
Florida Rail Stakeholder Advisory Committee

Recommendations for the Florida Rail System Plan

DRAFT REPORT

December 2008

Worksheet Introduction:

Following the Rail Stakeholder Advisory Committee meeting in Jacksonville on November 12, 2008, committee members asked staff to prepare a single text draft of the committee's final report of advisory recommendations for the policy element of the Florida Rail System Plan. Most of our time at the final RSAC meeting on December 4, 2008 will focus on reviewing, clarifying and building consensus for possible adoption of the final report.

The proposed introductory language reflects the presentations made to the committee and the proposed policy recommendations reflect revisions by Committee Members at the last meeting with a few additional suggestions based on staff review as requested by the committee. The roman numerals and letters within the () following each policy statement indicate where the revised policy statement initially appeared in the November 12 worksheet document. Please review each element of the draft report and be prepared to offer suggestions for building consensus.

Worksheet Instructions:

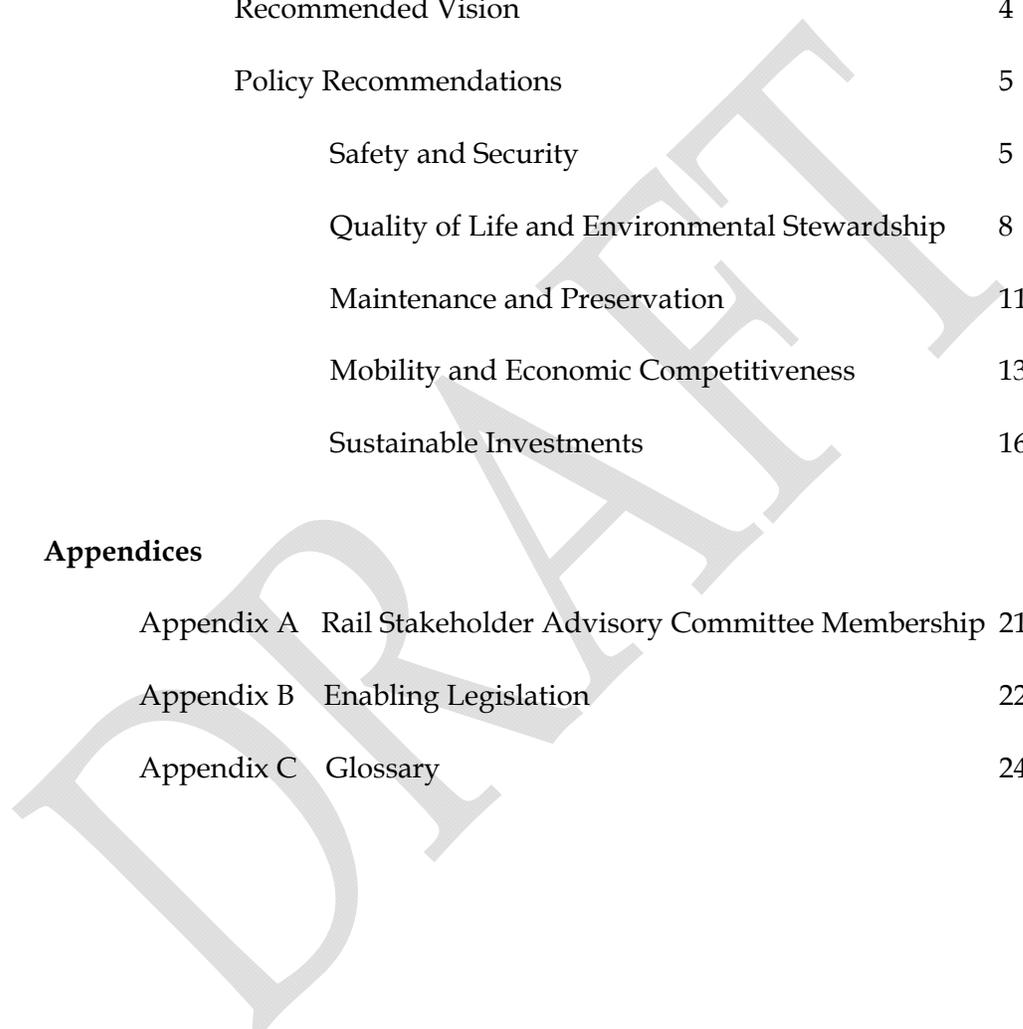
Please review and respond to each set of introductory language and draft policy recommendation (grouped by "objectives") with the rating which best reflects your view of its initial acceptability using the following scale.

- 3 "I can support this as is" (from "wholehearted agreement" to "I can live with this")
- 2 "I can support this, but would like to see the following changes..."
- 1 "I can not support this unless serious concerns are addressed as follows"

If your initial rating is a "2" or a "1", please use the space provided to offer comments, concerns and suggestions for building consensus. You do not need to return this worksheet prior to the meeting. Bring it with you to use as a guide during discussions.

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1.0 Introduction

Florida law requires the Florida Department of Transportation (FDOT) to develop the Florida Rail System Plan. The plan must cover both passenger rail service and freight rail service and support the 2025 Florida Transportation Plan - a plan adopted in 2005 to guide transportation investment decisions over a 20-year period.

The Florida Rail System Plan is one of the various statewide modal planning efforts that is the responsibility of the FDOT under the policy guidance of the 2025 Florida Transportation Plan including; the Strategic Intermodal System Strategic Plan, the Seaport System Plan, the Aviation System Plan, and the Transit 2020 Plan. These plans also identify key trends and conditions, needs, and priorities to support periodic updates of the Florida Transportation Plan.

Transportation planning and implementation is the responsibility of a number of public and private entities. The collective efforts of these entities - each with well-defined roles and responsibilities - will be required to achieve the goals of the 2025 Florida Transportation Plan and the Florida Rail System Plan.

To this end, in June 2008, FDOT formed the Rail Stakeholder Advisory Committee, made up of stakeholders representing a wide array of interests, to assist in the development of the Florida Rail System Plan (see list in Appendix A). The committee reviewed trends, needs, issues, and opportunities in passenger and freight rail transportation and developed policy recommendations to guide future statewide, regional, and local rail planning, including the integration of rail with other transportation modes.

The Rail Stakeholder Advisory Committee held publicly noticed meetings in Tampa, Tallahassee, Ft. Lauderdale, Jacksonville, and Orlando during the summer and fall of 2008. Two drafting subcommittees were formed and each held two teleconference meetings to refine policy recommendations for consideration by the committee as a whole. Opportunities for additional public input were provided at each committee meeting, as well as through the department's website.

The Florida Rail System Plan will be guided by recommendations of the Rail Stakeholder Advisory Committee and will build upon previous rail planning efforts, including the 2006 Florida Freight and Passenger Rail Plan, the work of the Florida High Speed Rail Authority, the 2006 Florida Intercity Passenger Rail Vision Plan, and regional and local rail planning efforts. The plan will be developed in two phases as follows:

- **Phase I** - The Rail System Plan: Policy Element will be completed by December 31, 2008. The Policy Element will be guided by policy recommendations of the Rail Stakeholder Advisory Committee contained in this report.
- **Phase II** - The Rail System Plan: Investment Element will be completed by June 30, 2009. The Investment Element will identify Florida's rail system needs and, using the policy framework of the Policy Element adopted in Phase I, identify

1 priorities for the investment of state funds to meet those needs in partnership
2 with others.

3 **Initial Acceptability Rating of the Introduction (circle or place a "X" in the box):**

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5 Suggestions for improvement:
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9 **2.0 Vision and Policy Recommendations**

10 Florida's future economic competitiveness and quality of life require meeting
11 increasing demands for moving people and goods in a sustainable manner. Despite
12 slower growth in population and tourism between 2007 and 2008, due to a
13 slowdown in the state and national economy, continued growth can be expected in
14 the long-term. Our economic growth is also dependent on the movement of raw
15 materials and freight into and within the state, as well as across state lines and
16 through international gateways. Much of this increase in demand has been handled
17 without a corresponding increase in the capacity of our transportation system. As
18 a result, our highways are experiencing high levels of congestion, while our rail
19 systems, airports, and seaports must attempt to keep pace with demand for
20 mobility.

21 As Florida responds to this increased need for mobility, we must also meet rising
22 business and household expectations for safety, security, efficiency, and reliability
23 while preserving Florida's rich environment and livable communities. Our ability
24 to expand the transportation system is often limited by physical, environmental,
25 community, and financial (revenue and cost) constraints.

26 Clearly, no single mode of transportation will sufficiently serve the growing
27 demand for the mobility of people and goods in Florida. Therefore, the Rail
28 Stakeholder Advisory Committee recommends a stronger emphasis on a
29 multimodal interconnected system if Florida is to be well positioned to compete
30 globally in the 21st century. The state's rail system can play a key and increasing
31 role, in partnership with the highway system and other transportation modes, to
32 meet our future mobility needs.

