

FUNCTIONAL CLASSIFICATION OF ROADS IN FLORIDA



Report of the
FLORIDA TRANSPORTATION COMMISSION

OCTOBER 18, 1989



FLORIDA TRANSPORTATION COMMISSION



Governor
Bob Martinez

October 18, 1989

The Honorable Bob Martinez
Governor of Florida
The Capitol
Tallahassee, Florida 32399-0001

The Honorable Bob Crawford
President, The Florida Senate
The Capitol
Tallahassee, Florida 32399-1100

The Honorable Tom Gustafson
Speaker of the Florida House of Representatives
The Capitol
Tallahassee, Florida 32399-1300

Dear Governor Martinez, President Crawford and Speaker
Gustafson,

The enclosed report, *Functional Classification of Roads in Florida*, was adopted unanimously today by the Florida Transportation Commission. The report was prepared by the Commission in response to the provisions of SB 1474, enacted by the 1989 Legislature.

In conducting the study, the Commission received informational reports and testimony at three public meetings, and held a workshop session for all interested parties.

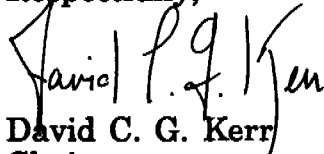
The direction to the Commission was to determine the fiscal impact of transferring to the counties those urban minor arterial roads currently on the State system, recommend timeframes for transfer, and recommend criteria for determining if a road serves a regional or statewide function.

In addition to addressing the specific legislative mandates, the Commission makes an overriding recommendation that prior to transfer of any roads on the State system, a re-evaluation be undertaken using the six criteria proposed by the Commission. The re-evaluation should determine whether a road currently serves a statewide or regional function and should, therefore, form part of the State system.

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The Commission wishes to express its appreciation to the professional staff of the Department of Transportation for their excellent work in preparing the informational reports and other documents which assisted the Commission in its task, and to the representatives of the counties and cities who provided expert assistance and valuable input to the Commission.

Respectfully,

A handwritten signature in black ink, appearing to read "David C. G. Kerr". The signature is written in a cursive style with a large initial "D" and a long horizontal stroke at the end.

David C. G. Kerr
Chairman

Enclosures (Above recipients only): State Urban Minor Arterial Highways: An Informational Report to the Florida Transportation Commission (September 15, 1989); Urban Minor Arterials Completely within Urban Areas: Roadway Descriptions; Minor Arterial Extensions in Urban Areas: Roadway Descriptions; 5 Year Adopted Work Program, July 1, 1989 through June 30, 1994: Urban Minor Arterials Completely within Urban Areas; and 5 Year Adopted Work Program July 1, 1989 through June 30, 1994: Minor Arterial Extensions in Urban Areas.

FUNCTIONAL CLASSIFICATION OF ROADS IN FLORIDA

The Florida Transportation Commission

October 18, 1989

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I. EXECUTIVE SUMMARY

The 1989 Legislature adopted a provision in SB 1474 directing the Florida Transportation Commission to perform a study of the functional classification of roads. The Legislature required the report to address three areas:

- a. The fiscal impact of transferring to the counties those urban minor arterials on the State Highway System, and a reasonable timeframe for the phased transfer of the roads;
- b. The appropriateness of transferring to the counties minor arterial extensions in urban areas that are on the State Highway System, the fiscal impact of such a transfer, and a reasonable timeframe for the phased transfer of the roads; and
- c. The factors or criteria that should be used to evaluate urban principal arterials on the State Highway System to determine whether these roads are of regional or statewide significance and should, therefore, remain on the State system.

In preparing the report, the Commission received informational reports and testimony at three public meetings and held a workshop session for all interested parties. The Commission adopted the final report at a public meeting on October 18, 1989.

A. STATE URBAN MINOR ARTERIALS COMPLETELY WITHIN URBAN AREAS

The 901 centerline miles of urban minor arterials on the State Highway System are located in 30 of the 67 counties and include 43 manned bridges and 263 unmanned bridges. Four counties contain almost 50 percent of the total mileage and 10 counties contain almost 75 percent of the mileage.

Fiscal Impact of Transfer

The Commission views the fiscal impact as being composed of (a) Cost reduction to the State resulting from termination of responsibility for these roads, and (b) Additional costs to the 30 affected counties resulting from assumption of road responsibilities.

The Commission determined that the future cost reduction to the State is the amount programmed for project phases on these roads in the Department's adopted 5-year work program for 1989-90 through 1993-94 and average routine maintenance costs for these roads.

The 5-year total cost reduction to the State is \$493 million, an average of \$99 million per year. The Commission recommends that this amount be retained by the State for use on remaining roads on the State system, and proposes that the State cease to spend funds on urban minor arterial roads following completion of projects contained in the first three years of the work program.

The additional costs to the counties were determined by the Commission to be at least the amount necessary to maintain these roads at their current operational and structural condition. Cost data was compiled by the State Association of Counties, and 20 of the 30 affected counties submitted cost estimates based on a variety of operational standards. Due to the lack of uniformity in standards used, the Commission could not assume that the cost data reflects the amount required to maintain the roads at their current operational and structural condition.

Based on the incomplete survey results, the total additional 5-year cost to the affected counties is \$719 million, an average of \$144 million per year. The Commission recommends that any transfer of roads to counties be

accompanied by sufficient additional funding to allow them to responsibly perform the needed construction and maintenance on roads transferred.

