



Florida's Strategic Intermodal System Strategic Plan

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prepared by

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In cooperation with its transportation partners



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Table of Contents

Executive Summary	1
1.0 What Is the SIS?	3
2.0 What Have We Accomplished?	5
What Challenges Remain?	7
3.0 How Did We Update this Plan?	8
4.0 What Are Our Goals and Objectives for the Next 5 Years?	9
Florida Transportation Goals.....	9
SIS Objectives	10
Interregional connectivity	10
Efficiency	11
Choices.....	11
Intermodal connectivity	12
Economic competitiveness.....	12
Energy, air quality, and climate	13
Emergency management.....	13
5.0 How Will We Make Decisions About What Is Designated?	14
6.0 How Will We Make Decisions about Future SIS Investments?	18
Needs Assessment and Evaluation.....	19
Eligibility Guidelines for State Funding.....	21
Prioritization Process	22
7.0 How Will We Fund SIS Improvements?	24
8.0 How Will We Work with Our Partners?.....	26
9.0 What Will We Do Next?	27
Appendix A: Glossary	A-1
Appendix B: List of Sources	B-1



Table of Contents (continued)

List of Tables

1. SIS Provides a New Approach to Transportation Decision-Making 18

Executive Summary

In 2003, Florida's Governor and Legislature created Florida's Strategic Intermodal System (SIS), a high-priority network of transportation facilities critical to Florida's economic competitiveness and quality of life.

The SIS comprises the state's largest and most strategic transportation facilities, including major air, space, water, rail, and highway facilities. The SIS facilities are the primary means for moving people and freight between Florida's diverse regions, as well as between Florida and other states and nations. The SIS is Florida's highest statewide priority for transportation capacity improvements.

Today, as Florida struggles to emerge from the most severe economic recession in decades, the role of transportation in shaping Florida's economic future is more significant than ever. To this end, the Florida Department of Transportation (FDOT) and its partners have collaborated over the past year on the first comprehensive update of the SIS Strategic Plan since its initial adoption in 2005. This updated plan was developed with guidance from a 31 member Leadership Committee, in coordination with nearly 70 statewide partners, and with input from thousands of Floridians through workshops, briefings, web surveys, letters, and other input.

The SIS Strategic Plan sets policies to guide decisions about which facilities are designated as part of the SIS, where future SIS investments should occur, and how to set priorities among these investments given limited funding. The plan provides guidance for the more than \$9 billion FDOT anticipates investing in expanding the capacity of the SIS through its Work Program during fiscal years 2011 through 2015, as well as billions more anticipated to be invested in the SIS by federal agencies, local governments, transportation authorities, and private sector owners and operators of SIS facilities. The plan also guides FDOT and partners in identifying and setting priorities for investment needs over the next 25 years.

The 2005 SIS Strategic Plan defined the policies and processes needed to move the SIS from concept to implementation. The plan focused the state's primary role in transportation on supporting travel and transport between Florida's regions and between Florida and other states and nations. It also established processes for designating SIS facilities and planning SIS investments. The 2010 SIS Strategic Plan builds on this foundation and strengthens strategies for improving mobility, increasing intermodal connectivity, and supporting economic development. This plan sets the stage for the SIS to be:

- **More strategic.** The overall size of the SIS will remain similar to the period prior to 2010, enabling the SIS to continue to account for the vast majority of long distance person and freight trips to, from, and within Florida. Future designation changes will support statewide policy goals, including expanding travel options in congested urban regions and ensuring the ability to meet national defense and emergency evacuation needs. FDOT and partners also will become more strategic in how they identify and set priorities among potential SIS investment needs. SIS partners will work across modal and jurisdictional boundaries to identify forward-looking investments to help meet statewide goals. These



will include statewide economic goals, such as facilitating growth in global and domestic trade and supporting business opportunities in Florida's economically distressed areas.

- **More intermodal.** The SIS will become more multimodal and intermodal – providing more choices for moving people and freight, and seamless transfers among these choices. SIS designation will expand to include urban fixed guideway transit corridors connecting multiple urbanized area counties within a single region; integrated logistics centers combining truck, rail, and other forms of freight transportation; and commercial spaceports. Future changes to the core highway component of the SIS will be modest and focused where connectivity needs exist. FDOT and partners will place greater emphasis on alternatives for moving people and goods statewide, including expanded use of rail, water, and urban fixed guideway transit. The SIS also will continue to emphasize intermodal connectors – the roads, rail, and waterways linking hubs and corridors. FDOT will work with partners to expand the types of connectors designated on the SIS, including transit corridors directly connecting two SIS hubs and local roads primarily used to move freight shipments between two SIS hubs.
- **More systemwide.** FDOT and partners also will give more attention to how the SIS functions as a system to move people and freight – including how the SIS links with regional and local facilities to support trips from beginning to end. In congested urban areas as well as between regions, FDOT will work with partners to develop corridor-wide solutions for improving the safety and efficiency of travel and transport. These corridor solutions may involve multiple facilities and modes, and will coordinate SIS investments with needed improvements to regional and local roads, transit services, and general aviation airports to help keep local traffic off the SIS. Coordination with land use and development decisions will help ensure each facility in the corridor – whether a limited access highway or a local road – serves its intended purpose. FDOT and partners also will consider how the SIS as a transportation system relates to other human and natural systems, such as watersheds, wildlife habitats, conservation lands, and the state's diverse communities. Coordination among government agencies, combined with proactive environmental screening and regional or community visioning, will help ensure SIS investments are made in locations appropriate for high speed, high capacity transportation wherever possible, so the SIS rests lightly on Florida's built and natural environment.
- **More partnerships.** Finally, FDOT will continue to ensure the state's full range of transportation partners are able to participate in SIS planning and implementation – coordinating with the nearly 70 statewide partners on policy issues and with the state's 26 metropolitan planning organizations, 67 counties, over 400 cities, numerous transportation authorities, and many business, economic development, community, and environmental interests on project development. Successful SIS implementation will require strong partnerships to establish and implement effective policies and plans, as well as to enable innovative solutions for funding and delivering projects.

1.0 What Is the SIS?

The Strategic Intermodal System (SIS) was established in 2003 to enhance Florida's economic competitiveness by focusing state resources on the transportation facilities most critical for statewide and interregional travel. The SIS is a statewide network of high priority transportation facilities, including the state's largest and most significant commercial service airports, spaceport, deepwater seaports, freight rail terminals, passenger rail and intercity bus terminals, rail corridors, waterways, and highways. These facilities are the workhorses of Florida's transportation system. They carry more than 99 percent of all commercial air passengers and cargo, virtually all waterborne freight and cruise passengers, almost all rail freight, and 89 percent of all interregional rail and bus passengers. They also account for more than 70 percent of all truck traffic and 55 percent of total traffic on the State Highway System.

The SIS comprises state highways owned by the Florida Department of Transportation (FDOT) as well as airports, spaceports, seaports, waterways, rail lines and terminals, and roads owned by local governments, independent authorities, and the private sector. All SIS facilities are eligible for state transportation funding, regardless of mode or ownership, with state funding covering varying shares of the project costs. The SIS is a primary focus of FDOT and partner funding programs for state transportation capacity improvements; however, it is not a single grant program for funding all of these facilities and their needs.

The SIS was developed to help Florida respond to several trends shaping the state's economy and use of the transportation system. These challenges all remain relevant today:

- **Help meet growing demand for moving people and freight.** For nearly six decades, Florida has been one of the fastest growing states in the nation, with population expanding from 3 million in 1950 to nearly 19 million in 2009. Demand for moving people and goods using all modes expanded rapidly over the past several decades, including the years immediately following establishment of the SIS. The current economic recession has paused Florida's population growth and dampened travel demand on most modes. However, Florida's population growth is expected to resume as the economy recovers and to exceed the national average over the next few decades. Current projections suggest Florida may add more than 6 million new residents by the year 2035¹. Employment, tourism, gross state product, and income will expand as well, contributing to growth in demand for moving people and goods.
- **Link Florida's economic regions.** As Florida's economy grows, the focal point of economic competitiveness is shifting from individual counties and cities to broader regions. Urbanized areas are crossing county lines, and in some cases – such as Miami-Dade, Broward and Palm Beach counties – have been merged into a single, multi-county urbanized area. Supply chains, distribution networks, and other business relationships are linking once separate regions together into integrated economic networks. The result is rising demand for longer distance freight, business, commuting, and personal trips both

¹ University of Florida, Bureau of Business and Economic Research, April 2009 forecast. The forecast will be subject to revision following the 2010 U.S. Census.

within and between regions – even as much of the state’s infrastructure development and planning processes historically were set up to focus on local movements within counties.

