The Florida Senate

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Budget Subcommittee on Transportation, Tourism, and Economic Development Appropriations

REVIEW DEPARTMENT OF TRANSPORTATION HIGHWAY OPERATIONS PROGRAM

Statement of the Issue

The mission of the Florida Department of Transportation ("department") is to provide a safe statewide transportation system that ensures the mobility of people and goods, enhances economic prosperity, and preserves the quality of the environment and communities. See s. 334.046(2), F.S. The Legislature annually appropriates funds to the department which assist the department in meeting its mission. The annual appropriation of funds by the Legislature to the department is divided into 6 budget entities: Transportation Systems Development; Highway Operations; Executive Direction and Support Services; Information Technology; Florida's Turnpike Systems; and Florida Rail Enterprise.

This issue brief will examine the programs and functions funded by the department's Highway Operations budget entity.

Discussion

The Highway Operations budget entity assists the department in meeting its mission and goals by maintaining the condition of the State Highway System and by expanding its capacity. The Highway Operations budget entity consists of four program components: Operations and Maintenance; Traffic Operations; Materials Testing and Research; and Law Enforcement. Resources contained in this entity support:

- Adding capacity to the State Highway System;
- Providing the routine maintenance of the State Highway System;
- Inspecting and rating of state and local bridges;
- Operating of the state's moveable bridges;
- Ensuring commercial motor vehicles on the highway system are properly weighed and meet registration and permit requirements based on department policies and procedures; and
- Providing resources to develop and apply solutions to traffic engineering problems that do not require major structural alterations of existing or planned roadways.

In Fiscal Year 2011-2012, the Legislature appropriated 3,742 full time equivalent positions (FTE) and $4,259,056,743 in the Highway Operations budget entity. The Governor vetoed $5,000,000 in the Highway Operations budget entity; therefore, providing for a net appropriated amount of $4,254,056,743. The following chart sets forth the activities and additional details about this budget entity.

Activities Funded Through the Highway Operations Budget Entity[1]

Activity	FY 2009-10 FTE	FY 2010-11 FTE	FY 2011-12 FTE		FY 2009-10 Expenditure	FY 2010-11 Expenditure	FY 2011-12 Budget
Operations and Maintenance	3,018	3,030	2,981		3,251,492,604	3,697,254,565	4,091,981,130
Traffic Operations	212	215	214		85,052,069	88,723,046	83,289,420
Materials and Testing	384	381	377		68,926,411	52,866,501	45,632,275
Law Enforcement	480	497	170		39,811,337	36,908,785	33,153,918
Total	4,094	4,123	3,742		3,445,282,421	3,875,752,897	4,254,056,743

I. Operations and Maintenance Program

In FY 2011-2012, the Legislature appropriated 2,981 full time equivalent positions (FTE) and $4,096,981,130. However, $5,000,000 was vetoed by the Governor in the Intrastate Highway Construction category, providing for a net appropriated amount of $4,091,981,130. The Operations and Maintenance Program is responsible for:

- Reducing the number of structurally deficient state highways and the number of bridges requiring replacement or repair;
- Expanding the capacity of the state highway system;
- Achieving and maintaining the department's adopted maintenance rating on the State Highway System;
- Managing the acquisition, operation and maintenance of vehicles and field equipment;
- Manufacturing traffic control devices and support structures to meet federal and state standards; and
- Providing a source of standard materials and supplies available on a timely and economical basis.

A. Program Description

The Operations and Maintenance Program combines the operations of the Construction Engineering and Inspection, Maintenance, and Central Mobile Equipment program components within the Highway Operations and Turnpike budget entities. The program consists of three areas: Construction Engineering and Inspection in-house; Central Mobile Equipment and Warehouse Operations in-house; and Routine Maintenance in-house, management and operations contracts, and consultant contracts.

The department has consolidated various construction resident offices, maintenance yards and mobile equipment shops into Operations and Maintenance Centers. This consolidation enables the department to operate more efficiently. Between FY 2001/02 and FY 2005/06, the department eliminated 169 construction, maintenance and central mobile equipment positions in anticipation of the improved efficiency of having the three functions co-located in various operations centers throughout the state.