Timeframe for Transfer

The Commission recommends that a phased transfer occur over a 3-year period, commencing no earlier than one year following the effective date of legislation authorizing sufficient additional revenue to the counties. This delay will allow the counties to attain some measure of fiscal preparedness to maintain the roads prior to assumption of road ownership.

B. STATE MINOR ARTERIAL EXTENSIONS IN URBAN AREAS

Minor arterial extensions into urban areas are found in 39 of the 67 counties. There are currently 458 centerline miles on the State system, including 6 manned bridges and 96 unmanned bridges. Nine counties contain about 50 percent of the mileage and about 70 percent of the bridges.

Appropriateness of Transfer

The Commission evaluated the appropriateness of transferring minor arterial extensions in light of the criteria recommended in this report, and has concluded that further evaluation of these road segments is warranted prior to any transfer. The evaluation should be performed using the criteria proposed by the Commission and should determine the current function of these roads.

Fiscal Impact of Transfer

Notwithstanding the Commission's recommendation for further evaluation of these roads, the fiscal impact of a transfer has been determined.

The 5-year (1989-90 through 1993-94) total cost reduction to the State is \$365 million, an average of \$73 million per year.

The 5-year total additional cost to the counties (based on responses from 29 of 39 affected counties) is \$386 million, an average of \$77 million per year.

Timeframe for Transfer

As with urban minor arterials, the Commission recommends that a phased transfer occur over a 3-year period and that this period commence no earlier than one year following the effective date of legislation authorizing sufficient additional revenue to the counties.

C. URBAN PRINCIPAL ARTERIALS

The Commission reached an overall conclusion that in order for a road to form part of the State Highway System, the road should serve a regional or statewide function.

The Commission recommends six criteria for determining roads of regional or statewide significance:

1. Emergency Evacuation
2. Travel to and through Urban Areas
3. National Defense
4. Interstate, Inter-regional, and Inter-urban Commerce
5. Access to Airports, Waterports, and Major Terminals or Transfer Facilities of Other Transportation Modes
6. Public Facility Access (facilities of regional or statewide purpose, service area, or attractiveness)
 - Educational Facilities
 - Healthcare Facilities
 - Tourist-oriented Facilities (includes both natural and man-made attractions)
 - Cultural and Historical Facilities

Roads that fulfill one of these six functions should, in the Commission's view, form part of the State system.

D. RE-EVALUATION TO DETERMINE CURRENT ROAD FUNCTION

The current classification system in urbanized areas is based on a quantitative scoring system that largely ignores actual road function in favor of characteristics such as traffic volume, road length, number of lanes, speed limit and whether or not the road is divided. In the Commission's view, the present system does not reflect a true functional classification decision-making process in that it falls short of identifying actual road function.

To proceed now with the transfer of those roads which are the subject of this report under the mistaken assumption that they currently function as local roads without exception, would be premature and precipitous.

Accordingly, the Commission recommends that prior to transfer of any roads on the State system, a re-evaluation be undertaken using the criteria proposed by the Commission. The purpose of the re-evaluation should be to determine whether a road currently serves a statewide or regional function and should, therefore, form part of the State system. Roads that do not serve such a function should form part of county or city systems.

Finally, the Commission recommends that the Department be directed to conduct the re-evaluation and reclassification of roads, and that the Commission serve in an oversight capacity to monitor the Department's progress and to assure that the re-evaluation process is developed and implemented in accordance with legislative direction.

II. INTRODUCTION

The 1989 Legislature enacted SB 1474 directing the Florida Transportation Commission to perform a study of the functional classification of roads on the State Highway System. The Legislature required the report to address, at a minimum, three areas:

- a. Determine the fiscal impact and any other effects of a transfer to the counties of those urban minor arterials on the State Highway System and recommend a reasonable timeframe for the phased transfer of such roads to the counties;
- b. Evaluate the appropriateness of transferring to the counties those minor arterial extensions into urban areas that are on the State Highway System. In addition, determine the fiscal impact and other effects of a transfer and recommend a reasonable timeframe for the phased transfer of such roads; and
- c. Recommend the factors or criteria that should be included in a systematic approach for evaluating urban principal arterials on the State Highway System to determine whether such roads are of regional or statewide significance and should, therefore, remain on the State Highway System, or whether such roads primarily serve a local transportation function and should be transferred to the appropriate local governmental entity.

The body of this report is organized in accordance with the statutory directives. In the final section of the report, the Commission has made recommendations that transcend its specific instructions.

In preparing this study, the Commission received informational reports and testimony at three public meetings. On July 13, the Department of Transportation (Department) briefed the Commission on the current system used to classify roads in urbanized areas, and the Commission, in conjunction with a request for further information, gave preliminary policy guidance to the Department.

On August 10, the Commission received the Department's informational report on the road categories and received testimony from the State Association of Counties and the League of Cities concerning the potential transfer of minor arterial roads. At that meeting, the Commission directed its staff to schedule a workshop session for the purpose of providing all interested parties an informal forum for additional discussion of the issues and fiscal data compiled by the Department and local governments. The workshop was held on August 30 and was attended by representatives of the Department, counties and cities, as well as other interested parties.

