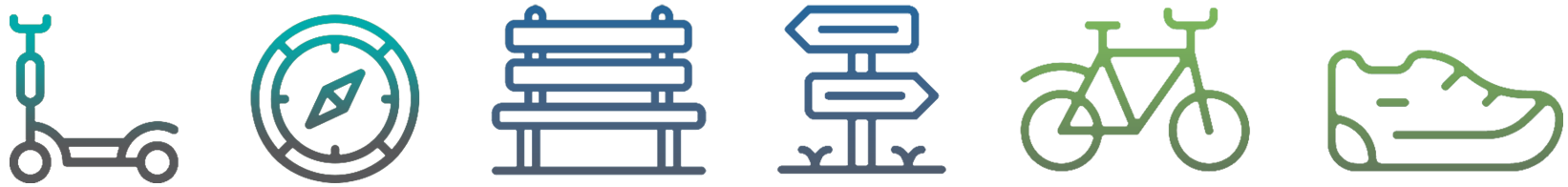
Bay County TPO Ped Bike Trail



2025 MASTER PLAN

Local Working Group Meeting
January 22nd, 2026

AGENDA

- Welcome & Introductions
- Project Schedule & Next Steps
- Draft Final Plan
- Open Discussion & Questions



PROJECT SCHEDULE & NEXT STEPS

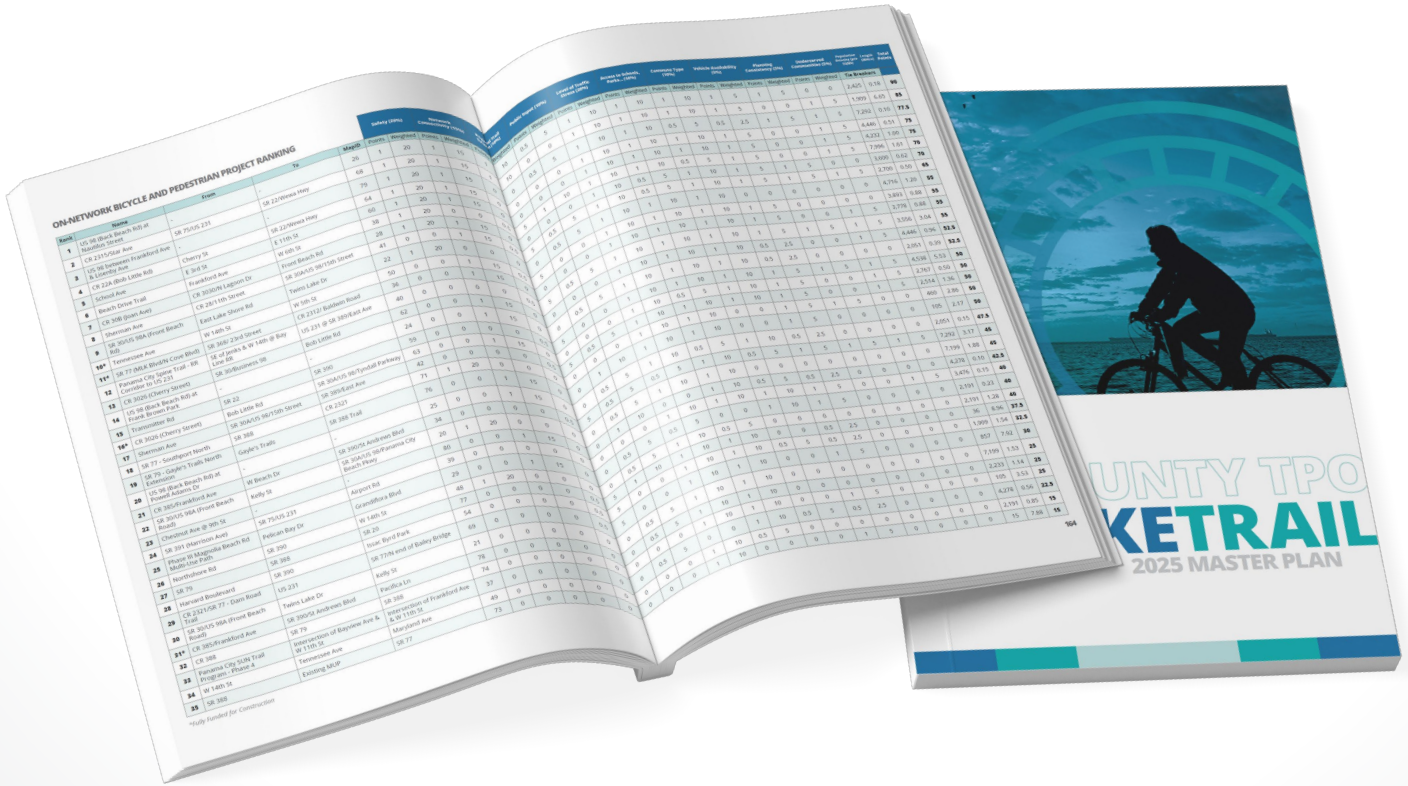


Post for public comment: January 26th, 2026

Bay County TPO Meeting: February 25th, 2026

We are here!

DRAFT
FINAL PLAN





EXECUTIVE SUMMARY

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.



