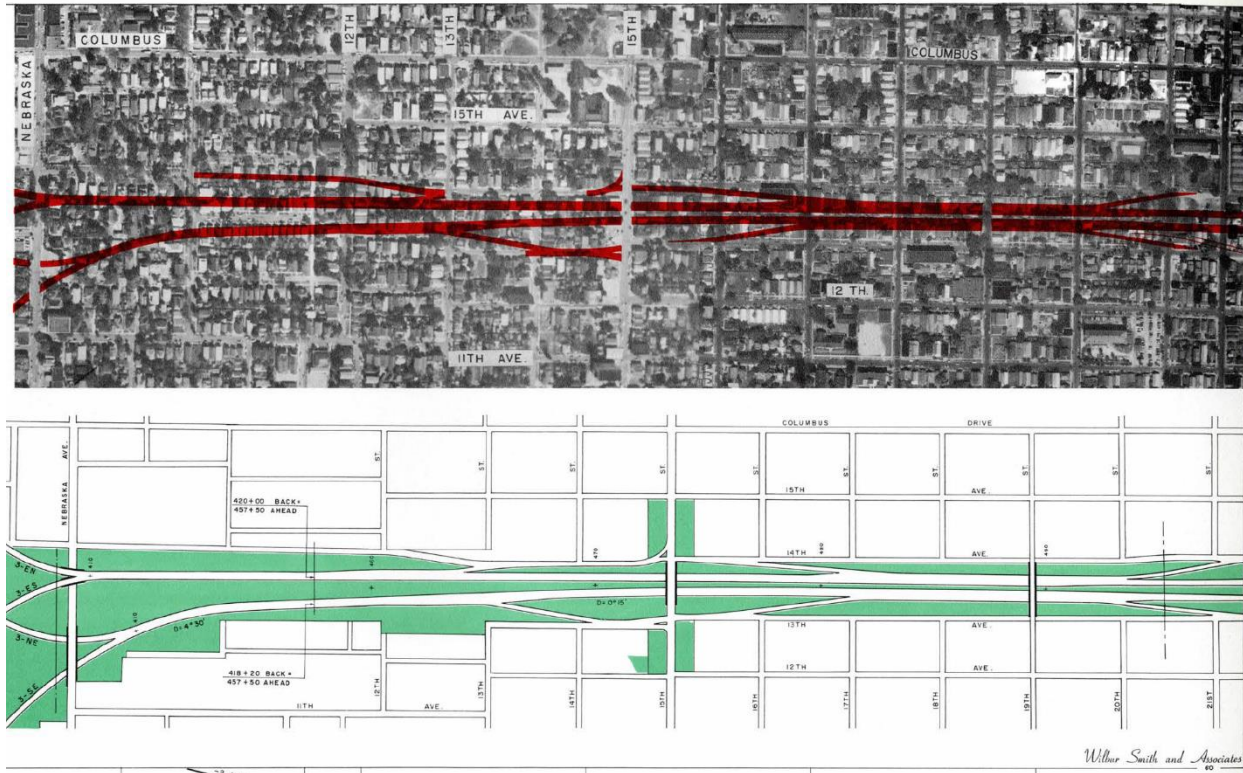


Figure 60. Proposed Interstate Alignment in Ybor City from the Master Highway Transportation Plan for the Tampa Metropolitan Area (1957)

South Crosstown Expressway

Prompted by a desire to improve access to Downtown Tampa from the east, reduce congestion at Adamo Drive and 13th Street as well as Bayshore Boulevard, and reduce at-grade railway crossings, the State Road Department initiated a series of studies to tackle these issues. These problems fell under the jurisdiction of the Tampa-Hillsborough Expressway Authority (THEA) when it was created by the Florida State Legislature in 1963.

The first proposal of a highway that parallels the ACL was in the 1941 Major Street Plan for the City of Tampa. The 1942 Zoning Plan contains language stating, *“Those colored residents now in Hyde Park area should be shifted to the West Tampa site,”* referring the area of Dobyville. Coupled with the language used in the 1941 Major Street Plan where planners sought to eliminate slum areas through the construction of the highways, it can be inferred that the construction of the Southern Crosstown Expressway had the explicit intent to destroy and displace the Black community in Hyde Park along its route. The 1957 Master Highway Transportation Plan for the Metropolitan Tampa Area also included a proposal for the expressway that in the final engineering design was ultimately found impractical. In 1961, the State Road Department authorized further study of this proposed route.

The South Crosstown Expressway Preliminary Engineering Report and Traffic and Revenues Report were released in March of 1964. According to the Preliminary Engineering Report, the consultants solicited review on the proposed plan for the crosstown expressway from the City-

County Planning Commission, the City of Tampa Public Works Department, and a public hearing; these reviews served as the basis of the Engineering Report. The project extent was from Gandy Boulevard and Cleveland Street, along the ACL, through Downtown Tampa, and terminated at Adamo Drive near 39th Street. The Final Engineering Report was released in December 1967.

A significant number of houses in parts of Hyde Park were razed due to the construction of the Crosstown Expressway. According to Kerstein (2001), *“it was primarily houses inhabited by African Americans around the Dobyville area of Hyde Park that were razed... It was the Hillsborough County Expressway Authority, created by the State legislature in 1963, that was primarily involved in planning for the crosstown. It included the five county commissioners, the mayor of Tampa and the Tampa-area member of the State Road Board, which had the primary responsibility for planning the state roads and the interstate highways.”*

Urban Renewal in Hillsborough County

One of the first major federal interventions in urban issues, particularly the issue of blight, came with the Federal Housing Act of 1949. Urban renewal projects were funded under Title I of the 1949 Federal Housing Act throughout the country. Slums and blighted areas were purchased and property cleared through temporary loans by the federal

Dobyville

Named after resident Richard Cornelius Doby, Dobyville was one of Tampa’s primary African American neighborhoods in the 1920s and was bounded approximately by Gray Street to the North, Horatio Street to the South, Rome Avenue to the West and Willow Avenue to the East.

In the 1940s, the City of Tampa rezoned the neighborhood to accommodate industrial uses and restrict the construction of new housing. This zoning of industrial uses can be seen in Tampa’s 1942 Zoning Plan.

The construction of the South Crosstown Expressway dealt a crushing blow to the neighborhood. Many homes and businesses were demolished to clear right of way for the road, which ultimately opened in 1976.



Figure 61. Coronation at Dobyville Elementary School, 307 South Dakota Avenue in 1963

Source: HCPLC Burgert Brothers Collection

government, parcels were sold to private or public developers while public improvements were made to the area to make it more attractive for development. Urban renewal programs in Florida were delayed due to a Supreme Court decision, but special legislation by the Florida Legislature enabled Tampa to begin pursuing such funding in the late 1950's (Kerstein, 2001).

A variety of other federal programs provided funding for urban issues such as “blight” through the 1970s. One of these programs was the Neighborhood Development program, a federal grant-in-aid program authorized by the same legislation which had the primary goal of redevelopment and rehabilitation of designated areas characterized by blight conditions. It was administered by the Department of Housing and Urban Development (HUD). Another program was the Model Cities program, a five-year federally sponsored demonstration grant program authorized by the Demonstration Cities and Metropolitan Development Act of 1966. It was designed to address the interrelated social, economic, and physical problems in urban areas with the intent of creating development that would serve as “models” to other cities affected by similar challenges. This project was also administered by HUD. The Planned Variations program was a demonstration program that reduced the reporting and documentation requirements of Model Cities. Twenty “Model Cities” were chosen to participate, allowing for expansion of target areas, city-wide planning, and additional funding, including the City of Tampa.

In 1972, the Metropolitan Development Agency (MDA) was initiated by Mayor Dick Greco. Agencies like the Model Cities Agency (MCA) and the Urban Renewal Agency (URA) would come under the administration of the MDA, which would become an umbrella for implementing federal programs impacting Tampa. The map below (**Figure 62**) shows the locations of where federal dollars were spent on the programs described (History of MDA, 1973).

While these four programs are essential for understanding urban planning practices and policies throughout this era, given the significant changes in federal law that occurred during the 1960s and staff time constraints, only urban renewal is discussed in detail in this report. This section will describe the major urban renewal projects in the City of Tampa. The only other urban renewal project funded under the Federal Housing Act of 1949 in Hillsborough County was in Plant City, but no significant amount of material could be identified on the project other than a reference that it occurred.

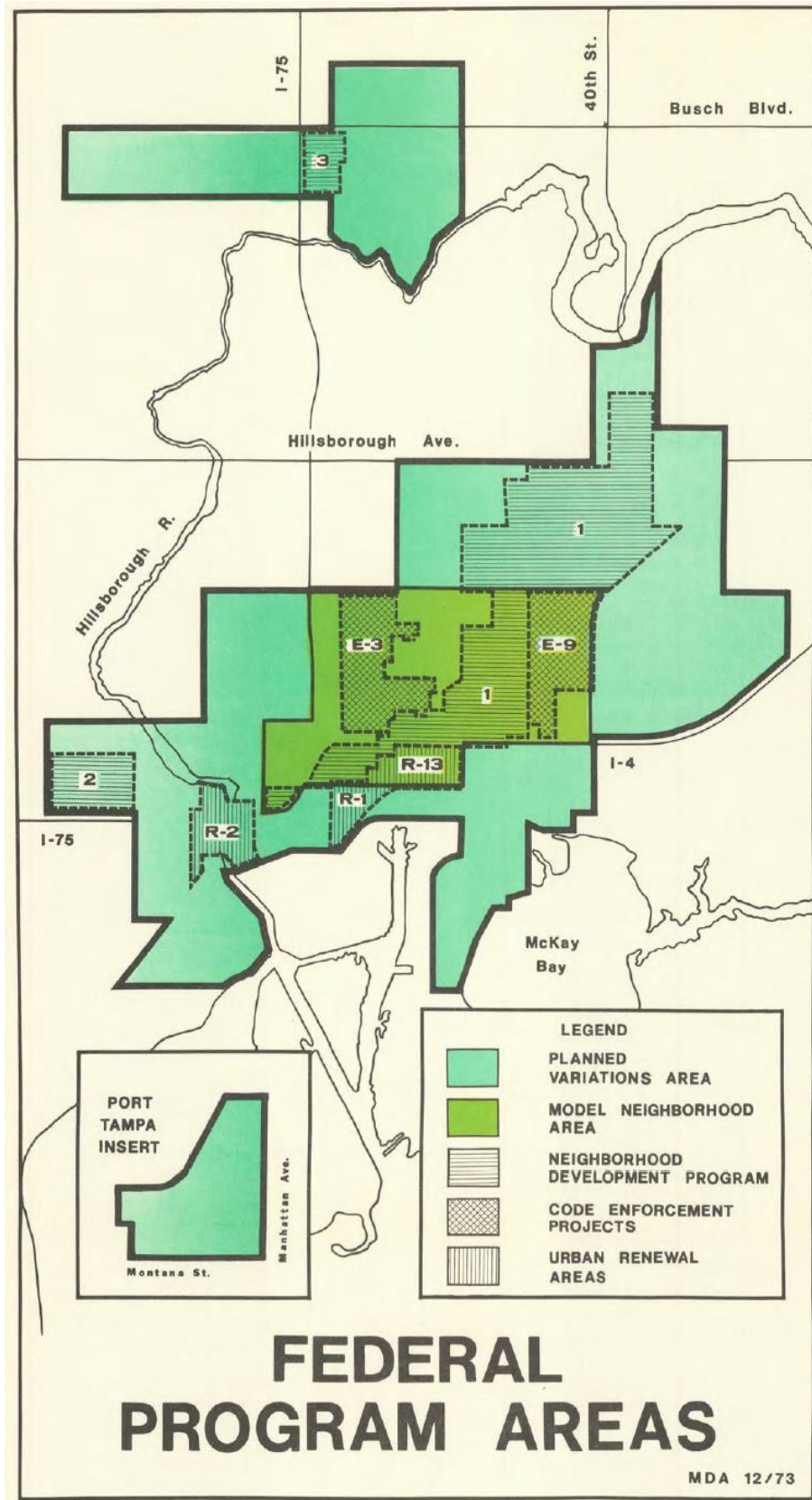


Figure 62. Map of Federal Program Areas

The three major urban renewal projects in Tampa were Maryland Avenue/the “Scrub,” Riverfront, and Ybor City. These projects were planned and implemented in the late 1950s through the 1960s but had been identified in plans for redevelopment as early as the 1940s. The Department of Housing and Urban Development was the primary financier and the City of Tampa and its elected officials and staff were responsible for designating project boundaries and carrying out the implementation of the program through the URA of Tampa. The impacts of urban renewal projects, combined with the impacts of the interstate highway construction across the United States and in Tampa cannot be overstated. According to Robert Kerstein’s *Politics and Growth in 20th Century Tampa* (2001),

“The costs of Tampa’s urban renewal projects were borne disproportionately by low-and moderate-income African American and Latin citizens, who were displaced from their homes, and by small business owners. Tampa’s governing coalition coalesced behind the programs. Planners, the mayors, the majority of the city council, and Tampa’s most influential business leaders were in consensus that the potential economic viability of Tampa’s downtown and Ybor City areas were more important than the costs imposed upon a significant sector of the population.” (Page 145).

Maryland Avenue or the “Scrub”

The Maryland Avenue project, the first Urban Renewal project in Hillsborough County, was bounded by Scott Street to the North, Nebraska Avenue on the east, Cass Street to the south, and Central Avenue to the west. This area, better known as the “Scrub” was identified for over a decade for redevelopment by city authorities. Tampa’s 1942 Zoning Plan described the area as *“the principal slum area of Tampa”* and went on to say it is, *“...an economic barrier to the most healthful, wholesome development of the city... the ‘Scrub’ is a cancerous infection...”* The Tampa Housing Authority’s Good and Bad Housing Report, in 1951, identified “The Scrub” as the *“City’s No. 1 eyesore and long a blight on the community’s health and morals.”*

Under Title I of the 1949 Federal Housing Act, an initial \$699,000 government grant was provided to the Tampa Housing Authority in 1962, which was used to move forward with a redevelopment program in the “Scrub.” With these funds provided as a loan, the Tampa Housing Authority acquired blighted areas through purchase or condemnation, cleared the rows of *“crime and disease-breeding shanties,”* and made the land available for private redevelopment through sale or lease. The proceeds from the land sales and leases would be used to pay back the federal grant. According to the History of the MDA Report, the Maryland Avenue Project (R-1 in the map above) had funding that totaled \$5,184,936 and relocated 85% of the 350 residents dwelling in *“some of the worst slums of Tampa.”* An area of 60 acres in total was cleared, and all redevelopment work was completed by 1969. The total grant period lasted from August 1962 through September 1969.

Support for the redevelopment of the area seemed nearly unanimous across the city. However, while organizations such as the Tampa Urban League supported “razing the scrub” and building low-income housing for Black citizens (Saunders), Saunders states that, “*In Tampa’s Black community, the urban renewal concept and its effects was divisive as well as debilitating.*” In support of this, Kerstein (1997) notes that at the start of demolition there was no housing developer selected to replace the demolished units. As a result, by 1963 only 21 of the 106 families looking for relocation had actually been housed and 8 of them were relocated to substandard housing. This was a common outcome as a result of urban renewal and highway projects nationwide and would ultimately lead to federal legislation to address displacement and issues of eminent domain. Nonetheless, it was not until 1966 that a builder was designated to construct low-income housing at the site; these would become Tampa Park Apartments. In addition, city authorities failed to comply with Urban Renewal’s requirements for a Citizen’s Committee representative of the community. The Tampa Branch President at the time, Mrs. Ellen P. Greene, sent the official complaint, which included information that, “*an estimated 60% of those affected by Urban Renewal will be Negroes,*” yet no members of the Citizen’s Committee were Black. These complaints would ultimately be pushed up to the federal level.

By the time construction on new housing started, organizations such as the NAACP were taking significant efforts to end housing discrimination and segregation. As detailed below, city officials intended to continue patterns of racial segregation through this project well after the decision in *Brown v. Board of Education* ended the legality of segregation in public facilities, but before the Civil Rights and Fair Housing Acts. A letter to NAACP Special Assistant Jack Wood Jr., from Robert Saunders, provides further insight into what was occurring. It states,

“A commission was set up with seven persons, all members of the majority group (white). At no time has a Negro served on this permanent or continuing committee. The program has developed to a point where blighted areas are being cleared, land purchased, and some families are now being relocated. The city has never had a sub-committee to the Citizens Advisory Committee.

Furthermore, a study reveals that present plans calling for a program of relocation and rehousing of affected low-income occupants is following a line of the tradition and customs as they now exist, based on lines of color. An example of this is observed in planning for the so called ‘Maryland Avenue’ project. Here, much of the blighted conditions and sub-standard housing in the City of Tampa is found. However, plans are to re-establish this area as a ‘Negro area.’ It is also observed that in relocating persons affected by slum clearance in this and other sections, that Negroes are not informed as to certain regulations with regard to rights and privileges in making purchases on the housing market. A large number are being relocated in areas circumscribed as Negro areas or Negro communities.

To come within the scope of governmental regulations, the Mayor of Tampa, the Honorable Julian Lane, recently appointed a bi-racial group with three white members and three Negro members. This group, according to announced responsibilities is to study the 'Maryland Avenue' project and approve same. Apparently, this is an attempt to hurriedly meet some of the requirements for approval. However, since the committee is not one of a continuing nature and certain some of its members are not representative, its functioning as a responsible group which will face issues and problems is questionable.

In the light of the above, it is clear that the development of a program of improvement for this City has not been done for minority groups and not with Negroes. It is clear that if this program continues as it is now progressing, Negroes in Tampa will be relegated to a continuous pattern of racially segregated housing for the next fifty to one hundred years. It is the opinion of NAACP leaders that some effort must be made to prevent this pattern from becoming set and firm.

In some areas which were formerly inhabited by members of differing racial groups, such are now disappearing and are becoming solidly Negro, whites are selling their houses to persons being relocated. Prices are greater than the value of the house and the purchasers find themselves paying for houses that are soon to be classed as sub-standard. Meanwhile, the whites are building new homes financed with funds received from the sale of houses to Negroes or through FHA and other government financed programs. Thus, the pattern of racially segregated communities is being aided and abetted by the present Urban Renewal Plan which sets out to better living conditions by outdated and outmoded methods."

Tampa's application to the federal government for money to demolish the remaining of the Central Avenue buildings was approved by HUD in January 1970 (History of the MDA, page 357, FN 92).

Riverfront or Roberts City

This neighborhood, bordering the west side of the Hillsborough River, was once called Robert's City, while much of the land on the east side of the river once belonged to a formerly enslaved woman, Fortune Taylor. In federal and local records, this was called the Riverfront Project.

According to the History of the MDA Report, the Riverfront Project (R-2 in the map above), totaled funding of \$12,213,106 and consisted of 165 acres lining both sides of the Hillsborough River near the Fortune Street Bridge. The project grant period was between March 1963 and May 1974, and the City of Tampa approved the redevelopment plan for the project in 1963.

A survey of the project area in 1961 recorded 10 white families and 670 Black families with 97 of the Black families in owner-occupied housing. There were also 150 single African Americans in separate households, 176 businesses, and six institutions. To accommodate this project, all businesses, residents, and institutions were displaced. In addition, the URA estimated that several hundred black families in Tampa would be displaced by expressway construction during 1962 and 1963 and that almost 400 black families would be displaced by code enforcement (Kerstein, 1997).

As part of the redevelopment, the University of Tampa purchased 25 acres on the west bank of the Hillsborough River for expansion of their campus, but this was ultimately sold to another private party without any development occurring. In addition, the City of Tampa purchased 2.2 acres just north of the Curtis Hixon Convention Center for use as a municipal library, as well as 5 acres for the construction of a cultural center. Other land was sold off to private entities for the construction of offices, hotels, and other commercial uses. Additional land was used for the construction of the interstate highway.

While the city made assurances to the federal government that subsidized public housing would be built on the site to accommodate those displaced by the project, it took many years for some to be built and not nearly enough units were constructed to accommodate those who were displaced. Some subsidized housing was eventually built in the project area, including Presbyterian Village which had about 140 apartments and opened for occupancy in the early 1970s, and Oakhurst Square apartments developed by another company during the same period. Additional low-income housing was constructed outside of the project area at the insistence of the federal government, which refused final approval of the Riverfront project until the URA made commitments for additional public housing and subsidized units. The Tampa Housing Authority completed 250 units in March 1966 and a 150-unit high rise in September 1966.

