

## PASCO COUNTY MPO

**Congestion Management Process** 

## **2019 STATE OF THE SYSTEM REPORT**



August 2020



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## **Chapter 1 Introduction**

The Pasco County Metropolitan Planning Organization (MPO) is federally mandated to implement a Congestion Management Process (CMP) as part of its routine planning efforts. The MPO has policies and procedures that are outlined in the Pasco County CMP *Policy and Procedures Handbook,* which is updated every five years with the update of the Long Range Transportation Plan (LRTP).

The purpose of this Pasco County MPO 2019 State of the System Report is to:

- 1. Report the performance of the Pasco County transportation system.
- 2. Identify congested corridors.
- Recommend improvement projects/programs that potentially can be implemented in the short term to help reduce congestion.

## What is a CMP?

A CMP is a management system and process conducted by an MPO to improve traffic operations and safety through the use of either strategies that reduce travel demand or the implementation of operational improvements. A CMP generally identifies lower-cost improvements with shorter timeframes (5–10 years), whereas traditional capacity projects (such as adding lanes) can cost significantly more. CMP projects also can be added to the LRTP.

## **Organization of Report**

This report provides an updated analysis of congested corridors in Pasco County and is presented in five chapters:

- Chapter 1 summarizes the CMP process.
- Chapter 2 summarizes **system performance monitoring** relative to the performance measures identified in the Pasco County CMP Process *Policy and Procedures Handbook*.
- Chapter 3 identifies the **congested corridor evaluation** in Pasco County in 2019 and 2024 and presents the specific corridors that will be studied as part of the 2019 CMP.
- Chapter 4 presents the **selected corridors and strategies for improvements** and discusses next steps.

# Federal Perspective Guidance and Development of the CMP

MPOs are required by the federal government to implement a CMP. Under federal guidelines, an eight-action CMP process has been identified; this report fulfills the federal CMP process. The first three actions are addressed in the *Policy and Procedures Handbook* and are updated with the LRTP update cycle. Actions 4 through 8 are updated in the *State of the System* Report, as shown in Table 1.



#### Table 1: CMP Documentation

Action	Document
1. Develop Regional Objectives	Policies and Procedures Handbook
2. Define CMP Network	Policies and Procedures Handbook
3. Develop Multimodal	Policies and Procedures Handbook
Performance Measures	Folicies and Flocedules Hullabook
4. Collect Data/Monitor System	State of the System Penert
Performance	State of the System Report
5. Analyze Congestion Problems	State of the System Report
and Needs	State of the System Report
6. Identify Congestion/Evaluate	State of the System Penert
Strategies	State of the System Report
7. Program and Implement	State of the System Penert
Strategies	State of the system Report
8. Evaluate Strategy Effectiveness	State of the System Report

### **CMP Update Process**

To effectively reduce congestion, the MPO follows an update process, which is performed every 2-3 years. The process includes three phases—identifying congested corridors, screening corridors to identify potential strategies, and identification/implementation of potential projects.

#### Phase 1: Identify Corridors and Locations for Additional Analysis

During Phase 1, annual monitoring efforts are used to review the level of service (LOS) on the roadway network to identify recurring congestion. Roadways that are congested today or forecasted to be congested in five years are considered for review through the CMP screening process in Phase 2. Crash data management systems are used to identify corridors or intersections with a high frequency of crashes that result in non-recurring congestion. Safety improvements not only reduce the potential harm to persons but also can reduce congestion.

#### Phase 2: CMP and Safety Strategy Screening

Once congested corridors are selected for review, they are screened to identify mitigation strategies appropriate to reduce congestion or improve safety to reduce crashes. The Congestion Mitigation Process Strategy Matrix is used to address recurring congestion, and the Safety Mitigation Strategy Matrix is used to address non-recurring congestion. The Congestion Mitigation Process Strategy Matrix typically is used in a workshop setting to quickly review a corridor, and the Safety Mitigation Strategy Matrix is applied based on a review of crash data.

#### Phase 3: Project/Program Identification and Implementation

Congestion/safety mitigation strategies that are identified as having the greatest potential benefit are evaluated in greater detail based on committee/technical recommendations. Analysis of potential projects is undertaken to identify specific improvements, implementation issues, and costs. Programs such as demand-reducing programs or policy changes are evaluated to identify recommended action items. Recommendations are made for the projects or programs to be implemented, which may result in a near-immediate refocusing of existing resources, such as existing rideshare programs or local maintenance crews where possible, programming improvements in the local agency capital improvement programs, or using boxed funds controlled by the MPO, and finally may be identified as candidate projects for implementation in future LRTPs.

> Traffic congestion results in wasted time, pollution, and safety hazards for everyone.



## Role of Safety in the CMP

Each year, more than 3,000 fatalities and 20,000 severe injuries<sup>1</sup> occur on roadways in Florida, and traffic crashes are the leading cause of death of persons ages 15-24.<sup>2</sup> Reducing congestion is important to the public, but safety is even more important; CMP efforts include both congestion and safety considerations. One of the most successful programs implemented on Pasco County's interstate highways is the Road Rangers Program, which responds to crashes or renders aid to stranded motorists. An added benefit of the Road Rangers Program is that accidents are cleared more quickly, which reduces congestion and, potentially, other accidents. This is a good example of how a safety program can reduce some of the worst types of congestion.

MPOs are required to address the Safety Emphasis Areas of the State Strategic Highway Safety Plan (SHSP) in their planning efforts. This often is performed as part of the MPO's LRTP efforts, but it is difficult to forecast crashes long into the future, and addressing existing safety issues should not be delayed. Including safety countermeasures is an important part of the CMP. Preventing a crash can lead to congestion reduction, as more severe crashes often take longer to clear.

The SHSP was updated by Florida Department of Transportation (FDOT) in 2016, which included an update of the Safety Emphasis Areas, increasing them from 8 in 2012 to 13 in 2016. Figure 1 shows the correlation between the 2012 and 2016 Safety Emphasis Areas. As a result of Commercial Motor Vehicles now being an Emphasis Area, it is no longer reported as a stand-alone metric in this document.

Figure 2 describes in greater detail 12 of the 13 Safety Emphasis Areas. The remaining Safety Emphasis Area, Traffic Records and

<sup>1</sup> Data from Florida Department of Highway Safety and Motor Vehicles, "Florida Traffic Crash Statistics Summary," 2016–2018.

