

The Florida Bicycle and Pedestrian Partnership Council

Input to the Update of the Florida Transportation Plan

March 2015

This document presents input from the Florida Bicycle and Pedestrian Advisory Council (BPPC) for consideration by the Advisory Groups of the Florida Transportation Plan (FTP) Steering Committee. The document consists of a set of **Themes and Principles** drawn from a review of the recommendations in the BPPCs three annual reports. While the Council developed the **Themes and Principles** specifically as input to the FTP Update Process, members believe the themes and principles will have wide applicability.

BPPC members hope the themes and principles will help inform Advisory Group discussions and ideas on topics that relate to bicycle and pedestrian issues. They believe bicycle and pedestrian facilities should be considered broadly in the FTP Update as part of the topics for all of the Advisory Groups.

In addition to the themes and principles, an **Appendix** has been included that consists of a compilation of the BPPC recommendations themselves, and includes all recommendations from the Council's three annual reports, with the exception of recommendations that are no longer timely or not relevant to the FTP (for example, those related to past legislative efforts or to FDOT interactions with the Council). The recommendations were originally addressed to FDOT and other Florida Transportation partners. While some of the recommendations address policy, others address implementation steps and strategies. All of them are included here as background to the themes and principles, and for those Advisory Group members who may want a fuller understanding of the Council's thinking on bicycle and pedestrian issues.

Themes & Principles

(BPPC input to the FTP update process)

Themes

- Improving safety
- Identification of gaps and completion of facility networks
- Coordination at the state level
- Coordination at the local level
- Cooperation among all stakeholders
- Education and training

Principles

- A. Florida should strive for a comprehensive, interconnected network of bicycle and pedestrian facilities at the state, regional and local levels.
- B. The network should strive to increase bicycle and pedestrian connections between places to increase mobility, promote wellness and healthy lifestyles and improve quality of life for a broad spectrum of ages and levels of experience. Community design that promotes these objectives should be encouraged.
- C. Bicycle and pedestrian needs and facilities should be considered as a valued component in all transportation planning.
- D. Education -- of pedestrians, cyclists, and drivers -- is central to improving bicycle and pedestrian safety.
- E. Training and professional development in bicycle and pedestrian issues is needed for law enforcement, planners and others with responsibility for implementing policy or law related to bicycle and pedestrian issues.
- F. State agencies should cooperate to develop a coordinated and comprehensive state effort on bicycle and pedestrian issues that addresses safety, completion of the system, and cultural change (including health-related behaviors).
- G. Public, private and non-governmental stakeholders should cooperate at the state, regional and local levels on bicycle and pedestrian issues to address safety, completion of the system, cultural change, and health-related behaviors.
- H. Funding for bicycle and pedestrian facilities should reflect their importance as a valued component of the transportation system, and their role in meeting state transportation goals in the areas of safety, connectivity, etc. Bicycle and pedestrian facilities should be considered for all eligible federal, state, local and private sources of transportation funding.

- I. Most streets need to serve multiple modes and users, including bicyclists and pedestrians in many contexts. Context sensitive complete streets will be essential to the state's future economic competitiveness and quality of life.
- J. All users, including bicyclists and pedestrians deserve safe, viable and accessible transportation choices that meet their needs and minimize risks.
- K. Collaboration is essential to implementation of the ideas incorporated in these principles.

Appendix

(Recommendations from the BPPC's Annual Reports)

BPPC Recommendations - Prior Years

3rd Annual Report Recommendations

Italicized language below preceding a recommendation is offered as background information to clarify the intent of a recommendation.

Completing the System (CS)

CS1 – Deleted as unrelated to the FTP.

CS2 – *FDOT strives to consider bicycle and pedestrian improvements in conjunction with all projects involving improvements to state roads. While some local governments also do so, many do not. Cooperation between local, regional and state entities will help ensure consideration of bicycle and pedestrian improvements in all transportation projects.*

FDOT, MPOs and sister state agencies are encouraged to cooperatively develop guidance for local governments to provide routine accommodation for bicycle and pedestrian facilities with seamless connections to transit where appropriate. Guidance should include consideration of policy, funding, training and be reflected in appropriate state and local planning and design manuals and documents.

Safety (S)

S1 – FDOT, MPOs and local governments should encourage planners and design professionals to conduct Bicycle/Pedestrian Safety Audits prior to project scoping and design for resurfacing and capacity projects along high pedestrian crash corridors and areas near school zones and school bus stops.

S2 – FDOT should establish a future Planning Emphasis Area for Bicycle Safety Action Plans (BSAPs) similar to the current emphasis area on Pedestrian Safety Action Plans (PSAPs).

