

2018 Florida-Alabama TPO Pedestrian/Bicycle Master Plan DRAFT 2018

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Introduction

ACKNOWLEDGMENTS



The West Florida Regional Planning Council would like to acknowledge the partnership between the Florida-Alabama Transportation Planning Organization (TPO), Florida Department of Transportation, Alabama Department of Transportation, and all of the municipalities within the Florida-Alabama TPO boundary. Stakeholders, elected officials, and staff devoted many hours to contribute to this document.

Introduction

An efficient transportation network is the bedrock of a successful community – the effective movement of people and things directly affects a region's quality of life and economic vitality. Specifically, communities with effective walking and bicycling facilities experience countless benefits; roads are less congested, air quality is enhanced, safety is improved for all modes of transportation, and residents enjoy greater opportunities for recreation.

This study will provide an update to the previously completed 2010 Bicycle and Pedestrian Plan for the TPO and will be incorporated as an element of the 2040 Long Range Transportation Plan (LRTP).

In recent decades, transportation planning in the United States has been centered around the automobile. While this trend has created challenges regarding pedestrian and bicycle mobility, Complete Streets policies have been adopted by the State of Florida in recent years. These initiatives provide for safer, context-sensitive roads that can now be designed and constructed to serve all users, including pedestrians and bicyclists. In addition to these large-scale policy changes, communities within the TPO are recognizing the importance of multi-modal transportation planning. This Plan will provide a coordinated strategy for the establishment of pedestrian and bicycle-friendly communities throughout the TPO.

Purpose of the Plan

A Bicycle and Pedestrian Master Plan was adopted by the TPO in 2010. Since then, a variety of changes have created the need for an update. As mentioned, Complete Streets initiatives have opened the door for innovative engineering practices that have the potential to improve roadway biking conditions. Corridor Management Plans (CMP) have been conducted on multiple roadway segments within the TPO in recent years, providing insight into potential projects and improvements. Furthermore, community priorities have changed, requiring a fresh evaluation of local project needs. In addition to prioritizing physical infrastructure improvements, this plan will take a holistic approach to pedestrian and bicycle planning by recommending educational programs, outreach activities, and enforcement strategies to improve walking and bicycling conditions for all roadway users.

STUDY AREA

Transportation Planning Organizations, or TPOs, are local transportation policy-making boards for urbanized areas. Based on population data from the United States Census, every urbanized area with a population greater than 50,000 is represented by a TPO. Also referred to as Metropolitan Planning Organizations (MPO), TPOs were created under federal law to improve coordination between state and local governments in the transportation planning process. The governing board of the Florida-Alabama TPO is comprised of elected officials from each of the local governments within its boundaries. This encourages a cooperative, regional approach to transportation planning and decision making.

The study area for this plan is the Florida-Alabama TPO (hereafter referred to as the TPO), which represents the Pensacola urbanized area. The TPO's large geographic extent results in a diverse landscape of urban, suburban, semi-rural, and rural environments. The walking and bicycling needs in urban areas are different from those in rural communities; thus, this plan will incorporate Complete Streets concepts into its recommendations. A map displaying the TPO's boundaries, as well as the political jurisdictions within the TPO, is included on the following page.



The FL-AL TPO covers 651,251 acres of land, spans over 40 miles from east to west, and encompasses areas of southeastern Alabama and northwest Florida. In addition to crossing state lines, the TPO covers three counties and contains portions of four municipalities.







Florida-Alabama TPO Boundary

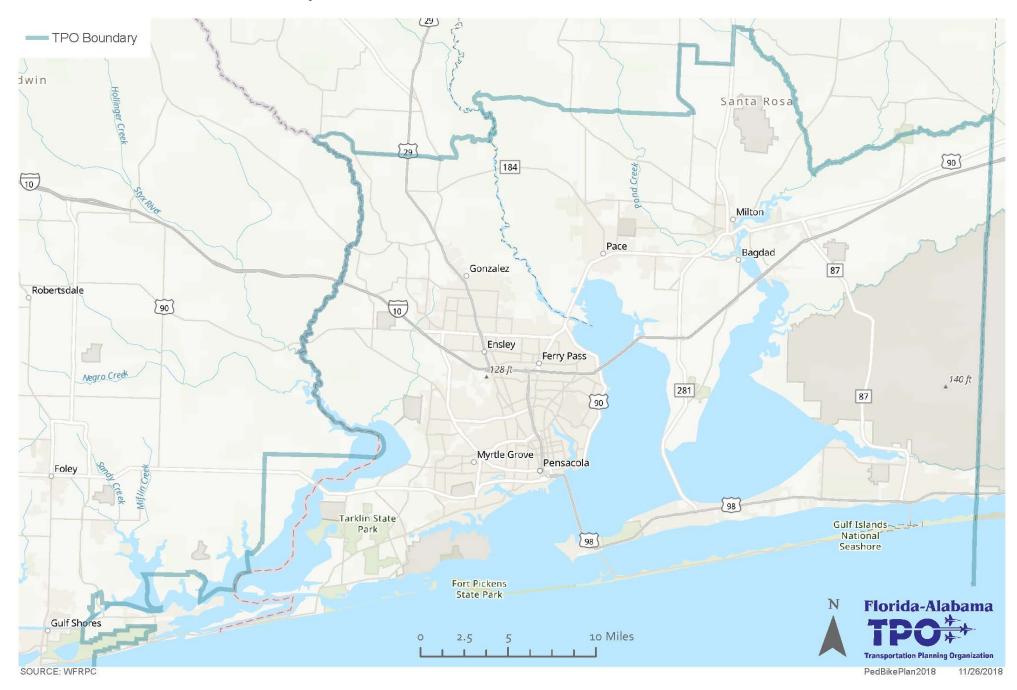


Figure 1: Study Area





Public Participation

Public Participation

Gaining input from agencies and citizens throughout the urbanized area was a top priority throughout the planning process. Therefore, highly interactive public outreach was conducted in communities throughout the study area. The various outreach efforts gave the public an opportunity to provide input on specific pedestrian and bicycle project needs within their communities. This section summarizes each outreach event and describes how the results have been used throughout the planning process.



Public Workshops

WFRPC staff held two non-traditional public workshops in June 2017 and two traditional workshops in Jan. 2018. Attendees of the non-traditional workshops were asked to use stickers to indicate what facilities were most needed to promote bicycling and/or walking in their community. Attendees of the traditional public workshops were given an update of the progress of the plan and were asked to comment on completed deliverables. These public workshops were promoted on Facebook and via news release to local media outlets.

Non-traditional Public Workshops

Bands on Blackwater June 16, 2017 Participants: 9 Palafox Market June 17, 2017 Participants: 37

Traditional Public Workshops

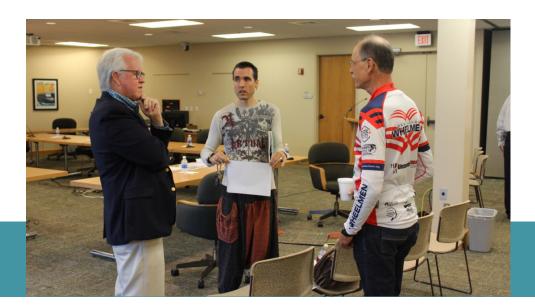
Lexington-Terrace Community Center Jan. 9, 2018 Participants: 3 Perdido Key Visitors' Center Jan. 11, 2018 Participants: 19

West Florida Regional Planning Council July 26, 2018 Participants: 32

Advocacy Working Group

An Advocacy Working Group was formed to provide technical input and guidance throughout the planning process. The group was comprised of stakeholders from the Florida-Alabama TPO Technical Coordinating Committee (TCC), Citizens' Advisory Committee (CAC), local municipal staff, and pedestrian/bicycle community groups. The Advocacy Working Group has been responsible for reviewing and providing comments on key deliverables such as the vision statement and goals.

The first Advocacy Working Group meeting was held on Aug.22, 2017. The purpose of this meeting was to discuss the Plan's visions and goals. The second meeting was held on Sept. 27, 2017 with the purpose of discussing the prioritization methodology. Excellent feedback was provided at each meeting, which ultimately helped project staff develop a plan that represents the multi-modal transportation needs of each community within the TPO.



Other Outreach Efforts

Due to the emphasis on developing the plan with a public focus, staff continuously pursued community-driven opportunities to reach the public. Participation was garnered by attending local events and presenting to local community groups, in addition to the aforementioned workshops.

Presentations to Community Boards and Organizations:

- » Mass Transit Advisory Committee (MTAC)
- » Gulf Breeze Rotary Club
- » Big Lagoon Kiwanis Club
- » Escambia Transportation Disadvantaged Coordinating Board
- » Santa Rosa Transportation Disadvantaged Coordinating Board

Outreach Events:

- Bike Pensacola's May 2017 Slow Ride
- » Bike Pensacola's June 2017 Slow Ride
- » Bike Pensacola's July 2017 Slow Ride
- » Brownsville Community Festival
- » Santa Rosa County Back to School Bash
- » Blackwater Water Festival



Website

The Florida-Alabama TPO Pedestrian/Bicycle Master Plan web page went live in February 2017, directing interested parties to the Plan's web page for information regarding the Plan and how to be involved in the planning process.

Facebook

The Florida-Alabama TPO Pedestrian/Bicycle Master Plan Facebook page went live in February 2017, serving as a place to receive input, facilitate discussion, and provide updates on the Plan.



wfrpc.org/MoveSafe EmeraldCoast



@MoveSafe
EmeraldCoast



Followers: 59



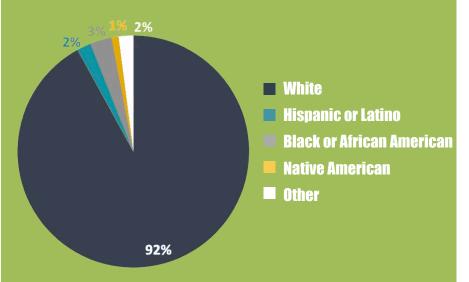
Likes: 58

Survey

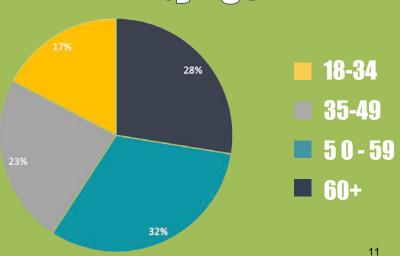
A survey was developed and dispersed to assess community needs, concerns, and perceptions. Initial data was tabulated in Nov. 2017 and data was tabulated again in March 2018 to account for potential changes. The results of the survey provided valuable insight into community members' observations of walking and bicycling within the TPO. For example, traffic being too fast or heavy was a leading factor that kept people from walking or riding a bike more often. Similarly, when people were asked which facilities were most needed to promote walking or bicycling in their communities, the highest response rates were received for having more bicycle lanes separate from the roadway, more/improved bicycle lanes and improved buffers between facilities and vehicles. Charts displaying this information in detail are included on the following pages.