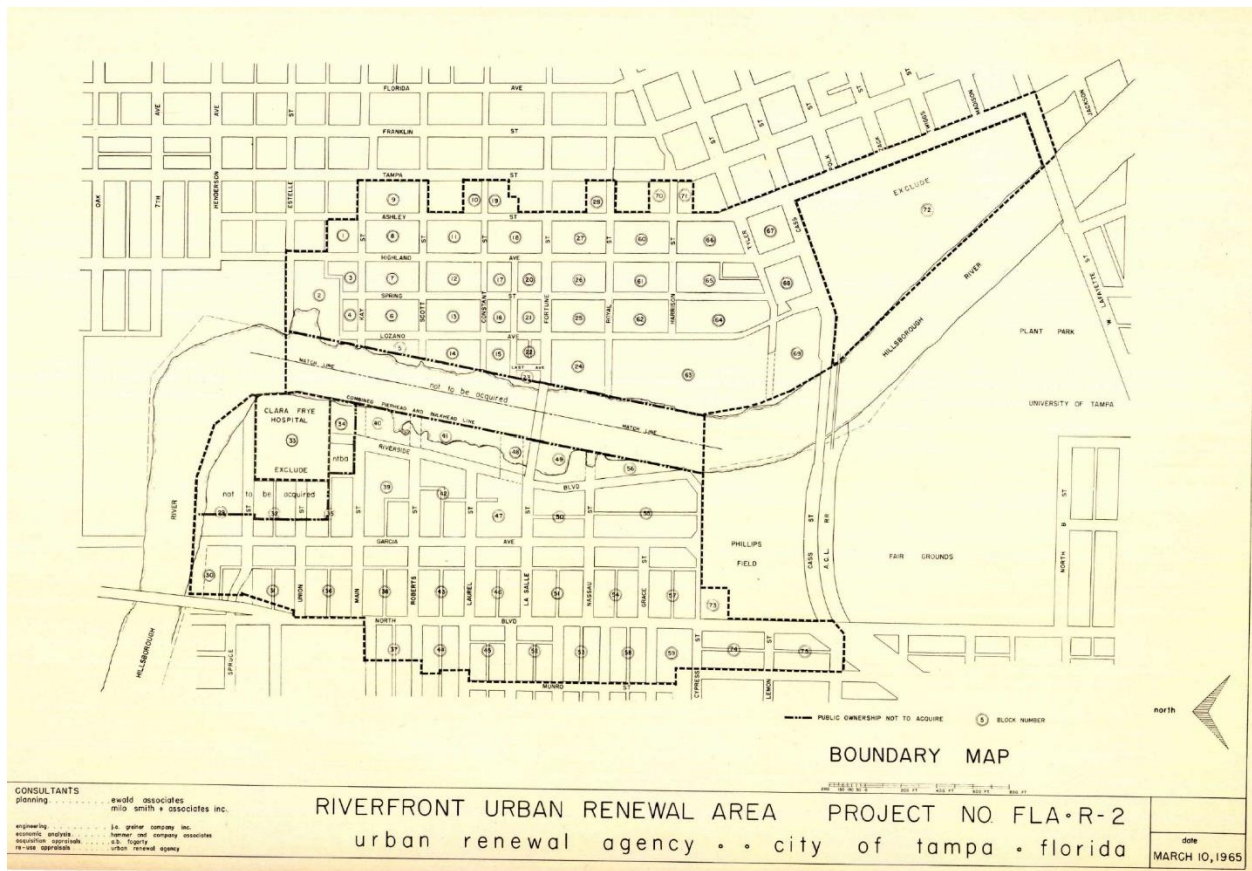
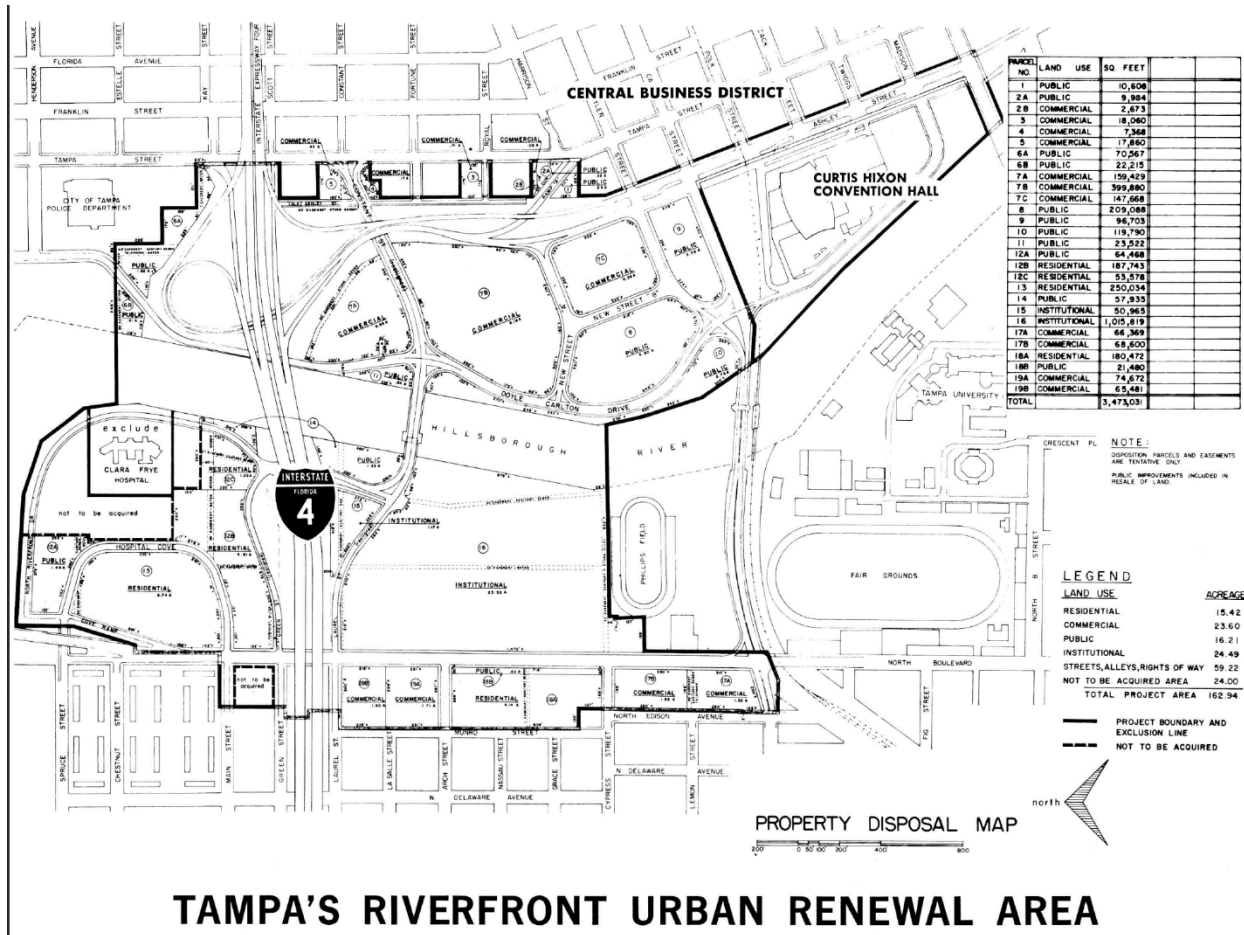


Figure 63. Riverfront Urban Renewal Project Map - Before



TAMPA'S RIVERFRONT URBAN RENEWAL AREA

Figure 64. Riverfront Urban Renewal Project Map - After

Ybor City

In September of 1960, the Tampa City Council approved the review of Ybor City for possible redevelopment projects, with or without federal funding. The area was envisioned as a major tourist destination with the creation of a Latin Plaza and headquarter for major Central and South American organizations. In February 1964, Mayor Nick Nuccio wrote to the URA of Tampa urging the completion of a survey and designation of Ybor City as a third urban renewal area in coordination with major organizations such as the Barrio Latino Commission and Ybor City Chamber of Commerce. The URA complied with this recommendation, and by November 1964, the federal government had approved the application for a proposed Ybor City urban renewal project (Kerstein, 1997).

According to the History of the MDA Report, the Ybor City project (R-13 in the map above), totaled 170 acres and had funding of \$8,774,754. The grant period for this project was from July 1965 through June 1974.

Over 900 buildings were identified, and of those, 708 buildings were identified for demolition. Most of the land was then sold for private development. The other 193 structures identified

were to be rehabilitated according to the standards of the Barrio Latino Commission. Work began in 1966.

While the City of Tampa, the URA, and other organizations were expecting significant redevelopment to occur, it never materialized. By mid-1968, the URA and the city were negotiating with Hillsborough Community College (HCC) to purchase urban renewal land and open another campus for the college. In the early 1970's, over 50 acres of the land was sold to HCC who now became the largest land holder of the urban renewal land. Other public facilities were located on the land including the County Sheriff's Operation Center (Kerstein, 1997).

The demolition of the mostly residential properties led to continued displacement of residents, which was already occurring as a result of the construction of I-4. Several social service organizations expressed concerns about the availability of housing for elderly Latino residents, lack of residents to support businesses, and other challenges facing the urban renewal area. Ninety-nine subsidized units were eventually built by several Latin professional and business organizations between 1967-1970, which were the only units built to replace the housing stock lost in the renewal area.

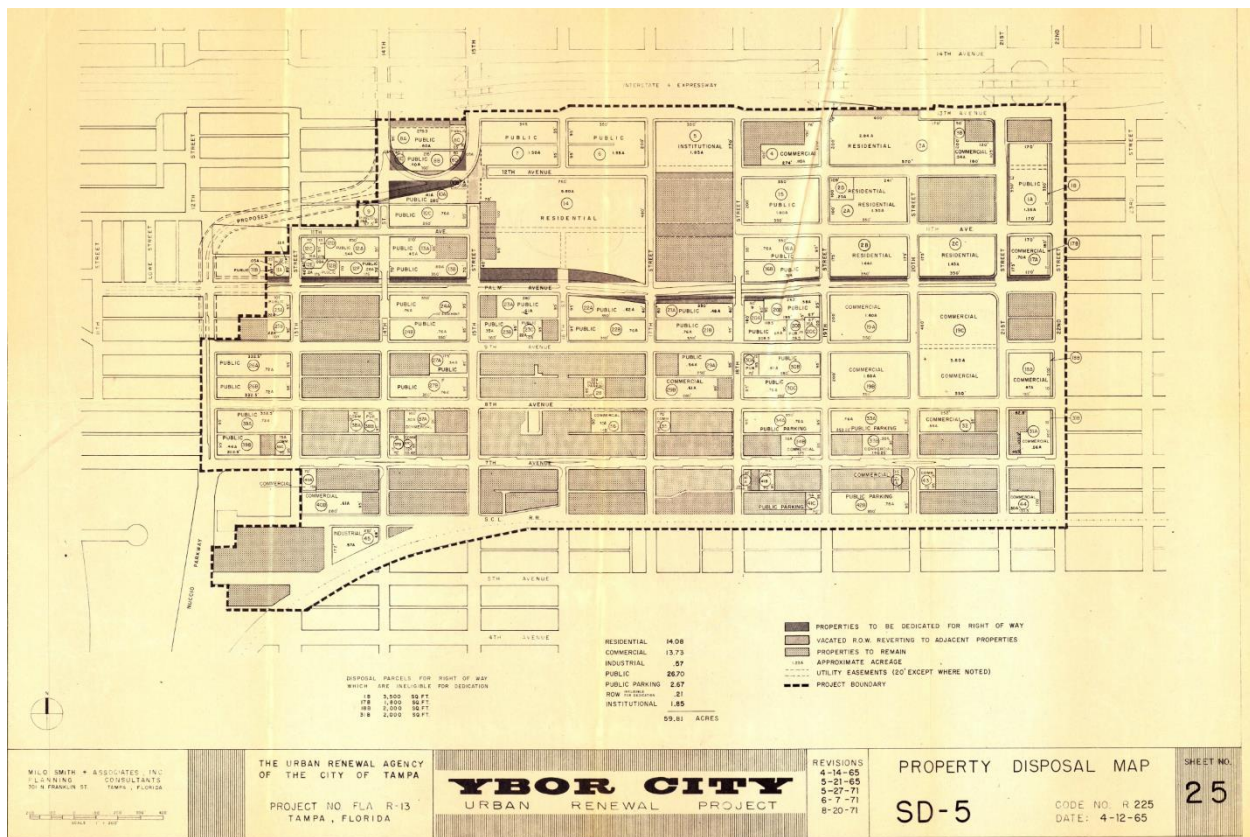


Figure 65. Ybor City Urban Renewal Property Disposal Map

The End of “Jim Crow”

The 1950s and 1960s was the watershed moment and major culmination of the Civil Rights movement. In May of 1954, the Supreme Court of the United States (SCOTUS) handed down a unanimous decision in the case of *Brown et al., vs. Board of Education of Topeka, Kansas, et al.* determining that the *Plessy v. Ferguson* doctrine of “separate but equal” violated the equal protection clause of the Fourteenth Amendment. With this decision, racial segregation in public schools became unconstitutional. After the decision, desegregation in schools was not undertaken as quickly as had been hoped, leading the NAACP to go to court again to argue for relief. Ultimately, the court ruled in 1955 that school districts were required to desegregate only “with all deliberate speed”. In Hillsborough County, desegregation was largely avoided, although a few Black students enrolled in all white schools. Hillsborough County operated various “choice” programs and enacted zoning plans which failed to eliminate fully segregated Black schools until the 1970-1971 school year. In October 1970, fifteen all-Black schools remained in operation, and 69% of white students attended all-white or nearly all-white schools. A SCOTUS decision in April of 1971 approved race-balancing ratios in attendance plans, and sanctioned inter-zone busing to achieve those ends. The Hillsborough County School Board, having anticipated this decision, began the process of planning for desegregation, and issued their recommendations in June of 1971 (Kimmel, 1992). The details of this process and other issues surrounding integration in Hillsborough County Schools are provided in the Kimmel article cited below.

In June of 1963, President Kennedy requested Congress pass a comprehensive Civil Rights bill, which was induced by the resistance of whites to the *Brown* decision as well as the assassination of Medgar Evers, a major civil rights leader. The Civil Rights Act of 1964 was ultimately passed in the wake of President Kennedy’s assassination, in November of 1963. The act effectively ended the application and enforcement of “Jim Crow” laws, which had been upheld by the SCOTUS in varying degrees since the 1896 case *Plessy v. Ferguson*. The act forbids discrimination on the basis of race, color, and national origin. The act furthermore prohibited discrimination in public accommodations as well as federally funded programs and strengthened the enforcement of voting rights and school desegregation. This act remains the nation’s benchmark civil rights legislation to this day.

The Civil Rights Act of 1968 was another landmark law in the Civil Rights movement and was signed into law by President Johnson following the assassination of Martin Luther King, Junior. Titles VIII through IX are commonly referred to as the Fair Housing Act. These titles were meant as a follow-up to the Civil Rights Act of 1964 and prohibited discrimination concerning the sale, rental, and financing of housing based on race, color, and national origin and included federal enforcement provisions to these Titles. It was on the basis of this act that racially restrictive covenants were finally declared fully unconstitutional by the Federal Court of Appeals for the District of Columbia Circuit in the 1972 case *Mayers v. Ridley*.

While explicit discrimination, segregation, and exclusion became illegal following these major court decisions and acts, the historical legacies and inertia of policies, programs, and infrastructure projects created and dreamt of throughout the early to mid-20th century carried forward into the next era. The legacies of discrimination, the remnants of institutionalized racism, and other policies which create disparate impacts, continue to be felt in the form of differences of quality of life across the United States on the basis of race, color, national origin, and other characteristics.

Areas of Future Research

Staff feel it is essential to note that there are significant areas of research left to review to develop a deeper understanding of planning policy and community impacts in the period reviewed in this document. As the TPO and Hillsborough City-County Planning Commission look toward future updates of this document, it is recommended that the following documents, archives, and other resources are reviewed and incorporated, to the extent possible, into this history:

- The history of “white flight” and suburbanization in Hillsborough County,
- Administration of mortgages at the federal and local levels,
- The practice of “blockbusting” locally,
- City and county archives,
- Hillsborough Remembers Oral History Collection,
- City Housing Authority Archives,
- Temple Terrace Beacon, Tampa Bay Times, Tampa Tribune, Florida Sentinel, and La Gaceta newspaper records,
- Plans, reports, and other planning documents at the John F. Germany Library, and
- Property deeds at the Hillsborough County Clerk of the Court Office.

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Appendix G: Public Engagement Results

Background and Goals

Plan Hillsborough staff designed a community engagement program as a central component of this Nondiscrimination and Equity plan update. Working extensively with the public on this plan was intended to advance the procedural justice component of our equity framework. The goal of the engagement process was to better understand the access needs and challenges of underserved communities in Hillsborough County, including how systemic and interpersonal discrimination may have impacted their access. The data collected through this outreach process was used to guide the recommendations in **Part VII: Recommendations for Advancing Nondiscrimination and Equity**.

To reach out research goal, the engagement methods for this plan were designed to oversample underserved demographic groups and neighborhoods while also providing opportunities to everyone in Hillsborough County to provide input. Methods included a survey, a storytelling forum, field outreach and focus groups. Participants were asked about the challenges they face when accessing a variety of community elements, and their ideas for solutions to address those challenges. Engagement questions asked specifically about the following four community elements:

2. Access to quality **transportation** options,
3. Access to quality affordable **housing** and neighborhood options,
4. Access to **other important community elements** throughout Hillsborough County, such as places where quality jobs are located, quality schools, affordable healthcare options, and quality grocery stores, and
5. Access to political power, particularly through **engagement opportunities** provided by local government agencies.

In addition to challenges and solutions, participants were asked to discuss if interpersonal discrimination and systemic discrimination have impacted their access to transportation, housing, other community elements, and engagement opportunities. Interpersonal discrimination means discrimination against someone as an individual by another individual, and systemic discrimination means policies and patterns (or systems) of how things are done by institutions, like planning agencies, that benefit some people and disadvantage others.

Additional outreach objectives included providing educational materials to the public about the history of discriminatory planning, building Plan Hillsborough's contact list of people interested and invested in equitable planning in Hillsborough County, and forming new relationships with people who are members of communities that have been underserved.

Methods

This plan's outreach program included three phases: Phase I. Early Engagement, Phase II. Active Engagement, and Phase III. Ongoing Engagement.

Early Engagement was a phase strategically designed to build interest in the Active Engagement phase. It involved designing the “Planning for Equity” brand name and logo with the help of equity-focused consultants and a few members of the public who indicated early interest. It also involved building a list of contacts by identifying partners and community leaders that Plan Hillsborough staff already have relationships with, and designing a project plan webpage with a sign-up form for more information.

The Active Engagement phase took place from December 2020 through March 2021 and involved four outreach strategies: a survey, field outreach that involved door-knocking and street canvassing, a virtual Storytelling Forum, and focus groups. These outreach methods were not designed to produce statistically significant results and did not utilize randomized samples. Rather, they utilized volunteer and convenience samples, and also oversampling techniques that targeted underserved individuals and communities. Quantitative data collection methods were utilized to identify patterns about access challenges, and qualitative data collection methods were used to identify themes around causes to those challenges, as well as potential solutions.

Each Active Engagement strategy was designed to reach a different audience and collect a different depth of data, but the intent of outreach overall was to oversample members of underserved communities whose voices are often under-sampled, or otherwise left out of planning decisions. While two outreach opportunities were open to the general public, the other two strategies targeted specific underserved communities. The open survey link and the Storytelling Forum were open to everyone in Hillsborough County, while field outreach was geographically narrowed to underserved block groups, and focus groups recruited members of specific underserved demographic groups. Strategies were also designed to utilize data and relationships built by previous activities within the engagement program. The sections below will focus on Active Engagement, as this phase was designed to collect the data that is analyzed and used to inform the recommendations in this plan.