33 The major issues to be addressed in the future include capacity constraints and the
34 high capital costs to improve the rail system. The 2006 Florida Freight and
35 Passenger Rail Plan called for FDOT to emphasize the following priorities:

- 36
- 37 • Eliminate bottlenecks and improve corridor operations;
 - 38 • Improve the interaction between rail, seaports and trucking;
 - 39 • Upgrade shortline railroads to handle industry-standard cars;

- 1 • Improve railyard operations and opportunities for passing sidings;
2 and,
- 3 • Respond to the increasing demand for passenger rail service while
4 ensuring continued freight access on shared corridors.

5 The Rail Stakeholder Advisory Committee recognizes the importance of these
6 initiatives and recommends the department continue with these initiatives while
7 placing a greater emphasis on freight and passenger rail in its overall
8 transportation planning process and investment decisions.

9 This report presents the Rail Stakeholder Advisory Committee’s consensus
10 recommendations to the FDOT Secretary for a vision of rail in Florida and a policy
11 framework to support this vision. The policy framework will assist in developing
12 the Phase I Policy Element, which will guide the Phase II Investment Element of the
13 Florida Rail System Plan to set priorities and guide investments in Florida’s rail
14 system.

15 The committee’s recommendations are organized around the five goals of the 2025
16 Florida Transportation Plan.

17 **RECOMMENDED VISION FOR RAIL IN 2030**

The Vision of Rail Transportation in 2030

Florida has a safe, secure, and efficient passenger and freight rail system providing mobility, improving quality of life and promoting economic opportunities and environmental sustainability for Florida.

It is the year 2030. Florida’s residents, visitors, and businesses enjoy improved quality of life, increased economic opportunities and competitiveness, smart growth in and around urban centers, and greater environmental sustainability. Rail is contributing significantly to all of these by providing safe, and increasingly seamless, interconnected passenger and freight mobility throughout the state, its regions and in many cases its communities, as well as efficient connections to national and international markets. It does this through thoughtful investment strategies, effective public/private and public/public partnerships, and full integration with other modes of transportation.

18 **Initial Acceptability Rating of the Vision and Policy Introduction (circle or place**
19 **a “X” in the box):**

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20 Suggestions for improvement:
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1 **POLICY RECOMMENDATIONS**

2 *Safety and Security*

3 **2025 Florida Transportation Plan Goal: Provide a safer and more**
4 **secure transportation system for residents, businesses, and visitors**

5 Improving the safety of the rail system is one of FDOT’s highest commitments to
6 residents and visitors. Between 1998 and 2007, total rail accidents/incidents¹ in
7 Florida decreased more than 14 percent. However, during the same period,
8 trespassing fatalities on rail property increased by more than 43 percent². As
9 demand for mobility on the state’s transportation system grows, the probability of
10 accidents, including fatal accidents, is likely to increase.

11 Furthermore, with rail security becoming a more significant issue following the
12 terrorist attacks of September 2001, the department should also work as a partner
13 with other interests to enhance rail security. Closer coordination and consultation
14 with key agencies including the U.S. Department of Homeland Security and the
15 Florida Department of Law Enforcement is needed to ensure Florida’s rail network
16 is secure from acts of terrorism and theft.

17 Rail can also play a critical role in emergency preparedness and response efforts,
18 such as the delivery of critical supplies and relief personnel and the evacuation of
19 large numbers of people from harm’s way. The Florida Department of
20 Community Affairs’ Division of Emergency Management has lead responsibility
21 for emergency preparedness at the state level. However, FDOT and other
22 transportation providers (including railroad companies) also have an important
23 role in managing the system during evacuations and assisting with emergency
24 response and recovery activities as well as ensuring a rapid return of commerce
25 following an event.

26 The use of new technologies can lead to improved rail operations and safety. An
27 example of such technology is “positive train control” in which a train receives
28 information about its location and where it is allowed to travel safely. Recently
29 enacted federal legislation (H.R. 2095) requires all Class I railroads and intercity
30 and commuter railroads to implement positive train control by December 31, 2015.

31 Therefore, the department should continue to collaborate with key partners and
32 agencies at the federal, state, and local levels as well as the private sector to ensure
33 investments help to reduce highway-rail crossing and other rail corridor accidents
34 and fatalities.

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¹ Total rail accidents/incidents is the sum of train accidents, crossing incidents, and other accidents/incidents

² Federal Railroad Administration, Office of Safety Analysis

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Initial Acceptability Rating of Introduction (circle or place a "X" in the box):

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Suggestions for improvement:

Objective #1: Reduce rail-related accidents and fatalities.

Recommended Policies

- A. Continue to identify and support safety improvements to railroad-highway grade crossings, signals, and track improvements and monitor progress toward the reduction of accidents and fatalities. (I-A)
 - a. Continue to consider and, where appropriate, implement grade separation for future rail facilities. (I-A-a)
 - b. Continue to identify and fund crossing signal improvements. (I-A-c)
 - c. Continue to identify and support track and track signal improvements. (I-B)
 - d. In cooperation with local authorities, conduct highway-rail crossing studies to help identify crossings that are candidates for closure. (I-A-b)
 - e. Promote the use of intelligent transportation systems and other system management strategies and technologies, including positive train control. (III-B-a))
- B. Increase public awareness of rail safety issues, including rail crossing safety and trespassing, through education campaigns. (I-E)
 - a. Continue to support the Florida Operation Lifesaver program and extend rail public outreach efforts to law enforcement agencies and community organizations, such as organizations for the homeless, to help reduce trespassing fatalities on rail facilities. (I-E-b and I-E-c)
 - c. Where appropriate, evaluate the potential safety benefits of investing in rail improvements that facilitate the diversion of truck traffic to rail facilities. (I-D)
- D. Identify public/private and public/public partnership opportunities at the federal, state, and local levels to fund safety needs. (I-H)

Initial Acceptability Rating of Objective #1 (circle or place a "X" in the box):

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Objective #2: Ensure the passenger and freight rail system is secure.

Recommended Policies

- E. Continue to identify and implement security strategies for railroads. (I-G)
 - a. Support on-going federal legislative efforts to improve rail security. (I-G-a)
 - b. Develop plans to ensure compliance with rail security requirements. (Committee Members Suggestion at Meeting in Jacksonville)
 - c. Coordinate with the Federal Railroad Administration, the Federal Transit Administration, the U.S. Department of Homeland Security, the Florida Department of Law Enforcement, local law enforcement agencies, and railroads to implement rail security strategies. (I-G-b and I-G-c)
- F. Identify public/private and public/public partnership opportunities at the federal, state, and local levels to fund security needs. (Committee Members Suggestion at Meeting in Jacksonville)

Initial Acceptability Rating of Objective #2 (circle or place a "X" in the box):

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Suggestions for improvement:

Objective #3: Ensure the rail system can respond to emergencies.

Recommended Policies

- G. In coordination with federal, state, and local emergency plans and railroad companies:
 - a. Continue to identify highway-rail grade crossings that are candidates for temporary closure in the event of hurricanes. (I-F-a)
 - b. Identify alternative power sources and other measures to guide highway/rail traffic in the event of loss of electricity at signalized rail grade crossings. (I-F-b)
 - c. Implement plans for the use of rail in emergencies to evacuate people, deliver supplies and relief personnel, and assist in recovery efforts. (Committee Members Suggestion at Meeting in Jacksonville)

Initial Acceptability Rating of Objective #3 (circle or place a "X" in the box):

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Quality of Life and Environmental Stewardship

2025 Florida Transportation Plan Goal: Enriched quality of life and responsible environmental stewardship

The delicate balance between transportation and community livability is becoming more challenging as demand for the mobility of people and freight continues to rise and choices for locating new development and infrastructure become more constrained.

Florida’s continued population growth and economic expansion can be attributed in large part to the state’s high quality of life. Improvements to and expansion of the rail network are essential to accommodating residents and visitors, attracting additional business investment, and efficiently moving people and goods throughout the state. However, every new development or improvement to the rail system can impact the built and natural environment. Therefore, it is important to ensure transportation planning is integrated and coordinated with land use, economic development, and conservation planning at the state, regional, and local levels.

Because transportation can play such a critical role in shaping future growth, rail investments must also be integrated with regional and community visions and desires for future growth.

Initial Acceptability Rating of the Introduction (circle or place a “X” in the box):

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Suggestions for improvement:

Objective #4: Support responsible land use strategies.

