



HILLSBOROUGH COUNTY

Greenways and Trails Master Plan

October 2023



Community Infrastructure
& Planning Department

Acknowledgments

HILLSBOROUGH COUNTY GREENWAYS AND TRAILS MASTER PLAN

Many thanks to everyone who contributed to the Greenways and Trails Master Plan Update, including residents, government agencies and County departmental staff.

Special recognition goes to the Hillsborough Greenways Committee for their invaluable involvement throughout the entire plan update process.

PARTNERS

Hillsborough Greenways Committee

Hillsborough County Capital Programs

Hillsborough County Conservation and Environmental Lands Management (CELM)

- Jan K. Platt Environmental Lands Acquisition and Protection Program (ELAPP)

Hillsborough County Engineering and Operations

Hillsborough County Parks and Recreation

Hillsborough County Office of the County Attorney

Plan Hillsborough

- Hillsborough County City-County Planning Commission
- Hillsborough Transportation Planning Commission (TPO)

Florida Department of Transportation District 7

Florida Department of Environmental Protection, Division of Recreation and Parks, Office of Greenways and Trails

Southwest Florida Water Management District (SWFWMD)

City of Plant City

City of Tampa

City of Temple Terrace

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Executive Summary

Hillsborough County Greenways and Trails Master Plan



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Executive Summary

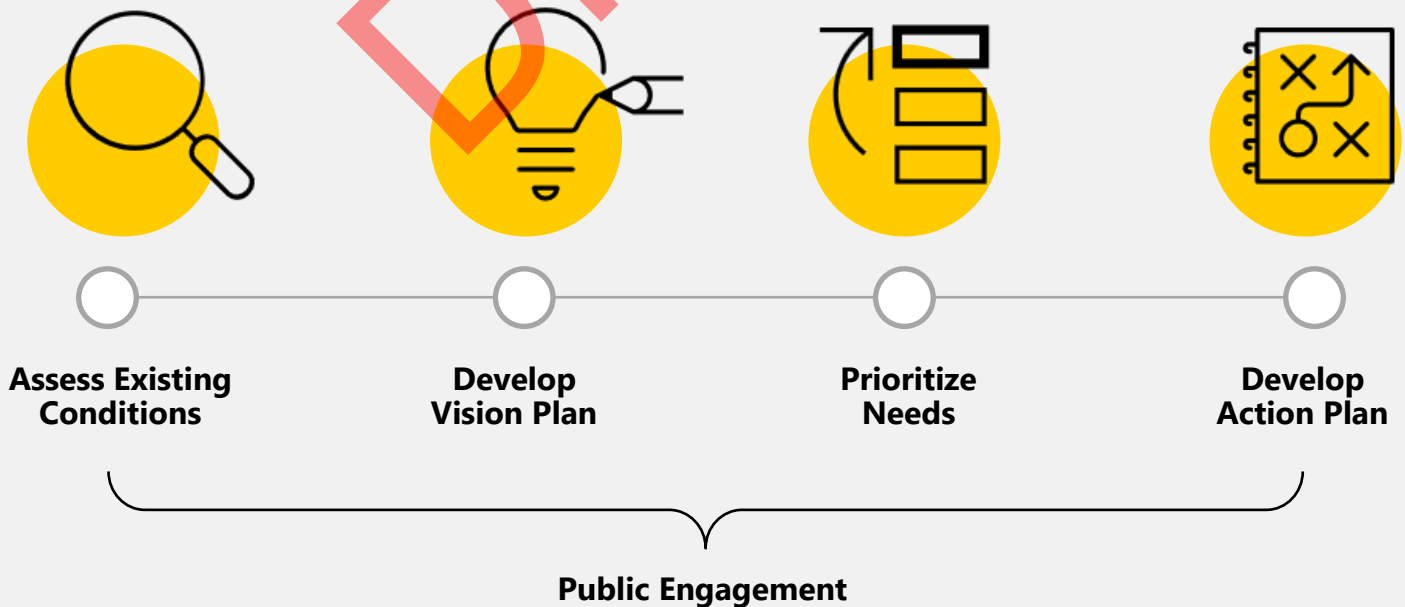
The County's Greenways Master Plan, originally developed in 1995, envisioned a comprehensive network of trails serving various groups through different facility types. Over the years, the County has diligently worked towards its implementation. In 2022, a review and update of the plan commenced involving community engagement to assess if the original vision and goals still align with community needs.

The following document contains three sections: the Vision Plan, the Action Plan, and an Appendix. The Vision Plan provides the background of the existing greenways network in Hillsborough County, a summary of the community engagement that informed the Plan, and the Vision Map and Objectives that will guide the future development of greenways in Hillsborough County.

The Action Plan describes the prioritization process for ranking the Vision greenway projects, and includes planning-level cost estimates for select projects, funding strategies, and design guidance.

The Appendix contains the detailed metrics that informed the plan, such as projected future population growth, the availability of greenways to underserved populations, and user trends. The Appendix also offers a full inventory of existing greenways, a review of previous plans that relate to this Master Plan, a complete public engagement report, detailed prioritization results, information on the maintenance and operation of greenways, and an evaluation of the progress since the 1995 Greenways Master Plan.

Figure 1: Master plan update process



Public Engagement

In May 2022, Hillsborough County began a public engagement process to ensure that the updated plan resonated with the needs and desires of the community. To achieve this, the county emphasized early and continuous engagement with a diverse range of community stakeholders.

The public engagement process was multifaceted. During the summer of 2022, the County organized community listening sessions. These sessions were designed to gather feedback on potential new greenways and suggestions for improvements.

In fall 2022, community workshops were held to present drafts of the greenways vision map and the criteria for prioritizing greenway projects. Attendees participated in a visual preference survey to gauge public opinion on various greenway features.

Online engagement was another crucial aspect of the public engagement process. The county maintained an online hub that featured various projects, including the Greenways and Trails Master Plan update. This hub, with approximately 40,000 subscribers, was used to launch two surveys that largely replicated the content presented at these public meetings. An interactive mapping tool allowed survey takers to show the location of their ideas for new greenways and greenway improvements.

The Hillsborough Greenways Committee collaborated with the County team and provided feedback and guidance throughout the process, ensuring that the plan aligns with the community's needs and desires. The Committee held six public meetings over the course of a year to discuss the plan update.

The County collaborated with a variety of community stakeholders, including advocacy organizations like Bike Walk Tampa Bay, Florida Wildlife Corridor, and the Sierra Club of Tampa Bay. Municipal governments, youth organizations, utility companies, and businesses also played a role in shaping the master plan.

The 2023 update of the Hillsborough County Greenways and Trails Master Plan is a testament to the power of public engagement. By actively involving the community at every step, the county has ensured that the master plan reflects the collective vision of its residents, paving the way for a green and sustainable future.



Hundreds of ideas were collected through the online surveys, Community Listening Sessions, Community Vision Workshops, and follow-up correspondence over the course of the one-year Greenways Master Plan update process.

At the Summer 2022 Listening Sessions and corresponding online survey, participants gave their feedback on what makes an ideal greenway. Being safe from traffic, close to nature, and shaded were the top preferences. Participants also placed lines and comments on a map to indicate where they would like to see future greenways. These markings became part of the Vision Map.

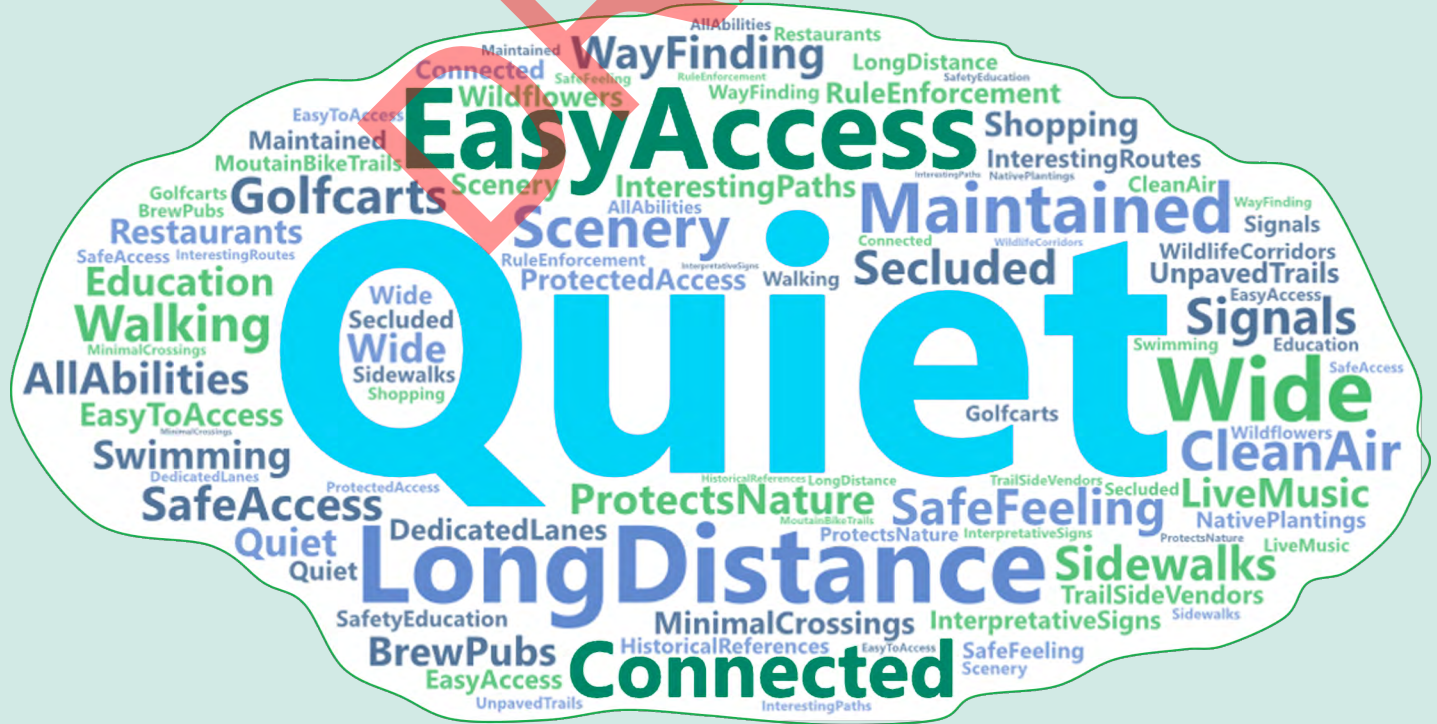
In the Fall 2022 Vision Workshops, participants responded to the draft Greenways Vision Map and proposed Objectives. Participants also gave input on their priorities for future greenways, which led to the following criteria for prioritizing projects:

- Access to Opportunity (Education and Transit)
- Community Access
- Connections to Nature
- Demand Indicators
- Economic and Employment Opportunity
- Network Connectivity
- Proximity to Other Key Public Facilities
- Safety

By using these measures, based on community values, to prioritize greenways, the County can focus their resources and efforts on the greenways that will benefit residents and visitors the most.

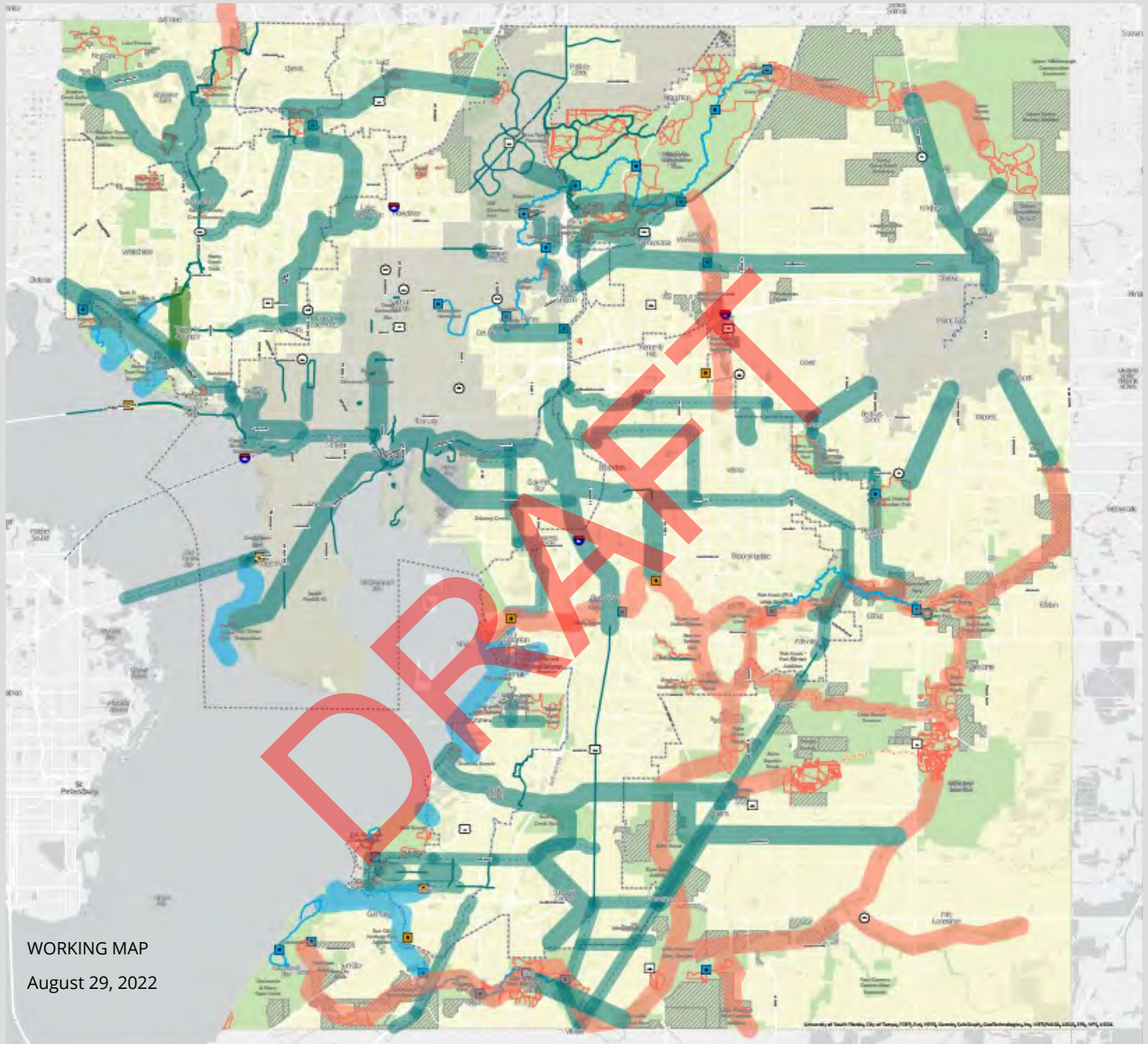
What other features makes an ideal greenway?

OPEN RESPONSES FROM COMMUNITY LISTENING SESSIONS & SURVEY #1 (SUMMER 2022)



Where should new greenways be located?

AGGREGATED PUBLIC INPUT FROM ALL SOURCES (SUMMER 2022)



At the Community Listening Sessions and in the online survey, participants were invited to share their ideas for new greenways and ways existing greenways in Hillsborough County could be improved.

MAP LEGEND

- | | |
|--------------------------------------|-----------------------------------|
| Existing + Under Construction | Vision Connections |
| — Paved | — Natural Corridor |
| — Unpaved | — Paved |
| — Blueway | — Unpaved |
| Planned Trails | — Blueway |
| --- Paved - In Development | ■ Existing Canoe/Kayak Launch |
| --- Paved - Conceptual | ■ Existing Launch for General Use |
| --- Unpaved - In Development | — Urban Service Area |
| --- Unpaved - Conceptual | — Cities |
| | — Parks and Protected Land |
| | ■ Approved ELAPP Sites |

Vision Plan

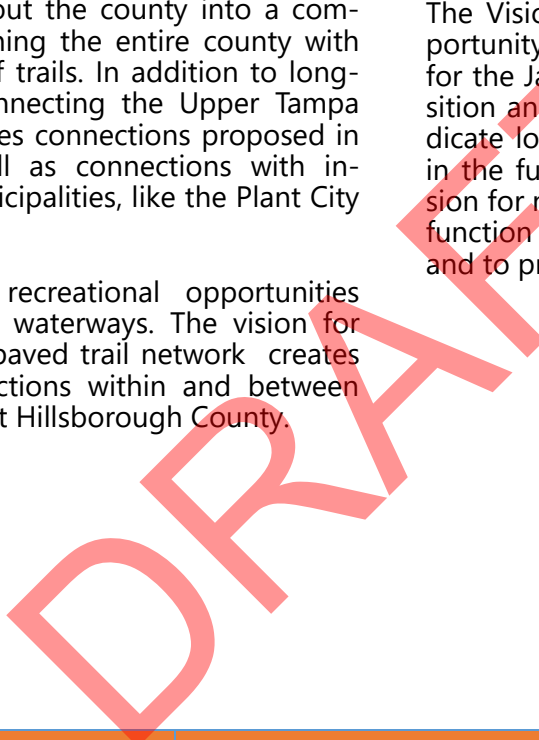
The Vision Plan was developed through extensive stakeholder engagement during the summer and fall of 2022. Its two main components are the Vision Plan map series, which shows the envisioned greenway network, and the objectives, which describe how the Vision should be realized.

The Vision Plan includes paved greenways, unpaved greenways, blueways, and natural corridors. The Hillsborough County paved greenway vision connects the existing facilities throughout the county into a comprehensive network spanning the entire county with an additional 289 miles of trails. In addition to long-standing projects like connecting the Upper Tampa Bay Trail, the vision includes connections proposed in community plans, as well as connections with in-development trails in municipalities, like the Plant City Greenway.

Unpaved trails provide recreational opportunities through parks and along waterways. The vision for Hillsborough County’s unpaved trail network creates 121 miles of new connections within and between conserved land throughout Hillsborough County.

The blueways in the vision network, if implemented, would add 37 miles of new paddling trails, connect the Alafia River and the Little Manatee River all the way to Tampa Bay, and provide new blueway connections through Upper Tampa Bay Park. Blueway implementation includes the construction of launches and the placement of navigational signs and markers along the route.

The Vision also includes Natural Corridor Opportunity Areas. These lands are approved sites for the Jan K. Platt Environmental Lands Acquisition and Protection Program (ELAPP), and indicate locations where land may be conserved in the future. These areas form part of the vision for natural corridors, which are intended to function primarily to protect natural resources and to provide passive recreation.



Facility Type	Existing Miles (as of March 2023)	Total Vision Plan Miles at Buildout
Paved Greenways	80	369
Unpaved Greenways	367	488
Blueways	45	82

Prioritization Results

A prioritized list of greenway projects in an adopted plan gives Hillsborough County a roadmap for project funding and implementation. The full list of projects with their scores and rankings in in Appendix H.

The tables shown on the following two pages contain the top-ranked projects of each type: paved greenways, unpaved greenways, and blueways. The projects are shown in alphabetical order. The greenway lengths are approximate and may change as projects proceed.



Table 1: Top-tier paved greenway projects, in alphabetical order

Name	From	To	Length (mi)
Brushy Creek Greenway	Dale Mabry Hwy	Rocky Creek	6.5
Cross County Greenway (Brandon/East Rural)	Tampa Bypass Canal Trail	SR 574	0.2
Cross County Greenway (Brandon/East Rural)	Tampa Bypass Canal Trail	Lakewood Dr	3.5
George Rd	Town N' Country Greenway	Memorial Hwy	2.0
Hamner Tower Greenway	Hamner Tower	Sweetwater Creek	2.0
Hillsborough Ave/Tampa Bay Greenway	Pinellas County	Memorial Bikeway	4.8
South Hillsborough Pipeline Trail Segment A	Brandon Pkwy	Hometown Ln	11.5
Kirby Canal	Veterans Expwy	N St Peter Ave	3.9
Memorial Bikeway	Upper Tampa Bay Park	George Rd	6.9
Memorial Bikeway	Upper Tampa Bay Trail	Memorial Hwy	2.3
River to Canal Greenway	56 th St	Tampa Bypass Canal Trail	2.5
Shell Point Road	Cedar Dr	15th St SE	3.2
South Coast Greenway / Mariella Johns Smith Trail Phase VI Gibsonton	Riverview Dr	Symmes Rd	2.1
South Coast Greenway / Mariella Johns Smith Trail Phase IVA Sun City Center	CR 674	Willow Rd	3.2
South Coast Greenway / Mariella Johns Smith Trail Phase IVC 19th Ave	US 41	30th St	2.2
Sweetwater Creek - Carrollwood Greenway	Bay Lake	Gunn Hwy	2.4
Tampa Bypass Canal Segment 2—Maydell Drive to S of I-4	Maydell Drive	Garden Ln	4.3*
Upper Tampa Bay Trail, Phase IVA/IVB	Van Dyke Road	Peterson Road	3.0
US 301 - Canal to Alafia	Tampa Bypass Canal Trail	Boyette Rd	8.8
Wimauma Connector	US 301	Edina St	2.3

* Tampa Bypass Canal Segment 2 length includes existing segments.

Table 2: Top-tier unpaved greenway projects, in alphabetical order

Name	Length (mi)
Alafia-Manatee River Connector Trail	5.9
Alafia River Hiking Trail	4.0
Balm-Boyette Scrub - Alafia Connector	3.7
Balm Boyette - US 301 Connector Trail	1.6
Bell Creek Trail	2.9
Blackwater Creek and Lower Green Swamp Connector Trail	4.6
Cross Keystone Trail	1.8
Flowers/Hobbs Connector Trail	0.5
Grand Alafia Hiking Loop	30.3
Hillsborough River and Blackwater Creek Connector Trail	3.3
Hillsborough Preserve Connector	31.3
Jameson Road Nature Access	0.2
Little Manatee River Hiking Trail	13.4
North Alafia River Hiking Trail	7.0
Northwest Hillsborough/Pasco Trail	1.9
Seffner - Lake Thonotosassa Creekside Trail	5.1

Table 3: Top-tier blueway projects, in alphabetical order

Name	Length (mi)
Alafia to Bay Blueway	13.6
Cockroach Bay Blueway	5.3
Ruskin Inlet Blueway	3.3
The Kitchen Mangrove Blueway North Segment	4.8
Upper Tampa Bay - Channel A Blueway	2.6



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Vision Plan

Hillsborough County Greenways and Trails Master Plan



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Introduction

The Greenways Master Plan was first adopted in 1995 to guide the development of a network of greenways across unincorporated Hillsborough County. The goal of the plan is to provide direction to County staff and stakeholders for the implementation of greenways. As a policy document, the plan provides direction to Hillsborough County staff and agency and industry stakeholders for the implementation of greenways.

This update to the Greenways Master Plan is an opportunity to evaluate the 1995 plan's vision, objectives, and recommendations. Key elements of the plan update include:

- Document existing conditions
- Develop a Vision Plan
- Conduct public engagement
- Establish project prioritization
- Develop planning cost estimates

- Create greenways design guidance
- Determine next steps

The master planning process relies on understanding the current conditions, conducting extensive public engagement to develop a Vision Plan, prioritizing the needs, and developing an Action Plan which consists of cost estimates with potential funding sources, design guidance, and recommended next steps (**Figure 1**).

The purpose of the Greenways and Trails Master Plan is to document the current greenway network and establish prioritized, implementable actions to guide investments that meet the community's needs. The plan focuses on connecting existing and planned greenways in Hillsborough County to create a network of paved trails, unpaved trails, blueways (waterways for non-motorized recreational use), and natural corridors for recreation, transportation, and preservation.



Corridors identified may be used by a wide variety of users: people on foot, on bikes (including mountain bikes, road bikes, and traditional and pedal-assist bikes), on horseback, in kayaks and canoes, and on stand-up paddle boards, although not all trails accommodate all users. User compatibility and the distinct needs of different user types are discussed in this plan. Some corridors will be primarily natural, with little or no access to people, but which promote the healthy functioning of natural systems and provide habitat and mobility for wildlife.

The plan recommendations refine the vision of the county's greenway network and provide guidance for future policies, projects, programs, and work plans. This plan suggests potential greenway corridors, but in many cases more detailed work will be needed to determine specific alignments.

The community's overarching vision for the Hillsborough County greenway network is a system of connected paved trails, unpaved trails, blueways, and natural corridors that provide opportunities for recreation, transportation, and conservation. This vision is at the core of the Greenways and Trails Master Plan. Many of the County's greenways protect important natural and historical resources and integrate compatible recreational and educational activities. The County's greenways and conservation lands together are some of the community's most valuable assets because they move people, preserve ecological systems and wildlife habitats, and provide ecosystem services

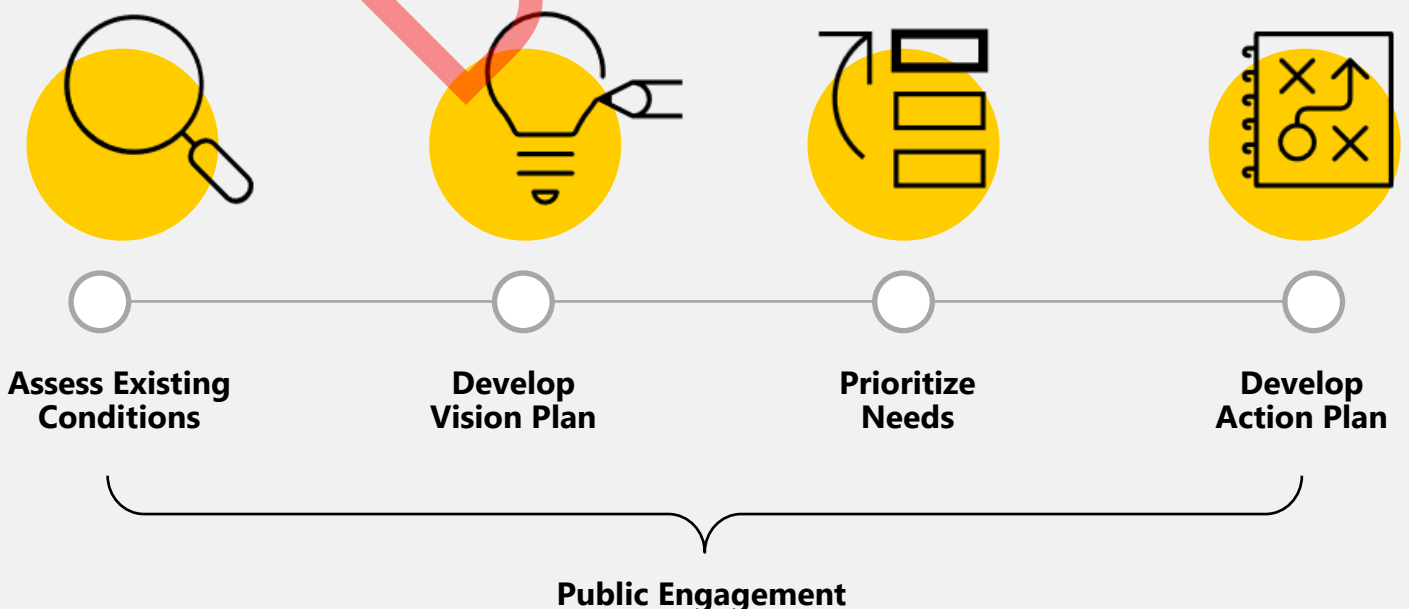
such as stormwater management in flood-prone areas.

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Figure 1: Master plan update process



Background



The Hillsborough County Greenways and Trails Network is a system of interconnected paved trails, unpaved trails, blueways, and natural corridors that provide opportunities for recreation and transportation. This section contains definitions of elements of the greenway network, a description of different types of greenway users, the history of greenway planning and improvement efforts in Hillsborough County, and a brief summary of the benefits of access to greenways.

Definitions

Throughout this Greenways and Trails Master Plan, the following key terms are used to describe elements of the Greenways and Trails Network:

Paved trails are designed to be part of a transportation system, providing routes removed from traffic for a variety of users. The primary users of paved trails are bicyclists and pedestrians, including pedestrians using mobility devices such as manual or motorized wheelchairs. While they may also provide a recreational experience, paved trails differ from other types of trails with their ability to provide a mobility function and can serve as a supplement to on-road bike lanes, shared roadways, bike boulevards, and paved shoulders. Paved trails can be located within a roadway right-of-way or within an independent right-of-way,

such as a utility corridor, old rail grade, or adjacent to a waterway.

Unpaved trails are paths with a natural surface (such as dirt or crushed shell) designed primarily for recreational purposes. They do not necessarily connect to destinations. Unpaved trails are largely designed for users to experience the outdoors and may be enjoyed by a variety of users such as people on foot, on bicycles, including mountain bicycles, and on horseback.

Blueways, or water trails, are any traditionally navigable waterways defined as having the capacity, in terms of length, width, and depth, to enable a kayak, canoe, or other type of non-motorized craft to make successful progress through the waterway, regardless of the presence of shallow rapids, exposed cobble, or other objects that may impede passage.

In practice, blueways span a wide array of levels of challenge, from standing water to challenging whitewater. Blueways may be designated on rivers or streams, or along specific routes through larger open bodies such as lakes or bays.

Natural corridors are comprised of natural features such as rivers, creeks, coastal and freshwater wetlands, wooded uplands, wildlife corridors, and other natural areas. These corridors often follow rivers and streams, but can also include intact woodland or scrub areas and other open land. They are primarily for land conservation, protection of waterways, and wildlife mobility, and may have limited access for recreation.

“Greenways” is an inclusive term used to refer to all of the above types of corridors. While “greenway” and “trail” are used interchangeably in common parlance, this plan will seek to follow the definitions above, except when referring to the entire greenway and blueway system. For ease of reading, these will be referred to as the “greenway network” or “greenways” as an inclusive term.

Who Uses Hillsborough County Greenways?

The County’s greenway network attracts many types of users, all of which have unique needs and expectations—they may want to explore nature, exercise vigorously, or just take a breath of fresh air. Broadly speaking, the ways people use greenways fit into the following categories:

- Walk, hike, run, wheel, skate
- Bicycle
- Equestrian
- Paddling

These different users sometimes have different needs for facilities and amenities. And how they use the greenways can sometimes create conflict – people on mountain bike and people on horseback may both be able to use unpaved greenways, and greenway planning and use by individuals needs to be done carefully and with safety in mind to reduce those conflicts.



History

Advent of Greenways Planning in Hillsborough County

In the early 1990s, the Board of County Commissioners saw the potential for meeting important community mandates for recreation and conservation through the creation of a network of interconnected greenways. The Board formed the Greenways Advisory Committee, a citizen group with broad representation, to assist in developing the county's first greenways plan.

Through the assistance of the National Park Service Rivers, Trails, and Conservation Assistance Program, which provided planning expertise and guidance, the planning process emphasized public participation and helped to inform citizens about the importance of greenways. The result of this process was the 1995 Hillsborough Greenways Master Plan.

Building a Greenways Network

In the early 1990s, the Board of County Commissioners (BOCC) envisioned a network of interconnected greenways that would provide new opportunities for outdoor recreation as well as routes for non-motorized travel.

Since then, Hillsborough County and its partners have continued working towards a complete greenways network.

Hillsborough Greenways Committee

The Hillsborough Greenways Committee was appointed by the BOCC to help develop the plan, and the National Park Service provided planning expertise and guidance. The Committee reflected the county's diverse citizenry and interests. The 1995 Greenways Master Plan was the realization of that vision.

County departments and agencies serve on the HGC as non-voting members. The Plan's next steps (in the Action Plan section of this document) include those related to the Committee.

Intergovernmental Coordination

The City of Tampa received National Park Service support to develop a Greenways and Trails Master Plan. The Tampa Greenways and Trails Master Plan was approved by Tampa City Council on February 1, 2001. In August 2012, the City of Tampa and Hillsborough County committees began meeting jointly. This continued through 2017.

The Hillsborough County Metropolitan Planning Organization (MPO) developed a Greenways and Trails Plan Update in 2016, which provided an updated study complementary to the 1995 plan and focused on paved trails. The MPO revised their Trail Facilities map in 2019.

2022-2023 Update: Hillsborough Greenways and Trails Master Plan

The County began its update to the Hillsborough County Greenways and Trails Master Plan in 2022.



Why Greenways?

The greenway network provides many benefits to people who live, work, and play in Hillsborough County. Trails provide places for physical activity, contribute to a multimodal transportation network, connect people with nature, and spur economic development. Natural corridors preserve natural environments and provide dedicated space for wildlife and vegetation.

Open space preservation. Conserving natural resources is an important piece of the legacy we will leave for Hillsborough County's future generations. Natural corridors preserve open spaces in the face of rapid development, protecting habitat for the many animals, insects, and plants that are important and unique to our region. Natural corridors also improve water and air quality, as they mitigate stormwater runoff, encourage water table recharge, and provide space for trees that reduce carbon dioxide in the atmosphere.

Health. The United States Centers for Disease Control and Prevention has found that moderate physical activity can substantially improve one's physical health, mental health, and quality of life.¹ Greenways provide inexpensive opportunities for active lifestyles by dedicating space for people to walk, wheel, jog, and bike. Greenways and trails also offer access to nature where people can relax and recharge.

Recreation. The greenway network provides a dedicated space for people to exercise outdoors and enjoy the natural environment. Many greenways are also connected to parks, water-based activities, and other areas for play.

Active Transportation. Greenways that are integrated with the sidewalk, bikeway, and public transit networks can serve as active transportation corridors, connecting people to the places they need and want to go. As greenways should be physically separated from vehicular traffic, they can also often provide a more comfortable active transportation experience for people of all ages and abilities.

Economic Development. As a desired community asset, greenways often increase adjacent property values, which benefits property owners, developers, and local government agencies. They also attract businesses and tourists, spurring economic investment and activity. Greenway access near businesses has been shown to increase sales revenue.²



Sources:

1. The Centers for Disease Control and Prevention, Physical Activity and Health: A Report of the Surgeon General, (1999). <https://www.cdc.gov/nccdphp/sga/pdf/execsumm.pdf>

2. Greenville Health System, Swamp Rabbit Trail: Year 2 Findings, (2014). https://www.rutherfordcountync.gov/document_center/Outdoor%20Recreation%20-%20Economic%20Impact%20Analysis/SRT%20Impact%20Study%20Year%202%20Final.pdf

Existing Greenway Network

As of 2022, the current greenways network in Hillsborough County, as shown in **Figure 2**, is made up of 493 miles of greenways. This includes approximately 80 miles of paved greenways, 367 miles of unpaved trails, and 45 miles of blueways. Of the unpaved trails, 237 miles are open to equestrian use.

Trails are owned and maintained by a variety of agencies. These include Hillsborough County, Southwest Florida Water Management District (SWFWMD), Florida Department of Transportation (FDOT) District 7, and Florida Department of Environmental Protection (FDEP).

The following maps include Conserved Lands. This map feature represents Parks & Recreational areas, acquired sites for the Jan K. Platt Environmental Lands Acquisition and Protection Program (ELAPP) and other identified preservation areas and public lands. Some areas identified as being conserved from a range of government entities and those identified as noteworthy due to their features, which may include wetlands or other hydraulic areas, are also included.

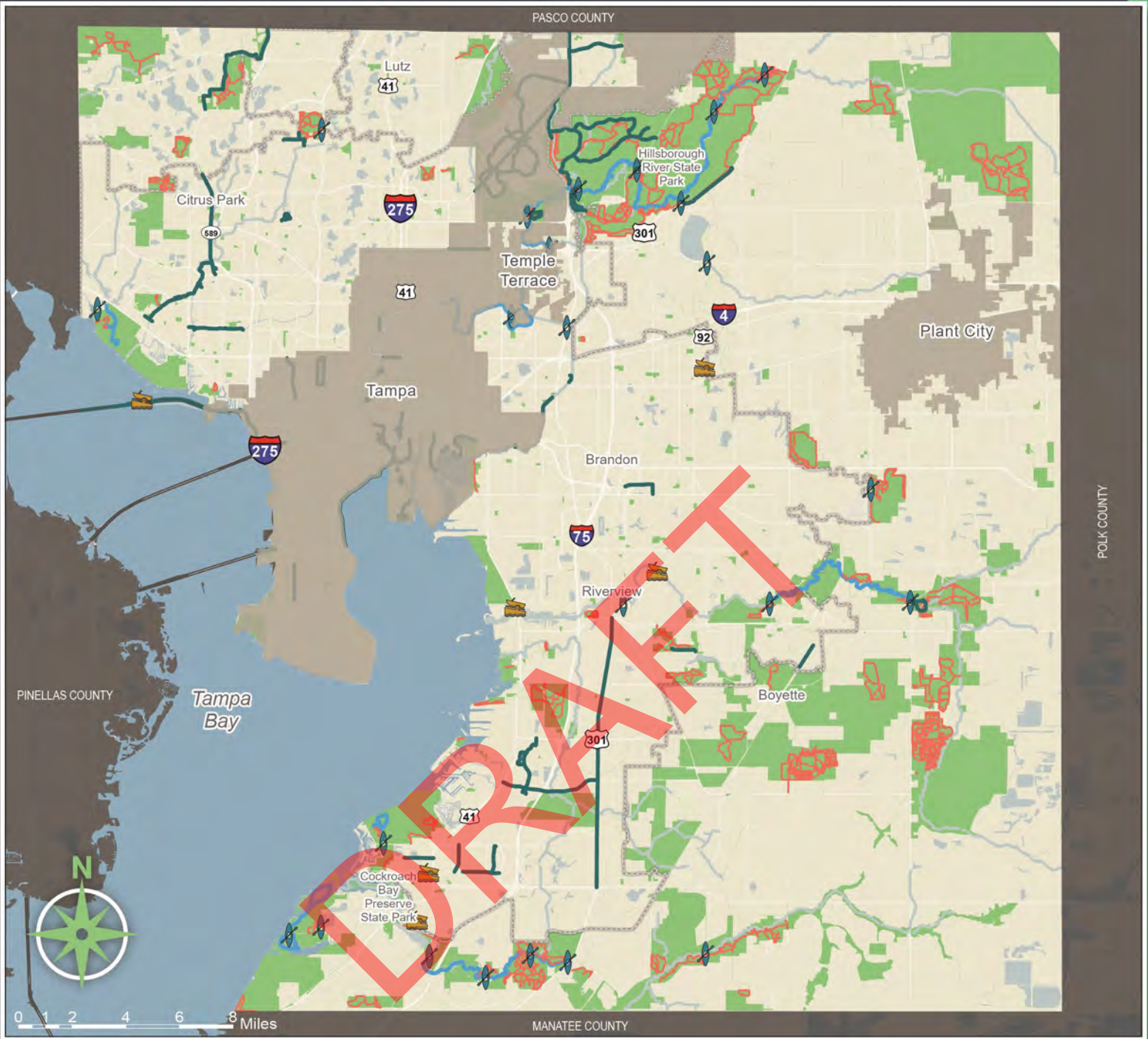
Existing Greenways: Paved Greenways

Paved greenways in Hillsborough County accommodate people on foot and on bike. Hillsborough County paved greenways are shown in **Figure 4** and listed in Appendix B.

Paved trails tend to be located in more urban parts of the county, but there are also paved trails within parks (such as the popular Flatwoods Loop) and along roads in more rural and suburban areas. Pavement creates a facility that is accessible to people of all abilities and makes walking and biking easy and efficient. The statewide SUN Trail network was established as a statewide system of high priority paved shared-use path corridors in Florida, and some of the paved paths in Hillsborough County form part of that developing network.



