



HILLSBOROUGH  
**Greenways**

*Master Plan*

*May 9, 1995*

*Hillsborough County Greenways Advisory Committee  
National Park Service Rivers, Trails, and Conservation Assistance  
Hillsborough County Planning and Development Management Department*

HILLSBOROUGH COUNTY  
FLORIDA

**Report To The  
Board of County Commissioners**

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## ***Hillsborough Greenways Master Plan***

Approved by the Board of County Commissioners

June 6, 1995

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Florida Gulf Coast Railroad Museum  
Hillsborough County Attorney's Office  
Hillsborough County Bicycle Advisory Committee  
Hillsborough County Budget Department  
Hillsborough County City-County Planning Commission  
Hillsborough County Engineering and Construction Services Department  
Hillsborough County Metropolitan Planning Organization  
Hillsborough County Parks and Recreation Department  
Hillsborough County Property Appraiser's Office  
Hillsborough County Real Estate Department  
Hillsborough River Greenways Task Force  
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# Table of Contents

	FOREWORD .....	iii
I.	INTRODUCTION.....	1
II.	RECOMMENDATIONS.....	3
III.	THE NEED FOR GREENWAYS.....	9
IV.	A GREENWAYS VISION FOR HILLSBOROUGH COUNTY .....	13
V.	THE PLANNING PROCESS.....	14
VI.	GOALS AND OBJECTIVES FOR THE GREENWAY SYSTEM.....	21
VII.	THE HILLSBOROUGH GREENWAYS CONCEPT.....	27
	Recreational Corridors.....	30
	Cross-County Greenway .....	30
	South Coast Greenway .....	37
	Lutz Community Greenway .....	42
	Upper Tampa Bay Trail.....	44
	Town N’ Country Linear Park .....	48
	Natural Corridors .....	51
	Little Manatee River Greenway .....	52
	Alafia River Greenway .....	54
	Upper Hillsborough River Greenway .....	55
	Cypress Creek Greenway .....	57
	Other Creek Corridors .....	59
VIII.	GUIDING GREENWAY DESIGN AND MANAGEMENT .....	59
	Designing Greenways .....	59
	Managing Greenways.....	66

IX. IMPLEMENTING THE PLAN.....	75
Protection Tools, Incentives, and Other Strategies .....	76
Funding Greenways .....	89
Implementation Framework.....	108
Phasing Development.....	113
Public Support .....	118
APPENDICES .....	121
A. Greenway-Related Comprehensive Plan Policies.....	122
B. National Park Service Technical Assistance Memorandum of Understanding .....	128
C. Inventory Maps and Tables.....	133
D. Greenways Advisory Committee Membership and Composition .....	154
E. Greenways Opinion Survey.....	156
F. January 1995 Greenways Newsletter .....	161
G. Summary of Public Input on Draft Hillsborough Greenways Plan .....	189
H. Project Summaries .....	199
BIBLIOGRAPHY .....	207

### List of Figures

Figure 1	Greenways Opinion Survey: Importance of Greenway Functions .....	16
Figure 2	Greenways Opinion Survey: Interest in Recreational Opportunities .....	17
Figure 3	Greenways Opinion Survey: Importance of Greenway Issues.....	18
Figure 4	Hillsborough Greenways Conceptual Plan.....	29
Figure 5a-c	Cross-County Greenway .....	31
Figure 6a-b	South Coast Greenway .....	38
Figure 7	Lutz Community Greenway .....	43
Figure 8a-b	Upper Tampa Bay Trail .....	45
Figure 9a-b	Town N' Country Linear Park .....	49
Figure 10	Greenways Program Functional Organization.....	109
Figure 11	Greenway Prioritization Process.....	115

### List of Tables

Table 1	Trail Construction and Maintenance Cost Estimates .....	103
Table 2	Greenway Evaluation Matrix .....	116

# Foreward

We are pleased to present to the Board of County Commissioners the *Hillsborough Greenways Master Plan*. The plan represents over a year of work by citizens and planners to create a vision for a county-wide system of greenways. After much citizen involvement, interest and ideas, this vision is one we believe truly reflects the community's needs and desires.

Envisioned is a system of connected greenways consisting of recreational and natural corridors. Some greenways are multi-use trails providing opportunities for outdoor recreation as well as routes for non-motorized travel. Others are open space corridors that protect important natural and historic resources and include compatible recreational and educational activities.

The idea for a greenways master plan originated two years ago because of the Board of County Commissioners' commitment to meeting important planning objectives relating to conservation and recreation. At the Board's direction, the Planning and Development Management Department sought the assistance of the National Park Service to produce a plan to meet those objectives. The Park Service's involvement brought not only planning expertise but also helped county planners organize and promote public participation.

A citizen advisory committee was formed in 1994 by the Board of County Commissioners and was charged with assisting with the development of a greenways plan. The Greenways Advisory Committee created the plan's framework by developing its goals and objectives. A concept for the greenway system and recommendations for implementing the plan followed. Throughout the planning effort, the advisory committee sought input from citizens to help shape the plan.

The composition of the advisory committee reflects the county's diverse citizenry and interests. Among its members are citizens from all sections of the county, representing architects, lawyers, civic leaders, bicyclists, environmentalists, equestrians, Realtors, builders, engineers, representatives of the phosphate mining industry and Tampa Electric Company, agriculturalists, and historic preservationists.

There are few subjects upon which such a diverse group can typically agree, but the advisory committee agreed about greenways. The Master Plan was approved unanimously by the advisory committee.

The Greenways Advisory Committee, National Park Service, and Planning and Development Management Department strongly endorse the *Hillsborough Greenways Master Plan*. We also thank the Board of County Commissioners for the opportunity to help create a greenways vision and a plan for making that vision a reality.

Sincerely,



Vivian Salaga, Chair

Hillsborough County Greenways Advisory Committee



Wallace C. Brittain, Chief

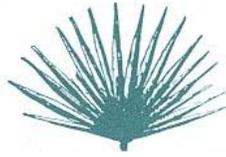
National Park Service Rivers, Trails, and Conservation Assistance



Gene Boles, Director

Hillsborough County Planning and Development Management Department

# I. Introduction



In the early 1990's, the Board of County Commissioners saw the potential for meeting important community mandates for recreation and conservation through the creation of a system of interconnected greenways, which are linear parks and other open space corridors. Such a system could provide places to recreate, create alternative routes for travel, protect natural resources, and contribute to the economic, educational, and cultural well-being of the community.

The Board sought the assistance of the National Park Service's Rivers, Trails, and Conservation Assistance Program to determine the feasibility of a greenway system. The Board also formed the Greenways Advisory Committee, a citizen group with broad representation, to assist in developing a greenways plan.

The National Park Service provided planning expertise and guidance, facilitating a planning process that maximized public participation and helped to inform citizens about the importance of greenways.

County planners laid the technical foundation for the plan by preparing a comprehensive inventory of features which might lend themselves to greenways, such as abandoned rail corridors, utility corridors, rivers, creeks, canals, and publicly-owned lands.

With an emphasis on citizen participation, the Greenways Master Plan evolved from a series of community meetings, advisory committee meetings, citizen work sessions, and public forums. Chapter V recounts this planning process.

The advisory committee developed the Master Plan goals and objectives as well as the concept for the greenway system based on the issues and preferences citizens said were important to address. Chapter VI summarizes and lists the goals and objectives. The greenway system is described in Chapter VII.

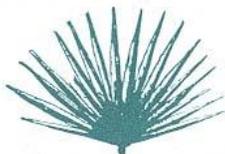
Envisioned is a system of connected greenways consisting of natural and recreational corridors. The primary use of each greenway corridor varies depending on the type of corridor. Some greenways afford many opportunities for recreation and provide alternative transportation routes. Others protect

important natural and historic resources and include compatible recreational and educational activities. Potential routes and destinations are suggested, but more detailed work will be needed to determine specific corridor locations.

In Chapters VEl and IX, the Master Plan addresses the issues identified by citizens and the advisory committee as important to address in a greenways plan. These issues relate to design, management, protection strategies, funding, phasing, and public participation and support. As a result of a key concern expressed by citizens, the plan places an emphasis on voluntary participation rather than on a regulatory approach to implementation.

Chapter II contains the recommendations of the advisory committee for implementing the plan. The recommendations identify specific actions to be taken as well as suggest the entities to implement those actions. A number of the recommendations address funding. The advisory committee recognized that some funding for greenway development exists, particularly for natural corridors, and some additional funds will be needed to make the greenway system a reality. While the advisory committee has not endorsed a specific source of local revenue, the committee is recommending the Board consider all available options for funding greenways and pursue the most appropriate ones.

## II. Recommendations



The Greenways Advisory Committee recommends the following actions be taken to develop and maintain a greenway system in Hillsborough County. Some recommendations involve one-time actions, others require ongoing efforts. After each recommendation are listed the suggested implementing entities. The page number following certain recommendations refers to the section of the report which provides the reader with more information about the subject.

### **GREENWAYS MASTER PLAN**

1. 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. BOARD OF COUNTY COMMISSIONERS.

### **IMPLEMENTATION FRAMEWORK**

2. Endorse the establishment of a Hillsborough Greenways Program and Committee with the structure and functions described in this report, and thereby create a process for implementing the Greenways Master Plan that emphasizes public participation. BOARD OF COUNTY COMMISSIONERS. (p. 109)

### **PUBLIC SUPPORT**

3. Work closely with citizens, civic associations, community organizations, landowners, and local businesses and 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. GREENWAYS COMMITTEE, PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, PARKS AND RECREATION DEPARTMENT. (pp. 112, 120)

### **COMPREHENSIVE PLAN**

4. 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. THE PLANNING COMMISSION, PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, BOARD OF COUNTY COMMISSIONERS. (p. 77)

## **GOVERNMENT COORDINATION**

5. Seize opportunities to coordinate with agencies, utility companies, and 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 these entities to identify and maximize opportunities to better coordinate plans, minimize adverse impacts, and find solutions for meeting greenway objectives. PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT. (p. 81)

## **INCENTIVES**

6. 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:
  - 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 of the current liability protection afforded private landowners by offering state-provided defense of participating landowners for wrongful acts or omissions.

COUNTY ATTORNEY'S OFFICE, PLANNING AND DEVELOPMENT  
MANAGEMENT DEPARTMENT, BOARD OF COUNTY COMMISSIONERS.  
(p. 86)

## **MITIGATION BANKS**

7. 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. PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, ENVIRONMENTAL PROTECTION COMMISSION, BOARD OF COUNTY COMMISSIONERS. (p. 83)

## **DEVELOPMENT COMPATIBILITY**

8. Evaluate the Land Development Code and identify any clarifications or re-structuring 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. GREENWAYS COMMITTEE, PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, BOARD OF COUNTY COMMISSIONERS. (p. 78)

9. 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 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. PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT. (p. 80)
10. 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 ensures compatibility with greenway functions while meeting other public and private objectives. GREENWAYS COMMITTEE, PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, PARKS AND RECREATION DEPARTMENT, BOARD OF COUNTY COMMISSIONERS. (p. 79)

## **PARK SITE OPTIONS**

11. 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. GREENWAYS COMMITTEE, PARKS AND RECREATION DEPARTMENT. (p 80)

## **FUNDING**

12. Educate the public about greenways and the funding needed to acquire, design, construct, and maintain greenway trails. GREENWAYS COMMITTEE. (pp. 103, 112)
13. Survey the public to determine whether support exists for increasing local taxes to fund greenway trails and which funding options, if any, the public would support. GREENWAYS COMMITTEE. (p. 112)

14. Analyze the results of the survey called for in Recommendation #13, review 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. BUDGET DEPARTMENT.
15. 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 maintenance. BOARD OF COUNTY COMMISSIONERS.
16. 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 development of the greenway system. GREENWAYS COMMITTEE. (p. 112, 114)
17. Involve all entities responsible for management and enforcement when planning greenway operational budgets. PARKS AND RECREATION DEPARTMENT. (p. 72)
18. Seek private dollars to enhance County-owned greenways in conjunction with other park system enhancement efforts, such as "Sponsor-A-Park" and "Enrich-A-Park" programs. PARKS AND RECREATION DEPARTMENT. (p. 106)
19. Actively support the greenway funding recommendations of the Florida Greenways Commission by adopting a resolution in support of the following funding recommendations:
  - 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 the completion of a state-wide greenway system.
  - 2) The State should achieve full funding of the Florida Communities Trust so that the program can implement its entire statutory mission, which includes funding for land acquisition 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 the FDOT District Offices and the Metropolitan Planning Organizations to allocate more than the minimum 10 percent of Surface Transportation Program funds for ISTEA 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 ISTEA programs that gives a higher ranking to projects which have matching funds and would contribute to the completion of a statewide greenway system.

COUNTY ATTORNEY'S OFFICE, PLANNING AND DEVELOPMENT  
MANAGEMENT DEPARTMENT, BOARD OF COUNTY COMMISSIONERS.

(p. 105)

## **PHASING**

20. Phase development of the recreational corridors of the greenway system by the following means:
  - 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.

GREENWAYS COMMITTEE. (pp. 114, 115)

## **DEMONSTRATION PROJECT**

21. 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. PLANNING AND DEVELOPMENT MANAGEMENT DEPARTMENT, PARKS AND RECREATION DEPARTMENT, ROAD AND STREET DEPARTMENT. (p. 119)

## **RISK MANAGEMENT**

22. 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. PARKS AND RECREATION DEPARTMENT. (p. 60)

### **TRAIL USE CONFLICTS**

23. 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. GREENWAYS COMMITTEE, PARKS AND RECREATION DEPARTMENT, BOARD OF COUNTY COMMISSIONERS. (p. 63)

### **HISTORIC PRESERVATION**

24. Coordinate with the Historic Tampa-Hillsborough County Preservation Board and the Hillsborough County Historic Resources Review Board to ensure historic structures, historic trails, and archaeological sites are adequately protected and appropriately incorporated into the greenway system. PARKS AND RECREATION DEPARTMENT. (p. 71)

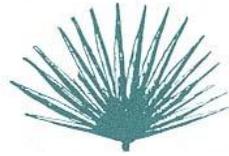
### **CONCESSIONS**

25. If adequate facilities to serve the needs of greenway 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. PARKS AND RECREATION DEPARTMENT. (p. 89)
26. Where services can not 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 functions. PARKS AND RECREATION DEPARTMENT. (p. 89)
27. Develop and follow guidelines and procedures similar to the Florida Division of Recreation and Parks and the National Park Service for choosing and permitting concessionaires. PARKS AND RECREATION DEPARTMENT. (p. 89)

### **VOLUNTEERS**

28. Recruit volunteers and a volunteer coordinator through the Volunteers in Public Service (VIPS) Program to help maintain greenways and promote and oversee volunteer efforts. PARKS AND RECREATION DEPARTMENT. (pp. 69 and 75)

### III. The Need for Greenways



**What Greenways Are.** The term "greenways" refers to linear parks or open spaces which connect natural, cultural, recreational, and historic resources. They can be hard surfaced pathways that permit different recreational uses such as walking, jogging, and hiking, or they can be natural corridors with a simple path along a stream or riverbank. Many greenways connect destination points such as parks, libraries, schools, and shopping areas. A utility or drainage right-of-way or an abandoned railroad corridor can be converted to a pedestrian bike or walkway. Conservation areas protecting a community's natural resources, such as rivers, wetlands, wildlife, and floodplains, are often included in greenways.

**The Benefits of Greenways.** Greenways benefit the community in many ways by providing opportunities for recreation and alternative transportation, improving environmental protection, providing places for environmental education, and stimulating economic development. Because of their diverse functions, they fulfill many community needs.

Recreational Benefits. Since greenways can be created close to home and neighborhoods, they are convenient and allow us to enjoy recreation in a natural setting.

- ◆ They provide accessible places to run, bicycle, or simply take a stroll and enjoy being outside, and they can be used to connect different recreational facilities within a community, making them accessible without getting in a car.
- ◆ Greenways can be used by anyone, regardless of age, economic status, or physical condition.
- ◆ Greenways are sometimes the only opportunity for many of us to go outside the home or office on a daily basis to remove stress with a run or walk.

Environmental Benefits. From an environmental perspective, greenways provide significant and far-reaching benefits.

- ◆ They function in ways that protect and improve water resources. The natural vegetation of a greenway slows runoff from developed areas and filters pollutants and sediment. By reducing the speed of stormwater flow, greenway vegetation also helps recharge aquifers and reduce the possibility of flooding. Without its vegetation, the soil can become

unstable, increasing erosion and clogging our creeks and rivers with sediment.

- ◆ The foliage of the trees and plants improves the air we breathe by trapping dust and releasing oxygen, and summer temperatures are often moderated when greenways shade streets, buildings, and large land areas.
- ◆ Greenways can provide habitat for many of our native plants and animals. They serve as corridors, providing food and cover for animals so they can move safely between larger preserves.
- ◆ Floodplains and wetlands are usually included in greenways because these areas protect water quality and provide wildlife habitat, and because they are especially critical for flood control.
- ◆ Many greenways are used as outdoor classrooms to teach children about the complexity of their environment and about the natural systems around them.
- ◆ Cultural and historic sites are also included in greenways, protecting a community's heritage and providing residents and visitors access to these resources.

**Economic Benefits.** Greenways result in economic benefits, too. One of the most commonly heard reasons for opposing greenways is that they decrease the value of adjacent property. Studies conducted across the United States show that just the opposite occurs.

- ◆ In many communities, both developers and realtors have converted to enthusiastic support of greenways because of the profits from the successful sale of lots located along greenway systems.
- ◆ A recent poll of American home shoppers found that the majority of these consumers want to live in communities that promote interaction with other families, children, and the environment through such features as nature paths in wooded areas and walking and bike paths.
- ◆ Greenways can also generate income to a community by increasing tourism, attracting new businesses that provide services to greenway users, creating new jobs, and increasing local tax revenues. All of these activities improve the quality of life for the community.

**Greenway Examples.** Even though it seems that greenways are very recent inventions, the greenway concept has been successfully used around the nation for many years, as illustrated by the following examples.

- ◆ Boston's Emerald Necklace, a city-wide network of interconnecting greenways and open spaces, was first proposed by landscape architect Frederick Law Olmstead in the late 1800s.

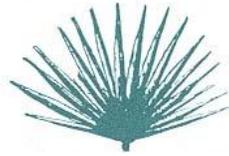
- ◆ The City of San Antonio, Texas has invested millions of dollars over the past decade to develop a greenway along the San Antonio River. This greenway has become the number two tourist destination in the state of Texas.
- ◆ Anchorage, Alaska has an extensive system of trails and greenways along the coast that serve as recreation corridors and a place to interpret the natural wonders of the area.
- ◆ To alleviate local flooding problems, Denver, Colorado developed a system of stream-based greenways which also provides over 50 miles of multi-use trails for recreation and transportation throughout the Denver area.
- ◆ Closer to Florida, communities such as Augusta, Georgia and Raleigh, North Carolina have developed greenway systems which have improved the local quality of life and brought new economic vitality to neglected river corridors.
- ◆ In Tennessee, the greenway concept has been used in communities across the state. The City of Kingsport developed a greenway along a local creek that serves the entire tri-cities area. The City of Maryville developed a greenway along a once degraded stream through downtown. The community cleaned up this eyesore and made it into a community asset that has helped bring new vitality to the city's downtown. The City of Knoxville has developed a bike trail through the University of Tennessee campus and plans to link this trail with a community-wide system of greenways. Knoxville planners also hope to tie a redeveloped Tennessee River corridor into this greenway system.
- ◆ Across Tampa Bay in Pinellas County is one of the most successful greenway projects in the United States - The Pinellas Trail, a 47-mile recreational trail which traverses the county from Tarpon Springs to St. Petersburg. Constructed on an abandoned railroad right-of-way, the trail is immensely popular for walking, jogging, bicycling, and rollerblading. Some residents even use the trail to ride their bikes to work.

**Benefits to Hillsborough County.** As illustrated by the examples described above, many communities have developed greenways to meet their needs and resources. Hillsborough County will also benefit in a number of important ways from planning and developing a community-wide system of greenways.

- ◆ A greenways plan will focus the efforts of local government and the private sector by providing a county-wide vision and framework to guide development of the kind of greenways the community wants.
- ◆ A greenways plan will identify opportunities and appropriate areas to preserve or restore in order to create an interconnected system. Such opportunities may exist, for example, in areas mined for phosphate, since the State of Florida requires mining companies to reclaim these areas for useful purposes after mining.

- ◆ Greenways will help protect the water quality of the Hillsborough, Alafia, and Little Manatee rivers. The Hillsborough River is the drinking water supply for the City of Tampa, and all of these rivers affect the health of Tampa Bay. Marine life and the recreational and commercial fishing industries are threatened when the bay's tributaries are degraded.
- ◆ Greenways will provide habitat for indigenous wildlife, and some animals may use them as a corridor to larger habitat areas such as the Green Swamp.
- ◆ A greenway system will provide exceptional recreational opportunities for residents and visitors alike. Walking, biking, skating, canoeing, and horseback riding will be possible on greenway trails. And some of these trails will make it possible to leave our cars and safely reach our destination by walking or biking to school, work, or a park.
- ◆ Establishing a greenway system will maintain open space and buffers, protect aquifer recharge areas, afford opportunities for enhanced management of water resources, and help retain the "open and green" character of Hillsborough County that we enjoy today.
- ◆ Property values will improve, and business activities associated with greenways will promote economic development.
- ◆ A focal point for the community will be created, providing opportunities for community events, protecting the region's character, and fostering a sense of place.

## IV. A Greenways Vision for Hillsborough County



In the 21st century, Hillsborough County has a protected system of greenways that is planned and managed to conserve native landscapes and species, provide recreational opportunities, and connect people to the land's natural, archaeological, historic, and cultural resources.

From Keystone to Wimauma and from Thonotosassa to Ruskin, Hillsborough's residents and visitors are within a few minutes of a system of greenways that they can traverse via foot, bicycle, horse, or canoe. Some greenways are public lands and others are private lands, and some are combinations of the two nurtured by public-private partnerships.

Through the efforts of private citizens, local, state, and federal governments, private nonprofit organizations, and businesses, Hillsborough County has a carefully planned interconnected system of greenways. Parks and open spaces are linked by safe and well-maintained recreational corridors that provide opportunities for hiking, bicycling, horseback riding, canoeing, and non-motorized travel.

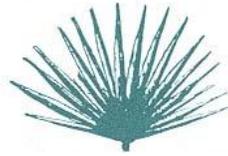
Hillsborough's history and geography come alive as greenway users explore old trails, canals, rivers, and historic and archaeological sites. Preserved historic homes, museums, and markers along the way provide a link to the county's past.

Native ecosystems are protected, restored, and managed, and the county's wildlife species are able to move between feeding and shelter areas and between larger preserves. Riverine and coastal waterways are effectively protected by buffers of open space and appropriate use of the land.

Hillsborough's greenways have helped create a strong sense of place, connecting land and communities. Rural and urban greenways have created new enthusiasm for the area's natural, recreational, and historic resources, and they have enabled children and adults to learn about the county's environment and the benefits of conservation.

Recreation and conservation groups, public agencies, landowners, companies, and dedicated individuals support Hillsborough's greenway system because of mutual benefits. Respect for both private property rights and community values is the hallmark of the county's greenway system. Greenways help sustain the county's future by conserving its resources, providing continued economic and recreational benefits, and connecting people to their natural, historic, and cultural heritage.

## V. The Planning Process



**Benefits of Greenways Recognized.** In recent years, citizens have voiced strong support for protecting the natural qualities that make Hillsborough County a special place to live. For example, in 1987 and again in 1990 citizens voted to use ad valorem taxes to fund acquisition and management of environmentally sensitive lands. Citizens also have supported efforts to provide needed outdoor recreational opportunities, most recently to improve neighborhood parks through general obligation bonds.

When the County's growth management plan, *The Future of Hillsborough Comprehensive Plan*, was adopted in 1989, the public's desire to protect the county's natural resources and provide places to recreate was reflected in the plan's policies. The Comprehensive Plan calls for the protection of river corridors and wildlife habitat and the creation of an open space network for recreation and natural resource conservation. (See greenway-related Comprehensive Plan policies, Appendix A)

In the early 1990's as the Board of County Commissioners began to implement the policies of the newly adopted Comprehensive Plan, the Board recognized that development of a protected system of greenways might provide citizens with the environmental and recreational benefits they desired, while implementing the Plan's policy mandates.

**Park Service Assistance Sought.** The Board sought the assistance of the National Park Service's Rivers, Trails, and Conservation Assistance Program to determine the feasibility of a greenway system in Hillsborough County. The Park Service agreed to provide technical assistance to the Hillsborough County Planning and Development Management Department for a period of two years to develop a greenways master plan. (See NPS Memorandum of Understanding, Appendix B).

As the first step, National Park Service advisors recommended a detailed inventory be undertaken to map the locations of rivers, creeks, wetlands, wildlife habitat, land uses, parks and schools, publicly-owned natural preserves, historic resources, existing recreational trails, and utility, drainage and rail corridors. The information inventoried by county planners is illustrated in a series of maps and tables at Appendix C.

The Park Service also recommended a greenway planning process that encourages public participation at every phase and increases interest in greenways. The recommended process, which is described below, is the one county planners followed to develop the master plan.

**The Mission.** The National Park Service suggested the planning mission be a blueprint, or conceptual plan, for a network of green, linking people, parks, historic sites, and natural areas. The plan would identify potential locations for greenways and guide future funding, development, and management of a county-wide greenway system. The plan also would identify possible connections to similar lands in adjacent jurisdictions. If the concept won the support of citizens and the Board of County Commissioners, county planners would then undertake more detailed work to implement the plan.

**Citizen Committee Formed.** In May 1994, the Board of County Commissioners established the Greenways Advisory Committee to assist in developing the greenways master plan. The advisory committee was charged with evaluating citizen input, identifying issues to be addressed by the plan, developing plan goals and objectives, identifying potential greenway locations, and recommending actions to the Board of County Commissioners to develop a greenway system.

The advisory committee includes a broad representation of citizens, community organizations, and private business interests. A list of the advisory committee membership and composition is provided at Appendix D.

**Community Meetings Held.** In June 1994, planners from the Planning and Development Management Department and the National Park Service conducted meetings in the community to solicit ideas from citizens about greenways. Members of the advisory committee also attended. The meetings were widely advertised. Residents, civic organizations, and community groups were notified of the meetings through mailed brochures, newspaper articles, and radio announcements.

Those who attended the community meetings identified their preferences and concerns about greenways through discussion groups and by completing an opinion survey (See Appendix E). While the reaction of most of those who attended was generally supportive, participants listed a number of concerns they felt needed to be addressed for them to support development of greenways in their community. The results of the opinion survey are shown in Figures 1, 2, and 3.

# Greenways Opinion Survey

June 1994

## Importance of Greenway Functions

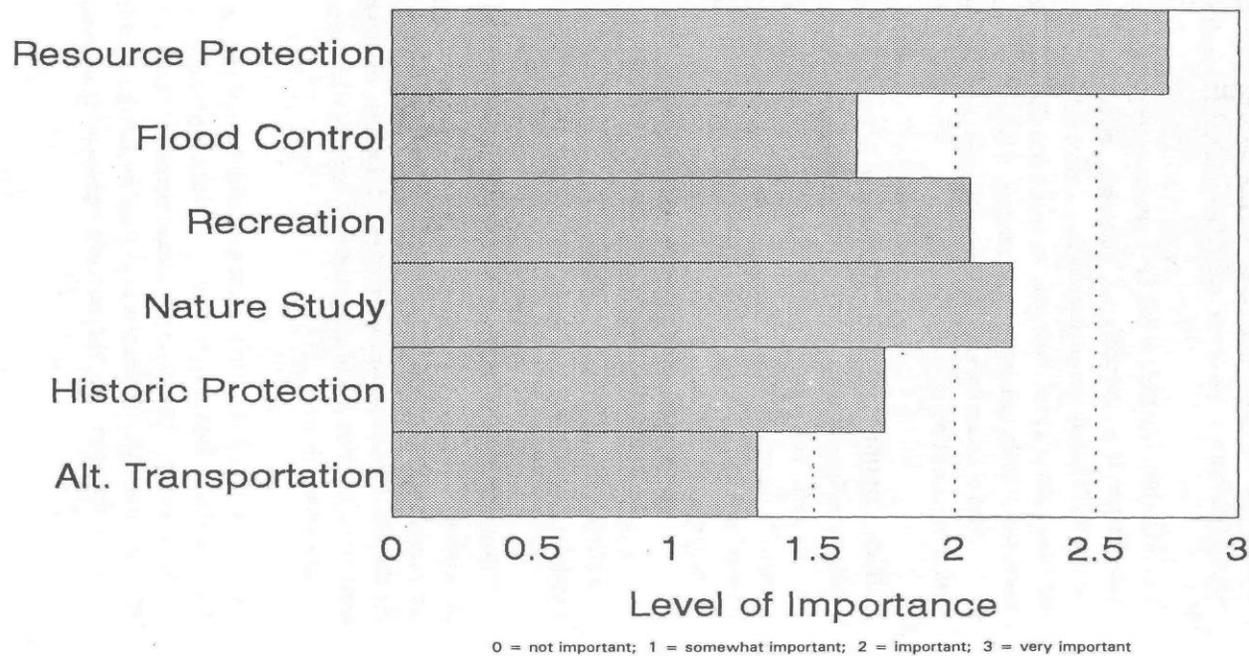


Figure 1

16

# Greenways Opinion Survey

June 1994

## Interest in Recreational Opportunities

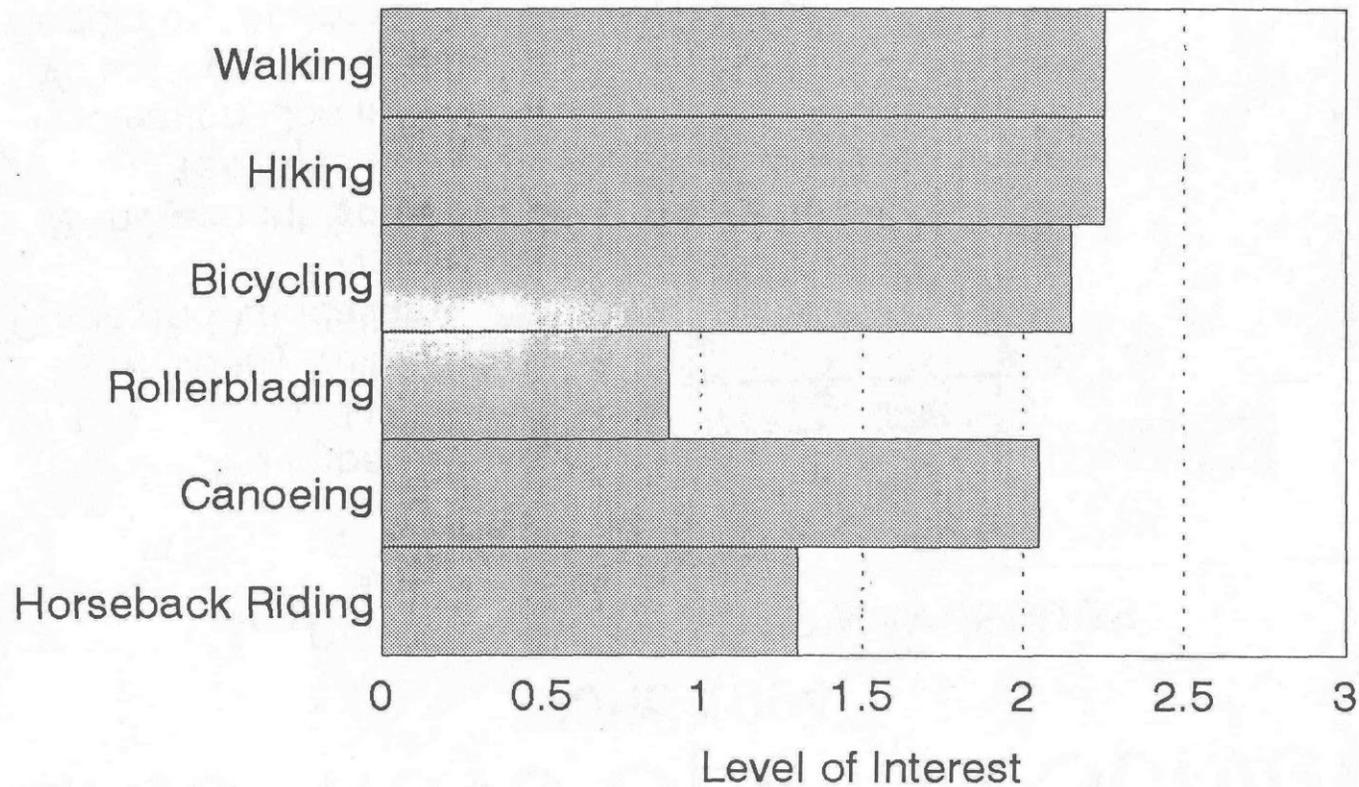


Figure 2

0 = not interested; 1 = somewhat interested; 2 = interested; 3 = very interested

# Greenways Opinion Survey

June 1994

## Importance of Greenway Issues

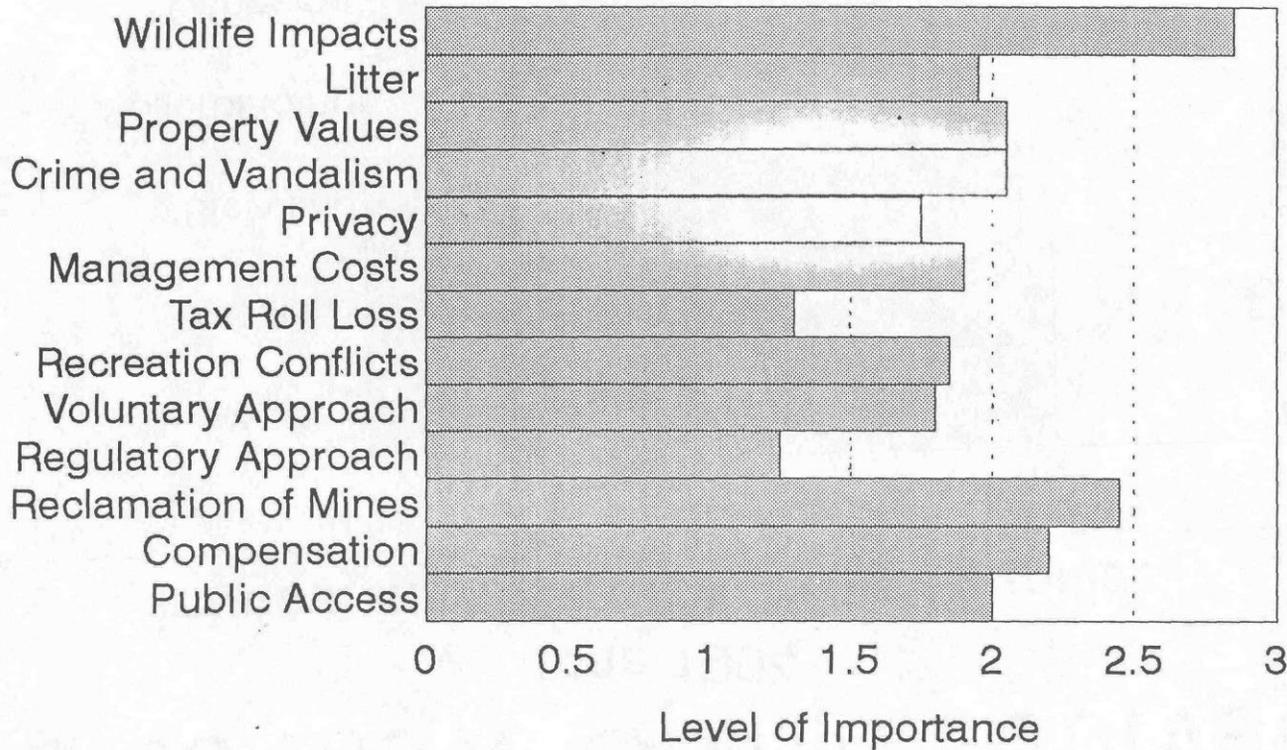


Figure 3

0 = not important; 1 = somewhat important; 2 = important; 3 = very important

**The Citizen Committee's Work.** The advisory committee met from June 1994 to February 1995 to carry out its charge. Input from the community meetings provided the advisory committee with the basis for developing the goals and objectives of the greenways plan and for identifying the issues the plan needed to address. The advisory committee spent many hours drafting and refining the goals and objectives and discussing the issues with experts who were invited to the meetings. Key issues which took most of the committee's time included 1) the uses and functions of greenways, 2) management of natural areas, 3) greenway design, security, liability, and maintenance, 4) project prioritization, 5) funding sources, and 6) the framework for implementing the plan.

**Citizen Proposals.** Many of the citizens who attended the community meetings and others who heard about the greenways planning effort through the media signed up to participate in work sessions to identify area-specific concerns and potential greenway sites in their communities. A series of work sessions were held in July and August of 1994.

Detailed aerial photographs and the land use and natural resource data inventoried by county planners provided the tools citizens used to contribute their ideas, suggestions, and other information about potential greenways. Participants described the main characteristics of their proposals, including greenway locations, destination points, physical characteristics, and possible uses and functions.

**Proposals Assessed.** County planners described the citizen proposals to the Greenways Advisory Committee and provided an assessment of the opportunities and constraints of each one. The advisory committee reviewed the proposals and offered additional suggestions, which staff also evaluated. The proposals formed the basis for developing the concept for a greenway system. The advisory committee further refined the concept by looking for additional destination points and possible connections to other greenways.

**Public Feedback.** The advisory committee and county planners held a series of public forums in January 1995 to seek input from citizens on the draft plan. The forums were advertised through newspaper and radio announcements and by newsletters mailed to citizen groups and community organizations, interested individuals, and major landowners. The newsletter contained a description of the conceptual greenway system and a summary of the plan goals and objectives (See Appendix F). Newsletter recipients were encouraged to complete and return a response sheet which was included with the newsletter.

The public forums provided an opportunity for those who wanted to know more about the plan to review maps and detailed descriptions of the potential greenway routes, review the plan goals and objectives in their entirety, ask questions, and give comments directly to committee members and county planners.

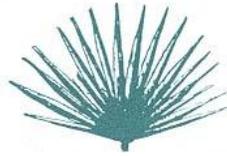
Through the response sheets and public forums, the advisory committee hoped to learn whether the goals and objectives addressed the subjects citizens felt were important to cover in a plan for establishing greenways in Hillsborough County and what other issues needed to be addressed. The advisory committee also wanted to know whether the conceptual plan of an interconnected system of greenways was one citizens would support and whether the types of proposed greenway activities, functions, and uses were those citizens wanted.

Comments were returned by mail and given directly to committee members and planners at the public forums. Eighty-six (86) percent of those responding said they agreed with the plan goals and objectives. Seventy-one (71) percent said that the types of corridors described and shown on a map of the concept plan would provide the types of resource protection and recreational opportunities needed. A detailed summary of public input on the draft greenways plan is provided in Appendix G.

**Draft Plan Refined for Presentation to County Commission.** The advisory committee evaluated the input received from citizens, and based on the strong support expressed, decided to make only minor changes to the greenways plan before presenting it to the Board of County Commissioners. Though some respondents suggested new ideas, such as additional routes and corridor functions, the committee felt those suggestions could be addressed and new routes added as the plan is implemented.

A number of respondents suggested ideas for recreational routes within the City of Tampa. Because of the high level of citizen interest in city routes, the advisory committee forwarded the suggestions to the City of Tampa, along with a letter offering the committee's encouragement and stating its support for the City's efforts to develop greenways.

## VI. Goals and Objectives for the Greenway System



The Greenways Advisory Committee developed goals and objectives for the greenway system, based on issues citizens identified as important to address. The goals and objectives are summarized below by subject area and listed in their entirety on the following pages.

**PUBLIC AWARENESS AND PARTICIPATION**...inform the public about the greenways planning effort and reflect community needs and desires by involving citizens in implementing the plan and developing the greenway- system.

**CONNECTIONS AND DESTINATIONS**...connect greenways to one another and to important community destination points such as schools, parks, and neighborhoods.

**USES AND FUNCTIONS**...provide opportunities for multiple activities, including recreation, non-motorized transportation, education, interpretation, and conservation of natural and historic resources.

**DESIGN**...guide the design of greenways in a way that will minimize user conflicts, provide needed facilities, ensure safety and privacy, and protect resources.

**MANAGEMENT**...tailor management of greenways to function, use, and sensitivity of the resource.

**PRIVATE ENTERPRISE**... ensure compatible use of lands adjacent to greenways without preventing economically beneficial use...encourage private sector provision of services needed by greenway users.

**IMPLEMENTATION**...implement a greenways plan that is flexible enough to adapt to changing circumstances and new ideas...emphasize a voluntary rather than regulatory approach...identify and use effective land protection techniques...employ a prioritizing process for phasing development of the greenway system... seize opportunities to coordinate among government agencies to implement the plan.

**FUNDING**...identify and advocate adequate funding sources the public will support for acquisition, development, and maintenance of greenways and greenway trails.

**PUBLIC SUPPORT**...build support for greenways by working closely with citizens groups, community organizations, landowners, and local businesses.

