
***PERFORMANCE AND
PRODUCTION REVIEW
OF THE
DEPARTMENT OF TRANSPORTATION
YEAR-END FY 1990-91***

FINAL REPORT



FLORIDA TRANSPORTATION COMMISSION

Commissioners

David Kerr, Chairman
John Browning, Jr.
Art Kennedy
Wayne Mixson
Phil Reece
Merrett Stierheim
Bob Wilhelm



Governor
Lawton Chiles

July 31, 1991

Honorable Lawton Chiles
Governor
The Capitol
Tallahassee, Florida 32301

Honorable Gwen Margolis
President of the Senate
13899 Biscayne Boulevard
North Miami Beach, Florida 33181

Honorable T. K. Wetherell
Speaker of the House of Representatives
315 Orange Avenue
Daytona Beach, Florida 32014

Dear Governor Chiles, President Margolis, and Speaker Wetherell,

At the Commission's 42nd regular meeting on July 25, 1991, we conducted the **Year-End FY 1990/91 Performance and Production Review** of the Department with the Secretary and all District Secretaries present. In accordance with law, the Commission monitored Department performance on a quarterly basis and all data reviewed during the year is summarized in the report.

Significant factual findings of the report are summarized in the 2-page (buff colored pages) "Statewide Synopsis." Detailed charts showing statewide and district performance comprise the balance of the review.

Overall, the Department's performance for FY 1990/91 was excellent in the major production areas of consultant acquisition, right-of-way parcel acquisition and construction contract lettings and was greatly improved over FY 1989/90 performance which, by comparison to 1990/91, was a modest production year.

The statewide consultant acquisition plan for 1990/91 with a total of 319 contracts to be executed, was over three times the size of the plan for 1989/90 (98 contracts to be executed). While in 1989/90, the Department executed only about two-thirds of the contracts planned, during 1990/91, the Department executed 305, or 96% of total plan, committing \$144.2 M. of a total plan of \$151.4 M. The Commission feels this performance constitutes the dramatic improvement that was essential if the Department was to complete design plans for the enhanced construction program in 1991/92 and ensuing years.

Planned central office construction contract lettings were also at higher levels than 1989/90 and the two prior years, with \$718 M. in projects planned for letting in 1990/91. Actual commitments of \$644 M. (89.6%) fell somewhat short (\$74.5 M.) of achieving plan; however, largely due to a recovering construction industry and highly competitive market, bids were well below Department programmed amounts. These "low bids" accounted for most of the uncommitted funds. Further, ten projects totaling \$14.1 M. were advanced from future years to letting in 1990/91, reducing the uncommitted amount to \$60.4 M. From the standpoint of number of planned construction projects that were actually let, the Department performed excellently, letting 337 of 352 projects planned, 96% of plan (by contrast, in FY 1989/90, the Department let 208 projects of a planned 243, achieving 85.6% of plan.)

To the extent that construction contract lettings are "level," that is, maintained at relatively uniform dollar volumes throughout the year, competition is maximized and workloads both for industry and Department staff are evenly distributed. It is generally thought that level lettings contribute significantly to a higher quality product at the lowest cost to taxpayers. The Department continues to perform satisfactorily in leveling out the dollar volume of construction contract lettings throughout the year. During FY 1984/85 through FY 1987/88, an average of 50% of the year's total dollar volume was let during the last quarter. Over the last three fiscal years, however, 4th quarter lettings averaged 32.6%, although in 1990/91, last quarter lettings were slightly higher (35.4% of total dollar volume) than during 1989/90 (34.8%).

Cost increases due to supplemental agreements on construction contracts underway were contained within the 5% limitation used by the Department. The original time allotted for construction contracts underway increased by 14% as a result of time extensions granted, exceeding by 4% the 10% limitation used by the Department. Higher than average rainfall accounts for some overage, although documenting data was not readily available (in the future, "weather days" will be noted). At year end, 2.7% of contracts underway were in delinquent status (project exceeded allowed contract time), well under the Department's 10% limitation.

Disadvantaged business enterprise (DBE) participation in all federal aid construction and consultant contracts was satisfactory at 12.9%, exceeding the goal of 10% by 2.9%. Participation by DBE's in consultant contracts improved markedly over the 1989/90 level of 1.9%, with the Department achieving 3.5% during 1990/91. Based on concerns expressed last year, the Department developed and implemented a strategy to improve performance in this area. We are pleased to report that the strategy has produced positive results to date. The Commission will continue to closely monitor progress.

Despite indications of potential right-of-way production problems through the 3rd quarter (reported by letter following 2nd and 3rd quarter reviews), the Department acquired 92% of the parcels planned for acquisition during FY 1990/91 (45% of parcel acquisitions occurred during 4th quarter). This represents marked improvement over performance in FY 1989/90, when only 78% of plan was achieved due to cash shortages and resultant production slowdown early in the year.

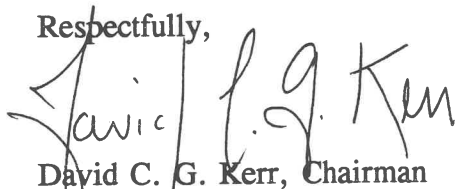
Of the total parcels acquired during the year, 48.5% were negotiated purchases, while 51.5% were litigated. This is a decline in negotiated acquisitions of 13.5% from FY 1989/90, and 24.5% from FY 1988/89. A trend is clear, in that negotiated acquisitions have steadily declined from 81% in FY 1987/88 to 48.5% in FY 1990/91. In last year's report, we strongly encouraged renewed efforts by the Department to negotiate land purchases in order to avoid the high costs of litigation and we reiterate that recommendation here. The trend toward increased litigation is particularly distressing since the Department has a good track record in negotiations, successfully purchasing about 50% of all parcels negotiated at a price that was at or within 10% of the Department's appraisal. From reports received from the District Secretaries, it is evident that the level of solicitation of property owners by attorneys is occurring earlier and more intensely, thereby short circuiting negotiation attempts by the Department. The Department estimates that the amount paid for land only is increased by 10%-12% as a result of payment of property owner attorney fees and court costs associated with condemnation proceedings. The Commission intends to pursue possible solutions to this growing problem.

The Department continued its excellent record of obligating federal funds. With the final quarter of federal fiscal year remaining, the Department had committed almost 95% of all federal aid funds that are subject to forfeiture at federal fiscal year end. By fiscal year end (9/30/91) the Department will have committed the remainder, and has indicated that it will be in a position to consume an additional \$65 M. in federal aid, should unused funds from other states be made available for redistribution.

Performance and Production Review
July 31, 1991
Page 4

In summary, the program for 1990/91 was a moderately ambitious one, carried out with a consistently high level of performance. The Commission is encouraged by last year's excellent performance as the Department undertakes a significantly more ambitious program which will place greater demands on Department production capability.

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".

David C. G. Kerr, Chairman

Enclosure

cc: Honorable Bud Gardner, Chairman, Senate Appropriations Committee
Honorable Ron Saunders, Chairman, House Appropriations Committee
Honorable Howard Forman, Chairman, Senate Transportation Committee
Honorable Vernon Peoples, Chairman, House Transportation Committee
Members, Senate Transportation Committee
Members House Transportation Committee
Honorable George Kirkpatrick, Chairman, Senate Appropriations Subcommittee A
Honorable Anne MacKenzie, Chairman, House Appropriations Subcommittee on
Transportation
Members, Senate Appropriations Subcommittee A
Members, House Appropriations Subcommittee on Transportation
State Senators
State Representatives
Secretary Ben G. Watts, Department of Transportation

Florida Transportation Commission

Performance and Production Review Year-End FY 1990/91

STATEWIDE SYNOPSIS

Consultant Acquisition (design, right-of-way support, construction engineering inspection): The statewide plan was to execute **319** consultant contracts. During the year, a total of **305** contracts were executed, **96%** of the total planned.

