CENTRAL FLORIDA COMPLETE STREETS REPORT

Smart Growth America
Improving lives by improving communities

Winter Park Health Foundation

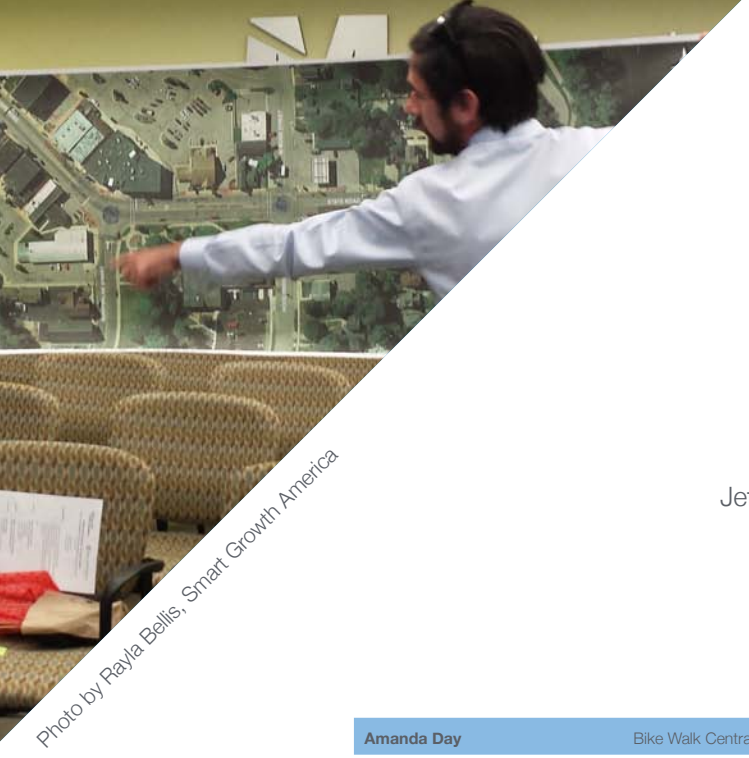

Photo by Rayla Bellis, Smart Growth America

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This report was produced with the generous support of the **Winter Park Health Foundation**. The Winter Park Health Foundation is a private, not-for-profit organization supporting programs that improve the health of youth, older adults and the community-at-large in Winter Park, Maitland and Eatonville. It also conducts research and provides education on health issues affecting these groups. A long-trusted leader on health care issues, the Foundation serves as a catalyst for information gathering, research and collaboration on health issues impacting Central Florida. For more information, visit: http://www.wphf.org

EXECUTIVE SUMMARY

A Sidewalk Cafe in Winter Park, FL

Photo by Flickr user Joe Flood found at http://bit.ly/2hsyn0p

The Winter Park Health Foundation has engaged Smart Growth America to help the Central Florida region identify and address specific barriers hindering local decision-makers' ability to build Complete Streets: roadways that are safe and comfortable for all users – people walking, bicycling, and taking transit, people driving and truck drivers making deliveries.

This project includes representation from: the City of Winter Park; the City of Longwood; the City of Maitland; the City of Kissimmee; the City of Casselberry; the City of Orlando; Orange County; Osceola County; MetroPlan Orlando; the East Central Florida Regional Planning Council; Lynx; Kittelson & Associates, Inc.; Bike/Walk Central Florida; and FDOT District 5.

In May-July of 2016, SGA facilitated a series of three Complete Streets implementation workshops led by national experts for staff from each of the municipalities. The primary goals of these workshops were to educate participants on national best practices in implementing a Complete Streets approach and facilitate discussions about current barriers hindering Complete Streets in the region – both regulatory and cultural – as well as strategies for addressing those barriers and building on opportunities in the region.

This report outlines Smart Growth America's recommendations based on information collected during and following the workshops. It suggests key steps that the municipalities and their partners can take to change land use and transportation decision-making practices and culture to support greater safety and a more walking, biking, and transit-friendly region. Taking these steps will be a significant undertaking and it can take time to see results, but the Central Florida region is well positioned to make the necessary changes. Doing so will improve safety for all residents of the region and create more vibrant communities in the process.

Any errors and all interpretations are the responsibility of Smart Growth America. Please direct questions about this report to Beth Osborne, Senior Policy Advisor: beth.osborne@t4america.org.

REMOVING BARRIERS TO COMPLETE STREETS

There are many aspects of land use and transportation planning, policy, and design that influence whether an area is safe and attractive for people walking, bicycling, and taking transit. Recognizing that there are dozens of potential considerations to building a Complete Street and each of the eight municipalities is at a different stage in addressing them, this report focuses on the most impactful elements of development and transportation design needed to support Complete Streets and the importance of getting them all right in one area. Elements include:

1. Orient buildings to the street
2. Reduce parking minimums
3. Cluster development and mix the land uses
4. Don't allow traffic fears to block economic development
5. Design roadways to be safe for all users

It also discusses 3 key steps for supporting Complete Streets within local policies and planning:

1. Establish a formal process for considering Complete Streets upfront during transportation project development, including during resurfacing projects
2. Build on FDOT's Complete Streets Implementation work
3. Capitalize on improving transit service in the region to improve access

MAKING THE RIGHT THING THE EASY THING

Getting the language in local rules, regulations, and plans right is important and is often the focus of Complete Streets work, but it is not enough. To have heft, those rules must be enforceable. This report recommends strategies to address one of the primary barriers raised by participants during the workshop series: even when the right code language is in place, developers frequently request and elected leaders often grant approval for waivers. It suggests approaches for:

- Strengthening and clarifying language about when exceptions will be granted
- Providing developers with incentives to comply with the intent behind Complete Streets-supportive regulations
- Providing both developers and local commissioners with the information they need to support Complete Streets goals during the development approval process

BUILDING SUPPORT AND MAKING THE CASE

Some decision-makers and stakeholders in Central Florida are resistant to Complete Streets projects due to misconceptions about project costs, impacts on vehicular mobility, and other perceived issues. This report outlines strategies that can help the Central Florida municipalities and their partners show decision-makers why Complete Streets projects support their goals and build momentum to shift culture over time. These include:

- Measuring the performance of Complete Streets projects in terms of economic and budgetary impact, mobility and access to opportunity, and public health, then comparing them against auto-oriented projects;
- Sharing stories of successful Complete Streets projects from the region and other peer communities, and communicating about success in economic terms;
- Deploying supporters of Complete Streets strategically, engaging the right spokespeople, and rewarding Complete Streets champions;
- Piloting Complete Streets changes on a temporary basis to allow decision-makers and the public to understand the benefits before making a final decision; and
- Providing training to current staff and project managers to ensure practical solutions to pressing problems.

COORDINATING REGIONALLY

While some roads in the Central Florida region are owned by FDOT, others are owned by cities or counties. This patchwork of ownership can make building a system challenging, but this is what residents expect. They don't know and don't care who owns which roadway: they just want a safe and convenient way to get to work, school, and other necessities. This report suggests strategies for using greater regional coordination to create complete pedestrian, bicycle and transit networks that connect people to destinations safely across jurisdictional boundaries. This report also suggests that MetroPlan Orlando continue and expand its current role leading Complete Streets efforts in the region.

The goal of Complete Streets is to change how transportation networks are planned, designed, built, operated, and maintained in order to meet the needs of all community residents and all modes of travel. Complete Streets is an approach to decision-making that redefines what a transportation network looks like, which goals a public agency sets out to meet, and how communities prioritize their transportation spending.

A family happily skips down the street in Downtown Orlando, FL

Photo by Flickr user Jordi Gomara i Perez, found at http://bit.ly/2hCtt4d

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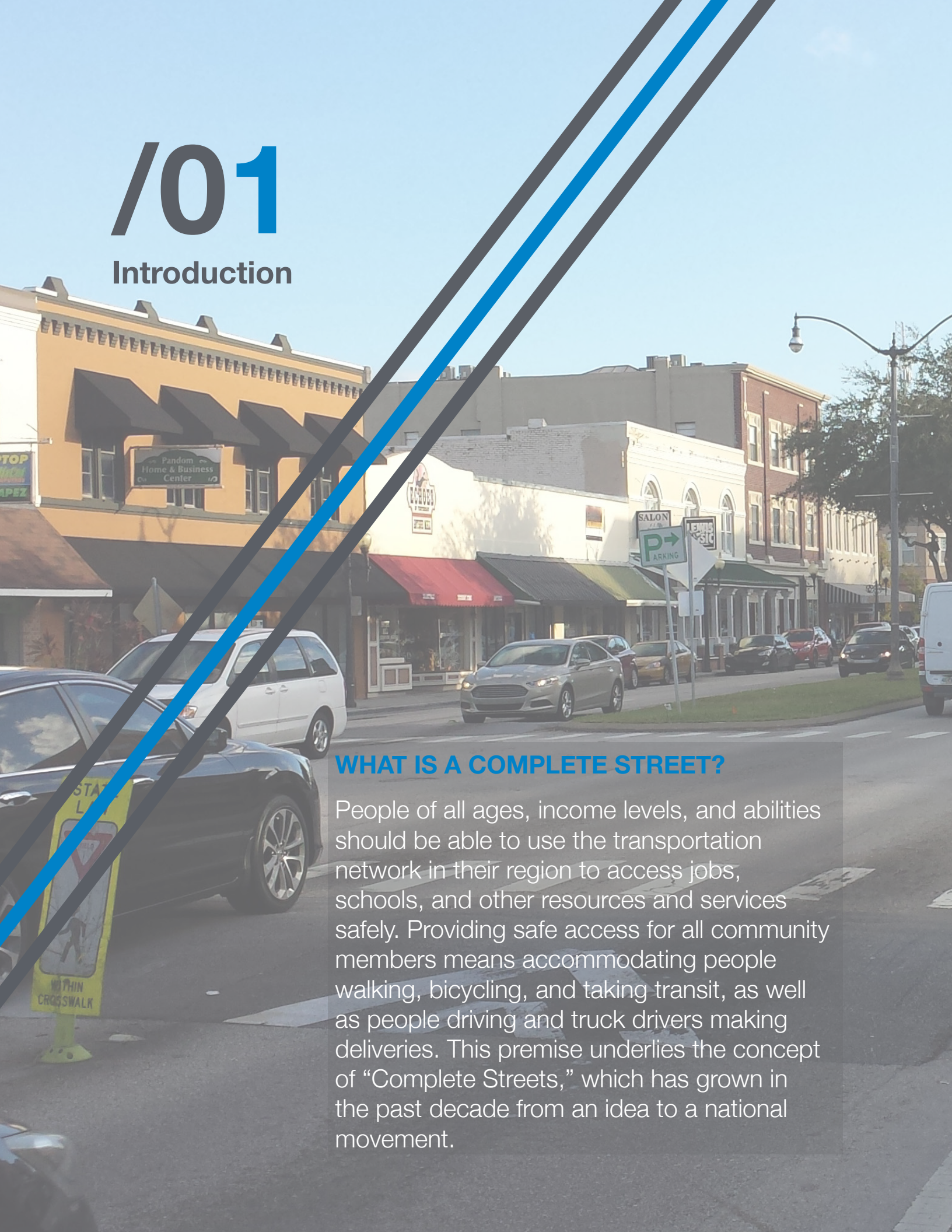
Introduction



WHAT IS A COMPLETE STREET?

People of all ages, income levels, and abilities should be able to use the transportation network in their region to access jobs, schools, and other resources and services safely. Providing safe access for all community members means accommodating people walking, bicycling, and taking transit, as well as people driving and truck drivers making deliveries. This premise underlies the concept of “Complete Streets,” which has grown in the past decade from an idea to a national movement.

BACKGROUND

Previous Page: A streetscape with light bicycle infrastructure in Osceola County, FL

Photo provided by Elizabeth Whitton

This Page: Baldwin Park transition commercial to residential: Side streetscape of this redevelopment of a former naval station from commercial to multifamily.

Photo by Flickr user Brett VA, found at: http://bit.ly/2hCI7JV

A primary objective of Complete Streets is to improve the safety of transportation networks, but the approach can also produce significant public health and economic benefits. It can promote increased physical activity in a community by making it safer and more appealing to walk and bike, both recreationally and between destinations. Making communities more walking-, bicycling-, transit-, and delivery-friendly also frequently brings economic development. There is a growing market demand nationwide for vibrant, walkable neighborhoods with restaurants, shops, and other amenities in walking distance and a variety of transportation options. These types of communities are experiencing rising property values, and companies are responding to this demand by moving to places that offer great quality of life for their employees.[1]

Transportation agencies across Florida are adopting a Complete Streets approach in response to a pedestrian safety crisis in the state. For many years, state and national organizations have used federal datasets to highlight the disproportionately high rates of pedestrian fatalities in Florida compared to other states. A 2011 report issued by Transportation for America, a program of Smart Growth America, found that Florida's streets were among the most dangerous in the nation for pedestrians.[2] Decision-makers in Florida have responded to these findings proactively by working to address the factors that are making Florida's streets unsafe for people walking, including the ways that the design of Florida's roadways and land development patterns are putting people at risk.

The Florida Department of Transportation (FDOT) has become a national leader in Complete Streets implementation by working to integrate a Complete Streets approach into all levels of decision-making. FDOT adopted a Complete Streets Policy in September of 2014 and partnered with Smart Growth America, which houses

1 Smart Growth America. (2015) Core Values: Why American companies are moving downtown. http://www.smartgrowthamerica.org/documents/core-values.pdf

2 Transportation for America. (2011). Dangerous by Design. http://www.smartgrowthamerica.org/documents/dangerous-by-design-2011.pdf

the National Complete Streets Coalition, to launch a stakeholder-driven process to implement the policy. SGA provided training to FDOT engineers and planners and then assisted FDOT in identifying a comprehensive set of changes to the Department's processes, procedures, and documents to remove barriers to and to help institutionalize a Complete Streets approach.

FDOT released a detailed Complete Streets Implementation Plan in December of 2015 with help from SGA and has since made significant progress in accomplishing the actions outlined in the plan.[1] FDOT is in the process of conducting a major update to the FDOT Design Manual (currently called the Plans Preparations Manual) and other key guidance and standards used to guide the planning, design, operations, and maintenance of roads in the state of Florida. FDOT is also delivering Complete Streets training to its district staff and local stakeholders around the state and will continue to roll out more training as the implementation effort continues.

At the local level, Florida communities are increasingly adopting Complete Streets policies to routinely consider the needs of all modes of travel. In the Central Florida region, eight municipalities have already adopted or are working to adopt policies, and MetroPlan Orlando, the region's Metropolitan Planning Organization, has a draft policy that will soon be reviewed for adoption by the agency's board.

Because a Complete Streets approach is equal parts transportation and land use design, Florida can only succeed in building them if the State DOT and the county and local agencies collaborate on their work. Together, they can create a strong network of safe, active roadways lined with vibrant, supportive development.

The local and regional agencies in the Central Florida area have taken significant steps by adopting Complete Streets policies. The Winter Park Health Foundation has provided strong support to the Complete Streets efforts in the region by bringing nationally recognized speakers to provide education and training for elected officials and municipality staff. Complete Streets can play an important role in improving public heath by making it safer and more appealing to walk, bicycle, and take transit between destinations, encouraging more regular physical activity. The Winter Park Health Foundation has helped promote Complete Streets initiatives in the region by increasing awareness and built support. Yet the region still faces major challenges in addressing roadway safety and becoming more walking, biking, and transit-friendly.

1 The Florida Department of Transportation and Smart Growth America. (2015). Complete Streets Implementation Plan: Multimodal development and delivery. http://www.flcompletestreets.com/files/Final-CSI-Implementation-Plan.pdf

Building on previous efforts, the Winter Park Health Foundation engaged Smart Growth America in 2015 to work with 8 municipalities in Central Florida to identify and address specific barriers currently hindering local decision-makers' ability to build Complete Streets. This initiative included representation from:

- The City of Winter Park
- The City of Longwood
- The City of Maitland
- The City of Kissimmee
- The City of Casselberry
- The City of Orlando
- Orange County
- Osceola County
- MetroPlan Orlando
- The East Central Florida Regional Planning Council
- Lynx
- Kittelson & Associates, Inc.
- Bike/Walk Central Florida
- FDOT District 5

In May-July of 2016, SGA facilitated a series of three Complete Streets implementation workshops led by national experts to the participating staff, building on the curriculum used in SGA's work with FDOT through the Multimodal Development and Delivery technical assistance program. The primary goals of these workshops were to educate the participating municipalities and other stakeholders on national best practices in implementing a Complete Streets approach and facilitate discussions about current barriers hindering Complete Streets in the region – both regulatory and cultural – as well as strategies for addressing those barriers and building on opportunities in the region.

TABLE I: CENTRAL FLORIDA MULTIMODAL DEVELOPMENT AND DELIVERY WORKSHOPS

Table I summarizes the workshop schedule and topic areas.

Workshop #1: Land Use and Transportation Demand Management (May 3-4, 2016)
• Land use and transportation overview • Local context – MetroPlan Orlando • Land use planning for Complete Streets • Transportation Demand Management (TDM) and Complete Streets • Existing TDM programs in Central Florida – rethink your commute
Workshop #2: Active Transportation: Walking, Bicycling, and Transit (June 9-10, 2016)
• Update on regional Complete Streets initiatives – Bike/Walk Central FL • Transit fundamentals • The design process: Overcoming challenges to designing for active transportation • The design tools: Practices, criteria, and controls • FDOT's Complete Streets Implementation Initiative • Complete Streets and Intelligent Transportation Systems (ITS) • Freight and Complete Streets
Workshop #3: Multimodal Integration and Tradeoffs (July 19, 2016)
• Summary of findings from past workshops • Discussion of key barriers to Complete Streets • Policy, process, procedures & guidance document review session by community • Working with elected officials on Complete Streets • Framework for implementation

THIS REPORT

During and following the workshops, SGA worked with the participating stakeholders to conduct an assessment of local land use, development and transportation practices to identify the most significant barriers the region faces to implementing Complete Streets. SGA found that in many cases, the actual language in local plans and regulations are not presenting the largest barrier to Complete Streets in the region. In fact, some of the municipalities are already moving forward with zoning code, area plans, and other regulatory documents that employ national best practices. Often this still isn't enough.

Many municipalities are redesigning roadways, eliminating lanes (road diets), and trying Complete Streets pilot projects that will improve safety and likely generate momentum for establishing more Complete Streets in the region. But they continue to face significant barriers to building Complete Streets, including:

- Existing land development patterns in the region, which will take time to retrofit;
- A lack of sustained leadership or champions to move Complete Streets efforts from idea to implementation;
- The need for more communication and coordination across agencies on a local and regional level;
- A patchwork of road ownership in the region, which makes it challenging to create complete pedestrian and bicycle connections;
- Resistance to Complete Streets projects from citizens and elected officials due to familiarity with an auto-oriented culture, a heavy focus on vehicle congestion, and concerns about project costs in the face of limited funding; and
- A fear of losing development if a jurisdiction asks developers to do something different than what they are used to, leading to Complete Streets standards being waived.

This report outlines recommendations for key steps that the municipalities and their partners can take to change land use and transportation decision-making practices and culture to support greater safety and a more walking, biking, and transit-friendly region. It also provides case studies from other communities around the country and resources for further information that can help the Central Florida municipalities implement the recommendations and make the case for Complete Streets. This report includes the following sections:

01. Introduction

02. Removing Barriers to Complete Streets

03. Municipality Review: Key Design Aspects

04. Planning and Policy

05. Making the Right Thing the Easy Thing

06. Building support and Making the Case

07. Coordinating Regionally

08. Conclusion and Next Steps

A NOTE ON ROLES FOR COMPLETE STREETS IMPLEMENTATION IN CENTRAL FLORIDA

FDOT's Complete Streets Implementation initiative is already underway and will substantially change how roads are designed and built in Florida. For example, FDOT District 5, once known as the "District of No," has become more flexible and innovative partner for local agencies. However, by itself FDOT will not be able to fully address the region's high pedestrian and bicyclist fatality rates.

