



## CHAPTER 7 – POLICIES AND IMPLEMENTATION

### The MPO's Role in Setting Policies

Locally-adopted plans and policies relating to biking and walking provide a key part of the framework for building a safe, convenient multimodal network for users of all ages and all abilities. According to FHWA's *Noteworthy Local Policies that Support Safe and Complete Pedestrian and Bicycle Networks*,

Effective policy shapes long-term planning efforts, as well as more immediate decision making. It informs infrastructure planning, design, construction and maintenance and shapes decision making related to investments in infrastructure and capital improvements. Policy informs and shapes an agency's work in engineering, education, enforcement, emergency response, encouragement, and evaluation efforts. This multidisciplinary approach, embodied in both required Federal safety planning and best practices in bicycle and pedestrian planning and design, is important in establishing a safe and complete pedestrian and bicycle network.<sup>20</sup>

Unlike its member entities, the Collier MPO does not build projects and is not an implementing agency. The MPO does, however, play a unique role in providing a forum for regional coordination and a collaborative process for establishing funding priorities.

### MPO Planning Policies

The following policies provide a guide for planning bicycle and pedestrian facilities identified as high priorities in this Plan and for identifying future project priorities over the coming years.

- 1) The MPO reconfirms Resolution 2010-05 (Appendix 13) which gives walking and bicycling the same priority as is given to other modes of transportation and ensuring that there are transportation choices for people of all ages and abilities.
- 2) The MPO supports FDOT's **Statewide Complete Streets Policy** (Topic No. 000-625-017-a). The key components are:
  - a) It is the policy of the MPO to serve the transportation needs of transportation system users of all ages and abilities, including but not limited to: pedestrians, bicyclists, transit riders, motorists, and freight handlers.
  - b) The MPO recognizes Complete Streets are context-sensitive and require transportation system design that considers local land development patterns and built form.
  - c) The MPO encourages its member entities to incorporate a Complete Streets approach for all projects submitted for funding consideration and for inclusion in the LRTP.
- 3) The MPO's **High Priority Complete Streets Corridors** coincide with the Collier Area Transit (CAT) System bus routes, high bicycle/pedestrian crash corridors and address the need to provide equitable

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<sup>20</sup> <https://nacto.org/2016/07/20/high-quality-bike-facilities-increase-ridership-make-biking-safer/>.



access to multimodal transportation facilities for populations identified in this Plan's Environmental Justice Communities (Figure 47).

- 4) Bicycle facilities should be designed for All Ages and Abilities (AAA), a principal developed by NACTO.<sup>21</sup> Lesser accommodation requires additional justification as projects are brought forward for prioritization.
- 5) The MPO encourages its member entities and FDOT to include bike lane improvements as part of resurfacing, reconstruction and routine maintenance.
- 6) The MPO encourages its member entities to require new development to connect on-site bicycle and pedestrian infrastructure to adjacent public bicycle and pedestrian infrastructure.
- 7) State roads that are fronted on both sides by a continuum of tribally-owned lands, State and national parks, preserves, forests, wildlife refuges, and Everglades National Park are identified as primarily serving a recreational function and statewide interests in terms of bicycle and pedestrian usage. Therefore, the MPO asks that FDOT take the lead in coordinating stakeholder involvement (refer to Figure 48).