Actual dollar commitments of \$144.2 M. were 95.2% of the total consultant acquisition plan of \$151.4 M., leaving \$7.2 M. uncommitted for the fiscal year. However, 16 consultant contracts (\$5.7 M. total contract amount) not in the statewide plan, were executed during the year, reducing the uncommitted amount to \$1.5 M.

Construction Contract Lettings: The statewide construction plan was to let **352** projects. During the year, a total of **337** projects were let, **96%** of the total planned.

Actual dollar commitments of \$643.8 M. were 89.6% of total planned construction lettings of \$718.3 M., leaving \$74.5 M. uncommitted (largely due to bids that were significantly lower than Department programmed amounts). Ten projects (\$14.1 M. total contract amount) were advanced from future fiscal years to letting in FY 1990/91, reducing the uncommitted amount to \$60.4 M.

The 337 projects let were estimated to cost a total of \$709.6 M., and were let at an actual cost of \$643.9 M., or 9.3% under estimated cost.

Construction Contract Letting Levels: Of the total dollar amount of bids received at contract lettings, the percentage let during each quarter was as follows:

1st Quarter:	26.3%
2nd Quarter:	17.5%
3rd Quarter:	20.8%
4th Quarter:	35.4%

Construction Contract Management: Supplemental Agreements: The original contract amount of \$1 B. for all construction contracts underway at fiscal year end increased by 4% as a result of supplemental agreements totaling \$39.9 M. This cost increase is under the 5% limitation used by the Department. For the 187 contracts underway, there were a total of 470 supplemental agreements, or an average of 2.5 supplements per contract.

Construction Contract Management: Delinquencies/Time Extensions: Of 187 construction contracts underway, a total of 5 or 2.7% were in delinquent status (i.e., project not completed within allowed contract time) as of 6/30/91. This percentage is well below the limitation of 10% used by the Department.

The original time allotted by the Department for contracts underway increased by 14% as a result of time extensions granted, exceeding the Department's limitation of 10% by 4%.

Disadvantaged Business Enterprise (DBE) Achievement: For all federal aid construction and consultant contracts, DBE participation was 12.9%, exceeding the 10% goal by 2.9%.

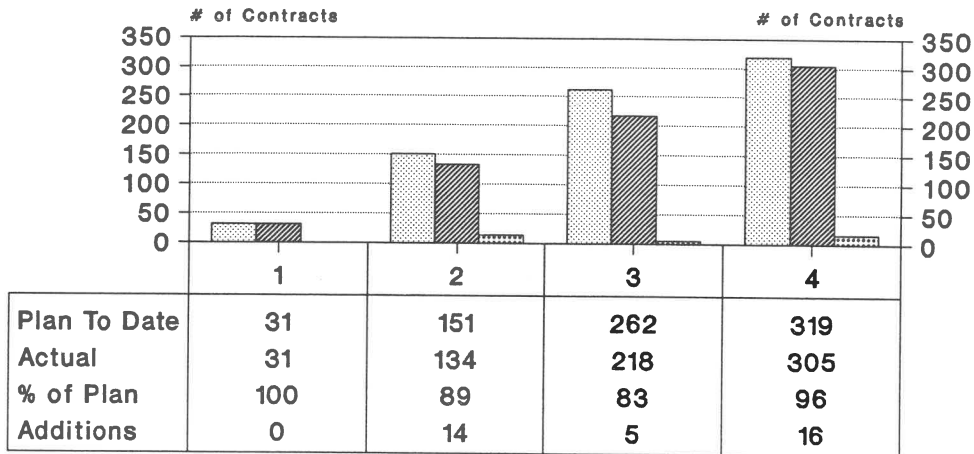
For consultant contracts only (federal aid and state 100%), DBE participation was 3.5%, having increased from .6% on 10/31/90 (1st month of federal fiscal year).

Right-of-Way Production: Of 1,851 parcels planned for acquisition statewide, a total of 1,712 were acquired, 92% of the total plan.

Of total parcels acquired during the year, 48.5% were negotiated purchases, while 51.5% proceeded to litigation. Of parcels acquired by negotiation (excludes donated parcels), 49.5% were acquired at or within 10% of the Department's appraisal.

Commitment of Federal Aid: At the end of the third quarter of the federal fiscal year (6/30/91), the Department had committed \$386 M. of a total of \$407 M. in federal aid funds that are subject to forfeiture at federal fiscal year end if not committed. Thus, only \$21 M. or 5.2% remains to be committed during the 4th quarter ending 9/30/91.

STATEWIDE CONSULTANT ACQUISITION FY 1990/91 - Cumulative Contracts By Quarter

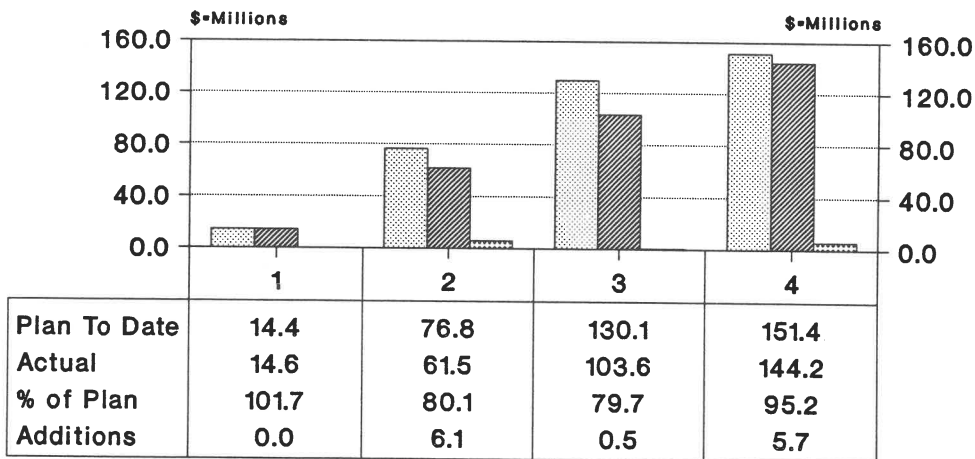


Plan To Date
 Actual
 Additions

Actual includes 12 consultant contracts now being performed by DOT staff

FY 89/90: Plan 98; Actual 65
 FY 91/92: Plan 354

STATEWIDE CONSULTANT ACQUISITION FY 1990/91 - Cumulative \$ Amount By Quarter

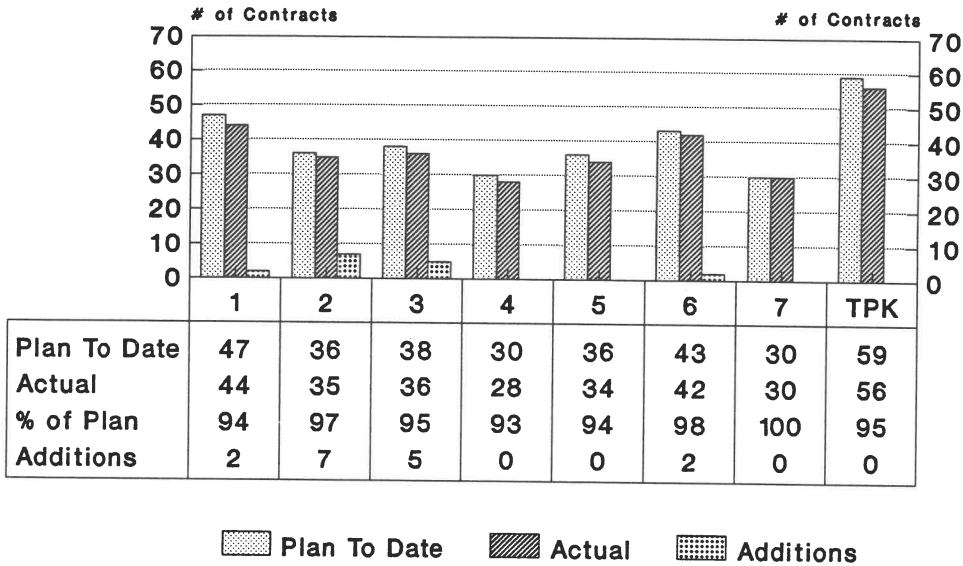


Plan To Date
 Actual
 Additions

Consultant Acquisition Includes:
 Design, R/W Support, and Construction
 Engineering Inspection (CEI)

