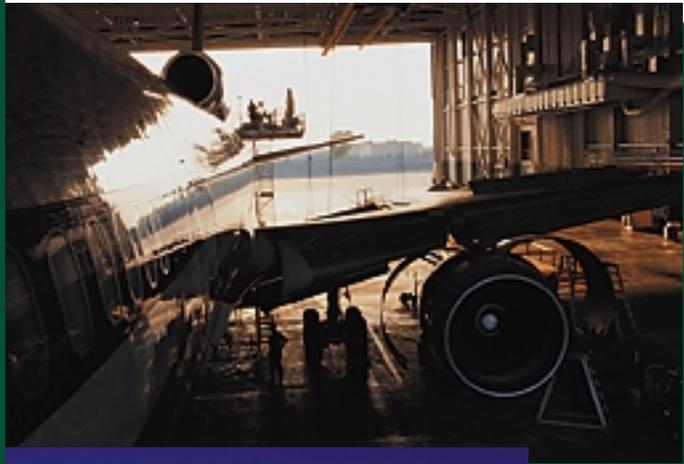


1999 FLORIDA FREIGHT STAKEHOLDERS TASK FORCE REPORT



FLORIDA FREIGHT STAKEHOLDERS TASK FORCE

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FLORIDA FREIGHT STAKEHOLDERS TASK FORCE

November 23, 1999

The Honorable Jeb Bush
Governor, State of Florida
The Capitol
Tallahassee, FL 32399

The Honorable Thomas F. Barry, Jr.
Secretary, Florida Department of Transportation
605 Suwannee Street
Tallahassee, FL 32399

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Highway Subcommittee

Tom Ryan
Crowley American Transport
Chairman
Ocean Subcommittee

Howard Glassman
MPO Advisory Council
Chairman
Legislation & Policy
Subcommittee

Dear Governor Bush and Secretary Barry:

I am pleased to submit for your consideration and review the Final Report of the Florida Freight Stakeholders Task Force.

The Florida Freight Stakeholders Task Force was organized in 1998 as a result of the Governor's Transportation Summit to address two principal objectives: (1) to identify, prioritize and recommend freight transportation projects for fast track funding, and (2) to develop recommendations for the 2020 Florida Statewide Intermodal Systems Plan that will address Florida's freight transportation interests. The Task Force's findings and recommendations are included in the report.

I wish to extend my sincere thanks to the members of the Task Force for their participation and support. I especially wish to thank the members of the Executive Committee and their employers for their contribution of time, energy and expertise that enabled us to achieve our objectives. I also wish to recognize and thank the team from Florida DOT and the Center for Urban Transportation Research (CUTR) at the University of South Florida for their outstanding contributions.

With this report, the work of the Task Force is completed. This report should be viewed as a part of an ongoing effort to improve freight transportation in the State of Florida.

Respectfully submitted,

Peter A. Rutski

Enclosure

cc: The Honorable Toni Jennings, President, Florida Senate
The Honorable John E. Thrasher, Speaker, Florida House of Representatives

FLORIDA FREIGHT STAKEHOLDERS TASK FORCE REPORT

EXECUTIVE SUMMARY

The Florida Freight Stakeholders Task Force was formed as a result of the Governor's Intermodal Transportation Summit held on June 18, 1998, in Jacksonville. The Task Force was to be a private/public partnership that would address the needs of Florida's intermodal freight transportation. The Task Force was organized into five subcommittees on August 6, 1998, at a meeting in Tallahassee sponsored by the Florida DOT. The subcommittee chairs, listed on the inside front cover of this report, formed an Executive Committee to manage the work of the Task Force. In addition, the Task Force agreed to limit the scope of its work to freight intermodal transportation issues and not passenger transportation issues. The following Task Force objectives were defined:

- Identify, prioritize and recommend freight transportation projects for fast-track funding.
- Develop recommendations for the 2020 Florida Statewide Intermodal Systems Plan that will address Florida's freight transportation interests.

OBJECTIVE 1 — PROJECT SELECTION

To identify and prioritize freight projects, it was necessary to first establish geographical boundaries and criteria for project definition. This led to development of the Florida Strategic Freight Network. Priority freight projects had to be on the defined freight network. This network includes the Florida Intrastate Highway System (FIHS); primary freight facilities including ports, air freight terminals, rail intermodal terminals and highway freight terminals; and road connections between the FIHS and the freight facilities. The Task Force, working with the Center for Urban Transportation Research (CUTR), defined the freight network, and CUTR developed the freight network map.

The second step in the process began with development of a prioritization methodology to evaluate freight projects for selection. This methodology, which was developed by CUTR, began with the eligibility criteria. To be eligible for consideration, projects had to:

- be located on the Strategic Freight Network,
- facilitate freight movement, and
- have a public benefit to cost ratio greater than one.

Once a project was deemed to be an eligible freight project, it was then prioritized with other projects using a scoring system that took into account the following criteria:

- benefit to cost ratio
- stage of development /environmental compliance
- time to complete project
- current level of service (LOS)
- safety rating
- neighborhood impact of project
- current freight volume

The third step in the process was the identification, prioritization, and selection of projects for fast-track funding. In support of this effort, the Florida Legislature appropriated \$10 million to fund freight projects recommended by the Freight Task Force. This appropriation enabled the Task Force to establish a pilot fast-track program, with the \$10 million funding capability as an integral part of this objective.

To identify projects for this fast-track program, the Florida DOT first identified “freight” projects currently existing in public sector work programs. In addition, the Task Force solicited applications for fast-track funding from Task Force members, MPOs, ports, and airports. The response included applications for 17 projects totaling \$101.3 million.

Each application was reviewed and then prioritized by CUTR using the methodology outlined above. The Task Force Executive Committee then reviewed the projects and made its recommendations. With resources limited to \$10 million, the overall goal was to maximize the value of the projects funded. The following is a summary of projects that are recommended for funding by the Freight Task Force utilizing the \$10 million appropriation.

<i>Project</i>	<i>Facility</i>	<i>Location</i>	<i>Funding Recommended</i>
Improvements to NW 36th Street and 67th Avenue (Lundlum Road)	NW 67th Avenue at 36th Street	Miami	\$1,500,000
Rehabilitation of rail tracks leading to Tampa Port Authority’s Hookers Point Terminal	Hookers Point Lead Track	Tampa	\$2,760,000
Air Cargo Frontage Road intersection improvements	Air Cargo Frontage Road intersection improvements	Tampa	\$1,000,000
Design and construction of Cargo Area Access Road at Jacksonville International Airport (JIA)	Alternate Access Road	Jacksonville	\$2,500,000
Eller Drive FEC/Overpass Bridge	Eller Drive	Ft. Lauderdale	\$2,000,000
Additional research studies related to freight and goods movement in Florida		CUTR	\$ 240,000
TOTAL			\$10,000,000

Five additional projects were considered highly worthy but could not be funded within the \$10 million appropriation. These projects are recommended for acceleration of funding within the normal work program process. In addition, these project applications were submitted for consideration in the recently-established FDOT “Fast-Track” funding program. Following is a summary of these projects.

