



The Florida Bicycle and Pedestrian Partnership Council: 2010/2011 Annual Progress Report



Florida Department of Transportation
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Table of Contents

Executive Summary	iii
Introduction	1
Florida Bicycle and Pedestrian Partnership Council: Overview	1
Council Charge.....	1
Council Work Plan & Schedule	2
Council Procedures & Guidelines	4
Council Roles & Responsibilities	4
Council Membership	5
Council Recommendations	6
Investment Priorities	6
Performance Measures	7
Safety.....	7
Coordination.....	8
Funding	8
Summary of Meetings	8
Meeting 1: June 28, 2010.....	8
Meeting 2: October 14, 2010	10
Meeting 3: February 7, 2011.....	11
Meeting 4: August 2, 2011	13
Meeting 5: November 3, 2011	15
Additional Meeting Materials.....	16
Future Role.....	16
Summary	17
Appendix – Council’s Original Charge.....	18

Executive Summary

The Florida Bicycle and Pedestrian Partnership Council was formed to provide policy recommendations to the Florida Department of Transportation (FDOT) and its partners on the state's walking, bicycling and trail policies, programs and facilities. The Council's mission is to promote the livability, health and economic benefits of bicycle and pedestrian activity by providing guidance to the FDOT, its partners and other stakeholders on policy matters and issues affecting the bicycle and pedestrian transportation needs of the State of Florida. The Council will identify areas for recommendations and best practices on a yearly basis.

The Council met five times between June 2010 and November 2011. One of the major focuses at the beginning of the year was the development of a clear and concise *Charge* for issues the Council would work on. The Charge included the following responsibilities for the Council:

- Providing Policy Recommendations;
- Providing Advice on Issues, Plans and Operations;
- Supporting, Identifying and Promoting Best Practices;
- Creating Opportunities for Advocates to Exchange Policy Information; and
- Creating a Conduit for Information and Recommendations.

At the conclusion of its fifth meeting the Council approved a set of recommendations to partner organizations. Those recommendations were organized around five broad policy areas:

- ***Investment Priorities*** – addressing dissemination of information about the benefits of each type of investment, identification of needed facilities, and prioritization of projects that complete linkages.
- ***Performance Measures*** – addressing development of system and facility performance measures for use in the Florida Transportation Plan, the Florida Strategic Highway Safety Plan, and regional and local plans statewide.
- ***Safety*** – addressing data gathering, development of measures of system and facility safety, and cost-effective safety education, training and enforcement.
- ***Coordination*** – addressing development or strengthening of coordination among state, regional and local partners.
- ***Funding*** – addressing protection and continuation of Transportation Enhancement and Safe Routes to School programs, and the activities they fund.

An overarching theme of the Council's recommendations is that investment decisions should be based on the principle of providing the greatest benefit to the greatest number of users.

At the conclusion of the final meeting of the year, the Council agreed to focus on the following four areas for 2012/2013: contributions to connecting the existing bicycle/pedestrian system, safety, cultural changes, and health. It is anticipated that these topics will be the focal point of future Council meeting presentations and recommendations.

Introduction

In April 2010 the Florida Department of Transportation (FDOT) announced the establishment of a statewide initiative on bicycle and pedestrian mobility. The Florida Bicycle and Pedestrian Partnership Council was convened to make policy recommendations to FDOT and its transportation partners throughout Florida on the state's walking, bicycling and trail policies, programs and facilities. The Council's mission is to assemble the many different partners needed to make and implement these recommendations.

This report details the Florida Bicycle and Pedestrian Partnership Council's activity from June 2010 through November 2011—providing a “snapshot” of the Council's activity over the past year. It outlines details of the Council's charge, work plan and membership throughout this timeframe, and summarizes the five meetings that were held over the past year.

The report also describes future roles for the Council to play in the development, design, implementation, and regulation of bicycle and pedestrian policies and facilities throughout the state, and policy recommendations to-date.

Florida Bicycle and Pedestrian Partnership Council: Overview

The Florida Bicycle and Pedestrian Partnership Council's overarching mission is promote the livability, health and economic benefits of bicycle and pedestrian activity by providing guidance to the FDOT, its partners and other stakeholders on policy matters and issues affecting the bicycle and pedestrian transportation needs of the State of Florida. The first meeting of the Council was convened on June 28, 2010. One of the first items the Council discussed and took action was the adoption of its *Charge*—a description of the Council's role and responsibilities in making Florida and its communities more pedestrian and bicycle friendly. In addition to the *Charge*, the Council developed a *Work Plan* for the coming year. These two items were the foundation for the activities the Council undertook in its first year.

As part of this Overview, the following sub-sections include a description of the Council's *Charge*, a document that explains the Council's duties; the Council's *Work Plan*, a document that laid-out the meeting schedule and planned actions for the Council throughout the year; and a list of the Council's collective membership over the course of the past year.

Council Charge

An initial version of a *Charge* was presented for review and comment at the Council's first meeting. This version was accepted by the Council, with minor modifications, at its second meeting. At the Council's fifth meeting in November 2011, members reviewed, refined and accepted a revised *Charge* that more fully reflected the nature and scope Council activities, as those had evolved during the preceding year. Below is the revised *Charge* that emerged

from the November meeting. For reference, the original charge has been placed in the Appendix.