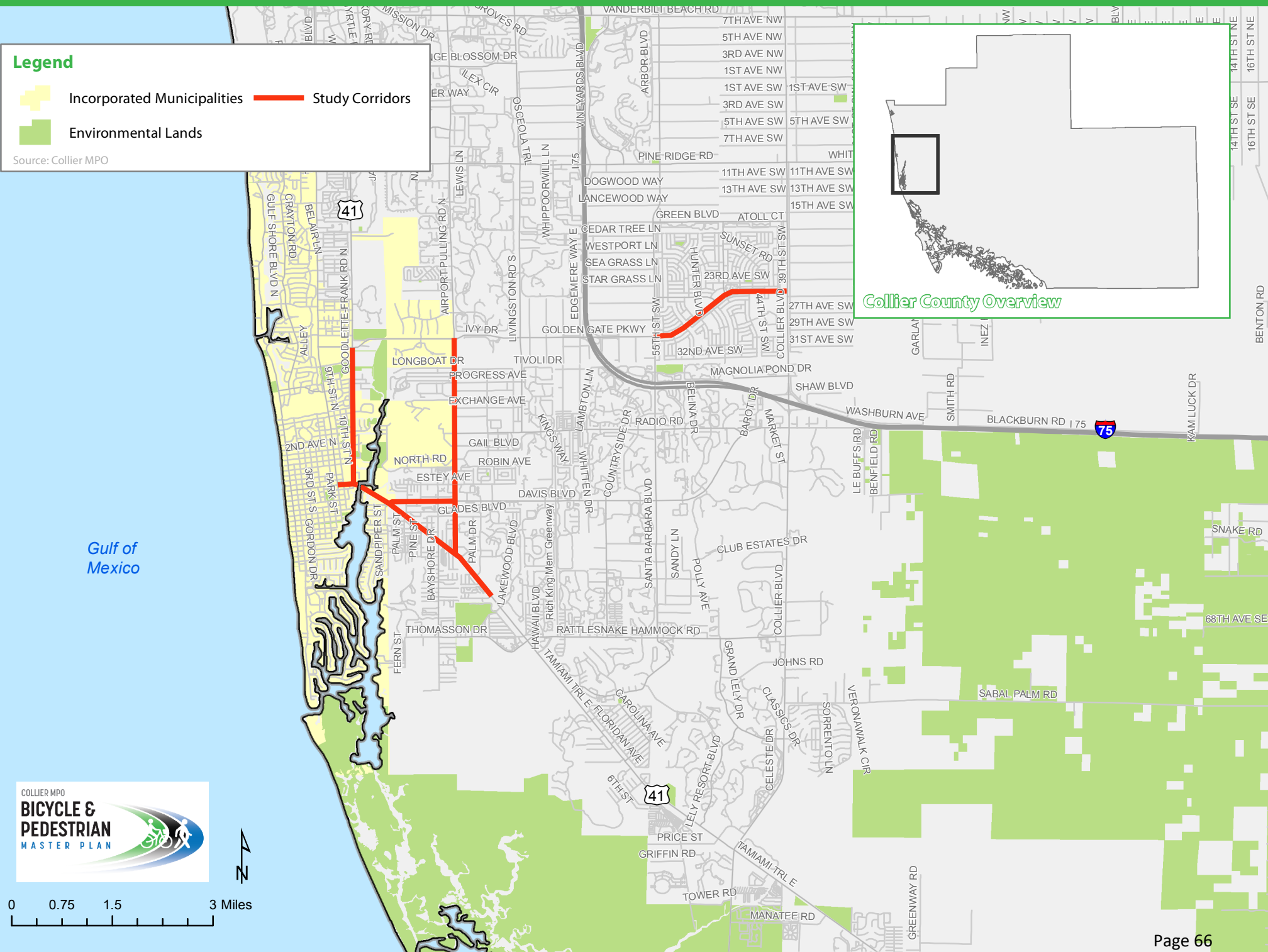
## MPO Design Policies

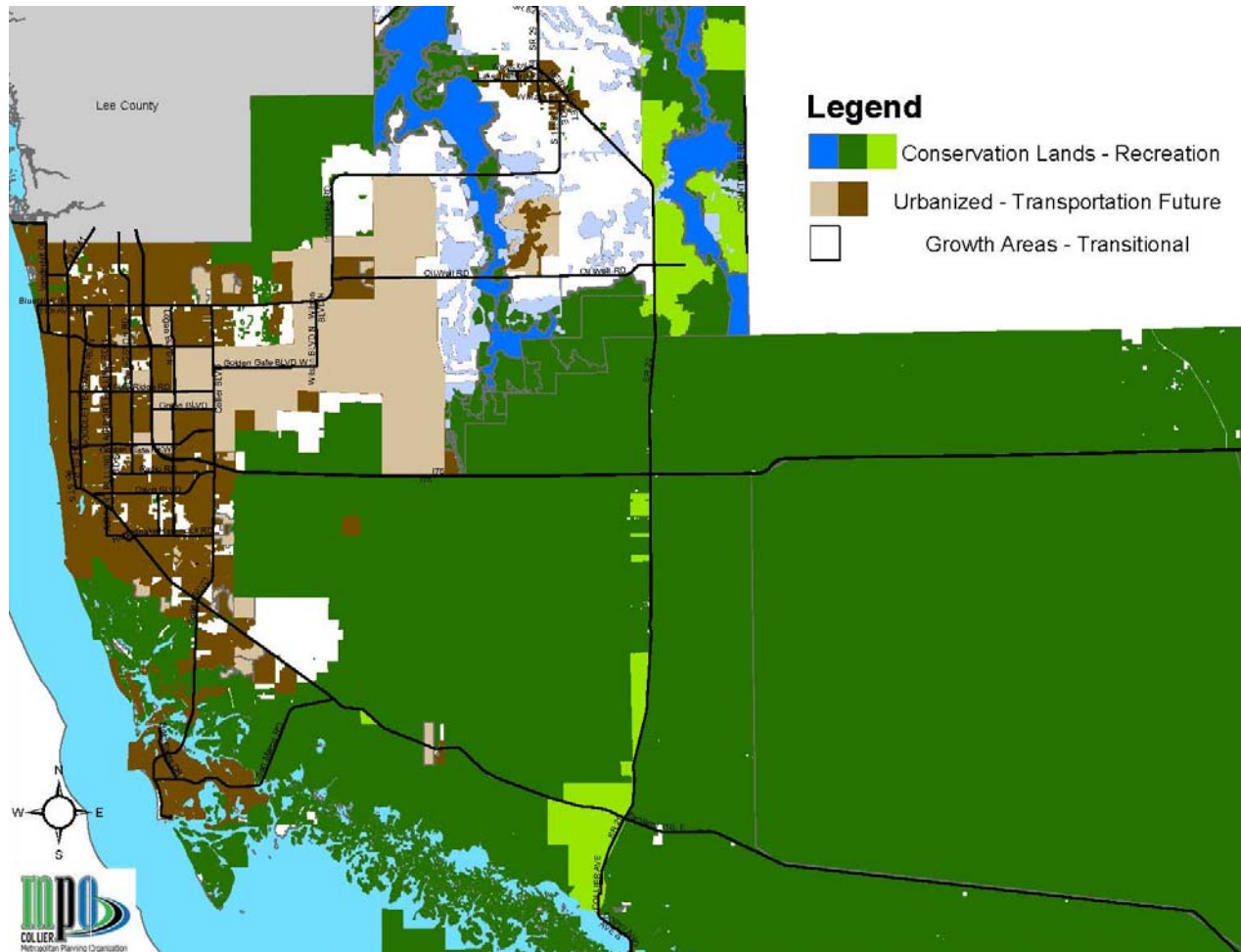
- 1) MPO member entities are encouraged to follow the MPO Design Guidelines in Chapter 6, particularly on projects submitted for MPO funding.
- 2) Figure 48 identifies which facilities the MPO views as filling a recreational function and which fill a transportation function. The distinction is made based upon existing and future urbanized areas in contrast with conservation lands. Existing and proposed bicycle and pedestrian facilities located within urbanized areas clearly serve a transportation function for MPO residents and tourists. Facilities surrounded by large areas of conservation lands serve a recreational function.
- 3) Where bicycle and pedestrian facilities are identified along roadways and greenways that, based on local land use policies, will eventually transition from undeveloped to developed conditions—the areas identified as Transitional on the map—the MPO recommends a phased approach to planning, design and construction. MPO member entities are encouraged to plan for and obtain sufficient ROW to accommodate anticipated developed conditions, while phasing actual construction of facilities to match the current roadway context.
- 4) Designing for safety – the MPO recommends that member entities incorporate the following principles when planning transportation improvements in areas this Plan has identified as having high pedestrian and bicycle use (coinciding with high-crash concentrations). These recommendations are based on the Bicycle/Pedestrian RSA referenced in the chapter on Safety:
