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Introduction

In 2016, Hillsborough County, its three Cities, the Planning Commission and the School District all adopted resolutions supporting the long-range vision of achieving zero traffic deaths. Known as Vision Zero, this initiative spurred the Hillsborough Metropolitan Planning Organization (MPO) to collaborate with its partners to create the Vision Zero Action Plan, followed by the Speed Management Action Plan.

Since then, our communities have continued to work together and make great strides towards reducing traffic injuries and deaths. Safety enhancements have been funded or built on dozens of roadways. But there is much more to be done. We are still plagued with heartbreaking stories of lives lost, and our crash rates continue to be among the highest in the country.

As a commitment to Vision Zero, the Board of County Commissioners allocated $500,000 to the MPO to study eight of the top 20 high-injury corridors under the County’s jurisdiction. Working with the County Engineering and Operations Department, the MPO was tasked with analyzing crashes, and with consideration of funding challenges, recommending short-term, immediately implementable engineering countermeasures to reduce serious injuries and fatalities.

The MPO studied the following corridors, shared ideas, and considered input from the communities living and working in the areas around the roadways:

- 78th Street (Causeway Blvd to Palm River Rd)
- Gibsonton Drive (I-75 to Balm Riverview Road)
- 15th Street (Fowler Avenue to Fletcher Avenue)
- CR579 /Mango Rd (MLK Boulevard to US 92)
- Sheldon Road (Hillsborough Ave to Waters Ave)
- Lynn Turner (Gunn Highway to Ehrlich Road)
- W. Fletcher Ave (Armenia Ave to Nebraska Ave)
- Bruce B. Downs (Fowler Ave to Bearss Ave)

The resulting recommendations will require further data, evaluation, and refinement prior to implementation, but represent a great start that, when coupled with the County’s proposed context classification, updated Comprehensive Plan and transportation technical manual (The Future will not Be Like the Past), will result in roadways designed for all users and vehicles traveling at safer speeds.

The eight reports focus on low-cost engineering countermeasures (Paint Saves Lives). These will go a long way towards causing drivers to slow down, provide additional and safer crosswalks, and in some cases give cyclists their own lane or side path.

To truly reach our vision of zero fatalities, these recommendations must be accompanied by education (One Message, Many Voices) and enforcement programs (Consistent and Fair). The MPO is working with the County’s Communications Office to engage the public to emphasize that speeding won’t get a driver to their destination much sooner and greatly increases the risk of a serious crash. Another key message is that walking and activating a nearby pedestrian crossing signal is the safest way to cross a busy road. And the MPO continues to coordinate...
with the Sheriff's Office to use crash data to target enforcement and to support technology like red-light-running cameras. These strategies have proven benefits in reducing crashes that result in life-altering injuries and death.

Close collaboration between transportation planning, engineering and law enforcement agencies is essential in turning the tide on serious injuries and fatalities on these most dangerous corridors. The MPO wishes to thank Hillsborough County for funding the Vision Zero Corridor Studies. We appreciate the County’s continuing commitment and willingness to take these steps.
Sheldon Road
Hillsborough Ave to Waters Ave

Existing Conditions
Existing Conditions

Corridor Description

Sheldon Road from W. Waters Avenue to W. Hillsborough Avenue is a Hillsborough County road of approximately 2.06 miles in length. Sheldon Road is predominantly a 5-lane section (two travel lanes in each direction with center left turn lanes) with auxiliary lanes (additional right and left turn lanes) at the major gateway intersections with Waters Ave and with Hillsborough Avenue. There is a total of 27 street intersections within the two-mile segment. There are only three traffic signal-controlled intersections plus the Town ’N Country Greenway Trail crossing. Sheldon Road serves approximately 29,500 AADT and has a posted speed limit of 45MPH.

This segment does have a functional classification of “Arterial” with a possible Context Classification of a C3R or a C4. Hillsborough County is still in the process of developing context classifications. The context classification is important to finalize as it will have direct effects on pre-requisite design parameters on the corridor including posted speed limits and geometric features.

