

# *Florida's Strategic Intermodal System Plan*



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2 *October 15, 2004 Draft*

3 *prepared by the*  
4 *Florida Department of Transportation*  
5 *in cooperation with its transportation partners*



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# Florida's Strategic Intermodal System Plan

1 An efficient, interconnected transportation system is key to Florida's economic prosperity  
2 and its ability to compete in the domestic and global economies. Interregional highways,  
3 the rail network and terminals, seaports and waterways, airports and the spaceport are the  
4 backbone of today's system. These transportation facilities provide the primary means for  
5 long-distance movement of goods and services between Florida and markets in other states  
6 and nations. These facilities also serve national and international visitors who travel to and  
7 from Florida. Finally, these facilities provide the ability to travel between regions within  
8 Florida, linking communities as different as Miami, Pensacola, Jacksonville and Naples.

9 For more than a century, Florida's transportation system has adapted to keep pace with  
10 growth and change of the state's economy. The extension of rail service from Jacksonville  
11 to the rest of the peninsula, the development of the federal Interstate Highway System as  
12 well as Florida's Intrastate Highway System (FIHS), the expansion of Florida's seaports to  
13 accommodate modern container and cruise ships, the introduction of the transcontinental  
14 jet, and innovations in space travel all have contributed to continued economic growth in  
15 the state.

16 As the new century begins, Florida's transportation system is evolving yet again. To meet  
17 the needs of residents, visitors and businesses in today's global economy, it is no longer  
18 sufficient for each individual mode or form of transportation to be world-class. Instead, all  
19 modes must work together as a system to support the types of trips that are most critical to  
20 Florida's economy.

21 Residents, tourists and business travelers need to move safely and efficiently among  
22 Florida's urban and rural areas, and between Florida and other states and nations. Freight  
23 and goods need to move securely and reliably between shippers and receivers within  
24 Florida, and between Florida and other states and nations. Florida's airports, seaports, rail  
25 and bus terminals and the spaceport are important hubs or focal points for these  
26 transportation flows. Florida's highways, rail lines and waterways are critical corridors for  
27 linking these markets. These interregional, interstate and international transportation  
28 facilities are essential to the state's future economic growth and quality of life.

29 For these reasons, the Florida Department of Transportation (FDOT) is working with  
30 private and public sector partners statewide to create Florida's Strategic Intermodal System  
31 – a statewide network of high-priority transportation facilities that support travel between  
32 regions within Florida as well as between Florida and other states and nations. The  
33 Strategic Intermodal System, commonly known as the SIS, will enhance Florida's  
34 economic competitiveness by focusing limited state resources on the most significant  
35 transportation facilities and eliminating bottlenecks and other hot spots on the system that  
36 impede safe, efficient and reliable travel. Once fully developed, the SIS could be as  
37 significant to Florida's future as the construction of the Interstate highway system.

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## ■ Why Does Florida Need a Strategic Intermodal System?

1 The SIS<sup>1</sup> will help Florida respond to several key trends that are shaping the state's  
2 economy and therefore use of the transportation system.

- 3 • **Strong population and economic growth.** Florida's population and economy is one of  
4 the fastest-growing in the United States. Between 1980 and 2000, Florida's population  
5 increased by 6.2 million residents, or an average of 843 new residents each day.  
6 Between 2000 and 2020, Florida is expected to add an additional 5.8 million residents.  
7 Most measures of economic growth – whether employment, gross state product or  
8 income – demonstrate that Florida has been one of the fastest-growing states during the  
9 past decade, a pace that is expected to continue in the future.
- 10 • **Shift toward regional economic centers.** As Florida's economy grows, the focal point  
11 of economic activity is shifting from individual cities and towns to economic regions  
12 that encompass many cities and counties. More than 84 percent of Florida's total state  
13 population was located within urbanized areas in 2000, compared to 79 percent in 1990.  
14 Nearly one out of every five Florida workers commuted across county lines in 2000, a  
15 proportion that approached 60 percent in some suburban counties. Urbanized areas are  
16 crossing county lines, and in some cases – such as Miami-Dade, Broward and Palm  
17 Beach counties – have been merged into a single, multi-county urbanized area. The result  
18 is rising demand for interregional trips and longer-distance commuting, business,  
19 personal and freight trips within regions – even as much of the state's infrastructure  
20 development and planning processes are set up to focus on local movements within  
21 counties.
- 22 • **Lagging economic performance of rural areas.** Large portions of Florida are rural in  
23 nature and have trailed the rest of the state in economic performance. A total of 28  
24 counties and three cities in Northwest Florida, North Central Florida and the Heartland,  
25 all of which have chronically high unemployment or poverty rates, have been  
26 designated by the Governor as Rural Areas of Critical Economic Concern. Better  
27 access to markets is a critical element of economic development opportunities in these  
28 rural areas.
- 29 • **Shift toward service and information industries.** Florida's economy is rapidly  
30 evolving. While traditional industries such as real estate, tourism, services to retirees,  
31 and basic, resource-oriented industries such as citrus and phosphates remain important,  
32 the state's industry base is becoming more diversified. High-wage industries such as  
33 microelectronics, biosciences, simulation and professional services are growing rapidly  
34 in many regions of the state. This transition is changing the types of transportation that  
35 businesses demand and increasing the importance of speed and reliability.

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<sup>1</sup> Throughout 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.

- 1 • **Continued concerns about growth management and environmental quality.** The

2 rapid expansion of Florida’s urbanized areas has consumed farmland and open space

3 and depleted supplies of fresh water and other natural resources. Urbanized areas

4 increasingly are abutting important wildlife habitats, recreation areas and other

5 environmentally sensitive land. Development and associated congestion, if left

6 unchecked, threaten Florida’s biodiversity, community fabric and economic

7 competitiveness. The locations of Florida’s business, environmental, cultural and

8 historic resources all contribute to decisions about where to expand the transportation

9 system; in turn, transportation investment shapes the state’s land use patterns, the

10 livability of communities and the quality of the environment.

11 Florida’s transportation partners must adopt new solutions to address these trends, or risk

12 deterioration of the state’s economy and quality of life. Continued growth in passenger and

13 freight and passenger flows will place pressure on the capacity of key gateways and

14 corridors. Traditional approaches focusing on single modes will not be able to close this

15 gap. As an example, Florida’s population is increasing about 2 percent per year. The

16 number of total miles traveled by cars and trucks is increasing even more rapidly, at about

17 4 percent per year. However, the capacity of the Florida Intrastate Highway System, the

18 state’s system of interregional highways, when measured in miles of highway lanes, is

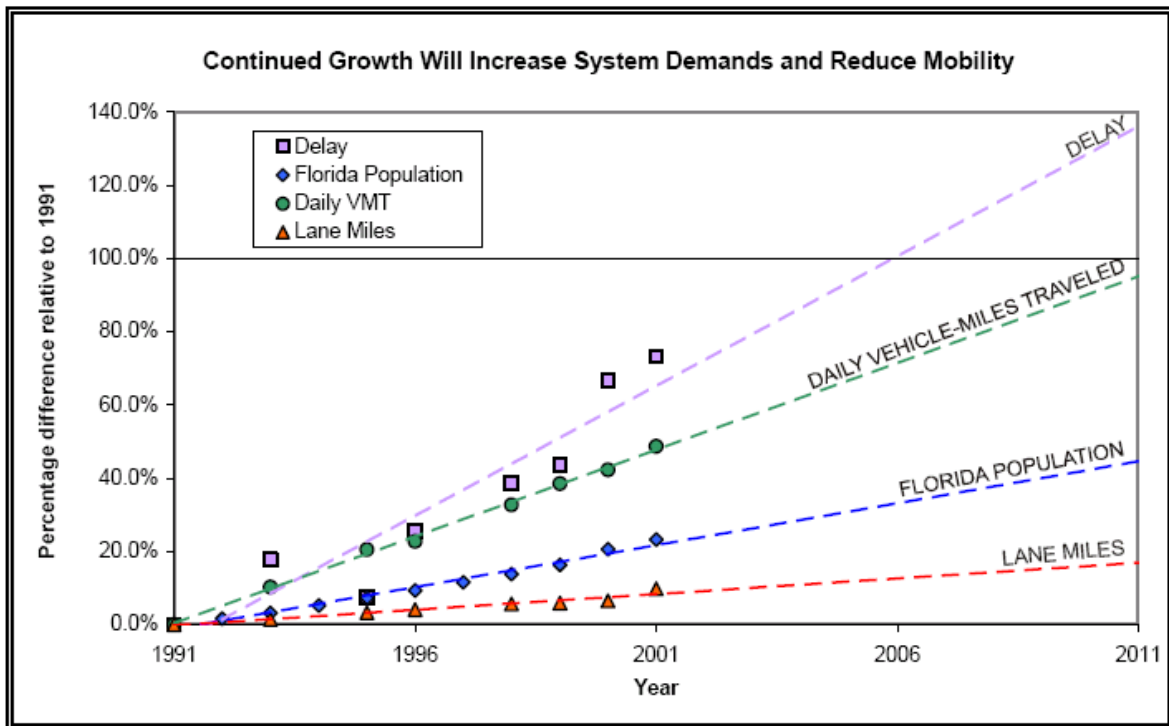
19 increasing less than 1 percent per year. The result is a dramatic increase in delay, which is

20 growing more rapidly than these other measures (see Figure 1). Traffic delay costs the

21 average Florida motorist \$620 per year in lost time and fuel; for trucking companies, the

22 cost of delay exceeds \$1 per minute.

**Figure 1. Continued Population Growth Will Increase System Demands and Reduce Mobility**



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1 Concerns also are growing about the capacity of Florida’s seaports, airports and other  
2 terminals to accommodate expected growth in trade and tourism. By 2020, over 30 of  
3 Florida’s public airports are expected to be operating at greater than 80 percent of  
4 operational capacity, traditionally the point at which future expansions should be underway.  
5 Seaports also have significant capacity concerns, particularly as the physical size and  
6 freight capacity of container ships continue to expand. For many terminals, the greatest  
7 constraint is on the flow of people and goods to and from major highways, rail lines and  
8 waterways.

9 Projected transportation funding from all sources – federal, state, local and private – will  
10 not be sufficient to pay for all of these needed improvements. The funding deficit to meet  
11 all transportation needs in Florida is estimated to be at least \$50 billion through the year  
12 2020. Because resources are limited, all transportation partners must work together to  
13 make strategic choices.

## ■ What Is the Strategic Intermodal System?

14 The SIS is a statewide system of high-priority transportation facilities. It includes the  
15 state’s largest and most significant commercial service airports, spaceports, deepwater  
16 seaports, freight rail terminals, passenger rail and intercity bus terminals, rail corridors,  
17 waterways and highways. These facilities are the workhorses of Florida’s transportation  
18 system. They carry more than 99 percent of all enplaned commercial air passengers in the  
19 state, virtually 100 percent of all waterborne freight tonnage, almost 100 percent of all  
20 freight moving on the rail system, and more than 68 percent of all truck traffic and 54  
21 percent of total traffic on the State Highway System. With the exception of some localized  
22 commuting, recreational and shopping trips, few trips in Florida are not impacted by the  
23 SIS. Virtually every freight shipment in the state, as well as every visitor and business  
24 traveler, will use the SIS at some point in its journey.