  - a) Limit unsignalized right turns
  - b) Target and posted speeds should not exceed 35 mph

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<sup>21</sup> NACTO, *Designing for All ages & Abilities – Contextual Guidance for High-Comfort Bicycle Facilities*, December 2017.

Figure 47: Complete Streets and Safety Corridors





**Figure 48. Collier MPO Bicycle and Pedestrian Policy Zones**

## Funding Priorities

The MPO Board establishes policy by which it allocates Surface Transportation-Urban (SU) funds for 1) congestion management, 2) new bridge construction, and 3) bicycle and pedestrian projects. MPO staff issues a Call for Projects based on the Board's established allocation policy and schedule, which is currently on a five-year rotation among the three categories. MPO member entities submit bicycle and pedestrian infrastructure projects that implement the current, adopted Bicycle and Pedestrian Master Plan, which is, or will be, incorporated by reference into the current, adopted LRTP. Bicycle and pedestrian projects range from locations on local, collector, and arterial roads to greenway connections, RSAs, and special studies.

- 1) The Network Needs analysis (Chapter 5) identifies the MPO's priorities for funding projects based on safety, equity, and connectivity. In addition, the MPO's priorities include the projects recommended in adopted Community Walkability studies and the current adopted bicycle and/or pedestrian master plans of the cities of Marco Island, Naples, and Everglades City and CRAs in Collier County, all of which are incorporated by reference.



