



Progress Report on the Implementation of the Strategic Intermodal System (SIS)

**Supplement to the
Review of the
Department of Transportation
Tentative Work Program
FY 2006/07 through 2010/11**

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The Florida Transportation Commission Charge

The Florida Transportation Commission is required by law to conduct an annual in-depth evaluation of the Tentative Work Program for compliance with all applicable laws and departmental policies. During the 2005 Legislative Session, through passage of HB 1681, the Transportation Commission was presented with an additional charge. As part of the annual Tentative Work Program evaluation, the Commission must conduct an annual assessment of the progress that the department and its transportation partners have made in realizing the goals of economic development, improved mobility, and increased intermodal connectivity of the Strategic Intermodal System (SIS). This assessment must be presented to the Governor and Legislature no later than 14 days after the regular session begins.

The link between investments in transportation infrastructure and the resulting positive impact on the economy is well documented, and we know that for every dollar the Department invests in Florida's transportation infrastructure yields \$5.50 in economic return. However, the mechanisms are not yet in place to meet the intent of this legislation.

The methodology for conducting the annual assessment of the SIS is evolving. This first assessment will focus primarily on funding and commitment levels. Since the SIS was initially designated in 2003 and the Strategic Intermodal System Plan was just released in January of 2005, baseline measures from which to assess progress towards the three goals of economic development, improved mobility, and increased intermodal connectivity have yet to be completed. The Department is currently working towards the development of mobility measures, which will be one tool used to identify progress towards these goals. The Commission will continue working along with the Department to identify baseline data and develop metrics which can be employed during the next annual assessment.

What is the Strategic Intermodal System (SIS)?

An efficient, interconnected transportation system is critical to Florida's economic prosperity and its ability to com-

pete in the domestic and global economies. Interregional highways, the rail network and terminals, seaports and waterways, airports and the spaceport are the backbone of Florida's transportation system. These transportation facilities provide the primary means for long-distance movement of goods and services between Florida and markets in other states and nations. As the new century begins, Florida's transportation system needs to continue to evolve. To meet the needs of residents, visitors, and businesses in today's global economy, all modes must work together as a system to support the types of trips that are most critical to Florida's economy.

Freight and goods need to move securely and reliably between shippers and receivers within Florida, and between Florida and other states and nations. Florida's airports, seaports, rail and bus terminals and the spaceport are important hubs for these transportation flows. Florida's highways, rail lines and waterways are critical corridors for linking these markets. These interregional, interstate and international transportation facilities are essential to the state's future economic growth and quality of life. For these reasons, the Florida Department of Transportation (FDOT), working with private and public sector partners statewide, created Florida's Strategic Intermodal System—a statewide network of high-priority transportation facilities that support transportation between regions within Florida as well as between Florida and other states and nations. The Strategic Intermodal System, commonly known as the SIS, will enhance Florida's economic competitiveness by focusing limited state resources on the most significant transportation facilities.

The SIS represents a fundamental shift in the way Florida develops – and makes investments in – its transportation system. To fully realize the potential of the SIS, more emphasis will be placed on regional and corridor-level planning that coordinates multimodal improvements on many types of facilities involving many partners. Improvements to the design and operation of individual SIS facilities will be viewed from a broader perspective and will be analyzed systematically to determine which combination of investments will result in the greatest improvements to the transportation system for interregional, interstate and international trips. Particular attention will be given to improving the intermodal connectors between hubs and corridors and with the planning of regional and local systems so that all aspects of trips from door to door are addressed. The SIS will be planned in a more proactive manner, so that transportation investments support statewide goals related to high-tech job growth, trade development, rural development, urban revitalization and environmental preservation.

The FDOT will take the lead in planning and managing the SIS, and strengthened regional partnerships will provide a structure for identifying and implementing regional priorities in both urban and rural areas. The SIS also will encourage a new level of partnership between the public and private sectors to plan and implement major transportation projects.

SIS Goals

The first goal of the SIS reflects FDOT's highest priority, **safety**. This goal also acknowledges the importance of enhancing the **security** of the transportation system for both people and freight.

The second SIS goal is to **preserve** and effectively **manage** the existing transportation infrastructure before expanding the system.

The third goal emphasizes improvements in the **mobility** of people and freight on Florida's transportation system from beginning to end. Efficient **operations** of the SIS will help FDOT and its partners make the most of limited transportation funding.

The fourth goal of the SIS, **economic competitiveness**, will focus transportation investments in areas that benefit Florida's existing businesses and help attract high-wage jobs and new types of businesses to the state.

The fifth and final goal relates to initiatives to support **quality of life** goals and minimize the impacts of the transportation system on the **environment**.

SIS Development Process

In December 2000, the 2020 Florida Transportation Plan (FTP), in recognition of rising concerns about system performance and as a culmination of similar calls from many of FDOT's partners, set a specific objective to establish, construct, and manage Florida's Strategic Intermodal System.

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

May 2001 – Establishment of a Multimodal Team composed of FDOT representatives of all modes and functional areas and key partners to initiate implementation of the SIS Strategic Plan.

February 2002 – FDOT convened a 41-member Steering Committee representing 31 statewide transportation partners to establish policies for determining which transportation facilities should comprise the SIS.

December 2002 – The Steering Committee issued its final report to the Governor, Legislature and Secretary of Transportation recommending criteria and thresholds for designating key elements of the SIS, as well as guidance to FDOT and its partners for initiating implementation.

July 2003 – Governor Bush signed into law CS/SB 676, which formally established the SIS and adopted designation criteria recommended by the Steering Committee. The law also created a new Statewide Intermodal Transportation Advisory Council (SITAC) to advise FDOT on intermodal transportation.

July 2004 – Governor Bush signed into law CS/SB 1456, which made all SIS facilities eligible for state transportation funding, authorized FDOT to allocate at least 50 percent of new discretionary funding for highway capacity to the SIS and identified revenue sources for annual SIS funding.

August 2004 – Governor Bush announced the funding of 36 SIS projects, with emphasis on improving connections between SIS hubs and corridors.

September 2004 – The Secretary of Transportation adopted criteria for designating SIS connectors.

January 2005 – Secretary of Transportation transmitted the initial SIS Strategic Plan to the Governor and Legislature.

July 2005—Governor Bush signed into Law SB 360 revising the state's growth management process and providing an additional \$4.7 billion in funding for the SIS over the next 10 years.

SIS Designation

"...the Legislature declares that the designation of a strategic intermodal system, composed of facilities and services of statewide and interregional significance, will efficiently serve the mobility needs of Florida's citizens, businesses, and visitors and will help Florida become a worldwide economic leader, enhance economic prosperity and competitiveness, enrich quality of life, and reflect responsible environmental stewardship. To that end, it is the intent of the Legislature that the Strategic Intermodal System (SIS) consists of transportation facilities that meet a strategic and essential state interest and that limited resources available for the implementation of statewide and interregional transportation priorities be focused on that system." *s. 339.61(2), F.S*

SIS facilities and services are those most critical to Florida's transportation system and economy; generally, they support the major flows of interregional, interstate, and international trips. Emerging SIS hubs and corridors are designated using the same measures of transportation and economic activity as the SIS, but with lower thresholds. Emerging SIS facilities also are designated based on their ability to serve clusters of transportation-intensive industries in fast-growing economic regions.