◆ **GOAL 1: To produce a plan and develop a greenways system based on a planning process that encourages and integrates public participation and support at every phase and increases public awareness and interest in developing greenways in Hillsborough County.**

### **PUBLIC PARTICIPATION**

1. *Follow a planning process recommended by the National Park Service's Rivers, Trails, and Conservation Assistance Program that maximizes public participation and helps educate the public about the importance of greenways to a community.*
2. *Recommend specific actions for implementing the plan and developing a greenway system in a way that reflects the needs and desires of Hillsborough County's citizens.*

◆ **GOAL 2: To identify and describe a conceptual greenway system for unincorporated Hillsborough County that will provide the vision for establishing greenways throughout the county.**

### **CONNECTIONS AND DESTINATIONS**

1. *Connect greenways where feasible and appropriate.*
2. *Coordinate with other jurisdictions to identify possible connections to their greenways where they exist.*
3. *Only connect natural systems if ecologically appropriate.*
4. *Connect urban areas to rural areas.*
5. *Include destination points for trail commuters, where appropriate and feasible.*
6. *Connect neighborhoods to schools and parks, where appropriate and feasible.*

### **USES AND FUNCTIONS**

1. *Identify opportunities for greenways within existing and future utility and drainage corridors and abandoned rail corridors.*
2. *Identify and provide suitable opportunities for recreational pursuits, such as horseback riding, canoeing, walking, bicycling, skating, hiking, primitive camping, etc.*
3. *Identify and provide alternative, non-motorized transportation routes.*
4. *Identify and provide educational/interpretive opportunities (environmental, cultural, archaeological, historical) throughout the network.*
5. *Include representative natural, unique, and significant features and other important resources of the county (e.g., natural areas, historic buildings and places; archaeological and cultural sites).*
6. *Identify and protect, and where appropriate, enhance and restore sensitive ecosystems and wildlife corridors within the greenway.*

7. *Encourage phosphate mining reclamation to include greenways as part of a mining company's overall reclamation plan in a manner that preserves, restores, and connects natural systems, in coordination with other local, state, and regional greenway and reclamation initiatives.*
- ◆ **GOAL 3: To identify and address issues related to greenways in Hillsborough County in a way that will appropriately guide location, design, development, and management of greenways.**

### **SAFETY AND LIABILITY**

1. *Locate, design, and operate greenway facilities in a manner that minimizes potential safety and liability problems.*
2. *Undertake risk management identification, evaluation, and treatment at all phases of greenway planning, design, and management.*

### **DESIGN**

1. *Minimize use conflicts and ensure safety of people and protection of natural resources by such methods as the following: 1) designating uses and corridor types, 2) appropriately designing greenways for different user groups and resources (e.g., adequate trail width for multi-use recreational trails and buffers for wildlife corridors), and 3) adopting a trail user ordinance and providing adequate monitoring and enforcement of the ordinance.*
2. *Ensure the privacy of private property owners adjacent to recreational greenways through location and proper design.*
3. *Design greenway facilities in an environmentally sensitive manner, e.g., observation decks in natural areas that are unobtrusive to wildlife.*
4. *When restoration of natural areas is the design objective, use such techniques as regrading altered landscapes to the extent feasible to re-create the natural topography and planting appropriate native vegetation.*
5. *When the provision of wildlife habitat is the design objective, diversify the plant species used, choose native plants as much as possible, and choose those plant species that will provide the food and cover for the wildlife desired.*
6. *When designing greenway landscaping plans for areas of the greenway where the specific purpose is not the provision of wildlife habitat or the restoration of natural areas, follow the principles of water-efficient landscaping, or xeriscaping, which emphasize appropriate plant selection. Select plants without regard to whether the species are native or non-native.*

7. *Design greenway facilities in compliance with the Americans With Disabilities Act.*
8. *Design greenways to maintain their rural character in rural areas.*

## **FACILITIES**

1. *Consider whether the greenway is in an urban or rural area, and the needs of each, when determining the types of facilities to provide.*
2. *Provide the following types of facilities at trailheads and along trails, where appropriate:*
  - *Restrooms*
  - *Parking*
  - *Benches and tables (shaded or covered; advertisement-free)*
  - *Signage; mile location markers*
  - *Maps of trails and greenway system*
  - *Road crossings*
  - *Trash receptacles*
  - *Bollards or other appropriate structures to prevent vehicular access*

## **PUBLIC ACCESS**

1. *Limit or prohibit access to sensitive ecosystems and wildlife corridors where necessary to protect resources.*
2. *Limit or prohibit access to private lands within a greenways system in accordance with the participating landowner's wishes.*

## **MANAGEMENT**

1. *Tailor management of greenways to suit the intended function and use of each greenway.*
2. *Address crime, vandalism, litter, upkeep, and other management concerns through adequate funding for management activities and personnel and through proper design.*
3. *Provide opportunities for volunteer and community service programs to help maintain greenways, for example, by establishing an "Adopt a Greenway" program. Make greenways available to the community's correctional institutions as recipient clean-up and maintenance site's for juvenile offenders to perform their community service mandates.*
4. *Make management of natural resources and control of nuisance vegetation, such as those plants listed by the Exotic Pest Plant Council, priority management activities for natural areas within the greenway system.*
5. *Develop educational programs, including brochures and Signage, describing how citizens can help protect the greenway system.*

## *PRIVATE ENTERPRISE*

- 1. Minimize land use conflicts through guidelines which ensure uses and activities that are compatible with greenway Junctions, without preventing economically beneficial use of adjacent lands.*
- 2. Encourage private sector provision of services needed by greenway users.*
- 3. Use information from the County Property Appraiser to demonstrate local valuations support the results of national surveys and other research indicating facilities like greenways have a generally positive effect on private property values.*

### *◆ GOAL 4: To identify and use effective strategies for implementing the plan.*

## *IMPLEMENTATION*

- 1. Create a flexible plan that can incorporate new ideas in the future.*
- 2. Use a prioritizing process for phasing the development of the greenway system based on criteria which, when applied to the greenway segments, capitalize on opportunities which will result in early completion.*
- 3. Identify and use a variety of existing tools for effectively protecting land, such as fee simple land acquisition and less-than-fee techniques (e.g., conservation easements), and encourage the formation of local land trusts.*
- 4. Emphasize a voluntary rather than regulatory approach to implementing the plan and provide compensation when land is acquired, thereby respecting private property rights. Emphasize landowner incentives (e.g., tax benefits), and acquire land only when the landowner is a voluntary participant.*
- 5. Seize opportunities to coordinate among government agencies to implement the plan.*
- 6. Support state initiatives to improve or create new incentives that encourage private landowners to participate in greenway projects.*

## *FUNDING*

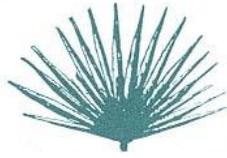
- 1. Identify and seek funding from existing funding sources for acquisition and development of greenways, such as ELAP, Preservation 2000 (CARL, SOR, FCT, and Rails-to-Trails), and funds available through the Intermodal Surface Transportation Efficiency Act (ISTEA).*
- 2. Examine the potential and support for generating new revenues from a "green tax", like the ELAP Program 1/4 mil ad valorem tax, to fund greenway acquisition, development, and maintenance.*

3. *Show how the greenways plan will implement the County's Comprehensive Plan as a way to enhance the ability to qualify for funding from such programs as the Florida Communities Trust Program.*
4. *When planning budgets for greenway construction, management, or enforcement, for which the County is responsible, involve in the budget planning process all the departments charged with carrying out these responsibilities.*
5. *Make funding of an adequate operational budget a continuing priority in order to properly manage those segments of the greenway system which are the responsibility of Hillsborough County.*
6. *Examine the potential for corporate sponsorship of greenway segments.*
7. *Support state initiatives to increase funding for greenways.*

### ***PUBLIC SUPPORT***

1. *Ensure community support for the greenway system by communicating and working closely with citizen groups, community organizations, local businesses and business organizations, and landowners.*
2. *Promote public awareness of the greenways plan and its implementation through various media, such as press releases, local television, and distribution of information about the greenways plan to community organizations.*

## VII. The Hillsborough Greenways Concept



### A Conceptual Plan for an Interconnected System of Greenways in Hillsborough County

**General Description.** The Hillsborough Greenways conceptual plan is a vision of a system of interconnected greenways throughout the county. The primary use of each greenway corridor varies depending on the type of corridor. The conceptual plan suggests potential connections between important destinations, but more detailed consideration will be needed before specific routes can be determined.

The plan is intended to be flexible so that over time new ideas and opportunities which improve the concept can be incorporated, particularly routes within and between neighborhoods whose residents support greenways close to home. Emphasis is placed on the use of public lands, with private lands included when the landowner is a voluntary participant. If a landowner is not interested in providing access or a connecting route, alternative routes will be identified.

Two main classifications are used to describe the greenway system, recreational corridors and natural corridors. **Figure 4** depicts the conceptual plan and generally shows a county-wide system of connected recreational and natural greenway corridors.

Recreational corridors are primarily constructed routes, comprised of abandoned rail lines, utility corridors, and drainage canals. Key on-road facilities which connect to the greenway system, such as bike lanes within road rights-of-way, are also identified.

The recreational corridors provide opportunities for many types of activities, such as biking, jogging, skating, walking, and horseback riding. Appropriate recreational uses will be determined for each corridor and circumstance. In addition, some corridors will provide alternative transportation routes, places for outdoor educational activities, and certain environmental functions such as stormwater management.

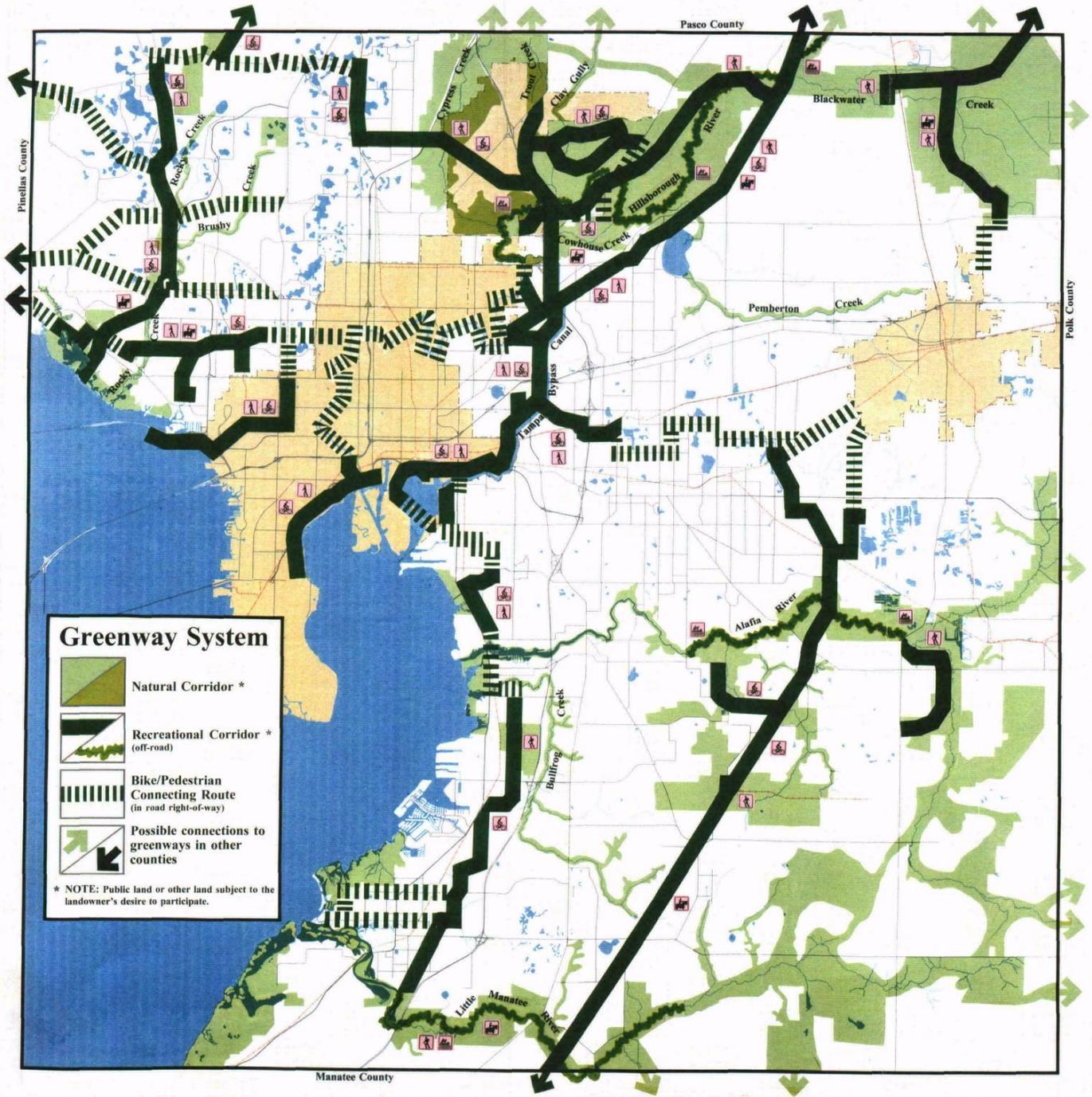
Natural corridors are comprised of natural features such as rivers, creeks, coastal and freshwater wetlands, wildlife corridors, and other natural areas. The emphasis is on existing public lands, and other lands subject to the landowner's desire to participate. Some corridors are lands to be mined and restored to natural habitat.

Depending on the corridor location, access to some natural areas will be limited due to environmental considerations or, in the case of private property, to the participating landowner's wishes. For example, public access might be limited within corridors serving as buffers for sensitive areas such as wetlands, streams, or special habitats. In cases where the function of a natural corridor would not be impaired by public use, activities could include environmental education and passive recreation such as hiking, canoeing, and fishing. Horseback riding in appropriate locations within these corridors also will be emphasized.

Possible connections to greenways in adjacent cities and counties were identified, including links to the Pinellas Trail and the planned McKay Bay Bikeway. Also researched was the conceptual plan's relationship to greenway-related projects in the region. Various sections of the Master Plan refer to these related efforts, which are listed below. Summary descriptions of (4) and (7) below are provided in Appendix H. Sources of information about the others are listed in the bibliography.

1. Hillsborough County's Program to Protect Wildlife Habitat, which seeks to create a system of wildlife preserves and corridor linkages in the county;
2. Florida Department of Environmental Protection's Regional Conceptual Reclamation Plan, which proposes a river-based integrated habitat network as part of a comprehensive landscape plan for the reclamation of mined lands in the Southern Phosphate District;
3. Hillsborough River Linkages Study, which was undertaken by the City-County Planning Commission and recommends public lands along the river be linked by designated bike routes;
4. Florida Gulf Coast Railroad Museum's Wimauma to Ellenton Project, an educational and recreational project which links people to their past and to the historic importance of trains to the region;
5. Suncoast Greenways Project, a project of numerous public and private partners in the region, with an emphasis on restoring mined lands along riverine systems in Hillsborough and Polk counties to create a regional greenway system;
6. Ecosystem Protection Plan for the Upper Hillsborough River, a plan developed by the Hillsborough River Greenways Task Force to protect the upper Hillsborough River basin;
7. The Ruskin Project, a project sponsored by the Ruskin Chamber of Commerce, Tampa Electric Company, and New Horizon Group to provide a vision for linking and enhancing the public, civic, and commercial spheres of the town of Ruskin; and
8. Alafia Watershed Area Restoration Effort (AWARE), which was recently initiated by the National Audubon Society to restore natural systems within a 17,000-acre area surrounding the mouth of the Alafia River from Pendola Point to Port Redwing.

**Figure 4. Hillsborough Greenways Conceptual Plan**



**Detailed Description.** A description of the major corridors comprising the greenway system follows. Described are corridor locations, destination points, physical characteristics, possible uses and functions, and opportunities and constraints. The corridors are listed below and are divided into two groups, those that function primarily as recreational greenways and those that are predominantly natural in character.

#### RECREATIONAL CORRIDORS:

- ◆ Cross-County Greenway
- ◆ South Coast Greenway
- ◆ Lutz Community Greenway
- ◆ Upper Tampa Bay Trail
- ◆ Town N' Country Linear Park

#### NATURAL CORRIDORS:

- ◆ Little Manatee River Greenway
- ◆ Alafia River Greenway
- ◆ Upper Hillsborough River Greenway  
(Upper Hillsborough River, Blackwater Creek, and Cowhouse Creek)
- ◆ Cypress Creek Greenway  
(Cypress Creek, Trout Creek, and Clay Gully)
- ◆ Other Creek Corridors  
(Rocky, Brushy, Pemberton, and Bullfrog creeks)

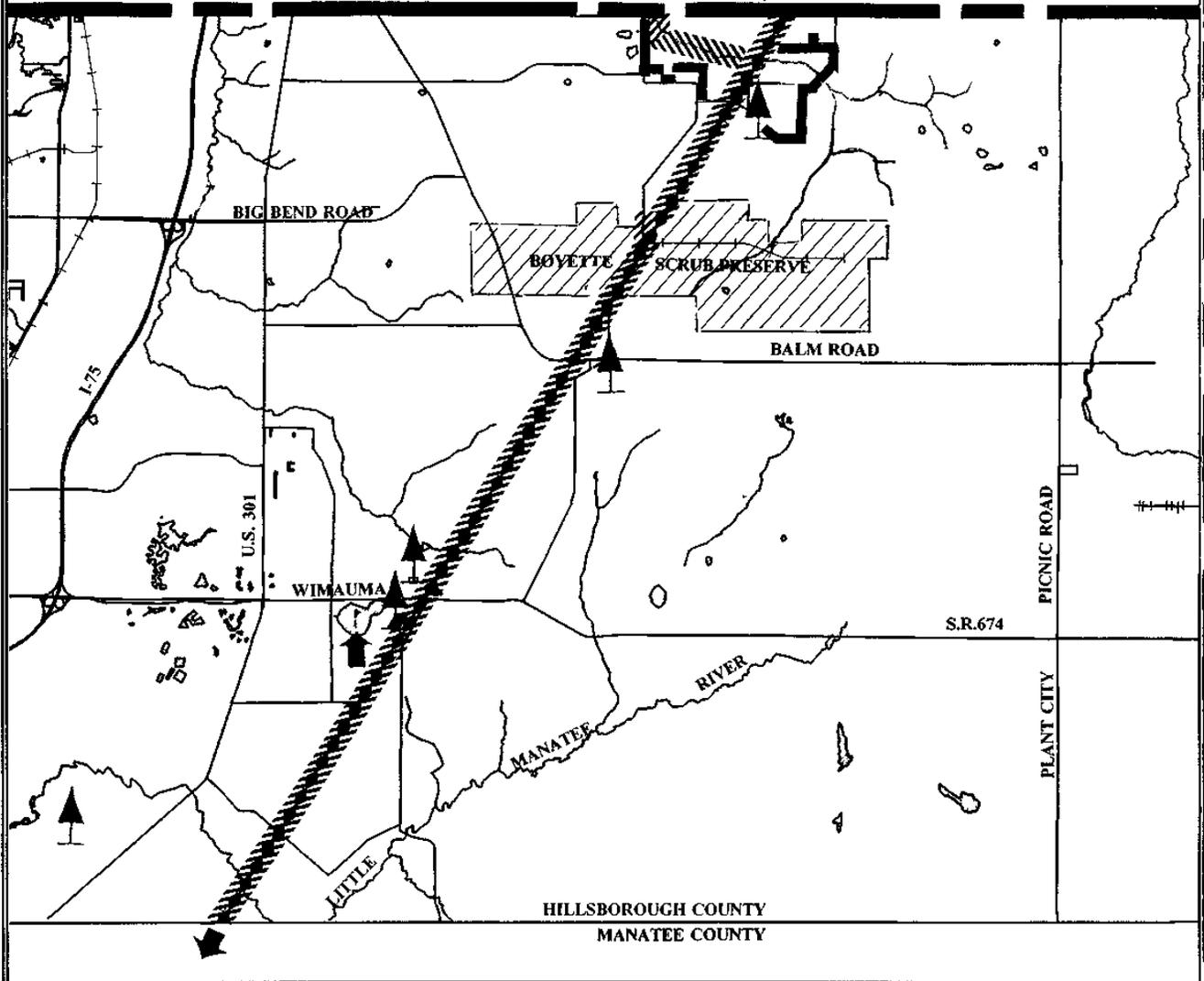
### RECREATIONAL CORRIDORS

- ◆ **CROSS-COUNTY GREENWAY** - a north-south greenway between Pasco and Manatee counties with connections to Tampa, Temple Terrace, and Plant City (Figure 5a-c)

**Location and Destination Points:** As the name implies, this greenway crosses the county. The alignment is north-south from the Little Manatee River near the State Recreation Area to the Hillsborough River State Park near Pasco County.

The north and south legs of the greenway utilize abandoned rail corridors, creating many destination points along their routes and providing a number of opportunities to connect to other greenways in the county. The physical character of the central portion of this greenway varies depending on location.

MATCH LINE (SEE FIGURE 5b)

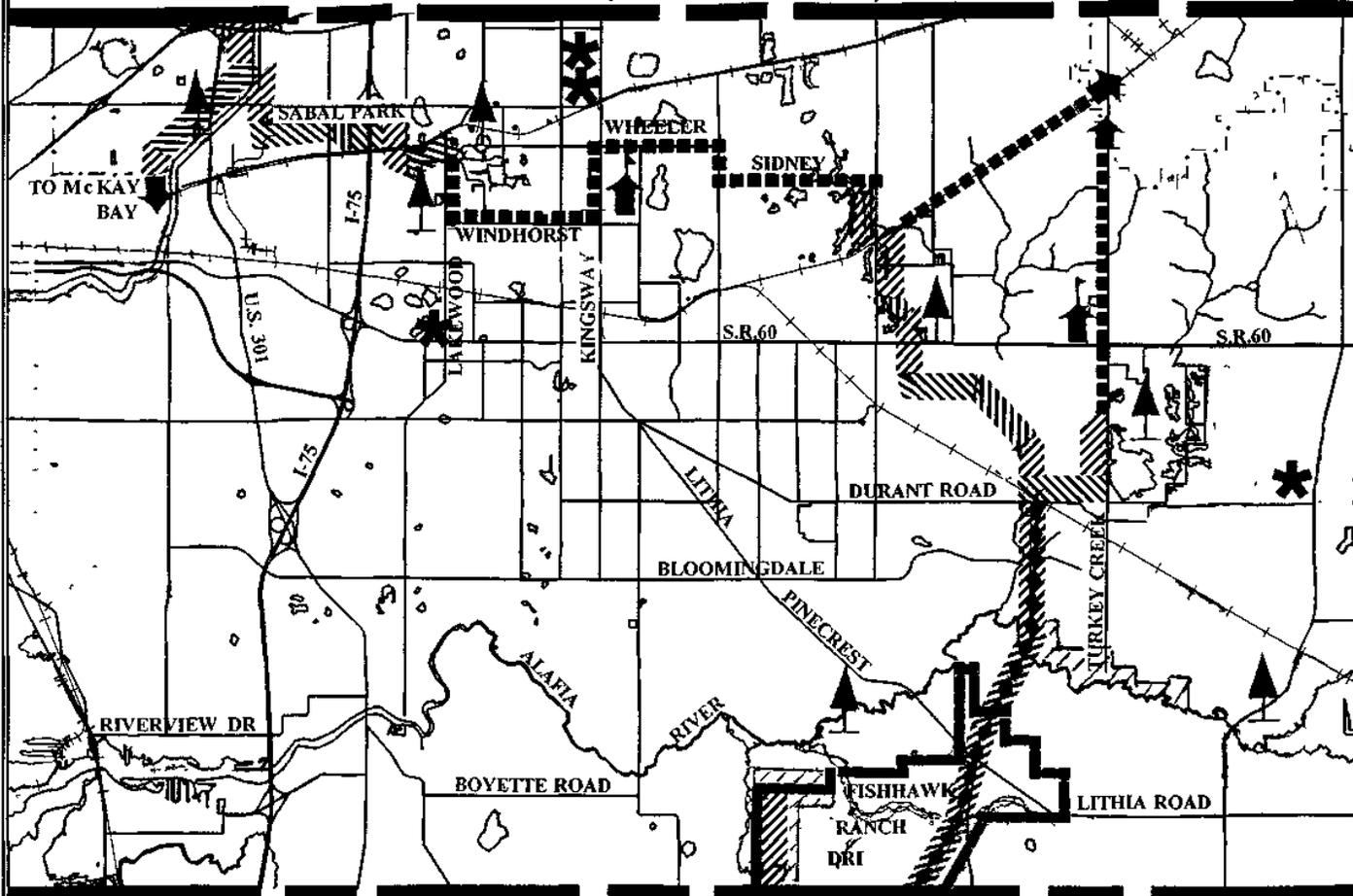


**LEGEND**

- |   |                     |   |             |
|---|---------------------|---|-------------|
|  | PROPOSED GREENWAY   |  | DRI PROJECT |
|  | PARK                |  | ELAP SITE   |
|  | ABANDONED RAIL LINE |  | SCHOOL      |
|  | DRI PROJECT         |   |             |

**CROSS-COUNTY GREENWAY**  
 **Figure 5a**

MATCH LINE (SEE FIGURE 5c)

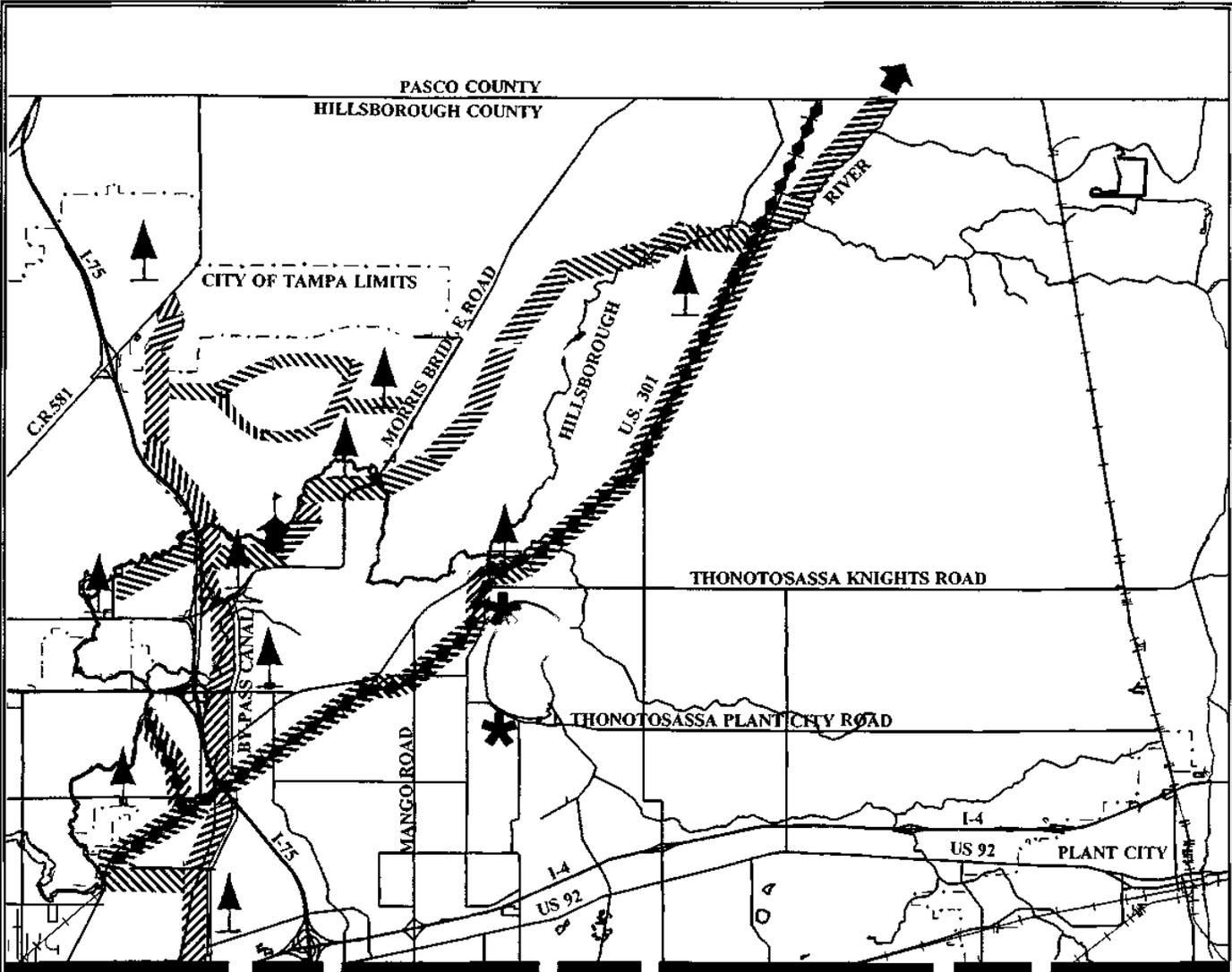


MATCH LINE (SEE FIGURE 5a)

### LEGEND

- |   |                     |   |                     |
|---|---------------------|---|---------------------|
|  | PROPOSED GREENWAY   |  | HISTORIC LANDMARK   |
|  | PARK                |  | PROPOSED BIKE LANES |
|  | ABANDONED RAIL LINE |  | ELAP SITE           |
|  | SCHOOL              |  | DRI PROJECT         |

**CROSS-COUNTY  
GREENWAY**  
 **Figure 5b**



MATCH LINE (SEE FIGURE 5b)

**LEGEND**

-  PROPOSED GREENWAY
-  HISTORIC LANDMARK
-  PARK
-  SCHOOL
-  ABANDONED RAIL LINE

Beginning with the greenway's south leg, destinations from south to north, along an abandoned rail corridor owned by Tampa Electric Company (TECO), include the following: 1) Manatee County, 2) the planned Florida Gulf Coast Railroad train stop near the Little Manatee River, 3) the State Recreation Area on the Little Manatee River, 4) the community of Wimauma and the planned Florida Gulf Coast Railroad Museum in Wimauma, 5) the Boyette Scrub Preserve, an ELAP Program site, 6) a planned bikeway along Fishhawk Creek in the approved Fishhawk Ranch Development of Regional Impact (DRI), 7) Lithia Springs Park on the Alafia River, 8) Alderman's Ford Park on the South Prong of the Alafia River, and 9) Medard Park.

A number of historic sites not yet designated historic landmarks are clustered near the greenway in the vicinity of S.R. 674. Also, two archaeological sites are located in this area east of the greenway just south of S.R. 674. Where the greenway intersects Balm Riverview Road, there are three historic sites to the west of the greenway. Also, an old trail, identified by the General Land Office survey plats (circa 1846-1847) as Trail to Ford of Alafia, crossed this greenway just north of the Boyette Scrub Preserve, approximately one mile south of Boyette Road. Several archaeological sites are clustered in the vicinity of the greenway corridor where it crosses the Alafia River.

The central portion of the greenway corridor continues northward crossing through a large tract of privately-owned mined land south of S.R. 60. A portion of the corridor is owned by TECO and another is owned by Waste Management, Inc. The Waste Management site (Sidney Mine) is a Superfund hazardous waste site which has undergone cleanup.

A number of archaeological sites have been identified on the south side of S.R. 60, west of the greenway corridor. An old road, identified as the Trail to Pease Creek (Peace River), crossed the greenway approximately three-quarters of a mile south of Durant Road.

North of S.R. 60, the greenway crosses a large parcel of previously mined land which is publicly owned. A County wastewater treatment and spray irrigation facility has been constructed on a portion of the property. A park, golf course, and sludge facility is planned on the remainder. On-road bike lanes would connect the greenway to Plant City and Brandon, via Valrico-Sidney Road, Wheeler, Kingsway, Windhorst, and Lakewood Drive. An alternative, partially off-road route might involve the CSX railroad corridor between Kingsway and Gallagher Road.

At the intersection of Lakewood Drive and the CSX railroad, off-road travel resumes westward using the corridor between Martin Luther King, Jr. Blvd. and CSX railroad, then along a drainage way within Sabal (office) Park to the Tampa By-Pass Canal. Several historic sites are scattered along this section of the greenway corridor.

The Tampa By-Pass Canal and an abandoned railroad right-of-way along U.S. Hwy. 301 create the north leg of the greenway. South along the west side of the By-Pass Canal, the destinations are Veterans Park (south of Dr. M.L. King, Jr. Blvd.) and McKay Bay where the City of Tampa is planning a bikeway around the bay.

A side trail might be possible from Veterans Park to the State Fair Grounds via a stormwater drainage way. Two portions of this stormwater system are under study. The Florida Department of Transportation is planning a wetland mitigation bank on the south side of Dr. Martin Luther King, Jr. Blvd., and the Southwest Florida Water Management District is planning improvements to enhance water quality near the Tampa By-Pass Canal as part of the District's Surface Water Improvement and Management (SWIM) Program.

In the vicinity of this section of the corridor, The Road to Ft. Mellon, an historic road identified by the General Land Office survey plats, crossed the greenway just south of Dr. Martin Luther King, Jr. Blvd. at approximately Falkenburg Road.

North along the Tampa By-Pass Canal, the greenway follows the west side of the canal, with a side trail along the south side of Harney Canal to the Hillsborough River (and to Temple Terrace if a pedestrian crossing of the river were constructed here). At this point, the By-Pass Canal intersects an abandoned railroad corridor, creating two routes north — one continuing along the By-Pass Canal to Fletcher Avenue and Trout Creek Park, the other following an abandoned railroad line, which parallels U.S. Hwy. 301, to Pasco County. Also, an abandoned spur of the rail line running north and west into Temple Terrace might be converted to an off-road trail to provide residents of Temple Terrace with access to the greenway system.

Near Trout Creek Park at the Hillsborough River and I-75, a side trail of the greenway crossing under I-75 connects via Hidden River to Lettuce Lake Park. A trail north along Trout Creek connects the greenway to Flatwoods Park (Morris Bridge Wellfield), Bruce B. Downs Blvd., and the Tampa Palms area.

The Florida Trail Association is planning a foot-path for hiking within the upper Hillsborough River floodplain. The trail head for this hiking trail will be Trout Creek Park. The trail will cross public and private lands within the upper Hillsborough River floodplain to Crystal Springs and ultimately connect to the Green Swamp, the Cross-Florida Greenway, and the Florida Trail in Ocala National Forest. The trail association will be responsible for developing and maintaining the trail.

At the By-Pass Canal and Harney Road, the second northern route of this greenway would follow the abandoned railroad northeast. Destinations include Thonotosassa, John B. Sargent Park, and Hillsborough River State Park.

The Adams-Thiessen House, a designated historic landmark built in 1872, is located in the vicinity of this segment of the greenway on the northwest bank of Lake Thonotosassa. The greenway also follows portions of two historic trails, Road to Fort King and Old Trail. A replica of an original Seminole War era fort, Fort Foster, is located on the south bank of the Hillsborough River east of U.S. Hwy. 301 (Ft. King Highway). On the north bank of the river, a replica of a Seminole village has been constructed. Hillsborough River State Park staff maintain these structures and lead visitors on interpretive walks.

**Physical Characteristics:** The physical character of this greenway varies depending on the location. Abandoned rail corridors, active rail corridors, public lands (both natural and disturbed), a former waste disposal site, drainage rights-of-way, and TECO powerline corridors characterize the segments of this greenway corridor.

The Boyette Scrub Preserve in the southern portion of the greenway is the largest public-owned land tract in this part of the greenway. While the eastern portion has been disturbed by phosphate mining, most of the site is environmentally sensitive because it contains the largest acreage of sand pine scrub in the county and a number of endangered species are found on the property.

**Possible Uses and Functions:** This greenway is primarily a recreational trail with other complementary functions. The types of recreational uses vary depending on the location, though most of the greenway can be used for bicycling, skating, jogging, and walking. Some areas are more suited to hiking, nature study, horseback riding, or fishing. Portions of the greenway will function as alternative (non-motorized) transportation routes. Where the greenway consists of ecologically sensitive land or private property, public access will likely be limited. For example, rather than follow

the TECO corridor across the Boyette Scrub Preserve, a paved trail parallel to Balm-Boyette Road where it crosses the Boyette Scrub Preserve would be more appropriate, given the sensitive nature of the site. Ecologically important lands along this greenway are good candidates for educational/interpretive facilities and programs. Such facilities and programs already exist within State and County parks along the way and at Nature's Classroom on the Hillsborough River near Trout Creek Park.

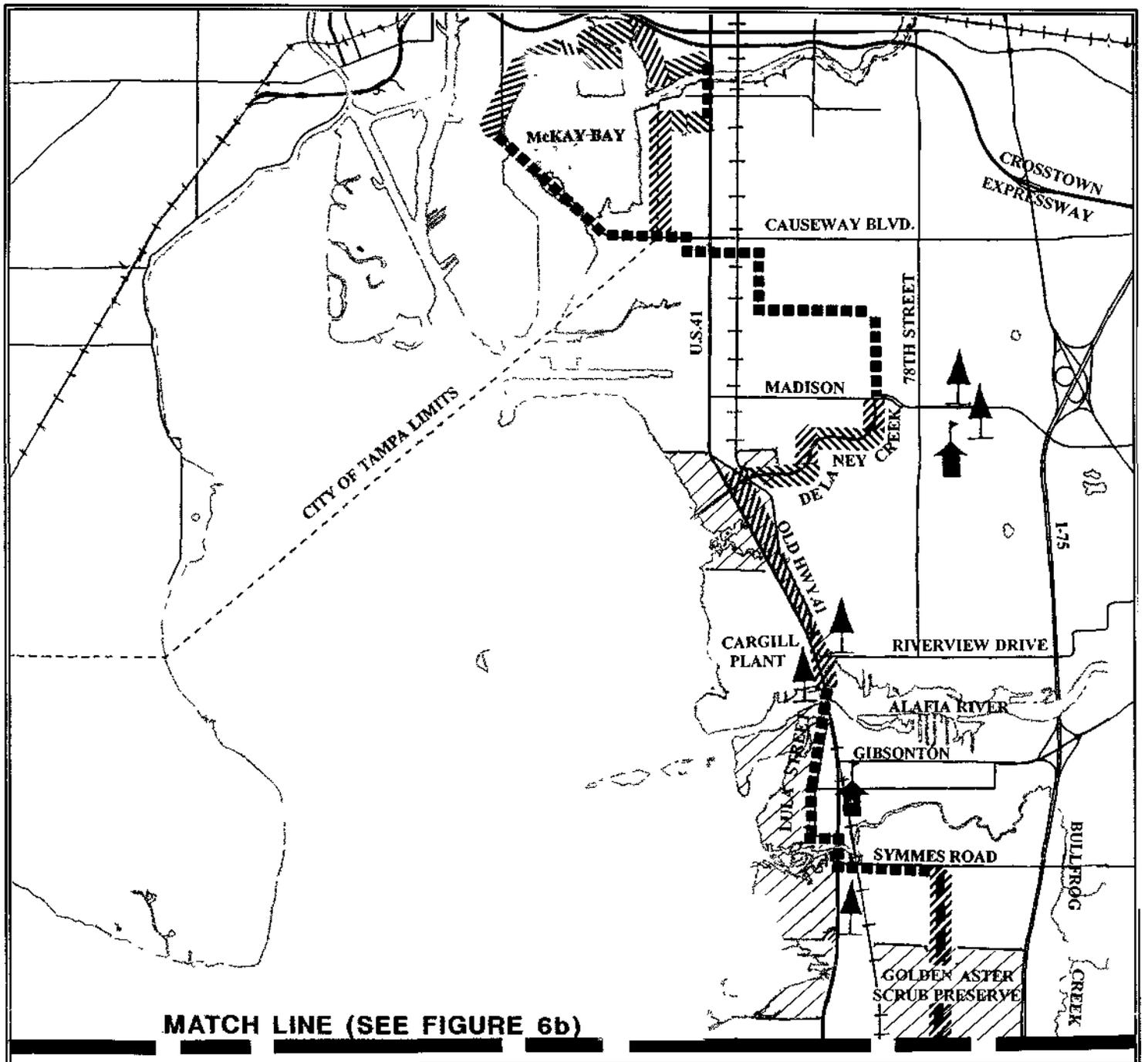
**Opportunities and Constraints:** Opportunities include: 1) a number of publicly owned parcels and off-road corridors connecting distant locations (e.g., Tampa By-Pass Canal, Hamey Canal, Lower Hillsborough Flood Detention Area, and the Boyette Scrub Preserve), and 2) an abandoned rail corridor and other parcels owned by Tampa Electric Company (TECO) TECO has expressed interest in pursuing cooperative efforts for multiple-use of the company's rights-of-way in the county.

Possible constraints include' 1) whether multiple-use of the off-road corridors will be compatible with the use and management objectives of the owners/land managing entities, 2) whether easement agreements with private property owners can be negotiated, 3) the feasibility and cost of crossing roads, canals, and rivers that intersect the greenway, and 4) whether any safety concerns exist and can be adequately addressed for those portions of the greenway adjacent to industrial uses or potentially hazardous sites, such as those along the south leg of the Tampa By-Pass Canal.

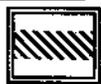
◆ **SOUTH COAST GREENWAY** - McKay Bay to River Bend Ranch (Figure 6a-b)

**Location and Destination Points:** The alignment of this greenway is generally north-south. The greenway connects recently acquired public lands on the Little Manatee River to the planned McKay Bay Bikeway in the City of Tampa. The greenway provides the southern coastal communities of Ruskin, Apollo Beach, Gardenville, Gibsonton, and Progress Village with access to an off-road multi-use trail.

Due to development along portions of this route, on-road bike facilities or facilities parallel to the roadway will be needed to link off-road trail segments. On-road facilities north of Madison Avenue near Delaney Creek and a pedestrian crossing of U.S. Hwy. 41 will be needed to provide a safe connection to the McKay Bay Bikeway.



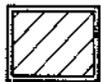
## LEGEND



PROPOSED GREENWAY



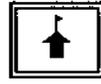
PARK



ELAP SITE



POWERLINE CORRIDOR



SCHOOL



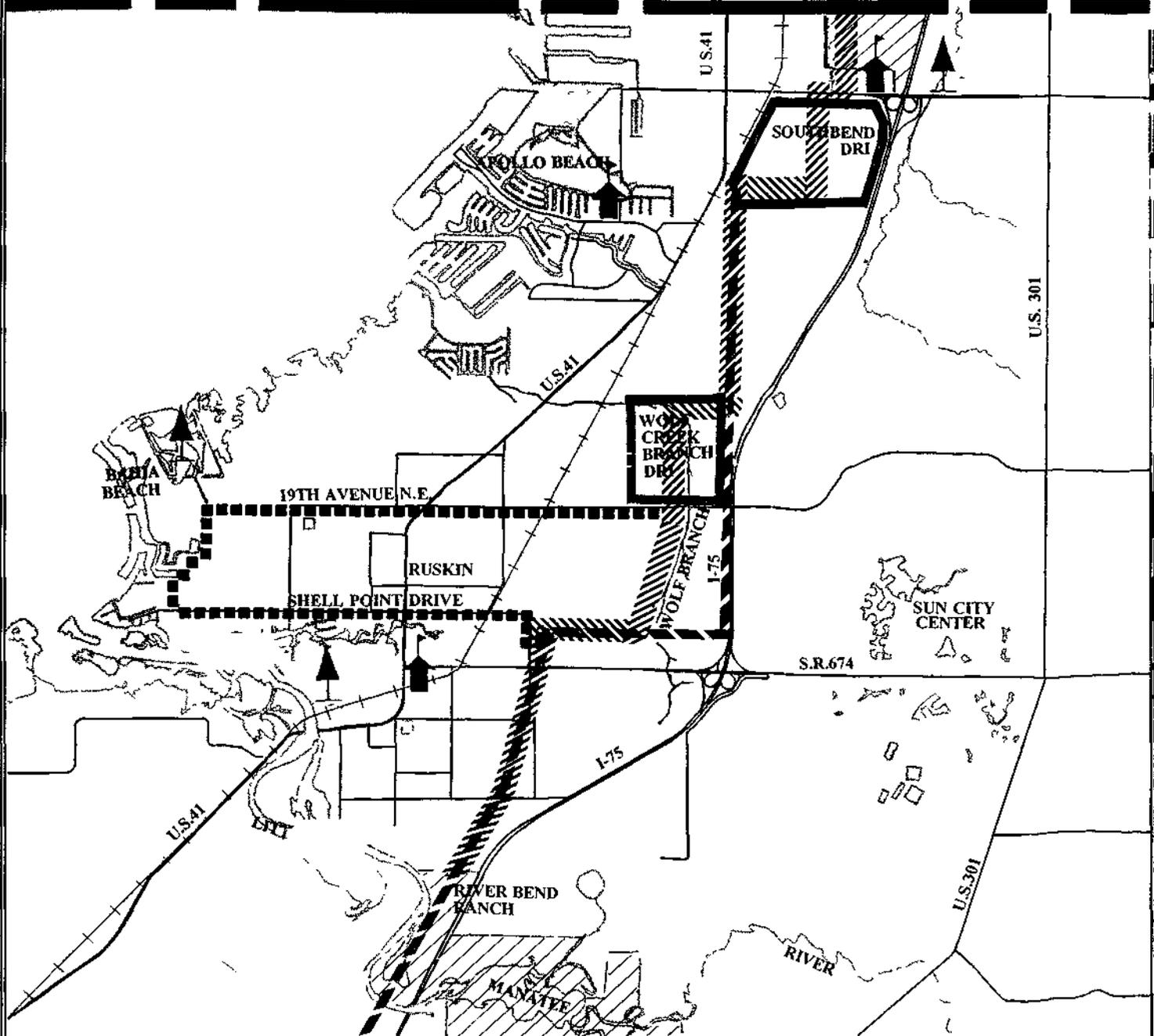
PROPOSED BIKE LANES

**SOUTH COAST  
GREENWAY**



**Figure 6a**

MATCH LINE (SEE FIGURE 6a)



### LEGEND



PROPOSED GREENWAY



POWERLINE CORRIDOR



PARK



SCHOOL



ELAP SITE



PROPOSED BIKE LANES



DRI PROJECT

**SOUTH COAST  
GREENWAY**



**Figure 6b**

The off-road segment of the greenway begins at Madison Avenue and runs southwest along Delaney Creek to intersection of the creek and Old Hwy. 41. This little used road provides the link to U.S. Hwy. 41. Alternatively, if the ELAP Program purchases sites identified between U.S. Hwy. 41 and Old Hwy. 41 south of Delaney Creek, an off-road trail might be possible.

At U.S. Hwy. 41 near the Cargill fertilizer plant, the route south across the Alafia River is on-road using backroads where ever possible. A parallel or on-road facility along the highway and across the Alafia River bridge links to Lula Street on the south side of the Alafia River west of U.S. Hwy. 41., with access points to the coast via ELAP sites. Depending on the environmental sensitivity of the sites, portions of the route might be off-road via boardwalks along coastal wetlands, providing excellent birding opportunities.

At Beach Avenue, the route turns east and south over Bullfrog Creek via the bridge at U.S. Hwy. 41 to Symmes Road, and then east on Symmes, past the Gardenville neighborhood park, to a north-south TECO right-of-way. Here the route is off-road again beginning at the intersection of Symmes Road and the TECO powerline corridor and running south along the powerline corridor through the Golden Aster Scrub Preserve, a recently acquired ELAP site north of Big Bend Road, to East Bay High School.

The remainder of the South Coast Greenway corridor is described from south to north beginning at the Little Manatee River. Most of this portion of the corridor follows the TECO powerline right-of-way.

River Bend Ranch, an ELAP/Save Our Rivers (SOR) site on the north side of the Little Manatee River, is the southern trailhead of the South Coast Greenways. Hiking within River Bend Ranch will be possible, with a trail connecting to public lands upstream along the river.