- 2) MPO staff will coordinate with FDOT and local entities to implementing RSA recommendations that the MPO Board has specifically endorsed.
- 3) The MPO's priority projects include planning, designing, and constructing Complete Streets retrofits to coincide with a) the FDOT top five high-crash corridors, b) high-use CAT routes, and c) equity. The two highest priority Complete Streets retrofit projects are:
  - a) US-41 between 5<sup>th</sup> Avenue/9<sup>th</sup> Street intersection and Airport Road
  - b) Airport Road from US-41 north to Radio Road

## Evaluation Criteria

- 1) MPO staff will issue a Call for Projects on an as-needed basis, based on the MPO's current adopted TMA SU "Box" allocation/programming policy. The Board has sole discretion to set this policy and may change it at any time pursuant to the MPO Bylaws and Public Participation Plan.
- 2) Member entities are free to choose which projects to submit as long as they are identified in the Network Needs analysis (Chapter 5) and/or other local plans incorporated by reference in this Plan. Member entities may submit up to one project for each jurisdictional area represented by voting membership on the Board, and MPO staff may submit one project of regional significance, for a total of 10 projects in response to any Call for Projects:
  - 1 project located in each County Commissioner District (total 5)
  - 2 projects located within the City of Naples
  - 1 project located within City of Marco Island
  - 1 project located within City of Everglades City (inclusive of Chokoloskee and Plantation Island)
  - 1 project submitted by MPO staff
- 3) MPO staff will conduct a preliminary assessment of submitted projects for eligibility according to the following criteria; incomplete project submittals will not be considered for funding:
  - Timeliness – the submitting agency verifies that the project can and should be designed and constructed within the time-period selected for funding.
  - Constructability – the submitting agency verifies that the project is fully scoped, the right-of-way is available, and cost estimates are complete and accurate.
  - Funding Availability – the submitting agency has identified funding that is currently available for programming by the MPO and funding available for programming by the local entity. Funding availability must be sufficient to meet project costs.
- 4) MPO staff will conduct a preliminary prioritized ranking of eligible projects based on the following scoring criteria. The BPAC, CAC, and TAC will review and comment on the ranking and endorse with adjustments as deemed warranted. Projects will be scored and ranked according to the method listed below. The score is cumulative depending on the number of factors addressed:
  - Safety
    - Implements a recommended action in a Bicycle/Pedestrian Road Safety Audit – 5 points





- Addresses a safety concern involving serious injuries and fatalities as identified in this Plan, absent a Safety Audit to verify the proposed mitigation measure – 3 points
  - Addresses a safety concern involving crashes of less severity, absent a Safety Audit to verify the proposed mitigation measure – 2 points
  - Addresses a safety concern expressed by members of the public in the absence of crash records – 1 point
  - Equity
    - Fills a need associated with an Environmental Justice community or use identified in this Plan – 5 points
    - Fills a need associated with an area that meets some, but not all EJ criteria used in identifying EJ communities for this Plan – 3 points
    - Fills a need associated with an area that does not have adequate access to nonmotorized transportation facilities based upon public input received in the development of this Plan – 1 point
  - Connectivity
    - Fills a prioritized infrastructure gap identified in this Plan – 5 points
    - Fills a need for improved connectivity based upon public input received in the development of this Plan – 2 points
- 5) MPO staff will present the complete record of staff and advisory committee rankings to the MPO Board. The Board has sole and final decision-making authority in determining the final list of priorities in ranked order. MPO staff will submit the Board's adopted project priorities to FDOT on or before June 30th.

## MPO Programs and Special Events

MPO staff will incorporate bi-lingual educational material from NHTSA, such as flyers, brochures, posters, and Public Service Announcements (PSAs), and will work with the Community Traffic Safety Team to augment distribution of the materials.

Staff will work with the CTST and FDOT to use changeable message signs on both Airport Road and US-41 to display to motorists the need to follow the three-foot rule and to watch for cyclists at driveway crossings.

MPO staff will help promote outreach and education opportunities offered throughout Collier County on the MPO website and through social media. Example programs include Walk/Bike to School Day, Bike to Work Day/Week, Safe Kids SWFL, bike helmet fittings and giveaways, carseat fittings and giveaways, bike rodeos, programs such as Summer Nights, Winter Nights, and Fridays Nights (safety programs targeting school-age kids and their parents), and Ciclovía (Spanish term that means “cycleway”), an event in which a permanent bike path or certain streets are closed to automobiles for cyclists and pedestrians. Ciclovía Immokalee! has hosted events in May and August 2017 and 2018 in a parking lot (see <http://www.ciclovaiammokalee.org/august-4-2018-ciclovía-immokalee-joins-lipman-family-farms-at-their-backpack-giveaway/>).



