

# Florida Greenbook Subcommittee Meeting

Manual of Uniform Minimum Standards for Design,  
Construction and Maintenance for Streets and Highways

## Subcommittee Meeting Minutes Chapters 8 and 9

Friday, February 14, 2025  
(10:00 AM – 11:00 AM)

Virtual Meeting via Microsoft Teams  
[Virtual Meeting Link](#)

Attendees:	<p><b>D2:</b> Kenneth Dudley <b>D3:</b> Rick Hall <b>D4:</b> Robert Behar, John Olson <b>D5:</b> Deborah Snyder, Gail Woods <b>D6:</b> Miguel Soria, Andy Garganta, <b>D7:</b> Allan Urbonas <b>Committee Staff:</b> Derwood Sheppard, Jacqui Morris <b>Associate Members:</b> Billy Hattaway <b>FACERS:</b> Travis Terpestra <b>FDOT Technical Advisors:</b> Barry Westmark, Anthony Castellone Zoryana Fedyushko, Chad Lingenfelter, Terra Parish, Keith Krieger, Daniel Eichler, Naziru Isaac <b>Guests:</b> Jennifer Musselman, Kenneth Hills, Lynn Decker, Gail Woods, Bonnie Moser, Kelly Fearon, Mary Raulerson, Bharathi Gundurao, DeWayne Carver, Jasmine Blais, Jacob Fortunas, Chad Johnson, Martine Fils-Aime</p>	
1.	<b>Welcome</b> [Slide #1 – 3]	Jacqui Morris and Derwood Sheppard
	<p>Jacqui Morris, the Florida Greenbook Coordinator, introduced herself and welcomed everyone. Thanking attendees for joining today's meeting of the Florida Greenbook Subcommittees.</p> <p>This meeting is 1 of a series of 6 meetings we are holding to kick off the next editions of the Florida Greenbook. We're excited to have a dedicated group of stakeholders here, both in person and virtually, to engage in the conversation and help shape the future of the Greenbook.</p> <p>Today, we will be focusing on discussing specific chapters, which you can see displayed on the screen.</p> <p>As part of the Greenbook update process, we are gathering valuable feedback, insights, and recommendations. This meeting serves as an important opportunity to ensure the Greenbook evolves to meet current and future needs.</p> <p>We will have a structured discussion on the chapters listed today.</p>	

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	<p>As a reminder, this is public meeting. There will be a dedicated time for public comment later in the session, so please feel free to prepare any feedback or questions you may have as we move through the discussions.</p> <p>Meeting notes will be provided. These notes will include a summary of discussions, any decisions made, and the feedback we receive from public comments.</p> <p>Jacqui introduced Derwood Sheppard, the Florida Greenbook Chair. Derwood welcomed the attendees and reaffirmed that the mission of incorporating context-based design remains unchanged, emphasizing that progress continues in a positive direction. He shared that a tiered approach will be implemented, beginning with the adoption of the new MUTCD. While some chapters will be affected more than others, the Florida Greenbook (FGB) will be reformatted to align more closely with the Florida Design Manual (FDM). This reformatting will create a foundation for implementing larger changes in the future. Further discussions will take place during the face-to-face meeting in April.</p>	
2.	<b>Introductions</b> <a href="#">[Slide #4]</a>	Subcommittee Members
	<p>Jacqui asked the Chapter Subcommittee Members to turn on their cameras and unmute their microphones and introduce themselves.</p> <p>Each of the members introduced themselves.</p> <p>Guests were asked to type their names and emails into the meeting chat.</p>	
3.	<b>Florida Greenbook User Survey Overview</b> <a href="#">[Slide #5]</a>	Jacqui Morris
	<p>In January 2023, the FGB Advisory Committee decided <u>to not sunset</u> Chapter 19, which laid the foundation for ongoing discussions and improvements to the FGB.</p> <p>In April 2023, the Advisory Committee began exploring a more context-based design approach, which led to forming a task team dedicated to further developing this approach.</p> <p>The task team's goal was to create a framework to better address the varying conditions and contexts in Florida's diverse communities.</p> <p>Since then, the task team has engaged in ongoing research and development (a continuous effort).</p> <p>In September 2024, we conducted the FGB Usage Survey in coordination with FACERS. The survey gathered valuable input which shaped the direction of the FGB revisions we are discussing today.</p> <p>In October 2024, the Advisory Committee formally approved the directive to fully integrate context-based design criteria.</p> <p>The task team also launched a GIS Context Classification Layer, providing vital mapping resources.</p>	

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	<p>FDOT released the Complete Streets Handbook in December 2024, ensuring that local agencies are equipped to implement context-based design criteria effectively on their own projects. The task team has worked diligently to establish a clear vision and purpose for the planned updates. The September Usage Survey gathered input on how the FGB chapters are used in the real world, to help identify where improvements could be made.</p>
	<p><a href="#">[Slide #6-8]</a> <span style="float: right;">Jacqui Morris</span></p> <p>The Florida Greenbook Task Team has been working diligently to establish a clear and cohesive vision, purpose, and set of objectives for the updates we're discussing today. The process included collaboration among task team members, technical advisors, and key stakeholders, ensuring that we reflected the diverse needs of communities, agencies, and professionals throughout Florida.</p>
	<p><b>Vision</b> - The Florida Department of Transportation (FDOT) is consistently at the forefront of transportation planning and infrastructure development in the state. The FDOT Manual of Uniform Minimum Standards for Design, Construction and Maintenance for Streets and Highways (the Florida Greenbook) serves as a vital resource for local governments, transportation engineers, and planners, providing guidelines and standards for roadway design and construction. With the evolving landscape of Florida's communities, it is becoming increasingly important to ensure that these guidelines are sensitive to the specific needs and characteristics of our urban, suburban, and rural areas.</p>
	<p><b>Purpose</b> - To revise and restructure the Florida Greenbook to incorporate context-sensitive design criteria and classification divisions based on urban, suburban, and rural contexts.</p>
	<p><b>Objectives</b> - Ensure the Florida Greenbook addresses the unique needs and characteristics of Florida's urban, suburban, and rural areas through context-sensitive guidelines. Develop clear and actionable criteria for classifying areas based on context to inform design standards. Improve the usability of the Florida Greenbook by providing more specific guidance tailored to the context of the area being developed</p>
	<p>The FDOT has onboarded a consultant team to support this process, to assist with research and editorial updates, and to ensure the Committee's vision stays on track.</p>
	<p>Kittelson and Associates brings a wealth of experience to this effort. Jennifer Musselman will serve as Kittelson's project manager. Jennifer will be leading the team and guiding the overall process. She has several key team members including DeWayne Carver, Jady Chen, James Ehmer, and Mary Raulerson. Their team will work alongside the FGB subcommittees.</p>
	<p><a href="#">[Slide #9-20]</a> <span style="float: right;">Jennifer Musselman</span></p> <p>Jennifer walked through the survey results, highlighting the results of the Usage Survey, along with recommendations for each of the chapters.</p>
4.	<b>Committee Discussion</b> <a href="#">[Slide #21-22]</a>

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How do you envision these chapters being utilized, and who do you see as their primary audience?

