

**Final Report**

December 1, 2014

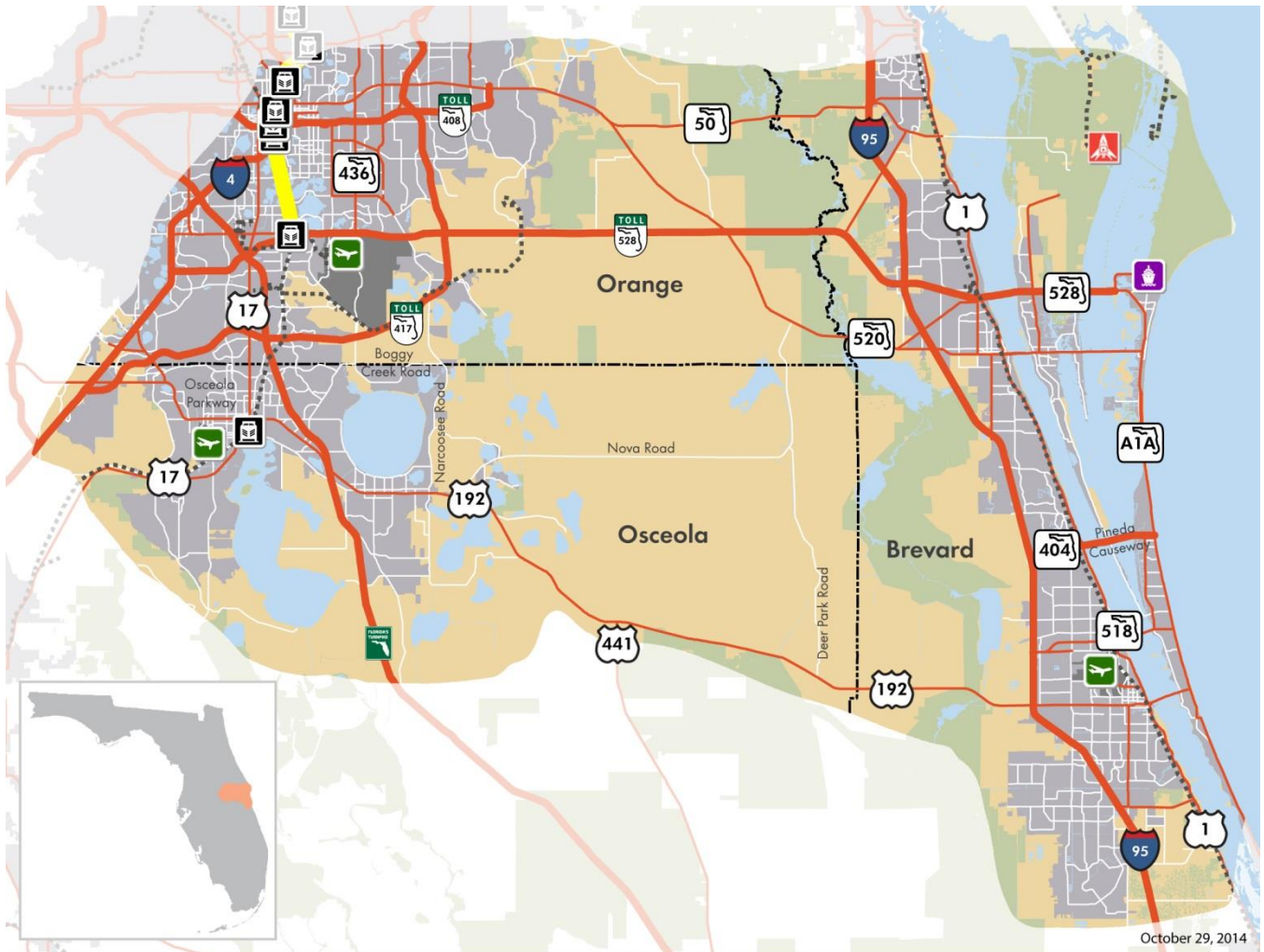
# East Central Florida Corridor Task Force

submitted to  
**Governor Rick Scott**









## East Central Florida Corridor Task Force Study Area



### Existing Transportation Facilities

- Limited Access Facility
- Other State Highway
- Local Road
- SunRail
- Railroad
-  Major Airport
-  Cape Canaveral Spaceport
-  Port Canaveral
-  SunRail or Amtrak Station

### Other Features

- East Central Florida Corridor Study Area
- Managed Land
- Urbanized Area
- Airport Boundary
- Water Body
- County Boundary

0 5 10 Miles





## TRANSMITTAL LETTER

Dear Governor Scott:

I am pleased to submit the final report of the East Central Florida Corridor Task Force, which was established as a result of Executive Order 13-319 on November 1, 2013.

As directed in the Executive Order, the Task Force evaluated and developed consensus recommendations on future transportation corridors serving established and emerging economic activity centers in portions of Brevard, Orange, and Osceola counties. The Task Force's recommendations include 21 guiding principles for planning the future of East Central Florida's transportation corridors, nine transportation corridor alternatives for further study, and a proposed action plan for implementation of the recommendations. The Task Force adopted this report unanimously at its final meeting on November 13, 2014.

As directed in the Executive Order, the Task Force coordinated with long-term land use planning activities in East Central Florida, including those developed under Florida's sector planning law. It is important to note that the Task Force has not taken any position on the draft North Ranch master plan currently under consideration as a large-scale plan amendment by Osceola County. In addition, the state agencies participating in the Task Force have taken no position on the review of any future local government plan amendment that may be submitted subsequent to this report, pursuant to Chapter 163, Florida Statutes.

I would like to recognize the members of the Task Force for their service; the many state, regional, and local agencies who provided technical support for the work of the Task Force; and the stakeholders and members of the public who provided their insights to the Task Force throughout this process.

The Task Force appreciates the opportunity to advise you on the future transportation corridor needs in this region of the state. It has been an honor to serve you, and the citizens of the state of Florida, in this role.

Sincerely,

William Killingsworth

Chairman





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## EXECUTIVE SUMMARY

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In 2013, Governor Scott by Executive Order 13-319 created the East Central Florida Corridor Task Force and charged the Task Force to develop consensus recommendations for future transportation corridor planning in portions of Brevard, Orange, and Osceola counties (study area map on the inside front cover). The Task Force included 13 members representing the public, private, and civic sectors (page i). This report documents the Task Force's findings and recommendations, including a proposed action plan for strategic transportation corridor decisions.

The total population of the three counties is projected to nearly double from 2.0 to 3.8 million residents over the next 50 years.<sup>1</sup> **Several trends are linking once separate cities and towns into a broader economic region**, including the continued economic strength of the agricultural sector, sustained growth in tourism activity, the growth in high-tech industries, and the expansion of global trade and logistics.

**The planned development of a series of mixed-use centers on the eastern edge of the existing concentration of urban development in Orange and Osceola counties as well as central Brevard County** will create additional demand for travel. Most notable is the development under Florida's sector planning law of a long-term master plan for 133,000 acres of the Deseret Ranches in eastern Osceola County. The draft North Ranch master plan envisions a network of 16 centers with projected population of 355,000 by 2060 and 490,000 by 2080. The Task Force has not taken any position on the draft North Ranch master plan, which currently is under consideration as a Large-Scale Plan Amendment by Osceola County. In addition, the state agencies participating in the Task Force have taken no position on the review of any future local government plan amendment that may be submitted subsequent to this report, pursuant to Chapter 163, Florida Statutes.

**These trends point to significant increases in demand for travel between the three counties during the next 50 years.** The Florida Department of Transportation projects that east-west travel between Orange, Osceola, and Brevard counties could more than double between 2014 and 2060, with even higher growth anticipated in north-south travel between eastern Orange and Osceola counties.

**Limited options for both east-west and north-south travel raise concerns about the ability to accommodate future growth in demand and achieve the economic opportunities facing this region.** The existing transportation system includes four east-west highway connections between Orange, Osceola, and Brevard counties; three north-south highway connections between eastern Orange and Osceola counties; and no high-capacity transit connections in these areas. There is a need for strategic transportation investments in this study area, but also a **need to protect regionally significant natural resources and support high-quality development** that is consistent with regional and local plans and visions.

The Task Force recommends 21 **guiding principles** to balance considerations of conservation, countryside, and centers when making decisions about the future of the study area's transportation corridors. These principles also point toward development of a new generation of transportation corridors that incorporate multiple modes and uses, innovative design, and advanced technologies.

The Task Force recommends nine **corridor alternatives** for further study. Five alternatives emphasize **multimodal improvements to existing corridors** (Figure ES.1). The Task Force also recommends four

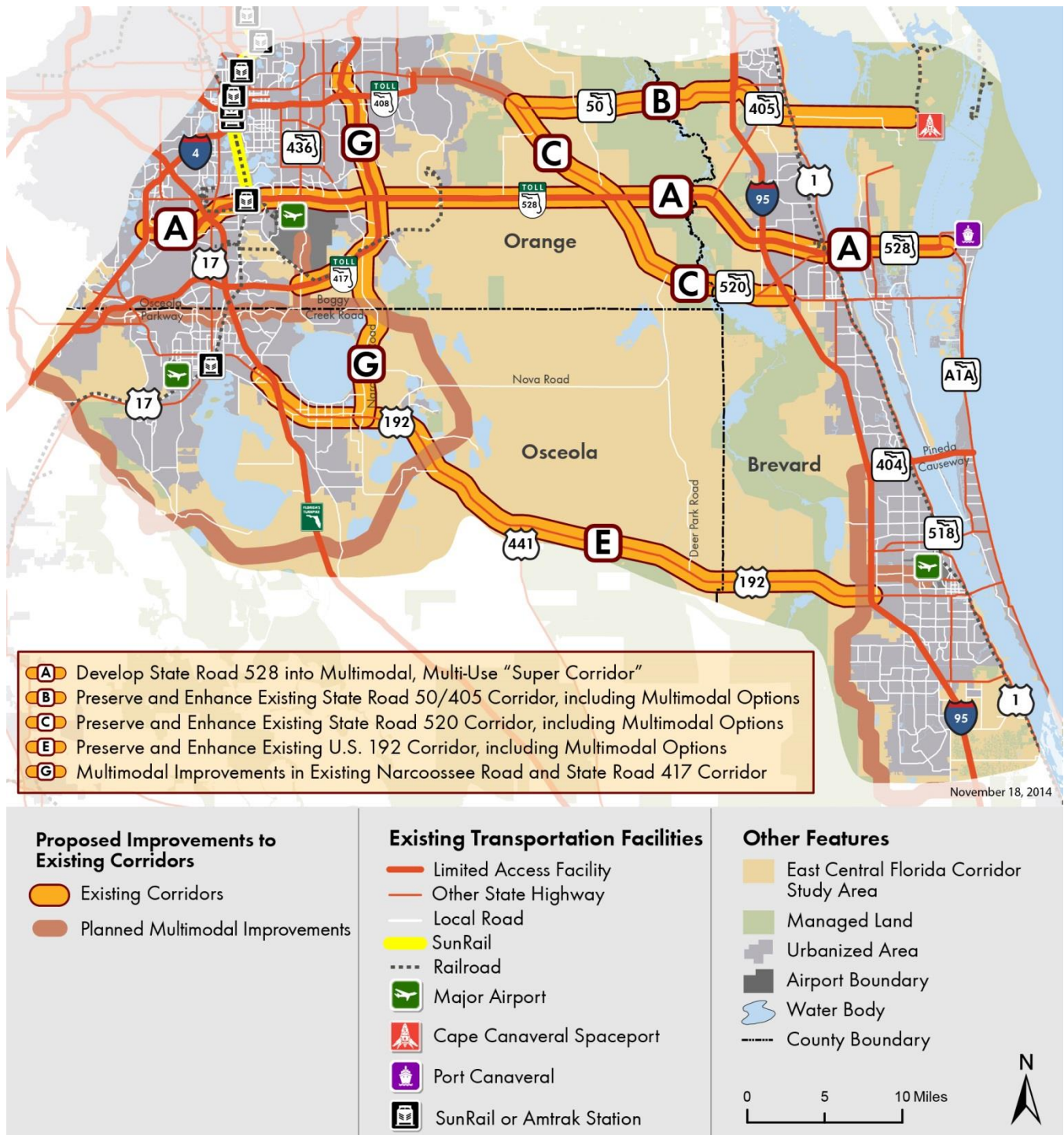
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<sup>1</sup> University of Florida Bureau of Economic and Business Research medium range forecasts to 2040, extrapolated to 2060 by the Florida Department of Transportation.

potential **study areas for new or significantly upgraded corridors** – two east-west (Figure ES.2) and two north-south corridors (Figure ES.3) – all of which should be evaluated for multimodal options.

The Task Force recommends a **proposed action plan** (box on page 6) to move forward with strategic corridor decisions. Implementation should begin with outreach to local governments and regional planning, water, and transportation agencies to encourage these partners to consider possible amendments to their plans. The Florida Department of Transportation (FDOT) should initiate studies to evaluate existing and new corridors. FDOT and the Florida Department of Economic Opportunity (DEO) should work with partners to identify needed policy changes and other implementation tools, and also provide support for ongoing coordination among state, regional, and local agencies. FDOT and DEO should track progress toward implementation of this action plan. The Florida Transportation Commission should monitor lessons learned so the Commission can be in a position to recommend new or revised transportation policies as needed for successful transportation corridor planning on a statewide basis.

Figure ES.1 Recommended Improvements to Existing Transportation Corridors





**Figure ES.2 Recommended Study Areas for New East-West Transportation Corridors**

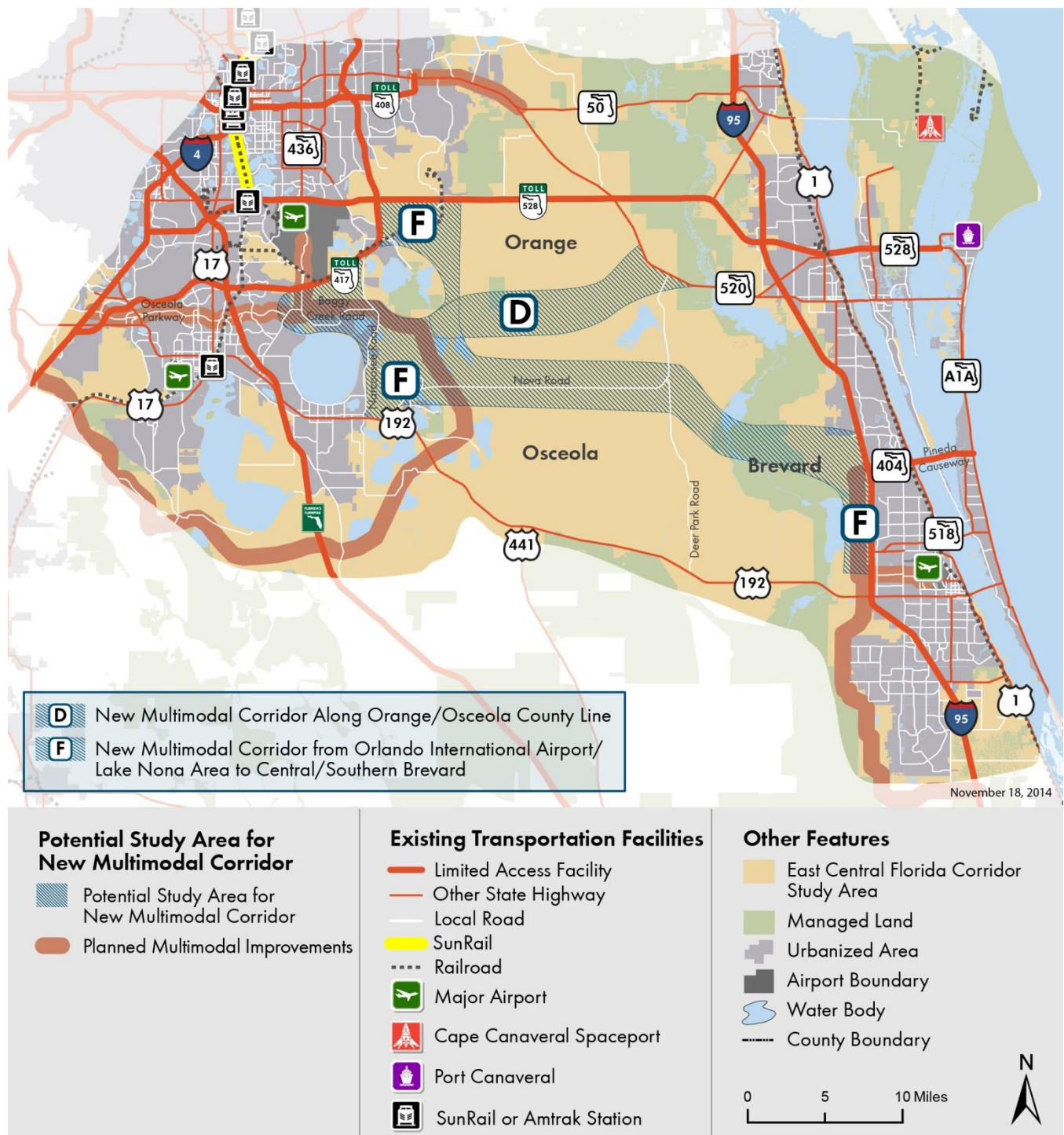
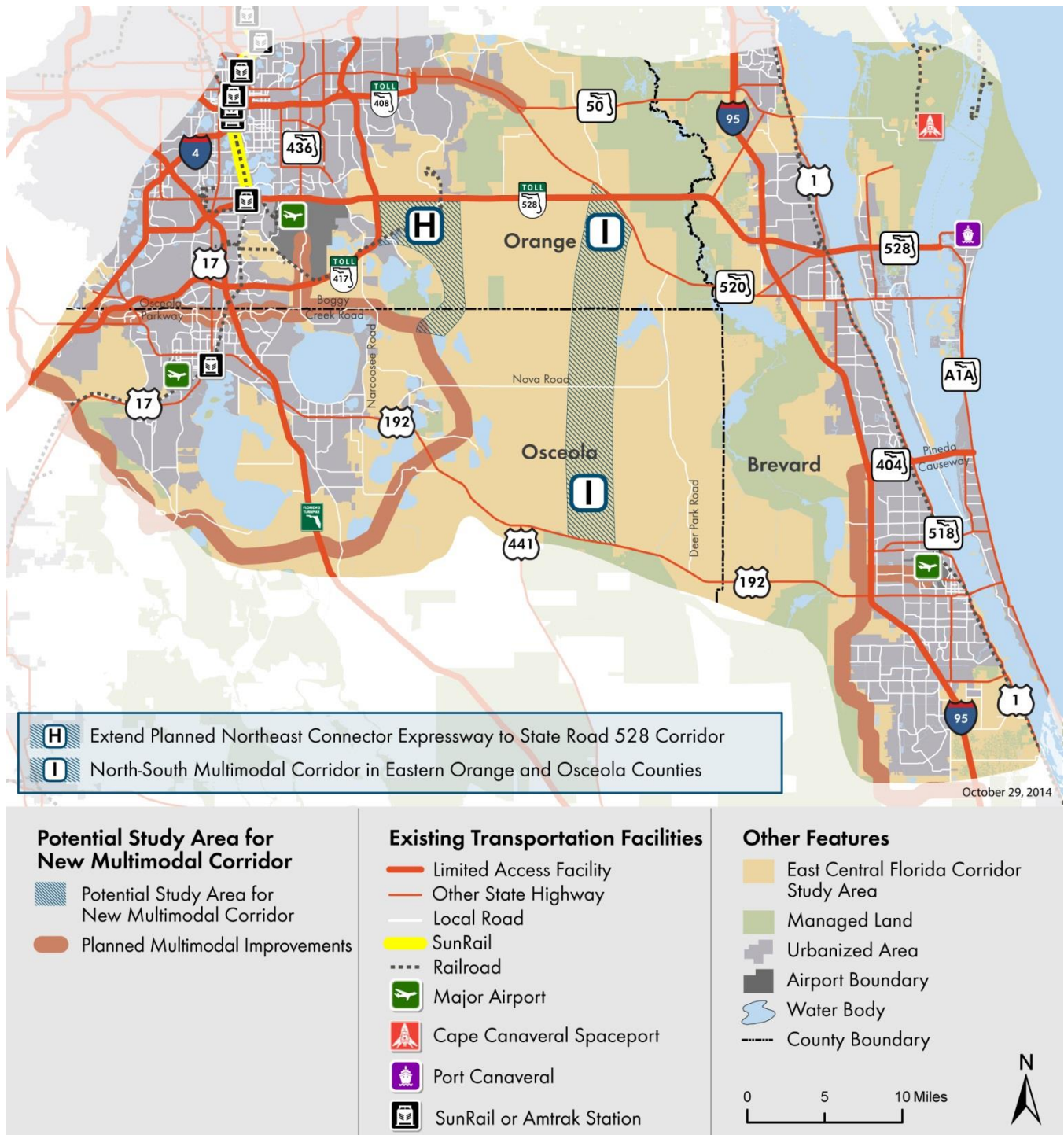


Figure ES.3 Recommended Study Areas for New North-South Transportation Corridors





## PROPOSED ACTION PLAN

- 1. Identify future investment needs to maximize the use of and add capacity to existing east-west corridors between Orange, Osceola, and Brevard counties.** These corridors include the State Road 528 corridor from Orlando to Port Canaveral (Alternative A, Figure ES.1); the State Road 50/State Road 405 corridor from downtown Orlando and the University of Central Florida to Cape Canaveral (Alternative B, Figure ES.1); the State Road 520 corridor from eastern Orange County to Cocoa (Alternative C, Figure ES.1); and the U.S. 192 corridor from Kissimmee to Melbourne (Alternative E, Figure ES.1).
- 2. Identify future investment needs to maximize the use of, add capacity to, and improve the connectivity between existing and planned north-south corridors in eastern Orange and Osceola counties.** These should include multimodal improvements to the Narcoossee Road corridor and the State Road 417 corridor (Alternative G, Figure ES.1); and improved connectivity among the existing Orange County expressway system, the planned Osceola County expressway system, and Florida's Turnpike.
- 3. Conduct one or more Evaluation Studies of potential new east-west corridors between Orange, Osceola, and Brevard counties.** The proposed study or studies should consider a multimodal corridor along the Orange/Osceola county line to provide connectivity between the Orlando International Airport/Lake Nona area, the Northeast District of Osceola County, the North Ranch Master Plan, and the State Road 520 corridor (Alternative D, Figure ES.2); and a multimodal corridor from the Orlando International Airport/Lake Nona area through the proposed North Ranch Master Plan to central/southern Brevard County, including the potential need for an additional crossing of the St. Johns River (Alternative F, Figure ES.2).
- 4. Conduct one or more Evaluation Studies of potential new north-south corridors in eastern Orange and Osceola counties.** The proposed study or studies should consider continuation of the project development process for the Northeast Connector Expressway and extension of this expressway from its planned terminus at the Osceola Parkway Extension to the State Road 528 corridor, including potential multimodal improvements (Alternative H, Figure ES.3); and a new multimodal corridor serving planned population centers on the North Ranch and connecting to existing east-west corridors including U.S. 192, Nova Road, State Road 520, State Road 528, and State Road 50/408 (Alternative I, Figure ES.3).
- 5. Develop a regional transit system plan to identify and set priorities for long-term transit investments in the three study area counties and the broader Central Florida region.**
- 6. Amend existing local and regional plans, as appropriate, to include the corridors and the study areas described in actions 1 through 5, as well as to ensure consistency with the recommended guiding principles.** These plans would include local government comprehensive plans; metropolitan planning organization long-range transportation plans; expressway authority master plans; the Strategic Regional Policy Plan; and the Comprehensive Economic Development Strategy.
- 7. Develop an agreement among local governments, metropolitan planning organizations, transportation authorities, water management districts, and other entities to strengthen consistency among future transportation, land use, and water supply plans.**
- 8. Develop planning tools, incentives, compensation approaches, and legal instruments to reserve and protect rights-of-way to support implementation of the transportation corridors recommended in the Evaluation Studies.**
- 9. Develop a framework for potential partnership and co-location agreements with railroads, utilities, or other infrastructure providers to support implementation of the transportation corridors recommended in the Evaluation Studies.**



# INTRODUCTION

## Background

The Central Florida region has a large and growing population, a diverse and expanding economy, and a unique mix of natural, historic, and cultural resources. Decisions about statewide and regional transportation corridors will be critical to Central Florida's future, connecting separate cities into an integrated region and connecting this region to external markets. Well-planned transportation corridors can improve mobility and connectivity for people and freight, support economic development, and facilitate emergency evacuation and response. These corridors should be planned in coordination with long-term land use decisions to ensure the protection of environmental resources, the preservation of productive agricultural lands, and the thoughtful planning of centers for future economic development and urban growth.

During the past few years, Florida's state agencies have focused on the need for better coordination of long-term decisions about transportation, land use, economic development, and environmental stewardship:

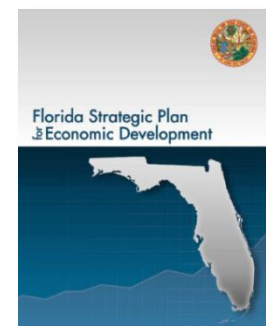
- In 2010, the Florida Department of Transportation (FDOT) with input from a 29-member steering committee and more than 10,000 Floridians developed the *2060 Florida Transportation Plan*. To help implement this plan, FDOT initiated a Future Corridors planning process to plan for the future of the major transportation corridors critical to the state's economic competitiveness and quality of life over the next 50 years. The Future Corridors planning process involves three steps: a Concept Study for a broad area connecting two regions; a more detailed Evaluation Study for a corridor or segment within the study area; and more specific decisions about particular alignment(s) within a corridor through the Project Development and Environment process (box on page 8).



As part of this process, FDOT completed the *Tampa Bay-Central Florida Concept Study* in 2013. This study examined long-term mobility and connectivity needs in the 15 counties from Tampa Bay to the Atlantic Coast. The study recommended that FDOT work with partners to transform and modernize the critical Interstate 4 corridor; enhance passenger and freight rail service across the region; and assess the feasibility of developing one or more parallel multimodal corridors to provide alternatives to Interstate 4. The study also recommended that FDOT conduct a pilot Evaluation Study to address the regional connectivity gap between the Orlando International Airport and southern Brevard County and to refine the future corridor planning process for future use.



- In 2012, the Florida Department of Economic Opportunity (DEO) worked with state, regional, and local partners to establish the *Florida Strategic Plan for Economic Development*. This plan emphasized supporting strong regional industry clusters, strengthening and connecting Florida's economic regions, and positioning Florida as a global hub for trade and investment. It also recommended coordinating plans and investments to address Florida's long-term economic development, environmental stewardship, community development, and infrastructure needs on a statewide and regional basis.



