



# Complete Streets

## Policy and Implementation Guidance

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# Complete Streets Policy and Implementation Guidance

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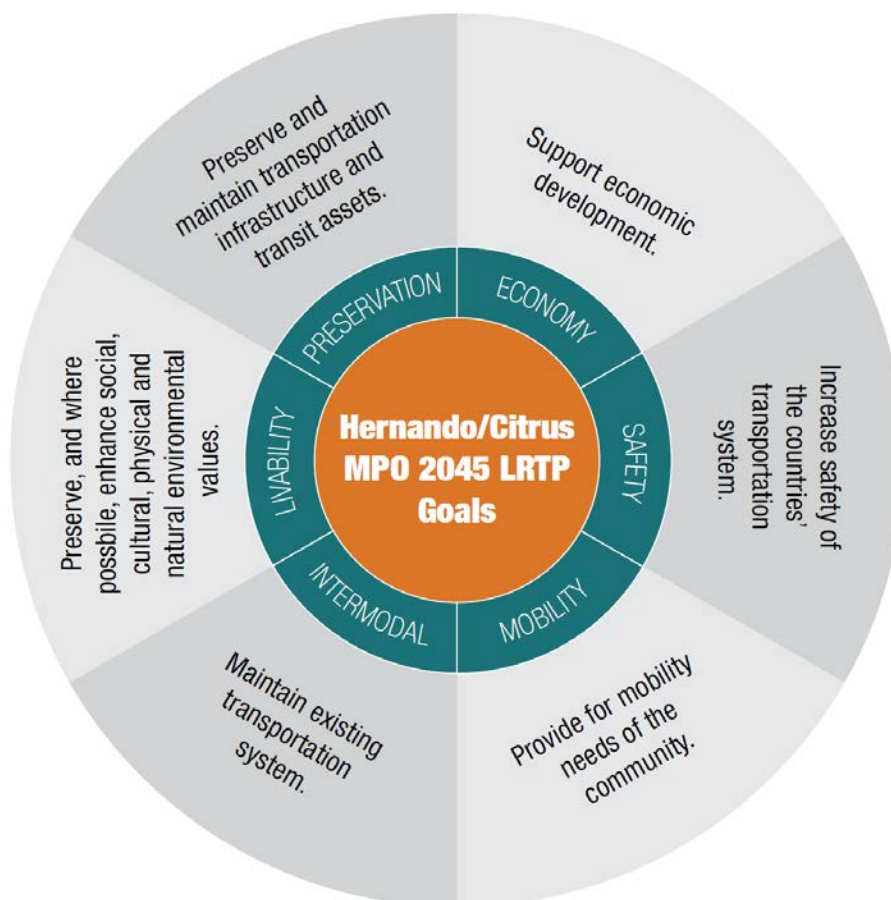
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## Introduction

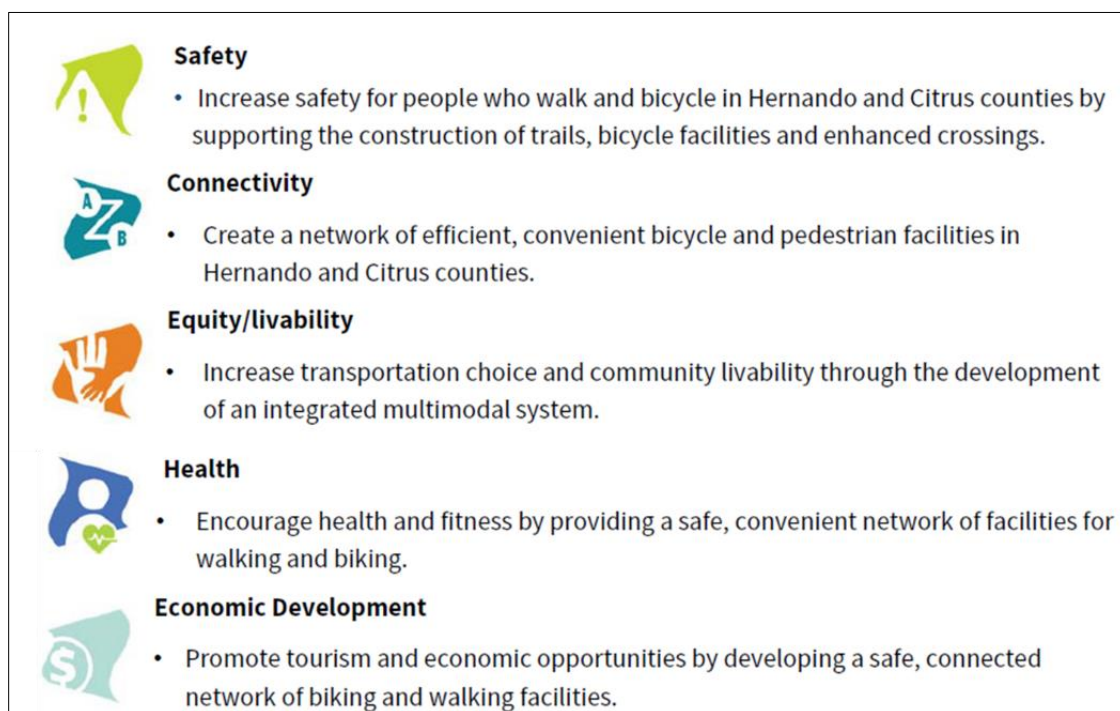
The **Hernando/Citrus Metropolitan Planning Organization’s (MPO) 2045 Long Range Transportation Plan (LRTP)** was an evolution of previous long range plans in that it has broadened the scope of focus from efforts that traditionally focused on identifying roadway capacity needs. These needs concentrate improvements towards those that benefit auto travel with little regard for other travel modes to those that also include improvements and enhancements for other modes (bicycle, pedestrian, and transit) and smaller-scale projects or programs. In broadening the scope of focus to include a multimodal approach, the 2045 LRTP begins to lay the groundwork for integrating a Complete Streets approach in the long-range planning process.

The Hernando/Citrus MPO has established a set of goals, objectives, and performance measures that serve the community and environment currently and for the future. These six goals of the 2045 LRTP are shown in Figure 1. Although some of the basics of a Complete Streets approach are included in the goals and objectives, it is significant to note that adopting a Complete Streets Policy and Implementation Plan and explicitly incorporating a Complete Streets approach into the goals, objectives, and performance measures of the LRTP would be the most effective way to integrate people and places into the planning, design, engineering, operating, and maintenance of our transportation networks.



**Figure 1: Hernando/Citrus MPO 2045 LRTP Goals**

The **Hernando/Citrus MPO’s Bikeways and Trails Master Plan (BTMP)**, adopted in June 2018, was a collaborative effort among the greater Hernando/Citrus community, the MPO, and committees. The plan created a vision for the future of bicycling in the two counties and is the first joint BTMP for the area. The plan identified a connected network of trails and on-street facilities that would benefit the economy, public health, and quality of life for all members of the two-county community. The major goals of the plan include safety, connectivity, equity and livability, health, and economic development, as shown in Figure 2. The BTMP serves as a great jumping-off point for the first stages of Complete Streets implementation, as many of the goals, objectives, and policy recommendations regarding bikeways and trails infrastructure and operations are well-aligned with the Complete Streets vision and focus on developing a transportation network that is well-connected, safe, and accessible for users of all ages and abilities.



**Figure 2: Hernando/Citrus MPO BTMP Goals**

The **Congestion Management Process: Policy and Procedures Handbook (CMP)**, adopted in January 2017, was the first jointly developed CMP for the newly-consolidated Hernando/Citrus MPO. It identifies short- and long-term projects to improve local and regional traffic operations and safety through the use of strategies that reduce travel demand, increase capacity, and/or improve operations of the transportation network. A Complete Streets approach was integrated into the 2017 CMP update to be consistent of the MPO partnership with the Florida Department of Transportation (FDOT) and local agencies to provide efficient and safe transportation options. The 2017 CMP update established a framework for the development of Complete Streets projects in Hernando and Citrus counties through creating a Complete Streets Vision, Action Plan, and Evaluation Matrix. As noted in the 2017 CMP vision:

*The Hernando/Citrus MPO envisions streets and highways that take a context sensitive approach to provide safe travel for all appropriate modes of travel and users, regardless*

*of their age or abilities; to promote economic development through the creation of a livable community with a sense of place that also promotes public health and fitness.*

Incorporating the CMP's Complete Streets vision and some applicable actions identified in the Plan would support the momentum started by the CMP.

This Policy and Implementation Guide builds off of the foundation that the previous plans set and provides a look at how the Hernando/Citrus MPO could develop and implement a Complete Streets policy, plan, and program to advance the MPO's goals and meet the needs of the communities the MPO serves for years to come.

## What Are Complete Streets?

Complete Streets is a national movement and concept that, at its root, aims to integrate people and place into the planning, design, engineering, operating, and maintenance of our transportation networks. It believes that the streets and transportation networks of our communities must allow all people regardless of age, ability, income, or any other demographic to safely, comfortably, and conveniently access homes, employment, schools, health facilities, shops, and other destinations by the mode of their choice—foot, bicycle, public transportation, car, or truck.

Complete Streets programs are an important recognition that our roadways are the largest public space and are a vital part of safe and livable communities. Communities will often use Complete Streets to envision and facilitate a transportation network that reflects not only the long-term goals of their region but also their unique character. This includes design treatments that are compatible with the contexts of land use, development patterns, and overall needs of a community, neighborhood, city, or town.

## What are the Benefits of Complete Streets?

More than 1,300 government entities including the U.S. Department of Transportation (USDOT), states, MPOs, counties, and cities have adopted and implemented Complete Streets. Many agencies have gone beyond the adoption of a Complete Streets policy or resolution and have developed Complete Streets implementation and action plans that identify specific strategies and design standards used to implement the Complete Streets policy and vision. Common among all agencies is recognition of the benefits that Complete Streets provide in helping create not only safer communities, but communities that are livable and accessible to all roadway users.

The benefits of Complete Streets are wide-ranging and, often, a variety of benefits can be met through lower-cost changes in roadway design or streetscaping. As examples, street trees can improve roadway safety by helping reduce traffic speeds while also providing shade to enhance the pedestrian and sidewalk environment; providing a safe place for bicyclists to travel can encourage the use of non-motorized travel while also improving overall public health. The benefits of Complete Street designs and programs include accessibility and safety improvements, a more robust and efficient transportation system, bolstered economic development and resiliency, and environmental stewardship.

## Safety

Between 2016 and 2018, more than 12,000 crashes occurred on Hernando County and Citrus County roadways, with 182 fatalities and 10,625 injuries.<sup>1</sup> Complete Streets have the potential to significantly improve roadway safety through systemic changes to the planning, design, and engineering of roadways. Federal, state, regional, and local governments are recognizing that streets should and must be planned, designed, built, and operated in a manner that prioritizes the safety, comfort, access, and mobility of all users to curtail and eventually end roadway crashes and deaths. The adoption and implementation of Complete Streets has been recognized as an essential first step toward diminishing crashes and traffic-related deaths throughout the nation.

In addition to improving the overall safety of the transportation system for all potential users, Complete Streets can provide mechanisms for targeted safety improvements based on surrounding land uses and demographics. For example, a Complete Streets program can provide flexible design treatments and expectations for the provision of safety infrastructure at and surrounding schools, with the knowledge that special considerations need to be made to ensure the safety of children and students traveling to and from school. These efforts can partner with programs such as Safe Routes to School and leverage funding to improve access and safety for students. Similarly, with large aging populations in many areas, a flexible Complete Streets program can provide treatments such as extended crossing times at intersections in locations with higher known percentages of older adult populations. Generally, it is important to provide flexibility as a built-in part of the design and planning process to accommodate the varying demands and populations that use a roadway.

## Efficiency

A Complete Streets approach to roadway planning and design provides the opportunity to improve the overall efficiency of the transportation system through maximizing the value and use of existing transportation infrastructure and network and identifying opportunities to further the MPO's overall transportation vision. Complete Streets projects and plans can improve access to transportation for all potential users and enable the safe and comfortable use of all modes as a means of primary transportation. Enabling safe and comfortable access to essential destinations for residents who choose transportation by foot, bicycle, transit, or automobile can aid in reducing congestion on the county's roadways, reduce maintenance costs, and shift mode share.

This can be achieved through recognizing the various demands and uses of a roadway and how they change based upon land use context, function, modal priority, and community input. A roadway passing through a rural town or city should operate and accommodate modes and users differently than a roadway in a suburban or natural setting. A Complete Streets approach recognizes these differences and provides a mechanism through which to build roadways and network that are reflective of the community around them and their needs.

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<sup>1</sup> Florida HSMV 2018 Annual Crash Report



## Economic Development

Complete Streets have the potential to give planners and engineers the tools and mechanisms through which to build roadways that are reflective of a community and its needs. They also can improve the overall livability, character, and subsequent economic development of an area. A roadway that reflects surrounding land uses and community needs can bolster the aesthetics of a community, neighborhood, or downtown and foster an environment in which people wish to visit, spend time, and, ultimately, spend money. The creation of a safe and accessible transportation network for all users and modes can facilitate development through creating places in which people want to live and work.

Citrus and Hernando counties both have a robust and interconnected regional trail network that provides a variety of economic development and tourism benefits. Complete Streets takes an overall transportation network approach to planning and designing infrastructure for various modes; projects must be considered related to how they integrate into the overall system. A Complete Streets policy and plan can further the overall vision of the regional trail network through strategies such as identifying gaps between facilities or providing comfortable on-road facilities that connect to and from the trail network to the town and cities of the region.

The furthering of this overall trail network vision can aid the counties in developing their tourism and ecotourism industries, attracting visitors nationwide to traverse their trail system and enjoy the beauty of the natural environments.

According to the National Complete Streets Coalition, Complete Streets can provide a more balanced transportation system that bolsters economic growth and stability through efficient and accessible pedestrian and bicycle connections between major activity centers.

## Environment

Complete Streets can help the Hernando/Citrus MPO achieve its Livability and Preservation goals. Streets are often the largest public spaces owned by local governments and have the potential to provide a plethora of environmental benefits with thoughtful design and streetscaping. As the largest conveyors of stormwater during rain events, agencies have an opportunity to design their roadways to capture, store, and clean water rather than discharge it directly to a surface-water body. This can be achieved through the integration of low-impact, vegetation-based stormwater control systems such as rain gardens and bioswales, which can be placed in medians and crossing islands or along the curb.

The use of stormwater control infrastructure can further the aesthetics and character of a roadway or neighborhood further fostering an environment that encourages economic development. Similarly, the addition of trees to the streetscape can provide environmental benefit through air filtration, ecosystem habitat, and stormwater control all while creating a more inviting sidewalk environment through the creation of a tree canopy and increased shade coverage. Trees can create living and nesting places for birds, improving the biodiversity of urban environments and creating a supportive system for critical ecosystem development. Using Florida native plants can support pollinator species such as bees and other essential insects while not putting undue strains on maintenance or water resources.

In addition to the direct environment benefits that come from streetscaping, the potential reduction in single-occupancy vehicle use and dependency from providing safe, connected, and comfortable

infrastructure for all modes and users, can improve air quality and reduce noise pollution through decreased emissions, congestion, and vehicle miles traveled. Complete Streets, by encouraging more walking and bicycling, can help residents achieve necessary levels of exercise and contribute to improved public health.