<i>Project</i>	<i>Facility</i>	<i>Location</i>	<i>Funding Recommended</i>
Improvements to NW 25th Street	NW 25th Street Viaduct	Miami	\$48,500,000
Rebuilding SW 4th Avenue in Fort Lauderdale	SW 4th Avenue	Fort Lauderdale	\$2,500,000
Widening of SR-436 from 4 to 6 lanes	SR 436	Orlando	\$10,000,000
Phase I of access improvements at NE 5th and 6th Streets / 1st and 2nd Avenues	NE 1st and 2nd Avenue	Miami	\$7,000,000
8th Street Access Ramp to Haines Street Expressway	Haines Street Expressway	Jacksonville	\$4,100,000

OBJECTIVE 2 — RECOMMENDATIONS

As a result of the work of the Task Force, the following recommendations are being made.

- **Establish the Florida Strategic Freight Network as a part of the Intermodal Systems Plan.** The network definition and the network map should be maintained on an ongoing basis and improved by the addition of data elements such as freight density and LOS for key highway segments. In addition, the concept of the freight network should be expanded to include freight service level standards and highway design standards for freight movement.
- **Adopt the Florida Freight Stakeholders Task Force process for prioritization and selection of future freight projects.** The prioritization criteria represent a good “first cut” at project evaluation and provide a combination of financial and non-financial selection criteria. They also provide for inclusion in MPO long range transportation plans where applicable. It is recognized that the prioritization methodology cannot be used by itself to evaluate and select projects. Professional judgment, strategic direction, and geographical fairness become a part of the human judgment that is also needed for the proper selection of projects for funding.
- **Fund future research and planning studies.** CUTR has been instrumental in supporting the Freight Task Force’s request to develop project selection methodology. However, additional work needs to be done related to freight and goods movement, especially in the area of project benefit definition and quantification. CUTR is well qualified to continue this research, and it is recommended that \$240,000 of the \$10 million fast-track appropriation be allocated to CUTR for this research work.
- **Conduct a Florida International Trade and Port Strategy Study to define specific trade corridor strategies and the supporting port investment priorities.** Ten projects totaling \$34.9 million were submitted by seven of Florida’s fourteen ports. Florida ports compete directly with major ports in neighboring states where funding can be focused on a few key ports. A comprehensive, professionally-prepared strategy study will provide needed guidelines for port infrastructure investment. This will assist in prioritizing port investment to optimize use of available funds.
- **Establish a Florida Freight Advisory Council within FDOT.** The blending of private sector and public sector professionals within the Task Force created an effective team for dealing with freight transportation issues. This structure serves as a model for the Freight Council of the future in dealing with fast-track project selection and development of the freight transportation strategy needed to support future economic development and international trade.
- **Establish “Freight Mobility Committees” in the largest MPOs.** One of the concerns of the private sector members of the Task Force was the difficulty in understanding and participating in the MPO process. A freight mobility committee with members from the freight industry would provide participation in the MPO process and act as a sponsor for the projects of the MPO’s freight constituents.
- **Create a Florida Freight Project Investment Bank to fund freight projects.** The Bank would be the mechanism for identifying funding sources and securing funds for well-justified projects. It could utilize federal, state, local and private funds. FDOT would develop appropriate expertise to consolidate a variety of funding sources to facilitate funding of projects through the Bank.

INTRODUCTION

The Florida Freight Stakeholders Task Force was formed as a result of the Governor's Intermodal Transportation Summit held on June 18, 1998, in Jacksonville. The Task Force was organized August 6, 1998, at a meeting in Tallahassee. Its primary purpose was to be a results-oriented public/private partnership to assist the development of the Florida Department of Transportation's *Year 2020 Florida Statewide Intermodal Systems Plan* for intermodal connections, corridors, and facilities of statewide significance. These facilities are required to support Florida's economic growth through intermodal movement of people and freight within the state. Additionally, the Task Force was requested to develop an inventory of "quick fix" solutions that can be implemented in the near term to help give immediate relief to freight movement for both public and private sectors.

Each firm, MPO, airport, seaport, spaceport, and agency represented at the Governor's Summit was encouraged to designate a representative to serve on the Task Force (see inside front cover). Peter A. Rutski, Vice President for Business Planning, CSX Intermodal, was elected to serve as Chair. Jeff Koons, Commissioner, Palm Beach County MPO, was elected Vice Chair. The Task Force was divided into five functionally-aligned subcommittees. The subcommittee chairs along with the Task Force Chair and Vice Chair formed an Executive Committee to manage the work of the Task Force. Under their leadership, the Task Force, with assistance from the Florida Department of Transportation and the Center for Urban Transportation Research (CUTR), was able to complete the challenging objective of setting the initial course for intermodal freight transportation improvements in Florida.

The Task Force defined two primary objectives as follows.

OBJECTIVE ONE

Assess the current state of the freight transportation system and recommend freight transportation projects for "fast-track" funding. Four steps were required:

- define and assess existing freight intermodal facilities,
- designate and map the Florida Strategic Freight Network,
- develop a prioritization methodology to rank intermodal freight projects, and
- identify, prioritize, and select freight transportation projects for fast-track funding.

OBJECTIVE TWO

Develop recommendations for the *Year 2020 Florida Statewide Intermodal Systems Plan* that will address Florida's freight transportation interests. These include recommendations for:

- a methodology for prioritizing freight projects,
- sources of funding for freight-related projects, and
- methods to integrate freight considerations into the transportation planning process.

OBJECTIVE 1 ONE

ASSESS THE CURRENT STATE OF THE FREIGHT TRANSPORTATION SYSTEM AND RECOMMEND FREIGHT TRANSPORTATION PROJECTS FOR “FAST-TRACK” FUNDING

To meet this broad objective, the Task Force, with assistance from the Florida Department of Transportation (FDOT) and the Center for Urban Transportation Research (CUTR) completed four major steps. First, the existing intermodal facilities were identified and assessed. Second, the Florida Strategic Freight Network was defined as the combination of the Florida Intrastate Highway System (FIHS), major freight facilities, and their roadway connections to the FIHS. Once defined, CUTR developed a map of the network. Third, CUTR developed and applied a prioritization methodology to a list of potential projects for “fast-track” funding. Finally, the Task Force members evaluated the prioritized output and selected specific projects for funding. Following is a discussion of each of these four steps.