Figure 2. Hillsborough County existing greenways network

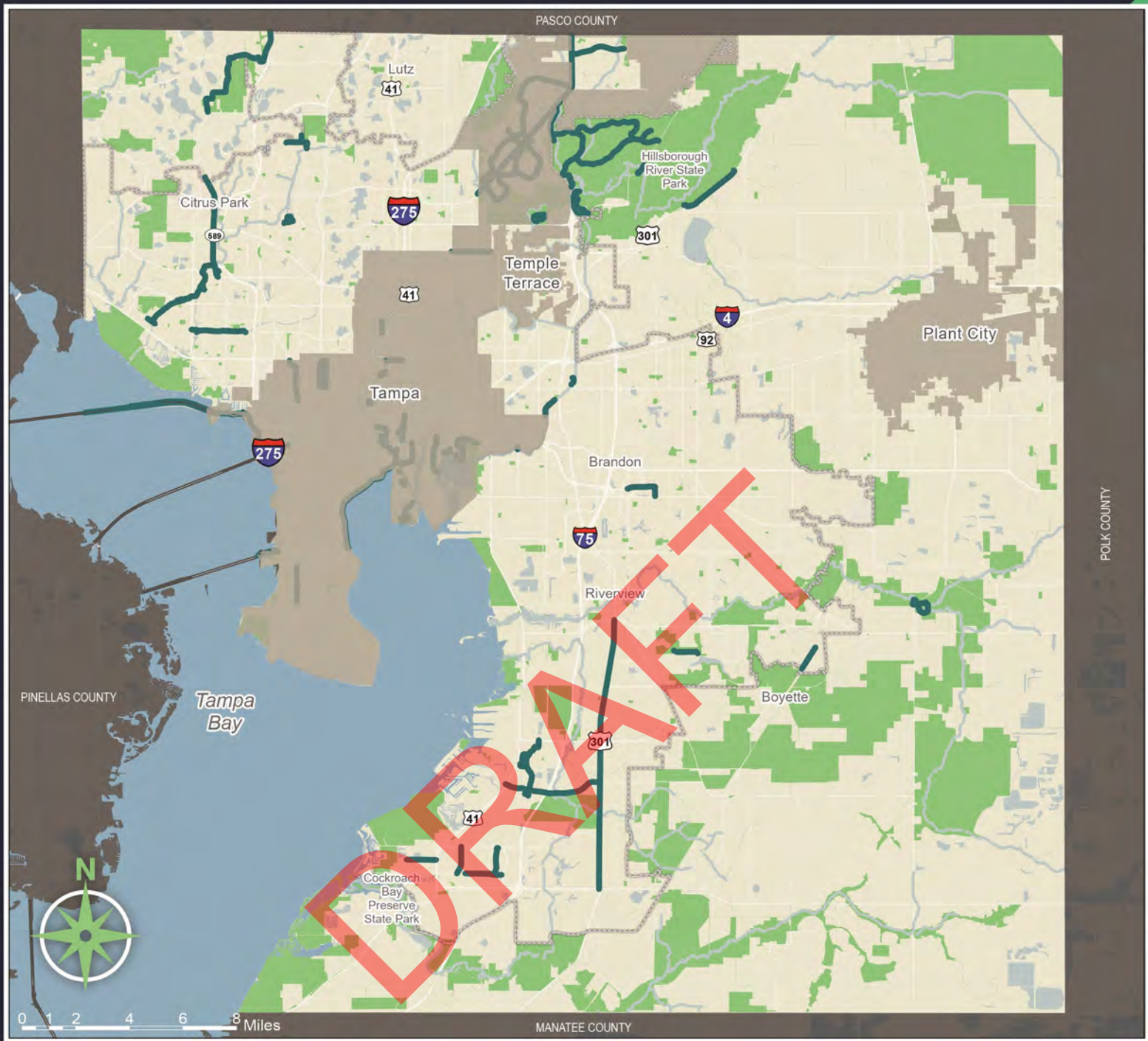


Hillsborough County Greenways Network

Existing Greenways Network


- Paved
- Unpaved
- Blueway
- Existing Launch for General Use
- Existing Canoe/Kayak Launch
- Conserved Lands
- Natural Corridors: Canals, Creeks, Rivers, and Streams
- Urban Service Area
- Cities


Figure 3. Existing paved trails





Hillsborough County Greenways Network


Existing Paved Greenways Network

 Paved Greenways

 Conserved Lands

 Natural Corridors: Canals, Creeks, Rivers, and Streams

 Urban Service Area

 Cities

Existing Greenways: Unpaved Surface

Hillsborough County has many miles of unpaved greenways, most of which are within parks, preserves, and other conservation land. These trails can accommodate people on foot and on bike, and some are specially designated for people on horseback. **Figure 4** on page 22 shows the trails designated for equestrian use as well as the other unpaved trails.

Unpaved trails are well-suited to conservation areas and are most commonly used for recreation. They provide a closer connection with the natural environment and have a lighter impact on sensitive areas compared to paved trails. They can be implemented in a variety of surface types, including dirt, gravel, crushed shell, and wooden boardwalk. Unpaved trails are used by people on foot, on bikes (including mountain bikes), and on horseback.

Existing Greenways: Blueways

Blueways provide a unique greenway experience for both residents and visitors, and can be found along various navigable waterways such as the Hillsborough River, as well as inlets in Tampa Bay. Blueways are for those using non-motorized watercraft like kayaks, canoes, and stand-up paddleboards.

The Tampa Bay shoreline, along with the streams and rivers that feed into it, features some of the best blueway paddling routes in Florida. Blueways include facilities and amenities that help paddlers safely and conveniently find and access launch sites and navigate through the water.

An inventory of the County's existing blueways is provided in Appendix B. Blueways and Launch Ramps are shown in **Figure 5** on page 22.

HILLSBOROUGH BLUEWAYS

A Unique Greenway Experience

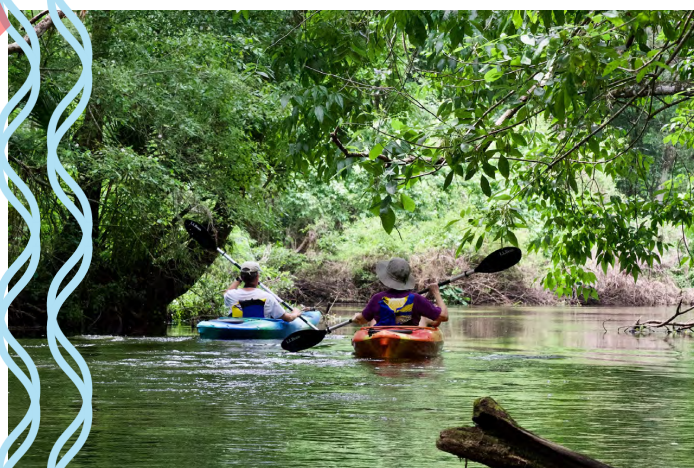
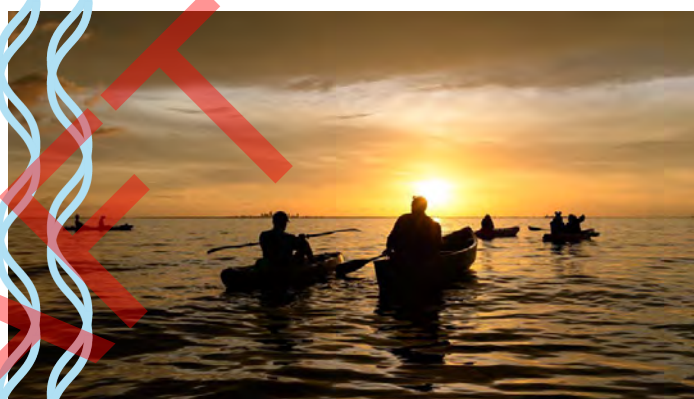
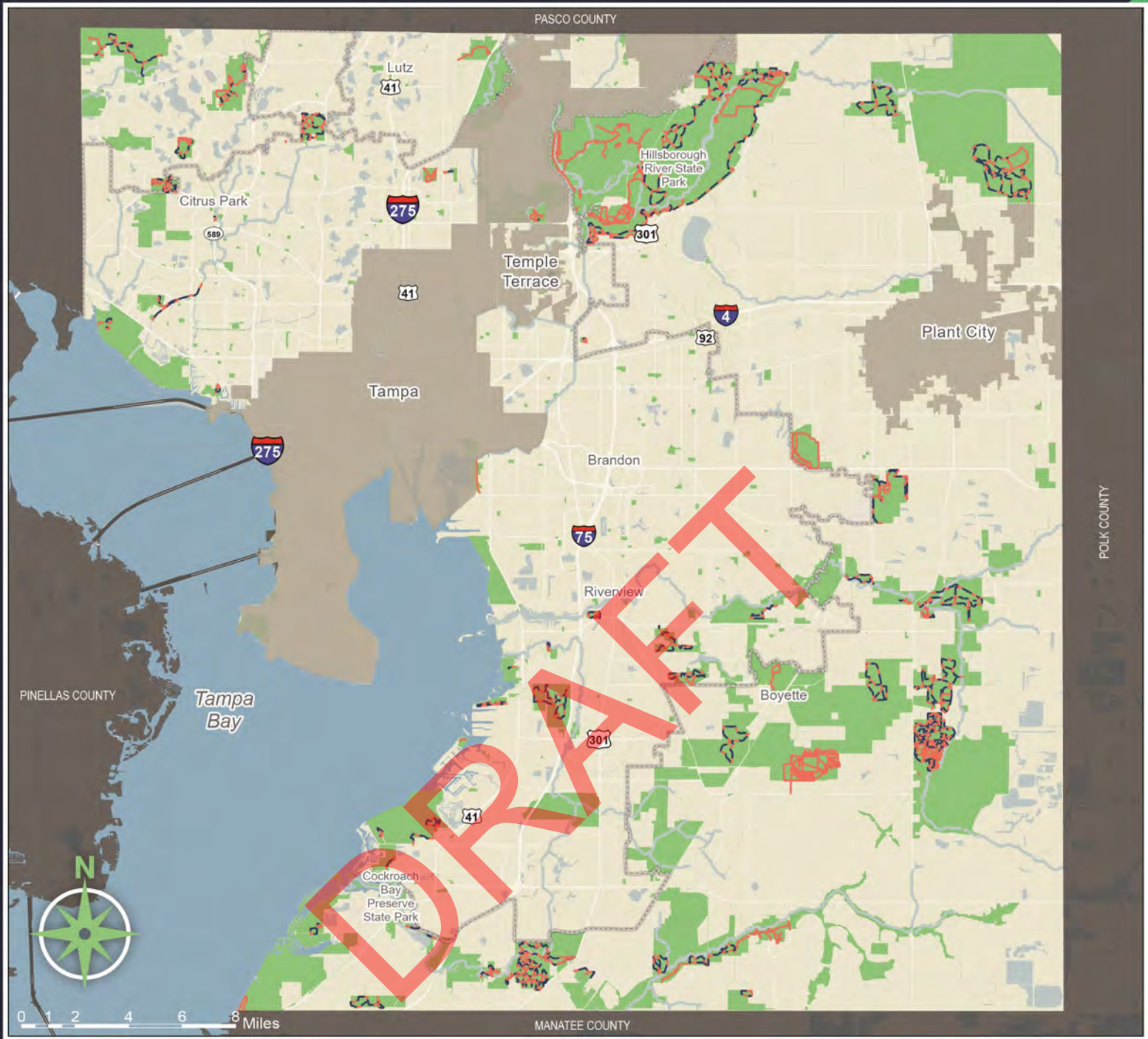


Figure 4. Existing unpaved trails



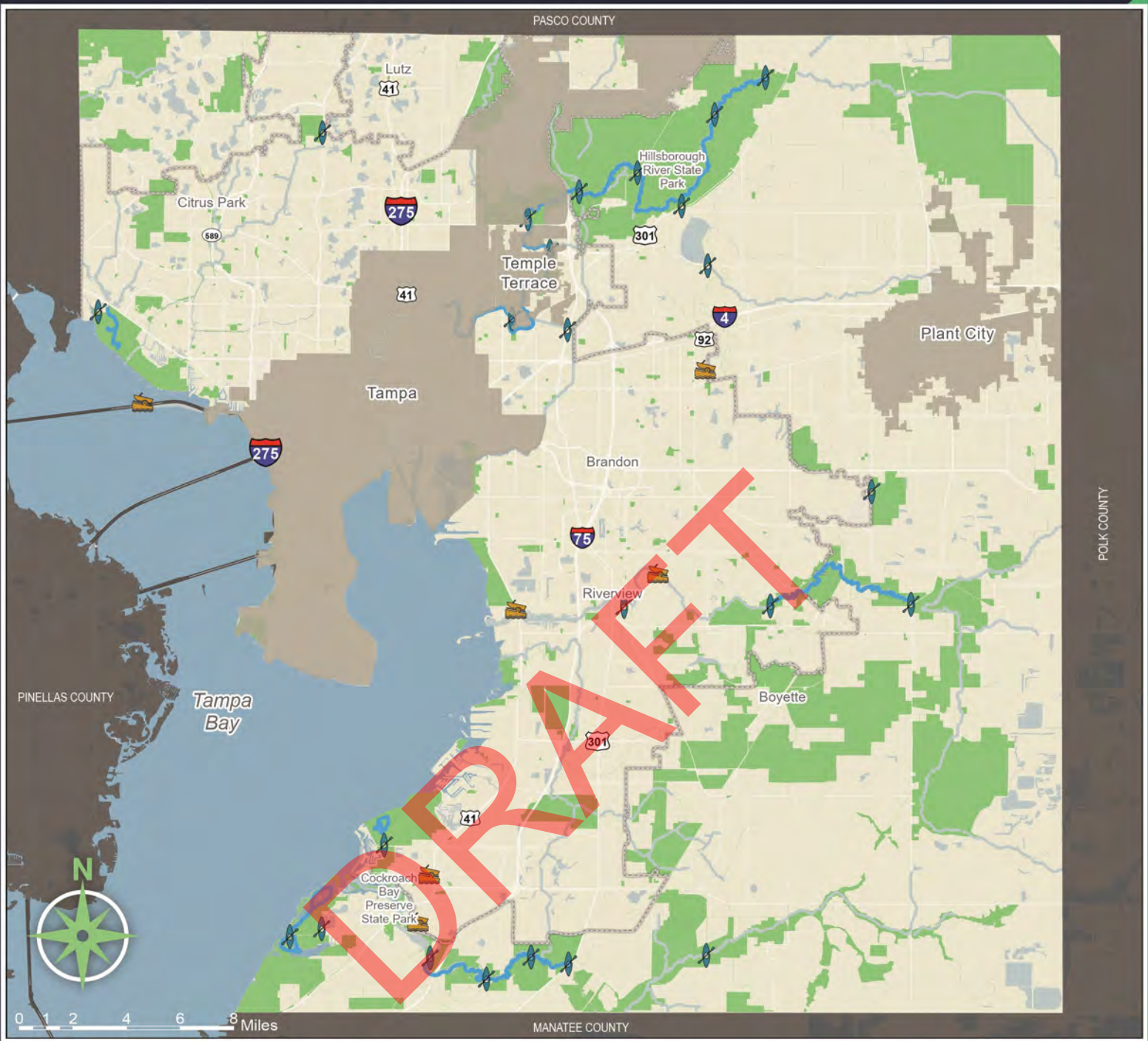
Hillsborough County Greenways Network

Existing Unpaved Greenways Network

- Unpaved Greenways - Currently Not Accessible for Equestrians
- - Unpaved Greenways - Currently Accessible for Equestrians








- Conserved Lands
- Natural Corridors: Canals, Creeks, Rivers, and Streams
- Urban Service Area
- Cities

Figure 5. Existing blueways and launch ramps



Hillsborough County Greenways Network

Existing Blueways Network

-  Blueways
-  Existing Launch for General Use
-  Existing Canoe/Kayak Launch
-  Conserved Lands
-  Natural Corridors: Canals, Creeks, Rivers, and Streams
-  Urban Service Area
-  Cities

Regional Connections

Florida has a growing greenway and trail network comprised of regional, state, and even national facilities. **Figure 6** illustrates the most recent priority land and paddling trails identified by the Florida Department of Environmental Protection's Office of Greenways and Trails; the department is currently updating the priorities and opportunities.

The Gulf Coast Trail is a land trail priority within Hillsborough County, the Coast-to-Coast paved trail skirts the northwest corner of the county, and the existing Upper Tampa Bay Trail is shown as part of the priority network (inset). The inset map also shows planned sections of the South Coast Greenway and Mariella Johns Smith Trail, including one section that has been built since the State map was published, the Old Fort King Trail extending to Pasco County along US 301, and the Tampa Bypass Canal Trail.

Natural Corridors

The 1995 Greenways Master Plan identified Natural Corridors, all riverine corridors, that are intended to function primarily to protect natural resources and to provide passive recreation. The identified Natural Corridors are: Little Manatee River, Alafia River, Upper Hillsborough River, and Cypress Creek. The plan also identified other creek corridors, such as Rocky, Brushy, Pemberton, and Bullfrog, that should not allow recreational activities. **Figure 7** shows the rivers and streams identified as natural corridors in the 1995 plan, along with land that has been conserved by Hillsborough County's Environmental Lands Acquisition and Protection Program (ELAPP) and other conservation agencies.

Figure 6. Florida's land and paddling trail priorities, 2023

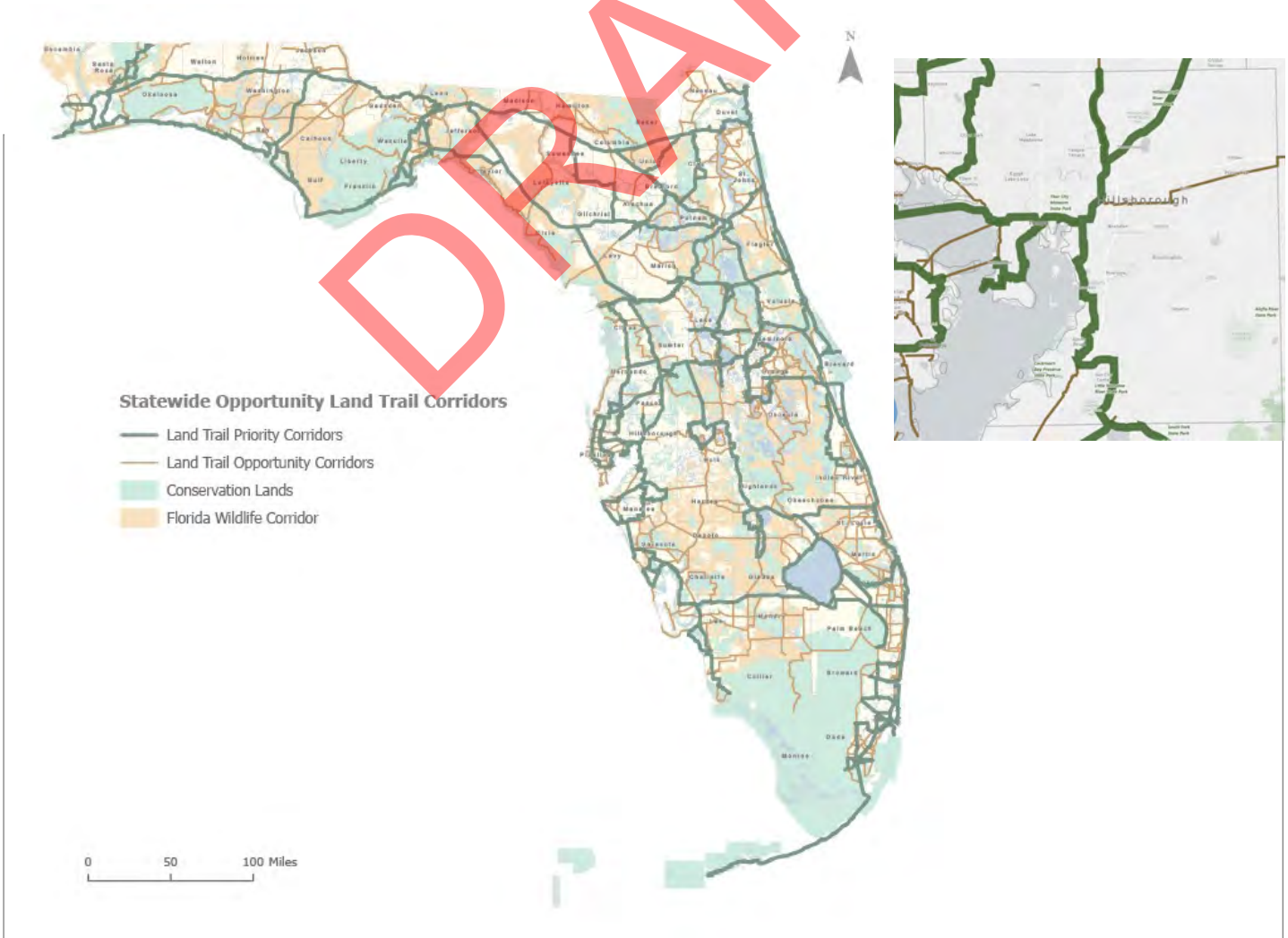
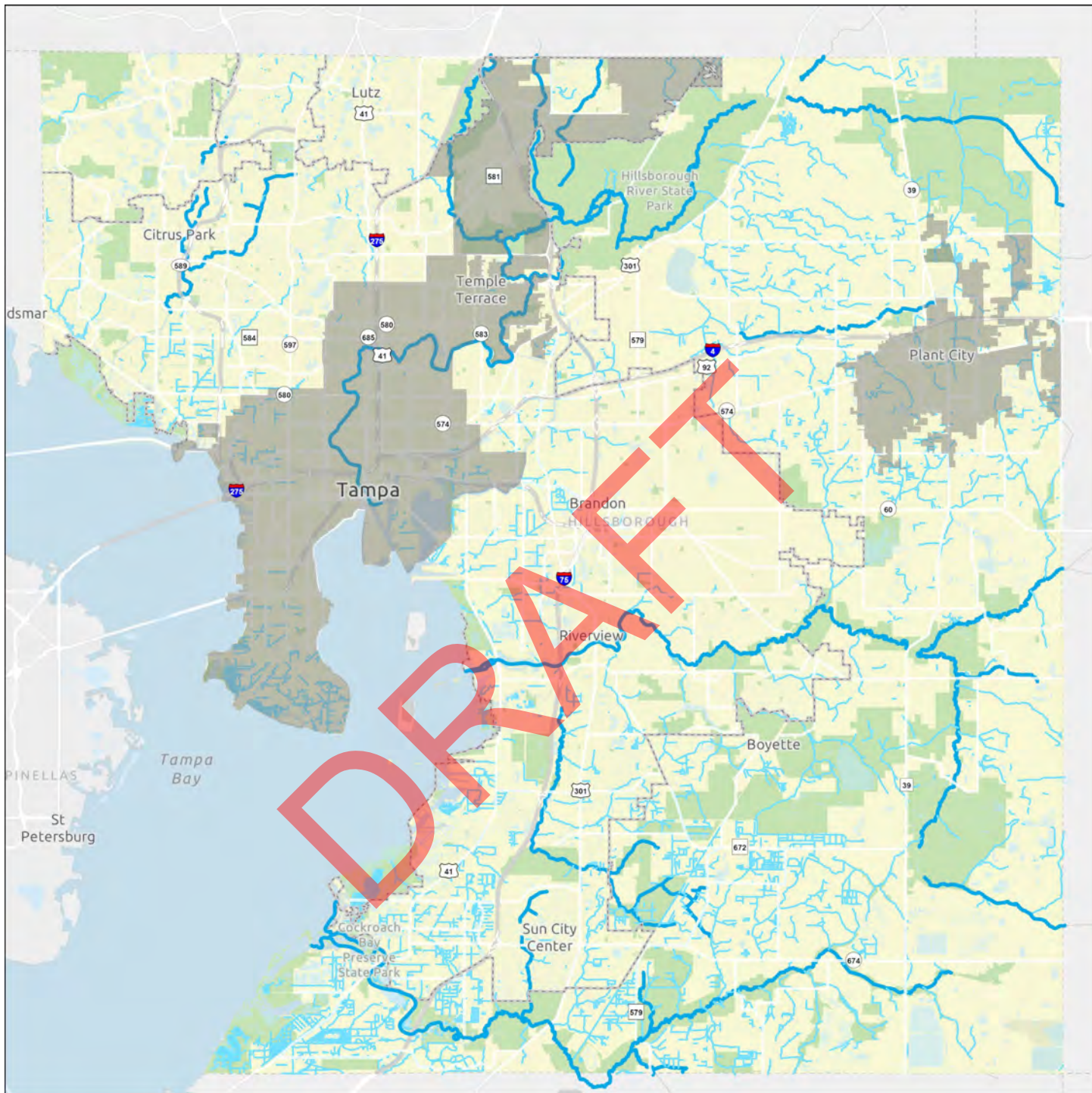





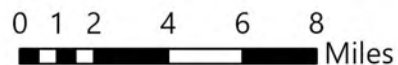
Figure 7. Existing natural corridors (conserved land)



Natural Corridors

-  Rivers and Streams Identified as Natural Corridors in 1995 Plan
-  Other Streams
-  Conserved Land

-  Cities
-  Urban Service Area



Public Engagement

In May 2022, Hillsborough County embarked on a mission to update its 1995 Greenways Master Plan. The primary objective was to ensure that the updated plan resonated with the needs and desires of the community, guiding both current and future decisions related to greenway projects and enhancements. To achieve this, the county emphasized early and continuous engagement with a diverse range of community stakeholders. This included residents, business operators, special interest groups, government agencies, and members of the Hillsborough Greenways Committee (HGC). The overarching goal was to develop a vision for a greenway system that would appeal to both residents and visitors.

The public engagement process was multifaceted. The Hillsborough Greenways Committee, a key player in this initiative, held six public meetings over the course of a year to discuss the plan update. The broader community was also actively involved. During the summer of 2022, the county organized community listening sessions and an online survey. These activities aimed to gather insights on how residents currently use the greenways and their aspirations for the future. By fall 2022, community workshops were set up to present drafts of the greenways vision map and the criteria for prioritizing greenway projects. Additionally, a visual preference survey was launched to gauge public opinion on various greenway features.

The county's outreach efforts were extensive. They collaborated with a myriad of community stakeholders, including advocacy organizations like Bike

Walk Tampa Bay, Florida Wildlife Corridor, and the Sierra Club of Tampa Bay.

Municipal governments, youth organizations, utility companies, and other businesses also played a role in shaping the master plan. To ensure maximum participation, the county organized several community listening sessions in different locations.

These sessions, held in July and August 2022, were designed to gather feedback on potential new greenways and suggestions for improvements. Following these sessions, the county held community vision workshops in November 2022. These workshops provided a platform for residents to review and comment on the draft Greenways Vision Map and other performance measures.

Online engagement was another crucial aspect of the public engagement process. The county maintained an online hub that featured various projects, including the Greenways and Trails Master Plan update. This hub, with approximately 40,000 subscribers, was used to launch two surveys that coincided with the summer Community Listening Sessions and the fall Community Vision Workshops.

The 2023 update of the Hillsborough County Greenways and Trails Master Plan is a testament to the power of public engagement. By actively involving the community at every step, the county has ensured that the master plan reflects the collective vision of its residents, paving the way for a green and sustainable future.



Greenways Vision

The Vision Plan is intended to guide the development of greenways across unincorporated Hillsborough County. The Vision Maps, shown on the following pages, represent the community’s high-level vision for a complete Hillsborough County greenway network. The Vision Maps show the three types of greenways separately: paved greenways (**Figure 9**), unpaved greenways (**Figure 10**), and blueways (**Figure 11**). The individual greenways are conceptual and do not have specific alignments. The Vision Maps were developed through extensive stakeholder engagement and include greenways from existing community plans and trail concepts already in development. The engagement map can be found in the Appendix F.

Figure 8 shows the existing mileage of each type of greenway, along with the approximate mileage (depending on alignment) in the Vision Plan.



Figure 8: Existing and Vision Mileage by Greenway Type (Paved, Unpaved, Blueways)

Facility Type	Existing Miles (as of March 2023)	Total Vision Plan Miles at Buildout
Paved Greenways	80	369
Unpaved Greenways	367	488
Blueways	45	82



Natural Corridors

The following Vision Maps include Natural Corridor Opportunity Areas, shown as green hatched lines. These lands are approved sites for the Jan K. Platt Environmental Lands Acquisition and Protection Program (ELAPP), and indicate locations where land may be conserved in the future. These areas form part of the vision for natural corridors, which are intended to function primarily to protect natural resources and to provide passive recreation where appropriate.

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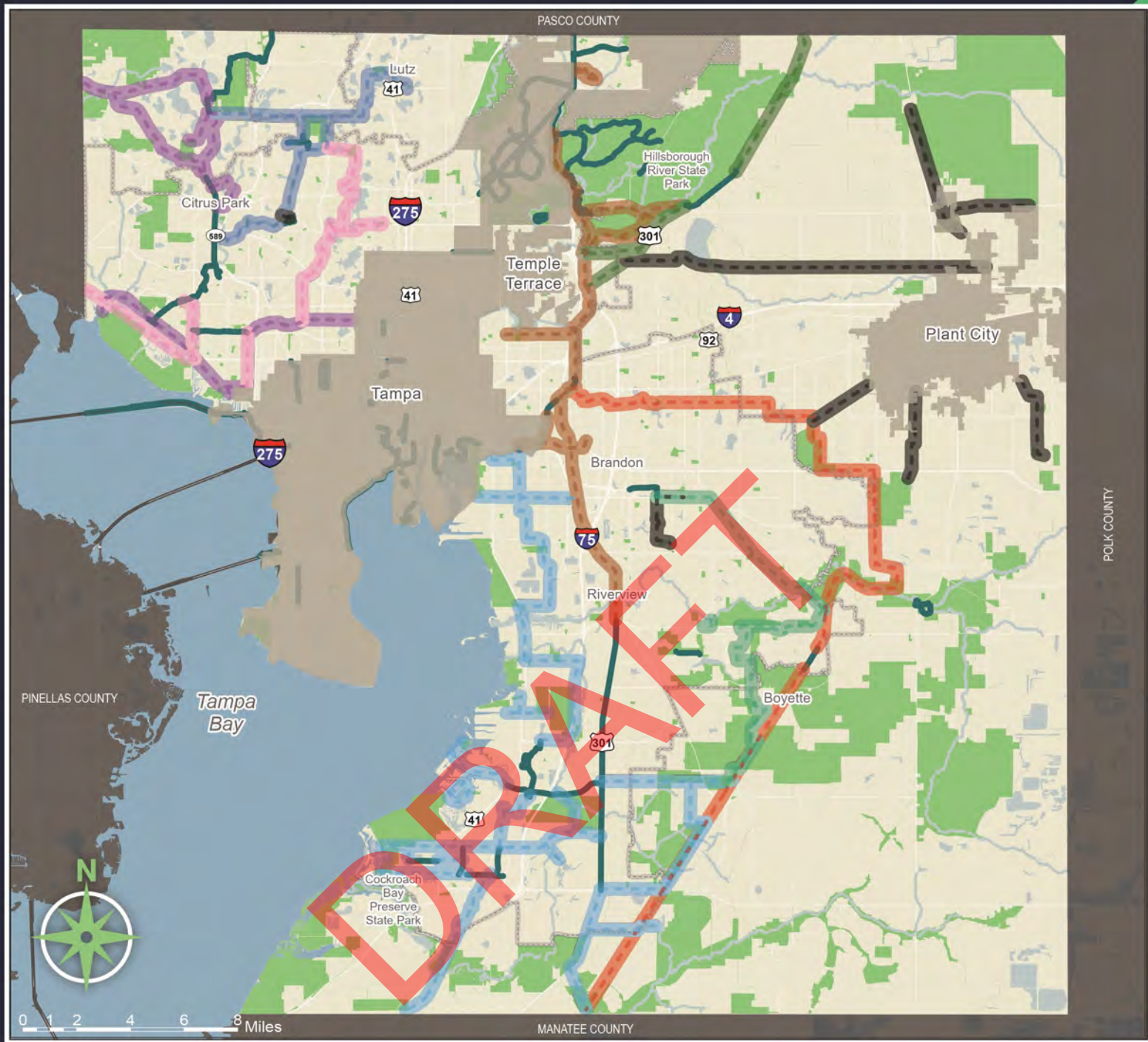
Paved Greenways Vision Map

Paved trails are accessible facilities that can accommodate all users on foot or on wheels. The Hillsborough County paved greenway vision connects the existing facilities throughout the county into a comprehensive network spanning the entire county with an additional 137 miles of trails. In addition to long-standing projects like connecting the Upper Tampa Bay Trail, the vision includes connections proposed in community plans, as well as connections with in-development trails in municipalities, like the Plant City Greenway.

The greenways in **Figure 9** are classified into families. These families are organized around a central facility and include that facility and the trails that feed into it.









Figure 9: The Paved Greenways Vision Map











Hillsborough County Greenways Network

Existing Paved Greenways Network

-  Paved Greenways
-  Conserved Lands
-  Natural Corridors:
Canals, Creeks, Rivers, and Streams
-  Natural Corridor Opportunity Areas
-  Urban Service Area
-  Cities

Proposed Paved Vision Network

-  Cross County Greenway
-  Lutz-Northdale Greenway
-  Old Fort King Greenway
-  South Coast Greenway /
Mariella Johns Smith Trail
-  South Hillsborough Pipeline Greenway
-  Tampa Bypass Canal Greenway
-  Town 'N Country Greenway
-  Upper Tampa Bay Trail
-  Other

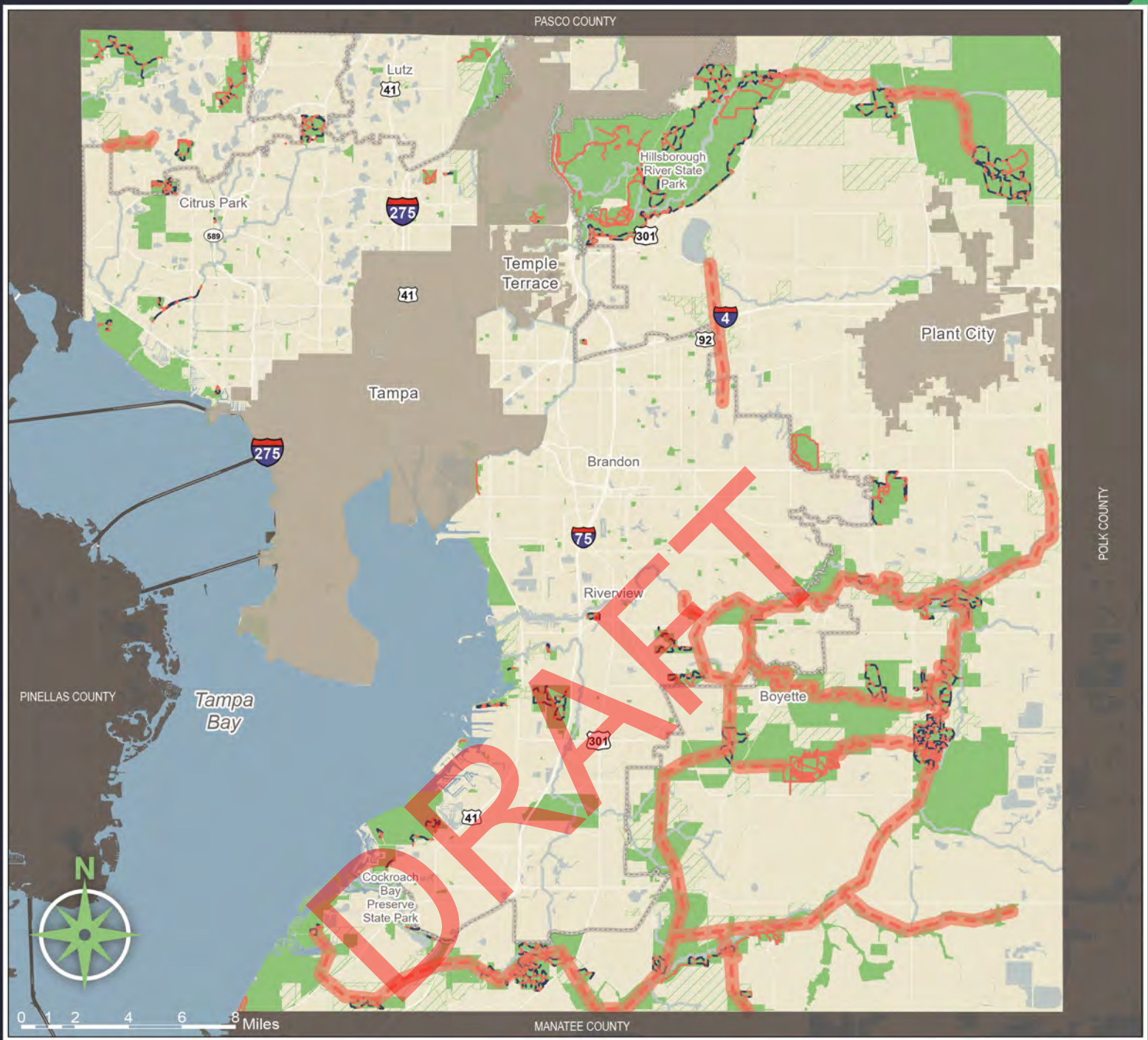
Unpaved Greenways Vision Map

Unpaved trails provide recreational opportunities through parks and along waterways. The vision for Hillsborough County's unpaved trail network (**Figure 10**) creates 121 miles of new connections within and between conserved land throughout Hillsborough

County. Proposed trails include ambitious projects like the Grand Alafia Hiking Loop, a 30-mile loop that connects multiple parks along and south of the Alafia River, and the Preserve Connector, which would create a continuous hiking experience stretching from Fish Hawk Creek to Cockroach Bay.










Figure 10: The Unpaved Greenways Vision Map




Hillsborough County Greenways Network

Existing Unpaved Greenways Network

-  Unpaved Greenways - Currently Not Accessible for Equestrians
-  Unpaved Greenways - Currently Accessible for Equestrians

-  Conserved Lands
-  Natural Corridors: Canals, Creeks, Rivers, and Streams
-  Natural Corridor Opportunity Areas
-  Urban Service Area
-  Cities

Proposed Vision Network

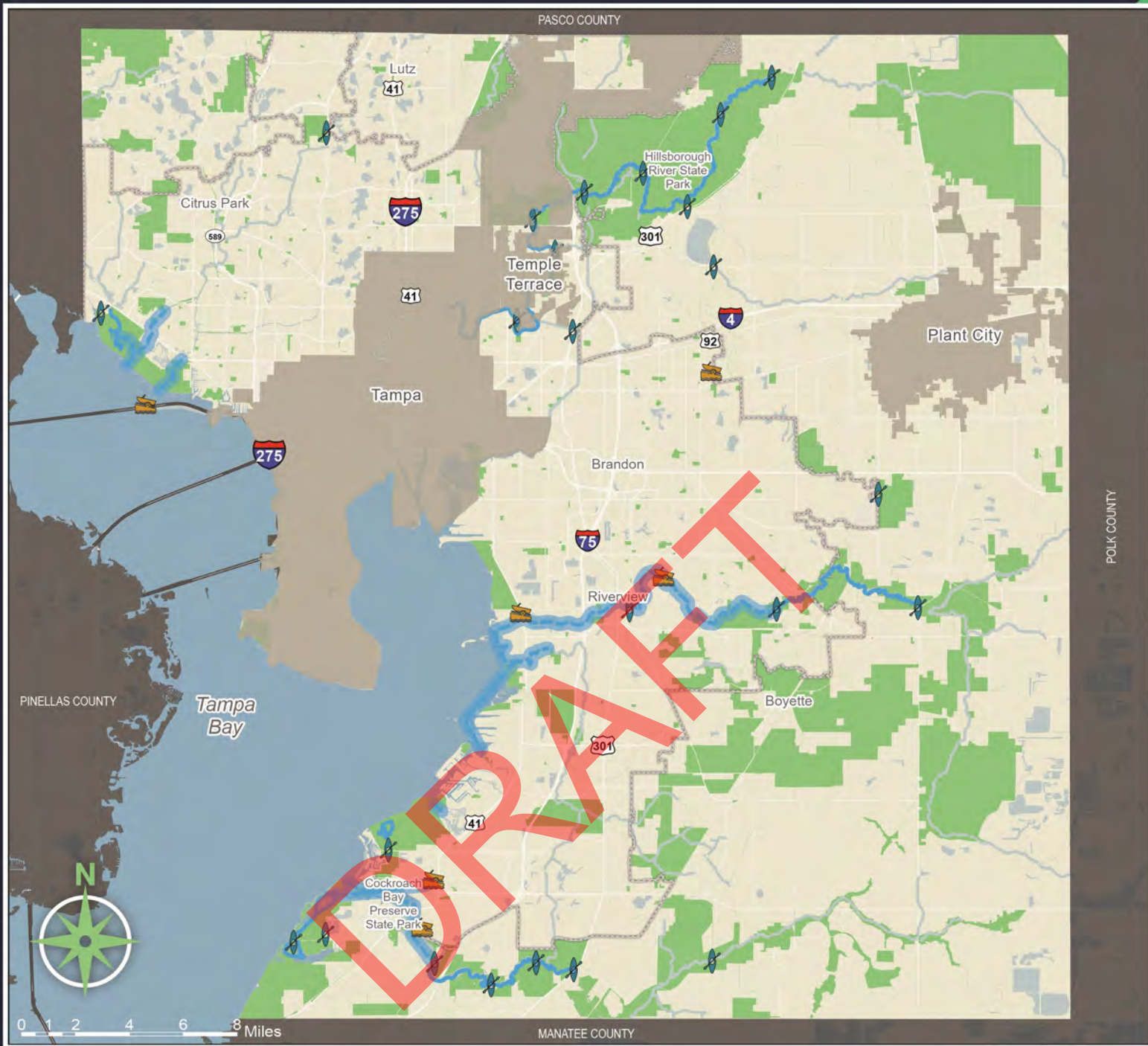
-  Vision Unpaved Greenways (Equestrian access not yet determined)

Blueways Vision Map

Figure 11 shows the blueways that have been identified as part of the vision network. These blueways, if implemented, would add 37 miles of new paddling trails, connect the Alafia River and the Little Manatee River all the way to Tampa Bay, and provide new blueway connections through Upper Tampa Bay Park. Blueway implementation may include the construction of launches and the placement of navigational signs and markers along the route.











