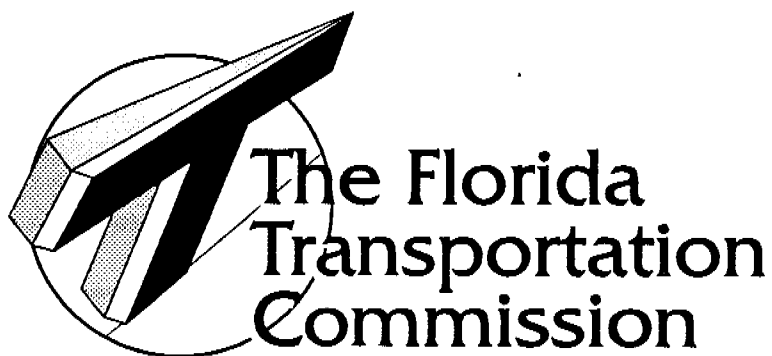

**FUNCTIONAL
CLASSIFICATION
OF
ROADS STUDY**

December 1994



FLORIDA TRANSPORTATION COMMISSION

Malcolm Kirschenbaum, Chairman
Burnett Bloodworth
John Browning, Jr.
Art Kennedy
David Kerr
Jim Kimbrough
Wayne Mixson
Phil Reece
Herminio San Roman



Lawton Chiles
Governor

December 20, 1994

Honorable Lawton Chiles
Governor
The Capitol
Tallahassee, Florida

Honorable Jim Scott
President of the Senate
Room 409, The Capitol
Tallahassee, Florida

Honorable Peter Wallace
Speaker of the House
Room 420, The Capitol
Tallahassee, Florida

Dear Governor Chiles, President Scott and Speaker Wallace,

Pursuant to legislation enacted in 1990, the **Functional Classification of Roads Study** was undertaken to develop, apply and identify fiscal impacts of a new system for determining road ownership based on road function. We reported in December, 1993, (Attachment A) that two areas of study needed further attention and requested an extension to December, 1994, which was granted. Those two areas have been addressed and we now submit our final recommendations, having concluded four years of studying this complex and controversial subject.

We commend the Center for Urban Transportation Research (CUTR) for its outstanding assistance as the primary research and analysis entity. CUTR's work product will no doubt be of use to other states exploring this area. The 16-member Ad Hoc Working Group created to provide broad-based input to CUTR is to be commended for their important contribution. We also extend our sincere appreciation to the members of the Fiscal Impact Task Force who grappled with

the difficult issues assigned them, and who convened again, at the Commission's request, to provide additional input on options for recommendation to the Legislature. The Department's technical assistance in applying the criteria and mapping results was appreciated and we extend our thanks to District and Central Office staff who coordinated and carried out these time consuming tasks.

In sum, the study concluded: application of the proposed road ownership criteria (Attachment B) revealed a total of 1,955 centerline miles of roads that *do not* meet the criteria for a state road and should be transferred from the state to local government, and 433 centerline miles of roads on the local system today that *do* meet the criteria for a state road and should be transferred onto the State System. If all of these roads were transferred, the total additional fiscal impact on local government is in the range of \$250 Million annually, using the methodology recommended by the Task Force.

Having reviewed the work of CUTR, DOT, and the Fiscal Impact Task Force at prior meetings, with considerable input from local governments (see Summary, Attachment C), the Commission, at its November 18, 1994 meeting, discussed three options for recommendation to the Legislature and received further public comment from the audience. The options were developed by Commission staff based on input from the Task Force, and reflected a consensus of prevailing views.

The Commission voted to submit all three options to the Legislature, however expressing a strong preference for Option #1. This option minimally achieves the Commission's goals of a) establishing new road ownership criteria, b) realignment of road ownership in accordance with the proposed criteria and c) placing state funding priority on roads serving a state function.

Option #1 proposes approval of the new criteria in law with further refinement by administrative rule. The Department would then apply the criteria with local government participation and roads identified for transfer would form a "pool" from which transfers would be negotiated -- on a voluntary basis only. *In proposing only voluntary transfers by mutual consent, Option #1 avoids mandatory road transfers and the need for additional funding now to mitigate fiscal impacts on local governments. Roads in the "pool" scheduled for construction work in the 5 years of the work program would be improved, but would subsequently be given lower state funding priority for capacity improvements since they do not serve a state or regional purpose.*

In proposing higher funding priority for roads meeting the criteria for a state road, we make the assumption that valid reasons exist for distinguishing state road responsibilities from local road responsibilities and that legitimate priorities exist

on each system for use of limited state and local resources. Accordingly, we believe it is highly appropriate to recommend that state funds for capacity improvement be prioritized for use on roads that *by definition* serve a statewide or regional purpose (see criteria, Attachment B). To do otherwise would be to continue expending scarce state capacity improvement funds on roads serving a local function, *at the expense* of roads on the Florida Intrastate Highway System created by the 1990 Legislature -- the 3,667 centerline mile network of key state roads serving intercity and interregional travel and commerce.

In supporting our preference for Option #1, we stress the conclusion reached by the Commission in 1989, that the proposed criteria are rational and valid bases for determining ownership of and responsibilities for, roadways. By requiring that a road serve a statewide or regional purpose as a prerequisite to being on the State System (such as emergency evacuation, inter-regional commerce, intercity travel, etc.) the proposed criteria are far superior to the previous "quantitative" method, under which the highest traffic volume, longest, highest speed limit roads with the most lanes, belong to the State.

Option #2 also meets Commission goals and proposes legislatively mandated transfer of all or a portion of roads identified under the criteria, along with provision of additional revenue for local governments. In doing so, this option raises issues of grave concern to local governments, making their support unlikely (see Attachments D & G). The Commission's position is: *should Option #2 be preferred by the Legislature, then sufficient additional funding for roads transferred to local government should be provided now in the form of a statewide revenue source enacted by the Legislature.* The Commission made a commitment to local governments at the outset that it would not recommend any transfer of roads to local government without also recommending that sufficient additional funding be provided by legislative enactment.

Option #3 achieves *none* of the Commission goals in proposing to adopt the process that has been in place since this study began, more than four years ago. This process allows transfer of any road between the state and a local government if such transfer is mutually agreeable (Since July 1, 1990, an average of 21 miles per year were *added* to the State System and an average of 16 miles per year were transferred off the System). Professional judgment of the negotiating parties determines which roads should be added to, or deleted from, the State System. Under this proposal there would be no legislated policy guidance as to what roads should form part of the State System nor any guidance as to which roads should be the subject of transfers in the future. In leaving the State System generally as it is today, incorporating no ownership criteria into the process, continuing transfers by mutual consent and establishing no state funding priority, this proposal raises few, if any, local government concerns, making their support likely.

Functional Classification Study

December 20, 1994

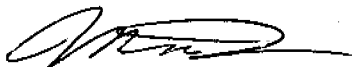
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The three options are described in more detail in Attachment E and the Commission goals are presented in full in Attachment F. Written comments received on this report are included as Attachment G.

Overall, this study must be viewed in the context of the Department's 2020 Florida Transportation Plan and establishment therein of long-range statewide goals placing state priority on transportation investments that enhance Florida's ability to compete in the global economy, an emphasis shared with the proposed road ownership criteria. Given this future direction, we feel it would be irresponsible to abdicate all policy guidance as to what roads belong on the state system today and in the future. Moreover, as we go about prioritizing transportation investments at the highest level -- among components of the State System -- we believe a correct first and fundamental step is to ensure that roads functioning as state roads receive higher state funding priority than roads serving a local function.

Several documents have been produced during this study and collectively they are a formidable addendum to this report. Rather than include them with this submittal, we will retain them in the Commission Office and make them available to you or your staff at any time further back-up detail is needed.

Respectfully,



Florida Transportation Commission
Malcolm R. Kirschenbaum, Chairman

Attachments

cc: Hon. Charley Richards, President, Florida Association of Counties
Ben G. Watts, Secretary of Transportation
Gary L. Brosch, Director, CUTR
Mr. John Johnston, Staff Director, House Transportation Committee
Ms. Dorothy Johnson, Staff Director, Senate Transportation Committee
Mr. Howard Glassman, Executive Director, MPOAC
Mr. William P. Baxter, President, FACERS
Mr. Kraig Conn, Florida League of Cities
Fiscal Impact Task Force Members

FLORIDA TRANSPORTATION COMMISSION

*David Kerr, Chairman
Burnett Bloodworth
John Browning, Jr.
Donald Estes
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Malcolm Kirschenbaum
Wayne Mixson
Phil Reece*



*Lawton Chiles
Governor*

December 21, 1993

Honorable Lawton Chiles
Governor
The Capitol
Tallahassee, Florida

Honorable Pat Thomas
President of the Senate
Room 409, The Capitol
Tallahassee, Florida

Honorable Bolley L. Johnson
Speaker of the House
Room 420, The Capitol
Tallahassee, Florida

Dear Governor Chiles, President Thomas and Speaker Johnson,

Pursuant to omnibus transportation legislation enacted in 1990, the **Functional Classification of Roads Study** was undertaken for the purpose of developing, applying and identifying fiscal impacts of a new system for determining road ownership based on road function.

The current study is based on recommendations made in 1989, when the Commission concluded that the current system for determining road ownership in urbanized areas ignores actual road function in favor of a quantitative scoring system. Under this system, the highest traffic volume, longest, highest speed limit roads with the most lanes, belong to the State. The Commission concluded that a more rational approach would be to require that a road serve a statewide or regional purpose as a prerequisite to being on the State system. The Commission recommended that, prior to transfer of any roads on the state system, all roads should be evaluated to determine actual function. Six criteria were suggested for

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use in identifying whether a road serves a statewide or regional function and should, therefore, be on the State system (e.g., evacuation routes, national defense, access to major public facilities). The 1990 Legislature reviewed the Commission's 1989 report and, consistent with recommendations, mandated the current study.

The study consists of several phases, with the Center for Urban Transportation Research (CUTR), the Department of Transportation and the Commission assigned specific responsibilities. Local governments were to be provided every reasonable opportunity to provide input. Final recommendations by the Commission were to be submitted in March, 1993; however, an extension to December, 1993, was granted by the 1993 Legislature to provide additional time for determination of fiscal impacts.

Regrettably, we are not in a position to make final recommendations at this time. Instead, we are submitting an interim report comprised of a summary of progress to date (Attachment A), and interim conclusions adopted unanimously by the Commission which identify tasks that must be completed before recommendations can be developed (Attachment B).

Although all tasks legislatively assigned to CUTR, the Department and Commission were completed in accordance with legislative guidance and much has been learned about impacts of the proposed new system, it became clear in October, 1993, that two areas warranted further attention.

