

BICYCLE PEDESTRIAN COORDINATING COMMITTEE

10:00 a.m., Tuesday, September 24, 2013
City of Cape Coral Annex, Room A200
815 Nicholas Parkway E., Cape Coral
239-244-2220



AGENDA

Call to Order/Roll Call

- 1) *Approval of the August 27, 2013 BPCC Meeting Minutes

New Business

- 2) Next Steps on TIGER Grant Funds (Don Scott)
- 3) Office of Greenways and Trail Presentation (Marsha Rickman)

Old Business

- 4) Report on MPO Board Feedback on Bike Ped Safety Action Plan (Don Scott)
- 5) SRTS Project Selection Subcommittee (Ron Gogoi)

Other Business

- 6) Public and Member Comments on Items not on the Agenda
- 7) Local Government Reports on Bicycle Pedestrian Related Projects
- 8) LeeTran Report
- 9) FDOT Report
- 10) Announcements
- 11) Information and Distribution Items

Adjournment

* Action Items * May Require Action

All meetings of the Lee County Metropolitan Planning Organization (MPO) are open to the public. In accordance with the Americans with Disabilities Act, any person requiring special accommodations to participate in this meeting should contact Mr. Ron Gogoi at the Lee MPO 48 hours prior to the meeting by calling (239) 244-2220; if you are hearing or speech impaired call (800) 955-8770 Voice / (800) 955-8771 TDD. Or, e-mail rgogoi@leempo.com.

The MPO's planning process is conducted in accordance with Title VI of the Civil Rights Act of 1964 and related statutes. Any person or beneficiary who believes he or she has been discriminated against because of race, color, religion, sex, age, national origin, disability or familial status may file a complaint with the Florida Department of Transportation District One Title VI Coordinator Robin Parrish at (863) 519-2675, or by writing her at P.O. Box 1249, Bartow, Florida 33831.

**MINUTES OF THE LEE COUNTY MPO BICYCLE PEDESTRIAN
COORDINATING COMMITTEE**

Held on August 27, 2013

The meeting of the Bicycle Pedestrian Coordinating Committee was held on August 27, 2013 at the City of Cape Coral Annex, Room A200, 815 Nicholas Parkway East, Cape Coral.

Those in attendance included:

| | |
|-----------------|---------------------------------|
| Linda Carter | CAC |
| Patricia Young | At-Large Member |
| Dan Moser | Injury Prevention Coalition |
| Stephanie Smith | City of Cape Coral |
| Mike Tisch | Lee County DOT |
| Andy Getch | Lee County DOT |
| Steve Jansen | Lee County CTST |
| Anna Bielawska | LeeTran |
| Jason Lamey | Lee County Parks and Recreation |
| Dawn Huff | Lee County School District |
| Josh Overmyer | Town of Fort Myers Beach |
| Jeff Davis | City of Bonita Springs |
| Simone Behr | Visitors Convention Bureau |
| Stacey Ravey | Collier Transportation Planning |

Others in attendance included Don Scott, Ron Gogoi and Brian Raimondo with the Lee County MPO; Shane Merit with the Town of Fort Myers Beach; Providence Nagy with FDOT; Brad Davis with Alta Planning + Design; Ned Baier with Jacobs and Gary Gasperini with the City of Cape Coral

CALL TO ORDER

Chairman Moser called the meeting to order at 10:00 am.

The attendees introduced themselves. Mr. Gogoi announced that a quorum was present.

APPROVAL OF MINUTES

AGENDA ITEM #1 – APPROVAL OF THE AUGUST 27, 2013 BPCC MEETING MINUTES

MOTION BY MR. DAVIS TO APPROVE THE JUNE 25, 2013 BPCC MEETING MINUTES. SECONDED BY MS. YOUNG. MOTION CARRIED UNANIMOUSLY.

AGENDA ITEM #2 - PUBLIC COMMENTS ON ITEMS ON THE AGENDA

None.

NEW BUSINESS

AGENDA ITEM #3 – PROJECT UPDATE ON THE NEW LEE MPO BIKE PED PRIORITIZATION PROCESS

Mr. Gogoi introduced Brad Davis with Alta and Ned Baier of Jacobs who proceeded to provide a summary of all the work done following the Notice to Proceed Notice and their findings. Activities that were conducted during this time included stakeholder and agency staff interviews and research on MAP 21 regarding funds for bicycle pedestrian activities. Two technical memos were completed during this process and these are being reviewed by staff and they will be shared with the committee.

The MPO has a well-documented, comprehensive bicycle pedestrian prioritization system in place. The local governments had a good understanding of this but some had difficulty understanding the bigger picture. There was also a feeling that projects identified in the Master Plan and even some covering a number of jurisdictions are not being submitted for funding as often as they should be. This could be because individual local government priorities are different from one another – some push for sidewalk projects to assist disadvantaged neighborhoods and some like Cape Coral did not have sidewalks in their roadway infrastructure when they were first built. Based on the feedback from the interviews, the consultants felt that the stakeholders and the staff agencies did not want a bicycle pedestrian prioritization developed from scratch, but that the current criteria could be updated. The committee felt there should be some flexibility built into the process so that it could address and fund projects sometimes in a short time due to a sudden emerging need. Concern was expressed that project applicants were gaming the system to further unworthy projects. Discussion ensued on a two prong approach in funding smaller local projects addressing gaps, and the bigger regional projects. The small projects addressing the gaps could be bundled together into a single project but they could be more effective if they are within a regional roadway. It was also felt project types could be very useful if they serve the last mile around bus stops and transfer stations. Thrown in the mix for consideration was a 75% - 25% split in available funding between regional and local projects, and that safety criteria should have the highest weighting but the number of crashes should not be the only consideration and that latent demand use should be taken into consideration. There was also the call for a subcommittee to review the candidate projects for project worthiness and meeting the regional vision before they are even submitted to FDOT for construction feasibility. Consultants stated they would put together a range of options that may still use the existing criteria with various weighting. As part of the deliverables, they will be developing a technical memo of best practices from other parts of the country regarding project selection and prioritization, and proposed changes to the existing prioritization process for the MPO.

AGENDA ITEM #4 – UPDATE ON BICYCLE PEDESTRIAN SAFETY ACTION PLAN

Mr. Scott stated that staff identified the first step implementation activities based on the feedback from the MPO committees at their various meetings and we are seeking input on several different items to begin implementing those activities. One of these items

was shortlisting locations for road safety audit that were initially identified based on crash data, and recommendations from the committees. A total of 25 initial intersections and 3 corridors were grouped under various intersection types and staff asked the committee to shortlist the intersections and the corridors. The committee selected the following 10 locations:

- US 41 and Six Mile Cypress Parkway
- US 41 and Pondella Road
- Lee Boulevard and Gunnery Road
- Colonial Boulevard and Six Mile Cypress Pkwy.
- SR 78 and Santa Barbara Boulevard
- Old US 41 and Bonita Beach Road
- US 41 and Sanibel Boulevard
- SR 80 and Marsh Avenue
- Business US 41 and Mariana Avenue
- College Parkway

OTHER BUSINESS

AGENDA ITEM #4 – PUBLIC AND MEMBER COMMENTS ON ITEMS NOT ON THE AGENDA

None

AGENDA ITEM #5 – LOCAL GOVERNMENT REPORTS ON BICYCLE PEDESTRIAN RELATED PROJECTS

Mr. Davis mentioned the Shangri-La extension was on track to be completed.

AGENDA ITEM #6 – LEETRAN REPORT

None.

AGENDA ITEM #7 – FDOT REPORT

Ms. Nagy announced that Dwyane Carver has been hired as State's new Bicycle Pedestrian Coordinator.

AGENDA ITEM #8 – ANNOUNCEMENTS

None.

AGENDA ITEM #9 – INFORMATION AND DISTRIBUTION ITEMS

None.

ADJOURNMENT

The meeting adjourned at 12:00 P.M.

NEXT STEPS ON TIGER GRANT FUNDS

RECOMMENDED ACTION Report on management and implementation of TIGER Grant funded project.

The Lee MPO was recently awarded a TIGER V grant of \$10.5 million by US DOT to implement the Lee County Complete Streets Initiative project. The project scope includes the construction of shared use paths, bike lanes, sidewalks, sidewalk connections, way-finding signs, bicycle parking, bus shelters and ADA compliant infrastructure. These improvements and enhancements are proposed along the Lee Tour De Parks Loop and the University Loop identified in the MPO Bicycle Pedestrian Master Plan, and along LeeTran's LINC and 60 bus routes (See attached map). Project completion will result in the creation of a regional multimodal and connected transportation network.

At the September 24th meeting, staff will report on the next steps of the project.

LEE COUNTY COMPLETE STREETS INITIATIVE

TIGER Grant Application 2013

Legend

- Existing Complete Streets (outside project area)
- Parks
- City Limits
- University/College
- Hospital

Points of Interest

- A** Downtown Fort Myers River District
- B** Edison Home
- C** Lee County Nature Center
- D** Lee County School Administration Center
- E** Edison Mall
- F** Page Field
- G** Chico's Headquarters
- H** John Yarbrough Linear Park Trail
- I** Barbara Mann Performing Arts Center
- J** Lee County Sheriff's Office
- K** Lee County Sports Complex/ Minnesota Twins Stadium
- L** Daniel's Crossing
- M** Red Sox Stadium/ Minnesota Twins Spring Training Facility
- N** Daniels/ I-75 Commerce Center
- O** Southwest International Commerce Park
- P** Arlington Commerce Park
- Q** Florida Gulf Coast Research Park
- R** Gulf Coast Town Center
- S** Germain Arena
- T** Alico Road Industrial Park
- U** Future Hertz HQ
- V** Bernwood Business Park
- W** Naples Fort Myers Greyhound Track
- X** Bonita City Hall
- Y** Creekside Business Park

1 Tour de Parks Loop

- Existing Complete Streets
- Proposed TIGER-funded Project
- Proposed TIGER-funded Intersection Improvement

2 University Loop

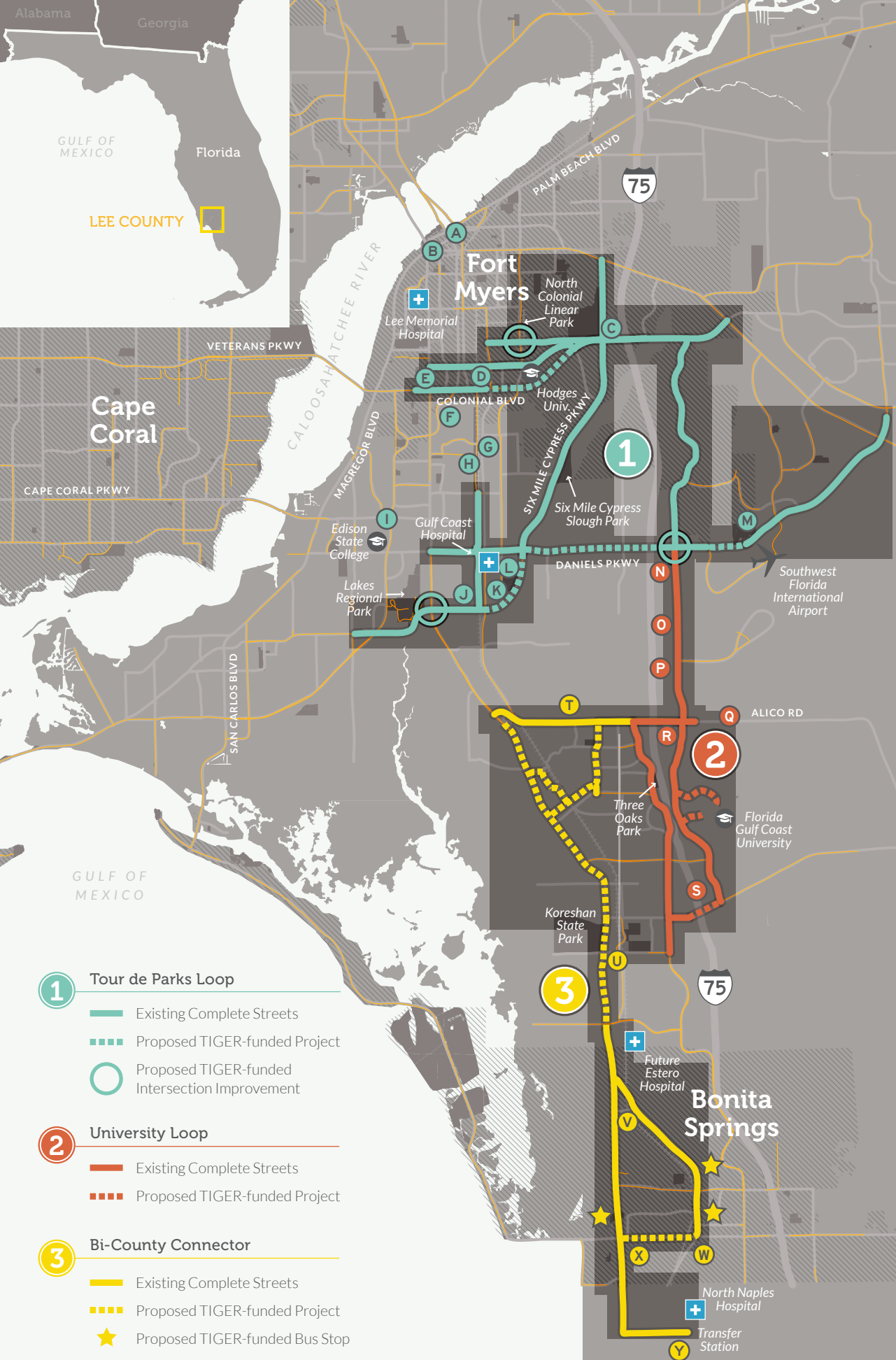
- Existing Complete Streets
- Proposed TIGER-funded Project

3 Bi-County Connector

- Existing Complete Streets
- Proposed TIGER-funded Project
- Proposed TIGER-funded Bus Stop

MILES

0 2 4 6



OFFICE OF GREENWAYS AND TRAIL PRESENTATION

RECOMMENDED ACTION This is not an action item. A power point presentation will be provided on the State's trail planning efforts.

Last year, the Office of Greenways and Trail (OGT) updated the State of Florida's Land Trails and Paddling Trails Opportunity Maps, and subsequently developed a Priority Trails Map. OGT is now in the "gap analysis" phase where they are reviewing gaps in the Priority Trail Network for construction feasibility, and will identify a list of projects for implementation when funding becomes available. Top tier projects will be identified by the end of the year. Marsha Rickman from OGT will provide a power point presentation at the September 24th BPC meeting.

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REPORT ON MPO BOARD FEEDBACK ON THE BICYCLE PEDESTRIAN SAFETY ACTION PLAN

RECOMMENDED ACTION This is not an action item.

The Bicycle Pedestrian Safety Action Plan is being presented to the MPO Board for approval at its September 20th meeting. Input and feedback from the MPO Board members will be reported at the September 24th BPCC meeting.



LEE COUNTYWIDE
Bicycle & Pedestrian
SAFETY ACTION PLAN

May 8, 2013



Introduction

In 2010, 4,280* pedestrians were killed and an estimated 70,000* were injured in traffic crashes in the United States. The same year, 618* bicyclists were killed and an estimated 52,000* were injured. With 499 pedestrians killed and 7,290 injured and 76 bicyclists killed and 4,600 injured in 2010, the State of Florida has both the highest pedestrian fatality rate and bicycle in the nation (fatalities per resident population).* Several Florida communities, including the Lee County metropolitan area, have been ranked among the most hazardous places in the Nation for pedestrians in the “Dangerous by Design” report released in 2011 by Transportation for America. The reality is that Lee County is well above the national average when it comes to pedestrian and bicycle fatalities and injuries relative to the amount of people who live here. In 2010, there were 3 bicyclists killed and 125 injured. That same year, there were 13 pedestrians killed and 176 injured.* Our mission is to reverse this trend and dramatically improve safety for bicyclists and pedestrians in Lee County.

In support of the Florida Strategic Highway Safety Plan and to further address pedestrian and bicycle safety issues in Lee County, the LEE COUNTY METROPOLITAN PLANNING ORGANIZATION (MPO) in conjunction with the Florida Department of Transportation District 1, and other local stakeholders,

*Sources: National Highway Transportation Safety Administration, Fatality Analysis Reporting System, United States Census Bureau, Florida Department of Highway Safety and Motor Vehicles

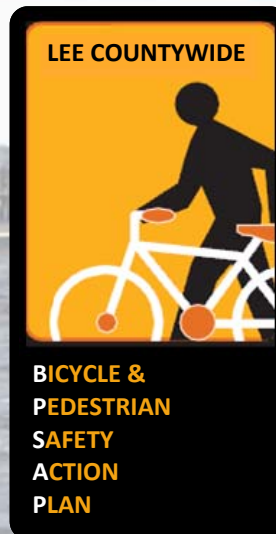
is developing and implementing the Lee Countywide Bicycle & Pedestrian Safety Action Plan (BPSAP).

The purpose of the BPSAP is to reduce bicycle and pedestrian crashes with an emphasis on reducing fatal and incapacitating injury crashes (severe injury crashes) through the following means:

- Define the characteristics of the pedestrian and bicycle crash problems in Lee County;
- Identify short term actions to improve pedestrian and bicycle safety;
- Identify longer term policy initiatives and actions to sustain pedestrian and bicycle safety improvements;
- Identify opportunities for interagency and intra-agency coordination;
- Provide an opportunity for elected leaders to support agency staff in implementing short and long term strategies; and
- The Lee Countywide BPSAP will apply a multidiscipline “4E” approach to improve pedestrian and bicycle safety. The term “4E” refers to engineering, enforcement, education, and emergency medical services (EMS).


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SAFETY ACTION PLAN PROCESS

- Step 1: Build a consensus among local and statewide stakeholders about the pedestrian and bicycle safety problem in the county.**
- Step 2: Use the Vision & Goal to formulate clear objectives that will best address the pedestrian and bicycle safety issues in the county.**
- Step 3: Identify a list of strategies based on objectives, while considering current and future planned efforts by stakeholder agencies.**
- Step 4: Use stakeholder feedback to consolidate strategies into detailed Action Items to be implemented today and within 1 to 5 years.**



***Bicycle & Pedestrian
Safety Action Plan Vision:
A zero-fatality transportation system for
pedestrians and bicyclists throughout
Lee County.***

Action Plan

The purpose of the Lee Countywide Bicycle & Pedestrian Safety Action Plan is simple—to identify the actions needed to reduce pedestrian and bicycle fatalities and serious injuries in Lee County. This section outlines the most important parts of the Plan:

- **Goal**—What we plan to accomplish and the specific milestones we plan to reach along the way.
- **Objectives**—Focus areas where we agree that the improvements should be made.
- **Action Items**—Specific, time-sensitive actions that will be undertaken as a result of this plan. Time frames, responsible parties, and potential funding source(s) should be considered when implementing these items.

This Action Plan does not claim to include all of the possible solutions to our pedestrian and bicycle safety problems or mobility concerns, but it does identify the key opportunities specific to Lee County and proposes possible solutions that agencies can use to make a difference.



Goal

Goal of the Lee Countywide Bicycle & Pedestrian Safety Action Plan

The goal of this action plan is to reduce pedestrian and bicycle fatalities and severe injury crashes on an annual basis, measured by a per-capita rate (per population). The reporting of percentage change will be reported separately for bicycle and pedestrian for both fatalities and serious injuries.

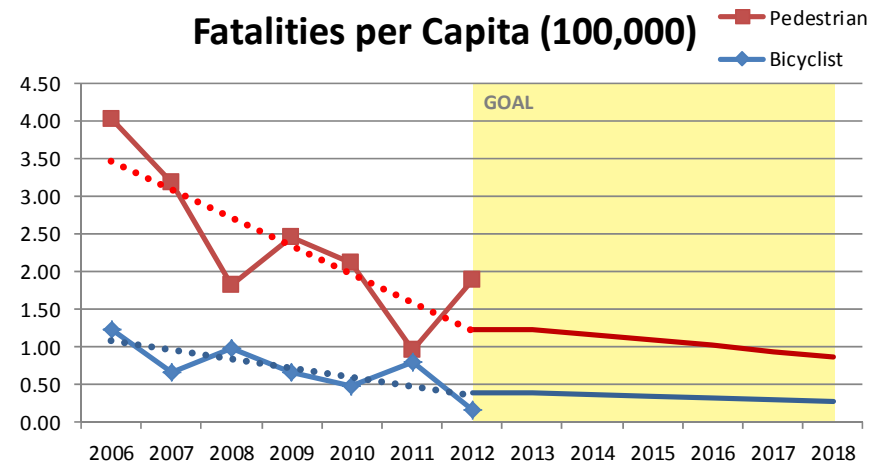
- In 2014, the fatality and serious injury rates will be reduced 5%.
- In 2015, the fatality and serious injury rates will be reduced 6%.
- In 2016, the fatality and serious injury rates will be reduced 7%.
- In 2017, the fatality and serious injury rates will be reduced 8%.
- In 2019, the fatality and serious injury rates will be reduced 9%.

The goal of this plan is consistent with the Florida Strategic Highway Safety Plan's crash reduction goal of a *minimum* of 5% per year.

The charts to the right display fatalities per capita. Crash data for 2011 and 2012 is still being process and has yet to be officially verified.

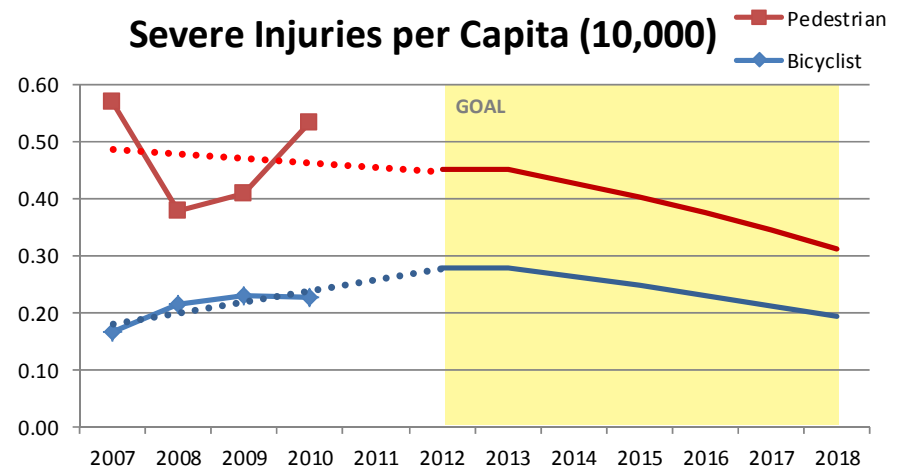
Crash Data Sources: The data presented in the charts to the right are obtained through multiple sources. Historical fatality counts for 2006-2010 are official counts released by the Florida Department of Highway Safety and Motor Vehicles (DHSMV). Preliminary fatality Counts for 2011 and 2012 were obtained by the Florida Department of Transportation's (FDOT) Crash Analysis Reporting System. All Severe Injury information was obtained through FDOT's Crash Analysis Reporting System and was available at the time this report was compiled.