EXECUTIVE SUMMARY

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



CHAPTER 1
INTRODUCTION & PURPOSE

VISION STATEMENT

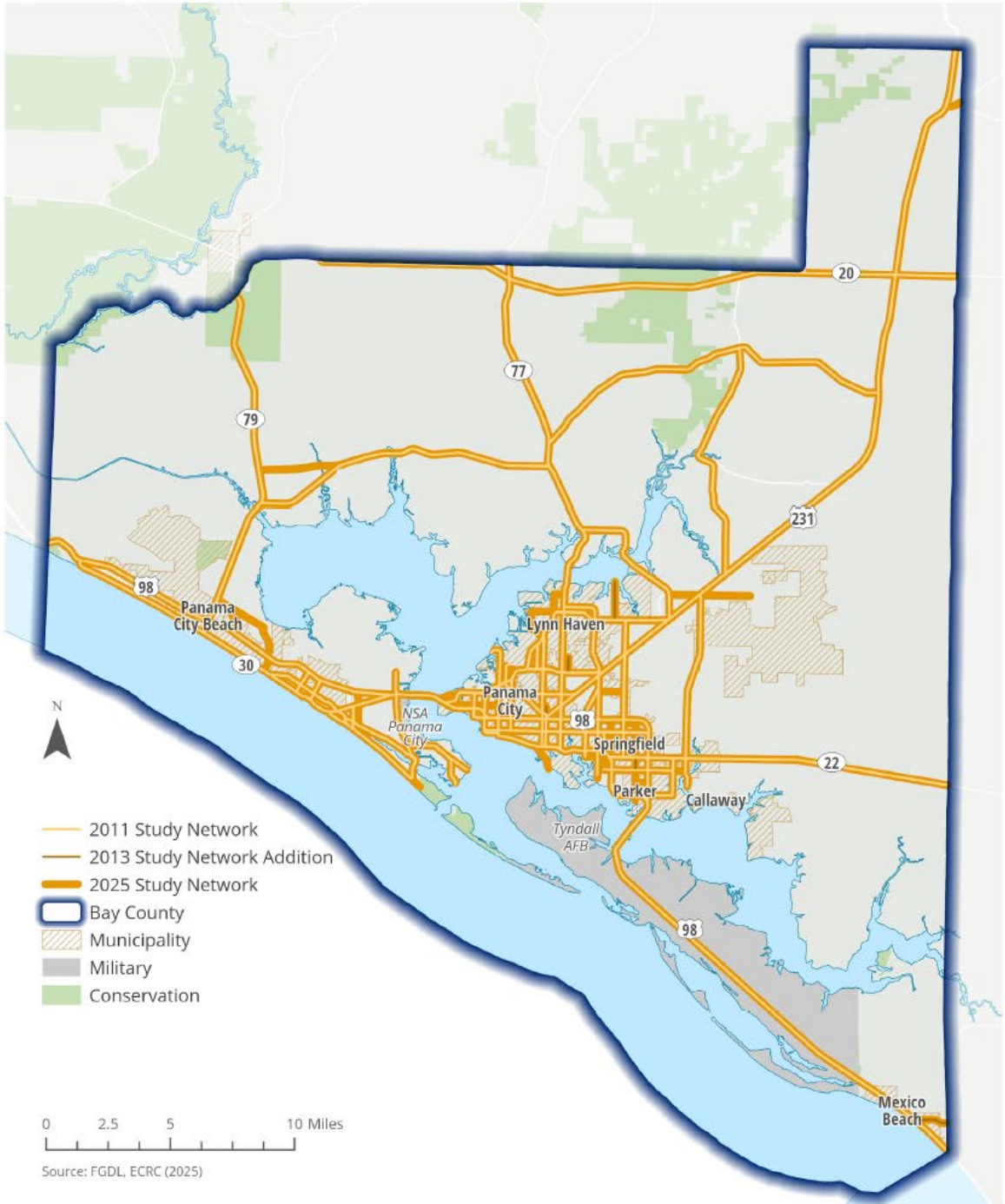
The Bay TPO Pedestrian, Bicycle, and Trail Master Plan will **improve the quality of life** for all communities within the TPO planning area by providing education, engineering, enforcement, and encouragement of multi-modal transportation choices.

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.

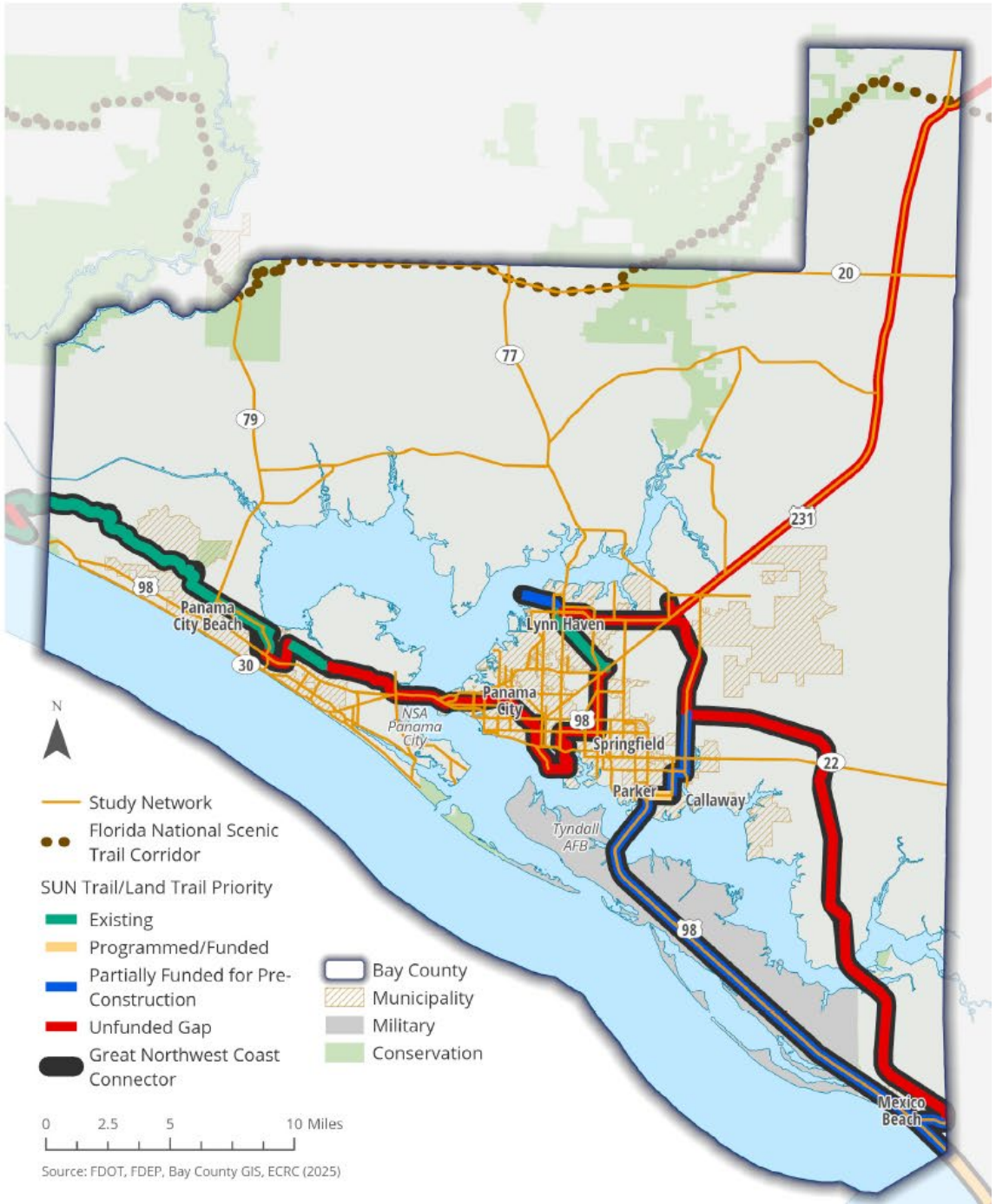
Together, these goals provide measurable direction for infrastructure investment, policy development, and programmatic actions throughout the Bay County TPO area.

MAP 1.2 - STUDY NETWORK



Source: FGDL, ECRC (2025)

MAP 1.3 - REGIONAL TRAILS



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



CHAPTER 2

VISION, GOALS, & OBJECTIVES

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

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

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

GOAL 4
To maintain a current Bicycle and Pedestrian Plan.

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



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.