First, results of applying new road ownership criteria have not had sufficient local government input and review. Application of the proposed criteria on a statewide basis was performed by the seven Department Districts. The results of this process were not subjected to local government review, although written comments on results of the application were solicited by the Commission for inclusion in the final report. At our October 14th public hearing, a major concern expressed by local governments was need for local government review of maps depicting changes in road ownership under the proposed criteria. During January and February, 1994, each Department district will hold at least one public workshop,

Functional Classification Study

December 21, 1993

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with ample prior notice to local governments, for the purpose of receiving local input on results of applying the new criteria. Maps showing proposed changes to road ownership will be distributed to local governments for review prior to the workshops. By March 1, the Department will report results of workshops to the Commission, highlighting changes resulting from local input and instances of remaining disagreement.

Second, the fiscal impact of changes in ownership has not been assessed with sufficient certainty -- estimates based on the Department's 5-year work program do not incorporate real long-term costs to local governments. A methodology for determining the fiscal impact of transfers will be developed by a small task force to be created early in 1994. Presently, the Commission is soliciting suggestions from local governments, CUTR and the Department as to the structure and membership of the task force. In performing its work, the task force will no doubt draw heavily from work already completed by CUTR.

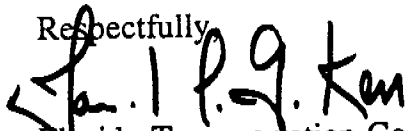
On completion of these two activities, the Commission will review the totality of study results, take final public testimony, and develop final conclusions and recommendations. Of utmost importance to local governments are recommendations for additional funding for roads transferred to local government. In that regard, the Commission has already adopted as an interim conclusion that **"Additional funding for roads transferred to local government should be in the form of a statewide revenue source enacted by the Legislature."** Recommendations based on that conclusion will be submitted as part of the final report in December, 1994, prior to the 1995 Regular Session.

From inception of the study to the present, opportunities were provided for local government input and participation. These included an ad hoc working group, public hearings held by CUTR and the Commission (in the districts and Tallahassee), and opportunities for written comment -- each is described in Attachment A, Summary of Study Progress to Date. With 67 counties and many more cities, all vitally interested, difficult lines relating to participation had to be drawn to allow each phase to be concluded timely and forward progress to be made on the study overall.

Functional Classification Study
December 21, 1993
Page 4

It is now apparent that more local government involvement is needed in certain areas and we believe that work accomplished over the next several months will yield a better final product. We therefore respectfully request that the date for submission of the final report be extended to December, 1994.

Respectfully,


Florida Transportation Commission
David C. G. Kerr, Chairman

Attachments

cc: Hon. Ed Healey, Chairman, House Transportation Committee
Hon. James Hargrett, Chairman, Senate Transportation Committee
Hon. Marlene Young, President, Florida Association of Counties
Ben G. Watts, Secretary of Transportation
Gary L. Brosch, Director, CUTR
Ms. Susan Hann, Staff Director, MPOAC
Mr. Richard Lilyquist, President, FACERS
Mr. Kraig Conn, Florida League of Cities

Interim Conclusions: Functional Classification of Roads Florida Transportation Commission

1. The Commission has correctly separated ownership from roadway operational characteristics. The ownership criteria developed by the Commission are rational and valid bases for determining ownership of and responsibilities for roadways.
2. The Commission cannot at this time, send a final report to the Legislature because:
 - a. Application of the ownership criteria has not had sufficient local government input; and
 - b. The fiscal impact of changes in ownership has not been assessed with sufficient certainty -- estimates based on the five-year work program do not incorporate the real long term cost to local governments.
3. As soon as possible, procedures should be instituted whereby local government, the Department districts, and CUTR, using maps showing roads to be transferred, cooperatively reconcile differences arising out of the application of ownership criteria. Unreconcilable differences should be recorded and reported to the Commission. This process should be the primary responsibility of the Department.
4. There are clearly roads on the state system which serve purely local purposes and should be transferred. Similarly, there are probably roads owned by local government that should be placed on the state system; these "non-controversial" road ownership decisions need to be resolved and the real fiscal impact of transfer needs to be assessed.
5. The methodology for determining the fiscal impact of transfers should be developed by a small task force (maximum 10 membership) composed of state, local government and CUTR representatives, using the CUTR report as a resource from which to draw.
6. Additional funding for roads transferred to local government should be in the form of a statewide revenue source enacted by the Legislature.
7. A methodology should be developed for determination of county or city road ownership, but this does not fall within the purview of the Commission.

**FUNCTIONAL CLASSIFICATION STUDY:
FISCAL IMPACT ANALYSIS OF PROPOSED
REVISED ROADWAY OWNERSHIP CRITERIA**

Prepared for the
Florida Transportation Commission
605 Suwannee Street
Tallahassee, FL

by the
Center for Urban Transportation Research
College of Engineering
University of South Florida



July 1993

ROADWAY OWNERSHIP CRITERIA

State/Non-State Roadway Ownership Criteria

The detailed criteria for determination of state ownership are presented in this section. It is intended that the application of criteria for determining the State Highway System be in the order indicated. (It should be noted that existing non-state toll facilities would retain their current ownership responsibilities.)

National Highway System. Roadways included in the new National Highway System, as jointly determined by the Federal Highway Administration and FDOT would be part of the State Highway System.

Florida Intrastate Highway System. As an indicator of interstate, inter-regional and intercity commerce, all roadways included in the Florida Intrastate Highway System, in accordance with Section 339.155, Florida Statutes, would be part of the State Highway System.

National Defense. Roads serving as national defense routes would include the primary routes identified on the National Highway Defense Network (STRAHNET) and the STRAHNET Connector System. These roads directly serve twelve military bases and installations in Florida.

Travel To/Through Urban Areas. This criterion assures a basic "connectivity" between urban areas of the state. For connections between urban areas, one road will be chosen: the direct route with the highest average daily traffic. When the choice of route is uncertain, selection of a specific route would be a joint decision of FDOT and affected local governments. The following order is recommended for connectivity determinations:

1. Connect urbanized areas with a population of 50,000 or more. The largest central business district of each urbanized area is to be linked to the largest central business district of the nearest urbanized areas.
2. Connect incorporated areas with a population of 50,000 or more to the roadway network established by the connection of urbanized areas.
3. Connect incorporated areas with a population of 5,000 or more to the roadway network established by the connection of urbanized areas and incorporated areas with populations of 50,000 or more.
4. If an incorporated area of at least 5,000 persons does not exist in a county, the county seat will be connected to the county seats of adjoining counties.

Designated U.S. Routes. All routes (excluding alternates and business routes) carrying an official U.S. Route designation would be part of the State Highway System.

Access to Ports/Terminals/Transfer Facilities. Roads connecting major airports, waterports, and rail terminals would be part of the State Highway System. Specifically, access by state highway will be provided to:

1. 38 airports with a current designation in the Florida Aviation System Plan as a commercial or reliever airport (as identified in Table 1),
2. 10 major water ports (as identified in Table 2),
3. 20 rail-truck transfer facilities located in 13 cities identified in the Florida Rail Systems Plan (as identified in Table 3)
4. rail and bus terminals with more than 500 boarding or alighting passengers per day.

Roads that serve facilities identified under this criterion will connect to the nearest state roadway (previously established by the first five criteria for state ownership).

Access to Major Public Facilities. State highway access would be provided to major public facilities. These facilities can be divided into five types:

- 1) Colleges, community colleges, or universities with enrollment of 5,000 or more at a single campus location. The 1990 Florida Statistical Abstract identifies 31 such educational systems in the state, as shown in Table 4.
- 2) Regional medical centers with at least 500 beds, the five Veterans Administration medical centers, and certain specialized medical facilities identified by the Department of Health and Rehabilitative Services. There are 41 medical facilities that meet these criteria, as shown in Table 5.
- 3) Regional activity centers (RAC) formally designated by a regional planning council, consistent with Chapter 86-191, Laws of Florida.
- 4) National parks, forests, and monuments, and state parks with an annual attendance greater than 150,000 per year. According to the 1990 Florida Statistical Abstract and the Florida Department of Natural Resources, Recreation and Parks Management Division, there are currently 24 state parks that meet this criterion. These parks are shown in Table 6.
- 5) Tourist attractions, historic or cultural facilities of regional or statewide significance. Twenty attractions have been identified, based on statistics provided by the Florida Department of Commerce and the Florida Attractions Association. These facilities are listed in Table 7.

Emergency Evacuation. It is recommended that a formal statewide network of evacuation routes be designated by FDOT, working in cooperation with the Department of Community Affairs, regional planning councils, MPOs, and local governments. Roadways on this system would be included on the State Highway System. In the interim, CUTR and FDOT have relied on those routes and critical links illustrated in Technical Report 4.2.5 (Appendix H) of the Florida Highway System Plan. Since these routes are illustrated for coastal counties only, the limits of state ownership should extend inland until intersection with another state facility is reached.

Table 1. Airports for State Roadway Service

1. Albert Whitted - St.Petersburg	20. Opa Locka - Miami
2. Boca Raton Public	21. Orlando Executive
3. Craig Municipal - Jacksonville	22. Orlando International
4. Daytona Beach Regional	23. Palm Beach County Park
5. Ft. Lauderdale Executive	24. Panama City-Bay County
6. Ft. Lauderdale-Hollywood International	25. Pensacola Regional
7. Gainesville Regional	26. Peter O. Knight - Tampa
8. Herlong - Jacksonville	27. Sanford Regional
9. Jacksonville International	28. Sarasota-Bradenton
10. Key West International	29. Space Center Executive - Titusville
11. Kissimmee Municipal	30. St. Lucie County International
12. Lakeland Municipal	31. St. Petersburg-Clearwater International
13. Marathon	32. S.W. Florida Regional - Ft. Myers
14. Melbourne Regional	33. Tallahassee Municipal
15. Miami-Chalks Seaplane Base	34. Tamiami - Miami
16. Miami International	35. Tampa International
17. Naples Municipal	36. Vandenberg - Tampa
18. North Perry - Ft. Lauderdale	37. Vero Beach Municipal
19. Okaloosa County Air Terminal	38. Palm Beach International

Table 2. Waterports for State Roadway Service

1. Port Canaveral	6. Port of Panama City
2. Port Everglades	7. Port of Pensacola
3. Port of Ft. Pierce	8. Port of St. Petersburg
4. Port of Jacksonville	9. Port of Tampa
5. Port of Miami	10. Port of Palm Beach

Table 3. Rail-Truck Transfer Terminals for State Roadway Service

1. Cocoa	8. Orlando
2. Ft. Lauderdale (2)	9. Panama City
3. Ft. Pierce	10. Plant City
4. Jacksonville (5)	11. Tallahassee
5. Miami (2)	12. Tampa (2)
6. Mulberry	13. West Palm Beach
7. New Smyrna Beach	

