



Florida Department of Transportation
Office of Policy Planning

Exploring Existing and Future Conditions

for Large-Scale Planning Studies

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Overview

Purpose

During **Exploring Existing and Future Conditions** the Planning Project Team will review available information from previously completed planning documents (plans, studies, and visions) to develop a baseline understanding of issues, opportunities, and needs that could be addressed by transportation strategies. This work to assemble data and summarize it into useful information provides a foundation for decision making in the remainder of the planning study.

Work Flow, Decision Points, and Products

The workflow for **Exploring Existing and Future Conditions** is shown in Figure 1 and summarized below:

Icons Used In This Document

- Check Points to Validate and Refine Approach
- Key Decision Points in Planning Process
- Public and Partner Engagement Activities
- Products of Planning

- 1: The Planning Project Team will develop a specific **Work Plan** for **Exploring Existing and Future Conditions** guided by the **Preliminary Strategy** from **Preliminary Needs Assessment**.
- 2: The Planning Project Team will then gather, review, and assess information in available planning documents and produce a **Preliminary Existing and Future Conditions Report**.



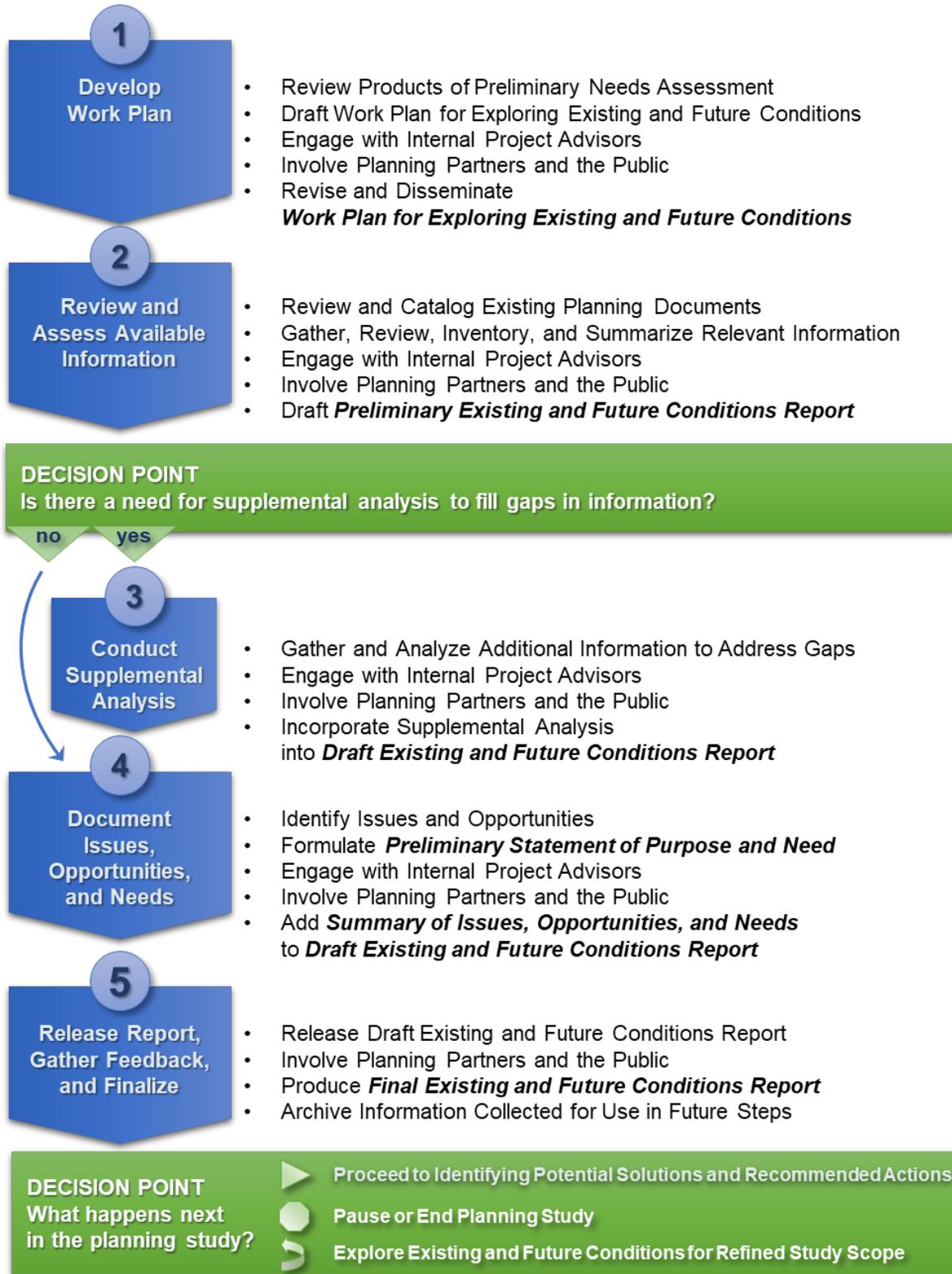
Decision Point: Next, the Planning Project Team will recommend whether and how to conduct an optional Supplemental Analysis of Existing and Future Conditions to fill gaps in information. The planning study sponsor (and Management Team, if applicable) will consider the recommendation and decide whether to conduct the optional Supplemental Analysis of Existing and Future Conditions, or proceed directly to Document Issues and Opportunities.

- 3: If warranted, the Planning Project Team will prepare a **Supplemental Analysis of Existing and Future Conditions**.
- 4: Next, the Planning Project Team will **document issues and opportunities in the study area** that can be addressed by transportation strategies and formulate a **preliminary statement of purpose and need** for transportation improvements.
- 5: Finally, the Planning Project Team will release a **Draft Existing and Future Conditions Report**, gather feedback from planning partners and the public, and publish a **Final Existing and Future Conditions Report**.

