FLORIDA DEPARTMENT OF TRANSPORTATION PROCEDURE

DEVELOPMENT OF THE FLORIDA INTRASTATE HIGHWAY SYSTEM



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DEVELOPMENT OF THE FLORIDA INTRASTATE HIGHWAY SYSTEM

TABLE OF CONTENTS

PURPOSE .			1
AUTHORIT	Y		1
REFERENC	ES		1
SCOPE			3
DEFINITION	1 S:		3
Section 1 T	HE FLOF	RIDA INTRASTATE HIGHWAY SYSTEM	8
1.1	Backgr	ound	8
1.2	Departi	ment Responsibility	8
1.3	Compo	nents of the FIHS	8
1.4	Statuto	ry and Policy Guidelines	9
	1.4.1 1.4.2	Capacity Improvements Upgrade Existing Roadways	9 9
	1.4.3	Coordinate with Other Transportation and Government Authorities Maximize Use of Limited Access Roadway Standards	_
	1.4.4 1.4.5	Identify Need for New Roadways	9
	1.4.6 1.4.7	Consistency with Local GovernmentsAnnual FIHS Status Report	9
	1.4.8 1.4.9	Consistency with Florida Agency Plans Intrastate Highway System Program Development	
	1.4.10 1.4.11	Multimodal FacilitiesInterconnected System	_
	1.4.12 1.4.13	Emergency ServiceCoordination with Other Modal Plans	10
Section 2 F		NDARDS AND CRITERIA	

2.1	General		11
	2.1.1	Use of FIHS Standards	11
	2.1.2	Phased Implementation of Planned Improvements to	
		Achieve Standards	11
	2.1.3	Future Opportunities for Improvement	
2.2	FIHS Sta	andards for Planning and Design	12
	2.2.1	Design Speed and Geometric Design Criteria	12
	2.2.1.1	Design Speed Standards	
		(A) Limited Access Facilities	
		(B) Controlled Access Facilities	
	2.2.1.2	Geometric Design Criteria	
	£.£.1.£	(A) Limited Access Facilities	
		(B) Controlled Access Facilities	
	2.2.1.3		13
	2.2.1.3	Design Exceptions and Design Variation Process for	40
		Design Speed Standards on the FIHS	13
	2.2.2	Level of Service (LOS) Standards for Planning and Design	14
	2.2.2.1	Planning Standards for Traffic Analysis	
	2.2.2.2	Design Standards for Traffic Analysis	
	2.2.2.3	Variation Process for Level of Service Standards	
	2.2.3	Access Management Standards for Planning and Design	14
	2.2.3.1	Access Management Standards for Limited Access	
		Facilities	15
		(A) Standards	
		(B) Requests for New or Modified Access to Existing	
		Limited Access Facilities	15
		(C) Approval of Access for New Limited Access Facilities	
	2.2.3.2	Access Management Standards for Controlled Access	
		Facilities for Planning and Design.	
		(A) Standards	
		(B) Other Access Management Classifications	
		(C) Design of Medians and Median Openings	16
		(D) Deviation from Median Opening	
		(E) Access Around Interchanges and Intersections	16
		(F) Public Involvement/Notification	17
	2.2.4	Maximum Number of Lanes on the FIHS	17
2.3	Criteria		
	224	Connectivity	47
	2.3.1	Connectivity	1/
	2.3.1.1	Connection to Other FIHS Facilities	
	2.3.1.2	Urbanized Areas	17

		2.3.2	Jurisdiction 17	
		2.3.3	Department Concurrence in Design for Facilities to be	
			Added to the FIHS17	
		2.3.4	Consistency with the National Highway System (NHS) 17	
		2.3.5	Special Mobility Techniques18	
		2.3.5.1	Intelligent Transportation Systems (ITS) 18	
		2.3.5.2	Facilities Operations and Management Plans 18	
		2.3.5.3	Provision of Special Use Lanes for Through Traffic,	
			Transit Vehicles, and Other HOVs18	
		2.3.5.4	HOV Lanes 18	
		2.3.5.5	Special Use or HOV Lane Enforcement 19	
		2.3.5.6	Intermodal Linkages 19	
		2.3.5.7	Grade Separations for Railroad Crossings 19	
		2.3.5.8	Right-of-Way Advance Acquisition and Management 19	
		2.3.5.9	Bicycle and Pedestrian Facilities 19	
		2.3.5.10	Traffic Signals	
		2.3.5.11	Other Intersection Strategies	
		2.3.5.12	Right-of-Way and Access Management - Agreements with	
			Local Governments	
Sectio	n 3 Fl	HS PLAN	I DEVELOPMENT PROCESS21	
	3.1	FIHS Pla	an Development Responsibilities21	
		3.1.1	Systems Planning Office	
		3.1.2	District Planning Offices21	
	0.0	14	in a Diamain and Dan arramain a	
	3.2	integrati	ing Planning and Programming22	
		3.2.1	Office of Program Development	
		3.2.1		
		3.2.2	Project Phase Detail and Five-Year Work Program	
		3.2.2.1	Development	
		3.2.2.2	Ten Year District Intrastate Component Plan	
		3.2.3	Review	
		3.2.4	Approval	
	3.3	Dotailed	FIHS Corridor Plans23	
	3.3	Detaileu	FINS COTTION FIGUS23	
		3.3.1	Master Plans for Limited Access Facilities	
		3.3.1.1	Basic Requirements and Content	
		3.3.1.2	Approval	
		3.3.1.2	Action Plans for Controlled Access Facilities	
		3.3.2.1	Contents of Action Plans	
			Level of Detail	
		J.J.Z.Z	LCVG: V: DCLaii	

	3.3.3	Cooperation and Coordination with MPOs and Local Governments	. 24		
3.4	Relationship of FIHS Corridor Plans to Project Development & Environmental (PD&E) and Other Production Activities				
Section 4	FIHS IMPLEMENTATION RESPONSIBILITIES				
4.1	FIHS Plan Implementation				
	4.1.1	Role of Planning	. 26		
	4.1.2	FIHS Coordinators			
	4.1.3	Local Government Notification and Assistance in Corrido			
		Management			
	4.1.4	Corridor Management Reports (CMRs) and Corridor			
		Planning and Design Reports (CPDRs)	. 27		
4.2	FIHS C	orridor Management Team	27		
7.2	1 1110 00	ornation management ream	. 41		
	4.2.1	Purpose and Duties	. 27		
	4.2.2	Organization, Function, and Responsibilities			
	4.2.3	Team Composition			
4.3	FIHS Status Change Action				
	4.3.1	When Required	29		
	4.3.2	Who May Make Request			
	4.3.3	Responsibility			
	4.3.3.1	Districts			
	4.3.3.2	Systems Planning Office			
	4.3.3.3	FIHS Coordinators			
	4.0.0.0		. 23		
4.4	FIHS St	atus Change Study	. 30		
	4.4.1	Who May Request and Prepare	. 30		
	4.4.2	District Review			
	4.4.3	Systems Planning Office Review			
	4.4.4	Disposition of Status Change Request			
Section 5	TECHN	ICAL ASSISTANCE AND FORMS			
5.1	Technical Assistance				
5.2	Forms		. 31		
V.2			. • .		

