## ACKNOWLEDGMENTS

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EXECUTIVE SUMMARY

The demand for transportation services in Central Florida is outpacing our ability to continue to expand road capacity in traditional ways. The MetroPlan Orlando Draft Complete Streets policy supports development of a network of Complete Streets to provide more ways to serve future travel demands in the region.

What Are Complete Streets for Central Florida?
Complete Streets are streets that are planned, designed, constructed, operated, and maintained to safely and comfortably accommodate people of all ages and abilities, including pedestrians, cyclists, transit users, motorists, and freight and service operators.

The Complete Streets policy recognizes that, depending on context, streets may serve diverse activities, functions, and intensity of uses. Appropriate design standards and input from community members should be considered within each context, providing for a flexible, innovative, and balanced approach that result in safe, comfortable environments for everyone.

Goals of Draft Complete Streets Policy
MetroPlan Orlando shall fund and support the planning, design, and construction of Complete Streets in a manner that considers the needs of everyone within the MetroPlan Orlando planning area and authority.

The goals of this Draft Complete Streets Policy are:

- Create a connected network of streets, roads, and trails for everyone.
- Provide safe and comfortable transportation options for vulnerable users of all ages and abilities.
- Support the redevelopment of and connectivity to activity centers.
- Provide safe, comfortable, and effective access to transit for pedestrians and bicyclists.

How Does MetroPlan Orlando Encourage the Implementation of Complete Streets?

Network Approach
MetroPlan Orlando supports planning and infrastructure projects that result in a network of Complete Streets, which include State and local roadways as well as trails.

Education and Outreach for Local Partners
To assist local partners and build consensus among leaders for investing in a transportation system that provides safe and comfortable transportation options, MetroPlan Orlando can develop a Complete Streets educational outreach program.
This program may include:

- Communication materials such as pamphlets, handout materials, and presentation modules;
- Local and national case studies outlining the measurable impacts of Complete Streets projects on communities;
- Local success stories that can be shared with local newspapers and other news outlets; and
- Resources on MetroPlan Orlando’s website, including links to engineering and planning best practices and success stories.

**Land Use and Transportation Screening Database**

The Land Use and Transportation Screening Database is a data resource for everyone in the region. It can be used to inform the prioritization of local and regional investments as supported by the local partners.

**Complete Streets Toolkit for Local Partners**

**Model Policy for Local Partners**

MetroPlan Orlando has developed a model policy that can be adapted to support local needs. The model policy provides discussion topics for elected officials, business owners, and residents to ensure a locally supported and relevant policy.

**Checklist**

MetroPlan Orlando has a planning and design checklist to address Complete Streets principles through its project review process. The checklist, provided in the *Technical Appendix*, is intended to:

- Assist MetroPlan Orlando staff with adhering to the policy;
- Prompt inquiry and discussion among staff, designers, and the public; and
- Guide future planning and design decisions.

**MetroPlan Orlando’s Planning Assistance**

MetroPlan Orlando intends to take the lead in advancing Complete Streets projects through FDOT’s Resurfacing, Restoration, and Rehabilitation projects and through more hands-on planning assistance to local partners. The planning support should focus on projects included in the Long Range Transportation Plan and Prioritized Project List that rank high in the Land Use and Transportation Screening Database. The planning support will provide an understanding of costs, benefits, right-of-way impacts, and implementation schedule for potential projects. It will also allow local partners to build consensus for Complete Streets projects and identify implementation tools, including funding and partnership opportunities.
Transportation impacts how people socialize, access jobs and services, and move goods. Yet, our streets and roads do not serve everyone equally. The demand for transportation services in Central Florida is out-pacing our ability to continue to expand road capacity in traditional ways. MetroPlan Orlando recognizes these realities and has drafted a Complete Streets policy to better address the issues.

A network of Complete Streets provides travel choices and more ways to serve future travel demands in the region. Complete Streets are planned, designed, operated, and maintained to safely and comfortably accommodate people of all ages and abilities, including pedestrians, bicyclists, transit users, motorists, and freight and service operators.

MetroPlan Orlando’s draft Complete Streets Policy recognizes that multi-modal accessibility is unique and should respond to its community. The regional policy reinforces a common understanding of Complete Streets goals and design that address multi-modal access, safety, and comfort. The approach will advance the implementation of Complete Streets within the MetroPlan Orlando planning area.