Recommended Policies

- A. Develop a cohesive approach for the integration of rail and land use at the state, regional, and local levels. (Committee Members Suggestion at Meeting in Jacksonville)
 - a. At the state level, the Florida Department of Transportation should work cooperatively with the Department of Community Affairs and other agencies to integrate long-range statewide growth management and transportation plans. This effort should lead to the creation of a state framework for land use and infrastructure which is supportive of rail and provides incentives for integration of rail and land use at the regional and local levels. These incentives should include: (Committee Members Suggestion at Meeting in Jacksonville)

- 1 1. Incentives to local governments for land use decisions that
2 support Transit Oriented Development and Urban Infill.
3 (Committee Members Suggestion at Meeting in Jacksonville)
- 4 2. Reforming the transportation concurrency system to allow
5 greater flexibility for local governments to pursue rail projects,
6 considering alternatives such as weighted concurrency credits,
7 concurrency bonuses, or a broadly assessed alternative mobility
8 fee. (Committee Members Suggestion at Meeting in Jacksonville)
- 9 b. At the regional level, encourage regional planning councils, regional
10 transportation authorities, and metropolitan planning organizations
11 to coordinate their efforts to integrate regional and local plans in
12 support of freight and passenger rail, and to advance rail initiatives.
13 (Committee Members Suggestion at Meeting in Jacksonville)
- 14 c. At the local level, encourage land use plans and programs that are
15 conducive to the creation of rail-oriented communities and
16 economies. For example, local governments should be encouraged
17 to: (Committee Member Suggestion at Meeting in Jacksonville)
 - 18 1. Adopt minimum densities within designated urban service areas
19 to support rail. (Committee Member Suggestion at Meeting in
20 Jacksonville)
 - 21 2. Provide compact mixed-use urban development at transit and
22 rail stations to make passenger rail a feasible alternative mode of
23 transportation. (Committee Member Suggestion at Meeting in
24 Jacksonville)
 - 25 3. Review and implement, where appropriate, land use practices
26 and programs that have been successful in other states and
27 countries to support rail and effectively integrate various modes
28 of transportation. (I-F and Committee Member Suggestion at
29 Meeting in Jacksonville)
- 30 B. The Department of Transportation should evaluate the positive and negative
31 impacts of expanding existing and creating new rail facilities on local
32 communities and quality of life to guide future investments in rail. Key
33 factors that should be evaluated include: (II-C and Staff Suggestion)
 - 34 a. Transportation delay and highway vehicle miles traveled. (II-C-i)
 - 35 b. Noise pollution. (II-C-ii)
 - 36 c. Air quality and greenhouse gas emissions. (II-C-iii)
 - 37 d. Endangered and protected species and land conservation. (II-C-iv)
 - 38 e. Safety and security. (II-C-v)
 - 39 f. Smart growth development. (II-C-vi)

40 **Initial Acceptability Rating of Objective #4 (circle or place a "X" in the box):**

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2 Suggestions for improvement:
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6 **Objective #5: Support responsible environmental stewardship.**
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8 **Recommended Policies**
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10 A. Ensure environmental planning is coordinated and integrated with
11 transportation and land use planning at the state, regional, and local levels to
12 address the sprawl-reducing benefits and infrastructure efficiencies of
13 compact growth, the ecosystem service benefits of protecting functioning
14 natural systems, and the air quality, carbon reducing, and energy conserving
15 benefits associated with rail transportation. (Committee Members Suggestion
16 Submitted after the Meeting in Jacksonville)

17 a. Improve coordination between state, regional, and local agencies and
18 stakeholders to identify environmental issues early in the process of
19 considering rail projects, before significant effort and costs are
20 incurred. (II-G)

21 B. Evaluate and highlight the environmental benefits of rail compared to other
22 transportation options at the state, regional, and local levels. These benefits
23 include, but are not limited to, reductions in greenhouse gas emissions by
24 motor vehicles, energy and infrastructure efficiencies, more compact growth,
25 and land conservation. (II-I)

26 a. Consider the benefits of rail in designing a carbon credits program.
27 (II-M)

28 b. Where appropriate, make explicit in state, regional, and local plans
29 the environmental impacts of various different modal choices in
30 corridor and regional planning. (II-L-a)

31 c. Inform the public and policymakers about the environmental and
32 other benefits of rail to increase the understanding of and support for
33 rail. (II-K)

34 C. Expand the use of the Efficient Transportation Decision Making (ETDM)
35 process by the Florida Department of Transportation and other regional and
36 local transportation agencies, where applicable, for early coordination of rail
37 project and corridor review to identify potential environmental issues. (II-H)

38 D. Further enhance the environmental benefits of rail by supporting the reduction
39 of air emissions associated with rail transportation. (Staff Members Suggestion
40 at Meeting in Jacksonville)

41 a. Support increased deployment of innovative U.S. Environmental
42 Protection Agency (EPA)-approved carbon-reducing technology for
43 hybrid and genset locomotives. (Staff Members Suggestion at
44 Meeting in Jacksonville)

- 1 b. Encourage participation in the EPA Smartway program for rail. This
2 program provides a wide array of fuel-saving techniques for truck
3 and rail companies as well as measures for states to adopt. (Staff
4 Members Suggestion at Meeting in Jacksonville)

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6 *Initial Acceptability Rating of Objective #5 (circle or place a "X" in the box):*

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8 Suggestions for improvement:
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12 ***Maintenance and Preservation***

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**2025 Florida Transportation Plan Goal: Adequate and cost-efficient
14 maintenance and preservation of transportation assets**

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16 Significant investments are required to address statewide needs for rail line and
17 structure maintenance, including bridge rehabilitation, track, and tie replacement,
18 resurfacing, and repairs to signs and signals. There is also a need to modernize
19 track to accommodate heavier rail cars since some short line railroads are not yet
20 able to accommodate the industry standard 286,000-pound rail car.

21 In addition, continued fiscal pressures have led various rail carriers to abandon
22 previously active corridors or suspend service indefinitely. Since 2004, five
23 railroads petitioned the Surface Transportation Board for permission to abandon
24 portions or their entire railroad track in Florida. Some abandoned tracks have been
25 preserved as rail corridors, but others have been converted to other uses such as
26 multi-use trails. Therefore, it is important to plan for the long-term preservation of
27 existing passenger and freight rail corridors and right of way for future appropriate
28 use.

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30 *Initial Acceptability Rating of the Introduction (circle or place a "X" in the box):*

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32 Suggestions for improvement:
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36 **Objective #6: Preserve, maintain, and modernize the rail system when public benefit
37 can be demonstrated.**

38 **Recommended Policies**
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When a public benefit can be demonstrated:

- A. Continue to encourage investments to maintain the rail system infrastructure and service, such as the current financial assistance for shortline railroads to achieve 286,000-pound rail car weight standards, as well as other track and signal improvements where appropriate. (III-A)
- B. Continue to support the modernization of the rail system for better and more efficient service. (III-B)
 - a. Promote the use of intelligent transportation and other system management strategies and technologies. (III-B-a and Staff Suggestion)
- C. Encourage the long-term preservation of existing passenger and freight rail corridors and right of way for future appropriate use. (III-B-c)
- D. Continue to identify and support rail bridge replacements and improvements, where appropriate. (III-D)

Initial Acceptability Rating of Objective #6 (circle or place a "X" in the box):

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Suggestions for improvement:

Mobility and Economic Competitiveness

2025 Florida Transportation Plan Goal: A stronger economy through enhanced mobility for people and freight

Florida's economy is largely driven by population growth, tourism, and agriculture as well as expanding trade and business sectors. Despite slower population growth and a decrease in the rate of growth of tourism between 2007 and 2008 due to a slowdown in the national economy, demographic and economic growth trends are expected to continue to exceed the national average. Florida is expected to add over 300,000 new residents to the state every year between 2010 and 2018, similar to a population increase the size of Tampa each year. Population growth is also projected to occur in all regions of the state. The expected increase in population growth indicates a trend toward more long-distance and inter-regional travel, and job growth over the long-term will lead to an increasing demand for goods movement.

The growth in population, tourism, and employment is also likely to increase the demand for service-oriented industries including retail trade, finance, real estate, business, professional, and hospitality services. Further, Florida's significant reliance on imported manufacturing goods and services, requires a greater than average amount of imported goods. Growing economic needs will place even more demands on the transportation system in general and the rail network more specifically.

Service industries tend to move higher value, more time sensitive goods, and rely on the efficient and reliable movement of business travelers. These industries often keep inventories low to reduce costs, but this requires a dependable supply chain. The trucking industry has historically dominated these types of shipments, but railroads have responded to this demand by offering scheduled services and improved reliability. Consequently, containers and trailers filled with goods supporting service industries exhibit the greatest growth rate in the rail industry.

Investments in freight rail capacity are largely dependent on market conditions and the willingness of the private railroads to invest in services and infrastructure. Florida's private freight railroads generally meet market demands, but also recognize the rail system's capacity could become insufficient under particular future scenarios. These scenarios include:

- a significant shift in freight demand from truck to rail;
- rapid growth in domestic or international trade through Florida's seaports and connecting to the rail system; or,
- Significant growth in passenger rail service on existing freight lines.