In certain areas, the department's construction and maintenance employees are now located together in the Operations and Maintenance Centers and perform similar tasks and duties on various projects which include permitting,

[1] Source of Data:
1) FTE: GAA by Program Component.
2) Expenditures:
FY 2009-10 FLAIR Pivot Tables (Close of Books)
FY 2010-11 FLAIR Pivot Tables @ 6-30-11 (Prior to Close of Books)
FY 2011-12 GAA by Program Component (Column G57: After Gov vetoes)

Notes:
The expenditure data reflects the expenditures and encumbrances associated with budget appropriated in the fiscal year identified above.
The methodology of this data is consistent with the data provided for in the Senate's issue review of the Transportation Systems Development budget entity.

inspections, contracts and administrative functions. Previously, each unit had staff dedicated to permitting, contracts, and other services. One of the ways the department was able to reduce the size of its workforce was through certain efficiency reductions that assumed the consolidation of these functions where, for example, a permit employee would handle permits for both maintenance and construction. Currently, the Operations Centers are managed by either a Maintenance Engineer or a Construction Engineer.

The Construction Engineering and Inspection (CEI) in-house component includes the activities and resources required to monitor, review, inspect, and administer highway and bridge construction projects. The program consists of two major parts: monitoring by the Office of Construction (Central Office), through development of specifications and procedures and performing Quality Assurance Reviews; and the CEI project management activities carried out by the District Construction Engineer and staff.

The Central Mobile Equipment and Warehouse Operations component involves the acquisition and maintenance of department motor vehicles, maintenance equipment, and the warehousing of vehicle parts and maintenance supplies in support of the department's Five-Year Work Program. The program operates a sign shop and a structure shop that manufacture traffic signs and department specialty items and equipment. Budgeted resources required to accomplish the program's activities include personnel, equipment, and operating expenses. Central Mobile Equipment (CME) operations acquire, maintain, and dispose of all state owned vehicles (automobiles, trucks) and equipment (tractors, mowers, compressors, generators, trailers and maintenance equipment) used by the department. This equipment has a replacement value of approximately $294 million. CME repair shops and refueling stations are located throughout the state. The Warehouse Operations component is responsible for 30 warehouse locations and for an inventory of approximately $7.2 million. This inventory of over 10,000 active commodities consists of items such as automotive replacement parts and service items, janitorial supplies, safety items, roadway maintenance materials, signs, horticultural supplies, tools, concrete and other materials.

The Routine Maintenance component maintains roadways and bridges. The State Highway System consists of 42,432 lane miles. Of that, 41,786 lane miles are maintained by the Routine Maintenance Program, 438 lane miles are maintained by the Orlando-Orange County Expressway Authority and 208 lane miles are maintained by Miami-Dade County Expressway Authority. The State Bridge inventory consists of 6,549 bridges . Of that number, 6,166 are department bridges (94 of which are moveable bridges and 1 tunnel). The 6,166 department bridges, along with 5,143 local bridges, are inspected by the Routine Maintenance Program. The Miami-Dade County Expressway Authority inspects 127 bridges and the Orlando-Orange County Expressway Authority inspects 256 bridges. Scheduled major repairs or replacements, such as resurfacing, bridge replacement or traffic operations improvements are part of the product programs of Resurfacing, Bridge, SIS/Intrastate Highways and Other Arterial Highways.

B. Program Products

The Construction Engineering and Inspection (CEI) role within the department is fulfilled by use of in-house personnel in the Construction Offices and by the use of Consultant Engineering Firms. Since much of the department construction program funding includes federal dollars, the Federal Highway Administration requires the department to remain in responsible charge of the projects on which those federal dollars are used. As such, all department construction projects will have some level of in-house oversight. Construction projects are divided primarily into two categories of management: those by in-house staff; and those by Consultant CEIs. The in-house managed projects will utilize department personnel to manage, inspect, sample, test, accept, and pay for the work being performed by the contractor. The Consultant CEI managed projects are staffed with one department employee, a Construction Project Manager, who oversees the work performed by the Consultant CEI. The role of the Consultant CEI is to manage, inspect, sample, test, accept, and pay for the work being performed by the contractor, all being done under the oversight of the department's Construction Project Manager assigned responsible charge of the construction project.

The quality and effectiveness of the maintenance portion of the Operations and Maintenance Program is monitored by periodic surveys. A Maintenance Rating Program (MRP) has been developed which evaluates and rates actual field conditions in five elements. These elements (more specifically identified below) were developed to assess the condition of maintenance items. To preserve the investment in transportation facilities, maintenance must be provided with an adequate level of funding. By consistently achieving a maintenance rating of 80, the system can be maintained at a

desired level and a stable planned cycle of repairs or resurfacing can be programmed. (The Florida Transportation Plan objective is to achieve and maintain an MRP of 80).

