

BAY COUNTY TPO

PEDBIKETRAIL

2025 MASTER PLAN

ACKNOWLEDGMENTS

Bay County

City of Callaway

City of Lynn Haven

City of Mexico Beach

City of Panama City

City of Panama City Beach

City of Parker

City of Springfield







EMERALD COAST REGIONAL COUNCIL

Bay County TPO

KITTELSON & ASSOCIATES

Adopted - February 25, 2026 - *Prepared for Emerald Coast Regional Council (ECRC) - Staff to the Bay County TPO.*

This report was financed in part by the U.S. Department of Transportation, Federal Highway Administration, and the Florida Department of Transportation.

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GLOSSARY

ACTIVE TRANSPORTATION: Human-powered and low-speed travel modes used for daily trips, including walking, bicycling, and similar forms of mobility.

AMERICAN COMMUNITY SURVEY: A recurring survey conducted by the U.S. Census Bureau that provides detailed demographic, socioeconomic, housing, and transportation data used for planning, analysis, and policy evaluation. Data are released in 1-year and 5-year estimates.

ARTERIAL ROADWAY: A roadway classified within the functional classification system as providing higher-capacity travel and mobility between major destinations, population centers, and activity areas, typically carrying higher traffic volumes and longer-distance trips than local streets.

COMMUNITY TRAFFIC SAFETY TEAM: A multi-jurisdictional group coordinated through the Florida Department of Transportation and led at the local level that brings together transportation, law enforcement, emergency response, public health, and community partners to improve traffic safety.

COLLECTOR ROADWAY: A roadway classified as serving an intermediate role between local streets and arterial roadways, providing both access to adjacent land uses and connectivity. Collector roadways typically carry moderate traffic volumes and support shorter to medium-length trips.

COMPLETE STREETS: A planning and design approach that ensures streets are designed, operated, and maintained to safely accommodate all users, including pedestrians, bicyclists, transit riders, motorists, and freight, across all ages and abilities. In Florida, these principles are increasingly implemented through Context-Based Design.

CONTEXT-BASED DESIGN: A transportation planning and design approach that tailors roadway design, features, and operations to the surrounding land use, development pattern, and user needs rather than relying on uniform roadway standards.

CONTEXT CLASSIFICATION: A framework used by the Florida Department of Transportation to categorize roadway environments based on surrounding land use, development intensity, and multimodal activity, informing appropriate design and operational decisions. A full description of the contexts is included in Chapter 6.

COST-FEASIBLE PLAN: A component of a Long-Range Transportation Plan (LRTP) that identifies transportation projects and strategies that can reasonably be funded and implemented within the plan's forecasted revenues and financial constraints over the planning horizon.

FLORIDA GREENBOOK: A common way to refer to the Manual of Uniform Minimum Standards for Design, Construction, and Maintenance for Streets and Highways, published by the Florida Department of Transportation, which establishes uniform minimum criteria for the planning, design, construction, and maintenance of streets and highways in Florida.

FLORIDA GREENWAYS AND TRAILS SYSTEM: A statewide network of existing and planned greenways and trails intended to connect communities, parks, natural areas, and recreational destinations for transportation and tourism purposes. The system is administered by the Florida Department of Environmental Protection.

HIGH-INJURY NETWORK: A set of roadway segments and intersections identified through crash analysis as experiencing a disproportionate number of fatal and serious injury crashes, particularly involving vulnerable road users. The High-Injury Network developed for Bay County is included in the Bay County Safe Streets and Roads for All plan.

LEVEL OF TRAFFIC STRESS: A performance-based measure used to evaluate the comfort and perceived safety of walking or bicycling along a roadway or facility based on traffic conditions, facility characteristics, and the degree of separation from motor vehicles. In practice, Level of Traffic Stress is evaluated separately for bicyclists and pedestrians.

LONG-RANGE TRANSPORTATION PLAN: A federally required, long-term planning document prepared by the Transportation Planning Organization that establishes transportation goals, priorities, and investment strategy over a minimum 20-year planning horizon. The LRTP identifies existing and future transportation needs across all modes, evaluates alternatives, and includes a fiscally constrained cost-feasible plan that aligns proposed projects with reasonably anticipated funding.

MICROMOBILITY: Low-speed transportation devices, including human-powered and electric bicycles, scooters, and similar small vehicles, which are used for short-distance travel.

SAFE ROUTES TO SCHOOL: A federally established and state-administered program that promotes and supports safe walking and bicycling to and from schools. The program focuses on reducing barriers to active travel for students, improving safety near schools, and increasing the number of children who can safely walk or bicycle to school.

SAFE STREETS AND ROADS FOR ALL: A federal safety program administered by the U.S. Department of Transportation aimed at eliminating traffic fatalities and serious injuries. In Bay County, the Safety Action Plan was completed in 2025.

SAFE SYSTEM APPROACH: The Safe System Approach is a strategy that addresses and mitigates risks in the transportation system. An emphasis is placed on safety programs for infrastructure, human behavior, responsible oversight, and emergency response, all with a goal of zero roadway fatalities and serious injuries.

SHARED-USE PATH: A paved or unpaved facility physically separated from roadways and designed for use by non-motorized users, including pedestrians and bicyclists.

TRANSPORTATION PLANNING ORGANIZATION: A regional entity responsible for coordinating transportation planning, programming, and funding decisions in urbanized areas, including the development of long-range transportation plans and transportation improvement programs.

VISION ZERO: A safety framework that prioritizes the elimination of traffic fatalities and serious injuries by recognizing human error, emphasizing system design, and placing safety as the highest transportation priority.

VULNERABLE ROAD USERS: Roadway users who face increased risk of severe injury or death in traffic crashes due to limited physical protection, including pedestrians, bicyclists, and users of micromobility devices.

ACRONYMS

AADT Annual Average Daily Traffic
AASHTO American Association of State Highway and Transportation Officials
ACS American Community Survey
ADA Americans with Disabilities Act
AFB Air Force Base
AoPP Areas of Persistent Poverty
BLTS Bicycle Level of Traffic Stress
BP 2013 Bay County TPO Bicycle Pedestrian Plan
BUILD Better Utilizing Investments to Leverage Development
CF Cost-Feasible
CIP Capital Improvements Plan
CR County Road
CRA Community Redevelopment Agency
CTST Community Traffic Safety Team
ECRC Emerald Coast Regional Council
FDOT Florida Department of Transportation
FDEP Florida Department of Environmental Protection
FDM FDOT Design Manual
FGDL Florida Geographic Data Library
FGTS Florida Greenways and Trails System
FHWA Federal Highway Administration
FNST Florida National Scenic Trail
FRDAP Florida Recreation Development Assistance Program
FY Fiscal Year
GIS Geographic Information Systems
HDC Historically Disadvantaged Communities
HIN High-Injury Network
INFRA Infrastructure for Rebuilding America
KSI Killed or Seriously Injured
LDC Land Development Code
LDR Land Development Regulations
LMWS Latitude Margaritaville Watersound
LRTP Long Range Transportation Plan
LTS Level of Traffic Stress
LWCF Land and Water Conservation Fund
MPDG Multimodal Project Discretionary Grant
MPO Metropolitan Planning Organization
MUP Multi-Use Path
NACTO National Association of City Transportation Officials
NSA Naval Support Activity
NPS National Park Service
PBSSP Pedestrian and Bicycle Strategic Safety Plan
PH Phase
PLTS Pedestrian Level of Traffic Stress
PP Project Priorities
PSA Public Service Announcement
PUD Planned Unit Development
Q/LOS Quality/Level of Service
RAISE Rebuilding American Infrastructure with Sustainability and Equity
RTC Rails-to-Trails Conservancy
RTCA Rivers, Trails, and Conservation Assistance
RTP Recreational Trails Program
SR State Road
SS4A Safe Streets and Roads for All
STBG Surface Transportation Block Grant
SUN Shared-Use Nonmotorized
TA Transportation Alternatives
TAZ Traffic Analysis Zone
TIGER Transportation Investment Generating Economic Recovery
TIP Transportation Improvement Program
TPO Transportation Planning Organization
UF University of Florida
USDOT U.S. Department of Transportation
VMT Vehicle Miles Traveled
VRU Vulnerable Road User
WP Work Program

RESOLUTION

RESOLUTION BAY 26-07

A RESOLUTION OF THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION ADOPTING THE 2025 BAY COUNTY TPO PEDESTRIAN, BICYCLE, AND TRAIL MASTER PLAN

WHEREAS, the Bay County Transportation Planning Organization (TPO) is the organization designated by the Governor of Florida as being responsible for carrying out the continuing, cooperative and comprehensive transportation planning process for the Bay County TPO Planning Area; and

WHEREAS, the Bay County TPO multi-modal transportation planning process supports all modes of travel including bicycle and pedestrian; and

WHEREAS, the current Bay County TPO Bicycle Pedestrian Master Plan was adopted in June 2011, and amended in 2013; and

WHEREAS, the Unified Planning Work Program includes the development of a Bicycle Pedestrian Master Plan update; and

WHEREAS, the Pedestrian, Bicycle, and Trail Master Plan update has occurred and encompasses all of the Bay County TPO Planning Area; and

WHEREAS, during the 30-day comment period additional sites were proposed and ECRC staff recommend their inclusion;

NOW, THEREFORE, BE IT RESOLVED BY THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION THAT:

The TPO adopts the 2025 Bay County TPO Pedestrian, Bicycle, and Trail Master Plan.

Passed and duly adopted by the Bay County Transportation Planning Organization on this 25th day of February 2026.

BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION

BY: Pamn Henderson
Pamn Henderson, Chairperson

ATTEST: _____



EXECUTIVE SUMMARY

INTRODUCTION AND PURPOSE

The 2025 Bay County TPO Pedestrian, Bicycle, and Trail Master Plan builds upon prior regional bicycle and pedestrian plans, most recently the 2011 plan as amended in 2013. The Plan establishes a coordinated, countywide approach for improving walking, bicycling, and trail connectivity across the Bay County Transportation Planning Organization (TPO) area.

The Plan recognizes active transportation as an essential part of the region's transportation system, supporting safety, public health, transportation choice, economic activity, and overall quality of life. Technical analyses, GIS-based mapping, and extensive public and stakeholder input were used to identify safety challenges, network gaps, and investment opportunities. The resulting recommendations include prioritized projects, policy guidance, and implementation strategies that align local needs with regional and statewide initiatives such as the Florida Greenways and Trails System.

VISION, GOALS, AND OBJECTIVES

The Plan is guided by a shared vision developed with local governments, agencies, and advocacy partners.

VISION STATEMENT

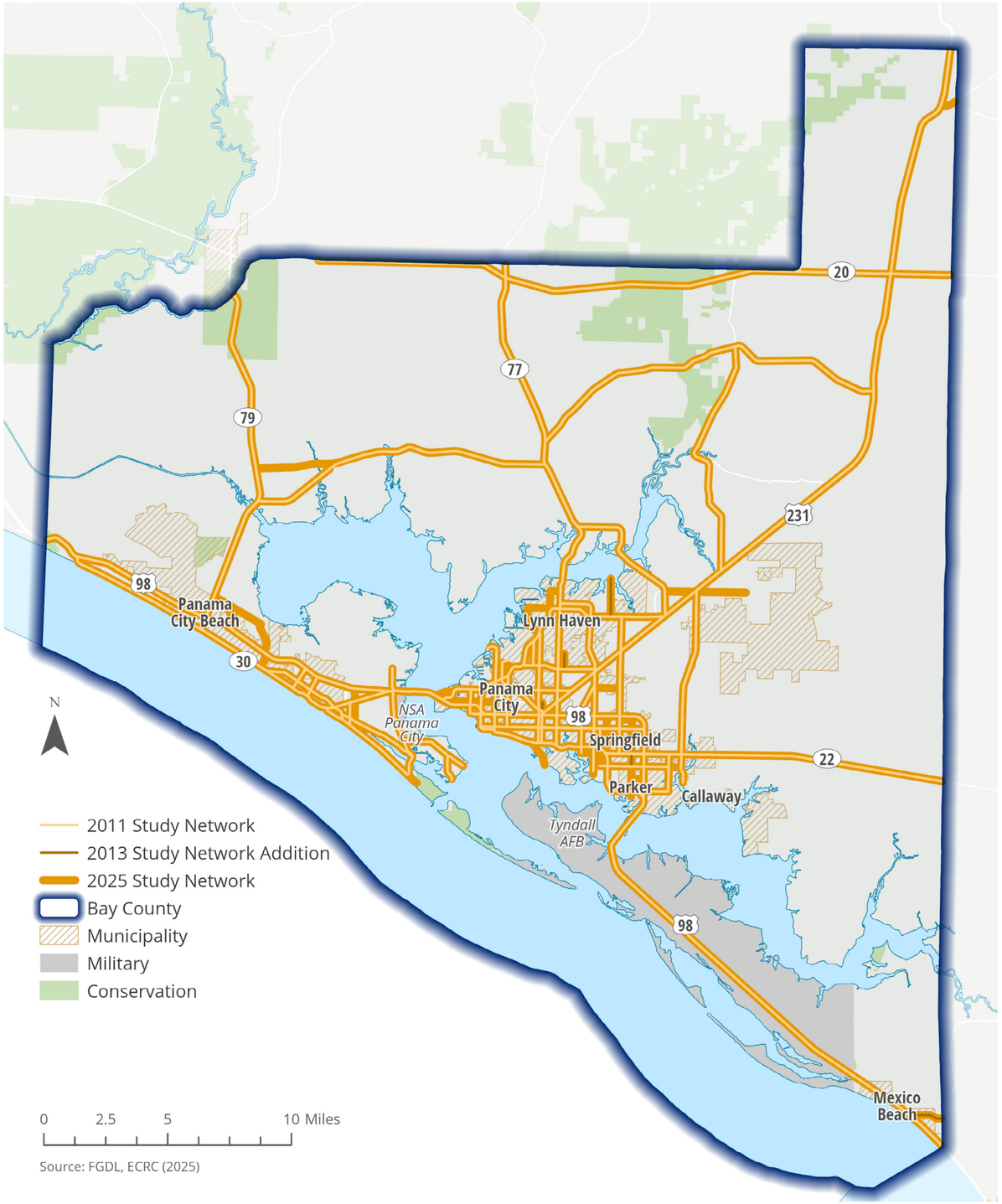
The Bay TPO Pedestrian, Bicycle, and Trail Master Plan will **improve the quality of life** for all communities within the TPO planning area by providing education, engineering, enforcement, and encouragement of multi-modal transportation choices.

The goals developed for this plan focus on:

- Creating a safe, continuous, and connected bicycle and pedestrian network for users of all ages and abilities;
- Encouraging walking and bicycling as practical transportation options for daily trips;
- Reducing crashes through targeted infrastructure improvements, education, and enforcement; and
- Maintaining current data to guide future decisions.

Together, these goals provide measurable direction for infrastructure investment, policy development, and programmatic actions throughout the Bay County TPO area.

STUDY NETWORK



Source: FGDL, ECRC (2025)

EXISTING CONDITIONS

This Plan documents existing bicycle, pedestrian, and trail conditions to identify needs and prioritize improvements. The analysis combines activity data, facility inventories, demographic trends, performance measures, and crash history to provide a clear picture of how the system functions today.

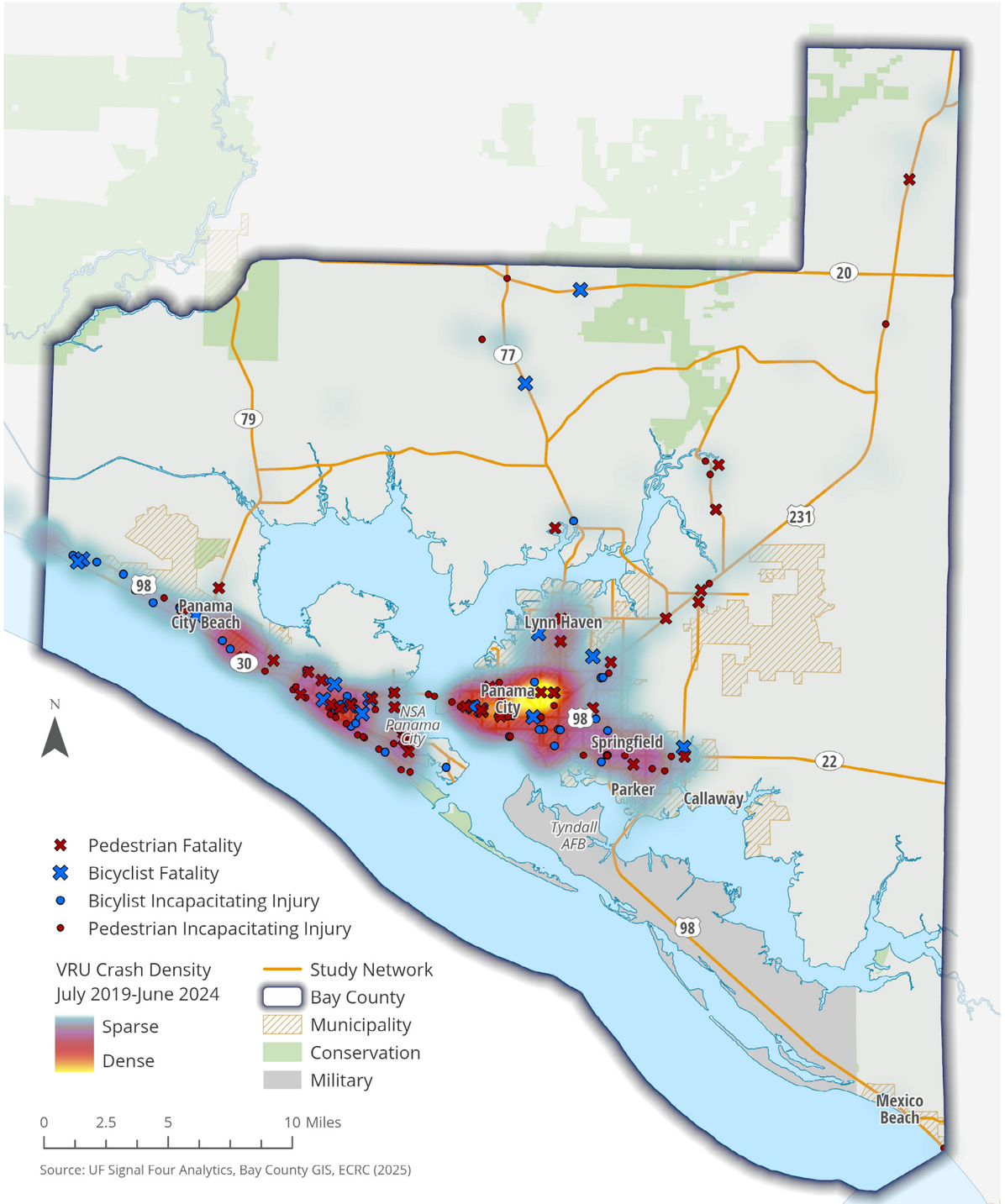
KEY FINDINGS INCLUDE:

- More than **90,000 pedestrian** trips and **19,000 bicycle and e-bike** trips were recorded in 2024 using Strava, a popular fitness application, with activity concentrated along coastal corridors, shared-use paths, bridges, and near major destinations.
- Almost **70%** of the study network is **covered by continuous bicycle facilities**, though this includes painted lanes and shoulders appropriate only for advanced riders.
- Less than 30% of the study network is covered by continuous sidewalks or shared-use paths, indicating gaps and barriers for pedestrians.
- Bay County's SUN Trail network is moving forward but still has substantial unfunded gaps.
- Between **July 2019 and June 2024**, there were **1,091 pedestrian and bicycle crashes**, including 56 fatal or serious injury crashes involving cyclists and 111 involving pedestrians.

Bicycle and Pedestrian Level of Traffic Stress analysis shows that higher-stress conditions are common on major arterials and highways, reinforcing the importance of safer crossings, separated facilities, and lower-stress parallel routes to support a broader range of users.



VRU CRASH DENSITY AND KSI CRASHES



Source: UF Signal Four Analytics, Bay County GIS, ECRC (2025)

ENGAGEMENT

Public and stakeholder engagement was a central element of plan development and helped ensure that recommendations reflect local priorities and lived experience.

Engagement efforts included:

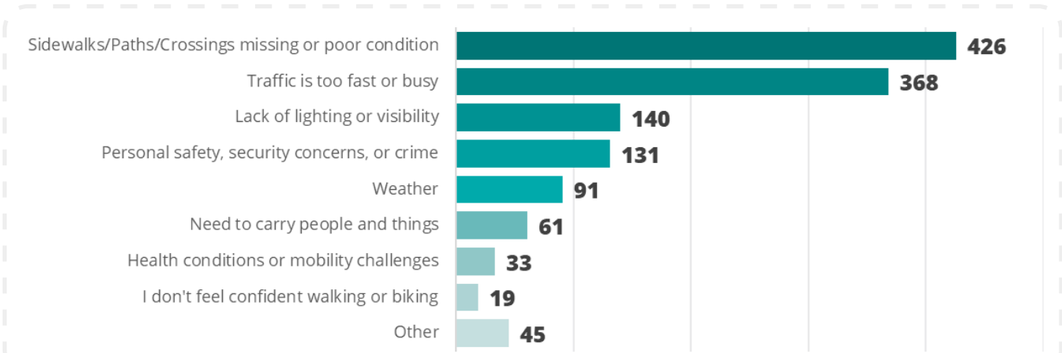
- A public project website and interactive GIS dashboard
- A multi-agency Local Working Group that met regularly throughout the creation of this plan
- An online public survey that received 592 responses

592
SURVEY RESPONSES

Survey participants consistently identified missing sidewalks, as well as high-speed traffic, as the primary barriers to walking and bicycling. Shared-use paths and separated facilities were viewed as the safest and most comfortable options. Respondents prioritized improvements to neighborhoods, regional trails, parks, and schools over other areas, while also raising important concerns about maintenance, enforcement, and e-bikes. These themes directly informed project identification, evaluation criteria, and policy recommendations.



PUBLIC SURVEY - BARRIERS TO BICYCLING AND WALKING



PROJECT SELECTION

A collaborative process was used to identify bicycle, pedestrian, and trail projects for inclusion in the Plan. Projects were first identified through the Local Working Group, drawing on local knowledge of safety concerns, network gaps, and planned improvements. This list was then expanded through a review of adopted and draft FDOT and TPO plans, programming documents, and remaining gaps in the SUN Trail Network. Additional projects were added during the 30-day draft plan public review period.

Through this process, **86 projects were identified** across the Bay County TPO area. Fully funded projects not yet constructed are included to ensure the Plan remains comprehensive and supports coordination among jurisdictions and agencies.

PROJECT PRIORITIZATION

The project team created a data-driven framework for evaluating and ranking projects to guide future funding and implementation decisions. Each project was scored using weighted criteria that reflect both technical analysis and community priorities.

PROJECTS WERE SCORED BASED ON THESE CATEGORIES

- Safety
- Access to Schools, Parks, & Recreation Facilities
- Network Connectivity
- Commute Type
- Regional Trail System
- Vehicle Availability
- Public Input
- Planning Consistency
- Level of Traffic Stress
- Under-served Communities

PROJECTS ARE ORGANIZED INTO THREE RANKED LISTS:

1. On-network bicycle and pedestrian projects
2. On-network trail projects
3. Off-network projects

PLANNING REVIEW

The Plan presents a review of statewide and local policies that influence bicycle, pedestrian, and trail implementation. At the state level, Florida policies strongly support safety, complete streets' principles, and regional trail development. Locally, most jurisdictions require sidewalks in new developments and support multimodal connectivity through comprehensive plans and land development regulations.

The review also identifies opportunities to strengthen policy consistency across jurisdictions, particularly through more explicit context-based design language, expanded Safe Routes to School commitments, and more uniform expectations for e-bikes on public facilities. Overall, the policy framework provides a solid foundation for implementing the Plan's recommendations.

FUNDING SOURCES

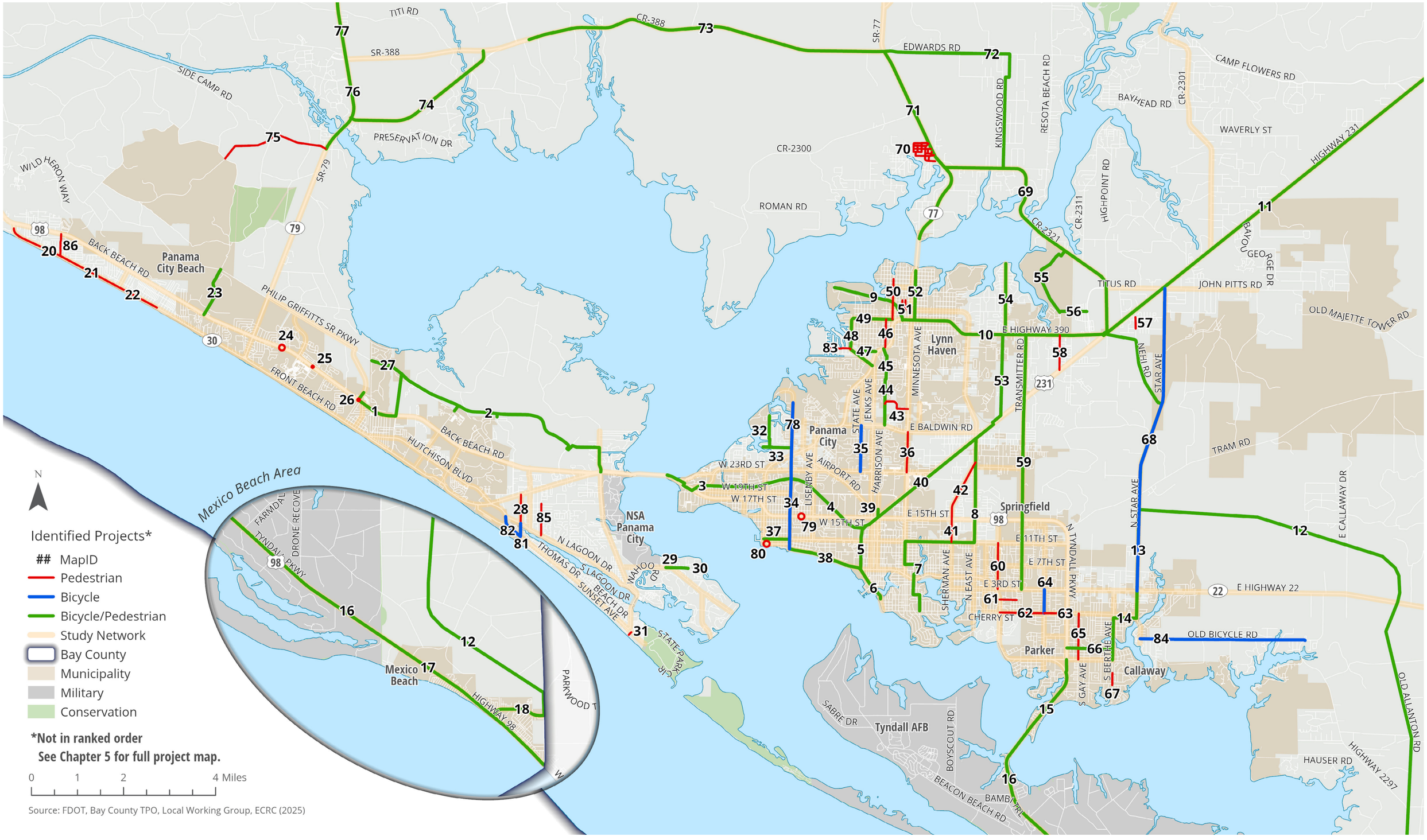
The Plan outlines a range of federal, state, and private funding programs that may help support implementation. These include state programs for trails, safety, recreation, and Safe Routes to School; federal transportation and discretionary grant programs; and private or philanthropic funding that can complement public investment.

Because funding programs evolve, the Plan emphasizes aligning prioritized projects with multiple funding sources and leveraging partnerships to improve competitiveness.

CONCLUSION

The 2025 Bay County TPO Pedestrian, Bicycle, and Trail Master Plan provides a practical roadmap for improving safety, connectivity, and access across the community. By combining data-driven analysis with extensive public input and policy review, the Plan identifies achievable, prioritized actions that can be implemented as funding and opportunities arise. Together, these recommendations support a safer, more connected transportation system that serves residents, workers, and visitors while strengthening Bay County's long-term mobility, economic vitality, and quality of life.

IDENTIFIED PROJECTS





CHAPTER 1
INTRODUCTION & PURPOSE

1.0 INTRODUCTION AND PURPOSE

This Plan serves as a comprehensive review and update to the 2011 Bay County Transportation Planning Organization (TPO) Bicycle Pedestrian Master Plan, as amended in 2013. The 2025 Pedestrian, Bicycle, and Trail Master Plan (the Plan) assesses the Bay County TPO's existing network, future needs, and policy goals. This Plan will guide the planning, funding, and implementation of new projects to create a safe and efficient network of bicycle and pedestrian facilities for Bay County's residents and visitors.

Based on existing conditions, previous plans, and design standards, the Plan helps the Bay County TPO prepare for future needs. The heart of this Plan is the three ranked lists of bicycle and pedestrian-related initiatives aimed at addressing safety concerns and meeting the increasing demand for active transportation options. The recommendations will also propose general policies to inform future decision-making and guidelines for bicycle and pedestrian design.

The **purpose** of the Bay County TPO Bicycle, Pedestrian, and Trail Master Plan is to:

- Develop a shared vision for all communities.
- Promote active transportation, enhance safety, and improve connectivity.
- Develop strategies that support the integration of safe and well-connected pedestrian and bicycle networks into the overall transportation system.
- Identify and prioritize bicycle and pedestrian projects, as well as trail projects.

1.1 BACKGROUND

Walking and biking offer substantial health benefits. The shift toward active transportation is not merely an amenity. It is an investment in the community's health, economy, and overall quality of life. Integrating physical activity into daily routines helps combat chronic diseases, improves mental well-being, and reduces healthcare costs associated with sedentary lifestyles.

Safe and connected networks ensure that transportation options are available for everyone, including non-drivers, seniors, children, and low-income populations, and offer essential access to jobs, services, and educational opportunities. The Plan marks a crucial step toward creating a transportation system that prioritizes and seamlessly integrates walking and biking—the most fundamental and accessible forms of human mobility.

1.2 STUDY AREA AND NETWORK

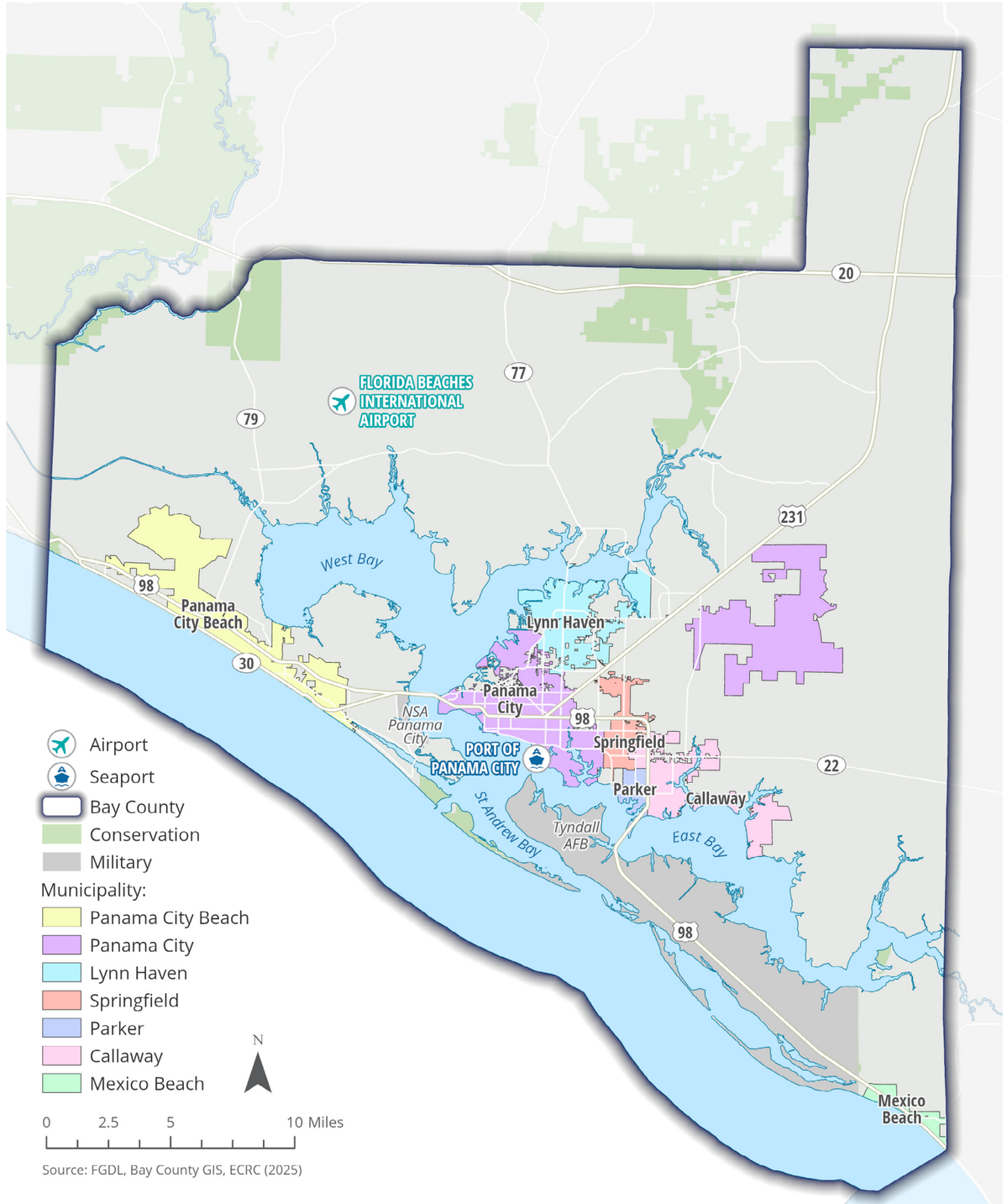
The study area for this Plan is the Bay County TPO planning area which includes the entirety of Bay County, Florida. Bay County features a mix of urban, suburban, and rural environments, and includes the municipalities of Panama City Beach, Panama City, Lynn Haven, Springfield, Parker, Callaway, and Mexico Beach **(Map 1.1)**. Bay County is also home to two critical military installations, Tyndall Air Force Base and Naval Support Activity Panama City. Walking and bicycling needs vary significantly across these settings. To address this diversity, the Plan will incorporate Context Based Design principles and current best practices in pedestrian and bicycle facility design.

The study network for this Plan, shown in **Map 1.2**, is primarily based on roads classified as arterial or collector roadways by the Federal Highway Administration. These are, for the most part, the facilities eligible for funding through the Florida Department of Transportation (FDOT) as informed by the TPO process. As a result, the analysis focuses chiefly on these roadways where robust data is available for traffic volumes, crash history, and right-of-way characteristics. This approach ensures that recommendations can be evaluated and prioritized using consistent, quantifiable criteria.

While the emphasis is on bicycle and pedestrian facilities along arterial and collector roadways, the Plan also considers local trails, shared-use paths, and bicycle routes that connect to or complement the regional network. Several off-network facilities and locally recommended routes are also included in the analysis to provide a more comprehensive picture of countywide mobility. These off-network projects will be identified in a separate list.

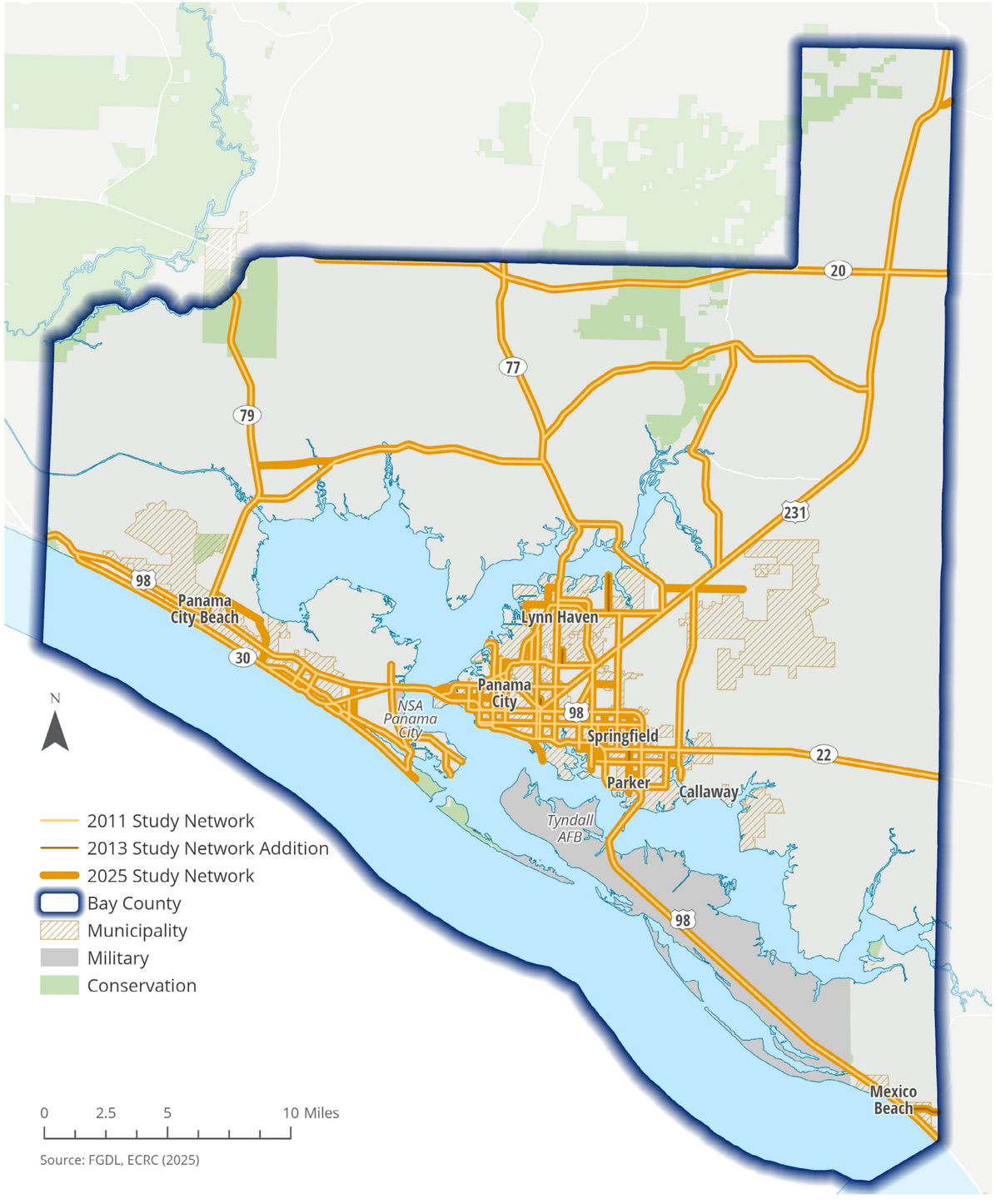
Map 1.2 illustrates the evolution of the Bay County TPO's Bicycle and Pedestrian study network over time. The 2011 network established a framework for regional bicycle and pedestrian planning, focusing on arterial and collector roads that connect key population centers and employment areas. The 2013 network addition expanded coverage to include additional corridors identified through local coordination. The 2025 study network builds upon these earlier efforts and represents an expanded network approved for this Plan. It incorporates roadways that have been classified as arterials and collectors since the 2013 Plan update and stakeholder input gathered through the Local Working Group.

MAP 1.1 - STUDY AREA



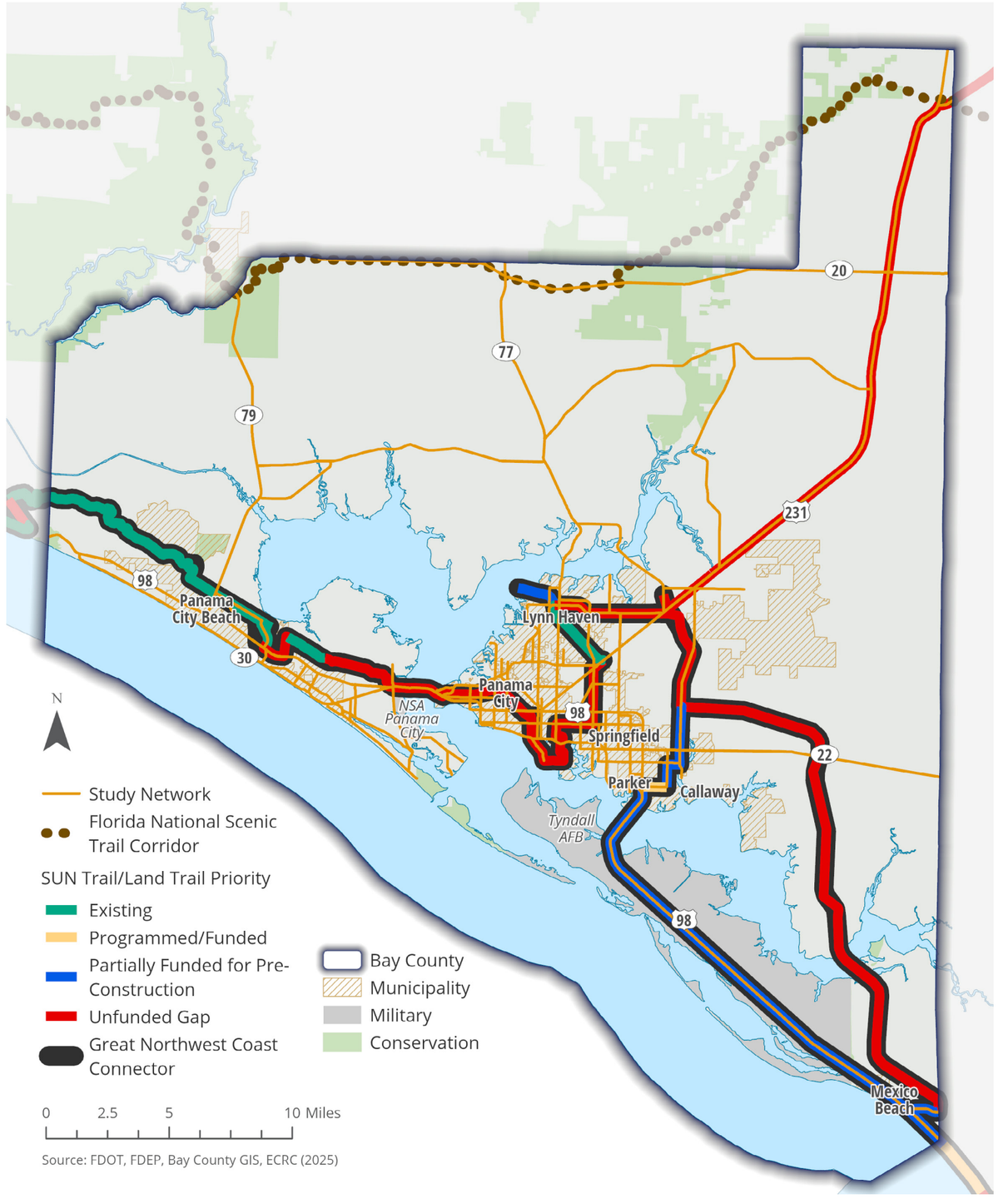
Source: FGDL, Bay County GIS, ECRC (2025)

MAP 1.2 - STUDY NETWORK



Source: FGDL, ECRC (2025)

MAP 1.3 - REGIONAL TRAILS



Source: FDOT, FDEP, Bay County GIS, ECRC (2025)

1.3 PLANNING CONTEXT

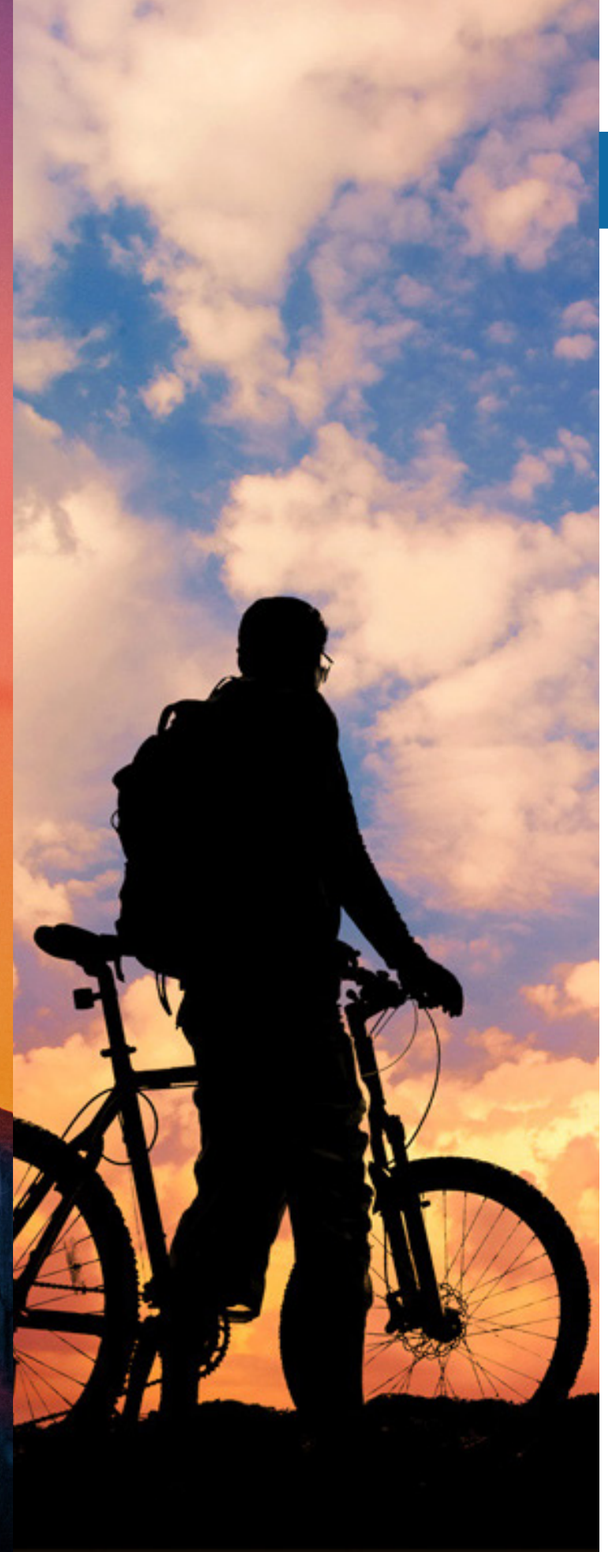
Bay County has a strong history of bicycle and pedestrian planning. The TPO has generated at least three previous plans aimed at expanding and improving the network for pedestrians and bicycle users. In June 1997, the Panama City Urbanized Area MPO, as it was called at the time, adopted a Comprehensive Bicycle/Pedestrian Plan. More recent full updates were completed in 2006 and 2011, followed by an amendment in 2013.

Most local Comprehensive Plans include goals that promote safety and convenience for pedestrians and cyclists. Many of them also explicitly direct their municipalities to support and implement the goals of the Bay County TPO's bicycle and pedestrian plans. To implement these goals, provisions in most local development codes across the county require sidewalks or bikeways in conjunction with new development, reinforcing the role of local governments in supporting the incremental development of the pedestrian and bicycle network.

State-level planning also plays a role in non-motorized infrastructure investments within Bay County. FDOT addresses contemporary transportation challenges through context-based solutions. The Florida Greenways and Trails System Plan, maintained by the Florida Department of Environmental Protection's Office of Greenways and Trails, identifies regional priority trail corridors. FDOT's Shared-Use Nonmotorized (SUN) Trail program implements this vision by funding shared-use paths on these designated corridors. **Map 1.3** shows the Florida National Scenic Trail, SUN Trail Network, and the Great Northwest Coast Connector in Bay County.

Further discussion of local and state plans and ordinances is included in **CHAPTER 7**





1.4 PLANNING PURPOSE

The planning process involved **FIVE KEY STEPS**:

- Reviewing previous plans
- Analyzing current conditions
- Gathering community input
- Identifying and prioritizing projects
- Consolidating recommendations into this report

Each phase builds upon the last, integrating data, community feedback, and best practices to create a practical and coordinated approach to enhancing walking, biking, and trail access across Bay County.

As the Plan developed, the study team used GIS mapping and survey data to identify gaps and opportunities for safer, more interconnected routes. Community and partner involvement was central to every stage. Public surveys, working group meetings, and coordination with local governments and advocacy groups helped refine priorities and confirm where improvements were most needed. In addition to public feedback, quantitative analyses assessed safety as well as bicycle and pedestrian level of traffic stress. Projects were prioritized based on a set of evaluation criteria **(outlined in Chapter 6)**, resulting in ranked lists of improvements and strategies for implementation. The outcome is a comprehensive Plan that encapsulates years of progress, community input, and technical work into a framework designed to guide future investments and partnerships.

1.5 CONSTRAINTS AND OPPORTUNITIES

This Plan is shaped by Bay County's mix of coastal and inland communities, strong military presence, large tourism economy, and growing population. Recognizing these elements is essential to developing a Plan that responds directly to Bay County's needs and priorities. This section summarizes both the opportunities that can be built upon to advance a safe and connected active transportation system and the constraints that must be addressed to achieve it. The findings reflect input from the Local Working Group, as well as feedback from the community-wide survey. Together, these perspectives illustrate how leaders, residents, and visitors experience walking and biking today; barriers that stand in the way of safer mobility; and where the greatest potential lies for improvement and investment.

OPPORTUNITIES

Scenic and Natural Assets

Bay County's location on the Gulf of America, the St. Andrew and St. Joseph Bays, and extensive conservation areas provide unique opportunities for expanding trails and promoting recreation-based mobility. Parks such as St. Andrews State Park and the Panama City Beach Conservation Park already serve as popular walking and biking destinations. Survey participants noted that "people will travel to this area just because of that connectivity," highlighting potential benefits to link parks and waterfronts via a continuous trail system.

Shared-Use Path and Corridor Potential

Existing utility easements, abandoned rail corridors, and roadway rights-of-way offer opportunities for new regional trails and shared-use paths. These corridors can strengthen connections to the Florida National Scenic Trail and the SUN Trail system, integrating Bay County into statewide mobility and tourism networks and the existing Rails to Trails projects. Two projects, Gayle's Trails in Panama City Beach as well as the Lynn Haven Rail Trail have already shown the potential for such projects in Bay County.

Public Interest and Community Engagement

Survey responses reveal strong local enthusiasm for improving walkability and bicycle-friendliness. Over 70% of the respondents expressed support for the addition of sidewalks and trails, and many provided detailed feedback on preferred routes and amenities. Community events, advocacy groups, and events such as "bike rides and weekend markets where people already walk" can help sustain momentum and reinforce public ownership of these improvements.

