

# **Technical Memorandum No. 5.1**

## **Stakeholder Participation Plan:**

### **ITS Corridor Master Plans for Florida's Principal FHHS Limited-Access Corridors**

Prepared for:

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## **List of Acronyms**

ATIS.....	Advanced Traveler Information Systems
CAC .....	Citizen Advisory Committee
FDOT .....	Florida Department of Transportation
FHWA.....	Federal Highway Administration
FIHS .....	Florida Intrastate Highway System
HEFT.....	Homestead Extension of Florida’s Turnpike
ITS .....	Intelligent Transportation Systems
MDX .....	Miami-Dade Expressway Authority
MPO .....	Metropolitan Planning Organization
<i>NITSA</i> .....	<i>National ITS Architecture</i>
OOCEA.....	Orlando-Orange County Expressway Authority
<i>SITSA</i> .....	<i>Statewide ITS Architecture</i>
SR.....	State Road
TAC.....	Technical Advisory Committee

## **1. Purpose**

The purpose of the *Stakeholder Participation Plan* is to outline and document stakeholder participation activities and efforts during the *Intelligent Transportation Systems (ITS) Corridor Master Plans* development for the Florida Intrastate Highway System (FIHS) limited-access facilities. This document ensures that coordination occurs between the stakeholders, the study team, and the Steering Committee during key decision points throughout the study process and provides a method by which stakeholder inputs and desires are considered and incorporated in the study documentation.

One of the tenants of the *National ITS Architecture (NITSA)* is traceability. Traceability is a concept developed to document the direct relationship between ITS solutions identified in *Technical Memorandum No. 3.4 – ITS Physical Architecture*, *Technical Memorandum No. 4.3 – ITS Corridor Implementation Plans*, and the system goals and objectives established as part of *Technical Memorandum No. 2 – ITS Needs Model*. Through the traceability process, the needs, issues, and problems vocalized by the stakeholders and refined in the system goals and objectives can be directly traced to the outcome of the *ITS Corridor Implementation Plans*. This process ensures that the desires of the stakeholders are being addressed and that the ITS solutions, and the requirements necessary to support their implementation, fulfill the ITS goals and objectives.

The FIHS corridors considered as part of the *ITS Corridor Master Plans* and *ITS Program Plan* include:

- **Interstate 95 (I-95) Corridor** – The limits of the I-95 corridor are from the southern terminus of U.S. 1 in Miami-Dade County to the Georgia State Line. This corridor will also include I-195 and I-395 in Miami-Dade County, I-595 in Broward County, and I-295/9A around Jacksonville in Duval County.
- **Interstate 75 (I-75) Corridor** – The limits of the I-75 corridor are from the Palmetto Expressway in Miami-Dade County to the Georgia State Line. This corridor will also include I-275 from Manatee County to north Hillsborough County.
- **Interstate 4 (I-4) Corridor** – The limits of the I-4 corridor are from I-275 in Hillsborough County to I-95 in Volusia County.
- **Interstate 10 (I-10) Corridor** – The limits of the I-10 corridor are from the Alabama State Line to I-95 in Jacksonville. This corridor will also include I-110 in Escambia County.
- **Florida’s Turnpike** – Several of Florida’s Turnpike facilities are included as part of the study network. These facilities include:
  - o Florida’s Turnpike Mainline from I-95 to I-75;

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- o SR 821/Homestead Extension of Florida’s Turnpike (HEFT) from the Turnpike to U.S. 1 in Miami-Dade County;
- o SR 869/Sawgrass Expressway from I-75 to the Turnpike in Broward County;
- o SR 417/Seminole Expressway, from the Seminole County Line to U.S. 17/92 in Seminole County;
- o SR 417/Florida Greenway Southern Extension Connector, the Florida Department of Transportation (FDOT) portion from I-4 to SR 417, in Orange County; and
- o SR 528/Bee Line Expressway, the FDOT portion from I-4 to Sand Lake Road, in Orange County.

## **2. Stakeholders**

A statewide stakeholder list will be developed to assist in identifying recipients of study newsletters, surveys, and study workshop invitations. These individuals shall provide input and direction as to ITS needs, solutions, and scheduled ITS deployment activities along the FIHS corridors.

Stakeholders are defined as those agencies/individuals involved in the planning, design, maintenance, monitoring, and operations of the FIHS limited-access facilities. A stakeholders group may generally include local government officials and engineers/planners, private sector companies, and individuals interested in better managing congestion on the corridors. The ITS stakeholders for the FIHS facilities will consist of the following agency representatives from the state, major counties, and major municipalities influenced by or adjacent to the FIHS facilities:

- ITS engineering/planning staff;
- Emergency services;
- Law enforcement;
- Public safety;
- Traffic operations;
- Aviation;
- Port;
- Rail;
- Transit;
- Expressway authorities;
- Motor freight carriers;
- Federal Highway Administration (FHWA);
- Elected officials;
- Metropolitan planning organization (MPO) directors;
- Citizen Advisory Committee (CAC) members;
- Technical Advisory Committee (TAC) members;

Initially, FDOT district ITS engineers will be contacted to identify existing stakeholder databases for inclusion in the study stakeholder list. Existing stakeholders may include freeway and incident management teams, ITS architecture or interstate master plan stakeholders, or any other stakeholder teams assembled for the purposes of overseeing the development of ITS along the intrastate facilities. Where available, freeway and incident management teams are the best source of district stakeholders, as they include a majority of the agency representatives identified previously. For the purpose of the *ITS Corridor Master Plans*, Table 2.1 illustrates the existing stakeholder databases considered.

