

# Creating & Connecting Opportunities Completing the Pinellas Trail Loop



## TIGER VII Capital Application

**Submitted by:** Pinellas County Board of County Commissioners and  
Pinellas County Metropolitan Planning Organization

**Location:** Pinellas County, Florida

**Project Website:** [www.pinellascounty.org/tiger7](http://www.pinellascounty.org/tiger7)

**Project Cost:** Total Cost \$31,083,229; Grant Request \$19,156,129 (61.63%); Local Match \$11,927,100 (38.37%)



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*Protecting the safety of our residents is of utmost importance in Pinellas County. Completing the Pinellas Trail Loop will provide a safe transportation facility for those residents that either do not own vehicles, or who choose to walk or bike, for commuting and to run errands throughout the county. This project will also enhance the local economy by increasing the number of people with access to shops and employment countywide.*

- John Morroni, Chair, Pinellas County Board of County Commissioners and MPO Board Member



## PROJECT DESCRIPTION

### OVERVIEW

The Pinellas Trail Loop is a 75 mile regional trail network that will improve access to safe, reliable, and affordable transportation for the residents of Pinellas County, Florida. The majority of the project has been completed with overwhelming support from the community; however, two significant gaps, a “North Gap” and “South Gap,” remain. **This project will complete the two gaps in the Loop and serve as a Ladder of Opportunity by connecting people, including low income and minority populations, to services, jobs, and educational opportunities.**

The current, incomplete Loop stretches from the northernmost to the southernmost areas of Pinellas County however, the increased mobility provided by the current trail is limited largely to the western portion of the County. **The two gap segments are located on the eastern side of the Loop and the residents of unincorporated Pinellas County and the Cities of Oldsmar, Clearwater, Largo, Pinellas Park, and St. Petersburg, as well as the County as a whole, would greatly benefit from the increased connectivity to major employers, institutions of higher education and vocational training, public schools and many other community resources and services.**

This is Pinellas County’s fourth request for Transportation Investment Generating Economic Recovery (TIGER) funding, and this application has been updated to reflect USDOT’s Notice of Funding Availability for the FY 2015 TIGER program and to reflect the progress made in the past year.

Historically, the majority of Pinellas County’s development occurred post-World War II which resulted in suburban-style land use patterns with small and somewhat dispersed centers of commercial, industrial, residential uses. An unintended consequence of these land use development patterns was the need for an automobile-oriented transportation network that has resulted in **a lack of connectivity to destinations and a poor safety record for vulnerable road users. Once complete, the Loop network will provide a bicycle and pedestrian network that is unprecedented in Florida. This will be a transformative improvement, enhancing the current economic, health and safety benefits of the Loop as it is now and expand Pinellas County’s multimodal transportation network.**

The completion of the Pinellas Trail Loop is supported by regional organizations and major employers, including the Florida Greenways & Trails Foundation, Inc. and Raymond James and Associates, Inc. as well as numerous other political leaders and agencies. **In addition, over 100 letters of support have been submitted for the project, representing a remarkably diverse group of legislators, businesses, educational institutions, community groups, and citizens.**



Current end of  
Trail Loop at  
Enterprise Road

Rendering of future,  
complete Trail Loop  
at Enterprise Road



## PROJECT THEMES

Completing the Pinellas Trail Loop:

- **Fosters a safe, connected and accessible transportation system**, through a 75 mile uninterrupted multimodal transportation facility that connects to 92 schools and 192 major employers (within one half mile).
- **Creates a reliable multimodal network**, improving the efficiency of the road network, while providing an option for movement of non-motorized travelers.
- **Improves economic mobility**, bringing an estimated 487,800 residents and 280,700 jobs within one-half mile of the 75 mile, uninterrupted, non-motorized transportation facility. More than half of the county's population will live within one-mile of the completed Loop.
- **Provides economic opportunities**, enhancing economic competitiveness by connecting residents, particularly those are currently disadvantaged, with employment, education, commercial and recreational destinations, drawing tourists to the area, and attracting new businesses along and near the corridor.
- **Increases community transportation choices**, benefiting low-income and minority neighborhoods with direct access to this multi-modal transportation facility and enhanced connections to transit, schools, commercial centers, employment, recreational and cultural facilities and community and health services.
- **Avoids adverse environmental impacts on air quality**, providing bicyclists and pedestrians with a reliable transportation alternative, reducing greenhouse gas emissions as cars are taken off the roadways.

*In 2013, Pinellas County experienced 1,124 pedestrian and bicycle crashes. 34 of these were fatal. 13 pedestrian and bicycle fatalities and 68 injuries occurred within one (1) mile of the Gaps. (Pinellas County Crash Data Management System, 2013)*

## TRANSPORTATION CHALLENGES

Pinellas County is unique in the State of Florida. It is one of the smallest counties in the State and, at 3,309 persons per square mile, has densities unlike any other county in Florida (Broward, having 1,445 persons per square mile, is the next most dense). Pinellas County's local governments have aggressively expanded the sidewalk and bicycle lanes network to meet increased demand from its residents. Currently, there are 692.7 miles of sidewalk and 178.9 miles of bicycle lanes (2014 Pinellas



Current end of Trail Loop at Belleair Road

County MPO State of the System Report) countywide, but more still needs to be done. **For example, 233 miles of additional sidewalk gaps have been identified and only 19.3 percent of roads have bicycle lanes.** Public health officials have also awarded grants to the Pinellas County MPO as well as many local governments to assist in the development of plans and construction of infrastructure that promote physical activity, combat chronic disease, and expand mobility choices. These efforts contribute to further the goals of *Pinellas By Design: An Economic Development & Redevelopment Plan for the Pinellas Community and the Pinellas Countywide Land Use Plan*.



*Tampa Bay Times*, November 16, 2013

Pinellas County experiences high levels of pedestrian and bicycle crashes, due largely to the current transportation network and its relationship to nearby land uses. **Pinellas County has a legacy of roadways that fail to account for the safety of people on foot and on bicycle that it is working to address.** The urgent need to act is compounded by projected demographic changes as well. The County's older population will grow rapidly as the "Baby-Boom"

generation ages and the number of racial and ethnic minorities rises. These groups, along with children, are disproportionately represented in pedestrian deaths.

Pinellas County also suffers from crippling levels of vehicle congestion due to our high population density, suburban development patterns, and lack of interconnected transportation choices for mobility. For example, **in 2013, 20.3% of Pinellas County's 2,285 lane miles operated under congested conditions and 35 roadway facilities/segments were identified with a duration of congestion of 10 hours or greater** (2014 Pinellas County MPO State of the System Report). A closer review of these facilities and segments through the MPO's congestion management process has determined that a combination of operational improvements, travel demand management, and a more diversified transportation network are needed to reduce our congestions levels.

The completion of the Pinellas Trail Loop will help drive down these statistics by taking automobiles off the road and providing a safe haven for pedestrian and bicycle travel. The first Loop segments opened in 1990 on an abandoned railroad line. **Since then, this 15-foot wide trail has represented transformative change in terms of providing a safe, accessible, off-road facility for transportation and recreational needs.**

*Pinellas County has some of the highest levels of crashes involving bicycles and pedestrian nationwide. The Pinellas Trail provides a safe way to get to work, shopping, restaurants, and many other destinations. Safer bicycle and pedestrian travel will increase significantly when the Loop is complete, creating an environment that enhances the quality of life for Pinellas County residents, businesses and visitors.*

- Brian Smith, Vice President of the Florida Greenways and Trails Foundation



## INCREASING ECONOMIC OPPORTUNITIES AND REGIONAL MOBILITY

TIGER funding for completion of the Pinellas Trail Loop will connect people, particularly those in need of affordable and equitable transportation options, to major centers of employment, education, and recreation. **There are approximately 22,502 people whose income falls under the Federal poverty level that live within 1 mile of the North Gap and South Gap, 45,105 racial and ethnic minorities that live within 1 mile of the North Gap and South Gap, and 8,518 dwelling units within 1 mile of the North Gap and South Gap that do not have access to an automobile** (US Census Factfinder). Once the Loop is complete, seniors, working-class families, residents with disabilities, and veterans will have access to a low-cost transportation network that is connected to educational opportunities through the Pinellas Technical Education Center (PTEC), St. Petersburg College, etc. and to jobs through major employers such as Raymond James, Home Shopping Network, Jabil Circuit, etc. The completion of the Pinellas Trail Loop will fill these gaps in the region's transportation network and serve as a Ladder of Opportunity to improve this population's economic condition through better access to education and employment.

*The North Gap and the South Gap present significant barriers to current and potential trail users by limiting direct access to the trail from high density residential neighborhoods, employment centers, and educational institutions.*

Pinellas County commissioned an Economic Development Goal Study in 2002 to create a path to follow as the County increases in size and to improve the quality of the economy. The Goal Study projected Pinellas County would create 40,000 new jobs from 2003 to 2013 if the community did little or nothing to improve the economy. Since the projections were based upon the county doing little to cause economic growth, the study predicted there would be a decline in employment in the later years as a result of the county reaching a “build-out” of greenfield industrial property. **Due to a “minimum effort” to cause the formation of new primary jobs coupled with the recession experienced in the mid-2000’s, the reality is that Pinellas County has lost about 8,000 primary jobs from 2003 to 2013** (Economic Development Performance Evaluation of Pinellas County, Florida, 2003-2013). Completing the Pinellas Trail Loop will provide a vital economic benefit, connecting people to jobs, while also enhancing the attractiveness of employers around the Loop.

## PROJECT LOCATION

**An estimated 487,800 people reside and 280,700 jobs are located within one-half (1/2) mile of the Pinellas Trail Loop (more than half of Pinellas County’s residents).** The two segments included in this grant application will provide regional benefits as well. The Loop will provide a connection to the Courtney Campbell Causeway Trail, a non-motorized bicycle and pedestrian facility that crosses Tampa Bay, connecting to the Tampa and Hillsborough County trail networks. In the coming months, Pinellas County will begin construction of the Tri-County Trail which will provide regional connectivity to the southern boundary of Pasco County where it meets the northern boundary of Pinellas County. **In addition, the Pinellas Trail Loop will connect to the Florida Coast to Coast Connector Trail, an uninterrupted trail facility that will traverse the entire width of the State of Florida.** Figure 1 shows the Florida Regional Priority Trail Connectors,



Courtney Campbell Causeway Trail (Courtesy of Aerial Innovations Inc. / Ayres Associates)



Figure 1. Regional Priority Trail Connectors

including the Pinellas Trail Loop. With an average of 244 days of sunny weather each year, this multi-modal transportation facility will be used **year-round**, providing maximum benefit to the community and improving the **quality of life** for people throughout the County and the region.