The SIS includes three different types of facilities, each of which forms one component of an interconnected transportation system:

- *Hubs* are ports and terminals that move goods or people between Florida regions or between Florida and other markets in the United States and the rest of the world. These include commercial service airports, deepwater seaports, spaceports, interregional rail and bus terminals and freight rail terminals.
- *Corridors* are highways, rail lines and waterways that connect major markets within Florida or between Florida and other states or nations.
- *Intermodal connectors* are highways, rail lines or waterways that connect hubs and corridors.

Criteria for designating the SIS (from this point forward, references to SIS include both SIS and Emerging SIS facilities, unless otherwise noted) hubs and corridors are based on available national or industry standards for measures of transportation and economic activity. For example, airport designation is based on the number of passengers or the total freight tonnage handled by each airport; highway designation is based in part on the average number of passenger vehicles and trucks that use the highway each day. The majority of the criteria are based on percentages of total U.S. activity, so that they can be easily adjusted to reflect growth or decline in activity levels nationally. The emphasis is on interregional, interstate and international travel and transport, using the economic region definitions developed by Enterprise Florida in Florida's Strategic Plan for Economic Development. The designation of intermodal connectors were identified using criteria that indicate the ability of each connector to provide efficient, reliable, and direct access between each hub and the nearest or most appropriate SIS corridor.

Current Status of the SIS

Mandated by the 2003 Legislature, the SIS is a statewide system of high priority transportation facilities that play a critical role in moving people and goods to and from other states and nations, as well as between major economic regions in Florida. It includes the state's major commercial airports and seaports, the spaceport, and major rail freight terminals, passenger terminals, rail corridors, waterways, and highways. There is also a secondary designation for "emerging SIS" facilities which do not currently meet adopted SIS criteria, but are experiencing growing levels of activity.

The SIS carries more than 99% of all enplaned commercial air passengers in the state, virtually 100% of all waterborne freight tonnage, almost 100% of all freight moving on the rail system, and more than 68% of all truck traffic and 54% of total traffic on the State Highway System.

In July 2004, the Legislature enacted and Governor Bush signed SB 1456, which provided the basic framework for funding future improvements to the SIS. SB 1456 implemented several key policy changes. It reinforced 2003 legislation that identified the SIS as the state's and FDOT's highest priority for transportation capacity. It stipulated that at least 50 percent of new discretionary highway funds should be allocated to SIS improvements. It identified

revenue sources for funding that are estimated to provide at least \$100 million each year specifically for SIS facilities and services. It also made all SIS facilities eligible for state transportation funding, regardless of their ownership.

Consistent with this legislative action and based on input from the Florida Transportation Commission, the Statewide Intermodal Transportation Advisory Council, and other partners FDOT has adopted an investment policy to implement this funding framework. This policy specifies that FDOT will:

- Allocate 75 percent of discretionary capacity funds to the SIS and Emerging SIS (the 75 percent level to be reached by FY 14/15).
- Ensure a reasonable distribution of funds between the SIS and Emerging SIS and among economic regions.
- Increase the state's emphasis on regional travel and transport.
- Continue the state's commitment to the safety and preservation of Florida's transportation system.
- Address the state's support for non-highway modes.

Senate Bill 360, passed by the Florida Legislature during the 2005 Legislative session and signed into law by the Governor, updates Florida's growth management framework and is intended to "Close the Gap" between new development and construction of needed transportation infrastructure. The bill provides increased funding through new and existing capital investment programs, which includes funding for SIS projects. The Department established criteria for the use of these Growth Management funds; which are:

- Projects are consistent with adopted local government comprehensive plans;
- They are identified as a backlogged facility;
- They support mobility within a designated infill area, redevelopment and revitalization area, and municipal district; and
- Provide improved alternatives for moving goods.

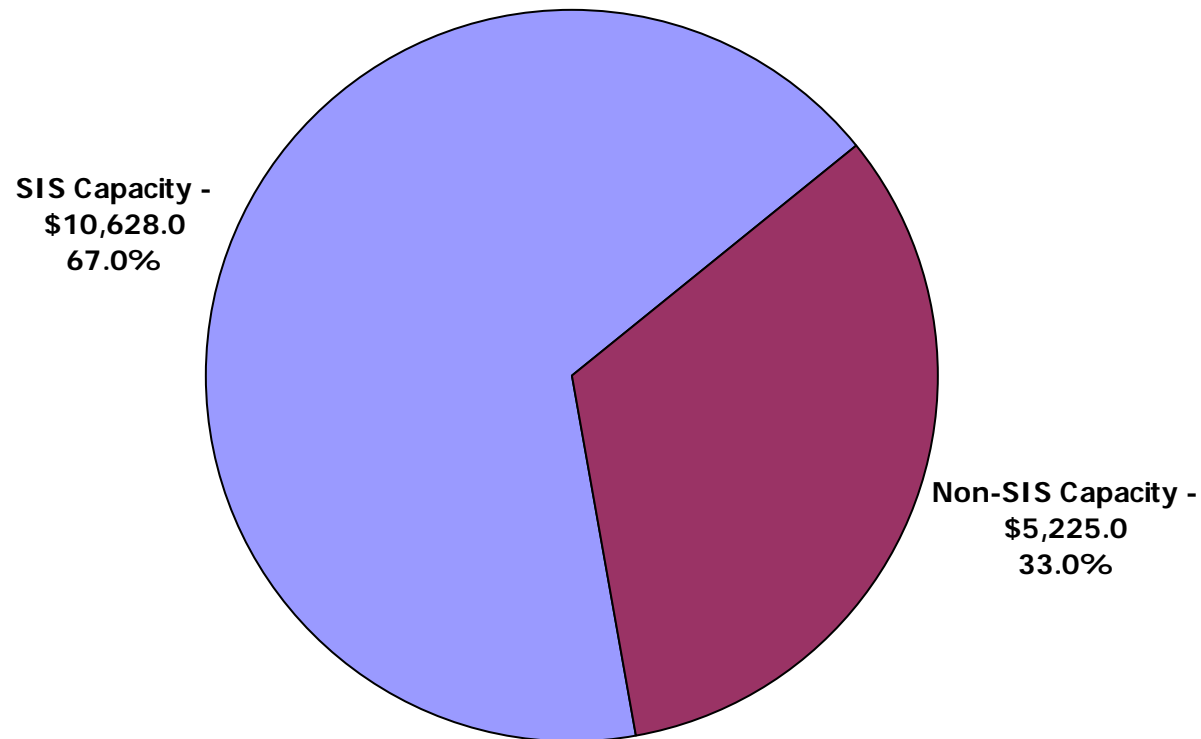
As a result of this legislation, the bill will provide an additional \$7.5 billion in product over a ten year period. Approximately \$4.1 billion of the growth management funds are programmed in this Tentative Work Program. Of the \$4.1 billion, approximately \$2.5 billion is programmed on the Strategic Intermodal System. Funding is distributed across all SIS modes.

