

Trends and Conditions

Pursuant to s. 339.155, F.S., a set of long-range goals has been developed in the 2025 Florida Transportation Plan:

- A safer and more secure transportation system for residents, businesses and visitors.
- Enriched quality of life and responsible environmental stewardship.
- Adequate and cost-efficient maintenance and preservation of transportation assets.
- A stronger economy through enhanced mobility for people and freight.
- Sustainable transportation investments for Florida's future.

To achieve these goals, pursuant to s. 334.046(2), F.S., the Department of Transportation (FDOT) has established the following mission:

“The department will provide a safe transportation system that ensures the mobility of people and goods, enhances economic prosperity and preserves the quality of our environment and communities.”

The mission statement and the supporting goals are setting a high standard for the FDOT. To achieve them, it is necessary for the department to analyze the strengths and weaknesses inherent in the system and identify challenges and threats facing the state and the department.

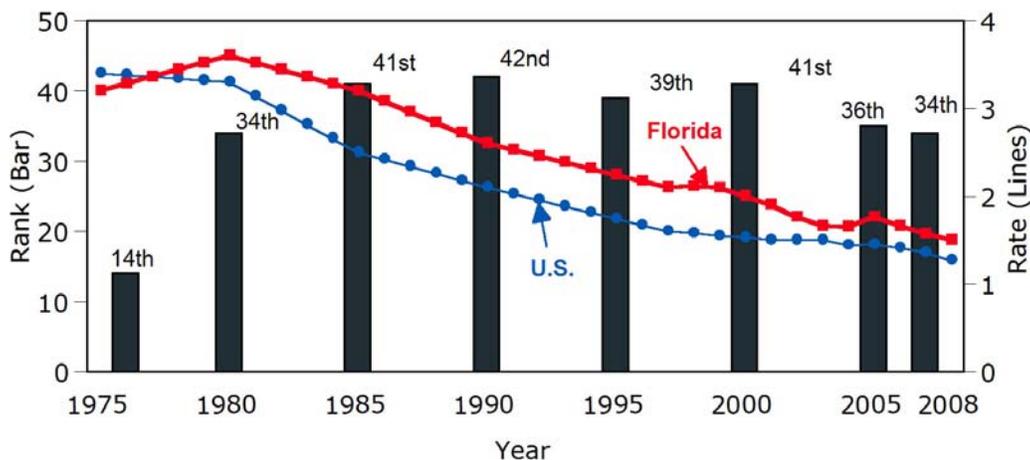
As a plan for all of Florida, development of the 2025 Florida Transportation Plan (FTP) involved the collective efforts of many public and private sector partners. The department has the lead responsibility for the FTP, but it will take the same collective efforts to carry out the plan. The goals and objectives in the 2025 FTP form a policy framework to guide crucial investments in Florida's transportation system. Those investments must respond to growth in a manner that strengthens our economy, provides mobility choices for all and supports our environment and communities.

The need for a safe and more secure transportation system

Transportation safety and security involve entities outside of the transportation field and require close coordination and effective working relationships with adequate support at all levels. Safety lead roles fall upon FDOT and the Florida Department of Highway Safety and Motor Vehicles (Florida Highway Patrol) at the state level, and metropolitan planning organizations and local governments at the regional/local level. Security lead roles include the U.S. Department of Homeland Security, the Transportation Security Administration, other designated federal agencies and the Florida Department of Law Enforcement, with FDOT and other transportation partners in a shared role focused on improving security of the transportation system.

Transportation safety has been regarded as one of the highest goals for transportation policy. Every year tens of thousands of fatalities occur on the nation's highway systems. In 2008, 2,983 people died on Florida's highways, a decline of 7.4% from 2007. This makes our fatality rate (per 100 million vehicles miles of travel) 1.50 compared to a national rate of 1.27. There were 125 bicyclist fatalities. With every 5.7 bicyclist fatalities in the U.S., one fatality occurred in Florida. Florida had the highest pedestrian fatality rate (2.67) in the nation.¹ A total of 490 pedestrians were killed in Florida, over 5% lower than in 2007.