Finally, the Ongoing Engagement phase was designed to ensure that those members of the public who took the time and effort to participate in the Active Engagement phase are informed of plan progress and updates. This phase included a Community Feedback Session which took place virtually on June 29, 2021. Twenty-nine people registered for the session and ten people attended. Staff also sent follow-up emails and texts to focus group participants and others who were particularly invested in the plan, and several members of the community came and spoke at TPO committee and board meetings in support of the plan’s adoption.

Targeted Participation

Engagement methods for this plan were designed to oversample underserved groups while providing opportunities to everyone in Hillsborough County to provide input. While no one was barred from participation, outreach in specific neighborhoods and to specific organizations helped staff achieve the research goal of understanding the needs and access challenges of underserved populations in the county. All underserved demographics were encouraged to

participate throughout the engagement process. With the focus group method, an additional opportunity for participation was provided specifically for the following demographics:

- A. Black/African American people
- B. Latino/Hispanic people
- C. LGBTQ+ people
- D. People with disabilities, and
- E. People with a low income (\$0 - \$34,999/year).

Outreach to these communities was intentional for several reasons. The Black/African American and Latino/Hispanic populations are the largest racial and ethnic groups in Hillsborough County. Low-income people and racial and ethnic minorities are identified in the Executive Order 12898 as populations vulnerable to environmental injustice. People with disabilities are specifically protected under the Americans with Disabilities Act (ADA). Finally, the LGBTQ+ population is poorly represented in existing statistical data. Age, gender, English proficiency, and transportation use were also considerations as focus group participants were selected. Engagement efforts further focused on individuals who live at the intersection of these demographic groups, such as people who are marginalized based on both their race and income, because access challenges are compounded when a person is a member of more than one underserved demographic group.

Community Equity Survey

The Community Equity Survey was developed to collect quantitative and qualitative data about access challenges and discrimination from a voluntary convenience sample. Through messaging, the survey was pushed out to Hillsborough County residents and those who are members of underserved communities, but anyone with the link could take it. The survey opened on December 13, 2020, and officially closed on March 3, 2021. A banner with a link to the survey was first posted on Facebook on Friday, January 8, 2021. The survey link was also printed on flyers that were posted in underserved communities and handed out on flyers, administered verbally during field outreach, and advertised in the Connections to Tomorrow newsletter. It was also emailed directly to nearly 100 individual contacts that were members of, connected to, or representatives of underserved groups collected and compiled in the Early Engagement Phase, and several partners also shared the survey link with their contact lists. A total of 456 surveys were completed.

The survey was designed based on the Center for Urban Transportation Research (CUTR)'s Equity Toolkit. It was available as an online Survey Monkey survey in English, and as a paper survey available in English and Spanish. It included a section on the participant's demographic information, asking for the person's neighborhood, age, language proficiency, race and ethnicity, gender, disability status, LGBTQ+ identity, employment status, and household income. It included a question with a Likert scale matrix that asked people about their difficulty accessing specific community elements, two questions on their opinion/experience with discrimination, a question on their priority access issue, and a question asking for three

solutions to accessibility challenges in Hillsborough County. At the bottom of the survey were two questions about the participant’s interest in participating in additional activities, and an optional section for contact information.



Figure 66. Equity Survey Flyer Posted on Social Media

Field Outreach

A field outreach strategy was developed to reach new people in the county, and to ensure participation of underserved individuals in the Community Equity Survey. The strategy utilized a voluntary convenience sample and was intended to oversample low-income people and people of color. Utilizing GIS maps of neighborhoods with a high concentration of both low-income people and people of color, a total of 21 “hot spot” locations were chosen across the county for field canvassing (Figure 67).

collecting a total of 50 surveys total (or at least one survey per person per day). The team knocked on doors and stood in front of hot spots like corner store bodegas, laundromats and Fresca Y Mas grocery stores, busy sidewalks, and bus stops. Full-sheet flyers with a link to the survey were hung on poster boards at laundromats and apartment buildings, and half-sheets flyers were handed to everyone walking by. Flyers were in English on one side and Spanish on the other. Paper surveys in English and Spanish were placed in pre-stamped envelopes and given to people who indicated significant interest but were too busy to take the survey verbally.

Storytelling Forum

The Planning for Equity Storytelling Forum was hosted on Zoom on Saturday, February 13th from 11:00 AM to 1:00 PM. Participants were asked to register and email addresses were collected. The event was advertised on flyer handouts, and staff created a video commercial as well about the forum that was broadcast on the Hillsborough TPO's Facebook page and Twitter, and on HTV. Three community partners – the Corporation to Develop Communities of Tampa, Inc., Metro Inclusive Wellness, and the Wimauma Community Development Corporation – also helped spread the word about the event and were invited to introduce themselves and the services they offer at the beginning of the event.



Figure 68. Flyer for Storytelling Forum Posted on Social Media

The event was open to the public. It was designed to collect qualitative data about access challenges and solution ideas in the form of stories from a voluntary convenience sample. It was also an opportunity to acknowledge Hillsborough County's history and was a great way to provide educational information and build trust with attendees. The event opened with a staff presentation on the History of Discriminatory Planning, then attendees were split into breakout groups. Staff moderators (volunteers from the agency's Equity Working Group) asked four questions about challenges and solutions for the four primary access issues of transportation, housing, other community elements and engagement opportunities.

Twenty-nine (29) people registered for the event, and 14 members of the public attended. Most attendees were known community leaders representing neighborhoods like Progress Village, West Tampa and Wimauma. These community leaders provided valuable higher-level, planning- and outreach-specific insight about the needs of the people that they work with.

Focus Groups

The outreach team implemented a focus group strategy to collect qualitative data about access challenges and solution ideas. Focus groups utilized a voluntary convenience sample and ensured an oversample of five key underserved demographic populations. While voluntary, participants were provided with a \$25 gift card to Walmart or Target for their time. Utilizing contact information collected in the Community Equity Survey, a total of 35 members of the public were selected to participate in five focus groups, including seven people in the African American/Black focus group (including one who responded to focus group questions over the phone), nine people in the LGBTQ+ focus group, six people in the Latino/Hispanic focus group (including one who responded to focus group questions via email), seven people in the Low-Income focus group, and seven people in the People with Disabilities focus group. Focus groups included a diversity of ages (13 people ages 18-29, 19 people ages 30-59, 3 people ages 60 and up), genders (15 male, 15 female, 5 nonbinary/other gender), income levels (\$0 to over \$100,000 with an over-representation of low-income individuals), zip codes, races, ethnicities, nations of origin and abilities. Disabilities were represented across a spectrum of physical and mental disabilities, including a few who were hearing impaired, several with anxiety and depression, two wheelchair users, and others with bipolar disorder, lupus, seizures, diabetes, epilepsy, and autism.

Focus groups were conducted in the evening (6:00 to 8:00 PM) on Zoom because they were held in early March 2021 when COVID-19 was still a factor. Participants accessed the Zoom application on their computer or phone to join. If someone could not join the virtual focus group, they could provide their responses to the questions over the phone or via email; noted above, two participants provided responses to the questions outside of the focus groups. Like the storytelling forum, participants were asked open-ended questions about challenges and solutions for the four main topic areas by trained focus group moderators. Focus group moderators used a Facilitator Guide (**Appendix H: Focus Group Facilitator Guide**) to ask about the four main access topics. An additional question was added that asked participants their ideas on how Plan Hillsborough as an agency can work towards ending systemic discrimination. Focus group participants provided positive feedback about the focus group method, stating that they appreciated being able to join virtually after work, they appreciated being recruited over the phone, and the gift card made them more likely to participate.

Results

The quantitative analyses for Survey Participation, Community Element Access, and Priority Access Issues were performed using Excel functions. Calculations such as finding the average response for a particular demographic group were performed on 456 completed survey

responses. For the qualitative analysis for the sections on Access to Transportation, Housing, Other Locations, and Public Engagement, a thematic analysis was performed using a software called Nvivo which allows researchers to sort transcribed text into coded themes and sub-themes. Quoted text sorted into themed codes are sometimes called references below. Analysis was performed on 165 pages of transcribed verbal and text responses from the Community Equity Survey, the Storytelling Forum, the five focus groups, and responses provided by members of underserved communities emailed to researchers directly.

Survey Participation

All of the demographics of participants are analyzed below and compared to American Community Survey (ACS) 2019 data for Hillsborough County (unless otherwise stated) to show that we successfully oversampled underserved communities in this engagement process. A total of 605 people opened and began to take the survey, and **456** people filled out the survey to completion. Out of completed responses, approximately **250** of those were collected by our Field Outreach Team directly in underserved communities.

The following analysis shows that the Planning for Equity survey was responded to by an oversampling of Black/African American people and people of two or more races, people with disabilities, people who are LGBTQ+, women, unemployed people, those with low (\$25,000 to \$34,999) and very low (\$0 to \$24,999) incomes, and those who are LEP.

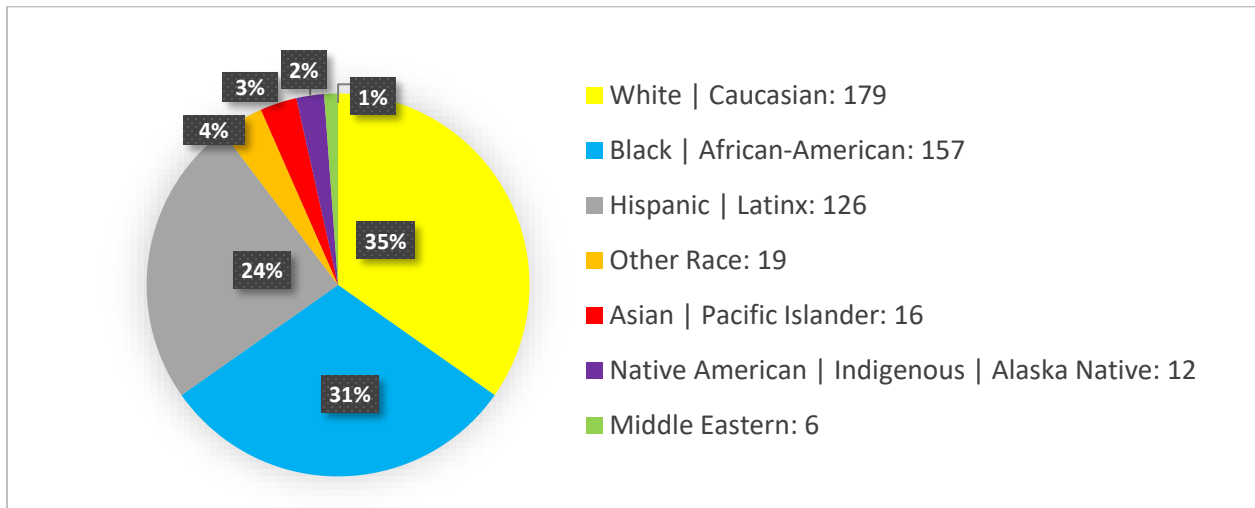


Figure 69. Survey Participants by Race and Ethnicity

The circle graph above shows information about equity survey responses by the race and ethnicity selections made by participants (515 total race and ethnicity responses were selected), while the table below shows race and ethnicity data about the 456 individual participants. The totals are different because participants could select more than one race or ethnicity on the survey as shown in the graph above while the table below shows races and ethnicities “Alone.”

Table 10. Survey Participants by Race/Ethnicity Compared to Hillsborough County

Race	Hillsborough County (ACS 2019)	Survey Participants
White Caucasian Alone	69.6%	33.1%
Black African Americans Alone	17.3%	30.9%
Asian Pacific Islander Alone	4.2%	2.2%
Native American Indigenous Alaska Native Alone	0.2%	0.1%
Hispanic Latino Alone	NA	21.7 %
Other Race	5.0%	2.0%
Two or More Races	3.7%	10.0%
Hispanic Latinx incl. Other Races	29.7%	27.6%

Out of 456 participants, 67% (307 people) were not White | Caucasian Alone. Out of 179 participants who selected “White | Caucasian,” 30 of those also selected another race or ethnicity. A total of 46 people out of 456 participants selected two or more races or wrote “Mixed” in the “Other” box, representing 10% of participants. In the “Other” option box, some of the races and ethnicities people named included Haitian, West Indies, Caribbean, Indian, Mediterranean, Russian and Mexican. Compared to the total population percentages in Hillsborough County, researchers achieved an oversampling of Black | African Americans and Two or More Races.

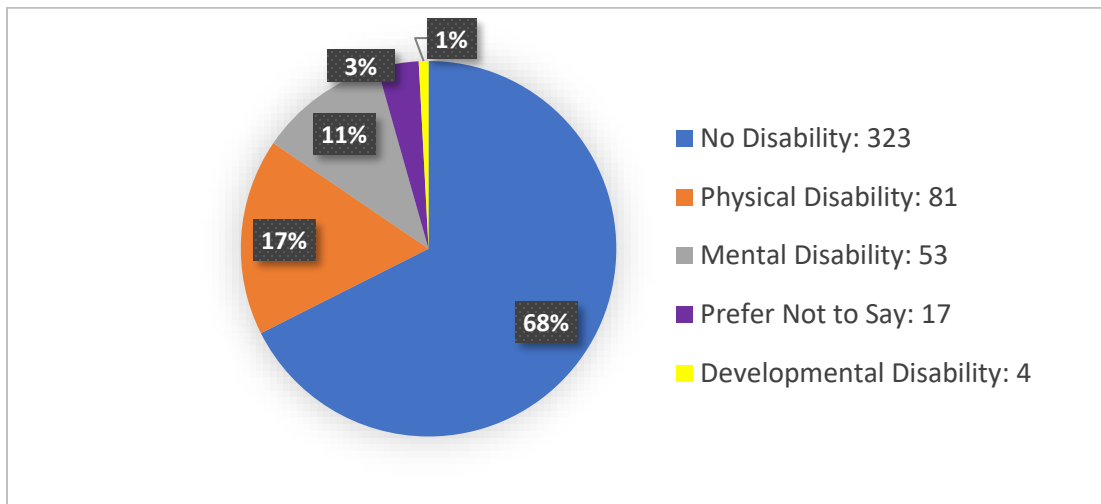


Figure 70. Survey Participants with Disabilities

Compared to 11.6% of Hillsborough County having a disability, 29% of respondents had a disability. Participants could choose more than one disability. Out of 456 people, 19 said that they had more than one kind of disability. For some who indicated not having a disability but who provided additional information, responses included, “got into accident so i am not working now,” “Had depression and anxiety in the past but medicine is currently working,” “but

my husband recently had a debilitating stroke and I now take care of him,” “Twin children are autistic,” “Grandmother is blind,” and “hard of hearing.”

Table 11. Equity Responses: Named Disability

Anxiety	15
Depression/Major Depressive Disorder	14
Back issues	9
Diabetes	7
Bipolar	6
PTSD	6
ADHD	5
Heart Issues	5
Autism Spectrum Disorder	4
Cancer	3
Hearing impaired	3
Blind	3
Neuropathy	3
Epilepsy and Seizures	3
Arthritis	2
Wheelchair Users	2
Lupus	2
High Blood Pressure	2

+ Borderline Personality Disorder, Obsessive Compulsive Disorder, glaucoma, M.S.R.A., tics, bad knees, stints in kidneys, cardiac issues, bad feet, Gerd, traumatic brain injury, temporary injuries resulting from accidents, and several caretakers of individuals with disabilities

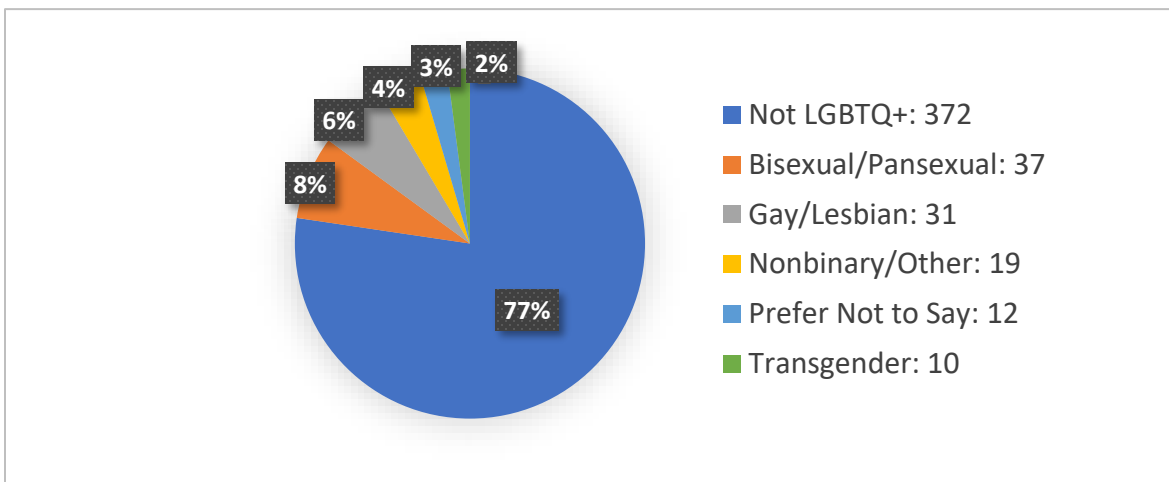


Figure 71. LGBTQ+ Survey Participants

Eighteen percent (18%) of participants identified as LGBTQ+ compared to an estimated 4% to 5% of Hillsborough County as reported by polls from Gallup (2015) and the Movement for

Advancement Project (2019). Survey participants could choose more than one LGBTQ+ identifier. Responses in the “Other” box included demisexual, gender fluid, unlabeled, supporter/ally, questioning, and 3 people responded “Queer.”

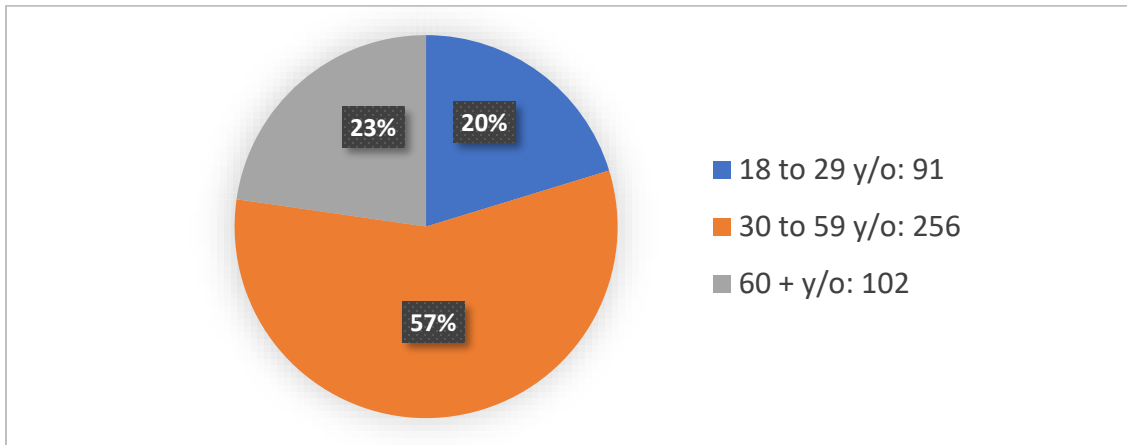


Figure 72. Survey Participants by Age

Twenty-three percent (23%) of survey participants were 60 years old or over compared to 20.4% of Hillsborough County.

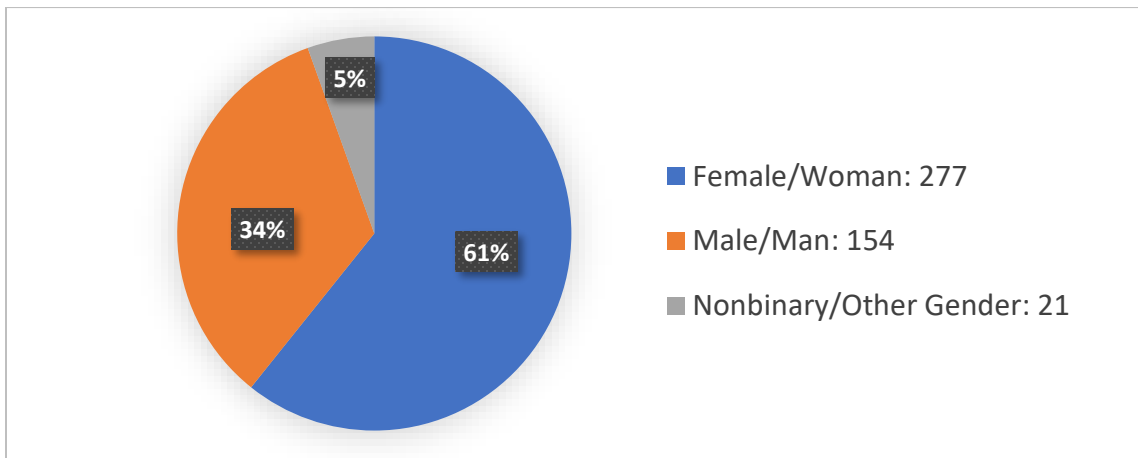


Figure 73. Survey Participants by Gender

Sixty-one percent (61%) of survey participants were women compared to 51% of Hillsborough County. “Other Gender” data is not collected by the U.S. Census.

