

<p>Bicycle and Pedestrian Partnership Council</p> <p>Summary of Meeting</p> <p>October 14, 2010</p>
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Council Members or designees present (in alphabetical order by last name):

<i>Council Member, Organization</i>	<i>Designee (if applicable)</i>
<input checked="" type="checkbox"/> Debbie Hunt, FDOT (Chair)	<input type="checkbox"/>
<input type="checkbox"/> Timothy Ashley, Department of Highway Safety and Motor Vehicles	<input checked="" type="checkbox"/> Grady Carrick
<input checked="" type="checkbox"/> Jenna Brooks, Department of Environmental Protection	<input type="checkbox"/>
<input checked="" type="checkbox"/> Karen Brunelle, Federal Highway Administration	<input type="checkbox"/>
<input checked="" type="checkbox"/> Ken Bryan, Rails to Trails Conservancy	<input type="checkbox"/>
<input checked="" type="checkbox"/> Jesus Gomez, Florida Public Transportation Association	<input type="checkbox"/>
<input checked="" type="checkbox"/> Sue Hann, Florida League of Cities	<input type="checkbox"/>
<input checked="" type="checkbox"/> Thomas Hawkins, Florida League of Cities	<input type="checkbox"/>
<input type="checkbox"/> Charlie Hood, Department of Education	<input type="checkbox"/>
<input type="checkbox"/> Joey Hoover, Florida Association of Counties	<input type="checkbox"/>
<input checked="" type="checkbox"/> Richard Hopkins, Department of Health	<input type="checkbox"/>
<input checked="" type="checkbox"/> Laurie Koburger, Department of Elder Affairs	<input type="checkbox"/> Marcus Richartz
<input checked="" type="checkbox"/> Mike Lasche, Florida Bicycle Association	<input type="checkbox"/>
<input checked="" type="checkbox"/> Zoe Mansfield, Florida League of Cities	<input type="checkbox"/>
<input checked="" type="checkbox"/> Malisa McCreedy, Pedestrian Representative	<input type="checkbox"/>
<input checked="" type="checkbox"/> Patricia Northey, Florida Association of Counties	<input type="checkbox"/>
<input checked="" type="checkbox"/> Jo Penrose, Department of Community Affairs	<input type="checkbox"/>
<input checked="" type="checkbox"/> Bob Rackleff, Metropolitan Planning Organization Advisory Council	<input type="checkbox"/>
<input type="checkbox"/> Max Rothman, Transportation Disadvantaged Representative	<input type="checkbox"/>
<input checked="" type="checkbox"/> Cyndi Stevenson, Florida Association of Counties	<input type="checkbox"/>

Facilitators:

Hal Beardall and Rafael Montalvo (FCRC Consensus Center)

FDOT Staff:

Rob Magee, Kathleen Neill, Huiwei Shen, and Paula San Gregorio (FDOT Office of Policy Planning); Dennis Scott (FDOT Safety Office); David O'Hagan and MaryAnne Koos (FDOT Office of Design); Alan Hyman, George Lovett, Steve Tonjes, and Brenda Young (FDOT District 5)

FDOT Staff (via video conference):

Diane Quigley (FDOT Public Transit Office) and Marianne Trussell (FDOT Safety Office)

Observers:

Andrew Arnes (St. Johns County), Jennifer Bartlett (Sprinkle Consulting), Stephan Harris (Volusia TPO), Ginger Hoke (Hoke Design), Robert S. Kramer (Flint Trading), Mike Neidhart (Gannett Fleming), Theo Petritsch (Sprinkle Consulting), and Henry Stevenson (citizen)

Meeting Highlights

Please refer to the Bicycle and Pedestrian Partnership Council page on the FDOT website, <http://www.dot.state.fl.us/planning/policy/bikeped/>, for all meeting materials, including the agenda, presentations, and summary documentation.

Welcome and Introduction

The second Florida Bicycle and Pedestrian Partnership Council meeting commenced at 10:00 am at the FDOT District 5 Cypress Room Auditorium. The Bicycle and Pedestrian Partnership Council Chair, Debbie Hunt (FDOT Assistant Secretary for Intermodal Systems Development) welcomed the Council members and thanked them for their participation.