STEP ONE

DEFINE AND ASSESS EXISTING FREIGHT INTERMODAL FACILITIES

The first step in this process was the definition and assessment of the existing freight transportation network. The Task Force conducted an exhaustive inventory of freight facilities across the state. Freight facilities were defined as highways, railways, water transportation routes, rail terminals, seaports, airports, truck terminals, and any auxiliary infrastructure necessary to interconnect or support them. By conducting this inventory, the Task Force was better able to identify new projects and evaluate existing projects.

Facility Inventory

Task 1. The project team began with the definition of the existing freight network for the state of Florida. This network originally consisted of the Florida Intrastate Highway System (FIHS). The FIHS was made up of high volume, high speed, interregional, and intercity travel corri-

dors delineated by highway segments on the Federal Interstate System, the Florida Turnpike, and other designated long-distance travel routes.

Task 2. To accomplish this task of inventorying the current freight network, the Task Force was divided into five modal subcommittees that concentrated on specific facets of freight transportation:

- rail terminals
- seaports
- truck terminals
- airports
- freight transportation policy

Each of the modal subcommittee chairs was tasked with determining a list of priority terminals associated with the mode in question. This allowed those with particular expertise and best information regarding terminal activity to help determine which of the hundreds of freight facili-

ties within the state were most important and represented the largest contributors to the freight transportation network. Accuracy in determining location was critical in developing the connector network because this established one end of a connection to the existing freight network.

Task 3. The best data that could be freely exchanged over all transportation modes were determined. Ultimately, the most important were determined to be:

- terminal locations
- volume of freight throughput (tons)
- volume of truck traffic generated (or Truck Trailer Equivalent Units, TTEUs)



Task 4. Multiple facilities, such as those located at airports, or multi-use rail facilities were clearly identified and accurately represented in the final display products.

Task 5. All locations were verified with modal subcommittee participants and through aerial photographic imagery to ensure accuracy.



STEP TWO

DEFINE THE FLORIDA STRATEGIC FREIGHT NETWORK

The next step in the process was to define connections to the terminal facilities identified in the inventory with the highway, rail, and other transportation networks. The U.S. Department of Transportation had previously defined two separate versions of a nationwide system of major roads, railways, and other modes that connected the entire nation to rail terminals, seaports, and airports. These two efforts — the National Highway Planning Network (NHPN) and the National Highway System (NHS) designation — illustrated many of the planning concepts that would be useful in the establishment of a Florida freight network.

The network building process began with the inclusion of the Florida Intrastate Highway System (FIHS) and the freight terminals identified previously in the project. Roadway connections between the FIHS and the freight terminals were identified by the Task Force based on a number of criteria.

- The facilities had to connect freight terminals to the FIHS.
- Roadways were identified that were clearly in the higher functional classes and, wherever possible, did not pass through otherwise residential areas. The analysis placed some degree of emphasis on screening the selection of connectors to avoid adverse impacts on the public.
- As much as possible, a strong link between freight connectors and the State Highway System at large was maintained.



- Opportunities to include the National Highway System connectors previously identified and to use routes that served the needs of multiple terminals, whenever possible, were actively sought.
- Whenever possible, the actual travel routes used by their drivers on a routine basis were designated by terminal operators and transportation providers. Thus, routes actually used by truck drivers with the full knowledge of terminal managers were merged into the network.

Having defined the FIHS, major freight terminals, and roadway connectors, the Task Force then set out to complete the surface freight transportation “picture” via the addition of (private) rail freight lines to the freight network. The Task Force also added state highways with significant truck traffic and freight tonnage to Florida’s Strategic Freight Network.

Major elements of the Strategic Freight Network (i.e., FIHS, NHS connectors) had previously been reviewed and endorsed by the FDOT Districts and the Metropolitan Planning Organizations. All projects that were subsequently prioritized by the Task Force came from the existing FDOT work program and MPO transportation improvement programs.

STEP THREE

PRIORITIZE IMPROVEMENT PROJECTS

A major objective of the Task Force was to create a method to evaluate and prioritize freight improvement projects for potential funding.

FACTORS IN PROJECT EVALUATION

It is common in the planning and evaluation of projects in the public sector to consider a wide range of factors, which can be grouped into these principal areas:

- Economic Factors – Is the project worthwhile in terms of the public benefits derived from the expenditure of public funds?

- Environmental Factors – Does the project negatively or positively impact environmental resources, i.e., air quality, wetland systems, or ambient noise levels?
- Social and Community Factors – Does the project positively or negatively impact the community through which it passes? Has the community endorsed or opposed the proposed project?

Economic Factors

Typical benefits considered in an economic selection process of transportation investments include:

- time savings, including vehicle and occupant time and capital charges on cargo and commercial vehicles;
- running cost savings, including fuel, depreciation and operating expenses made possible by a transportation improvement; and
- accident cost savings, including the monetary value of fatalities, injuries, and property damage prevented by a transportation improvement.

The typical cost considered by the economic selection process includes:

- expenses associated with planning, preliminary engineering and environmental studies, and design;
- acquisition of right-of-way;
- construction; and
- routine and periodic or cyclical maintenance.

Environmental Factors

Environmental factors also must be considered in making public sector transportation investments. In some cases, it is possible to directly assign costs to some facets of environmental damage, while in many others it is impossible to determine financial impacts. Due to their importance to society, these environmental effects are usually quantified to the extent practical, though they are not commonly converted to economic measures.

Social/Community Factors

Other important transportation implementation issues relate to social and community impacts. Transportation impacts on communities can be both positive and negative. As a result, public sector decision-making embraces widespread social impact analysis and community involvement.

PROJECT SELECTION METHODS

A number of methods are commonly employed to sift through the combination of economic, environmental, and social factors to arrive at project selection. To deal with the complexities of public sector economics, public agencies have used various scoring methods that take into consideration a wide variety of factors including economic, environmental, and community impacts.

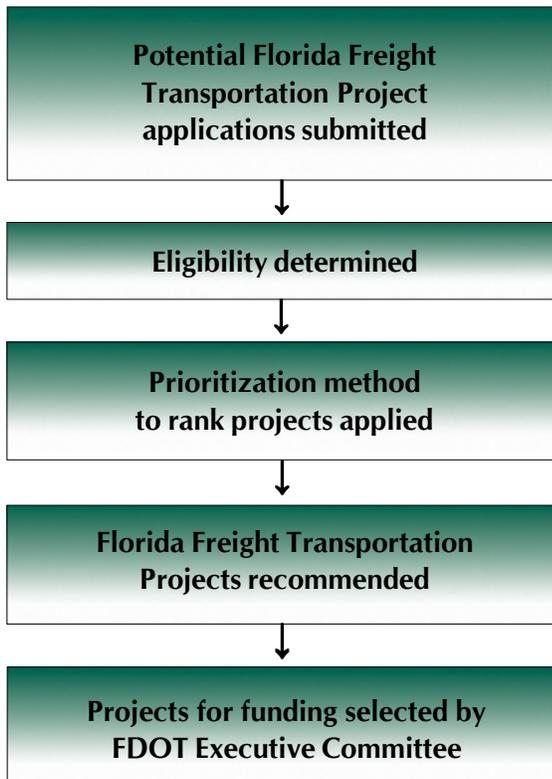
Scoring methods begin with the establishment of a set of criteria against which each alternative will be measured. Once the evaluation criteria have been established, a numerical or descriptive scale can be developed that defines the degree of achievement of each alternative with respect to individual criteria. Ultimately, an aggregate score is calculated for each alternative. Applying weights to various criteria can further refine this approach.