Table 4. Educational Facilities for State Roadway Service

1. Brevard Community College - Cocoa	17. Nova University - Ft. Lauderdale
2. Broward Community College - Ft. Lauderdale	18. Palm Beach Junior College
3. Daytona Beach Community College	19. Pensacola Junior College
4. Edison Community College - Ft. Myers	20. Santa Fe Community College - Gainesville
5. Embry-Riddle Aeronautical University - Bunnell	21. Seminole Community College - Sanford
6. Florida A&M University - Tallahassee	22. St. Leo College
7. Florida Atlantic University - Boca Raton	23. St. Petersburg Junior College
8. Florida Community College at Jacksonville	24. Tallahassee Community College
9. Florida Institute of Technology - Melbourne	25. University of Central Florida - Orlando
10. Florida International University - Miami	26. University of Florida - Gainesville
11. Florida State University - Tallahassee	27. University of Miami - Coral Gables
12. Gulf Coast Community College - Panama City	28. University of North Florida - Jacksonville
13. Hillsborough Community College - Tampa	29. University of South Florida - Tampa
14. Indian River Community College - Ft. Pierce	30. University of West Florida - Pensacola
15. Manatee Community College - Bradenton	31. Valencia Community College - Orlando
16. Miami-Dade Community College	

**Table 5. Veterans Administration and Regional Medical Centers
for State Roadway Service**

Veterans Administration Medical Centers	
1. Bay Pines Medical Center - St. Petersburg	4. Lake City Medical Center
2. Gainesville Medical Center	5. Miami Medical Center
3. James A. Haley Medical Center - Tampa	
Regional Medical Centers	
1. Alachua General Hospital - Gainesville	19. Lee Memorial Hospital - Ft. Myers
2. All Children's Hospital - St. Petersburg	20. Manatee Memorial Hospital - Bradenton
3. Baptist Hospital - Pensacola	21. Memorial Hospital - Hollywood
4. Baptist Hospital of Miami	22. Mercy Hospital - Miami
5. Baptist Medical Center - Jacksonville	23. Methodist Hospital - Jacksonville
6. Bayfront Medical Center - St. Petersburg	24. Morton Plant Hospital - Clearwater
7. Bethesda Memorial Hospital - Boynton Beach	25. Mt. Sinai Medical Center - Miami Beach
8. Boca Raton Community Hospital	26. Orlando Regional Medical Center
9. Broward General Medical Center - Ft. Lauderdale	27. Sarasota Memorial Hospital
10. Cedars Medical Center - Miami	28. Shands Teaching Hospital - Gainesville
11. Florida Hospital - Orlando	29. South Miami Hospital
12. Halifax Medical Center - Daytona Beach	30. Southwest Florida Regional Medical Center - Ft. Myers
13. HCA Twin Cities Hospital - Destin	31. St. Anthony's Hospital Care Center - St. Petersburg
14. HCA West Florida Regional Medical Center - Pensacola	32. St. Joseph's Hospital - Tampa
15. Holy Cross Hospital - Ft. Lauderdale	33. St. Vincent's Medical Center - Jacksonville
16. J.E. Holmes Regional Medical Center - Melbourne	34. Tallahassee Memorial Regional Medical Center
17. Jackson Memorial Hospital - Miami	35. Tampa General Hospital
18. Lakeland Regional Medical Center	36. Winter Haven Hospital

Table 6. State Parks for State Roadway Service

1. Anastasia State Recreation Area - St. Augustine	13. Honeymoon Island State Recreation Area - Dunedin
2. Bahia Honda State Recreation Area - Big Pine Key	14. Hugh Taylor Birch State Recreation Area - Ft. Lauderdale
3. Blue Springs State Park - Orange City	15. John Pennekamp Coral Reef State Park - Key Largo
4. Cape Florida, Bill Baggs State Recreation Area - Key Biscayne	16. Lake Rousseau State Park - Dunedin
5. DeLeon Springs State Recreation Area - DeLeon Springs	17. Lake Talquin State Recreation Area - Tallahassee
6. Delnor-Wiggins Pass State Recreation Area - Naples	18. North Shore State Recreation Area - Surfside
7. Fort Clinch State Park - Fernandina Beach	19. Oleta River State Recreation Area - North Miami
8. Fort Pierce Inlet State Recreation Area - Ft. Pierce	20. Ravine State Gardens - Palatka
9. Gasparilla Island State Recreation Area - Boca Grande	21. Sebastian Inlet State Recreation Area - Melbourne Beach
10. Guana River State Park - Ponte Vedra Beach	22. St. Andrews State Recreation Area - Panama City
11. Hillsborough River State Park - Thonotosassa	23. Wakulla Springs, Edward Ball State Park - Wakulla Springs
12. Homosassa Springs State Park - Homosassa Springs	24. Wekiva Springs State Park - Apopka

Table 7. Attractions for State Roadway Service

1. Atlantis, The Water Kingdom - Hollywood
2. Busch Gardens - Tampa
3. Church Street Station - Orlando
4. Edison & Ford Winter Homes - Ft. Myers
5. Florida Museum of Natural History - Gainesville
6. Florida's Cypress Gardens - Cypress Gardens
7. Florida's Silver Springs - Silver Springs
8. Florida's Weeki Wachee - Brooksville
9. Hemingway Home and Museum - Key West
10. Historic St. Augustine
11. Marjorie Kinnan Rawlings State Historic Site - Hawthorne
12. Miami Seaquarium - Miami
13. Miracle Strip Amusement Park - Panama City
14. Museum of Florida History - Tallahassee
15. NASA Kennedy Space Center's Spaceport USA - Titusville
16. Ringling Museum of Art - Sarasota
17. Salvador Dali Museum - St. Petersburg
18. Sea World of Florida - Orlando
19. Universal Studios Florida - Orlando
20. Walt Disney World / EPCOT / MGM Studios - Lake Buena Vista

Functional Classification of Roads Study Summary of Work Accomplished

Work accomplished on the study from August, 1990 through December, 1994 is briefly outlined below by phase, numbered one through five. For each phase, the statute required that all affected governmental entities be given "every reasonable opportunity" to provide input and fully participate in development of the functional classification system.

Phases 1 & 2 – August, 1990 to July, 1991: Development of Criteria by CUTR and Review of Criteria by Commission. In accordance with the statute, CUTR developed criteria for determining the functional classification of roads, including but not limited to, the six criteria recommended by the Commission in its 1989 report. At the outset, CUTR created a 16-member Ad Hoc Working Group including members from the Fla. League of Cities, Fla. Association of Counties, Regional Planning councils, and MPO's. This group met four times, thoroughly discussed proposed ownership criteria and provided input to CUTR.

As further required by law, CUTR held fact finding hearings in each Department district (attended by over 170 people) to receive input from affected local governments on the criteria being developed.

During this phase, the Commission heard progress reports from CUTR and discussed the criteria at three public meetings, for which notice was sent to all attendees of earlier fact finding hearings. At the April, 1991 meeting, the criteria were presented by CUTR and public comment was accepted. At its June, 1991, meeting, the Commission approved the criteria with no changes recommended at that time.

In July, 1991, CUTR published the results of Phase 1, **Functional Classification of Florida's Roadways (29 pages)**. Including refinements made later in the study, the proposed ownership criteria are:

1. National Highway System (to be designated by Congress)
2. Florida Intrastate Highway System
3. National Defense
4. Travel To/Through Urban Areas
5. Designated U.S. Routes
6. Access to Ports/Terminals/Transfer Facilities
7. Access to Major Public Facilities
8. Emergency Evacuation

Phase 3 -- September, 1991 to May, 1992: Application of Proposed Criteria by Department. The Department was directed by law to evaluate all public roads using the proposed criteria developed by CUTR and approved by the Commission. Department District staff performed this task and meetings were held in each district with CUTR staff to discuss results. As expected, the statewide application of the criteria resulted in refinements to the original criteria presented to the Commission in April, 1991.

At the Commission's May, 1992, meeting, CUTR presented the results of the Department's application of the criteria. The application, including later refinement, resulted in:

A 16.5% net reduction in State Highway System centerline mileage.

A 2% net increase in local government centerline mileage.

Phase 4 -- June, 1992 to September, 1993: Determination by CUTR of Fiscal Impact of Proposed Functional Classification. Following the Department's statewide application of the proposed criteria, CUTR was directed by law to determine the fiscal impact on state and local government. At the Commission's May, 1992 meeting, CUTR outlined this phase, requested an extension of 12 months due to its complexity, and questioned whether funding alternatives should be included. The Commission concluded that a 6-month extension was adequate and agreed to seek modification during the 1993 Session. The Commission directed CUTR to proceed with the fiscal impact phase, but omit funding recommendations.

In late June, 1992, the Florida Association of Counties and the Florida Association of County Engineers and Road Superintendents (FACERS) jointly requested that application of the criteria be repeated by the Department using the refined ownership criteria, followed by a workshop in each county to review the criteria and the results obtained.

This request was considered at the Commission's July, 1992 meeting and decisions were made to: 1) reconvene the Ad Hoc Working Group for purposes of reviewing the revised criteria and providing input on methodology of the fiscal impact phase (local government fiscal expertise was to be added to Group); and 2) Maps showing results of applying the proposed criteria would be made available for public review in each district office. Comments from local governments would be submitted to the Commission and included in the final report to the Legislature. These courses of action were approved, subject to the condition that they not slow progress on the study.

During the 1993 Session, the Commission sought and was granted a 6-month extension of the fiscal impact phase.

At the Commission meeting in June, 1993, CUTR presented the results of the fiscal impact phase. The report, **Functional Classification Study: Fiscal Impact Analysis of Proposed Revised Roadway Ownership Criteria**, was printed in July, 1993 and sent to local governments, MPO's, etc. Comments were to be sent to the Commission during late Summer and early Fall, 1993.

Briefly, the results of the fiscal impact analysis are:

A net ongoing annual **cost reduction** the State of about \$156.5 M. based on maintaining current standards of roads transferred from local governments to the State, and 5-year Work Program costs of roads transferred from the State to local governments. This net annual reduction is less, or \$142.3 M., if ongoing improvement costs are included for roads transferred from local governments to the State.

A net ongoing annual **added cost** to local government of \$54.5 M., based on maintaining current standards of roads transferred from the State to local governments, and local programmed costs of roads transferred from local government to the State. This net annual added cost is higher, or \$157.6 M., if ongoing annual improvement costs are included for roads and bridges transferring from the State to local governments.

Phase 5 -- October, 1993 to December, 1994: Recommendations to Governor and Legislature by Commission. The Commission is directed by law to review CUTR's findings and the Department's evaluation, and make specific recommendations to the Governor and Legislature, including proposed statutory changes to implement the proposed functional classification system. The extended due date for the final report was December, 1993, which was again extended by the 1994 Legislature to December, 1994.

