# The Florida Senate

*Interim Project Report 2002-148* *September 2001*

Committee on Transportation Senator Jim Sebesta, Chairman

## FLORIDA'S HIGHWAY TRANSPORTATION NEEDS

## SUMMARY

Growth in Florida's infrastructure has not kept pace with the growth in the state's major industries of tourism and trade, and with the population growth of the state. Florida's inability to keep pace has resulted in congestion in its major urban areas. This is the same type of congestion being experienced in major urban areas throughout the country.

Numerous state and national studies suggest there is no one solution to the problem of highway congestion. A comprehensive combination of different techniques and policies is considered to be the most effective response to congestion. The future of Florida's highways to efficiently move traffic will depend upon: continuing to find innovative ways to fund highway capacity improvements, including an enhanced Turnpike system; preserving the high-speed, limited access highway connections between metropolitan areas; improving connections between land use regulations and transportation planning; and taking full advantage of emerging technologies.

## BACKGROUND

Florida has experienced rapid growth on many different fronts. The State's rapidly diversifying economy and an exceptional natural environment make Florida a popular place to live and work and one of the world's leaders in tourism. Florida has also become a major destination for both airborne and sea borne commerce. Many of these factors also contribute to concerns about the unintended results of Florida's success, and underscore the increasing need for government to wisely and efficiently deliver the facilities and services the public needs and demands.

***The Good News***

Florida's climate, location, natural resources and other attractions all make Florida a leading destination for domestic and international travelers. Over forty million people, almost three times our population, visit Florida each year. Many become temporary residents, spending extended periods of time here. Since 1980, tourism has increased an average of 5.1% per year. If this trend continues, the state will have 83 million tourists annually by 2020.

From 1990 through 1999, Florida experienced 129% growth in waterborne and airborne international trade by value from $30.6 billion to over $70.5 billion. Trade forecasts are estimated to increase to well over $146 billion by 2008.Tonnage at Florida's fourteen public deep water seaports over the same time period experienced a 16% growth rate from 99.6 million tons to over 139 million tons. Container movements from Florida's seaports increased 250% from just under 1 million twenty-foot equivalent units in 1990 to over 2.5 million in 1999.

Florida can also expect continued growth in aviation demand that outpaces the national average. Florida's airports enplane almost 6% of the nation's annual air cargo tonnage and air cargo accounts for 33 percent of Florida's international trade dollars. The volume of air cargo is expected to increase by 6.4% annually over the next 10 years. This trend follows a near tripling of global air cargo volume during the past 10 years.

***The Bad News***

Capacity improvements to the Florida Intrastate Highway System (FIHS) have not kept pace with Florida's growth. The FIHS is the state's major highway network connecting all of Florida's urban areas and places of commerce and interest. The current FIHS comprises about 3,750 miles of limited access and controlled access highways. Although the FIHS makes up only 3 percent of Florida's public roads, it carries 32 percent of the traffic. The FIHS makes up about a third of the State Highway System, yet it carries about half of the traffic and 70 percent of the heavy truck volumes on the entire system.

An operational review of the Florida Department of Transportation (FDOT) completed in January 2001 by KPMG for the Florida Transportation Commission found travel demand and congestion on the FIHS are increasing more than two-times faster than the FDOT can fund and construct lane miles to expand system capacity. Since 1990, travel and congestion increased in Florida approximately 30 percent, while the FIHS capacity expanded approximately 13 percent. Florida's failure to keep pace is not due to a lack of highway contractors, labor, or materials. Florida has many construction contractors, which are regional or national companies that could call upon their resources to meet Florida's capacity construction demands. The failure is due to a lack of funding. It is estimated the FIHS needs $47 billion by 2020 while transportation revenues for the same period are estimated at $18 billion, leaving an estimated shortfall of $29 billion by 2020.

Florida is not alone in the struggle against traffic congestion. The *2001 Urban Mobility Study* by the Texas Transportation Institute in conjunction with other state Departments of Transportation, including FDOT, shows highway congestion is a major problem for almost all urbanized areas. The 18 years of data presented in this report documents the growth of congestion levels on the major roads systems of 68 U.S. urban areas. The data speaks to increasing traffic demands and a transportation network that is not expanding as rapidly.