The Florida Department of Transportation (FDOT) has established a standing statewide “Partnership Council” on bicycle and pedestrian mobility. The Council includes key partners and other stakeholders. The Council will promote the livability, health and economic benefits of bicycle and pedestrian activity by serving as a forum to provide guidance to the FDOT, its partners and other stakeholders on policy matters and issues affecting the bicycle and pedestrian transportation needs of the State of Florida. The Councils functions include the following:

- Provide policy recommendations to bicycle and pedestrian partners and stakeholders, including FDOT, on selected issues of importance to the bicycle and pedestrian community.
- Provide advice and input to bicycle pedestrian partners and stakeholders, including FDOT, on bicycle and pedestrian issues, plans and operations.
- Support bicycle and pedestrian advocates in identifying and promoting best practices.
- Provide an opportunity for bicycle and pedestrian advocates to exchange and understand policy information relevant to the bicycle and pedestrian community.
- Provide a conduit for information and policy recommendations between FDOT and its partners and the bicycle and pedestrian community.

The Council will be a standing body. It will identify focus areas for recommendations and best practices on a yearly basis. Focus areas, best practices and recommendations will normally be organized consistent with the “4 Es” (education, encouragement, enforcement, engineering) and funding.

The Florida Bicycle and Pedestrian Partnership Council functions also include facilitating increased coordination and collaboration by advising the FDOT, partners and stakeholders on all transportation planning and safety activities, including the Florida Transportation Plan (FTP). The Council will report annually on the Council’s discussions and policy recommendations for that year’s focus areas.

Council Work Plan & Schedule

The bullet points below outline the Council’s Work Plan (for meetings 1 through 4) as coordinated with the meeting schedule. The fifth meeting concluded the work of the Council’s year-long effort in preparing an Annual Report, as well as identifying focus areas for the coming year.

June 28, 2010 – 1st Council Meeting, Tallahassee

- Receive informational briefings on roles/responsibilities for bike/pedestrian infrastructure, statewide transportation planning
- Review Council responsibilities and initial charge
- Identify and discuss potential major issues to be addressed by the Council

- Provide guidance on next steps, assignments, and the preparation for the 2nd Council Meeting to be held in fall 2010

October 14, 2010 - 2nd Council Meeting, DeLand

- Review the revised Bicycle and Pedestrian Partnership Council charge, Work Plan and Schedule
- Review and provide input to the draft statewide transportation plans
- Receive informational briefings on design standards for pedestrian and bicycle facilities and transportation funding
- Provide guidance on next steps, assignments and preparation for the 3rd Council Meeting to be held in winter of 2011

February 7, 2011 – 3rd Council Meeting, Tallahassee

- Receive informational briefings on and discuss specific program funding
- Receive informational briefings on and discuss consumer cost of using transportation system (e.g., benefits of investment in bicycle/pedestrian facilities)
- Receive an update on the Strategic Highway Safety Plan
- Review and discuss available crash data and system data
- Review information about pedestrian and bicycle facilities on the State Highway System
- Review and discuss design issues (identified during October discussion)
- Receive informational briefing and discuss how Counties, Cities and MPOs make bicycle and pedestrian improvements

August 2, 2011 – 4th Council Meeting, Tallahassee

- Review and discuss related planning processes, including:
 - Local government comprehensive plans
 - School siting and transportation coordination
 - Strategic Regional Policy Plans
 - Transit (e.g., role of bicycle/pedestrian infrastructure on usage)
 - Other processes
- Identify and discuss opportunities for improving stakeholder coordination and enhancing implementation
- Review and discuss specific design issues in coordination with land use
- Provide guidance on annual report on the status of making Florida and its communities more pedestrian and bicycle friendly
- Provide guidance on future Council meetings

November 3, 2011 – 5th Council Meeting, Tallahassee

- Review upcoming legislative issues
- Review and agree on revised concept for the BPPC, including charge, member roles and work plan (annual report and website development)
- Review and refine draft recommendations

- Approve draft Annual Report
- Identify candidate focus areas for 2012/2013

A complete list of meeting presentations, materials, and summaries for the Florida Bicycle and Pedestrian Partnership Council can be found and downloaded at the following website address: <http://www.dot.state.fl.us/planning/policy/bikeped/>.

Council Procedures & Guidelines

At the November 2011 meeting the Council approved a set of procedures and guidelines for the conduct of its meetings. Below are the Council's "Procedures and Guidelines."

The Bicycle and Pedestrian Partnership Council will seek consensus decisions on its recommendations to bicycle and pedestrian partners, including FDOT. General consensus is a participatory process whereby, on matters of substance, the members strive for agreements which all of the members can accept, support, live with or agree not to oppose. The Council will develop its recommendations using consensus building techniques with the assistance of facilitators, such as the use of brainstorming, acceptability ratings and prioritizing approaches. In instances where, after vigorously exploring possible ways to enhance the members' support for the final decision on a package of recommendations, the committee finds 100 percent acceptance or support is not achievable, final decisions will require at least an 80 percent favorable vote of all members present and voting. This super-majority decision rule underscores the importance of actively developing consensus throughout the process on substantive issues with the participation of all members to arrive at final recommendations with which all members can agree.