## What Makes a Complete Street?

Developing Complete Streets that support safe and comfortable transportation for all users requires a transportation network that provides users with travel options and supportive transportation and land use policies. A critical understanding of Complete Streets is that they vary in design and function and that the particular elements of any roadway design depend on the form and scale of land use, the function of the roadway within the greater transportation network, and the availability of right-of-way. The Federal Highway Administration (FHWA) and USDOT have embraced flexibility in design and the idea that roadway designers should be able to use professional judgment in applying guidelines rather than applying a purely prescriptive design approach. This flexible approach allows transportation planners, designers, and operators to focus on providing a safe transportation system for all users that connects people to the places they need and want to go in ways that meet the needs of all modes and are sensitive to community character, livability, and quality of life.

Many different nationally-recognized design manuals and guidebooks, including the *Florida Design Manual* (FDM), provide guidance for Complete Streets. A common theme of these guides and manuals is the understanding that designing for the safety and comfort of a roadway's most vulnerable users will result in one that better serves the safety of everyone and enhances the economic and social health of the community.

Complete Streets elements are not limited to the roadway and adjacent sidewalks; they can include all or a combination sidewalks, bicycle lanes, dedicated bus lanes, bus stops, pedestrian crossings, median islands, curb extensions, alternative intersections (e.g., roundabouts), on-street parking, and landscaping, among many other features. Ultimately, the design solutions for a roadway should be based on the context of the roadway, the existing and prospective users, and the roadway's needs and opportunities. Several roadway design elements embrace the flexibility-in-design concept supported by FHWA and FDOT. Providing ranges in design values encourages facilities that are sensitive to local needs and context and are responsive to the needs of pedestrians, bicyclists, and motorist. The following are some common concepts and design elements that are incorporated into the development of Complete Streets:

- **Design Speed** – Vehicular speed has a measured impact on both comfort and safety for pedestrians and bicyclists. Higher vehicular speeds increase the difficulty for pedestrians to cross the street, as larger gaps are required between vehicles. Additionally, higher speeds increase the force with which a vehicle strikes another vehicle, pedestrian, or bicyclists, leading to more severe injuries and less likelihood of survival.
- **Roadway and Travel Lane Width** – Wider streets, especially those with wider travel lanes (> 11') typically experience higher average speeds than narrower streets with narrower travel lanes.

- **Block Length** – Reducing the unimpeded block length, or distance drivers may travel without being required to slow or stop, provides more crossing opportunities and can help in managing travel speeds.
- **Connectivity** – Network connectivity is significant in reducing travel distance for all modes. Particularly for pedestrians and bicyclists, where gaps in the network are more common and can act as barriers to mobility.
- **Pedestrian and Bicycle Amenities** – The lack of sidewalks and bicycle facilities suppresses travel by these modes and can increase the danger for those who choose to travel on foot or by bicycle. Sidewalks should be present along all arterial and collector roadways in the urban areas. A dedicated bicycle facility should be considered for all roadways with volumes greater than 3,000 vehicles per day.
- **Curb Extensions** – Curb extensions, or bulb-outs, reduce the effective crossing distance of the roadway by extending the curb line into the roadway. They have many pedestrian benefits including reduced crossing distances and enhanced visibility between pedestrians and other roadway users.
- **Curb Return Radii** – The corner radius has a significant impact on an intersection, larger curb radii encourage turns at higher speeds, while smaller curb radii reduce speeds, shorten pedestrian crossing distances, and improve sight lines. Curb radii should balance the needs for both the design vehicle (larger trucks) and multimodal traffic.
- **Marked Crosswalks** – Careful consideration should be given to when to mark a crosswalk and when enhanced crossing treatments are needed.
- **Raised Landscaped Medians** – Raised medians provide a refuge for pedestrians crossing the roadway, allowing pedestrians to negotiate one direction of travel at a time. Raised landscaped medians can also help in managing roadway travel speeds.
- **Landscaping/Street Furniture** – Horizontal separation from the roadway, by the use of shade trees and street furniture, add to pedestrian comfort and sense of safety while also helping to manage roadway travel speeds.
- **Parking** – On-street parking serves as a buffer for pedestrians and supports local commercial use along the roadway.
- **Driveway Crossings** – Driveway design has a considerable influence on pedestrian safety and comfort since driveways typically cross sidewalks and put pedestrians in direct conflict with motor vehicles.
- **Lighting** – Street lighting is a critical component of a comfortable and safe roadway environment.
- **Bus Stops** – Comfortable, accessible and safe bus stops improve the value of transit to the community. Amenities can include benches, trash receptacles, shelters, lighting, bicycle racks, bus schedules, maps, bus arrival information, and public art.
- **Lane Repurposing** – Lane repurposing, or road diets, reduce the number of travel lanes on a roadway in exchange for features like bicycle lanes, expanded sidewalks, on-street parking, or landscaping.

## Where Have Complete Streets Been Implemented?

Complete Streets policies and guidelines are being established at the Federal, State, and local levels. Following is a summary of a review of adopted Complete Street principles by state and regional governments and an overview of FDOT's Complete Streets Policy, Implementation Plan, and Program as well as a review of various MPO Complete Streets efforts.

### FDOT Complete Streets Policy

FDOT adopted a Complete Streets Policy in 2014 in response to the growing concern for pedestrian safety on Florida roadways. The adopted Complete Streets Policy recognizes the context-sensitive nature of the transportation system and states:

*... the Department will routinely plan, design, construct, reconstruct and operate a context sensitive system of "Complete Streets." While maintaining safety and mobility, Complete Streets shall serve the transportation needs of transportation system users of all ages and abilities, including but not limited to: cyclists, motorists, transit riders, freight handlers, pedestrians....*

To facilitate the integration of the Complete Streets Policy into its internal processes and documents governing the planning, design, construction, and operation of transportation facilities, FDOT adopted a Complete Streets Implementation Plan in 2015 that defines the implementation framework to be conducted over the span of two years. The framework include the following:

- Revising guidance, manuals, standards, policies, and other documents
- Updating the decision-making process
- Modifying approaches for measuring success
- Managing external and internal communication and collaboration during implementation
- Providing ongoing education and training

Two major elements of the implementation process were the development of a Context Classification System that was aimed to systematically incorporate the uses and intensities of surrounding land into the design of roadways and the incorporation of a Complete Streets approach based on roadway context classification in the FDM.

### Peer Review of Existing Complete Streets Policies and Plans

A comprehensive review and evaluation of adopted Complete Streets policies and implementation plans from several identified peer agencies was conducted to provide insight into the development of a Complete Streets Policy and Implementation Plan. A search of potential national peer agencies comparable to the Hernando/Citrus MPO was conducted to gain insight on Complete Streets approaches from outside the state. Although cities, counties, MPOs, and states were examined for Complete Streets policies and implementation plans, the study team chose to examine only MPO policies and plans in detail to ensure consistency in implementation based on the authorities of the agency. The evaluation examined common goals, objectives, and implementation approaches taken by other MPOs with consideration of best practices and unique community-oriented plans.

The MPOs selected for review include the following:

- Hillsborough County MPO, Florida
- Palm Beach County MPO, Florida
- Space Coast TPO, Florida
- Polk County TPO, Florida
- Gainesville-Hall County MPO, Georgia
- Greensboro Urban Area MPO, North Carolina
- Bloomington-Monroe County MPO, Indiana

A comprehensive review and evaluation of the Complete Streets policies and plans of these MPOs is provided in Appendix A.

### Hillsborough County MPO, Florida

The Hillsborough MPO adopted a Complete Streets Policy by Resolution in 2012 that established guiding principles, project implementation criteria, and strategies. The policy encourages local governments to adopt and institutionalize Complete Streets principles and design and commits to assisting and providing technical assistance to local jurisdictions with Complete Streets policies and guidelines. Strategies to implement Complete Streets included establishment of a Complete Streets Committee, design standards, performance measures, and criteria for prioritizing projects with Complete Streets elements. The policy also identifies a variety of Complete Streets components such as sidewalks, lighting, bike lanes, transit amenities, landscaping, medians, appropriate-size travel lanes, on-street parking, and signage.

### Palm Beach County MPO, Florida

The Palm Beach MPO adopted a Complete Streets Policy in March 2016 that establishes performance measures and goals as well as a user modal hierarchy in which pedestrians are considered first during project design, followed by cyclists, transit, and personal vehicles. The objective of the approach is to create a connected network of facilities to accommodate each mode of travel in a manner consistent with and supportive of each local community. The MPO developed ranking criteria for inclusion of roadway projects on the MPO priority list and projects that include Complete Streets elements and that show the benefit for all users. Following adoption of the Complete Streets policy, the MPO adopted Complete Streets design guidelines.

### Space Coast TPO, Florida

The Space Coast TPO adopted a Complete Streets Policy by Resolution in May 2011 that established a Complete Streets policy, guiding principles, and project implementation criteria. Local governments in the County were encouraged to adopt Complete Streets policies and to coordinate with FDOT for implementing Complete Streets projects on the State Highway System. After adoption of the Complete Street Resolution, the TPO allocated \$18 million to be spent in FYs 2015 to 2018 for feasibility studies, design, and construction of Complete Streets projects. One eligibility condition for Complete Streets funding was that the local government applicant was required to have adopted a Complete Streets policy.

### Polk County TPO, Florida

The Polk County TPO adopted a Complete Streets Policy in 2012 that outlined how the TPO would support the provision of Complete Streets as part of its planning process, including providing technical support and funding for local governments. The Policy establishes a methodology for identifying a Complete Streets Network of collector and arterial roads and created and maintains a database with information on bicycle and pedestrian features, access to transit, and other Complete Street elements. The TPO established Complete Streets performance standards and developed a guidebook to serve as a resource for local governments in the design, construction, operation, and maintenance of county roadways. The TPO Technical Advisory Committee prepared traffic study requirements for new developments related to Complete Streets, including connectivity and transit. The TPO sets aside \$5 million for Complete Streets projects as part of its annual Priority Transportation Projects (formerly Congestion Management Projects funds).

### Gainesville–Hall County MPO, Georgia

The Gainesville–Hall MPO (GHMPO) adopted a Complete Streets Policy in August 2017 that established a vision, principles, and subsequent strategies for the implementation of their policy. To support the vision and principles laid out, the MPO established a variety of strategies that include providing technical support for Complete Streets programs and projects, financial assistance for Complete Streets projects, and supporting jurisdictions in the GHMPO planning area in the adoption of their own Complete Streets policy. Local governments are encouraged to take a context-sensitive approach to solve transportation problems in a manner that reflects community character, develops performance measures for tracking progress, and augments non-transportation projects to concurrently implement complete streets principles.

### Greensboro Urban Area MPO, North Carolina

The Greensboro Urban Area MPO adopted a Complete Streets Policy in November 2015 that included a Complete Streets Resolution and an outline of policy objectives, related plans, facility inclusions, policy exceptions, design guidance, implementation, and evaluation. The policy establishes that all roadway projects fall under the Complete Street policy and provides design guidance by referencing North Carolina Department of Transportation (NCDOT) guidelines and manuals (e.g., *NCDOT Complete Streets Planning and Design Guidelines*) and other national references that should be consulted. The MPO establishes steps for achieving Complete Streets, including establishing a standing Bicycle and Pedestrian Committee, implementing project and policy recommendations of the Bicycle Pedestrian Plan, and prioritizing projects with Complete Streets elements in the project selection and funding process. The MPO ultimately commits to tracking the progress of Complete Streets through a variety of indicators.

### Bloomington–Monroe County MPO, Indiana

The Bloomington–Monroe County MPO adopted a Complete Streets Policy in November 2018 that includes a vision, purpose, policy language, process for implementation, exceptions, evaluation, performance measures, project prioritization criteria, and next steps. The Policy applies to all new construction and reconstruction that use Federal funds passed through the MPO at any phase of project

implementation. The Policy establishes a strong process for inclusion and prioritization of Complete Streets project in the transportation improvement program and establishes design guidance and an exception process for projects that include appeals. Next steps for implementation are identified and include document and plan updates, education and training, and the integration of transportation and land use.

## Developing an Effective Complete Streets Policy

An effective Complete Streets Policy directs planners, designers, and engineers to consistently plan, design, build, operate, and maintain roadways with all users and all abilities in mind and ensures that considering the needs of all users and modes becomes the norm. The intent of a Complete Streets policy should not be to retrofit the entire transportation system at once, but rather to implement Complete Streets over time through new construction, reconstruction, and routine maintenance projects.

A Complete Streets Policy can take many forms; it can be brief or may contain extraordinary detail, but it must be more than just an expression of support, and it must outline a path to turning the policy into practice. The National Complete Streets Coalition (NCSC) identified 10 elements of a comprehensive Complete Streets Policy to help communities develop and implement policies and practices to ensure that streets are safe for people of all ages and abilities, balance the needs of different modes, and support local land uses, economies, cultures, and natural environments. These 10 elements include the following:

1. **Vision and Intent** – Policy includes an equitable vision for how and why the community wants to complete its streets. Specifies need to create complete, connected, network and specifies at least four modes, two of which must be biking or walking.
2. **Diverse Users** – Benefits all users equitably, particularly vulnerable users and the most underinvested and underserved communities.
3. **Commitment in All Projects and Phases** – Applies to new, retrofit/reconstruction, maintenance, and ongoing projects.
4. **Clear, Accountable Expectations** – Makes any exceptions specific and sets clear procedure that requires high-level approval and public notice prior to exceptions being granted.
5. **Jurisdiction** – Requires interagency coordination between government departments and partner agencies on Complete Streets.
6. **Design** – Directs the use of the latest and best design criteria and guidelines and sets a time frame for their implementation.
7. **Land Use and Context Sensitivity** – Considers the surrounding community’s current and expected lane use and transportation needs.
8. **Performance Measures** – Establishes performance standards that are specific, equitable, and available to the public.
9. **Project Selection Criteria** – Provides specific criteria to encourage funding prioritization for Complete Streets implementation.
10. **Implementation Steps** – Includes specific next steps for implementation of the policy.

The Hernando/Citrus MPO has prepared a draft Complete Streets Policy that could be considered for adoption by the MPO Board, as provided in Appendix B. Following is a summary of the Policy, including an overview of the Vision, Goals, and Policy statement.

## Vision

The Hernando/Citrus MPO's 2017 Congestion Management Process (CMP) established a Complete Streets vision for the MPO that states:

*The Hernando/Citrus MPO envisions streets and highways that take a context sensitive approach to provide safe travel for all appropriate modes of travel and users, regardless of their age or abilities; to promote economic development through the creation of a livable community with a sense of place that also promotes public health and fitness.*

## Goals

In developing a Complete Streets Policy, the Hernando/Citrus MPO has established a series of goals that the Policy is intended to address:

- Provide safe, convenient, accessible, and effective transportation to all users and modes including motorized vehicles, walking, bicycling, and transit.
- Create a balanced and connected network of streets, roads, and trails to accommodate each mode of travel in a manner consistent with and supportive of each local community.
- Provide safe and comfortable transportation options for vulnerable users of all ages and abilities.
- Support economic growth and the redevelopment and connectivity to activity centers.
- Provide a transportation system that is conducive to streets that are lively with activity and connect people to everyday destinations, such as schools, shops, restaurants, businesses, parks, jobs, and transit, which in turn enhances neighborhood economic vitality and livability.