Comparison of U.S. and Florida Fatality Rates (Per 100 million vehicle miles traveled)



Note: For rank, 1st = best

The trends in both the actual fatalities and the fatality rate have been declining. However, there is still much to do to improve safety for motorists and nonmotorists. The Department of Transportation works hard to ensure Florida's transportation facilities are as safe as possible. Meanwhile, enforcement, licensing and education also aid in the reduction of traffic fatalities.

The need for adequate and cost-effective maintenance and preservation of transportation assets

The taxpayers of Florida have made a huge investment in transportation infrastructure. The department has primary jurisdiction over the State Highway System. Although this system consists of 12,084 (10 percent) of the 121,387 public road centerline miles in the state, it carries two-thirds of the traffic. One of the department's main responsibilities is keeping the State Highway System in acceptable physical condition. To achieve this, the department resurfaces roads, repairs or replaces bridges, and conducts routine maintenance activities such as mowing, litter removal and sign replacement. Regular maintenance and preservation of the transportation system keep it operating efficiently, extend its useful life, and delay the need for costly reconstruction or replacement.

¹ Fatality Analysis Reporting System (FARS) Web-Based Encyclopedia: <http://www-fars.nhtsa.dot.gov/NationalCenterforStatisticsandAnalysis>, *State Traffic Safety Information For Year 2008*: <http://www-fars.nhtsa.dot.gov/States/StatesCrashesAndAllVictims.aspx>

By any estimate, it would cost billions of dollars to replace these transportation facilities, even without buying the right-of-way. Unfortunately, just like the family car, the transportation system requires significant continued investment to keep the *existing* facilities in good operating condition. This makes good economic sense, as well. Studies show that the cost of preventive maintenance treatments is much less than the cost of rehabilitation or reconstruction.²

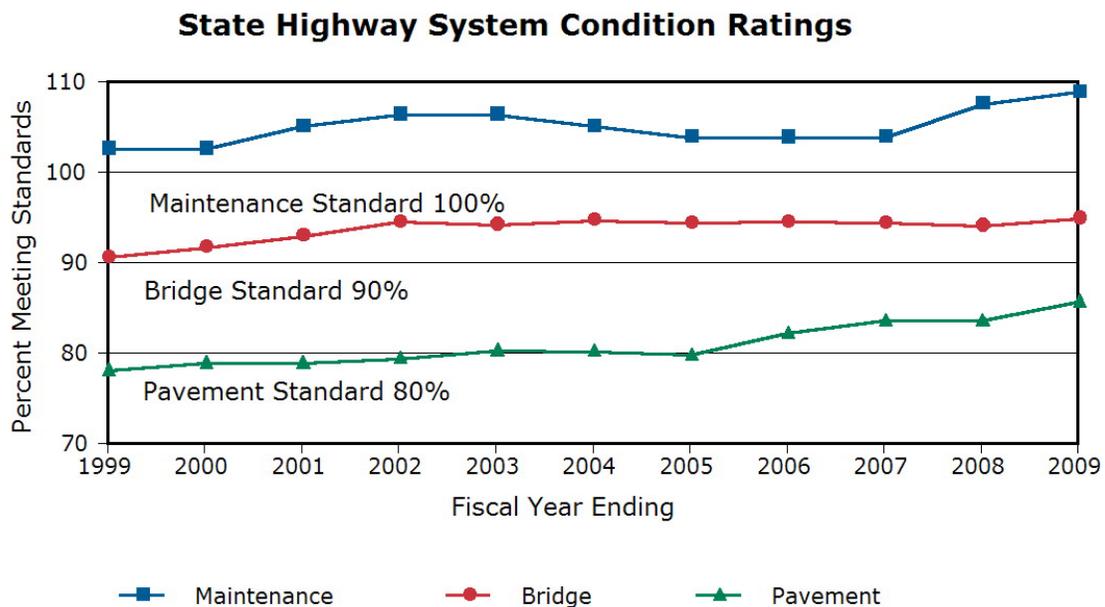
The 2000 Legislature recognized the importance of being fiscally responsible in taking care of transportation facilities by amending section 334.046(4)(a), F.S., to read:

Preservation. – Protecting the state’s transportation infrastructure investment.