The Council chair will work with the facilitators to design both efficient and effective agendas. The Council Chair will be responsible, in consultation with the Council members and facilitators, for proposing meeting agenda topics. The Council meetings will be led by the Chair and the use of a facilitator will enable the chair to participate directly in the substantive process of seeking agreement on recommendations. FDOT staff and consultants will help the Council with information and meeting logistics.

Council members will be given full opportunity to rank, discuss and develop consensus on all recommendations. Draft recommendations developed by the Council will ultimately be compiled into an Annual Report for the Council's review and approval.

Council Roles & Responsibilities

At the November 2011 meeting the Council approved a set of roles and responsibilities for the Council members. Below are the Council's "Roles and Responsibilities."

Chair – The Bicycle and Pedestrian Partnership Council chair is responsible for guiding the Council meetings, directing technical staff and facilitators in meeting the Council's

responsibilities and bringing draft language based on members' discussions and recommendations to the full Council.

Members – Bicycle and Pedestrian Partnership Council members will serve on the committee representing key stakeholder interests. Members are responsible for engaging in the process of discussion and developing draft recommendations for full Council consideration. Members will be expected to convey the perspectives of the organizations and groups they represent to the Council, and to ensure that their organizations and groups are aware of discussions and recommendations of the Council.

FDOT Staff and Consultants – will assist the Bicycle and Pedestrian Partnership Council with their meetings; support technical and information needs, including data and information gathering and distribution; and draft recommendation language as directed for full Council consideration.

General Public – will be invited to offer input and make suggestions for the Council to consider at all meetings.

Professional Facilitation – The Bicycle and Pedestrian Partnership Council will have a facilitator assigned to assist the chair in agenda design, produce meeting summaries and facilitate the Council's efforts to build consensus on its recommendations.

Council Membership

The Council's membership evolved throughout the course of the year, as certain members became unable to continue their participation, while other members were added to the Council. Additionally, not all members were able to attend each meeting; therefore, designated persons from within the absentees' respective organizations attended in lieu of the specific Council member. Names indicated with an asterisk (*) denote a current member as of the November 2011 Council meeting. Members and their alternates are listed below.

- Bob Romig*, FDOT (Chair)
- Debbie Hunt, FDOT (Chair)
- Kathleen Neill*, FDOT (Co-Chair)
- Major Timothy Ashley*, Department of Highway Safety and Motor Vehicles (Alternate: Chief Grady Carrick)
- Jenna Brooks, Department of Environmental Protection
- Karen Brunelle*, Federal Highway Administration
- Ken Bryan*, Rails to Trails Conservancy
- Timothy Bustos*, Florida Bicycle Association (Alternate: Ted Wendler)
- Jesus Gomez*, Florida Public Transportation Association
- Jeannette Hallock-Solomon*, Department of Economic Opportunity
- Sue Hann*, Florida League of Cities
- Thomas Hawkins*, Florida League of Cities

- Charlie Hood*, Department of Education (Alternate: Tracey Suber)
- Joey Hoover*, Florida Association of Counties
- Richard Hopkins*, Department of Health
- Laurie Koburger*, Department of Elder Affairs (Alternate: Marcus Richartz)
- Mike Lasche, Florida Bicycle Association
- Zoe Mansfield*, Florida League of Cities
- Malisa McCreedy, Pedestrian Representative
- Patricia Northey*, Florida Association of Counties
- Jo Penrose, Department of Community Affairs
- Bob Rackleff, Metropolitan Planning Organization Advisory Council
- Max Rothman*, Transportation Disadvantaged Representative
- Cyndi Stevenson*, Florida Association of Counties (Alternate: Andrew Ames)
- Sarah Ward*, Metropolitan Planning Organization Advisory Council
- Jim Wood*, Department of Environmental Protection
- Vacant, Pedestrian Representative

Each member of the Council brings a special perspective by representing critical demographics, constituencies, and partner agencies. The Council's membership, dedicated participation, and contributions are critical to the success of the Partnership Council's efforts.

Council Recommendations

During the August 2011 meeting, Council members were presented with an initial set of policy guidance statements, which were drawn from previous Council discussions. Members provided feedback on these statements, which were then refined by the Council in subsequent discussions into a set of recommendations that cover five broad topic areas of: Investment Priorities, Performance Measures, Safety, Coordination, and Funding. An overarching theme of these five topic areas was that investment decisions should be prioritized based on the principle of providing the greatest benefit to the greatest number of users.

Based on input received at the November meeting a final version of the recommendations was approved by the Council. Below are the Council's 2010/2011 recommendations.

Investment Priorities

IP1 – Bicycle and pedestrian partners working with FDOT, should develop materials that identify the benefits to be obtained from investment in each type of bicycle and pedestrian facility or program, for use by advocates and decision-makers in promoting projects and seeking funding. These tools should clearly identify the types of investment and the kinds of benefits (including but not limited to safety, connectivity, increased utilization, economic development, lifecycle costs and fiscal efficiency) to be obtained from each type of investment.