**Table 2.1 – Existing Stakeholder Databases**

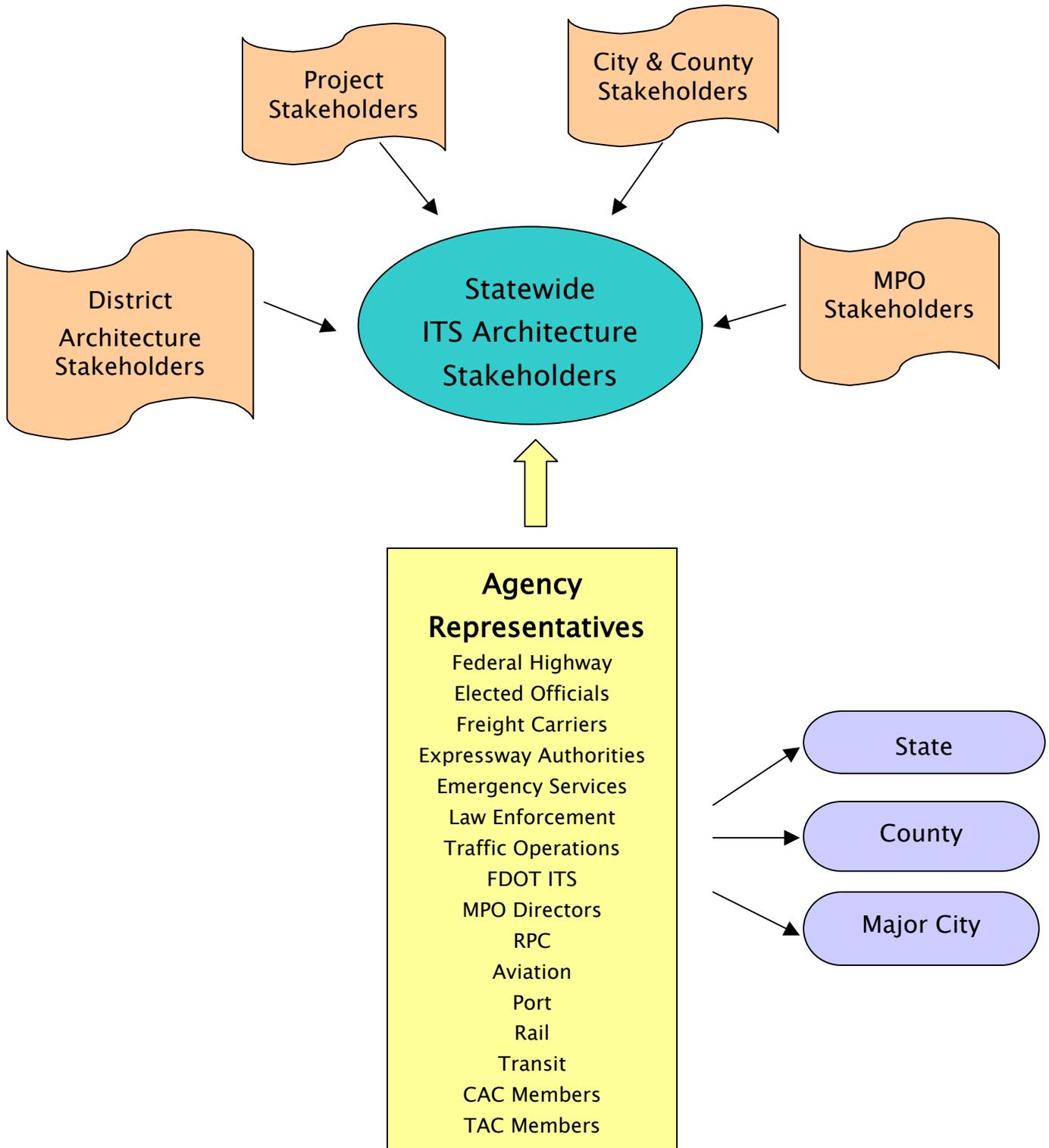
<b>FDOT District</b>	<b>Existing Stakeholder Database</b>
One	I-75 Incident Management Plan Stakeholders Database for Lee, Collier, Charlotte, Sarasota, and Manatee Counties
Two	North Florida Freeway Management Team
Three	I-10/I-110 ITS Architecture Stakeholders Database
Four	SunGuide Advanced Traveler Information System (ATIS) Stakeholders
Five	District 5 Freeway Management Team, I-4 ITS Corridor Study Database, Volusia ITS Database
Six	SunGuide ATIS Stakeholders
Seven	District 7 Regional Architecture Database
Turnpike	Turnpike Architecture Stakeholders Database

Existing MPO board members, directors, and CAC and TAC board members will also be used to supplement these databases. If no existing stakeholders’ database is available, the statewide ITS stakeholders’ database will be used as a base and will be cross checked to ensure the appropriate agency representatives are included and updated to reflect current information. Figure 2.1 illustrates the update of the statewide ITS database. The major cities and counties included as part of the FIHS ITS stakeholder database are included in Appendix A.

If necessary, the stakeholders group can be further broken down into smaller working “subgroups”. In instances where more technical ITS architecture information (such as market package diagrams identifying flows, connections, subsystems, and terminators) needs to be reviewed and confirmed, a more technical subgroup of the stakeholders can be assembled to review and comment on the architecture information. These agency representatives may include representatives from:

- Traffic operations centers;
- Transit operations;
- Rail and port operations;
- Highway patrol dispatch;
- Emergency agency dispatch; and
- Incident management dispatch.

Figure 2.1 – Statewide ITS Stakeholders Database Update



Additionally, if more policy-related information must be presented, a group of the MPO directors, board, and subcommittees can be assembled, in addition to FDOT planning and regional planning agency representatives, to address “big picture” or long-term policy issues related to the corridor ITS deployments.

## **2.1 Stakeholder Activities**

The stakeholder activities included as part of the *Stakeholder Participation Plan* are described in detail in the following text.

### **2.1.1 Newsletter**

Newsletters will be prepared and distributed to all the study stakeholders (Tier 1) during all the major study milestones. The newsletters will be informative as to the overview and content of the study, the significant findings for each technical memorandum, and will include a study schedule and status report. Additional contact information will also be provided to inform readers on how to:

- Obtain study documents and materials;
- Review study materials on the website;
- Provide input into the study development;
- Contact the ITS Office; and
- Contact the project manager.