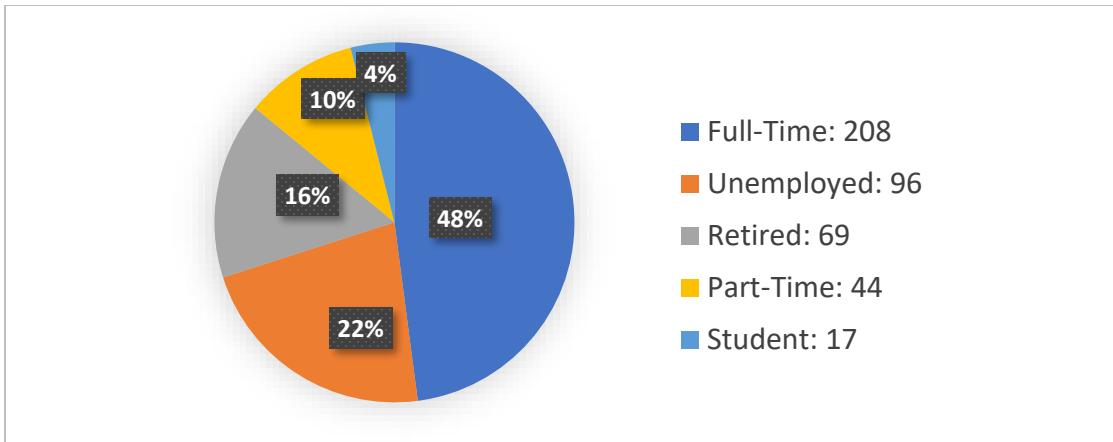


Figure 74. Survey Participants by Employment Status

Twenty-two percent (22%) of participants were unemployed compared to 4.3% of Hillsborough County.

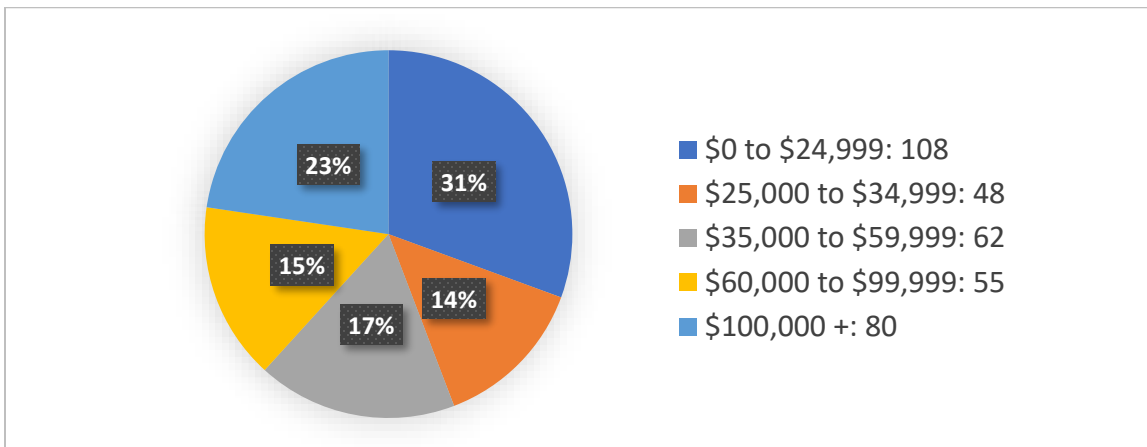


Figure 75. Survey Participants by Income

Thirty-one percent (31%) of participants earn an income of \$0 to \$24,999 compared to 18.3% of Hillsborough County, and 14% of participants earn an income of \$25,000 to \$34,999 compared to 9.3% of Hillsborough County.

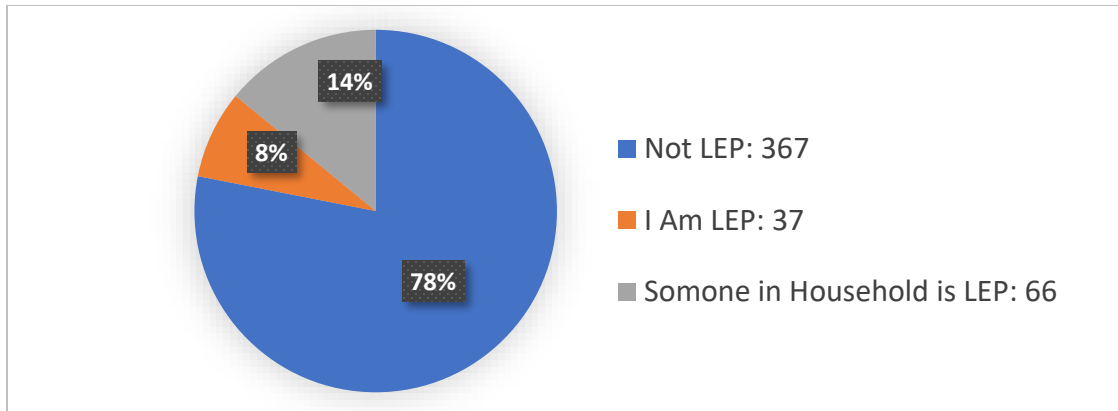


Figure 76. Limited English Proficient (LEP) Survey Participants

Twenty-two percent (22%) of participants either do not speak English “very well,” or have someone in their household who is LEP, compared to approximately 13% of Hillsborough County who does not speak English “very well.”

Community Element Access

First, we performed quantitative analysis on responses to the question, “*In Hillsborough County, how difficult is it for you to access the following community elements?*” By presenting each community element individually and asking people to rate their access to them from “Very Difficult” to “Very Easy,” respondents were encouraged to think about how they access each element in their daily life.

In Excel, the “Very Difficult” response was assigned the number 4, “Relatively Difficult” was assigned 3, “Relatively Easy” was assigned 2, and “Very Easy” was assigned 1. The average of those ratings, referred to below as the access rating, was then found for each community element. The higher the access rating, the more difficult the access to that community element.

Access Ratings by Demographic

Out of all 456 responses, the pattern was the same: the top three most difficult community elements to access were consistently **Political Power**, **Housing**, and **Government Meetings**, in that order, followed by **Transportation**, **Employment** and **Community Meetings**. This pattern may demonstrate that overall, people feel a distinct lack of power over the decisions made about their neighborhoods and their lives, and that a lack of access to quality affordable housing, followed by employment opportunities, transportation options and community spaces, has the most negative impact on their quality of life.

The access rating for participants identifying themselves as White/Caucasian was the lowest of all groups analyzed with an access rating of 2.30 (**Table 12**), meaning they rated access to all the community elements closer to relatively easy. The demographic groups with the highest access ratings were Low-Income People with a 2.77 accessibility rating (**Table 15**), Hispanics/Latinos with a 2.66 accessibility rating (**Table 14**), Black/African American people with a 2.63 accessibility rating (**Table 13**), and People with Disabilities with a 2.60 access rating (**Table 16**),

meaning that they rated access to all the community elements closer to relatively difficult. These results demonstrate a disparity for underserved demographics in access to the community elements listed in this survey across Hillsborough County.

Table 12. Access Rating: All Responses

Community Element	Access Difficulty
Political Power	3.24
Housing	2.98
Government Meetings	2.88
Employment	2.68
Community Meetings	2.59
Transportation	2.59
Education	2.27
Parks	2.25
Healthcare	2.22
Retail	1.94
Groceries	1.85
ACCESS RATING	2.50

Table 14. Access Rating: Black/African American

Community Element	Access Difficulty
Political Power	3.37
Housing	3.18
Government Meetings	3.16
Employment	2.85
Community Meetings	2.68
Transportation	2.59
Parks	2.38
Education	2.34
Healthcare	2.29
Retail	2.06
Groceries	2.06
ACCESS RATING	2.63

Table 13. Access Rating: White/Caucasian

Community Element	Access Difficulty
Political Power	3.07
Housing	2.76
Government Meetings	2.61
Transportation	2.53
Employment	2.45
Community Meetings	2.38
Education	2.09
Parks	2.02
Healthcare	2.00
Retail	1.74
Groceries	1.61
ACCESS RATING	2.30

Table 15. Access Rating: Hispanic/Latino

Community Element	Access Difficulty
Political Power	3.32
Housing	3.18
Government Meetings	3.05
Employment	2.88
Community Meetings	2.82
Transportation	2.70
Education	2.50
Healthcare	2.45
Parks	2.40
Retail	2.08
Groceries	1.94
ACCESS RATING	2.66

Table 16. Access Rating: Low-Income (\$0 - \$24,999)

Community Element	Access Difficulty
Housing	3.43
Political Power	3.25
Government Meetings	3.16
Employment	3.15
Transportation	2.79
Community Meetings	2.75
Healthcare	2.74
Education	2.47
Parks	2.43
Retail	2.15
Groceries	2.14
ACCESS RATING	2.77

Table 18. Access Rating: LGBTQ+ Population

Community Element	Access Difficulty
Political Power	3.34
Housing	3.15
Transportation	2.85
Government Meetings	2.75
Employment	2.71
Community Meetings	2.51
Healthcare	2.47
Education	2.37
Parks	2.17
Retail	2.06
Groceries	1.96
ACCESS RATING	2.58

Table 17. Access Rating: People with Disabilities

Community Element	Access Difficulty
Political Power	3.28
Housing	3.09
Government Meetings	2.99
Employment	2.86
Transportation	2.82
Community Meetings	2.63
Parks	2.37
Education	2.31
Healthcare	2.28
Retail	2.01
Groceries	1.97
ACCESS RATING	2.60

Access Ratings by Location

The patterns identified above were about the same when results were analyzed by geographic location, with **Political Power, Housing, and Government Meetings** consistently rating the highest. The University Area had the highest access rating of 2.78 (**Table 21**), while the Not Underserved areas had the lowest access rating of 2.29 (**Table 24**). These results demonstrate a geographic disparity in access to the community elements listed in this survey for underserved block groups. The following were grouped by proximity, not by neighborhood boundary.

Table 19. Access Rating: East Tampa

Community Element	Access Difficulty
Political Power	3.15
Housing	3.11
Government Meetings	2.91
Employment	2.79
Community Meetings	2.49
Healthcare	2.39
Transportation	2.37
Education	2.30
Parks	2.16
Retail	2.10
Grocery	2.10
ACCESS RATING	2.53

*64 responses from East Tampa, College Hill, Ybor, VM Ybor, Palmetto Beach

Table 20. Access Rating: West Tampa

Community Element	Access Difficulty
Political Power	3.06
Housing	3.03
Government Meetings	2.69
Employment	2.68
Transportation	2.63
Community Meetings	2.53
Education	2.32
Healthcare	2.29
Parks	2.22
Groceries	2.11
Retail	2.10
ACCESS RATING	2.51

*40 responses from West Tampa, Tampa Heights, Riverside Heights, Carver City/Lincoln Gardens, Drew Park

Table 21. Access Rating: Unincorporated Hillsborough County

Community Element	Access Difficulty
Political Power	3.23
Government Meetings	2.91
Housing	2.72
Transportation/ Employment	2.71
Community Meetings	2.62
Parks	2.23
Education	2.21
Retail	2.05
Healthcare	2.01
Groceries	1.79
ACCESS RATING	2.45

*98 responses from Apollo Beach, Balm, Ruskin, Riverview, Valrico, Brandon, Seffner, Wimauma, Bloomingdale, Dover, Turkey Creek/SE county, Gibsonton, Lithia, Progress Village, Mango, Palm River/Clair-Mel, Lutz

Table 22. Access Rating: University Area

Community Element	Access Difficulty
Political Power	3.47
Housing	3.35
Government Meetings	3.32
Community Meetings	3.03
Employment	2.97
Transportation	2.83
Parks	2.58
Education	2.51
Healthcare	2.41
Groceries	2.07
Retail	2.00
ACCESS RATING	2.78

*74 responses from University Area, Sulphur Springs, Temple Terrace

Table 23. Access Rating: Town 'N Country/Egypt Lake-Leto

Community Element	Access Difficulty
Political Power	3.18
Government Meetings	3.09
Housing	3.08
Community Meetings	2.63
Employment	2.53
Transportation	2.28
Healthcare	2.26
Education	2.23
Parks	2.10
Retail	1.57
Groceries	1.55
ACCESS RATING	2.41

*51 responses from Town N' Country and Egypt Lake-Leto

Table 24. Access Rating: Plant City

Community Element	Access Difficulty
Political Power	3.20
Government Meetings	3.20
Transportation	2.87
Employment	2.83
Healthcare	2.60
Housing/Community Meetings/Education	2.57
Parks	2.20
Retail	2.07
Groceries	1.73
ACCESS RATING	2.59

*16 responses from Plant City

Table 25. Access Rating: Not Underserved

Community Element	Access Difficulty
Political Power	3.23
Housing	2.93
Government Meetings	2.68
Transportation	2.55
Employment	2.43
Community Meetings	2.38
Parks	2.19
Education	2.15
Healthcare	2.07
Retail	1.82
Groceries	1.67
ACCESS RATING	2.29

*101 responses from Hyde Park, South Tampa, Seminole Heights, Westchase, New Tampa, Carrollwood, Downtown Tampa, Old Seminole Heights, Davis Islands

Priority Access Issues

Another question on the survey asked participants to identify their top priority access issue. In response to the question, *“In your experience, a lack of access to which of the community elements listed above has had the greatest (negative) impact on your quality of life?”* underserved demographic groups overwhelmingly named **Housing, Employment Opportunities** and **Transportation** as their top three issues. Access to **Healthcare** was also consistently rated as a priority issue. The purpose of this question was to learn what access issues people care about most. During field outreach, staff sometimes clarified the meaning of this question by asking, *“If you were in charge of the county’s budget, which issue would you tackle first?”*

Table 26. Priority Issue: Black/African American

Top Issue	Count	Percent
Housing	40	25%
Transportation	30	19%
Employment Opportunities	22	14%
No Answer	15	10%
Political Power	14	9%
Healthcare	12	8%
Educational Opportunities	9	6%
Public Space	5	3%
Organizational Meetings	4	3%
Shopping Areas	2	1%
Grocery Stores/Food Markets	2	1%
Government Meetings	2	1%
Totals	157	100%

Table 27. Priority Issue: Hispanic/Latino

Top Issue	Count	Percentage
Employment Opportunities	32	25%
Housing	22	17%
Transportation	19	15%
No Answer	13	10%
Healthcare	12	10%
Political Power	9	7%
Public Space	7	6%
Educational Opportunities	5	4%
Grocery Stores/Food Markets	3	2%
Government Meetings	2	2%
Shopping Areas	1	1%
Organizational Meetings	1	1%
Totals	126	100%

Table 28. Priority Issue: Low-Income (\$0 - \$24,999)

Top Issue	Count	Percentage
Housing	31	29%
Employment Opportunities	26	24%
Healthcare	14	13%
Transportation	10	9%
No Answer	10	9%
Educational Opportunities	5	5%
Political Power	4	4%
Government Meetings	4	4%
Public Space	3	3%
Grocery Stores/Food Markets	1	1%
Shopping Areas	0	0%
Organizational Meetings	0	0%
Totals	108	100%

Table 29. Priority Issue: LGBTQ+

Top Issue	Count	Percentage
Employment opportunities	17	20%
Housing	17	20%
Transportation	15	18%
Political power	10	12%
None of the above	9	11%
Healthcare	5	6%
Public Space	4	5%
Government meetings	2	2%
Organizational meetings	2	2%
Educational opportunities	2	2%
Shopping areas	1	1%
Grocery stores/food markets	0	0%
Totals	84	100%

Table 30. Priority Issue: People with Disabilities

Top Issue	Count	Percentage
Housing	28	21%
Transportation	24	18%
Employment opportunities	21	16%
None of the above	14	11%
Political power	13	10%
Healthcare	12	9%
Public Space	7	5%
Government meetings	5	4%
Educational opportunities	4	3%
Grocery stores/food markets	2	2%
Organizational meetings	2	2%
Shopping areas	1	1%
Totals	133	100%

Access Discrimination

Two questions on the Community Equity Survey asked people about their perception of interpersonal discrimination and systemic discrimination. The first question was about how access discrimination towards them as an individual has negatively impacted their access. It read, *“In your opinion, has your race, national origin, religion, sex, gender, sexual orientation, disability, income, and/or ability to speak English negatively impacted your access to the community elements listed above?”* The second question was about how systemic discrimination has negatively impacted their access. It read, *“In your opinion, has the demographic makeup of your neighborhood (in particular, the dominant race or average income level) negatively impacted your access to any of the community elements listed above?”*

There were some notable differences between demographic groups in responses as shown in the tables below and in **Figure 77**. Low-income respondents had the highest percentage of participants who feel that interpersonal discrimination “Definitely Has” negatively impacted their access (**Table 33**). Black/African American respondents had the highest percentage of participants who feel that systemic discrimination “Definitely Has” impacted their access (**Table 31**). By comparison, the demographic group with the highest percentage of participants responding that discrimination (both interpersonal and systemic) “Definitely Hasn’t” impacted their access was White/Caucasian (**Table 30**).

Table 31. Perception of Discrimination: White/Caucasian

White/Caucasian Responses	Has your demographic negatively affected your access?		Has the demographic of your neighborhood negatively affected your access?	
	Total	Percentage	Total	Percentage
Definitely Has	32	17.88%	24	13.41%
Probably Has	25	13.97%	25	13.97%
Not Sure	22	12.29%	35	19.55%
Probably Hasn't	32	17.88%	32	17.88%
Definitely Hasn't	68	37.99%	63	35.20%

Table 32. Perception of Discrimination: Black/African American Responses

Black/African American Responses	Has your demographic negatively affected your access?		Has the demographic of your neighborhood negatively affected your access?	
	Total	Percentage	Total	Percentage
Definitely Has	52	33.12%	49	31.21%
Probably Has	29	18.47%	40	25.48%
Not Sure	24	15.29%	20	12.74%
Probably Hasn't	20	12.74%	23	14.65%
Definitely Hasn't	32	20.38%	25	15.92%

Table 33. Perception of Discrimination: Hispanic/Latino Responses

Hispanic/Latino Responses	Has your demographic negatively affected your access?		Has the demographic of your neighborhood negatively affected your access?	
	Total	Percentage	Total	Percentage
Definitely Has	39	30.95%	39	30.95%
Probably Has	31	24.60%	23	18.25%
Not Sure	18	14.29%	22	17.46%
Probably Hasn't	15	11.90%	11	8.73%
Definitely Hasn't	23	18.25%	31	24.60%

Table 34. Perception of Discrimination: Low-Income (\$0 - \$24,999) Responses

Low-Income (\$0 - \$24,999) Responses	Has your demographic negatively affected your access?		Has the demographic of your neighborhood negatively affected your access?	
	Total	Percentage	Total	Percentage
Definitely Has	41	37.96%	31	28.70%
Probably Has	20	18.52%	25	23.15%
Not Sure	9	8.33%	16	14.81%
Probably Hasn't	17	15.74%	15	13.89%
Definitely Hasn't	21	19.44%	21	19.44%

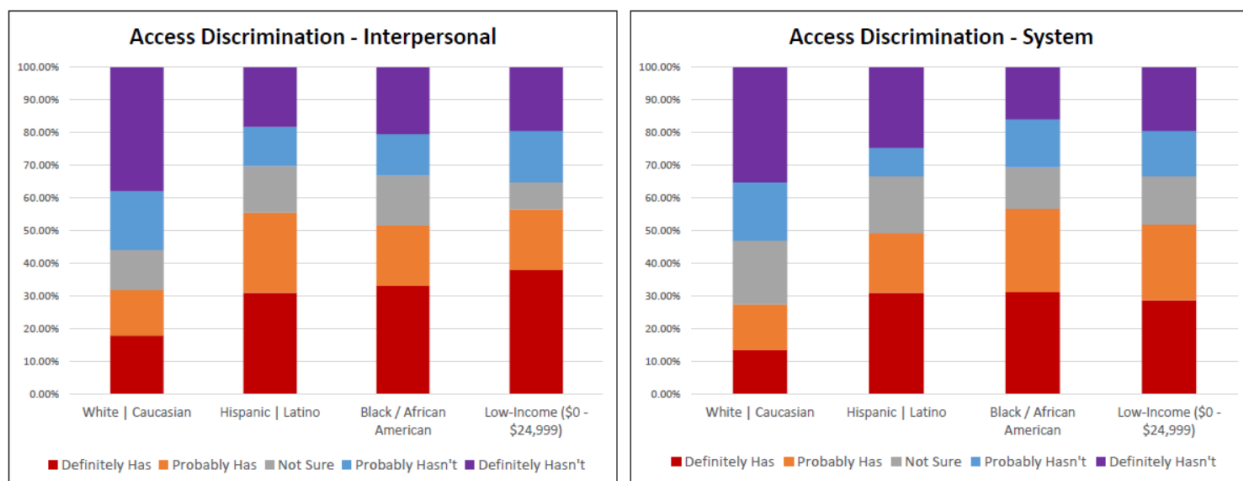


Figure 77. Demographic Comparison of Perceptions of Discrimination

These differences may indicate that underserved demographic groups have indeed been negatively impacted by discrimination against them by individuals who have power over their access to community elements such as elected leaders, service providers or government staff. It may also indicate that historical discrimination is still embedded in planning and policy systems and continues to negatively impact underserved communities’ access to community elements today.