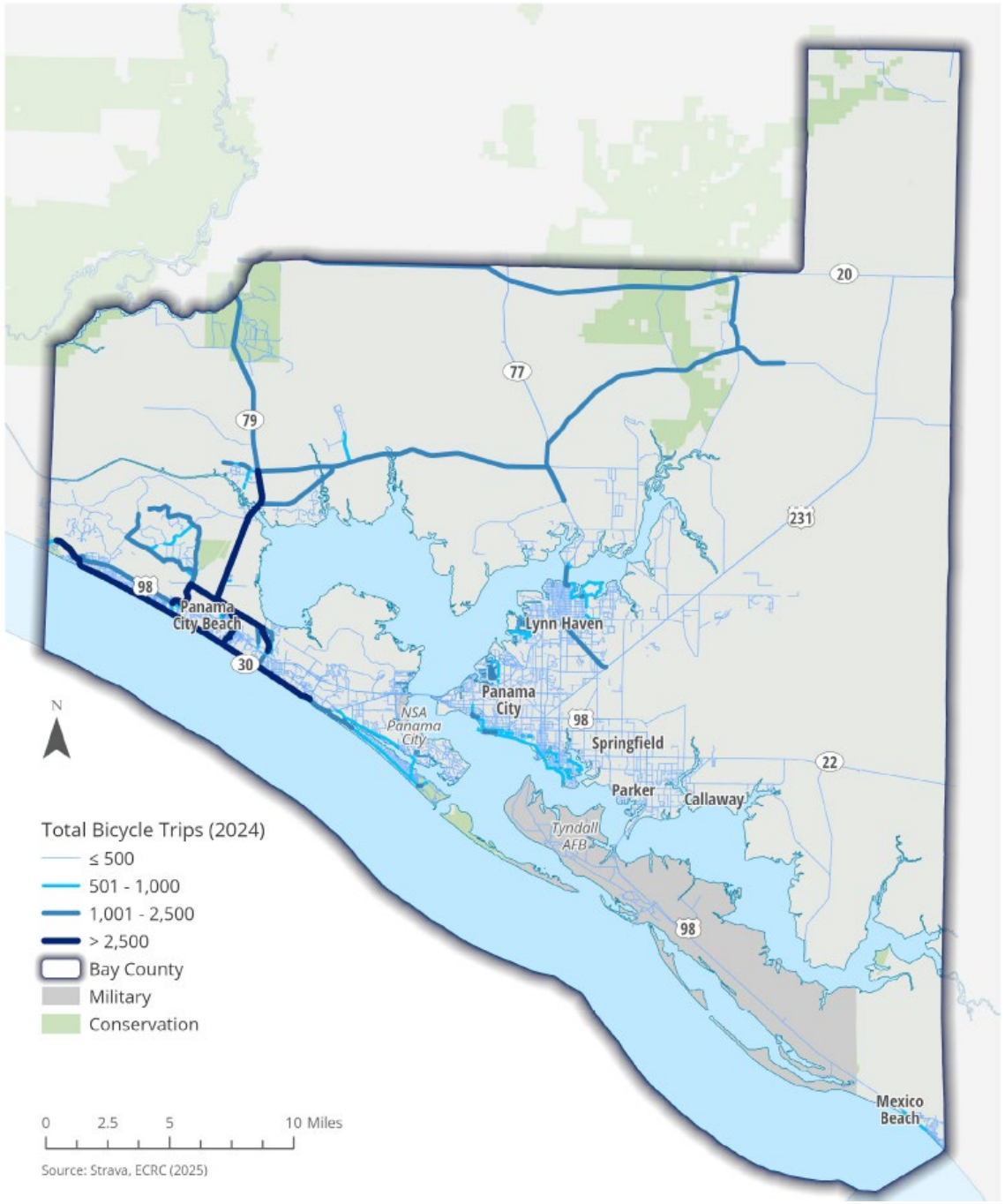
- Bicycle & Pedestrian Activity Trends
- Study Network Gap Identification
- Demographics & Growth Trends
- Performance Measures
- Safety & Crash Analysis
- High-Injury Network Priority Locations

STRAVA 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**.

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.

MAP 3.1 - STRAVA BICYCLE ACTIVITY

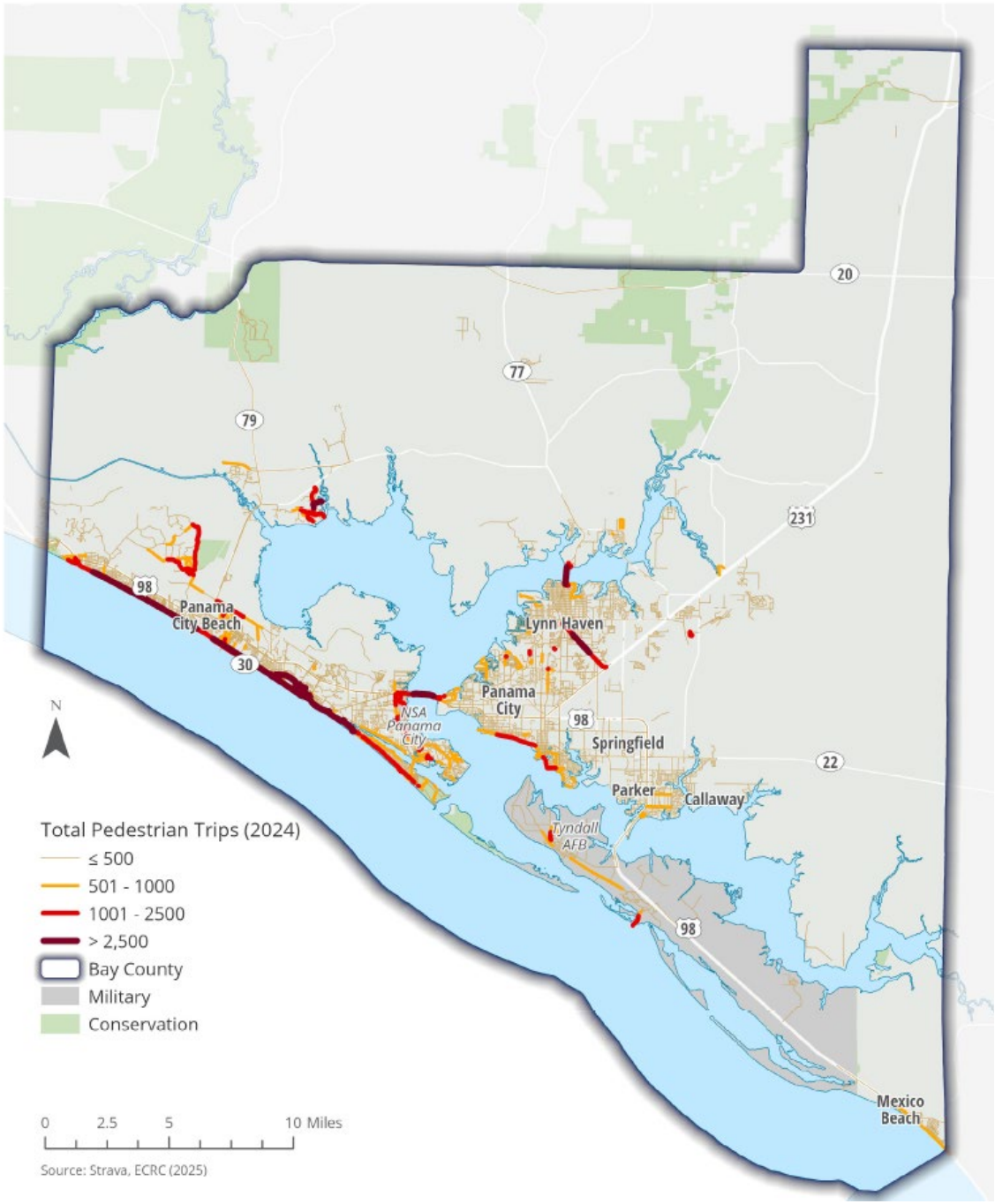


STRAVA PEDESTRIAN ACTIVITY:

- **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**.

