

COLLIER MPO

# BICYCLE & PEDESTRIAN MASTER PLAN



## Collier MPO Bicycle/Pedestrian Master Plan

March 8, 2019





# VISION

To provide a safe and comprehensive bicycle and pedestrian network that promotes and encourages community use and enjoyment.



## ACKNOWLEDGEMENTS

The Bicycle and Pedestrian Master Plan (BPMP) has been financed in part through grants from the Federal Highway Administration, the Federal Transit Administration and the U.S. Department of Transportation, under the Metropolitan Planning Program, Sections 134 and 135 of Title 23, U.S. Code. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

The BPMP was made possible by the leadership of the Collier Metropolitan Planning Organization (MPO), the MPO staff, MPO advisory committees, BPMP Stakeholder Committee and the members of the public who commented on various drafts of the Plan.

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It is the policy of the Collier Metropolitan Planning Organization to support and encourage public involvement and to adhere to the principles of Environmental Justice in the planning process relating to transportation systems and facilities. The MPO's public participation policy is designed to ensure opportunities for the public to express its views on transportation and mobility issues and to become active participants in the decision-making process.



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## EXECUTIVE SUMMARY

### Introduction

Prior to this Plan, bicycle and pedestrian facility plans were referred to as “Comprehensive Pathway Plans.” MPO staff suggested changing the title to Bicycle and Pedestrian Master Plan to bring the document’s title more in-line with State and Federal transportation funding categories. “Pathway” is an undefined term in the transportation planning lexicon. The term “pathways” suggests a winding path through the woods, or a garden path of flagstones. The term conveys neither the complex, technical requirements nor the critical role bicycle and pedestrian facilities provide related to multimodal transportation.

The Collier MPO developed its first Comprehensive Pathways Plan in 1994 to establish a basis for an organized and strategic approach to developing a bicycle and pedestrian system in Collier County. The MPO conducted a major update to the Plan in 2006, introducing Best Practices and using a Level of Service (LOS) methodology to identify needs. Due to the complex statistical nature of the LOS methodology, staff and the Bicycle and Pedestrian Advisory Committee (BPAC) (formerly called the Pathways Advisory Committee) found it difficult to manipulate the model and make adjustments. The Comprehensive Pathways Plan adopted in 2012 replaced the LOS methodology with Geographic Information Systems (GIS) analysis using a series of overlays. This Plan continues that practice, expanding the GIS database and overlays to include public input in evaluating and prioritizing network connections.

### Purpose

The purpose of this Plan is to build on prior efforts to develop a first-class bicycle and pedestrian network throughout Collier County. This Plan is not intended to duplicate or conflict with existing local plans and ongoing bicycle and pedestrian projects, but rather, to unify planning efforts and influence facility improvement priorities at the county level.

### Vision

The Plan’s Vision, Goals, Objectives and Strategies were developed with input from the MPO’s advisory committees, the BPMP Stakeholders group, MPO staff and the consultant and vetted by the MPO Board. The Vision combines an emphasis on safety with creating a network for the community to use and enjoy:

*To provide a safe and comprehensive  
bicycle and pedestrian network  
that promotes and encourages  
community use and enjoyment.*

### Goals and Strategies

The Goals and Strategies were developed by reviewing local, state and national Best Practices and goals in similar plans including the 2012 Comprehensive Pathways Plan. (See Chapter 4). Though similar to the previous plan, Safety, Equity and Community Health have received greater emphasis in 2019.



Goal	Strategy
Safety	Increase safety for people who walk and bicycle in Collier County.
Connectivity	Create a network of efficient, convenient bicycle and pedestrian facilities in Collier County.
Equity/Livability	Increase transportation choice and community livability through development of an integrated multimodal system.
Health	Increase total miles of bicycle and pedestrian facilities and encourage local governments to incorporate Complete Streets principles in road planning, design, and operations
Economy	Promote tourism and economic opportunities by developing a safe, connected network of biking and walking facilities.
Environment	Protect the environment by promoting walking and bicycling for transportation to reduce congestion, reduce the need for costly expansion of road and highway systems, and reduce our nation's dependence on foreign energy sources

## Planning Process

The Plan took approximately 1 ½ years to complete. The process began with a Kick-off meeting held on October 30, 2017 and was adopted by the MPO Board on March 8, 2019. Several of the MPO's longstanding advisory committees were directly involved throughout the process – the Citizens Advisory Committee, Technical Advisory Committee and Bicycle and Pedestrian Advisory Committee. In addition, the MPO reached out to a group of Stakeholders that expanded the representation to include other agency staff, nonprofit groups and members of the public who had expressed an interest in working on the Plan.

MPO staff and the consultant engaged in a robust and multifaceted public outreach campaign that attracted 300+ online comments on an interactive map posted on the MPO's website and another 300+ comments via completed online surveys. The project team hosted 2 stakeholder meetings, 12 community events, 2 public open houses and presented updates and sought input at numerous advisory committee meetings. MPO staff and the consultant gave presentations to the MPO Board as progress on major milestones were met. (See Chapter 3 on Community Engagement.)