As the first step in its deliberative process, the Commission scheduled a public hearing on October 14, 1993, to provide local governments with opportunity to comment on results of the study to date or to ask questions on the study, for response by the Commission or CUTR, as appropriate. A total of 28 local government representatives testified at the hearing (testimony is summarized in Commission minutes or may be viewed on videotape; both are available from the Commission Office).

A total of 57 written comments from local governments had been received, summarized by Commission staff and reviewed by Commissioners (Attachment D). Following the October 14th Public Hearing, the Commission carefully considered local government comments and identified major areas of local government concern as: lack of funding, insufficient local government involvement in

application of criteria, disagreement with methodology used in identifying fiscal impacts, and objections to submittal of a final report in December, 1993. In addition, the Commission expressed dissatisfaction that maps depicting application of the ownership criteria had not yet been made available to local governments for review and comment, and requested prompt completion and dissemination of such maps by the Department.

At its November 9th, 1993 meeting in Tallahassee, the Commission heard from the Department concerning the status of map production and reached several interim conclusions regarding study results to date. The Commission concluded that it could not at that time, send a final report to the Legislature because:

- a. Application of the ownership criteria had not had sufficient local government input; and
- b. The fiscal impact of changes in ownership had not been assessed with sufficient certainty -- estimates based on the five-year work program did not incorporate the real long term cost to local governments.

On December 21, 1993, the Commission submitted an Interim Report to the Governor and Legislature comprised of a summary of progress to date and seven interim conclusions adopted unanimously by the Commission, which outlined tasks to be completed before final recommendations could be developed. The Commission requested that the date for submission of the final report be extended to December, 1994 (subsequently granted by the 1994 Legislature).

The decision was made to hold workshops in each Department District during January and February, 1994, with ample prior notice to all affected local governments, for the purpose of receiving local input on results of applying the new criteria. Maps showing proposed changes to road ownership would be distributed to local governments for review prior to the workshops. By March 1, the Department was to report results of workshops to the Commission.

Concerning the fiscal impact, the Commission felt that more work was needed, to ensure that real long-term costs to local governments were identified. A small task force would be established early in 1994 to develop a methodology for determining the fiscal impact of transfers. The Commission solicited suggestions from local governments, CUTR and the Department as to the structure and membership of the task force.

Remaining interim conclusions not addressed above are as follows:

- ** The Commission has correctly separated ownership from roadway operational characteristics. The ownership criteria developed by the Commission are rational and valid bases for determining ownership of and responsibilities for roadways.
- ** There are clearly roads on the state system which serve purely local purposes and should be transferred. Similarly, there are probably roads owned by local government that should be placed on the state system; these "non-controversial" road ownership decisions need to be resolved and the real fiscal impact of transfer needs to be assessed.
- ** Additional funding for roads transferred to local government should be in the form of a statewide revenue source enacted by the Legislature.
- ** A methodology should be developed for determination of county or city road ownership, but this does not fall within the purview of the Commission.

At its March 10, 1994, the Commission received the Department's report on results of the 15 public workshop sessions. A total of 302 persons attended, with 192 representing primarily local governments. Input from local governments resulted in changes in application of the new criteria in 53 instances, 19 of which were agreed to during workshop sessions (a total of 197 forms proposing changes were submitted by local governments). In late June, revised maps were disseminated reflecting workshop results. The number of centerline miles proposed for transfer from state to local decreased by 16% and the number of centerline miles proposed for transfer from local to state increased by 19%.

Additionally, it was apparent from CUTR staff written comments following the workshops that certain of the proposed ownership criteria needed further refinement and more specificity. The Commission agreed that the criteria should be refined as needed. In late June, 1994, CUTR staff submitted eight suggested refinements for consideration by the Commission (action on these was deferred pending more input).

The 10-member Fiscal Impact Task Force was created to consist of three members nominated by the Fla. Association of Counties, two members from the League of Cities, one member from the MPOAC, two members from DOT, one member from CUTR and one member from Commission staff, who would serve as chair.

The task assigned was to develop and recommend to the Commission a proposed methodology for determining the fiscal impact of transfers under proposed ownership criteria, using the CUTR report as a source from which to draw. Recommendations of the task force were to be submitted by October 14, 1994.

At its October 13, 1994 meeting, the Commission received the report of the Fiscal Impact Task Force. The report consisted of methodologies for calculating both an *estimate of* and *actual* fiscal impact of proposed road transfers in the four areas of maintenance, resurfacing, bridge repair and replacement, and capacity (report available from Commission Office). Following the report, the Commission decided to ask the Task Force to submit options (limited to 3) for the Commission to consider in making final recommendations to the Legislature.

Secretary Watts expressed strong concern regarding certain Task Force recommendations and requested an opportunity to review the report and comment to the Commission in a week's time.

The Commission decision was to defer discussion and action on the Task Force report until comments were received from the Department.

Local government representatives stated their desire to review Department comments and requested continued involvement in the process. Chairman Kirschenbaum assured them that the Task Force would have an opportunity to review Department comments and to meet again prior to a Commission public hearing on the matter.

On November 10, 1994, the Fiscal Impact Task Force met in Tallahassee to propose and discuss options for consideration by the Commission. Based on input from the Task Force, Commission staff developed three draft options which were distributed to Task Force Members for review prior to the Commission meeting scheduled for November 18th.

At its meeting on November 18th, the Commission discussed the three options and received comments (eight) from Task Force members and other interested parties. The Commission decided to forward all three options to the Legislature, expressing a strong preference for Option #1. Commission Staff was directed to draft the report in letter format and provide it to Commissioners, Task Force members and other interested parties for written comment. After considering all comments, the Commission adopted the final report at its December 15, 1994 meeting in Tampa.

Summary of Written Comments by Local Governments

"Local government comments regarding results of the application of the criteria and methodology used are to be submitted to the Commission for inclusion in the final Commission report to the Governor and Legislature." Florida Transportation Commission decision of July, 1992; printed in CUTR Report, July 1993.

Florida Metropolitan Planning Organization Advisory Council (MPOAC)

1. Urges the Florida Transportation Commission (FTC) not to submit the CUTR study to the Legislature for action during the 1994 Legislative Session.
2. Urges FTC to include full participation of the MPOAC, the MPO's and local governments in any further efforts regarding functional classification and/or jurisdictional determinations.
3. Recommends that the process for jurisdictional determination include substantial local review and involvement.
4. Encourages FTC and Legislature to support a process that separates functional classification from jurisdictional determination.
5. Urges FTC to direct CUTR to fully assess the fiscal impacts of any proposed transfers and develop a state, rather than local, funding plan to address maintenance and long-term improvements of roadways affected by such jurisdictional transfers.

Florida Association of County Engineers and Road Superintendents (FACERS)

1. Feels it is "philosophically errant" to try and separate ownership from functional classification, and that any attempt to do so will result in a fragmented road system whereby system-wide transportation planning will be next to impossible to achieve.
2. Supports the current functional classification rule's linkage between ownership and functional classification, and recommends that it be reviewed and modified as needed.
3. Opposes the transfer of roads to counties based on the CUTR study methodology, whereby permanent and identified revenues for maintenance and long-term capital improvements are not allocated by the State.
4. Does not view the optional 5-cent gas tax to the counties as a funding mechanism, as many counties are not, for various reasons, imposing it.
5. Feels that where State road maintenance responsibility is transferred to counties on roads that extend into incorporated limits, the counties should have the same authority over traffic control and access management as does DOT. Additionally, the sharing of state road responsibilities centering around street lights and signals needs to be addressed, as the current burden of maintenance and utility expenses of both items falls to the counties.

Florida Association of Counties

1. Believes the methodology used to determine roadway ownership is contrary to the legislative directive to "develop a classification system that would be used in the process of assigning by functional classification all public roads to the appropriate governmental entity." Separating roadway ownership from functional classification fractures transportation corridors and further fragments the roadway network.
2. States that there needs to be a clear definition of "ownership." The responsibility for such items as traffic control systems, maintenance, sidewalks, electricity for street lights, access management, etc., needs to reside with the entity having authority to regulate and manage the road. Roadway and bridge transfers are not reasonable without addressing how responsibility for those transfers will be managed.

3. The CUTR study does not take into account transportation planning for future roads. Through the local comprehensive planning process, counties are making considerable investments in transportation improvements. The Functional Classification Study should more adequately provide for planning of new state highways required to meet regional needs.
4. Strongly opposes any transfers without an accompanying permanent, identified funding source allocated by the State. There must be sufficient revenues for routine roadway and bridge maintenance as well as long-term capital improvements like capacity and safety improvements.
5. Believes there may be merit to some roadway and bridge transfers if based on a linkage between ownership and functional classification and adequate funds are granted.

Florida League of Cities

Strongly opposes any transfers without an accompanying permanent, identified funding source allocated by the State. There must be sufficient revenues for routine roadway and bridge maintenance as well as long-term capital improvements like capacity and safety improvements.

Florida Department of Environmental Protection

The Division of State Lands grants easements to DOT and local governments for right of way purposes, usually for widening projects, across state-owned lands. Numerous bridges also subject to easement for the underlying submerged lands. CUTR study does not indicate level of title work to be done prior to transfers or if efforts will be made to identify the roadways and bridges which may be subject to easement from the Board of Trustees.

Alachua County Commission (Resolution)

1. Opposes the methodology developed by CUTR and requests that FTC and the Legislature reject the methodology for the transfer of roadways as outlined in the CUTR study.
2. Requests that if the transfer of roadways is approved that FTC recommend to the Legislature that continuing funding to the local governments for maintenance and operation of the roadways transferred to the local governments be provided.

Alligator Point Taxpayers Association (Franklin County)

Expresses support for the legislative reclassification of a specific road in Franklin County, returning it to State jurisdiction.

Barrier Islands Governmental Council of Pinellas County (Resolution)

1. States that there are no firm provisions for providing local government with adequate revenue to meet additional requirements for maintenance and improvements.
2. Feels that the development of the study has not been accompanied by full local review during all stages of its conduct.
3. Transfer of ownership and its attendant maintenance costs to local jurisdictions is in direct contravention to Amendment 3 to the State Constitution.
4. Requests that no action be taken regarding the study findings either by FTC or the Legislature until full local review can be accomplished and specific funding arrangements have been established.

Bay County Commission (Resolution)

1. CUTR failed to seek and incorporate local input into the Study as directed by the Florida Legislature.
2. The Legislature's own criteria for ownership determination appear to not have been consistently applied to roads within Bay County.
3. If the Legislature implements the Study, an expenditure of \$5,000,000 by the Board would be required to bring roads transferred by the State up to 100% quality standard and the Board's road maintenance costs will increase by \$250,000 annually. Present funding sources are inadequate to properly maintain County Roads.

