REVIEW OF
DEPARTMENT OF
TRANSPORTATION
TENTATIVE WORK
PROGRAM
FY1997/98 - 2001/02



March 18, 1997

Dear Governor Chiles, Senator Sullivan and Representative Garcia,

On March 6, 1997, the Commission conducted the Statewide Public Hearing and statutorily mandated evaluation of the Department of Transportation Tentative Work Program for FY 1997/98 through FY 2001/02. Secretary Ben Watts and all eight District Secretaries participated and responded to questions.

This review is improved, in that the evaluation has been focused on key areas, including two new areas: regional projects in the work program, and linkage between the work program and long range transportation goals.

The Commission approved the Tentative Work Program, having found it in compliance with applicable laws and policies. We feel the following areas warrant comment:

Finance: Additional Programming Capacity and Cash Management

This work program is the biggest ever undertaken by the Department, totaling \$16.7 Billion over the 5-year period. The Department's programming capacity increased by a total of \$1.16 Billion over the previous adopted work program, due to three factors:

- Legislatively authorized increase in right of way and bridge bonding capacity.
- Congressional extension beyond 1997 of the "advance construction" policy allowing advancement of federal aid projects using state funds, reimbursed with federal aid when available.

• Increased federal fuel tax collections (due to increased fuel consumption) combined with enhanced tax collection procedures. Certain donor states, like Florida, benefitted.

This additional programming capacity resulted in \$995 Million in new highway and bridge projects, with the balance allocated to maintenance activities, and to cover project cost estimate increases.

Notwithstanding the increased size of this work program, Florida is still falling further behind in addressing its current and growing backlog of transportation infrastructure needs.

Regarding the financial soundness of the tentative work program, the Commission found it to be based on a balanced 5-year financial plan and 36-month cash forecast of receipts and expenditures. It should be pointed out, however, that the cash balance drops to within \$4 Million of the required statutory minimum twice during the 5-year period. The lowest cash balance of \$52.9 Million is reached in November, 2001, and is projected to be 2.5% of total contractual obligations of \$2.1 Billion. The Department acknowledged that this calls for diligent and accurate cash management, an area in which the Department has achieved a high degree of precision. The Commission will continue to closely monitor this area.

REVIEW OF DEPARTMENT OF TRANSPORTATION TENTATIVE WORK PROGRAM FY1997/98 - 2001/02

The Florida
Transportation
Commission

Stability of Project Schedules

For the second straight year, stability of project schedules has improved, with 83.4% (81.8% last year) of project phases experiencing no change in schedule or being advanced to an earlier fiscal year. The Commission feels that 80% or more of phases with no changes or advancement, reflects good program stability.

Of those phases that were deferred, moved out or deleted, 55.5% were due to requests by local governments or other funding entities. Priority or policy changes initiated by the Department accounted for another 27.6%, with production schedule changes at 8.6%. Restructuring of aviation project programming policies resulted in a one-time increase in schedule changes, but should improve overall stability of these projects in future work programs.

Linkage of 5-year Work Program with Long Range Goals

The Commission has long believed that in order for its review of the work program to be meaningful, it must go beyond verifying compliance with law and must demonstrate how the projects in the work program are advancing achievement of long range transportation goals adopted two years ago in the 2020 Florida Transportation Plan. That connection or "linkage" between the work program and long range goals is embodied in the 5-10 year short range objectives that implement the long range goals and are beginning to guide development of the work program.

This year, for the first time, that linkage is demonstrated using six of the eleven improved short range objectives adopted by the Department earlier this year (the remaining five objectives cannot be measured directly through the work program).

The Department met five of the six objectives, even though it is in the midst of transitioning to these objectives. Although the work program fell short of meeting the new resurfacing objective by 1%, the Commission does not feel this should reflect negatively on the Department, since technically, the objective was not in place during work program development.

With continued work and emphasis by the Department and Commission, this linkage will become stronger and more meaningful.

Regional Projects in the Work Program

As part of the Commission's efforts to elevate and improve regional transportation planning and focus on important regional projects throughout the state, this year's review emphasized projects on the Florida Intrastate Highway System (FIHS), Florida's regional and interregional highway network. As part of the review, each district secretary identified regional projects on maps, and explained their importance to the area. Copies of these maps may be obtained by request to the Commission Office.

The Commission intends to continue this statewide and regional emphasis in future work program reviews.

Following page 14 are statewide maps showing the FIHS today (14,751 lane miles), the 2010 Needs Plan (5,394 needed lane miles), the 2020 Cost Feasible Plan (builds 2,775 of needed lane miles), and finally, the map showing all of the foregoing plus right of way (ROW) and construction phases in the work program (constructs 725 lane miles).

We point out that needs on the FIHS far exceed available funds: the 2020 Cost Feasible Plan meets only about 30% of the 2010 needs, estimated at \$28 billion.

Support documentation for Commission Findings in each area, is bound in a separate document and is available from the Commission Office. We hope this evaluation will assist you and your staff as you review the Tentative Work Program. Your comments or suggestions are welcome.

Respectfully

Florida Transportation Commission Malcolm R. Kirschenbaum, Chairman cc: Honorable Jim Hargrett, Chairman, Senate Transportation Committee, and Members

Honorable Jim Fuller, Chairman, House Transportation Committee, and Members

Honorable W.D. Childers, Chairman, Senate Ways and Means, Sub A and Members

Honorable Sharon Merchant, Chairman, House Transportation & Economic Development Committee and Members

Mr. Ben G. Watts, Secretary of Transportation

Dr. Robert B. Bradley, Director, Planning and Budgeting, Governor's Office

Mr. Jim Skinner, Division Administrator, Federal Highway Administration

Statewide Public Hearing In-Depth Evaluation of Tentative Work Program

The Florida Transportation Commission is required by law to conduct a Statewide Public Hearing on the Department of Transportation Tentative Work Program and to advertise the time, place, and purpose of the hearing in the *Administrative Weekly* at least 7 days prior to the hearing.

The law directs that, as part of the Statewide Public Hearing, the Commission must at a minimum:

- 1. Conduct an in-depth evaluation of the Tentative Work Program for compliance with all applicable laws and departmental policies. If the Commission determines that the work program is not in compliance, it must report its findings and recommendations to the Legislature and the Governor.
- 2. Hear all questions, suggestions, or other comments offered by the public. (The Commission is prohibited by law from considering individual construction projects.)

By no later than 14 days after the regular legislative session begins, the Commission must submit to the Executive Office of the Governor and the legislative appropriations committees a report that evaluates the Tentative Work Program for:

- a. Financial Soundness
- b. Stability
- c. Production Capacity
- d. Accomplishments (including program objectives)
- e. Compliance with Approved Local Government Comprehensive Plans
- f. Objections and Requests by Metropolitan Planning Organizations
- g. Policy Changes and Effects Thereof
- h. Identification of Statewide/Regional Projects
- I. Compliance with all Other Applicable Laws

Sections 20.23 and 339.135, F.S.

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OVERVIEW TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

• Although not required by statute, the Commission, as part of its in-depth evaluation, reviews the tentative work program by individual program categories. This breakdown allows overall comparison of major components such as Product, Product Support, Operations and Maintenance, and Administration. Additionally, this information is needed to compare proposed program levels (targets) to those in current and future Adopted Work Programs.

Commission Findings

- The Tentative Work Program totals \$16.7 Billion. \$13.4 Billion or 80% is planned in Product and Product Support.
- The Tentative Work Program will let contracts to:
 - * Construct 1,153 additional lane miles of roadway
 - * Resurface 10,893 lane miles of existing roadway
 - * Repair 842 bridges
 - * Replace 223 bridges
- The Tentative Work Program includes \$1.7 Billion for Public Transportation.

Support Documentation: Section A of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

Additional Programming Capacity for FY 1996/97 - 2000/01

Right of Way Acquisition and Bridge Construction Bonds - The 1996 Legislature increased the Department's bonding capacity by raising the annual debt service cap to \$115 million from \$100 million and by authorizing six percent (up from five percent) of transportation revenues to be used for debt service. These changes permit an increase in bonding capacity of \$225 million, of which \$25 million is allocated to the Turnpike District and \$200 million is allocated to the seven regional districts.

\$225 million

Advance Construction - Advance construction is the process whereby federal-aid eligible projects can be advanced using state funds and converted (with the full reimbursement of state funds) when future federal aid becomes available. ISTEA did not permit projects to be advanced constructed beyond the September 30, 1997 close of the Act. However, the National Highway System Designation Act of 1995 amended ISTEA to permit projects to continue to be advanced beyond the Act, provided the projects are contained in the State Transportation Improvement Plan (STIP).

\$650 million

While recent Federal Highway Administration guidelines permit state transportation agencies to advance construct up to two year's total apportionments, the Department has adopted a policy of advance constructing no more than one quarter to one year's apportionments in any given fund category. This policy will nevertheless permit the Department to advance into the Tentative Work Program an additional \$650 million in federal aid eligible projects.