Survey Respondents by Race/Ethnicity



Survey Respondents by Age



Pedestrian Bicycle Master Plan - Survey Responses by Zip Code

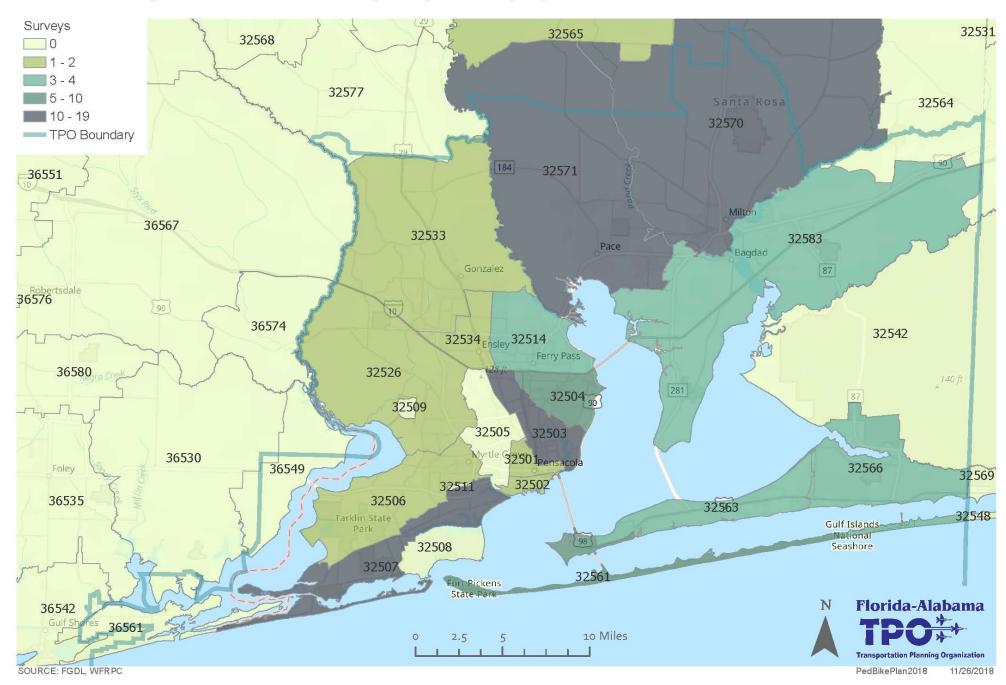


Figure 2: Survey Responses by Zip Code

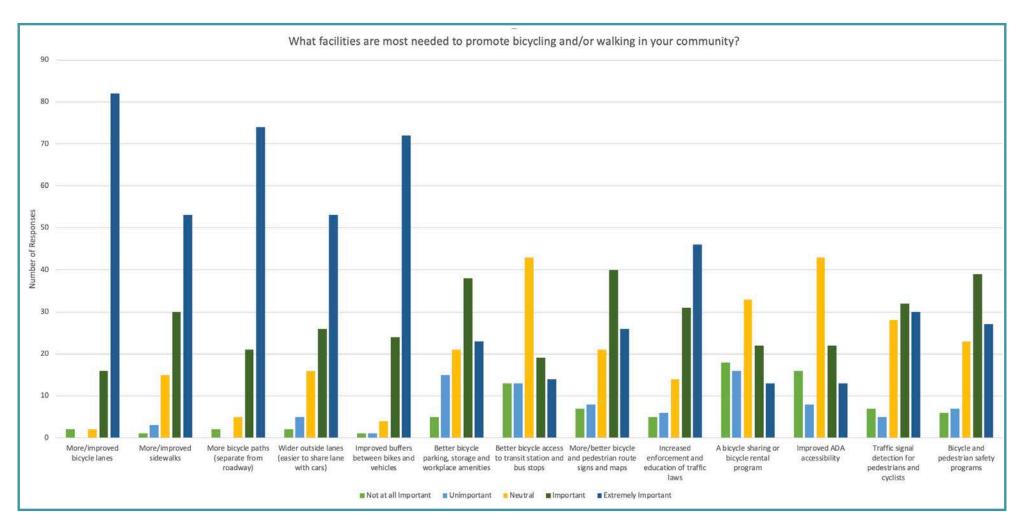


Figure 3: Survey Results: Facilities

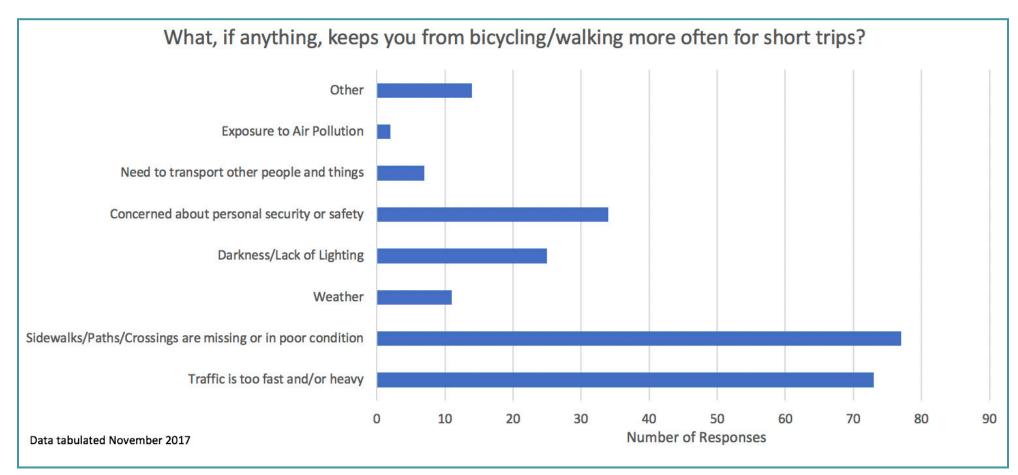


Figure 4: Survey Results: Short Trips

Compilation of Public Input

The extensive public outreach conducted throughout the planning process provided insight into trends, issues, and opportunities relating to walking and bicycling. Community members emphasized the importance of safety improvements, specifically referencing the need for more adequate facilities. The importance of educating drivers, pedestrians, and bicyclists about traffic laws and driving conduct was also mentioned at outreach events frequently. Community members also had the opportunity to identify specific project needs by drawing on large maps of the TPO studay area. Public input may be found in the plan's online appendiz located at www.wfrpc.org/movesafeemeraldcoast.

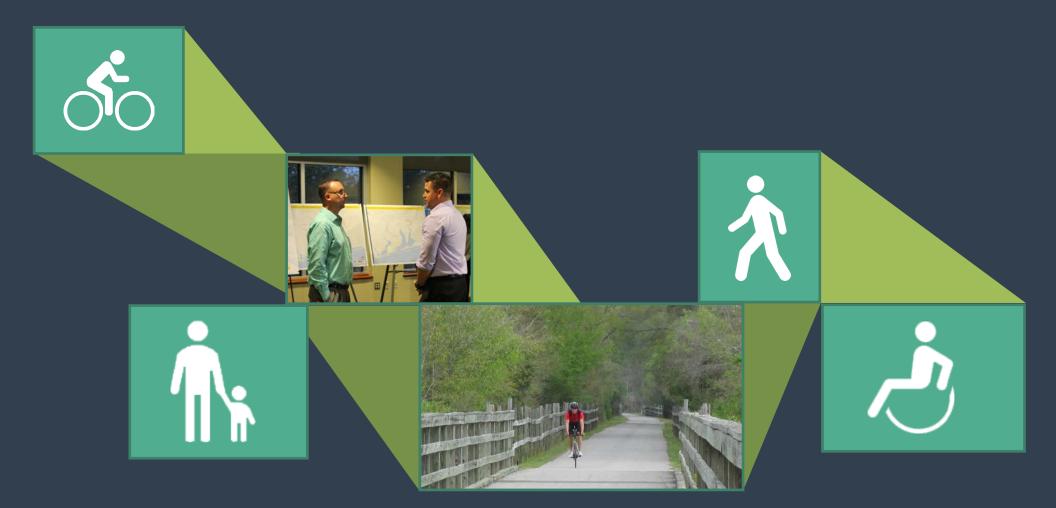




"I would like to see more interconnected multi-use paths through the west Florida area that could be utilized for commuting and recreation."



"Bike lanes in and around Pensacola need to be connected."



Vision, Goals, and Objectives

Vision

Vision

The vision statement describes the ideal future scenario that can be attained if specific strategies are implemented. The following vision statement was developed with input from the Advocacy Working Group to provide guidance and direction to local governments, organizations, and community members working toward pedestrian and bicycle-friendly communities in the TPO.

Vision Statement

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

I'd love to see some community public service announcements or some type of ongoing education regarding "How to use a bicycle."







Goals	Objectives
Education Educate users of all transportation modes on	1.1 Conduct outreach focusing on safe walking, bicycling, and driving conduct with a specific focus on traffic laws
Complete Streets concepts and pedestrian and bicycle safety, rights, and responsibilities.	1.2 Organize workshops with state transportation agencies and local government planning and engineering departments focusing on Complete Streets concepts
	1.3 Partner with public and private schools to conduct pedestrian and bicycle safety training activities such as Safe Routes to School
Engineering Develop a continuous, connected, and accessible pedestrian and bicycle network	2.1 Reduce conflicts between vehicles, pedestrians, and bicyclists by implementing a wide range of context-appropriate facility improvements
that affords safe, enjoyable, and comfortable accommodations for users of all ages and abilities to move between places and destinations.	2.2 Increase the quality and quantity of facility connections between existing multi-modal facilities and other generators of walking and bicycling activity (these areas are identified and defined in Section 7: Project Prioritization)
Enforcement Partner with local law enforcement and first responders to provide adequate enforcement programs.	3.1 Partner with local law enforcement to ensure traffic laws are enforced among bicyclists and motorists
Equity Develop a well-connected pedestrian and	4.1 Maintain public involvement to continuously evaluate areas in need
bicycle network that accommodates users of all ages and abilities, including those with disabilities, those who cannot drive, and those without access to a vehicle.	4.2 Increase access to amenities and bike/pedestrian facilities
Encouragement Enhance the livability of the Florida-Alabama	5.1 Promote organized walking and bicycling events such as Ciclovia
TPO area through encouragement of bicycling and/or walking for short trips.	5.2 Work with local jurisdictions and the League of American Bicyclists to obtain Bicycle Friendly Community certification
	5.3 Make pedestrian and bicycle facility maps available to the public by dispersing printed maps and implementing wayfinding signage

Table 1: Goals and Objectives















Community Profile

Community Profile

Community Profile

A thorough understanding of a region's demographic characteristics is essential in the transportation planning process. Knowledge relating to the structure, behavior, and spatial distribution of a population ensures that effective recommendations can be made. This section examines the socioeconomic and demographic characteristics of the TPO and provides detailed information regarding automobile ownership and commuting trends.

Population Characteristics

Based on the 2011-2015 American Community Survey (ACS), the total population of the TPO was estimated to be 455,923 in 2017. For a better understanding of population distribution throughout the TPO, population data is broken down and displayed by jurisdiction. The overall region has seen steady population growth over the last 10 years.

		2000	2010	2016
States	Florida	15,982,378	18,801,310	20,612,439
	Alabama	4,447,100	4,779,736	4,863,300
Counties	Santa Rosa	118,387	151,372	170,497
	Escambia	294,784	279,619	315,187
	Baldwin	140,415	182,265	199,510
Cities	Pensacola	56,092	51,969	53,779
	Milton	7,539	8,826	9,839
	Gulf Breeze	5,665	5,763	6,205
	Orange Beach	3,784	5,441	5,791

Table 2: Population by TPO Jurisdiction





Pedestrian Bicycle Master Plan - Population Density

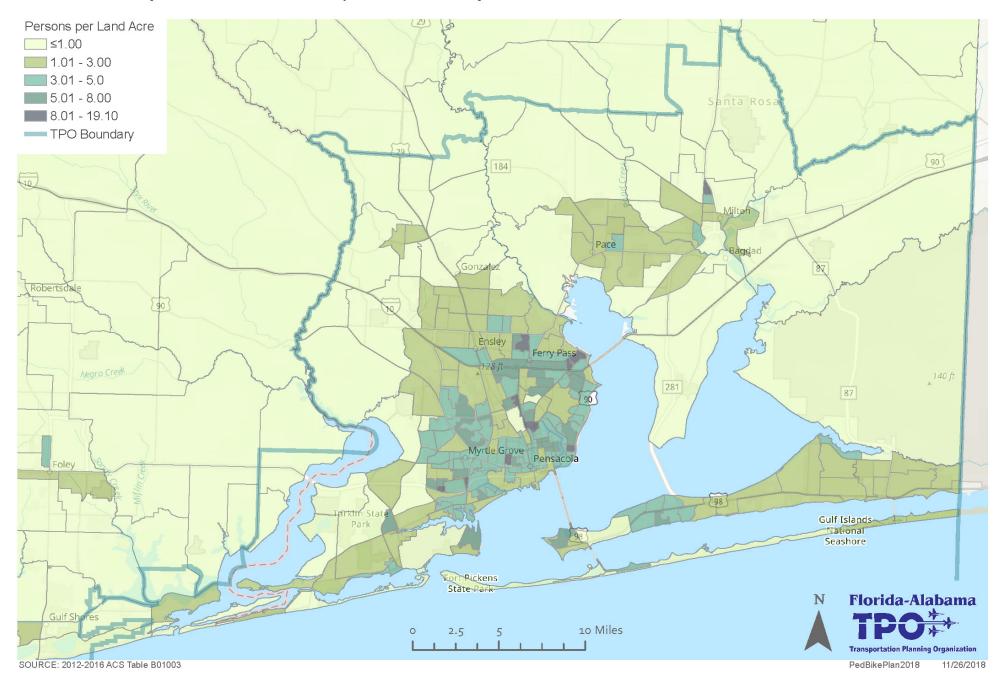


Figure 5: Population Density

FL-AL TPO KEY FACTS

Age and Gender

Measuring age provides insight into areas of the TPO that may experience higher demand for transit, pedestrian, or bicycle facilities. For example, anyone younger than 16 years of age is unable to legally operate a motor vehicle.