Tourism and Economic Development

Enhanced trail systems can bolster the county's tourism economy by linking commercial areas, cultural destinations, and waterfronts. Although the survey conducted as part of this planning process did not specifically target visitors, many respondents indicated home addresses outside Bay County, suggesting interest among tourists and seasonal residents. Trails integrated with business districts and recreational destinations could facilitate both visitor access and support local economic vitality.

CONSTRAINTS

Limited Connectivity and Network Gaps

Both public feedback and technical analysis identified gaps such as discontinuous sidewalks, missing trail segments, and incomplete bicycle routes as major barriers. Survey respondents frequently mentioned "no sidewalks between neighborhoods" or "paths that end abruptly near major roads." These gaps hinder safe access to schools, jobs, and recreation areas.

High-Speed and Auto-Dominated Corridors

Major arterial roads present significant challenges for non-motorized users. One survey respondent remarked, "A solid white stripe is the bike lane, with high posted speed limits—those conditions are not conducive for cycling." Heavy traffic volumes, limited shoulder space, and insufficient separation between travel modes discourage both experienced and casual cyclists from using these routes.

Infrastructure Damage and Environmental Exposure

Hurricanes and coastal flooding continue to disrupt long-term connectivity and the reliability of infrastructure. Several participants mentioned lingering damage from Hurricane Michael (2018) and noted that "washouts and erosion further complicate our ability to maintain these essential pathways."

Funding and Implementation Challenges

Funding remains a persistent barrier. As one Local Working Group member observed, "[T]hese facilities are very, very expensive." Competition for limited state and federal grants often delays implementation, and there are few local sources that provide dedicated funding for maintenance. This underscores the need for clear prioritization criteria and partnerships to leverage multiple funding programs.

Data and Network Limitations

While the TPO study network provides a strong foundation, data is limited for local and off-system roads. Off-network facility needs identified through local input will require further study and coordination at the municipal level before advancing to funding stages.



CHAPTER 2
VISION, GOALS, & OBJECTIVES

2.0 VISION, GOALS AND OBJECTIVES

The Bay Couty TPO Pedestrian, Bicycle, and Trail Master Plan will guide the development and implementation of the region's walking and bicycling environments for years to come. The vision, goals, and objectives were established early in the Plan's development and directly inform the recommendations and implementation strategies presented. The goals have been modified and updated from the 2011 Plan and its 2013 amendment in coordination with the Local Working Group.

2.1 VISION STATEMENT

The Bay TPO Pedestrian, Bicycle, and Trail Master Plan will **improve the quality of life** for all communities within the TPO planning area by providing education, engineering, enforcement, and encouragement of multi-modal transportation choices.

The elements of this vision statement are further defined below:

Education
Educate users of all transportation modes on Context Based Design concepts and pedestrian and bicycle safety, rights, and responsibilities.

Engineering
Develop a continuous, connected, and accessible pedestrian and bicycle network that affords safe, and comfortable accommodations for users of all ages and abilities to move between places and destinations.

Enforcement
Partner with local law enforcement and first responders to provide adequate enforcement programs for all road users to ensure applicable laws are being followed.

Encouragement
Enhance the livability of the Bay County TPO area through the encouragement of bicycling and/or walking for short trips.

2.2 GOALS AND OBJECTIVES

Goals and objectives guide planning and programming of infrastructure improvements. Objectives should be measurable and assist in tracking the achievement of goals. The goals and objectives presented are centered around the vision statement's elements of education, engineering, enforcement, and encouragement.

GOAL 1
To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers.

Objective 1.1 - To integrate bicycle/pedestrian facilities into design of all transportation projects.

Objective 1.2 - To provide bicycle/pedestrian networks which safely serve major attractors such as schools, shopping malls, residential subdivisions, retirement areas, and recreational facilities.

Objective 1.3 - To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel.

Objective 1.4 - To provide safe and convenient bicycle parking at destinations.

Objective 1.5 - To provide maintenance of bicycle and pedestrian facilities as part of the regular transportation maintenance program.

Objective 1.6 - Regional roadway projects will support the creation of "complete streets."

GOAL 2
To encourage bicycle and pedestrian travel as viable transportation modes.

Objective 2.1 - To support sponsorship of Bicycle and Pedestrian Public Service Announcements (PSAs) by local corporations, organizations, and governments.

Objective 2.2 - To support employers who encourage/reward employees using alternate transportation.

Objective 2.3 - To make information on local bicycling and walking facilities available to the public.

GOAL 3
To reduce bicycle/pedestrian crashes through education and enforcement.

Objective 3.1 - To train bicyclists, pedestrians, and motorists to safely coexist.

Objective 3.2 - To train law enforcement professionals in the specific bicycle and pedestrian related skills and knowledge required to perform their duties effectively and efficiently.

GOAL 4
To maintain a current Bicycle and Pedestrian Plan.

Objective 4.1 - To have a database available to transportation planners for evaluating transportation infrastructure's effectiveness in meeting pedestrian and bicyclist needs.

GOAL 5
To reach a point with no increase in vehicle miles of travel (VMT) within the TPO area even with increasing population.

Objective 5.1 - To support and encourage regional development and redevelopment using mixed land uses and traditional street patterns to maximize the number of trips that can be made by alternative modes such as walking and bicycling.



CHAPTER 3
EXISTING CONDITIONS

3.0 EXISTING CONDITIONS

This chapter documents existing bicycle and pedestrian conditions across the Bay County study area to identify needs and prioritize improvements. The analysis includes a wide variety of data sources to evaluate where and how people walk and bike today; the extent and continuity of existing facilities; and the broader demographic, land use, and safety factors that shape non-motorized travel.

The chapter begins with an overview of observed bicycle and pedestrian activity patterns, followed by a detailed inventory of existing bicycle, pedestrian, and trail facilities and identification of network gaps. Demographic and growth trends are examined to understand where future multimodal demand is likely to increase, with attention to population density, employment patterns, and household transportation characteristics. The chapter next applies established performance measures—Bicycle Level of Traffic Stress (BLTS) and Pedestrian Level of Traffic Stress (PLTS)—to assess user comfort, connectivity, and barriers across the roadway network. The chapter concludes with a safety and crash analysis focused on pedestrian and bicycle crashes, contributing factors, and high-injury locations.

Collectively, these components provide a comprehensive picture of conditions affecting non-motorized travel in Bay County. The findings identify infrastructure deficiencies, safety concerns, and emerging demand areas to inform project prioritization and recommendations presented in subsequent chapters.

3.1 BICYCLE AND PEDESTRIAN ACTIVITY TRENDS

To understand general trends in bicycle and pedestrian infrastructure use in Bay County, the study team reviewed activity data from Strava Metro. **Strava** is a **mobile application** that allows users to **record walking, running, hiking, bicycling, and e-bike trips**. Strava Metro aggregates anonymized, privacy-screened activity data for use as a planning tool.

During the 2024 calendar year, Strava users recorded substantial bicycle and pedestrian activity across Bay County:

PEDESTRIAN ACTIVITY:

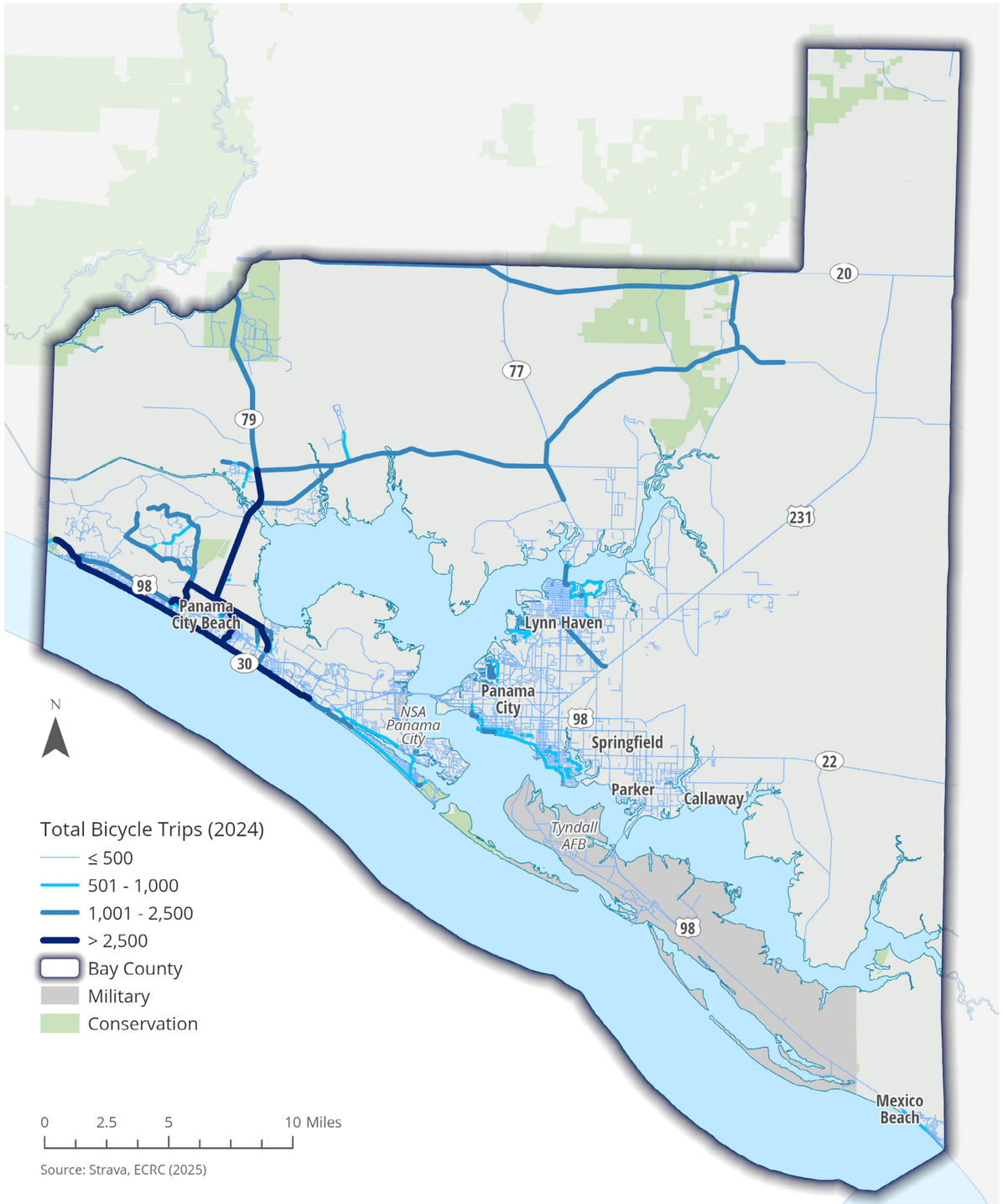
- 15,011 users recorded 90,491 pedestrian trips (walking, running, or hiking), totaling more than 620,000 miles.
- 92 percent of trips were leisure trips, and 8 percent were commute trips.

BICYCLE ACTIVITY:

- 4,012 users recorded 19,072 bicycle or e-bike trips, totaling nearly 870,000 miles.
- 88 percent of trips were leisure trips and 12 percent were commute trips.
- 98 percent of recorded trips were made by bicycle and 2 percent by e-bike.

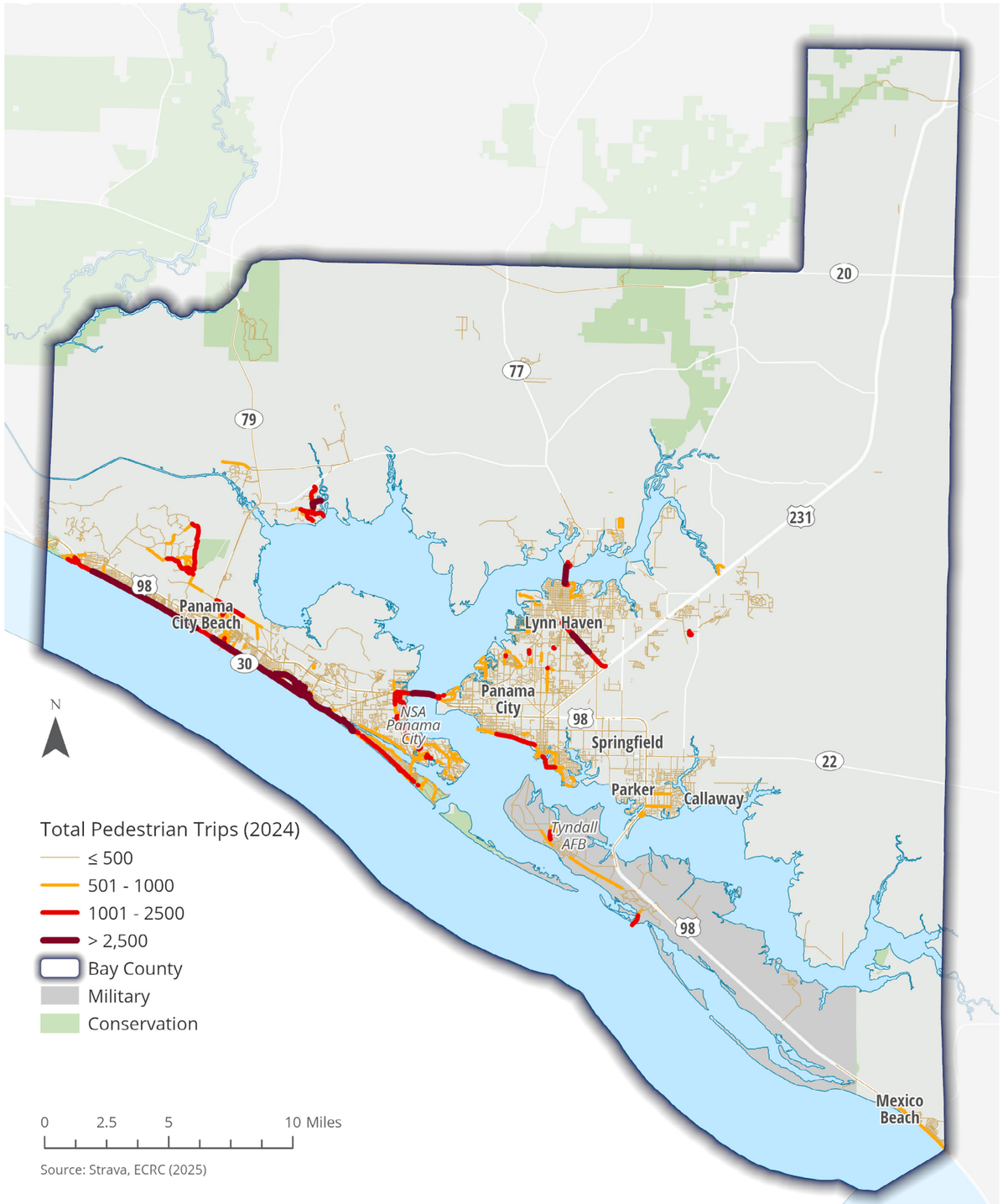
Maps 3.1 and 3.2 illustrate the spatial distribution of bicycle and pedestrian activity recorded during 2024. The highest concentration of bicycle activity occurs along Front Beach Road, Gayle's Trails throughout Panama City Beach, and SR 79 north to SR 388. Pedestrian activity is most concentrated along Front Beach Road, South Thomas Drive, the Hathaway Bridge, the Lynn Haven Rail Trail, the Bailey Bridge on SR 77 over North Bay, and within the RiverCamps subdivision on the north shore of West Bay.

MAP 3.1 - STRAVA BICYCLE ACTIVITY



Source: Strava, ECRC (2025)

MAP 3.2 - STRAVA PEDESTRIAN ACTIVITY



Source: Strava, ECRC (2025)

These patterns show that non-motorized travel is concentrated along key corridors, on shared-use facilities, and near major destinations, particularly in areas with higher activity levels, tourism, and connected trail infrastructure. The presence of both leisure and commute trips indicates that walking and bicycling serve multiple functions in Bay County, supporting recreation, daily travel, and access to coastal destinations.

Strava Metro reflects trips recorded by users of a single application who choose to share their activity and therefore does not capture all bicycle and pedestrian travel. Certain populations, such as children, older adults, and individuals without smartphones, may be underrepresented. Overall, the observed activity levels confirm that bicycling and walking are already an important part of how people move through Bay County.

3.2 STUDY NETWORK GAP IDENTIFICATION

A key step in understanding multimodal needs is assessing the extent of existing bicycle and pedestrian facilities. This section evaluates the coverage, continuity, and characteristics of current infrastructure across the 356-mile study network. By identifying where facilities are present, where service is partial, and where gaps remain, the analysis helps to target investment to create a safe and connected multimodal system.

BICYCLE FACILITIES

Bicycle facilities in the study area include marked bicycle lanes, paved shoulders at least 4 feet wide, and shared-use paths. To determine overall study network coverage, available GIS layers from Bay County (Bike Lanes) and FDOT (Bike Lanes, Bike Slots, Outside Shoulder, and Shared Paths) were joined to the study network. Network segments were classified as Existing, Partial, or None depending on the presence or absence of bicycle facilities. Facilities were verified using Bay County's 2025 aerial imagery, and in some cases, field visits. Approximately 70.8 percent of the study network has either existing or partial bicycle facilities, while 29.2 percent lacks any bicycle accommodation. Gaps exist throughout the county, including within the urban core where demand for multimodal connections is highest. **(Table 3.1 and Map 3.3)**

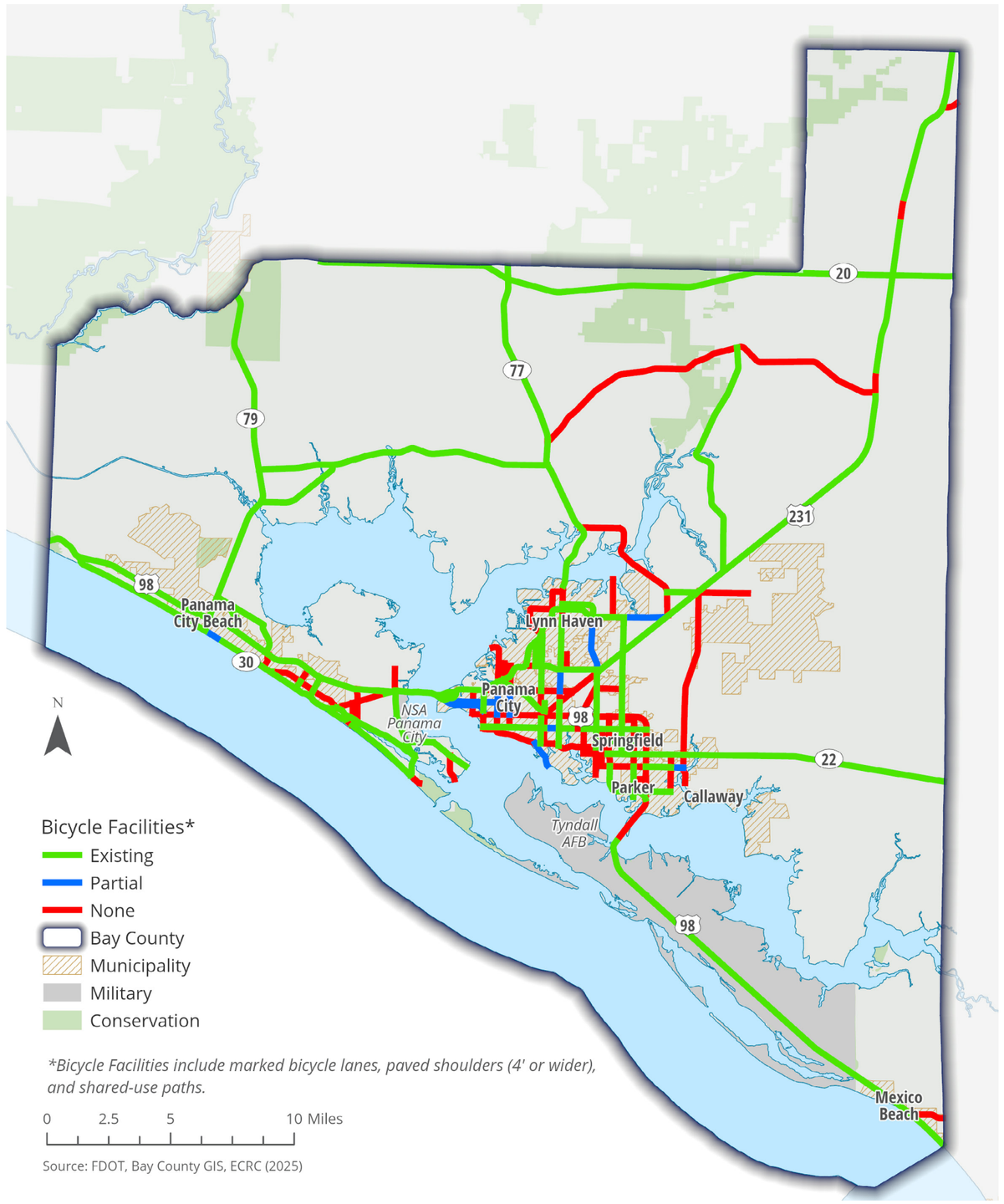
Bicycle facility coverage on the study network is classified as follows:

- **Existing:** Bicycle lanes or paved shoulders (4' or wider) are present on both sides of street, or a shared-use path is present on at least one side of the street.
- **Partial:** Facilities are incomplete with gaps present, or bicycle lanes/paved shoulders are present on one side of the street only.
- **None:** No facilities are present.

TABLE 3.1 - BICYCLE FACILITY COVERAGE ON STUDY NETWORK *(Centerline Miles)*

Coverage	Study Network Miles	Percentage of Study Network
Existing	238.3	66.9%
Partial	13.8	3.9%
None	104.0	29.2%
Total	356.1	100%

MAP 3.3 - BICYCLE FACILITY COVERAGE ON STUDY NETWORK



The majority of existing bicycle facilities are painted bicycle lanes or paved shoulders, usually located on both sides of the roadway. These facility types account for a large share of the network but vary widely in comfort and suitability depending on roadway speed and traffic conditions. Approximately 467.7 miles of bicycle lanes/paved shoulders exist along the study network. (Note that facility mileage on both sides of the roadway are included in the totals.)

Approximately 28.9 miles of shared-use paths exist along the study network, located on either one or both sides of the roadway. **(Table 3.2 and Map 3.4)**

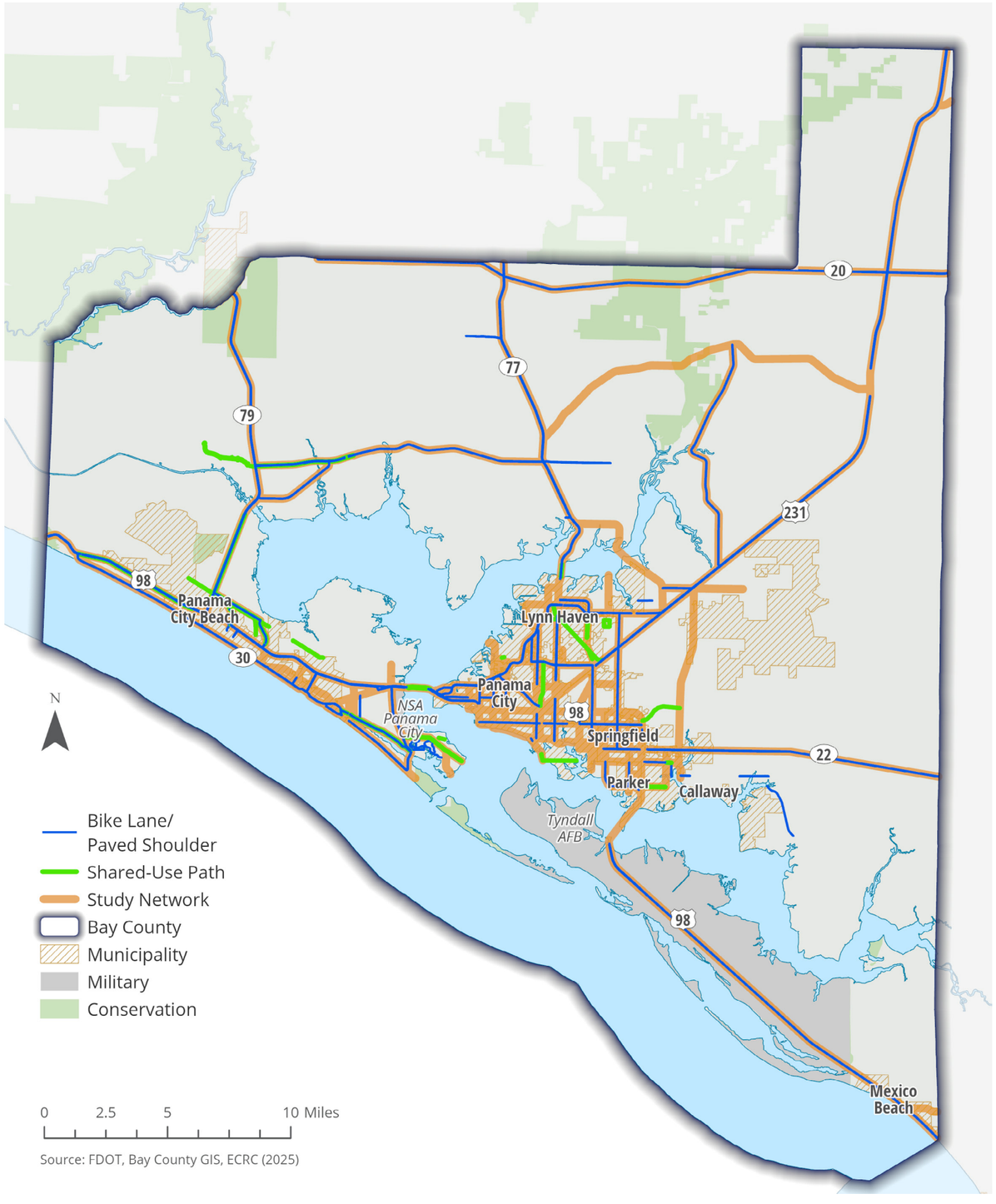
TABLE 3.2 - BICYCLE FACILITIES BY TYPE *(Facility Miles)*

Bicycle Facilities	Facility Miles*	Percentage of Facility Miles
Bicycle Lane/Paved Shoulder	467.7	94.2%
Shared-Use Path	28.9	5.8%
Total	496.7	100%

**Measured as total facility length on both sides of the roadway; percentages reflect the proportion of all measured facility miles along the study network.*

Together, the network coverage and facility mileage show that significant coverage exists. Presence of a bicycle facility does not necessarily mean that the facility is adequate for all users. For example, a four-foot paved shoulder adjacent to high-speed traffic is typically suitable only for experienced cyclists. In some cases, projects are proposed in areas with existing facilities that do not provide sufficient protection for riders.

MAP 3.4 - BICYCLE FACILITIES BY TYPE



Source: FDOT, Bay County GIS, ECRC (2025)

PEDESTRIAN FACILITIES

Pedestrian facilities, including sidewalks and shared-use paths, are less continuous than bicycle facilities and vary significantly by location. To determine overall study network coverage, available GIS layers from Bay County (Sidewalks) and FDOT (Sidewalks and Gaps, and Shared Paths) were joined to the study network, and network segments were classified as Existing, Partial, or None depending on the presence or absence of pedestrian facilities. Facilities were verified using Bay County's 2025 aerial imagery, and in some cases, field visits. Approximately 54.1 percent of the study network includes at least partial pedestrian coverage. More complete sidewalk networks are located in the urbanized areas of Panama City, Springfield, Parker, and Lynn Haven. **(Table 3.3 and Map 3.5)**

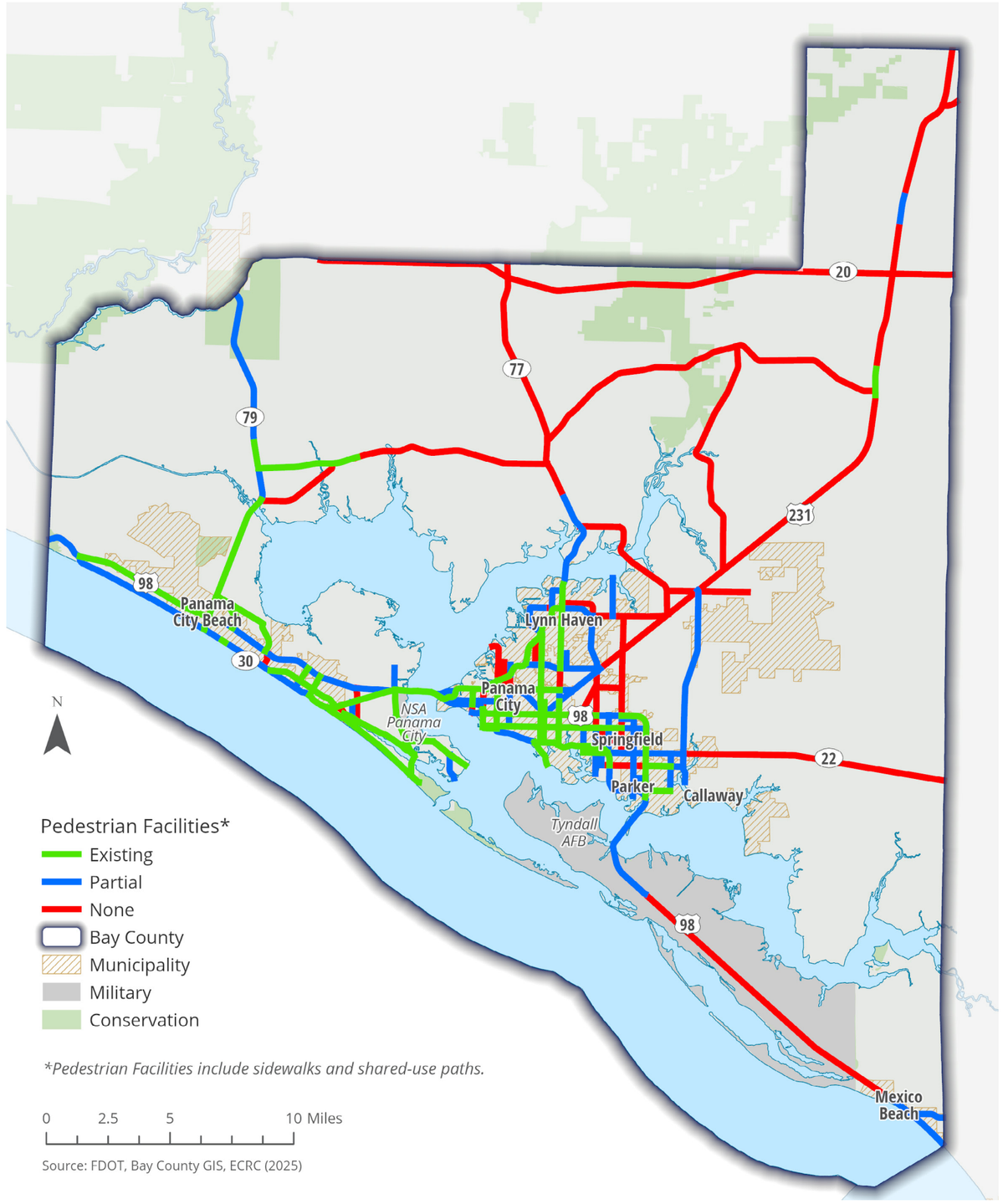
Pedestrian facility coverage on the study network is classified as follows:

- **Existing:** Continuous sidewalks are present on both sides of the street, or a continuous shared-use path is present on at least one side of the street.
- **Partial:** Facilities are incomplete with gaps present, or sidewalks are present on one side of the street only.
- **None:** No facilities are present.

TABLE 3.3 - PEDESTRIAN FACILITY COVERAGE ON STUDY NETWORK *(Centerline Miles)*

Coverage	Study Network Miles	Percentage of Study Network
Existing	94.3	26.5%
Partial	98.2	27.6%
None	163.6	45.9%
Total	356.1	100%

MAP 3.5 - PEDESTRIAN FACILITY COVERAGE ON STUDY NETWORK



Approximately 203.4 miles of sidewalks and 28.9 miles of shared-use paths exist along the study network. (Note that facility miles on both sides of the roadway are included in the totals.) Even where pedestrian facilities exist, many require improvements to meet accessibility, comfort, and safety expectations. Narrow sidewalks, discontinuous segments, and limited separation from traffic create barriers for many users. **(Table 3.4 and Map 3.6)**

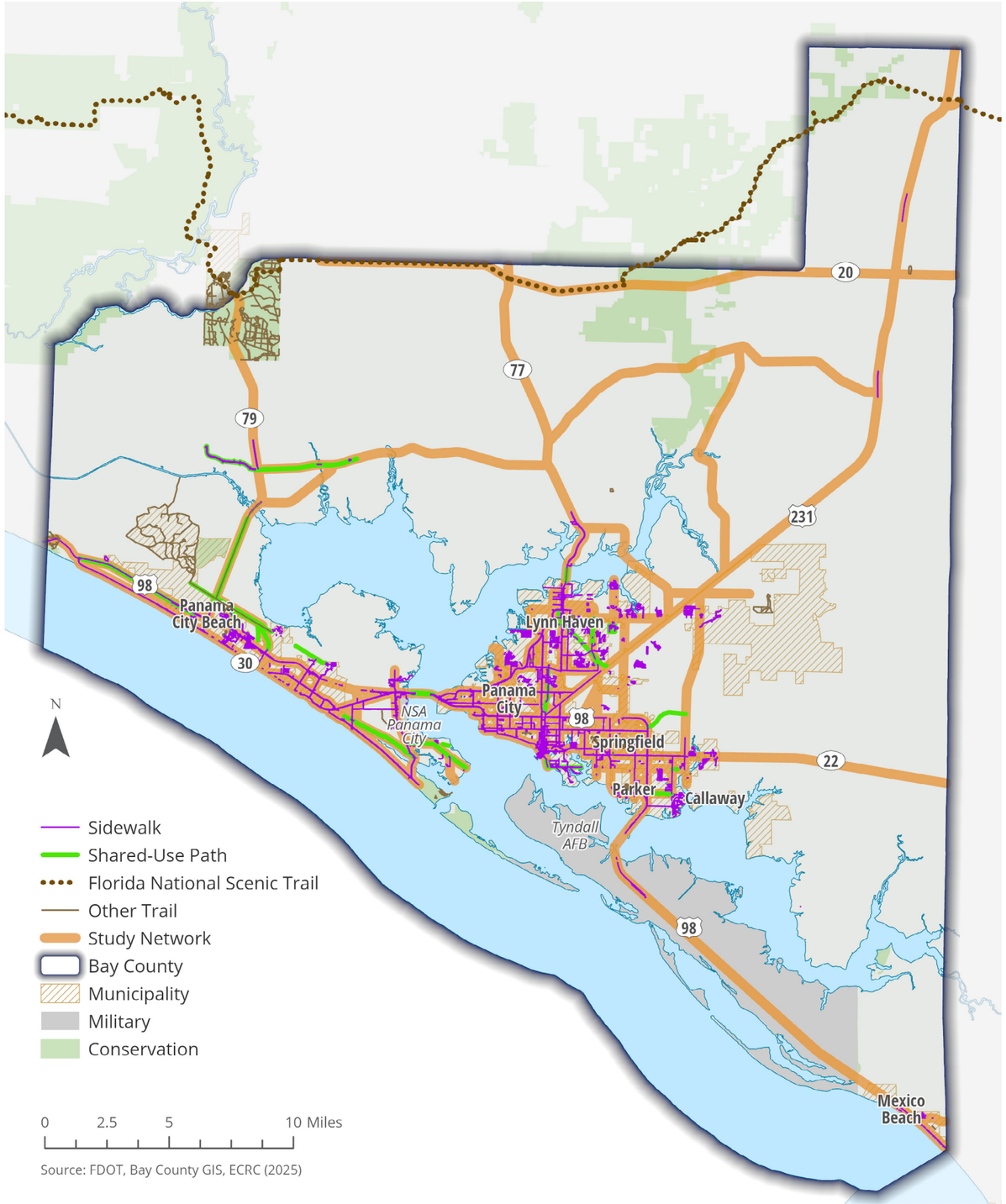
TABLE 3.4 - PEDESTRIAN FACILITIES BY TYPE *(Facility Miles)*

Pedestrian Facilities	Facility Miles*	Percentage of Facility Miles
Sidewalk	203.4	87.5%
Shared-Use Path	28.9	12.5%
Total	232.3	100%

**Measured as total facility length on both sides of the roadway; percentages reflect the proportion of all measured facility miles along the study network.*

Closing gaps between two existing or funded (for construction) bicycle, pedestrian, or trail facilities is a significant way to improve the continuity and coverage of the overall network. As part of this plan's project ranking process, projects that close gaps in the network are prioritized over projects that do not improve network continuity.

MAP 3.6 - PEDESTRIAN FACILITIES BY TYPE



Source: FDOT, Bay County GIS, ECRC (2025)

TRAIL NETWORK

A new addition in this 2025 Plan update is the inclusion of a trail element focused on the Florida Greenways and Trails System Priority Network. The FDEP's Office of Greenways and Trails maintains the Land Trail Priorities dataset, which identifies corridors of statewide significance, including portions of the Florida National Scenic Trail (FNST) and the Shared-Use Non-motorized (SUN) Trail network.

The Florida National Scenic Trail is a federally designated, non-motorized trail spanning more than 1,400 miles across the state. Within Bay County, approximately 27 miles of the Econfina Creek segment are included in this system.

The Florida Shared-Use Non-motorized (SUN) Trail Program is a statewide initiative to develop a connected network of paved, shared-use paths separated from motor vehicle traffic. The program is administered in partnership with FDOT and funded through dedicated annual appropriations from new vehicle tag revenues. Segments of the plan continue to be developed through a mix of local and state funding.

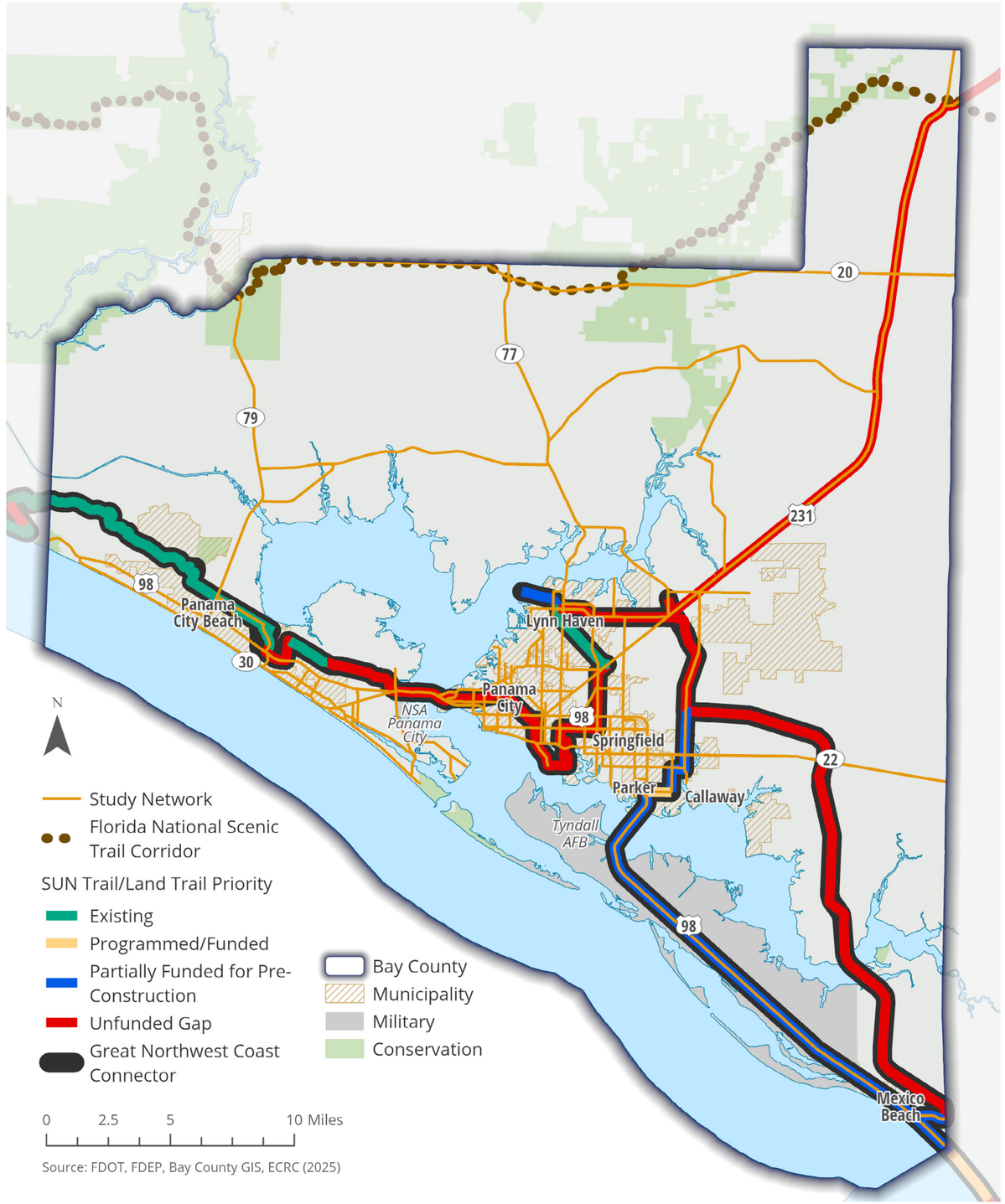
In Bay County, the SUN Trail system is in an early stage of development. A new addition in this 2025 Plan update is the inclusion of a trail element focused on the Florida Greenways and Trails System Priority Network. The FDEP's Office of Greenways and Trails maintains the Land Trail Priorities dataset, which identifies corridors of statewide significance, including portions of the Florida National Scenic Trail (FNST) and the Shared-Use Non-motorized (SUN) Trail network. Additional segments, such as those along U.S. 98 east of Tyndall AFB and the north–south corridor toward Mexico Beach, have funding for pre-construction activities but are not yet construction-ready. Approximately 78 miles of envisioned SUN Trail corridors remain unfunded, including all significant inland connections toward the county's northern boundary. **(Table 3.5 and Map 3.7)**

TABLE 3.5 - BAY COUNTY SUN TRAIL STATUS

Status	Miles	Percentage
Existing	18.2	14.5%
Partially Funded for Pre-Construction	27.6	22.1%
Programmed / Funded	1.0	0.8%
Unfunded Gap	78.4	62.6%
Total	125.2	100%

While key trail segments are underway, nearly half of the envisioned SUN Trail network remains unfunded. Continued coordination with FDOT and local partners will be essential to closing these gaps and advancing a connected, countywide trail system. Projects that are located on, or directly connect to, the Florida Greenways and Trails System Priority Network (including the FNST and SUN Trail) receive higher priority in this Plan.

MAP 3.7 - REGIONAL TRAILS



Source: FDOT, FDEP, Bay County GIS, ECRC (2025)

3.3 DEMOGRAPHICS AND GROWTH TRENDS

Understanding population distribution, employment patterns, and travel behavior is essential for identifying where multimodal investments will have the greatest impact. This section summarizes projected growth trends and existing commuting characteristics using available data from FDOT, the Bay County TPO's 2050 Long Range Transportation Plan, and the U.S. Census Bureau.

POPULATION DENSITY AND GROWTH

Map 3.8 illustrates the projected 2050 population density by Traffic Analysis Zone (TAZ). The highest densities are concentrated in and around the core urbanized area, including Panama City Beach and Panama City extending through Lynn Haven, Springfield, and Parker. These locations continue to support infill and redevelopment activity due to their proximity to employment centers, and coastal amenities. The US 98 corridor also shows pockets of future higher density, including areas near the Hathaway Bridge, the Panama City Mall area, and northward along the SR 390 and US 231 corridors.

Naval Support Activity Panama City and Tyndall Air Force Base occupy large land areas where population is not projected to grow; however, surrounding communities display elevated future densities in response to housing demand, service needs, and continued military activity.

Map 3.9 identifies the projected change in population from 2020 to 2050 by TAZ.

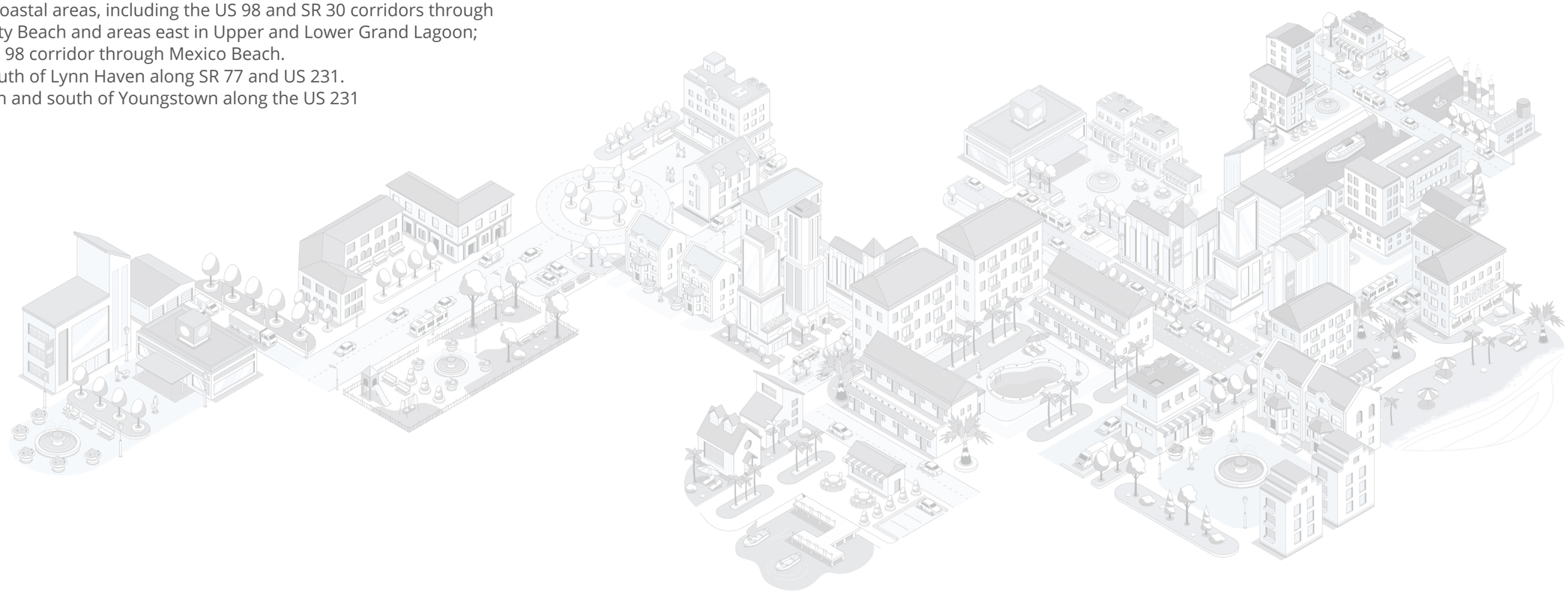
The most significant growth occurs along three primary corridors:

- Southern coastal areas, including the US 98 and SR 30 corridors through Panama City Beach and areas east in Upper and Lower Grand Lagoon; and the US 98 corridor through Mexico Beach.
- Pockets south of Lynn Haven along SR 77 and US 231.
- Areas north and south of Youngstown along the US 231 corridor.

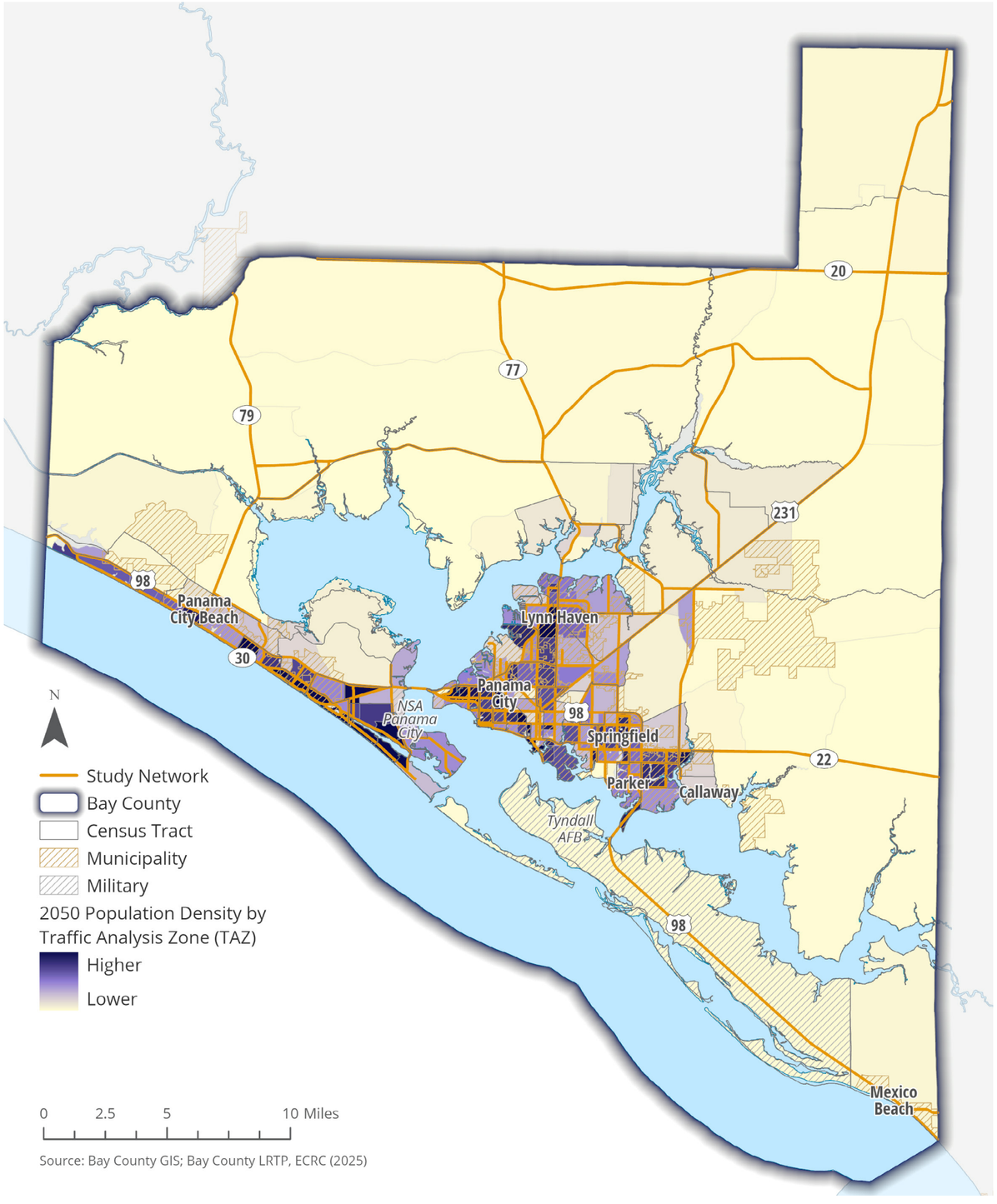
These patterns suggest that while the urban core will remain the population center, outward expansion will continue along major highways where developable land remains available. Growth near military installation boundaries appears modest but steady, particularly around Tyndall AFB, reflecting ongoing reconstruction work and long-term mission stability.