Qualitative analysis of open-ended responses to questions about discrimination revealed some additional information about people’s experience with interpersonal and systemic discrimination. For example, participants feel that discrimination has most negatively impacted their ability to access quality jobs, quality housing and quality schools (Figure 77).

Issues with sidewalks intersect with other health and accessibility challenges. Many people feel safer riding their bike on the sidewalk due to a lack of safe bike infrastructure, and when the sidewalks are poorly maintained or do not connect, they are forced into the street, or to stay home or drive instead. It is the same for people who are wheelchair users.

Walking would be beneficial for my health (would help reduce the pain from my neuropathy, help to mitigate my diabetes, as well as be beneficial for my mental health) but I do not feel safe walking to the park.

Because I am wheelchair bound, I have a lot of problems with accessibility. Just some examples; there are no consistent sidewalks which means I sometimes have to ride in the street which is obviously very dangerous... The sidewalks are such bad quality (from raised roots, holes, etc) that they damage my wheelchair wheels.

Bicycling

One of the main themes on the topic of challenges to bicycling in Hillsborough County was that people want to bike more but are too afraid that they will be hit by a car. Another major theme was that there are many challenges related to the design and maintenance of bike lanes. Sub-themes around bicycle lanes included bicycle lanes not being connected, an overall lack of bicycle lanes, and bicycle lanes being low-quality. Specific quality issues included lanes being too narrow, not buffered, and being full of debris and obstacles such as glass, low-posted metal road signs, branches, trash cans, road cracks, potholes, and overgrown grass.

I don't have a bike. I want to have a bike – I'd have one, it's good for your health but this is Tampa. I don't wanna get ran over. That simple.

...there are some days that you want to just leave the car behind and just ride the bike instead.

The bike lanes that we do have are very narrow and I have a friend who was recently struck by a car while using one of these bike lanes and said he will always use the sidewalk from now on because of how dangerous it is – we need protected bike lanes.

Riding the Bus

The bus system in Hillsborough County was the most talked-about mode of transportation by participants. Many people who participated rely on the bus for transportation, and only a handful had positive remarks about the service. The three most common themes included (1) The bus takes too long to get places due to a lack of a connected route grid and lack of connections to key nodes like Downtown Tampa, (2) The bus is unreliable due to a lack of buses and therefore a lack of frequency, and (3) The bus system is confusing to navigate.

We also need more dependable public transit. The bus is not reliable and comes around every 30 minutes (but not consistently) and we have to wait an hour or more on the weekends for the bus. We need more buses, more routes, and an overall better bus system for those of us that depend on it.

Also, on 15th street there have been a lot of pedestrian deaths (A friend of mine died a couple of months ago while walking to the bus stop that is nearby).

I remember that in order for us to go where we have to, we have to walk 30, 35 minutes and in the summer when the temperature is almost 90, I don't know how we were supposed to do that.

If you're taking the bus your job could be 15 minutes away but it could take you 90 minutes to get there. And if you got kids, that sucks. And if you have to be at work, you have to leave 2 hours before your shift, sit through 100 million stops, and figure out how you are going to pay for everything else as well. It's not a good time.

Transit-dependent people with children found the timing and frequency of the bus to be a particularly difficult challenge; since caretakers are often women, considerations for making buses safer for women relates to this theme.

A woman working at a food truck finishes her shift at 10PM. She is always asking people for a ride or using a rideshare app to feel safe on her way home.

Bus Stops

Bus stops were also a popular topic. Challenges included poor walkability to bus stops, a lack of safety at bus stops, and a lack of amenities at or near bus stops. Specific bus stop amenities that people said are lacking included seating, shade, lighting at night, wayfinding, trash cans, cell phone charging stations, and density/community elements around bus stops. A lack of protection from the weather was named as a major issue, including sun/heat/lack of shade and rain. Safety was particularly an issue for women, and weather issues were particularly challenging for people with disabilities and seniors.

If you're not from Hillsborough County, and you don't know what website to go to, there's not many bus schedules posted inside of HART bus stops.

Bus stops should be improved; need to be a place where multiple people can sit down in a shaded area. Make them overall nicer and more pleasant to be at.

...a lot of the bus stops in my particular neighborhood are not in the shade so if you want to wait for the bus you have to stand on the opposite side of the street. But if you can't hear the bus coming, if you are deaf, then you miss the bus. You have to either stand in the blistering sun or be on your feet staring down the street, especially because it's been my experience that the buses are not always on time.

Driving

One of the main themes that arose for the topic of challenges to driving a personal vehicle was that people have no choice but to drive a car in Hillsborough County. Two additional themes were that car dependency causes a host of other issues including mental health issues and inability to find quality housing and employment, and that cars and car insurance are too expensive. Several participants shared stories about car insurance being more expensive in underserved neighborhoods like Town N' Country. Another major theme that arose is that

places people go are too far away or far apart. Excessive drive times/distances were also major themes, in particular to jobs, doctors, and quality grocery stores.

Just for living in Town N' Country we are charged more for car insurance, we have higher rents, it is harder for us to get access to solar panels here, and I was even charged more to learn how to drive in a driving school once I told them I lived in Town N Country.

And as someone who was disowned from my family for my queerness, I did not have parental assistance when I was trying to get housing and get transportation. So, I bought a terrible car for like three thousand dollars and then when it got totaled, I haven't had a car again for a year and a half.

Access to stores is hard; we have to go into town and being 81, it is getting harder for me to drive.

Everything is far away, I'm lucky to have a car otherwise even grocery shopping would be a hassle.

Other Modes

Out of other alternative modes mentioned, Uber and Lyft were brought up most frequently. Door-to-door services for the elderly and people with disabilities were the next most frequently mentioned alternative mode. Other modes identified included the Cross Bay Ferry, scooters, the Sunshine Line and HART Plus, transportation provided by special healthcare plans like Medicaid, taxi cabs (Yellow Cab in particular), Greyhound, micro-mobility, shuttle service, skateboard, the Downtowner (which is now discontinued), Care Ride, rideshare for people with wheelchairs, Tampa Bay Area Regional Transit Authority's vanpool service, riding horses, paying/asking friends, family members and strangers for rides, electric skateboard, and the trolley.

The primary challenge identified for on-demand rideshare services like Uber, Lyft and Yellow Cab was that these rideshare apps are too expensive and not appropriate for daily transportation, especially not for low-income earners. Another common theme for Uber, Lyft and other private on-demand ride services was that they generally do not accommodate wheelchair users. The challenges identified for accessing government-run door-to-door services for the elderly and people with medical issues and disabilities like the Sunshine Line and HART Plus were that the process of reserving a trip is a hassle, and these services are often many hours late or even too early.

In all reality, two hours of working there pays for me to get there and get home with a Lyft or an Uber. So wage-wise that was a big problem.

I catch cabs or whatever, so it ends up being almost \$80 to \$100.

The transportation options for those of us that need transportation to dialysis like HART Plus and Sunshine bus are not designed to be on schedule (they could be an hour late or an hour early). People still have to pay to use them even though they might not get to their appointments on time.

Mode Safety

Safety is often a common theme when people are asked about transportation challenges. A lack of safety for pedestrians was the most frequently mentioned safety concern, and many of those references were specifically about children walking to school. Safety on buses and at bus stops was the next most frequently cited safety concern, with additional safety concerns for women, LGBTQ+ individuals (particularly those who are transgender), and for people with disabilities (particularly those who are immunocompromised). Bicyclist safety was the next most frequently identified safety concern, followed by driving safety concerns related to age and mental health.

I have often been harassed for being a woman while using all forms of transportation, including a personal vehicle, but especially when walking.

People get hit on their bicycles all the time in the area.

I do not feel safe driving and have had several panic attacks while driving which have caused me to pull over and have to call the police for help.

I have to drive to survive even though I am 81 and it is starting to get dangerous.

Safe routes to school was also a major theme. Even respondents without kids of their own mentioned being worried about the safety of children in their neighborhoods. Common themes in this code included a lack of sidewalks to and around schools, and a lack of buses – both public transportation and school buses – taking kids to the quality schools in other neighborhoods. Many people stated that not enough resources are being invested in schools in poorer areas of the county.

No bus route that runs by my daughter's school so I can get her in an emergency.

The schools in this area are not of high quality because not enough resources have been invested into them (especially when compared to other schools in the county in more affluent neighborhoods). There is only one crossing guard for Shaw Elementary but a lot of kids that walk to school.

Transportation: Solutions

Overall, people asked for investment in infrastructure and programs for viable transportation options other than driving, with a focus on investment in underserved communities. Solutions revolved around program and infrastructure improvements that increase safety for all mode users and reduce car-dependency.

Bicycle/Pedestrian Safety

People requested crosswalks, flashing pedestrian beacons, and a raised pedestrian bridge. When suggesting improvements related to sidewalks, the most frequently requested improvement was “more sidewalks,” followed by “better sidewalks” and “wider sidewalks.” Speedbumps were the most frequently proposed safety improvement overall.

SPEED BUMPS DESPERATELY NEEDED. Almost all of the problems we face as a neighborhood would be solved if we had speed bumps put in. We know this neighborhood has had many accidents and unfortunately, it is only a matter of time where a child or pedestrian will be hit by a car.

Buffered/protected/proper bike lanes were a top request, and two people suggested bike-only roads, pointing to Vancouver BC as an example. Even drivers suggested protected bike lanes (“Bike lanes so I don’t feel that I’m going to knock someone off of their bike when I’m driving”). People want better-connected sidewalks and bike lanes, and sidewalks and bike lanes that connect them to places that they want to go.

I’m particularly interested in biking and walking... I lived in Pinellas County for a while and I exclusively rode my bike and they have a lot of protected bike lanes with a curb (barrier) and that just makes such a difference because you can feel that safety barrier instead of a car being on top of you.

Need More Public Transportation

One of the most often proposed solutions to several different challenges was that investing in public transportation needs to be a priority. People believe that doing so will help fix other transportation challenges such as traffic, a lack of affordable options, and sustainability.

Definitely shifting towards a more public transportation model, dedicated bus and bike lanes to dial down the congestion because a lot of the congestion comes from the buses stopping and the cars bottling up behind them, emphasis on public transportation. I know that Ybor has those electric trains maybe we can get those throughout the city that would be cool.

Many participants proposed rail as the solution to Hillsborough County’s access issues as well, often paired with a comparison of Tampa to other major metropolitan cities. Other cities people compared Tampa to included Atlanta, Chicago, South Florida/Miami, Portland, Washington DC, Gainesville, New York City, and international locations including Brazil, the Netherlands, Vancouver BC and France.

Having a rail system possibly would ease some of the challenges, especially those related to the interstate system.

Many people suggested that the county should invest in improvements to the existing Hillsborough Area Regional Transit (HART) bus system before investing in rail. Sub-themes included expanding the fleet, frequency, and hours, investing in comfort and safety at bus stops, investing in density and Transit-Oriented Development (TOD) with affordable housing and sidewalk connections to bus stops, dedicated bus lanes, more bus bays, better-spaced bus stops (decreasing the number of stops in some places, and increasing them in other places), and training drivers on how to be sensitive to the LGBTQ+ and disability populations. Several people also suggested that making the bus free would lead to healthier communities.

Access to quality affordable housing was consistently one of respondent’s top issues across quantitative and qualitative data collection methods. Overall, people see housing throughout Hillsborough County as unaffordable, especially in the desirable areas that people would prefer to live in, and particularly for certain demographics. One person noted that *“even people who are working full time who have Bachelor’s degrees and Master’s degrees can’t even afford to rent a place to live.”*

As shown in **Table 35**, almost half of the housing units in Hillsborough County are renter-occupied at 40.1%, significantly higher compared to 34.85% in the State of Florida, and 59.9% of occupied housing units are owner-occupied, lower than 65.15% in the State of Florida. Of those renting, 42.3% - almost half - are paying 35% or more of their income on rent. The U.S. Department of Housing and Urban Development (HUD) says that any household paying over 30% of their income on housing is “significantly cost burdened.”

Table 35. Housing Data: Occupation Type and % Income Spent on Housing (ACS 2019)

Housing Occupation Type - State vs. County	
Florida Owner-Occupied	65.15%
Florida Renter-Occupied	34.85%
Hillsborough County Owner-Occupied	59.90%
Hillsborough County Renter-occupied	40.10%
Rent as % of Household Income in Hillsborough County	
Less than 15.0 percent	9.70%
15.0 to 19.9 percent	12.20%
20.0 to 24.9 percent	13.70%
25.0 to 29.9 percent	12.70%
30.0 to 34.9 percent	9.40%
35.0 percent or more	42.30%

As shown in **Table 36**, 79.7% of Hillsborough County homeowners are white, which is more than the percent of the county’s total white population (69.6%). Meanwhile, 11.1% of homeowners are Black, which is less than the percent of the county’s Black population (17.3%). The opposite is true of renters; white people make up 63.2% of renters which is less than their percent of the county’s total population, while Black people make up 24.4% of renters, which is higher than their percent of the population. All other people of color make up a lower proportion of owner-occupied units than renter-occupied units. White people are the only race demographic that make up a higher percentage of owners than both their percentage of renters and their percentage of the total county population.

Table 36. Housing Data: Home Occupation by Race and Ethnicity in Hillsborough County (ACS 2019)

Hillsborough County, 2019	Owner-occupied housing units	Renter-occupied housing units	Race/Ethnicity Population in Hillsborough County
Total	324,271	217,313	1,471,968
Home Occupation by Race and Ethnicity			
White Alone	79.7%	63.2%	69.6%
Black or African American Alone	11.1%	24.4%	17.3%
Asian, Hawaiian, or Pacific Islander Alone	3.9%	3.6%	4.2%
Other Race	2.7%	5.2%	5.0%
Two or More Races	2.3%	3.4%	3.7%
<hr/>			
Hispanic or Latino origin	21.0%	29.0%	29.7%

There are several implications of the race and ethnicity data on occupied housing units. The challenges accessing quality rental units identified below disproportionately impact people of color, especially Black and African American people. White people may face fewer systemic barriers and less interpersonal discrimination when it comes to accessing home ownership opportunities and programs. This trend demonstrates the lasting effects of a history of discriminatory housing policies and processes.

Housing: Challenges

Major themes in challenges to accessing housing included an overall lack of affordable housing options, segregation, gentrification, displacement, suburbanization, environmental injustice, homelessness, crime, and aesthetics. There were some important demographic-specific themes that arose as well.

Cost Versus Wages and Quality

One of the major themes that emerged is that, even though the quality of rental housing stays the same, and even though wages are stagnant and people are losing their jobs due to the pandemic, the cost of housing continues to rise in Hillsborough County. Many low-income individuals are living in sub-par housing. People live in rental units full of mold and insects with no path to recourse. People observed that there are no consequences for landlords who do not upkeep basic maintenance and home quality.

The apartments are very expensive; they raise rents every single year but do not raise wages.

Rent goes up and landlords do nothing else, no maintenance, nothing.

Another theme around a lack of affordable housing was that owning a home is actually less expensive than renting. Many people would prefer to own a home but cannot afford the down payment.

Mortgages can be half as much as rent.

Renting is terrible, apartments are terrible, and they're expensive on top of it. It's not even like they are an affordable option. You pay less on a mortgage, but I can't prove to the bank that I can pay even though I'm paying more for an apartment.

People also seem to believe that services do exist in the county to help people find affordable housing to rent or own, but they do not know how to find these programs; several people even suggested that these programs are intentionally difficult to access.

I'm a single mom and so trying to, I was looking for an apartment and... I do know that Tampa Bay does have certain apartment complexes and some programs, but access to those programs is very hush hush it seems.

Segregation

A common sentiment expressed by participants was that Black people live in one part of town and white people live in another, and all the quality community elements are located where white people live.

As a white dude who lives on MLK Boulevard, I see a racial divide in Tampa every time I leave my house. Nearly every time I turn around.

Tampa is very segregated. For as diverse as Tampa is, it is extremely segregated. All the good stuff, I heard people say this before, all the good stuff is on the white side of town... I've seen people leave from one side of town to go to the other, to go to Swann, just to go and have a nice meal.

Repeatedly, participants stated that challenges in their quality of life, like their access to quality parks, housing and grocery stores, is because of segregation and a lack of investment in Black, Hispanic/Latino, and low-income neighborhoods. Others expressed that there is active exclusion of Black, Hispanic/Latino, and low-income people from nice neighborhoods and neighborhood amenities.

There's a park right on the other side of the wall of my neighborhood called "Carrollwood Park" which is apparently only open to residents of Carrollwood... but I am a resident of Carrollwood and do not have "access" to this park and have gotten questioned and kicked out of there when trying to play with my children. Apparently, they are now saying it is for "homeowners of Carrollwood" which is just another way to discriminate against lower income (and mostly minority) residents in the area that cannot afford to own but still reside in the community.

Seems South Tampa, Hyde Park, and even by the airport area care of. Why not the lower income neighborhoods?

Gentrification and Displacement

People are observing gentrification happening in the inner cities of Hillsborough County while noting that it primarily displaces low-income people of color. One of the major sub-themes on the topic of gentrification was that gentrifiers, defined by participants as higher-income white residents, have more power to affect change and lobby for what they want to see in their neighborhoods. Although some majority-Black and Hispanic/Latino neighborhoods now have

sidewalks, bike lanes and restaurants, the Black and Hispanic/Latino residents are forced to move and cannot enjoy those new amenities. Several people note that positive changes actually encourage gentrification.

Over time my neighborhood has become more white, with wealthier residents flowing over from south Tampa due to lack of affordability there.

They are building walkable areas and selling them that way but pushing out people who can't afford them.

The gentrification of Seminole Heights has led to easy access of a lot of things except affordable housing. Low-income minorities in this neighborhood don't stand a chance.

Juliane B. Lane riverfront has totally gentrified West Tampa.

In addition to the displacement of low-income people of color, another common theme was that what is getting built in the urban core is not for the existing community, but rather, for those gentrifiers who developers are trying to attract.

The same thing is happening here on Main Street. Cypress and Boulevard, all of that is being developed, but what about the existing community?

A lot of housing developments in predominantly black communities have been torn down and they're rebuilding them with mixed residential and retail spaces, but when they rebuild them, the pricing of those spaces is marked at a market rate that is much higher than the rate was before, so the individuals who lived in those communities prior are unable to move back into the communities they were displaced from.

The speed of development in both the inner city and outer county areas has many residents worried. A resident in West Tampa said, “*You barely see the For Sale sign go up before the house gets knocked down and a two-story house is built in its place.*” People are irritated with predatory “Cash for Homes” pitches, with several participants mentioning daily post cards, calls, texts, and visits to their home by buyers.