The Tentative Work Program has a total of \$10.6 billion from all funding sources programmed on the SIS for capacity improvements, which includes construction, right of way acquisition and product support phases. This is 67.0% of the total capacity improvement program of \$15.9 billion.

Of this \$10.6 billion for capacity improvements on the SIS, \$9.3 billion is programmed for highway capacity improvements, and \$356.8 million for aviation, \$254.6 million for seaport, \$565.9 million for rail, and \$166.1 million for intermodal capacity improvements. The charts on the following pages are based on programmed commitment levels over the five years of this Tentative Work Program. The Department operates on a *commitment budget*. That is, the appropriations received from the legislature each year are for the planned commitment of funds. The actual disbursement of the committed funds may occur over a period of months or years.

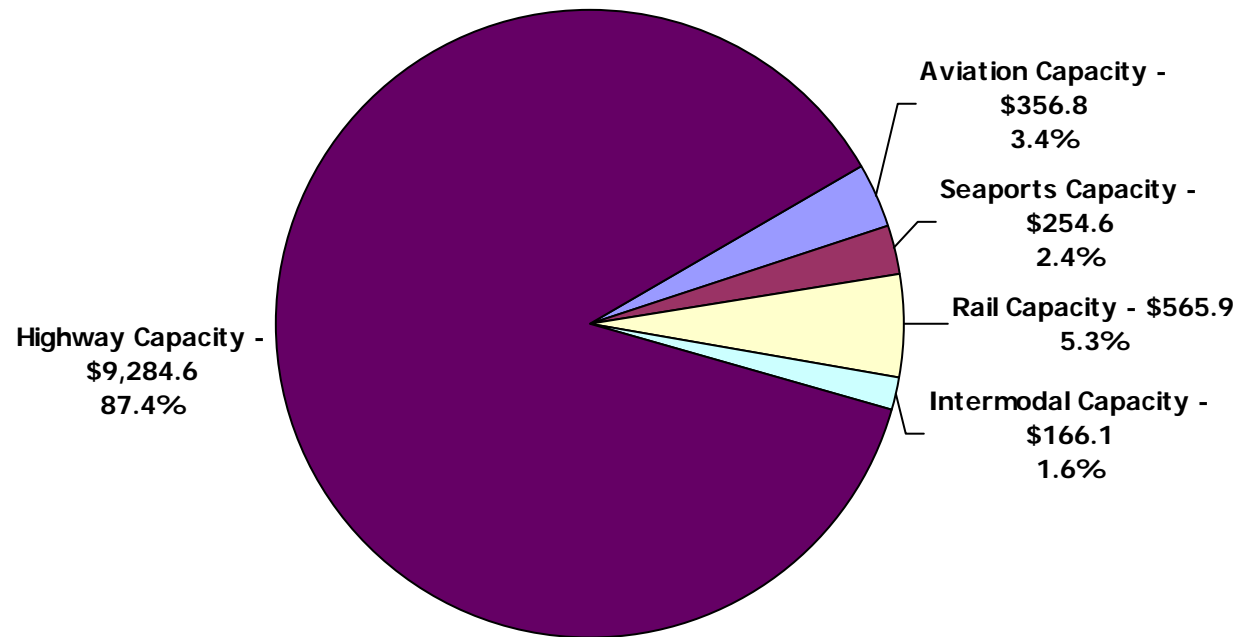
The State's total investment in SIS and Emerging SIS facilities since the System's designation on July 1, 2003, including actual investment and planned investment through this Tentative Work Program, has been approximately \$17.9 billion.

Programmed Capacity Funds in the FY 2006/07-2010/11 Tentative Work Program



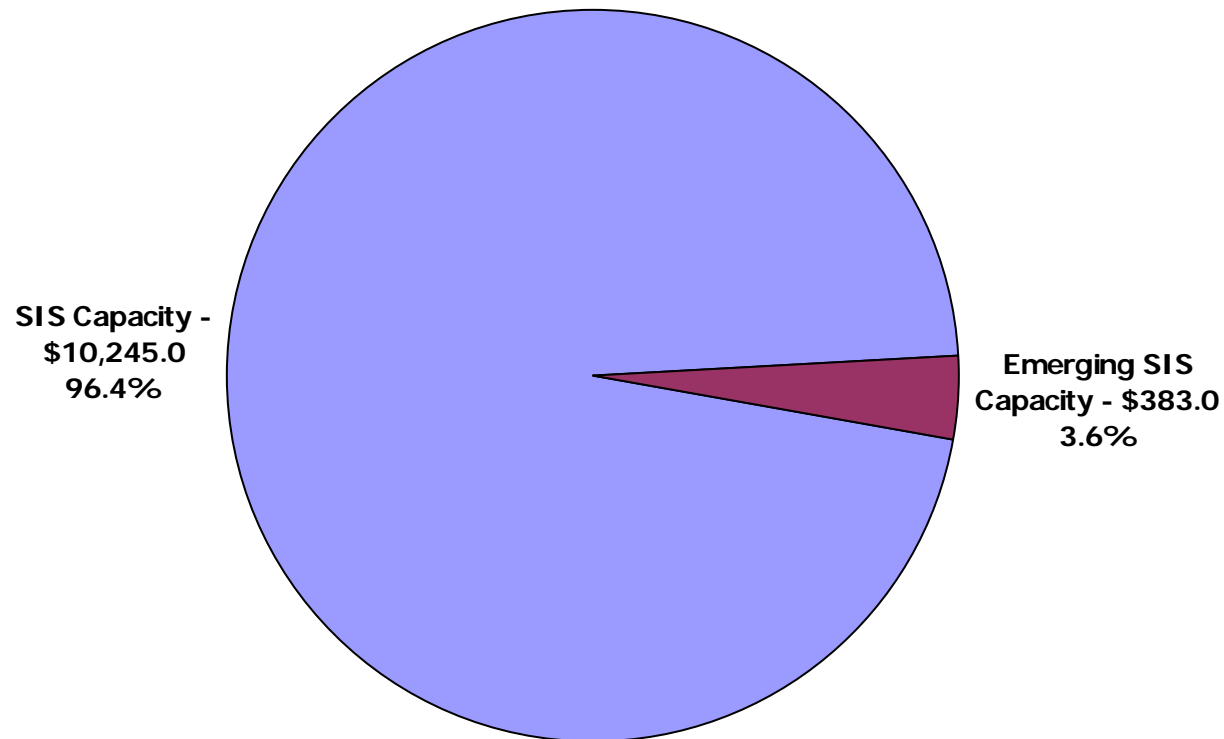
<i>(in Millions)</i>	06/07	07/08	08/09	09/10	10/11	Total
SIS Capacity	\$2,540.2	\$2,161.5	\$1,824.5	\$1,969.7	\$2,132.1	\$10,628.0
Non-SIS Capacity	\$1,570.9	\$906.0	\$853.0	\$806.3	\$1,088.8	\$5,225.0
Total	\$4,111.1	\$3,067.5	\$2,677.5	\$2,776.0	\$3,220.9	\$15,853.0