Land development patterns in Central Florida (and throughout the state) have played and continue to play a significant role in producing conditions that make it both unsafe and unappealing to walk and bike. Sprawling development with large distances, parking lots, and wide, high-speed roads create gulfs and barriers between destinations. Poor road and sidewalk connectivity and long blocks force pedestrians to either cross illegally mid-block or walk long distances to find a crosswalk. The decisions that directly shape land development in Florida are made primarily at the local level by **city and county planning departments** and local commissioners through their comprehensive plans, local zoning codes, and other land development regulations as they work to balance the desires of citizens, elected leaders, and other stakeholders. Even the best-designed roadways cannot overcome hostile land development to create vibrant, walkable communities.

Local public works departments in Central Florida also control a significant share of the roads in the region and, therefore, have a major role to play in creating complete pedestrian, bicycle, and transit networks that connect residents to jobs, schools, and the other destinations they need to reach. In fact the patchwork ownership of roads in the region is itself a barrier to creating the network of safe streets for all users required and expected by travelers of all modes. Local agencies and FDOT's District Office will need to work together to create a cohesive, consistent system while addressing gaps in the multimodal transportation network to make it safer, more comfortable, and more convenient to travel on foot, by bike, and by transit in the region.

The regional agencies in Central Florida – MetroPlan Orlando and the East Central Florida Regional Planning Council – have perhaps the most important roles to play in creating a system of Complete Streets in the area. The region needs sustained leadership to drive a shift in how transportation projects and land use decisions are made across jurisdictions. Without a coordinating entity guiding Complete Streets efforts across jurisdictions, the individual cities and counties will be unable to take full advantage of and learn from each other's experiences. Worse, they could expend unnecessary resources duplicating each other's efforts or may even work directly at odds with one another.

MetroPlan Orlando, the Metropolitan Planning Organization for Orange, Osceola, and Seminole Counties, is in a natural position to drive Complete Streets efforts in the region. MetroPlan leads development of the region's Long Range Transportation Plan (including the Bike/Pedestrian Plan, Freight Plan, Regional Transit Plan, and new ITS Master Plan), as well as the process to prioritize projects for inclusion the region's Transportation Improvement Program. MetroPlan will also soon be taking over signal operations on state roadways from FDOT.

MetroPlan has already begun to provide Complete Streets leadership in the region through the development of a draft Complete Streets policy and a series of Complete Streets pilot projects. MetroPlan plans to advance Complete Streets in the region in several additional ways moving forward, including providing hands-on planning assistance to local partners, working with FDOT District 5 to integrate Complete Streets considerations into resurfacing projects, and tracking and reporting on the region's progress in achieving Complete Streets performance goals. MetroPlan has also developed a number of tools for local agencies to support their Complete Streets work, including Complete Streets Design Guidance, a Complete Streets policy framework for local partners, and a Land Use and Transportation Database to help identify areas in the region that are ripe for Complete Streets projects.[1]

Moving forward, the region's Complete Streets efforts will have the greatest impact if MetroPlan also uses its position to:

- Coordinate investments across the region to directly address gaps in access between destinations by transit, biking, and walking that cross municipality boundaries;
- Coordinate a consistent approach for guiding and measuring performance of Complete Streets projects;
- Provide the leading voice on Complete Streets in the region and consistent messaging to communicate about the benefits of Complete Streets.

The **East Central Florida Regional Planning Council**, which covers six counties in the Central Florida region, is already playing a crucial role by providing the municipalities with tools and data to assist their multimodal planning efforts. Continuing to provide and improve these resources will enable the municipalities to make decisions about how best to invest their limited resources to support walking, bicycling, and transit in the region. They can also offer model zoning codes, regional development goals and ways

1 These resources will be available shortly on MetroPlan's new website. To access them, go to www.metroplanorlando.com and search for "Complete Streets."

to measure the impact of individual developments on those goals.

In addition to funding and maintaining a significant share of the roadway network in the region, the **Counties in Central Florida** will also have an additional role to play in coordinating Complete Streets efforts across the cities within their jurisdictions. This includes helping to maintain a balance of development across interested municipalities, collecting relevant county-level data, coordinating performance measurement efforts across jurisdictions, and convening the right stakeholders to build buy-in for Complete Streets projects that involve multiple jurisdictions within the county.

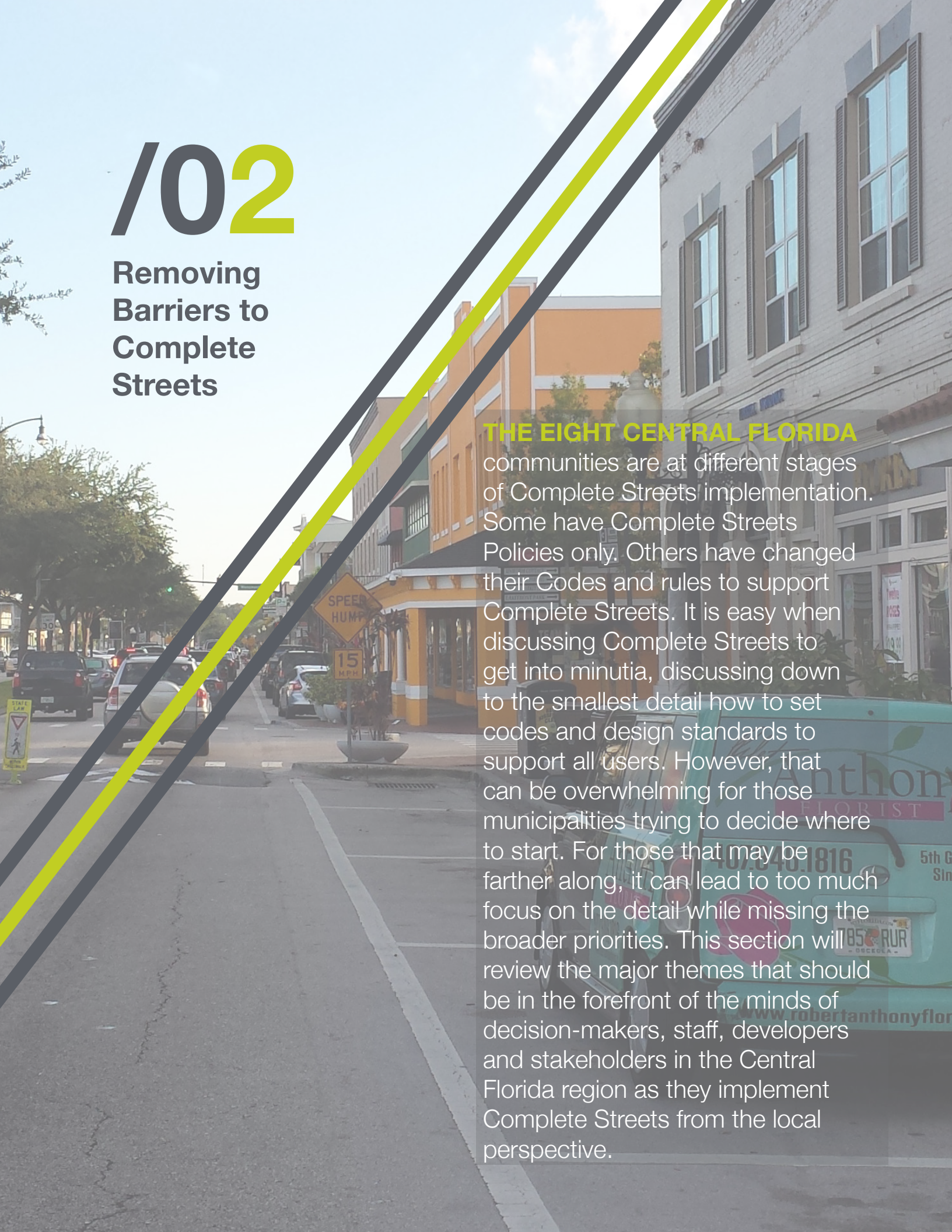
Lynx, the region's transit agency, will be a crucial partner in Central Florida's Complete Streets efforts. The municipalities and FDOT staff should keep representatives from Lynx looped into conversations upfront and throughout roadway project development. Additionally, Lynx leadership needs to explain the impact of land use decisions that are unfriendly to transit and interfere with the agencies' ability to provide quality transit service. Improving transit access in the region will only be possible if there is supportive land use, but it is rare that community leaders instinctively see the connection as they are making land use decisions. Even when land use decisions result in less efficient and more expensive transit service, they often fail to see how the development decisions contributed to the problem.

The region is fortunate to already have a strong network of advocates including Bike/Walk Central Florida, Healthy Central Florida, Urban Land Institute, and others that are providing education, building awareness, and advocating for transportation corridor planning and design using Complete Streets principles. The municipalities should take full advantage of what these groups can offer, such as support with data collection to measure performance, mobilizing supporters when Complete Streets projects are under consideration, and generally providing cover to help leaders in the region make hard decisions in support of Complete Streets.

Finally, **Smart Growth America** and other national organizations can also play a role in supporting Complete Streets in the Central Florida region. Smart Growth America is now going beyond publishing the Dangerous by Design study by engaging in Central Florida to support local stakeholders as they make necessary changes to reverse the land use patterns and transportation investments that have made Florida streets so dangerous. These types of changes are not easy to make and take time to produce results, and it can be hard to build enough momentum to sustain Complete Streets efforts over the long term. National organizations can help bring the perspective of other regions around the country that have successfully achieved this type of change and strategies to achieve it.

/02

Removing Barriers to Complete Streets



THE EIGHT CENTRAL FLORIDA communities are at different stages of Complete Streets implementation. Some have Complete Streets Policies only. Others have changed their Codes and rules to support Complete Streets. It is easy when discussing Complete Streets to get into minutia, discussing down to the smallest detail how to set codes and design standards to support all users. However, that can be overwhelming for those municipalities trying to decide where to start. For those that may be farther along, it can lead to too much focus on the detail while missing the broader priorities. This section will review the major themes that should be in the forefront of the minds of decision-makers, staff, developers and stakeholders in the Central Florida region as they implement Complete Streets from the local perspective.

DESIGN:
5 THINGS TO REMEMBER

Previous Page: A Complete Street with the building "up front" and traffic calming devices down the median.

Photo provided by Elizabeth Whitton

This Page: Osceola County Mixed Use Development in Celebration, FL

Photo by Flickr user Brett VA, found at: http://bit.ly/2gFCkCi

There are many aspects of both roadway design and site design for new development that influence whether an area is safe and attractive for people walking, bicycling, and taking transit. The goal is to familiarize agency staff, decision-makers, developers and stakeholders with a limited list of priorities that everyone can understand and remember. For Central Florida, SGA identified those areas as:

1. **Orient buildings to the street**
2. **Reduce parking minimums**
3. **Cluster development and mix the land uses**
4. **Don't let traffic fears block economic development**
5. **Design roadways to be safe for all users**

While these 5 themes are not comprehensive, getting all of them right in one area is necessary to build a Complete Streets network or walkable community. Good design in these areas will invite people to the community because it makes them feel like they belong in the environment.

For more detailed information about how to update local standards and regulations to support Complete Streets, view Smart Growth America's toolkit for auditing local zoning codes.[1]

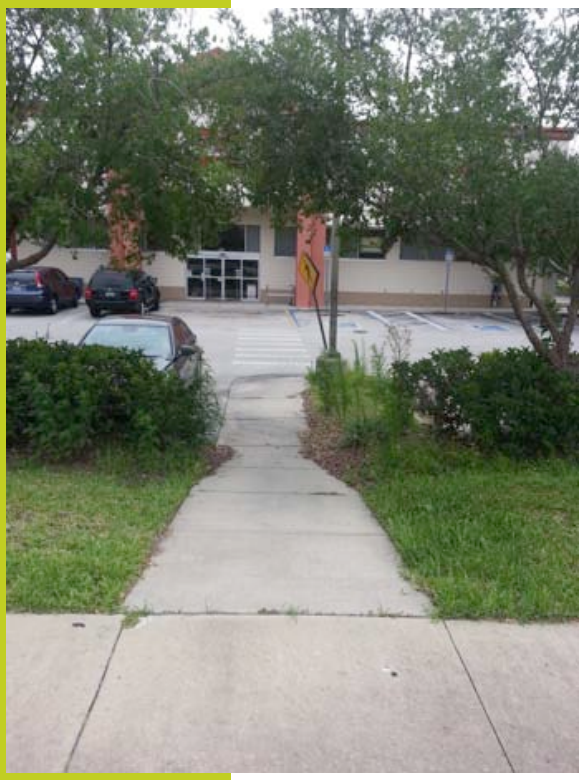
ORIENT BUILDINGS TO THE STREET

Put the Building Up Front, Hide the Parking. Buildings set back behind parking lots undermine all other design criteria for a quality, inviting street. First, the physical separation between the building and sidewalk creates an isolating environment for pedestrians because they cannot see the activity happening inside. People are attracted to other people, not to fields of parked cars. A building set back behind a large parking lot feels no more connected to that roadway than a building a block away behind other buildings. When the front of a building is scaled to

1 Smart Growth America (2007). Smart Growth Implementation Toolkit: Code and zoning audit. http://www.smartgrowthamerica.org/documents/zoningaudit.pdf.

and designed for cars, it will attract car activity and not people activity.

By contrast, when the buildings are positioned next to the roadway, the community feels connected and the people walking down the street feel like they belong in the space. It allows for window shopping and browsing. It creates places for customers to meander and spend time. If a community's goal is to attract people to spend time in an area and spend their money, the built environment of the neighborhood should invite them to stay a while – not get into their car and go to their next location.



Parking separates pedestrians from buildings on SR 436 in Casselberry.

Photo: By Kelly Brock, City of Casselberry.

While there is entirely too much parking in most areas (see next section), its placement can be even more important than its quantity. Positioning parking abutting an active street (or sidewalk) effectively kills any notion of a "complete" street by separating people walking from their destinations. The solution is to hide the parking behind or to the side of a new project. Boston's MPO, the Metropolitan Area Planning Council, (MAPC), says, "Building parking in front of building where it is most visible from the street… seriously detracts from the pedestrian environment and makes the area less comfortable to spend time in." On the contrary: "When buildings front directly on the street, they create a lively and inviting environment where people can feel comfortable walking from store to store, rather than getting back in the car to drive a block or two to their next destination."[1]

Good building location is good safety. Putting the building at the street provides people with direct access. Putting a parking lot along a commercial/mixed-use/complete corridor offers more opportunity for vehicles to enter or exit across an active sidewalk. It also requires that pedestrians cross parking lots to get to the front door, creating many points of conflict.

Good building location provides equitable access. Putting the parking behind a building provides good vehicle access while also creating good people access in front. The further a destination is set back from the road, the more challenging it is for non-drivers, including low-income populations, to access it. This is not only inequitable – it also drives away potential business.

1 The Metropolitan Area Planning Council. (2010). Sustainable Transportation: Parking toolkit. http://www.mapc.org/resources/parking-toolkit/strategies-topic/locate-strategically

How to make the Complete Street design easier

The Central Florida municipalities should review and update local land development regulations to at minimum require that new projects in certain contexts such as TOD areas and town centers position the building(s) next to the street and the parking along side or behind the building.

Some communities already have Complete Streets-supportive code language. However, it is not always applied to all development. Sometimes it is applied to "mixed-use development" only and as a separate category from other kinds of development. In other cases, the special exceptions or waiver process makes it too easy to avoid these requirements.

Communities will need to communicate their preferred approach proactively to developers and build buy-in and encourage compliance with the intention of the code. In municipalities where strong code language is not yet in place, staff can still encourage developers to do supportive site design by providing information upfront about the community and helping to identify potential customers and markets traveling on foot, by bike, and via transit. Further, communities can point out that putting the building up front does not mean drivers are not accommodated – it means both drivers and non-drivers will be able to access the facility.

Some suggested standards:

- Establish maximum building setback standards (such as 12 feet from property line) to create a pedestrian-friendly streetscape and shopping environment.
- Require pedestrian-friendly building entrances that face the street.

REDUCE PARKING MINIMUMS

Good building location can improve retail sales. Many people intrinsically correlate auto traffic with deliberate sales potential. In fact, many businesses determine where to locate solely based on car traffic. As a result, for decades Washington, DC, had far too little retail for its residents, especially considering the high average income in the city. While 50 percent of trips in DC were made outside of a car, businesses were only looking at car trips to determine the sales potential, in spite of the fact that bicyclists have been found to be bigger spenders.[1]

Most local municipalities outline off-street parking requirements, usually in a Future Land Use sections of their Comprehensive Plans and/or in their Zoning Ordinances. The logic and purpose behind these codes is simple: in an auto-oriented world, in order to provide maximum mobility and accessibility from one destination to another, travelers need a place to temporarily store their vehicles.

Often these requirements are tied to the land use themselves. For instance, Casselberry's code outlines at least 25 different land use typologies and various space requirements for each, tied to some measurable development. Yet, the code does not make a distinction based on context or demonstration of actual

1 Badger, Emily; for CityLab. (2012, Dec. 5). Cyclists and Pedestrians Can End Up Spending More Each Month Than Drivers. http://www.citylab.com/commute/2012/12/cyclists-and-pedestrians-can-end-spending-more-each-month-drivers/4066/.

demand. Among single-, two-family, or multiple-family dwellings, the number of spaces required is 2.0 for each dwelling unit. This is true whether a development is near a transit stop or in an area with no transit at all. Either way, several hundred square feet of developable footprint that might sit empty a good portion of the day and night is dedicated to this purpose with no evidence or study of the actual need.

This specific language is unique to Casselberry, but the ideas permeate across jurisdictions. Seminole County also requires a minimum of 2.0 spaces per dwelling unit, as does Orange County. In some areas, Osceola County requires 4.0 spaces per single-family detached homes with 4 or fewer bedrooms. That is a lot of off-street parking. At the same time, Osceola County allows some on-street parking to reduce the off-street parking requirements, provides for shared use lots and provides exceptions for mixed-use developments. However, these exceptions come with analysis and approvals that the minimums do not. And while mixed-use developments surrounded by sprawl seem not to require parking minimums, mixed-use neighborhoods made up of clustered single-use developments do. To address these issues, Osceola County is in the process of proposing land development changes that will allow more parking flexibility based on context.

Usually a Code will signal to developers that, along with their proposed development plans, they must factor in a certain number of ratio-driven spots, either x per gross (net) square footage non-residential property, or x per living quarters for residential dwelling units.

These ratios often persist even when the population the building serves is known to be largely non-driving, such as low-income families. One town in California recently required a building of 1- and 2- bedroom apartments for homeless veterans to include 2.5 parking spaces per unit. In Missouri, a neighborhood with 30 percent vacancy rates and 30 percent non-drivers has a new grocery store coming in (intended to serve this neighborhood alone) with hundreds of parking spaces.

Officials in strong favor of off-street minimum parking requirements will argue one or more of the following points, according to parking expert Professor Don Shoup from UCLA:

- Ample off-street parking reduces “cruising” – searching for parking on public streets.
- Ample off-street parking reduces “spillover” – drivers who park for commercial activity in mainly residential neighborhoods.

- Ample off-street parking encourages downtown development – attracting customers to commercial centers without congesting established parking facilities.

- Ample off-street parking helps to promote quality and private residential living – those who wish to own a parcel can provide for themselves a place to store their vehicle when not in use.[1]

These arguments are made without thought to how much existing parking in the area is being used. There is also a push to design parking lots for the busiest times of the year, leaving significant vacant spaces most days. These policies also come with externalities including higher cost to the developer, increased stormwater runoff burdening the municipal system, and land failing to produce jobs and services to residents or income to the city.

How to make the Complete Street design easier

The Central Florida municipalities should review and potentially reduce parking ratios and parking size requirements. To do so, each community should assess its parking supply and truly understand who uses parking, for how long, and for what purpose. If more available footprint can be used for Complete Streets design – anchor institutions, mixed-use development, and local cultural and/or commercial space – without sacrificing what makes a great street attractive, Central Floridian communities can not only create captivating places for their current residents, but also attract new workers and businesses to settle and grow the region.

Communities can also offer development incentives to right-size parking. Require developers to consider underutilized lots nearby and encourage them to build to average parking needs, not peak annual need. To build new parking lots, ask developers to conduct a study of parking need and use and propose a number of parking spaces based on data.