## Draft Complete Streets Policy Statement

The following policy language was developed to reflect the MPO's commitment towards creating a well-balanced multimodal system that ensures safety and accessibility for all roadway users while improving the overall quality of life for Hernando and Citrus residents:

*The Hernando/Citrus Metropolitan Planning Organization (MPO) aims to achieve a safe, convenient, equitable, and accessible transportation network by implementing Complete Streets within the context of the diverse communities within our Counties. A Complete Street is a roadway planned, designed, constructed, operated, and maintained to accommodate people of all ages and abilities safely and comfortably, including pedestrians, bicyclists, transit users, motorists, and freight and service operators.*

*The Hernando/Citrus MPO will seek to promote Complete Streets by prioritizing Complete Streets infrastructure projects, providing educational opportunities, and encouraging local jurisdictions to adopt and implement local Complete Streets polices.*



## Implementation Process

A Complete Streets implementation process identifies the systems, routines, barriers, and processes that, together, have created the existing transportation system. Understanding the current procedures and processes makes changing those processes easier and more palatable. The following outlines some of the processes that could be used in implementing Complete Streets.

### Adopt a Complete Streets Policy

The adoption of a Complete Streets Policy is often the first step in formalizing the process for implementing Complete Streets. A Complete Streets Policy sets the direction for how the MPO will manage Complete Streets. In addition to the Complete Streets Policy, future administrative policies may need to be considered to address initiatives that arise from the implementation of Complete Streets.

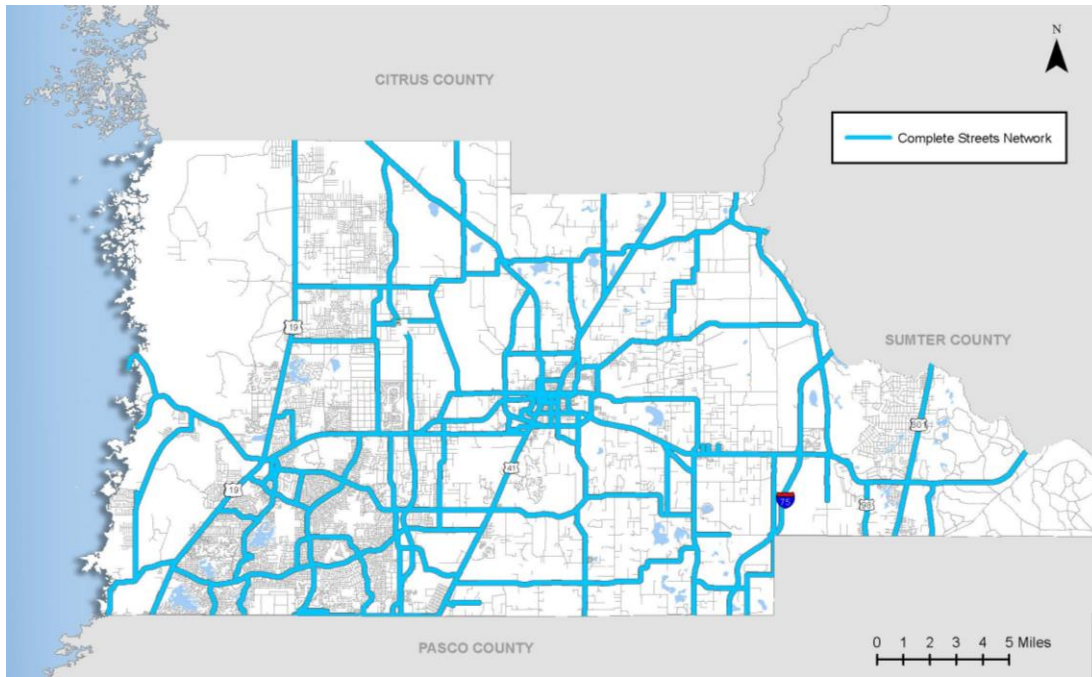
### Conduct Public Engagement

An effective public engagement process is essential in ensuring that Complete Streets efforts are meeting the community's needs and have the community's support. Complete Streets is a context-sensitive approach to roadway design that benefits from early and ongoing communication with project stakeholders for educational outreach, input, and feedback purposes. Effective public engagement is necessary throughout the entire implementation process, including both the planning and project phases. In the planning phase, public engagement ensures that community and agency stakeholders can participate in the development of broader planning efforts such as LRTPs, multimodal network plans, and transportation plans that define the transportation needs and vision. In the project phase, public engagement allows stakeholder to provide feedback on specific Complete Streets concepts, designs, and projects. Ultimately, having the community's buy-in is critical for developing a safe, comfortable, and convenient transportation network that serves all modes.

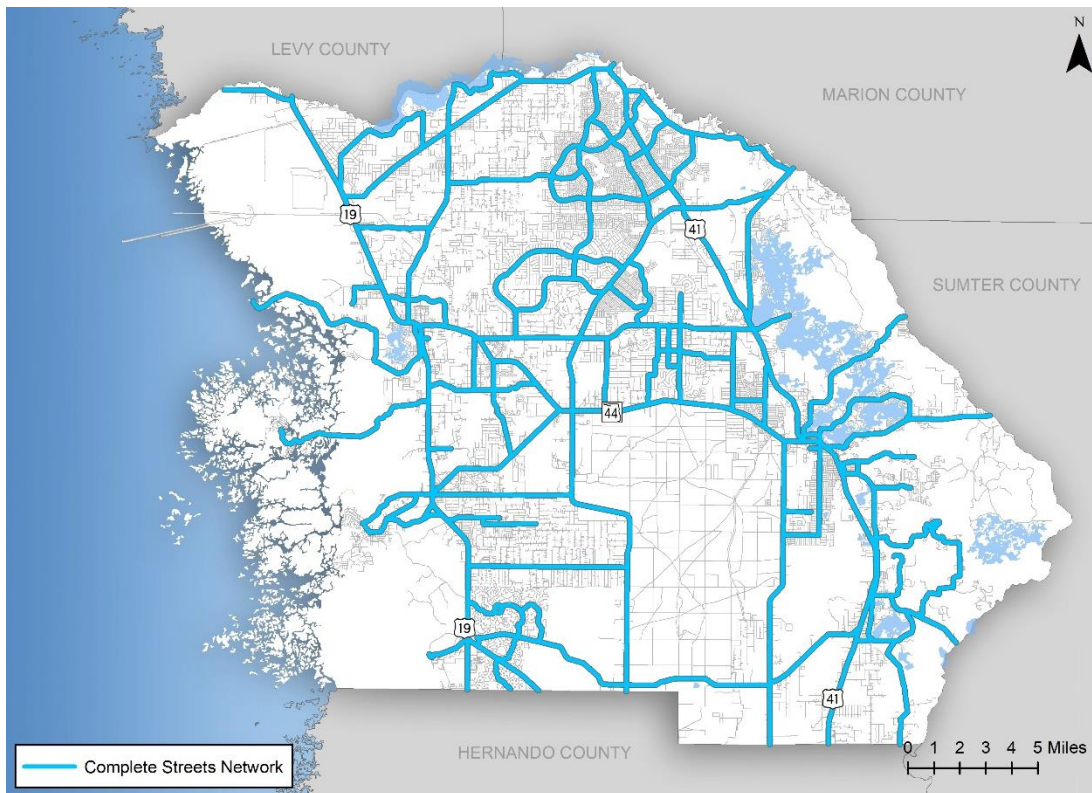
### Identify the Complete Streets Network

Whereas it is the goal to make all streets Complete Streets, identifying the roadway network that will be the focus of the MPO's Complete Streets efforts will help the MPO and its partner agencies focus on a defined network of roadways. It is understood that it may not be possible to provide a similar level of facilities for all modes on all roadways due to right-of-way, compatibility with travel and land use patterns, or financial constraints. By taking a network approach, the MPO will be able to evaluate the overall system to identify opportunities to provide a comprehensive network of modal options that balance transportation needs.

Figures 3 and 4 show the proposed Complete Streets roadway network for Hernando and Citrus counties; the identified network consists of the major roadway network within each county. With close coordination among the counties, cities, communities, and FDOT, the MPO will be able to focus on these roadways to develop a system of Complete Streets.



**Figure 3: Proposed Hernando County Complete Streets Network**



**Figure 4: Proposed Citrus County Complete Streets Network**

## Identify the Context Classification

The context classification of a roadway informs the decisions made during the various planning, engineering, design, construction, and maintenance phases of a project to support safe and comfortable travel for their anticipated users. Context classification helps identify the anticipated users of the roadway, and it is important that the users and their respective needs are understood in the early stages of project development. This ensures that the project’s scope defines all necessary improvements and that the budget is adequate for design, right-of-way, and construction. The context classification and anticipated users inform key design decisions such as target and design speeds, lane widths, and types of pedestrian, bicycle, transit, and freight facilities to be included in the design concept.

Assigning context classification is an essential component of implementing Complete Streets and developing a transportation network that safely meets the needs of all existing and anticipated users. Agencies can adopt different design criteria and standards based on context classification as long as they are ensuring that the needs of the users will be met.

To help promote consistency in design and the way context classification is assigned, it is recommended that the Hernando/Citrus MPO adopt a context classification similar to FDOT’s context classification system. Figure 5 is a transect of the context classifications and shows how the classifications change as the surrounding land uses change along the roadway.



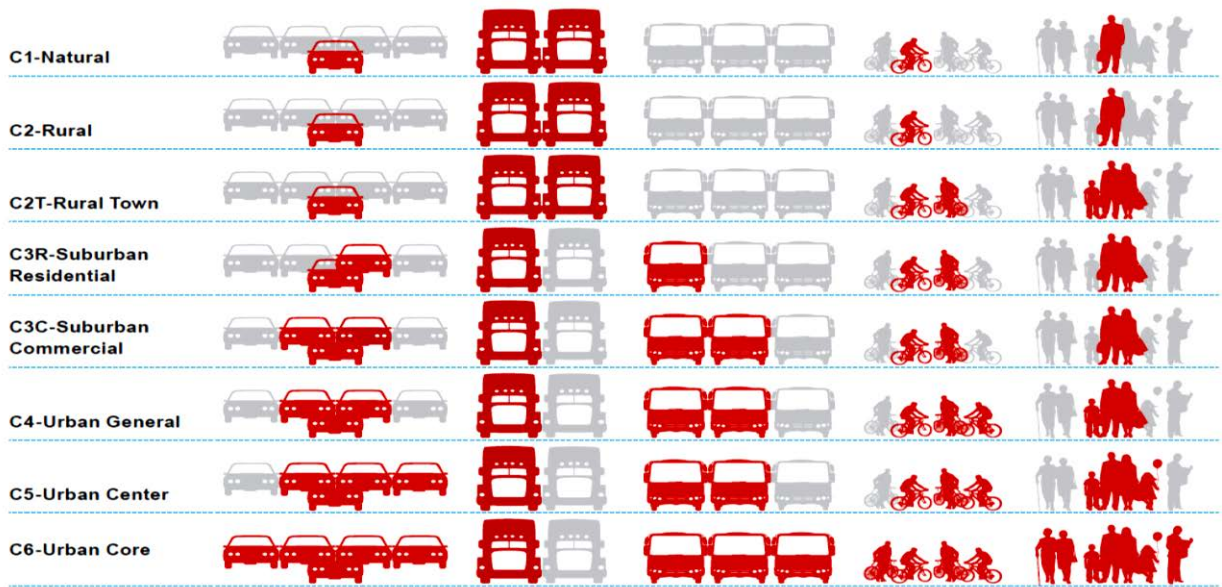
**Figure 5: FDOT Context Classification Transect**

Table 1 provides descriptions of the context classifications and their general characteristics. Figure 6 shows the expected user types and level of use for each context classification. Note that in FDOT’s context classification the Urban Core (C6) designation is applied only within urbanized areas with populations of greater than 1,000,000 people; therefore, if following FDOT’s guidelines, there would not be an Urban Core (C6) designation in Hernando and Citrus counties. Figures 7 and 8 show a potential initial context classification for the identified Complete Streets networks in Hernando and Citrus counties based on FDOT’s context classification.

**Table 1: Characteristics by Context Classification**

Context Classification	Distinguishing Characteristics	Primary Land Uses
<b>C1 – Natural</b>	Lands preserved in a natural or wilderness condition, lands unsuitable for development due to natural conditions.	Conservation Land, Open Space, or Park
<b>C2 – Rural</b>	Sparsely settled lands; may include agricultural land, grassland, woodland, and wetlands.	Agricultural or Single-Family Residential
<b>C2T – Rural Town</b>	Small concentrations of developed areas surrounded immediately by rural and natural areas; includes many historic towns.	Retail, Office, Single-Family or Multi-Family Residential, Institutional, or Industrial
<b>C3R – Suburban Residential</b>	Mostly residential uses within large blocks and a disconnected or sparse roadway network.	Single-Family or Multi-Family Residential
<b>C3C – Suburban Commercial</b>	Mostly non-residential uses with large building footprints and large parking lots within large blocks and disconnected or sparse roadway network.	Retail, Office, Multi-Family Residential, Institutional, or Industrial
<b>C4 – Urban General</b>	Mix of uses set within small blocks with a well-connected roadway network. May extend long distances. The roadway network usually connects to residential neighborhood immediately along the corridor or behind the uses fronting the roadway.	Single-Family or Multi-Family Residential, Institutional, Neighborhood Scale Retail, or Office
<b>C5 – Urban Center</b>	Mix of uses within small blocks with a well-connected roadway network. Typically concentrated around a few blocks and identified as part of a civic or economic center of a community, town, or city.	Retail, Office, Single-Family or Multi-Family Residential, Institutional, or Light Industrial
<b>C6 – Urban Core</b>	Areas with the highest densities and building heights, and within FDOT classified Large Urbanized Areas (population >1,000,000). Many are regional centers and destinations. Buildings have mixed uses, are built up to the roadway, and are within a well-connected roadway network.	Retail, Office, Institutional, or Multi-Family Residential