- **Enhance Florida’s economic competitiveness.** The SIS also is intended to support Florida’s economic competitiveness by connecting its regions to markets nationwide and worldwide. The state handled \$130 billion in global merchandise trade and 83 million out-of-state visitors in 2008, with the majority of these trips involving more than one mode.² Florida’s diverse industry base – from agriculture to services to high technology – requires all modes of transportation, linked together to access key markets across the nation and world.
- **Balance future growth with environmental stewardship.** The SIS also is intended to support Florida’s growth management goals by focusing transportation investments around major existing hubs and corridors or in locations consistent with regional and local visions and plans. The rapid expansion of Florida’s urbanized areas has consumed farmland and open space and reduced supplies of fresh water and other natural resources. Development and associated congestion, if left unchecked, threaten Florida’s biodiversity, community fabric, and economic competitiveness. The locations of Florida’s economic, environmental, cultural, and historic resources all inform decisions about where to expand the transportation system; in turn, transportation investment shapes the state’s development patterns, livability, and sustainability.
- **Make strategic choices given limited resources.** Projected transportation funding from all sources – federal, state, local, and private – are not sufficient to pay for all needed improvements. The funding gap to meet all investment needs on the SIS alone is estimated to be more than \$53 billion through the year 2030; additional needs exist on regional and local facilities.³ Because of continuing revenue uncertainties, such as the \$9 billion decline in FDOT’s Work Program over the last two years because of revenue reductions, the need to make strategic choices is greater than ever.

The initial development of the SIS Strategic Plan in 2005 heralded a shift in the way FDOT and partners plan Florida’s transportation future. The 2005 plan redefined the state’s primary role in transportation as focusing on international, interstate, and interregional travel and transport of passengers and goods, with emphasis on the SIS. At the same time, stronger regional partnerships were encouraged to identify and invest in regionally significant transportation facilities, while local governments lead in addressing local movements of people and goods.

² Trade data: U.S. Bureau of the Census, 2008; tourism data: Visit Florida, 2008.

³ FDOT, 2030 SIS Multimodal Unfunded Needs Plan, 2006.

2.0 What Have We Accomplished?

The SIS was developed over the past decade in coordination with many partners. Key milestones include:

- 2000 – The 2020 Florida Transportation Plan, developed by FDOT with input from more than 30 statewide partners, called for development of the SIS.
- 2002 – A 41 member Steering Committee recommended policies and criteria for designating which facilities should be part of the SIS.
- 2003 – Legislation established the SIS and authorized the designation of the initial facilities and services included in the system, incorporating the criteria and thresholds developed by the 41 member SIS Steering Committee by reference to its December 2002 final report.⁴
- 2004 – Legislation provided the framework for funding future SIS improvements.⁵ This legislation identified the SIS as the state’s highest priority for transportation capacity, identified initial funding sources, and made all SIS facilities eligible for state funding, regardless of ownership.
- 2005 – FDOT adopted the first SIS Strategic Plan, as required by state law. The plan built on the initial recommendations from the Steering Committee and extensive public and partner input.
- 2005 – Legislation authorized additional funding for SIS projects supporting growth management goals and directed FDOT to evaluate the connectivity between the SIS and military facilities and the impact of SIS investments on military facilities.⁶
- 2006 – FDOT adopted the first SIS Multimodal Unfunded Needs Plan, identifying major capacity improvement needs through 2030.
- 2007 – Legislation clarified SIS designation criteria and update processes, expanded the potential role of public-private partnerships in advancing SIS projects, and added a new category of criteria for general aviation airports serving as relievers to SIS airports.⁷
- 2008 – FDOT adopted the first SIS Designation and Data Review report. This report documented all designation changes since the SIS Strategic Plan was adopted and identified designation related issues for the update process.

⁴ See sections 46-49, [Ch. 2003-286, Laws of Florida](#).

⁵ See sections 4, 8, 9, 11, and 12, [Ch. 2004-366, Laws of Florida](#).

⁶ See section 7, [Ch. 2005-281](#) and section 26, [Ch. 2005-290, Laws of Florida](#).

⁷ See section 45, [Ch. 2007-196, Laws of Florida](#).

After seven years of SIS implementation, FDOT and its partners can point to several accomplishments:

1. **Greater emphasis on non-highway modes.** SIS designation recognizes the statewide role played by major airports, spaceports, seaports, waterways, and rail terminals and corridors. All of these elements of the SIS are eligible for state funding. FDOT's Work Program investments in non-highway modes nearly tripled from 1999-2003 (the five years before creation of the SIS) to 2004-2008. While highways continue to account for the majority of FDOT's Work Program, FDOT now operates some of the largest modal funding programs in the nation.
2. **More attention on intermodal connectors.** The SIS focused attention and resources on intermodal connectors – the highways, rail lines, and waterways connecting hubs to corridors and completing many long distance passenger and freight trips. The SIS designated connectors as a core element of the statewide system; made all connectors eligible for state funding, regardless of their ownership; and defined service standards for connectors. FDOT's Work Program investments in SIS connectors were about two and one-half times as high during 2004-2008 as during 1999-2003.
3. **Increased emphasis on interregional corridors.** SIS investments also are improving the long distance corridors between Florida's economic regions. FDOT is in the process of developing or updating plans defining a range of needs and projects for its major interregional highway corridors. Significant investments are planned or underway on portions of major Interstate highway corridors, including Interstates 4, 10, 75, and 95. Planning also is underway for enhancing freight and passenger rail corridors.
4. **Strengthened partnerships.** The SIS also helped create a new culture of partnerships involving FDOT and state, regional, and local organizations in the public and private sectors. The strong consensus among many statewide partners for developing the SIS was a critical factor behind the statutory changes creating the SIS and providing initial funding for SIS projects. The circle of partners has expanded over time – from the 30 partners involved in recommending the concept of a strategic intermodal system in the 2020 FTP, to the 41 partners involved in the SIS Steering Committee, to nearly 70 partners today. These partnerships have helped plan the SIS in the context of economic development, land use, environmental stewardship, and related issues. These partnerships also have extended to planning, implementing, and financing specific SIS projects.
5. **Investments.** Finally, the SIS has resulted in about \$19 billion of investments of federal and state funds through FDOT's Work Program, including both actual expenditures since 2003 and programmed projects between 2010 and 2014. This total does not include additional funding by the federal government, local governments, transportation authorities, or the private sector not included in FDOT's Work Program.

What Challenges Remain?

In nearly all modes, growth in demand has exceeded increases in physical capacity, leading to increases in travel time and costs and reduced reliability. Research conducted in support of FDOT's statewide modal plans concluded the following:

- Growth in travel by residents, visitors, and freight will increase pressure on Florida's highways. Highways congested during peak periods today include large portions of the Interstate 4, 75, and 95 corridors, and several other key highways. Without additional investments beyond those currently scheduled, congestion is anticipated by 2025 to become a problem during peak periods along many of Florida's major highway corridors, including segments in urban, emerging, and rural areas.⁸
- The state's rail system's capacity may not be sufficient to support anticipated growth in demand for moving both people and freight.⁹
- Over half of all SIS airports will operate at more than 80 percent of airside capacity, the point at which capacity improvements are needed, by 2022.¹⁰
- Most seaports face or will soon face constraints including navigation channel, turning basin, and berth capacity; terminal space; compatibility with adjacent land uses; truck and rail access; and connectivity with key inland markets.¹¹
- Draft constraints, width restrictions, bridge clearances, and recreational boating can impede freight flows on SIS waterways.¹²

In view of all of these factors, projected transportation funding from all sources – federal, state, local, and private – will not be sufficient to pay for all needed improvements to the SIS. Recent estimates have identified in excess of \$53 billion in unfunded investment needs on SIS facilities, an amount likely to rise as the Multimodal Needs and Multimodal Cost Feasible Plans are updated.¹³

⁸ FDOT, Systems Planning Office.

⁹ FDOT, Florida Rail System Plan: Policy Element, March 2009.

¹⁰ FDOT, Florida Aviation System Plan, 2007.

¹¹ FDOT, Florida's Seaports: Conditions, Competitiveness, and Statewide Policies, 2007.

¹² FDOT, Florida Waterway System Plan, 2008.

¹³ The most recent SIS Multimodal Unfunded Needs Plan, adopted in 2006, identified \$53.2 billion in unfunded needs (measured in 2006 dollars). This total has likely increased during subsequent years due to cost increases, revenue decreases, and better information on long term needs for the non-highway modes.

3.0 How Did We Update this Plan?

This is the first comprehensive update of the SIS Strategic Plan since its adoption in 2005. Florida Statutes require FDOT to update the SIS Strategic Plan at least once every five years, subsequent to updates of the Florida Transportation Plan.¹⁴ The plan must address:

- A map of existing and planned SIS facilities;
- An assessment of investment needs involving SIS facilities;
- A project prioritization process;
- A finance plan based on reasonable projections of anticipated revenues; and
- An assessment of the impacts of proposed SIS improvements on military installations.

FDOT must provide metropolitan planning organizations, regional planning councils, local governments, transportation providers, affected public agencies, and citizens with an opportunity to participate in and comment on the update of the SIS Strategic Plan.

