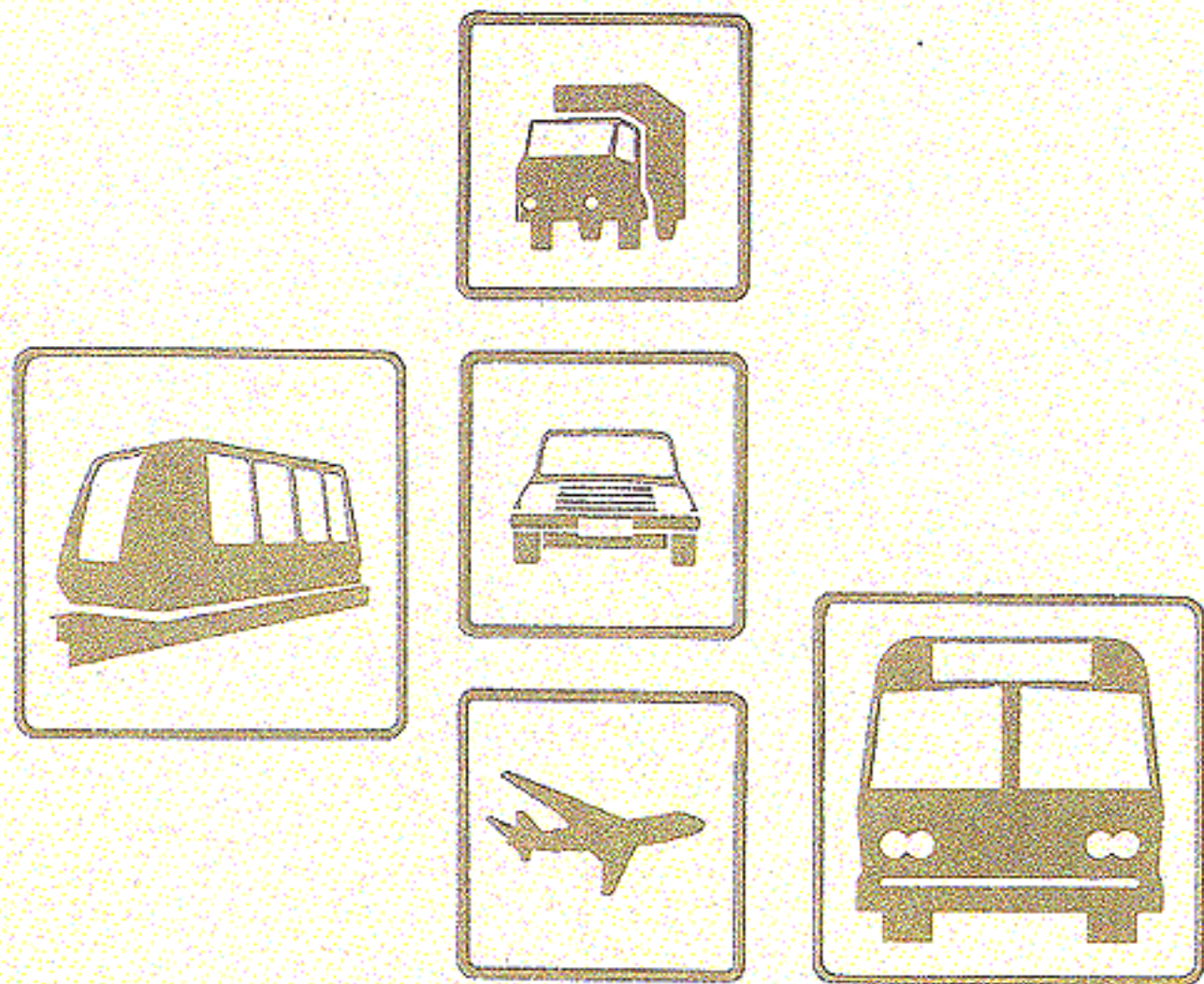


THE STRATEGIC TRANSPORTATION PLAN

1988



THE DIRECTION AND STRATEGIES TO MEET FLORIDA'S TRANSPORTATION NEEDS

FLORIDA DEPARTMENT OF TRANSPORTATION

KAYE N. HENDERSON, P.E.

SECRETARY

OCTOBER 1987



November 3, 1987

To the Citizens of Florida:

I am proud to present you with this Strategic Plan to meet Florida's transportation needs for the next 20 years. It is the product of a new Department of Transportation, and reflects the expertise and experience of a capable, motivated workforce.

Strategies and reforms are an integral part of this plan. They are designed to tap the wealth of employee talent and skills to make Florida DOT the leader among state transportation departments. We will increase productivity by cutting in half the time from concept to concrete, accelerate the purchase of rights-of-way, identify alternative funding sources and distribute funds equitably, and expand the agency's partnership with local governments and private enterprise.

This plan cites a need for more than 1300 miles of new expressways and other major arterial highways; nearly 4000 miles of additional traffic lanes; new fixed guideway systems and commuter rail service in several large cities; high-speed rail service between Tampa Bay, Orlando and Southeast Florida; and four new regional airports. It projects highway and public transportation needs of more than \$40 billion during the first 10 years.