## Future Corridors Planning Process

The Florida Department of Transportation (FDOT) is implementing the Future Corridors Planning Process to plan for the major transportation corridors critical to the state's economic competitiveness and quality of life over the next 50 years. This process emphasizes corridors that connect Florida to other states, or that connect broad regions within Florida, generally via high-speed, high-capacity transportation facilities such as major rail lines, waterways, air service, and Interstate or other limited-access highways. The overall planning process considers opportunities for two types of long term improvements to Florida's major transportation corridors:

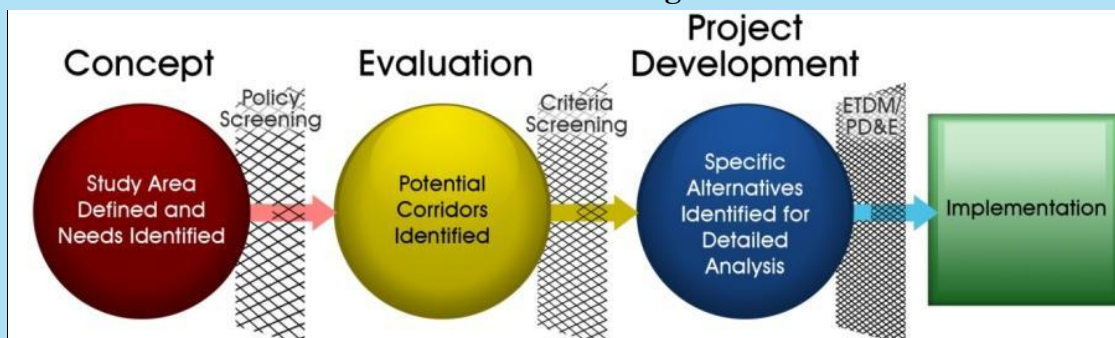
1. Transforming *existing facilities* in a corridor to maximize their function, such as adding tolled express lanes, truck-only lanes, or bus rapid transit systems to an existing highway, or adding passenger service to an existing freight rail line.
2. Identifying corridor study areas for potential *new parallel facilities* to provide alternatives to existing congested facilities or potential *new multimodal corridors* in regions not well served by major corridors today.

FDOT has developed a three-stage process for planning the future of major transportation corridors:

1. Prepare a high-level **Concept Study** to identify anticipated statewide connectivity and mobility needs in the study area; determine whether a significant transportation corridor investment in the study area is consistent with statewide policies and available regional and community visions and plans for future growth; identify key community and environmental issues to be considered in future stages; and identify a framework for moving forward in this study area.
2. Conduct an **Evaluation Study** of one more segments of the full study area to identify and assess potential alternative solutions to the anticipated mobility and connectivity needs; work with partners to build consensus around potential solutions; and develop an action plan for future work on viable corridors.
3. Use FDOT's established **Project Development** processes to conduct more detailed analyses of specific alternative corridor improvements, continue coordination with partners, and advance specific projects into implementation.

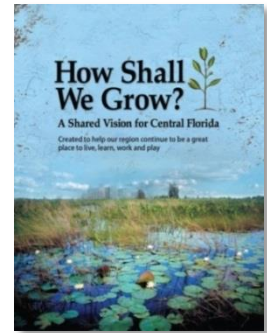
FDOT completed a Concept Study of the 15-county area from Tampa Bay through Orlando to the Atlantic Coast in 2013. The work of the East Central Florida Corridor Task Force began implementation of a key recommendation from that study, providing a transition from Concept to Evaluation in a three-county portion of the 15-county Concept Study area.

### Future Corridor Planning Process



Several trends and initiatives have highlighted the importance of future transportation corridor planning in Central Florida, particularly in Orange, Osceola, and Brevard counties:

- In 2007, *myregion.org* completed a 50-year regional visioning process with input from nearly 20,000 residents of Brevard, Lake, Orange, Osceola, Polk, Seminole, and Volusia counties. This process culminated in the adoption of the *How Shall We Grow?* vision and regional growth compact by representatives of 7 counties and 86 cities. The vision focused on four key themes: conservation, countryside, centers, and corridors. The vision specifically identified the need for improving connectivity between Orlando and southern Brevard County.
- Regional and local economic development initiatives have focused on strengthening the region's position in industries such as tourism, trade and logistics, simulation, aerospace and aviation, and life sciences. A key issue is the transition of the Brevard County economy following the end of the Space Shuttle program.
- The region's transportation hubs have initiated major expansion plans:
  - The Canaveral Port Authority is continuing to expand its cruise business, aggressively growing its container business, deepening and widening its channel, and improving intermodal connections.
  - The Orlando International Airport has initiated a \$1.1 billion capital improvement program to expand the capacity of the existing North Terminal Complex and begin development of a South Terminal Complex, including an intermodal terminal for intercity and commuter rail service.
  - Melbourne International Airport is the center of a major cluster of aviation- and technology-related businesses, including 1,800 new jobs announced by Northrop Grumman Corporation's "Project Magellan" in 2014.
  - Space Florida and the Kennedy Space Center both developed new master plans and investment programs to help transition Cape Canaveral to serve changing civil and military markets and to expand commercial markets.
- In 2012, Florida East Coast Industries, Inc., announced the establishment of a privately operated passenger rail service from Miami to Orlando. The planned route would use the existing Florida East Coast Railway corridor from Miami to Cocoa, then run west adjacent to the State Road 528 (Beach Line Expressway) and terminate at the Orlando International Airport. Planning and environmental studies for the service are underway.
- Also in 2012, the Osceola County Expressway Authority (OCX) adopted a 2040 Master Plan that identifies potential new transportation corridors in Osceola County, with potential future connections to Orange and Brevard counties.
- In 2014, the Governor and Legislature created the Central Florida Expressway Authority (CFX) to develop and operate a regional expressway system serving Lake, Orange, Osceola, and Seminole counties. CFX assumes the assets and responsibilities of the Orlando-Orange County Expressway Authority (OOCEA). OCX will become part of CFX sometime after 2018 when financial milestones outlined in the law have been achieved on current projects. CFX is developing a 2040 master plan, building on the existing OOCEA and OCX master plans and prior OOCEA feasibility studies for potential system expansions.



- Local governments have conducted a variety of long-term, large-scale planning processes that anticipate significant growth of existing and new residential and employment centers. Most significantly, Osceola County worked with Farmland Reserve, Inc., a nonprofit corporation commonly referred to as Deseret Ranches, to prepare a long-term master plan for about 19,000 acres in the “Northeast District” of the Ranches in 2012 under Florida’s sector planning law and initiated a long-term master planning process for an additional 133,000 acres of the “North Ranch” in 2013.

### ***Task Force Study Area and Charge***

In recognition of the importance of transportation corridor planning to the area’s future, Governor Rick Scott created the East Central Florida Corridor Task Force through Executive Order 13-319 on November 1, 2013. Appendix A provides a copy of the Executive Order. The Task Force’s purpose is to evaluate and develop consensus recommendations on future transportation corridors serving established and emerging economic activity centers in portions of Brevard, Orange, and Osceola counties (study area shown in Figure 1).

The study area runs from Orlando and Kissimmee to Cape Canaveral and Palm Bay. The area has a unique natural environment that includes the Indian River Lagoon; the headwaters of the Everglades; the St. Johns and Econlockhatchee Rivers; productive agricultural lands; and high-quality beaches, rivers, parks, forests, preserves, and wildlife habitat. A diverse mix of cities, towns, and rural areas house a population of more than 2 million residents, which is projected to nearly double by 2060.<sup>2</sup> The area is a global leader in tourism, agriculture, aerospace, and life sciences, and increasingly is tied to a broader 7-county economic region as well as a 15-county “super region” from Tampa Bay to the Atlantic Coast.

The Governor charged the Task Force to accomplish the following tasks:

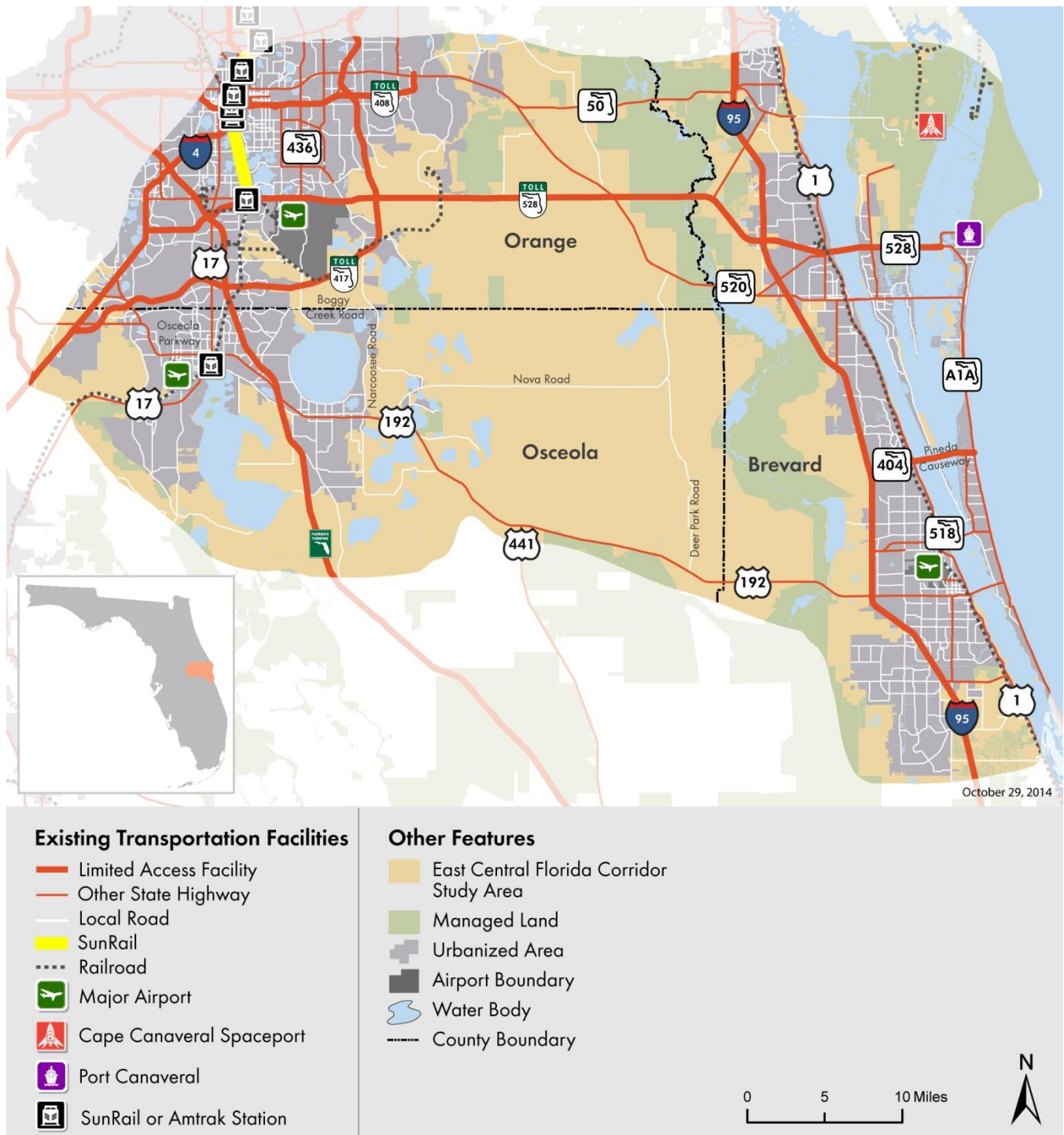
- Recommend guiding principles for coordination of future transportation planning with environmental stewardship, land use, sustainable agriculture, economic development, and community development plans and investments;
- Review transportation plans of FDOT, MetroPlan Orlando, the Space Coast Transportation Planning Organization, OOCEA, OCX, and other public and private entities and determine the extent to which these plans are consistent with each other and how they might affect future corridor planning between East Central Florida and the Space Coast;
- Review the land use and development plans of local and regional governments and entities and determine the extent to which these plans are consistent with transportation plans and how they might affect future corridor planning between East Central Florida and the Space Coast;
- Consider and recommend transportation facilities, including the general purpose, need, and location for any new or enhanced transportation corridors as well as a range of alternative routes and modes for major transportation corridor investments;
- Solicit and consider input from local, regional, state, and Federal agencies, stakeholders, including property owners, agricultural interests, business interests, and environmental interests; residents; and the public; and
- Recommend a proposed action plan for moving forward with new or enhanced transportation corridors in the study area.

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<sup>2</sup> University of Florida Bureau of Economic and Business Research medium range forecasts to 2040, extrapolated to 2060 by the Florida Department of Transportation.



**Figure 1. East Central Florida Corridor Task Force Study Area**



Source: Florida Department of Transportation.



## ***Undertaking the Governor's Charge***

The Task Force includes 13 members representing the public, private, and civic sectors (see list of members on page i of this report).

### **Work Plan**

The Task Force met seven times in locations in the three counties: April 29, June 5, June 27, August 22, September 15, October 9-10, and November 13. The meetings provided background briefings on key issues, discussion and consensus-building among Task Force members, and public comment. The Task Force's work plan followed the charge laid out in the Executive Order, including the following tasks:

- Review of existing statewide, regional, and local plans related to the study area, including the State Comprehensive Plan; the *Florida Strategic Plan for Economic Development*; the *2060 Florida Transportation Plan, How Shall We Grow?*; the *East Central Florida 2060 Plan* (the Strategic Regional Policy Plan) and the Comprehensive Economic Development Strategy, both prepared by the East Central Florida Regional Planning Council; the comprehensive plans adopted by Brevard, Orange, and Osceola counties; the long-range transportation plans prepared by MetroPlan Orlando and the Space Coast Transportation Planning Organization; the OOCEA and OCX master plans; seaport, airport, and spaceport master plans; regional emergency response and evacuation plans; and other relevant documents;
- Review of background papers and briefings prepared by staff from DEO and FDOT covering trends and conditions in the study area;
- Briefings from technical experts and agency staff on topics related to the Task Force charge;
- Input from stakeholders and the public; and
- Development of recommendations related to each element of the Task Force's charge.

## Coordination with Sector Planning Activities

A key element of the Task Force's work plan was to enhance the coordination of transportation and land use decisions through linking implementation of existing statutes related to transportation corridor planning, comprehensive planning, and sector planning (box below).

### LINKING CORRIDOR PLANNING AND LAND USE PLANNING STATUTES

- § 337.273, Florida Statutes, encourages “immediate and decisive action must be taken to plan, designate, and develop transportation corridors” within Florida, including “timely preservation, management, or acquisition of property necessary to accommodate existing and planned transportation facilities” within a corridor. This statute also provides that “the designation and management of transportation corridors can best be achieved through the inclusion of transportation corridors in the local government comprehensive plans...in order to ensure comprehensive planning for future development and growth, improved coordination between land use and transportation planning, and compliance with concurrency requirements.”
- § 163.3245, Florida Statutes, provides that local governments or combinations of local governments can adopt into their comprehensive plans a long-range “sector plan” for a substantial geographic area of at least 15,000 acres to promote and encourage long-term planning for conservation, development, and agriculture on a landscape scale; to facilitate protection of regionally significant resources; and to avoid duplication of effort in terms of the level of data and analysis required for a development of regional impact, while ensuring the adequate mitigation of impacts to applicable regional resources and facilities. Sector planning occurs in two steps: first, adoption of a long-term master plan for the entire planning area as part of the comprehensive plan; and, second, adoption by local development order of two or more detailed specific area plans that implement the long-term master plan.

The Task Force requested presentations from each county government on current comprehensive plans and major land use planning initiatives; requested presentations from major landowners in the study area; and requested that staff develop maps and technical analyses of existing and planned developments and transportation facilities in the study area. In particular, the Task Force coordinated with the separate, concurrent sector planning process underway on the North Ranch in Osceola County. Representatives of Osceola County and the Deseret Ranches provided periodic updates to the Task Force and exchanged data and technical information with Task Force staff.

The Task Force has not taken any position on the North Ranch Sector Plan currently under consideration as a Large-Scale Plan Amendment by Osceola County. The maps and figures related to the draft sector plan were submitted to Osceola County prior to the conclusion of deliberations by the Task Force. Furthermore, the Executive Order directed DEO, FDOT, and the Department of Agriculture and Consumer Affairs (DACS) to participate in the Task Force and the preparation of this report. Such participation shall in no way be viewed as a statutorily required state agency review of any future local government comprehensive plan amendment pursuant to Chapter 163, Florida Statutes (F.S.). Any future amendments will be reviewed by DEO, FDOT, DACS, and other state agencies pursuant to the requirements of Chapter 163, F.S.

## **Agency Coordination**

Representatives of the study area's county and municipal governments, metropolitan/transportation planning organizations, expressway authorities, regional planning council, water management districts, and other government entities were invited to observe Task Force meetings. Staff from many of these agencies also briefed the Task Force on specific topics.

DEO and FDOT staff and consultants coordinated on a regular basis with staff from affected local, regional, and state agencies to keep them informed about the Task Force's process and to ensure that the Task Force had access to accurate and up-to-date technical information. These included individual briefings to each agency, as well as group discussions with multiple agencies in March 2014 (prior to the Task Force's first meeting), August 2014 (following the initial round of community workshops), and October 2014 (following the completion of the Task Force's draft report).

## **Stakeholder and Public Involvement**

The Task Force solicited and considered input from stakeholders, including property owners, agricultural interests, business interests, environmental interests, residents, and the public. Activities included:

- Public comment opportunities at all Task Force meetings.
- An interactive web site that provided public access to all Task Force materials and allowed stakeholders and the public to submit comments at any time.
- A statewide webinar on June 24, 2014 to provide an overview of the work of the Task Force to date and an opportunity to receive questions from the public. A total of 88 people participated in the webinar.
- Two community workshops on July 8, 2014 in Kissimmee to obtain input from stakeholders and the public on transportation corridor needs and related issues in the study area. A total of 57 participants discussed trends, conditions, issues, and opportunities in the study area and identified priority issues for consideration by the Task Force.
- Three additional community workshops on October 6, 7, and 8, 2014 in Melbourne, Kissimmee, and Orlando, respectively. A total of 56 people provided feedback on draft guiding principles under development by the Task Force, as well as input to the Task Force on potential corridor needs and alternatives.
- A stakeholder and public comment period on the Task Force's draft report between its October and November 2014 meetings.

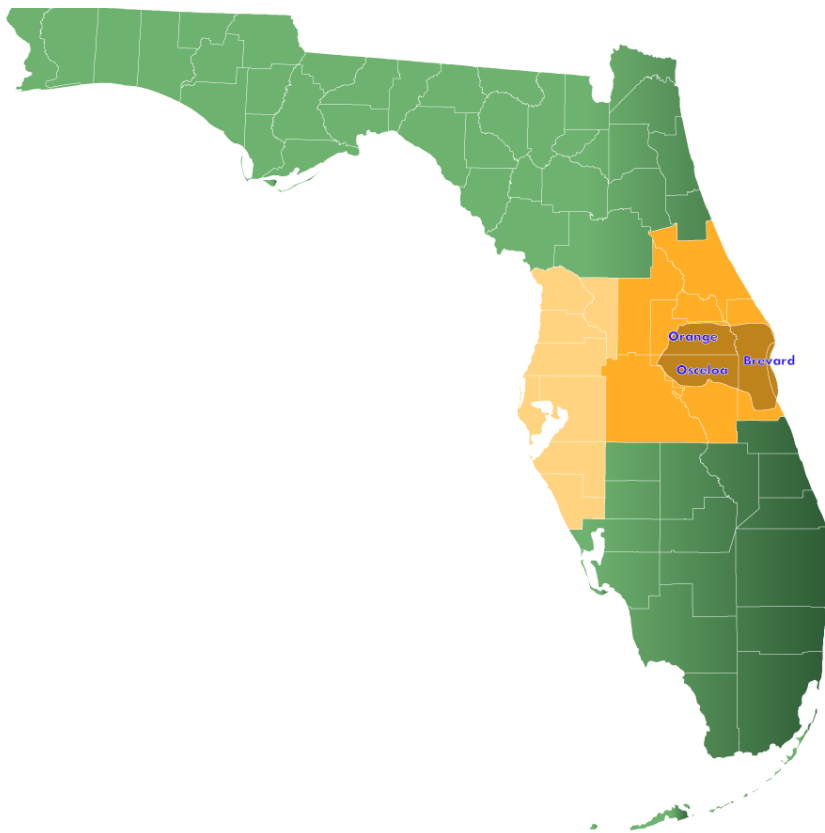
## **Access to the Task Force's Proceedings**

Appendix C provides a summary of all background documents reviewed by the Task Force, discussion papers prepared for the Task Force, and technical presentations at Task Force meetings. Copies of all presentations and discussion papers, the community workshop summaries, and meeting minutes are posted on the Task Force's web site at [www.ECFCorridorTaskForce.org](http://www.ECFCorridorTaskForce.org)

## OVERVIEW OF THE STUDY AREA

The study area includes portions of Brevard, Orange, and Osceola counties, generally running from Interstate 4 on the west to the Atlantic Ocean on the east (Figure 1 on page 11 and area shaded in brown in Figure 2). The study area's northern boundary runs to the north of State Road 50, and its southern boundary skirts to the south of existing urbanized areas in Osceola County and follows U.S. 192 to Palm Bay. The study area comprises 2,153 square miles.

**Figure 2. East Central Florida Study Area, Central Florida Region, and Tampa Bay-Central Florida Super Region**



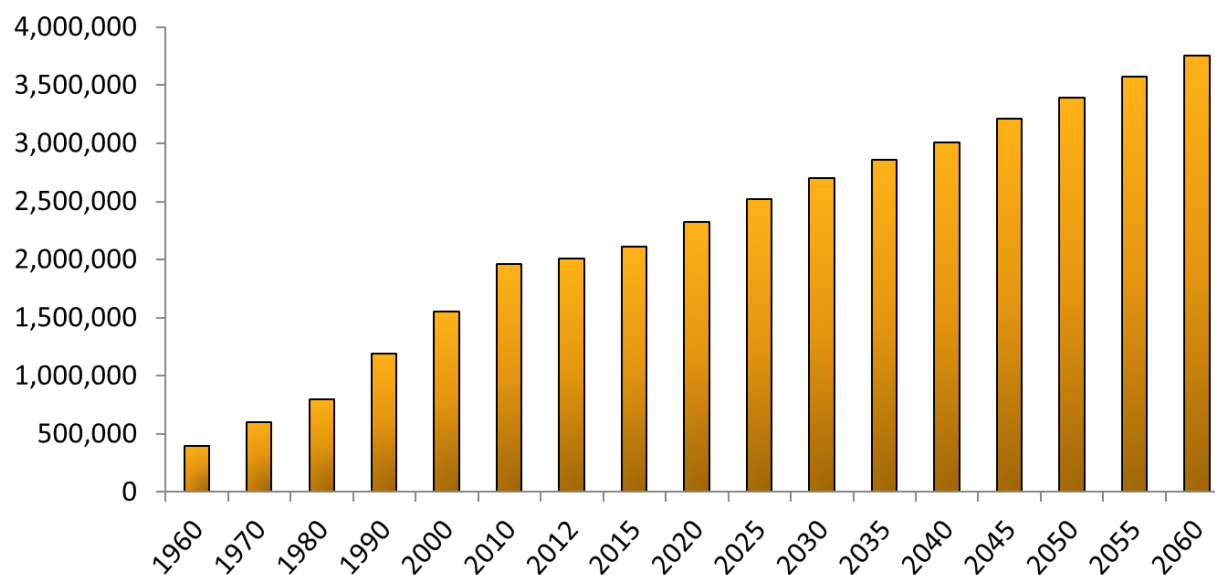
The study area generally is viewed as part of a broader “Central Florida” region typically defined as including Brevard, Lake, Orange, Osceola, Polk, Seminole, and Volusia counties (shaded in gold in Figure 2).

This region, in turn, is part of a broader 15-county “super region” that spans the central portion of the Florida peninsula from Tampa Bay to the Atlantic Ocean (shaded in beige or gold in Figure 2).

The combined population of Brevard, Orange, and Osceola counties is expected to increase from 2 million residents in 2012 to 3.8 million residents in 2060, based on the medium-range forecast by the University of Florida’s Bureau of Business and Economic Research (BEBR) through 2040 with extrapolation by the Florida Department of Transportation (FDOT) through 2060.<sup>3</sup> The total population of all seven Central

Florida counties is expected to increase by about 3 million residents by 2060. Most forecasts suggest that the “southeastern quadrant” of the region from central Orlando to the Orlando International Airport/Lake Nona and onward into northeastern Osceola and southern Brevard counties will be one of the fastest-growing areas over the next few decades. Significant growth also is anticipated in the other quadrants.

<sup>3</sup> This forecast is based on demographic trends and does not consider the availability of land for development. Some local governments indicate that BEBR projections typically have understated population growth in their jurisdictions, and have suggested that the total increase could be greater.

**Figure 3. Historic and Projected Population of Brevard, Orange, and Osceola Counties**

Source: University of Florida Bureau of Business and Economic Research “medium” projection through 2040; Florida Department of Transportation extrapolation to 2060.

The 15-county super region includes 7.5 million people and an estimated \$300 billion in economic activity per year, making it the 10<sup>th</sup> largest regional economy in the United States.<sup>4</sup> Interstate 4 is the “spine” across this super region. Improving connectivity from emerging centers to Interstate 4, as well as providing alternatives to Interstate 4 for long-distance trips, is a critical strategy for future economic competitiveness.

“*How Shall We Grow?*” is a shared regional vision for the 7-county Central Florida region. The vision describes what the region’s residents said they desire for the future – a region “that consumes less land, preserves more precious environmental resources and natural countryside, creates more distinctive places to live in both rural and urban areas, and provides more choices for how people travel.” The Central Florida Regional Growth Compact is a voluntary agreement signed by representatives of the region’s 7 counties and 86 cities committing to continue regional cooperation to implement the *How Shall We Grow?* principles. These principles have been incorporated by more than two thirds of the region’s local governments into comprehensive plans, policies, and other development practices. The Task Force used the themes of *How Shall We Grow?* – the “4 Cs” – as an organizing framework. This section documents issues and opportunities related to transportation corridor planning, and is organized by these themes: conservation, countryside, centers, and corridors.

### **“HOW SHALL WE GROW?”** **THEMES: THE FOUR CS**

- **Conservation** – Enjoying Central Florida’s most precious resources – lands, waters, air, and wildlife.
- **Countryside** – Maintaining Central Florida’s heritage of agriculture and small villages.
- **Centers** – Hamlets, villages, towns, and cities – a variety of places to live, work, and play.
- **Corridors** – Connecting our region with more choices for how people and freight move.

<sup>4</sup> Florida Department of Transportation, *Tampa Bay-Central Florida Concept Study*, October 203, based on analysis of data from the U.S. Bureau of the Census and the U.S. Bureau of Economic Analysis.



## Conservation

### Background

Conservation refers to the study area's surface and groundwater resources, natural lands, wildlife habitat, and other natural resources.

Although there is widespread recognition of the study area's environmental importance, there is no single map or list that depicts all of the regionally significant natural resources. A starting point is the strong consensus on the "Seven Jewels of Central Florida," a regional landscape vision of "must-save" places defined in 2005 through a stakeholder initiative known as *Naturally Central Florida*. In the study area, these places include the St. Johns and Econlockhatchee Mosaic; northern portions of the Indian River Lagoon; and northern portions of the Greater Kissimmee Prairie (Figure 4).