Fatalities per Capita (100,000)



Fatalities per Capita denote fatalities per 100k population (Bureau of Economic and Business Research)

Severe Injuries per Capita (10,000)

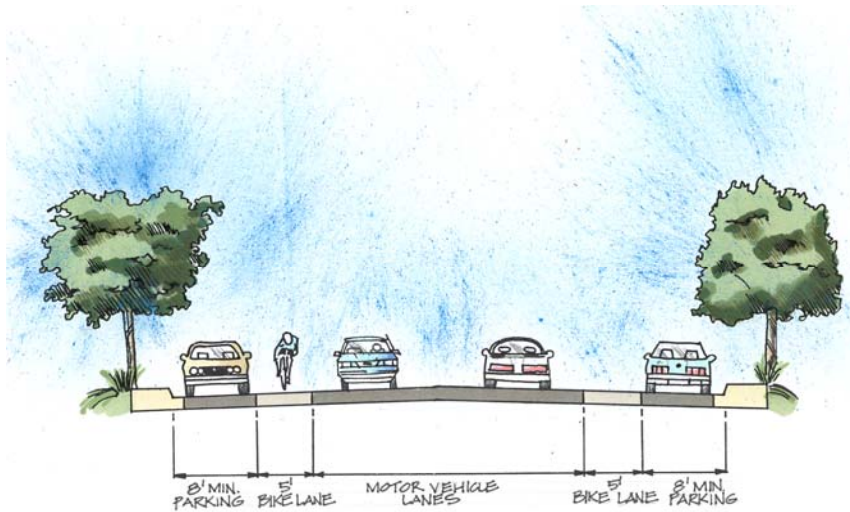


Injuries per Capita denote injuries per 10k population (Bureau of Economic and Business Research)

Objectives

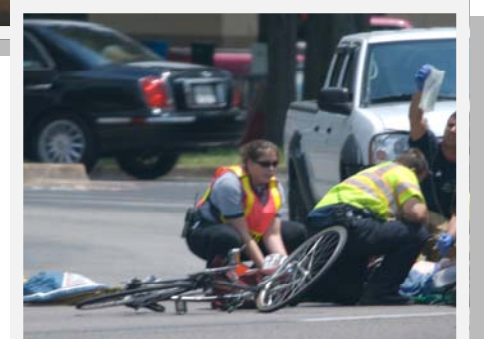
Objective #1: Infrastructure

Reduce the frequency and severity of bicycle and pedestrian crashes by improving the transportation system infrastructure through the implementation of strategic countermeasures and the construction of new facilities.



Objective #2: Education/Enforcement

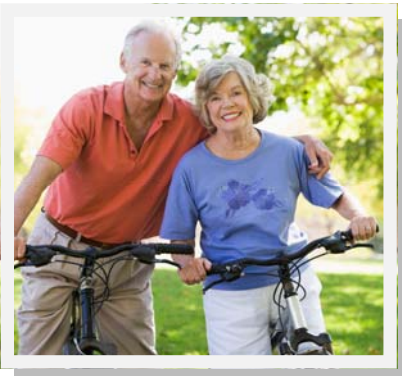
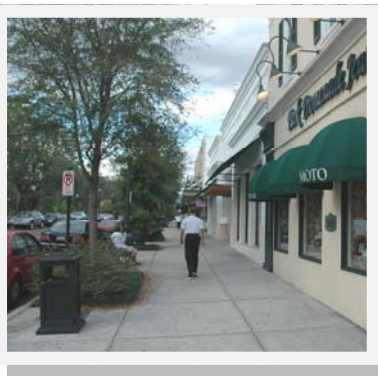
Reduce the frequency and severity of bicycle and pedestrian crashes by correcting unsafe behaviors of all road users to increase compliance with existing laws through coordinated education and law enforcement efforts.



Objectives

Objective #3: Livability

Supports sustainability and livability in our communities by addressing bicycle and pedestrian mobility through long-term improvements and land use strategies.



Objective #4: Accountability

Monitor the progress in reducing the frequency and severity of bicycle and pedestrian crashes annually using the vision and goal to guide policy and program decisions.



Action Items

The following Action Items were obtained directly from stakeholder feedback and input. All stakeholders were offered the opportunity to comment on these items. The Responsible Agencies listed here assign oversight responsibility and many items require partnerships across multiple agencies. Action items are listed according to the estimated time required to complete the action item and are not prioritized by a level of importance. All action items are of high importance.

SHORT-TERM (Within One Year)

Action Item #1: Develop a Press Kit to allow law enforcement and other stakeholder agencies to use opportunities after a crash to communicate the bicycle and pedestrian safety message through the resulting media attention. The message should identify the **targeted populations and risky behaviors** specific to the crash problems in Lee County. The purpose of this press kit is to leverage high-value media coverage. Use this media coverage as an opportunity to spread the bicycle and pedestrian safety message. Revise and update the press kit as new data becomes available and as new issues arise.

Lead Agency/Partners: Lee County MPO and law enforcement agencies with support from other stakeholders.

Time Frame: Within One Year

Action Item #2: Develop a Bicycle and Pedestrian Safety Education Outreach Campaign within the Lee County area including the municipalities.



Structure this leadership program/organization similar to other successful programs implemented in Florida (i.e. WalkWise/BikeSmart Tampa Bay). Strengthen existing advocacy groups by creating a consistent safety message which may change over time as conditions merit. Tap into social media as a resource to spread the message. Utilize existing community groups, neighborhood associations, etc. as audiences for safety presentations. Target areas with high amounts of bicycle/pedestrian traffic (i.e. tourist areas, hotels, bicycle rental locations, grocery stores).

Lead Agencies/Partners: FDOT, Lee County MPO, Stay Alive-Just Drive, Cape Coral BikePed, BikeWalkLee, and Injury Prevention Coalition.

Time Frame: Within One Year

TARGET POPULATIONS for Lee County
White, middle-aged males are over-represented in Lee County's bicycle/pedestrian crash statistics:
80% of the crashes but only 71% of the population

Action Item #3: Re-energize and empower Community Traffic Safety Team (CTST) to affect a multidisciplinary approach to reduce the frequency and severity of bicycle and pedestrian crashes. Working closely with Lee MPO and other stakeholders, Lee CTST will take ownership of and play a lead role in facilitating and completing Action Items 1, 4, 5, 6, 14 and 17. CTST will also present status reports to MPO board and local government boards to ensure follow-through on action items identified. Lee MPO will actively support and aid CTST efforts.



Lead Agencies/Partners: FDOT, CTST, MPO with support from all stakeholders

Time Frame: Within One Year & Ongoing

Action Item #4: Establish a Process for Crash Data Reporting and Distribution

The need for timely, accurate, analyzed and broadly disseminated data should be addressed early on in this action plan. Lee DOT will serve as the organizational lead for collecting and disseminating the most recently available data in accordance with public records regulations. Lee DOT should work with stakeholders to develop a standard set of crash data fields that will be reported, summarized and distributed regularly (based on available time and resources). At a minimum, Lee DOT will provide running totals of fatality and injury counts on a monthly basis. Additional support will be provided by the MPO and CTST to analyze and identify patterns in the data. The summary of data and counts of fatalities/injuries will be reported by Lee DOT routinely at CTST meetings and will include opportunities for all stakeholders to report crash information that may or may not be available through official sources. This data reporting effort should be undertaken using available resources until additional support becomes available. Data reliability and accuracy is an ongoing challenge and this approach will focus on what is currently feasible based on available combined resources of stakeholders.

TARGET RISKY BEHAVIORS for Lee County
Pedestrians: ALWAYS cross at a marked crosswalk, where available
Bicycles: always ride WITH TRAFFIC
Motorists : Right on red - STOP FIRST. Right on green - YIELD to peds.



Action Items

SHORT-TERM (Within one to two years)

Lead Agencies/Partners: LeeDOT, FDOT, CTST, MPO with support from all stakeholders

Time Frame: Within One Year & Ongoing

Action Item #5: Measure progress on a quarterly basis. Measure and monitor the progress of reducing the frequency and severity of pedestrian crashes across Lee County on a quarterly basis. Adjust the action items and identify new strategies to maintain the momentum this plan creates.

Lead Agencies/Partners: Lee County MPOM, FDOT, Law Enforcement Agencies

Time Frame: Within One Year & Ongoing

Action Item #6 Undertake Bicycle/Pedestrian Road Safety Audits (RSA) consistent with the Federal Highway Administration's RSA program. RSAs and similar on-site safety studies are extremely effective at generating recommendations for potential safety improvement projects. They involve coordination with agency staff and one or more field visits to the site. RSAs engage all stakeholders, but are specifically designed for engineering and law enforcement stakeholders. Traditional RSAs can be expanded to focus on bicycle and pedestrian issues. Utilize key resources including the FHWA publication *Pedestrian Road Safety Audit Guidelines and Prompt Lists* and the *Manual on Uniform Traffic Control Devices*. Focus on identified high-crash corridors first (identified in the Appendix of this document). Results of every RSA should be presented to the local jurisdiction's governing board and the MPO.

Lead Agencies/Partners: FDOT, CTST, Lee County MPO with participation and support from all stakeholder agencies.

Time Frame: Within One Year & Ongoing

Action Item #7: Implement a Strong Law Enforcement Program Partner with law enforcement agencies, especially those in high bicycle/pedestrian crash areas to increase coordinated enforcement activities as part of a 3E approach. This should include securing additional funds to support additional enforcement efforts and additional training to empower and educate law enforcement on bicycle and pedestrian laws and risky behaviors; enforcement activities to address speeding, right turn on red without stopping, and red light running; and, use their first-hand observations and experience as valuable feedback and input.

Lead Agencies/Partners: Lee County MPO, FDOT, Law Enforcement Agencies

Time Frame: Within One Year & Ongoing

Action Item #8: Provide bicycle lights for stakeholders to distribute as part of 3E program. For example: officers could carry a box of lights in patrol cars and distribute to bicyclists riding without lights at night to immediately correct a



LONG-TERM (Within two to five years)

hazardous behavior. Lights should be packaged with additional safety materials including retro-reflective vests and educational material tailored to the unique crash trends and common risky behaviors in Lee County.

Lead Agencies/Partners: Lee County MPO, FDOT, Law Enforcement Agencies

Time Frame: Within One Year & Ongoing

Action Item #9: Adopt pedestrian design standards for the design and implementation of right-turn channelization. The length of a crosswalk has a significant impact on the safety of a pedestrian crossing. Reducing the distances pedestrians and bicyclists must travel to reach the opposite side of the roadway can prevent many crashes before they occur. Installing raised islands to control right-turn lane channelization also provides the pedestrian with a place to stop and wait before crossing the second half of the street. Large signalized intersections can be intimidating for a pedestrian to cross due to the high volumes of traffic, especially right-turning vehicles. By breaking the conflict with right-turn movements into two a separated crossing, the overall crossing movement is simplified for the pedestrian, improving the perceived safety and increasing their willingness to cross. Additionally, islands should not be designed to encourage a free-flow right turn.

Lead Agencies/Partners: Lee County, City of Fort Myers, City of Cape Coral, FDOT

Time Frame: Within Two Years

Action Item #10: Revise design standards for urban and suburban arterial intersection design focusing on what geometric configurations work for pedestrians and bicyclists at intersections. Improve pedestrian visibility on curb ramps and within crosswalks. Strongly encourage crosswalks on all intersection legs. Utilize location with shortest crossing distance to determine the ideal placement/need for marked crosswalks. Identify issues in cycle lengths that negatively impact bicycle and/or pedestrian mobility. Maintain standards for accommodating bicyclists at intersections—often referred to as a “keyhole” bicycle lane for “through” traffic. Refer to the *Design Manual for Living Streets* (page 15) and consider adapting and adopting in Lee County.

Lead Agencies/Partners: Lee County, City of Fort Myers, City of Cape Coral, FDOT

Time Frame: Within Two Years

Action Item #11: Develop and utilize a project design review checklist for local agencies to determine if proposed roadway designs (both resurfacing and reconstruction) include appropriate bicycle and pedestrian treatments and accommodations. The checklist should include graphical examples to assist the reviewer and will include elements such as bicycle lane design, intersection pavement markings, bicycle detection at signals, etc.

Lead Agencies/Partners: Lee County MPO, Lee County, City of Fort Myers, City of Cape

Action Items

LONG-TERM (Within five years and ongoing)

Coral, FDOT

Time Frame: Within Two Years

Action Item #12: Develop a policy for pedestrian signal accommodation at signalized intersections. This policy should provide clear guidance as to the minimum length of a pedestrian cycle based on the distance a pedestrian must travel to traverse all vehicular travel lanes at a particular location. This policy should also provide guidance relative to the criteria for requiring push-button activation at a pedestrian signal.

Lead Agencies/Partners: Lee County, City of Fort Myers, City of Cape Coral, FDOT

Time Frame: Within 2 Years

Action Item #13: Adopt design treatments for pedestrian crossings at transit stops. Transit riders always begin and end their trip as pedestrians. Thus, every transit stop is a potential pedestrian crossing location. The placement of transit stops (especially stops not located at signalized intersections) can result in pedestrians crossing the roadway often without a crosswalk or even minimal supporting design treatments (raised median, etc.). Upgrade crossings at high-crash/high-ridership locations first.

Lead Agencies/Partners: Lee County MPO, LeeTran, FDOT

Time Frame: Within Five Years

Action Item #14: Target high-crash corridors for the implementation of enhanced pedestrian/bicycle safety/design treatments (identified in the Best Practices section of this document). Rely on FHWA's Proven Safety Countermeasures at high-crash locations. On roadways that carry a significant level of pedestrian traffic or crashes along a corridor, utilize resources such as the guide *Walkable Urban Thoroughfares: A Context Sensitive Approach* published by the Institute of Transportation Engineers and the *Design Manual for Living Streets* (page 15).

Lead Agencies/Partners: Lee County, City of Fort Myers, City of Cape Coral, FDOT

Time Frame: Within Five Years

Action Item #15: Identify potential corridors for "Road Diets." Target multi-lane arterial corridors with bicycle/pedestrian crash problems that are underutilized by motor vehicles and have excess capacity. Focus on "right sizing" of roadways, and identifying a safer cross-section for all users rather than creating excess capacity for solely automobile traffic. Consider pre-emptive "road diets" before roadway expansion/widening in the Long Range Transportation Plan. Refer to the Best Practices section on page 11 of this document for examples of successful corridor re-design projects in Florida.

Lead Agencies/Partners: FDOT, Lee County, City of Fort Myers

Time Frame: Within 5 Years & Ongoing

Action Item #16: Establish a process for incorporating pedestrian/bicycle design improvements concurrent with the reconstruction, rehabilitation and resurfacing (3R) of roadways. Most urban roadways and many suburban roadways are physically constrained and will likely never undergo reconstruction to provide additional capacity expansion. Typically, the most cost-effective strategy for addressing pedestrian and bicycle safety on these corridors is to do so concurrent with resurfacing (3R) projects. Create an ongoing systemic process and funding for identifying potential improvements on corridors planned for 3R in the short-term.

Lead Agencies/Partners: Lee County MPO, County, City of Fort Myers, City of Cape Coral, FDOT

Time Frame: Within Five Years & Ongoing

Action Item #17: Engage judiciary in the pedestrian and bicycle safety discussion. The courts are a key partner and should be actively involved and engaged in the pedestrian and bicycle safety discussion. Enforcing and ensuring pedestrian and bicycle safety laws are upheld in an appropriate and reasonable manner is of utmost importance. An effective approach would be to partner with legal/judiciary continuing education programs to provide information and education opportunities and communicate the safety problems to judicial partners.

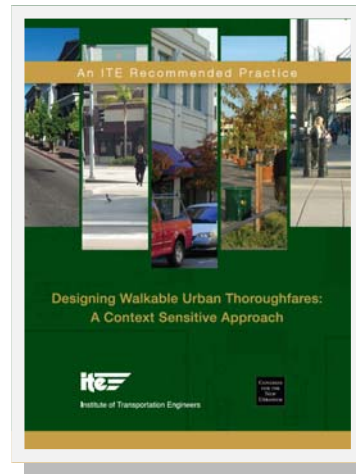
Lead Agencies/Partners: Lee County MPO, CTST, Stay Alive-Just Drive, Cape Coral BikePed, BikeWalkLee, and Injury Prevention Coalition, FDOT

Time Frame: Within 5 Years & Ongoing

Action Item #18: Review all previously created bicycle/pedestrian plans to incorporate a safety component or project prioritization based on implementing data-driven *proven* crash countermeasures at high-crash locations as appropriate.

Lead Agencies/Partners: Lee MPO, City of Fort Myers, Lee County

Time Frame: Within 5 Years & Ongoing



Action Items

The following table below presents Action Items with expanded key details including the **lead agency/partner** expected to champion each action, the estimated **amount of time** required to complete or significantly address the action, a potential suggested **funding source**, and an **estimated cost** if applicable. Full descriptions of each action item were presented on pages 7—9.

| | Short Description | Lead Agencies/Partners | Estimated Time Frame | Funding Source | Estimated Cost |
|----|---|---|-----------------------------|--|---|
| 1 | Develop a Press Kit. | Lee County MPO and law enforcement agencies with support from other stakeholders | Within One Year | In-house and grant funded | \$5,000 initially + Minor maintenance |
| 2 | Develop an education outreach campaign. | FDOT, Lee County MPO, Arrive Alive-Just Drive, Cape Coral BikePed, BikeWalkLee, and Injury Prevention Coalition | Within One Year | FDOT/CTST support | \$300,000 |
| 3 | Re-energize and empower the Lee Community Traffic Safety Team (CTST). | FDOT, CTST, with support from MPO and participation from all stakeholders | Within One Year & Ongoing | In-house | N/A |
| 4 | Establish a Process for Crash Data Reporting and Distribution. | LeeDOT, FDOT, CTST, MPO, with support from all stakeholders | Within One Year & Ongoing | In-house with possible additional support (board approval) | Minimal initially + possible additional support |
| 5 | Measure progress on an annual basis. | Lee County MPO | Within One Year & Ongoing | In-house task | Minimal |
| 6 | Undertake Bicycle & Pedestrian Road Safety Audits (RSA) on high-crash corridors. | FDOT, CTST, Lee County MPO with participation and support from all stakeholder agencies | Within One Year & Ongoing | Requires board approval | Up to \$15,000 per corridor |
| 7 | Implement a strong law enforcement program. | Lee County MPO, FDOT, Law Enforcement Agencies | Within One Year & Ongoing | FDOT | Varies |
| 8 | Provide free bicycle lights for stakeholders to distribute. | Lee County MPO, FDOT, Law Enforcement Agencies | Within One Year & Ongoing | CTST & local agencies | Minimal cost per light |
| 9 | Adopt design standards for right-turn channelization. | Lee County, City of Fort Myers, City of Cape Coral, FDOT | Within Two Years | In-house | Minimal |
| 10 | Revise design standards for arterial intersection design. | Lee County, City of Fort Myers, City of Cape Coral | Within Two Years | In-house | Minimal |
| 11 | Develop and utilize project design review checklist. | Lee County MPO, Lee County, City of Fort Myers, City of Cape Coral, FDOT | Within Two Years | MPO | \$15,000 |
| 12 | Develop a policy for pedestrian signal accommodation at signalized intersections | Lee County, City of Fort Myers, City of Cape Coral, FDOT | Within Five Years & Ongoing | In-house task | Minimal |
| 13 | Adopt design standards for pedestrian crossings at transit stops. | Lee County MPO, LeeTran, FDOT | Within Five Years | In-house task | N/A |
| 14 | Implement enhanced safety/design techniques on high-crash corridors. | Lee County, City of Fort Myers, City of Cape Coral | Within Five Years | In-house | Minimal |
| 15 | Identify potential corridors for "road diets." | FDOT, Lee County, City of Fort Myers | Within Five Years & Ongoing | In-house | Minimal |
| 16 | Incorporate pedestrian and bicycle design improvements into 3R. | Lee County, City of Fort Myers, City of Cape Coral, FDOT | Within Five Years & Ongoing | Requires board approval | Minimum of \$200,000 annually |
| 17 | Engage judiciary in the safety discussion. | Lee County MPO, Arrive Alive-Just Drive, Cape Coral BikePed, BikeWalkLee, and Injury Prevention Coalition | Within Five Years & Ongoing | Local activist groups | Minimal |
| 18 | Review all previously created bicycle/pedestrian plans to incorporate a safety component. | Lee County MPO, Lee County, City of Fort Myers, City of Cape Coral | Within 5 Years & Ongoing | In-house | Minimal |



This section presents best practices that specifically address the pedestrian and bicycle safety issues relevant to Lee County.

State Road 80/Palm Beach Blvd Median Islands

The Florida Department of Transportation, in conjunction with the City of Fort Myers coordinated a series of roadway improvement along State Road 80/Palm Beach Blvd from Seaboard Street to Interstate-75. Before improvements, SR 80 was five to seven lanes with a center two-way left-turn lane with many unsignalized side streets. The improvements included access management modifications as well as the installation of raised medians with landscaping and mid-block crossing features. After the improvements, the roadway was reduced to four or six lanes—essentially “road-dieting” the corridor.

Preliminary before-and-after reports in 2013 cite that a 44% reduction in all crashes were realized along the corridor, including a 67% reduction in crashes with pedestrians.



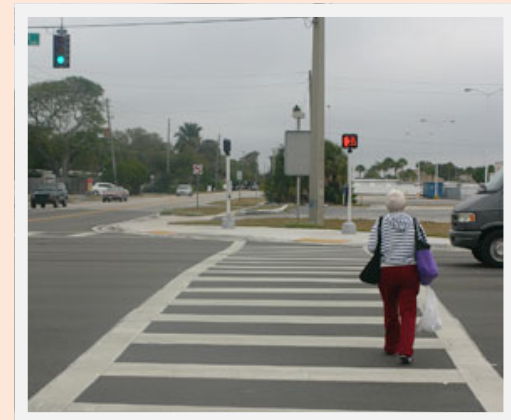
State Road 80/Palm Beach Boulevard—Fort Myers, Florida

City of Largo “3E” Pedestrian/Bicycle Safety Campaign

The City of Largo, located in Pinellas County, Florida, has undergone a multidisciplinary, multi-agency pedestrian safety campaign aimed at improving the safety of pedestrians and bicyclists in the city. The Florida Department of Transportation (FDOT) was awarded a grant through the National Highway Transportation Safety Administration for overtime law **enforcement** efforts on key corridors in the Tampa Bay region where pedestrian and bicycle crashes are overly common. Largo is one of the region’s focus areas. To date, the City has received \$170,000 in federal funds for overtime enforcement from NHTSA. “Our goal is not to [only] issue citations. Our goal is to educate the public,” says Police Chief John Carroll. Officers were allowed discretion in issuing citations and warnings.

Engineering improvements were also used to impact safety in the city; pedestrian and bicycle roadway safety projects were implemented at high-crash locations to support the enforcement efforts. Several high-emphasis crosswalks with enhanced signage and Rectangular Rapid Flashing Beacons (RRFB) were installed along a section of roadway prone to pedestrian crashes along Missouri Avenue just south of Rosary Road.

Additionally, the University of South Florida’s WalkWise Campaign—also funded through FDOT—provided safety **education** outreach in the form of informational presentations to community groups in the area.