## Additional Federal, State and Local Funding Sources & Technical Assistance

The projects identified this Plan are in locations throughout unincorporated Collier County and its member entities—Naples, Marco Island, and Everglades City. Projects range from locations on local, collector, and arterial roads to greenway connections, RSAs, and special studies.

The needs for bicycle and pedestrian improvements far outstrip the funds available. This section discusses funding sources in addition to SU funds that may be used to fully implement this Plan and help make up for the ongoing funding shortfall. The potential to form partnerships with other agencies is another funding option that is not discussed in this Plan. Bicycle and pedestrian improvements can also be incorporated into roadway construction projects or funded independently.

MPO member entities have the jurisdictional authority over land use and zoning to work with developers to address gaps in bicycle and pedestrian infrastructure and make connections as new homes, communities, and shopping areas are constructed. MPO member entities have many opportunities to submit projects in response to Calls for Projects related to other funding opportunities such as State and federal grant programs, SRTS, and NHTSA funding. In addition, MPO member entities have their own plans, policies, and funding sources to address project priorities that are independent of MPO funding sources. Collier County, for example, typically funds transportation improvements that incorporate bicycle and pedestrian facilities using local funds on County-owned roads.

### *Federal Programs*

The MPO collaborates with FDOT on the allocation of a variety of State and federal funds, which are one component of a complex funding stream in which the competition for limited resources statewide is fierce. The primary funding sources available to the MPO are discussed below.

#### **National Highway Performance Program (NHPP)**

NHPP funds may be obligated only for a project on an “eligible facility”—a project, part of a program of project, or an eligible activity supporting progress toward the achievement of national performance goals for improving infrastructure condition, safety, congestion reduction, system reliability, or freight movement on the National Highway System (NHS). Projects must be identified in the Statewide Transportation Improvement Program (STIP)/Transportation Improvement Program (TIP) and be consistent with the Long-Range Statewide Transportation Plan and the MPO’s LRTP. Bicycle and pedestrian improvements associated with an NHS facility are eligible. Bicycle lanes, paved shoulders, and sidewalk improvements on major arterial roads that are part of the NHS, and bicycle and/or pedestrian bridges and tunnels that cross NHS facilities are eligible for funding.

#### **Surface Transportation Block Grant Program (STBG)**

The FAST Act converts the long-standing Surface Transportation Program into the Surface Transportation Block Grant Program (STBG). This program has the most flexible eligibilities among all federal-aid highway programs. Funding for Transportation Alternatives is set aside from a State’s STBG apportionment, as is funding for bridges not on federal-aid highways (aka “off-system bridges”). The Lee County and Collier MPOs jointly prioritize Regional Transportation Alternative Program funds on an annual basis.



A percentage of a state's STBG apportionment (after set-asides) is to be obligated to areas in proportion to their relative shares of the state's population. Urbanized areas with population greater than 200,000, such as the Collier MPO represents, are apportioned an annual amount of SU funds to program projects eligible for STBG funding. The MPO Board prioritizes projects for programming for the new 5<sup>th</sup> year of the new TIP. FDOT covers the 20% match requirement.

STBG projects may not be on local (i.e., residential) roads or rural minor collectors, with the exception of recreational trails, pedestrian and bicycle projects, and Safe Routes to School projects. SRTS projects require a 50% local match.

### **Highway Safety Improvement Program (HSIP)<sup>22</sup>**

FDOT determines the use of HSIP funds on a statewide basis. HSIP funds can be used for pedestrian and bicycle safety improvements, but this is subject to meeting FDOT's strict criteria and statewide prioritization. States may obligate funds under HSIP to carry out any highway safety improvement project on any public road or publicly-owned bicycle or pedestrian pathway or trail or as provided under Flexible Funding for States with a Strategic Highway Safety Plan, and other safety projects. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads that focuses on performance. The FAST Act added the following items to the list of approved uses:

- Pedestrian hybrid beacons
- Roadway improvements that provide separation between pedestrians and motor vehicles, including medians and pedestrian crossing islands
- Road Safety Audits (RSAs), a category that includes Bicycle and Pedestrian Safety Audits

### **Recreational Trails Program (RTP)<sup>23</sup>**

The RTP is a federally-funded competitive grant program that provides financial assistance to agencies of city, county, state, or federal governments and organizations approved by the State, or State- and federally-recognized Indian tribal governments, for the development of recreational trails, trailheads, and trailside facilities. The Florida Department of Environmental Protection (DEP) Office of Greenways and Trails manages the State's RTP. The DEP periodically issues a Call for Projects. The most recent Call for Projects identified the maximum grant funds an applicant could request for Fiscal Year 2018: Mixed Use and Non-motorized Projects \$200,000; Motorized Projects \$500,000. Additional information including the application form, fact sheet, and other tools are available on their website at: <http://www.dep.state.fl.us/gwt/grants/>.