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.

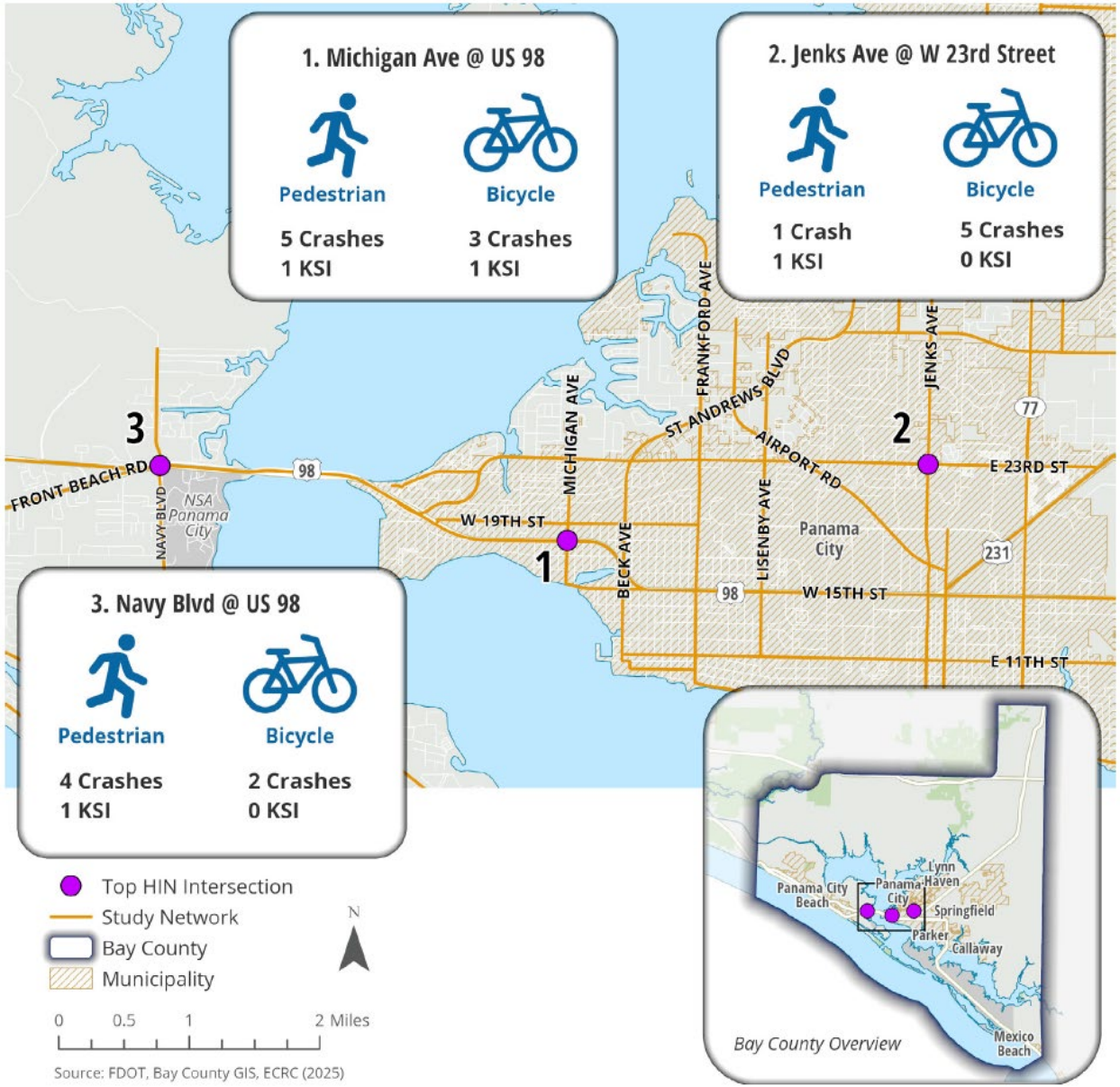
MAP 3.2 - STRAVA PEDESTRIAN ACTIVITY



MAP 3.20 - TOP HIN SEGMENTS



MAP 3.21 - TOP HIN INTERSECTIONS

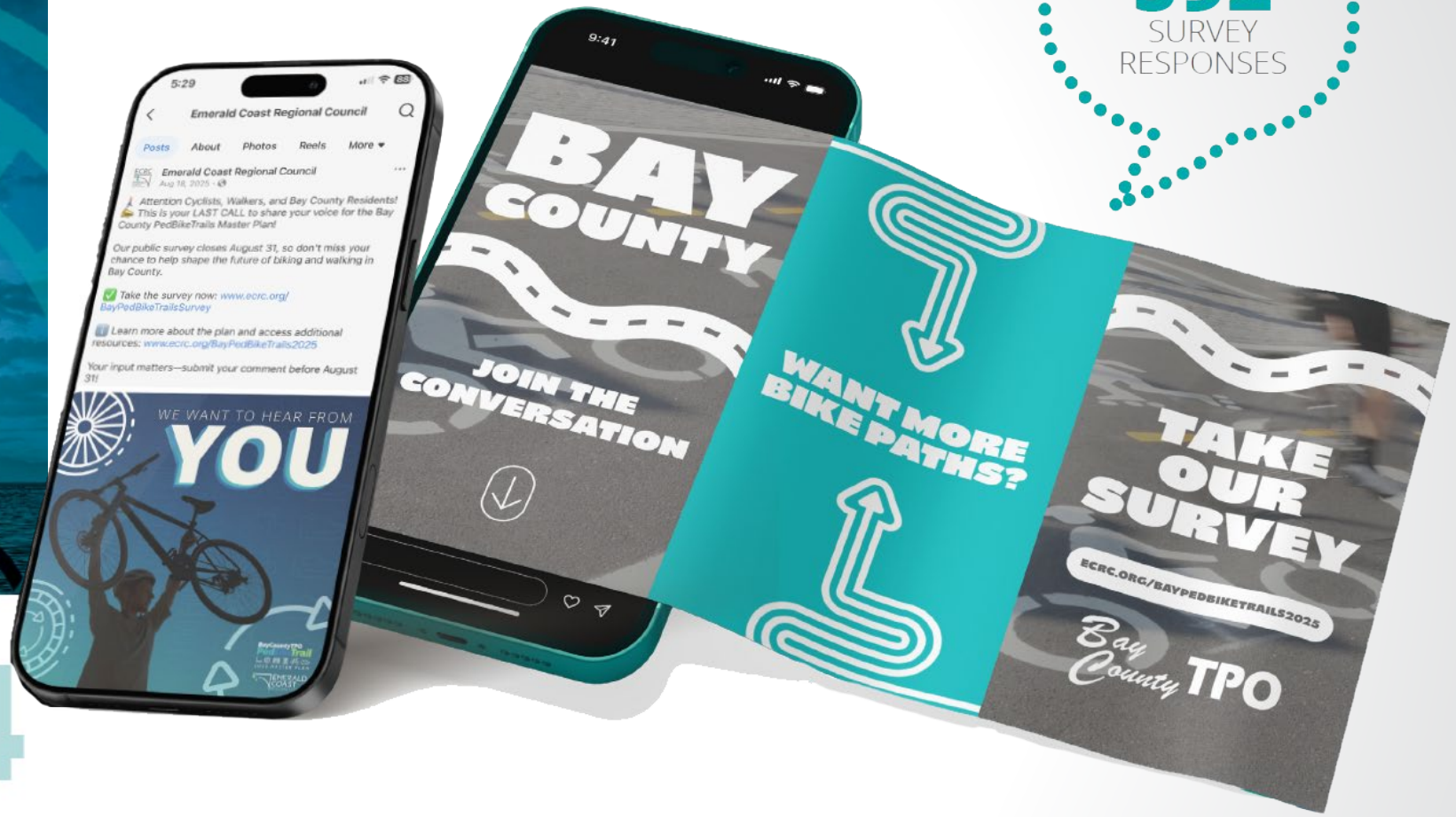




CHAPTER 4
ENGAGEMENT

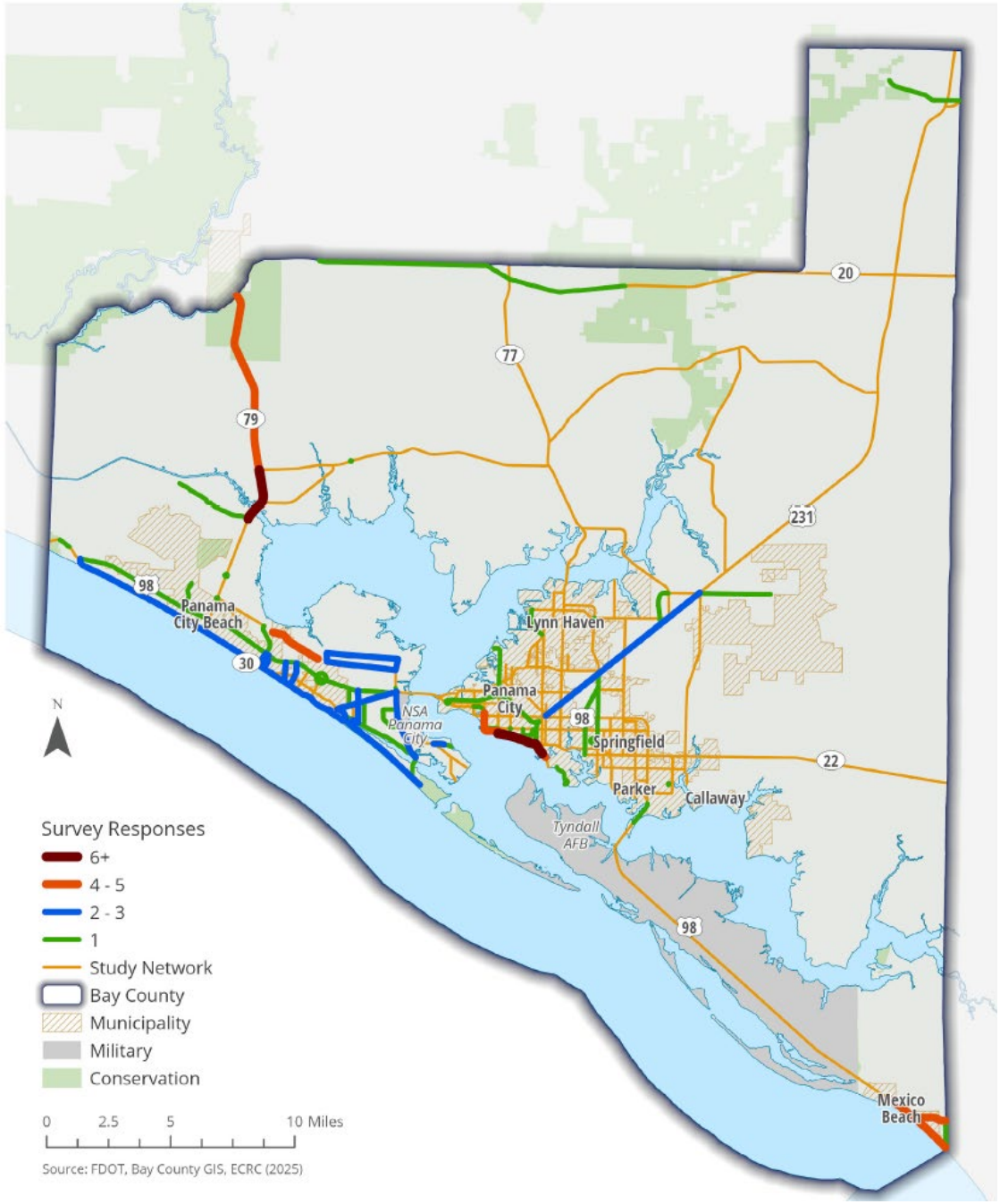
The survey was available online from July 1 through August 31, 2025.

592
SURVEY RESPONSES



There were **592 survey responses** received during this period.

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



KEY THEMES FROM SURVEY COMMENTS:

- CONNECTIVITY & EXPANSION
- SAFETY & TRAFFIC CONCERNS
- OPPOSITION & LOCAL RESISTANCE
- MAINTENANCE & INFRASTRUCTURE PRIORITIES
- ELECTRIC BIKES, GOLF CARTS & MICROMOBILITY
- HEALTH, QUALITY OF LIFE & EQUITY
- ENVIRONMENT & CHARACTER OF PLACE

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

5.1 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**)