Taken together, these maps indicate a split pattern of future development: the most intensive densities remain in the existing urban area. At the same time significant growth will occur in suburban and exurban nodes. These trends support a two-pronged approach to bicycle and pedestrian investment.

- Within the urban core, higher density and short trip distances will continue to generate strong demand for multimodal options and safe, connected facilities.
- In transitioning areas, planning for shared-use paths, wider sidewalks, and local street connectivity can help reduce reliance on high-speed arterials and create safer alternatives for walking and biking as rural corridors develop into suburban patterns.

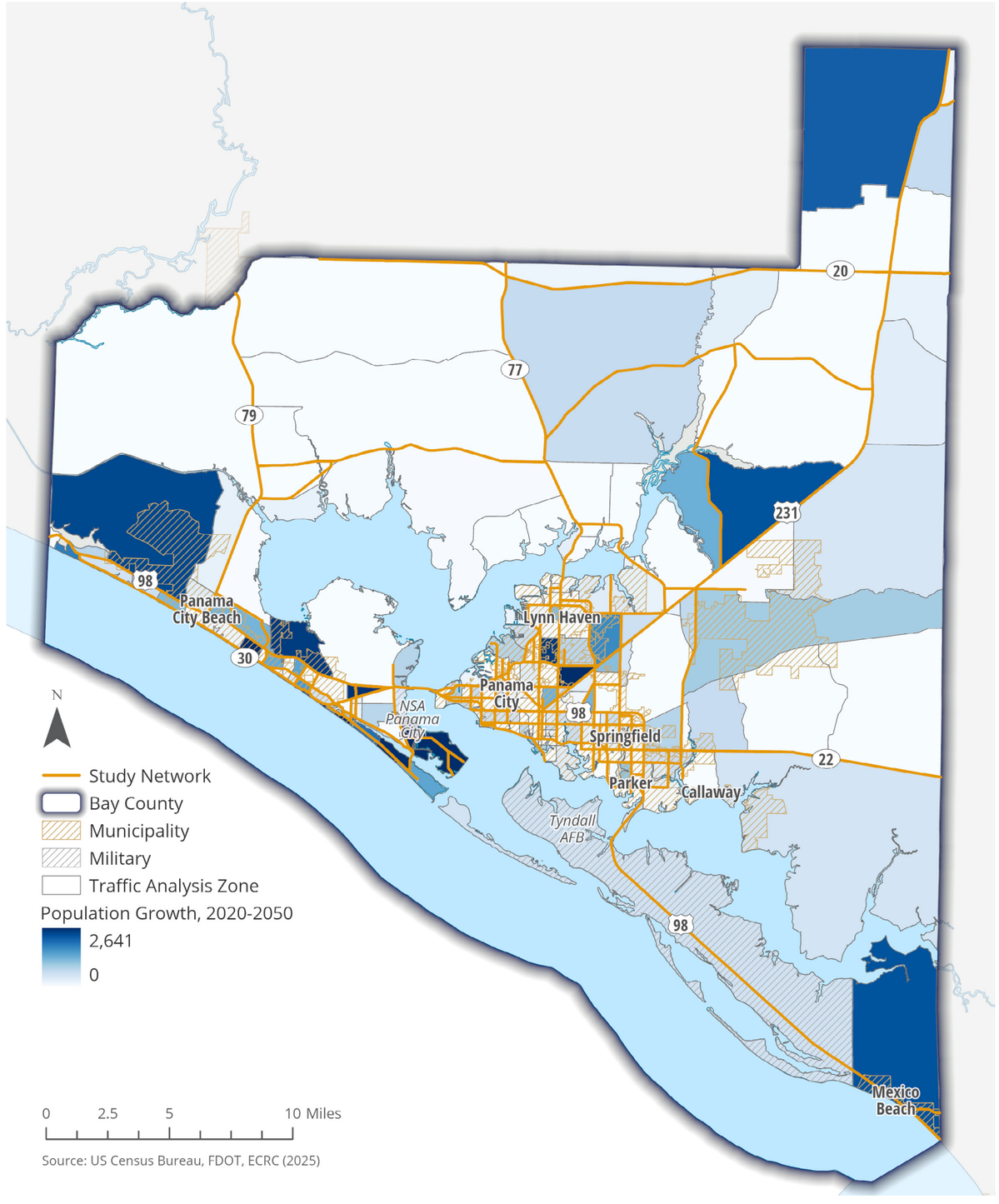


MAP 3.8 - 2050 POPULATION DENSITY BY TRAFFIC ANALYSIS ZONE



Source: Bay County GIS; Bay County LRTP, ECRC (2025)

MAP 3.9 - POPULATION GROWTH BY TRAFFIC ANALYSIS ZONE, 2020-2050

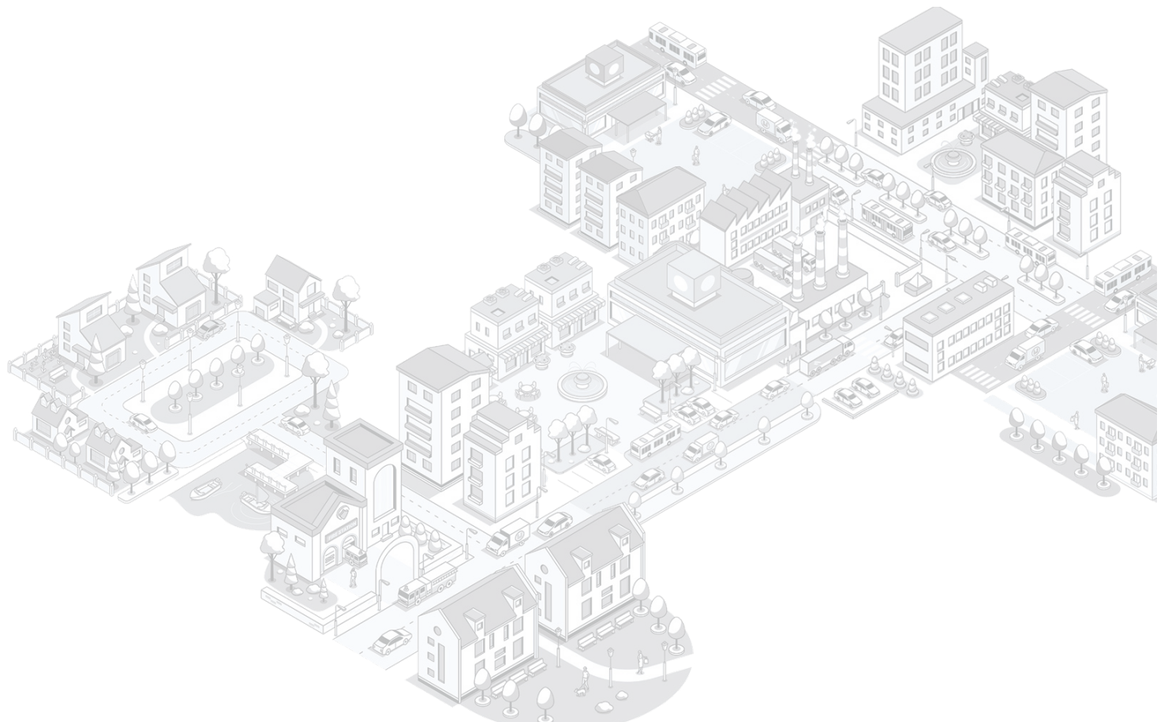


Source: US Census Bureau, FDOT, ECRC (2025)

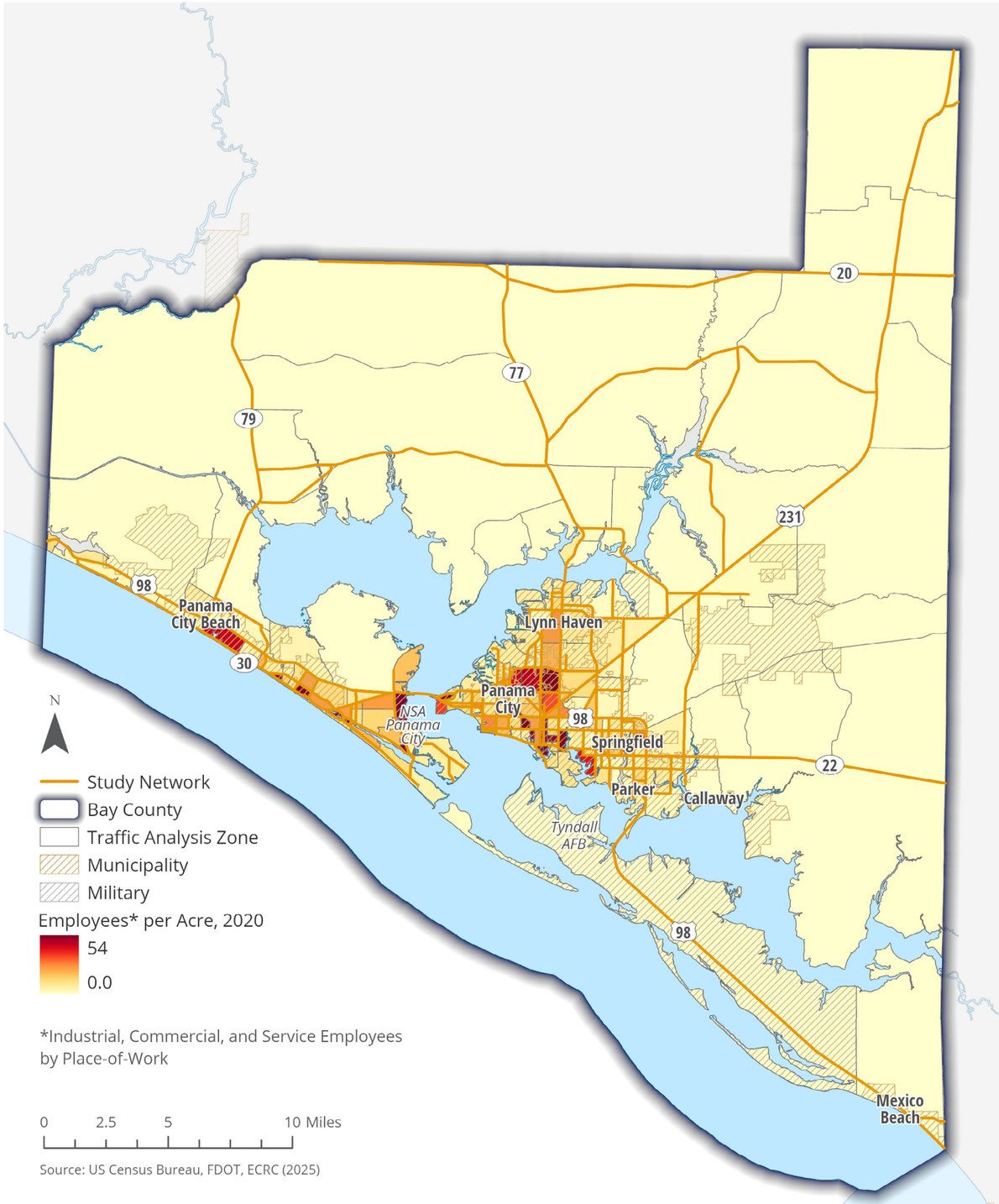
EMPLOYMENT PATTERNS AND FUTURE GROWTH

Work trips are a major contributor to peak-period congestion, and areas with concentrated employment offer an opportunity to generate short multimodal trips when infrastructure is available. A shift of even a small share of commuters toward walking, biking, or transit can meaningfully reduce congestion on constrained corridors.

Map 3.10 shows the distribution of employment density across Bay County in 2020 by place of work. These areas include major clusters of retail, medical, industrial, port-related, and office employment. Highest employment density TAZs are in Panama City's urban core, on Panama City Beach, and NSA Panama City. Secondary employment centers are in Callaway, Springfield, and Lynn Haven, and along the major corridors. Employment densities decrease sharply towards the north and east as we move into more rural areas.



MAP 3.10 - EMPLOYEES PER ACRE BY TRAFFIC ANALYSIS ZONE, 2020



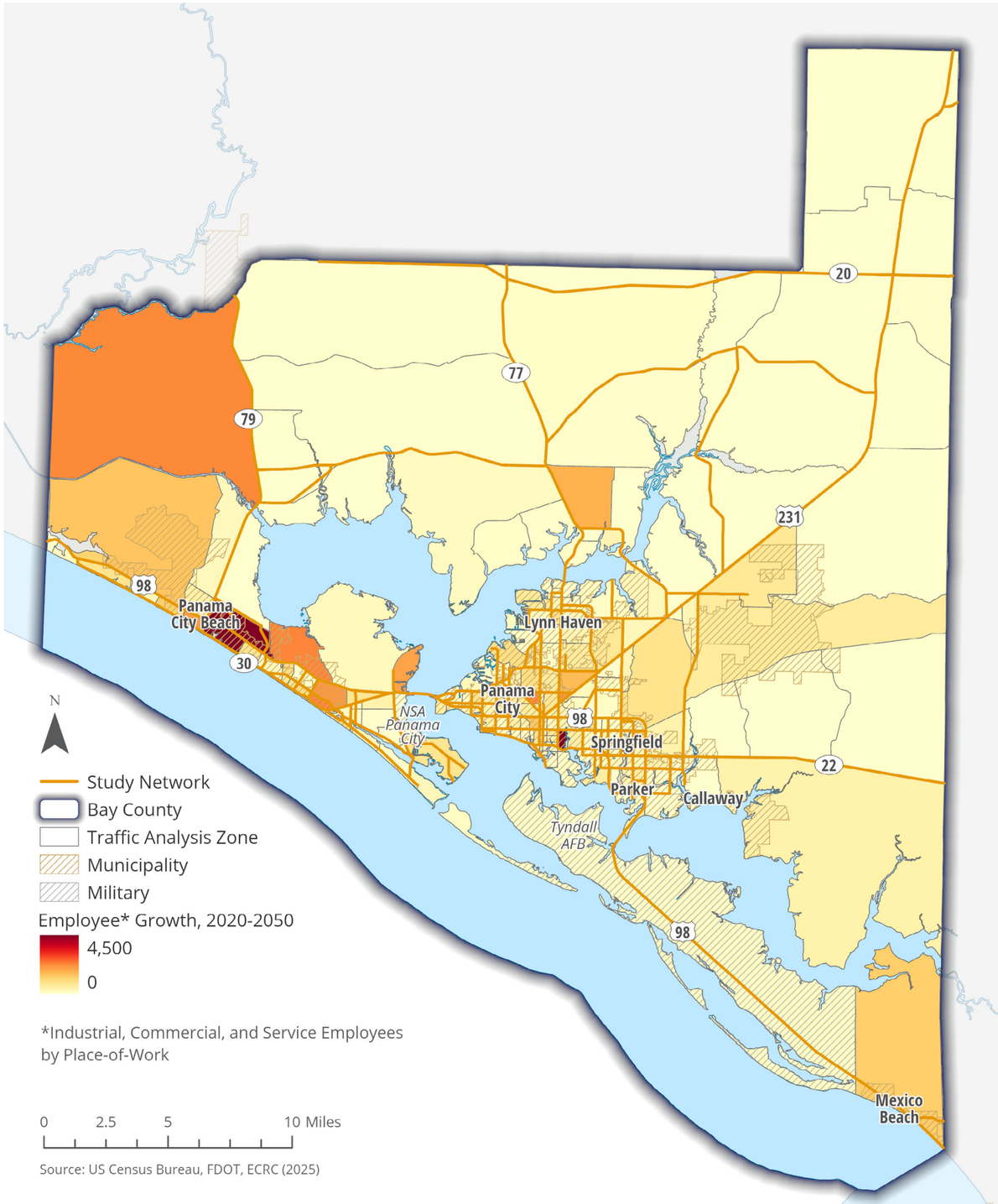
Source: US Census Bureau, FDOT, ECRC (2025)

Projected employee growth through 2050 (**Map 3.11**) shows the most substantial increases in Panama City Beach, Panama City, and the western areas of the county, driven by expanding tourism, service industry employment, and mixed-use development along the SR 79 corridor. Moderate growth is expected across the urbanized area between Lynn Haven and Springfield, as well as along key arterial corridors. Eastern communities such as Callaway and Parker demonstrate incremental growth associated with redevelopment efforts and the economic influence of Tyndall AFB. Mexico Beach also shows projected increases as rebuilding and redevelopment following Hurricane Michael continue. By contrast, northern Bay County remains a relatively low-growth area, reflecting limited commercial activity and continued rural development patterns.

The concentration of current and future employment within the Panama City–Lynn Haven–Springfield corridor and the western portion of Panama City Beach **indicates strong potential for bicycle and pedestrian trips**. These areas combine dense employment centers with nearby residential neighborhoods, creating conditions favorable for short-distance walking and biking.



MAP 3.11 - EMPLOYEE GROWTH BY TRAFFIC ANALYSIS ZONE, 2020-2050



Source: US Census Bureau, FDOT, ECRC (2025)

TRAVEL BEHAVIOR AND TRANSPORTATION NEEDS

Map 3.12 illustrates the share of residents commuting by active (bicycling or walking) or public transportation modes. The highest rates, up to nearly 25 percent, occur along the coastal corridor and near military installations such as Tyndall AFB. Panama City, Panama City Beach, and Springfield also show elevated multimodal commuting rates. Most of these areas overlap with the county's most continuous sidewalk and shared-use path networks, underscoring the strong relationship between infrastructure availability and active transportation use. In contrast, northern and rural areas report minimal active or transit commuting due to lower densities, longer trip distances, and limited multimodal infrastructure.

Census tracts with higher shares of workers commuting by walking, biking, or public transit indicate existing reliance on non-automobile modes and conditions that may already support shorter trips. In the ranking criteria developed for this Plan, projects located in these tracts are prioritized ahead of those in areas with lower rates of active or transit commuting.

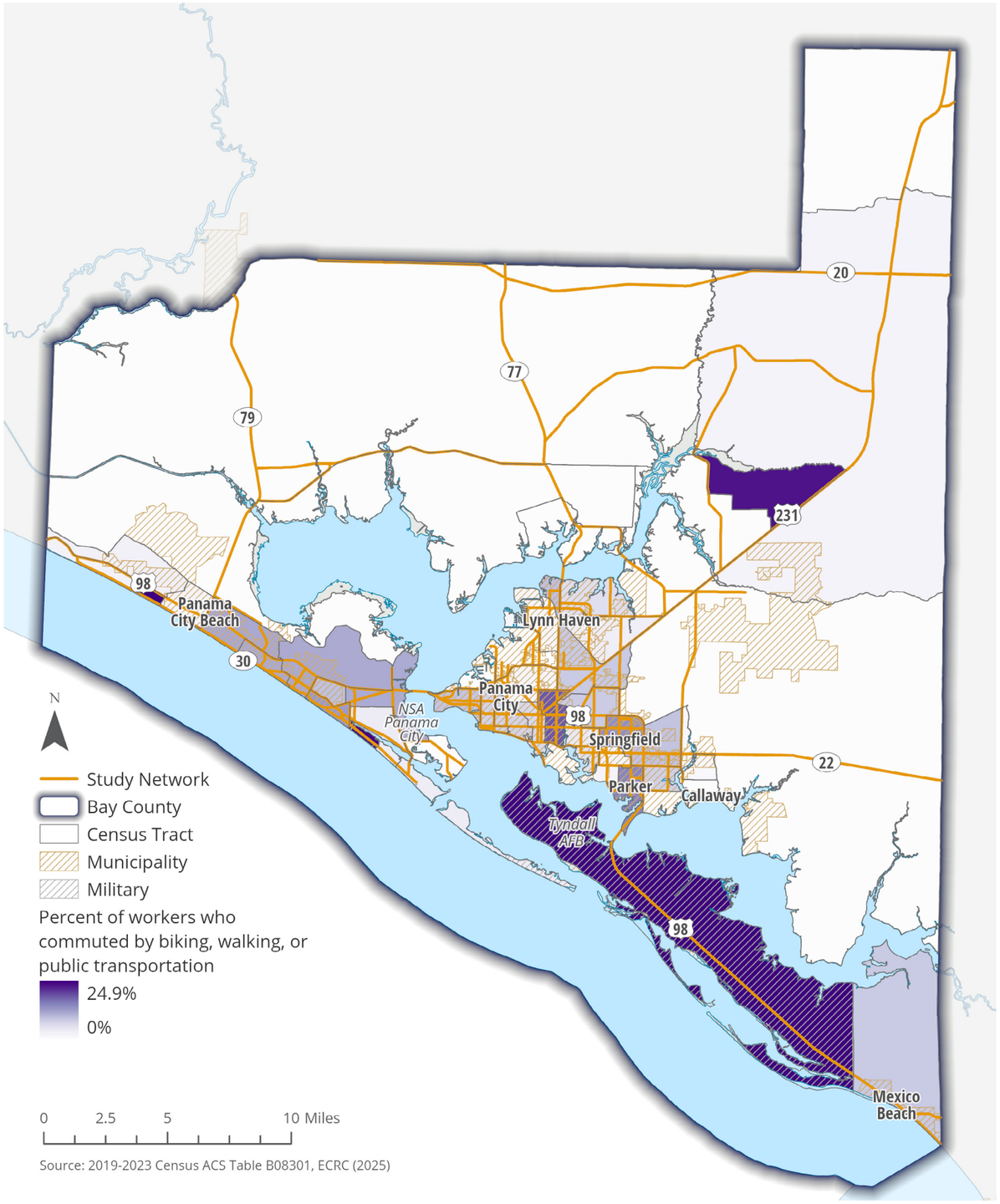
Map 3.13 shows that zero-vehicle households are primarily concentrated in central Panama City, Lynn Haven, Springfield, and parts of Panama City Beach. In these neighborhoods, between 10 percent and nearly 15 percent of households lack access to a private vehicle. Residents in these areas rely more heavily on walking, biking, and transit for daily needs. The overlap between these populations and areas with incomplete pedestrian networks highlights opportunities for investment in sidewalk continuity, crosswalk improvements, and enhanced transit access.

Rural tracts to the north also contain isolated pockets of zero-vehicle households, however, these areas are far from existing multimodal infrastructure, which presents additional challenges for transportation access. Strengthening multimodal infrastructure in these areas can improve day-to-day mobility and advance equitable access to transportation. For that reason, in this Plan, projects located in Census tracts with higher rates of zero-vehicle households are prioritized over those in areas with greater vehicle availability.



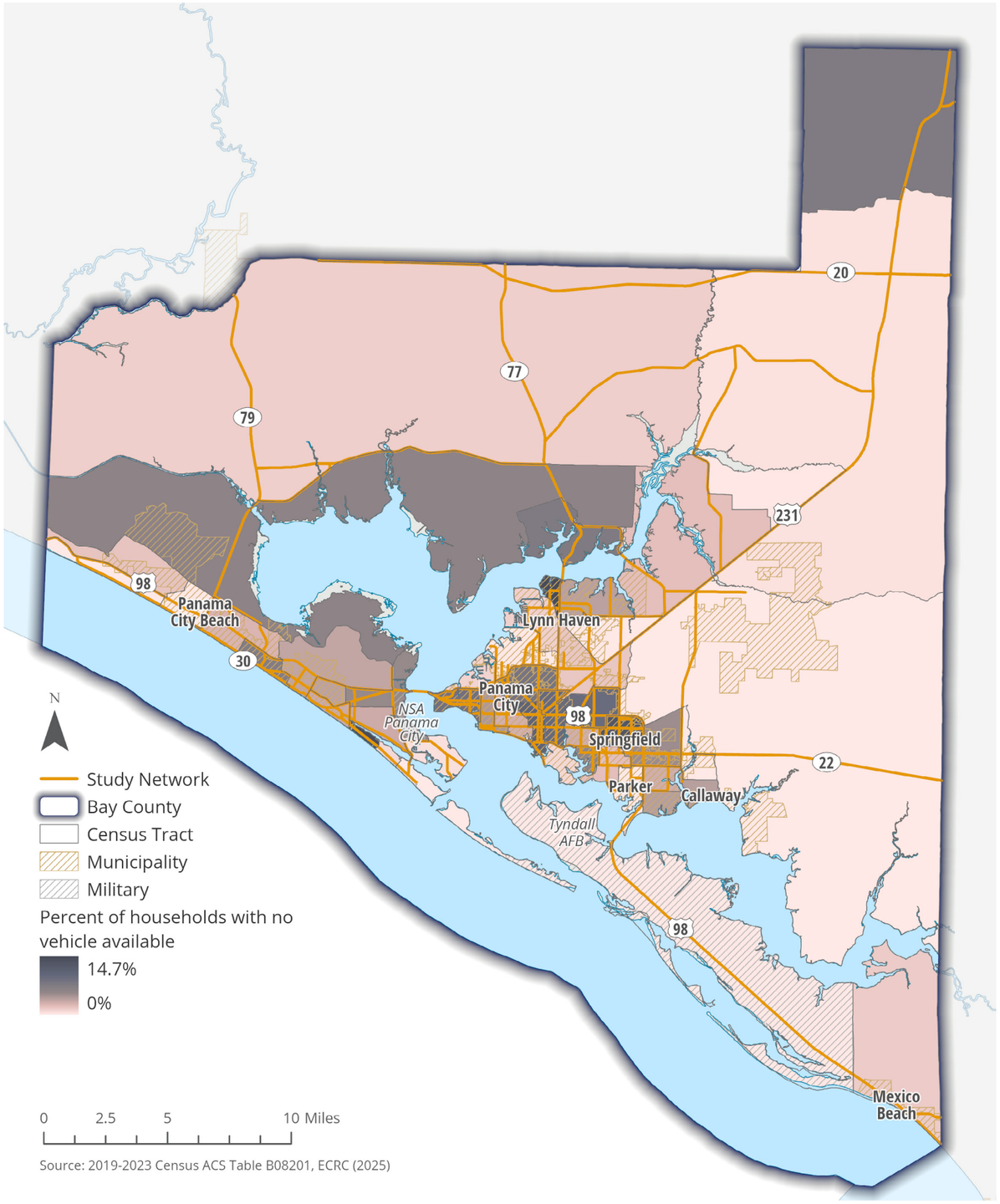


MAP 3.12 - COMMUTE TYPE BY CENSUS TRACT



Source: 2019-2023 Census ACS Table B08301, ECRC (2025)

MAP 3.13 - VEHICLE AVAILABILITY BY CENSUS TRACT



Source: 2019-2023 Census ACS Table B08201, ECRC (2025)

UNDERSERVED COMMUNITIES

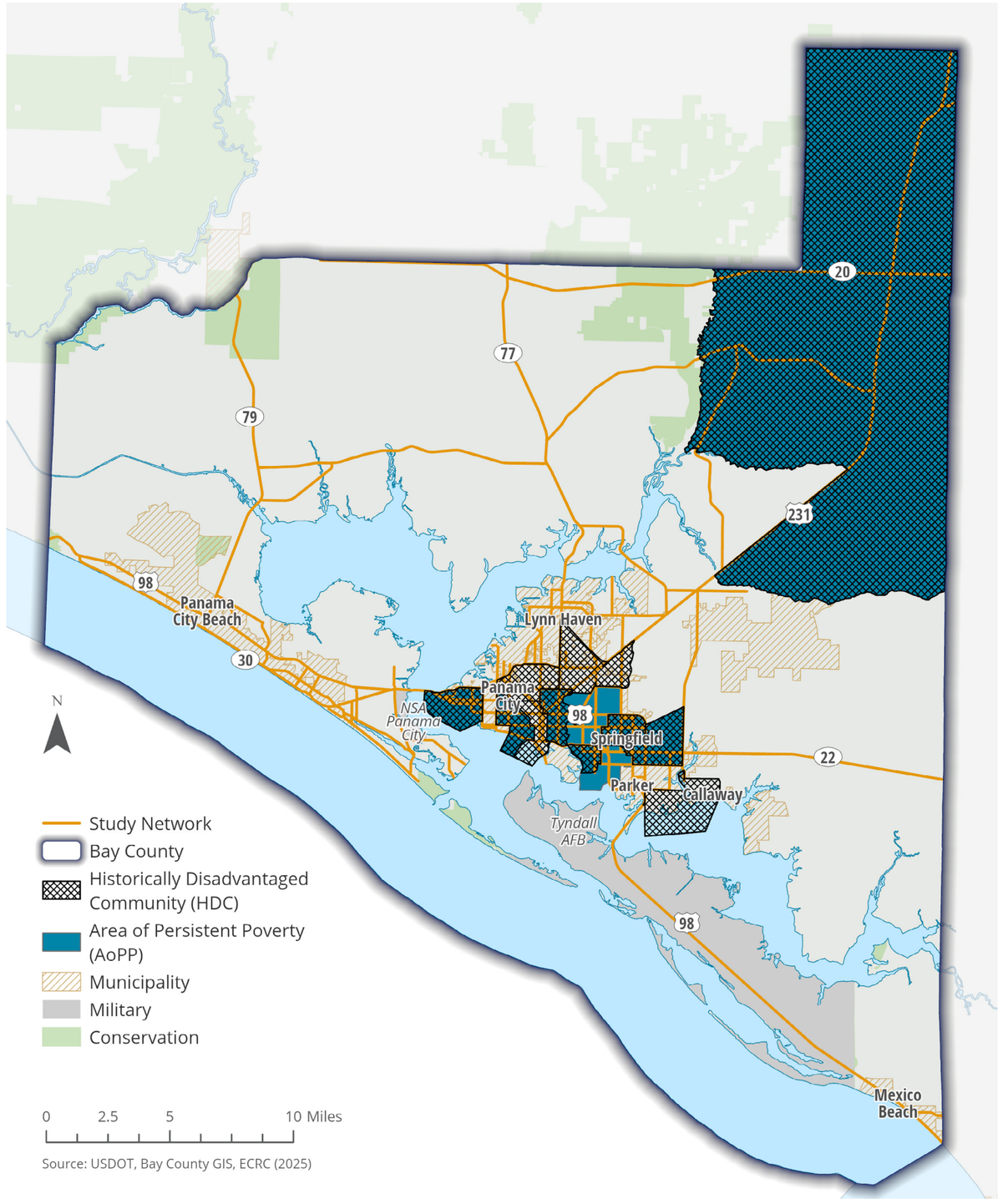
USDOT defines certain areas as underserved communities. These areas often exhibit the highest levels of multimodal demand within a metropolitan area along with a historic lack of infrastructure development. For these residents, active transportation infrastructure does not merely serve recreational purposes; it functions as a critical lifeline for “first-and-last-mile” connectivity to regional employment hubs, healthcare providers, and essential services.

Some of the **federal designations used by USDOT** include:

1. Historically Disadvantaged Communities (HDCs)
2. Areas of Persistent Poverty (AoPP)

Because of their importance in creating a widely accessible transportation network, projects located within or intersecting a Historically Disadvantaged Community or an Area of Persistent Poverty are given priority over those projects that are not located within these designated areas. Underserved Communities in Bay County are shown on **Map 3.14**.

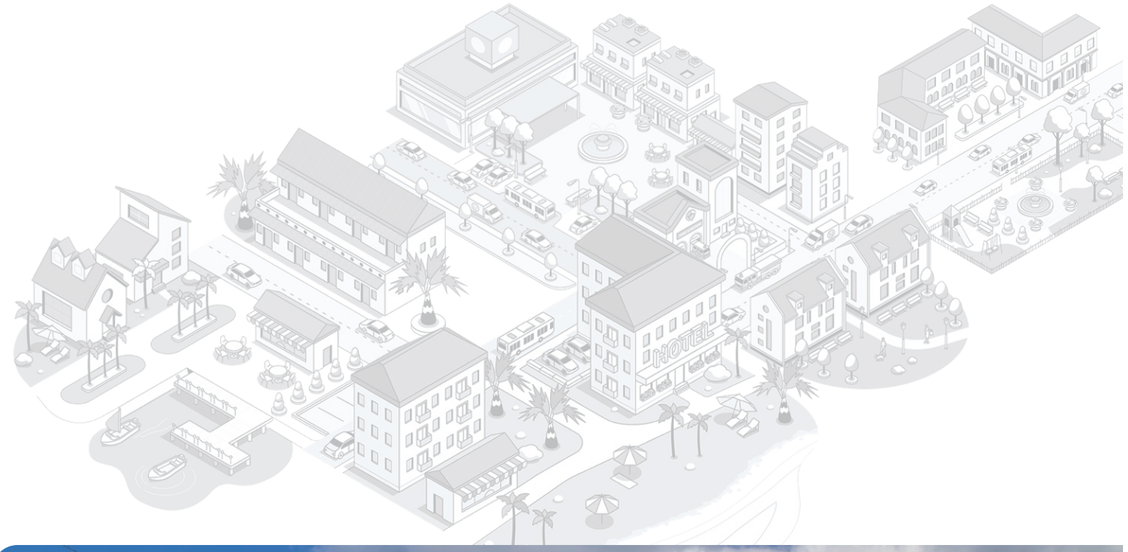
MAP 3.14 - UNDERSERVED COMMUNITIES



Source: USDOT, Bay County GIS, ECRC (2025)

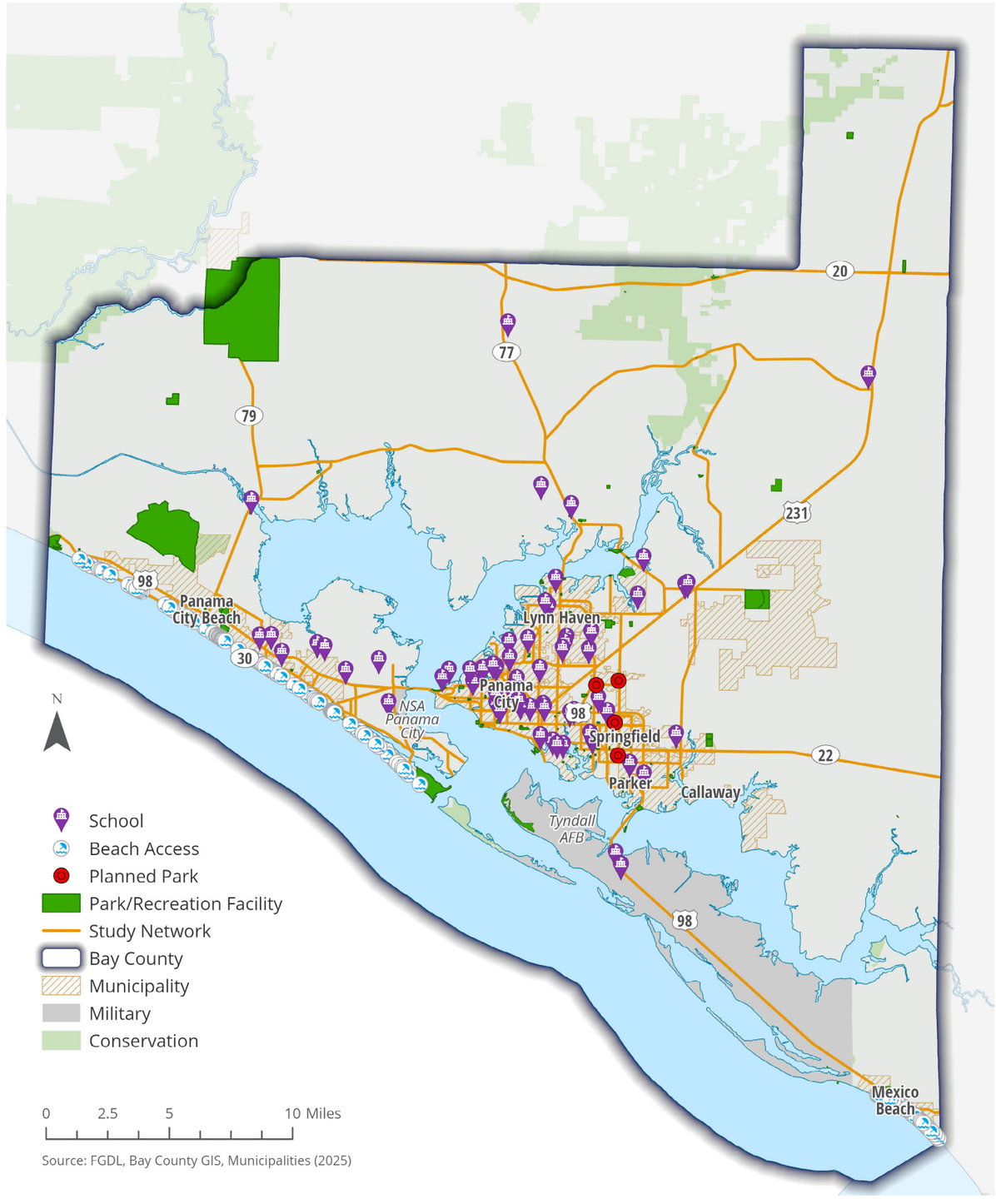
KEY DESTINATIONS

Another important aspect to consider is the location of key destinations within Bay County. Schools, parks, and recreational facilities all have the potential to generate frequent short-distance walking and biking trips when the proper infrastructure is in place. For the purposes of this Plan, the study team used a ¼-mile distance, which represents a reasonable walking distance for most users including children and older adults. Projects located within this distance of one of these key destinations are more likely to support daily travel needs and improve safe access to community resources. **Map 3.15** shows key destinations in Bay County including schools, beach access points, parks, and other recreation facilities.





MAP 3.15 - KEY DESTINATIONS IN BAY COUNTY



Source: FGDL, Bay County GIS, Municipalities (2025)

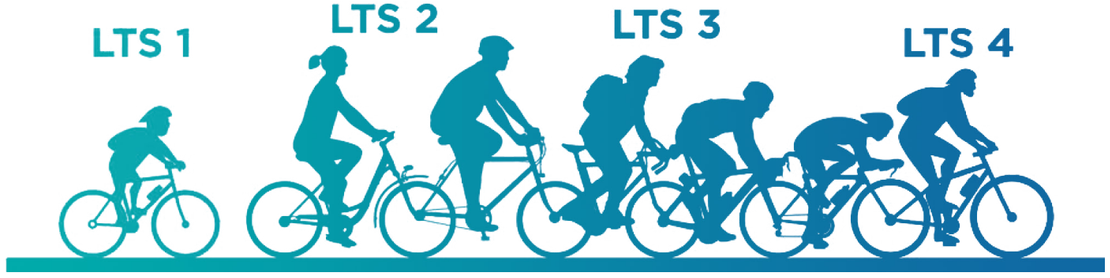
3.4 PERFORMANCE MEASURES

Understanding bicycle and pedestrian comfort is essential for identifying where infrastructure improvements can most effectively enhance safety and connectivity. This plan uses two established performance measures from FDOT's 2023 Multimodal Quality/Level of Service Handbook, Bicycle Level of Traffic Stress (BLTS) and Pedestrian Level of Traffic Stress (PLTS), to evaluate roadway conditions across Bay County. These metrics classify each roadway segment according to the comfort and safety it provides for non-motorized users based on factors such as facility type, separation from traffic, speed, and traffic volume.

For this Plan, the project team assigned Pedestrian LTS and Bicycle LTS values to all segments of the study network using the flow charts contained in Appendix C of FDOT's 2023 Multimodal Quality/Level of Service Handbook. LTS focuses on comfort while traveling along a corridor and does not account for intersection design, crossing frequency, or delay. The resulting LTS values are presented on separate maps for pedestrians and bicyclists to illustrate spatial differences in comfort levels across the study network.

Projects located on roadway segments with higher Pedestrian or Bicycle LTS values, indicating greater user discomfort and need for improvement, receive higher priority during project scoring. For the purposes of this plan's project ranking system, Pedestrian LTS is applied to sidewalks and shared-use paths, while Bicycle LTS is applied to bicycle lanes. LTS is only applied to On-Network Bicycle and Pedestrian Projects. Data needed to calculate LTS is not consistently available Off Network.

FIGURE 3.1 - BICYCLE LEVEL OF TRAFFIC STRESS (BLTS)



BLTS 1
Comfortable for children and novice riders; typically low-speed, low-volume streets or fully separated paths.

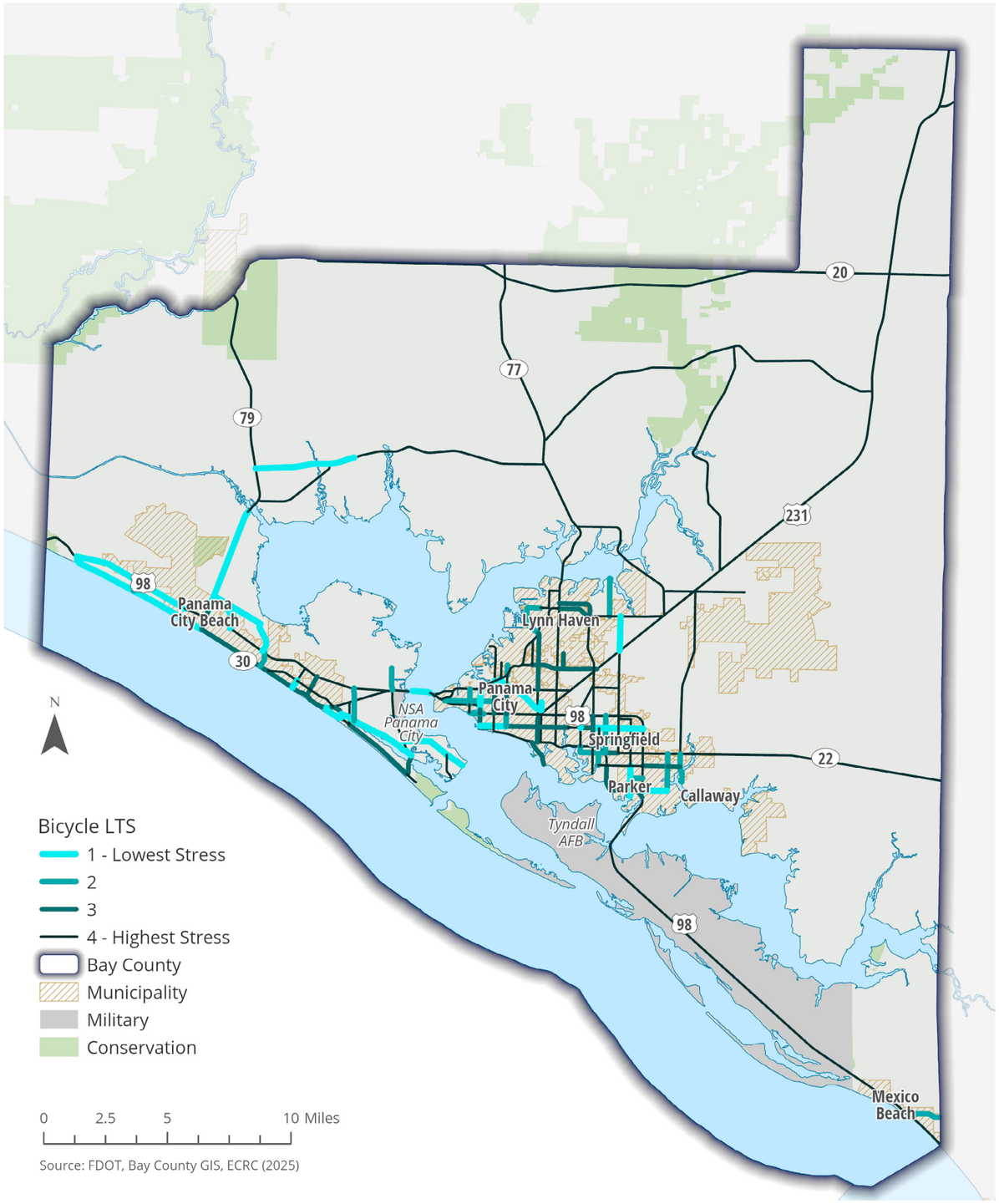
BLTS 2
Tolerable for most adults; includes designated bicycle facilities on moderate-speed roadways.

BLTS 3
Appropriate for confident cyclists who prefer dedicated space.

BLTS 4
Suitable only for experienced riders or those with limited route options.

LOW STRESS TOLERANCE ● ● ●

MAP 3.16 - BICYCLE LEVEL OF TRAFFIC STRESS



Source: FDOT, Bay County GIS, ECRC (2025)

PEDESTRIAN LEVEL OF TRAFFIC STRESS (PLTS)

PLTS evaluates the comfort and safety of walking conditions based on the presence and continuity of sidewalks, sidewalk width, posted speeds, lateral and vertical separation from traffic, and other factors. Like BLTS, each roadway segment receives a stress level ranging from 1 to 4.

FIGURE 3.2 - PEDESTRIAN LEVEL OF TRAFFIC STRESS (PLTS)



PLTS 1

Suitable for all users, including older adults and individuals using mobility devices; typically includes sidewalks on both sides of the roadway with adequate width and separation.

PLTS 2

Comfortable for most pedestrians; minor limitations may exist, but do not significantly hinder accessibility.

PLTS 3

Usable by some pedestrians, but gaps, narrow widths, or limited separation reduce comfort and safety.

PLTS 4

High-stress or inaccessible conditions characterized by missing sidewalks, insufficient buffers, or high-speed traffic.

LOW STRESS TOLERANCE — HIGH STRESS TOLERANCE

Some urbanized areas (portions of W 11th St, E 5th St, Jenks Ave) along with certain beachfronts (portions of Thomas Dr and N Lagoon Dr) achieve PLTS 1–2, reflecting continuous sidewalk networks and moderate-speed environments. However, many arterial corridors, such as the majority of US 98, US 231, SR 77, and SR 390, contain extended segments rated PLTS 3–4, where higher speeds, narrow rights-of-way, and missing pedestrian infrastructure increase discomfort and safety risk. **(Map 3.17)**

These high-stress pedestrian corridors are especially concerning in areas with concentrations of zero-vehicle households or transit-dependent populations where walking is a primary mode of travel. Improving sidewalk continuity, widening existing sidewalks, and enhancing separation from traffic would substantially reduce stress levels and improve access.

Together, Bicycle and Pedestrian Level of Traffic Stress (LTS) provide a high-level understanding of how roadway conditions influence the comfort and safety of non-motorized users. The highest-stress conditions are concentrated along principal arterials and highways, which comprise a substantial portion of the study network and are designed primarily to serve high-speed, high-volume motor vehicle travel. While targeted improvements along these corridors can meaningfully reduce stress in some locations, the findings also underscore the importance of a connected system of alternative routes.

Lower-stress parallel facilities on minor arterials, collectors, and local streets play a critical role in providing safe and comfortable options for people walking and bicycling, particularly for users who are less comfortable riding or walking adjacent to high-speed traffic. In many parts of Bay County, these lower-stress routes already exist or are being advanced through local government plans, neighborhood street networks, and trail initiatives. Strengthening connections between these facilities and ensuring continuity across jurisdictional boundaries will be essential to improving overall network usability.

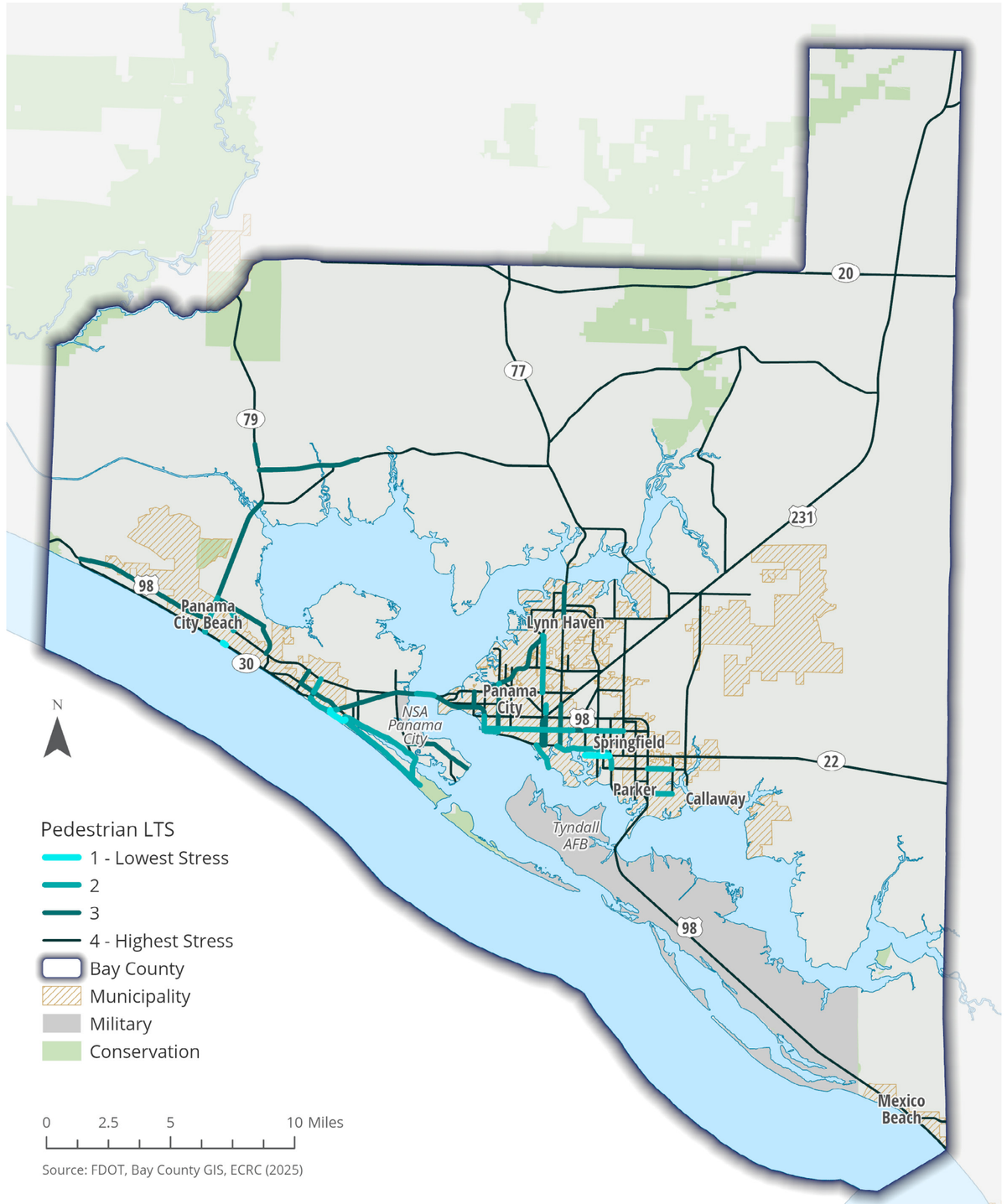
FIGURE 3.3 - WATERFRONT SIDEWALK OVERLOOKING ST. ANDREWS BAY



FIGURE 3.4 - FRONT BEACH ROAD NEAR BEACH ACCESS 59



MAP 3.17 - PEDESTRIAN LEVEL OF TRAFFIC STRESS



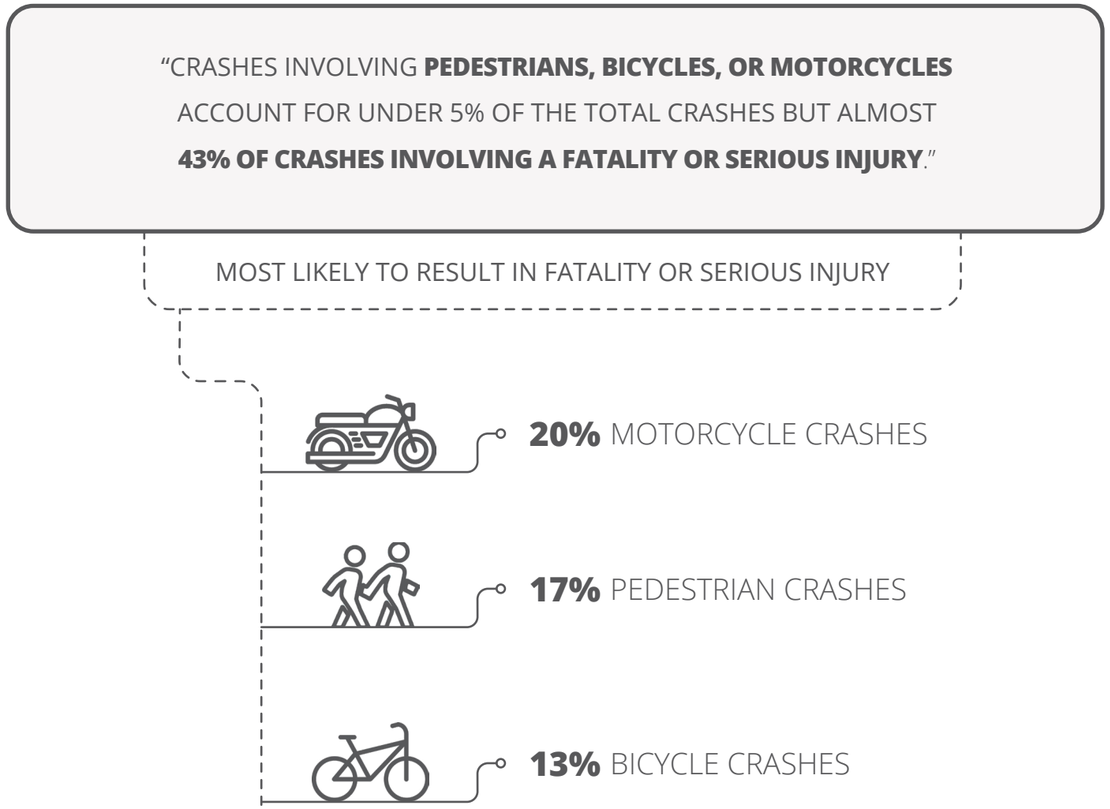
Source: FDOT, Bay County GIS, ECRC (2025)

3.5 SAFETY & CRASH ANALYSIS

Improving safety for people walking and bicycling is a central purpose of this Plan. This emphasis is reflected in the goals adopted for this Plan by the Bay County Transportation Planning Organization (TPO), the objectives developed by the working group, and the Plan's alignment with Bay County's Safety Action Plan, completed in March 2025. Together, these efforts prioritize reducing fatal and serious injury crashes involving vulnerable road users and guiding investments toward locations with the greatest safety needs.