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<sup>22</sup> <https://safety.fhwa.dot.gov/legislationandpolicy/fast/guidance.cfm>.

<sup>23</sup> <https://floridadep.gov/ooo/land-and-recreation-grants/content/recreational-trails-program>.





## FTA Funds

A variety of FTA funding is available that may be used to fund the design, construction, and maintenance of pedestrian and bicycle projects that enhance or are related to public transportation facilities. Improvements made expressly eligible by statute include capital projects such as pedestrian and bicycle access to a public transportation facility and transit enhancements such as pedestrian access, walkways, and bicycle access, including bicycle storage facilities and equipment for transporting bicycles on public transportation vehicles.

## NHTSA Funds

NHTSA provides funding to state DOTs to undertake priority area programs and activities to improve traffic safety and reduce crashes, serious injuries, and fatalities. Any use of NHTSA grant funds must support data-driven state safety goals. NHTSA annually apportions these funds according to a formula based on population and road miles. Occasionally, additional funding may be available for projects in other program areas if there is documented evidence of an identified program.

FDOT awards these funds as sub-grants to traffic safety partners. See <https://www.fdot.gov/safety/3-grants/grants-home.shtm> for detailed information including eligibility, funding cycle, and selection process.

Funds may be used for programs for:

- Pedestrian and bicycle safety
- Speed and aggressive driving
- Impaired driving
- Aging road users
- Teed driver safety
- Community traffic safety
- Police traffic services
- Impaired driving
- Motorcycle safety
- Occupant protection and child passenger safety
- Teed driver safety
- Traffic records
- Traffic Record Coordinating Committee (TRCC)

Emphasis areas under the pedestrian and bicycle safety program include:

- Increasing awareness and understanding of safety issues and compliance with traffic laws
- Development and use of a systematic approach to identify locations and behaviors prone to bicycle and pedestrian crashes and implement multidisciplinary countermeasures
- Creating urban and rural built environments that support and encourage safe walking and biking



- Supporting national, state, and local legislative initiatives and policies that promote bicycle and pedestrian safety

Efforts to combat aggressive driving and speeding include:

- Enforcing speeding and aggressive driving laws by focusing on high-risk locations
- Incorporating technology and other innovations at high-risk locations
- Evaluating hot spots and implementing appropriate engineering countermeasures to control speed and reduce aggressive driving

### **Technical Assistance**

The Florida Traffic and Bicycle Safety Education Program (FTBSEP) is a statewide comprehensive training program funded by the FDOT Safety Office and teaches individuals how to be more competent and safer pedestrians and bicyclists. In addition to training individuals, FTBSEP uses a train-the-trainer model to teach training workshop participants (e.g., District, County, City staff; law enforcement, fire rescue, EMS; municipal parks and recreation staff; senior center staff; community professionals, etc.) how to teach pedestrian and bicycle safety education to others (e.g., children, adults, seniors). Training is provided at no cost to District, County, or City staff and other organizations. Collier County is identified as one of the Top 25 Priority Counties of the Pedestrian and Bicycle Focused Initiative and is eligible for assistance in coordinating a training workshop in the area. For more information see the following websites:

<http://hhp.ufl.edu/safety>

[https://alerttodayflorida.com/resources/Top25Countiesmap\\_dark.pdf](https://alerttodayflorida.com/resources/Top25Countiesmap_dark.pdf)

### **Shared-Use Non-motorized (SUN) Trail Network**

Managed by the Florida DEP Office of Greenways and Trails, the SUNTrail program funds non-motorized, paved, shared-use trails that are part of the Florida Greenways and Trails System Priority Trail. The Southwest Coast Connector Trail alignment (Figure 14) is eligible to receive SUNTrail funds if local entities agree in advance to assume maintenance responsibilities.

### **USDOT BUILD Program (formerly TIGER Grant Program)**

The USDOT manages the Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant program. (See <https://www.transportation.gov/BUILDgrants/about>). The BUILD Program replaces the Transportation Investment Generating Economy Recovery (TIGER) program. Eligibility requirements allow for multimodal, multi-jurisdictional projects that are more difficult to support through traditional DOT programs.