Brevard County Commission (Resolution)

1. Rejects concept of jurisdictional transfers as outlined in the CUTR study.
2. Encourages FTC and the Florida Legislature to reject the concept of jurisdictional transfers as outlined in the CUTR study. Annual cost of transfer estimated at \$4.2 M. and Brevard does not have adequate resources to accommodate transfer.
3. Encourages the Florida Legislature to provide sufficient resources to DOT to improve and maintain state roadways.

Brevard Metropolitan Planning Organization (Proposed Resolution)

1. Urges FTC not to submit the CUTR study to the Legislature for action during the 1994 Legislative Session.
2. Urges FTC to include full participation of the MPOAC, MPO's and local governments in any further efforts regarding functional classification and/or jurisdictional determinations.
3. Recommends that the process for jurisdictional determination include substantial local review and involvement.
4. Encourages FTC and the Legislature to support a process that separates functional classification from jurisdictional determination.
5. Urges FTC to direct CUTR to fully assess the fiscal impacts of proposed transfers and develop a state, rather than local, funding plan to address maintenance and long-term improvements of roads affected by such jurisdictional transfers.

City of Brooksville

States that the transfer of certain state roads to local government would add a tremendous financial impact and liability burden to local jurisdictions.

Broward County Commission

1. Preliminary review of the results indicates that the criteria were not consistently applied to all roads. States that numerous roads meet the minimum requirements for State jurisdiction yet were classified on the local system.
2. Study did not identify the Hurricane Evacuation Route System used in the analysis, and so local governments have not been able to verify the accuracy of the application of this criteria.
3. Study did not identify the National Highway System routes. A number of State principal arterials are on the local system despite the fact that they are considered to be on the National Highway System.
4. Review reveals that only programmed improvements in the DOT five-year program were included in the fiscal analysis, totally ignoring the cost of long-range planned improvements. Long-range improvements must be included in order to determine the true cost of the roadway transfers.

5. Feels each local government should be provided with a detailed copy of the analysis and the results of the application of each of the criteria for the roads in its jurisdiction. The jurisdictional determination process should include substantial local review and involvement.
6. States that the Legislature should delay any action on the results of CUTR's study, until CUTR and/or DOT staff have reviewed the results with affected local governments. A delay in any Legislative action will allow the development of an acceptable functional classification system, rather than going ahead with an unacceptable system that will face considerable opposition.
7. The study does not identify a specific source of income for local governments to cover the costs associated with potential transfers. Urges the Legislature to provide sufficient dedicated funding for maintenance, and short/long-term improvements of roadways and bridges affected by the transfer.
8. Urges FTC and Legislature to delay any further action on the results of CUTR's study, for at least one year, so that more local involvement can be incorporated into the process.

Charlotte County-Punta Gorda Metropolitan Planning Organization

1. Agrees with the effort to develop a functional classification study and roadway ownership criteria.
2. States no serious effort was established to include local government, thereby, the study generally favors the state at the expense of local government. Recommends reevaluation and application of the criteria include participation from both state and local transportation planning agencies.
3. Feels that a simple redistribution of funding to pay for the proposed transfer of state roads would be unfair to counties and cities that have accepted responsibility for former state roadways without financial support in the past.
4. Recommends that FTC delay submission of the CUTR study to the Legislature. Also states, that after the criteria are further developed and application of the criteria includes local expertise, the study should be forwarded to the Legislature.

Citrus County Commission (Resolution)

1. Opposes CUTR's methodology of determining roadway ownership and feels it is not in accordance with Florida Law requiring that roadway ownership be based upon functional classification; and application of such methodology would result in road networks whereby system-wide transportation planning, whether state or county, would be difficult. Opposes separation of functional classification of roads from roadway ownership.
2. Supports the concept that roadways of higher statewide significance, such as arterial and major evacuation routes, be on the State Highway System.
3. Supports the process and development of criteria that will facilitate an equitable transfer of roadway mileage between state and local government.
4. Opposes the transfer of any roads whereby permanent and identified sources of funding for maintenance and long-term capital improvements are not allocated by the State.

Clay County Commission

1. Feels transferring ownership of roadway from State to local government will create fiscal havoc to an already tenacious budget.
2. Requests that the findings contained in study be totally discounted.
3. States that maintenance alone is but just a fraction of the existing and future responsibilities (levels of service requirements, bridge/culvert crossing repairs and transportation safety).

Dade Metropolitan Planning Organization

Disagrees with the recommendations presented in the CUTR report unless the following concerns are addressed satisfactorily:

1. Roadway improvement projects programmed in Transportation Improvement Programs (TIP's) should be completed before any ownership transfers are made to local government.
2. Funding to cover subsequent maintenance costs (to be covered by local governments) should be a part of any approved formulas for ownership transfers.

City of Daytona Beach

1. Opposes CUTR's recommendations unless adequate funding for maintenance and program capital costs are provided.
2. Concerned about the methodology used by CUTR to determine which roads are to be transferred and the methodology used for determining funding needs for capital improvements and maintenance.

Fort Walton Beach Urbanized Area Metropolitan Planning Organization (Resolution)

1. Opposes the functional classification study and resulting roadway ownership transfers due to the increased financial burden on local governments.
2. Recommends that if any roads are transferred from state to local ownership, additional finances (not in the form of a local option revenue source) be provided by the Legislature
3. States it does not see an overall benefit to the State of Florida, its local governments, and its residents resulting from this functional reclassification.
4. Provides numerous examples of incorrect or inconsistent application of the criteria.

Gulf County Commission

Agrees with and supports the recommendations of study which pertain to Gulf County.

City of Haines City (Resolution)

1. States that the fiscal impact analysis illustrates the fiscal impact to local governments without identifying any funding mechanism. Also states that local governments are unable to take on this additional burden. Not possible for local governments to review proposal in a favorable light without the benefit of understanding what revenue sources will be available. Feel this is a statewide initiative and therefore, a statewide funding issue.
2. Feels the proposed timeframe for public hearing and submission of FTC findings and recommendations to the Governor and Legislature by December 1993 is not realistic. Public hearings should be held in each DOT district. Section 59, Chapter 90-136, Laws of Florida addresses the fact that local governments should be involved in the process. However, local governments did not have opportunity for input until fiscal impact study was released. If FTC makes recommendations to the Governor and Legislature, Haines City will oppose the proposal due to lack of opportunity to have input at the formulation state.
3. Urges FTC to refrain from moving forward to the Governor and Legislature with proposal without significant statewide local involvement.

Highlands County Commission (Resolution)

1. Opposes the methodology of determining roadway ownership as such is not in accordance with Chapter 90-136, Laws of Florida, requiring roadway ownership be based upon functional classification, and application of such methodology would result in road networks whereby system-wide transportation planning would not be possible.

2. Supports the concept that roadways of higher statewide significance, such as arterials and major evacuation routes, be on the State Highway System.
3. Supports the process and the development of criteria that will facilitate an equitable transference of roadway mileage between the state and local government.
4. Opposes the transfer of any road whereby permanent an identified sources of funding for maintenance and long-term capital improvements are not allocated by the State.

Hillsborough County Metropolitan Planning Organization (Resolution)

1. Urges FTC not to pass on the CUTR study to the Legislature for action during the 1994 Legislative Session.
2. Urges FTC to include the full participation of MPOAC, the mpo's and local governments in any further efforts regarding functional classification and/or jurisdictional determinations.
3. Recommends that the process for jurisdictional determination include substantial local review and involvement.
4. Encourages FTC and the Legislature to support a process that separates functional classification from jurisdictional determination.
5. Urges FTC to direct CUTR to fully assess the fiscal impacts of any proposed transfers and develop a state, rather than local, funding plan to address maintenance and long-term improvements of roadways affected by such jurisdictional transfers.

Indian River County Metropolitan Planning Organization

1. Recommends that FTC not accept the CUTR report and not authorize transmittal of the CUTR report to the Legislature.
2. Feels that the report should address revenue issues associated with functional classification of and jurisdictional responsibility for roads.
3. Feels that additional local input is needed prior to sending report to Legislature.

Town of Indian Shores (Resolution)

1. States that there are no firm provisions for providing local government with adequate revenue to meet additional requirements to maintain and improve roadways transferred to local governments.
2. The development of the study has not been accompanied by full local review during all states of its conducts.
3. States it appears that local governments around the State share the same concerns that a massive hardship would be imposed if the recommendations from this study were to be implemented.
4. States that the transfer of ownership and its attendant maintenance costs to local jurisdictions is in direct contravention to Amendment 3 to the State Constitution.

Lakeland/Winter Haven Metropolitan Planning Organization (Resolution)

1. States that the fiscal impact analysis illustrates the fiscal impact to local governments without identifying any funding mechanism. Also states that local governments are unable to take on this additional burden. Not possible for local governments to review proposal in a favorable light without the benefit of understanding what revenue sources will be available. Feel this is a statewide initiative and therefore, a statewide funding issue.

2. Feels the proposed timeframe for public hearing and submission of FTC findings and recommendations to the Governor and Legislature by December 1993 is not realistic. Public hearings should be held in each DOT district. Section 59, Chapter 90-136, Laws of Florida addresses the fact that local governments should be involved in the process. However, local governments did not have opportunity for input until fiscal impact study was released. If FTC makes recommendations to the Governor and Legislature, Lakeland/Winter Haven MPO will oppose the proposal due to lack of opportunity to have input at the formulation state.
3. Urges FTC to refrain from moving forward to the Governor and Legislature with proposal without significant statewide local involvement.
4. Feels that although the general concept of the criteria appear to be reasonable, the detailed application of the criteria as illustrations is not clear and, therefore, MPO cannot support the criteria. Also, the application of the criteria seems to be inconsistent.
5. The functional classification concept and broad criteria are acceptable, however, there are many details that need to be refined before the system is accepted and/or recommended by FTC. Feels that the application of the criteria should be performed on a local basis rather than through a statewide sweep. Encourages continuity between the federal and state functional classification system.

City of Largo (Resolution)

1. States that the recommendations of the study should not be approved.
2. States that the proposed transfer of roadway ownership without a corresponding increase in transportation funding for local governments constitutes an unfunded mandate on local government.

Lee County Metropolitan Planning Organization

1. Questions what will become of the projects already in the state's work program if the transfers as proposed take place.
2. Questions whether the cost estimates were accurate, noting specifically that the cost estimates don't take into account improvement requirements that may come up in the future.
3. Feels that the proposed transfer of certain road links and not others did not always make sense.

Lee County Commission

1. Criteria for determining ownership appear reasonable.
2. Provides example of application of criteria being in conflict with the criteria.
3. Questions the cost calculations, in that they show a cost reduction to both Lee County and the State.
4. Concerned that the fiscal analysis is based on different maintenance and improvement requirements depending on whether a road is under state or county jurisdiction. Feels this leads to fiscal conclusions that are not truly comparable.