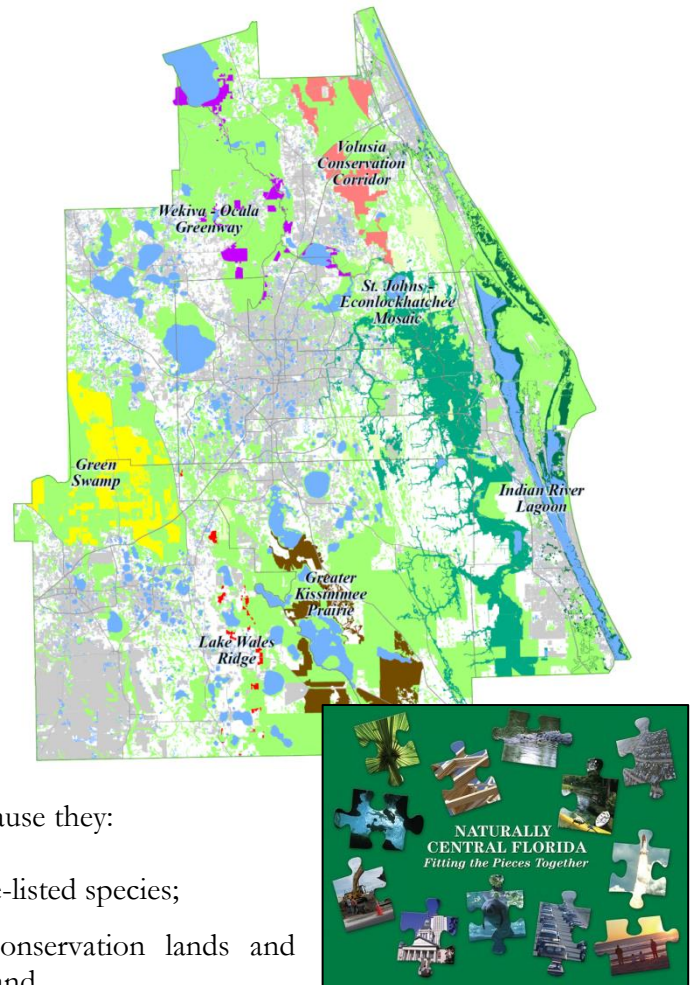
The study area includes additional resources that are shown as priorities in national, state, and regional landscape-scale conservation initiatives, because they:

- Provide habitat for a variety of Federal- and state-listed species;
- Provide important linkages for connecting conservation lands and habitats in south Florida to the rest of the state; and
- Are important for managing, restoring, and protecting water resources, including the Everglades, the Upper St. Johns River Basin, the Econlockhatchee River, and the Indian River Lagoon.

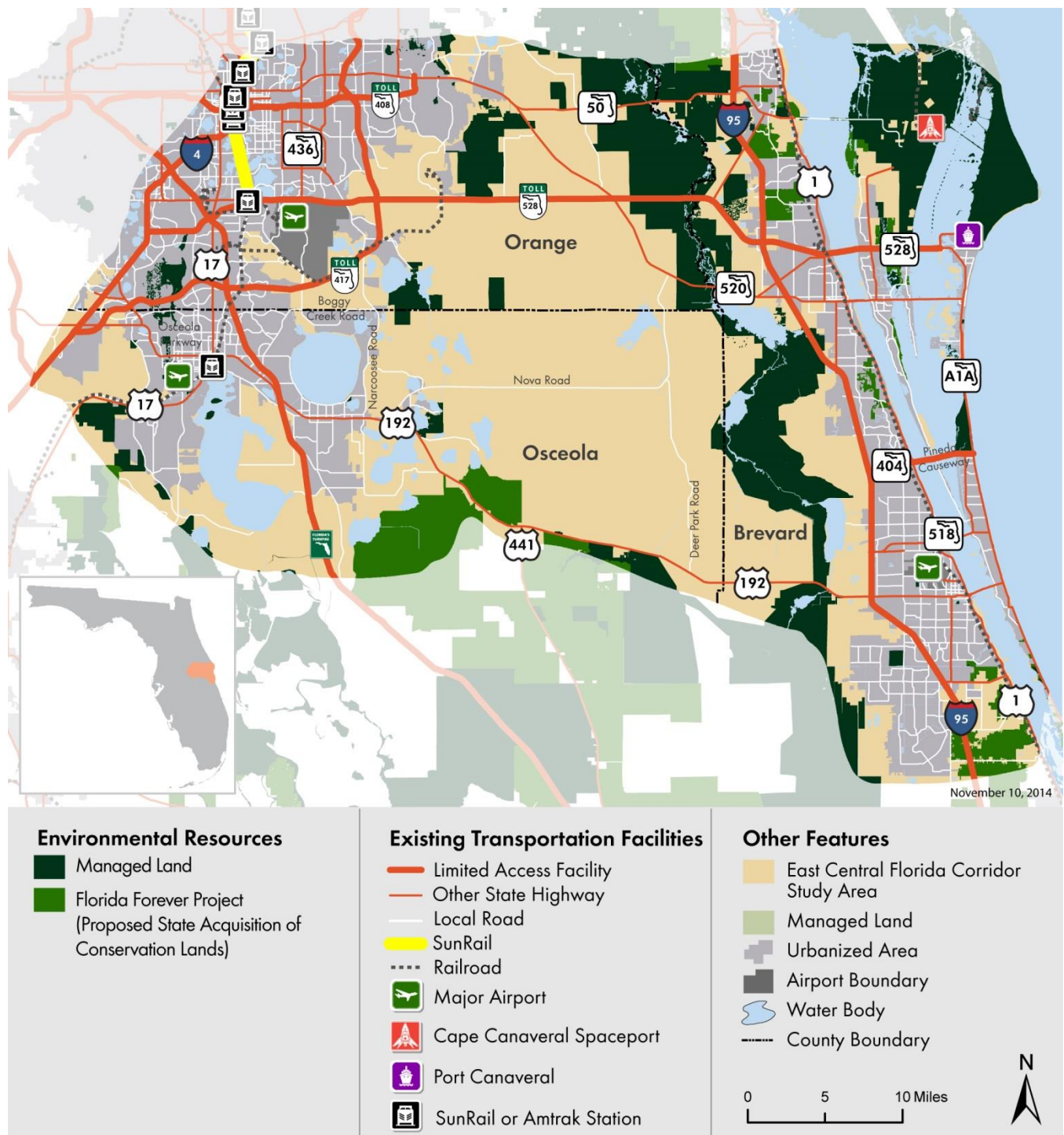
Many of these resources have been preserved via acquisition or easement through Federal, state, local, or nonprofit conservation initiatives. Other resources have been identified in development orders for mitigation purposes, such as the Disney Wilderness Preserve, Split Oak Forest Mitigation Park, Viera Wilderness Park, and portions of the Northeast District Sector Plan. About 16 percent of the total land area currently is managed for conservation purposes by Federal, state, regional, or local agencies (Figure 5).

Still other resources have been targeted for acquisition or identified as potential priorities for future management through a variety of initiatives, including Florida Forever, the Florida Department of Environmental Protection's Florida Ecological Greenways Network, the Florida Fish and Wildlife Conservation Commission's Cooperative Conservation Blueprint, the Florida Forest Service's Rural and Family Lands Protection Program, the U.S. Forest Service's Florida National Scenic Trail, and the Florida Wildlife Corridor. The East Central Florida Regional Planning Council has identified Natural Resources of Regional Significance and a list of major natural systems in the region (list on page 19).

**Figure 4. Seven Jewels of Central Florida**



**Figure 5. Existing Managed Lands and Florida Forever Projects in the Study Area**



Source: Florida Fish and Wildlife Conservation Commission; Florida Natural Areas Inventory. "Managed Land" includes conservation lands managed by Federal, state, and local agencies as well as private owners.

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## MAJOR NATURAL SYSTEMS IN THE EAST CENTRAL FLORIDA STUDY AREA

### Major Rivers

- Indian River Lagoon
- St. Johns River
- Econlockhatchee River
- Kissimmee River
- Shingle Creek

### Major Lakes

- Lake Tohopekaliga chain

### Large Conservation Areas

- Canaveral Marshes Conservation Area
- Econlockhatchee Sandhills Conservation Area
- Pine Conservation Area
- River Lakes Conservation Area
- Seminole Ranch Conservation Area

### Large Preserves

- Hal Scott Regional Park and Preserve
- Shingle Creek Preserve

### Wildlife Refuges

- St. Johns National Wildlife Refuge
- Salt Lake Wildlife Management Area
- Triple N Ranch Wildlife Management Area
- Split Oak Forest Mitigation Park, Wildlife, and Environmental Area
- Three Lakes Wildlife Management Area
- Everglades Headwaters National Wildlife Refuge and Conservation Area
- Archie Carr National Wildlife Refuge

### State Forests

- Little Big Econ State Forest
- Holopaw State Forest
- Charles H. Bronson State Forest

### Large Trail Systems

- Shingle Creek Regional Trail

*Source: East Central Florida Regional Planning Council.*

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A significant portion of the study area's land is under private ownership and the resources on these lands may not be fully documented in public sector environmental data sources. The study area's largest private landowner, Farmland Reserve, Inc., doing business as Deseret Ranches of Florida, Inc., currently is working with Osceola County to develop a long-term master plan for 133,000 acres of Deseret's North Ranch under Florida's sector planning law. This process has yielded a comprehensive environmental framework for the North Ranch, which builds upon many of these prior Federal, statewide, regional, and local efforts (Figure 6). This framework will be required to undergo state and regional review before going into effect.

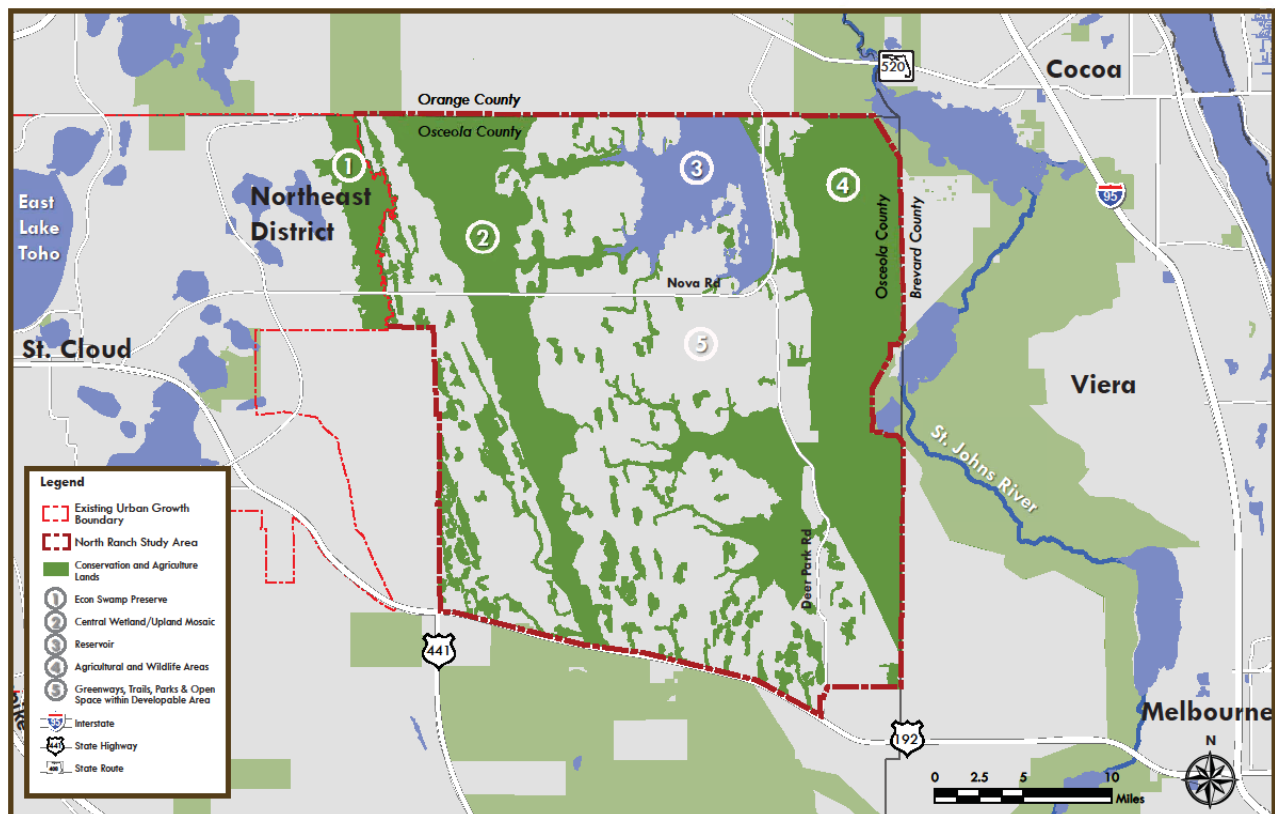
## Discussion

The Task Force believes that identification and protection of regionally significant natural resources must occur prior to or parallel with development of new or enhanced transportation corridors. A key consideration is maintaining the natural systems connectivity that is an essential ingredient in keeping the region's fragile ecosystems healthy and functioning. This requires a large-scale or "landscape" approach to planning for connectivity and the identification of specific linkages to fill connectivity gaps.

In addition to these direct impacts, corridor investments, when needed through or near environmentally sensitive areas, could direct future growth into areas not planned for urban development. The Task Force recognizes that multimodal transportation corridors, if located properly and planned and designed in conjunction with well-defined, mixed-used urban centers, can protect regionally significant natural resources by supporting development in more suitable places. Well-planned transportation corridors also can provide recreational opportunities by providing access to beaches, parks, preserves, and other natural resources.



**Figure 6. Proposed Environmental Framework for the North Ranch in Osceola County**



Source: Osceola County, *North Ranch Long-Term Master Plan, Draft, August 18, 2014*. Map prepared by Logan Simpson Design and Breedlove Dennis & Associates.

The Task Force also recognizes the importance of linking transportation corridor decisions to water supply planning. This study area is at the headwaters of multiple watersheds and faces growing demand for water consumption from residential, industrial, and agricultural users. The Central Florida Water Initiative, a collaboration of three water management districts, has concluded that traditional groundwater sources can meet some, but not all, projected and permitted needs in its five-county study area (Lake, Orange, Osceola, Polk, and Seminole) through 2035.<sup>5</sup> Focusing growth in mixed-use centers along transportation corridors could result in a more efficient use of water resources than prior development practices. There also may be opportunities to coordinate future transportation corridor investments with implementation of the Central Florida Water Initiative’s regional water supply plan, as well as water supply planning provisions of the proposed sector plan for the North Ranch. There also may be opportunities to coordinate with initiatives to protect water resources, such as the Indian River Lagoon National Estuary Program.

<sup>5</sup> The Central Florida Water Initiative’s analysis did not include Brevard County and did not consider the sector planning process for the North Ranch in Osceola County.

## **CONSERVATION: SUMMARY OF FINDINGS**

### **Issues Related to Corridors**

- Potential for new or enhanced east-west corridors from Orange County or Osceola County to Brevard County to involve new or expanded crossings of the St. Johns River and the Econlockhatchee River and cause impacts to wildlife corridors and other key ecosystem linkages.
- Potential impacts of new or enhanced north-south corridors in eastern Orange County or Osceola County on regionally significant natural resources, including potential for additional development in areas not currently planned for growth.
- Potential impact of new or enhanced corridors and associated development on regional surface and groundwater resources.
- Vulnerability to climate trends and extreme weather events for transportation corridors and population centers located in low-lying coastal areas or close to the St. Johns River, Econlockhatchee River, Indian River Lagoon, and other water bodies.

### **Opportunities Related to Corridors**

- Protect regionally significant natural resources by directing growth to more suitable areas identified in regional and community visions and plans.
- Accomplish transportation and conservation goals together through coordination of plans and investments.
- Restore environmental functions degraded or fragmented by prior corridor investments, such as incorporating bridges or wildlife crossings as part of reconstruction or modernization of existing corridors.
- Consider the characteristics of natural systems as part of the context for designing future corridors.
- Contribute to implementation of Central Florida Water Initiative regional water supply plan through coordination of transportation corridor investments with potential projects to store or move water in the study area.



## Countryside

### Background

The “countryside” – East Central Florida’s rural lands – represent both the study area’s heritage and a key driver of its future. Agriculture, marine industries, and ecotourism are key strengths of the study area’s economy. Small towns and villages are a preferred way of life for many residents – and with modern communication technologies, these rural lands increasingly can attract skilled professionals and entrepreneurs and enable them to do business worldwide. A strong rural lands strategy is critical to the future of this region.

About 391,000 acres, or 28 percent of the study area, currently are in commercial agricultural use (Figure 7).<sup>6</sup> Major agricultural landholdings include:

- The Deseret Ranches, which include nearly 250,000 acres spread across all three counties, plus additional land to the south of the study area boundary. Deseret is one of the largest cow-calf ranches in the United States.
- The 14,000-acre Cocoa Ranch in west central Brevard County, which is owned by A. Duda & Sons, Inc.
- Six additional ranches in Osceola County and one ranch in Brevard County that each comprise between 5,000 and 10,000 acres.

The total number of farms and the total acreage of farmland in the three counties decreased during the past five years, in contrast to a slight increase statewide.

Agriculture, other natural resources, and related manufacturing and distribution industries accounted for more than 212,000 jobs and \$10.6 billion in value-added impacts in the three counties in 2011.<sup>7</sup> Osceola County is the state’s third-largest producer of cattle and calves, with Brevard and Orange also ranking among the top 30 counties statewide.<sup>8</sup> The study area also is an important producer of citrus and plants and sod for landscaping. The agricultural sector is becoming more diversified and increasing productivity through animal science and other advanced ranching and farming methods.

Each of the study area counties identifies future lands for agricultural uses and classifies lands for rural development activities (Figure 8):

- Orange County has established an Urban Service Area and a Rural Service Area.
- Osceola County has established an Urban Growth Boundary. This boundary would be amended to accommodate anticipated development on the North Ranch (discussion below).
- Each county identifies rural settlements, enclaves, or development districts to preserve historic communities and provide for a rural lifestyle.

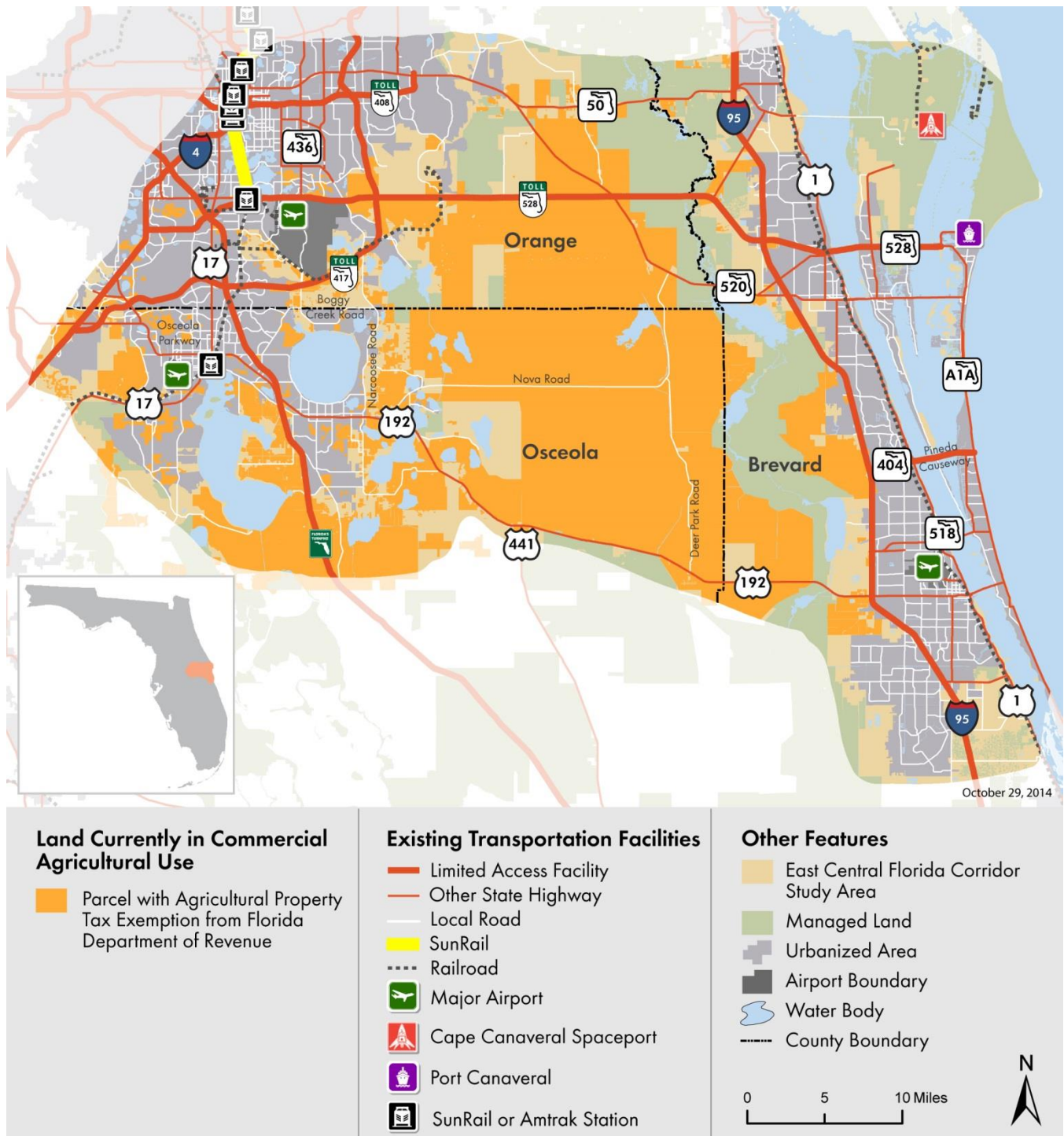
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<sup>6</sup> Property appraiser offices for Brevard, Orange, and Osceola counties; Brevard County Planning and Development Department. Customized analysis developed for the Task Force based on data as of May 2014.

<sup>7</sup> Food and Resource Economics Department, Florida Cooperative Extension Service, Institute of Food and Agricultural Sciences, University of Florida, *Economic Contributions of Agriculture, Natural Resources, and Related Food Industries in Florida in 2011*.

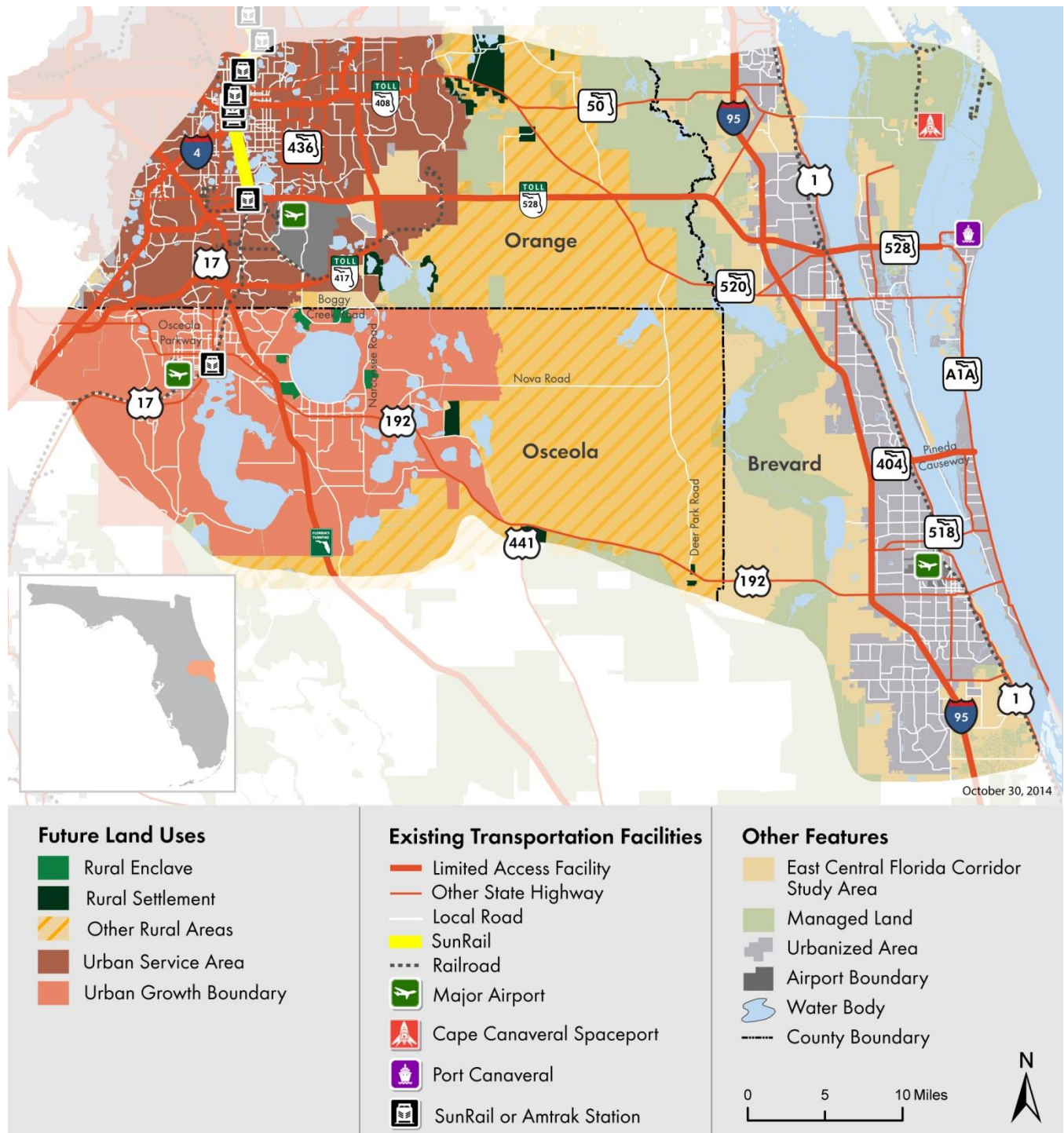
<sup>8</sup> Florida Department of Agriculture and Consumer Services, *Florida Agriculture by the Numbers*, 2013.

**Figure 7. Lands in Commercial Agricultural Use in the East Central Florida Study Area**



*Source: Property appraiser offices for Brevard, Orange, and Osceola counties; Brevard County Planning and Development Department. Customized analysis developed for the Task Force based on data as of May 2014.*

**Figure 8. Lands Designated for Future Urban or Rural Uses in the East Central Florida Study Area**



Sources: Brevard, Orange, and Osceola County Comprehensive Plans, Future Land Use Elements.



## Discussion

The Task Force recognizes that maintaining the most productive agricultural lands is essential to the area's future economy and quality of life. Many of the study area's major agricultural lands also play important environmental functions, including providing habitat and assisting with water storage, filtering, and groundwater recharge.

The area's major agricultural landowners have been recognized as good long-term stewards of their lands and partners in planning for the future of the region. Transportation corridor planning provides opportunities to provide better connectivity to productive farmlands. When planned in conjunction with land use decisions, transportation corridor planning also can help preserve agricultural lands and rural developments by supporting urban growth in more suitable places.

### **COUNTRYSIDE: SUMMARY OF FINDINGS**

#### **Issues Related to Corridors**

- Potential impacts of new or enhanced transportation corridors on agricultural lands with important economic or environmental functions.
- Potential impacts of new or enhanced transportation corridors on areas located outside of Orange County's Urban Service area and Osceola County's Urban Growth Boundary or identified in county plans as rural settlements, rural enclaves, and rural development districts.