- **Gail:** As a consultant, she has not heard much feedback from others. Uses the chapter when working on non-FDOT roadways to compare criteria with the PPM. If criteria differ, the stricter standard is usually followed, and variations are brought to the PM if necessary.
- **Andy Garganta:**
  - Suggested adding guidance on micromobility devices (e.g., scooters, e-bikes).
  - Requested clarification on where these devices can operate (road, sidewalk, bike lanes).
  - Recommended defining speed limits for micromobility users in the Greenbook.
- **Robert Behar:** Questioned when a sidewalk qualifies as a shared-use path, noting the 5' offset is often missed despite being clearly stated in the FGB.
  - **Jenn:** Suggested emphasizing this in the reformatting of the FGB.
  - **Derwood:** Mentioned the Urban Sidepath in the FDM, which has different criteria.
  - **Robert:** Agreed that this distinction is frequently encountered and should be incorporated.

## Context Classification & Urban Design Needs

- **Rick Hall:** Expressed concern that current drafts do not mention context classification.
  - Figure 8-1 is specific to rural and suburban roadways, making it necessary to either clearly define context classifications or redistribute content into relevant chapters.
  - Rural and suburban guidelines emphasize sight distance at crosswalks, often relying on municipal guidance for placement of parked cars.
  - Suggested the chapter should better address urban design needs.
- **Nik:** Advocated keeping the chapter separate rather than merging it with others.
- **Nik:** Highlighted challenges with implementing Florida Statutes, particularly concerning bicycles and new mobility modes (e.g., scooters).
- **Jenn:** Asked whether the group preferred keeping chapters separate or combining them.
- **Rick:** Supported combining them.
- **Bob:** Preferred keeping them separate, as they are already two chapters in the FDM.
- **Rick:** Noted that state law may predate the emphasis on context and focus only on automobile-based contexts. Suggested seeking updates to FDM and state legislation.
- **Billy:** Questioned whether the CC Guide would be referenced in the FGB and shared past experiences teaching bike/pedestrian topics. Emphasized that Florida's laws are outdated and need rewriting but noted challenges with the current legislative body.

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	<ul style="list-style-type: none"><li>• <b>Rick:</b> Proposed strategies to engage the legislature, focusing on financial incentives for cities and counties.</li></ul> <p><b>Bike &amp; Pedestrian Chapter Discussion</b></p> <ul style="list-style-type: none"><li>• <b>Jenn:</b> Asked for input on strengthening the Bike/Ped chapter.</li><li>• <b>Nik:</b> Requested more clarity on managing bike lanes, turn lanes, and parking lanes.<ul style="list-style-type: none"><li>○ Mentioned buffered bike lanes but noted the absence of guidance on cycle tracks and signage to prevent wrong-way cycling.</li></ul></li><li>• <b>Jacqui:</b> Invited Juvenal to discuss urban area needs.</li><li>• <b>Juvenal:</b> Described growth challenges, limited right-of-way, and multimodal capacity efforts.<ul style="list-style-type: none"><li>○ Mentioned pushback from eliminating parking and the need for curbside management.</li><li>○ Highlighted Miami-Dade's implementation of protected bike lanes and the Underline project connecting multiple facilities.</li></ul></li><li>• <b>Rick:</b> Noted that bulbouts are not always beneficial for pedestrian crossings and need further clarification.</li></ul> <p><b>Additional Concerns</b></p> <ul style="list-style-type: none"><li>• <b>Jacob Fortunas:</b> Raised issues with the FGB conflicting with FDOT guidance.<ul style="list-style-type: none"><li>○ Stated that meeting minimums is often impossible for needed facilities.</li><li>○ Jenn asked him to send comments to Jacqui.</li></ul></li><li>• <b>Nik:</b> Mentioned struggles aligning NACTO and MUTCD guidance and the challenge of integrating them into the FGB.</li><li>• <b>Gail:</b> Brought up rural road rumble strips taking up space for cyclists.</li><li>• <b>Jenn:</b> Noted this issue is arising in other places and invited SME recommendations.</li><li>• <b>Bonnie (via chat):</b> Asked if the bike facilities chapter will align with the updated AASHTO Bike Guide.</li></ul> <p><b>ACTION ITEM:</b> Propose that Kittelson review Bike Facilities Chapter for Compatibility with latest AASHTO Bike Guide as a task.</p>	
5.	<b>Next Steps</b> <a href="#">[Slide #23]</a>	Jacqui Morris
	<p>To ensure we maintain the integrity of our processes and the relevance of the guidelines, we are adopting a phased approach to update this document. Given the size of the Greenbook and the importance of the criteria it addresses, updating it all at once would be overwhelming. Therefore, we've chosen to implement these changes gradually.</p> <p>For phase 1 - We will begin by updating the overall document formatting and numbering system. This will enhance usability and ensure consistency throughout the document, making it easier for professionals to navigate.</p> <ul style="list-style-type: none"><li>• The Manual on Uniform Traffic Control Devices, or MUTCD, has released its 11th Edition. These updates will be incorporated into the Greenbook, aligning Florida's guidelines with the latest federal standards. The 11th Edition of the MUTCD came into</li></ul>	