Information Systems, is not a crash type but is included in the SHSP to emphasize the importance of the crash reporting and data system in Florida. The 12 Safety Emphasis Areas for which crash data are available are summarized in this report.





 $^2$  Data from worldlife expectancy.com, accessed on May 22, 2020, and reports from the U.S. Centers for Disease Control from 2017 regarding cause of death.



#### Figure 2: SHSP Safety Emphasis Areas with Crash Data

Lane Departures When a vehicle leaves a travel lane by improperly passing, crossing the median into oncoming traffic, failing to keep in the lane, running off the road, over correcting or swerving.	Impaired Driving Driving under the influence of alcohol and/or legal or illegal drugs.	Pedestrians & Bicyclists Crashes involving walkers and/or bicycles are vulnerable activities that can result in death and serious injury when involved in crashes with motor vehicles.	Intersections Planned conflict points that result in the greatest exposure for crashes to occur; locations where mitigation activities may yied the greatest benefit.
Occupant Protection Properly used safety (seat) belts and age-appropriate child safety seats keep vehicle occupants in their seats during a crash.	Motorcyclists Crashes involving motorcycles or motor scooters, which are vulnerable to death and serious injury when involved in crashes with other vehicles.	Aging Drivers Drivers age 65 or older whose traffic risks increase as vision, memory, physical strength, reaction time, and flexibility are impacted by aging.	Commercial Motor Vehicles Crashes involving heavy vehicle such as non-passenger trucks, semi-trucks, and other similar vehicles used for commercial (non-passenger) purposes.
Speeding & Aggressive Driving Crashes caused by speeding, following too closely, refusing to yield the right- of-way, running red lights, weaving in and out of traffic, and passing improperly.	<b>Teen Drivers</b> Crashes involving registered drivers ages 15-19 whose driving skills are not as developed as more experienced drivers.	Distracted Driving Crashes involving drivers experiencing manual (taking hands off wheel), visual (taking eyes off road), or cognitive (taking one's mind off driving) distraction(s).	Work Zones Crashes that occur in construction zones on roadways, bridges, medians, and shoulders.



## **Chapter 2 System Performance Monitoring**

Federal Highway Administration (FHWA) guidelines call for CMPs to include provisions to monitor the performance of strategies implemented to address congestion. Regulations require performance monitoring, "a process for periodic assessment of the efficiency and effectiveness of implemented strategies, in terms of the area's established performance measures." This step of the process helps determine whether operational or policy adjustments are needed to make the current strategies work better and provides information about how various strategies work to implement future approaches within the CMP study area.

This chapter reviews performance and tracks the effectiveness of the implemented strategies, to the extent possible with the available project level data and conditions of the multimodal transportation system as a whole. The same set of quantifiable performance measures established for the Pasco County CMP is used to measure system performance at corridor and system levels.

In response to the federally-mandated performance measures of the FAST Act, several new performance measures were added to the report this year. These new measures establish a baseline for 2019 and will be updated in future reports to show the trend.

The measures include the following; new measures for 2019 are identified in **teal text**.

• Roadway Performance Measures – Roadway traffic volumeto- capacity ratio, percent of roadway centerline miles that are congested, vehicle hours of delay, percent of person-miles on the interstate system that are reliable, and percent of person-miles on the non-interstate National Highway System that are reliable.

- Public Transportation Performance Measures Passenger trips per revenue hour, average peak service frequency, annual ridership, percent of major road network served by local bus routes, number of regional bus routes, and percent of the population within one-quarter mile of bus routes.
- Bicycle/Pedestrian/Path Facility Performance Measures Percent of congested CMP roadway centerline miles with bicycle facilities, percent of congested CMP roadway centerline miles with sidewalk facilities, miles of multiuse paths, and percent of the population within one mile of a multiuse path.
- Goods Movement Performance Measures Vehicle miles traveled (VMT) below the adopted standard on designated truck routes in the study, percent of roadway centerline miles providing access to intermodal facilities that are congested, and freight travel time reliability.
- Safety Performance Measures Number of crashes by Safety Emphasis Area, total number of fatalities, rate of fatalities, number of serious injuries, rate of serious injuries, number of non-motorized fatalities and serious injuries, and percent of emergency evacuation route roadway centerline miles that are congested during peak travel periods.

## **Transportation System Trends**

#### Summary

This section examines the performance of the system, first, in a summary format (Figure 3), and second, in a more detailed form (Figure 4) based on the specific performance measures for the CMP.



#### Figure 3: Summary of 2019 Congestion Performance Measures





Percent of Roadway Miles by LOS Type	2014	2019	Difference
LOS A	0%	0%	+0
LOS B	26%	32%	+6
LOS C	53%	50%	-3
LOS D	1%	5%	+4
LOS E	0%	0%	0
LOS F	20%	13%	-7

#### Figure 4: Performance Measures Comparison, 2014–2019

Percent of VMT by LOS Type	2014	2019	Difference
LOS A	0%	0%	0
LOS B	19%	34%	+15
LOS C	55%	49%	-6
LOS D	20%	6%	-14
LOS E	0%	0%	0
LOS F	24%	11%	-13

Number of Routes by Peak Service Frequency	2014	2019	Difference
30 Minutes	2	2	0
1 Hour	6	9	+3
2 Hours	2	0	-2
Passenger Trips/ Revenue Hour	13	9	-4
Passenger Trips	959,855	859,657	-100,198

\*The methodology for assembling crash data changed in 2016; thus, it is not possible to recreate the 2014 numbers shown in the previous version of the *State of the System Report*. For this reason, the new methodology was used to re-report 2014 numbers for both the prior and new Safety Emphasis Areas.

Truck Route Performance	2014	2019	Difference
Ideal Travel	60%	64%	+4%
Near Congestion	23%	27%	+4%
Congested	17%	10%	-7%
Total Crashes Involving Heavy Vehicles	166*	168	+2

Bicycle/Pedestrian Performance	2014	2019	Difference
% Congested CMP Roadway Centerline Miles with Pedestrian Facilities	32%	20%	-12%
% Congested CMP Roadway Centerline Miles with Bicycle Facilities	69%	66%	-3%
Miles of Existing and Committed Paths	98	98	0

Safety Performance	2014*	2019	Difference
Total Crashes	8,133	8,902	+769
Aggressive Driving Crashes	1,082	1,160	+78
Lane Departure Crashes	719	626	-93
At-intersection Crashes	1,002	1,119	+117
Pedestrians and Bicyclists	310	380	+70
Motorcyclists	239	248	+9
Total Crashes Involving Commercial Vehicles (formerly Heavy Vehicles)	166	168	+2
Impaired User Crashes	214	190	-24
Occupant Protection Crashes	166	141	-25
Aging Driver Crashes	1,072	1,089	+17
Teen Driver Crashes	482	469	-13
Distracted Driving Crashes	487	824	+337
Work Zone Crashes	176	51	-125



This evaluation, together with the other components of the CMP, is intended to provide a better understanding of the performance of the Pasco County transportation system to select and implement congestion mitigation and mobility strategies.

