

# **Courtney Campbell Scenic Highway**

**Final Designation  
Application  
and CMP**

**November 2004**



**Courtney Campbell Causeway Scenic Highway  
Designation Document**

**November 2004**

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# Designation Application

## Florida Scenic Highways Program

the Applicant is seeking

- Florida Scenic Highway
- National Scenic Byway
- All-American Road

Submission of this Designation Application form and its accompanying Designation Documentation verifies that designation as a Florida Scenic Highway is being sought for the corridor identified below. Please prepare and submit this application to your District Scenic Highways Coordinator in accordance with Appendix F, Section X of the Florida Scenic Highways Manual. Chapter 3, Section 3.2 of the Florida Scenic Highways Manual illustrates how this form should be completed.

Roadway/Route Number and Name - Provide the state and US road number (if applicable) and the local or any regionally recognized name for the roadway.

Scenic Highway Name - Provide the scenic highway name to be used in any promotional activities.

Date of Eligibility - Provide the date of the Letter of Eligibility. \_\_\_\_\_

Corridor Advocacy Group - Provide the following information regarding the CAG chairperson.

CAG Chairperson

Address \_\_\_\_\_ Phone Number \_\_\_\_\_

Corridor Management Entity

CME Chairperson or Equivalent

Address \_\_\_\_\_ Phone Number \_\_\_\_\_

We also confirm that signatories below are authorized to speak on behalf of the agency/organization they represent and that their signature denotes concurrence with all the information and concepts presented in the Designation Documentation. We also verify that all information stated on this form and/or included in the Designation Documentation are, to the best of our knowledge, true representations of the corridor and the resources for which designation as a Florida Scenic Highway is being sought.

X \_\_\_\_\_ Date \_\_\_\_\_

Corridor Advocacy Group Chairperson

X \_\_\_\_\_ Date \_\_\_\_\_

Corridor Management Entity Chairperson

X \_\_\_\_\_ Date \_\_\_\_\_

Local General Purpose Government Representative

X \_\_\_\_\_ Date \_\_\_\_\_

Metropolitan Planning Organization

Additional Information - On an attached sheet, provide updated names, titles, addresses and phone numbers for the following: 1) CAG Chairperson, Vice-Chairperson, other officers/committee heads and remaining membership and 2) additional local general purpose government representatives with signature.

**Letter of Eligibility**  
(Insert letter here)

**Executive Summary for Designation Application  
(Insert Here)**

## Executive Summary

### **“That Florida Feeling:”**

*“It will get you from here to there, but the Courtney Campbell is much more than that. Have you ever been out of state for a while? And you come home and drive across the Courtney Campbell and you get that Florida feeling that makes you feel good to be home.”* Charlie Belcher Fox 13 News, December 27, 2000

### **Courtney Campbell Scenic Highway Action Plan**

#### **Introduction:**

Created as a private toll road in the 1930’s using dredge and fill, the Courtney Campbell Causeway (Causeway) significantly cut travel time from Clearwater to Tampa. The State took control of the roadway during WWII and in the 1940’s converted it to a “parkway”. Since that time community beautification projects have further enhanced the scenic experience of the journey across Tampa Bay. Designation as a State Scenic Highway will protect and enhance the unique experience that puts the driver above the water of Tampa Bay allowing them to enjoy one of America’s 28 National Marine Estuaries and Florida’s largest open estuary.

#### **Current Status:**

This nine-mile corridor is unique since it already contains the intrinsic resources and most protection policies necessary for a viable Scenic Highway. Throughout most of the proposed scenic highway’s length the Causeway is owned by Florida Department of Transportation (FDOT) and maintained as a parkway. Agreements with the Cities of Tampa and Clearwater ensure the landscaping is maintained.

Two beaches, a boat launch facility, and a series of service roads running parallel to the highway provide recreational opportunities throughout the corridor. The service roads provide access to fishing, bicycling, jogging, picnic and similar activities.

#### **Planned Corridor Improvements/Enhancements:**

The proposed Corridor Management Plan (CMP) is divided into strategies with four timelines: continuous, short term (less than 2 years), mid term (3 to 6 years), and long term. The strategies are organized into the five required goals (Resource Protection, Safety, Community Support, Education, and Economic Development/Tourism). Additional objectives address: improving pedestrian/bicycle trails, integration with long-range regional transportation planning, undergrounding overhead utility lines, enhancing the “sense of place” at gateways to Clearwater and Tampa, and bringing back a more historic character of the roadway without impacting its function.

The proposed Action Plan is more fully detailed in the Goals, Objectives and Strategies section of this document.

**Promotion/Community Participation:**

All governmental agencies bordering on the Causeway support the action plan as do Chambers of Commerce, and many area nonprofit organizations. A short video is available for continuing community outreach efforts.

**Administrative/Coordination:**

The Courtney Campbell Scenic Highway Corridor Advocacy Group (CAG) was formed in October, 2000. This CAG is composed of all governmental agencies bordering the Causeway along with representatives of the local business community, non-profit organizations and private citizens. The Causeway was determined eligible for designation as a Scenic Highway in May 2003, by the FDOT Secretary of Transportation.

The CAG successfully petitioned The Tampa Bay Regional Planning Council (TBRPC) to assume the official role of the Corridor Management Entity (CME). A Corridor Advisory Committee (CAC) was appointed, incorporating members of the CAG, to perform the day-to-day monitoring, community outreach and advocacy functions under the policy direction of the CME.

**Conclusion:**

The FDOT/Scenic Highway Program provides an opportunity to highlight the uniqueness of this highway and to showcase its many attributes.

Designation of the Causeway as a Florida Scenic Highway will bring recognition to a treasure of the whole Tampa Bay area. Designation will facilitate grant opportunities to enhance safety, recreational and aesthetic elements of the parkway. Designation will advance intergovernmental coordination of transportation and trail efforts bridging the bay. Designation will provide a showcase for the Tampa Bay Estuary resources. Designation meets the highest goals of the Florida Scenic Highway Program.

**Courtney Campbell Scenic Highway  
Responses to SHAC Letter of Intent Recommendations  
(March 31, 2003)**

- 1. The Corridor goals need to be more specific and formalized.**
  - a. This has been rewritten.
- 2. The corridor story is written as more of a historical account, rather it should tell the story of the causeway from all its perspectives. Keep in mind that the corridor story can eventually be used for promotional activities and should be written to draw in the visitor.**
  - a. This has been rewritten.
- 3. Additional letters from supporting agencies would be helpful in identifying the general support for the corridor.**
  - a. The Corridor Advocacy Group (CAG) is in the process of collecting additional letters of support.
- 4. Mr. Terry Gilbert offered to assist the Corridor with resource issues, such as fishing, birding, flushing of the bay, etc. that could enhance their corridor and the CMP. He could also provide a list of ideas for the CAG that may enhance the corridor. Mr. Gilbert can be contacted directly at 850-488-6661.**
  - a. A three-way teleconference between the CAG Chair, the Executive Director of the Tampa Bay Estuary Program and Mr. Gilbert occurred on October 29, 2003. Information covered during the telecon included the topics suggested.
  - b. The Goals, Objectives and Strategies were modified as a result of suggestions developed during the phone call. Additionally the resource assessment information was updated as a result of further contacts with local naturalists.
- 5. The Scenic Highway Advocacy Committee (SHAC) noted, however that many of their comments expressed in their letter dated April 13, 2001, were not addressed in the Eligibility Application. These comments should be clearly addressed in the Corridor Management Plan (CMP) in a letter of response to the SHAC.**
  - a. The SHAC expressed a concern regarding the bird populations along the corridor. It was recommended that the CAG address potential solutions to “bird strikes” along the corridor including the consideration for signage, public education, and if feasible, reduction of the speed limit on the roadway. Special consideration should be given for the protection of birds and offspring during the nesting season.
    - i. Consultations with the local Audubon Chapter indicates “bird strikes” are not an area of significant concern on this Causeway. The Corridor goals include a component relating to the protection of native species.

- b. There should be an educational component developed to educate people about the Causeway and its uniqueness.**
  - i. This is part of the Corridor goals and the educational program for the Causeway.
- c. The CAG should promote the many opportunities for recreational activities.**
  - i. This is part of the Corridor goals.
- d. There should be an emphasis on the natural vegetation throughout the corridor.**
  - i. This is part of the Corridor goals.
- e. Pedestrian and other modes of transportation issues and concerns should be addressed.**
  - i. These are included in the revised Corridor goals, objectives and strategies
- f. The CAG should emphasize bird watching, scenic vistas, pull-offs and scenic overlooks.**
  - i. This will be part of the promotion program, but the principle intrinsic resources are scenic and recreational.
  - ii. Scenic Vistas exist along the corridor on the service roads.
  - iii. Promotional literature will address the service road opportunities.
- g. The CAG should promote vegetative buffer zones along the corridor.**
  - i. The CAG could preserve existing vegetative buffer areas for native resources.
  - ii. The creation of additional vegetative buffers would degrade the scenic views from the corridor.
  - iii. The CAG goals promote the replacement of vegetation with native species.
- h. Consideration should be given to accommodate parking areas associated with scenic overlooks.**
  - i. Parking is limited to the existing width of the Causeway.
  - ii. Perhaps parking pull-offs could be added periodically to avoid the parking on the grass, but this might require water retention areas.
- i. It was recommended that where opportunities exist to enhance circulation of the bay, that such be considered.**
  - i.** The Tampa Bay Estuary Program conducted a review of pertinent literature related to circulation and flushing in the vicinity of the Causeway. Authors of a 1972 study funded by Florida Department of Transportation (FDOT) found that flushing in the Safety Harbor and Oldsmar areas benefits from the current configuration of the Causeway. The investigators also made recommendations for improving circulation in the area north of the Causeway and east of Rocky Creek. The Corridor Management Entity (CME) will remain alert to opportunities to improve flushing in this area. There are areas of even poorer water circulation in Tampa Bay, however these areas are not affected by the Causeway and are outside of the scope of the Scenic Highway project.

## **Section 1. Corridor Vision**

The Courtney Campbell Causeway (Causeway) is a testament to modern society and nature co-existing in a productive and equally beneficial manner. The Causeway has become a vital link for the Tampa Bay community, connecting Pinellas and Hillsborough counties along with the cities of Clearwater and Tampa. It is a portal to an important and unique ecosystem. The Causeway is literally alive through its self-created ecosystem and the numerous species of wildlife that depend on the Causeway for food and shelter. Not only does the corridor house wildlife, it also is a haven and destination point for people to enjoy themselves. The most significant scenic, natural, and recreational resources of the corridor are set aside for use by visitors and the community in the form of natural greenways, beaches, and recreational sites. The entire length of scenic highway running just above sea level along Tampa Bay is picturesque. It is full of opportunities for enjoying Florida's recreational opportunities and lifestyle. There is a strong community tie to the corridor and its citizens are committed to its preservation. The Causeway should be preserved and enhanced not as simply a highway, but as a scenic corridor that is a vital resource to the prosperity of the region.