When the USDOT publishes a Notice of Funding Opportunity (NOFO), MPO member entities may submit project applications to the USDOT. The most recent NOFO was issued on April 27, 2018, with a submittal deadline of July 18, 2018. This is a highly-competitive, national program. Instructions for completing a Project Information Form are posted at <http://www.transportation.gov/buildgrants/build-info>.



## Plan Monitoring and Reporting

This Plan is a living document and reflects the vision of the MPO and stakeholders and analysis done at the time the Plan was developed. Developing a plan is only the first step in the process to creating a robust and successful active transportation network. After plan adoption, collaboration and action are what make a plan successful. Monitoring and reporting on performance measures and targets is necessary to assess the strengths and weaknesses of the plan in light of actual performance.

The measures and targets described below will be incorporated into the MPO Director's Annual Report to the MPO Board, which will also be presented to the Bicycle and Pedestrian Advisory Committee. The MPO Director's Annual Report to the MPO Board also includes a listing of currently programmed projects that address problem areas in the bicycle and pedestrian network identified in safety studies, Walkable Community studies, and Bicycle and Pedestrian Safety Audits. This reporting is mandated by the MPO Congestion Management Process.

### Safety Performance

Safety is the first national goal identified in the FAST Act and is of critical importance to the MPO. As part of the FAST Act, FHWA required all State DOTs and MPOs to adopt five safety performance targets by the end of February 2018. MPOs could adopt their own targets or those of the State DOT. The Collier MPO adopted FDOT's safety performance targets which include a goal of zero non-motorized fatalities and serious injuries. To satisfy federal requirements, FDOT has issued a clarification that forecasts an interim performance measure of 3,447 non-motorized fatalities and serious injuries statewide in 2018. In support of the MPO commitment to Vision Zero, one of the primary goals of this Plan is to reduce the number of bicycle and pedestrian serious injuries and fatalities by funding projects that will support this goal. The MPO Director's Annual Report will address performance according to both the zero target and the interim performance measure.

The MPO Director's Annual Report to the MPO Board already reports on the number of non-motorized fatalities and serious injuries on an annual basis and tracks trends over a five-year period. The significance of tracking trends involving safety crash statistics must be understood in the context of several important caveats:

- The MPO Board prioritizes projects for the new fifth year of the following year's TIP. Projects are, therefore, six years out at the earliest; this Plan will be updated every five years.
- Project phases usually, but not always, start with preliminary design, followed by obtaining environmental clearances, right-of-way acquisition, final design, and construction. Including time to complete each of these phases, the actual opening day for a new construction project is about nine years out.
- If the projects selected for funding are widely scattered geographically or do not address safety, the potential to improve on safety performance will be lessened considerably.

### Network Expansion Performance

The MPO Director's Annual Report to the MPO Board already tracks the following measures which are also in the MPO's 2017 Congestion Management Process:



- Centerline miles of paved shoulders
- Centerline miles of bike lanes
- Linear miles of Shared Use Paths adjacent to roadways
- Linear miles of Shared Use Paths located within greenways
- Linear miles of connector sidewalks on arterial roadways. Connector sidewalks are defined in the Bicycle and Pedestrian Facilities inventory database as “a sidewalk that provides cyclists the option of a connection that is separated from motorized vehicle traffic, identified only where there are gaps in the cycling network between stretches of bike lanes, paved shoulders and/or s.” The MPO established these data by updating the 2007 sidewalk inventory conducted by Collier County against satellite imagery available via the free website platform: Google Earth. The MPO does not attempt to inventory or report on linear miles of all sidewalks located within the MPO jurisdictional area; however, the MPO’s member entities are encouraged to begin doing so as part of their asset management programs.

### **BPMP Priority Project Implementation Performance**

The MPO Director’s Annual Report to the MPO Board will be expanded to include a status report on BPMP Project Priorities that are making their way through the following project development steps:

- MPO Project Priority Listing for:
  - SU box funding
  - RTAP funding
  - Incorporated in roadway projects for TRIP or CIGP funding
  - Other funding applications submitted
  - Projects programmed and funded in the MPO TIP/FDOT STIP for design and construction
- Projects programmed in a member entity’s CIP or identified for local funding in the County’s Annual Update & Inventory Report (AUIR) / Capital Improvement Element Schedule (CIE)
- Projects received funding through notice of a grant award

### **Plan Updates and Amendments**

The MPO will update this Plan every five years to match the cycle for updating the MPO’s LRTP. The BPMP will be incorporated by reference in the LRTP.

Member entities and MPO staff may propose major revisions to the Plan in the form of amendments for the MPO Board to consider on an as-needed basis to address unforeseen opportunities or resolve issues that are preventing or delaying plan implementation. Major revisions are changes that would alter plan policies or project priorities. The procedures for amending the BPMP will follow the MPO’s adopted Public Participation Plan.