The greenway runs north using the TECO corridor west of 1-75. Where the TECO corridor intersects Wolf Branch, the greenway follows along the edge of the creek on both the south and north side of 19th Avenue N.E. A portion of this route would be within the Wolf Creek Branch DRI, an undeveloped project approved for residential, commercial, and office uses, located on the north side of 19th Avenue N.E.

On-road bike lanes on 19th Avenue N.E. and Shell Point Road will provide the Ruskin and Bahia Beach communities access to the greenway and provide destination points for greenway users. Significantly, in the town of Ruskin, citizens are working on a vision for the community (The Ruskin Project) which, if implemented, will result in an attractive destination point for greenway users.

The Ruskin Project envisions a linear park along U.S. Hwy. 41 between Shell Point Road and College Avenue providing a shaded public walk separated from the road and Unking important public structures and historic buildings, including the Chamber of Commerce and Ruskin Women's Club. The Ruskin Project also calls for a more cohesive shopping area in the vicinity of Thriftway Plaza and the Post Office to be created by restructuring the parking configuration to make more inhabitable public spaces and connections between buildings. Another aspect of the project is to create a civic intersection in the vicinity of Ruskin Inlet and NW 2nd Avenue on both sides of U.S. Hwy. 41, which includes Commongood Park, the public library, and the Sheriffs Office.

North of Wolf Creek Branch DRI, the greenway utilizes the TECO corridor where it crosses agricultural land. Just north of the intersection of Elsberry Road, U.S. 41, and SCL Railroad, the greenway leaves the TECO corridor and jogs east along the south side of Southbend DRI, an undeveloped project approved for light industrial, office, and regional commercial uses. An easement across this project to Big Bend Road as well as across the west side of East Bay High School will be needed to reconnect to the north-south TECO right-of-way. North of the high school, the greenway follows the TECO right-of-way where it traverses the Golden Aster Scrub Preserve.

An historic site located west of this section of the greenway corridor is located immediately southeast of Apollo Beach on the east side of U.S. Hwy. 41. Also, several archaeological sites are located within the Golden Aster Scrub Preserve. Near the greenway's juncture with the Alafia River are clustered a number of historic and archaeological sites.

**Physical Characteristics:** The greenway's physical character varies depending on the location. Public natural preserves (both acquired and proposed), a drainage right-of-way along Delaney Creek, a TECO powerline corridor, and on-road facilities connecting off-road segments characterize the greenway corridor.

**Possible Uses and Functions:** This greenway will function as a multi-use recreational trail for bicycling, skating, and jogging and will provide a route for alternative (non-motorized) transportation. Other activities include environmental education, nature appreciation, and hiking in the preserves along the greenway corridor.

**Opportunities and Constraints:** The opportunities include: 1) an existing off-road TECO powerline corridor that connects distant locations, 2) several undeveloped, large DRI projects which may be able to accommodate a greenway crossing, 3) the efforts and complementary objectives of the AWARE project, which was recently initiated by the National Audubon Society to develop and implement a phased series of habitat restoration

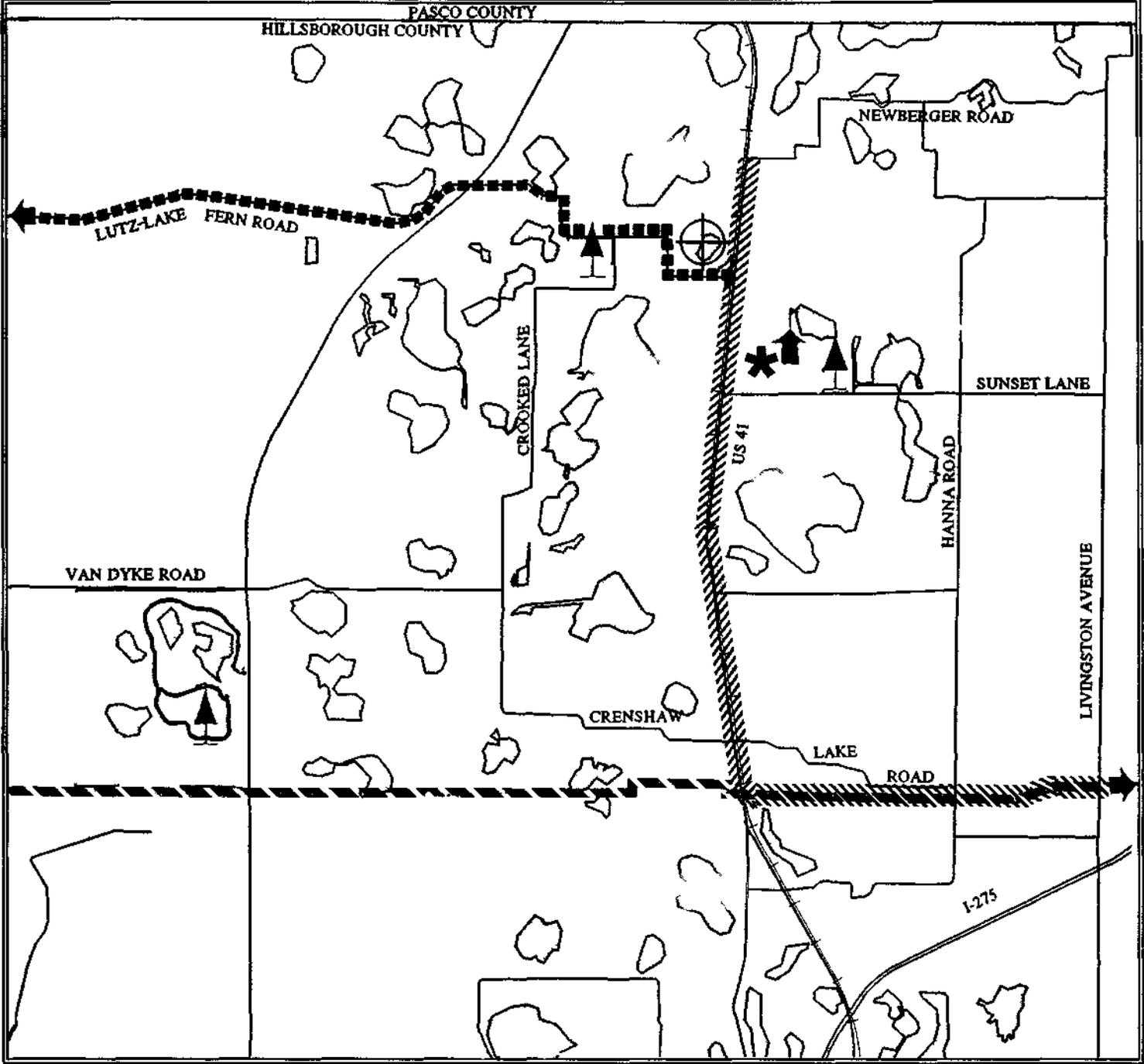
projects in the vicinity of the South Coast Greenway and the communities of Gibsonton, Progress Village, and Gardenville, 4) the identification of several parcels along the greenway for acquisition and restoration by the SWIM, Save Our Rivers (SOR), and ELAP Programs, and 5) the Ruskin Project, which could achieve a number of greenway objectives by linking public lands, common areas, public buildings, and historic structures.

Possible constraints to creating the South Coast Greenway include: 1) few lands presently in public ownership, 2) whether easement agreements with private property owners/land managing entities can be negotiated, 3) the feasibility of crossing roads and drainage ditches where these intersect the greenway, and 4) whether safety concerns can be satisfactorily addressed for portions of the greenway adjacent to industrial uses, such as Cargill's fertilizer plant.

- ◆ **LUTZ COMMUNITY GREENWAY** - trail and open space corridor parallel to U.S. Hwy. 41 and CSX railroad between Newberger Road and Crenshaw Lake Road (Figure 7)

**Location and Destination Points:** This greenway runs parallel to U.S. Hwy. 41 in the community of Lutz. Destination points include the Lutz Library and site of the Lutz Arts and Crafts Festival on Lutz-Lake Fern Road, the historic Old Lutz School, Lutz Elementary, and the commercial district. On-road bike facilities connect this greenway to the northwest via Lake Lutz Fern Road. The Lutz Athletic Fields on Crooked Lane and Nye Park on Sunset Lane are also accessible from the greenway via on-road bike facilities. A connection to the Tampa Palms area might be possible via the Florida Power or TECO utility corridor and the Cypress Creek Greenway.

**Physical Characteristics:** This greenway parallels U.S. Hwy. 41 and CSX railroad, utilizing the unused portions of the rights-of-way of these facilities. While the majority of the natural vegetation in the area has been impacted by development, some cypress wetlands and agriculturally improved uplands exist in the area.



**LEGEND**



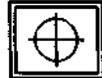
PROPOSED GREENWAY



HISTORIC SCHOOL SITE



ELEMENTARY SCHOOL



LIBRARY, FIRE STATION,  
ARTS & CRAFTS FESTIVAL  
SITE



PARK



POWER LINE CORRIDOR



PROPOSED BIKE LANES

**LUTZ COMMUNITY  
GREENWAY**



**Figure 7**

**Possible Uses and Functions:** The greenway provides an important link for the residents of Lutz to the majority of the community's facilities. A school, historic landmark, fire station, and "downtown" Lutz would be accessible by this greenway, allowing non-motorized travel in the area.

**Opportunities and Constraints:** The widening of U.S. Hwy. 41 will result in a more narrow open space corridor. Stormwater ponds will be constructed in portions of the narrowed open space corridor to receive the runoff from the widened road. The widening presents both opportunities and constraints for development of the greenway. For example, as part of designing the road widening improvement, the opportunity exists to determine needed pedestrian elements along the roadway, including crossings. Also, the construction budget for the road includes enhancement monies amounting to 2 percent of the total budget. This money could be used to create a unified community plan for the downtown Lutz area.

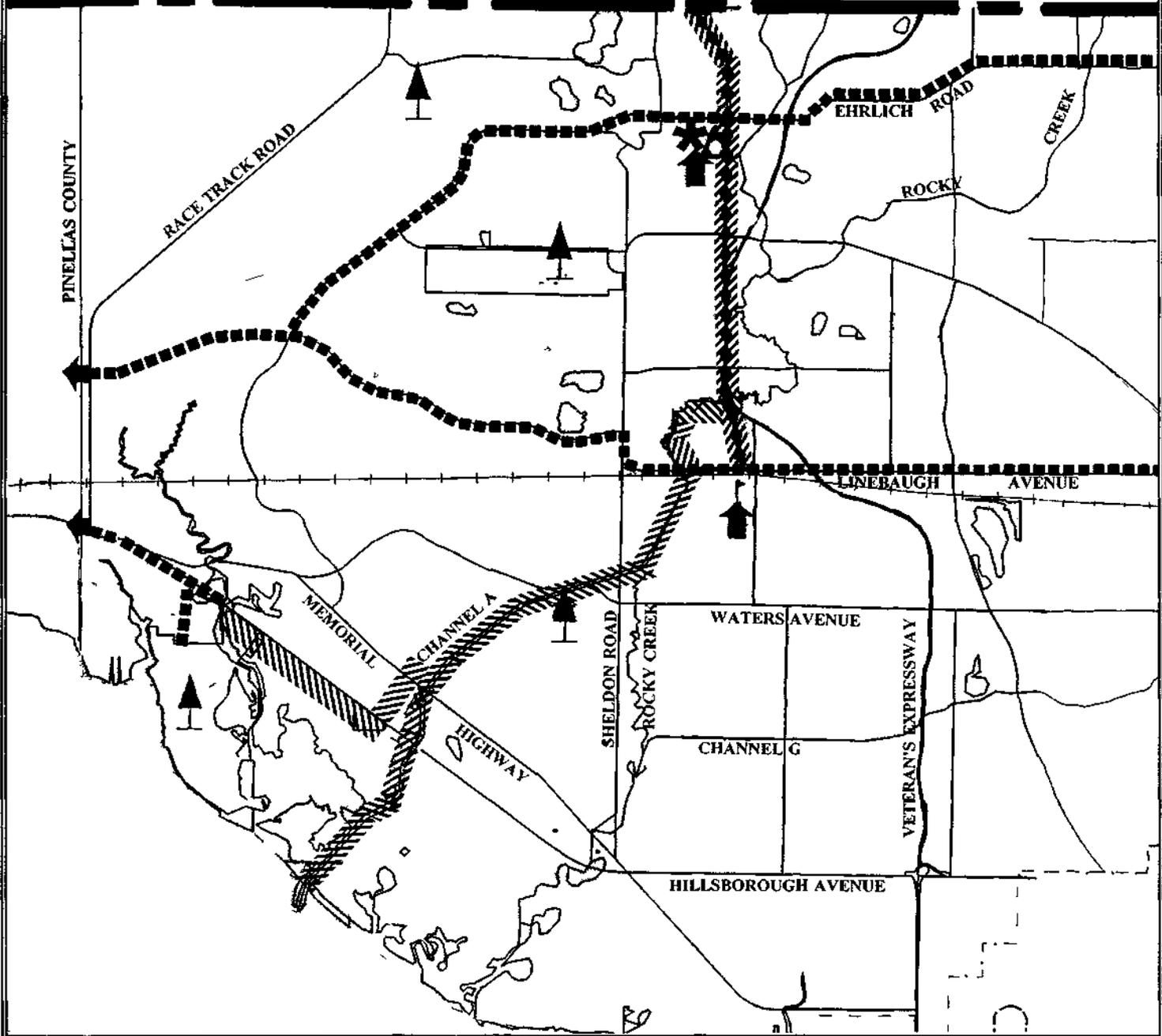
The proposed width of the road improvement creates constraints. As currently planned, the road will be widened to six lanes with marginal median widths, creating a formidable barrier to pedestrians traveling east and west. Most people who live close to the commercial district or close to the school, but need to cross the road to get there, will drive instead of walk to reach these destinations.

- ◆ **UPPER TAMPA BAY TRAIL** - from Upper Tampa Bay Park to Lutz-Lake Fern Road (Figure 8a-b)

**Location and Destination Points:** This greenway extends from Upper Tampa Bay Park on Tampa Bay to Lutz-Lake Fern Road near Pasco County. The greenway is primarily a north-south corridor with on-road bicycle facilities providing access to the trail from the east and west.

The greenway follows portions of public land along Channel A, Rocky Creek, and an abandoned rail corridor. Upper Tampa Bay Park provides the southern terminus. Brooker Creek Headwaters, an ELAP/SOR site, is the northern terminus of the greenway in Hillsborough County, with connecting on-road bike facilities to the planned Suncoast Parkway's parallel greenway trail. The initial segment of the Suncoast Parkway's parallel greenway will be ten miles from Lutz-Lake Fern Road to Ridge Road in Pasco County.

MATCH LINE (SEE FIGURE 8b)



### LEGEND



PROPOSED GREENWAY



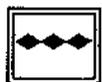
HISTORIC LANDMARK



PARK



SCHOOL



ABANDONED RAIL LINE



CITRUS PARK BALL FIELDS

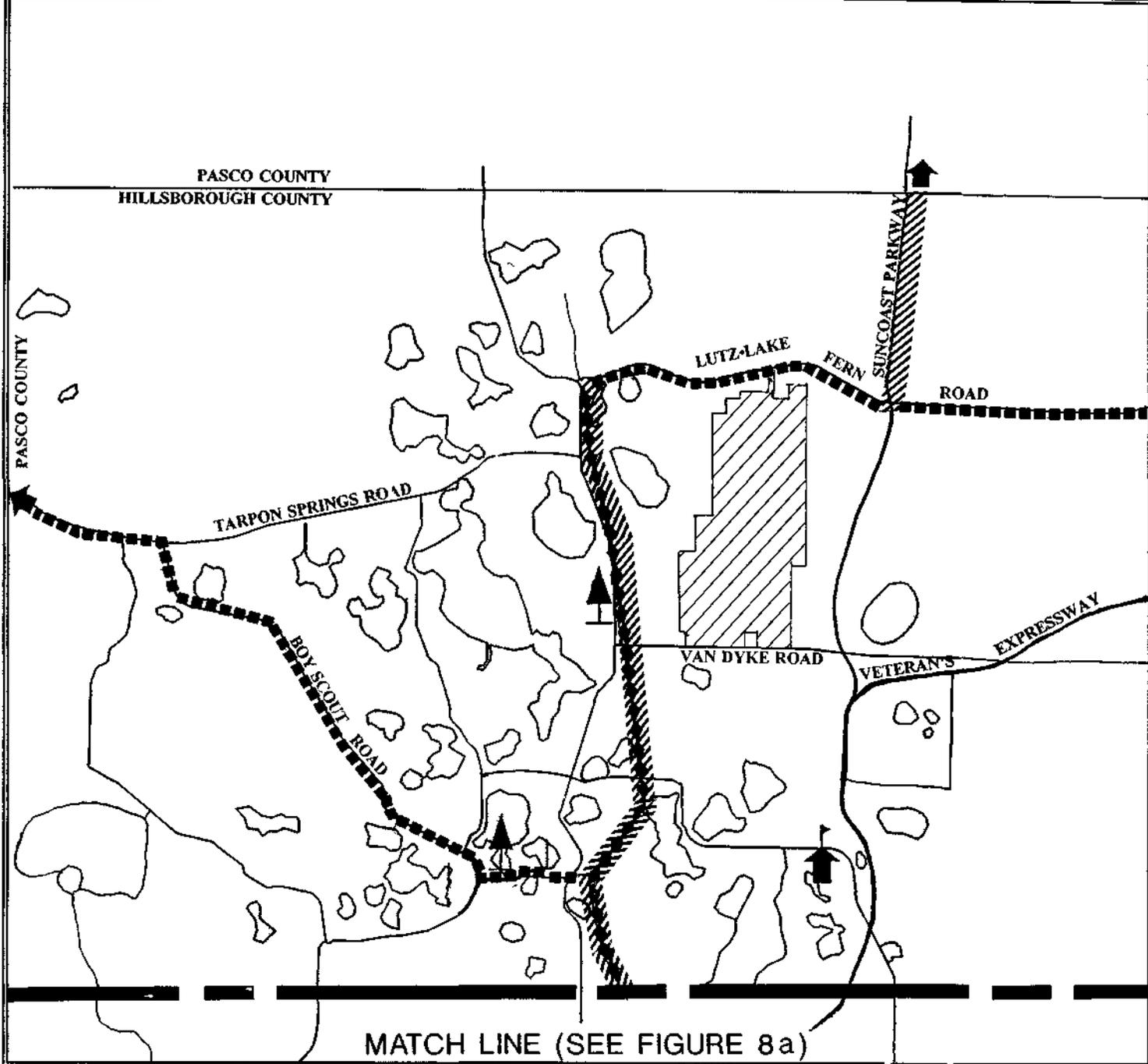


PROPOSED BIKE LANES

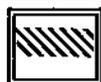
UPPER TAMPA BAY  
TRAIL



Figure 8a



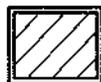
**LEGEND**



PROPOSED GREENWAY



PARK



ELAP SITE



ABANDONED RAIL LINE



SCHOOL



PROPOSED BIKE LANES

UPPER TAMPA BAY TRAIL



**Figure 8b**

Greenway destinations include the Pinellas Trail via on-road bike facilities on Tarpon Springs Road (and possibly on Linebaugh Avenue through Westchase and along Hillsborough Avenue). Other destinations and near-by facilities include Citrus Park Elementary, Bellamy Elementary, Woodlake Park, Citrus Park Little League ballfields, Lake Rogers Park, and Keystone Park.

Three historical sites are located within the vicinity of the greenway, including the Old Citrus Park School, an historic landmark built in 1911. The historic trail, Road to Fort Brooke, crossed the greenway approximately at Linebaugh Avenue. In addition, archaeological sites have been identified near the greenway's intersection with Gunn Highway.

**Physical Characteristics:** A drainage canal, abandoned railroad line, creek corridor, and public park and preserve lands characterize this greenway corridor.

**Possible Uses and Functions:** This greenway provides residents and visitors with a linear park and an alternative means for travel. Parallel paved and unpaved trails along the greenway provide opportunities for walking, jogging, skating, biking, and horseback riding. The trail connects publicly owned lands with heavily populated areas, creating an immediate demand for such a recreational facility.

North of Linebaugh Avenue, where Rocky Creek skirts the Northwest solid waste transfer station, the creek corridor is more natural. Here the greenway would include not only the trail along the south and east side of the creek, but also needed habitat and a movement corridor for wildlife species in the area. Presently the natural area provides open space and refuge for wildlife, but it could also protect the biodiversity of the area if managed for that purpose. Better management also might result in improved water quality flowing into Tampa Bay. The greenway could also provide places for outdoor education programs for schools in the area.

**Opportunities and Constraints:** Opportunities for establishing a greenway exist due to much publicly owned land, including a wide drainage canal right-of-way and portions of an abandoned railroad corridor and a creek corridor, which link residential areas. However, extending the trail north from Citrus Park may be constrained due to less publicly-owned land.

The first phase of the Upper Tampa Bay Trail has received initial funding to begin construction from Citrus Park to Linebaugh Avenue. Also, on-road bicycle lanes on Ehrlich Road and Linebaugh Avenue, which will connect to the greenway, are planned for construction in the near future.

◆ **TOWN 'N COUNTRY LINEAR PARK** -- Channel G and H, from Channel A to the City of Tampa (Figure 9a-b)

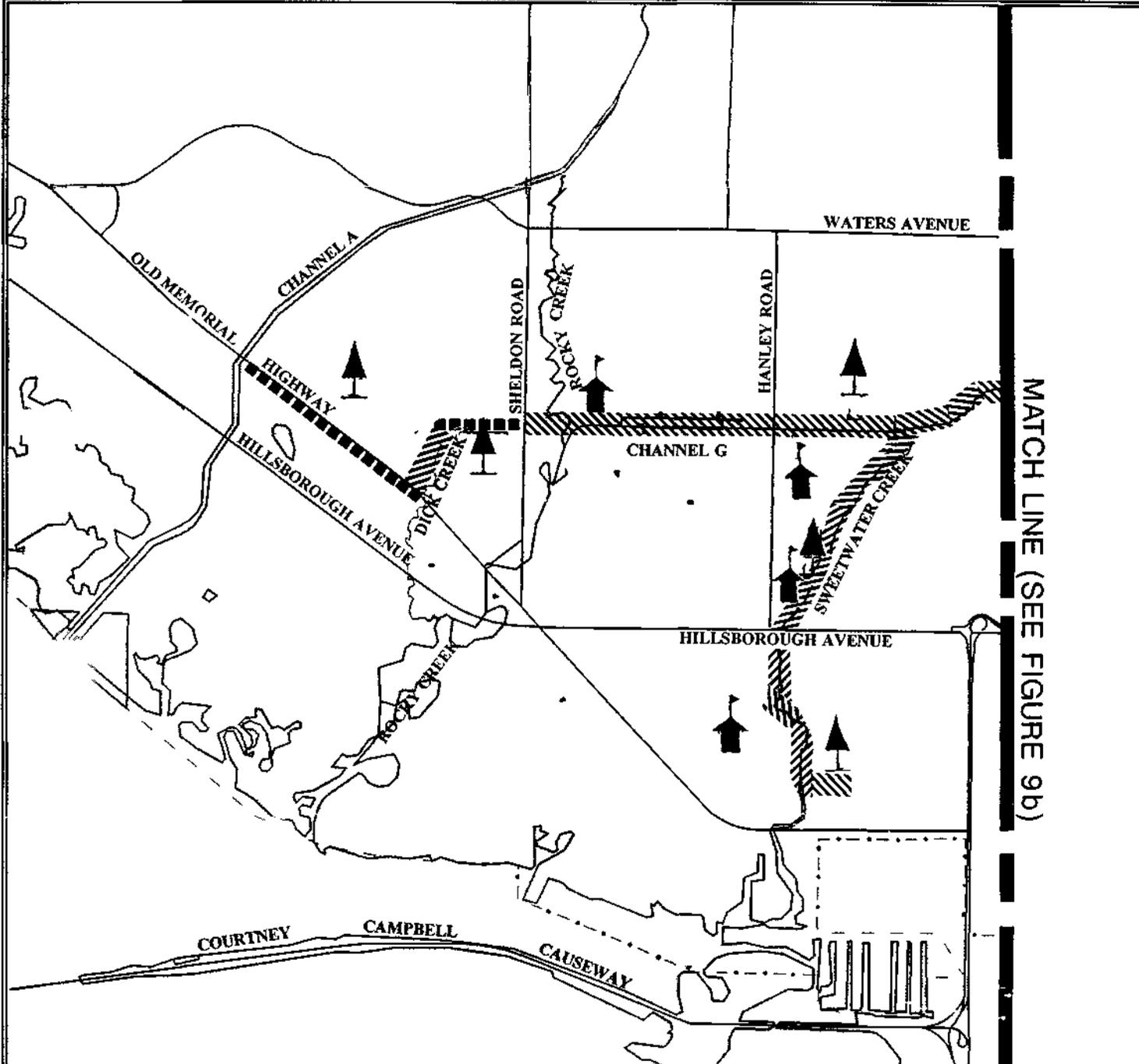
**Location and Destination Points:** This east-west greenway links the planned Upper Tampa Bay Trail with the City of Tampa via primarily the rights-of-way of Channel G and H. A side trail to Town N<sup>1</sup> Country Park might also be possible via the Sweetwater Creek drainage way. Another side trail and access to the greenway from Pierce Junior High might be possible via the Henry Street Canal and Occident Road Park.

The greenway connects to Upper Tampa Trail to the west via bike lanes on Old Memorial Highway between Dick Creek and Channel A, with a crossing of the channel either on top of the salinity control structure or by bridging the waterway. Beginning at Dick Creek and Old Memorial Highway, the greenway proceeds north via an easement over a portion of undeveloped land, or across the Dick Creek ELAP site if acquired, to on-road facilities along West Norfolk Street, connecting to Sheldon Road.

On Sheldon Road, a County-owned stormwater facility is located next to Rocky Creek. A bridge over Rocky Creek at this point will be needed to proceed along the Channel G and Channel H rights-of-way. This canal system continues to the east crossing Webb and Hanley roads. Morgan Woods Elementary School is adjacent to the greenway, and Woodbridge Elementary and Webb Junior High School are in the vicinity.

As the greenway continues eastward along Channel G, it crosses under the Veterans Expressway to Benjamin Road. At Benjamin the greenway follows Channel H where the canal diverges from Channel G and tracks through industrial lands, crossing Anderson Road, a CSX railroad line, and Manhattan Avenue adjacent to Crestwood Elementary School and Leto High School.

The greenway continues along Channel H northeast through residential areas to Kirby Street, an east-west road located along the southern edge of Channel H. A path or on-road bike



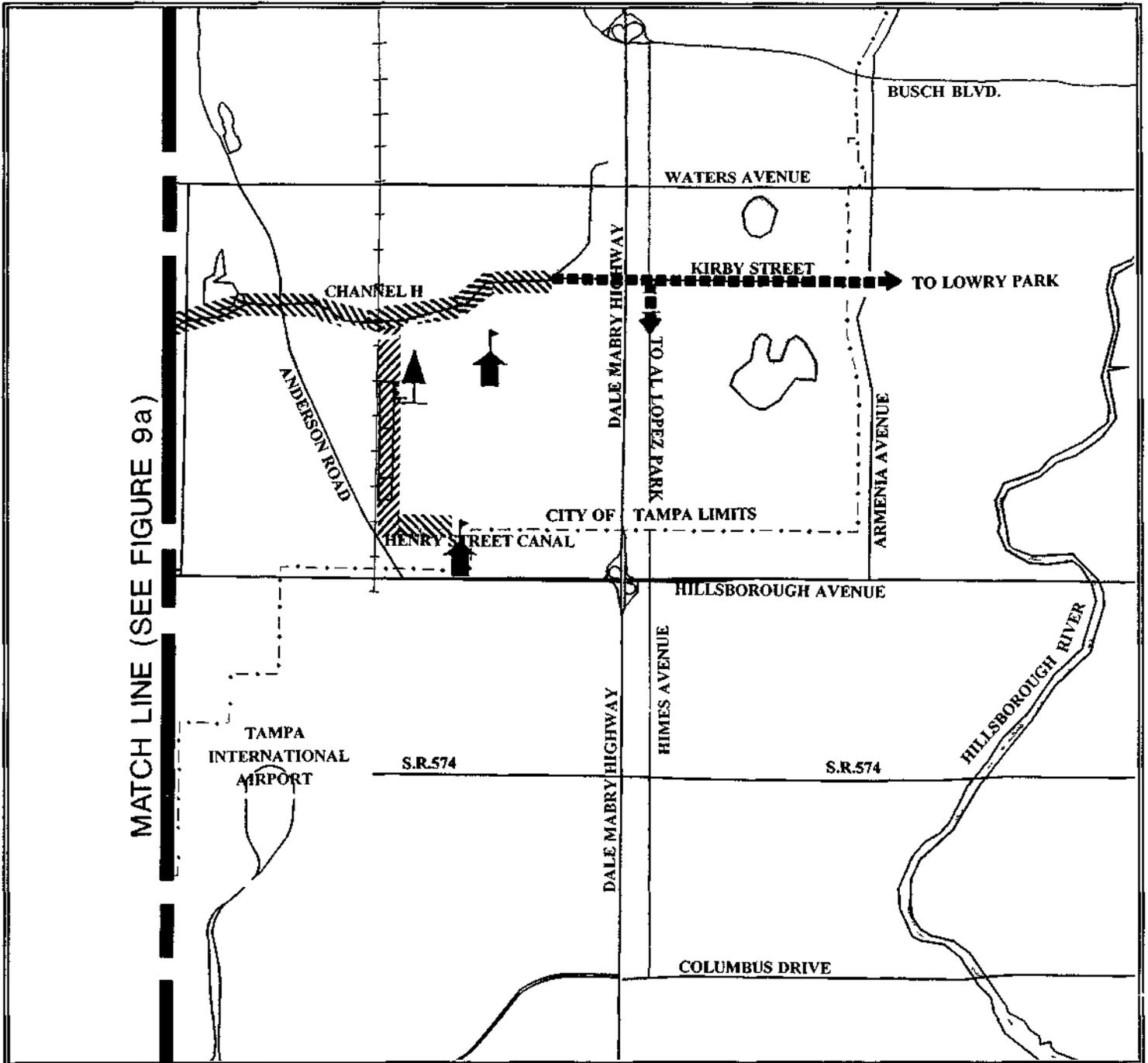
**LEGEND**

-  PROPOSED GREENWAY
-  PARK
-  SCHOOL
-  PROPOSED BIKE LANES

**TOWN N' COUNTRY  
LINEAR PARK**



**Figure 9a**



**LEGEND**

-  PROPOSED GREENWAY
-  PARK
-  SCHOOL
-  PROPOSED BIKE LANES

**TOWN N' COUNTRY  
LINEAR PARK**



**Figure 9b**

lanes on Kirby might provide the connecting route to destination points within the City of Tampa. A pedestrian/bike overpass across Dale Mabry will be needed to make this link. In addition, portions of the Kirby Street right-of-way would need to be improved or other access provided, because two segments of Kirby are not constructed, and a small portion of the road appears to be vacated but is undeveloped at this time.

The route on Kirby through a residential area connects the greenway to the proposed "Hillsborough River Linkage Study" bike route at a point just north of Lowry Park. An intersecting route parallel to Himes Avenue south to Hillsborough Avenue provides the connection to Tampa's Al Lopez Park. Tampa planners envision a primarily off-road trail connecting this park to Ben T. Davis Beach.

**Physical Characteristics:** This greenway is comprised of a public drainage right-of-way, private easements, public lands, and on-road facilities. Primarily it is a corridor created from a canal drainage system with little natural vegetation remaining. The canal corridor is typically a disturbed right-of-way with stabilized embankments. The majority of the corridor passes through a heavily urbanized environment with little scenic value. The on-road links are predominantly tree-lined streets.

**Possible Uses and Functions:** This east-west trail links the planned north-south Upper Tampa Bay Trail with the City of Tampa, providing access to the trail with possible connections to Pinellas and Pasco counties. The greenway provides an alternative transportation route as well as recreational and educational opportunities.

**Opportunities and Constraints:** Because this greenway connects to the Upper Tampa Bay Trail, it provides residents of Hillsborough County and the City of Tampa with access to a regional greenway system for recreation and commuter travel. Expensive bridges and road overpasses would be needed to complete this connector greenway. The greenway would traverse some industrial areas of the county which do not have much scenic value. Portions of the drainage corridor may be privately owned and easement access would be needed to create the necessary links in such areas.

## NATURAL CORRIDORS

**Background.** The greenways described in this section are the natural riverine corridors. Included are the Little Manatee, Alafia, and Hillsborough rivers and major creeks, including Cypress, Brushy, Rocky, Pemberton, and Bullfrog creeks.

The Hillsborough River system originates northeast of Hillsborough County in the Green Swamp where the Withlacoochee River overflows to create the Hillsborough River. The river has a number of tributaries, including Blackwater, Cowhouse, and Cypress creeks. The river travels southwest through three jurisdictions in Hillsborough County — unincorporated county, Temple Terrace, and the City of Tampa, where it empties into Hillsborough Bay.

The Alafia and Little Manatee river systems originate in Polk County and southeastern Hillsborough County. A portion of the Little Manatee River dips into Manatee County east of U.S. Hwy. 301. These rivers flow west to Tampa Bay.

Pemberton Creek is part of a creek system that flows west from Plant City to Lake Thonotosassa, which in turn drains to the Hillsborough River via Flint Creek. Rocky and Brushy creeks in the northwest part of the county and Bullfrog Creek in south county flow directly to Tampa Bay.

The Suncoast Greenways Project, an on-going regional project comprised of many public and private partners, envisions a greenway network that protects the natural landscape linkages of the Hillsborough, Alafia, and Little Manatee rivers. The purpose of the project is to develop and implement a plan to conserve and restore the natural habitat associated with these corridors, and thereby protect wildlife and water resources. As part of this effort, the project seeks to connect the Alafia and Little Manatee river systems to each other and to the Peace River in Polk County via existing and restored natural corridors.

◆ **LITTLE MANATEE RIVER GREENWAY** - from the river's mouth to its headwaters

**Location and Destination Points:** This greenway includes the Little Manatee River corridor from the mouth of the river in Tampa Bay to the river's headwaters. Access and destination points along the river include a Canoe Outpost on the west side of U.S. 301, Little Manatee River State Recreation Area downstream of the outpost, Summer Acres Neighborhood Park, Camp Bayou boat ramp, and other public boat ramp facilities along the river. Also, the Florida Gulf Coast Railroad Museum is planning a passenger train stop near the river on its proposed route between Wimauma and Ellenton.

A number of archaeological sites have been identified within this greenway, particularly around the mouth of the river, along the I-75 corridor, and in the eastern portion of the river basin. An historic trail, the Trail from Manatee to Tampa, crossed the greenway

corridor approximately 1.5 miles west of U.S. Hwy. 301. An historical site is located within the corridor near the Polk County line.

**Physical Characteristics:** The natural landscape of this corridor is in relatively good condition. The ecology changes as one moves upstream and includes a mangrove-fringed shoreline and islands at the mouth of the river, expansive salt marshes within a braided river channel, forested freshwater wetlands, and mixed hardwoods and pine flatwoods.

The islands in the mouth of the river, as well as a number of large parcels from 1-75 east to U.S. Hwy. 301, are in public ownership for the primary purpose of natural resource conservation and complementary passive recreational uses. About 20,000 acres of primarily undisturbed land along the river have been identified for public purchase by the ELAP and SOR programs. The remaining adjacent lands have been converted to pasture land, row crops, fish farms, and low and medium-density residential development.

Upstream of Leonard Lee Road, much of the land is owned by IMC-Agrico, Inc. and is planned for phosphate mining over the next twenty years. The river and its tributaries below the 25-year floodplain and major wetland systems will not be mined. After mining, the disturbed lands will be reclaimed. Along protected stream corridors, restoration of mined areas to natural habitat is planned to buffer the natural corridors and to restore certain gaps between these corridors.

The Little Manatee River Greenway generally reflects the post-reclamation corridor configurations planned by IMC-Agrico. Also incorporated are the corridor connections envisioned by the Suncoast Greenways Project to link this river greenway to a regional river-based network of greenways.

**Possible Uses and Functions:** The river's predominantly natural setting is ideal and popular for canoeing, particularly between Leonard Lee Road and 1-75. Fishing and nature appreciation are other recreational uses of this greenway. Hiking and horseback riding trails and camping sites exist within the State Recreation Area. Additional passive recreational opportunities might be possible on those parcels purchased by the ELAP and SOR programs. The natural habitat of this corridor provides a refuge and movement corridor for wildlife. The natural vegetation of the corridor buffers the river from more intensive land uses and helps protect water quality.

**Opportunities and Constraints:** The opportunity for establishing and maintaining a greenway along the Little Manatee River corridor is very good because of the amount of existing public natural preserve land within the corridor, as well as land proposed for acquisition by the ELAP and SOR programs. Also, the Florida Gulf Coast Railroad Museum project will add educational and historic preservation elements to this primarily natural resource conservation and passive recreation greenway.

The Suncoast Greenways Project has conceptually identified corridors linkages within this region, with the goal of preserving existing natural systems which remain after mining and recreating natural systems to link the Alafia, Little Manatee, and Peace rivers. Also, IMC-Agrico, Inc., owner of approximately 55,000 acres in the region and a partner of the Suncoast Greenways Project, is considering a donation of approximately 6,800 acres of land over the next 17-22 years to a conservation agency. The intent of the donation is to aid the establishment of protected greenways in the upper Little Manatee River and Alafia River watersheds.

Constraints to protecting this greenway could be created by conversion of land along the corridor to more intensive uses, future upstream mining if it adversely affects water quality or quantity, and any future siting along the corridor of public facilities which are not compatible with greenway functions.

◆ **ALAFIA RIVER GREENWAY** - from Bell Shoals Road to the river's headwaters

**Location and Destination Points:** This greenway includes the Alafia River corridor from Bell Shoals Road to the river's headwaters. Park access and destination points along the river include Lithia Springs Park and Alderman's Ford Park. A Canoe Outpost is located on the north side of the river west of Lithia Pinecrest Road. Numerous archaeological sites are scattered in the vicinity of the greenway southwest of Lithia Pinecrest Road and east of Boyette Road. The historical Trail to Ford of the Alafia crossed the greenway corridor at Boyette Road and approximately three miles east of Balm Riverview Road. Also, Trail to Pease Creek (Peace River) crossed the greenway approximately one mile east of S.R. 39 south of Keysville Road.

**Physical Characteristics:** The natural landscape of this corridor is in relatively good condition and is characterized by cypress swamps, mesic hammocks, xeric hammocks, and hydric hammocks. Approximately 9,000 acres along the river have been identified for public purchase by the SOR and ELAP programs for conservation and complementary

passive recreational use. Phosphate mining has altered much of the adjacent uplands in the north and south prongs of the river. Land uses include residential use and agricultural operations such as cattle, vegetable crops, and citrus. In the area of the north prong near the headwaters in Polk and Hillsborough counties, there are a number of phosphate processing facilities. Most of the current phosphate mining activities are occurring in the south prong area.

**Possible Uses and Functions:** This greenway will function primarily to protect natural resources and provide passive recreation. The river's predominantly natural setting is popular for canoeing, particularly between Bell Shoals Road and Alderman's Ford Park. Swimming (at Lithia Springs) as well as hiking and nature appreciation are other recreational uses of this greenway. A bicycling path is planned along Fishhawk Creek within the approved Fishhawk Ranch DRI, an undeveloped residential community just south of the Alafia River and east of Bell Shoals Road. Paved and unpaved trails and primitive camping sites exist within Alderman's Ford Park. Additional passive recreational opportunities might be possible on those parcels purchased by the ELAP and SOR programs. The natural habitat of this corridor provides a refuge and movement corridor for wildlife. The natural vegetation of the corridor buffers the river from more intensive land uses and helps protect water quality.

**Opportunities and Constraints:** The opportunity for protecting and maintaining this riverine greenway is very good because of the amount of existing and proposed public natural preserve land in the Alafia River corridor. As previously mentioned, the Suncoast Greenways Project has conceptually identified corridor linkages to Little Manatee and Peace rivers, and JTMC-Agrico is considering a donation of land within the region to help protect these greenway corridors.

Constraints to protecting this greenway could be created by conversion of additional land along the corridor to residential use, future upstream mining if it adversely affects water quality or quantity, and any future siting along the corridor of public facilities which are not compatible with greenway functions.

- ◆ **UPPER HILLSBOROUGH RIVER GREENWAY** - from Fletcher Avenue to the river's headwaters and including Blackwater Creek and Cowhouse Creek

**Location and Destination Points:** This greenway includes the Hillsborough River corridor and two tributaries, Blackwater Creek and Cowhouse Creek, from Fletcher

Avenue to the river's origin in the Green Swamp. Access and destination points along the river in Hillsborough County include the following: 1) Hillsborough River State Park, 2) John B. Sargent Park, 3) Morris Bridge Park, 4) Flatwoods Park, 5) Trout Creek Park, and 6) Lettuce Lake Park.

Numerous archaeological sites are located in the area of Morris Bridge Road north and south of the river. The historical Road from Tampa Bay to Fort King ran north through the greenway at Fort Foster. This Seminole War era fort has been reconstructed by the State Division of Recreation and Parks at approximately its original location on the south side of the Hillsborough River, east of U.S. Hwy. 301.

**Physical Characteristics:** The natural landscape of this corridor is in very good condition and is comprised primarily of floodplain swamp. Other natural plant communities within the upper river basin include xeric oak scrub, scrubby and mesic pine flatwoods, dry prairie, and mesic and hydric hammocks.

The upper basin is characterized by a number of large public land holdings, including over 20,000 acres managed by the Southwest Florida Water Management District, approximately 9,000 acres within the Hillsborough River State Park, and the 12,000-acre Cone Ranch which Hillsborough County acquired for a future public water wellfield. An additional 18,000 acres within the upper river basin in Hillsborough, Polk, and Pasco counties have been identified for public purchase by the Save Our Rivers, Florida Communities Trust, and ELAP programs. The purchase would include portions of the Hillsborough River and Blackwater Creek.

Within the upper river basin, land uses include agricultural activities such as cattle, timber, and dairy operations, as well as extractive and industrial operations, such as limerock mining and CF Industries' fertilizer processing plant. Low to medium density residential development is scattered throughout the area, with Zephyrhills in Pasco County being the major population center.

**Possible Uses and Functions:** The river's natural setting is ideal for canoeing, particularly between Crystal Springs in Pasco County and Morris Bridge Road in Hillsborough County. Fishing, nature appreciation, hiking, bicycling, and horseback riding also are possible within this greenway.

Hiking, horseback riding, bicycling, and skating trails currently exist within the Southwest Florida Water Management District lands and are maintained by Hillsborough County Parks and Recreation Department. The Hillsborough River State Park has hiking trails, car camping facilities, and rental canoes. Canoe Escape rents canoes and provides livery services on the Hillsborough River.

Additional recreational opportunities, such as bicycling, horseback riding, and hiking, may be possible on Cone Ranch and those parcels identified for public purchase. Due to the environmentally sensitive and pristine nature of some these lands, such as the Blackwater Creek Preserve, recreational uses may be limited to hiking on existing dirt roads.

The City of Tampa uses the water of the Hillsborough River as its primary source of municipal drinking water. The natural vegetation of the corridor buffers the river from more intensive land uses and helps protect water quality. The natural habitat of this corridor also provides a refuge and movement corridor for wildlife.

**Opportunities and Constraints:** The opportunity for protecting and maintaining a primarily resource conservation and passive recreation greenway along the upper Hillsborough River is very good because of the amount of existing and proposed public preserves along the river corridor. Also, the Hillsborough River Greenways Task Force, a coalition of over 30 public and private entities, is seeking cooperative solutions to conserve and protect the basin's natural resources. The work of the task force has been identified by the Department of Environmental Protection as a case study to demonstrate how an ecosystem approach to protection can be implemented.

Constraints to protecting this greenway could be created by conversion of land along the corridor to more intense uses, future expansion of extractive or industrial activities (e.g., CF Industries' fertilizer plant) if the expansion adversely affects water quality or quantity or wildlife habitat values, and any future siting along the corridor of public facilities which are not compatible with greenway functions.

◆ **CYPRESS CREEK GREENWAY** - Cypress Creek, Trout Creek, and Clay Gully

**Location and Destination Points:** The alignment of this greenway is north-south and east-west. Comprised of public and private lands, the greenway provides several connections to the Hillsborough River. Cypress Creek Preserve (ELAP site), located west of Bruce B. Downs Blvd., connects to a private preserve on the river within Tampa Palms east of Bruce B Downs.