Federal Treasury Receipts/Equity Adjustments - Federal tax collections and deposits into the highway account of the Highway Trust Fund have increased by over \$2 billion annually. This increase results from many factors, the most significant of which are:

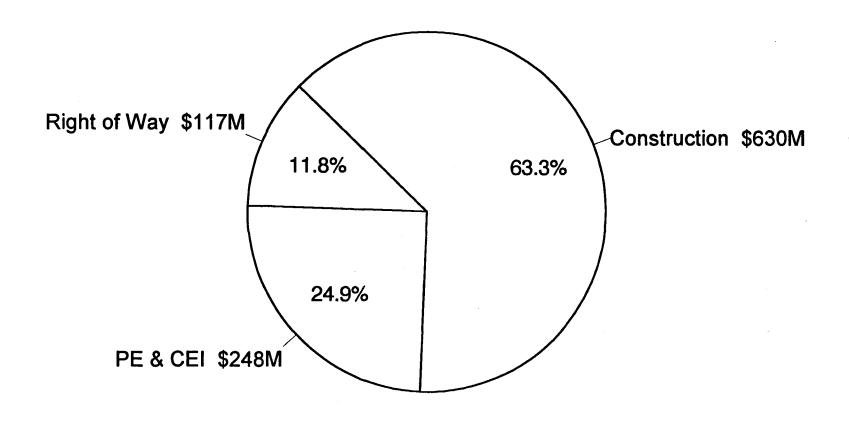
\$287 million

- Increased compliance in diesel fuel tax payments due to dyeing of tax-exempt fuels and other changes in tax collection procedures;
- Increased fuel consumption due to the shift in consumer preferences to trucks and sport utility vehicles; and
- Increased travel and fuel consumption due to strong general economic growth.

Higher treasury receipts result in more federal funds for certain donor states, such as Florida, due to the "90% of Payments" equity adjustment. This adjustment guarantees that each state will receive a minimum of 90% of the actual amount of that state's contributions in federal transportation taxes.

TOTAL \$1,162 million

1996/97 - 2000/01 TENTATIVE WORK PROGRAM New Highway & Bridge Projects Added

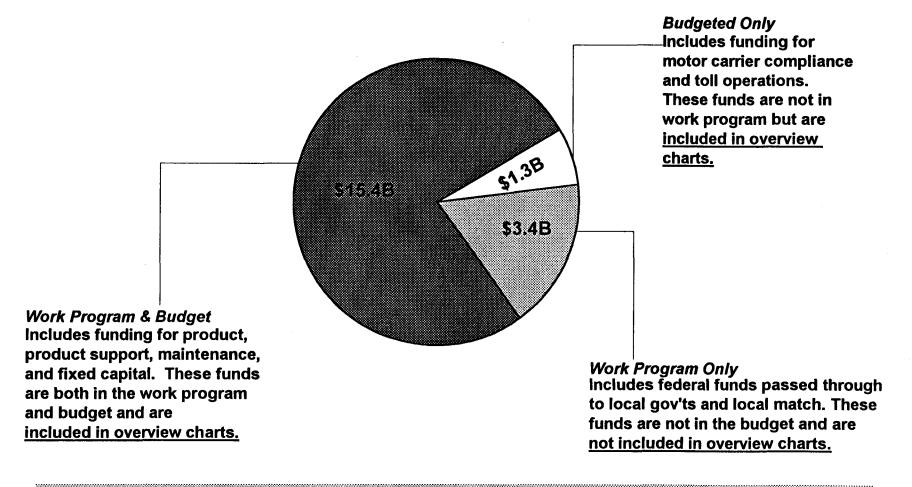


TOTAL \$995M

Total 5-Year Department Funding

FY 97/98 - 01/02

\$18.8 Billion

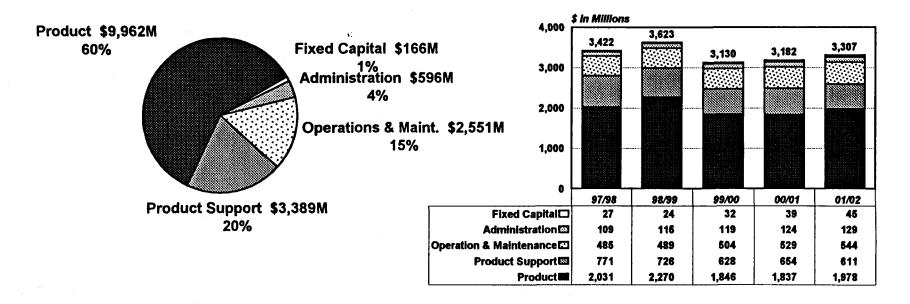


TOTAL PROGRAM

FY 97/98 - 01/02

Five Year Summary

By Fiscal Year



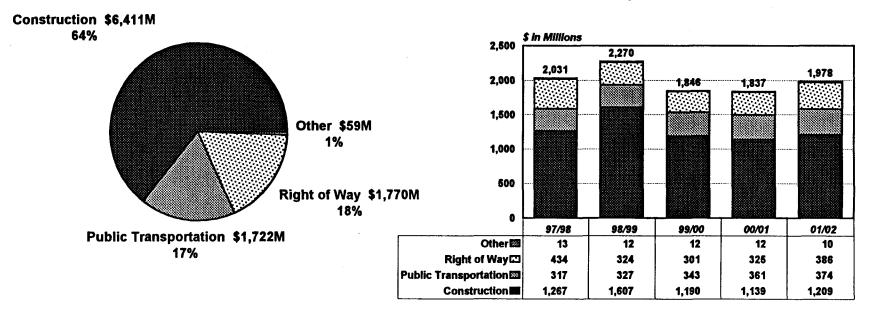
Total 5-Year Tentative Work Program \$16,664M

PRODUCT

FY 97/98 - 01/02

Five Year Summary

By Fiscal Year



Total 5-Year Tentative Work Program \$9,962M

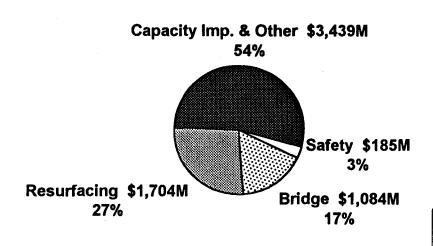
Note: 1) Other Includes \$59 million for Economic Development & Safety Grants.

2) Intermodal Access program contains \$28.9M of Construction phases, and \$7.1M of Land Acquisition phases.

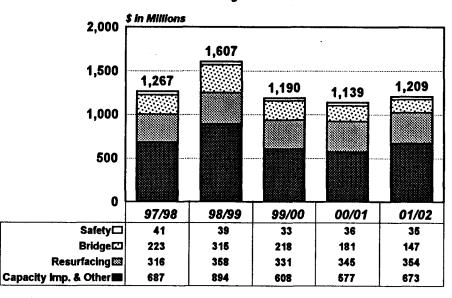
CONSTRUCTION

FY 97/98 - 01/02

Five Year Summary



By Fiscal Year



Total 5-Year Tentative Work Program \$6,411M

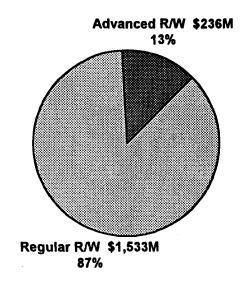
Note:

- 1) Not included are construction phases of \$28.9M contained in the PTO Intermodal Access Program.
- 2) Construction includes contract lettings, utility agreements, and reserves for contingencies and supplementals.

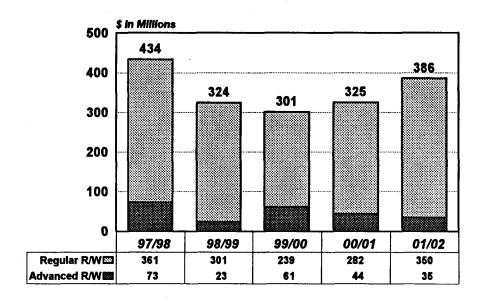
RIGHT OF WAY LAND

FY 97/98 - 01/02

Five Year Summary



By Fiscal Year



Total 5-Year Tentative Work Program \$1,770M

Note:

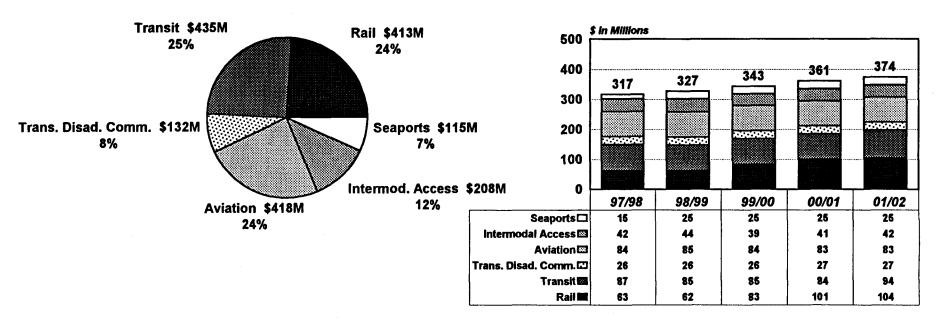
Not included is Right of Way acquisition of \$7.1M contained in the PTO Intermodal Access Program.

PUBLIC TRANSPORTATION

FY 97/98 - 01/02

Five Year Summary

By Fiscal Year



Total 5-Year Tentative Work Program \$1,722M

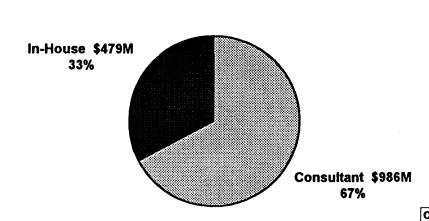
Note:

Intermodal Access Program total of \$207.9M contains \$28.9M of construction phases, and \$7.1M of land acquisition phases.