1 Bureau of Economic and Business Research, University of Florida.
**BENEFITS OF COMPLETE STREETS**

Complete Streets address issues related to mobility and accessibility, transportation costs, safety, community and economic development, and public health and wellness.

**Mobility and Accessibility**

Access to civic facilities, educational institutions, health services, jobs, and social gathering places are critical to the vitality of the region. Complete Streets offer more choices for those who do not travel by automobile.

**Transportation Costs**

Recent trends show that in the MetroPlan Orlando region, 26 percent of a typical family’s income is spent on transportation.\(^2\)

Facilities that support walking, bicycling, and transit can significantly reduce the share of the average family budget dedicated to transportation expenses. For instance, the American Public Transportation Association (APTA) estimates that people living in Miami save an average of $8,743 annually by switching from driving to taking transit.\(^4\)

**INCOME SPENT ON TRANSPORTATION:**

- **19%** AVERAGE AMERICAN FAMILY
- **26%** MetroPlan ORLANDO REGION
- **9%** AS LITTLE AS WALKABLE, BIKABLE AND IN TRANSIT COMMUNITIES

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\(^2\) Center for Neighborhood Technology, 2016. Housing and Transportation (H+T®Affordability Index.)


Complete Streets provide pedestrians, bicyclists, transit riders, and drivers with the infrastructure to safely and comfortably use the street. Complete Streets designs can help reduce the number of crashes involving pedestrians. A report from the Delaware Department of Transportation found that bike lanes in the state reduce injury and crash rates by nearly 50 percent compared to roads without bike lanes.⁵

Complete Streets improvements, in conjunction with supportive land uses and economic development policies, help to create and retain jobs and grow the overall tax base. As redevelopment occurs along Complete Streets corridors, people gain better access to jobs and educational opportunities. A preference for walkable neighborhoods is likely to increase in the coming decades as 56 percent of the millennial generation in the U.S. prefers to live in more walkable, mixed-use neighborhoods. Complete Streets improvements can support and further attract this demographic while also raising property values. A University of Delaware study shows that bike paths in Delaware are expected to add $8,800 to neighboring home values.⁶

Complete Streets can stimulate private investment, especially in retail and activity districts. For example, in Indianapolis, the development of the Indianapolis Cultural Trail, an eight-mile urban greenway for walking and biking, was made possible by Complete Streets improvements and the elimination of travel lanes on five and six-lane downtown thoroughfares. This transformative project attracted $300 million in new development in the four years leading up to the trail’s completion in 2012.⁸ Local business owners have reported that at least 25 new businesses have opened within a five-block area and vacant buildings are being redeveloped. The owner of a local shop noted:

“Two other businesses have arrived on our block. There have been more bikers, joggers, and people on skateboards. More people are taking the time to stop by.” ⁷

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Public Health and Wellness

Healthcare professionals attribute the country’s obesity epidemic to a decrease in physical activity and an increase in poor nutrition. Opportunities to walk, bike, and take transit can help everyone attain the recommended level of daily physical activity. A review of all 50 U.S. states and 47 of the largest 50 U.S. cities concluded that “higher rates of walking and cycling to work were associated with a higher percentage of adults who achieved recommended levels of physical activity, a lower percentage of adults with obesity, and a lower percentage of adults with diabetes.” Commuters who incorporate physical activity into their daily routine can reduce their risk of developing chronic illnesses, such as cardiovascular disease (e.g., heart attacks, strokes), colon cancer, and non-insulin dependent diabetes, as well as precursors to these illnesses (e.g., high blood pressure, hypertension). In the U.S., 29 percent of transit users are physically active for 30 minutes or more each day, solely due to walking to and from transit.

10 Kaiser Permanente, 2015
WHO HAS COMPLETE STREETS?

As of 2016, 91 regional planning organizations across the U.S. had adopted Complete Streets policies, resolutions, or design standards.\(^\text{11}\)

As of July 2016, 59 cities, counties, and MPOs in Florida had adopted a Complete Streets Policy, guidelines or resolution. FDOT adopted a Complete Streets Policy in September 2014, and is currently revising its planning processes, design standards, and other policies to align with the Complete Streets Policy.