The data provided in Figure 4 suggest that congestion has generally decreased since 2014, with a smaller proportion of roadway miles operating at LOS F and similar declines in the proportion of VMT on LOS F roadways and congested truck routes. However, comparing maps showing congested segments in 2014 with 2019, it appears that there are actually more congested roadway segments in 2019. Although many of the same areas from 2014 are identified again in 2019, including US-19, SR-54/56, and Little Rd, additional segments along County Line Rd North, Trinity Blvd, and several north-south roadways in the New Port Richey area are included in the 2019 map (see Map 2). With the projected growth of roadways in Pasco County over the next 25 years, it is recommended that the performance measures relating to LOS and truck routes be revisited.

This section also provides information for fulfilling Action 8 of the Federal Eight-Action CMP Process of Monitoring Strategy Effectiveness (see also Chapter 8 of the *Policy and Procedures Handbook*).

The Pasco County roadway network has been monitored at a countywide level using 2014 and 2019 information to get an idea of the performance over time. Figure 4 provides a comparison of the transportation system performance measures and trends over time. Appendix A contains a series of maps illustrating the transportation facilities used to generate these performance measures.

There have been improvements in the transit services provided, with three additional routes providing frequencies of one hour and no routes operating at two-hour frequencies. However, the total number of passenger trips and the passenger trips per revenue hour have declined since 2014. This is not unique to Pasco County, as most transit systems across the U.S. have experienced declines in ridership over the past several years. The reasons for this decline vary, including higher automobile ownership and the advent of Transportation Network Companies (TNCs) such as Uber and Lyft.

Since 2014, more than 72 miles of sidewalks, bike lanes, and multiuse paths have been constructed in Pasco County. With the expanded multimodal network and changes in congested roadways, the percentage of congested roadways with these facilities has declined since 2014.

Results in safety have varied. An overall increase in the total number of crashes and some significant increases in Safety Emphasis Areas were identified. However, these are combined with some significant decreases in other Safety Emphasis Areas. Of the four Safety Emphasis Areas reported in 2014, all but one has increased. A reduction in the number of lane departure crashes was reported in 2019.

Figure 5 provides the baseline information for the new performance measures identified in the 2045 LRTP. These performance measures are included in the CMP to ensure consistency between the LRTP and CMP processes. Several of these measures were required by the FAST Act, and others were added through the LRTP update process. Performance measures for travel demand management were included, as carpool and vanpool data are readily available from TBARTA and the park-and-ride lot at Wiregrass is monitored by FDOT. These measures should be included in the next update to *the State of the System* report as part of the trend analysis.

The performance measures related to system reliability, including vehicle hours of delay, percent of person-miles on the interstate system and non-interstate National Highway System that are reliable, and freight travel time index, were obtained from the Regional Integrated Transportation Information System (RITIS). Access to RITIS is provided to Florida MPOs through FDOT. RITIS uses data from a variety of sources, including agencies, roadway sensors, probe-based



systems, the National Weather Service, and various third-party vendors such as INRIX and HERE. A variety of tools are offered through RITIS that allow users to analyze available current and historic data for a broader transportation network or individual corridors, as needed. It should be noted that the network available for Pasco County in RITIS does not match the CMP network as defined in Chapter 4 of the *Policy and Procedures Handbook*.

#### Figure 5: Additional Performance Measures for 2019 to Establish Baseline for Future Trend Analysis

Additional Roadway Performance Measures	2019	
Percent of roadway centerline miles that are congested <sup>a</sup>	3%	
Vehicle hours of delay (weekday) <sup>a</sup>	25,297	
Percent of person-miles on the interstate system that are reliable <sup>b</sup>		
Percent of person-miles on the non-interstate National Highway System that are reliable <sup>b</sup>	90.6%	
Additional Public Transportation Performance Measures	2019	
Percent of major road network served by local bus routes <sup>a</sup>		
Number of regional bus routes		
Percent of the population within one-quarter mile of bus <sup>a</sup> routes	3	
Additional Bicycle/Pedestrian Performance Measure	2019	

Additional Goods Movement Performance Measures	2019
Percent of roadway centerline miles providing access to	20/
intermodal facilities that are congested <sup>a</sup>	570
Freight travel time reliability <sup>a</sup>	1.15

Additional Safety Performance Measures	2019
Percent of emergency evacuation route roadway centerline miles that are congested during peak travel periods <sup>a</sup>	9%
Total number of fatalities <sup>c</sup>	102
Rate of fatalities (per 100,000,000 VMT) <sup>a</sup>	1.7
Total number of serious injuries <sup>c</sup>	760
Rate of serious injuries (per 100,000,000 VMT); number of non-motorized fatalities and serious injuries <sup>a</sup>	25.8

Transportation Demand Management Measures	2019
Number of vanpools originating in Pasco County <sup>d</sup>	27
Number of carpools originating in Pasco County <sup>d</sup>	11
Park-and-ride lot usage <sup>e</sup>	<1%

<sup>a</sup>2018 data from Mobility 2045 <sup>b</sup>RITIS data <sup>c</sup>Pasco County Crash Data <sup>d</sup>TBARTA <sup>e</sup>FDOT District 7



## **Roadway Trends**

For the *State of the System Report,* Pasco County roadway performance was analyzed. Monitoring the overall roadway performance provides an illustration of the general level of congestion in the county. Following are the findings 2019 traffic volumes:

- A majority of roadway miles in Pasco are operating at LOS D or better. Only 13% of roadway miles on Pasco major roadways function at LOS F in 2019, a decrease from 20% in 2014.
- Similarly, a majority of vehicle miles traveled (VMT) are on roadways operating at LOS D or better. Only 11% of VMT on Pasco County major roadways were at LOS F in 2019.