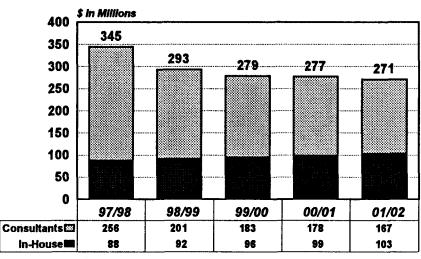
PRELIMINARY ENGINEERING

FY 97/98 - 01/02

Five Year Summary



By Fiscal Year

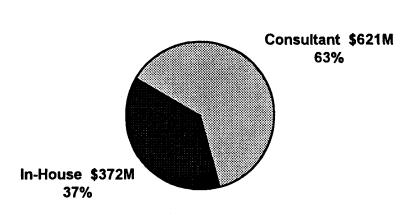


Total 5-Year Tentative Work Program \$1,464M

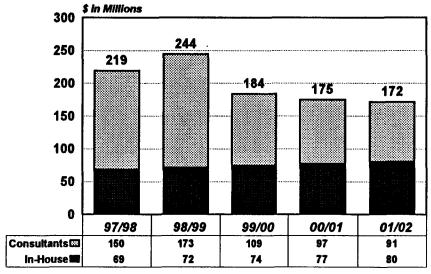
CONST. ENGINEERING INSPECTION

FY 97/98 - 01/02

Five Year Summary



By Fiscal Year



Total 5-Year Tentative Work Program \$994M

OVERVIEW OF FLORIDA INTRASTATE HIGHWAY SYSTEM TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- The Department shall plan and develop a proposed Florida Intrastate Highway System (FIHS) which shall delineate a statewide system of limited access facilities and controlled access facilities. s. 338.001, F.S.
- The plan shall provide a statewide transportation network that allows for high-speed and high-volume traffic movements within the state. s. 338.001, F.S.

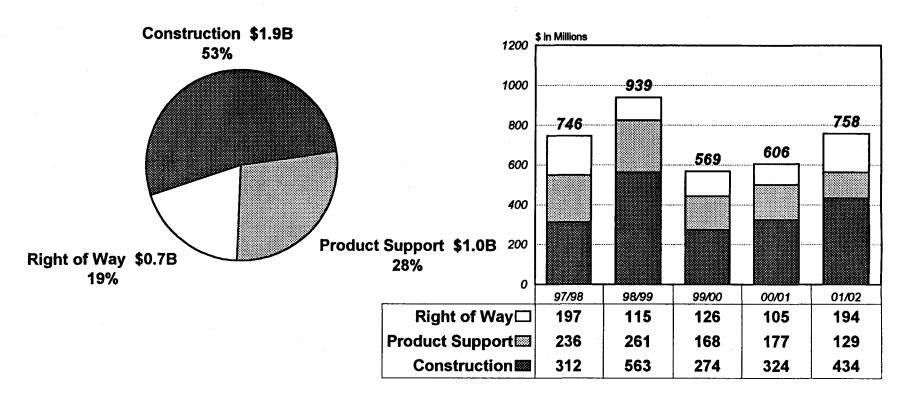
Commission Findings:

- Mandated by the 1990 Legislature, the FIHS is 3,760 centerline miles (14,751 lane miles) of interstate, turnpike and other major state highways that provide intercity and interregional travel.
- A road on the FIHS carries about 10 times the traffic volume as an typical Florida public road.
- The FIHS carries about 70% of all heavy truck traffic on the State Highway System.
- The year 2010 needs on the FIHS are \$28 billion (5,394 lane miles). Anticipated revenues through 2010 total \$6 billion, leaving a \$22 billion shortfall.
- The 2020 Cost Feasible Plan builds 2,775 lanes miles and only meets about 30% of the 2010 funding needs.
- The Tentative Work Program has a total of \$3.6 billion (725 lane miles) programmed on the FIHS for capacity improvements. This is 53% of the total highway capacity improvement program of \$6.8 billion.
- Of this \$3.6 billion for capacity improvements on the FIHS, \$1.9 billion is programmed for construction phases -- 42% on Interstate highways, 26% on Turnpike, and 32% on other highways on the FIHS.

Support Documentation: Section B of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

The Florida Intrastate Highway System Program

FY 97/98 - 01/02 Tentative Work Program Capacity Improvement Only

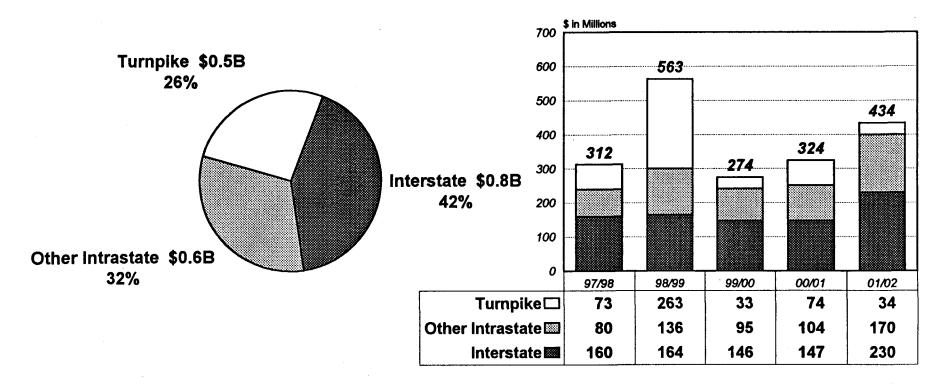


Total 5-Year Tentative Work Program \$3.6B

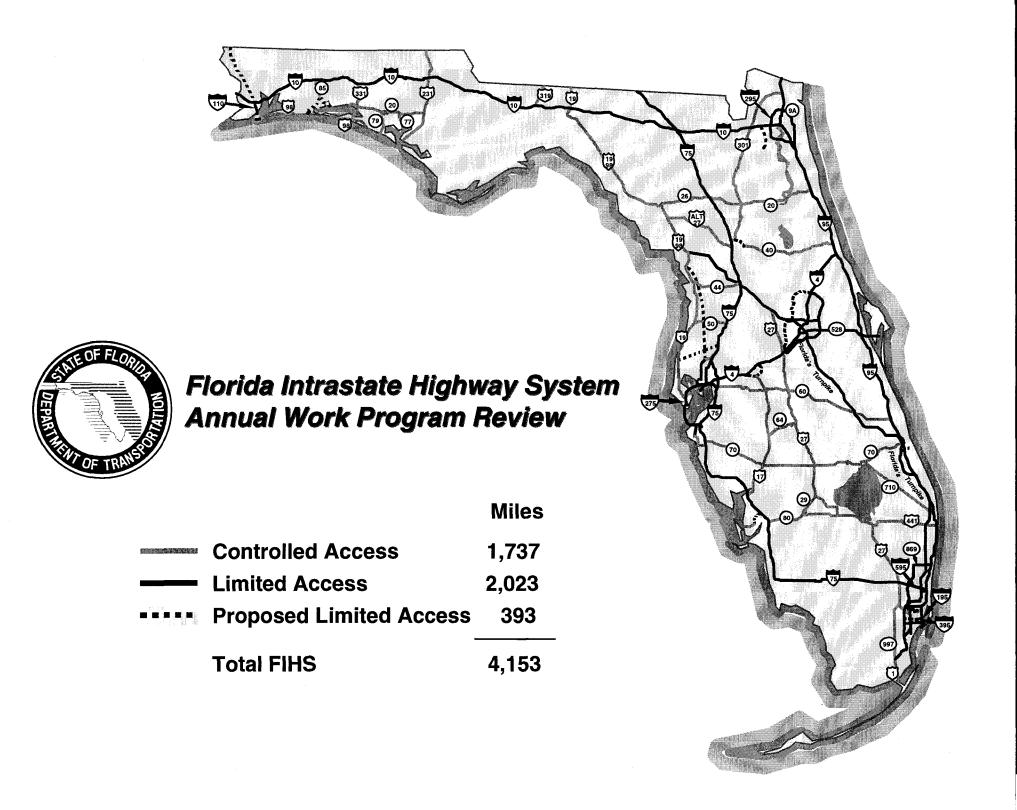
Product Support includes Preliminary Engineering, Right-of-Way Support, and Construction Engineering & Inspection.