25 The SIS represents a fundamental shift in the way Florida develops – and makes  
26 investments in – its transportation system. The SIS will focus attention on those  
27 transportation facilities that support large numbers of international, interstate and  
28 interregional trips and give priority to transportation investments anticipated to have the  
29 greatest impact on the state’s economy and quality of life. This emphasis will require a  
30 new approach to how FDOT and other partners assess the performance of the transportation  
31 system, identify potential investments and select projects for funding (see Table 1).

32 To fully realize the potential of the SIS, more emphasis must be placed on regional or  
33 corridor-level planning that coordinates multimodal improvements on many types of  
34 facilities involving many partners. Improvements to the design and operation of individual  
35 SIS facilities will be considered from a broader perspective that considers how well the SIS  
36 serves complete trips from beginning to end. Bottlenecks, safety hazards, security risks and  
37 service constraints will be analyzed systematically to determine which combination of  
38 investments will result in the greatest improvements to the transportation system for  
39 interregional, interstate and international trips.

**Table 1. SIS Provides a New Approach to Planning and Managing Florida’s Transportation System**

	<b>From...</b>	<b>To...</b>
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
Needs and priorities established 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

1 In addition, the SIS is an effort to link Florida’s transportation policies and investments to  
 2 the state’s economic development and growth management strategies. Economic  
 3 diversification is a key priority of the Governor and Legislature and a key goal of Florida’s  
 4 Strategic Plan for Economic Development. In the past, transportation all too often has  
 5 reacted to development activity, either trying to catch up with growth or mitigate its  
 6 impacts on communities and environment. The SIS will be planned in a more proactive  
 7 manner, so that transportation investments support statewide goals related to high-tech job  
 8 growth, trade development, rural development, urban revitalization and environmental  
 9 preservation.

10 The SIS will be a key factor in redefining roles and responsibilities in planning and  
 11 managing Florida’s transportation system. The state will take the lead in planning and  
 12 managing the SIS, and strengthened regional partnerships will provide a structure for  
 13 identifying and implementing regional priorities in both urban and rural areas. The SIS also  
 14 will encourage a new level of partnership between the public and private sectors to plan and  
 15 implement major transportation projects.

## ■ Goals and Objectives

16 FDOT and its partners have developed goals and policy objectives for the SIS to help guide  
 17 decisions about what improvements to make to the SIS. They reflect and support the goals  
 18 of the Florida Transportation Plan and other federal, state and local efforts to implement  
 19 multimodal transportation planning processes.

20 The first goal of the SIS reflects FDOT’s highest priority, *safety*. Recognizing today’s  
 21 global environment, this goal also explicitly acknowledges the importance of enhancing the  
 22 *security* of the transportation system for both passengers and freight.

1 The second SIS goal is consistent with  
2 FDOT’s established commitment to  
3 *preserve* and effectively *manage* existing  
4 transportation infrastructure before  
5 expanding the system. The goal applies to  
6 both transportation infrastructure and  
7 services, in recognition of the value of  
8 maintaining transportation service in all  
9 regions of the state.

10 The third goal emphasizes improvements in  
11 the *mobility* of passenger and freight trips  
12 on Florida’s transportation system from  
13 beginning to end. The quality of travel can  
14 be improved by ensuring smooth and  
15 efficient transfers between modes of travel,  
16 relieving bottlenecks and congestion that cause delays, increasing the reliability of travel  
17 time, and increasing the number of high-speed, high-capacity transportation options  
18 available for passenger and freight trips. Efficient *operations* of the SIS will help FDOT  
19 and its partners make the most of limited transportation funding.

20 The fourth goal of the SIS, *economic competitiveness*, will focus transportation  
21 investments in areas that benefit Florida’s existing businesses and help attract high-wage  
22 jobs and new types of businesses to the state. Enhanced interregional, interstate and  
23 international transportation services will help expand the number of markets that Florida’s  
24 goods and services can reach and expand economic opportunities in rural areas of the state.  
25 These are all goals of Florida’s Strategic Plan for Economic Development.

26 The fifth and final goal relates to initiatives to support *quality of life* goals and minimize  
27 the impacts of the transportation system on the *environment*. The SIS will be planned and  
28 managed in a way that improves coordination between land use and transportation  
29 planning, promotes efficient use of energy, water and other non-renewable resources and  
30 helps improve air quality throughout the state. FDOT is committed to working with other  
31 state agencies and its local and regional partners to ensure that the transportation system  
32 treads lightly on the built and natural environment.

<b>SIS Goals</b>	
1.	A <i>safer</i> and <i>more secure</i> transportation system for residents, businesses and visitors.
2.	Effective <i>preservation and management</i> of Florida’s transportation facilities and services.
3.	Increased <i>mobility</i> for people and for freight and efficient <i>operations</i> of Florida’s transportation system.
4.	Enhanced economic <i>competitiveness</i> and economic <i>diversification</i> .
5.	Enriched <i>quality of life</i> and responsible <i>environmental stewardship</i> .

## ■ SIS Development Process

33 In December 2000, the 2020 Florida Transportation Plan (FTP), the state’s primary  
34 transportation policy framework that is developed by FDOT and its partners, envisioned “a  
35 transportation system that enhances Florida’s economic competitiveness.” In recognition of  
36 rising concerns about system performance and as a culmination of similar calls from many  
37 of FDOT’s partners, the 2020 FTP set a specific objective to establish, construct and  
38 manage Florida’s Strategic Intermodal System.

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1 Key milestones in development of the SIS include the following:

- 2 • May 2001 – FDOT established a Multimodal Team composed of FDOT representatives  
3 of all modes and functional areas and key partners to initiate implementation of the FTP  
4 vision of a strategic intermodal system.
- 5 • February 2002 – FDOT convened a 41-member Steering Committee representing 31  
6 statewide transportation partners to establish policies for determining which  
7 transportation facilities should comprise the SIS.
- 8 • December 2002 – The Steering Committee issued its final report to the Governor,  
9 Legislature and Secretary of Transportation. The Steering Committee recommended  
10 criteria and thresholds for designating key elements of the SIS, as well as guidance to  
11 FDOT and its partners for initiating implementation.
- 12 • July 2003 – Governor Bush signed into law CS/SB 676, which formally established the  
13 SIS and adopted all of the designation policies recommended by the Steering  
14 Committee. The law also created a new Statewide Intermodal Transportation Advisory  
15 Council (SITAC) to advise FDOT on intermodal transportation.
- 16 • July 2004 – Governor Bush signed into law CS/SB 1456, which made all SIS facilities  
17 eligible for state transportation funding, authorized FDOT to allocate at least 50 percent  
18 of discretionary funding for new highway capacity to the SIS and identified revenue  
19 sources for annual SIS funding. In addition, \$100 million was appropriated for the SIS  
20 for fiscal year 2004.
- 21 • August 2004 – Governor Bush announced the funding of 36 SIS projects, with emphasis  
22 on improving connections between SIS hubs and corridors.
- 23 • September 2004 – Secretary of Transportation José Abreu adopted criteria for  
24 designating SIS connectors, based on extensive public and partner input.
- 25 • December 2004 – Secretary of Transportation José Abreu, on behalf of FDOT and all of  
26 its partners, transmitted the initial SIS Strategic Plan to the Governor and Legislature.

27 The SIS is being developed in an open, cooperative manner involving a wide range of  
28 transportation owners, operators, users and other stakeholders. Key partners working with  
29 FDOT to develop the SIS represent all modes of transportation, all levels of government,  
30 economic development organizations, land use and community planning entities and  
31 environmental interests. This partnership is unprecedented in Florida's recent history, and  
32 creates a solid foundation for implementing and improving the SIS over time.

### Key Statewide Partners

1000 Friends of Florida	Florida Public Transportation Association
American Planning Association, Florida Chapter	Florida Rail Association
Defenders of Wildlife	Florida Redevelopment Association
Enterprise Florida, Inc.	Florida Regional Councils Association
Executive Office of the Governor, Office of Tourism, Trade and Economic Development	Florida Space Authority
Florida Airports Council	Florida Trade and Transport Council
Florida Association of Counties	Florida Transportation Builders Association
Florida Bicycle Association	Florida Transportation Commission
Florida Chamber of Commerce	Florida Trucking Association
Florida Council of 100	Floridians for Better Transportation
Florida Department of Community Affairs	Intelligent Transportation Society of Florida
Florida Department of Environmental Protection	Metropolitan Planning Organization Advisory Council
Florida Economic Development Council	Rural Economic Development Initiative
Florida High-Speed Rail Authority	Small County Coalition
Florida Intermodal Transportation Association	Statewide Intermodal Transportation Advisory Council
Florida League of Cities	Transportation and Expressway Authority Membership of Florida
Florida Ports Council	Urban Land Institute, Florida Districts

### What FDOT's Partners Say About the Strategic Intermodal System

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**Governor Jeb Bush, August 2004:** *"The Strategic Intermodal System plays an integral role in Florida's growth management efforts. As we work to balance economic development and environmental needs, the SIS helps us prioritize and link key areas within the state transportation system."*

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9  
**Florida Legislature, Section 339.61, Florida Statutes** *"...it is the intent of the Legislature that the Strategic Intermodal System consist of transportation facilities and services 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."*

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16  
**Florida Transportation Commission, Regional and Intermodal Planning Assessment, December 2003.** *"The Strategic Intermodal System...will set the policy framework and funding strategies necessary to build and maintain Florida's most needed transportation infrastructure...The formal designation of ... the SIS and the Emerging SIS represents the most innovative approach to transportation planning in over a decade...The Florida Department of Transportation should identify the SIS as its top priority and establish sufficient funding for implementation."*

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18  
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20  
**Statewide Intermodal Transportation Advisory Council, December 2003.** *"The SITAC supports development of an aggressive funding strategy for SIS projects that would make the SIS the state's top priority for funding transportation projects that preserve existing capacity or provide additional capacity."*

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1 **Florida Trend, Business Florida 2005:** “Florida’s Strategic Intermodal System is a  
2 network of regional transportation priorities encompassing airports and seaports as well as  
3 roadways. These are key economic development links, and funding is aimed to maximize  
4 traffic capacity and thus enhance competitiveness and economic diversification.”

5 **Florida Chamber Foundation, New Cornerstone, October 2003:** “Florida’s Strategic  
6 Intermodal System will provide a strategic, seamless, statewide transportation system that  
7 will support the state’s competitiveness by focusing resources on critical trade and tourism  
8 corridors and gateways. FDOT and its partners should work with the Legislature to plan,  
9 implement and finance the SIS...”