One common reason people worry about the speed of gentrification is because they feel that the city cannot keep up with infrastructure needs to accommodate the new people, which in turn contributes to transportation challenges such as speeding, poorly maintained roads and traffic.

The overdevelopment is threatening our eventual flooding and evacuation routes. Traffic is zipping through our neighborhoods. The few green spaces we have left are threatened to be taken away by development.

Suburbanization

As inner-cities across Hillsborough County are being gentrified, those who are being displaced are moving to outer-county suburbs where cheaper, higher-quality housing is located.

I live this far away 'cause, you know, the cost of living gets less as you go further out from the core.

However, there are tradeoffs when choosing to live in the outer parts of the county. For example, the suburbs lack a “community feel” and are physically cut off from nearby communities by walls.

I live in Apollo Beach and I was shocked to see this big development that happened. It's called Bimini Bay, and I was very excited that they were building housing and they promised to be very nice. I thought oh great, it's going to add a lot to the street and it's going to create a much more interesting environment. Well, what they ended up doing was building houses that the backs of the house look at the street, the front of the houses look inside the subdivision that is now walled and so it added nothing to the larger environment. These houses that could have created a beautiful scape on that street, now the back of the house faces the major road.

People who live further out also become more car-dependent due to a lack of public transportation and bicycle/pedestrian infrastructure. Many participants explained that they have to get in a car and drive to Tampa to access community elements like quality grocery stores, jobs, and disability services.

There's a lot more houses being built around here and a store runs out of things so we have to go to Tampa to go get some supplies for anything in our home there's just not enough stores here.

Another common theme is a worry that developers are from other cities, some even from other countries. The perception is that not only do those developers not have the same level of care about the communities they are building as locals might, but they are also not hiring local workers or stimulating the local economy.

I think it's the obligation of whoever is developing in some of these areas to be good neighbors and to be a good neighbor means playing by the rules of the people who live there and have lived there for a long time and helping them just as much. So it's not so much about a quick get rich quick scheme where they're coming in and building and then leaving.

Finally, people have observed that infrastructure is not keeping up with suburbanization in Hillsborough County. The top two infrastructure issues raised were sewer/water and transportation.

We really need some maintenance; we need the potholes to be fixed, the unincorporated area to be cleaned and mowed, and for the dumping to stop. Fumigation!

We need the county to pay attention to us! We have no bus and our water is undrinkable.

Environmental Justice

Many participants mentioned different environmental injustices and the impact that a lack of investment in their neighborhoods has had on their quality of life, including health issues like asthma, diabetes and dementia, and even death. Some additional common themes included a lack of clean water, wanting trees cut that are interfering with power lines, and a lack of pest control/mosquitos.

I have noticed the air quality is poorer in our area (the sky even looks a different color here than in more affluent neighborhoods) and we do not have pretty landscaping in our neighborhoods (also a lack of trees).

There is a huge cellphone tower on 15th right where all the neighborhoods are and we have measured the radiation and it is off the charts in this area – a lot of my friends have chronic headaches and I think this is an example of environmental injustice.

Our neighborhood needs more maintenance from the county; for example the trees need to be trimmed because we have had multiple instances of fire trucks getting caught in the branches and being unable to get through. Our transformers are old and need to be replaced. They blow out often and when one blows out, it causes a chain reaction and all of them blow out... Also, the road slopes down towards the edges and although the houses near the center of the street are usually fine and can evade flooding, the water accumulates down the sloped edges of the end of the road and this causes a lot of cars to hydroplane in those areas when trying to make those sharp turns.

There used to be a pasture here which is why I think the mosquitoes are so bad in this area.

Homelessness

Many people notice homeless people living throughout the county and feel that addressing the needs of homeless people should be a priority. There aren't enough shelters, and homeless residents are forced to sleep and use the restroom in parks and public spaces. One respondent said that he has been housing two neighbors who had nowhere to go after being evicted. Another person noted that there are no shelters further out from the urban core.

They need a local shelter up near Bearss for homeless people. Shelters are too far away downtown.

Crime

Another major theme that emerged was that people view crime as a characteristic of low-income neighborhoods. Several people commented that the current policing system is not effective at reducing crime. Interestingly, while several people said that what they need is more police presence, a handful of people requested less police presence in their neighborhoods, and a few others suggested a restructuring of policing and increased police accountability. One specific suggestion was that the police or the county should help neighborhoods form Neighborhood Watch programs or partner with existing neighborhood groups.

More safety needed in this neighborhood – more lighting, more police but with positive reinforcement and reconstruction instead of punishment. Better public services (like child support) with people that actually care about the well-being of the public. Better schools and with better food and teachers.

When speaking about crime and safety, people mentioned guns/gunshots/shootings, rape, drugs, gangs, and being mugged. People spoke about crime as a quality of undesirable neighborhoods, but crime was overwhelmingly mentioned as something that occurs in city parks.

It has also affected my options on where I can live. I would prefer not to live in this dangerous area as a young lady living on my own but unfortunately I cannot afford to live anywhere else and cannot move... no matter how dangerous it gets.

The parks in this neighborhood are dangerous and poorly managed. There have been rapes in Copeland Park (which is right behind my neighborhood) and people hide in the park to mug others. Rowlett is also a dangerous park.

One of the most common specific challenges that people mentioned regarding safety was a lack of sufficient lighting. There was a lot of overlap between transportation improvements, general neighborhood safety improvements, and sidewalk and bus stop lighting improvements.

Aesthetics

The top sub-theme under the Aesthetics code was “Trash,” or too much trash. Other specific aesthetic issues included a lack of interesting neighborhood features like entryways in the inner-city and lower-income suburbs like Progress Village, a distaste for walled communities, stray cats, and environmental issues like waterbody pollution, lack of trees, and lack of landscaping. The elderly spoke of challenges with complying with code enforcement.

They use this street (85th and Grapefruit) as a dumping site. The county doesn't come and maintain it the way they need to... This is happening on the fence that separates the new white development (that is maintained well and is clean) from the old Black neighborhood. There used to be signs that would say no dumping but they took them down, I don't know why.

Myself and a lot of the seniors here need help cleaning up our yards because code enforcement is starting to come around and make us pay but we can't afford it.

A lack of assistance and standards for beautification in Black and Hispanic/Latino neighborhoods was a major sub-theme under the topic of Aesthetics. Several people believe that trash and a lack of landscaping and fresh paint contributes to a lack of a “community feel” and leads to low morale.

I believe that if we focus more of our efforts to making lower income areas more presentable it will boost the people and boost the economy. Roads being paved, fresh paint on the walls, sidewalks, etc. it will give people a community to take pride in and boost the economy in that area.

I grew up in Progress Village, moved away, lived in Bloomingdale, and one of the things I always liked about going home in Bloomingdale was the common areas... the beautification of the entryway.

This is "suitcase city" so the leases are short-term and people live in this area temporarily so no one cares about the community (why there is a lot of trash and damage and no morale).

Demographic-Specific Challenges

Notable demographics with additional issues included people with disabilities, LGBTQ+ people, and immigrants. People with disabilities have a particularly difficult time finding housing that

they can afford with or without social security benefits, especially housing that is accessible with regard to their disability – for example, if a room is on the second floor and they are in a wheelchair there must be elevators in the building, which limits their options.

I'm on SSI, not SSDI because I wasn't able to work enough to qualify for it because I'm disabled... So, I live in a studio apartment in an area that is at least a little more accessible for me by grocery stores... I'm a little closer to my mom but she's still 40 minutes away. The issue is, I get less than \$600 a month and that will not cover my rent for my studio apartment that is over \$900. To make up the rest of it, my Mom pays. [But] the government views that as income, so then I get less money from SSI. The top government income due to disability is a little over \$700. [Since] the \$700 couldn't cover the full rent and my Mom had to [help me] pay, I get less than \$600.

Members of the LGBTQ community spoke about challenges with securing housing, for example, due to discrimination by landlords, or because they were kicked out of their family's home.

Most young people renting have their parents cosign for the income requirement or credit check. Lots of LGBTQ+ folks have strained relationships with their parents. If I didn't have a roommate whose parents were willing to waive the income requirements for all of us, we wouldn't have even qualified for the place we got. That's not something I could've gotten from my parents because of my strained relationship with them as a direct result of my queerness.

In addition, members of different cultures stated that it is difficult for them to find affordable housing that allows many family members to live together. This is particularly a problem when people have no choice but to live with family due to a lack of affordability.

Housing is too expensive unless you have multiple people/roommates living together and sharing the expenses.

One family moved from Iraq with two parents and seven kids, and some of the kids were much older. Culturally, the family lived all together and wanted to do the same when they moved here. They were asked to live in two apartments instead of one and they felt very uncomfortable with this as it was inappropriate for them to be separated culturally since the children were unmarried.

Other demographics with specific issues noted in the research include single parents, especially women, and low-income individuals without established credit.

Housing: Solutions

Big-Picture: Revitalization, not Gentrification

People are starting to see the benefits of living in dense, walkable neighborhoods – and developers are capitalizing on the trend. Affordable housing and mixed-use-focused policies that allow existing residents, particularly in historically underserved communities, to have access to the benefits of development were at the top of the list of suggestions.

Whatever Domain or some of these other big builders will come in and build, which is a 2000 square foot home with a three car garage, you know that maybe excludes the people who are

looking to first buy a home... so for me one of things I would really like to see is, make the entire County a little bit more livable and accessible, which goes to equity too... just sheer density.

Even in the suburbs, like Wimauma and Progress Village, it was suggested that the county focus on investing in existing neighborhoods before investing in new suburban sprawl.

Progress Village has been a sound community from existence. We've weathered the times and it's still a strong foundation. Yes, it has changed over the years... but it has changed hopefully for the better.... People are dying out, people moving in buying homes cheap 'cause there's good solid foundation, and the homes that they're building now is almost becoming, not the affordable housing that it used to be because now they're coming in and putting all these amenities into these homes and making them out of reach for maybe those that once lived here... Those things are causing the community to change... so we have to make sure that we are represented and considered in all aspects of the growth around us.

In order to create revitalization and deter gentrification, people suggested that jurisdictions should pair or bundle policy changes that increase infill and infrastructure investment with community benefits such as affordable housing and job training programs. The key is to allow people in existing communities who are historically underserved to stay in those communities and benefit from (utilize or generate wealth from) positive changes rather than being unwillingly displaced.

Specific Policies

Many specific housing policies were suggested by participants. First-time homebuyers' assistance was one of the top-suggested housing policies requested by respondents. The second most frequently proposed solution was a rent cap or rent freeze.

With the COVID-19 crisis people haven't really been able to work as much so the fact that there hasn't been a rent or mortgage freeze even just from the County is also very strange to me. I don't understand. Like people can't go to work, and if you can't go to work then how are you supposed to pay your rent? Meanwhile prices are going up and up.

Every one of the following policies was recommended by a participant, and most were mentioned several times by different people:

- Suburban Development Restrictions
 - Developer fees in the suburbs
 - Suburban development restrictions
 - Avoid working with developers that don't respect the existing community
 - Require that developers or those financially involved in development be locally-based
- Rent Control and Renter Protections
 - Rent freezes during emergencies such as the pandemic
 - Rent caps, or other policies that regulate the cost of rent
 - Adhere to a list of Tenants Rights
 - Better regulation of eviction restrictions
- Housing Quality Control
 - Impose upkeep and environmental standards and rules on landlords, and institute consequences for landlords who do not adhere

- Site visits to ensure that rented units are livable
 - Home-improvement assistance programs for minorities, people with disabilities and seniors
- Zoning
 - Policies that encourage density, particularly Transit-Oriented Development
 - Increase “missing middle” housing units
 - Make it easier to build accessory dwelling units (ADUs)
 - Allow more residential properties to rezone to commercial properties
 - Eliminate parking minimums
- Special Demographic-Based Assistance Programs
 - Housing assistance for single parents
 - Housing assistance for young adults
 - Grants for disabled people to help them afford long-term housing
 - Prioritize senior citizens for housing subsidies
 - Develop housing that is specifically for people with disabilities (so they can support each other and form community)
 - Housing assistance programs for refugees and immigrants who do not meet assistance requirements (for example, a lack of credit) and who have language and culture barriers
- First-Time Homebuyer Programs
 - Reduce requirements for first-time homebuyer programs
 - Assistance programs to help renters buy their homes in the urban core
- Affordable Housing Requirements
 - Invest in “workforce” housing such as Metro 510 in Downtown Tampa
 - Rules that ensure that affordable housing is “dignified”
 - Investment in, and requirements for very-low-income affordable housing units for people making less than 30% or 35% AMI
 - Require that whenever an affordable housing unit is torn down, it must be replaced with tightly regulated rent-restricted units rather than replaced with mixed-income market units
- Regulate Private Development
 - Taxes imposed on empty higher-end apartments
- County Programs
 - Housing First programs for the homeless
 - Community benefits agreements led by the underserved community as appropriate
 - Purchase more land for public use
 - Fund shelters that are for LGBTQIA folks
- Priorities
 - Invest in existing, especially historical, neighborhoods before new developments
 - Use funds from the state or local government to invest in the appearance of low-income neighborhood

The parks in this neighborhood are dangerous and poorly managed. There have been rapes in Copeland Park (which is right behind my neighborhood) and people hide in the park to mug others. Rowlett is also a dangerous park. The other parks that I like to visit require you to pay and make reservations ahead of time which make them inaccessible. And, we used to be able to grill out in the parks and now they don't let us anymore which is discriminatory against those who rely on those public grills to have family cookouts because we cannot afford to buy our own grills.

The term “food desert” was mentioned several times, including once referring to Downtown Tampa and another referring to Old West Tampa. Walmart was often brought up by participants when asked about food stores, far more than any other grocery store. Some people said that the Walmart near their home is “worn down” and not as good as the grocery stores in other neighborhoods, while others lamented that the food at Walmart goes bad quickly. Others stated that the closest grocery store is Walmart and that it is still a 15-to-20-minute drive.

The food around here is not always good quality (the Walmart here is considered ghetto – sometimes they are out of fresh produce or gone bad. But when we drive to the Dale Mabry [Walmart] there is a noticeable difference with the quality and quantity.

A few additional community elements were identified as difficult to access that were not provided in the survey matrix. They included banks, entertainment, daycares, and public restrooms (particularly for the homeless and people with disabilities).

Other Community Elements: Solutions

One interesting solution proposed to solve the issue of parks access came from a member of the low-income focus group. He suggested a web of connected parks throughout the county that would be connected by designated bike and pedestrian trails. Several others suggested that the local government should sponsor more fun events in local parks, including government planning meetings. They suggested that regular meetings in parks would provide a consistent oversight presence within the parks, and it would also provide greater nearby accessibility to those meetings.

...it's not necessarily a new idea but it's like the idea of taking the parks... and then trying to create like a web that you can either walk through them or you can bike... I've noticed there are certain parks that I would love to get to, but because of how distant and far apart they are they're practically inaccessible without a car, and as a bike rider that puts me at a disadvantage.

“Community gardens” was one of the most popular solutions to food insecurity. Others, however, noted that community gardens might not provide food on a large enough scale. The most common suggestion was to prioritize government budget towards improving the quality of grocery stores in underserved neighborhoods and supporting neighborhood co-op grocery stores.

Create co-op[s] or some other form of urban farms across the county, with an emphasis on predominantly black and brown areas, to provide healthy, affordable food where food deserts

and food prices keep these communities malnourished. Partner with local black and brown-owned restaurants to provide nutritional or cooking classes for free for these communities.

Access to Public Engagement

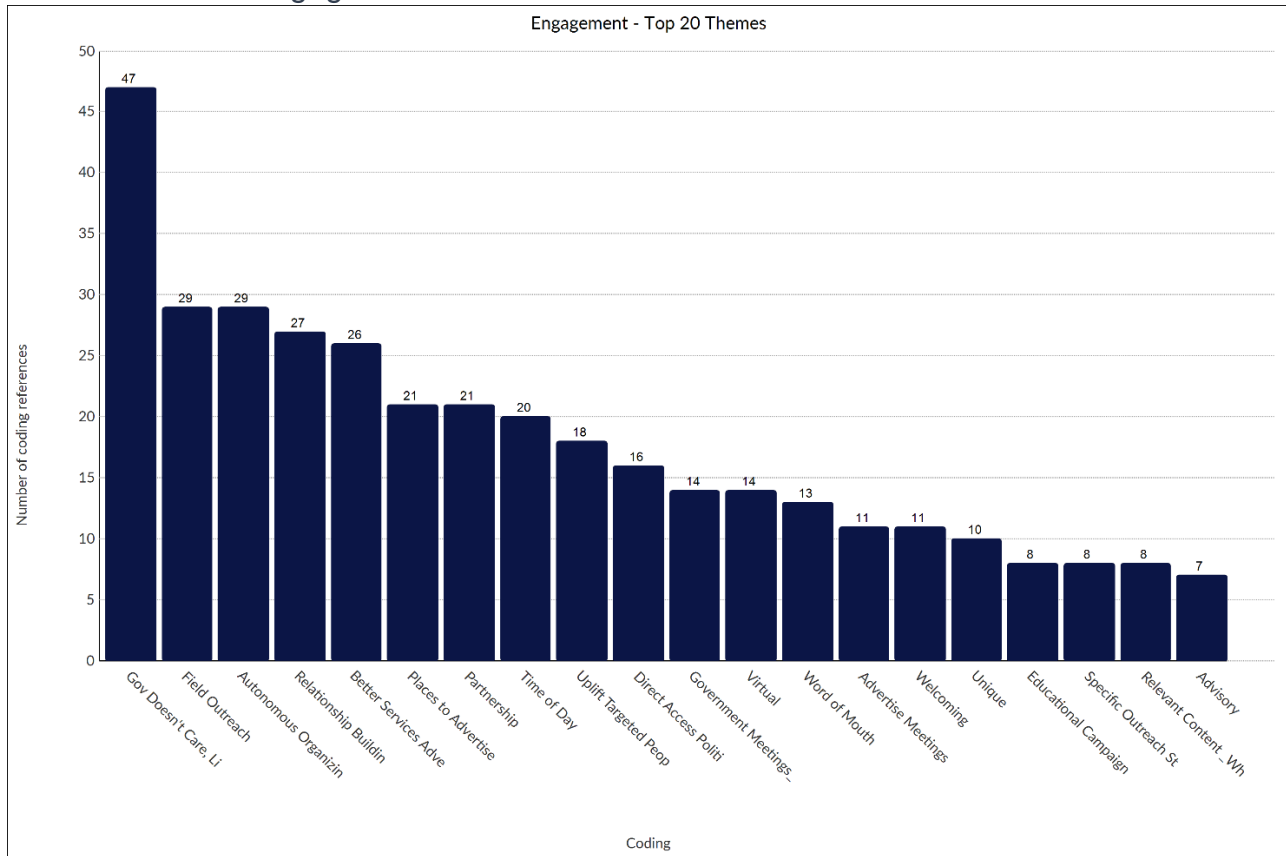


Figure 82. Top 20 Themes Identified in Data on Community Engagement Challenges

Public Engagement: Challenges

The overwhelming majority of participants did not recognize the names of Plan Hillsborough, the Planning Commission, nor the Transportation Planning Organization. Most participants were excited to learn about the agency, and many wanted to know how they could continue to be involved. One of the biggest lessons learned through this engagement process is that people feel that a lack of power over the decisions that affect their communities is one of the biggest challenges standing in the way of an equitable Hillsborough County. Challenges that people face when trying to engage with local government fall into the following categories: (1) A lack of trust for the government, (2) Difficulty accessing meetings, and (3) A lack of understanding about the planning process.

Lack of Trust for the Government

The “Government Doesn’t Care, Listen, Or Act” code had the most references of any code in this study. This validates the finding that “Political Power” and “Government Meetings” are in the top three most difficult community elements for people in Hillsborough County to access. Many people stated outright that the government does not care about underserved people, or

that the government cares more about certain demographics of people than others, such as gentrifiers and tourists.

It is a poor neighborhood and food desert. Neglected by community leaders since mostly black people have traditionally lived in Old West Tampa.

A lack of trust for the government was shared amongst both people who never engaged with the government before and those who engaged often. People who have engaged with the government in particular believe that decision-makers have their minds made up about how they are going to vote on something before they even show up to voice their story or opinion. The phrase “their minds are already made up before the meeting” was echoed multiple times by different participants.