Figure 6 displays the percent of roadway miles by LOS, and Figure 7 presents the percent of VMT by each LOS condition. In general, there were decreased congestion levels of the transportation system between 2014 and 2019.

In 2014, 44 segments were identified as having LOS F and one segment with LOS E, for a total of 45 congested segments. In 2019, six of these segments had more lanes than in 2014, indicating that widening occurred in between. Another five segments show improved LOS in 2019 without changes to the number of lanes, suggesting that there may have been a shift in travel patterns. The remaining 33 segments continued to operate at LOS F in 2019. Overall, in 2019, 89 roadway segments were determined to be operating at LOS F and one at LOS E, for a total of 90 congested segments.

In terms of absolute number of roadway segments, congestion has doubled since 2014. This increase is not reflected in the performance measures, and it is recommended that these measures be reconsidered in future updates to the CMP. As new roadways are constructed in Pasco County, performance measures based on percentages will continue to show false progress. As the overall number of miles of roadways grows, the percent congested will decline until such time that enough of the new roadways experience congestion to reverse this trend. Recommended replacement measures include absolute number of roadway miles operating at LOS E and F and incorporation of performance-based metrics such as percent of travel below posted speed.

The following maps in Chapter 3 illustrate roadway conditions in 2019 and 2024:

- Map 1: 2019 Existing Number of Lanes
- Map 2: 2019 Level of Service
- Map 3: 2024 Committed Number of Lanes
- Map 4: 2024 Level of Service
- Map 5: 2019 and 2024 Congestion
- Map 6: Corridor Selection Review Map

#### Figure 6: 2019 Percent of Roadway Miles by LOS Type





Figure 7: 2019 Percent of VMT by Roadway LOS Type



Figure 8: Number of Routes by Peak Service Frequency, 2019



### **Public Transportation Trends**

Three public transportation performance measures were monitored, including number of peak routes by peak service frequency, passenger trips per revenue hour, and passenger trips. A map of the 2019 transit routes in Pasco County is provided in Appendix A.

Findings for the latest available 2019 public transportation performance measures as reported by Pasco County Public Transportation (PCPT) to the National Transit Database (NTD) include the following:

- 1. There are **2 routes running every 30 minutes** and **9 routes running every 1 hour**, as shown in Figure 8.
- The number of passenger trips per revenue hour decreased to 9 passengers/revenue hour, as shown in Figure 9.
- 3. The number of passenger trips **decreased to 859,657** in 2019, as shown in Figure 10.

Figure 9: Passenger Trips per Revenue Hour, 2014–2019







#### Figure 10: Passenger Trips, 2014–2019

### **Bicycle/Pedestrian Facilities**

Performance measures monitored for the bicycle and pedestrian mode of travel include existing pedestrian facilities, existing and committed miles of multiuse paths, and bicycle facilities. Maps of the bicycle and pedestrian facilities are provided in Appendix A. The total miles of pedestrian, bicycle, and multiuse paths is the same as that in the previous *State of the System Report*. This information should be reviewed prior to the next update to ensure it is accurate.

Findings for bicycle and pedestrian performance measures using updated 2019 information include the following:

- Pedestrian facilities there were facilities on 12 miles of congested roads or 20% of the total centerline miles of congested roadways in Pasco County for 2019, as shown in Table 2.
- Existing and committed paths In 2019, there were 182 miles of existing paved/unpaved paths, as shown in Table 3.

 Bicycle facilities – There were 40 miles of congested roads or 66% of the total centerline miles of congested roadways in Pasco County for 2019, as shown in Table 4.

#### Table 2: 2019 Pedestrian Facilities

Measure	Result
Total miles of pedestrian facilities	251
Total miles of pedestrian facilities on congested roadways	12
Total centerline miles of congested CMP roadways	60
Percent of congested CMP roadway centerline miles with pedestrian facilities	20%

#### Table 3: 2019 Existing Miles of Multi-Use Paths

Measure	Result
Existing multi-use path facilities	117

#### Table 4: 2019 Bicycle Facilities

Measure	Result
Total miles of bicycle facilities	191
Total miles of bicycle facilities on congested roadways	40
Total centerline miles of congested CMP roadways	60
Percent of congested CMP roadway centerline miles with bicycle facilities	66%



### **Goods Movement Trends**

The performance measure monitored for goods movement is the quantity of deficient travel on designated truck routes in the county. More specifically, the Volume-to-Maximum-Service-Volume (V/MSV) ratio on truck routes is reported. This is determined by identifying the roadway segments designated as truck routes. A map of truck routes in Pasco County is included in Appendix A. Previously, information on the number of crashes involving heavy vehicles was reported as part of this section. However, with this crash type being included in the revised Safety Emphasis Areas, it is no longer reported in this section but is included in the Safety discussion.

In 2019, 10% of truck routes were on congested roadways. Figure 11 shows truck route performance by the three specified categories described below; these categories reflect the V/MSV ratios defined below:

- Ideal Travel indicates a V/MSV less than 0.80.
- Near Congestion indicates a V/MSV between 0.81 and 1.10.
- Congested indicates a V/MSV greater than 1.11.



#### Figure 11: Percentage of Congested Truck Routes, 2019

### Safety Trends

The performance measures monitored for safety include the five-year rolling average of total crashes, fatal and serious injury crashes, and crash data for the Safety Emphasis Areas:

- 1. **Total crashes have increased** since 2014, and the five-year rolling averages show an increase for each of the periods, as shown in Figure 12.
- 2. The number of **crashes with fatalities has increased** since 2014, and the number of **crashes with serious injuries has decreased**, as shown in Figure 13.
- During 2014–2019, there was a slight increase in the total number of crashes for the Safety Emphasis Areas, as shown in Figure 13. Figure 14 shows the change for each Safety Emphasis Area; the Safety Emphasis Areas that experienced the greatest percent change since 2014 are shown in Table 5.

#### Figure 12: Five-Year Rolling Averages for Total Crashes





Figure 13: Trends in Fatal and Serious Injury Crashes, 2014–2019



#### Figure 14: Total Crashes and Total Crashes for Safety Emphasis Areas, 2014–2019



## Table 5: Safety Emphasis Areas ExperiencingGreatest Percent Change from 2014

Measure	Percent Change from 2014
Intersection Crashes	11.7%
Distracted Drivers	69.2%
Impaired Drivers	-12.9%
Occupant Protection/Unrestrained Users	-15.0%
Pedestrians and Bicyclists	22.6%
Work Zone Crashes	-71.0%

It is important to note that the methodology for identifying crash types changed between 2014 and 2019; to provide consistency, the data for prior years was reassessed using this new methodology. For this reason, the number of crashes by crash type reported in 2014 in the previous version of this document do not match the numbers shown here.