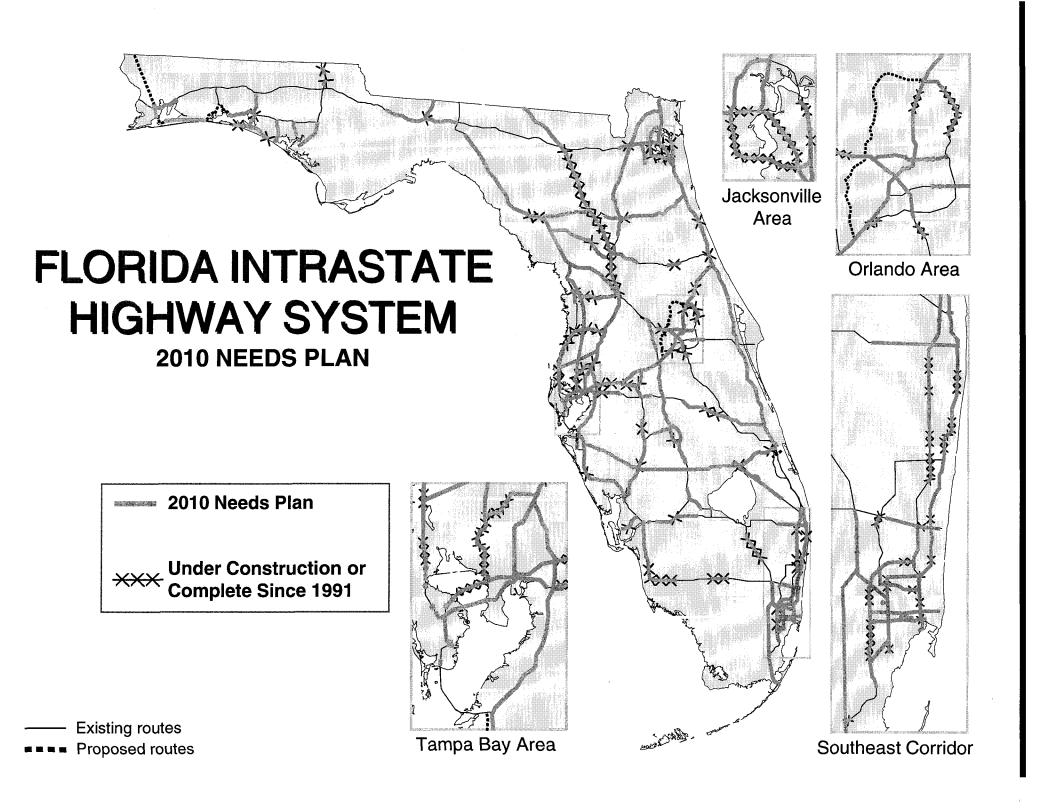
The Florida Intrastate Highway System Program

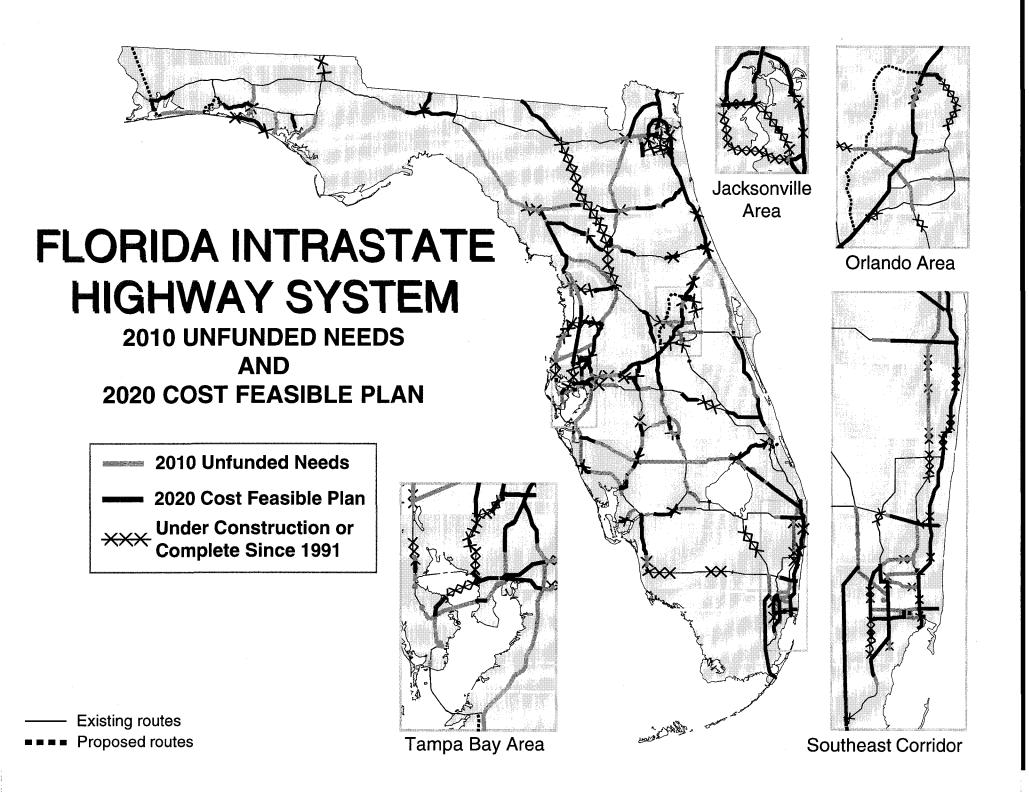
FY 97/98 - 01/02 Tentative Work Program
Capacity Improvement Only
- Construction Only -

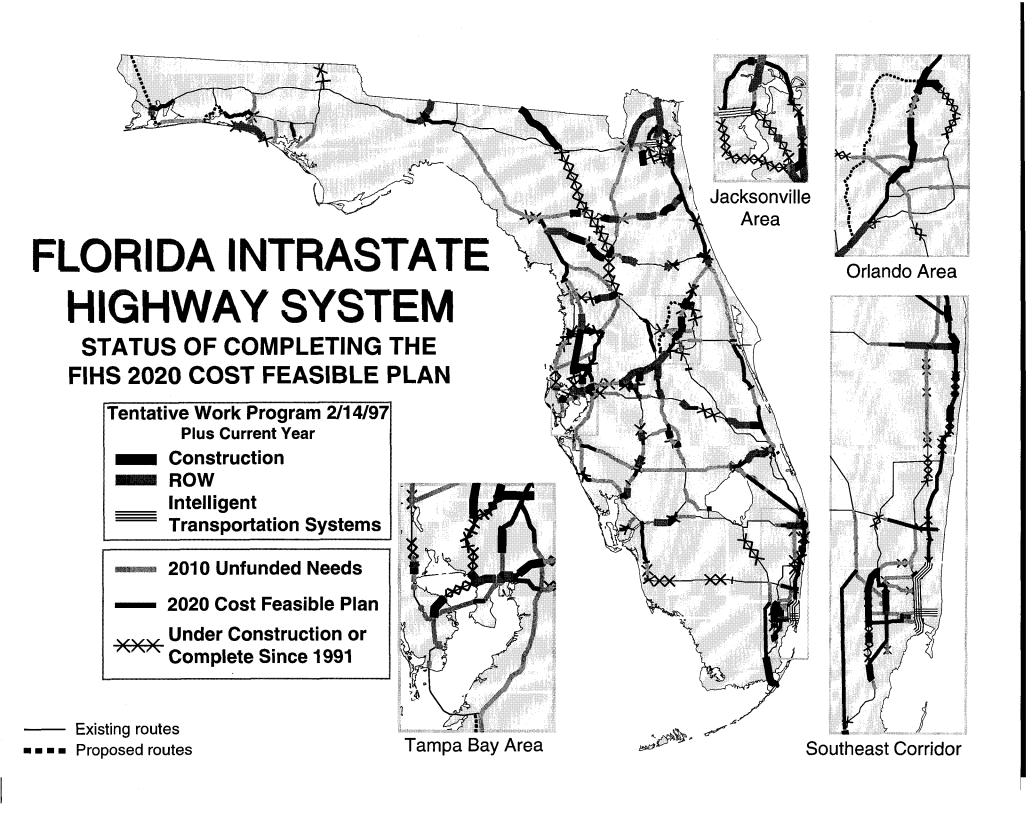


Total 5-Year Tentative Work Program \$1.9B









FINANCIAL SOUNDNESS TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- The tentative work program shall include a balanced 36-month forecast of cash and expenditures and a 5-year finance plan supporting the tentative work program. s. 339.135(4)(b)5., F.S.
- The tentative work program shall be based on a complete, balanced financial plan for the State Transportation Trust Fund (STTF) and other Department funds. s. 339.135(3)(a), F.S.
- The Department shall maintain a cash balance of not less than \$50 million or 5 percent of the unpaid balance of all State Transportation Trust Fund obligations (whichever is less) at the close of each quarter. s. 339.135(6)(b), F.S.
- The budget for the turnpike system shall be planned as to provide for a cash reserve of not less than 10 percent of the unpaid balance of all turnpike system contractual obligations, excluding bond obligations, to be paid from revenues. s. 338.241, F.S.

Commission Findings:

- The Tentative Work Program is based on a complete, balanced financial plan for the STTF.
- The lowest end-of-month cash balance (November, 2001) for the STTF is \$52.9 million, which complies with the statutory minimum. This cash balance is 2.5% of outstanding commitments of \$2.087 billion.
- The lowest end-of-month cash balance (January, 2001) for the Turnpike General Reserve Fund is \$10.1 million, which complies with the statutory minimum.