#### **Opportunities Related to Corridors**

- Provide better connectivity from productive agricultural lands to processing facilities, transportation hubs, and external markets to help expand the size, diversity, and scale of the agricultural industry.
- Preserve the viability of productive agricultural lands and rural development areas by supporting urban growth in more suitable areas identified in regional and community visions and plans.



## Centers

### Background

Population and employment centers are the critical building blocks of the study area's economy. The region has made a strong commitment through the *How Shall We Grow?* principles and regional and local plans to focus future growth in a mix of centers.

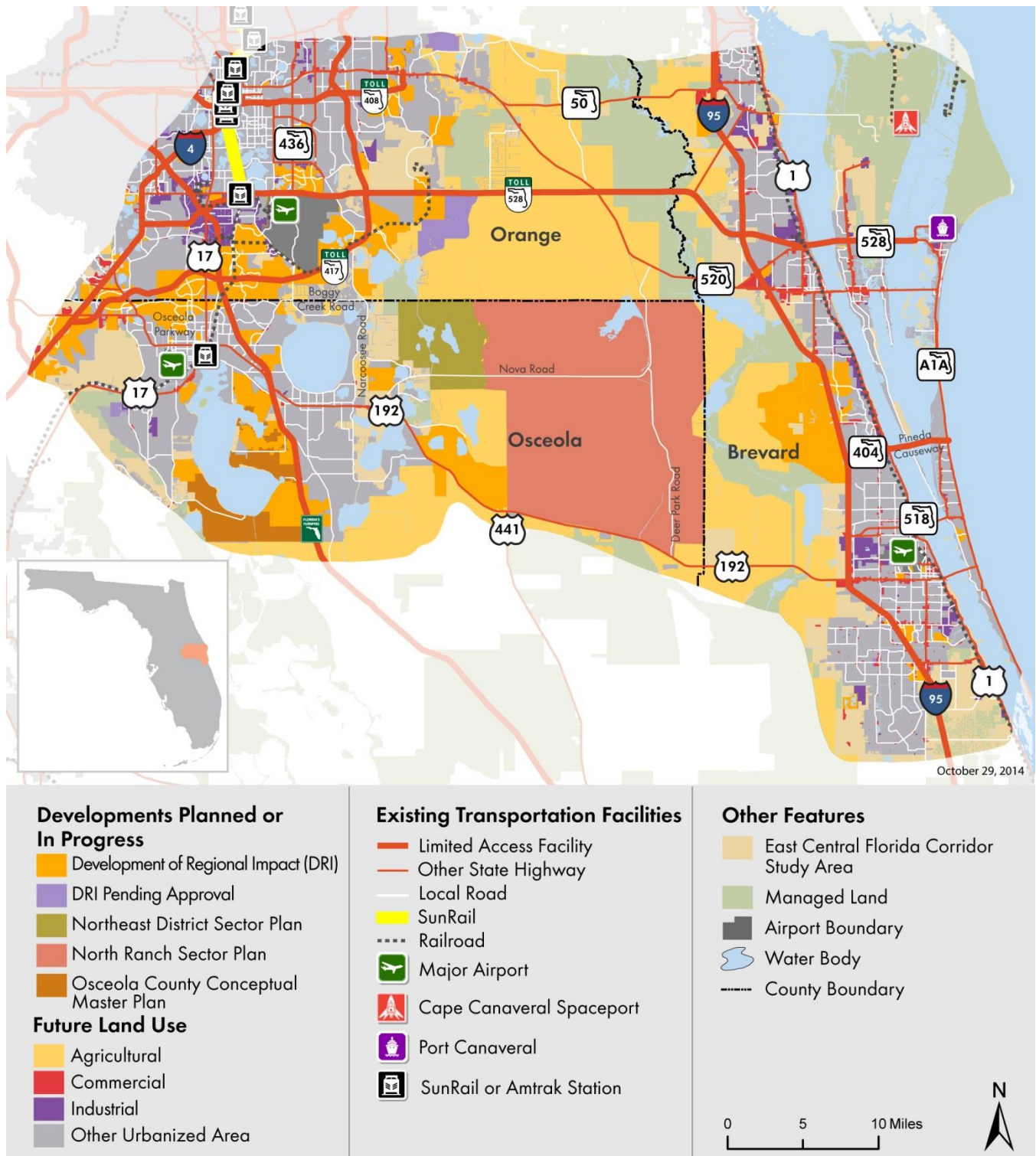
Regional and community visions and plans call for infill development in the core of the region, including the City of Orlando and the Interstate 4 corridor, where significant growth has occurred in the past. Major transportation corridor investments such as the reconstruction of portions of Interstate 4 and the new SunRail service will reinforce these core areas. However, the magnitude of anticipated population growth suggests significant growth may occur in outlying areas and new centers as well.

Future land use and development plans for each county reflect unique approaches, issues, and opportunities (Figure 9):

- The Atlantic Ocean and the St. Johns River provide natural boundaries for urban development in **Brevard County**. Growth has been shifting from historic locations in the northern part of the county and along the coast to the central and southern portion of the county. The county is focusing on redeveloping existing centers such as Cocoa and Titusville, expanding economic centers such as Cape/Port Canaveral and Melbourne, and supporting growth of a significant new mixed-use center in Viera.
- **Orange County** has established an Urban Service Area and initiatives for sustainability and “complete communities.” Its plan is organized around six market areas; the Rural East market area is outside of the Urban Service Area. Key initiatives include continued growth of the Orlando central business district; transit-oriented development near the new SunRail stations; continued growth of the Horizon West development to the west of the study area; expansion of the Orlando International Airport; visioning for the International Drive/Convention Center District; growth of the “Medical City” and related development at Lake Nona to the south of the Airport and “Innovation Way” to the east of the Airport; and master planning for the University of Central Florida.
- **Osceola County** is focusing in the next few decades on growth within its established Urban Growth Boundary, which includes 300,000 acres in the northwest and north central portion of the county. The county has developed conceptual master plans for mixed-use planning districts, including the communities to the East and South of Lake Toho. A third conceptual master plan covering the 19,000-acre “Northeast District” of the Deseret Ranches was converted into a sector plan consistent with Florida Statutes.

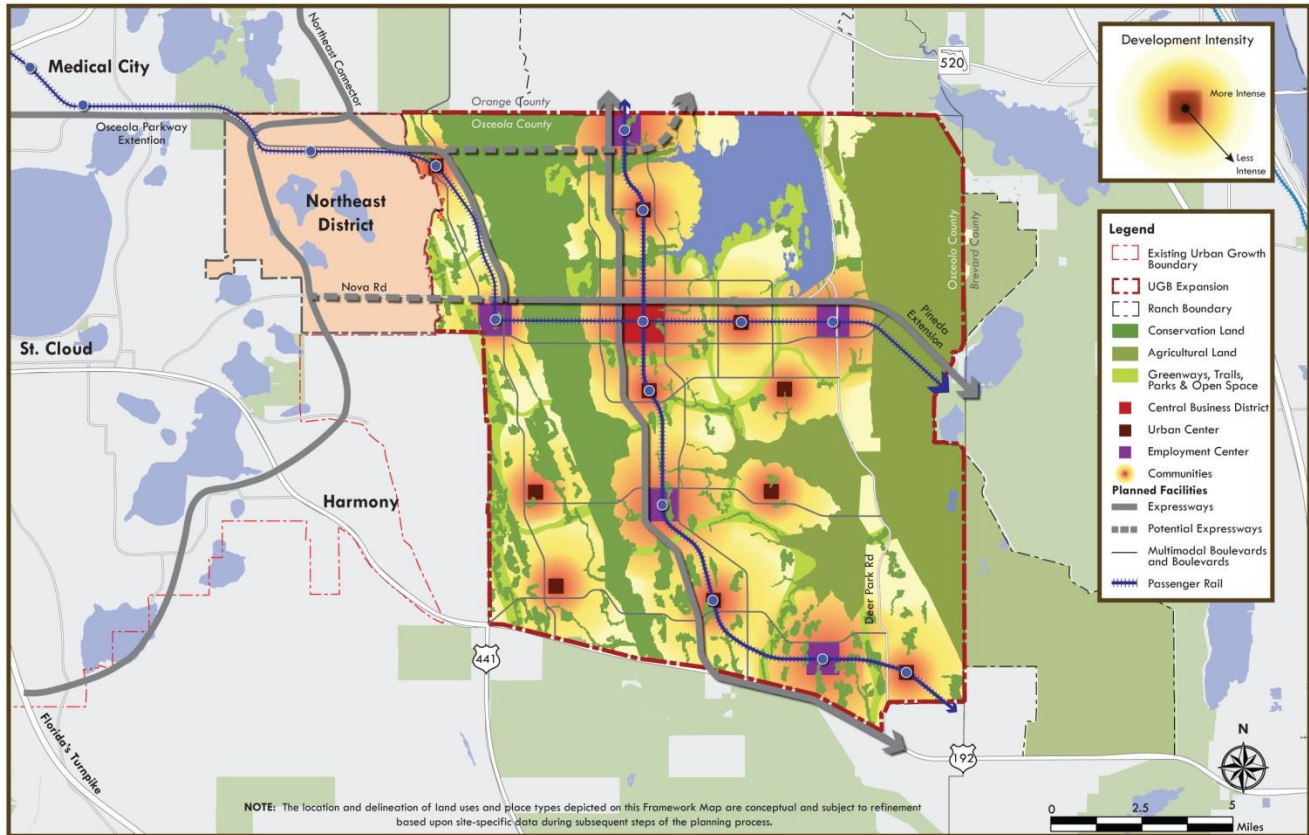
In 2013, Osceola County and Farmland Reserve, Inc., jointly initiated a long-term master planning process for 133,000 acres of the North Ranch in Osceola County under Florida's sector planning law. The planning area is to the east and southeast of the Northeast District and outside of the established Urban Growth Boundary. The stated goals of the process are to maximize job growth and reinforce long-term economic sustainability for the region; protect large-scale natural systems; connect regions and economic centers with multimodal transportation systems; and plan mixed-use communities using highest quality growth practices. The draft Long-Term Master Plan submitted to the County in August 2014 anticipates creating a network of 16 centers to accommodate a population of approximately 355,000 residents by 2060 and an estimated 490,000 residents by 2080 (Figure 10). The draft plan is under review with anticipated adoption as a comprehensive plan amendment in 2015. The current process does not include the Brevard County or Orange County portions of the North Ranch.

**Figure 9. Generalized Future Land Use with Planned and Proposed Developments**



Sources: East Central Florida Regional Planning Council, 2011; University of Florida GeoPlan Center, 2013; Florida Department of Economic Opportunity, 2014.

**Figure 10. Proposed Long-Term Master Plan for North Ranch in Osceola County**



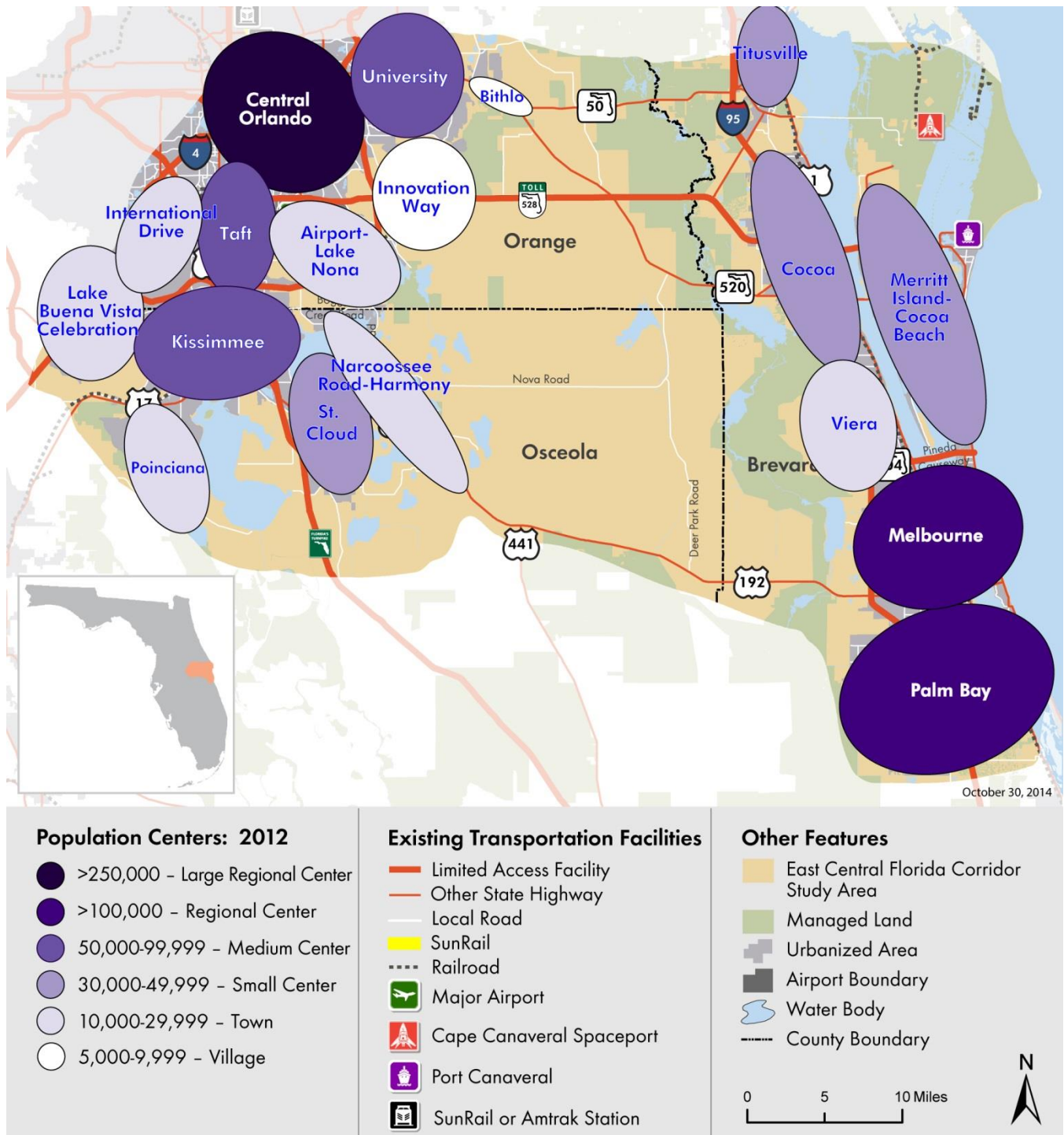
Source: Osceola County, North Ranch Long-Term Master Plan, Draft, August 18, 2014. Map prepared by Renaissance Planning Group.

Anticipated population growth and implementation of these long-term planning initiatives will reshape the region by expanding existing and creating new centers. The Task Force applied a typology developed during *How Shall We Grow?* to categorize existing and planned centers. The study area currently includes one Large Regional Center with more than 250,000 population (Central Orlando) and two Regional Centers with 100,000 to 249,999 population (Palm Bay and Melbourne). Kissimmee, Taft, and the University of Central Florida area are current Medium Centers (50,000 to 99,999 people) (Figure 11).

With the redevelopment of existing centers and growth expected in major sector plans and developments of regional impact, the study area could have the equivalent of 10 Medium Centers by 2060, adding Innovation Way, Orlando International Airport-Lake Nona, Poinciana, East and South Toho, Narcoossee Road-Harmony, the Northeast District, and Viera. If the draft long-term master plan is approved, the North Ranch portion of Osceola County could form an additional Large Regional Center by 2060 (Figure 12).



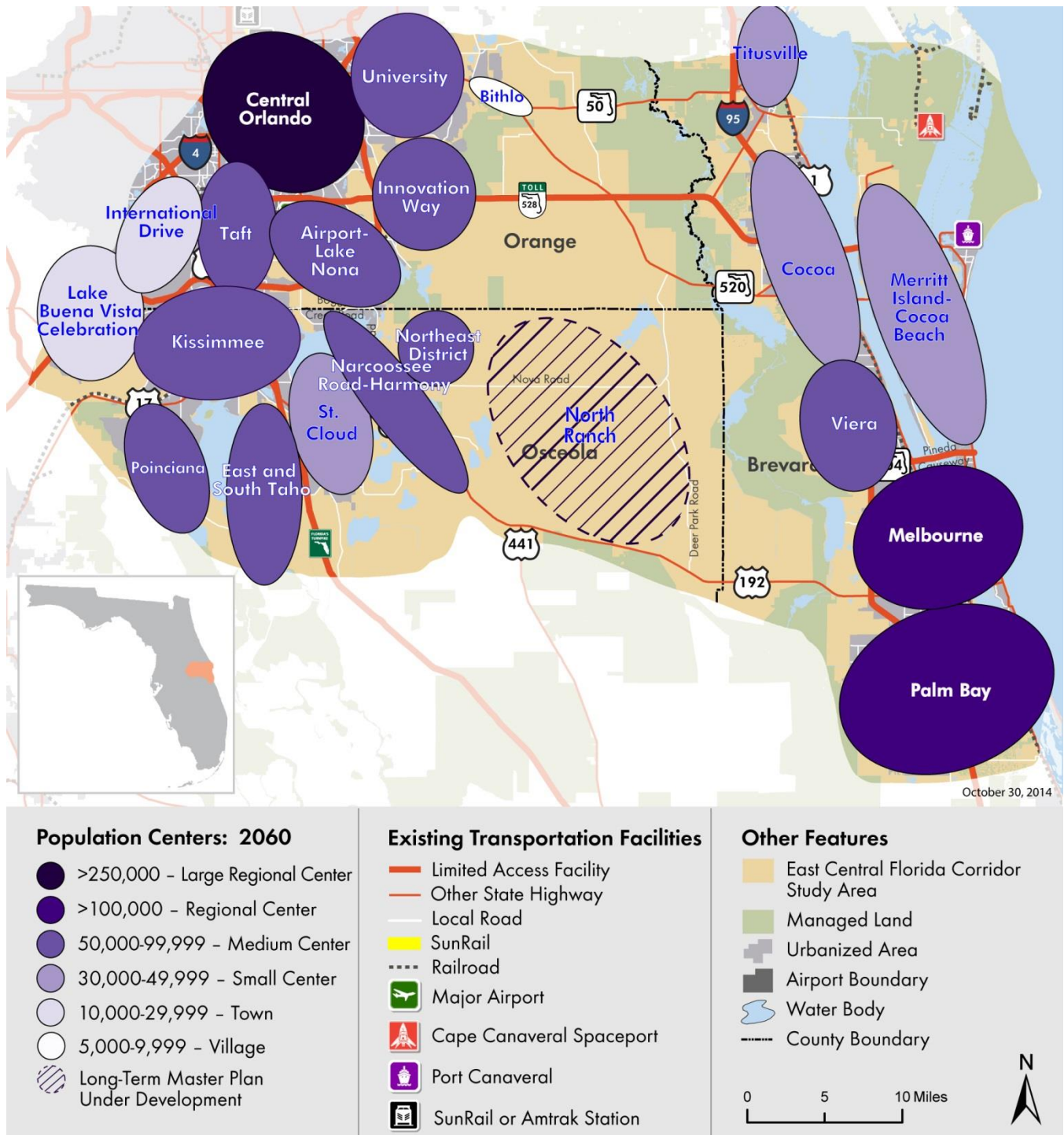
**Figure 11. Current Population Centers in East Central Florida**



Source: FDOT analysis based on data from U.S. Census Bureau, 2012.



**Figure 12. Population Centers in East Central Florida in 2060 (Projected)**



*Source:* Florida Department of Transportation projection, 2012; Osceola County Comprehensive Plan, Northeast District Element; Osceola County Comprehensive Plan, South Toho Element; Osceola County Comprehensive Plan, East of Lake Toho Element; Brevard County Comprehensive Plan, December 2011. Chapter 11, Future Land Use; Lake Nona DRI & PD Amendment, Staff Report to the Orlando Municipal Planning Board, January 17, 2012; Innovation Way Final Report, Orange County Planning Department, 2005.

Improving connectivity among employment centers is critical to the area's economic competitiveness:

- Central Florida is one of the world's leading tourist destinations. Visit Orlando reported more than 59 million domestic and international visitors to Orange, Osceola, and Seminole counties in 2013. Port Canaveral is the world's second-largest home port for cruise passengers. Brevard County's beaches and the Kennedy Space Center also are important attractions. Strong growth in tourism is expected to continue, with opportunities for more visits involving multiple centers and requiring regional travel. Regional connectivity to the Orlando International Airport is essential.
- The region's economic development strategy emphasizes development of regional innovation clusters in industries such as aerospace, life sciences, information technology, and defense and homeland security. Technology-based industries are concentrated in an arc from the University of Central Florida to the east of Orlando through Central Orlando and Innovation Way to Lake Nona. Cape Canaveral and Melbourne, the home of the Florida Institute of Technology, also are key locations for technology industries. Closing regional connectivity gaps, such as between Melbourne and Orlando, could expand access to skilled labor, create more efficient supply chains, and enable the collaboration between researchers, educational institutions, manufacturers, suppliers, and service providers that lead to strong innovation clusters.
- The combination of a large consumer and visitor market, a productive agricultural sector, and a small but growing manufacturing base will expand the importance of logistics and distribution industries. The expansion of Port Canaveral's container operations and Orlando International Airport's cargo facilities, and the development of a major intermodal logistics center in Winter Haven, point to the significance of Central Florida as a logistics hub and the potential value of better connectivity from the region to global markets.
- The region also includes major military installations, including Naval Support Activity Orlando and Patrick Air Force Base, Cape Canaveral Air Force Station, and U.S. Air Force Malabar Test Facility in Brevard County

## Discussion

The Task Force reaffirms the *How Shall We Grow?* principles as a guide for the future development of the region's centers. The Task Force also recognizes the value of long-term, large-scale planning to envision how future transportation corridors and future centers together can create the framework for high-quality, sustainable growth. Decisions about the location and characteristics of new centers are particularly significant, especially when they involve potential changes to established urban growth boundaries/service areas, are located in or near regionally significant natural resources or productive agricultural lands, or may have impacts on adjacent jurisdictions.

## **CENTERS: SUMMARY OF FINDINGS**

### **Issues Related to Corridors**

- Consistency between locations of new or enhanced corridors and locations of centers targeted for future growth.
- Potential impacts of new or enhanced corridors outside of established urban service areas/growth boundaries in Orange and Osceola counties; potential for additional growth in areas not currently planned for urban development, including spillover impacts across county lines.
- Potential impacts of new or enhanced corridors on approved developments of regional impact or other large-scale planned developments throughout the study area.
- Potential for a mismatch between the characteristics of new or enhanced corridors and the characteristics of the existing communities through which the corridors pass.

### **Opportunities Related to Corridors**

- Provide additional transportation choices that benefit existing communities and support high-quality growth patterns consistent with the *How Shall We Grow?* principles.
- Support growth in business and personal travel, including more trips to multiple centers within the study area.
- Improve connectivity between economic centers, to help strengthen regional innovation clusters and targeted industries identified in state, regional, and local economic development strategies.
- Improve connectivity between transportation hubs such as the Orlando International Airport, Melbourne International Airport, Kissimmee Gateway Airport, Port Canaveral, and Cape Canaveral Spaceport, to support growth in trade and logistics.

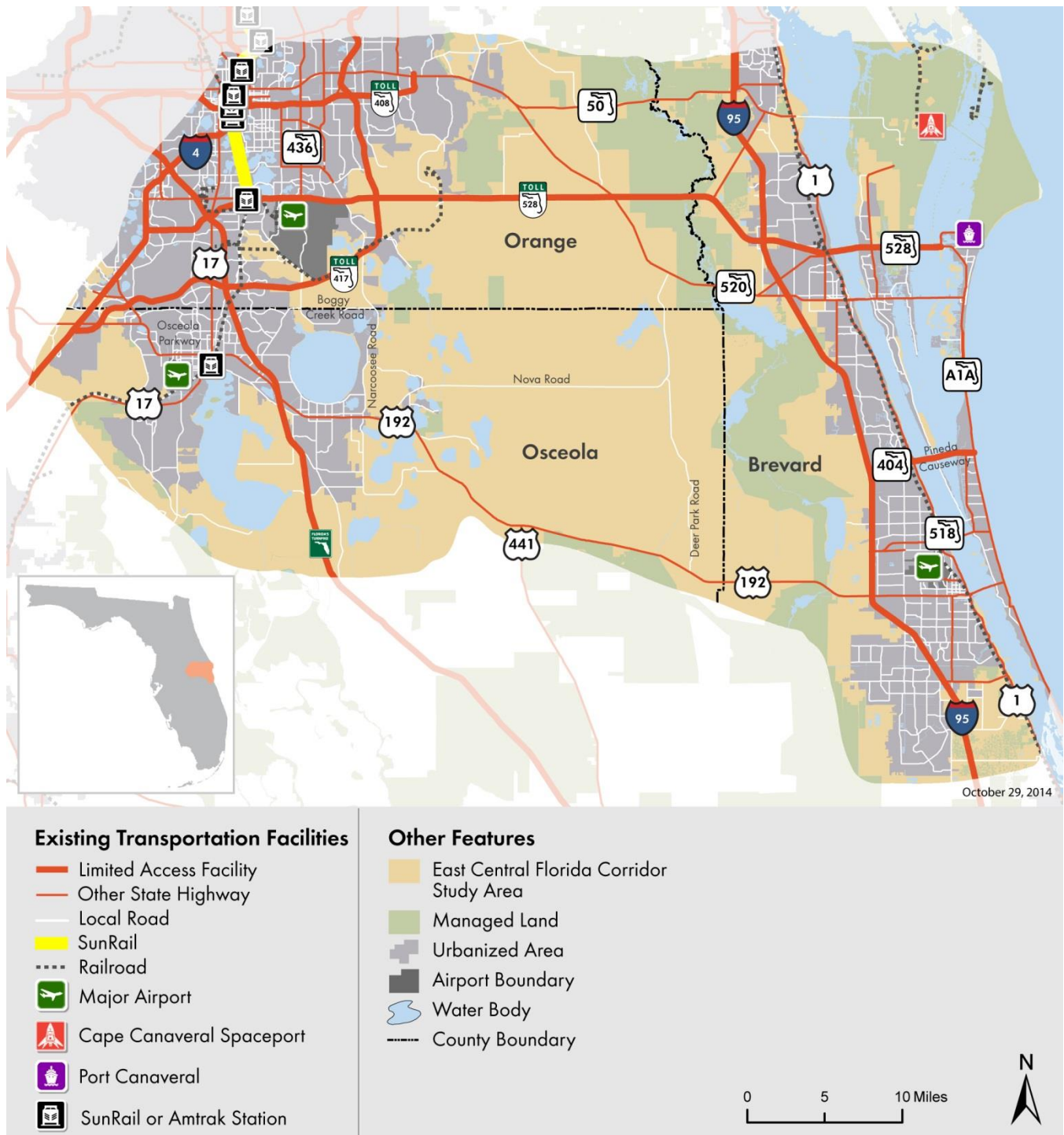
## ***Corridors***

### **Background**

The study area has an extensive transportation system today to support interregional, intraregional, and local trips. Key transportation corridors include (Figure 13):

- Three major interregional highway corridors, including Interstate 4, Interstate 95, and Florida's Turnpike;
- Limited access toll expressways, including the Beach Line Expressway (State Road 528), the East-West Expressway (State Road 408), and the Central Florida GreeneWay and Southern Connector (State Road 417);
- Major arterial highways owned by the state or by county or city governments; and
- Two major rail corridors: the state-owned SunRail corridor, which provides commuter rail service and also is shared by Amtrak intercity passenger trains and by CSX-operated freight trains, and the Florida East Coast Railway line in eastern Brevard County.