At its September 14 meeting, the Commission discussed each legislative mandate and received further input from representatives of the Department, local governments, and the Metropolitan Planning Organization Advisory Committee. The Commission then formally adopted the policy decisions that are the basis for the recommendations in this report. At that meeting, the Commission also adopted an overall policy decision beyond the scope of the study contemplated by the Legislature. This policy is the basis for the recommendations in the final section of the report.

III. FINDINGS AND RECOMMENDATIONS

A. STATE URBAN MINOR ARTERIALS COMPLETELY WITHIN URBAN AREAS

1. Background Information

Under the functional classification law enacted in 1977, the State Highway System was to include (in addition to other specified road categories) those urban minor arterial routes on the existing primary road system as of July 1, 1977. The law required that (a) not less than two percent of the public road mileage of each urbanized area be included as minor arterials on the State Highway System, and (b) in urbanized areas below the two percent requirement, additional roads be transferred to the State Highway System, but prohibited the total mileage of urban minor arterials on the State Highway System for any urbanized area from exceeding 2.5 percent of that area's total public road mileage.

Since those initial transfers, the mileage of urban minor arterials on the State Highway System has increased as a result of existing urbanized area growth and establishment of four new urbanized areas. In 1988, however, the Legislature amended the law to prohibit additional mileage of urban minor arterials from being transferred to the State Highway System.

Based on Department statistics, there are currently 901 centerline miles (3,008 lane miles) of urban minor arterials completely within urban areas on the State Highway System. While all urban principal arterials are on the State Highway System, there are urban minor arterials on both the State and County road systems. According to the Department, there are 877

centerline miles of urban minor arterials on the County Road System.

The 901 centerline miles of urban minor arterials on the State system are located in 30 of the 67 counties. They are located in all 22 urbanized areas (population greater than 50,000) and in 48 small urban areas (population between 5,000 and 50,000). The total of 901 centerline miles includes 43 manned bridges and 263 unmanned bridges (see Appendix 1 for detail).

Four counties (Dade, Pinellas, Broward and Duval) with the highest number of miles of urban minor arterials contain almost 50 percent of the total mileage and the 10 highest ranked counties contain about 75 percent of the total mileage. The 10 lowest ranked counties contain less than 5 percent of the total mileage.

2. Fiscal Impact of Transfer

The Legislature directed the Commission to determine the fiscal impact of transferring urban minor arterials to the counties. In order to make this determination, the Commission was provided fiscal impact data by the Department and the counties affected by the transfer. The Commission views the fiscal impact as having two components: (a) Cost reduction to the State as a result of no future responsibility for construction and maintenance of the urban minor arterials; and (b) Additional costs to the 30 affected counties as a result of assuming construction and maintenance responsibilities for these roads.

(a) Cost Reduction to the State

The Commission determined that the amount of the future cost reduction to the State is the amount programmed for project phases on these roads in the adopted work program for 1989-90 through 1993-94 and the average routine maintenance costs associated with these roads.

The 5-year total cost reduction to the State is \$493 million (see Appendix 2 for detail), an average of \$99 million per year.

The Commission recommends that this amount be retained by the State for construction and maintenance of remaining roads on the State Highway System, rather than be diverted from the State Transportation Trust Fund and transferred to the counties. The Commission recognizes that \$154 million (31 percent) of the 5-year cost reduction is federal aid fund-

ing. Based on information provided by representatives of the Federal Highway Administration, the Department, and counties concerning the complexity and administrative difficulty of making federal funds associated with these roads available for use by the affected counties, the Commission recommends that control and management of federal funds associated with these roads remain with the Department. In the future, such funds would be spent on qualifying state or local roads in accordance with Department policy.

In considering when the State should cease to expend funds on projects in the adopted 5-year work program associated with these roads, the Commission noted that SB 1474 contains Legislative intent that the first three years of the work program shall stand as a State commitment that local governments may rely on for planning purposes in the development and amendment of their local government comprehensive plans. In accordance with this commitment, the Commission recommends that the Department complete the project phases contained in the first three years of the adopted 5-year work program. Those project phases contained in years four and five of the program would then be removed.

(b) Additional Costs to the Counties

The Commission recognizes that the additional cost to be assumed by the counties is not equal to the cost reduction to the State, for two primary reasons.

First, not all urban minor arterials subject to transfer are scheduled for work in the Department's adopted 5-year work program. Since the affected counties would assume full construction and maintenance responsibilities for all of these roads, the additional costs to the counties must be based on cost data for all roads, not solely those roads with a project phase scheduled in the 5-year work program.

Second, the project phases scheduled in the Department's work program range from a preliminary engineering or design phase only, to the construction phase of a resurfacing or capacity improvement project. Consequently, the work program does not in all cases include the total cost of a project from its inception to completion.

Additionally, the Commission recognizes that the current backlog of work needed on all state roads to meet the statutory program objectives is growing. In the Commission's view, this growing backlog is a strong indicator that projects contained in the Department's 5-year work program for urban minor arterials reflect an inadequate level of funding for these roads as well.

The Commission submits that the amount of additional costs to be assumed by the affected counties is at least the amount necessary to maintain these roads at their current operational and structural condition. This approach essentially represents maintenance of the "status quo": the operational deficiencies of these roads would not be further degraded, but neither would operational standards be improved. Likewise, structural conditions would neither worsen nor improve beyond their current condition.

In order to assess the amount of the additional costs to the counties, the Commission necessarily relied on cost data compiled by the State Association of Counties. The Association surveyed the 30 affected counties, asking them to indicate (using the Department's list of urban minor arterials) the costs required to meet the standards established for roads in the counties' adopted comprehensive plans. If no plan had been adopted, the county was requested to identify the standard used to project costs.