Programmed SIS Capacity Funds by Program Area



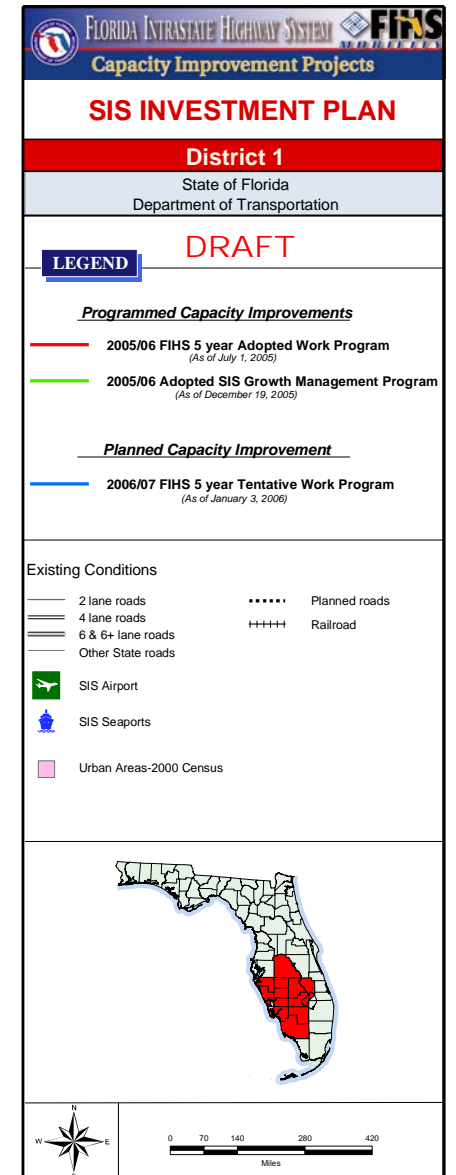
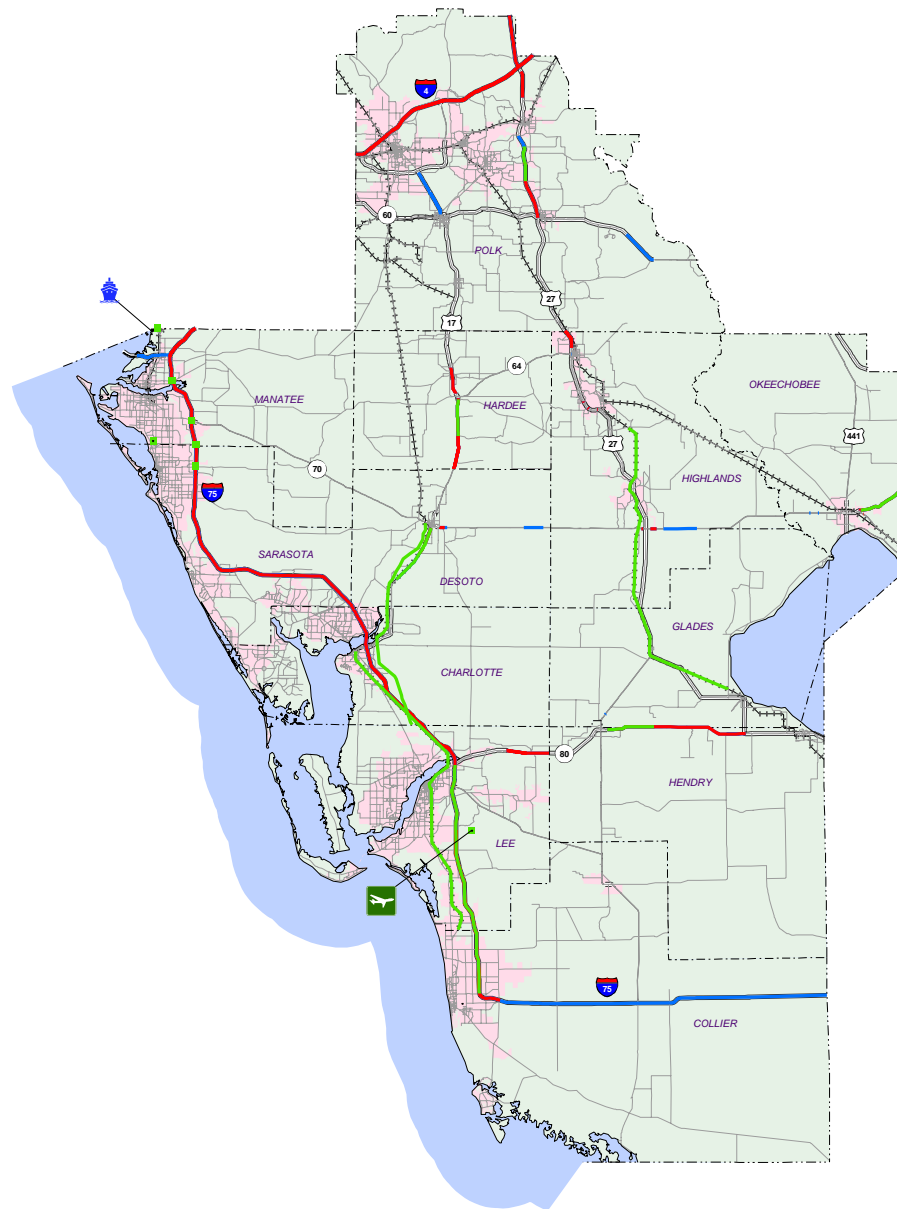
<i>(in Millions)</i>	06/07	07/08	08/09	09/10	10/11	Total
Aviation Capacity	\$77.5	\$65.0	\$110.9	\$56.9	\$46.5	\$356.8
Seaports Capacity	\$36.5	\$68.0	\$48.2	\$49.6	\$52.3	\$254.6
Rail Capacity	\$126.9	\$81.0	\$104.8	\$128.5	\$124.7	\$565.9
Intermodal Capacity	\$29.5	\$38.1	\$31.8	\$45.1	\$21.6	\$166.1
Highway Capacity	\$2,269.8	\$1,909.4	\$1,528.8	\$1,689.6	\$1,887.0	\$9,284.6
Total	\$2,540.2	\$2,161.5	\$1,824.5	\$1,969.7	\$2,132.1	\$10,628.0