*Completing the Pinellas Trail Loop will provide a solution to the high demand for safe connections to economic advancement opportunities, providing the opportunity for healthier lifestyles while reducing roadway congestion and greenhouse gas emissions.*

Completing the Pinellas Trail Loop will represent the realization of a bold vision of a 75 mile multimodal transportation facility that will safely accommodate alternative travel modes and enhance access to and from employment, retail services, and residential areas. This project is not only prudent, it is a much-needed regional transportation asset.

## PROJECT PARTIES

The Pinellas County Board of County Commissioners is applying for the TIGER VII grant, partnering with the Pinellas County Metropolitan Planning Organization (MPO). Both organizations have been strong proponents of multi-modal transportation, including support for pedestrian and bicycle facilities. Enhancing pedestrian and bicycle safety is a goal in Pinellas County's recently adopted Strategic Plan.

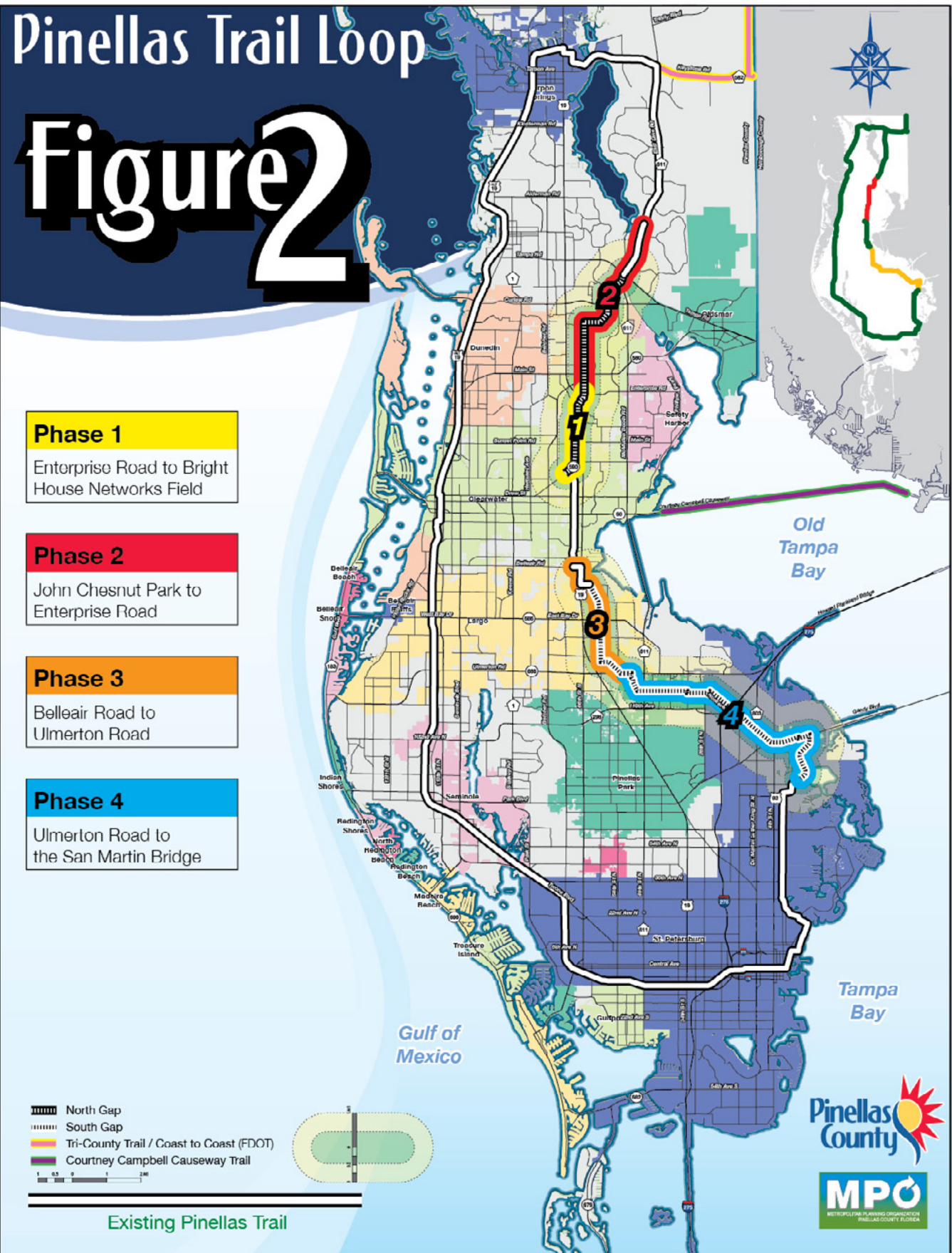
*A completed Pinellas Trails project will provide a quality of life benefit and an important, safe, and healthy transportation alternative for residents, commuters, and visitors.*



- George Cretekos, Mayor, City of Clearwater

The County and the MPO work together to support the Loop. Pinellas County maintains the current trail facilities and will continue to do so. The Pinellas Trail Loop and its various components are one of the most popular in the County, experiencing an average of more than 51,000 users a month (Pinellas County Parks & Conservation Resources Department).





There is extensive support for the project throughout the region, as shown in the letters of support list provided in the partnership section of this document. **All of the 24 Pinellas County municipalities support this project.** Letters of support have been received from all municipalities either directly or through the Barrier Islands Government Council (BIG-C).

*Local jurisdictions have invested more than \$37 million dollars into expanding the Loop trail network, creating nearly 90 miles of trail facilities throughout Pinellas County.*

## GRANT FUNDS AND SOURCES/USE OF PROJECT FUNDS

This project requests \$19,156,129 in TIGER VII funding to complete the two Pinellas Trail Loop gaps, a North Gap and a South Gap. Figure 2 portrays the Loop gaps in detail. Table 1 shows the overall project cost and funding, by source. A budget is available in Appendix A.

As the remaining segments of the Pinellas Trail Loop will be constructed using a design-build contract, a more detailed budget will be developed during project design, and is therefore not yet available. Alternative alignments and crossings are available, if necessary, to compensate for any unanticipated expenses.

Table 1  
Project Funding

Project Funding	
Cost	
Phase 1, North Gap (Enterprise Rd. to Brighthouse Field)	\$5,589,066
Phase 2, North Gap (Chesnut Park to Enterprise Rd.)	\$9,252,860
Phase 3, South Gap (Belleair Rd. to Ulmerton Rd.)	\$4,560,255
Phase 4, South Gap (Ulmerton Rd. to San Martin and Miscellaneous*)	\$11,681,049
<b>Total</b>	<b>\$31,083,230</b>
* Includes intersections/signalization, design & survey, mobilization, MOT, geotech and testing, unforeseen additional items, contingency, as-builts / project close out	
Local Match	
Pinellas Trail Extension Program, North Gap	\$3,077,100
Pinellas/Duke Energy Trail Extension, North Gap	\$4,912,000
N.E. Coachman Road at Coachman Road Intersection Improvement, North Gap	\$400,000
Old Coachman Road over Alligator Creek Bridge Replacement, North Gap	\$300,000
Intersection Improvements, North Gap**	\$1,055,200
San Martin Blvd. over Riviera Bay Bridge Replacement, South Gap***	\$600,000
Intersection Improvements, South Gap**	\$1,582,800
<b>Total</b>	<b>\$11,927,100</b>
** Intersection improvements include as-needed crossing improvements, 40% for North Gap and 60% for South Gap	
*** San Martin Bridge funds allocated for this project are separate from the funds set aside for a federal grant match for the bridge construction	
Funding Breakdown	
Total Cost	\$31,083,230
Local Match	\$11,927,100
Local Match (%)	38.37%
TIGER Grant Request	\$19,156,130
TIGER Grant Request (%)	61.63%

Note: The pre-application had a project total of \$32,000,000, including a TIGER request of \$20,000,000 and a local match of \$12,000,000.

## PRIMARY SELECTION CRITERIA

### STATE OF GOOD REPAIR

This project will **reduce vehicle miles traveled** in the County and help maintain a state of good repair on surrounding transportation facilities.

Completing the Pinellas Trail Loop will improve the **resiliency** of Pinellas County by enhancing the facilities available for **alternative modes** of transportation and providing a **safe connection** to other modes of transportation. When completed, this will place more than half of the residents of the County within one mile of an uninterrupted 75 mile non-motorized transportation facility, increasing accessibility for everyone in the County. The Loop enhances resiliency by providing a transportation option that increases the mobility of Pinellas County residents and visitors.



Current maintenance project on existing section of Pinellas Trail Loop

### CREATING A RELIABLE MULTIMODAL NETWORK

Completing the Pinellas Trail Loop will **leverage decades of taxpayer investment** in bicycle and pedestrian facilities while utilizing existing infrastructure, such as existing right-of-way and the Duke Energy utility corridor, to complete missing pieces of the Loop.

Completing the Pinellas Trail Loop is a high priority for Pinellas County, the Pinellas County MPO and involved partners. This proposed project is consistent with local and regional planning documents. The two segments included in this grant application are included on the Regional Priority List for Regional Multi-Use Trails.

#### Plan Document Consistency

- Pinellas County Comprehensive Plan Capital Improvements Element
- Pinellas County MPO Long Range Transportation Plan
- West Central Florida MPO's Chairs Coordinating Committee Regional Long Range Transportation Plan Multi-Use Trails Element

Pinellas County and its partners maintain the current Pinellas Trail Loop and are committed to providing regular maintenance and ensuring a long-term state of good repair for the entire Loop, once it is completed. **Funding for the project is both stable and sustainable. Pinellas County's commitment to the Loop, including the funding of its operations and maintenance costs, have been proven through decades of investment.** This project will complete the final sections of the Pinellas Trail Loop and support additional economic

development opportunities that will generate increased revenue to maintain the state of good repair for the facility into the future.