Figure 11: The Blueways Vision Map




Hillsborough County Greenways Network

Existing Blueways Network

-  Blueways
-  Existing Launch for General Use
-  Existing Canoe/Kayak Launch

-  Conserved Lands
-  Natural Corridors:
Canals, Creeks, Rivers, and Streams
-  Natural Corridor Opportunity Areas
-  Urban Service Area
-  Cities

Proposed Vision Network

-  Vision Blueways

Objectives

These objectives are statements that articulate the shared vision of the community and provide guiding principles for planning and maintaining the Hillsborough County greenways network. They are statements with longevity – they were crafted during the 1995 Greenways Master Plan’s development and recently revisited by the current Hillsborough Greenways Committee and updated to reflect the values of the community as heard during public outreach. The Vision Plan’s objectives should be reviewed regularly to ensure they still reflect the community and its goals. However, these objectives towards a long-range vision should be able to stand the test of time with only small revisions on occasion.

Figure 12: Objectives of the Hillsborough County Greenways and Trails Master Plan

<p>PUBLIC AWARENESS, PARTICIPATION, AND SUPPORT</p>	<ul style="list-style-type: none"> • Involve the public during greenways planning efforts and reflect the diversity of community needs and desires. • Encourage all stakeholders to advocate for development of the greenway system. • Communicate progress on Plan implementation on a regular basis. • Build support for greenways by collaborating with diverse users, agencies, citizen groups, community organizations, landowners, and local businesses.
<p>CONNECTIONS AND DESTINATIONS</p>	<ul style="list-style-type: none"> • Connect greenways to one another, including those in other jurisdictions and neighboring counties. • Connect greenways to community destinations such as schools, parks, neighborhoods, jobs, and access to opportunities. • Promote access to greenways through non-motorized infrastructure.
<p>USES AND FUNCTIONS</p>	<ul style="list-style-type: none"> • Provide opportunities for recreation, active transportation, education, interpretation, and conservation of natural and historic resources throughout the greenways system.
<p>DESIGN</p>	<ul style="list-style-type: none"> • Guide greenways design to minimize user conflicts, provide needed amenities, ensure safety and privacy, reflect local context, and protect resources. • Encourage and support biophilic design and greening of greenways.
<p>MANAGEMENT</p>	<ul style="list-style-type: none"> • Tailor management of greenways to function, use, safety (of users and wildlife), and sensitivity of the resources.

Figure 12 (cont.): Objectives of the Hillsborough County Greenways and Trails Master Plan

<p>PRIVATE ENTERPRISE</p>	<ul style="list-style-type: none"> • Ensure compatible use of lands adjacent to greenways without preventing economically beneficial use. • Encourage private sector provision of services needed by greenway users.
<p>IMPLEMENTATION</p>	<ul style="list-style-type: none"> • Employ a prioritizing process for phasing development of the greenway system. • Coordinate within the County and with partners to implement the plan. • Identify local champions from a variety of backgrounds and partnerships to support Plan implementation. • Emphasize a voluntary rather than regulatory approach. • Identify and use effective land and waterway protection techniques.
<p>FUNDING</p>	<ul style="list-style-type: none"> • Identify and pursue funding for the acquisition, development, and maintenance of greenways. • Advocate for adequate funding of the greenways program.

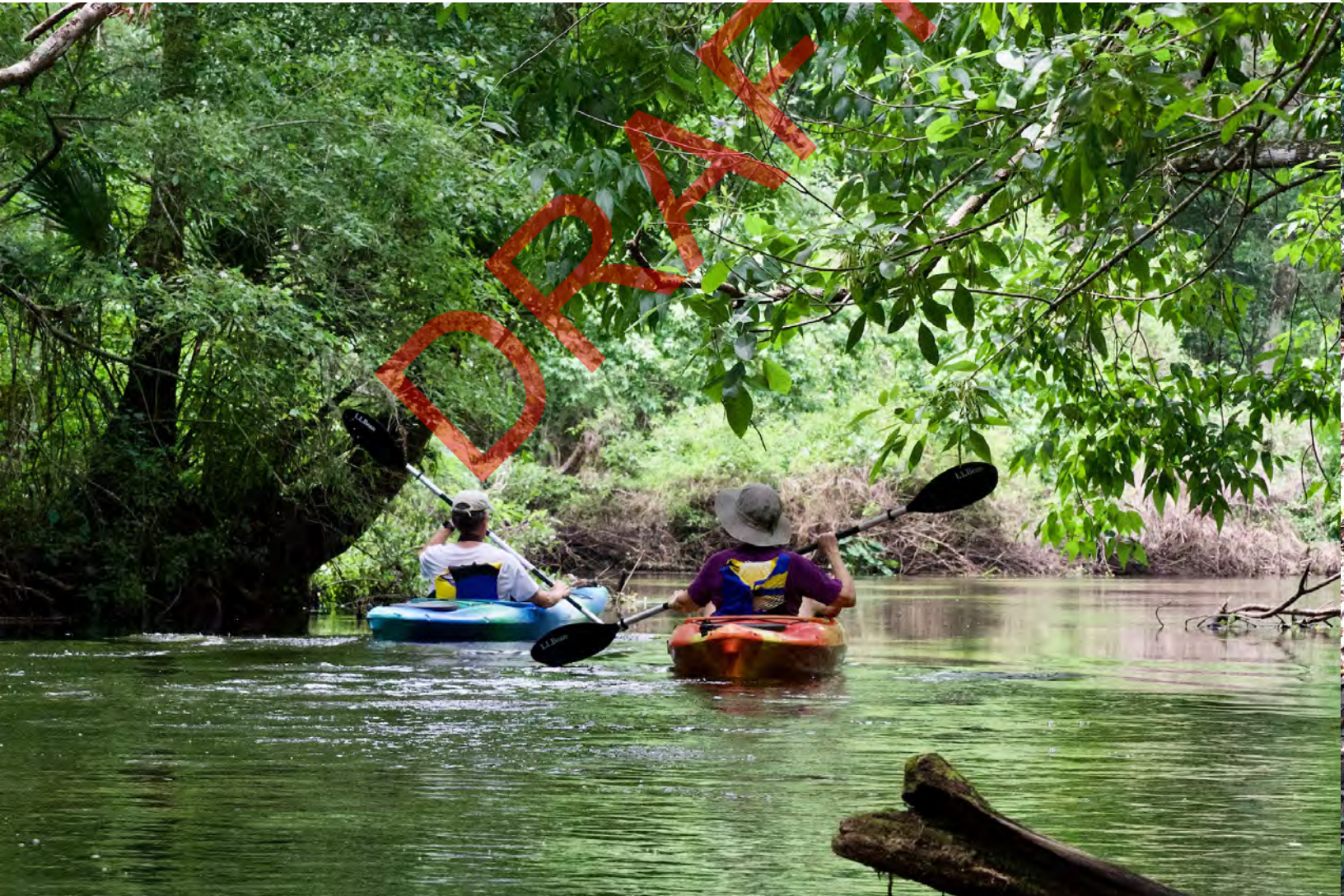
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Conclusion

The many concepts shown in the Vision Plan (and in the associated Vision Maps) reflect the community's needs and desires for a complete greenway network in the future. The concepts do not reflect alignments or designed projects, and there may be obstacles that prevent specific concepts from becoming reality.

To help the County and its implementing partners know where to focus limited resources on a long list of needs, the Vision concepts were taken through a prioritization process and compared against performance measures that reflect the community's values.

The next section of this document, the Action Plan, contains a description of the prioritization process methodology and results. In addition, the Action Plan presents planning-level cost estimates of greenway improvements, funding strategies, and design guidance. The Action Plan concludes with a list of actionable next steps for the implementation of the Vision Plan.





Action Plan

Hillsborough County Greenways and Trails Master Plan



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Prioritization Process

Performance Measures

The Greenways and Trails Master Plan’s extensive Vision Map consists of proposed greenways identified through previous planning efforts, the existing conditions evaluation, and public engagement.

To set the stage for implementing the plan’s recommendations, each potential project—which exists as a conceptual corridor, not a specific alignment or segmentation—has been evaluated and prioritized based on how well it is expected to meet key needs of the County.

The results will help the County understand which needs should be studied further and possibly develop specific alignments.

The basis for this prioritization procedure is the following series of performance measures that serve as prioritization criteria:

Access to Opportunity: A more complete greenways network can provide the County’s residents, particularly those who rely on non-auto modes of transportation, with a viable way to travel to destinations that lead to increased opportunities for success. Two access to opportunity measures were

identified: one related to school access (proximity of proposed greenways to schools and colleges) and one related to transit access (proximity to HART fixed route bus service, which, while not providing service to all areas, in turn provides transit access throughout much of the County).

Community Access: The County’s greenways network should be expanded in such a way that it provides enhanced transportation and recreational opportunities to historically underserved communities. The Plan Hillsborough Nondiscrimination and Equity Plan (2021) identifies focus areas for a more equitable distribution of resources that could be better served based on Census Tract-level race and ethnicity, age, sex, language, income, and disability demographics.

Connections to Nature: As the County’s population swells, citizens have stressed the importance of maintaining opportunities to connect with their natural environment. Greenways of all kinds offer a way for this to happen. This measure considers elements such as shade, separation from motor vehicle traffic, and biophilic design principles.



Demand Indicators: There are numerous individual and societal benefits of greenway use, including improved public health, emissions reductions, energy conservation, community livability, and economic development. For these and other benefits to be realized at a large scale, greenways must be well-utilized, which in many cases requires a significant nearby population base. This measure incorporates a distance-weighted population proximity tool developed by FDOT.

Economic and Employment Opportunity: As noted above, economic development is among the benefits that thriving greenways can provide. This measure considers the proximity of proposed greenway corridors to commercial and employment establishments, capturing both the potential for new and redevelopment and opportunities for residents to have enhanced access to jobs.

Network Connectivity: Isolated greenway segments offer limited utility relative to those that are interconnected and provide opportunities for longer-distance trips. Hillsborough County strives to have a well-connected network of greenways, including connections to the on-road bicycle and pedestrian network and to existing and planned greenways in neighboring jurisdictions. This measure evaluates the potential of new segments to help complete the network, with a special emphasis on closing existing gaps.

Proximity to Other Key Public Facilities: While proximity to some significant trip attractors is already included in other performance measures, greenway access to additional key public facilities is also important. This measure considers the locations of facilities such as parks, libraries, and government centers relative to proposed greenways.

Safety: Those who travel on greenways are inherently vulnerable users of the transportation system. Safety considerations are paramount when evaluating potential new greenways. Within this plan, safety is evaluated both relative to interactions with motor vehicle traffic (frequency of roadway crossings) and as an alternative to in-roadway bicycle and pedestrian travel on roads that have proven safety issues (proximity to roadway corridors included in the Hillsborough TPO's High Injury Network).



These evaluation criteria, which were reviewed and informed by the Hillsborough County Greenways Committee, are outlined in **Figure 13** below. Many of these criteria are quantitative in nature; however, in all cases, results have been converted to a standard five-point scoring system that generally equates to ratings of *Very High*, *High*, *Medium*, *Low*, and *Very Low*, with an associated number of points assigned ranging from five to one.

While the criteria interact with the various facility types evaluated in different ways, these criteria were determined to generally apply to all facility types. However, when evaluating blueways, criteria concerning the number of road crossings and crashes were excluded. This is noted in the table with an asterisk.

Figure 13: Prioritization Evaluation Procedure

Measure/ Criterion	Description/ Methodology	Scoring System
ACCESS TO OPPORTUNITY: EDUCATION	Number of existing schools or colleges within specified ½-mile of proposed alignment or concept.	4 or more – 5 points 3 – 4 points 2 – 3 points 1 – 2 points 0 – 1 point
ACCESS TO OPPORTUNITY: TRANSIT	Percentage of proposed alignment or concept located within ½-mile of a HART bus stop.	None – 1 point Other values/ranges based on equal quartiles
COMMUNITY ACCESS	Based upon the Plan Hillsborough Nondiscrimination and Equity Plan Underserved Areas Analysis (race and ethnicity, LEP, disability, income, poverty, educational attainment, youth, seniors, zero-vehicle, female head of household). Proposed alignment passes through area with number of equity-related characteristics.	7 or more – 5 points 6 – 4 points 5 – 3 points 4 – 2 points 3 or fewer – 1 point
CONNECTIONS TO NATURE	Score based in part on the “Aesthetics” rating scale developed for the FDOT Conserve by Bicycle Program Study, the guidance for which refers to characteristics such as presence of trees, proximity to water bodies, and absence of industrial and high-intensity commercial land uses. For this evaluation, this score also considers both the need and the opportunity to increase presence of shade, proximity to natural settings, separation from motor vehicle traffic, and other biophilic design principles.	Very High – 5 points High – 4 points Medium – 3 points Low – 2 points Very Low – 1 point
DEMAND INDICATORS	Distance-weighted population within ten miles of the proposed alignment based on the methodology defined by the FDOT Conserve by Bicycle Program Study.	Values/ranges based on equal quintiles.
ECONOMIC AND EMPLOYMENT OPPORTUNITY	Number of commercial and employment establishments within ¼-mile of proposed alignment. Heated square feet in retail and office land use categories.	Values/ranges based on equal quintiles.

Figure 13: Prioritization Evaluation Procedure (continued)

Measure/ Criterion	Description/ Methodology	Scoring System
NETWORK CONNECTIVITY	The extent to which the proposed facility will close gaps and make connections to the existing and planned (including SUN Trail and other facilities in neighboring counties) greenways network.	<i>Closes gap between two existing/programmed greenways – 5 points</i> <i>Connects to multiple existing/programmed greenways – 4 points</i> <i>Connects to one existing/programmed greenway – 3 points</i> <i>Connects to one or more identified planned greenways – 2 points</i> <i>Other – 1 point</i>
PROXIMITY TO OTHER KEY PUBLIC FACILITIES	Number of other identified key attractors (parks, libraries, and government service centers) within ½-mile of proposed alignment or concept.	<i>4 or more attractors – 5 points</i> <i>3 – 4 points</i> <i>2 – 3 points</i> <i>1 – 2 points</i> <i>0 – 1 point</i>
SAFETY: ROADWAY CROSSINGS*	Intersection crossings per mile.	<i>None – 5 points</i> <i>Other values/ranges based on quartiles.</i>
SAFETY: ROADWAY CROSSINGS*	Alternative to High Injury Network Corridor (TPO Vision Zero Plan); Percent of trail within ¼ mile of HIN corridor.	<i>Not an alternative – 1 point</i> <i>Other values/ranges based on quartiles.</i>
* These measures do not apply to blueways		

Prioritizing the many identified needs using community value-based measurements allows Hillsborough County and its implementation partners to focus limited resources on the greenways that will most benefit the county’s residents and visitors.

A prioritized list of greenway projects in an adopted plan gives Hillsborough County a roadmap for project funding and implementation. Prioritized lists of projects by greenway type and based on anticipated priorities can be found in Appendix H.

The prioritization method used here was developed to be flexible and to be able to be used in the future as new needs are identified and other needs are implemented and therefore removed from the Vision Plan.

Prioritization is also essential when funding opportunities such as grants or new sources identified through legislation come to light and require projects to have proven support from the sponsoring agency.

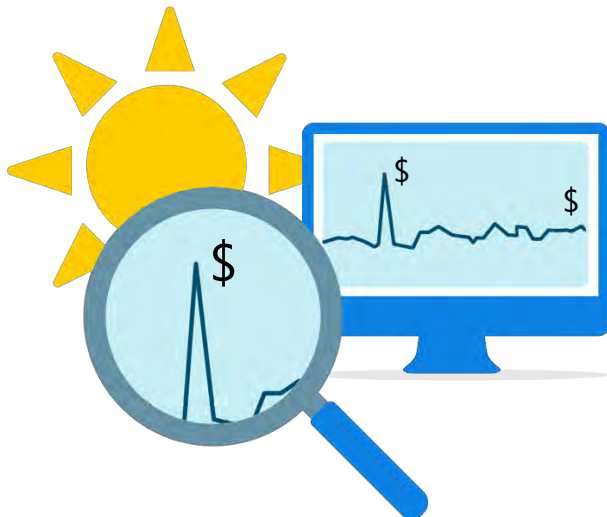
Planning Cost Estimates

Estimating the costs of greenways in a planning context is an inexact science. Construction timelines are undefined, and materials costs can fluctuate month-to-month.

The details of design and property acquisition, and therefore the cost estimates, for greenways can vary greatly once an exact alignment is determined and appropriate amenities, gateway treatments, parking areas, and other features are identified.

Cost estimating in a planning context is akin to the accuracy of the 10th day of a 10-day weather forecast—determining how much materials will cost in 10 or 20 years is inherently inaccurate, even with the most precise estimating tools. Therefore, the unit costs outlined in this chapter are intended to provide a snapshot of costs, giving an indication of the order of magnitude of the costs for planned greenways. This framework can be used in the future to develop future planning level cost estimates. For certain projects, Long Range Estimates (LREs) developed by other agencies may be used as supplemental cost estimators.

The unit costs outlined in this chapter provide a snapshot of greenway costs for planning purposes.



Greenway Features that Impact Cost

Several greenway features may not be identifiable at the planning level but can have a significant impact on the overall cost, particularly if they are higher than average or higher than anticipated. These features have been incorporated into the cost estimates at a high level, but in practice they can vary and influence different aspects of the project. Below are some examples based on current practices:

- **Stormwater drainage.** Drainage considerations are always an important aspect of trail design; trails should be designed so that runoff does not alter surrounding drainage patterns. While drainage systems are not typically a significant cost factor, there are situations in which drainage design may be more complex, and therefore costly.
- **Accessibility.** Addressing handicap accessibility, terrain, and adjacent land use can change dramatically along a single trail.
- **Pavement materials.** A typical paved cross section includes a two-inch thick surface layer of hot mix asphalt above a six-inch thick layer of aggregate base course. As an alternative, a four-inch-thick layer of concrete may be used. Concrete is generally more expensive yet more durable. Variables that could increase the cost include any needed subgrade stabilization or whether the depths need to be increased to accommodate regular motorized traffic from maintenance vehicles.
- **Retaining walls.** Steep banks in some locations may mandate the use of retaining walls. Typical areas where this may be common are areas where a roadway is close to a stream or river, narrow shelves built for existing utility easements, and areas close to existing structures.
- **Amenities** may be desirable along a greenway, and the types and locations of these would not be known until an alignment is finalized. For example, fishing piers and observation platforms generally consist of wooden structures with an appearance similar to a residential deck and built adjacent to a water body. Other features may include benches, garbage cans, playgrounds, fitness stations, way-finding, and interpretative signage.
- **Trailheads.** The number and types of amenities needed for trailheads can vary significantly depending on the intended users. For example, blue-way-specific trailhead amenities include boat

ramps, piers, kayak launch equipment, access pathways, informational and interpretive signage, restrooms, and parking for cars and bicycles. In contrast, a trail tailored for cyclists could have a bike repair station at the trailhead.

- **Boardwalks and bridges.** Wooden boardwalks or premanufactured bridges can be used to minimize disturbances to environmentally sensitive areas without significantly affecting an alignment.



Trail bridge on pipeline greenway in King County, WA.



Pavement material on a greenway

Estimating Costs—Paved and Unpaved Greenways

Estimating costs for paved and unpaved greenways that have yet to be studied in detail and/or have alignments is inexact; these estimates have been created to represent the costs as best as possible to aid decision-makers and the public.

The planning level construction cost estimates are typically calculated as a range of costs per mile, with additional costs assigned as a percentage of the construction costs. The additional costs which are considered in these estimates include:

- Design
- Floodplain mitigation impacts
- Wetland impacts
- Crossings – road and water
- Boardwalks
- Signage, lighting, and other amenities

Other additional costs that apply to individual greenways once alignments have been determined and not included in these estimates include:

- **Land acquisition**, which can be very high and sometimes represent a cost higher than construction. These costs cannot be known until a detailed alignment and design effort is complete. However, most projects in this plan are mainly on public lands.
- **Bridges, retaining walls, and other structures**, which can be 40-50 percent of a project's cost. They cannot be known until a corridor feasibility study or detailed design effort is complete. Costs for stream crossings have been estimated, but not larger bridge structures.
- **Maintenance and operations costs**, which are typically tied into an annual budget allocation. They vary by trail surface, trail location, and environmental factors.

The range for the paved greenways was developed by collecting cost data for greenway projects either recently built or designed with detailed costs in Hillsborough and Pinellas Counties. **The range of cost estimates, per mile and inclusive of the items noted above, is \$1.4 - 2.2 million per mile of paved greenway in 2023 dollars.**

The planning level costs for unpaved greenways were developed through best practices research and existing costs identified by the County's implementing agencies. Since these greenway projects are currently concepts without alignments, the details that will impact actual costs, as mentioned previously, are un-

known. Plan assumptions (for cost purposes) include:

- One 10-foot-wide stream requiring crossing every three miles
- Six percent of the mileage will require boardwalking
- Wetland impacts will increase costs by an additional 10 percent of construction costs
- Flood Plain Mitigation impacts will increase costs by an additional 10 percent of construction costs
- Other amenities (lighting, wayfinding, benches, etc) are represented by one rest stop per mile at \$15,000 each
- Design will increase costs by an additional 7.5 percent of construction costs

The range of cost estimates per mile and inclusive of the items noted above is \$290,000 to \$390,000 in 2023 dollars. There is a great deal of variability in unpaved greenway costs due to the different widths and surface types catering to different types of users. For example, a greenway intended for hikers on foot or people on bikes may be a cleared, natural surface trail 18 inches wide, while a greenway intended for equestrians should be at least five feet wide, requires a higher vertical clearance, and can include crushed shell surface. Cost savings may be seen through using strategies such as materials already on site and volunteer labor assistance.

Costs Per Mile (Paved Greenway)	Costs Per Mile (Unpaved Greenway)
\$1.4 - \$2.2 million (2023 dollars)	\$290,000 - \$390,000 (2023 dollars)

Blueways

Developing blueway cost estimates focuses on the costs of trailheads and access points. This can include non-motorized boat launches, parking, wayfinding both in and out of the water, and restrooms. A menu of sample costs is provided in **Figure 14**.

Figure 14. Sample costs for blueway amenities

Blueway Amenity	Cost Estimate (2023 dollars)
Full boat ramp, piers, restrooms, 25 trailers/25 vehicles, and kayak launches	\$1,000,000
Full boat ramp, piers, restrooms, one ADA space	\$600,000
Soft launch w/ gravel access lane and stone containment for sandy beach	\$20,000
Soft launch w/ gravel access lane to sandy beach	\$6,000
Paddle craft launch dock	\$20,000
Synthetic stabilization and turf launch surface	\$7,000
Bicycle parking – site prep and racks for 4 bicycles with space for trailers	\$2,000
Wayfinding – trailhead map and info kiosk (excluding design)	\$5,000
Picnic table and trash can	\$1,000

Planning-Level Cost Estimates

The estimates in **Figure 15** are for ten of the Greenway Corridors identified in the plan. These corridors represent a range of project types and magnitudes.

These estimates are for planning purposes and, therefore, are informational. Estimates will be refined to reflect other surface materials and desired amenities as specific projects progress through the project development and environment and design phases.

Figure 15. Selected Vision Greenways cost estimates

Selected Vision Greenway	Surface Type	Length (approx. miles)	Cost Range Estimate (2023 dollars)
Memorial Bikeway: Upper Tampa Bay Trail to Memorial Road	Paved	2.3	\$3.22M—\$5.06M
Memorial Bikeway: Upper Tampa Bay Park to George Road	Paved	6.9	\$9.66M—15.18M
Northwest Plant City Greenway	Paved	13.4	\$18.76M—\$29.48M
South Hillsborough Pipeline Trail: Lumsden Rd to Lithia Pinecrest Rd, and Fishhawk Sports Complex to Hometown Ln along Fishhawk Blvd ¹	Paved	6.4	\$8.90M—13.99M
Shell Point Road: Cedar Drive - 15th Street SE	Paved	3.3	\$4.62M—\$7.26M
South Coast Greenway, Phase V: Progress Village (66th Street S to US Highway 41 S)	Paved	4.4	\$6.16M—9.68M
South Coast Greenway, Phase VII: Palm River (Selmon Expressway – Madison Avenue)	Paved	3.6	\$5.04M—\$7.92M
Grand Alafia Hiking Loop	Unpaved	30.3	\$8.7M—11.8M
Hillsborough Preserve Connector	Unpaved	31.3	\$9M—\$12.2M
Typical Blueway	Blueway	NA	\$1,000—\$1M

1. The segment of the South Hillsborough Pipeline Trail along Lithia Pinecrest Road is not included. It is being studied separately and will be included in the Lithia Pinecrest Shared Use Path, part of an ongoing Project Development and Environment (PD&E) Study.

Funding Strategies

Funding can be divided into four categories: local/regional, state, federal, and private funding. Hillsborough County should explore a variety of sources in order to take maximum advantage of funding opportunities.

Local/Regional Funding. Hillsborough County does not have a dedicated budget line item for greenway and trail construction that is available annually to a known (minimum) amount. Depending on the scale and magnitude of the project, different departments may be involved in the project and its implementation.

Uncertain financial environments make programming projects more challenging at the local level. Local funds play an important role in providing a match for grants. Locally-driven sources could include benefit assessment districts, various bonding instruments, or work with private developers to either require or cost share in various improvements including right-of-way dedication and construction costs.

State and Federal Funding Options. The amount of state funds available to local governments for greenway improvements has generally shrunk in real dollar terms due to stagnant gas tax percentages and inflation. However in April 2023, the Florida Legislature passed a new bill to expand access to Florida’s Wildlife Corridor and includes a one-time allocation of \$200 million to fund the design, planning, and construction of trails connecting the Wildlife Corridor to the Florida Greenways and Trails System and the SUN Trail Network (**Figure 16**). The bill also increases the annual allocation from \$25 million to \$50 million to continue funding the maintenance and construction of SUN Trail connectors and shared-use nonmotorized trails. The Federal Bipartisan Infrastructure Legislation (BIL) has provisions for greenway and trail funding through its Transportation Alternatives Set-Aside program. It includes new funding to expand and connect safe bike infrastructure in communities, from programs designed to create complete active transportation networks to building climate resilient infrastructure and reconnecting communities.

Grants and Non-Profit Sources. Many grants from non-profit sources are used to protect property or stream buffers for environmental preserva-

tion purposes, but greenway and trail facilities are often still viable components of grant-related projects. Coordinating volunteer and non-profit groups, perhaps to help maintain and even construct unpaved greenways, should not be overlooked as an increasingly important role for organizations.

Figure 17 through Figure 20 on pages 49 through 52 describe in more detail the specific financing sources that are the most likely to yield positive results for Hillsborough County. This is not exhaustive, and the availability and rules of some sources are changing on a near-constant basis.

Figure 16. SUN Trail facilities in Hillsborough County



Figure 17. Local/regional funding sources

Source	Eligibility	Description	Project Type	More
Tampa Bay Estuary Program (TBEP) Mini-Grants (Date Accessed: March 2023)	County Municipalities Non-profits School Districts Other	The Tampa Bay Estuary Program (TBEP) offers grants of up to \$5,000 for projects that promote the environmental health of the Tampa Bay watershed. The grant can fund greenways if their creation helps in the restoration, conservation, and management of the watershed.	Greenway Other	https://tbep.org/our-work/restoration-research/bay-mini-grants/
Southwest Florida Water Management District (SWFWMD) Co-operative Funding Initiative (CFI) (Date Accessed: March 2023)	County Municipalities Non-profits Other	The Southwest Florida Water Management District (SWFWMD) Cooperative Funding Initiative (CFI) provides grants for a wide variety of projects related to water resources. Funding includes the creation of greenways and other recreational facilities that provide access to bodies of water including rivers, streams, and lakes. The funding varies by year, and provides both cost-share and matching grants.	Greenway Amenities Connectivity Other	https://www.swfwmd.state.fl.us/business/finance/cooperative-funding-initiative

Figure 18. State funding sources

Source	Eligibility	Description	Project Type	More Information
Federal Highway Administration (FHWA) Transportation Alternatives Set-Aside Program (TA) (Date Accessed: March 2023)	County Municipalities	The Transportation Alternatives Program (a FHWA grant through the FDOT) provides grants for smaller-scale transportation projects that improve and create alternatives to motorized transportation, including on- and off-road facilities for bicyclists and pedestrians, recreational trails, accessibility improvements, and safe routes for non-drivers.	Greenway Bicycle Pedestrian Amenities Connectivity Other	https://www.fdot.gov/planning/systems/tap/default.shtm
Florida Recreation Development Assistance Program (FRDAP) (Date Accessed: March 2023)	County Municipalities	County governments, incorporated municipalities, and other local government entities are eligible to apply for a grant of up to \$200,000 for the acquisition or development of land for public outdoor recreation.	Greenway Amenities Other	https://floridadep.gov/lands/land-and-recreation-grants/content/frdap-assistance

Figure 18 (cont.). State funding sources

Source	Eligibility	Description	Project Type	More Information
<p>FDOT Shared-Use Nonmotorized (SUN) Trail Network (Date Accessed: September 2023)</p>	<p>County Municipalities Non-profits Other</p>	<p>This program provides funding for the development of multi-use trails, including the planning, design, and/or construction of new trails and improvements of existing ones. The trail must be within the SUN Trail network and connect key destinations such as schools, public transit stations, or residential areas. The grant has no minimum or maximum amount. This program was expanded to include lands in the Florida Wildlife Corridor as part of SB 106, which passed in 2023. The bill also expands SUN Trail funding by \$200 million.</p>	<p>Greenway Bicycle Pedestrian Amenities Connectivity</p>	<p>https://www.fdot.gov/planning/systems/suntrail.shtml</p>
<p>Florida Communities Trust (FCT) Parks and Open Space Florida Forever Grant Program (Date Accessed: April 2023)</p>	<p>County Municipalities Non-profits Other</p>	<p>This program provides grants for communities to assist them in supporting viable growth and development, as well as protecting natural resources and open space. The program focuses on the acquisition of land that will provide public benefits, such as providing access to outdoor recreation. The program funding varies yearly (typically averaging around \$20 million) and provides grants of up to 50% of the total project cost, up to a maximum of \$3 million. The grant requires a local match of at least 25% of the total project cost.</p>	<p>Greenway Bicycle Pedestrian Amenities Connectivity Other</p>	<p>https://floridadep.gov/lands/land-and-recreation-grants/content/parks-and-open-space-florida-forever-grant-0</p>
<p>Florida Communities Trust (FCT) Stan Mayfield Working Waterfronts Florida Forever Grant Program (Date Accessed: April 2023)</p>	<p>County Municipalities Non-profits Other</p>	<p>The program provides funding to eligible applicants for acquisition of waterfront properties that support maritime activities and the preservation of waterfronts, with a focus on the acquisition of land that will provide public benefits, including the enhancement of coastal habitats, and supporting waterfront tourism. Funding varies yearly (averaging around \$5 million) and provides grants of up to 50% of the total project cost, up to a maximum of \$2 million, and requires a local match of at least 25% of the total project cost.</p>	<p>Other</p>	<p>https://floridadep.gov/lands/land-and-recreation-grants/content/stan-mayfield-working-waterfronts-florida-forever-grant-0</p>

Figure 19. Federal funding sources

Source	Eligibility	Description	Project Type	More Information
Land and Water Conservation Fund (LWCF) (Date Accessed: March 2023)	County Municipalities Other	The Land and Water Conservation Fund is a federal competitive grant program that provides funding for acquisition or development of land for public outdoor recreation use. The grant is allocated by the National Parks Service through state agencies for use by state and local governments. The grant matches applicant dollars with federal funds at a ratio of 1:1 for up to \$1.5 million.	Other	https://floridadep.gov/lands/land-and-recreation-grants/content/lwcf-assistance
Federal Highway Administration (FHWA) - Recreational Trails Program (RTP) (Date Accessed: March 2023)	County Municipalities Non-profits Other	This program provides federal grants funded by FHWA for the development of recreational trails, trailheads, and trailside facilities. Funding is administered at the state level by the Florida Department of Environmental Protection. The maximum grant request for non-motorized projects cannot exceed \$500,000, and the maximum request for motorized projects cannot exceed \$2.5 million.	Greenway Bicycle Pedestrian	https://floridadep.gov/lands/land-and-recreation-grants/content/recreational-trails-program-grant-assistance
Federal Transportation Alternatives Program (TAP) (Date Accessed: March 2023)	County Municipalities Non-profits Other	TAP is a federal grant program that provides funding in support of alternative modes of transportation, including pedestrian and bicycle trails and amenities.	Greenway Bicycle Pedestrian Amenities Connectivity Other	https://www.fhwa.dot.gov/environment/transportation_alternatives/
RAISE (Rebuilding American Infrastructure with Sustainability and Equity) (Date Accessed: August 2023)	County Municipalities Transit Agencies Other	Grants intended to provide funding to projects to build or repair surface transportation networks, with a particular focus on equity. Minimum capital projects grant of \$5 million for urban areas and \$1 million for rural areas. Max grant of \$25-45 million.	Greenway Other	https://www.transportation.gov/RAISEgrants/about

Figure 20. Private funding sources

Source	Eligibility	Description	Project Type	More
People for Bikes Community Grant (Date Accessed: March 2023)	County Municipalities Non-profits Other	People for Bikes provides Community Grants of up to \$10,000 annually for projects that improve cycling in communities across the US. However, the grant will not fund projects in which the grant funding would amount to 50% or more of the project budget. The program typically awards grants to non-profits and local governments. Examples of projects the grant has funded include bike trails and bike lanes, bike parks, and bike infrastructure such as bike racks, bike parking, and bike repair stations.	Greenway Bicycle Amenities Connectivity	https://www.peopleforbikes.org/grant-guidelines
America Walks Community Change Grants Program (Date Accessed: March 2023)	County Municipalities Non-profits Transit Operators School Districts	Each year, a total of 15 grant applicants may receive \$1,500 in community grants for projects related to creating healthy, active, and engaged places to live, work and play. The program has a history of funding a diverse range of applicants and diverse range of projects, including walking and cycling paths and other outdoor recreation spaces.	Greenway Bicycle Pedestrian Amenities Connectivity Other	https://ameriawalks.org/programs/community-change-grants/
Rails to Trails - Doppelt Family Trail Development Fund (Date Accessed: March 2023)	County Municipalities Non-profits	Rails to Trails awards approximately \$85,000 per year to organizations and local governments that are implementing projects to build and improve mixed-use trails. The program has historically funded cities and counties, cycling and pedestrian organizations, and other non-profits.	Greenway Bicycle Pedestrian Amenities Connectivity Other	https://www.railstotrails.org/our-work/grants/doppelt/
National Recreation and Parks Association (NRPA) - 10-Minute Walk Planning Grant and Technical Assistance (Date Accessed: March 2023)	County Municipalities Non-profits	NRPA provides grants and technical assistance to support planning efforts that help cities increase access to high-quality parks and greenspaces within a 10-minute walk. The last round of grants provided 10 cities with \$40,000. The NRPA, Trust for Public Land (TPL), Urban Land Institute, and additional national and local experts also offer technical support, including access and support for planning and mapping tools such as TPL's ParkServe and Parkology, peer-to-peer support and networking opportunities, and national visibility through publications.	Greenway Connectivity Other	https://10minutewalk.org/
AARP Community Challenge (Date Accessed: August 2023)	County Municipalities Non-profits	This program provides small grants for quick-action projects to help communities become more livable for people of all ages (but particularly those 50+). Past projects have received grants between \$500 and \$50,000, with an average grant of roughly \$12,000.	Greenway Bicycle Pedestrian Amenities Other	https://www.aarp.org/livable-communities/community-challenge/info-2023/2023-challenge.html



Hillsborough
County Florida

**NO MOTORIZED
VEHICLES BEYOND
THIS POINT**

DRAFT



Design Guidance

This section describes design factors and desirable characteristics to be considered for paved greenways, unpaved greenways, and blueways. This design guidance reflects best practices and the expectations gathered from Hillsborough County residents during the Greenways and Trails Master Plan update's outreach.

Outreach participants communicated what they generally wanted to see and experience in an ideal greenway. The comments and feedback received from a Visual Preference Survey (documented in Appendix F) directly inform the following design guidelines.

Greenways attract people to explore Hillsborough County for a variety of reasons and uses that improve the quality of life for residents and visitors. Examining the expected types of trips taken on greenways helps identify the design elements and levels of investment needed. In many instances, greenway users are seeking a safe place to exercise. Some greenway users are getting from point A to point B, such as going to work or the store. Others use greenways to access natural areas and for fresh air. This emphasizes the importance of greenways as a broad community asset.

Design that anticipates and accounts for typical concerns is the most effective way to encourage safe use of greenways. Greenways designers should consult the applicable standards and de-

sign guidance. The following factors guide the design of all greenways in Hillsborough County:

- Serve all intended users and comply with applicable accessibility regulations
- Reflect contextual elements such as the ecosystem and opportunities for shade (**Figure 21**)
- Select appropriate alignments, materials, and widths
- Include amenities of the proper type and spacing

Figure 21. Paved greenway providing access to natural area and shade



Paved Greenways

People use paved greenways for social, recreational, and transportation purposes. Pathways connecting to adjacent destinations, neighborhoods, and parks are to be encouraged and incorporated into the greenway design to facilitate access and use. The existing paved greenways through suburban residential areas and parks may be extended and incorporated as spurs and loops of the larger paved greenways network. Where paved greenways end, suitable transitions enable greenway users to continue to travel on sidewalks or other facilities, or connect to the roadway network (**Figure 22**).

Paved greenways are primarily intended for non-motorized users and powered conveyances such as assistive devices for pedestrians with disabilities or limited classes of pedal-assist e-bicycles. The specifically allowed classes and types of devices and vehicles should reflect the current County policies, Florida Statutes, and the Americans with Disabilities Act (ADA). In some limited cases, the context may be suit-

able and greenway planning may consider speed-regulated use by throttled electric vehicles that do not require physical effort such as scooters, e-bikes, or golf carts. The use of greenways by these types of users is guided by Hillsborough County policy and Florida Statutes.

Additional greenway width is preferable to any striping configuration to accommodate higher volumes and mixes of user groups. Desirable paved greenway widths facilitate comfortable side-by-side travel and safe passing. In all cases, greenway users are encouraged to travel at a safe speed within the limits of their control and ability to yield appropriately.

Figure 22. Paved greenway incorporating nature and making neighborhood connections



Paved Greenways and Roadway Considerations

Greenways are linear features by their nature, which means they must eventually extend along and across barriers such as roadways. Two-way greenways adjacent to roadways have inherent operational challenges, but they can be mitigated with careful design. Desirable paved greenway alignments that follow roadways maximize the separation of greenway users from motorized vehicle traffic. Wide buffers also provide space for healthy trees and utilities. In addition to longitudinal buffers from the roadway edge, access management can be used to minimize the frequency and width of driveways that cross the greenway. Paved trails may also be incorporated into County parks or other sites.