FDOT developed this plan in cooperation with a wide range of statewide, regional, and local partners, extending the broad circle of consensus started during the initial plan development. A 31 member 2010 SIS Strategic Plan Leadership Committee provided overall guidance to this process. Members of the committee represented transportation agencies and providers, regional and local governments, business and economic development interests, and community and environmental interests. The committee met six times during 2009 to develop recommendations on goals, objectives, and strategies. The committee also established seven working groups to focus on key issues: communities and the environment, the future of the Emerging SIS, finance, regional visioning, trade and logistics, urban mobility, and other implementation issues. At its final meeting, the committee adopted 40 policy recommendations for FDOT to guide the development of the 2010 SIS Strategic Plan.¹⁵

FDOT conducted extensive partner and public involvement in support of the Leadership Committee process as well as the plan update. FDOT convened 12 public workshops around the state during September 2009, involving 639 participants and generating nearly 1,200 comments in response to the draft committee recommendations. In addition, FDOT conducted more than 150 briefings of statewide, regional, and local partners, involving more than 2,350 people. Opportunities for public input were provided at each committee meeting, and continuously through FDOT's web site.

The adopted 2010 SIS Strategic Plan reflects the consensus of the Leadership Committee, informed by partner and the public input, regarding changes to SIS goals, objectives, designation criteria, and other policies; and strategies to make SIS implementation more effective.

¹⁴See Subsections 339.64 (1)-(4), Florida Statutes, for Plan requirements.

¹⁵The Leadership Committee report is available at <http://www.dot.state.fl.us/planning/sis/strategicplan/update/finalrpt110909.pdf>

4.0 What Are Our Goals and Objectives for the Next 5 Years?

The SIS is a large and complex system, but ultimately its purpose is simple. The SIS is intended to enhance Florida's economic competitiveness and quality of life by ensuring mobility for both people and freight between Florida's regions and between Florida and other states and nations.

In Section 339.61, Florida Statutes, the Legislature described its intent for the SIS, declaring:

"... that the designation of a strategic intermodal system, composed of facilities and services of statewide and interregional significance, will efficiently serve the mobility needs of Florida's citizens, businesses, and visitors and will help Florida become a worldwide economic leader, enhance economic prosperity and competitiveness, enrich quality of life, and reflect responsible environmental stewardship. To that end, it is the intent of the Legislature that the Strategic Intermodal System consist of transportation facilities that meet a strategic and essential state interest and that limited resources available for the implementation of statewide and interregional transportation priorities be focused on that system."

Florida Transportation Plan Goals

Because such a large share of passenger and freight trips in Florida use the SIS, and because the impact of the SIS extends far beyond its users, SIS planning and investment decisions must address the goals established for the entire state transportation system in the Florida Transportation Plan (FTP; see the current FTP goals in the box).

2025 Florida Transportation Plan Long Range Goals

- 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.

The FTP also defines long range objectives for each goal, which apply to the SIS as well as the rest of Florida's transportation system. The SIS addresses these objectives in many ways:

- **Safety and security.** Keeping safety as the state's highest transportation goal, FDOT and its partners will make SIS planning and investment decisions to improve the safety of all of modes, focusing on reducing fatalities and serious injuries. FDOT and partners also will continue to support educational, enforcement, and emergency response activities to enhance safety. FDOT also will work with partners to enhance the security of SIS facilities, while ensuring mobility for all users.
- **Quality of life and environmental stewardship.** SIS investments will be compatible and consistent with regional and community plans and visions for future growth and

development to the maximum extent feasible. FDOT and partners also will coordinate SIS investments with decisions about land use, water, natural, cultural, and historic resources, including statewide goals for improving air quality and reducing energy consumption and greenhouse gas emissions.

- **Preservation and maintenance.** FDOT and other owners of SIS facilities will maintain each SIS facility to protect the public’s investment. FDOT will continue to place a high priority on preserving and maintaining the physical condition of the SIS highways and facilities under state ownership, and will encourage other SIS owners, as appropriate, to maintain their systems.
- **Mobility and economic competitiveness.** While always keeping an eye on all FTP goals, the SIS will place its greatest emphasis on the goal of mobility and economic competitiveness. Over the next five years, SIS decisions will work toward seven long range objectives supporting this goal, as listed below.
- **Investments.** Investments in the SIS are an investment in the backbone of Florida’s future economy. State transportation investment priorities will continue to recognize the SIS as a strategic and essential statewide interest, while also recognizing the importance of adequate funding for regional and local transportation systems.

SIS Objectives

Interregional connectivity

Objective: Enhance connectivity between Florida’s economic regions and between Florida and other states and nations for both people and freight.

Why this matters: Connectivity is critical to Florida’s economic competitiveness. Connectivity with other states and nations enables Florida businesses to sell goods and services worldwide. Connectivity among Florida regions is linking the many parts of Florida together, enabling workers and businesses to be part of competitive industry clusters. Many analyses suggest Florida will be one of about 10 ‘megaregions’ leading U.S. growth over the next 50 years; connectivity between Tampa and Orlando, Miami and Jacksonville is a key ingredient for building this megaregion.

What this means: The SIS will maintain its focus on long distance, interregional corridors. Corridor planning will shift from maintaining the flow of traffic on individual facilities to understanding how multiple modes and facilities can work together to support trips between regions – whether freight, visitors, or business travelers. FDOT will continue to evaluate the state’s major interregional and interstate corridors to provide sufficient capacity for future growth and to identify where connectivity gaps exist. Coordinated expansions of hub, connector, and corridor capacity will ensure Florida remains integrated with global trade routes. Careful coordination with land use and development decisions will help preserve hub and corridor capacity for the future.

Efficiency

Objective: Reduce delay on and improve the reliability of travel and transport using SIS facilities.

Why this matters: Congestion and delay add to the cost of doing business and reduce the quality of life in Florida – all of which reduce the appeal of Florida to residents, visitors, and businesses. Speed to market for goods and services is a critical factor in determining Florida's global competitiveness. Although the recession has temporarily eased pressure, hours of delay have increased steadily on most SIS highways for the past few decades. Transportation spending as a percentage of household budgets is well above the national average due to long commutes and increasing congestion. Logistics costs are trending upward nationwide due to increases in fuel costs and congestion, and the impact of unexpected congestion on travel time reliability is a particular concern for businesses.

What this means: FDOT will continue to monitor delay and reliability trends on SIS highways, with a goal of limiting growth rate in delay to less than 5 percent per year through 2015. FDOT also will work with modal partners to better evaluate the efficiency and reliability of other SIS modes. FDOT will work to squeeze every available drop of efficiency out of its SIS facilities, including better managing and operating facilities, removing bottlenecks, and encouraging trips to shift to off-peak periods or alternative modes or facilities. FDOT also will encourage other SIS owners and operators to continue to improve the efficiency of existing SIS facilities.

Choices

Objective: Expand modal alternatives to SIS highways for travel and transport between regions, states, and nations.

Why this matters: As Florida's population and economy become more diverse, businesses and residents need more transportation options. Alternatives to highways for interregional connections are limited in many parts of Florida, particularly transitioning and rural areas. Florida cannot rely on highways alone; adding sufficient highway lanes and miles to accommodate anticipated growth in demand for moving people and freight would have an unacceptable impact on the environment and many communities, and would greatly exceed available revenues.

What this means: Future SIS investments will work toward the vision of a statewide passenger rail system, which would connect to fixed guideway systems in the state's major urban regions. SIS investments also will support expanded freight rail service and, potentially, short sea shipping. In addition, SIS investments will reflect the evolution of air and space transportation to accommodate new technologies for moving people and cargo, and related changes in types of hubs. Designation, needs, and prioritization policies will align to support expanded SIS modal options.

Intermodal connectivity

Objective: Provide for safe and efficient transfers for both people and freight between all transportation modes.

Why this matters: Many of the trips most important to Florida's economic future – such as international trade and tourism – involve more than one mode. The transfer between modes – beginning or ending on SIS hubs and using road, rail, and water connectors – can determine the efficiency of the entire trip. Prior to creation of the SIS, intermodal connectors often were the weak link in the transportation system. Connectors may be owned and operated by local governments, and often have not been designed to handle high volumes of freight and passenger movements.

What this means: FDOT will work with modal partners to continue to identify and address intermodal connectivity issues, including changes in connector designation or major investments in existing and new connectors. FDOT will designate new types of connectors, such as transit corridors providing direct service between two SIS hubs and the local roads primarily used to haul freight between two SIS hubs. FDOT will provide funding to accommodate pedestrians, bicycles, and local transit vehicles at SIS passenger terminals. SIS investments also will be targeted at intermodal terminals and other transfer facilities for both people and freight.

Economic competitiveness

Objective: Provide transportation systems to support statewide goals related to economic diversification and development.

Why this matters: FDOT studies estimate every \$1 invested in Florida's transportation system generates about \$5 of user and economic benefits statewide over a 30 year period. Transportation investments are helping lead Florida's economy out of the recession, and will be a key contributor to statewide growth over the next few decades.

What this means: FDOT will strengthen coordination with Enterprise Florida and regional and local economic development organizations to help determine future SIS needs. SIS priorities will continue to include facilitating anticipated growth in domestic and international freight and passenger flows to and from Florida, supporting statewide targeted industries, and improving access to existing employment centers and targeted catalyst sites in Rural Areas of Critical Economic Concern, as outlined in the *Roadmap to Florida's Future: Florida's Strategic Plan for Economic Development*.