Source: FDOT Context Classification Guide



Source: FDOT Context Classification Guide

Figure 6: User Types and Use by Context Classification

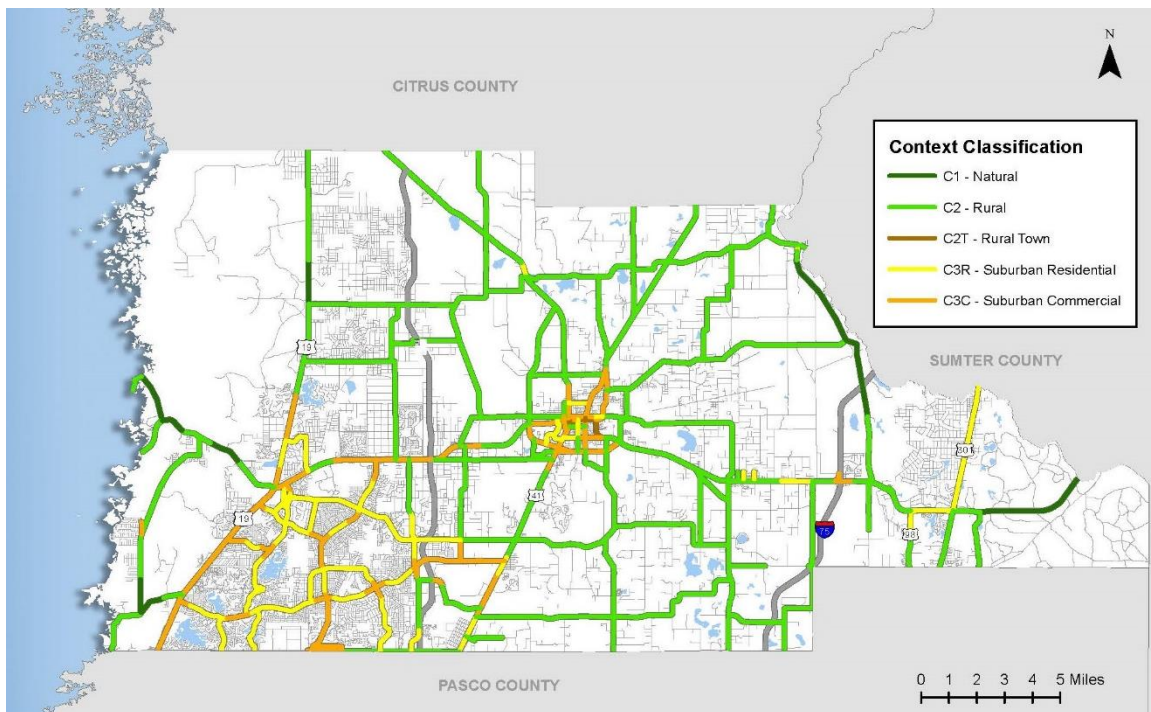
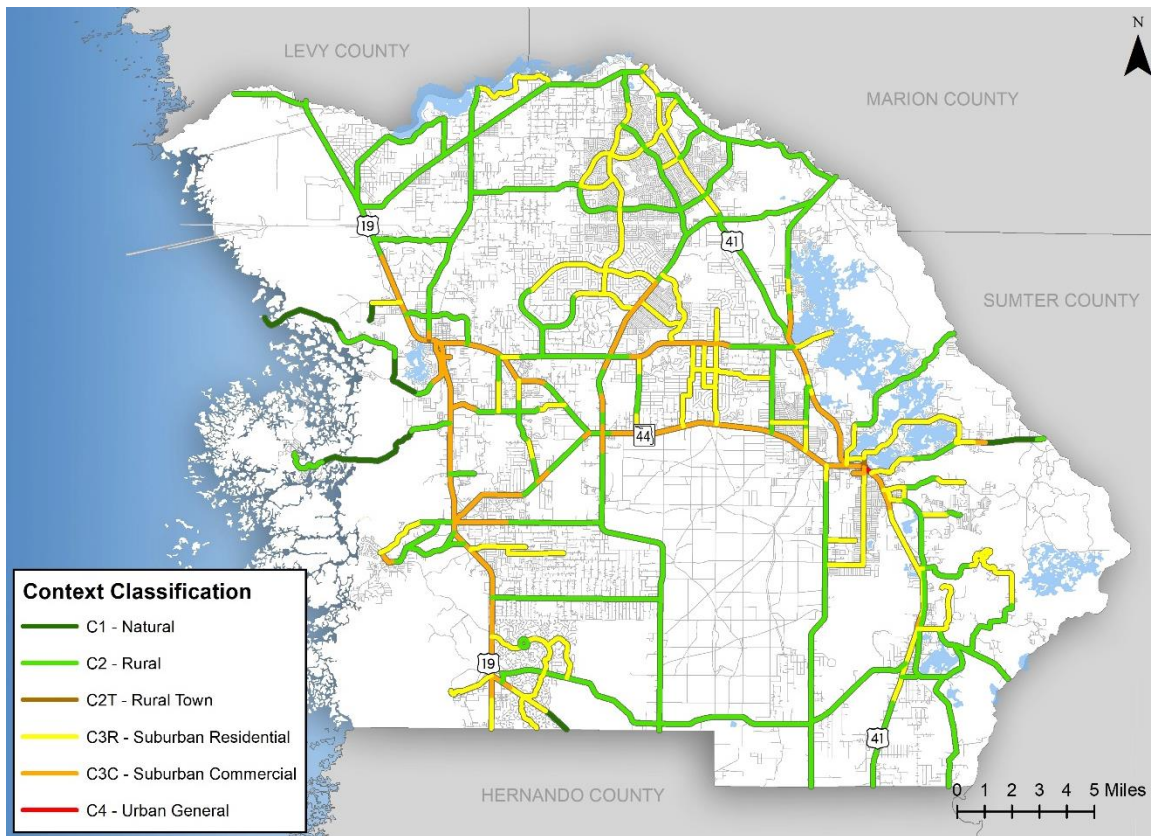


Figure 7: Proposed Hernando County Initial Context Classification



**Figure 8: Proposed Citrus County Initial Context Classification**

## Integrate and Institutionalize a Complete Streets Approach

Complete Streets is a process for developing a transportation network that best accommodates all modes of transportation, and the successful implementation of Complete Streets relies on the integration of Complete Streets concepts into existing plans and design guidelines. Taking a context-sensitive approach to planning and project prioritization should be outlined and incorporated throughout all document revisions. The MPO should continue to review relevant national, state, and local research and best practices to develop a process and timeline for updating and revising its major documents to include necessary Complete Streets elements. Partner agencies and member jurisdictions can assist by identifying appropriate criteria to measure the performance of the Complete Street initiatives that reflective of the community and available data.

In many regards, the MPO has already begun this process; documents such as the Congestion Management Process have integrated Complete Streets concepts and measures, and many other documents either mention Complete Streets or contain elements related to Complete Streets. However, to fully integrate Complete Streets into the planning, design, construction, and maintenance of the transportation system, the MPO and its partner agencies will need to update and revise many of their planning and design documents. The following are documents and plans that could be updated and revised to better incorporate Complete Streets:

- MPO Plans and Documents:

- Long Range Transportation Plan
- Pedestrian and Bicycle Master Plans
- Freight Plans
- Transportation/Corridor Studies
- Transportation Improvement Programs
- Unified Planning Work Program
- Partner Agency Documents:
  - Comprehensive Plans
  - Transportation and Land Use Studies
  - Area-Wide Plans/Studies
  - Corridor Plans/Studies
  - Pedestrian/Bicycle Plans
  - Freight Plans
  - Parks and Trails System Plans
  - Transportation Design Manuals
  - Land Development Code/Regulations

### Define Complete Streets Project Types

It is important to define the types of projects that will trigger the consideration of Complete Streets elements; these project types often include the following:

- New Construction or Widening
- Major Reconstruction
- Some types of Resurfacing, Restoration, and Rehabilitation (3R) project – 3R projects that change the allocation of pavement space on an existing roadway (e.g., reduction of travel lane widths, lane elimination projects, etc.)

The defining of applicable project types and the types of projects that are excluded should be carefully considered to avoid misrepresentation of Complete Streets projects types, such as routine maintenance projects. Some organizations specifically reference the exceptions and the process for documenting those exceptions; these typically include facilities such as limited-access highways and ordinary maintenance and repair project. Consideration should also be given on how to phase and coordinate Complete Streets along longer roadways and/or roadways that may have multiple construction phases to minimize facility gaps and interruptions in connectivity.

A common tool that many agencies have developed is a Complete Streets Checklist, which can assist the MPO in addressing Complete Streets principles through the project review process and can help the MPO adhere to the Policy. A checklist can also be used to guide future planning and design decisions and help facilitate discussions among planners, designers, engineers, elected officials, and the public on the implementation of Complete Streets.

## Evaluate Progress

Demonstrating the success of Complete Streets projects is an important component for ensuring that a Complete Streets Policy is implemented. Monitoring progress against benchmarked targets allows for transparency and accountability. Establishing performance measures helps to inform decisions regarding project scoping, selection, and funding. Showing the success of Complete Streets demonstrates the benefits that result from investing in Complete Streets projects and it works to ensure that the implementation of Complete Streets projects will result in safe, comfortable, efficient, accessible, and connected multimodal transportation options for all residents of Hernando and Citrus counties.

## How Can the MPO Encourage Implementation of Complete Streets?

The MPO is the critical link that unifies transportation decision-making across two counties and the municipalities within them. It provides the regional forum for local elected officials, their staff, citizens, and industry experts to work together to improve transportation (address transportation issues of their constituents and plan for future transportation needs). The MPO is responsible for developing and implementing the LRTP, and Complete Streets could strengthen the MPO's ability to address the regions priorities, support local initiatives, and directly support the LRTP's goals to serve the community transportation needs now and in the future. The Hernando/Citrus MPO's desire to adopt and implement a Complete Streets Policy supports the vision of planning, designing, and constructing a transportation system that meets the needs of Hernando and Citrus residents and visitors.

Upon adoption of a Complete Streets Policy, it will be paramount for the MPO to identify opportunities for collaboration and coordination with local jurisdictions to meet the goals and objectives identified in the MPO's Policy. As such, the MPO will play a leading role in the region for crafting and implementing such a Policy and must be responsible for encouraging, assisting, and collaborating with the local jurisdictions in doing the same.

The following section outlines several strategies that the Hernando/Citrus MPO can do to encourage and support the local jurisdictions in implementing Complete Streets.

## Education and Outreach Support

Incorporating the Complete Streets approach into the MPO, County, and member jurisdiction plans and practices will require ongoing education and training for both internal staff and external stakeholders and governments. The MPO should look to establish a framework for providing ongoing training to internal staff as documents and procedures are updated and revised to ensure that changes are interpreted correctly and used effectively throughout the MPO. In addition, the MPO should work with its local partners to develop educational materials and assist in trainings for elected officials, community leaders, agency staff, and private development partners on the benefits of Complete Streets and the application of the Complete Streets Policy and practices established through the program. The MPO should develop and distribute best-practice information on Complete Streets and Complete Streets design, which could include design guidelines, street typologies, trainings, and manuals.



Some municipalities and communities have found it useful to set up a Complete Streets Committee or Task Force or have used their existing Bicycle Pedestrian Advisory Committee to spearhead public information campaigns, review project designs, coordinate with government agencies, and monitor policy exemptions, among other tasks. Over time, as the Complete Streets program becomes institutionalized, the committee may not need to be active.

FDOT has resources available on statewide Complete Streets implementation and application that may be beneficial to local governments and staff for contextualizing Complete Streets, processes, and purpose. In addition, the Hernando/Citrus MPO and its member counties may benefit from continuing to participate in the annual Gulf Coast Safe Streets Summit, an event that focuses on sharing best practices, advocating for active transportation and public health, and identifying valuable networking opportunities. The event is West Central Florida's preeminent educational event aimed at encouraging the implementation of Complete Streets.

### Agency Coordination

To achieve a coordinated effort in the implementation of a Complete Streets program, engagement and collaboration among MPO staff and partner agencies during the transportation project planning process is necessary. The MPO is uniquely positioned to facilitate communication and serve as the coordinating body between agencies for roadway projects/improvements. Early and continuous communication will provide opportunities for collaboration among agencies, Complete Streets enhancements, and pooling of resources when new roadway projects are in the planning stages. Internal and external stakeholders and agencies to be considered when facilitating communication include the following:

- FDOT
- Hernando and Citrus County governments
- Citrus County Transit and TheBus (Hernando Transit)
- Regional Planning Organizations
- West Central Florida MPOs Chairs Coordinating Committee (CCC)
- Tampa Bay Area Regional Transit Authority (TBARTA)
- City governments
- Consultants
- Bicycle and pedestrian advocacy organizations
- Public health partners
- Economic development partners
- Community members or organizations

The MPO already has established some of the framework for conducting this coordination through its existing advisory committees (e.g., Bicycle Pedestrian Advisory Committee, Technical Advisory Committee, etc.) and the transit coordination meetings slated to restart in 2020. However, it is important to note that additional efforts will have to be undertaken to make this framework more robust to specifically address Complete Streets and opportunities to collaborate with FDOT and the agencies noted above on upcoming transportation projects.

## Planning Support and Assistance

Extending assistance to local agencies wishing to adopt a Complete Streets policy and integrate Complete Streets into their planning processes can be essential to successfully adopt a Complete Streets program. Other MPOs with successful Complete Streets Policies, including Gainesville–Hall County, Palm Beach County, Polk County, and Hillsborough County, have stated their commitment in their Complete Streets policies to provide support to local jurisdictions in developing their own Complete Streets policy and programs. Assistance should include technical and advisory guidance to document updates for land development regulations and comprehensive plans. To this end, the MPO can consider drafting and developing model Complete Streets Policy language, performance measures, street typologies, and example design guidelines for use and adoption by the county governments and local jurisdictions.

Updates to the Hernando and Citrus Land Development Regulations and Roadway Design Guidance are the major priority documents for revision, as these guide the planning, design, construction, and operation of all roadways in the counties. The update of these documents is essential for coordinating land use and transportation in a manner that allows for a flexible design that meet the needs of the surrounding communities and the overall Complete Streets Program.

## Financial Support

A major role of the MPO is to set long-term transportation policy to meet the community's current and future transportation needs and program-specific transportation initiatives and projects for funding. To encourage the implementation of a Complete Streets approach, it will be important for the MPO to work with partner agencies and member jurisdictions to identify funding sources and define a clear framework for the allocation of funding that aligns with the Complete Street Policy. A Complete Streets approach to funding projects will include new construction and reconstruction; however, looking at opportunities to fund and integrate Complete Street elements into 3R projects could offset some of the costs and build financial efficiencies into the process. These funding sources could include, but are not limited to:

- Federal funds and competitive/discretionary grant programs
- Public/private partnerships

The primary mechanism for allocating Federal funds is through the Transportation Improvement Program (TIP) and the list of priority projects. In the TIP, the MPO can designate set-aside funds for Complete Streets projects that permit Complete Streets projects to be considered as an option or an enhancement to transportation infrastructure projects. The MPO currently takes this approach and sets aside Transportation Alternative (TA) funds for Complete Streets projects. An alternative approach is including Complete Streets into the overall project prioritization process so all projects that are submitted for inclusion in the TIP would be reviewed for integration of Complete Street elements. Once a framework for allocating funding is established, it will be paramount to provide education to partner agencies and distribute information to clearly define project eligibility criteria, project prioritization, and performance measurement.

Competitive/discretionary grant opportunities can aid the implementation efforts of the Complete Streets Program by providing supplementary funding for construction of Complete Streets elements to

enhance roadway projects such as lighting, bus shelters, and sidewalks. The MPO could provide staff time and resources to provide guidance on eligible projects and grant opportunities such as:

- County Incentive Program (CIGP)
- Transportation Regional Incentive Program (TRIP)
- Safe Routes to School (SRTS)
- Better Utilizing Investments to Leverage Development (BUILD)
- Shared-Use Nonmotorized (SUN) Trail Network

Also, the Bikeway and Trails Master Plan identified a variety of funding sources available for the construction of trails and trail related amenities.

## Next Steps

Upon adoption of a Complete Streets Policy, the Hernando/Citrus MPO will need to continue to work towards implementing Complete Streets throughout Hernando and Citrus counties. An initial process that should be considered is the development of a detailed Complete Streets Implementation Action Plan, which would define the specific roles of the MPO, identify specific programmatic changes, and define the performance measures and outcomes that will be used to monitor and evaluate implementation of the Complete Streets Policy. Tracking these measures and outcomes over time will allow the Hernando/Citrus MPO and its partner agencies to monitor and ensure that the Complete Streets Policy is achieving its vision of creating “streets and highways that take a context sensitive approach to provide safe travel for all appropriate modes of travel and users, regardless of their age or abilities” and “promote economic development through the creation of a livable community with a sense of place that also promotes public health and fitness.”