Although crashes involving pedestrians and bicyclists account for a relatively small share of total roadway crashes, they represent a disproportionately high share of fatal and serious injury outcomes. This imbalance underscores the importance of targeted strategies that address the specific conditions under which pedestrian and bicycle crashes occur.

FIGURE 3.5 - BAY COUNTY SAFETY ACTION PLAN CRASH ANALYSIS



DATA SOURCE AND METHODOLOGY

For this Plan, the planning team conducted a historical safety analysis using the University of Florida's Signal Four Analytics database. The analysis examined pedestrian and bicycle crashes across the TPO area over a five-year period, from July 1, 2019, through June 30, 2024. This timeframe and dataset are consistent with those used to develop the Bay County Safety Action Plan, supporting alignment between this Plan's findings and the County's adopted safety priorities.

For the purposes of this analysis, vulnerable road users (VRUs) are defined as people traveling as pedestrians or bicyclists outside the protection of a motor vehicle. Evaluating VRU crash patterns helps identify locations, roadway characteristics, and contextual factors that contribute to safety risks and may warrant further study or targeted improvements, consistent with the Safe System approach outlined in the Safety Action Plan.

The Safe System Approach is a strategy that addresses and mitigates risks in the transportation system. An emphasis is placed on safety programs for infrastructure, human behavior, responsible oversight, and emergency response, all with a goal of zero roadway fatalities and serious injuries.

There are six principles of the Safe System Approach:

1. Death and serious injuries are unacceptable.
2. Humans make mistakes.
3. Humans are vulnerable.
4. Responsibility is shared.
5. Safety is proactive.
6. Redundancy is crucial.



Unless otherwise noted, all statistics and figures in this section reflect pedestrian and bicycle crashes occurring during the five-year analysis period.

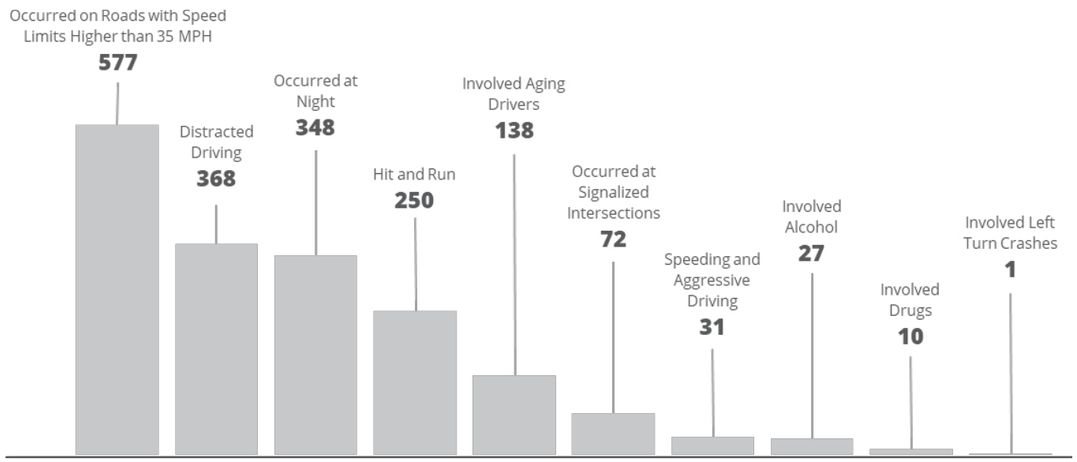


FIGURE 3.6 - BAY COUNTY VULNERABLE ROAD USERS CRASH CIRCUMSTANCES

PEDESTRIAN AND BICYCLE CRASH TRENDS

During the analysis period, there were **1,091 pedestrian and bicycle crashes**, involving 723 pedestrians and 422 bicyclists. Some crashes involved more than one pedestrian or bicyclist.

Crash locations were concentrated in the county's more urbanized areas. Nearly half of all pedestrian and bicycle crashes (47.5 percent) occurred within the City of Panama City, followed by the City of Panama City Beach (24.8 percent). These patterns generally correspond with higher levels of development, traffic volumes, and bicycle/pedestrian activity.

A total of 167 crashes (15.3 percent) resulted in a fatal or serious injury. This included 46 pedestrian fatalities and 17 bicyclist fatalities, as well as 65 serious pedestrian injuries and 39 serious bicyclist injuries. These outcomes highlight the severity of risk faced by people walking and bicycling.

FIGURE 3.7 - VRU CRASHES BY YEAR JULY 1, 2019 - JUNE 30, 2024

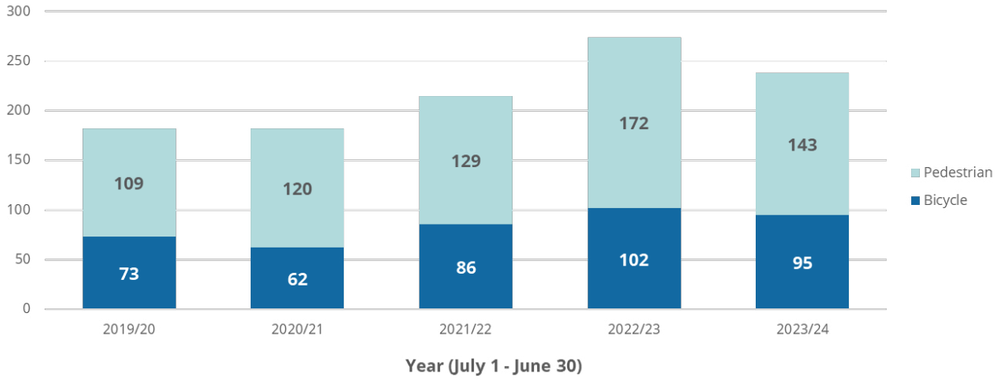


FIGURE 3.8 - VRU CRASHES BY JURISDICTION

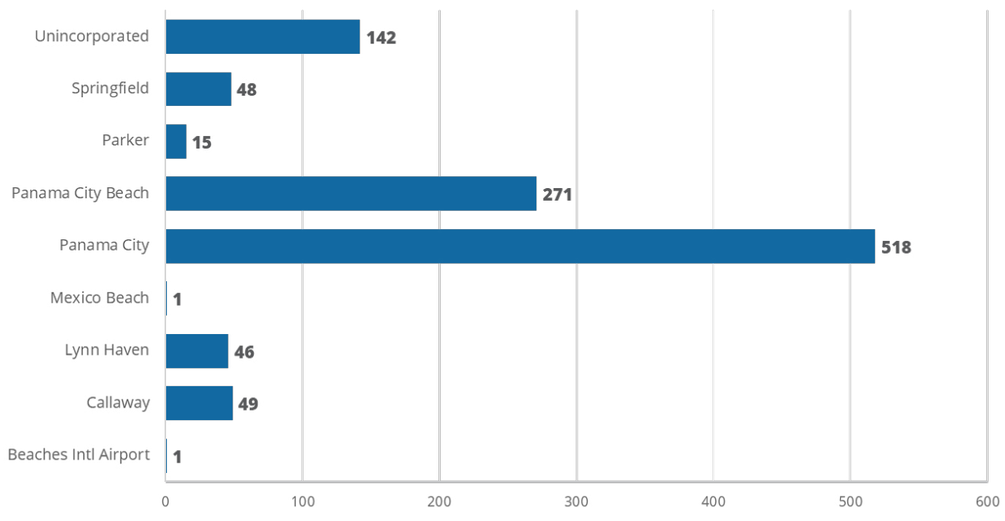


FIGURE 3.9 - VRU FATAL OR INCAPACITATING INJURY (KSI) CRASHES

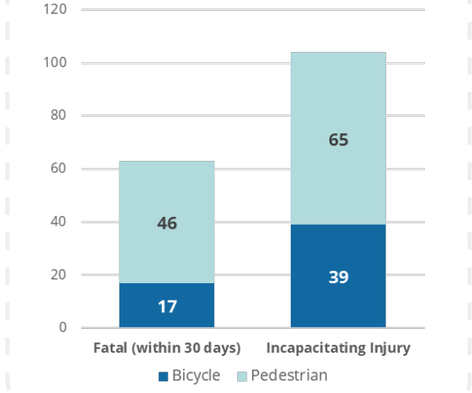
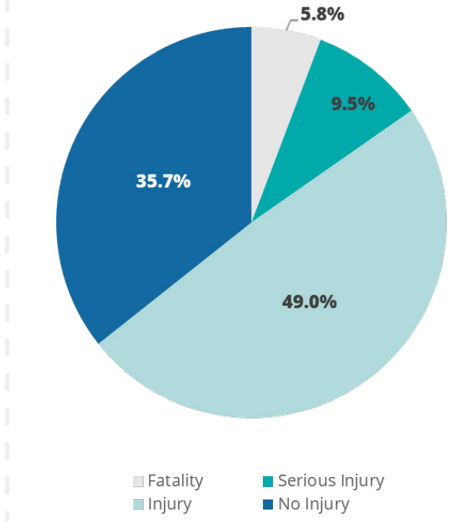


FIGURE 3.10 - VRU CRASH SEVERITY



CONTRIBUTING FACTORS

Most pedestrian and bicycle crashes occurred during **daylight hours**, with approximately **68.1 percent** taking place during the daytime. This suggests that visibility alone does not eliminate risk and that roadway design, traffic speeds, and conflict points play a significant role in crash occurrence.

The vast majority of crashes (87 percent) occurred on dry roadway surfaces, indicating that weather conditions are not the primary driver of pedestrian and bicycle safety issues in the region.

Crash frequency was highest between 2:00 PM and 8:00 PM, particularly on Mondays and Thursdays, and lowest during overnight and early morning hours. These time periods generally align with afternoon travel peaks, school dismissal times, and higher levels of discretionary travel, reinforcing the need to focus safety improvements along everyday travel corridors rather than only special-use facilities.

Several recurring contributing circumstances were identified in the crash data. The most frequently reported factors included:

- Distracted Driving (368 crashes)
- Hit & Run (250 crashes)
- Aging Driver 65-90+ (138 crashes)
- Teen Driver Age 15-19 (81 crashes)

Aggressive driving (31 crashes) and speeding (9 crashes) were also indicated as a contributing factor to some crashes. Alcohol (27 crashes) and drug involvement (10 crashes) were present in a smaller number of crashes but remain notable due to their association with higher severity. Helmet use data indicates that a substantial number of bicyclists (102) involved in crashes were not wearing helmets (3 of these crashes were fatal; 7 resulted in incapacitating injuries).

These contributing factors point to the need for a comprehensive approach that combines infrastructure improvements with education, enforcement, and policy strategies, consistent with Safe System principles.

FIGURE 3.11 - CRASH TIME OF DAY

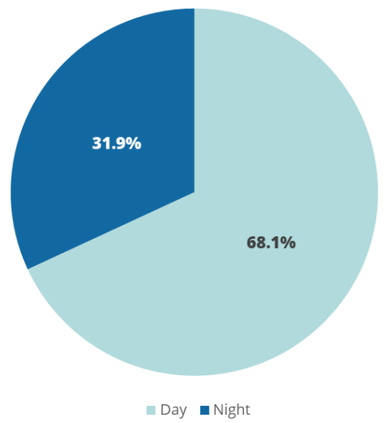


FIGURE 3.12 - CRASH DATA FREQUENTLY REPORTED FACTORS

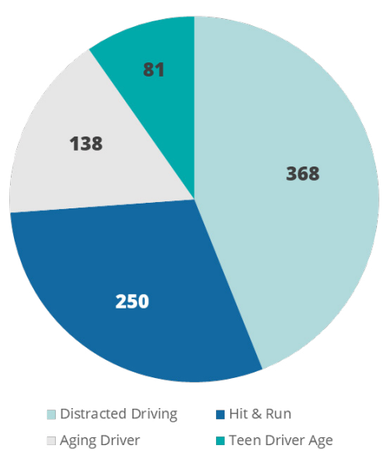
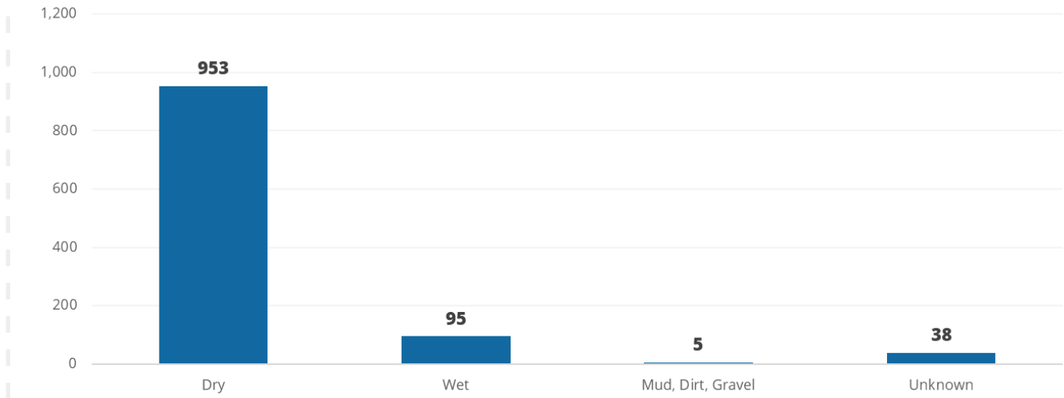


FIGURE 3.13 - ROAD SURFACE CONDITIONS



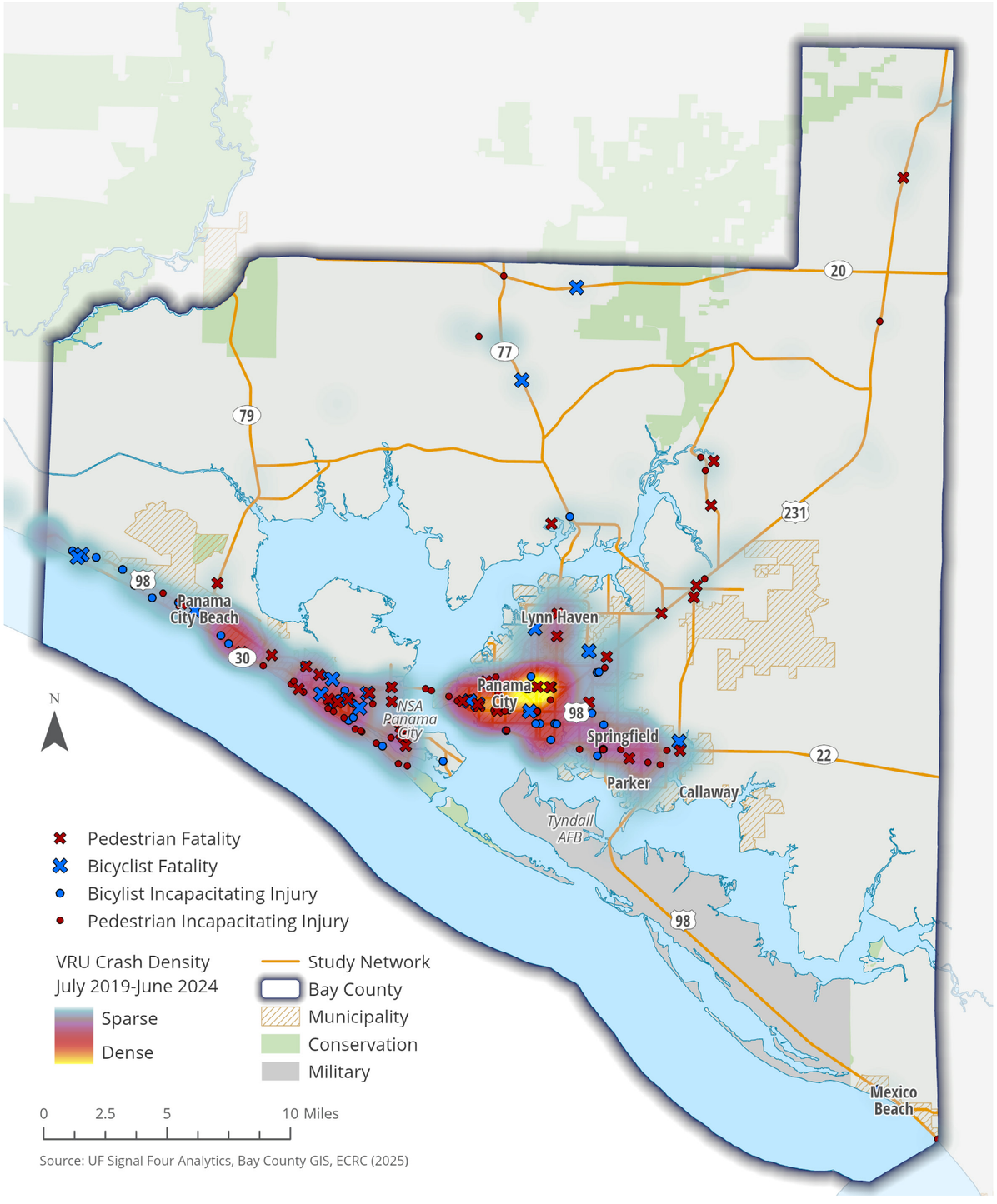
3.6 HIGH-INJURY NETWORK PRIORITY LOCATIONS

As part of the Bay County Safety Action Plan, the County developed a High-Injury Network (HIN) to identify roadway segments and intersections where safety improvements are most urgently needed for vulnerable road users. The HIN is based on crash data from the same five-year period used in this Plan and includes locations with at least one fatal or serious injury pedestrian or bicycle crash.

The HIN provides a critical framework for this Plan. It allows analysis to expand beyond isolated crash locations to a network which emphasizes corridors and intersections where improvements can have the greatest impact. As shown in **Map 3.18**, pedestrian and bicycle crashes are most heavily concentrated along major roadways and within urbanized areas.

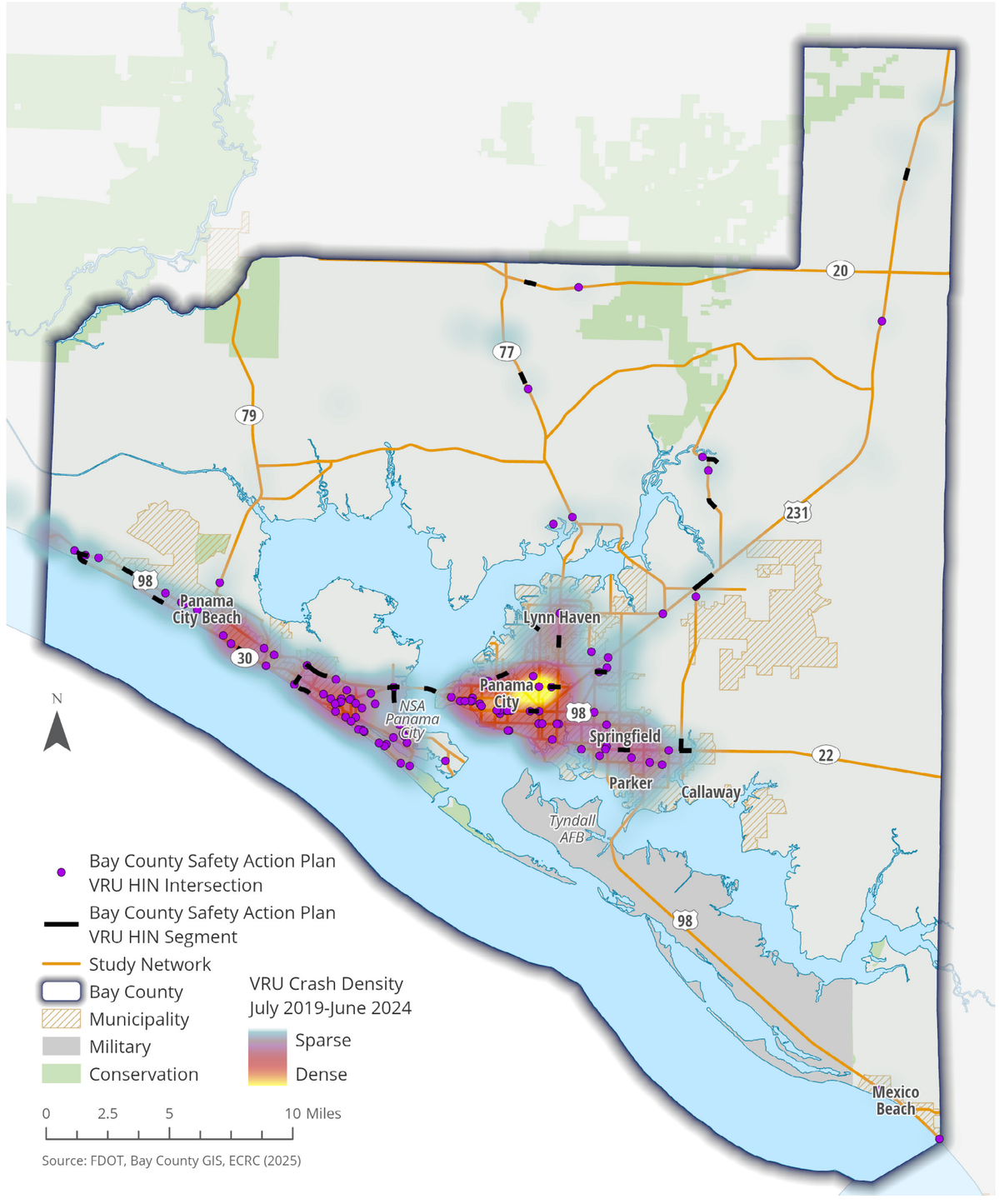
This Plan builds directly on the HIN by using it to inform project prioritization. Projects located on, or directly intersecting, a VRU HIN segment or intersection receive higher priority in the project ranking process. By aligning recommended improvements with the County's adopted safety priorities, the Plan supports a coordinated approach to reducing fatal and serious injuries and advancing safety goals. The VRU HIN segments and intersections are shown in **Map 3.19**.

MAP 3.18 - VRU CRASH DENSITY AND KSI CRASHES



Source: UF Signal Four Analytics, Bay County GIS, ECRC (2025)

MAP 3.19 - BAY COUNTY SAFETY ACTION PLAN FULL HIGH-INJURY NETWORK



Source: FDOT, Bay County GIS, ECRC (2025)

HIGH INJURY NETWORK SEGMENTS AND INTERSECTIONS

This section identifies the top HIN segments and intersections by number of pedestrian and bicycle crashes. These locations represent areas where VRUs face elevated risk due to a combination of traffic volumes, roadway design, land use context, and multimodal conflict points. Identifying high-injury segments and intersections supports the development of focused, high-impact bicycle and pedestrian improvements where safety benefits are likely to be greatest.

The three segments with the **highest number of crashes involving VRUs** are shown in **Map 3.20**.

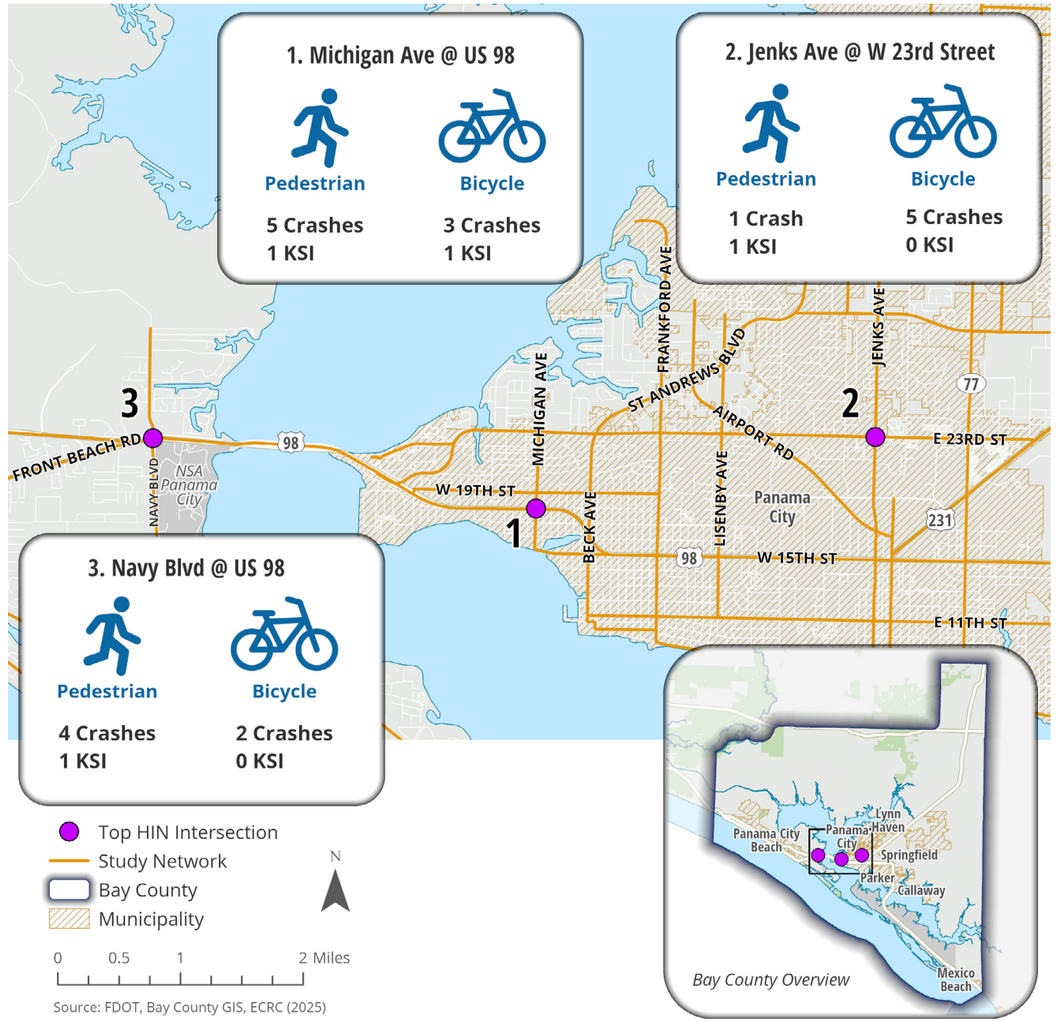
MAP 3.20 - TOP HIN SEGMENTS



Intersections represent key dangerous points for pedestrians and bicyclists. According to a report by the Federal Highway Administration (FHWA), between 2015 and 2019 an estimated 57% of bicyclist and 39% of pedestrian fatalities and incapacitating injuries occurred at intersections or were intersection related.[1]

The **three intersections with the highest number of crashes** involving Vulnerable Road users are shown in **Map 3.21**.

MAP 3.21 - TOP HIN INTERSECTIONS



[1]FHWA Improving Intersection For Pedestrians and bicyclists (April 2022) - https://highways.dot.gov/safety/intersection-safety/about

This Plan utilizes the Bay County Safety Action Plan's HIN and prioritizes those locations that the Safety Action Plan identifies as the greatest roadway and intersection improvement needs for reducing fatalities and serious injuries. These include 49 locations where bicycle or pedestrian countermeasures are recommended.

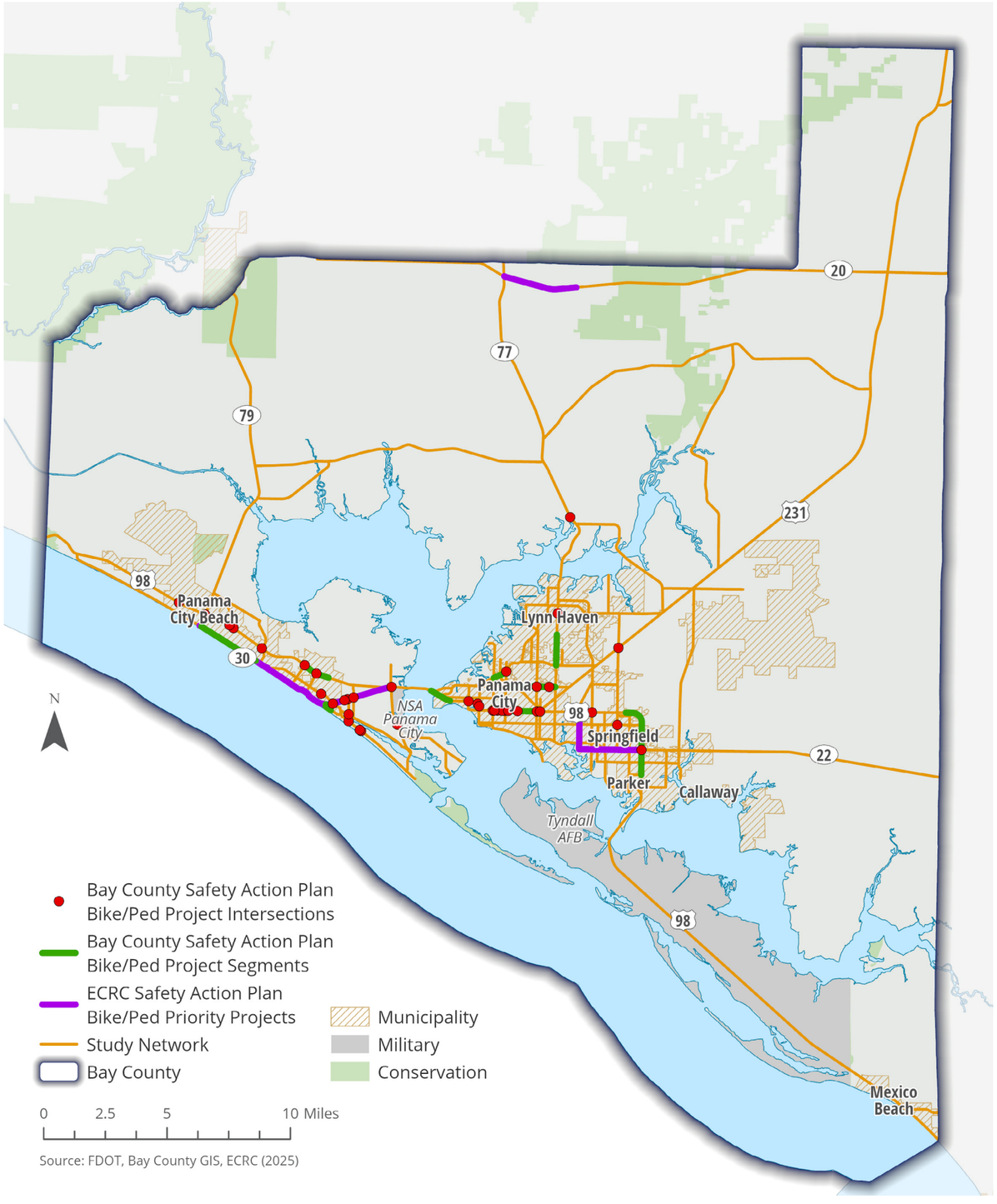
Similarly, the Emerald Coast Regional Council Safety Action Plan (December 2024) highlights three additional corridors where pedestrian or bicyclist improvements would address documented safety risks.

Projects located within areas identified for improvements in either Safety Action Plan are prioritized over those that are not, reinforcing continuity across planning efforts and supporting coordinated investment in locations with documented safety needs. The Safety Action Plan projects are shown on **Map 3.22**.

CONCLUSION

Collectively, the facility inventory, demographic analysis, and Level of Traffic Stress assessments provide a high-level understanding of how the bicycle and pedestrian study network functions today and where its limitations are most pronounced. The findings identify locations with inadequate or discontinuous facilities, areas where anticipated growth will increase multimodal demand, and corridors where roadway conditions create significant barriers for non-motorized travel. This baseline analysis frames the need for targeted improvements and guides the development of project prioritization and future network recommendations in the following chapters.

MAP 3.22 - SAFETY ACTION PLAN BICYCLE & PEDESTRIAN PROJECTS



Source: FDOT, Bay County GIS, ECRC (2025)



CHAPTER 4
ENGAGEMENT

4.0 ENGAGEMENT

Public engagement served as a cornerstone of this project. The insights of residents and visitors to Bay County were crucial to developing a plan that reflects their needs and desires. Through a variety of outreach efforts, participants were given opportunities to share their perspectives, experiences, and local knowledge.

A project website, a local stakeholder working group, and a widely distributed public survey helped the project team communicate with the public and gather feedback at every stage. This chapter provides an overview of the methods used to engage the public and summarizes stakeholder and community member feedback. Ultimately, the goal of public engagement is to strengthen the Plan, build trust, and ensure that the outcomes are supported by those who will use them.

PROJECT WEBSITE AND INTERACTIVE DASHBOARD

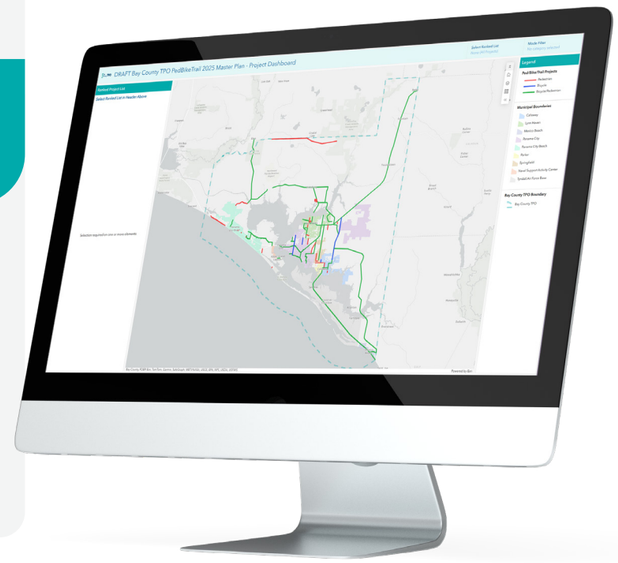
ECRC's marketing and outreach team created a public-facing project website to provide background information and to host documents related to the Plan. The website also included a link to the interactive project dashboard and map, created with Esri's ArcGIS Dashboards application.

The dashboard provided an interactive view of the project lists as well as data layers corresponding to the Evaluation Criteria. Through this resource, members of the Local Working Group and local governments, as well as the public, had access to the data used throughout the planning process. The Local Working Group and local governments were tasked with reviewing existing bicycle and pedestrian infrastructure layers and were also able to draw their local projects directly on the map.

VISIT PROJECT WEBSITE AT:

WWW.ECRC.ORG
/BAYPEDBIKETRAILS2025

Following plan adoption, the dashboard will stay accessible, allowing decision makers to view the identified project needs as they pursue funding sources and move towards implementation.



LOCAL WORKING GROUP

The Bay County TPO Pedestrian, Bicycle, and Trail Master Plan Local Working Group, comprised of representatives from local governments, the Florida Department of Transportation, the Department of Environmental Protection, Tyndall Air Force Base, local colleges, and other interested parties, played a key role in guiding the study. The group convened regularly throughout the planning process to provide input, review findings, and ensure that the plan reflects the needs and priorities of the community.

The Local Working Group met on the following dates:

2025

- **MARCH 25** — Plan Kickoff - Goals & Objectives
- **MAY 28** — Goals & Objectives(Cont) - Previous Plans - Public Outreach
- **SEPTEMBER 17** — Call for Projects - Interactive Map
- **NOVEMBER 19** — Survey Results - Project List - Evaluation Criteria Review

2026

- **JANUARY 22** — Draft Report Review

Local Working Group/Community Traffic Safety Team Meeting - September 17, 2025



SURVEY

As part of the outreach efforts, the project team developed an online survey using Esri's ArcGIS Survey123 to gather community input. The goal of this survey was to gain insight from the community to develop a shared vision of pedestrian and bicycle facilities throughout the Bay County TPO study area. The survey included a series of questions related to bicycle and pedestrian usage and needs, along with an interactive map where users could pinpoint areas of concern and add comments.

The team promoted the survey through the TPO's social media outlets, a website, email blasts, in-person outreach to local stakeholders, and press releases.

In addition, the TPO enlisted the support of the following partners to promote the survey:

- The Panama City News Herald
- Bay County Coastal News
- WMBB (local television news)
- WJHG (local television news)
- Bay County
- City of Panama City
- City of Panama City Beach
- City of Callaway
- City of Lynn Haven
- City of Mexico Beach
- City of Parker
- City of Springfield
- Community Redevelopment Agencies
- Local Running Groups
- Local Biking Groups
- Local Bike Shops
- Gulf Coast State College
- Florida State University, Panama City

The survey was available online from July 1 through August 31, 2025. There were **592 survey responses** received during this period. A summary of the survey questions and responses follows.

592
SURVEY RESPONSES



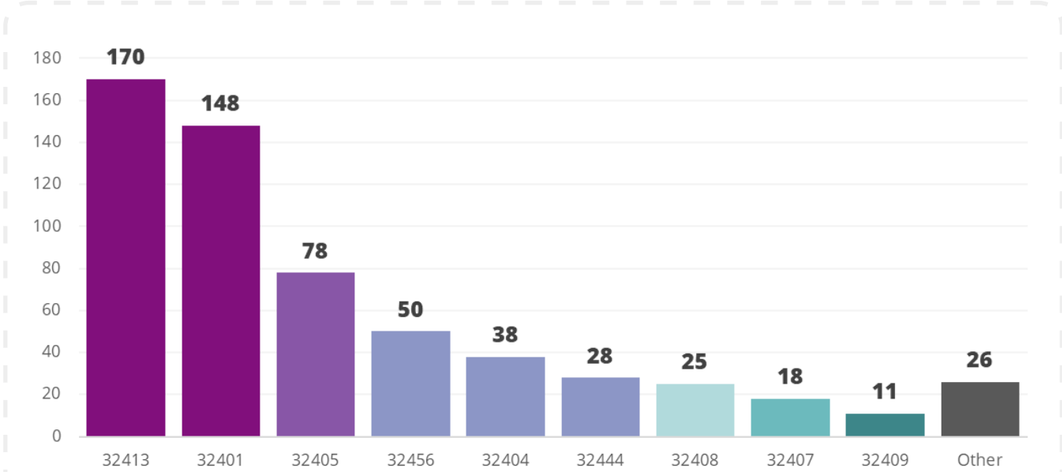
DEMOGRAPHICS

Survey respondents were asked to provide their home zip code to better track the distribution of responses. Overall, the responses matched the general population distribution of the county with a higher representation from the western part of the county.

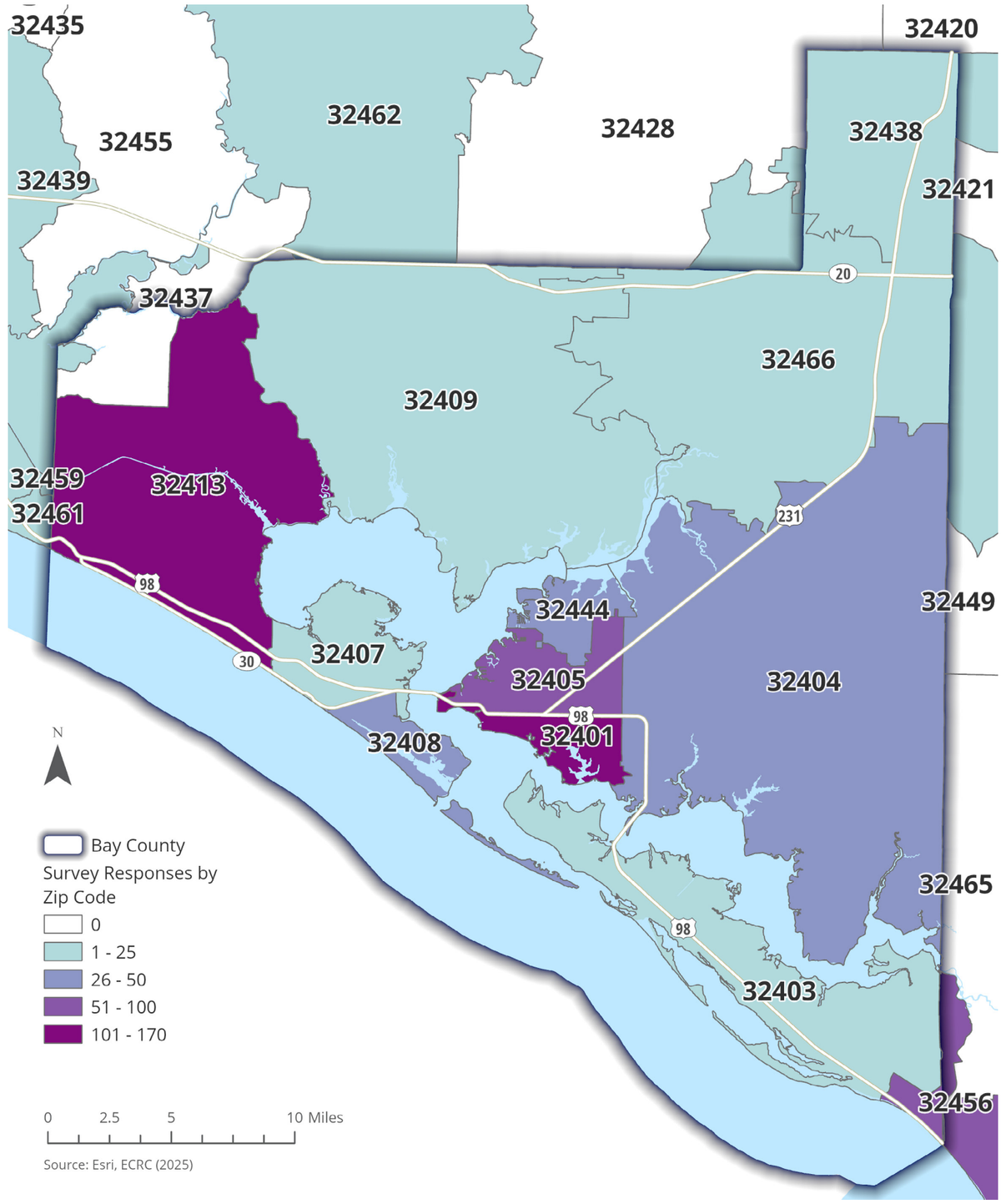
The most responses came from zip codes:

- 32413 (170 responses) - Includes a portion of Panama City Beach
- 32401 (148 responses) - Includes portions of Panama City, Springfield, & Parker
- 32405 (78 responses) - Includes portions of Panama City, Lynn Haven, & Springfield

FIGURE 4.1 - PUBLIC SURVEY RESPONSES BY ZIP CODE



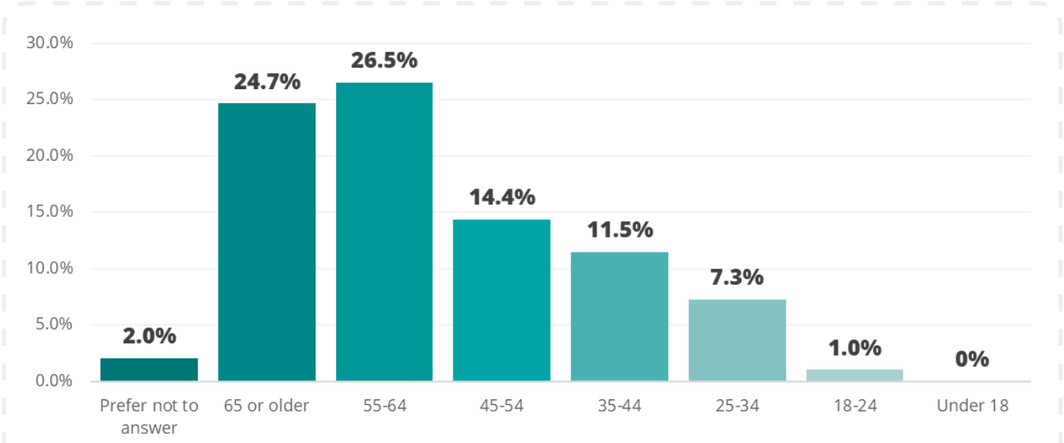
MAP 4.1 - PUBLIC SURVEY RESPONSES BY ZIP CODE



More than half of survey respondents reported being age 55 or older. The **largest portion was ages 55-64 (26.5%)**, followed closely by those 65 and older (24.7%).

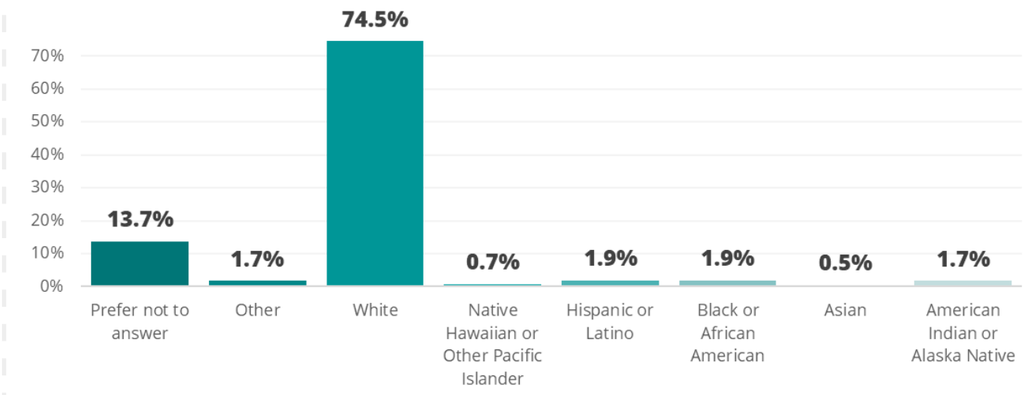
Although Bay County's median age, 41.4, is slightly older than that of the United States as a whole, 38.7, the respondents to the survey skewed significantly older (*2019-2023 Census ACS Table S0101*). This may reflect the tendency of older adults to use bicycle and pedestrian infrastructure recreationally as well as a generational difference in willingness to respond to a survey.

FIGURE 4.2 - PUBLIC SURVEY RESPONSES BY AGE



Most survey respondents were White (74.5%), followed by Black or African American and Hispanic or Latino (both 1.9%). Bay County's overall demographics according to the American Community Survey include 73.7 percent White alone, Non-Hispanic; 9.8 percent, Black or African American alone, Non-Hispanic; and 8.4 percent Hispanic or Latino of any race (*2019-2023 Census ACS Table DP05*).

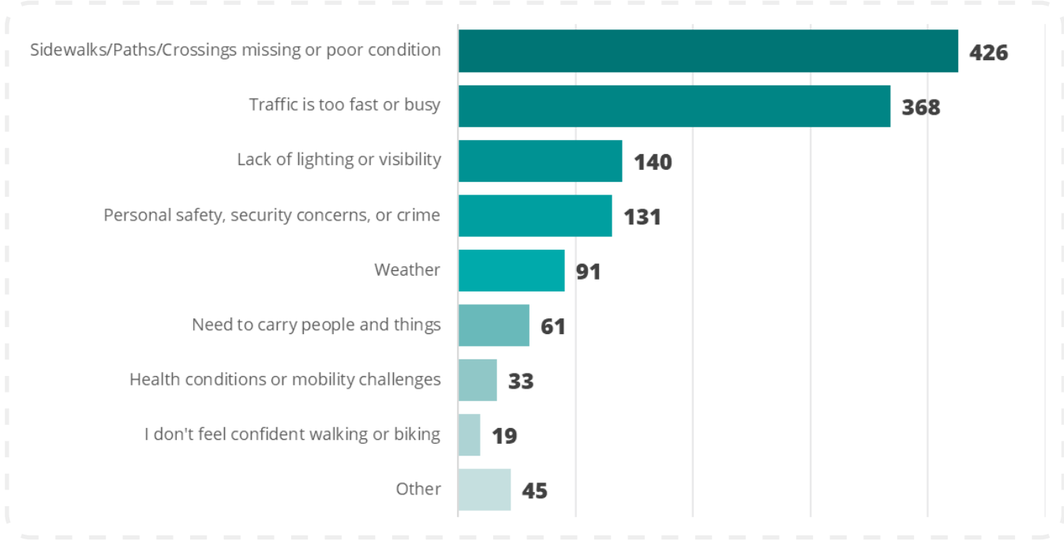
FIGURE 4.3 - PUBLIC SURVEY RESPONSES BY RACE OR ETHNICITY



BARRIERS TO BICYCLING AND WALKING

The most common selected response to the question, **"What, if anything, keeps you from bicycling/walking more often for short trips?"** was **"Sidewalks/paths/crossings are missing or in poor condition"** (426 respondents), followed by "Traffic is too fast or busy" (368 respondents). Over 100 respondents also selected "Lack of lighting or visibility" and "Personal safety, security concerns, or crime" as reasons they do not bicycle or walk more often for short trips. (Multiple selections were allowed.)