Energy, air quality, and climate

Objective: Reduce growth rate in vehicle-miles traveled and associated energy consumption and emissions of air pollutants and greenhouse gases.

Why this matters: Several parts of Florida are at risk of not meeting changing federal air quality standards. The Governor has established statewide goals of reducing greenhouse gas emissions by 80 percent from 1990 levels by 2050. Transportation is a major contributor to emissions of greenhouse gases and air pollutants in Florida. Most transportation vehicles rely on some type of fossil fuels as an energy source, and the burning of these fossil fuels produces greenhouse gases and air pollutants.

What this means: *Florida's Energy and Climate Change Action Plan* identifies strategies for reducing transportation's contribution to greenhouse gas emissions, including increasing transportation system efficiency and reducing growth rate in travel. Sea level rise and other potential consequences of global warming also may have impacts on SIS and other transportation infrastructure. During the update of the FTP in 2010, transportation partners will discuss potential strategies for reducing greenhouse gas emissions from the transportation sector and other related issues.

Emergency management

Objective: Help ensure Florida's transportation system can meet national defense and emergency response and evacuation needs.

Why this matters: The military has a large and growing presence in Florida, with the U.S. Department of Defense operating 20 military installations and 3 unified commands in Florida. The military needs sufficient transportation infrastructure to support regular trips of personnel and equipment to and from Florida's installations, to link installations and services, and to enable rapid deployment during emergencies. The federal government has developed the Strategic Highway Network, the Strategic Rail Corridor Network, and other planning processes to support military transportation needs during both peacetime and wartime. Because of its location, Florida also needs sufficient transportation capacity to support emergency evacuation and response in the event of a wide range of potential natural disasters, epidemics, and terror attacks.

What this means: While maintaining its primary focus on economic competitiveness, the SIS must be able to support the unique mobility needs of the military and emergencies. The SIS must provide a reliable statewide backbone for military activities and for emergency response and evacuation. FDOT will strengthen coordination with military and emergency management partners so the SIS operates effectively during military activities and emergencies, including advancing infrastructure investments needed to reinforce this statewide backbone.

5.0 How Will We Make Decisions About What Is Designated?

Florida, like many other states, traditionally has planned transportation facilities based on their mode, jurisdiction, or ownership. These perspectives are secondary to moving people and freight from origins to destinations. Building on the work designating the Florida Intrastate Highways System (FIHS) in the 1990s, the SIS introduced a new approach for planning transportation, focusing on the function of each element of the system as it supports three different types of trips: those between regions, states, and nations; those between communities within a single region; and those within communities.

FDOT has worked with statewide transportation partners to develop policies and criteria for designating the SIS. The framework for SIS designation policies and criteria was developed by the initial SIS Steering Committee in 2002 and adopted by the Governor and Legislature as part of the 2003 legislation creating the SIS. This framework reflects the following key principles:

1. **Emphasize interregional, interstate, and international travel and transport.** SIS designation identifies those transportation facilities playing a critical role in moving people and goods to and from other states and nations, as well as between economic regions within Florida. Data on trip purpose, origin, and destination are used where available; in other cases, data closely related to these factors are evaluated.
2. **Use objective measures of transportation activity reflecting national and industry standards.** SIS criteria and thresholds are based on available national standards or other standards used in the transportation industry. Activity measures vary by mode and include airport enplanements, seaport tonnage, and space launches. These measures are expressed where possible as a portion of a national total to provide consistency across modes.
3. **Consider the economic requirements of key Florida industries.** Criteria also consider how the SIS supports clusters of activity in key industries dependent on transportation service. These include traditional Florida industries like agriculture and tourism as well as newer industries like high technology and life sciences.
4. **Identify transportation facilities emerging in importance.** Some of the facilities included in the SIS are labeled “Emerging SIS” to indicate their potential for future growth. These generally carry lower volumes of people and freight, but are located in fast growing areas or rural areas and therefore may grow in importance in the future. Emerging SIS facilities are fully eligible for FDOT SIS funding sources, but are labeled separately to encourage proactive planning.¹⁶
5. **Screen for responsible environmental stewardship.** Community and environmental screening considers potential impacts on community livability, land use, air quality, natural resource lands, cultural and historic sites, and agricultural areas. These criteria are used to

¹⁶Throughout this document, as well as all parts of the SIS Strategic Plan, references to “SIS” include both SIS and Emerging SIS facilities, unless otherwise specified.

guide choices among potential facilities for designation and to flag potential issues involving designated facilities for consideration in future investment decisions.

6. **Proactively designate planned facilities.** A planned facility can be designated as part of the SIS before it is operational if it is projected to meet all applicable criteria and thresholds, if partners have reached consensus on the facility, and if the facility is financially feasible.

Using these principles, FDOT has worked with partners to develop criteria and thresholds for designating three different types of SIS facilities, each of which forms one component of an interconnected transportation system:

- **Hubs** – airports, spaceports, seaports, rail terminals, and other types of freight and passenger terminals moving goods or people between Florida regions or between Florida and other markets in the United States and the rest of the world;
- **Corridors** – highways, passenger and freight rail lines, urban fixed guideway transit,¹⁷ and waterways connecting regions within Florida or connecting Florida and other states or nations; and
- **Intermodal connectors** – highways, passenger and freight rail lines, urban fixed guideway transit, and waterways linking hubs and corridors.

This policy framework will continue over the next five years, with modest adjustments to ensure the SIS continues to focus on those facilities of greatest strategic value to Florida's economy. In doing so, FDOT will work with partners to:

- Sunset the Florida Intrastate Highway System (FIHS) as a separate statewide highway network to simplify the planning process. Because the existing SIS highway criteria for the most part require highways to be part of the FIHS before being considered for SIS designation, FDOT will work with partners to develop new criteria to evaluate future designation changes to the SIS highway network. These criteria should consider factors such as the primary function of proposed SIS highways, connectivity to urbanized areas and rural employment centers, and traffic and truck volumes.
- Update designation criteria for SIS intercity passenger corridors and terminals as needed to reflect emerging technologies such as high speed rail and to use transportation activity measures reflecting national and industry standards.
- Update designation criteria for SIS freight rail terminals and corridors to reflect industry standards for assessing the function of the entire freight rail system.
- Monitor changing technologies and operations in the aviation, aerospace, and marine industries to determine whether future criteria changes are needed to serve these modes.

¹⁷This Plan is the first to include criteria for urban fixed guideway transit corridors and connectors, as discussed further on page 16.

- Refine the analysis of the economic requirements of Florida industries to reflect emerging industries identified in the *Statewide Strategic Plan for Economic Development* and to implement a more quantitative approach for assessing these economic requirements.
- Refine the SIS community and environmental screening process to incorporate updated data for emerging issues and to ensure the screening results carry forward into project-specific evaluations performed in the Efficient Transportation Decision-Making (ETDM) process.
- Enhance communication about the purpose of the Emerging SIS so partners understand these facilities are eligible for SIS funding and collaborate on proactive planning for the future of these facilities.

These changes are intended to improve the understanding of the role of different types of transportation facilities. They are not intended to replace existing designations, such as for highways or rail; rather, they will help FDOT and partners make more strategic decisions regarding future designation changes. In addition, FDOT will work with partners to develop criteria for a small number of targeted additions to the SIS related to specific policy objectives:

- Develop criteria for designating urban fixed guideway transit corridors (e.g., commuter rail, heavy rail, light rail, and bus rapid transit) connecting multiple urbanized area counties within a single economic region and serving as regionally significant transportation facilities. All stations on qualifying urban fixed guideway corridors will be part of the designated system. FDOT will work with partners to determine which stations function as hubs for interregional or interstate travel and therefore should have a SIS intermodal connector.
- Refine intermodal connector criteria to provide greater flexibility to address the varying functions of specific hubs; to designate ‘hub-to-hub’ transit corridors and other fixed guideway facilities directly connecting two SIS hubs, such as a passenger connector between a commercial service airport and a major cruise passenger port of origin; and to designate public roads primarily used for moving freight over short distances between two SIS hubs, such as between a deepwater seaport and an intermodal freight rail terminal.
- Develop criteria for designating transportation facilities linking SIS corridors to the state’s strategic military installations. The criteria should consider the number of military and civilian personnel at each installation, as well as the access facilities designated as part of the federal Strategic Highway Network and/or the Strategic Rail Corridor Network. The criteria also should consider unique functions served by particular installations, such as the Governor’s Continuity of Government site at Camp Blanding. Because of their unique function, the military access facilities will not necessarily be subject to the same standards identified for SIS corridors and connectors.
- Develop new criteria or revise existing criteria to address new types of facilities FDOT or partners may develop in the next few years, such as integrated logistics centers or commercial spaceports.

FDOT will work with partners to finalize these criteria and to identify designation changes to implement the revised criteria. These changes cumulatively are anticipated to result in a slight increase in the overall size of the SIS, with most of the increase related to the urban fixed guideway transit corridors and military access facilities.

