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## Status Report: Functional Classification of Public Roads Study Enacted by 1990 Legislature in Sb 1316

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**STATUS REPORT FUNCTIONAL CLASSIFICATION  
OF PUBLIC ROADS STUDY ENACTED BY 1990  
LEGISLATURE IN SB 1316**



**STATUS REPORT**  
**FUNCTIONAL CLASSIFICATION OF PUBLIC ROADS STUDY**  
**ENACTED BY 1990 LEGISLATURE IN SB 1316**

Presented by  
The Center for Urban Transportation Research  
University of South Florida  
to  
Florida Transportation Commission  
June 10, 1993

In accordance with S.B. 1316, the Center for Urban Transportation Research (CUTR) was directed to perform a study for the purpose of developing criteria for the functional classification of public roads throughout the state. CUTR was specifically directed to consider the following general criteria: (1) emergency evacuation, (2) travel to and through urban areas, (3) national defense, (4) interstate, interregional, and intercity commerce, (5) access to airports, waterports, and major terminals or transfer facilities, (6) access to public facilities serving a statewide or regional function, and (7) volume and distance of travel.

During Phase 1 of the project, CUTR researched various criteria for functional classification, met periodically with a 16-member Ad Hoc Working Group representing a wide range of perspectives, and conducted seven fact-finding workshops (one in each FDOT district) throughout the state. In April 1991, CUTR presented detailed criteria for classification and jurisdictional determination of roadways to the Florida Transportation Commission.

In accordance with SB 1316, the Florida Transportation Commission reviewed CUTR's proposed detailed criteria and invited public comment. Subsequently, the Commission directed Florida DOT to move forward with the application of the proposed criteria for the ownership determination of roadways.

The statewide application of the detailed ownership criteria was completed, and CUTR met with staff from each FDOT District to discuss the application of the criteria. As anticipated, the statewide application resulted in modest refinements to the criteria originally presented to the Commission in April 1991. The refined criteria defined the state highway system in terms of detailed criteria for the following:

1. National Highway System
2. Florida Intrastate Highway System
3. National Defense
4. Travel To/Through Urban Areas
5. Designated U.S. Routes

6. Access to Ports/Terminals/Transfer Facilities
7. Access to Major Public Facilities
8. Emergency Evacuation

In addition to the detailed criteria for applying the proposed methodology, CUTR developed a series of recommended generalized procedures as noted below, that would be applied if legislative changes were enacted:

1. Local review and public hearings would be held as part of the procedures for making ownership determination.
2. Mutual agreement of FDOT and affected local governments as to road ownership would override a determination based on the criteria.
3. Major statewide review would occur every five years; individual facilities would be reviewed anytime upon formal written request to FDOT.
4. The intent is that state highway system access to major public facilities, including ports/terminals/transfer facilities be as close to the main property entrance as practical. However, it would not be required for a road to go directly to the main entrance for it to serve that facility. Generally, the direct route with the highest ADT (average daily traffic) would be the basis for specific roadway selection. It is not expected that residential subdivision streets would be used to define access. Generally, "stub" segments (i.e. discontinuous segments) are to be avoided, if practical, except where dictated by geographic features, such as the coastline. The determination of specific state highway system access roads to public facilities would be jointly made by FDOT and affected local governments.

It should be recognized that the efforts applied in this study effort have not included the degree of local input and public review called for above. Rather, the intent of this effort has been to develop approximate impacts of this proposed redefinition, sufficient for the Commission and the legislature to evaluate the desirability. It is CUTR's expectation that if legislative changes are made, it would be necessary for FDOT to revisit the specific ownership determinations with full local participation as outlined above.

S.B. 1316 directed that following the FDOT completion of the application of the criteria, CUTR determine the fiscal impact of the proposed reclassification. The Commission responded to requests from the Florida Association of Counties and at its July 30, 1992 meeting made the following decisions regarding the study:

1. The Ad Hoc Working Group was to be reconvened to review the revised criteria recommended by CUTR and to provide input on the fiscal impact methodology. The Ad Hoc Group's expertise was enhanced through the addition of two local government fiscal specialists.

2. Florida DOT will make available for public review in each of its district offices maps showing results of application of the revised criteria. Comments from local government on the results of the application and the methodology used will be included in the final report to the Legislature submitted by the Commission.
3. The above courses of action were approved by the Commission on the condition that they do not have the effect of further slowing progress on the study. The Commission agreed to request an extension for the fiscal impact phase, which was subsequently granted by the Legislature, making CUTR's fiscal impact analysis due in June 1993, with final Commission recommendations due to the Governor and Legislature by December 1993.

CUTR has met with the Ad Hoc Working Group and has developed estimates of the fiscal impacts, which are summarized in the following tables. It is anticipated that the complete report will be submitted to the Florida Transportation Commission before June 30, 1993.

Local governments and interested citizens are encouraged to review the report, as well as the maps to be made available by Florida DOT, and to express their opinions to the Florida Transportation Commission, for consideration in their deliberations and for inclusion in their legislative recommendations.

## OVERVIEW OF FISCAL IMPACT ANALYSIS

The evaluation of fiscal impacts considered two areas of impacts:

- (A) The **reduction in the state's programmed costs** resulting from state roads and bridges that transfer to local governments and the **reduction in local government programmed costs** resulting from local roads and bridges that transfer to the state. (Note: The state would transfer significantly more roads than it would receive from local governments.)

What are the reductions in programmed costs?

