
MEMORANDUM

TO: BOARD OF COUNTY COMMISSIONERS
FROM: COMPLETE STREETS KEY-INTERDEPARTMENTAL PERFORMANCE TEAM
SUBJECT: COMPLETE STREETS IMPLEMENTATION 2011 REPORT
DATE: NOVEMBER 7, 2011
CC: LEE COUNTY DEPARTMENT DIRECTORS

Purpose: The purpose of this memorandum and its attachments is to provide you with the implementation status of the Complete Streets Program. The Program was established by Resolution in 2009 - making this the second year of implementation. The updated Summary and Action Plan and Status Report reflect the progress of implementation to-date and establish target dates for future deliverables. The Summary and Action Plan documents the implementation status since October 2010, when the inaugural annual report was presented. The Complete Streets Key-Interdepartmental Performance Team will continue to pursue action items identified by the Complete Streets Resolution.

Accomplishments: Details of accomplishments and deliverables for continued implementation are provided in the attached documents. These are the highlights:

Modified Planning and Budgeting Process – A new, sustainable approach to the planning and budgeting process; a process that requires interdepartmental collaboration, transparency, policy revisions, and prioritization of projects. The revised planning and budgeting process is currently being implemented for all road resurfacing and LCDOT Capital Improvement Projects (CIPs).

Evaluation Matrix – A method developed to encourage a collaborative and innovative decision-making process. As a result, 100% of Lee County roadway resurfacing projects have been reviewed and the following complete street components have been incorporated into the resurfacing projects this year: 8 miles of bike lanes, 2 “share the road” signs (6 pending), and 2.4 miles of sidewalk.

Evaluation and Appraisal Report (EAR) Adoption – The BOCC adopted, and the DCA found sufficient, the EAR. The New Horizon 2035 includes an emphasis on multi-modal and complete streets.

Design Exceptions Process (interim) – Utilizing the Evaluation Matrix, the Complete Streets Key-Interdepartmental Performance Team, Community Sustainability Advisory Committee, and Bicycle, and Pedestrian Advisory Committee evaluate and make

recommendations for all road resurfacing and CIP public roadway projects in Lee County. Compared to the 2010 Design Exception report, there are no new exceptions for CIPs. However, the interim design exceptions review process identified 10 exceptions from Lee Plan Map 3D-1: Bikeways/Walkways Facility Plan – Planned Facilities for arterial and collector resurfacing.

Complete Streets Website – Launched in May 2011, this website was created to provide transparency of the Complete Streets Program. It is utilized to explain the decision-making process for implementation and provides a summary of road maintenance projects. As the Complete Streets Program evolves, the website will be an essential tool for communicating with the public the progress and priorities of the Program.

Awards and Recognitions:

Florida Bicycle Association 2011 Elected Official Champion Award – Received by Lee County BOCC on March 24, 2011 for their continued focus on changing the interface between transportation and community planning to make Lee County more walkable, bikeable, and livable.

2011 Urban Land Institute (ULI) Sustainability Award for the Bicycle and Pedestrian Initiative – Received by Lee County BOCC and MPO for having made significant strides in improving bicycle and pedestrian conditions in Lee County.

National Complete Street Coalition – The Complete Streets Policy Analysis 2010 recognized the Lee County Complete Streets Resolution as one of the most progressive policies adopted by a county government. Lee County’s Resolution is one of fifteen top-rated policies.

Attachments: Summary and Action Plan 2011 Update; Complete Streets Implementation 2011 Status Report; and the Revised Planning and Budgeting Process.

Complete Streets Resolution
Lee County Resolution No. 09-11-13
Summary and Action Plan - 2011 Update

Vision: 1) All road projects should be designed to accommodate all users; 2) that bicycling, walking, and public transit accommodations is a routine part of the county planning, design, construction, maintenance, and operating activities, and will be included in the everyday operations of the transportation system in Lee County; and 3) that bicycle and pedestrian ways should be established in new construction and reconstruction of road and bridge projects. In developing these accommodations, the latest, best, and context-sensitive design standards will be used, while recognizing the need for flexibility in balancing user needs.

<u>Action Item</u>	<u>Action Required</u>	<u>Timeline/Deliverables</u>	<u>Status</u>	
			<u>October 2010</u>	<u>November 2011</u>
Modified Transportation Planning and Budgeting Process	<ul style="list-style-type: none"> Modify internal transportation planning and budgeting process 	<ul style="list-style-type: none"> Report outlining modified transportation planning and budgeting process. Draft report completed. BOCC input in November 2011. Adopt Lee Plan policies to incorporate the planning and budgeting process. Due December 2012. 	<ul style="list-style-type: none"> A Complete Streets Team has been created. This team will be reviewing the current transportation planning and budgeting process and will prepare the report with the modified process. 	<ul style="list-style-type: none"> Identified role of each Department for developing and implementing the Complete Streets Program. Drafted a revised planning and budgeting process to integrate Complete Streets into County operations. The process has been reviewed by the Sustainability Committee's Complete Streets Working Group and Budget Services. Upon completion and approval of the revised planning and budgeting process, applicable policies will be incorporated into the Lee Plan.
Exceptions Process	<ul style="list-style-type: none"> Develop thresholds and guidelines for design exceptions and variances from bicycle, pedestrian and public transit accommodations Identify decision-making authority Develop process for public access to exceptions information 	<ul style="list-style-type: none"> Status report to County Manager with proposed process and recent examples of exceptions and variances from Complete Street criteria. The paper will be reviewed by internal and external stakeholders, the Complete Streets Implementation Team, the Community Sustainability Advisory Committee, and the Bicycle and Pedestrian Advisory Committee. An exception report/list will be provided with the annual Complete Streets Report. Guidelines for exceptions from Complete Streets criteria will be developed based on the revised planning and budgeting process. Draft due July 2012. 	<ul style="list-style-type: none"> A draft white paper has been prepared and has been distributed for internal review. A draft will be distributed for review by internal and external stakeholders, the Complete Streets Implementation Team, the Community Sustainability Advisory Committee, and the Bicycle and Pedestrian Advisory Committee by mid-2011 in conjunction with the report with the modified transportation planning and budgeting process. 	<ul style="list-style-type: none"> Guidelines for exceptions from Complete Streets criteria will be developed based on the revised planning and budgeting process. An exceptions report/list is provided with the Annual Report. The Complete Streets website was launched in May 2011. The intention of the website is to provide transparency of the Complete Streets Program, including the decision-making process for exceptions. A Map-Based Complete Streets Evaluation Tool is being developed to facilitate project prioritization and document rationale/tradeoffs of recommendations for Complete Streets implementation. This information will be available for public access through the Complete Streets website.