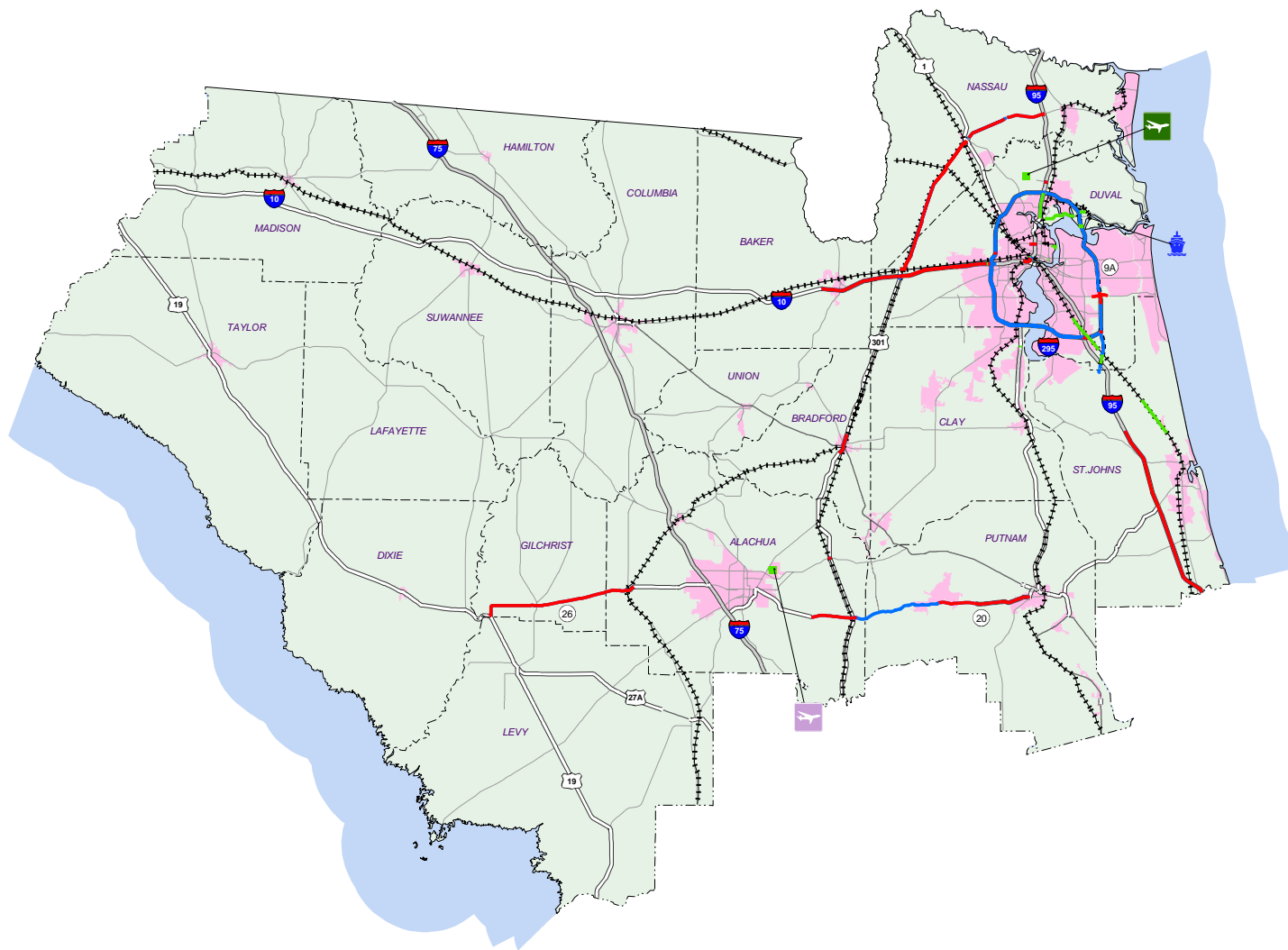
Programmed SIS Capacity Funds by SIS vs. Emerging SIS



<i>(in Millions)</i>	06/07	07/08	08/09	09/10	10/11	Total
SIS Capacity	\$2,435.9	\$2,121.4	\$1,695.1	\$1,960.0	\$2,032.6	\$10,245.0
Emerging SIS Capacity	\$104.3	\$40.1	\$129.4	\$9.7	\$99.5	\$383.0
Total	\$2,540.2	\$2,161.5	\$1,824.5	\$1,969.7	\$2,132.1	\$10,628.0

District SIS Investment Plan Maps





Capacity Improvement Projects

SIS INVESTMENT PLAN

District 2

State of Florida
Department of Transportation

DRAFT

LEGEND

Programmed Capacity Improvements

- 2005/06 FIHS 5 year Adopted Work Program
(As of July 1, 2005)
- 2005/06 Adopted SIS Growth Management Program
(As of December 19, 2005)

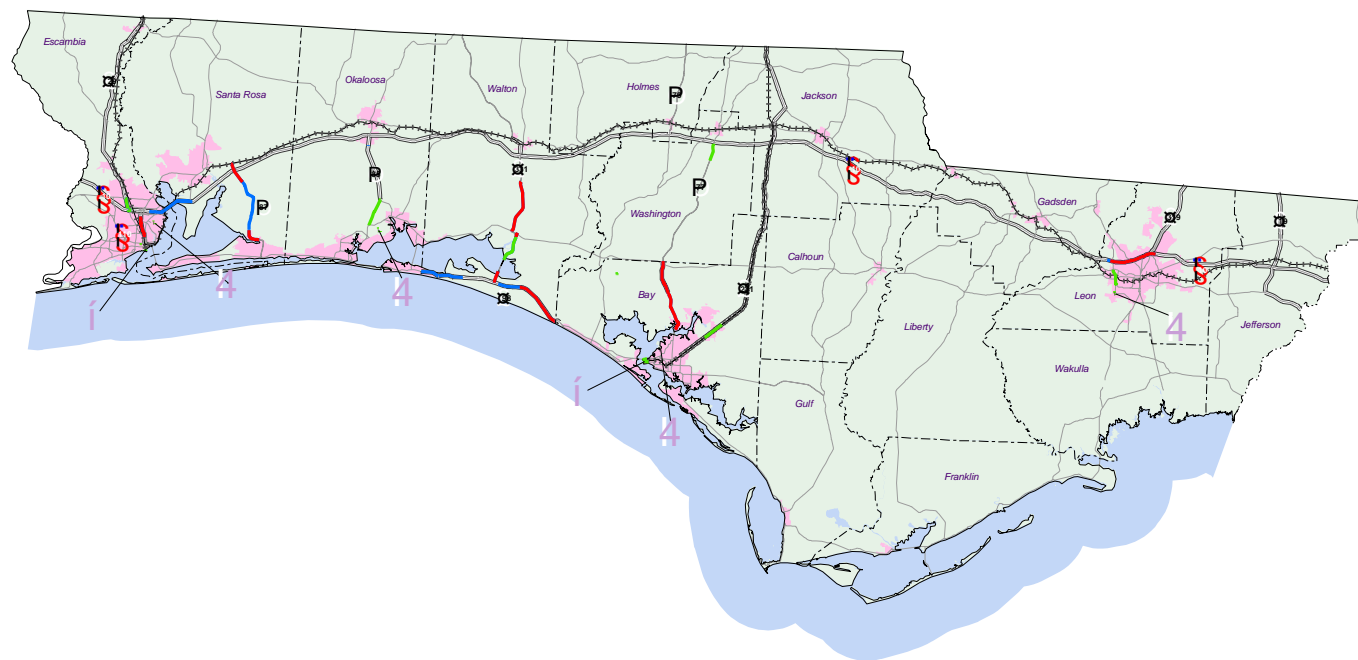
Planned Capacity Improvement

- 2006/07 FIHS 5 year Tentative Work Program
(As of January 3, 2006)