Missouri Avenue—Largo, Florida



Best Practices

Light on Bike, Goes on Tonight

After analyzing bicycle and pedestrian crashes across all of Hillsborough County, the Hillsborough Metropolitan Planning Organization (MPO) was determined to reduce the alarming numbers of pedestrians and bicyclists being hit by cars and set out to:

- alert bicyclists on how dangerous it is to ride against the flow of traffic
- emphasize to pedestrians that crossing a road at a crosswalks is much safer than crossing mid-block
- remind drivers to be aware there are other road users besides motor vehicles
- distribute bicycles lights and reflective vests to bicyclists who ride at night.

Turning words into action, the Hillsborough MPO's Bicycle Pedestrian Advisory Committee (BPAC) established the "Light on Bike, Goes on Tonight" program. A safety outreach fund was setup to collect donations for bicycle lights, reflective vests, and safety outreach materials. Both Hillsborough County and the City of Tampa stepped up by contributing \$3,000 each. Grass roots donations were also accepted, and the money received so far has been used to purchase 1,000 reflective vests. These vests were paired with bicycle lights donated by the Florida Department of Transportation and a safety brochure and bicycle map. These bicycle safety kits have been distributed to bicyclists who have been observed riding without lights and vests by the Tampa Police Department, Hillsborough County Sheriff's Office, and Plant City Police Department as well as by MPO staff.



Fourth Street North—Saint Petersburg, FL

Fourth Street North in Saint Petersburg, Florida, underwent a pedestrian safety infrastructure project to reconcile the high volumes of automobile traffic with the high pedestrian traffic generated by the surrounding established neighborhoods. Solutions included minor traffic calming, the installation of bicycle lanes, installation of a mid-block crosswalk with a landscaped median at a crash-prone location to act as a pedestrian refuge island (pictured below). The median also included a high-emphasis pedestrian crosswalk with Rectangular Rapid Flashing Beacons (RRFB). As a result, a significant reduction in pedestrian crashes was realized.



Gulf Blvd—Pinellas County, FL

Gulf Blvd is a four lane undivided arterial serving the beachfront communities in Pinellas County. The corridor underwent significant pedestrian safety improvements—installing mid-block crosswalks with refuge islands to support pedestrian crossings at locations that were a significant distance from a signalized intersection. The improvements have led to a reduction in pedestrian crashes.



Gulf Blvd.—Madeira Beach, Florida

WalkWise & BikeSmart Tampa Bay

WalkWise Tampa is a grassroots initiative focused on providing pedestrian safety educational outreach. The campaign provides short, informative 15-30 minute presentations to groups by request in the Tampa Bay region. After pledging to uphold and promote the WalkWise safety tips, each attendee receives a WalkWise Tampa Bay branded retro-reflective bag filled with other safety items and literature on the rules of the road. In 2013, the campaign was expanded to include a BikeSmart program to address the specific safety issues facing bicyclists and promote bicycle safety facts and tips. Both the WalkWise and BikeSmart **educational** programs are data-driven and focus on areas where **engineering** improvements are underway and **enforcement** are active. This 3E approach is a proven strategy to addressing safety. To date over 700 people have been impacted by BikeSmart presentations and over 10,000 have been impacted by WalkWise. FDOT District 7 plans to pursue additional funding to continue both programs in the future.



WalkWise—Pinellas County, Florida

Nebraska Avenue Road Diet

Nebraska is an urban commercial and residential arterial street that was reconstructed between 2007 to 2008 to improve safety for all users, especially pedestrian and bicyclists. The Florida Department of Transportation (FDOT) redesigned 3.2 miles of Nebraska Avenue to make it more efficient for buses, easier to use for people with disabilities, and safety for drivers, pedestrians and bicyclists. The “right-sizing” was accomplished by converting one of the travel lanes into two bicycle lanes, and transforming another travel lane into a combination of medians, bus bays and left-turn lanes. In addition, mid-block crossings were added at several locations. Post-construction reports indicate that bicycle crashes, pedestrian crashes and automobile crashes decreased. In addition, traffic volumes decreased slightly and it is expected that some regional traffic was diverted onto Interstate-275, a nearby parallel route and limited access highway. The project segment covered nearly two and a half miles and total cost for design and construction was approximately \$11 Million.



Nebraska Avenue Before-After—Tampa, Florida



Best Practices

City of Tampa WalkBike Plan—Tampa, FL

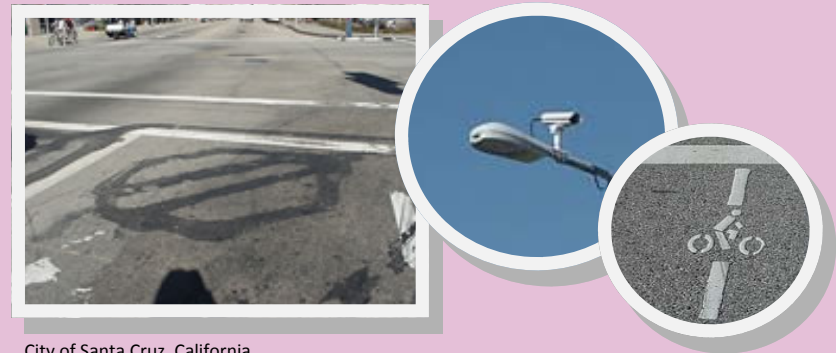
The City of Tampa's WalkBike Plan sought to narrow down part transportation studies and planning efforts to identify and prioritize feasible bicycle and pedestrian projects and put in a business plan to get those projects completed. The projects that were prioritized fell into two categories: Complete Streets (Road Diet) projects that required reconfiguration of an existing roadway facility to more fully accommodate all modes of travel (bicycles, pedestrians and transit), and Standalone projects that do not require re-allocation of existing automobile travel lanes. Key to this plan is its effort to address the "low-hanging fruit," or small or simple projects that could be accomplished with minimal additional funds or effort and incorporated into an existing planned resurfacing project. For roadways that have a fast-approaching resurfacing project, simply modifying pavement markings to alter the lane configuration or to specially designate a bike lane or crosswalk can serve as a highly cost-effective safety solution to a roadway that otherwise would have not been altered.



Swann Avenue—Tampa, Florida

Bicycle Detection Program—Santa Cruz, CA

The City of Santa Cruz's Bicycle Detection Program was implemented in two-phases. The first phase involved addressing infrastructure to allow bicycle detection at traffic signals. The second phase sought to educate the public about how to use the detection technology to ensure it was being used. Their existing technology relied upon loop detection and video detection at signals. Key to this effort was field reviews that were conducted to test and evaluate existing technology. Detection levels were re-tested and adjusted as necessary to ensure functionality. For locations with no existing detection infrastructure, locations were identified and prioritized for installation. Long term solutions include cutting new loops, adjusting cameras and installing bicycle push-buttons where necessary. Additional pavement markings were added to indicate where loops were located. Once the first phase was completed, brochures were developed to describe how the various technology work and explain how to trigger the detector. Some of the common technical issues with existing infrastructure were more difficult to solve. Adjusting the sensitivity of loop detectors to detect bicycles worked temporarily but was not consistent and is therefore not a long-term solution. Video detectors proved to be much more reliable and easier to maintain and replace.



City of Santa Cruz, California

Best Practices

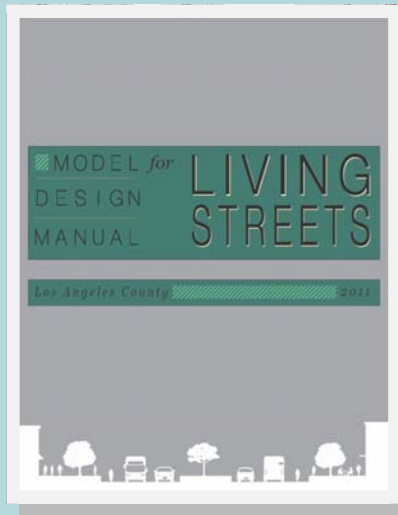
Model Design Manual for Living Streets

In 2011, the Model Design Manual for Living Streets was created for Los Angeles County to function as a tool and resource for local jurisdictions to implement complete streets policies and guidelines in their jurisdictions. The manual explains the concept of complete streets, outlines what key components make up a complete streets policy, provides examples of implementation throughout the country, discusses challenges and barriers to implementation and suggests best practice solutions.

In 2012, the Broward MPO Executive board adopted their Complete Streets Guidelines as a tool for guiding transportation priorities in Broward County. The intent of the guidelines are to assist local governments to modify their standards and manuals to support complete streets principles and provides a template that can be adopted, modified, customized or expanded.

Key Components of the Model Design Manual include:

- The impact of street network and classification on safety and mobility
- Design Components of the Traveled Way
- Intersection Design
- Universal Pedestrian Access
- Pedestrian Crossings
- Bikeway Design
- Transit Accommodations
- Traffic Calming
- Streetscape Ecosystem
- Re-Placing Streets: Putting the Place back in Streets
- Designing Land Use Along Living Streets
- Retrofitting Suburbia
- Community Engagement for Street Design



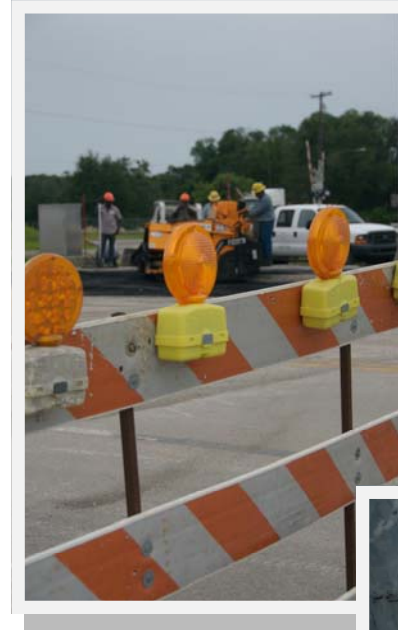
The "public room of the street" is an important public space primarily shaped by the land uses and buildings that enclose it (Credit: Cityworks Design and Michele Weisbart)





Ongoing Efforts

The pedestrian and bicycle safety partners in Lee County are committed to making a difference. This section presents the ongoing efforts that have been recently completed or are currently underway throughout the county.



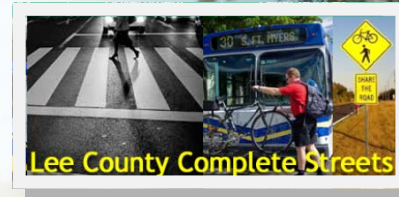
Ongoing Efforts

Lee County Bicycle & Pedestrian Master Plan

The goal of the Lee County Bicycle and Pedestrian Master Plan is to provide an accessible and connected bicycle and pedestrian system via the implementation of short and long-term improvements on the transportation system of Lee County. This plan incorporates the bicycle and pedestrian improvements identified in each of the local jurisdiction's plans and promote connectivity and consistency between the systems. The plan provides an inventory of existing and planned facilities.

Lee County Sustainability Initiative: Complete Streets Program

The Lee County Sustainability Office has been working to complete the streets in Lee County since 2009. Taking a holistic approach, the Complete Streets Team of interdisciplinary stakeholders have been charged with making policy recommendations and revisions to local transportation and land use regulations to serve all road users in the planning of Lee County's built environment.



BikeWalk Lee

BikeWalkLee is a community coalition raising public awareness and advocating for complete streets in Lee County. The organization has been instrumental in moving the county forward in adopting complete streets policies and playing a key role in ensuring local complete streets projects have come to fruition.

Cape Coral Bike-Ped

Cape Coral Bike-Ped is a volunteer organization working in partnership with the City of Cape Coral to make a difference in the way the city improves and builds its bike lanes, paths and sidewalks. Their mission is to develop a system of interconnecting bike and pedestrian routes throughout Cape Coral. The organization identifies potential bike routes and works to assist the City in identifying potential projects for new facilities.

Stay Alive, Just Drive

Stay Alive... Just Drive!, Inc. (SAJD) is a nationally recognized 501(c)3 traffic crash prevention, awareness, and education program aimed at curbing distracted driving and promoting safe driving. Stay Alive... Just Drive has been responsible for programming High Risk Drivers Courses, Young Driver Programs and conducting community outreach throughout the region.



Lee County Community Traffic Safety Team

Lee CTST is responsible for undertaking a multidisciplinary approach to identify safety infrastructure projects throughout Lee County. Site reviews and mini-Road Safety Audits are conducted to support engineering agencies. The CTST program also produces various educational materials for distribution free of charge.

City of Fort Myers Traffic Calming Plan

This project collected data related to speeding traffic on local city streets and formulated a prioritized plan for implementing a wide range of traffic calming improvements throughout the City of Fort Myers.

Fort Myers Beach Public Safety Committee

The Safety Committee was formed in 2012 to address safety issues on Fort Myers Beach. The Committee has identified various improvements that have been implemented on Estero Boulevard, including the installation of new refuge islands and rectangular rapid flashing beacons at two crosswalks, street lighting changes, removal of street signs, installation of safety banners and producing safety brochures.



Current Trends & Issues

Crash statistics in this section were compiled specifically for the Lee Countywide Bicycle & Pedestrian Safety Action Plan. Unless otherwise noted, the data account for a five-year history from January 1, 2006 to December 31, 2010. Crash data was obtained from the Florida Department of Transportation's Crash Analysis Reporting System (CARS) database. This data is endorsed by the Florida Department of Highway Safety and Motor Vehicles and tabulated attributes are consistent statewide. Existing and future population data was obtained from the U.S. Census Bureau.

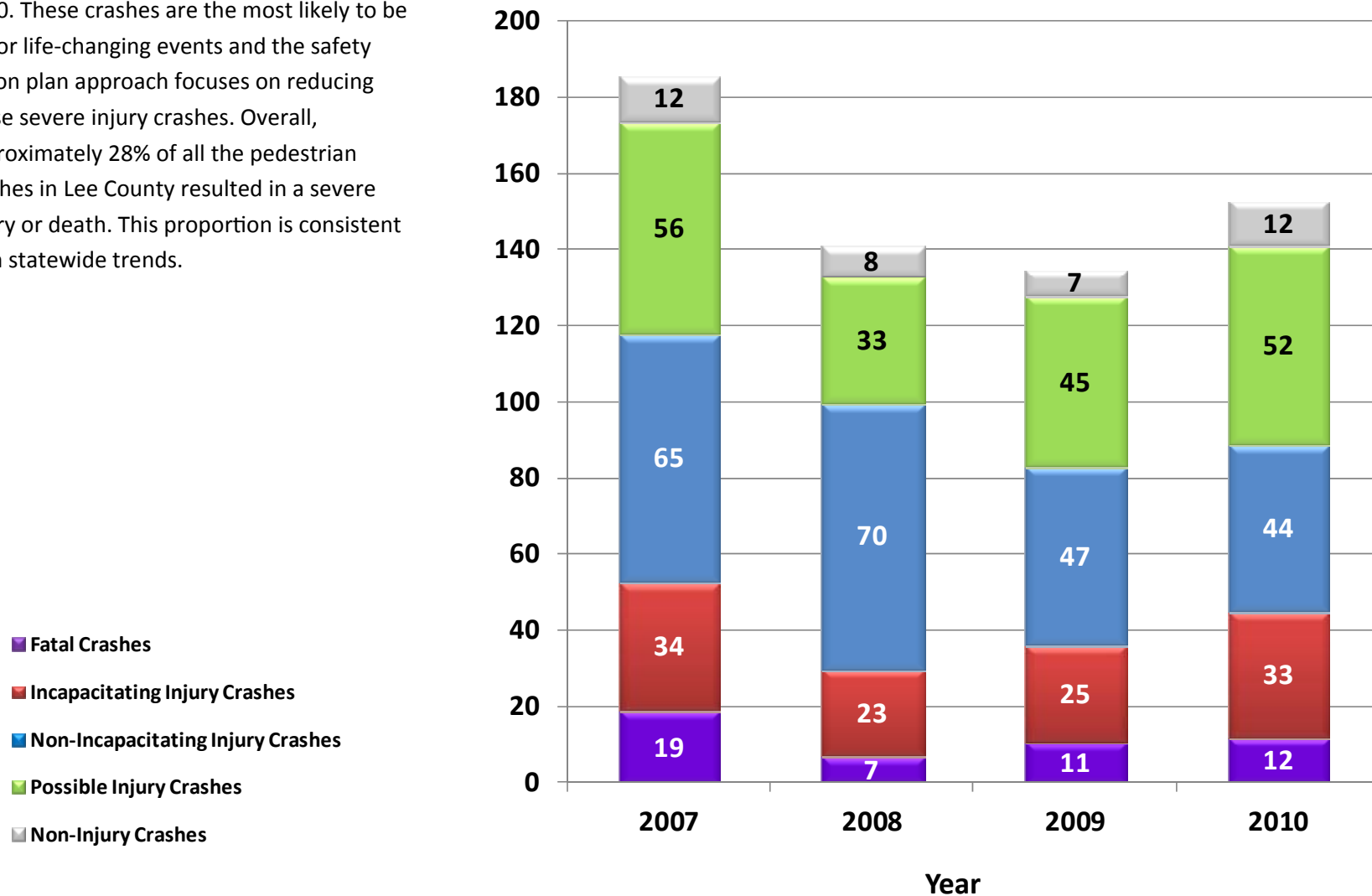
Summaries of the following crash attributes are presented in this section:

- Injury Severity
- Age
- Ethnicity/Race
- Lighting Condition
- Roadway Jurisdiction
- Pedestrian Action
- Impact Location
- Bicycle Direction to Traffic



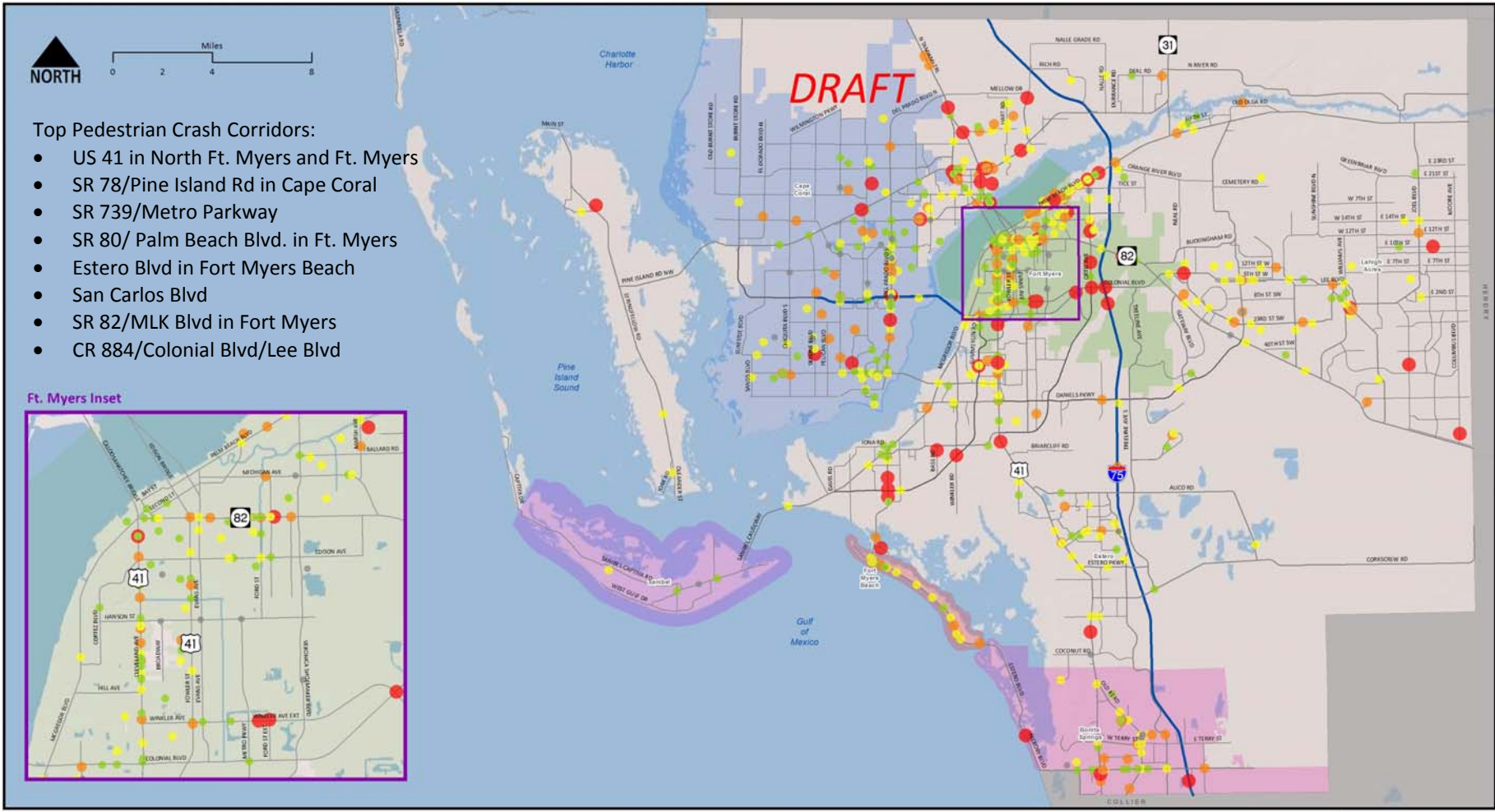
While total reported pedestrian crashes in Lee County dropped between 2007 and 2009, severe injury crashes (fatalities and serious injuries) have been increasing from 2008 to 2010. These crashes are the most likely to be major life-changing events and the safety action plan approach focuses on reducing these severe injury crashes. Overall, approximately 28% of all the pedestrian crashes in Lee County resulted in a severe injury or death. This proportion is consistent with statewide trends.

Figure 1: Pedestrian Crashes by Injury Severity By Year in Lee County (2007-2010)

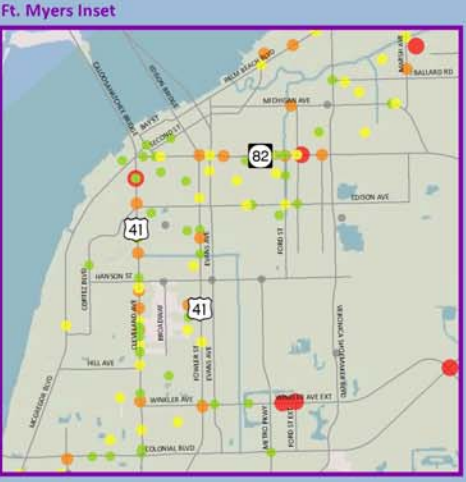


Pedestrian Crashes

The map below displays all reported pedestrian crashes in Lee County by injury severity. Pedestrian crashes are relatively dispersed, with subtle concentrations along US 41 and within the cities and urbanized areas. Approximately 26% of the crashes occurred within the City of Fort Myers city limits. Approximately 20% of the crashes occurred within the City of Cape Coral city limits.