The primary consideration in the design of intersections with roadways is to minimize the exposure of greenway users to traffic. Exposure can be minimized at intersections by visually highlighting the crossing, shortening crossing distances, using physical deflections to slow traffic, or by adding signals to provide dedicated time to cross. Another design element of greenway intersection design is the physical restriction of access by motorized vehicles.

Physical barriers across greenways should be limited to locations where absolutely necessary to prevent access by motor vehicles. Strategically placed curb islands are effective and appealing methods of limiting access by motorized vehicles. Properly designed curb islands can limit passenger vehicles while still

maintaining access for emergency vehicles (**Figure 23**).

As the volume and speed of roadway traffic increases, so does the desirability and safety of grade-separating greenway crossings. Underpasses are more suited to maintain the natural greenway environment, minimize steep ramps, minimize exposure to roadway noise, maximize protection from weather, and remove the issue of debris falling upon the roadway. Florida's low elevation and high water table can limit the locations that are suitable for underpasses, but roadway bridges over waterways and other roadways present conditions that can increase the feasibility and inclusion of underpasses. Several intersections along the Upper Tampa Bay Trail present a best practice example where the pathway splits and leads to both an underpass and a signalized crossing, providing direct route options for users accessing the greenway at the roadway crossing and those just passing through. Bridge spans can be designed to be sufficiently wide and tall to incorporate safe greenway crossings and maintain the ecology of stream corridors (**Figure 24**).

Intuitive access alignments and an appealing environment can encourage use, discouraging attempts to cross the roadway in unsafe locations. Greenways both over and under roadways can become destinations of their own when designed as appealing public spaces with adequate lighting and enhancements such as public art (**Figure 25**). In addition to aesthetics, lighting and art can improve both the safety and security of greenway users. Well-lit and well-traveled areas can also discourage undesirable behaviors.

Figure 23. Use of median to restrict vehicle access



Paved Greenway Amenities

Paved greenways can be very popular, introducing the demand for amenities at trailhead access points and at waysides spaced at regular intervals along the greenways. Typical paved greenway trailhead amenities include restrooms, water, and picnic areas. Enhanced amenities can include interpretive signs and exercise stations. Community enhancements such as art installations can further weave greenways into the fabric of the communities they traverse. **(Figure 26)**

Lighting promotes both safe operations and security wherever paved greenway use is allowed during dark hours. The highest intensity of lighting is used for enhanced safety at roadway crossings. Roadside paved greenways are generally lit for 24-hour use as a part of the public right of way.

In developed areas where 24-hour use may not be explicitly allowed, yet utilitarian shared use path use may reasonably be expected, lighting may be provided at a lower intensity level for safety and security. In all instances, greenway lighting is targeted to areas of expected use such as paved path surfaces and down-

ward-directed and shielded to minimize light pollution and impacts to wildlife.

Figure 24. Roadway bridge span accommodating both the greenway and natural stream corridor



Figure 25. Underpass with public art enhancement and width to enhance natural lighting and safety



Figure 26. Incorporation of community art for greenway placemaking



Figure 27. Wayside with contrasting surfaces and furniture set back from pathway edge



Paved greenways that traverse long distances have additional economic development considerations that may justify a higher level or frequency of amenities. As part of an economic development initiative, SUN Trails were established as a statewide system of high priority paved shared use path corridors in Florida. The Florida SUN Trail network weaves together many existing and future greenway corridors into long distance routes, which should attract visitors to Hillsborough County as our greenways system grows and becomes better connected to the statewide network.

For safety and intuitive operations, contrasting surface types delineate areas for movement in relation to waysides and areas for congregation. In addition, setting back furniture away from the edge of the traveled way (**Figure 27**) or visibly contrasting stamped patterns can encourage lower speeds by wheeled users in locations with large volumes of pedestrians.

Figure 28. – Wayside designed with shade structure and separation from the roadway



Waysides should seek to use the natural tree canopy or include shade structures for protection from the sun and elements (**Figure 28**).

Unpaved Greenways

The establishment of linear greenways is a key component of broader land conservation efforts, connecting preserved natural areas to and through communities. Thousands of acres of environmentally sensitive wildlife habitat and corridors are managed through the Jan K. Platt Environmental Lands Acquisition and Protection Plan (ELAPP). The natural ecosystems of Hillsborough County include pine flatwoods, depression marsh, sandhill, xeric scrub, floodplain forest, and saltmarsh/coastal areas.

Unpaved greenways connect and provide access to the scenic and natural areas of Hillsborough County. Loop and spur unpaved greenways within preserved areas are popular for hiking, horseback riding, and mountain biking. Unpaved greenway alignments lead to points of interest such as bodies of water and viewpoints, meandering to follow topography and waterways and utilizing the existing tree canopies to provide much-desired shade. Waysides at scenic overlooks or other points of interest away from trailheads can incorporate additional elements such as interpretive signs and shade structures that provide temporary shelter from sun or rain (**Figure 29**). Boardwalks can provide connections, where appropriate, while protecting wetland areas and highlighting environmentally sensitive areas (**Figure 30**).

Unpaved Greenway Amenities

Attracting specific user groups, unpaved greenways often incorporate features and amenities targeted to those groups. For example, unpaved greenways can be added in the same corridor as paved greenways (**Figure 31**). The parallel pathways can improve safety and comfort by providing dedicated spaces for different speeds of travel and types of users, especially those on horseback. Enhanced amenities for equestrians can include expanded parking areas for horse trailers, watering troughs, and hitching posts for horses. Amenities for mountain bicyclists can include bicycle repair stands, wash stations, and dirt parks where skills can be practiced.

Like paved trails, unpaved trails should meet the needs of all intended users and be designed in compliance with appropriate County, State, and Federal guidance and regulations. Guidelines for unpaved recreational trails are included in Section F245 of the ABA Accessibility Standards, issued under the Federal Architectural Barriers Act (ABA).

Figure 29. Interpretive signage along an unpaved greenway highlighting the natural environment



Figure 30. Greenway boardwalk providing access through low-lying natural area



Figure 31. Parallel paved and un-paved greenway surfaces for different user groups



Blueways

The Tampa Bay shoreline, along with the streams and rivers that feed into it, feature some of the best blueway paddling routes in Florida. Paddlers can access diverse marine, estuarine, and freshwater ecosystems. Providing several types of facilities, amenities, and information can help paddlers safely and conveniently find and access the many launch sites.

Launch facilities

Public launch sites often require facilities to access the waterways and protect the surrounding natural resources. The need for amenities such as parking and restrooms means that the best option is often to colocate paddling launch sites within parks or at larger boat ramps. Blueways in suburban areas are often flanked by residences and private docks that also provide paddling access.

The simplest launch access point is a sandy beach, which can also provide the lowest stress launching conditions for novice paddlers. However, it may be difficult to access open water from sandy beaches during low tide. In high-use areas, the beach and bank areas may need stabilization to prevent erosion (**Figure 32**). In some instances, paddlers may access the water at concrete ramps used to load and unload boats from trailers. However, these areas can often be

congested, and novice paddlers may not feel comfortable operating near motorized vessels. Dedicated access for paddlers can be provided via fixed piers or floating docks that can move up and down with the changing tidal water levels (**Figure 33**). Fixed piers can prove difficult for many types of watercraft; if there is a large distance between the pier and the water, boats can slide away underneath the pier, and boaters often have to maneuver their bodies in ways that can lead to capsizing. Customized launching ramps with rollers are favored by some paddlers and disliked by others who find them difficult to use when exiting the water as they require significant upper body strength (**Figure 34**). Multiple launch options are important due to the diversity of watercraft types, as well as the diversity in skill and physical abilities of users.

Figure 32: Stabilized beach/bank launching



Figure 33. Dock launching



Figure 34. Launching ramp



Blueways Public Information and Wayfinding

Blueway users require continuously updated information regarding the seasonal and daily water level changes that result from tides and storms. To provide essential and timely updates specific to this user group, the following information should be provided for each launch site and be accessible by a combination of websites, phone applications, and printed materials. Specific details should be provided about the launch area facilities and routes accessible from each launch area including whether there are restrooms and whether camping is available along any of the associated paddling routes. Resources provided for paddlers should include public access hours, any parking limitations and costs, and applicable boating regulations. In addition to regulations, the materials can promote safety awareness and behaviors, foster natural resources stewardship, and share the relevant historical information for each site. In addition to making the launch area details available for those researching from afar, these details are also valuable once paddlers are at the sites and can be displayed on informational signage and kiosks. The on-site signage should include QR codes (or similar) that lead to online information for those seeking timely updates such as weather and tides.

Once paddlers have left shore, they need wayfinding signage to find landing points and navigate the designated routes. The most traditional form of wayfinding is to provide signage to help paddlers identify where they are and guide them to destinations (**Figure 35**). These signs can be particularly valuable in locations that typically see large numbers of tourists or locations where multiple route options are possible. Signs are often numbered and correspond to a map, available both printed and online, to help users navigate the waterway.

The Pinellas County Blueways Guide serves as a best practice example for sharing the types of information most valuable to paddlers. The content is available as both a document that may be printed as well as an interactive online mapping tool. In both formats, the following essential information is provided for paddlers: maps of launch sites and possible paddling routes (**Figure 39**), GPS coordinates for launch sites and other key destinations, and detailed information about launch sites including launch facilities, amenities, and destinations accessible from each site.

Figure 35. Wayfinding signage for paddlers



Figure 36. Typical map excerpt from the Pinellas County Blueways Guide



- - - Marked Paddle Trails
- - - Unmarked Paddle Trails
- - - Florida Circumnavigational Salt Water Paddling Trail

Greenways Branding and Signage

Consistently branded signage across all types of greenways can help identify the various links as parts of an integrated network. The County has already established a template for signage used to identify trailheads and for informational panels at waysides (**Figure 37**). This signage is used to identify parking lots and provide information such as maps, rules, and other interpretive information. The existing signs include several types of informational panels and require time to read and digest the content. These signs are best viewed and accessed while standing outside of the greenway's traveled way.

Wayfinding is distinct from the existing signage by providing a limited set of directional guidance that may be read and understood without requiring greenway users to stop moving. Beyond the logo, the content of wayfinding signage correspondingly needs to be limited to arrows, destinations, and distances. To be predictable, destination names and distances should use a consistent set of fonts and colors. Further, the content is best understood when all signs follow consistent naming conventions and hierarchies of primary and secondary destinations.

Many greenway users find it valuable to see the name of the roadway being crossed included in conjunction with or as a part of the destination-oriented wayfinding signage at intersections.

While consistent branding may be incorporated, there is flexibility to adjust the sizes, colors, and materials to fit the signs to the context and type of greenway. For example, wayfinding signs oriented to commuting bicyclists will typically be larger, show destinations on a green background, and use metal. By contrast, wayfinding signs along a hiking trail through a natural area may be smaller and could use colors or materials such as wood that fit the local ecosystem. Signs intended to be read by bicyclists in motion should follow the font, minimum size, and reflective visibility standards for bicycle shared use paths in the Manual on Uniform Traffic Control Devices (MUTCD). It is important to note that the MUTCD applies to paved shared use pathways, but not natural surface trails. Added benefits of signs that follow the MUTCD standards for materials and retro-reflectivity are increased durability and reduced maintenance.

Figure 37. Existing branded trailhead design



Adapting and expanding the County’s branding to a “family” of uniformly designed wayfinding signs would increase the visibility and recognition of all greenways as a cohesive system. **Figure 38a and b** demonstrate how to incorporate a consistent design theme across signage with different types of information and in different contexts. The graphics show two examples of unified branding, as follows:

- Example 1 (**Figure 38a**): Adhering to branding guidelines, and having signs complete with the full county logo.
- Example 2 (**Figure 38b**): Depending on the production style and budget, potentially using reversed colors for the County logo to better differentiate between design elements.

Note that these graphics are representative and not prescriptive for the ultimate designs the County may choose to use for an updated system of signage. This would be developed in coordination with appropriate County departments. To be determined through a future dedicated wayfinding design effort, the design could build upon the existing signage design as shown in **Figure 38a and b** or create a custom design, such as used along portions of the SUN Trail network in other counties of Florida (**Figure 39**).

Future efforts are needed to clarify where such signage applies (for example, on Park & Conservation Trails) and whether there would be any differentiations based on location. In addition, further conversations are needed regarding sign production, and whether this needs to be included in the County brand guide. These next steps will occur after the Master Plan is completed.

Mileage and Location Markers

Beyond wayfinding at trailheads, junctions, and where directional guidance is needed, a standardized system of greenway mileage markers is a user amenity that aids the ability to pinpoint specific locations along the greenways. The mile markers are valuable to recreational users who want to track the distances they travel. In coordination with the destination-based way-

finding distances, the mileage zero points may optionally be set at the ends of long-distance greenways or be reset between notable destinations or junctions. A system of location markers with unique identification number codes for each location may be installed where there will not be branded mileage markers.

Being coded into the emergency response GPS system, these unique location identifiers can assist maintenance staff and emergency responders to quickly find specific locations reported as needing attention.

Maps, Apps, and Data

Greenway maps and brochures inform residents and visitors of the completed greenways network and attract recreational use. All maps and project information can be made available on the County website and shared via social media. Maps and greenways information can be made available through interactive online maps that allow searching for customized route options and allow for real-time updates. The County can both produce their own online map portal using their GIS system and provide route data that can be used by third-party applications such as AllTrails, Ride with GPS, or Strava.

Static maps are useful information to provide at trailheads and waysides. The physical maps used at waysides can include encouragement for users to take photos and include QR codes or similar methods for users to access the online materials. While online information is increasingly used, routinely updated and printed maps are still preferable for many users.

Figure 38a. Option 1 of unified branding across sign types and locations

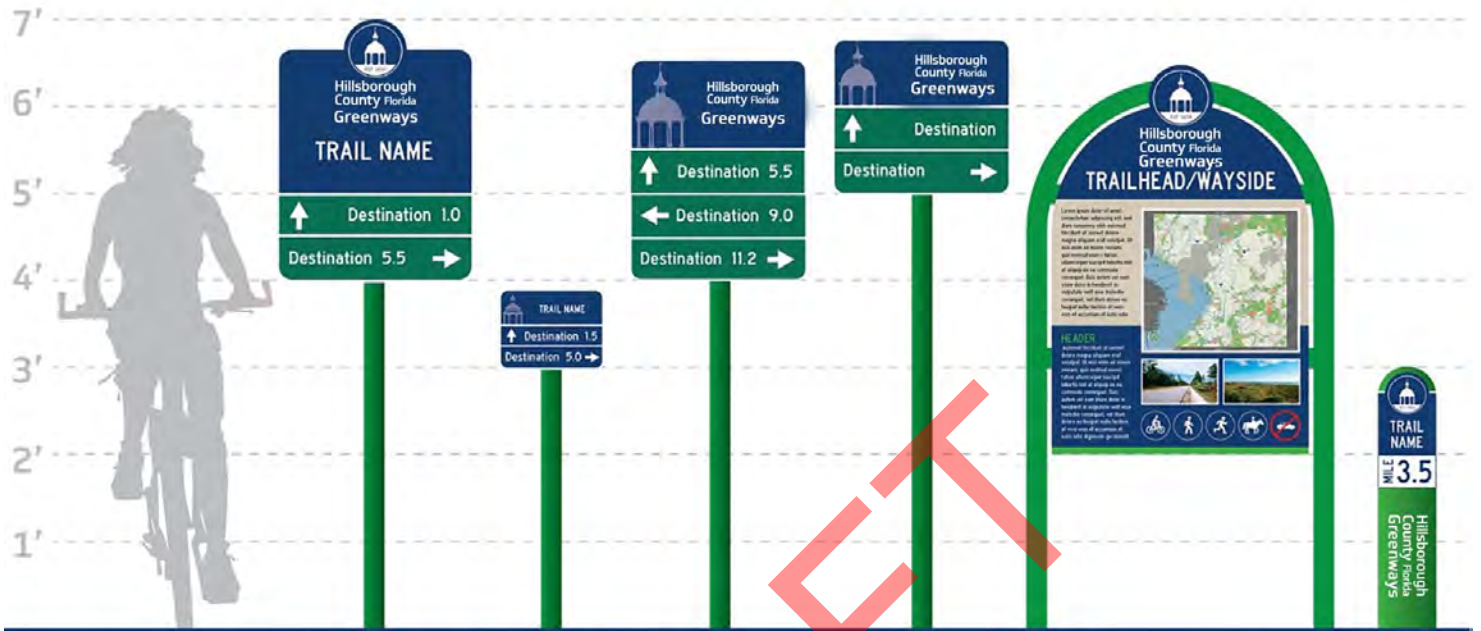
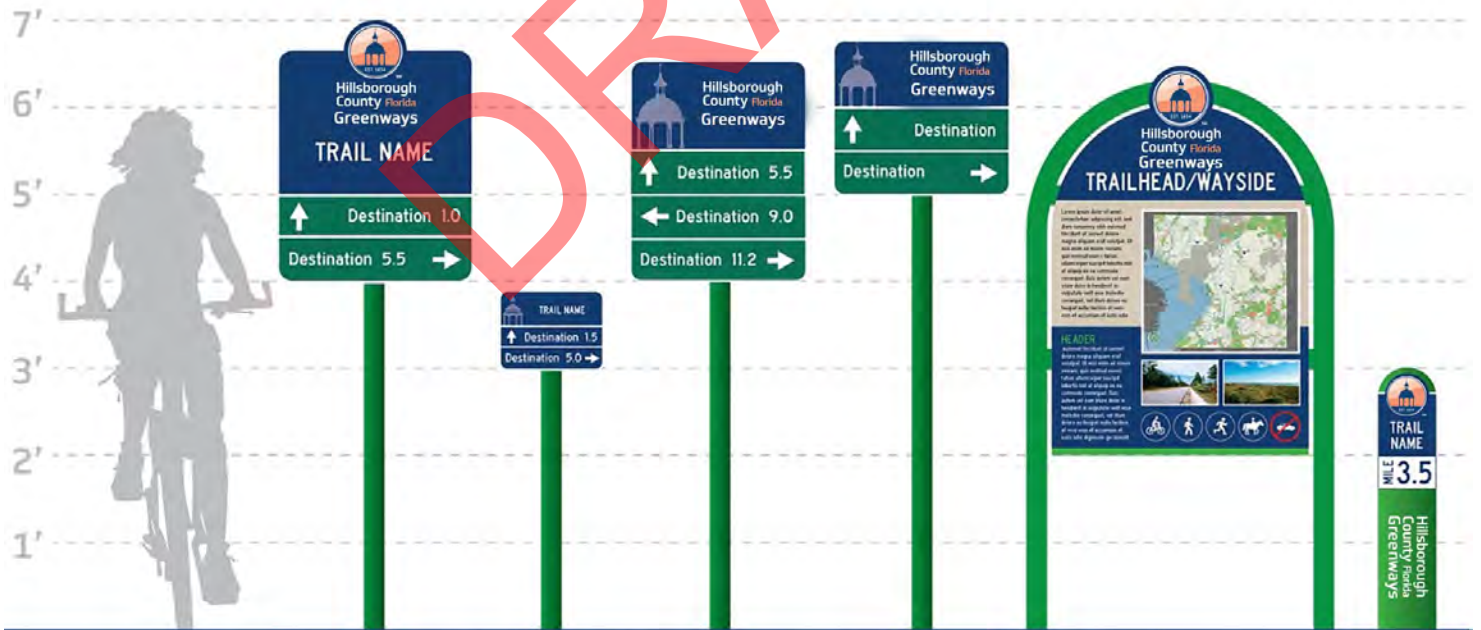


Figure 38b. Option 2 of unified branding across sign types and locations



Monitoring Greenway Use

Greenway use can be monitored and documented using a consistent and repeated process. Automated counting technologies can distinguish user types, speeds, and directions of travel. Counting equipment can be included as a part of all greenway design and construction projects using most typical funding sources. A routine process for extracting and processing data to be shared with the public can be used to inform overall operational management and may support broader County efforts such as healthy activity promotion campaigns integrated with the overall greenways online presence.

Greenways serve as infrastructure and also as elements of placemaking. Following adopted greenway design guidelines will contribute to both safe and convenient infrastructure and enjoyable places for Hillsborough County residents and visitors to connect with nature, recreate, and travel.

These guidelines are meant to offer guidance while remaining flexible and not superseding already adopted practices by the County's implementing agencies.

Figure 39. Best Practice example of custom wayfinding panels, Gemini Springs Park



Recommended Next Steps

Continuing Hillsborough County's greenways program and adding new greenways to the network rely on the recommended next steps presented in this chapter.

The next steps were created while developing this Master Plan, listening to stakeholders, and reviewing the 1995 Greenways Master Plan's recommendations. These steps were drafted in the framework of the 1995 Plan.



CONTINUE IMPLEMENTATION THROUGH SUPPORTING PLANS AND STUDIES

- Encourage the Hillsborough Greenways Committee and county staff to complete supporting functions, such as delivering an annual report and an annual list of identified priorities as well as matching priorities to available grant programs.
- Develop a Blueways Master Plan to refine needed improvements for safety, access, and wayfinding for people paddling and in non-motorized vessels.
- Develop a Greenways Branding and Wayfinding Master Plan to unify the elements of Hillsborough County Greenways into a cohesive, recognizable, and valued amenity, and develop a Greenways Wayfinding Master Plan in concert with the Branding Master Plan that follows the Guidelines outlined in this document. The Greenways Wayfinding Master Plan should also address a plan for emergency markers posted along or on top of the greenway surface.
- Conduct a county-wide inventory of greenway trailheads, amenities, and parking access to better document the existing conditions, and to understand where maintenance is needed, parking is inadequate, the location of access points, and any access issues that may prevent users of all ages and abilities from using greenways.
- Establish a protocol to incorporate new greenway opportunities that emerge before the next full update.

INCREASE PUBLIC SUPPORT

- Maintain the relationships that have already been established with business associations and user groups.
- Establish relationships and work closely with citizens, civic associations, community organizations, landowners, local business associations, local convention and visitor bureaus, and schools to build support for greenways.
- Build on the success of the Hiking Spree program to introduce new users to the County's greenways.
- Host new events, workshops, and volunteer recognition to increase support and community ownership of greenways.

BUILD VOLUNTEER PROGRAM(S)

- Build on the success of the TrailCATS volunteer program.
- Explore hiring a dedicated volunteer coordinator to recruit volunteers, promote and oversee volunteer efforts.
- Look into expanding the volunteer program through recruiting from existing groups and local leadership organizations, developing a volunteer handbook aimed at specific program goals, and through training programs.

CONDUCT TRAIL SAFETY ANALYSIS

- Develop a guide for staff to design and implement trails, aimed at minimizing user conflicts and ensuring the safety of people and protection of natural resources.
- Address all user types including emerging electric modes in future safety analyses and in the design guide.
- In light of the emerging electric modes, identify the need for establishing speed limits on Hillsborough County Greenways and include within the design guide.
- Clearly communicate safety instructions at trailheads and via online maps and wayfinding.
- Adequately fund monitoring and enforcement.

COORDINATE IMPLEMENTATION

- Increase coordination between municipalities by navigating legal barriers that prevent or hinder coordination between municipalities with assistance from the County attorney.
- Actively and regularly coordinate with agencies, utility companies, and adjacent municipalities to implement the Greenways and Trails Master Plan.
- Establish a schedule for regular coordination with greenways implementation partners.
- Work with greenways implementation partners to identify and maximize opportunities to better coordinate plans, minimize adverse impacts, and find solutions to meeting greenway objectives.
- Clarify the mission, responsibilities, and title of the Hillsborough Greenways Committee.

GREENING OF NEW AND EXISTING GREENWAYS

- Identify opportunities to rewild appropriate areas adjacent to greenways to increase natural connections, wildlife habitat, and overall biodiversity, such as through landscaped border treatments, pocket parks, small water features, and increased tree canopy.

ESTABLISH MITIGATION BANKS

- Establish mitigation banks in the areas that have already been identified for that purpose.
- Encourage and support the siting of upland and wetland mitigation banks, required by various regulatory programs, at locations within Hillsborough County which would contribute to the development of the greenway system.

REVIEW DEVELOPMENT COMPATIBILITY

- Evaluate the Land Development Code and identify any clarifications or restructuring needed to better achieve the objectives of the Greenways and Trails Master Plan by using existing regulatory provisions requiring open space and the protection of environmentally sensitive areas.
- Once needed refinements are identified, amend the Land Development Code to reference the Greenways and Trails Master Plan and to explain how existing code provisions can be applied to protect greenways.
- During the development review process, allow and support the dedication of a drainage or utility right-of-way or easement for greenway purposes, as well as for drainage or utility purposes, in development projects where the right-of-way or easement would connect to an existing or planned greenway on adjacent land.

EXPLORE FUNDING

- Conduct Return on Investment analyses and communicate the results to stakeholders and decision makers. Return on Investment analyses should quantify physical and mental health and recreation benefits, reduction in Vehicle Miles Traveled, impact on bicyclist and pedestrian safety, as well as economic development and tourism benefits.
- Develop annual reports that document current maintenance priorities and the maintenance costs expended in the previous Fiscal Year.
- Seek private dollars to enhance County-owned greenways in conjunction with other park enhancement efforts.
- Develop a Greenways annual report that identifies priority projects and develops applications for each of the state-administered grant programs that support public outdoor recreational use:
 - Florida Communities Trust (FCT)
 - * Parks and Open Space Florida Grant Program
 - * Stan Mayfield Working Waterfronts Florida Forever Grant Program
 - Florida Recreation Development Assistance Program (FRDAP)
 - Land and Water Conservation Fund (LWCF)
 - Recreational Trails Program (RTP)
- Applications should highlight cooperative partnerships for implementation where applicable.

PROTECT HISTORIC PRESERVATION

- Coordinate with the Historic Presentation Board to ensure historic structures, historic trails, and archaeological sites are adequately protected and appropriately incorporated into the greenway system.
- Coordinate with other partners to explore the possibilities for greenways to promote education, pride in local heritage, and awareness of and giving voice to indigenous cultures. This may also open up more potential funding sources.

Conclusion



Greenways in Hillsborough County are a collaborative effort, and bringing more people who are passionate about greenways and their benefits will result in a more complete and supported greenway network. To do so requires collaboration, transparency, power-sharing, and regular communication.

Within a year of Plan adoption, the Community & Infrastructure Planning Department will coordinate with County departments on roles and responsibilities for implementing the Greenways and Trails Master Plan.

As recommended in the Next Steps table, a Greenways annual report should be established to keep up with funding opportunities as they arise. The Master Plan should be reviewed every five years to ensure that projects and objectives continue to reflect the needs and priorities of the community.



Appendix

Hillsborough County Greenways and Trails Master Plan



DRAFT



Demographics and Growth

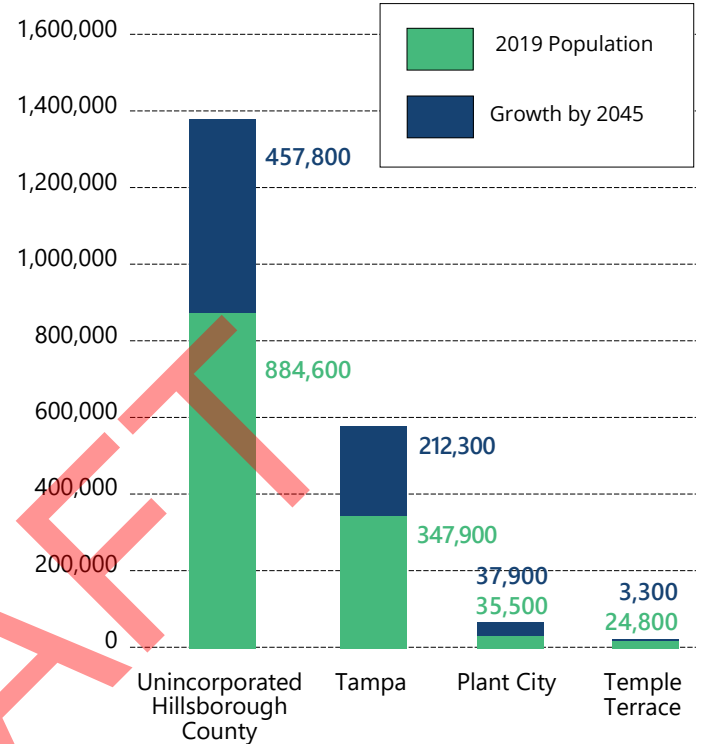
Population Growth in Hillsborough County Through 2045

As of 2023, Hillsborough County has 1,528,924 residents. By 2045, the population is projected to reach 2,004,100.

The 2019 University of Florida Bureau of Economic and Business Research (BEBR) medium-level projection forecasts that Hillsborough County will grow by over 500,000 people by 2045. Most of that population growth is expected to occur in unincorporated Hillsborough County (Figure 40), where there is the most available land for new development.

Figure 41 shows the amount of growth forecast to occur throughout the county between 2025 and 2045. Anticipated growth areas are located north of Plant City, east of Temple Terrace, on the border with Pinellas County, and in the south part of the county along the major highways (US 41, I-75, and US 301). The growth forecasts are updated every five years. The next is anticipated in 2023.

Figure 40. Projected population growth by jurisdiction



Data Source: 2045 Population and Job Growth, Plan Hillsborough presentation to County Commission, May 7, 2019. https://planhillsborough.org/wp-content/uploads/2019/06/BOCC_May7_2019_Final-version.pdf

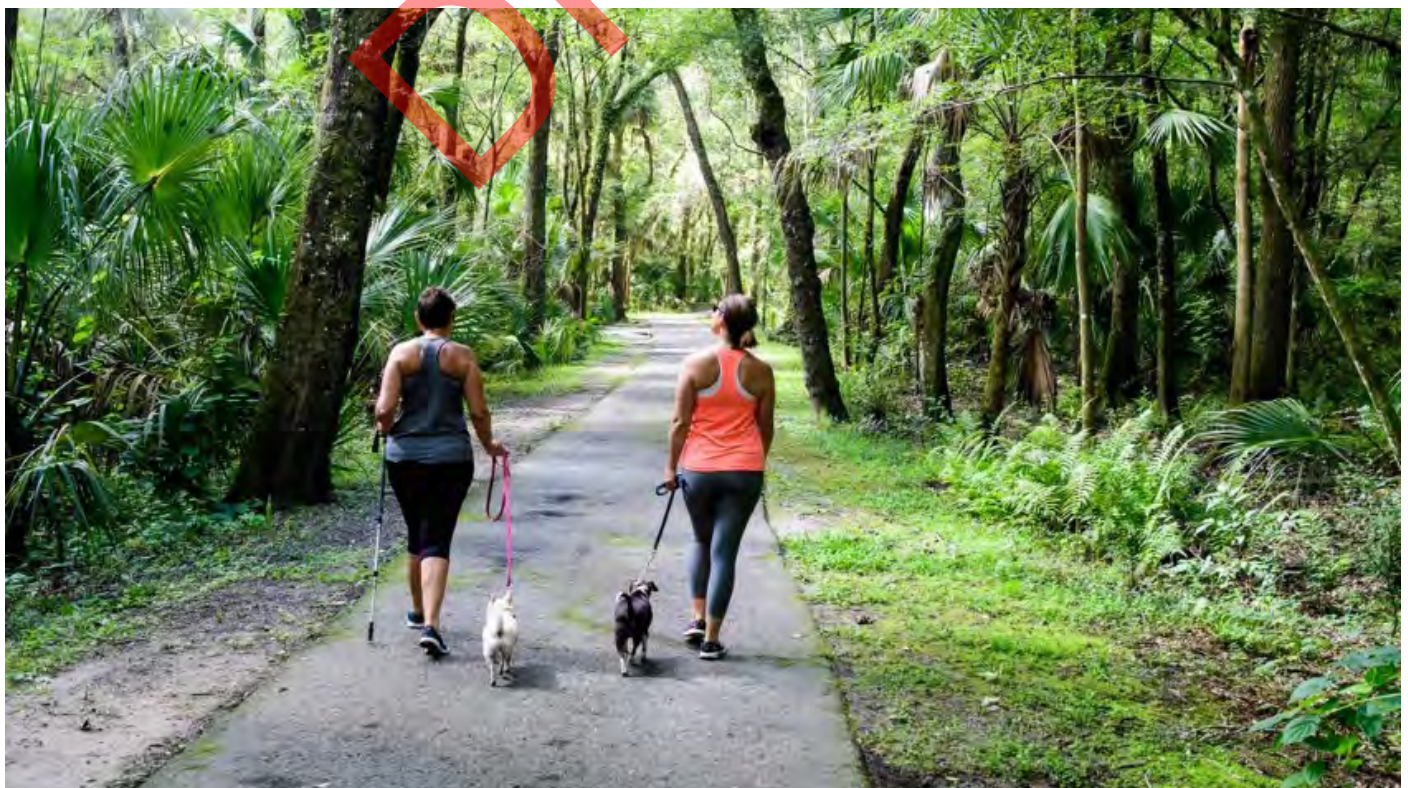
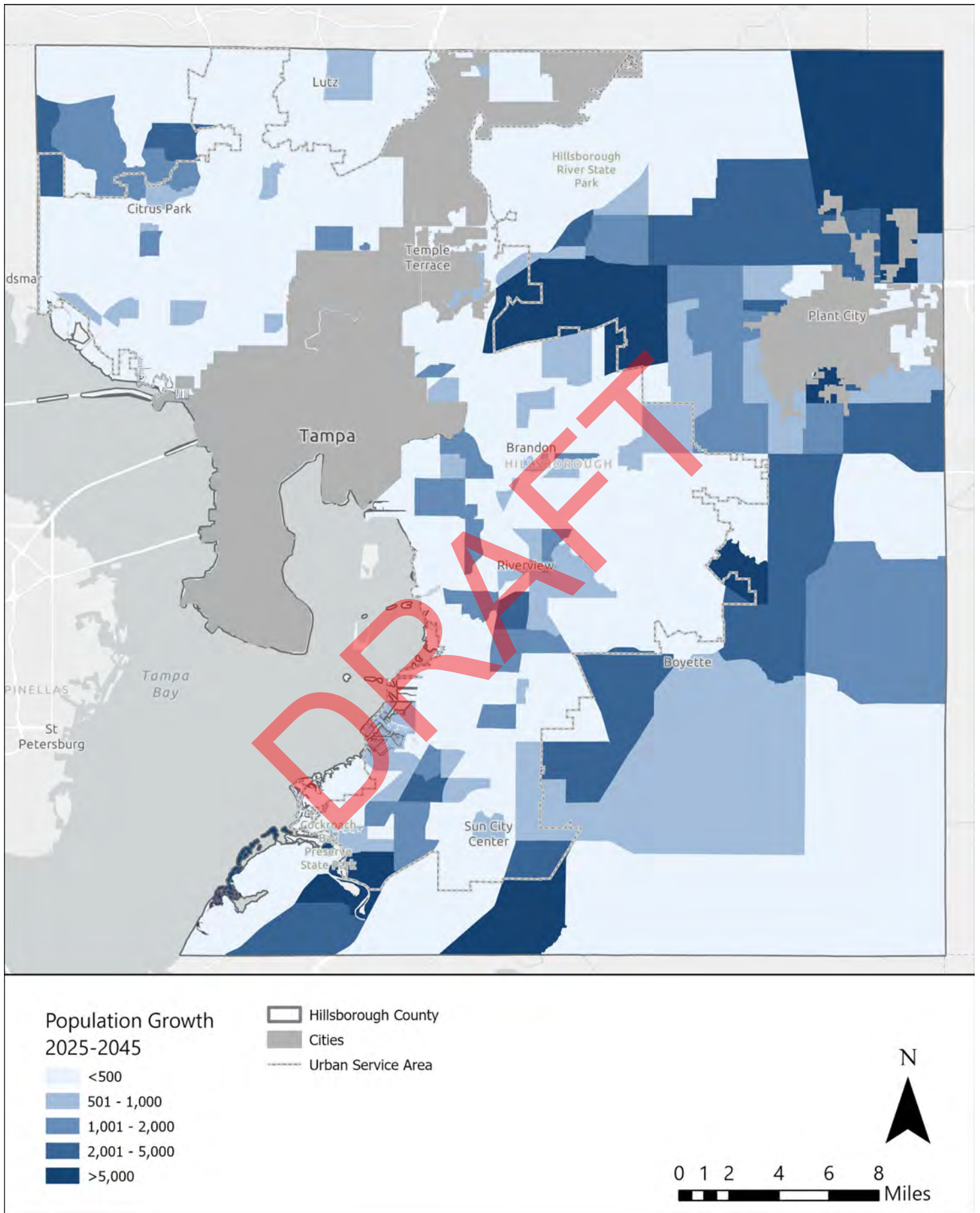


Figure 41. Projected population growth, 2025-2045



Community Access

It is important to understand how the Hillsborough County greenways network today serves people whose voices and needs have not historically been included in planning efforts. In the 2021 Nondiscrimination and Equity Plan, the Hillsborough Transportation Planning Organization (TPO) identified the most underserved communities based on the number of different underserved community characteristics that overlap in each location. These communities have populations that are underserved in multiple ways, having high concentrations (in the 80th percentile) of four or more of the following characteristics: racial minority, ethnic minority, limited English proficiency, older adults, youth, low-income, people with disabilities, people without a high school diploma, households with no vehicles, and female-headed households.

The most underserved communities in unincorporated Hillsborough County include Wimauma, portions of Memorial Highway, Town 'N' Country, and the area west of the University of South Florida. **Figure 42** shows the locations of these communities, along with existing greenway facilities. This map shows that underserved communities in Town 'N' Country, Upper Tampa Bay, and near the border with Manatee County are served by trails and greenways in their community. However, many underserved communities in unincorporated Hillsborough County have no direct access to a greenway, trail, or blueway.

For zero-vehicle households, greenways can provide low-cost access to schools, jobs, and other services and opportunities. Additionally, people in households without a vehicle can enjoy the benefits of greenways outside of transportation; access to nature, including blueways, has recreational and mental health benefits.

Figure 43 shows a dot density map of zero-vehicle households in Hillsborough County. Households without a vehicle constitute approximately two percent of the national population, and only one percent of the Hillsborough County population. The primary areas where households live without vehicles in unincorporated Hillsborough County, whether by choice or by financial hardship, include the University area, Town 'N' Country, and Sun City Center.