*The first Loop segments opened in 1990 on an abandoned railroad line. Since then, this 15-foot wide trail has transformed the pedestrian and bicycle facilities available to County residents and visitors. The original backbone of the Loop, the Pinellas Trail, has been hailed as a priceless haven in a busy, highly urbanized environment, winning numerous awards, including induction into the National Rails to Trails Hall of Fame and twice receiving the Best Trail of Florida award from the Florida Office of Greenways and Trails. This has brought lasting positive change to Pinellas County that will be significantly enhanced and continued by completing the loop.*



## ECONOMIC COMPETITIVENESS

Completing the Pinellas Trail Loop will **increase the overall economic competitiveness of Pinellas County, bolstering the County's long-term economic success and providing a short-term economic boost.** The Pinellas Trail Loop integrates existing transportation infrastructure and provides access to major employment centers, schools (including institutions of higher education and technical schools) and commercial facilities.

*"Our Chamber represents some 500 businesses whose employees regularly enjoy the benefits of the Pinellas Trail system. It provides an important transit alternative for citizens."*

- Tom Morrisette, President, Central Pinellas Chamber of Commerce

*The increased Loop access expands the labor pool for employers located near the Pinellas Trail and provides alternative methods of travel for those patronizing nearby businesses (Figure 3)*

## IMPROVING ECONOMIC MOBILITY

The interconnected Loop provides a long-term, safe and sustainable transportation option that will generate economic development opportunities along its 75 mile route. There are several downtown areas and identified Environmental Justice areas along the Loop, as shown in Figure 4. **By providing connections to transportation alternatives, including public transportation, the Loop fulfills missing links to the ladders of success for individuals in the community.** In addition, these alternatives provide much-needed connections to educational and commercial opportunities. This will provide access to advancement opportunities for education and employment. Table 2 shows jobs located near the Loop.

Table 2						
Jobs Near Loop						
	North Gap		South Gap		Entire Loop	
	Half Mile	One Mile	Half Mile	One Mile	Half Mile	One Mile
Major Employers: On-Site Jobs	4,424	13,764	35,274	47,711	62,980	103,957
Jobs	34,280	58,308	86,075	107,162	280,722	358,367

Note: Major employers - those with 100 or more employees, provided by Pinellas County Economic Development Department

The potential to enhance economic competitiveness can be seen in a number of ways, but one particularly noteworthy example is in Clearwater, Pinellas County's second most populous city. The North Gap segment in Clearwater provides access to the Westfield Countryside Plaza, a commercial center that includes a major Pinellas Suncoast Transit Authority (PSTA) transit transfer facility, serving seven (7) transit routes.



Bus stop along existing Pinellas Trail Loop

Five of these routes are traditional bus routes and two are called "connector routes," routes that not only have a fixed schedule, but will deviate from the route up to  $\frac{3}{4}$  of a mile from the set route. One of the connector routes provides service to Tampa, the only bus service currently available from Pinellas County to Tampa on Saturdays. Figure 4 shows the bus stops and transfer locations.

**With the completion of the Trail Loop, PSTA riders would be able to utilize the Pinellas Trail Loop to get to/from the bus, either on foot or via bike.** Completion of the North Gap will provide

# Pinellas Trail Loop

## Figure 3

### Creating Ladders of Opportunity








Increasing transportation choices

Improving economic mobility within one-half mile of the Pinellas Trail Loop:

- 280,700 jobs
- 487,800 residents
- 79 schools

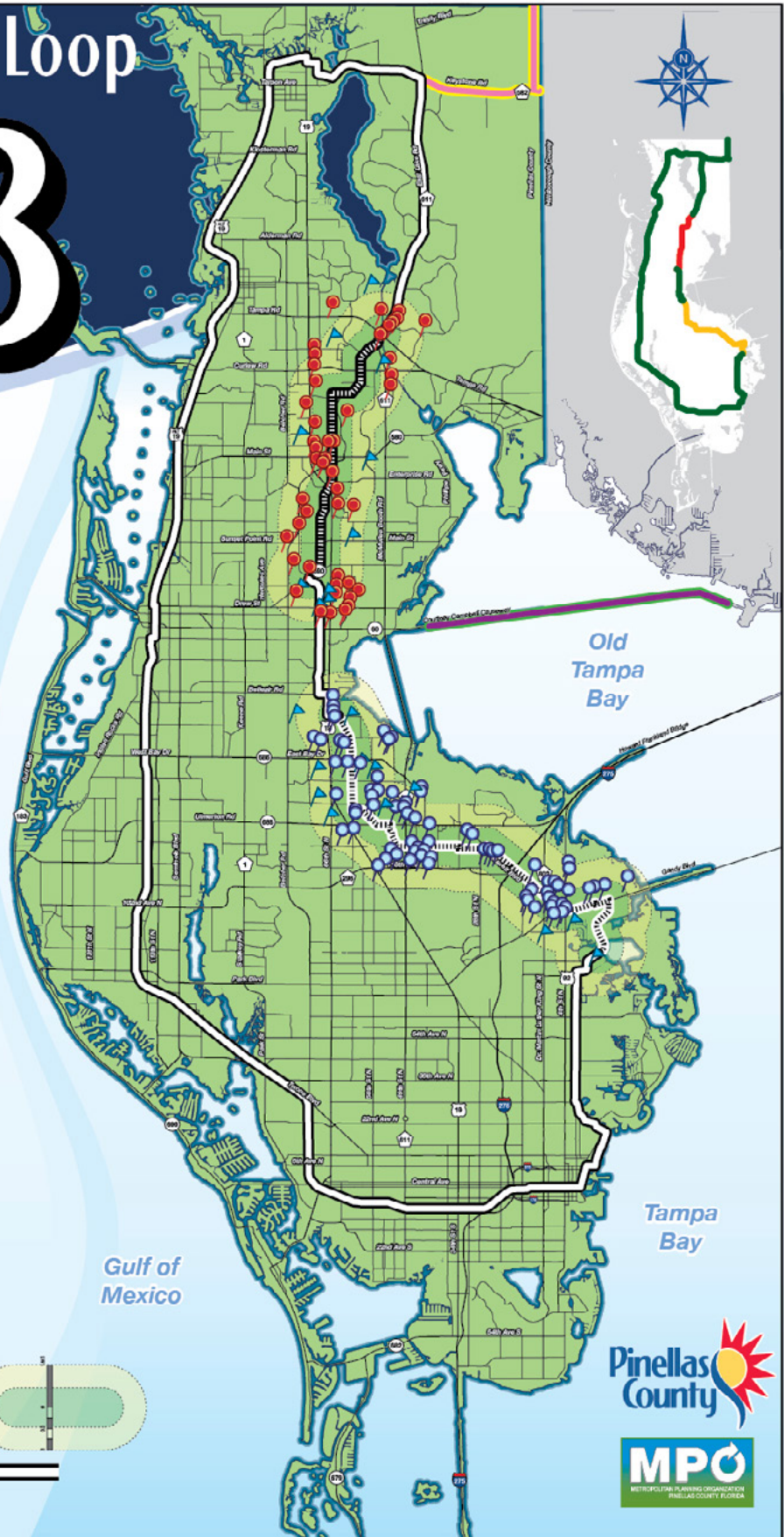
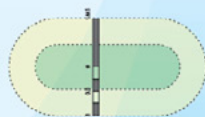
Major Employers are those with more than 100 employees.

308 Major Employers are within one mile of the Trail Loop.

-  Major Employers - North Gap
-  Major Employers - South Gap
-  Schools
-  North Gap
-  South Gap
-  Tri-County Trail / Coast to Coast (FDOT)
-  Courtney Campbell Causeway Trail

1 0.5 0 1 2 Miles

Existing Pinellas Trail





direct and safe access for pedestrians and bicyclists to reach this important commercial center and bus transfer facility. With an estimated 78% of users (2014 MPO Pinellas Trail Survey) utilizing the Trail for non-recreational purposes, the North Gap has the potential to provide a significant benefit by increasing the access to jobs and major commercial centers, where retail and other consumer demands can be satisfied.

The South Gap traverses the Gateway area of St. Petersburg, a major employment and regional activity center. Completing the Pinellas Trail Loop will provide an alternative multi-modal transportation facility, increasing access to employers, removing vehicles from the congested roadway network, improving air quality, and promoting livability. The South Gap will provide access to the 94-acre Jabil Circuit Headquarters, as well as to Home Shopping Network and Raymond James and Associates, Inc. Approximately 86,000 jobs are within one half mile (1/2) of the South Gap. Completing the Pinellas Trail Loop will greatly improve employee access to jobs and help alleviate traffic congestion.



Commuter using existing Pinellas Trail Loop in downtown Clearwater

The South Gap traverses the PSTA 34th Street Transfer Center, which is located next to PSTA's Headquarters. The 34th Street Transfer Center includes five routes. Additional Loop bus connections in the South Gap include an express bus that goes from St. Petersburg to downtown Tampa.

*"As we look at options for our 1,100 employee team; enhancement of the transportation and lifestyle amenities play an important role. Completing the Pinellas Trail Loop will provide important change for Pinellas County, by increasing the mobility of residents while also increasing the mobility of the labor pool from which Jabil can draw."*

- Christopher O. Johnson, Senior Director, Government and Civil Engagement, Jabil

## PROVIDING ECONOMIC OPPORTUNITIES

*Major employers and business parks are located near the Pinellas Trail Loop (as shown in figure X), including the C.W. Bill Young VA Medical Center.*

**Completing the Pinellas Trail Loop will provide access from areas with high concentrations of low-income and minorities to employment and commercial centers, as well as educational facilities,** such as the Pinellas Technical College (PTEC) and St. Petersburg College (SPC). This will provide crucial opportunities that will allow Pinellas County residents to work to expand the middle class by providing a low-cost, convenient method of transportation. CareerSource Pinellas, the local workforce development entity, has several offices throughout Pinellas County. One office is located in close proximity to the South Gap. Increasing access to the services provided by CareerSource Pinellas will allow for increased workforce development and access to potential jobs and much-needed services.

In addition to traversing areas identified by the MPO as Environmental Justice focus areas (Figure 4), the Trail Loop gaps include brownfield areas, such as the Ulmerton Road Opportunity Corridor. The North Gap is located within ½ mile of a Clearwater HUBZone, a program to encourage economic development in historically underutilized business zones. Additional connections to economic development opportunities such as these are available along the entire Trail Loop.



*In the short-term, the design and construction of the projects (the North Gap and the South Gap) associated with Completing the Pinellas Trail Loop will create a number of employment opportunities and remove physical barriers currently in place that limit access to educational and employment centers.*

Completing the Pinellas Trail Loop will strengthen the economic competitiveness of Pinellas County in that it completes the integration of a multi-purpose transportation facility with the county's comprehensive, multi-modal network. The North and South Gaps are key links to numerous destinations and to the countywide trail network, allowing for safer and more efficient pedestrian and bicycle travel.