As indicated in Table 5 and Figure 15, the three crash types experiencing the greatest increase since 2014 are crashes at intersections, distracted drivers, and crashes involving pedestrians and bicyclists. Improvements were recognized for crashes involving impaired drivers, unrestrained users, and in work zones. The remaining crash types generally remained consistent from 2014 to 2019, although some fluctuations in interim years may be observed. For example, crashes involving motorcyclists peaked at a high of 277 in 2015 and decreased to 210 in 2018, then increased to 248 in 2019.



Figure 15: Safety Emphasis Areas (Total Crashes), 2014–2019





## Inventory of Data Collection and Monitoring Efforts

The Pasco County MPO is involved in several ongoing activities in collecting data for monitoring efforts that are particularly useful for State of the System reporting.

#### Intelligent Transportation Systems (ITS)

#### 511 Tampa Bay Advanced Traveler Information Systems (ATIS)

On July 21, 2000, the Federal Communications Commission (FCC) assigned the 511 dialing code for the provision of telephone-based transportation information on a national basis. Beginning in September 2004, the Tampa Bay region, including Hernando, Hillsborough, Manatee, Pasco, Pinellas, Polk, and Sarasota counties, implemented 511 services to provide travelers with real-time traffic condition and other information. In addition to regional 511 services, a statewide 511 service was launched in November 2005, which provides exception reporting (primarily incident data and construction/work zone information) in all parts of the state not currently covered by existing regional 511 services.

Travelers in Pasco County dial 511 to access current information for specific routes and roadway segments, including anticipated travel delays, traffic accidents, roadway blockages, and lane closures. A website also incorporates images from traffic cameras, e-mail alerts, links to stakeholder websites, public transit information, and customer feedback. In addition, roadside sensors monitor traffic along portions of the Interstate network using sensors to gather lane-by-lane data on speeds, lane occupancy, and vehicle counts that can be used to assist in congestion mitigation efforts.

## Pasco County Advanced Transportation Management System (ATMS)

US-19, from the Pinellas County line to the Hernando County line, and portions of SR-54, Little Rd, and Ridge Rd are now under control of the ATMS, which uses Sydney Coordinated Adaptive Traffic System (SCATS) software to optimize the flow of traffic on the roadway. The system senses traffic flowing through each approach to an intersection. As a result, the signal timing at that intersection may be adapted to the traffic flows not only at that intersection but also at other intersections in the corridor to optimize traffic flow. The components of these projects include 2070N signal controllers, additional vehicle detectors, video monitoring, dynamic message signs, fiber optic trunk line, and a new Pasco County Traffic Management Center (TMC).

In addition to US-19, SCATS and ATMS exist on SR-54 from US-19 to Gunn Hwy, Ridge Rd from US-19 to Broad St, Little Rd from SR-54 to Embassy Blvd, and SR-56 from CR-54 to Northwood Palms. This segment will be expanded to SR-56 at Wiregrass Mall. Expansions of ATMS systems are planned along SR-52 and SR-54 within the next two years.

#### Pasco County Intelligent Transportation System (ITS)

Pasco County and FDOT have coordinated on expanded ITS along SR-54, Little Rd, and Ridge Rd. The system includes both cameras and upgraded traffic signals. Electronic message boards were installed on US-19 and also on SR-54 and Ridge Rd.

Pasco County is integrated with FDOT's SunGuide system, allowing travelers to access the most current local traffic conditions by using FDOT's 511 system.



#### **Transportation Systems Management and Operations**

#### LOS Analysis

In Pasco County, LOS analysis is used regularly to monitor roadway traffic conditions for various study purposes as well as the effectiveness of congestion management strategies implemented. LOS analyses are conducted by the Pasco County MPO on an annual basis.

#### **Traffic Count Monitoring and Data Management**

Pasco County and/or FDOT continuously monitor traffic counts using a total of 678 count stations. For this report, data from 653 count stations were used, as the remaining 25 stations are located on highway ingress/egress ramps. The County provides reports on traffic count data and detailed information about the sites, and the reports summarize the data, including the count station location, the dates on which the data were gathered, direction of the traffic flow, and Average Annual Daily Traffic (AADT) count. These data are provided to the Pasco MPO and other planning agencies for data interpretation and use.

#### **Highway Crash Data Management**

Pasco County maintains a comprehensive state-of-the-art traffic crash database and produces a yearly report summarizing roadway traffic crash data. The data are collected through coordination with various agencies, including the Florida Highway Patrol, the Pasco County Sheriff's Department, and police departments of cities in Pasco County, and provide critical traffic-safety-related information that is vital, in part, for the congestion management process.

#### **Regional Congestion Management System Performance Process**

The MPO Chairs Coordinating Committee's (CCC's) Regional Congestion Management Process (RCMP) documents mobility data and trends for transportation facilities and services in the West Central Florida region. The RCMP, defined as "a systematic process that provides information on transportation system performance and alternative strategies to alleviate congestion and enhance the mobility of persons and goods," uses existing data sources to evaluate the multimodal regional transportation network.

#### **Public Transit**

#### **10-Year Transit Development Plan (TDP)**

The 10-year TDP is a strategic guide for public transit in the community and represents the transit agency's vision for public transit in its service area during this time period. The TDP process in Pasco County typically includes analyses of various transit and transit-related data that were monitored by PCPT over several years to assess the overall transit-related needs in the community. The TDP includes the following major elements:

- Public involvement plan and process
- Base data compilation and analysis, including a review of
- demographic and travel behavior characteristics of the service area
- Performance evaluation of existing services
- Appraisal of transit agency strengths and weaknesses, external barriers and opportunities, and an estimation of community demand for transit
- Goals and objectives
- Transit demand and mobility needs
- Development of proposed transit enhancements
- 10-year implementation plan and financial plan
- Annual farebox recovery ratio report

#### Locally Coordinated Human Services Transportation Plan (LCHSTP)

An LCHSTP is a requirement under MAP-21 legislation. Job Access and Reverse Commute (JARC), New Freedom (NF), and 5310 funding



programs were developed to ensure public transit services and improvements that benefit older-adult, low-income, and unemployed populations and persons with disabilities.