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Topic No: 525-030-250-f

Thomas F. Barry, Jr., P.E. Secretary

DEVELOPMENT OF THE FLORIDA INTRASTATE HIGHWAY SYSTEM

PURPOSE:

To establish the standards, criteria, and process to be used by the Florida Department of Transportation in the development of the Florida Intrastate Highway System (FIHS). To define the responsibilities of the various offices within the Department to prepare and implement the Florida Intrastate Highway System Plan (FIHSP).

AUTHORITY:

Sections 338.001; 334.03, 334.044, 335.02, and 335.18, Florida Statutes (F.S.)

REFERENCES:

For current policies and procedures, see the Department's internet web site at "http://www.dot.state.fl.us/proceduraldocuments/"

Rules of the Department of Transportation, Chapters 14-94, 14-96, and 14-97, Florida Administrative Code (F.A.C.)

Department Policy on Approval of New or Modified Access to Limited Access Facilities (Topic No. 000-525-015).

Environmental Policy (Topic No. 000-625-001).

Department Policy on Major Urban Corridor Studies (Topic No. 000-725-010).

Corridor Management Procedure (Topic No. 525-030-140).

Interchange Justification (Topic No. 525-030-160).

Department Procedure on Intrastate Highway System Program Development (Topic No. 525-030-255).

Plans Preparation Manual – English – Volume I (Topic No. 625-000-007).

Plans Preparation Manual – English – Volume II (Topic No. 625-000-008).

Plans Preparation Manual – Metric – Volume I (Topic No. 625-000-005).

Plans Preparation Manual – Metric – Volume II (Topic No. 625-000-006).

Median Opening and Access Management Decision Process (Topic No. 625-010-021).

FIHS Handbook (This handbook is published by and available from the Florida Department of Transportation, Systems Planning Office, 605 Suwannee St., MS 19, Tallahassee, FL 32399-0450).

Florida Department of Transportation Level of Service Handbook. (This handbook is published by and available from the Florida Department of Transportation, Systems Planning Office, 605 Suwannee St., MS 19, Tallahassee, FL 32399-0450).

Highway Capacity Manual (HCM 2000), Transportation Research Board.

Median Handbook. (This handbook is published by and available from the Florida Department of Transportation, Systems Planning Office, 605 Suwannee St., MS 19, Tallahassee, FL 32399-0450).

ITS Planning Guidelines, June 2000. (These Guidelines are published by and available from the Florida Department of Transportation Systems Planning Office, 605 Suwannee St. MS 19, Tallahassee, Florida 32399-0450.)

Florida Roundabout Guide. (This handbook is published by and available from the Florida Department of Transportation, Traffic Engineering Office, 605 Suwannee St., MS 36, Tallahassee, FL 32399-0450).

The Interchange Handbook. (This handbook is published by and available from the Florida Department of Transportation Systems Planning Office, 605 Suwannee St. MS 19, Tallahassee, Florida 32399-0450.)

Transportation Design for Livable Communities. (This document is available from the Department of Transportation Environmental Management Office, 605 Suwannee St. MS 37, Tallahassee, Florida 32399-0450.)

Note: References shall be to the latest editions, in particular for the Department's Level of Service Handbook, the Highway Capacity Manual, HCM 2000, and the Department's Plans Preparation Manuals (Topic Nos. 625-000-005, 625-000-006), 625-000-007 and 625-000-008.

SCOPE:

This procedure will be used by all offices of the Florida Department of Transportation dealing with the FIHS. This Procedure may also be used as a reference document by any other person having an interest in the FIHS.

DEFINITIONS:

The following definitions shall apply unless the context clearly indicates otherwise.

ACTION PLAN means an FIHS Corridor Plan identifying both construction-oriented and traffic management capacity improvement techniques to bring a controlled access facility to FIHS standards. Multimodal and interim, low cost, and short-term improvements to protect the operation and safety of the facility are included. Public involvement, and coordination with MPOs, transit operators, and other local government officials are integrated in this planning process. Model Action Plan Scopes at five levels of detail are available in the FIHS Handbook or from the Systems Planning Office.

CONCEPTUAL MOBILITY ENHANCEMENT ALTERNATIVES are comprehensive, detailed conceptual proposals illustrating and defining the development and improvement of new and existing multimodal transportation facilities and services to increase the multimodal capacity of a controlled or limited access transportation corridor to carry long distance, high speed through trips and to improve urban mobility.

CONNECTED NETWORK means a network of transportation facilities that provides service to the maximum number of origin-and-destination trip pairs through the optimal integration of routes, facilities, and modal transfer facilities.

CONTROLLED ACCESS FACILITY means a street or highway to which the right of access must be highly regulated to maximize the operational efficiency and safety of the through traffic using the facility. Owners or occupants of abutting lands and other persons have a right of access to or from such facilities, only where limited access rights have not been acquired and at such points and in such manner as determined by the Department.

CORRIDOR MANAGEMENT REPORT (CMR) means the report, or its equivalent, approved by the District Secretary or designee, based upon the recommendation of the Director for Planning and Programming, and the Corridor Coordinating Committee, where applicable, that justifies the need for the proposed transportation corridor leading to formal identification of the corridor for purposes of management and/or advance acquisition of right-of-way. See the Department's **Corridor**

Management Procedure (Topic 525-030-140). FIHS corridor plans may serve as CMRs.

CORRIDOR PLANNING AND DESIGN REPORT (CPDR) means an optional and detailed study, based on the approved Corridor Management Report, for a high-priority corridor needed prior to the programming of a Project Development and Environment phase, because of unique circumstances, as determined by the District Director for Planning and Programming, or the Corridor Coordinating Committee. See the Department's *Corridor Management Procedure (Topic 525-030-140)*. FIHS corridor plans may serve as CPDRs.

DECISION SUPPORT SYSTEM (DSS) is an objective, interactive GIS analytical tool for determining the ranking and relative priority of highway segments on the Florida Intrastate Highway System.

DESIGN SPEED means a speed determined by the Department for design and correlation of physical features of a highway that influence vehicle operation. Design speed may be different than the speed limits or speed approved by State or local governments. Procedures involving design speed are set forth in the Department's **Plans Preparation Manual (Topic No. 625-000-007).**

FLORIDA INTRASTATE HIGHWAY SYSTEM (FIHS) means an interconnected statewide system of limited access facilities and controlled access facilities developed and managed by the Department to meet standards and criteria established for the FIHS. It is part of the State Highway System, and is developed for high-speed and high-volume traffic movements. The FIHS also accommodates High-Occupancy Vehicles (HOVs), express bus transit and in some corridors, interregional, and high-speed intercity passenger rail service. Access to abutting land is subordinate to movement of traffic and such access must be prohibited or highly regulated.

FIHS CORRIDOR PLAN is a Master Plan, an Action Plan or a FHWA approved Preliminary Engineering Report.

FLORIDA INTRASTATE HIGHWAY SYSTEM PLAN (FIHSP) is the modal system plan for the FIHS and consists of a set of strategies and projects for the development and implementation of the FIHS including the following three statewide plan components (plus FIHS corridor plans as defined herein): (1.) FIHS 2010 and 2020 Needs Plan. (2.) FIHS 2025 Cost Feasible Plan. (3.) Ten Year FIHS Plan.