**For the state: \$824.8 million over five years, or \$165.0 million per year** (based on the FDOT's 5 Year Tentative Work Program, FY 1993/94 Through FY 1997/98). Includes an estimate of annual maintenance costs.

**For local governments: \$56.5 million over five years, or \$11.3 million per year** (based on local capital improvement programs). Includes an estimate of annual maintenance and resurfacing.

- (B) The **added (lifetime) costs of assuming responsibility for transferring roads and bridges**. The focus of the evaluation is on the net impacts to local governments. Six scenarios were developed to assess impacts.

**Scenario 1:** *Maintain current standards - this scenario includes the estimated cost to maintain the transferred roads and bridges based on current FDOT standards (i.e., milling and resurfacing of roadways every fifteen years and routine annual maintenance).*

**Scenario 1: Maintain Current Standards**

	Added Cost to Local Governments	\$65.4M per year
Less:	Reduction In Local Programmed Costs (Local to State Transfers)	\$11.3M per year
Equals:	Net Impacts to Local Governments	\$54.1M per year

**Scenario 2:** *Maintain current standards, plus complete work program improvements - this scenario is the same as Scenario 1 above, plus the amounts programmed in the FDOT 5 Year Work Program for capacity, safety and other improvements on the transferring roads and bridges. The use of improvement costs from the FDOT Work Program, coupled with the estimated costs to maintain and resurface the transferring roads and bridges at current standards (Scenario 1) results in a reasonable estimate of annual fiscal need. The validity of this approach, of course, depends upon how representative this five-year period is of ongoing*

improvement needs. The cost of completing those projects not finished during the 5-year period are estimated and included in this scenario.

**Scenario 2: Maintain Current Standards  
Plus Complete Work Program Improvements**

	Cost to Maintain Current Standards	\$65.4M per year
	Cost of Work Program Improvements	\$103.0M per year
	Total Added Cost to Local Governments	\$168.4M per year
Less:	Reduction in Local Programmed Costs (Local to State Transfers)	\$11.3M per year
Equals:	Net Impacts on Local Governments	\$157.1M per year
	Estimated Cost to Complete Unfinished Projects, Annualized Over 5 Years (Not Included in Value Above)	\$51.7M per year

**Scenario 3:** **Improved Structural Condition** - *this scenario is the same as Scenario 1, except that the milling and resurfacing cycle of roadways is shortened from fifteen years to seven years. While a seven year cycle is desirable because it would result in higher quality roadways and accelerate the reduction of any resurfacing backlog, several roadway engineers indicate that a fifteen year cycle is sufficient.*

**Scenario 3: Improved Structural Condition**

	Added Cost to Local Governments	\$97.1M per year
Less:	Reduction In Local Programmed Costs (Local to State Transfers)	\$11.3M per year
Equals:	Net Impacts to Local Governments	\$85.8M per year

**Scenario 4:** **Improved structural condition, plus complete work program improvements** - *this scenario is the cost of Scenario 3 above, plus the amounts programmed in the 5 Year Program for capacity, safety and other improvements on the transferring roads and bridges. The cost of completing those projects not finished during the 5-year period are estimated and included in this scenario.*

**Scenario 4: Improved Structural Condition  
Plus Complete Work Program Improvements**

	Cost to Improve Structural Condition	\$97.1M per year
	Cost of Work Program Improvements	\$103.0M per year
	Total Added Cost to Local Governments	\$200.1M per year
Less:	Reduction in Local Programmed Costs (Local to State Transfers)	\$11.3M per year
Equals:	Net Impacts on Local Governments	\$188.8M per year
	Estimated Cost to Complete Unfinished Projects, Annualized Over 5 Years (Not Included in Value Above)	\$51.7M per year

**Scenario 5: Allocate Portion of FDOT Budget Based on Reduction in Centerline Miles** - *this scenario simply estimates the impact as 16.5 percent of related FDOT Work Program costs (i.e., the same percentage as the reduction in the state's centerline miles). The FDOT's 5 Year Work Program totals \$13.5 billion. Excluding unrelated items such as Public Transportation, right-of-way bonds, and Turnpike right-of-way, yields an adjusted value of \$11.5 billion. Taking 16.5 percent of this value yields \$1.84 billion (or \$367.4 million per year). (No Table Provided.)*

**Scenario 6: Increase Work Program Improvement Costs By 25 Percent** - *based on projected work program spending, approximately 25 percent of the state's highway lane miles are expected to be operationally deficient (e.g., insufficient capacity). This percentage is used as a proxy to estimate the operationally deficient roads among those transferring to local governments. It is therefore assumed that in order to adequately fund improvements to correct operational deficiencies, work program costs should be increased by 25 percent. Based on these assumptions, the following impacts were estimated in combination with Scenario 2.*

**Scenario 6: Increase Work Program Improvement Costs By 25 Percent**

	Cost to Maintain Current Standards	\$65.4M per year
	Cost of Work Program Improvements	\$103.0M per year
	Total Added Cost to Local Governments	\$168.4M per year
Plus:	Additional Improvement Costs	\$25.8M per year
Equals:	Total Added Cost to Local Governments	\$194.2M per year
Less:	Reduction in Local Programmed Costs (Local to State Transfers)	\$11.3M per year
Equals:	Net Impacts on Local Governments	\$182.9M per year
	Estimated Cost to Complete Unfinished Projects, Annualized Over 5 Years	\$51.7M per year