FDOT will continue to use three processes for updating the SIS designation:

- An ongoing process for responding to partner requests for designation changes allowing for timely response to urgent requests over the course of the year;
- An annual systemwide data and designation review of activity levels on all facilities using established criteria and thresholds to determine if any additional facilities now meet the established criteria, or if any designated facilities no longer meet the criteria; and
- A comprehensive review of all designation policies, criteria, and thresholds before January 2015, when the next SIS Strategic Plan must be adopted.

6.0 How Will We Make Decisions about Future SIS Investments?

FDOT will work with its partners to ensure decisions about future SIS investments are as strategic as the decisions about which facilities are part of the system. This strategic approach to investment decisions builds on the experience of the past decade. Prior to creation of the SIS, FDOT worked with partners to identify and set priorities for investments in the Florida Intrastate Highway System. FDOT also developed and maintained statewide modal plans for other modes; generally, these plans covered short term periods and focused on general policies or specific projects for limited state funding. The creation of the SIS marked an evolution to a more strategic, multimodal approach to decision-making (see table).

Table 1. SIS Provides a New Approach to Transportation Decision-Making

	From...	To...
Planning and investment decisions oriented toward...	Individual modes and facilities; individual jurisdictions	Complete end-to-end trips; economic regions and trade corridors
Standards based on...	Facility design	User service
Potential investments evaluated based on...	Design capacity, travel time, and cost	Reliability, operational performance, and economic impacts
Partners involved in how transportation...	Reacts to economic growth and mitigates community and environmental impacts	Proactively supports economic, community, and environmental goals
Transportation investment viewed as...	Annual funding of localized priorities	Strategic, long term investment in Florida's economy

Over the next five years, FDOT will work with partners to make SIS investment decisions in an iterative process involving the following:

- A long term multimodal needs plan listing a wide range of potential investments needed to meet the SIS mobility objectives;
- A multimodal cost feasible plan, which will identify the projects most likely to be funded based on anticipated revenues; and
- FDOT's Work Program, which identifies specific project phases for funding by FDOT over the next five year period. Other partners will document their SIS funding decisions in their own capital improvement plans.

These plans are linked so decisions made at one stage feed into the next, with appropriate public and partner input and feedback throughout the process. Policies guide decisions at each stage, including policies related to: 1) needs assessment and evaluation; 2) eligibility of needs for different funding sources; and 3) prioritization of eligible needs for available funding.

Needs Assessment and Evaluation

SIS investment needs will be identified and documented through a statewide, SIS Multimodal Needs Plan covering at least 20 years. The Needs Plan will identify a wide range of investment needs on the SIS for potential funding by FDOT and/or partners, based on input from statewide modal plans, metropolitan and regional long range transportation plans, and other partner plans. The Needs Plan will include both funded and unfunded needs. The Needs Plan will be updated for consistency with the 2010 SIS Strategic Plan and updated as needed in subsequent years. FDOT will work with partners to enhance the Needs Plan by:

- Assessing statewide investment needs to facilitate passenger mobility between regions and between multiple urbanized area counties, and identifying passenger transportation projects of statewide significance as potential priorities for state and federal funding.
- Assessing statewide freight mobility strategies and investment needs across modes, and identifying freight transportation projects of statewide significance. This freight assessment should include regularly updated forecasts of global and domestic trade to, from, and through Florida.
- Strengthening coordination of SIS investments with statewide and regional economic development strategies, with emphasis on the *Roadmap to Florida's Future: Florida's Strategic Plan for Economic Development*.
- Conducting a more robust assessment of investment needs and opportunities for all SIS modes, building on recent or upcoming updates of statewide modal plans for aviation, space, rail, seaports, and transit.
- Identifying and coordinating with SIS investments likely to be funded by partners, as well as strategic investments by FDOT or partners on non-SIS facilities likely to impact SIS performance.
- Coordinating with partners to identify and consider strategic regional needs and opportunities in the context of these statewide analyses.

In addition to the SIS Multimodal Needs Plan, FDOT will develop and maintain multimodal corridor plans to guide future investment decisions for both SIS and non-SIS facilities within broad interregional travel markets. These corridor plans will develop strategies for the SIS to connect businesses and travelers to markets in other regions, states, and nations through multiple modes of transportation. These corridor plans may identify, coordinate, and leverage funding for investment needs involving SIS and non-SIS facilities in the same corridor. The corridor plans also will provide a context for FDOT to work with state, regional, and local partners to coordinate transportation, land use, and development plans. This coordination will help preserve the functionality of the SIS for statewide and interregional travel while supporting community visions and plans for future growth and development.

Although the backlog of needs is great, SIS implementation also will place more emphasis on proactive planning to identify future investment needs in the context of economic, community, and environmental goals. FDOT will continue to participate in regional visioning and intergovernmental coordination efforts linking these planning processes. In particular, FDOT

will encourage proactive planning and intergovernmental coordination of future investments in Emerging SIS facilities to help accomplish FTP, other state, or regional goals.

In support of this emphasis on proactive planning, FDOT will provide flexibility to address unanticipated strategic needs and opportunities – in essence, supplementing a long range SIS Multimodal Needs Plan updated at least every five years with an evolving assessment of additional needs reflecting current conditions and opportunities for all modes.

FDOT will make careful decisions about the location, timing, and type of future additions to SIS capacity, and encourage other owners and operators of SIS facilities to do the same. These decisions will reflect the following principles:

- Protect the public’s investment in the SIS by ensuring the safety, preservation, and maintenance of existing SIS facilities prior to investing in new capacity (with these activities typically funded through other sources).
- Maximize the use of existing SIS facilities, including improving the efficiency of these facilities through the use of technology and operational decisions, as well as identifying new roles for underutilized facilities and right of way where possible.
- Consider alternatives to highways for moving people and freight between Florida’s regions and between Florida and other states.
- Add capacity to existing SIS facilities where needed to support growth in demand and relieve congestion, or consider new SIS facilities when needed to fill major gaps in connectivity. Plan these capacity investments in appropriate locations consistent with regional and community visions and plans.
- Preserve new capacity on the SIS for projected growth in trips between regions, states, and nations, especially for trips associated with economic competitiveness.
- Minimize the impacts of SIS capacity expansion on facilities primarily handling regional and local travel.
- Ensure connectivity between the SIS and regional and local transportation facilities to support complete end-to-end trips.

FDOT will use a broad set of evaluation measures to assess not only where investments are needed to support the SIS mobility objectives, but also to consider how the SIS investments can support economic, land use, community, environmental, and energy goals. FDOT and its partners use the Efficient Transportation Decision-Making (ETDM) process today to improve and streamline the development and environmental review of major highway and transit capacity improvements by involving resource agencies, concerned communities, and other stakeholders from the first step of planning. This interaction continues throughout the life of the project, leading to better quality transportation decisions reflecting social, land use, and environmental preservation goals. This process can reduce the time required to plan and implement quality transportation projects. FDOT will encourage local governments, independent authorities, and private entities serving as project sponsors to use the ETDM process for similar types of major SIS capacity investments using FDOT Work Program funding. ETDM findings will guide project development, environmental studies, and regional, state, and federal permitting decisions.

Eligibility Guidelines for State Funding

Because the SIS includes facilities owned by the state as well as regional, local, and private sector partners, guidelines are needed for determining which types of SIS investments are eligible for state funding. Potential state sources of funding for SIS projects include:

- State and federal funds allocated to the SIS (referred to as “statewide managed SIS funds”);
- Statewide managed funds allocated for public transportation modes (aviation, seaports, rail, and transit); and
- State and federal discretionary funds allocated to FDOT districts.

Each source has its own eligibility requirements and decision making process. The statewide managed funds allocated for public transportation modes and discretionary funds allocated to FDOT districts can be used for investments on both SIS and non-SIS facilities, subject to state and federal law. The FDOT statewide managed SIS funds are a targeted source of funding to support statewide priorities or to leverage other funding sources. Statewide managed SIS funds cover the following types of projects:

- Projects to improve mobility on SIS **corridors** and **connectors**, including projects to improve the efficiency of existing facilities, add capacity to existing facilities, acquire or preserve right of way for future expansion, and construct new facilities meeting the criteria for planned SIS facilities.
- Projects on SIS **hubs** to improve the efficient movement of people and goods to and from terminals. Statewide managed SIS funds also could contribute toward projects to improve the efficiency of or add capacity to hubs, including the development or expansion of intermodal or multimodal terminals.

Safety, security, preservation, and routine maintenance of the physical condition of SIS facilities are the responsibility of the facility owner or operator and generally are funded through other sources.

Statewide managed SIS funds will be used on facilities owned by the private sector only where public benefits exceed public costs. In most cases, the private sector partner must provide a 25 to 50 percent match for the state funding.

Statewide managed SIS funds cannot be used for investments in non-SIS facilities. However, the SIS multimodal corridor plans will determine if the most cost-effective solutions for improving mobility on SIS facilities involve investments in non-SIS facilities – such as widening a parallel road to move local traffic off the SIS, or expanding a general aviation airport to provide an alternative location for smaller aircraft and relieve capacity at the SIS airport. In such cases, FDOT will work with partners to develop strategies for leveraging funding sources to implement the non-SIS investments. These may include FDOT discretionary funds for public transportation or district projects, subject to state and federal law.