## **Section 2. Goals, Objectives and Strategies**

### **1. Goal: Resource Protection – Support the Protection of the Environmental Resources of the Causeway. [required goal]**

- a. Objective: Retain the current physical cross sectional character of the Causeway reminiscent of its historic origin.
  - i. Strategy – Work with the two County Metropolitan Planning Organizations (MPOs) to adopt policies to maintain the historic character of the roadway without impacting the function of the roadway. [Short term priority]
- b. Objective: Support a coastal-style, native Florida landscape along the Causeway as additional landscaping is required or needs to be replaced.
  - i. Strategy – Identify, for future removal and eradication, locations of exotic infestation along the Causeway. [Short term priority]
  - ii. Strategy – Work with the Florida Department of Transportation (FDOT) to identify natives that can be used along the corridor (jointly with objective 5.a.ii). [Short to mid term priority]
  - iii. Strategy – Develop guidance to municipalities on desirable species to be used for future corridor plantings. [Short to mid term priority]
  - iv. Strategy – Partner with local agencies and environmental advocates on implementation strategies that could include funding and/or in-kind services. [Continuous priority]
- c. Objective: Maintain the natural environment of the Causeway.
  - i. Strategy – Partner with local environmental advocates to support the bird populations of special concern along the Causeway by identifying current nesting areas, supporting population counts, enhancing habitat, and installing signage to protect nesting areas. [Mid term priority]
  - ii. Strategy – Monitor Tampa Bay Estuary Program Research affecting areas adjacent to the Causeway. [Continuous]
- d. Objective: Promote community partnerships to control litter. [Continuous]
  - i. Strategy – Partner with Keep Hillsborough Beautiful and Keep Pinellas Beautiful on semi annual coastal cleanup programs.
  - ii. Strategy – Strengthen Adopt-a-Highway/Adopt-a-Shoreline sponsorship for the entire length of the Causeway. [Tampa Bay Parrot Head Group currently participates.]
  - iii. Strategy – Monitor local municipalities efforts to identify sites for additional trash container sites along the Causeway and ensure that they are kept in good repair and emptied frequently enough to ensure that debris is not overflowing from them.

### **2. Goal: Work to Enhance Vehicle and Pedestrian Safety. [required goal]**

- a. Objective: Improve highway safety by identifying and working to implement engineering solutions.
  - i. Strategy – Support the installation of a traffic signal at the Clearwater Christian College entrance and the western beach area (joint project of FDOT and the City of Clearwater). [Short term priority]

- ii. Strategy – Partner with FDOT, Hillsborough MPO and Westshore Alliance to evaluate improving pedestrian crossing safety at Rocky Point. [Short term priority]
- iii. Strategy – Work with the FDOT and local governments to identify traffic and pedestrian safety issues (beaches, boat ramp, and future scenic highway kiosks) and implement appropriate solutions where necessary. [Mid term priority]
- b. Objective: Improve bicycle/pedestrian safety enhancements.
  - i. Strategy – Work with the FDOT, MPOs, and local governments to develop a continuous bicycle/pedestrian trail parallel to the main roadway to avoid auto traffic conflicts. [Continuous priority]

**3. Goal: Build Community Support for Long-term Success. [required goal]**

- a. Objective: Incorporate Causeway plan elements in the Comprehensive Plans of the four local government jurisdictions – Pinellas County, City of Clearwater, Hillsborough County, and City of Tampa. [Short term priorities]
  - i. Strategy – Work with local government staff to identify the current comprehensive plan elements that support the plan.
  - ii. Strategy – Support the review and update of the local comprehensive plans to support the inclusion of goals, objectives, and strategies of the plan.
  - iii. Strategy – Support the approval and adoption of the amendments required in local government comprehensive plans to implement the objectives, goals, and strategies of the plan.
- b. Objective: Continue the Corridor Management Entity (CME) as an ongoing and effective sponsor and advocate for the Scenic Highway designation process and implementation of improvements. [Continuous priority]
  - i. Strategy – Implement the CME and Operating Policies as adopted and manage effectively.
  - ii. Strategy – Maintain the membership of the CME and meet a minimum of four times each year.
  - iii. Strategy – Develop an Annual Report on the progress implementing the Corridor Management Plan each year and report to local and state organizations.
  - iv. Strategy – Seek out long term funding strategies to allow for the Tampa Bay Regional Planning Council (TBRPC) to continue to function as the CME.
  - v. Strategy – Coordinate with private interests along the Causeway and seek partnerships that accomplish goals, objectives, and strategies of the plan.
  - vi. Strategy – Seek out local, state, and federal support and apply for and receive gifts and grants to implement the plan.
- c. Objective: Advocate and monitor intergovernmental coordination between the four governmental entities having jurisdiction for the Causeway. [Continuous priority]

- i. Strategy – Maintain the effectiveness of intergovernmental coordination during the designation process and implementation of the Corridor Advocacy Group’s (CAG’s) Goals, Objectives & Strategies.
- ii. Strategy – Monitor the ongoing status of Maintenance Agreements between the FDOT and the local governments.
- iii. Strategy – Provide a forum for coordination of government efforts related to the Causeway.

**4. Goal: Education – Educate the Community and Visitors on the Natural and Historic Resources Along the Corridor. [required goal]**

- a. Objective: Maintain and enhance the Scenic Highway’s web site.
  - i. Strategy – Continue to update the web site. [Continuous priority]
  - ii. Strategy – Ensure search engine links for general access. [Short term priority]
- b. Objective: Develop a Scenic Highway education program
  - i. Strategy – Develop interpretive pamphlets covering the following areas: history, recreational opportunities, and natural assets. [Short Term]
  - ii. Strategy – Establish and maintain a speakers bureau. [Mid Term Priority]
  - iii. Strategy – Develop a corridor video and a plan for viewing [Mid Term Priority]
  - iv. Strategy – Develop and locate informational signage along the corridor. [Mid Term Priority]
- c. Objective: Promote the location and features of the Causeway with notations on local and regional maps.
  - i. Strategy – Research feasibility and access to mapping and publications and respond accordingly. [Mid term priority]
- d. Objective: Develop and implement a “Keep It Clean” educational program for the Causeway.
  - i. Strategy – Determine pollution sources and develop a program or brochure to address the sources. [Mid term priority]
- e. Objective: Maintain an archive of Courtney Campbell Scenic Highway information.
  - i. Strategy – Establish an archive of historical records and photos related to the Causeway. [Continuous priority]

**5. Goal: Economic Development/Tourism. [required goal]**

- a. Objective: Maintain/enhance the recreational opportunities along the Causeway.
  - i. Strategy – Continue the service road concept that provides access to multiple recreational opportunities. [Continuous priority]
  - ii. Strategy – Perform an opportunities and strengths analysis to identify additional recreational enhancements. Consider using university students as a resource for this analysis and the resulting plan. [Short to mid priority]

- b. Objective: Establish the Courtney Campbell Scenic Highway as a tourist point of interest. [Short term priority]
  - i. Strategy – Promote the Courtney Campbell Scenic Highway through regional Convention Visitor Bureau and local Chambers (publications, presentations and meetings).
  - ii. Strategy – Tie/link the Courtney Campbell Scenic Highway website to Chamber/City/State sites.
  - iii. Strategy – Distribute Courtney Campbell Scenic Highway brochure at tourist centers.

**6. Goal: Improve Pedestrian, Bicycle, and Transportation Initiatives Along and Connecting to the Causeway Compatible with and Enhancing the Aesthetics of the Corridor’s Intrinsic Values.**

- a. Objective: Implement bicycle/pedestrian trails linking Hillsborough and Pinellas counties.
  - i. Strategy – Develop a map identifying the pedestrian trail missing linkages along the Causeway. [Short Term Priority]
  - ii. Strategy – Work with the FDOT and Hillsborough County MPO to program funds to construct a pedestrian/bicycle bridge across the tidal flow structure located at the north side of the Causeway east of Rocky Point. This strategy will be worked in partnership with the City of Tampa and the Westshore Alliance. [Short term priority]
  - iii. Strategy – Promote connectivity of the Courtney Campbell system to the Pinellas Trail Network (Cross Clearwater, Progress Energy and Fred Marquis Trails.) [Mid term priority]
  - iv. Strategy – Promote connectivity of the Courtney Campbell system to the Hillsborough County and City of Tampa Greenways and Trails system (going north and south). [Mid term priority]
  - v. Strategy – Support MPOs and local government’s implementation of bicycle/pedestrian trails over the Causeway’s large and the smaller bridges to eliminate gaps in the existing trail segments and provide inter-connectiveness. [Long term priority]
- b. Objective: Support regional long-range transportation planning objectives that are compatible with the five principle Florida Scenic Highway goals.
  - i. Strategy – Monitor and actively participate in the development of regional transportation strategies with FDOT, MPOs and transit agencies. [Continuous priority]
  - ii. Strategy – Resolve current transit needs (i.e. bus stops) along the corridor. [Short term priority]

**7. Goal: Enhance the Visual Appearance of the Causeway.**

- a. Objective: Bury overhead utility lines that currently exist on relatively small portions of the Causeway. [Long term priority]
  - i. Strategy – Identify location and ownership of existing overhead utilities.

- ii. Strategy – Initiative dialog with the local utilities and Florida Coordinating Group (FCG) to identify alternatives, cost options, and potential funding opportunities.
- b. Objective: Enhance the special “sense of place” at both the eastern and western approaches of the Causeway to “showcase” the gateway to the communities at each end. [Short term priority]
  - i. Strategy – Participate in design public workshops and/or hearings for the LINKS project at the east end of the Causeway.
  - ii. Strategy – Maintain an active involvement in the urban design component for the LINKS reconstruction projects.
  - iii. Strategy – Participate in the Hillsborough County MPO Livable Roadways Committee to develop a gateway concept for the Causeway.
  - iv. Strategy – Ensure the appropriate locations of the existing historic Courtney Campbell Parkway monuments as part of the gateway features.
- c. Objective: Investigate alternative designs or adaptations for the guardrail and bridge abutments to be more consistent with the original historic character of the Causeway. [Mid term priority]
  - i. Strategy – Perform a literature search to see what alternative guardrail designs are used on other similar period roadways.
  - ii. Strategy – Work with the appropriate MPOs to incorporate more aesthetic guardrail features in future maintenance activities.

**Note**

- Short term within first two years
- Mid term is within the first three to six years
- Long term is beyond six years

## **Section 3. Community Participation Program**

The Courtney Campbell Scenic Highway Community Participation Program (CPP) is an ongoing community outreach program designed to heighten awareness, build consensus and foster public involvement in support of the Scenic Highway. A CAG was established in October 2000. Since then the CAG has conducted well over 50 meetings and discussions with interested parties and stakeholders to solicit input, long-term support, and help craft the Vision Statement, Goals, Objectives and Strategies. Many of these key coordination meetings (CAG meetings) are listed at the end of this section in Table 3-1. The result of this coordination effort is a list of approximately 40 stakeholders (Appendix A).

### **Identification of Stakeholders**

The CAG's ongoing CPP will build upon the current list of stakeholders by identifying others having an interest in the designation and long term success of this Scenic Highway. This is consistent with Goal 3b. This list will be reviewed and updated as needed on a yearly basis. Future public involvement activities will target the retention of these participants and the identification of additional stakeholders.