Typically, the first newsletter is prepared and distributed during the study initiation to inform the stakeholders of the study process and to encourage their participation in the first series of stakeholder workshops. The first series of workshops are designed to collect and verify the needs, issues, problems, and objectives from the stakeholders and to formulate a set of ITS goals and objectives. However, during the initial study kick-off meeting with the Steering Committee, a request was made from FDOT district ITS engineers to forego the first series of workshops. The Steering Committee felt that through previous ITS Stakeholder Workshops and previous ITS studies conducted on the limited-access facilities, they could adequately define the ITS needs and develop a set of goals and objectives to reflect these needs. Therefore, the initial newsletter and workshops were not prepared or conducted.

A newsletter will be prepared after the completion of *Technical Memorandum No. 2 – ITS Needs Model* to receive confirmation and verification of the system’s needs, goals, and objectives through a stakeholder survey. This survey will list the selected ITS themes and strategies for the corridors, as identified in the *ITS Needs Model*, and will be used to determine the level of interest in the themes and strategies by the stakeholders. The survey will be included in the newsletter as a separate insert and will be mailed back to the study team for data entry and analysis. The newsletter will contain a study overview and content section typically provided in the initial newsletter, but will also present the findings of *Technical Memorandum No. 1 – Legacy Catalog* and the *ITS Needs Model*.

Due to the compressed study schedule, a newsletter will be prepared and distributed after completion of the *ITS Solutions Model* and draft *ITS Corridor Implementation Plans*. The newsletter will present the results of the previous survey, the logical architecture, physical architecture, technology review, concept of operations, standards application plan, draft implementation strategies, and the preliminary project prioritization program. The study schedule and progress will also be updated. A third newsletter will be prepared upon study completion. The final newsletter will summarize the entire study process, highlight significant study decisions and findings, and present the results of the *ITS Program Plan*. It will also detail the next step in the ITS systems engineering process regarding the development of design criteria packages for ITS deployments. Copies of the study newsletters will be posted on the study website.

### **2.1.2 Surveys**

As mentioned in the previous section, a survey will be conducted to confirm and verify the system themes and strategies developed as part of *Technical Memorandum No. 2 – ITS Needs Model*. This survey will be used to determine the priorities of the stakeholders in the deployment of ITS strategies along the FIHS limited-access facilities. The survey design includes a list of the selected ITS themes and strategies and a series of boxes to be checked at the end of each item. The boxes are labeled “degree of interest” and are marked none, low, medium, and high. Survey respondents are asked to check only one box per line and are requested to return the survey no later than two weeks from the distribution date. Pre-paid postage and a return address will be affixed to the survey.

The surveys will be distributed in the newsletter to the entire stakeholder group and will be completed and returned to the project manager for data entry and statistical analysis. The results of the survey will be documented in the ITS architecture, posted on the website, and included in the follow-up newsletter.

### **2.1.3 Website**

A study website will be developed which documents the purpose of the *ITS Corridor Master Plans* and the *ITS Program Plan* and provides an overview of the study process and content. A study schedule will also be available for inspection and periodic study status reports will be posted to keep viewers aware of the study progress.

After review by the ITS Office, all documents will be posted to the website for review by the stakeholders, the Steering Committee, and the general public. This website will be linked to FDOT’s ITS website, [www.FloridaITS.com](http://www.FloridaITS.com), for easy access. The website will be updated upon completion of major study milestones and documentation, which will occur no less than once a month.

#### **2.1.4 Stakeholder Workshops**

In addition to the newsletters, surveys, and website, stakeholder workshops will be conducted throughout the course of the study. The workshops will be held in each district; however, the format, content, and audience may vary depending on district stakeholder desires.

Typically, during an ITS corridor master plan study, two rounds of workshops are conducted in each district to present study information, educate the stakeholders regarding the issues and results, and obtain input and guidance regarding the study development. The workshops provide an interactive forum for the stakeholders to learn about the study process, methodologies, and findings, and to present their views and opinions regarding how ITS deployments can meet their needs and improve travel conditions along the intrastate facilities.

The first round of workshops, Tier 1, is conducted with the primary intent to educate the stakeholders as to the study process and their roles in the development of the study. The workshops also include a presentation of the study schedule and identify significant milestones where their involvement and review will be crucial in the study process. Additionally, this workshop is designed to gain an understanding of the stakeholders' needs, issues, problems, and objectives regarding ITS services along the FIHS corridors. They include valuable information regarding how the ITS should work and how it can improve the effectiveness and efficiency of the intrastate system.

A second workshop will be conducted in each district in early November to present the results of the themes and strategies survey and to obtain feedback regarding the draft *ITS Corridor Implementation Plans* and *Technical Memorandum No. 5.2 – ITS Strategic Deployment Prioritization Plan*. The type of presentation, audience, and content of each workshop will be determined by each district, depending on the level of detail required to gain support for ITS deployments.

The districts will be presented with three options:

- No workshops;
- General study presentations; or
- Technical architecture working groups.

The districts' ITS representatives will be polled to determine their desires as to the type of workshops required. The ITS Office will work with each district to tailor the workshops to the audience and level of detail necessary to obtain input and support regarding the proposed *ITS Corridor Implementation Plans* and *ITS Program Plan*.

*Option 1 – No Workshops* – If the Steering Committee representatives choose this option, the ITS Office is requesting that, in lieu of stakeholder input, the districts provide careful and comprehensive review of the needs, issues, problems, and objectives, corridor architectures, and implementation strategies.

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Option 2 – General Study Presentations – These presentations will be made to MPO board members, subcommittees, and/or freeway and incident management teams, as determined by the districts. The presentations will include an overview of the study process, a study schedule, results of the survey, and a summary of the documentation. The purpose of these workshops will be to confirm the ITS needs, issues, problems, and identified solutions for the FIHS corridors and to elicit support from the MPOs and freeway and incident management teams in the proposed implementation of the ITS deployments.