Action Item	Action Required	Timeline/Deliverables	Status	
			October 2010	November 2011
Guidelines for Implementation	<ul style="list-style-type: none"> Determine scope of "Complete Streets Program" Develop guidelines utilizing vision provided in Complete Streets Resolution Incorporate complete street principles into the Lee Plan and Land Development Code 	<ul style="list-style-type: none"> Status report on incorporating Complete Street principles into Lee County regulations. Status will be provided through the semi-annual Implementation Status Reports. Lee Plan and land development code revisions through EAR. Incorporation of EAR recommendations into the Lee Plan due December 2012. LDC revisions will be drafted in two phases: Phase I (revisions that do not require Lee Plan amendments) due December 2011 and Phase II (require Lee Plan amendments through EAR update and possible administrative code) due December 2012. Future deliverables will include modifications to internal procedures to incorporate complete streets principles and development of performance measures. 	<ul style="list-style-type: none"> A draft white paper has been prepared and has been distributed for internal review. The recommended policies will be provided in the report outlining the modified transportation planning and budgeting process and will be reviewed by the Complete Streets Implementation Team, the Community Sustainability Advisory Committee, and the Bicycle and Pedestrian Advisory Committee. These policies will also be incorporated in the Lee Plan. The report is due by mid-2011. 	<ul style="list-style-type: none"> Status updates on incorporating Complete Streets principles into regulations will be provided through the semi-annual Implementation Status Reports. Lee Plan: The EAR was found sufficient by DCA on May 18, 2011. Complete streets were an integral component of the evaluation. Over the next 18 months, staff will be incorporating the recommendations of the EAR into the Lee Plan. LDC: Phase I of the LDC amendments have commenced. Draft will be available for committee review by December 2011. The draft revised planning and budgeting process includes modifications to internal procedures that incorporate complete streets principles and development of performance measures.
Functional Classification of Roads	<ul style="list-style-type: none"> Phase I - Update AC-11-1, Existing Functional Classification Phase II - Include cross-sections that look at the physical context, consistent with the upcoming EAR Identify where on-street parking is appropriate Update LeePlan Map 3B, Future Functional Classification Consider identifying roadway mode priority Coordinate existing and future functional classification with existing and planned area character 	<ul style="list-style-type: none"> Revised AC-11-1: Phase I of amendments will address functional classification and Phase II will address physical context. Both phases will be presented to the following advisory committees: the Complete Streets Implementation Team, the Community Sustainability Advisory Committee, and the Bicycle and Pedestrian Advisory Committee. Due December 2012 in conjunction with Lee Plan EAR amendments. LDC Chapter 32 - Compact Communities. Adopted by BOCC on June 8, 2010. Updated Lee Plan Map 3B (Future Functional Classification). Will be presented to the BOCC in 2011/12 Lee Plan amendment cycle. 	<ul style="list-style-type: none"> A draft revision of AC-11-1 (Phase I) was presented to the LDCAC in October. The LDCAC recommended revisions and requested a second review. It was also recommended that adoption of a revised AC-11-1 wait until the EAR is completed in mid-2011. Staff will review and revise AC-11-1as necessary and will proceed to present the draft to the identified advisory committees. An updated Map 3B (Future Functional Classification) will be presented in the 2011/12 Lee Plan amendment cycle. A draft Map will be developed in early-2011 based on the MPO Long Range Transportation and Bike-Ped Master Plan and will be presented for review by the following advisory committees: BPAC, LDCAC, CSAC (Sustainability), and LPA. 	<ul style="list-style-type: none"> Revisions to AC-11-1 (Phases I and II) will be considered concurrent with the Lee Plan Update. It is important that the revisions are consistent with proposed Lee Plan Policies (coordinate existing and future functional classification with existing and planned area character); therefore it is premature to consider revisions to AC-11-1 independently. Cross-sections will be incorporated into the Lee Plan, LDC and/or potential Complete Streets administrative code. Appropriate location for on-street parking is being considered through the Lee Plan update and LDC amendments. A Complete Streets Evaluation Matrix was developed and will be used to evaluate road maintenance and CIP priorities in Lee County. Update LeePlan Map 3B, Future Functional Classification: In May 2011 the MPO adopted a comprehensive countywide plan for bicycling and pedestrian facilities. Map 3B will be updated accordingly and will be considered as part of the 2011/2012 Lee Plan amendment cycle.
Community Planning	<ul style="list-style-type: none"> Evaluate grid-like street networks in urban core areas, reduced block lengths, to consider more intersections per square mile Determine how bicycling and/or pedestrian areas can be addressed in the Community Planning Program 	<ul style="list-style-type: none"> Integrate Complete Street principles into community plans during comprehensive plan amendment cycles. Amend AC 13-3 to require communities incorporate complete streets, human scale designs, and pedestrian and bicycle access into their community plans. A revision to AC 13-3 will be considered through the EAR. Due December 2012 in conjunction with Lee Plan EAR amendments. 	<ul style="list-style-type: none"> Community plans currently being reviewed or recently adopted have identified human scale, pedestrian and bicycle access, and "urban cores" as important to their future growth and development. As such, complete street principles have been incorporated into the Community Plan Policies and are regulated through their land development regulations. This is an on-going process that will continue as planning communities write their plans. 	<ul style="list-style-type: none"> The Lee Plan is being updated to include a "Communities Element". Community Plan policies are being reviewed and updated as part of Lee Plan EAR amendments for incorporation into the Communities Element.