We will pursue this program with determination and are committed "to meet transportation needs in all forms, for all people, in a cost-effective way."

Sincerely,

Kaye N. Henderson,
Secretary

To meet Florida's transportation needs, in all forms, for all people, in a cost-effective way.

...Mission statement of the Florida Department of Transportation



THE CHALLENGE

The department's challenge is complicated by the state's rapid population growth, development patterns and yearly influx of tourists. Transportation services do not meet the needs generated by this growth. Our urban highways are congested, and public transportation alternatives are drastically limited. The department advocates building a transportation system equal to the challenge. Solutions to the state's transportation problems are threefold: work closely with local governments and the private sector to develop and fund transportation system improvements; achieve a balanced transportation system; and deliver transportation products and services in a timely and cost-effective way.



THE STRATEGIES

Secretary of Transportation Kaye N. Henderson has initiated a new planning process to identify bold, aggressive strategies to upgrade the state's transportation system. These strategies address:

- **EMPLOYEES** -- Provide strong leadership to raise levels of performance.
- **PRODUCTION** -- Increase the capacity of the department to expand its production.
- **RIGHT-OF-WAY** -- Reduce the time and cost of acquiring rights-of-way and preserve and acquire future transportation corridors.
- **PARTNERSHIPS** -- Pursue working and financial relationships with local governments and the private sector.
- **FINANCE** -- Identify innovative solutions to meet growth needs.
- **PERFORMANCE MEASURES** -- Measure the success of the department in meeting its new goals.

THE REFORMS

To carry out these strategies and to accomplish this Plan, numerous reforms will be necessary. These reforms are grouped as follows:

- **DEPARTMENTAL** -- Review and modify policies and procedures within the authority granted to the department.
- **OTHER STATE AGENCIES** -- Recommend changes in policies and procedures of other state agencies.
- **LEGISLATIVE** -- Work to improve state laws.
- **FEDERAL** -- Resolve conflicts between federal laws and regulations and Florida's transportation needs.

THE PLAN

The Strategic Plan defines major highway and public transportation needs and incorporates the current adopted 5-Year Work Program. The Plan calls for a greatly expanded State Highway System, major public transportation improvements throughout the state, and expansion and extension of Florida's Turnpike.

The department will be working with local governments, metropolitan planning organizations, regional planning councils, the Legislature and the private sector to review and, where appropriate, to adjust this plan. We welcome the best ideas of other Floridians.

The Challenge



FLORIDA TODAY

Florida's transportation system generally kept pace with the state's needs until the early 1970's. Then rapid population growth began to strain the system. Federal, state and local tax increases between 1983 and 1985 partially funded transportation services, but transportation continued to lag behind the state's growth.

Florida's transportation challenge has been growing since 1970. Here's why:

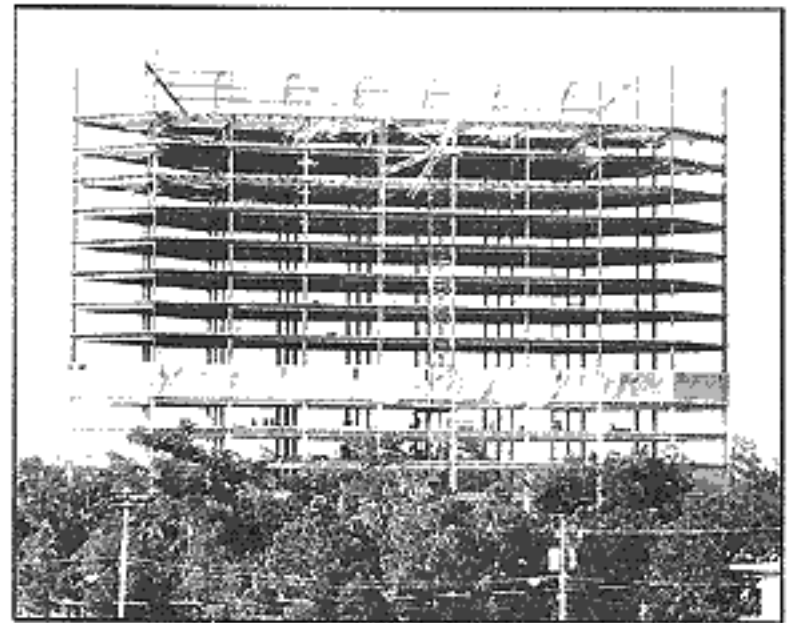
- Florida has almost 12 million residents and more than 35 million visitors.
- Although 20 percent of the nation's metropolitan areas lost population between 1980 and 1986, Florida's cities continue to grow.
- Six of the 11 fastest-growing areas in the United States between 1980 and 1986 were in Florida.

- Since 1960 the population of the U.S. has increased by 33 percent; Florida has grown by approximately 140 percent.
- In 1950 approximately eight percent of U.S. and Florida population was age 65 or older. Today, the elderly population has increased to 18 percent in Florida compared to 12 percent for the nation.
- Eighty percent of our residents live in cities of 5,000 or more, but approximately two thirds reside in cities with over 50,000 residents.
- Over 80 percent of the state's population lives along the coasts in communities which are rapidly growing toward one another.
- Almost 60 percent of existing office space is now in suburbs.