Preservation includes:

1. Ensuring that 80 percent of the pavement on the State Highway System meets department standards;
2. Ensuring that 90 percent of department maintained bridges meet department standards; and
3. Ensuring that the department achieves 100 percent of the acceptable maintenance standard on the state highway system.

The department currently expends significant resources to meet these requirements. The graph below shows recent performance in each of these areas. Each area continues to exceed the standards set by the Legislature. Since 2001, the nation’s truckers have consistently ranked Florida’s roads as the second best with our rest stops and the I-75 segment among the best³.



² Davies, Robert M. and Sorenson, Jim. “Pavement Preservation: Preserving Our Investment in Highways” <http://www.tfsrc.gov/pubrds/jan00/pavement.htm> January, 2000.

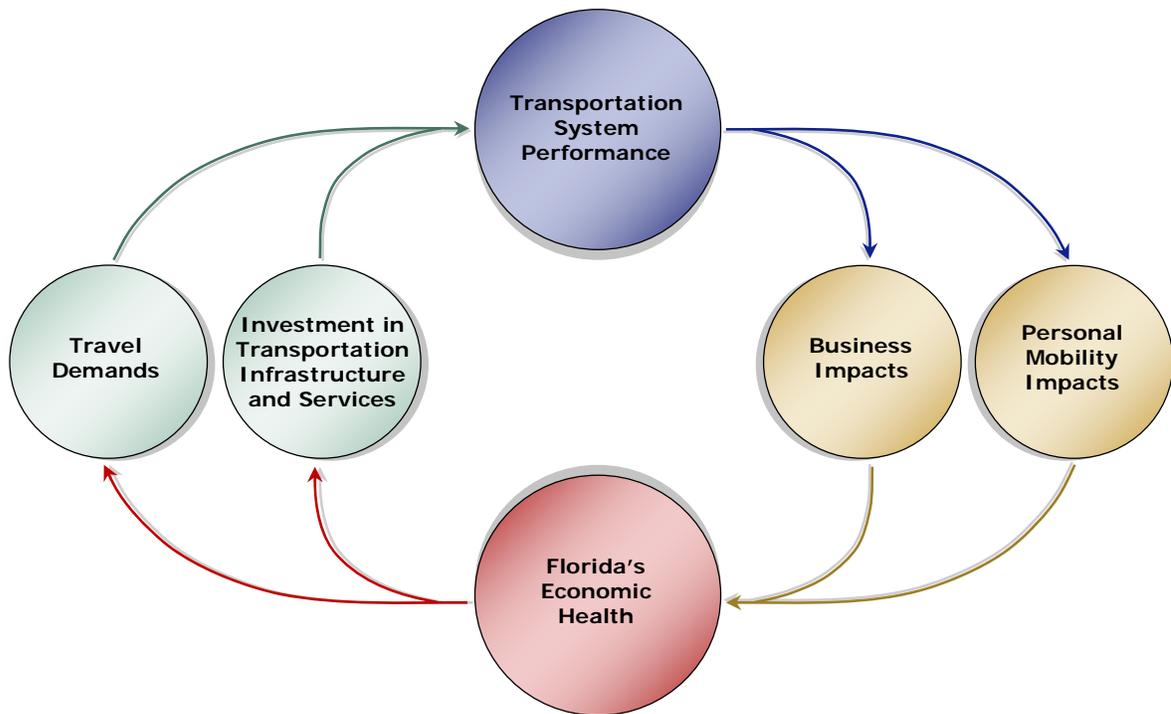
³ eTrucker. Overdrive Magazine. <http://www.dot.state.fl.us/pavementmanagement/nationalpavementrankings.shtm>.