The *ITS Corridor Master Plans* and *ITS Program Plan* presentations can be conducted by the ITS Office staff with coordination and guidance from the districts and MPOs, or a PowerPoint presentation can be prepared by the ITS Office and conducted by the district or MPO staff members. The format and presenter will be determined at the discretion of each district's ITS staff.

Option 3 – Technical Architecture Working Groups – These workshops will target a small group of technical ITS engineering, operations, and dispatch staff to review the conceptual physical and logical architectures supporting the conceptual design of the ITS deployments. The purpose of these small working groups is to allow review of the selected market packages, data flows, subsystems, and terminators contained in the physical architecture prior to its inclusion in the update of the *Statewide ITS Architecture* (SITSA). Review of these components will allow engineers and operations personnel to understand the connections and flows between elements to ensure proper system design.

One or both of these workshop formats are recommended to ensure acceptance of the study results by the stakeholders.

### **2.1.5 Steering Committee Recommendations**

As discussed in Section 2.1, during the May 17, 2001, Steering Committee meeting, a vote was taken to determine each districts' desires regarding the first set of stakeholder workshops. The vote was unanimous to cancel the first stakeholder workshop. The Committee felt that through previous ITS Stakeholder Workshops and ITS studies conducted on the limited-access corridors, they could adequately define the ITS needs and develop a set of goals and objectives to reflect the needs. Therefore, the districts will represent the stakeholders' needs, issues, problems, and objectives. A copy of the meeting minutes is contained in Appendix B.

At their October 15, 2001, meeting, the study Steering Committee voted unanimously for Option 1, no stakeholder workshops. All stakeholders were present with the exception of District 4 who selected Option 1 in subsequent correspondence. The meeting minutes and District 4 documentation is attached in Appendices C and D. The Steering Committee stated that further workshops would only confuse the stakeholders and that the district representatives could adequately review the corridor architectures and implementation plans for the intrastate facilities. Many of them felt that these issues were addressed in the *SITSA* workshops and that the stakeholders would like to see projects developed and implemented to determine opportunities where they might be able to coordinate with their local ITS plans and programs.

Additionally, the Steering Committee opted not to distribute the study newsletter and survey.

### **3. Steering Committee**

In addition to the stakeholders, a study Steering Committee has been assembled to oversee the development and methodology of the *ITS Corridor Master Plans* and *ITS Program Plan*. The Committee’s responsibilities include reviewing all study documentation, defining a preferred stakeholder process, sharing local ITS program information, and coordinating with various district and ITS Central Office staff regarding ITS standards, systems engineering, and policy development.

The Steering Committee is comprised of a federal highway representative, FDOT ITS Office representatives, and ITS engineers and planners from the seven FDOT districts, Florida’s Turnpike, the Orlando-Orange County Expressway Authority (OOCEA), and the Miami-Dade Expressway Authority (MDX).

#### **3.1 Steering Committee Coordination**

The study Steering Committee will conduct the following activities:

##### **3.1.1 Meetings and Teleconferences**

The Steering Committee will meet approximately once a month, alternating meeting formats from teleconferences to actual meetings. Where possible, Steering Committee meetings will be conducted in coordination with other statewide ITS and/or traffic engineering meetings. All meetings will be held in the central portion of the state and shall consist of a structured discussion of study issues, methodology, and documentation regarding the corridor-wide deployments.

The following presents a preliminary schedule of Steering Committee meetings:

April 18th	Kick-off meeting teleconference
May 17 <sup>th</sup>	Meeting in Orlando/Tampa
June	Teleconference
July 18 <sup>th</sup>	Meeting in coordination with the ITS Working Group Meeting in St. Petersburg, FL
August	Teleconference
September	Meeting
October	Teleconference
November	Meeting prior to stakeholder workshops
December 12th	Final meeting in coordination with the ITS Working Group Meeting in Tampa, FL

### *3.1.2 Presentations*

All presentations, handouts, and workshop material developed for the stakeholders' meetings will be presented to the Steering Committee for review and approval prior to the stakeholder workshops. This pre-workshop presentation will ensure that the study team gains a better understanding of each district's stakeholders' perspectives, obtains the input necessary to advance the study, and that each district's interests, issues, and concerns will be considered and addressed during the stakeholder workshops. The Steering Committee will also be responsible for determining the types of workshops, audience, and level of detail necessary for the stakeholder workshops in their respective areas. They will work with the study team to develop and refine the stakeholder database.

### *3.1.3 Review of Draft Material*

The Steering Committee will also review all draft documents and study materials prior to public distribution. This will include newsletters, surveys, presentation materials, and technical memoranda.

## **4. Stakeholder Participation Summary**

Upon finalization of the *ITS Corridor Master Plans* and *ITS Program Plan* for the FIHS limited-access facilities, a *Stakeholder Participation Summary* was to be prepared to document stakeholder and Steering Committee activities conducted during the course of the study. Since the Steering Committee opted to skip the stakeholder activities including newsletters, surveys, and workshops, a *Stakeholder Participation Summary* will not be prepared.

**Appendix A**

**Major Counties and Cities Included in the  
Stakeholder Database for the FIHS *ITS Corridor Master Plans***

## **CORRIDOR JURISDICTIONS**

### DISTRICT ONE

Counties: Collier, Lee, Charlotte, Sarasota, Manatee, Polk

Major Cities: Naples, Fort Myers, North Port, Bradenton, and Lakeland

### DISTRICT TWO

Counties: Alachua, Columbia, Suwanee, Hamilton, Madison, Baker, Duval, St. Johns

Major Cities: Lake City, Gainesville, Jacksonville, St. Augustine

### DISTRICT THREE

Counties: Escambia, Santa Rosa, Okaloosa, Walton, Washington, Jackson, Gadsen, Leon, Jefferson

Major Cities: Pensacola, Marianna, Tallahassee

### DISTRICT FOUR:

Counties: Indian River, St. Lucie, Martin, Palm Beach, Broward

Major Cities: Fort Pierce, Stuart, West Palm Beach, Boca Raton, Fort Lauderdale, Hollywood

### DISTRICT FIVE:

Counties: Marion, Sumter, Lake, Orange, Seminole, Volusia, Flagler, Brevard, Osceola

Major Cities: Ocala, Orlando, Kissimmee, Daytona Beach, Titusville, Melbourne

### DISTRICT SIX:

Counties: Miami-Dade

Major Cities: Miami, Miami Beach, Homestead, Hialeah, Kendall

### DISTRICT SEVEN:

Counties: Pinellas, Hillsborough, Pasco, Hernando, Citrus

Major Cities: Tampa, St. Petersburg

**Appendix B**

**May 17, 2001, ITS Steering Committee Meeting Minutes**

**MEETING MINUTES**

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**Date/Time:** May 17, 2000 at 10:00 a.m.