These potential scenarios would impact the rail system in different ways depending on which region of the state this growth occurs. The following key factors may affect whether the rail system has sufficient operational capacity:

- the presence of bottlenecks;

- 1 • capacity constraints at terminals and connectors;
- 2 • the physical condition of existing rail track and bridges, such as the ability to
- 3 accommodate modern, 286,000-pound freight cars; and,
- 4 • encroachment on rail corridors and terminals by incompatible land uses
- 5 which may lead to public pressure for limitations on hours of operation due
- 6 to noise, vibration, and other impacts.

7 Because of its fixed infrastructure, the freight rail industry will respond to increases
 8 in demand initially through operational measures. There is some potential to
 9 create new rail corridors on existing or new right of way, or to reevaluate the use of
 10 abandoned rail corridors, but these types of capacity measures will take time to
 11 implement.

12 From a passenger rail perspective, public interest in rail options to meet intercity
 13 and regional mobility needs is rising. Passenger rail will steadily become more
 14 important as an option to relieve congestion on Florida’s highways and increase
 15 the mobility of tourists, business travelers, and older Floridians. Furthermore, the
 16 concerns over dependence on foreign oil, fluctuating gas prices, and fuel supply
 17 disruptions as a result of natural disasters, is likely to increase people’s reliance on
 18 transit (light rail and bus) as an alternative to the automobile for commuting.
 19 According to the American Public Transportation Association, transit ridership
 20 increased nationally in the first quarter of 2008 compared to the first quarter of
 21 2007. Light rail systems and bus transit systems experienced a 10.3 percent and 2.2
 22 percent increase in ridership respectively. Amtrak ridership reached 25.8 million
 23 passengers nationwide in fiscal year 2007 and its national long-distance service
 24 increased by over 10 percent in each of the last two years.

25 Several initiatives to create or expand commuter rail service are underway
 26 statewide, including plans for the Central Florida Commuter Rail service as well as
 27 studies of a new coastal service along the Florida East Coast Railway in South
 28 Florida and new services in Northeast Florida and Tampa Bay.

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 30 *Initial Acceptability Rating of the Introduction (circle or place a “X” in the box):*

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 32 Suggestions for improvement:
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 36 **Objective #7: Invest in rail capacity improvements to enhance the interstate and**
 37 **intrastate movement of passengers and freight when public benefit can be**
 38 **demonstrated.**
 39

40 **Recommended Policies**
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- 42 A. Continue to support expansion of an interconnected multimodal system to
 43 enhance interstate and intrastate movement of freight and passengers, with
 44 rail playing a critical role, when public benefits to the state, residents, and
 45 businesses can be demonstrated. (IV-A)

- 1 B. Provide for the integration of state and national multimodal transportation
- 2 systems using rail to allow for the convenient movement of passengers and
- 3 freight between centers of population and commerce with reduced
- 4 dependence on road transport. (Staff Members Suggestion at Meeting in
- 5 Jacksonville)
- 6 C. Provide for smooth and efficient transfers for both people and freight between
- 7 rail corridors and hubs and other transportation modes within the state. (IV-
- 8 A-b)
- 9 a. Connect Florida’s railroad system to the state’s multimodal
- 10 transportation system. (IV-A-b-i)
- 11 b. Improve system integration between freight and passenger rail and
- 12 connections with other modes of transportation. (IV-A-b-ii)
- 13 c. Provide for seamless connections of intra-city and inter-city rail to
- 14 local transit systems. (IV-A-b-iii)
- 15 D. Continue to support better coordination and understanding of other ongoing
- 16 statewide planning efforts including the Florida Transportation Plan, the
- 17 Strategic Intermodal System Plan, and other modal plans for seaports,
- 18 airports, and transit for better consistency and integration among the various
- 19 modes of transportation. (IV-B)
- 20 E. Continue to coordinate the planning and design of new infrastructure to
- 21 address mixed-use facilities, passing sidings, and impacts on communities.
- 22 (IV-C)
- 23 F. Reduce delay and improve the service reliability of rail facilities. (IV-E)
- 24 G. Where appropriate, preserve existing and new capacity on highway and rail
- 25 right-of-way for future freight and passenger rail needs. (IV-F)
- 26 H. Reevaluate all abandoned rail corridors for possible future use by freight or
- 27 passenger rail service, and carefully consider the need for future rail services
- 28 on presently unused rail corridors before allowing for their abandonment or
- 29 conversion to other purposes. (IV-G)

30 **Initial Acceptability Rating of Objective #7 (circle or place a "X" in the box):**

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36 **Objective #8: Ensure rail investments support and spur desired economic**
37 **growth.**

38 **Recommended Policies**
39

- 1 I. Strengthen coordination with economic development agencies to ensure rail
2 investments support and spur desired economic growth. Rail investments
3 should: (IV-H)
- 4 a. Promote and support better communication between the Florida
5 Department of Transportation modal offices and districts, Regional
6 Planning Councils, Metropolitan Planning Organizations, Regional
7 Economic Development Organizations, and other agencies to explore
8 and respond to rail opportunities (II-B-a)
- 9 1. Create a new model, structure, or forum to bring together policy
10 makers and business and economic development leaders to
11 constructively address mutual issues related to integrating rail
12 into the overall transportation system and supporting the
13 economic needs of both citizens and businesses. (II-B)
- 14 b. Connect the economic regions of the state, in coordination with
15 regional and community visions. (IV-H-c)
- 16 c. Promote economic and industrial development at appropriate points
17 along existing and new freight rail corridors. (IV-H-a)
- 18 d. Promote transit-oriented and mixed used developments, where
19 feasible. (IV-H-b)
- 20

21 *Initial Acceptability Rating of Objective #8 (circle or place a "X" in the box):*

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23 Suggestions for improvement:
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26 ***Sustainable Investments***

27 **2025 Florida Transportation Plan Goal: Sustainable transportation**
28 **investments for Florida's future**

29 Florida's transportation system is facing significant challenges as demand for
30 moving people and freight continues to rise; the cost of constructing, operating,
31 and maintaining transportation infrastructure increases; and growth in available
32 revenues slows. The result is a growing gap between investment needs and
33 available funds.

34 Florida's rail system needs include improvements to passenger stations and freight
35 rail terminals; improvements on highway connectors to intermodal passenger and
36 freight rail terminals; double tracking, grade separations, and the construction of
37 sidings; the extension of Tri-Rail passenger service in Palm Beach County; and, the
38 implementation of the planned Central Florida Commuter Rail Service. In addition,
39 preliminary cost estimates have been developed for statewide passenger rail
40 service connecting the largest urban areas in the state.
41

1 **Initial Acceptability Rating of the Introduction (circle or place a "X" in the box):**

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3 Suggestions for improvement:
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7 **Objective #9: Achieve broad public support for investments in the rail system.**
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9 **Recommended Policies**

- 10
11 A. Develop an initial screening process to seek public input and establish public
12 and political support for proposed rail corridors, including hubs and
13 stations, early in the conceptual phase of rail projects to foster opportunities
14 for success. The process would be convened by an appropriate public entity,
15 such as the Florida Department of Transportation, for inter-regional projects
16 or a regional entity for a two or three county project. (V-A-a)
- 17 B. Encourage streamlined permitting processes for rail projects. (V-B)
- 18 C. Promote understanding of the economic, growth management, and
19 environmental benefits of rail. (V-I-a)
- 20 D. Develop or disseminate information on studies demonstrating the return on
21 investment (both financial and non-financial returns) of rail transportation
22 projects. (V-I-b)
- 23 E. Support alternative studies to help the public better understand the
24 Department's investment decisions and the value/cost of investing in a
25 variety of projects including rail. (V-I-c)
- 26 F. Expand project assessment methodology tools and ensure they are used to
27 help prioritize and rank projects eligible for funding. (V-G)
- 28 a. Conduct benefit analyses between modes and between project
29 alternatives within the same mode to help make more informed
30 investment decisions and prioritize projects. These analyses should
31 compare rail investments with the cost of "doing nothing". (V-G-a)
- 32 b. Include the full range of mobility, economic growth, quality of life,
33 environmental and other important factors in the benefit analysis such
34 as: (V-G-b)
- 35 1. Private, partner, and public support (V-G-I, V-G-ii, and Staff
36 Suggestion)
- 37 2. Density and intensity (V-G-iii)
- 38 3. Impact on land use and the potential for shaping land use in
39 desirable ways (V-G-iv)
- 40 4. Impact on quality of life (V-G-v)

- 1 5. Environmental impacts including emissions of harmful
- 2 pollutants, such as greenhouse gas emissions, preservation land,
- 3 endangered species, etc. (V-G-vii)
- 4 6. Larger, multi-jurisdictional impacts/benefits (V-G-viii)
- 5 7. Regional, as well as statewide needs (V-G-ix)
- 6 8. Cost per unit, both for passenger and freight projects (V-G-x)
- 7 9. Return on investment (both financial and non-financial
- 8 implications) (V-G-xi)

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10 **Initial Acceptability Rating of Objective #9 (circle or place a "X" in the box):**

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12 Suggestions for improvement:

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16 **Objective #10: Maximize the use of state and federal funding programs**

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18 **Recommended Policies**

- 19
- 20 G. Maximize the effort to capture federal dollars to match state funds. (V-C and
- 21 Committee Members Suggestion at Meeting in Jacksonville)
- 22 a. As a donor state, Florida should work with the federal government to
- 23 receive more federal funding. (V-C)
- 24 b. Improve flexibility in state plans and procedures to optimize
- 25 opportunities to obtain and use federal dollars for rail projects. V-D
- 26 and Committee Members Suggestion at Meeting in Jacksonville)
- 27 c. Support and expand funding from existing federal rail programs;
- 28 including federal tax credits to Class I railroads and shoreline
- 29 railroads, the American Association of Railroads Growth Option for
- 30 the 21st Century (GO 21) program, the Railroad Rehabilitation and
- 31 Improvement Financing program, Capital Grants for Rail Line
- 32 Relocation, Transportation Infrastructure Finance, and Innovation Act
- 33 (TIFIA) and State Infrastructure Bank (SIB). (Committee Members
- 34 Suggestion and Staff Suggestion)
- 35 d. Work with federal and multi-state coalitions to review and expand the
- 36 allocated share of federal transportation funds to rail projects. (Staff
- 37 Suggestion)
- 38 H. Encourage reevaluation of the current allocation of state transportation funds
- 39 to rail projects. (Staff Suggestion)
- 40 a. Review the policy for the distribution of Strategic Intermodal System
- 41 (SIS) funds as it relates to highways, rail, and other modes of
- 42 transportation. (V-E)

- 1 1. Support an increased emphasis on the role of rail in the
- 2 transportation system by making additional components of the
- 3 rail system eligible for SIS funds. (V-E-a)
- 4 b. Encourage the expenditure of Transportation Regional Incentive
- 5 Program (TRIP) funds on regional multimodal planning efforts. (V-
- 6 F)
- 7 I. Promote the benefits of regional coordination to more effectively seek and
- 8 obtain additional funding through federal and state programs. (Committee
- 9 Members Suggestion)

10 **Initial Acceptability Rating of Objective #10 (circle or place a "X" in the box):**

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12 Suggestions for improvement:

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17 **Objective #11: Identify new and alternative revenue sources and financial tools**

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19 **Recommended Policies**

- 20
- 21 J. Identify new and innovative ways for communities to more easily afford rail
 - 22 projects by: (V-J)
 - 23 a. Providing incentives for rail projects that reduce delay and improve
 - 24 connectivity between modes, promote environmental stewardship,
 - 25 encourage desirable land use, and promote economic growth. (V-J-a)
 - 26 b. Encouraging funding rail needs through additional resources
 - 27 including local options. (V-J-c)
 - 28 c. Ensuring no on-going diversion of State Transportation Trust Fund
 - 29 dollars. (V-J-d)
 - 30 K. Consider public-private partnerships to fund rail projects when in the public
 - 31 interest. (Committee Members Suggestion at Meeting in Jacksonville)
 - 32 a. Develop clear processes for negotiating efficient and effective public-
 - 33 private partnerships and respect legitimate concerns for
 - 34 confidentiality and public concerns for disclosure. (V-L)
 - 35 b. Ensure the public versus private investment in a public-private
 - 36 partnership is commensurate with the public versus private benefit.
 - 37 (Committee Members Suggestion at Meeting in Jacksonville)
 - 38 c. Evaluate the advantages and disadvantages of public-private
 - 39 partnerships during the early conceptual stages of rail projects. (V-N)
 - 40 d. Inform the public of the advantages and disadvantages of public-
 - 41 private partnerships. (V-I-d)

- 1 L. Develop a mechanism to reserve public funds to respond rapidly to
- 2 opportunities involving public-private partnerships. Develop a mechanism
- 3 to disseminate information about available public funds to potential private
- 4 partners. (V-K)

5 ***Initial Acceptability Rating of Objective #11 (circle or place a "X" in the box):***

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7 Suggestions for improvement:

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DRAFT

Appendix A

RAIL STAKEHOLDER ADVISORY COMMITTEE

- Debbie Hunt (Florida Department of Transportation), Chair
- Marion Hart (Florida Department of Transportation), Vice Chair
- Ann Gordon (Executive Office of the Governor)
- Marcos Marchena/Sally Patrenos (Florida Transportation Commission)
- Tom Eschenberg, Mayor of Malabar (Florida League of Cities)
- Jeff Koons, Palm Beach County Commissioner (Florida Association of Counties)
- Richard Kaplan, Mayor of Lauderhill /Denise Bunnewith (Metropolitan Planning Organization Advisory Council)
- Secretary Thomas Pelham (Department of Community Affairs)
- Dr. Scott Paine (Citizen Representative)
- Janet Bowman/Keith Schue (Florida Nature Conservancy)
- Lisa Mancini (CSX Transportation)
- David Rohal/David Argenbright (FEC Railway)
- Ben Biscan (Florida Railroad Association)
- John Friedman/John Moon (Norfolk Southern)
- Christine Kefauver (Central Florida Commuter Rail Commission)
- Lee Chira/Leila Nodarse (Florida High Speed Rail Authority)
- Drew Galloway (Amtrak)
- Commissioner Bruno Barreiro, Miami-Dade County/Joe Giulletti (South Florida Regional Transportation Authority)
- Commissioner Ronnie Duncan, Pinellas County (Tampa Bay Regional Transportation Authority)
- Harpal Kapoor (Miami-Dade Transit Authority/Florida Public Transportation Association)
- Linda Watson (LYNX Transportation - Orlando/Florida Public Transportation Association)
- Richard Schuler/Mary Lou Rajchel (Florida Trucking Association)
- Rick Ferrin (Port of Jacksonville-JAXPORT)
- David Anderton (Port Everglades/Florida Ports Council)
- David McDonald (Port Manatee/Florida Ports Council)
- Lester Abberger (1000 Friends of Florida)
- John Adams (Enterprise Florida)
- Sally Mann/Kelly Layman (Department of Environmental Protection)
- Stan Cann (FDOT District 1, Secretary)
- Gus Pego (FDOT District 6, Secretary)
- Don Skelton (FDOT District 7, Secretary)

Appendix B

2.1 Enabling Legislation for the Florida Rail System Plan

Florida Law: The Florida Rail System Plan is mandated by Section 341.302(3) Florida Statutes, and provides direction to the Department of Transportation to:

“Develop and periodically update the rail system plan, on the basis of an analysis of statewide transportation needs. The plan shall be consistent with the Florida Transportation Plan developed pursuant to s. 339.155. The rail system plan shall include an identification of priorities, programs, and funding levels required to meet statewide needs. The rail system plan shall be developed in a manner that will assure the maximum use of existing facilities and the optimum integration and coordination of the various modes of transportation, public and private, in the most cost-effective manner possible. The rail system plan shall be updated at least every 2 years and include plans for both passenger rail service and freight rail service. ”

Federal Law: On October 16, 2008, President Bush signed into law H.R. 2095 which is comprised of three Acts: The Rail Safety Improvement Act of 2008, the Passenger Rail Investment and Improvement Act of 2008, and the Clean Railroads Act of 2008. This legislation contains a number of provisions related to rail safety in the United States, provides funding authorization to encourage the development of new and improved intercity passenger rail service (including high speed rail corridor development), and links federal rail grants to state rail plans. The following provisions of the new law relate to state rail plans.

Purpose of state rail plans:

- To set forth State policy involving freight and passenger rail transportation, including commuter rail operations, in the state.
- To establish the period covered by the state rail plan.
- To present priorities and strategies to enhance rail service in the state that benefits the public.
- To serve as the basis for federal and state rail investments within the state.

Content of state rail plans:

Each state rail plan shall, at a minimum, contain the following:

- An inventory of the existing overall rail transportation system and rail services and facilities within the state and an analysis of the role of rail transportation within the state’s surface transportation system.
- A review of all rail lines within the state, including proposed high-speed rail corridors and significant rail line segments not currently in service.
- A statement of the state’s passenger rail service objectives, including minimum service levels, for rail transportation routes in the state.
- A general analysis of rail’s transportation, economic, and environmental impacts in the state, including congestion mitigation, trade and economic development, air quality, land-use, energy-use, and community impacts.