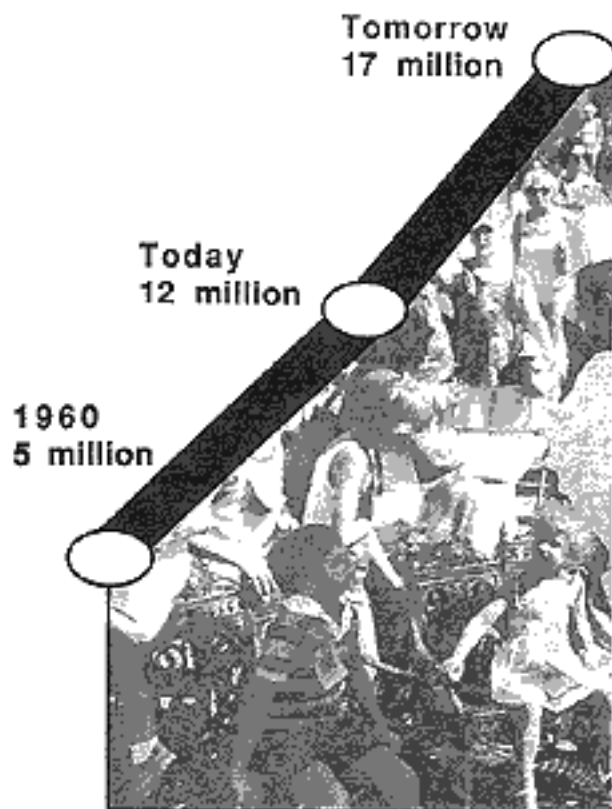
FLORIDA TOMORROW

Over the next 20 years :

- The department must meet transportation demands of 17 million residents and more than 60 million visitors each year.
- Almost 20 percent of our residents will be over 65.
- Urban growth could result in a series of interconnected megalopolises.



Population Growth



Current examples of this trend include Westshore and the planned Parkway area in Tampa, Maitland Center in Orlando, Baymeadows in Jacksonville and Dadeland in Dade County.

Growing transportation demands of suburban megacenters and center cities must be balanced with the need for interstate transportation and regional service between urban areas. Conflicts already are building. As continued urban and suburban growth stress additional parts of the system, competition for limited transportation capacity will intensify.

The challenge for the Florida Department of Transportation is to earn the confidence of our customers--the people of Florida and visitors--through demonstration of new attitudes, strong commitment and top performance in building the transportation system to meet Florida's needs now and into the 21st Century.

The 20-year projection of development trends presents a great challenge to transportation planners. Sophisticated communications and computer systems will enable businesses to continue decentralization, allowing them to locate closer to their customers, suppliers, and employee amenities. This decentralization, combined with Florida's continuing shift to a service economy, will accelerate the relocation of many businesses to the suburbs and urban beltways. New suburban office megacenters will result.

The Strategies

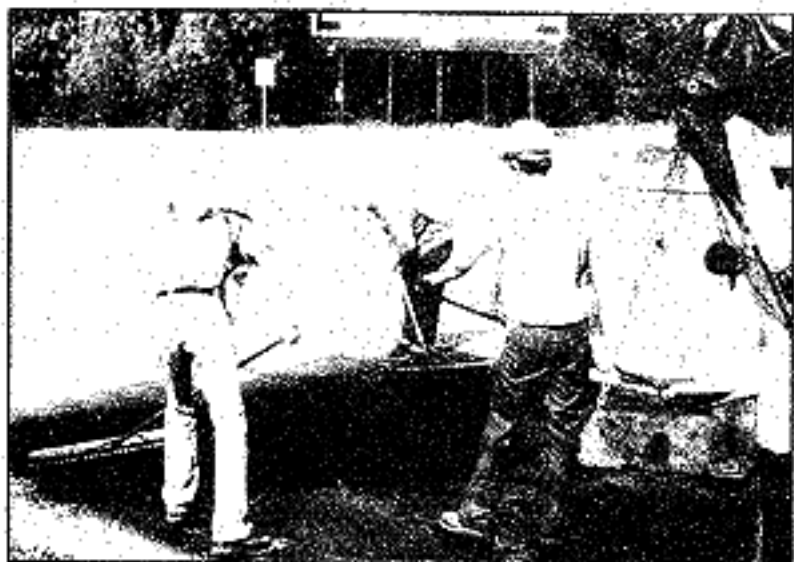
As part of the new management structure based on maximum decentralization of decision-making, the department has initiated a strategic planning process. The Strategic Planning Group, composed of the Secretary and his Executive Committee, has reviewed major issues and concerns affecting the delivery of transportation services and has selected critical issues to address during the next year.

Strategies have been adopted to guide the department's legislative agenda, administrative policies and procedures, and working relationships with other governmental entities and the private sector.