Congestion is growing nationwide in metropolitan areas of every size. The 68 urban areas in the report range from New York City down to those with 100,000 population. All of the size categories show more severe congestion that lasts a longer period of time and affects more of the transportation network in 1999 than in 1982. The average annual delay per person climbed from 11 hours in 1982 to 36 hours in 1999. And delay over the same period quintupled in areas with less than 1 million people.

Congestion costs can be expressed in a lot of different factors, but they are all increasing. The study reports the total price of congestion for the 68 areas in 1999 came to $78 billion, which was the value of 4.5 billion hours of delay and 6.8 billion gallons of excess fuel consumed. To keep congestion from growing between 1998 and 1999 would have required 1,800 new lane-miles of freeway and 2,500 new lane-miles of streets; or, 6.1 million new trips taken by either carpool or transit, or perhaps satisfied by some electronic means; or, some combination of these actions. These events did not happen, and congestion increased.

***Solutions?***

The Texas Transportation Institute study found road expansions slow the growth in congestion. In areas where capacity construction kept pace with travel growth, congestion happened, but about one-third as fast as areas where capacity construction did not keep pace with travel growth. The study reports that, by themselves, additional roadways do not seem to be the answer. The need for new roads exceeds the funding capacity and the ability to gain environmental and public approval. The answer to the question "Can more roads solve all of the problem?" doesn't lie in esoteric or theoretical discussions but in practical limitations. The study reports in many of the nation's most congested corridors there doesn't seem to be the space, money or public approval to add enough road space to create an acceptable condition. Only about half of the new roads needed to address congestion with an "all roads" approach was added between 1982 and 1999.

The study found the "solution" to the congestion problem facing the nation is really a diverse set of options that require funding commitments, as well as a variety of changes in the ways transportation systems are used. The study states:

*Travel Choices* - More roads and more transit are part of the equation. Some of the growth will need to be accommodated with new systems, and some older system elements expanded.

*ITS* - More efficient operations can derive benefits from existing systems. Some of these can be accelerated by information technology and intelligent transportation systems, some are the result of educating travelers about their options, and providing a more diverse set of options than are currently available.

*Land Use* - There are a variety of techniques being tested in urban areas to change the way developments occur, these also appear to be part, but not all, of the solution.

Improving the reliability of the transportation system is an important aspect of the programs in most large cities. Identifying and clearing accidents and vehicle breakdowns, addressing construction and maintenance activity impacts on congestion and providing more reliable and predictable travel times are goals for congested corridors.

Similar findings and recommendations have been documented by numerous studies in Florida.

*Florida Chamber Foundation*

In January of 1999, the Florida Chamber foundation published its report *Transportation Cornerstone Florida – Moving Florida's Economy into the 21st Century*. This report was the result of a goods-to-market study focusing on the impact transportation has on Florida's businesses. In surveys and interviews conducted for the Florida Chamber of Commerce Foundation businesses repeatedly noted the significance of transportation, particularly highways, to their operations. They also raised concern about the adequacy of the existing infrastructure to meet their needs. The report recommended focusing investment on trade corridors and efficient intermodal connections between airports, cruise terminals, and major attractions.

*Florida Freight Stakeholders Task Force*

The Florida Freight Stakeholders Task Force was organized at a meeting sponsored by the FDOT in Tallahassee on August 6, 1998.The primary objective of the Task Force was the identification and prioritization of freight intermodal projects and the development of recommendations for the Florida Statewide Intermodal System Plan. The first step taken by the Task Force was the definition and assessments of the freight intermodal network. This included freight terminals for each mode and the network of connecting highways and railways. The next step was for the Task force was to prioritize potential freight transportation improvement projects.

*Florida Multimodal Trade Corridor Assessment Study Phase I*

During the 1999 Legislative Session, Florida's Legislature recognized the value of intermodal transportation by instructing FDOT to undertake a comprehensive intermodal development program including development of an intermodal plan. This study builds upon the work of the Florida Freight Stakeholders Task Force.

The purpose of this effort is to initiate the identification of major trade corridors and to identify the need for improvements to intermodal facilities and services in high priority corridors that are likely to be components of the yet-to-be established Florida Strategic Intermodal System. Because it may take several years to establish the Strategic Intermodal System and to complete the Florida Trade Corridor Assessment Study for all phases, the Phase I effort will also identify near-term needed improvements to intermodal facilities and services in high priority corridors that can be initiated in the FDOT's 2001 Work Program.