IP2 – FDOT districts together with state, regional and local partners (including OGT, MPOs, RPCs, local governments and others) should develop and implement a methodology to identify and prioritize where bicycle and pedestrian facilities are needed to connect or complete existing systems within districts and between districts and share with partners.

IP3 – State, regional and local funding partners (including FDOT, OGT, MPOs, RPCs local governments and others) as appropriate should give high priority to investments that complete linkages between components of bicycle and pedestrian facility systems, in order to derive the most benefit from dollars invested in bicycle and pedestrian improvements.

Performance Measures

PM1 – FDOT should develop quantitative and qualitative bicycle and pedestrian system performance measures for use in Florida Transportation Plan and Florida Strategic Highway Safety Plan implementation and in evaluating and enhancing bicycle and pedestrian efforts in each district and statewide. *Potential measures* to be considered include but are not limited to:

- Number/percentage of cities and counties with current bicycle, pedestrian, and trail plans
- Degree to which these plans are reflected in LRTPs and 5-year capital improvements plans
- Degree to which systems and facilities are context sensitive
- Inventory/percentages of roads that have bicycle and pedestrian facilities
- Inventory/percentage of jurisdictions that have educational programs (i.e., Safe Routes to School) addressing bicycle and pedestrian issues
- Connections to transit
- Condition of existing facilities
- Number of trips made by walking and bicycling
- Facility utilization
- Modal split and projected mode shift produced by proposed projects and systems (additional data needed to develop this measure)

Safety

S1 – FDOT and partners should cooperate to develop and implement methodologies to gather exposure data (data on bicycle and pedestrian usage of facilities or systems for which crash data is available) that can be used to develop more meaningful measures of bicycle and pedestrian safety.

S2 – FDOT and partners should develop facility and system measures of bicycle and pedestrian safety for use in the Florida Transportation Plan and the Florida Strategic Highway Safety Plan implementation. FDOT and partners should coordinate to promote use of these measures and plans to inform bicycle and pedestrian plan preparation and facility design statewide.

S3 – FDOT and partners should coordinate to develop and implement bicycle and pedestrian safety education and enforcement programs for all users and modes that focus on safety awareness and cost-effective measures.

S4 – FDOT and partners should coordinate efforts to continue to develop and implement bicycle and pedestrian safety training modules to be included in the training materials and programs of groups responsible for enforcement, including but not limited to the following:

- law enforcement
- Department of Motor Vehicles
- schools

Coordination

C1 – MPOs and local governments, working together with other bicycle and pedestrian partners should strengthen or develop mechanisms (e.g., advisory committees, working groups, and summits) to improve coordination between public and private stakeholders involved in bicycle and pedestrian planning, including but not limited to FDOT, MPOs, RPCs local governments, county health departments, school districts, FDEP, and FDOE, and local bicycle and trail user and working groups.

Funding

F1 – FDOT and partners should continue funding bicycle and pedestrian projects, including projects of local, regional and statewide significance that are now eligible for funding through the Transportation Enhancement and Safe Routes to School programs if these programs are not reauthorized by Congress in the next multi-year federal transportation bill.

F2 – FDOT should work with MPOs and other partners to ensure bicycle/pedestrian related projects funded by Transportation Enhancement Funds are authorized as quickly as possible to protect them, to the degree possible, from the impact of future rescissions.

Summary of Meetings

The Council held five meetings between June 2010 and November 2011, which have been detailed in this report to document the Council's progress over the course of the past year. Meetings were held in June and October of 2010, as well as in February, August, and November of 2011. Meetings took place in Tallahassee and DeLand and were typically full-day meetings. Attendees aside from Council Members included one or more facilitators, FDOT staff members, and observers from planning organizations, additional state partner agencies, and relevant stakeholders.

Meeting 1: June 28, 2010

This meeting was the official first meeting of the Council held at the FDOT Central Office Burns Building Auditorium. The meeting opened with introductions by Council members

and statements of expectations and desired outcomes for the year. Overall goals included improving infrastructure, walkability, connectivity to transit, safety, integration with land use planning, law enforcement, education, accessibility, bicycle and pedestrian-friendly policy development, and agency coordination.

During the meeting, the Sunshine Law was discussed, informing the Council members of regulations pertaining to meeting minutes, public notice, and restrictions regarding the discussion of Council issues outside of Council meetings. Additionally, the roles and responsibilities related to the transportation decision-making process, from the federal to local level were presented by FDOT Staff.

The initial draft of the Bicycle and Pedestrian Council Charge was the main item on the agenda during this meeting. An overview of the draft was provided, and a group discussion then followed to develop a formal understanding of the group's role.

The Charge indicated that the Council's job is to not only advise the FDOT, but also its partner agencies. It stated that the minutes of Council meetings would be published, as well as a report with their recommendations. It was recommended that the Charge should have a time frame for deliverables or action items. It was also noted that the policies and documents referenced in the Charge were only targeted to FDOT, and documents and policies of other partner organizations should be reviewed to integrate regional planning council plans. It was dually noted that collaboration with cities and counties will be critical to making Council recommendations.