Under the interim Federal Transit Administration (FTA) guidance for these programs, a public involvement process identifying stakeholders must be developed. Stakeholders representing the general public will develop the plan and then select projects for funding. Public, not-forprofit, and private entities are eligible to submit projects for funding under this planning process. The types of projects may include fixedroute, paratransit, vanpools, and other innovative approaches to addressing deficiencies in the existing transportation system.

During development of the plan, a significant volume of transitrelated data is collected and summarized:

- Areas with deficient transit services or amenities (unmet needs)
- Capabilities of existing transit providers, along with overlaps in services
- A framework for innovative project identification
- Examples of innovative projects
- Criteria definitions and a project selection process
- Definition of a process for annual plan updates

#### Transportation Disadvantaged Service Plan (TDSP)

A TDSP is a tactical plan developed by the MPO and PCPT, as required under Chapter 427, Florida Statutes (F.S.), to benefit older adults, lowincome persons, and persons with disabilities. The service plan covers a five-year period, with minor updates every year between and is ultimately submitted to the Florida Commission for the Transportation Disadvantaged (FCTD) after approval from the county's Local Coordinating Board (LCB). In addition to fulfilling a statutory requirement, it may also serve as the LCHSTP required under MAP-21 legislation. During development of the plan, data related to paratransit and transportation disadvantaged (TD) services provided by or coordinated through PCPT are collected and summarized to produce the following components:

- Service area/demographics analysis focusing on the county's TD population (older adults, low-income persons, persons with disabilities)
- Service analysis to determine the transportation needs and barriers to coordination
- Goals, objectives, and strategies
- Service/operations plan to provide basic information about the daily TD operations
- Quality assurance process to evaluate TD services provided

#### **Transit Data Collection and Performance Monitoring**

As the County's public transit agency, PCPT regularly collects a large volume of transit operating and capital data as part of its constant service monitoring/evaluation processes. These data are maintained in a Geographic Information System (GIS) and other databases and used continuously to update systems maps, schedules, and evaluate route performances.

### Bicycle/Pedestrian/Path

#### **Bicycle Facilities**

The Pasco County MPO promotes investing in non-motorized transport to encourage mobility alternatives, increase safety in a cost-effective manner, and provide an emissions-free travel alternative. The Pasco County MPO created a bicycle facilities map in conjunction with its 2009 LRTP, which was updated as part of *Mobility 2045*, Pasco County's Transportation Plan (see Figure 4-4 in the 2045 LRTP).



#### Sidewalk and Multi-Use Path Facilities

The Pasco County MPO monitors and maintains GIS information on the location of sidewalks on the major roads in addition to multiuse paths throughout each county (see Figure 4-4 in the 2045 LRTP). This GIS based information is updated periodically as new facilities are constructed by FDOT, Pasco County and the Cities. Future construction of multimodal infrastructure should continue to be coordinated with the MPO's planning partners for consistent data reporting.

#### **Transportation Demand Management**

#### Tampa Bay Area Regional Transportation Authority (TBARTA) Commuter Assistance Program

With the growth in Pasco County, TBARTA continues to expand commute options programming. TBARTA works closely with the Pasco Economic Development Council (PEDC) in reaching out to Pasco employers regarding the programs and services offered to their employees, including carpool/ vanpool ride-matching (with the focus on online registration), transit information and promotion, bicycling/pedestrian information and promotion, variable work hours and compressed work weeks, telework, Emergency Ride Home (ERH), and Commuter Benefits. TBARTA also works with PCPT staff to provide ERH information to transit riders. In 2019, TBARTA had 27 vanpools and 11 carpools that originated in Pasco County.

The TBARTA website and toll-free number (800-998-RIDE) are promoted on the Pasco County government TV station and on the Pasco County government and PCPT websites. TBARTA has continued to coordinate the employee Commute Options Program with PCPT, which is a department of the Pasco County government.

#### **Park-and-Ride Lots**

PCPT does not own or operate any park-and-ride lots in Pasco County; however, according to the 2019–2028 TDP, one privately-owned parkand-ride lot is operated by Hillsborough Area Regional Transit (HART) and located in Pasco County at the Shops at Wiregrass in Wesley Chapel and serves HART's 275LX and PCPT's Route 54. TBARTA also recognizes this park-and-ride lot as a location for vanpool and carpool parking.

The Wiregrass park-and-ride facility opened in July 2017. A bi-annual inventory and assessment of the lot is conducted by FDOT District 7. The last report in 2019 indicated that the use of this facility is "unsatisfactory," with only 1 of the 150 parking spaces available being occupied on the day of the site visit.



## **Chapter 3 Congested Corridor Evaluation**

This chapter provides more information, including a map series, on how the congested corridor network identification process was developed. To select congested corridors for further review and, subsequently, potential projects, the first step is to identify the congested network.

## Detailed Information on Congested Corridors

Detailed information is provided in a map series for the roadway network in Pasco County. The maps identify existing number of lanes, level of service, and roadway congestion for 2019 and 2024 (more description is displayed under each map). These maps include:

- Map 1: 2019 Existing Number of Lanes
- Map 2: 2019 Level of Service
- Map 3: 2024 Committed Number of Lanes
- Map 4: 2024 Level of Service
- Map 5: 2019 and 2024 Regional Congestion

The roadway congestion maps identify three types of congestion— Extremely Congested, Congested, and Approaching Congestion. The purpose for displaying this information is to identify "hot spots" in the county as well as areas where congestion mitigation strategies can be applied. One goal of the CMP is to identify areas that are approaching congestion where strategies would be most effective. Typically, extremely congested areas are difficult to remedy without a major capacity project; however, non-capacity projects or programs can be applied to roadways that are congested. This information is useful in monitoring and planning. The levels of congestion identified are defined as follows:

- Not Congested (currently or in five years without improvements) – Corridors that are not anticipated to operate below their adopted LOS standards in either the existing conditions or after committed improvements in the five-year program are implemented.
- Approaching Congestion or Congested Corridors that are approaching congestion or are minimally congestion based on one of the following three criteria:
  - Approaching Congestion Corridors that are not congested but have segments that have traffic volumes that consume more than 90% of the roadway's capacity at the adopted LOS standard with either the existing conditions or forecasted five-year condition without improvement.
  - **Congested Today** Existing corridors with traffic volumes that exceed the adopted LOS standard but do not exceed the physical capacity of the roadway.
  - Congestion in 5 Years Corridors forecasted in five years to have traffic volumes that exceed the adopted LOS standard but do not exceed the physical capacity of the roadway.
- Extremely Congested Roadways in the Existing + Committed (E+C) network that have forecasted volumes that are greater than the physical capacity (typically occurs when using detailed analysis and the volume-to-capacity ratio is 1.08 or greater) of the roadway and are considered severely congested.