## ■ System Designation

### Policy Framework

10 Traditionally, transportation systems are planned by mode, by facility and by ownership.  
11 These perspectives all are important, but often they are invisible in the movement of  
12 passengers and freight from point A to point B. The SIS introduces a new approach for  
13 planning transportation, focusing on the function of each element of the system:

- 14 1. **Statewide or interregional significance.** The SIS includes the facilities and services  
15 that play a critical role in moving people and goods to and from other states and  
16 nations, as well as among economic regions within Florida. SIS facilities and services  
17 are those most critical to Florida’s transportation system and economy; generally, they  
18 support the major flows of interregional, interstate and international trips. Emerging  
19 SIS facilities and services are of statewide or interregional significance but do not  
20 currently meet the criteria and thresholds for SIS designation; generally, they serve fast-  
21 growing economic regions and Rural Areas of Critical Economic Concern. The state  
22 will play the lead role in planning and managing the SIS, working with partners.
- 23 2. **Regional significance.** Facilities and services of regional (intercity/intercounty)  
24 significance connect urban, urbanizing or rural areas within multi-county regions. They  
25 also provide connections from regional economic centers to the SIS. Planning and  
26 management of these systems will be led by regional partnerships that augment existing  
27 metropolitan planning organization (MPO) and local government planning activities  
28 and reflect regional priorities.
- 29 3. **Local significance.** Facilities and services of local significance primarily serve local  
30 (intracity/intracounty) trips. Planning and management of local systems will be led by  
31 MPOs, counties or cities through existing planning processes.

32 Examples of each type of facility are shown in Table 2.

**Table 2. Policy Framework for Future Planning and Management of Florida’s Transportation System – Example Facilities**

Statewide and Interregional Significance (SIS and Emerging SIS)	Regional Significance	Local Significance
<ul style="list-style-type: none"> <li>• Major commercial service airports</li> <li>• Major deepwater seaports</li> <li>• Mainline freight and passenger rail lines and terminals</li> <li>• Major waterways and international shipping lanes</li> <li>• Major interstate and interregional highway corridors</li> </ul>	<ul style="list-style-type: none"> <li>• Other commercial service and major reliever airports</li> <li>• Other deepwater and special-generator seaports</li> <li>• Other major regional freight terminals and distribution centers</li> <li>• Regional passenger lines and terminals (e.g., commuter rail, light rail, intercity transit)</li> <li>• Highway and rail corridors serving major regional military bases</li> <li>• Corridors serving as major regional emergency evacuation routes</li> <li>• Other highway, waterway and rail corridors serving major regional economic centers</li> </ul>	<ul style="list-style-type: none"> <li>• General aviation airports</li> <li>• Smaller ports and marinas</li> <li>• Smaller freight terminals and distribution centers</li> <li>• Local passenger terminals and transit systems (e.g., city bus, people mover)</li> <li>• Local bicycle and pedestrian networks</li> <li>• Other emergency evacuation routes</li> <li>• Other roadways, rail lines and waterway corridors</li> </ul>

**System Components**

- 1 The SIS includes three different types of facilities, each of which forms one component of  
2 an interconnected transportation system:
- 3 • **Hubs** are ports and terminals that move goods or people between Florida regions or  
4 between Florida and other markets in the United States and the rest of the world. These  
5 include commercial service airports, deepwater seaports, spaceports, interregional rail  
6 and bus terminals and freight rail terminals.
  - 7 • **Corridors** are highways, rail lines and waterways that connect major markets within  
8 Florida or between Florida and other states or nations.
  - 9 • **Intermodal connectors** are highways, rail lines or waterways that connect hubs and  
10 corridors.

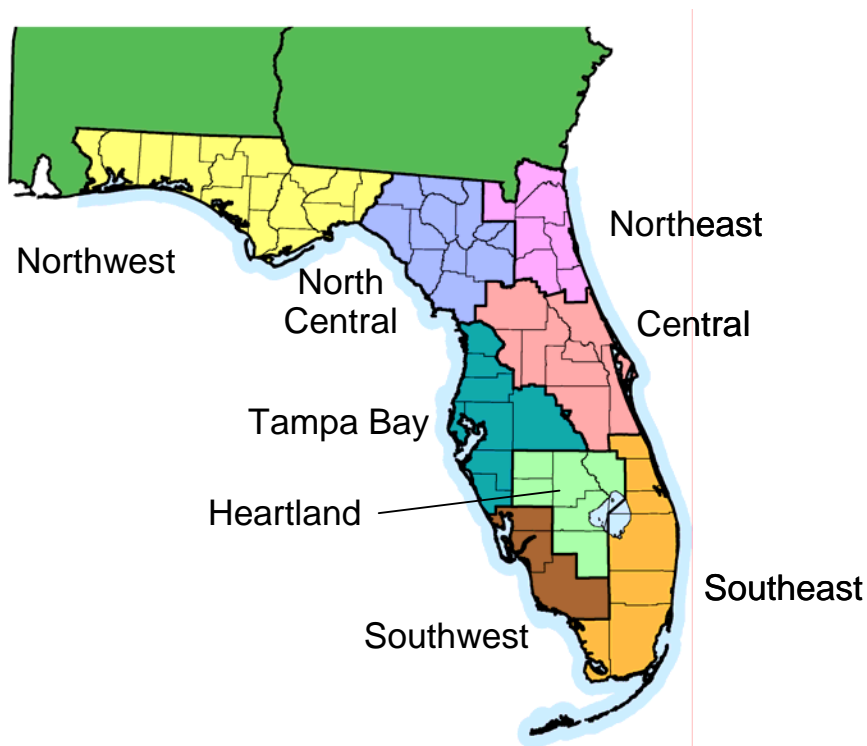
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## Hubs and Corridors Criteria

1 Criteria for designating the SIS hubs and corridors are based on available national or  
2 industry standards for measures of transportation and economic activity, using readily  
3 available data (see Table 3). For example, airport designation is based on the number of  
4 passengers or the total freight tonnage handled by each airport; highway designation is  
5 based on the average number of passenger vehicles and trucks that use the highway each  
6 day. The majority of the criteria are based on percentages of total U.S. activity, so that they  
7 can be easily adjusted to reflect growth or decline in activity levels nationally. The  
8 emphasis is on interregional, interstate and international travel, using the economic region  
9 definitions developed by Enterprise Florida in Florida's Strategic Plan for Economic  
10 Development (see Figure 2).

11 Emerging SIS hubs and corridors are designated using the same measures of transportation  
12 and economic activity as the SIS, but with lower thresholds – typically 20 percent of the  
13 SIS threshold for hubs, and between one-half and two-thirds of the SIS threshold for  
14 corridors. Emerging SIS facilities also are designated based on their ability to serve clusters  
15 of transportation-intensive industries in fast-growing economic regions. For example,  
16 Emerging SIS airports are identified based on the location of industries that require access to  
17 air transportation, such as tourist attractions, universities and high-technology centers.  
18 Emerging SIS facilities also are designated to serve economic development needs in Florida's  
19 Rural Areas of Critical Economic Concern (see Figure 3).

**Figure 2. Florida's Economic Regions**



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Source: Florida's Strategic Plan for Economic Development

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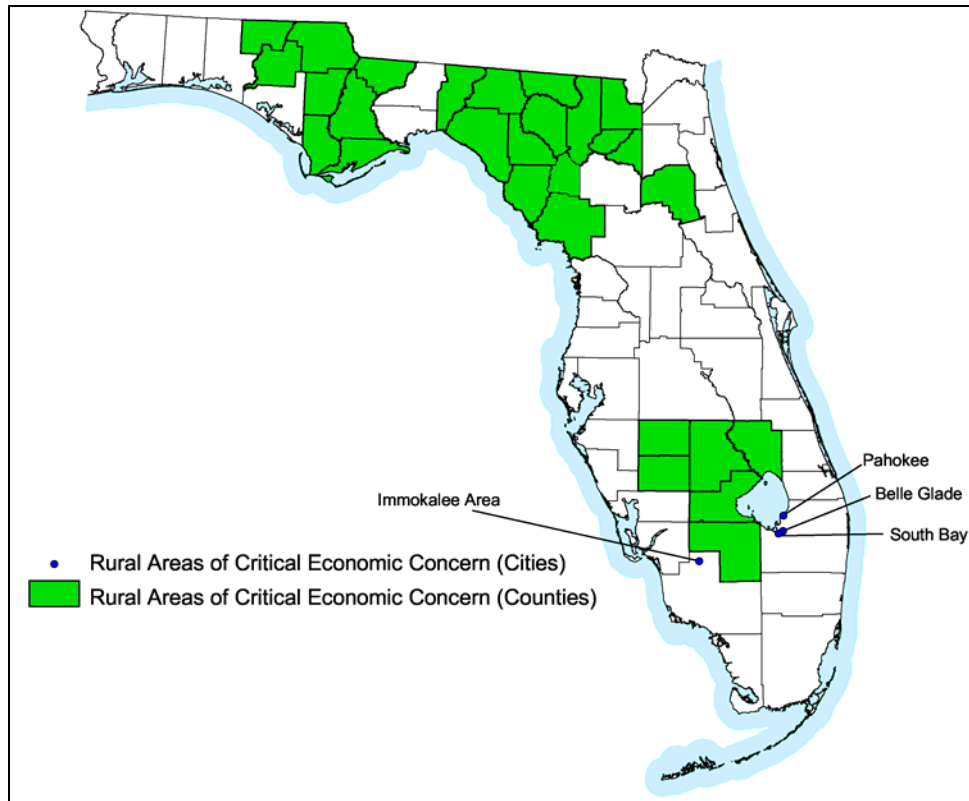
1 **Table 3. Summary of Hubs and Corridors Designation Criteria**

<b>Facility Type</b>	<b>SIS Component</b>	<b>Emerging SIS Component</b>
Commercial Service Airports	0.25% of U.S. activity	0.05% of U.S. activity OR Serves clusters of aviation-dependent industries AND More than 50 miles from SIS airport
Spaceports	Commercial or military payloads	Not applicable
Deepwater Seaports	250,000 passengers OR 0.25% of U.S. freight activity	50,000 passengers OR 0.05% of U.S. freight activity OR Serves clusters of seaport-dependent industries AND More than 50 miles from SIS seaport
Passenger Terminals	100,000 interregional passengers	50,000 interregional passengers OR Serves clusters of population and tourist activity AND More than 50 miles from SIS terminal
Freight Terminals	0.25% of U.S. activity	0.05% of U.S. activity OR Serves clusters of rail-dependent industries AND More than 50 miles from SIS terminal
Passenger Rail Corridors	Existing service OR Phase 1 and 2 high-speed corridors	Not applicable
Freight Rail Corridors	10 million gross ton-miles per track-mile	5 million gross ton-miles per track-mile OR Serves clusters of rail-dependent industries
Waterways	Intracoastal waterways and coastal shipping lanes OR 0.25% of total U.S. traffic	Inland interregional waterway AND 0.05% of total traffic OR Serves clusters of waterborne-dependent industries
Highways <sup>2</sup>	FIHS with 9,000 AADT OR FIHS with 20% truck traffic OR NHS connections to Alabama and Georgia	FIHS with 6,000 AADT OR FIHS with 13% truck traffic (minimum 800 trucks per day) OR SHS serving designated Rural Areas of Critical Economic Concern with 6,000 AADT OR SHS serving designated Rural Areas of Critical Economic Concern with 13% truck traffic (minimum 1,000 trucks per day)

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<sup>2</sup> Highway corridors analyzed in segments bounded by two SIS corridors. SIS highways must meet the criteria for at least 75 percent of segment length. Emerging SIS highways must meet the criteria for at least 50 percent of segment length.

**Figure 3. Rural Areas of Critical Economic Concern**



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Source: Office of Trade, Tourism and Economic Development, Executive Office of the Governor.