Why the transportation system is critical to Florida's participation in the global economy

Florida's transportation system plays an important role in maintaining the state's economic health. As a key component of our state's productivity, it impacts the economy in many ways. The location of Florida as a peninsula in the far corner of the continental United States as well as a global tourist destination and an active agricultural, military and mining sector create an economy very sensitive to the cost and quality of transportation. As the 22nd largest state geographically, with the fourth highest population, Florida requires extensive intrastate transportation to handle internal distribution and to support interconnection with the neighboring states.

Florida's investments in transportation services and infrastructure are a direct contributor to the economic health of the state. The pervasiveness of transportation in the economy results in spending on transportation being a significant contributor to jobs and economic activity in the state, both directly and indirectly.

The Role of Transportation in Florida's Economy



Like the rest of the nation, Florida is undergoing an economic recession and its transportation investment is severely impacted. To assist the states to recover quickly from the recession, Congress passed the American Recovery and Reinvestment Act of 2009 (ARRA) in January 2009. Under ARRA, Florida will receive over \$1.7 billion in funding for over 700 transportation improvements while providing jobs and other economic benefits.

The department's study, *Macroeconomic Impacts of the Florida Department of Transportation Work Program* is currently being updated. The preliminary results reveal:

- Every dollar invested in transportation in Florida is estimated to result in a return of \$4.92 in long term benefits to residents and businesses.
- In the short term, every \$1 billion spent on highways in Florida creates 28,000 jobs. About half of these jobs are in construction and related industries, and about half are generated as a result of macroeconomic ripple effects.
- All segments of the economy depend on transportation to move people and transport goods, but the transportation and warehousing industry in Florida is itself responsible for 219,000 jobs, \$8.7 billion in wages, and \$17 billion (or 2.8 percent) of Florida's Gross Domestic Product.
- In 2007, transportation accounted for 18 percent of household expenditures nationally and 19 percent in southern states. In 2004-2005, it accounted for 17 percent in the Miami Metropolitan Statistical Area.

Not only does transportation enable the economy to operate, but investment in transportation infrastructure and services directly affects the quality of life for present and future Floridians. To be competitive economically, Florida's transportation system must be able to successfully move growing numbers of residents and tourists and transport goods within Florida and to and from the United States and international markets. In order to do that, Florida must have a well-planned and adequately funded transportation system that addresses accessibility and mobility needs.

The 2025 Florida Transportation Plan (FTP) identified significant changes that will occur over the next 20 years. These changes will have a dramatic effect on Florida's transportation system. By 2025, Florida will add about 5 million new residents, imports and exports are expected to double, and the number of tourists is expected to reach over 100 million. Meeting the needs generated by such dynamic growth will require investments of statewide funds in a well-planned transportation system that efficiently connects the various forms of travel and meets growth management objectives.

Growth Opportunities

Strategic Intermodal System

The 2020 FTP called for the department, in cooperation with its Partners, to designate a Strategic Intermodal System and adopt a strategic plan for funding and managing it. In 2003, the Florida Legislature enacted and the Governor signed a law establishing the Strategic Intermodal System (SIS). The new system represents a fundamental shift in the way Florida views the development of – and makes investments in – transportation facilities and services of statewide and regional significance.

The Florida Department of Transportation worked with all of its partners to develop a transportation system to enhance Florida's economic competitiveness. The SIS represents an effort to link Florida's transportation policies and investments to the

state's economic development strategy, in keeping with the Governor's strategic imperative of diversifying Florida's economy.