HART has a couple of transit routes serving the corridor directly with other routes crossing Sheldon on either Waters Avenue or on Hillsborough Avenue. The PSTA North County Connector Zone also covers the entire length of the Sheldon corridor and connects to the Northwest Transfer Center /Park-n-Ride Lot on the northwest corner of Sheldon and Waters Avenue. HART also has a HART Flex Zone serving this area of Town ‘N Country. In total, there are approximately 24 bus stops along Sheldon Road. Most stops in this segment consist of a bus stop sign and a bench. Shelters do exist at a few locations, but not the norm.

Pedestrian facilities do exist along the corridor consisting of sidewalks, crossings, and pedestrian crossing signals at the intersections. The sidewalk system on the west side of Sheldon is typically five feet in width the majority of the corridor length. On the east side of the corridor, the sidewalk system varies, with various segments typically four feet in width and parts adjacent to the travel lanes. Considering the high volume and speed, the width maybe substandard to accommodate both pedestrians and people riding bikes along this corridor. Pedestrian marked crosswalks exist at the three signalized intersections and at the trail crossing (signal). It should be noted that no “marked” pedestrian crossings exist at the majority of the bus stop locations. While an un-marked crossing is still a legal crossing, most drivers rarely yield to a pedestrian under these conditions, posing a threat to vulnerable users.

Bicycle facilities are also available along Sheldon Road. There are bike lanes in both directions adjacent to the curb. The bike lane is narrow, while may meet some minimal width recommendations, considering the high volume and speed in the corridor, the bike lanes are not appropriate for this setting. No additional amenities or markings such as conflict zones are provided.

Land use along Sheldon Road is a robust mixture of dense residential (single and multi-family) neighborhoods with direct access onto Sheldon Road. There is also a significant array of commercial businesses sprinkled throughout the corridor including major services at both gateway intersections. There is also an increasing amount of office
and medical uses, a notable number of places of worship and schools. Some minor redevelopment is occurring providing for more commercial/office space along the corridor.

The Hillsborough MPO has identified several locations along the Sheldon Corridor as Communities of Concern per Title VI requirements. Communities of Concern measure more than one standard deviation above the county’s median in two or more characteristics: low income, disability, youth, elderly, limited English proficiency, minorities, and carless households. Extreme poverty is if 85% or more of households have an annual household income of $37,000 or less. There are areas with 2 or 5 deviations and extreme poverty characteristics along this corridor. These areas are predominantly located around the gateway intersections of Hillsborough Avenue and Waters Avenue. Per the MPO’s Speed Management Action Plan, mobility justice is a factor in prioritization of corridors for funding to address safety concerns. The identification of these communities is an indicator of above average dependency on transit, walking and bicycling infrastructure for everyday use, placing a higher emphasis on the need to carefully evaluate and address the needs of the population in the corridor. Careful consideration should be given to the corridor based on these community’s access and mobility needs.
Crash Statistics and Analysis

To be consistent with the Hillsborough MPO Speed Management Action Plan crash trend assessment, crash data from January 2014 through December 2018 was obtained from the Crash Data Management System (CDMS) for the Sheldon road corridor. The data was downloaded and scrubbed for: correct location, proximity to corridor limits, and correct street names.

Crash occurrences and location changes are expected from year to year. Based on the data, 912 crashes were recorded along Sheldon Road and its intersections during this time period. A total of eight (8) fatalities and 19 incapacitating injuries were reported. The KABCO Injury Scale is frequently used by law enforcement for classifying injuries and also can be used for establishing crash costs (K-Fatal; A-Incapacitating; B-No incapacitating injury; C-Possible injury; and O-No injury.) The reported KABCO 5-year rolling average is 183 for the corridor.

As anticipated, a significant number of crashes has occurred at the two gateway intersections of Waters Avenue and at the Hillsborough Avenue (48%). However, the majority have occurred at the various midblock and intersections along the corridor. The chart to the right shows the number of total crashes that have occurred at each of the side street intersections and between intersections.
Per Vision Zero principles, focusing on fatalities and serious injuries is the only way to save lives, not property. A deeper dive was taken to determine the Fatal and Serious Injury crash trends occurring along Sheldon Road. Of the eight (8) Fatalities and 19 Serious Injuries, 74% occurred during non-peak hours. As the graph shows, the most serious of all crashes are occurring when volumes are lower, there is less congestion, and when the physical capacity of the street is abundant leading to higher speeds. A third of these serious crashes also occurred during non-daylight hours, where street lighting does not exist on this corridor.