Some suggested standards:

- Encourage shared parking.
- Allow on street parking to count towards fulfilling parking requirements.
- Replace a building-by-building parking requirements with a neighborhood parking requirement that can be fulfilled through paying into a public parking fund or negotiating joint parking.
- Establish demand-driven parking fees.
- Establish zone/use-specific parking requirements and reduce minimums near transit.

Free Parking is Expensive. Parking is incredibly expensive to construct. Professor Shoup tackles the issue in an essay entitled, "The High Cost of Minimum Parking Requirements," in which he outlines the raw numbers for parking costs with the average space in 12 United States urban areas pegged at $24,000 per space. He also compares parking construction costs as a percentage increase in overall construction costs:

1 Shoup, Donald C. and Don H. Pickrell, "Problems with Parking Requirements in Zoning Ordinances." (1978, October). Traffic Quarterly, Accessible at: http://shoup.bol.ucla.edu/ProblemsWithParkingRequirementsInZoningOrdinances.pdf

- Office Buildings – below ground: 47%
- Office Buildings – above ground: 30%
- Shopping Centers – below ground: 53%
- Shopping Centers – above ground: 37%

Microeconomics tells us that prevailing market price should drive cost decisions, yet most zoning codes tell us that regulation drives cost decisions, resulting in some circumstances in a 53% increase in total delivered cost. The question you should be asking yourself is: who pays for this cost increase?

Shoup also notes that minimum residential parking requirements often exceed actual parking need. In Seattle, for example, apartment structures provided 0.4 more spots per dwelling unit on average than were actually used. Shoup calculated that this

How to make the Complete Street design easier

Part of Central Florida's challenge is that many of the communities in the region are relatively new. The municipalities can strengthen existing language in local codes to require denser mixed-use development in specific areas, but in many cases this language will apply to the existing sprawling land development patterns and a building stock that is only ten years old. It will take time before the area begins to feel pressures for redevelopment. This means that local stakeholders will need to help build the case for higher density development and infill.

When discussing mixing uses and density, in particular, it is important to be clear about what density means. It does not mean Manhattan and skyscrapers. It means creating a center of activity, instead of one-story buildings spread out behind parking as far as the eye can see. By clustering development and allowing just one extra story, an area might also have room for public spaces and parks.

Pictures and examples of what is intended are important to make sure people understand what such an area will feel like. But once you show someone a picture, it is more important than ever to stick with that approach. **If you sell the public on an image and then provide a lot of waivers and deliver something different, the public will neither forgive nor forget**.

Some suggested standards:

- Allow a range of lot sizes/reduce large minimum lot sizes.
- Adopt a form-based code to regulate development decisions based on physical form rather than a separation of uses.
- Consider establishing minimum residential densities (e.g., 15 units/acre) and minimum heights for commercial structures (e.g., two stories), particularly in designed TOD areas.
- Do not require minimum side setbacks except if the structure is adjacent to a different zone district. This promotes a town center that is compact and walkable.
- Allow accessory units.
- Within school siting requirements, allow and encourage schools to be located in existing neighborhoods.
- Where impact fees are currently assessed/permitted, develop a fee structure to encourage compact development: charge higher fees in areas that will require new infrastructure and lower fees for connections to existing infrastructure.

increased total cost by up to $14,000 per unit to deliver unused spots – not to mention the opportunity cost for providing additional housing or development. In a 100 unit building, this means a $1,400,000 cost increase for unused space. Again, who pays for this cost increase? Certainly not the developer.[1]

In a hyper-specific example, consider Los Angeles' celebrated Disney Hall: built on Los Angeles County-owned land, the parking facility opened seven full years before the Hall itself, cost $110 million to build (out of a total delivery cost of $265 million, or a 41% increase), and requires the Hall to put on a minimum of 128 concerts per year in order to service its debt obligations to the City and County.[2,3] The concert hall, a global cultural and acoustic icon, is driven by its parking requirements. Again, who bore the costs (fiscal, social, and aesthetic) for this development: the public.

The Walt Disney Hall located in Downtown Los Angeles, CA. Notice the lovely architecture and the ugly (and expensive) parking lot in the foreground.

Photo licensed under Creative Commons.

How to make the Complete Street design easier

One way to remove the barriers posed by LOS requirements is to relax LOS standards in certain areas or remove them all together and replace them with a requirement for a multimodal travel analysis and a plan to address each mode of travel. Communities could even link development incentives to the consideration of moving and attracting customers by all modes. For example, those that locate near transit, build good sidewalks, mixed use facilities and orient their business to the roadway don't have to conduct an LOS analysis at all.

Some suggested standards:

- Reduce LOS requirements in specific areas (e.g. near transit) to moderate traffic in the area and encourage more walking and taking public transport.
- Adopt a different type of LOS analysis that applies to all modes.
- Or switch to a different measure entirely for evaluating impacts of development on the transportation system, such as trips generated.

1 Shoup, Donald C. (2014) "The High Cost of Minimum Parking Requirements." Transport and Sustainability, Volume 5, 87 113. Accessible at: http://shoup.bol.ucla.edu/HighCost.pdf

2 "Walt Disney Concert Hall: A Los Angeles cultural icon." (2014, November 8). Discover Los Angeles. http://www.discoverlosangeles.com/blog/walt-disney-concert-hall-los-angeles-cultural-icon

3 Manville, Michael; Shoup, Donald. (2014). "People, Parking , and Cities." Access, Issue #25. http://www.uctc.net/access/25/Access%2025%20-%2002%20-%20People,%20Parking,%20and%20Cities.pdf

CLUSTER THE DEVELOPMENT AND MIX THE USES

Many areas limit housing and development density and separate housing from commercial uses. Part of the goal is often to avoid a big city feel, but these requirements tend to produce sprawling development that attracts big city traffic congestion in spite of having fewer people. If a community's goal is to create a vibrant, walkable neighborhood – whether in an urban area, suburban area, or small town – then spreading development out puts destinations too far away to make biking and walking viable travel options. Even with great sidewalks and bike lanes in place, people will not use them if every trip is a major undertaking in terms of distance and time.

Inexpensive changes made using paint striping can slow down traffic and make a wide road feel safer for pedestrians and bicyclists.

Photo: Ridgeway Drive in Sebring, FL. By Flickr user Jimmy Emerson, DMV: http://bit.ly/2ewU3Ku.

Additionally, if businesses are clustered far from residential areas, the whole neighborhood around those businesses will 'open' and 'close' along with the businesses. Office buildings will empty out at the end of the workday and nearby restaurants and retail will be forced to close on a similar schedule each day due to lack of demand in the evenings, creating dead zones and unsafe areas. The solution is to put offices close to homes, close to retail, and close to restaurants. This creates 24/7 neighborhoods.

DON'T LET TRAFFIC FEARS BLOCK ECONOMIC DEVELOPMENT

Most communities require new developments to mitigate impacts to roadway capacity. Evaluated according to a "Level of Service" (LOS) standard, municipalities design roads to a qualitative standard "A" through "F," which measures average traffic speed as a function of "flow" – number of cars through a certain stretch of road at a given time.

If a development lowers the LOS rating, then most communities require that the developer mitigate that impact, often through expansion of the road. This premise contains an odd contradiction: that a development that successfully brings more customers to an area to shop is at the same time a failure for bringing more road users to the area. This leads to wider roads and bigger parking lots that create a hostile, dangerous environment for people walking and biking.

Level of Service is not incorrect, but it is incomplete. LOS, like parking minimums, is targeted at peak use. Often a roadway is given an LOS F rating for just a minute or two of traffic a day. A 90 second problem leads to a multi-million dollar solution that is out of scale with the issue it is addressing. Further, LOS standards apply an incontrovertible bias toward automobile traffic, essentially treating other modes as if they are invisible. Even if a street is bustling with transit and active transportation users, if cars do not move up to code, the street is considered a failure. Former Director of the National Complete Streets Coalition Barbara McCann writes in Completing Our Streets:

"New transportation projects and new developments often have to predict and mitigate their impact on Level of Service. But by calculating only automobile delay at peak travel times, LOS has meant that commuter car trips are favored over every other potential use of a roadway. It is often the only method used to rank and make decisions about projects – and it assumes that a community's primary goal is to minimize automobile delay. This gets in the way of providing more space for transit, allowing more compact development, or even letting people have enough time to walk across the street."[1]

DESIGN ROADWAYS TO BE SAFE FOR ALL USERS

While many communities adopt Complete Streets policies, they simultaneously design those roads for high speeds by requiring wide lanes and enable wide roads.

Speed is scary. Even if a road has sidewalks and bike lanes, most people will not get out of their cars to bike or walk next to a road marked 45 mph (and traffic often travels at 60 mph on such roadways because that is usually what it is designed to support). As a driver, when another car speeds by at 60 mph, it shakes

1 McCann, Barbara. (2013) Completing Our Streets: The Transition to Safe and Inclusive Transportation Networks. p.14. http://islandpress.org/book/completing-our-streets.

your car. For pedestrians and bicyclists, exposure to high-speed traffic is not only unpleasant – it can knock you off your path and into traffic.

How to make the Complete Street design easier

It is important to discuss design standards and rules with the public works agency handling a project. Planners and engineers should consider the way the road is supposed interact with its surroundings and the speed of traffic it should accommodate. Then the design should support that. If the goal is to build a destination, then it follows that the road will be narrower, slower and flanked with development and activity. If it is to be a thruway, then it will be wider, faster and have no people on it. The two objectives cannot be accommodated at the same time on the same road, though there is a time and place for both, and many arterial roads play both roles at different points along the corridor. Each community should be intentional about its goal for the area and design all land use and transportation around it to align with that goal.

The good news is most design standards flow from the state, and FDOT is currently updating their standards to support the design of narrower roads with narrower lanes that respond to the community context. Further, FHWA has recently removed many of the restrictions that made it challenging to build a Complete Street on an NHS roadway.

Some suggested standards:

- Make 10-foot lanes the default width for streets at speeds 45 mph or less.
- Use design speeds of 25 mph for neighborhood access streets and 35 or less for town center streets.
- Tighten curb radii to shorten pedestrian crossings and force vehicles to make turns at lower speeds.
- Consider using lower design speeds for neighborhood connectors and streets in commercial and industrial zones.
- Where wider streets are desired, require center medians to maintain a pedestrian-friendly environment.
- Limit block face lengths (ex. 500 ft) and block perimeter lengths (ex. 1600 ft).
- Require mid-block pedestrian passages in commercial and mixed-use zones (ex. at 250’ intervals maximum).

It is important to understand the relationship between roadway design and traffic speed. Slow vehicle speeds and low volumes of traffic allow for the sharing of space, and sharrows or other markings may be all that are needed. As traffic speeds and the volume of traffic increase, people need more separation from vehicles to feel safe enough to walk or bike. In Florida, most arterials have high enough vehicle speeds to necessitate separate parallel trail networks for bicycles and pedestrians. This is expensive, and while trails provide a safe option for biking and walking and opportunities for exercise, they do not directly support creation of economic activity centers the way on-road pedestrian and bicycle facilities do.

Don't build a wider road than you need. Usually a roadway is marked at a lower speed than it is designed to accommodate. The idea behind this practice is to create a safety buffer if drivers go a little too fast, which many tend to do. The problem with this approach is that people drive at the speed that feels safe to them, and drivers take their cues about the correct speed from the design of the roadway, not the posted speed limits. Most drivers won't speed down narrow roads with development lining them even if the speed limit is set at 70mph. And most people don't drive 25 mph on a 6-lane roadway with wide lanes and nothing around the road, no matter what the speed limit signs say.

Case Study: Fewer lanes, safer streets, and better business in Orlando, FL

Edgewater Drive acts as the main street for College Park, a neighborhood four miles north of downtown Orlando, FL. When the street was scheduled to be resurfaced in 2001, the community saw an opportunity "to reinvent Edgewater Drive into a vibrant, pedestrian-friendly commercial district with cafes and shops."

The City of Orlando proposed a 4-to-3 lane conversion for 1.6 miles between Par Street and Lakeview Street, adding bicycle lanes, a center turn lane, and wider on-street parking. With resident input, the City of Orlando devised an extensive series of performance measures to monitor the project's progress. These measures included travel times, traffic volumes for all modes, and safety-related crash and injury rates, and speeding data.

The newly improved street was clearly safer than before. Total collisions dropped 40 percent, from 146 to 87 annually. The crash rate was nearly cut in half, from 1 crash every 2.5 days to 1 crash every 4.2 days. Injuries fell by 71 percent, from 41 per year to 12 per year, and instead of 1 injury every 9 days, the reconfigured street saw 1 injury every 30 days. These safety findings are particularly impressive considering that automobile traffic only decreased 12 percent within a year following the redesign, while bicycle counts surged by 30 percent and pedestrian counts by 23 percent.

As a result, more people want to be on Edgewater Drive. The corridor has seen 77 net new businesses open and 560 new jobs created since 2008. Average daily automobile traffic, which saw a slight dip following project completion, has returned to its original pre-project level and on-street parking use has gone up 41 percent.

The most dramatic results, however, were in long-term real estate and business investment. Since the project was first proposed, the value of property adjacent to Edgewater Drive has risen 80 percent, and the value of property within half a mile of the road has risen 70 percent.
The street was resurfaced again in 2012. No one suggested it should go back to its original configuration.

This case study is an excerpt from Smart Growth America's 2015 report, Safer Streets, Stronger Economies. For more information, visit: http://www.smartgrowthamerica.org/documents/safer-streets-stronger-economies.pdf.

When roads are designed with the goal to safely accommodate fast-moving cars, the result is wider lanes, wider roads and development and activity set back from the roadway. This roadway design directly undercuts creation of a town center feel and is, again, both dangerous and hostile to people that step out of their car. It is also considerably more expensive because it requires more right-of-way, more pavement to maintain and more stormwater infrastructure to mitigate the runoff.

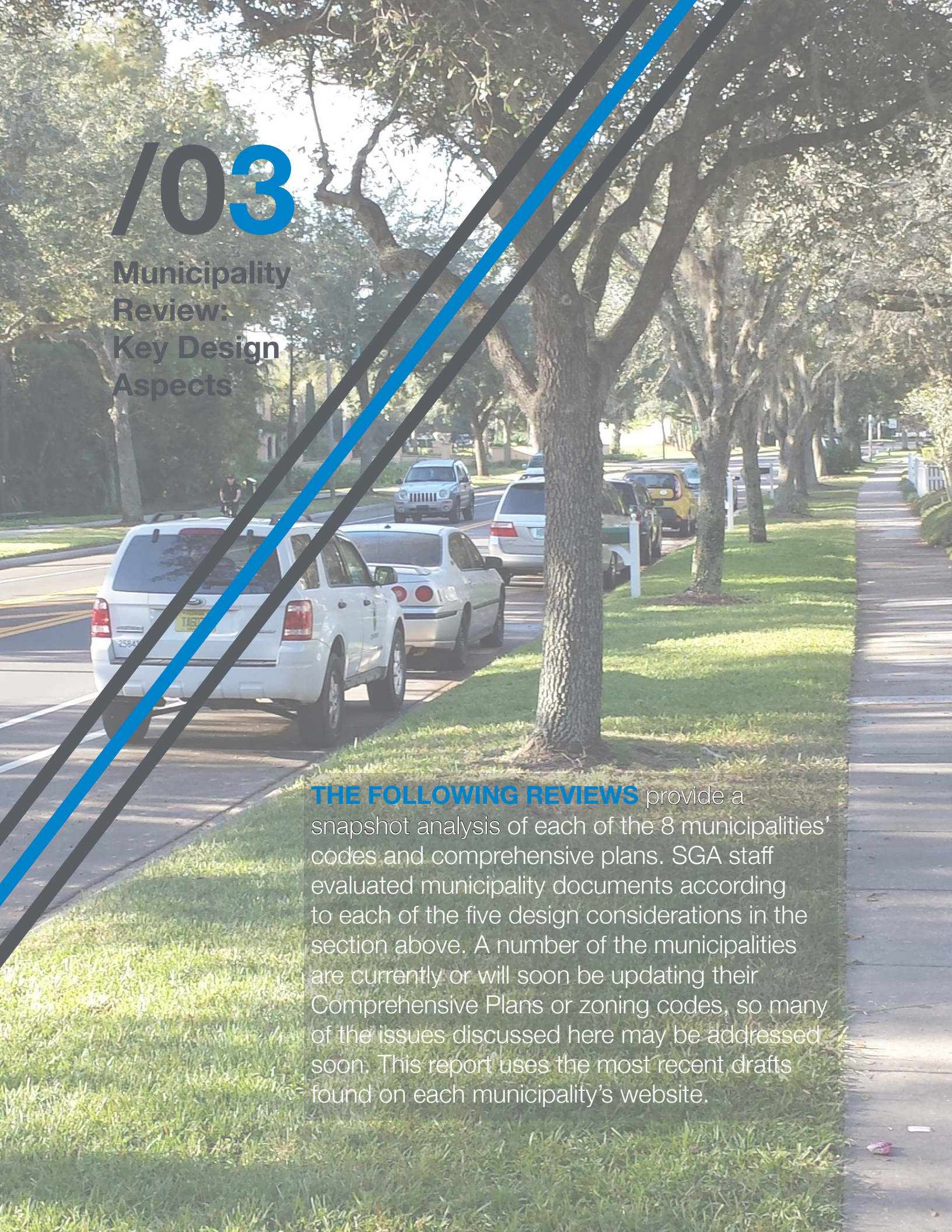
More and more transportation agencies around the country are adopting design standards that allow 10-foot travel lanes, or even make 10 feet the default lane width for roadway speeds lower than 45mph. The Florida Department of Transportation is becoming a leader in this area through its Complete Streets Implementation effort, and North Carolina Department of Transportation[1] and City of Philadelphia[2] are some other examples.

An adaptive reuse project in Winter Park, FL. This building, in an original Art Deco style, was once the "Colony" theater and now houses a Pottery Barn.

Photo by Flickr user Joe Flood, found at: http://bit.ly/2hFv2hM

1 North Carolina Department of Transportation. Complete Streets Planning and Design Guidelines. http://www.completestreetsnc.org/wp-content/themes/CompleteStreets_Custom/pdfs/NCDOT-Complete-Streets-Planning-Design-Guidelines.pdf

2 City of Philadelphia. Complete Streets Design Handbook. http://www.philadelphiastreets.com/images/uploads/resource_library/cs-handbook.pdf.



/03

Municipality Review: Key Design Aspects

THE FOLLOWING REVIEWS provide a snapshot analysis of each of the 8 municipalities' codes and comprehensive plans. SGA staff evaluated municipality documents according to each of the five design considerations in the section above. A number of the municipalities are currently or will soon be updating their Comprehensive Plans or zoning codes, so many of the issues discussed here may be addressed soon. This report uses the most recent drafts found on each municipality's website.

Previous Page:

A streetscape in Celebration, Florida demonstrates narrow lanes, but wide ideas.

Photo provided by Elizabeth Whitton.

This photo was taken in Winter Garden - one of Orange County's many communities. It demonstrates how our streets are built for all users, no matter the mode. Here the users are traveling by recombinant bicycle and have ample room on a wide sidewalk.

Photo from Orange County's Instagram Account:

ocfl

Overall

Perhaps Orange County's greatest tool is the quick reference guide that summarizes a nearly 400 page 20-year Comprehensive Plan. This document allows developers to familiarize themselves with the County's goals without overwhelming them with information that is not necessarily relevant to their project.

Orange County Code of Ordinances is based on a long list of single-use zones and currently does not do much to encourage mixed-use development.

The County is in the process of developing or updating a number of plans and documents to support Complete Streets, including a Pedestrian/Bicycle Safety Action Plan, a Multimodal Corridor Plan, roadway resurfacing review for pedestrian and bicycle improvements, Land Development Code changes for pedestrian safety/ADA enhancements, a county-wide form-based code called OrangeCode, and a Complete Streets policy and implementation guidance.

Orienting buildings to the street

Orange County's Comprehensive Plan has strong language that requires parking be placed to the rear or side of a development project and that parking facilities should consider pedestrian amenities and pedestrian safety, while minimizing conflicts with vehicular access.

Sec. 38-1603 of the Code of Ordinances creates a setback distance based on the type of road and the type of use. Instead of designating the curb or the property line in building setback standards, Orange County uses the centerline of the road. For urban collectors, this distance is 55 feet. Because widths may vary at different points on an urban arterial due to topographical or other constraints, this might set a standard for jagged development along a corridor where having frontage continuity is essential for pedestrian access.