EMPLOYEE STRATEGIES

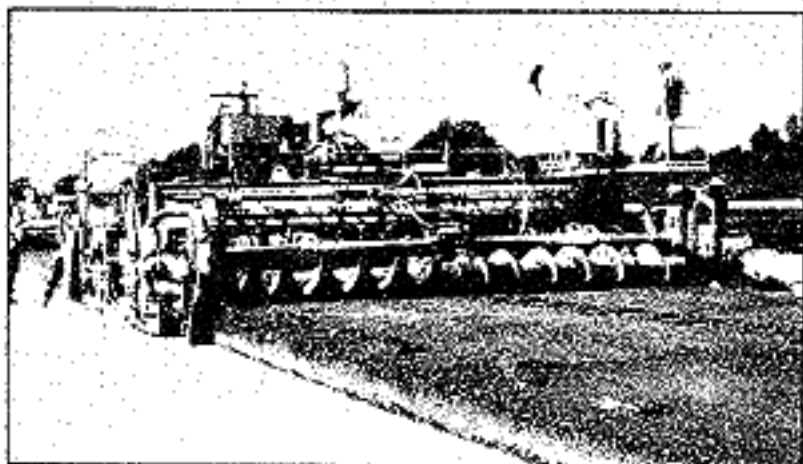
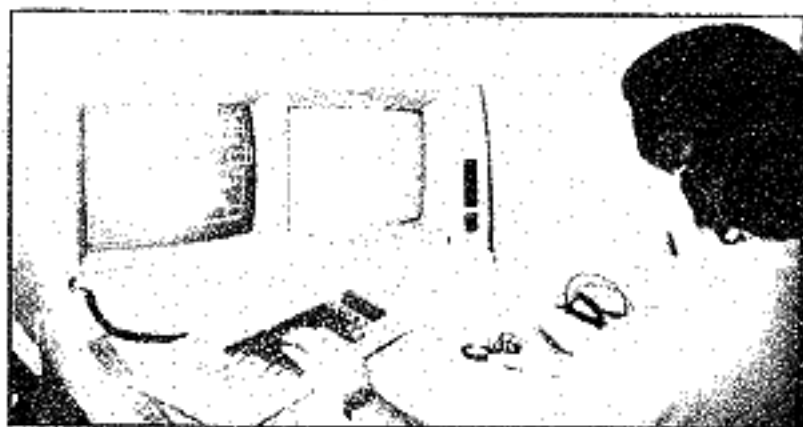
The department recognizes that its most important asset is its people. Management must be people-oriented, providing the leadership and motivation to ensure success in meeting the department's goals:

- Recognize the dignity of each employee.
- Provide a quality work environment--facilities, resources, tools--to maintain a high level of morale.
- Develop a talented staff that enjoys their work and is properly rewarded.
- Maintain an image of quality, both within and outside the department.



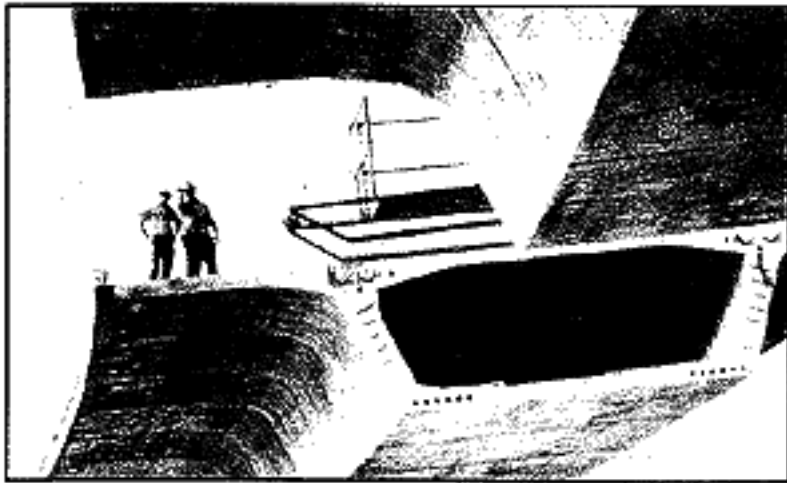
PRODUCTION STRATEGIES

The top priority of the department is to cut in half the time required to move "from concept to concrete" --to complete a project and open it to traffic. This can be accomplished through changes in policies, procedures, allocation of resources and intergovernmental cooperation.



Cut Delivery Time in Half

- Mobilize and focus the attention of the entire department on this goal.
- Streamline existing operating policies, procedures and standards.
- Identify and secure sufficient resources.
- Ensure comprehensive and effective project management.
- Implement new or innovative time-saving technologies, practices and procedures.
- Ensure maximum interagency cooperation.
- Perform state and federal reviews concurrently and encourage federal authorization of "certification acceptance"-- the substitution of state review for federal reviews, with certification that federal standards have been met.



Contract with the Private Sector and Local Governments

Construction Engineering and Inspection:

- Achieve expanded capacity, peak work loads and advanced production efforts through the use of consultants.
- Encourage contracts with local governments for the production and construction of projects on the State Highway System where practical.