Support Documentation: Sections C and D of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

Major Financial Assumptions State Transportation Trust Fund (STTF)

- Fuel Tax, Aviation Fuel and Motor Vehicle License Tag Fees are based on Revenue Estimating Conference Forecast of March, 1997.
- Federal aid funding levels are based on Official Federal Aid Highway Forecast of September 27, 1996.
- Right of way expenditures reflect the district cash requirements reported by the Right of Way Office on July 22, 1996 for FY 1996/97 and FY 1997/98.
- Annual transfer to Right of Way Acquisition and Bridge Construction
 Trust Fund for debt service. Also, includes temporary advances of STTF
 funds to be reimbursed by bond proceeds from Bond sales annually in July
 1997 to 2002.
- \$89.7M in long-term payables from toll facilities for operating and maintenance costs through FY 2001/02.
- \$24M HEFT toll deferral (\$12M in FY 1993/94 and \$12M in FY 1994/95) to be repaid in FY 1999/00.
- \$10M annually of operating budget will not be obligated and therefore is available for funding the Work Program.
- Rollforwards in construction (21%), consultants (30%), R/W OPS (70%),
 Fixed Capital Outlay (60%) and public transportation (15%) are based on current year contingency analysis and program lapse funds.
- Quarterly installments for environmental mitigation are planned to begin in FY 97/98. The annual program of \$9.8M in FY 97/98, \$10M in 98/99, \$10M in FY 99/00, \$15M in FY 00/01, and \$20M in FY 01/02 are cash flowed in the year they are programmed.
- \$15M is set aside in July of each year for bonding of Seaport Projects.
- Alternative Contracts \$200M per year in A + B and No Excuse Bonus Contracts are planned. A \$32M per year maximum has been established

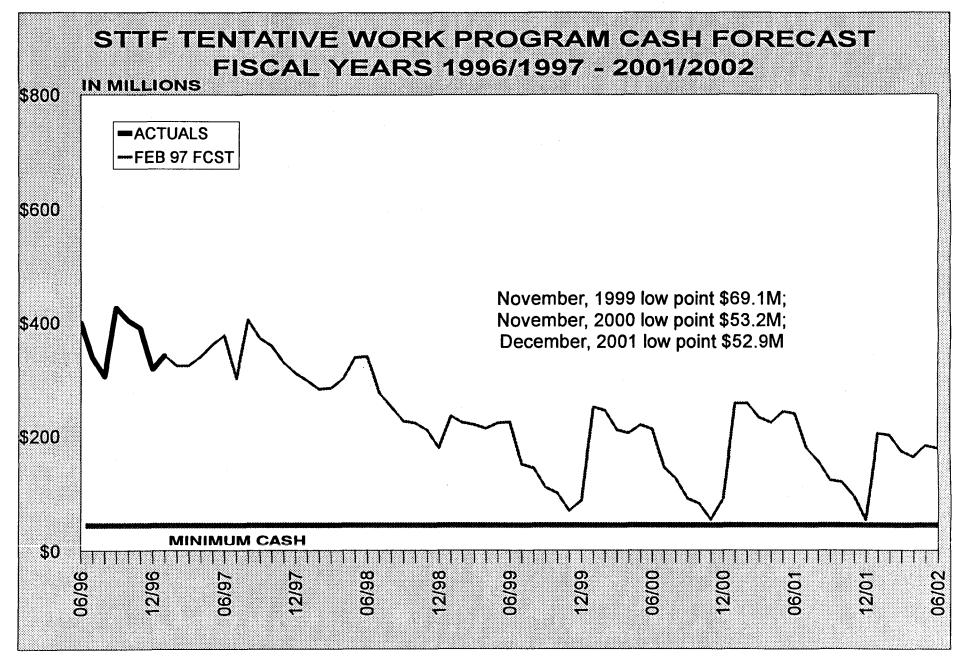
for state funded A+B and No Excuse Bonus contracts. These contracts are expected to take 20% less time to complete. The bonuses on these contracts are expected to average 3.5% of the total construction contract amount. Bonuses planned for Incentive/Disincentive and Liquidated Savings contracts equal \$1.2M in FY 96/97, \$1.8M in FY 97/98, \$1.5M in FY 98/99, \$1.7M in FY 99/00, \$1.2M in FY 00/01, and \$1.1M in FY 01/02.

- An Economic Development reserve of \$5M per year is planned beginning in FY 97/98.
- The following funds are set aside to fund an FDOT State Infrastructure Bank (SIB). Interest cost loans and operation and maintenance (O & M) loans are planned to help fund SR 80 and Seminole II.

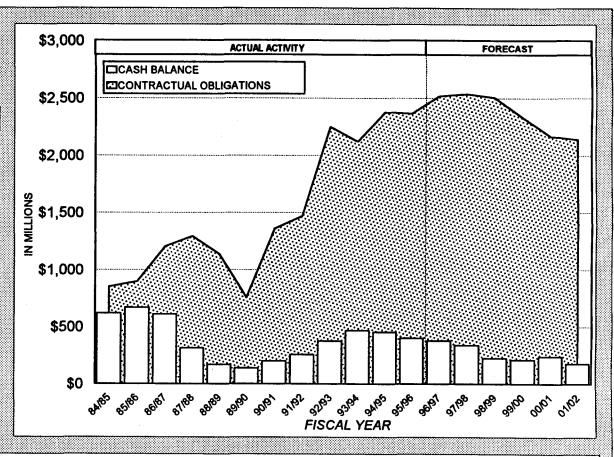
	Federal Funds	State Funds
FY 97/98	\$23.9M	\$6.0M
FY 98/99	\$9.9M	\$2.4M
FY 99/00	\$6.1M	\$1.5M

An additional \$30M in state funds is reserved in FY 2001/02 for SIB financing.

- The Florida High Speed Rail contract planned in FY 96/97 for \$9.5M is expected to pay out over 15 months. The \$30.5M commitment planned in FY 97/98 and the \$47.0M commitment planned in FY 98/99 are cash flowed over 3 years. Quarterly payments of annual commitments are planned beginning FY 99/00.
- \$159.7M of FY 96/97 Advanced Construction projects will be carried over beyond September 30, 1997. The Advanced Construction Program is structured to convert 75% of projects in the 2nd year and 25% in the 3rd year. Conversions are planned in March, April, and May for FY 96/97 and FY 97/98. Beginning in FY 98/99, all conversions are planned in Jamuary. The plan revolves converted AC program beginning FY 97/98.



STATE TRANSPORTATION TRUST FUND FISCAL YEAR END CASH BALANCES vs. CONTRACTUAL OBLIGATIONS



The Department of Transportation is the only state agency that operates on a "cash flow" basis; that is, the Department is not required to have funds "on hand" to cover all existing contractual obligations and it may let contracts against revenue it expects to receive in the future. The above chart displays for fiscal years 1984/1985 through 2001/2002 the fiscal year-end cash balance (represented by the bars) and the contractual obligations (represented by the shaded area). During the Tentative Work Program period of FY 1997/1998 through 2001/2002, the average year end cash balance is projected to be \$238.5 million and the average contractual obligations to be \$2.34 billion. That is, cash "on hand" is projected to be 10.2% of contractual obligations. By comparison, cash "on hand" for FY 1985/1986 was 74.5% of contractual obligations.

Major Financial Assumptions Turnpike General Reserve Fund

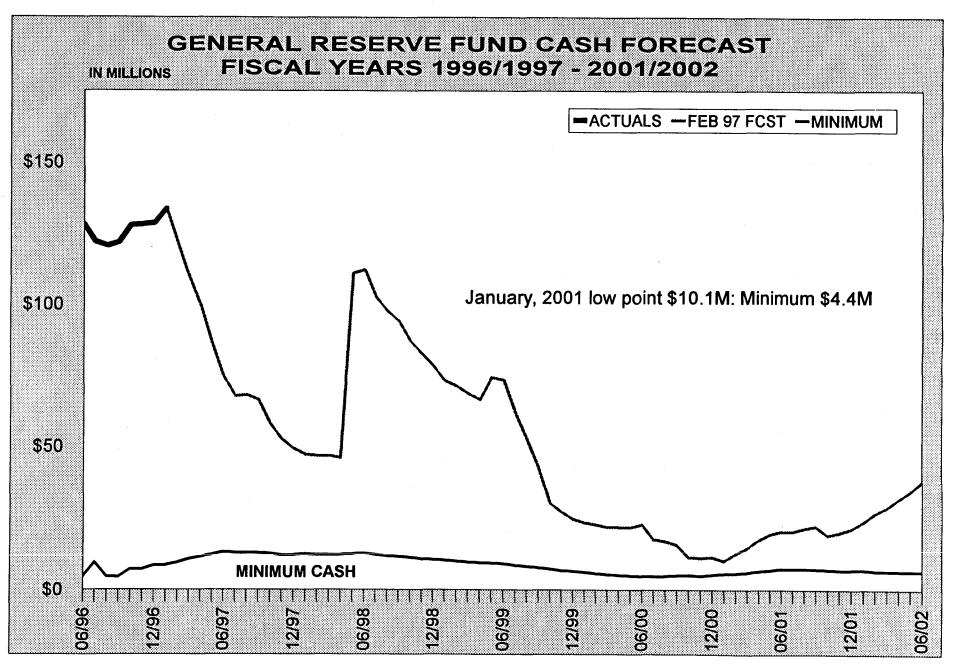
- Tentative Debt Service Coverage Ratio averages 2.06 over the 5-year period as follows: 2.2, 2.0, 1.9, 2.0 and 2.2.
- Realization of 100% of current revenue estimates. The Mainline currently provides approximately 82% of revenues. The expansion project revenues are "ramping-up" as anticipated and will become more significant.
- Toll rate increases are not expected until beyond the Work Program period and are currently planned only on the expansion projects.
- March 1998 bond sale of approximately \$319 M. to fund the acquisition of the right of way and construction of the Suncoast Parkway, Project 1.
- March 1999 bond sale of approximately \$81.2 M. to fund the construction of the State Road 80 Interchange and the Seminole Expressway, Project 2 (non-Turnpike funds of approximately \$186 M. will assist in the feasibility).
- General Consultant projects are lagged 3 months and pay over 12 month period.
- Annual program lapses are 15% in all years for Renewal and Replacement Fund, General Reserve Fund, and Controlled Access Fund.