FIGURE 4.4 - PUBLIC SURVEY - BARRIERS TO BICYCLING AND WALKING





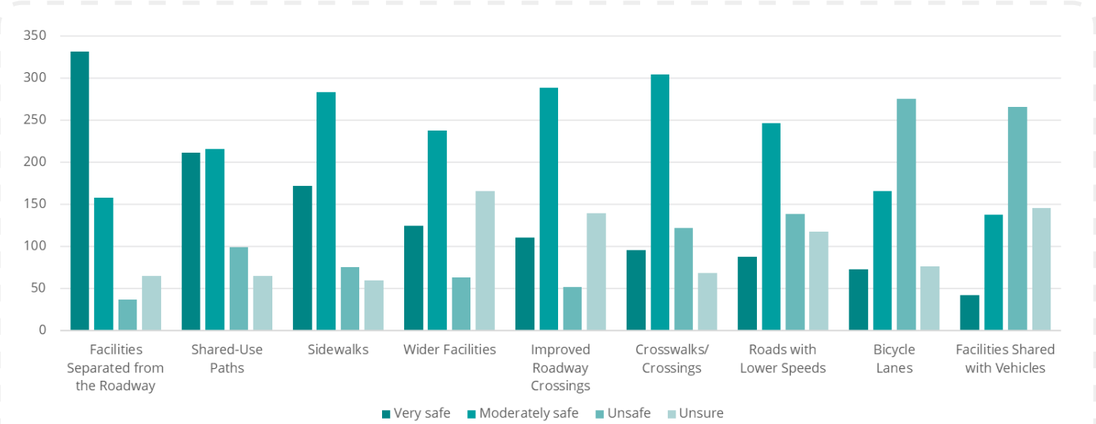




SAFETY

Participants were asked to rate how safe they would feel walking or bicycling on different types of paths and roadways. **Respondents reported feeling safest on shared-use paths and facilities separated from traffic**, and least safe on bicycle lanes and other facilities shared with vehicles.

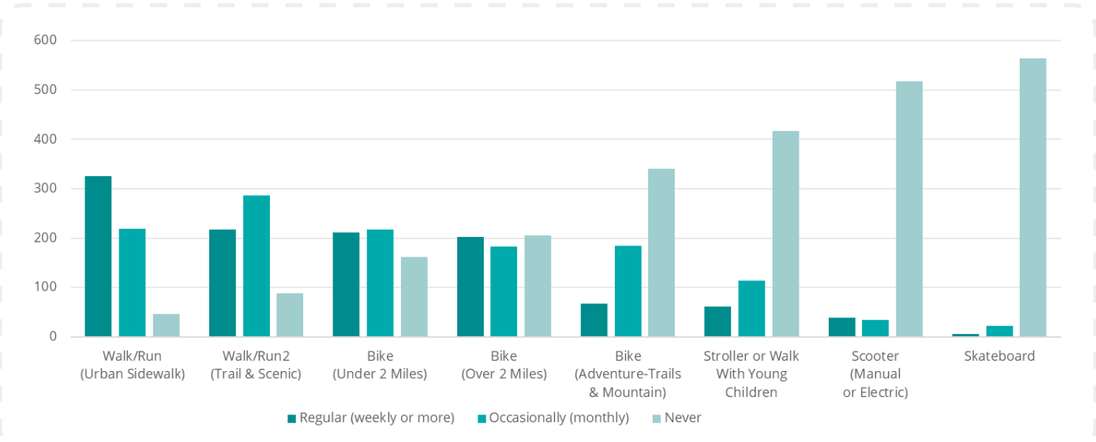
FIGURE 4.5 - PUBLIC SURVEY - LEVEL OF SAFETY FELT ON PATHS AND ROADWAYS



FREQUENCY

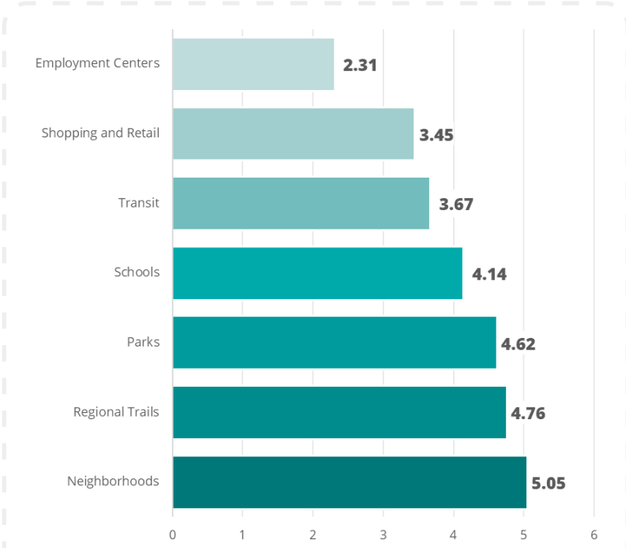
Survey respondents were asked how frequently they participate in various activities for transportation or recreation. The **majority of respondents (55.1%) indicated that they walk or run on urban sidewalks regularly** (weekly or more frequently) and walk or run on scenic trails occasionally (monthly). Most respondents (36.8%) said they occasionally bicycle less than two miles. The majority indicated that they never adventure/mountain bike, ride scooters or skateboards, or push a stroller or walk with small children.

FIGURE 4.6 - PUBLIC SURVEY - FREQUENCY OF TRANSPORTATION METHOD USE



PRIORITIZED IMPROVEMENTS

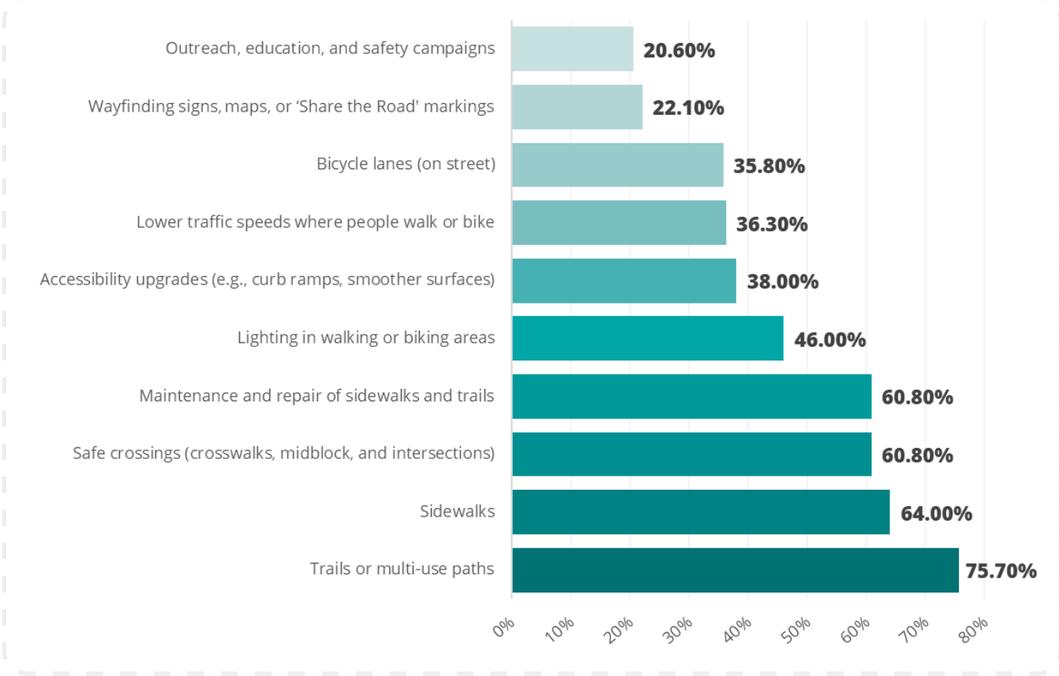
FIGURE 4.7 - PUBLIC SURVEY - AREAS OF IMPROVEMENT



Respondents were asked to rank, on a scale of 1 through 7, a list of areas **where they would like to see walking and bicycling improvements prioritized** over the next ten years. The highest scoring area was **Neighborhoods**, followed by Regional Trails, then Parks and Schools.

When asked what types of improvements should be prioritized over the next 10 years, **the majority of respondents (75.7%) indicated that they would like to see trails or multi-use paths prioritized** over the coming decade. More than 50 percent of respondents selected Sidewalks, Safe crossings, and Maintenance and repair as priorities. (Multiple selections were allowed.)

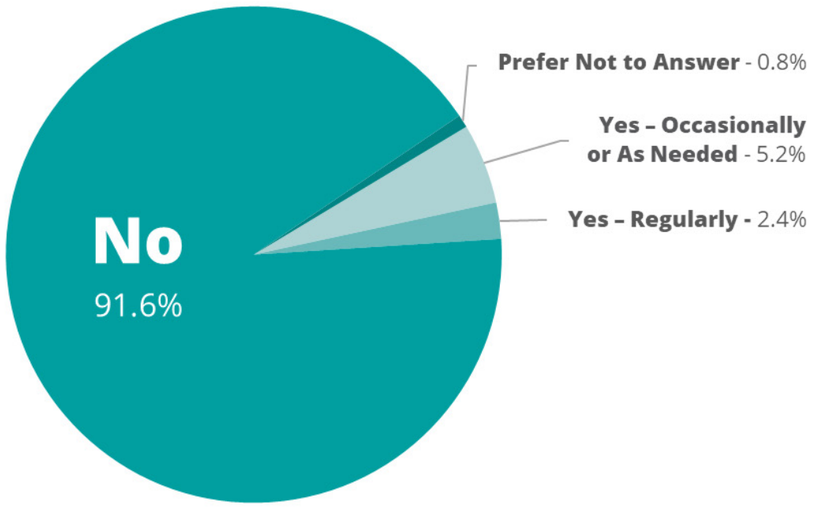
FIGURE 4.8 - PUBLIC SURVEY - TYPES OF IMPROVEMENT



MOBILITY AID USE

The **majority of respondents (91.6%) indicated they do not use any mobility aids** (such as a cane, walker, wheelchair, or scooter), while 5.2 percent indicated they use mobility aids occasionally or as needed. Only 2.4 percent of respondents use mobility aids regularly.

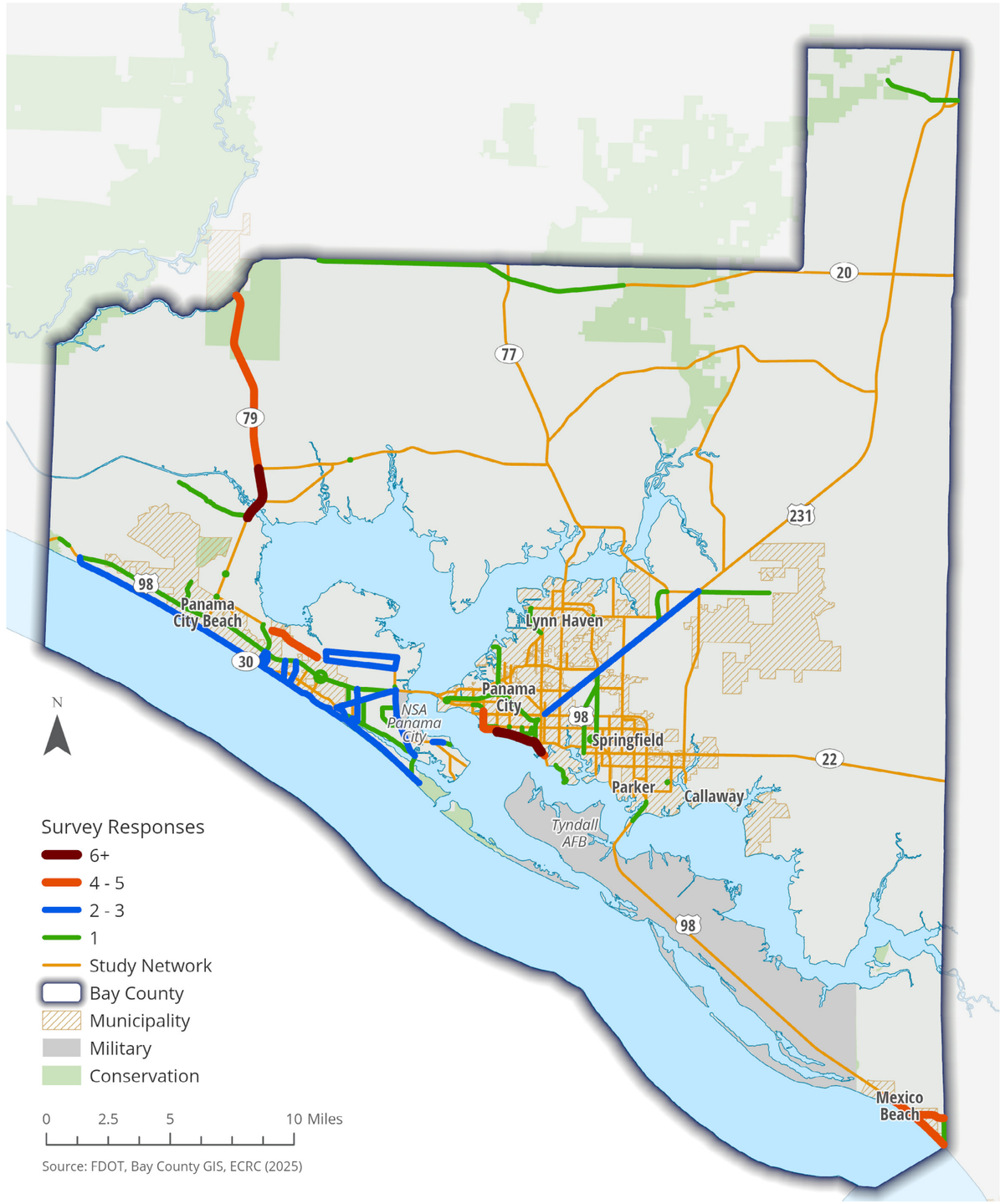
FIGURE 4.9 - PUBLIC SURVEY - USE OF MOBILITY AID



AREAS OF CONCERN

Respondents to the survey had the opportunity to identify specific locations either as areas of concern or locations with unmet multimodal needs. To help with project prioritization, the project team mapped these locations. Identified projects corresponding to road segments or intersections identified as areas of need or concern in the survey were prioritized, and those mentioned three or more times were given an additional boost in their rating. The locations mentioned in the survey are shown on **Map 4.2**.

MAP 4.2 - AREAS OF NEED OR CONCERN BY NUMBER OF SURVEY RESPONSES



ADDITIONAL COMMENTS

In addition to the general questions discussed above, respondents were given the opportunity to share additional feedback. The key themes from respondent comments are as follows.

CONNECTIVITY & EXPANSION

85 COMMENTS

- Strong support for extending trails to Latitude Margaritaville Watersound, Highway 79, and across the West Bay Bridge.
- Desire for regional trail connections (to Gayle's Trails, Conservation Park, Pier Park, 30A, Florida Trail).
- Interest in linking neighborhoods to parks, beaches, schools, and downtown areas.
- Requests for more continuous, shaded, and wider multi-use paths.

SAFETY & TRAFFIC CONCERNS

60 COMMENTS

- Concerns about unsafe conditions on Highway 79, Beach Drive, Beck Avenue, and Frankford Avenue due to speeding, distracted drivers, and large trucks.
- Calls for protected or separated bike lanes instead of painted lanes in traffic.
- Requests for crosswalks, overpasses/bridges, lighting, speed bumps, and traffic enforcement.
- Perception that current road conditions (potholes, poor maintenance) make walking and biking risky.

MAINTENANCE & INFRASTRUCTURE PRIORITIES

30 COMMENTS

- Many feel existing sidewalks, roads, and trails should be fixed first (weeds, flooding, cracked pavement, debris in bike lanes).
- Requests for consistent connectivity (sidewalks that don't "cut off").
- Concern about materials (use rust-resistant benches, durable surfaces).
- Repeated requests for shade, landscaping, and trimming overgrowth.

ELECTRIC BIKES, GOLF CARTS & MICROMOBILITY

25 COMMENTS

- Strong concern about e-bikes and scooters on sidewalks/trails: speed, safety risks, lack of reflectors/lights.
- Calls for education, regulation, and enforcement (possibly licensing/permits for kids using e-bikes).
- Mixed opinions on golf carts: some want them included, others see them as unsafe on shared paths.
- Advocacy for wheelchair and ADA accessibility on paths and crossings.

OPPOSITION & LOCAL RESISTANCE

40 COMMENTS

- Strong opposition in Panama City (Beach Drive) and Mexico Beach to proposed multi-use paths.
  - ◊ Concerns include: removal of trees/vegetation, parking loss, encroachment on private property, habitat destruction, storm damage/erosion risk.
- Some say current sidewalks are sufficient or trails are underused.
- Fear that projects will prioritize tourists over locals or harm small businesses.
- Sentiment that roads are for cars; trails should stay in parks or designated recreation areas.

HEALTH, QUALITY OF LIFE & EQUITY

20 COMMENTS

- Many see trails as vital to improving health, recreation, and livability.
- Calls for more walkable, bike-friendly communities to encourage active lifestyles.
- Concerns about equity: trails should serve locals, commuters, and kids getting to school, not just tourists.
- Recognition of economic benefits (Ironman, marathons, tourism potential).

ENVIRONMENT & CHARACTER OF PLACE

15 COMMENTS

- Concerns about tree loss, overdevelopment, and habitat destruction.
- Calls to preserve natural areas, shade, and bay views.
- Some want more green space and parks instead of concrete.
- Warnings about not turning Bay County into a "concrete jungle" like Orlando.

BIG PICTURE TAKEAWAYS

- Broad support for expanding and connecting trails, especially around Latitude Margaritaville Watersound and Hwy 79, but paired with strong safety concerns and insistence on protected facilities.
- Polarized views: some want major trail investments; others resist, especially along Beach Drive and in Mexico Beach (citing parking loss, property impacts, and environmental damage).
- Common threads across all comments: safety, maintenance, shade, and balancing community needs with tourism.





CHAPTER 5
PROJECT SELECTION

5.0 PROJECT SELECTION

This chapter describes the process used for identifying bicycle and pedestrian improvement projects for inclusion in this Plan.

5.1 PROJECT SOURCES

Projects were first and primarily collected from the Local Working Group, which consisted of representatives from each of Bay County's local governments, state agencies, and partner organizations. The group was given opportunities to submit projects during Local Working Group meetings, via email, and via interactive map.

Through their local knowledge and experience, the working group members identified locations with known safety concerns, network gaps, or ongoing projects within their jurisdictions, initially resulting in over 50 identified projects.

Next, the following TPO and FDOT plans were reviewed, and any remaining bicycle and pedestrian projects from these plans were added to the list: (Abbreviations correspond to the 'Source' column in **Table 5.1**)

- **Bay County TPO 2013 Bicycle Pedestrian Master Plan Amendment** - BP
- **2045 Bay County TPO Long-Range Transportation Cost-Feasible Plan** (the 2050 Cost-Feasible Plan was not yet under development at the time of this writing) – LRTP (CF)
- **Draft 2050 Bay County TPO Long-Range Transportation Needs Plan** (under development at the time of this writing) - LRTP
- **Bay County TPO FY 2027-2031 Project Priorities** - PP
- **FDOT Work Program** (FY 2026-2029 Adopted and FY 2027-2031 Tentative) - WP
- **Bay County TPO FY 2026-2030 Transportation Improvement Program** - TIP

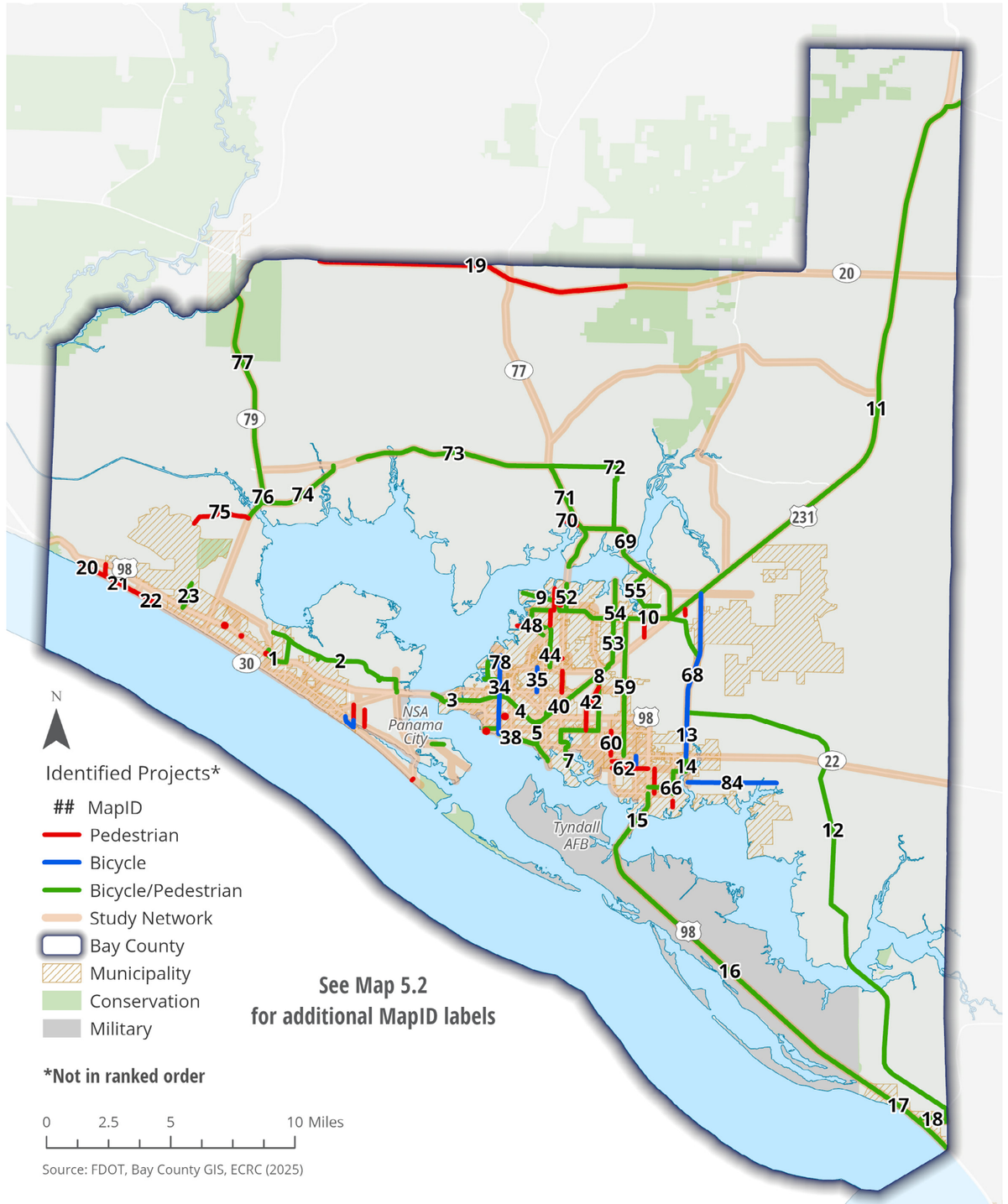
Finally, any remaining unfunded or partially funded gaps in the **SUN Trail (ST)** Network (not previously identified from other sources) were added. Additional projects were also added during the 30-day draft plan public review period

The Local Working Group (LWG) assisted in confirming projects identified through these other sources and convened to review the final project list. Together, 86 projects were identified for bicycle, pedestrian, and trail investments across the Bay County Transportation Planning Organization (TPO) area. **Table 5.1** lists these projects and they are shown in **Maps 5.1** and **5.2**.

At the time of this writing, ten of the listed projects are fully funded for construction, as noted in the following table. While these projects are approaching implementation, funding allocations, schedules, and priorities can change. Therefore, these projects remain on the list to ensure that the Plan remains comprehensive and includes all identified projects until construction is complete.

Note that each identified project not already included in the LRTP was subsequently added to the Draft 2050 Bay County TPO LRTP Needs Plan.

MAP 5.1 - IDENTIFIED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS



MAP 5.2 - IDENTIFIED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS (EXPANDED)

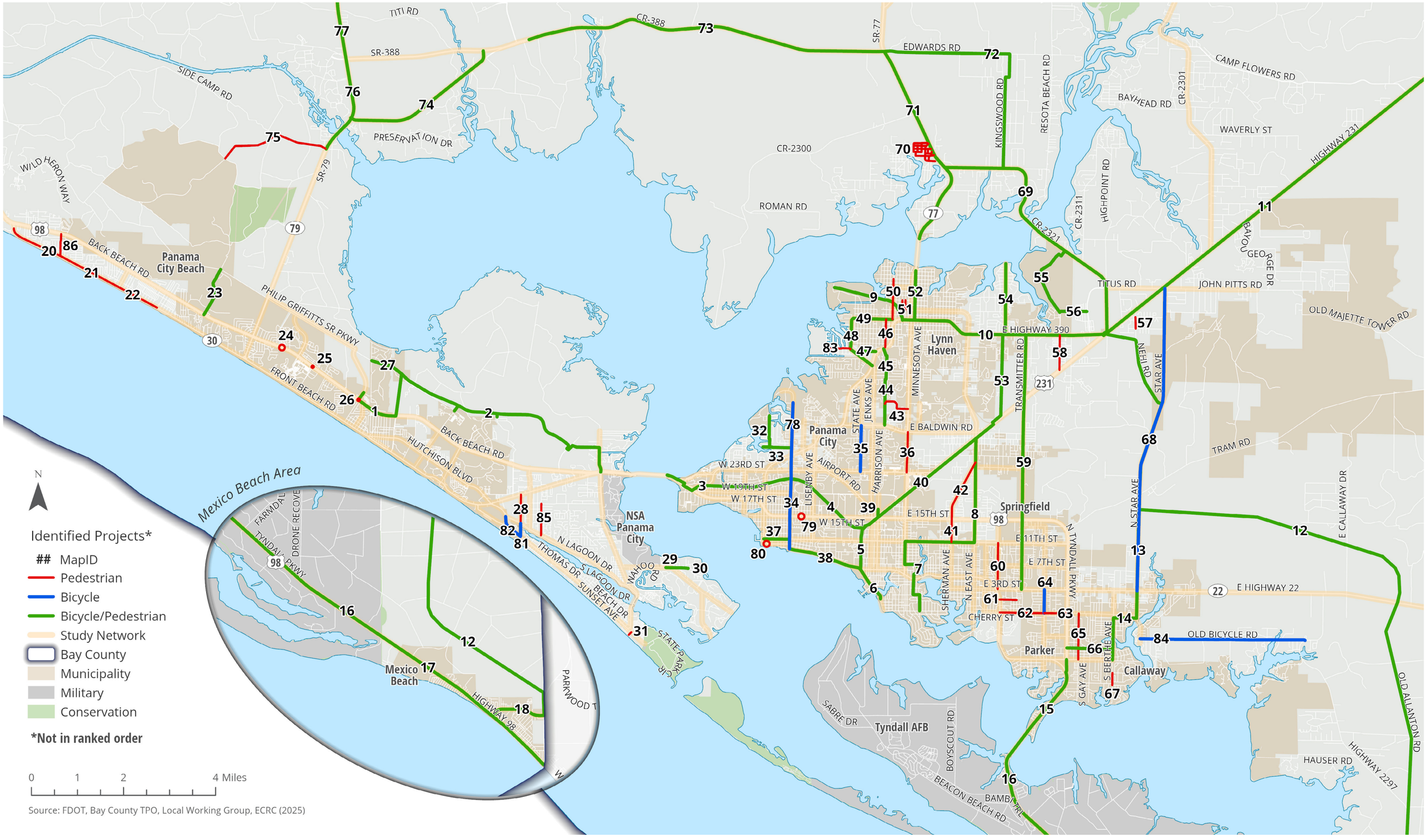


TABLE 5.1 - IDENTIFIED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS *(Not in ranked order)*

MapID	Name	From	To	Type	Source
1	Nautilus St & US 98	Colony Club Rd	Clara Ave	Shared Use Path	ST
2	Breakfast Point East Connector	US 98/Front Beach Rd	US 98/Front Beach Rd	Shared Use Path	LWG, ST
3	Panama City SUN Trail Program - Phase 1	East end of Hathaway Bridge	Intersection of Bay Line Railroad and Michigan Ave	Shared Use Path	LWG, LRTP, PP, ST
4	Panama City SUN Trail Program - Phase 2	Intersection of Michigan Ave and Bay Line Railroad	SE of Jenks Ave & W 14th St at Bay Line RR	Shared Use Path	LWG, LRTP, PP, ST
5	Panama City Spine Trail - South Spur	Bay Line RR Tracks	W 6th St	Shared Use Path	LWG, PP, ST
6	Beach Drive Connector	W 6th St	E 2nd Ct	Shared Use Path	LWG, ST
7	Panama City SUN Trail Program - Phase 5	Intersection of Cherry St & Harris Ave	Intersection of East 11th St & MLK Blvd	Shared Use Path	LRTP, PP, ST
8	Panama City SUN Trail Program - Phase 6	MLK Blvd & E 11th St	800 ft before the intersection of US 231 & Ormond Ave	Shared Use Path	LRTP, PP, ST
9	Lynn Haven Rails to Trails - North Extension	SR 390	Old Fuel Depot	Shared Use Path	LWG, ST
10	SR 390 West Trail	SR 77	US 231	Shared Use Path	LWG, ST
11	US 231	SR 390	Bay County Line	Shared Use Path	ST
12	Nehi Rd, CR 2315/Star Ave, Other	Nehi Rd @ US 231	Bay County Line @ 15th St (Mexico Beach)	Shared Use Path	ST
13	CR 2315/Star Ave	SR 22	S of Tram Rd	Shared Use Path	LRTP, ST
14	S Berthe Ave, Chippewa St, CR 2315/Star Ave	Boat Race Rd	SR 22	Shared Use Path	ST
15	US 98 Tyndall AFB Multi-Use Path	Boat Race Rd	S end of Dupont Bridge	Shared Use Path	ST
16	US 98 Tyndall AFB Multi-Use Path	Dupont Bridge	Mexico Beach	Shared Use Path	LWG, PP, ST
17	SR 30 (US 98)	Crooked Sound Dr	CR 386	Shared Use Path	LRTP, FDOT, TIP, ST
18	N 15th St (Mexico Beach)	US 98	CR 386/County Line	Shared Use Path	BP, LRTP, ST
19	Florida National Scenic Trail	Existing gravel trail: SR 20 @ Bay County Line	Existing gravel trail: Asphalt Plant Rd	Gravel Trail	LWG
20	SR 30/US 98A (Front Beach Road)	Kelly St	SR 30A/US 98/ Panama City Beach Pkwy	Sidewalk	BP
21	SR 30/US 98A (Front Beach Road)	Twins Lake Dr	Kelly St	Sidewalk	BP
22	SR 30/US 98A (Front Beach Rd)	East Lake Shore Rd	Twins Lake Dr	Sidewalk	BP
23	Griffin Blvd - Gayle's Trails South Connector	Gayle's Trails	Highway 98 Trail	Shared Use Path	LWG
24	US 98 (Back Beach Rd) at Frank Brown Park	-	-	Pedestrian Overpass or Underpass	LRTP(CF), PP, TIP
25	US 98 (Back Beach Rd) at Powell Adams Dr	-	-	Pedestrian Overpass or Underpass	LRTP
26	US 98 (Back Beach Rd) at Nautilus Street	-	-	Pedestrian Overpass or Underpass	LRTP
27	Colony Club Connector	Gayle's Trails East End	Other Trail Segments	Shared Use Path	LWG
28	CR 30B (Joan Ave)	CR 3030/N Lagoon Dr	Front Beach Rd	Sidewalk	BP
29	Phase III Magnolia Beach Rd Multi-Use Path	Pelican Bay Dr	Grandiflora Blvd	Shared Use Path	LWG, LRTP, PP
30	Phase II Magnolia Beach Rd Multi-Use Path	Grandiflora Blvd	Bear Point Dr	Shared Use Path	LWG, LRTP, PP
31	Lookout St	Spyglass Dr	Thomas Dr	Sidewalk	LWG
32*	Kings Rd	Queens Cir	W 27th St	Shared Use Path	LWG
33*	W 27th St	Frankford Ave	Dead End	Shared Use Path	LWG
34	CR 385/Frankford Ave	W Beach Dr	SR 390/St Andrews Blvd	Bike Path/Trail	LRTP, PP
35	State Ave	23rd St	Baldwin Rd	Bicycle Lane	LWG
36*	SR 77 (MLK Blvd/N Cove Blvd)	SR 368/ 23rd Street	CR 2312/ Baldwin Road	Sidewalk	PP, FDOT, TIP
37	Panama City SUN Trail Program - Phase 4	Intersection of Bayview Ave & W 11th St	Intersection of Frankford Ave & W 11th St	Shared Use Path	LRTP, PP
38	Beach Drive Trail	Frankford Ave	W 6th St	Shared Use Path	LWG
39	SR 391 (Harrison Ave)	SR 75/US 231	Airport Rd	Shared Use Path	BP
40	Panama City Spine Trail - RR Corridor to US 231	SE of Jenks & W 14th @ Bay Line RR	US 231 @ SR 389/ East Ave	Shared Use Path	LWG
41	Sherman Ave	CR 28/11th Street	SR 30A/US 98/15th Street	Sidewalk	LWG, LRTP
42	Sherman Ave	SR 30A/US 98/15th Street	SR 389/East Ave	Sidewalk	LWG
43	Lakeridge Dr/E 34th St	Harrison Ave	SR 77	Sidewalk	LWG
44	Harrison Ave	Baldwin Ave	W 26th St	Shared Use Path	LWG

MapID	Name	From	To	Type	Source
45	Mowat School Rd Connector	SR 390	W 26th St	Shared Use Path	LWG
46	Carolina Avenue	W 14th Street	SR 390	Sidewalk	LRTP, PP
47	Wildridge Rd	Northshore Rd	SR 390	Bike/Ped Facility	LWG
48	Northshore Rd	SR 390	W 14th St	Bike/Ped Facility	LWG
49	W 14th St	Tennessee Ave	Maryland Ave	Shared Use Path	LWG, LRTP, PP
50*	Tennessee Ave	W 14th Street	W 5th Street	Sidewalk	PP, FDOT, TIP
51*	Lynn Haven Elementary School Sidewalk Project - PH 1 - Georgia Ave & New York Ave	W 12th St	W 10th St	Sidewalk	FDOT
52	Pennsylvania Ave	SR 390	SR 77	Shared Use Path	LWG
53	Ormond Ave	US 231	SR 390	Shared Use Path	LWG
54	Harvard Boulevard	SR 390	Issac Byrd Park	Bike/Ped Facility	LWG, LRTP, PP
55	Mill Bayou Development - North Trail Extension	Minge Branch Rd	SR 77A	Shared Use Path	LWG
56	Minge Branch Rd	Titus Rd	Mill Bayou Blvd	Sidewalk/Shared Use Path	LWG
57	Cherokee Heights Rd	Frank Hough Rd	Merritt Brown Rd	Sidewalk	LWG
58	Cato Rd	SR 75/US 231	SR 390	Sidewalk	LWG
59	Transmitter Rd	SR 22	SR 390	Shared Use Path	LWG
60	School Ave	E 3rd St	E 11th St	Sidewalk	LWG
61	E 2nd St	Detroit Ave	US Business 98	Sidewalk	LWG
62	CR 3026 (Cherry Street)	SR 30/Business 98	Bob Little Rd	Sidewalk	LWG, BP, LRTP
63*	CR 3026 (Cherry Street)	Bob Little Rd	SR 30A/US 98/ Tyndall Parkway	Sidewalk	LWG, BP, LRTP, FDOT
64	CR 22A (Bob Little Rd)	Cherry St	SR 22/Wewa Hwy	Bicycle Lane	BP
65*	S Gay Ave	Boat Race Rd	Cherry St	Sidewalk	LWG, LRTP, PP, FDOT
66*	Lake Dr	SR 30/US 98/Tyndall Pkwy	S Berthe Ave	Shared Use Path	LWG, PP, FDOT, TIP
67*	S Berthe Ave	Forsythe Dr	Eagle Lake Way	Sidewalk	LWG, PP, FDOT, TIP
68	CR 2315/Star Ave	SR 75/US 231	SR 22/Wewa Hwy	Bicycle Lane	BP, LRTP
69	CR 2321/SR 77 - Dam Road Trail	US 231	SR 77/N end of Bailey Bridge	Shared Use Path	LWG
70	Southport Elementary Pedestrian Improvements	Streets near Southport Elementary School	-	Sidewalk/ Pedestrian Crossings	LWG
71	SR 77 - Southport North	SR 388	CR 2321	Shared Use Path	LWG
72	Kingswood Rd/Edwards Rd	CR 2321	SR 77	Shared Use Path	LWG
73	SR 388	Existing MUP	SR 77	Shared Use Path	LWG
74	CR 388	SR 79	SR 388	Shared Use Path	LWG
75	Gayle's Trails North Connector to SR 79	Conservation Park	SR 79	Gravel Trail	LWG
76	SR 79 - Gayle's Trails North Extension	Gayle's Trails	SR 388 Trail	Shared Use Path	LWG
77	SR 79	SR 388	SR 20	Shared Use Path	LWG
78*	CR 385/Frankford Ave	SR 390/St Andrews Blvd	Pacifica Ln	Bike Path/Trail	LRTP, PP, FDOT, TIP
79	US 98 between Frankford Ave & Lisenby Ave	-	-	Crosswalk	LRTP, LWG
80	Chestnut Ave @ 9th St	-	-	Crosswalk	LRTP, LWG
81	CR 30B (Joan Avenue)	Thomas Drive	N Lagoon Drive	Bicycle Lane	DRC
82	CR 392 (North Thomas Dr)	Joan Ave	N Lagoon Drive	Bicycle Lane	DRC
83	Goose Bayou Rd	Bingoose Ln	North Shore Rd	Sidewalk	DRC
84	Old Bicycle Rd	Star Avenue	CR 2297	Bicycle Lane	DRC
85	Laurie Ave	Laird Street	North Lagoon Drive	Sidewalk	DRC
86	Kelly St	US 98 / Back Beach Rd	SR 30 / Front Beach Rd	Sidewalk	DRC

LRTP = Long Range Transportation Plan
PP = Project Priorities
WP = Work Program
TIP = Transportation Improvement Program
LWG = Local Working Group
BP = 2013 Bay TPO Bicycle Pedestrian Plan
ST = SUN Trail
DRC = Draft Review Comment
**Fully Funded for Construction*

5.2 FACILITY DESIGN

This section provides illustrative examples of typical bicycle and pedestrian facility designs that are consistent with the types of projects identified in this Plan. The typical sections shown are for illustrative purposes only. They are not intended to represent final engineering designs or to supersede applicable federal, state, or local design standards. Final facility design will be determined during project development and will be based on site-specific conditions, available right-of-way, environmental constraints, drainage needs, and safety considerations.

5.2.1 DESIGN GUIDANCE AND REFERENCE STANDARDS

Typical sections presented in this Plan are informed by established state and national bicycle and pedestrian design guidance, including:

- **Florida Department of Transportation**
  - FDOT Design Manual (FDM), particularly:
    - Chapter 222 – Shared-Use Paths
    - Chapter 223 – Bicycle Facilities
    - Chapter 224 – Pedestrian Facilities
    - Chapter 212 – Curb Ramps and Detectable Warnings

- **The American Association of State Highway and Transportation Officials (AASHTO)**
  - Guide for the Development of Bicycle Facilities; and
  - Guide for Planning, Design, and Operation of Pedestrian Facilities

- **The National Association of City Transportation Officials (NACTO)**
  - Urban Bikeway Design Guide
  - Urban Street Design Guide

On state-maintained roadways, FDOT standards and criteria govern facility design. On locally-maintained facilities, local governments may apply locally adopted standards and policies, provided they are consistent with applicable state and federal requirements.

5.2.2 SIDEWALK FACILITIES

Sidewalk projects identified in this Plan include improvements along arterial, collector, and local roadways, as well as projects supporting school access and neighborhood connectivity.

Typical sidewalk design concepts include:

- A continuous paved pedestrian zone that meets ADA accessibility requirements.
- A buffer or separation between pedestrians and vehicular travel lanes, where feasible.
- Curb ramps, detectable warnings, and accessible crossings at intersections and driveways.

Sidewalk width, buffer width, and placement will vary based on roadway context, functional classification, right-of-way availability, and adjacent land uses, consistent with FDOT FDM Chapter 222 and AASHTO pedestrian guidance.



FIGURE 5.1 - NACTO ILLUSTRATIONS FOR LANE WIDTH & SIDEWALK RECOMMENDATIONS

5.2.3 SHARED-USE PATHS (MULTI-USE PATHS)

Shared-use paths make up a significant part of the project list and were widely favored by survey respondents for both regional connectivity and recreational use. Many of the shared-use path projects identified in this Plan also support the statewide SUN Trail network.

Typical shared-use path design concepts include:

- A paved facility physically separated from vehicular traffic.
- Adequate width to accommodate two-way bicycle and pedestrian travel.
- Lateral separation from roadways or other fixed objects for user comfort and safety.
- Safe crossings at roadways and driveways, with enhanced treatments at higher-volume locations.

Shared-use paths will be designed in accordance with FDOT FDM Chapter 224 and applicable SUN Trail program criteria. In constrained environments, design flexibility may be applied consistent with AASHTO and FDOT guidance.

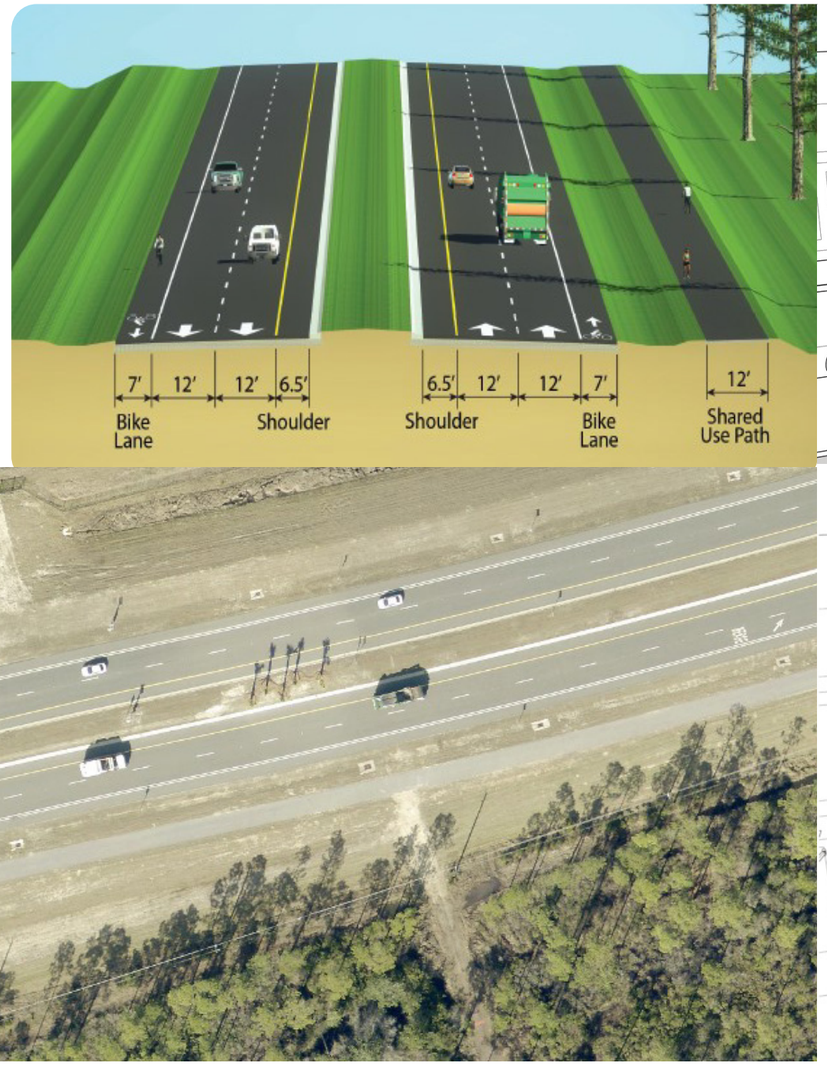


FIGURE 5.2 - FDOT STATE ROAD 388 ROAD WIDENING WITH SHARED-USE PATH

5.2.4 ON-STREET BICYCLE FACILITIES

On-street bicycle facilities, including conventional and buffered bicycle lanes, are recommended in select corridors to improve bicycle safety and provide connections between shared-use paths, neighborhoods, schools, and activity centers.

Typical on-street bicycle facility concepts include:

- Clearly marked bicycle lanes adjacent to vehicular travel lanes.
- Buffered bicycle lanes where roadway width allows, providing additional separation from traffic.
- Intersection treatments that enhance visibility and reduce conflict points.

The selection and design of on-street bicycle facilities should consider traffic volumes, vehicle speeds, roadway width, and surrounding land uses, consistent with FDOT FDM Chapter 223 and AASHTO bicycle guidance. NACTO guidance may be used as a supplemental reference in urban contexts, subject to FDOT approval on state facilities.



FIGURE 5.3 - NACTO EXAMPLE OF ON-STREET BIKE LANES

5.2.5 CROSSINGS AND GRADE-SEPARATED FACILITIES

In limited locations, particularly along high-speed or high-volume corridors, grade-separated pedestrian facilities such as overpasses or underpasses may be appropriate to address safety concerns and eliminate conflicts between pedestrians and vehicular traffic. Three locations are identified in this Plan on Back Beach Rd.

These facilities are typically considered where:

- At-grade crossings cannot provide adequate safety.
- Pedestrian demand is high, such as near parks, schools, or major destinations.
- Traffic speeds and volumes create substantial barriers to crossing.

Design of grade-separated crossings will follow FDOT structures and pedestrian facility guidance and will be evaluated on a case-by-case basis during project development.

FIGURE 5.4 - PEDESTRIAN OVERPASS AT MOWAT MIDDLE SCHOOL

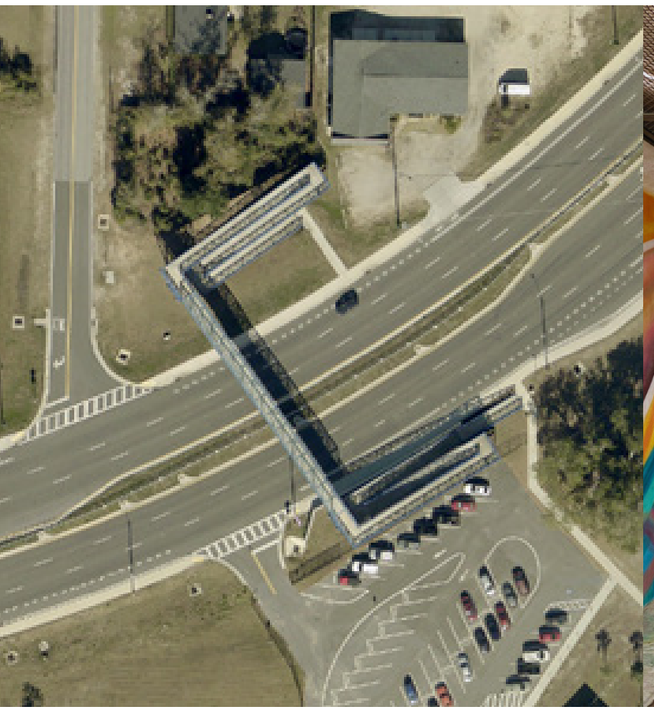
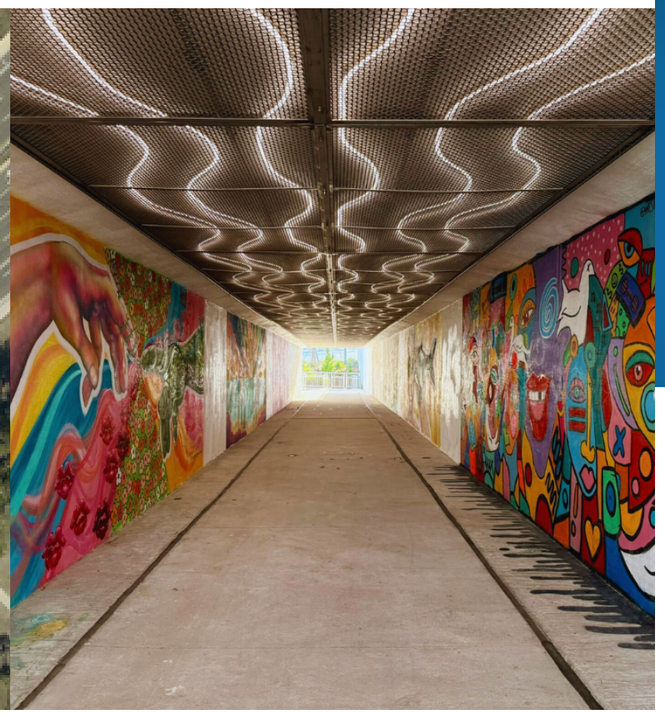


FIGURE 5.5 - PEDESTRIAN UNDERPASS AT US 98 & INLET BEACH





CHAPTER 6

PROJECT PRIORITIZATION

6.0 PRIORITIZATION PROCESS

To guide this effort, the project team developed a set of evaluation criteria reflecting both quantitative data and qualitative community priorities. Each project was evaluated against these criteria to determine its relative contribution to a safe, connected, and equitable multimodal transportation network. The ranking results are intended as a tool to inform future funding, design, and implementation decisions.

In developing the evaluation framework, the project team reviewed bicycle and pedestrian master plans from other Florida jurisdictions. This review helped identify best practices and ensure consistency with state-level methodologies, particularly regarding the use of performance-based criteria such as Level of Traffic Stress (LTS).

The resulting evaluation process applies ten core criteria supported by spatial and demographic data, crash analyses, and public input. These criteria capture both existing conditions and community needs, ensuring that prioritization outcomes reflect a balance between safety improvements, multimodal accessibility, and consistency. (The LTS criteria is not applied to projects located off the defined study network due to data limitations.)

6.1 EVALUATION CRITERIA

The project evaluation criteria were developed to reflect the Plan's adopted vision, goals, and objectives (**Chapter 2**). Not all goals are reflected here. Some goals and objectives are best advanced through education, enforcement, or ongoing planning activities rather than through individual capital projects.

Each criterion is based on a quantifiable measure related to those aspects most applicable to infrastructure investment and project implementation. The criteria collectively support the Plan's four vision elements: Education, Engineering, Enforcement, and Encouragement, while also aligning with specific goals and objectives. By linking project scoring to these elements, the evaluation process ensures that higher-ranked projects advance the Plan's long-term policy direction and respond to identified community needs.

The relative weights assigned to each evaluation criterion reflect the Plan's priorities. Higher weights are assigned to criteria that directly address safety, crash reduction, and the creation of a continuous, functional bicycle and pedestrian network. Moderate weights are assigned to factors that shape daily travel behavior and access to key destinations, while lower weights are assigned to criteria that support equity, consistency, and alignment with other planning documents.