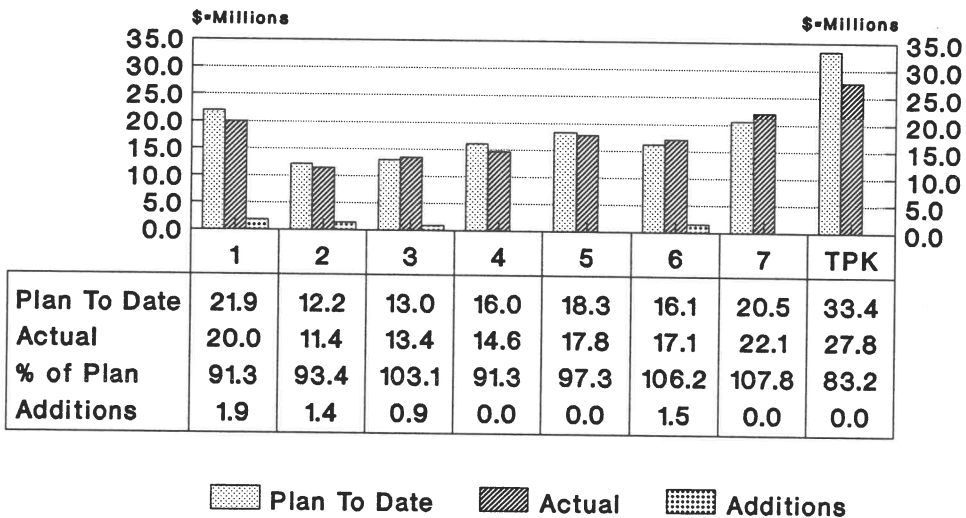
FY 89/90: Plan \$71.7; Actual \$73.5
 FY 91/92: Plan \$176.8

CONSULTANT ACQUISITION Districts & Turnpike # of Contracts thru 4th Qtr, FY 1990/91



Plan To Date
 Actual
 Additions

CONSULTANT ACQUISITION Districts & Turnpike \$ Amount thru 4th Quarter, FY 1990/91



Plan To Date
 Actual
 Additions

Consultant Acquisition Includes:
 Design, R/W Support, and Construction
 Engineering Inspection (CEI)

**1990/91 END OF YEAR PERFORMANCE & PRODUCTION REVIEW
CONSULTANT ACQUISITION**

**DISTRICT 1:
(Bartow)**

The district planned to execute 47 consultant contracts. During the year, 44 consultant contracts were executed, 94% of the total number planned. Actual dollar commitments of \$20.0 M. were 91.3% of planned commitments totaling \$21.9 M. Two (2) consultant contracts (\$1.9 M. total contract amount) were added to the plan and executed during the year.

Explanation of 3 Planned Projects (\$ 0.5 M) Not Executed -

- o Two (2) construction engineering inspection contracts for a computer signalization project delayed until FY 1991/92 at the request of the county due to relocation of county office where the equipment is to be installed.
- o One (1) design contract for an off-system historical bridge delayed due to request to Federal Highway Administration (FHWA) for acceptance of below standard lane width (9 feet). After initially denying such request, FHWA approved the variance and the project has been rescheduled for FY 1991/92.

**DISTRICT 2:
(Lake City)**

The district planned to execute 36 consultant contracts. During the year, 35 consultant contracts were executed, 97% of the total number planned. Actual dollar commitments of \$11.4 M. were 93.4% of planned commitments totaling \$12.2 M. Seven (7) consultant contracts (\$1.4 M. total contract amount) were added to the plan and executed during the year.

Explanation of 1 Planned Project (\$ 0.2 M) Not Executed -

- o One (1) construction engineering inspection contract for bridge pile load testing was not executed. The district determined the test was not needed due to sufficient data being available.

**DISTRICT 3:
(Chipley)**

The district planned to execute 38 consultant contracts. During the year, 36 consultant contracts were executed, 95% of the total number planned. Actual dollar commitments of \$13.4 M. were 103.1% of planned commitments totaling \$13.0 M. Five (5) consultant contracts (\$0.9 M. total contract amount) were added to the plan and executed during the year.

Explanation of 2 Planned Projects (\$ 0.4 M) Not Executed -

- o Two (2) design contracts for weight station projects were not executed due to budget overruns. Previous year letting exceeded Department estimates, therefore, adjustments were made to the entire weight station program. The delay in execution of these two projects is a result of the adjustments. *(Note: This program is managed in Tallahassee and is not the responsibility of the individual districts.)*

DISTRICT 4:
(Ft. Lauderdale)

The district planned to execute **30** consultant contracts. During the year, **28** consultant contracts were executed, **93%** of the total number planned. Actual dollar commitments of \$14.6 M. were 91.3% of planned commitments totaling \$16.0 M.

Explanation of 2 Planned Projects (\$ 1.7 M) Not Executed -

- o Two (2) consultant contracts for one (1) project (Roosevelt Bridge) were delayed until September, 1991, due to a change in the road alignment necessary to avoid a park.

DISTRICT 5:
(Deland)

The district planned to execute **36** consultant contracts. During the year, **34** consultant contracts were executed, **94%** of the total number planned. Actual dollar commitments of \$17.8 M. were 97.3% of planned commitments totaling \$18.3 M.

Explanation of 2 Planned Projects (\$ 1.1 M) Not Executed -

- o One (1) consultant contract to utilize an engineering expert witness was not executed due to lack of need during the year.
- o One (1) right of way support contract was not executed due to lack of need during the year.

DISTRICT 6:
(Miami)

The district planned to execute **43** consultant contracts. During the year, **42** consultant contracts were executed, **98%** of the total number planned. Actual dollar commitments of \$17.1 M. were 106.2% of planned commitments totaling \$16.1 M. Two (2) projects consultant contracts (\$1.5 M. total contract amount) were added to the plan and executed during the year.

Explanation of 1 Planned Project (\$ 0.1 M) Not Executed -

- o One (1) consultant contract to test for bridge scour (erosion adjacent to submerged support structure) was deferred. In response to new federal requirements, the Department has implemented a statewide bridge scour program eliminating the need for execution of this contract at this time.

DISTRICT 7:
(Tampa)

The district planned to execute **30** consultant contracts. During the year, **30** consultant contracts were executed, **100%** of the total number planned. Actual dollar commitments of \$22.1 M. were 107.8% of planned commitments totaling \$20.5 M.