A maintenance rating evaluation is conducted every four months by the department. Composite scores are developed for each of the five rating elements. The results are compared to previous surveys and attention is focused to achieve an MRP of 80 on individual and overall ratings. Comparisons between districts are also made. The five rating elements and characteristics are:

1. **Roadway—**Flexible pothole, flexible edge raveling, flexible shoving, flexible depression/bump, flexible paved shoulder/turnout, rigid pothole, rigid depression/bump, rigid joint/cracking, rigid paved shoulder/turnout;
2. **Roadside**—Shoulder unpaved, front slope, slope pavement, sidewalk, and fence;
3. **Vegetation/Aesthetics**—Roadside mowing, slope mowing, landscaping, tree trimming, curb/sidewalk edging, litter removal, turf condition;
4. **Traffic Services**—Raised pavement markers, striping, pavement symbol, guardrail, attenuator, signs less than and equal to 30 square feet, signs greater than 30 square feet, object markers, delineators and lighting; and
5. **Drainage**—Side/cross drain, roadside/median ditch, outfall ditch, inlets, miscellaneous drainage, roadway sweeping.

C. Central Office Maintenance Program Resource Responsibilities

The Office of Maintenance is divided into five sections with the following program resource responsibilities:

- **Contract Management**—Contract Management develops and maintains policies, procedures, scopes of services, contract specifications, and a variety of other contract administration tools and systems. Training, guidance, and technical expertise are provided for asset maintenance contracting, maintenance contract specifications, contractor performance evaluation systems, contractor default and non-responsibility analysis, and contract management through the Trns*port system. Other functions include execution and management of the Department of Corrections inmate labor master contract, providing customer support and assistance with rest areas, and performing Quality Assurance Reviews of the department's districts to ensure compliance with policies and procedures.
- **Performance Management**—Performance Management is responsible for managing the Maintenance Management System (MMS); providing technical support for the Maintenance Rating Program (MRP), maintenance features in the Roadway Characteristics Inventory (RCI), Trns*port, PONTIS, VIRTIS, and ASABE (software programs which support the department in either estimating, bidding, letting, awarding and constructing maintenance projects or assisting in the task of bridge management by calculating the life cycle, load factor rating, and effects of overweight loads on bridges); providing IT technical support to both the Office of Maintenance and Permit Office's personal computer network, servers, and associated peripheral equipment; and creating, updating, and maintaining the Office of Maintenance Internet, Intranet (Infonet) and SharePoint web sites, including the Rest Area Comment Card System.
- **Program Resources**—The Program Resources team oversees the Adopt-A-Highway and the Youth Work Experience programs, establishes and submits the statewide maintenance budget, monitors budget allotments, procures goods and services, executes contracts and purchase orders, encumbers funds and monitors expenditures for all budget categories for four cost centers. Other administrative duties include, but are not limited to, human resources, coordinating quality assurance reviews and related travel arrangements, commodity inventory control and coordinating correspondence from the general public, Executive Office of the Governor, Legislature and the FDOT Secretary.
- **Roadway Operations**—Roadway Operations is responsible for developing policies and procedures, providing technical support, and conducting quality assurance reviews in the areas related to traffic services, roadway permits, roadway and roadside maintenance, warehouse operations, and fleet management. Other responsibilities include managing the State Sign Shop, maintaining and reviewing the maintenance rating program (MRP) statewide, developing statewide maintenance commodity and services contracts, managing the department's in house and commercial fuel program, and reviewing all district mobile equipment purchase requisitions.

- **Structures Operations**—Structures Operations oversees the department's bridge inspection, bridge management, bridge repair and bridge rehabilitation programs, including budget; provides technical support and oversight for the department's statewide bridge load rating program and oversight for the department's overweight and over-dimensional vehicle permit program, and, through the Aluminum Fabrication Shop, maintains and deploys temporary bridging for construction projects and for emergency operations and manufactures aluminum products for use on the State Highway System.
- **Rest Area Security**—The department, through its maintenance activities at rest areas, utilizes contracted licensed security services or law enforcement services provided by the Department of Highway Safety and Motor Vehicles' (DHSMV) Division of Florida Highway Patrol (FHP). FHP Troopers currently provide nighttime security and presence at rest areas in District Two and at Turnpike Plazas.

D. District and the Florida Turnpike Maintenance Office

District/Turnpike Maintenance Offices oversee local Operations Centers or Maintenance Yards which are comprised of the following: maintenance crews who directly maintain state roadway infrastructure; shop personnel who maintain the department's vehicle fleet; warehouse staff who purchase and issue materials and supplies needed for roadway maintenance; contract managers and inspectors who oversee and monitor work performed by private contractors or local agencies; and permitting staff who review and issue right of way permits. The actual responsibilities of each department district and Florida's Turnpike Enterprise may vary slightly from the responsibilities as presented above (for example the Florida's Turnpike Enterprise does not have Warehouse or Local Agency responsibilities).