**Location:** FDOT District Five Orlando Office Complex  
Apopka Room B

**Subject:** ITS Corridor Concept Plans and ITS Program Plan

**Attendees:** PBS&J – Carl Ahlert, Abdul Rahman Hamad, Diane Quigley, Rick Schuman, Terry Shaw,

SmartRoute – David Fierro

FDOT - Gene Glotzbach, Anne Brewer, Walt J. Zebrowski, Jerry Karp, Chris Cairns, Bill Wilshire, Chris Birosak, Mike Tako Nicolaisen, Teresa Martin, Valerie Tofexis, Gummada Murthy, Jesus Martinez

**Written By:** Diane Quigley

**Copies To:** Terry Shaw, Gene Glotzbach, File

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Rick Schuman, of PBS&J, presented the results of the ATIS Marketability Study. The study involved assessing the feasibility of a public-private partnership providing ATIS services for the I-4 corridor, the Jacksonville area, and the southwest region of Florida. Most of the group discussion pertained to the contents of the Invitation to Negotiate (ITN) and to the degree of coverage for primary and secondary roadway systems (i.e. limited versus full coverage on specific corridors). Jerry Karp indicated that the ITN should consider the issue of exclusivity or franchise business model versus an open competition model. Also, if an open competition model is recommended, what is the maximum number of ISP that can be sustained in the markets?

The results of the study indicate an immediate need for a public-private partnership to provide ATIS services on the I-4 corridor, a future need for ATIS services in Jacksonville, and no perceived need at this time for ATIS services in southwest Florida. Mr. Schuman identified the next steps in implementing ATIS services for the I-4 corridor: 1.) Identify a dedicated funding source, 2.) Establish criteria and performance measures for the ITN.

Gene Glotzbach, ITS GC Project Manager, presented an overview of the ITS Program Plan and ITS Concept Plan project currently being developed for the FDOT Central Office ITS Program. Terry Shaw discussed the major issues involved with the project at this time.

1. PBS&J, the Department's Consultant, has only received partial notice-to-proceed for this task work order, at this time.

2. PBS&J is currently developing a Systems Engineering Approach Issue Paper / Management Plan for the FDOT ITS Program which could potentially impact the remainder of the task work order.
3. The task work order was scheduled for completion by October 30, 2001 to coincide with the new Work Program cycle, however, with the advancement of the Legislative schedule, the Work Program cycle will begin August 1, 2001. We will need to define “early winners” by this new date to support the gaming cycle for the new work program. It was also advised that we ensure engineering phases are in the work program to support projects with anticipated lettings in later years (Karp).
4. The Work Program instructions do not fully describe the range of ITS projects currently being considered in Florida. It was recommended that the work program instructions be evaluated to provide traceability with the statewide and national architectures.
5. The completion date of the task is still October 30, 2001.
6. FHWA has expressed a need to address NEPA requirements as part of the corridor concept plans. Typically, ITS projects are categorically exempted because their limited scale and minimal impacts are considered type 1 categorical exclusions. The FHWA regional office is has posed this question because of the scale of deployments discussed in the corridor concept plans. Our proposed action plan is to coordinate with the Department’s EMO to pursue a type 1 categorical exclusion. If any actions are required from FHWA in this context, we will outline a process to meet these requirements with the Districts.
7. As a result of the meetings and discussions with the District staff, the original approach to the stakeholder participation plan and workshops will need to be redefined to address “redundancy” concerns. The proposed action plan is outlined below.
8. The Florida Fiber Network (FFN) is officially in default. The ITS Office is currently evaluating alternates to provide a communication backbone. These options include the possibility of negotiating with the number 2 firm from the previous competitive selection process or issuing a new request for proposals.
9. The coordination of implementation of the recent issue of FHWA Rule 940 for ITS Architecture and Standards will likely be a major discussion item with stakeholders in the corridor concept plans. The ITS Office is currently developing a proposed approach to implement the rule and will coordinate with the Districts in refining the proposed approach. It was recommended that this proposed approach be coordinated with the District Planning Managers prior to any dissemination outside the Department.
10. There is a need to link the ITS corridor needs with those projects identified in the FIHS cost feasible plan and to incorporate these projects in the local planning processes, LRTP and TIP.

11. Need to address relationship with identified ATIS projects, such as the I-4 corridor ATIS.

The primary purpose of this task work order is to coordinate ITS activities on the corridors, fill in the “gaps”, and present a comprehensive statewide picture for planning and implementation of ITS along the five major corridors. Existing and programmed ITS projects along these corridors will be considered as legacy systems. The ITS Program’s role is to bring all the existing, programmed, and planned ITS project together at a statewide level and to carry forward and refine the ITS Strategic Plan and Statewide ITS Architecture, where appropriate. The project will also identify and recommend statewide device standards and specifications to promote statewide interoperability.