- 1 • A long-range rail investment program for current and future freight and
2 passenger infrastructure in the state that meets the requirements of
3 subsection (b).
- 4 • A statement of public financing issues for rail projects and service in the state,
5 including a list of current and prospective public capital and operating
6 funding resources, public subsidies, state taxation, and other financial
7 policies relating to rail infrastructure development.
- 8 • An identification of rail infrastructure issues within the state that reflects
9 consultation with all relevant stakeholders.
- 10 • A review of major passenger and freight intermodal rail connections and
11 facilities within the state, including seaports, and prioritized options to
12 maximize service integration and efficiency between rail and other modes of
13 transportation within the state.
- 14 • A review of publicly funded projects within the state to improve rail
15 transportation safety and security, including all major projects funded under
16 section 130 of title 23.
- 17 • A performance evaluation of passenger rail services operating in the state,
18 including possible improvements in those services, and a description of
19 strategies to achieve those improvements.
- 20 • A compilation of studies and reports on high-speed rail corridor
21 development within the state not included in a previous plan under this
22 subchapter, and a plan for funding any recommended development of such
23 corridors in the state.
- 24

Appendix C

Glossary and Acronym Guide to Commonly Used Terms

AAR - Association of American Railroads. An association of private rail carriers founded to promote cooperation among the rail carriers; headquartered in Washington, D.C.

AASHTO - American Association of State Highway and Transportation Officials. AASHTO is a nonprofit, nonpartisan association representing highway and transportation departments in the 50 states, the District of Columbia, and Puerto Rico. It represents all five transportation modes: air, highways, public transportation, rail, and water. Its primary goal is to foster the development, operation, and maintenance of an integrated national transportation system.

Abandonment - Elimination of a line segment from a rail network. Abandonments must be approved by the Surface Transportation Board (STB).

AGR - Alabama and Gulf Coast Railway. A Class III railroad with operations in Florida.

“A” Line - A former Atlantic Coast Line, which along with the “S” Line forms CSX Transportation’s major north-south lines terminating in central Florida. Between Jacksonville and central Florida, the “A Line” is the eastern CSXT line, passing through Pecan, Seville, Orange City, Sanford, Orlando, etc.

Amtrak - National Railroad Passenger Corporation. The U.S. operator of intercity passenger rail service. Amtrak has provided intercity and long-distance services to Florida for more than 35 years.

AN - AN Railway. A Class III railroad with operations in Florida.

APTA - American Public Transportation Association. An international organization that has been representing the transit industry since 1882. APTA members include bus, rapid transit and commuter rail systems, and the organizations responsible for planning, designing, constructing, financing, and operating transit systems.

BAYL - Bayline Railroad. A Class III railroad with operations in Florida.

Branch Line - A secondary line of a railway, typically stub-ended and designed to provide service to a customer.

Commercial motor vehicle - Any self-propelled or towed vehicle used on the public highways in commerce to transport passengers or cargo, if the vehicle has a gross vehicle weight of 10,000 pounds or more; or is designed to transport more than 15 passengers, including the driver; or is used to transport hazardous materials as defined by law.

Container - A large, weatherproof box designed for shipping freight in bulk by rail, truck, or steamship. Standard lengths include 20 ft, 40 ft, 48 ft, and 53 ft.

1 **Containerized Cargo** – Cargo that is practical to transport in a container, and
2 results in a more economical shipment than other forms of unitization.

3 **Crossing Signal** – A safety sign that indicates when and when not to cross a
4 railroad, usually at a highway-rail crossing. When the crossing signal is activated,
5 it generally means a train is coming on the track and signals to motorists and
6 pedestrians to not cross the tracks.

7 **CSXT** – CSX Transportation. A Class I railroad, and one of the four largest
8 railroads in the U.S. (along with BNSF, NS, and UP). CSXT, headquartered in
9 Jacksonville, is the largest railroad operating in Florida.

10 **Deficiency** – A constraint in the transportation system which decreases the
11 efficiency of the system. Deficiencies can include congestion; geometric limitations
12 such as speed, height, or width restrictions; or facility conditions that restrict use or
13 operations.

14 **Dray** – A local move of a trailer or container by truck, especially between a rail
15 yard or port and a customer.

16 **Economically distressed areas** – An area of the state characterized by factors such
17 as low per capita income, low per capita taxable values, high unemployment, high
18 underemployment, low weekly earned wages compared to the state average, low
19 housing values compared to the state average, high percentages of the population
20 receiving public assistance, high poverty levels compared to the state average, and
21 a lack of year-round stable employment opportunities.

22 **EIS** – Environmental Impact Statement.

23 **EPA** – Environmental Protection Agency

24 **ETDM** – Efficient Transportation Decision-making. A Florida Department of
25 Transportation initiative to improve and streamline the environmental review and
26 permitting process by involving resource protection agencies and concerned
27 communities from the first step of planning. Agency interaction continues
28 throughout the life of the project, leading to better quality decisions and an
29 improved linkage of transportation decisions with social, land use and ecosystem
30 preservation decisions.

31 **FCEN** – Florida Central Railroad. A Class III railroad with operations in Florida.

32 **FCRD** – First Coast Railroad. A Class III railroad with operations in Florida.

33 **FDOT or Florida DOT** – Florida Department of Transportation.

34 **FEC** – Florida East Coast Railway. A Class II railroad operating entirely within the
35 State of Florida.

36 **FEU** – Forty-Foot Equivalent Units. This is a common measure for containerized
37 freight movements, though TEU (20-foot equivalent units) is the standard
38 measure.

39 **Federal Highway-Rail Grade Crossing Program (Section 130)** – Provides funds
40 for road-rail grade crossing safety improvement and education.

41 **FHWA** – Federal Highway Administration.

42 **FMID** – Florida Midland Railroad. A Class III railroad with operations in Florida.

1 **FNOR** – Florida Northern Railroad. A Class III railroad with operations in Florida.

2 **FRA** – Federal Railroad Administration. The FRA is a division within the U.S.
3 Department of Transportation (DOT) which is responsible for conducting and
4 monitoring research regarding freight and passenger rail operations, and enforcing
5 Federal programs for railroad safety. The FRA is generally responsible for
6 administering all Federal programs related to rail transportation.

7 **FRA Track Classes** – Federal Railroad Administration Track Classes. The FRA
8 limits operating speeds on track based on physical condition. The established
9 classes and their maximum speeds are as follows:

10 Class Maximum Freight Train Speed

11 1 10 mph

12 2 25 mph

13 3 40 mph

14 4 60 mph

15 5 80 mph

16 6 110 mph

17 Exempt track does not meet Class I standards and can be operated only with
18 written approval of the FRA and with certain restrictions. (Please note: Track
19 Classes are distinct from Railroad Classifications.)

20 **Freight** – Any commodity being transported.

21 **Freight Villages** – Large logistics centers forming a central point for all rail
22 shipments (intermodal, auto, general merchandise) and act as facilitators to attract
23 manufacturing businesses wishing to relocate to lower logistics costs; they also
24 create secondary jobs in warehouses, distribution centers, manufacturing,
25 packaging plants, and other value-added businesses. Same as an integrated
26 logistics center (ILC).

27 **FTA** – Federal Transit Administration.

28 **FWCR** – Florida West Coast Railroad. A Class III railroad with operations in
29 Florida. In June of 2004, the STB granted the FWCR approval to abandon all
30 service, though the railroad is still operating a limited service.

31 **FY** – Fiscal Year.

32 **GFRR** – Georgia and Florida Railway. A Class III railroad with operations in
33 Florida.

34 **GPS** – Global Positioning Systems. Use of satellites and advanced communications
35 technology to accurately locate and track items on the globe. Can be used by
36 drivers, transit operators, and trucking companies to locate vehicles and provide
37 alternative routes.

38 **Grade Crossing** – The point at which a roadway intersects and crosses a rail line.
39 The crossing can be at-grade or grade separated.

1 **GSP** – Gross State Product. The total value of all products and services produced
2 in a state.

3 **Headway** – The time interval between consecutive vehicles passing a given point.
4 Generally used to define transit service. Used in the following context: “Peak-
5 period transit buses and trains generally run on five-minute headways.”

6 **Intermodal**– Carriage by more than a single mode with a transfer(s) between
7 modes to complete a trip or a freight movement. For freight and goods movement,
8 the definition refers to transfers between all freight modes, including ships, rail,
9 truck, barge, etc., taken as a system for moving freight.

10 **Intermodal System** – The transportation network consisting of public and private
11 infrastructure for moving people and goods using various combinations of
12 transportation modes.

13 **Interstate** – Traffic originating in one state and terminating in another. Foreign and
14 domestic port (import and export) traffic also is considered to be interstate in
15 nature.

16 **Intrastate** – Traffic originating and terminating in a single state. This traffic also is
17 referred to as local.

18 **Intrastate Carrier** – A carrier operating solely within the boundaries of a single
19 state; e.g., the Florida East Coast Railway (FEC).

20 **ITS** – Intelligent Transportation Systems. Using technology to integrated advanced
21 information, electronic communications, and other technologies to address
22 transportation problems and improve the efficiency of the transportation system.

23 **Local Traffic** – Freight or passenger movements both originating and terminating
24 in a region. If the region is defined as a state, local traffic represents intrastate
25 traffic.

26 **Long-Range Component** – The long-range part of the Florida Transportation Plan,
27 updated at least every five years, or more often as needed, to reflect changes in the
28 issues, goals, and long-range objectives for the ensuing 20 years.