**Figure 13. Existing Transportation System in the East Central Florida Study Area**



Source: Florida Department of Transportation.



A variety of major corridor improvements currently are under construction or have determined to be feasible based on anticipated revenues through the year 2040 (Figure 14). These include:

- The “Ultimate Plan” for Interstate 4, including the construction of four variable priced tolled express lanes in the median throughout the study area;
- Expansion of SunRail commuter service to operate from DeLand to Poinciana, with an extension to the Orlando International Airport;
- Improvements to State Road 528, including widening of the segments from Interstate 4 to Florida’s Turnpike and from Interstate 95 to State Road 401 at Port Canaveral;
- Development of a system of expressways to link existing and planned communities in Osceola County’s urban growth boundary to Interstate 4, Florida’s Turnpike, and other regional expressways; and
- Development of the St. Johns Heritage Parkway, a planned loop around the west side of Palm Bay that would act as a reliever for Interstate 95.

FDOT estimates that 7.9 percent of the state highways and major local roads in the nine-county District 5 region that includes the study area did not meet level of service standards in 2012. If current patterns of development, travel, and transportation investment continue, FDOT projects that 47.2 percent of major roads will be congested by 2040 and 77.9 percent by 2060. Even with the major improvements anticipated in adopted plans, the study area’s transportation system may not be able to accommodate anticipated growth in demand for moving people and freight without a significant decline in the efficiency and reliability of the system.

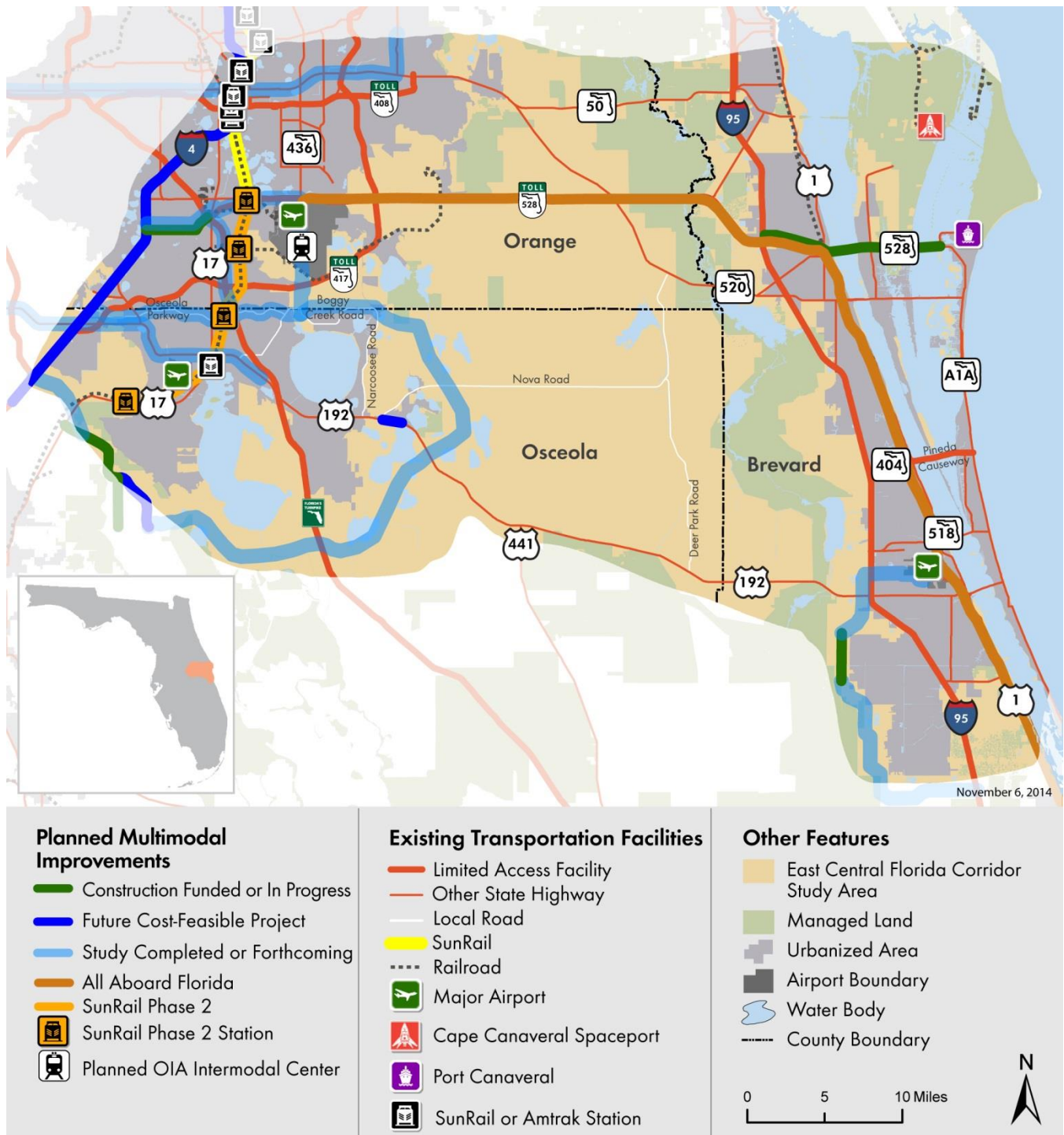
Improved connectivity and expanded choices are needed. Areas experiencing strong growth or planned for future development in central and southern Brevard County and northeastern Osceola County currently are not well connected to Interstate 4, the Orlando International Airport, and Central Orlando. In addition, there are few choices for long-distance trips moving to, from, and through the study area – a constraint on the area’s businesses and a significant concern during natural disasters and other emergencies. The East Central Florida Regional Planning Council’s *Statewide Regional Evacuation Study* raised concerns about the ability of State Road 528, U.S. 192, State Road 50, State Road 520, and State Road 46 (just north of the study area) to effectively accommodate a coastal evacuation from Brevard County in the event that Interstate 95 and U.S. 1 are not viable routes.

## Discussion

The Task Force reaffirms the commitment in the *How Shall We Grow?* principles to connect centers through multimodal transportation corridors. The Task Force also recognizes the need to rethink the concept of a transportation corridor – moving from today’s roads to incorporate multiple modes of transportation, multiple uses such as utility infrastructure, and emerging technologies. A key issue is ensuring that those corridors designed to provide high-speed, high-capacity movement between economic centers are able to function in that manner over the long term.

Finally, the Task Force recognizes the need to make timely decisions about the location of new or enhanced corridors, particularly to ensure coordination with land use decisions and to help preserve right-of-way so that future connectivity needs can be met.

**Figure 14. Planned Multimodal Transportation Improvements**



Source: FDOT, Osceola County Expressway Authority, All Aboard Florida, Brevard County.

## **CORRIDORS: SUMMARY OF FINDINGS**

### **Issues**

- Ability of highway system to accommodate future growth in population, employment, and visitors.
- Limited modal or route choices available for moving people and freight to, from, and through the study area.
- Connectivity gaps, especially between Orlando and southern Brevard County and between developing areas in eastern Orange and Osceola counties.
- Limited capacity to effectively support emergency evacuation and recovery efforts, particularly for east-west travel to effectively accommodate a coastal evacuation from Brevard County.
- Balance between improving access to regional centers and maintaining the ability of major highway or rail corridors to provide high-speed connections to other regions or states.
- Balance between moving freight and moving people on major highway or rail corridors.
- Constraints on adding capacity to some existing corridors due to limited right-of-way or impacts on surrounding land uses.
- Funding availability for corridor development and corridor operation and management, especially for rail and transit systems.

### **Opportunities**

- Continue efforts to modernize existing corridors through introduction of managed lanes and other operational strategies.
- Preserve right-of-way now for corridors that may not be built until future decades through coordination between the state, local governments through their comprehensive plans, and private landowners.
- Develop incentives (such as increased density, flexibility, and revised mitigation) and compensation approaches for private landowners with approved development plans to preserve and protect right-of-way for future corridors.
- Preserve sufficient right-of-way and plan and design future corridors so that alternative modes and uses can be incorporated when the market can support them.
- Incorporate emerging technologies such as automated or connected vehicles and alternative fuel vehicles into future corridor design.
- Coordinate or co-locate transportation, energy, water, and other infrastructure to create growth corridors in targeted areas.

## ***Regional and Local Planning Activities***

Pursuant to its charge, the Task Force reviewed existing transportation plans developed by state, regional, local, and private-sector entities to determine the extent to which these plans are consistent with each other and how they might affect future corridor planning in East Central Florida. The Task Force also reviewed the land use and development plans of local and regional governments and entities to determine the extent to which these plans are consistent with transportation plans and how they might affect future corridor planning in the study area.

Multiple transportation, land use, development, and other long-range plans cover the study area, including:

- Local government comprehensive plans, developed by three county governments and 19 municipal governments;
- Long-range transportation plans, developed by FDOT and two metropolitan planning organizations (MetroPlan Orlando, which includes Orange, Osceola, and Seminole counties, and the Space Coast Transportation Planning Organization, which covers Brevard County);
- Expressway authority master plans, developed by the Central Florida Expressway Authority and the Osceola County Expressway Authority;
- Transit development plans, developed by the Central Florida Regional Transportation Authority (which covers Orange, Osceola, and Seminole counties) and Space Coast Area Transit;
- A variety of airport, seaport, and spaceport strategic or master plans;
- A Strategic Regional Policy Plan, developed by the East Central Florida Regional Planning Council; and
- A Comprehensive Economic Development Strategy, developed by the East Central Florida Regional Planning Council, as well as a variety of economic development plans.

The Task Force reviewed these plans and found that:

- The horizon or forecast year varies across existing plans: 2018 for the Comprehensive Economic Development Strategy; 2025 to 2030 for the county comprehensive plans; 2040 for most of the metropolitan planning organization long-range transportation plans and expressway authority master plans; and 2060 for the Strategic Regional Policy Plan. Few planning processes match the 50-year horizon being explored by FDOT for future transportation corridor planning.
- Forecasts for the level and distribution of future population vary across the study area's counties and across functional areas (for example, land use, transportation, and water supply planning). These differences make it difficult to integrate different plans and to address the impacts of major developments or infrastructure investments across jurisdictional boundaries.
- Sector plans, conceptual master plans, and similar processes are being used more frequently to plan for the future of large geographic areas within individual counties. This creates the opportunity for more thoughtful long-term planning and large-scale rather than incremental developments and investments. However, these processes also introduce additional complexity to the planning process, including the use of longer-term horizons (for example, out to 2080 for the North Ranch Long-Term Master Plan) and additional future projections and definitions of need.



- Transportation, land use, economic development, conservation, water supply, and community development decisions traditionally have been made through separate processes and coordinated through local government comprehensive plans.
- *How Shall We Grow?* provides a shared regional vision for all seven counties across these various issue areas. *How Shall We Grow?* principles formed the basis for the *East Central Florida 2060 Plan*, have been incorporated into all three county comprehensive plans, and have been adopted by more than two thirds of local jurisdictions into updates of policies, plans, and development practices. *How Shall We Grow?* provides a strong starting point for future decisions about transportation corridors and other long-range investments. However, implementation of *How Shall We Grow?* remains voluntary and there is no process in place to update this vision.
- Regional collaboration has continued since completion of *How Shall We Grow?*, resulting in several noteworthy successes: creation of the Congress of Regional Leaders representing seven counties and 86 cities; implementation of the “Open for Business” initiative to streamline permitting and other regulatory decisions across seven counties; creation of the Central Florida Expressway Authority; creation of the Central Florida Commuter Rail Commission and implementation of the initial phases of the SunRail commuter rail system; continued support for the Central Florida MPO Alliance; and development of the Central Florida Water Initiative to coordinate water supply planning across counties and water management districts.
- Many of the existing regional entities are organized around urbanized area or metropolitan area boundaries and do not fully match the scale of the economic region. In particular, Brevard County is not currently included in the Central Florida Expressway Authority, the Central Florida Regional Transportation Authority, MetroPlan Orlando, or the Central Florida Water Initiative.

Based on this overview of the study area and existing planning processes, the Task Force developed recommended guiding principles for planning the future of East Central Florida’s transportation corridors; recommendations for major improvements to existing transportation corridors as well as study areas for potential new corridors; and proposed actions and supporting recommendations to move these corridors and study areas forward. These recommendations are documented in the following sections of this report.

## RECOMMENDED GUIDING PRINCIPLES FOR PLANNING THE FUTURE OF EAST CENTRAL FLORIDA'S TRANSPORTATION CORRIDORS

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The Task Force recommends the following principles to guide decisions about planning and developing transportation corridors in the East Central Florida area. These principles balance considerations of conservation, countryside, and centers when making decisions about existing and new corridors. They point toward development of a new generation of transportation corridors that incorporate multiple modes and uses, innovative design, and advanced technologies. In developing the guiding principles, the Task Force considered the *How Shall We Grow?* principles; the Florida Department of Transportation's draft statewide principles for the future corridor planning process, which were prepared with input from state agencies and environmental stakeholders; and public input.

### ***Conservation***

- Identify regionally significant land and water resources prior to determining locations for future corridor investments; implement coordinated land acquisition and/or protection measures prior to or in parallel with implementation of future corridor investments.
- Avoid, to the extent feasible, existing lands currently managed for conservation purposes; where avoidance is not feasible, minimize and mitigate impacts on these lands.
- Maintain and, where possible, restore and enhance the integrity and connectivity of regionally significant environmental lands.

### ***Countryside***

- Improve transportation connectivity to, from, and between working farms and other economically valuable rural lands.
- Plan and develop transportation corridors in a manner that protects the region's most productive agricultural lands and other rural lands with economic or environmental significance.
- Plan and develop transportation corridors in a manner that is compatible with areas identified in local plans to maintain their rural character as a choice for residents.

### ***Centers***

- Improve connectivity for transportation and other infrastructure to established and emerging regional population and employment centers.
- Locate major transportation corridor improvements and, if needed, new facilities in areas targeted for growth in regional and local plans. When planning new or enhanced transportation corridors that are intended to support new population and employment centers, ensure that these new centers are consistent with the *How Shall We Grow?* principles and promote:
  - Compact development in both urban centers and adjacent areas;
  - Mixed-use development with integration of residential and commercial uses;

- Open space, parks, greenways, agricultural areas, and buffers between centers; and
- “Green” community designs that support a reduced urban and environmental footprint, such as reduced water consumption.
- Plan and develop transportation corridors in a manner that improves connectivity to and enhances the quality of existing communities and previously approved developments, while avoiding or minimizing adverse impacts on these communities and developments. When a corridor and a center intersect, plan and design the corridor so that its purpose and scale is compatible with that of the center.

## ***Corridors***

- Plan and develop multimodal transportation corridors that are consistent with the *How Shall We Grow?* principles and provide:
  - Connectivity between centers and to other regions;
  - Congestion relief;
  - Choices for moving people and goods; and
  - Concurrency with new development.
- Direct strategic investments to transportation corridors that will provide better access to regional employment centers and other economic assets or provide better connectivity to global markets.
- Make optimal use of existing transportation facilities before adding new capacity to existing facilities or developing new facilities.
- Where possible, give preference to enhancing existing corridors, recognizing that new corridors may be needed to meet current or future mobility and connectivity needs.
- Make early decisions about the location of new or enhanced corridors to ensure effective coordination with conservation and land use decisions and to enable timely preservation, management, or acquisition of property necessary to accommodate existing and planned transportation facilities.
- Plan enhanced or new transportation corridors, where appropriate, to accommodate multiple modes of transportation, including opportunities for recreational trails and other forms of active transportation, and to accommodate multiple uses, including utility infrastructure.
- Plan highway elements of future transportation corridors to be limited access, with interchange locations identified to provide access to economic development activities dependent on long-distance transportation, and to support growth in areas targeted for economic development. Plan rail and transit elements of future transportation corridors to support compact development locations and to encourage public transportation ridership.
- Protect the integrity of statewide and interregional corridors by developing and maintaining strong regional and local transportation networks to accommodate demand for regional and local trips.
- Plan, design, construct, and operate transportation corridors to reflect the context of the communities and environment through which the corridors pass to the fullest extent possible.
- Use state-of-the-art and energy-efficient infrastructure, vehicles, materials, technologies, and methodologies, where economically feasible, to develop and operate transportation corridors.
- Plan, design, construct, and operate transportation corridors to be safe and secure for all users.

- Plan, design, construct, and operate transportation corridors to support emergency evacuation, emergency response, and post-disaster recovery activities; ensure that corridor improvements intended to enhance emergency evacuation and response are not used to promote additional development in hazardous areas or areas not planned for growth.





## RECOMMENDED CORRIDOR NEEDS AND ALTERNATIVES

The Task Force assessed future transportation corridor needs and potential alternative solutions for addressing these needs in the study area over the next 50 years. These needs were organized into five major “travel sheds,” or flows of people and freight between key concentrations of population and economic activities in the study area:

- East-west travel between Orange and Osceola counties and northern Brevard County;
- East-west travel between Orange and Osceola counties and central/southern Brevard County;
- North-south travel in central Orange and Osceola counties;
- North-south travel in eastern Orange and Osceola counties; and
- North-south travel in Brevard County.

For each travel shed, the Florida Department of Transportation (FDOT) estimated 2014 daily trips and developed projections of 2060 daily trips. The baseline 2060 projection reflects estimated future population in the study area, assuming full buildout of the areas included in approved developments of regional impact and approved sector plans (Table 1). Additional scenarios for the year 2060 assumed:

- Adoption and implementation of the draft North Ranch Long-Term Master Plan;
- Additional development in eastern Orange County outside of the established Urban Service Area; and/or
- Accelerated integration of the Orange, Osceola, and Brevard county economies, including a higher rate of growth in cross-county travel.

**Table 1. Projected Growth in Regional Travel**

Origin/Destination	Estimated 2014 Daily Trips	Projected 2060 Daily Trips
Orange or Osceola County to/from northern Brevard County (Cocoa, Port Canaveral, Cape Canaveral, Titusville, etc.)	118,000	201,000 to 357,000
Orange or Osceola County to/from central and southern Brevard County (Viera, Melbourne, Palm Bay, etc.)	66,000	123,000 to 217,000
Central Orange County (Central Orlando, International Drive, Taft, etc.) to/from central Osceola County (Lake Buena Vista, Kissimmee, St. Cloud, etc.)	875,000	1,277,000 to 1,475,000
Eastern Orange County (Innovation Way, University of Central Florida, Bithlo, etc.) to/from eastern Osceola County (Northeast District, North Ranch, Harmony, etc.)	15,000	148,000 to 237,000
Northern Brevard County (Cocoa, Port Canaveral, Cape Canaveral, Titusville, etc.) to/from central and southern Brevard County (Viera, Melbourne, Palm Bay, etc.)	245,000	316,000 to 321,000

Source: Florida Department of Transportation; forecasts developed by Cambridge Systematics, Inc.

The Task Force emphasizes the need for improving east-west connectivity between Brevard County and the rest of the study area, as well as improving north-south connectivity to the east of the Orlando International Airport in Orange and Osceola counties. The Task Force recognizes the need to continue to enhance the existing north-south corridors, including Interstate 4/SunRail and Interstate 95, but believes that existing plans and projects provide sufficient future direction for these corridors. The Task Force also recognizes that an enhanced Interstate 4 or Interstate 95 corridor, including multimodal options, could connect with existing or planned east-west corridors to improve overall regional connectivity.

The Task Force considered these forecasts and other available data, its recommended guiding principles, and agency, stakeholder, and public input. Based on this information, the Task Force recommends a total of nine corridor alternatives for further study.

- Five of these alternatives primarily involve improvements to existing corridors, including all four existing crossings of the St. Johns River – State Road 50, State Road 528, State Road 520, and U.S. 192 – as well as the Narcoossee Road/State Road 417 corridor between Orange and Osceola counties to the east of the Orlando International Airport.
- The remaining four corridor alternatives are study areas for potential new corridors – two running east-west and two running north-south.

The remainder of this section describes the major transportation needs identified by the Task Force and documents the nine existing corridors or study areas.

The Task Force recognizes that the need for and economic feasibility of each specific corridor alternative – particularly the potential new corridors – will depend heavily on the magnitude and timing of future population and economic growth, including the buildout of existing and planned developments and proposed new centers such as the North Ranch. In addition, many of these corridor alternatives – again, particularly the potential new corridors – may involve impacts on regionally significant lands and waters, productive agricultural lands, and established urban and rural communities. Some alternatives may need to be modified to maintain consistency with the recommended guiding principles, and planning studies may conclude that some alternatives are not feasible.

FDOT's Future Corridor Planning Process involves three steps (see page 8 in the introduction):

- A Concept Study for a broad area connecting two regions;
- A more detailed Evaluation Study for corridor or segment of a corridor within the study area; and
- More specific decisions about particular alignment(s) within a corridor through the Project Development process.

The work of the Task Force provides a transition from the first step of the process, the Tampa Bay-Central Florida Concept Study completed in 2013, into the second step, Evaluation Studies within the East Central Florida portion of the Concept Study Area. In this second step, multiple factors are considered, including benefits and impacts of the proposed alternatives. The studies will evaluate combinations of corridor alternatives to identify the options that, if implemented together over time, would lead to the regional transportation network most consistent with the guiding principles recommended in this report. Evaluation Studies may identify specific alternatives that could move forward into the third step, Project Development.

Given its charge of developing recommendations on future corridor investments over a 50-year period, the Task Force developed a comprehensive framework of potential corridors that could be improved or developed over the next 50 years. Future planning studies and project development activities will refine, narrow, and help set priorities among these alternatives.

## ***East-West Travel between Orange/Osceola Counties and Northern Brevard County***

An estimated 118,000 person trips occur each day between locations in Orange and Osceola counties and northern Brevard County, defined for this purpose as Titusville, Cape Canaveral, Cocoa, Rockledge, and northern locations in the county. The total number of daily person trips is projected to grow to between 201,000 and 357,000 by the year 2060.<sup>9</sup>

Travel to and from northern Brevard County today primarily occurs using three major highways, each of which involves an existing crossing of the St. Johns River: State Road 528 from Orlando to Port Canaveral; State Road 520 from eastern Orange County to Cocoa; and State Road 50 from Orlando to Titusville.

Plans that include long-range projections of available revenues, developed by FDOT and the metropolitan planning organizations, have identified future improvements to portions of State Road 528 and State Road 50, but funding to add capacity at the Brevard County line on any of these corridors has not yet been identified.

In addition to supporting this overall growth in travel, the Task Force identified the following long-term transportation needs in this portion of the study area:

- Support anticipated growth in trade through Port Canaveral particularly serving the Central Florida market;
- Support continued growth in personal and visitor travel, including cruise passengers using Port Canaveral and visitors traveling between major attractions in the three counties;
- Improve connectivity between high-technology research and employment centers, including the University of Central Florida, Innovation Way, Lake Nona, and Cape Canaveral;
- Strengthen connectivity between major transportation hubs and corridors in five modes, including the Cape Canaveral Spaceport; Port Canaveral; Orlando International Airport; the planned multimodal passenger terminal for regional transit services at Orlando International Airport; additional SunRail stations; and the Taft intermodal freight yard; and
- Enhance the transportation system's ability to support emergency evacuation, response, and post-disaster recovery activities.

The Task Force evaluated a range of potential corridor investments to help address these needs, and recommends four alternatives for further study. While not part of the study area, the Task Force also discussed the long-term potential for improvements to State Road 46, which connects Interstate 4 and State Road 417 near Sanford to Interstate 95 north of Titusville.

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<sup>9</sup> Estimates of daily person trips in each travel shed are intended to serve as order of magnitude representations of current and future travel demand within the study area irrespective of mode choice or route choice. Trips with an origin and/or destination outside the study area are not included in the person trip estimates presented in this section.



**Figure 15. Alternative A: Develop State Road 528 into a Multimodal, Multiuse “Super Corridor”**



**Alternative A: Develop State Road 528 into a multimodal, multiuse “super corridor” from Interstate 4 in Orlando to State Road A1A in Port Canaveral.**

State Road 528 (the Beach Line Expressway and the Bennett Causeway) is the principal east-west corridor in the study area, connecting Interstate 4 and the Orlando International Airport with Interstate 95 and Port Canaveral. State Road 528 primarily is a limited-access tolled highway. It is part of the Strategic Intermodal System. The existing facility is owned and operated by Florida’s Turnpike Enterprise (Interstate 4 to State Road 482 near the Orlando International Airport; State Road 520 to Interstate 95); the Central Florida Expressway Authority (State Road 482 to State Road 520); and FDOT (Interstate 95 to State Road 401 near Port Canaveral).

Improvements to this corridor could include: general purpose lanes; managed express lanes or truck-only lanes; infrastructure for autonomous vehicles and alternative fueled vehicles; freight, intercity passenger, and regional passenger rail services; trails for nonmotorized transportation; pipelines; and electricity transmission and communications infrastructure. Such improvements could address the full list of needs identified in this part of the study area, with particular emphasis on supporting the planned expansion of Port Canaveral, the Cape Canaveral Spaceport, the Orlando International Airport, and other major transportation hubs.

Because this corridor already is limited access, future improvements could occur with modest impacts on surrounding communities, agricultural lands, and environmental lands. However, the width of the current State Road 528 (Beach Line Expressway) right-of-way may not be sufficient to accommodate multiple transportation modes as well as non-transportation uses, particularly west of the Econlockhatchee River and east of Interstate 95. Finally, while additional capacity in the corridor would enhance the transportation system's ability to support emergency evacuation and response activities, the design of this multimodal, multiuse corridor must be resilient during emergencies.

**Figure 16. Alternative B: Preserve and Enhance the Existing State Road 50/405 Corridor, including Multimodal Options**



**Alternative B: Preserve and enhance the existing State Road 50/405 corridor from the Central Orlando and University of Central Florida areas through rural eastern Orange County to Cape Canaveral, including multimodal options.**

State Road 50 is an arterial highway connecting downtown Orlando and the University of Central Florida to Titusville; State Road 405 provides a connection from Titusville to Cape Canaveral. Both facilities are state highways owned and operated by FDOT. They primarily handle regional and local traffic today. State Road 408, the East-West Expressway, runs parallel to State Road 50 from downtown Orlando to the University of Central Florida area and provides a limited-access tolled expressway as an alternative to State Road 50. State Road 408 is owned and operated by the Central Florida Expressway Authority (CFX). It is part of the Strategic Intermodal System.

Short- to medium-term strategies in this corridor may involve improving the safety, capacity, and efficiency of State Road 50 and State Road 405, particularly in the western and central portions of this corridor. FDOT is studying potential transit alternatives in the corridor from downtown Orlando to the University of Central Florida. CFX will initiate a project development and environmental (PD&E) study in 2015 to assess

options for extending State Road 408 from its current terminus at the Challenger Parkway near the University of Central Florida to the State Road 50/State Road 520 split, a seven-mile distance.