E. Central Office Construction Program Resource Responsibilities

The State Construction Office's (SCO) activities focus on developing policies and procedures to ensure compliance with Federal and State requirements associated with implementation of the department's construction program. The SCO also provides technical assistance to the district offices (including Florida's Turnpike Enterprise). The SCO administers these requirements by dividing responsibilities among the following four construction program areas: Construction Support; Systems Support; Construction Training; and Construction Final Estimates.

The Construction Support group within the SCO monitors the performance of department construction personnel (whether department employees or consultants), in contract administration via Process Reviews. These Process Reviews are conducted annually in key program areas to measure a district's compliance with department policy and procedures. The Construction Support group has subject matter specialists and engineers specializing in particular construction areas so that, in addition to measuring a district's compliance with department policy and procedures, they are a resource to the districts. This group provides support to the districts, consultants, and contractors in the following areas:

- Structures construction;
- Geotechnical engineering;
- Asphalt and Concrete pavement construction;
- Roadway Lighting, signing, signalization, and striping;
- Traffic control on construction projects;
- Materials sampling and testing;
- Utility relocation coordination;
- Environmental compliance during construction;
- Drainage installation;
- Contractor prequalification;
- Contractor performance evaluation;
- Contract administration;
- Alternative contracting techniques; and
- Wage rate compliance and proper labor workforce utilization.

The Systems Support group within the SCO manages the data collected from construction projects. This group performs compliance reviews for the department of the districts by monitoring the data entered into system databases;

provides technical support to field personnel; and develops reports with which the SCO tracks and measures performance. Additionally, this group maintains the security of the department's database and tracking systems. This group provides support to the districts, consultants, and contractors in the following areas:

- Construction daily work progress reporting (AASHTO Transport-Site Manager);
- Contractor payments;
- Contract Reporting System (AASHTO Transport-Site Manager);
- Construction Document Management System (CDMS);
- Electronic as-built records; and
- Maintenance of the SCO web site to provide up-to-date information to the Statewide Construction Industry.

The Construction Training group within the SCO provides support and guidance to the district construction personnel, consultants, and contractors on the requirements for training to perform materials sampling and testing on department construction projects. The Construction Training group develops and maintains guidance documents and procedures for the implementation of the Construction Training and Qualification Program (CTQP) utilized by the department to comply with Federal Highway Administration requirements. This group participates in the Technical Review Teams (TRT) to evaluate and approve course providers used to fulfill the construction training needs. The group manages the consultant hired to develop and track the qualifications of the technicians used for materials sampling and testing.

The Construction Final Estimates group within the SCO provides support and guidance to the district construction and consultant personnel charged with the development of the final estimates packages to assure all work completed and accepted on contracts are measured and paid in accordance with the contract plans and manuals. The group establishes policies and procedures for statewide guidance to ensure consistency in payments for each contract. The Construction Final Estimates group conducts Process Reviews of ongoing and completed final estimates packages prepared by the districts to ensure compliance with the contract specifications and the procedures set forth by the SCO.

F. District and the Florida Turnpike Construction Offices

The District/Turnpike Construction Offices oversee and support the local Operation Centers and Resident Construction Offices. The Operation Centers and Resident Construction Offices are directly responsible for administering and inspecting all construction work to assure it is performed in reasonable conformance with the plans and specifications. In addition to being involved in the administration of construction contracts, the District/Turnpike Construction Offices also conduct reviews of design plans being developed, establish contract duration for upcoming projects, perform quality assurance reviews of the field work, process monthly payments, review, approve and process change orders on active projects, perform audits of the final financial records to assure correct pay amounts, and inspect projects after acceptance for warranty compliance.

G. Florida Highway Patrol Hire Back Contracts

The department, through its construction and maintenance activities, makes improvements to highways throughout the State that may require the temporary closure of portions of the roadway, traffic restrictions, or diversions of vehicular movement. An effective work zone traffic control system is, therefore, necessary to provide for the safety and protection of both work zone workers and the motoring public moving through the work zones. The work zone traffic control system uses law enforcement officers provided by the FHP. FHP Troopers control traffic through work zones to enforce traffic laws and to provide other specific assistance, as necessary. The FHP provides uniformed officers, as needed by the department, subject to the approval and staffing needs of the FHP. Officers assigned work zone patrols are responsible for coordinating all necessary emergency services, patrol activities, and directing traffic under the direct control of the assigned FHP District Commander.