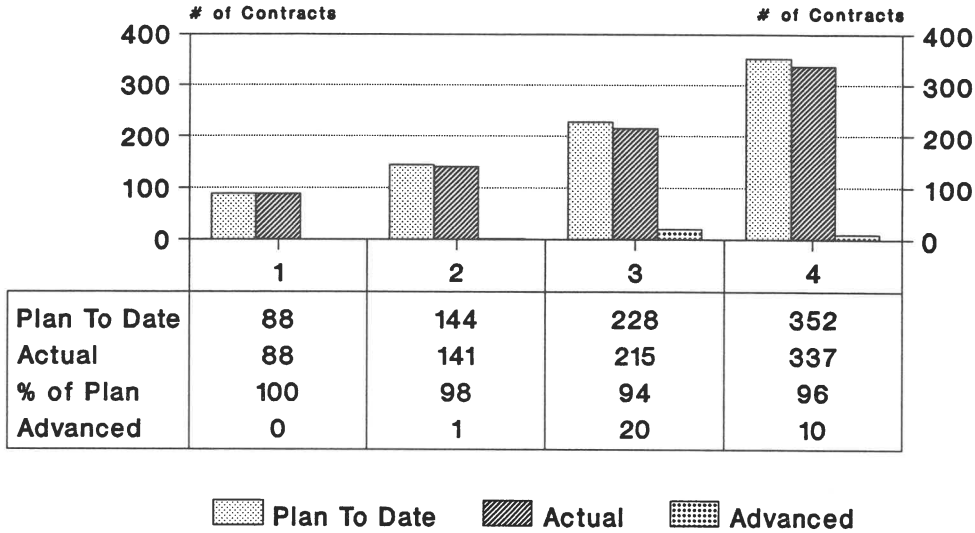
TURNPIKE:

The district planned to execute **59** consultant contracts. During the year, **56** consultant contracts were executed, **95%** of the total number planned. Actual dollar commitments of \$27.8 M. were 83.2% of planned commitments totaling \$33.4 M.

Explanation of 3 Planned Projects (\$ 0.7 M) Not Executed -

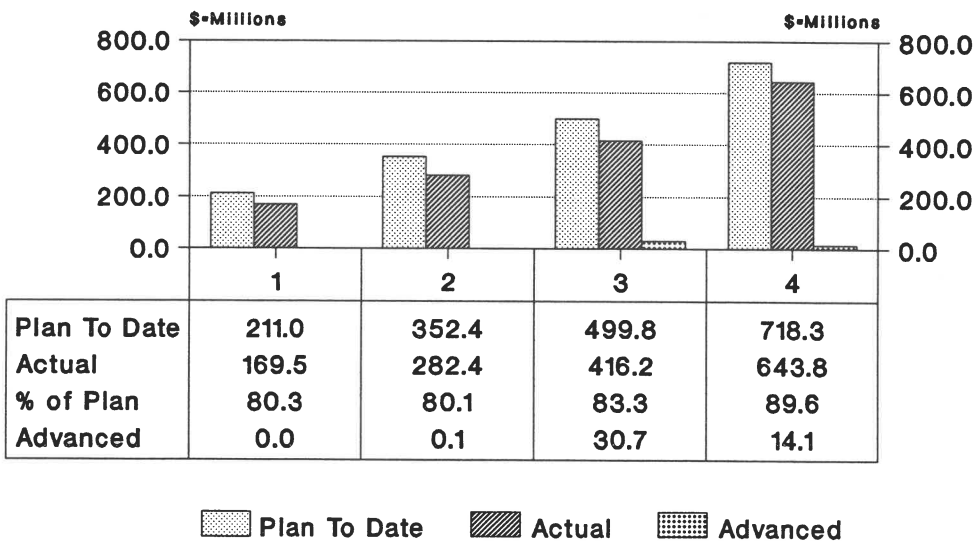
- o Three (3) design contracts for the renovation of 3 operating facilities were deleted due to downward forecast of toll revenues. The Department is currently evaluating other alternatives.

STATEWIDE CONTRACT LETTINGS FY 1990/91 - Cumulative Projects By Quarter



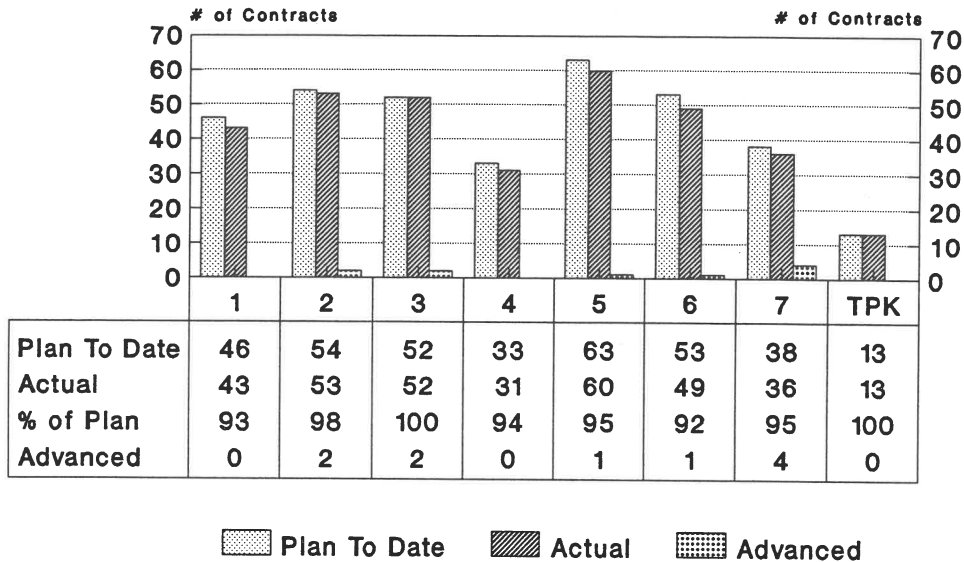
FY 89/90: Plan 243; Actual 208
 FY 91/92: Plan 387

STATEWIDE CONTRACT LETTINGS FY 1990/91 - Cumulative \$ Amount By Quarter

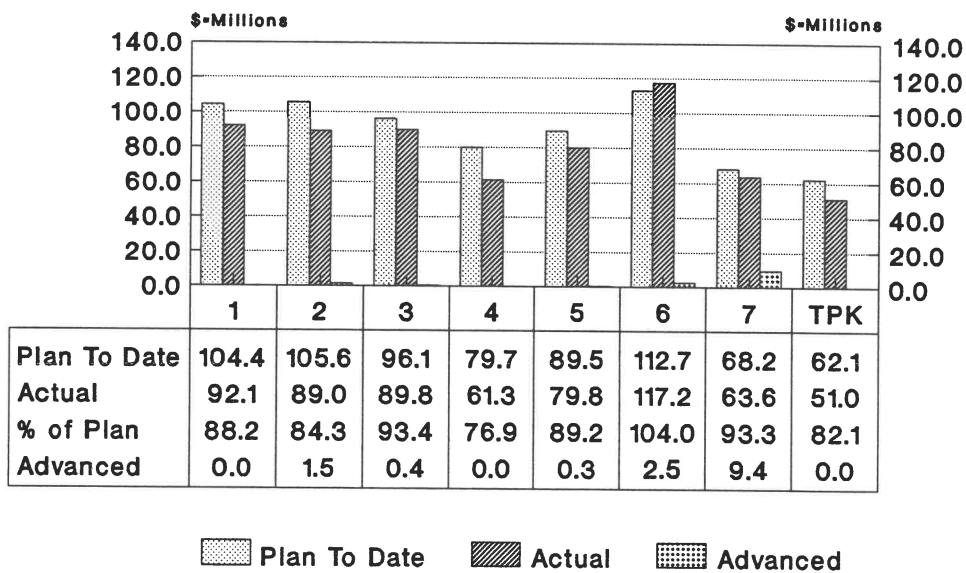


FY 89/90: Plan \$434.5; Actual \$418.6
 FY 91/92: Plan \$985.6

CONTRACT LETTINGS Districts and Turnpike # of Projects thru 4th Qtr, FY 1990/91



CONTRACT LETTINGS Districts and Turnpike \$ Amount thru 4th Quarter, FY 1990/91



**1990/91 END OF YEAR PERFORMANCE & PRODUCTION REVIEW
CONSTRUCTION CONTRACT LETTINGS**

DISTRICT 1: The district planned to let **46** projects. During the year, **43** contracts were let, **93%** of the total number planned. Actual dollar commitments of **\$92.1 M.** were **88.2%** of planned construction lettings of **\$104.4 M.**
(Bartow)

Explanation of 3 Planned Projects (\$ 1.2 M) Not Let-

- o Two (2) contracts for computer signalization project delayed until 1992 at request of the county due to relocation of county office where the equipment is to be installed.
- o One (1) contract delayed due to the need for an unanticipated stormwater permit.