Continued development of the SIS focuses on complete end-to-end trips, rather than individual modes or facilities. The SIS will play a key role in redefining roles and responsibilities in the planning and managing of Florida's transportation system – where the state is focused on statewide and interregional transportation service, and strengthened regional partnerships provide a structure for identifying and implementing regional priorities.

The department and its partners recommended, and the Legislature and Governor adopted, objective criteria for designating:

- *SIS* facilities meeting high levels of people and goods movement, generally supporting the major flows of interregional, interstate and international trips; and
- *Emerging SIS* facilities meeting lower levels of people and goods movement, generally serving fast growing economic regions and Rural Areas of Critical Economic Concern.

The SIS and Emerging SIS include three different types of facilities, each of which forms one component of an interconnected transportation system:

- *Hubs* are ports and terminals that move goods or people between Florida regions or between Florida and other markets in the United States and the rest of the world;
- *Corridors* are highways, rail lines, waterways and other exclusive-use facilities connecting major markets within Florida or between Florida and other states or nations; and
- *Intermodal Connectors* are highways, rail lines or waterways connecting hubs and corridors.

The department also worked with its partners to develop Florida's first Strategic Intermodal System Plan. The Plan, which was adopted by the Secretary on January 20, 2005, includes designated facilities, preliminary investment needs, a process for setting priorities and a finance strategy.

As of April 2009, the SIS is made up of:

- Seven commercial service airports, accounting for 93 percent of Florida's commercial enplanements and 99 percent of Florida's air cargo tonnage, and one general aviation reliever to a SIS airport;
- One spaceport accounting for all civil, commercial and military space launch activity;
- Seven deepwater seaports serving virtually all cruise passengers and 97 percent of all waterborne freight tonnage;
- Over 1,950 miles of waterways, accounting for all waterborne freight tonnage on coastal and intracoastal shipping routes and 55 percent of waterborne freight tonnage on inland interregional waterways in the State;

- More than 1,700 mainline miles of rail lines, along with five intermodal freight rail terminals serving 85 percent of rail freight passing through intermodal terminals in the state;
- Twelve passenger rail stations, six intercity bus stations and six existing intermodal passenger terminals, together accounting for 82 percent of passengers served by interregional passenger terminals in the State, and two planned intermodal passenger terminals;
- More than 3,530 existing centerline miles of highways, carrying 67 percent of truck traffic and 52 percent of all traffic on the State Highway System, and 75 centerline miles of planned highway corridors;
- Nearly 41 mainline miles of existing rail connectors;
- Approximately 148 miles of existing waterway connectors; and
- Approximately 91 centerline miles of existing highway connectors and 5 centerline miles of planned highway connectors.

The facilities and services designated as elements of the Emerging SIS as of April 2009 include:

- Ten existing commercial service airports, accounting for 6 percent of Florida's commercial enplanements and 1 percent of Florida's air cargo tonnage, and one planned commercial service airport to replace an existing Emerging SIS airport;
- Four deepwater seaports, accounting for 2 percent of all waterborne freight tonnage in the State;
- Over 312 miles on three inland waterways, comprising 11 percent of all waterborne freight on inland interregional waterways in the State;
- Nearly 400 mainline miles of existing rail lines, along with 2 intermodal freight rail terminals, carrying 15 percent of rail freight passing through intermodal terminals, and 20 miles of a planned mainline miles of rail lines;
- Two passenger rail terminals, six intercity bus stations and 1 intermodal passenger terminal carrying 7 percent of passengers served by interregional passenger terminals in the State;
- More than 750 centerline miles of highways, carrying about 3 percent of truck traffic and 3 percent of all traffic on the State Highway System;
- Nearly 95 mainline miles of existing rail connectors;
- Approximately 12 miles of existing waterway connectors; and
- Approximately 100 centerline miles of existing highway connectors and 49 centerline miles of planned highway connectors.