Right-of-Way:

- Continue staffing the department's internal eminent domain, right-of-way negotiation and property management functions at approximately the 1987 level. Provide additional capacity through the use of consultants.
- Perform land appraisals primarily through contract appraisers.

- Perform review appraisals with department personnel. Contract appraisers may be used to assist with peak loads.
- Secure local government assistance and participation in acquisition of rights-of-way to support the State Highway System.

Maintenance:

- Continue staffing maintenance at the 1987 level. Expand future maintenance efforts through contracts.
- Aggressively seek opportunities to expand contracts with local governments for highway maintenance.

Availability of Engineers and Managers

- Conduct a thorough analysis of current and future turnover rates and the potential of the job market to provide qualified engineers and managers for the public and private sectors.

RIGHT-OF-WAY STRATEGIES

The cost and time required to acquire rights-of-way for transportation projects are major obstacles to providing timely, cost-effective facilities. Legislative and administrative changes are required to reduce the impact to the public and reserve transportation corridors for future use.

Efficient Right-of-Way Acquisition

- Reduce the number of appraisals required for acquisition.
- Streamline approvals to use state-owned lands necessary for transportation projects.
- Broaden authority to acquire remnants of parcels where economically justified.
- Make all hazardous waste determinations a part of the project development and environmental process.

Advance Right-of-Way Acquisition

- Aggressively identify, reserve and, where necessary, acquire rights-of-way to preserve future transportation corridors.
- Provide resources to implement an ongoing advance acquisition program.
- Remove the statutory restrictions that inhibit early acquisition.
- Strengthen the public purpose and needs portion of the statutory intent language for advance acquisition.

PARTNERSHIP STRATEGIES

The department will be a strong advocate for building the transportation system to meet Florida's needs. This includes working cooperatively with other governments and the private sector to assure proper alignment of jurisdictional roles and responsibilities for the transportation system.

Department Responsibilities In Urban Areas

- Expand and strengthen operations in urban areas.
- Identify multicounty regions with common transportation concerns and initiate regional transportation planning and programming activities.
- Work directly with local governments to develop and implement the transportation and land use portions of their Comprehensive Plans, including review of Developments of Regional Impact and other developments impacting the State Highway System.
- Work directly with urban areas to develop right-of-way protection procedures to preserve and protect transportation corridors and to develop comprehensive policies for the management of access to the State Highway System.
- Maintain productive working partnerships with local governments and their organizations (metropolitan planning organizations, regional planning councils, the League of Cities, the Florida Association of Counties).
- Coordinate the department's strategic planning process with the metropolitan planning organizations' urban planning processes.
- Assist urban areas in the development of public transit systems and use transit service to relieve congested corridors.

Transit Operating Assistance

- Support statutory changes, conditioned upon new recurring state revenue sources, to share with local governments in the financing of net operating costs (costs over and above revenues from the federal government and other state agencies, fares and other revenue sources).
- Establish criteria to require local

government maintenance of effort, performance standards, and incentives for exceptional performance as conditions of state operating assistance.

- Emphasize services provided in major corridors and for the transportation disadvantaged.



State/Local Government/Private Sector Cost-Sharing

- Support statutory changes, conditioned upon new recurring state revenue sources, to replace the Local Government Cooperative Assistance (20/80) Program with a new program incorporating the following features:
 1. On State Highway System projects, the funding ratio will be 50 percent state and 50 percent local.
 2. For construction phases on local government system projects, the funding ratio will be 20 percent state and 80 percent local.
 3. Local governments and the private sector may use any revenue source for their share.
 4. Eligibility criteria will be established, such as the adoption of all available local option gas taxes.

Role of Florida's Turnpike

- Establish the policy that the role of the Turnpike is to provide limited access toll facilities with balanced emphasis on:
 1. Serving long distance trips with an intercity system.
 2. Meeting urban congestion needs.
- Use the Turnpike's administrative and

financing mechanisms to construct and operate toll-financed improvements to the State Highway System.

- Examine toll rates on a regular basis and adjust them to be consistent with rates on other toll facilities.
- Provide for the orderly sale of bonds as necessary to finance the adopted Turnpike Work Program.

State Participation in Toll Financed Projects

- Adopt a policy and pursue legislation to encourage the development and construction of toll facilities that serve a state purpose and are logical additions to the State Highway System, guided by the following principles:

1. State funds may be commingled with toll revenues and/or bond funds backed by toll revenues, regardless of the governmental entity developing the project.
2. Justification for the imposition of tolls on a project or system will be demonstrated if at least half of the cost can be financed from net toll revenues and/or bond funds backed by toll revenues.

FINANCE STRATEGIES

In addition to the many actions that have been or will be taken to improve productivity and cost-effectiveness, new revenues will be required to meet Florida's transportation needs. An analysis of alternative revenue sources and specific funding requirements is contained in a separate report, "Financing the Strategic Transportation Plan." However, several strategies have been adopted to achieve more equitable financing of transportation projects, regardless of the level of revenues available to the department.