Action Item	Action Required	Timeline/Deliverables	Status	
			October 2010	November 2011
Transit Planning	<ul style="list-style-type: none"> LeeTran analysis of bus stops to determine how many are and are not accessible to and from other modes which will require a field review of each stop in the system checking for connections to sidewalks, connections to multi-use paths, connections to travel lanes as well as ADA accessibility 	<ul style="list-style-type: none"> Status report of the field review and analysis. Due October 2011 and annually thereafter. Guidelines for new transit stop designs that facilitate complete streets. Define performance indicators and determine method for tracking. 	<ul style="list-style-type: none"> The field review has commenced. A minimum of 20% of the Lee County transit stops will be evaluated every year resulting in a complete assessment of accessibility in five years. 	<ul style="list-style-type: none"> To date, approximately 20% of Lee County transit stops have been reviewed for amenities and locations. Guidelines for new transit stop designs that facilitate Complete Street principles will be reviewed and updated with input by the Complete Streets Team.
Greenway and Trails	<ul style="list-style-type: none"> Coordinate updating the Lee Plan Trails & Greenways Master Plan and Policies with the Department of Parks and Recreation 	<ul style="list-style-type: none"> Update the Lee County Trails & Greenways Master Plan as part of the 2011/12 Lee Plan amendment cycle. 	<ul style="list-style-type: none"> Trails & Greenways Plan was update in July 2010. 	<ul style="list-style-type: none"> Completed. Revisions will be considered as necessary in conjunction with EAR and Bike/Ped Master Plan.
Department of Health	<ul style="list-style-type: none"> Coordinate with DOH to identify recommendations and indicators related to health components of Complete Streets Explore opportunities to establish bike and pedestrian crash data to identify trends and opportunities for improvements Monitor the development of a pedestrian safety action plan for Lee County following the FHWA best practices 	<ul style="list-style-type: none"> Identify, measure and report on indicators of human health that would be affected by the Complete Streets Program including outlining existing conditions, gaps and potential wins. Draft due October 2011. Complete walking audits and report findings. Due August 2012. 	<ul style="list-style-type: none"> Currently working with the Department of Health to implement the Fit-Friendly program in Lee County. This program will incorporate complete streets concepts as a means to improve health and reduce obesity. 	<ul style="list-style-type: none"> Continue working with DOH to implement the Fit-Friendly program in SWFL. Incorporate crash data into the web-based complete streets evaluation tool.

<u>Action Item</u>	<u>Action Required</u>	<u>Timeline/Deliverables</u>	<u>Status</u>	
			<u>October 2010</u>	<u>November 2011</u>
Implementation Status of Complete Streets Program	<ul style="list-style-type: none"> Identify disconnections in transportation routes, barriers to connect the transportation routes, and remedies to overcome the identified barriers Coordinate the update of LeePlan Map 3D (Unincorporated Lee County Bikeways/Walkways Facilities Plan) with the MPO Bike-Ped Master Plan Update and the Lee Plan Trails & Greenways Master Plan and Policies All appropriate departments will establish performance indicators that measure progress in meeting the goals of complete streets. Implementation status will be reviewed by the Complete Streets Implementation Team, the Community Sustainability Advisory Committee, and the Bicycle and Pedestrian Advisory Committee. 	<ul style="list-style-type: none"> Report to BOCC on implementation status of Complete Streets program identifying disconnections in transportation routes, barriers to connect the transportation routes, and remedies to overcome the barriers. Due to County Manager: an annual draft update (mid-year report) in August; and an annual status report in December. Update the Lee Plan Map 3D(Unincorporated Lee County Bikeways/Walkways Facilities Plan) as part of the 2011/12 Lee Plan amendment cycle. Establish goals and performance measures in 2011 for measuring impact of Complete Streets Program and report the results annually beginning in program year 2012. 	<ul style="list-style-type: none"> A memo has been prepared for the BOCC with an update on the implementation status of the Complete Streets Program which includes a list of disconnection in transportation routes. Lee Plan Map 3D(Unincorporated Lee County Bikeways/Walkways Facilities Plan) was amended in mid-2010. The MPO countywide bike/ped master plan will be completed in December 2010 and may necessitate additional amendments to Lee Plan Map 3D in 2011. 	<ul style="list-style-type: none"> This revised Summary and Action Plan and an Implementation Status Report have been prepared for the BOCC to report on the implementation status of Complete Streets program. A revised planning and budgeting process has been prepared for integrating Complete Streets principles into County operations.

Complete Streets Implementation 2011 Status Report

A Complete Streets Implementation Status Report, per Resolution 09-11-13, was submitted to the Board of County Commissioners on November 1, 2010. The 2010 Report included an Implementation Summary and Action Plan that: provided the implementation status of the Complete Streets Program; identified several action steps for incorporating Complete Streets principles into regulations; and identified certain deliverables due in 2011. The Complete Streets Interdepartmental Performance Team, with assistance from the Community Sustainability Advisory Committee Complete Streets Working Group, is working diligently to implement components identified in the 2010 Summary and Action Plan. The Summary and Action Plan is updated annually to reflect the status of the Complete Streets Program. This 2011 Status Report supplements the updated Plan and provides a summary of the implementation status to date.

Modified Planning and Budgeting Process

The Complete Streets Action Plan identifies a revised planning and budgeting process as essential to integrating Complete Streets into County operations. This new approach requires interdepartmental collaboration, transparency, policy revisions, and prioritization of projects. The revised planning and budgeting process is attached to this report.

The goal of the revised planning and budgeting process is to develop a more sustainable approach to the way ALL County projects are planned and budgeted.

The following are the most significant changes of the revised planning and budgeting process:

A transparent, public process that takes stakeholder input into account from the beginning to the end of the process. Traditional transportation planning does not always take into account the needs of all users or provides an analysis of all available options to incorporate Complete Streets principles into street design and construction. *This revised planning and budgeting process provides the framework to change this approach by considering the needs of all users and all available options for incorporation of complete*

streets for all street resurfacing, design and construction projects. In conjunction with the Complete Streets Evaluation Matrix and Map-Based Complete Streets Evaluation Tool, the revised planning and budgeting process: requires review and evaluation by the Complete Streets Interdepartmental Performance Team and the Community Sustainability Advisory Committee Working Group; includes and incorporates opportunities for stakeholder input; promotes transparency; and documents the County's accountability to the Complete Streets program from the beginning to the end of each project.

A clear decision-making process for staff, consultants, and stakeholders that promotes collaboration and a holistic approach at all stages of the process. The interdepartmental nature of the Complete Streets Team is essential for developing a transparent Complete Streets program that is consistent and collaborative across departments. The result is a more holistic approach to decisions that were previously the focus of just one department. The Complete Streets Evaluation Matrix, in combination with the Map-Based Complete Streets Evaluation Tool, creates consistency and transparency in the planning and decision-making process.

Prioritize projects and document the rationale/tradeoffs of recommendations using the map-based Complete Streets Evaluation Tool. The Map-Based Complete Streets Evaluation Tool provides a consistent and transparent process for prioritizing projects and documenting the rationale/tradeoffs of recommendations made by the Complete Streets Interdepartmental Performance Team and Community Sustainability Advisory Committee for the planning and budgeting of all projects. This tool allows real-time project data entry and includes prompts to ensure the existing and future conditions, tradeoffs, and goals and objectives of the surrounding community and Complete Streets program are fully considered.

Creatively address community issues and improve the use of limited resources through a collaborative planning process that allows for the flexibility needed to work across departments to meet the County's goals. Interdepartmental collaboration is a priority and necessity for developing a sustainable approach to the way all projects are planned and budgeted. Departments will no longer review and prioritize projects independent of each other; instead, a holistic review of all projects will be required to better utilize County resources and meet the County's goals of livability, strong connections, community character, and sustainability.