Figure 42. Unincorporated Hillsborough County underserved communities and existing greenways

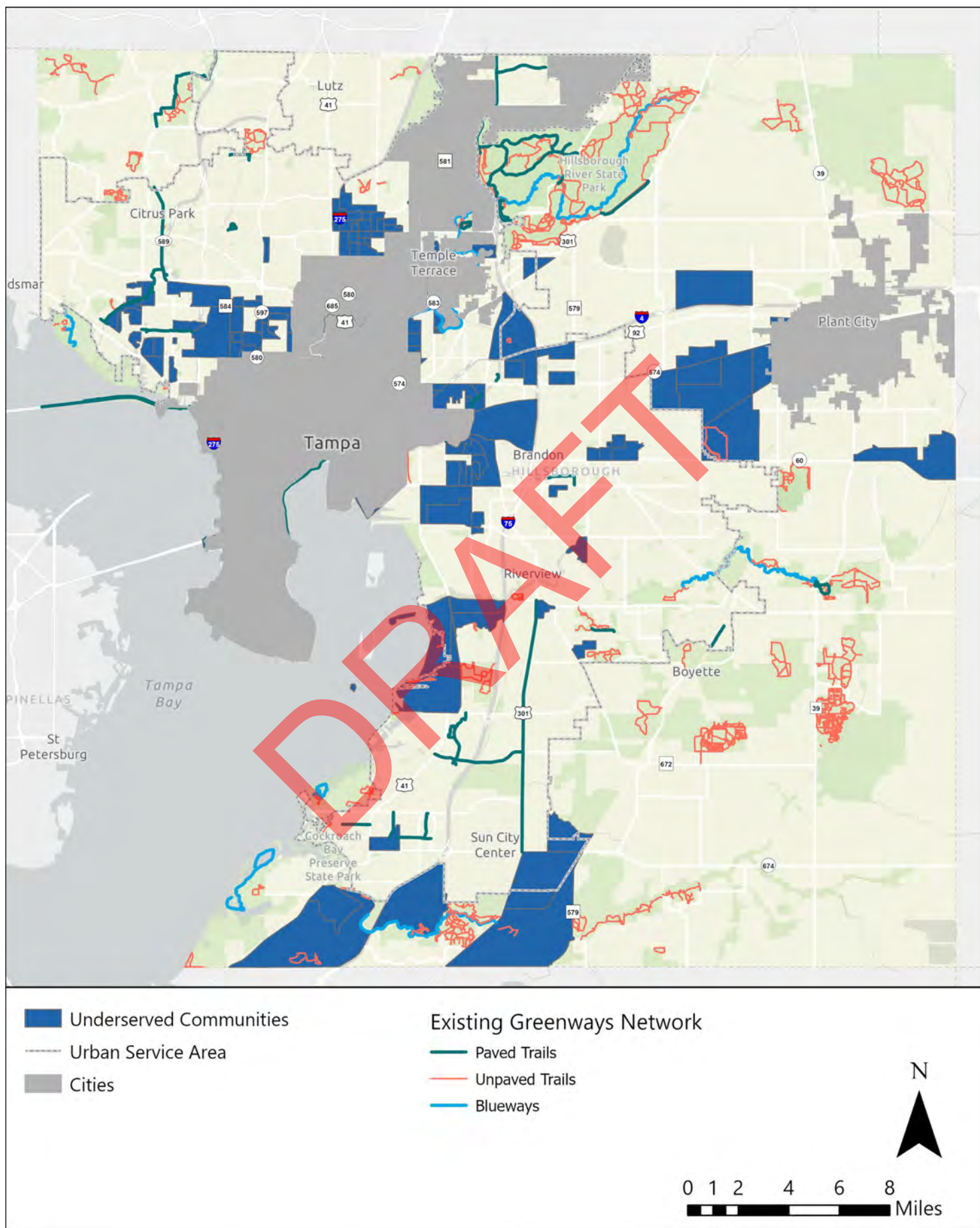
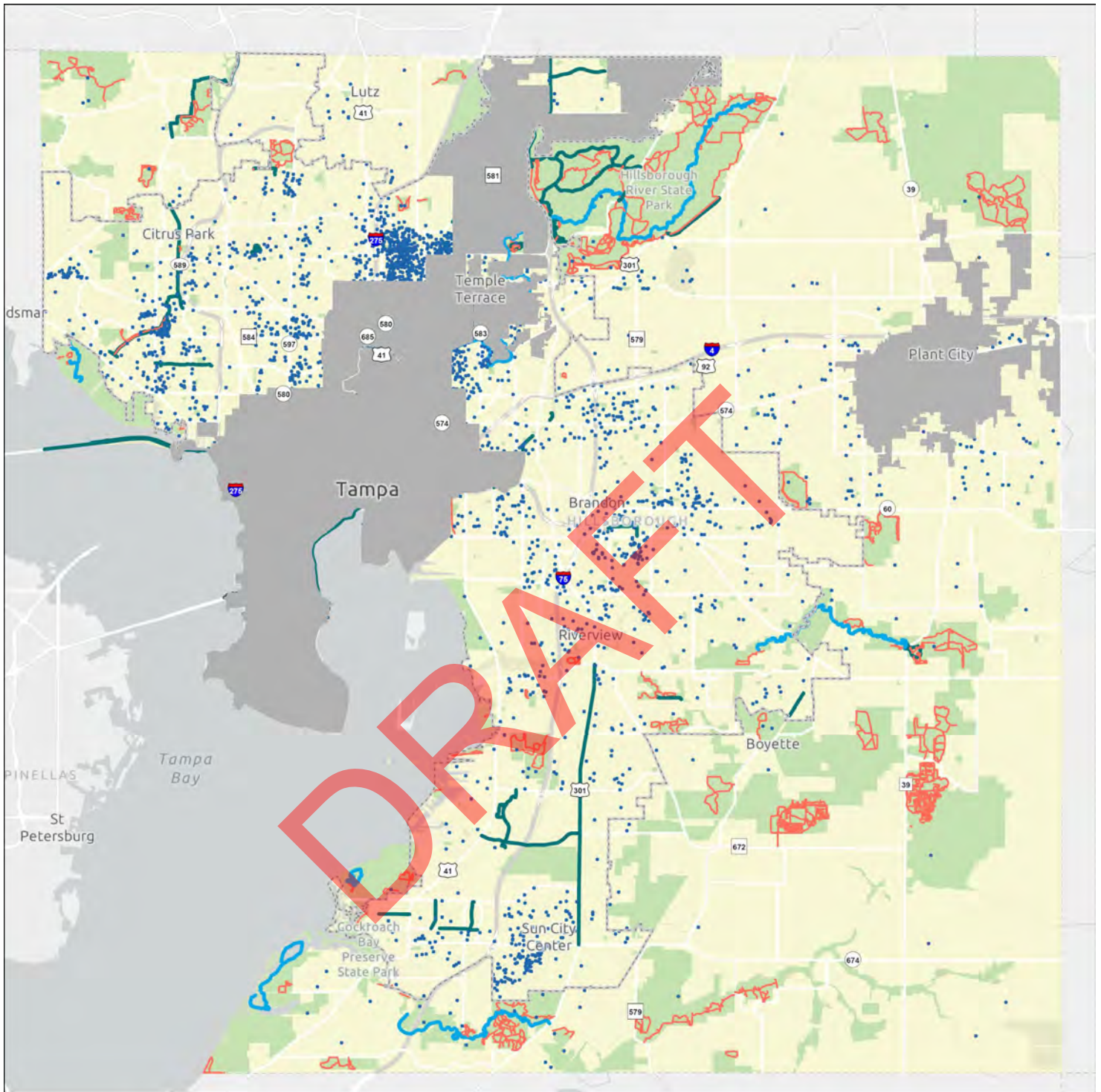


Figure 43. Zero-car households and existing greenway network

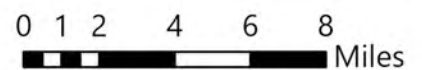


Zero Car Households

- 1 Dot = 8 Households
- Urban Service Area
- Cities

Existing Greenways Network

- Paved
- Unpaved
- Blueway



Current User Trends

One source of available data that estimates how many people are using Hillsborough County greenways is the County's Hiking Spree participation. This program, started in 2018, encourages Hillsborough County residents to experience at least eight different greenway facilities during the winter. Upon completion of a form reporting which greenways were used, participants receive a patch. The data, shown in **Figure 44** below, reflects those who both participated in the Hiking Spree program and self-reported to the County. This is only one source of user data and does not reflect all greenway users or types of greenways. The Hiking Spree program typically runs from January through March, at a time when weather is most pleasant for greenway use. The below figure shows program participation. It should be noted that COVID-19 likely impacted participation.

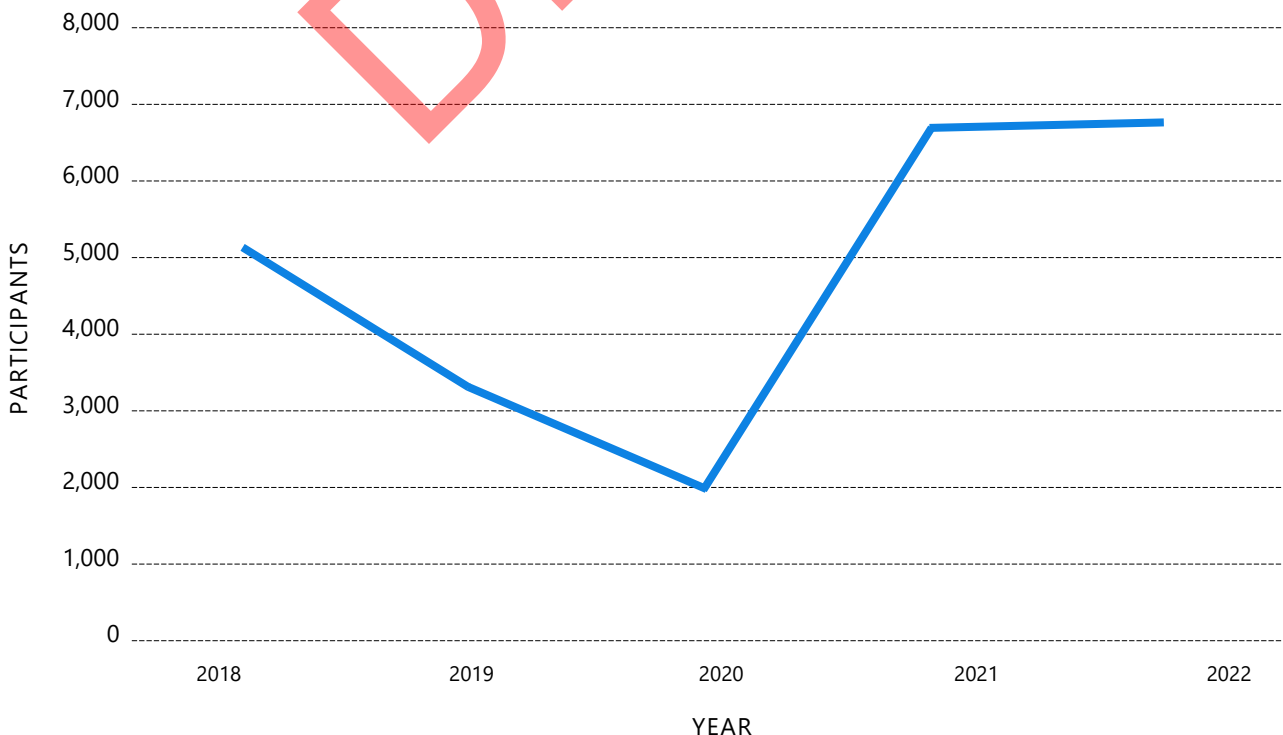
In addition, the County acquired and analyzed data shared by users of mobile device applications – to explore bicyclist and pedestrian travel behavior on paved trails in 2021. The data suggested that individual trails are used for trips to schools during weekdays and recreational trips on weekends. Data suggested that trails with independent alignments away from a roadway tended to be more popular on weekends,



The Hillsborough County Hiking Spree appeals to all ages.

while trails adjacent to roadways, or sidepaths, were generally more popular on weekdays. More detailed data collection and analysis would need to be conducted to better understand various trends associated with individual trails.

Figure 44. Annual Hiking Spree Program Participation, 2018 - 2022



Existing Greenways Network Inventory

Paved Greenways

Trail Name	Mileage	Trail Name	Mileage
11th Avenue W	1.1	Flatwoods Main Trail	0.8
12th Street NE	1.0	Morris Bridge Biking Area	0.1
Alderman's Ford Conservation Park	1.9	Northdale Lake Park Trail	1.3
Apollo Beach Overpass	3.7	Oak Preserve Boulevard	2.0
Bell Creek	0.9	Old Fort King Trail	2.4
Brandon Parkway	1.4	South Coast Greenway / Mariella Johns Smith Trail Phases IA, II, IVB	6.7
Carrollwood Village Park	1.4	Suncoast Parkway	1.0
Cross County Greenway – Bridge Trail	1.0	Town N' Country Greenway	2.2
E Shell Point Road	1.4	Trout Creek	0.8
Flatwoods Connector	0.9	Upper Tampa Bay Trail (North)	4.3
Flatwoods Loop	10.0	Upper Tampa Bay Trail (South)	8.6
Lettuce Lake Conservation Park	1.3	US 301 Shared Use Path	8.0
Lower Hillsborough Flood Detention Area Trail	13.6	Wilderness Trail Connector	0.4

Unpaved Greenways

* Unpaved trails designated for use by equestrians.

Trail Name	Mileage
Alafia River State Park	42.3
Alafia River State Park Trail	6.3
Blue Trail*	8.0
Bridges	0.9
Gator Back	0.7
Green Trail*	5.9
Moonscape	1.7
Moonscape-Rollercoaster	0.1
Old Agrico Trail*	0.4
Rabbit Ears	0.2
River Loop	3.3
River Loop - Authorized	0.1
River Loop - Bailout	0.2
Rock Garden	2.2
Roller Coaster	2.3
Sand Pine Trail	1.9
White Trail*	3.7
Yellow Trail*	4.4
Alafia Scrub	1.9
Alafia South Prong	21.3
Alafia River Corridor*	3.6
Alafia River Corridor-North*	7.9
Alafia River Corridor-South*	9.8
Alderman's Ford Conservation Park*	7.7
Apollo Beach Nature Park	0.3
Bahia Beach*	0.7
Balm-Boyette Scrub	31.3
Access Road	11.1
Baby Nessie	0.1
Balm-Boyette Scrub	2.1
Big Drop	0.1
Canyon	0.2

Trail Name	Mileage
Balm-Boyette Scrub (continued)	31.3
Connector	0.3
Connector 2	0.2
E Meadow	1.0
Garry's Loop	0.2
Gator Pit	0.3
Golf Cart	1.1
Inner Loch Ness	0.4
Lower West Meadow	0.2
Mt Boyette	0.2
N Abyss	0.7
Nemesis	0.2
Palmetto Cable	0.2
Pandemonium	0.3
Path	6.1
Randy's Trail	0.2
S Abyss	0.6
Serpentine	0.3
Sidewinder	0.9
Sidewinder Bypass	0.2
Spider Berm	1.2
Swamp Thing	0.5
Upper Loch Ness	0.3
Upper Spider Berm	0.5
Vista Ridge	0.2
West Meadow	0.4
Woods Trail	1.0
Blackwater Creek	5.9
East Loop*	4.1
West Loop*	1.8
Brooker Creek Headwaters*	5.9
Camp Bayou (continued on next page)	2.7

Unpaved Greenways, continued

Trail Name	Mileage
Camp Bayou	2.7
Camp Bayou*	1.6
Palmetto Pass	0.7
Wetland Walk	0.4
Chito Branch Reserve	5.5
Browning Gate Road*	1.7
Chito Branch Trail*	2.6
Flatwoods Loop Road*	1.2
Cockroach and Piney Point Creek (Rock Ponds)	2.0
Cockroach Bay*	1.6
Cockroach Creek Greenway*	3.2
Cypress Creek	5.6
Cypress Creek*	0.4
Lizard's Tail	1.8
Robertson	1.9
Pine Flatwood Loop	1.5
E.G. Simmons Conservation Park*	1.0
Edward Medard Conservation Park	10.5
Connector Trail*	0.1
Edward Medard*	2.7
Edward Medard Park and Reservoir*	5.6
Levee Trail*	1.3
Singing Bluffs Trail*	0.8
Eureka Springs Conservation Park*	0.8
Fish Hawk Creek	3.9
Fish Hawk - North	2.1
Fish Hawk - South	1.8
Flatwoods Park	10.2
Eubanks Parkway	0.3
Main Trail	6.2
Panther	2.1
Two-Track	1.1

Trail Name	Mileage
Flatwoods Park (continued)	10.2
Flatwoods Park	0.5
Fred and Idah Schultz*	2.3
Golden Aster Scrub*	6.7
Hillsborough River State Park	13.6
Old Fort King Trail (unpaved)*	5.4
Hillsborough River State Park Trail*	11.4
Jeanie and Pete Johnson Preserve	0.8
Ekker*	0.8
Lake Conservation Park*	6.8
Lake Dan*	5.5
Lake Frances*	1.8
Lake Rogers Park*	3.9
Lettuce Lake Conservation Park*	1.9
Little Manatee River Corridor	18.6
579*	3.4
Leonard Lee*	4.4
Little Manatee River Corridor*	8.0
Redus*	0.5
Tropicana*	1.0
Upper Little Manatee River*	1.3
Little Manatee River State Park Trail*	21.8
Lower Green Swamp	18.0
Central Loops*	4.1
Northeast Loops	2.8
Northwest Loops*	5.5
Southeast Loops*	1.6
Southwest Loops*	4.0
McKay Bay Trail	1.2
Morris Bridge Biking Area	12.6
Bell Creek*	4.1
Boardwalk*	0.1

Unpaved Greenways, continued

Trail Name	Mileage
Morris Bridge Biking Area (continued)	12.6
Gator Bait	0.7
Grandpa	1.7
Hog Wild	0.6
Indian	1.4
Misery	0.4
Morris Bridge Biking Area	0.4
Overlook Trail	0.4
Palmetto	0.3
Piglet	0.6
Sinkhole	1.0
Techno Park	0.6
Washboard	0.3
Northdale Lake Park Trail Boardwalk	0.2
Northwest Equestrian Conservation Park*	5.5
Oakridge*	8.7
Pam Callahan*	0.8

Trail Name	Mileage
Rhodine Scrub / Stephen J. Wortham Park*	4.3
Rocky Creek Trails*	0.2
Sydney Dover Conservation Park	7.3
The Kitchen*	0.3
Town N Country*	1.2
Triple Creek Ranch*	4.7
Upper Tampa Bay Conservation Park*	1.2
Upper Tampa Bay Trail*	2.4
Violet Curry	2.2
Wilderness Conservation Park	47.4
J B Sargeant Memorial Trail*	0.4
Lower Hillsborough Flood Detention Area Trail	28.6
Old Fort King Trail*	3.3
Trout Creek	0.2
Wilderness Conservation Park*	15.2
Wolf Branch*	3.5

Blueways

Trail Name	Mileage	User Type
Alafia River Trail	10.0	Paddling
Cockroach Bay - Horseshoe Crab - South	2.0	Paddling
Cockroach Bay - Snook - North	3.6	Paddling
E.G. Simmons Conservation Park	2.2	Paddling
Hillsborough River Trail	16.0	Paddling
Little Manatee River State Trail	9.2	Paddling
Upper Tampa Bay - Double Branch Run	1.9	Paddling
Upper Tampa Bay - Nature Center Run	0.3	Paddling

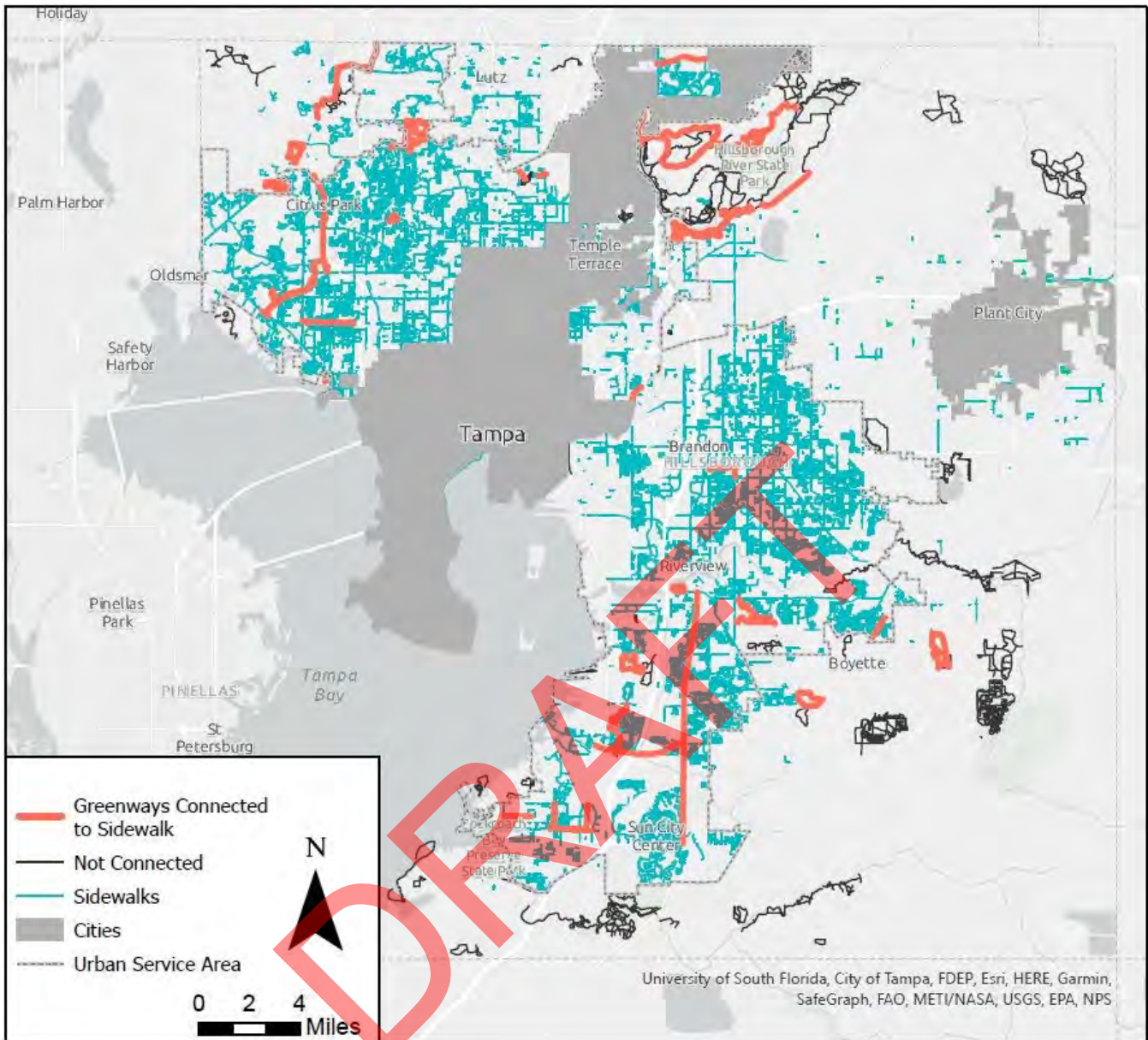
Greenways and Mobility Connections



The following sections summarize the existing conditions of access to trails by walking, biking, and transit, as well as the safety of adjacent roadways for people on bikes or walking through an examination of the number of at-grade crossings and pedestrian and cyclist crashes resulting in serious injury or death.



Figure 45. Sidewalk Access¹



Sidewalks

Significance

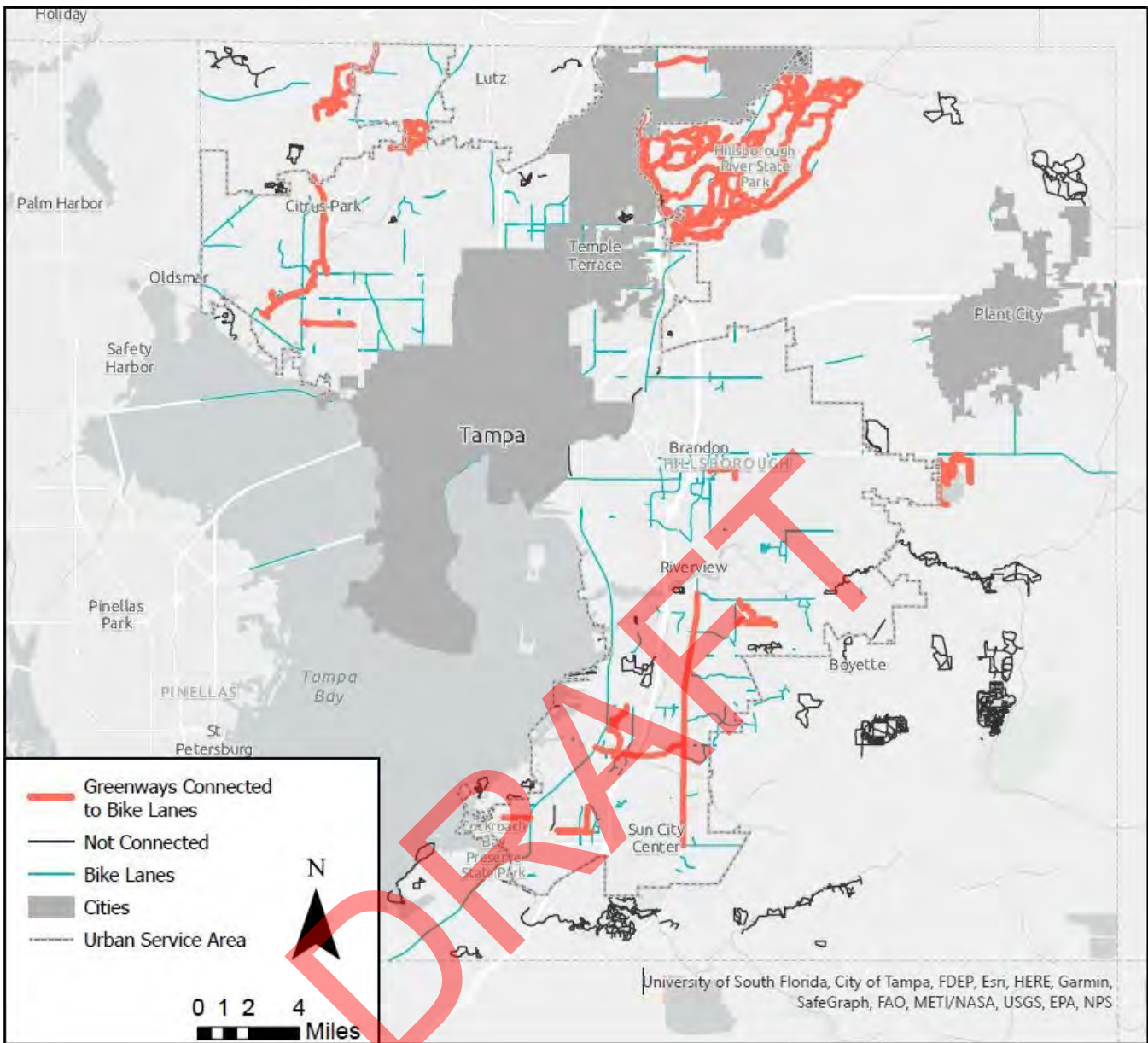
Sidewalks provide essential links for people to walk or wheel safely to greenways or trails in their communities. **Figure 45** shows which parts of Hillsborough County’s greenway network are connected to sidewalks.

Evaluation of Existing Conditions

A total of 130 miles of greenways and trails, making up 26 percent of the network, is accessible by sidewalk. This figure reflects mainly trails in suburban areas in the south and west parts of the county, such as Sun City Center and Citrus Park.

1. Sidewalk data from Hillsborough County GeoHub, May 2022.

Figure 46: Bike lane access²



Bike Lanes

Significance

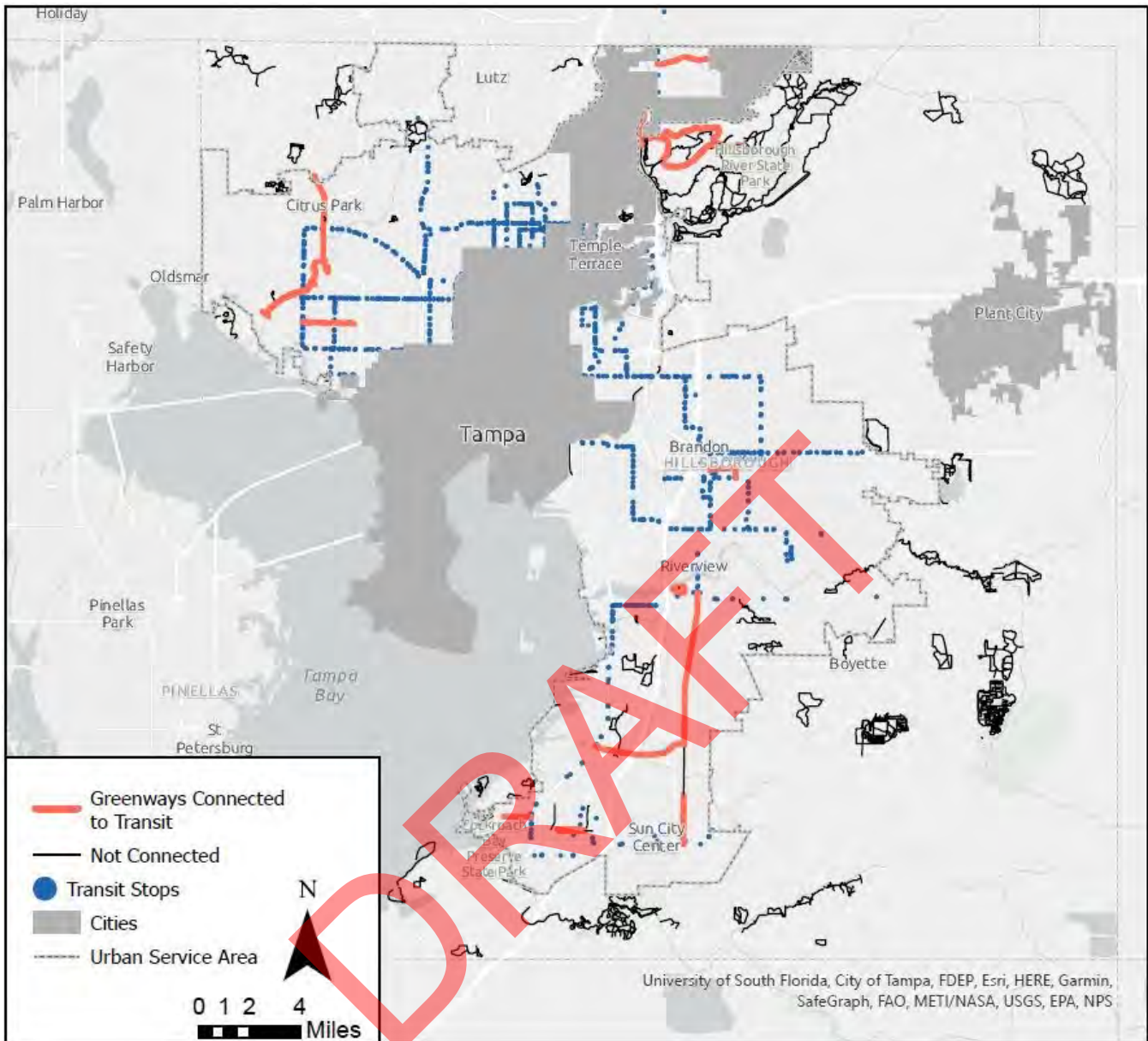
A well-connected network of bike facilities that help people of all ages and abilities feel safe and comfortable is essential for people to choose bicycling as their way of accessing greenways in Hillsborough County. The bike lanes discussed here include painted on-road bike lanes and off-street sidepaths. It does not include shared lane markings or wide outside lanes, as these facilities provide less separation and are often not designed for use by people of all ages and abilities.

Evaluation of Existing Conditions

About 210 miles of greenways, making up 43 percent of the network, are accessible from bike lanes (see **Figure 46**). As with sidewalks, these accessible greenways are mainly in suburban areas in the western and southwestern parts of the county, as well as the greenway network in Flatwoods Park and Lower Hillsborough Wilderness Preserve. While some trails are connected to bike lanes, many people do not consider on-street bike lanes to provide safe and comfortable connections sufficient to move between the places they live, work, and play and the greenway network.

2. Bike lane data from Hillsborough County GeoHub, May 2022.

Figure 47. Transit connections³



Transit

Significance

Accessing greenways by public transit is essential for those who rely on public transportation and otherwise can't access greenway facilities via car, foot, or bike. Transit routes near greenways connect users with areas of the county that may not be reachable by walking or bicycling. Nearby stops allow transit-dependent populations to use the greenway network for mobility and may provide a link to employment and education opportunities, as well as other key community resources, in addition to providing essential access to nature and recreation.

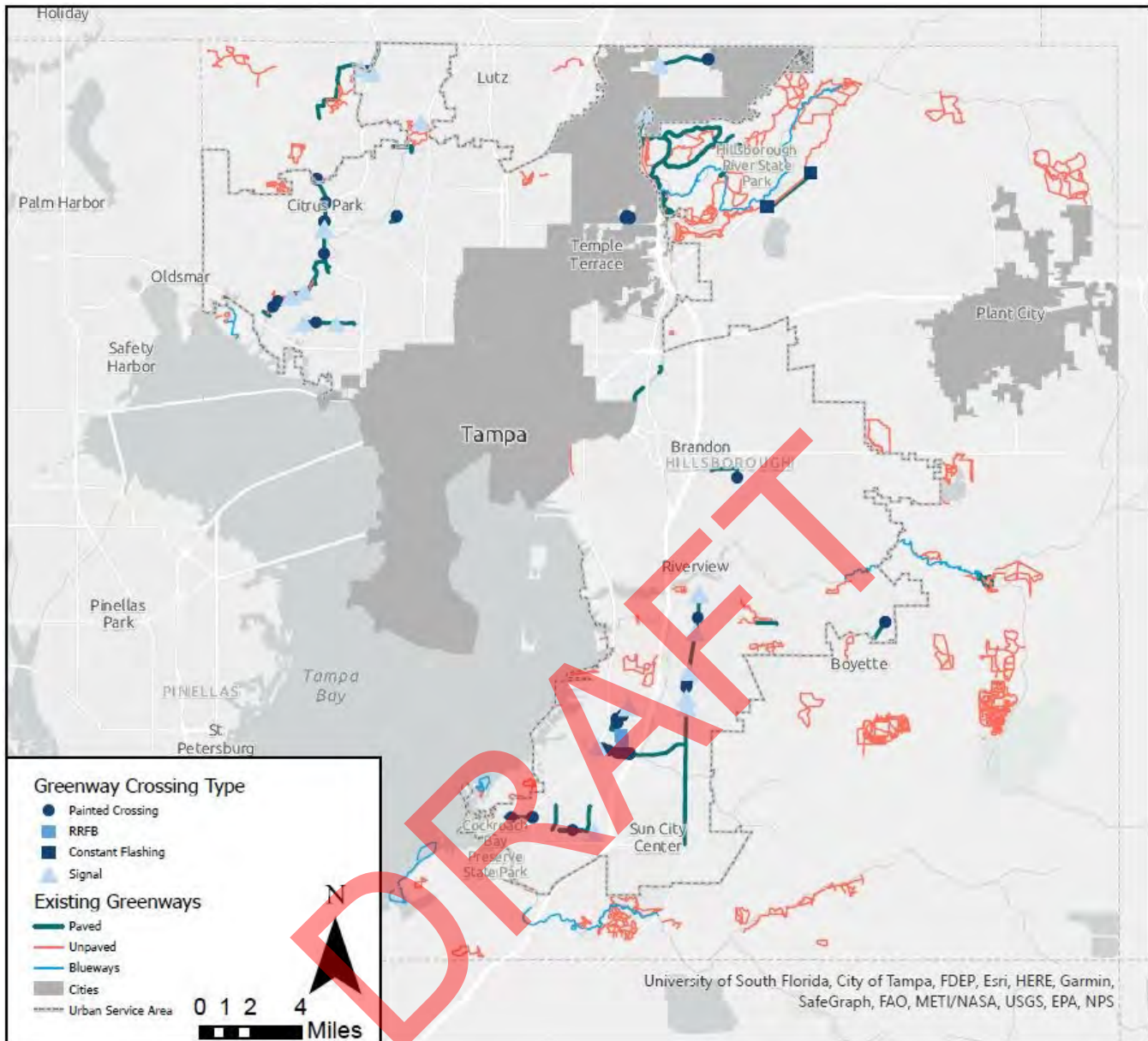
Figure 47 shows the greenways that are located within 500 feet of public transit stops.

Evaluation of Existing Conditions

The major paved greenways in Hillsborough County, including the Upper Tampa Bay Trail, the US 301 sidepath, and Flatwoods Park, are all accessible by transit. Approximately 52 miles of trails, 10 percent of the existing greenway network, are accessible by transit.

3. Transit data from HART GTFS data, September 2022.

Figure 48. At-grade crossings within 100 feet of greenways⁴



Crossings

Significance

Even when sidewalks and bikeways are present, the lack of a safe place to cross the street can discourage people from walking or biking on the greenway network. Well-designed crossings are an important part of connectivity and of the experience of using the greenway network.

Evaluation of Existing Conditions

Figure 48 shows the location of crossings within 100 feet of existing greenways, and the type of traffic control used at each one: none (a marked crossing with no traffic control), rectangular rapid flashing beacon (RRFB, a flashing light that increases visibility of the crossing), or signal (a traffic light to bring vehicles to a stop at the crossing).

Some of the most visible paved greenways, including the Upper Tampa Bay Trail, the US 301 greenway, and the South Coast Greenway, have crossings

4. Crossings data provided by Hillsborough County, September 2022

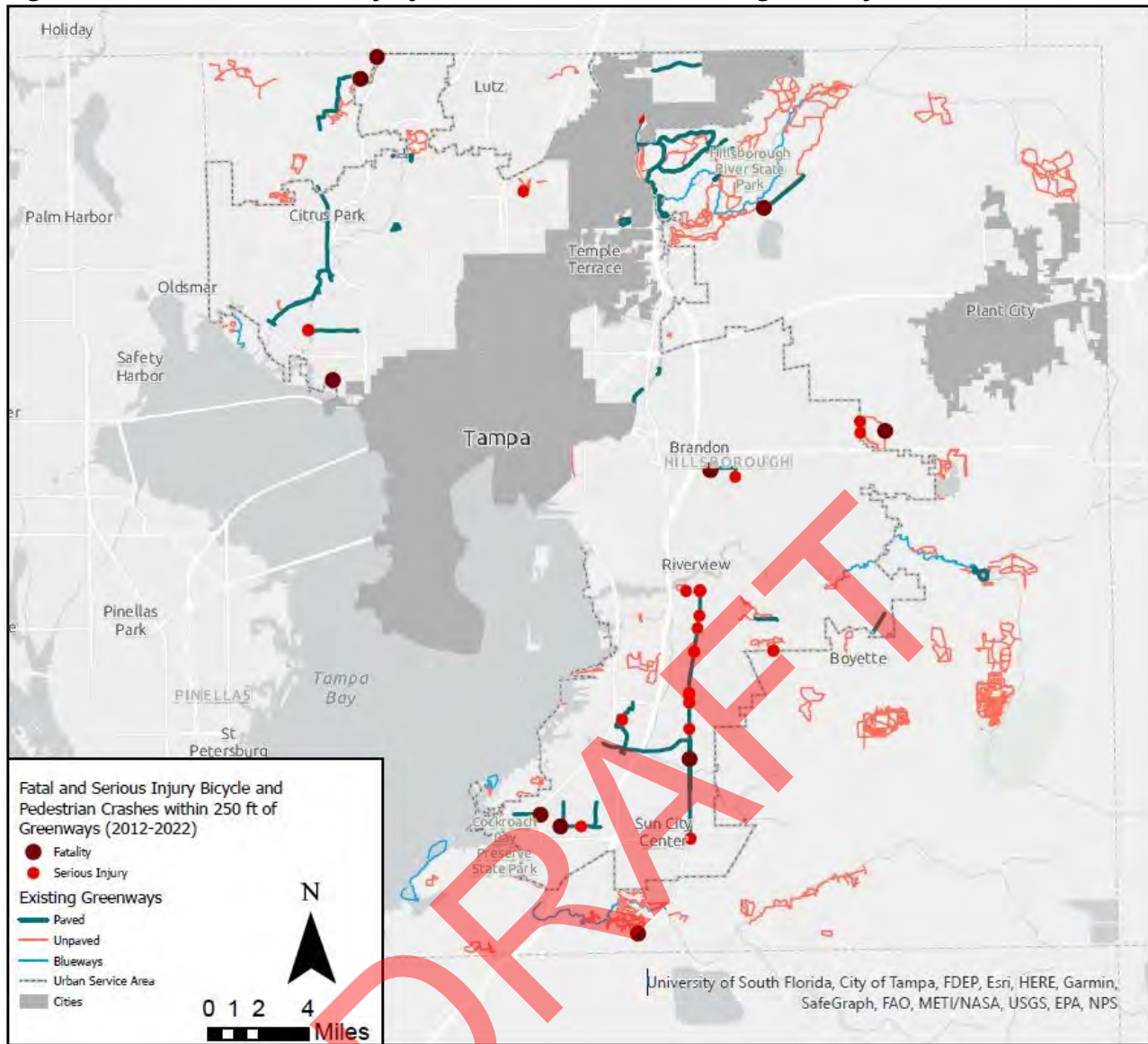
with signals and RRFBs to improve the safety of greenway users. Sixty-nine miles of trails, or 14 percent, are in proximity to marked crossings of any kind, and 56 miles, or 11 percent, are in proximity to a crossing with an RRFB or traffic signal.

Some trails have long stretches with no safe crossing opportunities. One example of this is the US 301 Greenway (south of Big Bend Road). Safety concerns are compounded as the trail is a shared use path directly adjacent to a high-speed, high-volume road.