With the assistance of CUTR, the Task Force considered a number of existing transportation project priority systems to evaluate their applicability to the Florida Freight Stakeholders Task Force. These included:

- methods used by Florida’s Metropolitan Planning Organizations,
- methods used in a number of major transportation investment studies, and
- the nationally-acclaimed work of the State of Washington Freight Mobility Project Prioritization Committee (FMPPC).

RECOMMENDED FRAMEWORK

CUTR recommended and the Florida Freight Stakeholders Task Force adopted a prioritization method that combined some of the best features of the Washington State study, methods used by Florida's Metropolitan Planning Organizations, and several excellent major investment studies. The process framework is illustrated below.



The Task Force adopted a number of project eligibility criteria. Projects that met all of the criteria below were eligible for consideration in the project prioritization system.

- The project had to be located on the Florida Strategic Freight Network.
- The project had to be primarily aimed at reducing barriers to freight movement or mitigating the impact of freight movement on communities.
- The project had to demonstrate a total public benefit divided by total public cost equal to or greater than one based on the specified benefit-cost approach.

The Task Force also adopted a method to evaluate projects to assist in developing priorities for potential funding (see Table 1 on page 11).

The *benefit/cost ratio* measures the public benefit, including travel time savings, operating costs savings, and crash reductions compared to the public costs.

The *stage of development* criterion emphasizes that projects that are closer to the construction phase should be given preference over projects at earlier stages. The stage of completion in the PD&E process also accounts for environmental and community impacts, since these are critical elements of the PD&E process.

Time to complete project extends the preceding criterion by accounting for the actual time to complete construction and open the project.

Capacity is rated in two ways. *Level of service (LOS)* is the basic measure of roadway performance when applied as an absolute standard. This measure is appropriate for non-FIHS state highways and roadways because no state-wide minimum standards have been established for these facilities. Otherwise, the *ratio of actual volume to maximum service volume* allowable under level of service standards for the FIHS and other special roadways is used.



The *safety factor* is measured as the ratio of the actual accident rate and the critical accident rate. The critical accident rate is the 95th percentile accident rate that would be theoretically possible on an “ordinary” piece of roadway, given traffic levels, roadway geometry, speed limits, and other factors. This technique is currently used by the FDOT Safety Office to identify “hotspots” on the State Highway System.

Neighborhood impacts of project reflects a preference for projects that increase freight movement through predominately industrial areas and disfavors increased freight movement through residential neighborhoods.

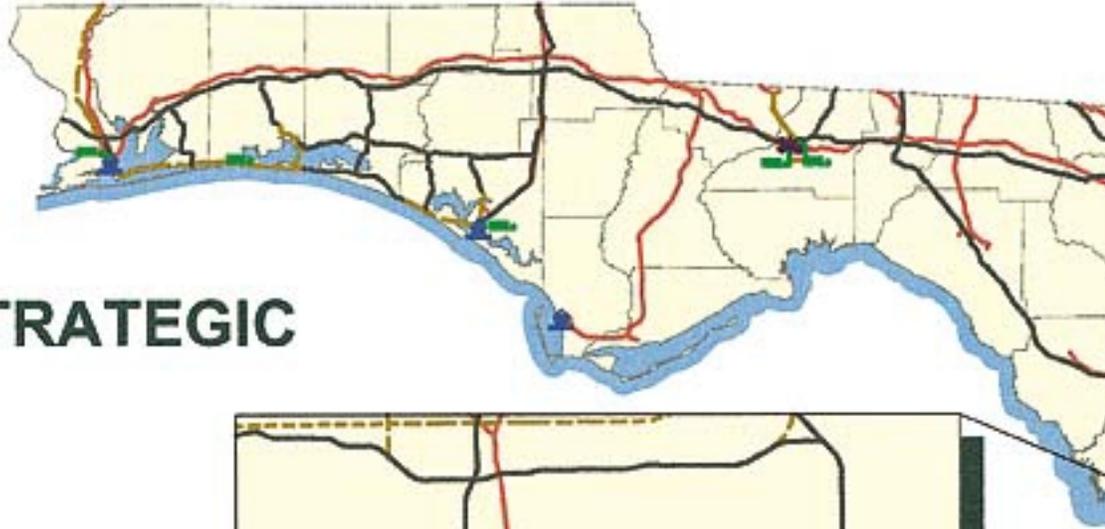
Truck trailer equivalent units (TTEUs) are used to delineate freight traffic levels. Appropriate scale factors are used to convert truck Average Annual Daily Traffic (AADT), rail carloads, or water-borne freight into uniform truck trailer equivalent units.

TABLE 1. PROJECT PRIORITIZATION CRITERIA

Criterion	Weight	Score				
		1	2	3	4	5
Benefit/cost ratio	2	1.0+	2.0+	3.0+	4.0+	5.0+
Stage of development/ Environmental compliance	1	Planning	PD&E programmed	PD&E in progress	PD&E completed	Design completed
Time to complete project	1	< 5 yrs	< 4 yrs	< 3 yrs	< 2 yrs	< 1 yr
Current LOS or actual AADT / capacity at FDOT LOS standard*	1	B < 80%	C 80%+	D 100%+	E 120%+	F 140%+
Actual/critical safety rating	1	< 0.60	0.60+	0.80+	1.00+	1.10+
Neighborhood impacts of project	1	Project impacts residential land uses		Project impacts commercial land uses		Project impacts industrial land uses
Daily freight volume in truck trailer equiv. units	1	< 2000	2000+	3000+	4000+	5000+
Total Raw Score		Sum of weighted criteria scores				
Total Normalized Score		Raw score divided by the sum of weights for applicable criteria				