Other suggestions for adjustment of the Charge included the consideration of persons with disabilities and the Americans with Disabilities Act (ADA) compliance issues and the discussion of design, planning, and safety programs for livable communities. Further review of the Charge included the Design, Planning, Safety, Measures & Data, and Programs & Funding sections that were outlined in the summary of the approved Charge.

Later in the meeting, a representative of the State's Pedestrian/Bicycle Coordinators provided an overview of safety trends and the Strategic Highway Safety Plan. It was noted that the SHSP includes information based on population, but no data relating to miles traveled. Crash data is broken down by age, jurisdiction, county, and lighting and mapped to identify areas with high volumes of pedestrian crashes. The Department of Highway Safety and Motor Vehicle website also includes crash data summaries.

The final presentation at the June meeting was given by a representation from the State Transportation Development Administrator, which provided an overview of the transportation planning process. Discussions on both sea level rise and funding issues followed this presentation.

Finally, the Council discussed and reviewed their next steps and assignments as delegated throughout the course of the meeting. Members were asked to fill out evaluation forms, while FDOT staff agreed to distribute a calendar to identify the next meeting time,

proposed for late September or early October. It was determined that the Council would meet quarterly, and FDOT staff would communicate with members in the interim to maintain both communication and momentum. FDOT staff also agreed to work with the Chair to revise the charge, identify materials to address *Parking Lot Issues* (which were re-named *Bike Rack Issues* at the October 2011 meeting), and continue to work on the whitepaper to provide background information on related policies and procedures.

It was decided that the focus of the next meeting would review of the revised charge, presentation of *Parking Lot Issues* and discussion of the whitepaper.

Meeting 2: October 14, 2010

The second Council meeting took place in the FDOT District 5 Cypress Room Auditorium, in DeLand, Florida. The purpose of the meeting was to provide the Council with an opportunity to collaborate and share issues and concerns, while developing a common understanding related to transportation decision-making.

The first presentation by FDOT staff involved the review of the revised Council Charge based on discussions at Council's June 28th meeting. Comments regarding the revised Charge included:

- The need for additional performance measures to track crashes, which may require analytical help from the Department of Health;
- "Human factors" research is currently being conducted for parking lots injuries;
- The possibility of developing bicycle and pedestrian data that includes exposure to risk using Emergency Medical Service (EMS) data;
- The possibility for law enforcement to note crash locations and any other notes of interest as part of the crash narrative; and
- The need to include an additional bullet on the topic of measures and data.
- The inclusion of a discussion of the conceptualization of the Council's final report and recommendations that will eventually be voted on; and
- The discussion of air quality/conformity analysis for non-attainment areas and the use of Congestion Mitigation funding for bicycle and pedestrian projects.

The first presentation by FDOT was the review of the Draft Council Work Plan entitled *Bike Rack Issues*. The first draft of the *Bike Rack Issues*, formerly called the *Parking Lot Issues*, was used to prepare a proposed Work Plan and Schedule. Comments regarding the Work Plan included:

- The need for the addition of neighborhood design guidelines. (It was noted that the Chapter Committee is working on developing a handbook on traditional neighborhood design to supplement the new *Florida Greenbook* chapter within the next few years that may help address the need for a discussion on mobility and land use issues specifically at the neighborhood and site level.)

- The addition of the Regional Planning Council's strategic regional policy plans, which can be used to protect bicycle and pedestrian corridors as a topic for the spring meeting.
- The inclusion of a presentation from a transit agency representative on the effects of land use, roadway design, and ridership at the spring meeting.

A Briefing and Discussion regarding Draft Statewide Transportation Plans was the next item on the agenda, which included the *2060 Florida Transportation Plan (FTP)* and the *Strategic Highway Safety Plan*.

FDOT gave a presentation on the draft *2060 FTP* and encouraged the Council members to review and comment on the draft plan. An email with a link to the draft *2060 FTP* was sent to Council members for reference. FDOT staff then also provided a presentation on the status of updating the State's *Strategic Highway Safety Plan*. Input was received via a random survey that was distributed to FDOT's partners in August 2010.

The next presentation given was about the Bicycle and Pedestrian Facility Design Standards, which included reviews of the Design Standards for *The Florida Greenbook* and *The Florida Plans Preparation Manual*.

It was explained that *The Florida Greenbook* includes the minimum standards for county roads and local city streets along with some design criteria local governments should consider (but are not required). *The Florida Greenbook* gives local governments discretion in how they can apply the criteria, including exceptions for when recommendations are not reasonable. *The Plans Preparation Manual*, on the other hand, includes design standards and criteria for state highways.

The final presentation included an overview of federal, state, and local Transportation Funding sources that are available to fund bicycle and pedestrian projects. The presentation also included a discussion on the recent rescission of federal funds.

At the conclusion of the meeting, each member was asked to identify best practices in five states other than Florida (including other countries) in his/her area of expertise and how these practices were funded—amounts and funding sources. The Council members were asked to be prepared to discuss this at the next meeting and prepare a one page write-up for each topic.