Ms. Hunt stressed today's meeting provides the Council with an opportunity to work together and share issues and concerns, while developing a common understanding related to transportation decision-making.

Hal Beardall of the Florida Conflict Resolution Consortium (FCRC) Consensus Center provided an overview of the agenda.

Debbie Hunt stated that each presentation will be followed by an opportunity to ask questions and/or discuss concerns. In addition, a set of issues called *Bike Rack Issues* (formerly called *Parking Lot Issues*) will be discussed with the Council.

Thomas Hawkins, with the Florida League of Cities, informed the Council the meeting summary from June 28, 2010 needs to be amended to reflect his presence and participation.

Review Revised Council Charge

Kathy Neill provided an overview of the modifications made to the Council's Charge based on discussions at Council's June 28th meeting. Following the presentation, members were asked if there were any items needing additional clarification.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

Is the Florida Department of Transportation (FDOT) satisfied with the data for bicycle and pedestrian accidents and incidents? Is there adequate data and analytical analysis to support bicycle and pedestrian planning?

Data is only captured if a motor vehicle is involved. Nation-wide 15 percent of bicycle incidents involve motor vehicles, while 85 percent do not.

Does more need to be done to improve bicycle and pedestrian crash analysis? The Florida Department of Health may be able to provide data that can help with this.

We are looking for additional performance measures/indicators so we can track crashes, but we don't have a sense of the magnitude of exposure. We look forward to analytical help the Department of Health may be able to provide.

Is bicycle and pedestrian crash data based on all crashes whether or not a citation was issued? What about crashes that occur in parking lots or small fender-benders in parking lots? What about when there is an incident, but no report was filed?

Crash data is collected on all public roads. If there is no report, then data is not collected.

It would be useful to know if charges are filed as a result of crashes that caused a bicyclist or pedestrian injury or death; or what the rate of near misses are for crashes. The exposure rate for bicyclists and pedestrians may be artificially low if the facility is, or is perceived to be, dangerous.

What percentage of bicycle and pedestrian crashes are we capturing? Is the data capturing everything?

Not all crashes are reported so we don't have information on everything.

"Human factors" research is currently being conducted into injuries that occur in parking lots. *[Human factors science is a multidisciplinary field that incorporates psychology, engineering, industrial design, statistics, operations research and anthropometry to understand the capabilities of human actions.]*

Emergency Medical Service (EMS) data may include information that the Florida Department of Highway Safety and Motor Vehicles doesn't have. Since bicycle and pedestrian exposure data is non-existent, the Council should look into developing bicycle and pedestrian data that includes exposure to risk.

Is data collected at hospitals for crash locations and/or if a crash occurred during an organized bicycle ride?

Law enforcement should note crash locations and any other notes of interest as part of the crash narrative in their write-up.

Another issue related to data is the development of performance indicators, which is also related to the need to develop data that includes exposure to risk.

During the next presentation on the draft 2060 Florida Transportation Plan, your input on related performance indicators will be sought.

A final note related to data is the difficulty in trying to comb through the half-dozen or so major data sources related to bicycle and pedestrian crashes (injuries and fatalities) since each data source provides a different picture. A real challenge is to know which source to go to. Another challenge is to gather “denominator data,” data that measures the size of the population at risk. Council members are not aware of any data sets providing this information now. The Council’s charge needs to include an additional bullet on the topic of measures and data.

Review Draft Council Work Plan

Hal Beardall provided an overview of the first draft of the *Bike Rack Issues*, formerly called the *Parking Lot Issues*, which was used to prepare a proposed Work Plan and Schedule. Kathy Neill went over the proposed Work Plan and Schedule for the upcoming meetings. Following the presentation, members were asked if there were any items needing additional clarification.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

The spring meeting will include a discussion on mobility and land use issues. A significant issue is urban design, not just at the regional or city level, but at the neighborhood and site level. Future data collection efforts need to consider how long blocks are and how frequent intersections are, etc.