 Includes State Infrastructure Bank (SIB) interest cost loans for the SR 80 Interchange and Seminole Expressway, Project 2.

-	SR 80	Seminole II
FY 98/99	\$0.5M	\$1.1M
FY 99/00	\$1.6M	\$3.3M
FY 00/01	\$1.6M	\$3.3M
FY 01/02	\$1.6M	\$3.3M

Includes operation and maintenance (O & M) loans for the SR 80
 Interchange, Seminole Expressway, Project 2, and Suncoast Parkway.

_	SR 80	Seminole II	Suncoast
FY 00/01			\$0.8M
FY 01/02	\$1.2M	\$1.1M	\$5.1M



STABILITY OF PROJECT SCHEDULES TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- The Department shall stabilize the tentative work program to ensure the timely and systematic completion of projects. s. 337.015(4), F.S.
- The Department shall minimize changes and adjustments that affect the scheduling of project phases in the 4 common fiscal years contained in the adopted work program and the tentative work program. s. 339.135(4)(b)4., F.S.
- The Department shall advance by one fiscal year all projects included in the second year of the previous adopted work program. s. 339.135(4)(b)4., F.S.

Commission Findings:

- For the 4 common fiscal years (1997/98 to 2000/01), changes from the Adopted Work Program to the Tentative Work Program were as follows: 83.4% of project phases experienced no change in schedule or were advanced to an earlier fiscal year; 11.3% of project phases were deferred either to a later fiscal year within the 4 common fiscal years or to a fiscal year beyond FY 2000/01; and 5.3% of project phases were deleted. Note: Stability Report includes construction, right of way land, and public transportation product phases only.
- For the 4 common fiscal years, 88.5% of Road & Bridge project phases experienced no change in schedule or were advanced to an earlier fiscal year.
- For the 4 common fiscal years, 76.5% of Public Transportation project phases experienced no change in schedule or were advanced to an earlier fiscal year.
- Compared to last year's Tentative Work Program, stability of this Tentative Work Program is 1.5% higher.
- Excluding those project phases deferred/deleted/moved out at the request of local governments or other funding entities, 92.6% of project phases experienced no change in schedule or were advanced to an earlier year.
- Of the 373 project phases deferred, moved out or deleted, 55.5% were due to requests by local governments or other funding entities.

STABILITY REPORT SUMMARY

CHANGES FROM ADOPTED WORK PROGRAM TO THE TENTATIVE WORK PROGRAM

(Construction, Right of Way Land, and Public Transportation Phases Only)

Fiscal Year	Category	# of Phases	% of Total
4 Common Years	No Changes	1,775	78.82%
1997/98 - 2000/01	Advances	104	4.62%
	Defers	142	6.31%
	Moved Out	112	4.97%
	Deletions	119	5.28%
Total		2,252	100.00%

LEGEND:

NO CHANGES

No change in scheduled fiscal year.

ADVANCES

Advanced to an earlier fiscal year.

DEFERS

Deferred to a later fiscal year but remained in the four (4) common fiscal years.

MOVED OUT

Moved out to a fiscal year beyond the four (4) common fiscal years.

DELETIONS

Deleted from Tentative Work Program.

STABILITY SUMMARY - By Project Type CHANGES FROM ADOPTED WORK PROGRAM TO THE TENTATIVE WORK PROGRAM (Construction, Right of Way Land, and Public Transportation Phases Only)

Fiscal Year	Category	# of Phases	% of Total
4 Common Years	No Changes	1,079	82.87%
1997/98 - 2000/01	Advances	73	5.61%
Roads & Bridges	Defers	94	7.22%
	Moved Out	20	1.54%
	Deletions	36	2.76%
Total		1,302	100.00%

Fiscal Year	Category	# of Phases	% of Total
4 Common Years	No Changes	696	73.26%
1997/98 - 2000/01	Advances	31	3.26%
Public Transportation	Defers	48	5.06%
	Moved Out	92	9.68%
	Deletions	83	8.74%
Total		950	100.00%

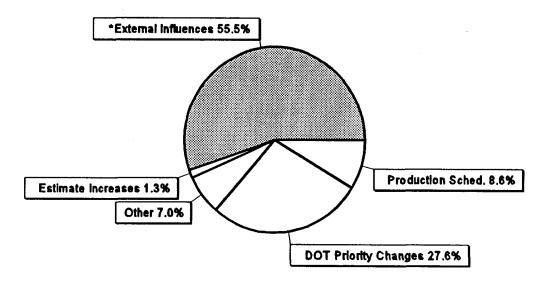
Statewide - Work Program Stability For FY 1997/98 - FY 2000/01

Category	# of Phases	% of Total
No Changes	1,775	78.82%
Advances	104	4.62%
Defers	142	6.31%
Moved Out	112	4.97%
Deletions	119	5.28%
Total	2,252	100.00%

Results Without External Influences

Category	# of Phases	% of Total
No Changes	1,982	88.01%
Advances	104	4.61%
Defers	78	3.46%
Moved Out	47	2.09%
Deletions	41	1.82%
Total	2,252	100.00%

Reasons for 373 Projects Deferred, Deleted or Moved Out



^{*}External Influences result from requests by Local Governments and other funding entities.

LINKAGE OF WORK PROGRAM WITH SHORT RANGE OBJECTIVES AND LONG RANGE GOALS TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- The tentative work program is to be developed within the policy framework provided by the Florida Transportation Plan. s. 339.155(1), F.S.
- The tentative work program shall be developed in accordance with the Florida Transportation Plan required in s. 339.155 and must comply with the program funding levels contained in the program and resource plan. s. 339.155 (2), F.S.

Commission Findings:

- Improved short range objectives contained in the 1997 Short Range Component are used to demonstrate linkage between this tentative work program and long range goals, even though the Department is in the midst of transitioning to these objectives.
- The Department met five of the six short range objectives that are measured directly through the work program (the remaining five objectives are measured in other ways, such as the fatality rate or transit ridership).
- The one short range objective not met in this tentative work program is the resurfacing objective, which states that 80% of pavement on the State Highway System is to be in acceptable condition. Over the five years of the tentative work program, 79% is achieved in each year, falling short of the objective by 1%.

Statutory Guidance: To meet the annual needs for resurfacing of the State Highway System, including repair and replacement of bridges on the system, and to provide routine and uniform maintenance of the State Highway System. s. 334.046(1)(b) F.S.

Long Range Goal in 2020 Plan: Protection of the public's investment in transportation.

Long Range Objective: Preserve the State Highway System.

Resurfacing Short Range Objective:

Through Fiscal Year 2006, ensure that 80 percent of pavement on the State Highway System is in acceptable condition.

Tentative Work Program:

	97/98	98/99	99/00	00/01	01/02
% Acceptable	79%	79%	79%	79%	79%

Acceptable means pavement in "Good" condition (rated 7 or above in pavement condition survey where one is worst and 10 is best).

Bridges Short Range Objective:

Through 2006, maintain 90 percent of state-maintained bridges in acceptable condition while ensuring that all state-maintained bridges open to the public are safe.

Tentative Work Program:

	97/98 98/99		99/00	00/01	01/02
% Acceptable	96%	96%	96%	95%	94%

Acceptable means bridges in "Good" condition, i.e., not in need of repair or replacement. The remaining bridges, while in need of repair or replacement, are safe for use by the public.

Maintenance Short Range Objective:

Through Fiscal Year 2006, achieve 100 percent of the acceptable maintenance standard on the State Highway System.

Tentative Work Program:

	97/98	98/99	99/00	00/01	01/02
% Achieved	100%	100%	100%	100%	100%

Findings:

- The Tentative Work Program meets the Department's short range objectives for bridges and maintenance.
- The Tentative Work Program does not meet the Department's short range objective for resurfacing.

Statutory Guidance: To reduce congestion on the state transportation system, the generation of pollutants, and fuel consumption by: (1) Developing and implementing the Florida Intrastate Highway System (FIHS) as approved by the Legislature; (2) Reducing deficient lane miles through new construction and expansion of existing facilities; (3) Constructing intersection improvements, grade separations, and other traffic operation improvements; and (4) Participating in the development of toll roads. s. 334.046(1)(c), F.S.

Long Range Goal in 2020 Plan: A statewide interconnected transportation system that enhances Florida's economic competitiveness.

Long Range Objectives:

Place priority on completing the Florida Intrastate Highway System (FIHS).

Improve major airports, seaports, railroads and truck facilities to strengthen Florida's position in the global economy.

The FIHS Short Range Objective:

Through Fiscal Year 2006, maintain funds committed for capacity improvements on the FIHS at approximately 50 percent of the highway capacity improvement program.

Tentative Work Program:

	97/98	98/99	99/00	00/01	01/02	Average
% FIHS	49%	60%	48%	50%	58%	53%

The percent programmed for capacity improvements on the FIHS during the Tentative Work Program period is 53% of the highway capacity improvement program.