29 **Long-range goal** – A long-term (20-25 years) end toward which programs and
30 activities are ultimately directed.

31 **Long-range objective** – A long-term (20-25 years) general end which is achievable
32 and marks progress toward a goal.

33 **LRFA** – Local Rail Freight Assistance Program. A Federal program designed to
34 provide assistance (funding) for light-density rail lines. The program is not
35 currently funded.

36 **LRT** – Light Rail Transit.

37 **LRV** – Light Rail Vehicle.

38 **LTL** – Less-Than-Truckload. The quantity of freight which is less than required for
39 application of a trailerload rate. LTL carriers, such as Yellow Freight, will combine
40 shipments from multiple customers into a single truck.

41 **Main Line** – Two definitions apply. First is a designation made by each railroad of
42 its own track, generally signifying a line over which through trains pass with

1 relatively high frequency. A main line generally has heavier weight rail, more
2 sophisticated signaling systems, and better maintenance than branch lines. The
3 second is a designation of the through track between any two points, even on a
4 branch line, as distinguished from sidetracks, pass tracks, or spurs.

5 **Maintenance** – Actions taken to preserve the state’s transportation infrastructure
6 investment (e.g., resurfacing pavements of roadways and airport runways,
7 repairing and replacing bridges, continuing existing transit routes and frequency)
8 to eliminate deficiencies and to extend/achieve the expected life of facilities before,
9 for example, reconstruction is needed.

10 **MPO** - Metropolitan Planning Organization (MPO). An organization made up of
11 local elected and appointed officials responsible for coordinating transportation
12 planning in a metropolitan area of at least 50,000 people.

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

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

19 **Mobility** – The ability of people to complete desired trips, or for goods to be
20 moved from place to place.

21 **Modal Share** – The percentage of freight or passengers moved by a particular type
22 (mode) of transportation.

23 **Mode Shift** – The change in mode by an individual person or freight shipment. A
24 person may shift modes when the relative cost in terms of time, money, and
25 convenience between modes changes. For example: if transit fares were reduced,
26 people who once drove alone to work may decide to take the bus instead. Mode
27 shifts can also occur between air, truck, rail, and water movement of freight.

28 **Multimodal Transportation** – More than one mode to serve transportation needs
29 in a given area.

30 **Need** – A demand for a mobility improvement which has been identified based on
31 accepted and adopted standards and other assumptions (e.g., land use) and
32 documented in a formal long-range or master plan.

33 **NS - Norfolk Southern Railroad.** A Class I railroad, and one of the four largest
34 railroads in the U.S. (along with BNSF, CSXT, and UP). NS, headquartered in
35 Roanoke, VA, offers service to Jacksonville and northern locations in Florida.

36 **Operating Revenue** – All revenue generated through the operation of
37 transportation services.

38 **Operation Lifesaver** – Operation Lifesaver is a national, nonprofit education and
39 awareness program dedicated to ending tragic collisions, fatalities, and injuries at
40 highway-rail grade crossings and on railroad rights-of-way.

41 **Originating Traffic** – Includes both outbound and local traffic in Florida.

1 **Outbound Traffic** - Traffic originating in one region which terminates in another
2 region. Typically used in this report to represent interstate traffic originating in
3 Florida.

4 **Peak-Hour** - The hour of the day during which the volume is higher than at any
5 other hour during the day.

6 **Peak-Period** - The time period having the highest volume of traffic in a day. For
7 example, the peak-period for urban highways is generally between 6:00 a.m. and
8 9:00 a.m.

9 **Positive Train Control System** - The term 'positive train control system' means a
10 system designed to prevent train-to-train collisions, over-speed derailments,
11 incursions into established work zone limits, and the movement of a train through
12 a switch left in the wrong position. The main concept in Positive Train Control (as
13 defined for North American Class I freight railroads) is that the train receives
14 information about its location and where it is allowed to safely travel. Equipment
15 on board the train then enforces this, preventing unsafe movement. Positive Train
16 Control will work in either dark or signaled territory. The core objectives of PTC
17 are to keep trains from hitting trains; to keep trains from overspeeding; and to
18 keep trains from endangering workers in work zones.

19 **PPP - Public-Private Partnership.** Public agencies and private industry working
20 together to solve transportation problems.

21 **Preservation** - Actions taken to protect existing natural and human environments,
22 investments, and mobility options.

23 **Rail** - A rolled steel shape, commonly a Tee-section designed to be laid end-to-end
24 in two parallel lines on cross ties or other suitable supports to form a track for
25 railway rolling stock.

26 **Rail Yard** - A system of tracks within limits provided for switching cars, making
27 up trains, storing cars, and other purposes.

28 **Railroad Classifications** - Railroad classifications are determined by the Surface
29 Transportation Board (STB). In 2005, the classifications were as follows:

30 **Class I** - \$319.3 million or more in operating revenues.

31 **Class II** - a non-Class I line-haul railroad operating 350 miles or more with
32 operating revenues of at least \$40 million.

33 **Class III** - a non-Class I or II line-haul railroad.

34 **Switching and Terminal Railroad** - a non-Class I railroad engaged primarily in
35 switching and/or terminal services for other railroads. Note: Class II and Class III
36 railroads are generally referred to as "regional" and "shortline" railroads,
37 respectively.

38 **Region** - An area of distinctive communities, cities, and counties where residents
39 share: a geographic identity and are socially, economically, and culturally
40 interdependent; a capacity for planning and function; and a capacity to create
41 competitive advantage.

1 **ROW** – Right-of-Way. A strip of land for which an entity has a right to build,
2 operate, and maintain a linear facility such as a road, railroad, or pipeline.

3 **RRIF** – Railroad Rehabilitation and Improvement Financing Program. The
4 program provides direct loans and loan guarantees to state and local governments,
5 government sponsored authorities and corporations, railroads, and joint ventures
6 which include at least one railroad. Eligible projects include: 1) acquisition,
7 improvement, or rehabilitation of intermodal or rail equipment or facilities
8 (including tracks, components of tracks, bridges, yards, buildings, and shops);
9 2) refinancing outstanding debt incurred for these purposes; or 3) development or
10 establishment of new intermodal or railroad facilities. Funding for this program
11 was greatly expanded under SAFETEA-LU, and the program was improved by
12 eliminating some of the onerous restrictions.

13 **SAFETEA-LU** – Safe, Accountable, Flexible, Efficient Transportation Equity Act: A
14 Legacy for Users was signed into law on August 10, 2005. It authorizes the Federal
15 surface transportation programs for highways, highway safety, and transit for the
16 five-year period 2005 to 2009.

17 **Safety Management System** – A systematic process with a goal of reducing the
18 number and severity of traffic crashes by ensuring all opportunities to improve
19 highway safety are identified, considered, implemented as appropriate, and
20 evaluated in all phases of highway planning, design, construction, maintenance,
21 and operation, and by providing information for selecting and implementing
22 effective highway safety strategies and projects.

23 **Safety Program** – Includes projects designed to improve vehicle and pedestrian
24 safety on the city, county, and state highway systems. The safety program is
25 divided into three subprograms: rail-highway crossings, highway safety, and
26 traffic safety grants.

27 **SCFE** – South Central Florida Express. A Class III railroad with operations in
28 Florida.

29 **SEROps**– Southeast Rail Operations Study. SEROps is the joint product of four
30 states (North Carolina, South Carolina, Georgia, and Florida), the I-95 Corridor
31 Coalition, and key regional rail stakeholders (e.g., MPOs, railroads, economic
32 development agencies, ports, and others) and allow them to help guide the
33 direction and focus of the study. The objective was to complete the rail picture in
34 the southeast region by identifying and describing key rail issues, activities, and
35 initiatives as well as the trends and issues affecting freight movements and needs
36 for freight and passenger rail transportation in the southeastern states.

37 **Stakeholders** – Individuals and groups with an interest in the outcomes of policy
38 decisions and actions.

39 **SFRC** – South Florida Rail Corridor. An operating rail corridor owned by the
40 Florida Department of Transportation (FDOT). It extends from north of West Palm
41 Beach to Miami. Maintenance and corridor operations are performed by CSX
42 Transportation (CSXT) under contract to the FDOT. Tri-Rail, Amtrak, and CSXT
43 freight all operate on this Corridor.

44 **SFRTA** – South Florida Regional Transportation Authority.

1 **SGLR** – Seminole Gulf Railway. A Class III railroad with operations in Florida.

2 **Short-Range Objectives** – One or more statements, for each long-range objective,
3 of the specific, measurable, intermediate ends which are achievable and mark
4 progress toward a goal. Specific objectives may be associated with more than one
5 goal and/or long-range objective.

6 **SIB** – State Infrastructure Bank. A SIB is a revolving fund mechanism for financing
7 a wide variety of highway and transit projects through loans and credit
8 enhancement. SIBs are designed to complement traditional Federal-aid highway
9 and transit grants by providing states increased flexibility for financing
10 infrastructure investments.