*Transportation and Land Use Study Committee*

Created by the 1998 Legislature in Section 30 of CS/SB 2474, the Committee was charged with evaluating transportation and land use planning and coordination issues in Florida.

Some of the findings of the study include: Florida must have true multi-modal planning and transportation systems; achieving more livable communities requires use of design techniques that give greater priority to pedestrian accessibility; better land use planning will lead to better transportation systems.

A common thread of these studies was the collection and affirmation of the previously mentioned alarming growth statistics and the affect of such rapid growth on the state's infrastructure. Collectively these reports advise concentrating investment on certain high priority corridors; providing more travel choices; and better coordination between land-use and transportation planning. The reports also point out the lack of funding for capacity improvements.

***Revenue Sources***

As in most states, Florida's transportation program is funded from revenues generated from fuel taxes, vehicle license fees and funding contributions provided by the Federal Highway Administration Highway Trust Fund, Federal Aviation Administration Airport & airway Trust Fund, and Federal Transit Administration.

*Federal Taxes*

Today, the federal tax for highway fuels purchased in Florida amounts to 18.4 cents per gallon on gasoline and 24.4 cents per gallon on diesel fuel. Federal excise and heavy truck use taxes are those which are charged for various commodities such as truck tires, sale of trucks over 55,000 pounds, certain trailers, lubrication oils and a small portion from highway fuels. In addition to fuel and excise taxes, federal revenues also come from aviation taxes, which are comprised of fuel, air cargo, ticket and international departure taxes. Of those amounts, the Transportation Equity Act for the 21st

Century (TEA-21) enacted in the summer of 1998, Florida is guaranteed at least 86% return on contributions made to the Federal Highway Trust Fund.

*State Taxes*

In 1921, Florida began charging a 1-cent per gallon fuel tax. Since that time, the state imposed tax for fuel has increased to its current 18.0 cents per gallon. Of that amount, 4 cents are distributed to local governments. Of the remaining 14.0 cents, 12.7 cents is distributed to FDOT for transportation projects. The remainder (1.3 cents) is allocated to general revenues and other trust funds. General obligation bond financing also pays an important role in addressing Florida's total transportation financial needs. These bonds are used to purchase land for road projects and to finance bridge construction.

*Local Option Taxes*

As a result of population growth and inflation in the early 1960's and 1970's, new demands placed on local governments were greater than their ability to raise capital for local transportation projects. Therefore, in the early 1970's, Counties were authorized by the legislature to "piggy-back" or add to the state's tax on highway fuels. Today, local governments are authorized to collect another 12 cents per gallon at the pump, which may be spent on local or state transportation projects.

***Leveraging Techniques***

In order to stretch its dollars, FDOT is supplementing its revenues by using more innovative financing techniques. With legislative approval, the department has implemented aggressive turnpike expansion, and has established a toll facilities revolving trust fund. In addition, it has creatively used general obligation and revenue bond financing for road construction, and improvements to bridges, airports and seaports.

Leveraging techniques currently employed by FDOT include Advanced Construction, the Local Government Loan Program, the Toll Facilities Revolving Trust Fund, the State Infrastructure Bank,
Right of Way and Bridge Bonds, and GARVEE Bonds (For more information on these leveraging techniques see Interim Project Report 2000-70).

Approximately 6 percent of revenues deposited into the State Transportation Trust Fund are currently leveraged (94 and one half percent pay-as-you-go). GARVEE bonds would allow the FDOT to, for the first time, leverage future federal funds up to 10 percent.

***Toll Roads***

The majority of new highways in the state are toll roads. A review of the FIHS Status Reports for the time period 1994 through 2001indicates about 93 miles of new FIHS was completed. Of the total, about 87 miles are tolled. The 87 miles were constructed by FDOT's Turnpike and Florida's Expressway Authorities. The Turnpike has also opened an additional 42 miles since the March 2001 FIHS Status Report was published.

Florida's Turnpike has a successful history of providing cost effective capacity improvements to the Florida Intrastate Highway System. Today, the Florida Turnpike is over 400 miles long, and includes the Beeline West in Orange County, the Veterans Expressway near Tampa, the Suncoast Parkway in Hernando County, the Sawgrass Expressway, and the Polk Parkway. It is the fourth-largest toll highway system in the United States; the Turnpike District has 1,217 FTEs.