FIHS HANDBOOK is a supporting document to this procedure. The "*FIHS Handbook*", developed by the Systems Planning Office, is available by contacting: Florida Department of Transportation, Manager, FIHS Planning, 605 Suwannee St., MS 19, Tallahassee, FL 32399-0450. The purpose of the *FIHS Handbook* is to provide additional technical assistance and techniques in planning, administration and implementing the Florida Intrastate Highway System.

FIHS 2010 and 2020 NEEDS PLAN is a plan that identifies the required improvements needed to address congestion and safety problems on the FIHS through the year 2010 and 2020. Master and Action Plans, where available, are input to the FIHS 2010 and 2020 Needs Plan.

FIHS 2025 COST FEASIBLE PLAN is a plan that identifies the highest priority portions of the FIHS 2010 and 2020 Needs Plan that can be funded with the revenue reasonably expected to be available through the year 2025.

TEN YEAR FIHS PLAN is a 10-year plan for FIHS development derived from the FIHS 2025 Plan. The Ten Year FIHS Plan encompasses the Department's 5-Year Work Program and an additional five years of project detail defined by phase in the Work Program Administration system.

FIHS STATUS REPORT is an annual report to the Florida Legislature, required under **Section 338.001(8)**, **F.S.** describing the status of the FIHS Plan, and summarizing activities and significant system adjustments for the preceding year.

HIGH OCCUPANCY VEHICLE (HOV) LANES means highway lanes reserved for High Occupancy Vehicles, commonly defined as vehicles with at least 2 or 3 occupants.

INTELLIGENT TRANSPORTATION SYSTEMS (ITS) is a term for a system of technological innovations that develop or apply electronics, communications, and information processing technologies to improve the efficiency and safety of surface transportation systems.

INTERMODAL means between or including more than one means or mode of transportation. See Multimodal.

INTERSTATE POLICY TASK FORCE consists of the Assistant Secretaries of the Department, the State Transportation Planner, the State Public Transportation Administrator, and the District Secretary for the District in which the Interstate segment under consideration by the Interstate Policy Task Force is located.

LIMITED ACCESS FACILITY means a street or highway especially designed for through traffic and over, from, or to which owners or occupants of abutting land or other persons have no right or easement of access, light, air, or view because their property abuts upon such limited access facility or for any other reason. Such facilities exist where the Department has acquired limited access rights from property owners abutting the facility.

MASTER PLAN means a Department-adopted multimodal transportation plan identifying proposed improvements, operations management actions and investments to limited access facilities (Interstate, Turnpike, and other expressways) consistent with both the Interstate and Turnpike policies and priorities, to increase

mobility in a particular limited access highway corridor. Phasing, facilities management, and financing plans are included.

Master Plans also identify potential new or modifications to existing interchanges. Public involvement and coordination with MPOs, transit operators, and other local government officials are integrated in this planning process.

METROPOLITAN PLANNING ORGANIZATION (MPO) means the lead transportation planning body for urbanized areas more than 50,000 in population as required by Federal Law and **Section 339.175**, **F.S.**

MOBILITY MANAGEMENT PROCESS/CONGESTION MANAGEMENT SYSTEM (MMP/CMS) is Florida's response to the Congestion Management System (CMS) requirements of the Transportation Efficiency Act (TEA21) of 1999 as set forth in the FHWA/FTA interim final rule on management and monitoring systems (23 C.F.R. Part 500). See also **Section 339.175(5)(c)(1), F.S**.

MULTIMODAL means concerning or involving more than one transportation mode.

NATIONAL HIGHWAY SYSTEM (NHS) is an interconnected system of principle arterial routes which serve major population centers, international border crossings, ports, airports, public transportation facilities, and other intermodal transportation facilities and other major travel destinations; meet defense requirements; and serve interstate and interregional travel.

PROJECT DEVELOPMENT AND ENVIRONMENTAL (PD&E) STUDY is the process by which the Department develops preliminary engineering and environmental alternatives leading to project location and environmental approval. This effort is accomplished as part of meeting Federal National Environmental Policy Act (NEPA) and State environmental requirements.

RURAL AREAS are those areas outside urban and urbanized areas.

SEGMENT as applied to the FIHS, means a corridor or roadway length between two other FIHS facilities, or another logical definition based on transportation considerations as applied by the appropriate District.

SPECIAL USE LANES are travel lanes reserved for special purpose other than general traffic. These include high-occupancy vehicles (HOV), high occupancy toll lanes (HOT), express toll lanes, interregional traffic lanes, exclusive bus lanes or express bus lanes, and exclusive truck lanes. These lanes may or may not be physically separated from the adjacent general purpose travel lanes, depending on the type of special use lanes installed. Implementation of special use lanes involves the modification of the design and/or operation of a roadway facility in order to provide priority treatment for either carpools, vanpools, buses, trucks or through traffic.

STATE HIGHWAY SYSTEM (SHS) is the network of highways under the jurisdiction of the State of Florida.

SYSTEMS PLANNING OFFICE is the office located within the Central Office of the Florida Department of Transportation with designated responsibility for statewide FIHS planning.

URBAN AREA means a place with a population of between 5,000 and 50,000 and not in an urbanized area. The applicable boundary includes the urban area as designated most recently by the U.S. Bureau of Census and the surrounding geographical area agreed upon by the FDOT, the local government, and the Federal Highway Administration (FHWA). The boundaries are commonly called FHWA Urban Area Boundaries and include those areas expected to develop medium population density before the next decennial census.

URBANIZED AREAS means the urbanized area as designated most recently by the U.S. Bureau of Census and surrounding geographical areas, as agreed to by the Department, the MPO, and FHWA commonly called the FHWA Urbanized Area Boundaries. These areas contain a population of at least 50,000 persons.

WORK PROGRAM ADMINISTRATION (WPA) is the system by which the Department defines specific projects and project phases balanced to state and federal funds appropriated to the Department. Aggregation of project and phase detail defined in the WPA for five fiscal years constitutes the Department's Work Program.

Section 1

THE FLORIDA INTRASTATE HIGHWAY SYSTEM

This Section provides an overview of the Florida Intrastate Highway System (FIHS) including basic responsibility of the Florida Department of Transportation, FIHS components, and general policies.

1.1 BACKGROUND

The FIHS is an interconnected statewide system of limited access and controlled access facilities developed and managed by the Department to meet specific standards and criteria. The FIHS consists of both existing highways and a limited number of proposed highways designated to serve high-speed and high-volume traffic. The FIHS also accommodates High-Occupancy Vehicles (HOVs); light rail, express, and local bus transit; and, in some corridors, high-speed rail transit. In addition to person movement, the FIHS also provides for goods and products movement.

1.2 DEPARTMENT RESPONSIBILITY

Sections 334.046 and **335.02**, **F.S.**, taken together, require the Department of Transportation to develop and implement the FIHS. **Section 338.001**, **F.S.**, requires the Department to plan and develop the FIHS, including establishing the standards and criteria for the functional characteristics and design of FIHS facilities. These responsibilities include designation of the statewide system of limited and controlled access facilities, and preparing, administering, and implementing the Florida Intrastate Highway System Plan (FIHSP).