Fund Distribution

- Allocate all funds to districts by the statutory formula (equal emphasis on population and motor fuel tax collections), with the following exceptions:
 1. Interstate construction (as specified in the "cost to complete" estimate).
 2. Federal bridge program.
 3. Aviation program.
 4. Other funds distributed as mandated by federal law.

- Establish an effective date of Fiscal Year 1992-93 for this policy.

Unplanned Projects

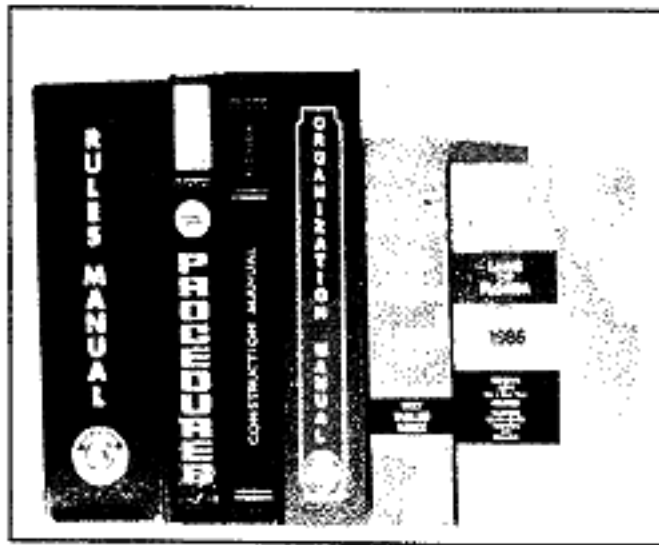
- Recognize that, when the department is directed by federal or state legislation to include "unplanned projects" in its work program, allocation and production schedules are impacted and the schedule of planned projects is affected.
- Minimize the impact of "unplanned projects" on planned projects.
- Recognize that many "unplanned projects" are funded as special appropriations of statewide funds by the Legislature. The department will redistribute funds in accordance with the statutory formula, so that equity among districts will be maintained when "unplanned projects" are added to the work program.

PERFORMANCE MEASURES

The success of the department, as well as the Strategic Transportation Plan, will be measured by its performance. In addition to the performance reports required by law and administrative procedures, the department will report its performance to the public in the manner described below.

- Develop measures to periodically report:
 1. Reductions in the time required to deliver products and services.
 2. Increases in plans-in-readiness (projects for which designs are completed and approved and right-of-way and permits have been acquired), adjusted for contract lettings in excess of department targets.
 3. Success in achieving the department's adopted "maintenance condition rating" (the standard for routine maintenance of the State Highway System).

The Reforms



Some reforms of laws, policies and procedures are needed to successfully carry out the adopted strategies and accomplish the Plan. Reforms in these areas will enhance the department's effectiveness and accelerate delivery of transportation products and services.

Many of these reforms are possible under the authority granted to the department. Others will require the cooperation of other agencies and the Legislature. In some instances, legislation will be required.

DEPARTMENTAL REFORMS

Areas under the authority of the department have been identified for potential reforms to improve efficiency and productivity. They will be reviewed in detail to determine the best way to modify rules, policies or procedures. The Executive Committee will adopt those changes it deems most appropriate. Reform areas are:

- Regulation of access to the State Highway System (median crossovers, frontage roads, driveway permits, etc.).
- Further decentralization and additional delegation of authority to district offices.
- Uniform production schedules and construction bid lettings throughout the year.
- Uniform and timely information to the public.
- Accountability of consultants for errors and omissions.
- Establishment of a facilities (buildings) management and maintenance program.
- Improved timeliness of data for budget management systems.
- Regular review and update of all policies and procedures.

OTHER STATE AGENCY REFORMS

Areas have been identified for potential reforms which will require changes in rules, policies or procedures of other state agencies. Working with the Executive Office of the Governor, the department will review the potential for changes to improve the efficiency and productivity of the department while ensuring other agencies that functions for which they are responsible will be adequately addressed by the department. Potential reforms are:

- Establishment of a self-certification process for environmental permitting.
- Changes associated with management of storm water runoff to clarify responsibilities.
- Responsibility for the purchase of commodities, vehicles and equipment, in cooperation with the Department of General Services.
- Department of Administration personnel rules and requirements that affect the department.
- Improved relocation assistance for personnel in senior management and select exempt positions.

LEGISLATIVE REFORMS

Some areas where reforms are needed will require statutory changes or changes in Legislative policy. The department will work with legislators and staff to develop improvements in law and policy to increase efficiency and productivity. Potential reforms are:

- Reconfiguration of the department's budget structure to allow more effective district administration.
- Consolidation of related issues in the Legislative appropriations process.
- Competitive pay scales for the department's employees.
- Alternatives for establishing consultant financial responsibility in lieu of liability insurance.
- Increase the \$6000 limit for alternative selection of consultants on minor projects.
- Greater flexibility in the use and availability of salary rate within and among budget entities.
- Increased limits on lease space and funds for capital outlay.