A total of 20 of the 30 affected counties responded to the survey. These 20 counties contain about 86 percent of the total centerline miles of urban minor arterials.

A review of survey responses revealed that the 20 counties responding to the survey used a variety of operational standards in estimating costs. About one-half used the operational standards contained in their adopted comprehensive plans. The remainder indicated that they used standards contained in the metropolitan planning organization plan, the Department's work program, standards from a combination of plans or some other unspecified standard.

Because of the absence of uniformity in the operational standards used by the counties to assess the additional costs of assuming responsibility for

these roads, the Commission could not assume that the cost data obtained through the survey reflects the amount required to maintain the roads at their current operational and structural condition. The survey results must be viewed as the counties' estimates of costs required to meet the standards established in their jurisdictions.

Based on the incomplete survey results (with 20 of the 30 affected counties responding), the total additional 5-year cost (1989/90 through 1993/94) to the affected counties is \$719 million (see Appendix 3 for county by county detail), an average of \$144 million per year.

Due to the unequal distribution of urban minor arterial mileage, the additional costs are likewise disproportionately distributed, with additional costs being substantial in some counties and almost negligible in others (see Appendix 7 for detail). The Commission recommends that the disproportionate distribution of the additional costs among the affected counties be taken into account by the Legislature in its deliberations.

In its discussion of the fiscal impact of road transfers and the potential effects thereof, the Commission became convinced that to transfer roads without the provision of adequate revenue would simply be to transfer a backlog of needed work from one level of government to another. Therefore, the Commission recommends that any transfer of roads to counties be accompanied by sufficient additional funding to allow them to responsibly perform the needed construction and maintenance on roads transferred.

3. Timeframe for Transfer

The Legislature further directed the Commission to recommend a reasonable timeframe for the phased transfer of the urban minor arterials to counties.

Consistent with its earlier recommendation that the State fulfill its commitment to complete those project phases in the first three years of the adopted 5-year work program, the Commission recommends that the phased transfer occur over a 3-year period. The Commission recommends that this period commence no earlier than one year following the effective

date of legislation authorizing sufficient additional revenues to the counties. This delay will allow the counties to attain some degree of fiscal preparedness to maintain the roads prior to assumption of road ownership.

B. STATE MINOR ARTERIAL EXTENSIONS IN URBAN AREAS

1. Background Information

Current law provides that all rural arterial routes and their extensions into and through urban areas must form part of the State Highway System. This portion of the report is concerned only with the subclass of minor arterial roads that extend from rural areas into the urban areas of the State. Current procedure requires that the State have jurisdictional responsibility to the first full intersection with a road of like or higher functional classification within the urban area.

Minor arterial extensions into urban areas are found in 39 of the 67 counties. According to Department data, there are currently 458 centerline miles (1,295 lane miles) of such road segments on the State system. The total mileage includes 6 manned bridges and 96 unmanned bridges (see Appendix 4 for detail).

Like the urban minor arterials previously discussed, the minor arterial extensions into urban areas are disproportionately distributed among 39 counties. The 9 highest ranked counties (Duval, Polk, Hillsborough, Lee, Alachua, Volusia, Sarasota, Palm Beach, and Orange) contain about 50 percent of the mileage and about 70 percent of the bridges, while the 10 lowest ranked counties contain less than 5 percent of the centerline mileage and almost none of the bridges.

2. Appropriateness of Transfer

The Legislature directed the Commission to evaluate the appropriateness of transferring to the counties those minor arterial extensions into urban areas on the State Highway System.

The Commission evaluated the appropriateness of transferring minor arterial extensions in light of the functional criteria recommended by the Commission in the following section of this report, and has concluded that further evaluation of these road segments is warranted prior to any transfer. The Commission recommends that such an evaluation be performed using the criteria developed by the Commission, and that the current function of the roads be determined prior to any transfer.

3. Fiscal Impact of Transfer

The Legislature further directed the Commission to determine the fiscal impact and any other effects of a transfer to the counties of minor arterial extensions into urban areas.

Notwithstanding the Commission's recommendation that these roads be evaluated to identify their current function prior to any transfer, the fiscal impact has been determined.

(a) Cost Reduction to the State

The Commission has determined that the amount of future cost reduction to the State is the amount programmed for project phases on these roads in the Department's adopted work program for 1989-90 through 1993-94, and the average routine maintenance costs associated with these roads.

The 5-year total cost reduction to the State is \$365 million (see Appendix 5 for detail), an average of \$73 million per year.

Consistent with the position previously taken with urban minor arterials, the Commission recommends that this amount be retained by the State for construction and maintenance of remaining roads on the State Highway System, rather than be diverted from the State Transportation Trust Fund and transferred to counties. Similarly, the Commission recommends that the \$158 million of federal aid funds programmed in the adopted 5-year work program remain under the control and management of the Department.

Again, in keeping with previous recommendations, the Commission proposes that the Department complete the project phases contained in

the first three years of the adopted 5-year work program, and that those project phases contained in years four and five of the program be removed.

(b) Additional Costs to the Counties

As with urban minor arterials and for the same reasons, the Commission recognizes that the additional cost to the counties is not equal to the amount of the cost reduction to the State, and submits that the cost to the counties is at least the amount necessary to maintain these roads at their current operational and structural condition.