TABLE 6.1 - EVALUATION CRITERIA EVALUATION CRITERIA, AND RELATED GOALS AND OBJECTIVES

Evaluation Criteria (Weight)	Goals and Objectives
Safety (20%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.6*** – Regional roadway projects will support the creation of "complete streets." **Goal 3:** To reduce bicycle/pedestrian crashes through education and enforcement.
Network Connectivity (15%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.2*** – To provide bicycle/pedestrian networks which safely serve major attractors such as schools, shopping malls, residential subdivisions, retirement areas, and recreational facilities. ***Objective 1.3*** – To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel.
Regional Trail System (10%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.3*** – To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel. **Goal 5:** To reach a point with no increase in vehicle miles of travel (VMT) within the TPO area even with increasing population.
Public Input (10%)	**Goal 2:** To encourage bicycle and pedestrian travel as viable transportation modes. ***Objective 2.3*** – To make information on local bicycling and walking facilities available to the public. **Goal 4:** To maintain a current Bicycle and Pedestrian Plan.
Level of Traffic Stress (10%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.1*** –To integrate bicycle/pedestrian facilities into design of all transportation projects. ***Objective 1.6*** – Regional roadway projects will support the creation of "complete streets."
Access to Schools, Parks, & Recreational Facilities (10%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.2*** – To provide bicycle/pedestrian networks which safely serve major attractors such as schools, shopping malls, residential subdivisions, retirement areas, and recreational facilities. ***Objective 1.3*** – To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel. **Goal 2:** To encourage bicycle and pedestrian travel as viable transportation modes.
Commute Type (10%)	**Goal 2:** To encourage bicycle and pedestrian travel as viable transportation modes. **Goal 5:** To reach a point with no increase in vehicle miles of travel (VMT) within the TPO area even with increasing population. ***Objective 5.1*** – To support and encourage regional development and redevelopment using mixed land uses and traditional street patterns to maximize the number of trips that can be made by alternative modes such as walking and bicycling.
Vehicle Availability (5%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.3*** – To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel. **Goal 2:** To encourage bicycle and pedestrian travel as viable transportation modes.
Planning Consistency (5%)	**Goal 4:** To maintain a current Bicycle and Pedestrian Plan. ***Objective 4.1*** – To have a database available to transportation planners for evaluating the bicycle and pedestrian systems safely meeting the travel needs of the community.
Underserved Communities (5%)	**Goal 1:** To create safe, convenient, and connected routes to all destinations and between land uses for bicyclists and walkers ***Objective 1.3*** – To provide multi-modal linkages to increase the range and choice of trips. To provide bicyclists and pedestrians with the support facilities necessary to connect with other modes of travel. **Goal 2:** To encourage bicycle and pedestrian travel as viable transportation modes.

6.2 SCORING METHODOLOGY

Each evaluation criteria was assigned a point value ranging from zero (lowest priority) to one (highest priority), along with a weighting that reflects its relative influence within the prioritization framework. This weighted structure ensures that criteria central to the Plan's goals, particularly Safety and Network Connectivity, play a proportionally greater role in determining overall project rankings. The Safety and Network Connectivity criteria received the highest weights at 20 percent and 15 percent, respectively.

A GIS-based process was used to apply the evaluation criteria consistently across all identified projects (with the exception of the LTS criteria, which was not applied to projects located off the defined study network due to data limitations.) Each project received points based on conditions such as proximity to schools and parks, location along a high-stress corridor, or inclusion within a priority safety segment. The weighted values were then combined to generate a final score between 0 and 100 for each project. (**See Appendix A for point assignment and ranking detail.**)

This scoring system provides a transparent and repeatable method for comparing projects across a wide range of contexts. While the resulting scores indicate relative priority, they are not intended to dictate funding order. Implementation may also depend on other opportunities such as alignment with resurfacing schedules, utility work, development-driven improvements, or partnership-based funding.

Table 6.2 summarizes the scoring system and the weighting assigned to each evaluation element.

TABLE 6.2 - PROJECT EVALUATION CRITERIA

Criteria (Weight)	Data Source	Rating Scale		
Safety (20%) *Does the project include a Vulnerable Road User (VRU) High Injury (HIN) segment or intersection?*	Bay County Safe Streets for All Safety Action Plan (March 2025)	0 No	- -	1 Yes
Network Connectivity (15%) *Does the project close a gap between two existing or funded bicycle/pedestrian facilities?*	Bay County GIS, FDOT, ECRC (Existing and Planned Bicycle/ Pedestrian Facilities)	0 No	- -	1 Yes
Regional Trail System (10%) *Is the project on, or does it connect to the Florida Greenways and Trails System (FGTS) Priority Network (including SUN Trails)?*	FDEP Greenways and Trails - Priority Trail Corridors	0 Not On FTGS	0.5 Connects To FGTS	1 On FGTS
Public Input (10%) *Was the project identifies as a need or area of concern through the public engagement process?*	Bay County TPO PedBikeTrail 2025 Master Plan Public Survey	0 No Survey Responses	0.5 1-2 Survey Responses	1 3+ Survey Responses
Level of Traffic Stress (10%)* *What is the project segment's Pedestrian or Bicycle LTS?*	FDOT Q/LOS Handbook	0 LTS 1-2	0.5 LTS 3	1 LTS 4
Access to Schools, Parks, & Recreational Facilities (10%) *How close is the project to an existing or planned school, park, or, recreational facility (including beach access points)?*	FGDL Schools, Parks & Recreational Facilities; Bay County Parks, Beach Access Points; Local Government CIPs	0 > 0.5 Mile	0.5 0.25 - 0.5 Mile	1 < 0.25 Mile
Commute Type (10%) *What percentage of workers in the project area age 16+ commute by walking, biking, or public transit?*	U.S. Census Bureau ACS 2019-2023 (Table B08301)	0 < 1%	0.5 1 - 3%	1 > 3%
Vehicle Availability (5%) *What percentage of households in the project area have zero vehicles available?*	U.S. Census Bureau ACS 2019-2023 (Table B08201)	0 < 2%	0.5 2 - 5%	1 > 5%
Planning Consistency (5%) *Is the project location identified for bicycle or pedestrian improvements in the Bay County Safety Action Plan or the ECRC Safety Action Plan?*	Bay County Safe Streets and Roads for All Safety Action Plan; Emerald Coast Safe Streets and Roads for All Safety Action Plan	0 No	- -	1 Yes
Underserved Communities (5%) *Is the project within, or does it intersect, a Historically Disadvantaged Community (HDC) or an Area of Persistent Poverty?*	USDOT MPDG	0 No	- -	1 Yes
Tie Breakers				
1. Population Density *What is the 2050 projected population density of the traffic analysis zone (TAZ) or zones where the project is located? Higher density takes priority*	*Bay County TPO 2050 LRTP*	Lower Population Density	<	Higher Population Density
2. Project Length *How long (miles) is the project segment? Shorter length takes priority (due to lower assumed costs).*	*GIS-calculated*	Longer Length	<	Shorter Length

**LTS is only applied to On-Network Bicycle and Pedestrian Projects. (Data needed to calculate LTS is not consistently available Off Network.)*

6.3 TIE BREAKERS

In cases where two or more projects received identical scores during the ranking process, tie breakers were applied to distinguish relative priority.

POPULATION DENSITY

The first tie breaker used projected 2050 population density from the Northwest Florida Regional Planning Model, prepared for the Bay County TPO's 2050 Long Range Transportation Plan. Projects located in Traffic Analysis Zones (TAZs) with higher projected population densities were prioritized over those in lower-density areas, reflecting the greater potential demand for walking and bicycling facilities.

PROJECT LENGTH

If a second tie breaker was required, project length was applied. Shorter projects were prioritized over longer projects because they generally have lower overall costs and can be implemented more readily.

6.4 PRIORITIZATION RESULTS

The prioritization results offer a structured, data-supported framework for advancing bicycle, pedestrian, and trail improvements across the Bay County TPO area. The rankings highlight projects that best address the Plan's goals and provide a clear basis for phased implementation. They should be understood as planning guidance rather than a prescriptive sequence for funding or construction.

Three separate rankings are provided:

On-Network Bicycle and Pedestrian Projects
Projects located along the designated study network of state and regional roadways, which typically provide the highest degree of regional connectivity. (**Table 6.3, Map 6.1**)

On-Network Trail Projects
Projects located along the study network and either on the Florida National Scenic Trail or SUN Trail Network. (**Table 6.4, Map 6.2**)

Off-Network Bicycle, Pedestrian, and Trail Projects
Projects located off the study network, including locally initiated projects identified through public input, municipal coordination, or complementary planning efforts. These projects contribute to neighborhood-scale mobility and may serve as feeder connections to the larger regional network. (**Table 6.5, Map 6.3**)

Looking at projects on and off the study network acknowledges the importance of both regional continuity and local accessibility. The resulting project rankings (presented in the following tables and maps and detailed in **Appendix A**) offer a clear framework for phased implementation, supporting Bay County's continued efforts to build a connected, safe, and equitable multimodal transportation system.

Potential funding sources (abbreviated as follows) are included for each listed project. This is not an exhaustive list, but shows some potential good fits for each project. More information on these funding sources can be found in **Chapter 8**.

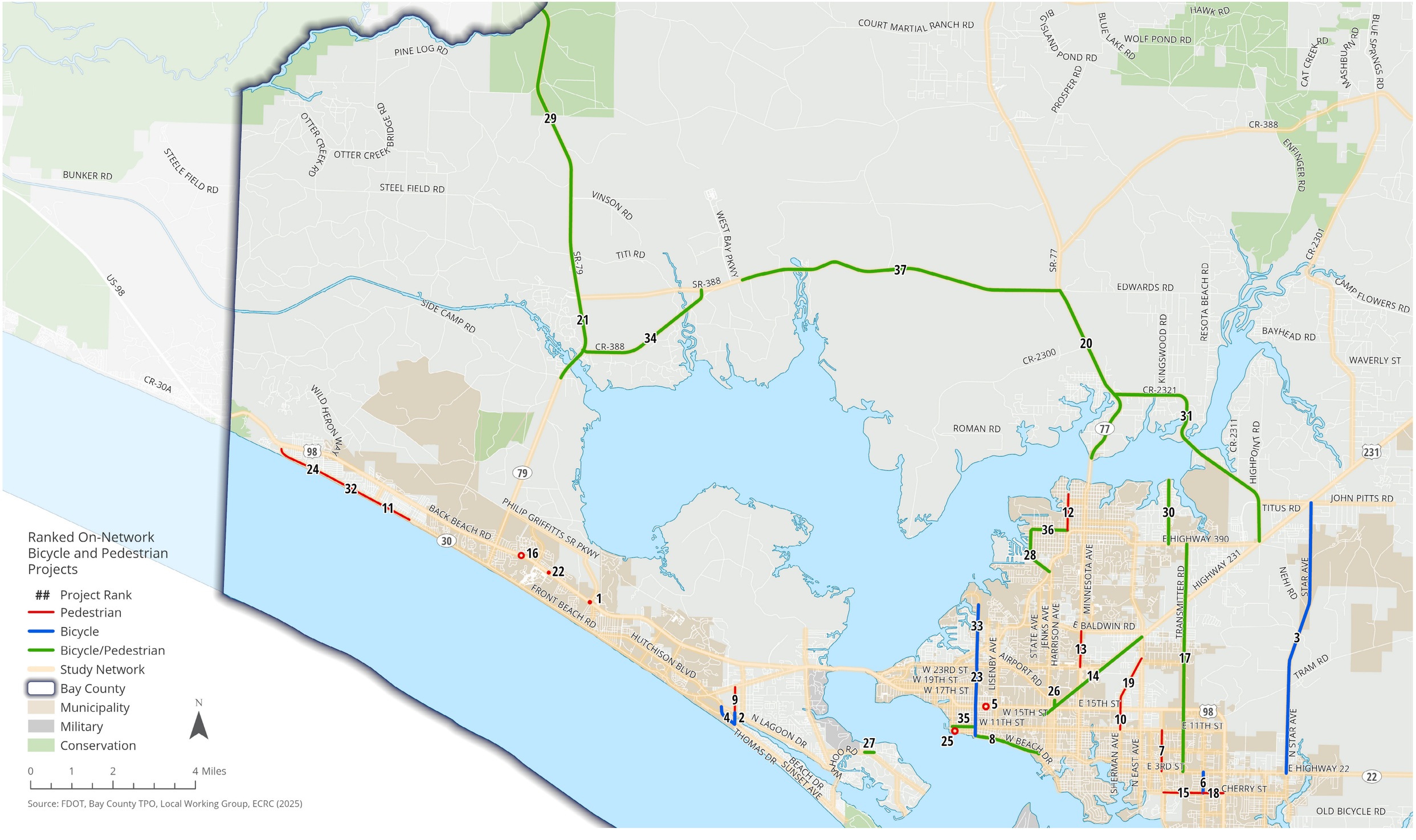
BUILD	BUILD Discretionary Grants
FLHP	Federal Lands Highway Program
FRDAP	Florida Recreation Development Assistance Program
FJGGF	Florida Job Growth Grant Fund
HSGP	FDOT Highway Safety Grant Programs
INFRA	Infrastructure for Rebuilding America
LWCF	Land & Water Conservation Fund
PFB	PeopleForBikes Community Grant Program
RTC	Rails-to-Trails Conservancy
RTCA	National Park Service Rivers, Trails, and Conservation Assistance Program
RTP	Florida Recreational Trails Program
SRTS	Safe Routes to School
STBG	Surface Transportation Block Grant
SUN Trail	Shared-Use Nonmotorized Trail Program
TA	Transportation Alternatives
UCFGP	Florida Urban & Community Forestry Grant Program

TABLE 6.3 – RANKED ON-NETWORK BICYCLE AND PEDESTRIAN PROJECTS

Rank	Name	From	To	Mode	Jurisdiction	Funding Source(s)	Map ID
1	US 98 (Back Beach Rd) at Nautilus Street	-	-	Pedestrian	Panama City Beach	HSGP, SRTS, TA	26
2	CR 30B (Joan Avenue)	Thomas Drive	N Lagoon Drive	Bicycle	Panama City Beach	TA, STBG, PFB	81
3	CR 2315/Star Ave	SR 75/US 231	SR 22/Wewa Hwy	Bicycle	Bay County, Panama City	BUILD, FJGGF, HSGP	68
4	CR 392 (North Thomas Dr)	Joan Ave	N Lagoon Drive	Bicycle	Panama City Beach	TA, STBG, PFB	82
5	US 98 between Frankford Ave & Lisenby Ave	-	-	Pedestrian	Panama City	HSGP, SRTS, TA	79
6	CR 22A (Bob Little Rd)	Cherry St	SR 22/Wewa Hwy	Bicycle	Callaway, Springfield	HSGP, STBG	64
7	School Ave	E 3rd St	E 11th St	Pedestrian	Springfield	HSGP, TA	60
8	Beach Drive Trail	Frankford Ave	W 6th St	Bicycle/ Pedestrian	Panama City	FRDAP, HSGP, LWCF, PFB, RTP, UCFGP	38
9	CR 30B (Joan Ave)	CR 3030/N Lagoon Dr	Front Beach Rd	Pedestrian	Bay County	HSGP, TA	28
10	Sherman Ave	CR 28/11th Street	SR 30A/US 98/15th Street	Pedestrian	Bay County	HSGP, TA	41
11	SR 30/US 98A (Front Beach Rd)	East Lake Shore Rd	Twins Lake Dr	Pedestrian	Bay County	HSGP, TA	22
12*	Tennessee Ave	W 14th St	W 5th St	Pedestrian	Lynn Haven	FDOT FY26-30 Work Program 451723-1 CST 2026	50
13*	SR 77 (MLK Blvd/N Cove Blvd)	SR 368/ 23rd Street	CR 2312/ Baldwin Road	Pedestrian	Panama City	FDOT FY26-30 Work Program 445564-3 CST 2026	36
14	Panama City Spine Trail - RR Corridor to US 231	SE of Jenks & W 14th @ Bay Line RR	US 231 @ SR 389/East Ave	Bicycle/ Pedestrian	Panama City, Bay County	FRDAP, BUILD, FJGGF, PFB, RTC, RTCA, UCFGP	40
15	CR 3026 (Cherry Street)	SR 30/Business 98	Bob Little Rd	Pedestrian	Springfield	TA	62
16	US 98 (Back Beach Rd) at Frank Brown Park	-	-	Pedestrian	Panama City Beach	TA	24
17	Transmitter Rd	SR 22	SR 390	Bicycle/ Pedestrian	Springfield, Bay County	FJGGF, INFRA, TA, STBG	59
18*	CR 3026 (Cherry Street)	Bob Little Rd	SR 30A/US 98/Tyndall Parkway	Pedestrian	Callaway	FDOT FY25-29 Work Program 438106-2 CST 2025	63
19	Sherman Ave	SR 30A/US 98/15th Street	SR 389/East Ave	Pedestrian	Bay County	HSGP, TA	42
20	SR 77 - Southport North	SR 388	CR 2321	Bicycle/ Pedestrian	Bay County	BUILD, HSGP, RTCA	71
21	SR 79 - Gayle's Trails North Extension	Gayle's Trails	SR 388 Trail	Bicycle/ Pedestrian	Bay County	FRDAP, LWCF, PFB, RTCA, RTP, UCFGP	76
22	US 98 (Back Beach Rd) at Powell Adams Dr	-	-	Pedestrian	Panama City Beach	TA	25
23	CR 385/Frankford Ave	W Beach Dr	SR 390/St Andrews Blvd	Bicycle	Panama City	STBG	34
24	SR 30/US 98A (Front Beach Road)	Kelly St	SR 30A/US 98/ Panama City Beach Pkwy	Pedestrian	Bay County	HSGP, TA	20
25	Chestnut Ave @ 9th St	-	-	Pedestrian	Panama City	TA	80
26	SR 391 (Harrison Ave)	SR 75/US 231	Airport Rd	Bicycle/ Pedestrian	Panama City	STBG	39
27	Phase III Magnolia Beach Rd Multi-Use Path	Pelican Bay Dr	Grandiflora Blvd	Bicycle/ Pedestrian	Bay County	FRDAP, LWCF, PFB, RTCA, RTP, UCFGP	29
28	Northshore Rd	SR 390	W 14th St	Bicycle/ Pedestrian	Bay County	HSGP, STBG	48
29	SR 79	SR 388	SR 20	Bicycle/ Pedestrian	Bay County	BUILD, FJGGF, FLHP, RTCA	77
30	Harvard Boulevard	SR 390	Issac Byrd Park	Bicycle/ Pedestrian	Bay County	FRDAP, PFB, RTP, TA, UCFGP	54
31	CR 2321/SR 77 - Dam Road Trail	US 231	SR 77/N end of Bailey Bridge	Bicycle/ Pedestrian	Lynn Haven, Bay County	BUILD, SRTS	69
32	SR 30/US 98A (Front Beach Road)	Twins Lake Dr	Kelly St	Pedestrian	Bay County	TA	21
33*	CR 385/Frankford Ave	SR 390/St Andrews Blvd	Pacifica Ln	Bicycle	Panama City	FDOT FY27-31 Work Program 455261-1 CST 2030	78
34	CR 388	SR 79	SR 388	Bicycle/ Pedestrian	Bay County	BUILD	74
35	Panama City SUN Trail Program - Phase 4	Intersection of Bayview Ave & W 11th St	Intersection of Frankford Ave & W 11th St	Bicycle/ Pedestrian	Panama City	BUILD, FRDAP, RTC, RTCA, SUN, UCFGP	37
36	W 14th St	Tennessee Ave	Maryland Ave	Bicycle/ Pedestrian	Lynn Haven	TA	49
37	SR 388	Existing MUP	SR 77	Bicycle/ Pedestrian	Bay County	BUILD, RTC, RTCA	73

**Fully Funded for Construction*

MAP 6.1 - RANKED ON-NETWORK BICYCLE AND PEDESTRIAN PROJECTS

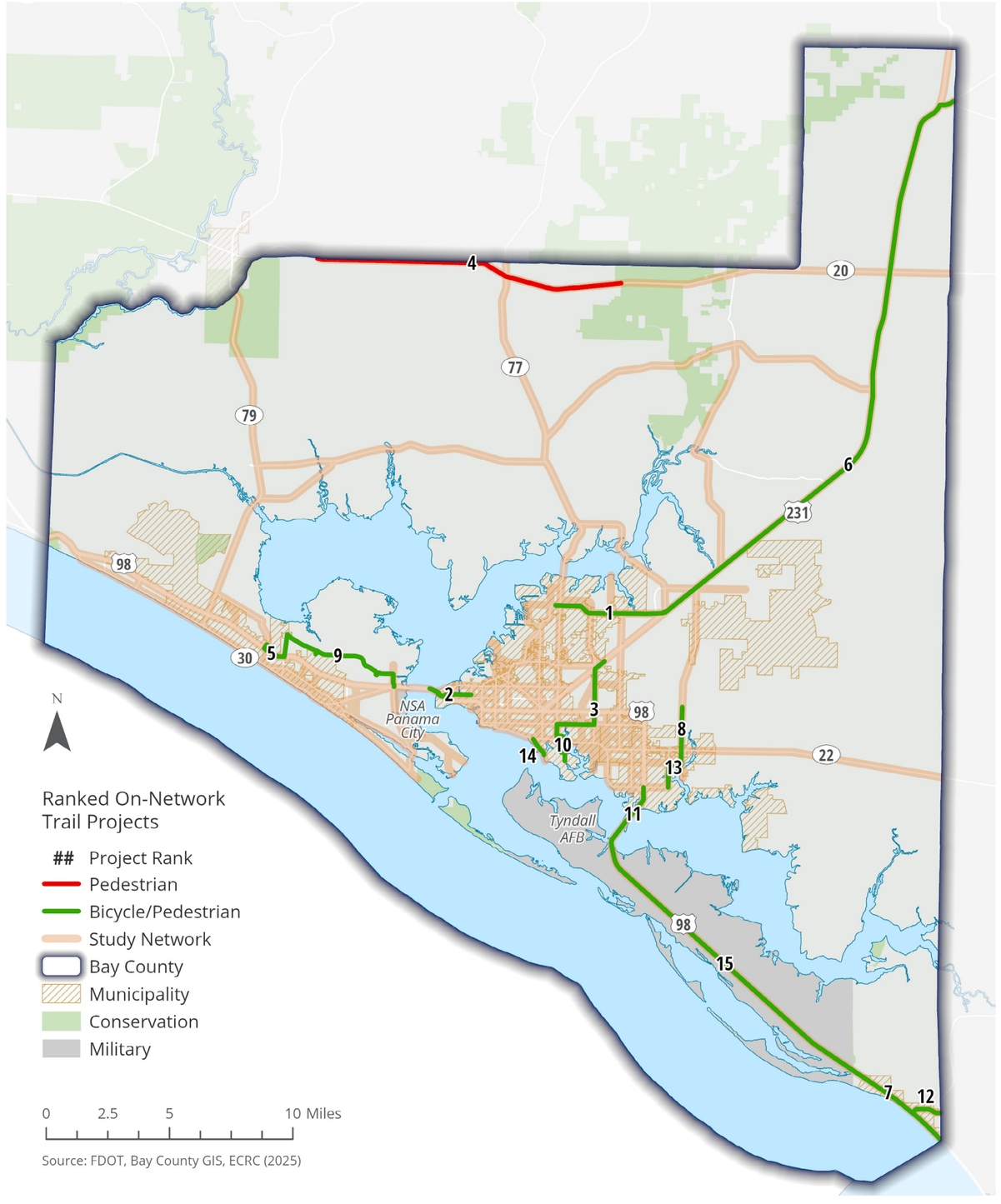


Source: FDOT, Bay County TPO, Local Working Group, ECRC (2025)

TABLE 6.4 – RANKED ON-NETWORK TRAIL PROJECTS

Rank	Name	From	To	Mode	Jurisdiction	Funding Source(s)	Map ID
1	SR 390 West Trail	SR 77	US 231	Bicycle/ Pedestrian	Lynn Haven, Bay County	BUILD, HSGP, PFB, RTCA	10
2	Panama City SUN Trail Program - Phase 1	East end of Hathaway Bridge	Intersection of Bay Line Railroad and Michigan Ave	Bicycle/ Pedestrian	Panama City	HSGP, SUN, STBG, UCFGP	3
3	Panama City SUN Trail Program - Phase 6	MLK Blvd & E 11th St	800 ft before the intersection of US 231 & Ormond Ave	Bicycle/ Pedestrian	Panama City, Bay County, Springfield	BUILD, HSGP, SUN, UCFGP	8
4	Florida National Scenic Trail	Existing gravel trail: SR 20 @ Bay County Line	Existing gravel trail: Asphalt Plant Rd	Pedestrian	Bay County	HSGP, LWCF, PFB, RTCA, RTP, TA	19
5	Nautilus St & US 98	Colony Club Rd	Clara Ave	Bicycle/ Pedestrian	Panama City Beach, Bay County	FLHP, HSGP, TA	1
6	US 231	SR 390	Bay County Line	Bicycle/ Pedestrian	Bay County	BUILD, HSGP, SUN	11
7	SR 30 (US 98)	Crooked Sound Dr	CR 386	Bicycle/ Pedestrian	Mexico Beach	HSGP	17
8	CR 2315/Star Ave	SR 22	S of Tram Rd	Bicycle/ Pedestrian	Bay County	HSGP, STBG	13
9	Breakfast Point East Connector	US 98/Front Beach Rd	US 98/Front Beach Rd	Bicycle/ Pedestrian	Bay County, Panama City Beach	HSGP, TA	2
10	Panama City SUN Trail Program - Phase 5	Intersection of Cherry St & Harris Ave	Intersection of East 11th St & MLK Blvd	Bicycle/ Pedestrian	Panama City	HSGP, STBG, UCFGP	7
11	US 98 Tyndall AFB Multi-Use Path	Boat Race Rd	S end of Dupont Bridge	Bicycle/ Pedestrian	Parker	BUILD	15
12	N 15th St (Mexico Beach)	US 98	CR 386/County Line	Bicycle/ Pedestrian	Mexico Beach	TA	18
13	S Berthe Ave, Chippewa St, CR 2315/Star Ave	Boat Race Rd	SR 22	Bicycle/ Pedestrian	Callaway	TA	14
14	Beach Drive Connector	W 6th St	E 2nd Ct	Bicycle/ Pedestrian	Panama City	FRDAP, LWCF, PFB, RTCA, RTP, TA, UCFGP	6
15	US 98 Tyndall AFB Multi-Use Path	Dupont Bridge	Mexico Beach	Bicycle/ Pedestrian	Tyndall AFB	BUILD	16

MAP 6.2 - RANKED ON-NETWORK TRAIL PROJECTS



MAP 6.3 - RANKED ON-NETWORK TRAIL PROJECTS (EXPANDED)

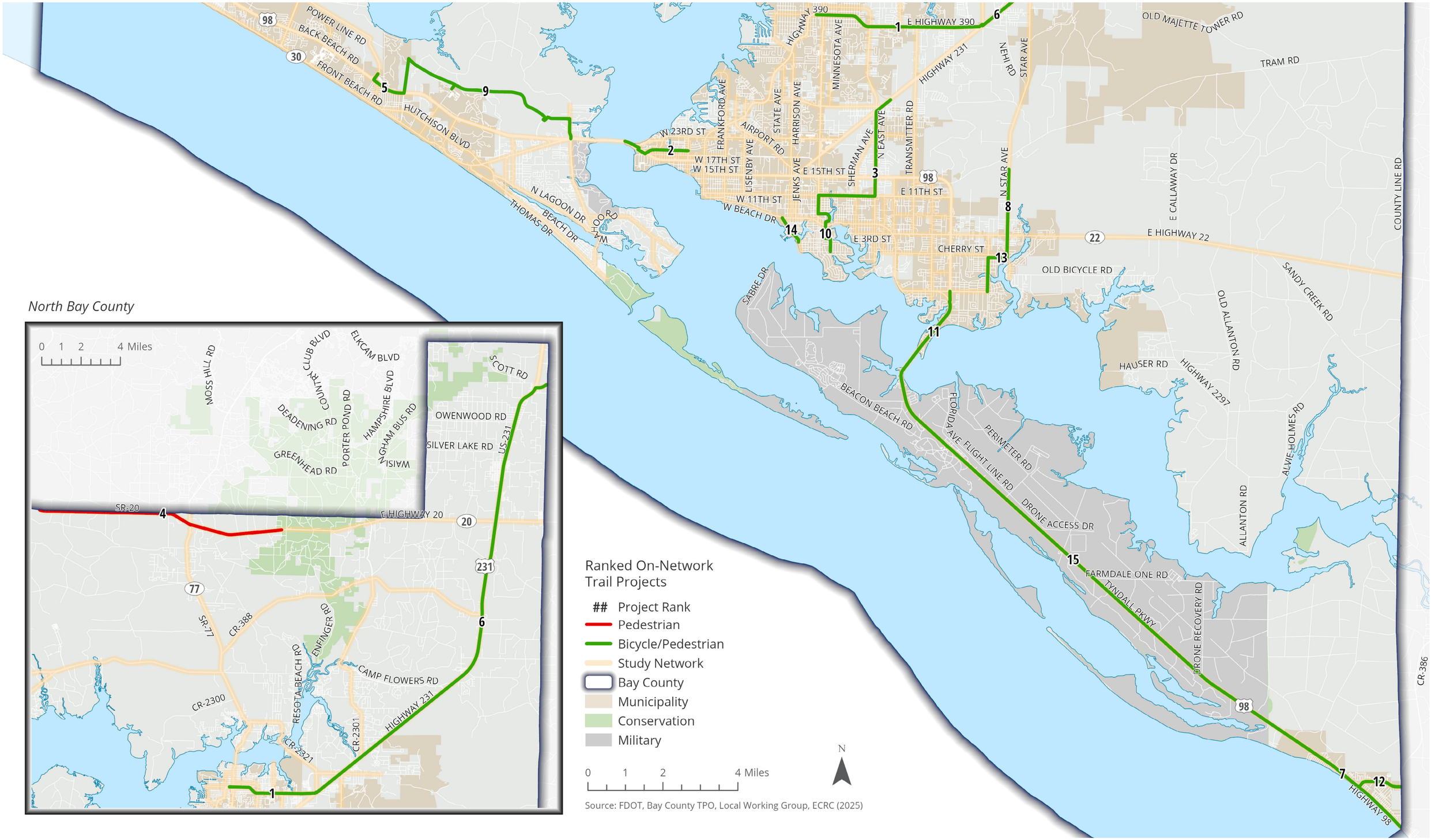


TABLE 6.5 – RANKED OFF-NETWORK BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS

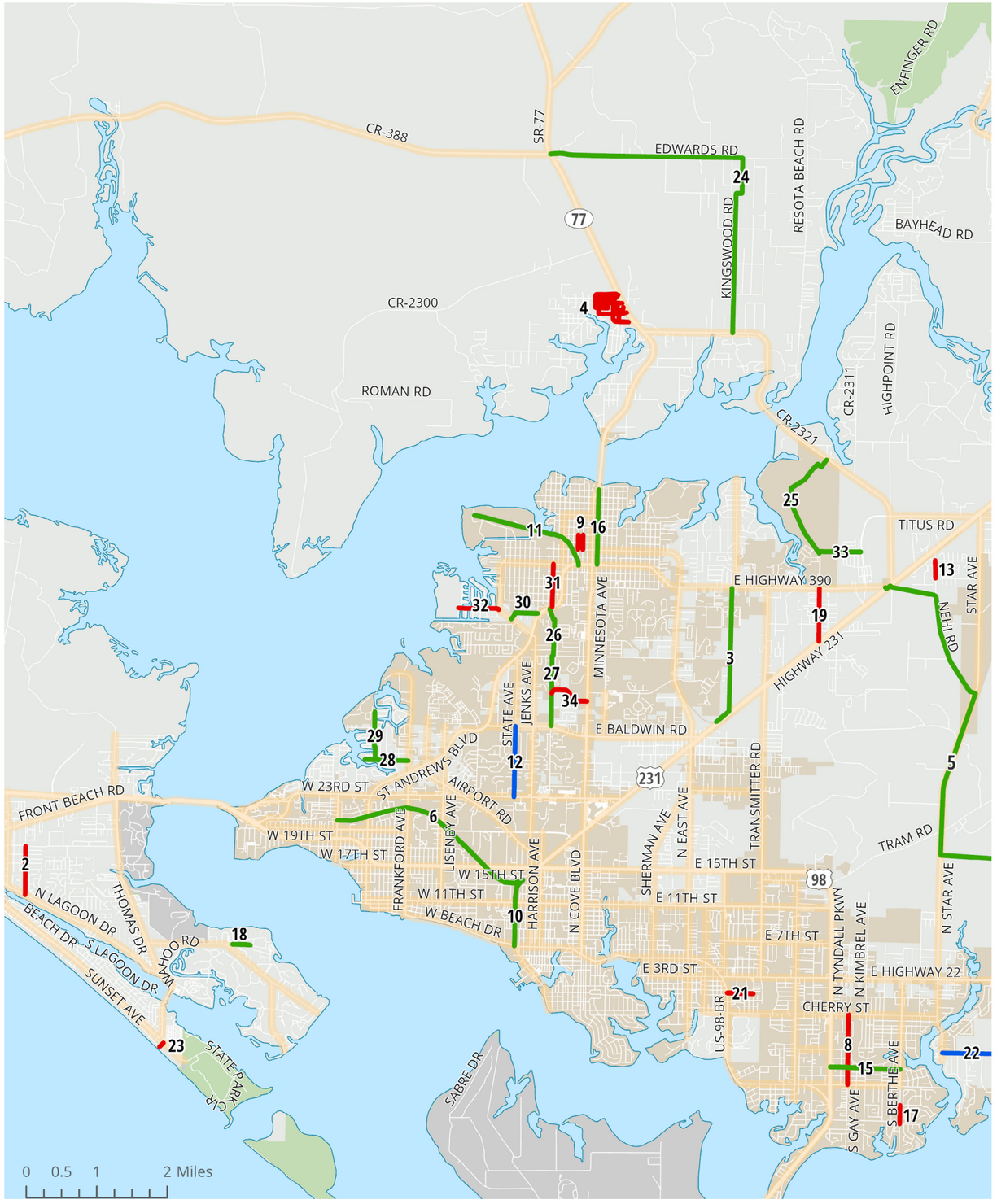
Rank	Name	From	To	Mode	Jurisdiction	Funding Source(s)	Map ID
1	Griffin Blvd - Gayle's Trails South Connector	Gayle's Trails	Highway 98 Trail	Bicycle/ Pedestrian	Panama City Beach	FRDAP, HSGP, LWCF, PFB, RTCA, TA	23
2	Laurie Ave	Laird Street	North Lagoon Drive	Pedestrian	Bay County	TA, STBG	85
3	Ormond Ave	US 231	SR 390	Bicycle/ Pedestrian	Lynn Haven, Bay County	FJGGF, HSGP, STBG	53
4	Southport Elementary Pedestrian Improvements	Streets near Southport Elementary School	-	Pedestrian	Bay County	HSGP, SRTS, TA	70
5	Nehi Rd, CR 2315/Star Ave, Other	Nehi Rd @ US 231	Bay County Line @ 15th St (Mexico Beach)	Bicycle/ Pedestrian	Bay County	FJGGF, HSGP	12
6	Panama City SUN Trail Program - Phase 2	Intersection of Michigan Ave and Bay Line Railroad	SE of Jenks Ave & W 14th St at Bay Line RR	Bicycle/ Pedestrian	Panama City	RTC, SRTS	4
7	Colony Club Connector	Gayle's Trails East End	Other Trail Segments	Bicycle/ Pedestrian	Panama City Beach	FRDAP, LWCF, PFB, RTCA, TA, UCFGP	27
8*	S Gay Ave	Boat Race Rd	Cherry St	Pedestrian	Callaway	FDOT FY27-31 Work Program 457351-1 CST 2029	65
9*	Lynn Haven Elementary School Sidewalk Project - PH 1 - Georgia Ave & New York Ave	W 12th St	W 10th St	Pedestrian	Lynn Haven	FDOT FY27-31 Work Program 445617-1 CST 2031	51
10	Panama City Spine Trail - South Spur	Bay Line RR Tracks	W 6th St	Bicycle/ Pedestrian	Panama City	BUILD, PFB, RTC	5
11	Lynn Haven Rails to Trails - North Extension	SR 390	Old Fuel Depot	Bicycle/ Pedestrian	Lynn Haven	LWCF, RTC, TA, UCFGP	9
12	State Ave	23rd St	Baldwin Rd	Bicycle	Panama City	HSGP, STBG	35
13	Cherokee Heights Rd	Frank Hough Rd	Merritt Brown Rd	Pedestrian	Bay County	SRTS, TA	57
14	Kelly St	US 98 / Back Beach Rd	SR 30 / Front Beach Rd	Pedestrian	Bay County	TA, HSGP	86
15*	Lake Dr	SR 30/US 98/ Tyndall Pkwy	S Berthe Ave	Bicycle/ Pedestrian	Callaway	FDOT FY27-31 Work Program 453604-1 CST 2028	66
16	Pennsylvania Ave	SR 390	SR 77	Bicycle/ Pedestrian	Lynn Haven	STBG	52
17*	S Berthe Ave	Forsythe Dr	Eagle Lake Way	Pedestrian	Callaway	FDOT FY27-31 Work Program 449918-1 CST 2027	67
18	Phase II Magnolia Beach Rd Multi-Use Path	Grandiflora Blvd	Bear Point Dr	Bicycle/ Pedestrian	Bay County	TA	30
19	Cato Rd	SR 75/US 231	SR 390	Pedestrian	Bay County	FJGGF, STBG	58
20	Gayle's Trails North Connector to SR 79	Conservation Park	SR 79	Pedestrian	Bay County	FRDAP, LWCF, PFB, RTCA, TA, UCFGP	75
21	E 2nd St	Detroit Ave	US Business 98	Pedestrian	Springfield	TA, UCFGP	61
22	Old Bicycle Rd	Star Avenue	CR 2297	Bicycle	Bay County	STBG, TA, HSGP	84
23	Lookout St	Spyglass Dr	Thomas Dr	Pedestrian	Bay County	TA	31
24	Kingswood Rd/ Edwards Rd	CR 2321	SR 77	Bicycle/ Pedestrian	Bay County	STBG	72
25	Mill Bayou Development - North Trail Extension	Minge Branch Rd	SR 77A	Bicycle/ Pedestrian	Lynn Haven	PFB, TA	55
26	Mowat School Rd Connector	SR 390	W 26th St	Bicycle/ Pedestrian	Lynn Haven	PFB, TA	45
27	Harrison Ave	Baldwin Ave	W 26th St	Bicycle/ Pedestrian	Panama City, Lynn Haven, Bay County	STBG, TA	44
28*	W 27th St	Frankford Ave	Dead End	Bicycle/ Pedestrian	Bay County	TA	33
29*	Kings Rd	Queens Cir	W 27th St	Bicycle/ Pedestrian	Bay County	TA	32
30	Wildridge Rd	Northshore Rd	SR 390	Bicycle/ Pedestrian	Bay County	STBG	47
31	Carolina Avenue	W 14th Street	SR 390	Pedestrian	Lynn Haven	TA	46
32	Goose Bayou Rd	Bingoose Ln	North Shore Rd	Pedestrian	Bay County	TA, SRTS, STBG	83
33	Minge Branch Rd	Titus Rd	Mill Bayou Blvd	Bicycle/ Pedestrian	Lynn Haven, Bay County	STBG, SRTS	56
34	Lakeridge Dr/E 34th St	Harrison Ave	SR 77	Pedestrian	Bay County	TA	43

**Fully Funded for Construction*

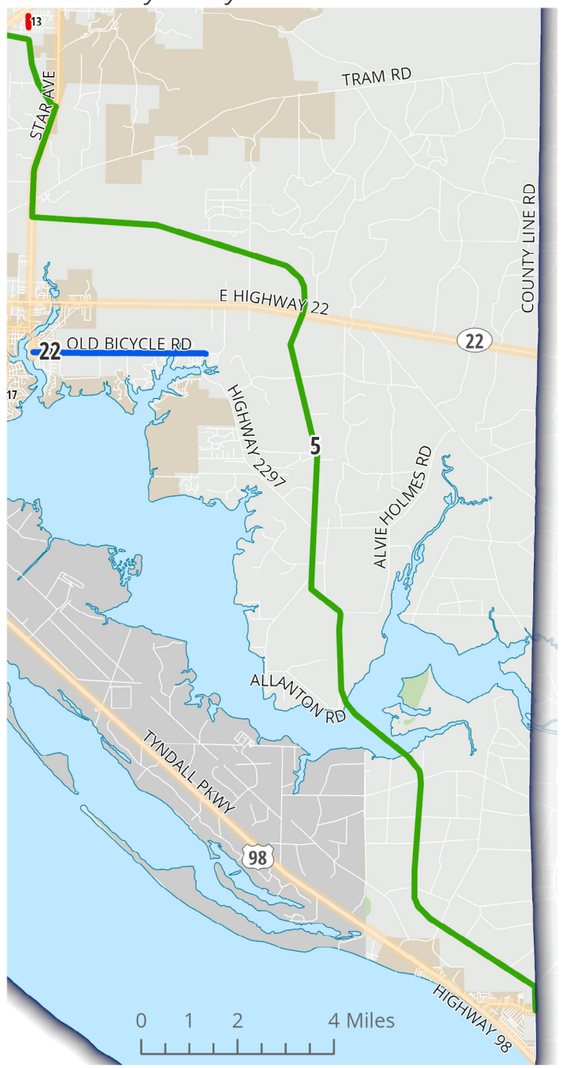
MAP 6.4 – RANKED OFF-NETWORK BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS



Panama City Beach Area



Southeast Bay County



Ranked Off-Network
Bicycle, Pedestrian, and Trail Projects

- ## Project Rank
- Pedestrian
- Bicycle
- Bicycle/Pedestrian
- Study Network
- Bay County
- Municipality
- Conservation
- Military

N

Source: FDOT, Bay County TPO, Local Working Group, ECRC (2025)



CHAPTER 7
POLICY REVIEW

7.0 PLANNING REVIEW

This chapter reviews the policy framework that shapes bicycle, pedestrian, and trail planning in Bay County. It summarizes key statewide initiatives and guidance, and examines how local comprehensive plans and land development codes support walking, bicycling, and multimodal mobility. The purpose of this review is to document how existing policies align with the goals of this plan, identify where they already provide a strong foundation for implementation, and identify gaps or inconsistencies that may limit progress.

Section 7.1 outlines **Florida's statewide policies and programs** related to bicycle and pedestrian planning, including safety initiatives, complete streets guidance, and greenways and trails strategies.

Section 7.2 evaluates the **comprehensive plans and land development regulations** of Bay County and its municipalities, focusing on provisions related to multimodal connectivity, facility requirements, and school access.

Section 7.3 focuses on state guidance and best practice when regulating the use of **electric bicycles on bicycle and pedestrian infrastructure**.

Section 7.4 brings a national perspective, highlighting **recommended solutions** from transportation policy organizations.

Together, these sections provide the policy context for the implementation of the projects included in this Plan.

7.1 STATEWIDE BICYCLE & PEDESTRIAN POLICIES

Florida's statewide transportation and safety policies provide the framework for local bicycle, pedestrian, and trail planning. Collectively, these policies emphasize:

1. Safety for vulnerable road users;
2. Routine consideration of walking and bicycling in project development;
3. Context-based design that matches roadway design to surrounding land use; and
4. Coordination across state, regional, and local partners.

FDOT COMPLETE STREETS POLICY AND CONTEXT-BASED DESIGN

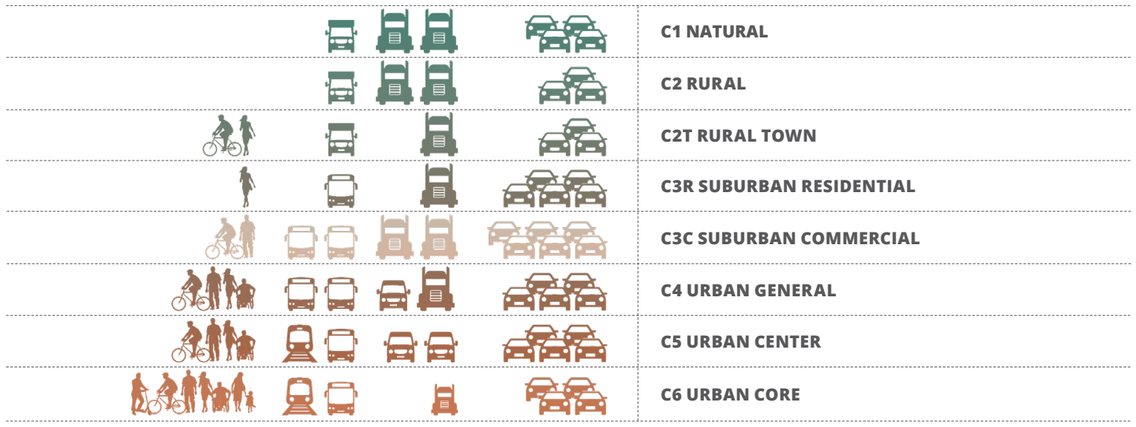
FDOT's Complete Streets policy (adopted in 2014) commits the Department to routinely consider the needs of pedestrians, bicyclists, transit users, and motorists of all ages and abilities in transportation projects. The policy emphasizes context-sensitive solutions that reflect surrounding land use and community character while improving safety and access for all users. FDOT's Context Classification system is a planning and design framework that aligns roadway design, target speeds, and multimodal accommodations with the surrounding physical, social, and land-use context.

Multimodal expectations
As contexts become more urban (C4–C6), the expectation for continuous sidewalks, safe crossings, bicycle accommodations, and transit-supportive features increases.

Facility selection
Context influences whether separated bicycle facilities, buffered lanes, shared-use paths, or neighborhood greenways are likely to be appropriate and feasible, given land-use patterns, driveway density, and pedestrian activity.

Tradeoffs and exceptions
The framework helps document why a design that is appropriate in a rural segment (e.g., C2) may not be appropriate in a main street segment (e.g., C5), even along the same corridor.

FIGURE 7.1 - FDOT EXPECTED USER TYPES IN DIFFERENT CONTEXT CLASSIFICATIONS



FDOT CONTEXT CLASSIFICATIONS (C1–C6)

C1 – Natural:
Preserved/protected landscapes with minimal development and low levels of human activity.

C2 – Rural:
Low-density areas with agricultural/open land; corridors primarily serve longer-distance travel.

C2T – Rural Town:
Compact settlement within rural areas with town-like characteristics and lower speeds.

C3R – Suburban Residential:
Predominantly residential areas with moderate density and development adjacent to roadways.

C3C – Suburban Commercial:
Auto-oriented commercial areas with large footprints and surface parking; often high driveway density and constrained pedestrian connectivity.

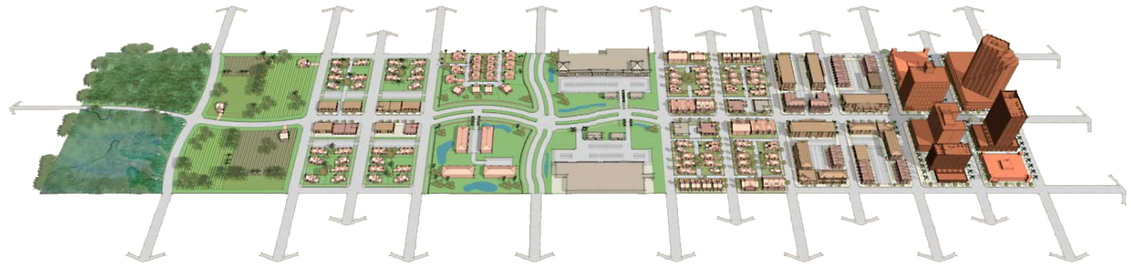
C4 – Urban General:
Mixed-use areas with higher development density, connected street networks, and higher pedestrian/bicycle activity.

C5 – Urban Center:
Compact, mixed-use focal areas (often "main street" environments) with high pedestrian activity and civic/community destinations.

C6 – Urban Core:
Highest-intensity urban areas (typically downtown cores) with very high pedestrian volumes and multimodal demand.

Bay County includes rural, suburban, and coastal urban contexts, often along the same corridors. Context classification helps ensure that facility types and design decisions are matched to observed and expected pedestrian/bicycle activity, access patterns, and land use intensity—supporting more consistent justification for multimodal improvements on both state and local roadways.

FIGURE 7.2 - FDOT CONTEXT CLASSIFICATIONS (C1-C6)



C1 NATURAL	C2 RURAL	C2T RURAL TOWN	C3R SUBURBAN RESIDENTIAL	C3C SUBURBAN COMMERCIAL	C4 URBAN GENERAL	C5 URBAN CENTER	C6 URBAN CORE
Preserved/ protected landscapes with minimal development and low levels of human activity.	*Low-density areas with agricultural/ open land; corridors primarily serve longer-distance travel.*	*Compact settlement within rural areas with town-like characteristics and lower speeds.*	*Predominantly residential areas with moderate density and development adjacent to roadways.*	*Auto-oriented commercial areas with large footprints and surface parking; often high driveway density and constrained pedestrian connectivity.*	*Mixed-use areas with higher development density, connected street networks, and higher pedestrian/ bicycle activity.*	*Compact, mixed-use focal areas (often "main street" environments) with high pedestrian activity and civic/ community destinations.*	*Highest-intensity urban areas (typically downtown cores) with very high pedestrian volumes and multimodal demand.*

PEDESTRIAN AND BICYCLE STRATEGIC SAFETY PLAN (PBSSP)

FDOT's Pedestrian and Bicycle Strategic Safety Plan (PBSSP) (2018; updated 2021) guides statewide efforts to reduce fatal and serious injury crashes involving pedestrians and bicyclists. The PBSSP emphasizes a data-driven, systemic approach in identifying priority risk factors and countermeasures and encouraging coordination across FDOT, MPO/TPOs, local governments, law enforcement, and public health partners. This aligns closely with Bay County's focus on safety analysis and prioritization for vulnerable road users.

COMMUNITY TRAFFIC SAFETY TEAMS (CTSTS)

Community Traffic Safety Teams (CTSTs) are locally based, data-driven partnerships supported by FDOT to address roadway safety through coordination among engineering, enforcement, education, and emergency response stakeholders. CTSTs provide a practical mechanism to translate statewide safety priorities into local action—particularly for pedestrian and bicycle safety initiatives and community-based safety campaigns. Bay County's CTST participated in the planning process and provided a forum for coordinating safety priorities and implementation considerations with local partners.

SAFE ROUTES TO SCHOOL (SRTS)

FDOT administers Florida's Safe Routes to School program to improve safety and accessibility for students walking or bicycling to school, supporting both infrastructure and non-infrastructure activities (education, encouragement, and planning). State SRTS guidance reinforces coordination among transportation agencies, local governments, and school partners—consistent with local comprehensive plan policies in Bay County and several municipalities that call for improved walking/bicycling access to schools.