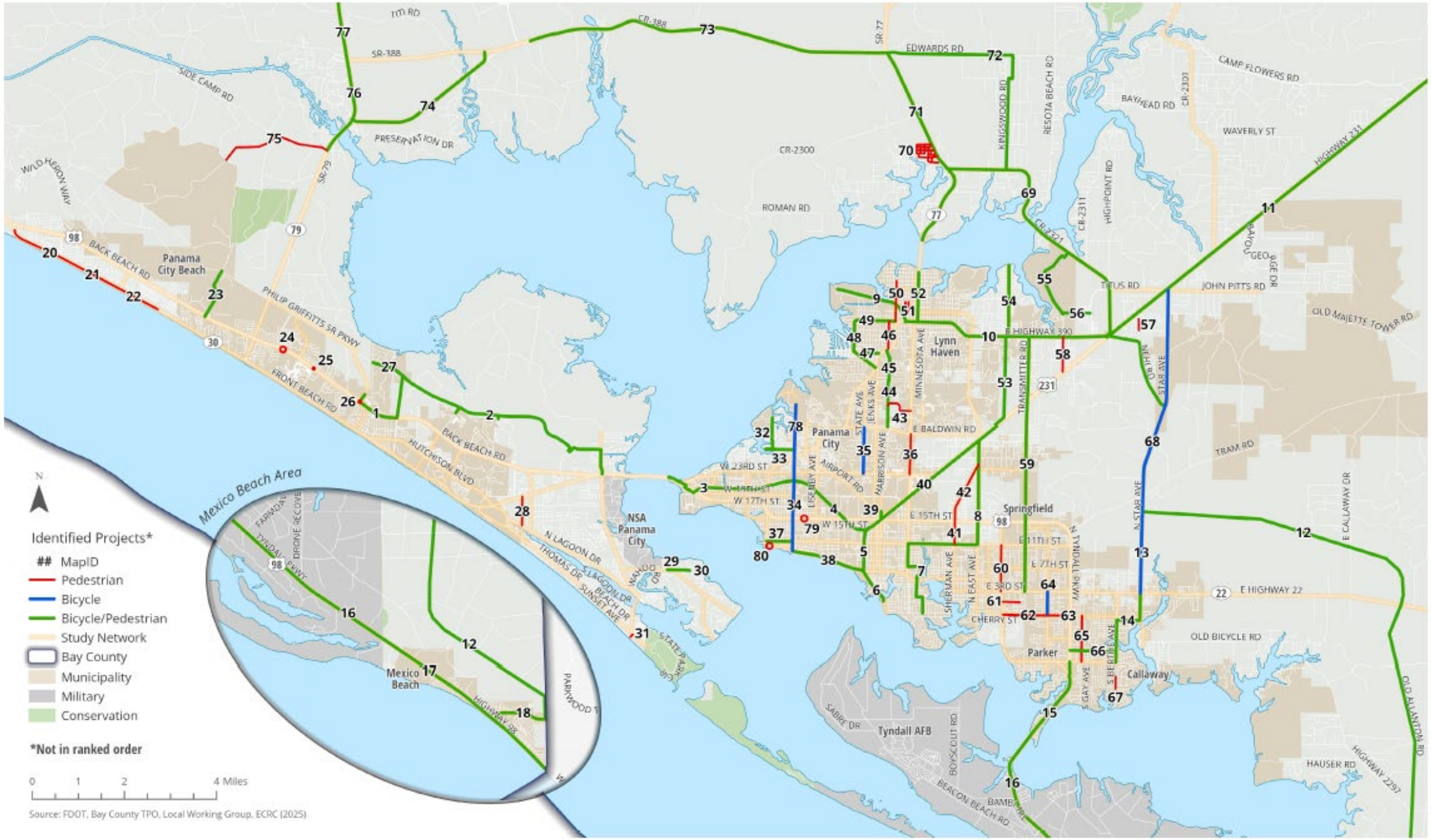
- **Bay County TPO 2013 Bicycle Pedestrian Master Plan Amendment** - BP
- **2045 Bay County TPO Long-Range Transportation Cost-Feasible Plan** (the 2050 Cost-Feasible Plan was not yet under development at the time of this writing) – LRTP (CF)
- **Draft 2050 Bay County TPO Long-Range Transportation Needs 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.