The other connections to the Hillsborough River are east of Cypress Creek via Trout Creek and across private lands south of the Pasco County line and northwest of Flatwoods Park.

The original survey of the Cypress Creek area, conducted in 1852, is evidenced by four cypress trees in the Cypress Creek Preserve. The four trees, which mark a section corner, with one tree in each adjoining section, were scribed by surveyor, Charles Hopkins. Florida Department of Transportation surveyors exposed the original scribe marks on one of the trees when they cut away its healed over trunk while surveying for 1-75.

**Physical Characteristics:** The majority of the greenway consists of floodplain swamp associated with Cypress Creek. Other native plant communities in the area include pine flatwoods, wet and dry prairies, and mesic hammocks. The greenway would also include the smaller riverine systems of Trout Creek and Clay Gully. The Trout Creek and Cypress Creek systems have been identified for acquisition by the ELAP and Florida Communities Trust programs. The remainder of the greenway consists of privately protected natural riverine and wetland systems with-in planned development projects. The Cypress Creek and Trout Creek systems remain in good condition. However, 1-75, 1-275, and local roads fragment portions of these systems.

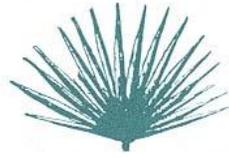
**Possible Uses and Functions:** This greenway provides desirable landscape link-ages in the north-central part of the county for resource protection and compatible recreation.

**Opportunities and Constraints:** The opportunity exists to protect the Trout Creek and Cypress Creek portions of the greenway through public acquisition. Both of these areas have been identified as high priority purchases. However, portions of these areas adjacent to S.R. 581 and 1-75 are attractive for development due to location and visibility, and the cost of purchasing these lands could be high. Additionally, future development plans in the area could have an effect on the size and quality of the natural systems.

## ◆ OTHER CREEK CORRIDORS

To the extent that other major creeks in the county have retained a natural character, they have been shown as part of the conceptual plan's natural corridors. These creeks include Rocky, Brushy, Pemberton, and Bullfrog. Except for a recreational trail on a publicly owned portion of the Rocky Creek corridor, no recreational activities are proposed within these corridors.

## VIII. Guiding Greenway Design and Management



This chapter provides general guidance for designing and managing greenways based on the issues citizens and advisory committee members identified during the planning process. Described is information experts provided and the advisory committee discussed regarding those issues.

### DESIGNING GREENWAYS

A number of issues must be addressed when designing greenways and greenway facilities. These include safety and liability concerns, use conflicts, types of facilities, and sensitivity to the setting in which a greenway is located such as the area's natural resource values and its urban or rural character. Some issues, such as safety, liability and use conflicts, relate to both design and management. While safety and use conflict are discussed in both the design and management sections of this chapter, liability is discussed only in the design section. Key considerations for designing greenways are identified below, followed by a discussion of the issues.

#### Key Considerations

- ◆ *Design greenway facilities in a manner that minimizes potential safety and liability concerns, and implement a risk management program.*
- ◆ *Minimize use conflicts by appropriately designing greenways for the needs of user groups and natural resources.*
- ◆ *Ensure privacy of adjacent property owners through proper design.*
- ◆ *Design greenways in an environmentally sensitive manner, protecting, enhancing, and, where needed, restoring ecosystems and protecting the character of rural areas.*
- ◆ *Limit access where necessary to protect sensitive ecosystems and, in the case of privately-owned greenways, to comply with the landowner's wishes.*

**Safety.** The owner of a greenway, whether a public or private owner, must provide a safe facility for those who use it. The publication titled, *Greenways: A Guide to Planning, Design and Development*, provides minimum standards for the design and development of greenway

facilities and identifies the basic components of a risk management program. These components include: 1) Identification - identifying potential risks through regular inspections and noting where hazardous situations may occur, the type of hazard, and the most likely user group; 2) Evaluation - evaluating the risk to determine the likelihood of an accident due to the age of the facility, amount of use, or poor design; and 3) Treatment - treating the risk or notifying the user. Treating the risk can entail prohibiting use of the area or reducing or eliminating the risk through repair, redesign, increased maintenance, or lowering the intensity of use. Notifying the user can be accomplished by posting signs which notify the user of the problem or obtaining waivers from greenway users. Implementation of such a risk management program minimizes safety problems.

One of the important objectives of Hillsborough County's park development program is minimizing safety problems through risk identification, evaluation, and treatment. A County program to develop greenways will need to include this same commitment to safety.

**Liability.** Of concern to local government and private landowners who wish to provide public access to greenways for recreational pursuits is the liability of the landowner for an injury or death sustained while using the greenway. Understanding the extent to which the landowner is liable is important to a discussion of safety and liability issues, particularly to private landowners interested in providing access to greenway users.

The Florida Legislature has waived, by statute, sovereign immunity for the state and its political subdivisions (which includes the counties). The waiver applies to claims that arise in connection with personal injury, injury or loss of property, or death, caused by the wrongful act or omission of an employee who is acting within the scope of his office or employment. The waiver only applies to situations where the County, if it were a private person, could be held liable for the injury.

Generally, the determination of whether the County or a private person can be held liable for negligence turns on whether there is a "duty of care" owed to the injured party. There are two main considerations in determining whether a duty of care exists:

1. The legal status of the greenway user; and
2. Whether the County's act or omission is one for which liability can legally attach.

As to the legal status of the greenway user, most users will be classified as invitees or invited licensees, which receive the highest duty of care. The landowner's duty to such persons is to keep the property reasonably safe, and to protect the visitor from dangers of which the landowner is, or should be, aware.

As to whether the act or omission on the part of the County is one for which liability can attach, the courts have separated government functions into two categories:

1. Planning or policy-making functions; and
2. Operational functions.

There is no duty of care associated with planning and policy-making functions, and hence no liability. Examples of these functions include the decisions of the Board of County Commissioners to adopt or not adopt an ordinance, or the decision to build and operate a recreational facility such as a greenway.

Once a government decides to build a park or greenway, it enters into the operational arena and assumes a duty to:

1. Properly construct the improvements,
2. Maintain the land and improvements in a reasonably safe condition; and
3. Warn of or correct any known dangerous conditions.

Past cases provide specific examples of the standard of care to which counties have been held by the Florida courts. Those cases touch upon the concepts of foreseeability and causation, which are often the key issues in personal injury litigation. If an accident is completely unforeseeable based on a standard of reasonableness, or if the County's act or omission did not cause or contribute to the injury, then a finding of negligence would be improper. Such determinations are fact specific.

As to the liability of private landowners who donate the use of their land for greenway purposes, the Florida Legislature has adopted Sec. 375.251, F.S., which limits liability. The purpose of the act is to encourage citizens to make land, water areas, and park areas available to the public for outdoor recreational use by limiting their liability to people going on the property and to third persons who may be damaged by the acts of people going on the property.

The protection extends to situations where the private owner has leased the recreational property to the government. However, the liability protection does not apply if admission is charged, or any other profit-making activity is conducted on the property, or if the owner deliberately, willfully, or maliciously causes the injury. The courts have declared that this statute is not intended to and does not protect the state or its political subdivisions from liability.

**Minimizing Use Conflicts and Other Design Considerations.** To fully appreciate the design considerations related to greenways, it is important to keep in mind what greenways are – linear open space that is man-made or natural, with or without trails, and having natural resource and/or recreational functions. Given this definition, there are a number of situations where use conflicts can arise and where design can play an important role in minimizing those conflicts.

Natural resource functions include such functions as flood control, movement corridors for wildlife, habitat for rare and endangered plants and animals, and aquifer recharge. In areas where natural resource functions are important, consideration must be given to restricting access to compatible recreational activities or, in the case of critical habitat such as nesting areas, allowing no access for recreational use.

These areas can be public or private land. Examples of privately owned natural areas that could be part of a greenway are tracts designated as Conservation Areas within development projects. Designing a greenway system to include these or other private natural lands and allowing public access to them should be dependent upon not only the sensitivity of the area but also the landowner's desire to allow such use.

Greenways with primarily recreational functions can be located in urban or rural areas and are typically narrow, man-made corridors. Activities such as jogging, bicycling, skating, as well as alternative transportation require paved trails. These kind of uses can all occur on the same trail if appropriately designed as a multi-use trail. Recreational greenways, in both urban and rural settings, also can provide some natural functions and benefits, such as nature study where the greenway corridor passes through or adjacent to a natural area.

More rural settings are appropriate for such recreational activities as hiking, horseback riding, and off-road bicycling. Each of these activities requires its own unpaved trail, or conflicts between users will occur.

Another type of conflict can occur between recreational uses and natural resource functions when the two are not compatible, such as "mountain" biking in natural areas. The natural resources of the area suffer when off-road bicyclists break new trails destroying vegetation and causing erosion and adverse impacts to wildlife. The problem is evident today in such areas of the county as the Lower Hillsborough Flood Detention Area, known also as Hillsborough County Wilderness Park.

This problem is not unique to Hillsborough County. In other communities, trail use/resource conflicts are being addressed through a combination of enforcement and education. Local trail user ordinances have been adopted which authorize citations and fines for violators. Educational programs also have been developed which target and inform user groups about the environmental damage caused by mountain bikes in sensitive areas.

The National Recreational Trails Advisory Committee has produced a helpful report, titled *Conflicts on Multi-Use Trails*, which is a synthesis of the literature and summary of the state of the practice in reducing conflicts. This document would be useful to greenway designers and managers in developing ways to address the issue in Hillsborough County.

Each of the three features which comprise a recreational greenway provides possible areas of conflict. The three features are the trailhead, the trail, and the crossings (intersections with roads, etc.). Along the trail, bollards or other structures are needed to prevent vehicular access. Also, where private property owners adjacent to the trail desire more privacy, fencing or a landscaped buffer can be used to address that concern. At trailheads, design considerations would be the same as in a park. Adequate parking spaces, trash receptacles, educational and directional Signage, and possibly restrooms depending on anticipated usage, would be appropriate facilities.

Where a trail intersects a road, a pedestrian crossing will be needed. The design will depend on the type of road. To cross a high volume or major road, a pedestrian crossing light or overpass would be needed. To cross less used roads, striping and Signage are adequate. Sidewalks and bike lanes along roadways or low volume roads with bike signs can serve as neighborhood connectors to a greenway facility. Where trails follow along stream channels and must cross a bridge structure, a bridge under-crossing is preferred. Opportunities are lost when bridges are built without considering heights needed to accommodate an under-crossing for pedestrians.

"Build it and they will come" has been the experience around the country for recreational trails, particularly paved, multi-use trails. Such facilities can quickly become overloaded if adequate width is not provided. Early multi-use trails were designed with 12- to 15-foot widths. The Pinellas Trail, which is often crowded in some areas, is 15 feet wide, with five feet for pedestrians and ten feet for bicyclists and skaters. Some segments are divided by landscaped buffers.

Experience with the Pinellas Trail has convinced its managers that a 10-foot width does not provide enough recovery room for cyclists and skaters and that a single, rather than divided, trail is safer if the total paved width is 15 feet. If divided, a minimum width of 20 feet of paved trail is preferred, with 15 feet for cyclists and skaters and 5 feet for walkers and joggers.

With the growing popularity of multi-use trails, it would be prudent for Hillsborough County to plan for increased usage by designing multi-use trails with a minimum 15-foot wide pavement, as is planned for the Upper Tampa Bay Trail. Even larger multi-use trails (up to 70 ft. with several landscaped buffers to divide users) have been proposed in some other communities.

The greenway system envisioned for Hillsborough County will include many types of recreational trails, both multi-use for jogging, bicycling, and skating, and single use trails for horseback riding, canoeing, hiking, and "mountain" biking. Each type of trail has its own design considerations and a number of resources are available to help guide appropriate design of these trails, including *Greenways: A Guide to Planning, Design, and Development*. Also, the Florida Recreational Trails Advisory Council is developing minimum standards for those trails which are designated a State Trail.

**Enhancing Natural Qualities through Landscape Design.** When designing to enhance or restore the natural qualities of a greenway, the first consideration for the landscape designer is what are the specific qualities one wants to attract or enhance, whether it's butterflies, certain kinds of birds, a particular plant community association, water conservation or protection, or simply a natural and aesthetically pleasing setting. Discussed in this section are ways to attract wildlife and conserve water through landscape design.

If attracting wildlife to an area is the primary goal, it can be accomplished by design no matter the existing condition of the site. And when designed properly, concerns sometimes voiced such as aesthetics and proximity to wild animals can also be satisfactorily addressed.

Factors, other than water, that limit what kinds of wildlife can live in an area are the lack of habitat diversity, few native plants being incorporated into a landscaping scheme, and an over-reliance on turf grass. This can be overcome by broadening the plant palette, choosing native plants as much as possible, and choosing those species which will provide food and cover for the wildlife that one wishes to attract.

To choose the appropriate plants, one needs to understand what the different plants offer. For example, a queen palm has virtually no habitat value. Its fruit is too large for animals to eat, and

its fronds provide little support. On the other hand, a cabbage palm has small fruit and a ball-shaped foliage where animals can live.

If a landscaping plan is designed wisely, by preserving native flora where it exists and incorporating it into the overall plan and by planting native wildflowers and native grasses, a landscape designed for wildlife can be very attractive, not only to wildlife but also aesthetically attractive to people. It also will require little or no mowing and will comply with local nuisance ordinances. A booklet published jointly by the Florida Game and Fresh Water Fish Commission and the Soil Conservation Service, titled *Planting a Refuge for Wildlife*, provides examples of the kinds of landscaping plants and schemes one can use to attract wildlife and create an attractive outdoor setting to enjoy Florida's natural attributes. Additional information can also be obtained from Hillsborough County's Master Gardener's Backyard Habitat Program.

If conserving water is the goal of the landscape design, it can be accomplished by applying the seven principles of water-efficient landscaping. These landscaping principles are described in a guide prepared by the water management districts, titled *Xeriscape: A Water Efficient Landscaping Guide for Local Governments*. The seven principles address planning and design, soil analysis, appropriate plant selection, practical turf areas, efficient irrigation, uses of mulches, and appropriate maintenance.

Appropriate plant selection should include protecting, preserving, and incorporating existing native species and natural areas into the landscaping plan. Selection of new plant material should be based on the plant's adaptability to the area to be landscaped and the desired effect, color, texture, and ultimate plant size.

Plant material should be selected that is best suited to withstand the soil and physical growing conditions which are found in the microclimate of each particular location on a site. Plant species that are freeze- and drought-tolerant are preferred, and plants having similar water needs should be grouped together. *Xeric Landscaping with Florida Native Plants*, published by the Association of Florida Native Nurseries, is a useful guide for selecting native plants to create water-efficient landscapes.

Due to the adverse impact upon landscaped areas caused by certain invasive, non-native plant species, such as Brazilian Pepper and Melaleuca, these species should not be used, and, if present, should be removed from the site. The Exotic Pest Plant Council maintains a list of Florida's most invasive species to inform landscape designers and residents about such species.

## MANAGING GREENWAYS

The functions and values of greenways can be protected over time only through proper management of the greenway's resources and facilities. Management of natural corridors includes resource protection as well as restoration of such areas as natural preserves, lands mined and reclaimed as part of a greenway system, and historic and archaeological sites. The management emphasis for recreational corridors is on facilities maintenance and security. Proper management of such areas entails continual implementation of a planned program of activities. Key considerations for managing greenways are identified below, followed by a discussion of the types of resources, issues, activities, and entities involved.

### Key Considerations

- ◆ *Tailor management of greenways to suit their intended function and use.*
- ◆ *Make management of natural resources and control of invasive, non-native species priority activities within natural corridors.*
- ◆ *Recognize the important role of private landowners who practice resource management.*
- ◆ *Encourage the reclamation of mined phosphate lands to include greenways as part the overall reclamation plan.*
- ◆ *Coordinate with historic preservation experts to ensure historic and archaeological sites are appropriately maintained when incorporated into a greenway.*
- ◆ *Adequately fund management activities and personnel to satisfactorily address crime, vandalism, litter, upkeep, and other management concerns.*

**Management of Natural Preserves.** A number of public agencies manage natural preserves in the county, including the Southwest Florida Water Management District, Florida Department of Environmental Protection, and Hillsborough County government. The resource management issues each must address are very similar. Described in this section is Hillsborough County's resource management program.

Natural preserves owned and managed by Hillsborough County are the responsibility of the Parks and Recreation Department's Resource Management Team. While some sites are sold or leased to other government land management agencies, most are managed by the Parks Department's

team of resource management professionals. The team is presently staffed by seven individuals who are responsible for the protection and restoration of public lands acquired and managed under the Environmental Lands Acquisition and Protection (ELAP) Program.

Budget. The yearly budget for management of ELAP lands is almost \$300,000 to manage about 15,000 acres acquired to date, or about \$20 per acre. The money for ELAP land management comes from 2 percent of the revenue generated from a 1/4 mil ad valorem tax levied to acquire and protect environmentally sensitive lands. The Nature Conservancy, a manager of conservation lands, has estimated that an annual average budget of \$30 per acre is needed to manage such lands in Florida. This amount includes funding 2-3 full-time employees per 10,000 acres.

Except for one position, ELAP funds do not pay for personnel. Four management positions are funded through the Parks and Recreation Department's operational budget. Funds from the Phosphate Severance Tax pay for two management positions.

Additional management funds come from a temporary interest bearing account into which are deposited the matching funds from other acquisition programs. Until these funds are spent to purchase new sites, interest generated from the account can be used to manage existing ELAP sites. While the amount of money generated from interest varies depending on the amount of money in the account, the account is presently generating approximately \$1,000 per day.

Activities. The primary objective of resource management on ELAP lands is to provide habitat for wildlife, protect native plant communities, and increase wildlife population size wherever possible with an emphasis on listed species. Biological inventories are undertaken and a management plan developed for each site. The plant communities on ELAP properties are monitored for common as well as listed species. Population size and location of listed species are determined along with actions needed to improve habitat quality.

Other management activities include maintenance of access roads and fence installation to secure the site. Site security is a high priority. To date, three sites have been fenced, and many others have new gates and signs. There are currently four approved security residences on ELAP sites, and more residences are planned.

The ELAP Program has been acquiring land since 1987. Generally, these lands were not managed as wildlife habitat prior to acquisition, and prescribed burning is necessary to return the land to a more suitable condition for wildlife. When a prescribed burn is scheduled on an ELAP site,

adjacent landowners are notified of the burn schedule and are provided an informational brochure describing why burning is necessary.

In addition to ongoing management activities, up to 3 percent of the purchase price of each ELAP site can be used for restoration, if needed. This money pays for such restoration activities as invasive exotic plant removal, recontouring, replanting, trash pick-up, and well-plugging.

Volunteers. To perform all the necessary tasks and adequately care for ELAP lands, the Resource Management Team uses volunteers to help with many activities, from nestbox installation to trail maintenance. Every volunteer must sign-up through the Volunteers in Public Service (VIPS) Program. Youth Environmental Services (YES Camp), a residential rehabilitation program for juvenile offenders, also provides assistance with site management.

**Private Land Management.** In Hillsborough County, private owners of large tracts of land who practice resource management have an important role to play in protecting greenways that provide open space and natural resource benefits. Through private resource management, wildlife, timber, soil, water, forage, recreational values, and aesthetic qualities can be enhanced while supporting an economically viable lifestyle with income from such activities as timber and cattle production. Also, income from private hunting and other recreational opportunities may be possible depending on the site. Though the private landowner can limit public access, the community still benefits from private ownership and management because open space and natural resources are protected while such lands remain on the tax rolls and do not require public funds to manage.

Private land managers with expertise in resource management also might play a role in off-setting the cost of managing public lands. Contractual lease arrangements with experienced managers could save public expenditure of funds for land management and in some cases might generate revenues from the lease. Another approach to lessening the public management burden might be to sell the land to a private land manager, with a permanent conservation easement placed over the land restricting inappropriate uses and providing necessary safeguards.

**Restoration of Mined Lands.** The potential exists for reclaimed phosphate-mined lands to contribute to a greenway network in Hillsborough County. Over the next twenty years, IMC-Agrico, Inc. plans to mine phosphate ore on 55,000 acres of company-owned land in southeast Hillsborough County. The company's Habitat Management Plan provides an example of how such land could be reclaimed in a way that would contribute to a greenway system by restoring and protecting natural riverine corridors.

Of the 55,000 acres owned by IMC-Agrico, a 17,915-acre area, known as the Extension Area, is subject to Hillsborough County's natural resource regulations protecting wildlife habitat. The company prepared the Habitat Management Plan in response to questions raised during the Development of Regional Impact review regarding protection of wildlife resources in the Extension Area.

The objectives of the Habitat Management Plan are to 1) protect existing species, both plants and animals, during mining and reclamation by using techniques to maximize their survival, and 2) maintain, or expand where possible, the available wildlife habitat through reclamation. Of the 17,915 acres, 11,333 acres are currently in agricultural use, 3,229 acres are wetlands, and 3,121 acres are upland forests or palmetto prairies. After reclamation, the plan calls for 5,638 acres of agricultural lands, 367 acres of rangeland, 6,570 acres of forested uplands, 760 acres of lakes, and 4,580 acres of wetlands.

The plan also calls for 1) preservation of existing riverine forests and associated large wetland systems within the Alafia River and Little Manatee River drainage basins, except where necessary to provide dragline crossings, 2) a survey of each mining area for the presence of protected species before mining activities begin, and 3) relocation before mining of selected species to reclaimed habitat areas, including direct capture and relocation of species which do not voluntarily move to adjacent areas (e.g., gopher tortoises). IMC-Agrico will be seeking the guidance of the Florida Game and Freshwater Fish Commission and other wildlife agencies when undertaking these efforts.

The anticipated results of implementing the plan are 1) increases in each major habitat type, 2) habitat created along riverine corridors to widen the corridors and buffer the unmined preservation areas, 3) closure of gaps in existing habitat corridors, and 4) connections to other similar greenways.

The Habitat Management Plan's reclamation proposal for the 17,915-acre Extension Area and the remainder of 55,000 acres is consistent with the Department of Environmental Protection's plan for an "Integrated Habitat Network" in the Southern Phosphate District. Also, the corridors to be preserved or restored are reflected in the Suncoast Greenways Project's regional plan for a river-based greenway network.

IMC-Agrico, Inc. has announced that the company is interested in making a large donation of land within this mining region to a conservation/land management agency (e.g., Hillsborough County ELAP Program, SWFWMD, DEP). The proposed donation would be phased. An initial donation of about 700 acres of preserved bottomlands of the Little Manatee River would occur upon approval of the DRI. Lands restored to natural habitat after mining and preserved from mining and totaling about 6,800 acres, would be donated over a 17-22-year period. IMC-Agrico would manage the land in the interim.

A committee of noted conservationists, including a representative of the Florida Game and Freshwater Fish Commission, is currently assisting the company in determining which lands to donate. The company would like the donated lands to be part of the greenway system envisioned by the Master Plan and comprised of parcels located both inside and outside the DRI Extension Area.

**Protection of Historic Sites.** Incorporating historic structures and archeological sites into a greenway system provides an important link to the county's cultural and architectural past. Careful attention to protecting architecture, history, and cultural resources is needed so that these resources are not destroyed or misused, but preserved for the enjoyment and appreciation of the county's residents and visitors. Described in this section are currently designated historic landmarks in unincorporated Hillsborough County, priorities for assessing potential landmark sites, and important management considerations.

The designation of protected historic landmark status to sites in Hillsborough County is the responsibility of the Historic Tampa/Hillsborough County Preservation Board and the Historic Resources Review Board. The Preservation Board and the Review Board review and recommend to the Board of County Commissioners sites for landmark designation. To date, there are eight designated landmarks in Hillsborough County: Moseley Homestead (Brandon), Old Lutz Elementary School (Lutz), McDonald House (Plant City), Old Seffner Schoolhouse (Seffner), Adams-Theissen House (Thonotosassa), Old Citrus Park School (Citrus Park), O'Brien House (Thonotosassa), and the Pemberton-Callan House (Seffner).

The current priorities for assessing potential landmark sites include 1) determining which archaeological sites remain in the county and evaluating them for possible designation, 2) researching the remaining railroad bridges in the county, such as the Little Manatee River bridge east of U.S. Hwy. 301, and 3) considering structures in southern Hillsborough County for designation.

When deciding what use to make of an historic site, highest consideration should be given to using a building for its historic purpose. For example, public buildings should remain public. Buildings built as private residences are best suited for that purpose. When changing the use of a building, minimal change to the defining characteristics of the building and its site and environment is recommended.

The preservation plan prepared for each historic landmark addresses maintenance. Landmark sites which are open to the public require more maintenance and repair work. Gentle cleaning techniques must be employed, and original materials should be repaired

rather than replaced whenever feasible. While all historic sites need to be protected, more care than is presently provided archaeological sites will be needed when these sites are included in a publicly accessible greenway.

Possible uses of historic buildings that are incorporated into greenway corridors include rest stops, interpretive centers, on-trail museums, and accommodations, depending on the structure. Old Lutz School, Old Seffner School, and Citrus Park School would be good sites for inclusion in a greenway. Historic trails might also be good candidates for inclusion in a greenway. Walk or bike tours, brochures, and building markers could be used to highlight historic sites along a greenway.

**Management of Recreational Trails.** While many recreational trails of the greenway system will be single-use trails with access points for canoeing and fishing and soft paths for activities like hiking and horseback riding, others will be hard path trails which accommodate multiple recreational activities, such as walking, bicycling, skating, and jogging. (A discussion of design and management considerations for minimizing use conflicts on single- and multi-use trails is contained in the section dealing with design.)

Multi-use recreational greenways will have greater maintenance associated with them due to the higher usage and types of facilities needed. Because the Pinellas Trail in Pinellas County is most similar to the multi-use recreational greenways envisioned for Hillsborough County, the management issues related to the Pinellas Trail are discussed in this section. Described are the expected usage, management activities, responsible entities, and maintenance funding and personnel needs for multi-use trails. Such management activities as upkeep of the facility, minimizing litter and vandalism, and using volunteers also are described.

Usage and User Types. Over one million people used the Pinellas Trail last year. This figure was determined by the Pinellas County Parks Department by counting users that passed a certain point for one hour and multiplying that number by average daylight hours times 365 days. The Pinellas Parks Department determined that each month approximately 75,000 -120,000 people use the Pinellas Trail. Saturday and Sunday are the busiest days. As many as 3,000 - 5,000 people may use the trail during the week, but usually the week day usage is about 2,000. Children use the Pinellas Trail to get to school on their bikes, and of the people using the trail during the week, 30-35 percent are commuters. Given the amount of use that the Pinellas Trail has experienced, expected usage of a completed multi-use recreational greenway in Hillsborough County is expected to be high, particularly in more populated areas.

Management Personnel. The 47-mile Pinellas Trail, with 32 miles of paved trail, has a manager and seven park rangers as of the 1994-1995 fiscal year. Pinellas County filled the manager position at the time construction began, giving the manager familiarity with the facility from the start and a first-hand understanding of how it was constructed.

Management of Hillsborough County-owned greenways will be the responsibility of managers hired by the County's Parks and Recreation Department. Pinellas County's experience suggests that Hillsborough County would benefit from hiring the manager of a new greenway recreational facility by the time construction of that facility begins, since the knowledge gained during the construction stage would better enable the manager to maintain the facility.

The park rangers of the Pinellas Trail ride the 32 miles of completed trail on bicycles. They work 10-hour days, 4-day weeks. In some areas carts are used, but they are intrusive in most areas. Rangers have two water cages on their bikes. Their gear includes helmets and gloves. A computer on the bike clocks mileage. The bikes also are equipped with radios to contact 911 in case of an emergency.

Maintenance Activities and Responsibility. The Pinellas Trail facility includes 32 miles of paved trail that crosses numerous jurisdictions and 88 intersections. There are no restrooms other than those at existing parks along the way. Trash receptacles are placed at regular intervals to cut down on litter. Holes are made in the top and bottom of the receptacles to allow them to drain and prevent theft.

Maintenance responsibility is divided among various Pinellas County departments. The Parks Department is responsible for mowing, bollards, Signage, striping, removing litter, maintaining benches and other amenities, landscaping, resurfacing the trail's asphalt pavement, and minor wash-outs. Some of this work is contracted out to a private firm. The cost of the contract is \$180,000/year and includes trash pick-up, mowing, planting, fertilizing, and watering. The Road Department is responsible for testing and maintaining bridges and pedestrian overpasses, for drainage maintenance, and correcting major erosion problems. The Engineering Department focuses on maintenance reduction (e.g., how to prevent settling of asphalt). The total annual budget for maintaining the Pinellas Trail is \$325,000, or approximately \$10,000 per mile.

While maintenance of some of Hillsborough County's park roads and hard surface paths are contracted out through the Engineering and Construction Services Department, most of this work is performed by the Road and Street Department. Thus, it is important that the Road and Street Department be part of the budget planning process to ensure that the department is allocated sufficient funds to perform its park-related tasks.

Ensuring a Safe Facility. In addition to addressing safety issues with proper design and sufficient park personnel, Pinellas County set up a security task force when the first segment of the trail opened in 1991. The task force is an inter-jurisdictional committee which oversees enforcement and safety rules for the trail. The task force is composed of law enforcement officers from each jurisdiction the trail passes through, as well as representatives from various departments and organizations, such as the MPO Bicycle Advisory Committee, with knowledge in the areas of safety and risk management.

With the help of the task force, the Pinellas County MPO produced a brochure titled, *The Pinellas Trail, A Guide to Rules, Laws and Safety Tips*, which describes the safety rules for users of the Pinellas Trail. The task force also meets quarterly to review law enforcement reports of incidents on the trail and identify any areas or activities which need to be targeted.

Preventing Crime and Vandalism. When the Pinellas Trail was a railroad corridor, there was no way to track crime along the corridor. Today park rangers report any suspicious activity to the Sheriff's Office. Records show that only three-fourths of 1 percent of reported crime is located on the Pinellas Trail. There have been only three crimes in the four and one-half years since the trail open. These crimes involved either assault and battery or theft. While the security task force, park rangers, and law enforcement officers have all contributed to this excellent record, experience has also shown that when more people are using the popular Pinellas Trail, less crime occurs.

A number of local police agencies whose jurisdiction the Pinellas Trail passes through, such as Largo and St. Petersburg, now have police officers assigned to bike patrols in areas such as neighborhoods, mall parking lots, and the Pinellas Trail. Law enforcement officers in these communities have found that by using this approach in certain areas they are more in touch with the community and thus more effective.

As in Pinellas County, Hillsborough County park rangers do not have police powers. They work with Sheriff deputies, communicating with them in times of need. For this reason, it will be important for the Sheriff's Office to be part of the budget planning process for County-managed greenways in order to take into account what the needs are and factor in adequate funding for personnel.

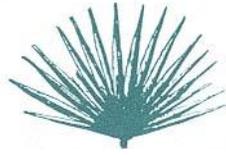
The type of vandalism on the Pinellas Trail is primarily spray painting on the trail pavement. This vandalism is caused by gangs marking their territory. It is removed by the Pinellas Parks Department within 24 hours, by painting over the graffiti with graffiti-resistant paint. After painting over sprayed

paint two to three times from the same area, the problem in that area usually stops. To avoid problems from kids hanging out on the trail at night, amenities, such as benches, are located in places where they are visible from a road.

Volunteers. The Pinellas County Parks Department recruits volunteer rangers to help maintain the Pinellas Trail. Pinellas has found it hard to recruit enough volunteers. For example, three recruitments last year resulted in only four volunteers participating in the trail maintenance program. Also, promoting and overseeing volunteers takes time away from the other duties of full-time employees. Pinellas found that a designated volunteer coordinator is needed to oversee volunteer work.

Hillsborough County Parks and Recreation Department also recruits volunteers. Park managers have found volunteers helpful, but they do not replace paid staff because it can be difficult to ensure that the work gets done if done by volunteers. The work of volunteers must be overseen, and it is time-consuming. A volunteer coordinator to oversee those who volunteer to help maintain greenway trails would improve the efforts of a volunteer program and require less time of paid staff to ensure the work is done.

## IX. Implementing the Plan



Successful implementation of the *Hillsborough Greenways Master Plan* will require a continued commitment to addressing the issues and applying the strategies described in this chapter. Key considerations for implementing the plan are identified below, followed by a discussion of the issues and strategies involved. Described are protection strategies, funding needs and sources, a program framework to ensure public involvement, a process for phasing development of the greenway system, and ways to build public support.

### Key Considerations

- ◆ *Encourage the involvement of citizens, landowners, businesses, and organizations in implementing the plan.*
- ◆ *Make greenway planning part of the larger public policy debate and decision-making process involved in land use and transportation planning.*
- ◆ *Emphasize a voluntary rather than regulatory approach to implementation, and acquire land only when the landowner is a voluntary participant.*
- ◆ *Use all existing techniques that effectively protect land, and support state initiatives to improve or create new incentives which encourage private landowner participation.*
- ◆ *Seize opportunities to coordinate among government agencies to implement the plan.*
- ◆ *Seek funding from all available state and federal funding programs, and support initiatives to increase program funding for greenways.*
- ◆ *Consider all local funding options and pursue those the public will support.*
- ◆ *Use a prioritization process for phasing development that capitalizes on opportunities to complete the greenway system.*
- ◆ *Emphasize the economic benefits derived from greenways.*

### PROTECTION TOOLS, INCENTIVES AND OTHER STRATEGIES

There are three main components of any program to protect greenways: regulation of land use and development, preservation of land through acquisition, and management of land by the public and private sectors. Strategies which complement these components are landowner

incentives, opportunities for economic benefit to accrue to the private sector, and coordinated planning among government agencies to meet greenway objectives.

Regulation by itself can only result in a series of fragmented set-asides. It can not preserve a system. Like the state's ecosystem management approach to protection of natural resources, greenway planning is an attempt to move beyond fragmented protection to system-wide protection. Regulation of land use and development must be combined with land acquisition and management. But government can not afford to buy and manage all the lands that contribute to a greenway system, and all property owners do not wish to sell their land. Many tracts will remain in private ownership. Private land stewardship must be part of the equation. (For a discussion of private land management, see Chapter VIII.)

While regulations mandate certain actions, land acquisition and management are voluntary approaches to protection. A private landowner's decision to sell or manage land to protect its natural resources or provide access for a recreational trail will typically result only if it is advantageous for the landowner to do so. Incentives, such as tax relief, liability protection, and public recognition, can make the difference between effective and ineffective voluntary programs.

This section describes the planning and regulatory framework for protecting greenways and the available voluntary protection techniques and incentives. Needed incentives and other complementary strategies for successfully protecting a greenway system also are discussed.

**Long Range Planning.** The Local Government Comprehensive Planning and Land Development Act, Chapter 163, Florida Statutes, requires local governments to plan for their future land use and transportation needs, with the objective of ensuring the coordinated provision of needed services and infrastructure and the funds to pay for them. Because properly planned greenways can help address local recreation, resource protection, and even transportation needs, incorporating greenway planning into the comprehensive planning process is beneficial. By doing so, greenway planning becomes part of the larger public policy debate and the decision-making process involved in planning and funding future improvements.

The *Future of Hillsborough Comprehensive Plan* contains a number of greenway-related objectives and policies. One objective and its associated policies within the Recreation and Open Space Element call for the development of a greenway network plan (See Appendix A). The *Hillsborough Greenways Master Plan* has been developed in compliance with this Comprehensive Plan requirement. The next step might be to amend the Comprehensive Plan to reference the

Greenways Master Plan, thereby making greenway planning part of the comprehensive planning process. Because of the intended conceptual and flexible nature of the greenways plan, however, it is not recommended that the map of the greenway system be adopted as part of the Future Land Use Map Series.

**Development Regulation.** Hillsborough County's land development regulations include provisions protecting "green" areas such as wetlands and wildlife habitat. This section briefly describes those requirements and discusses ways to protect greenways within the existing regulatory framework.

Existing Regulation. Hillsborough County's Land Development Code contains provisions protecting and restricting the use of certain types of open space and natural areas (e.g., wetlands, rivers, lakes, wildlife corridors, and listed species habitat). Working in concert with these various provisions is the "clustering" provision. Clustering allows natural areas to be protected without removing their development potential. The cluster concept is a way to protect land by clustering development away from the area to be protected. This does not remove development rights from the parcel as a whole. Instead, it increases the intensity of development on one portion of the property, while protecting the remainder.

Within large scale development projects, it is easier to protect natural areas as they can be incorporated into the design of the project using the cluster provision. While both protection and development can be accommodated in larger projects of several thousand acres, it is more difficult to do so within smaller projects in the path of a proposed greenway. For example, protection will not always be achieved in such situations if it means precluding economically viable use of the land.

While no expanded role of regulation is recommended to address greenway protection, the Land Development Code does need to focus attention on how the existing provisions protecting wetlands and wildlife habitat can be used to protect greenways. This refinement, through clarification, restructuring, and reference to the greenways plan, would help the reader understand how the existing requirements work together to assist in protecting greenways within development projects.

A Code reference to the greenways plan would benefit regulators and developers in several ways. Such a reference would help relate the proposed development site to a larger area and identify opportunities for greenway connections. It also would assist with determining what is valuable to preserve (e.g., what areas need to be acquired and what areas can be mitigated by preserving land

in a different area). Moreover, the greenways plan will provide a justification and basis for protecting certain areas, placing the County in a better position to avoid the kind of problem identified in *Dolan v. City of Tigard*, in which a city's dedication requirement constituted an uncompensated taking of property because there was not a reasonable relationship between the nature and extent of the dedication and the anticipated impact of the proposed development.

Design Guidelines. Design guidelines might help identify ways to avoid or minimize impacts from, and maximize the compatibility of, development. If used, they should be flexible enough to address potential impacts in various ways. Also, different impacts and concerns are associated with different types of greenways. One way to develop design guidelines would be to make them specific for a particular area or type of area, such as guidelines tailored to a wildlife corridor or recreational trail.

Activities which might adversely impact natural and recreational greenways include the following kinds of activities:

**Possible Impacts to Natural Greenways -**

- Poor land management practices
- Increased stormwater runoff
- Disturbance to natural topography or vegetation
- Wildlife impacts (noise, light pollution, increased traffic, domestic animals, i.e., dogs and cats)
- Land use incompatible with prescribed burns
- Land use incompatible with passive recreational activities

**Possible Impacts to Recreational Greenways -**

- Orientation of business structure away from trail
- Lack of bicycle access or racks at adjacent business site
- Lighting that encourages night use of trail
- Signage and other aesthetic concerns
- Lack of trail access for residents

After further study, appropriate guidelines to address the various types of impacts of public and private development on lands within or adjacent to greenways could be developed. The objective of such guidelines as applied to private lands should be to minimize land use conflicts without preventing economically beneficial use of the land. On public land where a greenway is one of a number of land uses, the goal of the guidelines should be to help ensure compatibility with greenway functions while meeting the other public objectives for the use of the land.

It is not recommended that guidelines, if developed, be adopted as part of the Land Development Code. Instead, a guidelines document could be produced as one of the actions to implement the Greenways Master Plan, similar to *Guidelines for Landscaping Hillsborough County Roadways*, which was produced as a stand alone document after the Livable Roadways Report was approved.

Development Review. During the development review process for new subdivisions and commercial sites, opportunities will arise to accommodate greenway objectives. For example, drainage and utility rights-of-ways and easements could be dedicated for those purposes as well as for a greenway, provided the design criteria for each use are met. Reviewers should be encouraged to consider whether such opportunities exist and seek to accommodate greenway objectives, particularly if doing so would provide a connection to an existing or planned greenway on adjacent land.

Park Site Improvement Program. The Park Site Improvement Program, authorized by Hillsborough County Ordinance 85-23, as amended, assesses and collects fees in the form of land dedications and funds to pay for park improvements necessitated by the impacts of development. Land dedicated to Hillsborough County pursuant to the terms of the ordinance is used for either neighborhood or district parks. Funds collected may be spent on acquisition of neighborhood or district park land or on improvements to such parks. The ordinance defines neighborhood and district parks as follows:

**Neighborhood Park:**

A park serving an area defined by an approximate two-mile radius and accessible by walking or bicycling. These parks have basic recreational facilities to serve people in a neighborhood. They usually contain a passive seating area and areas for spontaneous or organized games, such as basketball, softball, football, and soccer. Playground apparatus for pre-school age and older children is typically provided.

**District Park:**

A park serving an area defined by an approximate five-mile radius and accessible by means other than walking. In addition to all the facilities generally found in a neighborhood park, a district park has facilities for competitive organized athletic events, such as little league baseball, youth and adult softball, soccer, and peewee football. District parks serve several neighborhoods.

In situations where there are expressed or identified neighborhood needs, the ordinance allows facilities other than those listed as the minimum required for a neighborhood park if they provide equal value and functions. The County must approve any proposed alternative facilities. Given the definition of neighborhood park, county park planners do not consider greenways equivalent to neighborhood parks and therefore would not accept a greenway dedication as an alternative facility. To allow this option, the ordinance would need to be amended.

Such an option would be advantageous to development of the greenway system. Hence, it may be beneficial to review of 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. If appropriate situations are identified, the ordinance could be amended to allow the option under those conditions.

**Government Coordination.** Recognizing and seizing opportunities to coordinate among government agencies will help ensure that greenways are linked to one another to create a county-wide system. For example, resource protection, transportation, and stormwater management all rely on connectivity. Government entities involved locally in these activities need to be aware of the County's greenway planning efforts. By working together, rather than in isolation and possibly at cross-purposes, better solutions will be found for meeting greenway objectives. Furthermore, the earlier the communication the more likely it will be that potentially adverse impacts of other planning or design efforts are minimized and opportunities for working together identified and maximized.

A particularly important agency with which to coordinate is the Metropolitan Planning Organization (MPO). The MPO is involved in county-wide long range transportation planning, seeking to reflect the community's transportation vision for the future. The agency also is involved in short range planning and oversees the local transportation improvement program. A critical part of its mission is to determine how federal transportation dollars are spent locally.

A strong and well-coordinated relationship between greenways planning and transportation planning is necessary to successfully implement a greenways plan. Such a relationship will ensure that opportunities for incorporating greenways as part of the overall transportation plan are identified, focusing on both intersections and parallel, or concurrent, corridors. Parallel corridors are corridors which use the same right-of-way to make connections to other corridors which are not parallel.

Bicycling and walking are forms of transportation that are under utilized. Obstacles, such as difficult road crossings, can make those modes of travel impractical if not impossible. Where greenway corridors intersect roads and bridges, safe crossings are needed to maintain the links in the greenway system.

While it is important for transportation planners and engineers to coordinate with greenway planning and design efforts, it is equally important for greenway planners, designers, and citizen committees and groups interested in greenways to participate in the transportation planning process. Transportation planners need to know when a specific greenway issue should be addressed and made part of a transportation plan or project. They would also benefit from specific suggestions and guidelines for crossings and concurrent systems.

Coordination with the MPO's Bicycle Advisory Committee (BAC) will be particularly helpful to achieving the objectives of the greenways plan. This citizen committee understands the transportation planning process and communicates with transportation engineers on the MPO's Technical Advisory Committee. The BAC will be a key group with whom to coordinate greenway planning efforts, particularly when it comes to creating or improving links in the greenway system via on-road bicycle and pedestrian facilities.

Other opportunities for coordinated planning include working with those agencies involved in such projects as utility line extensions, drainage projects, and parks. Opportunities for multiple use of a facility, easement, or right-of-way should be explored. While the programs of each agency has a primary focus, and in many instances limitations on permissible uses of funding, combining objectives and funding where possible may accomplish more public purposes than any one program would alone. Further, pooling funds on joint projects would "leverage" or multiply the fiscal capabilities of the individual programs. All programs should be encouraged to consider whether opportunities exist for designing projects in a linear fashion in order to accomplish greenway objectives while achieving their primary mission.

**Land Protection Techniques.** The primary land protection tools of government are fee simple acquisition (i.e., donation, sale below market value, full value sale), less-than-fee acquisition (e.g., conservation easements, purchase of development rights), long-term lease, and regulatory restrictions. This section outlines the advantages and disadvantages of each method.

Fee Simple Acquisition. Acquiring title to land has three advantages: 1) full use and public access, 2) better control of land use, and 3) ease of acquisition, that is, it is easier to determine the land's appraised value versus determining the value of a conservation easement. The

disadvantages include: 1) typically higher costs to acquire than purchasing development rights, 2) reduction in property tax revenues, and 3) management costs.