Ultimately, road resurfacing and CIPs will no longer be reviewed independent of each other and a corridor planning process will evolve.

The revised planning and budgeting process is currently being implemented for all road resurfacing and Lee County Department of Transportation Capital Improvement Projects (CIPs). Ultimately, road resurfacing and CIPs will no longer be reviewed independent of each other and a corridor planning process will evolve. This is important as the County moves forward in implementing more cost effective and efficient planning policies and construction methods. A recent example is the Plantation Road improvements. There are two separate projects – one for a roundabout, and a second for resurfacing. With the revised planning and

budgeting process, these two projects would be considered as a single corridor plan and integrated into one project. The corridor planning approach will be utilized in the Alico Road widening project.

Complete Streets Evaluation Matrix

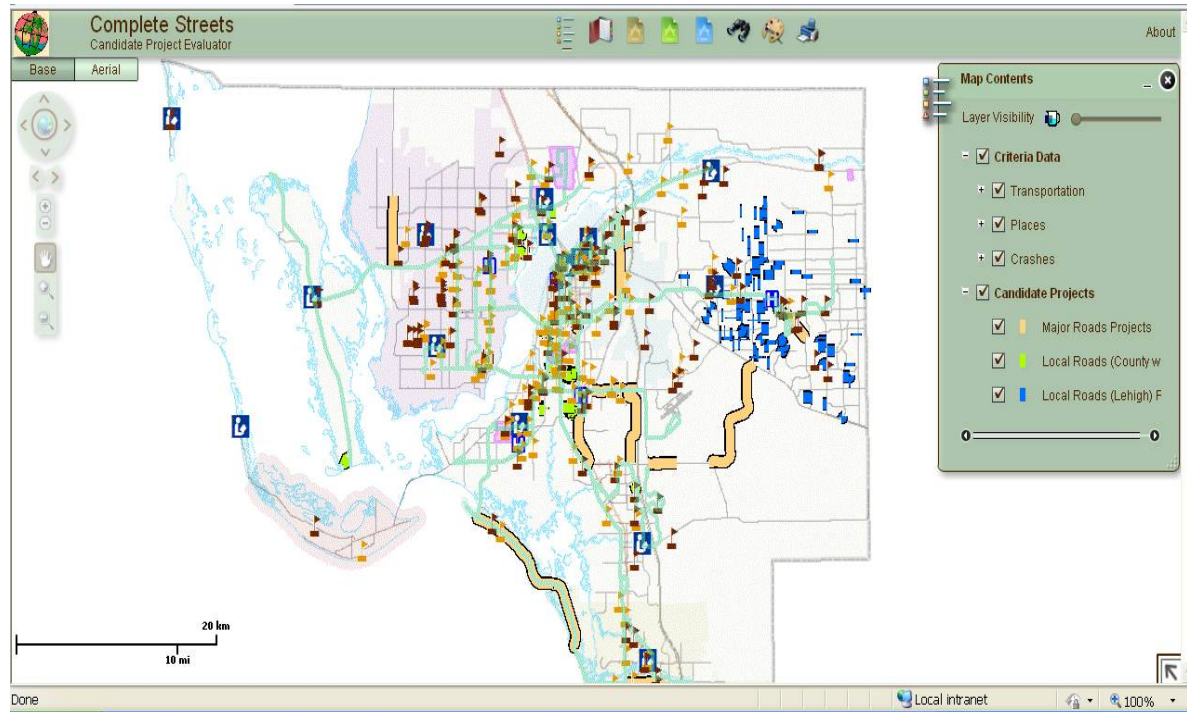
The Complete Streets Evaluation Matrix was developed to create consistency and transparency and require interdepartmental review in the planning and decision-making process for road maintenance and CIP priorities in Lee County. The Matrix is based on information from the U.S. Department of Transportation and other communities that have successfully implemented Complete Streets initiatives. The Matrix is collectively used by the Complete Streets Interdepartmental Performance Team, the Community Sustainability Advisory Committee, Bicycle and Pedestrian Advisory Committee, and the Roadway Landscape Advisory Committee to address the feasibility of implementing Complete Streets in the resurfacing projects and to make recommendations to the Board of County Commissioners. It is divided into two sections: the first describes the existing conditions; and the second provides the options that should be considered to implement Complete Streets policy, such as installation of “share the road signs”, paved shoulders, bike lane markings and cross-walk designations. To date, the Matrix has been used to evaluate the FY2009/10 and 2010/11 Arterials and Collectors, 2010/11 Countywide local streets, and 2010/11 Lehigh Acres local street contracts for resurfacing projects and the current draft FY2012/16 CIP project list. A summary of the projects reviewed, recommendations made to date, and project status can be found on the Complete Streets Website.



Complete Streets Map-Based Evaluation Tool

The Map-Based Evaluation Tool incorporates information from the Matrix into an interactive program that promotes consideration of context (land use, transit propensity, population centers, traffic generators, neighborhoods, evacuation routes, and existing facilities) in corridor planning.

The county will use existing GIS data to promote the ability to truly consider context in the decision-making process and drive design. This tool will allow for real-time project data entry, promote transparency and save time. It will be available on the Lee County Complete Streets website for the public to view at anytime. Staff will provide opportunities for the public to attend workshops to promote broad based use of the tool.



Evaluation and Appraisal Report (EAR)

The Complete Streets Action Plan identifies incorporating the following into the EAR: a modified planning and budgeting process for complete streets; complete streets principles; and policy recommendations for implementing and prioritizing the complete streets program including a change to funding priority.

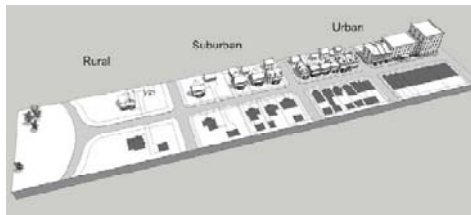
The EAR, found sufficient by DCA on May 10, 2011, provides recommendations for amendments to the Lee Plan that will define how the county will address the four critical community issues – livability, strong connections, community character, and sustainability – in order to reinforce the following key aspects of the vision framework:

Complete Streets principles are an integral component of the evaluation and are an essential component of the vision framework for Lee County.

- **Encourage Complete Streets and Context-Sensitive Roadway Design**

Establish specific form and transportation standards, including new standards for complete streets and context-sensitive roadway design that reflects the variations in the character of development in urban, suburban, and rural areas and appropriate multi-modal travel patterns in each area.