FEDERAL REFORMS

Areas in which federal laws, policies and regulations hinder the department's ability to provide timely, cost-effective service have been identified. The department will work with Florida's Congressional delegation and the U.S. Department of Transportation to resolve concerns and satisfy national policy. Areas of potential reform are:

- Role of the federal government in meeting Florida's transportation needs.
- Changes to federal rules and regulations that promote efficiency and reasonable costs.
- Policies for the placement of utilities on the Interstate System.

The Plan



The department has examined the condition of today's state transportation system and developed a plan to meet tomorrow's growing demands. The plan is described in words, maps and lists for two time periods: a 10-Year Plan through 1998 and a 20-Year Plan through 2008. A statewide summary is followed by more detailed presentations for each district and each urbanized area.

STATEWIDE SUMMARY

The department invests about \$1.5 billion each year to build, improve, maintain and operate the State Highway System and to assist local government public transportation systems. According to the 10- and 20-Year Needs Plans, it is obvious transportation systems are not keeping up with growth. These needs range from building new expressways to resurfacing rural roads, from opening high tech automated transit systems to replacing worn-out buses, and from developing new airports to repaving old runways. A statewide map showing major regional transportation needs is contained in a folder following this report.

Five-Year Work Program

The work program adopted for July 1, 1987 through June 30, 1992 contains \$7.9 billion in products, product support and services. Six billion dollars are for highway engineering, rights-of-way, construction and maintenance. Federal and local government funding, combined with \$570 million in state funds, produce a public transportation program level

of \$1.8 billion. Project descriptions, schedules and estimated costs are contained in the recently published "Adopted Five Year Transportation Plan".

FLORIDA AT A GLANCE

Population	11.7 million
Urban Population	84 percent
State Highway System	35,248 lane miles
Transit Services	
Fixed Route	19 systems
Transportation Disadvantaged	57 counties
Airports	
Commercial & Publicly-Owned	
General Aviation	107
Other	468
Fixed Guideway Systems & Initiatives	13
Metropolitan Planning Organizations	21
Program Level, Five-Year Work Program	\$7.9 billion

10-Year Needs Plan

Statewide highway needs for the next 10 years include building 680 miles of new expressways and widening 700 more miles. This includes much of the Interstate system. More than 1600 miles of other arterial highways need to be widened, and 60 miles of new construction are needed. New rights-of-way are needed to support major highway construction and

other improvements. The greatest need for additional transportation capacity is in urban areas. It is also essential to preserve and maintain the highway system and to replace and maintain bridges.

Some of the more urgent highway needs are new or expanded urban expressways in Southeast Florida, the Tampa Bay area, Orlando and Jacksonville. Additional traffic lanes are needed on Interstate 75 from the Georgia state line to Florida's Turnpike and on portions of Interstates 4, 10, 95, 275 and 295. A new expressway is needed from Jacksonville to the Tampa Bay area.

Surface public transportation needs include new urban fixed guideway systems, new commuter rail services, major abandoned rail right-of-way acquisitions, additional high occupancy vehicle lanes and transit operating assistance. Aviation needs include increased airport capacity and advanced land acquisition for new airports.

SUMMARY OF 10-YEAR NEEDS

NEEDED PRODUCTS

Expressway Construction	\$6.9 billion
Arterial Construction	4.9
Right-of-Way	4.8
Public Transportation	6.0
Highway Preservation, Safety & Bridges	5.5
PRODUCT SUPPORT	6.8
OPERATIONS & MAINTENANCE	3.7
ADMINISTRATION	1.6
TOTAL	\$40.2 billion

10-Year Costs

As shown above, it will cost \$40.2 billion to meet the identified 10-year needs. This includes the total costs of needed improvements to the State Highway System. For the purpose of determining state public transportation needs, the state share has been set at 40 percent of total costs, or \$6 billion.

Funding of specific public transportation projects will continue to be guided through statutory formulas that determine the financial responsibilities of federal, state and local governments and the private sector.

20-Year Needs Plan

Second decade highway needs include:

- Building 530 miles of new expressways.
- Widening 890 miles of existing expressways.
- Building 90 miles of new arterial highways.
- Widening 1500 miles of existing arterial highways.

Public transportation needs include:

- Building new urban fixed guideway systems and extending existing systems.
- Adding commuter rail services, operating assistance and high occupancy vehicle lanes.
- Instituting high speed rail service between the Tampa Bay region, Orlando and Southeast Florida.
- Building new airports and more runways at existing airports.

FLORIDA'S TURNPIKE

Financed entirely by toll revenues, Florida's Turnpike has provided safe, efficient travel between Central and Southeast Florida since 1964. It also carries urban commuters in cities along its 321-mile route.

The department has installed new management and adopted an aggressive program to expand and extend the Turnpike. Approximately \$300 million in major projects are scheduled during the next five years. These will:

- Add new interchanges and build new traffic lanes.
- Make other safety and operational improvements.
- Convert toll collection from a ticket system to a barrier system.
- Reduce congestion in the urban areas.