S3 – *Several of Florida's demographic, economic and physical characteristics present special challenges related to bicycle and pedestrian safety. These include but may not be limited to high numbers of senior residents and tourists, as well as widespread automobile-dependent development patterns that often provide little accommodation for bicyclists and pedestrians.*

Pedestrian and Bicycle Safety Action Plans should include consideration and evaluation of Florida-specific factors that contribute to bicycle and pedestrian

fatality rates, and should be developed in coordination with appropriate stakeholders, including public safety personnel.

Cultural Change (CC)

CC1 – *The Council recognizes effective development and implementation of bicycle and pedestrian plans and initiatives require coordinated action and support from public and private stakeholders at the local level. Successful examples of such coordinated action have been led by a wide variety of public and private stakeholders, and have focused on a range of issues including community/corridor design, safety, public health, and Safe Routes to Schools. Examples include the Broward Complete Streets Coalition, and the Pinellas and MetroPlan Orlando Pedestrian Safety Action Plans.*

All stakeholders in bicycle and pedestrian issues should promote and support cross-sector, multi-stakeholder coalitions addressing bicycle and pedestrian issues at the local level.

CC2 – FDOT, FDEP, DEO and DOH should develop a comprehensive and coordinated state effort supporting implementation of Complete Streets.

CC3 – FDOT should evaluate ways to clarify its investment in bicycle and pedestrian facilities that are part of larger transportation projects.

CC4 – Expand and improve professional training and public education on bicycle and pedestrian issues:

- Expand and improve training resources related to bicycle and pedestrian safety for judges, prosecutors, law enforcement, and road users.
- Expand and improve public education, including:
 - Using media and social marketing campaigns to promote safety and change in unsafe road user behavior. Consider smaller-scale but more frequent campaigns, and strategies targeted to reach specific communities, including the promotion of mode-shift and use of transit in conjunction with bicycle trips.
 - Deploying SHAPE (Society of Health and Physical Educators) America's and FDOT's Office of Safety bicycle education programs through extra-curricular activities targeting middle and high schools, while continuing the programs currently available at elementary schools.
 - Developing a training component for elected officials to learn more about bicycle and pedestrian policy objectives.

- Encourage the insurance industry to establish additional discounts for drivers who complete bicycle and pedestrian safety programs.

CC5 – *The ultimate safety goal is to eliminate all fatalities and serious injuries on Florida's roadways. Florida's comprehensive approach to bicycle and pedestrian safety combines education, enforcement, engineering, and emergency medical services (EMS) in a data driven approach to problem resolution and targets all road users.*

Adopt Florida's comprehensive approach to bicycle and pedestrian safety, "Alert Today Florida," as a best practice for integrated transportation safety planning and infrastructure.

CC6 – FDOT should evaluate the potential for possible revision or repeal of legislation that requires cyclists to use bicycle lanes, when available.

Health (H)

H1 – Promote outreach to and coordination with Health Councils, Healthy Communities organizations and Public Health Departments to encourage their participation in bicycle and pedestrian issues, including participation on local cross-sector, multi-stakeholder coalitions.

2nd Annual Report Recommendations

Completing the System (CS)

CS1 – FDOT and its partners should pursue opportunities to contribute to full implementation of bicycle and pedestrian connections in all transportation policy and project planning. These opportunities include:

- continuing to ensure that all new transportation corridors, and to the extent possible new and improved facilities within existing corridors, include provision for bicycle and pedestrian facilities.
- working with metropolitan planning organizations (MPOs) and other regional entities to promote the development of bicycle and pedestrian plans.

CS2 – FDOT, in partnership with the Florida Greenways and Trails Council, should pursue opportunities to contribute to full implementation of the Florida Greenways and Trails Priority Network in all transportation policy and project planning. These opportunities include:

- consideration of additional right-of-way (ROW) for separate shared-use paths during all transportation corridor planning, and in the Efficient Transportation Decision-Making (ETDM) process.
- identifying opportunities for expansion of the limited access pilot-projects to contribute to implementation of the Florida Greenways and Trails Priority Network.
- considering the development of inter-agency Memoranda of Agreements (MOAs) to promote cooperation in the implementation of the Florida Greenways and Trails Priority Network.
- working with MPOs and other regional entities to promote the implementation of Florida Greenways and Trails Priority Network.

Safety (S)

S1 – FDOT and its partners should expand the focus of Florida's pedestrian safety campaign to include bicycles, or establish a parallel and equivalent bicycle safety initiative.

S2 – FDOT and its partners, including the Department of Motor Vehicles (DMV) and local governments, should increase their focus on bicycle and pedestrian safety in driver safety awareness and training.

S3 – FDOT and its partners should promote the inclusion of a focus on bicycle and pedestrian safety in law enforcement training.