Orange County

The Neighborhood Center area overlay adds stronger language still, which incorporates bike amenities and street furniture that combines the parking placement with an inclusive standard for the building itself.

Reducing parking minimums

Orange County's Code of Ordinances mandates a certain minimum number of spots based on the land use and intensity of development and appears to be on the lower side for the region.

In a section on "Parking Credits," there is a way for developers to reduce the need to build the mandated number of off-street spots. (T2.5.15.3) This is exactly the type of approach the county should lead with. Instead, it is buried many levels down in the document. Savvy developers will be looking for these types of policies, but it is written to be a secondary, not default, approach.

FLU2.2.2 and FLU2.2.3 both mandate a re-analysis of parking standards to "reflect smart growth principles, current research on parking demand, methodologies to determine appropriate shared parking, incentives on adjacent transit service that may lessen parking demand, and available studies done by the private sector."

According to FLU2.2.5, Orange County may consider reduced and shared parking standards under specified conditions. These standards allow for flexibility and tie the smart growth ideas of minimal parking and mixed-uses together.

Code of Ordinances (38-1478) somewhat encourages joint parking, but does not reduce the parking minimum as a result: "Nothing in this resolution shall be construed to prevent the joint use of off-street parking spaces by two (2) or more buildings or uses, if the total of such spaces, when used together, shall not be less than the sum of the requirements for the various individual uses of buildings computed separately."

Cluster development and mix the land uses

The word 'mixed' appears over 200 times in Orange County's Comprehensive Plan and refers occasionally to mixed-use development or otherwise mixed-use areas. The Comprehensive Plan addresses the mixing of uses through a designation of density regulations and urban design standards. Together, these guides give developers the ability to be creative while still meeting overall land use goals through 2030.

However, the Code includes comparatively little focus on mixed-use development while creating more than a dozen residential-only zones.

Don't let traffic fears block economic development

Orange County establishes traffic levels of service, "D" for rural roads and "E" for urban roads, which is relatively low but can be triggered even if a slow-down only occurs for a couple minutes a day – one of the problems with LOS.

However, this provision focuses on auto traffic, safety and circulation without concern for pedestrians and bicycles. To create a Complete Street environment, all modes must be accounted for.

Orange County does have a "concurrency exception area" that does not require developers to consider roadway capacity, called the Alternative Mobility Area. The County's Innovation Way planning area has also adopted quality of service measures for pedestrians, bicycles, and transit.

Design roadways that are safe for all users

The Code of Ordinances prescribes a minimum right-of-way with 60' for rural roads and 50' for urban roads. Lane widths are unspecified and the Code provides for an unspecific, but "modest" design. This is fine if the public works department has Complete Streets designs and experience operating Complete Streets. Without that, there may be a disconnect between the two agencies.

The Plan in section T3.4.6 that mentions "accommodating the special needs of the transportation disadvantaged" should expand more upon what this means for Orange County rather than relying on the regulations to provide clarification.

A large setback in front of the Dr. Phillips Center for the Performing Arts is not meant as an impedance for pedestrians, but rather as a relief for a public open and gathering space.

Photo from Orange County's Instagram Account:

ocfl

Parents and kids walking home from celebration elementary school have to run the gauntlet of cars of parents who are picking their kids up. Luckily the streets are narrow and crossing amenities are well designed to reduce pedestrian risk.

Photo and commentary by Flickr user Brett VA, found at: http://bit.ly/2gy5cr9

Overall

This is a very detailed and highly regulated code. The division of types of facilities makes it hard to understand any basic form priorities.

Mixed-use development is represented but separated from the other sections. Mixed-use areas are usually made up of a mix of single-use facilities and mixed-use developments. The Code, on the other hand, makes provisions mixed-use developments in mixed-use areas and single-use facilities are in single-use areas.

It is sometimes challenging to find graphs or charts that are referred to in the Code. There could be more cross-referencing or hyperlinks to help with this.

Orient buildings to the street

The Code appears to encourage minimal setbacks. Even commercial big box stores are expected to be oriented to the road, though it does not appear that this happens in practice.

Reduce parking minimums

Parking minimums are high. For example, a multifamily dwelling made up of efficiencies, most of which will be occupied by one person, must provide off-street parking for 1.5 vehicles per unit. For some detached single-family homes with 4 or fewer bedrooms, the code calls for 4 off-street parking spaces, which appears to be the highest in the region studied.

There is no adjustment based on context, such as being near a high-frequency transit or a SunRail stop. However, there are provisions for areas with available on-street parking to reduce off-street requirements. There are also provisions encouraging shared parking but this requires a special plan and approval.

Osceola County

Cluster development and mix the land uses

There seems to be a set of rules for regular development and then another set for mixed-use developments. While the mixed-use provisions are good, many of the requirements and exemptions for them are sprinkled throughout the document and mixed-use reads like the “other” approach rather than the default or preferred approach.

This approach might make it possible for a highly motivated smart growth developer to build a mixed-use development, but it will not lead others to include design elements that support Complete Streets in their projects. The design of all types of buildings must support Complete Streets for them to work, as most neighborhoods are going to have a variety of buildings.

Don’t let traffic fears block economic development

The Code available on Osceola County’s website requires a request for either a Concurrency exemption and/or a Concurrency evaluation, with supporting documentation, and refers to the Comprehensive Plan for the applicable LOS standards. However, the County attempted to eliminate LOS in its most recent Transportation Element update. The contradictions in these various documents may create confusion for developers.

Design roadways to be safe for all users

Osceola County updated the code in 2015 to include detailed cross sections, and most appear to be supportive of Complete Streets, though it will take time to retrofit older development to the new standards.

An overhead shot of Lake Toho from Downtown Kissimmee. From a distance, the observer notices a mix of uses, compact space design and right-sized street widths that provide great amenity for its residents.

Photo from the Osceola County’s Instagram Account:

osceolacountyfl

Casselberry's City Hall is located along a boulevard with limited pedestrian access - which means that a person who wants to attend public events has to drive or find other means than walking and biking. This might be challenging to citizens who cannot or do not own a car.

Photo licensed under Creative Commons.

Overall

Casselberry makes room for Complete Streets but does not push toward it. There are mixed-use districts, though just a few and they are remote from one another.

Most of the community is mapped for various single-use neighborhood types, of which there are many categories. There are 3 different types for single family residential alone. The size and dimension requirements in these different single family types only seem to differ in size of the lots, which makes it curious why they are separated by district at all and is likely to result in separating people by income.

Casselberry also provides developers with a shortened guide that can act as a checklist. It is a helpful reference document.

Orienting buildings to the street

The Code includes a table for development standards, making it easy to understand the requirements.

Buildings in most land use types are set back from the road and not oriented toward the street. Even in mixed-use communities, there is little encouragement to orient buildings toward the road. Instead the setbacks are to be specified in the site plan and appear to be quite open-ended.

Complete Streets do not need to be confined to mixed-use areas only, though that seems to be the expectation based on the size and dimension requirements in the Code.

Reducing parking minimums

Casselberry's has minimum requirements tied to building type. For example, small 2-bedroom homes and large 5-bedroom homes have the same parking requirement – 2 spots. And a building of luxury 3 and 4-bedroom condominiums and a building of efficiency

The City of Casselberry

and 1-bedroom apartments both have to build 2 parking spots per unit. Casselberry recently reduced the parking ratio for areas zoned as “Planned Mixed-Use: Medium Rise” and “Planned Mix Use-High Rise” to 1.75.

There is no adjustment based on location in a mixed-use community or near transit. Especially for the mixed-use areas, it will be challenging to create the walkability of a Complete Street with the amount of space dedicated to parking that the Code requires. This is especially problematic considering the code does not require the buildings to be at the street, meaning the parking will likely separate the road from the building.

Cluster development and mix the land uses

The Comprehensive Plan allows the mixing of uses within its designated mixed-use areas. It also distinguishes between the mix of uses at the building level and at the neighborhood level. It provides for an increase in the intensity where appropriate, notably near transit and along major commercial corridors.

There are mixed-use zones but they are few and remote from one another.

Stronger language could be included to incentivize mixed-use buildings and the mixing of single uses. For instance, FLU 1.8: “Properties designated as Commercial shall be designed to minimize negative impacts upon adjacent residential areas and upon the function of arterial roadways through proper buffering, site design, and traffic controls.” This language not only sounds like the City is trying to keep commercial development away from residential areas, but that commercial development is harmful to residential development. This will not encourage a mix of uses. Creating a mixed-use area does not necessarily require that every property be a mixed-used development: mixed-use areas usually include a mix of single and multi-use properties.

Don’t let traffic fears block economic development

Casselberry sets a level of service requirement in its concurrency section that is high for the region – LOS-C for local streets and D for major arterials. This poses a barrier to Complete Streets because, not all local streets and major arterials are the same. Particularly on the arterial side, some act more as throughways and others are acting as main streets. The expectation for traffic movement in a destination versus a throughway should not be the same. This is why FDOT is moving away from functional classification toward context-based classifications.

There is no mention the accommodation, flow or safety of non-auto travelers, such as pedestrians, bicyclists or transit users.

Design roadways that are safe for all users

Casselberry does provide in its Traffic Circulation Element a list of performance standards and goal metrics to improve the safety for all users that depends on intensity of expected traffic. It suggests certain measures to upgrade a right-of-way to meet these goals. This method is flexible and helps to meet both development goals and traffic management goals.

There is language regulating the numbering of the roads but not roadway design, such as lane widths or roadway connectedness.

Complete Streets language is clear as laid out in FLU 12.2: “Implement a “complete streets” policy, as established by the Federal Highway Administration, to accommodate all modes of transportation in plans for roadway modifications within the Energy Conservation Areas. The intent of this policy is to develop a comprehensive, integrated, multimodal street network by coordinating transportation planning strategies and private development.”

A park in Casselberry, FL. Parking allows cars to enter and exit, but clear and plentiful pedestrian pathways allow for healthy communities.

Photo by Flickr user ram.paige, found at: http://bit.ly/2gxXqxz

Lack of sidewalks and a safe and comfortable walking environment coerce this pedestrian to an uneven and frightening trip to and from her home and destination.

Photo provided by Randy Schrader, City of Kissimmee.

The City of Kissimmee

Overall

Kissimmee allows for mixed-use development across its land use typologies, and provides density guidelines. However, it also includes contradictory height restrictions in its Code of Ordinances that could make the densities permitted difficult. Kissimmee's current planning initiatives are uneven. The Town's Comprehensive Plan accounts for progressive site design measures, but does not match them with progressive parking techniques except within TOD areas.

Orienting buildings to the street

Kissimmee has made an effort to consider pedestrian safety, comfort, and access in its development guidelines. As part of its Comprehensive Plan, "Require Pedestrian-Oriented Site Design," via Policy 1.1.6.2, is a flexible narrative that asks developers not only to orient its building toward the street, but also parking away from it.

However, there is a minimum setback of 25 feet for all residential districts and most commercial districts, which is pretty far back from the road. The City is in the process of amending its code to reflect the Multimodal Transportation District and TOD design principals in the latest Comprehensive Plan.

Reducing parking minimums

Kissimmee does not couple Complete Streets-supportive parking requirements with its strong parking placement strategy. Instead, the city's Code ties a minimum number of spots per land use typology and intensity.

However, Kissimmee recently introduced new Transportation Element Policies (2.3.2.3 and 2.3.2.4) that reduce parking requirements in Multimodal Transportation Districts (MMTDs) "in recognition of the more extensive use of walking, biking, ridesharing, transit use and shared parking options associated

with a Transit Oriented Development (TOD).“ The new policies also prohibit new surface parking lots within MMTD station areas.

Minimums range between 1.5 and 2.5 spaces per unit, with even “efficiency apartments” requiring 2 spots each – a very high minimum for a unit usually occupied by one person. Also strangely, larger buildings (with more than 8 units) have fewer parking requirements (2 rather than 2.5) than medium-size buildings with between 4 and 8 units. If a larger building with more people can function with fewer spaces, so can the smaller one.

In other parts of the Code, parking minimums are exempted for the B-1 Downtown District Overlay, and Policy 2.2.4.4 encourages shared parking facilities and in-lieu fees in exchange for reduced parking.

Cluster development and mix the land uses

The Comprehensive Plan is clear in its expected densities per building type and district designation. It also specifies an ideal range for a mix of uses; Kissimmee quite clearly expresses its desire for a mix of typology to create invigorating environments for current residents, but also a large mix of potential development types for the future.

There is a mismatch between the Code of Ordinances and the Comprehensive Plan. The Code is still written, for the most part, to separate uses. And many of those uses have parking minimums, setbacks and other design requirements that will not support a pedestrian environment.

Don’t let traffic fears block economic development

Kissimmee’s 2010 Comprehensive Plan maintains level of service (quality of service) for cars but also addresses level of service for other modes. It also establishes goals for the future of the city’s connectivity and vitality.

Such an emphasis in the Comprehensive Plan is not yet reflected in the Land Development Code, which still holds the city to a “D” standard (higher than many of its neighboring communities).

Measuring the quality of service for each mode is an interesting approach. However, it is also important to note that accommodating speedy traffic flow and creating a main street with pedestrian activity and café seating are conflicting goals. In fact, many elements of roadway design providing for high-speed travel for cars reduces the safety for other travelers on the roadway.

Design roadways that are safe for all users

Kissimmee has a decreasing scale for right-of-way widths depending on typology, but nothing specific for lane widths. Providing direction for the Public Works department to keep those lanes narrow may help overcome typical roadway design in the region prioritizing fast-moving cars.

Bike lanes are mandated for all new construction and need to be considered for review on maintenance and repaving/striping projects (Policy 2.5.1.6 & 2.5.1.7).

Kissimmee actively promotes cycling around its paths as a means to enjoy its ponds and as a way to promote a healthy and active lifestyle. It is essential to promote the same quality of facilities across the municipality.

Photo from the City of Kissimmee's Instagram Account:
experiencekissimmee

Like other municipalities in Central Florida, Longwood is home to a train depot that helps regional connectivity. Shared resources promote healthy competition among communities, but also helps each place grow as part of a larger region.

Photo by Flickr user jinjian liang, found at http://bit.ly/2gFBdT8

Overall

The document itself is accessible and gives developers flexibility to meet their development needs while adhering to the preservation of the character and identify of Longwood.

Longwood's policy on intergovernmental coordination is outstanding and allows the city to leverage its resources to provide the maximum benefits.

Longwood prioritizes communication with adjacent municipalities, Seminole county, and Federal partners.

Orienting buildings to the street

The Code lays out a table for setbacks depending on use that becomes increasingly smaller as the intensity of land uses increases. For example, a Low Density Residential Zone calls for a 25' minimum setback, where as a Medium Density Zone calls for a 15' maximum setback, and Infill Mixed-Use calls for an even narrower setback: a 10' minimum. The assumption seems to be that bike/ped travel is more likely in areas with higher densities, which is a fair assumption. However, low-density areas can remain low-density and still orient toward the street to foster a stronger pedestrian environment.

Longwood's Comprehensive Plan provides specific language to combat street-fronted parking facilities.

Reducing parking minimums

Parking minimums are established and are tied to the use of their supported building. They are lower than most of the neighboring communities.

Longwood's Code of Ordinances, Article III, 3.6.0, states "The provision of multi-modal transportation alternatives to reduce the need for parking is encouraged." However, it does not make

clear how the availability of multimodal transportation might be employed by a developer to reduce minimums. It certainly does not incentivize this approach.

The Code also includes a strong shared parking provision in 3.6.4: “Parking space requirements may be reduced or waived up to 20 percent by the community development services director based upon a mixed use, multiple tenant establishment, shopping center, or joint use of two or more adjacent or adjoining uses that are not separated by a road.”

Cluster development and mix the land uses

Longwood focuses TOD both by designating special overlays for development around transit and in providing for density bonuses for buildings within a ¼ mile of transit stops.

The Comprehensive Plan mentions mixed-use development but also stands out for citing mixed-income development within a development parcel or neighborhood designation.

Don’t let traffic fears block economic development

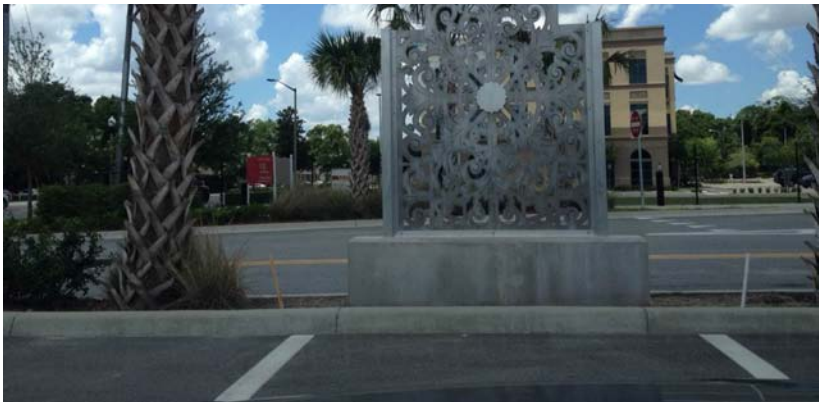
LOS standard when applied is a relatively low LOS-E but is auto focused and can be triggered with even a couple of minutes of slow-down in traffic – a major flaw in the LOS approach.

Future iterations could update this definition to address walking, biking and transit measurement as well.

Design roadways that are safe for all users

Longwood has adopted a separate document for standards of design speed, right-of-way, and lane widths – in accordance with minimum standards from Florida’s Greenbook.

The Greenbook has many positive aspects to it, calling for the “development of safe streets and highways for all modes of surface transportation (autos, trucks, bicycles, pedestrians, transit vehicles, etc.) should receive the highest priority in the design process.” It also has separate sections for bike and pedestrian infrastructure and safety standards. It takes into account modern standards for lane widths: 10-11 feet for all non-freeways. However, FDOT has identified enough shortcomings in it that they are replacing it. The new iteration should be much more supportive of Complete Streets and context.



In addition to providing local flair to a development public art - like this at Maitland's SunRail station provides a soothing and pleasing environments for SunRail's customers to wait for their train or loved one.

Photo by Flickr user City of Maitland, found at: http://bit.ly/2hw0FHr

Overall

Maitland's Comprehensive Plan and Code of Ordinances incentivizes compact, mixed-use, pedestrian/bike oriented projects.

The "vision statement" is over a page long and yet the "vision" is unclear. It should be captured in the first sentence.

Maitland should take steps to present digitized maps that remove visible blur from the document.

Orienting buildings to the street

The Code sets setback standards that are often based on street type, set from the centerline of the road, and appear supportive of Complete Streets. In some cases, there is no setback requirement at all. Basing the setback on the road is an interesting approach to introduce a form and feel to a corridor. Standard 3.14.4 in the Comprehensive Plan stands out, though, requiring very large setbacks, including a 400-foot setback for a 100-foot building.

Maitland's Code of Ordinances mentions "convenient access" and minimizing "hazard to the safety of pedestrians and vehicles," but does not specifically say how one might achieve that goal. However, another section of the Code allows off-street parking in front of the building so long as it is not used to meet parking minimums and does not cause danger to pedestrian or auto traffic. It is not clear what purposes are envisioned.

Reducing parking minimums

Maitland's Code of Ordinances prescribes a minimum number of parking spots per land use typology, with some high minimums. Some single-family housing developments require 3 off-street parking spots and even a garage apartment requires an additional 2 spots. The Code does not provide an option to reduce these minimums due to plentiful existing parking, transit availability, auto

The City of Maitland

ownership rates or other factors that would reduce auto use.

The code acknowledges that parking demand can change, and allows a review of "parking requirements as new development or redevelopment occurs to determine if parking requirements remain adequate." However, it is not clear who will conduct this review or how and when will be done. It is also not clear if this allows parking minimums to be reduced or only expanded.

Much of this plan's language encourages multi-level parking facilities, which, if sparsely used, can help free up land from single-use surface parking facilities. However, too many parking structures can alter the character of a neighborhood to prioritize parking over businesses and public space and create dead zones along pedestrian paths.

Parking is required to be on site and joint parking must be within 600 feet. Joint parking is allowed but requires a study, adding a barrier to this approach.