- Top Pedestrian Crash Corridors:
- US 41 in North Ft. Myers and Ft. Myers
 - SR 78/Pine Island Rd in Cape Coral
 - SR 739/Metro Parkway
 - SR 80/ Palm Beach Blvd. in Ft. Myers
 - Estero Blvd in Fort Myers Beach
 - San Carlos Blvd
 - SR 82/MLK Blvd in Fort Myers
 - CR 884/Colonial Blvd/Lee Blvd



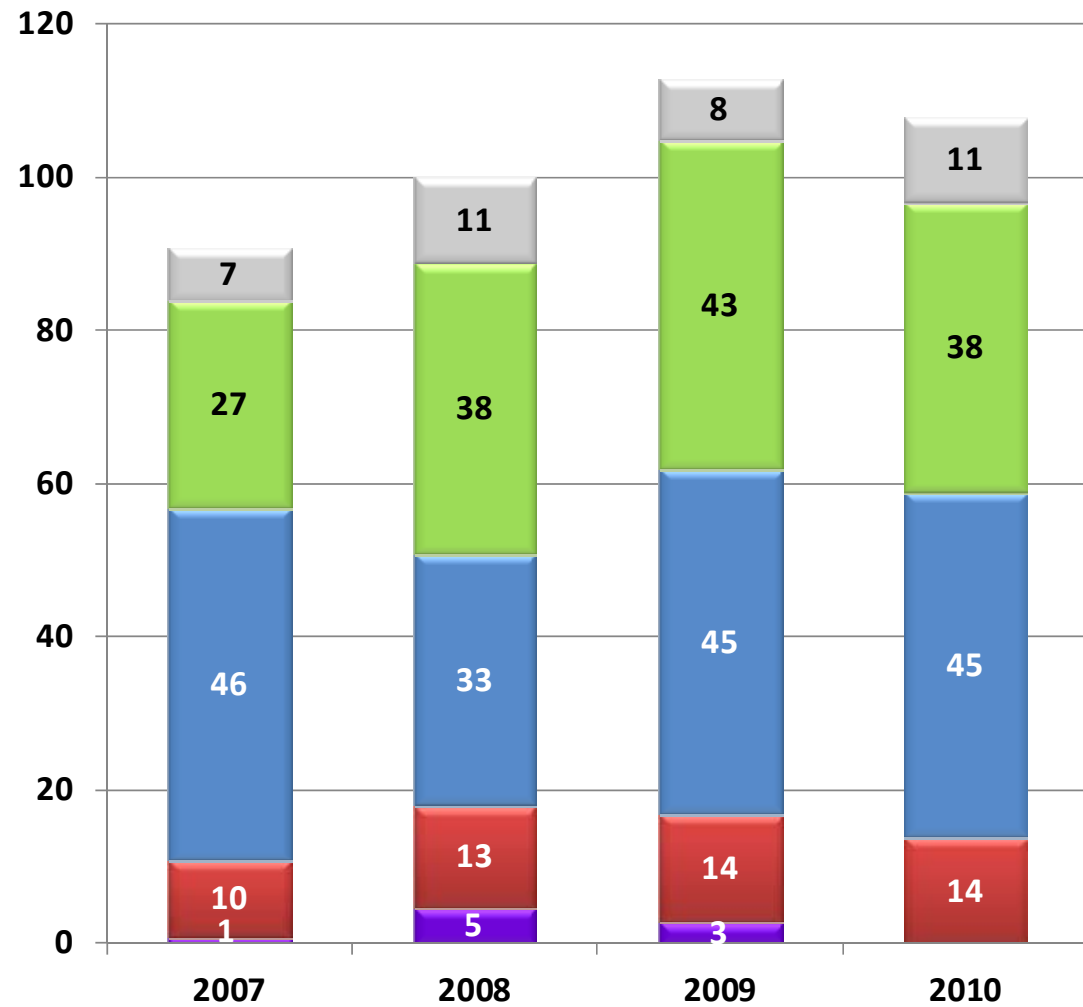
Lee Countywide Bicycle & Pedestrian Safety Action Plan
Map 1: Pedestrian Crashes (2007-2010)

- No Injury
- Possible Injury
- Non-incapacitating Injury
- Incapacitating Injury
- Fatality

LEE COUNTY MPO METROPOLITAN PLANNING ORGANIZATION
 Tindale-Oliver & Associates, Inc. Planning and Engineering

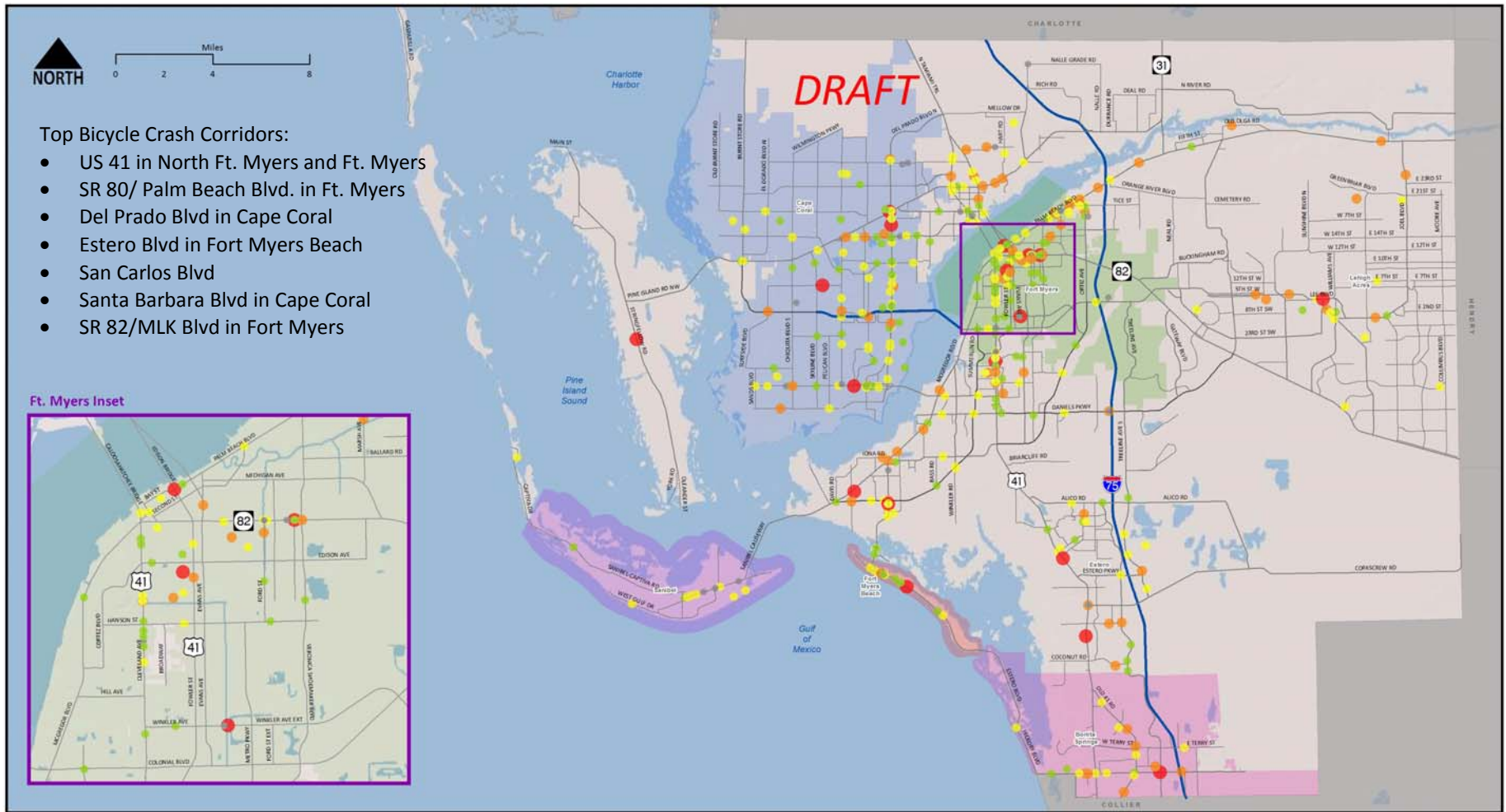
Reported bicycle crashes in Lee County have been increasing between 2007 and 2010, severe injury crashes (fatalities and serious injuries) have been increasing from 2008 to 2010. There were no bicycle fatalities in Lee County in 2010.

Figure 2: Bicycle Crashes by Injury Severity By Year in Lee County (2007-2010)



Bicycle Crashes

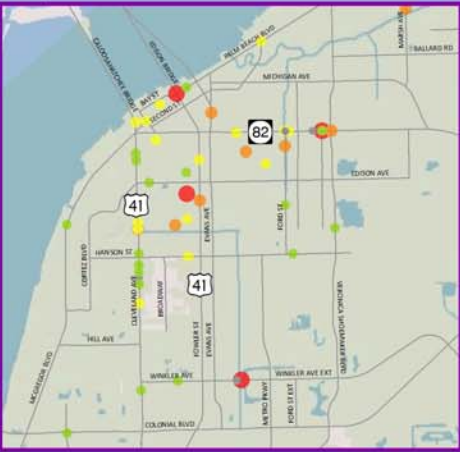
The map below displays all reported bicycle crashes in Lee County by injury severity. Bicycle crashes are concentrated along US 41 and within the cities and urbanized areas. Approximately 22% of the crashes occurred within the City of Fort Myers city limits. Approximately 25% of the crashes occurred within the City of Cape Coral city limits.



Top Bicycle Crash Corridors:

- US 41 in North Ft. Myers and Ft. Myers
- SR 80/ Palm Beach Blvd. in Ft. Myers
- Del Prado Blvd in Cape Coral
- Estero Blvd in Fort Myers Beach
- San Carlos Blvd
- Santa Barbara Blvd in Cape Coral
- SR 82/MLK Blvd in Fort Myers

Ft. Myers Inset



Lee Countywide Bicycle & Pedestrian Safety Action Plan
Map 2: Bicycle Crashes (2007-2010)

- No Injury
- Possible Injury
- Non-Incapacitating Injury
- Incapacitating Injury
- Fatality

LEE COUNTY
MPO
MULTI-MODAL PARTNERS FOR PROGRESS

Tindale-Oliver
 & Associates, Inc.
Planning and Engineering



The charts below display the reported pedestrian crash breakdown by age of driver and by age of pedestrian. The 26-50 driver age group is involved in the greatest share of pedestrian crashes. The same pedestrian age group is also the most likely to be involved in a crash as a pedestrian.

Figure 4: Pedestrian Crashes by Age of Driver (2006-2010)

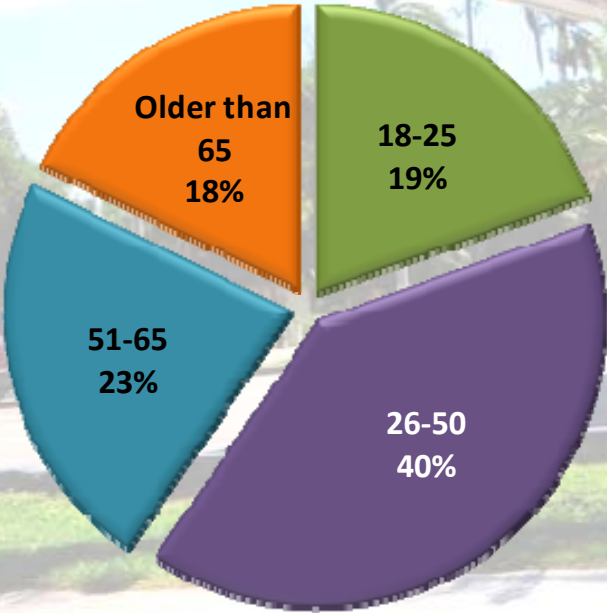
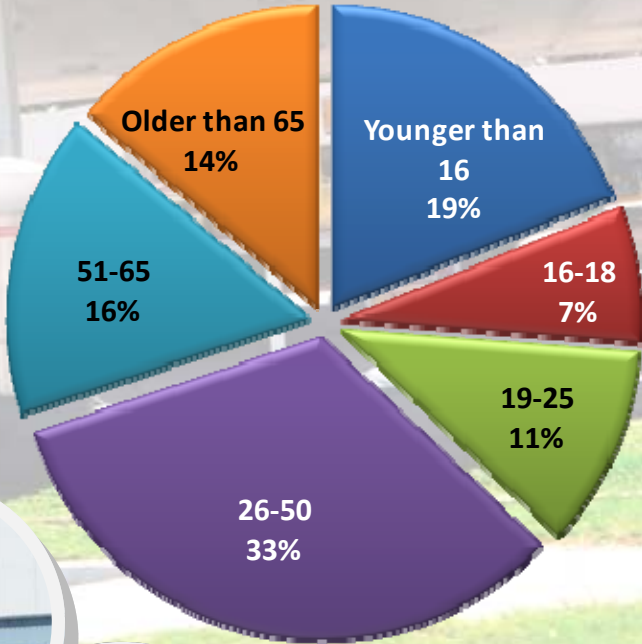


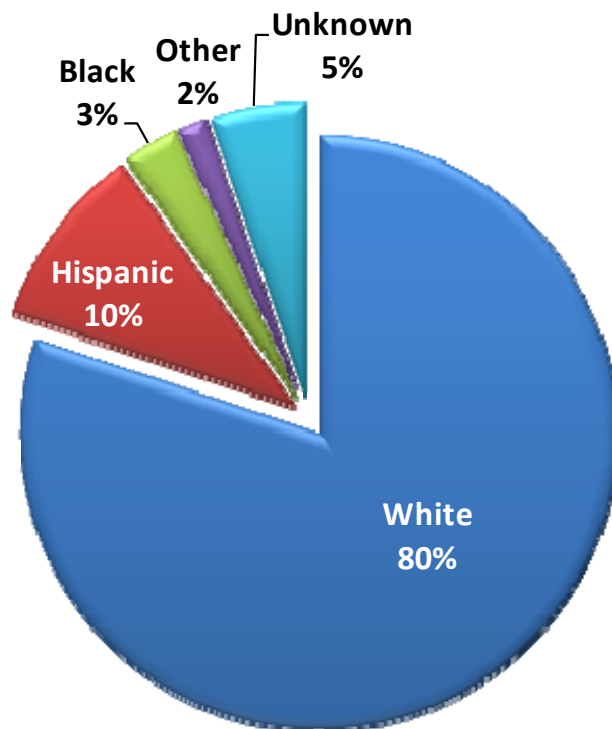
Figure 5: Pedestrian Crashes by Age of Pedestrian (2006-2010)



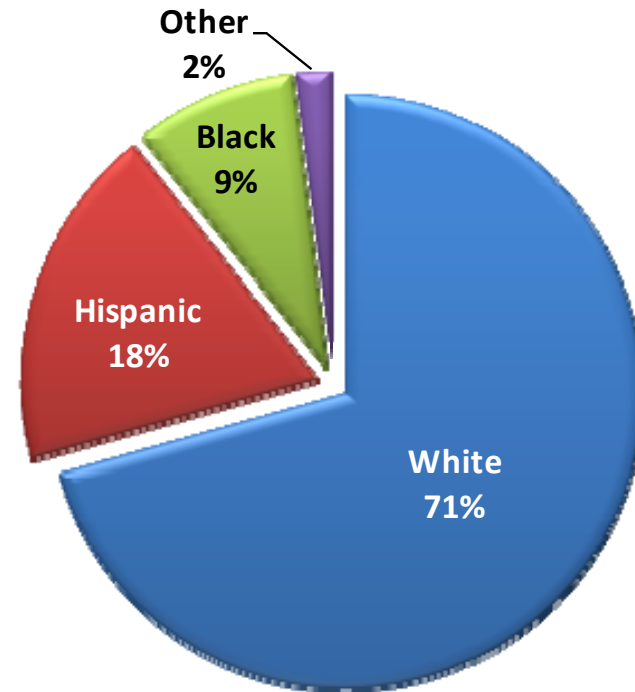
Crash Attribute: Race/Ethnicity

The chart below displays reported pedestrian crashes by race/ethnicity of pedestrian. When comparing this chart to the population distribution of Lee County, we see an over-representation in the “White” race/ethnic category.

Figure 6: Pedestrian Crashes by Race/Ethnicity of Pedestrian (2006-2010)



Lee County Population Breakdown: Race/Ethnicity (2010)

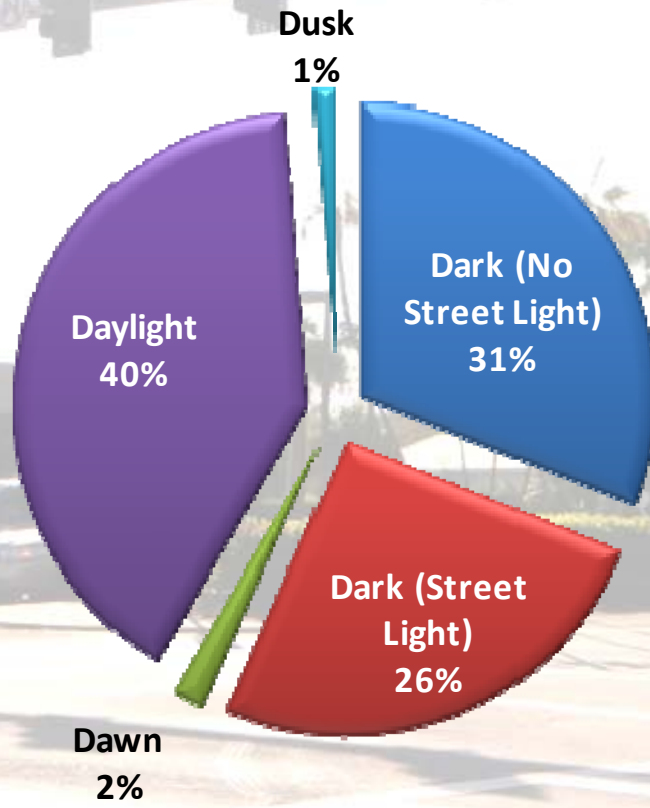


Source: United States Census Bureau

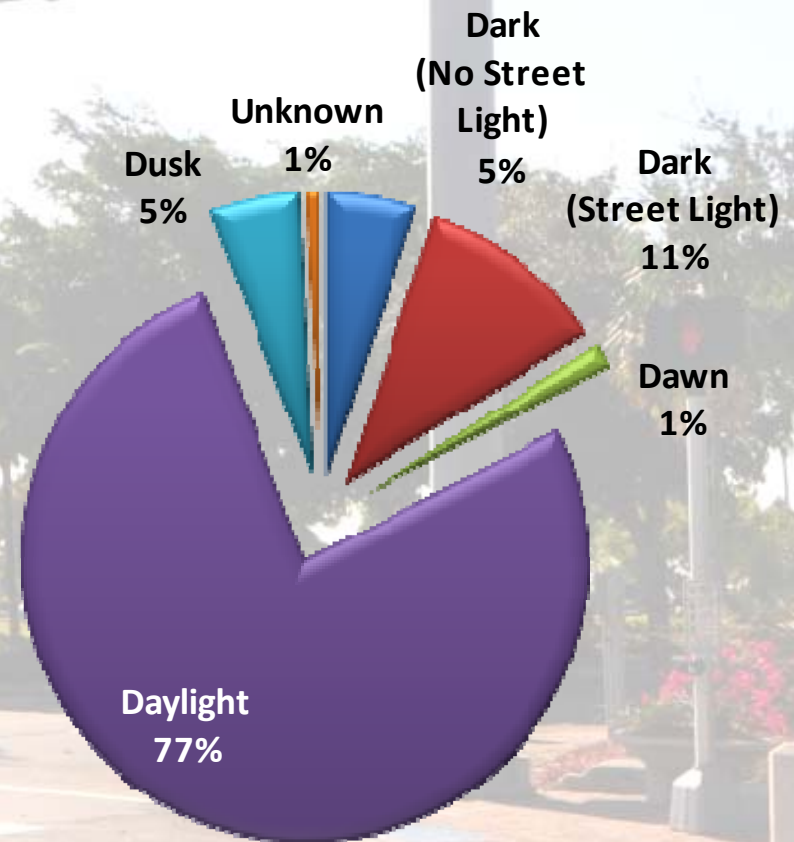
Crash Attribute: Lighting Condition

The chart below displays reported pedestrian and bicycle crashes by the lighting condition at the time of the crash. Over half of all pedestrian crashes occur at night. The vast majority of bicycle crashes occur during the daylight hours.

Pedestrian Crashes by Lighting Condition



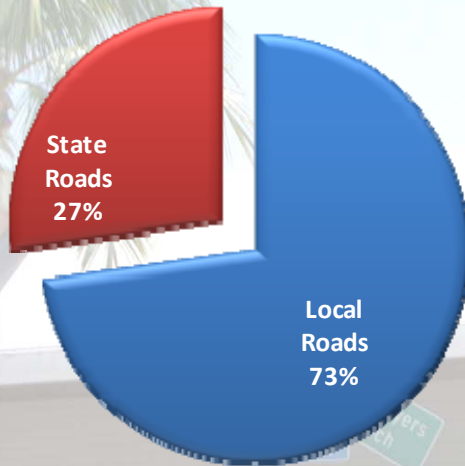
Bicycle Crashes by Lighting Condition



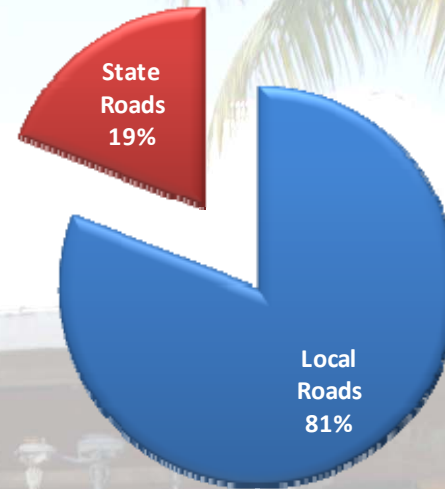
Crash Attribute: Roadway Jurisdiction

The vast majority of all reported bicycle and pedestrian crashes occur on local roadways in Lee County—this includes roadways maintained by the County as well as the municipalities. When considering only fatal and severe injury crashes, a much greater proportion occur on the state highway system.

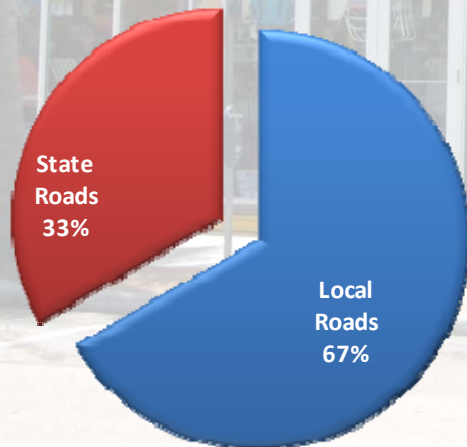
All Reported Bicycle Crashes by Roadway Jurisdiction (2007-2010)



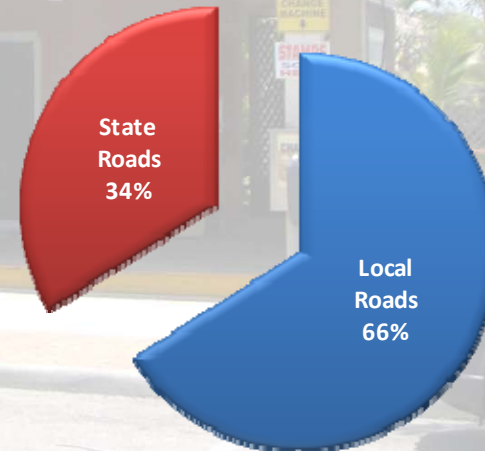
All Reported Pedestrian Crashes by Roadway Jurisdiction (2007-2010)



Fatal & Severe Injury Bicycle Crashes by Roadway Jurisdiction (2007-2010)



Fatal & Severe Injury Pedestrian Crashes by Roadway Jurisdiction (2007-2010)



Crashes by Pedestrian Action (2006-2010)

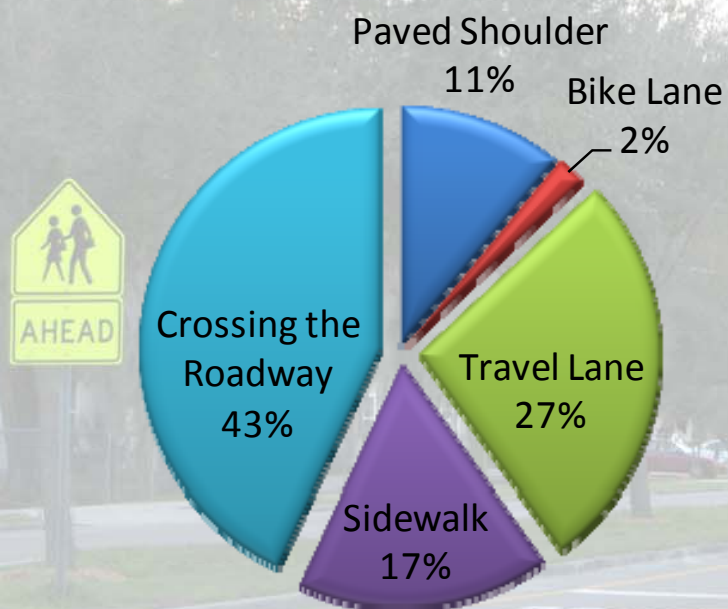
Half of all reported pedestrian crashes occur when a pedestrian is attempting to cross the roadway. Of those crashes, most occur mid-block. Half of all pedestrian crashes occur when a pedestrian is walking along the roadway.