1.3 COMPONENTS OF THE FIHS

The FIHS consists of the following components of the State Highway System:

- Interstate Highways
- The Florida Turnpike System
- Other interregional and intercity limited access facilities
- Existing interregional and intercity arterial highways previously upgraded or upgraded in the future to FIHS standards
- Proposed limited access facilities necessary to complete a balanced statewide system

1.4 STATUTORY AND POLICY GUIDELINES

The Department shall adhere to the following statutory and policy guidelines in the development of the FIHS (Section 338.001, F.S.):

1.4.1 Capacity Improvements

Make capacity improvements to existing facilities where feasible to minimize costs and environmental impacts.

1.4.2 Upgrade Existing Roadways

Identify appropriate arterial highways in major transportation corridors for inclusion in a program to bring these facilities up to controlled access facility standards.

1.4.3 Coordinate with Other Transportation and Government Authorities

Coordinate proposed system projects with appropriate limited access projects undertaken by expressway authorities and local governmental entities.

1.4.4 Maximize Use of Limited Access Roadway Standards

Maximize the use of limited access facility standards when constructing new arterial highways.

1.4.5 Identify Need for New Roadways

Identify appropriate new limited access highways as candidates for inclusion as part of the Florida Turnpike System.

1.4.6 Consistency with Local Governments

To the maximum extent feasible, ensure that proposed system projects are consistent with approved local government comprehensive plans of the local jurisdictions in which such facilities are to be located and with the long range plan and transportation improvement program of any metropolitan planning organization in which such facilities are to be located.

1.4.7 Annual FIHS Status Report

The Department is required to prepare and submit a status report on the FIHSP annually to the legislative transportation committees no later than 14 days after the regular legislative session convenes. This report summarizes the activities of the previous year and the current conditions of the FIHS.

1.4.8 Consistency with Florida Agency Plans

Ensure that the development of the FIHS is consistent with the policies, goals, and objectives of the Florida Transportation Plan (FTP), the FIHSP, Strategic Regional Policy Plans (SRPPs), and the State Comprehensive Plan.

1.4.9 Intrastate Highway System Program Development

Adhere to the Intrastate Highway System Program Development Procedure (Topic No. 525-030-255).

1.4.10 Multimodal Facilities

Develop the FIHS to serve multimodal transportation objectives to include High Occupancy Vehicles (HOVs), express bus transit, light rail transit, and, in some corridors, high speed interregional passenger rail service.

1.4.11 Interconnected System

Provide an interconnected, intermodal system serving statewide economic and transportation needs.

1.4.12 Emergency Service

Develop the FIHS to serve hurricane and other emergency evacuation mobility needs.

1.4.13 Coordination with Other Modal Plans

The FIHS is to be coordinated with plans for other modes, including aviation, rail, high speed rail, conventional transit, the transportation disadvantaged, bicycles/pedestrians, and seaports.

Section 2

FIHS STANDARDS AND CRITERIA

Florida statutes require the Florida Department of Transportation to plan and develop the FIHS and to establish the standards and criteria for the system. **Section 338.001**, **F.S.** requires a statewide transportation network that provides for high-speed and high-volume traffic movements. **Section 338.001**, **F.S.** further states access to abutting land is subordinate to this function, and must be prohibited or highly regulated. In order to deliver the statewide system described in **Section 338.001**, **F.S.** to the citizens of Florida, standards and criteria must be established which provide for high-speed and high-volume traffic movements and also result in a system that is safe, provides mobility for people and goods and enhances the economy of the state. This Section of this procedure identifies those standards and criteria and gives guidance on their use.

2.1 GENERAL

The system operational standards for planning purposes are based on the Department's adopted Level of Service Standards as defined in *Rule Chapter 14-94 F.A.C.*, and on the Access Management Classification System and Standards as defined *in Rule Chapter 14-97 F.A.C.* Detailed design criteria for development and modernization of the FIHS are based on standards established in this procedure and the Department's *Plans Preparation Manual*. Refer to the *FIHS Handbook* for further guidance and assistance.

2.1.1 Use of FIHS Standards

FIHS standards shall be followed to the greatest extent feasible in review of specific corridors and facilities, development of FIHS corridor plans, and the design of specific improvements for the FIHS.

Transportation Design for Livable Communities (TDLC) may be considered for FIHS facilities when appropriate. Advice on typical application of TDLC techniques can be found in the Department's *Transportation Design for Livable Communities* and *Chapter 21* of the Department's *Plans Preparation Manual, Volume I (English* and *Metric)*. When use of TDLC techniques result in design exceptions or design variations for FIHS design speed, the variation process identified in this procedure shall be utilized.

2.1.2 Phased Implementation of Planned Improvements to Achieve Standards

FIHS corridor plans provide for implementation of interim improvements phased-in over time. See **Section 3.3**. Where appropriate, and in coordination with resurfacing restoration and rehabilitation work, Districts should develop projects to implement as

early as practicable the initial phases of improvements defined in FIHS corridor plans to achieve progress toward new construction standards, consistent with need, funding constraints and the priority of the FIHS corridor.

2.1.3 Future Opportunities for Improvement

Districts are expected to capitalize on opportunities for improvement such as corridor redevelopment, changes to developed land or physical facilities that may have initially hindered or prevented achievement of full FIHS standards; or any other unique circumstances which may arise after development of a Master Plan, an Action Plan, or corridor improvements.

2.2 FIHS STANDARDS FOR PLANNING AND DESIGN

FIHS corridor plans must address all FIHS standards and diligently seek to achieve each and every FIHS standard appropriate for the corridor being studied, prior to the PD&E and Design phases.

2.2.1 Design Speed Standards and Geometric Design Criteria

2.2.1.1 Design Speed Standards

FIHS facilities shall be designed to safely accommodate high-volume travel at the highest practical speed. For all new facilities and for the reconstruction of existing facilities design speed standards shall be as follows:

(A) Limited Access Facilities

The design speed for limited access facilities shall be at least 70 MPH (110 km/h) in rural and urban areas and at least 60 MPH (100 km/h) in urbanized areas.

(B) Controlled Access Facilities

The design speed for controlled access facilities shall be at least 65 MPH (110 km/h) in rural areas and at least 50 MPH (80 km/h) in urban and urbanized areas.

2.2.1.2 Geometric Design Criteria

(A) Limited Access Facilities

For limited access FIHS facilities, new construction design criteria for freeway type facilities as designated in the Department's *Plans Preparation Manuals (Topic Nos. 625-000-005* and *625-000-006)* shall be used.

(B) Controlled Access Facilities

For controlled access FIHS facilities, design criteria for new arterial roadway construction as designated in the Department's *Plans Preparation Manuals (Topic Nos. 625-000-005* and *625-000-006)* shall be used. Maximize the use of limited access facility standards when constructing new arterial highways.

2.2.1.3 Design Exceptions and Design Variation Process for Design Speed Standards on the FIHS

Portions of existing FIHS facilities may not currently (or in the future) meet FIHS design speed criteria. These existing facilities do not require exceptions.