The long-term solution could involve a multimodal corridor from the University of Central Florida area to Interstate 95 or Cape Canaveral through further extension of State Road 408, major improvements to State Road 50 and State Road 405, and/or extension of the planned high-capacity transit services. Such improvements could impact regionally significant land and water resources and established rural communities, particularly if a new alignment is selected away from the existing State Road 50 right-of-way and river crossings. Planning studies can help assess the feasibility and timing of future improvements, and identify steps needed to manage existing facilities and available right-of-way to preserve the opportunity for future multimodal improvements.



**Figure 17. Alternative C: Preserve and Enhance the Existing State Road 520 Corridor, including Multimodal Options**



**Alternative C: Preserve and enhance the existing State Road 520 corridor from eastern Orange County to Cocoa, including multimodal options.**

State Road 520 connects eastern Orange County with State Road 528, Interstate 95, and the cities of Merritt Island and Cocoa Beach. It is a four-lane highway owned and operated by FDOT.

As with State Road 50, short- to medium-term solutions may involve improvements to the existing facility and strategies to preserve right-of-way and manage access to the facility to preserve the opportunity for future multimodal improvements. The long-term solution could involve a high-capacity multimodal corridor along the full length of State Road 520, building on the planned extension of State Road 408 from the Challenger Parkway to the State Road 50/State Road 520 split.

Because of its northwest-to-southeast flow, State Road 520 could tie into multiple east-west and north-south alternatives. The State Road 528 corridor could be a logical midpoint for staging future improvements to the full corridor.

**Figure 18. Alternative D: Develop New Multimodal Corridor along Orange/Osceola County Line****Alternative D: Develop a new multimodal corridor along the Orange/Osceola County line.**

This corridor would connect the Northeast District and northern portions of the North Ranch to the rest of the region via existing transportation corridors (such as State Road 520 on the east end) and planned transportation corridors (such as the Osceola County expressway systems on the west end). With these connections, this corridor would form part of an alternative east-west connection from Interstate 4 to Interstate 95. The purpose and need for this corridor is linked to the timing and magnitude of future development on the North Ranch.

The corridor also could include transit services that would connect to proposed high-capacity transit services in the Osceola Parkway corridor and in the Innovation Way Multimodal Transit District in Orange County. This corridor also could link to other proposed east-west and north-south corridors in the study area.

### ***East-West Travel between Orange/Osceola County and Central/Southern Brevard County***

An estimated 66,000 person trips occur each day between locations in Orange and Osceola counties and central and southern Brevard County, defined for this purpose as Viera and locations to the south, including Melbourne and Palm Bay. The total number of daily person trips is projected to grow to between 123,000 and 217,000 by the year 2060.

U.S. 192 from Kissimmee and St. Cloud to Melbourne is the only corridor directly connecting Osceola County and southern Brevard County today. There is no limited-access connection from Orange County to southern Brevard County. A large number of trips to and from central and southern Brevard County use Interstate 95 to connect to east-west corridors in northern Brevard, including State Roads 528, 520, and 50. Other trips use U.S. 192 and Florida's Turnpike.

In addition to supporting this overall growth in travel, the Task Force identified the following long-term transportation needs in this portion of the study area:

- Connect major existing and future population centers, including Orlando, Kissimmee, St. Cloud, Melbourne, Palm Bay, Viera, and the areas included in the Northeast District and the North Ranch Sector Plans;
- Expand labor market and supply chain for businesses in eastern Osceola and central/southern Brevard counties;
- Connect high-tech employment centers such as Lake Nona, Innovation Way, University of Central Florida, Melbourne, and the new Florida Advanced Manufacturing Research Center in Kissimmee;
- Improve access to Orlando International Airport, Melbourne International Airport, and Kissimmee Gateway Airport; and
- Enhance the transportation system's ability to support emergency evacuation, response, and post-disaster recovery activities.

The Task Force evaluated a range of potential corridor investments to help address these needs, and recommends two alternatives for further study:

**Figure 19. Alternative E: Preserve and Enhance the Existing U.S. 192 Corridor, including Multimodal Options**



**Alternative E: Preserve and enhance the existing U.S. 192 corridor from Kissimmee to Melbourne, including multimodal options.**

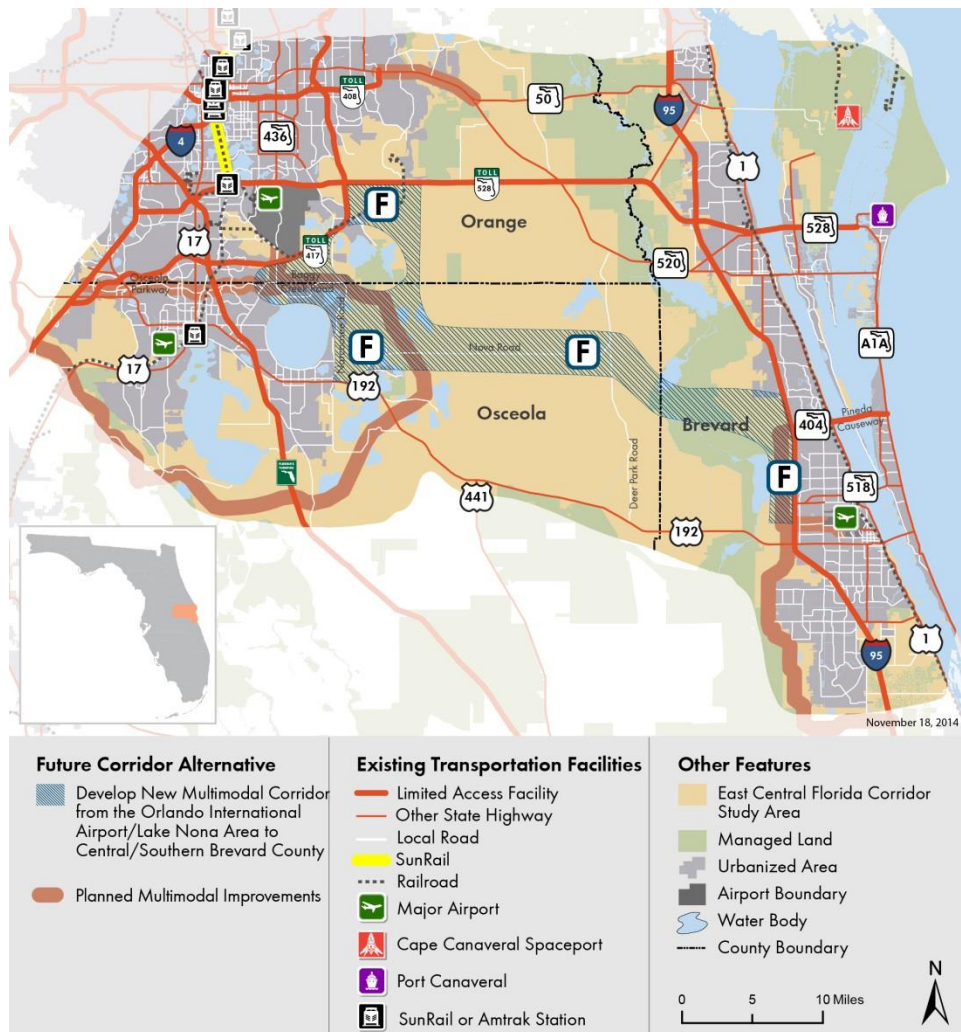
U.S. 192 is the major corridor connecting southern Brevard County to Orange and Osceola counties today. The existing facility runs from U.S. 27 in Lake County through northern Osceola and southern Brevard counties to State Road A1A in Indianatlantic. U.S. 192 is a state highway owned and operated by FDOT.

Significant capacity improvements to the existing facility could be considered to accommodate future growth in demand and improve connectivity between Lake Buena Vista, Kissimmee, St. Cloud, Melbourne, and Palm Bay. Multimodal improvements could build on planned high-capacity transit service in the U.S. 192 corridor from U.S. 27 to Florida's Turnpike and in the Narcoossee Road corridor. Multimodal corridor improvements could connect to the planned Northeast Connector Expressway on the west end and to the St. Johns Heritage Parkway or Interstate 95 on the east end.

Initial planning studies could help establish the feasibility and timing of future improvements, as well as agreements to preserve future right-of-way and to manage this corridor to promote interregional travel. A key emphasis should be the future of the rural portion of the corridor between Narcoossee Road and Interstate 95.



**Figure 20. Alternative F: Develop New Multimodal Corridor from the Orlando International Airport/Lake Nona Area to Central/Southern Brevard County**



**Alternative F: Develop a new multimodal corridor from the Orlando International Airport/Lake Nona area to central/southern Brevard County.**

This corridor would provide a direct connection between two major groups of economic centers: the Orlando International Airport and Lake Nona to the west; and Viera, Melbourne, and Palm Bay to the east. This option also could serve the emerging population centers in the Northeast District and the North Ranch. This option could include:

- Multiple end points in Orange County or Osceola County that consider connectivity to the Orlando International Airport, employment centers such as Lake Nona and Innovation Way, the existing Orange County expressway system, the planned Osceola County expressway system, and SunRail or other high-capacity transit systems.
- Use of existing right-of-way such as Nova Road (Osceola County Road 532) where possible to cross the Deseret Ranches and to connect to the future centers identified in the North Ranch Long-Term Master Plan.

- Multiple end points in Brevard County that consider connectivity to employment centers such as Melbourne and Viera and to corridors, including Interstate 95 and the planned St. Johns Heritage Parkway.
- Connections to one or more north-south corridors in eastern Orange and Osceola counties that would connect to U.S. 192, Nova Road, State Road 520, State Road 528, and State Road 50.

The purpose and need for this corridor is linked to the timing and magnitude of future development on the North Ranch. With most of this corridor involving new or significantly upgraded facilities, this corridor could be planned and developed as a multimodal, multiuse corridor with full use of emerging technologies.

Planning for this corridor must consider the potential need for an additional crossing of the St. Johns River, including the potential impacts of a new crossing on the watershed, wetlands, habitat, protected species, wildlife corridors, conservation lands (including lands owned by the St. Johns Water Management District and lands identified as mitigation for the Viera development of regional impact), and existing and previously approved developments such as Viera. While this alternative could provide a direct connection to close the regional connectivity gap between economic centers, it presents environmental and conservation land policy issues that are not evident at this stage of the planning process with regard to other corridor alternatives.

## ***North-South Travel in Eastern Orange and Osceola Counties***

North-south travel in eastern Orange and Osceola counties is anticipated to grow dramatically in the next few decades due to further growth of existing centers such as the University of Central Florida, St. Cloud, and Harmony and the buildout of planned developments, including Lake Nona, Innovation Way, the Northeast District, and the North Ranch. The total number of daily person trips across the county line between areas to the east of the Orlando International Airport is expected to grow from about 15,000 today to between 148,000 and 237,000 by 2060.<sup>10</sup>

Only a few corridors cross the county line in this area today:

- Boggy Creek Road directly to the south of the Orlando International Airport;
- Narcoossee Road to the east of the Airport; and
- Nova Road on the Deseret Ranches close to the Brevard County line.

State Road 417 and major arterials, including the Innovation Way/Alafaya Trail corridor serve north-south travel in Orange County to the east of the Airport. The planned Northeast Connector Expressway and major arterials envisioned in the Northeast District Sector Plan and the North Ranch Long-Term Master Plan would serve north-south travel in eastern Osceola County. However, current plans provide for limited connectivity between the Osceola and Orange county expressway systems and no additional cross-county connections.

In addition to supporting this overall growth in travel, the Task Force identified the following long-term transportation needs in this portion of the study area:

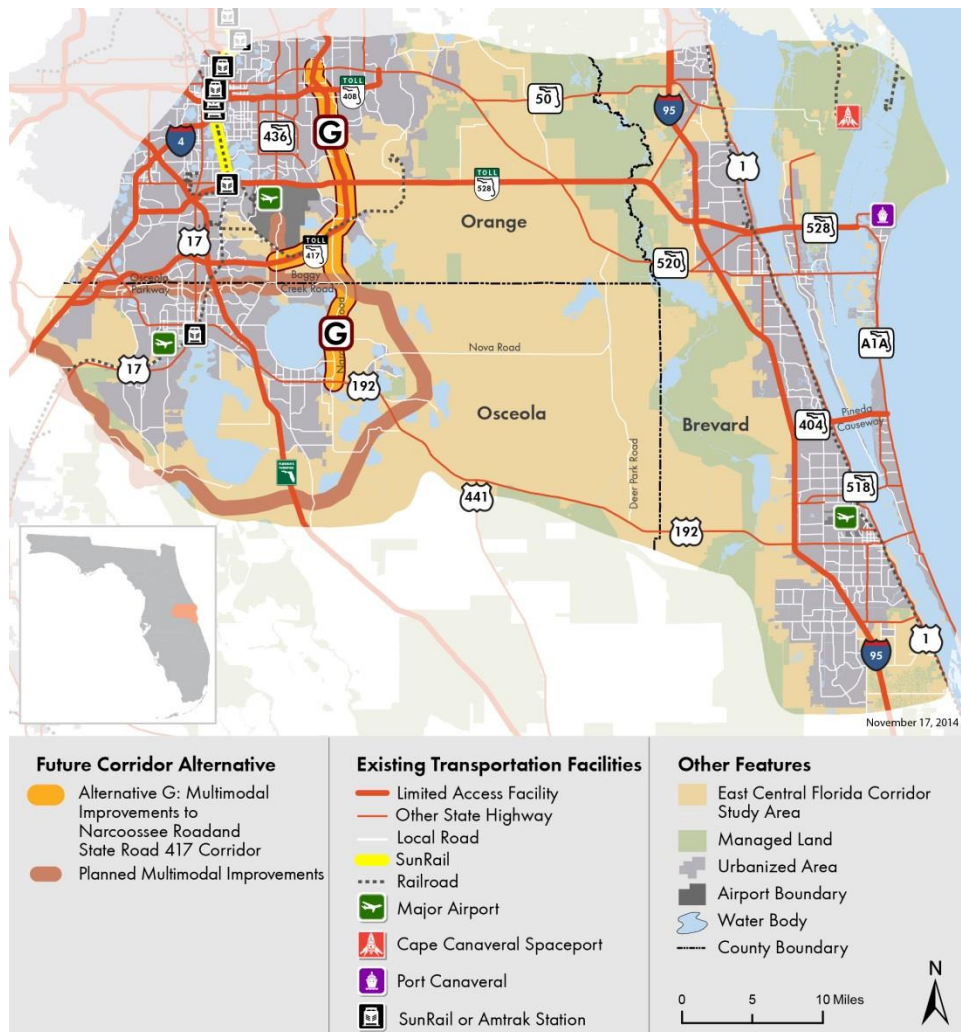
- Provide a continuous north-south corridor in a fast growing area;
- Support anticipated population growth, including development of new centers including the Northeast District, Innovation Way, and the North Ranch;
- Connect high-tech research and employment centers including the University of Central Florida, Innovation Way, Lake Nona, and the new Florida Advanced Manufacturing Research Center in Kissimmee;
- Support agricultural transportation needs; and
- Improve regional connectivity to Orlando International Airport.

The Task Force evaluated a range of potential corridor investments to help address these needs, and recommends three alternatives for further study:

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<sup>10</sup> Facility-level traffic volumes at the county line indicate that many more than 15,000 people use facilities within this travel shed today. These counts include people traveling to and from Kissimmee and other points in central and northwest Osceola County who currently use Boggy Creek Road and Narcoossee Road to cross the county line to access points in eastern Orange County, due to the lack of better alternative routes. To be consistent in the presentation of estimated demand for travel in 2014 and 2060, the definition of the travel shed was limited to areas between Florida's Turnpike and the St. Johns River, excluding Kissimmee.

**Figure 21. Alternative G: Develop Multimodal Improvements to the Existing Narcoossee Road and State Road 417 Corridor**



**Alternative G: Develop multimodal improvements to the existing Narcoossee Road and State Road 417 corridor from U.S. 192 to the University of Central Florida area.**

Narcoossee Road is an arterial roadway running from U.S. 192 near Harmony to the intersection of Hoffner Avenue and Old Goldenrod Road in Orange County. It is a major north-south corridor connecting population centers directly to the east of the Orlando International Airport. It is a county-owned facility in Osceola County and in Orange County south of State Road 417, known as County Road 15 in both counties. Between State Road 417 and State Road 528, Narcoossee Road is owned by the City of Orlando. North of State Road 528, Narcoossee Road is known as State Road 15 and is owned and operated by FDOT.

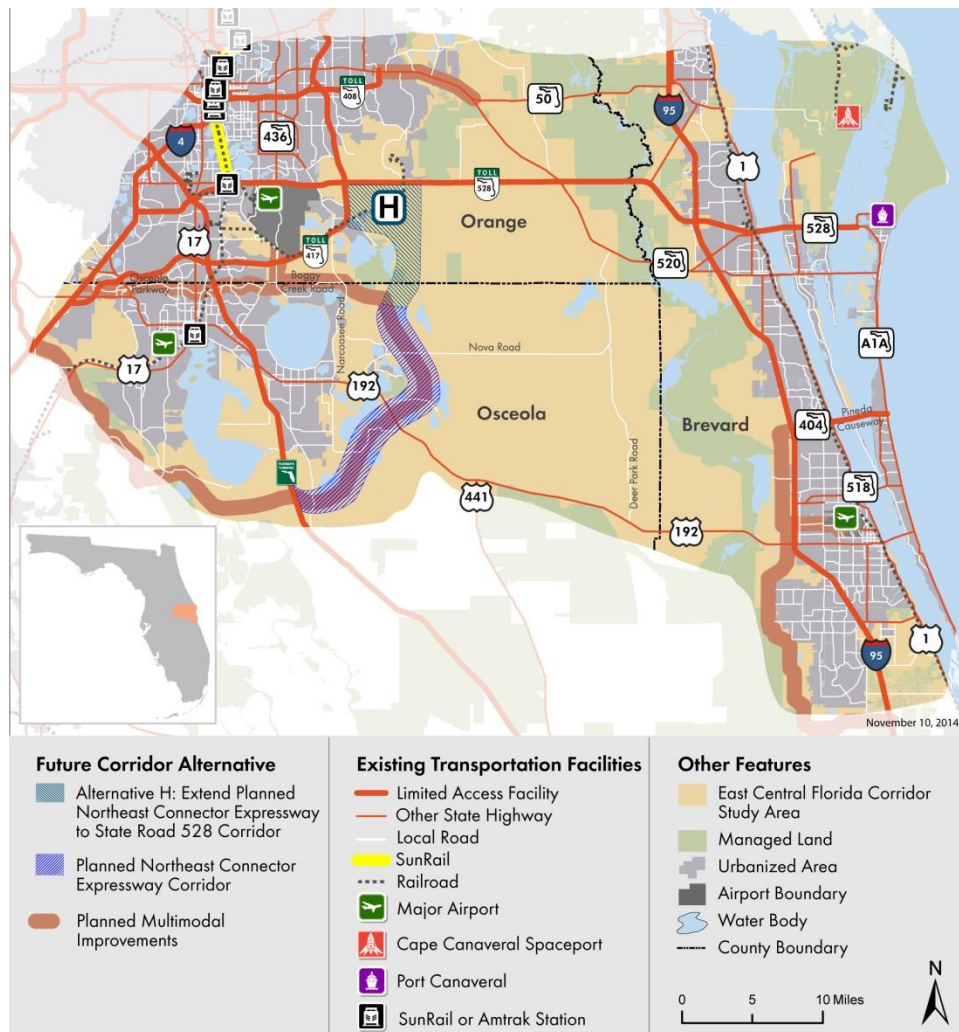
State Road 417, the Central Florida GreeneWay, is a limited-access tolled expressway that forms the eastern beltway of Orlando, providing an alternative route to Interstate 4. From International Drive near the Orange/Osceola County border to the Orange/Seminole County border, State Road 417 is owned and operated by the Central Florida Expressway Authority. It is part of the Strategic Intermodal System. This alternative would involve improvements to the portion of State Road 417 from the Lake Nona area to the University of Central Florida area.



Potential improvements would enhance north-south travel between Orange and Osceola counties directly to the east of the Orlando International Airport. Improvements could be coordinated with planned north-south connections across the Orange/Osceola County border that would link the Osceola Parkway and the rest of the planned Osceola Expressway system to State Road 417 and other expressways in Orange County.

Expansions of Narcoossee Road may be constrained by development abutting the right-of-way, but high-capacity transit service options could be explored. Transit alternatives could link to planned high-capacity transit services in the Innovation Way Multimodal Transit District and transit services being planned in the State Road 50, State Road 528, and U.S. 192 corridors. Finally, this corridor could include or link to planned rail services to the new south terminal intermodal center at the Orlando International Airport.

**Figure 22. Alternative H: Extend the Planned Northeast Connector Expressway North to the State Road 528 Corridor, including Multimodal Options**



**Alternative H: Extend the planned Northeast Connector Expressway north from its planned terminus at the Osceola Parkway Extension in Osceola County to the State Road 528 corridor in Orange County, including multimodal options.**

The Osceola County Expressway Authority is planning to develop the Northeast Connector Expressway from Canoe Creek Road (just east of Florida's Turnpike) to the east end of the planned Osceola Parkway Extension. This alternative would extend the Northeast Connector Expressway further north to terminate at State Road 528. It would connect the Northeast District to existing and emerging economic centers in Orange County within the current Orange County Urban Service Area. Along with the rest of the Northeast Connector Expressway, it would provide an additional option to the Narcoossee Road corridor for north-south travel in this part of Osceola County, and it also would provide an alternative to State Road 417 south of State Road 528 in Orange County.

The corridor could provide a route for commuter rail services to access the Northeast District and the North Ranch via a connection to the Orlando Utilities Commission rail line in the area of Innovation Way, which in turn would connect to the SunRail corridor and the planned intermodal center at the Orlando International Airport.

Planning for this corridor must consider potential impacts of a new corridor on the Econlockhatchee River watershed, wetlands, habitat, protected species, wildlife corridors, conservation lands, and land currently designated for long-term agricultural use.

**Figure 23. Alternative I: Develop New North-South Multimodal Corridor in Eastern Orange and Osceola Counties**



**Alternative I: Develop a new north-south multimodal corridor in eastern Orange and Osceola counties.**

This corridor would connect the future population centers on the North Ranch to other regional destinations and east-west corridors:

- At its northern end, the corridor could be integrated with proposed improvements to the State Road 520 and State Road 50 corridors and provide connectivity to the University of Central Florida area and downtown Orlando.
- At its southern end, the corridor could be integrated with proposed improvements to U.S. 192 and provide connectivity to Melbourne/Palm Bay.
- The corridor also could connect to proposed new and improved east-west corridors linking Orange and Osceola counties to Brevard County, including State Road 528, the proposed new east/west multimodal corridor along the Orange/Osceola County line, and the proposed new east-west multimodal corridor from the Orlando International Airport/Lake Nona area to central/southern Brevard County.



The acquisition of right-of-way for a new corridor could impact the connectivity and function of lands currently in productive agricultural use, and could facilitate new development in an area outside of established urban service area/growth boundaries. In southeastern Orange County, the corridor would pass through areas that are identified as rural service areas in the county's comprehensive plan.

The corridor could be completed in phases corresponding to phasing of development in the North Ranch Sector Plan area and contingent on future planning in southeast Orange County. For example, the segment between Nova Road and U.S. 192 could be timed to coincide with development of centers in the central portion of the North Ranch and linked with multimodal improvements to the U.S. 192 corridor and proposed new east-west corridors.

## PROPOSED ACTION PLAN

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Pursuant to the Executive Order, the Task Force recommends a proposed action plan for further study of enhanced or new transportation corridors in the study area. This section documents nine actions and identifies potential lead organizations for each action.

The actions are organized into four categories. The first two sets of actions call for future studies of both existing and potential new corridors. These studies will evaluate combinations of corridor alternatives to identify the options that, if implemented together over time, would lead to the regional transportation network most consistent with the guiding principles recommended in this report. The remaining two sets of actions address amending and strengthening regional and local plans and preparing tools to support development of the specific corridors recommended by the studies.

### *Improve Existing Corridors*

**1. Identify future investment needs to maximize the use of and add capacity to existing east-west corridors between Orange, Osceola, and Brevard counties.** These corridors should include the following (Figure 24):

- The State Road 528 corridor from Interstate 4 to State Road A1A, including options for creating a multimodal, multiuse “super corridor” (Alternative A);
- The State Road 50/State Road 405 corridor from downtown Orlando and the University of Central Florida to Cape Canaveral, including potential extensions of the State Road 408 East-West Expressway and planned high-capacity transit services (Alternative B);
- The State Road 520 corridor from eastern Orange County to Cocoa, including potential extensions of the State Road 408 East-West Expressway and planned high-capacity transit services (Alternative C); and
- The U.S. 192 corridor from Kissimmee to Melbourne, including potential extensions of planned high-capacity transit services (Alternative E).

Additional planning and project development activities should define specific projects, determine the potential staging of these projects over the next 50 years, and identify strategies needed to manage existing facilities and to preserve additional right-of-way to enable these future improvements to occur.

*Suggested lead organization: Florida Department of Transportation, working with the Central Florida Expressway Authority for portions of State Road 528 and State Road 408.*

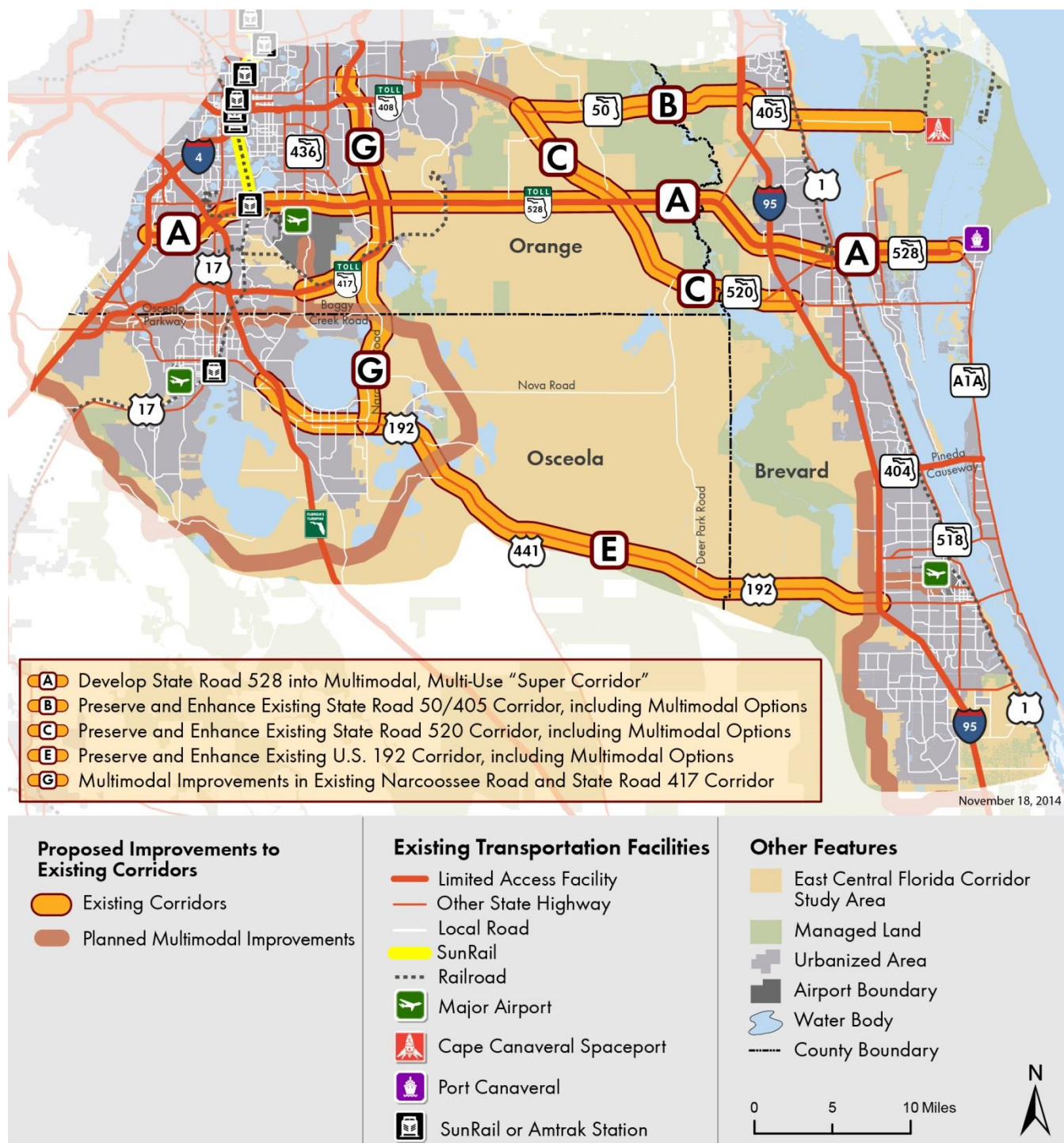
**2. Identify future investment needs to maximize the use of, add capacity to, and improve the connectivity between existing and planned north-south corridors in eastern Orange and Osceola counties.** These improvements should include the following (Figure 24):

- Multimodal improvements to the Narcoossee Road corridor and the State Road 417 corridor (Alternative G); and
- Improved connectivity among the existing Orange County expressway system, the planned Osceola County expressway system, and Florida’s Turnpike.