DISTRICT 2: The district planned to let **54** projects. During the year, **53** contracts were let, **98%** of the total number planned. Actual dollar commitments of **\$89.0 M.** were **84.3%** of planned construction lettings of **\$105.6 M.** Two (2) projects (**\$1.5 M.** total contract amount) were advanced from future fiscal years to letting in FY 1990/91.
(Lake City)

Explanation of 1 Planned Project (\$ 1.3 M) Not Let-

- o One (1) contract for bridge pile load testing was deleted. The district determined the test was not needed due to sufficient data being available.

DISTRICT 3: The district planned to let **52** projects. During the year, **52** contracts were let, **100%** of the total number planned. Actual dollar commitments of **\$89.8 M.** were **93.4%** of planned construction lettings of **\$96.1 M.** Two (2) projects (**\$0.4 M.** total contract amount) were advanced from future fiscal years to letting in FY 1990/91.
(Chipley)

DISTRICT 4: The district planned to let **33** projects. During the year, **31** contracts were let, **94%** of the total number planned. Actual dollar commitments of **\$61.3 M.** were **76.9%** of planned construction lettings of **\$79.7 M.**
(Ft. Lauderdale)

Explanation of 2 Planned Projects (\$ 3.3 M) Not Let-

- o One (1) contract delayed until FY 1991/92 due to necessity of adding a retaining wall to plan.
- o One (1) contract for bridge pile load testing was deleted. The district determined the test was not needed due to sufficient data being available.

**DISTRICT 5:
(Deland)**

The district planned to let **63** projects. During the year, **60** contracts were let, **95%** of the total number planned. Actual dollar commitments of \$79.8 M. were 89.2% of planned construction lettings of \$89.5 M. One (1) project (\$0.3 M. contract amount) was advanced from future fiscal years to letting in FY 1990/91.

Explanation of 3 Planned Projects (\$ 1.6 M) Not Let-

- o One (1) contract that is a joint project with local government delayed until FY 1991/92 due to the local government not having funds available until the local government's next fiscal year which begins October 1.
- o One (1) contract delayed until FY 1991/92 due to design plans being behind schedule.
- o One (1) bridge repair project deleted due to district determination that the work does not justify disruption of traffic on I-4.

**DISTRICT 6:
(Miami)**

The district planned to let **53** projects. During the year, **49** contracts were let, **92%** of the total number planned. Actual dollar commitments of \$117.2 M. were 104.0% of planned construction lettings of \$112.7 M. One (1) project (\$2.5 M. contract amount) was advanced from a future fiscal year to letting in FY 1990/91.

Explanation of 4 Planned Projects (\$ 0.5 M) Not Let-

- o Four (4) projects to be let as one (1) contract to computerize traffic message signs for Golden Glades interchange have been delayed until FY 1991/92 at the request of FHWA. The 4 projects will be incorporated with a larger project in the same area and will be let as one (1) contract in FY 1991/92.

**DISTRICT 7:
(Tampa)**

The district planned to let **38** projects. During the year, **36** contracts were let, **95%** of the total number planned. Actual dollar commitments of \$63.6 M. were 93.3% of planned construction lettings of \$68.2 M. Four (4) projects (\$9.4 M. total contract amount) were advanced from future fiscal years to letting in FY 1990/91.

Explanation of 2 Planned Projects (\$ 0.7 M) Not Let-

- o One (1) contract to resurface 2 miles of U.S. 41 has been delayed until FY 1991/92 and will be let at the same time as another project in the vicinity, thereby allowing the district to hire one (1) inspection consultant for both projects.
- o One (1) bridge repair contract determined by the district not to be needed after further inspection.

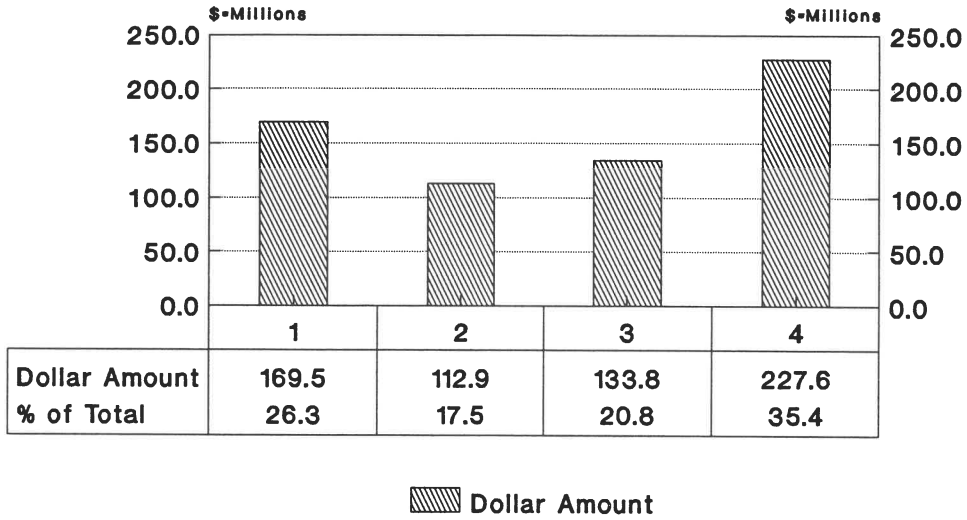
TURNPIKE:

The Turnpike planned to let **13** projects. During the year, **13** contracts were let, **100%** of the total number planned. Actual dollar commitments of \$51.0 M. were 82.1% of planned construction lettings of \$62.1 M.