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	<p>effect on January 18, 2024 and we have until January 2026 to fully adopt these standards.</p> <ul style="list-style-type: none"><li>• In addition to the MUTCD update, we will also incorporate the 2018 edition of the AASHTO Green Book.</li><li>• Given the breadth and depth of the Greenbook, it is crucial that we handle these updates in a strategic and manageable way. By phasing the changes, we can ensure a smooth transition, provide adequate time for review and feedback.</li><li>• While Phase 1 focuses on technical updates Phase 2 will introduce more comprehensive and strategic changes to our approach.</li></ul> <p>The updates in Phase 2 will focus on the following key areas:</p> <ul style="list-style-type: none"><li>• <b>Context-Based Design</b> is an approach that tailors transportation infrastructure to its surrounding environment. This means understanding the specific needs of different areas—whether urban, suburban, or rural—and designing accordingly.</li><li>• <b>Target Zero</b>, which is Florida's vision to eliminate traffic fatalities and serious injuries. This initiative aligns with national goals for Vision Zero and will influence design decisions to prioritize safety.</li><li>• Another critical element of Phase 2 is the <b>streamlining of criteria</b>. This involves simplifying and modernizing our design guidelines to make them more efficient and easier to apply. By cutting out redundancies and unnecessary complexity, we can reduce the burden on engineers and planners, making it easier for them to implement the guidelines effectively without compromising on safety or quality.</li><li>• We will also consider the priorities outlined by various the subcommittees.</li><li>• The reason Phase 2 is targeted for review and adoption in <b>2026</b> is to allow for adequate time to thoroughly review these complex concepts and ensure that they are properly integrated.</li></ul>
6.	<p><b>Closing Remarks and Public Comments</b> <a href="#">[Slide #24-25]</a></p> <p>Jacqui asked the committee for any additional comments or feedback, but no one had further questions or remarks. She encouraged everyone to reach out with any questions and shared that the draft 2023 Florida Greenbook is currently in the rule adoption process.</p> <p>The committee will advertise for two new Florida Greenbook Advisory Committee members in Districts 4 and 7.</p> <ul style="list-style-type: none"><li>• <b>Billy:</b> Requested verification of meeting dates (23rd and 24th).<ul style="list-style-type: none"><li>◦ <b>Jacqui:</b> Turkey Lake, Ocoee Florida – April 23<sup>rd</sup> and 24<sup>th</sup>.</li></ul></li><li>• <b>Jacob Fortunas:</b> Emphasized challenges with retrofitting roads and the need for more flexibility in lane widths and clearer definitions of shared-use paths.<ul style="list-style-type: none"><li>◦ Suggested that roundabout off-ramps are too sharp for cyclists.</li><li>◦ Raised concerns about context classification adoption and crosswalk spacing.</li></ul></li><li>• <b>Jacqui:</b> Asked Jacob to submit his comments to her.</li></ul>

# Florida Greenbook Subcommittee Meeting

Manual of Uniform Minimum Standards for Design,  
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DRAFT

## *Sub-committee Meeting*

Chapter 8 - Pedestrian Facilities • Chapter 9 - Bicycle Facilities

## Agenda

**Friday, February 14, 2025**  
**10:00 AM – 11:00 AM**

**Virtual Meeting via Microsoft Teams**  
[Virtual Meeting Link](#)

1

### **Introductions**

Sub-Committee Members and FDOT Presenters

2

### **Florida Greenbook User Survey Overview**

Jennifer Musselman, P.E. (Kittelson)

3

### **Committee Discussion**

All

- How are these chapters currently being used?
- Who is the intended audience?
- What are the minimum criteria? What other guidance is needed?
- Are there topics missing from the chapter?
- Are there parts of the chapter that don't belong or are no longer relevant?
- How does context classification relate to these chapters?
- Who are the subject matter experts? Who should be engaged in chapter updates?
- What manuals are well formatted/easy to use?

4

### **Next Steps**

Jacqui Morris, CPM

Jennifer Musselman, P.E. (Kittelson)

5

### **Closing remarks**

Open for Public Comment

**Manual of Uniform Minimum Standards for Design,  
Construction and Maintenance for Streets and Highways**

Commonly known as the Florida Greenbook

*Sub-committee Meeting*

- Chapter 8 - Pedestrian Facilities
- Chapter 9 - Bicycle Facilities

**February 14, 2025**

10:00 AM – 11:00 AM

Virtual – Microsoft Teams

**Public Meeting**



**Florida Greenbook**



# Welcome

**Derwood C. Sheppard, Jr., M.Eng., P.E.**  
*Florida Greenbook Chair*

Florida Department of Transportation -  
State Roadway Design Engineer

# Agenda

February 14, 2025

10:00 AM	Welcome	Jacqui Morris
10:05 AM	Introductions	Sub-Committee Members and FDOT Presenters
10:10 AM	Florida Greenbook User Survey Overview	Jennifer Musselman (Kittelson)
10:25 AM	Committee Discussion	Sub-Committee Members
10:50 AM	Next Steps	Jacqui Morris Jennifer Musselman
10:55 AM	Closing remarks • Public Comment	Jacqui Morris

## Online Attendees Meeting Logistics



The chat feature can be used to ask questions to the presenters or share resources.



Be sure to mute your microphone unless you are asking a question.



You may turn on or off your video camera accordingly.



Raise your virtual hand to ask a live question.

# *Introductions*

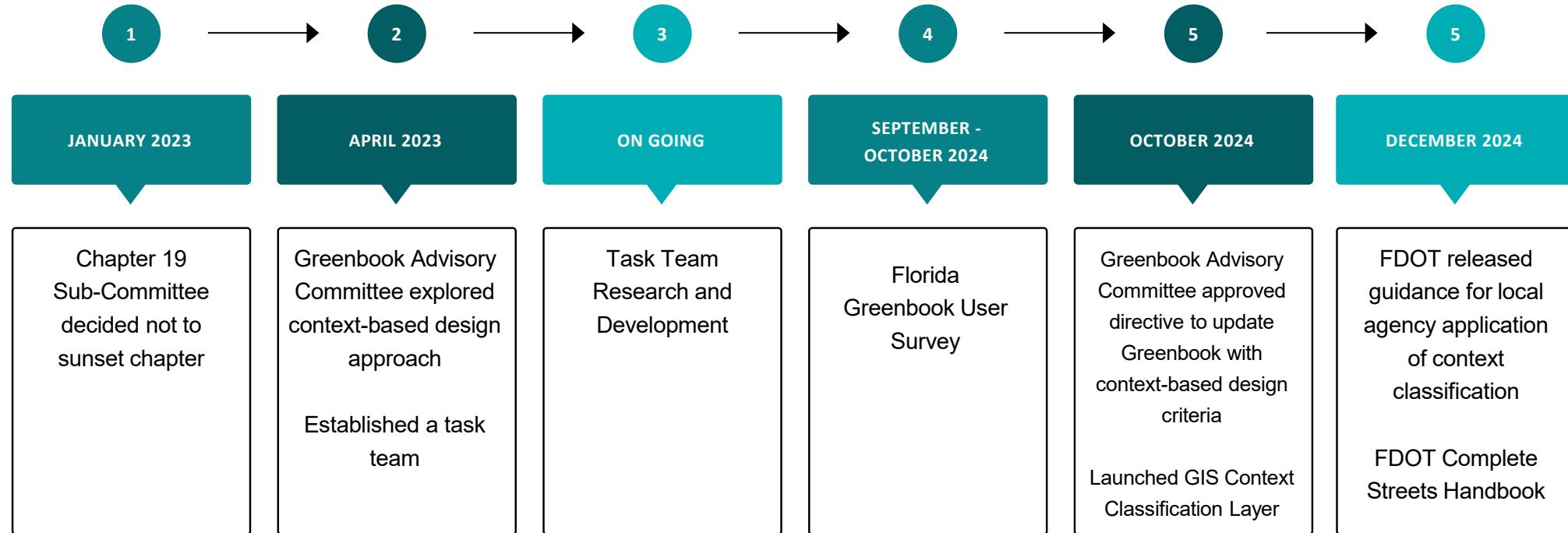
## **Chapter Subcommittee Members & Technical Advisors**