Meeting 3: February 7, 2011

The third Florida Bicycle and Pedestrian Partnership Council meeting was held at the FDOT Headquarters in the Burns Building Auditorium. The first item on the agenda was a review of a revised draft of the Council Charge and Council Work Plan. FDOT provided an overview of the modifications made to the Council's Charge and Work Plan/Schedule based on discussions at Council's October 14th meeting. There were no questions or comments

raised by Council members during the discussion of the revised Council's Charge or Work Plan/Schedule.

The next topic of discussion was a review of recent updates to the *Strategic Highway Safety Plan (SHSP)* and *2060 Florida Transportation Plan (FTP)*. The FDOT Safety Office provided a brief presentation on the status of *The State's Strategic Highway Safety Plan*. Following this presentation, the FDOT Office of Policy Planning gave a brief presentation on the newly adopted *2060 FTP*.

The next topic on the agenda was the presentation and discussion of bicycle and pedestrian funding programs for highways, transit, enhancements, congestion mitigation and air quality (CMAQ), recreational trails, and safety. It was suggested that the Department prepare estimates of bicycle and pedestrian funding taking into account recent federal and state discussions related to future program and funding levels to develop scenarios that provide a range of funding for bicycle and pedestrian projects.

The Safe Routes to School program was discussed, as well as the application process and the need to streamline the process to help schools and communities. The Highway Safety Improvement Program was then reviewed with regard to funding sources, project ranking processes, and the priority of preserving funding for bicycle and pedestrian projects needs to be a priority.

The next presentation included the discussion of benefits from investments in bicycle and pedestrian facilities, which was directly followed by a presentation on the "Conserve by Bicycling and Walking" study. The Council then discussed the development of conceptual models that can relate investment in bicycle/pedestrian facilities to specific benefits. The discussion emphasized investments that complete or create key linkages between components of the overall transportation system in order to get the most benefit from investment dollars.

Next, the Office of Policy Planning provided an overview of the availability and coverage of Bicycle and Pedestrian facilities on the State Highway System. It was determined that a map would be prepared that visualizes the connectivity of bicycle and pedestrian facilities on the State Highway System, as well as a bike lane and sidewalk maps of several urban areas throughout the State to illustrate the connectivity of facilities in urban and rural areas.

With regard to the maintenance of existing transportation facilities, key objectives included: maintaining a state of good repair for transportation assets for all modes; reducing the vulnerability and increasing the resilience of critical infrastructure to the impacts of climate trends and events; minimizing damage to infrastructure from transportation vehicles; and optimizing the efficiency of the transportation system for all modes.

The next presentation on safety and system data was provided by FDOT's Design Office. The presentation included an update on a research study examining the interaction between vehicles and bicyclists utilizing existing pavement. The facilitators requested that the Council members consider how they and the agencies they represent as partners make the best use of data and how they share data with others.

The FDOT's State Roadway Design Engineer then provided a presentation on three bicycle and pedestrian design topics: Plans Preparation Manual & Florida Greenbook, Design Exceptions & Variations, and Pilot Projects.

After this presentation, FDOT provided an overview of a survey sent to all MPOs/TPOs in Florida regarding their involvement in bicycle and pedestrian planning. It was agreed that the FDOT would provide a summary of the survey data to the Council for further review.

The meeting concluded with a review and discussion of the Member Identified Best Practices from Other States (the previous meeting's "Homework Assignment"). After reviewing this past assignment, the facilitators requested that Council members to consider how they might use the information discussed during the meeting to formulate or support recommendations to be developed at future meetings. It was noted that a topic of interest was the connection between bicyclists/pedestrians and transit.

The next meeting was scheduled for August 2011, after the 2011 legislative session. FDOT asked Council members to fill out the meeting evaluation form. FDOT also reminded the Council members to sign-up for the FDOT TranPlan e-News post.

Meeting 4: August 2, 2011

The fourth Florida Bicycle and Pedestrian Partnership Council meeting was held at the FDOT Headquarters in the Burns Building Auditorium. The first item on the agenda was the review of the Council's Charge and Work Plan/Schedule based on discussions at previous Council meetings. The goal of the meeting was to address the topics identified in the Council's Work Plan at its conclusion, and the next step established was to develop the key issues to be addressed at future meetings.

The second item on the agenda was an overview of the key legislative topics of interest to the Council that did and did not pass during the 2011 Florida legislative session, which included: the FDOT bill (which did not pass); the \$150 million sweep of the State Transportation Trust Fund; the New State Economic Enhancement and Development (SEED) Trust Fund; SEED money use for job creation to fund projects that meet a strategic interest related to economic development; and the Growth Management bill. In addition, a two-page summary of bills related to bicycles, pedestrians, and trails was distributed to Council members.

Next, two presentations were given on FDOT's strategies for bicyclists and pedestrians. The first presentation, *Elements of Successful Complete Streets Policies*, touched upon

issues related to roadway designs that accommodate both motorized and non-motorized travel. The second presentation, *Safe Mobility for Life*, addressed issues related to Florida's aging population. Both discussions also touched on the need to think about performance measures and their relationship to people rather than constructed facilities.