Town of North Redington Beach

1. States that there are no firm provisions for providing local government with adequate revenue to meet additional requirements for maintenance and improvements.
2. Feels that the development of the study has not been accompanied by full local review during all stages of its conduct.

3. Transfer of ownership and its attendant maintenance costs to local jurisdictions is in direct contravention to Amendment 3 to the State Constitution.
4. Requests that no action be taken regarding the study findings either by FTC or the Legislature until full local review can be accomplished and specific funding arrangements have been established.

Ocala/Marion Count Metropolitan Planning Organization (Resolution)

1. States that the recommended criteria and the application thereof to determine jurisdictional responsibility were developed without significant input from local jurisdictions.
2. States that local governments do not have the financial resources to accommodate proposed transfers.

City of Ocala

1. Feels the results from the study are incomplete and inaccurate.
2. States the study did not include participation from local government.
3. States the study did not address funding assistance for ownership transfer and local governments cannot absorb the financial responsibility to maintain and improve the proposed transfers without additional funding.

Okeechobee County Commission

Points out that community cannot financially absorb the cost to meet the State's responsibility for maintaining its roads and should not have to. Wants to insure that State does not force this burden on community.

Orange County Commission

1. States the criteria is inappropriate and assignment of responsibility for operation and maintenance should be based upon functional classification.
2. Recommends that DOT be required to totally maintain all roads on the State system including sidewalks, street lights, traffic control systems and landscaping.
3. Suggests that prior to removal of any road from the State system, it should meet current standards regarding capacity, roadway design standards and pavement and drainage condition standards.
4. States that counties should not be responsible for any roads within incorporated areas. Also, states that statutes should be clarified to specifically identify when a city must assume responsibility for a roadway when adjacent parcels are annexed.

Orlando Urban Area Metropolitan Planning Organization (Resolution)

1. Urges FTC not to submit the CUTR study to the Legislature.
2. Urges the Legislature to defer any action on proposal until all issues are resolved.
3. Recommends that at such time further action is taken, that action shall include representation by both the MPOAC and all MPOs.
4. Urges FTC to create a committee composed of state and local representatives to jointly review and develop criteria and guideline for the application of the criteria for jurisdictional determination of all state and non-state roads.
5. Urges that the same committee be directed to prepare a funding plan for implementation.
6. Recommends that the process for jurisdictional determination include substantial local review and involvement.
7. Encourages FTC and the Legislature to support a process that separates functional classification from jurisdictional determination.

8. Urges FTC to fully assess the fiscal impacts of any proposed transfers and provide sufficient, dedicate State funding for maintenance and long-term improvements of roadway affected by jurisdictional transfers.

City of Palm Bay

1. There is no financial consideration that is acceptable, and the higher costs of maintenance and improvements to arterial roadways is beyond the scope and ability of local government. Simply do not have any financial or technical resources to accept responsibilities.
2. Agrees there is a problem, but feels a study of DOT's procedures and organization is a better investment as a first effort in seeking relief instead of shifting the problem to local government.

Palm Beach County Metropolitan Planning Organization (Resolution)

1. Urges FTC not to recommend the CUTR study to the Legislature.
2. Requests FTC to include full participation of local governments and MPO's in efforts regarding functional classification and jurisdictional determinations of roadways.
3. Encourages FTC and the Legislature to support a process that separates functional classification and jurisdictional determination.
4. Urges FTC to develop and support a state, rather than local, funding plan to address maintenance and long-term improvements of roadways affected by these jurisdictional transfers.

Town of Palm Beach

1. Fails to see a local benefit from proposed transfer, particularly when no state funding assistance is proposed.
2. Requests that prior to transfer, DOT be required to bring the roadway up to a minimum standard, including drainage facilities.
3. Requests that a permanent funding source be provided to cover future annual maintenance costs.

Panama City Urbanized Area Metropolitan Planning Organization (Resolution)

1. Opposes the functional classification study and resulting roadway ownership transfers due to the increased financial burden on local governments.
2. Recommends that if any roads are transferred from state to local ownership, additional finances (not in the form of a local option revenue source) be provided by the Legislature
3. States it does not see an overall benefit to the State of Florida, its local governments, and its residents resulting from this functional reclassification.
4. Provides numerous examples of incorrect or inconsistent application of the criteria.

City of Panama City

The study does not indicate that the city is to be reimbursed for the annual maintenance costs associated with upkeep of the roadways to be transferred. Objects to transfer as an "unfunded mandate" if sufficient funding is not provided for annual maintenance costs of roads transferred.

Pensacola Urbanized Area Metropolitan Planning Organization (Resolution)

1. Opposes the functional classification study and resulting roadway ownership transfers due to the increased financial burden on local governments.

2. Recommends that if any roads are transferred from state to local ownership, additional finances (not in the form of a local option revenue source) be provided by the Legislature
3. States it does not see an overall benefit to the State of Florida, its local governments, and its residents resulting from this functional reclassification.
4. Provides numerous examples of incorrect or inconsistent application of the criteria.

Pinellas County Metropolitan Planning Organization

1. Opposes both the methodology and results of the study.
2. The development of the study has not been accompanied by full local review during all stages of its conduct.
3. There are no firm provisions for providing local government with adequate revenue to meet the additional requirement to maintain and improve roadways to be transferred.
4. Requests that no action be taken on Study findings by either FTC or Legislature until full local review can be accomplished.

City of Pinellas Park

No firm provisions for providing local governments with adequate revenue to meet additional requirements to maintain and improve these roadways have been established. It appears that a hardship will be imposed on local governments if the recommendations from this study are implemented.

Town of Redington - Pinellas County (Resolution)

1. States that there are no firm provisions for providing local government with adequate revenue to meet additional requirements to maintain and improve roadways transferred to local governments.
2. The development of the study has not been accompanied by full local review during all states of its conducts.
3. States it appears that local governments around the State share the same concerns that a massive hardship would be imposed if the recommendations from this study were to be implemented.
4. States that the transfer of ownership and its attendant maintenance costs to local jurisdictions is in direct contravention to Amendment 3 to the State Constitution.

City of Rockledge - Brevard County

1. Feels this is an attempt by the State to further shift the burden of unfunded mandates to local governments.
2. Feels that to suggest such a shift without *actual funding* is reprehensible, given all the mandates currently on local government.

Sarasota County Commission

1. The Study appears to transfer too many regional roads to local jurisdictions that do not have the authority or responsibility to plan, develop or manage roads to meet regional needs. Such transfers could seriously compromise the integrity of Florida's intercity road system.
2. The Study does not appear to adequately provide for a state role in developing new roads to serve regional needs -- specifically roads which must pass through multiple jurisdictions. Letter includes example.

3. Does not adequately address evacuation requirements. Simply extending a state road "inland until intersection with another state facility is reached" is not enough to provide assurance that the evacuation route is adequate or appropriate. Letter includes example.
4. Does not address the question of responsibility for maintaining such integral parts of the road system as roadway lighting, traffic signals or landscaping. Believes the current DOT practice of passing these costs to local government is obsolete, and any plan to reassign road ownership for the road network would be incomplete without addressing obligations associated with ownership.

Seminole County

1. Feels it is not the intent of the Federal Classification System, nor should it be the intent of the State System, for any Principal Arterial to be turned over to Local Government.
2. Strongly stresses that the CUTR report does not define the total magnitude of improvements required on roads being turned over to the County.
3. More time needs to be spent on City/County ownership criteria.
4. Urges FTC to delay any further action on the study until the fiscal impacts are properly investigated.
5. Urges FTC to look at Statewide Legislation that can provide additional revenue to Local Governments to implement any proposed transfer of roads.

Spring Hill/Hernando County Metropolitan Planning Organization

Requests that no segments be removed from the State Highway System in Hernando County, because to do so would result in problematic impacts on affected local governments.

St. Lucie County Commission

1. Opposes the recommendations to FTC, unless the State Legislature provides funding for maintenance and expansion of the road segments proposed for transfer.
2. Recommends that FTC not endorse the criteria proposed by CUTR in their final report to the Governor and the Legislature.
3. Requests that the findings be re-evaluated to provide a more equitable shared criteria.

St. Lucie County Metropolitan Planning Organization

1. Opposes the CUTR recommendation unless the Legislature provides funding for maintenance and expansion of the road segments proposed for transfer.
2. Recommends that FTC not endorse the criteria proposed by CUTR in its final report to the Legislature.
3. Requests that the findings be re-evaluated to provide more equitable shared financial responsibilities between local governments and the State.
4. Concerned that the study was prepared with little or no local input.
5. Concurs with the recommendation of the Florida DOT and the local district of the Federal Highway Administration that the Federal Functional Classification System should serve as the basis for the functional classification of the many road segments in the state in order to provide continuity between the state and federal systems.
6. Suggests criteria applied by CUTR be reevaluated as follows:
 - "Travel To/Through Urban Area" seems to ignore the fact that it is very likely that a community will have more than one major roadway connecting urban areas/urban centers, exclusive of the Interstate/Turnpike System.

- "Access to Major Public Facilities" appears to indicate that medical facilities of less than 500 beds are not facilities of significant concern. While this may be true for the larger metropolitan areas of the State, the application of such an arbitrary number does not fairly treat the smaller communities of the State.
 - "Emergency Evacuation" appears not to have been fully addressed in study.
 - Feels the recommended County-versus Municipal ownership criteria needs to be expanded to provide definition of the terms "Principal Arterial," "Minor Arterial," and so forth. Feels it is unclear as to which designation of these roadways are to be used - federal/state or a CUTR/Federal hybrid.
7. States that until an acceptable method of roadway ownership can be determined and accepted by everyone involved, it is not possible to come up with a realistic view of the fiscal impacts for the study.
 8. States it is incumbent on FTC and the Legislature that adequate funding for the implementation of transfers of ownership be proved to local governments.

Tallahassee-Leon County Metropolitan Planning Organization

1. Objects to the State of Florida transferring State roadway ownership to local governments.
2. If the State should proceed to transfer State roadway ownership to local governments, DOT must bring the roadways up to standard prior to transfer and provide funding to implement improvements identified in the local Long Range Transportation and Comprehensive Plans, and shall not transfer roads without consent of local government.

City of Tallahassee

1. States that it would be beneficial to receive specific reasons why certain sections of the state roadway system are proposed to be transferred from State ownership to local ownership.
2. Suggests that the State Roadway Identification Numbers be supplemented by local street names with the appropriate begin and end points.
3. Concerned about the implementation of scheduled or proposed future improvements. Improvements are not clearly identified, therefore, the cost can not be determined on a road segment by road segment basis.