### **Public Outreach**

The CAG commits to continue/maintain the strong CPP currently in place. Community involvement and public meetings are important tools for ensuring the effective and ongoing operation of a scenic highway. The Goals, Objectives and Strategies presented in Section 2 reflect this commitment to work hand-in-hand with the community to develop a corridor that best showcases and preserves the features and character of the Scenic Highway and surrounding area.

The CAG has identified below a framework of public outreach opportunities that are consistent with the Goals, Objectives and Strategies of the Scenic Highway. These categories are expected to change as designation takes place, goals are accomplished, and the corridor matures.

- CAG and CME Meetings – Upon designation, a yearly meeting schedule will be established for each group. The meetings will be advertised and meeting agendas and meeting minutes will be developed and posted as appropriate. Figure 3.1 provides an example of meeting minutes currently generated for CAG meetings. It is expected that future CAG and CME meetings will be documented in a similar manner. The TBRPC currently provides administrative support for this effort.
- Public Meetings – The CAG will conduct public meetings as necessary to present and implement the Goals, Objectives and Strategies of the group. These may be in addition to regularly scheduled CAG and CME meetings.
- Information Exchange – (Newsletters, brochures, fact sheets, video, press releases) – The CAG will develop and issue pertinent information regarding the Scenic Highway on an as needed basis. The distribution list for these materials

will be based on the stakeholder list in Appendix A and the identification of other issue specific interested parties. The CAG has developed an informational video for submittal as part of this designation process. This video is currently in use to support our active Speakers Bureau. To date this video is the only CAG informational tool available. Appendix B includes several newspaper articles that have been written during the course of this designation process. Additional coordination with local news agencies will take place once designation is received and during the implementation phase. The CAG is currently identifying funding sources to develop a Scenic Highway brochure.

- Speakers Bureau – As outlined in Section 2 (Goal 4b) CAG members have made themselves available to provide information on the Scenic Highway at outside meetings and community gatherings. Arrangements and approval for the speaking engagements are coordinated and approved beforehand with the CAG chairperson or designee.
- Web Site – The CAG has created a web site and will work to tie into pertinent regional/statewide websites to provide far-reaching information on the corridor. This is consistent with Goal 4a.
- Sponsorships of Community Events – The CAG will support/participate in highway/beach local events that highlight the Scenic Highway. These events may include; clean-up, benefits, and other events that are consistent with the Goals, Objectives and Strategies (Goal 1d.).

## **Meetings**

All future CAG sponsored meetings will be conducted in spaces with sufficient seating for the audience expected. All meetings will be publicly noticed through the City of Clearwater and the City of Tampa. Meetings of general interest will be advertised in the local newspaper with sufficient advance notice. All meetings have an agenda and meeting minutes (Figure 3.1) are prepared and maintained. Upon designation, yearly CAG and CME meeting schedules will be developed.

**Table 3.1**  
**Courtney Campbell Scenic Highway**  
**Corridor Advocacy Group**  
**Meeting Log**

October 20, 2000 Organizational Meeting  
November 11, 2000

January 9, 2001  
April 13, 2001  
May 4, 2001  
May 25, 2001  
June 20, 2001  
July 20, 2001  
October 10, 2001  
November 14, 2001

January 11, 2002  
April 5, 2002  
May 3, 2002  
May 28, 2002  
June 28, 2002  
July 26, 2002  
September 13, 2002  
December 16, 2002

January 24, 2003  
March 21, 2003  
June 13, 2003  
July 11, 2003  
October 3, 2003  
November 21, 2003

January 30, 2004  
May 21, 2004  
June 25, 2004

## **Section 4. Local Support**

Since its inception four years ago, the CAG has sought out and received support from numerous public and private interests whose goals are consistent with those of the group. Appendix C provides a sampling of the letters of support that have been received to date.

The CAG has also sought out and received numerous letters of support from the local governments in which this causeway traverses. Appendix D includes copies of local government resolutions of support of the Scenic Highway designation from the Cities of Tampa, and Clearwater along with the counties of Hillsborough and Pinellas.

A Corridor Impressions Survey (CIS) was developed by the CAG and distributed during 1999-2000 to a cross section of people that use and enjoy the Causeway. Participants included tourists and local residents involved with a wide range of Causeway uses. The survey was distributed widely via email and was also available in printed form at the Clearwater Welcome Station located at the west end of the Causeway. Close to 200 responses were received. The results of this survey showed strong support for the Scenic Highway designation. An example of the questionnaire used in this survey along with the survey results was discussed in detail in the Courtney Campbell Causeway Scenic Highway Eligibility Application November 2002 and are summarized in Appendix E of this document.

## Section 5. Partnerships and Agreements

To date the CAG has developed several partnerships that support the designation process.

- **FDOT** – The CAG has partnered with the FDOT to successfully prepare and submit all of the required documentation necessary to be designated as a scenic highway.
- **URS Corporation (URS)** – URS has graciously provided audio-visual support to develop and distribute the corridor introduction video that has been included in this designation document (Appendix F). Countless hours have been provided by URS to produce this corridor video. Additionally, URS senior staff has provided meeting rooms and staff support to the CAG.
- **FDOT/City of Clearwater** – Signalization of Courtney Campbell Causeway at Damascus Road and Clearwater City Beach.
- **Clearwater** – Reconstruction of Bayshore Boulevard and Courtney Campbell Causeway intersection.
- **Tampa Bay Regional Planning Council (TBRPC)** – The TBRPC has provided staff and in-kind services support to the CAG. Most importantly, the TBRPC has assumed the permanent role of the CME for the Scenic Highway.

Future partnerships are expected as the CAG receives designation. To help attain the Corridor Vision as stated in Section 1, the CAG is working to better define its partnerships with a number of stakeholders including:

- **City of Tampa** – Relocation and storage of the Courtney Campbell Causeway Monument (East end) during the LINKS reconstruction project.
- **Tampa International Airport/Hillsborough County Aviation Authority (Aviation Authority)** – Discussions are underway with the Aviation Authority to obtain assistance in the production of a Scenic Highway Informational Brochure.
- **Tampa Bay Estuary Program (TBEP)** – The CAG is currently investigating community education partnering opportunities with TBEP to support a low-power radio broadcast network throughout Tampa Bay that would include information on the Scenic Highway as part of the broadcast.
- **Keep Hillsborough Beautiful/Keep Pinellas Beautiful** – The CAG is currently discussing partnering opportunities associated with their semi-annual coastal clean-up programs.

These partnerships will be developed and documented as they are finalized. Examples of immediate needs to meet our short-term goals and objectives include funding for CAG administrative support, the development of a corridor brochure, and sponsorship of an information kiosk.

Additionally, City of Tampa and Clearwater partnerships are in place with the FDOT. These local government/FDOT partnerships allow the cities to provide enhanced landscaping and maintenance of the Causeway. Copies of these agreements are included in Appendix G.

## **Section 6. Corridor Management Entity**

### **Summary:**

- 1. Umbrella Organization: TBRPC** – The TBRPC is one of 11 Regional Planning Councils in Florida. It was formed in 1962 and includes the four counties surrounding Tampa Bay. It is the principle governmental organization with jurisdiction on both sides of Tampa Bay, which is bridged by the Courtney Campbell Scenic Highway.
- 2. Management Entity:** Courtney Campbell Scenic Highway Corridor Advisory Committee (CAC) is charged with being the advocate for the Program, and will be responsible for the implementation, monitoring and updating of the Corridor Management Plan over time. The CAC incorporates all members of the CAG.
- 3. Policy Decisions:** The CAC is advisory to the TBRPC who is the official CME authority for the Scenic Highway.

### **CME History:**

- 1.** In December 2001 the TBRPC amended their Transportation Goals and Policies to include a new policy to “encourage the designation and implementation of Florida Scenic Highways within the region as a way also to promote resource protection, economic development and increased tourism.”
- 2.** In February 2002 the TBRPC adopted Resolution 2002-02 expressing support for the designation of the Scenic Highway (Appendix H).
- 3.** On October 14, 2002 the TBRPC adopted a motion to assume the permanent role of the CME for the Scenic Highway. The TBRPC directed staff to develop standards to become the CME for this and other potential scenic highways within the region. This endorsement was provided at the December 9, 2002 TBRPC meeting (Appendix I).
- 4.** In May of 2003 the TBRPC adopted operating procedures for the Courtney Campbell Scenic Highway CAC (Appendix J). This document represents the endorsed CME agreement.

### **Corridor Advisory Committee Operating Procedures Summary:**

- 1.** The TBRPC shall be the records repository for the Scenic Highway.
- 2.** Twelve voting members are designated representing specific stakeholders in the Scenic Highway.
- 3.** Officers of the CAC are specified as well as procedures for selection.
- 4.** Meeting notice and operating procedures are specified.
- 5.** A process is specified to amend the operating procedures.

### **Current Officers:**

- 1.** Chair – William Jonson, City Commissioner from Clearwater
- 2.** Vice Chair – Linda Saul-Sena, Council Chair from Tampa

## **Section 7. Background Conditions Analysis**

### **Corridor Limits**

The Scenic Highway is approximately 10 miles in length. It runs from the Veteran's Expressway (SR 589)/Memorial Highway in Tampa, Hillsborough County on the east to McMullen Booth Road (CR 611) on the west (Figure 7.1). The CAG has divided the Causeway into 10 segments. These segments are shown in Figure 7.2.

The corridor limits were established to take advantage of several unique opportunities. The CAG specifically defined the boundaries of the proposed Scenic Highway to include the existing commercial use at the east and west ends of the corridor (Segments 1, 2, and 10). Reasoning for the inclusion of these segments includes;

- Promote connectivity with existing/proposed trail networks in Pinellas and Hillsborough Counties. This helps to meet Goal 6a.
- The unattractive commercial activities on the north side of Segment 1 have been removed as part of the highway reconstruction project currently underway in this area (LINKS).
- The recommended easterly terminus at Veteran's Expressway (SR 589)/Memorial Highway connects to the heavily landscaped connections to the Tampa International Airport and presents an opportunity to create an "enhanced welcome entrance" to Tampa helping the CAG to meet Goal 7.
- The recommended westerly terminus at McMullen Booth Road (CR 611) provides a connection to the Pinellas County Bayshore Trail (Figure 7.3). This regional connectivity also helps to meet Goal 6. Additionally, the City of Clearwater has designated the area identified as Segment 10 in their Comprehensive Plan as an aesthetic gateway and landmark visual image.
- The inclusion of Segment 2 is needed to provide continuity between the Causeway on the east and west of this segment.

### **Roadway Right-of-Way (R/W) Description**

The Causeway serves as a key entranceway to the City of Clearwater/Pinellas County (west end) and Tampa/Hillsborough County at the east end. The Causeway is also part of SR 60, which extends from Clearwater to Vero Beach on Florida's east coast. The Functional Classification of the roadway section under consideration for designation as a scenic highway (Courtney Campbell Causeway) is a principal arterial. The Causeway is a part of the National Highway System, the Florida Intrastate Highway System, and the State Highway System.

The Causeway includes three bridge spans, one in Pinellas and two in Hillsborough.