Additional planning and project development activities should define specific projects, determine the potential staging of these projects over the next 50 years, and identify strategies needed to manage existing facilities and preserve additional right-of-way to enable these future improvements to occur.

*Suggested lead organization: Florida Department of Transportation, working with the Central Florida Expressway Authority and the Osceola County Expressway Authority.*

**Figure 24. Recommended Improvements to Existing Transportation Corridors**



## ***Evaluate Potential New Corridors***

### **3. Conduct one or more Evaluation Studies of potential new east-west corridors between Orange, Osceola, and Brevard counties.** The proposed study or studies should consider (Figure 25):

- A multimodal corridor along the Orange/Osceola county line to provide connectivity between the Orlando International Airport/Lake Nona area, the Northeast District of Osceola County, the North Ranch Master Plan, and the State Road 520 corridor (Alternative D); and
- A multimodal corridor from the Orlando International Airport/Lake Nona area through the proposed North Ranch Master Plan to central/southern Brevard County, including the potential need for an additional crossing of the St. Johns River (Alternative F).

*Suggested lead organization: Florida Department of Transportation.*

### **4. Conduct one or more Evaluation Studies of potential new north-south corridors in eastern Orange and Osceola counties.** The proposed study or studies should consider (Figure 26):

- Continuation of the project development process for the Northeast Connector Expressway and extension of this expressway from its planned terminus at the Osceola Parkway Extension to the State Road 528 corridor, including potential multimodal improvements (Alternative H); and
- A new multimodal corridor serving planned population centers on the North Ranch and connecting to existing east-west corridors, including U.S. 192, Nova Road, State Road 520, State Road 528, and State Road 50/408 (Alternative I).

*Suggested lead organization: Florida Department of Transportation.*



**Figure 25. Recommended Study Areas for New East-West Transportation Corridors**

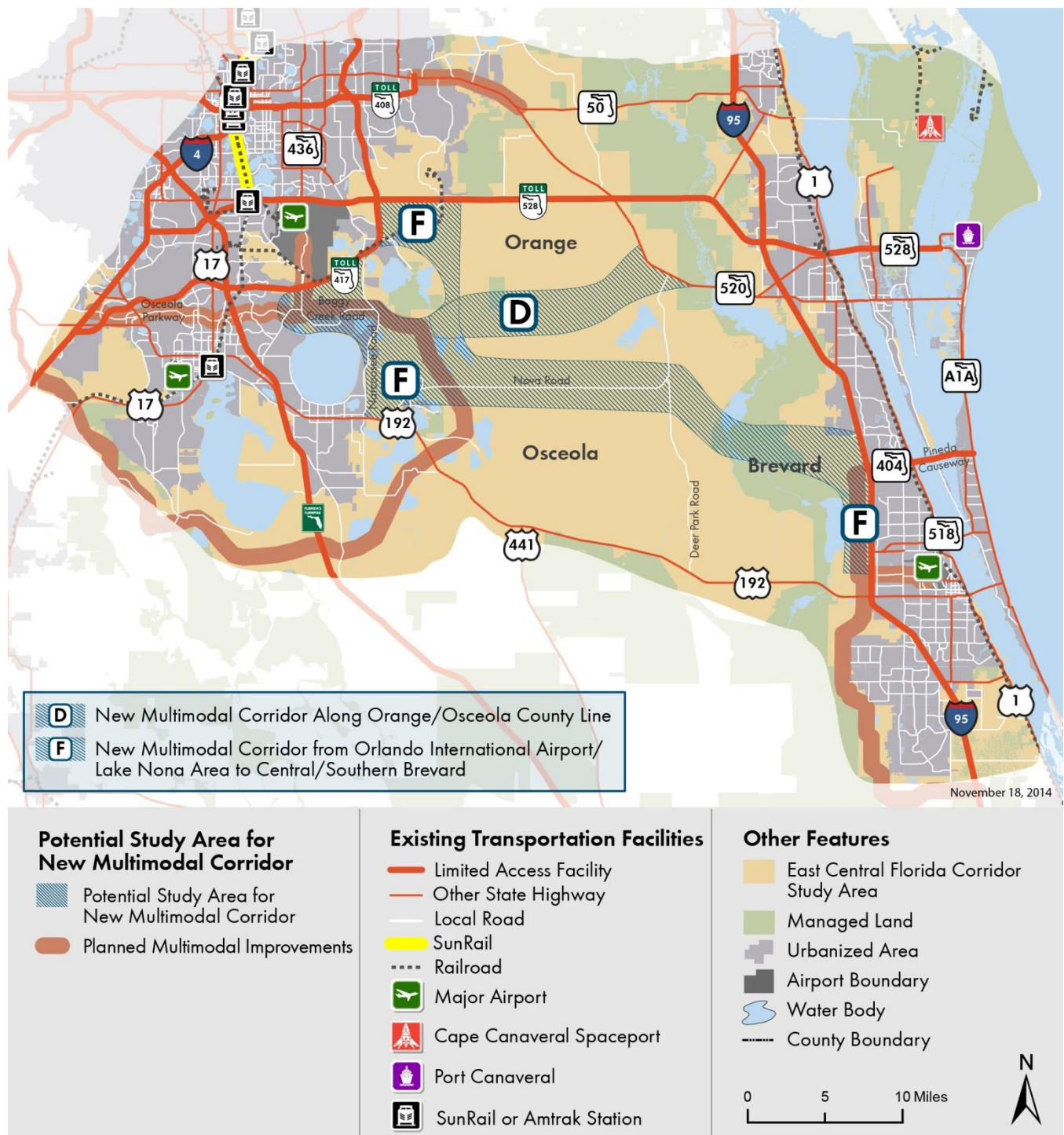
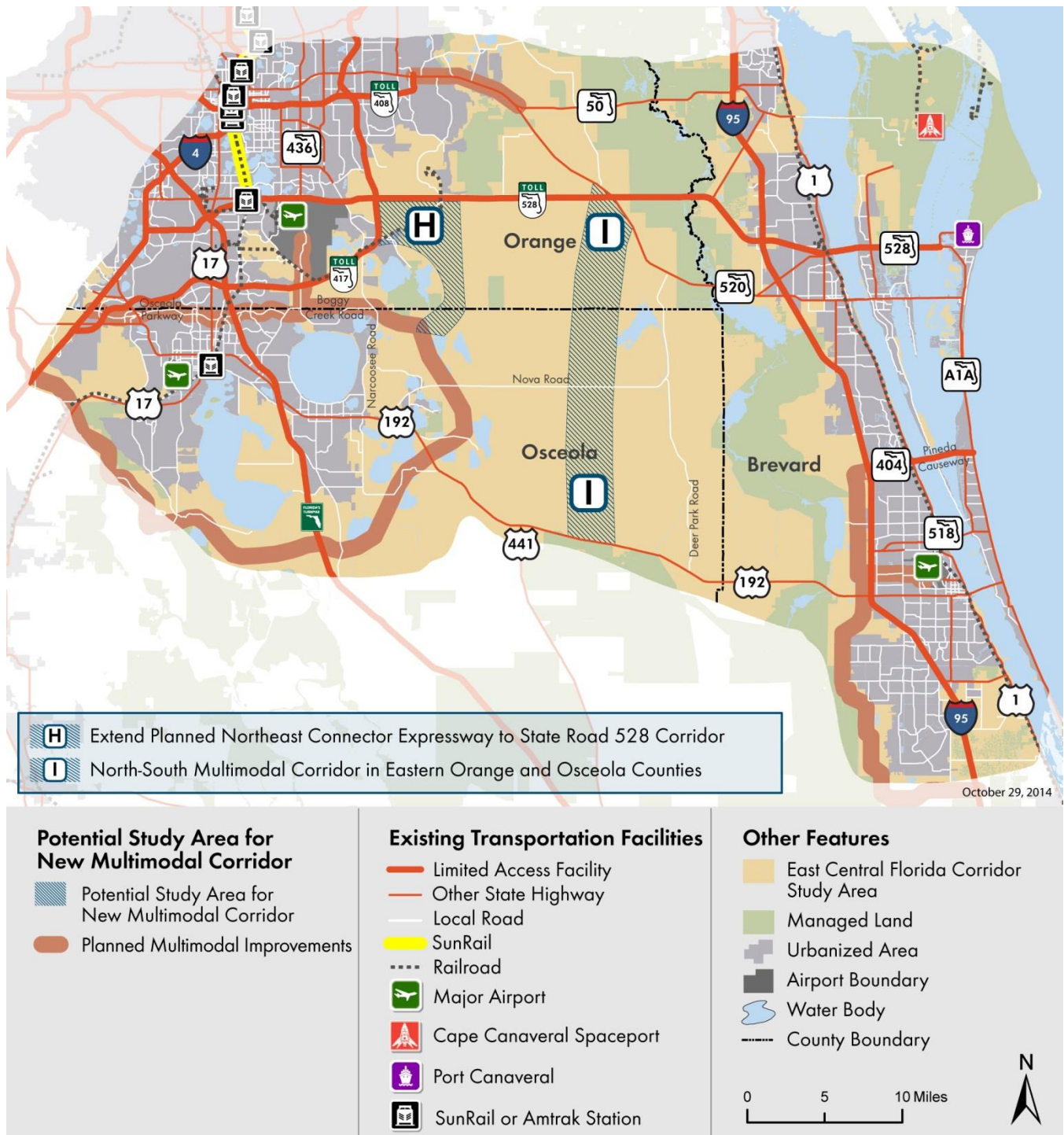




Figure 26. Recommended Study Areas for New North-South Transportation Corridors



## ***Amend and Strengthen Regional and Local Plans***

**5. Develop a regional transit system plan to identify and set priorities for long-term transit investments in the three study area counties and the broader Central Florida region.**

*Suggested lead organizations: Florida Department of Transportation, Central Florida MPO Alliance.*

**6. Amend existing local and regional plans, as appropriate, to include the corridors and the study areas described in actions 1 through 5, as well as to ensure consistency with the recommended guiding principles.** These plans would include:

- Local government comprehensive plans (*suggested lead organizations: Brevard County, Orange County, Osceola County, any impacted municipality, Florida Department of Economic Opportunity*);
- Metropolitan planning organization long-range transportation plans (*suggested lead organizations: MetroPlan Orlando, Space Coast Transportation Planning Organization*);
- Expressway authority master plans (*suggested lead organizations: Central Florida Expressway Authority, Osceola County Expressway*); and
- The Strategic Regional Policy Plan and the Comprehensive Economic Development Strategy (*suggested lead organization: East Central Florida Regional Planning Council*).

**7. Develop an agreement among local governments, metropolitan planning organizations, transportation authorities, water management districts, and other entities to strengthen consistency among future transportation, land use, and water supply plans.** Improved consistency should emphasize:

- Population forecasts across jurisdictions and across disciplines (e.g., transportation, land use, and water supply planning); and
- Assumptions regarding the timing and amount of development expected in future centers, including the overall allocation of future population growth across the study area.

*Suggested lead organization: Florida Department of Economic Opportunity, working with the East Central Florida Regional Planning Council and other regional and local entities.*

## ***Prepare Frameworks for Implementation***

**8. Develop planning tools, incentives, compensation approaches, and legal instruments to reserve and protect rights-of-way to support implementation of the transportation corridors recommended in the Evaluation Studies.**

*Suggested lead organizations: Florida Department of Transportation and Florida Department of Economic Opportunity, working with local governments and landowners.*

**9. Develop a framework for potential partnership and co-location agreements with railroads, utilities, or other infrastructure providers to support implementation of the transportation corridors recommended in the Evaluation Studies.**

*Suggested lead organization: Florida Department of Transportation, working with regional and local entities.*

## ADDITIONAL TASK FORCE RECOMMENDATIONS

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The Task Force identifies supporting recommendations to ensure that the action plan is implemented consistent with the guiding principles. These recommendations are organized into four categories:

### ***Regional Collaboration and Coordination***

**1. Strengthen and sustain the *How Shall We Grow?* shared regional vision as a foundation for future transportation corridor planning and related long-term decisions in the region.** Key emphasis areas should include:

- Strengthen the process for the integration of the *How Shall We Grow?* principles and the *East Central Florida 2060 Plan* into local land use and transportation plans.
- Develop a process through which local governments in the study area can identify and resolve extrajurisdictional impacts of growth and development plans, including changes in urban growth boundaries/service areas, building on this shared vision.
- Convene local governments, metropolitan planning organizations, state agencies, and other partners to develop a process for conducting future updates of *How Shall We Grow?*.

***Suggested lead organizations: East Central Florida Regional Planning Council and Florida Department of Economic Opportunity, working with myregion.org and other applicable state, regional, and local entities.***

### ***Conservation***

**2. Ensure the long-term protection of regionally significant natural resources that could be impacted by the proposed transportation corridors** through the following solutions:

- Coordinate transportation and conservation decisions through strategies such as shared acquisition or preservation of land for future corridors and future conservation; regional mitigation banks; and incentives for landowners such as conservation easements and payments for ecosystem services.
- Identify regionally significant natural resources where avoidance by the proposed transportation corridors may not be possible and determine appropriate design solutions such as the use of bridging and wildlife crossings.
- Address potential impacts from the proposed transportation corridors to areas identified for mitigation purposes in development orders related to developments of regional impact and sector plans.
- Identify opportunities to support regional water supply plans as part of the development of the proposed transportation corridors, such as the co-location of transportation and water distribution infrastructure; improved management of surface water and stormwater in areas impacted by new or enhanced corridors; and other mitigation activities associated with the proposed corridors.

***Suggested lead organization: Florida Department of Transportation, working with Florida Department of Economic Opportunity, Florida Department of Environmental Protection, Florida Fish and Wildlife Conservation Commission, East Central Florida Regional Planning Council, water management districts, applicable Federal partners, and environmental stakeholders.***

## ***Countryside***

### **3. Ensure that productive agricultural lands are preserved and enhanced by the proposed transportation corridors through the following solutions:**

- Work with landowners to ensure the proposed corridors do not impede plans to maintain lands with significant economic or environmental value in long-term agricultural uses.
- Identify strategies and mechanisms to support the continued viability of agriculture as a productive economic sector in areas impacted by the proposed transportation corridors, such as agricultural diversification initiatives; conservation easements; transfer of development rights programs; agricultural zoning; and payment for ecosystem services.

***Suggested lead organization: Florida Department of Agriculture and Consumer Services, working with Florida Department of Transportation, Florida Department of Economic Opportunity, East Central Florida Regional Planning Council, and local governments.***

## ***Centers***

### **4. Coordinate future land use decisions to maximize the benefits of the proposed transportation corridors on economic development and quality of life, while minimizing negative impacts on existing communities through the following solutions:**

- Develop future land use plans and access management strategies that support the intended function of the proposed transportation corridors for high-speed, high-capacity travel.
- Work with local governments and landowners to revise existing approved developments of regional impact and development orders that might be impacted by the proposed transportation corridors.
- Define economic development strategies that support the intended function of the corridors, including targeted sites for future employment centers.

***Suggested lead organization: Florida Department of Economic Opportunity, working with the Florida Department of Transportation, East Central Florida Regional Planning Council, local governments, and regional and local economic development organizations.***



## INITIAL IMPLEMENTATION ACTIVITIES

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Finally, the Task Force recommends the following activities to initiate implementation of this report, including the action items and supporting recommendations.

**1. Meet with local governments and regional planning, water management, and transportation agencies to share the findings and recommendations of the Task Force. Encourage these partners to consider possible amendments to their respective plans by September 30, 2015, as requested in the Executive Order, to enable initial implementation of the action items and supporting recommendations of this report.**

The Florida Department of Economic Opportunity (DEO) and the Florida Department of Transportation (FDOT) should meet with local governments and regional agencies to share the findings and recommendations of the Task Force and encourage potential plan amendments consistent with the proposed action plan. Executive Order 13-319 requested that local government and other agencies consider amendments or revisions to their respective plans by September 30, 2015 to reflect and incorporate the recommendations of the Task Force. In view of the need for additional study of many of the proposed corridors and study areas, the Task Force recognizes that some local governments and agencies may need additional time to prepare plan amendments. In addition, initial plan amendments and revisions may be at a policy or conceptual level, followed by additional amendments to reflect specific corridor alternatives and alignments in future years.

**2. Meet with other state agencies and Federal agencies to share the findings and recommendations of the Task Force. Encourage these agencies to move forward with planning of recommended corridors and implementation of related policies.**

DEO and FDOT also should meet with appropriate state and Federal agencies to share the findings and recommendations of the Task Force and encourage participation in implementation activities consistent with the proposed action plan.

**3. Initiate Evaluation Studies and other planning activities to assess and refine the corridor alternatives and study areas recommended in this report.**

FDOT should initiate one or more Evaluation Studies to better define and assess the alternatives and study areas recommended in this report. Through these studies, FDOT should work with partners to determine the potential feasibility and timing of corridor improvements over the next 50 years, including identifying specific projects for further development activities.

**4. Begin work to identify needed implementation tools.**

DEO and FDOT should work with other state agencies, local governments, landowners, environmental interests and other appropriate stakeholders to identify needed policy changes and other implementation tools to move forward with the recommendations of the Task Force pertaining to right-of-way preservation, partnership agreements, regional collaboration and coordination, and guiding principles related to conservation, countryside, and centers.

**5. Continue coordination among regional and local agencies to facilitate implementation of these recommendations.**

DEO and FDOT should provide support for an ongoing working group of regional and local agencies to coordinate future transportation corridor planning activities in the study area.

**6. Develop a process for tracking progress toward implementation of these recommendations over the next 50 years.**

This process should include the following steps:

- FDOT should be tasked with tracking progress of the transportation-related action items and recommendations from this report and suggesting new or revised transportation policies as needed to enable their successful implementation.
- DEO should be tasked with tracking progress of the land use and economic development-related recommendations from this report and suggesting new or revised policies as needed to enable their successful implementation.
- The East Central Florida Regional Planning Council should be tasked with tracking overall progress toward the *How Shall We Grow?* regional vision.
- The Florida Transportation Commission should be tasked with monitoring lessons learned from the implementation of this report so the Commission can be in a position to recommend new or revised transportation policies as needed for successful transportation corridor planning on a statewide basis.

## FOR MORE INFORMATION

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For more information on the East Central Florida Corridor Task Force, please visit [www.ECFCorridorTaskForce.org](http://www.ECFCorridorTaskForce.org).

## APPENDIX A: EXECUTIVE ORDER 13-319

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# STATE OF FLORIDA

## OFFICE OF THE GOVERNOR EXECUTIVE ORDER 13-319

**WHEREAS**, the State Comprehensive Plan, the Florida Strategic Plan for Economic Development, the 2060 Florida Transportation Plan, and other statewide plans call for coordinated decision making and investments to address Florida's long-term economic development, environmental stewardship, community development, and infrastructure needs on a statewide and regional basis; and

**WHEREAS**, the Florida Legislature, recognizing the need for innovative planning and development strategies to promote a diverse economy and vibrant rural and urban communities, including sector planning, has tasked the Florida Department of Economic Opportunity, in coordination with other state and regional agencies, to assist communities in finding creative solutions for fostering vibrant, healthy communities while protecting the functions of important state resources and facilities; and

**WHEREAS**, well-planned statewide and regional transportation corridors can improve mobility and connectivity for people and freight, support economic development, promote high-quality development patterns, help preserve Florida's natural resources, and facilitate emergency evacuation and response; and

**WHEREAS**, enhanced or new transportation corridors should be planned in coordination with long-term land use decisions to ensure the protection of environmental resources, the preservation of agricultural lands, and the planning of areas for future economic development and urban growth; and

**WHEREAS**, the Florida Department of Transportation has initiated the "Florida's Future Corridors" initiative to plan future transportation corridors for the movement of people and freight on an interregional, statewide, or interstate basis; and

**WHEREAS**, one corridor study area identified by the Florida's Future Corridors initiative extends from Tampa Bay to the Atlantic Coast across 15 counties in the central part of Florida (hereinafter "Tampa Bay-Central Florida Study Area"); and

**WHEREAS**, in 2013, the Florida Department of Transportation completed a Future Corridor Concept Study for the Tampa Bay-Central Florida Study Area that recommended the Florida Department of Transportation conduct a pilot Evaluation Study to address a regional connectivity gap between the Orlando International Airport and the southern Space Coast and to refine the proposed corridor planning process for future use; and

**WHEREAS**, the objectives of the pilot Evaluation Study include the identification of anticipated future development patterns in the Orlando/Space Coast area, comprised of portions of Brevard, Orange, and Osceola counties, and associated mobility and connectivity needs, as

well as potential solutions for addressing these needs through coordinated planning and partnering with recognition of the area's economic, community, and environmental goals; and

**WHEREAS**, in 2007, myregion.org completed a 2050 regional visioning process with stakeholders from the public, private, and civic sectors and input from nearly 20,000 residents of Brevard, Lake, Orange, Osceola, Polk, Seminole, and Volusia counties, culminating in adoption of the "How Shall We Grow?" vision and regional growth compact by representatives of seven counties and 86 cities; and

**WHEREAS**, the "How Shall We Grow?" vision identified the potential need for a new or enhanced multimodal corridor connecting Orlando to southern Brevard County; and

**WHEREAS**, in 2012, Florida East Coast Industries, Inc., announced the formation of All Aboard Florida, LLC (hereinafter "All Aboard Florida"), for the purpose of planning and establishing privately operated passenger rail service from Miami to Orlando on a route that would include eastern portions of the Tampa Bay-Central Florida Study Area; and

**WHEREAS**, in 2012, the Osceola County Expressway Authority, established by the Florida Legislature in 2011, adopted a 2040 Master Plan that identifies potential new transportation corridors in eastern portions of the Tampa Bay-Central Florida Study Area; and

**WHEREAS**, state, regional, and local economic development initiatives highlight the importance of investments in life science, aerospace/aviation, and other research and technology institutions in Orange, Osceola, and Brevard counties, including the need to transition the Brevard County economy following the end of the Space Shuttle program; and

**WHEREAS**, the eastern portion of the Tampa Bay-Central Florida Study Area includes: high-quality beaches, lakes, rivers, parks, forests, and preserves; the headwaters of the Everglades and the St. Johns River; and wildlife and ecological corridors of statewide significance; and

**WHEREAS**, the Florida Transportation Code, section 337.273(1)(d), Florida Statutes, provides that "the designation and management of transportation corridors can best be achieved through the inclusion of transportation corridors in the local government comprehensive plans that are developed, reviewed, and adopted pursuant to chapter 163, Florida Statutes, in order to ensure comprehensive planning for future development and growth, improved coordination between land use and transportation planning, and compliance with concurrency requirements."; and

**WHEREAS**, section 163.3245, Florida Statutes, provides that local governments or combinations of local governments can adopt into their comprehensive plans a long-range "sector plan" for a substantial geographic area of at least 15,000 acres to promote and encourage long-term planning for conservation, development, and agriculture on a landscape scale; to facilitate protection of regionally significant resources; and to avoid duplication of effort in terms of the level of data and analysis required for a development of regional impact, while ensuring the adequate mitigation of impacts to applicable regional resources and facilities; and



**WHEREAS**, eastern portions of the Tampa Bay-Central Florida Study Area include approximately 300,000 acres, commonly referred to as Deseret Ranch, owned by non-profit corporation Farmland Reserve, Inc. (hereinafter “Deseret Ranch”), as well as other large tracts of land under single ownership, and Viera, a major master planned development; and

**WHEREAS**, transportation corridor planning serves the public interest by preserving the long-term ability to use lands for future multimodal transportation facilities to move people and freight and for other linear infrastructure, improving mobility, increasing connectivity within and outside Florida, and supporting statewide and regional goals for economic development, quality of life, and environmental stewardship.