* Or equivalent standard for modes other than highway

FLORIDA'S STRATEGIC FREIGHT NETWORK



Key to Features

Major Freight Terminal Locations

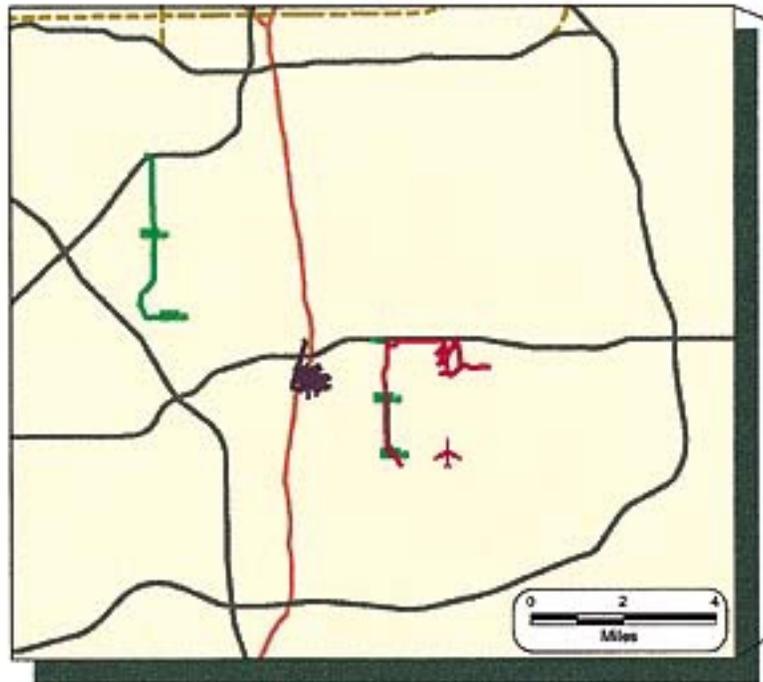
-  Truck
-  Rail
-  Airport
-  Seaport

Freight Terminal Connectors

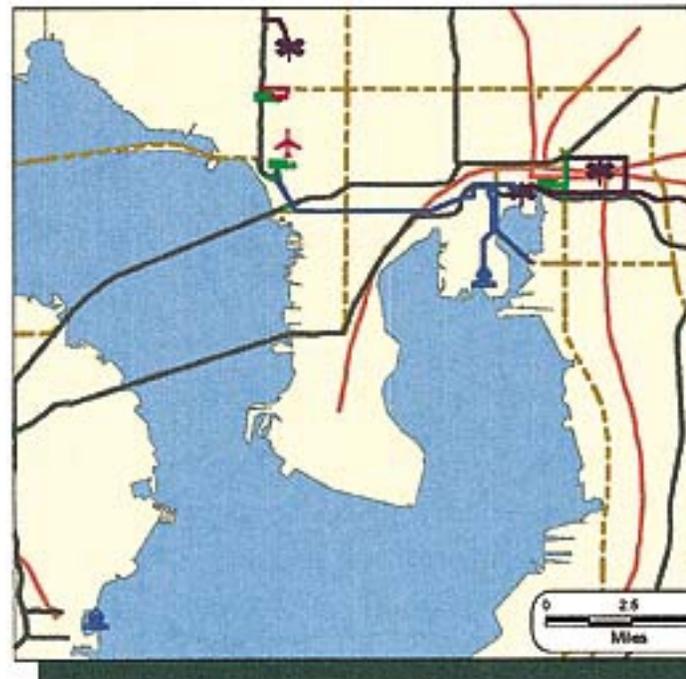
-  Truck
-  Rail
-  Airport
-  Seaport

Highways and Railroads

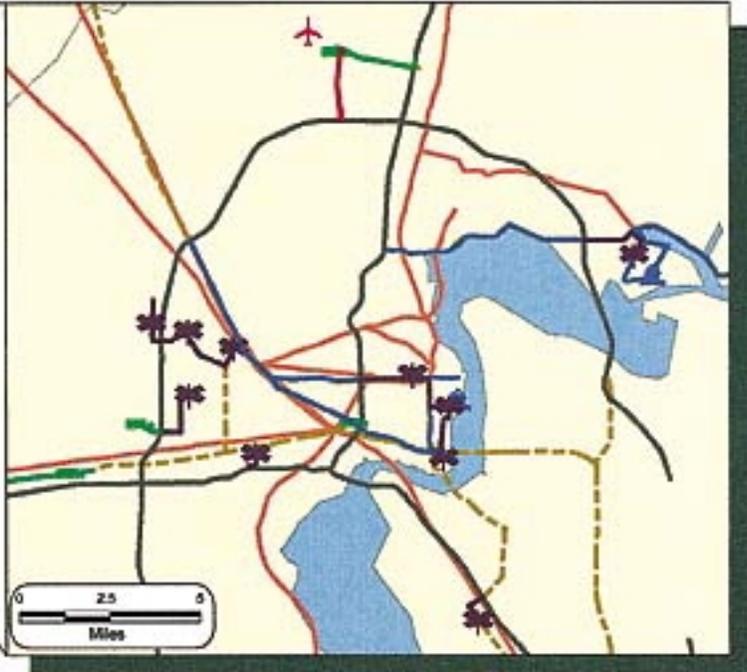
-  Florida Highway System (FHS)
-  Other SHS with 20 million tons of freight or more annually
-  Railroads



Orlando Area



Tampa Area



Jacksonville Area



Miami Area

STEP FOUR

EVALUATE SPECIFIC PROJECTS FOR “FAST-TRACK” FUNDING

The Task Force adopted an application process to allow project sponsors to formally request funding as “fast-track” projects, utilizing an initial \$10 million made available by the 1999 Florida Legislature to promote freight projects. To be considered, each project sponsor submitted a formal application to the Office of the State Public Transportation Administrator, including the following:

- a complete project description,
- a specific request for amount and type of financial assistance,
- documentation that the project meets eligibility criteria, and
- detailed information regarding attainment of each criterion in the project prioritization table, involving benefit-cost and other calculations.

Applications were reviewed by CUTR for completeness and accuracy, and a priority-rating list, based on the prioritization criteria, was developed. Subsequently, the priority-rating list was reviewed with the Executive Committee of the Florida Freight Stakeholders Task Force, which made specific project allocation recommendations

to the FDOT Executive Committee for final selection. Prior to commitment of funding, projects located within the boundaries of an MPO had to be included in the long-range transportation plan. In addition, projects had to show consistency with the local government plans within the jurisdictions where they would be built.

Table 2 shows the “fast-track” projects selected by the Task Force, total funding allocated to each project, scheduled completion year, and annual freight volume affected.

The Task Force recommended five additional projects for accelerated funding due to their positive impact on freight movement in Florida. The Task Force also recommended the projects be given high consideration in Governor Bush’s “Fast-Track” Economic Growth Transportation Initiative. These projects and associated data are listed in Table 3.