Improvements to existing FIHS facilities and new construction should meet these criteria. However, occasionally it becomes necessary to deviate from the design speed standards when improving existing or constructing new FIHS Facilities. Whenever this is necessary, a design exception or design variation is required. All potential design exceptions and design variations for design speed shall follow the process outlined in the Department's Plans Preparation Manual and be identified in the earliest possible planning or production phase. Additionally, these design exceptions and design variations require the concurrence from the State Highway Engineer.

Upon completion of the District's conceptual concurrence and analysis phases in the District involving at a minimum staff with expertise in Design, Environmental Management, Right of Way and Planning, the District Design Engineer will submit a signed design exceptions or design variations to the Central Office for concurrence. The State Highway Engineer shall coordinate review of the design exceptions or design variation with the State Transportation Planner. The State Highway Engineer will make a determination on the design exception or design variation considering its impact on the function of the FIHS, as well as considering design speed and related geometric design criteria.

When the design exceptions or design variations impacts are significant enough in the judgment of the State Transportation Planner to affect the viability of the facility as an FIHS corridor, the design exception or design variation will be reviewed with the Assistant Secretary for Transportation Policy. As a result of this review, the Assistant Secretary may recommend to the Secretary removal of the FIHS facility from the FIHS, and may request designation of an alternative FIHS corridor. In the event the FIHS facility is removed from the FIHS, the design exception or design variation will no longer require the concurrence from the State Highway Engineer.

2.2.2 Level of Service (LOS) Standards for Planning and Design

FIHS facilities shall be planned and designed to operate within the current adopted Level of Service Standards, as defined in *Chapter 14-94, F.A.C.*, the Department's *Florida Intrastate Highway System Program Development Procedure (Topic No. 525-030-255)* and *Section 335.02(3), F.S.*

2.2.2.1 Planning Standards for Traffic Analysis

The 100th highest traffic volume hour of the year shall be used for planning purposes including deficiency analysis, Local Government Comprehensive Plan (LGCP), Strategic Regional Policy Plan (SRPP), and Development of Regional Impact (DRI) reviews.

2.2.2.2 Design Standards for Traffic Analysis

The 30th highest traffic volume hour shall be used for development or review of FIHS corridor plans, Interchange Justification Reports or Interchange Modification Reports, and the specific design of FIHS facilities.

2.2.2.3 Variation Process for Level of Service Standards

Occasionally, it may be necessary to deviate from the Level of Service standard.

All potential variations regarding Level of Service should be identified and analyzed in the earliest possible planning phase. As a result of this analysis, in extreme cases, it may be appropriate to remove the FIHS facility from the FIHS, and request designation of an alternative FIHS corridor.

2.2.3 Access Management Standards for Planning and Design

Section 338.001, F.S., authorizes the Department to develop the FIHS to safely provide for high-speed and high-volume traffic movements as its primary function. The following standards and techniques for access management are necessary to deal with the conflicts associated with the provision of high-speed and high-volume facilities while providing the necessary access to abutting land.

Access management standards shall be applied to all FIHS planning and design processes.

2.2.3.1 Access Management Standards for Limited Access Facilities

(A) Standards

Access standards for limited access facilities shall be as defined in *Rule Chapter 14-97 F.A.C.*, and the Department's *Plans Preparation Manual*.

(B) Requests for New or Modified Access to Existing Limited Access Facilities

Approval of new access (interchanges) to existing limited access facilities shall be minimized consistent with the Department Policy on *Approval of New or Modified Access to Limited Access Facilities (Topic No. 000-525-015)*. Approval of modifications to existing access (interchanges) shall be based on a consideration of both operational and safety needs. Requests for new or modified access to limited access facilities shall be considered and reviewed consistent with the process and requirements of the Department's *Interchange Justification Procedure (Topic No. 525-030-160)* and the *Department's Interchange Handbook*.

(C) Approval of Access for New Limited Access Facilities

Planning and design of access connections to new limited access facilities which will be added to the FIHS shall be consistent, to the maximum extent possible, with the interchange spacing standards as contained in *Rule 14-97*, *F.A.C.*, and with the guidelines in the *Interchange Handbook*. The proposed access shall also be consistent with the legislative intent for the FIHS, as defined in *Section 338.001 F.S.*, to be a high speed/high volume facility.

When exceptions to interchange spacing standards on new limited access facilities are needed, the District will submit a request with supporting justification to the State Transportation Planner. The State Transportation Planner will coordinate review of requests for variations with the State Highway Engineer. The Assistant Secretary for Transportation Policy will make a determination on the request.

2.2.3.2 Access Management Standards for Controlled Access Facilities for Planning and Design

(A) Standards

The access management standards for controlled access segments of the FIHS shall be those contained in Access Class 2 or 3 as defined in Department *Rule Chapter 14-97, F.A.C.*, and the Department's *Plans Preparation Manual (Topic No. 625-000-007)*.

(B) Other Access Management Classifications

Other access management standards may be assigned to a segment of the FIHS through a corridor access management plan developed as part of the Action Plan for the segment. The plan should define the highest standards attainable where Class 2 or 3 would not be feasible. In certain cases, a lower standard may lead to removal of the segment from the FIHS.

(C) Design of Medians and Median Openings

The minimum median width standards for the FIHS should be those in the Department's latest *Plans Preparation Manuals (Topic Nos. 625-000-005 and 625-000-006)*. Safe accommodation of left turns and Uturns to ensure minimum interference with through traffic on controlled access facilities shall be provided through greater than minimum median width to accommodate these movements or through other strategies. Other strategies may include the use of such techniques as flared approaches, jug-handle designs, or roundabouts when properly justified and result in safe and efficient traffic operation. Refer to the Department's *Median Handbook* and the *Florida Roundabout Guide* for additional details.

(D) Deviation from Median Opening Standards

Deviation from median opening standards shall follow the Department's *Median Opening and Access Management Decision Process (Topic No. 625-010-021)* which requires more analysis and justification when considering deviations from these standards on the FIHS.

(E) Access Around Interchanges and Intersections

The access management in the areas around interchanges with FIHS limited access facilities and at at-grade intersections is extremely critical. These areas are specially treated in *Rule 14-97.00 3(1)(y) F.A.C.* Since the safe and efficient operation of the FIHS is dependent, in good part, on the operation of these areas, it may be necessary to use strategies such as service roads, corridor management, coordination with local governments on site plans and land development regulations, and the purchase of additional limited access right of way in order to assure good operation. Implementation of these strategies can be facilitated through coordination with local governments on site plans and land development regulations.

(F) Public Involvement/Notification

The interested public and affected parties will be informed about and involved in the access management and median opening decision process. The most recent Department guidance on public involvement and notification for access management and median opening actions by the Department shall be followed.

2.2.4 Maximum Number of Lanes on the FIHS

The FIHS shall be developed in accordance with the Department's *Florida Intrastate Highway System Program Development Procedure (Topic 525-030-255) and Section 335.02(3), F.S.*

2.3 CRITERIA

2.3.1 Connectivity

The FIHS shall be a connected network.

2.3.1.1 Connection to Other FIHS Facilities

All FIHS facilities shall connect to or terminate at another FIHS facility.

2.3.1.2 Urbanized Areas

All Urbanized Areas shall have an FIHS limited access or controlled access facility entering, passing through, or within reasonable proximity of the area.