In 1999, the Turnpike District generated $311 million in toll revenues and $8 million in concession revenues. This reliable and steady stream of revenues supports the repayment of state bonds issued to build turnpike projects, and finances their operation and maintenance. One of the reasons the Turnpike is financially solid is that its projects are required by law to generate sufficient revenue to pay at least 50 percent of its bond debt service by the end of its fifth year in operation, and to pay at least 100 percent of its debt serve by the end of its 15th year.

Because it is a significant revenue-generator and outsources more than 80 percent of its activities (including many toll-collection duties), the Turnpike has been mentioned as one of the better examples of state government that could be privatized. Separate studies by KPMG and the Infrastructure Management Group (IMG), Inc., evaluated the potential of privatizing the Florida Turnpike. Released in early 2001, these studies concluded that outright privatization would result in short-term cash flow benefits to the state, but could raise long-term public policy concerns. These studies seemed to support a middle ground, between outright privatization or retaining the status quo. The IMG study seemed to support turning the system into an enterprise (utilizing private-sector business practices but remaining under

state oversight), while KPMG favorably discussed making the system into an independent authority.

## METHODOLOGY

Committee staff conducted an extensive literature review of initiatives dealing with the state of highways in Florida, as well as reports which studied the state of highways throughout the nation. This review included Florida studies as well as federal documents and professional journals. Current law regarding Florida policies toward the FIHS, transportation planning and intelligent transportation systems were reviewed. Staff also interviewed state agency managers and private sector stakeholders.

## FINDINGS

Florida cannot buy its way out of congestion. Not only is there a lack of funding and public will, but studies suggest even if road capacity construction kept up with growth there would still be congestion. The literature around this subject raises as many questions as answers. How well do we understand the public will? The public wants to reduce congestion, but at what price? How fragile is the transportation network? Studies show dire gridlock predictions have not materialized as behavior has shifted to avoid gridlock in most locations, but have we used up most of the reserve capacity of our transportation networks?

Florida is a big state with many opportunities. As studies suggest, there is no one solution to the problem of highway congestion. A comprehensive combination of different techniques and policies is considered to be the most effective response to congestion. The future of Florida's highways to efficiently move traffic will depend upon: continuing to find innovative ways to fund highway capacity improvements, including an enhanced Turnpike system; preserving the high-speed, limited access highway connections between metropolitan areas; improving connections between land use regulations and transportation planning; and taking full advantage of emerging technologies.

### *Stretching Existing Revenues*

FDOT has used many different innovative financing and cash management techniques in order to stretch limited resources within FDOT's statutory authority.

Section 339.135, F.S., requires FDOT to maintain a minimum cash balance of not less than $50 million, or five percent of the unpaid balance of all STTF obligations whichever amount is greater. In the event the cash balance requirement is not maintained, no further contracts or other fund commitments may be approved by FDOT. The section further states the Work Program must be planned to deplete the estimated resources of each fund for the fiscal year. Forecasting how much cash will be available in order to comply with the statutorily mandated minimum balance is not an exact science and can be off by millions of dollars.

The daily cash balance in the STTF fluctuates approximately $120 million each month, and is expected to fluctuate approximately $280 million per year between FY 1999/2000 and 2003/2004. The minimum cash balance requirement represents $50 million in funds FDOT cannot program toward projects.

These funds could be made available if the minimum cash balance requirement was repealed. To ensure the balance does not drop below zero, FDOT could open a line of credit with the state or seek a better interest rate from a commercial bank.

Another possible source of funds could be found by bonding the State Infrastructure Bank (SIB). The SIB is a self-sustaining revolving loan fund operating like a bank. FDOT operates SIBs capitalized with state or federal seed money. FDOT could bond the loan repayments when the SIB matures and a steady stream of repayments can be predicted.

The Legislature further provided a dramatic boost in funding for transportation during the 2000 Legislative Session with the passage of Senate Bill 862. For many years, a portion of gas tax collections and motor vehicle fees has been diverted away from transportation projects to other general needs of the state. The Legislature redirected $1.8 billion of these diverted transportation user taxes to fund transportation over a ten-year period. The bill provides $605 million of "one-time" surplus General Revenue funds to be invested in transportation over a three-year period. GARVEE bonds may be issued for up to $325 million, that net of debt service will generate $100 to $200 million during the ten-year period. The bonds would be repaid from Federal funds. These resources combined with existing transportation funding directly fund or advance over $6.0 billion of much needed transportation improvements.