TABLE 2. PROJECTS SELECTED FOR “FAST-TRACK” FUNDING

<i>Project</i>	<i>Location</i>	<i>Facility</i>	<i>Funding Requested</i>	<i>Completion Year</i>	<i>Freight Volume</i>
Improvements to NW 36th Street and 67th Ave (Lundlum Rd) Intersection	Miami	NW 67th Avenue at 36th Street	\$1,500,000	2003	547 TTEUs
Rehabilitation of railroad track servicing the Tampa Port Authority’s Hookers Point Terminal	Tampa	Hookers Point Lead Track	\$2,760,000	2000	34,215 TTEUs 1998 (actual), 35,784 TTEUs 1999 (projected)
Air Cargo Frontage Road/ Intersection improvements	Tampa	Air cargo Frontage Road/ Intersection improvements	\$1,000,000	2002	CFV: 1,334 TTEUs PFV: 1,612 TTEUs
Eller Drive FEC/Overpass Bridge	Fort Lauderdale	Eller Drive	\$2,000,000	2002	3,510 TTEUs
Design and construction of Cargo Area Access Road at Jacksonville International Airport (JIA)	Jacksonville	Alternate Access Road (JIA)	\$2,500,000	2002	60 TTEUs
Additional research studies related to freight and goods movement in Florida	CUTR		\$240,000		
Total funding selected projects			\$10,000,000		

TABLE 3. PROJECTS RECOMMENDED FOR ACCELERATED FUNDING AND SUBMITTED TO GOVERNOR BUSH’S “FAST-TRACK” ECONOMIC GROWTH TRANSPORTATION INITIATIVE

<i>Project</i>	<i>Location</i>	<i>Facility</i>	<i>Funding Requested</i>	<i>Completion Year</i>	<i>Freight Volume</i>
Improvements to NW 25th Street	Miami	NW 25th Street Viaduct	\$48,500,000	2005	4,560 TTEUs
Rebuilding SW 4th Avenue in Fort Lauderdale	Fort Lauderdale	SW 4th Avenue, Fort Lauderdale	\$2,500,000	2000	1998: 9,400 TTEUs 2002: 28,800 TTEUs
Widening of SR-436 from 4 to 6 lanes	Orlando	SR-436	\$10,000,000	2002	3,998 TTEUs
Phase 1 of access improvements at NE 5th and 6th Streets/1st and 2nd Avenues	Miami	NE 1st and 2nd Avenues	\$7,000,000	2001	2,260 TTEUs
8th Street Access Ramp to Haines Street Expressway (I-95)	Jacksonville	Access Ramps 8th Street to Haines Street	\$4,100,000	2005	9,720 TTEUs
Recommended Additional Accelerated Funding			\$59,100,000		

OBJECTIVE **2** TWO

DEVELOP RECOMMENDATIONS FOR THE *YEAR 2020* *FLORIDA STATEWIDE INTERMODAL SYSTEMS PLAN*

The Task Force developed the following recommendations as a conclusion of the work performed on behalf of the State of Florida and the Florida freight industry.

RECOMMENDATION ONE

Establish the Florida Strategic Freight Network as a part of the Intermodal Systems Plan

The Florida Strategic Freight Network definition and network map should be maintained on an ongoing basis to ensure it is up to date and accurate. Further, the Task Force recommends improving the network definition by including additional data elements such as freight density and operating level of service for key roadway elements. The Task Force also recommends that the concept of the freight network be expanded to include standards for freight levels of service and highway design standards for freight movement.



RECOMMENDATION TWO

Adopt the Freight Task Force process for prioritization and selection of future freight projects

The prioritization method adopted by the Task Force provides a combination of financial and non-financial selection criteria, as well as inclusion in MPO long range transportation plans where applicable. The methodology, along with professional judgment, strategic direction, and geographical fairness, is a decision aid that can be used by decision-makers to assist in project selection.

RECOMMENDATION THREE

Fund Future Research and Planning Studies

The Task Force recommends that FDOT enter into a contract with CUTR to conduct additional research studies related to freight transportation and goods movement in Florida. Among the study objectives would be a more accurate quantification of the benefits and costs of projects that improve freight mobility. Additional studies should research the economic impacts of improved freight transportation in terms of jobs creation, personal income, industrial productivity, and economic multiplier effects.

RECOMMENDATION FOUR

Conduct a Florida International Trade and Port Strategy Study

The Task Force further recommends that FDOT, in cooperation with the Florida Seaport, Transportation, and Economic Development Council (FSTED), prepare a strategic plan for Florida's ports. The purpose of the study would be to examine major trade opportunities and develop an integrated port strategy to maximize Florida's economic trade opportunities.

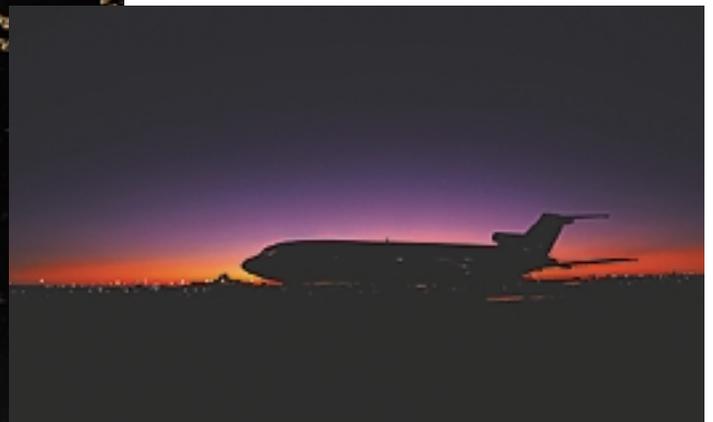
Florida's ports compete directly with ports in neighboring states where funds can be focused on a few key ports. As a result, a multimodal strategy for handling the international waterborne freight moving through our ports that would enable us to focus State funding on those ports should be developed. This strategy should be documented in a plan for Florida's ports that prioritizes investments in port and connecting inland transport infrastructure in a way that optimizes investment, maximizes efficiency, and minimizes costs to Florida's businesses and taxpayers.

The study should focus on four objectives:

- Define the current and emerging roles of Florida's deepwater ports and key inland freight corridors handling various international and domestic trade markets.
- Develop alternative projections of the future demand for port facilities in Florida and their supporting freight corridors to include a baseline analysis by trade route, cargo type, and port and alternative high and low forecasts based on key micro and macro economic assumptions. Projections should be for 10-20 years.
- Conduct a "needs analysis" to identify gaps between the demand for and the supply of port infrastructure and supporting freight corridors. The purpose of this objective is to identify potential bottlenecks that impede the efficient and economical flow of waterborne freight.
- Conduct an "options analysis" to identify and evaluate the range of practical options available for reducing or eliminating capacity constraints.



Finally, the study should recommend the best approaches to implement the preferred options along with a time- and resource-based action plan.



RECOMMENDATION FIVE

Establish a Florida Freight Advisory Council within FDOT

One of the primary objectives of the Task Force was the identification and prioritization of intermodal freight projects and the development of recommendations for the *Year 2020 Florida Statewide Intermodal System Plan*. To accomplish this, it is recommended that a Florida Freight Advisory Council be established that would implement the objectives of the original Task Force on a continuing basis.