In order to assess the amount of additional costs to affected counties, the Commission necessarily relied on cost data compiled by the State Association of Counties. As with urban minor arterials, the Commission could not assume that the varying standards used by the counties resulted in cost data reflecting the amount necessary to maintain these roads at their current operational and structural condition. The data is, however, the counties' best assessment of costs required to meet the standards they have established.

A total of 29 of the 39 affected counties responded to the survey. These 29 counties contain 86 percent of the total minor arterial extension mileage.

Based on these incomplete survey results, the total additional 5-year cost (1989/90 through 1993/94) to the affected counties is \$386 million (see Appendix 6 for county by county detail), an average of \$77 million per year.

4. Timeframe for Transfer

The Legislature directed the Commission to recommend a reasonable timeframe for the phased transfer to counties of minor arterial extensions into urban areas.

Notwithstanding the Commission's recommendation that these roads be evaluated to determine their current function prior to any transfer, the Commission recommends that the phased transfer occur over a 3-year period commencing no earlier than one year following the effective date of legislation authorizing sufficient additional revenues to the counties. This delay will allow the counties to attain some degree of fiscal preparedness to maintain the roads prior to assumption of ownership.

C. URBAN PRINCIPAL ARTERIALS

1. Background Information

All principal arterials, whether urban or rural, form part of the State Highway System. Under the current functional classification system, principal arterials are the highest category of road. Based on the current criteria used to classify these roads, urban principal arterials are the highest volume, longest, highest speed limit roads with the highest number of lanes. Presently, there are 2,304 centerline miles of urban principal arterials on the State system, or about 56 percent of all urban mileage (the remainder of the urban mileage being comprised of urban Interstate, urban minor arterial, and urban collector mileage).

Prior to 1989, the Department, pursuant to its functional classification administrative rule, required that the mileage of urban principal arterials not exceed mileage limits contained in the rule (for example, the St. Petersburg urbanized area was limited to 129 centerline miles of principal arterials). During the 1989 session, however, the Legislature removed these mileage restrictions by prohibiting the Department from limiting the mileage of urban principal arterials on the State system. Because the statute controls over the rule, the Secretary has issued a directive requiring that all functional classification and jurisdictional assignments in urbanized areas be held in abeyance until a new process is established.

2. Criteria for Determining Roads of Statewide or Regional Significance

The Legislature directed the Commission to recommend factors or criteria that should be used to evaluate urban principal arterials on the State Highway System to determine whether such roads are of regional or statewide significance and should, therefore, remain on the State Highway System, or whether such roads primarily serve a local transportation function and should, therefore, be transferred to an appropriate local governmental entity.

Early in its deliberations, the Commission concluded that in order for a road to form part of the State Highway System, the road should serve a regional or statewide function.

The following six functions have been identified by the Commission as determining roads of regional or statewide significance:

a. Emergency Evacuation.

The physical safety of those Florida residents who live in close proximity to our 1,350 miles of coastline dictates that safe, adequate, evacuation routes be provided by the State. Those roads that are designated evacuation routes and any other primary links essential to the safe evacuation of coastal residents, should form part of the State Highway System. Consideration should also be given to inclusion on the State system of nuclear hazard evacuation routes.

b. Travel to and through Urban Areas.

The Commission fully acknowledges that the arteries that connect our urban areas of 5,000 population or more, are roads of regional or statewide importance. These roads comprise the network that is essential for inter-urban and inter-regional travel and as such, serve the highest collective interests of the state's citizenry and tourists.

c. National Defense.

Those primary routes in Florida that are designated as part of the National Strategic Highway Defense Network, or "STRAHNET" System, clearly serve a statewide function of the highest importance and are appropriately a responsibility of the State.

d. Interstate, Inter-regional, and Inter-city Commerce.

The Commission has concluded that those roads that fulfill the need for movement of goods by commercial carriers in interstate, inter-regional, and inter-city commerce, serve a regional or statewide function and should form part of the State Highway System.

e. Access to Airports, Waterports, and Major Terminals or Transfer Facilities of Other Transportation Modes.

The Commission recognizes that seldom are waterports, airports, or

regional rail terminals the final destinations of inter-urban or inter-regional travelers. Major non-highway transportation facilities usually serve as transfer points and rely heavily on highways for both initial access and arrival to the final destination. The Commission has concluded that the principal arteries that link the other modes and tie them together as part of an integrated system, serve a regional or statewide function.

f. Public Facility Access.

The Commission feels that certain categories of public facilities serve a statewide or regional function, and consequently, that the roads providing access to these facilities should form part of the State Highway System. In defining the parameters of such public facilities, the Commission focused on the regional or statewide purpose, service area or attractiveness of the facility. Additionally, guidance was sought from the State Comprehensive Plan's Goals and Policies. By merging the Plan's Goals and Policies with the Commission's criteria of regional or statewide significance, the Commission identified the following categories of public facilities as those meriting access by a road on the State Highway System:

- **Educational Facilities:** State and private universities;
- **Healthcare Facilities:** Regional Medical Centers, as designated by the Department of Health and Rehabilitative Services;
- **Tourist-oriented Facilities:** Natural attractions drawing from a regional area, including beaches, rivers, and state parks; Man-made attractions drawing from a regional area, including major theme parks and stadiums; and
- **Cultural and Historical Facilities:** Performing arts centers, museums, and other similar facilities drawing from a regional area.