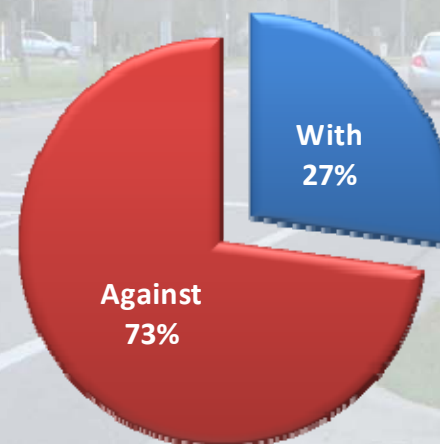
Crash Attribute: Bicycle Direction/Impact Location

The majority of all reported bicycle crashes occur when a bicyclist is crossing a road. This can be attributed to a combination of factors such as wrong way riding, vehicles not coming to a complete stop at intersections and distracted driving.

Bicycle Crashes by Impact Location (2007-2010)



Bicycle Crashes by Bicycle Direction (2007-2010)



Outreach Efforts

Technical Stakeholder Training

December 11 & 12, 2012

9:00 AM—5:00 PM

Lee County Tax Collector's Office—3rd Floor Conference Room
2480 Thompson Street
Fort Myers, Florida 33901

Two days of technical stakeholder training were held as part of the Lee Countywide Bicycle & Pedestrian Safety Action Plan. These courses were designed to target the needs of local practitioners, law enforcement officers, and community members by identifying effective techniques to address bicycle and pedestrian safety issues. It is also intended to assist agencies in further enhancing existing bicycle and pedestrian safety programs and activities, including identifying safety problems, analyzing crash information, and selecting optimal solutions. Attendees were engineers, planners, traffic safety and enforcement professionals, public health and injury prevention professionals, and decision makers who have the responsibility of improving pedestrian and bicycle safety at the local level. Strategies focused on four themes: engineering/infrastructure, education, enforcement and emergency medical services. The following subjects were covered as part of this training:

- **Walking/Riding Along The Road:** Understanding the intent of a pedestrian/bicyclist, How do bicycle and pedestrian facilities improve safety and mobility.
- **Crossing Principles:** Why do people cross the roadway? Pedestrian/bicyclist traffic generators and land use patterns.
- **Crossing Countermeasures:** How can we prevent people from crossing, how can we make it easier for them to cross at existing designated crosswalks, and how can we make it safer for them if they do decide to cross at an undesigned location.
- **Intersection Geometry:** Intersection design greatly impact pedestrian and bicycle safety both at and adjacent to the intersection; intersections are planned conflict points and a pedestrian or bicyclist must judge traffic approaching from every direction.
- **Interchanges & Roundabouts:** Alternative intersections can be designed to support pedestrians and bicyclists.

- **Transit & Road Diets:** Transit supports and facilitates pedestrian/bicycle mobility. Every transit stop is a potential crossing location. When vehicle traffic is below the roadway's existing capacity, removing/reducing the number of lanes may mitigate speeding traffic and provide right-of-way for enhanced pedestrian facilities.
- **Law Enforcement & Education:** Engineers rely on laws to be followed and enforced. Law enforcement relies on the courts to uphold citations. All safety partners must be educated on the laws and principles behind safety. All stakeholders should work together to realize a change.
- **Funding:** What are our options for funding at the local, state and national level? Infrastructure improvements, education activities, enforcement campaigns.



Outreach Efforts

Technical Stakeholder Workshop

January 8, 2013

1:00 PM—5:00 PM

Florida Department of Transportation—District 1 SWIFT Office
10041 Daniels Parkway Ft. Myers, Florida

A half-day workshop was conducted as part of the Lee Countywide Bicycle and Pedestrian Safety Action Plan. The purpose of the workshop was to identify the safety issues and crash patterns specific to Lee County and discuss potential strategies that address these issues. Stakeholders were asked to provide input with regard to the types of strategies that will provide the greatest impact in Lee County. Potential strategies addressed infrastructure needs, educational outreach efforts and enforcement support.

It was determined that the goal of this action plan be to reduce fatal and severe injury crashes by 5% within a one-year timeframe. For each following year, the goal reduction will increase by one percentage point.

A wide range of potential strategies were proposed and discussed, however this effort focused only on strategies that would provide the greatest impact on reducing fatal and severe injury crashes based on crash patterns in Lee County.



Based on this focus, strategies were selected and incorporated into the Action Plan presented on page 7 of this document. The following key points were discussed:

- The installation of additional facilities is needed to elevate bicycle and pedestrian mobility in the county. However, patterns in the crash data lead us to believe that efforts should also be focused on addressing systemic problems where risky behavior or under-design leads to fatalities and severe injuries. For example, approximately half crashes occur when a pedestrian or bicyclist crosses the path of a motor vehicle. This plan seeks to address those systemic issues in Lee County—such as ensuring pedestrians can cross the street safely—that will likely prevent a fatality or severe injury in the future.
- Focus on short-term actionable tasks that can be completed.
- There are many safety partners and groups, but a coordinated plan is needed. Assign responsibilities and tasks to each stakeholder group.
- Excessively high vehicular speeds on urban arterials degrade the pedestrian and bicycle experience and threaten safety. Engineering efforts should focus on redesigning roadways to encourage lower design speeds in urban areas. Education and Enforcement should support these endeavors by ensuring that all road users respect one another and that they share the road.
- Context-sensitive complete streets should be a countywide objective.
- Traffic laws are the underpinnings of engineering standards. Many legal assumptions about pedestrian and bicycle behavior are made during the roadway design process. These assumptions are made based on the traffic safety laws that guide each road user's behavior. Good engineering designs can be rendered meaningless when traffic safety laws are not followed, enforced or upheld. Provide training to law enforcement and judiciary to ensure that they understand the relationship between traffic laws, road user safety and engineering standards.

Outreach Efforts

Public Workshop

April 17, 2013

5:00 PM—7:00 PM

United Way Facility

7273 Concourse Drive Ft. Myers, FL 33908

An evening workshop was held on April 17, 2013 to present draft action items to stakeholders and interested citizens. Attendees gave feedback on each action item and discussed how to make each action item meaningful and impactful in accomplishing the goal of reducing fatal and severe injury crashes involving bicyclists and pedestrians. This feedback and guidance was invaluable to the creation of this action plan. General thoughts and concerns expressed at the workshop included:

- Data accuracy and availability should be added as a new action item.
- Focus on accountability of stakeholders in accomplishing their individual tasks. This is essential to take advantage of limited resources.
- Focus on collaboration and working together instead of working in silos—a coordinated multidisciplinary approach.
- Take ownership of the problem.
- Focus on accessibility for disabled users.
- Keep elected officials informed and engaged throughout the process.
- More emphasis on engaging law enforcement—keep them involved and informed and use their first-hand knowledge. Help them enforce pedestrian and bicycle safety laws.



Outreach Efforts

The following stakeholders were engaged in the stakeholder outreach efforts and involved in the creation of this action plan:

| | Last | First | Agency/Org. |
|----|-----------|---------|---|
| 1 | Amig | Gary | FDOT District 1 Traffic Operations |
| 2 | Anderson | Jay | Stay Alive... Just Drive!, Inc. |
| 3 | Armstrong | Debbie | Collier County Growth Management Division |
| 4 | Bernardo | Kathy | CapeCoralBikePed |
| 5 | Briggs | Marion | MPO/CAC |
| 6 | Bultman | Sydni | Lee Memorial Health System |
| 7 | Butcher | Bruce | FMB PSC |
| 8 | Calvert | Daniel | Lee County Parks & Recreation |
| 9 | Clarke | Sarah | Lee DOT |
| 10 | Dolan | Michael | Naples Pathways Coalition, Inc. |
| 11 | Farheen | Swara | City of Fort Myers |
| 12 | Fewell | Donnie | Lee Sheriff |
| 13 | Frye | Nancy | Collier County |
| 14 | Gaither | Wayne | LeeTran |
| 15 | Gardner | Robert | City of Fort Myers |
| 16 | Gasperini | Gary | City of Cape Coral Public Works |
| 17 | Getch | Andy | Lee DOT |
| 18 | Gnjidic | Marinko | City of Fort Myers |
| 19 | Gogoi | Ron | Lee MPO |
| 20 | Henault | Donna | |
| 21 | Henault | George | |
| 22 | Jansen | Stephen | Lee DOT |
| 23 | Jarvi | Reed | Collier County |
| 24 | Jones | David | FDOT District 1 Safety Office |
| 25 | Kazemi | Saeed | City of Fort Myers |
| 26 | Kevow | Benny | SWF AOA |
| 27 | khawaja | Anthony | Collier County |
| 28 | Lamey | Jason | Lee County Parks & Recreation |
| 29 | Lane | Dave | |
| 30 | Layman | Sarah | Collier MPO |

| | Last | First | Agency/Org. |
|----|------------|-----------|---|
| 31 | Letourneau | Darla | BikeWalkLee |
| 32 | Lewis | Cathie | Town of Fort Myers Beach |
| 33 | Limbaugh | Johnny | FDOT Southwest Area Office |
| 34 | Martinez | Chris | City of Cape Coral Public Works |
| 35 | Miller | Bryan | Lee DOT |
| 36 | Moser | Dan | Lee Bicycle Pedestrian Coordinating Committee |
| 37 | Muller | Russ | FDOT District 1 |
| 38 | Nappi | Gabe | City of Cape Coral Public Works |
| 39 | O'Grady | Patrick | Cape Coral Police Department |
| 40 | Overmyer | Josh | Town of Fort Myers Beach |
| 41 | Papp | Lucy | Florida Highway Patrol |
| 42 | Petracca | Dennis | Lee Sheriff |
| 43 | Phelan | Rob | Lee DOT |
| 44 | Pierce | Ann | BikeWalkLee |
| 45 | Raimondo | Brian | Lee MPO |
| 46 | Reese | Michelle | Naples Pathways Coalition, Inc. |
| 47 | Rodriguez | Jay | Fort Myers Police Department |
| 48 | Scollen | Jim | Lee MPO Local Coordinating Board |
| 49 | Smith | Stephanie | City of Cape Coral Public Works |
| 50 | Taylor | Laurie | City of Cape Coral Public Works |
| 51 | Tesoro | Mark | Lee Memorial Health System |
| 52 | Tisch | Michael | Lee DOT |
| 53 | Tully | Adam | SWFRPC |
| 54 | Ulrich | Michael | Southwest Florida Council of the Blind |
| 55 | Webb | Jean | Town of Fort Myers Beach |
| 56 | Wuerstle | Margaret | Southwest Florida Regional Planning Council |
| 57 | Young | Pat | CapeCoralBikePed |
| 58 | Zambrano | Persides | City of Cape Coral Public Works |
| 59 | Pierce | Michael | Center for Independent Living Gulf Coast |
| 60 | Bullert | Benjamin | City of Fort Myers |
| 61 | Cancel | Avelino | City of Fort Myers |

Implementation of Action Items

This section outlines the current status and ongoing efforts for implementing the Action Items. The MPO staff will periodically update this section to keep the Board, Committees and the public informed of ongoing efforts the scheduling of upcoming activities and the reporting of crash analysis.

Implementing Safety Improvements - One of the recommendations from the CAC was to start with identifying the top ten intersections for bicycle and pedestrian crashes and then implement solutions that serve as the demonstration projects for Action Items 8, 9, 10, 11, 12, and 13 on the Action Items list. The review of those intersections will start with the scheduling of Road Safety Audits that are focused on Bicycle and Pedestrian issues. The MPO is proposing to use one of its General Planning Consultants to work with the CTST and other stakeholders to facilitate, provide recommendations and put together a report on the reviews. The list of intersections/links to start with have been reviewed by the BPCC, TAC and CAC to start with are listed below:

- US 41 and Six Mile Cypress Parkway
- US 41 and Pondella Road
- Lee Boulevard and Gunnery Road
- Colonial Boulevard and Six Mile Cypress Pkwy.
- SR 78 and Santa Barbara Boulevard
- Old US 41 and Bonita Beach Road
- US 41 and Sanibel Boulevard
- SR 80 and Marsh Avenue
- Business US 41 and Mariana Avenue
- Veterans and Santa Barbara
- College Parkway

Crash Data Analysis – The bicycle and pedestrian fatalities will be reported by the MPO on an ongoing basis using the daily reports and coordinating with Lee County on their data collection activities. The MPO will also analyze and report the fatalities and serious injuries from the University of Florida Signal Four Analytics Crash System on a quarterly basis to help determine focus areas



Implementation of Action Items

and any recent trends we should be aware of. The quarterly reports will be presented at the BPC meetings for review and input.

Each year, an end of year analysis will be done to report the results and to compare them to the Action Plan Goals. The end of year reports will be presented to all of the Committee's and the MPO Board. In addition to the crash analysis, the end of year report will also include a progress report on the Action Plan items, the facilities that have been built over the last year and recommendations to incorporate in the Action Plan implementation section based on the data analysis. The crash data analysis will include updating the maps and graphics that will be included in the implementation section showing where the crashes occurred, graphs of how we compare to state and national averages and any trends/conditions that would help to update action items or to develop new ones.

Enforcement Activities – The Action Item list included statements on going after grants for overtime enforcement activities. From staff's discussion on this item, the addition of funding for overtime is not dealing with the problem, which is a shortage of staffing to do the enforcement activities (and there are plenty of other overtime opportunities). Staff asked about using the funding to hire officers that would conduct the enforcement activities but the caveat is that the agency would be required to keep them on long term and currently the budgets do not make this a reality. At this point staff is recommending that the implementation section include a kick-off/coordination meeting scheduled by December to identify a corridor specific enforcement activity. The focus would be on one corridor to show some positive results that might give us some momentum to increase this in the future. This should also touch on safety issues that affect drivers, bicyclists and pedestrians such as right turn on red without stopping or speeding. From the data analysis that was done previously, this should be on US 41, SR 78 (Pine Island Road), Colonial Boulevard or Del Prado Boulevard as a starting point. In addition, the coordination meeting should be an opportunity for staff to get additional information on what enforcement activities are currently being done and how effective have they been at solving some of the issues that have been identified in the Plan.

Press Kit – A press kit will be developed by the MPO, with the assistance of its partners, by the beginning of season.

Bicycle, Pedestrian and Safety Improvements Funding to Supplement Resurfacing Projects – In conjunction with the development of priorities this year, the MPO will identify a portion of the box funds that will be used to supplement resurfacing projects similar to how the Polk MPO handles this process.





For more information on the Lee Countywide Bicycle & Pedestrian Safety Action Plan, contact:

Don Scott, Executive Director
Lee County Metropolitan Planning Organization
P.O. Box 150045 Cape Coral, Florida 33915-0045
(239) 330-2241 dscott@leempo.com

SAFE ROUTES TO SCHOOL PROJECT SELECTION SUBCOMMITTEE

RECOMMENDED ACTION This is not an action item. There will be a discussion on the formation of a subcommittee for the initial selection of candidate SRTS projects.

The Lee County School District normally contacts the local governments at this time of the year for developing an initial list of SRTS projects for preparing and submitting applications for TAP and other funding that may be available through the MPO priority process. At the September 24th meeting, there will be discussion on forming a BPC subcommittee including the representatives of local government agencies and School District to identify this initial list of SRTS projects. Forming a subcommittee and advertising the meeting is being considered so that we do not violate Florida Sunshine Law.

INFORMATION AND DISTRIBUTION ITEMS

- A. Lee County MPO Bicycle-Pedestrian and Funding: Existing Prioritization and Funding Process.
- B. Lee County MPO Bicycle-Pedestrian Prioritization and Funding: Federal Funding Review.
- C. August 27 BPCC Presentation on Prioritization and Funding.



Date: September 10, 2013

To: Don Scott and Ron Gogoi, Lee County Metropolitan Planning Organization

From: Ned Baier, Jacobs, and Brad Davis, Alta Planning + Design

Re: Lee County MPO Bicycle-Pedestrian Prioritization and Funding | Existing Prioritization and Funding Process

Overview

The new federal transportation reauthorization, Moving Ahead for Progress in the 21st Century (MAP-21) is a game changer for those using federal funds for transportation improvements. These changes apply to every level of government including federal, state, regional and local agencies and departments. The changes have important implications for everyone involved in the federal transportation funding process that seek to secure funding for implementation of transportation projects.

With MAP-21, funding programs, prioritization criteria, and eligibility requirements have substantially changed. This is particularly true for projects that address bicycle and pedestrian improvements. Previous federal funding programs that served as dedicated funding sources for bicycle and pedestrian projects have been consolidated or changed significantly. For the Lee County MPO and its jurisdictions, clearly identifying what funds are available for what purposes will be a crucial step in strategically advancing Lee County's bicycle and pedestrian improvement goals.

Additionally, the Lee County MPO has made significant advances in bicycle and pedestrian policy and project implementation. Advances include the development and adoption of the first countywide bicycle and pedestrian master plan, adoption of a Complete Streets policy, and the programming and construction of significant bicycle and pedestrian projects through the MPO priority process. Even with these successes, there are still many projects that are needed to meet the regional and local goals for bicycle and pedestrian improvements.

The Lee County MPO has asked a consultant team, led by Jacobs in partnership with Alta Planning + Design, to help align the MPO's prioritization and funding process with these local and federal changes. Doing so will help the Lee County MPO and its member jurisdictions better compete for available funds for bicycle and pedestrian improvements. In order to improve the process, the existing process must be well understood in terms of its structure as well as its current effectiveness.

This memo summarizes the existing process in terms of its features and requirements as well as how stakeholders perceive and understand the process. The findings are summarized in subsequent sections that include the following:

- Summary of Existing Prioritization and Funding Process Assessment
- Review of Existing Funding Process
- Review of Existing Project Prioritization Process
- Review of Lee County MPO Bicycle and Pedestrian Goals
- Summary of Stakeholder Interviews

Summary of Existing Prioritization and Funding Process Assessment

During the stakeholder interviews and the planning team's review of the existing prioritization and funding process, several key themes emerged related to process, funding and project prioritization. These themes are summarized below and discussed in more detail in the subsequent sections of this memo.

Key Process Findings

Overall, there is a general feeling that the process of identifying, prioritizing and funding projects requires change. The challenge is how much change is required relative to federal funding changes and local need. For some, the entire process needs to be re-created. For others, small changes could help improve implementation. Below are some of the common trends identified during the review.

Stakeholders have a strong understanding of their portion of the process, but often have a hard time understanding the entire process. Many of the stakeholders expressed a desire for a refined process that is more easily understood and administered.

Everyone involved in the process is attuned to local need. From advocates to local officials to regional and state administrators, everyone interviewed is acutely aware of the local bicycle and pedestrian needs in Lee County.

There is a sense the existing process is not achieving the established regional goals for bicycle and pedestrian improvements. For some, there is a feeling that the goals, policies and objectives for the regional and local bicycle and pedestrian plans are lost in the process.

The biggest infrastructure need based on projects submitted by local governments is for sidewalks. This trend highlights a local need for pedestrian improvements, particularly under-served areas. However, this local need is competing with need for regional connectivity in the bicycle and pedestrian network.

Key Funding Findings

The one point of agreement among all of the stakeholders interviewed is that federal funds are necessary for the Lee County MPO to meet its bicycle and pedestrian goals. Federal funds play a significant role in expanding and improving the bicycle and pedestrian network. However, using federal funds can be a long and burdensome process, particularly for local jurisdictions and agencies that have limited staff resources to manage projects funded with federal money through the Local Agency Program (LAP) process. Below is a summary of common trends identified during the review.

Having sufficient local matching funds is not a major issue. Local jurisdictions appear to have sufficient funds to meet local match requirements for federal funds. Some of the local jurisdictions are electing to use their own local money, from general funds or other resources, to fund bicycle and pedestrian projects rather than use federal funds. The main reasons expressed are that some bicycle and pedestrian projects are not large enough in budget and scope to warrant going through the funding process required for federal funds or there is increased flexibility and decreased time frames to implement projects with local funds.

The Local Agency Program for Federal Aid Projects, or LAP, can be a barrier for local jurisdictions to use federal funds for bicycle and pedestrian projects. While not a requirement for funding or a funding source, using the LAP program is a requirement for local governments to receive and administer projects that are federally funded. Going through the LAP process is time and funding intensive. For local jurisdictions that have sufficient staff capacity and resources, using the LAP program to manage the construction of a project is not a barrier for implementation. However local jurisdictions with constrained staff capacity and resources are weighing the time and cost commitment relative to using locally available funds, which do not require the LAP process. This approach means that some projects that would otherwise qualify for federal funding are not being submitted by local jurisdictions for funding.

MPO staff are an important resource in linking federal funding programs to local projects. They are very knowledgeable about funding levels, program requirements and administrative procedures at the local, regional and state level are changing from year to year. Additionally, they are important because they administer the application and project selection process.

Some local jurisdictions depend on federal funds to address local and regional needs. Local jurisdictions are applying for federal funds for bicycle and pedestrian projects that address projects identified in the Lee County MPO Bicycle Pedestrian Master Plan, locally adopted bicycle and pedestrian master plans, or local needs that are not part of an adopted bicycle and pedestrian plan.

Review of Existing Funding Process

The current funding process for bicycle and pedestrian projects for the Lee County MPO is a coordinated effort between local governments, the Lee County MPO, FDOT, the Lee County MPO Bicycle Pedestrian Coordinating Committee (BPCC) and the Collier MPO Pathways Advisory Committee (PAC). The process is used to identify, prioritize and select bicycle and pedestrian projects that can be funded by Transportation Alternative Program (TAP) funds and Multi-Modal Enhance Box Funds (see the summary of the Multi-Modal Enhancement Box Funds at the end of this section for more details on this funding source), which come from Surface Transportation Program (STP).