**NOW, THEREFORE, I, RICK SCOTT**, Governor of the State of Florida, by the powers vested in me by the Constitution and laws of the State of Florida, do hereby promulgate the following Executive Order, effective immediately:

1. There is hereby created the East Central Florida Corridor Task Force (hereinafter “Task Force”) for the purpose of evaluating and developing consensus recommendations on future transportation corridors serving established and emerging economic activity centers in portions of Brevard, Orange, and Osceola counties.
2. Members of the Task Force shall include:
  - A. The Executive Director of the Florida Department of Economic Opportunity;
  - B. The Secretary of the Florida Department of Transportation;
  - C. The Commissioner of Agriculture;
  - D. A representative from Brevard County, as appointed by the Brevard County Board of County Commissioners;
  - E. A representative from Orange County, as appointed by the Orange County Board of County Commissioners;
  - F. A representative from Osceola County, as appointed by the Osceola County Board of County Commissioners;
  - G. Two individuals to be appointed by the Governor that represent recognized environmental or conservation organizations;
  - H. A representative of Deseret Ranch;
  - I. A representative of The Viera Company;
  - J. Two individuals to be appointed by the Governor that represent the economic development or business community with a presence in the study area; and
  - K. A citizen to be appointed by the Governor that resides in the study area.
3. The members of the Task Force may designate an alternate to attend meetings of the Task Force and exercise voting authority.
4. Consensus recommendations shall not require a unanimous vote of the Task Force members.
5. The Chair of the Task Force shall be the Executive Director of the Florida Department of Economic Opportunity or his designee.
6. The charge of the Task Force shall include the following tasks:

- A. Recommend guiding principles for coordination of future transportation and land use planning, with environmental stewardship, sustainable agriculture, economic development, and community development plans and investments;
  - B. Review transportation plans of the Florida Department of Transportation, MetroPlan Orlando, the Space Coast Transportation Planning Organization, the Orlando-Orange County Expressway Authority, the Osceola County Expressway Authority, and other public and private entities and determine the extent to which these plans are consistent with each other and how they might affect future corridor planning between East Central Florida and the Space Coast;
  - C. Review the land use and development plans of local governments and regional entities and determine the extent to which these plans are consistent with transportation plans and how they might affect future corridor planning between East Central Florida and the Space Coast;
  - D. Consider and recommend transportation facilities, including the general purpose, need, and location for any new or enhanced transportation corridors as well as a range of alternative routes and modes for major transportation corridor investments;
  - E. Solicit and consider input from local, regional, state, and federal agencies; stakeholders, including property owners, agricultural interests, business interests, and environmental interests; residents; and the public; and
  - F. Recommend a proposed action plan for moving forward with new or enhanced transportation corridors in the study area.
7. In conducting its work, the Task Force should at a minimum, consider:
- A. Statewide goals, including those related to the State Comprehensive Plan, the Florida Strategic Plan for Economic Development, the 2060 Florida Transportation Plan, and statewide emergency response and evacuation plans;
  - B. The Regional Growth Vision as stated in the report "How Shall We Grow?";
  - C. Protection of property rights;
  - D. Protection of surface and groundwater resources, natural lands, regionally significant wildlife corridors and habitats, and other natural resources;
  - E. Long-term opportunities for sustainable agriculture; and
  - F. Support for high quality long-term growth patterns, with an emphasis on those envisioned by regional and community entities.
8. Concurrent and in coordination with the activities of the Task Force, Deseret Ranch is requested to work with Orange, Osceola, and Brevard counties (hereinafter "Local Governments"), as appropriate, in cooperation with other landowners and stakeholders, in preparing one or more long-term master plans, pursuant to section 163.3245, Florida Statutes, for Deseret Ranch's lands proximate to the area to be studied by the Task Force, for the purpose of coordinating long-term land use decisions with environmental stewardship, sustainable agriculture, transportation planning, economic development, and community development in the sector plan area. Insofar as practicable, Deseret Ranch and the Local Governments are requested to provide timely status reports regarding preparation of the master plan(s) to the Task Force to support the Task Force's decision-making process and meeting schedule.

9. The Task Force shall work collaboratively with the Local Governments, Deseret Ranch ownership and management, and other landowners and stakeholders to provide data and supporting information for the preparation of transportation corridor plans and related long-term master plan(s), as appropriate for each landholding, that will be available for consideration by the Local Governments as amendments to their respective comprehensive plans pursuant to chapter 163, Part II, Florida Statutes.
10. The Task Force shall submit a report on its findings and recommendations to the Governor by December 1, 2014.
11. The Local Governments are encouraged to consider possible amendments to their comprehensive plans by September 30, 2015 to reflect and incorporate the recommendations of the Task Force and the long-term master plans prepared for adoption by the Local Governments.
12. The Orlando-Orange County Expressway Authority, the Osceola County Expressway Authority, MetroPlan Orlando, the Space Coast Transportation Planning Organization, the St. Johns River Water Management District, the East Central Florida Regional Planning Council, and other agencies, as appropriate, are encouraged to amend and revise their respective plans for future conservation, development, and transportation, as the case may be, by September 30, 2015, to reflect and incorporate the recommendations of the Task Force and the long-term master plans prepared for adoption by the Local Governments.
13. The decision of one or more of the Local Governments not to participate in the tasks set forth in this Executive Order shall not preclude the Task Force and the remaining Local Government(s) from proceeding with such tasks. The Florida Department of Economic Opportunity and all other agencies under the control of the Governor are directed, and all other agencies are requested, to provide timely review of the products of the Task Force as well as the proposed plan amendments by the Local Governments, the Orlando-Orange County Expressway Authority, the Osceola County Expressway Authority, MetroPlan Orlando, the Space Coast Transportation Planning Organization, the St. Johns River Water Management District, the East Central Florida Regional Planning Council, and other agencies, as appropriate.
14. The Florida Department of Economic Opportunity and all other agencies under the control of the Governor are directed, and all other agencies are requested, to render technical assistance to, and cooperate with, the Task Force and the Local Governments in achieving the purposes stated herein.
15. The Florida Department of Economic Opportunity and the Florida Department of Transportation shall be jointly responsible for payment for any operational, administrative, and organizational expenses incurred by the Task Force. All entities with members on the Task Force are encouraged to pay all travel costs for its members. Upon advance notice and approval, the Florida Department of Economic Opportunity and the Florida Department of Transportation may pay travel costs, as authorized by section 112.061, Florida Statutes, for Task Force members from state government entities.

16. Any vacancy occurring on the Task Force shall be filled in the manner and membership category of the original appointment.
17. The Task Force shall meet at times and places designated by the Chair. All Task Force meetings will be publicly noticed as provided in section 120.525, Florida Statutes, with an opportunity for public comment and all meetings shall otherwise be subject to the provisions of chapter 286, Florida Statutes (the Florida Sunshine Law).
18. The Chair may appoint technical advisory groups as needed to assist in the completion of the work of the Task Force and such technical advisory groups may include qualified persons not on the Task Force.
19. The Task Force shall remain available to address issues relating to its recommendations until February 27, 2015, at which time the Task Force's existence shall terminate.



IN TESTIMONY WHEREOF, I have hereunto set my hand and have caused the Great Seal of the State of Florida to be affixed at Tallahassee, this 1st day of November, 2013.

A handwritten signature in blue ink, appearing to read "Rick Scott", is written over a horizontal line.

RICK SCOTT, GOVERNOR

ATTEST:

A handwritten signature in black ink, appearing to read "Ken Detzner", is written over a horizontal line.

SECRETARY OF STATE

FILED  
2013 NOV - 1 PM 5:40  
DEPARTMENT OF STATE  
TALLAHASSEE, FLORIDA



## APPENDIX B: PUBLIC OUTREACH AND INPUT

### East Central Florida Corridor Task Force Meetings

April 28, 2014 – Osceola County  
June 5, 2014 – Orange County  
June 27, 2014 – Brevard County  
August 22, 2014 – Osceola County  
September 15, 2014 – Brevard County  
October 9-10, 2014 – Orange County  
November 13, 2014 – Osceola County

### Community Workshops

July 8, 2014 – Osceola County  
October 6, 2014 – Brevard County  
October 7, 2014 – Osceola County  
October 8, 2014 – Orange County

### Webinar

June 24, 2014

**The Task Force received support from the following organizations who provided data, and technical analysis and review:**

- 1000 Friends of Florida
- Brevard County
- Central Florida Expressway Authority
- Central Florida Water Initiative
- City of Kissimmee
- City of Orlando
- City of Palm Bay
- East Central Florida Regional Planning Council
- Florida Department of Agricultural and Consumer Services
- Florida Department of Economic Opportunity
- Florida Department of Environmental Protection
- Florida Department of Transportation
- Florida Farm Bureau
- Florida Fish and Wildlife Conservation Commission
- Florida Natural Areas Inventory
- Florida Wildlife Corridor
- MetroPlan Orlando
- The Nature Conservancy
- Orange County
- Osceola County
- Osceola County Expressway Authority
- South Florida Water Management District
- Space Coast Transportation Planning Organization
- St. Johns River Water Management District
- UF/IFAS Extension Brevard County
- UF/IFAS Extension Orange County
- UF/IFAS Extension Osceola County
- U.S. Department of Agriculture
- U.S. Fish and Wildlife Service



## APPENDIX C: LIST OF TECHNICAL RESOURCES CONSULTED BY THE TASK FORCE

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### Documents and Resources Consulted to Support the Work of the Task Force

#### **Brevard County**

- Brevard County Comprehensive Plan

#### **East Central Florida Corridor Task Force**

- Draft Overview of Conservation Initiatives in the East Central Florida Study Area
- Draft Overview of Conservation Initiatives in the East Central Florida Study Area Appendix
- Draft Overview of Countryside Initiatives in the East Central Florida Study Area
- Draft Overview of Centers in the East Central Florida Study Area

#### **East Central Florida Regional Planning Council**

- East Central Florida 2060 Plan (Strategic Regional Policy Plan)
- East Central Florida Comprehensive Economic Development Strategy
- Natural Resources of Regional Significance (NRORS)

#### **Florida Chamber Foundation**

- Florida Trade and Logistics Study
- Florida Trade and Logistics Study 2.0: Made for Trade
- Six Pillars™ 20-Year Strategic Plan

#### **Florida Department of Economic Opportunity**

- Florida Strategic Plan for Economic Development

#### **Florida Department of Environmental Protection**

- Florida Greenways and Trails System Plan
- Florida Ecological Greenways Network

#### **Florida Department of Transportation**

- Tampa Bay to Central Florida Study Area Concept Report – Summary Report
- Tampa Bay to Central Florida Study Area Concept Report – Technical Report
- 2060 Florida Transportation Plan (FTP)
- 2010 Strategic Intermodal System (SIS) Strategic Plan
- Florida Freight Mobility and Trade Plan
- Florida Rail System Plan
- Florida Seaport System Plan

- Florida Aviation System Plan
- I-95 Transportation Alternatives Study
- I-95 North Sketch Interstate Plan

#### **Florida Fish and Wildlife Conservation Commission**

- 2011 Wildlife Action Plan

#### **Melbourne International Airport**

- Melbourne International Airport Future Land Use Plan

#### **MetroPlan Orlando**

- 2030 MetroPlan Orlando Long-Range Transportation Plan
- 2040 MetroPlan Orlando Long-Range Transportation Plan
- 2013 MetroPlan Regional Freight Study

#### **myregion.org**

- *How Shall We Grow?*
- Connecting for Global Competitiveness: Florida's Super Region
- Naturally Central Florida

#### **Orange County**

- Orange County Comprehensive Plan
- Innovation Way Economic Development Corridor

#### **Orlando International Airport**

- Orlando International Airport Master Plan

#### **Orlando-Orange County Expressway Authority**

- 2030 Orlando-Orange County Expressway Authority Master Plan

#### **Osceola County**

- Osceola County Comprehensive Plan
- Osceola (Northeast District) Sector Plan
- Osceola County Conceptual Master Plans

#### **Osceola County Expressway Authority**

- 2040 Osceola County Expressway Authority Master Plan

### **Port Canaveral**

- Port Canaveral Development Plan
- Port Canaveral Master Plan

### **Space Coast Transportation Planning Organization**

- 2035 Space Coast Transportation Planning Organization Long-Range Transportation Plan
- Space Coast Transportation Planning Organization Strategic Plan

### **Space Florida**

- Space Florida Spaceport Master Plan

### **South Florida Water Management District**

- Strategic Plan 2012-2017

### **St. Johns River Water Management District**

- Strategic Plan 2013-2018

## **Presenters to the Task Force**

- Casey Barnes, MetroOrlando Economic Development Commission
- Robert Beltran, Central Florida Water Initiative Solutions Team
- Loreen Bobo, Florida Department of Transportation
- Diana Bolivar, Hispanic Chamber of Commerce of MetroOrlando
- Mark Brewer, Central Florida Foundation
- Phillip Brown, Greater Orlando Aviation Authority
- Trey Carlson, Kennedy Space Center
- Rick Cloutier, Melbourne International Airport
- Mike Dennis, Ph.D., Breedlove, Dennis & Associates
- Frank DiBello, Space Florida
- Noranne Downs, Florida Department of Transportation
- Tracy Duda Chapman, The Viera Company
- James Fletcher, University of Florida Institute of Food and Agricultural Sciences Extension Office in Osceola County
- Hugh Harling Jr., East Central Florida Regional Planning Council
- Carly Hermanson, Florida Department of Economic Opportunity
- Daniel Hronec, Florida Power and Light
- Ed Hutchinson, Florida Department of Transportation
- Gary Huttman, MetroPlan Orlando
- Erik Jacobsen, Deseret Ranches of Florida
- Jeff Jones, Osceola County



- John Kaliski, Cambridge Systematics
- Bob Kamm, Space Coast Transportation Planning Organization
- Laura Kelley, Central Florida Expressway Authority
- Noel Munson, Florida Department of Economic Opportunity
- Tawny O’Lore, Florida Department of Transportation
- Bob O’Malley, CSX Transportation
- Ananth Prasad, P.E., Florida Department of Transportation
- Stefan Rayer, Ph.D., Florida Bureau of Economic and Business Research
- Michael Reininger, All Aboard Florida
- Ana Richmond, Florida Department of Economic Opportunity
- Bob Romig, Florida Department of Transportation
- Robert Salonen, Economic Development Commission of Florida’s Space Coast
- Huiwei Shen, Florida Department of Transportation
- Chris Sinclair, AICP, Renaissance Planning Group
- Ed Scott, Duke Energy Florida
- Jean Scott, Strategies for Livable Communities
- Mel Scott, Brevard County
- Brian ten Siethoff, Cambridge Systematics
- Nathan Silva, Central Florida Expressway Authority
- James Stansbury, Florida Department of Economic Opportunity
- Jacob Stuart, Central Florida Partnership
- Alberto Vargas, Orange County
- John Walsh, Canaveral Port Authority
- Don Whyte, Deseret Ranches of Florida
- Jim Wood, Florida Department of Transportation
- Jim Zboril, Lake Nona Property Holdings
- John Zielinski, Florida Department of Transportation

## APPENDIX D: GLOSSARY

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**Central Florida Water Initiative (CFWI)** – A collaborative effort between the water management districts of the St. Johns Water Management District, South Florida Water Management District, and the Southwest Florida Water Management District, along with other agencies to implement water resource planning development and management.

**Comprehensive Economic Development Strategy (CEDS)** – A document designed to guide the economic growth of economic development districts designated by the Economic Development Administration of the U.S. Department of Commerce. In Florida, these districts correspond to the jurisdictions of the 11 Regional Planning Councils. CEDS identify individual programs and projects that will further the economic development goals of a region.

**Concept Stage** – The first of three stages in the Future Corridor Planning Process, during which the study area is identified, policy objectives are defined, preliminary mobility and connectivity needs are summarized, economic development opportunities are identified, a list of potential corridor options is compiled, high-level environmental and community issues and resources are identified, and initial list of FDOT and partner commitments is developed. The products of the Concept Stage include a Concept Report, summarizing all of the above, and a framework for further study, including potential corridor segments that may be advanced for further study and the types of study recommended.

**Congestion** – The level at which transportation system performance is no longer acceptable due to traffic interference. The level of acceptable system performance may vary by type of transportation facility, state or local government policy, geographic location, or time of day.

**Container** – A large, standard-sized metal box into which cargo is packed for shipment. Containers are designed to be moved with common handling equipment, functioning as the transfer unit between modes rather than the cargo itself. It is typically measured in twenty-foot equivalent units (TEUs).

**Corridor Master Plan/Corridor Action Plan** – Provides detailed planning guidance for the project development process of limited-access highway facilities by establishing the basis for the Purpose and Need. Master Plans, like action plans, are the initial consideration of the engineering design principles to be applied to the highway facilities that make up a corridor segment. An action plan is for controlled-access facilities and the master plan is for limited-access facilities. The plans identify preliminary typical sections for facilities in the corridor, define the controlling design criteria, such as design speed for a highway, and identify multimodal opportunities.

**Cost Feasible Plan (CFP)** – A phased plan of transportation improvements based on (and constrained by) estimates of future revenues.

**Detailed Specific Area Plan (DSAP)** – As part of a Sector Plan, the detailed specific area plan is of at least 1,000 acres, or less if approved by the local government based on local circumstances, which are adopted by local ordinance and must be consistent with the long-term master plan and must include conditions and commitments that meet the requirements of Section 163.3245(3)(b) of Florida Statutes.

**Deepwater Seaport** – A seaport defined in Chapters 311 and 403 of Florida Statutes. Florida's 15 deepwater seaports handle most of the marine cargo passing into and out of the state.

**Development of Regional Impact (DRI)** – Pursuant to Section 380.06(1) of Florida Statutes, a development of regional impact is “any development which, because of its character, magnitude, or location, would have a substantial effect upon the health, safety or welfare of citizens of more than one county.” A Development of Regional Impact is determined in part based on the size of the development. Numerical thresholds for different types of development are identified in Section 380.0651 of Florida Statutes, and Rule 28-24 of the Florida Administrative Code. Depending on the size of the project the determination of whether the project is a Development of Regional Impact may be based upon whether the development is significantly impacting state and regional resources and facilities. If the project is at 100 percent or between 100 and 120 percent of numerical threshold it is presumed that the project must undergo Development of Regional Impact review. However, this presumption may be rebutted. If the project exceeds the applicable threshold(s) by 20 percent or more then the development must undergo Development of Regional Impact review.

**Environmental Stewardship** – Protecting and responsibly managing all of our resources for present and future ecological and human uses.

**Evaluation Stage** – The second of three stages in the Future Corridor Planning Process, during which multiple corridor options are evaluated against meeting the preliminary mobility and connectivity needs identified during the Concept Stage. The range of corridor options considered includes operational strategies to optimize efficiency for all modes, capacity improvements within existing facility rights-of-way, or new facilities or alignments. High-level costs and potential financing or partnership opportunities are also considered during this stage. The products of the Evaluation Stage includes an Evaluation Report with a Corridor Purpose and Need; an Implementation Plan laying out FDOT and partner commitments for addressing corridor issues and opportunities, including specific action items for moving forward; and guidance for incorporating one or more projects into appropriate state, regional, and local plans.

**Facility** – Any public or private infrastructure owned, operated, or maintained for the purpose of transporting people or freight, including the property or property rights associated with that infrastructure.

**Florida Strategic Plan for Economic Development** – A five-year statewide strategic plan, developed by the Florida Department of Economic Opportunity and its partners and stakeholders per Section 20.60 of Florida Statutes, which guides the future of Florida’s economy.

**Florida Transportation Plan (FTP)** – A statewide plan defining Florida’s long-range transportation goals and objectives for at least the next 20 years.

**Future Corridor Planning Process** – FDOT has developed a three stage process for planning for planning future statewide corridors. The basic steps for each study area are:

1. Complete a high-level Concept Report to identify statewide connectivity and mobility needs in the study area; determine whether a significant transportation investment in the study area is consistent with statewide policies and available regional and community visions and plans for future growth; identify key community and environmental issues to be considered in future stages; and identify a framework for moving forward in the study area.
2. Conduct an Evaluation of one or more segments of the full study area to identify and assess potential alternative multimodal solutions to the anticipated mobility and connectivity needs; work with partners to build consensus around potential solutions; and develop an action plan for future work on viable corridors.

3. Use FDOT's established Efficient Transportation Decision-Making and Project Development and Environment processes to conduct more detailed analyses of specific alternative corridor improvements, continue coordination with stakeholders, and advance projects into implementation.

**Limited-Access Highway** – A highway designed for high-speed vehicular traffic, with all traffic flow and ingress/egress regulated.

**Local Government Comprehensive Plan** – A plan to guide future growth and development in each of Florida's counties and municipalities, required by Chapter 163 of Florida Statutes. The plan must be developed and adopted by each county and municipality in Florida and include chapters or elements that address future land use, housing, transportation, infrastructure, coastal management, conservation, recreation and open space, intergovernmental coordination, and capital improvements.

**Long-Range Transportation Plan (LRTP)** – A long-range (at least 20 years) policy, strategy, or capital improvement program developed to guide the effective investment of public funds in transportation facilities. The plan is updated at least every five years, and may be amended as a result of changes in projected Federal, state, and local funding; major improvements studies; congestion management system plans; interstate interchange justification studies; and environmental; impact studies.

**Long-Term Master Plan** – As part of a Sector Plan, a long-term master plan is for substantial geographic areas that include at least 15,000 acres adopted as an amendment to the local government comprehensive plan, which includes maps, illustrations, and text supported by data and analysis addressing the requirements of Section 163.3245 (3)(a) of Florida Statutes.

**Megaregion** – Large networks of metropolitan regions. The five major categories of relationships that define megaregions are: environmental systems and topography; infrastructure systems; economic linkages; settlement patterns and land use; and shared culture and history.

**Metropolitan Planning Organization (MPO)** – An organization made up of local elected and appointed officials responsible for developing, in cooperation with the state, transportation plans and programs in metropolitan areas containing 50,000 or more residents. MPOs are responsible for the planning of transportation facilities functions as an intermodal transportation system and the coordination of transportation planning and funding decisions.

**Mobility** – The degree to which the demand for the movement of people and goods can be satisfied. Mobility is measured in Florida by the quantity, quality, accessibility, and utilization of transportation facilities and services.

**Modes** – Any one of the following means of moving people or goods: aviation, bicycle, highway, paratransit, pedestrian, pipeline, rail (including commuter, intercity passenger and freight), transit, space, and water.

**Multimodal** – Improvements to a corridor that could include: managed express lanes or truck-only lanes; infrastructure for autonomous vehicles and alternative-fueled vehicles; freight, intercity passenger, and regional passenger rail services; trails for nonmotorized transportation; pipelines; and electricity transmission and communications infrastructure.

**Project Development and Environment (PD&E)** – FDOT process for analyzing projects and alternatives to identify and address impacts to the environment and develop project concepts to advance to design in order to meet the requirements of the National Environmental Policy Act (NEPA) for Federally

funded projects and other Federal and state laws, rules, and regulations on all other projects. PD&E occurs during the Project Development Stage.

**Project Development Stage** – The third of three stages in the Future Corridor Planning Process, during which FDOT and its partners conduct detailed planning and preliminary design for specific improvements to existing facility segments, specific alignments, and modes for parallel and new facility segments. As part of the established Project Development and Environment (PD&E) processes, detailed mobility impacts of specific alignments, detailed economic impacts (regional and localized), and impacts on social, cultural, and natural resources of each project are compared to the no-build option. Preliminary cost estimates and financing plans are developed. When a project's environmental documents and permits are approved, the preferred alternative may be advanced into final design and engineering, followed by construction and implementation.

**Purpose and Need** – A description of the transportation problem (not solution) explaining the primary goal or reason for which a project is being pursued. The statement should be specific enough so that the range of alternatives developed will offer real potential solutions and should reflect priorities and limitations in the area such as environmental resources, growth management, land use planning, and economic development.

**Regional Planning Council (RPC)** – An organization promoting communication, coordination, and collaboration among local governments, metropolitan planning organizations, and other local regional authorities on a broad range of regional issues, including transportation and land use planning. The entire state of Florida is covered by the boundaries of the 11 RPCs.

**Regionally Significant Resources** – A natural resource or system of interrelated natural resources that due to its function, size, rarity, or endangerment retains or provides benefit of regional significance to the natural or human environment, regardless of ownership. Each Regional Planning Council (RPC) shall address natural resources of regional significance through the development of goals and policies. Using the best and most recent information available, these resources will be identified by specific geographic location rather than solely by generic type.

**Right-of-way (ROW)** – The legal right, established by usage or grant to pass along a specific grounds or property belonging to another.

**Rural Enclave** – The Rural Enclave designation is intended to preserve historic rural communities that are surrounded by the Urban Growth Boundary (UGB) and close to the urbanized area. These areas primarily include large residential lots on private well and septic systems and may allow for rural agricultural uses consistent with their associated rural residential zoning classification.

**Rural Settlement** – The Rural Settlement designation is intended to preserve historic communities and provide opportunities for a rural residential lifestyle with a maximum density of two dwelling units per acre. Rural settlements are typically located away from the urbanized area.

**Sector Plan** – The process authorized by Section 163.3245 of Florida Statutes in which one or more local governments engage in long-term planning for a large area and address regional issues through adoption of detailed specific area plans within the planning area as a means of fostering innovative planning and development strategies, furthering the purposes of this part and Part I of Chapter 380, reducing overlapping data and analysis requirements, protecting regionally significant resources and facilities, and addressing extrajurisdictional impacts. The term includes an optional sector plan that was adopted before June 2, 2011.



**State Comprehensive Plan** – The statewide plan adopted by the Florida Legislature pursuant to Section 187.201 of Florida Statutes that provides long-range policy guidance for the orderly social, economic, and physical growth of the state.

**State Highway System (SHS)** – Roads under the jurisdiction of the state as defined in Section 334.03(25) of Florida Statutes, including roads designated as Interstate Highway System and State Roads.

**Strategic Intermodal System (SIS)** – A transportation system comprised of facilities and services of statewide and interregional significance, including appropriate components of all modes per Section 339.64 of Florida Statutes.

**Strategic Regional Policy Plan** – A long-range policy guide for the physical, economic, and social development of a region through the identification of regional goals and policies. At a minimum, the plan must address affordable housing, economic development, emergency preparedness, natural resources of regional significance, and regional transportation.

**Transit** – Mass transportation by bus, rail, or other conveyance providing general or special services to the public on a regular and continuing basis. Transit does not include school buses, charter services, or sightseeing services.

**Connectivity, Transportation** – The ease with which destinations may be reached because the locations are well connected and more accessible.

**Transit Development Plan** – A Transit Development Plan (TDP) is an FDOT required, 10-year horizon plan intended to support the development of an effective multimodal transportation system for the state of Florida. The TDP serves as the basis for defining public transit needs which is a prerequisite to receipt of state funds.

**Transportation Concurrency** – An optional growth management technique ensuring that adequate transportation facilities and services are available concurrent with development impacts. If applied to transportation facilities, the local government comprehensive plan must provide the principles, guidelines, standards, and strategies, including adopted levels of service to guide its application per Section 163.3180(5) of Florida Statutes.

**Transportation Corridor** – Any land area designated by the state, a county, or a municipality which is between two geographic points and which is used or is suitable for the movement of people and goods by one or more modes of transportation (aviation, bicycle, highway, paratransit, pedestrian, pipeline, rail [commuter, intercity passenger, and freight], transit, space, and water), including areas necessary for management of access and securing applicable approvals and permits. Transportation corridors shall contain, but are not limited to, the following:

- (a) Existing publicly owned rights-of-way;
- (b) All property or property interests necessary for future transportation facilities, including rights of access, air, view, and light, whether public or private, for the purpose of securing and utilizing future transportation rights-of-way, including, but not limited to, any lands reasonably necessary now or in the future for securing applicable approvals and permits, borrow pits, drainage ditches, water retention areas, rest areas, replacement access for landowners whose access could be impaired due to the construction of a future facility, and replacement rights-of-way for relocation of rail and utility facilities.

**Urban Growth Boundary** – provides a spatial framework within which urban-scale development can occur and the location, capacity, and financing for the roads, schools, utilities, transit and other public facilities necessary to support development can be planned for and provided.

**Urbanized Areas** – Defined by the Census as an area consisting of a central place(s) and adjacent densely settled territory which together have a minimum residential population of at least 50,000 people and generally an overall population density of at least 1,000 people per square mile of land area.

**Urban Service Area** – Urban service area means areas identified in the comprehensive plan where public facilities and services, including, but not limited to, central water and sewer capacity and roads, already are in place or are identified in the capital improvements element. The term includes any areas identified in the comprehensive plan as urban service areas, regardless of local government limitation.

**Vision** – Long-term, shared framework for decision-making to achieve a desired future for a state, region, community, or other geographic area.



EAST CENTRAL FLORIDA CORRIDOR TASK FORCE MEMBERS



*For more information on the East Central Florida Corridor Task Force,  
please visit: [www.ECFCorridorTaskForce.org](http://www.ECFCorridorTaskForce.org).*