Diane Quigley presented the Stakeholder Participation Plan, which needs to be readdressed today based upon the comments received by the Districts. The District representatives were questioned as to the need for additional stakeholder meetings as identified in the scope. The District representatives were polled, and it was unanimously decided that the approach to stakeholder participation should be revised to focus on a need for a presentation to the MPOs, and possibly the Districts, regarding the ITS Program Office, its current activities, and an overview of the ITS Concept Plan and Resource Plan process. She indicated that PBS&J would coordinate with Districts to schedule these presentations. This coordination should include the ITS Engineer and MPO liaisons for each District. Additionally, a newsletter will be developed which includes similar information and will be forwarded to the Districts for review. Recipients of the newsletter would be determined in coordination with the District representatives. It was decided that the ITS Working Committee meeting in July would provide a better forum to discuss ITS awareness and coordination within the Districts.

Tables and Maps containing physical and operational inventories of the study facilities were distributed for review. These maps and tables were created using statewide databases to assist in identifying the ITS Needs, Issues, Problems and Objectives. The District should review the information for accuracy and provide comments to PBS&J ([dequigley@pbsj.com](mailto:dequigley@pbsj.com)) by June 8<sup>th</sup>. Additionally, a table highlighting the data collection efforts to date was distributed for review. PBS&J thanked everyone for their time in meeting with the project team and requested that any outstanding data / information be forwarded to PBS&J so that they may complete the legacy documentation.

Terry Shaw presented the ITS Straw Architecture for review. Market packages will be developed from this Straw Architecture. He explained that a separate architecture for each corridor will be developed, however, 90% of the straw architecture was applicable to all corridors. This information is crucial and will be carried forward in the development of the logical and physical architectures for the corridor.

The next Steering Committee meeting was originally scheduled during the ITS Working Committee meeting in July, however, the agenda is full, so a separate Steering Committee meeting will need to be scheduled in July. The group suggested that the meetings be piggybacked onto existing meetings, where possible, or that we schedule teleconferences due to travel restrictions. The next meeting should be scheduled at the end of July.

**Appendix C**

**October 15, 2001, ITS Steering Committee Meeting Minutes**

**Steering Committee Meeting**  
**for the**  
**ITS Master Plans and ITS Program Plan**  
**Turnpike Pompano Operations Building**

**Pompano Beach, FL**

**October 15, 2001**

**12:30 P.M. – 5:30 P.M.**

**Attendees:**

Chris Birosak, District 1 Traffic Operations; Anne Brewer, District 5 Traffic Operations; Aurelio J. Carmentes, Miami-Dade Expressway Authority; Tahira Faquir, District 4 Traffic Operations; Fred D. Ferrell, District 5 Traffic Operations; Gene Glotzbach, ITS Office; Mohammed Hadi, PBS&J; Liang Hsia, ITS Office; Jerry Karp, District 7 Systems Planning; Jesus Martinez, District 6 Traffic Operations; Traci Matthews, PBS&J; Elizabeth McCrary, District 3 Traffic Operations; Nahir Mendoza, FHWA; Gummada Murthy, Turnpike District; Michael Tako Nicolaisen, District 1 Systems Planning; Mark Plass, District 4 Traffic Operations; Diane Quigley, PBS&J; Erika Ridlehoover, PB Farradyne; Mark Roberts, District 1 Traffic Operations; Rory Santana, District 6 Traffic Operations; Terry Shaw, PBS&J; Trey Tillander, TransCore; Valerie Tofexis, District 4 Traffic Operations; Chung Tran, FHWA; Bill Wilshire, District 7 Traffic Operations; Walt Zebrowski, District 2 Traffic Operations

**General Issues:**

- G. Glotzbach opened the meeting at 12:30 p.m. Introductions were done.
- G. Glotzbach stated that the project name will be changed from Corridor Concept to *ITS Master Plans* based on a request from Assistant Secretary Ken Morefield.
- D. Quigley provided the deliverables on a CD-ROM given to all attendees today. The information is also available at [www.floridaits.com](http://www.floridaits.com).
- T. Shaw presented the *ITS Program Plan Performance Measures*. The measures were kept brief. T. Shaw suggested that the districts review the Technical Memorandum and the key points on the table. Review the benchmarks to make sure that they are reasonable. All documents provided today are in draft form for the districts' review and comment. The increasing demand for performance measures comes from Secretary Tom Barry and the FDOT Sterling Plan. The table provided actually pares down to six main topics.
- T. Shaw encouraged everyone to review the document and send all comments to G. Glotzbach with a copy to D. Quigley. The comments provided will be considered and, where appropriate, incorporated into the document.

- T. Shaw stated that the objectives in the ITS Program Plan Performance Measures Technical Memorandum can be monitored.
- J. Karp stated that he thinks all of the results should be listed in one central document, rather than in multiple documents to make it easier to follow.
- T. Shaw stated that the information in the reports is based on national benchmarks. If the information in the reports seems incomplete, please let us know in your review comments.
- G. Murthy suggested that a column be added to the table that lists where we are before 2002, so we can see where we are now.
- T. Shaw stated that this column could be added and completed for most areas but not all. The current information is not available for all areas.
- D. Quigley provided maps to the district contacts of all of the ITS field devices currently planned or deployed in their district. These maps were developed based on information provided to PBS&J by the districts. She requested that the districts notify them when new concept plans are developed so devices can be added. D. Quigley requested that the districts review and mark-up the maps provided or revise the Excel table provided on the CD-ROM and return to G. Glotzbach with a copy to her so the maps can be corrected. D. Quigley stated that these maps will eventually be placed on the web and will be interactive. She stated that PBS&J will need to know what ITS field devices are programmed/planned for all FIHS limited-access roadways. These maps will be updated to include all Miami-Dade Expressway Authority, Orlando-Orange County Expressway Authority, and Tampa-Hillsborough County Expressway Authority roadways.
- T. Shaw explained that information such as the manufacturer of the equipment, price paid, year purchased, IP addresses, and any problems experienced with the ITS field devices should be added to the database. This would assist the districts when purchasing ITS field devices. Other districts could see what equipment has worked best and possibly even some pricing information.
- G. Glotzbach decided that if the ITS field device is a rental unit and will not become a permanent unit, it should be taken off of the list. If it is rental but will be replaced with a permanent unit, it should be kept on the list.
- D. Quigley explained that she would like to have the districts provide comments on the ITS Stakeholder Participation Plan. Included in the packet today is the first newsletter produced. She would also like for the districts to review and comment on the newsletter. The stakeholders identified were based on information provided by the districts. If the districts want someone taken off of the list or added to the list, please let D. Quigley know as soon as possible. D. Quigley also requested that the districts take the themes and strategies interest survey enclosed in the newsletter and return. The postage is paid on the survey.