Cluster development and mix the land uses

Some designated development districts codify density standards and height limits. The Comprehensive Plan identifies Keller Road and Maitland's West Side as targeted zones for mixed-use development and distinguishes between "vertical and horizontal" mixed use, supporting mixed-use areas that are made up of a mix of single use properties.

The Master Plan for downtown makes clear that higher levels of density are expected in that area.

Don't let traffic fears block economic development

The LOS standard is "D" for the majority of roads and "F" for high-capacity arterials. LOS D is high compared to other areas studied. Also LOS D can be triggered with just a couple minutes of daily slowdown, one of the limitations of LOS.

According to Maitland's Comprehensive Plan, roads are designed for auto congestion (Policy 1.4) and should be measured as such. BUT: Objective 2.8 via Policy 2.8.1 states: "The City supports expanded mass transit service on regional facilities and collectors as an option for motorists seeking to reduce travel time and costs associated with congestion and as a means to protect its neighborhoods from cut-through non-local traffic." These provisions are in conflict.

The Comprehensive Plan also establishes quality levels of service for those traveling by alternative modes based on FDOT's standards.

The transportation impact fee appears to look only at auto use. While it can be used to support bicycle and pedestrian infrastructure, it is clearly intended to address auto travel and congestion.

Design roadways that are safe for all users

Maitland has a strong roadway design policy. Its Comprehensive Plan's Transportation T-1 outlines road, lane, and design speed standards as well as optional design features that can enhance typical adjacent land uses. It is not clear why these designs are not always used.

The City of Maitland has excellent public facilities, including Lake Lily Park. Its success as a public space depends on access to it.

Photo by Flickr user City of Maitland, found at: http://bit.ly/2hFPYpa

Making information available to the public - in this case where a bicycle lane is - signals to the users of this street, especially cars, where cyclists are protected. To increase safety further, the City can consider providing more physical separation, whether using concrete or plastic. Safe streets means good business and happy communities.

Photo from The City of Orlando's Instagram Account:

thecitybeautiful

Overall

The code is long and complex. There are at least 24 different zoning districts, 10 just within the residential grouping, and the descriptions of these different districts are often overlapping.

A motivated developer could build a mixed-use development, but there is little in this code to encourage it or to create a whole community with mixed-use developments or a concentrated mixture of single-use developments.

There is a short introduction document with information on the planning boards, definitions and a reference guide on densities and setbacks. Considering the high number of zoning districts and the fact that they are treated differently inside and outside the traditional city, this is essential. The code also is written with cross links and references that make reading code easier.

There is often language about pedestrian and bicyclist or mixed-use development, but it often has a low priority designated through two techniques. First, traffic priorities are discussed first and with strong words like "require." Other priorities (like connectivity, public health, safety for all users) are in an "also" clause or with weaker words like "encourage." Second, there is a simple, nearly unlimited staff-level exception to the non-auto requirements.

Orient buildings to the street

Some setbacks, especially in the traditional city, are small, orienting buildings to the street. Other setbacks are quite large. In the case of some residential properties outside of the traditional city the front yard minimum is larger than the backyard minimum.

The large patchwork of zoning types, setback and lot size requirements, and the way they are interspersed make it difficult to have a corridor or a community with a consistent building line oriented to the street. A Complete Street does not occur within a single development. It requires a cluster of supportive

developments that create a walkable community.

Reduce parking minimums

There are both parking minimums and maximums included in the code for commercial areas, with opportunities to both reduce minimums and increase maximums. The reasons for reducing the minimum included in the Code are the presence of senior housing and availability of transit service, among other TDM strategies.

The minimums are inconsistent. For example, efficiency apartments require 1.5 spaces per unit while a 3-bedroom house requires 2 spaces.

There is language encouraging joint parking lots, but there is also a lot of language pushing parking to be on located on the building site. These sections are at odds.

There is also a parking fund that developers can pay into, which is a smart strategy. If the City were to shift this to the preferred approached, parking could be managed more evenly. Additionally, it seems to be restricted to downtown instead of available in all commercial areas. It is also undercut by the language requiring parking on the building site.

Bike parking minimums are included.

Cluster development and mix the land uses

A motivated developer could build a mixed-use development but the hodge-podge of zoning types makes it unlikely that there will be a community of them clustered together. A mixed-use community can be made up of a mix of single-use developments, but the code removes many important Complete Streets elements from single use facilities (such as orienting toward the street), so this is unlikely to occur.

Mixed-use development is regularly mentioned but gets a lower level of priority. For example, sections of the code covering activity centers “encourage” a mix of uses, sections discussing residential neighborhoods “prohibit” it.

Density bonuses are allowed for affordable housing, public spaces and other amenities but have to be approved, whereas lower densities do not require approvals. And the density bonuses cannot show an increase in trips of over 10 percent.

Don't let traffic fears block economic development

LOS is measured the same whether it impacts a roadway for 30 seconds or 2 hours – a shortcoming of LOS. There are clear exceptions to LOS requirements for low-income and affordable housing or if there is good transit or bike/ped investment. Especially in TOD zones, a lower standard rather than allowing exceptions to the overall standard.

The Orlando code has presumption of maximum vehicular impact. The code does allow for alternative LOS calculation, but the onus is on the developer to figure out how to do this study and pay for it on top of other requirements, so it is unlikely to be used.

There is LOS for transit, though the onus is on the transit agency as opposed to the developer and is mostly notional.

Design roadways to be safe for all users

The multitude of zoning types is repeated in the roadways section with a multitude of roadway types that are hard to distinguish from one another. FDOT is moving away from functional classification toward context sensitive classification and they may have far fewer roadway types, so this language may be out of date soon.

The code states that Orlando's thoroughfares "serve two divergent functions: moving traffic between dispersed parts of the City, and providing public access to individual properties located on the thoroughfare." These two goals are in conflict and the usual result is a failure to accomplish both.

Street connectivity is addressed in subdivision section, but the language is not strong. In fact, it also explicitly states the roadways should be designed to prevent cut-through traffic. Especially with Orlando's arterials being so high speed and wide, this may be the only way in the medium term for bicyclists and pedestrians to manage travel.

The cross-sections require wide lanes – 12 to 14 feet in most cases. While local streets sometimes come down to 10 or 11 feet, there is not a clear network of local streets across Orlando and a network is expressly prohibited in subdivisions to prevent vehicle short cuts.

Good features like requiring street connections, sidewalks, maximum block sizes, cul-de-sac connections for bike/ped are included but easily waived by staff.

Winter Park, as part of a connected Central Florida. Rail provides commuters and families a safe and affordable alternative to driving between destinations.

Photo by Flickr user rusty_clark, found at: http://bit.ly/2gFFq9h

Overall

The four stated goals currently are: Balanced Transportation System, Safe Transportation Network, Pursuit of Technology and Innovation, and Funding Opportunities. Missing from this is safety of all users, connection to jobs and opportunity or support of the economic vibrancy that Complete Streets can bring.

According to its website, Winter Park is updating its Comprehensive Plan, so many of the issues addressed here may be addressed soon. This report uses the most recent drafts found on Winter Park's website.

Orienting buildings to the street

The Code requires a variety of setbacks based on the building type, but they are not always clear. For example, the Hannibal Square Neighborhood Commercial District "shall permit buildings footprints that have minimal setbacks from the street in order to foster a pedestrian friendly environment." Those unfamiliar with Complete Streets will not understand this standard and it will be difficult for the city to enforce.

The setbacks for taller buildings only apply to upper floors, bringing ground level development to the street. Specifically, third floors in the CBD must be set back 1 foot for every one 1 foot of height. This provision allows density in downtown with a 'human-scale' element.

For element R-2 in Winter Park's Code, "Parking must be located to the side and rear of the main dwellings with access from the rear through a private driveway or alley where possible." This reinforces that the building is in front. A similar requirement for other commercial developments would be helpful.

Some setback requirements, especially R-1AAA, R-1AA, and R-1A are quite complex and reactive to the surrounding buildings rather than encouraging development at the street. Under some

The City of Winter Park

scenarios, the setback requirement can be as large as 25 feet, which is pretty far from the street. Others setback requirements, like PD-1 and PD-2, are simple and clear.

Reducing parking minimums

In the current Code, parking is tied to land use. Some minimums are quite high. For example, multifamily housing requires 2.5 spaces per unit, an extremely high minimum for small units like efficiencies and 1-bedroom apartments.

There is also a provision that allows owners to increase parking above and beyond even some of these high minimums to accommodate the developers' needs if they should exceed the required minimum established by the Code based on a property owner's assessed individual needs.

Cluster development and mix the land uses

Mixed-use development is clearly stated in both medium- and high-density planned development language, and is mentioned in passing for certain district delineations.

The language does not distinguish between mixed-use development and mixed-use buildings, or treats the concepts interchangeably, which they are not. Mixed-use development mixes uses within buildings, while a mixed-use area will include both mixed-use developments and single use developments clustered together along corridors. The latter creates a complete street whether or not all developments individually are mixed-use.

A new policy has proposed a mixed use overlay district "for commercially designated parcels that would be intended to facilitate design and use flexibility to achieve pedestrian scale, innovative transit connectivity and maximizing open space within a commercially viable and architecturally desirable design"

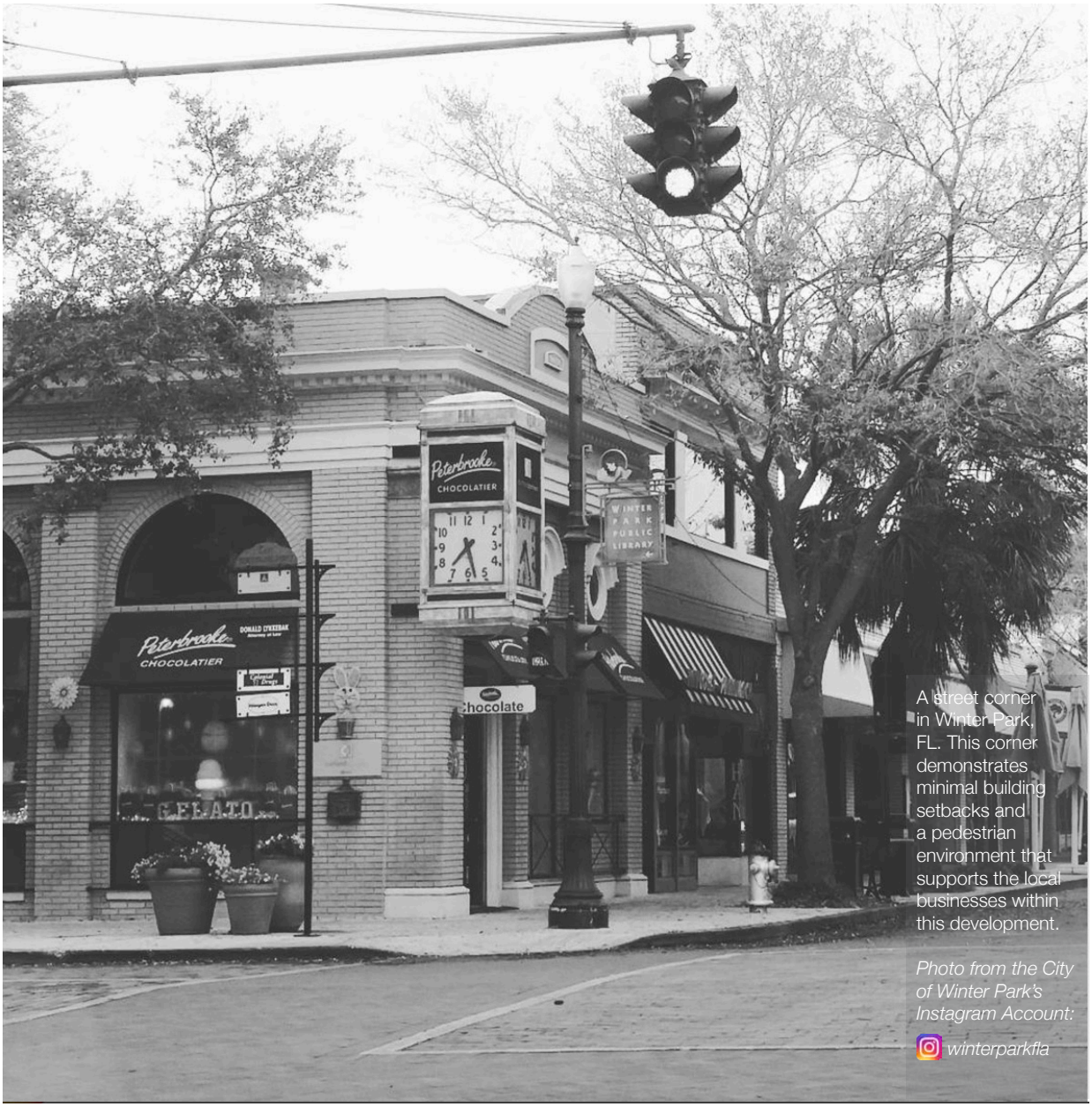
Don't let traffic fears block economic development

Winter Park's Comprehensive Plan adopts LOS standards for each of the users of the roadway (drivers, transit, bike and ped). Though it is important to note that some of the changes the City might make to accommodate LOS E for cars could create safety issues for those outside of a car. Also it would be useful for the City to differentiate between LOS E that occurs for a minute or two versus LOS E for an hour or more.

Design roadways that are safe for all users

The Code of Ordinances sets minimum road widths for different kinds of streets based on intended use, but does specify lane width standards or other design elements important to the safety of non-motorized travelers. Any differences in minimums depend on the type of stormwater drainage infrastructure – not the eventual users of the street. A 50-foot-wide minimum does not necessarily include a mandated sidewalk.

The Comprehensive Plan sets strong targets for transit service as well as sidewalk and bike lane coverage on local roads.



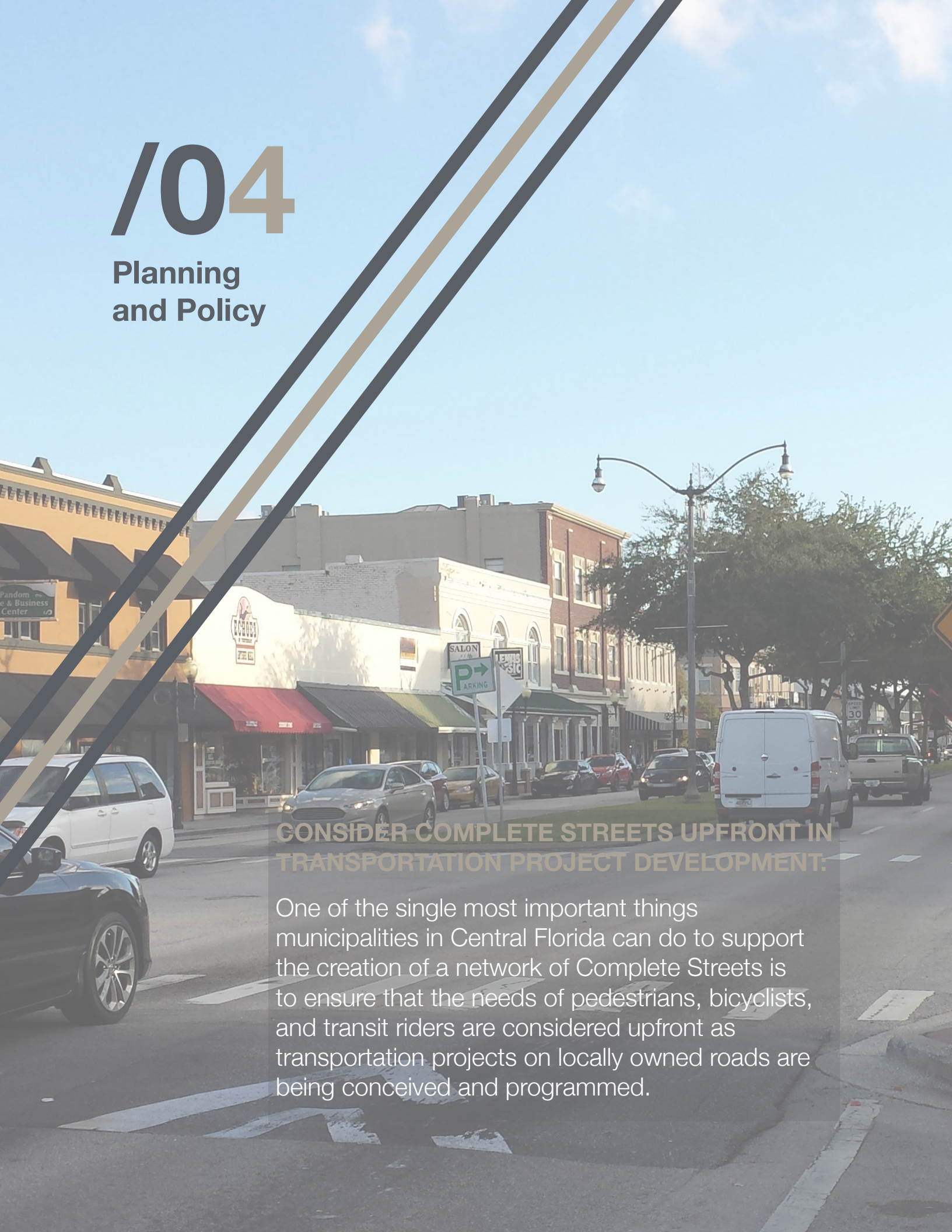
A street corner in Winter Park, FL. This corner demonstrates minimal building setbacks and a pedestrian environment that supports the local businesses within this development.

Photo from the City of Winter Park's Instagram Account:

winterparkfla

/04

Planning and Policy



CONSIDER COMPLETE STREETS UPFRONT IN TRANSPORTATION PROJECT DEVELOPMENT:

One of the single most important things municipalities in Central Florida can do to support the creation of a network of Complete Streets is to ensure that the needs of pedestrians, bicyclists, and transit riders are considered upfront as transportation projects on locally owned roads are being conceived and programmed.

Previous Page: A speed hump and "hidden" parking in Downtown Kissimmee - see the "Parking" sign in the center of the photo provides a slow-down scenario for patrons to observe the business landscape before deciding where to shop or eat.

Photo provided by Elizabeth Whitton.

This Page: This corner in Downtown Orlando is an example of a street that provides for all types of users. It is not only good street design (a wide turning radius) but also good policy to provide for someone who might want to use the street to send a letter, park their bicycle, or access businesses close by.

Photo provided by Flickr user Jordi Gomara i Perez, and found at: http://bit.ly/2hqAfd0

Currently, local agencies generally consider the needs of active transportation modes as projects are being scoped for design, rather than upfront as the project is under initial consideration for funding. Unfortunately, when accommodations for pedestrians, bicyclists, and transit are added to a project relatively late in the process, it can increase the project costs and perpetuate a misconception that accommodating those modes is a nice thing to do but too expensive when funding is tight. Considering and addressing the needs of all modes should not be considered a separate line item in local budgets, separate type of project, or something to add during the design phase, but rather something to consider and integrate in the very early stages of project conception for all transportation projects.

This is particularly true of resurfacing projects, which make up a significant share of projects in the region. Resurfacing presents a major opportunity to rethink existing cross-sections, add sidewalks, and otherwise improve access for pedestrians, bicyclists, and people taking transit. Even making simple changes to roadway striping during these projects – such as narrowing travel lanes, adding a bicycle lane, adding on-street parking, or adding painted pedestrian bump-outs at intersections – can make a significant safety difference at low cost, and can be reversed relatively easily if the change doesn't produce the expected improvement.

Establishing a process to consider the needs of all modes of travel during the scoping stage of transportation project development is a key step to successfully implementing a Complete Streets policy. This could mean establishing a checklist of considerations or guidance for Public Works staff to use during specific stages of project development.[1] It could also mean creating a formal process to make sure the right agencies and stakeholders are

1 Examples of Complete Streets checklists other agencies around the country have used at various phases of project development can be found on Smart Growth America's website here: https://smartgrowthamerica.org/resources/taking-action-on-complete-streets-implementing-processes-for-safe-multimodal-streets/

communicating upfront as projects are being conceived.

