

## STAFF REPORT

### [CPA 06-28 Transportation Element Map and Text change. Hillsborough County Corridor Preservation Plan](#)

#### First Cycle of 2007 Plan Amendments

#### I. PROPOSED COMPREHENSIVE PLAN AMENDMENT

##### A. Description of Request

**Request:** Proposed amendment to the Transportation Element to update the Corridor Preservation Map and a listing of roadway projects for the purpose of identifying right-of-way needs and providing the County with more opportunities to require new development to provide rights-of-way and/or build roads and other transportation infrastructure such as sidewalks, bicycle lanes, and trails during the development review process. The proposed amendment was continued from the second cycle of plan amendments 2006 in order to receive input from the public affect by the additional roadway projects. The staff of Planning and Growth Management Department has been conducting public information workshops throughout the unincorporated County of solicit public input on the proposed amendment to the Corridor Preservation Plan.

**Impact:** The proposed amendment will increase number of roadways on the Corridor Preservation Map. The addition of these new roadways would provide the opportunity for preservation of land needed to provide for corridors to accommodate the transportation improvements over the next 30 years. The change would also allow the County to acquire land area for road improvements (rights-of-way) when new development is proposed on these added roadways. The preservation of the land area may limit the amount and type of development occurring along these roadways on the Corridor Preservation Map.

##### B. Review Agency/Department Responses

Copies of agency responses are included as an attachment to this report. Hillsborough County Agencies/Departments with no objections or no significant comments to the proposed amendment are as follows:

- Hillsborough County Environmental Protection Commission

- Hillsborough County Planning and Growth Management Dept. – Transportation Division.
- Hillsborough County School Board
- Hillsborough County Sheriff’s Office
- Hillsborough County Solid Waste Department
- Hillsborough County Water Resource Team
- Hillsborough County Fire Rescue

**The following County departments provided specific comments:**

- Hillsborough County Hillsborough Area Regional Transit Authority
- Hillsborough County Planning and Growth Management Department
- Metropolitan Planning Organization
- Hillsborough County Parks and Recreation Department

**Comments were not received from the following Hillsborough County Agencies/Departments.**

- Florida Dept. of Transportation – District 7
- Hillsborough County Public Works Department (Stormwater Management Section)
- Hillsborough County Management & Budget Department
- Southwest Florida Water Management District

*See Section II. Review Agency Comments*

**C. Conformance with the Future of Hillsborough 2015 Comprehensive Plan**

The proposed amendment is consistent with the following objectives and policies of the Transportation Element of the *Future of Hillsborough* Comprehensive Plan.

**Transportation Element**

**Chapter 4 – Goals, Objectives, and Policies**

***OBJECTIVE 1.5:** Provide for and promote coordinated transportation planning, right-of-way protection, and project implementation across jurisdictional boundaries, to preserve the corridors for transportation use, to maintain transportation level of service for concurrency, to improve coordination between land use and transportation, and to minimize the adverse social, economic, and environmental impacts of transportation facilities on the community.*

**Policy 1.5.1**

*The Corridor Plan Listing, which is adopted as part of this Comprehensive Plan in Appendix G, and Map 25 which is contained in Appendix H, identify right-of-way requirements, general alignments and standards for all transportation corridors primarily within the Urban Service Area to support development patterns as defined in the Future Land Use Element, for a 30-year timeframe.*

**Policy 1.5.2**

*By September 30th of each year following the adoption of this Corridor Plan, the County shall reviewed the Corridor Plan, and updated it as necessary, to address the growth and mobility needs of the County.*

**Policy 1.5.3**

*All applications for development approval shall be reviewed for consistency with the adopted Corridor Plan and shall be approved only if they are consistent with the Corridor Plan.*