3

To ensure that Emerging SIS facilities provide additional connectivity to developing economic regions, rather than provide redundancy to SIS hubs, Emerging SIS hubs can be designated only if they are located greater than 50 miles driving distance from the nearest SIS hub.<sup>3</sup>

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Where choices exist between potential facilities, a series of community and environment screening criteria are applied to help identify the facility with the lower potential impact on the built and natural environment. These criteria consider issues such as impacts of SIS facilities on community livability, land use, air quality, natural resource lands, cultural and historic sites and agricultural areas. Where choices do not exist, these community and environment screening criteria can help mitigate impacts and support appropriate investments that fit in the context of the surrounding community and environment.

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<sup>3</sup> Exceptions to this criterion are possible if the potential Emerging SIS hub serves a different market niche from the nearest SIS hub.

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## Intermodal Connectors

1 Intermodal connectors are intended to provide safe, efficient, reliable, direct access between  
2 SIS and Emerging SIS hubs and the nearest or most appropriate SIS or Emerging SIS  
3 corridor. The connectors are identified based on factors including traffic levels and their  
4 ability to provide high-speed, high-capacity, limited access service in more than one  
5 direction. Each hub generally is served by only one connector, unless the hub is accessed  
6 by more than one mode of transportation; the hub includes multiple terminals with separate  
7 access points; or the hub requires separate entrances for passenger and freight trips.

8 Connections between two corridors or between two hubs also are important for the needs of  
9 particular types of trips – for example, business routes that travel through urban centers, or  
10 transit services that link airports to bus terminals. These facilities and services generally  
11 are of regional significance. As high-capacity, high-speed, fixed-guideway transit systems  
12 are introduced in more parts of the state, FDOT will determine whether any of these  
13 systems carry such a substantial flow of interregional passengers that they should be  
14 considered for designation on the SIS in the future.

### Connector Designation Criteria

16 Connect to the nearest or most appropriate SIS or Emerging SIS corridor.

17 Choose among multiple potential connectors based on frequency of use for interregional  
18 passengers or freight; ability to provide high-speed, high-capacity, limited access service;  
19 most direct access; and ability to provide two-way directional movement.

20 Designate more than one connector to a single hub when the hub meets both freight and  
21 passenger thresholds, has separate terminals or serves more than one mode.

22 Designate both an existing constrained and a planned future connector when the planned  
23 connector is funded in an adopted cost feasible plan.

24 Identify connectors with potential community and environmental impacts for more detailed  
25 study with resource agencies and community partners.

## Provisional Facilities

26 A planned facility can be designated as part of the SIS before it is operational if it is  
27 projected to meet all applicable criteria and thresholds, if partners have reached consensus  
28 in support of the facility, and if the facility is financially feasible. Such planned facilities  
29 will be designated on a provisional basis until they are operational and have demonstrated  
30 that they meet the adopted criteria and thresholds. Examples of planned facilities  
31 included in the SIS on a provisional basis include the planned interregional passenger  
32 terminals in Jacksonville and Miami, State Road 9B in the Jacksonville area, the Western  
33 Beltway Part C in Orlando and the Crosstown Connector between Interstate 4, the Lee Roy  
34 Selmon Expressway and the Port of Tampa.

## Designation Criteria for Planned Future Facilities

**Criteria and Thresholds:** The planned facility or service is projected to meet all applicable SIS or Emerging SIS criteria and thresholds within the first year of operation, based on acceptable forecasts that reflect national or industry standards.

**Partner Consensus/Record of Decision:** The appropriate partners have reached consensus on the implementation of the planned facility or service, as demonstrated by an interagency record of decision or comparable process.

**Financial Feasibility:** The planned facility or service is financially feasible, as demonstrated by inclusion in the appropriate FDOT and partner cost feasible plans, work programs and/or capital improvement plans, or by a joint participation agreement between FDOT and the appropriate partners.

## System Summary

Figure 4 identifies the designated SIS and Emerging SIS hubs, corridors and connectors as of October 15, 2004. Tables 4 and 5 summarize the extent and significance of the designated SIS and Emerging SIS facilities. *Florida's Strategic Intermodal System Atlas* provides detailed maps and lists of SIS and Emerging SIS facilities statewide and by economic region and trade corridor.

**Table 4. Summary of Designated SIS and Emerging SIS Facilities<sup>4</sup>**

Facility Type	SIS	Emerging SIS
Commercial service airports	7	9
Spaceports	1	0
Deepwater seaports	7	3
Rail freight terminals	5	2
Passenger terminals	25	7
Rail corridors (miles)	1,700	390
High-speed rail	Initial phases	None
Waterways (miles)	1,100	300
Highways (miles)	3,500	700
Intermodal connectors	76	27

<sup>4</sup> The designated facilities include 2 provisional SIS passenger terminals, 26 miles of provisional SIS highways and 7 provisional SIS intermodal connectors.

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**Figure 4, Statewide Map of SIS Hubs, Corridors and Connectors**

Click here to link to:  
Statewide Map of SIS Hubs, Corridors and Connectors (pdf file - 2401 kb)

**Table 5. Significance of Designated SIS and Emerging SIS Facilities**

<b>Facility Type</b>	<b>SIS</b>	<b>Emerging SIS</b>
Commercial service airports <i>Percent of all Florida enplanements</i> <i>Percent of all Florida air cargo tonnage</i>	93% 98%	6% 1%
Spaceports <i>Percent of all launch activity</i>	100%	0%
Deepwater seaports <i>Percent of all waterborne freight tonnage</i> <i>Percent of all home-port cruise passengers</i>	98% >99%	2% <1%
Rail freight terminals <i>Percent of all intermodal rail freight tonnage</i>	85%	15%
Interregional passenger terminals <i>Percent of all interregional passengers</i>	70%	6%
Rail corridors <i>Percent of all interregional rail passengers</i> <i>Percent of all freight rail tonnage</i>	100% >90%	0% <10%
Waterways <i>Percent of all waterborne freight on coastal and international shipping routes</i> <i>Percent of all waterborne freight on inland interregional waterways</i>	100% 0%	0% 100%
Highways <i>Percent of all traffic on State Highway System</i> <i>Percent of all truck traffic on State Highway System</i>	51% 65%	3% 3%

**Future Designation Updates**

- 1 As authorized by the Legislature, the Secretary of Transportation will periodically add or  
2 delete facilities from the designated SIS hubs, corridors and connectors. This will be  
3 accomplished through one of three processes:
- 4 1. **Comprehensive Updates.** A comprehensive statewide reevaluation of the SIS will  
5 occur at regularly scheduled intervals no less than every five years, typically  
6 subsequent to the five-year update of the Florida Transportation Plan. This process will  
7 include review of and updates to the SIS goals, objectives and policies; the designation  
8 criteria and thresholds; and the SIS Strategic Plan. This update will occur through an  
9 inclusive process involving key partners. This process will produce an updated map  
10 and list of the SIS facilities and services for adoption by the Secretary.
  - 11 2. **Systemwide Review.** FDOT will conduct an annual systemwide review of all  
12 transportation and economic activity data associated with the adopted SIS criteria and  
13 thresholds to determine if any additional hubs and corridors now meet the established

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1 criteria (or if any designated facilities no longer meet the criteria). This process will  
2 identify hubs, corridors and connectors that now meet (or do not meet) the criteria  
3 because they now are operational or because their level of activity has changed  
4 significantly. Potential designation changes will be recommended to the Secretary  
5 based on the new data, with opportunity for partner input. This process will be  
6 completed each fall in time for FDOT’s annual process for selecting new projects for  
7 funding.

- 8 3. **Interim.** At any time partners can submit applications to FDOT to suggest potential  
9 designation changes related to exceptions, major events or changes in data. These  
10 applications will be subject to technical review by FDOT staff and partners. This  
11 process will enable FDOT to respond to partner requests on a near-real time basis.

12 The comprehensive update process will provide an opportunity to reexamine all of the  
13 criteria and thresholds in light of changes in economic activity, transportation technologies  
14 and available data. In particular, consideration will be given in future updates to  
15 emphasizing criteria that are fully based on trips rather facilities – that is, designating those  
16 highways, rail lines and waterways that carry the largest number of interregional trips,  
17 rather than simply those that physically connect two economic regions. In addition, this  
18 process will enable the inclusion of other types of facilities that might become more  
19 significant in the future, such as “inland ports” and other types of freight terminals, new  
20 types of exclusive-use facilities such as truckways or busways, or new technologies that are  
21 not even dreamed of today.

## ■ Determining SIS Investment Needs

22 Although the SIS represents a new way of planning and funding transportation  
23 improvements in Florida, one fact is not expected to change: Florida’s transportation needs  
24 will continue to exceed the limited amount of funding available for transportation  
25 investment. Therefore, FDOT must be more strategic in how it spends limited resources on  
26 improvements to the transportation system and must engage its partners in a coordinated  
27 approach to plan and fund transportation improvements.

28 Florida’s transportation system is one of the most complex and extensive in the nation.  
29 FDOT owns and operates the State Highway System, which includes the vast majority of  
30 SIS highways, but FDOT does not own or operate any of the other facilities that make up  
31 the SIS. A large and diverse group of stakeholders is involved in planning and funding  
32 transportation improvements on SIS facilities. As the SIS continues to develop, FDOT  
33 must strengthen existing relationships and form new partnerships with organizations that  
34 traditionally have not had a large role in planning improvements to the transportation  
35 system. These partnerships will offer new and enhanced opportunities to coordinate  
36 transportation planning and jointly fund transportation improvements.

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## Linking the SIS with Regional and Local Transportation Systems

1 The SIS will support complete end-to-end trips only if it is linked effectively to regional and local  
2 transportation systems. Just as FDOT and statewide partners have accomplished on the SIS,  
3 regional partners should define systems of regional significance within the context of their common  
4 goals and ensure their connectivity to the backbone provide by the SIS. These facilities should  
5 include:

- 6 • Regional transportation corridors such as highway, waterway, rail and regional transit corridors  
7 serving major regional commercial, industrial or medical facilities; and
- 8 • Regional transportation hubs such as passenger terminals (e.g., commuter rail, light rail,  
9 intercity transit, intermodal transfer centers), commercial service and major reliever airports,  
10 deepwater and special generator seaports and major regional freight terminals and distribution  
11 centers.

12 Regional transportation decision-making should be enhanced to ensure that resources are made  
13 available to projects that contribute to overall state economic growth, provide connections to the SIS  
14 and provide access to regional activity centers.