II. Traffic Operations Program

In FY 2011-2012, the Legislature appropriated 214 FTE and $83,289,420 for the Traffic Engineering and Operations Program. This program component is responsible for developing and applying solutions to traffic engineering problems that do not require major structural alterations of existing or planned roadways. The operating portion of the budget for

the Traffic Engineering and Operations Program is shown in the Program and Resource Plan as the in-house sub-program and the remaining portion of this program's budget is shown in the Program and Resource Plan as the consultants and grants sub-program. Over the Five-Year Work Program, the Traffic Engineering and Operations Program utilizes approximately 71 percent of its budget for consultants and grants.

A. Central Office Traffic Operations

Central Office Traffic Engineering and Operations is responsible for monitoring and evaluating District Traffic Operations office performance in several program areas: Operations; Traffic Engineering Studies; Signing; and Traffic Signals. In addition, Central Office Traffic Engineering and Operations is responsible for the certification of all traffic control signal devices purchased and installed in the state. Other key programs of this office include the Intelligent Transportation Systems Program (ITS), the Statewide Incident Management Program and the Safe Mobility for Life Program. Central Office Traffic Engineering and Operations establishes standards, specifications, policies and procedures for traffic operations applications. This office is also responsible for developing special statewide operations projects.

B. District and the Florida Turnpike Traffic Operation Offices

The District/Turnpike's Traffic Operations staffs collect and analyze data, carry out access management strategies, review and comment on various construction and maintenance design plans, and complete operational and safety studies. The districts also implement the department's standard traffic signal operation strategies, and oversee a system of uniform traffic control devices. The implementation of the statewide Intelligent Transportation System (ITS) plan is done by each District/Turnpike's Traffic Operations staff. The resources required to perform these activities include personnel, equipment, operating expenses and external consultants. The ITS projects are programmed in accordance with criteria that depend on the following concepts:

- **Capital Projects**—These projects consist of the installation of ITS infrastructure, transportation management centers (TMC's), communication systems, ITS field devices or software acquisitions;
- **Periodic Maintenance**—These projects consist of major ITS upgrades or scheduled maintenance; and
- **Operations Contracts**—These written contracts set for the obligations for the operations of Traffic Management Centers and any contracts for services needed for incident management, providing traveler services or general services for ITS program management.

III. Materials Testing and Research Program

In FY 2011-2012, the Legislature appropriated 377 FTE and $45,632,275 in the Materials and Testing program component. The Materials and Testing program component is responsible for conducting testing and research of construction products and materials to ensure the quality of the products and materials used in construction projects meets federal and state standards and specifications.

As authorized in s. 334.044, F.S., the department is responsible for the construction and maintenance of the state's roads and bridges. To protect Florida's investment of public funds in transportation facilities, the Legislature has given the department the statutory authority to:

- Investigate and collect data and information as to the best methods and materials for road building and repair (see s. 334.24(2), F.S.);
- Develop and adopt uniform minimum standards and criteria for the design, construction, maintenance, and operation of public roads pursuant to the provisions of s. 336.045, F.S., (see s. 334.044(10a), F.S.); and
- Adopt rules relating to approval of aggregate and other material sources (see s. 334.044(10c), F.S.).

In addition to Legislative requirements, the department has also been given federal authority to maintain an adequate, qualified staff to administer its quality assurance program and to also maintain a central laboratory. See 23 CFR 637.205(b) and 637.209(a)(2).

A. State Materials Office

In carrying out the responsibilities mentioned above, the department created the State Materials Office (SMO) and 6 District Materials Offices. The SMO has primary responsibility for:

- Developing new contract specifications and evaluating and recommending changes to existing specifications for materials used in road and bridge construction contract work;
- Certifying that materials used are in compliance with contract requirements;
- Performing statewide pavement condition surveys and surface friction inventories;
- Conducting and participating in applied research in selected areas;
- Evaluating and recommending the use of new materials and products for construction projects;
- Providing geotechnical support to district offices during preliminary engineering phases of projects;
- Implementing applied materials solutions during construction; and
- Providing technical support to district offices, contractors and materials suppliers to ensure projects are successfully completed.

B. District and the Florida Turnpike Materials Offices

The District/Turnpike Materials Offices implement the materials program at the local (project specific) level. Primary responsibilities include:

- Oversight of producer facilities;
- Ensure technicians and equipment perform in accordance with approved procedures;
- Verify the quality of materials used on projects is acceptable;
- Provide local technical support to the design, construction and maintenance functions in the district; and
- Provide local technical support to local government agencies.