Vehicle Ownership

A particularly important variable that the American Community Survey (ACS) measured was vehicle access (measured by occupied housing unit). An average of 5.54% of the TPO's households do not have access to a vehicle; however, specific geographic areas experience rates much higher than this. Households without access to a vehicle are more likely to utilize other modes of transportation than households that do have a vehicle (a high rate is anything over the TPO average of 5.54 percent). A map displaying census block groups with high rates of zero vehicle ownership is displayed in the online appendix.

Geographic Information Systems

Staff utilized Geographic Information Systems (GIS) extensively to evaluate demographic and socioeconomic data. ArcGIS was a key tool due to the unique political boundaries of the TPO. For example, the United States Census Bureau collects data at a variety of geographic levels. Data can be viewed by political subdivision (city or county), or by census designated unit (census tract, block, or block group). As a regional entity, the TPO does not adhere to the boundaries of political subdivisions or census designated units. Therefore, to obtain accurate demographic data for the TPO, staff utilized GIS to 'clip' the boundaries of political subdivisions and census designated units to coincide with the boundaries of the TPO.



Tapestry Segmentation

Created by the same company that produces ArcGIS, the Community Analyst tool provides unique reports called Tapestry Segmentations. Tapestry Segmentations are created using census data and geographic information and provide in-depth information about neighborhoods and their respective residents. These reports provide insight into the potential behavior of residents, specifically relating to transportation decisions.

For example, the most common segment within the TPO is the Middleburg neighborhoods. Middleburg neighborhoods, which house about 14 percent of TPO residents, are semi-rural locales on the edge of metropolitan areas. Due to the distance of neighborhoods like these from activity centers, walking or bicycling for everyday purposes is not always feasible for Middleburg residents. In-depth information on the Middleburg neighborhood is included in the online appendix.







Pedestrian Bicycle Master Plan - Tapestry Segmentation by Census Tract

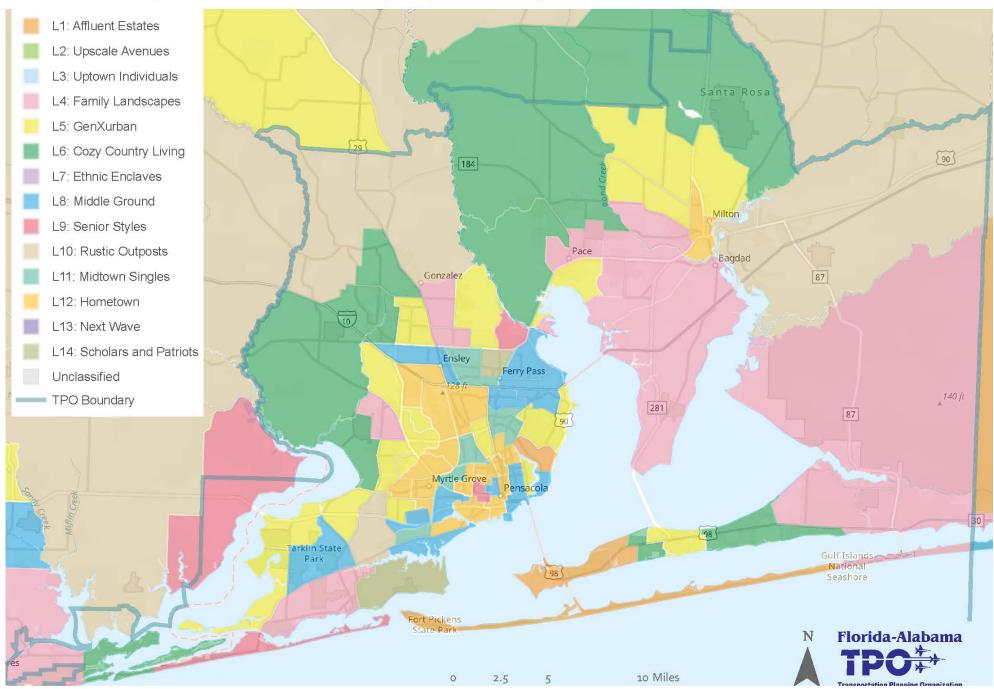


Figure 6: Tapestry Segmentation by Census Tract

Commuting Trends

The Community Analyst tools also create infographic reports, which are compilations of census data displayed graphically. Based on ACS data, the TPO was home to 202,711 workers over the age of 16 in 2010. Of these workers, 78.7% drove alone to work, 1.5% walked to work, and 0.3% biked to work. Furthermore, more than 75% of all workers traveled 15 minutes or more to get to work.

The percentage of workers who walked or rode a bike to work was low for a variety of reasons. As mentioned in the previous section, walking or riding a bike to work may not be feasible for residents of rural or semi-rural locations (14% of TPO residents live in Middleburg neighborhoods). Survey data indicated that inadequate facilities also kept people from walking or riding a bike more often.

Bicyclists and Pedestrians Involved in Vehicle Crashes					
Florida-Alabama TPO Area*					
January 1, 2012 - December 5, 2017					
Year	Bicyclists	Pedestrians	Total Bike/Ped Crashes	Fatalities	
2012	99	105	204	16	
2013	94	89	183	11	
2014	81	106	187	21	
2015	82	108	190	18	
2016	65	105	170	22	
2017	72	110	182	19	
Total	493	623	1116	107	
*Not Including Baldwin County, AL					

Table 3: Bicyclists and Pedestrians Involved in Vehicle Crashes



Pedestrian Bicycle Master Plan - Project Prioritization Criteria - Vehicle Access

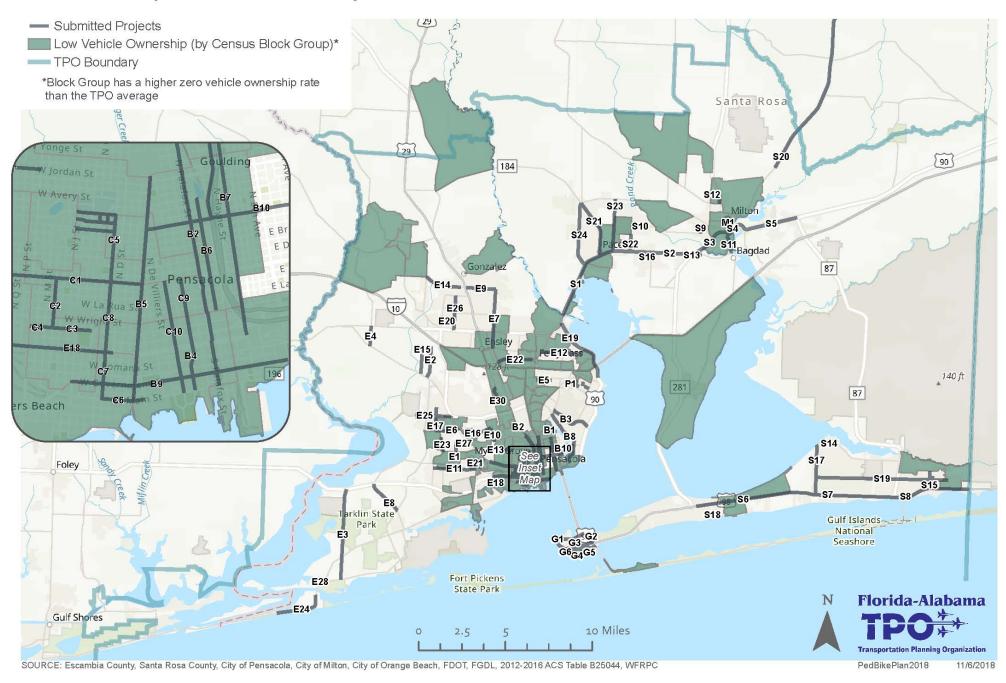


Figure 7: Vehicle Access





Inventory of Existing Conditions

Inventory of Existing Conditions

Existing Policies and Plans

A main focus of this Plan is the identification and prioritization of pedestrian and bicycle facility projects. Many projects have already been identified and prioritized in TPO planning documents. Furthermore, local governments have also identified priority areas for walking and bicycling in their Comprehensive Plans and Master Plans. Corridor Management Plans (CMPs) also provide specific recommendations relating to pedestrian and bicycle related improvements. This section will summarize existing policies and documents that influence pedestrian and bicycle planning activities within the TPO.

State Policies

Complete Streets



Figure 8: FDOT Context Classifications

The Florida Department of Transportation (FDOT) adopted a Complete Streets policy in 2014. The purpose of the policy is to design and construct roadways that safely accommodate all users, including automobiles, transit vehicles, pedestrians, and bicyclists. The policy recognizes that roadway design and construction techniques should be context-sensitive, considering local land

use patterns and built conditions. The policy presents a context classification system for roadways, which describes the different built environments in Florida as well as the types of uses and user groups that will likely utilize the roadway. A roadway's context classification influences the subsequent approach to planning, design and construction.

Implementing Complete Streets policies at the local level would encourage future projects to be sensitive to land use, built conditions, on-street parking conditions, and other factors. For example, a low-traffic rural road may not need buffered bike lanes, but adding paved shoulders may be most appropriate.

Florida Office of Greenways and Trails

The Florida Office of Greenways and Trails recently adopted their 2018-2022 Priority and Opportunity Trail Maps. Updates were made to 'priority trails' segments, on which potential multi-use path projects would be eligible for SUN Trail funding. Adopted Priority and Opportunity Trail Maps are included in the online appendix.

Florida Pedestrian and Bicycle Strategic Safety Plan

The Florida Department of Transportation's Pedestrian and Bicycle Strategic Safety Plan provides information and resources for municipalities to practice safety outreach and implement safe design practices in their pedestrian and bicycle infrastructure.



Comprehensive Plans

Comprehensive Plans

Baldwin County Comprehensive Plan

The Baldwin County Comprehensive Plan does not specifically address non-motorized transportation.