The siting of public buildings includes a wide array of buildings, such as schools, libraries, post offices, etc. Moving to a more auto-oriented suburban development pattern kills arterial capacity. Also, the absence of linked corridors that allow you to avoid arterials/collectors when making short trips is important too.

The Florida Greenbook has a new chapter on traditional neighborhood design. The Chapter Committee is working on developing a handbook to supplement the new chapter within the next few years that may help address this issue.

The Regional Planning Councils develop strategic regional policy plans, which can be used to protect bicycle and pedestrian corridors. This topic needs to be included as a 4th sub-bullet under reviewing related planning processes on the Work Plan for discussion at the spring meeting.

This will be added to the schedule for the spring meeting.

Land use not only affects the development of bicycle and pedestrian facilities, but good land use design is also an integral ingredient in creating “great livable places.”

The role of infrastructure, or lack thereof, on transit usage should also be addressed. Often, due to a lack of infrastructure, transit is ignored.

The spring meeting can include a presentation from a transit agency representative on the effects of land use, roadway design, and ridership.

Briefing and Discussion about Draft Statewide Transportation Plans:

2060 Florida Transportation Plan (FTP)

Huiwei Shen 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 will be sent to Council members.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

Have you considered using the term “accessibility” in addition to “mobility” in the text of the 2060 FTP?

Yes, the term mobility is measured by the quantity, quality, accessibility, and utilization of transportation facilities and services.

With the fifty-year time horizon, what assumptions are you making about sea-level rise?

The draft 2060 FTP talks about monitoring climate trends and making sure we can protect our critical infrastructure. While global estimates on a rise in sea-level exist, there is no consensus forecast on sea-level rise in Florida. The draft 2060 FTP includes an objective for reducing vulnerability while increasing the resilience of critical infrastructure from the impacts of climate trends (e.g., sea-level rise) and events. The draft plan also calls for developing refined data and decision-making tools to better integrate climate trends and their potential impacts into transportation decision-making.

The U.S. Fish and Wildlife Service has produced extensive materials on sea-level rise. This information should be reviewed.

Developing performance indicators for the 2060 FTP are not on our agenda. Should this be added to our list of *Bike Rack Issues*?

At this time members can provide comments as individuals on the draft 2060 FTP, since the Council will not have time to do this as a collective body.

How do we plan for future motorist behavior when the price of fuel will likely increase? This should be fundamental in our planning projections for energy prices.

Are there any goals in the draft 2060 FTP to increase the mode share of bicycling and/or walking to reduce single-occupancy vehicles?

No goal is specific to this issue, but the draft plan reflects the need to move people and freight. This would be a performance measure that the Council can help us develop when we move toward implementation.

Does adopting the 2060 FTP by December 31, 2010 create an issue of coordinating with the next administration?

The draft 2060 FTP was adopted unanimously by the FTP Steering Committee. This will be an opportunity to share with the new administration the consensus of opinion of our transportation

partners regarding the need for Florida's transportation system to continue to evolve over the next 50 years to support the long-term transformation of the state's economy and its communities.

How does the draft 2060 FTP move from the strategy level to implementation?

The State is looking at the 2060 FTP as a long-term planning process. Performance measures will be developed to see how we move forward in the short-term, e.g., the development of action plans.

What are the short range plans that FDOT operates with?

The Department annually prepares the Performance Report, which has a 5-10 year horizon and identifies and measures how the Department is implementing the FTP.

Strategic Highway Safety Plan

Maryanne Trussell (via video conference) gave 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 our partners in August 2010.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

How was the survey distributed to the public?

We relied on our partners to help distribute the survey, i.e., MPOs and the MPOAC, State bicycle/pedestrian coordinators, local governments, police departments, and consultants. We will also reach out to the Florida Association of Counties to help expand our outreach efforts.

Were the survey questions open-ended or closed-ended?

The questions were open-ended.

The reduction in fatalities from 2008 to 2009 was very good (double-digits), except for pedestrian fatalities where the reduction was more modest.

Do we have the context of how many cars were on the road in 2008 and 2009 (in VMT)?