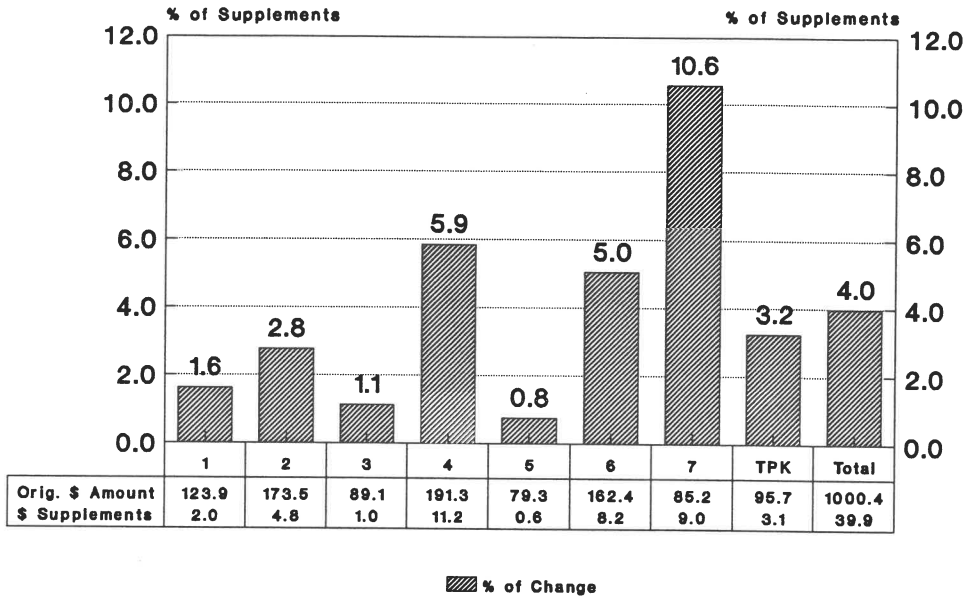
CONTRACT LETTINGS

FISCAL YEAR 1990/91

By Quarter

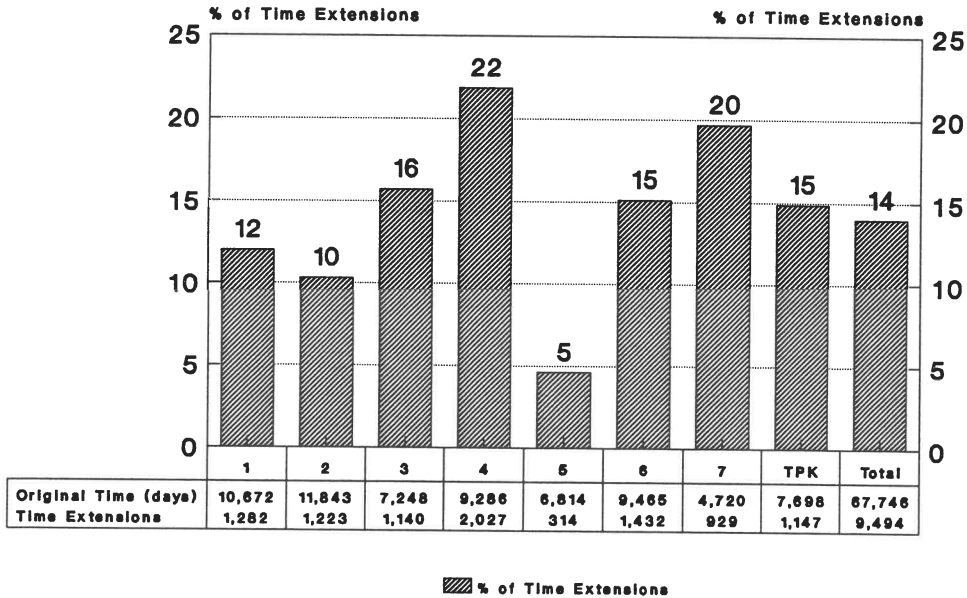


SUPPLEMENTAL CONTRACTS For Construction Contracts Underway % of Supplementals as of 6/30/91



District 7 W/O Howard Frankland Br. 1.7%

TIME EXTENSIONS For Construction Contracts Underway % of Time Extensions as of 6/30/91

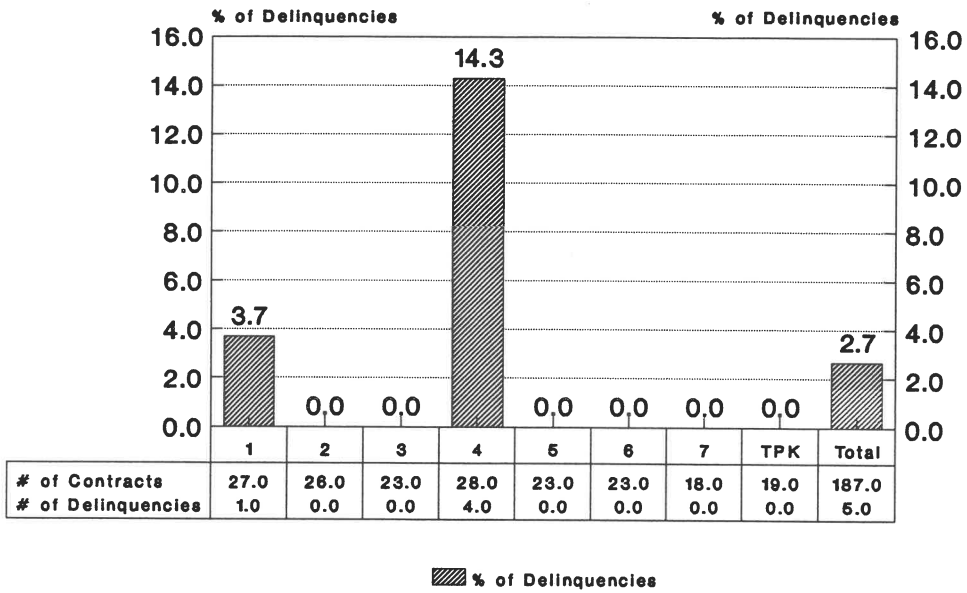


Dist. 7 W/O Howard Frankland Br. 15.4%

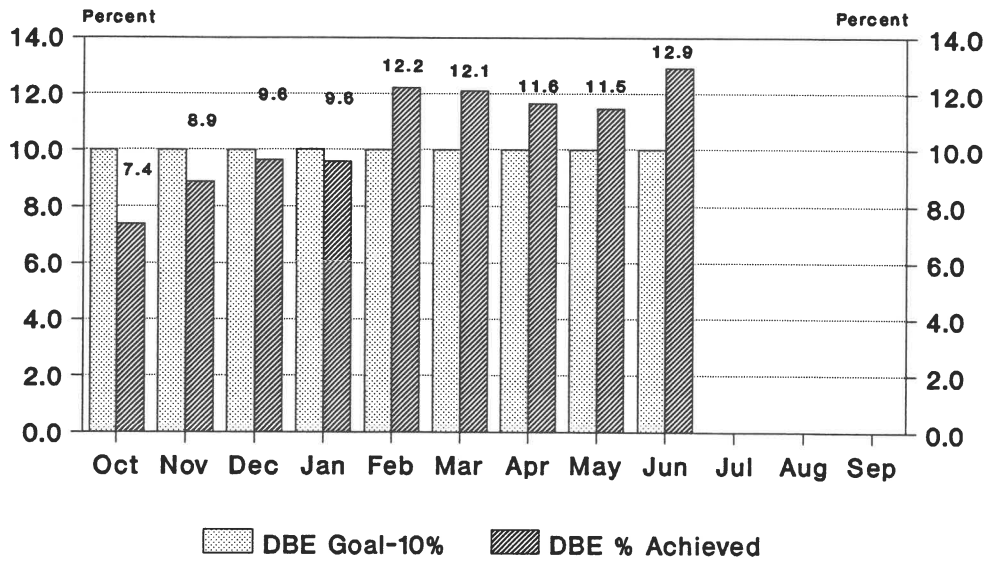
DELINQUENT CONTRACTS

For Construction Contracts Underway

% of Delinquent Contracts as of 6/30/91



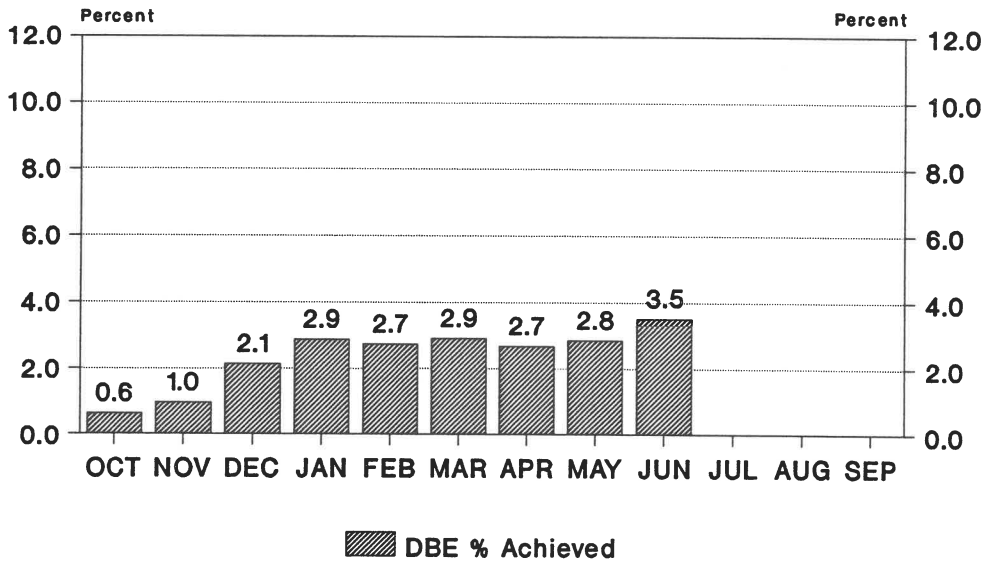
DBE ACHIEVEMENT ON EXECUTED FEDERAL FUNDED CONTRACTS