- C. Tran suggested that PBS&J take a look at the FHWA Deployment Tracking Survey to see what responses FHWA received. The Study List will also provide the stakeholders' names. This document is located on the FHWA website.
- D. Quigley stated that the Logical Architecture is a high-level of how the system should work (high-level meaning broad). It includes the processes and data flows.
- L. Hsia added that the Logical Architecture covers only the limited-access roadways and the Statewide Architecture covers both.
- T. Shaw stated that when creating the Logical Architecture, they found each district to be a little unique. The unique features are addressed in the Physical Architecture. This logical architecture is a generalized approach.
- D. Quigley stated that the Logical Architecture will not conflict with the Statewide Architecture, as no statewide logical architecture was developed. T. Shaw and D. Quigley both agreed that nothing new was created. The information from the Statewide Architecture was used to create the Logical Architecture.
- L. Hsia stated that a Logical Architecture was prepared prior to the Statewide Architecture being prepared. T. Shaw asked L. Hsia to provide PBS&J with documentation of the Logical Architecture that was prepared.
- L. Hsia proposed annual updates to the Statewide Architecture so the next update will likely occur the first part of next year.
- M. Hadi stated that the Technology Review document provides a good national overview of technology.
- D. Quigley added that she would like to receive information from the districts to add a Florida-specific section to this document. She asked the districts to review the weighting criteria and provide feedback.
- T. Matthews stated that she created a basic questionnaire that would assist in obtaining information being requested from the districts. This questionnaire would assist in tracking history and experiences of the districts. She asked that the districts complete the questionnaire and return it to her before they leave today if possible. Additionally, if they can provide the same data in another format (i.e., an email) that would be acceptable too. She will follow-up with the districts regarding the completion of the questionnaire.
- L. Hsia stated that he will provide T. Matthews with information on the Traffic Management Software Study being performed by Southwest Research Institute (SwRI) after Wednesday's presentation by SwRI.
- G. Glotzbach asked the districts to provide the ITS Office, addressed specifically to him with a copy to D. Quigley, of any specifications on current ITS field devices.

- C. Tran encouraged FDOT to develop MIB's. T. Shaw stated that the MIBs referenced are located on Florida State University's Electrical Engineering Department and the Traffic Engineering Research Laboratory's (TERL) joint website at [www.rite@eng.fsu.edu](http://www.rite@eng.fsu.edu).
- D. Quigley provided all attendees with a copy of the Concept of Operations presentation. She stated that PBS&J would like to get with the districts to get more information from them to include in this document. PBS&J has identified the deployment issues and the anticipated benefits based on previous studies. The Issue Paper used to determine the benefits is located at [www.floridait.com](http://www.floridait.com) website. The anticipated impacts were also identified in the Concept of Operations.
- M. Plass noticed that the Concept of Operations states that there is no impact to local roads but suggested that this be reconsidered based on previous experience. If interstates are being worked on and motorists are being shifted to local roads, there is an impact to local roads.
- T. Shaw stated that the Concept of Operations identifies a primary and secondary level of control. An overall strategy needs to be determined first. T. Shaw suggested that the center-to-center approach be used.
- C. Tran suggested that the language stating that there will be no required public hearings be taken out. This could vary from situation to situation.
- T. Shaw stated that he is currently working with the FDOT Environmental Management Office (EMO) to obtain a programmatic categorical exclusion from the NEPA requirements for ITS projects. He is working to get a letter drafted from EMO.
- Some discussion occurred among the attendees regarding the cost savings and benefits. One example given was that if a Smart Work Zone saves one life, the cost benefit ratio goes up to 17:1. M. Plass cautioned the group about using these projected cost savings when selling these ideas to the Executive Committee. His experience has shown that they find these large savings hard to find realistic. They question the creditability of an idea with such large cost benefits. His experience has been the same when selling ideas to the MPO's.
- T. Shaw stated that this was a good comment and should be taken under consideration. He suggested that we attempt to gather more data related directly to Florida when selling our ideas. He asked the districts to send us any information that they may have to assist us with our program ideas/plans. T. Shaw stated that a database needs to be created that includes all Florida-specific data collected.
- D. Quigley stated that she will include more qualitative benefits in the benefits analysis.
- D. Quigley distributed the RTMC Coverage map to all attendees. She explained that the boundaries need to be defined better. The boundaries shown on the map are only the proposed boundaries and are just starting points. These boundaries are important when developing a business plan and for the Statewide Architecture. She explained that the Turnpike facilities that were recently added to the scope are addressed in the map.