The current process is a four step process that includes the following phases:

- Project Solicitation
- MPO and FDOT Pre-Application Review
- Application Completion and Project Evaluation
- Project Prioritization and Approval

The steps in the process are summarized in more detail in the subsequent sections.

With regards to programming of funds, federal funds are available for spending in a future year within the FDOT 5-year Work Program. This means that while project priorities are set in a current year, the funds used to program these projects are always programmed in a future year of the Work Program e.g. funds for a project may be assigned to a project programmed in 2013 but the project may not be funded and completed until 2018.

Under SAFETEA-LU, each MPO in FDOT District One would typically get up to \$400,000, and the rural counties \$300,000 annually in Transportation Enhancement Activity (TEA) Program funds. In 2009, FDOT District One adopted a policy that put all of the TEA funds available to the District One MPOs and rural counties for a fiscal year into a single pot for funding bicycle and pedestrian projects. These projects were programmed through each MPO prioritization process in a subsequent year. The funds were available for implementation for both local and regional projects, with the latter requiring an MPO to partner with an adjacent MPO to identify and prioritize regional projects jointly. For the Lee County MPO, it partners with the Collier County MPO.

This policy changed with the passage of MAP 21 and the establishment of a Transportation Alternatives (TAP) Program which replaced the TEA Program. With MAP-21, MPOs with populations over 200,000 receive a direct sub-allocation of TAP funds to implement locally produced projects. Currently, FDOT District One has not provided policy guidance stating whether they will spend their share of the State portion of TAP funds to implement regional projects.

Project Solicitation

The process is initiated by the Lee County MPO with a solicitation for project proposals, typically in the fall. The application packet includes the following:

- Key Points to Remember list
- FDOT Pre-Application Form
- Project Selection and Implementation Guidance for Transportation Alternative and Multi-Modal Enhancement Box Funds description
- List of TAP Program– Eligible Activities description (the MPO listed the TE eligible activities until 2012 application cycle)

The MPO uses the Transportation Advisory Network and its committees to advertise the solicitation. It should be noted that this process does not include solicitation for regional projects. These candidate projects are selected by the Lee County MPO Bicycle Pedestrian Coordinating Committee and Collier MPO's Pathway Advisory Committee at a joint meeting. The candidate projects must be identified in the Bi-County Regional Pathways Network Map.

MPO and FDOT Pre-Application Review

Once pre-applications have been submitted, MPO staff reviews them for completeness, eligibility and consistency with MPO plans. If issues are identified with a pre-application, MPO staff works with the applicant to resolve the issues. Project proposals with significant issues that cannot be resolved or projects that can be addressed through another funding program are dropped from further consideration for the current application year. However, they may be revised and re-submitted in a future year.

Once pre-applications are determined to be complete, they are sent to FDOT for document review, on-site review, and development of project costs. During the first quarter of the year, the MPO, FDOT and project applicants coordinate to resolve any issues emerging from the project reviews. Once the review is completed and the projects deemed construction feasible, MPO staff coordinates with the applicants for submission of completed applications for project evaluation and ranking.

Application Completion and Project Evaluation

Once project applications have been completed, they are submitted to Lee County MPO staff for evaluation using MPO-adopted criteria. Projects that are not on federal aid roadways (roadways functionally classified as local) are identified for TAP funds and evaluated accordingly. All other projects that are on federal aid highways are identified for Multi-modal Enhancement Box funds and evaluated through a separate evaluation criteria and methodology.

In 2012, this was done somewhat differently by evaluating the projects that qualified for federal aid funding twice using two different evaluation criteria. These projects are referred to as local enhancement proposals.

The other type of project proposal is a regional enhancement proposal. Up until 2012, regional enhancement proposals are projects jointly selected from the Lee-Collier Regional Pathways Map by the Lee County MPO BPCC and the Collier MPO PAC.

Project Prioritization and Approval

For local enhancement proposals, the results of the project scoring are presented to the Lee County Bicycle Pedestrian Coordinating Committee (BPCC), the Traffic Management Operations Committee, Citizens Advisory Committee and the Technical Advisory Committee for review and recommendation. Projects are presented in two separate lists: TAP funded priority projects and Multi-Modal Box fund priority projects. The two separate lists of priorities are then presented to the Lee County MPO Board for adoption.

Through 2012, projects were assigned a corresponding funding source after they were scored and ranked. Once this was done, TEA and Multi-Modal Box funded projects were consolidated into a single list and presented to the Lee County MPO board for adoption.

Regional enhancement proposals are not typically evaluated and scored. Instead, the Lee County and Collier MPO rotates the top priority in a year between the two counties, while subjectively assigning priorities for the remaining proposals. As of 2013, there are no dedicated funds for regional projects, but nevertheless, the two MPOs jointly assigned project priorities this year in case FDOT decides to program these projects through the State portion of TAP funds. The MPO also assigned the two Lee County projects as this year's top two priorities for the MPO portion of TAP funds.

After the Board has approved the projects, they are submitted to FDOT for programming consideration during the development of the new FDOT Work Program. At this point in the process, projects are funded and begin going through the appropriate design and construction phases for implementation.

Multi-Modal Box Funds

The multimodal enhancement box is a fixed set-aside that FDOT takes out every year, at the request of the Lee County MPO, from the MPO's direct sub-allocation of Surface Transportation Program funds. This request is made to reserve, or 'box away,' these funds in the MPO Work Program. Doing so allows the MPO to use these funds in subsequent years for implementing bicycle pedestrian, congestion management, and transit projects that do not require any right of way acquisition.

The request has been for an annual amount of approximately \$5 million dollars since 2008. The annual allocation of these funds by mode has been approximately 30% (\$1.5 million) for transit, 22% (\$1.1 million) for congestion management and 48% (\$2.4 million) for bicycle and pedestrian projects. The boxed funds are used in subsequent years to program these projects through the MPO's annual priority process.

The source for the multi-modal enhancement box funds, as mentioned above, is the federal Surface Transportation Program, or STP. Because the Lee County MPO is a Transportation Management Area it receives STP funds for Urbanized Areas with Populations Over 200,000 (Program Code M230, Statutory Reference Section 1108 (c)). The sub-allocation is based on the MPO's urbanized area population and is calculated from the State's portion of STP – Areas with Population over 200K funds. The state's total STP apportionment is determined by FHWA based on MAP 21 guidelines. In the Work Program and Transportation Improvement Program (TIP), these funds are represented as XU or SU funds.

Local Agency Program (LAP)

The LAP program is an important part of the funding process. While it is not a funding source, it does significantly influence how, or whether, federal funds are used by local jurisdictions to construct projects. Currently, the Lee County MPO, Lee County, City of Fort Myers and Cape Corral are LAP-certified local agencies. However, the MPO is certified for conducting planning studies only.

The LAP program is used by FDOT to establish a process for assuring that local agencies meet or exceed all applicable federal and state standards and requirements for project planning, project development, design, right-of-way relocation and acquisition, and construction. To participate in the LAP process, local agencies must be certified by FDOT using a Certification Agreement between the local agency and FDOT. The certification allows local agencies to retain more of the approval authority at the local level when developing federally funded transportation projects. This approval authority includes, among other things, the ability to advertise, award and manage its own projects. This approach also gives local agencies more control over design and implementation of projects as well.

Safe Routes to Schools Program

Under SAFETEA-LU, the Safe Route to Schools (SRTS) Program had a dedicated source of funding. Funds were distributed to FDOT districts based on their share of student enrollments. In turn, each district would award funds to the schools through a competitive process. In Lee County, these projects also used TEA funds available through the Lee County MPO priority process. With the passage of MAP 21, the dedicated source of funding for this program was discontinued. SRTS projects now have to compete against other eligible projects for TAP funds (which replaced the former TEA funds).

In Lee County, the SRTS program is a coordinated effort between the local governments, the Lee County School District, the Lee County MPO and FDOT. In terms of process, the Lee County School District initiates the process in the summer by contacting schools in coordination with FDOT. The MPO supplements this effort by soliciting applications from private and charter schools, but so far none of these schools have ever submitted applications. This process is also coordinated with the local jurisdiction where the school is located as they are responsible for maintaining the facility once a project is completed. Based on the feedback from schools and local jurisdictions and some initial analysis, the School District picks the projects for SRTS funds (TA funds after 2012) and prepares pre-applications. The pre-applications are submitted to the MPO and FDOT prior to the MPO priority process so they can be reviewed for construction feasibility.

Once issues are resolved through the pre-application process, the projects are evaluated by MPO staff against other eligible projects for TAP funds and the evaluation results are presented to the BPCC for review. The BPCC uses the evaluation results to review and finalize a recommended list of projects which is subsequently reviewed by the other MPO committees for concurrence. This list of recommended TAP priorities is then presented to the MPO Board for adoption. Once the MPO board adopts a final list of projects, the signed applications, the TAP priorities and other MPO priorities are submitted by MPO staff to FDOT for programming consideration in new FDOT Work Program. MPO staff also submits an MPO endorsed list of school district priorities in case FDOT decides to program these projects with non-TAP funds. Prior to 2013, the school district would prioritize the applications for SRTS funds, the MPO would endorse the priorities, and the School District would subsequently submit the applications directly to FDOT.

In terms of funding, the original SRTS program paid for 100% of the project costs for construction and engineering and design. At times though, limited funds forced FDOT to mix and match SRTS funds with other federal funds to meet the full funding needs for a project. This trend is expected to continue after MAP 21. The original program did not pay for right-of-way acquisition, and FDOT does not fund projects that require right of way purchase under the TAP Program either. Local governments assist the School district with developing cost estimates for the projects.

Until last year, Lee County had been receiving approximately \$1.5 million for such projects under the former SRTS Program. With this in mind, the School District prefers project budgets to be \$200,000 or less in order to distribute the limited funds for multiple projects.

Review of Existing Project Prioritization Process

The current process for evaluating and prioritizing bicycle and pedestrian projects uses two scoring criteria methods – one for local enhancement (now TAP) proposals and one for Multi-Modal Box funded projects. Regional enhancement proposals are projects selected jointly by the Lee County MPO and the Collier County MPO from the Lee-Collier Regional Pathways Map.

As mentioned above, local enhancement proposals are scored twice. They are scored once using the criteria developed and approved by the BPCC and a second time using the Multi-Modal Performance criteria. Scoring projects using both criteria helps identify which funding source is appropriate for projects.

The BPCC criteria are used to score bicycle and pedestrian projects that receive TEA funds (and now TAP funds). The comprehensive methodology uses twelve different quantitative-based criteria to score and rank projects. Additionally, the criteria have been developed and modified over many years with the goal of selecting projects in an objective, quantitative and transparent manner. The criteria as it exists today include:

- Connection to a similar facility
- Access to Bicycle/Pedestrian Attractions
- Estimated Population User Base
- Estimated Employment User Base
- Household Units Without Vehicles
- Local Financial Participation
- Bicycle/Pedestrian Crash Data
- Speed Limit
- Traffic Volume
- Total Shoulder and Lane Width
- Intermodal Connections
- Consistency with MPO Countywide or Local Government Bike/Ped Master Plan

The Multi-Modal Performance criteria are mode neutral and are used to score bicycle and pedestrian projects against transit and congestion management projects, and also against each other. The criteria include:

- Minimize impacts on natural, historic, cultural and archeological resources
- Making regional connections
- Reducing traffic congestion
- Supporting community plans and minimizing community impacts
- Alternatives to driving alone
- Improving access to activity centers
- Enhancing goods movement
- Safety
- Long-term maintenance costs
- Improving existing facilities

For regional enhancement proposals, the only criterion is that the projects be on the Lee-Collier Regional Pathways Map. Priorities are picked jointly by the Lee County MPO and the Collier County MPO staff, the Lee County MPO Bicycle Pedestrian Coordinating Committee (BPCC) and the Collier MPO Pathways Advisory Committee (PAC) based on the project being on the adopted regional network, the need for the project, production readiness of the project and if the project phases have already been funded.

The two MPOs have generally worked on a rotation basis for the number one priority for the regional enhancement proposals. In other words, the Collier MPO has the number one priority one year and the Lee MPO has it the following year.

Review of Lee County MPO Bicycle and Pedestrian Goals

The new requirements for MAP-21 are increasingly focused on performance measures and local benefits. One of the reasons for these performance measures is to identify how projects will best meet federal, state and local transportation goals with limited funds.

Because it is important to align project outcomes with goals and because meeting the regional goals for bicycle and pedestrian improvements was identified as a top priority during the stakeholder interviews, the regional goals from the *Long Range Transportation Plan*, *Lee County MPO Bicycle and Pedestrian Master Plan* and the *Lee County-Wide Bicycle and Pedestrian Safety Action Plan* are summarized below. They will serve as important guides in developing new prioritization and performance criteria during this project.

2035 Long Range Transportation Plan (LRTP)

The LRTP represents the long-range vision for the county's transportation system. The LRTP includes goal, policies, and objectives as well as specific projects that, when implemented, will help the Lee County MPO achieve the established vision. The LRTP addresses all modes of transportation including passenger, freight, public transit, rail and helps the MPO prioritize needs given limited funds. The LRTP also established policy and coordination initiatives between the Lee County MPO, Collier County MPO and FDOT. Below are the goals for the LRTP.

- A multi-modal transportation system that is balanced and integrated with all transportation modes to ensure safe and efficient movement of people and goods
- A transportation system that is safe and secure for existing and future residents, visitors and businesses
- A transportation system that enhances emergency responsiveness and evacuation.
- A transportation system that is sensitive to the effects to the socio-cultural elements of the communities, the community character and environmental resources.
- A sustainable transportation system that enhances economic growth and anticipates development demands
- A transportation system that is maintained, optimized and expanded using the best available technologies and innovations
- A transportation system that is financially feasible
- A transportation system that is coordinated through local, regional and state agencies and based on effective integration of transportation, land use, conservation and smart growth planning

Lee County MPO Bicycle and Pedestrian Master Plan

The Lee County MPO Bicycle Pedestrian Master Plan represents Lee County's first comprehensive bicycle and pedestrian master plan. It establishes a vision for county-wide network of bicycle and pedestrian facilities and establishes goals and policies to guide implementation. Additionally, it identifies and prioritizes projects that, when implemented, will help Lee County create a complete bicycle and pedestrian network. Below are the goals for the master plan.

- Provide a safe bicycle and pedestrian network
- Provide connectivity
- Provide mobility options
- Promote economic development
- Increase livability
- Provide public education
- Consider all users in transportation planning

Lee Countywide Bicycle and Pedestrian Safety Action Plan

The purpose of the Lee Countywide Bicycle and Pedestrian Safety Action Plan (BPSAP) is to help the Lee County community reduce bicycle and pedestrian crashes, particularly those that are fatal or that cause significant injury. The BPSAP was also developed to support the Florida Strategic Highway Safety Plan. For the BPSAP, there is only one overall goal.

- Reduce pedestrian and bicycle fatalities and severe injury crashes on an annual basis, measured by a per-capita rate (per population).

Summary of Stakeholder Interviews

Stakeholder interviews were conducted by the planning team to gain clarity regarding current internal processes at the local, regional and state level, decision-making boards and commissions, and existing channels of communication and coordination with regards to using federal funds for bicycle and pedestrian projects. Additionally, the interviews were used to identify what is working, what is not working and what can be improved with the current prioritization and funding process administered by the Lee County MPO and the BPC. The interviews were conducted in August 2013.

Below is a list of those interviewed as well as a summary of what was shared by the stakeholders. The summaries are organized by the following categories: Advocates, Local Governments and Agencies, and Regional and State Agencies.

- FDOT District 1, Lisa Brinson and Charles Reed, regarding LAP program
- FDOT District 1, Russ Muller and Providance Nagy
- Lee County School District, Dawn Huff, regarding Safe Routes to Schools Program
- City of Fort Myers, Saeed Kazemi and Amber Smith
- City of Cape Corral, Persides Zambrano
- Lee County, Michael Tisch and Andy Getch
- Florida Bicycle Association, Dan Moser
- BikeWalk Lee, Darla Letourneau
- Lee County MPO, Don Scott and Ron Gogoi

Stakeholder Feedback from Advocates

- The Lee County Bicycle Pedestrian Master Plan and the other locally adopted bicycle and pedestrian plans are not being used as they should to identify projects, gaps in the network and establish benchmarks for achieving the goals and policies established in the plan.
- Since the current prioritization process and criteria were put in place, there have been many policy and funding changes. These changes include master plans that have been adopted, complete streets policies have been adopted, Americans with Disabilities Act (ADA) requirements identified, and changes to federal funding programs through MAP-21. The changes in local need and policy along with federal funding changes, necessitates a significant assessment and potential overhaul of the current funding and prioritization process. The overhaul will help align the new goals, policy and need with new funding sources and their corresponding requirements.
- A major issue with the current system is that the funding source is often identified first before the values and goals for the project are reviewed and prioritized.
- Safe Routes to School, as administered in Florida, is a confusing program to understand. The requirements for funding and the process to administer the funds are difficult to understand and change frequently.
- The overall process for identifying, prioritizing and selecting projects should be simplified. This will help make the process more easily understood by everyone involved.
- The prioritization and funding process should be recreated, rather than making modifications to the existing process and prioritization criteria.
- The Lee County MPO staff are very capable and engaged and are proactive and reactive throughout the prioritization and funding process. They administer the process well and understand the technical requirements for federal funding programs. They also understand the broader vision associated with regional bicycle and pedestrian improvement goals.
- Some bicycle and pedestrian projects that are being submitted that could, or should, have been completed by developers as part of their projects. The federal funds should not be used to implement improvements developers should have been responsible for.

Local Governments and Agency Feedback

- The Safe Routes to Schools program is difficult to administer because of the requirements for the projects, the length of the implementation process and the process to administer the funds changes frequently. Additionally, there are no more dedicated funds available for the SRTS program under MAP 21 and they have to compete against other eligible projects for TA Program that are directly sub allocated to the Lee County MPO. So forthcoming funds are small relative to the size of the budgets for SRTS projects.
- The Lee County MPO prioritization process is working but it does not fit every local jurisdiction's needs.
- The current criteria for project selection and prioritization are generally understood. However, it could be changed to align with new needs and federal funding requirements.
- There is demand for bicycle and pedestrian connectivity, safety and access improvements around transit and schools, particularly in under-served areas with low-income populations.
- For some local jurisdictions, they need projects to be funded through the Lee County MPO process because of their significant need for local improvements. This is particularly true for sidewalk needs.

- For many local governments, there is a significant need for bicycle and pedestrian funds to be used for addressing sidewalk improvements. Many of the sidewalk needs are associated with short segments that address safety and access near transit, schools, businesses and neighborhoods. They are more local and less regional in terms of connectivity.
- There is a need for bicycle and pedestrian master plans for those jurisdictions that do not have such plans currently. The master plans will help local jurisdictions prioritize project implemented with local money as well as identify projects that could use federal funding for implementation.

Regional and State Agency Feedback

- The call for projects by FDOT using FDOT-administered federal funds takes place in February.
- Local governments are required to use the LAP program to build bicycle and pedestrian projects using federal funding. If a local government is not LAP certified, it can enter into an agreement with a local government that is LAP-certified or FDOT in order to apply for federal funds.
- Meetings are held quarterly between local governments, the Lee County MPO and FDOT to review and coordinate LAP projects.
- The LAP program uses a reimbursement process to fund projects. Local governments initially pay up front for projects. The local governments then get reimbursed by FDOT for the project. In turn, FDOT gets reimbursed by the appropriate federal agency administering the funds (typically FHWA for most bicycle and pedestrian projects).
- The Lee County MPO is supportive of changing the funding process and prioritization process as long as it is supported by the BPCC, meets local needs and aligns with new federal funding changes.



Date: September 10, 2013

To: Don Scott and Ron Gogoi, Lee County Metropolitan Planning Organization

From: Ned Baier, Jacobs, and Brad Davis, Alta Planning + Design

Re: Lee County MPO Bicycle-Pedestrian Prioritization and Funding | Federal Funding Review

Overview

The purpose of this memo is to describe how the latest federal transportation reauthorization, Moving Ahead for Progress in the 21st Century (MAP-21) affects funding for bicycle and pedestrian funding for the state of Florida and Florida Metropolitan Planning Organizations (MPOs).

Federal transportation funding is typically directed through state agencies to local governments either in the form of grants or direct appropriations, independent from state budgets. Federal funding typically requires a local match of 20%, although there are sometimes exceptions, such as the recent American Recovery and Reinvestment Act stimulus funds, which did not require a match or so called “soft matches” in the case of Florida.

In Florida, federal monies are administered through the Florida Department of Transportation (FDOT) and metropolitan planning organizations (MPOs). Most, but not all, of these programs are oriented toward transportation (as opposed to recreation), with an emphasis on reducing auto trips and providing inter-modal connections. Federal funding is intended for capital improvements and safety and education programs, and projects must relate to the surface transportation system. See attachment 1 for a summary of the changes in funding available for bike and pedestrian projects under SAFETEA-LU and MAP-21.

The subsequent sections describe the current Federal climate for funding bicycle and pedestrian projects.

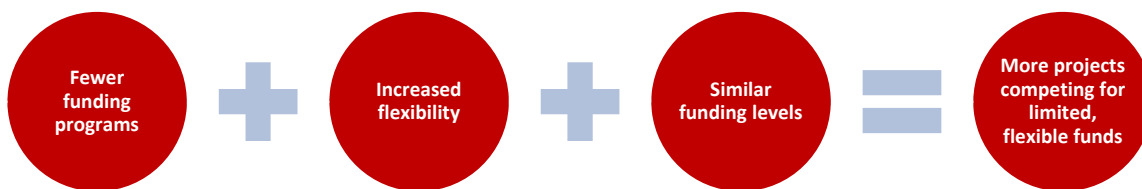
Summary of Federal Funding Changes for Bicycle and Pedestrian Projects

Moving Ahead for Progress in the Twenty-First Century, or MAP-21, is the latest iteration of the federal surface transportation authorizing legislation. MAP-21 replaces SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users), which was the previous federal surface transportation authorizing legislation. MAP-21 was signed into law in 2012 and is valid through September 2014.

In summary, MAP-21 restructured and consolidated many of the funding programs under SAFETEA-LU. The Congestion Mitigation and Air Quality (CMAQ) program, Highway Safety Improvement Program (HSIP) and Transportation Infrastructure Finance and Innovation ACT (TIFIA) Loan programs remain relatively unchanged from SAFETEA-LU to MAP-21. However, three programs were created or modified significantly to consolidate programs from SAFETEA-LU to MAP-21. They include the National Highway Performance Program (NHPP), the Surface Transportation Program (STP) and the Transportation Alternatives Program (TAP).

The result of this restructuring is that there are fewer programs, increased flexibility with funding requirements and approximately the same total amount of funds. These changes mean there are more projects competing for limited, flexible funds.

Summary of Federal Funding Changes for Bicycle and Pedestrian Projects under MAP-21



Under MAP-21, bicycle and pedestrian projects may be funded through STP, HSIP and CMAQ programs as well as the newly created TAP program. The TAP program consolidates several previous bicycle and pedestrian specific programs, including Transportation Enhancements (TE), Safe Routes to School (SRTS) and Regional Trails (RTP), into one program.