TARGET ZERO

Florida's statewide "Target Zero" initiative reflects the Safe System approach and the long-term objective of eliminating transportation-related fatalities and serious injuries. For bicycle and pedestrian planning, this provides clear policy support for prioritizing treatments that reduce severe crash risk for vulnerable road users, especially on higher-speed and higher-volume corridors.

FLORIDA GREENWAYS AND TRAILS SYSTEM AND SUN TRAIL

Florida's statewide trails framework includes the Florida Greenways and Trails System (FGTS), which incorporates the SUN Trail program, created by statute to advance a statewide paved shared-use trail network. The programs are managed by the Florida Department of Environmental Protection and support long-distance connectivity and provide a pathway for implementing regionally significant trail corridors that serve transportation and recreation.



7.2 LOCAL COMPREHENSIVE PLAN AND LAND DEVELOPMENT CODE REVIEW

To understand how local policies support multimodal transportation, the research team reviewed each jurisdiction's comprehensive plan and land development regulations. Across the region, these documents generally support walking, bicycling, and improved connectivity. However, the depth and specificity of the policies vary. This section provides a consistent summary of multimodal provisions across jurisdictions and identifies areas where local policies align or differ.

The review process was inclusive of all published comprehensive plans and land development codes. The specific plans and policy categories, within the plans, that were reviewed are listed here:

PLANS REVIEWED

BAY COUNTY

PANAMA CITY

PANAMA CITY BEACH

CALLAWAY

SPRINGFIELD

LYNN HAVEN

MEXICO BEACH

PARKER

7.2.1 BAY COUNTY

7.2.1.1 COMPREHENSIVE PLAN

Bay County's Comprehensive Plan contains some of the strongest multimodal transportation policies in the region. The Plan supports expanded pedestrian and bicycle infrastructure, emphasizes connectivity within the Urban Service Area, and incorporates state guidance such as the Florida Greenbook into local planning practices.

Transportation Element

The Transportation Element directs the County to provide alternative transportation facilities, including sidewalks, pedestrian paths, and bicycle lanes or paths, with particular emphasis on the Urban Service Area (Objective 4.14). The Element establishes a countywide bikeway and pedestrian program that references the FDOT Greenbook and prioritizes connections to central traffic generators (Policy 4.15.1). Developers are required to install sidewalks as part of new development projects (Policy 4.15.2).

The County also supports the Bay County TPO's efforts to complete the Florida National Scenic Trail and the Florida Shared-Use Nonmotorized (SUN) Trail network. Policy 4.16.2 commits the County to ongoing participation in regional bicycle and pedestrian planning, and Policy 4.14.1 states that the County will use this Plan to identify deficiencies in bicycle and pedestrian facilities on County-maintained roads.

Public School Facilities Element

Objective 13.4 promotes Safe Ways to School, requiring that all public schools provide bicycle and pedestrian access (Policy 13.4.1). New development and redevelopment adjacent to schools must include dedicated paved access to school sites (Policies 13.4.3 and 13.4.4). The County, School District, and other jurisdictions are directed to coordinate on evaluating conditions and improving bicycle and pedestrian access and crossings.improving bicycle and pedestrian access and crossings.

7.2.1.2 LAND DEVELOPMENT REGULATIONS

Bay County's Land Development Regulations (LDRs) include a range of provisions that support multimodal mobility, with requirements for sidewalks, bikeways, bicycle parking, and development connectivity.

Chapter 11 – Planned Unit Developments

- Section 1104 requires preliminary development plans to show existing and proposed pedestrian and bicycle routes.

Chapter 16 – Bay–Walton Sector Plan Zones

- Section 1615 includes typical right-of-way cross-sections for the Sector Plan area. Most cross-sections incorporate dedicated pedestrian and bicycle facilities, except for the Rural Road section.

Chapter 25 – Parking and On-Site Circulation

- Section 2508 requires bicycle parking for uses located within the Urban Services Area, with specific quantities established in Table 25.3 **(Table 7.1)**.
- Section 2511 requires parking lot designs to accommodate convenient pedestrian circulation.

TABLE 7.1 - BAY COUNTY LAND DEVELOPMENT REGULATIONS TABLE 25.3

Land Use	Spaces Required
1. Elementary Schools, Junior High School, and High School	.75 per vehicle parking space
2. Libraries and Museums	.15 per vehicle parking space
3. Shopping Center	.05 per vehicle parking space
4. Eating and Drinking Establishments	.05 per vehicle parking space
5. Bowling Alleys	.05 per vehicle parking space
6. Church, Temple or Other Place in Main Assemble or Worship Room	.05 per vehicle parking space
7. Amusement Centers	.10 per vehicle parking space
8. Outdoor Recreation Uses	.10 per vehicle parking space

Chapter 26 - Roadways and Driveways

- Section 2606(2)(g) requires that all sidewalks and bike paths be constructed in accordance with the latest edition of the Florida Greenbook.
- Section 2612 requires installation of sidewalks and bikeways on both sides of all new and reconstructed roadways in the Urban and Suburban Service Areas.
- Section 2614 authorizes the Development Services Department to require midblock pedestrian ways or crossings where block lengths exceed 800 feet and access to major pedestrian attractors is needed.

Chapter 30 - Signs

- Section 3005 prohibits installation of signs in a manner that creates hazards along bikeways.

Chapter 31 - Tourist Corridors

- Section 3105 requires the installation of 6-foot sidewalks along tourist corridors and on collector roads intersecting tourist corridors.

7.2.2 PANAMA CITY

7.2.2.1 COMPREHENSIVE PLAN

Panama City's Comprehensive Plan and Land Development Code contain strong multimodal language within its mixed-use and overlay district policies. Several districts require interconnected pedestrian paths, bicycle paths, and multi-use trails linking residential and commercial areas.

Future Land Use Element

The Downtown District encourages pedestrian-friendly design (Policy 1.1.1). The Goose Bayou and Huckleberry Creek Overlay Districts require an integrated system of pedestrian paths, bicycle paths, and multi-use trails (Policies 1.1.4 and 1.1.6). Policy 1.4.1 states that the City's Land Development Regulations will establish standards for bicycle and pedestrian ways.

Transportation Element

The Transportation Element contains several policies encouraging multimodal travel and improved connectivity throughout the city. Policy 2.2.1 directs the City to promote development patterns that support pedestrian and bicycle transportation. Objective 2.4 identifies the Bay County TPO's Bicycle and Pedestrian Plan as the City's primary tool for determining where future sidewalk and bicycle facilities are needed. Collectively, these policies reinforce the City's commitment to expanding safe and accessible multimodal options across the local transportation network.

Recreation and Open Space Element

Policy 7.6.3 provides for consideration of nature trails and boardwalks on environmentally sensitive lands acquired by the City.

Public School Facilities Element

Objective 10.4 commits the City to promoting Safe Ways to School. Policies require bicycle and pedestrian access to all public schools (Policy 10.4.1) and dedicated paved access from new development or redevelopment adjacent to schools (Policies 10.4.3 and 10.4.4). The City, School District, and other local governments are directed to coordinate on evaluating conditions and addressing hazardous walking conditions (Policy 10.4.6).

7.2.2.2 LAND DEVELOPMENT CODE

Panama City's Land Development Code contains several provisions supporting multimodal access, internal connectivity, and safe pedestrian and bicycle movement.

Planned Unit Development (PUD)

- Sec. 104-41(1) requires PUDs to connect to existing adjacent streets, pedestrian ways, and bicycle paths.
- Sec. 104-41(5) requires a unified pedestrian and bicycle circulation system within each PUD.

Zoning Districts

- Sections 104-36.2 and 104-36.3 for the Neighborhood Downtown (ND), Neighborhood General (NG), and Neighborhood Residential (NR) districts prioritize pedestrian activity and require pedestrian walkways as part of development patterns.

Traffic Circulation

- Sec. 109-50 requires sidewalks, pedestrian ways, or crosswalks to comply with the ADA requirements.

Administration and Enforcement

- Sec. 22-93 authorizes the City Traffic Engineer to designate pedestrian crosswalks and establish pedestrian safety zones.

7.2.2.3 BICYCLE REGULATIONS (CODE OF ORDINANCES)

Panama City's Code of Ordinances includes several provisions related to bicycle use, bicycle rental operations, and bicycle sales. The regulations establish expectations for safe operation and outline responsibilities for users and businesses.

- Under Section 22-197, parents and guardians may not knowingly allow a child to violate the City's bicycle ordinances.
- Section 22-198 requires rental agencies to ensure that all bicycles offered for rent are licensed, display a license plate, and include the lamps and other equipment required by law.
- Section 22-199 directs bicycle dealers to report all bicycle purchases and sales to the Chief of Police, including descriptive and identifying information such as frame numbers and license plates.
- Section 22-200 regulates bicycle parking, requiring bicycles to be placed against a curb, bicycle rack, or building in a manner that does not impede pedestrian travel.
- Finally, Section 22-201 governs sidewalk riding by prohibiting bicycling on sidewalks within business districts and authorizing the Chief of Police to restrict additional locations through signage. In areas where sidewalk riding is permitted, cyclists must yield to pedestrians and provide an audible signal before passing.

7.2.3 PANAMA CITY BEACH

7.2.3.1 COMPREHENSIVE PLAN

Panama City Beach's Comprehensive Plan incorporates several policies that support walking, bicycling, and trail connectivity across multiple plan elements.

Future Land Use Element

The Future Land Use Element encourages the development of integrated networks of roadways, pedestrian facilities, and bicycle connections, including a trail system intended to link key destinations such as Pine Log State Forest, Arnold High School, and Breakfast Point. Mixed-use districts reinforce these expectations by promoting interconnected vehicular and non-motorized circulation.

Transportation Element

The City's Transportation Element includes a Bicycle and Pedestrian Program referencing the Bay County TPO's 2040 Long Range Transportation Plan and its identification of Gayle's Trails and related facilities. The Plan requires that all new and reconstructed street segments—except local residential streets with posted speeds of 25 mph or less—provide accommodations for pedestrians and bicyclists, such as sidewalks, bicycle lanes, or paths (Policy 5.1). Additional policies call for coordination with Bay County and the TPO on bicycle planning (Policy 5.4) and encourage a non-motorized network that provides alternatives to using high-volume streets (Policy 5.6).

Recreation and Open Space Element

This element outlines the City's commitment to establishing and enhancing greenways and recreational trails (Objective 7). Policies support the development of unpaved trails along water bodies and environmentally sensitive areas (Policy 7.1) and maintenance of the Gayle's Trails master plan, including conceptual greenway mapping and land acquisition strategies for trail linkages and trailheads (Policy 7.2).

Public Schools Element

Policies in this element promote Safe Ways to School and require bicycle and pedestrian access to all public schools (Policies 13.4.1 and 13.4.2). Developments adjacent to school sites or pedestrian facilities connecting to school networks must provide dedicated, publicly accessible pedestrian connections built to City specifications (Policies 13.4.3 and 13.4.4). Additional provisions emphasize prioritizing improvements that address hazardous walking conditions (Policy 13.4.5) and coordinating capital planning with the School Board and TPO to support safe access to schools (Policies 13.4.6 and 13.4.7). New elementary schools construction is encouraged near residential areas to promote walkability (Policy 13.3.1).

7.2.3.2 LAND DEVELOPMENT CODE

Panama City Beach's Land Development Code contains several provisions that directly influence multimodal access, pedestrian design, and bicycle infrastructure.

Chapter 4 – Site Design and Development Standards

- Section 4.02.05 requires Planned Unit Developments to include at least one pedestrian and bicycle access point connecting to another part of the development.
- Section 4.04.03(1) establishes that all new and reconstructed streets must provide adequate pedestrian and bicycle facilities, though the designation of bicycle lanes is not mandatory and residential streets with speeds below 25 mph are exempt from lane requirements.
- Section 4.04.03(2) requires applicants to submit a pedestrian access plan or site plan showing sidewalks, crosswalks, and pedestrian connections.
- Section 4.04.04 includes multiple pedestrian provisions, such as requiring developments along Scenic Corridors to install sidewalks, ensuring internal sidewalk connections, and requiring developments adjacent to funded public greenways or trails to provide connections to those facilities. Table 4.04.04D **(Table 7.2)** provides dimensional standards for bicycle lanes.

TABLE 7.2 - PANAMA CITY BEACH LDC TABLE 4.04.04D

Travel Lane Design Speed	Bike Lane	Bike Lane Width	Bike Lane Location
Not greater than 25 mph	Allowed	4 ft minimum 5 ft maximum	*On both sides of two-way **Streets.** On right side of one-way **Streets.***
Greater than 25 mph; not greater than 35 mph	Allowed	4 ft minimum 5 ft maximum	
Greater than 35 mph	Allowed	4 ft minimum 6 ft maximum	

- Sections 4.05.03 and 4.05.05 establish design requirements for access routes through large parking areas and for pedestrian crossovers, including width, lighting, and materials. Bicycle parking requirements are defined in Table 4.05.06 **(Table 7.3)**, with standards for rack placement, accessibility, and security.

TABLE 7.3 - PANAMA CITY BEACH LDC TABLE 4.05.06

Use	Bike Spaces per Required Parking Space
Assembly Place	0.15
Libraries, Museums	0.15
Shopping Center	0.10
Eating, Drinking, or Entertainment Establishments	0.10
Commercial Activities	0.10
Amusements and Amusement Parks	0.10
Convenience Stores	0.10
Hotels/Motels with Restaurants, Lounges, Gift Shops, or Convention or Meeting Rooms	0.10
Multifamily and Public Lodgings (Excluding Hotels and Motels)	0.10
Offices, Personal or Professional Services	0.10
Recreational Clubs	0.05

Chapter 5 – Standards for Special Situations

This chapter requires that specified zoning districts (R-1a, R-1b, R-1c, R-1c-T, RO, RTH, R-2, R-3, CL, and CM) include pedestrian and bicycle connections from parks and recreation areas to surrounding neighborhoods. It also restricts sign placement near street, driveway, or bicycle path intersections where visibility obstructions could create safety hazards (Section L).

7.2.4 CITY OF CALLAWAY

7.2.4.1 COMPREHENSIVE PLAN

Callaway's Comprehensive Plan includes several provisions that support multimodal transportation and pedestrian and bicycle access.

Future Land Use Element

Within the Mixed Use Future Land Use Category, the Plan provides incentives for "Transit Friendly Development," which may include continuously linked walkways, bicycle lanes, and other multimodal features intended to improve connectivity and support active transportation.

Transportation Element

Objective 5 establishes policies requiring the Land Development Regulations to address sidewalk provisions (Policy 5.1), to improve conditions for pedestrians and cyclists (Policy 5.2), and to coordinate with Bay County and the TPO on regional transportation planning (Policy 5.4).

Public Schools Facilities Element

Objective 1.4 focuses on Safe Ways to School. Policies require that all public schools provide bicycle and pedestrian access (Policy 1.4.1) and that new development and redevelopment adjacent to school sites include dedicated, paved public access routes (Policies 1.4.3 and 1.4.4). The City also commits to coordination with the county, School District, and other local governments to evaluate conditions and improve access where hazardous walking conditions exist (Policy 1.4.6).

7.2.4.2 LAND DEVELOPMENT CODE

Bikeway Definition

The Code defines a "Bikeway, Bicycle and Pedestrian Way" as a facility designated for bicycle and pedestrian travel and closed to motor vehicles. This definition encompasses facilities such as sidewalks and shared-use paths.

Transit-Friendly Development and Multimodal Facilities

The Code outlines characteristics expected of Transit-Friendly Developments. These include continuous walkways, pedestrian-oriented site design, access to transit, walkable block and street patterns, bicycle lanes, and bicycle storage. Terms such as "pedestrian-oriented" and "walkable" appear as part of this framework and describe the intended development pattern.



7.2.5 CITY OF SPRINGFIELD

7.2.5.1 COMPREHENSIVE PLAN

Public School Facilities Element

- Policy 10.1.2 directs the City to consider sidewalks and bikeway connections to schools and other public facilities when reviewing Planned Unit Developments (PUDs) or future land use changes.
- Objective 10.4 focuses on Safe Ways to School and requires bicycle and pedestrian access to all public schools (Policy 10.4.1). New development and redevelopment adjacent to existing or planned schools must provide a dedicated, paved public access route to school sites (Policies 10.4.3 and 10.4.4).

The element also calls for coordination among the City, county, School District, and other local governments to evaluate conditions and improve access in areas with hazardous walking conditions (Policy 10.4.6).

7.2.5.2 LAND DEVELOPMENT CODE

Springfield's Land Development Regulations (LDRs) contain provisions requiring pedestrian and bicycle infrastructure in new development.

Section 3-10.7 – Bicycle and Pedestrian Ways

This section requires new developments to install bicycle paths and/or sidewalks when such facilities are deemed necessary as part of the City's non-automotive circulation system.

It also specifies that these facilities must be designed and constructed in accordance with the Florida Department of Transportation's *Manual of Uniform Minimum Standards for Design, Construction, and Maintenance for Streets and Highways* (Florida Greenbook).



7.2.6 CITY OF LYNN HAVEN

7.2.6.1 COMPREHENSIVE PLAN

Lynn Haven's Comprehensive Plan contains extensive multimodal policies that support pedestrian, bicycle, and transit mobility across several elements.

Future Land Use Element

Lynn Haven's Future Land Use Element includes several policies that call for development patterns supportive of walking, bicycling, and transit use. Objective 13 and its related policies (amended by Ordinance 928; Adopted 02/23/10) promote compact design, shared facilities between nearby uses, and interconnected walkways, bicycle ways, and transit-supportive features. These provisions also reinforce the City's bicycle parking standards, encouraging both adequate supply and appropriate placement.

Transportation Mobility Element

The Transportation Mobility Element provides the City's most detailed multimodal direction. Goal 1 establishes the importance of designing transportation systems that serve pedestrians, bicyclists, and transit users. Supporting policies require development within the Urban Cluster District to improve roadway connections, reduce conflict points, and include internal pedestrian and bicycle circulation systems. The element also calls for incorporating FDOT Access Management Standards into development review, expanding the citywide network of sidewalks, bicycle lanes/paths, and multi-use trails, and planning for greenways and scenic corridors that support both recreational and transportation needs. Policy language further directs the City to prepare a bicycle and pedestrian master plan, ensure that new development connects to existing or planned multimodal corridors, and include public participation through a Bicycle and Pedestrian Activities Committee (BPAC).

Conservation Element

Policy 8-2 supports mixed-use development patterns that integrate employment, commercial, and residential uses while promoting pedestrian and bicycle access. This reinforces multimodal objectives articulated elsewhere in the Comprehensive Plan.



FIGURE 7.3 - LYNN HAVEN BAYOU PARK

7.2.6.2 LAND DEVELOPMENT CODE

Streets & Alleys (Sec. 4.05.07)

This section requires each new neighborhood development to include a circulation system of streets, sidewalks, pedestrian easements, and pedestrian and bicycle trails. These requirements contribute to internal connectivity and support non-automobile travel.

Parking Standards (Sec. 4.05.12)

Bicycle parking is required for public, civic, commercial, office, and mixed-use buildings at a minimum of one space per 10,000 square feet of building area. Standards specify that racks must secure bicycles against theft, resist removal and damage, accommodate a range of bicycle types, and avoid conflicts with pedestrian or vehicular movement.

Transportation, Access & Parking Requirements (Sec. 6.05.00)

Subsection 6.05.01 requires that bicycle and pedestrian ways be considered during the planning and development of transportation facilities and establishes their incorporation into state, regional, and local transportation programs. It also directs that such facilities be included in conjunction with state roadway construction or reconstruction, except where specified exceptions apply.

Subsection B provides guidance on bicycle access and connectivity, stating that facilities should connect major generators, allow bicyclists equal access to all streets, and provide neighborhood links through cul-de-sacs, greenways, or utility corridors. Design standards reference Table 6.05.03(B) **(Table 7.4)**.

TABLE 7.4 - LYNN HAVEN BICYCLE WAY DESIGN CRITERIA TABLE 6.05.03(B)

Street Type	Bike Lane Width (ft)	Measurement
Without Parking	Five (5)	Measured from the left side stripe to face of the curb
With Parking	Four (4)	Measured from the edge of pavement to motor vehicle travel lane
Bicycle Parking Lane	Thirteen (13)	Combined bike lane & parking lane
One-Way Streets	The lane shall be placed on the right side of the street, except where a bicycle lane on the left will decrease the number of conflicts	
Direction	Bicycle lanes are always one-way facilities, marked as such, & carry traffic in the same direction as adjacent motor vehicle traffic	
Design Speeds	Where traffic speeds are 45 mph or greater, the minimum lateral separation from motor vehicles is 6 feet	
Location	Bicycle lanes shall be placed between the parking lane and the motor vehicle traffic lane	

Sidewalk Standards (Sec. 6.05.03(C))

Sidewalks are required on both sides of all streets and in subdivision common areas. Residential developments have up to two years to complete installation, while commercial developments must install sidewalks immediately. Specifications reference Table 6.05.03(C) **(Table 7.5)** and the City's Technical Standards Manual.

TABLE 7.5 - LYNN HAVEN SIDEWALK DESIGN CRITERIA TABLE 6.05.03(C)

Criteria	Standard
Location	Both sides of all interior streets & along adjacent roadways
With Parking	5 feet
Bicycle Parking Lane	6 feet with heavy travel of pedestrian traffic

Bicycle Parking Standards (Sec. 6.05.11)

This section includes detailed requirements for bicycle parking facilities, addressing structural durability, theft resistance, visibility, location, and access. The City maintains an approved list of bicycle rack types, although alternative designs may be approved if they meet the stated criteria.

7.2.7 CITY OF MEXICO BEACH

7.2.7.1 COMPREHENSIVE PLAN

Mexico Beach's Comprehensive Plan includes several objectives that support the development of a multimodal transportation network.

Transportation Policies

Objective 2.2 commits the City to providing a safe and efficient system for both motorized and non-motorized travel. Supporting policies (2.2.5–2.2.8) encourage pedestrian access to properties and promote land uses that support walking and bicycling.

Objective 2.7 emphasizes the importance of a "complete streets" approach and encourages development patterns that accommodate alternative modes of transportation. Under Policy 2.7.5, all new roads must include a minimum four-foot-wide sidewalk or bicycle lane on at least one side. Policy 2.7.7 specifies that bicycle and pedestrian facilities should also be incorporated into roadway widening or reconstruction projects when feasible.

7.2.7.2 LAND DEVELOPMENT REGULATIONS

Sidewalk Standards (Sec. 3.02.00)

Section 3.02.01 outlines the City's sidewalk requirements, including where sidewalks must be constructed and whether they are required on one or both sides of a roadway. These standards guide pedestrian connectivity in new development and redevelopment.

Transportation Systems (Sec. 3.05.00)

This section requires that all streets be designed in compliance with the Florida Greenbook. As a result, pedestrian and bicycle facilities incorporated into street design must also meet Florida Greenbook standards.

7.2.8 CITY OF PARKER

7.2.8.1 COMPREHENSIVE PLAN

Future Land Use Element

The Future Land Use Element establishes a policy commitment to multimodal planning. Policy 1.2.1 requires the adoption of land development regulations that include standards for sidewalks and bicycle ways, ensuring that non-motorized travel is incorporated into development review and approval processes.

Public School Facilities Element

Objective 10.4 commits the City to promoting Safe Ways to School. Policy 10.4.1 requires bicycle and pedestrian access to all public schools, while Policies 10.4.3 and 10.4.4 mandate dedicated paved public access from new development or redevelopment adjacent to existing or planned school sites. Policy 10.4.6 further directs coordination among the City, Bay County, and the School District to evaluate pedestrian conditions and focus improvements where hazardous conditions exist.

7.2.8.2 LAND DEVELOPMENT CODE

Planned Unit Development Standards (Sec. 4-6)

The PUD section requires each PUD to include a system of walkways and/or bicycle paths. This provision supports internal mobility within developments and promotes multimodal access between adjacent areas.

Bicycle and Pedestrian Ways (Sec. 5-9.7)

All new developments must install sidewalks and facilities to accommodate bicycle traffic, including bicycle paths. Sidewalks must be at least four feet wide or match the width of adjoining sidewalks where applicable. Both sidewalks and bicycle facilities must be designed and constructed in accordance with the Florida Greenbook.

Off-Street Parking and Loading (Sec. 5-9.8)

The parking standards require the provision of bicycle parking, although the code does not specify minimum quantities or design standards.

Subdivision Approval – General Conditions (Sec. 5-10.9)

This section requires that subdivisions include four-foot sidewalks and bicycle paths, with facilities designed to interconnect with existing sidewalks and bicycle paths wherever feasible.

7.2.9 SUMMARY OF REGIONAL POLICY

A review of local comprehensive plans and land development codes across Bay County shows broad and consistent support for walking, bicycling, and multimodal mobility. Most jurisdictions incorporate policies that emphasize connectivity, safety, and coordinated transportation planning. Several require pedestrian or bicycle facilities during subdivision or development review. Collectively, these commitments form a strong regional foundation for advancing multimodal transportation.

Despite this overall alignment, the depth and specificity of multimodal policies vary among jurisdictions. Several notable patterns emerge:

Complete Streets

Only Mexico Beach uses explicit "complete streets" terminology. However, other jurisdictions apply similar concepts through policies that promote compact development, multimodal connectivity, or pedestrian-oriented design. The absence of consistent terminology does not imply a lack of intent. However, it does limit opportunities for coordinated regional implementation.

Trail Networks

Panama City Beach maintains one of the strongest trail frameworks in the region through Gayle's Trails and related greenway policies. Bay County also supports regional trail development through coordination with SUN Trail, the National Scenic Trail, and greenway planning. Other jurisdictions reference trails more indirectly or through development standards rather than long-range policy.

Safe Routes to School

Formal Safe Routes to School commitments appear most clearly in Bay County, Callaway, and Panama City Beach. Other jurisdictions support school access through general connectivity or sidewalk policies, but do not articulate a dedicated Safe Routes framework.

Bicycle and Pedestrian Facility Requirements

Several jurisdictions have strong, enforceable requirements for non-motorized facilities in new developments. Springfield's and Lynn Haven's codes include some of the most comprehensive standards, particularly regarding sidewalk installation, internal circulation, and bicycle parking. Bay County also maintains a well-developed framework through its Transportation Element and land development regulations.

Safety and Education

Safety is widely addressed through design requirements and sidewalk/bikeway provisions. However, few jurisdictions include explicit education or outreach policies related to bicycle or pedestrian safety. Most local codes rely on infrastructure standards to support safety outcomes.

Overall , the regional policy landscape demonstrates a strong foundation for multimodal transportation but also reveals opportunities for greater consistency, particularly in terminology, Safe Routes to School integration, and expectations for bicycle and pedestrian facilities in new development. Strengthening alignment across these areas would support more coordinated regional planning and implementation.

7.3 ELECTRIC BICYCLES (E-BIKES): STATEWIDE OVERVIEW & LOCAL POLICY OPTIONS

Electric bicycles and other micromobility devices are an increasingly important topic in bicycle and pedestrian infrastructure. They were featured prominently in Local Working Group discussions and survey feedback. At the state level, Florida defines "electric bicycle" and establishes baseline operating rules, while reserving specific authority for local governments to regulate where and how e-bikes may operate on facilities within their jurisdictions.

FLORIDA STATUTE

Florida law defines electric bicycles using a three-class system based on motor-assistance type and top-assisted speed (Classes 1–3), and limits e-bikes to motors under 750 watts (Florida Statute 316.003). This is consistent with Federal Statute 15 USC 2085.

Class 1 - Motor assists only while pedaling and stops assisting at 20 mph
Class 2 - Motor may propel the bike without pedaling up to 20 mph
Class 3 – Motor assists only while pedaling and stops assisting at 28 mph

Florida law generally treats e-bikes as bicycles for operating rights and duties, and states that e-bikes may operate where bicycles are allowed (including roadways, bike lanes, and shared-use paths), subject to local restrictions on facilities under local control including local trails and multiuse paths (Florida Statute 316.20655). A selection of **state statutes that govern the use of electric bicycles** and the ability of local governments to regulate them is included as **Appendix B**.

LOCAL POLICY OPTIONS

As electric bicycle use increases, consistent local regulations across Bay County can improve clarity for riders and support predictable enforcement among neighboring jurisdictions. Clear and consistent expectations regarding where e-bikes may operate and how they are to be used can reduce unintentional violations and improve safety outcomes for all users.

Local governments in Florida typically focus e-bike policy on three core areas:

- where devices may be used
- which e-bike classes are permitted on specific facility types
- operating behavior such as speed and yielding

Common policy levers used in Florida local ordinances include:

1. **Adoption of the state's three-class definitions.** Using the statutory definitions for Class 1, Class 2, and Class 3 electric bicycles sets the foundation for clear regulations that distinguish among electric bicycles by speed.
2. **Class-based access rules by facility type.** Some municipalities ban e-bike operation on sidewalks. Many Florida jurisdictions allow Class 1 and Class 2 e-bikes on shared-use paths while restricting or prohibiting Class 3 e-bikes.
3. **Operating rules on shared-use paths and sidewalks.** Where e-bikes are permitted, local policies frequently emphasize the duty of e-bikes to yield to pedestrians, to use an audible signal when passing, and to operate at a speed appropriate to conditions.
4. **Speed management in high-conflict areas.** Local regulations may establish lower speed limits or additional restrictions for downtowns, main streets, boardwalks, beach access areas, or other locations with high pedestrian volumes, where mixing between users is most frequent and risk is elevated.

One issue noted by local law enforcement is the difficulty of measuring bicycle speed. The radar guns currently in use often cannot achieve accurate reading of a bicycle's speed, even in optimal conditions. Some **example ordinances used by local governments** around the state to regulate electric bicycles is included as **Appendix C**.

REGIONAL EXAMPLE: OKALOOSA COUNTY'S COORDINATED APPROACH TO E-BIKE AND MICROMOBILITY RULES

Within the region, Okaloosa County municipalities have been working toward a consistent, countywide approach to e-bikes and related micromobility devices, driven by the practical reality that riders routinely cross city boundaries and can encounter different rules within a short distance. This coordination has included workshops among the County and cities intended to develop a common set of operational and parking standards, with consistency across jurisdictions identified as a primary goal.

Across these countywide discussions, the shared framework is centered on:

- Using clear shared definitions
- Speed management and behavior in high-conflict settings
- Parking standards
- Clear enforcement and penalties across jurisdictions

Bay County could similarly pursue a countywide framework by convening municipalities and enforcement partners, aligning definitions with state law, and developing shared expectations for access, speed management, and operating behavior while still allowing local tailoring in the most sensitive pedestrian environments.



FIGURE 7.4 - FDOT E-BIKE CLASSIFICATIONS



7.4 NATIONAL BEST PRACTICES

The 2024 AASHTO Guide for the Development of Bicycle Facilities, 5th Ed (Bike Guide) includes a discussion of the operating characteristics of e-bikes.

The Guide notes the following:

- The riding behavior of E-cyclists is very similar to that of conventional cyclists.
- A significant part of the market for e-bikes is people replacing motor vehicles.
- E-bikes seem to increase the overall number of people bicycling.
- E-bike users accelerate faster and can increase average cyclist speeds.

E-bikes are becoming an ever-larger part of bicycle traffic. For the most part, rules for e-bikes could apply equally well to all bicycles and would relieve the requirement for law enforcement to distinguish between different types of bicycles.

Regulations focused on behavior may include:

- Maximum speeds[AC6.1][EC6.2][AC6.3]
- Yielding to pedestrians and signaling before passing
- Banning riding on sidewalks

Design of bike paths and multi-use pathways can also contribute to increasing safety and minimizing conflict. Local governments could consider building paths to accommodate faster speeds where separations from pedestrians are possible. For true multi-use paths, speed can be reduced by design techniques including horizontal and vertical curvature, deflection, and chicaning to manage bicycle speeds for all bikes.

The prevailing national design guidance for e-bikes is to continue building bicycle infrastructure but allowing for higher speeds and volumes of cyclists where possible. Education, engineering, and enforcement programs that teach, design for, and enforce good bicycle driving practices, as well as support and legitimize the use of bicycles as part of the roadway (e.g. not mixed with pedestrian traffic) will eventually mainstream the e-bikes and may be the most effective long-term response to the advent of these unique new transportation devices. The design principles that have been developed over many decades to integrate bicycles safely into traffic will work just as well for e-bikes, perhaps even better because of the reduced speed differential between the e-bike and a motor car (bikes typically cruise at 10-12 mph v 15-20 mph for an e-bike.) From this perspective, one solution to the e-bike “problem” already exists – better design for on-road bicycle traffic. This may be worth considering along with the new policies and regulations currently under development by local governments.







E-SCOOTERS

Florida Statues 316.218 enables local governments to adopt an ordinance governing the operation of e-scooters. It is important to distinguish the issues associated with e-scooter rentals from the operational issues. Local governments have considerable ability to regulate e-scooter rental operation.

Operationally, e-scooters have similar characteristics to e-bikes and generally fall under the same regulatory requirements. Facility designs for e-bikes will generally meet the needs of e-scooters as well. Based on the work of the FDOT Pedestrian/Bicycle Safety Coalition, one of the most effective measures local governments can take to address e-bike and e-scooter concerns is increased education on the proper and safe uses of these devices, like training provided for conventional bicycles. Helmet use is more critical for e-scooters and e-bikes, due to faster operating speeds. Many e-scooter and e-bike operators operate with no helmet or an insufficient helmet. Local promotion of helmet use, safe operation practices, and effective bicycle traffic skills will benefit all users of bicycles and micromobility devices, including e-bikes and e-scooters.











CHAPTER 8
FUNDING SOURCES

8.0 FUNDING SOURCES

Implementing the projects described in this Plan will rely on a variety of funding sources. In addition to local investment, federal, and state programs, private grants can support bicycle, pedestrian, and trail projects in Bay County. This section summarizes commonly used funding opportunities. These programs change frequently, particularly at the federal level. While the information presented here is current as of the publication of this Plan, local governments and project partners should always consult the administering agency for the most up-to-date requirements prior to pursuing funding.

8.1 STATE FUNDING SOURCES

SHARED-USE NONMOTORIZED (SUN) TRAIL PROGRAM

The Shared-Use Nonmotorized (SUN) Trail Program provides funding for the development of paved, separated multi-use trails within the SUN Trail network that accommodate both pedestrians and bicyclists. The program is administered by the Florida Department of Transportation (FDOT) and supports projects that contribute to a connected statewide trail network.

SAFE ROUTES TO SCHOOL (SRTS) PROGRAM

The Safe Routes to School (SRTS) Program supports projects and activities that enable and encourage children to walk and bicycle to school safely. Administered by FDOT, the program funds infrastructure improvements that address barriers to safe walking and bicycling, such as missing sidewalks and unsafe crossings. Funding eligibility, participation, and cost-share requirements vary by funding cycle and project type.

FLORIDA JOB GROWTH GRANT FUND

The Florida Job Growth Grant Fund supports public infrastructure projects that promote economic development and job creation. The program is administered through FloridaCommerce and FloridaJobs.

Bicycle, pedestrian, and trail improvements may be eligible when they are part of a broader infrastructure investment that supports targeted economic development activities, such as access to employment centers, redevelopment areas, or strategic industry sites. Award amounts and cost-share requirements are determined on a project-specific basis.

FDOT HIGHWAY SAFETY GRANT PROGRAMS

FDOT's State Safety Office administers highway safety subgrants to support programs and activities that reduce traffic crashes, serious injuries, and fatalities. These funds may support education, enforcement, and safety initiatives that benefit pedestrians and bicyclists, particularly in areas with documented safety concerns.

Funding is provided annually through Federal Highway Administration safety programs and distributed to state and local partners based on statewide priorities.

FLORIDA URBAN AND COMMUNITY FORESTRY GRANT PROGRAM

The Florida Urban and Community Forestry Grant Program is administered by the Florida Forest Service. The program provides funding to develop or enhance urban and community forestry initiatives, including tree planting, management planning, and public education.

While not specific to transportation, these grants may support pedestrian and trail projects that incorporate shade, heat mitigation, and streetscape improvements that enhance walking and bicycling environments.

FLORIDA RECREATION DEVELOPMENT ASSISTANCE PROGRAM (FRDAP)

The Florida Recreation Development Assistance Program (FRDAP) is a competitive, reimbursement-based grant program administered by the Florida Department of Environmental Protection. FRDAP provides financial assistance to local governments for the acquisition or development of public outdoor recreation facilities, which may include trail facilities and trail-related amenities.

The maximum grant request is $200,000, subject to legislative appropriation and available funding.

FLORIDA RECREATIONAL TRAILS PROGRAM (RTP)

The Federal Recreational Trails Program (RTP) provides funding for the development, maintenance, and restoration of recreational trails and trail-related facilities. In Florida, the program is administered by the Florida Department of Environmental Protection (FDEP). RTP funds may be used for pedestrian, bicycle, and other trail uses. Funding levels and match requirements vary by project category and funding cycle.

LAND AND WATER CONSERVATION FUND (LWCF) PROGRAM

The Land and Water Conservation Fund (LWCF) is a federal program that supports the acquisition and development of public outdoor recreation areas. Funds are appropriated by Congress to the U.S. Department of the Interior and allocated to states. In Florida, the program is administered by the Florida Department of Environmental Protection.

Eligible projects include parks, trails, and other outdoor recreation facilities. The maximum grant request in Florida is up to $1.5 million for acquisition or development projects, subject to federal appropriations and program availability.

8.2 FEDERAL FUNDING SOURCES

BUILD (FORMERLY RAISE/TIGER) DISCRETIONARY GRANT PROGRAM

The BUILD discretionary grant program, administered by the U.S. Department of Transportation, provides funding for transportation projects that deliver safety, mobility, environmental, equity, and economic benefits. The program has previously been known as TIGER and RAISE and continues to be referred to by those names in some funding cycles.

Bicycle and pedestrian projects may be eligible, particularly when they demonstrate strong public benefits and regional or community significance.

SURFACE TRANSPORTATION BLOCK GRANT (STBG) PROGRAM AND TRANSPORTATION ALTERNATIVES (TA)

The Surface Transportation Block Grant (STBG) Program provides flexible federal funding for a wide range of transportation projects, including bicycle and pedestrian facilities. A portion of STBG funding is set aside for Transportation Alternatives (TA), which supports smaller-scale projects such as shared-use paths, sidewalks, pedestrian safety improvements, recreational trails, and Safe Routes to School infrastructure.

TA funding remains a dedicated set-aside within STBG under current federal transportation law.

FEDERAL LANDS HIGHWAY PROGRAM

The Federal Lands Highway Program provides funding for transportation facilities that provide access to or are located within federal lands. Eligible projects may include bicycle and pedestrian facilities when they serve a transportation function and improve access to federal recreational or employment destinations.

INFRASTRUCTURE FOR REBUILDING AMERICA (INFRA) GRANT PROGRAM

The INFRA grant program funds transportation infrastructure projects of national or regional significance. Bicycle and pedestrian components may be eligible when they are integrated into larger freight or highway projects that advance program goals such as safety, congestion reduction, and economic competitiveness.

INFRA funding is generally pursued for large-scale projects with substantial regional impacts.

NATIONAL PARK SERVICE – RIVERS, TRAILS, AND CONSERVATION ASSISTANCE (RTCA) PROGRAM

The National Park Service Rivers, Trails, and Conservation Assistance (RTCA) Program supports locally led conservation and outdoor recreation initiatives by providing technical assistance. While the program does not provide direct construction funding, it assists communities with planning, partnership development, and project implementation strategies for trails, greenways, and related facilities.

8.3 PRIVATE AND PHILANTHROPIC FUNDING SOURCES

PEOPLEFORBIKES COMMUNITY GRANT PROGRAM

The PeopleForBikes Community Grant Program provides funding for bicycle infrastructure and related projects that improve safety, access, and comfort for riders of all ages and abilities. Eligible projects include bike lanes, shared-use paths, multi-use trails, bike parks, and end-of-trip facilities. Grants are typically modest in size and are often used to complement public funding sources

RAILS-TO-TRAILS CONSERVANCY

The Rails-to-Trails Conservancy (RTC) supports the development of multi-use trails through advocacy, technical assistance, and periodic grant opportunities. RTC works nationally to advance trail development along former rail corridors and to strengthen regional trail networks.

OTHER PRIVATE FUNDING OPPORTUNITIES

Additional private funding sources may include corporate sponsorships, philanthropic foundations, community fundraising efforts, and public–private partnerships. These sources can supplement public funding and are often used to support trail amenities, programming, maintenance, or safety initiatives.



APPENDIX A

PRIORITIZED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS

ON-NETWORK BICYCLE AND PEDESTRIAN PROJECT RANKING

					Safety (20%)		Network Connectivity (15%)		Regional Trail System (10%)		Public Input (10%)		Level of Traffic Stress (20%)		Access to Schools, Parks... (10%)		Commute Type (10%)		Vehicle Availability (5%)		Planning Consistency (5%)		Underserved Communities (5%)		Population Density (per SQMI)	Length (Miles)	Total Points
Rank	Name	From	To	MapID	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Tie Breakers		
1	US 98 (Back Beach Rd) at Nautilus Street	-	-	26	1	20	1	15	1	10	0.5	5	1	10	1	10	1	10	1	5	1	5	0	0	2,425	0.18	**90**
2	CR 30B (Joan Avenue)	Thomas Drive	N Lagoon Drive	81	1	20	1	15	0	0	1	10	1	10	1	10	1	10	1	5	1	5	0	0	9,017	0.28	**85**
3	CR 2315/Star Ave	SR 75/US 231	SR 22/Wewa Hwy	68	1	20	1	15	1	10	0	0	1	10	1	10	1	10	1	5	0	0	1	5	1,909	6.65	**85**
4	CR 392 (North Thomas Dr)	Joan Ave	N Lagoon Drive	82	1	20	1	15	0	0	1	10	1	10	1	10	1	10	0.5	2.5	1	5	0	0	27,060	0.57	**82.5**
5	US 98 between Frankford Ave & Lisenby Ave	-	-	79	1	20	1	15	0	0	0.5	5	1	10	1	10	0.5	5	0.5	2.5	1	5	1	5	7,292	0.10	**77.5**
6	CR 22A (Bob Little Rd)	Cherry St	SR 22/Wewa Hwy	64	1	20	1	15	0	0	0	0	1	10	1	10	1	10	1	5	0	0	1	5	4,446	0.51	**75**
7	School Ave	E 3rd St	E 11th St	60	1	20	1	15	0	0	0	0	1	10	1	10	1	10	1	5	0	0	1	5	4,232	1.00	**75**
8	Beach Drive Trail	Frankford Ave	W 6th St	38	1	20	0	0	0.5	5	1	10	1	10	1	10	0.5	5	1	5	0	0	1	5	7,996	1.61	**70**
9	CR 30B (Joan Ave)	CR 3030/N Lagoon Dr	Front Beach Rd	28	1	20	1	15	0	0	0	0	1	10	0.5	5	1	10	1	5	1	5	0	0	3,600	0.62	**70**
10	Sherman Ave	CR 28/11th Street	SR 30A/US 98/15th Street	41	0	0	1	15	0.5	5	0.5	5	1	10	0.5	5	1	10	1	5	1	5	1	5	2,700	0.50	**65**
11	SR 30/US 98A (Front Beach Rd)	East Lake Shore Rd	Twins Lake Dr	22	1	20	0	0	0	0	0.5	5	1	10	1	10	1	10	0	0	0	0	0	0	4,716	1.20	**55**
12*	Tennessee Ave	W 14th St	W 5th St	50	0	0	1	15	0.5	5	0	0	1	10	1	10	1	10	1	5	0	0	0	0	3,893	0.88	**55**
13*	SR 77 (MLK Blvd/N Cove Blvd)	SR 368/ 23rd Street	CR 2312/ Baldwin Road	36	0	0	1	15	0	0	0	0	1	10	1	10	1	10	1	5	0	0	1	5	3,778	0.88	**55**
14	Panama City Spine Trail - RR Corridor to US 231	SE of Jenks & W 14th @ Bay Line RR	US 231 @ SR 389/East Ave	40	0	0	0	0	0.5	5	0.5	5	1	10	1	10	1	10	1	5	1	5	1	5	3,556	3.04	**55**
15	CR 3026 (Cherry Street)	SR 30/Business 98	Bob Little Rd	62	0	0	1	15	0	0	0	0	1	10	1	10	1	10	0.5	2.5	0	0	1	5	4,446	0.96	**52.5**
16	US 98 (Back Beach Rd) at Frank Brown Park	-	-	24	0	0	1	15	0	0	0.5	5	1	10	1	10	1	10	0.5	2.5	0	0	0	0	2,051	0.39	**52.5**
17	Transmitter Rd	SR 22	SR 390	59	0	0	0	0	0.5	5	0	0	1	10	1	10	1	10	1	5	1	5	1	5	4,538	5.53	**50**
18*	CR 3026 (Cherry Street)	Bob Little Rd	SR 30A/US 98/Tyndall Parkway	63	0	0	1	15	0	0	0	0	1	10	0.5	5	1	10	1	5	0	0	1	5	2,767	0.50	**50**
19	Sherman Ave	SR 30A/US 98/15th Street	SR 389/East Ave	42	0	0	0	0	0.5	5	0.5	5	1	10	1	10	1	10	1	5	0	0	1	5	2,514	1.36	**50**
20	SR 77 - Southport North	SR 388	CR 2321	71	1	20	0	0	0	0	0	0	1	10	1	10	0	0	1	5	1	5	0	0	460	2.86	**50**
21	SR 79 - Gayle's Trails North Extension	Gayle's Trails	SR 388 Trail	76	0	0	1	15	0	0	1	10	1	10	1	10	0	0	1	5	0	0	0	0	105	2.17	**50**
22	US 98 (Back Beach Rd) at Powell Adams Dr	-	-	25	0	0	1	15	0	0	0.5	5	1	10	0.5	5	1	10	0.5	2.5	0	0	0	0	2,051	0.15	**47.5**
23	CR 385/Frankford Ave	W Beach Dr	SR 390/St Andrews Blvd	34	0	0	0	0	0.5	5	0.5	5	0.5	5	1	10	0.5	5	1	5	1	5	1	5	7,292	3.17	**45**
24	SR 30/US 98A (Front Beach Road)	Kelly St	SR 30A/US 98/Panama City Beach Pkwy	20	1	20	0	0	0	0	0.5	5	1	10	1	10	0	0	0	0	0	0	0	0	7,199	1.88	**45**
25	Chestnut Ave @ 9th St	-	-	80	0	0	1	15	0	0	1	10	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	4,278	0.10	**42.5**
26	SR 391 (Harrison Ave)	SR 75/US 231	Airport Rd	39	0	0	0	0	0	0	0	0	1	10	1	10	1	10	1	5	0	0	1	5	3,476	0.15	**40**
27	Phase III Magnolia Beach Rd Multi-Use Path	Pelican Bay Dr	Grandiflora Blvd	29	0	0	1	15	0	0	0.5	5	0.5	5	0	0	1	10	1	5	0	0	0	0	2,191	0.23	**40**
28	Northshore Rd	SR 390	W 14th St	48	1	20	0	0	0	0	0.5	5	1	10	0.5	5	0	0	0	0	0	0	0	0	2,191	1.28	**40**
29	SR 79	SR 388	SR 20	77	0	0	0	0	0.5	5	1	10	1	10	1	10	0	0	0.5	2.5	0	0	0	0	36	8.96	**37.5**
30	Harvard Boulevard	SR 390	Issac Byrd Park	54	0	0	0	0	0.5	5	0	0	1	10	1	10	0.5	5	0.5	2.5	0	0	0	0	1,909	1.54	**32.5**
31	CR 2321/SR 77 - Dam Road Trail	US 231	SR 77/N end of Bailey Bridge	69	0	0	0	0	0.5	5	0	0	1	10	1	10	0	0	1	5	0	0	0	0	857	7.92	**30**
32	SR 30/US 98A (Front Beach Road)	Twins Lake Dr	Kelly St	21	0	0	0	0	0	0	0.5	5	1	10	1	10	0	0	0	0	0	0	0	0	7,199	1.53	**25**
33*	CR 385/Frankford Ave	SR 390/St Andrews Blvd	Pacifica Ln	78	0	0	0	0	0	0	0.5	5	1	10	1	10	0	0	0	0	0	0	0	0	2,233	1.14	**25**

**Fully Funded for Construction*

ON-NETWORK BICYCLE AND PEDESTRIAN PROJECT RANKING (CONT.)