Except for Segment 8, an access road or path exists along the Causeway on both north and south sides of the road. This paved path connects under the approach ramps on the large main bridge in Segment 5. On the west end of the smaller bridge (Segment 7), the path has concrete barriers on this "underpass" to prevent the passage of motorized



vehicles. This path provides recreational opportunities for the general public including; biking, roller blading, jogging and walking, and is used daily. In addition to pedestrian activities, the path is suitable for vehicles in-route to a drive-on beach, picnic areas, fishing, and the fully equipped boat launch facility. Where the access road is unavailable, a pedestrian pathway is provided. The City of Tampa Parks Department has recently undertaken a brief assessment for the CAG to identify gaps in this existing path network (Hillsborough County side). This assessment and the resultant projects to fill gaps and make improvements to the network are consistent with Goal 6.

The Causeway is unique in that through much of its length (Segments 3 through 9), it is surrounded by water and therefore there are few private, true “adjacent” property owners. FDOT is the corridor owner and through several Joint Partnership Agreements (JPA) with local government, the R/W is managed. At the east end (Segment 1) many of the previous incompatible land uses have been eliminated as part of the FDOT SR 60/Memorial Highway (LINKS) reconstruction project therefore significantly lessening the CAG’s involvement with the Uniform Relocation & Real Property Act. Because of these opportunities, the CAG has no adjacent property owner issues at this time .

### **Existing Land Use and Zoning**

The majority of the Causeway is Existing Land Use (ELU) category Recreation/Open Space. By definition, Recreation/Open Space is undeveloped land suitable for low impact passive outdoor recreation and/or conservation purposes. Recreation/Open Space can include land with environmental value such as preserve/preservation lands, as well as land required or desired to provide for visual relief, aesthetic and scenic value. Table 7.1 lists the ELU, Zoning and Future Land Use (FLU) designations in each segment

The Zoning designation for this corridor is predominately Open Space/Recreation, and mirrors closely the ELU. Segments 1 and 2 at the east end of the Causeway contain a small amount of commercial zoning although many of the commercial establishments have been removed as a part of the LINKS project. Despite this commercial zoning on the north side of this segment, a large portion of Segment 1 is a causeway with water views to the south. The north half of Segment 10 also contains commercial uses.

Segments 1 through a portion of 6 are within the City of Tampa’s jurisdiction, with the remainder of Segment 6 through Segment 10 located within the city limits for Clearwater. The Cities of Tampa and Clearwater currently have no development orders pending in this area.

Contained within Segments 1, 9, and 10 are ELU’s that include the designations Vacant, Commercial, Public/Semi-Public, Public Communication/Utilities, Public/Quasi-Public/Institutions, Multi-Family and Preservation. These designations apply primarily to those areas not directly adjacent to the Causeway and are subordinate to attractive views of the water and roadside landscaping. Zoning for these sections include various Commercial categories, Planned Development, and Residential categories. While

Segment 2 contains commercial uses, the businesses in this area are heavily landscaped, not significantly detracting from the overall scenic experience.

Based on the LINKS project, all businesses on the north side of the highway have been eliminated. Tampa Bay runs adjacent to the north side of the Causeway for the remainder of this segment. Located on the south side of the highway are the Hyatt Regency West Shore and an adjoining office building. Immediately to the west of the Hyatt Regency, is an area of tidal wetlands that reaches to the Bay and runs adjacent to the Causeway for the rest of this segment. There were three billboards in this segment. This segment is being changed as a result of planned highway modifications. The most significant of which were the removal of the billboards and the elimination of the commercial activities on the north side of the road.

Segment 2 begins at FDOT Bridge 100064. Open water (Tampa Bay) is adjacent to this segment on either side of the roadway. This segment continues west to an area known as Rocky Point. Rocky Point is a small commercial area located on an island connected to Hillsborough County mainland only by the Causeway. Segment #9 includes the Clearwater Christian College (CCC) and the Clearwater Chamber of Commerce Welcome Center on the north side of the Causeway. The shoreline ends at Cooper's Point with the entrance to CCC. The remainder of the north side is wetlands. The south side is Recreation/Open Space, in the form of a public beach, referred to in this document as the Causeway Beach. Parking for this beach is permitted on the sand within restricted areas.

The ELU in Segment 10 is mainly Recreation/Open Space, with a small amount of commercial land use. The Clearwater Sewage Treatment Facility is located west of the Recreation/Open Space on the south side of the Causeway. An area adjacent to the Bayside Bridge at the west end of Segment 10 is zoned preservation and is used for retention and collection of stormwater from the adjacent highways.

Because of the uniqueness of this corridor all of the current land use and zoning supports the goals of the CAG. Most of the corridor is owned by FDOT and all adjacent land uses are compatible with the Goals & Objectives of the CAG.

### **Future Land Use**

FLU as adopted by the two Board of County Commissioners (BCC) as a part of the each county's Comprehensive Plan, is used to help implement many of the goals, objectives and policies of their Plans, and represents the ultimate development pattern for the unincorporated portion of each county. The FLU is one of the means to ensure that development is compatible with adjacent land uses, the natural environment, and support services and facilities. Development within the unincorporated County must conform to the various characteristics and standards provided in each of the FLU categories.

The FLU provides a basic framework for future patterns, densities, and intensities of land use. Recreation/Open Space category is designed to protect the available natural resources, as well as restrict the proliferation of strip commercial development, and generally to promote a balanced relationship between the natural environment and development.

The FLU categories along this corridor follow a similar pattern as the ELU. The majority of the Causeway is FLU category Recreation/Open Space. Recreation/Open Space land generally applies to public and private open spaces and recreational facilities and recognizes the natural and man-made conditions that contribute to the active and passive open space character and recreation use of such locations. Table 7.1 provides FLU for the corridor. Desirable FLU is currently in place along the Causeway.

### **Corridor Signage**

Appearance, size, spacing requirements, land use and other characteristics of permitted on-premise signs are regulated by federal, state and local government regulations. FDOT prohibits private signage on state road R/W. All traffic informational and regulatory signs are the responsibility of FDOT on the Causeway.

Currently, business signs exist on the Causeway at both ends of the project limit area. The issue of commercial signage is not an issue on the majority of this corridor because of its recreational use. Small traffic signs, informational and regulatory in nature, exist on the causeway portion that is directly surrounded by water. An inventory of traffic signs is provided as part of Table 7.2.

On August 3, 2000, the City of Tampa adopted an ordinance prohibiting the erection of new billboards anywhere in the city. Therefore, no new billboards can be erected near or adjacent to the portion of the Causeway located in the City of Tampa. Additionally, the Tampa City Council has already adopted a resolution supporting the nomination of the Causeway as a Florida Scenic Highway.

In 1985 the Clearwater City Commission adopted regulations limiting the size of signs. These regulations effectively prohibit the construction of traditionally sized outdoor advertising signs or billboards. These regulations remain essentially unchanged since adoption back in 1985. The Clearwater regulations control the size and height of any new on premise business signs as well as prohibiting billboards.

These local policies meet the requirement of the Scenic Highway Program that require no new off premise signage (billboards) along a designated scenic highway. Additionally Goal 3 emphasizes the importance of working with local government to ensure long-term success. The CAG expects that informational signs identifying the Scenic Highway designation will be erected, for a minimum, for each end of the highway.

## **Corridor Safety Issues**

Accident data for the Pinellas County portion of the Causeway for the past five years reports that there were 229 vehicular accidents recorded in the Pinellas County Crash Data Center. The majority of these accidents (120) were categorized as "Careless Driving" by law enforcement. There were three pedestrian accidents and one bicycle accident recorded in the Pinellas County Crash Data Center during the same reporting period.

Originally this roadway was undivided. In the late 1980's, concrete barriers were added to most of the corridor. This reduced the traffic accidents, particularly head-on collisions. The guardrails along the majority of the roadway separate vehicular from non-vehicular and recreational traffic. Limited entry points to the paved access road further reduce traffic conflicts.

In this corridor, several vehicular environments exist. Near the endpoint segments, traffic is primarily commercial in character. The balance of the corridor is principally used for commuting between Pinellas and Hillsborough Counties. These segments also include recreational destinations (beaches, boat ramp, access road/path, and fishing). Pedestrian crossing signals are included at the signalized intersections in Segments 3 and 4 and are being added to the new signal in Segment 9.

The speed limits are detailed in Table 7.3. The sight distance is excellent, with access control and standard design width. Motor vehicles traveling above the posted speed limit are common, especially during the very early hours of the morning.

The adopted Goals, Objectives and Strategies (Goals 2 and 6) acknowledge the importance of pedestrian/vehicle safety along the corridor (Goal 2). The CAG has worked closely with the FDOT and Clearwater Christian College to win approval for the installation of a pair of traffic signals at the college entrance in the vicinity of Damascus Road (Goal 2a). The Goals, Objectives and Strategies also identify the need to work with the FDOT to identify additional safety improvements throughout the corridor that are more in keeping with the scenic highway's character while in no way reducing corridor safety considerations.

Safety concerns at the recreation areas along the causeway are more personal safety issues rather than traffic safety issues in nature. In particular, the beach in Segment 9 is under the jurisdiction of the City of Clearwater. This facility has experienced difficulty with the presence of drugs and alcohol, campfires, and individuals violating parking restrictions. Clearwater uses the Community Policing Team to address these issues on a regular basis. The CAG, through Goal 2, intends to support the City of Clearwater's effort to address these concerns.

## **Traffic Volumes/User Types**

The Causeway is a key regional transportation corridor used by commuters, tourists, commercial vehicles, and recreational vehicles. FDOT statistics show that the 2002 Average Annual Daily Traffic (AADT) is between 49,000 and 63,000 vehicles per day. There is no quantified information available regarding non-motorized vehicle usage in the corridor. Recent field observations have noted numerous pedestrians, bicycles and other recreational users taking advantage of the adjacent trail, beach facilities and other recreational amenities along the roadway.

As this roadway is a state road, the regulation and enforcement of transportation infrastructure is the responsibility of FDOT. Various regulations have been designed to ensure safe vehicular operational conditions, including design standards, licensing, and traffic control. With the speed limit, traffic volumes, and unrestricted truck traffic, the roadway provides separate facilities for non-motorized vehicles. The recreation trail that runs parallel and adjacent to the Causeway is separated from the highway by paved shoulders, grass median, and guardrail. As explained in a previous section, this path provides a number of recreational opportunities and is in constant use.

Certain land uses generate different types of truck traffic, and Pinellas County has implemented a countywide truck route ordinance that controls the location and time of day of heavy truck traffic. According to this ordinance, this roadway is an unrestricted truck through route. SR 60 is also one of the major east-west routes in Pinellas County. Truck use is primarily local delivery, comprising approximately 5% to 7% of the volume.

As a regional transportation facility little can be done to reduce traffic volumes in this corridor. The CAG's goals (Goal 2 and 6) include working closely with the FDOT and key stakeholders to identify ways to allow those drawn to the Causeway to interact safely with the traffic using this corridor. Enhanced bike/pedestrian paths, signage, and enforcement are keys to safe interaction.