Roads that fulfill one of the aforementioned six functional criteria should, in the Commission's view, form part of the State Highway System. The system should consist of a continuous, interconnected network of roads. In order to form a connected road system, it may be necessary to annex a connecting link which, although not serving a statewide or regional function itself, provides the connecting link between roads which do serve such functions.

The Commission recognizes that these six criteria require further development and refinement prior to implementation and that there are roads that will present unique characteristics not contemplated by such criteria. However, the Commission feels these criteria constitute a sound basis for determining if a road serves a statewide or regional function.

D. RE-EVALUATION TO DETERMINE CURRENT ROAD FUNCTION

In this section of the report, the Commission goes beyond the minimum requirements set forth in SB 1474.

The final and overriding recommendations are the result of the Commission's acquired knowledge of current classification systems, particularly as implemented in the urbanized areas of the state; the identification by the Commission of criteria by which actual function can be determined; and testimony provided to the Commission by representatives of the Department, counties and cities.

The current classification system in urbanized areas is based on a quantitative scoring system that largely ignores actual road function in favor of characteristics such as traffic volume, road length, number of lanes, speed limit and whether or not the road is divided. All roads within the urbanized area receive a score based on these characteristics and are numerically ranked, highest score to lowest score. Mileage limits for each category of road are then applied. These mileage limits alone determine which roads will be principal arterials on the State Highway System, minor arterials on the State Highway System, minor arterials on the County Road System, and so on. It is the Commission's view that the present system does not reflect a true functional classification decision-making process.

To proceed now with the transfer of roads which are the subject of this report under the mistaken assumption that they currently function as local roads without exception, would be premature and precipitous.

Further, in conjunction with the development of criteria to fulfill the Legislative mandate in the area of urban principal arterials, the Commission concluded that in order for a road to comprise part of the State Highway System, the road should serve a statewide or regional function. The Commission felt that it would be remiss to limit its recommendation to the urban principal arterial category in light of the knowledge that current classification systems for all roads located in urbanized areas are largely dictated by quantitative criteria that fall short of identifying actual road function.

Finally, based on testimony from several county representatives, and responses to questions posed by the Commission concerning the current function of the subject road categories, the Commission has concluded that there exists sufficient question as to whether certain roads serve a state or local function under the proposed criteria to warrant re-evaluation prior to any transfer of road responsibilities.

Accordingly, the Commission recommends that prior to transfer of any roads on the State system, a re-evaluation be undertaken using the criteria proposed by the Commission. The purpose of the re-evaluation should be to determine whether a road currently serves a statewide or regional function and should, therefore, form part of the State Highway System. Roads that do not serve such a function should be designated as local roads and should form part of either county or city systems.

The Commission further recommends that the Department be directed to undertake refinement of the criteria through an administrative rulemaking process, allowing involvement of all affected levels of government. The Commission views the Department as the logical entity to conduct the re-evaluation and reclassification of roads, subject to the current administrative hearing process through which a local government may contest the department's official action. The re-evaluation and reclassification process should be accomplished in phases over no more than a 3-year period.

Finally, the Commission recommends that it serve in an oversight capacity to monitor the Department's progress and to assure that the re-evaluation process is developed and implemented in accordance with legislative direction.

APPENDIX 1

County	Centerline Miles	Lane Miles	Bridges	
			Manned	Unmanned
Alachua	10.899	42.330	0	0
Bay	18.971	46.548	0	1
Brevard	38.984	112.512	1	8
Broward	82.051	282.074	11	19
Clay	2.781	11.124	0	0
Columbia	3.494	14.369	0	0
Dade	162.881	657.571	4	59
Duval	68.283	255.982	0	29
Escambia	46.574	133.223	0	13
Hernando	3.836	7.672	0	1
Hillsborough	43.893	172.380	0	16
Indian River	4.715	14.056	1	1
Lee	19.450	40.188	0	7
Leon	12.170	33.161	0	8
Manatee	26.844	73.244	3	3
Marion	4.084	16.336	0	1
Martin	10.554	26.160	1	5
Nassau	5.693	11.386	0	0
Okaloosa	19.180	73.942	0	4
Orange	59.762	185.318	0	21
Palm Beach	55.266	143.325	9	10
Pasco	5.867	11.734	0	0
Pinellas	95.221	344.267	7	30
Polk	29.695	82.682	0	4
Santa Rosa	0.606	2.424	0	1
Sarasota	21.225	59.656	4	10
Seminole	11.844	47.376	0	4
St. Johns	2.710	5.420	0	1
St. Lucie	13.305	39.275	0	4
Volusia	20.638	62.247	2	3
State Total	901.476	3,007.982	43	263