11 **Side-Track** – A short track extending alongside and often connecting at both ends
12 with main track.

13 **SIS** – Strategic Intermodal System. The transportation system comprised of
14 facilities and services of statewide and interregional significance, including
15 appropriate components of all modes. Established in 2003 by the Florida
16 Legislature, the SIS is a statewide network of high-priority transportation facilities,
17 including the State’s largest and most significant commercial service airports,
18 spaceport, deepwater seaports, freight rail terminals, passenger rail and intercity
19 bus terminals, rail corridors, waterways, and highways. The SIS will be used for:
20 targeting expenditures to help the State’s economic competitiveness, including
21 increased corridor emphasis in planning and funding projects; applying
22 innovative policies and technologies, including Intelligent Transportation Systems
23 (ITS); clarifying the State’s roles and responsibilities on and off this system; and
24 providing input to the next update of the Florida Transportation Plan.

25 **“S” Line** – Along with the “A” Line, this is CSXT’s major north-south line, which
26 terminates in central Florida. It is the former Seaboard Air Line route, which is the
27 western route between Jacksonville and Orlando/Tampa.

28 **Smart Growth** – Although there are many variations on the exact definition, the
29 concept is used to identify a set of policies governing transportation and land use
30 planning which provides benefits to communities and preserves the natural
31 environment. Such policies are often intended to create land use patterns which
32 are compact, transit-oriented, walkable, bicycle-friendly, and include mixed-use
33 development with a range of housing choices.

34 **SOV** – Single Occupancy Vehicle. An automobile in which only the driver is
35 transported.

36 **State Highway System** – A network of approximately 12,000 miles of highways
37 owned and maintained by the State or state-created authorities. Major elements
38 include the Interstate, Florida’s Turnpike, and other toll facilities operated by
39 transportation authorities and arterial highways.

40 **Station** – A place designated by name in a railroad timetable.

41 **STB** – Surface Transportation Board. The STB is an economic regulatory agency
42 charged by Congress with the fundamental missions of resolving railroad rate and
43 service disputes and reviewing proposed railroad mergers. The STB is divisionally
44 independent, although it is administratively affiliated with the U.S. Department of

1 Transportation (DOT). It was created in the Interstate Commerce Commission
2 Termination Act of 1995 and is the successor agency to the Interstate Commerce
3 Commission (ICC). The agency has jurisdiction over railroad rate and service
4 issues and rail restructuring transactions (mergers, line sales, line construction,
5 and line abandonments); certain trucking company, moving van, and
6 noncontiguous ocean shipping company rate matters; certain intercity passenger
7 bus company structure, financial, and operational matters; and rates and services
8 of certain pipelines not regulated by the Federal Energy Regulatory Commission.

9 **Strategic Issues** - Critical challenges or fundamental policy concerns which affect
10 the nature of a public condition. Strategic issues serve to identify the most
11 significant opportunities and/or threats/problems that the agency must address in
12 the next five years to help the agency succeed or prevent the agency from failing in
13 its mission.

14 **Sustainability** - Meeting the needs of the present without compromising the
15 ability to meet the needs of the future.

16 **TDM** - Travel Demand Management.

17 **TEA-21** - The Transportation Equity Act for the 21st Century. Enacted June 9,
18 1998, as Public Law 105-178. TEA-21 authorizes the Federal surface transportation
19 programs for highways, highway safety, and transit for the six-year period 1998 to
20 2003.

21 **Terminal** - An assemblage of facilities provided by a railway at a terminus or at an
22 intermediate point for the handling of passengers or freight and the receiving,
23 classifying, assembling, and dispatching of trains.

24 **Terminating Traffic** - Includes both inbound and local traffic in Florida.

25 **TEU** - Twenty-Foot-Equivalent Unit. The eight-foot by eight-foot by 20-foot
26 intermodal container is used as a basic measure in many statistics.

27 **Through Traffic** - Represents traffic neither originating nor terminating in Florida,
28 but passing through the State. This also is referred to as overhead traffic.

29 **Tie** - The transverse member of the track structure to which the rails are spiked or
30 otherwise fastened to provide proper gage and to cushion, distribute, and transmit
31 the stresses of traffic through the ballast to the roadbed.

32 **TIFIA** - The Transportation Infrastructure Finance and Innovation Act of 1998.
33 Established a new Federal credit program (referenced as the TIFIA program)
34 under which the U.S. Department of Transportation (DOT) may provide three
35 forms of credit assistance - secured (direct) loans, loan guarantees, and standby
36 lines of credit - for surface transportation projects of national or regional
37 significance. The program's fundamental goal is to leverage Federal funds by
38 attracting substantial private and other non-Federal coinvestment in critical
39 improvements to the nation's surface transportation system. In all cases, the DOT
40 uses a merit-based system to award credit assistance to project sponsors, who may
41 include state DOTs, transit operators, special authorities, local governments, and
42 private entities.

43 **Timetable** - The authority for the movement of regular trains subject to the rules.
44 It may contain classified schedules and includes special instructions.

- 1 **Track** – An assembly of rails, ties, and fastenings over which cars, locomotives,
2 and trains are moved.
- 3 **Bad Order** – A track on which bad order cars are placed either for light running
4 repairs or for subsequent movement to repair tracks.
- 5 **Classification** – One of the body tracks in a classification yard, or a track used for
6 classification purposes.
- 7 **Crossover** – Two turnouts with track between, connecting two nearby and usually
8 parallel tracks.
- 9 **Interchange** – A track on which cars are delivered or received, as between
10 railways.
- 11 **Passing** – A track auxiliary to the main track for meeting or passing trains. Same as
12 a “siding.”
- 13 **Side** – A track auxiliary to the main track for purposes other than for meeting and
14 passing trains.
- 15 **Spur** – A stub track diverging from a main or other track.
- 16 **Station** – A track upon which trains are placed to receive or discharge passengers,
17 baggage, mail, and express.
- 18 **Storage** – One of the body tracks in storage yards or one of the tracks used for
19 storing equipment.
- 20 **Team** – A track on which cars are placed for transfer of freight between cars and
21 highway vehicles.
- 22 **Track Capacity** – The number of cars which can stand in the clear on a track. Track
23 capacity can be defined in several ways, but essentially it is the number of trains
24 which can traverse a rail line before significant delays or safety issues arise.
- 25 **Track Signal** – A sign which indicates the control and movement of the train to the
26 operator and to the public outside the train.
- 27 **Trackage Rights** – An arrangement by which one railroad may operate its trains
28 over the tracks of another railroad. In overhead trackage rights, the tenant railroad
29 may not directly serve the track owner’s customers.
- 30 **Extra Train** – A freight train which does not operate regularly but only when
31 required to move cars in excess of the normal flow of traffic.
- 32 **Intermodal Train** – A train which handles only trailer on a flat car (TOFC) or
33 container on a flat car (COFC) traffic.
- 34 **Switch Runs** – Trains operating in terminal areas or in road territory for short
35 distances (normally shorter than 100 miles) and place and pull cars from industries
36 along the line. Switch runs are also referred to as “locals” by some railroads.
- 37 **Through Freight** – Trains operating between terminals which may be several
38 hundred or thousands of miles apart and do little or no picking up and setting off
39 of cars en route.

1 **Unit Train** – A train handling a large volume of one commodity. Typically those
2 trains handle coal, ore, potash, etc., which originates at one point and is hauled to
3 one destination.

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

7 **Transit-Oriented Design** – A set of urban design principles that attempts to
8 provide communities with an alternative to low-density suburban sprawl and
9 automobile-dependent land use patterns by aligning transit investments with
10 development, creating livable mixed-use, denser, walkable “transit villages.”
11 (Source: Accessing Transit: Design Handbook for Florida Bus Passenger Facilities,
12 2008)

13 **TOD** - Transit-Oriented Development. A pattern of dense, diverse, pedestrian-
14 friendly land uses near transit nodes which, under the right conditions, translates
15 into higher patronage. (Source: National Highway Institute: Transportation and
16 Land Use Participant Workbook NHI 151043)

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

31 **Transportation Expenses** – The expenses directly associated with the operations of
32 a railroad. They generally include the cost of crews, fuel, and other related items.

33 **Travel Price** – The travel cost per mile for a particular mode. For example, the
34 average cost for automobile travel on a per mile basis which includes the cost of
35 operating, maintaining, and insuring the vehicle.

36 **TRIP** - Transportation Regional Incentive Program. The program that provides
37 matching state funds to improve regionally significant transportation facilities in
38 partnership with regional transportation areas.

39 **Vision** – A description of the future physical appearance and qualities of a
40 community or region.

41 **VMT** - Vehicle Miles of Travel. The total number of miles traveled for a mode
42 during a given time period.

1 **Work Program** - The five-year listing of all transportation projects planned for
2 each fiscal year by the Florida Department of Transportation (FDOT), as adjusted
3 for the legislatively approved budget for the first year of the program.

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