C. Research Center

The Research Center oversees the department's research program. Its mission is to improve and protect Florida's transportation system through the ethical scientific conduct of research that increases global knowledge of products, processes, and practices to transfer information and to encourage the implementation of research results.

The Research Center carries out this mission by doing the following:

- Contracting with state universities and other research service providers to perform research in all areas of transportation;
- Facilitating participation in transportation pooled fund studies with state transportation agencies and other organizations;
- Contributing to national studies on subjects of benefit to Florida;
- Providing administrative and management processes to procure, conduct, monitor, and report on research performance, outputs, and outcomes; and
- Supporting the implementation of research products.

The department functional areas identify and prioritize research needs that align with and support their respective strategic directions. The Research Center reviews and develops the needs into a proposed research program, which upper management and then the Federal Highway Administration (FHWA) reviews and approves (with comments and requests for modification, as appropriate). Most of the research undertaken is applied (designed to address existing needs in the near-term); however, policy studies to improve decision-making and exploratory studies that may identify opportunities to address emerging or anticipated needs may also be conducted.

Funding for the research program comes from both federal and state sources. Federal funding accounts for over two-thirds of research program funding. The basis of this funding is set forth in 23 CFR 420.107 which requires at least 25 percent of the State Planning and Research (SPR) funds apportioned to a state for a fiscal year is to be expended for

research, development, and technology activities relating to highway, public transportation, and intermodal transportation systems. This funding is used to contract research needed by the department to improve its delivery of a safe and effective transportation system to the traveling public in Florida. It is the responsibility of the Research Center to ensure the provisions and requirements of 23 CFR 420 are met. Key responsibilities include preparing for FHWA review and approval an annual SPR Part II Work Program to include a listing of research projects utilizing federal funding, project activities, and project status. FHWA must approve the projects in this research work program before they may be contracted.

The Research Center is the primary liaison with the two university transportation centers, the National Center for Transportation Research at the University of South Florida and the Center for Multimodal Solutions for Congestion Mitigation at the University of Florida. The Research Center also assists in the coordination of department responses to national research program problem statement solicitations and calls for panel nominations. Examples of such programs include the Cooperative Research Programs, AASHTO's Technology Implementation Group, and FHWA's Innovative Bridge Research and Deployment program.

IV. Law Enforcement Program

Prior to FY 2011-2012, the department's Law Enforcement Program component was operated by its Office of Motor Carrier Compliance which was a statewide, fully certified, and state accredited law enforcement agency with a staff of 497 employees (including 267 sworn law enforcement officers, 178 non-sworn inspectors, and 52 support staff). In addition to other law enforcement activities, this office conducted commercial vehicle inspections, performed portable weighing, used virtual weigh-in-motion sites, conducted safety audits and new entrant seminars, and enforced traffic laws and contraband interdiction involving commercial vehicles. The department's Office of Motor Carrier Compliance weight inspectors operated 31 fixed weighing facilities, using weigh-in-motion, 3-dimensional measuring, and electronic credential technology. The weight inspectors enforced all size, weight, fuel tax and registration laws as it pertains to commercial vehicles.

The total program budget for FY 2009-2010, which included federal grant funding, was $39,158,894. The department's Office of Motor Carrier Compliance weighed 21,708,020 commercial vehicles, and issued 72,696 weight and safety citations which resulted in $14,408,640.00 of civil penalties issued. The office also inspected 119,351 commercial vehicles which resulted in 23,423 drivers and vehicles being placed out of service.

The total program budget for FY 2010-2011, which included federal grant funding, was $40,193,023. The department's Office of Motor Carrier Compliance weighed 21,668,117 commercial vehicles and issued 69,565 weight and safety citations which resulted in $12,626,506.00 civil penalties issued. The office also inspected 114,419 commercial vehicles which resulted in 21,881 drivers and vehicles being placed out of service.

During the 2011 Legislative Session, the law enforcement section of this program was transferred to the Department of Highway Safety and Motor Vehicles. The weight inspectors and scale facilities remained with the department and this office is now housed within the department's Office of Maintenance. The duties of the weight inspectors remain the same. In FY 2011-2012, the Legislature appropriated 170 full time equivalent positions and $33,153,918 in the Law Enforcement program component. A portion of the appropriated funds ($24,694,999) will be transferred to the Department of Highway Safety and Motor Vehicles in order to fund FHP's Office of Motor Carrier Compliance.

V. Work Program Categories Supporting the Highway Operations Budget Entity

The major components of the work program supporting the Highway Operations budget entity are described below.