Another notable trend is where the Fatal and Serious Injury crashes are occurring. First, while 48th of total crashes have occurred at the gateway intersections, only 26% of the Fatal and Serious Injury crashes occurred at these locations. In fact, 74% of the Fatal and Serious Injury crashes occurred at side street intersections shown below. Special notice of the Woodlake Blvd intersection with 22% of the serious crashes. Both the Woodlake Boulevard intersection and the Flora Street intersection have had more fatalities than the major gateway intersections with significant volume differentials.

When we looked at contributing factors for the Fatal and Serious Injuries, 60% of the crashes had contributing factors such as: Failure to Yield Right-of-Way, followed too Closely, Operated MV in Careless or Erratic manner, Ran a Red Light. These are clear driver behavior patterns related to aggressive driving.
The assessment also looked at vulnerable user crash trends in the corridor. Similar to corridor wide trends, 72% of all pedestrian and bicycle crashes occur during off-peak periods. Approximately 21% of the pedestrian and bicycle crashes occurred during night conditions. In terms of where the crashes are occurring, surprisingly, 26% of the crashes occurred at the Waters Avenue intersection with the remaining pretty well distributed at all the other side street intersections in the corridor.

Of the total pedestrian and bicycle crashes, the interesting part of the evaluation was identifying where the vulnerable users were when the collision occurred. Contrary to initial speculation based on the physical nature of the corridor, 64% of pedestrians or bicyclist involved in the total 39 crashes were actually in a legal crosswalk. Seventeen were in a marked crosswalk and eight were in “unmarked” crosswalk location. In fact, only four crashes occurred where either a pedestrian or bicyclist was in the travel lane (motorized path).

This is of notable concern for this corridor. Sheldon Road has 28 intersections, with only marked crossings at four (14%) locations including the signalized intersections and trail crossing. Having the preponderance of the vulnerable user crashes occurring at these legal crossings begs for an aggressive education campaign along with other physical and warning modifications at the crossings for motorists. This is symptomatic of motorists not yielding to vulnerable users or not seeing them in advance of a collision.

The next page shows Fatal and Serious Injury collision diagrams along the corridor. The collision diagrams show location, direction, crash type and severity of the crash.
**Fatal/SI Trends**
- 3% Fatal & SI Crashes
- 74% Off-Peak Hour Crashes
- Top 3 Fatal/SI Crash Locations
  - Woodlake Blvd 6 Crashes
  - Memorial Hwy 4 Crashes
  - Water Ave 4 Cashes
- 52% crashes occurred at these 3 locations. Rest are distributed among 8 other locations

**Pedestrian/Bicycle Trends**
- 4.3% Peds & Bike Crashes
- 72% Off-Peak Hour Crashes
- Top 4 Ped/Bike Crash Locations
  - Water Ave 10 Cashes
  - Memorial Hwy 6 Crashes
  - Hillsborough Ave 3 Crashes
  - Woodlake Blvd 3 Crashes
- 56% crashes occurred at these 4 locations. Rest are distributed among other 10 locations
Field Review and Observations

A handlebar (bicycle) corridor survey was completed on Saturday, May 1, 2020. As COVID-19 has altered travel volumes and patterns, the observations made are intended to document infrastructure and experiential pedestrian and bicycle observations along the corridor. A full field review report is attached to this technical report. Observations and pictures were taken at most of the major intersections in the corridor, other minor side streets had similar geometric features and challenges. The following are major observations throughout the corridor as noted:

- Speed – vehicular movement in the corridor appeared to be fast, even with the lower volumes due to COVID-19, causing notable noise pollution. Speed radar feedback signs are present and excessive speeding above the posted limit was observed. A speed study should be performed.
- Street lighting – is available only at the signalized intersections. This is a concern for visibility and security at all intersections and especially at bus stop locations.
- Sidewalks – Typical 5-foot sidewalk on the west side. A 4-foot sidewalk on east side of Sheldon (typical), which is too narrow per County Transportation Technical Manual and Florida Greenbook that specify 5-6-foot width. The east side sidewalk does meet minimum ADAAG and PROWAG.
- Pedestrian Crossings – typically unmarked at all minor intersections. There are no painted crosswalks on Sheldon Rd with exception at signal-controlled intersections.
- Median – wide center medians with no provision for pedestrians crossing, absence of trees for traffic calming was noted.
- Bike lanes - 5-foot in width including the drainage gutter pan. This width is substandard per current County TTM guidelines that measure width from face of gutter. Bike lane is substandard per national standards for roads of similar characteristics (volume and speed).
- School Zone – reduced speed zone is too short and there are no pedestrian crossings in the school zone.
- Town N’ Country Trail Crossing – traffic signal timing and pedestrian detection adjustments needed.
- Street trees – devoid of any comfort or shade for pedestrian traffic or for traffic calming purposes.
- Waters Ave Intersection – concerns noted with vehicular conflicts and crossing pedestrians.
- Hillsborough Ave Intersection – concerns noted on accessibility for vulnerable users.
- Geometric features: Wide turning radius, non-compliant ADA ramps.
- Transit Stops – concerns with ADA compliance, no facilities or amenities or crossings
- Maintenance – several areas of dis-repair were noted either related to the surface condition of the sidewalk, overgrown shrubs and trees restricting the pedestrian paths, or drainage issues.
Sheldon Road
Hillsborough Ave to Waters Ave

Community Engagement
Community Engagement

The community engagement process for the Sheldon Road corridor consisted of the preparation of flyer, video of crash trends, survey targeting users in the corridor. Each of the documents were posted on the Hillsborough MPO’s Vision Zero Corridor Studies website at planhillsborough.org/VZcorridors. Information on the study was circulated by the MPO via email blasts and social media to draw attention to the importance of providing feedback. In addition, the flyer and an article were published in the Westchase community monthly WOW magazine.

In total, 395 survey responses were received during the open engagement period. The following graphics show some of the demographics related to the respondents and the feedback received to each of the questions on the survey. In summary, users of Sheldon Road do not feel safe walking, riding a bike with major concerns noted related to speeding, reckless driving, dangerous behaviors, and physical road concerns. The detailed response is provided in the Appendix.
VISION ZERO
SHELDON ROAD CORRIDOR

Sheldon Road Usage Frequency

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Daily</td>
<td>72%</td>
</tr>
<tr>
<td>Weekly</td>
<td>25%</td>
</tr>
<tr>
<td>Monthly</td>
<td>1%</td>
</tr>
<tr>
<td>Occasionally</td>
<td>1%</td>
</tr>
<tr>
<td>Other</td>
<td>1%</td>
</tr>
</tbody>
</table>

Travel Mode along Sheldon Road

<table>
<thead>
<tr>
<th>Mode</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>I walk</td>
<td>7%</td>
</tr>
<tr>
<td>I ride bike</td>
<td>13%</td>
</tr>
<tr>
<td>I bike the bus</td>
<td>1%</td>
</tr>
<tr>
<td>I drive car</td>
<td>2%</td>
</tr>
<tr>
<td>Other</td>
<td>78%</td>
</tr>
</tbody>
</table>

Interest in Sheldon Road

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>I live on/ near Sheldon Road</td>
<td>40%</td>
</tr>
<tr>
<td>I work on/ near Sheldon Road</td>
<td>28%</td>
</tr>
<tr>
<td>I go to school on/ near Sheldon Road</td>
<td>21%</td>
</tr>
<tr>
<td>I shop / use services on/ near Sheldon Road</td>
<td>5%</td>
</tr>
<tr>
<td>I use the Town of Country Greenway Trail</td>
<td>5%</td>
</tr>
<tr>
<td>I commute using Sheldon Road</td>
<td>1%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
</tr>
</tbody>
</table>

How safe do you feel along Sheldon Road?