15 Key opportunities for coordination between the SIS and regional or local transportation facilities  
16 include the following:

- 17 • **Access to military bases:** The Governor’s Advisory Council and the Florida Defense Alliance  
18 have identified 21 military bases and three unified commands in Florida that are managed by  
19 the U.S. Department of Defense, of which 12 bases are of critical concern. All 12 of these  
20 critical bases are either directly located on the SIS or connected to the SIS via the U.S.  
21 Department of Defense’s Strategic Highway Network (STRAHNET) or Strategic Rail Corridor  
22 Network (STRACNET). These STRAHNET or STRACNET facilities serving key bases should  
23 be identified as regionally significant facilities.
- 24 • **Emergency evacuation routes:** Much of Florida is susceptible to natural hazards such as  
25 hurricanes, floods and wildfires that periodically require the emergency evacuation of afflicted  
26 areas. Florida’s emergency evacuation route system was established by the Florida Department  
27 of Community Affairs (DCA) based on the predicted travel patterns of residents and the  
28 functional effectiveness of transportation routes. Planning for evacuation routes that also are  
29 designated SIS routes should be coordinated with DCA and the appropriate regional and local  
30 partners to ensure that the entire system can function effectively in times of emergency. Other  
31 critical evacuation routes should be evaluated to determine if they are regionally significant  
32 facilities.
- 33 • **Regional freight networks:** While the SIS includes the state’s most strategic highways, rail  
34 lines and freight terminals, there are other freight routes, terminals and distribution centers that  
35 are crucial for completing door-to-door freight movements between the shipper and receiver.  
36 Identifying these regionally significant freight facilities and coordinating these routes with the  
37 SIS can improve freight transportation in Florida and thereby enhance the state’s economic  
38 competitiveness.
- 39 • **Transit, bicycle and pedestrian facilities:** For SIS hubs with significant passenger volumes,  
40 transit, bicycle and pedestrian services can be key elements in a fully interconnected  
41 transportation system. Transit, bicycle and pedestrian routes provide connectivity between the  
42 SIS and local economic centers such as downtown areas and tourist attractions. They often are  
43 welcome alternatives to highway travel, especially for out-of-town visitors. FDOT will work  
44 with its regional and local partners to identify regionally significant transit routes and consider  
45 transit, bicycle and pedestrian access needs at SIS passenger hubs.

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1 The process for determining which SIS investments will be funded by FDOT and its  
2 partners can be broken into three stages, as shown in Table 6.

- 3 1. FDOT will work with its partners to determine investment *needs* based on the  
4 performance of the transportation system relative to the goals and objectives of the SIS.
- 5 2. FDOT and its partners will gather detailed information about each proposed investment  
6 to help determine which should be the highest *priorities* for the limited funding that is  
7 forecast to be available in the future.
- 8 3. From the prioritized list of projects, FDOT will select *projects* for funding as part of its  
9 five-year work program. FDOT also will encourage work partners to fund specific SIS  
10 projects from their capital budgets.

11 Florida law directs FDOT, in cooperation with its partners, to report what investments are  
12 needed to implement the SIS. In response, FDOT and its partners have begun a  
13 comprehensive assessment of needs on all SIS and Emerging SIS facilities in preparation  
14 for the development of a SIS Needs Plan.

15 As an initial step in this process, FDOT has worked with its partners to compile a list of all  
16 investment needs that have been identified on SIS and Emerging SIS facilities. A “need”  
17 can be defined as a transportation improvement that has been identified on the basis of  
18 accepted and adopted standards and other assumptions, and has been documented in a  
19 formal long-range or master plan. Table 7 summarizes these preliminary investment needs  
20 by element of the SIS.<sup>5</sup>

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<sup>5</sup> Needs estimates shown in Table 7 are based on the best available information from statewide modal plans, metropolitan planning organization long-range transportation plans, transportation facility master plans and other partner plans as of January 2004. The cost estimates include existing needs as identified in each plan. Only limited efforts have been made to date to identify and address incomplete and outdated information and to reduce inconsistency and duplications among partner plans. Additional needs that have been proposed by partners but have not been fully evaluated are not included in these estimates. Updated cost estimates will be provided in the adopted SIS Strategic Plan in December 2004.

**Table 6. Summary of SIS Planning and Programming Framework**

	<b>SIS Needs</b>	<b>SIS Priorities</b>	<b>SIS Projects</b>
<b>Description</b>	Proposed investments or combinations of investments on all types of SIS facilities that are necessary to address current or future deficiencies in the SIS	Investments in SIS facilities that most effectively advance SIS goals and objectives and can be implemented in the next 10 or 20 years given funding constraints	Investments in SIS facilities that are approved for funding by FDOT or its partners
<b>Inputs</b>	<ul style="list-style-type: none"> <li>• All FDOT and partner plans that include needs on SIS facilities</li> <li>• Multimodal corridor plans that coordinate multiple improvements among a group of facilities</li> <li>• Technical assessments of the performance of SIS facilities</li> <li>• Forecasts of population and economic growth and future development patterns</li> </ul>	<ul style="list-style-type: none"> <li>• SIS Needs Plan</li> <li>• Technical assessments of the ability of each investment to meet the SIS goals</li> <li>• Forecasts of revenue available from federal, state and local sources and private-sector contributions</li> </ul>	<ul style="list-style-type: none"> <li>• SIS Cost Feasible Plan</li> <li>• Technical assessments of the ability of each project to meet the SIS goals</li> <li>• Actual funding allocations by Florida Legislature</li> <li>• Funding commitments by FDOT’s partners and partnership agreements (other funding sources)</li> </ul>
<b>Products</b>	SIS Needs Plan with defined horizon year, financially unconstrained	SIS Cost Feasible Plan, with 10- and 20-year components, constrained by revenue projections	<p>5-year list of projects matched with funding and incorporated into FDOT work program</p> <p>Annual or multi-year list of projects matched with funding and incorporated into partner capital programs</p>
<b>Roles</b>	Led by FDOT, with public and partner involvement	Led by FDOT, in coordination with partners and with opportunities for public comment	<p>Internal FDOT process (state transportation funding sources)</p> <p>Partner processes for other SIS funding sources</p>
<b>Milestones</b>	<p>2004: Initial needs compilation and policy guidance</p> <p>2005: Refined need list for initial SIS Needs Plan</p> <p>2006-2009: 20-year SIS Needs Plan, updated on an regular basis</p>	<p>2004: High-level policy guidance</p> <p>2005: Initial 10-year lists of recommended priorities</p> <p>2006-2009: SIS Cost Feasible Plan, with 10- and 20-year components, updated on a regular basis</p>	<p>2004: Projects for FY 04/05 FDOT funding, emphasizing connectors; projects for new FDOT Tentative Work Program, covering FY 05-10</p> <p>2005: Refined project selection process for SIS funding, with adjustments to work program</p> <p>2006-2009: New multimodal selection process for SIS funding</p>

**Table 7. Preliminary Estimate of Investment Needs on SIS and Emerging SIS Facilities**

System Component	Preliminary Estimate of Investment Needs (\$ Millions)	Comments
Commercial service airports	\$12,000	Estimates are derived from 2,300 needs listed in plans and project proposals from FDOT, public and private partners. Projects in FDOT's adopted Work Program are not included in the estimates. The following issues will be resolved in future updates and enhancements to the list of SIS needs: <ul style="list-style-type: none"> <li>• Inconsistent assumptions and performance measures used in various source plans;</li> <li>• Insufficient or no cost data for many needs;</li> <li>• No information available for some facilities, especially those managed by the private sector; and</li> <li>• Limited information on SIS hubs and connectors.</li> </ul>
Spaceports	160	
Deepwater seaports	3,000	
Passenger terminals	2,000	
Rail freight terminals	3	
Rail corridors	3,000	
High-speed rail	8,000	
Waterways	60	
Highway corridors	33,000	
Intermodal connectors	3,000	

- 1 The preliminary list of SIS needs includes information from:<sup>6</sup>
- 2 • The Florida Intrastate Highway System 2020 Needs Plan;
- 3 • Project information in the Florida Aviation System Plan, which is updated on a
- 4 continuous basis, from July 2004;
- 5 • Needs identified in the 2002 update of the Florida Rail System Plan and the 2004 High-
- 6 Speed Rail Authority Report to the Legislature;
- 7 • Seaport master plans and information from specific requests for information on seaport
- 8 needs provided by the Florida Seaport Trade and Economic Development (FSTED)
- 9 Council;
- 10 • Other identified needs on SIS connectors drawn from MPO plans and other partner
- 11 plans; and
- 12 • Other needs on SIS hubs and corridors identified by FDOT's partners.

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<sup>6</sup> A complete list of source documents can be found in *Preliminary Investment Needs on Florida's Strategic Intermodal System*, which will be published under separate cover in November 2004 with an updated need estimate..

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1 A substantial amount of work has been accomplished in developing this list to help ensure  
2 it contains transportation investment needs that are strategically important to the state, and  
3 to eliminate as many inconsistencies and redundancies as possible. However, because the  
4 SIS establishes a new approach to transportation investment in Florida, many of the prior  
5 cost estimates need to be updated. Therefore, the cost estimates presented in the SIS  
6 Strategic Plan are aggregate totals by type of transportation facility rather than a list of SIS  
7 needs with detailed cost estimates. A complete needs list with individual cost estimates  
8 will be developed in 2005.

9 In addition, the many sources of information that were used to develop the preliminary SIS  
10 needs list forecast needs at different points in the future and in different base-years for  
11 dollars. During the implementation of the SIS, the various offices within FDOT that  
12 perform planning for SIS facilities will migrate to a common set of forecasts and thus will  
13 achieve greater consistency in their needs assessments. FDOT also will encourage its  
14 partners to use the same forecast information to determine needs.

15 To be consistent with the relative roles of the SIS goals, the preliminary list includes  
16 investment needs that primarily address mobility, operational performance, economic  
17 competitiveness and economic diversification. However, not all of the needs in the list will  
18 be eligible for FDOT funding, and not all those that are eligible will be funded entirely by  
19 FDOT. Some may be funded by FDOT, some may be funded through agreements between  
20 FDOT and its partners, and others may be funded entirely by partners. The cost estimate  
21 reflects all of the needs, regardless of how they may be funded.

22 As FDOT worked with partners to compile the preliminary list of SIS investment needs,  
23 other deficiencies on SIS facilities were identified. Needs that primarily address safety,  
24 security and preservation of SIS facilities, which primarily are funded out of other sources,  
25 were identified for coordination purposes. Still other capacity and operational needs have  
26 been identified by FDOT and its partners, but have not yet been analyzed enough to  
27 estimate their cost, or there is not consensus among FDOT and its partners regarding  
28 whether the investment should move forward.

29 These other deficiencies were not included in the cost estimate, but accompany the  
30 preliminary SIS needs list to provide additional information that can be used in the future  
31 development of a formal SIS Needs Plan. The list of other identified deficiencies can be  
32 used to promote coordination and cooperation between FDOT and its partners as they plan  
33 and implement projects on SIS facilities.

34 FDOT and its partners will use the preliminary SIS needs list and the list of other identified  
35 deficiencies as a starting point for the development of a comprehensive SIS Needs Plan.  
36 The SIS Needs Plan will encompass:

- 37 • Improvements that benefit both passenger and freight movement in all modes;
- 38 • Improvements on all types of facilities, including added capacity, safety and security  
39 enhancements, major preservation activities and operational improvements that  
40 incorporate new and existing technologies and management strategies;

- 
- Investment needs on all SIS and Emerging SIS facilities, whether owned by FDOT or its public- and private-sector partners, regardless of who will fund the investment; and
  - Recommendations for investments in new transportation facilities, or for new uses of existing facilities, such as introduction of passenger rail service on a corridor now used exclusively for freight purposes.

The comprehensive SIS Needs Plan will provide a complete list of investment needs on SIS and Emerging SIS facilities—no matter who is funding the project, or whether funding is even available. The SIS Needs Plan will enable better coordination among various types of projects on various facilities that in the past have been planned, funded and implemented by different organizations on different schedules.