A. Strategic Intermodal System (SIS)/Intrastate Highway Construction

The Strategic Intermodal System (SIS)/Intrastate Highways program provides funds to improve and maintain the Interstate highway system, improve, expand and maintain the Florida Turnpike system, and upgrade other identified arterials in major transportation corridors to limited and controlled access facility standards. This program includes the Florida Intrastate Highway System (FIHS) Plan which provides for a statewide transportation network that allows for

high-speed and high volume traffic movements within the state. The entire Interstate and Turnpike systems, and 7,510 arterial highway lane miles have been selected for inclusion in the FIHS. These other FIHS arterials will eventually be upgraded to controlled access facility standards. The FIHS comprises 17,183 lane miles, or about 40% of the 42,432 lane miles on the state highway system.

B. Arterial Highway Construction

The Other Arterials Highway Program involves construction and improvement projects on state roadways, which are not on the SIS and FIHS. Projects in the Other Arterials Highway Program add capacity, improve highway geometry, provide grade separations, and improve turning movements through signalization improvements and storage capacity within turn lanes. Discretionary capacity funds allocated to the districts are used for the Other Arterials Highway Program.

A key element of the department's investment policy is increasing the department's emphasis on regional travel. Projects on regionally-significant facilities have a higher priority for state funding than facilities primarily serving local travel. Districts, Metropolitan Planning Organizations (MPOs) and local government partners are expected to place higher priority on projects that are regionally-significant facilities or that support economic development.

Regionally Significant Transportation Facilities include:

- Regional transportation corridors such as highway, waterway, rail, and regional transit corridors serving major regional commercial, industrial, or medical facilities; and
- Regional transportation hubs such as passenger terminals (for example commuter rail, light rail, intercity transit, and intermodal transfer centers), commercial service and major reliever airports, deepwater and special generator seaports, and major regional freight terminals and distribution centers.

All facilities on the SIS and Emerging SIS are regionally significant. Other regionally significant facilities serve as an integral part of an interconnected regional network and exhibit one or more of the following characteristics:

- The facility connects to the SIS, including Emerging SIS facilities;
- The facility crosses county boundaries and planned capacity improvements require the coordination of jurisdictions in multiple counties;
- The facility serves as a hurricane evacuation route that traverses more than one county;
- The facility or service is used by a significant number of people who live or work outside the county in which the facility or service is located;
- The facility or service is a fixed guideway transit facility that offers a significant alternative to regional highway travel;
- The facility has logical termini that connect to the SIS or Emerging SIS, or to a regionally significant facility within the region or in an adjacent region; or
- The facility is on the Strategic Highway Network (STRAHNET) or the Strategic Rail Corridor Network (STRACNET), or is a Connector between a military installation and the STRAHNET or STRACNET, as designated by the U.S. Department of Defense and the Federal Highway Administration.

C. Small County Outreach Program (SCOP)

The purpose of this program is to assist small county governments in repairing or rehabilitating county bridges, paving unpaved roads, addressing road-related drainage improvements, resurfacing or reconstructing county roads, or constructing capacity or safety improvements to county roads.

Small counties are eligible to compete for funds designated for the Small County Outreach Program (SCOP) for projects on county roads. Available funds are allocated to the districts based on the number of eligible counties (for example, if a district has 12 counties eligible for SCOP, and a total 38 counties are eligible statewide, then the district's allocation would be approximately 31.57 percent of the total available funding). The department is required to fund 75 percent of the cost of projects on county roads funded under the program (eligible counties are responsible for the

remaining 25 percent). Any initial bid costs or project overruns after the letting that exceed the department's participation are at the county's expense. This helps to ensure the funds are utilized on as many projects as possible.

To participate or be eligible to participate in the Small County Outreach Program under s. 339.2818(2), F.S., a county must have a population of 150,000 or less as determined by the most recent official estimate of population (as defined in s. 186.901, F.S.). A county's participation may be in the form of matching local funds (including in-kind services). Such matching funds will be deducted from the project costs as part of the county's contribution. Cost overruns or scope changes after letting must be covered by the counties. Rural counties qualifying under the Rural Economic Development Initiative (REDI) program may apply for a waiver of the required 25 percent local match. Projects are prioritized as follows:

- The project must be on the county road system;
- The primary criterion is the physical condition of the road as measured by the department; and
- As secondary criteria, the department may consider:
    - Whether a road is used as an evacuation route;
    - Whether a road has high levels of agricultural travel;
    - Whether a road is considered a major arterial route;
    - Whether a road is considered a feeder road;
    - Information as evidenced to the Department through an established pavement management plan; and
    - Other criteria related to the impact of a project on the public road system or on the state or local economy as determined by the department.