Source: Florida Department of Transportation, Transportation Statistics Office

APPENDIX 2

Urban Minor Arterials Completely Within Urban Areas Total and State Funding, by County					
County	1989 AWP Projects	5 Years' Maint.	Total Program	State \$ in AWP	Total State \$
Alachua	1,123	1,058	2,181	897	1,955
Bay	5,979	1,171	7,150	5,856	7,027
Brevard	12,976	3,423	16,399	6,292	9,715
Broward	50,393	13,244	63,637	38,217	51,461
Clay	0	278	278	0	278
Columbia	0	359	359	0	359
Dade	79,429	19,082	98,511	47,360	66,442
Duval	12,385	6,617	19,002	12,385	19,002
Escambia	16,115	3,428	19,543	10,568	13,996
Hernando	35	199	234	35	234
Hillsborough	21,394	4,430	25,824	10,467	14,897
Indian River	20,411	909	21,320	7,124	8,033
Lee	8,367	1,057	9,424	6,142	7,199
Leon	273	889	1,162	273	1,162
Manatee	17,542	3,504	21,046	12,030	15,534
Marion	0	416	416	0	416
Martin	0	1,241	1,241	0	1,241
Nassau	2	285	287	2	287
Okaloosa	3,531	1,879	5,410	3,032	4,911
Orange	54,884	4,791	59,675	23,730	28,521
Palm Beach	4,011	8,608	12,619	2,163	10,771
Pasco	0	293	293	0	293
Pinellas	51,668	12,682	64,350	30,445	43,127
Polk	17,861	2,097	19,958	6,464	8,561
St. Johns	0	143	143	0	143
St. Lucie	1,711	1,012	2,723	543	1,555
Santa Rosa	0	68	68	0	68
Sarasota	930	3,766	4,696	387	4,153
Seminole	580	1,214	1,794	230	1,444
Volusia	10,108	2,679	12,787	9,034	11,713
State Total	391,708	100,822	492,530	233,676	334,498

All figures shown in thousands of dollars.
AWP = Adopted Work Program.

Source: Florida Department of Transportation, Transportation Statistics Office

APPENDIX 3

Urban Minor Arterials Completely Within Urban Areas Costs Estimated by Counties

County	Roads	Bridges	Total
Alachua	770.0		770.0
Bay	6,610.0		6,610.0
Brevard	34,010.0	7,200.0	41,210.0
Broward	32,019.0	43,150.0	75,169.0
Collier	35,740.0		35,740.0
Dade	115,248.0	2,000.0	117,248.0
Escambia	17,804.0	1,165.9	18,969.9
Hillsborough	75,022.0		75,022.0
Lee	12,866.0		12,866.0
Leon	6,571.0	8.0	6,579.0
Manatee	16,255.0	7,739.0	23,994.0
Okaloosa	4,650.0	281.0	4,931.0
Orange	106,202.0	11,453.0	117,655.0
Palm Beach	1,313.0	5,279.9	6,592.9
Pasco	55,587.0		55,587.0
Pinellas	50,025.0	7,658.5	57,683.5
Polk	8,669.0	48.8	8,717.8
St. Lucie	28,027.0	16,988.0	45,015.0
Seminole	2,000.0	75.0	2,075.0
Volusia	6,355.0	25.0	6,380.0
Total	615,743.0	103,072.1	718,815.1

All figures shown in thousands of dollars. FY 1989/90 through FY 1993/94.

APPENDIX 4

County	Centerline Miles	Lane Miles	Bridges	
			Manned	Unmanned
Alachua	18.641	55.372	0	2
Bay	13.429	36.746	0	3
Bradford	5.038	10.076	0	1
Brevard	5.415	10.830	0	0
Broward	6.114	15.956	0	0
Charlotte	0.696	1.392	0	0
Clay	7.015	32.004	0	2
Collier	6.635	15.630	0	2
Columbia	3.174	6.348	0	0
Dade	13.050	32.002	0	1
Desoto	1.685	3.370	0	0
Duval	46.745	169.042	1	22
Escambia	13.752	39.122	1	2
Gadsden	3.795	7.590	0	1
Highlands	1.606	3.212	0	0
Hillsborough	31.427	105.454	0	8
Indian River	16.454	34.549	0	1
Jackson	4.434	8.868	0	0
Lake	15.246	50.349	0	1
Lee	22.638	56.662	0	7
Leon	1.843	3.686	0	0
Manatee	6.971	18.084	0	3
Marion	5.554	22.216	0	1
Martin	12.591	36.766	2	4
Nassau	11.227	29.092	0	2
Okaloosa	8.413	25.542	0	2
Orange	16.480	46.195	0	1
Palm Beach	17.687	50.117	1	8
Pasco	6.937	13.874	0	1
Polk	40.822	122.419	0	9
Putnam	8.565	22.172	0	0
St. Johns	15.723	53.044	0	4
St. Lucie	10.348	22.572	1	2
Santa Rosa	5.986	16.114	0	2
Sarasota	18.123	40.619	0	0
Seminole	12.077	30.244	0	4
Suwannee	1.603	3.206	0	0
Volusia	18.494	41.193	0	0
Walton	1.720	3.440	0	0
State Total	458.153	1295.169	6	96

Source: Florida Department of Transportation, Transportation Statistics Office

APPENDIX 5

State Minor Arterial Extensions in Urban Areas Total and State Funding, by County