2.3.2 Jurisdiction

All FIHS facilities shall be a part of the State Highway System (SHS). Facilities not on the SHS which are proposed for addition to the FIHS shall be added to the SHS prior to addition to the FIHS.

2.3.3 Department Concurrence in Design for Facilities to be Added to the FIHS

The Department should be involved in the planning and design for any new limited or controlled access highway to be built by other jurisdictions and to be added to the SHS and the FIHS. The Department should review the design plans for conformance with operational, spacing, and geometric standards.

2.3.4 Consistency with the National Highway System (NHS)

Maximum consistency should be maintained between the FIHS and the NHS. All FIHS facilities should be a part of the NHS. When additions to the FIHS are made,

the District should begin efforts to review the need to accomplish the same changes to the NHS.

2.3.5 Special Mobility Techniques

Considerations for mobility improvements beyond additional lanes shall be a part of FIHS planning and implementation.

2.3.5.1 Intelligent Transportation Systems (ITS)

FIHS corridors shall be considered for appropriate ITS applications and techniques, in accordance with the Department's ITS Strategic Plan and the ITS Planning Guidelines. ITS applications should be coordinated through the ITS Program Office. When used, ITS shall be integrated into the analysis, design, and operation of the facility.

2.3.5.2 Facilities Operations and Management Plans

A Facilities Operation and Management Plan shall be developed for all limited access FIHS facilities in urbanized areas with 200,000 or greater population. The plan shall provide a complete, functional facility during all stages of development. ITS will be an integral part of operations and management plans. The full range of transportation system and demand management and operations techniques shall be considered, including ramp metering, message boards, incident management, and other techniques for managing demand and access. Incident management plans shall be developed for crashes, environmental disasters, hurricanes, and other emergency evacuation needs.

2.3.5.3 Provision of Special Use Lanes for Through Traffic, Transit Vehicles, and Other HOVs

Analysis of physical separation of local and through traffic using special use through lanes or collector-distributor systems (for limited access facilities) and interconnected service roads (for controlled access facilities) or similar techniques should be made during the Master Plan or Action Plan processes. Physical separation may mean a barrier or other separation technique. Physical separation will be required on limited access facilities for exclusive lanes serving both HOV and through vehicles (including single occupant through vehicles) to facilitate enforcement.

2.3.5.4 HOV Lanes

High Occupancy Vehicle (HOV) lanes may be provided on all FIHS facilities when analysis performed in the development of the corridor plan determines they are feasible.

2.3.5.5 Special Use or HOV Lane Enforcement

When special use or HOV lanes are proposed, Master and Action Plans shall contain an appropriate enforcement plan element, developed with the Florida Highway Patrol and local law enforcement officials. Design features shall include enforcement areas where possible for safely stopping and dealing with violators, without adverse impact on traffic movements.

2.3.5.6 Intermodal Linkages

Intermodal linkages shall be considered in the planning, design, and development of the FIHS.

2.3.5.7 Grade Separations for Railroad Crossings

All limited access FIHS facilities shall have full grade separations at railroad crossings. Grade separations for controlled access facilities shall be considered in the planning and design of the facility.

2.3.5.8 Right of Way Advance Acquisition and Management

Opportunities and priorities for the acquisition of right of way and/or right of access shall be considered in FIHS corridor plan development. When FIHS improvements are phased, the right of way for the ultimate section shall be identified for coordinated management with local government or purchased as part of the initial stage implementation. Right of access and key right of way parcels should be purchased where possible at critical locations along the corridor in anticipation of long-term improvement to a multi-lane, grade-separated, and in some instances, limited access, facility.

2.3.5.9 Bicycle and Pedestrian Facilities

Florida Statutes authorize the Department to develop the FIHS to provide for high-speed and high-volume traffic movement as its primary function. In this context, accommodation of bicycles and pedestrians requires a careful balancing of the primary function of the FIHS with the safety of bicycles, pedestrians, and vehicular traffic.

Bicycle and pedestrian facilities shall not be provided on FIHS limited access roadways. For FIHS controlled access facilities, the safe movement of bicycles and pedestrians must be carefully considered and accommodated in such a way as to have no adverse impact to safety, capacity or speed. Separate, offsite, and/or parallel facilities shall be used where practical and feasible. Bicycle facilities shall be consistent with the requirements of the Department's *Plans Preparation Manuals*, (*Topic Nos. 625-000-007* and *625-000-008*).

2.3.5.10 Traffic Signals

The Facility Operations and Preservation Element contained in Action Plans for controlled access facilities shall minimize the addition of signals and make recommendations for optimizing the existing signal system to meet FIHS level of service and access management standards.

2.3.5.11 Other Intersection Strategies

Other intersection strategies such as flared approaches, jug-handle or roundabouts may be used as appropriate in controlled access elements of the FIHS. Refer to the Department's *Florida Roundabout Guide* and *Median Handbook*. Such strategies should be designed to maximize the level of service for the FIHS facility.

2.3.5.12 Right of Way and Access Management - Agreements with Local Governments

In accordance with requirements set forth in the Department's *Corridor Management Procedure* (*Topic No. 525-030-140*), coordination with local governments in corridor designation and management is essential. This coordination should seek designation of the FIHS corridor in the local government comprehensive plan, and encourage local governments to adopt a corridor management ordinance to support the Department's FIHS standards and manage land uses within the corridor once the corridor has been designated in the local plan.

Section 3

FIHS PLAN DEVELOPMENT PROCESS

This Section presents the responsibilities and duties among Department offices for FIHS plan development activities. Further explanation and assistance may be found in the *FIHS Handbook*.

3.1 FIHS PLAN DEVELOPMENT RESPONSIBILITIES

The Florida Intrastate Highway System Plan (FIHSP) shall be developed in a coordinated effort among the Department's District Planning Offices, the Systems Planning Office, MPOs, local government units, and other public and private organizations as appropriate.

The Systems Planning staff, working with the District FIHS Coordinators, establishes the criteria and method for developing the FIHSP. The Districts and Systems Planning staff work together to identify where FIHS Corridor Studies are needed, define needed 2010 and 2020 FIHS improvements (FIHS 2010 and 2020 Needs Plan) and those priority improvements for which funding is anticipated by 2025 (FIHS 2025 Cost Feasible Plan). The Ten Year FIHS Plan is jointly developed from the cost feasible plans by the Districts and Systems Planning staff. The Statewide component of the Ten Year FIHS Plan is developed on a statewide basis with the Intrastate Program Manager as detailed in the Department's *Intrastate Highway System Program Development Procedure (Topic No. 525-030-255)*.

3.1.1 Systems Planning Office

The Department's Central Office Systems Planning Office, working with each District FIHS Coordinator, compiles the statewide FIHS 2010 and 2020 Needs Plan, the FIHS 2025 Cost Feasible Plan, the Ten Year FIHS Plan, and produces the annual FIHS Status Report. The Systems Planning Office reviews and develops FIHS standards, FIHSP procedures and methodologies, associated mapping, reports, documentation, and the Decision Support System to assist in determining the relative priority of FIHS segments. The Systems Planning Office also provides oversight to the development of FIHS corridor planning studies.