Through the implementation of a connected trail system that links employment and residential areas, the Pinellas Trail Loop will be an **attractive transportation option** for all residents. This is particularly needed in Pinellas County in order to attract and retain younger residents. There are **numerous higher education facilities** along the Pinellas Trail Loop, including PTEC, career and technical postsecondary education centers, and multiple St. Petersburg College campuses.



*By Completing the Pinellas Trail Loop, more than half of Pinellas County will be able to walk or ride a bike to access educational opportunities, jobs and retail services, as well as access to public transportation through the connections between the transit system and the Trail.*

This project will also have a positive impact on small businesses. Pinellas County has a Small Business Enterprise (SBE) Program that provides mechanisms that enhance contracting opportunities for SBEs. The current program includes local businesses that are independently owned and are not dominant in their field of operation. The program includes a Sheltered Market Component that allows Pinellas County to recommend certain contracts be made available only to SBEs. The SBE Program assures taxpayers and the local business community that there is a system in place that preserves contract opportunities for small businesses to conduct business with the County. Small businesses have thrived around existing Loop segments, such as those in downtown Dunedin.

The Pinellas Trail Loop has demonstrated that it **facilitates transformative economic development** along its current route. For example, when the Pinellas Trail Loop opened in the City of Dunedin in 1992, it **spurred a revitalization of the downtown Dunedin area**. With the opening of the Trail, commuting and recreational bicyclists and pedestrians were brought to and through the City's downtown and began patronizing its shops and restaurants. **Throughout existing Trail areas, new businesses have opened that market directly to Trail users and capitalize on passer-by traffic, such as bicycle shops, restaurants and more that market to Trail users by providing bike racks and advertising refreshments and restroom facilities.** Similar results can be expected for other communities, a result of increases in access for commuters, residents and visitors, thus expanding the number of customers available to local businesses and promoting economic development throughout the county.

*"This project would impact our students and staff at the Clearwater, Tarpon Springs, Seminole, Downtown, St. Petersburg Gills, and the Midtown campuses as well as the Veterinary Technology Center. Once the trail is completed, the EpiCenter and District Office would be less than a quarter of a mile from a new section of the trail. As you can see, the looping of the Pinellas Trail would be very beneficial to St. Petersburg College."*

- William D. Law, Jr., President, St. Petersburg College

# Pinellas Trail Loop

## Figure 4

### Increased Mobility for Minority & Low Income Populations

#### Environmental Justice Areas:

- Census tracts with higher-than-average minority and low-income populations

#### Connects transit and environmental justice areas to:

- Major destinations
- Employment
- Educational opportunities

#### Bus Stops within one mile of the North & South Gap



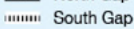
Transfer Centers



Environmental Justice Areas



North Gap



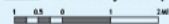
South Gap



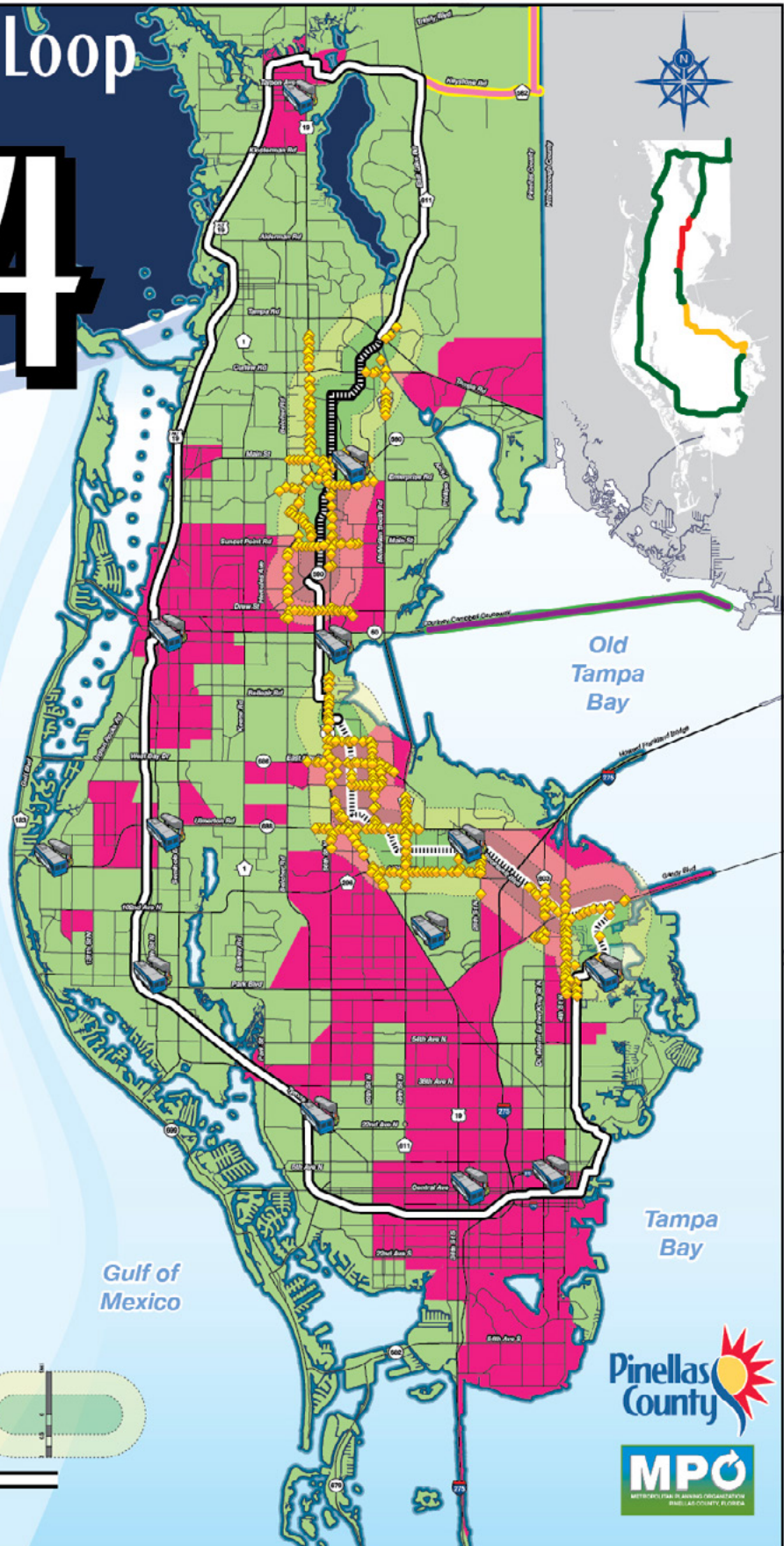
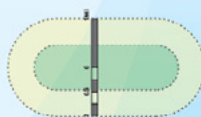
Tri-County Trail / Coast to Coast (FDOT)



Courtney Campbell Causway Trail



Existing Pinellas Trail





## QUALITY OF LIFE

*The Pinellas Trail Users Survey found that 90% of respondents would use new connecting trails to parks and other destinations or trails along the corridor.*

## INCREASING COMMUNITY TRANSPORTATION OPTIONS



The current Trail Loop near Ozona Elementary School

*Improving our transportation system through the completion of the Pinellas Trail Loop will promote ladders of opportunity for many individuals, helping to lift them and their families out of poverty. Investments like this that help to reduce or eliminate poverty are a more efficient use of our tax dollars, and produce better results, than paying to “manage” poverty, which for Pinellas County is estimated to cost \$2.5 billion annually.*

- Darden Rice, St. Petersburg City Councilwoman and MPO Board Member



With fewer cars on the road, and fewer vehicle miles traveled, the efficiency and effectiveness of the overall transportation system will increase. This project benefits more than just one mode of transportation. By removing vehicles from the road, the remaining vehicles will have less congestion to contend with, thus improving travel time and boosting the economy through reduced delivery delays. **Through improved and safer connections to transit services, more people will be able to choose transit for their daily trips, further reducing congestion and vehicle miles traveled on the surrounding road network.** The utilization of an existing utility right-of-way will demonstrate project efficiency by giving an additional purpose to existing infrastructure and maximizing the use of existing resources.

This project directly supports Goal 2 of the adopted Pinellas County MPO Long Range Transportation Plan: *Provide a balanced and integrated multi-modal transportation system for local and regional travel.* **Completing the Pinellas Trail Loop will improve livability in the neighborhoods and communities directly surrounding the Trail and throughout the county as a whole, providing for safe and efficient travel for those utilizing alternative modes and overall enhancing the quality of life for Pinellas County residents and visitors.**

In order to provide a viable alternative to the single-occupant vehicle, Pinellas County and the MPO seek to **reduce the cost of mobility, improve transportation choices and expand the trails network.** Completing the Pinellas Trail Loop will improve **intermodal connections** between residential areas, commercial development, and transit stops, thus providing an important link between transportation and land use. In addition, the buses used by the PSTA are equipped with bicycle racks, further encouraging multiple modes for one trip and accommodating bicycle riders who either do not want to drive a personal vehicle or do not own one.

*In 2014, PSTA carried 408,000 bikes on buses.*

By Completing the Pinellas Trail Loop, transit riders with bicycles will have increased access to this alternative transportation facility, presenting them with a safer alternative to traveling along high-speed roads. Completing the Pinellas Trail Loop will provide even more access to transit for bicyclists, further



enhancing this popular intermodal connection. Transit is closely located near the Loop, as demonstrated in Table 3.

The Pinellas Trail Loop provides direct access to Environmental Justice areas, shown in Figure 4, where there are high numbers of low income and minority residents. **Completing the Pinellas Trail Loop will provide an affordable and convenient transportation facility to connect residents to transit, employment and commercial centers, improving their mobility and their overall quality of life.**

Table 3	
Transit Availability, 1/2 Mile Buffer, In or Intersecting the Loop	
Bus Routes	Bus Stops
41 (91% of all routes)	1,567 (30% of all stops)

For example, in the High Point neighborhood, the Loop will provide access to technical centers, workforce development facilities, grocery stores and employment centers which are currently largely inaccessible due to the current design of the transportation network. High Point qualifies as a Community Development Block Grant (CDBG) eligible community with more than 51% of households having an annual income of 80% less than the area median income level, as established by the U.S. Department of Housing and Urban Development. The County has invested nearly \$2.1 million (year of expenditure) in CDBG resources to develop a YMCA facility that provides programs and support services to families and children. The County has also invested approximately \$1.5 million to acquire lands and develop a 7,600 square foot facility, housing the High Point Neighborhood Family Center. Since 1998, Pinellas County has invested almost \$13 million in federal, state and local resources to improving the community.