A Complete Streets Implementation Action Plan could also help engage the partners that are needed to implement Complete Streets and should involve people across the transportation realm—from planners and engineers to maintenance staff—in the decision-making process. An Implementation Action Plan will provide the opportunity to assess current practices, assign responsibility for implementing activities, and develop realistic timelines for accomplishing the goals of Complete Streets. The resulting Implementation Action Plan can be used help communicate with the wider community, elected officials, private developers, and other agencies.

Irrespective of the development of a Complete Streets Implementation Action Plan and advancement of initial Complete Streets projects, continuing to encourage the integration and development of Complete Streets into partner agency plans, programs, manuals, policies, and regulations should be a primary role of the MPO. Leveraging relationships with its partners, the MPO will be able to integrate and implement Complete Streets and achieve the stated vision and goals of the Complete Streets Policy. To assist in the implementation of Complete Streets a list of action items (Table 2) has been developed to help guide the implementation of Complete Streets within Hernando and Citrus counties.

**Table 2: Complete Streets Implementation Actions**

Initial Actions	<ul style="list-style-type: none"> <li>• Adopt a Complete Streets Policy.</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop a comprehensive Complete Streets Implementation Action Plan based on the strategies within this Implementation Guide to guide the detailed development of the MPO’s Complete Streets program and process.</li> </ul>
	<ul style="list-style-type: none"> <li>• Formalize the Complete Streets Network and define initial Context Classification.</li> </ul>
	<ul style="list-style-type: none"> <li>• Define Complete Streets project types and exclusions.</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop of Complete Streets project checklist to help define how projects will be reviewed and evaluated in regard to Complete Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>• Establish performance measures in which to evaluation the implementation of Complete Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>• Establish a Complete Streets project prioritization and/or funding criteria for projects that are programmed through the MPO’s TIP.</li> </ul>
Secondary Actions	<ul style="list-style-type: none"> <li>• Update and revise MPO plans and documents to reflect the adopted Complete Streets Policy and Implementation framework; for regularly updated plans and studies, incorporate during the next major update or iteration of the plan.</li> </ul>
	<ul style="list-style-type: none"> <li>• Provide planning support and assistance to partner and member jurisdictions in updating plans, procedures, and documents to incorporate Complete Streets principles.               <ul style="list-style-type: none"> <li>○ Develop model Complete Streets Policy language for partner/member jurisdictions and offer support and assistance in the development of Complete Streets policies and implementation plans.</li> <li>○ Offer assistance in conducting Complete Streets feasibility studies and in identifying specific Complete Streets enhancements along project corridors.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• Offer education and outreach support for Complete Streets efforts.</li> </ul>
Ongoing Actions	<ul style="list-style-type: none"> <li>• Leverage the MPO’s position to lead coordination efforts between partner agencies and community partners.               <ul style="list-style-type: none"> <li>○ Establish a standalone Complete Streets committee or consider expanding the role of an existing committee to oversee and monitor the implementation of Complete Streets.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• Routinely monitor and evaluate the effectiveness of the Complete Streets Policy and implementation process.</li> </ul>



# Appendix A

Peer Review and Plans,  
Standards, and  
Practices Review



JUNE 2020

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## Introduction

The Hernando/Citrus Metropolitan Planning Organization (MPO) is exploring the development and implementation of a Complete Streets Policy. This technical memorandum reviews existing plans, standards, and Complete Streets policies to provide context and insight for drafting and developing a Complete Streets Policy and Implementation program for the MPO. The following summarizes the adoption of Complete Streets principles by state and regional governments and includes a review of the status of Complete Streets concepts in the current planning and design framework of the Hernando/Citrus MPO and its member jurisdictions.

## Complete Streets Policy and Implementation

This section reviews Complete Streets policies and plans nationwide and identifies best practices, insights, and other resources that agencies use to adopt and implement Complete Streets. This includes an overview of the Florida Department of Transportation’s (FDOT) Complete Streets Policy, Program, and Implementation Plan and a review of plans by peer MPOs that are similar to the Hernando/Citrus MPO in terms of land uses, community character, and transportation infrastructure. These plans and policies were reviewed for best practices, insights, and other resources that will assist the Hernando/Citrus MPO in drafting, developing, and adopting a Complete Streets Policy and Implementation Program.

### FDOT Complete Streets Implementation

Starting as early as 2011, state and national organizations have been highlighting the disproportionate rate of pedestrian deaths in Florida. In response to the growing concern for pedestrian safety on roadways in Florida, FDOT began a proactive approach towards reducing the number of serious and fatal injury crashes across the state, particularly for bicycles and pedestrians. FDOT adopted a Complete Streets Policy in 2014 and, in collaboration with Smart Growth America (SGA), adopted a Complete Streets Implementation Plan in 2015. Context Classification was introduced shortly thereafter, followed by FDOT’s release of the *Florida Design Manual (FDM)*, which incorporates a Complete Streets approach based on roadway context classification to the design of all roadway and structures plans for FDOT for the first time.

### Complete Streets Policy

The adopted FDOT Complete Streets Policy states:

*It is the goal of the Department of Transportation to implement a policy that promotes safety, quality of life, and economic development in Florida. To implement this policy, the Department will routinely plan, design, construct, reconstruct and operate a context sensitive system of “Complete Streets.” While maintaining safety and mobility, Complete Streets shall serve the transportation needs of transportation system users of all ages and abilities, including but not limited to:*

- Cyclists
- Motorists
- Transit Riders
- Freight handlers
- Pedestrians



*The Department specifically recognizes Complete Streets are context-sensitive and require transportation system design that considers local land development patterns and built form. The Department will coordinate with local governments, Metropolitan Planning Organizations, transportation agencies and the public, as needed to provide Complete Streets on the State Highway System, including the Strategic Intermodal System. This Complete Streets Policy will be integrated into the Department’s internal manuals, guidelines and related documents governing the planning, design, construction and operation of transportation facilities.*

## Complete Streets Implementation Plan

After adopting its Complete Streets Policy in September 2014, FDOT released a Complete Streets Implementation Plan the following year. The Implementation Plan began the process of operationalizing the Complete Streets Policy through targeted and systematic changes and proposed changes to how FDOT plans, designs, constructs, reconstructs and operates roadways. The Plan specifically outlined a five-step implementation framework to integrate its Complete Streets Framework into its practices to ensure that “future transportation decisions and investments address the needs of all users of the transportation network and respond to community goals and context.” The Plan further outlined a two-year timeframe for the implementation of the five-step implementation framework, outlined as follows:

- Revising guidance, manuals, standards, policies, and other documents
  - Includes 10 priority documents to revise
  - Development of Context Classification document
- Updating decision-making process
  - Integrate Complete Streets into Florida Transportation Plan (FTP) and Strategic Intermodal System (SIS) Plan
  - Align decision-making criteria at all levels with Complete Streets approach
  - Change decision-making culture to align with Complete Streets objectives
  - Expand FDOT’s role as a transportation provider and leader to meet the needs of a broader range of travelers
  - Improve communication across FDOT programs and external partners
- Modifying approaches for measuring success
  - Variety of levels and scales for measuring success of Complete Streets Policy
  - Proposed Future Investments, performance of individual transportation projects, performance of network as a whole, and general effectiveness of FDOT programs
  - Safety, comfort, convenience, economic vitality, quality of life
- Managing external and internal communication and collaboration during implementation
  - Framework for stakeholder outreach and participation
  - Making meaningful engagement and effective communication with staff, consultants, and other partners to embrace and implement Complete Streets objectives
  - Collaboration for update of documents and manuals
- Providing ongoing education and training

## FDOT’s Context Classification

FDOT’s Context Classification System was designed as part of the Complete Streets program and aimed to systematically incorporate the uses and intensities of surrounding land into the design of roadways. The creation and adoption of a Context Classification system was a necessary first step toward implementing Complete Streets and was outlined in the Implementation Plan. The Context Classification scheme developed and adopted comprises eight context classifications that are informed by users along the roadway, surrounding land use, regional and local travel demand, and the challenges and opportunities of each roadway user. The Context Classification of the roadway determines key design criteria for all non-limited-access State roadways. Figure 1 and Table 1 provide a description of the adopted FDOT context classifications. In addition to existing context, the FDOT Context Classification system recognizes that land uses may change over time; projects may examine future land use and allowable densities to examine whether a context will change in the future and whether a roadway should be designed under existing conditions or potential future conditions.

Roadways are designed to match the characteristics and demands defined by the appropriate Context Classification criteria as defined in the FDM. Designing roadways based on Context Classification helps to ensure that roadways are planned and designed to be in harmony with the surrounding land use characteristics and intended uses of the roadway. Context Classification is a design control that determines key design criteria elements for State-maintained surface roadways. Some design criteria determined by context classification include:

- Travel lane width
- Design speed
- Pedestrian facilities
- Bicycle facilities



**Figure 1: FDOT Context Classification Transect**

**Table 1: Characteristics by Context Classification**

Context Classification	Distinguishing Characteristics	Primary Land Uses
<b>C1 – Natural</b>	Lands preserved in a natural or wilderness condition, lands unsuitable for development due to natural conditions.	Conservation Land, Open Space, or Park
<b>C2 – Rural</b>	Sparsely settled lands; may include agricultural land, grassland, woodland, and wetlands.	Agricultural or Single-Family Residential
<b>C2T – Rural Town</b>	Small concentrations of developed areas surrounded immediately by rural and natural areas; includes many historic towns.	Retail, Office, Single-Family or Multi-Family Residential, Institutional, or Industrial
<b>C3R – Suburban Residential</b>	Mostly residential uses within large blocks and a disconnected or sparse roadway network.	Single-Family or Multi-Family Residential
<b>C3C – Suburban Commercial</b>	Mostly non-residential uses with large building footprints and large parking lots within large blocks and disconnected or sparse roadway network.	Retail, Office, Multi-Family Residential, Institutional, or Industrial
<b>C4 – Urban General</b>	Mix of uses set within small blocks with a well-connected roadway network. May extend long distances. The roadway network usually connects to residential neighborhood immediately along the corridor or behind the uses fronting the roadway.	Single-Family or Multi-Family Residential, Institutional, Neighborhood Scale Retail, or Office
<b>C5 – Urban Center</b>	Mix of uses within small blocks with a well-connected roadway network. Typically concentrated around a few blocks and identified as part of a civic or economic center of a community, town, or city.	Retail, Office, Single-Family or Multi-Family Residential, Institutional, or Light Industrial
<b>C6 – Urban Core</b>	Areas with the highest densities and building heights, and within FDOT classified Large Urbanized Areas (population >1,000,000). Many are regional centers and destinations. Buildings have mixed uses, are built up to the roadway, and are within a well-connected roadway network.	Retail, Office, Institutional, or Multi-Family Residential

Source: FDOT Context Classification Guide

### Peer Review of Existing Complete Streets Policies and Plans

A comprehensive review and evaluation of adopted Complete Streets policies and implementation plans from several identified peer agencies was conducted to provide insight into the development of a Complete Streets policy and implementation plan. A national search of peer agencies similar to the Hernando/Citrus MPO was conducted to gain insight on Complete Streets approaches from outside the state. Although cities, counties, MPOs, and states were examined for Complete Streets policies and implementation plans, the study team chose to examine only MPO policies and plans in detail to ensure consistency in implementation based on the authorities of the agency. The evaluation examined common goals, objectives, and implementation approaches taken by other MPOs and considered best practices and unique community-oriented plans.

MPOs selected for review include the following:

- Hillsborough County MPO, Florida
- Palm Beach County MPO, Florida
- Space Coast TPO, Florida
- Polk County TPO, Florida
- Gainesville–Hall County MPO, Georgia
- Greensboro Urban Area MPO, North Carolina
- Bloomington–Monroe County MPO, Indiana

### Hillsborough County MPO, Florida

The Hillsborough County MPO adopted a Complete Streets Resolution in April 2012 that established a Complete Streets policy, guiding principles, project implementation criteria, and strategies. The resolution supports Complete Streets on the basis of improving and promoting the livability, health, sustainability, and economic development of Hillsborough County, Tampa, Plant City, and Temple Terrace through enhancing the overall transportation network. The resolution recognizes that safe, convenient, and connected roadways that accommodate the mobility needs of all users and modes are critical to community livability.

The MPO Resolution encourages local governments in Hillsborough County to adopt and institutionalize Complete Streets principles and designs as part of their respective procedures across all departments. The resolution also commits the MPO to assisting local jurisdictions with Complete Streets policies and guidelines. Complete Streets principles are applied in all transportation planning, design, review, operations, major maintenance projects, new construction, and reconstruction projects. The Hillsborough MPO’s Complete Streets Vision reads as follows:

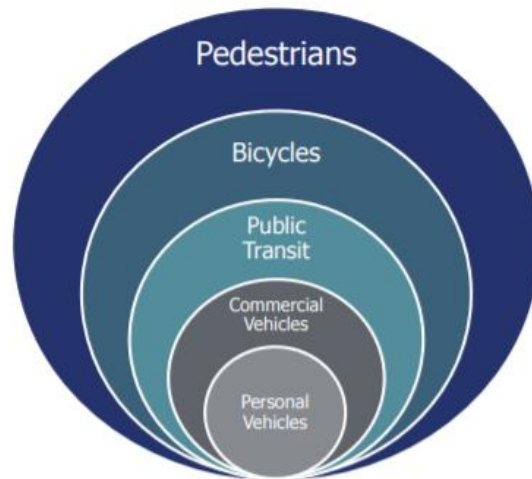
*Every public right-of-way shall be planned, designed, constructed and maintained such that each resident of Hillsborough County will have transportation options to safely and conveniently travel to their destinations.*

The MPO’s resolution identified nine strategies to aid in the implementation of its Complete Streets Vision, including technical support to local governments, prioritizing of projects that have the potential to receive Federal funding, establishment of a Complete Streets Committee, context-sensitive solutions and streetscape plans, establishment of design standards and performance measures, and coordination with FDOT for Complete Street concepts on State-maintained roadways. Additionally, the resolution identified a variety of Complete Streets components, including sidewalks, lighting, bike lanes, transit amenities, Florida-friendly landscaping, raised medians, buffers, appropriately sized lanes, on-street parking, and signage.

### Palm Beach County MPO, Florida

The Palm Beach MPO adopted its Complete Streets policy in March 2016, which aims to achieve a safe and convenient transportation network through prioritizing transportation users on a modal hierarchy in which pedestrians are considered first during project design and planning, then cyclists, transit, and personal vehicles (freight, single-occupancy vehicles). The objective of the approach is to create a connected network of facilities to accommodate each mode of travel in a manner consistent with and supportive of each local community. The policy is applicable to all State- and federally-funded transportation projects that are included in the MPO’s Transportation Improvement Program (TIP);

locally-funded projects are encouraged to comply with the MPO’s policy or a similar locally-adopted Complete Streets Policy.



Source: Palm Beach MPO Complete Streets Policy

**Figure 2: Transportation User Considerations**

The Complete Streets policy identifies the goals, objectives, and values in the LRTP with which the policy aligns with and supports improving the safety and security of the transportation system for all users, providing multimodal access to low-income and traditionally underserved populations, supporting a context-sensitive approach to roadway design, supporting economic growth and development, prioritizing non-motorized facilities, and investing in an efficient and effective mass transit system.

The policy establishes that projects seeking inclusion on the MPO priority project list are required to document how the needs of all users are accommodated by the project. Applications are scored and prioritized for inclusion in the TIP based on their ability to demonstrate how the project will improve the transportation network’s safety and convenience for all users following the transportation modal hierarchy and the goals and objectives outlined in the adopted Long Range Transportation Plan (LRTP).