A comprehensive SIS Needs Plan can help FDOT and its partners better define SIS investment needs and develop combinations of transportation solutions affecting interrelated facilities through a collaborative process. For example, if an airport is planning a major capacity expansion, FDOT and the airport authority might identify the need for improvements to the SIS connector providing access to the airport. When the capacity of the connector is expanded, safety or other operational improvements might be scheduled at the same time to minimize costs and disruptions to passengers and freight using the connector.

A more inclusive plan also will help FDOT coordinate with appropriate agencies to assess the economic, land use, community and environmental impacts of proposed investments early in the planning process. Early assessments of an investment’s impacts can help identify fatal flaws in a proposed project or ensure that supportive policies are in place. In the case that a fatal flaw is identified, FDOT can identify alternative investments that might be more appropriate to satisfy a particular transportation need.

To develop, enhance and implement the SIS Needs Plan, FDOT will:

- Work with MPOs, counties, cities, transportation authorities, economic development organizations, the private sector and other partners to compile and maintain a list of all transportation investment needs involving SIS facilities. Needs identified in new and updated transportation plans will be incorporated as information becomes available.
- Improve consistency among partner plans with regard to SIS needs. In the future, every FDOT plan and, ideally, every partner plan, will share a common forecast or horizon year of at least 20 years from the date of plan adoption to enable more effective coordination. The specific types of information used to define a transportation “need” also will become more consistent across partners.
- Collect information about the SIS and its components to determine how well the system meets the goals and objectives established in the SIS Strategic Plan, and how this performance may improve or deteriorate in the future, using standard measures.
- Determine how anticipated statewide and regional population growth will affect which transportation investments will be needed, where they will be needed and when they will be needed.

- 
- 1 • Identify problem areas that prevent efficient and safe travel on SIS facilities, which may  
2 include bottlenecks, safety hazards and locations where particular types of vehicles  
3 cannot pass because they are too large or too heavy.
  - 4 • Determine the most effective solutions or combinations of solutions that address these  
5 identified deficiencies.
  - 6 • Periodically review and update the Needs Plan based on changing conditions and  
7 partner input.

8 One of the important aspects of the needs identification process will be the development of  
9 “multimodal corridor plans,” which group together multiple types of transportation  
10 facilities and help identify transportation needs and proposed solutions from a regional or  
11 statewide perspective. These plans will be developed for eight Statewide Transportation  
12 Corridors as defined in by Florida Law, as well as for three Rural Access Networks  
13 corresponding to the Rural Areas of Critical Economic Concern.

#### 14 **Multimodal Corridor Plans and Rural Access Plans**

15 The Florida Legislature has identified eight **statewide transportation corridors**, which are to  
16 provide for “the efficient movement of significant volumes of intrastate, interstate and  
17 international commerce by seamlessly linking multiple modes of transport.” FDOT has assigned  
18 SIS facilities to each of the statewide transportation corridors,<sup>7</sup> and will develop **multimodal**  
19 **corridor plans** for each corridor. FDOT and its partners will be able to use the corridor plans as  
20 tools to help identify interregional transportation needs involving the multiple types of  
21 transportation corridors, hubs and connectors that make up the SIS.

22 In addition to the eight statewide transportation corridors, FDOT has developed three **rural**  
23 **access networks** corresponding to the three Rural Areas of Critical Economic Concern identified  
24 by the Governor. For each rural access network, FDOT will work with its rural partners to  
25 identify specific rural area transportation needs on SIS facilities. These **rural access plans** also  
26 will facilitate coordination with economic development initiatives in rural areas.

27 The contents of multimodal corridor plans and rural access plans will vary by corridor and may  
28 change over time. The corridor plan could simply include broad assessments of needs in the  
29 corridor and propose a wide range of potential multimodal solutions to address the needs. Or,  
30 the plan could be more detailed, and serve as an initial effort to determine how investments could  
31 be funded and which investments or combinations of investment in the corridor should be the  
32 highest priority for FDOT and its partners. These potential contents and methodologies for  
33 developing these plans will be further refined during the implementation of the SIS. FDOT will  
34 work with partners in each transportation corridor and rural access network to determine how  
35 each plan should be developed.

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<sup>7</sup> Maps of each multimodal corridor are available in *Florida’s Intermodal System Atlas*, which accompanies this document.

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## ■ Setting Priorities

1 The SIS Needs Plan and the multimodal corridor plans will contain lists of investment  
2 needs on all SIS and Emerging SIS facilities that are not limited by available funding.  
3 However, FDOT and its partners have real and often severe limitations on the amount of  
4 money they can spend on transportation improvements. After the SIS Needs Plan is  
5 developed, the next step will be to determine which needs should be the highest priorities  
6 for transportation funding.

7 Each partner in the SIS planning process will have its own ideas for which projects should  
8 be the highest priorities for SIS investments. FDOT’s goal will be to build consensus  
9 among its partners regarding how the state’s portion of SIS funding should be spent. As  
10 part of this process, FDOT also will provide feedback to its partners regarding how their  
11 own funding strategies will affect SIS facilities.

12 The process for setting investment priorities for the SIS will be driven by policy and  
13 supported by data. When determining how each project’s priority should be, FDOT will  
14 use three types of information to support its decision-making process:

- 15 • How well the project meets the goals and objectives of the SIS. FDOT and its partners  
16 have developed policy objectives corresponding to each SIS goal. During SIS  
17 implementation, FDOT and its partners will determine what characteristics of a project  
18 will make it a higher priority for SIS funding. For example, if one objective of the SIS  
19 is to better integrate and connect different modes of travel, a project that eliminates  
20 turning restrictions on a SIS connector and reduces travel time between a hub and a  
21 corridor might have a high priority for funding, depending on how well it meets other  
22 goals and objectives. If another objective is to eliminate bottlenecks and reduce  
23 unnecessary delay, a project that provides a separated entrance and dedicated lane for  
24 safe and secure trucks serving a seaport might be a high priority for funding. Examples  
25 of prioritization factors corresponding to each goal are listed in Table 8.
- 26 • How much of the state’s SIS funding will be required to implement the project. Both  
27 the project’s total cost and the amount of funding being contributed to the project by  
28 FDOT’s partners will be used to help determine the project’s priority.
- 29 • Whether FDOT’s partners have reached consensus that the project should move  
30 forward. Affected jurisdictions may adopt resolutions in support of the project, and all  
31 stakeholders will have an opportunity to provide input to FDOT through its public and  
32 partner involvement process.

33 FDOT will establish project priorities from a statewide perspective, with an emphasis on  
34 interregional, interstate and international travel. Priorities also will be established from a  
35 systemwide perspective, with emphasis on the most effective solution for the entire system  
36 rather than any individual mode or facility. To accomplish these goals, FDOT will work  
37 with partners to develop and implement a detailed prioritization process with specific  
38 measures and methodologies that address all SIS goals and objectives. Priorities will be  
39 established for SIS and Emerging SIS projects in a unified manner.

**Table 8. Prioritization Factors**

Goal	Prioritization Factors
1. A <i>safer</i> and <i>more secure</i> transportation system for residents, businesses and visitors.	<p>Extra weight for SIS projects that provide secondary benefits by improving safety and security. These may include projects that:</p> <ul style="list-style-type: none"> <li>• Prevent incidents or facilitate incident response</li> <li>• Focus on high-risk facilities</li> <li>• Help meet national or industry safety or security standards</li> </ul>
2. Effective <i>preservation and management</i> of Florida’s transportation facilities and services.	<p>Extra weight for SIS projects that provide secondary benefits by preserving existing infrastructure and services. These may include projects that:</p> <ul style="list-style-type: none"> <li>• Eliminate structural or functional deficiencies</li> <li>• Eliminate size, height and weight obstacles</li> <li>• Preserve or enhance the ability of the SIS to serve its intended function of supporting interregional, interstate and international travel</li> </ul>
3. Increased <i>mobility</i> for people and for freight and efficient <i>operations</i> of Florida’s transportation system.	<p>Primary factors for influencing prioritization and project selection. Priority will be given to those projects that, through added capacity, new technology or more efficient operations:</p> <ul style="list-style-type: none"> <li>• Improve off-hub and on-hub connections</li> <li>• Eliminate bottlenecks and unnecessary delay</li> <li>• Improve travel time reliability</li> <li>• Support modal choices for interregional travel</li> <li>• Support growth in interregional travel</li> </ul>
4. Enhanced economic <i>competitiveness</i> and economic <i>diversification</i> .	<p>Primary factors for influencing prioritization and project selection. Priority will be given to those projects that:</p> <ul style="list-style-type: none"> <li>• Support statewide goals related to economic diversification and targeted industries</li> <li>• Support statewide economic growth but not the transfer of jobs or economic activity between regions within Florida</li> <li>• Reduce transportation and logistics costs</li> <li>• Improve access to worker, supplier and customer markets</li> <li>• Improve access to rural areas</li> <li>• Support growth in trade and tourist flows</li> </ul>
5. Enriched <i>quality of life</i> and responsible <i>environmental stewardship</i> .	<p>Proactive screening to ensure that SIS projects support community and environmental goals. Priority will be given to those projects that:</p> <ul style="list-style-type: none"> <li>• Demonstrate a regional approach to coordinated transportation, land use and economic development planning</li> <li>• Reflect appropriate land uses around SIS facilities, including effective preservation of right-of-way</li> <li>• Incorporate design and access levels appropriate to the community and environment in which they are located</li> <li>• Enhance or at least not degrade the built and natural environment</li> </ul>

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1 Although the five goals of the SIS are intended to guide the types of improvements FDOT  
2 and its partners make in the SIS, projects that have a primary emphasis on safety, security  
3 and preservation will continue to be covered by existing programs and funding sources.  
4 Therefore, while many projects funded by the SIS may improve transportation safety and  
5 security or help preserve the transportation system, the primary emphasis of SIS funding  
6 will be on those projects that increase mobility for people and freight, increase the system's  
7 reliability and efficiency and enhance Florida's economic competitiveness. The  
8 prioritization process will reflect the relative importance of these goals.

9 The process for determining SIS priorities will be transparent, so that all stakeholders can  
10 understand how and why FDOT sets its priorities and makes investment decisions. Partners  
11 and stakeholders will have an opportunity to influence the process by providing additional  
12 information and data regarding investment needs and impacts, adopting policies and  
13 resolutions demonstrating local support for the project or contributing funding to a project.

14 The product of the prioritization process will be a SIS Cost Feasible Plan, which is so-  
15 named because the estimated costs will be balanced with reasonable estimates of future  
16 funding for the SIS from FDOT and its partners. The SIS Cost Feasible Plan will be  
17 updated regularly and will be divided into two components, as mandated by the Florida  
18 Legislature:

- 19 1. The first component will cover priorities for 10 years from the date of adoption. Within  
20 this component, projects will be matched with projections of available funding sources.  
21 Project-related information, including funding availability, will be most detailed for  
22 projects in these first 10 years.
- 23 2. The second component will list priorities for years 11 through 20 after the date of  
24 adoption. The number of projects included in this second component will be limited by  
25 the amount of funding that is expected to be available over the 20-year plan horizon, but  
26 the ranking of projects will not be as well-defined as in the first component due to  
27 inherent uncertainties in funding projections.