 Please turn on your camera and unmute your microphone to introduce yourself.

## **Guests and Members of the Public**

 Type your name and e-mail address in the chat.

# Recap



# *Visioning*

The Florida Department of Transportation (FDOT) is consistently at the forefront of transportation planning and infrastructure development in the state. The FDOT Manual of Uniform Minimum Standards for Design, Construction and Maintenance for Streets and Highways (the Florida Greenbook) serves as a vital resource for local governments, transportation engineers, and planners, providing guidelines and standards for roadway design and construction. With the evolving landscape of Florida's communities, it is becoming increasingly important to ensure that these guidelines are sensitive to the specific needs and characteristics of our urban, suburban, and rural areas.

# Committee Direction

To revise and restructure the Florida Greenbook to incorporate context-sensitive design criteria and classification divisions based on urban, suburban, and rural contexts.

## Objectives

- Ensure the Florida Greenbook addresses the unique needs and characteristics of Florida's urban, suburban, and rural areas through context-sensitive guidelines.
- Develop clear and actionable criteria for classifying areas based on context to inform design standards.
- Improve the usability of the Florida Greenbook by providing more specific guidance tailored to the context of the area being developed.



Overview

# Survey Background

The **Florida Greenbook** sets essential guidelines and standards for transportation planning, design, and operations across the state.

A survey was conducted to gather feedback on the use of **each chapter** and desired additions, improvements, & design guidance updates.

THANK YOU!



155  
Survey  
Respondents

Organizations  
City  
County  
Consultant  
FDOT  
TPO/MPO  
RPC

# What We Heard

## Areas of Interest

- Minimize conflicts and redundancies with FDOT Design Manual (FDM)
- Incorporate updates from AASHTO Green Book and MUTCD 11<sup>th</sup> edition
- Update with more plain language and simple format
- Update guidance related to bicycle and pedestrian facilities and traffic calming
- Increase guidance for low speed, low volume streets
- Integrate Target Zero

# What We Heard

## Strengths

- Detail of design standards
- Ease of use (access of tables and references)

## New topics to consider

- EV/AV guidance
- Target Zero
- Golf Cart Safety

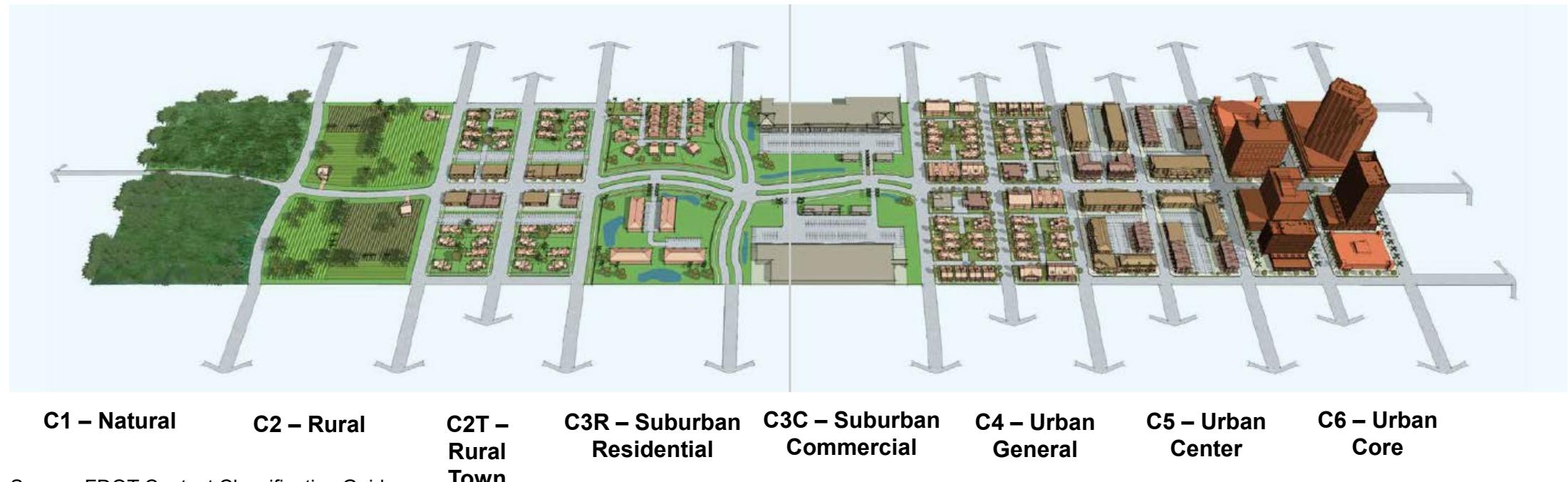
## Suggestions for Improvement

- Provide maximum values where applicable (i.e., lane widths)
- Provide plan preparation exhibits/typical section examples
- Consider online format in addition to PDF
- Increase visibility/awareness by presenting at APWA, ITE, SAME, etc.
- Consider context classification

# What We Heard

## Design the right street in the right place

- Respondents recommended “**more emphasis on roadway context design**” and guidance for design standards, especially “**applications specific to rural situations**”
- Prioritize safety and tailor design to the unique areas of Florida.
- More options with fewer restrictions