In addition to traversing areas of higher concentrations of minority and low-income populations, the Loop travels through areas associated with food deserts, shown in detail in Figure 5. **By connecting residents of food deserts with grocery stores and other opportunities for purchasing affordable groceries, the Loop will provide a much-needed transportation option to access healthy foods at a reasonable cost.**

The presence of trails also benefits businesses by creating a healthier workforce and lowering health insurance premiums through healthier lifestyle choices associated with walking and bicycling. The benefits of the Pinellas Trail Loop are not limited to just Pinellas County residents and visitors.

*The Pinellas Trail Loop promotes active living which serves as a draw to young workers and the businesses that want to employ them.*

*“Pinellas County has approximately 94,997 veterans and many are in need of safe, low-cost transportation as they transition from military service to the civilian community. Furthermore, the completion of the Pinellas Trail Loop would also assist many disabled veterans with their rehabilitation from combat-related injuries by providing a continuous recreational facility where they can exercise to improve their strength, motor skills, and quality of life.”*

- Lourdes Benedict, Director, Pinellas County Human Services

The Pinellas Trail Loop is currently popular and successful, providing a unique quality of life experience for residents and visitors alike. **Completing the Pinellas Trail Loop will increase the number of residents that can directly access and utilize the Trail and serves as an amenity that new residents seek and businesses are attracted to. The Pinellas Trail Loop will help retain and draw residents from diverse backgrounds, particularly younger generations, that can serve the needs of current and future employers.** By serving as an amenity and attraction for both current and future residents and businesses, the Pinellas Trail Loop increases community and neighborhood vibrancy, making surrounding areas more desirable places to live, work and play.

# Pinellas Trail Loop

## figure 5

### Improve Access to Healthy Food Choices

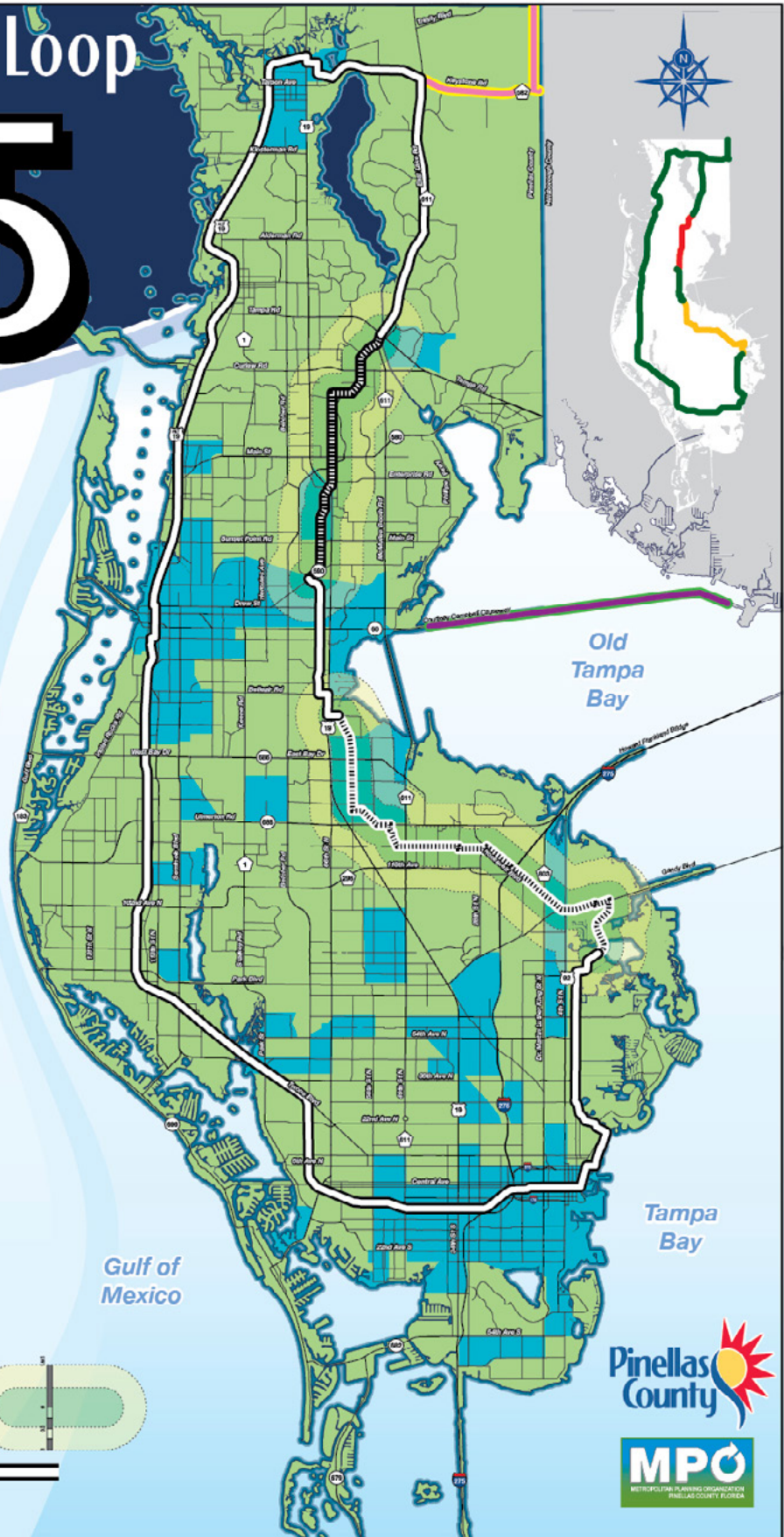
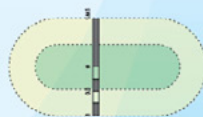
#### Food Desert:

- Over 241,000 individuals live in food deserts (by census tract)
- Census tracts with a substantial share of residents who are low-income and have low levels of access to a grocery store or healthy, affordable food retail outlet

- Food Desert Areas
- ▬ North Gap
- ▬ South Gap
- ▬ Tri-County Trail / Coast to Coast (FDOT)
- ▬ Courtney Campbell Causeway Trail

1 0.5 1 2 Miles

Existing Pinellas Trail







Overpass, U.S. 19 and Enterprise Road



Wrong way bicyclist on U.S. 19 frontage road

## ENVIRONMENTAL SUSTAINABILITY

### AVOIDING ADVERSE ENVIRONMENTAL IMPACTS ON AIR QUALITY

The health benefits provided by Completing the Pinellas Trail Loop cannot be understated. Completing the Pinellas Trail Loop will provide people with a strong alternative to their vehicles, reducing congestion, improving air quality through reduced vehicle emissions, and improving the health of Trail users.

Sustainability balances the competing economic, social and environmental needs of a community. **Completing the Pinellas Trail Loop will foster a more environmentally sustainable transportation option**, because by offering residents and visitors multiple viable and attractive transportation options, the number of vehicle trips will be reduced. More **energy efficient transportation modes**, such as bicycling and walking, which also connect to the PSTA transit system, will reduce greenhouse gas emissions and the consumption of non-renewable energy sources.

*Best estimates from the benefit cost analysis include reducing vehicle miles traveled (VMT) by 51,646 in the North Gap and 50,148 in the South Gap. This is a result of more than 5,600 vehicles being replaced by new pedestrians and bicyclists.*

The transportation sector is one of the primary contributors of greenhouse gas emissions. By providing trail facilities that encourage and support the use of alternative forms of transportation, Pinellas County and the MPO aim to remove vehicles from the roadway, thereby **reducing greenhouse gas emissions and improving air quality** in the region. Pinellas County is part of a regional airshed for the purposes of determining compliance with the ozone standard. While the region is currently in attainment, any tightening in ozone emission standards, as is currently being discussed, is likely to put the region into nonattainment status and require conformity.

Completing the Pinellas Trail Loop will help keep ozone emissions from rising and provide a significant benefit for the environmental sustainability of the entire region. Based on the most recent Pinellas Trail Users Survey, 78% use the Pinellas Trail for non-recreational reasons, resulting in fewer vehicle miles traveled on the surrounding surface roads.

*Best estimates predict savings of over \$752,000 due to reduced emissions.*



If results from existing segments of the Pinellas Trail Loop are replicated by Completing the Pinellas Trail Loop, the number of commuters will be much higher. Keeping these cyclists and pedestrians out of cars and off of the roads will improve travel time on the surrounding road network, lower greenhouse gas emissions and provide a significant benefit to the environment. Current infrastructure will also be sustained over a longer period of time.

As a coastal community, Pinellas County is aware of the potential effects of climate change, including sea level rise. The alignments for the North Gap and South Gap were evaluated using the sea level rise projections contained in the FDOT's Sketch Planning Tool. The analysis concluded that no impacts to these segments are anticipated through 2100 using the United States Army Corps of Engineer's high curve. The Loop will be resilient and provide a key non-motorized connection that will help to mitigate the effects of climate change on the community.

Transportation system safety is a vital component of livable communities. As Florida's most densely populated county and with a roadway network that is substantially built-out, safely accommodating all modes of travel has become increasingly complex in Pinellas County.

## SAFETY

### FOSTERING A SAFE, CONNECTED AND ACCESSIBLE TRANSPORTATION SYSTEM

*In 2014, a total of 1,139 crashes involved vulnerable bicycle and pedestrian users of the transportation system. (Pinellas County MPO, Crash Data Management System, 2014)*



*Tampa Bay Times, April 27, 2014*

Completing the Pinellas Trail Loop will provide non-motorized modes of transportation with a **safe, dedicated and continuous facility, linking residential, employment, commercial, recreational and institutional uses**. Providing vulnerable users such as bicyclists and pedestrians with an alternative to facilities shared with automobile and truck traffic will reduce crashes, particularly the serious and fatal crashes that are often the result of conflicts between bicyclists or pedestrians and motor vehicles.

U.S. Highway 19 and McMullen Booth/East Lake Road are the principal roadways that run parallel to the North Gap of the Pinellas Trail Loop. These two corridors include some of the highest crash intersections in Pinellas County, while also being amongst the most congested with some of the highest traffic volumes.