**Policy 1.5.4**

*By March 31, 2005, Hillsborough County shall adopt a Corridor Management Ordinance, in accordance with subsection 337.273(6), Florida Statutes, which is designed to protect existing and future transportation corridors designated in the Corridor Plan from development encroachment (this includes buildings, parking areas, water retention areas, etc.). The ordinance shall contain provisions for minimum standards for right-of-way widths for roads and other transportation facilities, and a requirement that future rights-of-way be set aside, within or adjacent to development, as shown on the County's Corridor Plan Map. Where appropriate, the ordinance shall also contain provisions for adequate space for alternative modes of transportation.*

**Policy 1.5.5**

*The Corridor Management Ordinance shall provide that development orders shall require developer reservation or dedication of rights-of-way, consistent with the Corridor Plan, provided that any required reservations or dedication shall not exceed the amount of land that is roughly proportionate to the impacts of the development on the transportation network. This shall be accomplished through the review of new development and/or redevelopment during rezoning or the development permitting process to determine if the development is within or adjacent to rights-of-way identified on the Corridor Plan Map.*

**Policy 1.5.6**

*The Corridor Management Ordinance shall prohibit the development of any structures, parking areas or drainage facilities (except as allowed on an interim or temporary basis) within corridors indicated on the Corridor Plan Map. However, the Ordinance shall also contain mitigation measures designed to preclude the taking of private property unless fair compensation for any such taking is provided.*

*These measures shall address properties which are located in a manner or exhibit characteristics that preclude the reasonable use of such property if the protective right-of-way is maintained free of structures, drainage facilities, or parking during the development of the property. These measures may include, but shall not be limited to, transfer of development rights within or without the project site, and/or the granting of waivers from required setbacks, buffers, or other requirements contained in this Comprehensive Plan or implementing land development regulations.*

#### **D. Staff Analysis**

Planning Commission staff met with staff from the Transportation Division of Planning and Growth Management Department on several occasions after this amendment was submitted. The Planning Commission staff expressed some concerns regarding the roadways that were designated outside of the Urban Service Area and the lanes that were proposed for the roads in the Rural Area. Additionally, Planning Commission staff and the public identified two (2) roadways potentially affecting environmental sensitive lands; Joe Sumner Road extension and the extension of 24<sup>th</sup> Street SE crossing the Little Manatee River connecting to Lightfoot Road. Also the improvement to U.S. Highway 41 to six lanes, which would be inconsistent with the Ruskin Community Plan, was another roadway that Planning Commission staff as well as the public expressed concerns. As a result of these meetings, some roadway corridors, particularly outside the Urban Services Area were scaled back and the roadways that affected environmentally sensitive areas and the Ruskin Community Plan were deleted from the Corridor Preservation Plan. Also after discussion with County staff, one corridor inside the Urban Services Area (Lumsden Rd between Kings Ave and Lithia Pinecrest Rd) was removed due to potential impacts to the surrounding residential community. One new corridor (CR 579 between Sligh Ave and US 301) was added as a 2 lane enhanced, at the request of the County. County staff has agreed to the above changes and they are reflected in the enclosed list and map.

The proposed amendment to the Corridor Preservation Plan is in response to directive from the Board of County Commissioners. Additionally, the amendment covers several areas that were outlined in other planning documents. The following is the basis for the amendment to the Corridor Preservation Plan:

- The Corridor Preservation Plan is required to be updated to address projected condition.

- The Board of County Commissioner's (BOCC) directed County staff (at the adoption of the County Truck Route Plan in January, 2005) to ensure that additional right-of-way corridors are protected in south county for future road improvements.

The Board also asked that short and long term capital improvements are considered to make these corridors more truck friendly. This includes improvements to CR 39 (south of Lithia Pinecrest road), and CR 672 from CR 39 to US Highway 301. This was to encourage trucks/goods movement and to avoid heavily congested SR 674 and Lithia Pinecrest Road.