Escambia County Comprehensive Plan

The Mobility element of the Escambia County Comprehensive Plan has specific policies that address non-motorized transportation:

- MOB 1.1.3: All new public road construction projects in urban areas or community redevelopment areas will accommodate non-motorized transportation. At a minimum, sidewalks and bicycle facilities should be included. Consideration should also be given to include storage racks, striping, or signage
- MOB 1.1.10: Pursuant to Florida Statutes, Escambia County, the Escambia County School Board, and the Community Traffic Safety Team will coordinate to prepare a "Transportation Alternative" master plan for each public school and then implement construction of improvements (e.g., sidewalks, shoulders) to encourage walking to school
- MOB 1.1.11 Escambia County will encourage through private/ public partnerships the installation of sidewalks along the street frontage of new development (including but not limited to new development along routes shown on the TPO Bicycle and Pedestrian Plan, the County's Bicycle and Pedestrian Plan, or the "Transportation Alternative" Plan) to provide connectivity and utility for existing sidewalks in the vicinity of the development
- MOB 1.2.2 Non-motorized Transportation Facilities. Escambia County will provide or require the provision of non-motorized

transportation facilities to link residential areas with recreational and commercial areas in a safe manner. This may include the construction of sidewalks, bike lanes, installation of signage, striping of roadways, or the like so as to accommodate non-motorized transportation facilities

Santa Rosa County Comprehensive Plan

The Santa Rosa County Comprehensive Plan has a variety of policies and recommendations relating to multi-modal transportation:

- Policy 2.1.C.8 states that new subdivisions will incorporate sidewalks within the subdivision and leading to schools based on traffic volumes and proximity to schools
- Policy 2.1.C.9 specifically recommends sidewalk connection (Blackwater/Bagdad Connection) from Bagdad to Blackwater Heritage Trail and Whiting Military Trail loop
- Policy 2.1.C.4 speaks to the reduction hazardous walking conditions within the vicinity of public schools



City of Pensacola Comprehensive Plan

The City of Pensacola Comprehensive Plan includes the following policies/recommendations:

- The Transportation Element calls for the design and operation of a network of Complete Streets
- Policy T-3.1.3: The City shall encourage the development of a comprehensive bicycle education program in coordination with the TPO and Escambia County
- Policy T-3.2.2: The City will continue to include requirements for provision of sidewalks by developers around future commercial developments to aid in pedestrian transportation needs
- Policy T-3.2.3: In accordance with the City's Public Schools and Facilities Element of the Comprehensive Plan, new residential developments within two miles of an existing or planned school shall be required to provide sidewalks. In addition, sidewalks shall be placed along all collector, arterial, and local roads abutting the subdivision to the subdivision property line, where it has been determined that the most direct route from the subdivision to the school is along those roadways.
- Policy T-3.2.6: The City shall continue to install countdown-type pedestrian signals at the most appropriate and highly-traveled pedestrian crossings
- Policy T-3.2.11: The City will pursue, where feasible, "Complete Street," and intersection improvements along the corridors identified in adopted neighborhood and redevelopment plans to provide for aesthetics, accessibility and safety for pedestrians, bicycles and motorized vehicles. Such improvements may include traffic calming measures such as adequate lighting, shade trees, wider sidewalks, bike paths, street furniture, gateway treatments, directional signage and area identity markers where feasible

City of Gulf Breeze Comprehensive Plan

The City of Gulf Breeze Comprehensive Plan includes the following policies/recommendations:

- Policy 1.1.1: The City shall require both new development and substantial redevelopment to provide adequate safe pedestrian facilities on-site, to adjacent sites as practical, and in adjacent right-of-way. Such facilities shall include a direct link between the public sidewalk network and building entrance, lighted sidewalks along both sides of all internal roadways and, as appropriate, on the development side of adjacent roadways. Additionally, mitigation or elimination of existing pedestrian hazards (e.g. upgrading an intersection) may be required, as needed and dependent upon the magnitude of the development or redevelopment project
- Policy 1.1.3: When existing City roads are resurfaced or reconstructed or during the design of new City roads, pedestrian and bicycle facilities may be incorporated by providing for wide outside lanes, bicycle lanes, sidewalks, and/or other facilities when the available right-of-way is not physically constrained and when cost and design considerations are not prohibitive

City of Milton Comprehensive Plan

The City of Milton's Comprehensive plan thoroughly addresses multimodal transportation and has specific project recommendations (Table 4 on the following page):

Map ID	Location	Project Description	Cost Estimate (in \$1,000s)
	Milton Way – 17th to 22nd Avenue	Ped facility on north side of street	
NM-11	Oak Street - 11th Avenue to 19th Avenue	Non-motorized facilities to connect Milton Community Park to schools.	\$2,800
NM-12	Maine Street – 15th Avenue to 17th Avenue	Non-motorized facilities to connect Milton Way/15th Avenue to schools.	\$800
NM-13	19th Avenue - Milton Way to Alder Street	Non-motorized facilities to connect neighborhood with schools and Milton Way.	\$3,800
NM-14	Juniper Street - 11th Avenue to 17th Avenue/Milton Way	Pedestrian facility to connect neighborhood with Milton Way and schools.	\$2,500
NM-15	28th Avenue - Alder Street to S 380th Street	Pedestrian facility/bicycle climbing lane along west side of street.	\$2,400
NM-16	Interurban Trail Connections- Alder Street and Emerald Street	Connections to Interurban Trail at Emerald Street and at Alder Street.	\$2,000
NM-17	Alder Street - 27th Avenue to 28th Avenue	Complete sidewalks on the north side of the street.	\$85
NM-18	Milton Way - 20th Street E to Porter Way	Curb, gutter and sidewalks.	\$3,150
NM-19	Porter Way - 5th Avenue to Kent Street	Non-motorized facility along west side of the street.	\$324
NM-20	23rd Avenue - Emerald Street to Alder Street	Pedestrian facility.	\$100
NM-21	Emerald Street- 27th Avenue to 28th Avenue	Easement for non-motorized connection between 27th Avenue and 28th Avenue.	\$54
NM-22	Milton/Fife - Pedestrian Connection Partnership	Construct pedestrian improvements along Milton Way and 20th Street E to Fife High School. Partner with City of Fife.	\$4,000
NM-23	Pedestrian Crossings Improvements - 5 locations	Improve crossing safety and visibility with rectangular beacon signs, raised crosswalks, or other appropriate treatments.	\$100
NM-24	Milton Way - 28th Avenue to Meridian Avenue E (SR 161)	Street improvements consistent with Uptown Vision.	\$580
NM-25	Interurban Trail Triangle	Build trail segment between S 380th Street and existing trail at Military Road.	\$1,043
NM-26	Interurban Trail – Meridian Avenue E (SR 161) crossing	Construct undercrossing of Meridian Avenue E with trail connections on each side.	\$1,761
NM-27	Emerald Street - Interurban Trail to 27th Avenue	Develop bike route.	\$7,200
NM-28	Kent Street - Porter Way to Interurban Trail	Pedestrian facility /uphill bicycle climbing lane.	\$660
NM-29	11th Avenue - Emerald Street to Milton Way	Non-motorized facilities.	\$3,100
NM-30	Kent Street - Interurban Trail to 10th Avenue	Develop bike route.	\$1,700
NM-31	Porter Way – Pacific Highway E (SR 99) to I-5 bridge	Construct sidewalk on north side of the street.	\$910
Total Proj	ect Costs		\$77,270

City of Orange Beach Comprehensive Plan

The City of Orange Beach Comprehensive Plan includes the following recommendations:

- Installation of bike lanes on Highway 180 west of Highway 161 (to city limits)
- Pedestrian and bicycle improvements to Highway 182

TPO Planning Documents

Long-Range Transportation Plan (LRTP)

The Long-Range Transportation Plan (LRTP) is a blueprint for maintaining and enhancing the regional transportation system. The LRTP identifies roadway, transit, bicycle and pedestrian, intelligent transportation systems (ITS), and other improvements needed over the next 25 years. The Long-Range Transportation Plan (LRTP) includes the following recommendations:

• The LRTP's Project Priorities List, which is essentially the TPO's Cost Feasible Plan Element, is used by the State DOTs to develop a five-year work program. A table of priority pedestrian and bicycle projects is included in the online appendix

TIP Projects 2019-2023:

Alabama:

- Pave shoulders on US 98/SR 42 from Barclay Avenue to the Alabama State Line
- Pave shoulders on CR 99 from Carrier Drive to Spanish Cove Drive
- Pave shoulders on CR 99 from CR 91 to Carrier Drive.
- Pave shoulders on SR 42 (US 98) from Hillcrest Road to Barclay Avenue
- Bicycle lanes on SR 42 (US 98) from Barclay Avenue to Alabama State Line

Florida:

- Preliminary engineering for US 98 (W. Navy Boulevard) from SR 295 (New Warrington Boulevard) to Bayou Chico Bridge. Funds from Escambia County for redesign of existing cross section, maintain the same number of thru lanes, livable communities and landscaping project, access management modifications, curb and gutter, and bicycle and pedestrian features along with parking
- Sidewalks/multi-use path on SR 292 (Perdido Key Drive) from Alabama State Line to West State Park boundary. Perdido Key Multi-Use Trail
- Complete Streets project to improve safety on SR 10A (US 90)
 West Cervantes Street from Dominguez Street to A Street

2010 Bicycle and Pedestrian Master Plan

The 2010 Bicycle and Pedestrian Master Plan reviewed roadway segments and prioritized segments based on a level of service analysis. Instead of being prioritized in numerical order, segments were prioritized by tier. Maps displaying facility recommendations from this plan are included in the online appendix.



Pace-Pea Ridge Bicycle and Pedestrian Plan

The Pace-Pea Ridge Plan focuses on the following recommendations:

- Bike lanes on Woodbine Road from Berryhill Road to US 90
- Bike Lanes and sidewalks on Chumuckla Highway from Berryhill Road to US 90
- Sidewalks on Berryhill Road from 5 points intersection to Walker Raod
- Sidewalks on West Spencer Field Road from Berryhill to US 90
- Sidewalks on East Spencer Field Road from US 90 to Carlyn Drive
- Sidewalks on Bell Lane from Sterling Way to US 90
- Bike lanes on US 90 through extent of study area

South Santa Rosa Bicycle and Pedestrian Plan

The South Santa Plan identifies and determines potential projects by segment. The South Santa Rosa Bicycle and Pedestrian Plan includes the following recommendations:

- Bike lanes from Soundside park to Gulf Islands National Seashore Entrance
- Paved shoulders on Bay Street from Coronado to Oriole Beach Road
- Paved shoulders on Bay St from Oriole Beach Road to Circle Lane
- Complete multi-use path link over East Bay Boulevard Bridge

North Palafox Street Corridor Management Plan (CMP)

The North Palafox Street Corridor Management Plan (CMP) includes the following recommendations:

- Addresses North Palafox Street from US 29 to Nine Mile Road
- Road diet at intersection of North Palafox Street and Airport Boulevard eliminating dedicated through lane to provide for extension of sidewalks and inclusion of bike lanes. Estimated cost \$580,000

Main Street CMP

The Main Street CMP includes the following recommendations:

- Addresses Main Street from Barrancas Avenue to Clubbs Street
- Implementing a 10-foot-wide shared use path adjacent to Main Street buffered by landscaping

West Cervantes CMP

The West Cervantes CMP includes the following recommendations:

- Road diet on entire corridor
- Installation of a pedestrian crossing at Mobile Highway and Kirk Street and mid-block crossings between N and M, K and J, H and G and D and C streets
- Increase north-south sidewalk connectivity in vicinity of I, H and G streets
- Increase east-west sidewalk connectivity in the northwest quadrant of the study area

Local Plans

Perdido Key Master Plan

The Perdido Key Master Plan includes the following recommendations:

• Making Perdido Key Drive more bicycle and pedestrian friendly is specifically mentioned numerous times in this document.















Project Prioritization

Project Prioritization

The effective prioritization of pedestrian and bicycle facility projects is a key aspect of this Plan. Due to the variety of factors that impact the potential benefit of a proposed project, developing a sound methodology and selecting appropriate criteria is important. This section explains the process used to select criteria and outlines the rationale behind the chosen methodology.

The first step in the methodology development process was an in-depth review of other Pedestrian/Bicycle Master Plans. Prioritization methodologies can be approached in a variety of ways; some focus heavily upon public input, some employ data-driven analyses, while others use a combination of the two. Methodologies that rely solely upon public input are reflective of community desires, but can fail to identify technical considerations. Likewise, data-driven methodologies are thorough in their analysis but tend to overlook qualitative evidence. Therefore, project staff recommends that a balanced approach would be most appropriate for this Plan.



Criteria Selection

The results of public outreach activities provided valuable insight into the needs and desires of communities within the planning area. Specifically, project staff found the results of the survey to be an important tool when selecting criteria. For example, 71 percent of respondents indicated that traffic being too fast or heavy kept them from walking or bicycling more often. When asked the same question, only seven percent indicated that the need to transport people or things kept them from walking or riding a bike. This is a clear indication that safety is perceived as a key issue, and that projects improving safety should be prioritized.