Rank	Name	From	To	MapID	Safety (20%)		Network Connectivity (15%)		Regional Trail System (10%)		Public Input (10%)		Level of Traffic Stress (20%)		Access to Schools, Parks... (10%)		Commute Type (10%)		Vehicle Availability (5%)		Planning Consistency (5%)		Underserved Communities (5%)		Population Density (per SQMI)	Length (Miles)	Total Points
					Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Tie Breakers		
34	CR 388	SR 79	SR 388	74	0	0	0	0	0	0	0	0	1	10	1	10	0	0	1	5	0	0	0	0	105	3.53	**25**
35	Panama City SUN Trail Program - Phase 4	Intersection of Bayview Ave & W 11th St	Intersection of Frankford Ave & W 11th St	37	0	0	0	0	0	0	0.5	5	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	4,278	0.56	**22.5**
36	W 14th St	Tennessee Ave	Maryland Ave	49	0	0	0	0	0	0	0	0	1	10	0.5	5	0	0	0	0	0	0	0	0	2,191	0.85	**15**
37	SR 388	Existing MUP	SR 77	73	0	0	0	0	0	0	0	0	1	10	0	0	0	0	1	5	0	0	0	0	15	7.88	**15**

ON-NETWORK TRAIL PROJECT RANKING

Rank	Name	From	To	MapID	Safety (20%)		Network Connectivity (15%)		Regional Trail System (10%)		Public Input (10%)		Level of Traffic Stress (20%)		Access to Schools, Parks... (10%)		Commute Type (10%)		Vehicle Availability (5%)		Planning Consistency (5%)		Underserved Communities (5%)		Population Density (per SQMI)	Length (Miles)	Total Points
					Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Tie Breakers		
1	SR 390 West Trail	SR 77	US 231	10	1	20	1	15	1	10	0.5	5	1	10	1	10	1	10	1	5	0	0	0	0	5,666	4.56	**85**
2	Panama City SUN Trail Program - Phase 1	East end of Hathaway Bridge	Intersection of Bay Line Railroad and Michigan Ave	3	1	20	0	0	1	10	0.5	5	1	10	1	10	1	10	1	5	1	5	1	5	5,420	1.88	**80**
3	Panama City SUN Trail Program - Phase 6	MLK Blvd & E 11th St	800 ft before the intersection of US 231 & Ormond Ave	8	1	20	0	0	1	10	0.5	5	1	10	1	10	1	10	1	5	1	5	1	5	3,437	4.25	**80**
4	Florida National Scenic Trail	Existing gravel trail: SR 20 @ Bay County Line	Existing gravel trail: Asphalt Plant Rd	19	1	20	1	15	1	10	0.5	5	1	10	1	10	0	0	0.5	2.5	1	5	0	0	62	12.55	**77.5**
5	Nautilus St & US 98	Colony Club Rd	Clara Ave	1	1	20	0	0	1	10	0.5	5	1	10	1	10	1	10	1	5	1	5	0	0	3,947	1.11	**75**
6	US 231	SR 390	Bay County Line	11	1	20	0	0	1	10	0.5	5	1	10	1	10	1	10	1	5	0	0	1	5	1,909	25.60	**75**
7	SR 30 (US 98)	Crooked Sound Dr	CR 386	17	1	20	0	0	1	10	1	10	1	10	1	10	1	10	0.5	2.5	0	0	0	0	131	4.20	**72.5**
8	CR 2315/Star Ave	SR 22	S of Tram Rd	13	1	20	0	0	1	10	0	0	1	10	1	10	1	10	1	5	0	0	1	5	1,073	1.77	**70**
9	Breakfast Point East Connector	US 98/Front Beach Rd	US 98/Front Beach Rd	2	1	20	0	0	1	10	1	10	0	0	1	10	1	10	1	5	1	5	0	0	807	6.65	**70**
10	Panama City SUN Trail Program - Phase 5	Intersection of Cherry St & Harris Ave	Intersection of East 11th St & MLK Blvd	7	1	20	0	0	1	10	0	0	0.5	5	1	10	1	10	1	5	0	0	1	5	3,405	1.98	**65**
11	US 98 Tyndall AFB Multi-Use Path	Boat Race Rd	S end of Dupont Bridge	15	0	0	0	0	1	10	0.5	5	1	10	1	10	1	10	0.5	2.5	0	0	1	5	4,546	2.45	**52.5**
12	N 15th St (Mexico Beach)	US 98	CR 386/County Line	18	0	0	0	0	1	10	1	10	1	10	1	10	1	10	0.5	2.5	0	0	0	0	131	1.21	**52.5**
13	S Berthe Ave, Chippewa St, CR 2315/Star Ave	Boat Race Rd	SR 22	14	0	0	0	0	1	10	0	0	1	10	1	10	1	10	1	5	0	0	1	5	4,784	2.01	**50**
14	Beach Drive Connector	W 6th St	E 2nd Ct	6	0	0	0	0	1	10	1	10	0	0	1	10	0.5	5	1	5	0	0	1	5	11,061	0.79	**45**
15	US 98 Tyndall AFB Multi-Use Path	Dupont Bridge	Mexico Beach	16	0	0	0	0	1	10	0	0	1	10	1	10	1	10	0.5	2.5	0	0	0	0	48	14.22	**42.5**

OFF-NETWORK BICYCLE, PEDESTRIAN, AND TRAIL PROJECT RANKING

Rank	Name	From	To	MapID	Safety (20%)		Network Connectivity (15%)		Regional Trail System (10%)		Public Input (10%)		Level of Traffic Stress (20%)		Access to Schools, Parks... (10%)		Commute Type (10%)		Vehicle Availability (5%)		Planning Consistency (5%)		Underserved Communities (5%)		Population Density (per SQMI)	Length (Miles)	Total Points
					Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Tie Breakers		
1	Griffin Blvd - Gayle's Trails South Connector	Gayle's Trails	Highway 98 Trail	23	1	20	1	15	0.5	5	0.5	5	0	0	0.5	5	0.5	5	0.5	2.5	1	5	0	0	532	1.10	**62.5**
2	Laurie Ave	Laird Street	North Lagoon Drive	85	1	20	1	15	0	0	0.5	5	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	3,876	0.69	**57.5**
3	Ormond Ave	US 231	SR 390	53	1	20	1	15	0.5	5	0	0	0	0	1	10	0.5	5	0	0	0	0	0	0	1,302	1.98	**55**
4	Southport Elementary Pedestrian Improvements	Streets near Southport Elementary School	-	70	1	20	1	15	0	0	0	0	0	0	1	10	0	0	1	5	1	5	0	0	460	3.17	**55**
5	Nehi Rd, CR 2315/Star Ave, Other	Nehi Rd @ US 231	Bay County Line @ 15th St (Mexico Beach)	12	1	20	0	0	1	10	0	0	0	0	0.5	5	1	10	0.5	2.5	0	0	0	0	1,909	28.11	**47.5**

OFF-NETWORK BICYCLE, PEDESTRIAN, AND TRAIL PROJECT RANKING (CONT.)

Rank	Name	From	To	MapID	Safety (20%)		Network Connectivity (15%)		Regional Trail System (10%)		Public Input (10%)		Level of Traffic Stress (20%)		Access to Schools, Parks... (10%)		Commute Type (10%)		Vehicle Availability (5%)		Planning Consistency (5%)		Underserved Communities (5%)		Population Density (per SQMI)	Length (Miles)	Total Points
					Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Points	Weighted	Tie Breakers		
6	Panama City SUN Trail Program - Phase 2	Intersection of Michigan Ave and Bay Line Railroad	SE of Jenks Ave & W 14th St at Bay Line RR	4	0	0	0	0	1	10	0.5	5	0	0	1	10	1	10	1	5	0	0	1	5	7,292	3.06	**45**
7	Colony Club Connector	Gayle's Trails East End	Other Trail Segments	27	0	0	1	15	0.5	5	1	10	0	0	0	0	1	10	1	5	0	0	0	0	807	0.72	**45**
8*	S Gay Ave	Boat Race Rd	Cherry St	65	1	20	0	0	0.5	5	0	0	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	4,189	1.00	**42.5**
9*	Lynn Haven Elementary School Sidewalk Project - PH 1 - Georgia Ave & New York Ave	W 12th St	W 10th St	51	0	0	1	15	0	0	0	0	0	0	1	10	1	10	1	5	0	0	0	0	3,077	0.42	**40**
10	Panama City Spine Trail - South Spur	Bay Line RR Tracks	W 6th St	5	0	0	0	0	1	10	0.5	5	0	0	1	10	0.5	5	1	5	0	0	1	5	1,886	0.97	**40**
11	Lynn Haven Rails to Trails - North Extension	SR 390	Old Fuel Depot	9	0	0	0	0	1	10	0	0	0	0	1	10	1	10	1	5	0	0	0	0	3,077	1.76	**35**
12	State Ave	23rd St	Baldwin Rd	35	1	20	0	0	0	0	0	0	0	0	0.5	5	0	0	1	5	0	0	1	5	2,952	1.00	**35**
13	Cherokee Heights Rd	Frank Hough Rd	Merritt Brown Rd	57	0	0	1	15	0.5	5	0	0	0	0	1	10	0	0	0	0	0	0	0	0	1,909	0.25	**30**
14	Kelly St	US 98 / Back Beach Rd	SR 30 / Front Beach Rd	86	0	0	1	15	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	3,181	0.48	**25**
15*	Lake Dr	SR 30/US 98/Tyndall Pkwy	Berthe Ave	66	0	0	0	0	0.5	5	0	0	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	4,189	1.00	**22.5**
16	Pennsylvania Ave	SR 390	SR 77	52	0	0	0	0	0.5	5	0	0	0	0	1	10	0.5	5	0.5	2.5	0	0	0	0	2,649	1.06	**22.5**
17*	S Berthe Ave	Forsythe Dr	Eagle Lake Way	67	0	0	1	15	0	0	0	0	0	0	0	0	0	0	0.5	2.5	0	0	1	5	2,089	0.27	**22.5**
18	Phase II Magnolia Beach Rd Multi-Use Path	Grandiflora Blvd	Bear Point Dr	30	0	0	1	15	0	0	0.5	5	0	0	0	0	0	0	0	0	0	0	0	0	2,191	0.26	**20**
19	Cato Rd	SR 75/US 231	SR 390	58	0	0	0	0	0.5	5	0	0	0	0	1	10	0.5	5	0	0	0	0	0	0	772	0.75	**20**
20	Gayle's Trails North Connector to SR 79	Conservation Park	SR 79	75	0	0	0	0	0	0	0.5	5	0	0	1	10	0	0	1	5	0	0	0	0	127	2.43	**20**
21	E 2nd St	Detroit Ave	US Business 98	61	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0.5	2.5	0	0	1	5	2,276	0.37	**17.5**
22	Old Bicycle Rd	Star Avenue	CR 2297	84	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0.5	2.5	0	0	1	5	839	3.59	**17.5**
23	Lookout St	Spyglass Dr	Thomas Dr	31	0	0	0	0	0	0	0	0	0	0	1	10	0.5	5	0	0	0	0	0	0	6,637	0.08	**15**
24	Kingswood Rd/Edwards Rd	CR 2321	SR 77	72	0	0	0	0	0	0	0	0	0	0	1	10	0	0	1	5	0	0	0	0	514	5.30	**15**
25	Mill Bayou Development - North Trail Extension	Minge Branch Rd	SR 77A	55	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0.5	2.5	0	0	0	0	211	1.74	**12.5**
26	Mowat School Rd Connector	SR 390	W 26th St	45	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	6,810	0.71	**10**
27	Harrison Ave	Baldwin Ave	W 26th St	44	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	3,775	0.99	**10**
28*	W 27th St	Frankford Ave	Dead End	33	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	2,233	0.62	**10**
29*	Kings Rd	Queens Cir	W 27th St	32	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	2,233	0.70	**10**
30	Wildridge Rd	Northshore Rd	SR 390	47	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	2,191	0.43	**10**
31	Carolina Avenue	W 14th Street	SR 390	46	0	0	0	0	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	2,191	0.61	**10**
32	Goose Bayou Rd	Bingoose Ln	North Shore Rd	83	0	0	0	0	0	0	0	0	0	0	0.5	5	0	0	0.5	2.5	0	0	0	0	2,191	0.58	**7.5**
33	Minge Branch Rd	Titus Rd	Mill Bayou Blvd	56	0	0	0	0	0	0	0	0	0	0	0.5	5	0	0	0.5	2.5	0	0	0	0	211	0.57	**7.5**
34	Lakeridge Dr/E 34th St	Harrison Ave	SR 77	43	0	0	0	0	0	0	0	0	0	0	0.5	5	0	0	0	0	0	0	0	0	3,775	0.65	**5**

**Fully Funded for Construction*



APPENDIX B

SELECTED FLORIDA STATUTES GOVERNING BICYCLES, E-BIKES, AND OTHER MICROMOBILITY VEHICLES

SELECTED FLORIDA STATUTES

Governing Bicycles, E-Bikes, and Other Micromobility Vehicles

This Appendix provides the text of selected provisions of the Florida Statutes that are most directly relevant to the regulation and operation of bicycles, electric bicycles, motorized scooters, and other micromobility devices. The statutes included here focus primarily on definitions, operating rules, equipment and safety requirements, and the scope of local government authority. Together, they aim to provide a clear baseline understanding of how Florida law addresses e-bikes and micromobility in the public right-of-way.

The statutes reproduced in this appendix are not exhaustive. Florida law affecting micromobility is distributed across multiple sections of the Florida Statutes, and additional provisions may apply depending on the device type, operating context, or local ordinance. The selection included here reflects those provisions most commonly relied upon by municipalities when developing local policies or regulations related to micromobility.

This Appendix is provided for informational and reference purposes only. It reproduces selected portions of the Florida Statutes that are commonly relevant to bicycles, electric bicycles, and other micromobility devices. It is not intended to be exhaustive and does not constitute legal advice.
The statutes reproduced here reflect Florida law as in effect as of January 2026. Because statutory provisions governing micromobility and local regulatory authority are subject to change through legislative action or judicial interpretation, readers should consult the official Florida Statutes and, where appropriate, legal counsel to confirm the current status and applicability of any statute before relying on it for regulatory, policy, or enforcement decisions.

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SELECTIONS FROM F.S. § 316.003 DEFINITIONS

(4) BICYCLE.—Every vehicle propelled solely by human power, having two tandem wheels, and including any device generally recognized as a bicycle though equipped with two front or two rear wheels. The term does not include a scooter or similar device.

(5) BICYCLE LANE.—Any portion of a roadway or highway which is designated by pavement markings and signs for preferential or exclusive use by bicycles.

(6) BICYCLE PATH.—Any road, path, or way that is open to bicycle travel, which road, path, or way is physically separated from motorized vehicular traffic by an open space or by a barrier and is located either within the highway right-of-way or within an independent right-of-way.

(23) ELECTRIC BICYCLE.—A bicycle or tricycle equipped with fully operable pedals, a seat or saddle for the use of the rider, and an electric motor of less than 750 watts which meets the requirements of one of the following three classifications:

(a) "Class 1 electric bicycle" means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.

(b) "Class 2 electric bicycle" means an electric bicycle equipped with a motor that may be used exclusively to propel the electric bicycle and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.

(c) "Class 3 electric bicycle" means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 28 miles per hour.

(24) ELECTRIC PERSONAL ASSISTIVE MOBILITY DEVICE.—Any self-balancing, two-nontandem-wheeled device, designed to transport only one person, with an electric propulsion system with average power of 750 watts (1 horsepower), the maximum speed of which, on a paved level surface when powered solely by such a propulsion system while being ridden by an operator who weighs 170 pounds, is less than 20 miles per hour. Electric personal assistive mobility devices are not vehicles as defined in this section.

(29) GOLF CART.—A motor vehicle designed and manufactured for operation on a golf course for sporting or recreational purposes.

(41) MICROMOBILITY DEVICE.—A motorized transportation device designed for individual use which is typically 20 to 36 inches in width and 50 pounds or less in weight and which operates at a speed of typically less than 15 miles per hour but no more than 28 miles per hour. This term includes both a human-powered and a nonhuman-powered device such as a bicycle, electric bicycle, motorized scooter, or any other device that is owned by an individual or part of a shared fleet.

(48) MOTORIZED SCOOTER.—Any vehicle or micromobility device that is powered by a motor with or without a seat or saddle for the use of the rider, which is designed to travel on not more than three wheels, and which is not capable of propelling the vehicle at a speed greater than 20 miles per hour on level ground. The term does not include an electric bicycle.

(109) VEHICLE.—Every device in, upon, or by which any person or property is or may be transported or drawn upon a street or highway, except personal delivery devices, mobile carriers, and devices used exclusively upon stationar rails or tracks.

F.S. § 316.2065 BICYCLE REGULATIONS

(1) Every person propelling a vehicle by human power has all of the rights and all of the duties applicable to the driver of any other vehicle under this chapter, except as to special regulations in this chapter, and except as to provisions of this chapter which by their nature can have no application.

(2) A person operating a bicycle may not ride other than upon or astride a permanent and regular seat attached thereto unless the bicycle was designed by the manufacturer to be ridden without a seat.

(3)(a) A bicycle may not be used to carry more persons at one time than the number for which it is designed or equipped, except that an adult rider may carry a child securely attached to his or her person in a backpack or sling.

(b) Except as provided in paragraph (a), a bicycle rider must carry any passenger who is a child under 4 years of age, or who weighs 40 pounds or less, in a seat or carrier that is designed to carry a child of that age or size and that secures and protects the child from the moving parts of the bicycle.

(c) A bicycle rider may not allow a passenger to remain in a child seat or carrier on a bicycle when the rider is not in immediate control of the bicycle.

(d) A bicycle rider or passenger who is under 16 years of age must wear a bicycle helmet that is properly fitted and is fastened securely upon the passenger's head by a strap and that meets the federal safety standard for bicycle helmets, final rule, 16 C.F.R. part 1203. As used in this subsection, the term "passenger" includes a child who is riding in a trailer or semitrailer attached to a bicycle.

(e) Law enforcement officers and school crossing guards may issue a bicycle safety brochure and a verbal warning to a bicycle rider or passenger who violates this subsection. A bicycle rider or passenger who violates this subsection may be issued a citation by a law enforcement officer and assessed a fine for a pedestrian violation, as provided in s. **318.18**. The court shall dismiss the charge against a bicycle rider or passenger for a first violation of paragraph (d) upon proof of purchase of a bicycle helmet that complies with this subsection.

(4) No person riding upon any bicycle, coaster, roller skates, sled, or toy vehicle may attach the same or himself or herself to any vehicle upon a roadway. This subsection does not prohibit attaching a bicycle trailer or bicycle semitrailer to a bicycle if that trailer or semitrailer is commercially available and has been designed for such attachment.

(5)(a) A person operating a bicycle upon a roadway at less than the normal speed of traffic at the time and place and under the conditions then existing must ride in the bicycle lane or, if there is no bicycle lane on the roadway, as close as practicable to the right-hand curb or edge of the roadway except under any of the following situations:

1. When overtaking and passing another bicycle or vehicle proceeding in the same direction.
2. When preparing for a left turn at an intersection or into a private road or driveway.
3. When reasonably necessary to avoid any condition or potential conflict, including, but not limited to, a fixed or moving object, parked or moving vehicle, bicycle, pedestrian, animal, surface hazard, turn lane, or substandard-width lane, which makes it unsafe to continue along the right-hand curb or edge or within a bicycle lane. For the purposes of this subsection, a "substandard-width lane" is a lane that is too narrow for a bicycle and another vehicle to travel safely side by side within the lane.

(b) A person operating a bicycle upon a one-way highway with two or more marked traffic lanes may ride as near the left-hand curb or edge of such roadway as practicable.

(6)(a) Persons riding bicycles upon a roadway or in a bicycle lane may not ride more than two abreast except on a bicycle path. Persons riding two abreast may not impede traffic when traveling at less than the normal speed of traffic at the time and place and under the conditions then existing and must ride within a single lane. Where bicycle lanes exist, persons riding bicycles may ride two abreast if both are able to remain within the bicycle lane. If the bicycle lane is too narrow to allow two persons riding bicycles to ride two abreast, the persons must ride single-file and within the bicycle lane. On roads that contain a substandard-width lane as defined in subparagraph (5)(a)3., persons riding bicycles may temporarily ride two abreast only to avoid hazards in the roadway or to overtake another person riding a bicycle.

(b) When stopping at a stop sign, persons riding bicycles in groups, after coming to a full stop and obeying all traffic laws, may proceed through the stop sign in a group of 10 or fewer at a time. Motor vehicle operators must allow one such group to travel through the intersection before moving forward.

(7) Every bicycle in use between sunset and sunrise shall be equipped with a lamp on the front exhibiting a white light visible from a distance of at least 500 feet to the front and a lamp and reflector on the rear each exhibiting a red light visible from a distance of 600 feet to the rear. A bicycle or its rider may be equipped with lights or reflectors in addition to those required by this section. A law enforcement officer may issue a bicycle safety brochure and a verbal warning to a bicycle rider who violates this subsection or may issue a citation and assess a fine for a pedestrian violation as provided in s. **318.18**. The court shall dismiss the charge against a bicycle rider for a first violation of this subsection upon proof of purchase and installation of the proper lighting equipment.

(8) No parent of any minor child and no guardian of any minor ward may authorize or knowingly permit any such minor child or ward to violate any of the provisions of this section.

(9) A person propelling a vehicle by human power upon and along a sidewalk, or across a roadway upon and along a crosswalk, has all the rights and duties applicable to a pedestrian under the same circumstances.

(10) A person propelling a bicycle upon and along a sidewalk, or across a roadway upon and along a crosswalk, shall yield the right-of-way to any pedestrian and shall give an audible signal before overtaking and passing such pedestrian.

(11) No person upon roller skates, or riding in or by means of any coaster, toy vehicle, or similar device, may go upon any roadway except while crossing a street on a crosswalk; and, when so crossing, such person shall be granted all rights and shall be subject to all of the duties applicable to pedestrians.

(12) This section shall not apply upon any street while set aside as a play street authorized herein or as designated by state, county, or municipal authority.

(13) Every bicycle shall be equipped with a brake or brakes which will enable its rider to stop the bicycle within 25 feet from a speed of 10 miles per hour on dry, level, clean pavement.

(14) A person engaged in the business of selling bicycles at retail shall not sell any bicycle unless the bicycle has an identifying number permanently stamped or cast on its frame.

(15)(a) A person may not knowingly rent or lease any bicycle to be ridden by a child who is under the age of 16 years unless:

1. The child possesses a bicycle helmet; or
2. The lessor provides a bicycle helmet for the child to wear.

(b) A violation of this subsection is a nonmoving violation, punishable as provided in s. **318.18**.

(16) The court may waive, reduce, or suspend payment of any fine imposed under subsection (3) or subsection (15) and may impose any other conditions on the waiver, reduction, or suspension. If the court finds that a person does not have sufficient funds to pay the fine, the court may require the performance of a specified number of hours of community service or attendance at a safety seminar.

(17) Notwithstanding s. **318.21**, all proceeds collected pursuant to s. **318.18** for violations under paragraphs (3)(e) and (15)(b) shall be deposited into the State Transportation Trust Fund.

(18) The failure of a person to wear a bicycle helmet or the failure of a parent or guardian to prevent a child from riding a bicycle without a bicycle helmet may not be considered evidence of negligence or contributory negligence.

(19) Except as otherwise provided in this section, a person who violates this section commits a noncriminal traffic infraction, punishable as a pedestrian violation as provided in chapter 318. A law enforcement officer may issue traffic citations for a violation of subsection (3) or subsection (15) only if the violation occurs on a bicycle path or road, as defined in s. **334.03**. However, a law enforcement officer may not issue citations to persons on private property, except for any part thereof that is open to the use of the public for purposes of vehicular traffic.

F.S. § 316.1995 - DRIVING UPON SIDEWALK OR BICYCLE PATH

(1) Except as provided in s. **316.008**, s. **316.20655**, s. **316.212(8)**, or s. **316.2128**, a person may not drive any vehicle other than by human power upon a bicycle path, sidewalk, or sidewalk area, except upon a permanent or duly authorized temporary driveway.

(2) A violation of this section is a noncriminal traffic infraction, punishable as a moving violation as provided in chapter 318.

(3) This section does not apply to motorized wheelchairs.

F.S. § 316.20655 - ELECTRIC BICYCLE REGULATIONS

(1) Except as otherwise provided in this section, an electric bicycle or an operator of an electric bicycle shall be afforded all the rights and privileges, and be subject to all of the duties, of a bicycle or the operator of a bicycle, including s. **316.2065**. An electric bicycle is a vehicle to the same extent as a bicycle. However, this section may not be construed to prevent a local government, through the exercise of its powers under s. **316.008**, from adopting an ordinance governing the operation of electric bicycles on streets, highways, sidewalks, and sidewalk areas under or within the local government's jurisdiction; to prevent a municipality, county, or agency of the state having jurisdiction over a bicycle path, multiuse path, or trail network from restricting or prohibiting the operation of an electric bicycle on a bicycle path, multiuse path, or trail network; or to prevent a municipality, county, or agency of the state having jurisdiction over a beach as defined in s. **161.54(3)** or a dune as defined in s. **161.54(4)** from restricting or prohibiting the operation of an electric bicycle on such beach or dune.

(2) An electric bicycle or an operator of an electric bicycle is not subject to the provisions of law relating to financial responsibility, driver or motor vehicle licenses, vehicle registration, title certificates, off-highway motorcycles, or off-highway vehicles.

(3) Beginning January 1, 2021, manufacturers and distributors of electric bicycles shall apply a label that is permanently affixed in a prominent location to each electric bicycle. The label must contain the classification number, top assisted speed, and motor wattage of the electric bicycle.

(4) A person may not tamper with or modify an electric bicycle so as to change the motor-powered speed capability or engagement of an electric bicycle, unless the label indicating the classification number required in subsection (3) is replaced after such modification.

(5) An electric bicycle must comply with the equipment and manufacturing requirements for bicycles adopted by the United States Consumer Product Safety Commission under 16 C.F.R. part 1512.

(6) An electric bicycle must operate in a manner so that the electric motor is disengaged or ceases to function when the rider stops pedaling or when the brakes are applied.

(7) An operator may ride an electric bicycle where bicycles are allowed, including, but not limited to, streets, highways, roadways, shoulders, bicycle lanes, and bicycle or multiuse paths.

(8) A local government may adopt an ordinance providing one or more minimum age requirements to operate an electric bicycle and may adopt an ordinance requiring an operator of an electric bicycle to possess a government-issued photographic identification while operating the electric bicycle.

(9) A local government may provide training on the safe operation of electric bicycles and compliance with the traffic laws of this state that apply to electric bicycles.

SELECTIONS FROM F.S. § 316.008 - POWERS OF LOCAL AUTHORITIES

(1) The provisions of this chapter shall not be deemed to prevent local authorities, with respect to streets and highways under their jurisdiction and within the reasonable exercise of the police power, from:

(h) Regulating the operation of bicycles.

(7)(a) A county or municipality may enact an ordinance to permit, control, or regulate the operation of vehicles, golf carts, mopeds, motorized scooters, electric bicycles, and electric personal assistive mobility devices on sidewalks or sidewalk areas when such use is permissible under federal law. The ordinance must restrict such vehicles or devices to a maximum speed of 15 miles per hour in such areas.

F.S. § 316.2126 - AUTHORIZED USE OF GOLF CARTS, LOW-SPEED VEHICLES, AND UTILITY VEHICLES

(1) In addition to the powers granted by ss. **316.212** and **316.2125**, municipalities are authorized to use golf carts and utility vehicles, as defined in s. **320.01**, upon any state, county, or municipal roads located within the corporate limits of such municipalities, subject to the following conditions:

(a) Golf carts and utility vehicles must comply with the operational and safety requirements in ss. **316.212** and **316.2125**, and with any more restrictive ordinances enacted by the local governmental entity pursuant to s. **316.212**(8), and shall be operated only by municipal employees for municipal purposes, including, but not limited to, police patrol, traffic enforcement, and inspection of public facilities.

(b) In addition to the safety equipment required in s. **316.212**(6) and any more restrictive safety equipment required by the local governmental entity pursuant to s. **316.212**(8), such golf carts and utility vehicles must be equipped with sufficient lighting and turn signal equipment.

(c) Golf carts and utility vehicles may be operated only on state roads that have a posted speed limit of 30 miles per hour or less.

(d) Golf carts and utility vehicles may cross a portion of the State Highway System which has a posted speed limit of 45 miles per hour or less only at an intersection with an official traffic control device.

(e) Golf carts and utility vehicles may operate on sidewalks adjacent to state highways only if such golf carts and utility vehicles yield to pedestrians and if the sidewalks are at least 5 feet wide.

(2) State employees, state park volunteers, and state park visitors are authorized to use golf carts and utility vehicles, as defined in s. **320.01**, upon any public roads within the boundaries of state parks managed by the Division of Recreation and Parks of the Department of Environmental Protection, subject to the following conditions:

(a) Golf carts and utility vehicles must comply with the operational and safety requirements in s. **316.212**.

(b) Golf carts and utility vehicles shall be operated only by state employees and state park volunteers for state purposes and by state park visitors for uses authorized by the Division of Recreation and Parks of the Department of Environmental Protection.

(3)(a) As used in this subsection, the term:

1. "Golf cart" means a motor vehicle as defined in s. **320.01**(22), including vehicles modified to have a cargo platform or bin to transport parcels or a hitch to tow a trailer.
2. "Residential area" means areas zoned primarily or exclusively for single-family or multifamily residential use.
3. "Seasonal delivery personnel" means employees of a licensed commercial delivery service that has at least 10,000 persons employed in this state.

(b) Seasonal delivery personnel may use the following vehicles solely for the purpose of delivering express envelopes and packages having a maximum size of 130 inches for the combined length and girth and weighing not more than 150 pounds from midnight October 15 until midnight January 31 of each year:

1. Low-speed vehicles and utility vehicles as defined in s. **320.01** upon any public road within a residential area that has a posted speed limit of 35 miles per hour or less.
2. Golf carts upon a public road within a residential area that has a posted speed limit of 30 miles per hour or less.
3. Golf carts upon a public road within a residential area that has a posted speed limit of 30 to 35 miles per hour, unless a municipality having jurisdiction over the public road has enacted an ordinance restricting personnel from driving on such roads.

Seasonal delivery personnel may pull a trailer from any of these vehicles.

(c) All vehicles specified in this subsection must be:

1. Marked in a conspicuous manner with the name of the delivery service.
2. Equipped with, at a minimum, the equipment required under s. **316.212**(6).
3. Equipped with head lamps and tail lamps, in addition to the safety requirements in s. **316.212**(6), if operated after sunset.

(4) Anyone operating a golf cart, low-speed vehicle, or utility vehicle pursuant to this section must possess a valid driver license as required by s. **322.03**.

(5) This section does not apply to the use of low-speed autonomous delivery vehicles.

F.S. § 316.2128 - MICROMOBILITY DEVICES, MOTORIZED SCOOTERS, AND MINIATURE MOTORCYCLES; REQUIREMENTS

(1) The operator of a motorized scooter or micromobility device has all of the rights and duties applicable to the rider of a bicycle under s. **316.2065**, except the duties imposed by s. **316.2065**(2), (3)(b), and (3)(c), which by their nature do not apply. However, this section may not be construed to prevent a local government, through the exercise of its powers under s. **316.008**, from adopting an ordinance governing the operation of micromobility devices and motorized scooters on streets, highways, sidewalks, and sidewalk areas under the local government's jurisdiction.

(2) A motorized scooter or micromobility device is not required to satisfy the registration and insurance requirements of s. **320.02** or the licensing requirements of s. **316.605**.

(3) A person is not required to have a driver license to operate a motorized scooter or micromobility device.

(4) A person who offers motorized scooters or micromobility devices for hire is responsible for securing all such devices located in any area of the state where an active tropical storm or hurricane warning has been issued by the National Weather Service.

(5) A person who engages in the business of, serves in the capacity of, or acts as a commercial seller of miniature motorcycles in this state must prominently display at his or her place of business a notice that such vehicles are not legal to operate on public roads, may not be registered as motor vehicles, and may not be operated on sidewalks unless authorized by an ordinance enacted pursuant to s. **316.008**(7)(a) or s. **316.212**(8). The required notice must also appear in all forms of advertising offering miniature motorcycles for sale. The notice and a copy of this section must also be provided to a consumer prior to the consumer's purchasing or becoming obligated to purchase a miniature motorcycle.

(6) Any person selling or offering a miniature motorcycle for sale in violation of this section commits an unfair and deceptive trade practice as defined in part II of chapter 501.

(7) A local government may adopt an ordinance providing one or more minimum age requirements to operate a motorized scooter or micromobility device and may adopt an ordinance requiring a person who operates a motorized scooter or micromobility device to possess a government-issued photographic identification while operating the motorized scooter or micromobility device.

(8) A local government may provide training on the safe operation of motorized scooters and micromobility devices and compliance with the traffic laws of this state that apply to motorized scooters and micromobility devices.

F.S. § 316.2068 - ELECTRIC PERSONAL ASSISTIVE MOBILITY DEVICES; REGULATIONS

(1) An electric personal assistive mobility device, as defined in s. **316.003**, may be operated:

(a) On a road or street where the posted speed limit is 25 miles per hour or less.

(b) On a marked bicycle path.

(c) On any street or road where bicycles are permitted.

(d) At an intersection, to cross a road or street even if the road or street has a posted speed limit of more than 25 miles per hour.

(e) On a sidewalk, if the person operating the device yields the right-of-way to pedestrians and gives an audible signal before overtaking and passing a pedestrian.

(2) A valid driver license is not a prerequisite to operating an electric personal assistive mobility device.

(3) Electric personal assistive mobility devices need not be registered and insured in accordance with s. **320.02**.

(4) A person who is under the age of 16 years may not operate, ride, or otherwise be propelled on an electric personal assistive mobility device unless the person wears a bicycle helmet that is properly fitted, that is fastened securely upon his or her head by a strap, and that meets the standards of the American National Standards Institute (ANSI Z Bicycle Helmet Standards), the standards of the Snell Memorial Foundation (1984 Standard for Protective Headgear for Use in Bicycling), or any other nationally recognized standards for bicycle helmets which are adopted by the department.

(5) A county or municipality may regulate the operation of electric personal assistive mobility devices on any road, street, sidewalk, or bicycle path under its jurisdiction if the governing body of the county or municipality determines that regulation is necessary in the interest of safety.

(6) The Department of Transportation may prohibit the operation of electric personal assistive mobility devices on any road under its jurisdiction if it determines that such a prohibition is necessary in the interest of safety.



APPENDIX C

EXAMPLE LOCAL ELECTRIC BICYCLE AND MICROMOBILITY ORDINANCES

This appendix presents three examples of local ordinances adopted or considered by Florida municipalities to regulate electric bicycles and other micromobility devices. The ordinances included here reflect several recurring policy objectives observed across Florida jurisdictions. These were selected to show a variety of approaches to where electric bicycles and micromobility devices may operate, speed and age limitations, and traffic rules for operators.

The first example is a proposed ordinance developed collaboratively by all municipalities within Okaloosa County. The coordinated approach was intended to create uniform rules across jurisdictional boundaries, reduce public confusion, and support consistent education and enforcement. Key themes reflected in this ordinance include minimum age requirements, limits on sidewalk operation, and an emphasis on enforceable standards.

The second example is Miami-Dade County's micromobility ordinance, which illustrates a different regulatory approach. Miami-Dade explicitly ties local definitions to those contained in state statute, establishes clear operational limits and speed restrictions, and relies on interlocal agreements to coordinate enforcement responsibilities between the County and municipalities.

The final example is Collier County's ordinance, included to demonstrate how a local government has regulated electric bicycles under Florida's three-class e-bike framework. This ordinance focuses on operator behavior, imposes specific restrictions on Class 3 electric bicycles, and establishes maximum sidewalk speeds.

These examples are not exhaustive, nor are they presented as model ordinances. Rather, they are included to provide practical reference points for how Florida local governments have structured micromobility regulations in response to local conditions, statutory constraints, and evolving safety considerations.

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OKALOOSA COUNTY MUNICIPALITIES PROPOSED ORDINANCE

Definitions

The following definitions shall apply throughout this chapter:

BICYCLE: Every vehicle propelled solely by human power, having two tandem wheels, and including any device generally recognized as a bicycle though equipped with two front or two rear wheels. The term does not include a scooter or similar device. (F.S. § 316.003 (4))

BICYCLE LANE: Shall mean a portion of a roadway designated for the preferential or exclusive use of bicycles and designated by a bicycle symbol pavement marking and signage in accordance with Florida Department of Transportation and standards and the Manual of Uniform Traffic Control Devices. (F.S. § 316.003 (5))

BICYCLE PATH: Shall mean any road, path, or way that is open to bicycle travel, which road, path, or way is physically separated from motorized vehicular traffic by an open space or by a barrier and is located either within a public or publicly accessible right-of-way or within an independent right of-way. (F.S. § 316.003(6))

ELECTRIC BICYCLE OR E-BIKE: Means a bicycle or tricycle equipped with fully operable pedals, a seat or saddle for the use of the rider, and an electric motor. This term includes devices defined as electric bicycles pursuant to section 316.003(23), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR s. 35.104, as may be amended.

MICROMOBILITY DEVICE: Means motorized scooters and electric bicycles as defined herein and shall include any motorized transportation device which is incapable of traveling at speeds greater than twenty (20) miles per hour on level ground. This term shall also include those devices defined in section 316.003(41), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR § 35.104, as may be amended.

MOTORIZED SCOOTER OR E-SCOOTERS: Means any vehicle or micromobility device, other than an electric bicycle, that is powered by a motor with or without a seat or saddle for the use of the rider, which is designed to travel on not more than three wheels, and which is not capable of propelling the vehicle at a speed greater than twenty (20) miles per hour on level ground. This term includes those devices defined as motorized scooters pursuant to section 316.003(48), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR s. 35.104, as may be amended.

OPERATOR: Any person riding, driving, or otherwise in actual physical control of a micromobility device.

PEDESTRIAN: Any person afoot. (F.S. § 316.003(57))

RIGHT-OF-WAY: Means land devoted to or required for use as a roadway, sidewalk, or other associated feature, and includes, without limitation, (i) all existing or dedicated road rights-of-way and (ii) all proposed dedications of road rights-of-way set forth on official grading and drainage plans approved pursuant to tentative plats.

SIDEWALK: Means that portion of a right-of-way between the curbline, or the lateral line, of a roadway and the adjacent property lines, intended for use by pedestrians. (F.S. § 316.003(82))

Operations

(a) Operators of micromobility devices shall comply with all applicable State, County, and City laws, rules, and regulations as may be applicable to such devices.

(b) Operators of an E-Bike, E-Scooter, or other micromobility device must wear a bicycle helmet that is properly fitted and is fastened securely upon the operator's head by a strap and that meets the federal safety standards for bicycle helmets, final rule, 16 C.F.R. part 1203.

(c) It shall be unlawful for any person to operate any E-Bike, E-Scooter, or other micromobility device in a careless manner. Careless operations of an E-Bike, E-Scooter, or other micromobility device shall include, but is not limited to:

(i) Operation of an E-Bike, E-Scooter, or other micromobility device with more than one person on the micromobility device, unless such micromobility device is specifically designed to carry more than one person; or

(ii) Operation of an E-Bike, E-Scooter, or other micromobility device while simultaneously using a cellphone, wearing earbuds or similar devices not used to aid in hearing; or

(iii) Operation of an E-Bike, E-Scooter, or other micromobility device at a speed greater than is reasonable and prudent under the conditions, having regard to the actual and potential hazards then existing including, but not limited to; or

(i) the safety of the operator or any other person or property; or

(ii) Failing to yield to pedestrians; or

(iii) Weaving in and out of pedestrian or vehicular traffic; or

(iv) Any occurrence where inadvertence to the safe and normal operational procedures of the E-Bike, E-Scooter, or other micromobility device causes or is likely to cause damage to any person or property;

(d) An operator of an E-Bike, E-Scooter, or other micromobility device shall yield the right-of way to pedestrians and shall deliver an audible signal before overtaking and passing a pedestrian.

(e) An operator of an E-Bike, E-Scooter, or other micromobility device shall take such precautions as may be necessary to avoid an accident or collision with a person or property.

(f) E-Bikes, E-Scooters, and other micromobility devices are permitted to operate on public sidewalks, walkways, paths, or trails. The maximum speed of a micromobility device on a public sidewalk, walkway, path, or trail shall not exceed a speed that is reasonably prudent for the current conditions or environment.
(g) Micromobility devices may be operated within designated bike lanes of a roadway, if available; or if no bike lane is available, on the roadway, as close as practicable to the right-hand curb or edge of the roadway except under any of the following situations:

1. When overtaking and passing another bicycle or vehicle proceeding in the same direction.
2. When preparing for a left turn at an intersection or into a private road or driveway.
3. When reasonably necessary to avoid any condition or potential conflict, including, but not limited to, a fixed or moving object, parked or moving vehicle, bicycle, pedestrian, animal, surface hazard, turn lane, or substandard-width lane, which makes it unsafe to continue along the right-hand curb or edge or within a bicycle lane.

(h) When operating an E-bike, E-scooters, or other micromobility device on a roadway or on a sidewalk, when sidewalks are on both sides of the road, operators shall travel in the same direction as the flow of vehicular traffic. E-bikes, E-Scooters, or other micromobility devices operated on roadways shall not be operated against the flow of vehicular traffic.

(i) An operator of an E-bike, E-Scooter, or other micromobility device must adhere to the same right-of-way laws and regulations as bicycles.

(j) At a signalized intersection, an operator of an E-bike, E-scooter, or other micromobility device on a sidewalk, walkway, path, or trail must obey the instructions of any applicable pedestrian control signal. If no pedestrian signal is provided, the operator may proceed in accordance with the signal indications for the parallel roadway traffic flow.

(k) All E-Bike, E-Scooter, or other micromobility devices shall comply with the lighting standards set forth in Section 316.2065(7), Florida Statutes as may be amended, which requires a reflective front white light visible from a distance of at least 500 feet, and a reflective rear red light visible from a distance of at least 600 feet.

(l) E-Bike motors shall not be modified to allow for higher speed than the E-Bike is designed to attain. (F.S. § 316.20655(4))

Parking

(a) E-Bike, E-Scooter, or other micromobility devices shall be equipped with a kickstand and always parked upright.

(b) A person shall not park an E-Bike, E-Scooter, or other micromobility device:

(i) in a manner that obstructs any ingress or egress from any building or parking area, or in a manner that prevents any sidewalk, walkway, path, or trail from maintaining at least three (3) feet of walkway clearance; or

(ii) in a manner that obstructs or interferes with pedestrian or vehicular traffic; or on an accessibility ramp for persons with disabilities, or any part thereof, or in any manner that would restrict the movement for persons with disabilities; or

(iii) within a motor vehicle parking space not designated for micromobility device use; or

(iv) within fifteen (15) feet of any fire hydrant or in a manner that blocks any other emergency facility; or
(v) on any public property, except in areas designated for micromobility device parking; or (vi) on any private property without the permission of the property owner.

(c) A person may not attach, secure, store, or park an E-Bike, E-Scooter, or other micromobility device to or upon public property in a manner that may cause injury or damage to any person or thing or in a manner that renders the public property unusable or impassable. E-Bikes, E-Scooters, or other micromobility devices may only be secured to facilities designed to secure and store these devices.

(d) Except as expressly allowed by the City Manager or his or her designee, any E-Bike, E-Scooter, or other micromobility device left unattended on public property, including in parks or rights-of way, for one (1) week or more shall be deemed abandoned and subject to the provisions of Chapter 705, Florida Statutes.

Penalties

A violation of any Section of this Chapter shall be deemed a non-criminal infraction, subject to a maximum civil penalty of $500.00.

(1) Upon a first offense, the violator shall be issued a written warning advising of the violation; provided, however, no civil penalty shall be assessed for a first offense.

(2) Upon a second offense, a civil penalty of $150.00

(3) Upon a third offense, a civil penalty of $350.00

(4) Upon a fourth or subsequent offense, a civil penalty of $500.00

MIAMI-DADE COUNTY SEC. 2-98.3. - REGULATION OF MICROMOBILITY DEVICES, ELECTRIC BICYCLES, AND MOTORIZED SCOOTERS.

(1) Legislative Intent. It is the intent of this section to, under certain circumstances, authorize municipal regulation of the operation of micromobility devices, electric bicycles, and motorized scooters upon County maintained roads and sidewalks in certain incorporated areas of the County. Adoption of this section shall not be relied upon as a determination that the operation of micromobility devices, electric bicycles, and motorized scooters on roads or public sidewalks is safe or advisable. All persons operating micromobility devices, electric bicycles, and motorized scooters do so at their own risk, and must be observant of, and attentive to, the safety of themselves and other motorists, bicyclists and pedestrians.

(2) Applicability.

(a) This section shall be applicable to Crandon Boulevard between the northern limits of the Village of Key Biscayne to the northern entrance of Bill Baggs Cape Florida State Park, upon the municipality through which such road traverses entering into an interlocal agreement as provided in this section.

(b) This section shall not be construed to regulate "wheelchairs" or "other power-driven mobility devices" as defined under the Americans with Disabilities Act (ADA), 28 CFR § 35.104, as may be amended.

(3) **Definitions.** As used in this section:

(a) **"COUNTY-OWNED"** means
(i) property in which the County has a property interest, such as fee simple ownership or an easement, and
(ii) property that the County maintains regardless of o wnership, such as rights-of-way that are in incorporated areas but are maintained by the County.

(b) **"DIRECTOR"** shall be as defined in **Section 2-99**.

(c) **"ELECTRIC BICYCLE"** or **"E-BIKE"** means a bicycle or tricycle equipped with fully operable pedals, a seat or saddle for the use of the rider, and an electric motor of less than 750 watts. This term includes devices defined as electric bicycles pursuant to section 316.003(23), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR s. 35.104, as may be amended.

(d) **"MOTORIZED SCOOTER"** or **"SCOOTERS"** means any vehicle or micromobility device, other than an electric bicycle, that is powered by a motor with or without a seat or saddle for the use of the rider, which is designed to travel on not more than three wheels, and which is not capable of propelling the vehicle at a speed greater than 20 miles per hour on level ground. This term includes those devices defined as motorized scooters pursuant to section 316.003(48), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR s. 35.104, as may be amended.

(e) **"MICROMOBILITY DEVICE"** means motorized scooters and electric bicycles as defined herein, and shall include any motorized transportation device which is incapable of traveling at speeds greater than 20 miles per hour on level ground. This term shall also include those devices defined in section 316.003(41), Florida Statutes, as may be amended. However, this term does not include "wheelchairs" or "other power-driven mobility devices" as defined under the ADA, 28 CFR § 35.104, as may be amended.

(f) **"RIDER"** or **"OPERATOR"** means a person riding, driving, or otherwise operating a micromobility device

(g) **"RIGHT-OF-WAY"** means land devoted to or required for use as a roadway, sidewalk, or other associated feature, and includes, without limitation, (i) all existing or dedicated road rights-of-way and (ii) all proposed dedications of road rights-of-way set forth on official grading and drainage plans approved pursuant to tentative plats.

(h) **"SIDEWALK"** means that portion of a right-of-way between the curbline, or the lateral line, of a roadway and the adjacent property lines, intended for use by pedestrians.

(4) Operation and parking.

(a) Riders of micromobility devices shall comply with all applicable state and County traffic laws, rules, and regulations as may be applicable to such devices.

(b) Ridership of more than one person on any micromobility device is prohibited, unless such micromobility device is specifically designed to carry more than one person. This restriction shall not be construed to prohibit an adult rider from carrying a child securely attached to his or her person in a backpack or sling.

(c) The maximum speed of a micromobility device on a County-owned right-of-way shall be limited to 20 miles per hour.

(d) The operation of micromobility devices upon a public sidewalk or walkway is prohibited except for the purpose of parking the device in a location designated for the parking of such devices by the County or applicable municipality.

(e) Micromobility devices shall only be operated within bike lanes, if available, or upon streets with a posted speed limit of 30 mph or less.

(f) Micromobility devices shall not be parked:

(i) upon any County-owned roadway or sidewalk, except in a location designated for such parking;

(ii) in a manner that obstructs the ingress or egress from any park or parking location; or

(iii) in a manner that prevents any sidewalk or walkway from maintaining at least 3 feet of walkway clearance.

(g) Riders of micromobility devices may be ticketed for traffic violations, as applicable, in the same manner as motor vehicles.

(5) Enforcement by municipalities. A municipality may, upon approval by the Board of County Commissioners of an interlocal agreement between the County and such municipality, enforce the provisions of this section as it relates to roads within the boundaries of said municipality. The agenda item approving such interlocal agreement shall be sponsored by a district commissioner in whose district any portion of such municipality lies.

(6) Enforcement.

(a) Any person violating a provision of this chapter shall be subject to the penalties and remedies provided in **Section 1-5** and **Chapter 8CC** and any other penalties or remedies provided by law.

(b) Each violation, and each day, or portion thereof, that a violation of this section exists shall constitute a separate offense.

(c) Pursuant to **Section 8CC-3** and subject to entering into an interlocal agreement as provided in this section, a municipality may designate code inspectors to issue civil violation notices for violations of this article.

(d) A municipality entering into an interlocal agreement as provided in this section may in the alternative provide for enforcement in accordance with its own procedures.

(7) Municipal regulations.

(a) A municipality may adopt additional rules restricting micromobility devices on County-owned roads within the boundaries of such municipality, subject to the following:

(i) Any such additional restrictions shall be included in the interlocal agreement with the County authorizing the municipality's enforcement of the provisions of this section. (ii) Such additional restrictions shall not be enforceable until adopted by municipal ordinance in accordance with section 316.008, Florida Statutes, as may be amended.

(iii) The municipality shall be responsible for providing a method of enforcement for any such additional restrictions.

(b) A municipality entering into an interlocal agreement with the County for the enforcement of this section shall:

(i) prior to its enforcement of this section, be required to carry out a public information and awareness campaign of no fewer than 60 days to educate its residents and visitors about the provisions of this section; and

(ii) be responsible for posting appropriate signage providing notice to riders of the applicable regulations.

(Ord. No. 24-45, § 2, 5-7-24)

COLLIER COUNTY (ORDINANCE NO. 2025-22)

Definitions (Selected)

"ELECTRIC BICYCLE" means a bicycle or tricycle equipped with fully operable pedals, a seat or saddle for the use of the rider, and an electric motor of less than 750 watts which meets the requirements of one of the following three classifications:

A. CLASS 1 electric bicycle means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.

B. CLASS 2 electric bicycle means an electric bicycle equipped with a motor that may be used exclusively to propel the electric bicycle and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.

C. CLASS 3 electric bicycle means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 28 miles per hour.

"MOTORIZED SCOOTER" means any vehicle or micromobility device that is powered by a motor with or without a seat or saddle for the use of the rider, which is designed to travel on not more than three wheels, and which is not capable of propelling the vehicle at a speed greater than 20 miles per hour on level ground. The term does not include an electric bicycle.

"PEDESTRIAN" means any person afoot.

Jurisdiction

The provisions of this section apply to all streets, highways, and sidewalks owned and maintained by the County within the unincorporated area of Collier County over which the County has traffic control jurisdiction. This ordinance does not apply to motorized wheelchairs having three or more wheels.

Operation of Bicycles on Public Sidewalks, Crosswalks, and in Intersections

1. Authorization: Bicycle riding is allowed upon public sidewalks within the unincorporated area of Collier County over which the County has traffic control jurisdiction.
2. Power-assisted bicycle restrictions
   a. Any person over the age of 16 operating a Class 3 electric bicycle must operate that electric bicycle in the bicycle lane when available. Use of sidewalks in such cases is prohibited.
   b. An adult operating an electric bicycle may lawfully operate on a sidewalk while accompanying children under the age of 16 who are riding on a sidewalk, so as not to separate the children from the adult's supervision.
   c. Any person under the age of 16 is prohibited from riding a Class 3 electric bicycle.
   d. Any person operating an electric bicycle must stop for a school bus displaying a stop signal, consistent with the requirements set forth in the ordinance.
   e. At open intersections, a person operating a bicycle or electric bicycle against the direction of traffic must come to a complete stop and yield the right-of-way if a vehicle is already in the intersection.

f. At signalized intersections, a bicyclist approaching on a sidewalk must obey pedestrian control signals, or if none are provided, the signal indications for parallel roadway traffic.

g. On shared pathways not adjacent to roadways, including parks and recreational areas, bicycles and electric bicycles must yield to pedestrians and provide an audible warning before passing.

h. The operation of an electric bicycle producing more than 750 watts of power is prohibited on sidewalks, bicycle paths, and shared roadways or pathways in Collier County.

i. The operation of all devices allowed under this ordinance on any sidewalk shall not exceed 15 miles per hour.



BayCountyTPO
PedBikeTrail
2025 MASTER PLAN











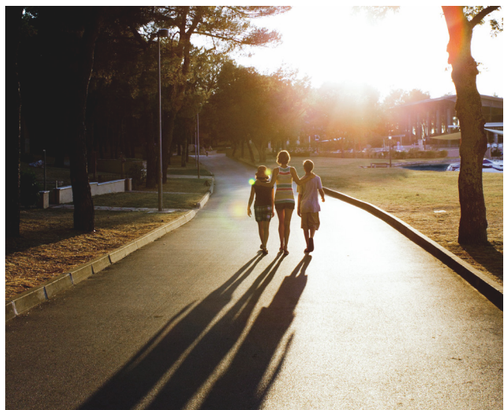

Bay County TPO Ped Bike Trail

2025 MASTER PLAN