Florida will continue to need to aggressively fund new capacity construction on Florida's highways. However, new construction and expansion of current facilities is

only part of the answer to the state's congested highways.

***FIHS Preservation***

As the studies suggest, investment should be concentrated on Florida's trade corridors and preserving high-speed, limited access intracity connectors. In 1990, recognizing that the state has a strategic interest in managing its highway system to maximize the operation and safety of long distance inter-regional movements, the Florida Legislature mandated the creation of the Florida Intrastate Highway System (FIHS). The purpose of the system was to serve long distance movements with access a secondary consideration.

The Transportation and Land Use Study Committee concluded that the FIHS does not always serve an effective intercity function within urban areas, especially during peak traffic hours. The Committee attributed this to the increase in through traffic resulting from Florida's growth, and an increasing reliance on the FIHS to serve local trips as communities have developed. Indeed, it has been observed that in some areas the Interstate serves as a local "Main Street."

Great improvements have been made, particularly on the Interstate, in the last 20 years in limiting local traffic on the FIHS.

The Federal Highway Administration (FHWA) has the final approval authority for all new interchanges and modifications to existing interchanges on the Interstate system. Before 1990, the concept of interchange spacing management was not well developed. At the time, FHWA required that new interchanges be justified as being needed, however, the analysis was not extensive and the required economic analysis (benefit/cost) was normally weighted heavily in favor of approval of interchanges.

In 1988, the Florida Legislature passed the State Highway System Access Management Act (s. 335.181, F.S.) As a requirement of this act, FDOT adopted rules specifying minimum interchange spacing based on area type and driveway and median requirements in interchange areas. These requirements are now being used as part of the analysis of requests for new or modified interchanges. FDOT's policy is to minimize the addition of new access points to existing FIHS limited access facilities to maximize the operation and safety of intrastate transportation movements. Recently, many interchanges on the Interstate system are either privately funded or funded by the local government.

***The Turnpike Enterprise***

Florida's Turnpike has been a great asset to the FIHS. The creation of the Turnpike Enterprise would greatly enhance the turnpike's ability to add capacity to the FIHS.

HB 1053, FDOT's 2001 Legislative package (vetoed), would have significantly amended ss. 338.221 – 338.241, F.S., which are related to the Florida Turnpike. The Turnpike District would have been recreated as the "Turnpike Enterprise." The Turnpike Enterprise would have the autonomy and flexibility to be able to pursue "innovations as well as the best practices found in the private sector in management, finance, organization, and operation.'' A major change in how the Turnpike Enterprise will operate differently than the Turnpike District is that Turnpike projects will not be required to eventually generate enough toll revenue to repay the bond debt incurred to build them. Under the bill, "economically feasible" is redefined as meaning "the revenues of the proposed turnpike project in combination with those of the existing turnpike system are sufficient to service the debt of the outstanding turnpike bonds to safeguard investors."

The bill provided the Turnpike Enterprise would not be bound by a cap on the amount of money to be spent on innovative highway projects; and gave the Turnpike Enterprise the authority to plan, design, build and maintain the Florida Turnpike system. The bill gave FDOT more flexibility to adopt rules pertaining to the enterprise's ability to use procurement procedures that are alternatives to those in chapters 255, 287 and 337, F.S., and authorized the enterprise to automatically carry forward each fiscal year its unexpended funds and to enter into contracts or licenses with persons to create business opportunities on the turnpike system.

***Land Use and Transportation***

The Growth Management Study Commission was created by Governor Bush to assess the effectiveness of Florida's growth management system, and to determine revisions needed for the 21st century. This commission did not take the comprehensive look at the disconnect between land use and transportation planning that the Transportation and Land Use Study Committee did. However, the commission did recommend the state focus resources on areas of compelling interest to the

state, including transportation facilities of statewide significance.

MPO, local governments, and FDOT have been working to bring land use and transportation planning closer together, but the disconnect still exists. The last Legislative Session SB 310 (died in messages) addressed many growth management issues, but did not comprehensively address the effects of local land use regulations on transportation planning.

***Technology***

Another key to alleviating congestion in the future is technology. Whether it is new models to determine the cost effectiveness of a project to help in project prioritization, or intelligent transportation systems which can re-route traffic in real-time, or detect and remove a stranded vehicle to keep traffic flowing, technology will be another component of an inclusive highway policy.