Existing Conditions

2 lane roads	Planned roads
4 lane roads	Railroad
6 & 6+ lane roads	
Other State roads	

SIS Airport
 Emerging SIS Airport
 SIS Seaports
 Urban Areas-2000 Census



Capacity Improvement Projects

SIS INVESTMENT PLAN

District 3

State of Florida
Department of Transportation

DRAFT

LEGEND

Programmed Capacity Improvements

- 2005/06 FIHS 5 year Adopted Work Program
(As of July 1, 2005)
- 2005/06 Adopted SIS Growth Management Program
(As of December 19, 2005)

Planned Capacity Improvement

- 2006/07 FIHS 5 year Tentative Work Program
(As of January 3, 2006)

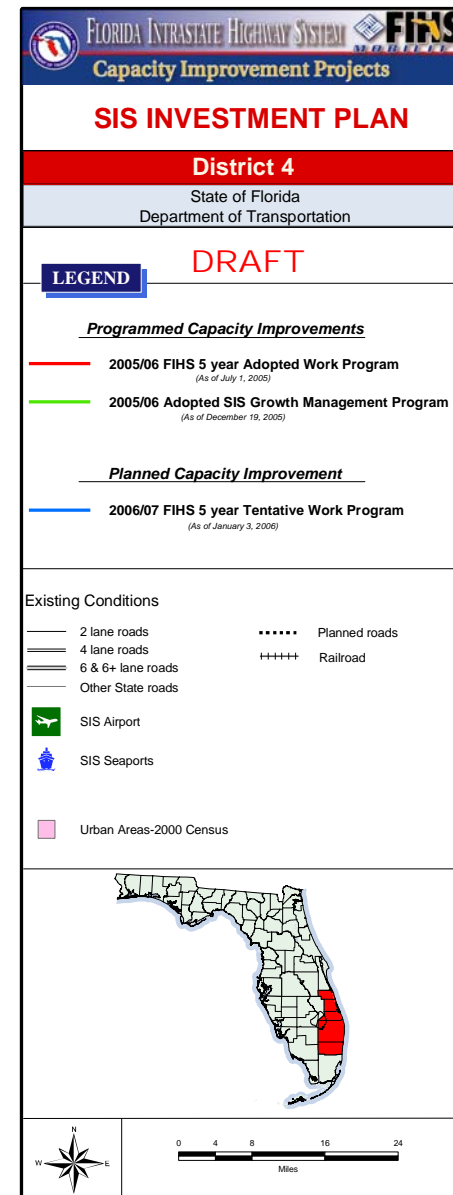
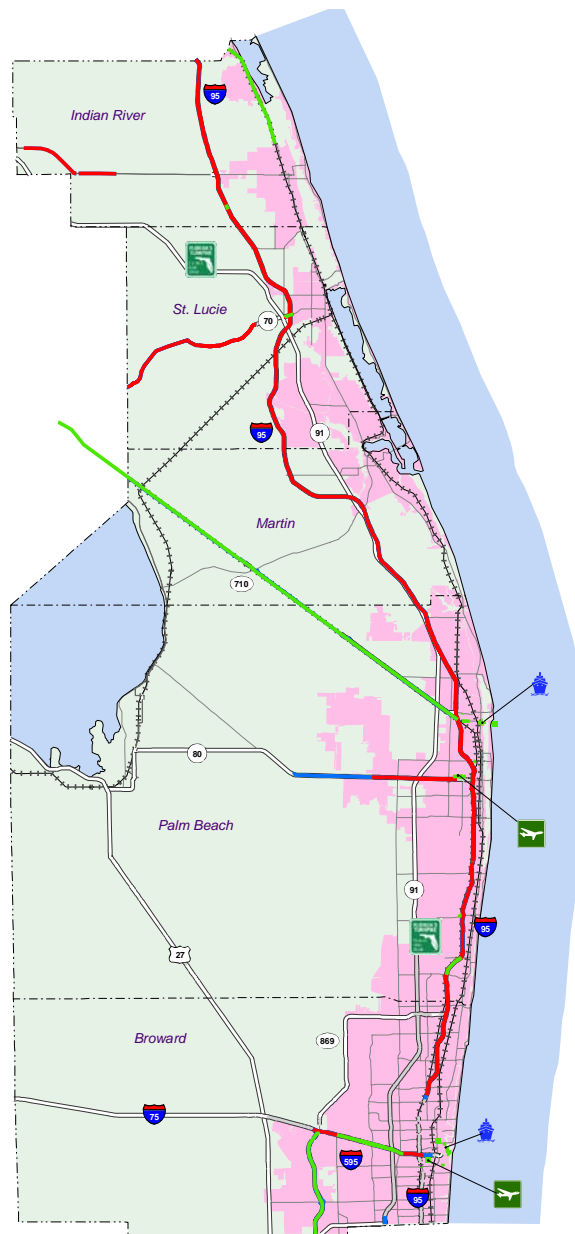
Existing Conditions