- T. Tillander suggested another close-up shot of Tampa be added to the RTMC Coverage map.
- T. Shaw stated that the RTMC's were defined based on the information provided to PBS&J by the districts.
- F. Ferrell stated that he thought that districts would not have more than one RTMC and some may not have an RTMC at all. He questioned if a district has two RTMC's, which RTMC would take control in an emergency situation.
- D. Quigley explained that the TMC's that are classified as RTMC's were done so based on information provided by the districts.
- C. Tran stated that he recalled Assistant Secretary Ken Morefield stating a couple of years ago that there would be a limited number of RTMC's across the state. B. Wilshire added that K. Morefield wanted to limit the number of TMC's that FDOT paid to operate alone. The decision was made for PBS&J and the districts to do more research into which TMC's would actually be considered TMC's and which ones would be RTMC's.
- D. Quigley explained that the scope indicated that two Stakeholder Workshops be conducted per district per year. If a district chooses not to hold the Stakeholder Workshops, they need to provide the ITS Office (G. Glotzbach with a copy to D. Quigley) with a letter stating that they do not desire to hold the Stakeholder Workshops. If the district does wish to hold the Workshops, the ITS Office will assist the district by preparing the presentation and making the presentation if desired. The target date for the Workshops is around the end of November.
- The districts all voted and all districts opted not to have the Stakeholder Workshops. PBS&J will provide draft Corridor Architecture information to the districts by November 16, 2001, for detailed review of the information. T. Shaw asked the districts to review the Corridor Architectures and make recommendations if future work is needed by December 5, 2001. Return comments back to G. Glotzbach with a copy to D. Quigley. G. Murthy stated that he would attend other district's workshops if requested.
- The Corridor Architectures comments received from the districts will be discussed further at the 12/12/01 ITS Working Group Meeting at Innisbrook Resort in Tampa.
- The following suggestions/comments were made: (Came from flip chart that T. Shaw wrote on)
  - 1) Need stakeholder input.
  - 2) Done in statewide architecture (Hsia).
  - 3) Additional information would only confuse the stakeholders.
- The following classes of Stakeholders were defined in the meeting:

Tier 1 – MPO’s, Planning partners

Tier 2 – Operations partners

Tier 3 – General public

- T. Shaw discussed the Prioritization Strategy and explained that we need some “early winners” to wave a flag behind and show our successes. The three tiers of priorities were identified.
- J. Karp requested that production readiness be considered.
- R. Santana stated that transit should be a weighting factor and may fall under congestion. This could mean separate lanes for them (HOV).
- J. Karp stated that there is no funding allocation formula for interstates. Everything is based on a needs basis. Most all of the districts seemed to agree that this is the best approach for ITS fund allocation.
- T. Shaw suggested that if a formula for fund allocation for interstates could be developed, there would be more equity among the districts.
- J. Karp stated that if this occurred, there would not be enough money in any one district to get any major project underway. They would only be able to start the smaller projects. His opinion was that the funds should continue to be allocated on a needs basis and not based on a formula. Most of the other districts agreed. C. Tran agreed with J. Karp.
- T. Shaw stated that several of the district secretaries have expressed interest in equity among the districts regarding fund allocation. T. Shaw stated that we will be making recommendations to the Executive Committee regarding this issue at the end of this month.
- F. Ferrell stated that the districts can’t expect the Central Office ITS Office to fund all of their ITS projects. The money coming from the Central Office ITS Office should go where it can be used most effectively first. He stated that he doesn’t think this money should be tied up while the design work is being done if there is another project that already has the design phase complete and has the same priority.
- T. Shaw suggested that we use quantitative system as a starting point and this will be modified with logic. He stated that we will do our best to come up with something acceptable to the districts for this issue. The districts will be given an opportunity to review and comment on the proposed solution.
- T. Shaw stated that he has started on the Production Capacity using the information provided by the districts. The districts will receive a specified number of points for each task completed. Some of the tasks include the Master Plan, design underway, design criteria, and design complete.

- G. Glotzbach shared the ITS Office Budget with the districts and explained that the allocations shown were made by Assistant Secretary Ken Morefield. One of the attendees asked if these allocations were subject to change. G. Glotzbach stated that he did not expect them to change since the allocations were made by Mr. Morefield.
- F. Ferrell expressed his disapproval of maintenance and operations being funded with construction funds. He also stated that he thinks the work that PBS&J has done and presented today is a great step in the right direction.
- B. Wilshire stated that he thinks the evacuation weighting factor should go down since evacuations only occur once or twice per year. He also thinks the idea of one-way interstates should be taken out and considered part of Evacuation Coordination.
- T. Shaw noted that the congestion weighting factor should be increased based on attendee response.
- M. Tako proposes that Population & Urbanization be taken out. F. Ferrell disagrees because you can have congestion without population. B. Wilshire stated Population & Urbanization should be left in because it is measurable. Five of eight districts voted to leave Population & Urbanization in.
- F. Ferrell felt that more emphasis should be placed on incidents and crashes.
- T. Shaw lead the group in a pair-wise comparison of prioritization criteria and weighting. The results of the analysis indicated a weighting of 22 percent for incidents, 19 percent for congestion, 14 percent for construction capacity, 14percent for evacuation coordination, 11 percent for special event generators, 11percent for population and urbanization, 6percent for CVO operations, 3 percent for production capability, and 0 percent for one-way evacuation. The Steering Committee suggested that these weights be rounded to the nearest 5.
- R. Santana reminded everyone that incidents create congestion. To explain why more weighting is placed on incidents, it should be noted that heavier weighting on incidents will help congestion.

**Action Items:**

<p><b><i>PBS&amp;J</i></b></p>	<ul style="list-style-type: none"> <li>• Where available, provide existing performance measure data to the tables provided in the Technical Memorandum.</li> <li>• Remove non-permanent, leased devices from the device inventory.</li> <li>• Provide follow-up on the ITS device questionnaire.</li> <li>• Modify ITS benefits identified in the Concept of Operations to reflect impacts to local road systems when traffic is diverted and add more qualitative benefits and Florida-specific ITS benefits as the larger, national benefit ratios aren't always accepted.</li> <li>• Add a Tampa insert to the RTMC coverage map.</li> <li>• Further develop the RTMC definitions and coverages based on K. Morefield's discussion regarding limiting RTMCs to five.</li> <li>• Provide detailed comments to the districts regarding corridor architecture development for their review and comment by November 16, 2001.</li> <li>• Revise prioritization criteria and weighting consistent with the results of the pair-wise comparison exercise conducted during the meeting.</li> </ul>
<p>Turnpike</p>	<ul style="list-style-type: none"> <li>• Provide Turnpike's GIS database for ITS field devices.</li> </ul>
<p>FDOT (Liang Hsia)</p>	<ul style="list-style-type: none"> <li>• Provide copy of Traffic Management Software Study to PBS&amp;J.</li> </ul>