*Macroeconomic Analysis*

The prioritization of projects can be complicated and subjective. Local governments, MPOs and FDOT may have different priorities and limited funding options.

In an attempt to find an objective process to prioritize projects, the 2000 Legislature (SB 722) instructed the FDOT to develop a macroeconomic analysis of the linkages between transportation investment and economic performance, as well as a method to quantifiably measure the economic benefits of the district-work-program investments.

The FDOT is working with Bureau of Economic and Business Research at the University of Florida and Glaze Associates to create a model which could be a useful tool in prioritizing projects. This project will be completed by March 2003.

But models and analysis are only as good as the data which is used in the analysis. ITS will help collect better data which will in turn provide more reliable results such as real-time traffic speeds as well as the types of vehicles using the highway.

*Intelligent Transportation Systems*

Intelligent Transportation Systems (ITS) refers to the integrated application of modern technologies and management strategies in surface transportation systems. ITS includes many different technical augmentations to otherwise familiar equipment: traffic signals that are centrally controlled by computer; electronic toll collection tags that enable drivers to pay without stopping at toll booths; changeable message signs that provide information concerning the next bus or train or about rough traffic conditions ahead; or real-time internet updates on traffic conditions.

One of the great benefits of ITS is that it can offer relief to congested areas without the environmental and growth management concerns associated with constructing increased highway capacity.

The ITS Office within FDOT is a little over a year old, and has a budget of $25 - $30 million a year. A boost is funding beginning in 2004 will bring the ITS budget to approximately $468 million over the next ten years.

ITS projects are being initiated and implemented throughout Florida. Several traffic management centers have been located in different parts of the state to monitor traffic. Traffic management centers, when fully functional, will monitor traffic via video cameras and other remote sensing devices to dispatch emergency vehicles as needed, adjust signal timing to reflect current conditions, and relay important information to motorists about road conditions.

FDOT's SunPass electronic toll collection transponders are accepted on all major toll roads and bridges in the state. SunPass is designed to save motorists time and money while creating more efficient, less congested roadways. The SunPass System combines 90 dedicated and 365 mixed-use lanes statewide. A single "SunPass Only" lane is able to process up to 1,800 vehicles per hour, 300 percent the capacity of a regular toll lane, allowing motorists to pass through toll plazas at speeds up to 25 MPH without being required to stop to pay a toll. FDOT has sold over a quarter million transponders.

In addition, FDOT is also researching other ITS including: inductive loop detectors as data collection devices to collect a range of traffic data for use in planning and decision making on the FIHS; ramp metering which regulates traffic entering a highway from an interchange; unmanned aircraft which can transmit video imagery of the interstate to a transportation management center, as well as collect weather variables; as well as how to centralize and archive all of the data collected.

The critical link in ITS technology is a statewide fiber optic network. Many local governments are installing

fiber optic networks and FDOT is currently negotiating a lease agreement to have fiber optic cable installed on the FIHS right-of-way.

*Service Patrols*

The service patrol concept, today known as the Road Rangers, is a service provided by FDOT consisting of roving vehicles, equipped with equipment and supplies needed to patrol congested areas and high incident locations on the urban freeway. Service patrols were first instituted due to incidents occurring in construction zones. The original concept has been expanded to become an effective means to reduce accident detection time, incident duration, and provides stranded motorists assistance to continue travel.

The Road Ranger Service Patrol is funded by FDOT and their partners and the work is bid out to private contractors. California's Express Lane found that the loss of one lane of traffic for a three hour period due to a disabled vehicle can cost as much as $15,000.

According to FDOT reports, management and operations improvements generally provide measurable benefits. ITS applications have shown traffic surveillance and signal control resulting in local travel time improvements of 10 to 15 percent, ramp metering reducing crashes by 50 percent and incident management programs reducing delays by 10 to 45 percent.

## RECOMMENDATIONS

Continue to limit access to the FIHS in rural areas and concentrate efforts in congested urban areas of the FIHS on ITS technologies and travel choices.

Authorize the office of Intelligent Transportation Systems within FDOT to utilize Design-Build-Integrate contracting.

FDOT should make congestion mitigation the highest priority for the ITS program.

FDOT should study the cost effectiveness of expanding the use of road-side assistance vehicles in congested areas.

Authorize the creation of the Turnpike Enterprise.

The connection between transportation and land-use planning must be strengthened and addressed comprehensively in any growth management legislation.