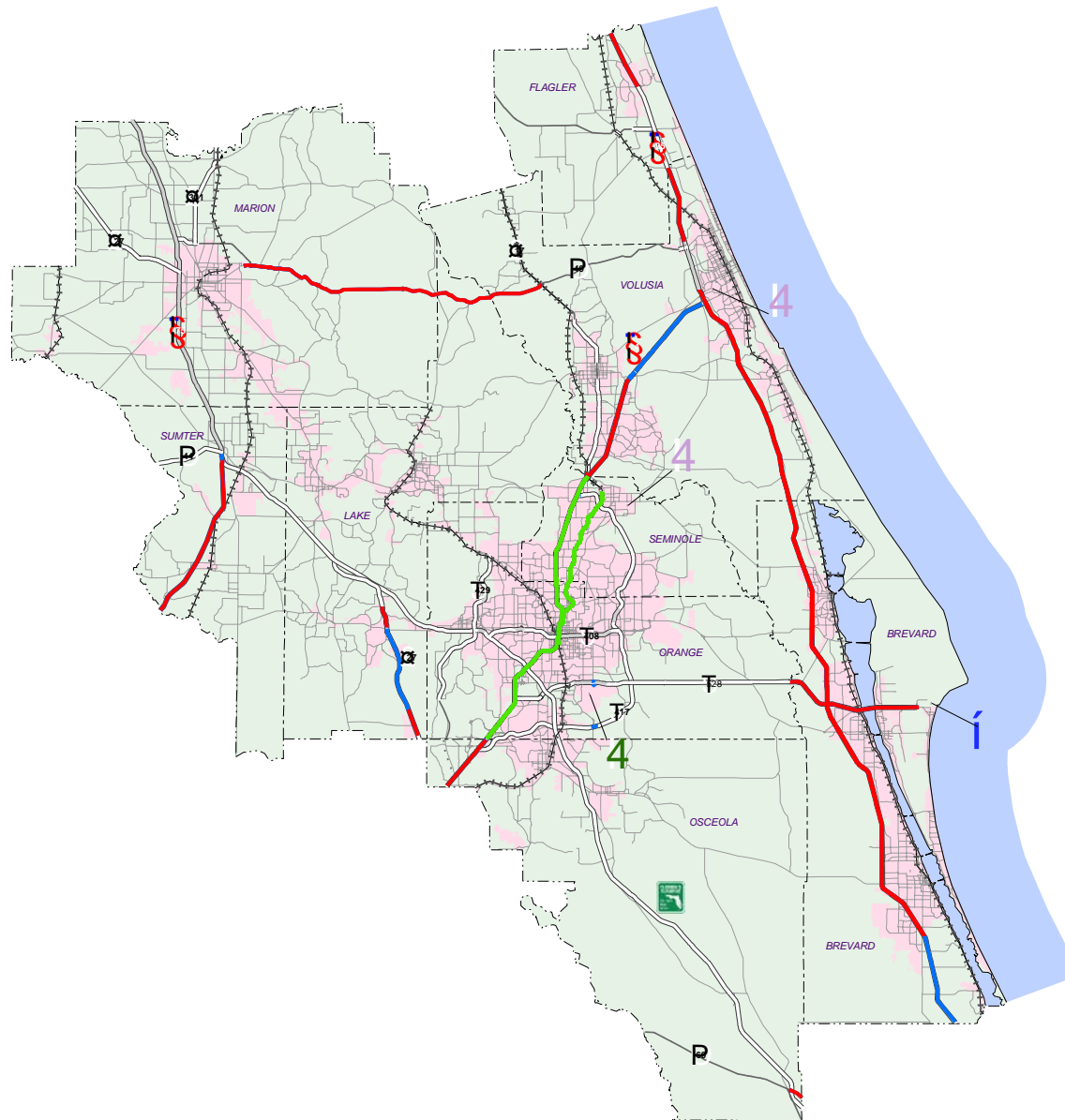
- 2 lane roads
- 4 lane roads
- 6 & 6+ lane roads
- Other State roads
- Planned roads
- Railroad

4 Emerging SIS Airport

i Emerging SIS Seaports

Urban Areas-2000 Census





Capacity Improvement Projects

SIS INVESTMENT PLAN

District 5

State of Florida
Department of Transportation

DRAFT

LEGEND

Programmed Capacity Improvements

- 2005/06 FIHS 5 year Adopted Work Program
(As of July 1, 2005)
- 2005/06 Adopted SIS Growth Management Program
(As of December 19, 2005)