Conservation Easement. Receiving a permanent conservation easement over the land through donation or purchase of the development rights has three advantages: 1) lower or no preservation costs, depending on whether the conservation easement is a sale or donation, 2) the land stays in economic production and on the tax rolls, and 3) there are no management costs if the responsibility for management is retained by the landowner. The disadvantages include: 1) difficulty in determining value, 2) limited public use, and 3) costs to enforce easement restrictions.

Additionally, there are a number of issues associated with conservation easements that can make them difficult to negotiate. These include public scrutiny, legislative mandates, agency policies and procedures, retained interest/owner's requirements, commercial value versus value received, project design, management costs, and enforcement costs

Carefully crafted easement provisions are needed to ensure the agreement will be adhered to by the titleholder and subsequent titleholders. Also, baseline data documenting the land's condition, such as photos, maps, surveys, and deeds, are needed as a point of reference for monitoring and land management activities.

Longterm Lease. The long-term lease is a technique that has not often been used in Hillsborough County to protect land. Lake Park, which is owned by St. Petersburg, is an example of land subject to a long term lease for a county park. There are two advantages to using a long-term lease: 1) lower initial cost, and 2) the option to purchase the land if it becomes available for purchase. Disadvantages include: 1) the protection is not perpetual, and 2) funding is needed for the term of the lease.

Regulatory Restrictions and Mitigation Banks. Tampa Palms in the City of Tampa and Fishhawk Ranch and Riverhills in unincorporated Hillsborough County are examples of developments within which large tracts of natural areas along a river corridor were required to be set aside as part of the development approval. The advantage of regulatory restrictions is that there are minimal direct costs. The disadvantages are more numerous and include: 1) owner opposition, 2) the restrictions are subject to change, 3) enforcement of the restrictions can be time consuming and costly, and 4) limited public use.

One of the regulatory approaches to protecting natural areas that has evolved over the years is mitigation. A developer is required to "mitigate" impacts to environmentally sensitive lands, such as wetlands. Mitigation can involve recreating wetlands on-site or contributing money to a mitigation bank which in turn uses the money to acquire land for preservation in a desirable location off-site. Regulators have found that often a greater benefit to the public can be achieved through a mitigation bank site located adjacent to a large natural system, rather than requiring the creation of small, isolated mitigation projects on development sites.

In recent years, state and local regulatory agencies have begun to develop criteria for the use of mitigation banks as an alternative to requiring the creation or restoration of natural areas on a development site to offset the impacts of the development. In Hillsborough County, development regulations require mitigation for impacts to wetlands as well as wildlife habitat. Currently, County government and the Florida Game and Fresh Water Fish Commission are jointly evaluating possible locations for a mitigation bank site in Hillsborough County to mitigate the impacts to listed species habitat. Most of the sites under consideration are located in areas identified as wildlife corridors.

The conceptual plan of the proposed greenway system encompasses many of the mitigation bank sites being considered. The location of a mitigation bank within an area proposed for a greenway would benefit the creation of the greenway system by protecting a portion of the system. Also, location in a planned greenway corridor would be advantageous to the mitigation bank because the environmental values of such a site would be enhanced by being contiguous to lands which are more likely to provide favorable conditions for wildlife and facilitate management.

**Incentives.** Incentives available to encourage landowner participation in creating greenways are primarily federal tax incentives. This section describes existing incentives and identifies other incentives which need to be emphasized or created to ensure the successful implementation of the Greenways Master Plan.

Existing Tax Incentives. Substantial tax benefits can be derived from donating land or selling it below market value to a land conservation agency or to an organization that qualifies as a private charity with broad-based public support. The basic financial benefits that make charitable giving economically attractive are outlined below. The information provides only a brief description of the tax and other financial consequences. Because individual financial situations vary greatly, individuals interested in taking advantage of these tax incentives should confer with an attorney or tax advisor.

**Federal Income Taxes** - The provisions of the Internal Revenue Code encourage donations of land for conservation purposes if the donation qualifies as a charitable conservation contribution. Individuals and corporations may deduct the full fair-market value of their gifts of land from their federal income tax returns, subject to the limitations explained below. Similarly, if the property is sold below market value to a land conservation agency or qualified organization, the difference between the full market value and the value received can be deducted.

An individual's charitable deductions may be limited by either a 20, 30, or 50 percent limitation depending on the nature of the contribution and the individual's tax situation. The limitations apply to the taxpayer's adjusted gross income for the year of the donation. Generally, any undeducted balance may be carried over up to five succeeding years, subject to the same limitations. For corporations, the deduction limit is 10 percent of the corporation's income before taxes. The same carry-over period applies. These rules apply to all long-term capital gain property.

Donation of capital assets held for 12 months or less and gifts of property that would generate ordinary income produce limited tax benefits. While these donations can be deducted against up to 50 percent of the adjusted gross income with the five-year carry-forward benefit, the benefit of any appreciation in value is lost because the deduction is limited to the cost of the property.

An individual may wish to donate property to ensure that it will be preserved in its natural state, but may desire to retain possession and use of the property for his or her lifetime or perhaps for the lifetimes of other members of the immediate family. To accomplish this goal, the individual may donate the property to a charitable organization yet retain an interest in it — a "life estate." The interest given to the charitable organization is called a "remainder interest."

For income tax purposes, the deduction available for such a contribution is decreased by the value of the life estate retained by the donor, as determined by the actuarial tables published by the Internal Revenue Service. Reservation of more than one life estate may cause a substantial further reduction in the amount of the deductible remainder interest.

In situations where the landowner wishes to retain ownership of the property, yet ensure that the land will remain in its natural condition, a conservation easement donated to a land conservation agency or qualified organization can accomplish this goal. The conservation easement allows the landowner to use the land for purposes compatible with preservation while prohibiting development and other potentially destructive uses.

The value of a charitable contribution realized through the donation of a conservation easement is based on the value of the "development rights" being given away — which, in many cases, may constitute a substantial percentage of the fair market value. Federal tax law imposes a number of specific restrictions on conservation easements. Before executing an easement, the landowner should consult a legal counsel familiar with conservation easement law.

**Local Property Taxes** - When an outright gift of land is accepted by a land conservation agency or organization, the donor is relieved of the legal obligation to pay local property taxes. However, in the case of a gift of a remainder interest, the holder of the life estate continues to owe real estate taxes for the remainder interest during the period of the life estate. The property tax consequences of giving a conservation easement are less certain because they are subject to the wide latitude given statutorily to county property appraisers. In some cases, the assessed value of the property may be lowered or frozen, and consequently property taxes may be reduced. The landowner should consult with the Property Appraiser's Office regarding a real estate tax abatement for land subject to conservation easement restrictions.

In summary, significant federal income tax reductions are possible for a donation of land for conservation purposes if the donation qualifies as a charitable conservation contribution. However, local property tax benefits are not "a given" under existing state law.

Needed Incentives. The Florida Greenways Commission, created by the Governor in 1993 to develop a coordinated approach to creating, protecting, and managing a state-wide greenway system, submitted its first report to the Governor in December 1994. Among the Commission's findings relating to private landowner participation are the following concerns:

1. There is a need to substantially increase private sector participation in creating a statewide greenway system.
2. Private land stewardship is key to the success of a statewide system of greenways, particularly in rural areas, and recognition of the efforts of landowners needs to be emphasized.
3. The statutes extending liability protection to private lands under public use do not include legal defense, an element which many landowners view as the most important part of liability protection.
4. There is great potential for the use of less-than-fee approaches (e.g., conservation easements) to protecting greenways in situations where the landowner wishes to retain ownership, but public agencies are reluctant to acquire less-than-fee interest because of

the difficulties in estimating value and negotiating the rights to be given up by the landowner, including the question of public access.

5. A special ad valorem tax assessment similar to the agricultural greenbelt assessment is needed for private land which is subject to public use as a greenway.
6. Clarification of the statutes is needed to define the tax benefits for lands which are subject to public use, including private lands under lease or management agreements and lands owned and managed by a non-profit organization.

The Florida Greenways Commission has concluded that it is beyond local government's purview to create many of the needed incentives, non-regulatory tools, and legal instruments to address these concerns; rather, these issues should be addressed at the state level. The Commission's report contains recommended actions to address these issues, including the following recommendations:

1. Recognize, through a state awards program, good stewardship by private landowners and private efforts to support greenways.
2. Develop a liability protection proposal for the Legislature's consideration that would include appropriate state-provided defense of participating private landowners for negligent acts or omissions.
3. The state, working with interested landowners, should develop and encourage the implementation of less-than-fee alternatives to fee-simple land acquisition techniques, and actively promote the use of conservation easements to establish greenways.
4. The Legislature should specifically define the tax benefits for lands which are subject to public use, including private lands under lease or management agreements and lands owned or managed by a non-profit organization.
5. The Legislature should provide ad valorem tax exemptions to private landowners who permit public access to greenways.

**Emphasizing Economic Benefits.** The support of the private sector is vital to create a county-wide greenway system. Greenway education and advocacy can help build this support, particularly if the role greenways play in promoting economic development is emphasized. Emphasis should be placed on the ways greenways stimulate the economy in terms their positive effect on property values, home builders, developers, and service providers.

Effect on Real Property Values. The amenities greenways provide can increase the value of nearby property. Greenway amenities, such as recreational opportunities, open space, scenic

views, and wilderness areas, are valued by people, and thus these amenities increase the value of land adjacent to them.

The effect of greenbelts, open space corridors, parks, and other types of greenways on property values has been studied in local communities throughout the country, including communities in Oregon, Colorado, Massachusetts, Pennsylvania, and Ohio. These studies reveal increases in property values in instances where the property is located near or adjacent to open spaces. Property values are likely to be highest near those greenways which highlight open space rather than highly developed facilities, have limited vehicular access but some recreational access, and have effective maintenance and security.

According to Hillsborough County's Property Appraiser, local property appraisals reflect the same trend. The Property Appraiser's Office has compared a number of sites and found that lots adjacent to natural areas, such as wetlands and wildlife preserves, are selling for more. People like living next to such areas, enjoying the privacy and natural setting as demonstrated by the popularity of lots in such planned communities as Tampa Palms and Walden Lakes. On the other hand, there are negatives associated with lots adjacent to heavily used parks. Increased traffic, noise, and vandalism in such areas negatively affect property values. Smaller parks can be a problem, too, when they are not maintained. Overall, research shows that in Hillsborough County lots near or adjacent to natural areas and low volume recreational parks are bringing a premium price when sold.

Benefits to Home Builders and Developers. The increased marketability of homes near greenways benefits home builders, increasing sales and sale prices. Also, clustering a residential development to allow a greenway may decrease overall development costs, resulting in greater profits to the developer.

A 1994 poll conducted by American Lives, Inc. of more than 800 home buyers in the high growth states of California, Texas, North Carolina, Florida, and Georgia shows a significant shift over the past 10 years in consumer wants. According to the study, consumers now want features designed into planned communities that promote interaction with others, such as bike and walking paths. They also place a high premium on interaction with the environment through the inclusion of wooded tracts and nature trails. The study found that home buyers expect and will pay extra for features which create this kind of "outdoor living room," contrary to the mid-80's when top consumer draws were golf courses, swimming pools, and tennis courts.

Business Benefits and Concessionaires. Fishing, bird watching, wildlife photography, canoeing, kayaking, walking for health and pleasure, jogging, hiking, bicycling, horseback riding, camping, and attending special events and festivals can all take place on greenways. With so many outdoor recreational activities possible along a greenway, these opportunities can translate into substantial leisure and recreational expenditures by both residents and visitors. Providers of lodging, food, sporting goods, and rental equipment benefit from serving the needs of greenway users.

Where needed commercial facilities can feasibly be developed by the private sector outside greenway boundaries, such businesses should be encouraged and concessions should not be used to meet those needs. Where the need for commercial facilities and services can only be met by the use of concessions, the policy should be to limit concession development to that necessary and appropriate for public use and enjoyment of the greenway and consistent with its intended use and function.

Most services along county greenways will likely be provided by businesses that locate near the greenway. Usually concessions will not be necessary or, in some cases, will not be economically feasible due to variable or unpredictable usage. When concession development is determined to be necessary, the process for choosing a concessionaire generally involves the following steps:

1. Identify what is wanted based on an evaluation of the site and determination of what services and facilities are necessary and appropriate for the particular area.
2. Prepare a prospectus describing what is needed and what is expected of the concessionaire.
3. Send an announcement to interested parties who have previously indicated the desire and ability to invest at the level necessary, and advertise in appropriate publications.
4. Review proposals with regard to management ability, financial ability, and specifically how they propose to achieve the desired result.
5. Choose the best concessionaire after negotiation and clarification of responsibilities and a determination that conditions will be met, including:
  - a. The facility or service is necessary and appropriate for public use and enjoyment of the greenway in which it is located;
  - b. The use of the facility or service will enhance the use and enjoyment of the greenway without resulting in impairment of resources and values;

- c. The facility or service will be located where the least impact on resources and values will occur; and
- d. The number of sites and the location and size of the tracts of land assigned for the facilities will be the minimum needed for proper and satisfactory operation of the facilities, and such developments as are permitted will be constructed to be as harmonious as possible with their surrounding.

The National Park Service, Florida Division of Recreation and Parks, and local governments, such as the City of Tampa, have developed guidelines and procedures for choosing and permitting concessionaires in order to ensure compatibility. Developing guidelines and procedures for awarding concession agreements and special use permits to operate within the county greenway system would help provide the same assurance.

## FUNDING GREENWAYS

Funding is available from a number of programs to help acquire the types of natural and recreational corridors envisioned by the Master Plan. Preservation 2000 is the funding source for most of these programs. Of the available funding programs, fewer provide funding for development of recreational trails. This section details the available funding sources, followed by identification of funding needs and possible sources.

**Funding for Natural Corridors.** Funds for acquiring land or the rights to land for conservation purposes are available from a number of public programs at the local and state level and from some private organizations. The following information describes these funding sources.

Environmental Lands Acquisition and Protection (ELAP) Program. Hillsborough County government acquires and manages "environmental lands" that meet the ELAP Program definition and qualifying criteria. The ELAP Program defines environmental lands as those lands that should be conserved and protected because they are environmentally unique, irreplaceable, or valued ecological resources. In addition, the land must meet one or more of the following six criteria to qualify as environmental land:

1. Land containing native, relatively unaltered flora and fauna representing a natural habitat unique to, or scarce within, the state or county.
2. Land that provides or could provide a significant habitat important to the support or protection of endangered or threatened plants or animals.
3. Land containing an unusual, outstanding, or unique geologic feature.

4. Land that plays a vital role in the enhancement and protection of water quality and quantity or which provides protection for fish and wildlife habitat but which cannot be adequately protected through local, state, and federal regulatory programs.
5. Land that provides valuable access, land links, buffer zones, or additions to existing environmentally sensitive lands or which forms part of a natural corridor associated with such lands, and which is essential for protection and management of those environmentally sensitive lands.
6. Land containing significant archaeological sites.

The primary purpose of acquiring land is for resource protection. However, all lands acquired by the ELAP Program are open for public use and enjoyment to the extent that the County finds such use compatible with conservation and protection of the lands.

The ELAP Program is administered by the Parks and Recreation Department and is the largest local environmental land acquisition program in the state. Funds for the purchase and management of ELAP sites are generated from a county-wide ad valorem tax that is specifically earmarked for protection of the land. The tax will generate approximately \$123 million with bonding over a twenty-year period. To date, \$51.1 million have been spent by the ELAP Program to acquire approximately 15,000 acres. The ELAP Program also seeks matching funds from other acquisition programs to increase the program's ability to acquire land.

Of the funds generated each year by the ad valorem tax, two percent is earmarked in a separate account for the management of those ELAP sites for which the County retains management responsibility. A temporary source of additional management funds is the interest generated from an account into which matching acquisition funds from other programs are temporarily deposited when not used immediately to acquire more land. In addition, up to three percent of the purchase price of each site can be used for restoration, if needed. The ELAP Program also seeks financial and technical assistance from other programs, such as the Surface Water Improvement and Management (SWIM) Program, to restore sites. For a more detailed description of the funding available for managing ELAP sites, see the section titled "Managing Greenways."

Sites can be nominated to the ELAP Program for evaluation once a year. The deadline for nomination is November 1. Evaluations of qualifying sites are prepared by site assessment and review teams comprised of citizens and Hillsborough County government staff members. The ELAP Site Selection Committee, comprised of citizens, ranks the qualifying sites using ranking criteria such as environmental importance, ease of acquisition, cost and size, endangerment due to development, and public interest.

The Site Selection Committee considers all possible methods for protecting the sites, including purchase with ELAP funds. The committee then recommends to the Board of County Commissioners a priority list of sites which should be purchased or otherwise protected. Board approval is needed before any action can be taken.

An exception to the annual review is made for sites which are determined to be threatened by imminent development. The Site Selection Committee meets quarterly to consider such sites, if any are nominated. A parcel would be eligible for a fast-track review if the following conditions are met:

1. A site plan is formally submitted for review and the Planning and Development Management Department determines that the parcel is environmentally critical because it provides a vital link in a wildlife corridor or because it provides essential wildlife habitat that, if lost to development, would result in a decrease in a listed species population which could not be compensated through management or restoration elsewhere in the county;
2. The Planning and Development Management Department also determines that the proposed development project cannot be redesigned to the degree necessary to maintain the corridor or listed species population, and
3. The property owner is willing to sell the land to the ELAP Program in accordance with the program's acquisition policies and acknowledges that acquisition is voluntary for all parties involved.

Another responsibility of the ELAP Program is administering the Offsite Preservation Land Bank for the preservation/restoration of upland wildlife habitat as required by the County's Land Development Code. In October 1991, the Board of County Commissioners approved the land (mitigation) bank concept as an option for developers in lieu of on-site preservation within development projects. When approving the land bank concept, the Board directed that the land bank be funded and managed by the ELAP Program. While work is underway to identify and setup one or more land bank sites in Hillsborough County, in cooperation with the Florida Game and Fresh Water Fish Commission, none have been established to date.

Preservation 2000 (P2000). Preservation 2000 is Florida's comprehensive funding program to acquire environmental land. Enacted by the Legislature in 1990, P2000 calls for the issuance of \$300 million in bonds annually for ten years. P2000, in conjunction with local land acquisition programs, is intended to provide funding for most of Florida's natural land acquisition needs.

Key state programs which receive funds from P2000 to acquire lands for conservation purposes include the following:

1. Conservation and Recreational Lands (CARL)
2. Save Our Rivers (SOR)
3. Florida Communities Trust (FCT)

The Florida Department of Environmental Protection, Division of State Lands administers the **Conservation and Recreational Lands Program**, which receives 50 percent of the P2000 funds and is the state's largest land preservation program. This agency acquires lands meeting the definition and qualifying criteria for "environmentally endangered lands" as established by Rule 18-8.003, Florida Administrative Code. Lands with environmental importance are given the highest consideration. Though resource protection is the primary reason for acquiring these lands, other lands with geological, archaeological, historical, or recreational value also are considered. At least one-fifth of the funds received from P2000 must be used to acquire coastal lands.

Lands can be nominated by an individual, organization, or agency. Qualifying sites are evaluated by DEP technical staff and ranked for purchase by the CARL Land Acquisition Selection Committee, which is comprised of the directors/secretaries of various state departments or their designees. The ranking is approved by the Governor and Cabinet sitting as the Board of Trustees of the Internal Improvement Trust Fund. Lands which have been determined to have the highest priority are purchased at fair market value.

The CARL Program ranks higher those sites for which matching funds are provided. Matching funds were provided from the CARL Program for the Boyette Scrub Preserve in Hillsborough County. The County purchased this 4,928-acre site for \$16.1 million with ELAP funds. The CARL Program provided a 50 percent match for the undisturbed acres within the Boyette tract, for a total of \$6.3 million contributed by CARL to purchase the site.

The Water Management Districts administer the **Save Our Rivers Program**, which receives 30 percent of the P2000 funds. In Hillsborough County, it is the Southwest Florida Water Management District that acquires land through the Save Our Rivers Program to protect riverine systems.

Qualifying lands are those which are necessary to allow the proper functioning of the District's existing and proposed water management projects as well as lands which protect or restore functions such as maintaining water quality and aquifer recharge.

Lands contributing to the following benefits are considered for purchase: natural flood control, preservation or restoration of natural systems, natural conveyance of water, water quality enhancement, aquifer recharge, and potable water supply. Also considered for acquisition are lands necessary to implement approved Surface Water Improvement and Management Plans.

Parcels in the Hillsborough, Alafia, and Little Manatee river basins have been targeted for purchase by the SOR Program. Some parcels have already been acquired. Also, SOR cooperates with the ELAP Program to jointly acquire parcels. For example, acquisition plans call for over 20,000 acres in the Little Manatee River corridor to be protected through joint acquisition.

An inter-departmental evaluation of each proposed acquisition project is made and submitted to the Land Use Task Force which is comprised of senior management and technical staff. The Land Use Task Force reviews the evaluation and submits a recommendation to the basin board in which the project is located and to the SOR Ad Hoc Committee. The Ad Hoc Committee is comprised of a member of each of the District's eight basin boards. The study and recommendations of the Task Force, Basin Board, and Ad Hoc Committee are then submitted to the District's governing board for final approval.

The Florida Department of Community Affairs administers the **Florida Communities Trust Program**, which receives 10 percent of the P2000 funds. This agency provides funding to assist local governments in implementing the conservation, outdoor recreation, and coastal management objectives of their comprehensive plans when those objectives can best be met through public acquisition of land. The specific objectives of acquiring land are resource conservation, public access, urban waterfront restoration, and land use conflict resolution. The agency also provides technical assistance to meet these objectives.

Applications for funding are made annually. All local governments that have submitted a comprehensive plan to the Department of Community Affairs are eligible to submit applications for funding. However, to receive funding, the local government's comprehensive plan must be in compliance with the state's growth management act and rules.

Qualifying lands are evaluated and approved by a five-member board chaired by the Secretary of the Department of Community Affairs. Members of the FCT Board also include the Secretary of the Department of Environmental Protection and three Governor appointees representing local government, private development interests, and environmental interests.

The maximum amount of funding available from FCT per application is ten percent of the amount received from Preservation 2000. On an annual basis, any one project can qualify for as much as \$2.7 million in funding for an acquisition project.

At least one half of the available funding must be matched by local governments, except that no local match is required of counties with populations of less than 50,000 and cities of less than 5,000 people. In Hillsborough County, Cypress Creek Preserve and Blackwater Creek Preserve are being acquired jointly by the FCT and ELAP programs.

Private Land Trusts. The following information is an excerpt from a 1992 Hillsborough County planning report titled, *A Program to Protect Wildlife Habitat*.

As the name implies, a land trust is an arrangement whereby a trustee, in this case a private group of individuals, forms a non-profit corporation to protect land, receives title to land and holds it for the benefit of others, the beneficiary. A land trust can purchase the title to land or acquire a permanent conservation easement.

The land trust concept has been used for over a century in the United States. For years, the land trust movement has been dominated by national and regional trusts. More recently, local land trusts have been established by individuals in communities where development pressures are acute. By contributing money and raising funds to protect a special place in their community, they are able to see the results of their work and know their money has helped to save it.

Individuals who organize local land trusts view them as a private, non-profit option for controlling growth and preserving the character of their communities. When organizing a trust, members must first agree upon the trust's mission, identifying the particular place or the types of areas they want to target for protection.

Typically, trusts specialize to protect particular kinds of land, such as trails for recreational use, agricultural or forest lands, river corridors, or property that protects a scenic view. When deciding which parcels of land to acquire, a trust must develop and use specific criteria to carefully assess potential sites.

The advantages of land trusts stem from the fact that they can often accomplish their goals in less time and with greater flexibility than a government. For example, land trusts have access to private financing, including foundations, and can organize private fund-raising campaigns. They can act more quickly than government to protect land, arranging land swaps or providing interim financing to save a property from development and later selling or leasing the property to the local government. Another advantage of a land trust is that it provides an option for landowners who would rather negotiate with a private group to protect their land than negotiate directly with a governmental agency.

Land management and enforcement are responsibilities of a land trust when the trust retains ownership or accepts a conservation easement. Designating funds for monitoring, land management, and enforcement is necessary to cover the costs of these activities and ensure the land is protected over time.

National land trust organizations which acquire land or the rights to land include The Trust for Public Land and The Nature Conservancy. The Trust for Public Land works with local, state, and federal agencies to protect land in the United States. The Nature Conservancy is involved in land acquisition and management throughout the world.

The Trust for Public Land acquires and preserves open space to serve human needs. Since its founding in 1973, the Trust for Public Land has protected scenic, recreational, urban, rural, and wilderness land throughout the United States. In many cases, the organization sells the lands it has acquired to local governments when funding becomes available. This organization also provides technical assistance to groups interested in starting a local land trust.

The Nature Conservancy acquires land to preserve natural diversity, particularly threatened lands of high ecological value and lands supporting rare species and plant communities. The Nature Conservancy also accepts conservation easements. The organization oversees management and public use of the land it preserves. In some cases, the Conservancy will transfer ownership of the land to another conservation organization or to a government landholding agency.

The Land Trust Alliance in Washington, D.C. and the Florida Land Trust Association in Gainesville serve as information clearinghouses, publishing useful guidebooks and newsletters and sponsoring training programs for individuals interested in forming a local land trust. About two dozen local land trusts are active in Florida, although none have been formed in Hillsborough County.

**Funding for Recreational Corridors.** Assistance to acquire and develop recreational trails comes in a number of different forms from the federal, state, and local levels. Assistance can be in the form of general grants, cost sharing grants, technical assistance, loans, and payments-in-kind. Funding may be available for specific tasks, such as right-of-way acquisition, preliminary design and engineering, facility development, and operations, maintenance, and management. The sources include funding from the Intermodal Surface Transportation Efficiency Act of 1991, Preservation 2000, and other federal, state, local, and private sources.

Intermodal Surface Transportation Efficiency Act (ISTEA). In 1991, Congress passed the Intermodal Surface Transportation Efficiency Act to fund transportation improvements. Funds are derived from money generated by the gas tax.

The Act emphasizes modal flexibility and provides a source of funds for trail development. Under the "Enhancement" portion of the Act, funding is provided for bicycle and pedestrian facilities and for conversion of abandoned rail corridors to trails. Enhancements are administered by the Surface Transportation Program (STP). Only about 10 percent of the funding each state receives for the STP is allocated to enhancement activities. Each state's Secretary of Transportation has primary authority for spending these funds. Enhancement funds available to Hillsborough County for FY 94/95 are \$1.5 million.

There are ten different and specific types of enhancements funded under ISTEA. The ten qualifying activities are:

1. Provision of facilities for pedestrians, and bicycles
2. Acquisition of scenic easements and scenic or historic sites
3. Scenic or historic highway programs
4. Landscaping and other scenic beautification
5. Historic preservation
6. Rehabilitation and operation of historic transportation buildings, structures, or facilities including historic railroad facilities and canals
7. Preservation of abandoned railway corridors including the conservation and use thereof for pedestrian and bicycle trails
8. Control and removal of outdoor advertising
9. Archaeological planning and research
10. Mitigation of water pollution due to highway runoff

Three of the ten qualifying activities pertain to recreational trails (1,6,7). These three activities must meet specific eligibility criteria as outlined below:

1. Provision of facilities for pedestrians and bicycles.
  - a. Qualifying facilities must exceed what is normally provided for the safe accommodation of non-motorized users on or along roadways;
  - b. Qualifying facilities must meet the following planning and design requirements: 1) American Association of State Transportation Officials (AASHTO) Bicycle Standards, 2) Federal Highway Administration Standards for Pedestrians, and 3) FDOT's Florida Pedestrian Safety Plan; and
  - c. A written commitment from a public agency must be provided to FDOT for the maintenance and operation of qualifying facilities in perpetuity.
2. Preservation of abandoned railway corridors including the conservation and use thereof for pedestrian and bicycle trails.
  - a. Qualifying facilities must include the following information when not currently in public use:
    - 1) Written evaluation of the condition of title;
    - 2) Market value of property established by independent appraisal; and
    - 3) Environmental analysis for possible corridor contamination.
  - b. Qualifying facilities must include a statement of ownership and support for the proposed project from the owner;
  - c. Qualifying facilities must meet planning and design requirements of AASHTO Bicycle Standards and FDOT's Pedestrian Safety Plan; and
  - d. A written commitment from a public agency must be provided to FDOT for the maintenance and operation of qualifying facilities in perpetuity.
3. Rehabilitation and operation of historic transportation buildings, structures, or facilities, including historic railroad facilities and canals.
  - a. The proposed historic resource involved must be listed or potentially eligible for listing on the National Register of Historic Places (NRHP) as determined by the State Historic Preservation Officer (SHPO). If the resource is not presently listed

or eligible for listing on the NRHP, then a Determination of Eligibility (DOE) should be completed and processed through SHPO before submitting the application for funding;

- b. The projects must have either a professional Historian, Architectural Historian, or Archaeologist meeting federal qualifications as outlined in 36 CFR 61 serving in a principal capacity on the project. The application must address how the criteria will be satisfied;
- c. A current or realistic planned use for building projects must be provided in the application;
- d. The current or previous transportation use of the historic resource must be included in the application;
- e. Rehabilitation work must meet the Secretary of the Interior's Standards and Guidelines for Rehabilitation; and
- f. The owner must be willing to accept a preservation covenant attached to the deed of the property.

Separate bicycle paths, feeder routes, bicycle/pedestrian grade separations, bicycle parking facilities, and recreational trails and paths are qualifying examples of new facilities. Paved shoulders four feet wide or more, curb lanes at least 14 feet wide, and sidewalks are qualifying examples of improvements to existing roads.

Examples of non-qualifying facilities include facilities that have been recently constructed or for which work is planned in the immediate future, existing sidewalks, paths, and projects with a state-wide or multi-district impact proposed by national groups.

To apply for enhancement funds, an application is submitted to the Metropolitan Planning Organization (MPO), which prioritizes and selects projects, given available funds, and submits them to the Florida Department of Transportation (FDOT). The projects are submitted by FDOT to the U.S Department of Transportation as part of the statewide work program.

Funds for accepted projects are disbursed by the Federal Highway Administration through the FDOT. Once the project is approved for funding, a more detailed description of the project's scope must be submitted to the FDOT in order for the monies to be disbursed by FDOT. All enhancement projects must appear in the FDOT's Five-Year Work Program, the State Transportation Improvement Program, and in the MPO's Transportation Improvement Program.

Because ISTEA enhancement projects must meet all federal requirements, the costs in terms of project design and construction are higher. Due to these expenses, it is generally more cost-effective to seek ISTEA funds for large projects rather than small projects.

The Pinellas Trail qualified for enhancement funds to pay for overpasses of busy roads. Also, ISTEA funding in the amount of \$600,000 has been allocated for construction of the first three-mile segment of the planned Upper Tampa Bay Trail in northwest Hillsborough County. The project is in the pre-design stage and construction should begin in 1996. ISTEA funding for the second phase of the Upper Tampa Bay Trail is also being sought.

Land and Water Conservation Fund (LWCF). The federal Land and Water Conservation Fund can be used to acquire corridors and develop trails and facilities. A number of requirements must be met to receive these funds. First, the project needs to be identified in the five-year capital improvement plan. Secondly, public meetings must be held to involve and inform the public of the proposed project.

The LWCF is administered by the Department of Environmental Protection (DEP) through a matching grants program. Money is appropriated annually by Congress and directed to the states via matching grants, and the states then administer the funds to the local jurisdictions. The matching ratio is one applicant dollar to one federal dollar. For 1994-95 the maximum grant per application is \$100,000.

The LWCF grant program requires that half the project be funded by local government sources. Local portions can be drawn from Federal Revenue Sharing funds, from the Community Development Block Grant Program, or from other local sources and can be in the form of cash, in-kind services, or the land value of donated real property.

Local governments must submit an application for funding that includes descriptions, scope, conceptual plans, and cost estimates of the planned project. The application must be submitted between June 1 and 30 to the Bureau of Local Recreation Services, Division of Recreation and Parks, DEP. Each local government can submit only one project application per year.

Preservation 2000. P2000 encompasses many different categories of funding. The purposes of these programs vary but all recognize the need to preserve natural areas of Florida and provide opportunities for outdoor recreation. Many state agencies, counties, and land trusts cooperate by providing matching funds to acquire conservation lands.

There are a number of state programs which use P2000 funds for the acquisition of recreational trails. These funding programs include the following:

1. Rails-to-Trails Program;
2. Conservation and Recreational Lands Program;
3. Florida Communities Trust Program.

**The Rails-to-Trails Program** receives one and three-tenths percent of the Preservation 2000 funding allocated each year for acquisition of trail corridors. The program is administered by the Department of Environmental Protection, Office of Greenways and Trails, which uses the funding to acquire former railroad rights-of-way for hiking, bicycling, and horseback riding trails and to assist acquisition of land for the Florida National Scenic Trail. Although the program is not a grant program, multi-party acquisition agreements can be entered into with local governments and private organizations to jointly acquire a trail corridor.

Rails-to-Trails funding has been allocated for the acquisition of the first 4.5-mile segment of the Old Fort King Trail in northeast Hillsborough. Once constructed this trail segment will parallel U.S. Hwy. 301 and connect the Hillsborough River State Park and John B. Sargent Park.

A limited amount of funding from the **Conservation and Recreational Lands Program** is available for maintenance and operation of recreational facilities when the property is managed by a public agency. The amount funded depends on the agency's annual operating budget. The CARL Program provides funding for recreational corridor acquisition and operations but not for development of recreation facilities.

As mentioned previously, the **Florida Communities Trust Program** provides funds to local governments for land acquisition if the acquisition of land will assist in meeting the conservation or recreation objectives of the local government's comprehensive plan.

Florida Recreational Development Assistance Program (FRDAF). This state funding program is similar to the federal LWCF. The requirements for receiving funds follow that of the LWCF. The program is funded entirely from state appropriations and administered by the Department of Environmental Protection, Division of Recreation and Parks, Bureau of Local Recreation Services. The program provides state assistance to local governments through matching funds.

The local match required depends on the cost of the project. If the project is less than \$50,000, the state's share is 100 percent. If the project cost is between \$50,000 and \$150,000, the state pays 75 percent, and the grantee's share is 25 percent. If the project is over \$150,000, the state and grantee share the cost equally.

The local money can come from federal revenue sharing, from the Community Development Block Grant Program, or from other local sources and can be in the form of cash, in-kind services, or the land value of donated real property.

Typical projects funded include right-of-way acquisition and development of trail facilities such as parking, rest rooms, and utilities. The state share is funded annually through the Florida Legislature, usually through Land Acquisition Trust Fund monies. This program was funded from Preservation 2000 funds for fiscal year-93/94. However, fiscal year 94/95 funding is uncertain and remains uncommitted.

Private Funding Sources. Private funding sources offer opportunities to finance certain aspects of recreational trails. Private sources include volunteer labor, donations of money, materials, or equipment, and foundation support. Volunteers who donate their time to help maintain trails are valuable community resources. Upkeep of the trail by bicycling, hiking, and horseback riding clubs, and by businesses, school groups, and other organizations can be scheduled. Donations by private organizations can be publicly recognized, thereby enhancing the organization's standing in the community.

Private foundations and private sector interest groups can be instrumental in financing certain aspects of trails. For example, The Conservation Fund provides grants through the American Greenways DuPont Awards Program to nonprofit organizations, public agencies, and individuals. The intent of the grant is to help preserve greenways. Eligible activities include: mapping, ecological assessments, surveying and design activities, publications, and consultants. Each application is eligible for \$500 to \$2,500. The importance of the project in developing local greenways is the criterion for determining if a project receives funding. Applications are due by the end of each year.

Another private foundation offering grants for projects benefiting the environment and providing community revitalization is the SURDNA Foundation. This foundation supports projects that contribute to alternative solutions to the automobile and help revitalize the economic, social, educational, and cultural life of communities. The SURDNA Foundation looks for innovative projects and ideas that produce solutions to the needs of the community or region. According to

these guidelines, recreational trails could be eligible for funding. Prospective applicants should send inquiries to the SURDNA Foundation to determine if the project is a potential candidate for receiving grants from this organization. Recent grants for projects have been in the range from \$10,000 to \$350,000.

Other private organizations which can help in the acquisition of recreational corridors are the Rails-to-Trails Conservancy, 1,000 Friends of Florida, and The Trust for Public Land. The Rails-to-Trails Conservancy is a valuable resource for information on abandoned rail corridors. 1,000 Friends of Florida acts as a clearinghouse for information regarding the acquisition of greenways and can provide expertise in this area. As previously mentioned, The Trust for Public Land acquires and preserves open space to serve human needs, including acquisition of both conservation and recreational lands.

**Funding Needs.** It is evident from the preceding discussion that funding to complete natural greenway corridors will be easier to obtain than funding for recreational corridors. This is true for two reasons: 1) more funds and funding programs exist to acquire natural areas, and 2) Hillsborough County's ELAP Program acquires natural areas and provides matching funds to other programs to acquire these areas.

A preliminary rough estimate of the capital costs to construct trails associated with the conceptually proposed greenway system was prepared by the Planning and Development Management Department. The estimate was based on the major design elements typically associated with such projects, as listed in Table 1, and on approximately 110 miles of trails (80 miles of paved trails and 30 miles of unpaved trails). Planning and Development Management estimated a gross capital cost of \$35 million for construction of paved and unpaved recreational trails and road crossings. Additionally, another \$2-5 million will be needed for acquisition of greenway segments that are not already in public ownership or anticipated to be under agreement with private landowners to use as trails (e.g., TECO corridors).

To ensure the Hillsborough Greenways Master Plan is implemented and the concept of a system of recreational and natural corridors becomes a reality, more funds than are presently available from such programs as Rails-to-Trails and ISTEA will be needed for recreational corridor acquisition, development, and maintenance. Also, the creation of a local funding program to acquire, develop, and maintain recreational corridors would help leverage other available funds.

Additional funding also might be needed for management of natural areas that are part of the greenway system. For example, it remains to be seen whether ELAP funds dedicated to resource management and restoration on County owned and managed natural preserves will be adequate over the long term.

## Table 1. Trail Construction and Maintenance Cost Estimates

In thousands (1,000s)

<u>CONSTRUCTION</u>	<u>ESTIMATED COST</u>
Major road overpass	\$400 - 600
Pedestrian/bike bridge over waterway	\$80 - 120/100'
Road crossing with pedestrian signal, striping, bollards	\$15
Multi-use paved trail (20' wide)	\$180 - 220/mile
Single use soft path trail	\$5 - 15/mile
Single use boardwalk	\$5 - 10/100'
<u>MAINTENANCE</u>	<u>ESTIMATED COST/ MILE/YEAR</u>
actual costs Multi-use paved trail (20' wide)	\$10
Single use soft path trail	\$3

Notes: These cost estimates are conservative and are for budget purposes only. The may be this high, or they could be lower. Costs can vary widely depending on the terrain and the amenities. For example, costs will be more for trails on densely vegetated sites requiring clearing and grubbing, sites with uneven topography that must be graded and compacted, and sites with drainage problems. Costs must also be added for surveying (\$20,000/mile), if needed, and design work (\$20,000/trail segment = 10 miles or less) if through a consultant. Cost are considerably less for trails which can be constructed by volunteers, such as single-use hiking trails built by the Florida Trail Association. Typically, costs for a FTA trail will be for materials only (i.e., lumber, gasoline for power equipment, and paint).

The ELAP Program is seeking additional management funds from other sources, such as the Save Our Rivers Program, to fund management personnel for those sites which are jointly purchased by ELAP and SOR and managed by ELAP. However, it may be prudent for the ELAP Program to begin investigating funding mechanisms that will ensure the continued management of ELAP lands. For example, a permanent endowment to fund management might be possible. The Nature Conservancy uses a permanent endowment to manage its lands. The Conservancy establishes a management endowment for each site with a set-aside of 25 percent of the site acquisition cost.

**Florida Greenways Commission Funding Recommendations.** The Florida Greenways Commission, as part of its charge to develop a plan for a statewide greenway system, has assessed the current status of greenway activities in the state and recognized the following needs relating to funding:

1. The need to fund P2000 on a year-to-year basis and after the currently planned completion of the program in the year 2000;
2. The low level of current funding for resource management activities;
3. Insufficient funding for land acquisition and trail development; and
4. Insufficient funding for operation and maintenance of trails and other recreational facilities.

To address these funding needs, the Commission made a number of recommendations in its December 1994 report to the Governor, including the following:

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 state-wide greenway system.
2. The State should achieve full funding of the Florida Communities Trust so that the program can implement its entire statutory mission, which includes funding for land acquisition 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 the FDOT District Offices and the Metropolitan Planning Organizations to allocate more than the minimum 10 percent of Surface Transportation Program funds for ISTEA enhancement activities to fund the acquisition and development of greenways and trails that are part of the statewide greenway system and function as alternative transportation routes.

5. The State should develop a point-system for the CARL, SOR, FCT, and ISTEA programs that gives a higher ranking to projects which have matching funds and would contribute to the completion of a statewide greenway system.

**Local Funding Solutions for Recreational Greenways.** Depending on local support, funding for recreational corridors might be generated from private sponsorship and from any of a number of special taxing mechanisms.

Private Sponsorship. The Parks and Recreation Department is researching the feasibility of a program to provide opportunities for the private sector to enhance the park system in return for recognition of the sponsorship. The program would offer different funding levels from which to choose, such as a "Sponsor-A-Park" funding level of \$10,000 - \$50,000 per year depending on the park and an "Enrich-A-Park" level for participants who wish to donate the cost of a specified amenities such as benches, playground equipment, and picnic shelters. If sufficient support exists in the community from individuals, private organizations, and corporations, such a funding approach could be applied to greenways also.

Local Tax Options. Special taxing mechanisms can provide local funds for greenway corridors. These include a local option sales tax, property tax, utility tax, tourist development tax, local option gas tax, and bond issues secured with a long term tax.

Revenue from a sales tax has the greatest capacity to grow over time because of increases in population and tourism. However, sales taxes must be shared with the municipalities and can only be used to fund capital improvements, including land acquisition and development of facilities. A property tax, while least attractive to voters, can be used for capital and operational costs. Like the property tax, revenue from a utility tax can be used to cover operational costs.

State legislation allows local governments the option to tax specific categories of goods and services through a sales tax for specified capital improvements. This type of local option tax must be approved by referendum. The best example of a local sales tax initiative for greenway development is that of Pinellas County. The Pinellas Trail was included in the county's capital improvements program and voters approved a referendum to fund the trail and other improvements with a one-half cent local option add-on to the state sales tax.

At the same time voters in Pinellas approved this referendum by a margin of 200 votes, a sales tax proposal was overwhelmingly opposed and defeated by voters in Hillsborough County. Many believe Pinellas succeeded for two reasons: 1) some of the money to be generated from the tax was designated for the Pinellas Trail which citizens supported, and 2) Pinellas Trails, Inc., a nonprofit, private organization, helped promote the tax to voters.

Another local funding source is the tourist development tax, the "bed" tax levied on motels, hotels, and campsites. If developed and promoted, greenways could be attractions for tourists and thus benefit those affected by the tax. Groups seeking tourist tax dollars must take their case to the Tourist Development Council, which makes funding recommendations to the Board of County Commissioners. The County Commission makes the final decision on who receives funding.

Presently, about \$5 million is generated each year from four cents levied on every dollar spent on accommodations. The funds generated by the tax are being used for existing obligations, and a fifth cent will soon be collected to help pay for the new hockey arena. If tourism increases in the area due to new attractions, such as the Florida Aquarium, increased revenues would be expected which could be available for other uses.

The local option gas tax is used by many local governments, including Hillsborough County, to fund transportation improvements. Greenways which function as alternative transportation corridors can qualify as transportation improvements. Counties may levy a tax up to 11 cents on each gallon of motor fuel (gasoline and gasohol) and up to six cents on each gallon of diesel. The proceeds of the tax are shared with the municipalities.

The first six cents of tax on motor fuel can be imposed by a majority vote of the county commission or by a county-wide referendum. To impose the remaining 5 cents, an extraordinary vote of the county commission or a county-wide referendum initiated by that body is required. Hillsborough County presently levies six cents on motor fuel and diesel.

Currently, the sources of funds for county park projects are impact fees and bond issues secured with property taxes. Given the list of needed park improvements for which bonds have been issued, there are no funds available from this source for greenways. Park impact fees must be used for neighborhood and district parks needed due to new growth. Under the ordinance authorizing the Park Site Improvement Program, a greenway would not qualified as a neighborhood or district park.