In addition to an implementation process, the policy establishes performance measures and goals that include commuter mode shares for pedestrians, bicyclists, and public transportation, number of local jurisdictions that have an adopted Complete Streets policy, number of workshops and events to promote Complete Streets, and number of pedestrian and bicyclist injuries and fatalities over time. Pedestrian and bicyclist injuries and fatalities are monitored with the goal of achieving Vision Zero, which is integrated into the Complete Streets policy.

Following the adoption of its Complete Streets policy, the MPO adopted Complete Streets design guidelines that include best practices from national agencies for design guidance, a multimodal street typology framework, and a blended typology approach.

### Space Coast TPO, Florida

The Space Coast TPO adopted its Complete Streets Resolution in May 2011, which established a Complete Streets policy, guiding principles, and project implementation criteria. The resolution establishes the TPO’s desire to promote, maintain, and enhance the livability and sustainability of its

jurisdiction through a safe, convenient, and connected network of roadways that accommodate the mobility needs of all users and modes. The resolution recognizes the importance of designing streets to complement and support adjoining land uses and community character to create a street environment that is attractive and of an appropriate scale. The TPO recognizes that streets designed in such a way contribute to the public life a community, support sustainable economic growth, facilitate the efficient movement of people and goods, improve public health, advance environmental stewardship, and maximize the use of roadway infrastructure.

To achieve this, the Space Coast TPO is committed to four major items—adopting Complete Streets guiding principles to facilitate the development of Complete Streets in Brevard County, encouraging local government within the county to adopt Complete Streets policies and institutionalize Complete Streets principles as part of their government procedures, encouraging FDOT to coordinate and cooperate with local governments implementing Complete Streets on the State Highway System, and adopting Complete Streets project guidelines as the process for making financial assistance available for local governments.

After adoption of the Complete Street Resolution, the Space Coast TPO allocated \$18 million to be spent in FYs 2015 to 2018 for feasibility studies, design, and construction of Complete Streets projects. Eligibility conditions for Complete Streets funding include adoption by the local government of a Complete Streets policy, location of the project located along a collector or arterial roadway, inclusion of safety elements for three modes of travel, local support for the project, and that the sponsoring jurisdiction was Local Agency Program (LAP) certified.

### Polk County TPO, Florida

The Polk County TPO adopted its Complete Streets Policy in 2012, which outlined how the TPO will support the provision of Complete Streets as part of its planning process, including providing technical support and funding for local governments. The policy was created and adopted by the Polk TPO in collaboration with the local municipalities in the county and establishes a vision shared with local governments that streets should provide safe travel for all users regardless of their age or abilities, support all modes of travel and travel choices, provide convenient access to community land uses, and help create a sense of place and livable communities.

The Policy establishes a methodology for identifying a Complete Streets Network of collector and arterial roads, which includes modifying the current roadway network database to create a Complete Streets database with information on bicycle and pedestrian features, access to transit, and other Complete Streets elements. The TPO commits to integrating performance standards for Complete Streets into its Congestion Management Program and includes bicycle and pedestrian facilities, bicycle and pedestrian crash rates, access to transit services, and transit passenger amenities. The TPO further commits to calculating safety ratios and analyzing its performance standards to identify priority corridors and candidate projects for Complete Streets treatments. The TPO Technical Advisory Committee prepared recommended traffic study requirements for new developments to include the evaluation of elements related to Complete Streets such as roadway connectivity and transit.

As part of its Complete Streets Policy, the TPO developed and adopted a *Complete Streets Handbook* to guide the review of State transportation projects and serve as a resource for local governments in the

design, construction, operation, and maintenance of their roadways. The handbook includes a checklist for candidate Complete Streets features to be considered within different contexts and land uses.

The Policy further sets up a review process to assess State transportation projects relative to the inclusion of appropriate Complete Streets elements that include capacity and resurfacing projects. A Complete Streets review for maintenance projects programmed in FDOT’s five-year work program is also evaluated for opportunities for additional Complete Streets elements using supplemental funding from the TPO’s set-aside Complete Streets project funds. As part of this, the TPO sets aside \$5 million for Complete Streets projects as part of its annual priority transportation projects (formerly Congestion Management Projects funds).

Since the adoption of the Polk TPO Policy, the TPO has conducted eight corridor evaluations to identify opportunities to improve safety, access, comfort, and operations through the implementation of Complete Street designs and elements.

### Gainesville–Hall County MPO, Georgia

The Gainesville–Hall MPO adopted a Complete Streets Policy in August 2017 that established a vision, principles, and subsequent strategies for the implementation of its policy. The MPO’s Complete Streets Vision is as follows:

*Every public right-of-way shall be planned, designed, constructed, and maintained such that all residents within the Gainesville-Hall Metropolitan Planning Organization (GHMPO) planning area have multi-modal transportation options to safely and conveniently travel to and from their destinations.*

The guiding principles laid out by the MPO include directing decision-makers to consistently design and maintain streets for people of all ages, abilities, income levels and backgrounds by accommodating all anticipated users. The policy applies at all phases in the life of a roadway, including planning, design, construction, and maintenance. Additionally, the Policy requires that the design and construction of new facilities anticipate likely demand for bicycling and pedestrian facilities. The policy recognizes that the transportation network should be planned and constructed as a well-connected system that encourages several connections to destinations.

To support its vision and principles, the MPO established a variety of strategies that include providing technical support for Complete Streets programs and projects, financial assistance for Complete Streets projects, and supporting jurisdictions in the GHMPO planning area in the adoption of their own Complete Streets policy. Local governments are encouraged to take a context-sensitive approach to solve transportation problems in a manner that reflects community character, develop performance measures for tracking progress, and augment non-transportation projects to concurrently implement Complete Streets principles.

The MPO’s Complete Streets Policy Implementation is as follows:

1. *GHMPO staff will make the Complete Streets policy a routine part of everyday operations and shall approach all transportation projects as an opportunity to improve the transportation network for all users of all abilities and will work in coordination with all jurisdictions.*

2. *GHMPO will maintain a priority list of all transportation improvement projects including those for problem intersections and roadways.*
3. *GHMPO will continue to maintain a comprehensive network of bike and pedestrian infrastructure and identify key projects that could help to eliminate any gaps within that network.*
4. *GHMPO will continue to train staff on best Complete Streets principles and practices.*
5. *GHMPO will seek out appropriate funding sources for successful implementation of Complete Streets policies.*

### Greensboro Urban Area MPO, North Carolina

The Greensboro Urban Area MPO adopted its Complete Streets Policy in November 2015, which includes a Complete Streets Resolution and an outline of policy objectives, related plans and policies, facility inclusions, policy exceptions, design guidance, implementation, and evaluation.

The policy establishes that the all projects in the MPO area, including construction, rehabilitation, repair, maintenance, and planning of roadways, trails, greenways, and other transportation facilities, fall under the Complete Streets Policy, including projects with direct MPO involvement and locally-funded projects undertaken by MPO member agencies. The MPO provides design guidance by referencing North Carolina DOT guidelines and manuals (e.g., *NCDOT Complete Streets Planning and Design Guidelines*), and other national references that should be consulted.

The MPO establishes steps for achieving Complete Streets, including establishing a standing Bicycle and Pedestrian Committee, implementing project and policy recommendations of the Bicycle Pedestrian Plan, continuing to review future MPO projects for applicability of the Complete Streets Policy and reviewing designs of facilities, and elevating projects that take into account all roadway users in the project selection and funding process. The MPO ultimately commits to tracking the progress of Complete Streets through a variety of indicators.

### Bloomington–Monroe County MPO, Indiana

The Bloomington-Monroe County MPO (BMCMPPO) adopted its Complete Streets Policy in November 2018, which includes a vision, purpose, policy language, process for implementation, exceptions, evaluation, performance measures, project prioritization criteria, and next steps.

The BMCMPPO defines Complete Streets as roadways designed to accommodate all users and specifically includes users of individual mobility devices, people with disabilities, and older adults in addition to bicyclists, pedestrians, public transit users, and motorists. Its definition of Complete Streets states that the safety and mobility of vulnerable road users are as much a priority as any other mode.

The policy applies to all new construction and reconstruction or retrofit of local roadways that use Federal funding passed through the BMCMPPO at any phase of project implementation, local roadways projects in the TIP that are not past the preliminary field check phase or 30% design, and local roadways for which the MPO has programming authority.

Goals of the policy include safety and mobility for all users, creating a comprehensive and integrated transportation network that supports sustainable and compact development, ensuring the use of the



latest and best design standards, recognizing flexibility to accommodate different types of streets and users, ensuring that roadway designs fit within the contexts of the community, and ensuring equality for all people who use the transportation network regardless of race, income, or physical ability.

Specific policies established to implement Complete Streets include roadway projects appropriately accommodating safety and comfort of all transportation users, promoting Complete Streets concepts throughout the region, and context-sensitive and flexible solutions. The Policy established the Local Planning Agency as the primary point of contact and responsibility for project development. The BMCMPPO strongly encourages that Indiana DOT projects within the BMCMPPO area comply with their Complete Streets Policy.

The policy establishes a strong process for Complete Streets project inclusion in its TIP and a project selection prioritization and establishes design guidance and an exception process for projects that includes appeals. More than a dozen performance measure metrics were developed at the project level. Next steps for implementation are identified and include document and plan updates, education and training, and integration of transportation and land use.

### Peer Review Summary

As evident in the peer review summaries, each MPO/TPO took a slightly different approach to envisioning, defining, and enacting their Complete Streets policies. Table 2 provides an overview of the elements that were included in their Complete Streets policies.

**Table 2: Peer Agency Review Complete Streets Policy Elements**

Agency	Vision	Purpose	Policy Language	Implementation Strategies	Exceptions	Performance Measures
Hillsborough MPO	X	X		X		
Palm Beach TPA		X	X	X		X
Space Coast TPO	X	X	X	X		
Polk TPO	X		X	X		X
Gainesville-Hall MPO	X	X		X		
Greensboro MPO		X	X	X	X	X
Bloomington-Monroe MPO	X	X	X	X	X	X

The following is a list of best practice implementation strategies that were identified through the peer agency review. These strategies include, but are not limited to the following:

- Coordinate and facilitate discussions on integrating Complete Streets into local planning, engineering, design, and maintenance efforts.
- Establish a Complete Streets committee or expand the role of an existing committee to oversee and review progress towards implementing Complete Streets.
- Maintain an inventory of transportation data, including roadway and traffic data along with pedestrian and bicycle infrastructure data that can be used to identify network gaps and opportunities.
- Work with local and partner agencies to identify and fund Complete Streets project opportunities.
- Establish Complete Streets project applicability, when and where are Complete Streets expected, identify exceptions and make these clear to all partner agencies and stakeholders.
- Develop Complete Streets design guidelines to clearly establish the expectation Complete Streets elements in the project development and review phases.
  - Develop a check list for candidate Complete Streets project, incorporate context classification into the evaluation process
- Develop Complete Streets performance measures; integrate these measures into the MPO's routine planning process and into the project prioritization process.

## Existing Plans, Standards, and Practices Review

This section reviews and summarizes existing Hernando/Citrus MPO plans, local government plans, and transit agency plans and programs to establish the status of Complete Streets concepts and elements within the current planning and design framework and processes. The level that Complete Streets elements exist within the current policy and planning framework are identified, as are the base from which to build a Complete Streets policy and program and opportunities for creating a consistent Complete Streets approach throughout planning and program documents.

### Hernando/Citrus MPO 2045 LRTP

The 2045 Hernando/Citrus MPO LRTP was produced to address the multimodal transportation needs for the two counties for a 25-year planning horizon. It serves as the primary guidance for developing the future of the transportation system throughout Hernando and Citrus counties and takes a more comprehensive approach to planning the multimodal transportation network than previous LRTPs.

In the past, transportation plans have focused largely on implementing performance measures that evaluate only aspects of the roadway network that serve automobiles. Efforts and funding were traditionally spent towards identifying roadway capacity needs that concentrated improvements towards those that benefit auto travel, with little regard for other travel modes. The evolution of long range transportation planning led the MPO to broaden the scope of focus its 2045 LRTP and develop a plan that, in addition to traditional large-capacity improvement projects for automobiles, also includes improvements and enhancements for other modes (bicycle, pedestrian, and transit) and smaller-scale projects or programs.

The Plan states how the transportation network and systems of Hernando and Citrus counties will be maintained, enhanced, and grown. The MPO established a set of goals, objectives, and performance measures to provide a basis for performance-based planning that will best serve the community and environment currently and for the future. Major goals are as follows:

- **Economy** – proactively support economic development and tourism throughout Hernando and Citrus counties.
- **Safety** – Improve safety for all users, including drivers, pedestrians, and bicyclists.
- **Mobility** – Establish a blueprint to provide for mobility needs of the entire community and visitors alike.
- **Intermodal** – Maintain the existing transportation system including roadway, transit, and active transportation modes; seeking to enhance the existing network rather than add or replace facilities.
- **Livability** – Recognize the sensitive environments throughout the MPO area and take steps to preserve and enhance social, cultural, physical, and natural environmental values.
- **Preservation** – Preserve and maintain a resilient transportation infrastructure and transit assets in the future in a cost-effective manner.

The 2045 LRTP and its established goals begin to lay the groundwork for integrating a Complete Streets approach in the long-range planning process. Additionally, the 2017 Congestion Management Plan (adopted as a technical memorandum addition to the 2045 LRTP) integrates a Complete Streets approach into the Congestion Management Process. However, explicitly incorporating a Complete Streets approach into the goals, objectives, and performance measures of the LRTP would be the most effective way to integrate people and place into the planning, design, engineering, operating, and maintenance of our transportation networks.

### Hernando/Citrus MPO 2040 LRTP

The 2040 Hernando/Citrus MPO LRTP was the first joint LRTP developed for the two-county area since the creation of the Hernando/Citrus MPO and was adopted in March 2015. The 2040 Plan takes a multimodal approach to guiding the development of transportation system the two-county area for a 25-year time frame and specifically addresses the bicycle and pedestrian, public transit, freight, and roadway systems. The LRTP supports regional mobility and collaboration within both counties and the greater Tampa Bay area while synthesizing community input and feedback into a cost-affordable, project driven transportation vision. The Plan sets qualitative and quantitative performance measures in the areas of economic development, growth management, safety and security, mobility needs for people and freight, intermodal system integration, and preserving and enhancing community, social and environmental values. Transportation projects for each county are identified separately, and performance measures are evaluated separately for each county, although both have adopted the same goals, objectives, and measures.

Like many LRTPs, the 2040 LRTP focuses on traditional large-capacity improvement projects for automobiles. There is no mention of Complete Streets in the plan except for the inclusion of a Complete Streets approach for a roadway improvement project at Kass Circle and Cortez Boulevard, which was a result of public involvement during the project. Nonetheless, bicycles, pedestrians, transit, and other

modes are specifically addressed in the plan through identified projects for each county. In addition, the Plan maps existing, planned, and future bicycle, pedestrian, and trail networks for both counties, although a two-county or regional vision for the system is not identified.