Cultural Change (CC)

CC1 – FDOT and its partners should take measures to promote awareness and use of design discretion available in FDOT guidelines for accommodating bicycle and pedestrian needs in the design and construction of transportation facilities, including:

- development of a “champions” program (e.g., speakers’ bureau) for design discretion, including uniform informational presentations and materials and a range of speakers, to promote awareness and use of the availability of design discretion for bicycle and pedestrian purposes.
- promote communication between district personnel and local government officials and staff to raise awareness of available design discretion for bicycle and pedestrian purposes.
- coordination with the Statewide School Design Committee to develop or enhance design guidelines for bicycle and pedestrian facilities that support schools.
- build upon the Traditional Neighborhood Development Chapter in the *Florida Greenbook* to create additional guidance for local governments in creating *context sensitive design* and *complete streets* for bicycle and pedestrian purposes.

CC2 – FDOT, its districts, and local governments should work together to develop roadway designs that provide for a safe and accessible bicycle and pedestrian environment consistent with the local government’s desired land use and vision.

CC3 – FDOT and DEO should coordinate with MPOs, local governments and other partners to adopt goals and policies that encourage mode-shift to bicycle, pedestrian, transit and other options.

- FDOT should develop “best practices” policies that encourage mode-shift for consideration by local governments in development of their comprehensive plans.

Health (H)

H1 – FDOT and its partners should support the State Health Improvement Plan (SHIP) through policies that advance bicycle and pedestrian transportation for school, work, recreation, and other purposes.

1st Annual Report Recommendations

Investment Priorities (IP)

IP1 – Bicycle and pedestrian partners working with FDOT, should develop materials that identify the benefits to be obtained from investment in each type of bicycle and pedestrian facility or program, for use by advocates and decision-makers in promoting projects and seeking funding. These tools should clearly identify the types of investment and the kinds of benefits (including but not limited to safety, connectivity, increased utilization, economic development, lifecycle costs and fiscal efficiency) to be obtained from each type of investment.

IP2 – FDOT districts together with state, regional and local partners (including OGT, MPOs, RPCs, local governments and others) should develop and implement a methodology to identify and prioritize where bicycle and pedestrian facilities are needed to connect or complete existing systems within districts and between districts and share with partners.

IP3 – State, regional and local funding partners (including FDOT, OGT, MPOs, RPCs local governments and others) as appropriate should give high priority to investments that complete linkages between components of bicycle and pedestrian facility systems, in order to derive the most benefit from dollars invested in bicycle and pedestrian improvements.

Performance Measures (PM)

PM1 – FDOT should develop quantitative and qualitative bicycle and pedestrian system performance measures for use in Florida Transportation Plan and Florida Strategic Highway Safety Plan implementation and in evaluating and enhancing bicycle and pedestrian efforts in each district and statewide. **Potential measures** to be considered include but are not limited to:

- Number/percentage of cities and counties with current bicycle, pedestrian, and trail plans
- Degree to which these plans are reflected in LRTPs and 5-year capital improvements plans
- Degree to which systems and facilities are context sensitive
- Inventory/percentages of roads that have bicycle and pedestrian facilities
- Inventory/percentage of jurisdictions that have educational programs (i.e., Safe Routes to School) addressing bicycle and pedestrian issues
- Connections to transit
- Condition of existing facilities

- Number of trips made by walking and bicycling
- Facility utilization
- Modal split and projected mode shift produced by proposed projects and systems (additional data needed to develop this measure)

Safety (S)

S1 – FDOT and partners should cooperate to develop and implement methodologies to gather exposure data (data on bicycle and pedestrian usage of facilities or systems for which crash data is available) that can be used to develop more meaningful measures of bicycle and pedestrian safety.

S2 – FDOT and partners should develop facility and system measures of bicycle and pedestrian safety for use in the Florida Transportation Plan and the Florida Strategic Highway Safety Plan implementation. FDOT and partners should coordinate to promote use of these measures and plans to inform bicycle and pedestrian plan preparation and facility design statewide.

S3 – FDOT and partners should coordinate to develop and implement bicycle and pedestrian safety education and enforcement programs for all users and modes that focus on safety awareness and cost-effective measures.

S4 – FDOT and partners should coordinate efforts to continue to develop and implement bicycle and pedestrian safety training modules to be included in the training materials and programs of groups responsible for enforcement, including but not limited to the following:

- law enforcement
- Department of Motor Vehicles
- schools

Coordination (C)

C1 – MPOs and local governments, working together with other bicycle and pedestrian partners should strengthen or develop mechanisms (e.g., advisory committees, working groups, and summits) to improve coordination between public and private stakeholders involved in bicycle and pedestrian planning, including but not limited to FDOT, MPOs, RPCs local governments, county health departments, school districts, FDEP, and FDOE, and local bicycle and trail user and working groups.

Funding (F)

F1 – FDOT and partners should continue funding bicycle and pedestrian projects, including projects of local, regional and statewide significance that are now eligible for funding through the Transportation Enhancement and Safe Routes to School programs if these programs are not reauthorized by Congress in the next multi-year federal transportation bill.

F2 – Deleted as not relevant to the FTP.