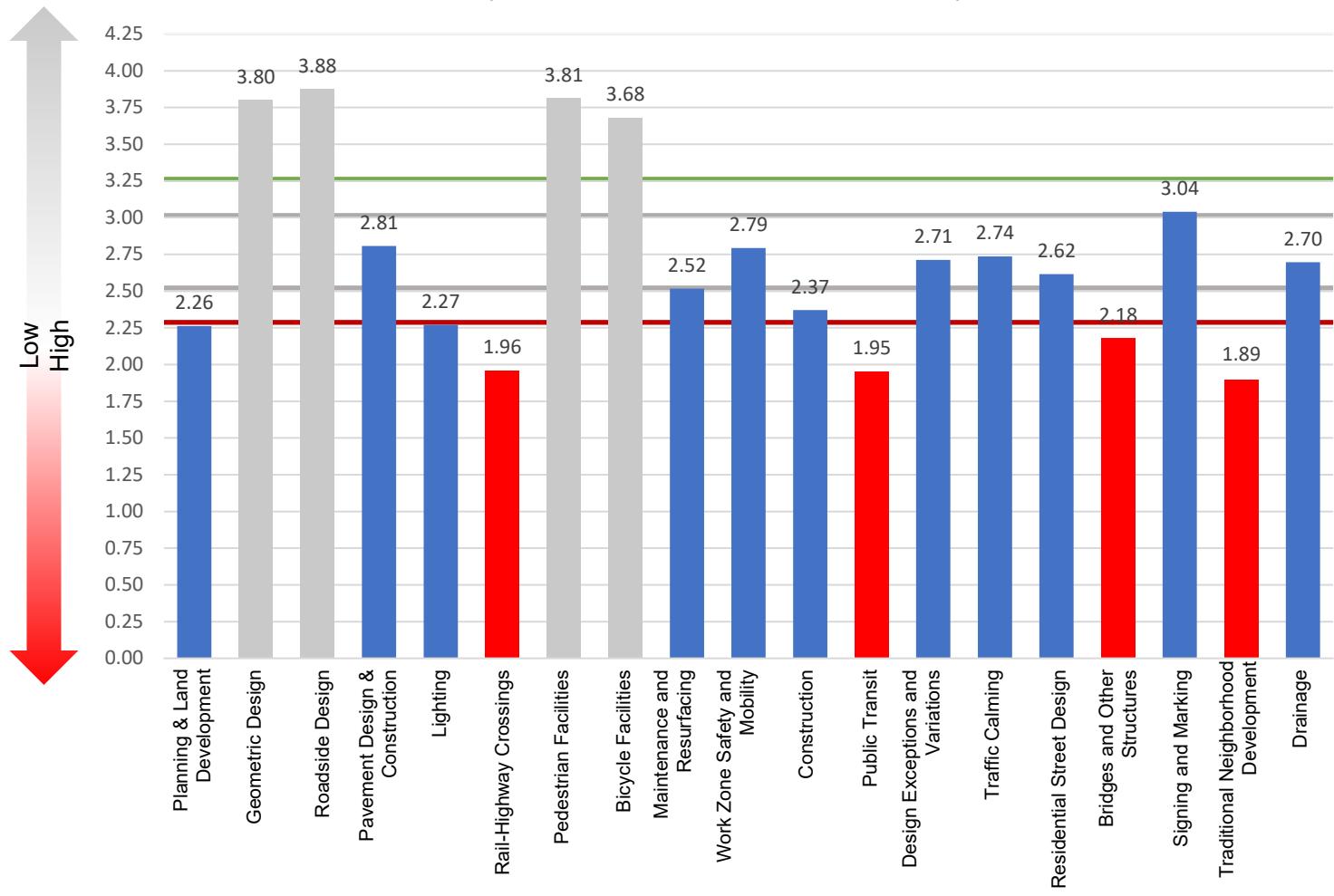




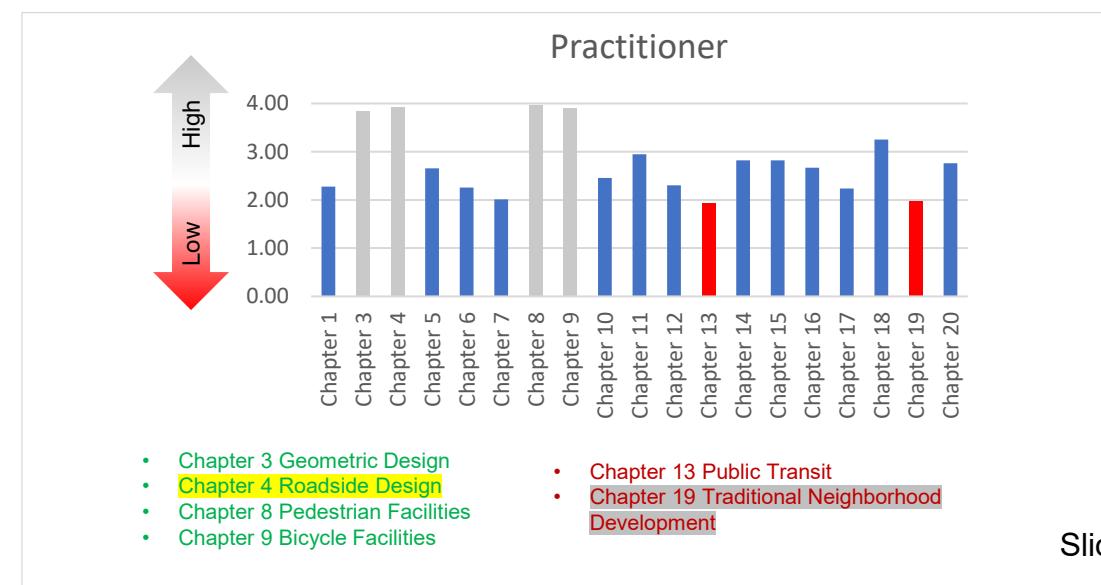
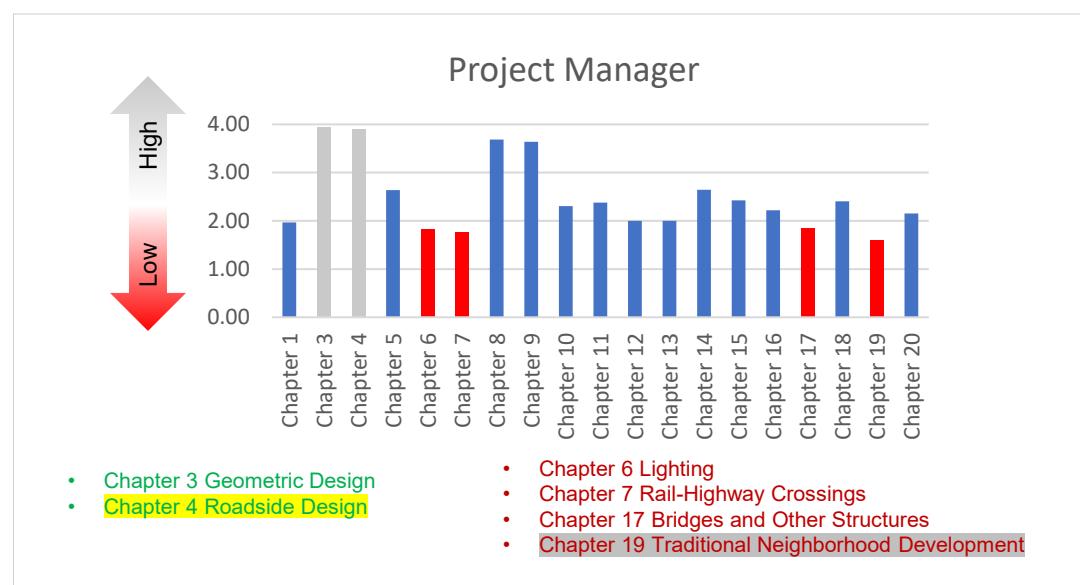
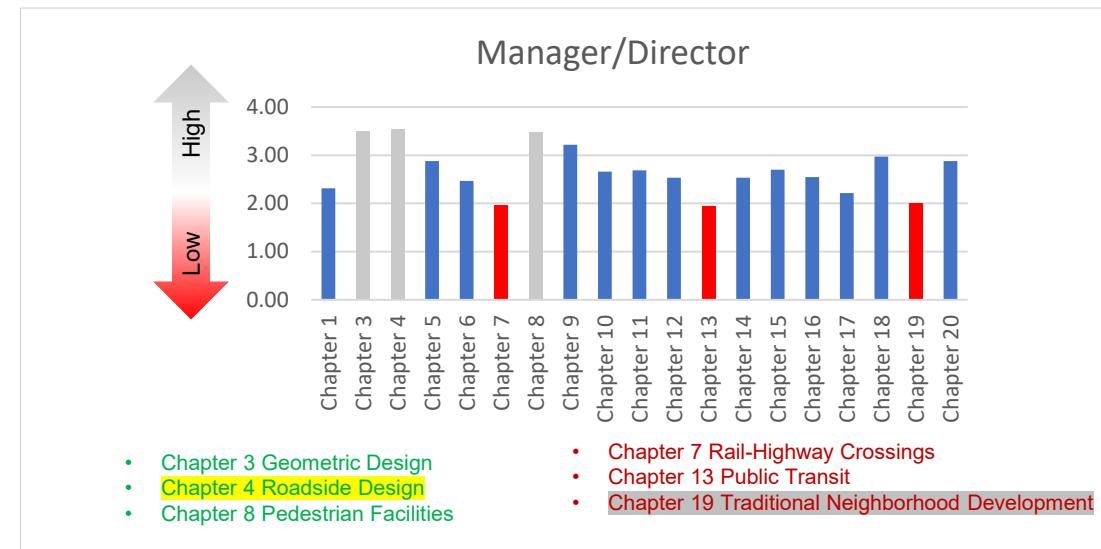
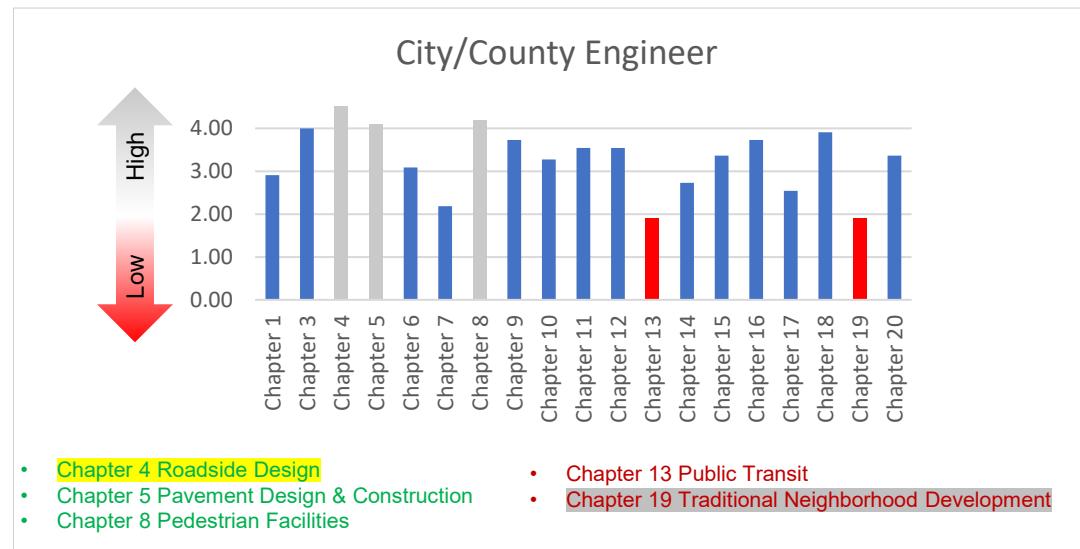
Chapter Specific  
**FEEDBACK**

# Average Chapter Use

Chapter 1 Planning and Land Development  
Chapter 3 Geometric Design  
Chapter 4 Roadside Design  
Chapter 5 Pavement Design and Construction  
Chapter 6 Lighting  
Chapter 7 Rail-Highway Crossings  
Chapter 8 Pedestrian Facilities  
Chapter 9 Bicycle Facilities  
Chapter 10 Maintenance and Resurfacing  
Chapter 11 Work Zone Safety and Mobility  
Chapter 12 Construction  
Chapter 13 Public Transit  
Chapter 14 Design Exceptions and Variations  
Chapter 15 Traffic Calming  
Chapter 16 Residential Street Design  
Chapter 17 Bridges and Other Structures  
Chapter 18 Signing and Marking  
Chapter 19 Traditional Neighborhood Development  
Chapter 20 Drainage