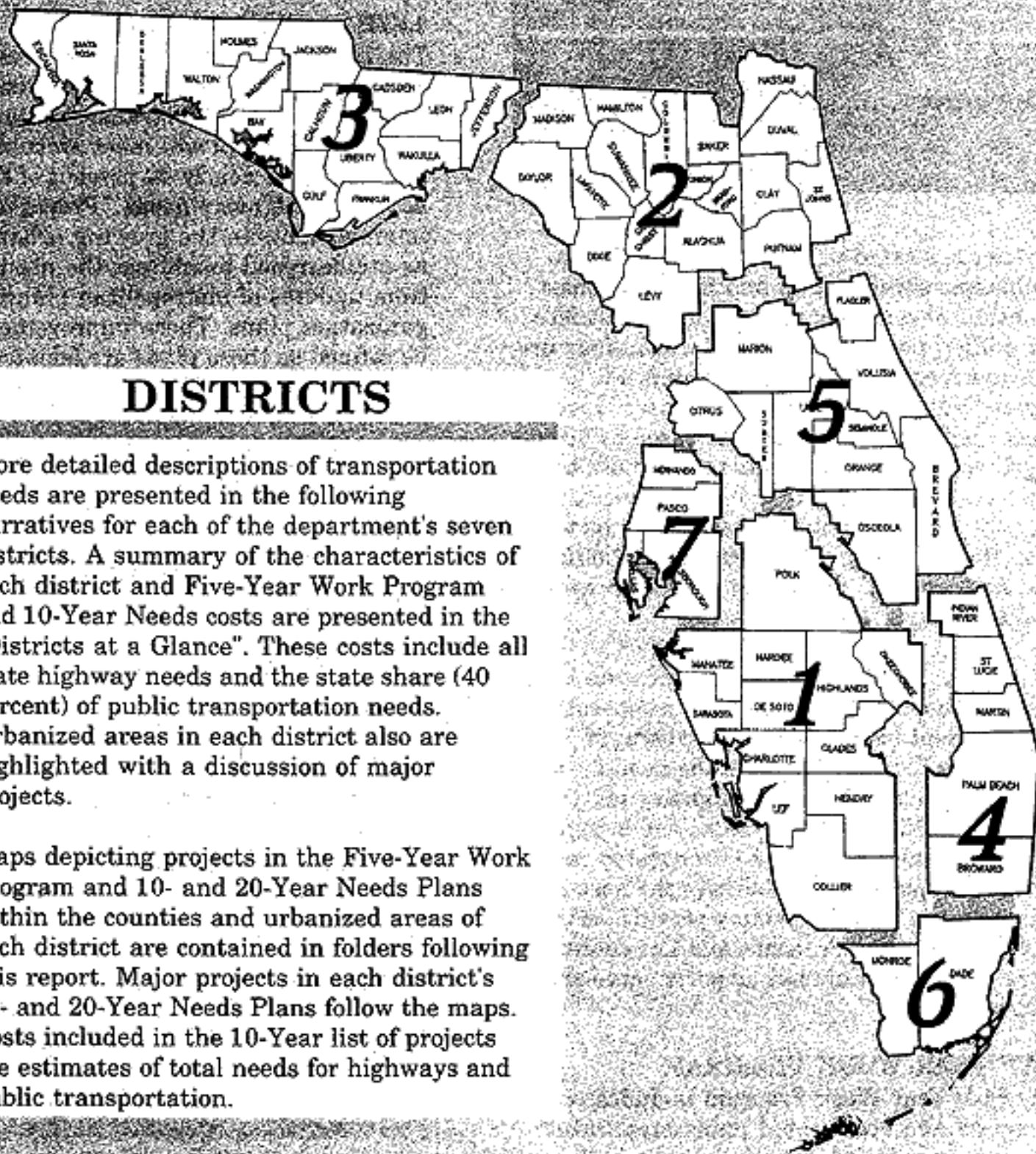
The Legislature has approved the sale of \$220 million in bonds to support this program and

additional projects during the next 10 years that were proposed to the 1987 Legislature.

The department also has initiated a new process to assess potential toll supported highway and bridges for the Turnpike System and for local authorities or governments. Detailed engineering and financial analyses will be required to determine the ultimate feasibility of some of these projects. Because of high costs and competitive limitations on toll

rates, many of these potential projects will require revenues from state or local governments to supplement toll revenues.

Two projects now being analyzed are the extension of the Turnpike to U.S. 19 at Lebanon Station and a connection to U.S. 441 in Apopka. A summary of the Turnpike program and needs is contained in the Project list.



DISTRICTS

More detailed descriptions of transportation needs are presented in the following narratives for each of the department's seven districts. A summary of the characteristics of each district and Five-Year Work Program and 10-Year Needs costs are presented in the "Districts at a Glance". These costs include all state highway needs and the state share (40 percent) of public transportation needs. Urbanized areas in each district also are highlighted with a discussion of major projects.

Maps depicting projects in the Five-Year Work Program and 10- and 20-Year Needs Plans within the counties and urbanized areas of each district are contained in folders following this report. Major projects in each district's 10- and 20-Year Needs Plans follow the maps. Costs included in the 10-Year list of projects are estimates of total needs for highways and public transportation.