Map 1: Pasco County 2019 Existing Number of Lanes





Map 2: Pasco County 2019 Facility Level of Service



Traffic volumes are forecast from historic County and State traffic counts for 2010–2019.





Map 3: Pasco County 2024 Existing + Committed Number of Lanes and Roadway Type





Map 4: Pasco County 2024 Existing + Committed Facility Level of Service

Traffic volumes are forecast from historic County and State traffic counts for 2010–2019. Alignment and exact location of all new roads shown are conceptual and subject to change.



Map 5: Pasco County 2019 and 2024 Regional Congestion



V/C Ratio Approaching Congestion (0.9-1) X Extremely Congested (Greater than 1.06) City Limits Not Congested (Less than 0.9) Congested (1-1.06) Parks and F



#### 2019 and 2024 Regional Congestion



### **Public Comment on Congested Corridors**

As part of the *Mobility 2045* public outreach effort, the "It's TIME Pasco" survey asked participants to identify transportation concerns in Pasco County and included roadway, transit, bicycle, walking, and safety issues. A full summary of the results of this survey is provided in *Technical Report #6, Public Outreach Results and Summary.* For the purposes of the CMP, the following roadway segments were identified through the survey as experiencing some level of congestion or need for improved traffic flow:

- US-19 at SR-54 in New Port Richey
- Madison St at SR-54
- Little Rd at SR-54
- SR-54 in the Trinity area
- Trinity Blvd intersection with Little Rd
- SR-54 at US 41 in Lutz area
- I-75 interchange at SR-54/56 in Wesley Chapel
- Bruce B. Downs Blvd/CR-581 at SR-54/56
- US-41 at SR-52 in Connerton
- Land O'Lakes Blvd in Connerton

All of these areas were identified in the LOS congestion analysis, and most are either under study (US-19 and SR-54/56) or have programmed improvements to address the congestion (I-75 at SR-54/56, US-41 at SR-52, and Land O'Lakes Blvd in Connerton). The segments identified as Approaching Congestion, which includes Madison St at SR-54, Little Rd at SR-54, and Trinity Blvd at Little Rd, are part of The Harbors–West Market Redevelopment Plan.

## **Selecting Corridors for Additional Review**

The purpose of selecting corridors to analyze for congestion mitigation strategies is to identify specific projects or programs that will help to reduce congestion on roadways that are congested or nearing congestion, specifically projects or programs that can be undertaken in the short-term for relatively lower costs. To identify congested corridors, the congestion maps (illustrated earlier in this chapter) were reviewed.

In reviewing the maps, corridors were selected for additional screening based on a review of the congestion levels in 2019 and 2024. The corridors were selected using the following four steps (see Figure 16 for more detailed information), which include reviewing congested corridors in 2019 or 2024 to determine:

- 1. If the project in the five-year work program
- 2. If the long-term transportation project is in the current LRTP
- 3. Congested corridors do not have a project in the five-year work program or the LRTP
- 4. Corridors approaching congestion where improvements can be identified

Maps 6 shows corridors identified as Extremely Congested, Congested, or Approaching Congestion, and Map 7 focuses on corridors Approaching Congestion. Both maps show the results of the corridor selection process. Many corridors identified as Extremely Congested or Congested either have a project in the five-year work program or are in the LRTP. All but one Approaching Congestion corridors have projects planned. Corridors that do not have a project in the five-year work program or LRTP are reviewed further in Chapter 4 for potential strategies/recommendations.

Map 8 identifies the top 25 roadway segments, normalized by traffic volume, for serious injury and fatality crashes. There is minimal overlap between these and the congested segments. However, most are the subject of existing or upcoming projects. Segments not associated with existing or upcoming projects are candidates for more in-depth safety studies.



#### Figure 16: Corridor Selection Review Process

Steps	Process	CMP Applicability
<b>Screen 1</b> Screen Five-Year Work Program	For existing congested corridors or existing plus five years, is there a project in the five-year work program? The first step is to determine whether congested corridors have a project in the five-year work program. If there is not, then Step 2 will be reviewed.	5-Year Work Program
Screen 2 Screen Long Range Transportation Projects (LRTP)	Is there a project in the LRTP? If a congested corridor does not have a project in the five-year plan, it will be reviewed to determine if there is an LRTP project on the corridor. These are projects that cannot be fully funded in the five-year work program. It may be possible for certain CMP projects to be implemented earlier on these roadways to alleviate operational issues at specific locations.	Very Projects (10 or 15 years)     Year   Yes, if applicable     Project 0   10 Year   15 Year     Project 0   10 Year   15 Year     Project 0   10 Year   15 Year
Screen 3 Screen Congested Corridors	Are there congested corridors in 2019 or 2024 that do not have a project in the five-year work program or LRTP? If congested corridors that are deficient do not have a project in the five-year work program (Step 1) or LRTP (Step 2), these corridors should be reviewed for CMP projects. This is typically not the case in Pasco County, as congested corridors are typically either funded in the five-year work program or in the LRTP.	Yes, if appropriate
Screen 4 Screen Corridors Approaching Congestion	Are there corridors approaching congestion by 2024 that can be reviewed for improvements? Roadways that are approaching congestion are reviewed for possible corridor selection. These roadways represent the "sweet" spot, as these may be conducive to CMP projects such that they will significantly delay the roadways from becoming congested or the need for more costly improvements.	Yes



Map 6: Corridor Selection Review Map



V/C Ratio Approaching Congestion (0.9-1) Carter Extremely Congested (Greater than 1.06) City Congested (Less than 0.9) Congested (1-1.06)

(6) City Limits
Parks and Publicly Owned Land
Pasco County

2019 and 2024 Roadway Congestion



Map 7: Corridors Approaching Congestion in 2019 and 2024



Approaching Congestion (0.9-1) in 2024





Map 8: Top 25 Roadway Segments by Normalized Total Serious Injury and Fatality Crashes



## **Chapter 4 Selected Corridors and Strategies for Improvement**

The purpose of this chapter is to provide information on recommended improvements for managing congestion in Pasco County. The most important part of the Pasco County CMP is identifying actual projects that can be completed to reduce congestion.