- **Delineate and Define Urban/Suburban/Rural Areas**



Establish a new Form and Character Element that addresses desired distinctions between urban, suburban, and rural areas at a county-wide scale in terms of their overall development pattern, mix of uses, mix of housing types, types of parks and public spaces, transportation network, and infrastructure needs. Consider developing new land use tools to better delineate between urban, suburban, rural areas, such as an urban growth boundary and/or urban service area that identifies areas that are appropriate for urban and suburban uses, and establish standards to limit expansion of development outside of these designated areas.

- Encourage Compact Development Patterns

Promote more compact patterns of development that supports efficient and cost-effective infrastructure and service delivery. Re-evaluate densities within the urban and suburban land use categories to ensure that they are supportive of desired compact patterns.

- Promote Mixed-Use Centers

Support the development of special places within Lee County; places that are uniquely identifiable with a complementary mix of uses that promote livability, walkability, and a variety of housing choices. Consider increasing densities and including provisions for minimum densities in areas designated as mixed-use and transit-supportive development in designated activity centers.

- Land Use Transportation Coordination

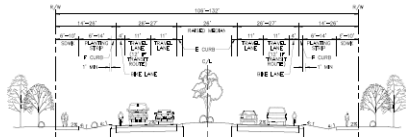
Strengthen and improve coordination between land development and transportation planning, including transit planning, in the development review process as well as in capital funding decisions. The EAR recommends that the Transportation Element be restructured to address principles and standards for complete streets, context-sensitive design and form of roadways and multi-modal facilities. The use of transportation data (such as traffic counts), existing planning tools (such as level of services standards), and regulatory systems (such as design standards and concurrency) will be evaluated to address the differing balance of travel modes within areas of the County, as well as potential conflicts between roadway policies and the movement of pedestrians, bicyclists and transit users. Stronger policy linkages will be recommended between the Transportation, Land Use, Character and Form, Parks and Recreation, Conservation, and Capital Improvements Elements.



This illustrative site plan for a mixed-use community shows a quarter-mile radius which represents the five-minute walk that many people prefer to driving the same distance.

The EAR evaluates how well current goals, objectives and policies promote and provide for strong connections through the integration of land uses, an interconnected transportation system, and accessibility of parks, public spaces, and public resources. **The next step:** To identify and incorporate new policies into the Lee Plan that promote strong connections – through land use and transportation – as a fundamental component of future growth in Lee County. Staff is incorporating the EAR-based policy recommendations and anticipates adoption in December 2012.

Land Development Code (LDC)



The Complete Streets Action Plan also identifies incorporating Complete Streets principles into the LDC. Staff is drafting amendments to the LDC to address street design standards that incorporate complete streets principles to future public and private developments. Concurrent with the proposed LDC revisions, staff will consider drafting an administrative code to support implementation of complete street design standards.

The following amendments, specific to complete streets, were adopted by BOCC in August 2011:

- *Street design and construction standards (10-296) – allows administrative review for an alternate pavement and base design.* This amendment allows greater flexibility in pavement materials and eliminates the need for a deviation. This supports the use of different surface treatment types and provides more options for allocation of horizontal space for bicycle, pedestrian and transit facilities along the roadway and at intersections. An example is the use of different pavement surfaces for intersection crosswalks, bicycle lanes and/or transit stops.
- *Greenways Multi-Purpose Recreational Trails Master Plan - Replacing the 10-296 reference with the current proposed LDC change in 10-256 to add a reference to the Greenways Multi-purpose Recreational Trails Master Plan.* This amendment gives trails and greenways facilities identified on Lee Plan Map 22 the same regulatory status as bicycle and pedestrian facilities along roadways identified in Lee Plan Map 3D. A proposed development will be required to connect when adjacent to or crossing a trail or greenway. This will typically require a wider facility when the development has frontage along an identified trail or greenway.

Performance Measures

The Complete Streets Interdepartmental Performance Team will evaluate potential performance measures such as:

Goal	Performance Measure
Incorporate interdepartmental review in the planning process for road maintenance and CIP priorities.	<ul style="list-style-type: none"> ▪ Percentage of roadway resurfacing and CIP projects reviewed by Complete Streets Interdepartmental Performance Team.
Reduce crashes and severity of crashes.	<ul style="list-style-type: none"> ▪ Number of identified and implemented countermeasures from a Pedestrian Safety Action Plan or similar evaluation. ▪ Miles of roadway with reduced motor vehicle operating speeds or reduced posted speed limits based on staff evaluations and participation in programs such as the Community Traffic Safety Team, Stay Alive: Just Drive, and the Injury Prevention Coalition.
Improve mobility and accessibility of all individuals.	<ul style="list-style-type: none"> ▪ Develop an ADA Transition Plan and implement Public Right-of-Way Accessibility Guidelines as part of improvements, alterations, and facilities installed.
Encourage mode shift to non-motorized transportation and transit.	<ul style="list-style-type: none"> ▪ Compare mode usage identified in U.S. Census and American Community Survey, and where available, local surveys and data collection. ▪ Compare system-wide motor vehicle miles traveled relative to Lee Tran ridership, and bicycle and pedestrian volumes where available.
Reduce air and water pollution and reduce noise impacts.	<ul style="list-style-type: none"> ▪ Compare system vehicle-miles traveled.
Increase transportation connectivity.	<ul style="list-style-type: none"> ▪ Compare ratio of nodes to links, the number of intersections per square mile, and mileage of bicycle and pedestrian facilities within the Lee Tran service area.
Maximize the efficient use of existing facilities.	<ul style="list-style-type: none"> ▪ Compare system miles traveled by people using all modes.
Safely integrate intermodal connections across the network.	<ul style="list-style-type: none"> ▪ Compare network bicycle and pedestrian crash data.
Promote safe and convenient access and travel for all users and people of all abilities.	<ul style="list-style-type: none"> ▪ Compare system motor vehicle, bicycle and pedestrian crash data.

Design Exceptions

As the basis for a Design Exceptions process, the Complete Streets Interdepartmental Team, Community Sustainability Advisory Committee and Bicycle, and Pedestrian Advisory Committee have evaluated and made recommendations for road maintenance and CIP public roadway projects in Lee County. A summary of the projects reviewed, recommendations made to date, and project status can be found on the Complete Streets Website.