City of Tampa

1. States that CUTR first-phase criteria appear solid.
2. States that local governments were not involved in applying the criteria.
3. Feels more detail with respect to city/county jurisdictional responsibilities must be fleshed out and systematized.
4. Specific short-term and permanent funding must be provided before the study is implemented.

City of Titusville

1. Does not believe that appropriate funding has been provided for (by?) the State to handle the extra expenses for the transfer of certain roadways from State responsibility to county or local responsibility.
2. Does not believe that the recommended transfers comply with criteria established by CUTR for roadway ownership. Provided local examples.

Volusia County Commission

1. Opposes transferring State highways to local governments unless adequate funding for maintenance and program capital costs are provided.
2. Concerned about the methodology used by CUTR to determine which roads are to be transferred and the methodology used for determining funding needs for capital improvements and maintenance.

Volusia County Metropolitan Planning Organization (Resolution)

1. Urges FTC not to pass on the CUTR study to the Legislature for action during the 1994 Legislative Session.
2. Urges FTC to include the full participation of MPOAC, the mpo's and local governments in any further efforts regarding functional classification and/or jurisdictional determinations.
3. Recommends that the process for jurisdictional determination include substantial local review and involvement.
4. Encourages FTC and the Legislature to support a process that separates functional classification from jurisdictional determination.
5. Urges FTC to direct CUTR to fully assess the fiscal impacts of any proposed transfers and develop a state, rather than local, funding plan to address maintenance and long-term improvements of roadways affected by such jurisdictional transfers.

West Florida Regional Planning Council

1. Opposes the findings and recommendations of the study mainly due to the high cost added to local governments for maintenance and improvement of roads which would be transferred to local governments.
2. Recommends FTC and the Legislature to continue with the state functional classification process only with the active involvement of DOT District Offices working closely with the appropriate local governmental entities.
3. Recommends roadway ownership should be determined at the Department's District Offices through close cooperation with local governments, MPOs, and regional planning councils.
4. States that transfer of roadway ownership to local governments will be a great financial burden to local governments. Suggests that the Legislature provide state funds, not local option funding source, to relieve this financial burden.

Option #1

1. The proposed criteria are valid for determining ownership, but need further refinement as a result of the workshop input from local governments and comments of others. For the most part, such refinements will reduce the mileage of roads proposed for transfer from state to local. CUTR's letter of 6/15/94 (Attachment H) recommending refinements will be given full consideration.

The proposed ownership criteria, worded broadly, should be incorporated into law, with detailed criteria adopted by administrative rule. These criteria would then be used by the Department to determine roads that should form part of the State System. Road Classification for engineering purposes such as design standards, can be done using federal functional classification guidelines or other criteria, as determined by the Department.

2. Following adoption of the refined criteria and completion of administrative rulemaking, the Department districts would reapply the criteria with local participation.

Application of the criteria will yield a group of roads proposed for transfer from State to Local and Local to State.

This group of roads would form a "pool" from which transfers are negotiated on a case by case basis between the Department and local government. Roads would only be transferred by mutual consent of both parties involved and the specific terms of transfer would be subject to negotiation. No roads may be added to the State System that do not qualify under the criteria. The Department would be encouraged to give priority to negotiating transfer of roads identified under federal functional classification guidelines as collector roads and local roads in the "state to local" part of the "pool" and to principal and minor arterials in the "local to state" part of the "pool".

Annually, the Department would report to the Commission on progress in negotiated transfers of roads in the "pool."

At 7-year intervals, the Department would re-evaluate roads for changes in function under the criteria and adjust the composition of the "pool" accordingly. Roads that change function between evaluations would remain on the system until re-evaluation occurs.

3. The consensual nature of this proposal eliminates a one time, big dollar fiscal impact on state and local governments. Fiscal impacts under this proposal would be assumed voluntarily as "value" offset by benefits of the transfer. The advantage of this method is that no additional revenues are required to accompany transfers. Difficult issues related to calculation of the fiscal impact are eliminated by a mutual consent approach to transfers.

Transfer by mutual consent is not new, in that it has been the only means of road transfers since July 1990 when the law mandating this study took effect. Since then, 126 centerline miles have been added to the State System and 68 miles have been removed from the System -- all by mutual agreement.

4. Also eliminated by a mutual consent approach are issues related to "standards" as a condition of transfer. The issue of bringing a road up to a specified standard prior to transfer, would be a matter for negotiation which might be agreed to by either party, in exchange for an offsetting value.
5. Since transfers would be voluntary, there would be no end date on transfers; rather, it would be an ongoing process of realigning ownership with road function. Transfers could begin as soon as the criteria are adopted by rule and refined criteria have been applied to identify the "pool" of roads to be transferred.
6. The analysis of the Fiscal Impact Task Force identified an average of \$123 M. annually in the adopted work program in capacity improvement projects on roads that do not meet the proposed criteria for a state road.

It is proposed that all right of way and construction phases contained in the work program be completed. However, beginning in the new fifth year of tentative work program following identification of the "pool" of roads for transfer, priority funding for capacity improvement projects would be given to roads meeting the criteria. This would apply to all fund categories where the Department has project selection authority. An exception to this policy would be where the Department agrees to make capacity improvements as terms of a negotiated transfer of the road to local government.

Option #2

1. The proposed road ownership criteria are fundamentally sound and have generally correctly identified roads of state importance for which state resources should be applied. They have also correctly identified roads of local interest, for which local design standards and preferences can be applied. Several refinements are needed, however, as proposed by CUTR letter of 6/15/94 (Attachment H) and local governments during workshops.

The study has correctly clarified that jurisdictional or ownership determination and roadway classification for engineering purposes are two distinct subjects.

2. All or at least a portion of the roads identified for transfer under the refined criteria should be transferred by mandate of law:
 - a. All roads identified during the study (1,955 centerline miles) should be transferred from state to local, with no transfer of bridges from state to local governments.
 - b. All roads identified should be transferred from state to local except those classified as "principal arterials" under federal functional classification guidelines (1,580 centerline miles).
 - c. Only those roads should be transferred from state to local that are classified as "collector" and "local" roads under federal functional classification guidelines (313 centerline miles).
3. Additional revenues are recommended for a., b., and c. above, as follows, calculated per Fiscal Impact Task Force recommendations (includes DOT unit maintenance costs; average DOT resurfacing cost; for capacity improvements, includes the average annual amount in work program and after work program period, capacity funding is increased by 55% to meet continuing capacity needs):
 - a. For the first 5 years of work program, \$183 M. annually; thereafter, \$248 M. annually.
 - b. For the first 5 years of the work program, \$118 M. annually; thereafter, \$156 M. annually.

- c. For the first 5 years of the work program, \$13 M. annually; thereafter, \$16 M.
- 4. For roads scheduled for construction in the 5-year work program, construction would be completed prior to transfer. Other roads would be transferred in "as is" condition following approval of the appropriate level of additional revenues.
- 5. Additional revenues for local governments would be provided in the form of a statewide revenue source approved by the Legislature. For a. above, a 3.5-cent increase in gas tax would be required; for b., a 2.2-cent increase in gas tax; and for c., an increase in the vehicle registration fee by \$1.30.

Additional funds for capacity improvements would be distributed to all counties based on current statutory formula, i.e., 50% collections, 50% population.

Funds 'freed up' for state use would be prioritized for use in completing the Florida Intrastate Highway System in accordance with statutory direction.

Note: If this option is selected, additional decisions regarding timing of transfers and distribution of funds would be required.

Option #3

1. Proposed road ownership criteria are not recommended to the Legislature and are not otherwise implemented for use by the Department in determining what roads should form part of the State System.
2. Under this proposal, the State System is generally acceptable as it is today. Thus, roads identified for transfer during the study using the proposed criteria are not recommended for transfer.

The process recommended is that which was put in place by the Legislature as an interim process during the pendency of this study and has been in use for the past four years: transfer by voluntary, mutual agreement between the Department and local government. Since there has been no prescribed method in place, professional judgment of the negotiating parties determines which roads should be added to, and deleted from, the State System.

The Department would review the roads that have been added to the State System to reach the 2% threshold (200 centerline miles) established by law in 1977 and discontinued in 1988. The Department would bring these roads to the table as the more obvious improper classifications as part of the voluntary transfer process. This process would not take into account which of these roads meet the proposed ownership criteria and therefore should remain on the state system.

Under this proposal, there would be no future requirement for evaluation of roads (currently, every 5 years) and no legislated guidelines for determining road ownership.

3. As with Option #1, there is no fiscal impact of this proposal, since all transfers would be voluntary, by mutual consent.
4. The Department would report annually on roads transferred on and off the State System.

Commission Goals

Functional Classification of Roads Study:

- A. Establishment of the proposed road ownership criteria (based on "road serving a statewide or regional purpose") as the method for determining whether a road should be on the State System. These criteria would replace the former ownership criteria based on road classification, i.e., the "quantitative" criteria used in urbanized areas, that ignored actual road function in favor of operational or physical attributes such as traffic volume, number of lanes, speed limit, etc.

- B. Realignment of road ownership in accordance with the proposed criteria through transferring at least a portion of the roads identified for transfer.

- C. Establishment of state funding priority for capacity improvements on roads on the State System that meet the criteria for a state road. As a consequence, reduced funding priority for capacity improvements on roads remaining on the State System that do not meet the criteria, i.e., are serving as local roads.

**Draft of Final Functional Classification of Roads Study
Summary of Comments Submitted by 12/19/94**

Department of Transportation:

- Supports the establishment of some criteria (very general and not all inclusive) and recommends legislative adoption.
- Does not agree with "pool" concept in Option #1. Making "pool" roads a lower priority for capacity improvement funding is contrary to the established transportation planning process.
- Opposes any proposal that transfers a roadway to local government and keeps the bridges on that roadway as a state responsibility. (Option #2)
- Supports Option #3, with the modification of using the existing SHS and the general criteria (see above), as the basis for future transfers.

Florida Association of Counties:

- Does not agree with criteria used to determine road ownership. (Options #1 & #2)
- Does not agree with "pool" concept in Option #1. Would result in the deterioration of many important roads.
- Not optimistic about passage of new revenue source. (Option #2)
- Supports Option #3. Avoids mandate to local governments.
- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.

Florida Association of County Engineers and Road Superintendents:

- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- Supports Option #3.
- Believes that the methodology developed for establishing the detailed criteria or procedures for designating state roads is flawed.
- Does not agree with incorporating the criteria into law and implementation by administrative rule. (Option #1)
- Does not agree with "pool" concept. (Option #1)

Brevard County MPO:

- Disagrees with how the criteria were applied in several specific cases.
- Does not agree with incorporating the criteria into law and implementation by administrative rule. (Option #1)
- Does not agree with "pool" concept. States that this approach would create a subordinate classification of roads for which little or no state funding would be available. Feels this approach has the same basic outcome as transferring the roads to local governments without any funding. (Option #1)
- Suggests Option #3 can be modified to meet of the Commission's goals.
 - Criteria can be adopted as guideline for transfers so that the negotiating parties have a more rational basis from which to discuss transfer.