### **Recommended Corridors and Strategies**

Based on the screening process identified in Chapter 3, three corridors—Gunn Hwy/CR-587, County Line Rd North, and Lock St/ US-98/CR-35 Alt/Old Lakeland Hwy, were identified for further study and the identification of strategies and projects. These corridors are identified on Map 9. These strategies range from infrastructure modification to programs to help shift mode share.

A Congestion Strategies Matrix tool was developed to facilitate the review of the corridors in a holistic way. Each of these corridors was reviewed using the Congestion Strategies Matrix. Additional criteria considered in the corridor selection process included the review crash of "hot spots," locations that experience a high volume of crashes, as shown on Map 8. During the review of crash data, it was determined that only the CR-35 Alt/Old Lakeland Hwy segment contains a crash hot spot.

There are no planned improvements for these roadway segments in the 2045 LRTP update. Given the limited amount of time available for this CMP update, the Congestion Strategies Matrix was reviewed and potential solutions were identified; however, these solutions were not reviewed with the CMP Task Force or Pasco County staff to determine if they are appropriate. This step will need to be undertaken prior to programming any studies or improvements for these corridors. There was also insufficient time to review each of these locations for recently-completed or existing planning efforts outside the LRTP update. Therefore, this CMP update should make Pasco County MPO staff aware of these three congestion areas that should be the focus of future efforts.

For each of these corridors, the Congestion Strategies Matrix was reviewed, and the potential level of effectiveness of each strategy to mitigate existing congestion, reduce future congestion, or improve operations or safety was discussed and considered within the context of the study corridor. Potentially-effective strategies were identified and ranked based on the level of potential effectiveness (high, medium, or low). Strategies that currently exist or are being implemented but could yield a greater level of effectiveness with additional effort or resources also were ranked. Strategies with high potential effectiveness are listed for each corridor.



Map 9: 2019 Selected Corridors Map



V/C Ratio Approaching Congestion (0.9-1) City Limits Not Congested (Less than 0.9) Congested (1-1.06)



2019 and 2024 Roadway Congestion



#### Congestion Mitigation Strategies – Gunn Hwy/CR-587

This is a relatively short segment (less than 1.5 miles) of a roadway that extends south into Hillsborough County. The portion of the roadway in Hillsborough County is constrained to its current width (two lanes) by the Hillsborough County Comprehensive Plan; therefore, widening this short segment is not recommended, as it would likely create worse conditions at the merge point for the lane reduction. There is no transit service provided along the corridor, and the land use patterns are not supportive of fixed-route transit service. Applying the Congestion Strategies Matrix identified the strategies with the highest potential effectiveness, as listed in Table 6.

#### Table 6: Gunn Hwy High Effectiveness Strategy Matrix

Pot	tential Strategy	Recommended Action Item	Potential Responsible Agency
1.02	Alternative work hours	Continue existing programs to promote	MPO and TBARTA
1.03	Telecommuting	these alternatives.	
4.07	Intersection improvements	Study key intersections for possible improvements.	MPO and Pasco County with coordination with Hillsborough County

Although turn lanes exist at entrances to major business and residential areas, additional turn lanes could be provided at Ashley Lakes Drive. Similarly, the existing intersections could be reviewed to determine if operational improvements or additional turn lane stacking would improve conditions.

#### Figure 17: Gunn Hwy/CR-587 Corridor



Source: Google Earth



### Congestion Management Strategies – County Line Rd North

This approximately three-mile segment of County Line Rd N serves as the dividing line between Pasco and Hernando counties. There is no transit service in this area, nor is any proposed. Although the predominant land use is residential, there is a different character on the Pasco County side, which is more rural, than the subdivisions on the Hernando County side. There is only one signalized intersection within the corridor, at Shady Hills Rd. A widening of the segment to the west (East Rd to Shady Hills Rd) is identified in the 2045 LRTP for 2036–2045. Applying the Congestion Strategies Matrix identified only one strategy with the potential to be highly effective—the addition of general purpose lanes. Previous transportation projects along County Line Road have included a partnership between Pasco County and Hernando County for identifying funding and strategies for implementation. Moving forward with future projects Pasco County should support Hernando County in identifying funding for construction. The intersection of Shady Hills Road and County Line road was recently improved to include additional turn lanes. Construction of the Ayers Road extension in Hernando County will also include improvements at the intersection of Trillium Boulevard on the east end of this corridor.



Figure 18: County Line Rd N Corridor



### Congestion Management Strategies – Lock St/ US-98/CR-35 Alt/Old Lakeland Hwy (Dade City Corridor)

This corridor, located on the east side of Pasco County near Dade City, serves as a bypass to US-98 and an alternate to US-301. Although transit service is provided along US-98/US-301 through Dade City, it does not serve the CR-35 Alt/Old Lakeland Hwy portion of this corridor. Although the route had the fourth highest ridership in 2018 and is projected to experience significant growth over the next 10 years, this area was not identified in the TDP for substantial additional investment. The land uses along the corridor outside of Dade City are not supportive of fixed-route transit. The high potential effectiveness strategies are listed in Table 7.

#### Table 7: Dade City Corridor High Effectiveness Strategy Matrix

Po	otential Strategy	Recommended Action Item	Potential Responsible Agency
1.02	Alternative Work Hours	Continue existing programs to promote	MPO and TBARTA
1.03	Telecommuting	these alternatives.	
4.07	Intersection Improvements	Study key intersections for possible improvements	FDOT, MPO and Pasco County

A portion of this corridor was identified as a crash hot spot (see Map 8). As a result, it is recommended that an in-depth safety study be completed along with the intersection studies to determine if any geometric or other improvements could address the higher-than-average occurrence of crashes in this location. It is possible that the addition of turn lanes along CR-35 Alt/Old Lakeland Hwy could improve operating conditions for through traffic.

Figure 19: Dade City Corridor



Source: Google Earth



## **Appendix A: Multimodal Facilities Maps**



Map A-1: Existing Pasco County Transit Routes (2018)





Map A-2: Existing Bicycle Facilities and Multi-Use Paths (2018)





Map A-3: Existing Pedestrian Facilities (2018)





Map A-4: Existing Truck Routes (2018)