Vehicle Miles of Travel (VMT) declined by only 0.78 percent.

Some of the things that would help bicyclists and pedestrians is driver training, better awareness of bicycle and pedestrian vulnerabilities and rules, and better enforcement.

Gainesville received funding from the University of Michigan to inform people of these issues.

Has grant funding been secured for driving education?

Driver's education training is not mandatory, so it is hard to get this information into the schools. FDOT District 7 received a grant for training and enforcement from the National Highway Traffic Safety Administration (NHTSA). In addition, FDOT is working with the Florida Department of Law Enforcement (FDLE) to come up with a bicycle and pedestrian component for law enforcement officer training. We need additional ideas on how we can make a difference.

Presentation – Bicycle and Pedestrian Facility Design Standards

David O'Hagan and MaryAnne Koos gave a presentation on Design Standards for the Florida Greenbook and the Florida Plans Preparation Manual.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

Florida Greenbook (standards for all Florida roads)

Is the public able to provide input on 335.065(1)(b), F.S., and the granting of exceptions to the “due consideration” requirement?

Yes, as part of the public awareness plan.

Are bridges treated differently?

The construction cost of modifying a bridge to accommodate bicyclists or pedestrians can be substantially more expensive than modifying a roadway. If the bridge is being replaced it would likely include bicycle facilities, and sidewalks if near an urban area, while these might not be included in a bridge resurfacing or maintenance project.

The needs of all of bicyclists and pedestrians (young and old) should be addressed.

What is the difference between the Florida Greenbook and Plans Preparation Manual?

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 Greenbook also 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.

Does the Florida Greenbook give more latitude for the departure from its standards than the Plans Preparation Manual?

Probably. The Florida Greenbook is a consensus document that has an advisory committee.

How does a designer balance the different values of moving cars, bicycles and pedestrians, while making the area a livable community?

Designers work to minimize the amount of pavement width uninterrupted by landscaping or buffers, while still providing for the basic infrastructure of a primary corridor – sidewalks, bike lanes, travel lanes, and stormwater management. On-street parking, wider sidewalks and landscaping (elements considered to add livability to a street) add to the width of the street.

What is the typical cross-section for a road?

Volume 2 of the Plans Preparation Manual provides typical sections for most roadway types.

U.S. DOT Secretary Ray LaHood has identified principles related to bicycles and pedestrians, which do not appear to be reflected in Chapter 8 of the Florida Greenbook on bicycle and pedestrian facilities.

The language in the Florida Greenbook was developed in 2009, before Secretary LaHood's views were articulated.

Will Secretary LaHood's principles be incorporated into the Florida Greenbook?

That will be up to the Florida Greenbook Advisory Committee, which has been receptive to these principles.

The last line in the presentation mentions "all transportation facilities," what about airports, rail stations, and new limited access corridors, etc?

The Florida Greenbook is only for local roads while the Plans Preparation Manual is for State roads. The standards are more complicated when it comes to designing roads that circulate internally within airports and train stations, etc.

The proposed State Road 313 bypass leading to the St. Augustine airport, which the city is trying to make multi-modal, has lots of affordable and workforce housing near it that has insufficient bicycle and pedestrian access—it breaks an established bicycle corridor. Are the rules so rigid that we cannot accommodate bicycle and pedestrian facilities when new limited access facilities cut-off bicycle and pedestrian access?

FDOT is working on a test case to assess bicycle and pedestrian facilities on or near limited access facilities.

In regards to limited access and bridges, bicycles are prohibited on the Pineda Bridge, although it is safe. Whereas bicycles are allowed on the Eau Gallie Bridge because it is a county facility, although it is less safe. The perspective of bicycle and pedestrian access on limited access facilities needs to be broadened.

When resurfacing and maintenance projects are programmed, does FDOT consider bicycle and pedestrian facilities in the programming decision?

FDOT has been including bicycle and pedestrian facilities in the scoping of these projects for many years. Examples will be provided to the Council.

Plans Preparation Manual (standards for state highways)

When is the next version of the Plans Preparation Manual due to be rereleased?