# Averages by Title



# Averages By Organization

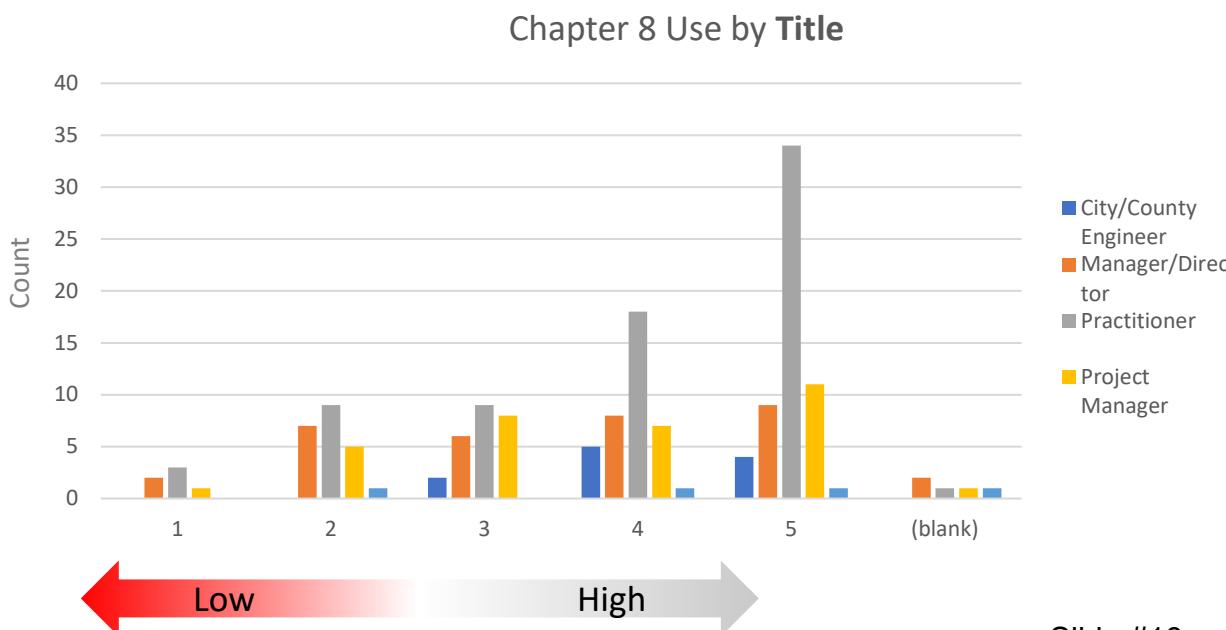
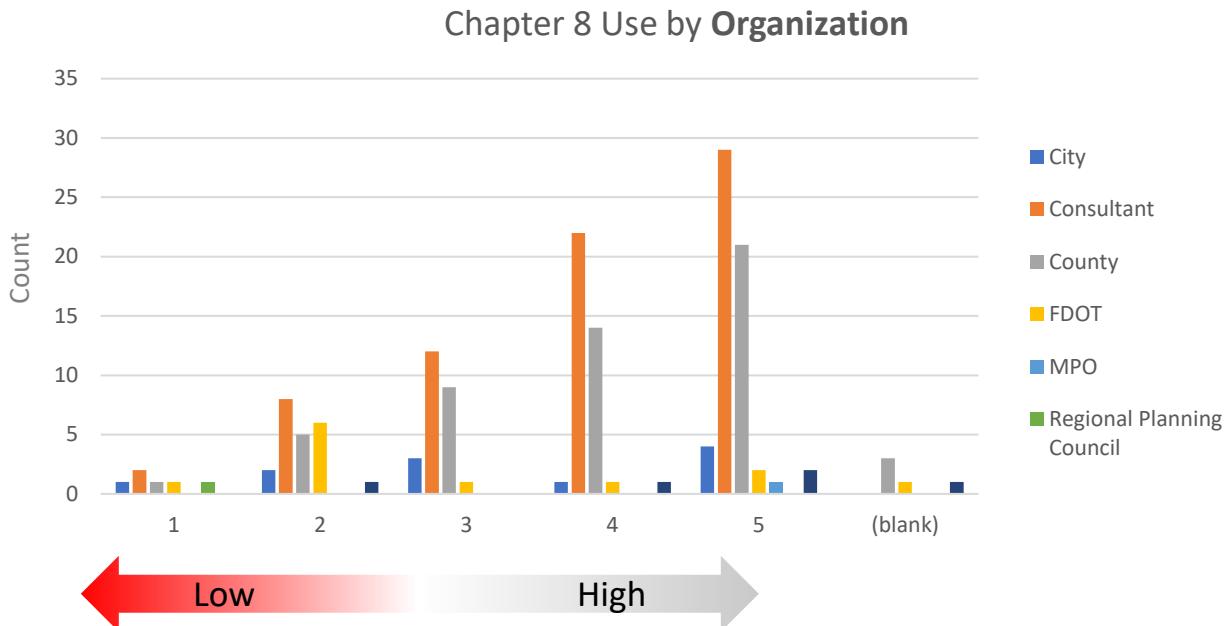