<table>
<thead>
<tr>
<th>Mode</th>
<th>Responses</th>
<th>Average Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>WALKING</td>
<td>365</td>
<td>2.24</td>
</tr>
<tr>
<td>BIKING</td>
<td>364</td>
<td>1.67</td>
</tr>
<tr>
<td>DRIVING</td>
<td>393</td>
<td>3.03</td>
</tr>
</tbody>
</table>

Sheldon Road
Hillsborough Ave to Waters Ave

Recommendations for Consideration
Recommendations for Consideration

This section outlines various countermeasures recommended along the Sheldon Road corridor to address crash trends, field review of physical and operational conditions in the corridor, and community feedback. It should be noted that Hillsborough County is in the process of updated the Transportation Technical Manual that will outline guidelines for typical cross sections on County routes; some of the recommendations presented may be above and beyond what maybe specified in such document. Some of these recommendations are considered Short Term which may be accomplished within the next 1-2 years, others are considered Mid Term, within the next 2-5 years, that may require further assessment, design, and funding allocations. It is imperative to note that Sheldon Road is on the Top 20 deadliest corridors in Hillsborough County, hence, the urgency in the application of as many of these countermeasures is high, as lives are at stake each and every day. The table below outlines the recommendations for consideration, their anticipated time frame and how they relate to the provision of Safe People, Safe Streets and Safe Operations per the approved Hillsborough MPO Speed Management Action Plan.

<table>
<thead>
<tr>
<th>HC Vision Zero Corridors - Sheldon Road</th>
<th>Recommended Countermeasures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Safe People</strong></td>
<td><strong>Safe Streets</strong></td>
</tr>
<tr>
<td><strong>Short Term (1-2 years)</strong></td>
<td></td>
</tr>
<tr>
<td>High visibility crossings on all legs of intersections</td>
<td>Refuge islands (paint/bollards) at all new crossings</td>
</tr>
<tr>
<td>Additional crossing locations at HART bus stops w/ RRFB's or PHB's</td>
<td>Advanced stop bar at signal or crossing</td>
</tr>
<tr>
<td>Wider bicycles lanes (reduce travel lane width)</td>
<td>Harden center lines (paint)</td>
</tr>
<tr>
<td>Shade trees near HART bus stops</td>
<td>Shade trees in median for traffic calming</td>
</tr>
<tr>
<td>Pedestrian crossing w/RRFB or PHB at Patterson St (School Zone)</td>
<td>Reduce corner radii (paint/bollards) on side streets</td>
</tr>
</tbody>
</table>
| Enhance trail connection to Upper Tampa Bay trail (wider bike lane, wayfinding) | Memorial Hwy/Gas Station - restrict opening to Left turns only | Lighting at all crossings /
intersections |
| Lighting at all crossings /intersections | Lighting at all crossings /intersections | Target, Design, Posted Speed = 35MPH |
| Bike Lane - Waters Avenue | Target, Design, Posted Speed = 35MPH | Maintenance (drainage, signs, condition, landscaping) |
| Educational PSA's | Extend and Update School Zone | |
| **Mid Term (2-5 yrs)** | | |
| Wider sidewalks (8' preferred) | Reconstruct ADA ramps | Automated Red Light Cameras |
| Wider protected/buffered Bike Lanes (reduce median) | Reduce corner radii at all side streets | |
| HART bus shelters at stops | Permanent hardening of center lines | |
| | Gateway features | |
| | New Traffic Signals: | |
| | - Woodlake Blvd - 5 Fatal crashes | |
| | - Hamilton Ave | |
| | - Patterson St | |
It should be noted that the MPO and County have identified Sheldon as a possible multi-modal connection between the Town N’ Country Greenway and the Upper Tampa Bay Trail to the north of this corridor segment. Currently, there are no signs connecting these trails and the facilities are minimal, leaving local and regional bicyclists unaware of their proximity. During the design phase of improvements on the corridor, serious consideration should be made to enhance this connection.

As noted, the bicycle facilities in the corridor are substandard in width and type for the context of the Sheldon Road corridor characteristics. While 7-foot buffered bikes are the long-term recommendation per national standards, they can not be accommodated in the short term. Buffered bikes lanes can be provided through reconstruction of the corridor to narrow the center median to obtain the needed width. As a short-term solution, narrowing the travel lanes to 10-feet per Florida Greenbook and FHWA guidance is recommended to enhance the comfort and use of the existing bike lanes. Considering the need to connect both greenway trails in this quadrant of the County, this simple re-marking of the lanes would be an enhancement.