In addition to utilizing the results of public input to select criteria, project staff worked closely with the Advocacy Working Group throughout the selection process. The Advocacy Working Group consisted of traffic engineers, planners, and other public officials; thus, members provided valuable technical expertise. Members helped to select, define, rank, and assign appropriate weight to criteria due to their collective professional experience in transportation related fields.



The following criteria have been selected to prioritize projects:

- 1. Safety, in terms of crash data involving incidents between motorized vehicles and pedestrians and bicyclists. Crash data was be sourced from Signal Four Analytics.
- 2. Connection and Proximity to Schools, in terms of a project's distance from a public or private school. This includes post-secondary institutions.
- 3. Network Continuity, in terms of connections to existing/planned pedestrian and bicycle facilities. Data has been received from the following local governments:
 - a. Escambia County
 - b. Santa Rosa County
 - c. City of Pensacola
 - d. City of Milton
 - e. City of Orange Beach, Ala.
- 4. Location Efficiency, in terms of a project's proximity to an activity center. An activity center is defined as a highly-trafficked destination within a city or region. Activity centers considered in this methodology are defined below:
 - a. Park, Trail, or Greenway: a regional, local or neighborhood space for recreation
 - b. Transit Station: a transit center/hub
 - c. Employment Center: an employment location with 25 or more employees
 - d. Residential Area: a census block group with more dwelling units per acre than the TPO average
 - e. Hospital/Medical Clinic: an establishment where patients receive inpatient or outpatient medical care
- 5. Cost Efficiency, in terms of total project cost. Project cost thresholds were developed with support from FDOT.
- 6. Project Coordination, in terms of project identification prioritization in other adopted plans including the Long Range

- Transportation Plan (LRTP), Transportation Improvement Program (TIP), Comprehensive Plans, Master Plans, Community Redevelopment Areas, Pedestrian/Bicycle Plans, etc.
- 7. Evidence Based / Anecdotal Need, in terms of worn pathways on the side of the road or reports of people using the road to walk or ride a bicycle.
- 8. Vehicle Access, in terms of encouraging facilities in areas with high rates of zero vehicle ownership. A high rate of zero vehicle ownership is anything higher than the TPO average. This data is sourced from the United States Census and is broken down by Block Group.

The table on the following page displays the method for scoring and ranking projects. This method ranks projects by assigning weight to each criterion and point values to potential characteristics. Points awarded for each characteristic are multiplied by the criterion's weight, and total points for all criteria are summed. Projects with the highest point values will be given the highest priority for implementation.



Criteria	Points	Weight
Safety		20
High Crash Corridor (>10 pedestrian/cyclist incidents in the last 5 years)	3	60
Moderate Crash Corridor (>5 pedestrian/cyclist incidents in the last 5 years)	2	40
Low Crash Corridor (<3 pedestrian/cyclist incidents in the last 5 years)	1	20
Connection and Proximity to Schools		20
Project is within .25 miles of a planned or existing school	3	60
Project is between .25 and .5 miles of a planned or existing school	2	40
Project is between .5 and 1 mile of a planned or existing school	1	20
Network Continuity		20
Project connects two existing or planned pedestrian/bicycle facilities (closes a gap between two separate bike lane segments, links parallel facilities with a crosswalk or other defined space)	3	60
Project extends an existing or planned pedestrian/bicycle facility	2	40
Location Efficiency		15
Project is within .25 miles of a planned or existing activity center	3	45
Project is between .25 and .5 miles of a planned or existing activity center	2	30
Project is between .5 and 1 mile of a planned or existing activity center	1	15
Cost Efficiency		15
Low cost projects (<\$500,000 total)	3	45
Medium cost projects (between \$500,000 and \$700,000 total)	2	30
High cost projects (> \$700,000 total)	1	15
Project Coordination		15
Project is identified in an adopted plan (Comprehensive Plan, Master Plan, Community Redevelopment Area, Previous Ped/Bike Plan, etc.)	3	45
Evidence Based/Anecdotal Need		10
Project is located within .25 miles of a location with worn pathways by the side of the road and/or there are reports of people using a busy road to walk or ride a bicycle	3	30
Project is located between .25 and .5 miles of a location with worn pathways by the side of the road and/or there are reports of people using a busy road to walk or ride a bicycle	2	20
Project is located between .5 and 1 mile of a location with worn pathways by the side of the road and/or there are reports of people using a busy road to walk or ride a bicycle	1	10
Vehicle Access		10
Project is within .25 miles of a Census Block Group with a high rate of zero vehicle ownership	3	30
Project is between .25 and .5 miles of a Census Block Group with a high rate of zero vehicle ownership	2	20
Project is between .5 and 1 mile of a Census Block Group with a high rate of zero vehicle ownership	1	10
Total Potential Points		375

Table 5: Project Scoring Criteria

Pedestrian Bicycle Master Plan - Project Prioritization Criteria - Safety

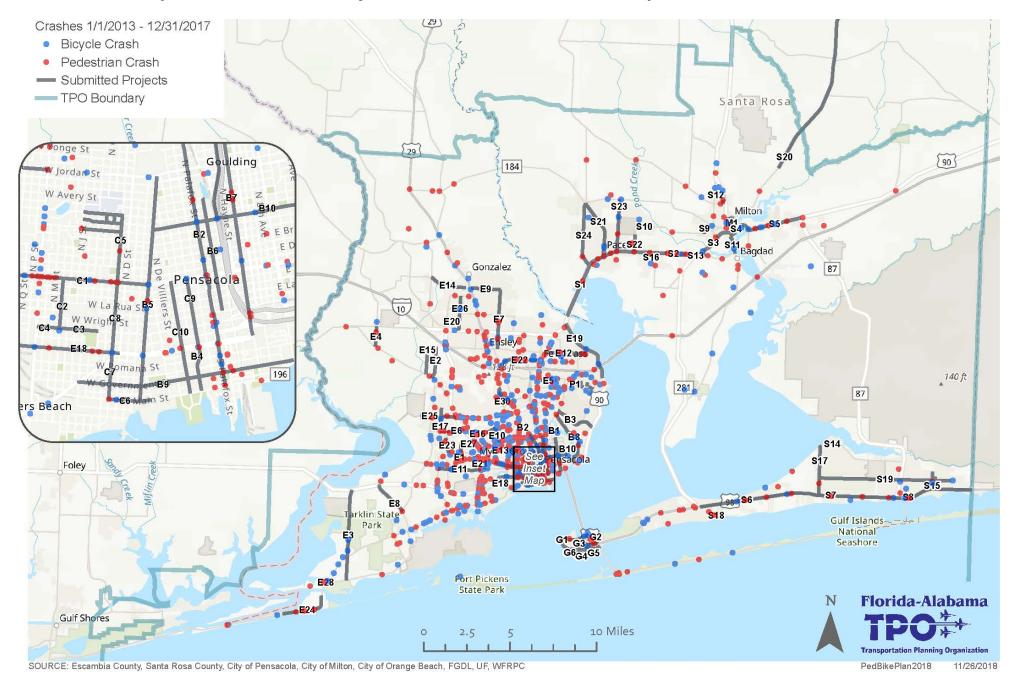


Figure 9: Project Map by Project Prioritization Criteria - Safety

Pedestrian Bicycle Master Plan - Project Prioritization Criteria - Connection and Proximity to Schools

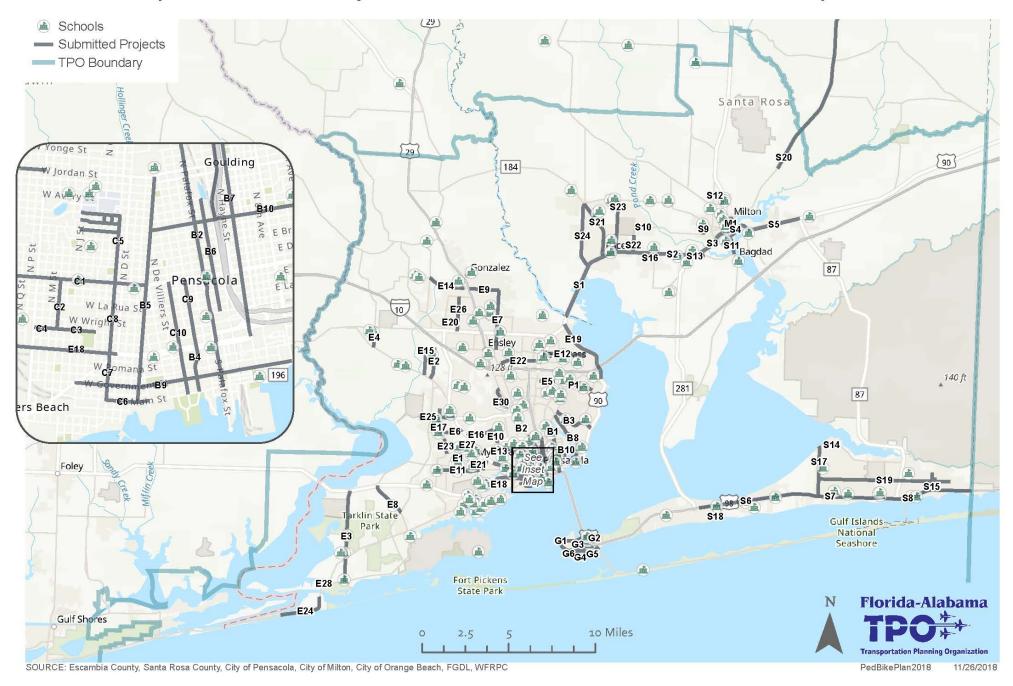


Figure 10: Project Map by Project Prioritization Criteria - Connection and Proximity to Schools

Pedestrian Bicycle Master Plan - Project Prioritization Criteria - Location Efficiency

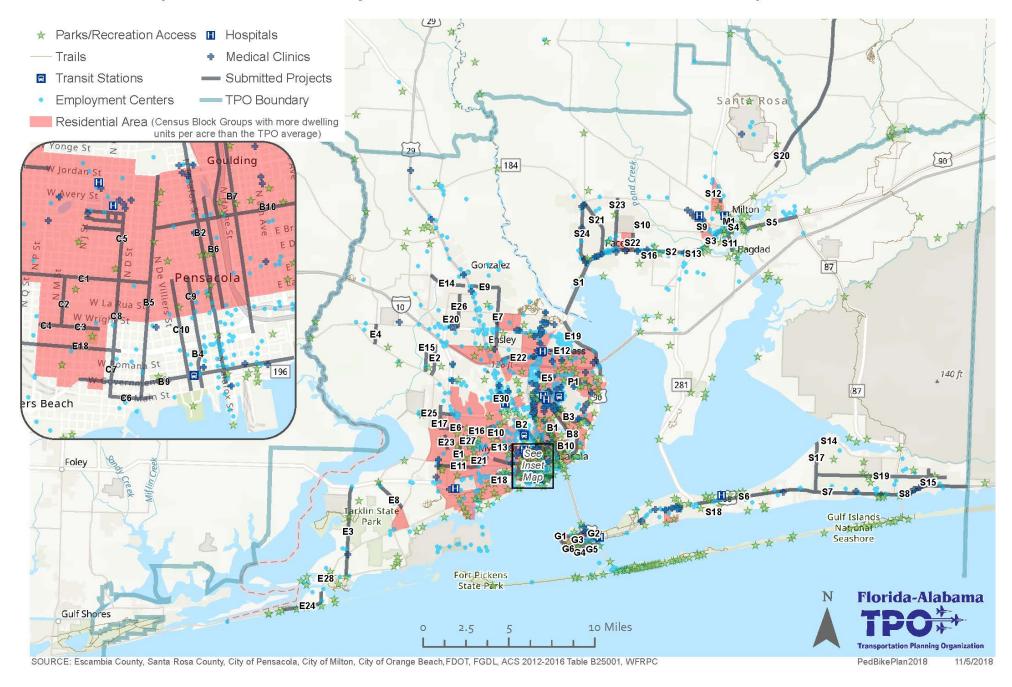
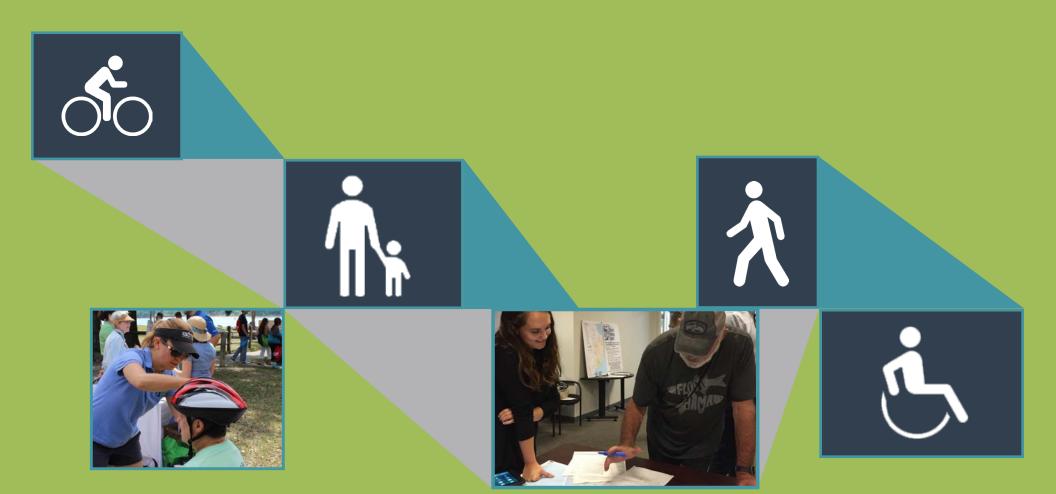