The Plans Preparation Manual comes out in January of each year.

Is there a public review period for the Plans Preparation Manual?

No, the Plans Preparation Manual is not part of an adopted rule, but the meeting to approve changes is advertised on the FDOT website.

Presentation – Transportation Funding

Kathy Neill provided an overview of federal, state, and local funding sources that are available to fund bicycle and pedestrian projects. Kathy's presentation also included a discussion on the recent rescission of federal funds. Following the presentation, members were asked if there were any items needing additional clarification.

Note: responses from staff are indicated in *italics*.

Member Questions and Comments:

Can we go to a percentage-based fuel tax, instead of a pennies per gallon tax?

This certainly will be one of the options looked at in the future.

Can you explain what it means that Florida is a donor state? And can you talk about the recent discussions that wanted to raid the State's Transportation Trust Fund?

As a donor state, Florida pays more in federal gas taxes than it receives back from Washington. Regarding the proposed "raid" on the State's Transportation Trust Fund, transportation partners came together and were successful in preventing transportation funds from being transferred to General Revenue. The reasons were: (1) transportation projects put people to work in the short and long term, and (2) the fund is a trust fund and therefore should be used for transportation.

Why FDOT is not supportive of federal earmarks for bicycle and pedestrian projects?

Many times, depending on the types of funds that are earmarked, the funds come from other projects within the same area, which is state law. Sometimes the impact of using earmarked funds has a major impact to projects that have been planned for years.

How did the optional Charter County Surtax come about and how it is being used in areas like Miami-Dade and Duval counties?

FDOT will provide the Council with additional information on this topic.

If bicycle fatalities account for 13 percent of all fatalities (bicycle and pedestrian fatalities account for 21 percent of all fatalities), then perhaps bicycle and pedestrian facilities should receive a comparable percentage of safety funds. In addition, the initial allocation, balance forward and obligation authority numbers seem to add up for 2007; but, for 2008 the balance forward numbers don't seem to make sense. Can someone look into this and bring it back to the Council as a discussion item?

We will provide an explanation of these issues.

The State should provide technical assistance for local officials who are looking to increase their local option gas tax – to help local officials explain the benefits of enacting these taxes.

The decision for a local government to enact additional taxes is a local decision.

What has been the obligation rate of Transportation Enhancement funding since 2001?

FDOT will research this issue to provide the Council an answer to this question; the Enhancement funds have been obligated at a high rate over the past few years.

The latest round of rescissions included about 0.1 percent for highway funds, while Enhancement funds had a rescission rate of approximately 30 percent. Some Council members expressed concern over the disproportionate effect on the rescission of federal funds for bicycle and pedestrian projects. Council members stated that FDOT should try to protect bicycle and pedestrian projects as much as possible.

The federal rescission had no impact in Florida. No federal funds were lost, because the state never had federal spending authority to use the funds being rescinded. As a result, no bicycle, pedestrian, trail or enhancement projects were eliminated. There has been an issue with committing enhancement funds in a timely manner. FDOT will be working with MPOs to ensure there are enhancement projects that are “waiting in the wings” in case higher ranked priority projects are not moving forward.

A chart or graphic should be developed to explain the prioritization, funding, and construction of bicycle and pedestrian projects.

Every effort will be made to create an easy-to-understand graphic to better explain the process.

Did any of the State’s obligation authority attached to the Transportation Enhancement program get transferred to another program?

FDOT used its flexibility to fully obligate and fund transportation projects throughout the State. To clarify, contract authority and obligation authority are two different things. Obligation authority is the total amount of transportation funding the state can spend in a fiscal year; whereas, contract authority is a maximum funding cap set for each specific program, such as the Enhancement program.

Homework Assignment

Debbie Hunt asked each member to identify best practices in 5 states other than Florida (can include other countries) in his/her area of expertise (health, education, law enforcement, local government, etc.) 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. The assignment is to prepare a 1 page write-up for each topic, which should be sent to Rob Magee by January 1, 2011.

Public Comment

No public comment at this time

Discuss Next Steps

Debbie Hunt went over topics that may be added to the *Bike Rack Issues* list for the next meeting.