The Intermodal Access Short Range Objective:

Through Fiscal Year 2006, continue to improve intermodal connections and access by annually allocating approximately \$30 million in state funds for the intermodal access program.

Tentative Work Program:

Intermodal	97/98	98/99	99/00	00/01	01/02	Average
Access	\$32.9	\$50.6	\$32.9	\$42.2	\$34.9	\$38.7

Finding:

 The Tentative Work Program meets the Department's short-range objectives for both the FIHS and Intermodal Access Programs. Statutory Guidance: The Department shall minimize changes and adjustments that affect the scheduling of project phases in the 4 common fiscal years contained in the adopted work program and the tentative work program. s. 339.135(4)(b)4., F.S.

Long Range Goal in 2020 Plan: Travel choices to ensure mobility, sustain the quality of the environment, preserve community values and reduce energy consumption.

Work Program Stability Short Range Objective:

Annually, maintain or advance the schedule of at least 80 percent of project phases in the Department's adopted work program consistent, to the maximum extent feasible, with the priorities of metropolitan planning organizations and local governments.

Tentative Work Program:

The percent of project phases maintained or advanced during the Tentative Work Program period is 83.4%. (see pages 21 & 22)

Finding:

• The Tentative Work Program exceeds the Department's short range objective by 3.4%.

PRODUCTION CAPACITY TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

• Although not specifically required by law, the Commission believes that an essential component of its evaluation is to ensure that the tentative work program is producible. Therefore, the Commission asked the Department to document what additional resources, if any, would be needed to produce the Tentative Work Program.

Commission Findings:

- In order to meet ongoing production demands, preliminary engineering consultant funding levels are higher in each year of the Tentative Work Program than in the Adopted Work Program, for a total net increase in the Tentative of \$122.3 million.
- Existing resources are adequate to produce the Tentative Work Program.

COMPLIANCE WITH APPROVED LOCAL GOVERNMENT COMPREHENSIVE PLANS TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

• The Department of Community Affairs must review the Tentative Work Program and transmit to the Florida Transportation Commission a list of those projects and project phases contained in the Tentative Work Program which are identified as being inconsistent with approved local government comprehensive plans. s. 339.135(4)(f), F.S.

Commission Findings:

- Following review of the Tentative Work Program for compliance with all approved local government comprehensive plans (as of January, 1997), the Department of Community Affairs (DCA) identified ten (10) projects that are inconsistent with approved local government comprehensive plans.
- Through discussion with district staff regarding these projects, the Commission verified that all inconsistencies are being resolved satisfactorily.
- The Commission recommends that PD&E phases (Project Development and Environmental studies) be exempted from future DCA reviews. In our view, at this stage the project is still too uncertain to require inclusion of the project in local comprehensive plans.

Support Documentation: Section E of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

List of Project Phases Contained in the Tentative Work Program Which Department of Community Affairs Identified as Being Inconsistent With Approved Local Government Comprehensive Plans

- Project Development and Environment (PD & E) phase to widen SR 37
 from Lake Miriam Drive to Alamo Drive in Polk County. The project,
 which is located in the City of Lakeland and unincorporated Polk County,
 is not included on the future transportation map of either local
 government.
 - DOT District 1 Response: Both the City of Lakeland and Polk County have indicated they will pursue the needed comprehensive plan amendments this calendar year.
- Preliminary engineering and right of way acquisition phases to widen SR 20 from CR 315 to the City of Hollister (approximately 5.8 miles) in Putnam County. The portion of this project from CR 315 to east of the City of Hollister is not identified in the future traffic circulation map of Putnam County.
 - DOT District 2 Response: Putnam County and the Town of Interlachen have agreed to amend their comprehensive plans to include this project.
- Preliminary engineering and right of way acquisition phases to widen SR 20 from east of the City of Hollister to Francis/Radcliff Road (approximately 3.7 miles) in Putnam County. The portion of this project from east of the City of Hollister to Francis/Radcliff Road is not identified in the future traffic circulation map of Putnam County.
 - DOT District 2 Response: Putnam County and the Town of Interlachen have agreed to amend their comprehensive plans to include this project.
- Preliminary engineering phase to widen SR 77 from CR 388/Edwards Road to SR 20 (approximately 7.9 miles) in Bay County. The project is not included as a four-lane roadway in the future traffic circulation maps of Bay County.
 - DOT District 3 Response: Bay County indicated that it will add this project to its comprehensive plan during 1998.
- Right of way acquisition and construction phases to widen SR 87 from US 98 to CR 399 (approximately 2.2 miles) in Santa Rosa County. The project is not included as a four-lane roadway in the future traffic circulation maps of Santa Rosa County.
 - DOT District 3 Response: Santa Rosa County has indicated that it will revise its comprehensive plan to add the project.

- Right of way acquisition phase to widen SR 87 from CR 399 to US 90 (approximately 17.6 miles) in Santa Rosa County. The project is not included as a four-lane roadway in the future traffic circulation maps of Santa Rosa County.
 - DOT District 3 Response: Santa Rosa County intends to amend its comprehensive plan to add this project.
- Project Development and Environmental (PD & E) phase to widen I-95 from Volusia County line to Palm Coast Parkway (approximately 11.5 miles) in Flagler County. The project is not identified in the future traffic circulation map of Flagler County.
 - DOT District 5 Response: Flagler County indicated it will amend its comprehensive plan to add this project.
- Project Development and Environmental (PD & E) phase to widen I-95 from Palm Coast Parkway to St. Johns County line (approximately 7.2 miles) in Flagler County. The project is not identified in the future traffic circulation map of Flagler County.
 - DOT District 5 Response: Flagler County has indicated that it is aware of the inconsistency and intends to amend its plan to include the project.
- Preliminary engineering phase to widen SR 25/500 from SR 35 to CR 484
 (approximately 0.4 miles) in Marion County. The project is not identified
 in the future traffic circulation map of the City of Belleview.
 - DOT District 5 Response: The City of Belleview has assured the district that revisions will be made to its comprehensive plan to include this project.
- Right of way acquisition and construction phases to widen SR 44 from US
 41 to CR 470 (approximately 3.7 miles) in Citrus County. The portion
 of the project located in the City of Inverness is not reflected on the city's
 future transportation map.
 - DOT District 7 Response: The City of Inverness has indicated intent to amend its transportation element to include this project.

OBJECTIONS AND REQUESTS BY METROPOLITAN PLANNING ORGANIZATIONS TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- A metropolitan planning organization (MPO) or board of county commissioners may file an objection with the Secretary to any project rescheduled or deleted from the district work program that was included in the MPO's Transportation Improvement Plan and is contained in the last 4 years of the Department's Adopted Work Program. s. 339.135(4)(c), F.S.
- An MPO or board of county commissioners may request to the district secretary further consideration of any project not included or not adequately addressed in the district work program. s. 339.135(4)(d), F.S.
- The district secretary must review and acknowledge all requests and forward copies to the Secretary and Commission. The Commission must include such requests in its evaluation of the Tentative Work Program. s. 339.135(4)(d), F.S.

Commission Findings:

- No objections were filed for projects rescheduled or deleted from the district work program that were included in the MPO's Transportation Improvement Plan and are contained in the last 4 years of the Department's Adopted Work Program.
- Four (4) requests were made for further consideration of projects not included or not adequately addressed in district work programs.
- Through discussions with district staff and review of correspondence, the Commission verified that the districts reviewed and acknowledged all requests submitted by local governments.

Support Documentation: Section F of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

Requests by MPO's for Projects Not Included in the Tentative Work Program or Not Adequately Addressed in the Tentative Work Program

Request by Brevard County:

Brevard County requested a corridor study for one project be advanced: Funding allocated for the SR A1A Corridor Study be advanced from FY02 to FY98.

District Five responded that the Department is unable to advance the funds for the SR A1A Corridor Study to a fiscal year earlier than FY 2001/02. They will, however, continue to work with the MPO, the Cities of Cocoa Beach and Cape Canaveral and Patrick Air Force Base to address current issues such as drainage and traffic operation.

Requests by Volusia County:

Volusia County requested the creation of contingency funding for one project and to not defer the design phases of two projects: The widening of SR 44 from I-95 to I-4 is the county's number one project priority. The project needs construction funding from I-4 to SR 415 in order to be fully funded. Given funding constraints, the county requests the Department consider the creation of a contingency box during this funding cycle so that funding can be built up to complete the project.

The County also requests that the Department not defer the design phases of two projects on SR 472. This deferral is not consistent with the information provided to the MPO Board in September 1994 regarding these projects.

District Five responded that the Department did not program construction of SR 44, from I-4 to SR 415 due to the estimated construction cost exceeding the funds available to Volusia County. The Department considered developing a contingency box so funds could be built up over multiple years for future programming of this project, but could not identify other projects on the MPO's priority list that should be dropped in order to program a contingency box.

The scheduling of the SR 472 projects is directly related to the availability of funds and the preparation of the I-4 Environmental Impact Statement (EIS). The EIS is being prepared on a thirty month schedule. Once the EIS is complete and FHWA has accepted it, design will begin. Without FHWA acceptance, federal funding will not be available. Delays in the I-4 multi-modal Master Plan and the EIS schedules created changes to the schedule for the design phases of these two projects.