Even marked crossings can be dangerous for trail users. Several marked but uncontrolled crossings around greenways have been the site of serious injury or fatal crashes in the past ten years, as discussed in the next section.



Figure 49. Fatal and serious injury crashes within 250 feet of greenways, 2012-2022⁵



Crashes

Significance

All greenway network users should have safe access to the system, regardless of mode choice. **Figure 49** shows fatal and serious injury pedestrian- and bicycle-related crashes that occurred within 250 feet of the existing greenways between 2012 and 2022. These crashes do not necessarily involve people who were on or were planning to be on the greenway network, as that information is not readily available, but they still give an indication of the overall safety of accessing the greenway network.

Evaluation of Existing Conditions

Many greenways have had few or no bicycle or pedestrian crashes occur nearby, including Tampa Bypass Canal Trail, Bell Creek, Northdale Lake Park, and Lettuce Lake. The lack of these types of crashes may indicate safer crossings and lower speeds in these

areas, or it may indicate few pedestrians and bicycles in the area, perhaps due to a lack of access or perceived safety risks. Out of the 144 total crashes that occurred over 10 years, there were 10 fatalities and 32 serious injury crashes involving people on foot or bicycles within 250 feet of greenways, and the number of crashes per year increased over that 10-year period. These serious crashes highlight the importance of safe crossings and safe connections with other bicycle and pedestrian infrastructure adjacent to greenways. A greenway will draw people on foot and on bikes to the area, and without infrastructure to protect vulnerable road users, the risk of dangerous conflicts will be increased. Safe crossings and connections should be considered in the design of all new greenways.

5. Crash data from FDOT, August 2022.

Maintenance and Operations

Paved Trails

Maintenance and operations costs for paved trails reported by Hillsborough County in 2018 are shown in **Figure 50**. The associated maintenance and operation cost per visitor is calculated in **Figure 51**.

Unpaved Trails

Unpaved trails are also maintained and operated by multiple State and County agencies. Hillsborough County's Conservation and Environmental Lands Management (CELM) Department maintains most of the greenways in the county – the Parks Department maintains some greenways as well. Their maintenance estimate factors in staff and labor costs and reflects FY2022 costs. Costs to maintain unpaved trails ranged from about \$19,000 to \$32,000 per mile per year, and slightly higher for trails with boardwalk sections. Longer trails have a lower maintenance cost per mile overall, as shown in **Figure 52**.

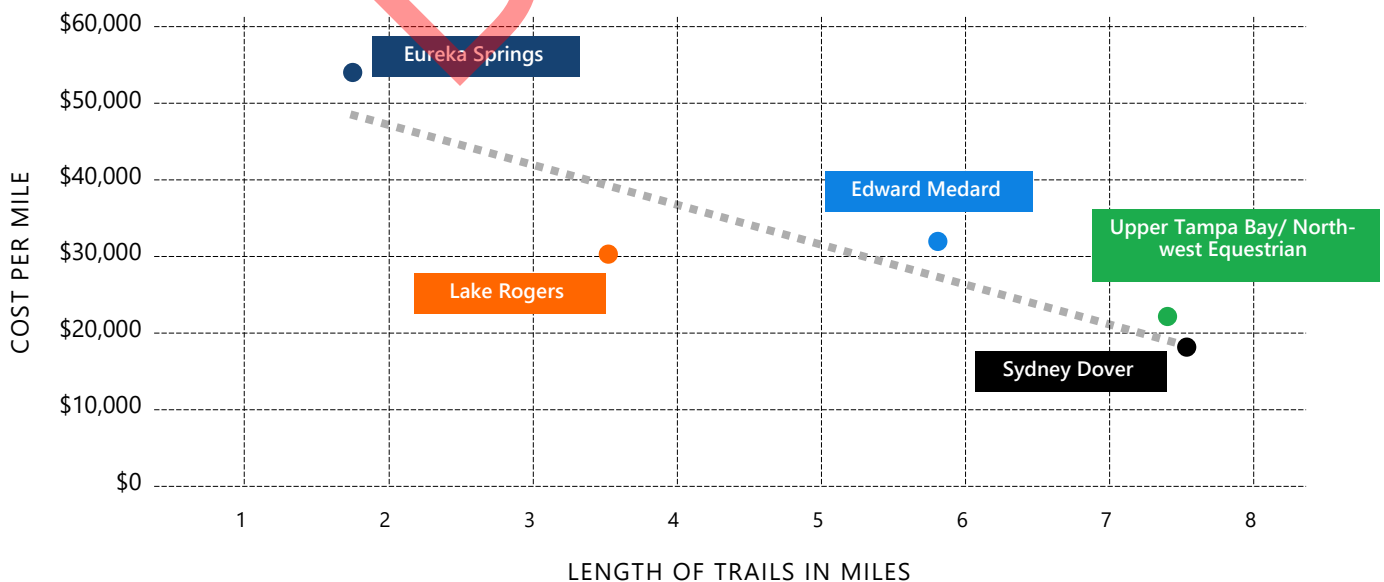
Figure 50: Maintenance and operation cost per mile of paved trail, 2018

Cost Category	Cost Per Mile
Personnel	\$24,109
General operating	\$8,851
Total	\$32,960

Figure 51: Maintenance and operation cost per visitor for paved trails, 2018

Cost Factor	Quantity
Total cost per mile	\$32,960
Cost recovery	9%
Annual greenway visitors	162,515
Cost per visitor	3.07

Figure 52. Cost per mile to maintain unpaved trails



Policy Evaluation

The 1995 Greenways Master Plan includes 28 recommendations to grow the County’s greenway network. The recommendations and an acknowledgement of their progress are indicated in **Figure 53**.

KEY TO SYMBOLS

- Complete
- Begun or in progress
- Not begun
- No longer applicable

Figure 53. Greenway policy evaluation and recommendations

Recommendation and Implementing Agency*	Progress
<p>GREENWAYS MASTER PLAN</p> <p>Approve the Hillsborough Greenways Master Plan as a vision for establishing a greenway system in Hillsborough County and as a guide to planning, designing, funding, and managing greenways in a manner that reflects the needs and desires of the citizens of Hillsborough County.</p> <p>Implementing Agency: Board of County Commissioners</p>	<div style="width: 100%; height: 15px; background-color: #4CAF50; border: 1px solid black;"></div> <p>The completed plan was adopted on June 6, 1995.</p>
<p>IMPLEMENTATION FRAMEWORK</p> <p>Endorse the establishment of a Greenways Program and a Greenways Committee with the structure and functions described in the Greenways Master Plan, and thereby create a process for implementing the Greenways Master Plan that emphasizes public participation.</p> <p>Implementing Agency: Board of County Commissioners</p>	<div style="width: 100%; height: 15px; background-color: #FFEB3B; border: 1px solid black;"></div> <p>The Greenways Committee was formed prior to the 1995 plan and continues to meet regularly. Recommendations regarding the committee’s functions, such as producing annual reports, are still under consideration.</p>
<p>PUBLIC SUPPORT</p> <p>Work closely with citizens, civic associations, community organizations, landowners, and local business associations to build support for greenways. Inform the community about the Greenways Master Plan by various means, including preparing and widely distributing a master plan summary.</p> <p>Implementing Agencies: Greenways Committee, Planning and Development Management Department, Parks and Recreation Department</p>	<div style="width: 100%; height: 15px; background-color: #FFEB3B; border: 1px solid black;"></div> <p>Public outreach is ongoing. Relationships are established with business associations and user groups, but working with other types of groups, such as Visit Tampa Bay, are future opportunities.</p>
<p>COMPREHENSIVE PLAN</p> <p>Amend appropriate Comprehensive Plan policies to reference the Greenways Master Plan, making greenways planning part of the public policy and decision-making process of the Comprehensive Plan.</p> <p>Implementing Agencies: The Planning Commission, Planning and Development Management Department, Board of County Commissioners</p>	<div style="width: 100%; height: 15px; background-color: #FFEB3B; border: 1px solid black;"></div> <p>Greenways have been addressed in the Comprehensive Plan, most often as part of the Mobility Element and the Recreation and Open Space Element.</p>
<p>GOVERNMENT COORDINATION</p> <p>Seize opportunities to coordinate with agencies, utility companies, adjacent local governments to implement the Greenways Master Plan by working closely with all entities which could affect greenway planning, such as those involved in transportation, surface water management, utility, environmental, and park planning. Work with those entities to identify and maximize opportunities to better coordinate plans, minimize adverse impacts, and find solutions to meeting greenway objectives.</p> <p>Implementing Agencies: Planning and Development Management Department</p>	<div style="width: 100%; height: 15px; background-color: #4CAF50; border: 1px solid black;"></div> <p>Early coordination occurred with the Hillsborough Greenways Alliance, and stakeholder agencies continue to participate in the Greenways Committee. Committee members actively participated in Greenways Plan development for the City of Tampa and the Hillsborough TPO. Coordination occurs; however, legal restrictions can prevent or interfere with coordination between City and County Committees.</p>

* Agency names are as they appear in the 1995 Greenways Master Plan. Some names have changed since that time.

Figure 53. Greenway policy evaluation and recommendations (continued)






Recommendation and Implementing Agency*	Progress
<p>APPROVE INCENTIVES</p> <p>Actively support the creation of incentives to encourage private participation in establishing greenways by adopting a resolution in support of the Florida Greenway Commission’s recommended initiatives involving statutory revisions, including the following initiatives:</p> <ol style="list-style-type: none"> 1. Clarification of tax benefits for lands which contribute to a greenway and benefit the public, including lands owned and managed by private, non-profit organizations and private lands under lease or management agreement; 2. Ad valorem tax exemption for private landowners who permit public access to greenways; and 3. Expansion on the current liability protection afforded private landowners by offering state-provided defense of participating landowners for wrongful acts or omissions. <p>Implementing Agencies: County Attorney’s Office, Planning and Development Management Department, Board of County Commissioners</p>	 <p>These incentives are yet to be implemented.</p>
<p>ENDORSE MITIGATION BANKS</p> <p>Encourage and support the siting of upland and wetland mitigation banks, required by various regulatory programs, at locations within Hillsborough County which would contribute to the development of the greenway system.</p> <p>Implementing Agencies: Planning and Development Management Department, Environmental Protection Commission, Board of County Commissioners</p>	 <p>Areas have been identified for mitigation banks, but none have yet been established.</p>
<p>DEVELOPMENT COMPATIBILITY (1 OF 3)</p> <p>Evaluate the Land Development Code and identify any clarifications or restructuring needed to better achieve the objectives of the Greenways Master Plan by using existing regulatory provisions requiring open space and the protection of environmentally sensitive areas. Once needed refinements are identified, amend the Land Development Code to reference the Greenways Master Plan and to explain how existing code provisions can be applied to protect greenways.</p> <p>Implementing Agencies: Greenways Committee, Planning and Development Management Department, Board of County Commissioners</p>	 <p>This recommendation has been partially completed.</p>
<p>DEVELOPMENT COMPATIBILITY (2 OF 3)</p> <p>During the development review process, accommodate the objectives of the Greenways Master Plan by allowing and supporting the dedication of a drainage or utility right-of-way or easement for greenway purposes as well as for the drainage or utility purposes, in those development projects where the provision of such right-of-way or easement would connect to an existing or planned greenway on adjacent land.</p> <p>Implementing Agency: Planning and Development Management Department</p>	 <p>This recommendation has been partially completed.</p>
<p>DEVELOPMENT COMPATIBILITY (3 OF 3)</p> <p>Develop and adopt, as a document of the Greenways Master Plan, design guidelines addressing the impacts of public and private development on lands within or adjacent to recreational and natural greenways in a way that ensure compatibility with greenway functions while meeting other public and private objectives.</p> <p>Implementing Agencies: Greenways Committee, Planning and Development Management Department, Parks and Recreation Department, Board of County Commissioners</p>	 <p>The Land Development Code includes a requirement for buffers between development and adjacent recreational or natural greenways. There is also a large buffer for conserved land in certain zones.</p>

Figure 53. Greenway policy evaluation and recommendations (continued)





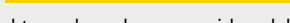
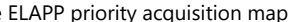
Recommendation and Implementing Agency*	Progress
<p>APPROVE PARK SITE OPTION</p> <p>Review the Park Site Improvement Program to determine under what circumstances it would be appropriate to allow a developer to provide a recreational greenway in lieu of a neighborhood park. Recommend to the Board of County Commissioners any revisions needed to the Park Site Improvement Ordinance to allow a recreational greenway in lieu of a neighborhood park in appropriate circumstances.</p> <p>Implementing Agencies: <i>Greenways Committee, Parks and Recreation Department</i></p>	 <p>Review and revisions of the Park Site Improvement Program has not begun.</p>
<p>FUNDING (1 OF 8)</p> <p>Educate the public about greenways and funding needed to acquire, design, construct, and maintain greenway trails.</p> <p>Implementing Agency: <i>Greenways Committee</i></p>	 <p>The Greenways Committee established an Outreach Subcommittee and a Speakers Bureau after the adoption of the 1995 plan. Staff and committee outreach to the public is continuous and ongoing.</p>
<p>FUNDING (2 OF 8)</p> <p>Survey the public to determine whether support exists for increasing local taxes to fund greenway trails and which funding option, if any, the public would support.</p> <p>Implementing Agency: <i>Greenways Committee</i></p>	 <p>Local dedicated taxes, in addition to ad valorem, have been considered; however, surveys and ballot measures have not shown strong support. No local taxes to fund greenways are currently in effect.</p>
<p>FUNDING (3 OF 8)</p> <p>Analyze the results of the survey called for in the recommendation above, explore funding options, and develop a financial plan of action for generating local revenues to be dedicated to funding greenway trail acquisition, design, construction, and maintenance.</p> <p>Implementing Agency: <i>Building Department</i></p>	 <p>This recommendation has not been implemented.</p>
<p>FUNDING (4 OF 8)</p> <p>Consider placing a separate referendum on the ballot or join with other referendum efforts to determine whether voters would approve a specific tax proposal to generate local revenues to fund greenway trail acquisition, design, construction, and maintains.</p> <p>Implementing Agency: <i>Board of County Commissioners</i></p>	 <p>Local taxes have been considered; however, surveys and ballot measures have not shown strong support. No local taxes to fund greenways are currently in effect.</p>
<p>FUNDING (5 OF 8)</p> <p>Nominate to the Environmental Lands Acquisition and Protection (ELAP) Program those unprotected, not previously nominated segments of the greenway system which appear to meet the ELAP qualifying criteria. Advocate a high acquisition priority for those approved ELAP sites which contribute to the establishment of the greenway system.</p> <p>Implementing Agency: <i>Greenways Committee</i></p>	 <p>The ELAPP priority acquisition map nominates opportunity areas for acquisition, many of which align with the 1995 vision for natural corridors.</p>

Figure 53. Greenway policy evaluation and recommendations (continued)













Recommendation and Implementing Agency*	Progress
<p>FUNDING (6 OF 8) Involve all entities responsible for management and enforcement when planning greenway operational budgets.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 This recommendation has been fully implemented.
<p>FUNDING (7 OF 8) Seek private dollars to enhance County-owned greenways in conjunction with other park enhancement efforts, such as a "Sponsor-A-Park" and "Enrich-A-Park" programs.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 This recommendation has been fully implemented.
<p>FUNDING (8 OF 8) Actively support the greenway funding recommendations of the Florida Greenways Commission by adopting a resolution in support of the following funding recommendations:</p> <ol style="list-style-type: none"> 1. The State of Florida should work with public and private partners to establish and support a long-term funding source to acquire, develop, and maintain all types of greenways which contribute to the completion of a statewide greenway system. 2. The State should achieve full-funding of the Florida Communities Trust (FCT) so that the program can implement its entire statutory mission, which includes funding for land acquisitions and technical assistance to protect and manage urban greenways and open space. 3. The State should better link CARL, SOR, and FCT funding to the purchase of lands critical to the completion of a statewide greenway system. 4. The State should encourage FDOT District Offices and the Metropolitan Planning Organizations to allocate more than minimum 10 percent of Surface Transportation Program funds for ISTEAs enhancement activities to fund the acquisition and development of greenways and trails that are part of the statewide greenway system (including urban greenways) and function as alternative transportation routes. 5. The State should develop a point-system for the CARL, SOR, FCT, and ISTEAs programs that give a higher ranking to projects which have matching funds and would contribute to the completion of a statewide greenway system. <p>Implementing Agencies: <i>County Attorney's Office, Planning and Development Management Department, Board of County Commissioners budgets.</i></p>	 SUN Trail priority corridors have been identified and grant funding applied for. Funding is received through the Florida Communities Trust grant program.
<p>PHASING Phase development of the recreational corridors of the greenway system by the following means:</p> <ol style="list-style-type: none"> 1. Prioritize recreational segments by using the prioritization process described in the Greenways Master Plan; and 2. Develop five-year budgets for recreational segments, including the estimated capital costs for land acquisition and trail design and construction and the estimated operational costs to maintain the facility. <p>Implementing Agency: <i>Greenways Committee</i></p>	 Trails that are part of this Master Plan's vision have been prioritized. The Hillsborough Greenways Committee selects priority projects annually.

Figure 53. Greenway policy evaluation and recommendations (continued)

Recommendation and Implementing Agency*	Progress
<p>DEMONSTRATION PROJECT</p> <p>Demonstrate the benefits of greenways by completing the planning, design, and construction of Town 'N' Country Linear Park, between Sheldon Road and Sweetwater Creek, as the first project.</p> <p>Implementing Agencies: <i>Planning and Development Management Department, Parks and Recreation Department, Road and Street Department</i></p>	 <p>The Town 'N' Country Greenway has been fully implemented and opened to the public.</p>
<p>EDUCATE RISK MANAGEMENT</p> <p>Undertake risk management identification, evaluation and treatment at all phases of site planning, design, and management of County-owned or leased greenways, as part of the County's on-going efforts to provide safe parks and open spaces for the public's use.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 <p>This recommendation has been fully implemented.</p>
<p>SURVEY TRAIL USE CONFLICTS</p> <p>Develop and adopt a trail user ordinance aimed at minimizing use conflicts and ensuring the safety of people and protection of natural resources. Adequately fund monitoring and enforcement.</p> <p>Implementing Agencies: <i>Greenways Committee, Parks and Recreation Department, Board of County Commissioners</i></p>	 <p>This recommendation has been fully implemented.</p>
<p>ANALYZE HISTORIC PRESERVATION</p> <p>Coordinate with the Historic Presentation Board to ensure historic structures, historic trails, and archaeological sites are adequately protected and appropriately incorporated into the greenway system.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 <p>This recommendation has been fully implemented.</p>
<p>CONCESSIONS (1 OF 3)</p> <p>If adequate facilities to serve the needs of greenways users for commercial services exist or can feasibly be developed by the private sector outside the boundaries of the greenway system, do not use concessions to provide such facilities within the greenway system.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 <p>This recommendation has been fully implemented.</p>
<p>CONCESSIONS (2 OF 3)</p> <p>Where services cannot be provided by the private sector on lands adjacent to a greenway, limit concessions to those necessary and appropriate for public use and enjoyment of the greenway and consistent with its preservation, conservation, and recreational function system.</p> <p>Implementing Agency: <i>Greenways Committee</i></p>	 <p>This is standard practice for the Conservation and Environmental Lands Management Department.</p>
<p>CONCESSIONS (3 OF 3)</p> <p>Develop and follow guidelines and procedures similar to the Florida Division of Recreation and Parks and the National Park Service for choosing and permitting concessioners.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 <p>This recommendation has been fully implemented.</p>
<p>VOLUNTEERS</p> <p>Recruit volunteer and a volunteer coordinator through the Volunteer in Public Service (VIPS) Program to help maintain greenways and promote and oversee volunteer efforts.</p> <p>Implementing Agency: <i>Parks and Recreation Department</i></p>	 <p>This recommendation has been fully implemented.</p>

Public Engagement



Introduction

This report describes the public engagement process, objectives, and results for the 2023 update of the 1995 Hillsborough County Greenways and Trails Master Plan. Public engagement for the plan update began in May 2022 and concluded following a public meeting of the Board of County Commissioners.

Early and continuous engagement with community stakeholders was instrumental in developing a plan that aligns with the needs and desires of the community and supports both current and future decision making for greenways projects and enhancements.

The County team that led the plan update effort engaged with diverse community stakeholders, including residents, business operators, special interest groups, internal and external government agencies, and members of the Hillsborough Greenways Committee, to develop a vision and plan for a system of greenways in Hillsborough County that appeals to residents and visitors alike.

The Hillsborough Greenways Committee discussed the plan update during six scheduled public meetings over the course of the year-long public engagement process.

The community at-large was invited to participate in community listening sessions and an online survey during summer 2022. The purpose of these activities was to learn about how people use existing greenways and want to be able to use greenways in Hillsborough County in the future.

In fall 2022, community workshops were held to present drafts of the greenways vision map and prioritization criteria for greenways projects. A visual preference survey depicting a variety of greenway features was launched during the week prior to the workshops.

The County team also met individually with key internal and external stakeholders to learn about greenway needs, constraints, and opportunities.



SUPERSTICKY EASELPAD
TABLEAU À FEUILLES MOBILES SUPERCOLLANTES
SUPERADHESIVO ASBLDO DE HOJAS REPOSICIONABLES



30

25 IN/PO x 30 IN/PO
63,5 cm x 76,2 cm
5.2 SQ FT/PP (0,48 m²)

3M

Map Ideas?

Where are improvements needed?

Turn Point del Sol
(road at end of street
near 200)

SIDE
WALKS !!
on ROBINE

Convert
Robine
Streets to
greenway

idea for
improvement

Connect
To Local
Schools,
Shopping

replace sidewalks
parking spaces
the county road,
down to street
shading parking
spaces

Connect
Bell Creek
to others
COMMUNITIES
Cedar Brook?
Colonial
Estates...

Fix Road
TO DEAD
RIVER

REPAIR
ALDERMAN
FORD
TRAIL

Intersect which
Roundabouts
are not covered
feasible idea to
discuss in current
sessions

New Roads
To alleviate
Traffic

We need all
roads to be
complete with
sidewalks &
dedicated
bike lanes.

Replace
4-way with
Roundabouts

Replace Traffic
Lights with
Roundabouts

Revisit purchase
of new 200
properties to
create additional
road corridors
through County

Revisit paved
trail on 201
River area
SHADE
NEEDS
UPGRADE

Water fountain
back on
Bramble
Parkway

Revisit middle
bar - 2000 -
middle River
lunch

Show the
final scene
for this &
more!

HILLSBOROUGH
COUNTY GREENWAYS
AND TRAILS MASTER
PLAN UPDATE

Public
Engagement
Objectives

Increase awareness and understanding of the Greenways and Trails Master Plan and plan update process, recommendations, and public participation opportunities

Inform and educate about greenways and their many benefits

Obtain input from diverse voices to help verify/supplement data and identify issues, opportunities, and priorities

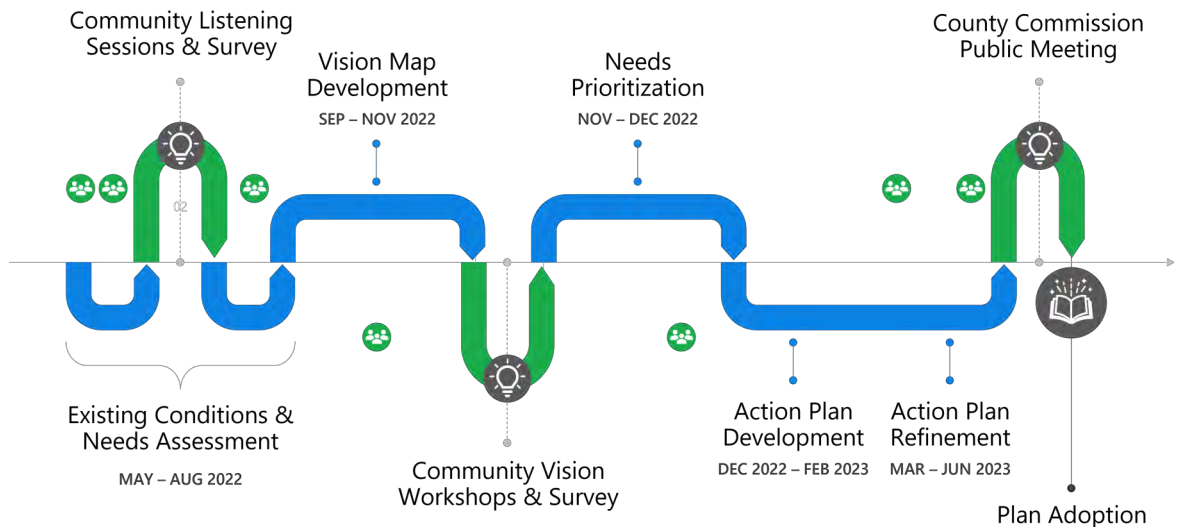
Foster new partnerships and reinforce/reimagine existing partnerships to support plan development, adoption, and implementation

Nurture champions and gain broad support for Hillsborough County greenways



TIMELINE
Plan Update
Process

- Major Task
- Public Engagement
- Hillsborough Greenways Committee



HILLSBOROUGH GREENWAYS COMMITTEE

Voting Members

Non-Voting Agency Representatives

HILLSBOROUGH COUNTY DEPARTMENTS

Capital Programs

Community and Infrastructure Planning

Conservation & Environmental Lands Management/
Environmental Lands Acquisition Program

Development Service Department

Environmental Protection Commission

Engineering and Operations

Parks and Recreation Department

MUNICIPAL GOVERNMENTS

City of Plant City

City of Temple Terrace

City of Tampa

OTHER GOVERNMENT AGENCIES

Children's Board of Hillsborough County

Hillsborough County City-County Planning Commission

Hillsborough Transportation Planning Organization

Florida Department of Health (Hillsborough County)

Florida Department of Transportation, District 7

Office of Greenways and Trails, Florida Department of
Environmental Management

Southwest Florida Water Management District

Tampa Hillsborough County Expressway Authority

YOUTH ORGANIZATIONS

Big Brothers Big Sisters of Tampa Bay

Girl Scouts/Boy Scouts

Boys and Girls Club

ADVOCACY ORGANIZATIONS

Bike Walk Tampa Bay

Florida Wildlife Corridor

Keep Tampa Bay Beautiful

New North Tampa Transportation Alliance

Palm River Community Development Corporation

Run Tampa

Sidewalk Stompers

Sierra Club of Tampa Bay

Tampa Audubon Society

Tampa Bay Sea Kayakers

Wimauma Community Development Corporation

University Area Community Development Corporation

INSTITUTIONS

University of South Florida

St Joseph's Hospital-BayCare

CLUBS

Sarah's Walking Club Facebook Group

SWAMP Mountain Bike Club

UTILITY/RAIL COMPANIES

TECO

Florida Gas

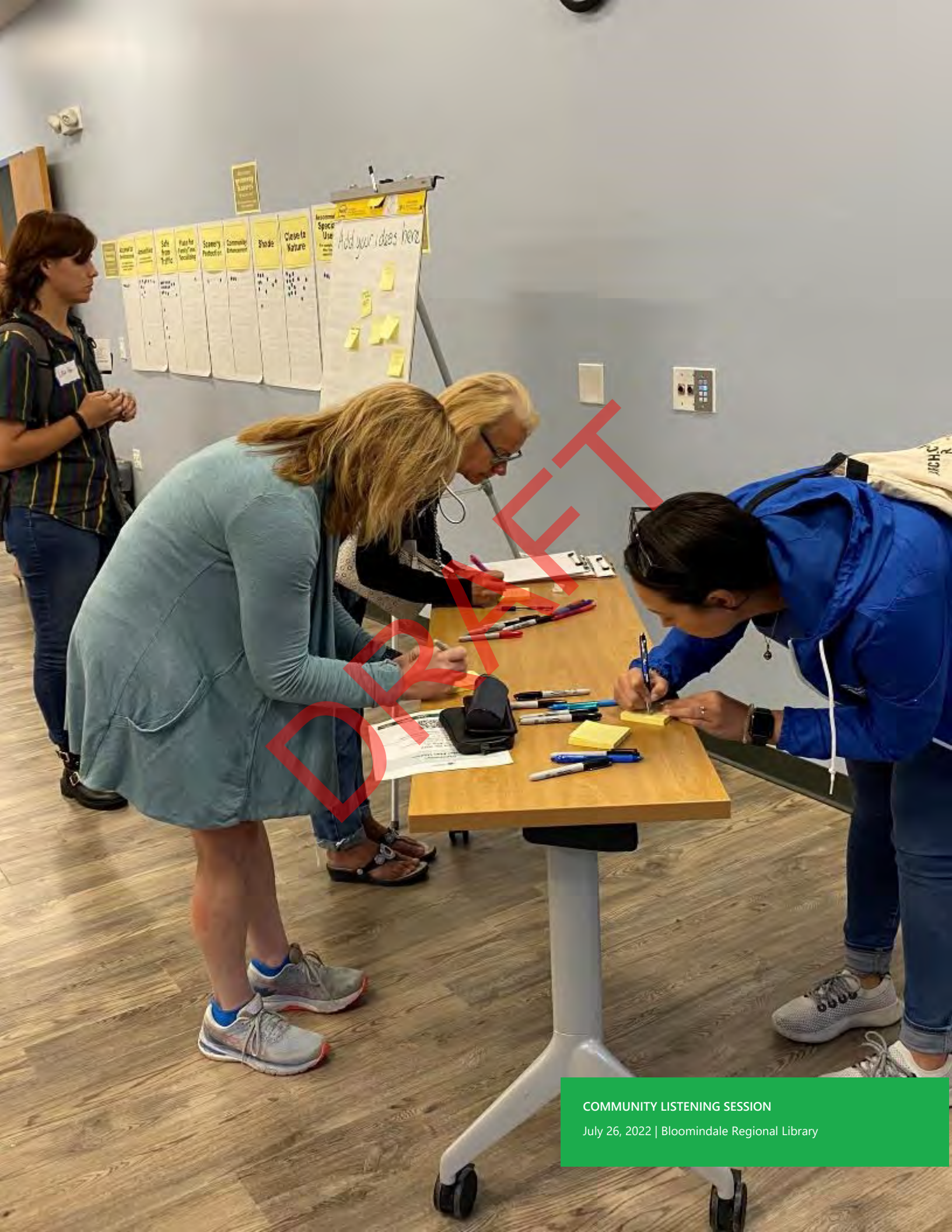
CSX

OTHER COMPANIES

Many Trees Consulting, Inc

REI





COMMUNITY LISTENING SESSION
July 26, 2022 | Bloomindale Regional Library

People tend to be more engaged in community initiatives when they are provided meaningful ways to be involved and feel that their contributions are valued. During the updating of the Hillsborough Greenways and Trails Master Plan, community stakeholders had multiple opportunities to participate in the planning and decision-making processes, both in person and online. This section describes these engagement activities.

Hillsborough Greenways Committee Meetings

The plan update was discussed at each Hillsborough Greenways Committee (HGC) meeting starting in May 2022. The HGC meetings were open to the public and time for public comments was allocated on the agenda. Notification of the date, time, location, and virtual option for the HGC meetings was posted on the County website, along with the meeting agenda.

A brief summary of the HGC discussions about the plan update is provided in the following:

HGC Meeting—May 9, 2022. The meeting was the kickoff of the plan update. The planning team introduced themselves and provided a presentation on the scope of work and schedule for the update. The HGC asked questions and offered guidance on data collection, plan review, and public involvement.

HGC Meeting—June 1, 2022. The findings of an extensive review of relevant plans and reports, existing conditions maps, and planned engagement activities were presented to the HGC for their review and input.

HGC Meeting—August 29, 2022. Internal and external engagement efforts conducted over the summer were discussed along with desired changes to the objectives of the 1995 master plan. A preliminary draft of the Greenways Vision Map was discussed. The map would be presented for public review and feedback at the Community Vision Workshops in the fall.

HGC Meeting—October 3, 2022. The draft performance measures for determining project feasibility were discussed in the context of the draft plan objectives and public input (including HGC, agency, and public input). The HGC considered the draft Greenways Vision Map and its alignment with the community’s vision, and discussed using designated natural corridors to resolve connectivity gaps. Upcoming activities were announced, including the fall workshops and visual preference survey, and refinements to the draft documents discussed dur-

ing this meeting.

HGC Meeting—December 7, 2022. After an overview of the public input received from the summer and fall engagement activities, including the visual preference survey results, the County team shared a preliminary greenways vision map and project performance measures. The HGC was informed of upcoming tasks for the plan update, including a pilot testing of the performance measures, draft project prioritization results, and project costing and funding sources.

HGC Meeting—March 8, 2023. The County team presented draft components of the updated plan, including the Greenways Vision Map; a list of potentially impactful, priority projects based on performance measures; and cost estimates for ten greenway projects representing a variety of types and locations. The HGC previewed in-progress design guidelines and were informed that implementation plans for four projects were also in progress.

HGC Meeting—June 12, 2023. HGC discussed the Committee itself and moving the Master Plan forward.

Community Listening Sessions

In summer 2022, the County held four Community Listening Sessions to learn about how people use County greenways and would like to use greenways in the future, including ideas for new greenways and suggestions for creating ideal greenways. After a presentation about the plan update process and what greenways means in Hillsborough County, the participants circulated to information stations to review data, ask questions, and discuss possibilities with the County team and other participants. For the public's convenience, the sessions (see listing below) took place in different locations of the county and on different days of the week.

- *July 26 Community Listening Session.* The event was held at the Bloomindale Regional Library in Valrico and started at 6:30 p.m.
- *July 27 Community Listening Session.* The event was held at the SouthShore Regional Library in Sun City Center and started at 6:00 p.m.
- *July 28 Community Listening Session.* The event was held at 6:30 p.m. at the Jimmie B. Keel Regional Library in the Carrollwood/Northdale area.
- *August 1 Community Listening Session.* The event started at 6:30 p.m. and was hosted on an online meeting platform.

Community Vision Workshops

During these community workshops, attendees were invited to review and comment on the draft Greenways Vision Map and performance measures for determining greenways priorities. The attendees were also invited to complete a survey, which included a visual preference survey, on the County's engagement hub. The visual preference survey contained a variety of images depicting greenway design features accompanied by a rating scale of -5 ("dislike very much") to +5 ("like very much").

- *November 9 Workshop.* The workshop was held at 6:30 p.m. via an online meeting platform.
- *November 15 Workshop.* The workshop was held at 6:30 p.m. at the Bloomingdale Regional Library in Valrico.
- *November 16 Workshop.* The workshop was held at 6:30 p.m. at the Jimmie B.

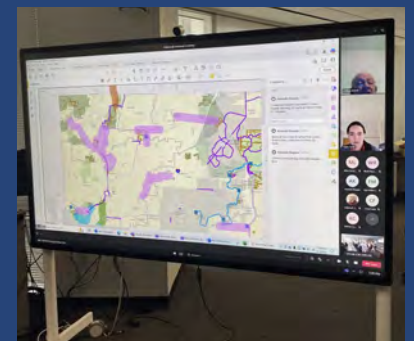
HILLSBOROUGH GREENWAYS COMMITTEE



When the County Commission established the Hillsborough Greenways Program in 1995, the Hillsborough Greenways Committee (HGC) was also established to serve as an implementing body for the program.

The HGC considers issues relating to the implementation of the Hillsborough Greenways and Trails Master Plan and is responsible for making recommendations to the County Commission regarding those issues. HGC membership includes local citizens and representatives of local governments and utility companies.

The HGC has 19 voting members, including 12 citizens, three municipal representatives, one County representative, and three utility agency representatives.



Keel Regional Library in the Carrollwood/Northdale area of Hillsborough County.

- *November 21 Workshop.* This event was held at 6:00 p.m. at the Gardenville Park and Recreation Center in Gibsonton.

Online Engagement Hub

The County maintains an online engagement hub that supports communication and engagement with the public. A wide range of County projects and initiatives, including the Greenways and Trails Master Plan update, are featured on the hub. The hub has approximately 40,000 subscribers.

The engagement hub was used to launch two surveys for the plan update, which coincided with the summer Community Listening Sessions and the fall Community Vision Workshops. The surveys largely replicated the content presented at these public meetings. An interactive mapping tool allowed survey takers to show the location of their ideas for new greenways and greenway improvements.

- *Survey #1* was open from July 15 to August 8, 2022.
- *Survey #2* was open from November 8 to December 9, 2022.

Prior to being considered for adoption by the Board of County Commissioners, the draft plan was provided on the engagement hub for public review and feedback.

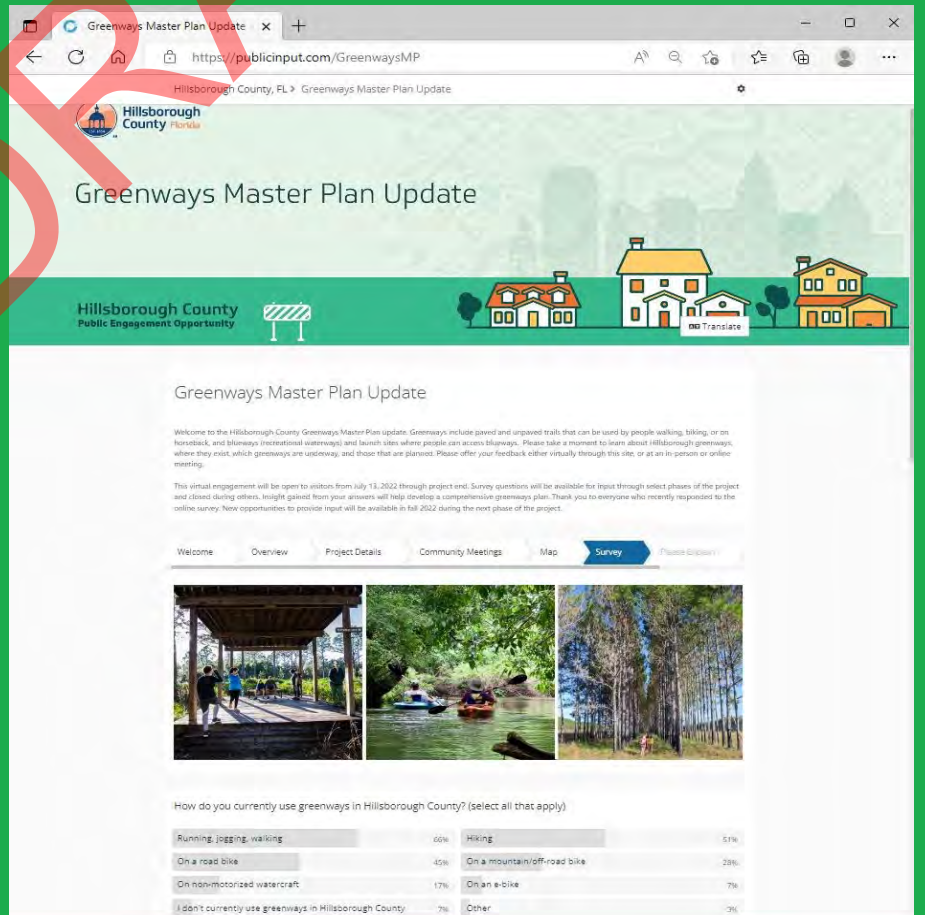
County Commission Public Meeting

The proposed update to the 1995 Hillsborough County Greenways Master Plan is to be considered and adopted by the Board of County Commissioners at a noticed public meeting. The Board will consider public input prior to making their final decision.

Other Public Comment Opportunities

Throughout the plan update process, the public was invited to submit comments and questions to the County team via telephone, email, or other forms of correspondence in addition to the scheduled public meetings and engagement hub.

HILLSBOROUGH COUNTY Online Engagement Hub



OUTREACH & COMMUNICATIONS

The County team performed extensive outreach to increase public awareness of the plan update process and to invite people to participate. Communications about the plan update and public participation opportunities were distributed using the communication channels identified below.