The Council should include private sector transportation and financial professionals and public sector representatives. Responsibilities of the Florida Freight Advisory Council should include the following elements:

- review and prioritize projects for “fast track” funding through the Florida Freight Project Investment Bank (FFPIB);



- ensure projects are consistent with the Statewide Economic Development Strategy.

The Florida Freight Advisory Council should be housed within the Florida Department of Transportation and should consist of persons directly involved or affected by freight operations and goods movement.

Membership on the Council is recommended to include:

- a member from the existing Florida Freight Stakeholders Task Force Executive Committee;
- the FDOT Assistant Secretary for Transportation Policy;
- one FDOT District Director for Planning and Programming;
- a representative of the Florida Office of Trade, Tourism, and Economic Development;
- the State Public Transportation Administrator or designee;
- a representative of a Metropolitan Planning Organization Advisory Council;
- a representative of the Florida Ports Council;
- a representative of one of the six largest air freight cargo airports;



- a representative of the Florida trucking industry; and
- a member representing private sector railroads.

The primary responsibility for the Florida Freight Advisory Council would be an annual identification and prioritization of freight-related intermodal projects. Additionally, the Council would be responsible for reviewing the Florida Strategic Freight Network and updating it as necessary to reflect current conditions.

The Council would review, prioritize and recommend projects to the FDOT Secretary that are eligible for “fast-track” project funding that enhance freight movement.

With the establishment of the Florida Freight Advisory Council, the State of Florida would continue the work begun by the Florida Freight Stakeholders Task Force in addressing critical needs associated with trade, commerce, and freight mobility. It would be imperative that the Council coordinate with local governments and educate the public and the private sectors about the benefits of freight intermodal planning and the process of determining project importance and selection. This would lead to the identification of new partnerships, better communication between the public sector and private freight interests, and a fair evaluation of all projects including freight-related improvements.



RECOMMENDATION SIX

Establish “Freight Mobility Committees” in the Largest Metropolitan Planning Organizations

The Florida Freight Stakeholders Task Force has identified improvements to the MPO process that would further integrate freight transportation into the organizational structure of MPOs. Due to the emphasis on intermodal freight transportation planning established in the Transportation Equity Act for the 21st Century (TEA-21) and recent changes enacted by the Florida Legislature, it is important to provide representatives of the freight industry with a clear voice within the MPO decision-making process. Establishing Freight Mobility Committees in Florida’s 13 largest MPOs, located within federally-designated transportation management areas (areas of over 200,000 population), or a comparable committee structure would ensure that freight interests are fairly represented within the MPO planning and programming process. Therefore, MPOs within federally-designated transportation management areas should establish a Freight Mobility Committee or a freight-related function within the MPO planning process to support the prioritization and selection of freight projects within the MPO’s planning area. It is also recommended that a representative of the Freight Mobility Committee be seated on MPO technical committees.

RECOMMENDATION SEVEN

Create a Florida Freight Project Investment Bank (FFPIB)

There is a need to establish a dedicated funding source that assures a predictable pool of funds, both public and private. Another need is to address critical freight-related infrastructure projects proven economically viable and immediately required to expedite international and domestic trade and commerce for Florida transportation interests.

Florida Statute 339.08 allows the establishment of a revolving loan program from monies in the State Transportation Trust Fund. However, because the Florida Freight Project Investment Bank would have a wider scope for use of funds, new statutory language would have to be written to amend F.S. 339.08. This would allow funding from the Bank to be used for enhancing eligible trade corridors (roadways and railways) and intermodal facilities located on the designated Florida Strategic Freight Network.

Sources of revenue for the Bank would include:

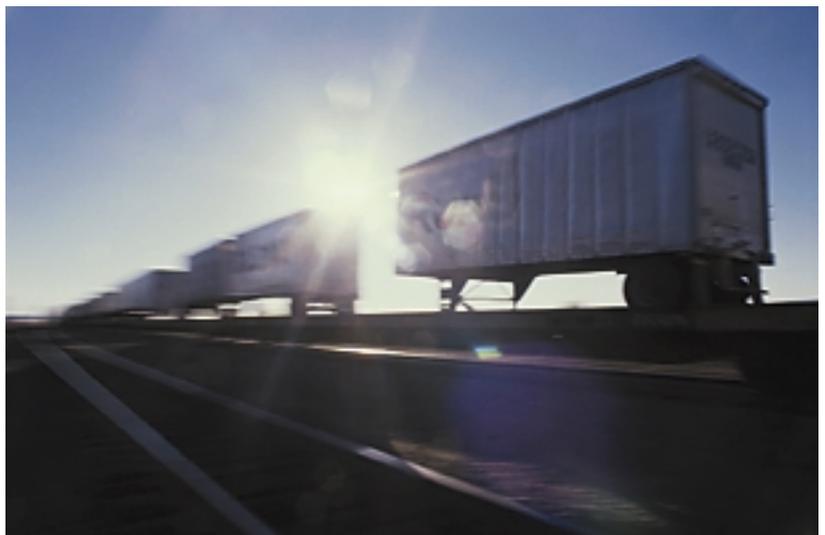
- public appropriations,
- private gifts, and
- self-generated revenue through interest earnings and investments on advances provided by local governments for specific project purposes.

Eligible uses of funds from the Bank might include:

- matching grants,
- loans,
- loan guarantees,
- “seed” capital, and
- joint ventures including public/private financial participation.

Funds would be used for capital improvements or for planning, design, or environmental studies associated with construction of a specific eligible project. Once capitalized, the money would be deposited with the Florida Department of Insurance, Division of Treasury, which would hold the funds in an escrow account. FDOT would have sole authority to authorize withdrawals from the account as part of the State Transportation Trust Fund.

Finally, general policy directives should be established to give parameters for the loan program, and project development guidelines should be developed to assist in the project selection process using the prioritizing system recommended in this report. The process should also be consistent with planning processes of MPOs and local governments.



**FLORIDA FREIGHT STAKEHOLDERS TASK FORCE
PROJECT APPLICATION FOR 1999**

APPLICANT

AUTHORIZED REPRESENTATIVE*

PROJECT DESCRIPTION

**PROJECT DATA
ATTACHED**

FUNDING REQUEST

SIGNATURE OF AUTHORIZED REPRESENTATIVE:

FDOT District:

MPO:

*authorized representative means the ability to legally obligate the facility, by contract or otherwise

Florida Freight Stakeholders Task Force Application - 1999

1. Describe project in detail:*

*Include a detailed description of project, total cost of project, amount of funding requested from the Task Force, source and amount of other funding available.