Bike Rack Issues

Council members asked that additional items be included on the list of *Bike Rack Issues* to be discussed at the Council’s next meeting:

- Discussion of what the Council’s final report and recommendations will “look like” that will eventually be voted on.
- Air Quality/Conformity Analysis for non-attainment areas and the use of Congestion Mitigation funding for bicycle and pedestrian projects.

Meeting Evaluation Survey

Debbie Hunt asked members to fill out the meeting evaluation form (see results in Appendix A).

Adjourn

The meeting was adjourned at 3:50 pm.

APPENDIX A: Meeting Evaluation Summary
Bicycle and Pedestrian Partnership Council
2nd Council Meeting
 DeLand, Florida

October 14, 2010 – 10:00 am to 4:00 pm

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	<u>Agree</u>					<u>Dis</u> <u>agr</u> <u>ee</u>	
	<i>CIRCLE ONE</i>						
	5	4	3	2	1	Summary	
<u>WERE THE MEETING OBJECTIVES MET?</u>							
To review the revised Bicycle and Pedestrian Partnership Council charge and workplan schedule	9	2	0	0	0	4.82	
To review and provide input to the draft statewide transportation plans	3	3	4	1	0	3.73	
To receive informational briefings on design standards for pedestrian and bicycle facilities and transportation funding	6	3	1	0	1	4.18	
To agree on next steps, assignments, and the preparation for the 3 rd Council Meeting to be held in Winter 2011	6	4	0	0	0	4.60	
MEETING ORGANIZATION							
Background and agenda packet were helpful	9	1	0	0	1	4.55	
Presentations were effective and informative	7	4	0	0	0	4.64	
Plenary discussion format was effective	8	2	0	0	0	4.80	
Facilitator guided participant efforts effectively	10	1	0	0	0	4.91	
Participation was balanced	5	6	0	0	0	4.45	

What Did You Like Best About the Meeting?

- Opportunity to hear from others.
- Educating how process works. FDOT providing a forum to highlight bike/ped spending and projects needed - commitment by FDOT to better facilitate funding for bike/ped.
- I think this is a good group, with concerned citizens and engaged staff. The meeting was notable in that much of the discussion was easy but it also included difficult discussion with disagreements, yet the group handled it well.
- Excellent moderation.

- Fairly flexible agenda. Good discussion.
- Free flow of information. Facilitator and Council Chair keep nicely on pace.
- Well mediated. Also, I enjoyed the meat loaf.
- I like the candid discussion between members and FDOT.

What Could Be Improved?

- Reining in Council members to stay on task and focused.
- My only fear is that the group will drift apart if we don't feel that we are contributing. Thus, I recommend that we are careful to keep members engaged.
- Provide meeting materials a few days ahead of time.
- Provide more complete backup, including power points.
- Room temperature. It was freezing.
- Get package ahead online.

Other Comments (use the back if necessary)

- While I appreciate this forum, will the engineer/design folks be trained/directed to look for opportunities to include bike/ped facilities and not reasons why bike/ped facilities cannot be included? Can creative problem solving be taught while staying within engineering standards? Or how else will middle management get the message that bike/ped accommodation is a priority? Thanks!
- Comment on objective “to review and provide input to the draft statewide transportation plans”: presentation was an overview—council action/input will be provided in the future needs to be scheduled as future action.
- Comment on objective “to receive informational briefings on design standards for pedestrian and bicycle facilities and transportation funding”: these are both complicated subjects.
- Would like to see the agenda evolve from 100% informational to less informational with more action items. Some of today's discussions could lead to action. We need to follow up, not just talk about the issues.
- Comment on objective “to review and provide input to the draft statewide transportation plans”: individual input required due to timeline for implementation.
- Introduction to PPM and Green Book was slow. “Assigned Reading” before the meeting could have helped me get more out of the presentation.
- General program information for next time: federal transit capital.
- I appreciate the patience of FDOT and the facilitators. I do not know that some of the discussion was relevant and appeared to be far a field of our charge. The requests for information seemed at times to be irrelevant.