Cumulative Plot

Total Executed \$327.9 million
Total DBE \$42.4 million

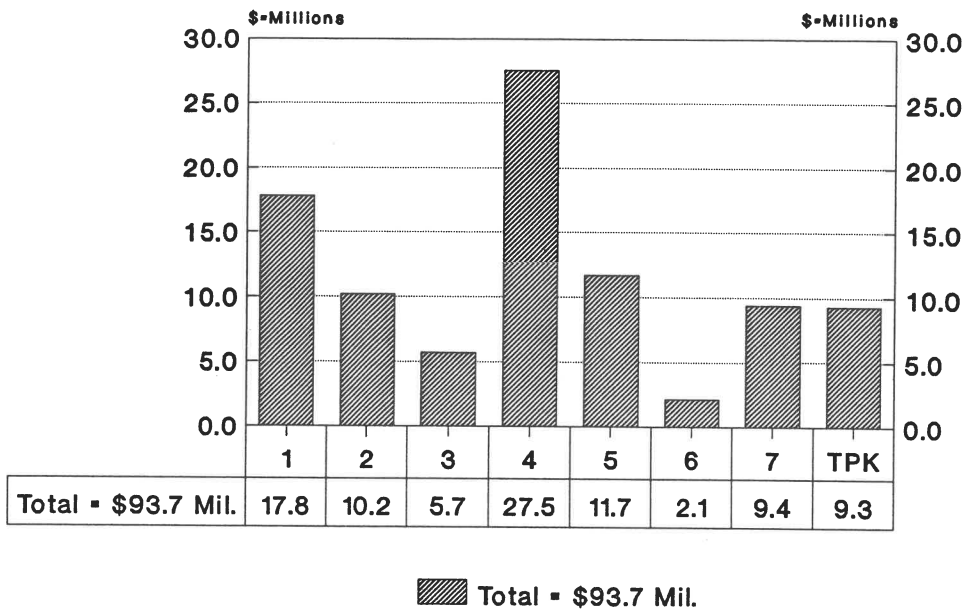
DBE ACHIEVEMENT ON ALL EXECUTED CONSULTANT CONTRACTS



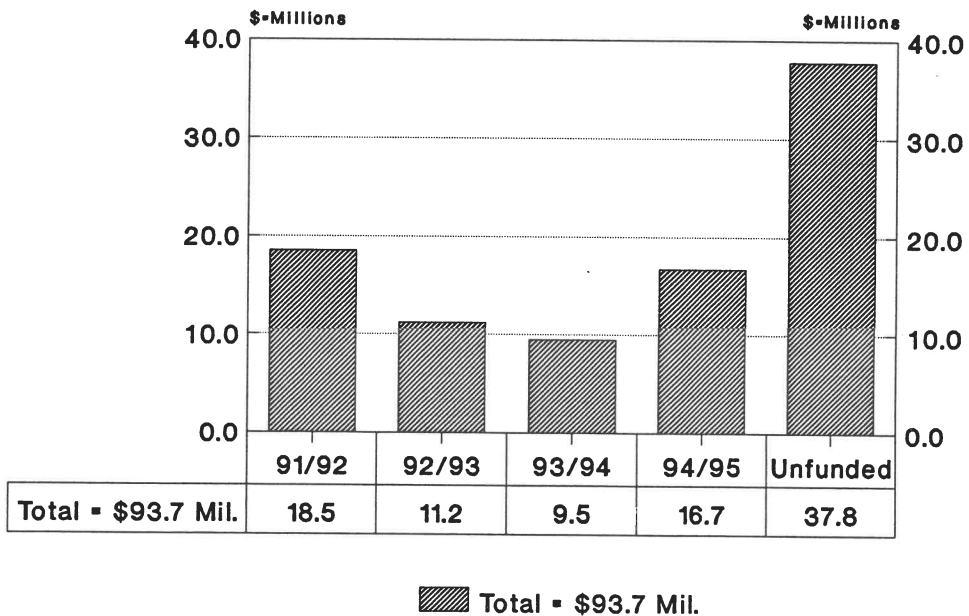
Cumulative Plot

Total Executed \$157.7 million
Total DBE \$5.5 million

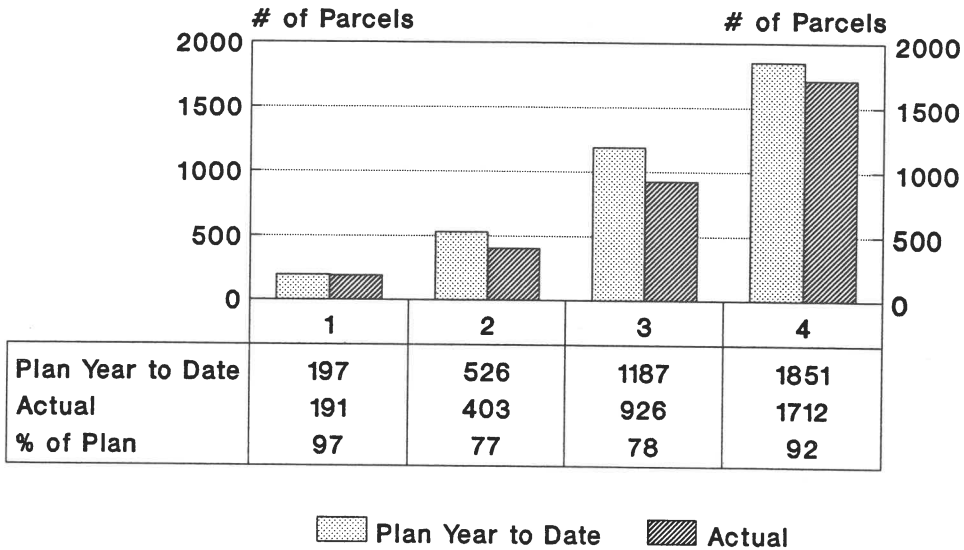
CURRENT "ADVANCE" PRODUCTION Districts and Turnpike



CURRENT "ADVANCE" PRODUCTION By Fiscal Year Programmed



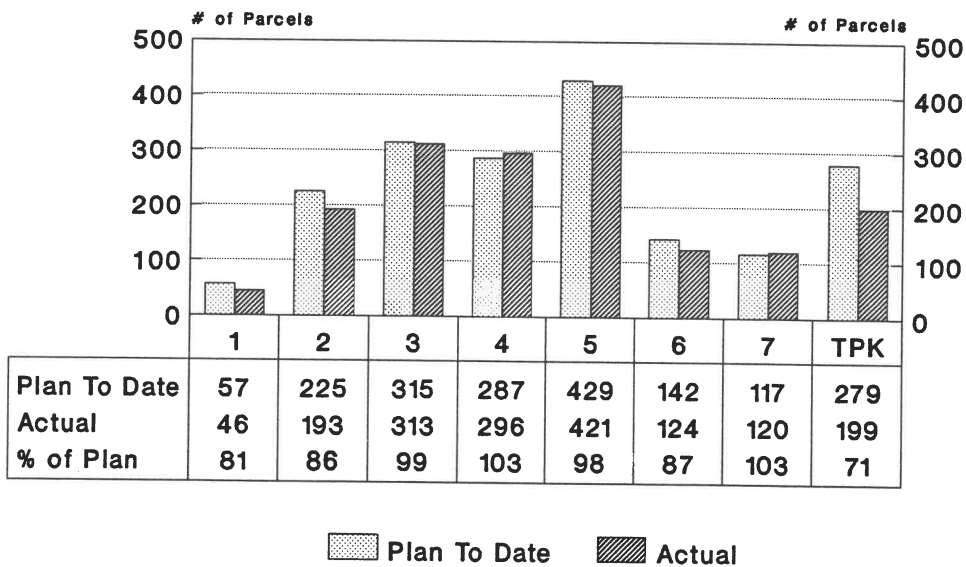
R/W PARCEL PRODUCTION FY 1990/91 - Cumulative, By Quarter



Actual does not include voided parcels.