2. Is the project located on the Florida Strategic Freight Network or on a direct connection to the Florida Strategic Freight Network?*

*If on the project list supplied to you, answer yes. If this is a new proposal, the Strategic Freight Network will be made up of Florida Intrastate Highway System roadways, connectors to all seaports, connectors to the six largest freight airports and certain other roadways that have a volume of freight movement in excess of 10 million gross tons of freight annually. If you're not sure, write in a complete description of the location, including nearest cross streets.

3. Does the project demonstrate a total public benefit divided by total public cost equal to or greater than one over the life of the project?

This benefit/cost analysis will be calculated on your behalf using Micro BENCOST software supplied by the Center for Urban Transportation Research (CUTR) at the University of South Florida. To perform the analysis, the following variable/inputs are required; please complete all the information requested.

	Data Needed	Example	Your Data
a.	Facility Name	"Heckscher Drive"	
b.	Current Year	"1999"	
c.	Area Type	"Rural/Urban"	
d.	Project Type	"Added Capacity"	
e.	Total Project Cost for all phases	"\$4,000,000"	
f.	Year When Improvement Will Be Completed	"2000"	

EXISTING ROUTE

g.	Route Description	"Heckscher Drive, 2 lane"	
h.	Functional Class	"Other Principal Arterial"	
i.	Percent Trucks (%)	"20%"	
	Heavy (%)	"10%"	
	Medium (%)	"10%"	
j.	HOV Facility on Route	"Yes / No"	
k.	Base Year	"1999"	
l.	Initial AADT - Base Year AADT	"14,700"	
	Growth Rate (%)	"3.00%"	
	-or- Design Year AADT	"40,000 in Year 2020"	
m.	Access Control	"None"	

n.	Segment Length	"1.00 mile"
o.	Type of Intersection / Interchange/Structure	"None / Signals / 2 Way Stop / 4 Way Stop / Interchange Grade Separation"
p.	Number of Intersection / Interchange / Structure	"2"
q.	Number of Lanes, Inbound Direction	"1"
r.	Number of Lanes, Outbound Direction	"1"
s.	Design Speed (Existing Route)	"60.0 mph"
t.	Speed Limit (Existing)	"55.0 mph"

PROPOSED ROUTE

u.	Route Description	"Heckscher Dr. 4 lane"
v.	Functional Class	"Other Principal Arterial"
w.	Percent Trucks (%)	"20%"
	Heavy (%)	"10%"
	Medium (%)	"10%"
x.	HOV facility on route	"Yes / No"
y.	Completion Year	"2000"
z.	Segment Description	"Heckscher Dr. 4 Lane"
aa.	Access Control	"None / Full / Partial"
bb.	Segment Length	"1.00 mile"
cc.	Type of Intersection / Interchange/Structure	"None / Signals / 2 Way Stop / 4 Way Stop / Interchange Grade Separation"
dd.	Number of Intersection / Interchange / Structure	"2"
ee.	Number of Lanes, Inbound Direction	"2"
ff.	Number of Lanes, Outbound Direction	"2"
gg.	Design Speed (Existing Route)	"70.0 mph"
hh.	Speed Limit (Existing)	"55.0 mph"

4. What stage of development (or phase) is the project in now?*

*FDOT uses five general terms for stage of development (or phase) for highway projects - planning, PD&E, design, right-of-way, and construction.

5. How much time do you estimate is needed to complete the project?*

*This question is meant to reflect the length of time from present to when it will be open for use.

Florida Freight Stakeholders Task Force Application - 1999

6. What is the current LOS on the identified roadway?

7. What is the current Actual/Critical Safety Rating?*

*Contact the appropriate FDOT District Safety Engineer to see if a rating has already been calculated for the applicable section of roadway.

8. What are the expected neighborhood impacts of the project?

9. What is the current freight volume in Truck Trailer Equivalent Units (TTEUs)?*

*The formula used by CUTR to convert to TTEUs is: From Traffic Counts: 1 Heavy Truck (per FDOT classification) = 1.0 TTEU; 1 Medium Truck (per FDOT classification) = 0.6 TTEU. From Tonnage by Type of Freight: 20 Net Tons of Air Freight = 1.0 TTEU; 30 Net Tons of General Freight = 1.0 TTEU; 40 Net Tons of Bulk Freight = 1.0 TTEU.

10. What additional benefits would this project create?

- a. How many additional jobs, and at what hourly wage?
- b. What would be the expected annual incremental increase in facility revenues? (*if applicable*)
- c. What would be the expected annual incremental increase in tax revenue generated from project implementation? (*if applicable*)
- d. What would be the expected travel time savings in minutes from the facility gate to the nearest limited access facility? (*if applicable*)
- e. What would be the expected incremental decrease in associated transportation costs from project implementation? (*if applicable*)

Contact Information (to answer questions about these responses):

Name:

Address:

Telephone:

Fax Number:

E-Mail Address:

PROJECTS SUBMITTED TO THE FLORIDA FREIGHT STAKEHOLDERS TASK FORCE

<i>Project/Facility</i>	<i>Location</i>	<i>Requested Funding</i>
Relocation of 0.5 Mile of August Drive	Jacksonville	\$4,400,000
8th Street Access Ramp to Haines Street Expressway (I-95)	Jacksonville	\$4,100,000
21st Street Access Ramp to 20th Street Expressway (I-95)	Jacksonville	\$9,000,000
Lime Street Intersection at State Road A1A (8th Street)	Fernandina	\$500,000
Eller Drive FEC/Overpass Bridge	Fort Lauderdale	\$2,000,000
New Port Interchange with overpass and entrance to A1A & Improvements to GJK Blvd.	Port Canaveral	\$970,000
Phase I, Access Improvements at NE 5th and 6th Street/ 1st and 2nd Avenues	Miami	\$7,000,000
Air Cargo Frontage Road Road/Intersection Improvements	Tampa	\$1,000,000
Improvements to NW 25th Street	Miami	\$48,500,000
Improvements to NW 36th St & 67th Ave (Lundlum Road) Intersection	Miami	\$1,500,000
Rebuilding SW 4th Avenue in Ft. Lauderdale	Fort Lauderdale	\$2,500,000
9th Avenue Turn Lane Modifications	Pensacola	\$1,171,500
12th Avenue Modifications for Port of Pensacola Freight Truck Route Ingress/Egress	Pensacola	\$3,000,000
Construction of access roadway to air cargo facilities at SW Florida Int'l Airport	Fort Myers	\$475,000
Design and construction of Cargo Area Access Road at Jacksonville International Airport	Jacksonville	\$2,500,000
Widening of SR-436 from 4 to 6 lanes	Orlando	\$10,000,000
Rehabilitation of railroad track servicing the Tampa Port Authority's Hookers Point Terminal	Tampa	\$2,760,000
Total		\$101,300,000