Seven (7) of the top 25 crash locations in Pinellas County are located nearby the gaps. Of these, the intersection of U.S. 19 and Tampa Road, the top crash location, experienced three (3) crashes in 2013 involving bicyclists and pedestrians. The number one location for pedestrian crashes is located within one mile of the South Gap. In 2013 alone, this location experienced four (4) crashes involving pedestrians. The second highest intersection for bicycle crashes in Pinellas County is within one mile of the North Gap and experienced nine (9) crashes involving bicyclists in 2013. Figures 6 shows bicycle and pedestrian injuries and fatalities, as does Table 4.

Table 4		
Bicycle and Pedestrian Crashes within 1/2 Mile of the Loop Gaps (2014 Crash Data)		
	Injuries	Fatalities
North Gap	10	0
South Gap	22	6
<b>Total</b>	<b>32</b>	<b>6</b>

The South Gap of the Pinellas Trail Loop traverses the Gateway area where the roadway network carries substantial volumes of both

# Pinellas Trail Loop

## Figure 6




### Bicycle and Pedestrian Injuries and Fatalities

Pinellas County: 1,113 pedestrian and bicycle crashes - 2012

38% of all fatal crashes involve bicyclists or pedestrians

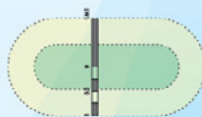
#2 Most dangerous place for pedestrians in the country. Dangerous by Design 2014, large metro areas Tampa Bay

-  Bike Injury
-  Bike Fatal
-  Pedestrian Injury
-  Pedestrian Fatal

-  North Gap
-  South Gap
-  Tri-County Trail / Coast to Coast (FDOT)
-  Courtney Campbell Causeway Trail

1 0.5 0 1 2 Miles

Existing Pinellas Trail



local and regional vehicle trips. This area experiences significant heavy truck traffic, given the industrial nature of portions of the area, resulting in conflict between the modes, due to the **lack of safe facilities for non-motorized users**.

Completing the Pinellas Trail Loop will improve safety for bicyclists and pedestrians by providing them with a facility on which they can commute and travel, without having to travel along roads with high volumes of vehicular traffic, thereby reducing the potential conflicts with motor vehicles. This safer environment will reduce the number of bike and pedestrian crashes.

Maintaining safety on the Pinellas Trail Loop is an existing priority of the County, MPO and their partners. The Pinellas Trail Security Task Force, composed of law enforcement officers and local officials, meets quarterly to share information on the Trail. An Emergency Marker Program has been developed so that users can easily identify their location on the Trail in the event of an emergency or to report a maintenance issue. Overpasses and underpasses have been constructed to safely move users across many of the busier intersections, as well as rectangular rapid flash beacons (RRFBs).

In addition, there is a Volunteer/Auxiliary Ranger program to monitor the Trail and assist users and the Pinellas County Parks and Conservation Resources Rangers patrol the Trail, along with municipal and County law enforcement personnel.

*Providing Pinellas County residents and visitors with a dedicated multi-modal facility will contribute towards increased pedestrian and bicycle safety. This includes the number, rate and consequence of crashes, particularly those resulting in serious injuries and fatalities involving Pinellas County bicyclists and pedestrians.*

*“Completing the last two segments of the Trail network will result in an estimated 75 mile continuous loop further enhancing the network’s function and sustaining on-going efforts to reduce congestion and improve air quality by reducing vehicle miles traveled and getting people to change to non-motorized modes of transportation.”*

*- U.S. Senator Bill Nelson*

## SECONDARY SELECTION CRITERIA

### INNOVATION

Completing the Pinellas Trail Loop demonstrates innovation by utilizing existing infrastructure to increase the capacity of the transportation system while providing for a safe and secure multi-modal transportation facility. The project presents cost effective options for increasing capacity. Pinellas County, the MPO and involved partners have developed this innovative Pinellas Trail Loop to encourage a shift to non-motorized modes of transportation, helping to alleviate congestion on the road network and improve the safety of those utilizing modes other than the automobile.

The Pinellas Trail Loop will leverage existing infrastructure and investments to provide more transportation choices and benefit the entire transportation system in Pinellas County. The project is innovative in its use of **bioretention swales for stormwater collection, filtration of nutrients and discharge to nearby water bodies**. The project will be constructed using **design-build**, an innovative method that allows for the cost and risk to be effectively managed, and for a quicker overall process.



# Pinellas Trail Loop

## Figure 7

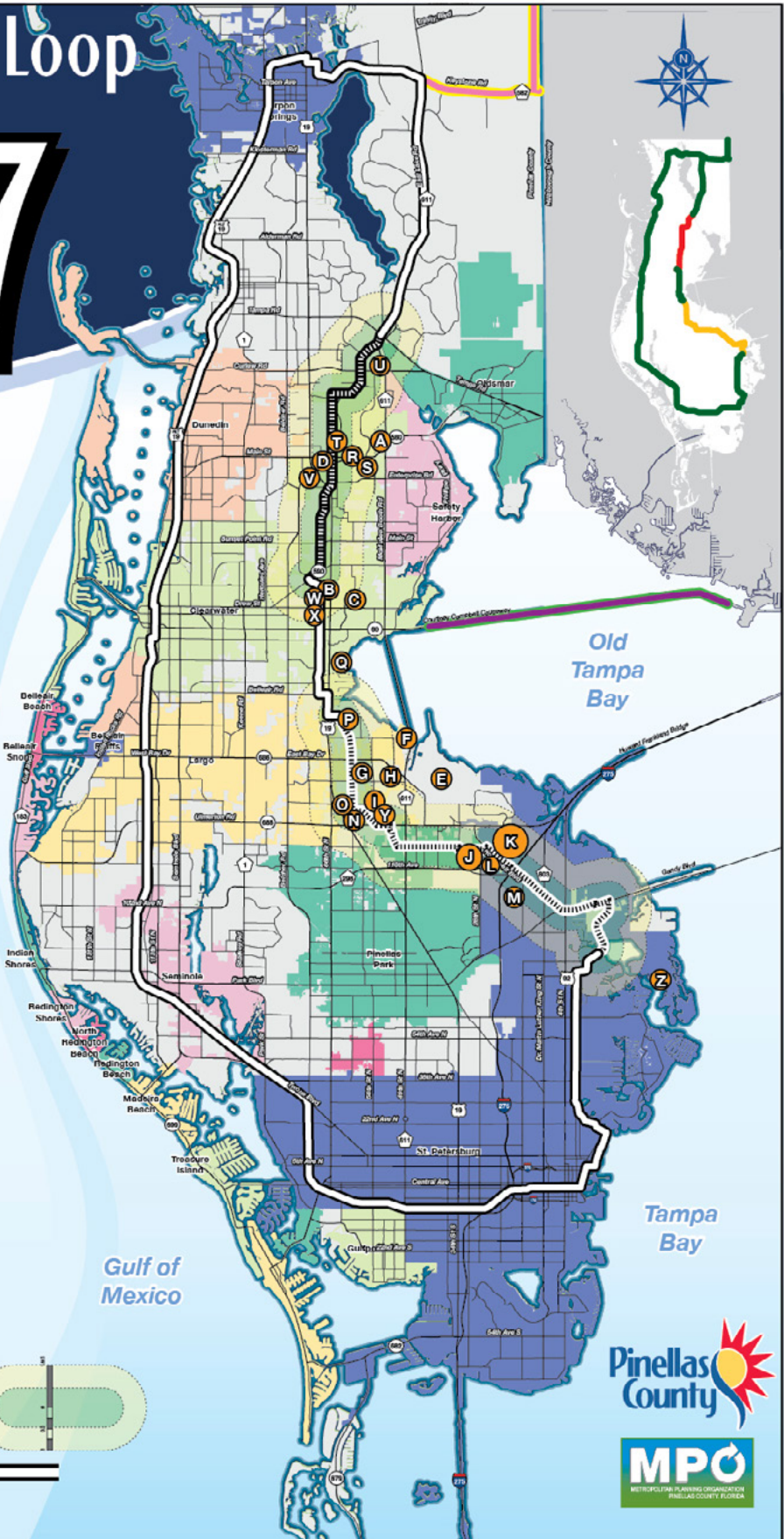
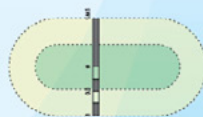
### Points of Interest

- A** Countryside High School
- B** Bright House Networks Field/Philadelphia Phillies Stadium and Spring Training Facility
- C** Eisenhower Elementary School
- D** Westfield Countryside
- E** St Petersburg-Clearwater International Airport
- F** Pinellas Technical Education Center (PTEC) Clearwater Campus
- G** High Point Elementary School
- H** YMCA of Suncoast/Highpoint Branch
- I** St Petersburg College
- J** Catalent Pharma Solutions
- K** PSTA Administration building
- L** Catalina Marketing Corporation
- M** Cisco Systems
- N** Transamerica Financial Advisors
- O** Raymond James
- P** Home Shopping Network
- Q** Jabil
- R** National Aviation Academy
- S** Sun Microstamping Technologies
- T** Clearwater Central Catholic High School
- U** CWU Inc
- V** Countryside Library
- W** Leila Davis Elementary School
- X** Countryside Recreation Center
- Y** Curlew Creek Elementary School
- Z** Woodgate Park
- AA** Joe DiMaggio Sports Complex
- AB** St Petersburg College/ Clearwater Campus
- AC** St Petersburg College Corporate Training
- AD** Weedon Island Preserve

- North Gap
- South Gap
- Tri-County Trail / Coast to Coast (FDOT)
- Courtney Campbell Causeway Trail

1 0.5 0 1 2 Miles

Existing Pinellas Trail



Completing the Pinellas Trail Loop also demonstrates innovation through its **public-private partnership with Duke Energy** to utilize existing utility right-of-way to construct the majority of these final Trail segments. By leveraging this existing asset in the community, additional infrastructure costs can be reduced, if not avoided.

## PARTNERSHIP

Completing the Pinellas Trail Loop is a project that exemplifies strong collaboration among a broad range of participants, including **Pinellas County, the MPO, Duke Energy, the Florida Department of Transportation, the Pinellas Suncoast Transit Authority, private businesses and all Pinellas County municipalities**. Completing the Pinellas Trail Loop clearly integrates transportation with other public benefits, such as environmental protection and the provision of recreational facilities.