# Chapter 8

## *Pedestrian Facilities*

- Most respondents listed Chapter 8 as a **high use chapter**

Average Use = 3.81

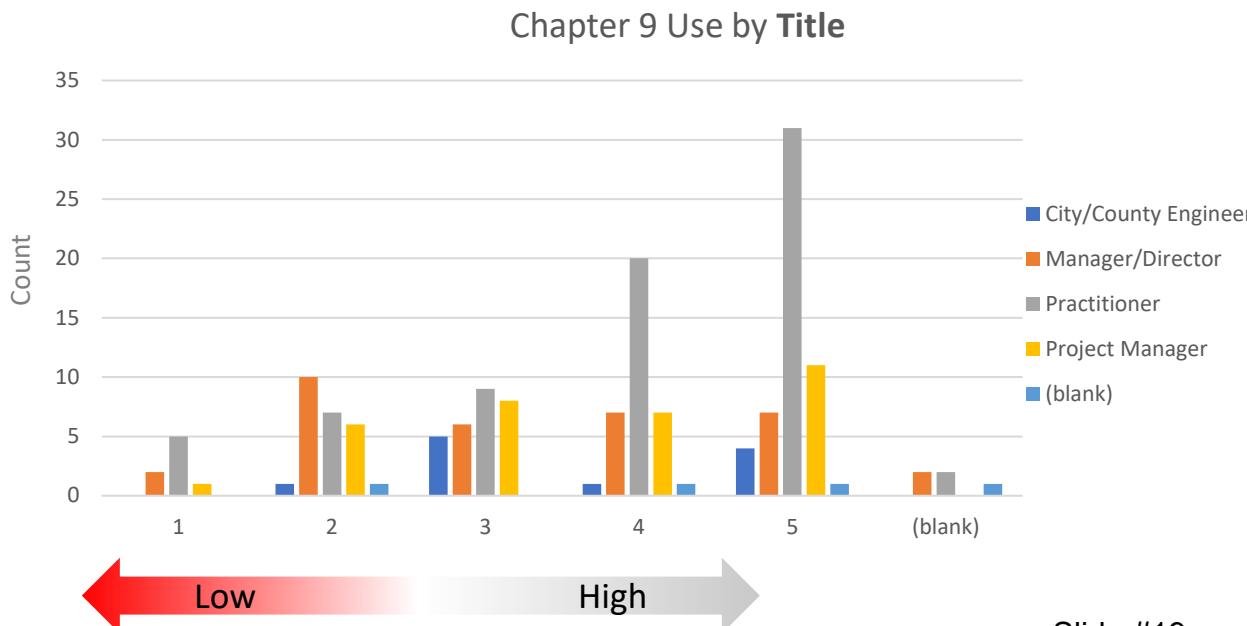
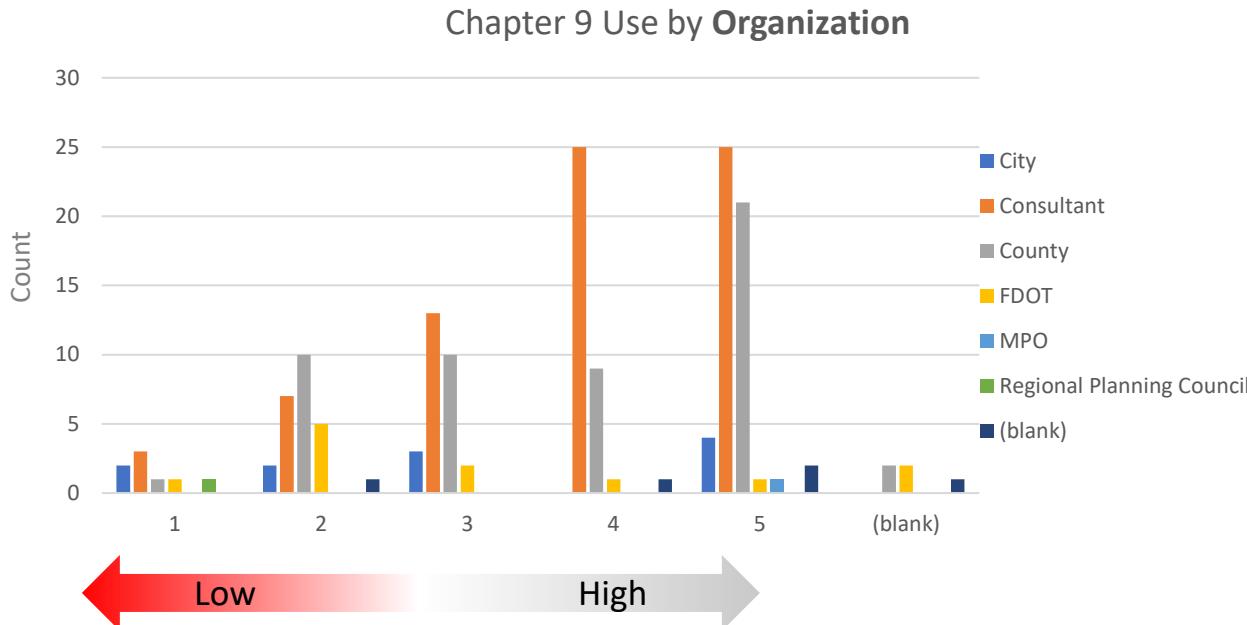


# Chapter 9

## *Bicycle Facilities*

- Most respondents listed Chapter 9 as a **high** use chapter

Average Use = 3.68



# Chapter 8 and 9 Recommendations

## *Pedestrian and Bicycle Facilities*

- Recommendations for Chapter 8 and 9 improvements from the survey results include:
  - Using ***more definitive language*** (i.e., "shall" not "should") where applicable to clear up ambiguity
  - Providing specific guidance on how ***crosswalk placement*** impacts:
    - pedestrian crossing distances
    - signal timing
    - pedestrian exposure
  - Prioritizing ***narrow street widths in urban contexts*** by updating signal timing to accommodate turning vehicles and maintain level of service, rather than adding a full turning lane.

# *Sub-Committee Discussion*

# Sub-Committee Discussion



- How are these chapters currently being used?
- Who is the intended audience?
- What are the minimum criteria? What other guidance is needed beyond the minimum criteria?
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- What manuals are well formatted/easy to use?

## Sub-Committee Members:

Robert Behar  
Karina Fuentes  
Andres Garganta  
Gene Howerton  
Nikesh Patel  
Juvenal Santana  
Miguel Soria  
Travis Terpstra  
Richard Tornese  
Gail Woods

# PHASED APPROACH

## Target Goals

2025

### Phase 1

- Document  
Formatting  
& Numbering

- MUTCD 11th  
Edition

- AASHTO 2018

2026

### Phase 2

- Context Based  
Design

- Target Zero

- Streamlined  
Criteria

- Subcommittee  
Priorities



Advisory Committee Meeting  
April 22, 2025 – Orlando, Florida  
*Document Review and Adoption*



Advisory Committee Meeting  
April 23, 2025 – Orlando, Florida  
*Planning and Workshop*



*Open for public comment*



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# Thank you for attending!

## START 2025 STRONG: MAKE SAFE DRIVING YOUR RESOLUTION.

- ✓ Leave a little early or be a little late.  
Just get there safely.
- ✓ Embrace the space. Keep the distance  
from the driver in front of you.
- ✓ Drive time is you time. Ride with  
Do Not Disturb.
- ✓ Buckle Up Every Trip, Every Time.

LET'S GET EVERYONE  
HOME SAFELY IN 2025!



## Contact

If you have any questions, comments or suggestions regarding the **Florida Greenbook**, please contact:

### ***Derwood Sheppard, P.E.***

State Roadway Design Engineer

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