MPOs across the nation commonly use four general tools to implement Complete Streets:

**Complete Streets Policy adoption.** The process of developing Complete Streets policies can be used to educate local communities and build consensus for Complete Streets projects. Many MPOs developed a model Complete Streets Policy template for partner agencies to adopt.

**Education.** Presentations, handouts, and other materials developed for elected officials and the general public that outline the benefits of Complete Streets can help build consensus toward adopting policies and advancing Complete Streets projects.

**Design guidelines.** Guidance can be provided on design standards and criteria for Complete Streets.

**Funding.** Funding can be set aside to implement pilot Complete Streets projects.

### Florida MPOs/TPOs - Implementing Complete Streets

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<tr>
<th>MPO</th>
<th>Policy</th>
<th>Education</th>
<th>Design Guidelines</th>
<th>Funding</th>
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<tbody>
<tr>
<td>Lee County MPO</td>
<td>Resolution 09-05 (2009)</td>
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<tr>
<td>Space Coast TPO</td>
<td>Resolution 11-22 (2011)</td>
<td>X</td>
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<td>Space Coast TPO set aside its entire Surface Transportation Program Funds for Urban Areas for three years to fund Complete Streets demonstration projects</td>
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<td>Broward MPO</td>
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<td>Complete Streets Guidelines (2012)</td>
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<td>Hillsborough County MPO</td>
<td>Resolution 2012-1 (2012)</td>
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<td>Polk County TPO</td>
<td>Polk County Complete Streets Policy (2012)</td>
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<td>Polk County Complete Streets Handbook (2012)</td>
<td>Polk County TPO is developing a list of priority/candidate projects</td>
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<td>Miami-Dade MPO</td>
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<td>Complete Streets Guidelines (2012)</td>
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<td>Palm Beach MPO</td>
<td>Complete Streets Policy (2016)</td>
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<td>Forward Pinellas MPO</td>
<td>Complete Streets Policy (2016)</td>
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<td>The agency is developing a list of priority/candidate projects</td>
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<td>Lake-Sumter MPO</td>
<td>Complete Streets Policy (2016)</td>
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As of August 2016, seven local partners had adopted Complete Streets policies or ordinances, or allocated project funds: Casselberry | Kissimmee | Longwood | Maitland | Orange County | Orlando | Winter Park
Facilitating travel choices depends on Complete Streets designed to support the comfort and safety of all users, a fine-grained roadway and trail network, and supportive land development policies.

**Complete Streets Design Elements**
Complete Streets vary in scale and design. Design elements included on any particular roadway will depend on the form and scale of adjacent developments, the role of the roadway within the broader transportation system, and available right-of-way.

Complete Streets elements can be applied to both the **Travelled Way Area** and **Buffer/Sidewalk Area**. A Complete Street may include all or a combination of the following: sidewalks, bike lanes, dedicated bus lanes, comfortable and accessible bus stops, frequent and safe pedestrian crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrow travel lanes, roundabouts, and landscaping, among other features. In general, design solutions should be selected based on a corridor’s needs and opportunities.

A number of nationally recognized design manuals and guidebooks present design guidance for Complete Streets. These guidance documents promote the common understanding that if agencies design for the comfort and safety of a roadway’s most vulnerable users, then the roadway will better serve the safety of everyone and enhance the economic and social health of the community. A list of guidance documents is provided in the **Technical Appendix**.
Examples of Complete Street Elements by Roadway Area

1. Travelled Way Area
2. Buffer / Sidewalk Area
Travelled Way Area
The Travelled Way Area is the portion of the public right-of-way between the curbs or drainage area.

1. **Cartway width** refers to the combined width of the vehicle travel lanes and any existing medians. Wider streets encourage faster driving and act as barriers to safe pedestrian travel.

2. **Raised medians** provide pedestrians crossing a wide roadway with a safe space, allowing them to negotiate one direction of travel at a time.

3. **Pedestrian crossings** that are well-spaced and well-marked at intersections and mid-block locations create safe and comfortable walking conditions across a roadway.

4. **Curb extensions** decrease the overall width of the roadway at pedestrian crossing locations and can serve as visuals cue to drivers to slow down.