Compared to the 2010 Design Exception report, there are no new exceptions for CIPs. The interim design exceptions review process has identified the following exceptions from Lee Plan Map 3D-1: Bikeways/Walkways Facility Plan – Planned Facilities for arterial and collector resurfacing projects:

- *Littleton Road (US 41 to NE 24th Avenue)* – Crosswalks instead of paved shoulders.
- *Neal Road (Orange River Boulevard to Pangola Drive)* – No improvements instead of paved shoulders.
- *Orange River Boulevard (Ellis Road to Higginbotham Road)* – On-road bicycle facilities with bicycle sharing roadway signs instead of paved shoulders.
- *Staley Road (Orange River Boulevard to Luckett Road Extension)* – No improvements.
- *Palomino Lane (Daniels Parkway to Penzance Boulevard)* – On-road bicycle facilities with bicycle sharing roadway signs instead of paved shoulders.
- *Island Park Road (U.S. 41 to Park Road)* – Crosswalks instead of paved shoulders.
- *Sentinela Boulevard (Bell Boulevard to McArthur Boulevard)* – No improvements.
- *Sunniland Boulevard (Park Road to 17th St W)* – On-road bicycle facilities with bicycle sharing roadway signs instead of paved shoulders.
- *Homestead Road (Milwaukee Boulevard to Jaguar Boulevard)* – No improvements instead of paved shoulders.
- *Bell Boulevard (Jaguar Boulevard to Bently Street E)* - No improvements.



Littleton Road: Crosswalk added mid-block



Palomino Lane: "Share the Road" sign

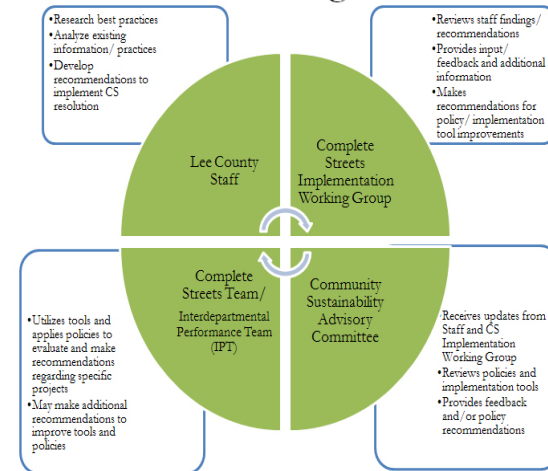
Community Plans

Complete street principles are being incorporated into Community Plan policies as new Community Plans are reviewed and adopted. In addition, current community planning programs and the outcomes of these initiatives will be formalized into the Lee Plan. The EAR will identify a prioritization method that includes community input and projects in the interdepartmental planning and budgeting process.

Complete Streets Website

The Complete Streets website, accessed through Lee County's Office of Sustainability, Parks and Recreation, Department of Community Development, LeeTran, County Lands, Utilities, and Human Services websites, was launched in May 2011. **This website was created to provide transparency of the Complete Streets Program.** Currently, the website is utilized to explain the decision-making process for implementation and provides a summary of road maintenance projects reviewed and recommendations made to date by the Complete Streets Team and the Community Sustainability Advisory Committee's Complete Streets Working Group. As the Complete Streets Program evolves, the website will be an essential tool for communicating with the public the progress and priorities of the Program. Ultimately, the website will provide the public with: resources related to Complete Streets; updates on Complete Streets implementation; and staff recommendations relating to planning and budgeting of the Complete Streets Program.

Complete Streets Implementation Decision-making Process*



*Recommendations that come out of this process are considered by the Board of County Commissioners in making decisions related to Complete Streets projects.

The Complete Streets website helps explain the decision-making process for implementation of the Complete Streets program.

Transit Facilities Inventory

The Transit Facilities Inventory is an ongoing process that reviews the amenities and locations (proximity to other stop locations) of bus stops. The Inventory is the result of daily input from LeeTran staff, comments provided by the public or other entities, or respective of on-going projects that involve bus stops. **Currently, approximately 1/5 of bus stop locations have been reviewed.**

Greenways and Trail Master Plan and Map Update.

The Lee County Trails and Greenways Master Plan was updated in July 2010. Additional revisions are being considered in conjunction with the EAR, Bike/Ped Master Plan, and public input.

Fit-Friendly SWFL

The purpose of Fit-Friendly SWFL is to create and sustain a community culture of healthier life styles and a mission to reduce the risk factors associated with chronic disease. Members of the Complete Streets Team are members of the Fit-Friendly Executive Committee and Coalition. As such, team members actively participated in the development of the Fit-Friendly SWFL strategic plan. The coalition has identified Complete Streets Implementation as one of the proposed strategies for implementation of identified goals. The goals support: achieving a health and wellness mindset; increasing the physical activity of the citizens of SWFL; and influencing policy and environment changes in support of healthier life-styles.

Complete Streets Team: A Lee County Key-Interdepartmental Performance Team

In order for the Complete Streets Program to be effective, its implementation must have a comprehensive approach involving many departments. The Complete Streets Team is comprised of staff from the Department of Transportation, Department of Community Development, Department of Parks and Recreation, Office of Sustainability, Department of Human Services, LeeTran, Utilities, and County Lands. To ensure the County's approach is holistic in nature, it is necessary to identify each Department's role in developing and implementing the Complete Streets Program. This year, the role of each Lee County Department that comprises the Complete Streets Team was defined as follows:

Office of Sustainability ensures Lee County’s Complete Streets initiative aligns principles of Complete Streets with the County’s goals to become a healthy, livable, and sustainable community. Reporting directly to the County Manager, the Office of Sustainability works collaboratively across departments to realize this vision for the community, and to promote an effective implementation process that ensures the principles of Complete Streets become a key component of the organizational and community culture.

Furthermore, the Office of Sustainability will support the Department of Transportation in their leadership of the Complete Streets initiative and facilitate the components of the decision-making process that require collaboration with the Community Sustainability Advisory Committee. The Office of Sustainability will also maintain the Complete Streets website in an effort to promote transparency throughout the Complete Streets implementation process.

Lee County Department of Transportation (LCDOT) is the agency charged with design, construction and maintenance of the county roadway system. For LCDOT, implementation of complete streets will mean changes in processes, goals, and outcomes. The changes in processes will include technical standards, data collection, and analysis methods and approaches. Changes in goals will require initial and subsequent policy decisions to guide staff in the desired direction. Changes in outcomes will require education and training to achieve the desired staff and user behavior. The following areas of improvement or change are identified in nationally recognized publications and by other government agencies: transportation planning, safety, transit access, bicycle access, pedestrian access, interaction in land use planning, functional classification of roads, education, encouragement, enforcement, project prioritization, funding mechanisms and approaches, maintenance of traffic, and roadway landscaping. These are all areas of potential change or improvement in order to implement Complete Streets.