For example, staff within the planning department of the City of Longwood noticed an upcoming resurfacing project on Church Avenue on a meeting agenda and reached out to the city's Public Works Department about the possibility of doing the project better. Public Works was on board, and the City ultimately used the resurfacing project as a Complete Streets pilot, adding sidewalks and bike lanes which now connect neighborhoods on the corridor to a major park downtown and the nearby SunRail station. Commissioners supported the project even though it increased the project costs because city staff successfully made the case that doing the project right was worth the expense.

The Church Avenue resurfacing was successful thanks to supportive decision-makers, but the project had already gone through initial scoping by the time planning staff become aware of it, and integrating the sidewalks and bicycle lanes happened relatively late in the process. When those types of cross-agency conversations happen upfront instead before projects have been programmed, improving walking, biking, and transit access can be built into the project from the beginning, rather than added later with an associated increase in cost.

The Longwood agencies now communicate upfront to consider how each street could be improved during resurfacing, as well as during other projects that temporarily disrupt the street, such as utility replacement. To successfully make Complete Streets happen in the region, all of the municipalities will need to build those types of cross-agency conversations into the process for scoping projects so that considering the needs of all modes happens upfront, during every single project.

BUILD ON FDOT'S COMPLETE STREETS IMPLEMENTATION WORK

FDOT is in the process of making substantial updates to agency guidance documents and procedures on an aggressive timeline as a part of the Complete Streets Implementation process. A number of the most significant updates will be completed in 2017 or early 2018.[1] Some of the new guidance produced has the potential to be very useful for the Central Florida municipalities in their decision-making during planning, roadway design, and transportation system operations.

Many local agencies use the Florida Greenbook, which applies to locally owned roads in Florida and closely follows AASHTO's guidance. The Florida Greenbook is included in FDOT's Complete Streets Implementation initiative but will be updated on a longer timeframe than many of the other key guidance documents.

1 For more information about FDOT's Complete Streets Implementation timeline, see: http://www.flcompletestreets.com/Files/CSITimeline.pdf

This is partially because unlike the other documents, the Florida Greenbook has an external committee that must approve all changes through a formal process.

While local municipalities are waiting for the Florida Greenbook updates, there are a number of things they can do to take advantage of the other changes FDOT is making.

Track FDOT's progress in updating other guidance and be ready to update local guidance accordingly. For example, FDOT is in the process of conducting major revisions to the Plans Preparation Manual for state-owned roads, which will be referred to as the FDOT Design Manual moving forward. Among the most significant changes, the new design manual will include land use "context zones" to classify roadway projects. It will also integrate the principles in the existing Transportation Design for Livable Communities Chapter (chapter 21) throughout. The new design manual will be finalized in November of 2017 and adopted the following January, but draft versions will be available externally earlier in 2017. Being aware that these changes are coming will be helpful to the municipalities in their work with FDOT. Local agencies can also be ready to integrate the changes into their own guidance as the new FDOT Design Manual comes out.

FDOT's will also be developing a new Complete Streets Handbook, which will be finalized in the spring of 2017 and will likely be a useful resource to local decision-makers. Other relevant FDOT manuals, including the Traffic Engineering Manual, will also be updated later in 2017.

Seek out and participate in training. FDOT will be offering training on the new Complete Streets Manual and updated FDOT Design Manual starting in 2017, and is already conducting presentations at conferences and other events around the state on FDOT's Complete Streets work. FDOT District 5 should actively invite municipality staff to participate in relevant training on the new Complete Streets guidance coming out, and the municipalities can also proactively seek out training opportunities to attend.

CAPITALIZE ON IMPROVING REGIONAL TRANSIT ACCESS

The region has made a great investment in better transit through SunRail, which is helping improve connectivity and leading to transformative economic development. Every SunRail station is an opportunity to build a Complete Street. However, doing so will require a concerted effort to get the development surrounding all four corners and the adjacent roadway to support the station and move people from the station to local development and vice versa.

Capitalizing on this investment by improving transit connections between SunRail stations and residential, work, and recreation

centers throughout Central Florida is a key part of the region's 2040 Long Range Transportation Plan. Yet funding poses a significant challenge. A number of transit corridor projects and proposed BRT projects in the region are under consideration or undergoing alternatives analysis, but have not been able to move forward yet because the necessary funding is not in place.

Use ITS strategies to improve service (Leaders: Lynx and MetroPlan). Stakeholders in the region want to make the leap from basic bus service to premium transit corridors that could be transformative for the region, but doing so will require significant upfront capital investment. The region should think about smaller-scale investments such as Intelligent Transportation Systems and operational solutions that can help start to make the transition to higher quality service in the relatively near term. Implementing strategies such as transit signal priority, queue jump lanes, and off-board fare payment can lead to significant improvements in access and make transit a more appealing option to potential riders without major investments in new infrastructure.

Often simply providing better information about the service makes a big difference. When people get on a train, they see the train route on every car printed on colorful maps that are simple and easy to read. There is no good reason that bus routes do not have the same information on every bus. Further, smart phone apps can be an inexpensive and simple way to provide route and arrival information for multiple routes and stops to riders, removing much of the mystery people perceive around bus service.

MetroPlan is in the process of working with stakeholders to develop a new 5-year ITS master plan for the region, which could be an opportunity to consider and integrate an overall transit ITS strategy for the region.

Make sure land development at stops is transit supportive (Leaders: Lynx and local planning departments). In order for transit to truly work in the region and serve the accessibility needs of residents, the right land use needs to be in place. The local agencies will also be taking over operation of SunRail from FDOT in 2021, which provides a major incentive to work together now to develop a coordinated strategy for growing ridership over the next five years. Supporting transit-oriented development around SunRail stations and making Complete Streets investments that improve the connections between the stations and surrounding areas have the potential to make a big difference in ridership by improving access and the desirability of taking transit.

Shifting development patterns in the region will take time, but in the near term the municipalities can support transit by:

- Making sure site plans for new development align with existing transit plans, and requiring pedestrian access to transit stops.
- Having firmer criteria about when exceptions can be used for new development in TOD areas.
- Consistently including Lynx in conversations as local plans and development regulations are being updated.

Lynx will also need to support the municipalities by actively weighing in and providing guidance when local land use decisions have the potential to adversely impact transit access. To do this, Lynx should analyze how different stations and stops work today. Which provide the greatest boardings? Which are the safest? Where do buses get stuck and why? What are the design elements of the development around a transit stop that encourage people to use transit? Once the agency can articulate this more clearly, they can communicate it to local leaders when development and roadway investments are being considered. Local leaders may not always choose the transit-supportive design, but at least they will understand the transit impacts of their decision. Importantly, they won't be surprised if the transit in that corridor then struggles to effectively serve the development.

In areas where the current land use poses barriers to accessing transit service by walking or biking, partnering with private sector ride share services in the short term to help complete last mile connections can be an effective way to support and encourage transit ridership while the land use in the area changes. For example, Altamonte Springs in Central Florida is partnering with Uber and Lyft to provide first mile and last mile connections to its SunRail station.

/05

Making the Right Thing the Easy Thing

MUCH OF THIS REPORT discusses the ways to change land use and public works rules and regulations to support complete streets. Getting the rules and language right is important, but it is not enough. To have heft, those rules must be enforceable.

Previous Page: Walking is good for community health in addition to being a necessary part of any commuter's trip.

Photo provided by Elizabeth Whitton.

This Page: the right thing can be the easy thing if the street takes into account who will be using it, how, where, and when. In the photo above, which depicts a street crossing in Eatonville, Orange County, Florida, identifies that cars, cycles, pedestrians might all be using the road to get between destinations. The traffic-calming island in the center of the road compels cars to slow down, and the distinct brick pavement gives clear signal to everyone that pedestrians might cross the street there.

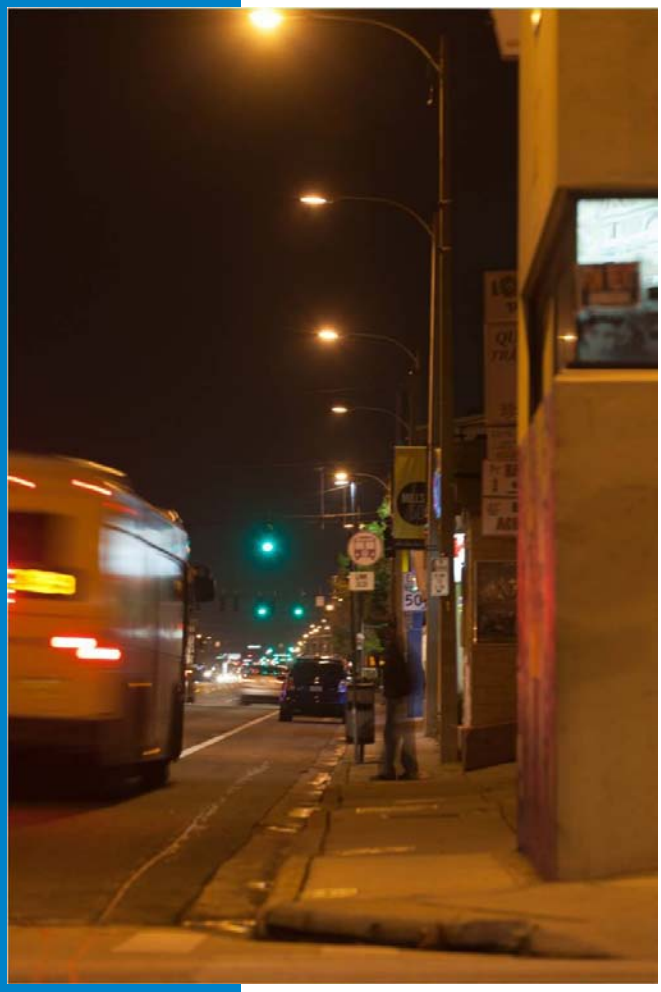
Photo provided by Elizabeth Whitton.

Furthermore, municipalities can accomplish a lot without perfect language in their comprehensive plans and local zoning codes if they have strong leadership and staff willing to be innovative and use the flexibility within weak language to support Complete Streets. For example, during the training and discussions conducted from May-July of 2016, staff from Casselberry noted that they are in the process of updating their local Comprehensive Plan partially to address ways that the current plan and land development regulations pose barriers to Complete Streets – including large setback requirements, parking ratios and language that is too weak to enforce. Yet participants also noted that they have been able to implement some Complete Streets design on their projects ahead of the changes by using flexibility within the existing language, thanks in part to strong leadership and holistic thinking from the Deputy Public Works Director/City Engineer Kelly Brock. Getting local rules right can help make it easier to do Complete Streets projects, but it is not a silver bullet and it will not change how transportation projects and site plans are designed without buy-in and will to do things differently among local decision-makers.

Repeatedly in the training, agency staff expressed frustration that decision-maker support for Complete Streets is not present when it counts or sustained long enough to apply new approaches once developed. Communities spend time developing rules to bring development to the street, reduce parking, require accessible sidewalks and increase densities, only for a developer to request dozens of waivers or special exceptions to these rules. As a result, new development continues to be the same old strip mall development and the roadways continue to be wide and fast, undercutting the claimed objective.

Waivers are almost always granted for fear of losing the development altogether. Sometimes this occurs because there has been a change in leadership between the adoption of Complete Street rules and the development decision. But often, the very leaders who crafted the Complete Streets approach grant

the developer a waiver to the Complete Streets rules. Sometimes they offer assurances that this is a one-time occurrence. It rarely is because the pressures that led to this waiver continue.



People use streets day and night, so it continues to be important to provide visibility to those who might be waiting for public transportation, or just using the street as a place to stand or sit. Here, street lights provide that visibility - as do lights from inside each business.

Photo provided by Elizabeth Whitton.

Community leaders, understandably, do not want to be seen as anti-development. They are trying to bring jobs and opportunity to their constituents and are often told that the waivers are the only way to do that. The developer is understandably trying to build what they know. Building differently can cause the project to take longer and makes it more unpredictable, which usually means the project will cost more money to build. The waiver serves both of these needs – no matter if the underlying code calls for suburban strip or Complete Streets development.

Therefore, as the Central Florida region is reviewing its rules and policies to find changes that will support Complete Streets, they also need to find ways to make a Complete Streets development approach the easiest route to take. Right now, the waivers are the easiest path, so that is what the region is getting.

When local decision-makers and staff consider new rules or codes for development that support Complete Streets, the discussion is theoretical. This makes it easier to agree to high standards. However, because no actual development is on the line, it is also challenging to consider how difficult it can be to stand by these new standards when there is pushback from developers.

The discussion and outreach conducted around code updates, overlays, and other Complete Streets approaches should be grounded in the context of the development that is typical in the area. Most importantly, the discussion should include conversations about the waiver process to determine specifically when and why they should be permitted.

Broad waiver language undoes most Complete Streets language. Currently, some codes and plans include very general language about waivers and special exceptions. For example, the City of Longwood's The Heritage Village TOD Implementation Strategy Regulation Plan lays out pretty clear guidelines orienting development to the street, signage and lighting allowed, and parking requirements.[1] It has such excellent standards to support

1 View the code at: http://www.longwoodfl.org/DocumentCenter/Home/View/107

Complete Streets that it could be used as a national model. Then, after over 100 pages of guidelines and directions, it includes a exception provision that states: “In those circumstances where the applicant believes that, due to unique characteristics of the site or other special circumstances, strict compliance with the Code is not feasible or desirable and that deviation from the Code will allow for equal or better results, the City Commission may be petitioned to grant a Special Exception to the Code relative to the specific provision(s) in question.”

This language raises more questions than it provides answers. What type of circumstances or unique characteristics would the commission consider to be enough to overturn their standards? This exemption seems to say that adherence to the rules need not be proven infeasible but just undesirable. Undesirable to whom? If parts of the code are undesirable then why have they been set as the standard? What results should the developer demonstrate progress toward in order to demonstrate that their approach is better that those required in the Code?

If a particular type of exceptions is likely to occur regularly, then it should be discussed and addressed under the appropriate section in the code with an explanation of the circumstances under which an alternative standard is applied. For example, historic signage may not need to comply with standards or buildings might be permitted a slight setback to accommodate public seating. Almost every such special circumstance could be anticipated by working with area developers to do a thorough analysis of the types of developments and the issues that will arise. Once that list is developed, these special circumstances and how they will be addressed should be clearly laid out in the code.

But there may still be some unusual, unanticipated situation that might arise and might require a waiver or special exceptions process. For example, a development that includes a children’s day care might require a play area and the circumstances of the property could prevent that play area from being put anywhere but in front of the building. The developer may seek a setback to accommodate it. How might this be considered?

Theoretically, the developer would demonstrate that “deviation from the Code will allow for equal or better results.” However, nowhere in the Heritage Valley Strategy does it state the results the community is trying to achieve. There is general language stating that the community wants more smart growth. There are detailed standards that address frontage. But the reason that the community wants smart growth and buildings oriented towards the street is missing. Without that information, the developer would be hard pressed to make a demonstration that their waiver would lead to “equal or better results.” An elected leader would be similarly challenged in making that determination.

Some of the benefits of Complete Streets are that they:

- Improve safety for all travelers, especially children and older adults;
- Increase physical activity and improve public health; and
- Attract more foot traffic and, with it, more economic activity.

So if a developer wants an exception to the Heritage Village Strategy, they might demonstrate that the change will not impact safety, particularly for children and seniors; that it will not degrade the opportunity for physical activity; and that it will not reduce foot traffic in the area. With this demonstration, and an opportunity for public comment on the information provided by the developer, the commission would be able to make a decision about whether to grant a waiver based on the expected impact on the community's priorities – rather than just whether they want a development to occur or not.

Without this kind of guidance, it is simply not possible for commissioners, stakeholders, or developers to consider how a waiver would or would not interfere with what they are trying to accomplish, especially if the rules were set by a previous set of community leaders. It is important that those crafting the rules recognize that the connection between land use rules and outcomes are rarely clear to most stakeholders. It is not fair to expect anyone with little or no urban planning expertise to inherently know why adding 15 parking spaces could interfere with the walkability of a community and the accessibility of a particular facility.

The conversation should move away from the standards and toward the results the community is seeking. Then discuss the special exception. In the case of the daycare facility, the developer might show that the fence around the facility would be full of activity and transparent (which is more pedestrian friendly) and would come to the property line, thereby creating no gap in the frontage. They could show other similar such designs in the region or the country and its impact on safety and walkability.

Require a study of access and need before granting waivers or exceptions. Currently many municipalities require that developers submit specific studies to seek permits, such as traffic impact assessments. The municipalities could also require a study of impacts and/or need as part of a request for a waiver. For example, to seek a special exception to build more parking, a developer might be required to conduct a parking study to survey existing parking use. If they can show that there is no available parking in the area, there will clearly be more cars on a regular basis at this facility than the Code permits, and that it will not

impact non-motorized access, then a waiver would be provided. A developer would not be able to file an application for a waiver without first submitting a study demonstrating these articulated impacts and needs. That way, elected officials are not asked to make a decision until they have all the necessary information to support their evaluation.

Putting this type of requirement in place helps align the waiver process with local goals by making it easier to do development that supports Complete Streets objectives and much harder to do development that could undermine it. In many cases, developers could decide that making such a demonstration is not worth it. The current state of codes and waiver processes makes it too easy and inviting to simply propose a developer's typical site design and ask for a slew of waivers to make the code comply with their model. And it provides no guidance or basis for a commission to make the difficult decision to turn down the request.

In addition to making following the rules easier than seeking exemptions, communities can also make following the rules more attractive. For example, a municipality could make development incentives available only to developments that don't require any exceptions. Or the community could monetize the impact of certain waivers, such as stormwater costs of large parking lots, and charge the developer those costs that otherwise would accrue to the government.

The Central Florida municipalities should discuss the way this process works at the same time as any proposed Complete Street changes to land use and development rules so that decision-makers and stakeholders understand how the waiver process will work in practice and how it will support community's identified goals.

Reward the developers that work with you. Developers, like most people in business, appreciate clarity and certainty. They want to know what they are getting into at the outset of a project and want each step of the process to be predictable and low risk. To make doing development projects that support Complete Streets easy and predictable, all of the information they need should be in one place in the local code, graphically laid out and easy to read.

Additionally, developers in Florida are used to delivering a certain type of development, prevalent across the state, that land use rules have demanded for nearly a century. Now many communities are trying to take a different approach that was common in the early 20th Century – something unfamiliar to most modern developers. It is up to the community to make these new standards as clear and straightforward as possible.

One way to do this is to aggressively reach out to regional developers and involve them in the discussions about rule changes or even create a developer advisory committee to assist with the changes. Communities should also provide introductory documents to allow developers to get a sense of the approach quickly. It is important to recognize that even a very well written code can be long and challenging to read. The various requirements are often found in different parts of the local code or even in totally different documents. And sometimes there are exceptions for certain types of developments (eg, mixed-use developments) spliced throughout the documents, which can allow a highly motivated smart growth developer to find the authorities they need but fails to lead other developers toward the desired design. A shorter brochure that acts as an introduction – written clearly and referring the reader to the relevant parts of official documents – is a better place to start.

If there is a good local example of what the community wants to see more often, profile and promote it to developers in the area. Model developments can be specifically pointed out to those that express interest in developing another parcel. Where local examples are not available, the community might provide a model site plan as a place to start or the 3-5 basic features you are seeking (such as those described in the previous section of this report). Even more, the community could make clear that the first one or two developers to take the new approach will get financial incentives or tax abatements that will not be made available to anyone that comes after.

Measure the performance of the region and individual developments. Once a community has articulated the outcomes they are seeking, they can measure their progress as a region and measure individual projects' impacts on these outcomes as well. Comparing different developments can also inform the decision-makers about which past decisions are delivering the best results. This comparison works best if the community has at least one model Complete Streets area. If no such area exists within one jurisdiction, the community might find one in a neighboring jurisdiction, collaborate with that community to measure its performance, and use it as a goal.

This approach can reduce the impact of staff and leadership turnover by making the connection between various standards (e.g., parking rules, frontage and density) and desired outcomes (e.g., increased physical activity, improved safety and greater economic activity) clear when they are put in place. That connection is then imbedded in the system and program evaluation, making training of new staff and elected leaders in Complete Street issues simpler.