*“Completing the Pinellas Trail Loop will provide transformative change by providing new accessibility to more and better job opportunities in the Carillon and greater Gateway area - the county’s largest employment center, for those living in high density apartment communities as well as residents of economically disadvantaged neighborhoods located along or near the gaps.”*

- Jim Kennedy, St. Petersburg City Councilman and MPO Chair



## JURISDICTIONAL AND STAKEHOLDER COLLABORATION

Pinellas County will be the implementing partner, managing the construction and maintenance. The MPO seeks to improve transportation countywide for all principal modes of travel, including mass transit, walking and bicycling. In addition to Pinellas County and the MPO, all municipalities in the County support the completion of the Pinellas Trail Loop, either directly or through the Barrier Islands Governmental Council (BIG-C).

Regionally, six additional MPOs have supported Completing the Pinellas Trail Loop through its incorporation into the Regional Long Range Transportation Plan. The Pinellas Trail Loop provides direct connections to trails within the county and extending into other counties in the region. The County and MPO have been collaborating with other agencies in the region to support the Pinellas Trail Loop as a regional facility and it continues to remain a high priority across the region. Letters of support are included in Appendix B and a list is provided on the following page.

**Pinellas County and the MPO are partnering with Duke Energy** to use their utility easement for a significant portion of this project. This partnership allows for the utilization of the existing utility easement, providing a unique and functional trail corridor that not only provides a recreational opportunity, but serves as a safe alternative transportation facility for employment, school traffic and other non-recreational trips.

In anticipation of Completing the Loop, The Florida Department of Transportation has already constructed an overpass at U.S. Highway 19 and an underpass at SR 688/Ulmerton Road for the Pinellas Trail Loop (see Figure 8). Another overpass segment is currently under construction at Allen’s Creek. In addition, FDOT has committed to constructing the trail segment along Roosevelt Boulevard (SR 686) at a value of \$1.5 million for 2.3 miles of trail.

Pinellas Trails Inc., the Auxiliary Rangers and Keep Pinellas Beautiful are other private sector partners that will help to provide additional maintenance and security for the entire Pinellas Trail Loop. The County will partner with the City of Clearwater to utilize right-of-way for a portion of the Trail in the North Gap.

## Support for Completing the Pinellas Trail Loop

### Federal Elected Officials

U.S. Senator Bill Nelson  
David W. Jolly, U.S. Representative, Florida District 13  
Kathy Castor, U.S. Representative, Florida District 14  
Gus M. Bilirakis, U.S. Representative, Florida District 12

### Private Businesses

AliveTek  
BayCare  
Bayfront Health  
Duke Energy  
Derby Lane  
Empath Health  
HSN  
Jabil  
My Marketing Department, Inc.  
Plasma-Therm  
PowerDesign  
Renker Eich Parks Architects  
St. Pete Wealth Management Group of Raymond James  
(Raymond James & Associates)

### Local Governments

City of Belleair Bluffs  
City of Clearwater  
City of Dunedin  
City of Gulfport  
City of Largo  
City of Oldsmar  
City of Pinellas Park  
City of Safety Harbor  
City of Seminole  
City of South Pasadena  
City of St. Petersburg  
City of Tarpon Springs  
Town of Belleair  
Town of Kenneth City

### Other Governmental Entities

Barrier Islands Governmental Council (BIG-C)  
Florida Department of Health, County Health Department Director  
Pinellas County Board of County Commissioners  
Pinellas County Economic Development  
Pinellas County Metropolitan Planning Organization  
Pinellas County Veterans Services  
Pinellas Planning Council  
Pinellas Suncoast Transit Authority (PSTA)  
Sheriff Bob Gualtieri, Pinellas County Sheriff's Office  
Tampa Bay Area Regional Transportation Authority (TBARTA)  
Tampa Bay Regional Planning Council

### Educational Institutions

Clearwater Central Catholic High School  
Pinellas County Schools, Career, Technical and Adult Education  
Pinellas County Schools, Superintendent  
St. Petersburg College  
University of South Florida St. Petersburg

### Chambers of Commerce and Economic Development

Central Pinellas Chamber of Commerce  
Clearwater Regional Chamber of Commerce  
Pinellas Park/Gateway Chamber of Commerce  
St. Petersburg Area Chamber of Commerce  
Visit St. Petersburg/Clearwater

### Trail and Community Organizations

Council of North County Neighborhoods  
Florida Bicycle Association  
Florida Greenways & Trails Foundation, Inc.  
Joy Hancock, Assist. Dir. Florida Bike Spring Tour (dir. Bike Florida Boutique Tours)  
Pinellas Trails, Inc.

### 57 Letters from Citizens

The Pinellas County Department of Parks and Conservation Resources has committed to operating and maintaining the Trail.

*Utilizing partnerships will serve to lower costs and promote efficiency by leveraging existing resources.*



## DISCIPLINARY INTEGRATION

Completing the Pinellas Trail Loop exemplifies the integration of a variety of disciplines. This includes:

- The Pinellas County Department of Public Works, which will be overseeing the design-build contract;
- The Pinellas County Parks and Conservation Resources Department, responsible for the maintenance of the facility and for providing Park Rangers to monitor the Loop;
- Pinellas County Economic Development, promoting the project among its contacts;
- The City of St. Petersburg, coordinating this project with others in the area;
- The Pinellas Planning Council, a countywide land use agency, recognizing the importance of coordinating not only land use and transportation, but combines economic, housing and infrastructure goals together; and
- Duke Energy and the City of Clearwater for providing access to right-of-way for the construction of the Trail segments.

*“Completing the Pinellas Trail Loop will connect people to jobs, schools, and commercial businesses via a safe, multi-modal transportation network - all within Florida’s most densely populated urban county. This project will provide increased economic opportunity while improving safety - a project of which we can be proud.”*

- Karen Seel, Pinellas County Commissioner and MPO Board Member



In addition to the direct project partners listed above, Completing the Loop involves a number of participants across many disciplines. This includes local governments, social service agencies such as those providing services to veterans, chambers of commerce and more. Over 100 letters of support from elected officials, government partners, the business community, trail organizations and citizens have been received.

## BENEFIT-COST ANALYSIS

Pinellas County is requesting \$19,156,129 in TIGER grant funds for Completing the Pinellas Trail Loop. The total project cost is estimated at \$31,083,229. Pinellas County has already programmed the local match funds of \$11,927,100 in its Capital Improvement Program (Appendix E). Due to declining revenues for transportation improvements and the magnitude of this project, without the receipt of this grant funding, it is not anticipated that the projects associated with Completing the Pinellas Trail Loop will be completed in the near future.

Table 5 shows the benefit-cost ratio of Completing the Pinellas Trail Loop, broken out by North and South Gaps. The full benefit-cost analysis is provided in Appendix C. Overall, the benefit-cost ratio for Completing the Loop is nearly \$35 to each dollar, using best estimates at a 7% discount rate.

Factors included in the benefit-cost analysis include reducing pedestrian and bicycle fatalities and injuries, increased access to current workplace, increased access to jobs and education, increased access to basic needs (such as food and medical services) and having less automobiles on the road.

In addition to the information analyzed for the benefit-cost analysis, there is an estimated benefit of over \$68 million in direct medical benefits from construction. This is estimated based on a study in Lincoln, Nebraska, which found that for every \$1 spent on trails, \$2.94 is gained in direct medical benefits. Completing the Loop will result in over \$23 million in trail investment, including design and construction (Health Promotion Practice, “A Cost-Benefit Analysis of Physical Activity using Bike/Pedestrian Trails” 2004).

Table 5

Benefit-Cost Results North Gap			
Benefit-Cost Analysis	Net Present Value of Benefits	Costs	Benefit-Cost Ratio
<b>Benefits with 7% Discount Rate</b>			
High Estimate	\$922,652,549	\$17,652,440	52.27
<b>Best Estimate</b>	<b>\$485,784,202</b>	<b>\$17,652,440</b>	<b>27.52</b>
Low Estimate	\$385,156,423	\$17,652,440	21.82
<b>Benefits with 3% Discount Rate</b>			
High Estimate	\$1,273,047,552	\$17,826,240	71.41
<b>Best Estimate</b>	<b>\$670,270,071</b>	<b>\$17,826,240</b>	<b>37.60</b>
Low Estimate	\$531,426,962	\$17,826,240	29.81
<b>South Gap</b>			
<b>Benefits with 7% Discount Rate</b>			
High Estimate	\$1,514,069,478	\$21,053,123	71.92
<b>Best Estimate</b>	<b>\$1,063,210,420</b>	<b>\$21,053,123</b>	<b>50.50</b>
Low Estimate	\$959,359,614	\$21,053,123	45.57
<b>Benefits with 3% Discount Rate</b>			
High Estimate	\$2,089,066,405	\$21,053,123	99.23
<b>Best Estimate</b>	<b>\$1,466,984,972</b>	<b>\$21,053,123</b>	<b>69.68</b>
Low Estimate	\$1,323,694,830	\$21,053,123	62.87
<b>Entire Loop</b>			
<b>Benefits with 7% Discount Rate</b>			
High Estimate	\$2,115,906,002	\$38,303,161	55.24
<b>Best Estimate</b>	<b>\$1,339,703,770</b>	<b>\$38,303,161</b>	<b>34.98</b>
Low Estimate	\$1,160,913,835	\$38,303,161	30.31
<b>Benefits with 3% Discount Rate</b>			
High Estimate	\$3,116,725,614	\$39,223,190	79.46
<b>Best Estimate</b>	<b>\$1,973,381,167</b>	<b>\$39,223,190</b>	<b>50.31</b>
Low Estimate	\$1,710,023,925	\$39,223,190	43.60

Pinellas Trail Loop has independent utility, but as the final pieces of the Pinellas Trail Loop, these segments function as part of a complete, multi-modal transportation facility. A Statement of Work is included as Appendix A.

## FINANCIAL FEASIBILITY

Since 1991, more than \$82.5 million (2015\$) has been invested in creating the existing Pinellas Trail Loop. More than \$37.8 million local dollars have contributed to the Loop through local sources, such as sales tax revenue and impact fees. Over \$6 million has been provided by the State of Florida, which has committed additional funds for part of the Loop completion. Finally, **the federal government has contributed more than \$38.4 million dollars** through various sources, including Congestion Mitigation and Air Quality Improvement (CMAQ), Transportation Enhancements (TE) and federal appropriations.

Local funding for Completing the Pinellas Trail Loop is being provided by the Penny for Pinellas infrastructure sales tax. The Pinellas County Capital Improvements Program includes the local funding

## PROJECT READINESS

### TECHNICAL FEASIBILITY

Completing the Pinellas Trail Loop will involve the utilization of **non-traditional construction techniques** (through design-build) in existing right-of-way. The North Gap will use both existing Duke Energy utility corridor right-of-way and right-of-way along state, county and municipal roadways. The South Gap will utilize existing Duke Energy utility right-of-way, in addition to utilizing state and county right-of-way and over/underpasses where available.