To me the public meetings are just routine for them because usually they already know what they want to do... I've been to a couple, not many but a couple city council meetings and I agree that they are, based on my experience, completely pointless. You might as well have stayed home they do not care about your opinion in the slightest.

Our old pastor from New Saint Paul church put together a petition and so many people from the neighborhood signed it. She tried to get it to our representatives, but no one would listen.

A lot of people feel that local government actively manipulates underserved people. For example, many people observed that representatives only come down into their neighborhoods when they are seeking their vote.

We hadn't heard from them since they came to those candidate forums in our neighborhood and once they got elected we never heard from them again.

People expressed that bureaucracy and a lack of transparency makes it difficult for underserved communities to effect change today. Bureaucracy causes change to happen very slowly, makes it easier for government to say “no” to certain requests without having to justify that decision, and contributes to people’s confusion over how decisions are actually made. People simply never see the government take action or see changes resulting from their engagement efforts.

We always just hear and see nods and shakes and yeah, yeah, yeah. That's why people gave up on government. That's why people don't go to public meetings because it's all talk and not followed up by a lot of action not a lot of action that the public actually sees.

People also feel that they are never consulted about the changes happening in their communities and that outreach materials and processes are so confusing that it almost seems intentional. Several participants questioned why leaders do not visit them in their neighborhoods more often, even after they voted for them.

Our neighborhood had no idea that Gadsden Park was about to become a water ski park! It went through multiple levels of local government and almost nobody knew about it.

Inquire if the area in question even wants what you are considering.

people who speak different languages like Spanish and Creole, and two, as a challenge to people who do not understand planning jargon.

Local governments think in English. Dade County, FL, all documents are available in multiple languages. Governments in Hillsborough County should be proactive in reaching to the whole county and not just to residents who are easy to reach.

Did you ever think that the reason these residents don't come to the meetings is because they don't understand the language why isn't there someone there who... maybe they don't know what rezoning means or what land use is talking about.

Lack of Understanding of the Planning Process

People do not understand how government works, no less the planning process, and that leads to a lack of engagement and trust. First, there is a lack of understanding about how to get involved in local government decision-making processes. Then, once involved, the purpose of their involvement may not be clear. For example, people often do not know when they are allowed to give public comment at a City Council meeting, or how to sign up. Then after a meeting, people rarely see any change based on their input.

I would love to go to meetings like that but I also don't know how that happens, where they are, how to join them, anything like that... I just don't know even where to start looking. I don't know what names to the meetings would be to even Google them. I don't know what things are out there that like, I should care about.

The first major challenge relayed by participants was that they do not know where to look for information about government actions and services. Several individuals in the focus groups even explained that they did not know that they could come to any public meeting, even a City Council meeting, without being personally invited. Several people brought up the yellow signs but stated that they do not know what the signs are for. They assumed that this is how City Council meetings and most other government meetings are advertised.

I would like to go to these meetings, however, they usually only put it on, I don't know if you've seen these little things that they just put in the ground that say meeting council blah blah blah with all this writing, you don't know if it's for you, and they only usually put it in the front or the side entrance of the neighborhood. It's not in multiple places, and it's not really communicated very well that there's a council meeting, the sign is way too small to know if it's relevant to me at this time.

Assuming a person is able to attend a meeting, they may not feel welcome or heard if they do not understand the structure of the meeting or what is going on during the meeting.

There are kind of rules around how to be able to make public comment and that's all, you have to like really have an awareness of that to be able to actually participate in some of that stuff. So that has been my experience of it. That it's a pretty formal system and you better know it. Cause otherwise you're just gonna sit there.

Finally, even if they are successfully able to speak, they may not see how their participation made a difference. If their input did in fact make an impact on a decision, staff and policymakers often do not build in a step in the process for informing people of those impacts.

I don't know if my participation made a difference specifically for that meeting.

Public Engagement: Solutions

Big-Picture: Taking Tips from Grassroots Organizing

The community engagement program for this update of the Nondiscrimination Plan was designed using grassroots community organizing tactics like door-to-door canvassing. Grassroots tactics are usually designed to reach those who are most affected by a given issue, yet hardest to reach. Grassroots tactics like the ones used for this plan are also often designed to build off one another, and to leverage the moment when a survey, a door-knock, or a flyer has a person's attention to educate them, build a relationship with them, and get them to take an action in the moment. This was recognized by several focus group participants as an effective way to get people involved and invested in Plan Hillsborough's work.

I really do like this process of how this went. You know, I have responded to some survey that I saw on Facebook, that somehow got to me, and next thing I know, I got contacted! And so, you know, again, I'm in the world, like I want to be civically engaged and be doing things, and I'm involved in health equity, so it appealed to me. So, again, it was easy for me to connect to this so I wonder about other people, how they would... I really would like this availability to have structured questions that allow people to answer and I appreciate this and I think it's really valuable for us just as well as for you folks as planners.

Participants in this engagement process recognized that grassroots tactics work to build bonds, strengthen relationships and trust, spread the word about events and actions, and build the effectiveness of outreach over time.

Specific Engagement Solutions

Field Outreach

One of the most effective strategies used by grassroots organizers is "meeting people where they are." When asked for ideas on how to increase meaningful engagement with underserved communities, a significant number of participants said that what Plan Hillsborough staff was doing by going to their door and standing on their street corner to speak with them was refreshing, effective, and appreciated. A major theme was continuing door-to-door neighborhood outreach and otherwise bringing surveys, news and invitations directly to the people in-person.

Bring flyers up to the door so that people know about local meetings and decisions being made. Keep going door to door.

Keep coming out and talking to people. Coming to our neighborhoods is a great way to talk to us.

I didn't know what Plan Hillsborough was before you guys came to my house. So, I think that would be a first step is acknowledging that... or making people aware what it is you're trying to accomplish.

Participants who are struggling to make ends meet reported having extreme difficulty finding the time to attend meetings. They said that engagement strategies should be designed to be quick and simple to accommodate for that fact.

Go into the community and talk with residents, not just the squeaky wheels who show up at everything.

It felt really good to be reached out to by you... like Dayna came to my door and interviewed me in my front yard. In the middle of the day, so it was like, that felt really good for me. Like, it just felt really good to be seen, and to hear there are things going on in the city that are specifically working with like Queer struggles, you know? I remember, I was shocked when you asked me, do you identify as like straight, queer, gay, whatever... it was just like, nice. You know, it was cool that I could have that conversation with somebody from the city. It was like, wow, alright. Like, they're actually collecting data on this now which is like really important. I think that's really good. I would think stuff like that is really good and works well.

Virtual Engagement

Making events virtual (online or through the phone with phone calls or phone apps) expands access to people who cannot make it to an event or meeting in-person, such as people with a variety of disabilities (from social anxiety to physical limitations such as immunodeficiency disorders) and people who work multiple jobs. Virtual meetings allow people to easily drop in even if they do not know what to expect. Making outreach virtual taps into younger audiences in particular. It also allows for the possibility of holding multiple meetings for the same decision, which several people recommended as a solution to the time-of-day issue.

The system is built purposefully so that people are so tired after the 40-hour work week that you don't go to these meetings because you don't have the time cause you're so exhausted. One way we can fix it is online. These zoom meetings are great you're doing it from home, you're able to participate, you're able to send emails or message online.

Hybrid meetings were frequently requested by participants. People recognize that some underserved residents cannot access computers or have trouble with technology and requested that both options be available. Several participants requested that people be allowed to make official, on-the-record comments in advance through different means, including leaving voicemails, on Facebook, and through pre-recorded audio or video.

I like that the City of Tampa has been doing some project stuff where they put on Facebook that they're requesting comments on active projects and it's at your leisure. You can go through and review the materials and do a little research on your own if you wanted before leaving a comment. That feels much more accessible and convenient and comfortable to partake in.

Due to COVID-19, many people are now used to engaging virtually. Schools and jobs have shifted to online, and people are now more comfortable with virtual tools and have even come

to expect them. Virtual engagement was particularly popular as an idea for small groups such as the focus groups conducted for this plan.

Making [meetings] more accessible through Zoom and stuff like that, especially with smaller groups like this where people feel more heard as opposed to the larger groups where like you can talk til you're blue in the face but what's the point?

The pandemic at least brought a lot of things online. I have gained knowledge on things that can help me. I'm hoping there's going to be more stuff around transportation like a news stand but like an app that has constant newsfeed of like disability resources.

Another suggestion was to bring iPads and videos to events and during field outreach to better educate and engage people on-the-fly.

In-person events or info tables at other places where the public accesses services (government buildings), and at large public events when we get to do those again; using video or iPads - so people can contribute and have their say and don't have to have those things/own tablet or phone.

Translation, Simple Communication and Sensitivity

The top recommendations by people with limited English Proficiency was a need for better, more consistent language translation on all materials, including outreach materials, materials explaining services, and in-meeting documents.

Please offer more outreach in Spanish. Please send all official emails in English and Spanish and make it more accessible to the large Hispanic population in Hillsborough.

A common recommendation by people with disabilities and seniors was to consider those who cannot use technology very well when advertising and planning for a meeting or government activity. Conversely, technology can be used to make meetings more accessible, like translation phone applications and quick polling phone applications.

The app idea. In these public forums the microphones don't work. Even if you have someone signing, you may not be able to understand sign language. An app is a solution or even you have a ticker where someone is typing could be a solution.

Additionally, people asked for better communication about all the steps in the planning process, particularly the purpose of any engagement activity and how that fits into the process. They say that the process is confusing, and the jargon is confusing. Planners should always seek to answer the basic question, "Why are you here?" up front at every meeting that involves the public.

Language barrier is not always inclusive of it being like a foreign language, it could be the choice of vocabulary words, the choice of legal terms that creates a language barrier and when that happens that's what creates the issue of the low turn-out.

People also expressed that government staff need to participate in cultural sensitivity trainings of all sorts. Better communication and cultural sensitivity training for staff and decision-makers was specifically requested several times.

Give towards root causes like for example it starts in the workplace like training the people who are elected on issues regarding like for example critical race theory and things of that nature.

Specific trainings recommended included trainings on issues faced by Muslim women, black men, Hispanic youth, people with all different kinds of disabilities, and the LGBTQ population particularly trans people and how to consider people's pronouns; basic ethics and humanity; sign language; class issues; race issues; the importance of diversity in the workplace and implicit bias training.

I've been through a bunch of diversity trainings and I just realized it was never part of my diversity training about reading a book in sign language, or trying to get a token at a parking garage with no arms. If that part of diversity training was brought to our government leaders, I think that would be fantastic.

In general, people asked that local government be more proactive in ensuring that engagement is as accessible as resources can allow by providing provisions for those with additional challenges. This includes asking individuals with disabilities if they need accommodations, or providing certain accommodations as a standard, rather than waiting for them to reach out to us to ask for them. Respondents said it can be embarrassing to ask, and if people have to take an extra step before attending an event, they often will just skip the event. Another example of this would be to provide childcare as a standard and making a note on outreach materials that childcare will be provided. One rather unique suggestion was to stop doing a prayer at the beginning of government meetings like City Council because it isolates people who do not follow a Judeo-Christian religion.

Representation and Autonomous Organizing

Many participants said that they believe that the government will not help them, and that they have to unite with each other to help themselves. They proposed that government should support people's ability to speak for themselves. People also want greater representation of underserved people in government. That may look like an additional advisory committee of only underserved demographics, or a special committee of people with disabilities, a committee of women, etc. who interface with project teams and answer questions about the needs of the communities they represent.

People who look like me should lead the engagement.

Actually hire and support BIPOC and disabled people. With members in the room who help make decisions, our voices can be heard. Run for office ourselves. Allowing equal access for disabled people to become elected officials ourselves. How are people who don't know what we deal with making the decisions for us!?? They don't pass the laws that we need, or they ignore bills that come across their table that could benefit us.

Have a platform where a focus group like this have an ability to have a larger population like us speak to the County. There's power in numbers and we're a democracy, the reality is for all of us to have things to change our reps have to vote and this stuff has to pass. Figuring out a way to allow all of us to do advocacy work that is a little more accessible could help out.

At a minimum, people want to be included and feel seen. This applies to everyone – people of different skin colors, people of differently religions, youth and seniors, and the LGBTQ community. “Feeling Seen” was a common theme particularly from the LGBTQ community.

If Hillsborough actively promotes itself, like if the transportation units within it, actively promotes itself as being interested in the LGBT community. If there are things on busses saying that they're LGBT friendly and stuff like that. If they put out ads or places on bus stops that are saying that Hillsborough wants to be more engaged with the LGBT community. Then when we see those flyers in those location, we'll be interested in responding. It won't just seem like some token effort that's like, they don't actually care. I'm not gonna waste my time with this. I'll know they're interested in us and I'm being presented with the opportunity and information to do that. Then I might take that extra step to get engaged.

Formal (Paid) Partnerships

One of the recommendations made frequently by community leaders and members of existing organizations who work with underserved people was for Plan Hillsborough to establish formal partnerships with community organizations around the county. Shery Arnstein, a public engagement researcher and Urban Planner, placed “Partnership” near the top of a ladder of engagement that rated community engagement strategy-types by how much they provide meaningful leadership opportunities. One sub-theme that emerged within this theme is the idea to hire paid community liaisons that actually live, work, and play within those communities to do the community outreach for different projects.

Parachuting in doesn't do the trick. There's only so much information that you can share that people can actually process and be able to provide you any kind of meaningful feedback that you can use... I was recommending partnering with organizations on the ground, and when I said formal, I meant paid. Paying and partnering and providing grants to local organizations where they can have people on the ground that can do this kind of work because this is ongoing work. This is not just one project, one development. This is ongoing, it's civic engagement work, it's planning our communities.

Bring Decision-Makers to the People

Another one of the most popular suggestions was to bring the politicians to the streets and make them more easily accessible, for example, with flyers of their faces and their contact information posted throughout communities.

We do not feel like our representatives care. They need to show that they do by coming out here to our neighborhoods and by getting involved; come out here and clean up the streets with us, talk with us. But unless you come walk the walk, no one will think that you care or that their voice matters and they will not be involved; step outside the box!

Requiring that decision-makers physically go into these communities on a regular basis so they can see what's really going on was also a common suggestion.

A lot of the people in my community and myself, we work jobs, we have children. And so if this is your job to represent us, I feel like you should be in the communities. Some of these representatives have never been in the communities that they represent. They live in an entirely different neighborhood. I think that they have to be present in the communities that they are a part of.

A related idea that was brought up many times was that important community meetings should be held in a location that is physically closer to the people who are most affected. This could be difficult to accomplish, but a creative compromise could look like special meetings in different areas, like Town Halls or quarterly communication forums in each neighborhood.

Hold more community meetings in this local area.

Organize Town Halls in each community.

Increasing access to public meetings. E.g. zoning meeting held at a Tampa library for a Brandon rezoning issue. I'd imagine other meetings are often taking place outside of the neighborhood where the item to be discussed is happening--that reduces access to political power.

Central "Hub"

One popular suggestion was for Plan Hillsborough to create central points of contact in communities; a community hub that is either a virtual clearinghouse where people know that they will find important information, or a physical location where people can post flyers and host meetings.

We want to be a resource for the community, if someone needed to know our services, they have a place to go to find out locally they can call or walk to or get to within the community to get answers to questions that they may have. Occasionally have a representative come out and maybe work for a day from the office to be able to have some presence within the community on a regularly scheduled basis.

Website with all the affordable housing locations and information in one place.

This space could be a place where a field planner spends several hours a week to meet with people in-person, where community groups can have meetings for free, and even a place where events and services are offered like community gardening and free fresh food. It could also have free Wi-Fi and be a space where people can go to participate virtually in public hearings and other events without having to drive all the way downtown.

I've seen a lot of examples and one of them I really think is fantastic is the Planning Commission or its equivalent in Atlanta and one of the things that they have is what's called the Atlanta city studio. It's a small arm of the Planning Commission that rotates amongst neighborhoods and parts of the County on either a quarterly basis or yearly basis... [they] occupy a physical building in the neighborhood, make it available all work hours of the day, all

days of the week to the neighborhood to come in and give their feedback on something they're working on in their neighborhood.

Relationship-Building and Word of Mouth

Building relationships was a major theme on the topic of public engagement solutions. One sub-theme was that in order to build trusting relationships, government staff and representatives need to have a presence in the community and meet with constituents face-to-face. Another common sub-theme was listening; that local government needs to “listen” to people’s needs. Finally, delivering tangible results was identified as a particularly important factor in building trust and relationships.

Definitely listening processes... having more presence in communities... as he said, if we're not investing and it's just kind of like, with no action and tangible steps that we can see, things going somewhere, that also contributes to a lack of trust.

Building relationships serves many purposes. It helps build trust so that planners can collect better data about people’s lives, and it helps develop long-term partnerships with organizations who can help share data and resources. One of the most important functions of relationship-building is spreading our reach by word of mouth. Word of mouth was identified as one of the most common ways people learn about local government meetings.

I think word of mouth is the best thing you can do. If you have friends, try to inform them and get them to care and then hopefully they spread the message along too.

Specific Places to Advertise

Participants had some creative ideas about where and how to advertise meetings and information. Many people recommended a concerted educational campaign about planning, while others had suggestions about one-off outreach methods but made it known that the more places they see a meeting or service advertised, the more likely they are to attend or access it. It was also noted that outreach is needed where underserved people typically congregate. Several people also suggested that local government could take tips and strategies from businesses on how to reach them.

We need you to really try and contact us and let us know about meetings that we can attend. Send us flyers, emails, call, text, put up signs and programs on the TV.

The following places and ways to reach people are listed from most to fewest participant mentions:

- Field outreach with flyers
- Direct mail postcards, similar to those received from Cash for Homes companies
- Social media
- On-bus advertisements and bus stop advertisements
- Phone calls
- More visually-appealing, clearly worded posted yard/street signs
- Local TV news stations
- Develop a phone application or use existing apps

- Phone alerts/texts
- Radio
- Billboards, like at bodegas
- Advertise at Mosques
- A 411 number that people can call
- At fun public events; hold picnics with free food
- Mailouts to new residents, like a Welcome packet
- Include info with lease-signing paperwork (who to contact, when City Council meetings happen)
- Send information home with children to their parents
- Post where people pay their utility bills on the City of Tampa website and mailers
- Public places people go regularly like DMV, courthouses, hospitals
- Housing assistance could be advertised on Zillow
- More offline/network-based promotion methods for meetings/hearings
- Labor halls
- Discount store entryways
- Laundromats
- Jails

Many people expressed that they want to be involved in what Plan Hillsborough and other local governments and agencies are doing, but they simply have never heard of the agency and haven't been taught what local governments do and how to engage with them.

I have never heard a single thing about local meetings or local decisions being made - I didn't even know that anyone wanted to hear my opinion so please make it easier for us to access these meetings. I get so many calls a day from scammers, so if they can call me, why can't the county also call or send me a text, email, etc. to notify me?

Conclusion and Next Steps

The engagement methods performed for this plan were not designed to produce statistically significant findings, so a future study should be performed that uses a random sample with additional oversampling techniques. Some additional questions might seek to understand the challenges faced by demographics that were not focused on in this plan such as youth under 18, and explore challenges faced by people who live at the intersection of multiple marginalized identities. An additional research component could compare differences in access between well-served and underserved communities.

While there are many more questions to explore, the findings of this engagement effort provide a foundation of evidence that members of underserved communities in Hillsborough County face many challenges in accessing quality community elements, and that members of these communities generally feel that interpersonal and systemic discrimination contribute to their disadvantage. Two overarching themes within this effort's findings are segregation and displacement. People observed that more affluent, majority-white parts of Hillsborough County receive more attention and investment than lower-income Black and Hispanic/Latino communities, and wherever investment occurs, market forces are pushing underserved people out of their homes.

When asked, “How can we, as a planning agency, help put an end to inequality and discrimination,” most recommendations mentioned prioritizing underserved communities in budgeting decisions. Some made specific suggestions about budgeting methods, such as participatory budgeting, while others named specific things in underserved communities needing funding, such as affordable housing, sidewalks and more bus routes.

When we looked at the earlier presentation about what happened with the highways, it was deliberate that they would get rid of African American or Black or low-income areas and that created a lot of destruction. Well, the other thing that happened almost as systematically in my opinion is neighborhoods like Progress Village where, you don't provide resources, and things become... they won't be upgraded, they'll be in disrepair.