## ■ Selecting Projects for SIS Funding

28 State law requires FDOT to develop a five-year work program, which is a list of all  
29 transportation projects and planned expenditures by FDOT over the next five fiscal years.  
30 Each year, when the Legislature approves the next fiscal year's budget, FDOT makes  
31 adjustments to its work program to reflect the approved budget. In addition, each year as  
32 projects advance one year in the work program, FDOT must select new projects for the new  
33 fifth year of the work program and make adjustments to projects listed in the other years  
34 based on near-term projections of available revenue.

35 SIS projects are only one component of the work program, which consists of projects  
36 funded through all of FDOT's revenue sources. The SIS Cost Feasible Plan will be the  
37 primary source of SIS projects that are selected for the work program but fluctuations in

1 actual budgets and unanticipated opportunities and issues may result in differences between  
2 the work program and the SIS Cost Feasible Plan.

3 SIS projects will be selected for funding based on:

- 4 • The extent to which the project meets the goals and objectives of the SIS;
- 5 • The project's cost and availability of partner financial contributions;
- 6 • The "readiness" of the project, as measured by whether partners have agreed for the  
7 project to advance to the next phase of the project planning and delivery process  
8 (planning, design, right-of-way purchase, construction or operation) and how far along  
9 the project is in that process;
- 10 • A balance of quick fix, operational improvements and longer-term capacity  
11 investments;
- 12 • A reasonable distribution of investments between SIS and Emerging SIS facilities and  
13 among regions of the state.

14 In 2004, before the SIS Strategic Plan was adopted, the Legislature appropriated \$100  
15 million for the SIS. FDOT selected 36 projects on SIS and Emerging SIS connectors  
16 throughout the state.

#### 17 **2004 Connector Projects**

18 In August 2004, Governor Jeb Bush announced the selection of 36 projects on SIS and  
19 Emerging SIS connectors, funded with a \$100 million appropriation to the SIS by the 2004  
20 Florida Legislature. The projects were selected to provide immediate relief and reduce  
21 delays on SIS connectors around the state. FDOT worked closely with its partners to  
22 identify connector projects for funding in the state fiscal year that began July 1, 2004.  
23 Funding for these SIS connector projects supplemented funding for other transportation  
24 projects in the FDOT work program.

25 Examples of SIS projects funded in 2004 include:

26 *State Route 329 (Main Street), Gainesville* – Connector between SR-331 and Gainesville  
27 Greyhound Bus Terminal. Design raised median to remove continuous center turn lane to  
28 improve safety and operations from Depot Avenue to SW 16<sup>th</sup> Avenue (\$100,000).

29 *State Route 818 (Griffin Road), Dania* – Connector between I-95 and the Fort Lauderdale  
30 Airport Tri-Rail Station. Install intelligent transportation system technology from I-95 to  
31 Ravenswood Road (\$187,000).

32 *State Route 368, Panama City* – Connector between Port of Panama City and US-98.  
33 Acquire right-of-way for improvements to the intersection of US-98 and the seaport  
34 entrance to improve truck access safety and operations (\$8.2 million).

35 *Pritchard Road, Jacksonville* – Connector between I-295 and the Norfolk Southern  
36 terminal. Construct two additional lanes to create a four-lane road to the terminal. Funded  
37 in partnership with the Jacksonville Transportation Authority (\$4.6 million).

1 *Crosstown Connector, Tampa* – Connector between I-4 and the Port of Tampa. Design  
2 exclusive truck lanes to the Port of Tampa as part of a connector to I-4 (\$9 million).

3 *Port Manatee Waterway, Manatee County* – Connector between the Intracoastal Waterway  
4 and Port Manatee. Dredge port access channel to accommodate future shipping needs.  
5 Funded in partnership with the Army Corps of Engineers and Port Manatee (\$1.3 million).

6 *NW 25<sup>th</sup> Street, Miami-Dade County* – Connector between SR-826 and the Miami  
7 International Airport. Reconstruct NW 25<sup>th</sup> Street from four to six lanes and install a  
8 median in preparation for construction of the Miami International Airport West Cargo Area  
9 Viaduct (\$25 million).

10 *SR-528/SR-436 Interchange, Orlando* – Connector between the Bee Line Expressway and  
11 the Orlando International Airport. Design and construct an additional northbound lane on  
12 Airport Boulevard to improve traffic flow to SR-436 and design and construct interchange  
13 improvements to accommodate SR-436 widening north of the airport and planned  
14 improvements in the Orlando International Airport Master Plan (\$18.5 million).

15 FDOT is taking an incremental approach to expanding the eligibility for future SIS funding.  
16 FDOT funding eligibility guidelines have been developed for SIS hub, corridor and  
17 connector projects for the development of the Work Program for Fiscal Years 2006 through  
18 2010. Capacity and operational improvements to SIS corridors and connectors will be  
19 eligible for FDOT's share of SIS funding, with emphasis directed toward improving  
20 reducing bottlenecks and improving access to the hubs. Projects that improve the efficient  
21 movement of passengers and goods onto and off of SIS hubs will be eligible, but most  
22 internal functions on the hubs will not be funded by FDOT with SIS funds. Many other  
23 projects – including some that are not now eligible for SIS funds – will be funded under  
24 existing FDOT and partner programs, such as those for intrastate highways, aviation, rail  
25 and seaports. Safety, security and preservation activities that are incorporated into eligible  
26 capacity and operational improvements on SIS facilities could be funded by the SIS, but  
27 standalone safety, security and preservation activities will be funded through existing  
28 FDOT and partner programs, as will routine maintenance activities.

29 FDOT will use a modification of its existing prioritization and project selection process to  
30 select SIS projects for funding as part of the 2006-2010 work program development  
31 process. Each year until the development of the next SIS Strategic Plan, FDOT will  
32 improve its project eligibility, prioritization and selection process for the SIS.

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## ■ Finance Strategy

1 In July 2004, the Legislature enacted and the Governor signed SB 1456, which provided the  
2 basic framework for funding future improvements to the SIS. SB 1456 implemented  
3 several key policy changes:

- 4 • Reinforced 2003 legislation that identified the SIS as the state’s and FDOT’s highest  
5 priority for transportation capacity;
- 6 • Stipulated that at least 50 percent of new flexible highway funds should be allocated to  
7 SIS improvements, a shift from the prior requirement that at least 50 percent be  
8 allocated to the FIHS;
- 9 • Identified revenue sources for SIS funding that are estimated to provide at least \$100  
10 million each year; and
- 11 • Made all SIS facilities eligible for state transportation funding, regardless of their  
12 ownership.

13 Consistent with this legislative action and based on input from the Florida Transportation  
14 Commission, the Statewide Intermodal Transportation Advisory Council and other partners,  
15 FDOT has adopted an investment policy to implement this funding framework. These  
16 policies specify that FDOT will:

- 17 • **Allocate 75 percent of discretionary capacity funds to the SIS.** “Discretionary”  
18 means that FDOT has some legal discretion on how and where funds can be expended.  
19 This policy does not cover the state’s programs to assist transit, nor the funds reserved  
20 by federal law for urban areas a population greater than 200,000. To minimize  
21 disruption to projects already in the work program, FDOT plans a transition to this  
22 allocation by 2015.
- 23 • **Ensure a reasonable distribution of funds between the SIS and Emerging SIS and  
24 among economic regions.** The allocation of funding among SIS and Emerging SIS  
25 projects will be determined based on need, project readiness and other prioritization  
26 factors, rather than by a predetermined formula.
- 27 • **Increase the state’s emphasis on regional travel.** For those facilities not on the SIS,  
28 FDOT will emphasize funding assistance for regionally significant facilities with the  
29 remaining 25 percent of discretionary capacity funds. FDOT also will continue to  
30 encourage MPOs to work with their neighbors on issues of mutual concern and to reach  
31 agreement on common goals. Comparable processes will be developed for Rural Areas  
32 of Critical Economic Concern, including coordination with adjacent MPOs on  
33 interregional corridors. Such processes will help the state, MPOs and local  
34 governments make better planning and funding decisions for those facilities that affect  
35 several MPOs and counties. Those highways that are not on the SIS or are not  
36 regionally significant will continue to be eligible for state funding, although priorities  
37 for improving them will be lower except in those cases that represent a good business  
38 decision for the state and affected local government.

- 
- 1 • **Continue the state’s commitment to safety and preservation of Florida’s**  
2 **transportation system.** The Florida Transportation Plan establishes that the state’s  
3 highest transportation priorities are safe transportation for residents, visitors and  
4 commerce, and preservation and management of the existing system. Even as the  
5 programs for new capacity increasingly emphasize the SIS and regionally significant  
6 facilities, FDOT will continue to operate, maintain and preserve a safe State Highway  
7 System. FDOT will continue to work with partners to emphasize the safety and  
8 preservation of the entire state transportation system.

9 Based on this legislative action and adopted policy, FDOT and its partners will develop a  
10 detailed finance plan for the SIS, based on reasonable projections of anticipated revenues.  
11 This plan will include specific assumptions about available federal, state, regional, local  
12 and private sector funding. While it is hoped that the reauthorization of the federal surface  
13 transportation program will provide significant increases in transportation revenue for  
14 Florida, it is not realistic to assume that sufficient new revenues from traditional sources  
15 will be available to meet SIS needs. The finance plan also will consider the feasibility of  
16 innovative finance sources, including the following:

- 17 • Expand use of direct user fees such as tolls and freight or passenger surcharges where  
18 appropriate, including advanced technologies and operational strategies for fee  
19 collection and use.
- 20 • Increase opportunities for joint funding of SIS projects by public and private partners,  
21 building upon legislation passed in 2004 that enables FDOT to enter into agreement  
22 with a private partner to accelerate specific projects in its work program.
- 23 • Establish participatory funding strategies to encourage multimodal projects and  
24 partnerships. FDOT will look for opportunities to stretch its funding further through  
25 partnerships with local governments, independent authorities or private entities. As  
26 these strategies are explored, FDOT will recognize the fiscal limitations facing some  
27 partners, in particular local governments in Rural Areas of Critical Economic Concern.

28 In addition, FDOT will work with partners to provide flexibility in its finance strategies and  
29 processes to expedite SIS projects that are included in the Cost Feasible Plan; are  
30 anticipated to have a high economic impact; have committed regional, local, modal or  
31 private sector partners; and are otherwise ready to move forward. Efforts will be made to  
32 accelerate the planning and delivery process for all SIS projects, as well as to provide  
33 greater flexibility to accommodate unanticipated opportunities or needs.

## ■ **Integrating the SIS into Florida’s Communities**

34 With up to 75 percent of future discretionary funding for new transportation capacity  
35 focused on the SIS, the decisions about where to investment these funds and how to  
36 improve the SIS over time will have tremendous impact on the future of Florida’s economy,  
37 communities and environment. FDOT will work closely with the Governor’s Office of  
38 Tourism, Trade and Economic Development; Enterprise Florida; the Department of  
39 Community Affairs; the Department of Environmental Protection; and other statewide,

1 regional and local partners to ensure that the state’s investment in the SIS supports an  
2 overall improvement in Florida’s quality of life and standard of living. Full implementation  
3 of the SIS offers benefits to Florida’s rural, transitioning and urban areas.