The *2025 FTP* calls for the department, in cooperation with its partners, to accomplish five long range objectives related to the Strategic Intermodal System:

- Provide for smooth and efficient transfers for both people and freight between transportation modes and between the SIS and other transportation facilities.
- Reduce delay on and improve the reliability of SIS facilities.
- Preserve new capacity on the SIS for projected growth in trips between regions, states and nations, especially for trips associated with economic competitiveness.

- Expand the use of modal alternatives to SIS highways for travel and transport between regions, states and nations.
- Establish statewide criteria for identifying and developing new SIS facilities where such facilities are needed to connect the economic regions of the state, especially economically distressed areas, in coordination with regional and community visions.

The *2025 FTP* also recommends the following key implementation strategies related to the Strategic Intermodal System:

- Fully implement the SIS Strategic Plan and update the SIS designation and Strategic Plan at least once every five years based on guidance provided by the initial SIS Strategic Plan and the *2025 FTP*.
- Protect the global competitiveness and extend the capacity of Strategic Intermodal System hubs by supporting facility upgrades to accommodate new generation vehicles and technology.
- Ensure implementation of the SIS and regional programs gives appropriate attention to the balance between mobility, community and environmental needs in fast-growing, emerging regions.
- Make optimal use of existing transportation facilities and services through strategies addressing traffic operations, incident and emergency management, access management and surrounding land uses before expanding those facilities and services.
- Promote more effective use of existing rail and water corridors to move both people and freight.
- Introduce new modal options or develop new transportation hubs or corridors when existing facilities cannot meet mobility or connectivity needs.
- Create institutional structures supporting statewide, regional, and local mobility needs, building upon closer coordination between transportation, land use and economic development decisions.

Currently, the department is working with its partners to implement the adopted SIS Strategic Plan and the *2025 Florida Transportation Plan*, including refinement of each modal plan and development of twenty-year multimodal needs and cost feasible plans.

The Department is also working with its partners to update the SIS Strategic Plan by January 2010. The SIS Strategic Plan update consists of a comprehensive review of SIS goals, objectives and policies and will develop strategies to make SIS implementation more effective. It will also update and clarify the criteria and thresholds used to designate SIS facilities.

The Department has convened a Leadership Committee to provide overall guidance during the 2010 SIS Strategic Plan Update process and to make recommendations to the department on key SIS policy issues. Leadership Committee membership includes 31 representatives of key partner groups, including all modes of transportation; state, regional and local government agencies; economic development, business, national security, growth management, community and environmental interests. The Leadership Committee is also encouraging other partner groups to review and make recommendations on issues of interest to them.

SAFETEA-LU

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) provides federal funding for highway and transit improvements through 2009. Federal transportation funding provides about 35% of the statewide funding for transportation in Florida. The law:

1. Provides funding for highway, transit, and safety for Florida through federal fiscal year 2009;
2. Increases Florida's return on those programs for which states receive funding by formula to 92% per dollar by 2008;
3. Protects Florida's Efficient Transportation Decision Making (ETDM) process;
4. Provides additional resources for transit services; and
5. Places additional emphasis on transportation safety on Florida's highways; transit systems, and bicycle and pedestrian facilities.

For more information please visit the FDOT web site at: <http://www.dot.state.fl.us/planning/safetealu/>. Federal law relating to federal transportation policy and funding beyond September 2009 is unclear at this time.

Why it is important to plan, design and build the transportation system to enhance quality of life and support community visions.

Quality of life in Florida, which can be positively or adversely affected based on *how* the transportation system is developed within the human and natural environment, can significantly impact our economic viability. While Florida's desirability as a place to locate new business development is linked to its accessibility, it is also linked to how the transportation system "fits" into the communities it serves. Additionally, transportation's environmental impacts on water and air quality must be balanced with meeting mobility needs.

Many factors affect Florida's quality of life, some of which conflict with designing transportation systems. These factors include the livability of our communities; land use; Florida's fragile environment and the sustainability of our resources; and the mobility needs of citizens, visitors and businesses.