MAP 5.1 - IDENTIFIED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS

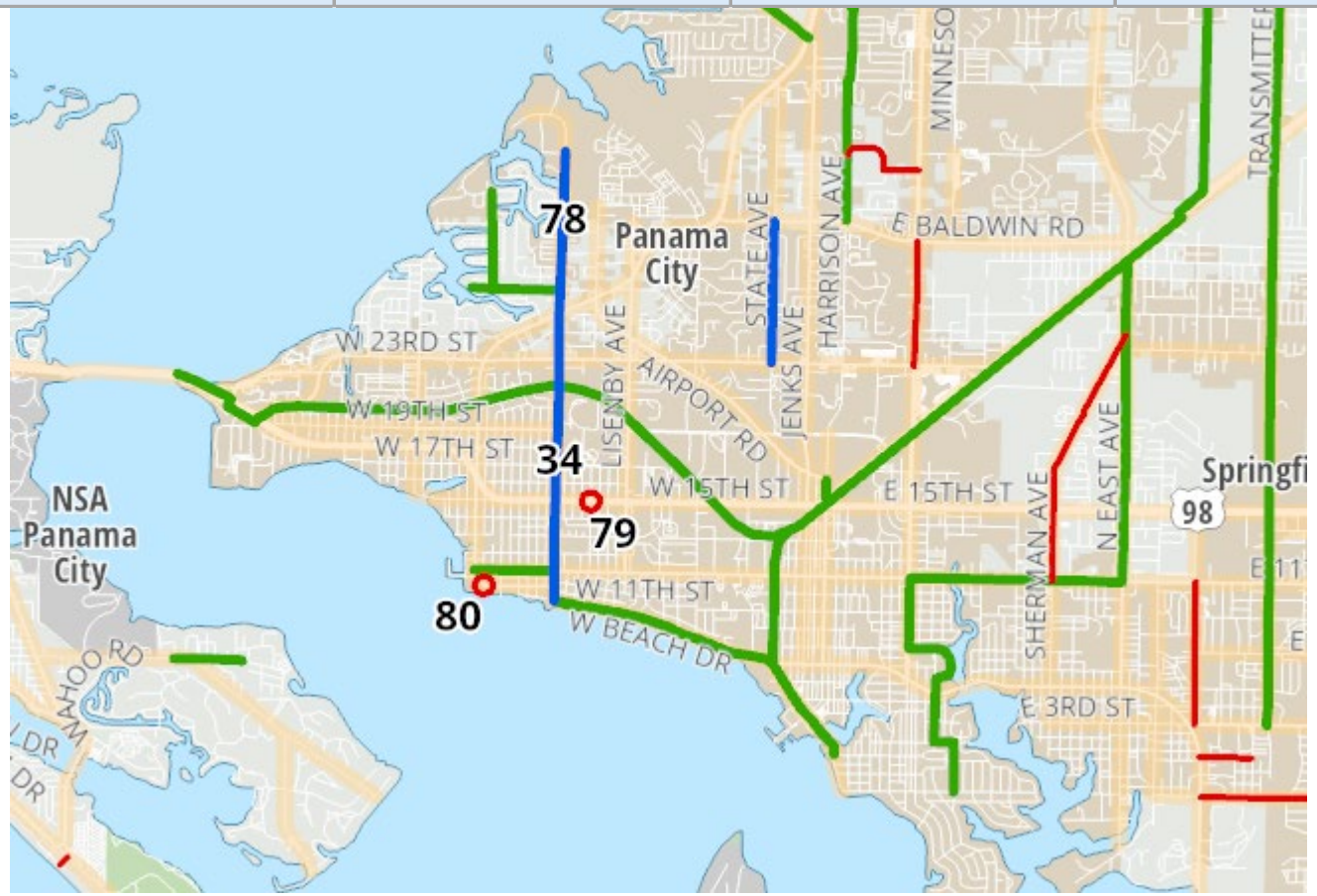


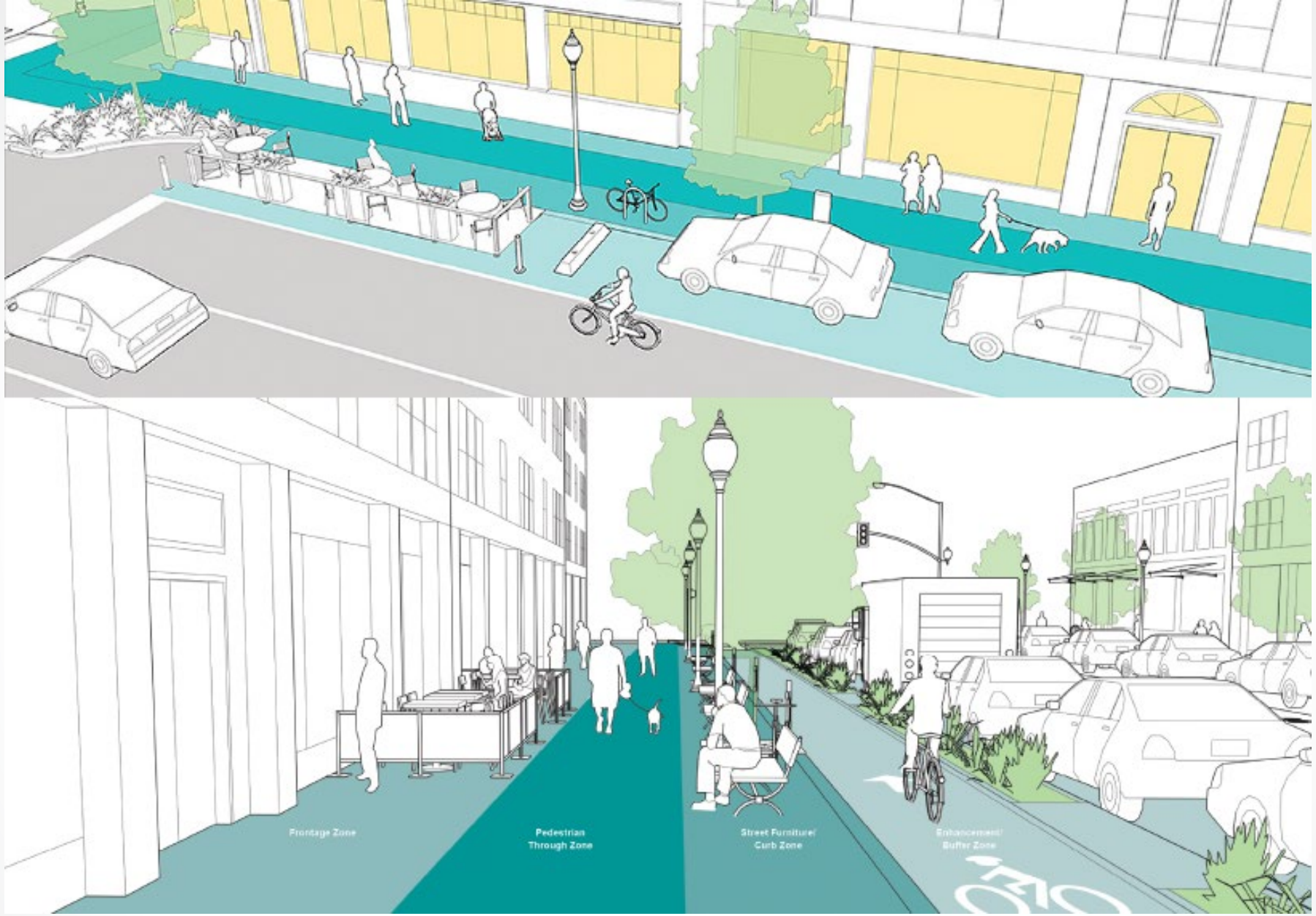
MAP 5.2 - IDENTIFIED BICYCLE, PEDESTRIAN, AND TRAIL PROJECTS (EXPANDED)



Project Changes/Additions since last Local Working Group Meeting:

MapID	Name	From	To	Type	Justification
34	CR 385/Frankford Ave	W Beach Dr	SR 390/St Andrews Blvd	Bike Path/Trail	Split into 2 projects for consistency with the TIP/LRTP
78*	CR 385/Frankford Ave	SR 390/St Andrews Blvd	Pacifica Ln	Bike Path/Trail	
79	US 98 between Frankford Ave & Lisenby Ave	-	-	Crosswalk	Added during 1/14 Bay County TPO LRTP Public Workshop
80	Chestnut Ave @ 9th St	-	-	Crosswalk	