Hillsborough County is facing a backlog of unfunded infrastructure needs. The County has identified almost \$1-billion in needed infrastructure including new and widened roads, road resurfacing, improved intersections, transit system, fire stations, stormwater pipes, and other projects. The Board of County Commissioners has held several workshops to discuss these needs and possible alternatives including addressing only the most drastic needs. The Board has also discussed funding options and the need to involve citizens in deciding the best way to address this issue.

In March and April of this year, County officials held meetings in the community to describe the County's unfunded infrastructure needs and ask citizens for their input, including what to build, how to build it, and how to pay for it. From this input, County officials hope to develop a defined list of projects voters want and identify funding options voters would likely support.

Based on citizen input, the Board of County Commissioners will consider whether to place a referendum on the ballot, possibly as early as September or November of 1995, to fund a specific list of capital improvement projects. The referendum would address a specific funding option requiring voter approval, such as a local option sales tax.

If voters approve the referendum, the Board might combine available options to better address capital and operational funding needs and citizen concerns about property taxes. For example, the Board might consider a 1/2 cent voter-approved sales tax which would generate at least \$50 million/year (\$35-county, \$15-municipalities) and a utility tax (\$30 million/year), with the possibility of lowering the property tax.

Specifically identified greenway projects which could be completed in a reasonably short time (e.g., five years) might increase support for a referendum if included in the list of improvements to be funded by the new funding source. If, on the other hand, greenways are not made a part of the list of capital improvements, or if voters do not support a referendum to fund capital improvements including greenways, a separate effort to place a referendum on the ballot which addresses only greenway funding could be undertaken if support for this approach exists in the community.

In summary, there are a number of ways to generate local funds to help pay for recreational greenways. It is the purview of the Board of County Commissioners to consider all available options for funding the acquisition, development, and maintenance of these corridors and pursue the most appropriate ones.

## IMPLEMENTATION FRAMEWORK

To create a greenway system in Hillsborough County, the Greenways Master Plan emphasizes the use of public lands, the voluntary participation of private landowners, and the application of existing land development regulations which protect green spaces.

The conceptual plan of the Greenways Master Plan is the vision, or blueprint, for the greenway system. Development of the system will involve protection of the natural corridors and phased acquisition and construction of the recreational corridors.

A formalized public process for implementing the Master Plan is needed to ensure the greenway system is created over time. The implementation framework described below would set in motion such a process.

**Greenways Program and Committee.** Once the Master Plan is approved by the Board of County Commissioners, the Greenways Advisory Committee will have completed its work and the County will begin to implement a greenways program. The purpose of the program will be to phase development of the greenway system and address development, protection, and management issues related to greenways.

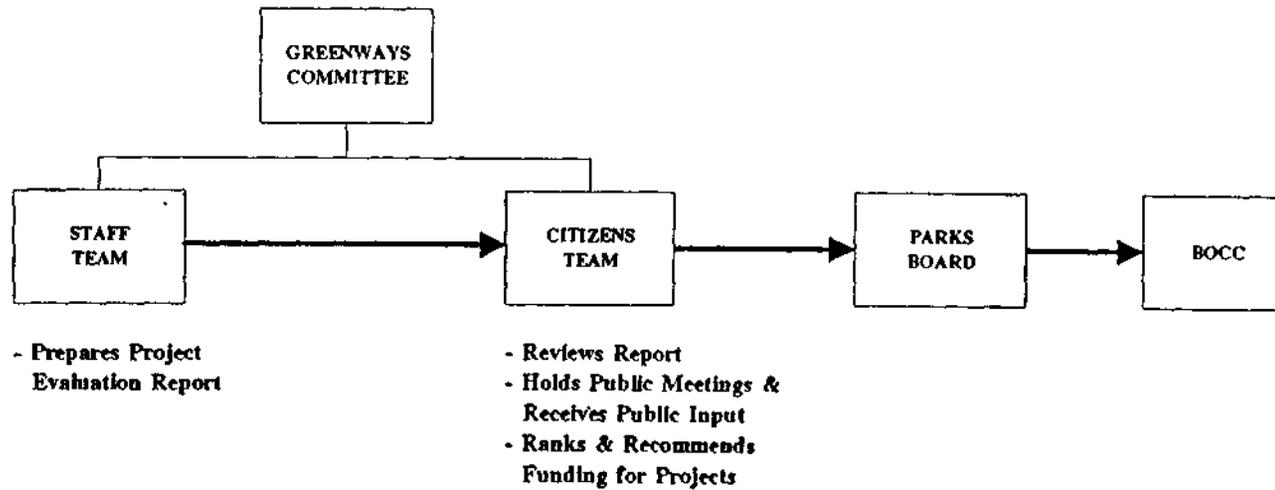
A Greenways Committee, consisting of citizens and designated staff, will be responsible for undertaking program activities. The committee will establish teams and subcommittees to perform the various tasks, including evaluating and ranking greenway projects for available funding and addressing issues related to greenway development and management. Figure 10 depicts the functional organization of the committee and its relationship to other entities involved.

The Greenways Committee will be open to all citizens interested in participating. Designated staff will include support staff to assist the committee in administering the process as well as committee members to provide expertise and help ensure governmental coordination.

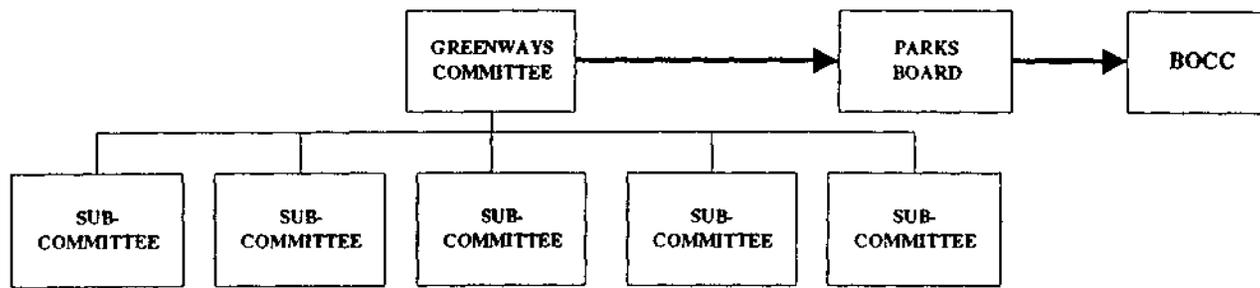
Designated staff committee members will include representatives from the following departments and agencies: Parks and Recreation Department, Environmental Protection Commission, Engineering and Construction Services Department, Real Estate Department, the Metropolitan Planning Organization (MPO), and Planning and Development Management Department, which will also provide the support staff. In addition to designated staff, representatives of city governments and utility companies will be encouraged to participate as members of the Greenways Committee.

**Figure 10. Greenways Program Functional Organization**

**PROJECT PRIORITIZING**



**GREENWAY ISSUES**



**SUBCOMMITTEE ISSUE/SUBJECT AREAS: (ILLUSTRATIVE)**

- Public Information and Support
- Transportation Plan Coordination
- Development Compatibility
- Design, Safety, Enforcement
- Environmental Land Acquisition

**Evaluating and Ranking Projects.** The task of evaluating, ranking, and recommending projects for available funding will be performed by two teams. The task typically will be undertaken on an annual basis, with some projects reviewed in a shorter time frame depending on the circumstances.

1. Staff Team. A Staff Team will prepare a project evaluation report containing the information necessary to prioritize projects which qualify for consideration. To qualify for consideration, the project must contribute to, or further the development of, the greenway system as envisioned by the Master Plan. Each year, the Staff Team, or any citizen, can nominate a potential greenway project for consideration. The Staff Team will attempt to identify one or more projects from each major geographic area of the county for consideration.

The first task of the Staff Team will be to draft definitions of the prioritizing criteria for the Greenways Committee's approval (See section titled "Phasing Development" for list of criteria). The criteria must be defined in a manner that will enable them to be objectively and consistently applied to each project under consideration.

The Staff Team will be composed of a representative of Planning and Development Management, Environmental Protection Commission, Engineering and Construction Services, Real Estate, Parks and Recreation, and the MPO. The Staff Team will elect a chair.

2. Citizen Team. A Citizen Team will review the project evaluation report, hold a public meeting to solicit comments on proposed projects, and establish a priority ranking for funding projects using the criteria and prioritization process described in the Master Plan. Support staff will prepare a report containing the project evaluations and the project ranking and funding recommendations. The Parks and Recreation Advisory Board will be responsible for reviewing and approving the report before it is presented to the Board of County Commissioners.

The Greenways Committee will appoint committee members to the Citizen Team. Ideally, the Citizen Team will be composed of nine (9) members and will reflect the recreational and resource interests in the county as well as represent the county geographically. Team members will be appointed for a term to be decided by the committee, with initial terms of varying lengths so that future appointments do not all occur at the same time (e.g., team members could serve 3-year terms, with an initial term of two (2) years for the first four

team members appointed by the committee). A team member may be reappointed by the committee when the member's term expires. Appointments to fill unexpired terms will be for the unexpired term only. The Citizen Team will elect a chair on an annual basis.

Depending on the potential funding source for a particular project, the Citizen Team will evaluate and rank the project to coincide with the program's funding cycle. If a new local funding source is created specifically for the Greenways Program, as was done for the acquisition of environmentally sensitive lands, the Citizens Team will establish an annual schedule for ranking and recommending projects to be funded by this dedicated source of revenue.

**Addressing Greenway Issues.** The task of addressing greenway issues will be undertaken by the Greenways Committee by forming subcommittees to study the issues and report back to the committee. Issues to be addressed will include those identified in the Master Plan as well as new opportunities and issues as they arise over time. The committee will make findings and any recommendations to address the issues. Support staff will incorporate the findings and recommendations into the report containing project funding recommendations. The Parks and Recreation Advisory Board will be responsible for reviewing and approving the report before it is presented to the BOCC.

It is anticipated that the following kinds of activities will be undertaken to address greenway issues:

1. **Environmental Land.** The committee will nominate for acquisition those natural segments which would contribute to, or further development of, the greenway system and which have not been previously nominated but appear to meet an environmental land acquisition program's qualifying criteria. Also, the committee will advocate a high acquisition priority for those approved program sites which, if acquired, would contribute to the protection of the natural corridors of the greenway system.
2. **Public Information and Support.** The committee will prepare and provide information to community organizations and the public in general about greenway benefits, the Master Plan, and the funding needed for recreational corridors. With assistance from Planning and Development Management Department and the Public Information Office, the committee will provide

information through various means, including printing and distribution of a Master Plan Summary, speaker's bureau, greenways video, brochures, press releases, newsletters, and interviews on local television public affairs programs.

Also, the committee will survey the public to determine whether support exists for a local tax to fund greenway trails. If the BOCC decides to place a referendum on the ballot to determine whether voters would support a local tax to fund recreational greenways, the committee will provide information to community organizations interested in building support for this new funding source.

3. Transportation Plan Coordination. The committee will closely coordinate its efforts with the Bicycle Advisory Committee and the Metropolitan Planning Organization's Technical Advisory Committee to identify connections to on-road bicycle facilities and to identify feasible, safe road crossings as well as opportunities for parallel corridors. Also, the committee will advocate a high priority for construction of new on-road facilities which would provide needed connections to existing greenways.
4. Development Compatibility. The committee will help ensure compatibility of development within and adjacent to greenways. For example, the committee will evaluate the Land Development Code and identify ways to focus existing requirements and review procedures on achieving greenway objectives. The committee also will develop, as a document of the Master Plan, guidelines addressing development impacts on greenways.
5. Park Site Options. The committee will study possible options for developers to meet park improvement requirements and achieve greenway objectives. The committee will review the Park Site Improvement Ordinance and recommend any revisions needed to allow a recreational greenway in lieu of a neighborhood park in appropriate circumstances.
6. Trail Use Conflicts. The committee will develop ways to minimize trail use conflicts to ensure safety of people and protection of natural resources. For example, the committee will conduct research on how other communities have addressed these issues and help develop for the Board's consideration a trail user ordinance and educational materials to enforce safety and resource protection rules.

The committee will address other greenway issues and opportunities as they arise over time. Thus, the activities the committee undertakes will not be limited to those listed above. For example, security and maintenance issues will receive greater attention once projects are completed.

## PHASING DEVELOPMENT

A process for phasing development of the greenway system, which involves prioritization and budget planning, is needed to ensure that the system is developed in a logical and efficient manner. A method for prioritizing greenway corridors and an approach to planning the development and maintenance budgets are described in this section.

**Natural Corridors.** The primary method for incorporating natural corridors into the greenway system will be through public acquisition of fee or less-than fee ownership of the land. As described in the previous section, many of the natural corridors of the planned greenway system which appear to meet the qualifying criteria of an environmental land acquisition program will be nominated for acquisition. To a limited extent, existing land development regulations will protect other natural corridors and open spaces identified as part of the greenway system. The development and use of guidelines to ensure compatible activities within and adjacent to greenway corridors also will be helpful. (See the section titled "Protection Tools, Incentives, and Other Strategies" for a discussion of this issue.)

**Recreational Corridors.** A number of factors will need to be considered to determine the order in which recreational corridors will be added to the greenway system. These include funding availability, public support, and whether the segment would connect to an existing recreational corridor, among others. Weighing these factors to determine priority segments will ensure the most efficient and effective use of time and resources to develop the greenway system. This outcome will be assured by using the prioritizing criteria and ranking process described below.

**Prioritizing Criteria and Ranking Process for Recreational Corridors.** The greenway prioritizing criteria and ranking process described in this section are based on the prioritizing process recommended in the Hillsborough County Comprehensive Bicycle Plan for developing off-road facilities. In addition, the method for ranking greenway projects is similar to that used by the ELAP Program.

To qualify for consideration, a project must contribute to, or further the development of, the greenway system as envisioned by the Master Plan. If the project qualifies for consideration, two other questions must also be answered before evaluating the project. These include: Is the land available? (i.e., is it publicly owned and compatible for use as a recreational corridor or privately owned by a willing seller or otherwise willing participant?) And, is the facility technically feasible?

Once these questions are answered in the affirmative, the project should be initially evaluated based on funding availability, connectivity, number of entities involved, anticipated environmental impacts, endangerment due to development for another use, and facilities demand including the amount of public support and the proximity of the project to a community.

When evaluating a project based on the funding availability criterion, factors affecting the project's funding status need to be considered. For example, one would give a higher evaluation under the funding availability criterion for a project that has been allocated funding versus one which has not received funding. Similarly, a project which has qualified for funds from a funding program would receive a higher evaluation under the funding availability criterion than one which has not qualified.

The second level of evaluation should consist of quantifying the benefits of the facility and its costs. Benefits could include recreational, transportation, and educational benefits, for example. Costs would include the total cost to acquire, the cost per acre, and the design, construction, and maintenance costs. Also important to consider are the estimated completion time of the project and whether a managing entity has been identified. Figure 11 illustrates the prioritizing process.

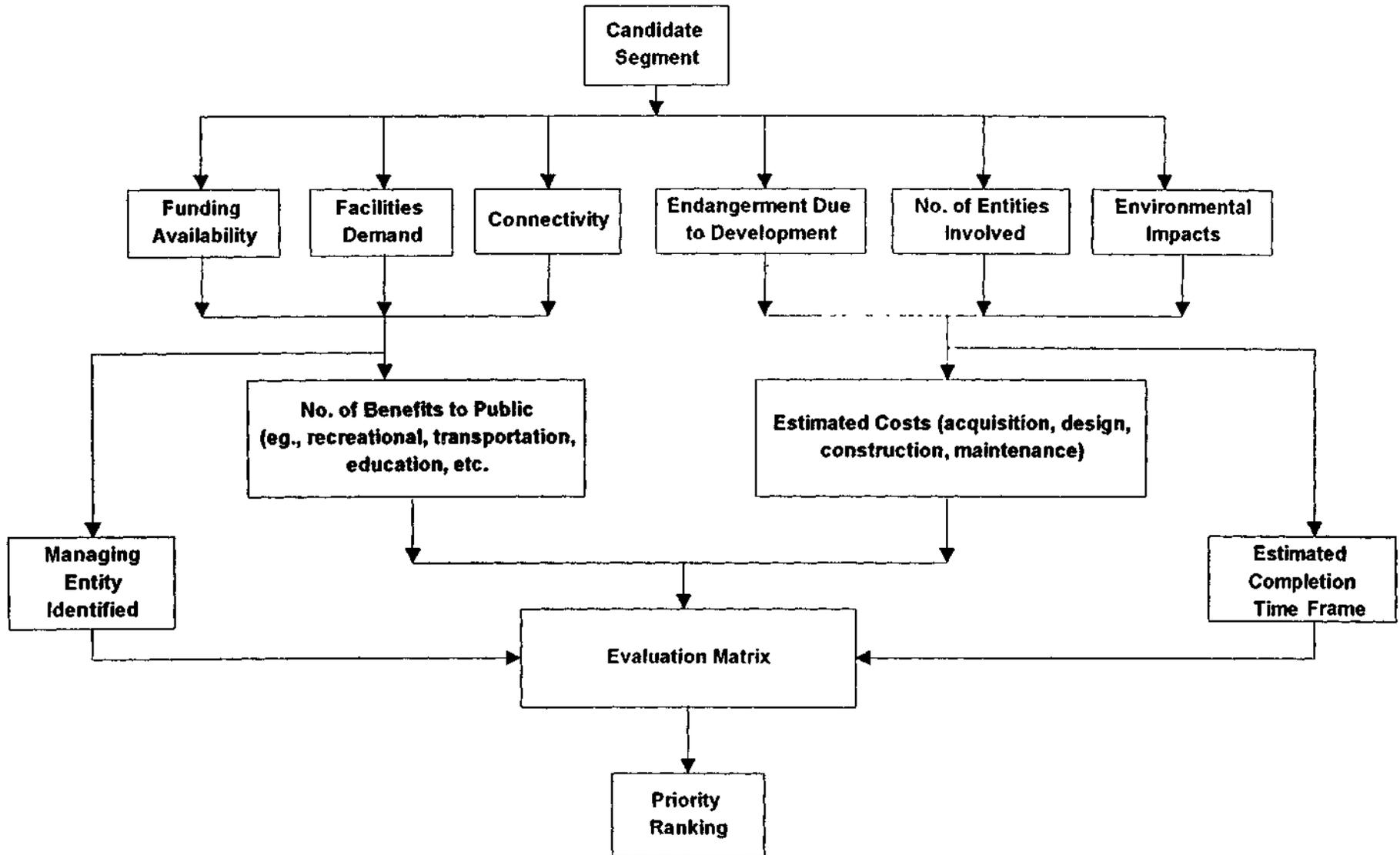
Some of the criteria listed above have greater importance than others and should be given greater weight. For example, greater weight should be given to public support, endangerment due to development for another use, number of benefits to the public, costs, and funding availability. The relative importance of the criteria can be indicated by using a point system. Additionally, an evaluation matrix, as shown in Table 2, can be employed to compare the evaluation of one project with that of another.

The prioritizing criteria and ranking process described in this section provides a guideline for committee-level evaluation of competing projects. However, it is intended to be flexible so as to be responsive to project-specific opportunities.

**Greenway Budget Planning.** Information from the prioritization process, including the estimated capital and operational costs and the completion time frames for each of the ranked projects, can be used to plan a budget for developing and maintaining the recreational corridors of the greenway system. Using this information, a budget can be prepared that indicates the number of projects which can be accomplished in a specified time horizon, the priority of each project, and the total costs to complete and maintain those projects. Typically, this type of analysis is performed for a five-year horizon.

**Figure 11. Greenway Prioritization Process**

(Recreational Segment)



**Table 2. Greenway Evaluation Matrix**

<b>PRIORITIZING CRITERIA</b> ASSIGN A POINT VALUE FOR EACH OF THE FOLLOWING CRITERIA 0=Does Not Meet Criterion; 1(2)=Low; 2(4)=Medium; 3(6)=High	<b>RECREATIONAL SEGMENTS &gt;</b>									
Public Support	0 2 4 6									
Proximity to a community	0 1 2 3									
Connection to off-road facility	0 1 2 3									
Connection to on-road facility	0 1 2 3									
Public versus private land	0 1 2 3									
Number of property owners	0 1 2 3									
Amount of land available	0 1 2 3									
Endangment due to development for another use	0 2 4 6									
Anticipated environmental impacts	0 1 2 3									
Number of entities involved	0 1 2 3									
Number of benefits to public	0 2 4 6									
Costs (acquisition, design, construction, maintenance)	0 2 4 6									
Funding availability	0 2 4 6									
Estimated completion time frame	0 1 2 3									
Managing entity identified	0 1 2 3									
Opportunities not listed above	0 1 2 3									
<b>TOTAL SCORE</b>										

It is important that the budget address both capital and operational costs. Even though a facility should not be built if there are not sufficient funds to properly maintain it, it is often easier to obtain funding to build a trail than to secure adequate funds for the personnel to maintain it. A budget that takes both capital and operational costs into account is the essential first step to ensuring adequate funding for maintenance once the facility is constructed.

Determining the operational costs can involve examining other similar facilities to see what the costs might be. Will new maintenance equipment be needed? Will a new manager and other positions be necessary, or can the work be done by existing personnel? Another question to answer is what, if any, work will be undertaken by another government agency or by contract with a private company.

**Relationship to County Budget Planning.** A five-year greenways budget is important information to provide county planners involved in Hillsborough County's capital planning process. During this process, the County's capital needs are identified, and a determination is made as to whether revenues are available for those needs. Also determined is what the impact would be on the County's operating budget to operate and maintain the projects once completed.

Proposing greenway projects for funding consideration and working with the Budget Department to seek action by the Board of County Commissioners would be an appropriate role of the Greenways Committee.

**Budget Approval Process.** Hillsborough County's budget approval process generally involves the following four steps:

1. Development of the Proposed Budget. In recent years, each County department has started with a "zero-based budget," from which it develops a "continuation budget." The target is to spend no more than was spent the previous year. This does not account for new responsibilities and raises, unless budget cuts are made elsewhere.

For the Parks and Recreation Department, it's important to show new maintenance costs first, because new parks are added to the park system every year. Then the cost of raises and new responsibilities are added. These new costs are presented as either "mandates" or "desired level of service." The outcome is the proposed continuation budget.

2. Presentation to the Administrator. The next step is the presentation of the department budgets to the County Administrator. With so many funding needs (sheriff, roads, fire, etc.), a department's budget presentation to the Administrator must clearly show a sound justification in order to compete with other needs.
3. Board Meetings and Citizen Input. Once the Administrator is convinced the budget is appropriate, a series of workshops and two advertised public hearings are held by the Board of County Commissioners. At these meetings citizens can advocate particular projects, show support for a department's budget, or raise other budget concerns.
4. Board Approval. When the Board is considering approval of funds for construction or maintenance of a project, staff must at that time clearly articulate the costs and obtain Board approval of the spending amount. It also is helpful later if the affected department has kept a copy of the meeting minutes which document the approval.

## PUBLIC SUPPORT

Community awareness and support are essential to implement the Greenways Master Plan and develop a county-wide system of greenways. In a previous section, actions the Greenways Committee could take to promote public awareness of the greenways plan were identified, including distribution of information about the plan, newsletter updates, press releases, and interviews on local television public affairs programs. Discussed below are two important ways to build public support for greenways – by completing a demonstration project and by working closely with citizen groups, community organizations, local businesses, and landowners with an interest in greenways.

**Demonstration Project.** The best way to demonstrate the benefits of greenways and thereby increase support for developing a greenway system is by completing the planning, design, and construction of a greenway that will receive a high level of use, such as a recreational corridor in a populated area of the county. To accomplish this as quickly as possible, the greenway chosen as the demonstration project should be in public ownership and the funds to complete the identified segment should be currently available or anticipated to be available within a short period of time.

Several county trail projects have some funds available for acquisition or construction. These include Old Fort King Trail (Phase I), Upper Tampa Bay Trail (Phase I), and Town N<sup>1</sup> Country Linear Park.

The planned Old Fort King Trail, which is located in the rural northeast part of the county, is a privately owned corridor with numerous property owners. Funding for acquisition of the first 4.5-mile segment between Hillsborough River State Park and John B. Sargent Park has been awarded the County by the Rails-to Trails Program. While the work to acquire the Old Fort King corridor should be a priority and proceed immediately, this trail segment may not be the most appropriate demonstration project for two reasons. The number of private landowners involved could create complications and delays in acquisition, and, once acquired and constructed, this trail segment might not be as utilized as one located in a more populated area.

The corridors that comprise Upper Tampa Bay Trail (Phase I) and that portion of Town N<sup>1</sup> Country Linear Park east of Webb Road are publicly owned and located in the county's populous northwest. Both of these projects have some funding available for trail construction.

The County has been awarded ISTEA funds in the amount of \$600,000 for the first 3-mile segment of Upper Tampa Bay Trail between Ehrlich Road and Linebaugh Avenue. While ISTEA funding for this project has been approved since 1992, the project is currently in the pre-design stage, with the County and the Florida Department of Transportation working to address a number of administrative and procedural issues.

County funds for the portion of Town \*N Country Linear Park along Channel G between Webb Road and the Shimberg Baseball Complex have been approved and can be spent as soon as design drawings are completed and approved. Also, extensions of the project between Webb Road and Sheldon Road and between the baseball complex and Sweetwater Creek are listed on the County's list of capital improvements for FY 95-00 funding.

Given the status of each of these greenway projects, the Town \*N Country Linear Park project appears to be the most appropriate choice for a demonstration project.

**Private Organizations and Public-Private Partnerships.** Greenways benefit many different types of outdoor enthusiasts as well as businesses, schools and neighborhoods. Those who benefit include hikers, school children, birders, bicyclists, canoeists, runners, equestrians, fishermen, skaters, bike shops, canoe liveries, sporting goods stores, restaurants and motels. Numerous private organizations in the Tampa Bay area represent many of these varying interests, such as chambers of commerce, civic and homeowner associations, Florida Trail Association, Tampa Bay Group of the Sierra Club, Tampa Audubon Society, Tampa Bay Freewheelers, Hillsborough River Riders, and Hillsborough Trails, to name a few. Informing and organizing the support of groups which have an interest in greenways would be an effective way to increase public support for developing greenways.

Such organizations can play a key role in helping the greenways plan become a reality. For example, Pinellas Trails, Inc., a non-profit, private organization in Pinellas County, has played an important role in organizing public support for the Pinellas Trail, from concept to reality. Staffed by volunteers from various communities throughout the county, this organization's membership includes individuals, families, organizations, and businesses. Pinellas Trails, Inc. successfully rallied support for a local sales tax increase to build the trail and is now playing a leadership role in making the Pinellas Trail one of the best greenways in the country. The organization produces a quarterly newsletter and raises funds for trail amenities such as benches, picnic tables, water fountains, landscaping, trail markers, and maps.

Hillsborough Trails, Inc., a private organization in Hillsborough County, envisions a similar role in promoting a greenway system in Hillsborough. The organization's stated goal is to develop an off-road, county-wide, multi-use trail system. Hillsborough Trails seeks to inform citizens about greenways and trails and increase public support through such efforts as producing a quarterly newsletter and building a coalition of supporting organizations and businesses interested in greenways and trails.

Other types of organizations can be effective in focusing attention on a particular greenway corridor. Forming a local land trust which targets a specific area for protection is one way. This type of private organization is described in the section titled "Funding Greenways." Another effective structure is the public-private model exemplified by the Hillsborough River Greenways Task Force. This task force is a partnership of landowners, public agencies, private organizations, and interested citizens that has successfully focused attention on protecting the upper Hillsborough River basin. By working together, this group has identified area-specific issues and developed useful protection strategies tailored to the Hillsborough River corridor.

The efforts of all these types of organizations are needed to promote greenways in Hillsborough County. Moreover, establishment of effective coalitions will help maintain the focus on developing the greenway system and will ensure that County agencies involved in implementing the plan continue to regard development of the greenway system as an important priority.

# Appendices

<b>Appendix A</b>	Greenway-Related Comprehensive Plan Policies
<b>Appendix B</b>	National Park Service Technical Assistance Memorandum of Understanding
<b>Appendix C</b>	Inventory Maps and Tables
<b>Appendix D</b>	Greenways Advisory Committee Membership and Composition
<b>Appendix E</b>	Greenways Opinion Survey
<b>Appendix F</b>	January 1995 Greenways Newsletter
<b>Appendix G</b>	Summary of Public Input on Draft Hillsborough Greenways Plan
<b>Appendix H</b>	Project Summaries

# Appendix A

Greenway-Related Comprehensive Plan Policies

# FUTURE OF HILLSBOROUGH COMPREHENSIVE PLAN GREENWAY RELATED POLICIES

## RECREATION AND OPEN SPACE ELEMENT

**GOAL:** To ensure that appropriate public parks, recreational facilities and open spaces are available and reasonably accessible to the public, including the elderly and handicapped, by correcting existing deficiencies, meeting future needs, and maintaining a feasible and adequate level of service within unincorporated Hillsborough County.

**OBJECTIVE 4:** By 1994, develop a greenway network plan which includes identifying ways to interconnect recreation and conservation areas. The greenway network plan shall be developed by implementing the policies listed below:

**Policy 4.1:**

Recreation and conservation lands that will serve as focal points in the greenway network shall be identified

**Policy 4.2:**

Public lands shall be efficiently used by combining public service activities, such as recreation, stormwater management and aquifer recharge areas and linking them into a greenway network, wherever possible.

**Policy 4.3:**

Recreation and conservation lands shall be connected, where possible, into an greenway network to protect wildlife habitat corridors and provide continual access to other public lands via existing rights-of-ways, existing and extended bike paths, nature trails, and other corridor open spaces in order to minimize public acquisition of private land.

**Policy 4.4:**

The County shall explore possibilities to develop standards for open spaces as an alternative approach to address future recreational needs.

**OBJECTIVE 9:** Annually review County-owned lands to determine their suitability for open space, park or recreation facilities and prioritize them for such uses.

**Policy 9.1:**

The County shall explore multiple use opportunities on County-owned lands and opportunities for connections with a greenway network.

**OBJECTIVE 13:** Continue to use all leisure financing techniques available for providing recreational opportunities.

**Policy 13.1:**

Use of all grant, foundations and other funding sources shall be continued and recreation needs shall be prioritized through the capital improvement program in order to provide a sound recreation and greenway system.

**Policy 13.4:**

Joint financing shall be encouraged for activities and programs that can be combined, such as landscaping of rights-of-way and development of a greenway network.

**FUTURE LAND USE ELEMENT**

**GOAL:** To ensure that the character and location of land uses optimize the combined potentials for economic benefit and the enjoyment and protection of natural resources while minimizing the threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation.

**OBJECTIVE A-7:** The goals of clustered development to achieve open space shall be to require development to occur in a manner that protects natural resources (including wetlands, wildlife habitat, aquifer recharge, floodplains, and other resources) and/or permit the continuation of agricultural activities in areas suited for such uses.

**Policy A-7.5:**

Wherever feasible and functionally possible, required open spaces for individual projects should be integrated into an open space network or greenway system, particularly when contiguous parcels have already been identified or reserved for such purposes (e.g., to support a wildlife, greenway, or hiking corridor).

**OBJECTIVE B-8:** Increase Hillsborough County's attractiveness to tourists through establishment of a land use pattern... aimed at enhancing the area's natural and man-made environments...

**Policy B-8.1:**

Hillsborough County shall develop a plan that will provide improved public access to natural and man-made amenities.

**Policy B-8.2:**

Hillsborough County has many unique land areas and water ways which are suitable for camping, fishing, canoeing as well as other outdoor activities. The County should evaluate strategies which would establish Hillsborough County as an "ecotourism" destination.

**GOAL C:** To make the rivers of Hillsborough County cleaner, safer, and more attractive, protect the natural functions and wildlife habitats in the river corridors, and promote the economic and recreational benefits provided by these water bodies.

**OBJECTIVE C-7:** Minimize urban encroachment along the rivers by encouraging the establishment of a "green" river corridor through the protection of the river banks and associated vegetation.

**Policy C-7.2:**

The use of public riverfront property shall preserve the riverbank where it exists in a natural state and shall protect associated natural resources.

**OBJECTIVE C-13:** Manage the Hillsborough River as an important community asset and provide appropriate public access to this valuable natural amenity.

**Policy C-13.1:**

Private landowners shall be encouraged to provide public vistas, dedications of land interests, and pedestrian/bike paths which link public and private property within the river corridor into a linear greenway system.

**OBJECTIVE C-15:** Preserve the rural character of the upper Hillsborough River by discouraging additional development except for those sites improved or developed that are dedicated to passive recreational pursuits within the river corridor.

**Policy C-15.1:**

The upper Hillsborough River shall be managed as a wildlife habitat corridor to provide an area for wildlife passage.

**Policy C-15.2:**

Recreation facilities in the upper Hillsborough River corridor shall be designed to minimize impacts upon wildlife habitat by encouraging less disruptive passive pursuits such as hiking, nature study, photography, picnicking, fishing, and canoeing. No buildings or bath houses shall be constructed within 500 feet of the river.

**OBJECTIVE C-17:** Preserve and restore natural vegetation and wildlife habitats and preserve archaeological resources.

**Policy C-17.2:**

Encourage the reclamation of mined lands along the Alafia River with native vegetation and encourage public acquisition for wildlife corridors, where appropriate.

**Policy C-17.3:**

Promote the use of mechanisms designed to bring private undeveloped lands along the river into public ownership and management, focusing on programs such as the Trust for

Public Lands, tax incentives, impact fee and density credits, wildlife conservation easements, transfer of development rights, and long-term leases.

**OBJECTIVE C-24:** Minimize urban encroachment upon the river bank by encouraging the establishment of a "green" river corridor. River corridor preservation can best be achieved through protection of the natural shoreline and associated wetlands and uplands.

**Policy C-24.2:**

The Little Manatee shall be recognized as providing important wildlife habitat and managed as a corridor for wildlife passage.

**Policy C-24.3:**

The Little Manatee River shall be recognized as an important recreational resource.

**Policy C-24.4:**

Recreation facilities in the Little Manatee River corridor shall be designed to minimize impacts upon essential and significant wildlife habitat. This is to be achieved by encouraging passive river corridor use, such as hiking, picnicking, nature study, photography, fishing, and canoeing.

## **CONSERVATION AND AQUIFER RECHARGE ELEMENT**

**GOAL:** To preserve, conserve, restore and appropriately manage the natural resources of Hillsborough County to maintain or enhance environmental quality for present and future generations.

**OBJECTIVE 13:** Protect significant wildlife habitat and prevent any further net loss of essential wildlife habitat in Hillsborough County.

**Policy 13.5:**

The County shall continue to implement a comprehensive program to conserve and protect significant wildlife habitat from development activities. The program may include, but not be limited to, the following:

- Transfer of development rights;
- Clustering and setback requirements;
- Conservation easements;
- Post-acquisition disposition mechanisms (lease back options);
- Fee simple purchase;
- Land or mitigation banking; and
- Tax incentives.

**Policy 13.7:**

During the land use planning and development review processes, the County shall consider the effects of development on significant wildlife habitat, to protect wildlife corridors from fragmentation. Where necessary to prevent fragmentation of wildlife corridors, the County shall require the preservation of wildlife corridors within developments projects.

**Policy 13.11:**

By 1994, the County shall identify and adopt a wildlife corridor greenway, generally north of the city of Tampa's northern boundary to the Pasco County line, connecting Cypress Creek and the Hillsborough River.

**OBJECTIVE 16:** By 1995, the acreage of publicly-owned or otherwise protected (through private ownership) natural preserve lands in the County shall be increased by at least 15,000 acres (which is approximately 50% more than 1988 acreage). The County shall seek to continue increasing the acreage of natural preserve lands and to ensure their protection and proper use.

**Policy 16.4:**

The County shall continue to request the assistance in public acquisition of natural preserves under federal, State and regional programs including, but not limited to the Preservation 2000, Florida Communities Trust, Conservation and Recreation Lands and Save Our Rivers programs.

**Policy 16.6:**

The County shall provide multiple use opportunities on County-owned natural preserve lands consistent with natural resource protection and conservation, to provide for passive recreation, wildlife habitat protection, watershed protection, erosion control, maintenance or enhancement or water quality, aquifer recharge protection, or other such functions.

**Policy 16.8:**

Through the land use planning and development review processes, the County shall restrict incompatible development activities adjacent to publicly-owned or managed natural preserves.

**Policy 16.9:**

The County shall acquire, and support the acquisition of, a diversity of natural habitat types to ensure maximum diversity of wildlife species.

**DEFINITION**

**Greenway Network or Greenway System:** A system of interconnected open spaces which include areas, such as but not limited to recreation, conservation and aquifer recharge lands connected via existing rights of way, existing and extended bike paths, nature trails, rivers and other corridor open spaces.

# Appendix B

National Park Service Technical Assistance  
Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING

BETWEEN

US DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

AND

HILLSBOROUGH COUNTY BOARD OF COUNTY COMMISSIONERS

This MEMORANDUM OF UNDERSTANDING (MOU) made and entered into on this 30<sup>th</sup> day April of 1993, by and between the Southeast Region of the National Park Service and Hillsborough County, a political subdivision of the State of Florida.

WITNESSED

WHEREAS, this Memorandum of Understanding (MOU) between the Southeast Region of the National Park Service (NPS) and the Hillsborough County Board of County Commissioners (the County) defines the roles and responsibilities of the two agencies during completion of the Greenways Plan for unincorporated Hillsborough County, and

WHEREAS, the greenways plan is to be a master plan that would serve to link significant parcels of environmental, historic, cultural, scenic and recreational lands, open spaces, parks, stormwater management systems and wildlife habitat corridors into a network that provides public access.

NOW THEREFORE, in consideration of the terms and conditions of this MOU, the parties agree as follows.

I. OBJECTIVES

The NPS will provide technical assistance and guidance, assist with public participation, and provide program endorsement. Project support by the NPS will be provided through the Rivers, Trails, and Conservation Assistance Program authorized under Section 11 of the National Wild and Scenic Rivers Act, as amended (82 STAT. 906; 16 U.S.C. 1271).

The County will participate as project manager and coordinator. With NPS assistance, the County is responsible for developing the project work plan and schedule, organizing the resource data collection and mapping, initiating a demonstration

greenway project, and developing implementation strategies.

## II. STATEMENT OF WORK

The County, with assistance from the NFS, will provide staff and administrative services necessary to produce a Greenways Master Plan for unincorporated Hillsborough County.

The County has allocated 24 work months for preparation of the greenways plan, with the projected completion date of December, 1994. The County specifically agrees to the following:

1. To direct, coordinate and perform the resource data collection and resource mapping functions.
2. To develop project goals, resource selection suitability criteria, and feasibility guidelines.
3. To direct the formulation of implementation strategies.
4. To establish a mailing list for the citizen participation process and assist in the development and implementation of the citizen participation process.
5. To direct and coordinate the Upper Tampa Bay Trail project which will function as a demonstration greenway project.
6. To establish contacts with the local media for the purpose of publicizing the greenways project and soliciting public involvement.
7. To produce the final documents/maps of the project to include a master greenway plan and implementation strategies.

The NFS has allocated 24 work months for participation in the greenways plan and specifically agrees to the following:

1. To provide technical assistance and guidance necessary to prepare the greenways master plan for unincorporated Hillsborough County.
2. To participate in the project as a member of the study team.
3. To assist with the formulation of goals, resource suitability selection criteria and feasibility guidelines.
4. To organize the public participation framework and assist county staff at public workshops.
5. To assist on the Upper Tampa Bay Trail project.
6. To assist with the formulation of implementation strategies.
7. To create the first press release identifying the greenways project and acknowledging the support and participation of the NFS.
8. Provide an endorsement of the Hillsborough County Greenways Project subject to NFS review and approval.

### **III. TERMS OF AGREEMENT**

This MOU shall be in effect from the date first written above and shall expire on December 31, 1994, or until terminated under the provision of Article V, Termination and Modification.

### **IV. KEY OFFICIALS**

NATIONAL PARK SERVICE

**James W. Coleman, Jr.**, Regional Director, Southeast Region  
**Wallace C. Brittain**, Chief, Conservation Assistance Branch,  
Planning Division  
**Charlotte Gillis**, Project Manager  
**Chris Abbett**, Project Staff  
**Joe Cooley**, Project Staff

HILLSBOROUGH COUNTY

**Gene Boles**, Director, Planning and Development Management  
Department

### **V. TERMINATION AND MODIFICATION**

This MOU may be terminated or modified by the NPS or the County, 30 days after written notice of intent by either party. It may be amended or supplemented by the written mutual consent of both parties.

### **VI. GENERAL**

All obligations of the NPS hereunder are subject to the availability of funds, and to such direction and instructions as may have been or hereafter provided by Congress.

During the performance of this agreement, the participants agree to abide by the terms of Executive Order 11246 on nondiscrimination and will not discriminate against any person because of race, color, religion, sex or national origin. The participants will take affirmative action to ensure that applicants are employed without regard to their race, color, religion, sex or national origin.

"No member or delegate to Congress, or resident Commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom, but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit."

**VII. AUTHORIZING SIGNATURES**

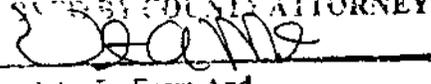
IN WITNESS THEREOF, these parties have executed this MOU as of the date and year written above.

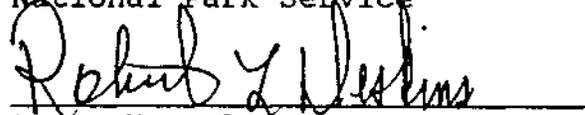
Attest Richard Ake  
Clerk of the Circuit Court

Board of County Commissioners,  
Hillsborough County, Florida

By:   
Deputy Clerk

By:   
Ed Turanchik, Chairman

BY COUNTY ATTORNEY  
  
Approved As To Form And  
Legal Sufficiency.