FLORIDA INTRASTATE HIGHWAY SYSTEM FUNDING TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

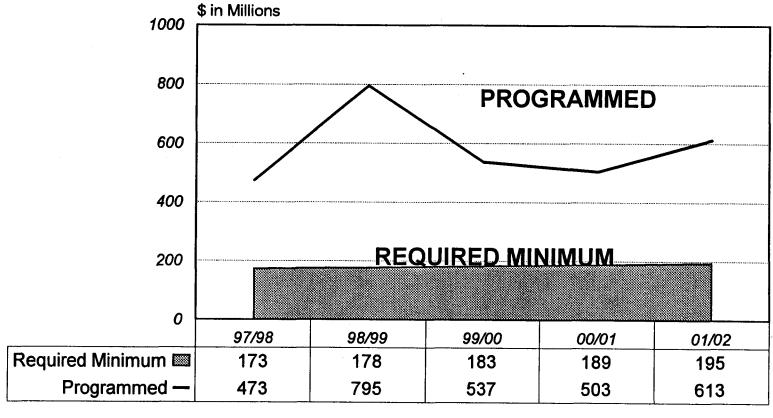
- The Department shall develop and implement the Florida Intrastate Highway System (FIHS) as approved by the Legislature. s. 334.046, F.S.
- The Department shall plan and develop a proposed Florida Intrastate System Plan which shall delineate a statewide system of limited access facilities and controlled access facilities. For purposes of developing the plan, the Department shall allocate the following amounts:
 - For FY 1995/96 and each fiscal year thereafter, the amount allocated in FY 1992/93 (\$151.3 million) adjusted annually by the change in the Consumer Price Index for the prior fiscal year compared to the CPI for FY 1991/92.
 - After FY 1993/94, no funds from the above may be allocated to Turnpike projects. s.338.001(6), F.S.

Commission Findings:

- The Tentative Work Program plans to commit in excess of the amounts required by statute over the 5-year period.
- Of the total 3,760 miles of FIHS, 824 miles or 22% are 2-lane roads. The Tentative Work Program will let contracts to widen 116 miles or 14% of these 2-lane roads.

INTRASTATE HIGHWAY SYSTEM

FY 97/98 - 01/02

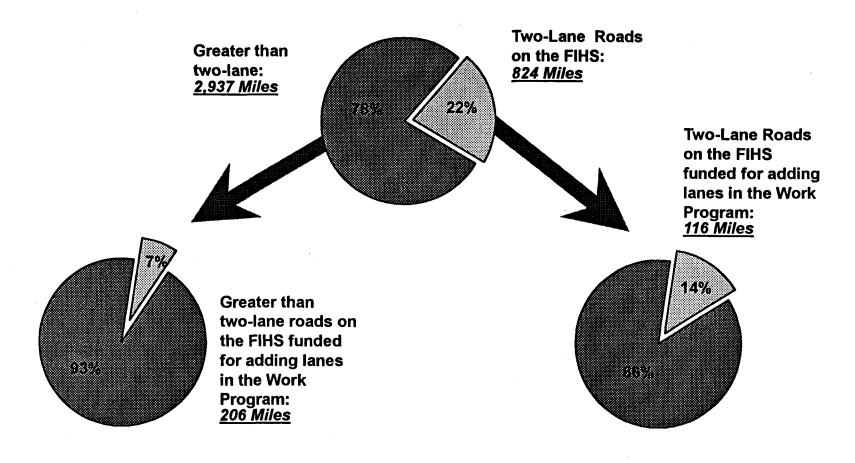


Note:

Includes Construction, Right of Way, and Support that improves mobility, but excludes Turnpike, Federal Aid Interstate, Local, Bond, and ACI funds.

The Florida Intrastate Highway System Program

Roads Funded for Adding Lanes in the 1997/98 - 2001/02 Tentative Work Program



PUBLIC TRANSPORTATION FUNDING TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

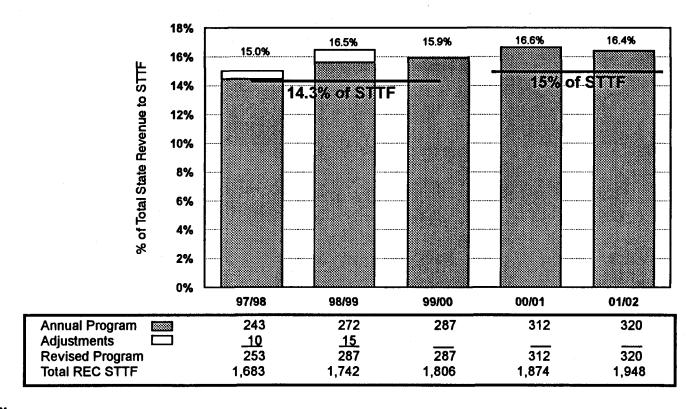
- Through fiscal year 1999/2000, a minimum of 14.3% of all state revenues deposited into the State Transportation Trust Fund shall be committed annually by the Department for public transportation projects. s. 206.46(3), F.S.
- Beginning in fiscal year 2000/01, and each year thereafter, a minimum of 15% of all state revenues deposited into the State Transportation Trust Fund shall be committed annually by the Department for public transportation projects. s. 206.46(3), F.S.

Commission Findings:

- The Tentative Work Program is planned to exceed the statutory minimum through fiscal year 1999/2000. Over the 4-year period an average of 15.8% is programmed for public transportation projects.
- The Tentative Work Program is planned to exceed the statutory minimum for fiscal years 2000/01-2001/02, in which 16.5% is programmed for public transportation projects.

STATE FUNDED PUBLIC TRANSPORTATION Tentative Work Program

FY 97/98 - 01/02



Notes:

- (1) STTF from Nov. 6, 1996 Revenue Estimating Conference.
- (2) Revised Program includes adjustment for projects advanced to the period prior to 1997/98.
- (3) Includes Seaport funds.

FUND DISTRIBUTION TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

- The Department shall, for the purpose of developing a tentative work program, allocate funds to the districts as follows:
 - Funds for new construction based on equal parts of population and motor fuel tax collections;
 - Funds for resurfacing, bridge repair and rehabilitation, bridge fender system construction and repair, public transit projects except public transit block grants, and other programs with quantitative needs assessments based on the results of these needs assessments; and
 - Funds for public transit block grants allocated pursuant to section s. 341.052, F.S. s. 339.135(4)(a), F.S.

Commission Finding:

• Funds allocated to each district for development of the Tentative Work Program were allocated according to statutory requirements. Schedules A & B of the Tentative Work Program Instructions were reviewed by Commission Staff to confirm that funds were allocated according to statutory requirements.

STATE COMPREHENSIVE ENHANCED TRANSPORTATION SYSTEM TAX DISTRIBUTION TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

• The Department shall use State Comprehensive Enhanced Transportation System (SCETS) Tax proceeds only for projects in the adopted work program in the district in which the tax proceeds are collected and, to the maximum extent feasible, such money shall be programmed for use in the county where collected. s. 336.026(1)(c), F.S.

Commission Findings:

- In development of the Tentative Work Program, SCETS Tax proceeds were allocated to each district according to statutory requirements.
- To the maximum extent feasible, such funds were programmed in the county where collected.

Support Documentation: Section G of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

COMPLIANCE WITH OTHER APPLICABLE LAWS AND POLICIES TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirements:

- The law directs the Commission to conduct an in-depth evaluation of the tentative work program for compliance with applicable laws and Departmental policies. In order to verify compliance with numerous laws and policies prescribing the content and process for development of the work program, Commission staff developed questions keyed to requirements. The Department responded to all questions in writing, and responses were reviewed by Commission staff, along with documentation where appropriate.
- Several major requirements were highlighted earlier in this report; the remainder are covered in individual questions and responses.

Commission Findings:

- The Tentative Work Program is in compliance with applicable state laws and Departmental policies.
- This year, for the first time, the Commission has focused on the linkage between the Tentative Work Program and the long range objectives for the statewide transportation system, adopted 2 years ago. Using the 1997 short range objectives, the Commission was able to demonstrate how the work program furthers attainment of long range transportation goals. With continued work and emphasis by the Department, this linkage will become stronger and more meaningful.

Support Documentation: Section H of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

PUBLIC COMMENTS TENTATIVE WORK PROGRAM FY 1997/98 - 2001/02

Key Statutory Requirement:

• The law requires that the Commission hold a statewide public hearing on the tentative work program and that it shall appoint a time and place for the hearing, at which time it shall hear all questions, suggestions or comments offered by the public. s. 339.135(4)(g), F.S.

Commission Findings:

- A total of nine (9) comments were received during the Public Comment portion of the hearing.
- Seven (7) comments by representatives of COST (Citizens Opposed to Suncoast Tollway), who spoke in opposition of Suncoast Parkway projects I and II.
- One (1) comment by a representative of Habitat for Bears, Defenders of Wildlife, and the Sierra Club, who spoke in opposition to several projects that would have detrimental effect on wildlife, in particular, the Florida Black Bear. She proposed that the Commission call for an oversight report examining FDOT's environmental performance, policy, and long-range planning.
- One (1) comment by a representative of the Brevard County Metropolitan Planning Organization, received in the Commission Office for inclusion into the public record, expressing concern about the equitable distribution of discretionary state and federal funds and the inability to program sufficient funds to widen US 192 from Interstate 95 to St. Cloud.

Support Documentation: Section I of separate volume, Support Documentation, provides source documents and detailed data on which findings are based.