A caveat with the new TAP funding is that there is an RTP set-aside. States are given the option to “opt out” fully from the RTP set-aside in TAP and allocate the funds to other programs. In Florida, the Governor has opted-out of the RTP set-aside but has committed to funding state RTP and SRTS programs at FY 2012 levels.

In terms of TAP funding allocation for bicycle and pedestrian projects, 50% of the funds are distributed by population share and 50% are general and are distributed by a state department of transportation. In Florida, this means that 50% of the TAP funds are distributed by population and 50% of the TAP funds are allocated by the Florida Department of Transportation (FDOT) through a competitive grant program. For Metropolitan Planning Organizations (MPOs) greater than 200,000 population, their portion of the 50% distributed by population share are distributed directly to the MPOs. These MPOs distribute the funds through a competitive grant program. This requirement also means that MPOs play a more significant role related to funding projects with MAP-21 compared to SAFETEA-LU.

Accordingly, Lee County MPO receives dedicated TAP money that it distributes through a competitive grant program. For projects not funded using the Lee County MPO TAP allocation, MAP 21 allows bicycle and pedestrian projects to compete statewide for the 50% TAP allocation distributed by FDOT, but that is yet to be seen. However, FDOT has used a mix and match approach by supplementing MPO allocated TAP funds with the state portion of TAP funds while programming a project.

For other MAP-21 programs that bicycle and pedestrian projects may qualify for, such as STP, CMAQ and HSIP, bicycle and pedestrian projects will need to compete with other surface transportation projects such as transit, highway, roadway, bridge and other qualifying projects. While the flexibility with these programs means that bicycle and pedestrian projects are eligible for a larger amount of funds, it also means that bicycle and pedestrian projects do not have the same level of dedicated funding sources allotted under SAFETEA-LU. The likely result is that many of the most competitive projects under these other programs will address multiple modes of transportation, be regional in scope (multiple jurisdictions and agencies coordinating for a single project) and be larger in scope (require larger amounts of money per project for implementation).

Below is a summary table highlighting the changes in funding with these major programs from SAFETEA-LU to MAP-21. Additionally, the subsequent sections of this memo address in more detail MAP-21 and how these programs that can be used for bicycle and pedestrian projects.

State and national funding sources for bike and pedestrian projects under SAFETEA-LU and MAP-21 for FY 2011/2012 and FY 2013/2014

| Federal Bike /Pedestrian Funding Sources | SAFETEA-LU FY2012 | | MAP-21* | |
|--|-------------------|-----------|----------|------------|
| | Florida | National | Florida | National |
| Transportation Alternatives Program (TAP) | | | \$49 M | \$814 M |
| Transportation Enhancements (TE/SE) | \$34.2 M | \$711M | | |
| Safe Routes to Schools (SRTS) | \$9.1 M | \$168 M | | |
| Recreational Trails (RTP) | \$2.4 M | \$78.6 M | | |
| Surface Transportation Program (STP) | \$307.6 M | \$6,395 M | \$529 M | \$10,256 M |
| Congestion Mitigation/Air Quality Program (CMAQ)** | \$9.1 M | \$1,927 M | \$13.6 M | \$2,311 M |
| Highway Safety Improvement Program (HSIP)** | \$58.5 M | \$1,183 M | \$117 M | \$2,230 M |
| Metropolitan Planning Program** | \$19.0 M | \$284 M | \$20.1 M | \$319 M |

*MAP-21 figures reflect average annual appropriations for FY2013 and FY2014

**Florida has elected to "soft match" the 80% federal contribution with toll credits effectively bringing the federal share to 100%

Moving Ahead for Progress in the Twenty-First Century (MAP-21)

The largest source of federal funding for bicycle and pedestrian projects is the US DOT's Federal-Aid Highway Program, which Congress has reauthorized roughly every six years since the passage of the Federal-Aid Road Act of 1916. The current legislation, Moving Ahead for Progress in the Twenty-First Century (MAP-21) was enacted in July 2012 as Public Law 112-141. The Act replaces the Safe, Accountable, Flexible, and Efficient Transportation Equity Act – a Legacy for Users (SAFETEA-LU), which was valid from August 2005 - June 2012.

MAP-21 authorizes funding for federal surface transportation programs including highways and transit until September 2014. There are a number of funding programs identified within MAP-21 that are applicable to bicycle and pedestrian projects, including the Transportation Alternatives Program (TAP), Surface Transportation Program (STP), Highway Safety Improvement Program (HSIP), and Congestion Mitigation/Air Quality program (CMAQ). Projected apportionments for the State of Florida total approximately \$1.83 Billion for FY 2013 and \$1.85 Billion for FY2014

MAP-21 does not significantly alter the structure of FDOT's Local Agency Program for Federal Aid Projects (LAP) or the LAP application process. FDOT District LAP Administrators still retain administrative capacity over the design, development, and construction of transportation facilities using federal funds statewide. LAP Certification (either "full" or "specific") is required for the local/regional agency to manage locally produced projects with federal funds. Consult the [LAP Manual](#) or contact District 1 LAP Administrators Lisa Brinson (Lisa.Brinson@dot.state.fl.us) and Lorraine Hunter (Lorraine.Hunter@dot.state.fl.us) for LAP application specifics.

The following is a list of possible Federal funding sources that can be used to support pedestrian and bicycle improvements. Most of these are competitive, and involve documentation of the project need, costs, and benefits. It should also be noted that the FHWA encourages the construction of pedestrian and bicycle facilities as an integrated element of larger ongoing projects. Examples include providing paved shoulders on new and reconstructed roads, or building sidewalks, on-street bikeways, trails and marked crosswalks as part of new highways.

Additional general information on MAP-21 can be found at: <http://www.fhwa.dot.gov/map21/summaryinfo.cfm>.

MAP-21 authorizes the following funding programs with respect to bicycle and pedestrian projects:

Transportation Alternatives Program (TAP)

Transportation Alternatives (TAP) is a new funding source under MAP-21 that consolidates three former SAFETEA-LU programs: Transportation Enhancements (TE/SE), Safe Routes to School (SRTS), and the Recreational Trails Program (RTP). These funds may be used for a variety of pedestrian, bicycle, and streetscape projects including sidewalks, on-street bikeways, multi-use paths, school safety, and rail-trails. TAP funds may also be used for selected education and encouragement programming such as Safe Routes to School.

Eligible Projects for TAP funding include:

Transportation Alternatives

Transportation Alternatives as defined by Section 1103 (a)(29). This category includes the construction, planning, and design of a range of bicycle and pedestrian infrastructure including “on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure, and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990.” Infrastructure projects and systems that provide “Safe Routes for Non-Drivers” is a new eligible activity. For the complete list of eligible activities, visit:

http://www.fhwa.dot.gov/environment/transportation_enhancements/legislation/map21.cfm

Recreational Trails

TAP funds may be used to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, and other non-motorized and motorized uses, such as off-road motorcycling or snowmobiling. These funds are available for both paved and unpaved trails, but may not be used to improve roads for general passenger vehicle use or to provide shoulders or sidewalks along roads.

- Recreational Trails Program (RTP) funds may be used for:
 - Maintenance and restoration of existing trails
 - Purchase and lease of trail construction and maintenance equipment
 - Construction of new trails, including unpaved trails
 - Acquisition or easements of property for trails
 - State administrative costs related to this program (limited to seven percent of a state’s funds)
 - Operation of educational programs to promote safety and environmental protection related to trails (limited to five percent of a state’s funds)

Safe Routes to School (SRTS)

Under MAP-21, K-8 Safe Routes to School activities are eligible under TAP. Both infrastructure and non-infrastructure projects are eligible and the program elements described in SAFETEA-LU are still in effect. The purpose of the SRTS eligibility is to promote safe, healthy alternatives to riding the bus or being driven to school.

Eligible projects may include:

- Engineering improvements
- Education and Encouragement Efforts
- Enforcement Efforts

Transportation Alternatives Program (TAP) Funding Analysis

Average annual funds available through TAP over the life of MAP-21 equal \$814 million nationally, which is based on a 2% set-aside of total MAP-21 authorizations. Projected apportionments for Florida total approximately \$49 Million for FY 2013 and \$50 Million for FY2014. A key change allows State Governors the ability to “opt out” or elect not to establish a Regional Trails Program set-aside. Florida Governor Rick Scott decided to opt out of the RTP set-aside for FY 2013. The RTP set-aside for the state of Florida based on FY 2009 levels would have amounted to \$2.6 million. This effectively means that FDOT cannot use TAP funds for RTP administrative costs for this fiscal year, and that the \$2.6 million remains to be allocated with the rest of the TAP fund.

MPOs and State DOTs are not considered eligible recipients for TAP funds, and must therefore partner or solicit projects from eligible sponsors including local governments, regional transportation agencies, school districts, tribal governments, and public lands agencies.

MAP-21 also makes it easier to transfer funds between formula programs. For example, State DOTs may elect to transfer up to 50% of the state’s 50% share TAP funds to other highway programs. At the time of this writing, no decision has been made to transfer money out of the Transportation Alternatives Program and FDOT states that they don’t anticipate a need to shift funding from one formula program to another. The state has committed to providing the required 20% match, and will retain its State SRTS Coordinator position. Unlike the decision by Governor Scott to “opt out” of RTP funds, there is no deadline to shift TAP funds to other highway programs.

Half of the TAP funds in the state of Florida (\$24.6 million in FY2013) are allocated to areas based on population. This amount is sub-allocated by the population shares of areas in the state. Roughly 77% of Florida’s population resides in urbanized areas with an MPO/Transportation Management Area (TMA) (population > 200,000); therefore approximately 38% of the total TAP fund will be obligated to those areas (approx. \$19 million). Lee County MPO receives a direct allocation of this portion of the funds. Lee County MPO (in consultation with FDOT) distributes funds to local communities through a competitive grant program. Local governments, regional transportation agencies, school districts, tribal governments, and public lands agencies are permitted to compete for these funds.

The remaining 50% of TAP funds are administered directly through the Florida Department of Transportation (FDOT) and can be applied anywhere in the state (regardless of population share). MAP 21 calls for distribution of these funds to local communities through a competitive process but FDOT is yet to make this a policy. ... Instead FDOT has used these funds to supplement MPO portion of TAP funds while programming projects during the development of the current Work Program.

Interim guidance released by the Federal Highway Administration clarifies that the Transportation Alternatives Program does not establish specific standards or procedures for the competitive grant process, but indicates that the USDOT plans to develop best practices for consideration: “DOT will publish a model Request for Proposal or Notice of Funds Available that States and MPOs may use at their discretion.” For more information, see: <http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>

In an August 2012 press release, FDOT committed to fully funding its Recreational Trails Program and Safe Routes to Schools program (despite opting out of the RTP set-aside). According to that release, the Office of Greenways & Trails within the Florida Department of Environmental Protection is the agency responsible for coordinating the “establishment, expansion, and promotion of the Florida Greenways and Trails Systems (FGTS),” and will continue to administer the program with transportation funding. Because it is no longer “dedicated,” the source of FGTS funding remains uncertain after existing obligated funding are exhausted. Under MAP-21, FDOT may still use TAP funds for trail projects using TAP requirements, and recreational trail projects are still eligible under the Surface Transportation Program (STP). Having opted-out of the RTP set-aside, slightly more funds are available to FDOT and Florida MPOs for FY2013, about \$1.6 million and \$1.0 million, respectively.

According to Advocacy Advance, the Florida State Safe Routes to Schools (SRTS) program does not have any leftover FY 2012 SAFETEA-LU SRTS funding. Going forward, the State SRTS program could be a standalone program funded at \$9.4M/year. Some of that money could come from Florida's Surface Transportation Program (STP) funding. FDOT has not provided final guidance with regards to the SRTS program, funding levels or the application and administration process for SRTS projects.

Advocacy Advance also cited that FDOT has a strong SRTS application process, and had recommended building off of the existing State SRTS Application in creating a SRTS-specific TAP application for eligible sponsors.

Surface Transportation Program (STP)

The Surface Transportation Program (STP) provides states with flexible funds which may be used for a variety of highway, road, bridge, and transit projects. A wide variety of bicycle and pedestrian improvements are eligible, including on-street bicycle facilities, off-street trails, sidewalks, crosswalks, bicycle and pedestrian signals, parking, and other ancillary facilities. Modification of sidewalks to comply with the requirements of the Americans with Disabilities Act (ADA) is also an eligible activity. Unlike most highway projects, STP-funded bicycle and pedestrian facilities may be located on local and collector roads which are not part of the Federal-aid Highway System but with certain caveats. The United States Code Title 23, Chapter 1 defines the Federal-aid Highway system as "a highway eligible for assistance under this chapter other than a highway classified as a local road or rural minor collector." Similar to the TAP fund, 50% of each state's STP funds are sub-allocated geographically by population; the remaining 50% may be spent in any area of the state.

Projected MAP-21 STP apportionments for Florida total approximately **\$527 Million** for FY 2013 and **\$531 Million** for FY 2014. Florida MPOs are apportioned roughly 38% of total STP funds (about **\$90M** total for FY2013). FDOT has elected to "soft match" the federal contribution through toll credits, thereby making bringing the STP federal share to 100%.

Highway Safety Improvement Program (HSIP)

MAP-21 doubled the amount of funding available through the Highway Safety Improvement Program (HSIP) relative to SAFETEA-LU. HSIP provides \$2.4 billion nationally for projects and programs that help communities achieve significant reductions in traffic fatalities and serious injuries on all public roads, bikeways, and walkways. MAP-21 requires each state to formulate a state safety plan, produced in consultation with non-motorized transportation representatives, in order to receive HSIP funds. Eligible projects are evaluated on anticipated cost-effectiveness of reducing serious injuries and fatalities.

MAP-21 preserves the Railway-Highway Crossings Program within HSIP but discontinues the High-Risk Rural roads set-aside *unless* safety statistics demonstrate that fatalities are increasing on these roads. Bicycle and pedestrian safety improvements, enforcement activities, traffic calming projects, and crossing treatments for non-motorized users in school zones are eligible for these funds.

Projected MAP-21 HSIP apportionments for Florida total approximately **\$117 million** for FY 2013 and **\$118 million** for FY2014. FDOT had stated that they would "consider an updated approach for submitting projects" to strengthen MPO/local input and provide for more contextualized safety improvement projects. The Federal share can be increased to 100% pursuant to 23 USC 120(c) for certain safety projects, including traffic control signalization, pavement marking, traffic signs and/or lights, etc., and FDOT has elected to "soft match" safety projects through toll credits.

Congestion Mitigation/Air Quality Program (CMAQ)

The Congestion Mitigation/Air Quality Improvement Program (CMAQ) provides funding for projects and programs in air quality non-attainment and maintenance areas for ozone, carbon monoxide, and particulate matter which reduce transportation related emissions. States with no nonattainment areas may use their CMAQ funds for any CMAQ or STP eligible project. *Florida currently has no nonattainment or maintenance areas, which provides another funding source for bike and pedestrian facilities.* Purely recreational facilities generally are not eligible.

Projected MAP-21 CMAQ apportionments for Florida total approximately **\$13.6 Million** for FY 2013 and **\$13.7 Million** for FY2014.

USDOT will work with FDOT and Florida MPOs to establish performance measures for long range transportation plans to ensure consistency with MAP-21. FHWA's performance measure rule-making process is currently underway and guidance on incorporating performance measures for HSIP and CMAQ is forthcoming (to be completed by April 2014 at the latest). Like the STP and HSIP, FDOT has elected to "soft match" federal aid with toll credits, effectively increasing the CMAQ federal share to 100%.

Metropolitan Planning Fund

Metropolitan Planning Funds are administered by the State of Florida to MPOs for the purpose of executing a continuing, comprehensive, and cooperative (3C) metropolitan transportation planning process (as opposed to project-specific improvements). FDOT is expected to distribute **\$20 million** to Florida MPOs for each of the two fiscal years under MAP-21. Again, FDOT will "soft match" federal aid with toll credits, effectively making the federal share 100%. Interim Guidance can be found at: <http://www.dot.state.fl.us/programdevelopmentoffice/Development/PDFInstructions/PartIV-FederalAid.pdf>

Other Federal Funding Sources Administered through FDOT

New Freedom Initiative

MAP-21 continues a formula grant program that provides capital and operating costs to provide transportation services and facility improvements that exceed those required by the Americans with Disabilities Act. Examples of pedestrian/accessibility projects funded in other communities through the New Freedom Initiative include installing Accessible Pedestrian Signals (APS), enhancing transit stops to improve accessibility, and establishing a mobility coordinator position.

Pilot Transit-Oriented Development Planning

MAP-21 established a new pilot program to promote planning for Transit-Oriented Development. At the time of writing the details of this program are not fully clear, although the bill text states that the Secretary of Transportation may make grants available for the planning of projects that seek to "facilitate multimodal connectivity and accessibility," and "increase access to transit hubs for pedestrian and bicycle traffic."

For additional information on federal formula fund programs, please consult the FHWA's Guide to Federal-Aid Programs and Projects: <http://www.fhwa.dot.gov/federalaid/projects.pdf> and the State of Florida's Work Program Instructions: Part IV: <http://www.dot.state.fl.us/programdevelopmentoffice/Development/PDFInstructions/PartIV-FederalAid.pdf>

Lee County MPO Bicycle-Pedestrian Prioritization and Funding Project



Presentation Agenda

- Introductions
- Project Overview
- Review of Federal funding changes
- Assessment of Existing Prioritization and Funding Process
- Discussion: How to improve existing process



Project Team



JACOBS[®]

Ned Baier, AICP
Senior Project Manager
Tampa, FL

alta

PLANNING + DESIGN

Brad Davis, AICP
Senior Planner
Atlanta, GA

Project Overview



Overall Project Goal



Local Needs
and Goals

Federal
Funding
Sources and
Requirements

Ensure Lee County MPO projects are competitive within new federal funding structure



Other Goals for this Project

Review existing funding priorities and process

Review Federal funding changes as they relate to Lee County MPO

Align local need with changes to Federal funding requirements

Develop new performance measures and prioritization and funding process

Develop implementation guide for stakeholders



Project Timeline

- **August**
 - Project Team Kick-Off Meeting
 - Analysis of existing process and federal funding changes
 - Stakeholder Interviews
 - **Kick-Off Meeting with BPC (Today)**
- **September**
 - Develop Recommendations for MPO prioritization process
 - Develop performance measures for bike/ped
- **October**
 - **Presentation to BPC**
 - Review and confirm new performance measures and process
- **November**
 - Develop project list based on new criteria
 - Develop annual work plan framework to guide new process
- **December**
 - Implementation guide for local jurisdictions
 - **Final presentation to BPC, committees and MPO board**

AUG

SEPT

OCT

NOV

DEC



What we will discuss today

- Review federal funding changes related to bicycle and pedestrian projects
- Review existing Lee County MPO project prioritization and funding process for bicycle and pedestrian projects
- Establish goals for this project based on assessment of existing process and input from BPCCC today



What we will (try) not to discuss today

- Technical details related to different funding sources (although we can answer them if needed)
- Details about MAP-21 changes that do not impact bicycle and pedestrian projects

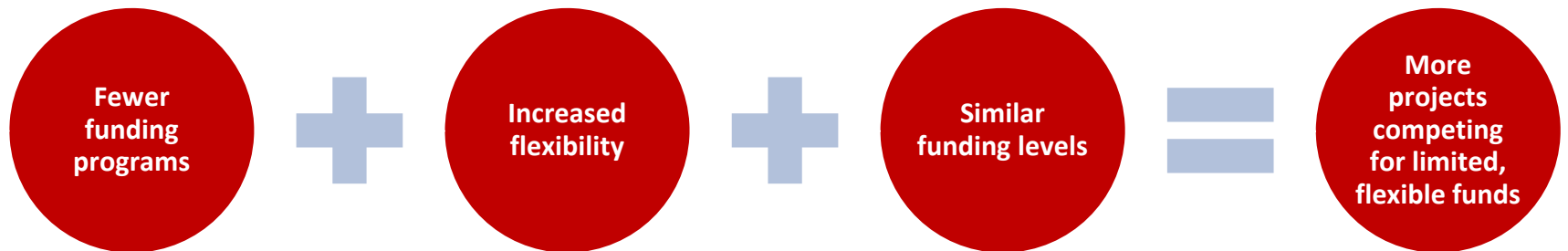


Federal Funding Changes Related to MAP-21



MAP-21: The Basics

- Latest iteration of federal surface transportation authorizing legislation
- Replaces SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users)
- Signed into law on July 6, 2012 and Valid through September 2014

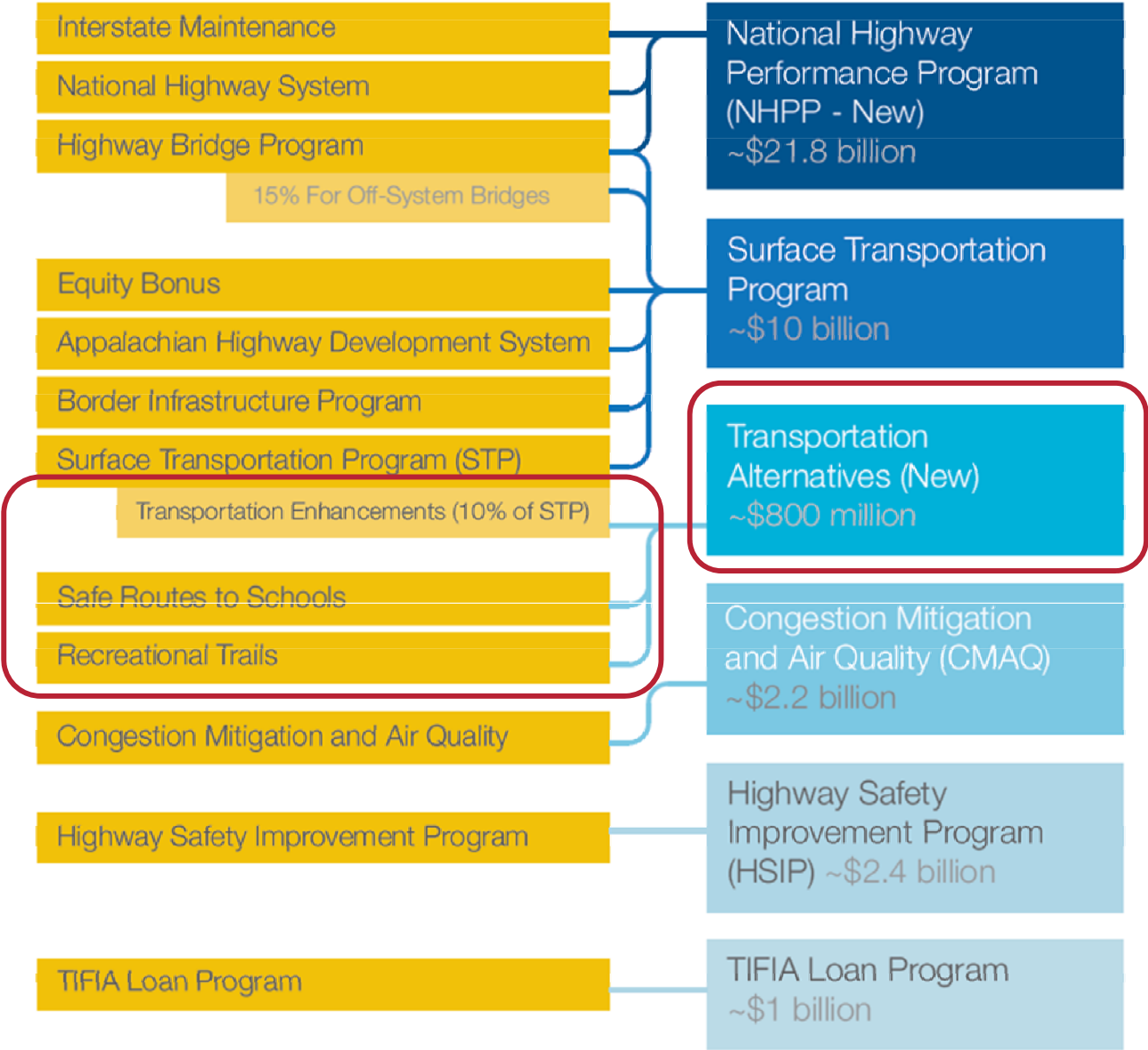


Restructuring of Core Highway Programs Under the Final 2012 Transportation Bill (MAP-21)