US Department of the Interior  
National Park Service  
  
FOR James W. Coleman, Jr.  
Regional Director  
Southeast Region

BOARD OF COUNTY COMMISSIONERS  
HILLSBOROUGH COUNTY FLORIDA  
DOCUMENT NO. 93-0704

# Appendix C

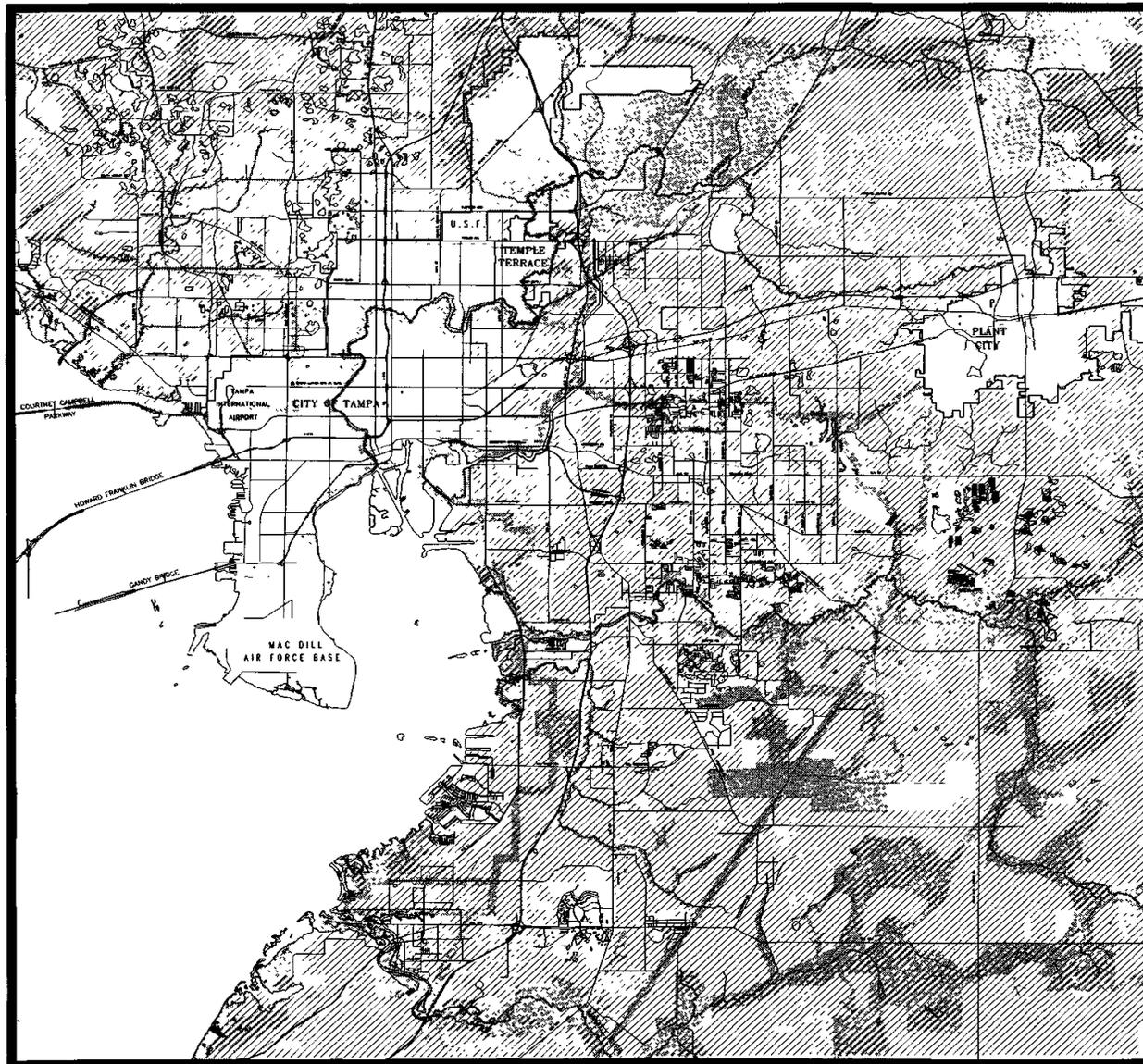
## Inventory Maps and Tables

### List of Figures

Figure C-1	Existing Land Uses
Figure C-2	Major Natural Areas
Figure C-3	Major Utility Corridors and Abandoned Rail Lines
Figure C-4	Major Development Projects
Figure C-5	Archeological Sites
Figure C-6	Historical Sites
Figure C-7	Bicycle Lanes and Existing Trails
Figure C-8	Schools
Figure C-9	Parks and Public Lands
Figure C-10	Public and Private Natural Preserves
Figure C-11	Phosphate Mining Boundaries

### List of Tables

Table C-1	Historical Sites: Florida Master Site Files
Table C-2	Historical Sites: Sites of Local Significance



**Existing  
Land Uses**

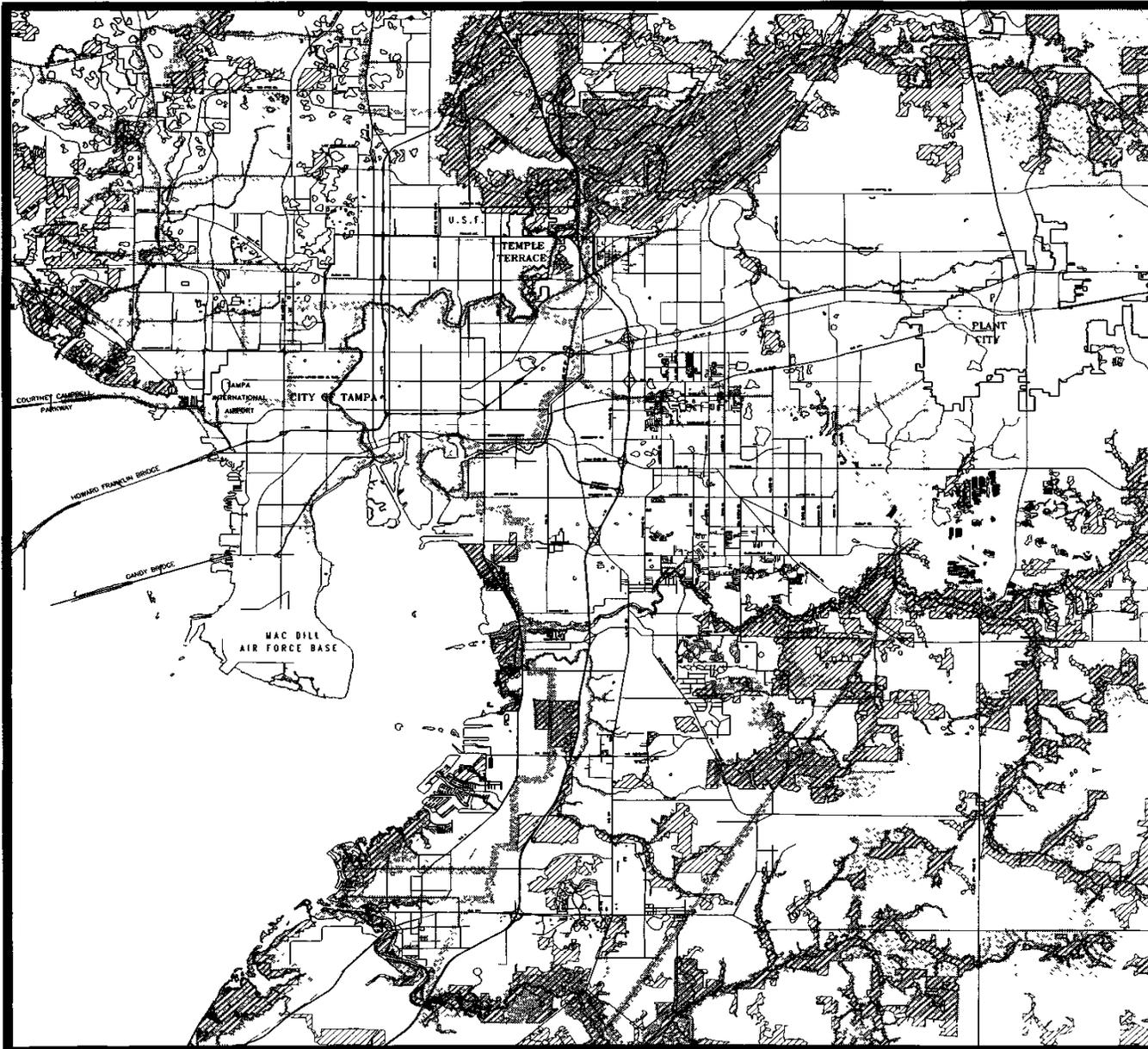
 Agricultural  
Mining, or  
Vacant Land

 All Other  
Land Uses

 Greenway  
System



**Figure C-1**



## Major Natural Areas

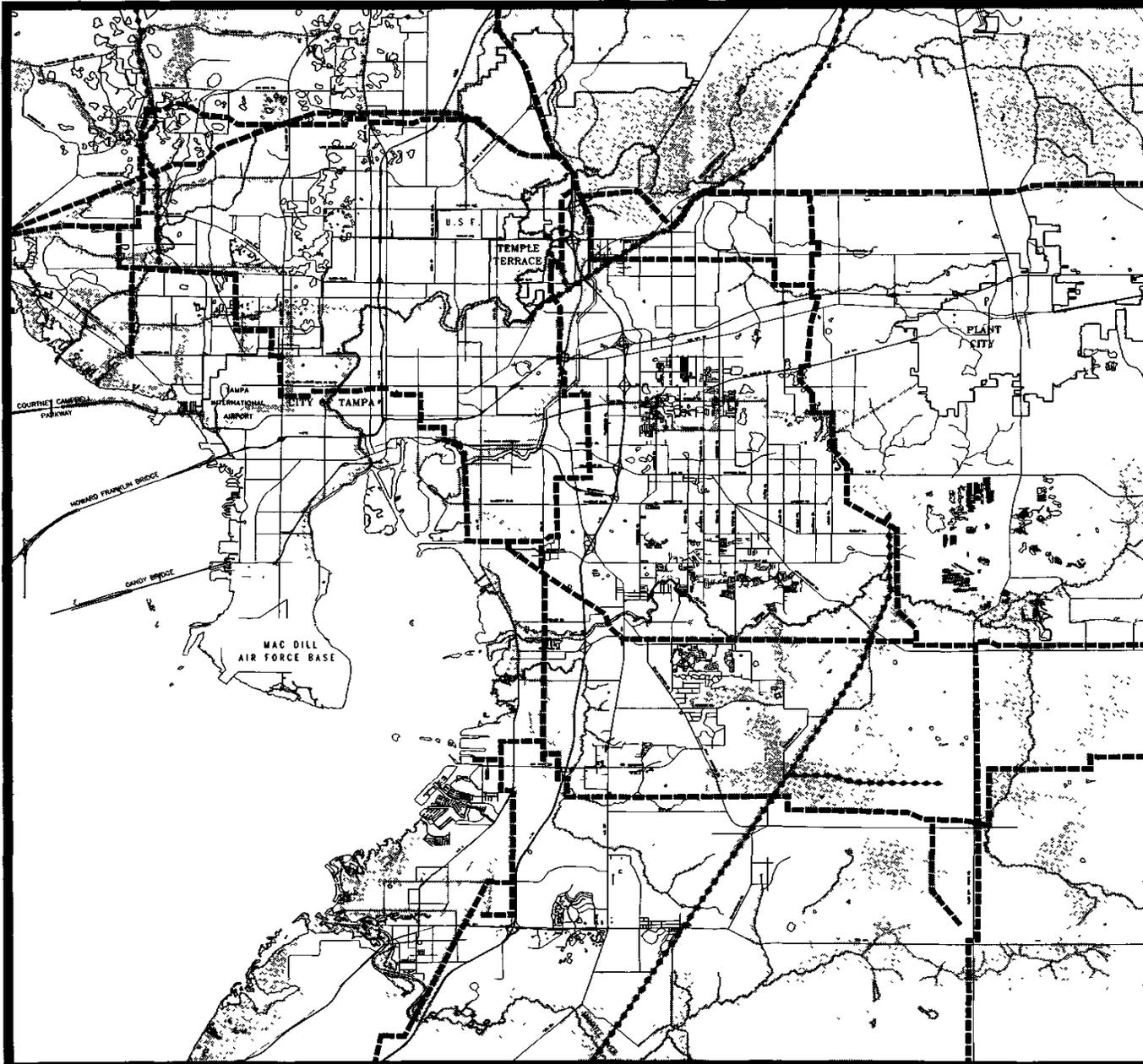
 Natural Area

 Greenway System



Hillsborough County  
Florida

  **Figure C-2**

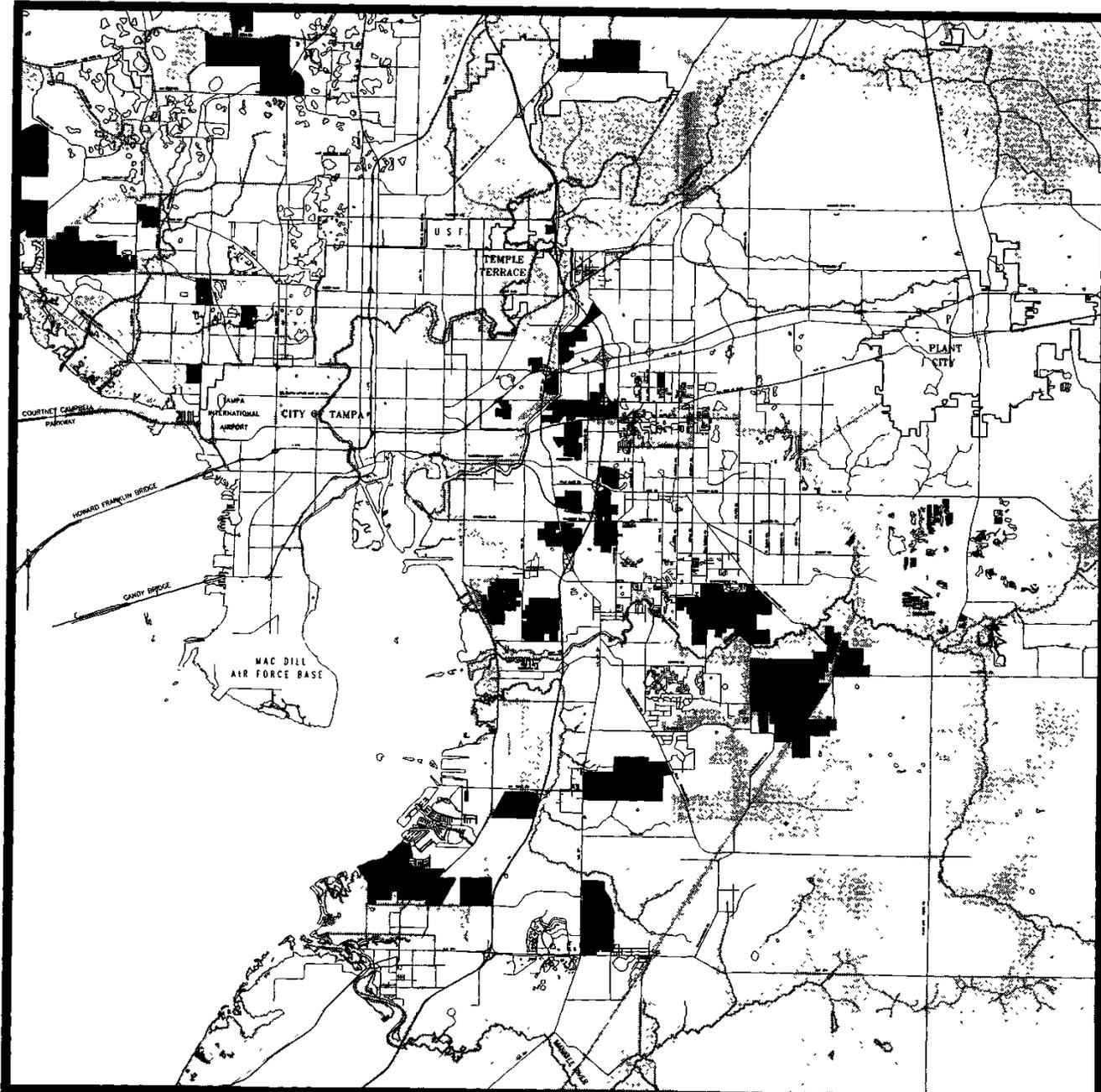


## Major Utility Corridors and Abandoned Rail Lines

-  Power Lines & Gas Lines
-  Rail Lines
-  Greenway System



**Figure C-3**



## Major Development Projects

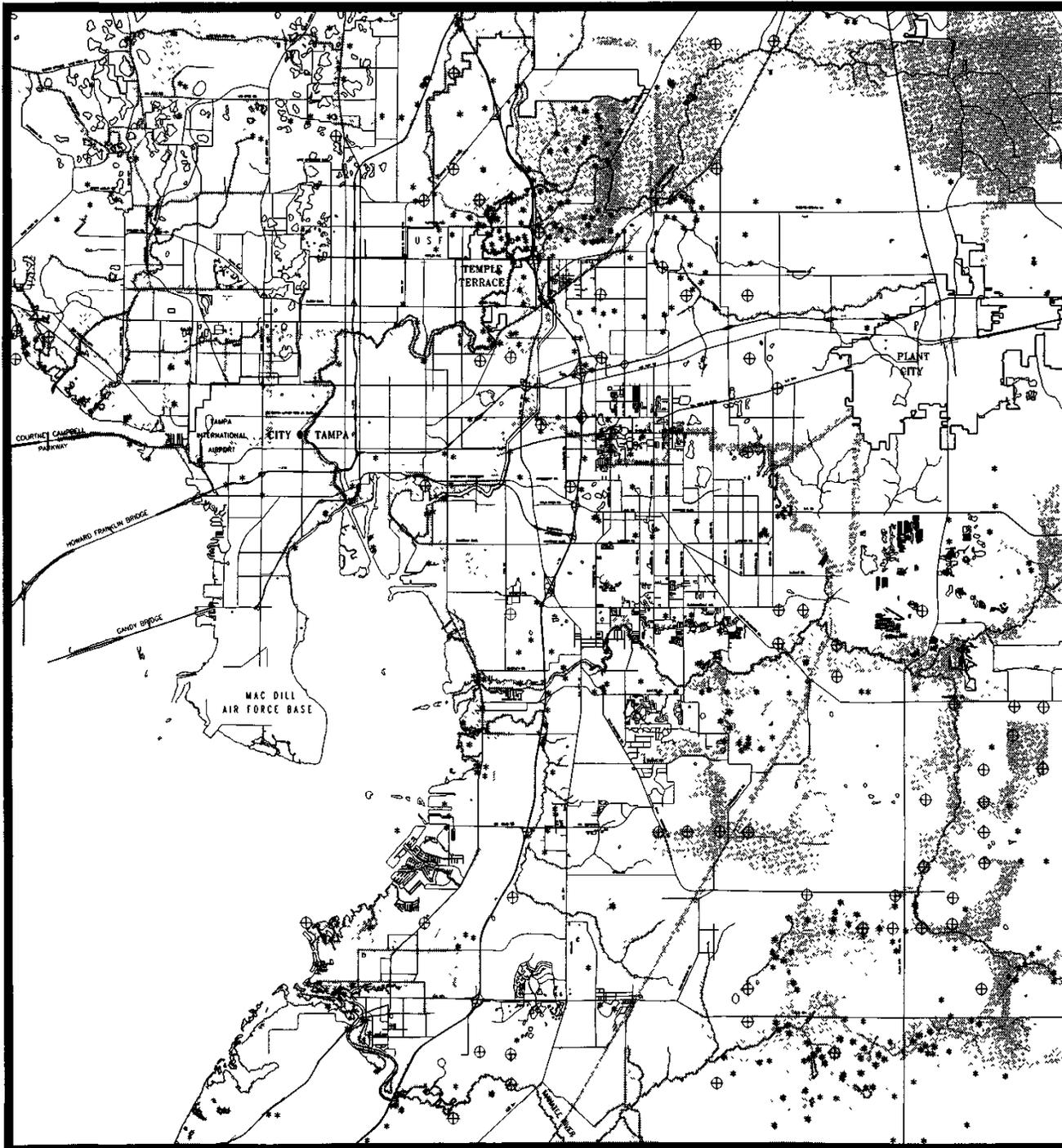
 Projects\*

\* Major DRI and other projects that are not built out as of April 1995.

 Greenway System



**Figure C-4**



## Archaeological Sites

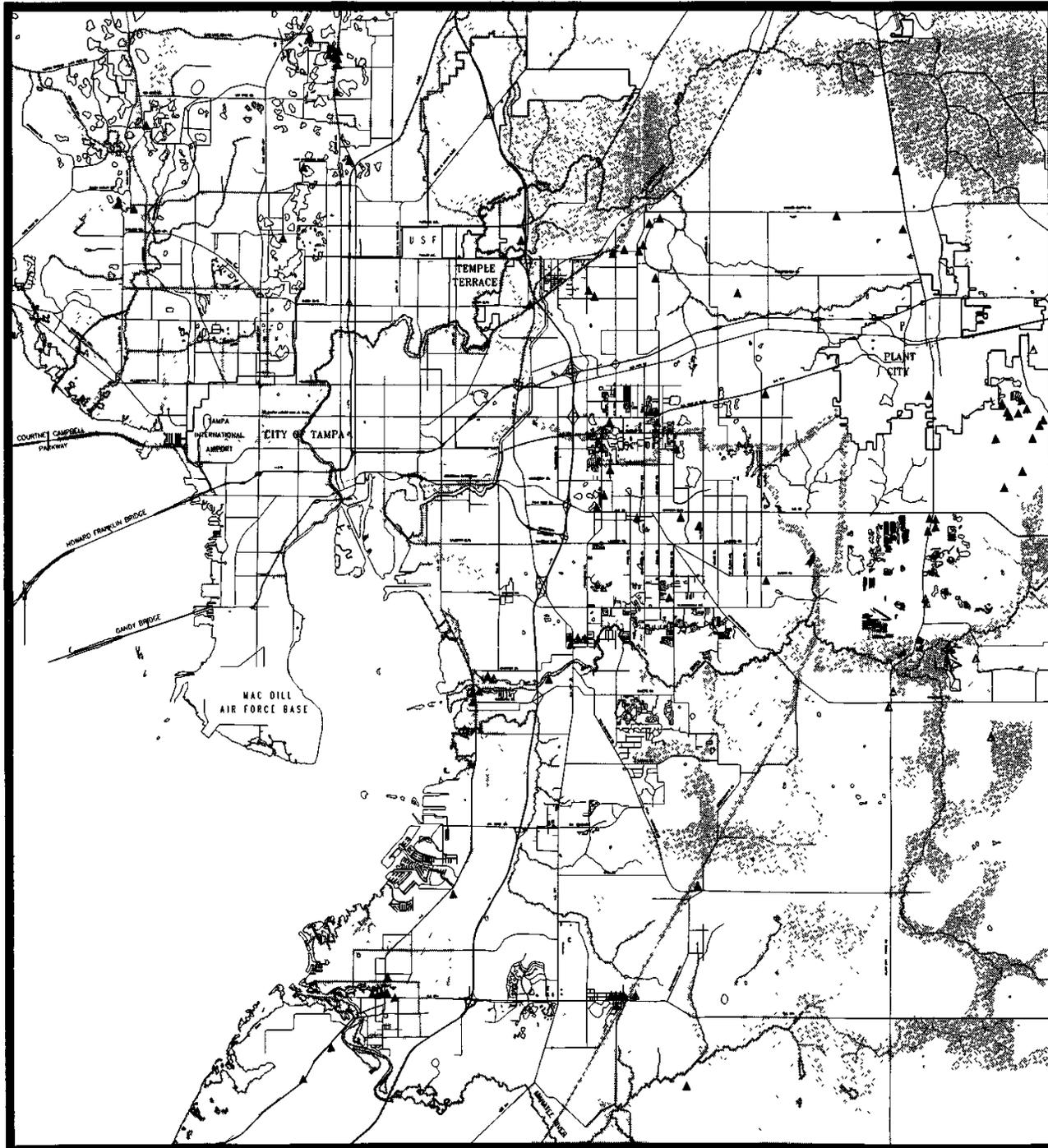
 Approximate Site Location

 Multiple Site Location

 Greenway System



Figure C-5



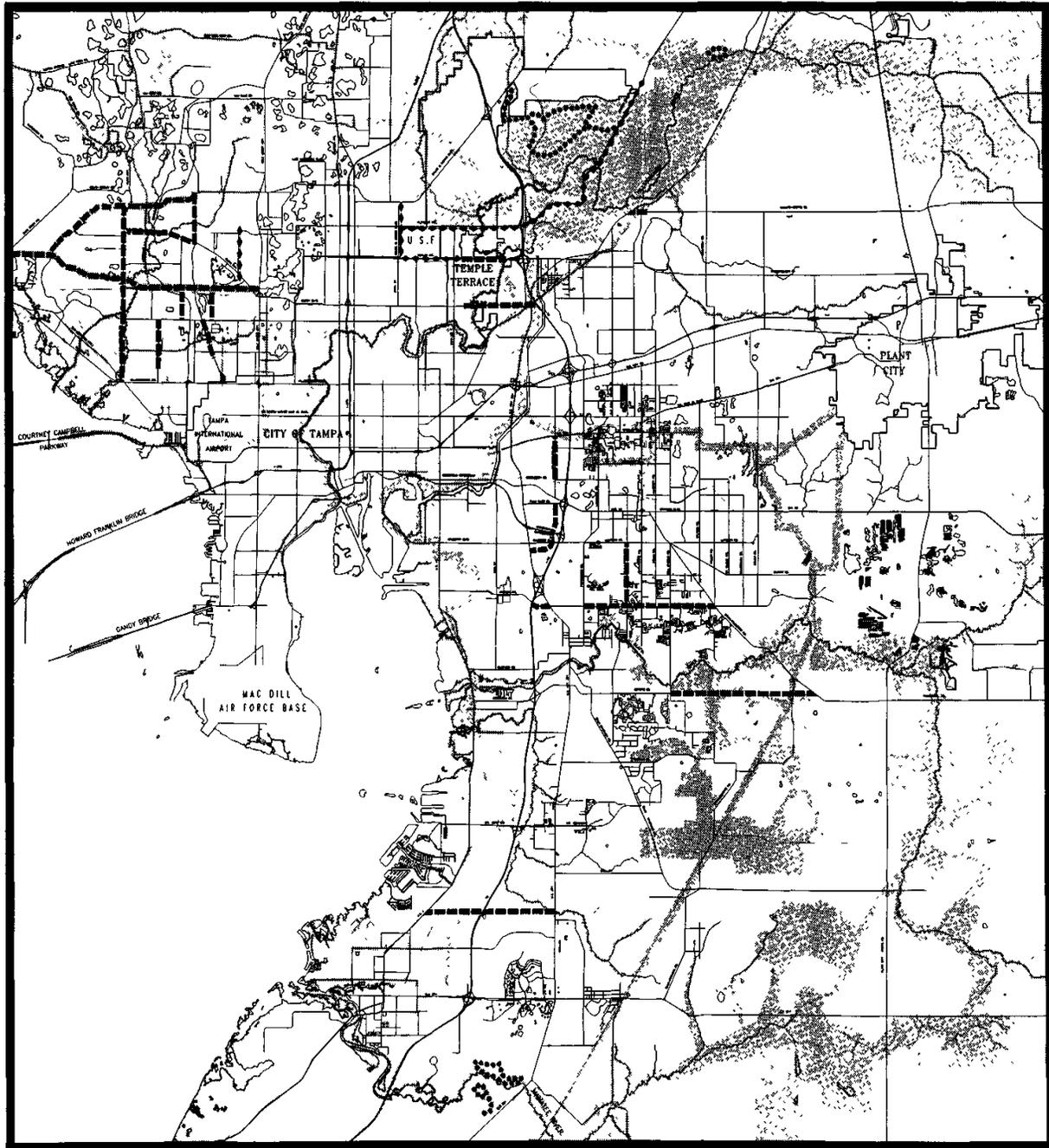
## Historical Sites

 Approximate Site Location

 Greenway System



**Figure C-6**



**Bicycle Lanes & Existing Trails**

 Existing Bike Lanes

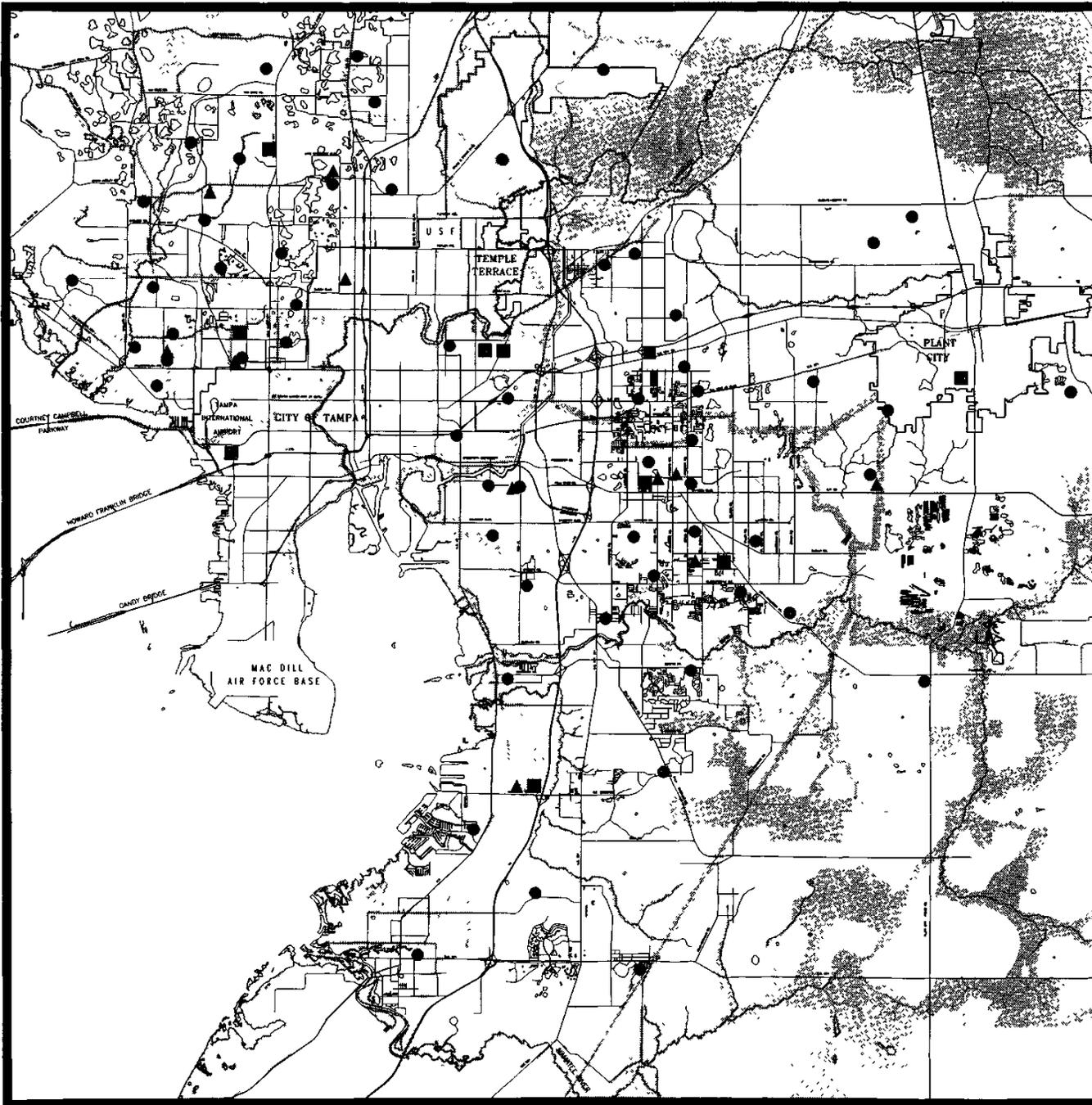
 Planned Bike Lanes

 Existing Trails

 Greenway System



**Figure C-7**

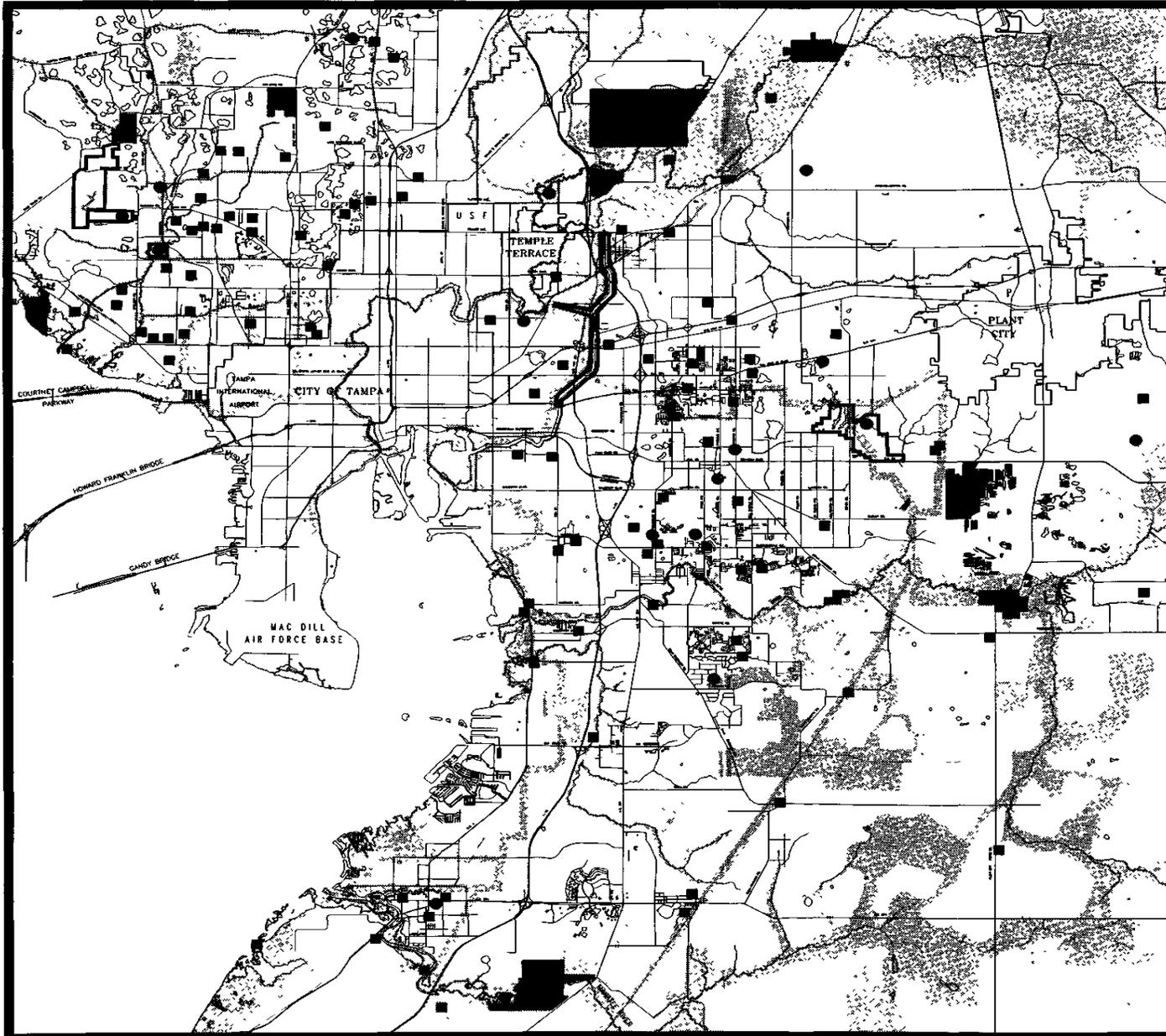


### Schools

-  Elementary
-  Junior High
-  Senior High
-  Greenway System



**Figure C-8**



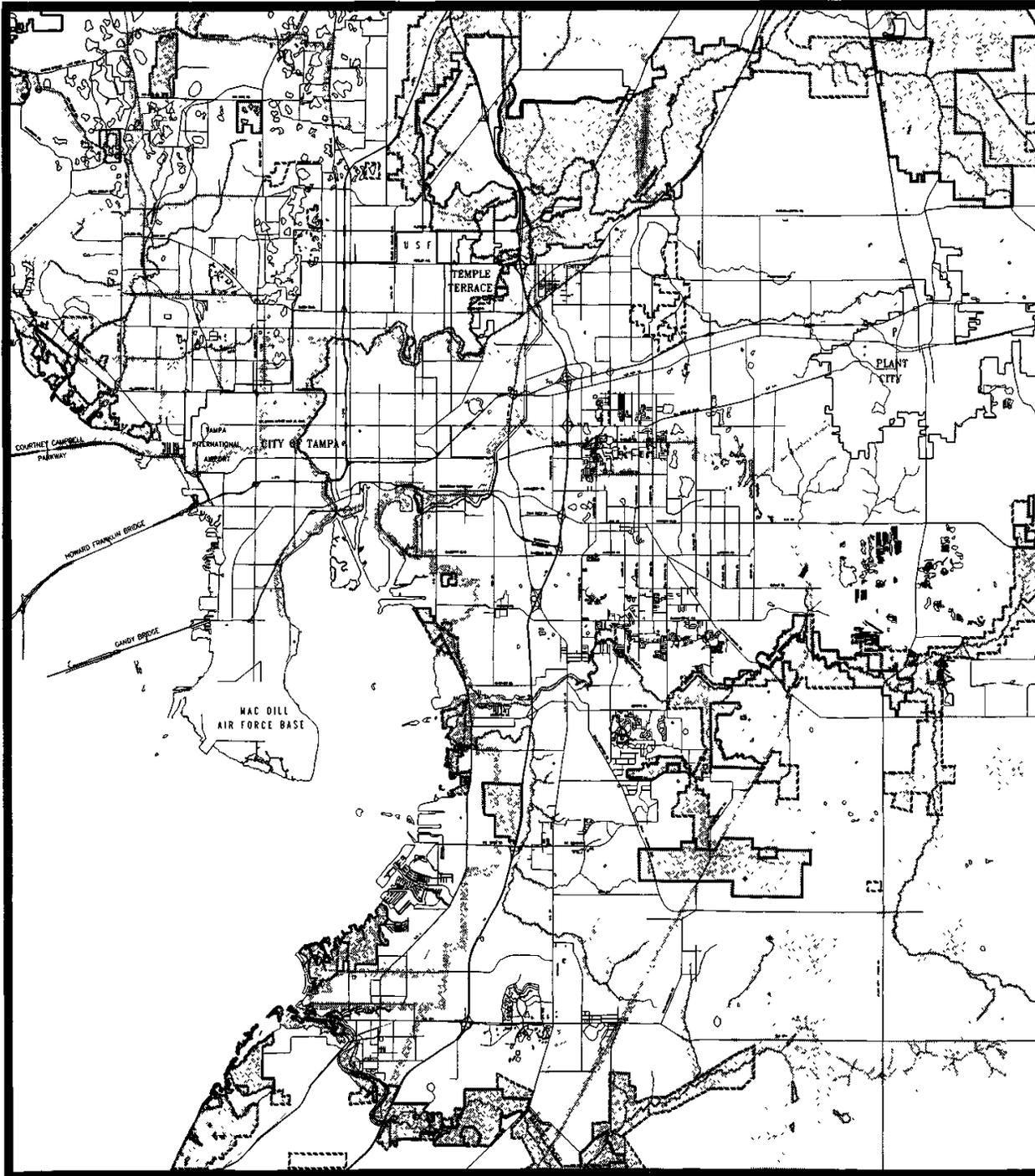
## Parks and Public Lands

-  State and Regional
-  Neighborhood and District
-  Other Public Lands \*
-  Greenway System

\* Compatible with greenway functions



**Figure C-9**



## Public & Private Natural Preserves

 Existing

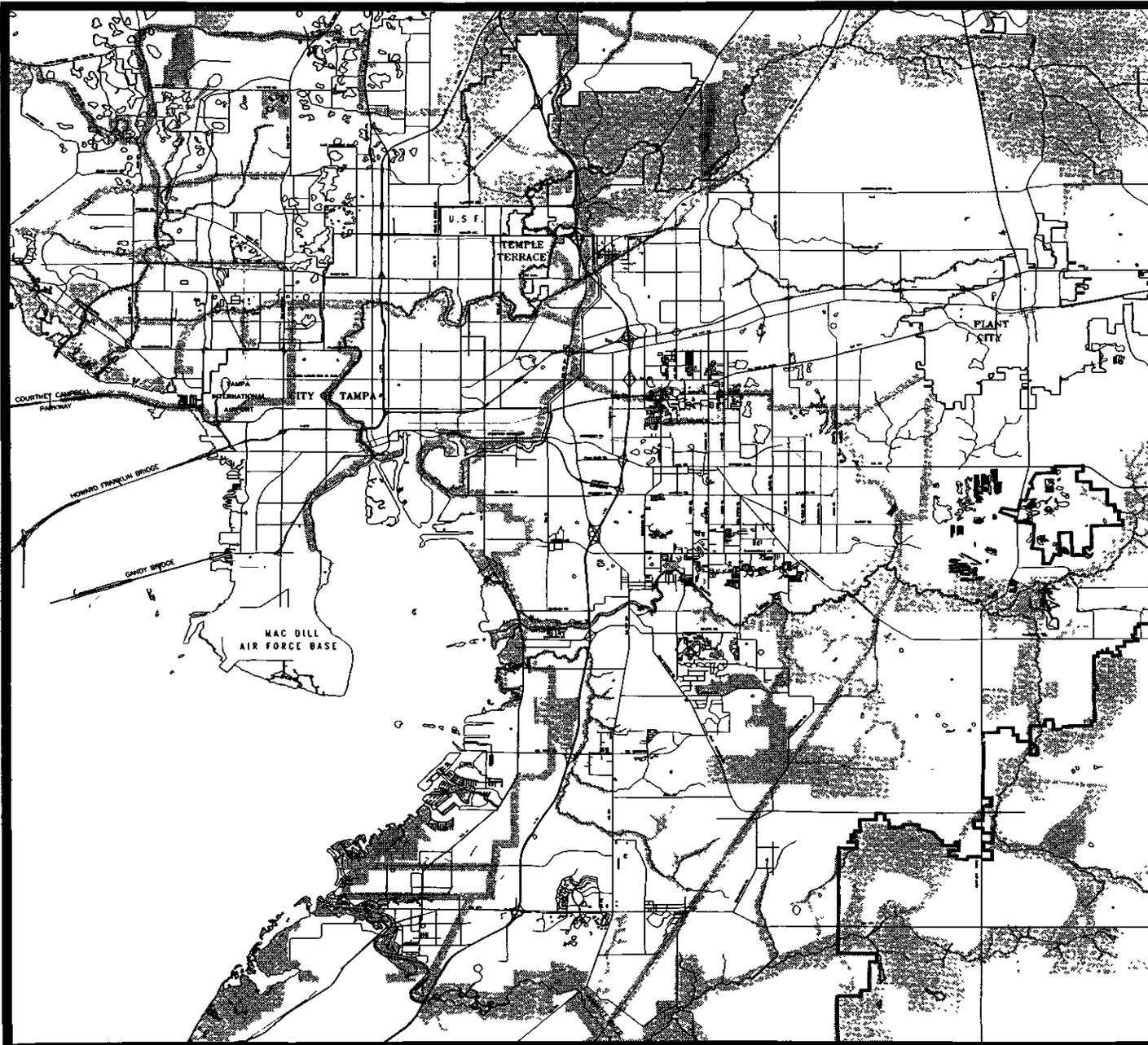
 Proposed\*

\* proposed by a land acquisition program and subject to the landowner's desire to participate

 Greenway System



 Figure C-10



## Phosphate Mining Boundaries

-  Boundaries
-  Greenway System



 **Figure C-11**

## HISTORICAL SITES IN HILLSBOROUGH COUNTY

The following tables (Tables C-1 and C-2) list the historically significant structures in Hillsborough County, as listed in the Florida Master Site File and the Sites of Local Significance, 1993. The locations of these sites are shown in Figure C-6.