The TPO can impact the direction of funds and what is ultimately implemented and built through the agency’s Long-Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP) prioritization process, and the Planning Commission can impact land use development and community element provision by putting policies in the four jurisdictions’ comprehensive plans. Equity solutions that can be accomplished within Plan Hillsborough’s wheelhouse were included above in the recommendations in Part VII of this plan. However, there were many challenges identified through this plan’s engagement process that Plan Hillsborough cannot address as directly as other agencies in the county. The following recommendations were collected through the public engagement process for this plan, but cannot be accomplished within the scope of Plan Hillsborough’s work. They are provided here because Plan Hillsborough sees value in reporting on suggestions that apply to the work of other agencies, and is committed to working with and supporting other agencies in Hillsborough County as we strive to help create more equitable outcomes together.

- 1. Invest in public schools and amenities in underserved neighborhoods.** The county may want to explore other ways to fund schools outside of property taxes. People feel that schools in lower-income areas need to be invested in so that children do not need to be bused to other parts of the county to attend the “good schools.” This would help Plan Hillsborough reach density and community element access goals.
- 2. Divest from punitive criminal justice measures and invest in programs and policies that improve people’s quality of life and physical and mental health.** Jurisdictions might consider reprioritizing their budgets to help underserved people through measures such as apprenticeship programs, job training programs, free mental health counseling, after-school programs, and rehabilitation programs that reduce recidivism.
- 3. Expand and better advertise first-time homebuyer programs.** First-time homebuyer grant programs could be grown, restrictions for people applying could be reduced, and the programs could be better advertised.
- 4. Renter Protection.** Jurisdictions might consider implementing robust site-visit programs to ensure that homes are livable, and consider consequences that can be implemented for landlords who mistreat their tenants and do not maintain their properties on a timely schedule.

5. **Explore emergency rent freezes and rent caps.** Jurisdictions might consider rent freeze protocols during emergencies such as the pandemic, as well as rent caps and freezes during times of immense income disparity. For example, several city councils around the country, including Jersey City, New Jersey and San Jose, California, voted to restrict or “freeze” rent increases for a set period of time during the COVID-19 pandemic.
6. **Improve advertisement of public services and programs for underserved communities.** This includes programs for seniors, youth, women, the disabled, people of color, low-income people and more that help them access jobs, schools, housing, and other assistance.
7. **Examine eviction regulations.** Once people experience an eviction – even a wrongful one – it becomes nearly impossible for them to find affordable rental properties moving forward. Preventing eviction can prevent additional hardship for underserved people.
8. **Explore home improvement assistance programs for minorities, the disabled, and seniors.** People are often cited for code violations who are low-income, elderly, or disabled and cannot address the code violation due to extenuating circumstances or physical/mental health issues.
9. **Raise the minimum wage.** The minimum wage has not increased with the cost of housing, transportation, and other things that are required for people to live such as groceries, healthcare, school, and childcare.
10. **Develop housing assistance programs that prioritize underserved populations.** Jurisdictions might consider prioritizing seniors for housing assistance, developing public housing that is friendly to people with disabilities, and developing programs that assist immigrants and refugees find appropriate housing with consideration of their cultural differences.
11. **Implement Housing First model for the homeless.** Housing First programs put homeless people in homes before providing wrap-around services rather than requiring them to meet a list of requirements before housing them. Consider adopting a “Built for Zero” approach that strives for a “functional zero” number of homeless residents as well.
12. **Provide public bathrooms.** Jurisdictions might consider developing a program to build and maintain public bathrooms in the dense urban core for people with disabilities, tourists, and the homeless. People deserve to use a restroom with dignity and some people with disabilities cannot wait to find a private restroom.
13. **Bring decision-makers to the people.** All decision-makers, including City Council, the Mayor, the School Board, the Health Department, etc., might consider incorporating door-knocking or walking the streets of their jurisdiction to their routine schedule.
14. **Honor and invest in Hillsborough County’s Black, Hispanic, and Indigenous history.** Jurisdictions might consider requests to remove racist symbols and relics of the past from government buildings, public land and public documents, and requests to implement land acknowledgements utilizing guidance from the U.S. Department of Arts and Culture ([usdac.us/nativeland](https://www.usdac.gov/nativeland/)).

Appendix H: Focus Group Facilitator Guide

Discussion Guide

Plan Hillsborough – Nondiscrimination Plan 2021 Update

March 3, 4, 9, 10, 11

6:00 PM – 8:00 PM EST

(120 minutes total)

*Note: Questions and subject areas in this discussion guide **may not be presented in exact order or verbatim**, and additional issues may come up. Each discussion will have its own flow, and the moderator will keep things on track to touch on all subject areas. **Questions highlighted in blue are priority.** Questions below highlighted questions are probing questions.*

Main objective: To understand how being a member of an underserved demographic group affects access to community amenities such as jobs, transportation, schools, housing, and public meetings, and identifying recommendations to improve access.

INTRODUCTION

Why you're here

You were chosen to participate in today's focus group because you are a member of the (*Black/African American; Latinx/Hispanic; Disability; Low-Income; LGBTQ*) community, which has been identified in state and federal laws as a group that's been historically underserved. We are asking you to help us understand if or how being a member of this group affects your access to things in the county like jobs, transportation, schools, housing, parks, grocery stores, things like that. We are hoping you can help us understand challenges in your ability to access those things, but also help us identify solutions that will become recommendations for how we can develop our county's infrastructure and programs to improve your access and quality of life.

How your feedback will be used

Your feedback today will help us write policy, program and planning recommendations that will go into our Nondiscrimination Plan. The Nondiscrimination Plan is a document that we're required to write to show that we are following Federal laws like the 1964 Civil Rights Act and

the 1990 Americans with Disabilities Act. You can expect to see your recommendations carried out in both the short-term of 1 to 2 years, and long-term through our 25-year Long Range Transportation Plan. Recommendations could look like stepping-up our ability to provide materials in languages other than English, new public engagement strategies, or new equity-focused policies in our plans. The updated Nondiscrimination Plan with your recommendations in it should be done by this summer and future updates will occur every three years. Do you have any questions?

Focus group rules & format

- How many people are familiar with focus groups? For our purposes, the focus group format helps us understand trends and numbers in survey data – they help us identify *root causes* and *solutions* because you can tell us your personal story and we can ask you for more information.
- No right or wrong answers – no prize or more money – we want to hear what you really think!
- I will be asking clarifying questions in order to understand. Informal – please jump in if you have a response to the question.
- Be respectful of others and assume best intentions; we’re all coming from different experiences and perspectives.
- This Zoom meeting is being recorded for research purposes. Your personal information will not be published in the report. **Please indicate your consent to being recorded by typing your first name into the chat box at this time. I will also now go around the room and ask you to state your name and verbal consent.**
- After today’s meeting, you will be emailed a \$25 gift card to the email address you provided. If you require a physical gift card, it will be mailed to the physical address you provided.

Participants’ self-introductions

Please state your name, years you’ve lived in Hillsborough County, and one of your favorite places to eat in Hillsborough County

ACCESS AND PRIORITIES

The first topic we want to cover is your ability to safely travel around Hillsborough County using different transportation options.

Question 1: First, let’s discuss any potential challenges or barriers with traveling throughout the County. What specific challenges have you faced when traveling using various modes of

transportation throughout Hillsborough County, such as walking, bicycling, driving, or taking public transportation?

- a. How many of you ride a bike? What are some challenges to getting around the County on a bike?
- b. How many of you walk? What are the challenges...?
- c. How many of you ride the bus? What are the challenges...?
- d. How many of you drive a car? What are the challenges...?
- e. (Time permitting) Any other ways you get around? Challenges...?

Question 2: Now let's talk solutions. Considering the modes we talked about, what would make it easier to get around?

- a. by bike
- b. on foot
- c. by bus
- d. by car

The next topic we would like to discuss is your potential difficulty in accessing quality jobs and other destinations in the County. With this question, we want to understand what specific places you have difficulty getting to, and why you've had difficulty accessing them.

Question 3: What kinds of places have you had difficulty getting to?

- a. What about access to good jobs?
- b. What about access to doctors? Grocery stores? Clubs or parks? Government meetings? Community organization meetings?
- c. What are the challenges you have faced accessing those places?

Question 4: Now let's talk solutions. What places would you like to have better access to, and what would make it easier to access those places?

- a. Ask about specific places people mentioned above...

The next topic we want to cover is your ability to access affordable housing in the County.

Question 5: What specific challenges or barriers have you faced when looking to secure affordable housing in the County?

- a. Who has looked for a place to **rent**?
 - i. What was that process like –did you use websites or rely on word of mouth?
 - ii. What were important qualities of the housing and neighborhood that you looked for?
- b. Who has looked for a home to **buy**? What was that process like?

Question 6: Now let's talk solutions. What would have made the process of finding a place you would like to live easier?

PUBLIC ENGAGEMENT

The previous questions focused on accessibility whereas the next section focuses on public participation, particularly your participation in meetings and activities hosted by local government agencies. Community engagement and leadership is an essential part of the planning process that we want to improve.

Question 7: Have you ever participated in an event hosted by a local government agency, like a city council meeting, a planning open house, or a public hearing? Why or why not, and if so, what worked and what didn't work?

- a. For those who have, what challenges did you face when trying to access the meeting?
 - i. How did you find out about the event?
 - ii. Did you feel welcome?
 - iii. Was travel or time of day an issue?
 - iv. Did you feel like your voice was heard and that your participation made a difference?
- b. For those who haven't... why haven't you been to one?

Question 8: Now let's talk solutions. How can we improve our public engagement with the (Black/African American; Latinx/Hispanic; Disability; Low-Income; LGBTQ) community?

- a. For example, how can we support existing community organizing efforts?
- b. Where, or how can we better advertise what we do?
- c. How we can we make it easier for you to provide input on a project?

DISCRIMINATION (OPTIONAL)

Finally, we want to try to take responsibility as a local government agency for past and present-day discrimination in the ways that we are able to.

Question 9: In addition to improving transportation, housing, and community engagement, what are some things we should consider as a planning agency to improve access and quality of life for the (Black/African American; Latinx/Hispanic; Disability; Low-Income; LGBTQ) community? What are some ways we can help put an end to systemic discrimination?

CONCLUSION

Thank you so much for your participation this evening. Your feedback today will help Plan Hillsborough write policy, program and planning recommendations that will go into our Nondiscrimination Plan update, which we will be bringing to our Boards for approval this summer. We do plan to keep you all in the loop about the status of the plan and the progress we make towards carrying out your recommendations after the plan is approved, and we would like to keep in contact with you and stay in communication for future plans and projects that we might need your leadership and input for. Your gift card will be sent to your email or mailed to you the week of Monday, March 15th. If you have any questions or concerns, please direct them to Project Planner Dayna Lazarus at lazarusd@plancom.org or call 813-582-7383. Thank you and have a wonderful rest of your evening.

Appendix I: Planning for Equity Survey

English

1. What neighborhood in Hillsborough County do you live in? _____
2. What is your age? _____
3. What is your gender?
 - Male/Man
 - Female/Woman
 - Nonbinary | Bigender
 - Other (please specify) _____
4. Do you or someone in your household like a partner or parent speak English "less than very well"?
 - No
 - I speak English "less than very well"
 - Someone in my household speaks English "less than very well"
5. What is your employment status?
 - Full-Time
 - Part-Time
 - Unemployed
 - Prefer Not to Say
 - Other (Retired/Student/Disability)
6. What is your race/ethnicity? Check all that apply.
 - Black | African American
 - Hispanic | Latinx
 - Asian
 - Native American | Indigenous | Alaska Native
 - Pacific Islander | Native Hawaiian
 - White | Caucasian
 - Middle Eastern
 - Other Race (please specify) _____
7. Do you have a disability or multiple disabilities? If so, check all that best describe your disability or disabilities.
 - No, I do not have a disability
 - Physical Disability
 - Mental Disability
 - Developmental Disability
 - Prefer Not to Say

If you are comfortable doing so, please name your disability/disabilities.

8. Are you part of the LGBTQ+ community? If so, how do you identify? Check all that apply.
 - No, I am not part of the LGBTQ+ community
 - Gay | Lesbian
 - Bisexual | Pansexual
 - Transgender
 - Nonbinary | Bigender | Other Gender
 - Prefer Not to Say
 - Other LGBTQ+ Identity _____

9. What is your approximate household income?

- \$0-\$24,999
- \$25,000-\$34,999
- \$35,000-\$59,999
- \$60,000-\$99,999
- \$100,000 +
- Prefer Not to Say

10. In Hillsborough County, how difficult is it for you to access the following community elements (please note it's okay to skip rows if they "don't know")

	Very Difficult	Relatively Difficult	Relatively Easy	Very Easy
a. Employment opportunities where you can earn a living wage	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. Quality education (schools or job training sites)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Quality shopping areas (clothing, home goods, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. Quality grocery stores or food markets	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e. Quality healthcare (dentist, in-home care, primary care doctor, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f. Affordable, reliable, enjoyable, safe transportation options (personal vehicle, bike lanes, public transit, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
g. Quality affordable housing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
h. Quality parks and public space	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
i. Community organization meetings and events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
j. Local government public meetings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
k. Political power (influence over planning and policy decisions)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

11. In your opinion, has your race, national origin, religion, sex, gender, sexual orientation, disability, income, and/or ability to speak English negatively impacted your access to the community elements listed above?

Definitely Hasn't <input type="radio"/>	Probably Hasn't <input type="radio"/>	Not Sure <input type="radio"/>	Probably Has <input type="radio"/>	Definitely Has <input type="radio"/>
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12. In your opinion, has the demographic makeup of your neighborhood (in particular, the dominant race or average income level) negatively impacted your access to any of the community elements listed above?

Definitely Hasn't <input type="radio"/>	Probably Hasn't <input type="radio"/>	Not Sure <input type="radio"/>	Probably Has <input type="radio"/>	Definitely Has <input type="radio"/>
--	--	-----------------------------------	---------------------------------------	---

13. In your experience, a lack of access to which of the community elements listed above has had the greatest (negative) impact on your quality of life? _____

14. Please provide three ideas for improving community planning and community engagement to better serve communities that have been discriminated against.

1) _____

2) _____

3) _____

15. Would you like to tell us more about your experience with direct or systemic discrimination in community planning by providing your story as a written story, audio story, or video story?

- Yes No Maybe

16. Would you like to be part of a one-time focus group between February and March 2021 to tell us more about your experiences with direct or systemic discrimination in community planning?

Yes No Maybe

17. If you responded "Yes" or "Maybe" to either question above or would like more info, please provide your:

Name: _____

Zip (or full address): _____

Email Address: _____

Phone Number: _____

(Please note that by entering your email address you consent to receive emails from Plan Hillsborough)

Spanish

15. ¿En qué vecindario del condado de Hillsborough vive usted? _____

16. ¿Cuántos años tiene? _____

17. ¿Cuál es su género?

Hombre

Mujer

No binario | Bigénero

Otro (por favor especifique) _____

18. ¿Usted o alguien muy cercano a usted, como una pareja o padre, habla inglés "menos que bien"?

No

Hablo inglés "menos que bien"

Alguien muy cercano a mí habla inglés "menos que bien"

19. ¿Cuál es su estatus de empleo?

Tiempo completo

Tiempo parcial

Desempleado

Prefiero no decir

20. ¿Cuál es su raza/origen étnico? Marque todas las que correspondan.

Negro | Afroamericano

Hispano | Latinx

Asiático

Nativo Americano | Indígena | Nativo de Alaska

Isleño del Pacífico | Nativo de Hawái

Blanco | Caucásico

Medio Oriente

Otra raza (por favor especifique) _____

21. ¿Tiene una discapacidad o discapacidades múltiples? Si es así, marque todas las que mejor describan su discapacidad o discapacidades.

No, no tengo ninguna discapacidad

Discapacidad física

Discapacidad mental

Discapacidad de desarrollo

Prefiero no decir

Si se siente cómodo haciéndolo, por favor indique su discapacidad/discapacidades.

22. ¿Forma parte de la comunidad LGBTQ+? Si es así, ¿cómo se identifica? Marque todas las que correspondan.

No, no soy parte de la comunidad LGBTQ+

Gay | Lesbiana

Bisexual | Pansexual

- Transgénero
- No binario | Bigénero | Otro género
- Prefiero no decir
- Otra identidad LGBTQ+ _____

23. ¿Cuál es su ingreso familiar aproximado?

- \$0-\$24,999
- \$25,000-\$34,000
- \$35,000-\$59,999
- \$60,000-\$99,999
- \$100,000 +

24. En el condado de Hillsborough, ¿qué tan difícil es para usted acceder a los siguientes elementos de la comunidad:

	Muy difícil	Algo difícil	Algo fácil	Muy fácil
a. Oportunidades de empleo donde se puede ganar un salario digno	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. Educación de calidad (escuelas o centros de capacitación laboral)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Zonas comerciales de calidad (ropa, artículos para el hogar, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. Tiendas de comestibles o mercados de alimentos de calidad	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e. Atención médica de calidad (dentista, atención domiciliaria, médico de cabecera, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f. Opciones de transporte asequibles, fiables, agradables y seguras (vehículo personal, carriles de bicicletas, transporte público, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
g. Vivienda asequible de calidad	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
h. Parques de calidad y espacio público	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
i. Reuniones y eventos de organización comunitaria	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
j. Reuniones públicas del gobierno local	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
k. Poder político (influencia sobre la planificación y las decisiones políticas)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

25. En su opinión, ¿ha impactado negativamente su raza, nacionalidad, religión, sexo, género, orientación sexual, discapacidad, ingresos y/o habilidad de hablar inglés su acceso a los elementos de la comunidad listados arriba?

Definitivamente no <input type="radio"/>	Probablemente no <input type="radio"/>	No sé <input type="radio"/>	Probablemente sí <input type="radio"/>	Definitivamente sí <input type="radio"/>
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26. En su opinión, ¿ha impactado negativamente la composición demográfica de su vecindario (en particular, la raza dominante o el nivel de ingreso promedio) a su acceso a los elementos de la comunidad listados arriba?

Definitivamente no <input type="radio"/>	Probablemente no <input type="radio"/>	No sé <input type="radio"/>	Probablemente sí <input type="radio"/>	Definitivamente sí <input type="radio"/>
---	---	--------------------------------	---	---

27. En su experiencia, ¿cuál de los elementos de la comunidad listados arriba ha tenido el mayor impacto (negativo) en su calidad de vida debido a la falta de acceso? _____

28. Por favor proporcione tres ideas para mejorar la planificación comunitaria y la participación de la comunidad para mejorar el servicio a las comunidades que han sido objeto de discriminación.

- 1) _____
- 2) _____
- 3) _____

15. ¿Le gustaría contarnos más sobre su experiencia con la discriminación directa o sistémica en la planificación comunitaria proporcionando su historia en forma escrita, en formato de audio o de vídeo?

Sí No Tal vez

16. ¿Le gustaría formar parte de un grupo de enfoque entre febrero y marzo de 2021 para compartir sus experiencias con la discriminación directa o sistémica en la planificación comunitaria?

Sí No Tal vez

17. Si respondió "Sí" o "Tal vez" a cualquiera de las preguntas anteriores o desea más información, proporcione su:

Nombre: _____

Dirección: _____

Dirección de correo electrónico: _____

Número de teléfono: _____

(Por favor tenga en cuenta que al introducir su dirección de correo electrónico usted acepta recibir correos electrónicos del autor de la encuesta)

Appendix J: Title VI and Nondiscrimination Complaints

The TPO has received one (1) informal complaint of discrimination on the basis of race since the last Nondiscrimination Program update. The complaint was handled in accordance with the 2018 Complaint Procedures, and the TPO issued a report of findings and letter of decision on June 8th, 2021.

Name of Complainant	Name of Respondent	Basis of Complaint	Date of verbal or non-written complaint	Date MPO notified FDOT D7 Title VI Coordinator
Charles Eldredge	Joshua Barber	Race/Color	Wednesday, March 10, 2021	FDOT District 7, Central Office, and FHWA Notified of informal complaint on March 11th

P L A N H I L L S B O R O U G H
NONDISCRIMINATION & EQUITY PLAN

Planning for an equitable future