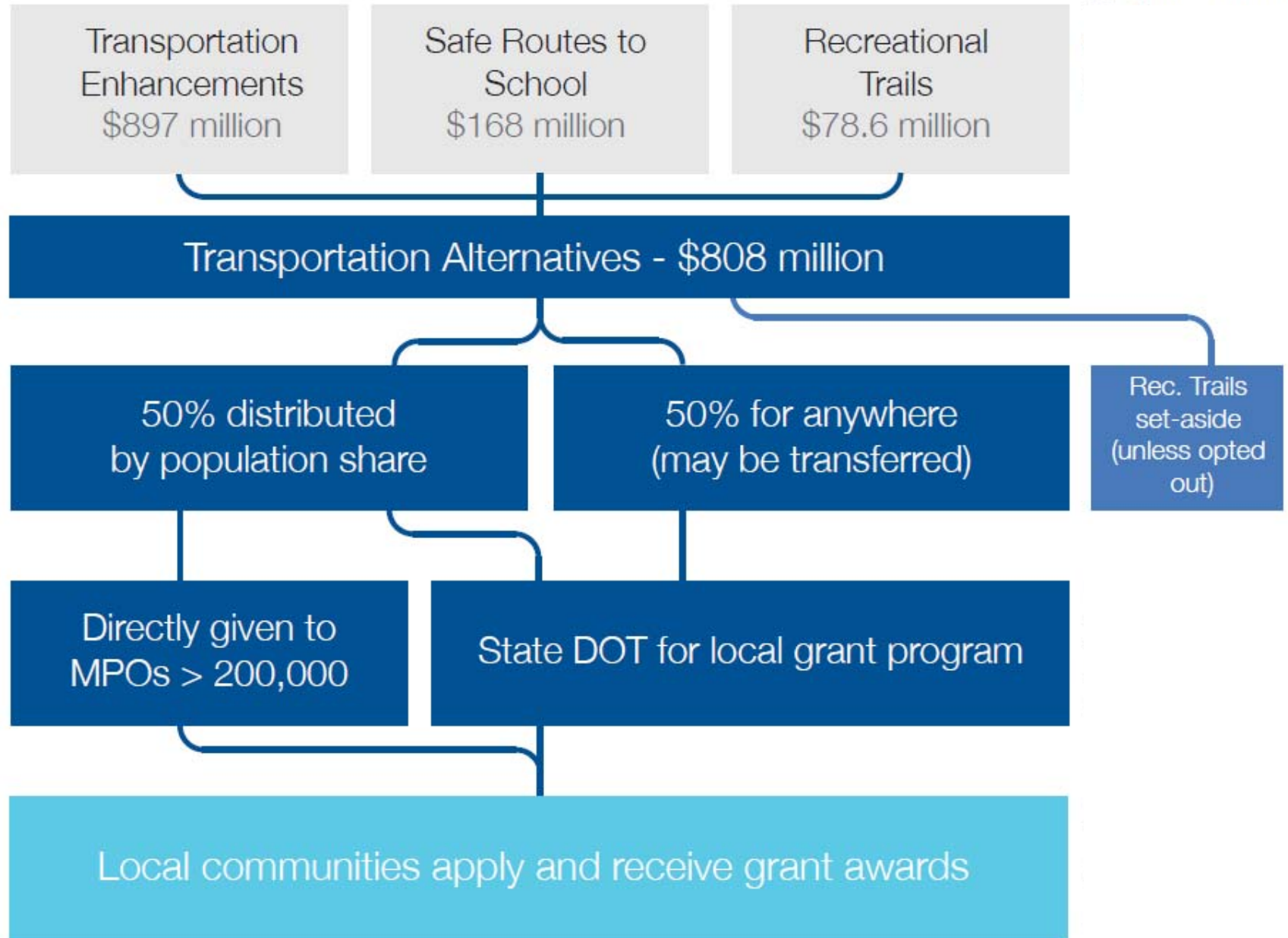


Former Formula Programs

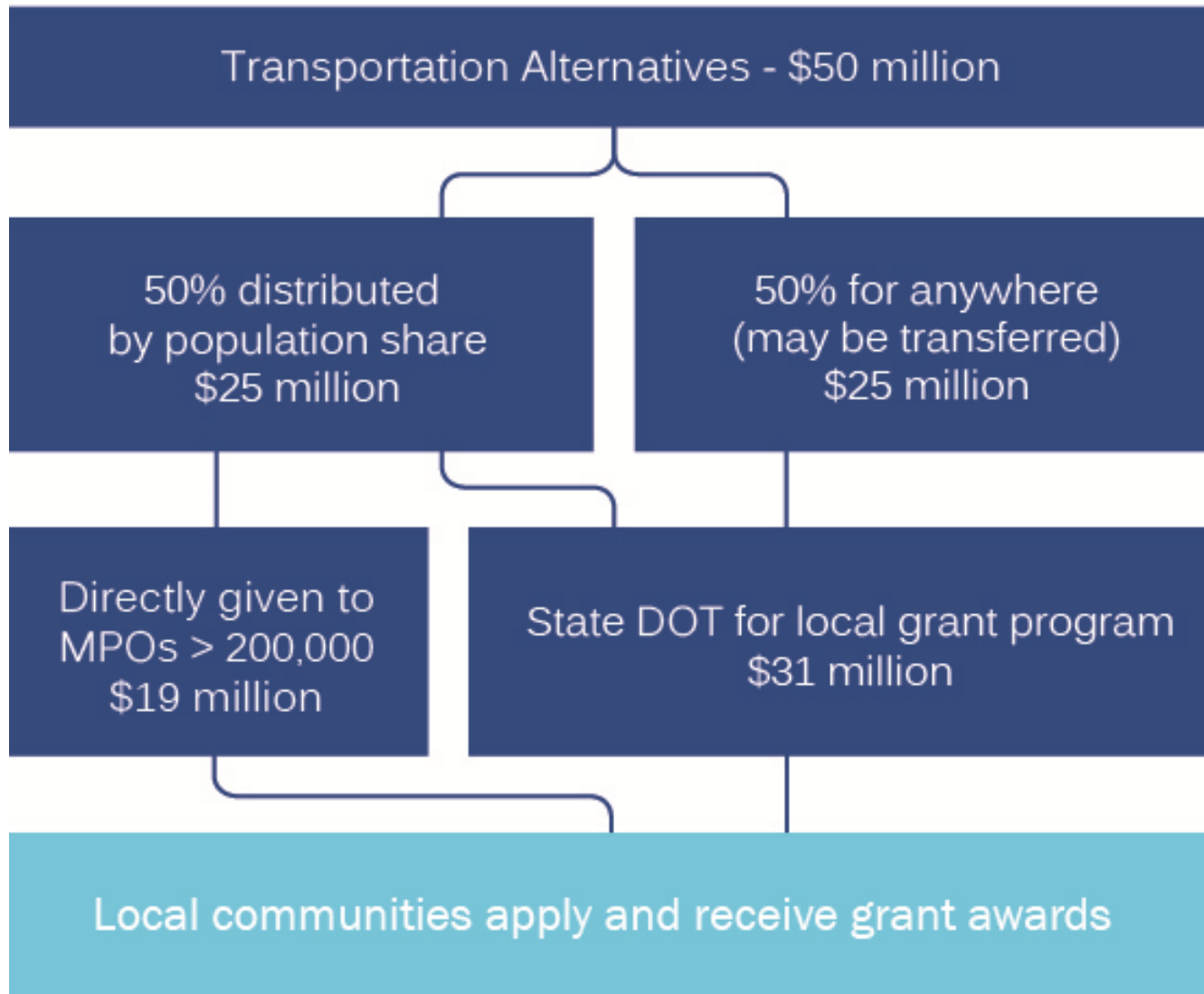
MAP-21 Core Program Structure



MAP-21 Transportation Alternatives Funding Process



MAP-21 Transportation Alternatives Funding Process for Florida



MAP-21 vs. SAFETEA-LU

| Federal Bike /Pedestrian Funding Sources | SAFETEA-LU FY2012 | | MAP-21* | |
|--|-------------------|-----------|----------|------------|
| | Florida | National | Florida | National |
| Transportation Alternatives Program (TAP) | | | \$49 M | \$814 M |
| Transportation Enhancements (TE/SE) | \$34.2 M | \$711M | | |
| Safe Routes to Schools (SRTS) | \$9.1 M | \$168 M | | |
| Recreational Trails (RTP) | \$2.4 M | \$78.6 M | | |
| Surface Transportation Program (STP) | \$307.6 M | \$6,395 M | \$529 M | \$10,256 M |
| Congestion Mitigation/Air Quality Program (CMAQ)** | \$9.1 M | \$1,927 M | \$13.6 M | \$2,311 M |
| Highway Safety Improvement Program (HSIP)** | \$58.5 M | \$1,183 M | \$117 M | \$2,230 M |
| Metropolitan Planning Program** | \$19.0 M | \$284 M | \$20.1 M | \$319 M |

*MAP-21 figures reflect average annual appropriations for FY2013 and FY2014

**Florida has elected to "soft match" the 80% federal contribution with toll credits effectively bringing the federal share to 100%



How does MAP-21 change walking and bicycling project delivery?

- **25 - 30%** less money for the funding programs that have historically funded bicycle and pedestrian projects
- **No dedicated funding for Safe Routes to School program**, 20 % local match required, State SRTS Coordinators no longer required, no non-infrastructure requirement
- **50% of funds in all highway program pots** – not just TAP funds – are **transferrable to any other highway program**
- **States may choose to “opt out” fully from Recreational Trails Program** set-aside in TAP fund



Existing Process for Prioritizing and Funding Bicycle and Pedestrian Projects



Evaluation Process

- Review of existing policy documents
- Review of federal and state documents
- Stakeholder interviews



Stakeholder Interviews

Conducted in August

- **FDOT District 1**, Lisa Brinson and Charles Reed, regarding LAP program
- **FDOT District 1**, Russ Muller and Providance Nagy
- **Lee County School District**, Dawn Huff, regarding Safe Routes to Schools Program
- **City of Fort Myers**, Saeed Kazemi and Amber Smith
- **City of Cape Coral**, Persides Zambrano
- **Lee County**, Michael Tisch and Andy Getch
- **Florida Bicycle Association**, Dan Moser
- **BikeWalk Lee**, Darla Letourneau
- **Lee County MPO**, Don Scott and Ron Gogoi





Key Findings: Process

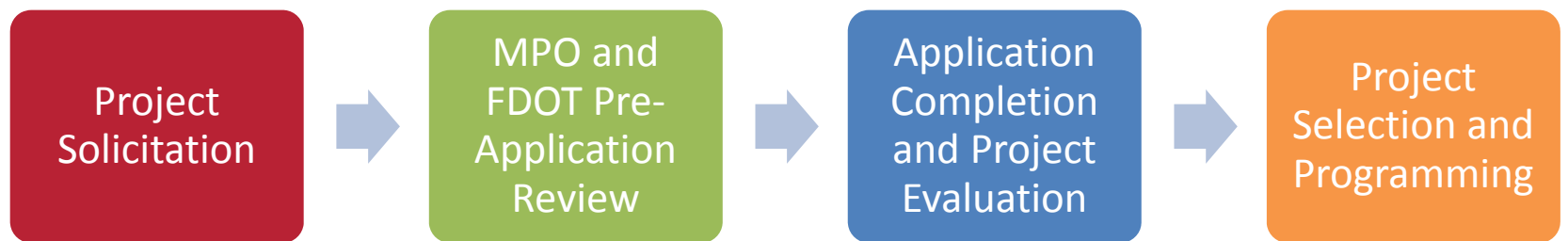
- Stakeholders have a strong understanding of their portion of the process, but often have a hard time understanding the entire process.
- Everyone involved in the process is attuned to local need.
- There is a sense the existing process is not achieving the established regional goals for bicycle and pedestrian improvements.
- The biggest infrastructure need based on projects submitted by local governments is for sidewalks.

Key Findings: Funding

- Having sufficient local matching funds is not a major issue.
- The Local Agency Program for Federal Aid Projects, or LAP, can be a barrier for local jurisdictions to use federal funds for bicycle and pedestrian projects.
- MPO staff are an important resource in linking federal funding programs to local projects.
- Some local jurisdictions depend on federal funds to address local and regional needs.



Existing Funding Process



Existing Funding Process

Submission of Application

Application is Submitted

Typically done in the Fall

MPO and FDOT Pre-Application Review

MPO Review

FDOT Review

Typically done in the Spring

Application Completion and Project Evaluation

Local Enhancement Proposals

MPO Evaluation
1. BPCCC Criteria
2. Multi-Modal Performance Criteria

BPCCC Review and Prioritization

Regional Enhancement Proposals

BPCCC/PAC Review and Selection

Typically done late Spring

Project Selection and Approval

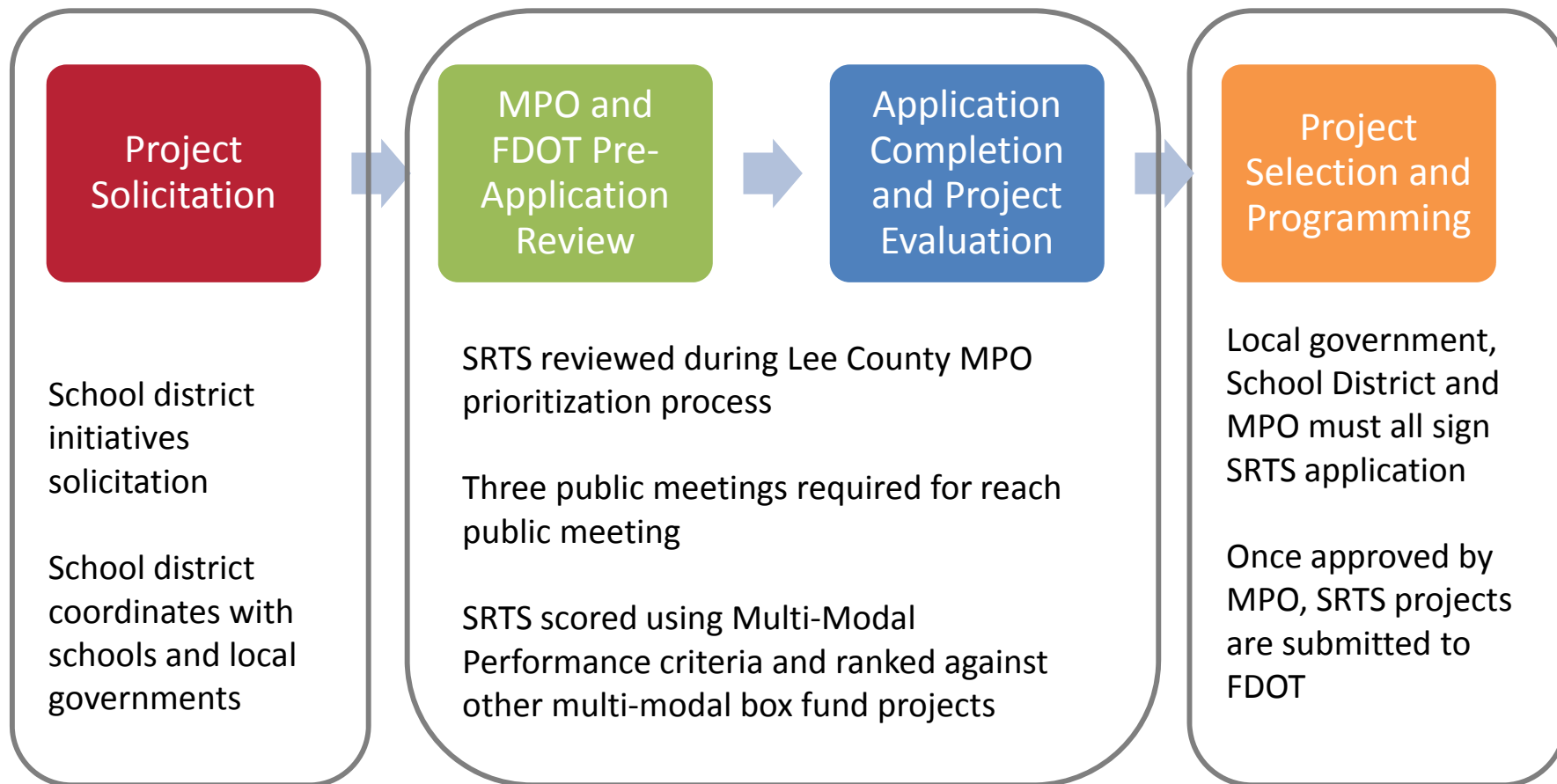
Lee County MPO Board Adoption and FDOT programming

Typically done over the summer

Safe Routes to School

Safe Routes to School

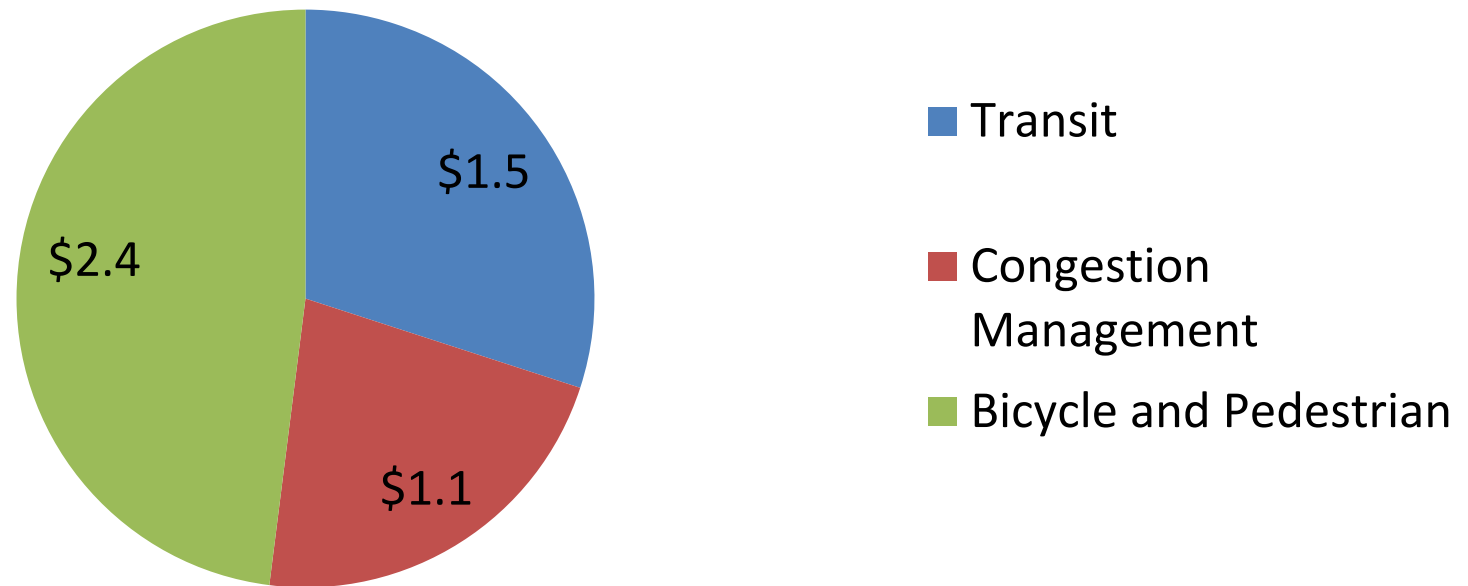
SRTS is a coordinated effort between local governments, the Lee County School District, the Lee County MPO and FDOT.



Multi-Modal Box Funding

- **Fixed set aside from STP funds** allocated to Lee County MPO
- Set aside is used to reserve, or “box away” funds in the MPO Work Program before funding is assigned to a project

Approximate Funding Per Year Since 2008 (in millions)





Local Agency Program (LAP)

- Established a process for **assuring local agencies meet federal and state standards** for projects using federal funds
- Program also used to **distribute federal funds** for projects
- To use federal funds in Florida for transportation projects, **local agencies must be LAP certified or sign an agreement with a LAP certified agency to administer project** on their behalf.
- Currently, the **Lee County MPO, Lee County, City of Fort Myers and City of Cape Coral** are LAP certified local agencies

Prioritization Criteria

- Three prioritization criteria used for bicycle and pedestrian projects based on funding source
- For local enhancement projects, they are scored twice during prioritization process using BPCCC and Multi-Modal Performance criteria

Local Enhancement

BPCCC Criteria

- 12 criteria
- Used for TE funds

Multi-Modal Performance Criteria

- 10 criteria
- Used for Multi-Modal Box (STP) funds

Regional Enhancement

Regional Enhancement Proposals Criterion

- 1 criterion
- Lee-Collier Regional Pathways Map



BPCC Criteria

- Initially developed before Lee County Bicycle Pedestrian Master Plan and other policy changes
- Initially developed to create a quantitative, transparent and objective selection process
- Criteria have been modified over the years to meet local priorities or funding requirements

Connection to a similar facility

Access to Bicycle/Pedestrian Attractions

Estimated Population User Base

Estimated Employment User Base

Household Units Without Vehicles

Local Financial Participation

Bicycle/Pedestrian Crash Data

Speed Limit

Traffic Volume

Total Shoulder and Lane Width

Intermodal Connections

Consistency with MPO Countywide or Local Government Bike/Ped Master Plan



Discussion



Discussion Topic 1

- Should the process for funding bike/ped projects be modified?



Discussion Topic 2

- Should the prioritization criteria for bike/ped projects be modified?

QUALITATIVE

QUANTITATIVE

COMMITTEE RESPONSIBILITY

STAFF RESPONSIBILITY

LOCAL NEEDS

REGIONAL NEEDS



Next Steps





Project Timeline

- **August**
 - Project Team Kick-Off Meeting
 - Analysis of existing process and federal funding changes
 - Stakeholder Interviews
 - **Kick-Off Meeting with BPCC (Today)**
- **September**
 - Develop Recommendations for MPO prioritization process
 - Develop performance measures for bike/ped
- **October**
 - **Presentation to BPCC**
 - Review and confirm new performance measures and process
- **November**
 - Develop project list based on new criteria
 - Develop annual work plan framework to guide new process
- **December**
 - Implementation guide for local jurisdictions
 - **Final presentation to BPCC, committees and MPO board**

AUG

SEPT

OCT

NOV

DEC

Questions?



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