The 2040 Plan discusses safety, livability, and community character as part of the overall visioning process for the LRTP and begins to lay the groundwork for integrating a Complete Streets approach into the long-range planning process through the development of performance objectives and measures. It is significant to note that there are many opportunities within each objective to incorporate performance measures that are based on a Complete Streets approach but are not currently included. For example, there are no measures for bicycles, pedestrians, or trail routes under the objective to adequately serve regional and local markets through the Hernando/Citrus transportation system, nor are there specific safety measures for bicycle and pedestrian crash rates or safe access to transit routes. Although the 2040 Plan has many of the basics of the Complete Streets approach to roadway design, construction, maintenance, and operations, there remain significant opportunities for a more comprehensive program.

### Hernando/Citrus MPO Bikeways and Trail Master Plan

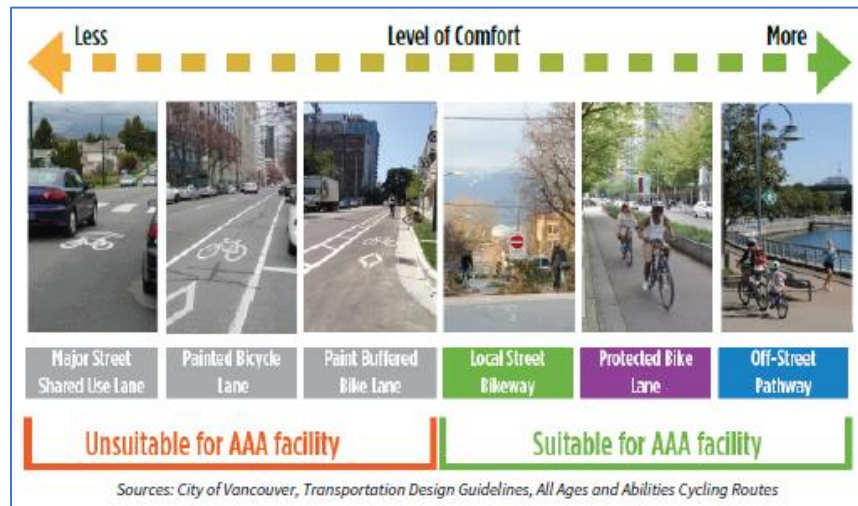
The Bikeways and Trails Master Plan (BTMP), adopted in June 2018, is a collaborative effort among the greater Hernando/Citrus community, the MPO, and various committees. The Plan created a vision for the future of bicycling in the two counties and is the first joint BTMP for the area. It identifies a connected network of trails and on-street facilities that would benefit the economy, public health, and quality of life for all members of the two-county community. Major goals include safety, connectivity, equity and livability, health, and economic development. Extensive public outreach such as interactive workshops in each county, on-line surveys, and a web-based mapping tool for targeted discussions is included.

Generally, the BTMP integrates some essential elements of the Complete Streets approach. It provides an overview of existing conditions for the two counties, including existing on- and off-road facilities. The Existing Conditions section provides an overview of safety in the two counties, breaking down bicycle and pedestrian crashes and identifying high crash areas. Equity is considered through access to facilities in relation to pockets of poverty and zero-vehicle households. Existing connections to local and regional facilities are identified, particularly between the major existing trail network and local trail networks. Like the Complete Streets approach, the BTMP takes a network approach to planning and prioritizing infrastructure improvements while also integrating equity, access, and safety concerns.

The BTMP provides an overview of existing policies and programs as they relate to the bicycle and trail network and provides policy and program recommendations to enhance and build upon the existing network in the areas of funding, opportunities, connectivity, education, enforcement, and maintenance. Policy recommendations are included in the appendix, with recommendations for changes to land development codes, facility design guidelines, and comprehensive plans for both counties.

A toolbox for bicycle and pedestrian facilities was developed as part of the Plan that relates level of comfort and facility type using the “All Ages and Abilities (AAA)” standard, as shown in Figure 3. The AAA standard for making decisions regarding bicycle facilities aligns directly with the goal and vision of a Complete Streets network that focuses on user experience, comfort, and safety. A variety of on- and off-road facilities are outlined, and the efficacy of each facility for Hernando and Citrus counties is reviewed,

including paved shoulders, bicycle lanes and facilities of all types, intersection treatments, geometric designs, performance measuring devices, safety, and wayfinding.



**Figure 3: All Ages and Abilities (AAA) Facility Types by Comfort Level**

Source: Hernando/Citrus MPO's Bikeways and Trails Master Plan

The BTMP can serve as a great starting point for the first stages of Complete Streets Implementation; many of the goals, objectives, and policy recommendations regarding bikeways and trails infrastructure and operations are well-aligned with the Complete Streets vision, specifically including a transportation network that is well-connected, safe, and accessible for users of all ages and abilities.

In addition to the progress and recommendations made in the BTMP, in January 2018 the Hernando/Citrus MPO Board voted to support FDOT's goal of zero serious auto-related injuries and deaths (Vision Zero). It established a short-term target of 5% per year in reduction in traffic fatalities and serious injuries based on a five-year rolling average and committed to reducing the number of bicycle and pedestrian injuries and fatalities by funding projects that will support this goal. This support of Vision Zero and safety goals are also well-aligned with the Complete Streets vision and are mutually supportive goals and visions.

### Hernando/Citrus MPO CMP Policy and Procedures Handbook

The *Congestion Management Process: Policy and Procedures Handbook* was adopted in January 2017 and was the first jointly developed CMP for the newly-consolidated Hernando Citrus MPO. The CMP identifies short- and long-term projects to improve local and regional traffic operations and safety through the use of strategies that reduce travel demand, increase capacity and/or operational improvements. A Complete Streets approach was integrated into the 2017 CMP update to support and be consistent with the MPO's partnership with FDOT and local agencies to provide efficient and safe transportation options.

The CMP established a vision that shows how the Complete Streets approach encompasses all aspects of the congestion management process through balancing safety, mobility, and capacity. The vision states:

*The Hernando/Citrus MPO envisions streets and highways that take a context sensitive approach to provide safe travel for all appropriate modes of travel and users, regardless*

*of their age or abilities; to promote economic development through the creation of a livable community with a sense of place that also promotes public health and fitness.*

The 2017 CMP update established a Complete Streets matrix to support the application of Complete Streets principles to corridors being reviewed for congestion management projects. The matrix identifies detailed strategies at the travel-way, side-street, and intersection levels that may be considered on Complete Streets corridors.

The CMP also outlines Complete Streets strategies that identify several actions the MPO could take in collaboration with FDOT and member jurisdictions, including establishing a Complete Streets network and database, developing Complete Street guidance and performance standards in the LRTP, and developing modal guidelines. The 2017 CMP provides a solid base of the application of Complete Streets elements in Hernando/Citrus counties; incorporating the vision and integrating the applicable Action Plan items and matrix strategies into the MPO's Complete Streets policy, plan, and program will be paramount for building on the momentum that the CMP started.

### Hernando/Citrus TIP 2020–2024

The 2020–2024 TIP is a five-year financially-feasible program of multimodal transportation improvements projects adopted by State and local government jurisdictions and transportation agencies. It identifies capital and non-capital surface transportation projects, including bicycle facilities, sidewalks, and transportation alternatives projects, and all regionally-significant projects and major improvements funded with local sources are included. Projects are consistent with plans adopted by the local jurisdictions, regional entities, and the State.

The TIP includes approximately 20 Complete Streets/Transportation Alternatives projects that have begun or are scheduled for production in FY 2020. These projects primarily include multi-use trail, bicycle facility, and sidewalk construction and rehabilitation, particularly within a two-mile radius of schools as part of Safe Routes to Schools programming. The conversion of US-41/SR-50A from one-way to two-way pairs is included on the FY 2019/2020 List of Priority Projects as well.

### Hernando County 2040 Comprehensive Plan

The Hernando County 2040 Comprehensive Plan guides future land use decisions and development and provides a framework and strategies for controlling economic and physical growth in the county. It identifies a variety of factors that will impact Hernando County's growth management strategies moving into 2040, including the increasing pressures of regionalization with the Tampa Bay Area, an aging population coupled with an abundance on new residential development, expanded transportation infrastructure outside traditional automobiles, technology, and pressures on agricultural and rural lands.

The Plan outlines the County's growth strategy through 2040 and focuses on retaining rural land use patterns and community character, protecting natural resources, revitalizing existing communities through place-making, and a consistent and coordinated multimodal transportation system that reflects existing and future land uses.

The Transportation Element covers a variety of areas and identifies a multitude of strategies to meet the long-term vision for a multimodal transportation system in the county and ensure coordination with the Hernando/Citrus MPO. These strategies include coordinating bicycle and pedestrian connectivity in

accordance with adopted guidelines and programs with community focal points such as schools and parks and the Future Land Use Map. In addition, it recognizes and supports the application of Complete Streets on a project-specific or site-specific basis when applicable with adopted guidelines.

Objective 5.01 of the Plan provides for a safe bicycle and pedestrian environment as an integral part of roadway improvements and new construction where appropriate. This objective focuses on sidewalk improvements within a two-mile radius of schools and a strategy to consider Complete Streets features as opportunities arise and at appropriate locations in accordance with MPO and FDOT guidelines, standards, and plans. The Plan notes the creation of context-sensitive travel solutions for all modes of travel based on the community and corridor and includes traffic operations and safety, bicycle and pedestrian facilities, adjustment of the width and number of travel lanes, traffic calming, streetscape design, and other amenities. Also included is an objective to provide a transit system that provides for the immediate and long-term mobility needs of all segments of the county’s population and includes strategies to accommodate multimodal amenities, sidewalks, ADA improvements, and other accommodations that facilitate multimodal connectivity to transit stops.

Overall, the Comprehensive Plan provides a framework to support elements and implementation of Complete Streets concepts on a project-by-project basis; however, the Plan does not make a clear commitment to an overall vision and network of Complete Streets.

### Citrus County 2040 Comprehensive Plan

The Citrus County 2040 Comprehensive Plan guides future land use decision and development and provides a framework and strategies for controlling economic and physical growth in the county. The Plan identifies a variety of factors that will impact Citrus County’s growth management strategies moving into 2040, including the increasing pressures of regionalization with the Tampa Bay Area, an aging population coupled with an abundance on new residential development, expanded transportation infrastructure outside traditional automobiles, technology, and pressures on agricultural and rural lands.

The Multimodal Element of the County’s Comprehensive Plan establishes a multimodal transportation vision in conjunction with the Hernando/Citrus MPO, FDOT, the Tampa Bay Area Regional Transit Authority (TBARTA), and other agencies and organizations that have been laying the groundwork for the transformation of the regional transportation system into one that is truly multimodal and supportive of transportation alternatives serving the needs of all segments of the population. The vision for Citrus County’s multimodal transportation system is summarized as follows:

*Citrus County will leverage public infrastructure investment in roadways, bicycle/pedestrian infrastructure, transit service, and transportation management approaches to encourage economic development, maximize system efficiency, improve safety, and provide transportation alternatives.*

Goal 10A of the Comprehensive Plan states that the County will develop and promote diverse supportive land use patterns and manage growth through the development of financially-feasible multimodal facilities and services to support future economic investment in the county. Objectives under this goal include planning techniques and regulations to reduce urban sprawl, encouraging a mix of land uses that support alternative transportation modes, and providing multimodal transportation options to serve local and regional movements and connections among people, jobs, goods, and

services. Multimodal transportation system performance indicators are an additional objective and include the number of miles constructed of bicycle and pedestrian facilities.

Objective 10B.3 states that the County “shall provide efficient and safe transportation infrastructure to meet existing and future needs of its citizens” and includes a policy that states that “streets shall be designed consistent with the principles of Complete Streets ... with amenities to enhance visual quality, provide safe multimodal transportation alternatives, and promote interconnectivity of neighborhoods, parks, schools, and other civic uses.”

Goal 10C states that the County will provide safe and convenient bicycle, sidewalk, and multiuse trail network into new residential and commercial developments. This includes policies and objectives that encourage the use of bicycles and walking as alternative transportation modes for a variety of trip purposes, with an emphasis of connectivity between activity centers, along multimodal corridors, between major civic and residential areas, and to the areas existing and planned trails. A policy states that the County will ensure existing and future pedestrian and bicycle networks are enhanced, protected, and provide for the safety of their users with secure user-friendly support facilities to ensure their usage as viable transportation modes and that “automobile and pedestrian traffic shall be separated, particularly in the vicinity of playgrounds, parks, and schools.”

Generally, the Comprehensive Plan includes a robust set of goals, objectives, and policies that seek to integrate bicycle, pedestrian, and other modes of transportation. Although it currently makes no mention of Complete Streets, it does align land use patterns and intensity with transportation infrastructure and recognizes the importance of the two in creating a safe and efficient transportation system.

### Hernando County Transit Development Plan (TDP) Major Update, 2020–2029

The 2020–2029 Major TDP update was initiated by the Hernando County MPO in coordination with the Hernando County Transit Division to establish a 10-year vision for public transportation in its service area. The TDP represents a 10-year plan for transit and mobility needs, cost and revenue projections, and community transit goals, objectives, and policies and includes baseline conditions, an existing service evaluation, public involvement, situation appraisal, goals and objectives, transit demand analysis, alternatives development and evaluation, and strategies for implementation and coordination. It also includes capital, infrastructure, and policy recommendations with an associated 10-year cost-feasible finance and implementation plan for all recommended actions.

Recommended capital improvements include the construction of a new bus transfer centers, bus stop and bus stop accessibility improvements, and vehicle purchases, as well as improvements to existing services. Policy improvements include an expanded transit marketing program, engagement with the business community to develop employee bus pass or subsidy programs, and the promotion and expansion of transportation demand management strategies.

Although the TDP does not mention Complete Streets, several recommendations for improvements and goals of the plan align well with the vision of Complete Streets. The TDP’s goals, objectives, and policies support the inclusion of transit-oriented features in the design and construction of roadways on existing and planned transit routes, improving transit infrastructure comfort and accessibility, pursuing transit-



supportive land uses and developments, and identifying opportunities to encourage bicycle and pedestrian use and helping with first/last mile transportation to bus stops.

### Hernando County Land Development Code (LDC)

The Hernando County LDC references the *Hernando County Facility Design Guidelines*, which set standards for transportation system design and operations throughout the county for new and reconstructed roadways under County jurisdiction as well as for new subdivisions. This includes engineering design, testing, drainage, typical sections, access management, and traffic control devices. Currently, the County has adopted the *Florida Greenbook* as the standard for roadway design in the county.

For sidewalk and bicycle facility requirements, all subdivisions within residential zoning districts must include sidewalks on both sides of internal streets and along one side of the frontage of all external streets adjoined by the development. In addition, County arterial and collector widening projects in urban areas must include a paved shoulder, at a minimum, for bicycle travel, except when such roads have a parallel public bicycle and/or pedestrian facilities in close proximity to or are accessible from a County arterial or collector roadways. Developments fronting County collector and arterial roads must include a sidewalk along one side and include onsite pedestrian features to connect the development to existing or planned sidewalks.

Generally, the County does not have strong regulations that specifically support the implementation of Complete Streets. If the County and MPO move forward with adopting a Complete Streets Policy and Vision, its LDCs and facility design guidelines should be reviewed and revised for consistency with the Complete Streets' Policy and Vision.