Roadway projects will be designed to provide safe and convenient access to all users to the maximum extent possible.

LeeTran is a critical component of a multi-modal transportation system. LeeTran plans, designs and operates the transit system with the intent of partnering with the Complete Streets concept by linking pedestrians and cyclists to the transit system. By recognizing



LeeTran has bike racks mounted on the front of every bus and trolley.

the importance of having a connected transportation system, LeeTran is working to improve accessibility and infrastructure (bike racks) at the transit stops. LeeTran provides significant analysis based on actual ridership data as it relates to the context and demand for complete streets projects. LeeTran is available to provide input through development order reviews and to work with all governmental jurisdictions within and surrounding Lee County to help determine the needs of transit patrons and their ability to interact in a complete streets facility. Complete streets will be further integrated into the next update of the Transit Development Plan. LeeTran is also performing an inventory of the existing transit facilities as specified in the Summary and Action Plan.

Department of Community Development (DCD) is the primary department for planning, coordinating and implementing regulatory changes for development. DCD is responsible for incorporating policies into the Lee Plan that integrate land use planning and transportation – as identified in Lee County’s EAR. As part of the Lee Plan update, new policy directions will be included to ensure that desired attributes of the county’s communities are maintained in the future. Concurrent with the Lee Plan EAR updates, incorporating complete streets principles into the Lee County LDC is a priority for implementing the Complete Streets program. The LDC will be amended to incorporate complete streets principles into street design standards. DCD staff, in collaboration with all applicable Lee County departments, will evaluate the Lee Plan, the LDC, and applicable administrative codes for compatibility and consistency with the Complete Streets Program.

Lee County Parks & Recreation ensures the Complete Streets Initiative aligns with the Greenways and Trails Master Plan. This collaboration creates opportunities to prioritize complete streets projects and ensures that viable opportunities to create connectivity are not overlooked. Parks & Recreation is the lead agency for implementation of regional, community and linear parks. The Multi-Use Recreational Greenways & Trails identified in Map 22 of the Lee Plan will be updated in coordination with the update of the Bikeways/Walkways Facilities Plan and Lee County Metropolitan Planning Organization Bicycle and Pedestrian Master Plan.

Department of Human Services relates to Complete Streets concepts in two ways. First, the Department offers direct financial assistance, which can temporarily eliminate residents' transit and transportation crises. Second, the Department funds capital projects, which may incorporate design standards of Complete Streets.

Department of Human Services works with local neighborhoods to improve social services and provide capital improvements. Funded projects include bus shelters, sidewalks, and traffic calming devices, which improve transit and safety in selected neighborhoods. These improvements are made possible through federal grants received by the Department annually. As funding allows, Complete Streets concepts can be applied as projects are identified, designed, and completed in neighborhoods.

The Department of Human Services Family Self Sufficiency Program coordinates a number of federal, state and local resources to assist individuals and families in need in Lee County. The program primarily serves low-to-moderate income households and its goal is to assist households to become or remain self-sufficient. Part of the assistance offered to households can include bus passes or funds for vehicle repair. The use of these resources is limited in nature and distributed by case managers on a discretionary basis.

Department of County Lands works to obtain right-of-way, where needed, and to identify ownership of identified public spaces in street right-of-ways, creating opportunities to fully realize Complete Streets projects. Implementing the Lee County Complete Streets initiative requires the ability to create aesthetically pleasing, comfortable, and safe corridors that encourage people to get out of their cars.

Lee County Utilities coordinates utility location, construction, and on-going maintenance issues with transportation, transit, parks and private and public development projects. The Complete Streets initiative along with the County's larger sustainability goals requires consideration of utilities location and maintenance to promote access to services and efficient use of resources by considering this critical County infrastructure during project planning and development.

COMPLETE STREETS IMPLEMENTATION REVISED PLANNING AND BUDGETING PROCESS

The goal of Lee County's Complete Streets resolution is to instill a culture that supports sustainable multi-modal transportation; where each mode of transportation is equally important and the demand for single-occupancy vehicles is reduced by offering safe, convenient transportation alternatives. Furthermore, the Complete Streets initiative offers an opportunity to create a sustainable process that promotes the most efficient use of our resources and reduces the negative impacts of our automobile-focused transportation pattern. This cultural and procedural shift is already underway in Lee County.

As identified in Item 1 of the Complete Streets Implementation Action Plan, a revised planning and budgeting process is the first step toward integrating Complete Streets into county operations. The County's approach requires interdepartmental collaboration, transparency, policy revisions, and prioritization of projects. The following represents an outline of a revised planning and budgeting process that promotes a multi-modal transportation system that will become the foundation for the remaining actions items.

INTEGRATION OF COMPLETE STREETS

In order to implement the revised process effectively, the Lee Plan, Land Development Code, and administrative codes must be revised to fully integrate Complete Streets. The county is in the process of amending the Lee Plan in accordance with the adopted New Horizon 2035 Evaluation and Appraisal Report, which identifies Complete Streets as a key issue in addressing the community's goals of livability, strong connections, community character, and sustainability. Revising the planning and budgeting process and amending the existing policies requires a fluid and flexible approach. The process outlined herein will assist in driving the amendments to these governing documents to address Complete Streets. Simultaneously, the process will likely evolve as it is implemented and as the governing documents are amended.

MAJOR PROCESS REVISIONS HIGHLIGHTED

The goals of the proposed revisions to the existing planning and budgeting process are to implement Lee County's Complete Streets initiative while also developing a more sustainable approach to the way Lee County plans and budgets for projects. The county recognizes other communities that are successfully implementing similar initiatives and used some of their best practices to guide this process, including the six-step process for applying Charlotte, North Carolina's *Urban Street Design Guidelines*.

The following is a list of the most significant changes proposed in Lee County's revised planning and budgeting process. The revised process will:

- 1) Ensure a transparent, public process that takes stakeholder input into account from the beginning to the end of the process;¹
- 2) Delineate a clear decision-making process for staff, consultants, and stakeholders that promotes collaboration and a holistic approach at all stages of the process;²
- 3) Prioritize projects and document the rationale/tradeoffs of recommendations using the map-based Complete Streets Evaluation Tool³; and
- 4) Creatively address community issues and improve the use of limited resources through a collaborative planning process that allows for the flexibility needed to work across departments to meet the county's goals.

The planning and budgeting process currently begins in January and ends in September. The revisions will require some reworking of the schedule to allow for the additional collaboration and public oversight. Specifically, the time between Steps 1 and 2, as well as the addition of the advisory committee oversight, or Step 6, may require an additional two to three months of planning in the process. A flow chart and description of the proposed process is below.