5. **Intersection treatments** such as roundabouts, raised intersections, textured crossings, bicycle signals, bike boxes, and other similar treatments increase awareness of the most vulnerable road users and help reduce vehicular speeds.

6. **Bicycle facility** type is influenced primarily by vehicle travel speeds, vehicular volumes, number of vehicular access points along the roadway, number of lanes, and available right-of-way. In general, a Complete Street should attempt to serve those bicyclists identified as “interested, but concerned.” These are people interested in cycling, who may not feel comfortable sharing the road or being close to vehicular traffic, especially where vehicle speeds are high. Where possible, consider facilities that separate bicyclists from vehicular traffic, such as buffered bicycle lanes, two-way cycle tracks (separated bike lanes), and shared-use paths.

7. **On-street parking** provides access to adjacent businesses and provides additional protection for pedestrians from vehicular traffic.
Buffer / Sidewalk Area
The Buffer/Sidewalk Area is typically the outermost portion of the right-of-way, used for pedestrian travel, street furniture, and storefronts.

8 **Landscape features** such as planting strips, shade trees, and planters can be used to separate the cartway zone from the sidewalk, increasing pedestrian comfort and sense of safety.

9 **Pedestrian accessibility improvements** such as ADA-compliant curb ramps, well-marked crosswalks, and audible pedestrian signals should be included in any roadway modifications to improve visibility and enhance safety.

10 **Driveway crossings** that keep sidewalks at one level as they traverse a driveway increase pedestrian safety and comfort. Design driveways with smaller curb radii (i.e., tighter corners) and limit the width of the driveways to allow for a short pedestrian crossing distance and slower vehicular speeds.

11 **Wide sidewalks** increase pedestrian comfort and accommodate more pedestrian activity.

12 **Transit stops** should be ADA compliant. Shelters and benches should be provided at stops where there are a high number of passengers getting on and off the bus.

13 **Pedestrian-scale lighting** illuminates the pedestrian walkway and is typically mounted 12-14 feet above the sidewalk.

14 **Street furniture**, such as benches, trash receptacles, and bollards enhances pedestrian walkways. Street furniture should be strategically placed to avoid obstructing the pedestrian walkway.

15 **Bicycle parking** at designated spaces within the sidewalk zone helps to securely store bikes.

16 **Pedestrian wayfinding**, such as clear signage and legible map displays, helps to orient people.

17 **Building placement** that is closer to the road, with pedestrian access to the front door, instead of open space or parking, creates a street enclosure that reinforces safe vehicular speeds and encourages walking.
Roadway and Trail Network
A connected network of roadways and trails supports multi-modal travel. A fine grained street grid provides more direct routes to destinations, as well as path options. Multiple intersections and roadways that disperse traffic, lessen the need to construct wide, large roadways and intersections.

Many areas in Central Florida have a low-density development pattern with limited roadway connectivity. In suburban locations, most trips are concentrated on one or a few large roads, known as arterial roadways, which provide both local access and long-distance travel. Transit often runs on these big roads. As investments are made along arterial roadways, design elements that support walking, biking, and transit should be incorporated. In addition, network alternatives in the form of new local roadway connections and multi-use paths should be developed to complement the existing arterial roadway system.

Supportive Land Development Policies
Developing a Complete Streets network requires the close integration of land use and transportation planning. Land use decisions can help manage travel needs and support the desired mobility patterns. Locating housing close to jobs and retail reduces trip distances, allowing trips between uses to occur by walking or biking. Higher levels of transit can be supported by land use planning that encourages development in dense nodes. Land use elements that can support a Complete Streets network include:

Zoning. A separation of land uses across large areas creates long distances between residents and jobs, services, and recreational activities. Introducing areas with a mix of uses in close proximity through mixed-use districts, activity centers, or the use of form-based code can support multi-modal travel.

Typical suburban roadway network pattern with large block sizes and few street connections

Enhanced street networks disperse vehicular travel along multiple roadways with a number of roadways sharing the load of multi-modal travel
Private Investments in Local Multi-modal Infrastructure. Through land development regulations, local governments can require property owners and developers to provide infrastructure on-site for all modes, such as sidewalks and crosswalks, bicycle facilities, streetscapes, and bicycle parking as part of new development and redevelopment.