## **Levels of Service (LOS)**

Level of Service (LOS) is the most common tool for measuring a roadway's performance. This grading system relies on letter grades from A to F to describe the range of operating conditions from best to worst. Most local governments have adopted LOS C (average-daily conditions) and/or LOS D (peak-hour conditions) as their LOS standard for roads. Table 7.3, Roadway Description and Traffic lists the LOS for the corridor as determined in the 2001 Level of Service Report adopted by the Pinellas County MPO May 9, 2001 and December 2000 Roadway Level of Service for Hillsborough County. Segments 1 through 5 and Segment 10 operate at LOS F, while Segments 6 through 9 operate at LOS C.

LOS C describes restricted flow which remains stable but with significant traffic interaction. LOS D indicates high-density flow in where speed and freedom to maneuver are severely restricted even though flow remains stable. LOS F indicates forced traffic flow in which the traffic approaches a point that exceeds what can be served. LOS F is characterized by stop-and-go waves, low comfort and convenience.

The variability in LOS along the Causeway is due to the signalized intersections, particularly in Segments 1 through 4. Five signalized intersections exist in those segments. These traffic signals and the intersections and destinations they serve increase the traffic volume and congestion. The traffic signals on this roadway are necessary to provide safe access at warranted intersections. The traffic signals increase congestion on the main road, especially when adjacent to an uninterrupted flow arterial. Furthermore, the traffic signals are necessary to create queuing of vehicles, which improves traffic flow along interrupted flow arterials. Queues create gaps in traffic for ingressing vehicles and allow the signal system overall to operate more efficiently. FDOT is in the final phases of constructing a traffic signal for access to the Welcome Center, CCC, and Causeway Beach in the vicinity of Damascus Road (Segment 9). This will improve safety in this area and control access to these destinations.

### **Transportation Planning**

In the Tampa Bay Region, the Chairman's Coordinating Committee coordinates the development of plans, policies and priorities that guide local transportation decisions. Representatives from all the MPOs in FDOT District 7 (including both Hillsborough and Pinellas County) on the Chairman's Coordinating Committee guide local transportation planning programs and activities. These policies are included in the Long Range Transportation Plan (LRTP). The LRTP considers all principal modes of transportation as an integrated system including highways, mass transit, bikeways and pedestrian facilities.

The LRTP designates SR 60 on the Causeway as a regional roadway to remain a 4-lane road (except where currently 6-lanes in Segments 1, 2 and 10). Based on future LOS conditions, this corridor is expected to be a constrained roadway. Roads operating at existing and/or future deficient levels of service that cannot be improved as necessary to alleviate these conditions are designated as constrained. Traffic for Segments 6 through 10 is projected to fall to LOS E according to the current LRTP.

Currently, Hillsborough Area Regional Transit (HARTline) in Hillsborough County and Pinellas Suncoast Transit Authority (PSTA) in Pinellas provide mass transit service. Coordination between the two organizations has allowed connections across Tampa Bay for public transit between counties.

As previously discussed, bicycle and pedestrian facilities exist along the corridor except along Segment 8. The Hillsborough County Greenway System includes bicycle lanes or routes leading to Ben T. Davis Beach and the Causeway. Pedestrian facilities are also

proposed for the Rocky Point area in Segment 2. In Pinellas County, the existing trail that runs parallel to the Causeway is included in the County trail network. In addition, the county plans calls for extending the existing trail to Segment 5 (the large bridge span). The CAG goals are consistent with these plans.

The Chairman's Coordinating Committee has also developed a Regional Multi-Use Trail Element, which addresses regional connections between the Counties in District 7 with a multi-use trail system. This system includes existing and planned trails on the Causeway, to connect Hillsborough and Pinellas Counties. The Regional Multi-Use Trails Map is illustrated in Figure 7.4.

The CAG's goals (Goal 6) support enhanced pedestrian and bicycle facilities through the corridor providing for linkages between the two counties. A key to these enhanced regional linkages are the addition of a pedestrian crossing over the main span and improved access to existing facilities along the Causeway.

### **Roadway Improvements**

Based on the need for regional traffic connectivity improvements for the Westshore and Tampa Central Business Districts (CBD) and Tampa International Airport, FDOT interstate reconstruction plans include an expressway that will reach onto the Causeway. These improvements are part of the Tampa Interstate Study. LINKS is based on the expected continuation of the consistently high growth rates of the Tampa urban area, the traffic congestion in the northwest area of Hillsborough County and the need to provide an alternative north-south route to relieve Dale Mabry Highway. LINKS Stage I improvements proposed for Segment 1 of the scenic highway includes a three-level interchange for the Causeway interchange, the acquisition of the commercial properties, with minimal environmental effects on Tampa Bay. These improvements will not preclude access/connectivity to a regional trail system to the east.

All commercial property on the north side of SR 60 (including Courtney Campbell Causeway) west of Memorial Highway to the water is being cleared for the proposed roadway improvements. Clearing these commercial properties will significantly improve the "scenic character" of Segment 1.

These roadway improvements in Segment 1 are underway or soon to be let for construction.

### **Protection Techniques**

The Causeway is a state road, operated and maintained by FDOT. All publicly owned R/W is protected from development. Although there are local government agreements within the incorporated city limits, the FDOT owns the Causeway.

The Causeway spans Tampa Bay and actually serves as a divider between Old Tampa Bay and Middle Tampa Bay. All of the waters of Pinellas County are designated at the state level as both an Outstanding Florida Water and Aquatic Preserve. Tampa Bay has been the target of a major restoration effort in association with its designation as a National Estuary by the U.S. Environmental Protection Agency (USEPA) in 1991. In 1996, a Comprehensive Conservation and Management Plan was developed for Tampa Bay that detailed both existing conditions in the Bay and planned actions to improve Bay conditions. Primary signatories to implement the Plan were Pinellas County, Hillsborough County, the City of Tampa and the City of Clearwater.

According to the Plan, the primary concerns in the Bay were water quality decline due to excess nitrogen loads from stormwater runoff, direct discharges to the Bay, and atmospheric deposition. Nitrogen is identified as the primary pollutant of concern. Toxic sediments and contamination were also identified as a problem for the Bay. In addition, Bay circulation and flushing problems were identified as issues in the Plan. As a result, dependent living resources and Bay habitat have deteriorated. Over a period of five years however, a Plan for improvement was developed that not only assessed Bay conditions but also set specific goals for Tampa Bay's improvement, management strategies were developed, the implementing agreement was signed by area governments and agencies, and today a variety of projects are being implemented by the signatory agencies and governments to achieve the goals of the Comprehensive Conservation and Management Plan for Tampa Bay.

The CAG is an advocate of these protection techniques (Goal 1) and is committed to working closely with the regulatory agencies to ensure long-term results.

### **Environmental Conditions**

As the majority of the Causeway is bounded by scenic Tampa Bay, the corridor is home to a variety of native species. Species found on the federal endangered or threatened lists and state species of special concern list have been sighted along the corridor.

Refuge, shelter, breeding and nesting areas are provided by a natural estuary system that includes both mangrove and beach communities. This system is important to the many land and marine animals that reside on and/or frequent the area. The balance of freshwater and seawater is also protected by the plants in the area. The mangroves in Tampa Bay support the brown pelican, as well as other water birds. White pelicans are among the species that take advantage of this natural environment for the winter months. Sea grasses also provide habitat for many species of fish and marine animals. The loggerhead sea turtle, which is a threatened species, and Kemp's Ridley, one of the 12 most endangered animals in the world, have been sited in the vicinity of the corridor.

The CAG places great importance on the environmental community that is part of this Scenic Highway. Goals 1 and 4 have been established to support a better understanding of current conditions and to work for enhancements.

## **Other Programs**

The Vision Statement developed by the CAG for the Scenic Highway clearly explains the supportive relationship between the local communities and governments, natural resources, and environment. Not only does the corridor provide a direct link between Tampa and Clearwater, it also travels directly through the ecosystem of Tampa Bay. The local communities as well as visitors to the area support the preservation of the area as it provides opportunities for sailing, power boating, parasailing, windsurfing, jet skiing, fishing, and picnicking. The length of the corridor is lined with trees, plants and the beautiful shores of the Bay, scenic by its very nature.

Each signatory government involved in the Comprehensive Conservation and Management Plan for Tampa Bay incorporates projects into their Capital Improvement Program (CIP) to support the protection of the natural environment of Tampa Bay. Hillsborough and Pinellas Counties, the Cities of Tampa and Clearwater, and the State of Florida, and the USEPA have partnered to preserve and restore the water resources. Non-profit organizations such as Keep Pinellas Beautiful, Inc., Keep Hillsborough Beautiful, Inc., and Citizens for a Scenic Florida, Inc. are committed to promote the protection and improvement of the environment, increase education, and protect, maintain and improve the beauty of the this corridor.

### **Governmental and Community Support:**

- Hillsborough County
- Pinellas County
- City of Tampa
- City of Clearwater
- State of Florida
- FDOT
- USEPA
- Keep Pinellas Beautiful, Inc.
- Keep Hillsborough Beautiful, Inc.
- Citizens for a Scenic Florida, Inc.
- Clearwater Regional Chamber of Commerce
- Clearwater Christian College
- Tampa Bay Estuary Program
- Southwest Florida Water Management District
- Hillsborough County Aviation Authority
- Tampa Bay Regional Planning Council
- Westshore Alliance
- Save our Courtney Campbell Causeway
- Hyatt Westshore
- URS Corporation
- Coalition of Clearwater Homeowners Associations
- Tampa Bay Estuary Program

## **Section 8. Designation Criteria**

The Florida Scenic Highway program requires an evaluation of a proposed Scenic Highway against ten Uniform Criteria (UC). An evaluation of the Causeway against these criteria follows:

### **UC#1: Resource(s) must be visible from the roadway.**

Many resources are not only visible, but also directly accessible from the Causeway. Access to Ben T. Davis beach and Old Tampa Bay is directly available. Old Tampa Bay is visible along a majority of the Causeway's length. Wildlife may be seen throughout the Causeway from within and without your vehicle. The scenic value lasts the entire Causeway, as water and plant life is visible throughout. Additionally, recreational activities are clearly visible from the roadway as well.

### **UC#2: The corridor must "tell a story" that relates to its intrinsic resources(s).**

The Causeway dates back to Captain Ben Davis who built the Causeway in the 1920's as a way to shorten the daylong trip from Clearwater to Tampa. He used construction techniques that were typical of the period. As a result, the Causeway is a historic relic of another era when dredge and fill was an accepted practice. The Causeway became an important resource during WWII when the Causeway became a key transportation link for troops training in the area. After the war, the Causeway was converted to a parkway with that traditional Florida feeling. Landscape enhancements have continued since then to further enhance the special views from the roadway.

Environmentally, nature has adjusted to the manmade intrusion of a dredge and fill project in the middle of a National Estuary. Nature took advantage of the opportunity of protected nesting areas and additional opportunities for mangrove colonies.

Throughout the years, residents of Tampa Bay availed themselves of the recreational opportunities of the Causeway. Their government responded with enhancements at the beaches, boat launching and picnic facilities.

During this same time, the Causeway continues to provide access between the Cities of Clearwater and Tampa.

In summary, the Causeway is the convenient gateway between the Cities of Clearwater and Tampa, unique because of the scenic opportunities afforded by the lushly landscaped sea level roadway. This summary would be incomplete without recognizing the incredible recreation and wildlife opportunities adjoining the road that make the Causeway a tourist destination itself.