¹ Based on Charlotte, NC, Urban Street Design Guidelines adopted 10/22/2007. Retrieved at <http://www.charmeck.org/city/charlotte/Transportation/PlansProjects/Documents/RevUSDGChapter3KHO24.pdf> on May 25, 2011.

² Ibid.

³ The map-based evaluation tool is being developed by Lee County's GIS department. It is incorporating the Complete Streets Evaluation Matrix information but putting it in a format that will allow a more transparent, holistic, and efficient evaluation process.

PROPOSED CAPITAL IMPROVEMENT PROGRAM PLANNING PROCESS^{4 5 6}



⁴ This process assumes that policies, i.e. Lee Plan, Land Development Code, and administrative codes, will require amendment. It is expected that staff will begin to implement this process to the greatest extent possible while policies are being revised.

⁵ The process assumes Complete Streets projects will be prioritized. The Bicycle/Pedestrian Master Plan will provide the basis for the prioritization.

⁶ Each step is described in greater detail below.

PROPOSED CAPITAL IMPROVEMENT PROGRAM PLANNING PROCESS

Step 1

Budget Services prepares initial revenues estimates and briefs the departments.

Step 2

The advisory committees, including but not limited to the Community Sustainability Advisory Committee, or a working group thereof, reviews the proposed projects and makes recommendations to the Board of County Commissioners. Any recommendations are reviewed by staff and revisions are considered as appropriate.

Step 3^{7 8}

The departments use the information provided in Steps 1 and 2 to prepare and prioritize Capital Improvement Program (CIP) plans. At the same time, departments will consider and prioritize major maintenance plans and identify opportunities to coordinate projects with other departments to ensure a comprehensive analysis for inclusion of the principles of Complete Streets. In addition to using this process to implement Complete Streets elements, there is an opportunity to also evaluate CIP projects across departments for compatibility and sustainability within this step.

- The Department of Transportation enters the proposed CIP and major maintenance plans into the map-based Complete Streets evaluation tool (this tool is described below). Using the map-based Complete Streets evaluation tool, the Complete Streets Interdepartmental Performance Team (IPT) reviews the proposed plans and provides input and recommendations. This review will include identifying the needs of the community for bicycle, pedestrian, transit, motor vehicle, freight and emergency vehicles usage with landscaping, street lighting and on-street parking. Departmental collaboration is critical to balancing and timing of implementation of road capacity improvements, pedestrian facilities, bicycle facilities, greenways, utility and landscaping improvements while balancing mobility, access and safety. This collaborative approach allows the IPT to look at CIPs across departments and foresee opportunities to plan for more sustainable projects, i.e. those that incorporate Complete Streets priorities and use resources more efficiently.
- The proposed project lists are reviewed by the Community Sustainability Advisory Committee, or a working group thereof, for additional recommendations. The project lists cannot be finalized until this collaboration has taken place.

⁷ Step 2 will initially require departments to review the prior years' CIP to bring it into compliance with this more collaborative process.

⁸ This step requires revisions to the Lee Plan, Land Development Code, and Administrative Codes in order to contemplate corridor planning and adopt new ways to assess the county's transportation needs, e.g. redefining level of service.

Step 4

The Planning Division reviews the project lists to ensure Lee Plan Compliance. Where issues of non-compliance are identified, the collaborative process described in Step 3 will be revisited.

Step 5

Budget Services reviews the project lists and determines if the CIP criteria is met in accordance with the administrative code. If the administrative code requirements are not met, the departments will develop a revised project list based on the collaborative process described in Step 3. When the CIP administrative code criteria are met, Budget Services reviews the proposed CIP to determine if it is within the revenue projection. If it is not within the revenue projection, the collaborative process described in Step 2 is revisited to develop a revised project list.

Step 6

County Administration reviews a balanced CIP. Budget Services makes any revisions identified by County Administration.

Step 7

The Local Planning Agency reviews the CIP and the Community Sustainability Advisory Committee's recommendations. The Local Planning Agency makes recommendations to the Board of County Commissioners. Any recommendations are reviewed by staff and revisions are considered as appropriate.

Step 8

The Board of County Commissioners holds budget workshop(s) on the proposed CIP and major maintenance projects. Staff addresses issues raised by the Board of County Commissioners.

Step 9

The Board of County Commissioners then approves the proposed CIP and major maintenance projects at a public hearing.

MAP-BASED COMPLETE STREETS EVALUATION TOOL

Projects will be evaluated within the Complete Streets map-based evaluation tool. The Complete Streets Evaluation Matrix will be incorporated into a map-based evaluation tool that will promote analysis based on the existing and future context, creating the opportunity to view and analyze projects as corridors rather than just roads.⁹ The county will use its existing GIS data to promote the ability to truly consider context in the decision-making process and drive design. For example, data related to

⁹ This process assumes that policies, i.e. Lee Plan, Land Development Code, and administrative codes, will require amendment. It is expected that staff will begin to implement this process to the greatest extent possible while policies are being revised.

land use, transit propensity, population centers, traffic generators, neighborhoods, evacuation routes, and existing facilities will all become part of the decision-making process. It will be used to make recommendations about implementing Complete Streets projects and will allow for real-time project data entry, promoting transparency and saving time. It will be available to the public on the Lee County Complete Streets website for the public to view at any time.

The original Complete Streets Evaluation Matrix, which is the basis for the information in the proposed map-based evaluation tool, is based in part on information from the U.S. Department of Transportation.¹⁰ In order to promote a comprehensive planning and budgeting process, Lee County supplemented the information considered in the evaluation process by incorporating information outlined in a six-step process used in Charlotte, North Carolina's *Urban Street Design Guidelines*. Specifically, prompts will be added to the planning and budgeting process to ensure the existing and future conditions, goals and objectives of the surrounding community, Complete Streets elements, and trade-offs are fully considered and documented. Trade-offs may include types of bicycle, pedestrian, transit, motor vehicle, freight and emergency vehicle usage accommodations and extent or location of landscaping, street lighting, on-street parking, greenways and utility improvements.

¹⁰ The evaluation matrix includes information gathered from the U.S. Department of Transportation Federal Highway Administration's *Design Guidance Accommodating Bicycle and Pedestrian Travel: A Recommended Approach* retrieved at <http://www.fhwa.dot.gov/environment/bikeped/design.htm#top> on October 10, 2010. The Complete Streets Checklists Guidance provided by the San Francisco Bay Area's Metropolitan Transportation Commission was also utilized. Retrieved at http://www.mtc.ca.gov/planning/bicyclespedestrians/Routine_Accommodation_guidance.pdf on October 10, 2010.