### Citrus County TDP Minor Update, 2019

The 2019 Citrus County TDP Minor Update is an annual update required by law; the next major update is due September 1, 2020, and has been started. Citrus County Transit currently operates a deviated fixed route called the Orange Line Bus that has four routes and a door-to-door transit service throughout the county as a demand-response paratransit bus system. The existing 2019 TDP builds on the 2016–2025 TDP Major Update and includes an assessment of progress towards goals and objectives during the last three years. Recommendations include operations, capital/infrastructure, and policy improvements. Operational improvements include increased frequency on all routes, expanded early/late service on all routes, and Saturday service. Infrastructure improvements include continued vehicle replacement and acquisition, the establishment of shared-use park-and-ride lots, and infrastructure investments at transit stops such as shelters and benches. Policy recommendations include a reduction in the number of route deviations on the Orange Line Bus Service, continued performance monitoring, transforming the current system to a traditional fixed-route service, and continued transit marketing. The 10-year implementation plan includes both funded and unfunded needs.

Although the TDP does not mention Complete Streets, several recommendations for improvements and goals of the plan align well with the vision of Complete Streets. The TDP's goals, objectives, and policies support land use planning and regulations that encourage transit-supportive development, developing safe and comfortable transit facilities, integrating transit considerations into the development review

process and promoting transit improvements in area with supportive land uses, and improving the accessibility of bus stops through prioritizing sidewalk and bicycle facility improvements.

### Citrus County LDC

The Citrus County LDC sets standards for transportation system design and operations throughout the county for new and reconstructed roads under County jurisdiction as well as new subdivisions. This includes standards for access management, off-street parking and loading, rights-of-way, interchange areas, roadway design, construction and materials, bridges, and driveway aprons. The LDC provides some requirements for sidewalks and bicycle facilities that may help the County in achieving a Complete Streets vision and requires that sidewalks and/or trails be provided for convenient access to homes, churches, schools, parks, transit facilities, and activity centers. To ensure accessibility, all schools must be linked with residential areas by bikeways and sidewalks whenever possible.

If the County and MPO move forward with adopting a Complete Streets Policy and Vision, the Citrus LDC should be reviewed and revised for consistency with the Policy and Vision. This should include but should not be limited to, revisions to subdivision regulations, transportation system standards, and landscaping, buffering, and tree preservation.



# Appendix B

## Complete Streets Policy



JUNE 2020

## Background

Complete Streets policies and guidelines have been established at the Federal, State, and local levels throughout the U.S. Although there are variations in language and implementation, these policies are a formal recognition of the intent to plan, design, operate, and maintain streets that are reflective of community values and goals and that are safe for all users of all ages and abilities. A Complete Streets Policy directly influences decision-making to consistently fund, plan for, design, and construct streets that accommodate all anticipated users of all skill levels.

The Hernando/Citrus Metropolitan Planning Organization (MPO) has recognized that the planning and operation of transportation in Hernando and Citrus counties has evolved from performance measures that evaluate only some aspects of the roadway network that serve automobiles to a more complete multimodal focus. The MPO's 2045 Long Range Transportation Plan (LRTP) established goals, objectives, and performance measures based of transportation aspects that will best serve the community and environment currently and into the future.

## What are Complete Streets?

Complete Streets are facilities that are designed and operated to enable safe access for users of all ages and abilities, including pedestrians, bicyclists, transit riders, and motorists, in short Complete Streets are for everyone. They are context sensitive and allow the public to safely cross the street, walk or bicycle to shops and/or work and support safe and convenient access to transit services.

## Purpose

The purpose of this Complete Streets Policy is to accommodate the safety and convenience of all transportation users into the planning, design, and construction of State- and federally-funded transportation projects programmed through the Hernando/Citrus MPO's Transportation Improvement Program (TIP). The establishment of a Complete Streets Policy by the MPO is consistent with the partnership the MPO has with the Florida Department of Transportation (FDOT) and local agencies to provide efficient and safe transportation options.

## Vision

The Hernando/Citrus MPO's 2017 Congestion Management Process (CMP) established a Complete Streets vision for the MPO that states:

*The Hernando/Citrus MPO envisions streets and highways that take a context sensitive approach to provide safe travel for all appropriate modes of travel and users, regardless of their age or abilities; to promote economic development through the creation of a livable community with a sense of place that also promotes public health and fitness.*

## Goals

In developing a Complete Streets Policy, the Hernando/Citrus MPO has established a series of goals that the Policy is intended to address:

- Provide safe, convenient, accessible, and effective transportation to all users and modes including motorized vehicles, walking, bicycling, and transit.
- Create a balanced and connected network of streets, roads, and trails to accommodate each mode of travel in a manner consistent with and supportive of each local community.
- Provide safe and comfortable transportation options for vulnerable users of all ages and abilities.
- Support economic growth and the redevelopment and connectivity to activity centers.
- Provide a transportation system that is conducive to streets that are lively with activity and connect people to everyday destinations, such as schools, shops, restaurants, businesses, parks, jobs, and transit, which, in turn, enhances neighborhood economic vitality and livability.

## Draft Complete Streets Policy Statement

The Hernando/Citrus MPO has developed the following Complete Streets policy language to reflect the MPO's commitment towards creating a well-balanced multimodal transportation system that ensures safety and accessibility for all roadway users while improving the overall quality of life for Hernando County and Citrus County residents:

*The Hernando/Citrus Metropolitan Planning Organization (MPO) aims to achieve a safe, convenient, equitable, and accessible transportation network by implementing Complete Streets within the context of the diverse communities within our counties. A Complete Street is a roadway planned, designed, constructed, operated, and maintained to accommodate people of all ages and abilities safely and comfortably, including pedestrians, bicyclists, transit users, motorists, and freight and service operators.*

*The Hernando/Citrus MPO will seek to promote Complete Streets by prioritizing Complete Streets infrastructure projects, providing educational opportunities, and encouraging local jurisdictions to adopt and implement local Complete Streets polices.*

## Consistency with Planning Efforts

The Hernando/Citrus MPO's draft Complete Streets Policy is consistent with the MPO's existing planning efforts, including its 2045 Long Range Transportation Plan (LRTP), Congestion Management Plan (CMP), and Bikeways and Trails Master Plan. Additionally, the draft Complete Streets Policy is consistent with the Comprehensive Plans for both Hernando and Citrus counties and FDOT's Complete Streets efforts.

## Hernando/Citrus MPO 2045 LRTP

The Hernando/Citrus MPO 2045 LRTP has broadened the MPO's focus to develop and promote improvements and enhancements for travel modes, including bicycle, pedestrian, and transit as well as smaller-scale projects or programs and traditional larger-scale roadway capacity projects. The LRTP directed the MPO to support partnering cities in various efforts related to trail/sidewalk projects, Safe Routes to Schools (SRTS), Transportation Alternatives (TA), and Corridor Improvement Studies and Activities (M-CORES).

The Hernando/Citrus MPO established a set of goals, objectives, and performance measures in the LRTP to provide a basis for performance-based planning that will best serve the community and environment currently and for the future. The goals include the following:

1. **Economy** – Support economic development.
2. **Intermodal** – Maintain existing transportation system.
3. **Livability** – Preserve and, where possible, enhance social, cultural, physical, and environmental values.
4. **Mobility** – Provide for mobility needs of the community.
5. **Preservation** – Preserve and maintain transportation infrastructure and transit assets.
6. **Safety** – Increase safety of the counties' transportation systems.

## Congestion Management Plan

The 2017 Hernando/Citrus MPO CMP provides the MPO with the information needed to make informed decisions regarding the allocation of transportation resources. An effective and robust CMP is important for addressing the region's transportation needs for a variety of reasons:

- Many roadway corridors cannot be widened based on maximum number of lanes or environmental constraints.
- Limited funding does not allow many new large-scale projects to be constructed or planned.
- Congestion management is considered in enhancing overall transportation safety for all road users of all modes.

The safety and mobility benefits of using a Complete Streets approach is consistent with the goals and objectives of the MPO's Congestion Management Process.

## Hernando/Citrus MPO Bikeways and Trails Master Plan

The Hernando/Citrus MPO's Bikeways and Trails Master Plan (BTMP), adopted in 2018, was the first joint bikeways and trails plan for the two-county area and established a vision for the future of bicycling throughout both counties. The Plan's major goals focus on safety, connectivity, equity, livability, health, and economic development, integrates several Complete Streets elements, and supports the implementation of Complete Streets.

## Hernando County Comprehensive Plan

The Hernando County Comprehensive Plan’s Transportation Element covers a variety of areas and identifies a multitude of strategies to meet the long-term vision of a multimodal transportation system within the county. These strategies include coordinating bicycle and pedestrian connectivity in accordance with adopted guidelines and programs with community focal points such as schools and parks. Additionally, the Plan recognizes and supports the application of Complete Streets on a project-specific or site-specific basis, when applicable, with adopted guidelines.

Objective 5.01 of the Comprehensive Plan provides for a safe bicycle and pedestrian environment as an integral part of roadway improvements and new construction where appropriate. Through this objective, the plan prioritizes sidewalk improvements within a two-mile radius of schools. This objective also identifies a strategy to consider Complete Streets features as opportunities arise and at appropriate locations in accordance with MPO and FDOT guidelines, standards, and plans. These Complete Streets features should create context-sensitive travel solutions for all modes of travel based on the community and corridor and include traffic operations and safety, bicycle and pedestrian facilities, adjustment of width and number of travel lanes, traffic calming, streetscape design, and other amenities. The Plan’s objective to provide a transit system that provides for the immediate and long-term mobility needs of all segments of the County’s population includes strategies to accommodate multimodal amenities, sidewalks, ADA improvements, and other accommodations that facilitate multimodal connectivity to transit stops.

## Citrus County Comprehensive Plan

The Multimodal Element of the Citrus County Comprehensive Plan establishes a multimodal transportation vision in conjunction with the Hernando/Citrus MPO, FDOT, the Tampa Bay Area Regional Transit Authority (TBARTA), and other agencies and organizations. The vision for Citrus County’s multimodal transportation system states the following:

*Citrus County will leverage public infrastructure investments in roadways, bicycle/ pedestrian infrastructure, transit service, and transportation management approaches to encourage economic development, maximize system efficiency, improve safety, and provide transportation alternatives.*

Generally, the County’s Comprehensive Plan includes a robust set of goals, objectives, and policies that seek to integrate bicycle, pedestrian, and other modes of transportation. The Plan includes aligning land use patterns and intensity with transportation infrastructure and recognizes the importance of the two in creating a safe and efficient transportation system.

Objective 10B.3 of the Plan states that the “County shall provide efficient and safe transportation infrastructure to meet existing and future needs of its citizens” and includes a policy that states that “streets shall be designed consistent with Complete Streets principles ... with amenities to enhance visual quality, provide safe multimodal transportation alternatives, and promote interconnectivity of neighborhoods, parks, schools, and other civic uses.”

## FDOT Complete Streets

In 2014, FDOT adopted a Complete Streets policy that established the planning, design, construction, and maintenance of a statewide context-sensitive transportation system that accommodates all users of all abilities and all modes. After adopting its Complete Streets policy, FDOT developed a Complete Streets Implementation Plan to set the policy into action. The Implementation Plan established targets and systematic changes that outline the necessary steps towards realizing the vision of a transportation network that fulfills the needs of all users of the transportation network.

## Implementation

It is anticipated that the Hernando/Citrus MPO will implement its Complete Streets Policy through a multi-faceted approach that considers local context, existing programming, and community outreach. Implementation of the Complete Streets Policy will be accomplished through a menu of options, including but not limited to education and training, programming, project evaluation, and funding, described as follows.

### Education and Training

The Hernando/Citrus MPO will work with its local partners to develop educational materials and assist in trainings for elected officials, community leaders, agency staff, and private development partners on the benefits of Complete Streets. The MPO will develop and distribute best practices information on Complete Streets and Complete Streets design, which could include design guidelines, trainings, and manuals.

### Programming

The Hernando/Citrus MPO will incorporate Complete Streets into its existing and future planning and policy documents, including but not limited to:

- Long Range Transportation Plan
- Congestion Management Process
- Pedestrian, Bicycle, and Trails Plans
- Public Involvement Plan

### Project Evaluation

The Hernando/Citrus MPO will develop guidelines and documentation, such as a checklist, to assist its partner agencies in integrating Complete Streets elements into planning, design, construction, and maintenance. This information will guide project evaluation and prioritization of projects submitted to the MPO for funding.

### Funding

The Hernando/Citrus MPO will explore and identify funding sources to implement Complete Streets projects based on community need and context. These funding sources could include, but are not limited to:



- Resurface, Restoration, and Rehabilitation (3R) projects
- Federal and State discretionary grant programs
- Safe Routes to Schools
- Shared-Use Nonmotorized (SUN) Trail
- Public-Private Partnerships

## Applicability

The Hernando/Citrus MPO Complete Streets Policy will apply to all State- and federally-funded transportation projects included in the Hernando/Citrus MPO's TIP, including but not limited to intersection projects, capacity projects, safety projects, bridges, and other facilities that require MPO funding.

Whereas the Hernando/Citrus MPO is not directly responsible for maintenance and operations of roads and transportation systems, it encourages local and state government partners to consider maintenance and operations activities as opportunities for providing safer, more comfortable, and accessible transportation options for users of all ages and abilities.

The Hernando/Citrus MPO encourages all local government partners to adopt Complete Streets policies and recognizes the need for cross-jurisdictional and interdisciplinary coordination to effectively implement the Complete Streets Policy.

## Exceptions

Whereas it is believed that sound engineering, planning, and landscape architecture judgment will produce context-sensitive designs that will account for unique circumstances of different users, streets, neighborhoods, and activity centers, the Hernando/Citrus MPO recognizes that not all roadways are suitable for all Complete Streets components and that there are conditions where it may be inappropriate to provide pedestrian, bicycle, or other Complete Streets elements. These exceptions include the following:

- Limited access facilities where pedestrians and bicyclists are prohibited by law from using the road. In this instance, it is necessary to accommodate pedestrians and bicyclists elsewhere within the same transportation corridor and to provide safe, comfortable crossings for pedestrians and bicyclists at interchanges and connecting neighborhoods, activity centers, or regional trails.
- An equivalent alternative already exists or is programmed in the TIP as a separate project for the specific use being exempted.
- Routine daily maintenance and operations activities are specifically exempt from this Policy.
- The cost of providing pedestrian and bicycle facilities would be excessively disproportionate to the need or probable use.
- A demonstrated absence of current and future need.

For projects funded by the Hernando/Citrus MPO, exceptions for not accommodating pedestrians, bicyclists, and transit users in accordance with this Policy should be documented and submitted for review through the MPO's established transportation planning process, Committees, and Board.

## Evaluation and Performance Standards

To evaluate the effectiveness of the MPO's Complete Streets Policy and to determine if the transportation network is adequately serving the users and communities of Hernando and Citrus counties, the MPO will collect and monitor measurable data and objectives on a regular basis, including but not limited to the following:

- Mileage of new bicycle infrastructure (bicycle lanes, trails, neighborhood greenways, etc.)
- Linear feet of new pedestrian infrastructure (sidewalks, trails, etc.)
- Number of new accessible pedestrian curb ramps installed
- Type and number of pedestrian/bicycle friendly signage and landscaping improvements, including street trees, street furniture, and lighting
- Pedestrian and bicycle counts, including high need areas
- Pedestrian and bicycle connectivity to activity centers and key destinations
- Total number of children walking or bicycling to schools
- Percentage of transit stops accessible via sidewalks and bicycle facilities
- Ratio of transit amenities (benches, shelters, etc.) to bus stops
- Miles of narrowed travel lanes or repurposed travel lanes
- Vehicular trip lengths
- Vehicle miles traveled per capita
- Rate of crashes, injuries, and fatalities by transportation mode
- Economic benefits of Complete Streets projects