**Table C-1**  
**Florida Master Site File**  
**Structural Sites of Significance**

#	SITE	S/T/R	ADDRESS/LOCATION
1	108 1 <sup>st</sup> Avenue	12/27/18	108 1 <sup>st</sup> Avenue, Lutz W/S Seaboard RR/E of Little Hobbs Lake
2	514 Victoria Street		1514 Victoria Street, Brandon
3	Thonotosassa Missionary Baptist (torn down 1975)	12/28/20	Thonotosassa W/S of McIntosh .3 mi N of Thonotosassa - Plant City & McIntosh Intersection
4	A.J. Howard House	14/29/22	Trapnell Road, Trapnell S/S Trapnell Road between Smith-Ryals & Clemens Rd
5	A. Mettayer House	23/30/19	Riverview Drive, Riverview S of Riverview Drive on N bank of Alafia River
6	A.P. Dickman ouse	7/32/19	Dickman Drive, Ruskin W of U.S. 41 S between Dickman Drive & 3 <sup>rd</sup> Ave. SW
7	Alafia River Swing Span Bridge	23/30/19	E/S of Highway 45 at Alafia River, Gibsonton
8	Allen House	23/27/17	7720 N Mobley Road, Citrus Park NE Corner w/Brown Road
9	Aulick-Grogan House	23/30/19	637 E Millpoint Road, Riverview S of Riverview Dr at end of Millpoint on N bank of Alafia
10	B.E. Stalls House	10/28/18	12718 Paddock Lane, Lake Magdalene S of Lake Magdalene Blvd around corner from Morgan Road
11	Balm Grovery	24/31/20	Picnic Road, Balm just E of RR tracks, N of Balm
12	Bob Hackney House	8/30/20	10904 Hackney Drive, Riverview .25 E of intersection of Hackney Road & U.S. 301
13	Brandon House	26/29/20	401 W Brandon Blvd Stowers Funeral Home S/S of intersection of SR 60 & Knights Avenue
14	Browne Homestead	15/29 20	1201 Telfair Road, Limona S of SW corner of Telfair & Windhorst

**Table C-1, Continued**  
**Florida Master Site File**  
**Structural Sites of Significance**  
**Page 2**

#	SITE	S/T/R	ADDRESS/LOCATION
15	Carpenter House	15/30/22	W Keysville Road, Keysville .2 miles S RR tracks S of Nichols Road
16	Chumney House	36/28/22	E/S Wiggins Road, Springhead 1 mi N of Rice Road
17	Church of God Campground	9 & 10/32/20	N/S S.R. 674, Wimauma W of Wimauma, N/S of Lake Wimauma
18	Citrus Park Schoolhouse	2/28/17	S.R. 587, Citrus Park 7700 Gunn Highway
19	Coffeecup Restaurant	8/32/19	I-5 Tamiami Trail, Ruskin SE Corner of U.S. 41 s & Shell Pit Road
20	Coronet Bugalow	2/29/22	S.R. 574, Cornet
21	Coronet Workers House	11/29/22	Sparkman Road, Sparkman S/S of Sparkman 2 mi W of Coronet Road
22	Dixie Service Station (torn down in 1977)	12/27/18	SE corner of U.S. Highway 41, Lutz
23	Dowdell House	10/32/20	N/S S.R. 674 between 4 <sup>th</sup> & 5 <sup>th</sup> Streets, Wimauma
24	Dr. Malcolm Smith Log Home	2/28/20	N tip Lake Thonotosassa, S of Thonotosassa-Knights
25	East Tampa Depot/Seaboard RR	14/3/29	U.S. 41 South, Gibsonton NE corner of U.S. 41 & Riverview Road
26	Edmund Rhodes House	10/28/20	Intersection of Fowler & Taylor, go N & turn E on W bank of Lake Thonotosassa at midpoint, Thonotosassa
27	Evers House		S.R. 39 & Swilly, Alafia
28	F.P. Stanaland House	10/32/20	SW corner of Cap Street and 9 <sup>th</sup> Street, Wimauma
29	Farnsworth House	8/30/22	.2 mi E of SR 39 & Swilly, Alafia
30	Franklin House	10/32/20	W/S 5 <sup>th</sup> Street, Wimauma (middle of block) N of S.R. 674
31	Ft. Lonesome Grocery Store	18/32/22	SW Corner S.R. 674 and S.R. 39, Ft. Lonesome

**Table C-2, Continued**  
**Florida Master Site File**  
**Structural Sites of Significance**  
**Page 3**

#	SITE	S/T/R	ADDRESS/LOCATION
32	Fugazzi Tenant House	25/29/20	612 Valrico Road, Valrico, S of S.R. 60 7 mi on W/S Valrico Road
33	G.F. Folsom House	17/28/20	Rt. 2 Box 676 Thonotosassa, 1 <sup>st</sup> lane E of Tom Folsom Road S off Harney Road
34	Gainer Cane Press	23/29/22	Horton Road, Bealsville, W/S of Horton Road .2 mi S of intersection with Barry Road
35	Galvin-Carl (Fessenden) Hosue		Durant & Mulrennan Roads, Brandon
36	George H. Elsberry Farm House	10/32/20	4 mi E of Wimauma on S.R. 674, Wimauma turn N over cattle bridge-house on W side of Road E/S RR Moody Road
37	Giants Motel	23/30/19	W/S of U.Sl. 41, S., Gibsonton just N of Pennsylvania Ave
38	Glen McDonald House	29/29/22	Hopewell & S.R. 39, Hopewell & S.R. 39, Hopewell .2 mi W of S.R. 89 (S at Hopewell Rd)
39	H.D. Sweat House	25/31/20	S/S Scant-Balm Road, Balm in NW quadrant of S/S
40	Higgins House	9/32/20	Hill Street, Wimauma SW corner block (N/S) Hill
41	J.R. McDonald House & Grove	28/29/22	Hopewell Road, Nichols .2 mi E of SR 39 on S/S of Hopewell Road
42	James Hester Hull House	29/29/22	N/S Hopewell Road, Hopewell .5 mi W of SR 39
43	Jamison House (destroyed by fire 1979)		Jamison Road, Keysville
44	Jenks Jennings House	9/28/20	S/S 5 mi E on Fowler, Thonotosassa (from intersection of Fowler & Harney Road)
45	John Robert McDonald Homestead House	28/29/22	301 Old Hopewell Road Plant City N/S of Hopewell Road .3 mi E of SR 39 Hopewell
46	Judge Rainey House	9/28/20	Fowler Avenue, Thonotosassa N/S E of Harney Road & W of 579
47	Kep-Rite Tourist Office	24/30/19	9839 U.S. 41 South, Gibsonton W/S of U.S. 41 just S of Pennsylvania
48	L. E. Mobley House	3/28/17	Mobley Road, Citrus Park S/S of Mobley Road directly S of Fairy Lake

**Table C-1, Continued**  
**Florida Master Site File**  
**Structural Sites of Significance**  
**Page 4**

#	SITE	S/T/R	ADDRESS/LOCATION
49	L.L. Dickman House	8/32/19	401 E/S Tamiami rail, Ruskin between 3 <sup>rd</sup> Avenue SW & 4 <sup>th</sup> Avenue SW
50	Lake Thonotosassa Chamber of Commerce	2/28/20	SE Corner Ft King & Mislto, Thonotosassa N of Main Street
51	Lee House		Leonard Lee Road, Wimauma
52	Lewis Good Gulf Service	8/30/22	SE corner of Swilley Road and SR 39, Alafia
53	Manning W. Lee House	25/32/20	E/S Leonard Lee Road, Wimauma 2 mi S of 674 just S of Little Manatee
54	Moseley Homestead		1820 W Brandon Boulevard, Brandon
55	Nesmith House	13/29/22	Cornet E/S of Nesmith Road, 7 mi S of Trapnell Road
56	O'Brien House	14/28/20	3315 N. Kingsway, Rt. 1 Box 15, Thonotosassa
57	Old Bloomingdale School		Pearson Road, Valrico E/S .06 mi past Durant Road intersection
58	Old Lutz Elementary School		202 5 <sup>th</sup> Avenue, Lutz
59	Old Seffner School		1209 Kingsway Road Wensa Avenue and Seffner, Seffner
60	Old Thonotosassa Post Office	10/28/20	NE corner Main Street and Grovewood, Thonotosassa
61	Pemberton-Callon House	2/29/20	969 S Kingsway Road Seffner
62	Phagen-Gettley-West House	12/29/22	S/S Medulla Road, Springhead .2 mi E of Wiggins Road
63	Pinecrest Elementary School Complex	30/30/22	SR 640 Drawer 70 Lithia (Lithia Springs Road) corner of SR 640 & SR 39
64	Preis House	12/29/20	Valrico on Spaniel Lane - Hunters Cove Unit 2, Block 1, Lot 35
65	Q.P. Dubois House	12/29/22	W/S Wiggins Road, Springhead, S of Ralston Road
66	Rude House		Gerard Avenue & Lenna Avenue, Seffner
67	Ruskin Vegetable Corporation Building	27/31/19	E/S US 41 S at Millermack, Ruskin across from Apollo Beach
68	Ruskin Women's Club		508 Tamiami Trail, Ruskin

**Table C-1, Continued**  
**Florida Master Site File**  
**Structural Sites of Significance**  
**Page 5**

#	SITE	S/T/R	ADDRESS/LOCATION
69	Sparkman Homestead	13/28/20	On Gallagher Road Rt. 2, Box 759A. Thonotosassa
70	Springhead Public School	12/29/22	SE corner Sparkman Road & Coronet-Colson Road, Springhead
71	Sun City Power House	23/32/18	W/S U.S. 41 S, Sun City 4 mi S of US 41 & Old US 41 split
72	Sun City Show House	24/32/18	2824 Studio Blvd., Ruskin .1 mi E of US 41 - SE corner of Shearer Avenue
73	Symmes House	23/30/19	Off Millpoint Road, Riverview - directly on Alafia River
74	Thiessen House/Fort Thonotosassa	2/28/20	3/10 mile S of Taylor & Thonotosassa Knights Griffin Road
75	U.S. Phosphoric Products Building	22/30/29	U.S. 41, Riverview S corner of US 41 S & Riverview Drive
76	Valrico Villa (Skjellte) House	25/29/20	SW corner of Morningside Road & E Brandon, Brandon
77	W.B. Moody House	8/30/20	W. Hackney Road, W of W/S U.S. 301, Riverview
78	W.I. Bradley Place	19/30/20	N on Hagadon from Gibsonton/Hagadon intersection .3 mi to Hagadon/Elbow Bend; 4 mi W on Elbow Bend to river. Riverview
79	West House	17/28/21	N of Thonotosassa/Plant City Road .2 mi E of Gallagher Road intersection, Antioch
80	William Free House	12/27/18	201 1 <sup>st</sup> Ave., Lutz 1 block W @ US 41, S/S of 1 <sup>st</sup> Avenue
81	William House		10605 Hackney Drive, Riverview
82	Wimauma Church of the Nazarene	9/32/20	N/S SR 674, Wimauma between 4 <sup>th</sup> & 5 <sup>th</sup> Streets
83	George W. Adams	2/28S/30E	
84	Sect Foleman House	10/30/20	
85	Providence Baptist Church	4/30/20	5416 Providence Church Rd, Riverview N of Bloomingdale E/S of Providence Church Rd
86	Old Hillsborough Methodist Church	19/28/20	E/S Morris Bridge Road between Bullard Parkway & Esther Road
87	Coronet Phosphate Company Plant	2/29/22	N/S SR 574A, Coronet

**Table C-1, Continued**  
**Florida Master Site File**  
**Structural Sites of Significance**  
**Page 6**

#	SITE	S/T/R	ADDRESS/LOCATION
88	Coronet Phosphate Co. Director's House	2/29/22	SR 574A, Coronet .3 mi W of Coronet Phosphate/Borden
89	Taylor Log Cabin	14/30/22	
90	Welcome-Rivers Grocery	34/30/22	S/S Welcome Road 1 mi E of Hunter Road
91	F.N. Potter House		110 1 <sup>st</sup> Avenue NW, Lutz
92	A.J. Edwards House		Trapnell Road, Trapnell
93	Coe-Draper House and Grove	21/29/20	1514 Victoria Street
94	Mango Store	9/29/20	NE corner Broad Street and Broadway (CR 574), Mango
95	Mango Grocery (torn down 2/25/88)		SR 574 Mango
96	James L. Hackney House	17/30/20	10605 Hackney Drive - N of Street
97	Riverview Cemetery	8/30/20	NW corner Providence Road & Hackney Drive, Riverview
98	Bursen House	11/29/20	717 Lenna Avenue SW corner of Gerard & Lenna Avenue, Seffner
99	Joe Ebert House	20/28/20	E of Williams/Joe Ebert intersection in Thonotosassa
100	Valrico Civic Club		5 <sup>th</sup> Street, Valrico

**Table C-2**  
**Sites of Local Significance, Unincorporated Hillsborough County**  
**Page 7**

#	SITE	S/T/R	ADDRESS/LOCATION
L-1	100 2 <sup>nd</sup> Street SW	12/27/18	Corner 2 <sup>nd</sup> Street SW and Lutz Lake Fern Road, Lutz
L-2	102 College Avenue East	8/32/19	Ruskin NE corner of College Avenue E and 1 <sup>st</sup> Street SE
L-3	15315 Lake Magdalene Blvd.	35/27/18	Lake Magdalene on Platt Lake Lane @ bend in Lake Magdalene Boulevard
L-4	16212 U.S. 41	25/27/18	Lutz W/S of U.S. 41 N of Sinclair Hills Road and S of Chapman Road
L-5	18431 U.S. 41 Barnhart House		N Nebraska Avenue, Lutz
L-6	19107 W Lutz Lake Fern Road	11/27/18	Fern Lake between Crooked Lane and Holly Lane
L-7	402 College Avenue East	18/32/19	NE corner of College Avenue W and 4 <sup>th</sup> Street SE, Ruskin
L-8	601 4 <sup>th</sup> Avenue SW	7/32/19	NW corner of 4 <sup>th</sup> Avenue SW and 7 <sup>th</sup> Street SW, Ruskin
L-9	Andrews House	12/27/18	E/S of U.S. 41 just N of Sunset Lane, Lutz
L-10	Benton House	12/28/19	W/S of Morris Bridge Road between Fletcher and Cowhouse Slough, Thotonosassa
L-11	Bryan Farms	2/30/20	2801 S. Bryan Road, Brandon
L-12	Collins House	2/28/21	SW corner of Cork & Knights Griffin Road, Knights
L-13	Coronet Workers House	2/29/22	E/S SR 574A (Coronet Road) just S of Cason Road
L-14	Dr. Beaudette House	7/32/19	301, 5 <sup>th</sup> Street SW; SW corner of 5 <sup>th</sup> Street & Dickman Drive, Ruskin
L-15	English House	1/29/22	E/S of Wiggins
L-16	Fitzgerald-Thompson House	5/29/22	N of intersection of SR 39 and Maki Drive, Knights
L-17	Grubbs House	27/30/19	.2 mi W of US 41 just N of Symmes Road Gibsonton
L-18	Home Demonstration Club		Balm
L-19	Knights Methodist Church	7/28/22	.2 mi S of Knights Griffin Road W of SR 39 on McLin Drive
L-20	Knights School	6/28/22	NW corner of Knights-Griffin Road & SR 39, Knights

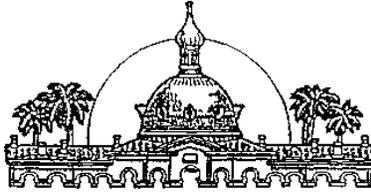
L-21	Knowles House	2/30/23	808 Knowles Road, .2 mi W of Bell Shoals, N/S of Knowles, Brandon
L-22	Lanier Homestead		W/S of SR 39 .2 mi N of intersection Hunter Road
L-23	Lavenders General Store	8/32/19	NW corner of US 41 S & College Avenue, Ruskin
L-24	Log Structure	18/32/19	404 College Ave, 1 lot E of intersection of College Ave E and 4 <sup>th</sup> St SE behind house, Ruskin
L-25	Lutz Hotel	12/27/18	115 1 <sup>st</sup> Ave, NW corner of 1 <sup>st</sup> Ave and 2 <sup>nd</sup> Street, Lutz

**Table C-2**  
**Sites of Local Significance, Unincorporated Hillsborough County**  
**Page 8**

#	SITE	S/T/R	ADDRESS/LOCATION
L-26	Lyons Log House	19/30/22	E/S of SR 39, .4 mi N of SR 640, Pinecrest
L-27	Martin House	22/29/20	608 N Parsons Ave (W/S)
L-28	McBride House	36/27/18	15326 US 41, Lutz
L-29	Mullins House		Wimauma
L-30	Newsmith House		Springhead
L-31	Reese House	14/28/20	#580 on Lake - E of Reese Fish Camp, Thonotosassa
L-32	Robles House	35/27/18	Lake Bird Estate
L-33	Sidney Post Office		NW corner of Sydney-Dover Road & Salem Church Road
L-34	Silver-Bennet House	6/28/22	Knights-Griffin Road, Knights
L-35	Springhead Baptist Church	12/29/22	E/S of Wiggins Road .25 mi of from Medulla/Wiggins intersection
L-36	Enant House		Coronet
L-37	Tupper House	13/27/18	17915 US 41 E/S of US 41 just north of RR crossing
L-38	W.G. McDonald		Hopewell
L-39	West Farm Office	9/32/20	N/S Hwy 674 between 4 <sup>th</sup> and 5 <sup>th</sup> Streets, Wimauma
L-40	Williams House	2/29/22	SR 574 1/8 mi E of Phosphate Plant, Coronet
L-41	Williamson House	4/29/21	S/S of 574 on E/S of South Dover Road
L-42	George Wilder House		Thonotosassa

## Appendix D

Greenways Advisory Committee  
Membership and Composition



Hillsborough County, Florida

## Greenways Advisory Committee

---

### MEMBERS

**Kim Boyle**

Citizen, Brandon

**Rod Burkhardt**

Tampa Electric Company

**Kyle Campbell**

Citizen, Town N' Country

**Katie Carris**, Assistant Recording Secretary

Two Rivers Equestrian Stables

**Sandy Council** (Mary Margaret Cripe, Alternate)

Citizen, Ruskin

**Ed Crawford** (Tom Levin, Alternate)

Hillsborough Trails, Inc.

**Leslie Donovan**

Citizen, Odessa

**Jim Fleming**

Bicycle Advisory Committee

**Frank Lapniewski**

Citizen, Wimauma

**John W. Marsh**

University of South Florida

**Everett Morrow**

Builders Association of Greater Tampa

**Lloyd O'Hara** (Ron Arkay, Alternate)

Agricultural Policy Advisory Committee

**Michael L. Peterson**, Recording Secretary

Greater Tampa Association of Realtors

**Vivian Salaga**, Chair

Historic Resources Review Board

**Ann Schnappf**

National Audubon Society

**Allan H. Sproles**, Vice Chair

Tampa Bay Sierra Club

**Lee Thurner** (Ted Smith, Alternate)

IMC-Agrico Company

**Barry Wharton**

Citizen, Northeast Hillsborough

# Appendix E

Greenways Opinion Survey

# HILLSBOROUGH COUNTY

Florida

Office of the County Administrator  
Frederick B. Karl

**BOARD OF COUNTY COMMISSIONERS**

Phyllis Busansky  
Ice Chillora  
Sylvia Kimbell  
Lydia Miller  
Jim Norman  
Jan Platt  
Ed Turanchuk



Senior Assistant County Administrator  
Patricia Bean

Assistant County Administrators  
Edwin Hunzeker  
Cretta Johnson  
Jimmie Keel  
Robert Taylor

## GREENWAYS OPINION SURVEY June 1994

In nine months, Hillsborough County's Board of County Commissioners hopes to complete a master plan for establishing a county-wide system of greenways. We want your help to begin this effort because the plan must address your concerns and reflect your ideas for greenways.

With the assistance of the National Park Service, the Board and its planning staff are seeking your ideas in various ways, including community meetings, a citizen advisory committee, workshops, one-on-one discussions, and public meetings. This survey is another way that you can offer your suggestions and state your opinions. All of these methods for soliciting input will help the Board fashion a plan the community will want.

Please take the time to complete this survey and return it to one of the staff members attending the community meetings. Or mail the completed survey to the address shown below. We look forward to hearing from you.

---

1. With which geographic area(s) of the county are you most familiar? Please check all that apply, and circle the individual community(ies) with which you are familiar.

- NORTHWEST (Town 'N Country, Carrollwood, Keystone, Citrus Park, Cosmo, Odessa, Lutz)
- NORTHEAST/CENTRAL (USF-Tampa Palms area, Thonotosassa, Seffner, Dover, Knights, Turkey Creek, Valrico, Limona, Brandon)
- SOUTH (Gibsonton, Riverview, Apollo Beach, Ruskin, Sun City, Balm, Wimauma, Picnic, Fort Lonesome, Lithia, Keyville)

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2. What functions do you feel are important for a greenway system in Hillsborough County to have? Please indicate the degree of importance of each of the functions listed below: 0 = not important; 1 = somewhat important; 2 = important; 3 = very important.

- natural resource protection (e.g., aquifer recharge areas, floodplains, water quality, wetlands, wildlife habitat, wildlife corridors, biodiversity, native plant communities)
- flood control and stormwater management recreation
- nature study and other outdoor educational opportunities
- historic resource protection
- alternative means of transportation
- other, please specify \_\_\_\_\_

3. What are the types of recreational opportunities you would like a greenway system to offer? Please indicate your level of interest in each of the types of recreational opportunities listed below: 0 = not interested; 1 = somewhat interested; 2 = interested; 3 = very interested.

- walking
- hiking
- bicycling
- rollerblading
- canoeing
- horseback riding
- other, please specify \_\_\_\_\_

4. What do you feel are the issues a greenways master plan should address? Please indicate the degree of importance of each of the issues listed below: 0 = not important; 1 = somewhat important; 2 = important; 3 = very important.

- Wildlife impacts
- litter
- property values
- crime and vandalism
- privacy
- management costs
- removal of lands from tax rolls
- recreational trail use conflicts
- voluntary (verses regulatory) approach to establishing a greenway
- regulatory approach to establishing a greenway
- reclamation of mined lands as part of greenway system
- landowner compensation
- public access
- other, please specify \_\_\_\_\_

5. Would you like to participate in a one-on-one discussion about greenways with a county planner to discuss, for example, area-specific issues or the types of greenways you want in your community? Y/N \_\_\_
6. Would you like to participate in a geographic area Work Group to assist the Greenways Citizen Advisory Committee? Y/N \_\_\_\_
7. Would you like to receive a copy of the draft Greenways Master Plan to review and comment on when the draft is completed? Y/N \_\_\_\_
8. Would you like to be notified of the schedule for workshops and public meetings on the Draft Greenways Master Plan to be held by the Board of County Commissioners early next year? Y/N \_\_\_
9. If you answered YES to Question 5, 6, 7 or 8, please indicate your name, address, and phone number so we can contact you.

NAME: \_\_\_\_\_

MAILING ADDRESS: \_\_\_\_\_

PHONE: \_\_\_\_\_

10. There may be other questions you wanted us to ask. Please write any additional comments you would like to provide in the space below (and on the reverse side of this sheet if needed).

THANK YOU FOR TAKING THE TIME TO COMPLETE THIS SURVEY.

*Please return the completed survey to one of the staff members attending the community meeting, or mail it to: Hillsborough Greenways Program, Planning and Development Management Department, P.O. Box 1110, Tampa, FL 33601*

SPACE FOR ADDITIONAL COMMENTS

## Appendix F

January 1995 Greenways Newsletter

[NOT INCLUDED DUE TO SIZE]

## Appendix G

Summary of Public Input  
on Draft Hillsborough Greenways Plan

## Summary of Public Input on Draft Hillsborough Greenways Plan

January 1995

**How Public Comment Was Requested & Notice Given:** As part of the on-going commitment to involve the community in the development of a greenways plan, the Greenways Advisory Committee and County and National Park Service planners designed and distributed a multi-page newsletter-type brochure to approximately 1300 individuals and organizations in Hillsborough County (see Attachment).

The newsletter described the draft concept plan and plan goals and objectives and provided a response sheet for commenting on the plan. Respondents were requested to mail the completed response by January 21, 1995.

The newsletter also invited those who wanted to find out more about the concept of a greenway system in Hillsborough County to attend a public forum. The newsletter advertized three forum dates: Thursday, January 19, Friday, January 20, and Saturday, January 21. Each forum was scheduled for a different time during the day in an effort to maximize public participation by accommodating the schedules of people who wanted to attend. The newsletter described the forums as informal, open-house meetings where citizens could obtain more information and give their comments directly to advisory committee members and staff.

Approximately 1000 of the 1300 newsletters were mailed two weeks prior to the forums. The remainder were distributed at the County Center lobby, at the Brandon Library, at the forums, and through advisory committee members who distributed them at meetings of various organizations and to greenway related businesses.

The newsletter and response sheet were mailed to civic and homeowner associations in Hillsborough County, individuals who requested to be on the mailing list, interest groups and business organizations, chambers of commerce, and major landowners. A press release, along with the newsletter was mailed to newspaper, radio, and television press contacts as well as to elected officials.

Articles in the Tampa Tribune and neighborhood newspapers as well as radio announcements (e.g., WARM94.9 FM) prior to the public forums informed citizens of the upcoming forums. The County's Newslite also ran an article as did the "Horse and Pony Paper" in Seffner.

**Who Attended Public Forums:** At least 57 citizens attended the forums (57 is the number of people who signed the sign-in sheets), and though attendance was low, the positive interpretation is that those citizens not responding found nothing about the draft greenways plan to oppose. This interpretation is based on the fact that individuals are more motivated to attend a meeting or respond to a proposal if it would negatively impact them than if it would have a positive effect.

Greenways Advisory Committee members, Kyle Campbell, Jim Fleming, Ed Crawford, Everett Morrow, Mary Margaret Cripe, and Frank Lapneiwski participated in the forums.

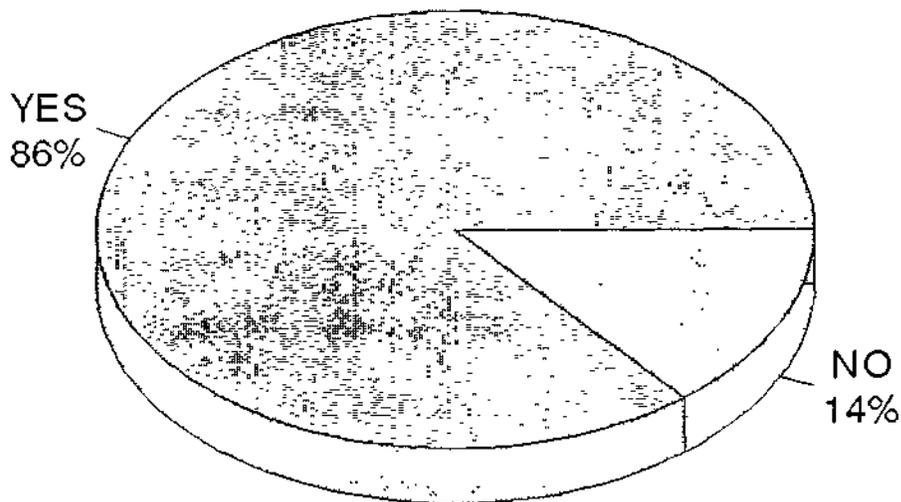
Also participating were Planning and Development Management staff members Janet Austin, Charner Reese, and Neale Stralow. National Park Service representative, Susan Vincent, attended the Saturday forum.

**What Respondents Said:** Thirty-nine (39) response sheets were returned. This represents 3 percent of the total number of newsletters & response sheets that were distributed. Although the response was low, the interpretation again is that those citizens not responding found nothing in the draft plan to oppose.

Comments from the response sheets have been compiled and are presented on the following pages. Also presented is a summary of what planners heard from those attending the forums. Some elements of the response sheet had fewer responses than the overall 39. For example, 36 of the 39 respondents commented on Question #1.

1. *The goals and objectives of the draft greenways plan address the subject areas that are important to cover in a plan for establishing greenways in Hillsborough County.*

YES 31  
NO 5



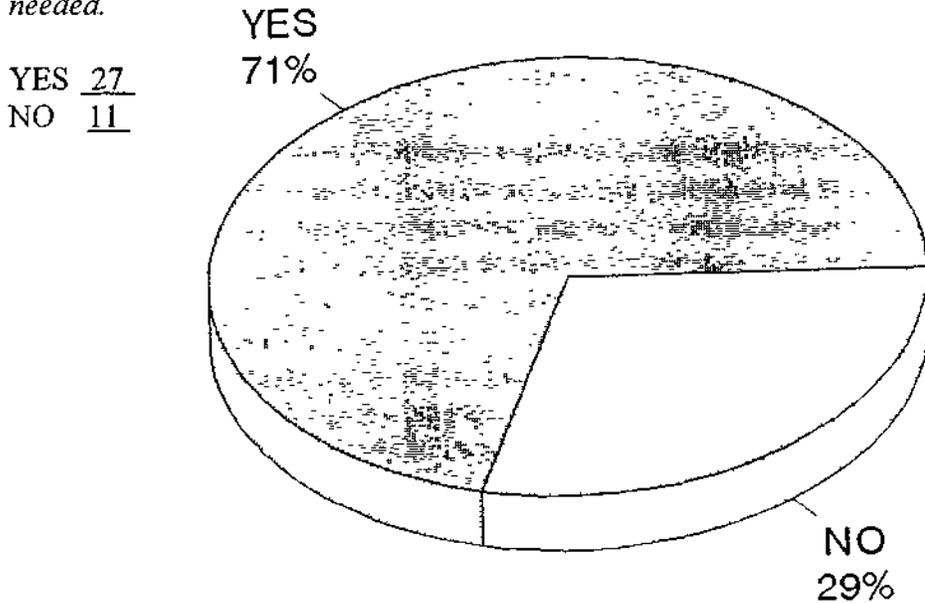
*Other subjects respondents said should be addressed in the plan (number of times subject was mentioned):*

- a. Unified Public Infrastructure Planning - evaluate utility and other infrastructure corridor requirements in light of trail needs. (1)
- b. Public Safety (1) [This subject is addressed in the goals and objectives, but not the newsletter summary of them. The comment was likely made without the benefit of reading the entire goals and objectives, which were available at the forums.]
- c. [More] Public Awareness and Education (1) [These subjects are addressed in the goals and objectives, a copy of which the respondent received at the forum.]

Respondent stated that more should be done and a greater emphasis placed on awareness and education.]

- d. Management of Ponds and Streams - to ensure the waterways of greenways stay clean and able to support plant and animal life by better management of upstream stormwater ponds and tributaries. (1)
- e. Encouragement of Volunteer Groups - County/Greenways Program should encourage the formation/organization-of volunteer groups to help protect the greenway corridors in their communities. (1)

2. *The types of corridors conceptually shown on the map and described in the draft plan provide the kinds of resource protection and recreational opportunities that are needed.*



*Uses, functions, or activities which should be added or not included (number of times use, function, or activity was mentioned):*

ADD:

- a. Use the Florida Gas Transmission Company pipeline corridor for a trail corridor. (1)
- b. Need bike trails connecting Riverview, Gibsonton, and Brandon. (1) c.
- Need more City of Tampa paths. (6)
- d. Identify all public lands, and better distinguish between existing parks and protected areas and those that are proposed. (2)
- e. Show the FPC Lake Tarpon/Kathleen utility corridor as a recreational trail. (1)

- f. Add a multi-purpose trail (like the Pinellas Trail) from Lutz (School House) along 41 to Newberger or County Line going east to Bruce B. Down, turning south to west entrance of Flatwoods trail (entrance on Bruce B. Down). (1)
- g. Add a trail along Lutz Lake Fern Rd., west to Tarpon Springs, connecting Lutz with the Pinellas Trail, utilizing powerline corridors. (1)

DO NOT INCLUDE: (none listed by respondents)

3. *Other issues, suggestions, and comments written on response sheets:*

"This is wonderful. I wish I had a safe route to work so I could cycle from Forest Hills area to Westshore area and back. The return trip is worse, no shoulders on the roads. It's not safe!" (Tampa, 33612)

"Current needs are as important as future needs with regard to open space requirements. I feel the plan accomplishes both. If this concept receives County Commission approval, it will receive (my opinion) full resident support. This concept will be useful to me and to my children as they grow up. Thanks for the great work." (Brandon, 33511)

"Great care must be taken so there is no intrusion (as happened on nesting islands) on private property or delicate areas. The trails should not only be signed but planned far enough away from such areas so they do not act as an attractive nuisance." (unknown zip code)

"Need to continually emphasize protection of sensitive environmental areas." (Odessa, 33556)

"I am especially interested in the Gibsonton area. Tonight I attended the AWARE program given by Ann Schnapf. I plan on joining the volunteers on the clean up of our area. Any walkways like the ones at Alderman's Ford Park would be nice. This is the first I've heard about the greenways plan. I hope it comes through. It would be so nice to have a place to walk that is not a street!" (Gibsonton, 33534)

"I think this plan is terrific!" (Tampa, 33602)

"I would like to ask that horseback riding be included where ever possible. If there were safe bicycle paths, I would ride my bicycle to work, but as it is now, it's just not safe to ride down the bike lanes of highways. Please have as many corridors as possible. This is a wonderful idea. Please keep up the good work!" (Valrico, 33594)

"In Gibsonton area, we have a river, a bay and a creek - but no public swimming area. Hopefully these two projects can be related. Also in the Gibsonton area there are archeological sites, according to old timers, which are not indicated on the [inventory]

maps: 1) Kushmer lands - on the south side of Kitchen, and 2) small creek from Kitchen - crosses U.S 41 before reaching railroad. See Jimmy Youngman regarding both of these sites." (Gibson, 33534)

"We would like to see this opened up for recreational uses and paved trails for safe bicycle riding. We like this concept for the future of Hillsborough and hope the county will have the funding to implement it." (Tampa, 33625)

"Good work. I favor 1/2 cent sales tax so we can proceed quickly." (Tampa, 33624)

"With such a hot climate, consider placement of restroom facilities with water fountains or snack counters with Gatorade. Has there been discussion with HARTline about bikes on buses for connections with these pathways?" (Tampa, 33614)

"Do not put a path along Brushy Creek in Northdale." (Tampa, 33624)

"Would like to see bike trails around Riverview and Gibson connecting with Brandon." (Riverview, 33569)

"The potential exists for a greenway on Davis Islands." A map of the respondent's concept was drawn on the response sheet. (Tampa, 33606)

"Place fitness stations every mile and trash cans every half mile." (Tampa, 33619)

"Need more inner-city paths (e.g., 12th Street and 15th Street) connecting Hillsborough River path to Ybor City and McKay Bay. (unknown zipcode)

"Fundamentally all construction in the county could be in coordination with the trails. Current regulations require maintenance of existing stormwater flows for any new construction. With proper coordination, developers could be encouraged to enhance trail construction within their project limits. Developers could also earn credits to reduce requirements at down stream sites when enhancing water features and trail construction." (Tampa, 33610)

A resident of Green Acres in the Carrollwood Village area suggests that county agencies, neighborhood groups, development managers, TECO, schools, Audubon, Scouts, SWFWMD, and interested individuals form a volunteer entity to restore and manage the Brushy and Rocky Creek corridors to protect and improve water quality and wildlife attributes of these natural greenway corridors, including the stormwater ponds which discharge to these creeks. She is willing to volunteer time to such a project. She is particularly interested in the pond at Diamond Head Drive, but has many ideas for positive actions which could be taken to help the natural systems of both creeks. (Tampa, 33624)

"Excellent! Well done — great plan." (Tampa, 33624)

"Please consider the Florida Power Corporation Lake Tarpon/Kathleen utility corridor in the plan — [to provide a recreational link] between the Upper Tampa Bay Trail and the Lutz Community Greenway. My wife and I are property owners with a utility and drainage easement. County Stormwater Management has implemented in 1994 the Adopt-A-Pond program in our area. We are the Appaloosa Conservation Area group and Julia Palaschek, Cty. Engineering, is our contact person. After the FPC powerline project is resolved, we feel this would be ideal for a greenway through Cumberland Manors subdivision. May be some public access concerns by residents. More public awareness and education is needed. Local TV stations, neighborhood papers, newsletters, PTA meetings....Start a campaign!" (Tampa, 33625)

"Your plan will work if majority of people support it; 75 percent or more. Major concern - maintenance. Taxes will probably be increased." (Temple Terrace, 33617)

"What kind of community involvement can the citizens of Port Tampa provide to help us get a greenway to Picnic Island?" (Port Tampa, 33616)

"The development of a Greenway system would be a great asset to Hillsborough County in so many ways that it would be foolish to not do it. It would be one of the few things that even if Hillsborough County citizens had to contribute something, it would greatly benefit all (as opposed to a new stadium).

"The greatest asset of having a greenway is bringing the quality of life to areas. I feel having a greenway in the Port Tampa [area] would give teenagers (youth) and the senior population recreational opportunity. We have rails, history, Picnic Island, and much more. We have the citizens of Port Tampa that want this and would support it all the way. I showed and presented the Greenway video to the Port Tampa Civic Association. Everyone responded with enthusiasm. Port Tampa City is growing. It has been neglected for too long." (Port Tampa, 33616)

"Many neighborhoods have drainage canals that could be made into walk trails with playground/picnic areas. Has the committee considered focusing on the neighborhoods? The greenways as depicted look as though you would have to drive to get to one. This seems to defeat the purpose." (Tampa, 33634)

"We would also like to see greenways along the bay in south Hillsborough County, for horseback riding (for example, Apollo Beach, Simmons Park, Whiskey Stump in Gibsonton)." Riverview, 33569)

"I would like to see use made of the Florida Power Corp. "easement" which runs from west to east, through Northdale, etc. This would make an ideal recreational corridor for bicycling, etc... I would like to see a greenway connection between the Northdale subdivision and Lake Park. Lake Park is very close but you have to go out on Dale Mabry to get to it now." (Tampa, 33624)

4. *Summary of other comments planners heard from those attending the forums*
  - a. Regional horseback riding groups need to be contacted to help plan specific areas. There will be a need for parking facilities for horse vans at regular intervals of long corridors such as the Cross-County Greenway.
  - b. Areas for ATVs need to be designated to provide a place for this activity and discourage illegal use of greenways.
  - c. A number of those attending expressed interest in greenways within the City of Tampa, particularly Port Tampa, Davis Islands, and Seminole Heights, and marked on the concept map displayed at the forums the connections they would like to see.
  - d. A number of citizens asked whether the need for new funding to create the greenway system had been identified by the Advisory Committee. Some expressed concern that citizens would not support new taxes of any kind to create trails. One citizen asked whether park impact fees and the park bond issue could be used for trails.

# Appendix H

## Project Summaries

- H-1 Florida Gulf Coast Railroad Museum's Wimauma to Ellenton Project
- H-2 The Ruskin Project

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July 25, 1994

**SUMMARY OF  
FLORIDA GULF COAST RAILROAD MUSEUM  
WIMAUMA TO ELLENTON PROJECT**

The Museum is a non-profit, all volunteer organization that has been designated as an official Florida railroad museum under Section 15.045, Fla. Stat. The Museum is particularly interested in working with the Florida Division of Recreation and Parks in providing this unusual and attractive recreational, educational and historical project that would be created in phases over the next five years.

The Museum is attempting to recreate both the passenger and freight service on the Seaboard Line from Wimauma in South Hillsborough County to the Gamble Mansion near Ellenton in North Manatee County. The Museum anticipates having a large facility in Wimauma in which to display its static exhibits of historical interest and to run its educational programs. In addition to a horse or bike path that will be built along the tracks, the Museum will run on a regular schedule several passenger trains depicting the 1900s, 1930s and the 1950s from Wimauma to the Gamble Mansion, a State Division of Recreation and Parks facility. Along with the passenger trains, a telegraph, newspaper and mail service will be provided giving the Museum's patrons a sense of the importance of the rail line to life in previous generations. The Museum anticipates stops at the Hillsborough County park located at the Little Manatee River, the saw mill at Willow, the historic downtown of Parrish, the Buffalo Creek golf course, the outlet mall and the Gamble Mansion. Essentially, an operation will be constructed along the Wimauma to Gamble Mansion corridor which realistically depicts life as it had been in the late 1800s, early 1900s.

At present, all the pieces to the project are available. TECO and Florida Power and Light are working with the Museum to utilize the right-of-way from Wimauma to the Gamble Mansion. The land necessary for the facilities, such as for the Museum or the saw mill, is relatively inexpensive, is available and is serviced with water and sewer. Hillsborough County is presently purchasing the land around the Little Manatee River for a park and has also indicated that the Museum may stop at a station in the park. The station at Parrish is available for sale and the people of Parrish who own buildings in the historic district of Parrish are willing to renovate their stores to their original condition. However, this availability of the land, the track, the equipment, the services, the volunteers and the right-of-way will disappear in the next few years as land and right-of-way is sold or utilized. Thus, there is a need to take action as soon as possible.

Summary July  
25, 1994 Page  
Two

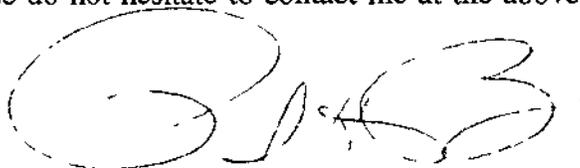
The South Hillsborough and North Manatee County area would be greatly enhanced by this project. Along with the obvious historical, educational and recreational opportunities that the project will bring to the residents and tourists of the surrounding area. There will also be an economical impact to a depressed area. Based on the present attendance of 50,000, the Museum estimates that, when complete, the project would attract approximately 200,000 people to the area with their attendant need for food, lodging and other services. The project would also encourage other investments in an area which clearly needs an economic boost.

The project will be specifically advantageous to the Gamble Mansion. CSX presently has for sale .61 miles of track extending eastward from the track utilized by the Museum to Leffingwell Road, approximately 200 to 300 feet from the Gamble Mansion. There is also a large acreage of land near the tracks at the Gamble Mansion upon which the Museum would be able to place its shops and Museum facilities. In addition to the increase of at least 50,000 people in attendance at Gamble Mansion, the Museum will operate the project with its own volunteers and paid employees under the eye of the Division of Recreation and Parks. Based on the Museum's past experience, the Museum will be able to operate this project without any additional personnel or maintenance costs on the part of the State.

Finally, the Museum will present in a clear fashion, the immensely important historic impact of the railroads and technology on Florida. The construction of the line will be accomplished to preserve the wetlands, the wildlife habitat, and the natural scenic beauty of Florida for the enjoyment of the residents and visitors.

The Museum has submitted to the Department of Transportation for ISTEA funding for the first phase of the project. The first phase is the restoration of the railroad station in Parrish totaling \$180,000.00 with \$20,000.00 being matched by the Museum through Manatee County. The Museum is presently competing with other projects totaling \$7,000,000.00 for \$3,000,000.00 of funding. The Museum has received the support of Senator McKay, Senator Beard, Representative Ogles.

The Museum has been setting up a special excursion on the train to introduce people to the Museum's project. I am extending an invitation for you to join the Museum on these trips. If you have any questions, please do not hesitate to contact me at the above number.



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**The Ruskin Project**

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## The Ruskin Project

The town of Ruskin, Florida was founded at the turn of the century as a socialist-Utopian community and named after the English social critic John Ruskin. Organized as an agrarian cooperative community, it sponsored settlers with socialist political interests from around the United States. Ruskin College was also founded at this time and established strong economic and cultural ties with the small but growing community. After the first world war, the town suffered economically and the socialist-cooperative experiment was abandoned.

Today Ruskin remains an agrarian based community of generally modest economic means. The Ruskin Project is a study of public space and infrastructure initiated at the request of the town. In early meetings, community activists and business leaders expressed the desire for a vision of what the city *could be* without destroying the beauty and grace of what it is. With this in mind, the enhancement and development of Ruskin relies on the careful *emergence of the* existing town structure rather than the radical superimposition of a foreign organization. The existing city and the memory it embodies forms the foundation for this proposal as well as any future revitalization and development.

The design work focuses on three problematic and underutilized parts of Ruskin and restructures these existing and fragmented areas into a dense and spatially cohesive public infrastructure.

### 1. The Public Edge

*The Public Edge is the linear strip of US Highway 41 between Shell Point Road and College Avenue.*

Since this area consists of many properties with numerous owners, this is not a conventional public park but rather a public edge created through redesigning the edge of US 41. We propose returning US 41 to a four lane road running through Ruskin and using the recaptured land in conjunction with existing right of ways to create a linear public space that would spatially link the various structures along US 41. The Public Edge provides shade for pedestrians, defines portions of a public walk linking historically significant buildings, offers an alternative place for periodic events such as festivals and defines a continuous seam between pedestrians and automobiles through parallel parking. The addition of parallel parking will not only slow down traffic along US 41 (remember it is a street through a town not an interstate highway) but it will offer a physical and spatial buffer-between US 41 and pedestrians walking along the sidewalk.

The development of the Public Edge includes the Chamber of Commerce - an important public structure that may expand in terms of a tourist information center - and the Ruskin Women's Club - a significant historic structure and a starting point for the *Ruskin Itinerary*. This itinerary consists of a series of important points in Ruskin. A pedestrian may walk from point to point along a trail that meanders through the town and eventually reconstructs the history of the town.

## **The Ruskin Project**

### **2. The Civic Intersection**

*The Civic Intersection is the area around Commongood Park across US 41 to the public library.*

This is an opportunity to create a public park that embodies a public life in both the civic and recreational sense. The park and library are two of Ruskin's most overlooked amenities. We propose to expand the accessibility to Commongood Park by occupying the edge of the park with a series of pier-like picnic pavilions along NW 2nd Avenue. Access to the boat launch can be controlled through a lockable gate at the launch rather than fencing off the entire park.

The territory of the library can be readily altered in order to give this important civic building a greater public presence. We propose adding a garden like courtyard to function as both an entry to the compound and an exterior children's area. The adjacent abandoned structure can be renovated or replaced to work as an historical archive. This museum/archive functions as an educational facility for school children and an attraction of historical significance to visitors and tourists. The Civic Intersection includes the existing Sheriffs Office in its territory.

### **3. The Commercial District**

*The Commercial District is the Thrift way Plaza along US 41 including the Post Office.*

This area typifies the "highway strip shoppingcenter" and we feel can be made into a more dense and cohesive commercial shopping area through restructuring automobile parking and constructing more habitable public edges, spaces and connections in and around the existing buildings. We propose the development of the internalized pedestrian space between the existing buildings - currently extensive asphalt parking and unused land - to a linear town green. This space is similar to the traditional town green that organizes an array of separate activities and functions. In addition to the numerous functions already housed in this area, we see the opportunity for additional retail space, housing, office space, a farmer's market and an amphitheater in addition to an array of public spaces and dual purpose ornamental retention ponds.

The town of Ruskin houses a wide range of populations and encourages various cycles of occupancy. These cycles exist in both the day to day experience of a place and the eagerly anticipated seasonal or annual events. This project strives to address this diverse group which includes the permanent resident, the retiree, the tourist, the winter resident, the regional visitor and the seasonal worker. In order to offer a rich and varied experience, a town must offer a means of inhabitation. How, one may ask, can a town begin to accommodate such demands? Surely it begins with the people of the community. Only from the citizenry can an authentic and meaningful physical identity begin to emerge. This vision has emerged from our reading of Ruskin. It should be used as a lens for the townspeople to imagine, speculate, debate and finally view what is already very nearly present.

We welcome your comments and suggestions.

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