Prioritization Process

FDOT sets priorities among the potential SIS investments for state funding, considering partner input. These high level priorities will be documented in a SIS Multimodal Cost Feasible Plan. This plan will identify which projects are likely to be funded based on anticipated revenues, at a minimum including the 10 and 20 year periods prescribed by law. This plan will include FDOT projects as well as partner investments, to the extent available. This plan will be updated for consistency with the 2010 SIS Strategic Plan, and updated as needed in subsequent years. The SIS Multimodal Cost Feasible Plan will serve as input to FDOT's Work Program.

FDOT will prioritize projects best supporting the FTP goals and the SIS mobility objectives, with emphasis on three key objectives: improved interregional connectivity, increased intermodal connectivity, and enhanced economic competitiveness. The prioritization process also will give additional weight to projects with the following characteristics:

- Further other adopted statewide goals and priorities (such as safety, emergency management, and environmental stewardship);
- Support established priorities for regional and local partners, including the plans and visions supported by applicable metropolitan planning organizations and county governments;
- Support more than one mode or facility on the SIS;
- Maximize the use and efficiency of existing transportation infrastructure and right of way;
- Are supported by land use, access, and other strategies to ensure additional capacity is preserved for its intended purpose;
- Leverage federal government, local government, private sector, or other funding sources; and
- Provide a high return on investment to the people of Florida.

The prioritization process will remain a combination of “top down” statewide analyses and “bottom up” regional and local input. FDOT will continue to work with metropolitan planning organizations, local governments, and other partners to build consensus on which projects should be included in the SIS Multimodal Cost Feasible Plan and funded in FDOT's Work Program. Coordination of planning, prioritization, and programming of SIS projects will be defined in more detail in SIS Strategic Plan implementation guidance.

FDOT will use objective data to inform decisions to the maximum extent possible, with specific factors and methodologies varying by mode and funding source. FDOT will work with partners to enhance the existing process to:

- Shift toward a multimodal process including consideration of the tradeoffs between investment in different modes;
- Expand regular opportunities for the full range of partners to provide input on SIS investments and on the framework used to set priorities among these investments;

- Expand communication with the full range of partners on how SIS prioritization decisions were made and how the selected projects support statewide goals and established regional and local priorities; and
- Enhance FDOT's programming processes and financing strategies to provide flexibility to respond to changing conditions and unanticipated strategic opportunities, while reflecting the importance of commitments made through established program development processes.

7.0 How Will We Fund SIS Improvements?

The SIS is Florida's highest priority for statewide transportation capacity improvements. To ensure the SIS meets its objectives, FDOT will work with partners to expand the pool of funding sources available for the SIS, as well as to make strategic decisions on funding allocations.

SIS funding comes from multiple sources, including state, federal, and local governments; independent authorities; and the private sector. Funding for SIS improvements expanded rapidly in the years after creation of the SIS, but has declined recently due to the weak economy:

- Between 1999 and 2003, the five years before the SIS was created, FDOT capacity investments exceeded \$8 billion, with 68 percent allocated to facilities now part of the SIS.
- Between 2004 and 2008, FDOT capacity investments in SIS and non-SIS facilities increased to about \$13.3 billion, primarily because of increased revenues resulting from a strong economy and new revenues from State Documentary Stamp proceeds. Of this total, 73 percent were invested in SIS facilities.
- Between fiscal years 2010 and 2014, FDOT's adopted Work Program plans about \$13.8 billion for capacity investments, including about \$1.6 billion in "roll forward" from previous years and another almost \$1.4 billion in federal economic stimulus funds. The share programmed on the SIS is 67 percent, about the same as before the SIS was created.

FDOT's investment policy sets a target of allocating 75 percent of new discretionary capacity funds to the SIS.¹⁸ Over the next five years, FDOT will continue to make progress toward the 75 percent target. During rapidly changing economic conditions or to meet specific project requirements, FDOT may adjust the rate of transition towards this target to reduce the impact of revenue reductions on facilities not on the SIS.

FDOT and partners also will work to expand funding sources to address the shortfall anticipated from traditional revenue sources, including the following:

- Consider expanding the use of direct transportation user fees where appropriate, subject to applicable federal and state laws. These may include tolls, passenger payments or ticket surcharges, and freight surcharges such as container fees. Implementation of such fees should include advanced technologies and operational strategies for fee collection and use. Particular attention will be given to sustainable revenue sources to address concerns about the future of the motor fuel tax, such as a fee based on vehicle miles traveled (VMT).

¹⁸"New discretionary capacity funds" means any funds above the prior funding level, which FDOT has the discretion to allocate to projects either on or off the SIS. The policy does not apply to and has no impact on certain funds, such as public transportation program funds or funds reserved by federal or state law for specific purposes (e.g. must be used in urbanized areas with a population greater than 200,000).

- Consider increased opportunities for joint funding of SIS projects, including public-private partnerships. Identify barriers to joint funding and work toward removing those barriers.
- Expand participatory funding strategies to encourage multimodal projects and partnerships with federal and local governments, independent authorities, or private entities.
- Aggressively pursue strategies to optimize federal funding, such as working with Florida's congressional delegation and partners to advocate for a greater share of transportation funding for all modes for Florida, to support flexibility in the use of federal funds in future federal authorizations, and to position Florida for available discretionary federal funding.

FDOT also will work with partners to give greater attention and resources to non-highway SIS modes. FDOT has increased funding to non-highway modes since the SIS was created:

- Between 1999 and 2003, 84 percent of state investments in facilities now included in the SIS were on to highway corridors, 9 percent on hubs and non-highway corridors, and 6 percent on intermodal connectors.
- Between 2004 and 2008, the shares changed to 75 percent for highway corridors, 15 percent for hubs and non-highway corridors, and 10 percent for intermodal connectors. Investments in hubs and non-highway corridors were about three times higher than the prior five years, while connector investments were about two and one-half times higher.
- Between fiscal years 2010 and 2014, FDOT's Work Program will distribute SIS investments across these categories in a similar manner to those in the 2004-2008 period.

FDOT's investment decisions will take a strategic view in distributing funds among regions, between SIS and Emerging SIS facilities, and among SIS modes. This strategic distribution is intended to be applied over the long term, recognizing the annual fluctuations in funding resulting from project priorities and to accommodate the enormous cost of major projects.

Successful SIS implementation also requires sufficient funding for regional and local systems, which provide the final link in most SIS trips and support regional and local travel and transport. Regional and local systems also are under pressure from a growing backlog of needs, cost increases, and revenue reductions. In support of SIS implementation, FDOT will:

- Emphasize funding assistance for regionally significant facilities with the remaining 25 percent of state discretionary funding for new capacity.
- Provide funding for regional and local systems through programs such as the Transportation Regional Incentive Program (TRIP), the Florida Transit New Starts programs, and the small county road programs.
- Work with local governments to explore options for increasing local transportation funding sources, both to provide matching funds for SIS projects and to support regional and local systems.

8.0 How Will We Work with Our Partners?

Ultimately, the success of the SIS will depend on how FDOT works with the full range of transportation partners to coordinate investments, build consensus around priorities, and identify and fund specific investments. Over the past several years, the state's role in transportation has shifted from emphasizing highways to encouraging all modes; and from addressing many needs to having a strategic focus on the SIS. Over the next five years, FDOT's role in planning for the future of Florida's transportation system will continue to focus in two primary areas:

- Leading planning and development of SIS, including encouraging more proactive investments to support statewide transportation and economic goals; and
- Assisting regions and communities in providing mobility for intraregional and local trips.

To this end, FDOT will strive for continuous partner and public involvement to plan for the future of the SIS and to define how the SIS relates to the rest of the transportation system. FDOT will continue ongoing policy coordination with the nearly 70 statewide agencies, commissions, associations, and other partner groups, while continuing project level coordination with regional and local governments and other stakeholders. To accomplish this, FDOT will:

- Strengthen ongoing outreach to transportation partners to inform them on policy implementations, major designation changes, and SIS investments to meet statewide goals.
- Continue steps to more fully integrate planning for all SIS modes, both within FDOT and between FDOT and partners.
- Conduct early, proactive, and ongoing outreach to and coordination with the full range of partners involved in the SIS. Proactive outreach will promote understanding of SIS policies and benefits, especially to local governments, as well as business and economic development interests. FDOT also will emphasize coordination with newer partners impacted by SIS designation policy changes, such as the military and urban fixed guideway transit corridors.
- Promote continuing interagency coordination on how the SIS relates to other statewide priorities, and encourage best practices for intergovernmental coordination at all levels.
- Ensure the SIS investment decision-making process includes sufficient opportunities for all partners to provide input on needs and priorities on a regular basis. The process also will provide for regular updates on how SIS prioritization decisions were made, and how the selected projects support statewide goals and established regional and local priorities.
- Develop and regularly report multiple performance measures to evaluate the overall performance of the SIS, including outcomes to help inform future investment decisions.