3.1.2 District Planning Offices

Each District Planning Office supports the preparation of its component of the FIHS 2010 and 2020 Needs Plan, the FIHS 2025 Cost Feasible Plan and the Ten Year FIHS Plan, and coordinates development of these plans with the affected Metropolitan Planning Organizations and other local government entities. Each

District ensures that its FIHS facilities are consistent with the policies, goals, and objectives of the FTP, and, to the maximum extent feasible, the Transportation Improvement Program of the Metropolitan Planning Organization and Local Government Comprehensive Plan in which the FIHS is located. To support FIHS planning activities the Districts will provide future traffic estimates for the FIHS to the Systems Planning Office (see the *FIHS Handbook* for details). In addition, each District provides input for FIHS modifications and refinements, and is responsible for developing, coordinating and distributing FIHS corridor plans.

3.2 INTEGRATING PLANNING AND PROGRAMMING

3.2.1 Office of Program Development

The Department's Central Office of Program Development allocates funds to the Districts for the District Intrastate components of the FIHS. For the Statewide intrastate component, funds are determined and managed on a statewide basis in accordance with the Department's *Intrastate Highway System Program Development Procedure (Topic No. 525-030-255)*.

3.2.2 Project Phase Detail and Five-Year Work Program Development

3.2.2.1 Ten Year Statewide Intrastate Component Plan

For the Ten Year Statewide Intrastate Plan, the Districts shall define project cost and phase information and enter the information into (WPA). Statewide balancing is accomplished by the Intrastate Program Manager working with the Central Office Systems Planning staff in accordance with the Department's *Intrastate Highway System Program Development Procedure (Topic No. 525-030-255)*.

3.2.2.2 Ten Year District Intrastate Component Plan

The Ten Year District Intrastate Component Plan shall contain project cost and phase information defined in sufficient detail to support development and management of preconstruction project phases programmed in the Five Year Work Program. The new fifth year of the Five Year Work Program for District Intrastate Component projects shall be defined by selecting the highest priority projects from the Ten Year District Intrastate Component Plan.

3.2.3 Review

The Ten Year FIHS Plan (Statewide and District components) shall be mapped and reviewed by District and Central Office Systems Planning staff.

3.2.4 Approval

The Ten Year FIHS Plan shall be subject to the review and approval of the Assistant Secretaries for Transportation Policy and Finance and Administration.

3.3 DETAILED FIHS CORRIDOR PLANS

FIHS Action and Master Plans are required to support and add detail to the FIHS Cost Feasible Plans. Usually it is unnecessary to develop a detailed FIHS corridor plan for portions of the FIHS not included in the FIHS Cost Feasible Plans. However, in locations of rapid corridor development, it may be necessary to develop a sketch corridor plan to coordinate right of way advance acquisition and management actions with local governments.

3.3.1 Master Plans for Limited Access Facilities

Master Plans shall be developed for FIHS limited access facilities based on need, consistent with the FIHS 2010 and 2020 Needs Plan and the FIHS 2025 Cost Feasible Plan

3.3.1.1 Basic Requirements and Content

Master Plans shall be based on the Model Master Plan Scope document included in the *FIHS Handbook*, or available from the Systems Planning Office. Public involvement and coordination with MPOs, transit operators, and other local government officials is essential.

The Master Plans shall contain a thorough analysis of Conceptual Mobility Enhancement Alternatives, and shall present recommendations concerning a schedule for implementation, phasing, financing of construction, and cost estimates of the various components of each Master Plan. The Master Plans shall present information in a manner to support the FIHS 2025 Cost Feasible Plan and the Department's PD&E phase of project implementation.

3.3.1.2 Approval

The Interstate Policy Task Force shall approve all Interstate Master Plans. Interstate Master Plans approved by the Interstate Policy Task Force will be forwarded to the Federal Highway Administration for their review and concurrence.

3.3.2 Action Plans for Controlled Access Facilities

Action Plans shall be developed for FIHS controlled access facilities based on need and consistent with the FIHS 2010 and 2020 Needs Plan and the FIHS 2025 Cost Feasible Plan.

3.3.2.1 Contents of Action Plans

Each Action Plan shall contain two documents: (1) The Action Plan Technical Document containing a Traffic Memorandum, a Facility Operations and Preservation Element (must include an Enforcement Plan Element when HOV/Special Use lanes are involved), a Facility Enhancement Element, and an Environmental Element; and (2) the Action Plan Summary summarizing the study and its findings. The Action Plan shall develop alternatives for capacity improvements, including multi-modal, transit, and congestion management techniques. The Action Plan shall consider modification of existing facilities, construction of new facilities, intermodal linkages, use of alternative corridors or modes, and similar techniques to improve traffic service in the study segment or corridor. Action Plans shall serve to coordinate recommendations with the area's Mobility Management Process/Congestion Management System (MMP/CMS)Plan.

3.3.2.2 Level of Detail

The level of detail for each Action Plan shall depend upon the status of the roadway corridor or segment in the FIHS 2010 and 2020 Needs Plan, the FIHS 2025 Cost Feasible Plan, the Ten Year FIHS Plan, and whether a Project Development and Environmental (PD&E) Study is being performed or has been completed. A corridor may be divided into segments, with different levels of Action Plans prepared for each segment. Guidance is provided in the model Action Plan scope documents included in the *FIHS Handbook*, or available from the Systems Planning Office.

3.3.3 Cooperation and Coordination with MPOs and Local Governments

Public involvement and coordination with MPOs, Regional Planning Councils, public transportation agencies (transit, airports and seaports) and local governments is required. All components of the Florida Intrastate Highway System Plan defined in this procedure, and plans developed by local governments, Regional Planning Councils, public transportation agencies (transit, airports and seaports) and MPOs shall be coordinated. During the planning process, all Master Plans and Action Plans shall be developed in cooperation with MPOs and local governments. Coordination shall be provided with local governments to ensure consistent land use planning and access regulation activities for abutting lands.

3.4 Relationship of FIHS Corridor Plans to Project Development & Environmental (PD&E) and Other Production Activities

FIHS corridor plans shall be oriented to reaching general agreement on a preferred design concept and scope to be implemented for the corridor.

FIHS corridor plans shall not normally seek a Class of Action Determination. This shall be accomplished in the subsequent PD&E phase along with refinement of the recommended preferred alternative defined in the corridor plan. Typically, the FIHS

corridor plan will define the preferred corridor alternative and perform fatal-flaw, order of magnitude environmental analysis. The PD&E phase will refine the preferred alternative (detailed engineering analysis) and complete the environmental analysis. Generally, no further corridor level alternatives analysis will be conducted in the PD&E phase. The Preliminary Engineering Report for a PD&E study may be used in lieu of a corridor Action Plan or Master Plan if such plans have not been completed prior to the PD&E Study.

FIHS corridor plans, all PD&E, and other production activities shall be consistent. See the *FIHS Handbook* for further details.

Section 4

FIHS IMPLEMENTATION RESPONSIBILITIES

This Section presents the responsibilities and duties among Department offices for FIHS implementation activities.

The District is responsible for implementing all improvements to the FIHS consistent with FIHS corridor planning. The District is also responsible for ensuring permitting, operations, and production activities are consistent with FIHS corridor plans. This responsibility will be carried out routinely by the FIHS Corridor Management Team appointed in the District.