Alternative alignments using public and private properties and right-of-way are available and feasible. Further design will be completed with part of this grant funding. Cost estimates were based on mileage, and also include allowances for engineering, design, project administration and management, and potential cost overruns. Built into the budget is a contingency rate.

Each segment of Completing the



# Figure 8

## FDOT Investments





match being used to leverage this project. The Board of County Commissioners approved the use of these funds as a match at the same time the TIGER grant application was approved for submittal (Appendix E). Combined with full TIGER grant funding, all segments needed for Completing the Pinellas Trail Loop will be fully funded and able to move forward.

The dollars from the local match will be used to construct a portion of the Trail segment in the North Gap, extending from the Brighthouse Networks Field baseball facility in Clearwater, north to the existing Trail overpass at U.S. Highway 19. Local match dollars will also be spent on the South Gap, paying for the reconstruction of the San Martin Bridge. This bridge facility is in need of replacement and does not currently safely accommodate bicyclists and pedestrians. Local funds will be utilized to contribute to the redesign and reconstruction of this bridge to accommodate a designated Trail facility, providing a critical missing link in the Pinellas Trail Loop system.

Operating revenue for the County Loop components will be provided by the Pinellas County Parks and Conservation Resources Department.

Table 6, below, displays a breakdown of anticipated expenditures by quarter, including the percent per quarter of the total project cost. Service is scheduled to be available for the first phase of the project in the first quarter (October to December) of FY 2017/2018.

**Table 6**  
**Budget by Quarter**

Year	Quarter	Expended by Quarter, TIGER	Expended by Quarter, Local	Percent of Total Cost	Components
2015/ 16	1	\$298,210	\$185,661	1.56%	Phases 1-3, In-House Design/Engineering
	2	\$466,596	\$290,496	2.44%	Phase 1 begins Design Build Contract and Award
	3	\$466,596	\$290,496	2.44%	Phase 1 begins Construction
	4	\$883,512	\$550,062	4.61%	Phase 2 begins Design Build Contract and Award, Phase 2 begins Construction
2016/ 17	1	\$883,512	\$550,062	4.61%	Continue work from previous quarter
	2	\$971,885	\$605,082	5.07%	Continue work from previous quarter
	3	\$971,885	\$605,082	5.07%	Continue work from previous quarter
	4	\$1,106,654	\$688,987	5.78%	Phases 3 & 4 begin Design Build Contract and Award
2017/ 18	1	\$1,106,654	\$688,987	5.78%	Service begins in Phase 1, Phases 3 & 4 begin Construction
	2	\$1,325,236	\$825,074	6.92%	Continue work from previous quarter
	3	\$1,618,361	\$1,007,570	8.45%	Continue work from previous quarter
	4	\$1,618,361	\$1,007,570	8.45%	Continue work from previous quarter
2018/ 19	1	\$1,618,361	\$1,007,570	8.45%	Service begins in Phase 2
	2	\$1,085,643	\$675,907	5.67%	Continue work from previous quarter
	3	\$1,040,442	\$647,765	5.43%	Continue work from previous quarter
	4	\$1,040,442	\$647,765	5.43%	Continue work from previous quarter
2019/ 20	1	\$1,040,442	\$647,765	5.43%	Service begins in Phase 3
	2	\$793,922	\$494,285	4.14%	Continue work from previous quarter
	3	\$506,170	\$315,134	2.64%	Service begins in Phase 4
	4	\$313,247	\$195,778	1.64%	Project Management
<b>Total</b>		<b>\$19,156,129</b>	<b>\$11,927,100</b>	<b>100.00%</b>	<b>Service begins on Phase 4 (final phase) in January 2020</b>

## PROJECT SCHEDULE

Table 7																
Project Schedule																
	2015/16				2016/17				2017/18				2018/19			
Phase 1 (North Gap)																
Phase 2 (North Gap)																
Phase 3 (South Gap)																
Phase 4 (South Gap)																
<p>Note: Schedule follows County Fiscal Year (October - September)</p> <p>Project Management is included in Phase 4 and continues through FY 2019/2020</p> <p>Above is rough project schedule - details provided in Appendix A</p>																
															<p>Design/Engineering (In-House)</p> <p>Design Build Contract and Award</p> <p>Construction</p> <p>Service</p>	

Table 7 provides an overall project schedule. A detailed version is available in Appendix A. This project will be design-build, shortening the time from project award to project completion. If there are any unforeseen delays in the development of bid specifications or with project award, there is substantial time remaining to remedy these delays so all necessary pre-construction activities will be complete by June 30, 2017 and funding can be fully obligated in advance of September 30, 2017.

Table 8 (next page) addresses the anticipated employment impacts resulting from Completing the Loop. The referenced study was conducted in June 2011 and was undertaken to understand the employment impacts of bicycle and pedestrian infrastructure. Direct jobs include those jobs created in the engineering and construction firms involved in the project, while indirect jobs are those created in the “supply chain” of the engineering and construction industries, such as cement manufacturing and trucking. Lastly, as workers in the direct and indirect industries spend their earnings, they create demand in industries such as food services and retail establishments, which are referenced as induced effects, i.e., induced jobs. The referenced St. John’s River-to-Sea Loop Trail Status Update report was prepared by England-Thims & Miller, Inc. at the request of the FDOT (Districts Two and Five) and the East Coast Greenway Alliance.

The total number of direct/indirect jobs (259) and induced jobs (144) shown in Table 8 are based on the construction of off-street multi-use trails, which is what Completing the Pinellas Trail Loop entails.

**Expediting the project schedule are existing agreements with the various jurisdictions and with Duke Energy.** Copies of the Agreement to Lease and the Joint Participation Agreement with Duke Energy, approved by the Pinellas County Board of County Commissioners on December 16, 2014, are included as Appendix D. A Letter of Support from the company is also included. In addition, alternative alignments and crossings are available and feasible, should they be necessary.

Completion of this project is scheduled for September 2020.

## ASSESSMENT OF PROJECT RISKS AND MITIGATION STRATEGIES

During the design of the projects associated with Completing the Pinellas Trail Loop, it may be determined that an alternative alignment is more advantageous. If this should occur, alternative alignments using public and private property and right-of-way are available and feasible.

Completing the Pinellas Trail Loop utilizes primarily existing right-of-way so delays related to right-of-

Table 8

Jobs Created by Construction				
Year	Quarter	Direct & Indirect Jobs	Induced Jobs	Total Jobs
2015/16	1	4	2	6
	2	6	4	10
	3	6	4	10
	4	12	7	19
2016/17	1	12	7	19
	2	13	7	20
	3	13	7	20
	4	15	8	23
2017/18	1	15	8	23
	2	18	10	28
	3	22	12	34
	4	22	12	34
2018/19	1	22	12	34
	2	15	8	23
	3	14	8	22
	4	14	8	22
2019/20	1	14	8	22
	2	11	6	17
	3	7	4	11
	4	4	2	6
<b>Total</b>		<b>259</b>	<b>144</b>	<b>403</b>

“Estimates of Job Creation from the American Recovery and Reinvestment Act of 2009,” memo from the Executive Office of the President, Council of Economic Advisors, May 2009. Assumes that one job-year is created by every \$76,923 in transportation infrastructure spending. The jobs created in each quarter are assumed to be 64 percent direct/indirect and 36 percent induced.

way are not anticipated. Based on past experience with similar actions, this project does not individually or cumulatively have a significant environmental effect. Furthermore, the construction of bicycle and pedestrian lanes, paths and facilities is a Type 1 Categorical Exclusion (CE), which is supported by the FDOT PD&E Manual CE checklist. No delays due to environmental concerns are anticipated.

## OTHER ENVIRONMENTAL REVIEWS AND APPROVALS

The County and MPO are anticipating the receipt of a CE from the National Environmental Policy Act (NEPA) for this project. Completing the Pinellas Trail Loop will be constructed in existing right-of-way and is not anticipated to have any significant environmental impact. The project will not induce significant impacts to planned growth or land use for the area, will not require relocation of significant numbers of people; will not have a significant impact on any natural, cultural, recreational, historic or other resource; will not involve significant air, noise, or water quality impacts; will not have significant negative impacts on travel patterns; and will not otherwise, individually or cumulatively, have any significant environmental impact.

No state or federal legislative approvals are necessary for the projects associated with Completing the Pinellas Trail Loop to move forward. While not currently in the Transportation Improvement Program (TIP), the MPO is committed to amending the TIP immediately upon receipt of the grant award to ensure its inclusion. Any other necessary planning documents will be amended, so that the project schedule for Completing the Pinellas Trail Loop is not delayed. This project is included in the Pinellas MPO's Long Range Transportation Plan and the Pinellas MPO is committed to amending the TIP to include this project upon receipt of grant award.

*“As a long-time partner with the county, Duke Energy has worked with the MPO to revise and mutually approve an agreement between the company and county for those parts of the Pinellas Loop co-located in the utility corridor.”*

- Douglas A. Gould, Manager - Asset Protection, Duke Energy



**BOARD OF COUNTY  
COMMISSIONERS**

Dave Eggers  
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Kenneth T. Welch



Mark S. Woodard  
County Administrator

**Transportation Investment to  
Generate Economic Recovery  
TIGER VII 2015  
Discretionary Grant Application**

**VI. Federal Wage Rate Certification**

Pinellas County certifies that it will comply with the requirements of subchapter IV of Chapter 31, of title 40, United State Code (Federal wage rate requirements). These requirements will be included in all County contracts related to this grant request.

Signed: Mark S. Woodard  
Mark S. Woodard, County Administrator

Date: 5/22/15

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[www.pinellascounty.org](http://www.pinellascounty.org)

## Creating and Connecting Opportunities: Completing the Pinellas Trail Loop

Submitted by: Pinellas County Board of County Commissioners with the Pinellas County Metropolitan Planning Organization (MPO)

Project website: [www.pinellascounty.org/tiger7](http://www.pinellascounty.org/tiger7)

### Appendices

- A. Statement of Work, Project Schedule, Budget
- B. Letters of Support
- C. Benefit-Cost Analysis Methodology and Results (detailed calculations in spreadsheet)
- D. Agreement to Lease and Joint Participation Agreement with Duke Energy
- E. Select Pages from Pinellas County Capital Improvement Program