One of the high priority recommendations is the extension of the School Zone in the corridor. Currently, the school zone covers the Faith Outreach Academy on the east side of Sheldon Road near W Patterson Street. A second elementary school, Land of Learning Academy, a private school is located at the corner of W Robson Street just one block to the south is not included in the current school zone. According to the State of Florida Speed Zoning Manual, private elementary schools are eligible school zone locations. As such, as part of the current program to update school zone signings and markings, it is recommended that the zone be extended to incorporate this additional school in the zone.

The next step in the process was to conceptually identify how to apply these countermeasures to the corridor. It should be noted that further assessment, vetting of the various recommendations is necessary and part of the next phase of project development. Every effort should be made to incorporate as many recommendations as possible during the design phase. Concept plans were developed for the entire two-mile segment of Sheldon Road and provided in the Appendix. The following will highlight various treatments along the corridor. There are several of the recommendations on the general table above that should be applied systemically along the entire corridor, regardless of the number of serious injury crashes that have occurred. Systemic improvements are proven and tried countermeasures that not just address crash types, but more importantly are considered preventative measures to reduce the occurrence of serious injury crashes. These countermeasures are also normally considered tools used to calm traffic within a corridor. By calming traffic, you manage speed along a given corridor. These measures also tend to create self-enforcing streets that provide more positive guidance to all users including automatically calming traffic without the use of police enforcement.
In terms of the Target Speed recommendation, it is important to refer to the MPO Speed Management Action Plan recommendations on the importance of evaluating speed limits in areas of growth and increased land use changes. Sheldon Road corridor is a perfect example that is classified as a C-3 Suburban Residential/Commercial corridor according to the States Context Classification with a posted speed limit of 45MPH. However, national best practices including ITE/CNU recommends speeds in the range of 25-35MPH maximum in this classification in order to acknowledge the mixed users in such a district and the need to keep travel speeds at reasonable levels to minimize serious injury crashes. This is based on the premise that the higher the speeds, the higher the exposure and risk of death. Since this study has been completed during COVID-19, actual travel speeds in the corridor have not been measured. It is important to obtain actual travel speeds in the corridor in order to establish the appropriate levels of speed management controls needed in the corridor.

Identifying the need to manage speed in the corridor is just one factor. Per the Speed Management Action Plan, managing speed entails re-evaluation of design characteristics, of the current running speed, consideration of educational campaigns and even enforcement techniques that are deemed equitable. National best practices on speed management encourage the use of automated speed enforcement as an equitable method to deter the speeding outliers on a corridor. While automated speed enforcement (red light cameras) may not be a tool used or implemented by Hillsborough County at this time, Hillsborough County should partner with local enforcement agencies to evaluate the need of such effective devices at both gateway intersections, Hillsborough Ave and at Waters Ave. National research studies have concluded that red light cameras reduce serious injury crashes by 21% lower fatal crashes and would result in more consistent, fair and comprehensive enforcement of traffic laws.
The following examples highlight how to apply various countermeasures along the corridor. See Appendix for concept level plans for the entire corridor. These concepts are for illustration purposes only and still need to be further vetted with Hillsborough County.
Concept Recommendations

Sheldon Road
- Crown Blvd – Woodlake Blvd Segment

Crown Blvd
- NEW Traffic Signal w/ LPI’s
- Narrow Median Openings
- Speed Radar Feedback Signs
- End Extended School Zone

Woodlake Blvd
- NEW Traffic Signal w/ LPI’s
- Yield to Pedestrian Signs
- Traffic Calming Trees in Median

General
- Leading Pedestrian Interval
- Speed Limit Signs
- Trail Connectivity Directional Signs
- No Turn On Red Signs
- Waters Ave Westbound Bike Lane
- Bike Lane Conflict Zone Markings
- Traffic Calming Trees in Median
APPENDIX

- Field Review Document
- Fatal and Serious Injury Collision Diagrams
- Survey Responses
- Concept Plans