The fourth item on the agenda was a review of the Preliminary Guidance Statements from previous Council discussions. Statements drawn from previous Council meetings were presented for review and discussion. Council members were asked to rate many of the statements using an "Initial Acceptability" scale. The initial ratings were compiled during the meeting through a show of hands as a starting point for discussion. These ratings were intended for application as a tool to help identify concerns about the draft statements and to focus efforts on how the statements might be refined. The specific ratings can be located in the meeting minutes on the FDOT website.

Next on the agenda, a series of five presentations were given related to bicycle and pedestrian planning from the perspective of different partnering agencies. The purpose of these presentations were meant to convey a collective sense that each partner organization shares overlapping responsibilities in the broader context of improving access to bicycle and pedestrian facilities while also improving user safety. These presentations included:

- *Local Government Comprehensive Plans*, representing the Florida Department of Community Affairs, Division of Community Planning
- *Metropolitan Planning Organizations*, representing MPO's
- *Public Transportation*, representing FDOT's Public Transit Office
- *School Transportation*, representing the Florida Department of Education
- *Strategic Regional Policy Plans*, representing Regional Planning Council's

The last two presentations included an update on the State Pedestrian Safety Action Plan and an overview on the Council's draft Annual Report.

At the conclusion of the meeting, the facilitators reminded Council members that they have completed their deliberation of the initial set of issues in the first year's Work Plan and asked members for their input on what they see the Council accomplishing in the future. Based on these comments, the facilitators highlighted the following topics for future meetings: input on next year's legislative session; safety; funding; cultural/behavioral change; enforcement; completing the system; and providing additional and new policy guidance statements for Council review.

The Council discussed potential options regarding their group's focus. One option was to focus on a few key issues and develop definitive deadlines to update the Annual Report within this broad range of topics. The second option would be for the Council to focus more narrowly on a single issue. Additionally, options pertaining to the Annual Report were discussed. One option included finalizing the 2010/2011 Annual Report based on the Council's current status, while the other involved revising the Annual Report in 2012 (after the 2012 legislative session).

The Focus of the Council's next meetings will be selecting between these options, completing the Annual Report, and addressing as many of the topics brought up by members, as discussed above.

Meeting 5: November 3, 2011

The fifth Florida Bicycle and Pedestrian Partnership Council meeting was held at the FDOT Headquarters in the Burns Building Auditorium. The goal of the meeting was to wrap-up work the Council undertook as part of its initial Charge, provide direction for finalizing the Annual Report, and develop ideas for the Council's future work as an advisory body. New Council member, Timothy Bustos representing the Florida Bicycle Association, was introduced, as well as the new State Safety Engineer Lora Hollingsworth, P.E.

The first item on the agenda was a legislative preview provided by Kathy Neill, FDOT's Director of the Office of Policy Planning. Ms. Neill described potential topics for inclusion in FDOT's 2012 legislative bill.

The second item on the agenda was the review of changes made to the Council's Charge, Member Roles, and Procedures for the Council. Based on discussions at the August Council meeting, the Chair directed staff to prepare revisions to these documents to emphasize the Council's potential role as a forum to provide policy recommendations to its bicycle/pedestrian partners; provide advice and input on bicycle/pedestrian issues; identify and promote best practices; and provide an opportunity to exchange policy information.

Next on the agenda, Marianne Trussell, Chief Safety Officer for FDOT, provided a presentation on the status of updating the Florida Strategic Highway Safety Plan (SHSP). Rafael Montalvo, facilitator, noted that the presentation highlighted areas where the Council may have an opportunity for future involvement, either individually or as a Council.

Once members were given the opportunity to ask questions or provide comments on Ms. Trussell's presentation, David O'Hagan, P.E., State Roadway Design Engineer for FDOT's Office of Design, provided a presentation on options for constructing edgeline and centerline rumble stripes, rather than thermoplastic audible and vibratory markings.

Rafael Montalvo of the Florida Conflict Resolution Consortium (FCRC) Consensus Center then presented the Council's revised recommendations based on input received during the August meeting. The Council rated many of the original recommendations and provided feedback on how they could be modified in the following categories: Investment Priorities, Performance Measures, Safety, Coordination, and Funding.

The revised recommendations were presented to Council members who were asked to rate the revised set of recommendations using the same "Acceptability" scale from the August meeting. Members' ratings were compiled during the meeting through a show of hands as a starting point for discussion. The ratings were not considered votes, but rather a tool to

help identify concerns about the revised recommendations to focus discussion on how the statements might be finalized to help clarify members' level of support for each statement as drafted. The specific ratings can be located in the meeting minutes on the FDOT website.

Next on the agenda, Mike Neidhart, with Gannett Fleming, Inc., provided an overview of the revised draft Annual Report. Then, based on the Council's new charge, Hal Beardall presented a list of potential focus areas for the 2012/2013 Council to discuss. After Mr. Beardall's presentation, the Chair asked members for their input on what they feel the Council should focus its efforts on for the following year. Ideas from members included suggestions from the following topics: Contributions to Connecting the System, Safety, Cultural Changes, and Health related implications of bicycling and walking on the health of our communities.