A key consideration in the decision making process should be the evaluation of the benefits of a proposed transportation action and the possible detriments to communities. To the maximum extent feasible, transportation projects should be designed and built to be compatible and consistent with community visions. Transportation planning and decision making, including project selection, should also be integrated and coordinated with land use, water and natural resource planning and management. The identification and resolution of a full range of environmental concerns should occur early in the transportation planning and project development process.

One of the most important ways we can ensure more effective management of issues related to transportation is to encourage stronger public input and involvement in the decision-making process. The department is strengthening the public involvement process to make it more meaningful and understandable by providing opportunities for participation.

The Efficient Transportation Decision Making (ETDM) process has been developed to clearly identify all of these resources. ETDM will allow more public involvement earlier in the planning process through community outreach. The Action Plans for upgrades to existing SIS Multimodal Corridors will be keyed to the ETDM screening process ensuring all pertinent issues in the transportation corridor are addressed.

A sustainable transportation system supports and encourages healthy ecosystems; livable communities; a sound economy; mobility options; the efficient movement of people, goods and services; and minimized consumption of non-renewable resources. To attain a sustainable transportation system, policies and decisions need to balance state and local priorities for the environment, economy and social equity.

Threat Analysis

Providing mobility – meeting Floridians’ need to move people and freight – is transportation’s most essential function. In order to achieve this goal, a few factors affecting mobility need to be dealt with:

- Florida’s forecasted growing population and visitors will generate additional demand for travel via all modes of passenger and freight transportation.
- There is also an increasing demand for costly specialized transportation services, such as those serving transportation disadvantaged residents and seniors.
- Recent trends show that economic activity and the demand for transportation will grow even faster than Florida’s population over the next 20 years. By 2035, the transportation system will need to serve over 25 million residents, and a substantial increase in freight movement and tourism.
- Over half of urban freeway miles are moderately or severely congested during peak traffic periods.
- Total vehicle-miles traveled on highways are expected to increase much faster than highway lane miles.
- Reductions in current and near-term state transportation revenues since beginning in November 2006 have led to a reduction of about \$9.5 billion in commitments for transportation improvements in the department’s 5-year work programs.

The department realizes additional roadways, by themselves, will not solve our congestion problems. The solution to the congestion problem is a diverse set of options requiring funding commitments, as well as a variety of changes in the ways transportation systems are used. Travel choices, Intelligent Transportation Systems (ITS), and land use must be considered.

Many of Florida’s economic forecasts, especially for tourism and imports/exports, are tied directly to the provision of an adequate infrastructure. If facilities are not kept competitive (e.g. ports) or have inadequate capacity (e.g. roads and airports), Florida will become a less desirable place to live in, visit or do business.

Budget constraints and the revenue shortfalls will restrict the department's ability to provide new services or expand existing ones. Further, an aging system will likely cost more to maintain, especially as infrastructures (bridges, buses, etc.) reach the end of their functional life.

Another area of concern is that Florida's aging population is unique among the states. We have, and will continue to have, a significantly higher proportion of senior population than other states. This presents special problems for transportation system safety and the provision of mobility services to those who may not be able to maintain independent movement.

Safety remains a concern. Florida's fatality rate (per 100 million vehicle miles traveled) has improved but is still higher than the national average. Florida also has high fatality rates for pedalcyclists, pedestrians and motorcyclists.

Attention to improving the security of transportation facilities has increased since September 11, 2001. Federal and state legislation imposing significant security measures at airports, seaports and other passenger and freight facilities nationwide has impacted the efficient movement of passengers and freight throughout the state and created additional financial pressures for transportation agencies. Hurricanes and other national disasters have also highlighted the importance of effective emergency response and the vulnerability of the transportation system to major disruptions.

These trends and conditions will need to be addressed if Florida is to *"provide a safe transportation system that ensures the mobility of people and goods, enhances economic prosperity, and preserves the quality of our environment and communities."*