Site Design and Building Placement. A complete pedestrian network also includes direct, convenient, and safe connections between public sidewalks and buildings. Large building setbacks surrounded by parking increase walking distances and create isolating, unwelcoming environments. In areas where local municipalities would like to support multi-modal travel, the cities should consider building scale, placement, and building design that support pedestrian activity.

Parking Standards. Large surface parking lots create a barrier to connectivity, creating larger distances between destinations and physical barriers for short block patterns. Local governments are beginning to implement parking maximum requirements instead of parking minimum requirements to prevent developers from building excessively large parking lots. Establishing parking maximums, combined with allowing for shared parking across properties and uses, can also support a “park-once environment” to support multi-modal travel.

Access Management Standards. Allowing for cross-access easement across multiple parcels and shared driveways between different properties improves traffic flow along roadways and reduces the number of curb-cuts along a roadway, which improves walking and bicycling conditions.
MetroPlan Orlando is the Metropolitan Planning Organization (MPO) for Orange, Osceola, and Seminole Counties—the Orlando Urban Area. The regional agency is the forum for local elected officials, their staff, citizens, and industry experts to work together to improve transportation in Central Florida. Guided by its Board, MetroPlan Orlando is responsible for developing and implementing a long-range transportation plan. The MetroPlan Orlando Complete Streets Policy strengthens these local initiatives and aligns regional priorities. Additionally, the policy directly supports the 2040 Long Range Transportation Plan’s overarching goals of safety, a balanced multi-modal system, quality of life, and economic vitality.
The purpose of MetroPlan Orlando’s Complete Streets Policy is to support the planning, design, and construction of Complete Streets that strive to meet the needs of Central Florida residents and visitors. This draft policy aligns MetroPlan Orlando with local, regional, and state efforts to ensure that public officials, planners, and engineers consistently plan, design, and fund streets for all people.

The goals of this draft Complete Street Policy are to:

- Create a connected network of streets, roads, and trails for everyone.
- Provide safe and comfortable transportation options for vulnerable users of all ages and abilities.
- Support the redevelopment of and connectivity to activity centers.
- Provide safe, comfortable, and effective access to transit for pedestrians and bicyclists.

The draft policy applies to new construction and the reconstruction of local and state roads, including, but not limited to: intersection projects, capacity projects, safety projects, bridges, and other facilities that require MetroPlan Orlando funding. The draft policy is included in the Technical Appendix.

MetroPlan Orlando will implement its Complete Streets Policy through a multi-faceted approach that considers local context, existing programming, and community outreach. Implementation of this policy will be accomplished through education and outreach support for local partners, and integration of the policy into MetroPlan Orlando’s planning documents. MetroPlan Orlando will explore and identify funding sources to implement high-quality Complete Streets projects in priority multi-modal areas, based on existing and future land use contexts.

These funding sources could include, but are not limited to:
- Resurface, Restoration, and Rehabilitation projects
- Federal and state discretionary grant programs
- Philanthropic programs
Network Approach

MetroPlan Orlando supports planning and infrastructure projects that result in a network of Complete Streets which includes State and local roadways as well as trails.

Due to right-of-way, compatibility with existing vehicular travel and/or land use patterns, and financial constraints, it may not be possible to provide a similar level of high-quality facilities for all modes along all roadways. In some locations, it may be necessary to rely upon parallel networks to provide additional travel options. The network approach requires close coordination between MetroPlan Orlando, FDOT and local communities, as all partners work together to develop a system of Complete Streets.

Education and Outreach Support for Local Partners

In developing the draft Complete Streets Policy, MetroPlan Orlando met with many of its partner jurisdictions and discussed opportunities for and obstacles to Complete Streets. Local partners identified differing levels of understanding of the benefits that a safe and comfortable multi-modal network can have on economic development, social equity, health, and environmental stewardship. In some communities, this has led to a lack of support for rebalancing investments to address multi-modal needs.