Frontage Zone
Pedestrian
Through Zone
Street Furniture/
Curb Zone

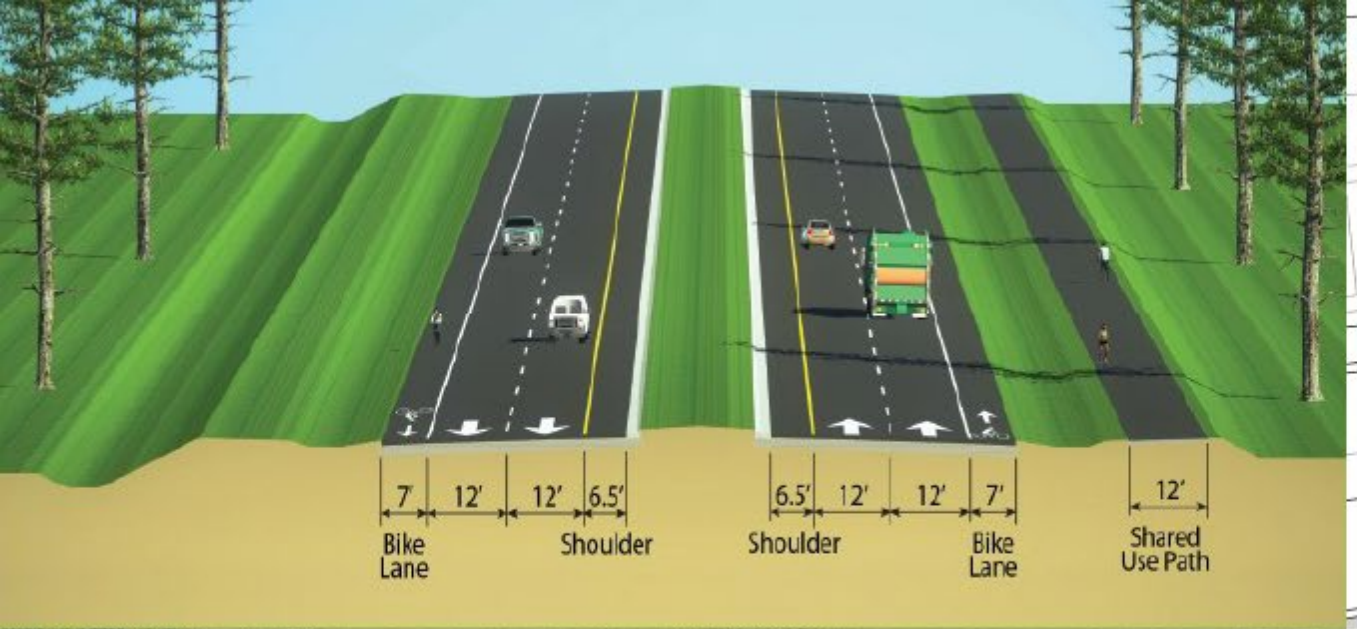


FIGURE 5.2 - FDOT STATE ROAD 388 ROAD WIDENING WITH SHARED-USE PATH



FIGURE 5.3 - NACTO EXAMPLE OF ON-STREET BIKE LANES

FIGURE 5.4 - PEDESTRIAN OVERPASS AT MOWAT MIDDLE SCHOOL



FIGURE 5.5 - PEDESTRIAN UNDERPASS AT US 98 & INLET BEACH





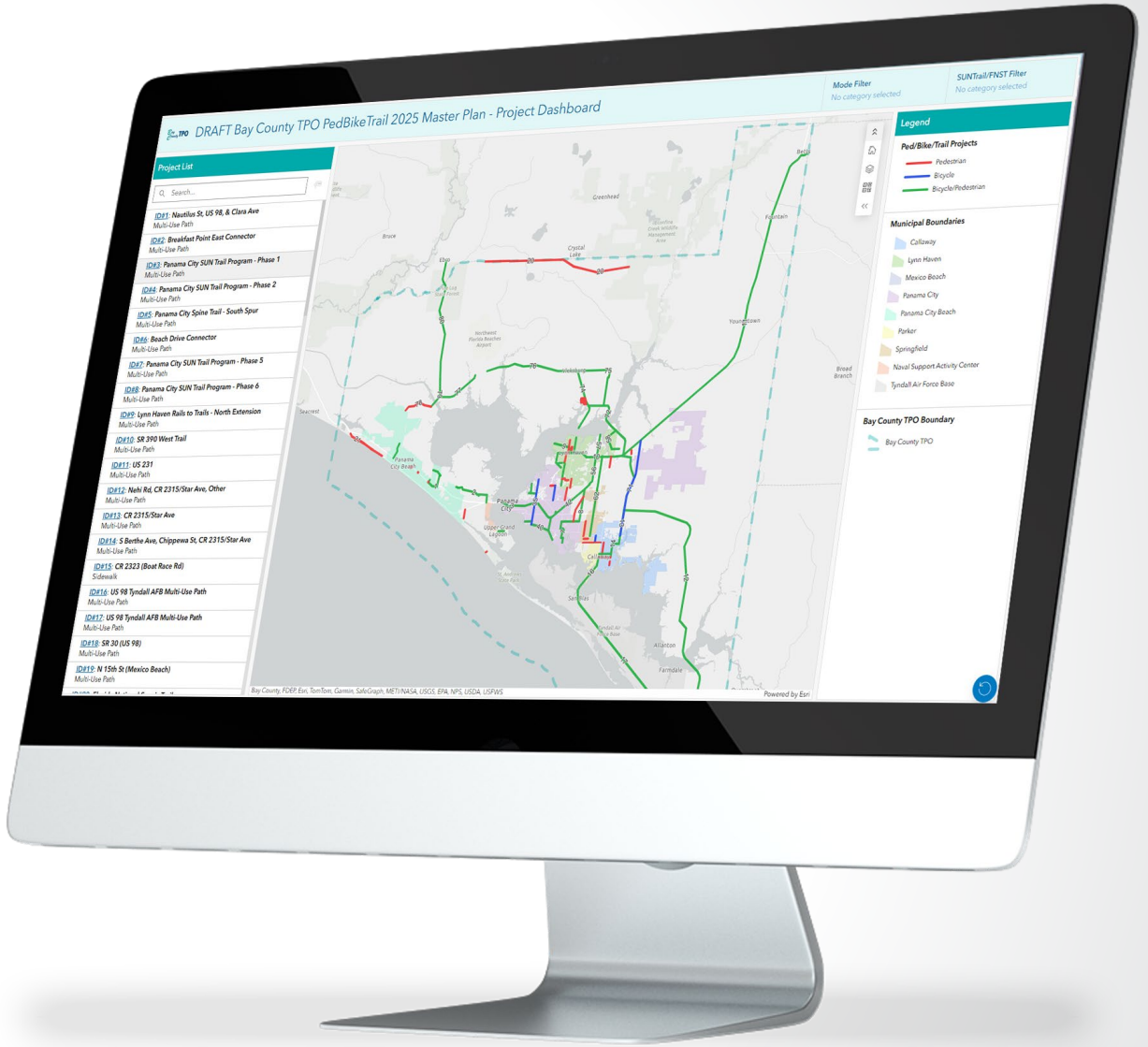
CHAPTER 6
PROJECT PRIORITIZATION

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

Project Dashboard

- Ranked Project Lists
- Evaluation Criteria Data Layers

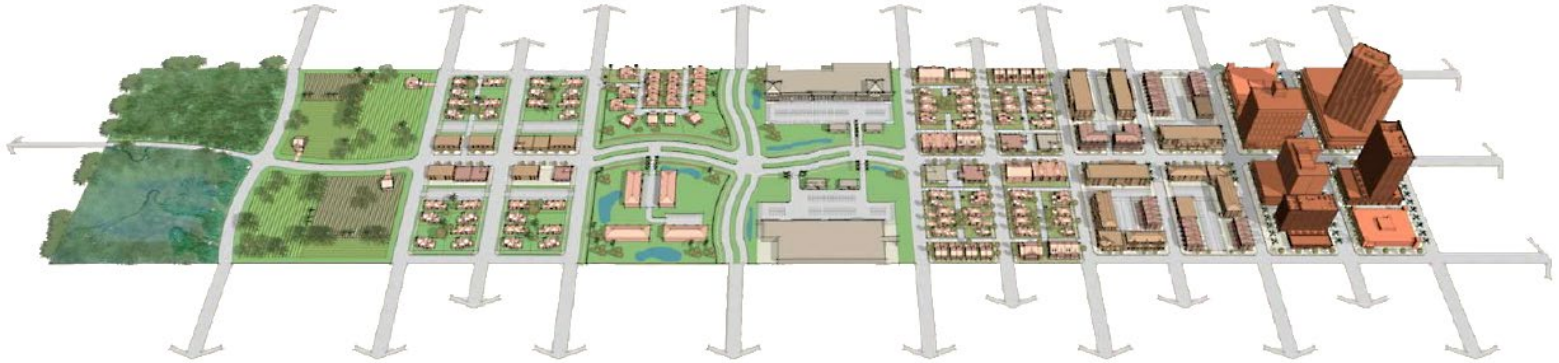


www.ecrc.org/BayPedBikeTrails2025



CHAPTER 7
POLICY REVIEW

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.



PLANS REVIEWED

BAY COUNTY

PANAMA CITY

PANAMA CITY BEACH

CALLAWAY

SPRINGFIELD

LYNN HAVEN

MEXICO BEACH

PARKER

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.



FIGURE 7.4 - FDOT E-BIKE CLASSIFICATIONS





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.

OPEN DISCUSSION & QUESTIONS

THANK YOU!

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OR SCAN THE QR CODE TO THE RIGHT