As of 2016, the City of Orlando boasts 300 miles of urban trails, signed routes, and bike lanes. This connected system allows for navigation through the large municipality. Bike infrastructure is universal, too: it can be used by visiting tourists, friends out for a ride, or commuters traveling to and from work

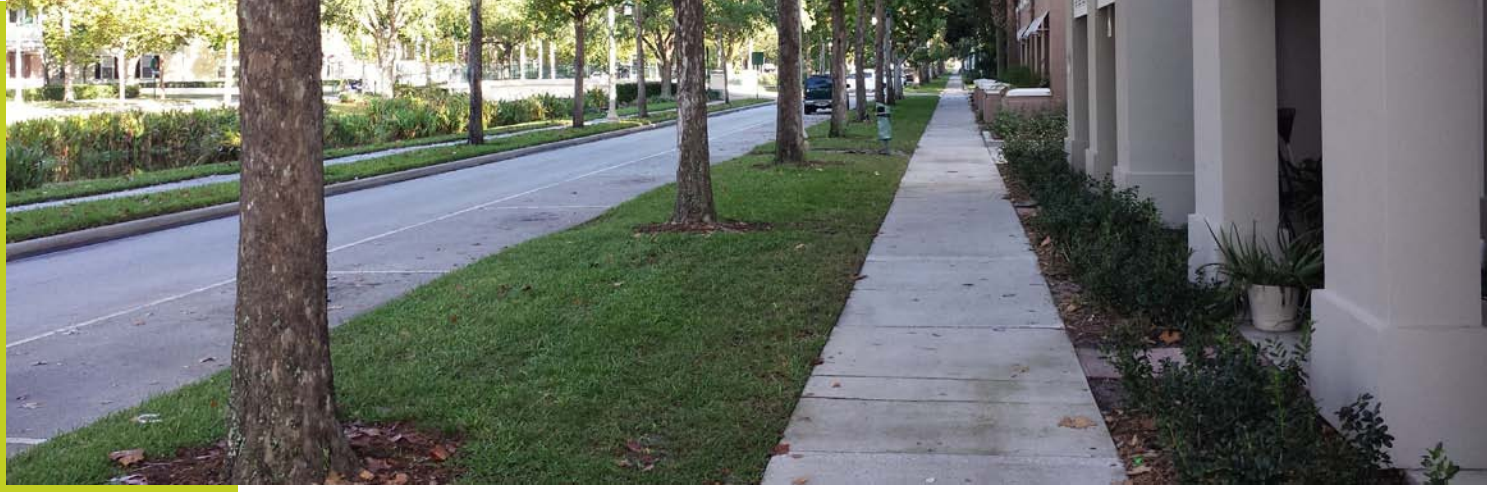
Photo and commentary provided by the City of Orlando's Instagram account:

thecitybeautiful

By measuring the performance of new development, attaching incentives to good performance and requiring study of projected outcomes in order to apply for special exceptions or waivers, a community can continually reaffirm the reasons for the standards and require all involved stakeholders to understand them. This can also help put elected leaders and city or county staff in a position to be answerable to the public not simply on whether development occurs (as is the case today) but whether it provides the public with the outcomes they seek.

/06 Building Support and Making the Case

THE MUNICIPALITY STAFF and other stakeholders who participated in Smart Growth America's workshop series identified the region's current culture as a significant barrier to Complete Streets that will need to be overcome. Some decision-makers and stakeholders are resistant to Complete Streets projects due to misconceptions about project costs, impacts on vehicular mobility, and other perceived issues.



Previous Page: The Cady Way Cycle Track is a two-way commuter paradise. Not only does it provide physical buffer from moving (one-lane) traffic, it also is painted a different color and buffered from the sidewalk as well. We can hope for the paint to provide grip, too, in case of inclement weather.

Photo provided by Elizabeth Whitton.

SHARING SUCCESS STORIES

This Page: the City of Celebration, Osceola County, Florida has reason to celebrate with landscaped, buffered sidewalks for its residents.

Photo provided by Elizabeth Whitton.

In communities that have seen a major transition over time from vehicle-oriented commercial strip development toward mixed-use transit-oriented development, the value of a Complete Streets approach to transportation projects becomes more readily apparent and the impacts on economic vitality and community vibrancy tend to speak for themselves. In regions where that transition is still in the early stages, supporters of Complete Streets often need to be more intentional in showing decision-makers and the public the benefits of the approach. This section outlines strategies that can help the Central Florida municipalities and their partners demonstrate the value of Complete Streets projects in order to build support and momentum and shift culture over time.

There are many stakeholders in the Central Florida region who already actively support improving safety and providing better transportation choices for people walking, bicycling, and taking transit, including local and regional agency staff, community residents, advocacy organizations, and public health stakeholders, among others. There are also other stakeholders in the region who share the goals of complete streets, but may not yet realize they are supporters.

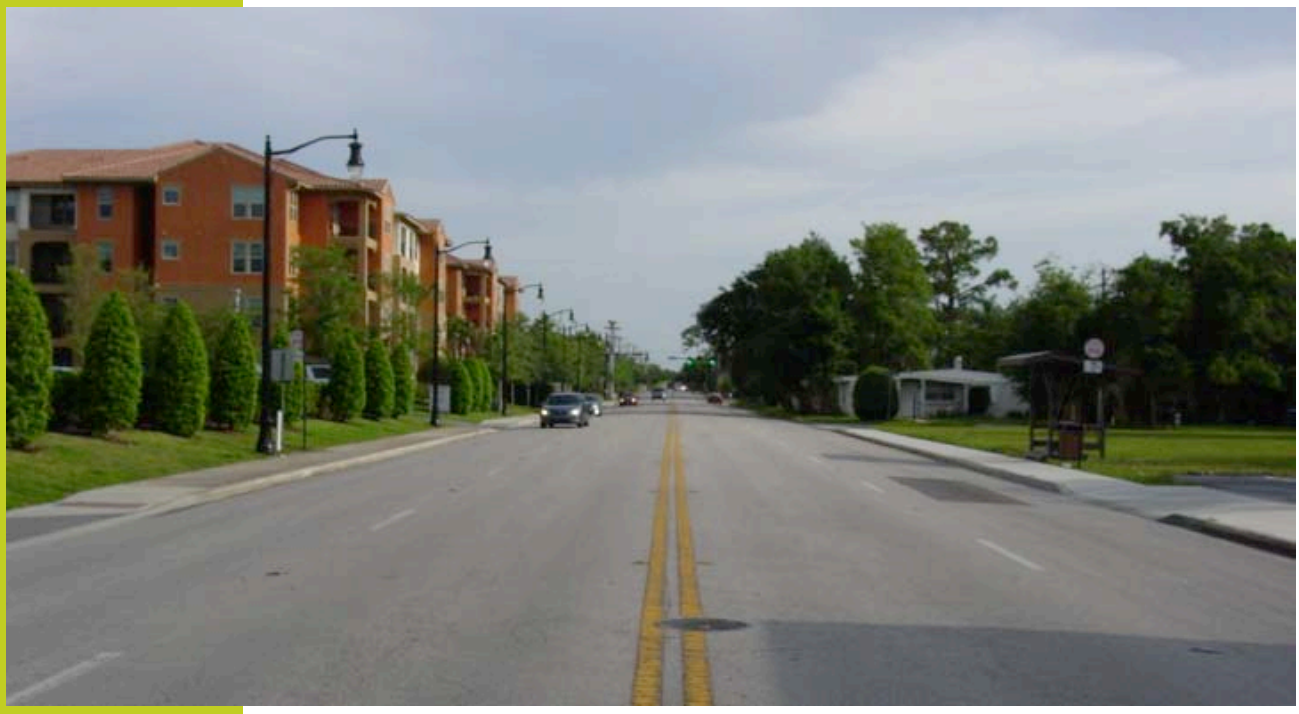
For stakeholders in the latter category – from residents, to elected leaders, to local business owners – building support for specific Complete Streets projects and broader policy changes is a matter of being clear about what you are trying to accomplish and how it supports their goals. For example, many Complete Streets projects have helped catalyze economic development and draw new businesses to the corridor or surrounding area, ultimately supporting increases in property values. They also consistently lead to safer conditions for people biking and walking, and frequently improve safety for drivers by slowing down travel speeds in high conflict areas. Tracking and publicizing these types of outcomes can go a long way in building support for Complete Streets.

Use current Complete Streets projects in the region to build momentum. A number of the municipalities in the Central Florida

region are currently working on lane eliminations and projects to improve accommodation for pedestrians and bicyclists, from Denning Drive in Winter Park, to Church Drive in Longwood, to the Corrinne Drive pilot project that MetroPlan recently launched, to a potential Complete Streets project on Oak Ridge Road in Orange County. All of these projects present an opportunity to demonstrate the benefits of Complete Streets and help catalyze a cultural shift in the region.

Getting the most out of these projects means measuring performance before the projects are started and after they are completed to show the positive impact they are having in terms of safety, economic development, increases in active transportation, and other benefits. To do this, the municipalities will need to:

- Collect baseline data before the project starts, including quantitative data such as crash frequency and severity, travel speeds, rates of biking and walking along the corridor, and vacancy rates along the corridor, as well as qualitative data such as bicyclist and pedestrian satisfaction surveys and photos of the roadway.
- Establish a process and timeline for collecting data again once the project is complete, including quantitative data as well as photos and testimonials from nearby businesses and residents.
- Publicize positive results by working with advocates, local media, and other messengers.



Denning Drive in Winter Park is the site of a proposed pilot project.

Photo by Butch Margraf, City of Winter Park.

Talk about success in economic terms. As a number of the Central Florida municipalities pointed out during the workshop series, communicating about Complete Streets projects in terms of their economic benefits is compelling to a broad range of decision-makers, stakeholders, and the public. Complete Streets can produce significant economic benefits, and the region likely already has a number of examples, particularly new development already appearing around SunRail stations. Collecting data and specific anecdotal examples can help show decision-makers why Complete Streets projects support their goals. For example, municipalities with transit-oriented development projects next to SunRail stations could collect data on whether those properties are selling or renting at higher value than other nearby properties.

Case Studies: Complete Streets projects bring private investment

When **Dubuque, IA**, was planning the redevelopment of its historic Millwork District, local leaders knew the project's success hinged on whether people would want to walk or bike there. So the city took a long look at the District's four main avenues—Jackson, Washington, 9th and 10th streets—and figured out how to make them work better for people walking and biking. They replaced sidewalks, made it easier to cross the street, added new street lights, painted "sharrows," and created a multi-use trail. Within a year, bicycling use increased by 273 percent—and that was just the beginning.

Since the project's completion, the neighborhood has experienced more than $34 million in new private investment, with another $150 million in the pipeline. The first warehouse to be redeveloped is leasing 72 residential units, 39,000 square feet of retail and commercial space, and 20,000 square feet for an incubator for arts and nonprofit organizations. The fact that the neighborhood's streets work for everyone who uses them is a key part of this success.

Other communities around the country have seen significant private investment along their Complete Streets projects:

- Private companies invested $160 million in the Uptown District in **Normal, IL**, after that area's Complete Streets project was completed. The new roundabout that replaced a complicated intersection now serves as the heart of the uptown District and is a place that residents of all ages can enjoy. "People love Uptown Normal," said Normal Mayor Chris Koos. "They ride the bus, they bike the trail, they shop, they socialize, and they recreate in a wonderful urban center."
- Both **Washington, DC** and **Raleigh, NC**, saw new or renovated apartment buildings and hotels built along their Complete Streets projects, totaling $63.3 million and $25.5 million, respectively.
- And in **Cleveland, OH**—a city recovering from population loss and widespread disinvestment— private companies invested an astonishing $5.8 billion along Euclid Avenue's HealthLine. Several Cleveland-based institutions, including the Cleveland Clinic and university Hospital, have built new projects in tandem with the new bus rapid transit line making Euclid Avenue a "front door" for people visiting the area. Cleveland's reconstruction of Euclid Avenue as a Complete Street, along with investment in bus rapid transit, also improved access to two employment hubs that together are home to more than 170,000 jobs.

More information about these Complete Streets projects is available within Smart Growth America's report Safer Streets, Strong Economies: http://www.smartgrowthamerica.org/documents/safer-streets-stronger-economies.pdf

Communicating about other benefits of Complete Streets – such as reductions in crashes and public health benefits – in terms of their economic and fiscal impacts can also help make the connection for different stakeholders.

Show examples of success from other comparable communities. When specific local success stories are not available yet, one of the most effective ways to mitigate concerns from decision-makers and the public about Complete Streets projects is to demonstrate how the projects have worked well and achieved desired goals in other peer communities. This could mean showing examples of projects that catalyzed economic revitalization along a corridor facing disinvestment, showing places where integrating multimodal features into a transportation project produced a high return on investment or did not increase the project costs, showing examples of places where shared parking agreements or reduced parking requirements benefited the adjacent businesses, as well as other examples.

Case Study: A high return on investment in Portland, OR and Washington, DC
Portland, OR spent $95,000 to restripe and add plastic bollards and new signage to NE Multnomah Boulevard. The project created 34 new automobile and 12 bicycle parking spaces. Cycling along the corridor increased 44 percent, and the number of vehicles exceeding the speed limit fell by half.

Washington, DC, spent $367,000 to add a two-way bike lane to 1.8 miles of 15th Street NW. The project used restriping, plastic bollards, signage, and signal timing to increase safety and convenience for cyclists. The result? Use by cyclists tripled without negatively affecting automobile throughput – vehicle volumes actually increased slightly.

More information about these projects is available in Smart Growth America's report, Safer Streets, Stronger Economies: http://www.smartgrowthamerica.org/documents/safer-streets-stronger-economies.pdf

DEPLOYING SUPPORTERS STRATEGICALLY

Mobilizing supporters to weigh in during key decisions: When proposed Complete Streets projects are under consideration, simply taking the step of reaching out to residents, community groups, and other stakeholders who are supportive to make sure they attend public meetings and hearings and speak up can go a long way. These stakeholders may not be aware that their vocal support can help tip a project over the edge to receive approval for funding when a small group of residents who oppose the project has been dominating the conversation at public meetings. Further, while it is the full time job of city and county staff to think about these issues, even well-informed and active citizens can miss notice of opportunities to weigh in. Make it easy on them by reaching out directly and reminding them of decision points.

Engaging the right spokespeople: Often the most compelling messengers are stakeholders whose interest in Complete Streets is somewhat unexpected. This can mean business owners,

chambers of commerce, and real estate developers who see the benefits of Complete Streets projects for local economic development or their bottom line.

Many employers are motivated to support Complete Streets in order to attract talent. In fact, businesses across the country are moving downtown and to more walkable areas both to attract and retain talent and to be near partner businesses and industries.[1]

Case Study: Pedestrians make the case for Complete Streets in Phoenix, AZ

Downtown Phoenix Inc. (DTPHX), a community development organization, conducts pedestrian counts twice a year in March and September. DTPHX uses pedestrian counts to quantify the organization's progress in creating a desirable business locale and help attract businesses to Phoenix's downtown core.

DTPHX launched its ongoing program to count pedestrians in Fall 2012 to gather evidence that the last decade's investments in the area were paying off. The ongoing effort grew out of a request from a retailer located in downtown Phoenix who wanted to include pedestrian numbers in a funding application to expand her business. Today, DTPHX uses its counts in a similar way: to attract tenants interested in capitalizing on foot traffic during daytime hours, like restaurants, to locate downtown. Commercial brokers, in particular, use DTPHX's pedestrian counts to market the downtown district to prospective tenants. According to David Noble, DTPHX's Economic Development Coordinator, "these numbers have surprised our commercial real-estate brokers and caused them to think about their spaces in different, more urban ways."

DTPHX sends out a staff member to count the number of people walking at various intersections through downtown Phoenix in 30-minute intervals between 11:30 AM and 1:30 PM on different weekdays. They use a people counter (or "clicker"). The counts are doubled to represent an hourly total. For the purposes of the counts, "pedestrian" is defined as any person who approaches the intersection on foot, in a stroller, or using an assistive device. Total pedestrian counts reflect an average of at least three counts per location.

DTPHX releases its findings in a straightforward, one-page document with a map and table that show the total count at each intersection. DTPHX publishes the count data with a blog post that makes the connection between areas of high pedestrian activity with its own work to create a vibrant district.

Since DTPHX began counting in 2012, as many as 1,600 people have walked across intersections in downtown Phoenix each hour. At the same time, DTPHX has made numerous investments to the streets, including installing or replacing street trees and shade structures, such as two air-cooled facilities at light rail stations. The City of Phoenix, working with DTPHX, also installed a demonstration Complete Streets project in the heart of downtown. Along one mile of First Street, the city added many walk-friendly elements: unique decorative pavement, planters, curb extensions, public art, crosswalks, bike racks, and a parklet. According to Noble, the pedestrian counts "tell the story of how the downtown area has become a vibrant, urban, pedestrian-friendly area."

Source: Smart Growth America. (2014). Evaluating Complete Streets Projects: A guide for practitioners. http://www.smartgrowthamerica.org/documents/evaluating-complete-streets-projects.pdf.

1 Wogan, J.B. (2016, August). "Why companies are moving back downtown." Governing Magazine. http://www.governing.com/topics/urban/gov-urban-downtown-economic-development.html

Smart Growth America's own study, *Core Values: Why American Companies are Moving Downtown*, of 500 businesses that relocated found that the average Walk Score of companies' previous locations was 52 while the average Walk Score of the companies' new locations is 88. Similarly, Transit Scores went from an average of 52 to 79 and Bike Scores went from an average of 66 to 78.[1]

Another group of untapped advocates are local realtors. Many realtors now advertise the WalkScore of properties for sale. And the 2015 National Community and Transportation Preference Survey found that millennials, those aged 18–34, "prefer walking as a mode of transportation by 12 percentage points over driving."

Spokespeople can also come from advocates for seniors, such as AARP, who recognize that Complete Streets projects can provide aging residents with safe access to resources, services, entertainment, and community connections. Complete Streets can be essential to a person's ability to stay active and age in place.

Likewise, unexpected allies with an intersect in fitness such as gyms and bike shops can help share the message that safe street design promotes exercise and physical health.

Engaging these types of leaders to speak out about their support for Complete Streets projects can help show others benefits to the projects that they may not have seen previously. Credible messengers from outside the community can also help make the case.

Rewarding Complete Streets champions: Providing Complete Streets spokespeople and champions with recognition for their efforts can help encourage more supporters of Complete Street to take a leadership role in implementing the approach. For example, for several years, advocacy group BikeWalkLee in Lee County, FL has named specific local governments and non-government organizations as "Complete Streets champions of the year." Offering this type of public recognition to city and county commissioners, municipality staff, or other organizations can help shift the narrative so that making decisions that support Complete Streets projects is seen as a way to provide constituents with what they want, not politically risky.

Measuring the performance of Complete Streets transportation projects is one the most crucial steps the Central Florida municipalities can take to build support for Complete Streets over time and ensure that projects are achieving the right outcomes.

1 Smart Growth America. (2015). Core Values: Why American companies are moving downtown. http://www.smartgrowthamerica.org/core-values

Not all metrics are complex or even quantitative. The essential function of a performance measure is to measure progress and establish best practices by considering strengths and weaknesses of past project level decisions.

An important aspect of performance measurement is choosing appropriate metrics based on goals and scale (project level or network level). It is also important to understand how the metrics work either for or against each other. For example, local decision-makers can measure access or public health. But in order to evaluate complex projects, the goals should be taken together – not access or public health, but and.

Smart Growth America's resource, Evaluating Complete Streets Projects offers dozens of examples of how other communities have utilized measurement tools to evaluate and build support for Complete Streets.[1]

Once measures are chosen, it is essential to communicate them to the impacted community and receive feedback. Data does not always tell the full story. For example: just because a Census Tract or specific corridor has not reported an uptick in vehicular incidents with pedestrians, it does not necessarily mean that the roadway has gotten safer. In fact, it could mean that no one walks in the area due to the lack of sidewalks and unsafe roadway conditions. With this feedback, a community can update the way it uses the data or consider other better ways to measure performance in an area.

ROLES

Performance measurement efforts in the Central Florida region will be most effective if the individual agencies coordinate their measures and use comparable data sources and methods to make accurate assessments.

MetroPlan: Setting a regional agenda and coordinating high-level cross-county jurisdictional goals. Collecting non-locale specific data including: a detailed household travel survey and region-wide economic benchmarks. Sharing ideas and goal-setting standards with the Counties and Municipalities.