**UC#3: The roadway must be a public road that safely accommodates two-wheel drive automobiles.**

The Causeway is a state highway open to all forms of vehicular public transportation. It is also known as 'State Road 60' or 'SR 60', formerly known as the 'Davis Causeway'. There are no overhead vertical clearances of concern.

**UC#4: The corridor must exhibit significant, exceptional and distinctive features of the region it traverses.**

The Causeway is a testament to modern society and nature co-existing in a productive and equally beneficial manner. The Causeway has become a vital link for the Tampa Bay Community, connecting Pinellas and Hillsborough Counties along with the Cities of Clearwater and Tampa. It is also a portal to an important and unique natural ecosystem. The Causeway is literally alive through a self created ecosystem and the numerous species of wildlife that depend on the causeway system for food and shelter opportunities. More than 25 avian species have been spotted in the mangrove islands along the Causeway including bird nesting colonies at both the east and west ends. Additionally more than 70% of all recreational and commercially important species of fish depend on the estuary that this causeway crosses at some stage of their development.

Not only does the corridor house wildlife, it is also a haven and destination point for people to enjoy themselves. The most scenic, natural and recreational resources of the corridor are set aside for use by visitors and the community in the form of natural greenways, beaches and recreational sites. The entire length of scenic highway running just above sea level along Tampa Bay is parkway-like in contrast to the other bay crossings that are traditional bridges. The gentle curve of the roadway presents a unique perspective of the region's skyline. It is the uniqueness of this park-like setting that offers a window to a highway.

**UC#5: The roadway must be at least 1 mile in length and, if appropriate, provide access to the resources.**

The roadway is approximately 10 miles in length, and runs from the Veterans Expressway (SR 589)/Memorial Highway to McMullen Booth Road (CR 611). Service roads allow access to recreational activities along the length of the road.

**UC#6: A majority of the corridor must exhibit the qualifying resource(s). These resources should be as continuous as possible, for the present and the future.**

This corridor offers all of the qualifying resources for designation as a scenic highway. The Causeway has become a vital link for the Tampa Bay community, connecting Pinellas and Hillsborough Counties along with the cities of Clearwater and Tampa. It is a portal to an important and unique natural ecosystem. The Causeway is literally alive through a self created ecosystem. Not only does the corridor provide a unique haven for wildlife, it is also a destination point for people to enjoy themselves. The most scenic, natural and recreational resources of the corridor are available for use by visitors and the

community in the form of natural greenways, beaches and recreational sites. Additionally, the Causeway provides a link for the regional multi-use trails network. Because of existing and future land use designations along the Causeway these attractors should be available into the foreseeable future.

The entire length of this causeway, running just above sea level, is park-like with the gentle curve of the roadway providing a unique perspective on the region's skyline and a window to Tampa Bay.

**UC#7: A CAG must be organized to support the scenic highway designation.**

A CAG is actively pursuing a Scenic Highway designation for the Causeway.

**UC#8: A CPP must be developed and implemented**

The CPP is an ongoing community outreach program designed to heighten awareness, build consensus and foster public involvement in support of the Courtney Campbell Scenic Highway (Scenic Highway). A CAG for the Scenic Highway was established in October 2000. Since then the CAG has conducted well over 50 meetings and discussions with interested parties and stakeholders to solicit input, long-term support, and help craft goals, objectives and strategies. Many of these key coordination meetings (CAG meetings) are listed at the end of this section in Table 3-1. The result of this coordination effort is a list of approximately 40 stakeholders (Appendix A).

The CAG commits to continue/maintain the strong CPP currently in place. Community involvement and public meetings are important tools for ensuring the effective and ongoing operation of a scenic highway. The Goals, Objectives and Strategies presented in Section 2 reflect this commitment to work hand-in-hand with the community to develop a corridor that best showcases and preserves the features and character of the Scenic Highway and surrounding area.

The CAG's ongoing CPP will build upon the current list of stakeholders by identifying others having an interest in the designation and long term success of this Scenic Highway. This is consistent with Goal 3b. This list will be reviewed and updated as needed on a yearly basis. Future public involvement activities will target the retention of these participants and the identification of additional stakeholders.

**UC#9: Strong local support must be demonstrated.**

The support letters contained in Section 10 of this Eligibility Document demonstrates support for designation of the Causeway as a Scenic Highway. The four key governmental units with jurisdiction for the Causeway have each twice endorsed the project at the Letter of Intent and the Eligibility Document phase. A CAG has been active for approximately four years indicating strong personal support for the effort.

Another example of support in the preservation of this vital artery was demonstrated, Saturday April 21, 2001, when community volunteers participated in the Great American Cleanup along the Causeway.

**UC#10: A CMP must be developed with the endorsement of the local government(s).**

It is expected that the current governmental programs and regulations of the FDOT, Cities of Clearwater and Tampa, Hillsborough, and Pinellas Counties will form the backbone of the CMP. These five entities participate on the CAG along with key business stakeholders on both sides of the bay. Elected officials from Tampa, Clearwater, Hillsborough, and Pinellas are actively involved with ongoing CAG planning.

The CAG has completed a corridor video as the first phase of the public involvement effort of developing the CMP.

## **Section 9. Corridor Story**

Typically Floridian, combining all the expected elements of Florida sun, wide water vistas, sunsets, and tropical vegetation, that's the Courtney Campbell Scenic Highway. But, our Causeway is really much more than that.

### Sunrise on the Causeway... the beginning

In 1528, the Spanish explorer Panfilo de Narvaez is believed to have landed somewhere on the Pinellas peninsula followed by Hernando DeSoto in 1529. Both men searched for the "Fountain of Youth," but instead found the beauty of the wetlands and the shore of Old Tampa Bay – the west anchor of the Courtney Campbell Causeway.

The Springs of the Holy Spirit, named by deSoto when he discovered the Espiritu Santo Springs, still exist at the Safety Harbor Resort and Spa. It was another 300 years before Odet Philippe established the first permanent settlement, other than native Indians, on the Pinellas peninsula north of the current causeway. Phillippe is credited with introducing citrus to the area, which in later years, was destined to become the leading agricultural product of Pinellas County. Shortly after Phillippe's settlement of Safety Harbor, the historical Bayview area, just south of the Causeway on the Pinellas side, was settled.

Today, the historic Bayview area is still home to original settlement homes and beautiful views of Old Tampa Bay. Cooper's Point is a preservation area, maintaining much of the northwest portion of the causeway as it was in Phillippe's day. Prior to the construction of the Causeway, Pinellas County was not much more than wetlands, swamps and eventually citrus groves – now, it is a bustling, urban county.

In the late 1920s, Ben T. Davis, a direct descendent of President Jefferson Davis of the Confederacy, wanted to shorten the journey between Clearwater and Tampa. Although the Gandy Bridge had been built between St. Petersburg and Tampa, there was no direct connection between central Pinellas County and Tampa.

From 1927 to 1934, Captain Davis (formerly a Steamboat Captain) worked on the Causeway when his company had no other dredging work to do. The Causeway cost \$900,000 to build (including the two bridges since one was demolished by a hurricane). It opened on January 28, 1934 with a 25-cent toll for a car and driver. The Davis Causeway was the longest over-water fill across an open body of water in the country. In 1944, as part of the war effort, the federal government seized control, paid \$1,085,861 for the road and transferred ownership to the State of Florida. In 1948, it was renamed the Courtney W. Campbell Causeway after the Florida Road Board member and US Congressman (and Clearwater Beach resident). This recognition came because of his work effecting major repairs and beautification, including his much-copied wayside park system.

Renaming the road created the means for a converted parkway with extensive landscaping including the native vegetation that grows today. Now, more than 50,000 commuters traverse the Causeway daily.

### Bright Florida Days...

Although the dredging and filling of the Causeway substantially changed the tidal water movements within the bay, water recreation activities remain a large part of the Causeway today. The water quality in the Safety Harbor area deteriorated and the salinity of the area north of the Causeway decreased affecting marine life. Today's environmental standards would not allow such a construction project – making the Causeway itself a piece of history.

Picnic shelters, tables and rest areas along the Causeway reflect the casual lifestyle of visitors to mid-1900's parkways. A public boat ramp on the north side of the Causeway affords opportunities for fishing, sightseeing or water skiing in Tampa Bay. The Ben T. Davis Municipal Beach rests on the eastern (Tampa) border of the Causeway and an unnamed beach owned by the FDOT borders the west end of the Causeway.

Access roads along the north and south side of the Causeway provide a linear pedestrian walkway and bike trail. Small bridges allow for fisherman to take advantage of the multitude of flounder, redfish, sheepshead, snook, and spotted seatrout in the bay.

Clearwater's Visitor Information Center not only helps navigate visitors from Tampa to Clearwater Beach, but will provide a means for distributing educational material about the Scenic Corridor.

### Natural beauty and glowing sunsets...

The unique construction project that created the Causeway also created an ecosystem, limiting access to natural predators and creating an environmental sanctuary for many bird species.

Tampa Bay is Florida's largest open water estuary, stretching 398 square miles at high tide. Saltwater from the sea and fresh water from rivers and uplands mix, create nurseries for young fish, shrimp and crabs.

The north shoreline is a paradise for birds and the Causeway acts as a form of barrier (acting as a coastal island) from predators. Birds nesting in the protected areas include certain herons and egrets, which have been designated Species of Special Concern (SSC) by the State. In addition, the endangered West Indian Manatee (federally listed) also roams the waters around the Causeway, the western half of which is part of the Pinellas County Aquatic Preserve as designated by the Florida Department of Environmental Protection. This Preserve and the management practices of this state road's lengthy beaches have promoted growth of flora such as Spartina "marsh grass," mangrove trees, seagrasses and various other aquatic plants necessary to attract smaller organisms that balance out the food chain.

Audubon Scientists have recently spotted dozens of bird nests within the Conservation Easement Site. In order of prevalence, the Tri-colored heron, Snowy egret, and little blue heron, all of which are SSC-listed by Florida, frequent the site. Other rookery inhabitant (for a total of 78 pairs) are the Great Blue heron, Great egret, American Oystercatcher

and Yellow-crowned night-heron, the latter of which has been a designated colony occupying a breeding site as far back as 1986.

As the sun sets in the Bay area, commuters see the beauty of nature and fun joined together in this one unique corridor. The Courtney Campbell Scenic Highway combines a rich ecological and engineering history with a modern recreation and environmental wonder. The blend of Indian settlers, Spanish adventurers, turn-of-the-century entrepreneurs and modern-day commuters and sportsmen write the story of the Courtney Campbell Scenic Highway.

## **Section 10. Protection Techniques**

Most of the current Causeway is fully owned by the FDOT and as such, it is subject to state regulations. These regulations prevent commercial intrusions incompatible with state transportation goals. The State is responsible for erosion control and shoreline protection.

Typically, the State is responsible for all maintenance activities within the guardrails along with the overall integrity of the Causeway. The State has entered into a number of maintenance agreements with the City of Tampa and the City of Clearwater relative to the management of enhanced landscaping and beautification efforts in place along the Causeway between the guardrails and the water.