Figure 11: Project Map by Project Prioritization Criteria - Location Efficiency



Trends, Constraints, and Opportunities

Trends, Constraints, and Opportunities

Trends

In recent years, there has been a shift in transportation planning to encourage alternative modes of transportation particularly bicycling and walking. Besides the notable benefits bicycling and walking have on personal health and the environment, it also reduces congestion and promotes more efficient traffic flow. To help facilitate an increase in citizens walking and biking for leisure or to work, school, and other destinations, a multitude of programs and planning concepts exist and are described throughout this plan.

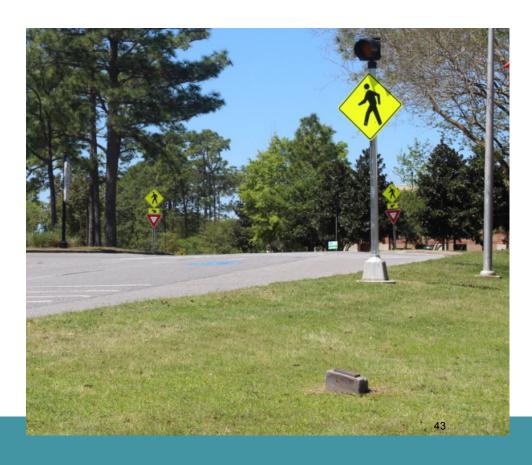
Constraints

The primary constraint is lack of funding for the number of projects proposed. However, there are creative funding opportunities explained in the next section. A second funding-related constraint is that many grants require a partial match by the local government applying for the grant. In many areas, particularly rural areas, this is difficult to accomplish. An additional constraint is automobile drivers' resistance to sharing the road with non-motorized transportation users. As previously discussed, this constraint can be mitigated through safety measures. Another important constraint to consider is the existing infrastructure that is in place. It is much more difficult to construct sidewalks and bike lanes once a road has already been established. Working through right-of-ways and other easements is a challenge.

Opportunities

It is vital that the TPO area includes pedestrian and bicycle facilities accessible to people of all ages and abilities. In the TPO area, it has been observed that there is a particular demand for more pedestrian facilities to help zero vehicle households reach their destinations.

Some citizens avoid bicycling or walking as a core means of transportation because of safety concerns. Improving safety will increase a sense of security for pedestrians and cyclists. Safety can be improved through multimodal safety education programs, sign installations, and designated infrastructure for pedestrians and cyclists. The TPO has an extensive existing network, which can be visualized using the network map found in the online appendix. One of the most heavily weight criteria in the plan's methodology is network continuity. The amount of existing infrastructure leaves significant opportunity for a vast, connected network throughout the TPO's jurisdiction.







Funding Opportunities

Funding Opportunities

Bicycle and pedestrian projects are broadly eligible for funding most major federal-aid highway, transit, safety, and other programs. Specific program requirements must be met, and eligibility must be determined on a case-by-case basis. For example: transit funds must provide access to transit; Congestion Mitigation Air Quality (CMAQ) must benefit air quality; Highway Safety Improvement Program (HSIP) projects must be consistent with the State Strategic Highway Safety Plan and address a highway safety problem; National Highway Performance Program (NHPP) must benefit the National Highway System (NHS) corridors; Recreation Trails Program (RTP) must benefit recreational facilities; the Federal Lands and Tribal Transportation Programs (FLTTP) must provide access to or within federal or tribal lands.

The Fixing America's Surface Transportation (FAST) Act was signed into law Dec. 4, 2015. The FAST Act reauthorizes the federal surface transportation programs for highways, highway safety, and transit. It replaces Moving Ahead for Progress in the 21st Century (MAP-21), its legislative predecessor. MAP-21 authorized the Transportation Alternatives Program (TAP), known today as Transportation Alternatives Set-Aside, which replaced the funding from pre-MAP-21 programs, including: Transportation Enhancement (TE) and Recreational Trails Program (RTP). The TPO requests annually that local governments submit bicycle and pedestrian projects for their Transportation Alternatives Set-Aside applications. Applicants for Transportation Alternatives projects must be Local Agency Program (LAP) certified, in the process of becoming LAP certified, or have a sponsor that is LAP certified. The Recreational Trails Program and Safe Routes to School Program projects are included in the Transportation Alternatives as set aside programs.

The TPO will monitor developments regarding the next surface transportation authorization bill to confirm continuations of many

of these programs and potential new funding sources for bicycle and pedestrian projects.

Federal-Aid Highway Programs

National Highway System (NHS): Funds may be used to construct bicycle transportation facilities and pedestrian walkways on land adjacent to any highway on the National Highway System, including interstate highways.

Surface Transportation Program (STP)

Funds may be used for the construction of bicycle transportation facilities and pedestrian walkways, as well as many other related facilities (bicycle parking, bike-transit interface, etc.). Other non-construction projects related to prudent bicycle use and walking such as maps, brochures, and public service announcements are eligible for STP funds. Modifications of public sidewalks to comply with the Americans with Disabilities Act are also covered.



Bridge Replacement and Rehabilitation Program (HBRRP)

Funds are available for pedestrian walkways and bicycle transportation facilities on highway bridges. If a highway bridge deck is replaced or rehabilitated, and bicycles are permitted at each end, then the bridge project must include safe bicycle accommodations (within reasonable cost).

Transportation Alternatives Set-Aside (TA Set-Aside)

The TA Set-Aside combines what were previously the Transportation Enhancement, Recreational Trails, and Safe Routes to Schools programs into one larger program. The TA Set-Aside provides funding for projects that further develop transportation infrastructure for non-auto modes of transportation, including on-and-off road pedestrian and bicycle facilities, bicycle/pedestrian connections to transit facilities, community improvement activities, environmental mitigation activities, Recreational Trail Program projects, Safe Routes to School projects, and various other projects.

The TPO is responsible for carrying out a continuing, cooperative, and comprehensive transportation planning process. The TPO approves the prioritization criteria and final ranking of all Transportation Alternatives Set-Aside projects, based on such factors as connectivity, safety, and destination intensity.

Recreational Trails Program (RTP)

Funds may be used for various kinds of trail projects. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles.

Congestion Mitigation and Air Quality Improvement (CMAQ)

CMAQ, established in 1991 and reauthorized by the FAST Act, is intended to realign the focus of transportation planning toward a more inclusive, environmentally-sensitive, and multimodal approach to addressing transportation problems.

Federal Lands Highway Program (FLHP)

Funds may be used to construct roads and trails within or adjacent to (or, in some cases, providing access to) federal lands. FLHP funds, which are discretionary, generally total \$550 million per year. Recreation interests often benefit from FLHP funds.

Federal Transit Program

Job Access and Reverse Commute Grants are available to support projects, including bicycle related services designed to transport welfare recipients and eligible low-income individuals to and from employment.

Title 49 USC allows the Urbanized Area Formula Grants, Capital Investment Grants and Loans, and Formula Program for Other Than Urbanized Area transit funds to be used for improving bicycle and pedestrian access to transit facilities and vehicles. Eligible activities include investments in "pedestrian and bicycle access to a mass transportation facility" that establishes or enhances coordination between mass transportation and other transportation.

Mobility Management is an eligible expense under most FTA grant programs. Mobility Management provides technical assistance, develops planning methods, and conducts outreach, research, demonstration, and project evaluations that assist local communities in improving regional transportation mobility.

Highway Safety Programs

Pedestrian and bicyclist safety remain priority areas for State and Community Highway Safety Grants funded by the Federal Section 402 formula grant program. A state is eligible for these grants by submitting a Performance Plan (establishing goals and performance measures for improving highway safety) and a Highway Safety Plan (describing activities to achieve those goals). Research, development, demonstrations, and training to improve highway safety (including bicycle and pedestrian safety) are carried out under the Highway Safety Research and Development (Section 403) Program.

Safe Routes to School Program (SRTS)

The FAST Act did not provide specific funding for SRTS, but SRTS projects are eligible for Transportation Alternative Set-Aside funds and for Surface Transportation Program (STP) funds. Transportation Alternatives provisions and requirements apply to projects using TA Set-Aside funds. The Safe Routes to School program is designed to enable and encourage children to walk and bicycle to school, and to "facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools." Safe Routes to School projects include on-street bicycle facilities, offstreet bicycle facilities, and secure bicycle parking facilities. National Highway Performance Program (NHPP): NHPP provides support to major infrastructure projects included in the National Highway System (NHS). The NHS is comprised of the country's major roads, including the Interstate System highways and bridges. NHPP supports funding for some of these major infrastructure projects, including pedestrian paths and bicycle routes that are a part of the NHS. The Safe Routes to School program can be divided into two parts: infrastructure and education. Infrastructure SRTS grants can help communities build pedestrian and bicyclist facilities in close

proximity to schools. The education SRTS grants help communities host pedestrian/bicycle safety programs such as bicycle rodeos and Walk or Bike to School Day.

Other Funding Sources

BUILD Discretionary Grants

The BUILD (Better Utilizing Investments to Leverage Development) discretionary grants are currently in their 8th round of funding. BUILD grants fund capital investments in surface transportation infrastructure and are awarded on a competitive basis to projects that have a significant impact on the nation, a region, or metropolitan area. The grant program focuses on capital projects that generate economic development and improve access to reliable, safe, and affordable transportation for disconnected both urban and rural, while emphasizing improved connection to employment, education, services, and other opportunities, workforce development, or community revitalization. Funds are available for projects in urban areas costing between \$10 million and \$200 million with a 20% local match requirement.



Land and Water Conservation Fund (LWCF) Grants

National Park Service Land and Water Conservation Fund (LWCF) Grants: This federal funding source was established in 1965 to provide "close-to-home" parks and recreation opportunities to residents throughout the United States. The funds come from the sale or lease of nonrenewable resources, primarily federal offshore oil and gas leases, and surplus federal land sales. LWCF grants can be used by communities to build a variety of parks and recreation facilities, including trails and greenways. LWCF funds are distributed by the National Park Service to the states annually. Communities must match LWCF grants with 50 percent of the local project costs through in-kind services or cash. All projects funded by LWCF grants must be used exclusively for recreation purposes, in perpetuity. Projects must be in accordance with each state's Comprehensive Outdoor Recreation Plan.