DIRECT MAIL CONTACTS LISTS

- Hillsborough Greenways Committee members
- Greenways and Trails Master Plan stakeholder list
- County Neighborhood Relations list
- Other County departmental lists

PUBLIC ANNOUNCEMENTS

- Agency on Bay Management Committee

SIGNS

- Roadside signs (85 locations)

WEBSITES

- County engagement hub
- County website
 - Events Calendar
 - County Commission Calendar
 - Newsroom
 - Friday Five Newsletter
 - Community Infrastructure & Planning

MEDIA COVERAGE

- Bay News 9
- WFTS ABC Action News
- Osprey Observer
- Patch

SOCIAL MEDIA POSTS

- Nextdoor
- Facebook
- Twitter
- Instagram
- YouTube - HTV Channel

PROJECT AMBASSADORS

- Hillsborough Greenways Committee members
- Board of County Commissioners
- County staff and consultants

DRAFT



Public meetings that support information sharing and co-learning can provide a valuable opportunities for people to learn, grow, and connect with others in their community.

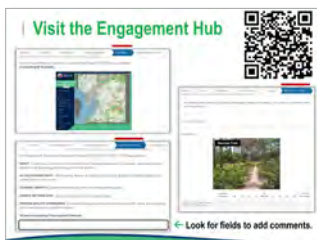
Communication Channels

COMMUNICATIONS

County Website



County Engagement Hub



Broadcast News Channels



EMAILS TO CONTACTS LIST



SOCIAL MEDIA IMPRESSIONS

WEBSITE VIEWS
4,576



LOCAL TV NEWS AUDIENCE



ROADSIDE SIGN LOCATIONS

Print & Online Newspapers



Social Media Posts





COMMUNITY LISTENING SESSION

July 28, 2022 | Jimmie B. Keel Regional Library

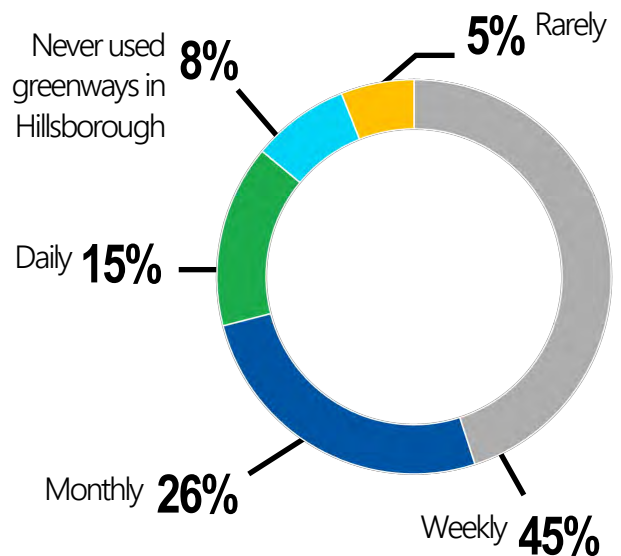


During the updating of the Hillsborough County Greenways and Trails Master Plan, the County’s planning team collected basic information about the people who participated in the process. Demographic, locational, and other data provided valuable insights about communities and population groups that were represented in the public input as well as any that were underrepresented in the public input. By having a better understanding of who participated in the plan update, the County team was able to supplement the data through targeted outreach to community leaders, local organizations, and other stakeholders to learn about the needs and priorities of underrepresented communities and population groups.

This section describes the data collected to reveal who participated in the plan update process, relevant findings, and limitations of the data.

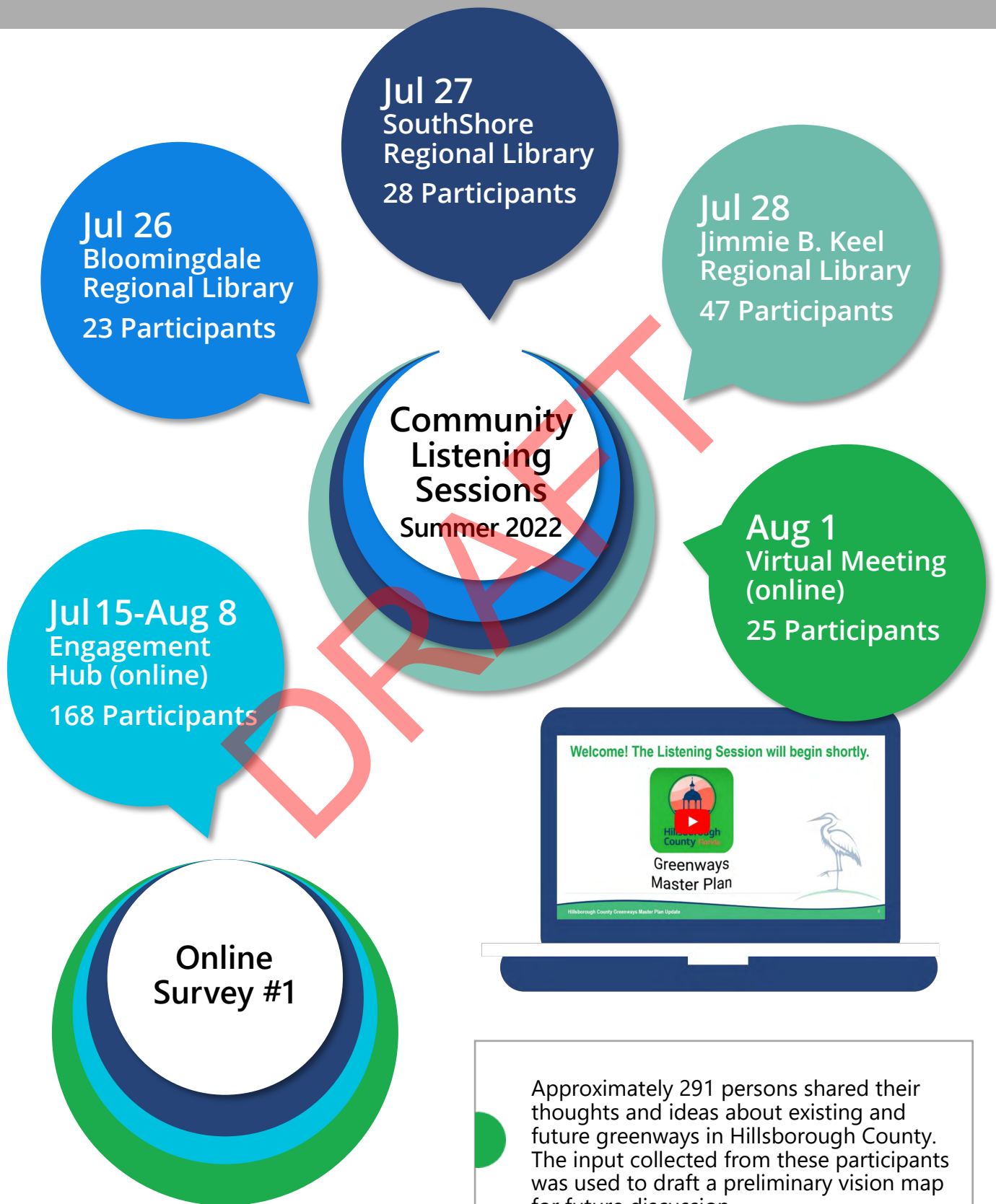
How often do you currently use greenways in Hillsborough County?

RESPONSES ONLINE SURVEY #1

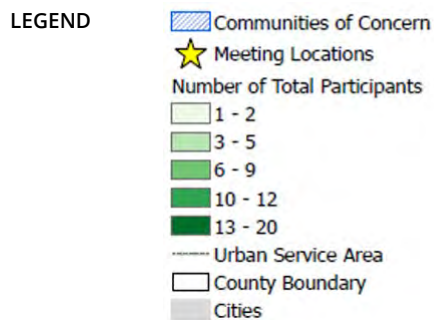
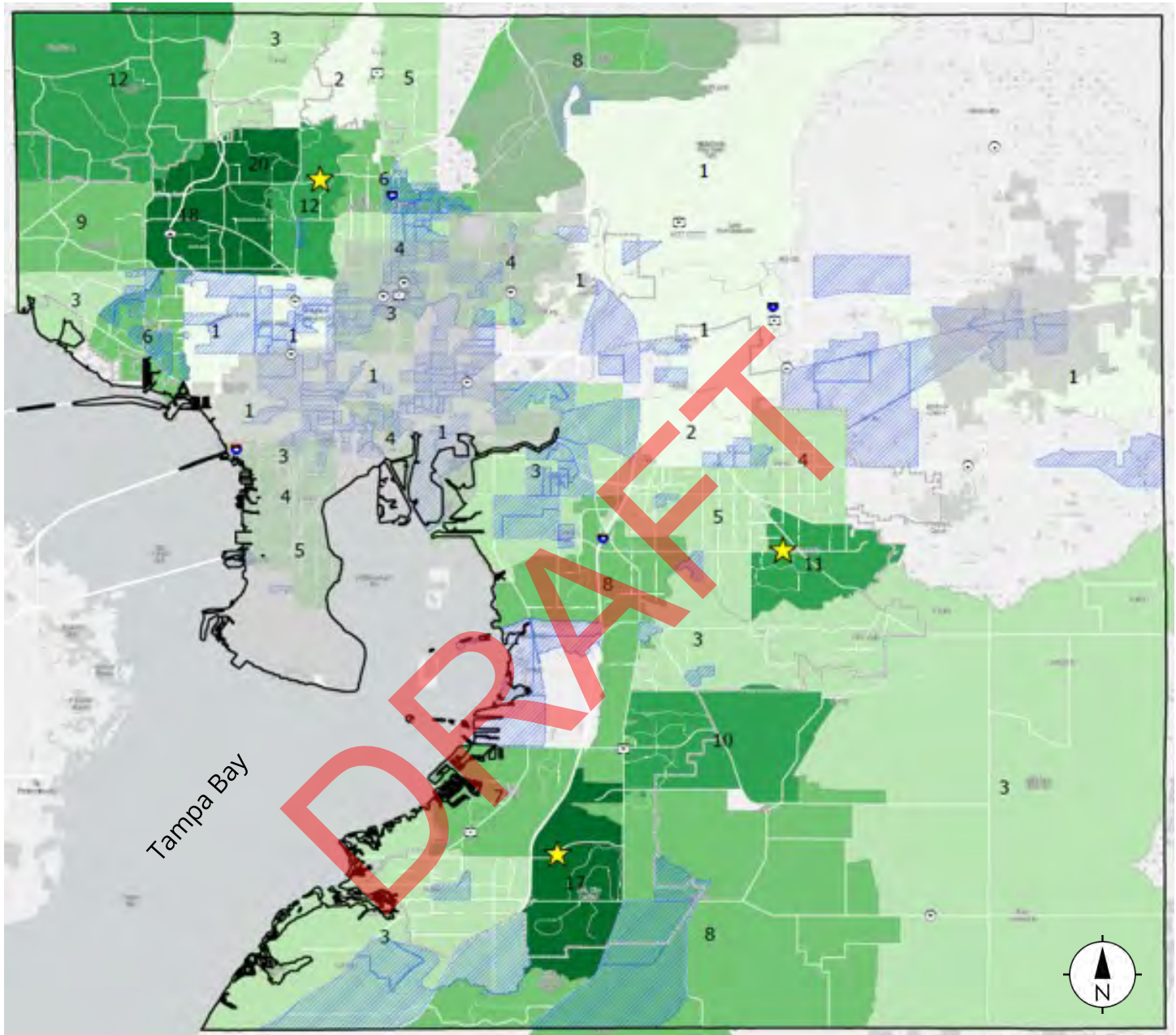


Greenways Needs & Ideas Identification

COMMUNITY LISTENING SESSIONS & SURVEY #1



Participation by Hillsborough County Zip Codes

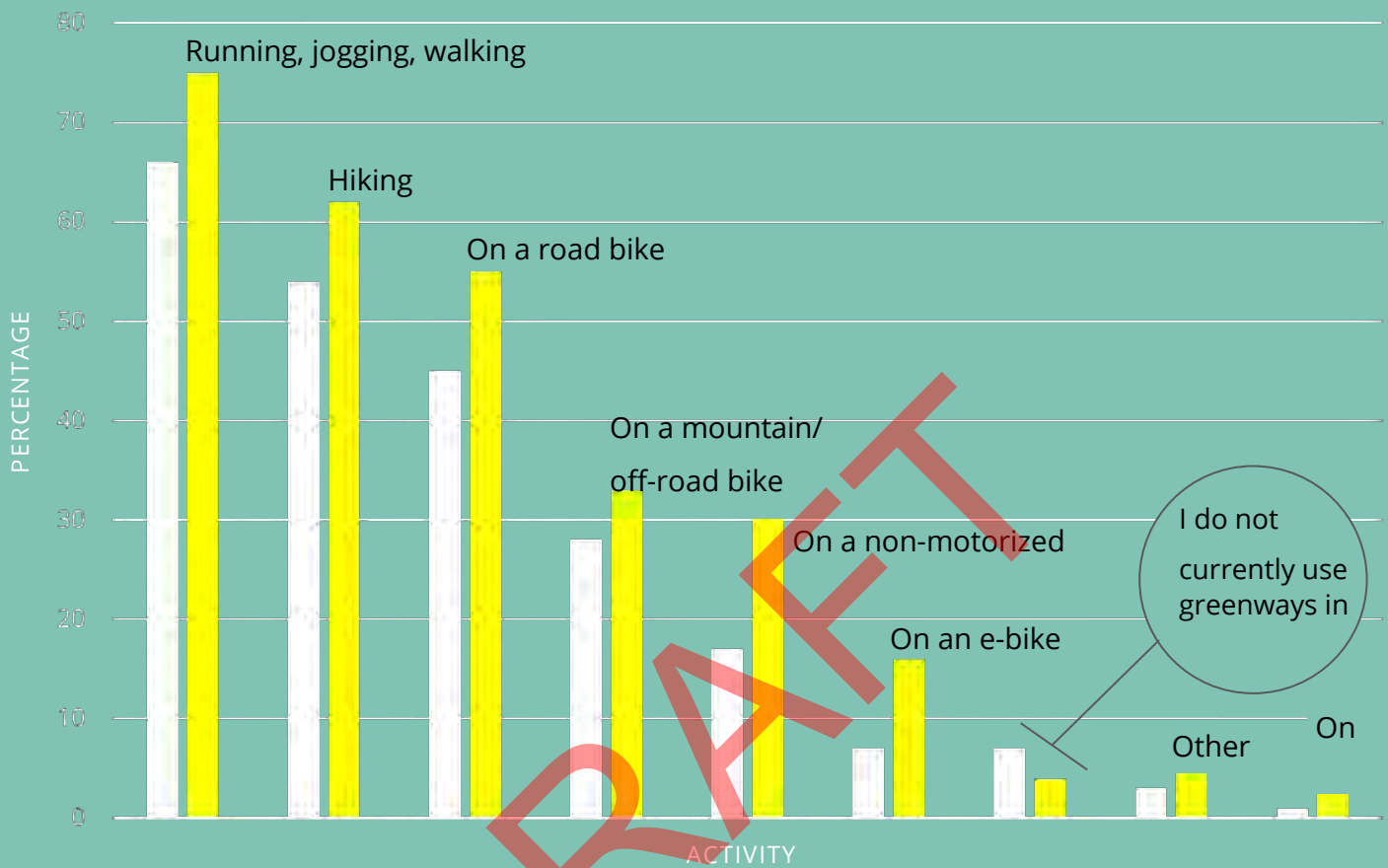


People from all parts of the county participated in one or more of the summer 2022 engagement activities for the Greenways and Trails Master Plan update. These participants helped the County’s planning team identify greenway issues and opportunities early in the update process.

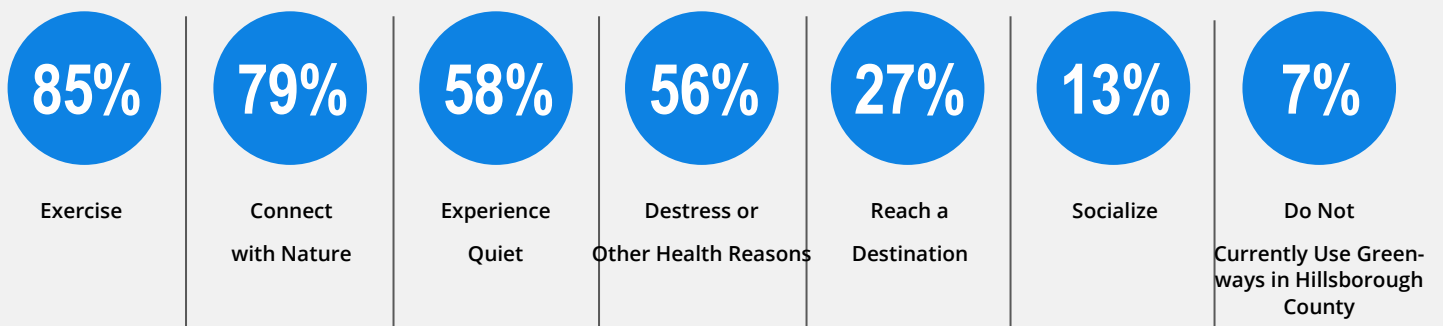
RESPONSES TO ONLINE SURVEY #1

How do you *currently* use greenways in Hillsborough

How would you like to use greenways in Hillsborough



Why do you currently use greenways in Hillsborough County?



Nov 9
Virtual Meeting
(online)
15 Participants

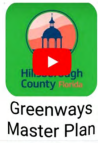
Nov 15
Bloomingdale
Regional Library
14 Participants

Nov 16
Jimmie B. Keel
Regional Library
27 Participants

**Community
Vision
Workshops**
Fall 2022

Nov 21
Gardenville
Park & Rec Cen-
ter

Welcome! The Listening Session will begin shortly.



**Online
Survey #2**

Nov 8-Dec 8
Engagement
Hub (online)
37 Participants

The County team engaged with approximately 97 participants to obtain feedback on the draft Greenways Vision Map and draft measures for determining greenway project priorities.

Participant Demographics

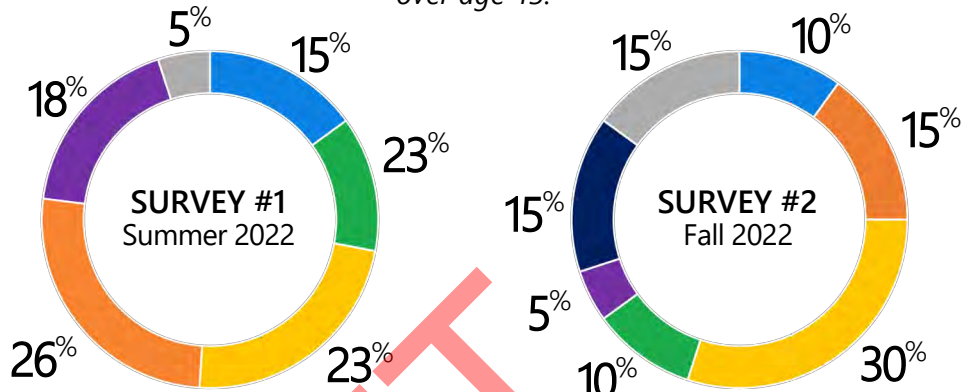
AGE

LEGEND

- 26-36
- 36-45
- 46-55
- 56-65
- 66-75
- Over 75*
- Other or prefer not to answer

* Not included in Survey #1.

Survey responses were mostly by people over age 45.

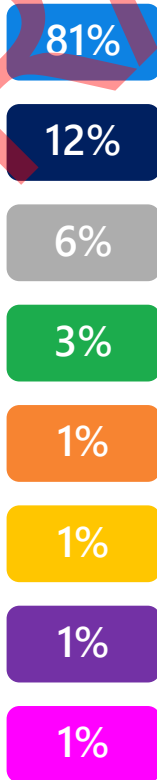


RACE & ETHNICITY

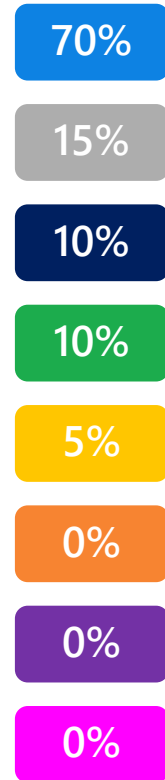
LEGEND

- White
- Black or African American
- Asian
- American Indian or Alaska Native
- Native Hawaiian or other Pacific Islander
- Hispanic, Latino, or Spanish
- Other
- Prefer not to answer

SURVEY #1 Summer 2022



SURVEY #2 Fall 2022



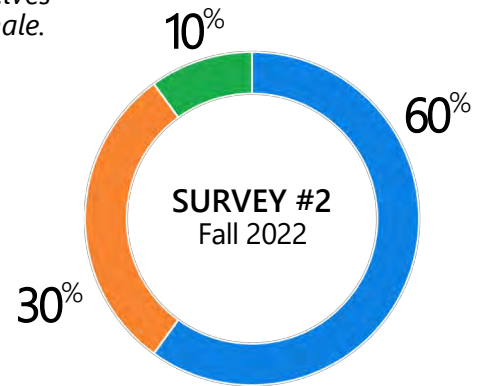
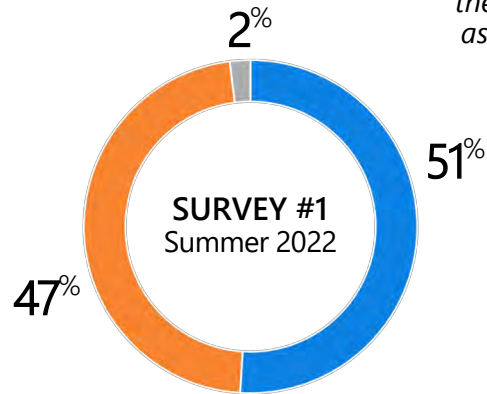
Most survey responses were by people who identified themselves as White.

GENDER

LEGEND

- Female
- Male
- Others
- Prefer not to answer*

* Not included in Survey #1.

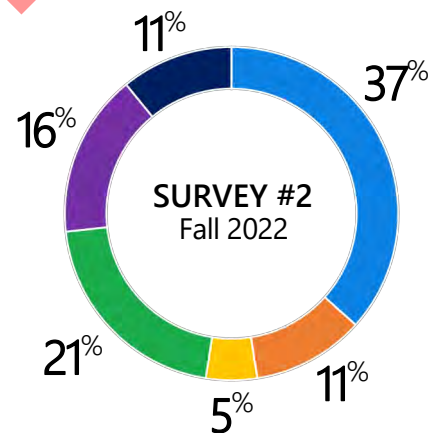
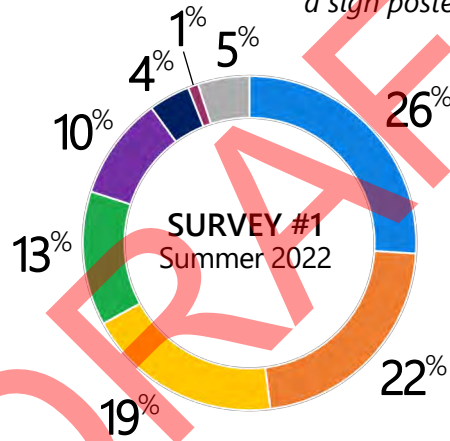


OUTREACH METHOD

LEGEND

- Neighborhood sign
- Social media
- Friend/neighbor
- Email
- Website
- Television/print/radio
- HOA/community newsletter*
- Other

* Not included in Survey #2.





COMMUNITY LISTENING SESSION

July 28, 2022 | Jimmie B. Keel Regional Library



Hundreds of ideas were collected through the online surveys, Community Listening Sessions, Community Vision Workshops, and follow-up correspondence over the course of the one-year Greenways and Trails Master Plan update process. This section describes the public input received.



lifestyle

"The whole point of living in Florida is to be outside taking in the sights and getting from place to place in the most pleasant and healthy manner possible, excluding cars."

paddling

"We have a tremendous array of beautiful places to paddle in this county, and we need to do more to make them available to those who paddle and who want to paddle."

transportation

"The greenways network should enable people to get around the area, not just exercise, with as much connectivity as possible..."

Community Listening Sessions & Survey Results

PUBLIC INPUT INFORMED THE EXISTING CONDITIONS & NEEDS ASSESSMENT

POLL QUESTION:

What makes an ideal greenway?

Participants were given 5 dots to indicate their preferences for these attributes. Participants were invited to add to these attributes.



Access to Destinations



Amenities



Accommodations for Specialty



Social Equity



Shade



Close to Nature



Scenery Protection



Community Enhancement



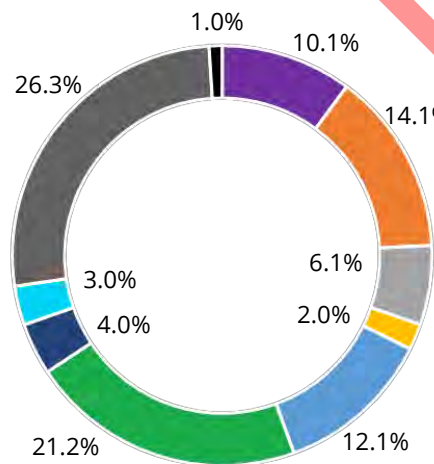
Safe from Traffic



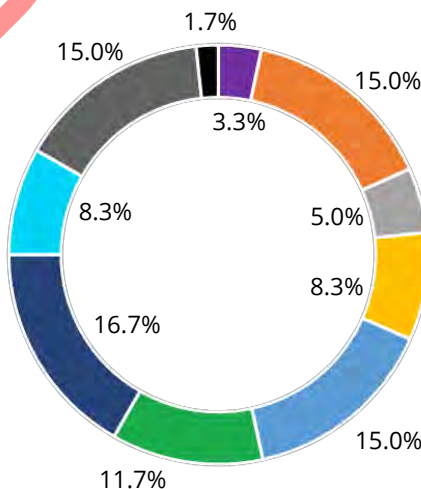
Place for Family Time/Socializing

Poll Question Responses by Community Listening Session Location

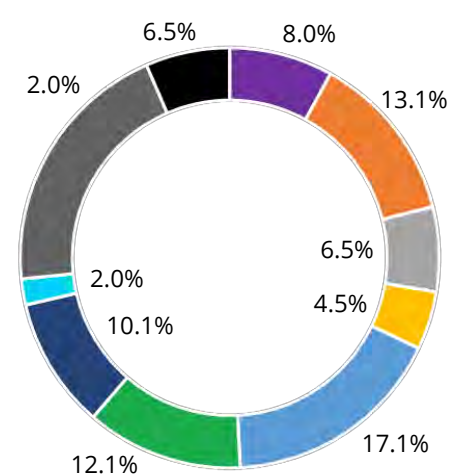
COLOR-CODED ICONS ABOVE CORRESPOND TO THE CHARTS BELOW



July 26 Listening Session
Bloomingdale
Regional Library



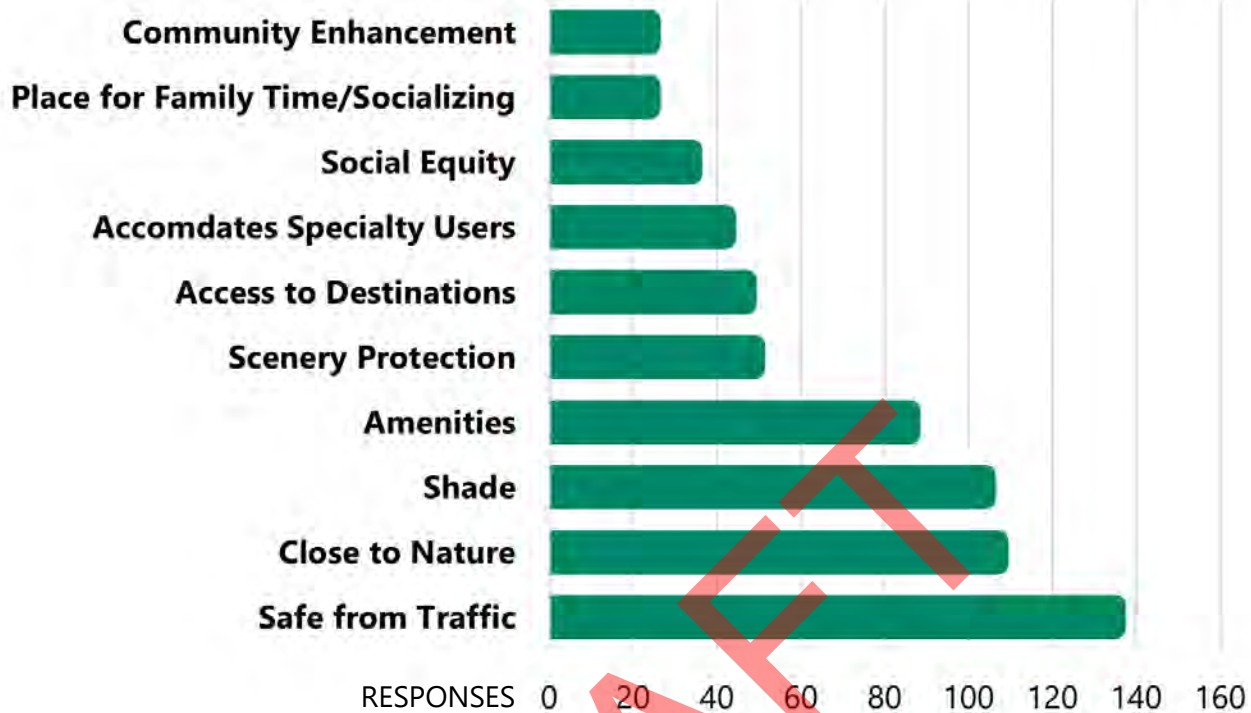
July 27 Listening Session
SouthShore
Regional Library



July 28 Listening Session
Jimmie B. Keel
Regional Library

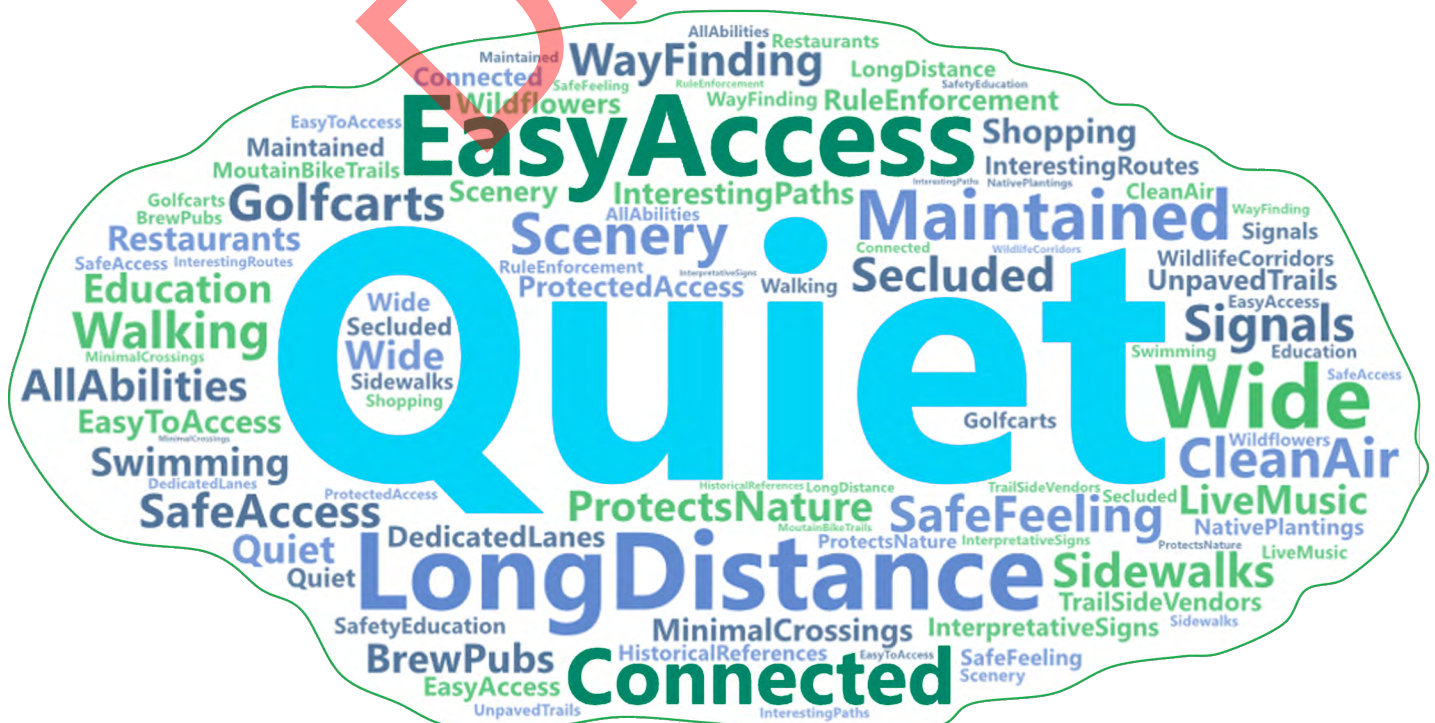
What makes an ideal greenway?

RESPONSES FROM COMMUNITY LISTENING SESSIONS & SURVEY #1 (SUMMER 2022)



What other features makes an ideal greenway?

OPEN RESPONSES FROM COMMUNITY LISTENING SESSIONS & SURVEY #1 (SUMMER 2022)



How could existing greenways be improved?

OFFER DIVERSE TRAIL TYPES

- More long distance trails
- More paved bike trails
- More connected paved trails
- More runner/walker-friendly nature/unpaved trails
- More blueway trails and launch points
- More mountain bike trails
- More wildlife corridors
- Trails like in Flatwoods Park
- Trails like the Pinellas Trail

ACCOMMODATE DIVERSE USERS

- Walking/strolling
- Running/jogging
- Biking/triking
- 'Wheel chair/mobility scooter users
- Dog walking
- Roller blading/skate boarding
- E-scooters/e-bikes
- Golf carts

HELP USERS FEEL COMFORTABLE

- Water fountains

- Restrooms
- Parking
- Lighting
- Signs:
 - Nature, local history, and science
 - Traffic safety (Share the Trail, Share the Street, e-bikes, etc.)
 - Paddling safety (paddling conditions)
- Trail map showing bike facilities

ENHANCE THE ENVIRONMENT

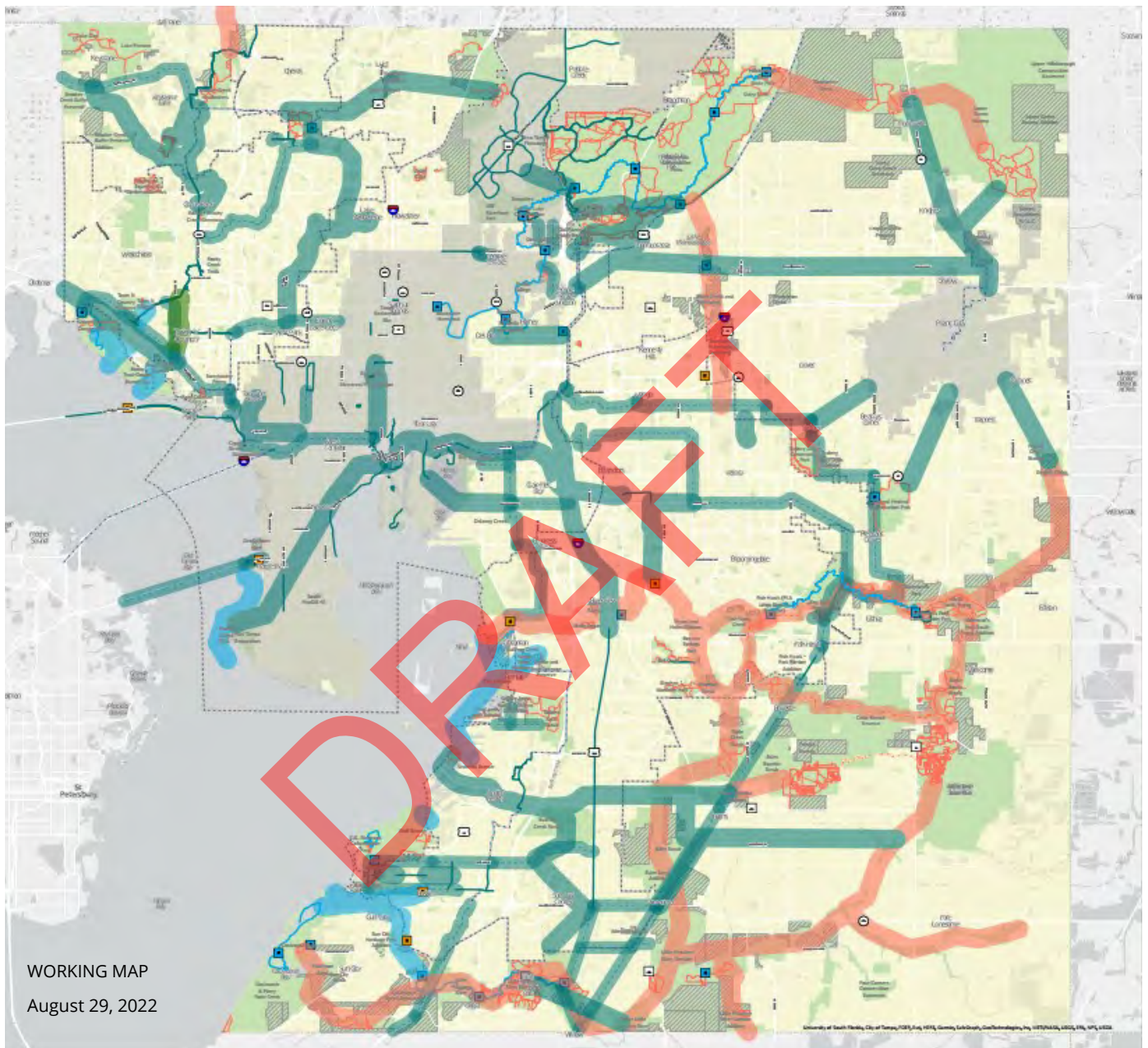
- More trees
- More native plants
- Wildflowers
- Bird watching (wading birds)
- Unique and pristine estuarine environments
- Scenic spaces that attract 'Instamoments'
- Find solutions to flooding on trails
- Vegetation to screen adjacent properties (privacy)

BE ACCESSIBLE & CONNECTED

- Options for differently abled or inclined
- ADA compliant
- Sidewalks

Where should new greenways be located?

AGGREGATED PUBLIC INPUT FROM ALL SOURCES (SUMMER 2022)



WORKING MAP
August 29, 2022

At the Community Listening Sessions and in the online survey, participants were invited to share their ideas for new greenways and ways existing greenways in Hillsborough County could be improved.