Private property located along the corridor is subject to the regulations of the Cities of Clearwater and Tampa. Those regulations cover land development, signage, landscaping, and nuisance controls. Both Tampa and Clearwater currently prohibit the erection of new billboards in the areas adjacent to the Causeway. These forward-looking billboard prohibitions are consistent with Florida State Chapter 479, which allows cities to adopt standards stricter than state guidelines (as long as the local city is not causing existing billboards to be removed).

Section 12 of this document contains references to the appropriate Comprehensive Plans of all governmental entities. These plans view the Causeway as a gateway to their communities and as such a resource to be protected. Additionally, current and future zoning established by local government supports the long-term protection of this Causeway.

As detailed more fully in the Background Assessment section of this document, Tampa Bay has been designated as a national estuary in 1991. Additionally, Tampa Bay is a State Aquatic Preserve. The Tampa Bay Estuary organization monitors and promotes water quality and natural resources of the entire bay. Additionally, the Agency on Bay Management, a sub committee of the TBRPC, also monitors usage in the entire Bay. Thus the natural and water quality issues surrounding the Causeway will be closely monitored and protected.

The CAG does not anticipate that additional regulations or ordinances will be required in order to protect the Causeway.

## **Section 11. Funding and Promotion**

### **Funding**

As presented in the Scenic Highway Program Manual, the two main sources of funding opportunities existing for scenic corridors are federal and state grants, trusts and assistance programs. In preparation for corridor designation, the CAG has begun to investigate funding opportunities that are consistent with the CAG's vision and goals.

The CAG has identified the Transportation Enhancement Program, funded by the federal government and managed by the State, as a key source for project specific funding. The types of projects funded by this program fit well with the goals and objectives established by the CAG. Because the Causeway overlaps two MPO's (Pinellas and Hillsborough) the CAG has begun the coordination effort to obtain future funding consideration. Additionally representatives of each MPO are also members of the CAG.

One unique source currently being investigated involves funding tied to the Tampa Bay Estuary motor vehicle license plate program. The majority of these funds are allocated to the Tampa Bay Estuary Program, which administers a mini grant program for the area, including the Causeway.

Other potential funding sources are the Tourist Development Councils on both sides of the bay. These groups would be potential sources especially for educational materials related to the Causeway as a recreation or ecotourism destination. Hospitality businesses in the area adjacent to the causeway are other potential sources for funding this kind of expenditure.

At this time the CAG does not anticipate the need for significant funding, as the Causeway is currently a scenic and recreational opportunity. Appropriate grants will be identified to address specific needs as the goals and objectives are implemented.

### **Promotion**

With the financial and technical support of the URS Corporation, the CAG has developed a promotional video for the corridor (Appendix F). This 15-minute video documents the corridor's intrinsic resources and it's scenic character. This video will be provided to the local Chamber of Commerce's, local news, CAG members, and speaker groups to promote the corridor. Additionally, the video will be made part of the corridor web site as outlined below.

The CAG established a corridor web site on the TBRPC's web server at [www.courtneycampbell.org](http://www.courtneycampbell.org). Partner organizations (governments, chambers, businesses) will be encouraged to place a link to this web site on their individual web locations. Additionally, the CAG will approach the Tampa Bay Partnership, a regional economic development organization, with a request to appear in their web site section about recreational and cultural opportunities.

Displays and presentations will be available to civic and business groups in the area. Promotional brochures and a corridor Kiosk are part of the CAG's Goals, Objectives and Strategies.

Both the Hillsborough Keep America Beautiful and Pinellas Keep America Beautiful programs provide volunteers to clean up the Causeway on a yearly basis. The Causeway is also part of the Adopt-A-Shoreline program.

Support for many of these programs are volunteer based. Two groups that have been very active include the Parrot Heads of Tampa Bay and Clearwater Christian College.

An implementation schedule (Figure 11-1) has been developed for the first year as a designated scenic highway. This schedule highlights several of the initial issues that will need to be addressed.

## **Section 12. Relationship to Comprehensive Plans**

### **Current Efforts Associated With Local Comprehensive Plans**

Based upon guidance provided in the State's Scenic Highway Manual, specific elements of the CMP must be incorporated into the local government(s) comprehensive plans. The three elements to be included are;

- Map of the scenic highway corridor
- Corridor Vision Statement
- Goals, Objectives and Strategies

Incorporation of these elements into the local comprehensive plans provide the primary mechanism for establishing an enforceable CMP.

The CAG is currently working with planning staff from the Cities of Clearwater and Tampa to ensure that these elements are included in the next plan update for the two cities. Appendix K provides commitments from both cities indicating that the plan amendment process is underway to include the specific elements of the CMP.

### **Additional Relationships to Local Comprehensive Plans**

A review of current local comprehensive plans provides the following support to the designation of scenic highways;

1. Tampa Bay Regional Planning Council: Adopted on December 10, 2001 the "Evaluation and Appraisal Report *Future of the Region: A Strategic Regional Policy Plan for the Tampa Bay Region*". This document includes Regional Transportation Goals and Policies. A new policy added on 12/10/2001 was "Encourage the designation and implementation of Florida Scenic Highways within the region as a way also to promote resource protection, economic development, and increased tourism."
2. City of Clearwater Comprehensive Plan:  
Policy 22.4.3 of the Clearwater Comprehensive Plan reads: "The City shall maintain and enhance the Courtney Campbell Parkway as an aesthetic gateway and landmark visual image of Clearwater."
3. City of Tampa Comprehensive Plan:  
Two elements of the Comp Plan have applicability to the Courtney Campbell. The first excerpt discusses 'Scenic Corridors'. Though the Courtney Campbell is not specifically mentioned in the list of potential scenic corridors, the plan does say that "this list is not intended to be exhaustive". The second excerpt discusses 'Gateways'. The Courtney Campbell Causeway is definitely listed as a potential gateway in the plan. An extract of these documents is included later in this document.

4. Hillsborough County Comprehensive Plan:  
Several references of the Hillsborough Comp Plan apply to the designation and protection of the Courtney Campbell Scenic Highway. These are found in the Transportation and Future Land Use Plan elements. An extract of these documents is included on the next pages of this document.
  
5. Pinellas County Comprehensive Plan:  
The Pinellas County Planning Department in a letter dated January 22, 2002, advises that the designation of the Courtney Campbell as a Scenic Highway is consistent with the adopted Pinellas County Comprehensive Plan.

**Future of Hillsborough Comprehensive Plan for Unincorporated Hillsborough  
County Florida - TRANSPORTATION**

*(As Adopted and Amended by the Hillsborough County Board of County Commissioners March 2001)*

**THE ADOPTED 2020 LONG RANGE TRANSPORTATION PLAN, Page 8**

STAR (Sensitive to Area Residents/Special Treatments are Required) Roads are designated for widening, and due to special circumstances, will include special amenities to lessen potential adverse impacts to adjacent land uses, the environment, or historic areas. These may include extra right-of-way, noise barriers, or landscaping to shield surrounding communities, and elevated sections over wetlands and wildlife habitats.

**IV. GOALS, OBJECTIVES AND POLICIES INTRODUCTION, Page 80**

To ensure that the character and location of transportation facilities can support economic development and the protection of natural resources while minimizing the threat to health, safety and welfare posed by hazards, congestion and environmental degradation; the Goals, Objectives, and Polices for the Transportation Element were developed taking into account the following considerations:

- Growth Management - To develop and deliver transportation system and services in a socially and fiscally responsible manner to support development and redevelopment in the County.
- Economic Development - To attain the highest level of economic well-being possible for all citizens through the achievement of a stable and diversified economy.
- Neighborhood Preservation - To achieve a well balanced transportation system which protects and enhances the fabric and character of residential neighborhoods.
- Environmental Conservation - To ensure the proper conservation of the natural environment.
- Citizen Participation - To promote and encourage meaningful public participation in all aspects of the transportation planning process.

**GOAL 1:** Provide a safe, efficient, environmentally sensitive, and integrated multi-modal transportation system for the movement of people and goods in Hillsborough County.

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**OBJECTIVE 1.5:** Provide for and promote coordinated transportation planning, right-of-way and corridor protection, and project implementation across jurisdictional boundaries.

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**GOAL 3:** Provide a county-wide bikeway and pedestrian system that is integrated with other transportation modes.

- a) Provide on and off road Bicycle Facilities and Sidewalks.

**OBJECTIVE 3.1:** Include appropriate bicycle facilities, trails, and sidewalks in all planning, design, construction and maintenance activities related to transportation.

- b) Provide Design Standards and Incentives to Encourage Bicycling and Walking

**OBJECTIVE 3.2:** The County shall adopt policies and design standards that provide safe, convenient and enjoyable bicycle and pedestrian facilities to increase the use of cycling and walking for all travel purposes.

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**GOAL 5:** Provide an effective roadway network and protect the community and the natural environment.

- a) Neighborhood and Environmental Protection

**OBJECTIVE 5.1:** Carefully review all proposed new road projects, road widening, and other improvements with respect to residential and commercial neighborhoods and environmentally sensitive land so as to minimize adverse impacts thereupon.

**Future of Hillsborough Comprehensive Plan for Unincorporated Hillsborough  
County Florida - FUTURE LAND USE**

*(As Amended by the Hillsborough County Board of County Commissioners December 3, 1998 (Ordinance 98-56) Department of Community Affairs Notice of Intent to Find Comprehensive Plan Amendments in Compliance published February 8, 1999 {DCA PA No 98-1 ER} March 1, 1999 Effective Date AMENDED)*

Pages 10-11

- 4. Community design considerations have been incorporated into the Plan through the Community Design Component of the Future Land Use Element. This section addresses the issues of transportation, neighborhood design, commercial development, as well as implementation of these objectives. Community identities will be defined, maintained and enhanced through the adoption of individual community plans. Scenic corridor considerations provide a means of connecting these communities in an attractive and efficient manner. The scenic corridor considerations have been expanded and given more clarity for the reader to understand how this concept will be implemented. The future land use map series illustrates the roads that are designated for scenic corridor designation. Historic preservation is strongly encouraged, and will be achieved through the application of the County's landmark ordinance.

The land use plan has one overall goal statement:

Ensure that the character and location of land uses optimizes the combined potentials for economic benefit and the enjoyment and the 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:** New development should demonstrate clustered development to achieve open space that requires 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-7.2:**

In rural areas open spaces shall be conservation areas, preservation areas, mitigation areas, and passive recreational uses such as nature observation and hiking. In urban/suburban areas, open space may include, natural preservation and mitigation areas, stormwater systems, landscaping, and pedestrian and bike trails and other passive uses, consistent with the goal of clustered development to achieve open spaces.

**Policy A-7.3:**

Whenever feasible, the required open space, which must be provided pursuant to the policy below, should include all, or as much as possible, the most significant, productive, or sensitive natural resources areas on the site. The siting of development should be controlled to minimize impacts on the functions of the open space and the natural resources therein.

**Policy A-7.5:**

Wherever feasibly and functionally possible, required open spaces for individual projects should be integrated into a greenway system, particularly when contiguous parcels have already been identified or reserved for such purposes, such as but not limited to a wildlife corridor, bicycling, hiking, inline skating, and horseback riding.

**Policy A-7.6:**

A maintenance plan for the open space shall be provided by the landholder at the time of final development plan certification. Open spaces can either be privately maintained or covered by a conservation easements under the control of Hillsborough County or other appropriate public entity.