As with all major planning efforts, this Plan evolved over time slowly at first, then rapidly gaining momentum through an iterative process involving gathering and analyzing existing conditions, inviting public comment, developing a vision and goals towards identifying a preferred future network. That network was evaluated against criteria developed specifically for this Plan – such as safety, equity, connectivity, and opportunities available for funding. The planning process constantly looped back through public comment and data analysis to derive additional guidance in the form of investment policies, planning policies and design guidelines. The planning process was flexible enough to periodically expand for the incorporation of recommendations arising from other local initiatives that were underway – such as the City of Naples *Downtown Circulation and Connectivity Plan* adopted in April 2018 and the Board of County Commissioner's adoption of a Complete Streets Resolution and Policy in January 2019. The process adjusted to accommodate the Naples Pathway Coalition's nascent Spine Trail Vision map revealed in January 2019 and a late arriving request from the City of Naples and Collier County's Parks and Recreation to incorporate a proposed pedestrian bridge connecting the Gordon River Greenway with Freedom Park across the Golden Gate Parkway. MPO staff's desire to expand the SunTrail network necessitated additional public comment and coordination among staff, the Naples Pathways Coalition, the Conservancy of SW Florida and the MPO's advisory committees in January and February 2019. (See Chapter 5 Needs Analysis).





the Conservancy of SW Florida and the MPO's advisory committees in January and February 2019. (See Chapter 5 Needs Analysis).

## Major Components of the Plan

The major components of the Plan are readily identifiable in the Table of Contents. What follows is a high-level summary:

- **Existing Conditions:** Every new plan establishes a benchmark when it comes to inventorying existing facilities, and this Plan is no exception. The GIS database provides an excellent starting place for measuring performance and identifying needs when the next update occurs.
- **Public Input:** This Plan broke new ground for the Collier MPO by actual mapping of public comments regarding network needs in GIS and including public input as an evaluation measure for identifying high priority projects.
- **Vision, Goals, Objectives & Strategies:** These elements grew out of advisory committee participation and public comments. The project team referred constantly back to this section as a guide throughout the development of the Plan.
- **Needs Analysis:** This proved to be the most iterative component of the Plan, as Needs were constantly evaluated against the goals of Equity, Safety, Network Connectivity and funneled through additional review incorporating public comments, roadway capacity projects identified in the 2040 Long Range Transportation Plan (LRTP), the Plan's design guidelines and evolving policy statements.

The Needs Analysis (Chapter 5) resulted in the selection of several groups of priority projects. Projects within each group were not prioritized to provide implementing agencies greater flexibility in selecting projects. The projects may require further review and study before proceeding. The prioritized groups include:

- Complete Streets/Safety Corridor Studies for high crash locations on arterial and collector roadways
  - Bicycle and pedestrian facility gaps on arterial and collector roadways
  - Shared Use Path facility gaps
  - Sidewalks on local roads
- **Design Guidelines:** The advisory committees urged the project team to develop design guidelines customized for the MPO's jurisdiction. The Plan coalesced quickly around the concept of designing for All Ages and Abilities as promoted by the National Association of City Traffic Officials (NACTO) and Complete Streets and Context Classification guidance provided by the Florida Department of Transportation (FDOT). While it may sound simple to address, this was challenging due to great differences in scale between the road networks serving the incorporated cities of Naples, Marco Island and Everglades City and the road network serving unincorporated Collier County. Additional



complicating factors were the difference in posted and/or target speeds, vast differences in the amount of traffic the roadways carry daily, and the differing amounts of commercial vehicle usage. The Design Guidelines Matrix in Chapter 6 is a first-generation attempt at customization to fit Collier County that will undoubtedly require adjustment over time. But it provides an essential starting point.

- **Policies:** The Plan establishes policies pertaining to including bicycle and pedestrian facilities along all collector and arterial roads; formalizes the applicability of the Design Guidelines; adopts FDOT's Complete Streets policy, identifies high priority Complete Streets Corridors and establishes MPO priorities for funding improvements. The policies also commit MPO staff to reporting to the MPO Board on performance measures and targets on an annual basis.
- **Appendices:** The appendices contain a compendium of advisory committee and public comments and the tools used in developing the Plan, such as the on-line survey and interactive Wiki map.
  - Appendix 1: Environmental Justice Methodology
  - Appendix 2: Naples Pedestrian and Bicycle Master Plan
  - Appendix 3: Marco Island Bike Path Master Plan
  - Appendix 4: Public Outreach Tools
  - Appendix 5: Public Outreach Comments
  - Appendix 6: Wiki Interactive Map Comments
  - Appendix 7: Survey Form, Results and Comments
  - Appendix 8: Advisory Committee and Collier County Transportation Planning Comments
  - Appendix 9: Stakeholder Comments
  - Appendix 10: Bicycle Gaps; Collectors and Arterials
  - Appendix 11: Tier 1 Segments from Walkable Community Studies
  - Appendix 12: Local Road Segments near Schools, Transit Stops, and EJ Communities
  - Appendix 13: MPO Resolution 2010-05