To assist local partners and build consensus among leaders for investing in a transportation system that provides safe and comfortable transportation options, MetroPlan Orlando can develop a Complete Streets educational outreach program. At a minimum, an outreach program should include:

- Communication materials such as pamphlets, handout materials, and presentation modules;
- Local and national case studies outlining the measurable impacts Complete Streets projects have had on communities;
- Local success stories that can be shared with local newspapers and other news outlets; and
- Resources on MetroPlan Orlando’s website, including links to engineering and planning best practices and success stories.

Sanford
Photo Credit: MetroPlan Orlando
Complete Streets Toolkit for Local Partners

MetroPlan Orlando has developed a number of additional tools to assist local governments with the implementation of Complete Streets policies and projects.

**Model Policy for Local Partners**

Complete Street policies must be tailored to individual communities. MetroPlan Orlando developed a model policy that can be adapted to support local needs. This model policy provides discussion topics for elected officials, business owners, and residents to ensure a locally supported and relevant policy. The draft model policy can be found in the *Technical Appendix*.

**Checklist**

MetroPlan Orlando created a planning and design checklist to address Complete Streets principles through its project review process. The checklist, provided in the *Technical Appendix*, is intended to:

- Assist MetroPlan Orlando staff with adhering to the policy;
- Prompt inquiry and discussion among staff, designers, and the public; and
- Guide future planning and design decisions.

**Land Use and Transportation Screening Database**

The Land Use and Transportation Screening Database is a data resource for everyone in the region. It can be used to inform the prioritization of local and regional investments. The land use analysis defines seven criteria for determining where multi-modal travel is in high demand. The transportation analysis includes criteria to identify corridors that would most benefit from Complete Streets investments. While no one criterion can determine whether an area is of high importance, in the aggregate, multiple criteria will highlight areas and corridors with a strong demand for Complete Streets projects. The *Technical Appendix* includes background information on the screening database, more details on each of the land use and transportation criteria, and maps produced from the database.
MetroPlan Orlando’s Planning Assistance

In addition to providing resources and data, MetroPlan Orlando intends to take the lead in advancing Complete Streets projects through FDOT’s Resurfacing, Restoration, and Rehabilitation (RRR) projects and through hands-on planning assistance to local partners.

Resurfacing, Restoration and Rehabilitation Projects
FDOT’s RRR projects are undertaken to extend the service life of an existing highway and/or enhance highway safety. As part of the implementation of FDOT’s Complete Streets Policy, FDOT District 5 has contacted local municipalities to identify opportunities for multi-modal and safety improvements that could be implemented as part of a RRR project. For this to be successful, design recommendations must be presented to FDOT within a short time frame, approximately three to six months, and additional funds may be needed to implement multi-modal improvements. MetroPlan Orlando can fund, and assist local partners with a high-level planning analysis, following the process outlined in the case studies, presented in the Technical Appendix, to identify Complete Streets improvements and upgrades that could be included in a RRR project.

Planning Support
MetroPlan Orlando can implement its draft policy by providing planning assistance to local partners. Planning support should focus on projects included in the Long Range Transportation Plan and Prioritized Project List that rank high in the Land Use and Transportation Screening Database. This analysis will provide an understanding of costs, benefits, right-of-way impacts, and implementation schedule. The analysis will also allow local partners to build consensus for Complete Streets projects and identify implementation tools, including funding and partnership opportunities.

Kennedy Boulevard, Eatonville
Park Avenue, Winter Park
MetroPlan Orlando intends to develop a monitoring and evaluation plan to analyze inputs, outputs, and outcomes. Long-term outcomes will be evaluated based on the performance measures identified in the draft policy. Tracking these performance measures over time will allow MetroPlan Orlando and its partners to ensure that the Complete Streets Policy achieves the collective vision of developing “a regional transportation system that safely and efficiently moves people and goods through a variety of options that support the region’s vitality.”

Annually, MetroPlan Orlando staff can track the agency’s education efforts. Internal evaluation process criteria may include:

- Number of Complete Streets workshops or speaking engagements;
- Number of planners, engineers, and elected officials briefed on or who have attended trainings related to Complete Streets;
- Number of Complete Streets policies adopted by local partners;
- Number of Complete Streets projects added to the Transportation Improvement Program, Prioritized Project List, or the Long Range Transportation Plan; and
- Number of new Complete Streets planning studies involving MetroPlan Orlando partner communities.