9.0 What Will We Do Next?

The 2010 SIS Strategic Plan provides a broad policy framework to guide SIS planning and investment activities over the next five years. To help ensure successful implementation of this policy framework, FDOT will accomplish the following:

- **Interregional connectivity** – Develop or update multimodal corridor plans for key interregional travel corridors on the SIS.
- **Efficiency** – Continue to identify and evaluate bottlenecks on the SIS and develop strategies to reduce delay and improve reliability. Implement strategies for enhancing coordination with land use and development decisions to ensure SIS capacity is preserved for its intended purpose.
- **Choices** – Implement SIS designation policy changes to add selected urban fixed guideway transit corridors and to plan for future additions of integrated logistics centers and commercial spaceports. Continue to coordinate with modal partners to provide more alternatives for moving people and freight on the SIS, consistent with the statewide modal plans for aviation, space, seaports, waterways, rail, and transit.
- **Intermodal connectivity** – Reevaluate SIS connector designations and investment needs to ensure safe and efficient transfers between modes at all SIS hubs. Work with partners to designate ‘hub-to-hub’ transit and freight connectors where appropriate.
- **Economic competitiveness** – Strengthen partnerships with Enterprise Florida and regional and local economic development organizations to coordinate SIS investments with statewide and regional economic development strategies and to obtain continuing input on market conditions and strategic investment opportunities. Continue coordination with seaports, airports, and other partners to position Florida for anticipated growth in international trade. Continue proactive planning for Emerging SIS facilities.
- **Energy, air quality, and climate** – Work with partners including through updates to the FTP to consider how transportation decisions can help meet statewide goals for reducing energy consumption, air pollution, and greenhouse gas emissions. Evaluate the potential risks to transportation facilities due to sea level rise and other anticipated impacts of global climate change.
- **Emergency management** – Complete the designation of access facilities linking the SIS to the state’s strategic military installations, and begin working with base commanders and other military partners to identify access needs and the roles of the state, federal, and local governments in meeting these needs. Strengthen coordination with emergency management agencies to ensure the SIS can support emergency evacuation and response needs.

FDOT also will continue work with partners to update other SIS documents including the Annual SIS Designation and Data Review Report, the SIS Multimodal Needs Plan, and the SIS Multimodal Cost Feasible Plan. Together with the SIS Strategic Plan, this family of documents fully meets the statutory requirements for the SIS Plan.

Appendix A: Glossary

Bottleneck - A section of a highway or rail network experiencing operational problems such as congestion. Bottlenecks may result from factors such as reduced roadway width or steep highway grades potentially slowing trucks.

Capacity - Usually expressed in persons per hour or vehicle per hour, capacity is defined as the maximum traffic flow designation for a segment of roadway or a lane, within the control conditions for a particular segment of roadway or lane. Traffic flow could be of transportation units, transit, or bike/pedestrian.

Capacity Funds - Funds allocated by the FDOT for 1) highway rights-of-way and construction, 2) the New Starts Transit Program, and 3) aviation, rail, seaports and intermodal access programs after projects for operations, preservation, safety, and security have been funded.

Commercial Service Airport - An airport receiving scheduled passenger service and having 2,500 or more enplaned passengers per year.

Community - A physical or cultural grouping of stakeholders with common interests created by shared proximity or use. Community can be defined at various levels within a larger context (e.g., neighborhood, city, metropolitan area, or region).

Community Livability - Encompasses those elements of home and neighborhood contributing to welfare, health, convenience, mobility, and recreation.

Comprehensive SIS Review - A comprehensive statewide reevaluation of the adopted SIS Strategic Plan occurring at least once every five years, subsequent to updates of the Florida Transportation Plan. This process will include review of and any needed changes to SIS goals, objectives, and policies; designation criteria and thresholds; and the SIS Strategic Plan. Comprehensive updates will occur through an inclusive process involving FDOT and its partners.

Congestion - The level at which transportation system performance is no longer acceptable due to traffic interference. The level of acceptable system performance may vary by type of transportation facility, state or local government policy, geographic location, or time of day.

Connector - Highways, rail lines, or waterways connecting hubs and corridors.

Container - A large, standard sized metal box into which cargo is packed for shipment. Containers are designed to be moved with common handling equipment, functioning as the transfer unit between modes rather than the cargo itself. It is typically measured in twenty-foot equivalent units (TEUs).

Cooperation - When parties involved work together to achieve a common goal or objective.



Coordination - The comparison of plans, programs and schedules of one agency with related plans, programs and schedules of other agencies or entities with legal standing, and adjustment of plans, programs and schedules to achieve general consistency.

Corridors - Highways, rail lines, waterways and other exclusive-use facilities connecting major origin/destination markets within Florida or between Florida and other states/nations. Also see “Transportation Corridor.”

Cost-Feasible Plan - A phased plan of transportation improvements based on (and constrained by) estimates of future revenues.

Deepwater Seaport - A seaport defined in Chapters 311 and 403 of the Florida Statutes. Florida’s 14 deepwater seaports handle most of the marine cargo passing into and out of the state.

Destination - The point in a trip where travel ends.

Designation - The process of identifying hubs, corridors, and connectors meeting the criteria established to be a part of the SIS.

Discretionary - A term used to indicate FDOT has some legal discretion on how and where funds can be expended.

District Managed Funds - Funds allocated by a statutory or policy formula to FDOT geographic districts for projects on the State Highway System and all other modes. Certain federal funds may be used for projects on local roads on the federal aid system.

DOT - Department of Transportation.

Drayage Route - The short route used to move loaded or empty equipment between customer locations and rail ramps. The SIS includes such routes as designated connectors if they meet adopted criteria.

Economic Competitiveness - A state or region’s ability to compete in global markets, as evidenced in the attraction of new businesses and the expansion of existing businesses.

Economic Connectivity - Service to key origin-destination markets and population centers.

Economic Diversification - The development and growth of new industries not already a large part of a state’s or region’s existing industries.

Economically Distressed Areas - An area of the state designated by the Governor and characterized by factors such as low per capita income, low per capita taxable values, high unemployment, high underemployment, low weekly earned wages compared to the state average, low housing values compared to the state average, high percentages of the population receiving public assistance, high poverty levels compared to the state average, and a lack of year-round stable employment opportunities.

Efficient Transportation Decision-Making (ETDM) - A FDOT initiative to improve and streamline the environmental review and project development process by involving resource agencies, concerned communities and other stakeholders from the first step of planning. Agency interaction continues throughout the life of the project, leading to better quality decisions and an improved linkage of transportation decisions with social, land use and environmental preservation decisions.

Emerging SIS - Facilities and services of statewide or interregional significance meeting lower levels of people and goods movement than other SIS facilities. Generally these are located in fast-growing areas or rural areas. These facilities are considered part of the SIS, but are labeled “Emerging SIS” to indicate their potential for future growth.

Enplanements - Total number of commercial and charter air passengers boarding an airplane.

Environmental Stewardship - A philosophical concept of government, the public, resource users, and businesses all taking responsibility and working together to care for natural resources.

FDOT - Florida Department of Transportation.

Fixed Guideway - A form of transit consisting of vehicles operating only on a guideway constructed for a specific purpose (e.g., rapid rail, light rail). Federal usage in funding legislation also includes exclusive right-of-way bus operations, trolley coaches, and ferryboats as “fixed guideway transit.”

Florida Intrastate Highway System (FIHS) - A system of existing and future limited access and controlled access facilities having the capacity to provide high-speed and high-volume traffic movements in an efficient and safe manner.

Florida Transportation Plan (FTP) - A statewide plan defining Florida’s long-range transportation goals and objectives for at least the next 20 years.

Hub - Ports and terminals moving goods or people between Florida regions or between Florida and other origin/destination markets in the U.S. and the rest of the world.

Hub-to-Hub Connector - A connector allowing for transfers between modes and connecting two hubs, such as transit facilities connecting airports with intermodal passenger terminals or major cruise passenger seaports.

Impacts - The effects of a transportation project, including a) direct (primary) effects; b) indirect (secondary) effects; and c) cumulative effects.

Integrated Logistics Center - An area with fixed development boundaries set up with the purpose of hosting a full range of activities relating to transport, logistics, and goods distribution.

Intercity – Relating to the connection between any two or more cities. Such connections may be within a region (see **intra-regional**) or between two regions if the cities are different regions (see **inter-regional**).

Inter-regional – Relating to the connection between any two or more regions.

Intermodal – Denotes the seamless movement of people or cargo between transport modes.

Intermodal Connector – See Connector.

Intermodal Terminal – A terminal providing services to more than one mode of transportation.

Intra-regional – Relating to the connections having both ends within a single region.

Long-Range Goal – A long-term (20-25 years) end toward which programs and activities are ultimately directed.

Long-Range Objective – A long-term (20-25 years) general end achievable in the future and marking progress toward a goal.