Florida Division of Forestry (Urban and Community Forestry Grant Program)

As part of the federal government's Urban and Community Forestry Matching Grant Program, funds will be available to organizations to develop or enhance their urban and community forestry programs. Awards are made as 50-50 matching grants (50 percent federal, 50 percent applicant) to local governments, educational institutions, Native American tribal governments, and legally organized non-profit (volunteer) organizations.

For more information: http://www.freshfromflorida.com/Divisions-Offices/Florida-Forest-Service/For-Communities/Urban-Forestry/Florida-Urban-andCommunity-Forestry-Grant-Program

National Park Service (Rivers, Trails, and Conservation Assistance Program)

The Nation Park Service Mission of the Rivers, Trails and Conservation Assistance program (RTCA) is to assist community-led natural resource conservation and outdoor recreation initiatives. RTCA staff provides guidance to communities so they can conserve waterways, preserve open space, and develop trails and greenways. Who may apply: The project applicant may be a state or local agency, tribe, non-profit organization, or citizens' group. RTCA does not provide financial assistance to support project implementation. How to Apply: Download the application. Applicants should discuss their project with RTCA staff before applying for assistance. It can be helpful to schedule an advance field visit with staff to best understand how RTCA can be of assistance.

For more information: www.nps.gov/orgs/rtca/apply.htm

State Funding Sources (Florida)

Florida Department of Environmental Protection

The Florida Coastal Management Program is based on a network of agencies implementing 24 statutes that protect and enhance the state's natural, cultural, and economic coastal resources. The goal of the program is to coordinate local, state and federal agency activities using existing laws to ensure that Florida's coast is as valuable to future generations as it is today. Florida's Department of Environmental Protection is responsible for directing the implementation of the state-wide coastal management program. For more information: www.dep.state.fl.us/cmp

Highway Safety Grant through FDOT State Safety Office

Funding is available for programs in the following traffic safety priority areas: aging road users, community traffic safety outreach, distracted driving, impaired driving, motorcycle safety, occupant protection and child passenger safety, pedestrian and bicycle safety, police traffic services, public traffic safety professionals training, speed/aggressive driving, teen driver safety, traffic records, traffic records coordinating committee, and work zone safety. Florida municipalities are encouraged to seek bicycle and pedestrian project funding through FDOT's Highway Safety Grant.

Private Funding Sources

Private funding sources can be extremely beneficial to public projects. These funds can leverage federal and state dollars by providing necessary local match contributions creating what is known as public-private partnerships. They also build community involvement and buy in to the project. Private funding opportunities are constantly changing as businesses and organizations change and grow.

PeopleForBikes

"The PeopleForBikes Community Grant Program provides funding for important and influential projects that leverage federal funding and build momentum for bicycling in communities across the U.S." Most of the PeopleForBikes grants awarded to government agencies are for trail projects. The program encourages government agencies to team with a local bicycle advocacy group for the application. PeopleForBikes seeks to assist local organizations, agencies, and citizens in developing bicycle facilities projects that will be funded by MAP-21 or its subsequent programs. PeopleForBikes will accept applications for grants of up to \$10,000 each (with potential local

matches) and will consider successor grants for continuing projects. Grant applications are accepted twice per year.

For more information: www.peopleforbikes.org/pages/community-grants

AmeriCorps' National Civilian Community Corps (NCCC)

The AmeriCorps National Civilian Community Corps is a full-time residential program for men and women, ages 18-24, that strengthens communities while developing leaders through direct, team-based national and community service." Local governments can apply to host an NCCC team. One project that NCCC members work on is the building or improving of trails. Teams have cleared trees and brush, leveled trails to comply with federal guidelines on Americans with Disabilities Act (ADA) access, implemented erosion control techniques, and created and updated signs. These trails are located in rural, urban, and national parks from California to Maine, and are used by tens of thousands of Americans each year. For more information: www.nationalservice.gov/programs/americorps/americorps-nccc

FishAmerica Foundation

Provides funding to public and private organizations for projects that enhance or conserve water and fisheries resources, including community efforts. In the last 18 years, the Foundation has provided over 900 grants totaling more than \$10.6 million to improve the fisheries resource in all 50 states and Canada. The Foundation grant system includes several changing grant categories, each with different application cycles and some of which can include greenways that enhance or conserve water resources. For more information: www.fishamerica.org/grants

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American Hiking Society National Trails Fund

The American Hiking Society's National Trails Fund is the only privately funded national grants program dedicated solely to hiking trails. National Trails Fund grants have been used for land acquisition, constituency building campaigns and traditional trail work projects. Since the late 1990s, the American Hiking Society has granted over \$679,000 to organizations across the US.

For more information: www.americanhiking.org/national-trailsfund/

American ReLeaf

The American ReLeaf program is American Forests' education and action program that aids individuals, organizations, agencies, and corporations improve the local and global environment by planting and caring for trees. The program provides funding for planting tree seedlings on public lands, including trailsides. Emphasis is placed on diversifying species, regenerating the optimal ecosystem for the site and implementing the best forest management practices. This grant is for planting tree seedlings on public lands, including along trail rights-of-way to enhance trails.

For more information: www.americanforests.org/discover-american-forests/ourwork/

Conservation Alliance

The Conservation Alliance is a group of outdoor businesses that supports efforts to protect specific wild places for their habitat and recreation values. Before applying for funding, an organization must first be nominated by a member company. Members nominate organizations by completing and submitting a nomination form. Each nominated organization is then sent a request for proposal (RFP) instructing them how to submit a full request. Proposals from organizations that are not first nominated will not be accepted. The Conservation Alliance conducts two funding cycles annually.

Grant requests should not exceed \$50,000 annually.

Deadlines for those cycles are:

Summer Cycle:

- Nominations due May 1
- Proposals due June 1
- Grants announced early October

Winter Cycle:

- Nominations due November 1
- Proposals due December 1
- Grants announced early April

For more information: www.conservationalliance.com

The Robert Wood Johnson Foundation

The Robert Wood Johnson Foundation seeks to improve the health and health care of all Americans. One of the primary goals of the Foundation is to "promote healthy communities and lifestyles." Calls for grant proposals are issued as developed, and multiple communities nationwide have received grants related to promotion of trails and other non-motorized facilities.

For more information: www.rwjf.org/grants

Gannett Foundation

The Gannett Foundation is a corporate foundation sponsored by Gannett Co., Inc. Through its Community Grant Program, Gannett Foundation supports non-profit activities in the communities in which Gannett does business. Through its other programs, the Foundation invests in the future of the media industry, encourages employee giving, reacts to natural and other disasters, and contributes to a variety of charitable causes.

For more information: www.gannettfoundation.org

The Walmart Foundation's State Giving Program

The Walmart Foundation's State Giving Program plays an essential role in the Foundation's mission to create opportunities, so people can live better. The Program provides grants to 501(c)(3) organizations, ranging from \$25,000 to \$200,000. The Community Engagement Giving grant cycles funding for programs focused on the unmet needs of underserved low-income populations, can apply in cycle 3 only. Examples of programs in Community Engagement Giving: education, health care access, and other human services programs.

For more information: foundation.walmart.com/apply-for-grants/state-giving

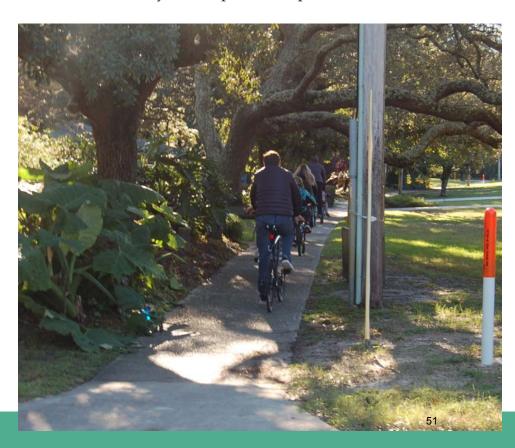
The Alliance for Biking and Walking

The Alliance for Biking and Walking creates, strengthens, and unites state and local bicycling and walking advocacy organizations. The Alliance along with Advocacy Advance (partnership with League of American Cyclists) offer Rapid Response Grants to advocacy organizations. Rapid Response Grants enable state and local bicycle and pedestrian advocacy organizations to win, increase, and preserve public funding in their communities. The Advocacy Advance team provides necessary resources, technical assistance, coaching, and training to supplement the grants.

Local Funding Sources

It is important to mention that while grants and private funding is available, in most cases, the county must have adequate staffing levels and matching funds or the ability to match with in kind services. Sometimes, grants cannot be leveraged due to limits associated with staffing the actual projects or providing a cash or in-kind services match. Currently, Santa Rosa County utilizes six

cents per gallon, which is half of its available 12 cents per gallon local option gas tax. This gas tax helps fund local roadway projects throughout the county. A newly approve, local option sales tax is also used to fund infrastructure projects. Increases in either of these local option taxes would have to be approved by the residents of the county by vote. Santa Rosa County is eligible for FDOT's Small County Outreach Program based on the 2010 Census population. This program only requires a 25 percent local match. Impact fees are another source of revenue for transportation projects. Impact fees are paid by developers to add sidewalks and capacity improvements required because of new development to an area. However, the county has suspended impact fees since 2009.



Some local governments have implemented a "payment in lieu of sidewalk" requirement where developers that are required by code to construct sidewalks can make a payment for future sidewalk construction. The Land Development Code, in these communities basically allows for developers to pay a fee in lieu of building sidewalks when projects meet certain criteria. When this occurs, the monies paid are set aside in a fund for future sidewalk construction in that neighborhood or planning area. In these communities, sidewalk construction is often prioritized by the sidewalk or a bicycle-pedestrian master plan that is linked to the Capital Improvements Program and well-vetted through a public process. This enables developer contribution in a manner that targets fast growing planning areas. This also enables consistency with a prioritization or master planning program by not necessarily requiring the sidewalks to be built in the proposed development.

Another option to finance infrastructure improvements is to develop a Community Redevelopment Agency (CRA). CRAs are designated by a local county or city and directed by a board created by the city or county. A Community Redevelopment Plan then can be created to draft a plan of action to implement projects that are needed.



Additional Potential Funding Resources

National Highway Traffic Safety Administration (NHTSA)

- Transportation, Community, and System Preservation Program (TCSP)
- Transportation Enhancement (TE)
- Transportation Equity Act (TEA)
- Transportation Infrastructure Financing and Innovation Act (TIFIA)
- Federal Lands and Tribal Transportation Programs (FLTTP)
- Hazard Elimination Program (HEP)
- Highway Safety Improvement Program (HSIP)















Development of Plan and Section Improvements

Development of Plan and Section Improvements

Locations and Types of Facilities

The summary table on the following page contains the 25 highest ranking projects submitted during the first and second call for projects. The complete list of all 81 projects and their corresponding proposal forms may be located in the separate appendix for this document.