Additionally, starting in 2017, MetroPlan (along with FDOT) will be responsible for tracking transportation performance measures mandated by Congress. Required measures will include one for bicyclist and pedestrian fatalities as well as overall safety, mobile source emissions, congestion, travel time reliability and other areas. MPOs and state DOTs may also add additional

1 Smart Growth America. (2015). Evaluating Complete Streets Projects: A guide for practitioners. http://www.smartgrowthamerica.org/documents/evaluating-complete-streets-projects.pdf

local priorities to their performance management systems.[1] So MetroPlan and its constituent communities should discuss potential Complete Streets measures, such as WalkScore[2], housing plus transportation cost (H+T)[3], physical activity, or destinations access measures that can be integrated to support their Complete Streets goals.[4]

Orange and Osceola Counties: Maintaining balance of development across interested municipalities, through standing meetings. Collecting county-level data.

Municipalities: Kissimmee, Orlando, Winter Park, Longwood, Maitland and Casselberry: communication with constituents, conducting local audits and involving those interested in the process to join and help lead it.

Advocates: Collecting data, particularly pedestrian and bicycle counts before and after projects. Publicizing the results of performance evaluations.

PILOTING TEMPORARY CHANGE

It can be challenging to jump straight to a systematic Complete Streets approach, especially if there are few examples in the region. Changes to the built environment are long-term, and can seem quite permanent. Additionally, partner agencies may be unwilling to give up their authority or make wholesale changes to their rules and policies in order to support the Complete Streets goal. To make this change less frightening and overwhelming to skeptical decision-makers and members of the public, a community can start with pilot projects or simply try out some changes on a temporary basis.

Every SunRail station is a chance to try something new. SunRail is new so people expect change nearby. Use that as a jumping off point, focus incentives and planning there, and measure everything you do to understand its impact on regional priorities.

Additionally, a community can pilot specific changes on a temporary basis. This could mean closing down a lane of traffic for special event buses during a football game to test its impact on traffic. It might mean using a parking lot for pop-up booths or farmers' markets to test its impact on parking availability as well as its relationship to sales at adjacent businesses. The ideas can

1 Background on the rulemaking and implications can be found here: http://t4america.org/maps-tools/performance-measures-report/. General background from Federal Highways on the rulemaking can be found here: http://www.fhwa.dot.gov/tpm/

2 https://www.walkscore.com

3 http://www.locationaffordability.info/lai.aspx

4 There are different ways to measure this and soon, SGA will have a guidebook available to the public. This is one high quality tool currently used in Virginia DOT: http://www.citilabs.com/software/sugar/sugar-access/

also be community generated: offering ownership over space is a highly effective method to ensure a successful project.

The Better Block Foundation helps communities redesign a few blocks for a weekend using special event permits.[1] They have built temporary medians, cycle tracks, café seating, pop-up restaurants and public spaces as part of this effort to allow locals to interact with the change and determine what works. These temporary efforts have changed business owners' minds about the need for parking in front of their shop after seeing the pedestrian activity and temporary café seating draw in more customers. Seeing sidewalks, bike lanes and traffic calming infrastructure in place demonstrates to the community how attractive the roadway can be and how its design impacts their mode choice. Temporary change can move skeptics to supporters.

In Memphis, stakeholders used a two-day festival in 2010 on a corridor facing significant economic disinvestment to show members of the community how Complete Streets improvements could help transform the area. In preparation for the festival, "A New Face for an Old Broad," volunteers restriped the street using house paint to shorten intersection crossings and add bike lanes protected by diagonal parking. They also brought temporary street furniture and landscaping and pop-up businesses to fill vacant storefronts and lots. The revamped look and feel of the corridor generated lots of press, and ultimately helped catalyzed the district's revitalization: three years after the event, the local business association reported 25 new businesses and $20 million in reinvestment attracted to the corridor.[2]

When a pilot project is successful, shout it from the rooftops. Share the story with the press, the business community, the public, developers and other stakeholders. When a new group of stakeholders becomes engaged, put them to work on your next project or the next pilot. Point out the barriers and enlist their help to remove them. While performance measures and statistics are useful and have their place, keep in mind that most people are more moved by stories and anecdotes. Share the story of these pilots with as many people as possible so that they have a concrete understanding of what you are trying to achieve elsewhere.

Central Florida has the roadways and development patterns it does due to rules that favor those patterns that flow from federal and state programs and systems. The good news is that Florida DOT is rewriting its rules to be more supportive of community context and Complete Streets, and FDOT will provide trainings on

1 http://betterblock.org/how-to-build-a-better-block/

2 AARP and Smart Growth America. (2014). Complete Streets in the Southeast: A toolkit. Page 40.`

these changes. Therefore, the region should take advantage of this leadership, quickly adopt those changes locally and engage as many members of city and county staff in the training as possible. Regional organizations like MetroPlan, the East Central Florida Regional Planning Council, and the Winter Park Health Foundation can help facilitate the availability of this training to ensure its early application.

The more the region's Complete Streets work focuses on outcomes, the easier local training will be to deliver. The goal is not to have buildings at the road or sidewalks or even Complete Streets. Those are merely the methods in which to accommodate pedestrians and bicyclists safely, create a regional destination where people want to spend their time and money, and allow seniors to stay active and age in place. To make the outcomes the point of the program, communities should measure them aggressively and publicly, make trends (both positive and negative) readily available to the public and the press, and identify problem areas and their causes.

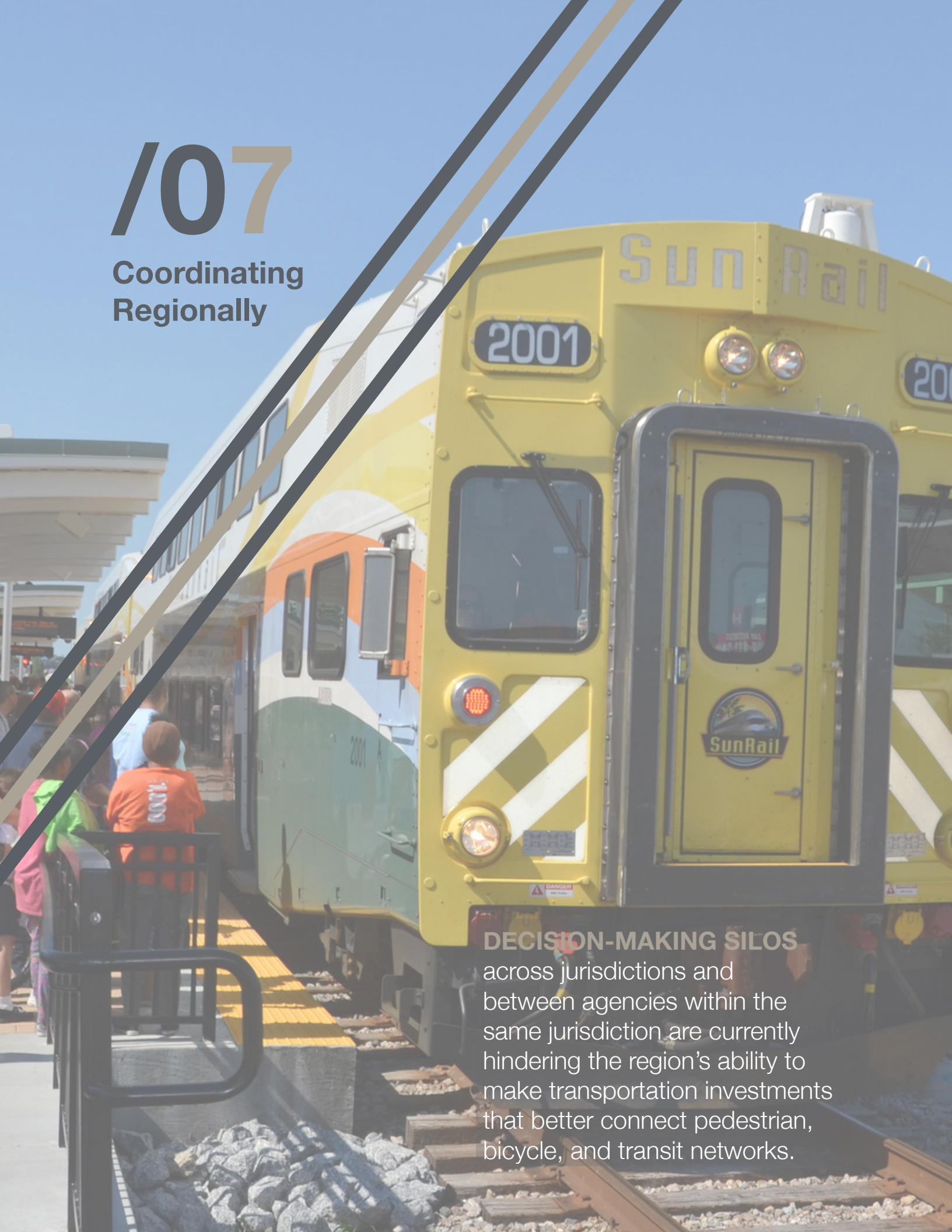
Once a community builds outcome measures into their program, training becomes easier. For example, a community that measures pedestrian fatalities and pedestrian mode share could use those measures to prioritize projects for funding and to determine whether design exemptions are serving the needs of the community. If applied this way, staff and elected leaders will not only come to use these measures regularly, they will more naturally understand the impact of various development and roadway designs on these outcomes. Any formal training that does occur will focus on making clear which rules and standards are producing the desired outcomes.

However, it can also be helpful to provide more structured ongoing training to staff and decision-makers. It is extremely challenging to step out of one's day-to-day duties and survey the results of your work if not forced to do so. Continuing education and training can provide that chance, especially if it focuses on analyzing past efforts and identifying successes and failures. Also, trainings can provide staff the opportunity to workshop a project or a problem across agencies and jurisdictions, and then find ways to institutionalize what works.

Again, regional organizations can be extremely helpful in funding training, bringing in outside experts, creating peer-to-peer learning opportunities and pulling together separate agencies and jurisdictions. These efforts are never complete, as there is always something new to learn.

/07

Coordinating Regionally



DECISION-MAKING SILOS across jurisdictions and between agencies within the same jurisdiction are currently hindering the region's ability to make transportation investments that better connect pedestrian, bicycle, and transit networks.

Previous Page: SunRail is a heavy rail passenger train that connects people with people and people with places. The train provides an option for people to get from origin to destination and can curate dense, mixed-use communities if coordinated with land use in a transit-oriented development pattern.

Photo by Flickr user walterpro, and found at: http://bit.ly/2hqDOQp

Participants listen to one another as they come together for a joint solution. The right solution is the one that solves the problem, not the one which is the loudest.

Photo by Rayla Bellis, Smart Growth America

For example, participants in the workshop series noted that:

- Proposed Complete Streets projects sometime get stalled because they receive support from a city but face opposition from the county, or vice versa.
- Other partners, like Lynx, often get included in early conversations as transportation projects are scoped, but may not be looped in during subsequent discussions during project development. By the time the project is built, the scope has often changed substantially.
- Because roads within each community can be owned by one of several agencies, it can be difficult to systematically improve multimodal access when the goals of those agencies are not or historically have not been aligned. For example, Casselberry is bisected by two state-owned principle arterials that need to serve through-traffic as well as local trips. They are not inviting to pedestrians and bicyclists and currently pose physical barriers between neighborhoods.

While roads in the region may be owned by FDOT, or one of the cities or counties, residents of Central Florida trying to travel safely to work, school, and other destinations are not concerned with who owns what. They expect it to function like a network. Many residents are commuting significant distances to and from work as a result of Florida's land development patterns, making it all the more important that the gaps in the region's multimodal transportation network be addressed in partnership across city and county lines. This section suggests strategies for using greater regional coordination to support Complete Streets in the short and longer term. A Complete Streets implementation effort coordinated at the regional level would also provide ongoing opportunities for the municipalities in the region to learn from each other's experiences, share successes, and even piggyback on each others training and staff onboarding activities to reduce costs.

A sidewalk connectivity gap in Osceola County.

Photo by Tamaya Huff, Osceola County (former)

Short term: work together to systematically address the most pressing gaps. In the short term, MetroPlan can coordinate a conversation between the municipalities and FDOT to identify and address high priority gaps in the region's pedestrian, bicycle, and transit networks. Defining "high priority" gaps could include:

Inventorying locations where roads currently lack sidewalks on one or both sides within each municipality near destinations and transit stops.

Identifying segments of roadways where protected bike lanes could be added strategically to fill gaps in the region's existing trail network, increasing the geographic reach of those trails for cyclists that aren't comfortable biking in traffic.

Focusing on providing better multimodal connections between SunRail stations and the adjacent neighborhoods.

The East Central Florida Regional Planning Council recently developed a "Route Condition Tool" that could support the process of identifying gaps to address within each municipality

and across jurisdictions. Initially developed for the purpose for scoring roads based on multimodal safety in order to rank Safe Routes to School projects, the tool has the ability to analyze more than thirty layers of data, including sidewalks, speed limits, school zones, crashes, bike lanes, transit, among others.

Longer term: Establish a coordinated Complete Streets vision for the region to guide transportation investments. In the longer term, MetroPlan could lead an initiative to develop a detailed Complete Streets plan and map for the region, including layers for the pedestrian, bicycle, transit, and auto networks. This would provide guidance to the municipalities on how to prioritize different users on specific corridors.

Other regions have used a similar process to identify and prioritize places where pedestrian, bicycle, and transit connections should be improved over the short, medium and long term. For example, as part of the development of the Los Angeles 2015 plan, Mobility Plan 2035, the Department of City Planning developed a layered network concept for the city. The plan includes a Mobility Atlas with layers showing complete networks for each travel mode (transit, vehicles, pedestrians, and bicyclists). Each street will still accommodate all modes safely, but specific modes will be prioritized on specific corridors.[1]

Ultimately, this will be most effective if the region also updates the current process used to advance projects on the Prioritized Projects List (PPL) for inclusion in the TIP so that it is tied to the Complete Streets plan. One way to do this would be to give multimodal projects or locations identified as a priority in the Complete Streets plan more weight as the counties rank their projects and as the Technical Advisory Committee ranks projects it receives from the counties.

The region could also develop process a to score and rank projects using specific criteria tied to regional performance goals, such as goals for access, economic development, and pedestrian and bicycle safety. A growing number of transportation agencies around the country are using scoring criteria to determine or help determine which projects to prioritize for funding. The Virginia Department of Transportation is a current leader in this area with its new Smart Scale project prioritization process and can provide a model for a performance-based project scoring approach.[2]

Next Page: Clear signage and accompanying infrastructure makes roads safe as children go to and from school.

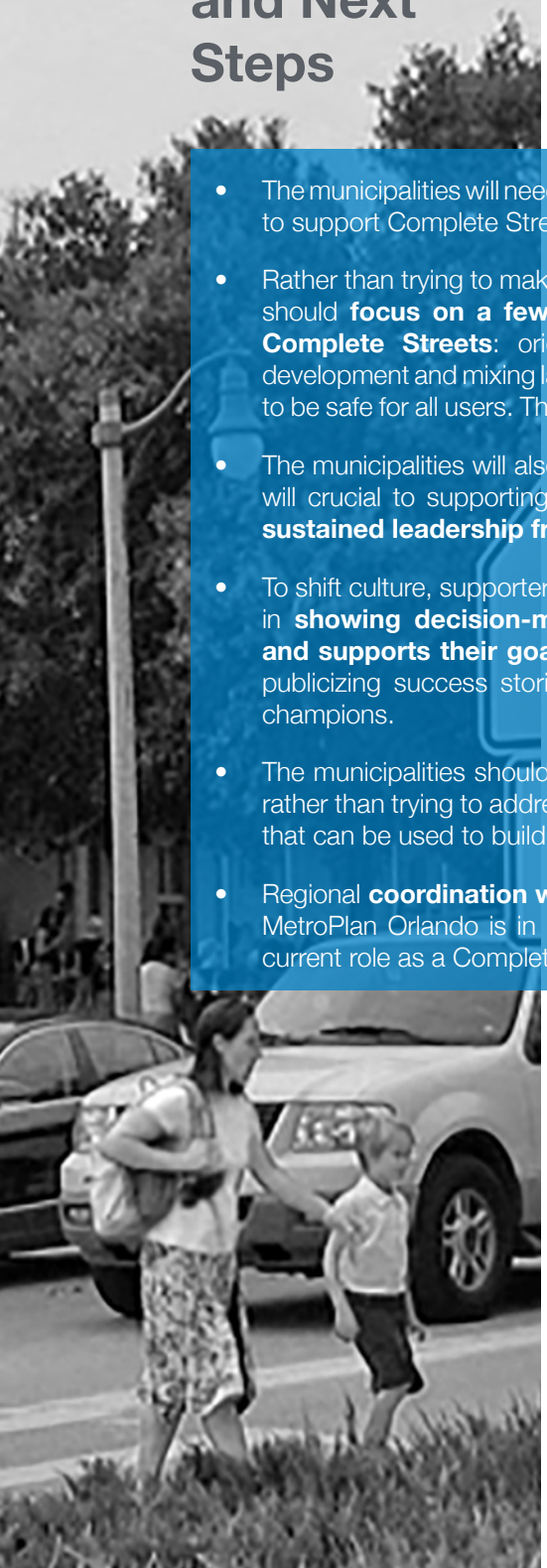
Photo by Flickr user Brett VA, and found at: http://bit.ly/2gy5cr9

1 For more information about LA's layered multimodal network plan, see: Los Angeles Department of City Planning. (Approved 2015, December 17). Mobility Plan 2030: An element of the General Plan. http://planning.lacity.org/documents/policy/mobilityplnmemo.pdf

2 For more information about VDOT's Smart Scale project scoring process, see: http://vasmartscale.org/projects/

08

Conclusion and Next Steps



LEADERS IN FLORIDA

are tired of seeing their communities on the top of the lists of dangerous places for people walking and biking. The Florida Department of Transportation has stepped up to take on a statewide effort to make Florida's streets safer for pedestrians and bicyclists, but it will not be able to make the necessary changes alone: local governments will need to be active partners. Making communities safe for people biking and walking is as much about land development patterns as it is about the roads themselves. It will require that FDOT and its local partners work together across jurisdictional boundaries, regardless of who owns which road.

Eight municipalities in Central Florida have come together to identify the barriers they face in making Complete Streets a reality in their communities, from current regulations and policies to decision-making culture and leadership challenges. Several key themes have emerged from these conversations:

- The municipalities will need to **update their rules and policies for both land use and transportation** to support Complete Streets. They will also need to **make these rules more enforceable.**
- Rather than trying to make the language in these local rules and regulations perfect, the municipalities should **focus on a few key design considerations that are most impactful in supporting Complete Streets**: orienting buildings to the street, reducing parking minimums, clustering development and mixing land uses, deemphasizing the role of Level of Service, and designing roadways to be safe for all users. The municipalities should make these considerations clear and non-negotiable.
- The municipalities will also need to educate decision-makers about why enforcing these design rules will crucial to supporting community objectives. Change will not be possible without **strong and sustained leadership from elected officials**.
- To shift culture, supporters of Complete Streets in the Central Florida region will need to be intentional in **showing decision-makers and other stakeholders how Complete Streets aligns with and supports their goals**. They can do this by using pilot projects to demonstrate the approach, publicizing success stories, showing the economic benefits of Complete Streets, and rewarding champions.
- The municipalities should **focus their resources to get everything right in a handful of places** rather than trying to address the full system at once. This will help create successful local case studies that can be used to build support.
- Regional **coordination will be crucial** to the success of Complete Streets efforts in Central Florida. MetroPlan Orlando is in a great position to lead these efforts and should continue and expand its current role as a Complete Streets leader.

If just some of the agencies in Central Florida take on these changes, it will not be enough. It has taken 80 years to create a dangerous environment for people walking and biking, and it will take time to change it. It will take leadership from all levels of government, as well as the private, non-profits, and philanthropic sectors.

While this is a daunting task, it is not an insurmountable one. Through sustained partnership, stakeholders in the region have the power to transform how land use and transportation decisions are made, improve safety, enhance access throughout the region, support public health, and create vital community centers where people want to live.