Long-Range Transportation Plan (LRTP) – A long-range (at least 20 years) strategy and capital improvement program developed to guide the effective investment of public funds in transportation facilities. The plan is updated at least every five years, and may be amended as a result of changes in projected Federal, state and local funding, major improvement studies, congestion management system plans, interstate interchange justification studies and environmental impact studies.

Metropolitan Planning Organization (MPO) – An organization made up of local elected and appointed officials responsible for developing, in cooperation with the state, transportation plans, and programs in metropolitan areas containing 50,000 or more residents. MPOs are responsible for the development of transportation facilities functioning as an intermodal transportation system and the coordination of transportation planning and funding decisions.

Military Access Facility – For the purpose of the SIS designation process, these are transportation facilities linking SIS corridors to the state’s strategic military installations. These are generally access facilities designated as part of the federal Strategic Highway Network and/or the Strategic Rail Corridor Network.

Military Installation – For the purpose of the SIS designation process, military installations refer to U.S. Department of Defense or Florida National Guard bases to which active duty soldiers, sailors or aviators are assigned.

Mobility – The degree to which the demand for the movement of people and goods can be satisfied. Mobility is measured in Florida by the quantity, quality, accessibility, and utilization of transportation facilities and services.

Mode - Any one of the following means of moving people or goods: aviation, bicycle, highway, paratransit, pedestrian, pipeline, rail (commuter, intercity passenger and freight), transit, space and water.

Natural Environment - The surroundings not made by humans within which the transportation system operates. This includes physical and ecological aspects and traditional cultural resources.

Need - A demand for a mobility improvement identified on the basis of accepted and adopted standards and other assumptions (e.g., land use) and documented in a formal long-range or master plan.

Non-highway modes - Modes of transportation not utilizing highway right-of-way. Examples include fixed guideway transit, rail, and water modes.

Origin - The point in a trip where travel begins.

Partners, Transportation - Parties with interests in transportation facilities and services, including both transportation and transportation-related interests. Transportation partners include the general public, local governments, metropolitan planning organizations and other regional entities and organizations, public and private sector users and providers, Native American Nations, the Florida Department of Transportation, and other state and federal transportation-related agencies. Transportation-related partners include public and private organizations with an interest in land use, economic development, community livability, environmental stewardships, public health and safety, and other issues related to transportation.

Project - A specific proposed transportation facility or service listed in an adopted Work Program, Cost-Feasible Plan, or Unfunded Needs Plan.

Public Road - Any road under the jurisdiction of and maintained by a public authority (Federal, state, county, town or township, local government, or instrumentality thereof) and open to public travel.

Quality of Life - All of the characteristics of an area's living conditions, including such things as housing, education, transportation infrastructure, leisure time offerings, climate, employment opportunities, medical and health care infrastructure, and environmental resources.

Regional Planning Council (RPC) - An organization promoting communication, coordination, and collaboration among local governments, metropolitan planning organizations and other local regional authorities on a broad range of regional issues, including transportation and land use planning. The entire State of Florida is covered by the boundaries of the 11 RPCs.

Regionally Significant Transportation Facility - A facility connecting urban, urbanizing, or rural areas within multi-county regions, provides connections from regional activity centers to the SIS/Emerging SIS, or otherwise serves important regional travel. Examples of regionally

significant facilities could include highway, waterway, rail, and transit corridors serving major regional commercial, industrial, or medical facilities; and regional transportation hubs such as passenger terminals (e.g., commuter rail, light rail, intercity transit, intermodal transfer centers, etc.), commercial service and major general aviation airports, deepwater and special generator seaports, and major regional freight terminals and distribution centers.

Rural Areas of Critical Economic Concern - Designated by the Governor, these areas must be a rural community or region adversely affected by an extraordinary economic event or a natural disaster, or one presenting a unique economic development opportunity of regional impact creating more than 1,000 jobs over a five-year period. Such areas are to be priority assignments of the Rural Economic Development Initiative (REDI).

Rural Employment Center - Rural counties supporting job opportunities for the surrounding counties (including designated Rural Areas of Critical Economic Concern), measured by concentrations of employment specific to each mode.

State Highway System (SHS) - A network of approximately 12,000 miles of highways owned and maintained by the State of Florida or state-created authorities. Major elements include interstate highways, Florida's Turnpike System, other toll facilities operated by transportation authorities, and arterial highways.

Statewide Managed Public Transportation Funds - Funds not allocated to FDOT geographic districts; may be used on all non-highway modes and facilities.

Statewide Managed SIS Funds - Funds not allocated to FDOT geographic districts; may be used on all SIS modes and facilities.

Strategic - Highly important to or an integral part of a long term plan of action.

Strategic Highway Network (STRAHNET) - A network of highways which are important to U.S. strategic defense policy and which provide defense access, continuity and emergency capabilities for defense purposes.

Strategic Intermodal System (SIS) - A transportation system comprised of facilities and services of statewide and interregional significance, including appropriate components of all modes.

Strategic Rail Corridor Network (STRACNET) - An interconnected and continuous rail line network consisting of over 38,000 miles of track serving over 170 defense installations in the United States.

System - Individual facilities, services, forms of transportation (modes) and connectors combined into a single, integrated transportation network.

Systemwide SIS Data and Designation Review - An annual systemwide review of all transportation and economic activity data associated with adopted SIS criteria and thresholds to determine if any additional hubs and corridors now meet the established criteria, or if any designated facilities no longer meet the criteria.



Targeted Industry - An industry expected to bring economic opportunities to Florida and its regions. These industries are selected based on their potential for future growth in employment and output, their ability to provide stable employment and high wages, and to diversify the state's economic base.

Transit - Mass transportation by bus, rail, or other conveyance providing general or special services to the public on a regular and continuing basis. Transit does not include school buses, charter services, or sightseeing services.

Transportation Corridor - Any land area designated by the state, a county, or a municipality which is between two geographic points and which is used or is suitable for the movement of people and goods by one or more modes of transportation, including areas necessary for management of access and securing applicable approvals and permits. Transportation corridors shall contain, but are not limited to, the following: a) existing publicly owned rights-of-way; b) all property or property interests necessary for future transportation facilities, including rights of access, air, view and light, whether public or private, for the purpose of securing and utilizing future transportation right-of-way, including but not limited to, any lands reasonably necessary now or in the future for securing applicable approvals and permits, borrow pits, drainage ditches, water retention areas, rest areas, replacement access for landowners whose access could be impaired due to the construction of a future facility, and replacement right-of-way for relocation of rail and utility facilities.

Travel time - The total time taken to complete a trip from origin to destination.

Twenty-foot Equivalent Unit (TEU) - The eight-foot by eight-foot by 20-foot intermodal container used as a basic measure in many statistics and is the standard measure used for containerized cargo. A 40-foot container is considered the equivalent of two TEUs.

Urbanized Areas - Defined by the Census as an area consisting of a central place(s) and adjacent densely settled territory which together have a minimum residential population of at least 50,000 people and generally an overall population density of at least 1,000 people per square mile of land area.

Work Program - The five-year listing of all transportation projects planned for each fiscal year by the FDOT, as adjusted for the legislatively approved budget for the first year of the program.

Appendix B. List of Sources

Many documented sources were considered in preparing the 2010 SIS Strategic Plan. The main sources included:

Florida Department of Transportation documents:

- 2005 SIS Strategic Plan
- 2006 SIS Multimodal Unfunded Needs Plan
- 2007 SIS Data and Designation Update
- 2009 Florida Rail System Plan -- Policy Element
- 2025 Florida Transportation Plan
- Draft 2035 SIS Highway Element Cost-Feasible Plan, 2008
- Economic Impacts of Florida's Transportation Investments, A Macroeconomic Analysis, 2009
- Florida Aviation System Plan, 2007 and updates
- Florida Statewide Freight and Goods Mobility Plan, 2007
- Florida Waterway System Plan, 2008
- Florida's Transportation Tax Sources: A Primer, 2008
- Investing in Florida's Future: SIS Program Highlights, 2009
- Source Book of Florida Highway Data, 2008
- Transit 2020 Vision Plan, 2000

Partner documents:

- Century Commission for a Sustainable Florida, *Critical Lands and Waters Identification Project*
- Defenders of Wildlife, *Getting Up to Speed: A Conservationist's Guide to Wildlife and Highways*, 2007
- Enterprise Florida, *Roadmap to Florida's Future: Florida's Strategic Plan for Economic Development*, 2007

- Florida Chamber Foundation, *New Cornerstone Revisited*, 2007
- Florida Chamber Foundation, *New Cornerstone*, 2003
- Florida Fish and Wildlife Conservation Commission, *Cooperative Conservation Blueprint*
- Florida Transportation Commission, Progress Report on the Implementation of the Strategic Intermodal System, Supplement to the Review of the FDOT Tentative Work Program, 2009
- Governor's Action Team on Energy and Climate Change, *Florida's Energy and Climate Change Action Plan*, 2008
- Seaport Working Group, Recommendations to FDOT on Florida Seaport System Plan, 2009

Additional information used in the drafting of the 2010 SIS Strategic Plan Update is documented on the website www.sisupdate.org.