- The Board directed staff to amend the Long Range Transportation Plan for Bell Shoals Road from Bloomingdale Avenue to FishHawk Boulevard as a 4-lane corridor; Lithia Pinecrest Road from Bloomingdale Avenue to FishHawk Blvd. as a 4-lane corridor; and US 301 in south county as a 6-lane corridor. This is currently underway.
- The Ruskin Community Plan identified the need for street connectivity in a grid-like pattern within the village area of Ruskin. This was basis for the 2-lane connectors in the Ruskin area identified in the County's Plan amendment.
- The Thonotosassa Community Plan identified the need for limited 2-lane road connectivity. This was the basis for Joe Ebert Drive extension.
- The modeling and build-out data completed by Cambridge Systematics during the initial development of the Corridor Preservation Plan 2 years ago (and approved and adopted by the Planning Commission, BOCC, and State DCA) was revisited. Model runs and GIS analysis was reviewed.
- The Public Works Department Intersection Master Plan, Shoulder Improvement Program Plan, and Sidewalk Needs Plan were reviewed. Many of the roadways are proposed for "enhancements." Enhancements (using the same enhancement definition as the MPO LRTP) include low cost improvements such as intersection improvements, bicycle and pedestrian facilities, and ITS facilities. The enhancements were based on these sources and recommendations from the Public Works and the Planning & Growth Management staff.
- Transportation professionals from the Florida Department of Transportation, Public Works Department, and P&GM support the opinion that it is important to preserve right-of-way on Regional Roadways whether or not they are located outside the Urban Services Area. Most 2-lane regional roadways are experiencing rapid increasing traffic according to a review of traffic count data.

This was the basis for identifying 4-lane right-of-way protection on US Highway 301 from Fowler Avenue to the Pasco County line, SR 39 from Knights Griffin Road to the Pasco County line, SR 674 from US Highway 301 to CR 39, CR 672, and US Highway 301 south of SR 674. A good example of the importance of preserving right-of-way on major regional roads is along US Highway 301 in south Hillsborough County. If right-of-way was not preserved for future improvements on the road in the past (dating back to the 1950s) the road improvement project being implemented today on US Highway 301 would most likely not be cost affordable.

- Development Review/Zoning staff recommended several corridors for right-of-way protection because they front along and will potential support major DRIs and rezonings currently under review. These roadways include CR 672 and SR 674.
- The amount of right-of-way required for enhancement improvements varies. This must be reviewed on a corridor and development by development basis. Generally 2-lane roadways widths vary as does existing ownership of public right-of-way. Many of the roadways identified for shoulder improvements by Public Works Department are located on substandard and narrow 2-lane roads that currently do not provide shoulders. The shoulders can also improve travel for bicyclist. There is some overlap as to the recommended enhanced roads and roads that have been identified for future bicycle lane improvements. The County's Land Development Code (6.02.07) D. "Right-of-way" provides minimum standards for right-of-way needs. Minimum right-of-way widths are also described in the county's Transportation Technical Manual "Section 2.2 A. Minimum Standards for Right-of-Way ". Right-of-Way widths for 2-lane roadways vary from 50 feet to 122 feet depending upon the classification. Up to 6 feet of additional right-of-way is recommended in the Technical Manual to accommodate additional storm water, shoulders, turn lanes, bicycle facilities improvements to the corridor.
- Traffic count data/trends/ and current level of service were considered in developing the recommendations. Traffic data was analyzed on several corridors experiencing rapid growth. (e.g. Bell Shoals, Lithia Pinecrest Road). Traffic volumes are increasing at a more rapid rate then forecasted in long range transportation plans on several south county roads including Lithia Pinecrest Road. As you know, the County is in the process of submitting transportation plan amendments for several roads including parts of Bell Shoals Road, Lithia Pinecrest Road, and US Highway 301.

## E. Staff Conclusions and Recommendation

Staff has reviewed and found the proposed amendment to add specific roadways to the Hillsborough County Corridor Preservation Plan to be consistent with the goals, objectives and policies of the Comprehensive Plan. It is recommended that the Planning Commission approve the attached resolution finding the proposed plan amendment **CONSISTENT** with the *Future of Hillsborough* Comprehensive Plan and recommend APPROVAL of this Transportation Element Text and Map amendment 06-28 to the Board of County Commissioners.

Staff Report by: Stephen B. Griffin, AICP

Date: January 5, 2007