MAP

- | | |
|--|---|
| <ul style="list-style-type: none"> Existing + Under Construction — Paved — Unpaved — Blueway Planned Trails — Paved - In Development — Paved - Conceptual — Unpaved - In Development — Unpaved - Conceptual | <ul style="list-style-type: none"> Vision Connections — Natural Corridor — Paved — Unpaved — Blueway Existing Canoe/Kayak Launch Existing Launch for General Use Urban Service Area Cities Parks and Protected Land Approved ELAPP Sites |
|--|---|

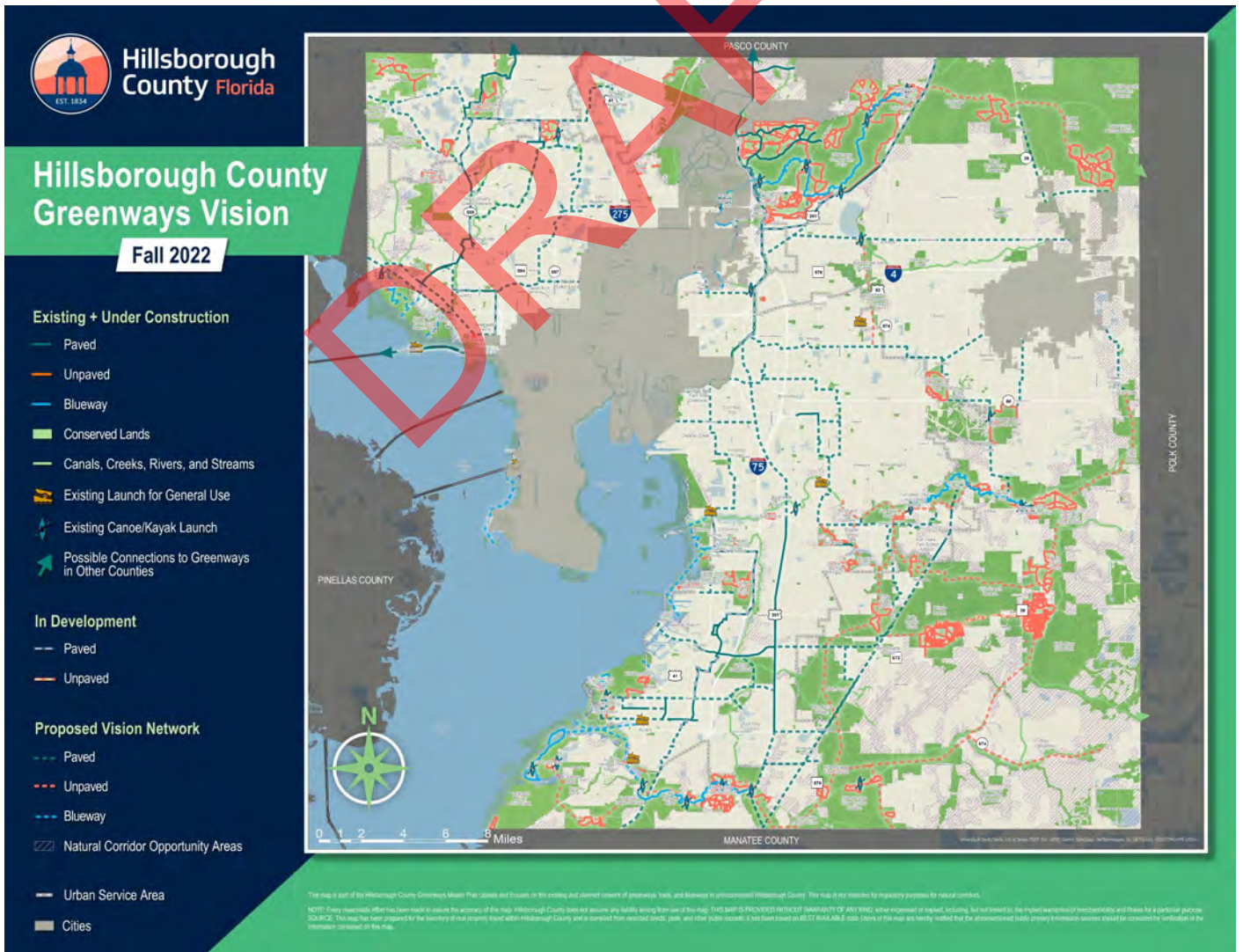
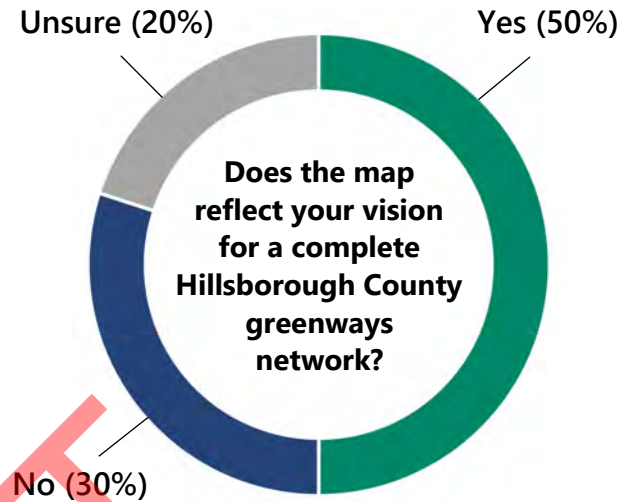
Community Vision Workshop Public Input

GREENWAYS VISION & GREENWAYS PRIORITIES

SURVEY QUESTION:

Does the map reflect your vision for a complete Hillsborough County greenways network?

The draft Greenways Vision Map below showing the proposed greenways network in Hillsborough County was presented at the fall 2022 Community Vision workshops and as part of the second online survey for the master plan update. The public was invited to review the vision map and respond to the question.



SURVEY QUESTION:

Are there any changes you would like to see to the Vision Map?

Summary of responses:

- More preservation of natural habitats and open spaces for recreation
- Purchasing greater chunks of land through ELAPP program and protecting environmentally-sensitive lands through regulations
- Connecting existing greenways and trails to provide more accessibility for users
- Connecting with trail networks in the cities and adjacent counties
- Add more trails in northeast part of the county, specifically in Plant City
- Add the Florida Gulf Coast Trail as a map overlay



connectivity

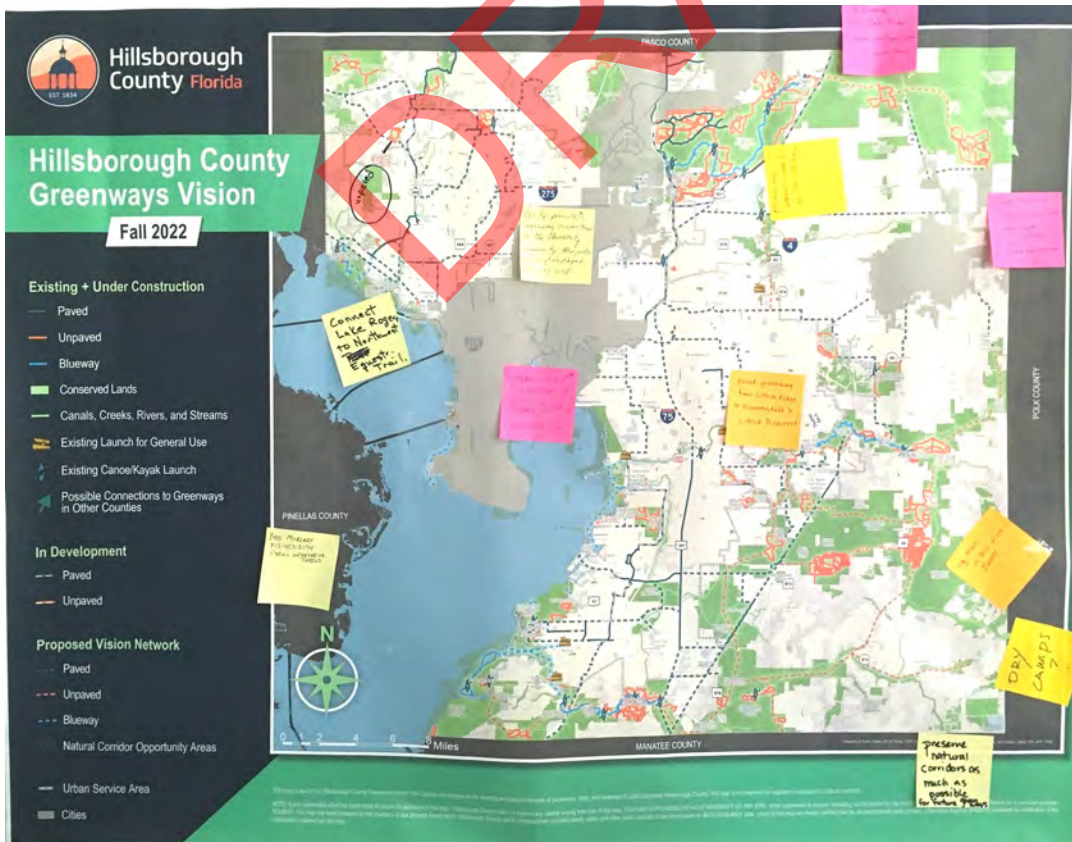
"Connecting existing greenways should be a priority. When they are connected, they can be utilized more."

new greenspace

"Connect Apollo Beach Golf Course (now closed for over a year) with the Apollo Beach Community park and make it a walking/running trail system."

natural lands

"This is a great start, but we need more! We need to preserve as much natural habitats for wildlife and open space for recreation as possible before it is all developed."



Map Comments

- Connect Lake Rodgers to Northwest Equestrian Trail
- Provide connection to the University Community
- Hillsborough River State Park to Green Swamp connection is a great idea
- Paved greenway from Lithia Ridge to Bloomingdale at Lithia Pinecrest
- Purchase more land on Lake Thonotosassa for public use
- More trails in south-east county
- Extend Tampa's 22nd St trail across the bay

SURVEY QUESTION:

Please review the draft prioritization measures below. Is anything missing?

ACCESS TO OPPORTUNITY - Within walking distance of schools, parks, libraries, government centers, employment centers, and/or transit service.

CLOSING NETWORK GAPS - Connects existing and/or planned greenways.

COMMUNITY ACCESS - Located near underserved communities and/or vulnerable populations (e.g., populations that are transportation disadvantaged due to age, income or abilities.)

CREATING HEALTHY COMMUNITIES - Convenient to neighborhoods and has potential to offer shade, natural settings, and/or space for greenery (biophilic design.)

ECONOMIC BENEFITS - Located near businesses that could attract greenway users.

Summary of Suggested Additional Measures

- Connectivity to neighboring jurisdictions
- Context appropriate design
- Natural landscape preservation
- Public ownership
- Private property rights and public interest balance
- Safety relative to:
 - Biking
 - Kayak launching
 - Equestrian use
- Sustainability/resiliency
- Wildlife habitat

SURVEY QUESTION:

Which design features are most appropriate for Hillsborough County greenways?

To guide the County team in developing greenway design guidance for future greenway projects, Survey #2 included questions to learn about community preferences for greenway design features. Survey takers were asked to rate 32 greenway features independently using a numerical scale from -5 to +5 indicating their appropriateness for greenways in Hillsborough County. The greenway features are shown in the images on page 27 and the respective ratings are depicted below. Negative values indicate an averaged negative response and positive values indicate an averaged positive response.

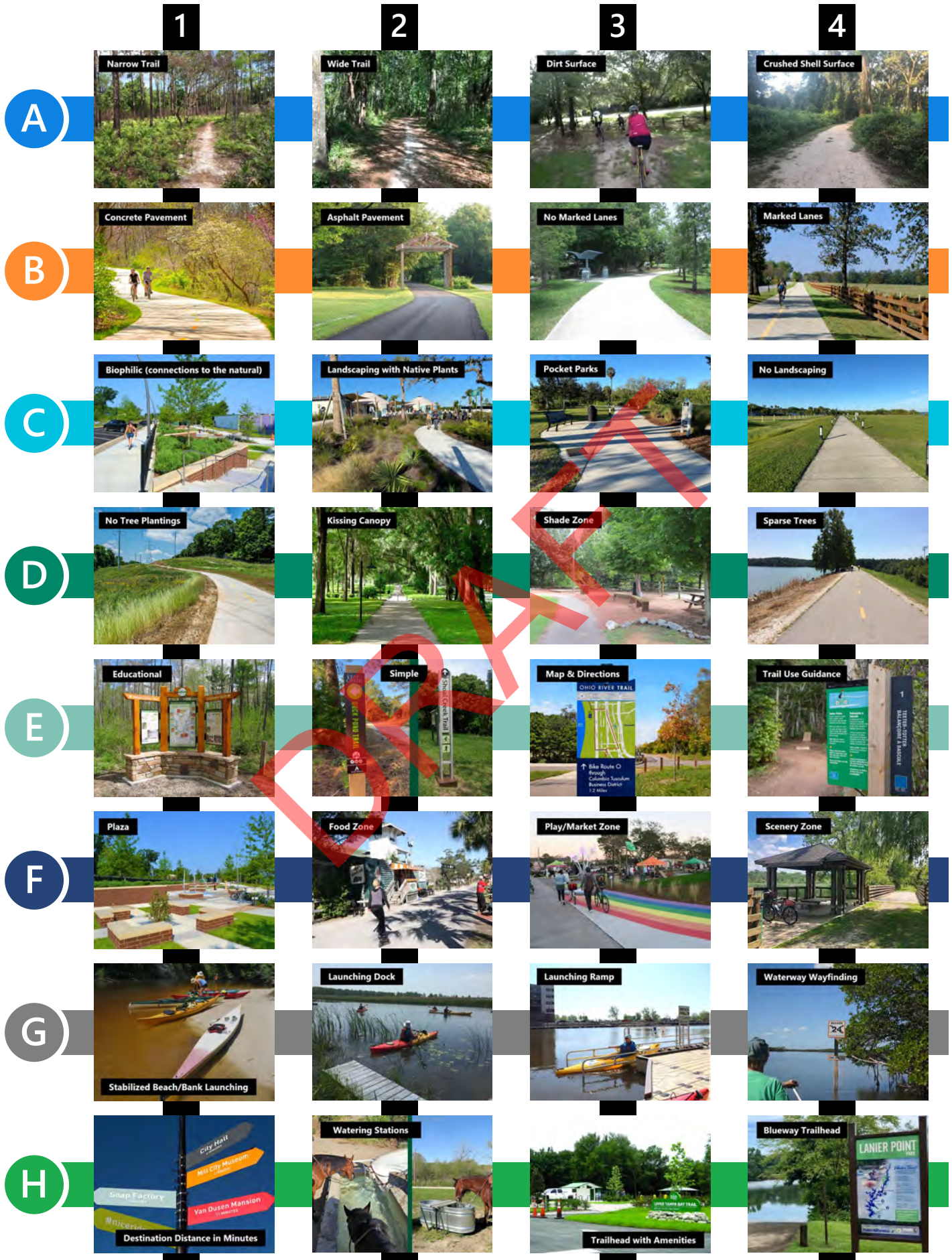
Visual Preference Survey Ratings

Ratings correspond to images on page 3-27.

	1	2	3	4
A	1.1	2.9	1.0	1.2
B	1.0	0.9	1.6	0.5
C	1.9	3.4	2.7	-1.4
D	-1.3	3.3	3.0	-0.2
E	2.8	2.6	2.8	2.4
F	1.0	0.9	1.0	2.9
G	2.7	1.9	1.4	2.4
H	1.0	1.8	2.7	2.4

LEGEND

- # Value 0.0 - 2.4
- # Value 2.5 or above
- # Value below 0.0



Plans Review

Plans Reviewed

To put the Hillsborough County Greenways and Trails Master Plan Update into context, related plans and documents were reviewed. In the reviewed plans, several common themes emerged:

- Greenways provide opportunities for both transportation and recreation.
- Greenways have many additional benefits for communities, including conservation and promoting positive health and social equity outcomes.
- Greenways should include facilities for diverse users (e.g., bikes, equestrians, and people with disabilities).

· Strategies are implementation-focused, recommending specific actions, including:

- Adopt greenway-enabling policies into other guiding and regulatory plans (comprehensive plans, MPO Long Range Transportation Plan, etc.); and
- Identify diverse funding sources and partnerships with other agencies and groups.

The reviewed plans are summarized in the following table.



Plan Name and Planning Agency/Body (shown in chronological order)	Description
Hillsborough Greenways Master Plan (1995) <i>Hillsborough County Greenways Advisory Committee</i>	<ul style="list-style-type: none"> • Developed goals and objectives for a greenway system in Hillsborough County • Identified five recreational corridors and five natural corridors comprising the greenway system • Included a comprehensive set of recommendations, strategies, and actions to implement the greenway system, as well as general guidance for designing and managing greenways
Northwest Recreational Corridor Plan (2005) <i>Hillsborough County</i>	<ul style="list-style-type: none"> • Sought to identify recreational opportunities including trails across multiple large and contiguous publicly-owned properties in Northwest Hillsborough County • Focused on County-owned or managed sites bounded by Race Track Road, North Mobley Road, Gunn Highway and what is not the Citrus Park Drive Extension • Extensive review of existing conditions, analysis of opportunities and constraints, public participation and stakeholder engagement resulted in development of design concept that included paved and unpaved trail facilities throughout the study area
South County Recreational Corridor Plan (2007) <i>Hillsborough County</i>	<ul style="list-style-type: none"> • Sought to identify ways to connect recreational elements in the southern part of Hillsborough County via an off-road multi-use trail system linked to a bicycle-pedestrian enhanced transportation network • Focused on analyzing two corridors proposed in the 1995 master plan: the South Coast Greenway and the Cross County Greenway • Extensive review of existing conditions, analysis of opportunities and constraints, and evaluation of survey results and stakeholder responses resulted in development of design concepts for the two corridors and actions for implementation
Future of Hillsborough Comprehensive Plan for Unincorporated Hillsborough County, Livable Communities Element (Community Plans adopted 2008 – 2015) <i>Hillsborough Planning Commission</i>	<ul style="list-style-type: none"> • Summary of 22 community plans made by the various communities that make up Unincorporated Hillsborough County • Most of the community plans indicate support for the Greenways and Trails Master Plan. Some of the plans include visions for greenways that meet specific needs in those communities. When specific greenway visions were mentioned, they were carried forward into this Master Plan update's evaluation
Greenways and Trails Plan Update (2016) <i>Hillsborough Metropolitan Planning Organization (MPO, now the Hillsborough Transportation Planning Organization, TPO)</i>	<ul style="list-style-type: none"> • Sought to unify the Hillsborough Greenways Master Plan and the City of Tampa Greenways and Trails Master Plan (2000). • Regional approach to trail and greenway planning, identifying connections from Hillsborough County to Pasco, Polk, Pinellas, and Manatee Counties • Identified ten priority trails, including four in unincorporated Hillsborough County, along with funding sources and steps for moving forward • Focused on paved greenways

Plan Name and Planning Agency/Body (shown in chronological order)	Description
CELM Department Master Plan (2017) “The Tampa Bay Wilderness Area – on the ‘Wild Side’ of the Bay” <i>Hillsborough County Conservation and Environmental Lands Management (CELM)</i>	<ul style="list-style-type: none"> • A 26-year master plan for the Tampa Bay Wilderness Area (TBWA), a vision to manage and promote the conservation lands in Hillsborough County as a single wilderness destination comprised of an interconnected network of sites connected by trails, greenways, and blueways • Identifies 10 “Destination Sites” to focus on for planning and marketing • Needs assessment included a countywide survey which gave a “High Priority” rating to boardwalks, unpaved trails (for hiking and biking) and multi-use trails
Parks and Recreation Department Master Plan 2017-2027 <i>Hillsborough County</i>	<ul style="list-style-type: none"> • Framework, policies, and strategic direction to guide the stewardship of parks, recreation facilities, and activities for the 2017-2027 period • Parks and Recreation Department currently manages 3,236 acres of parkland, 166 parks, and 118 playgrounds, among other facilities • Process included a public survey, which showed that residents ranked “walking and biking trails” as the highest priority facility type for funding by a large margin
CELM Strategic Plan (2017) <i>Hillsborough County Conservation and Environmental Lands Management Department (CELM)</i>	<ul style="list-style-type: none"> • Long-range strategic plan with a 20-year horizon to address the ecological, social, economic, and leadership challenges to managing a healthy system of natural areas in an efficient manner within an emerging metropolitan region
South Coast Greenway Trail Alignment Study: Symmes Road to Adamo Drive (2018) <i>Hillsborough MPO</i>	<ul style="list-style-type: none"> • Studied alignment options for the section of the South Coast Greenway Trail that connects to the Tampa Bypass Canal Trail • Concluded that further analysis should be conducted on key issues
Recreation in Florida: 2019 Statewide Comprehensive Outdoor Recreation Plan (SCORP) <i>Florida Department of Environmental Protection</i>	<ul style="list-style-type: none"> • Presents recommendations for increasing recreational facilities and opportunities throughout the state of Florida. • Identified “hiking/walking trails” and “biking paths/trails” as among the top priorities in a recreation survey of residents and visitors • Broad recommendations focusing on priority areas of health and wellbeing; public access, accessibility and connectivity; economic opportunities and eco-tourism; and resource management and stewardship

Plan Name and Planning Agency/Body (shown in chronological order)	Description
2045 Long Range Transportation Plan (2019) <i>Hillsborough Metropolitan Planning Organization (MPO, now the Hillsborough Transportation Planning Organization, TPO)</i>	<ul style="list-style-type: none"> • Presents transportation projects to seek funding over the next 25 years, including shared-use non-motorized (SUN) trails • 20% of funding allocated to support “real choices when not driving,” including \$190M for multi-use trails and sidepaths • A needs assessment was done to prioritize projects within this investment program, examining population and employment density, access to and from underserved communities, and characteristics of adjacent roadways.
Florida Greenways and Trails System Plan, 2019-2023 <i>Florida Department of Environmental Protection</i>	<ul style="list-style-type: none"> • Comprehensive plan to study and appraise outdoor recreation needs of the state • Delineates long-distance regional trail corridors within the Priority Greenways and Trails System, and provides strategies to plan, fund, develop, and market these greenways and trails • Seeks to establish partnership agreements with other agencies, including local government, to increase the viability of investment in the Florida Greenways and Trails System
Hillsborough County Comprehensive Plan Update (2021 – present) <i>Hillsborough Planning Commission</i>	<ul style="list-style-type: none"> • Goal 1 of the updated Recreation and Open Space element is to provide a system of parks, preserves, and trails that are accessible and, where feasible, interconnected • The updated Mobility element Objective 5.7 is to “Build a comprehensive bicycle/pedestrian system, including multi-use trails or side paths... to attract more people to walk and bicycle for all trip purposes.” It includes a policy to use trails and shared-use paths to connect schools, neighborhoods, and other destinations

Vision Greenways Scored

Paved Facilities Scored

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Communi-ty Access	Connectivity	Connections to Nature	Total	Tier
P1	South Coast Greenway/Mariella Johns Smith Trail: Phase IVD, College to Valroy	Paved	South Coast Greenway	1	4	2	2	4	5	2	2	2	4	28	2
P2	Memorial Bikeway (Upper Tampa Bay Park to George Rd)	Paved	Upper Tampa Bay Trail	5	5	5	4	1	4	5	4	4	1	38	1
P3	South Coast Greenway: Phase V Progress Village	Paved	South Coast Greenway	4	3	3	1	2	3	4	4	2	3	29	2
P4	Kirby Canal (George Rd to Veterans Expwy)	Paved	Town 'N Country Greenway	1	1	2	1	5	3	2	1	3	4	23	4
P5	Cross County Greenway (Brandon/East Rural, Sydney to Dover Ranch)	Paved	Cross County Greenway	1	1	2	1	1	2	2	2	1	4	17	5
P6	Cross County Greenway (Brandon/East Rural, S Broadway to S Gallagher)	Paved	Cross County Greenway	1	4	3	1	1	4	5	2	2	4	27	3
P7	Memorial Bikeway (UTBT to Memorial Hwy)	Paved	Town 'N Country Greenway	2	5	5	4	1	5	5	3	5	2	37	1
P8	Cross County Greenway (Balm/Lithia, Whitehead to Dorman)	Paved	Cross County Greenway	1	1	1	1	3	4	1	1	3	4	20	5
P9	Cross County Greenway (Brandon/East Rural, S Gallagher to Sydney Dover)	Paved	Cross County Greenway	1	1	2	1	2	3	2	2	2	4	20	5
P10	Cross County Greenway (Brandon/East Rural, TBCT to SR 574)	Paved	Tampa Bypass Canal Greenway	2	2	4	5	5	3	1	1	3	4	30	1
P11	South Coast Greenway/Mariella Johns Smith Trail: Phase IVC 19 th Ave (30 th St to US 301)	Paved	South Coast Greenway	3	2	2	1	3	4	1	1	5	4	26	3

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
P12	South Coast Greenway/Mariella Johns Smith Trail: Phase IVD, Valroy to Manatee CL	Paved	South Coast Greenway	1	1	1	1	5	2	1	2	1	3	18	5
P13	Cross County Greenway (Brandon/East Rural, Dover Ranch to Whitehead)	Paved	Cross County Greenway	2	1	2	1	3	2	5	2	1	4	23	1
P14	Cross County Greenway (Brandon/East Rural, TBCT to Lakewood)	Paved	Cross County Greenway	2	5	5	3	2	3	5	1	3	4	33	1
P15	Cross County Greenway (Wimauma)	Paved	Cross County Greenway	2	1	3	2	4	3	3	5	1	4	28	2
P16	Cross County Greenway (Balm/Lithia, Bridgepark to Balm Riverview)	Paved	Cross County Greenway	1	1	1	1	4	2	2	1	3	4	20	5
P17	Tri-County Connector / NW Hillsborough	Paved	Upper Tampa Bay Trail	1	1	3	1	3	1	2	1	5	4	22	5
P18	South Coast Greenway/Mariella Johns Smith Trail: Phase IVA, CR 647 to Willow Rd	Paved	South Coast Greenway	1	2	5	5	3	4	1	1	3	5	30	1
P19	Cross County Greenway (Balm)	Paved	Cross County Greenway	2	1	2	2	4	3	4	5	1	4	28	2
P20	Kirby Canal (Veterans Expwy to N St Peter Ave)	Paved	Upper Tampa Bay Trail	3	5	5	3	1	4	3	3	2	5	34	1
P21	South Coast Greenway: Phase VII Palm River	Paved	South Coast Greenway	4	4	3	1	1	2	3	4	3	3	28	2
P23	Cross County Greenway (Lake Medard, Dover Ranch Rd to Whitehead Rd)	Paved	Cross County Greenway	2	1	2	1	5	1	3	1	2	4	22	4
P24	Cross County Greenway (Balm/Lithia, Whitehead to Dorman)	Paved	Cross County Greenway	3	1	4	1	4	4	2	1	2	4	26	3
P25	Cross County Greenway (Lake Medard, Whitehead to Dorman)	Paved	Cross County Greenway	3	1	4	1	4	1	4	1	2	4	25	3

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
P26	South Coast Greenway/Mariella Johns Smith Trail: Phase IVC 19 th Ave, US 41 to 30 th St)	Paved	South Coast Greenway	2	4	4	3	2	5	2	1	4	4	31	1
P27	Shell Point Rd	Paved	South Coast Greenway	2	3	4	2	1	5	4	5	3	4	33	1
P28	W Shell Point Rd Connector	Paved	South Coast Greenway	1	2	4	2	3	5	4	1	1	4	27	3
P29	South Coast Greenway/Mariella Johns Smith Trail: Phase IVA, US 301 to Manatee CL	Paved	South Coast Greenway	1	1	1	3	4	3	1	2	2	4	22	4
P30	Wimauma Connector	Paved	South Coast Greenway	3	4	5	5	1	4	4	5	3	3	37	1
P31	Golden Aster to Shultz	Paved	South Coast Greenway	1	3	1	3	4	3	1	4	3	4	27	3
P32	Bishop Rd	Paved	South Coast Greenway	1	1	1	3	4	5	1	5	2	3	26	3
P33	Brushy Creek Greenway	Paved	Lutz-Northdale Greenway	3	5	5	1	3	4	5	1	2	3	32	1
P34	Palm River Rd	Paved	South Coast Greenway	2	3	3	4	1	1	2	3	2	3	24	4
P35	Causeway Boulevard Greenway	Paved	South Coast Greenway	1	4	4	5	1	3	2	4	2	3	29	2
P36	US 41 to Kitchen	Paved	South Coast Greenway	1	3	2	5	1	2	1	4	1	4	24	3
P38	Northwest Lakes Greenway, West Segment	Paved	Upper Tampa Bay Trail	1	1	2	1	3	2	2	1	2	4	19	5
P39	Cumberland Greenway	Paved	Upper Tampa Bay Trail	1	1	2	1	2	4	2	1	3	3	20	5
P42	US 301 - Canal to Alafia	Paved	Tampa Bypass Canal Greenway	5	5	5	5	2	4	5	3	3	3	40	1
P44	Brandon Parkway Greenway Extension	Paved	Other	2	5	5	1	2	4	2	1	3	4	29	2
P45	Providence Lake Connector Greenway	Paved	Other	2	2	1	1	5	5	1	1	1	3	22	4

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
P47	Van Dyke Greenway	Paved	Lutz-Northdale Greenway	1	5	5	1	3	2	3	1	1	4	26	3
P50	Northwest Lakes Greenway, North Segment	Paved	Upper Tampa Bay Trail	3	1	4	1	1	2	3	1	3	4	23	4
P51	Citrus Park Connector Greenway	Paved	Upper Tampa Bay Trail	5	1	3	1	2	4	2	1	3	3	25	3
P52	Northwest Lakes Greenway, South Segment	Paved	Upper Tampa Bay Trail	1	1	1	1	3	2	3	1	2	4	19	5
P54	River to Canal Greenway	Paved	Tampa Bypass Canal Greenway	4	4	4	2	2	3	3	2	2	4	30	1
P56	Balm Boyette - US 301 Connector Greenway	Paved	South Coast Greenway	4	1	3	2	3	4	1	1	3	4	26	3
P58	Sweetwater Creek - Carrollwood Greenway	Paved	Town 'N Country Greenway	3	5	5	4	2	4	2	3	1	4	33	1
P59	Hamner Tower Greenway	Paved	Town 'N Country Greenway	2	5	5	4	2	3	3	1	1	4	30	1
P67	McIntosh - Blackwater Creek Greenway	Paved	Other	1	1	1	1	4	1	1	1	1	4	16	5
P68	Lower Green Swamp Connector Greenway	Paved	Other	1	1	1	1	3	1	1	1	1	3	14	5
P69	North Canal Greenway	Paved	Tampa Bypass Canal Greenway	4	1	3	3	3	1	2	1	2	4	24	4
P70	Sargeant Park Wilderness Greenway	Paved	Tampa Bypass Canal Greenway	1	1	1	3	5	1	3	1	2	3	21	5
P71	Trout Creek Greenway	Paved	Tampa Bypass Canal Greenway	1	1	2	2	4	1	4	1	2	4	22	4
P72	Balm Scrub Nature Greenway	Paved	South Coast Greenway	2	1	2	1	4	2	3	5	2	4	26	3
P73	Hillsborough Ave/Tampa Bay Greenway	Paved	Town 'N Country Greenway	1	3	5	5	3	3	4	1	3	4	32	1
P74	South Carrollwood Greenway	Paved	Town 'N Country Greenway	3	4	5	3	1	5	1	1	2	3	28	2
P75	North Lakes Greenway	Paved	Town 'N Country Greenway	2	3	3	1	2	3	4	1	2	3	24	4
P76	Heart of Lutz Greenway	Paved	Lutz-Northdale Greenway	3	1	4	1	1	4	4	1	1	3	23	4

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
P77	Old Fort King Corridor Greenway	Paved	Old Fort King Greenway	3	1	2	3	2	2	3	2	2	4	24	4
P78	Northwest Plant City Greenway	Paved	Other	4	1	3	1	2	2	3	2	2	3	23	4
P80	Plant City Access to Cross County Greenway	Paved	Other	1	1	2	1	2	2	3	3	2	3	20	5
P81	Plant City Connector Greenway	Paved	Other	2	1	2	1	3	3	2	1	1	3	19	5
P83	East Hillsborough Greenway	Paved	Other	2	1	2	1	3	3	3	2	1	3	21	5
P89	Brandon - Alafia Connector Greenway	Paved	Other	2	3	1	1	4	5	3	1	1	4	25	3
P90	Bullfrog Creek Greenway	Paved	South Coast Greenway	1	1	1	1	4	5	1	1	2	4	21	5
P91	SouthShore Connector Greenway	Paved	South Coast Greenway	1	2	4	4	2	5	1	1	3	3	26	3
P92	Shell Point Connector	Paved	South Coast Greenway	1	1	1	1	3	5	1	1	1	3	18	5
P93	Brandon to Tampa Bikeway	Paved	South Coast Greenway	1	1	3	3	1	1	1	1	3	4	19	5
P94	Central Sun City Center Greenway	Paved	South Coast Greenway	3	1	1	1	4	5	1	1	2	4	23	4
P95	Apollo Beach Boulevard Greenway	Paved	South Coast Greenway	2	2	5	2	1	5	2	1	1	3	24	4
P96	Bell Shoals Connector	Paved	South Hillsborough Pipeline Greenway	4	2	4	1	1	4	2	1	1	0	20	5
P97	Selmon Greenway to Brandon	Paved	Tampa Bypass Canal Greenway	1	1	5	5	2	2	3	3	2	3	27	3
P99	South Hillsborough Pipeline Trail Segment A	Paved	South Hillsborough Pipeline Greenway	5	5	5	2	1	5	5	2	2	5	37	1
P100	South Hillsborough Pipeline Trail Segment B	Paved	South Hillsborough Pipeline Greenway	3	3	4	1	4	2	2	1	2	5	27	3

TrailID	Name	Surface	Greenway Family	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
P101	Apollo Beach Golf Club Nature Greenway	Paved	South Coast Greenway	1	1	1	1	4	5	2	1	1	2	19	5
P102	Pebble Creek Golf Course	Paved	Tampa Bypass Canal Greenway	2	3	4	1	5	5	1	1	1	2	25	3
P103	Scottish Rite	Paved	Upper Tampa Bay Trail	2	2	3	4	5	3	2	1	1	0	23	4
P105	Rocky Creek to Brushy Creek (Brushy Creek to Upper Tampa Bay Trail)	Paved	South Coast Greenway	3	3	5	1	2	3	3	1	3	3	27	2
P106	Carrollwood Village Connector Greenway	Paved	Other	1	1	3	1	5	4	1	1	1	3	21	5
P107	Lakeshore Oaks Connector	Paved	Lutz-Northdale Greenway											N/A	N/A

Unpaved Facilities Scored

TrailID	Name	Surface	School	Transit	Economic	Safety – Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
U37	Grand Alafia Hiking Loop	Unpaved	3	1	5	1	4	1	5	1	3	3	27	2
U40	Blackwater Creek and Lower Green Swamp Connector Trail	Unpaved	1	1	1	1	4	1	1	1	1	3	15	5
U41	Hillsborough River and Blackwater Creek Connector Trail	Unpaved	1	1	1	5	5	4	1	1	2	3	24	2
U43	Hillsborough Preserve Connector	Unpaved	1	1	4	4	3	4	4	2	2	3	28	1
U49	Jameson Road Nature Access	Unpaved	1	1	1	1	1	1	1	1	1	3	12	5
U53	Flowers/Hobbs Connector Trail	Unpaved	1	1	1	1	5	3	1	1	1	3	18	3
U55	Northwest Hillsborough/Pasco Trail	Unpaved	1	1	1	1	2	2	1	1	3	4	17	4

TrailID	Name	Surface	School	Transit	Eco- nomic	Safety - Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
U60	Balm Boyette - US 301 Connector Trail	Unpaved	1	1	1	1	5	3	1	1	2	4	20	3
U79	Seffner - Lake Thonotosassa Creekside Trail	Unpaved	1	1	4	5	1	5	3	1	2	4	27	2
U82	North Alafia River Hiking Trail	Unpaved	1	1	1	1	3	1	2	2	2	3	17	4
U84	Alafia River Hiking Trail	Unpaved	4	5	4	1	2	5	2	1	1	3	28	1
U85	Bell Creek Trail	Unpaved	5	5	5	1	5	5	2	1	1	3	33	1
U86	Little Manatee River Hiking Trail	Unpaved	1	1	1	1	2	2	1	1	1	3	14	5
U87	Little Manatee River North-South Connector Trail	Unpaved	1	1	1	1	5	3	1	1	1	3	18	3
U88	Alafia-Manatee River Connector Trail	Unpaved	1	1	1	1	3	2	1	1	1	5	17	4
U98	Cross Keystone Trail	Unpaved	1	1	1	1	5	5	1	1	2	4	22	3

Blueway Facilities Scored

TrailID	Name	Surface	School	Transit	Eco- nomic	Safety - Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
B46	The Kitchen Mangrove Blueway North Segment	Water	2	4	4	0	0	1	3	4	2	3	23	2
B48	Mirabay Blueway	Water	1	1	1	0	0	4	1	1	1	3	13	5
B61	Ruskin Inlet Blueway	Water	1	3	4	0	0	2	3	1	1	3	18	3
B62	Upper Tampa Bay - Double Branch Bayou Blueway	Water	1	1	1	0	0	2	2	1	1	3	12	5
B63	Upper Tampa Bay - Channel A Blueway	Water	3	1	5	0	0	5	3	3	3	4	27	1

TrailID	Name	Surface	School	Transit	Eco- nomic	Safety - Crossings	Safety – Alt Route	Population	Proximity	Community Access	Connectivity	Connections to Nature	Total	Tier
B64	Upper Tampa Bay - Channel B/Rocky Creek Blueway	Water	1	1	2	0	0	3	2	1	1	3	14	4
B65	The Kitchen Mangrove Blueway South Segment	Water	1	2	3	0	0	1	2	4	1	3	17	4
B66	Cockroach Bay Blueway	Water	1	1	2	0	0	4	3	3	1	3	18	3
B104	Alafia to Bay Blueway	Water	5	5	5	0	0	5	5	2	2	2	31	1

Under Development Facilities Scored (at least some planning work or study has been done)¹

TrailID	Name	Surface	Greenway Family	School	Transit	Eco- nomic	Safety - Crossings	Safety – Alt Route	Population	Proximity	Communi- ty Access	Connectivity	Con- nections to Nature	Total	Tier
D1	Old Fort King (Ranch Rd to Pasco CL)	Paved	Old Fort King Greenway	1	1	1	5	3	1	1	1	4	5	23	4
D2	Old Fort King (US 301 to Stacy Rd)	Paved	Old Fort King Greenway	2	1	3	5	3	1	5	1	3	5	29	2
D3	Old Fort King (Cherry Tree to Model Dairy)	Paved	Old Fort King Greenway	1	1	2	5	4	1	3	1	4	5	27	3
D4	Tampa Bypass Canal Segment 3 – I-4 Crossing	Paved	Tampa Bypass Canal Greenway	1	1	1	1	1	1	1	1	2	5	15	5
D5	South Coast Greenway: Phase IB	Paved	South Coast Greenway	3	3	3	4	1	5	1	1	3	4	28	2
D6	Tampa Bypass Canal Segment 1 – N. 34 th St to Maydell Drive	Paved	Tampa Bypass Canal Greenway	1	4	3	4	3	1	3	1	3	5	28	2
D8	Tampa Bypass Canal Segment 6 – E. Fletcher Ave / Morris Bridge Road to CR 581 (Bruce B. Downs Blvd)	Paved	Tampa Bypass Canal Greenway	1	2	1	1	5	3	3	1	3	5	26	3

¹ The Tampa Bypass Canal segments were considered with the incorporation of existing segments into the scoring.

TrailID	Name	Surface	Greenway Family	School	Transit	Eco- nomic	Safety - Crossings	Safety – Alt Route	Population	Proximity	Commu- nity Access	Connectivity	Con- nections to Nature	Total	Tier
D9	George Rd	Paved	Town 'N Country Greenway	1	4	5	4	2	1	5	1	3	4	30	1
D10	South Coast Greenway/Mariella Johns Smith Trail: Phase VI Gibsonton	Paved	South Coast Greenway	1	4	4	5	1	1	4	5	3	4	32	1
D11	Tampa Bypass Canal Segment 5 – Harney Road to e. Fletcher Avenue / Morris Bridge Road	Paved	Tampa Bypass Canal Greenway	4	1	4	2	4	1	4	1	2	5	28	2
D12	Tampa Bypass Canal Segment 4 – North of I-4 to Harney Road	Paved	Tampa Bypass Canal Greenway	3	1	4	3	4	1	3	1	2	5	27	3
D13	Tampa Bypass Canal Segment 2 – Maydell Drive to S of I-4	Paved	Tampa Bypass Canal Greenway	1	4	4	4	3	2	5	3	2	5	33	1
D15	South Coast Greenway/Mariella Johns Smith Trail: Phase II Apollo Beach	Paved	South Coast Greenway	1	2	2	1	4	5	2	1	3	4	25	3
D16	Upper Tampa Bay: Phase IVA/IVB	Paved	Upper Tampa Bay Trail	3	1	4	1	3	1	5	1	5	5	29	1
D17	Van Dyke Rd	Paved	Lutz-Northdale Greenway	1	2	4	1	3	1	4	1	5	4	26	3
D19	South Coast Greenway/Mariella Johns Smith Trail: Phase III Adamsville	Paved	South Coast Greenway	5	1	3	4	2	4	2	1	3	4	29	2
D20	South Coast Greenway/Mariella Johns Smith Trail: Phase VI Gibsonton	Paved	South Coast Greenway	1	2	3	4	1	2	2	4	3	4	26	3
D21	Old Fort King (TBCT to US 301)	Paved	Old Fort King Greenway	3	1	4	2	2	2	5	1	2	5	27	3
D22	Balm-Boyette Scrub - Alafia Connector	Unpaved		1	1	1	1	5	4	1	1	1	3	19	5



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Hillsborough County Greenways and Trails Master Plan
<https://publicinput.com/GreenwaysMP>