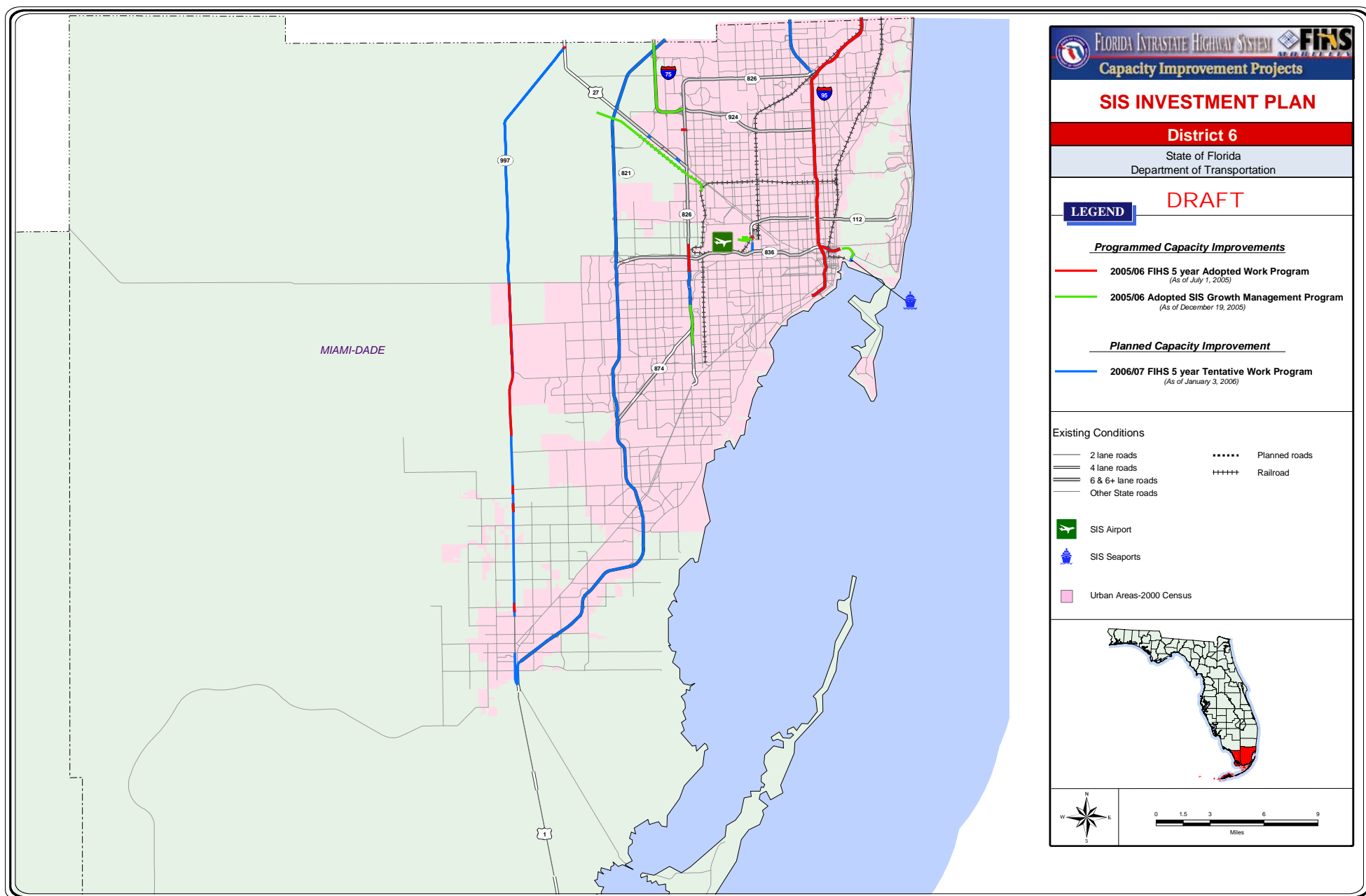
Planned Capacity Improvement

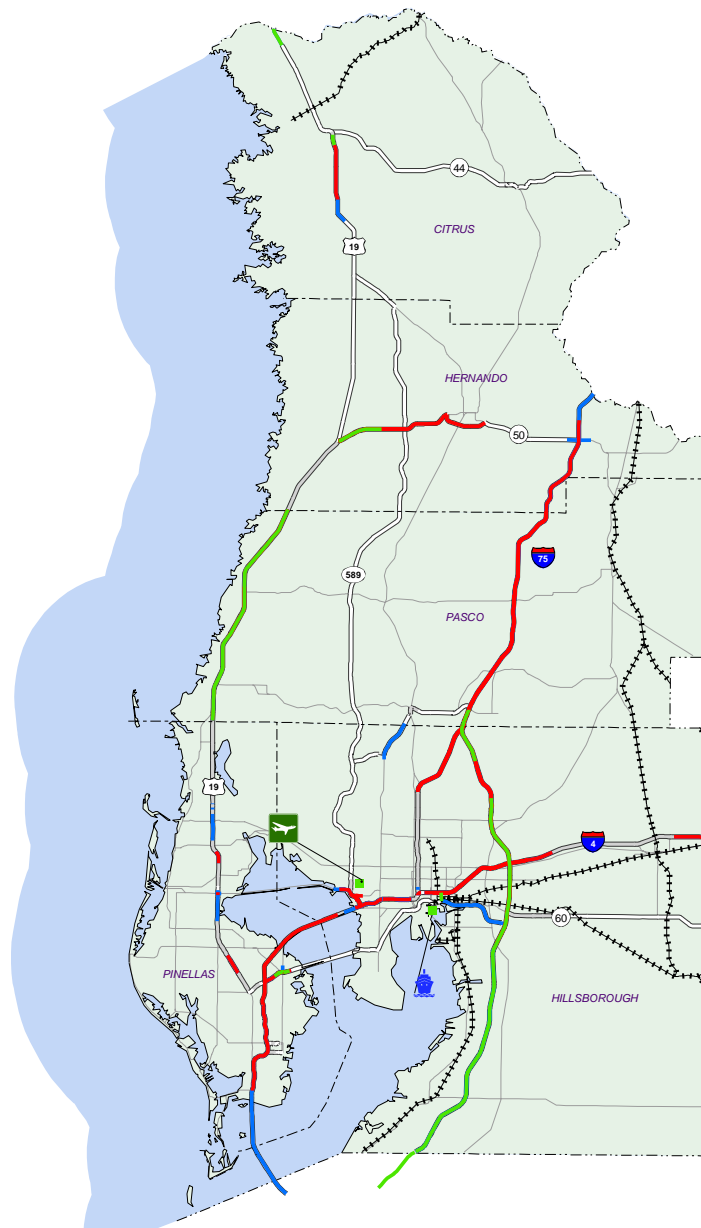
- 2006/07 FIHS 5 year Tentative Work Program
(As of January 3, 2006)



Existing Conditions

- 2 lane roads
- 4 lane roads
- 6 & 6+ lane roads
- Other State roads
- Planned roads
- Railroad
- SIS Airport
- Emerging SIS Airport
- SIS Seaports
- Urban Areas-2000 Census

0 75 150 300 450
Miles





Capacity Improvement Projects

SIS INVESTMENT PLAN

District 7

State of Florida
Department of Transportation

DRAFT

LEGEND

Programmed Capacity Improvements


- 2005/06 FIHS 5 year Adopted Work Program
(As of July 1, 2005)
- 2005/06 Adopted SIS Growth Management Program
(As of December 19, 2005)


Planned Capacity Improvement


- 2006/07 FIHS 5 year Tentative Work Program
(As of January 3, 2006)

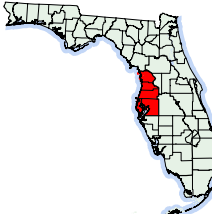
Existing Conditions


 2 lane roads	 Planned roads
 4 lane roads	 Railroad
 6 & 6+ lane roads	
 Other State roads	


 SIS Airport

 SIS Seaports

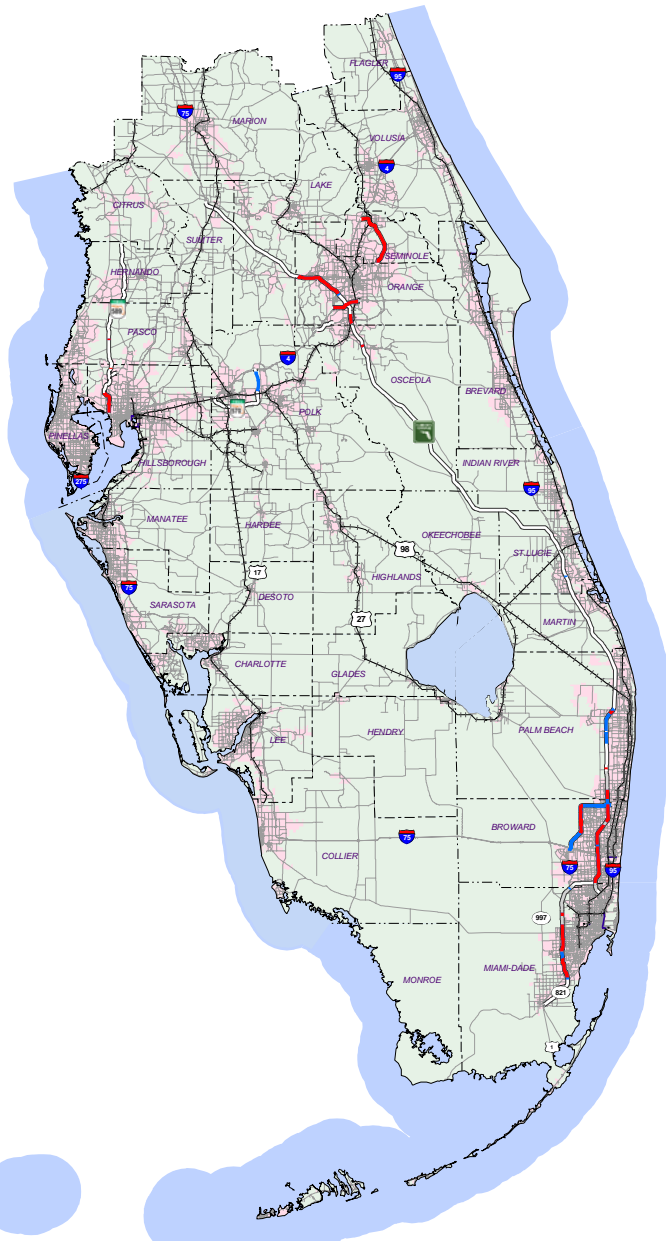
 Urban Areas-2000 Census







Miles



FLORIDA INTRASTATE HIGHWAY SYSTEM
Capacity Improvement Projects

SIS INVESTMENT PLAN

Turnpike Enterprise

State of Florida
Department of Transportation

DRAFT

LEGEND

Programmed Capacity Improvements

— 2005/06 FIHS 5 year Adopted Work Program
(As of July 1, 2005)

Planned Capacity Improvement

— 2006/07 FIHS 5 year Tentative Work Program
(As of January 3, 2006)

Existing Conditions

<p>— 2 lane roads</p> <p>==== 4 lane roads</p> <p>===== 6 & 6+ lane roads</p> <p>— Other State roads</p>	<p>..... Planned roads</p> <p>+++++ Railroad</p>
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Urban Areas-2000 Census

Miles