MPO staff may make minor revisions to correct typographical errors or mapping errors or to update references and pertinent data. Such minor revisions will be distributed to the Board and advisory committees and the



MPO's email listserv(s) indicating track changes and the resulting clean version of any altered text, spreadsheet, or map following the procedures in the MPO's adopted Public Participation Plan.





2885 South Horseshoe Drive,  
Naples, FL 34104  
Phone: (239) 252-5814  
Fax: (239) 252-5885  
[colliermpo@colliergov.net](mailto:colliermpo@colliergov.net)

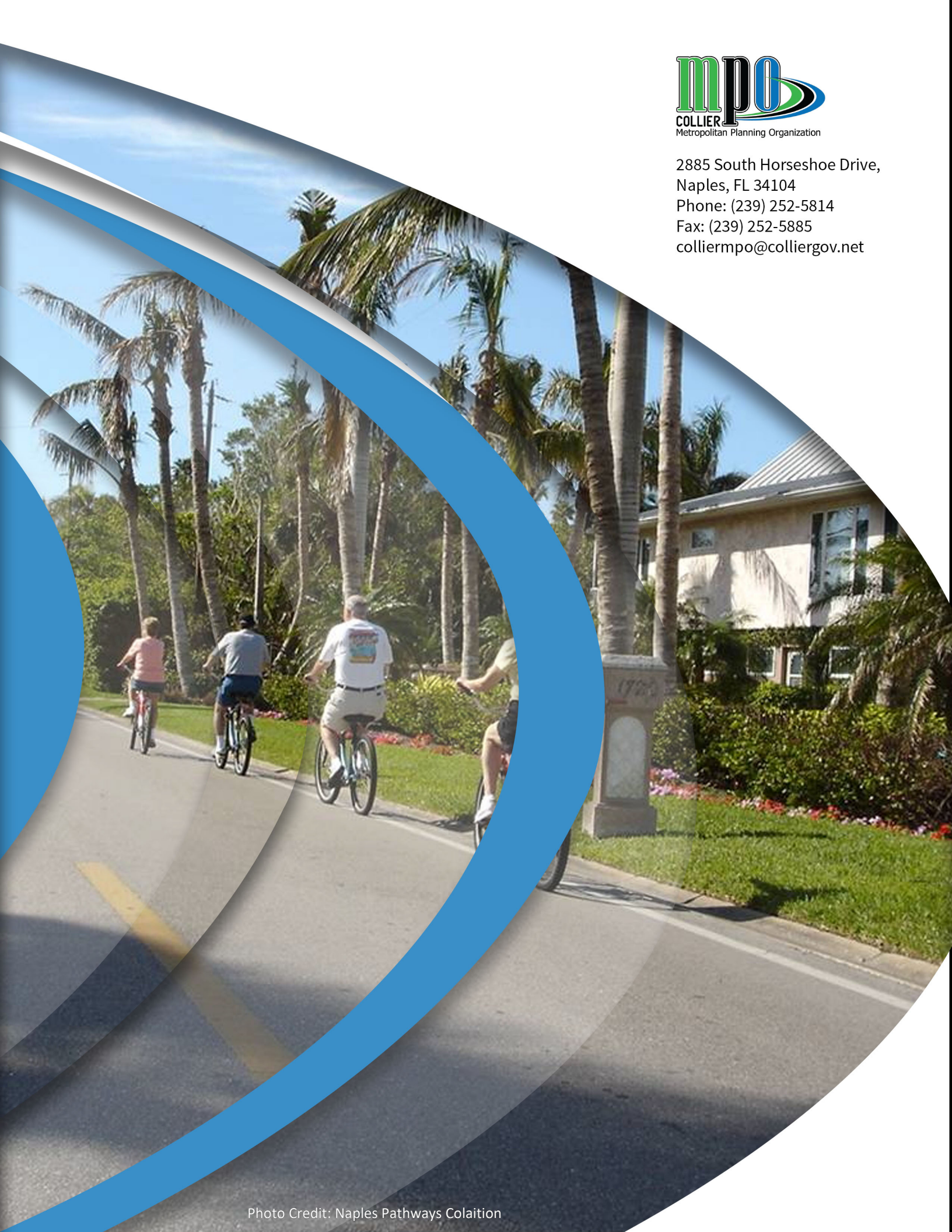


Photo Credit: Naples Pathways Coalition



**Collier Metropolitan Planning Organization**

2885 Horseshoe Drive S.  
Naples, FL 34104  
Phone (239) 252-8192