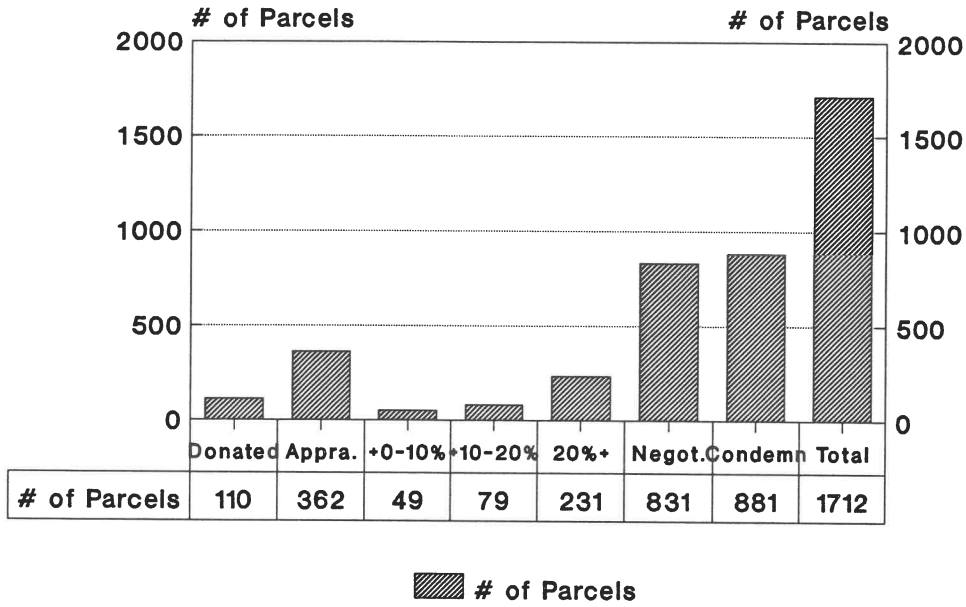
FY 89/90: Plan 1,246; Actual 974
FY 91/92: Plan 2,238

R/W PARCEL PRODUCTION Districts & Turnpike # of Parcels thru 4th Qtr, FY 1990/91

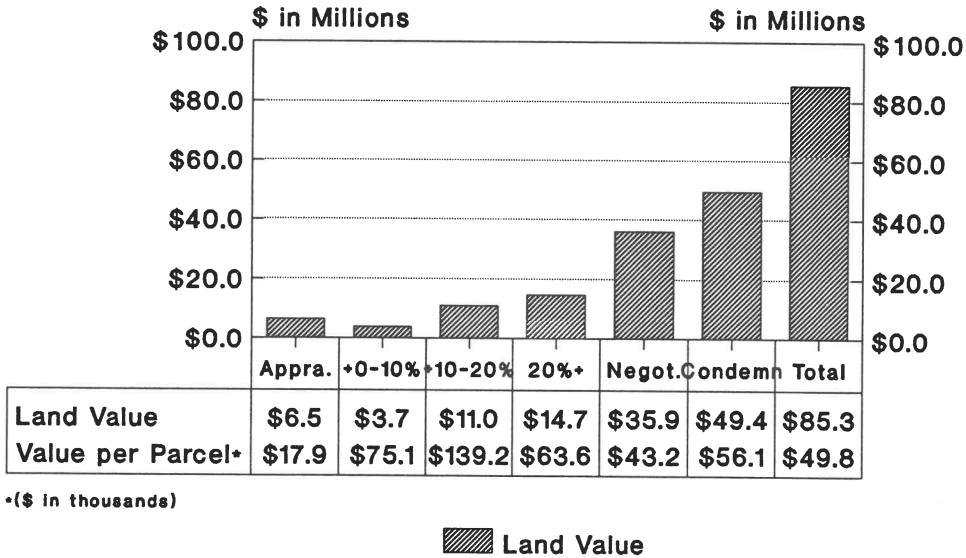


Actual does not include voided parcels.

R/W PARCEL PRODUCTION Progress thru 4th Quarter, FY 1990/91

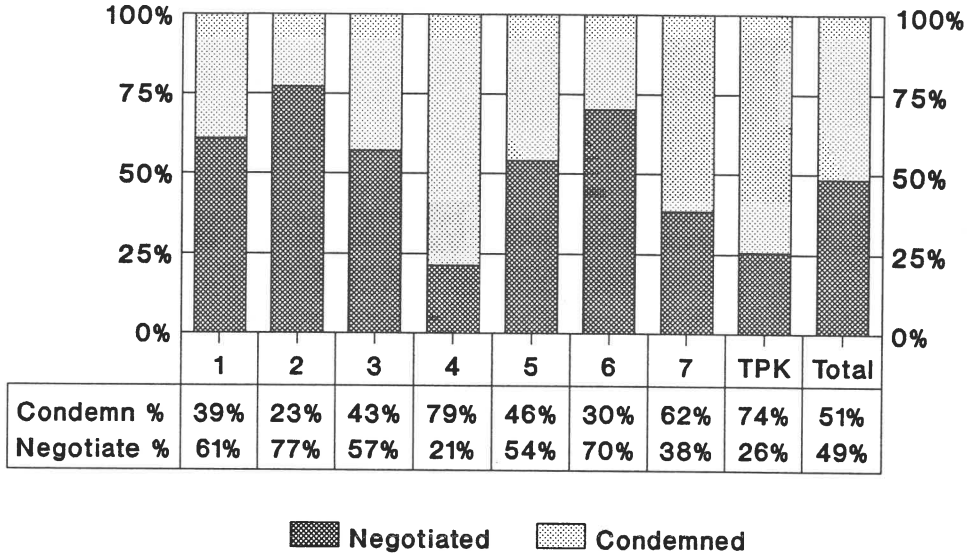


R/W LAND VALUE Progress thru 4th Quarter, FY 1990/91

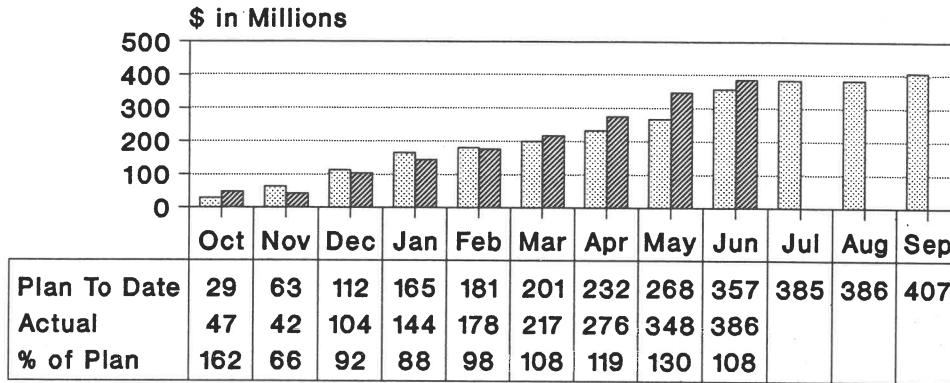


\$'s include land value only.
Condemnation amount equals \$ deposited
at Order of Taking.

NEGOTIATED & CONDEMNED PARCELS
Districts and Turnpike
Progress thru 4th Qtr., FY 1990/91



Federal Aid Plan Obligating Authority (O.A.) Federal FY 1990/91



Plan To Date
 Actual

If total O.A. plan is not committed by Sept. 30th, uncommitted balance is forfeited.