Broward County MPO:

- Strongly favors Option #3.
- Requests that options more acceptable to local government be prepared.

Fort Walton Beach MPO: (Resolution)

- Supports Option #3.
- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- States that there should not be a future requirement for re-evaluation of road function or ownership. (Option #3)

Hillsborough County MPO: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.
- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase can not be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.

Lee County MPO:

- Opposes the adoption of criteria.
- Supports making permanent the current interim process of voluntary, negotiated transfer. (Option #3)
- Opposes the concept of assigning higher priority in programming capacity improvements with funds for which DOT has project selection authority to roads meeting the criteria. (Option #1)

Panama City MPO: (Resolution)

- Supports Option #3.
- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- States that there should not be a future requirement for re-evaluation of road function or ownership. (Option #3)

Pensacola MPO: (Resolution)

- Supports Option #3.
- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- States that there should not be a future requirement for re-evaluation of road function or ownership. (Option #3)

Pinellas County MPO:

- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- Opposes any unilateral classification of roads by FDOT which would result in a category of state roads that would not be funded by the state for capacity enhancements.

Sarasota/Manatee MPO: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.
- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase cannot be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.

Alachua County:

- States that the proposed criteria are not valid for determining ownership as they do not base ownership on the hierarchical relationship of roads.
- Funding to support major transfers of roads realistically and politically will never happen.
- Nothing is broken, so why fix it.

Brevard County:

- Endorses Option #2.
- Expressed a desire for more local control of arterial roadways with sufficient funding provided to local governments to meet those needs.

Highlands County:

- Supports solely the option that no road transfers whatsoever be effected unless mutually agreed upon by DOT and the County involved.

Martin County:

- Supports transfer by mutual consent.

Sarasota County:

- Believes general criteria could reasonably be used to provide policy guidance for designating the state system. The more detailed criteria developed by CUTR for translating this policy guidance to the selection of specific roads result in misclassification of many roads.

- Believes Option #3, which relies on the judgment of the affected jurisdictions, represents the most appropriate methodology for determining the state highway system.
- Believes Options #1 and #2 yield a definition of a state highway system that is seriously flawed.

Seminole County:

- Supports Option #3. Believes this option allows a continuation of dialogue local government has always had with DOT regarding transfers.
- Proposes the following option using the Federal Functional Classification:
 - All Principal Arterial Roads would remain on the State System.
 - All Minor Arterial Roads would be subject to transfer through a process based on mutual agreement.
 - All Collector Roads would be transferred to local government. The actual transfer would not occur until 5 years after legislation passed requiring mandatory transfer.

City of Altamonte Springs:

- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- Does not agree with criteria used to determine road ownership. (Options #1 & #2)
- Does not agree with "pool" concept in Option #1. Would result in the deterioration of many important roads.
- States a weakness of Option #3 is that no state roadway criteria are established to assist in current or future planning needs.

City of Cocoa: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.
- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase can not be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.

City of Fort Pierce: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.

- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase cannot be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.

City of Indian Harbour Beach:

- Concurred with the intended/recommended action (Option #3) of the Brevard Board of County Commissioners. However, the Brevard County Board of County Commissioners voted to support Option #2.

City of Lakeland:

- Supports transfer by mutual consent.
- Urges that any option pursued by FTC conform to the following principles:
 - that perpetual, specific funding for operations, maintenance, and capital improvements to maintain acceptable levels of service be in place at the time a transfer occurs: and
 - that adequate time and considerable local input be associated with the classification, transfer, and funding process.

City of Melbourne: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.
- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase can not be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.

City of Miami Beach:

- Prefers Option #3.
- If Legislative approval of Option #3 is not feasible, the City prefers Option #1, as long as adjustments to the criteria are made to correct illogical conclusions.
- Opposes Option #2.

City of Palm Bay:

- Supports transfer by mutual consent.

City of Valparaiso:

- Supports transfer of roads by voluntary, mutual agreement between DOT and local governments.
- Supports re-prioritization of funding for capacity improvements on roads not serving a state or regional purpose.

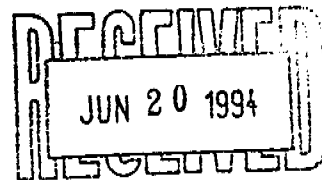
Town of Melbourne Beach: (Resolution)

- Opposes mandated prioritization for expenditures of state highway funds (Option #1), since arbitrarily prioritizing a certain type of roadway would detrimentally affect other roadways whose purpose may also be critical to a functioning transportation system.
- Opposes mandated functional reclassification (Option #2), as the fiscal impact of the proposed transfers may be understated and the correct application of the criteria is still being debated. Also, the proposed revenue increase can not be justified only on the basis of functional classification, with no identified or quantified change in level of service.
- Supports transfer by mutual consent.



CUTR

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June 15, 1994

Ms. Jane Mathis
 Executive Director
 Florida Transportation Commission
 605 Suwannee Street, M.S. #9
 Tallahassee, Florida 32399-0450

Re: Refinement of State Roadway Ownership Criteria

Dear Ms. Mathis:

Based on comments expressed during the most recent public workshops on state functional classification of roadways and questions raised by the Commission and FDOT since these public workshops, CUTR has reviewed the detailed criteria and offers the following refinements for consideration:

1. Toll Facilities as State-Owned Access Roads to Major Public Facilities

If the most direct route selected to provide access to a major public facility is an existing state-owned toll road or bridge, this is acceptable. It is not necessary for an alternative state-owned "free" facility to be designated.

If the most direct route selected to provide access to a major public facility is a non-state toll road or bridge, it is expected that an alternative route will be selected for state ownership, unless the FDOT determines it is more advantageous to assume the indenture obligations of that toll road or bridge. In this case, the FDOT and the current owner can negotiate an ownership transfer.

If the most direct route makes use of a non-state toll facility and there is no practical alternative (e.g., a bridge to a barrier island), the FDOT is not required to take ownership of the toll facility. However, the FDOT and the current owner can negotiate an ownership transfer.

2. "Attractions" to be Served by State-Owned Roadways

CUTR's proposed original listing of 20 attractions stressed attractions of statewide, regional or national significance, without explicit consideration of attendance thresholds. (For several of the major attractions, attendance figures are not made public). For consistency, we believe this "attractions" listing should be based on the same annual attendance levels as parks requiring a state-owned access road (i.e., 150,000 minimum annual attendance). Consequently, one of the original 20 "attractions" would not meet these new requirements (Marjorie Kinnan Rawlings State Historic Site - 22,509 visitors in 92-93). CUTR believes adequate access to major public beaches should be provided by the eventual statewide emergency evacuation system.

CUTR also believes the "attractions" list does not have to necessarily be limited to 20 sites, and that the list of "attractions" should be based on our original list (excluding the Rawlings site), with any additions based on a decision by the FTC consistent with the new criterion guidelines. This listing can be modified at any time by petition to the FTC.

3. Selection of Access Roads for Travel To/Through Urban Areas

For consistency, CUTR believes the selection of one road to satisfy this criterion should remain unchanged. For travel to/through urban areas across the state boarder, connectivity to the nearest urban areas of at least 5,000 population in Georgia (Bainbridge, Brunswick, Thomasville, Valdosta, and Waycross) and Alabama (Dothan, Enterprise, and Mobile) also should be provided.

4. Emergency Evacuation

As stated previously many times, the need to identify a statewide network of emergency evacuation roadways is essential to complete the definition of the state-owned highway system. Our understanding is that FDOT is currently working to designate such a network. This system of emergency evacuation roadways also should include roadways most appropriate to provide statewide evacuation in the occurrence of nuclear powerplant emergencies.

5. U.S. Designated Routes

The selection of U.S. designated routes, including alternates and by-passes, should be a criterion for defining the state system. The inclusion of alternates and by-passes will provide for travel both to and through urban areas. Additionally, as stated several times by local government during the public workshops, a re-designation of the U.S. highway system within portions of the state is warranted.

6. Bridges

The state is currently conducting most inspection and major maintenance on bridges. For those roads identified for transfer to local governments that include bridges, ownership of the bridge(s) should remain with the state if the bridge is permitted by the U.S. Coast Guard (i.e., crossing a navigable waterway).

Consistent with the recommendation of the Fiscal Impact Task Force, ownership of non-permitted bridges greater than 20 feet in length will remain with the state, except that culverts greater than 20 feet also will transfer ownership with the roadway segment.

7. Criterion for Rural Counties

One of the predominant comments from the public workshops was that the ownership criteria thresholds for state roadways "favored" the urban areas. To address this concern, we believe that in counties with no incorporated areas of 5,000 population (19 counties according to the 1993 Florida Statistical Abstract), the criteria thresholds can be reduced. For example, 75% of threshold can be acceptable for requiring state roadway access. In other words, 3,750 (instead of 5,000) campus enrollment for state college/university educational facility or 112,500 (instead of 150,000) annual attendance for state park.

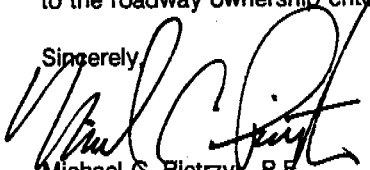
Ms. Jane Mathis
June 15, 1994
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8. Attendance Thresholds for Major Public Facilities

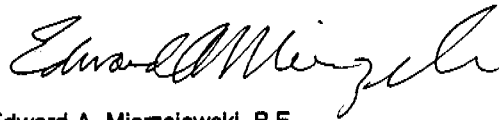
For clarity, any criterion for state-owned roadways that includes numerical thresholds (i.e., parks, forests, monuments, colleges/universities, medical facilities, urban/urbanized areas, "attractions") implies that the threshold was equalled or exceeded for each of the three most recent consecutive years. Similarly, once a major public facility is determined to meet the threshold, it will continue to require state-owned roadway access until such time as it fails to meet the threshold for three consecutive years.

We would recommend that if the legislature determines to move forward with this method, these refinements to the roadway ownership criteria be incorporated. Please call us should you have any questions.

Sincerely,



Michael C. Pietrzyk, P.E.
Senior Research Associate



Edward A. Mierzejewski, P.E.
Deputy Director for Engineering

c.c. Bruce Gordon
District 1 - Norm Feder
District 2 - Warren MacLaren
District 3 - Denny Wood
District 4 - Gus Schmidt
District 5 - Ellen Hardgrove
District 6 - Rafael DeAraza
District 7 - Jim Edwards



The Florida
Transportation
Commission