4.1 FIHS PLAN IMPLEMENTATION

4.1.1 Role of Planning

FIHS corridor plans establish an improvement plan containing interim and final recommendations to bring a facility up to FIHS standards. These plans also present methods to preserve a corridor's transportation service until major improvements are warranted or can be financed, and serve to establish and improve communication between the Department, local government and transportation officials, and the general public.

4.1.2 FIHS Coordinators

Each District shall designate an FIHS Coordinator to coordinate the development and implementation of the FIHS. Each District shall provide the necessary support to the FIHS Coordinator to facilitate the function. The Coordinator shall report any roadway feature changes that occur on the FIHS to the Manager, FIHS Planning in the Systems Planning Office of Central Office.

4.1.3 Local Government Notification and Assistance in Corridor Management

The Department should coordinate with local governments on the management of FIHS corridors. Activities may include designation of the corridor in the local government comprehensive plan, encouraging development of local corridor management ordinances, and providing other assistance to the local government. Completed and approved FIHS corridor plans shall serve as notification to local governments of plans for the corridor. In addition, the Department may pursue advanced acquisition of right of way consistent with corridor plans.

4.1.4 Corridor Management Reports (CMRs) and Corridor Planning and Design Reports (CPDRs)

FIHS corridor plans meet all requirements for CMRs or CPDRs, depending on the level of scope detail selected and may be used as equivalent documents. Refer to *Corridor Management Procedure (Topic No. 525-030-140)* and the *FIHS Handbook*.

4.2 FIHS CORRIDOR MANAGEMENT TEAM

4.2.1 Purpose and Duties

A FIHS Corridor Management Team should be formed for each FIHS Corridor. The team will provide overall coordination between the different Department offices and with outside agencies and entities during the entire corridor development process to ensure the FIHS corridor is planned, developed, designed, constructed and managed consistently with FIHS standards and with the approved FIHS Corridor Plan.

On FIHS corridors the FIHS Corridor Management Team will perform the duties identified for the Project Management Team in the Department's project development process developed by the Planning/Environmental Management Office (PLEMO) Partners. Each FIHS Corridor Management Team should coordinate its activities with the Corridor Coordinating Committee identified in the *Corridor Management Procedure (Topic No. 525-030-140)*.

4.2.2 Organization, Function, and Responsibilities

The District may exercise organizational flexibility in the establishment of Corridor Management Teams. In some Districts, the Corridor Coordinating Committee has broad District-wide responsibilities for multiple corridors. A District might elect to designate this committee to also perform the functions of the FIHS Corridor Management Team. In this event, specific teams with responsibility to manage individual FIHS corridors should also be formed. The FIHS Coordinator may serve as the convener/staff and perhaps facilitator to the Corridor Management Team due to the Coordinators overall responsibility and knowledge of the procedure and system.

Regardless of the organizational approach, the District is required to provide a knowledgeable group of experts with appropriate direction and structure to manage the overall development and operation of each FIHS corridor from planning through construction and subsequent operation. Team staffing and activity will depend on the complexity of the corridor, its importance to the FIHS, and development pressures along the corridor.

The following paragraphs describe the function and organization of the team which should result when the Districts set up a FIHS Corridor Management Team or its equivalent.

As the FIHS corridor progresses through planning, PD&E, Design, Right of Way, and construction, the involvement of experts on the team will change. For instance, in the planning phase, planning staff will be heavily involved. In the design phase, design staff will be heavily involved with lesser involvement of PD&E staff and modest involvement of planning staff. Leadership of the team may also change as corridor work progresses, however all team members remain involved.

The team should be appointed before the initiation of corridor planning in order for the team to participate in developing the scope of the work for the corridor plan and in reviewing the corridor planning analysis.

The team's responsibility shall be to achieve coordination of effort among different Department offices, and outside or local agencies or participants, and to ensure corridor development is consistent with completed and approved FIHS corridor plans. Proposed access conditions or operations on FIHS corridors, PD&E, and design activities shall be reviewed by the team to ensure consistency with the completed and approved FIHS corridor plan, to include oversight and management of access permitting and operation of the FIHS corridor.

In circumstances where the FIHS corridor plans are already complete, the team involved in developing the plan may be reconstituted as the Corridor Management Team.

4.2.3 Team Composition

The Corridor Management Team should consist of representatives from all or some of the following Department offices depending on the scope of the project:

- Planning
- Public Transportation
- Environmental Management
- Value Engineering
- Traffic Operations (including Access Management)
- Design (including Utilities and Drainage)
- Right-of-Way
- Construction
- Maintenance
- Consultant Project Management
- Local government representatives, where appropriate, may be asked to participate.

4.3 FIHS STATUS CHANGE ACTION

4.3.1 When Required

A status change action is required to:

- (A) Add a segment to the FIHS
- (B) Delete a segment from the FIHS
- (C) Change a segment from a limited access or controlled access classification.

4.3.2 Who May Make Request

Requests for change of status for FIHS corridor segments shall originate from a District, or from the Systems Planning Office in consultation with the District(s). Any request originating outside the Department shall be made through the appropriate District.

4.3.3 Responsibility

Responsibility for FIHS status change actions shall be as follows:

4.3.3.1 Districts

Districts shall be responsible for FIHS route status change proposals originating through or within the District. In a multi-district corridor, coordination must be accomplished among all involved Districts.

4.3.3.2 Systems Planning Office

The Systems Planning Office may be responsible (following a District request) for proposals involving two or more districts, or for other studies where it is mutually agreed the Systems Planning Office should take the lead role.

4.3.3.3 FIHS Coordinators

Regularly scheduled FIHS Coordinator's Meetings or other more informal coordination shall be used to minimize the time involved in processing proposed system changes.

4.4 FIHS STATUS CHANGE STUDY

All requests for an FIHS status change shall be supported by a study that examines the impacts of the proposal on the FIHS network, evaluates the merits of the requested status change, and recommends disposition.

4.4.1 Who May Request and Prepare

A District may request or may prepare an FIHS status change study. Any outside entity requesting an FIHS status change may be required to prepare the required study. The study, when prepared by others outside the Department, shall be subject to Department approval of the scope and technical content.

4.4.2 District Review

Completed FIHS status change studies shall first be reviewed by the District. The District shall make or endorse all recommendations and request the State Transportation Planner to process District-approved requests for changes to the FIHS.

4.4.3 Systems Planning Office Review

The Central Office Systems Planning Office shall review the FIHS status change request and supporting study for the State Transportation Planner. The District shall provide any additional information or analysis that may be requested by the Systems Planning Office to complete review of the status change request.

4.4.4 Disposition of Status Change Request

The Assistant Secretary for Transportation Policy will review and make a determination on the FIHS status change request. The Systems Planning Office shall include approved changes in the next annual FIHS Status Report.

Section 5

TECHNICAL ASSISTANCE AND FORMS

5.1 TECHNICAL ASSISTANCE

The Systems Planning Office will provide technical assistance to the Districts as needed for implementation of FIHS Procedures. A companion *FIHS Handbook*, developed and maintained by the Central Office Systems Planning Office, provides more information and detail concerning FIHS policies, requirements, and activities.

5.2 FORMS

None required.