**Some other policy direction for community design already exists**

Hillsborough County has already endorsed some components of community design. They include ordinances regulating signs, land alteration and landscape, and art in public places, other enacted items such as the North Dale Mabry Plan, and the I-75 Corridor standards and programs including scenic corridors and rails-to-trails. These are incorporated into the community design section by reference. The community design standards also incorporate additional policy items which have already been endorsed by the Board of County Commissioners and by others. Many of the goals and objectives outlined here have been discussed in the Livable Roadways document, in the Principles for Good Neighborhoods, and several other sources.

**Policy E1-3.3:**

Undertake planning and budgeting for landscape installation and for ongoing maintenance simultaneously with roadway planning.

**Policy E1-3.4:**

Where narrow rights-of-way limit opportunities for landscaping, planting easements should be considered through agreements with adjacent property owners.

**Policy E1-3.5:**

Provide development incentives to encourage private development to provide enhanced landscaping.

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**Policy E1-6.1:**

Designate scenic corridors, as illustrated on the Future Land Use Map, with input from the Board of County Commissioners, citizen groups, and pertinent agencies. Criteria for selecting specific corridors for further consideration should include the following:

- Protect and enhance corridors which are predominantly residential
- Protect roadways with significant tree cover
- Protect roadways with significant environmental sensitivity
- Preserve roadways with predominantly rural character
- Lessen the impact of roadway construction on existing communities
- Unify and connect different communities

**Policy E1-6.2:**

Undertake planning for scenic corridors together with community or neighborhood planning where appropriate.

**Policy E1-6.3:**

Preserve natural and historic features in the process of improving existing roadways or building new facilities, and in the process of developing adjacent properties.

**Policy E1-6.4:**

Preserve existing stands of trees, and provide new tree planting associated with any roadway expansion or new construction.

**Policy E1-6.5:**

Create special sign districts where appropriate, to reflect characteristics such as neighborhood identity, historic or environmental features, or rural character.

**Policy E1-6.6:**

Provide design standards to emphasize the gateway character of designated roadways at the entrances to the County and to local communities.

**Policy E1-6.7:**

Provide guidelines for new development in designated corridors, to deal with such design features as access management, parking and building placement, and landscape.

**Policy E1-6.8:**

Provide interconnections for open space corridors and environmental systems where appropriate.

Pages 107 – 108 ***ADDITIONAL COMMUNITY DESIGN CONSIDERATIONS***

**Scenic Corridors**

The examination of existing roadway appearance in unincorporated Hillsborough County and the impacts of future roadways and road reconstruction on established neighborhoods suggests a number of areas of concern. Many of our road rights-of-way are aesthetically unattractive because of lack of planning for buffering and landscaping. This concern covers both neighborhood commercial and residential arterials and collectors. Another concern is the impact of new road construction and existing road reconstruction on established neighborhoods. Residents fear that the intrusion of new roadways and the intensification of existing roadways will be a detriment to the appearance of their communities. The protection of existing roadways that exhibit attractive or scenic characteristics and the improvement of the appearance of existing and future development are also issues that need to be addressed. The Scenic Corridor designation should address many of the issues regarding the appearance and impacts of roadways within unincorporated Hillsborough County.

The Scenic Corridor designation is viewed as a catalyst and guideline to be used by the public and private sectors to bring about a coordinated effort in improving the aesthetic appearance of designated roadways.

The purpose of the Scenic Corridor designation is to provide a framework for future planning and implementation of standards that can be addressed in the development regulations of Hillsborough County relating to the aesthetic appearance of identified roadways. The actual planning should be done by Hillsborough County with input from citizens' organizations, the development community and private individuals that would be affected by the scenic corridor designation. The implementation can be accomplished through community organizations, developers or the county depending upon the specific roadway being addressed.

The Scenic Corridor designation will be applied to Hillsborough County road corridors determined to have scenic qualities of local or countywide significance. Roadways that function as connectors or linkages in the scenic corridor system are also considered for the designation even though their present characteristics would not normally warrant the designation. The purpose of this designation is to preserve and enhance the aesthetic appearance of such facilities with concern for related buffering, landscaping and control of non-residential uses.

Another purpose of the Scenic Corridor designation is to preserve, enhance and expand a system of roadways that will begin to form a boulevard system to connect different communities within unincorporated Hillsborough County. The boulevard system will also form a system of connections between parks and recreational areas of the county.

Consideration of bicycle and pedestrian access should be considered as part of the scenic corridor development plan.

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Gateways

Other roadways not designated as Scenic Corridors but which have significance as gateways into Hillsborough County should be considered for application of additional landscaping and street tree planting to enhance their appearance. These roadways may be bordered by a variety of land uses. The additional landscaping and street tree planting can help unify and improve the aesthetics of these gateway roadways. As with the scenic corridor, the implementation of the additional landscaping could be accomplished through the public or private sector. A plan for planting however shall be developed by the public sector with input from the community. The actual planting can either be accomplished in the existing road right-of-way or in the landscaped buffer zone area whichever is more appropriate.

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**I. ABSTRACT**

The Future Land Use Element is required by the state's land use legislation, Part II, Chapter 163, FS, Chapter 97-351, Laws of Florida, as amended. The Future Land Use Element meets the applicable requirements, and it is consistent with the State Comprehensive Plan and the Comprehensive Regional Policy Plan and is subject to existing implementing regulations.

**Future Land Use Element, Tampa Comprehensive Plan  
Scenic Corridor Designation**

The purpose of the Scenic Corridor designation is to provide a framework for future planning and implementation of standards that can be addressed in the development regulations of the City of Tampa relating to the aesthetic appearance of identified roadways. It will help to preserve and enhance the aesthetic appearance of such facilities with concern for related buffering and landscaping.

Another purpose of the Scenic Corridor designation is to preserve, enhance and expand a system of roadways that will begin to form a boulevard system to connect different neighborhoods within the City. The boulevard system will also form a system of connections between parks and recreational areas and create an open space network throughout the City.

Designation of a Scenic Corridor will be based on the existing and proposed location of a roadway within the community. It will be used to protect and enhance existing arterial and collector roadways where existing land use is predominantly residential. The designation of Scenic Corridor can also be used to protect roadways where significant tree coverage and landscaping already exist from unplanned future commercial

development. New roadways planned and the rebuilding of existing roadways through residential areas shall also be considered for Scenic Corridor designation as a method of lessening the impact on existing and proposed neighborhoods.

#### Criteria

1. The Scenic Corridor designation will be applied to road corridors determined to have scenic qualities of local or City-wide significance (i.e., significant tree coverage.)
2. Roadways that function as connectors or linkages in the Scenic Corridor system are also considered for the designation even though their present characteristics would not normally warrant the designation. This will help to unify and connect different neighborhoods in the City with attractive boulevards, improving and enhancing the areas through which they pass.
3. The Scenic Corridor designation will also be used to protect existing collector and arterial roadways that have residential characteristics that would be desirable to preserve.

#### Potential Scenic Corridors

The following roadways may be considered for designation as Scenic Corridors based upon the above criteria. The priority corridors are identified by an asterisk. This list is not intended to be exhaustive:

- \* Bayshore Boulevard
- \* Tampa Palms Boulevard
- \* Interbay Boulevard
- \* El Prado Boulevard
- \* Nuccio Parkway
- \* Sligh Avenue
- \* Westshore Boulevard
- \* Himes Avenue
- \* Bruce B. Downs Boulevard
- 22nd Street
- Habana Avenue
- MacDill Avenue
- 34th Street
- Linebaugh Avenue
- Central Avenue
- Hanna Avenue
- Highlands Avenue
- Tampa Street
- Rome Avenue
- Euclid Avenue
- Hillsborough Avenue (Rome to Nebraska)

## **Method**

The actual planning for Scenic Corridors should be performed by the City of Tampa in cooperation with Hillsborough County and FDOT with input from citizens' organizations, the development community and private individuals that would be affected by the Scenic Corridor designation. The implementation can be accomplished through community organizations, developers or the City, depending upon the specific roadway being addressed.

These plans should include street tree planting and landscaping plans implemented by either the City, the private sector, citizen organizations or any combination thereof. Specific distance between street tree, the species required and other appropriate landscaping shall be developed as part of the zoning code or landscape ordinance, whichever is more appropriate. Bicycle and pedestrian access should also be considered as part of the Scenic Corridor development plan. Plans for each roadway should address the character, residential, commercial or mixed use, and require treatments that are most suitable for the area.

The Scenic Corridor designation should attempt to protect roadways which have primarily residential character thought to be desirable. Commercial activities should be limited to established activity centers on those residential roadways. New roadways under construction but designated as Scenic Corridors, or reconstruction or widening projects on existing Scenic Corridors shall require the City to provide a street tree planting plan and mechanisms for implementation to take place as part of the roadway construction/reconstruction or subsequent private development of the adjacent properties.

Existing roadways that are designated as Scenic Corridors should consider the ultimate design of the roadway in the formulation of the tree planting and landscape plan to be implemented. If the addition of a landscaped buffer zone is not feasible because of existing conditions, then an attempt should be made to incorporate the street tree planting and landscaping within the proposed or existing R/W depending on future roadway plans.

## **Gateways**

Some roadways have significance as gateways into the City of Tampa, and they should be considered for application of additional landscaping and street tree planting to enhance their appearance. These roadways may be bordered by a variety of land uses. The additional landscaping and street tree planting can help unify and improve the aesthetics of these Gateway roadways. As with the Scenic Corridor, the implementation of the additional landscaping and street tree planting can help unify and improve the aesthetics of these Gateway roadways. As with the Scenic Corridor, the implementation of the additional landscaping could be accomplished through the public and/or private sector. A plan for planting, however, shall be developed by the public sector with input from the community. The actual planting can either be accomplished in the existing road R/W or in a landscaped buffer zone area whichever is more appropriate.

### **Potential Gateways**

The following roadways can be considered Gateways into the City of Tampa and may be suitable for additional landscaping and street tree planting. This list is not intended to be exhaustive. The priority corridors are identified by an asterisk.

- \* Kennedy Boulevard
- \* Gandy Boulevard
- \* 22nd Street Causeway
- \* Courtney Campbell Causeway
- Florida Avenue
- Nebraska Avenue
- Dale Mabry Highway
- Interstate 275
- Crosstown Expressway
- Martin Luther King, Jr. Blvd.
- Hillsborough Avenue
- Fowler Avenue
- Busch Blvd.
- Sligh Avenue
- Waters Avenue
- Armenia Avenue

## **Section 13. Action Plan**

The CAG has developed an action plan that outlines the sequence of activities that will be performed to meet the Goals, Objectives and Strategies (Table 13-1). Ultimately, this action plan is the road map that the CAG will use to implement its CMP. The CAG has established an implementation schedule that includes short term (first two years), mid term (first three to six years) and long term (beyond six years) goals. The details of this action plan are provided on the following pages.

## **Appendix A**

## **Appendix B**

## **Appendix C**

## **Appendix D**

## **Appendix E**

## **Appendix F**

## **Appendix G**

## **Appendix H**

## **Appendix I**

## **Appendix J**

## **Appendix K**