D. Small County Road Assistance Program

The purpose of this program is to assist small county governments in resurfacing and reconstructing county roads. Beginning in FY 1999-2000 until FY 2009-2010, and beginning again with FY 2012-2013, up to $25 million annually may be used for the purposes of funding the Small County Road Assistance Program (SCRAP). Available funds are allocated to the districts based on the number of eligible counties (for example, if a district has 10 counties eligible for SCRAP, and a total of 31 counties are eligible statewide, then the district's allocation would be approximately 32.26 percent of the total available funding).

Under s. 339.2816, F.S., the term "small county" (specifically for SCRAP) means any county that has a population of 75,000 or less, according to the 1990 federal census data. Small counties are eligible to compete for funds that have been designated to the Small County Road Assistance Program for resurfacing or reconstruction projects on county roads that were part of the county road system on June 10, 1995. Capacity improvements on county roads are not eligible for funding under the program. At a minimum, small counties are eligible only if the county has enacted the maximum rate of the local option fuel tax authorized by s. 336.025(1)(a), F.S. The department prioritizes road projects for funding under the program as follows:

- The primary criterion is the physical condition of the road, as measured by the department; and
- As secondary criteria the department must consider the following:
    - Whether a road is used as an evacuation route;
    - Whether a road has high levels of agricultural travel;
    - Whether a road is considered a major arterial route;
    - Whether a road is considered a feeder road;
    - Whether a road is located in a fiscally constrained county, as defined in s. 218.67(1), F.S.; and
    - Other criteria related to the impact of a project on the public road system or on the state or local economy as determined by the department.

E. Highway Safety Construction Grant Program

This program consists of two federal programs know as "Section 402" and Section 406," and is managed by the department's Safety Office on a statewide basis.

1. Section 402

23 USC Section 402 authorizes the National Highway Traffic Safety Administration (NHTSA) to assist, through federal funds, states in designing traffic safety programs to reduce traffic crashes, deaths, and injuries. Section 402 (State and Community Highway Safety Grant Program) funds cannot be used for design, construction, or maintenance activities. Federal funds are apportioned annually to states based on population and road miles (75 percent population and 25 percent road miles).Through an application process managed by the Central Safety Office, forty percent of "Section 402" funds are provided to local governments. The department may be eligible for and receive other traffic safety incentive funds available under federal transportation law for support of special programs targeting the driving under the influence (DUI) problem, use of safety belts and other priority program areas established by NHTSA.

Funds apportioned to the state are allocated to programs approved for use by state and local governmental agencies and not for profit organizations in the following program areas:

- Impaired Driving countermeasures;
- Police Traffic Services;
- Community Traffic Safety;
- Occupant Protection;
- Pedestrian and Bicycle Safety;
- Emergency Medical Services;
- Traffic Records;
- Motorcycle Safety;
- Roadway Safety; and
- Speed Control.

2. Section 406

23 USC Section 406 establishes a program of safety belt performance grants to encourage the enactment and enforcement of laws requiring the use of safety belts in passenger motor vehicles. A state may use a grant under this section for any safety purpose set forth in this section or for any project that corrects or improves a hazardous roadway location or feature, or proactively addresses highway safety problems, including:

- Intersection improvements;
- Pavement and shoulder widening;
- Installation of rumble strips and other warning devices;
- Improving skid resistance;
- Improvements for pedestrian or bicyclist safety;
- Railway-highway crossing safety;
- Traffic calming;
- The elimination of roadside obstacles;
- Improving highway signage and pavement marking;
- Installing priority control systems for emergency vehicles at signalized intersections;
- Installing traffic control or warning devices at locations with high accident potential;
- Safety –conscious planning; and
- Improving crash data collection and analysis.

F. Resurfacing Program

The Resurfacing Program deals with improvements to the structural condition of existing pavements on the State Highway System, including the interstate highways and roads which are part of the Turnpike System. This program provides for pavement resurfacing, rehabilitation, minor reconstruction, and pavement milling and recycling. Such projects are intended to preserve the structural integrity of highway pavements. Exceptions and variances to roadway design standards are made where appropriate for the facility and when in the best interest of the public. Major construction or reconstruction projects, such as adding lanes and bridge replacements, are not included in the

Resurfacing Program. Resurfacing work incidental to these jobs, such as when adding lanes to a roadway, is to be programmed as part of the Intrastate or Other Arterial Construction Programs. The objective for this program is to ensure that 80 percent of the pavement on the State Highway System meets department standards, as required by s. 334.046, F.S.