"Type" Key: R = Restriping, S = Sidewalk, MUP = Multi-Use Path, C/II = Crosswalk/Intersection Improvement, P/BTS = Pedestrian/Bicycle Traffic Signal, TCD/T = Traffic Calming Device/Technique, DS = Directional Signage, O = Other



Rank	Name	Туре	Submitted By	Safety	School	Network	Location	Cost	Project Coordination	Evidence	Vehicle	TOTAL
1	West Moreno	S, C/II	City of Pensacola CRA	40	60	60	45	45	45	30	30	355
2	West Cervantes St Corridor Improvements	R, S, MUP, C/II, P/B TS, TCD/T	City of Pensacola CRA	60	60	60	45	15	45	30	30	345
3	W. Cervantes to Downtown Pensacola Connection via North "E" St (North)	R, S, MUP, C/II	City of Pensacola CRA	40	60	60	45	30	45	30	30	340
4	Connectivity from West Cervantes to Legion Field Park via North "L" Street	S, C/II	City of Pensacola CRA	20	60	60	45	45	45	30	30	335
5	Connectivity to Global Learning via Gregory St	S, MUP, C/II	City of Pensacola CRA	20	60	60	45	45	45	30	30	335
6	North Spring Street Improvements	R, S, C/II	City of Pensacola CRA	20	60	60	45	45	45	30	30	335
7	North Reus Street Improvements	S, C/II	City of Pensacola CRA	20	60	60	45	45	45	30	30	335
8	Palafox St - Road Diet/Rebalance	R, TCD/T, DS, O	City of Pensacola BAC	60	60	60	45	45	0	30	30	330
9	Jackson Street Sidewalks	S	Escambia County	40	60	60	45	15	45	30	30	325
10	US 90 - Escambia County Line to Bell Lane	S, O	Santa Rosa County	40	60	60	45	15	45	30	30	325
11	US 90 - Bell Lane to Glover Lane	S, O	Santa Rosa County	40	60	60	45	15	45	30	30	325
12	US 98 - Portside Drive to Bergren Road	S, O	Santa Rosa County	40	60	60	45	15	45	30	30	325
13	Navy Boulevard Bicycle Lanes	R	Escambia County	40	60	60	45	15	45	30	30	325
14	Connectivity to Legion Field Park via Gregory St	S, MUP, C/II	City of Pensacola CRA	20	40	60	45	45	45	30	30	315
15	Connectvity to North "E" St via Main St	S, MUP, C/II	City of Pensacola CRA	20	40	60	45	45	45	30	30	315
16	W. Cervantes to Downtown Pensacola Connection via North "E" St (South)	R, S, MUP, C/II	City of Pensacola CRA	20	40	60	45	45	45	30	30	315
17	"A" Street - Roadway Rebalance	R, C/II	City of Pensacola BAC	40	60	60	45	45	0	30	30	310
18	Blount St Roadway Rebalance	R, O	City of Pensacola BAC	40	60	60	45	45	0	30	30	310
19	Chemstrand Road Sidewalks	S	Escambia County	20	60	60	45	15	45	30	30	305
20	Johnson Avenue Sidewalks	S	Escambia County	20	60	60	45	15	45	30	30	305
21	Jordan Street Sidewalks	S	Escambia County	20	60	60	45	15	45	30	30	305
22	Olive Road West Sidewalks	S	Escambia County	40	40	60	45	15	45	30	30	305
23	McClure and Andrew Jackson Sidewalk	S	City of Gulf Breeze	20	60	60	45	45	45	30	0	305
24	Soundview Trail Walking Path	S	City of Gulf Breeze	20	60	60	45	45	45	30	0	305
25	Milton Multimodal Connector	S, MUP	City of Milton	20	60	60	45	15	45	30	30	305

Table 7: 25 Highest Ranked Projects Submitted

There was little variability among the school, network, location, evidence, and zero vehicle criteria. Most of the project proposals remain consistent with each other on these five components of the methodology. The variability is mostly evident in the safety and cost categories. The primary reason behind the vastly differing cost scores is that a significant portion of municipalities opted to not submit an estimated cost for their project proposals. Projects submitted without a cost were automatically given a weighted score of 15, which is the minimum score any project could receive for cost; a score of 15 covers all projects costing greater than \$700,000 (See Table 5 on page 38).

This plan features an emphasis on pedestrians due to the area's demand for pedestrian infrastructure benefiting households with limited access to motorized transportation options. Out of the 25 top ranked proposals, only 3 did not request sidewalk improvements, and 10 proposals requested crosswalk improvements.

The ranking reflects that each of the five municipalities to submit proposals has at least one project ranking in the top 25, and none of the top projects received a score less than 305 out of 375.



Strategies for Improving Safety

There are numerous avenues that can be utilized to improve safety in the Florida-Alabama TPO area. Designating alternative bike routes on parallel facilities is one suggestion (See East Cervantes CMP). Programs such as Safe Routes to School offer educational opportunities for children to learn about safe pedestrian and bicycle practices. Currently, the TPO is an active participant in back to school community events. These events have been providing excellent opportunities to educate children and adults on safe pedestrian and bicycle practices.

Improving street signs can remind motorized vehicles to share the road with bicyclists and stay alert for pedestrians. Examples of signs that can aid pedestrian and bicycle visibility:

- Flashing crosswalk signs
- Flashing speed limit signs
- Sharrows
- "Share the Road" signs
- Crosswalk barricades with stop/yield sign

Examples of infrastructure that aids pedestrian and bicycle safety:

- Pedestrian islands
- Protected bike lanes
- Striped bike lanes
- Crosswalks
- Pedestrian bridges

Adopting a pedestrian and bicycle safety plan, similar to the one prepared by the Florida Department of Transportation, could be an excellent resource for safe multimodal practices and design. The U.S. Department of Transportation's Federal Highway Administration also has a Pedestrian Safety Strategic Plan.

System for Maintenance and Management of Current/Future Facilities

Ensuring the adequate maintenance of current and future facilities relies on effective communication between citizens and municipalities. Citizens are encouraged to report maintenance concerns to their municipalities, and municipalities are encouraged to take an active role in properly maintaining facilities to create a positive travel experience for pedestrians and cyclists. Some routine maintenance checks could include*:

- Determine which agencies are responsible for which maintenance projects. Conduct "bike safe" and "walk safe" evaluations utilizing ArcGIS Collector to record the traveler's experience with surface roadway conditions, clarity of signage and road striping, and cleanliness of the pathway (i.e., check for path blockages).
- Utilize online tools to allow travelers to stay informed on construction and report on their user experiences.
- Develop a thorough record keeping system of maintenance requests.
- Maintain a record of maintenance activities and cost.
- Track the Level of Service.

*The 2005 Pedestrian/Bicycle Master Plan drafted by HDR was used as a reference for these guidelines.



Design and Safety Standards

Adopting a uniform set of standards and corresponding policies is one action to consider. The standards should support intelligent design with an emphasis on safety. Coordinating with FDOT and ALDOT is a critical component to achieve technical accuracy in writing a set of standards for projects.

Some core guidelines could be*:

- Design pathways and roadways for users of all abilities.
- Develop a cohesive travel network.
- Abide by the Complete Streets concept, promoting the multimodal capabilities of streets.
- Design sidewalks and bike lanes should be a width that allows the user to feel both safe and comfortable.
- Create safe intersections through the installation of signals, signage, painted stripes, brick pavers, and appropriate curb cuts.
- Reduce speed on high pedestrian traffic areas.
- Decrease lane width to encourage a natural slow in vehicle speed.
- Implement road diets to reduce travel speed and install the necessary bike lanes or sidewalks.
- Maintain street lighting to ensure safety and visibility of pedestrians and cyclists.
- Encourage traffic flow with roundabouts.
- Build pedestrian islands and wide medians to provide pedestrians with a reprieve from fast-moving vehicles.
- Foster a sense of public space to encourage citizens to walk more frequently.

*The 2005 Pedestrian/Bicycle Master Plan drafted by HDR was used as a reference for these guidelines.

Proposed Policies for Realization of Goals and Objectives*

Goal 1: Education

Educate users of all transportation modes on Complete Streets concepts and pedestrian and bicycle safety, rights and responsibilities.

Objectives:

- **1.1** Conduct outreach focusing on safe walking, bicycling and driving conduct with a specific focus on traffic laws.
 - Policy 1.1.1 The TPO will produce and distribute educational materials regarding pedestrian and bicycle safety.
- **1.2** Organize workshops with state transportation agencies and local government planning and engineering departments focusing on Complete Streets concepts.
 - Policy 1.2.1 The TPO will host Complete Street workshops and charrettes in conjunction with transportation agencies and local governments.
- **1.3** Partner with public and private schools to conduct pedestrian and bicycle safety training activities such as Safe Routes to School. Policy 1.3.1 The TPO will continue to support safety outreach programs.

Goal 2: Engineering

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

Objectives:

- **2.1** Reduce conflicts between vehicles, pedestrians and bicyclists by implementing a wide range of context-appropriate facility improvements.
 - Policy 2.1.1 All new roadways should include a pedestrian and bicyclist provisions.
 - Policy 2.1.2 The TPO shall support lighting improvements and high visibility crosswalks to ensure safety.
- **2.2** Increase the quality and quantity of facility connections between existing multi-modal facilities and other generators of walking and bicycling activity (these areas are identified and the project prioritization section).
 - Policy 2.2.1 All updates to intersections and roadways will consider how the infrastructure will benefit and increase walking and bicycling activity.
 - Policy 2.2.2 All future resurfacing projects in urban areas shall fill the pedestrian and bicycle network gaps.



Goal 3: Enforcement

Partner with local law enforcement and first responders to provide adequate enforcement programs.

Objectives:

3.1 Partner with local law enforcement to ensure traffic laws are enforced among bicyclists and motorists.

Policy 3.1.1 The TPO will work with the Community Traffic Safety Team (CTST) and other agencies to offer pedestrian and bicycle safety training to law enforcement professionals.

Policy 3.1.2 The TPO upholds the enforcement of all laws and regulations pertaining to all transportation users to ensure a safe transportation network for all users.

Goal 4: Equity

Develop a well-connected pedestrian and bicycle network that accommodates users of all ages and abilities, including those with disabilities, those who cannot drive and those without access to a vehicle.

Objectives:

4.1 Maintain public involvement to continuously evaluate areas in need.

Policy 4.1.1 The TPO will reference the Title VI plan and evaluate U.S. Census data during each biennial review to ensure areas in need are still being represented in the proposed projects.

4.2 Increase access to amenities and bike/pedestrian facilities. Policy 4.2.1 The TPO shall routinely collect public comment from transportation users of all abilities to ensure every user has an opportunity to voice concerns and ideas regarding all projects. Policy 4.2.2 The TPO will assist with monitoring ADA compliance in upcoming transportation projects.

Goal 5: Encouragement

Enhance the livability of the Florida-Alabama TPO area through encouragement of bicycling and/or walking for short trips.

Objectives:

5.1 Promote organized walking and bicycling events such as Ciclovia.

Policy 5.1.1 The TPO shall maintain a positive attitude toward all pedestrian and bicycle projects and will continue participating in walking and bicycling events.

5.2 Work with local jurisdictions and the League of American Bicyclists to obtain Bicycle Friendly Community certification. Policy 5.2.1 The TPO will continue attending Bicycle Advisory Committee (BAC) meetings to

5.3 Make pedestrian and bicycle facility maps available to the public by dispersing printed maps and implementing wayfinding signage. Policy 5.3.1 The TPO will upload all maps relevant to this plan to the WFRPC website for public viewing.

Policy 5.3.2 The TPO will offer paper maps at all pedestrian and bicycle workshops.

*The 2005 Pedestrian/Bicycle Master Plan drafted by HDR was used as a reference for these policies.



Strategies for Monitoring/Evaluating Plan Success

Following the adoption of the 2018 Florida-Alabama Transportation Planning Organization Pedestrian Bicycle Master Plan, the projects prioritized in the plan will be incorporated into the following planning phases, listed in chronological order:

- Long Range Transportation Plan (LRTP)
- Project Priorities
- Florida Department of Transportation Work Program

Biennial public meetings with the pedestrian/bicycle advocacy working group and TPO are recommended to ensure the plan maintains relevant projects and up-to-date information on issues and trends in pedestrian/bicycle planning. The prioritized projects will be re-evaluated by the municipalities which submitted them. Projects that have been given designated funding will be removed from the plan. The prioritization methodology will also be reviewed during the biennial meetings to ensure it meets the needs of the TPO's distinct municipalities. Reviewing pedestrian/bicyclist crash data biennially is another strategy for monitoring the plan's success.









Conclusion

Enhancement of quality of life, reduction of CO_2 emissions, and improvements in traffic congestion, are just three examples of the many benefits walking and bicycling can have on a community. Adequate sidewalk and bicycle facilities are increasingly becoming livability metrics for communities. The projects detailed in this plan will provide the aforementioned benefits and improve the overall livability of the Florida-Alabama Transportation Planning Organization's region.

The purpose of this plan is to offer multi modal transportation strategies that seamlessly integrate bicyclists and pedestrians into the transportation network. The Complete Streets program aims to achieve this goal. A network of complete streets provides bicyclists and pedestrians a safe environment to coexist with motorized vehicles. This plan offers a prioritization of local projects which will enhance the safety of the transportation network and increase the number of complete streets.