The Council then discussed potential options for future meeting topics, including: revision of the Council's Charge based on member comments; revision of the Council's Roles & Responsibilities based on member comments; revision of the Council's Procedures & Guidelines based on member comments; revision of the Council's Recommendations based on member comments; revision of the Council's Annual Report based on member comments; and development of a draft Work Plan based on the identified topics.

Before the meeting was adjourned, it was determined that the next meeting would be scheduled sometime in April after the 2012 legislative session.

Additional Meeting Materials

For additional information regarding the presentations, materials, and summaries, please reference the Bicycle and Pedestrian Partnership Council's website located at: <http://www.dot.state.fl.us/planning/policy/bikeped/>.

Future Role

The November 2011 meeting included a discussion of what the Council's future role and focus areas should be for the coming year. Based on input from members—reflective of the Council's new charge—the consensus of the Council was that for the 2012/2013 year the areas of focus would be:

- **Contributions to Connecting the System** – provide input to the Florida Department of Environmental Protection's (DEP) update of its trail maps and plans;
- **Safety** – provide input to committees working on updating the Florida Strategic Highway Safety Plan;
- **Cultural Changes** – identify best practices, explore changes to statute and policy, clarify value, and help develop a coherent message; and
- **Health** – understand the evidence and implications that bicycling and walking have on the health of our communities.

The Council's 2012/2013 meeting cycle will commence in April 2012. At the meeting the Council will develop a new annual Work Plan for the coming year, which will detail the coming year's meeting and general topic areas of discussion, reflective of the Council's focus areas.

Summary

The Florida Bicycle and Pedestrian Partnership Council was convened to provide policy recommendations to FDOT and its partners on the state's walking, bicycling and trail facilities. The Council's five meetings throughout the year covered a variety of topics relevant to bicycle and pedestrian planning, which helped to generate ideas for further Council discussion and ultimately produced an evolving set of recommendations throughout the year. At each meeting, Council members were given opportunities to voice opinions, raise specific issues, and contribute towards the dissemination of bicycle and pedestrian related information as part of a forum of critical stakeholders and community members.

Throughout the Council's year-long effort, the Council developed a set of recommendations that focused on the prioritization of investments that will provide maximum benefits to the greatest number of users. Working with FDOT and its partners, these recommendations will be carried out in 2012/2013 to aid future bicycle and pedestrian planning efforts.

It is anticipated that the next Council meeting, entering into 2012/2013, will emphasize the following topics, identified at the November 2011 meeting: provide contributions to connecting the existing bicycle/pedestrian system; safety; cultural changes; and health.

Appendix – Council’s Original Charge

The FDOT has established a standing statewide “Partnership Council” on bicycle and pedestrian mobility. The Council includes key agency representatives and external stakeholders. The Council will provide guidance to the Department and its partner agencies on policy matters affecting the bicycle and pedestrian transportation needs of the State of Florida.

The FDOT Bicycle and Pedestrian Partnership Council duties also include facilitating increased coordination and collaboration by advising the Department on all statewide transportation planning and safety activities, including the Florida Transportation Plan (FTP). The Council will also report annually on the status towards making Florida and its communities more pedestrian and bicycle friendly. The Council will review and provide policy recommendations or comments, as appropriate, on issues and reports including but not limited to:

Design:

- FDOT’s *Manual of Uniform Minimum Standards for Design, Construction and Maintenance for Streets and Highways* (commonly known as the “Florida Greenbook”)¹
- FDOT’s Plans Preparation Manual and Design Standards
- Revisions to Traffic Engineering Manual regarding pedestrian crosswalks, use of countdown signals, rapid flashing beacons and pedestrian hybrid signals

Planning:

- Identify best practices for local communities (e.g., land development codes, school siting), metropolitan planning organizations (MPOs), and regional planning councils (RPCs) to enhance bicycle and pedestrian mobility through planning and design criteria and practices.
- FDOT plans (Strategic Intermodal Systems plan, 2060 FTP) and partner plans (e.g., local comprehensive plans, MPOs, RPCs)
- Department of Community Affairs growth management rules

Safety:

- Strategic Highway Safety Plan and vulnerable road users (e.g., pedestrians, cyclists)
- Safety Office Programs (School Crossing Guard, Safe Routes to School, Florida Traffic and Bicycle Safety Education, Pedestrian Safety Resource Center)
- Highway Safety Grant Program

¹ Partnership Council recommendations or comments on the “Florida Greenbook” will be made to the Greenbook Advisory Committee (which is charged in F.S. 336.045 with developing “uniform minimum standards and criteria for the design, construction, and maintenance of all public streets, roads, highways, bridges, sidewalks, curbs and curb ramps, crosswalks, where feasible, bicycle ways, underpasses, and overpasses used by the public for vehicular and pedestrian traffic”).

Measures and Data:

- Identify opportunities for incorporating other data into planning and decision making (e.g., bicycle and pedestrian injury data, exposure to risk)
- Identify performance measures for improving access and reducing accidents

Programs and Funding:

- Review of Pedestrian & Bicycle Program, Transit Office, and Rail Office procedures and programs
- Establish policies for use of existing funds such as Statewide Transportation Enhancements
- Review and make recommendations for encouraging consistency with and securing funding opportunities from federal initiatives to promote more livable communities and well connected walking and bicycling networks