County	1989 AWP Projects	5 Years' Maint.	Total Program	State \$ in AWP	Total State \$
Alachua	8,367	1,399	9,766	4,353	5,752
Bay	165	941	1,106	165	1,106
Bradford	732	259	991	220	479
Brevard	0	271	271	0	271
Broward	0	399	399	0	399
Charlotte	800	35	835	800	835
Clay	480	815	1,295	407	1,222
Collier	1,486	406	1,892	539	945
Columbia	0	159	159	0	159
Dade	8,427	808	9,235	2,761	3,569
Desoto	0	84	84	0	84
Duval	95,136	4,941	100,077	22,833	27,774
Escambia	6,328	1,543	7,871	4,283	5,826
Gadsden	1,036	197	1,233	1,036	1,233
Highlands	0	80	80	0	80
Hillsborough	20,743	2,696	23,439	16,253	18,949
Indian River	0	871	871	0	871
Jackson	0	222	222	0	222
Lake	3,184	1,266	4,450	1,008	2,274
Lee	16,430	1,469	17,899	16,129	17,598
Leon	6,451	92	6,543	1,935	2,027
Manatee	1,788	475	2,263	809	1,284
Marion	10,748	563	11,311	3,986	4,549
Martin	13,040	2,049	15,089	12,527	14,576
Nassau	395	742	1,137	395	1,137
Okaloosa	5,699	654	6,353	4,978	5,632
Orange	2,092	1,162	3,254	1,244	2,406
Palm Beach	13,425	1,863	15,288	9,439	11,302
Pasco	17,369	354	17,723	10,802	11,156
Polk	14,036	3,128	17,164	7,786	10,914
Putnam	7,112	554	7,666	4,601	5,155
St. Johns	19,751	1,356	21,107	5,789	7,145
St. Lucie	0	1,129	1,129	0	1,129
Santa Rosa	200	418	618	200	618
Sarasota	32,653	1,015	33,668	18,807	19,822
Seminole	15,758	786	16,544	14,282	15,068
Suwannee	4,034	80	4,114	1,298	1,378
Volusia	728	1,030	1,758	728	1,758
Walton	0	86	86	0	86
State Total	328,593	36,399	364,992	170,393	206,792

All figures shown in thousands of dollars. AWP = Adopted Work Program

Source: Florida Department of Transportation, Transportation Statistics Office

APPENDIX 6

State Minor Arterial Extensions In Urban Areas Costs Estimated by Counties

County	Roads	Bridges	Total
Alachua	500.0		500.0
Bay	649.0	14.0	663.0
Brevard	120.0		120.0
Broward	6,300.0		6,300.0
Charlotte	1,503.0.0		1,503.0
De Soto	51.0	5.0	56.0
Duval	53,096.0	2,383.0	55,479.0
Escambia	5,549.0	2,532.0	8,081.0
Highlands	1,326.0		1,326.0
Hillsborough	57,835.0		57,835.0
Indian River	2,900.0		2,900.0
Lake	3,948.0		3,948.0
Lee	24,044.0		24,044.0
Leon	335.0	6.0	341.0
Manatee	1,980.0	45.0	2,025.0
Martin	9,430.0	9,652.0	19,082.0
Okaloosa	5,988.0		5,988.0
Orange	14,590.0		14,590.0
Osceola	2,766.0	16.0	2,782.0
Palm Beach	233.0	916.1	1,149.1
Pasco	24,970.0		24,970.0
Polk	9,263.0	219.8	9,482.8
Putman	212.0		212.0
St. Johns	35,387.0	19,935.7	55,322.7
St. Lucie	14,343.0	4,400.0	18,743.0
Sarasota	23,145.0		23,145.0
Seminole	43,923.0	40.0	43,963.0
Suwannee	410.0		410.0
Volusia	1,095.0		1,095.0
Total	345,891.0	40,164.6	386,055.6

All figures shown in thousands of dollars. FY 1989/90 through FY 1993/94.

APPENDIX 7

**Urban Minor Arterials Completely Within Urban Areas
and State Minor Arterial Extensions in Urban Areas**

**Counties' Estimated Costs and Fuel Tax Needed
for Fiscal Years 1989-93**

County	Counties' Estimates 1989-93	1 Cent Fuel Tax 1989-93	Cents Fuel Tax Needed
Alachua	1,270.0	5,442.9	0.2
Bay	7,273.0	4,062.3	1.8
Brevard	41,330.0	11,517.0	3.6
Broward	81,469.0	32,720.9	2.5
Charlotte	1,503.0	2,898.6	0.5
Collier	35,740.0	4,355.6	8.2
Dade	117,248.0	46,212.3	2.5
De Soto	56.0	714.3	0.1
Duval	55,479.0	22,512.9	2.5
Escambia	27,050.9	7,832.9	3.5
Highlands	1,326.0	2,221.9	0.6
Hillsborough	132,857.0	25,006.3	5.3
Indian River	2,900.0	2,781.9	1.0
Lake	3,948.0	4,506.0	0.9
Lee	36,910.0	9,451.7	3.9
Leon	6,920.0	5,779.6	1.2
Manatee	26,019.0	5,216.3	5.0
Martin	19,082.0	2,797.5	6.8
Okaloosa	10,919.0	4,004.3	2.7
Orange	132,245.0	22,287.2	5.9
Osceola	2,782.0	3,245.8	0.9
Palm Beach	7,742.0	22,472.7	0.3
Pasco	80,557.0	6,340.5	12.7
Pinellas	57,683.5	19,901.1	2.9
Polk	18,200.6	13,423.8	1.4
Putman	212.0	1,792.6	0.1
St. Johns	55,322.7	3,275.7	16.9
St. Lucie	63,758.0	4,460.5	14.3
Sarasota	23,145.0	6,900.1	3.4
Seminole	46,038.0	6,584.9	7.0
Suwannee	410.0	1,374.3	0.3
Volusia	7,475.0	9,778.7	0.8
Total	1,104,870.7		

All figures shown in thousands of dollars, except last column shown in cents.