### What Does the SIS Mean for Florida’s Communities?

- 4 • **Rural areas** – Florida’s rural areas need transportation access to worker, customer and  
5 supplier markets in larger urban regions, as well as in other states and nations, if their  
6 economies are to grow. No SIS hubs are located in rural areas today, and most rural  
7 areas rely heavily on SIS airports, seaports and other terminals located in urban areas to  
8 access national and global markets. The SIS will expand the capacity of the  
9 interregional corridors that link the Rural Areas of Critical Economic Concern to other  
10 regions, including the hubs in those regions that provide access to other states and other  
11 nations. Some projects will include proactive investments to stimulate rural economic  
12 development, as well as to catch up with prior development, as in some of the urban  
13 regions. In addition, enhanced regional planning processes will help rural counties  
14 align transportation investments with regional economic strategies and coordinate SIS  
15 investments with the regional and local roads that provide for travel within each rural  
16 area.
- 17 • **Transitioning areas** – In many of Florida’s fast-growing, urbanizing regions – from  
18 Southwest Florida to the Treasure Coast to the coastal regions of Northwest Florida –  
19 rapid population growth and land development are outpacing the capacity of the  
20 transportation system. Typically, few modal options are available for passengers and  
21 freight, particularly trips that connect to other regions or states. Often the SIS corridor  
22 also serves as the primary corridor for short-distance local and regional travel, and a  
23 primary engine for economic development. The SIS will help accelerate improvements  
24 to these key corridors and also explore other modal options such as expanded rail, water  
25 or air service. In addition, better highway and rail access in urbanizing areas will help  
26 their airports, seaports and other terminals – many of which are designated as Emerging  
27 SIS today – reach their full potential. By coordinating decisions about where to expand  
28 and how to provide access to the SIS with regional development and land use decisions,  
29 the SIS can be an important catalyst for ensuring that future growth supports a high  
30 quality of life.
- 31 • **Urban areas** – From Miami to Tampa to Jacksonville, many of Florida’s large urban  
32 areas have developed because of their roles as transportation hubs. The competitiveness  
33 of these urban areas is under increasing pressure today due to congestion on the  
34 highway system and constraints on future growth of ports and terminals. The SIS will  
35 focus state investment on the interregional corridors that link urban areas to one another  
36 and to other state and nations, and on the critical transportation hubs and their access  
37 roads, rail lines and waterways. The multimodal, systematic planning approach  
38 envisioned by the SIS will enable better coordination across modes and better  
39 investment in technology solutions and other operational strategies for realizing the  
40 most capacity available from congested facilities. The SIS will not fund all  
41 improvement needs for travel within an urban area, but will create a reliable “backbone”  
42 to connect with those facilities that are funded through regional and local sources. For  
43 example, SIS passenger hubs will be designed to have efficient access to regional transit  
44 systems, as well as bicycle and pedestrian facilities.

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1 In implementing the SIS, FDOT will work with partners to:

- 2 • Strengthen the linkage between transportation and economic development. In the  
3 future, transportation needs will be identified based on economic opportunities in  
4 addition to traditional measures of safety and congestion, with the potential to invest in  
5 catalytic projects that could transform regional economies. Project prioritization will be  
6 based in part on economic impacts, which will be more effectively assessed with input  
7 from Enterprise Florida and its partners.
- 8 • Strengthen the linkage between transportation and land use planning. FDOT will work  
9 through the Department of Community Affairs and other partners to develop and  
10 implement a complementary land use management strategy for the SIS that would  
11 protect SIS facilities from incompatible development. Coordination of land use  
12 planning with SIS planning will occur at the regional level to ensure consistency with  
13 strategic regional policy plans and local comprehensive plans. This regional  
14 coordination will differentiate between urban, rural and transitioning areas. State  
15 incentives and technical support should be provided to assist these regional planning  
16 efforts.
- 17 • Assess opportunities to assist the Rural Areas of Critical Economic Concern in  
18 developing long-range transportation plans that are integrated with economic  
19 development and land use visions. This will require focused state assistance in working  
20 with rural areas to identify needs for SIS facilities, and to ensure that regional and local  
21 transportation systems provide adequate connectivity between rural economic assets  
22 and the SIS. The SIS should support development in rural areas at appropriate locations  
23 or where the local government supports development to promote economic growth.  
24 However, the SIS should not be a catalyst for development that converts rural and  
25 agricultural lands into residential or commercial development where these types of  
26 development are not supported by adopted local comprehensive plans.
- 27 • Ensure that the SIS protects or improves community livability and environmental  
28 quality. The impacts of SIS projects on communities and the environment will be  
29 assessed at the statewide, regional and project levels. A new process will be explored  
30 for assessing impacts on natural resource systems, wildlife habitats and other  
31 environmentally sensitive areas that are of statewide and regional significance. FDOT's  
32 Efficient Transportation Decision Making (ETDM) process will be used, as applicable,  
33 to evaluate all planned SIS projects for environmental and community impacts, and to  
34 determine ways to avoid or mitigate those impacts. The ETDM process will be  
35 augmented with comparable processes to consider the impacts of investments in other  
36 modes not currently covered by ETDM. Improvements to SIS facilities will incorporate  
37 context-sensitive design and access standards as appropriate, which should be consistent  
38 with thresholds establishing the level of protection and preservation for identified  
39 environmental resources and community assets. Local government plans should  
40 designate areas such as school zones, city centers or environmentally sensitive areas  
41 within the community where context-sensitive design standards typically would apply  
42 to SIS facilities.
- 43 • Provide an organizational structure for ongoing coordination among transportation, land  
44 use and economic development partners at a statewide level.

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## ■ Implementation Activities

1 Full implementation of the multimodal vision for the SIS will require many years of effort  
2 among many partners. In addition to the activities already described regarding designation,  
3 needs, priorities, projects and finance, other key activities include the following:

4 1. **Coordinate implementation of the SIS Strategic Plan with ongoing updates to the**  
5 **statewide modal plans.** The SIS Strategic Plan should supplement and build upon, but  
6 not replace, the existing statewide modal planning processes. Each statewide modal  
7 plan should address the SIS as well as state facilities that support regional and local  
8 travel in each mode; ensure appropriate connectivity between these three types of  
9 facilities; and clarify the roles and responsibilities in SIS planning, programming,  
10 funding and implementation for all participating modal partners.

11 2. **Coordinate with identification and prioritization of regionally significant facilities.**  
12 FDOT has developed policy guidance for the Districts, MPOs and other partners to  
13 assist in the identification of these regional facilities. There will be increased emphasis  
14 on these regional facilities for the 25 percent of state discretionary transportation funds  
15 for capacity projects that are not allocated to the SIS.

16 3. **Begin development of service and operations standards.** FDOT and other  
17 owners/operators will identify statewide service and operations standards for SIS hubs,  
18 corridors and connectors, building on existing standards. These standards will reflect  
19 the state-of-the-practice nationally and internationally for design and operation of  
20 interregional corridors, major transportation hubs and intermodal connectors.

21 4. **Address safety, security, national defense and emergency management needs on**  
22 **the SIS.** A safe and secure transportation system is FDOT’s highest priority. FDOT  
23 will coordinate with appropriate federal, state and local agencies to ensure that SIS  
24 investments are consistent with adopted safety, security, national defense and  
25 emergency management plans.

26 5. **Improve coordination with private-sector and quasi-private owners and operators**  
27 **of SIS facilities.** Private-sector or quasi-private organizations own and operate many of  
28 the airports, seaports, spaceports, passenger terminals and rail facilities included in the  
29 SIS. These owners often plan improvements based on near-term market conditions. In  
30 contrast, FDOT plans 10, 20 or more years into the future due to the time it takes to plan  
31 and construct a transportation improvement. If the state and the private sector can  
32 reconcile these two very distinct approaches, there are fertile opportunities for working  
33 together to improve the state’s transportation system.

34 6. **Continue coordination among the full range of statewide, regional and local**  
35 **partners involved in planning the SIS.** Throughout the development of the SIS,  
36 FDOT will coordinate with other partners at the state, regional and local level to ensure  
37 that proposed SIS investments are consistent with other transportation, economic  
38 development, environmental, land use and growth management plans. Sufficient  
39 investment in public and partner involvement tools and resources will be necessary at  
40 both the statewide and District level.

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- 1       7. **Regularly monitor and report on the performance of the SIS and the successes of**  
2       **the SIS program.** FDOT will work with partners to design and implement a  
3       multimodal approach to measuring the performance of the SIS at four levels: program  
4       (e.g., is FDOT managing the SIS effectively and delivering SIS projects on time and  
5       within budget); system (how reliable is door-to-door travel time for complete trips  
6       across multiple modes and facilities), modal (what is the fatality rate on the SIS  
7       highway system) and project (what is the impact of a specific investment at a seaport).
- 8       8. **Invest in databases and analytical tools as needed to support effective decision**  
9       **making.** Full implementation of the SIS will require investment in data collection, data  
10      analysis, forecasting tools and decision support tools by FDOT and its partners. Data  
11      covering all modes, all facilities and all types of improvements must be integrated into a  
12      common database structure that can enable easy comparisons. Supporting economic,  
13      community and environmental data must be incorporated as well to better understand  
14      the context in which the SIS will operate. Decision-makers will need easy-to-use tools  
15      that convert these data into useful information to guide project prioritization and  
16      selection. Partners will need mapping and other communication tools to make this  
17      information accessible and transferable. New methodologies will be needed for  
18      understanding multimodal choices, measuring reliability and other aspects of  
19      operational performance, and estimating the impacts of transportation investments on  
20      the economy, on communities and on the environment.

21      *Florida’s Strategic Intermodal System: Implementation Guidance*, which accompanies this  
22      document, provides detailed policies and related implementation guidance on each element  
23      of the SIS Plan, including designation, needs assessment, prioritization, project selection,  
24      finance, economic development and land use coordination, public and partner involvement,  
25      and data management.

## ■ What Does All This Mean for Transportation in Florida?

26      From now on, you can look for the Florida Department of Transportation and its partners to  
27      be more:

- 28      • Strategic – focused on addressing statewide and regionally significant facilities that  
29      support Florida’s economic competitiveness and economic diversification.
- 30      • Intermodal – addressing all forms of transportation for moving both people and goods.
- 31      • Systematic – looking at an entire, integrated transportation network, not just individual  
32      modes and projects.
- 33      • Fast – expediting consensus projects.
- 34      • Open – proactively providing information.
- 35      • Inclusive – seeking out the participation of all.
- 36      • Continuous – looking at how to improve the system ‘24/7’ (all the time).

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## ■ How Can I Help?

1 If you are interested in keeping up with and helping FDOT and its partners to identify  
2 transportation needs and solutions, let us know by sending word to:

3 Mr. Terry Kraft, AICP, P.E.  
4 SIS Project Manager  
5 Florida Department of Transportation  
6 Office of Policy Planning  
7 605 Suwannee Street, MS 28  
8 Tallahassee, Florida 32399-0450  
9 Phone (850) 414-4801 (Suncom 994-4801)  
10 Fax (850) 414-4898 (Suncom 994-4898)  
11 Email [terry.kraft@dot.state.fl.us](mailto:terry.kraft@dot.state.fl.us)