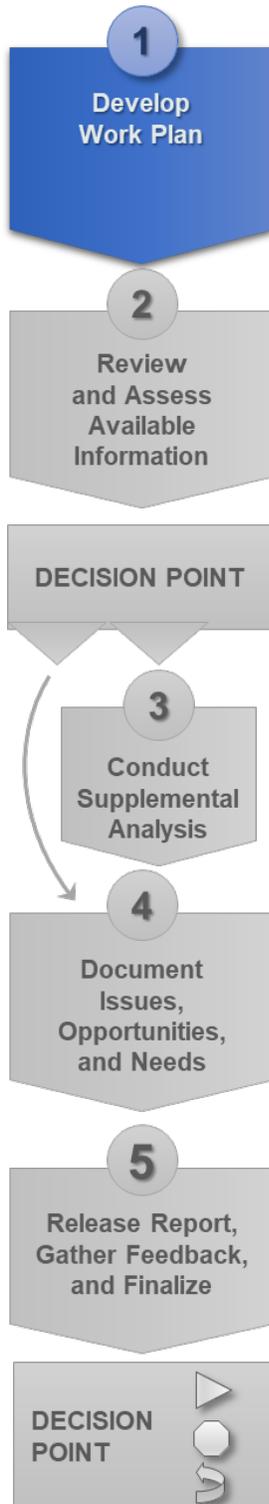


Decision Point: At the conclusion of **Exploring Existing and Future Conditions**, the Planning Project Team will recommend whether to proceed with **Identifying Potential Solutions and Recommended Actions**, pause or end the planning study, or refine the **Exploring Existing and Future Conditions** work (e.g., collect more detailed information for a smaller portion of the study area where there are more immediate transportation needs).

Figure 1 Exploring Existing and Future Conditions: Workflow, Decision Points, and Products



1. Develop a Work Plan for Exploring Existing and Future Conditions



Objective

A work plan for ***Exploring Existing and Future Conditions*** will map out tasks, decision points, and interim and final products, with timelines and milestones for completion. Throughout the development of the work plan, the Planning Project Team will work with internal advisors, planning partners, and the public as appropriate to decide on an approach and appropriate level of effort required for ***Exploring Current and Future Conditions***.

Activities

- 1.1 Review Products of ***Preliminary Needs Assessment***
- 1.2 Draft Work Plan for ***Exploring Existing and Future Conditions***
- 1.3 Engage with Internal Project Advisors
- 1.4 Involve Planning Partners and the Public
- 1.5 Revise and Disseminate Work Plan for ***Exploring Existing and Future Conditions***

Expected Product

A flexible, living **Work Plan** for ***Exploring Existing and Future Conditions*** that can be modified as the planning process advances.

1.1 Review Products of Preliminary Needs Assessment

1: Develop a Work Plan

- 1.1 Review Products of *Preliminary Needs Assessment*
- 1.2 Draft Work Plan for *Exploring Existing and Future Conditions*
- 1.3 Engage with Internal Project Advisors
- 1.4 Involve Planning Partners and the Public
- 1.5 Revise and Disseminate Work Plan for *Exploring Existing and Future Conditions*

The objective of this activity is to develop an initial Draft Work Plan for ***Exploring Existing and Future Conditions***.

Table 1.1 shows products of ***Preliminary Needs Assessment*** that the Planning Project Team may consider. When developing a work plan for a planning study, pre-existing knowledge about the study area and the contents of previously completed planning products is important in determining which types of existing and future conditions information is relevant, useful, and actionable.

Table 1.1 Information and Guidance Contained in the Products of *Preliminary Needs Assessment*

Products of <i>Preliminary Needs Assessment</i>	Information and Guidance Relevant to <i>Exploring Existing and Future Conditions</i>
Planning Study Project Management Guidance	<ul style="list-style-type: none"> • Guidance on the initial list of issues and opportunities to be addressed by the planning study • Guidance on the time and resources available to complete the planning study • Preliminary list of key external partners that could provide input
Preliminary Discovery Summary	<ul style="list-style-type: none"> • Discovery questions and answers from the plans, analyses, and studies • List of relevant documents with associated project managers and other key staff
Preliminary Strategy	<ul style="list-style-type: none"> • Study objectives (including the elements of the planning process to be included in the scope of work) • Study parameters, such as: <ul style="list-style-type: none"> – Study area (geographic area to be studied) – Planning horizon(s) (one or more future years to be used for analysis of existing and future conditions) – Facility types/modes of transportation present – Special emphasis areas for the planning study (for example, purpose of the transportation corridor/network, specific types of demand served, transportation needs of one or more key industries, connectivity within or between regions, or areas that are particularly sensitive to the impacts of transportation) • Estimate of the timelines, milestones, and resources needed to complete the planning study • Framework for public involvement • Framework for information management, including project information handoff mechanisms



1.2 *Draft Work Plan for Exploring Existing and Future Conditions*

Using information compiled in the review of products of ***Preliminary Needs Assessment***, the Planning Project Team will compose an initial **Draft Work Plan** for ***Exploring Existing and Future Conditions***.

1: Develop a Work Plan

- 1.1 Review Products of *Preliminary Needs Assessment*
- 1.2 **Draft Work Plan for *Exploring Existing and Future Conditions***
- 1.3 Engage with Internal Project Advisors
- 1.4 Involve Planning Partners and the Public
- 1.5 Revise and Disseminate Work Plan for *Exploring Existing and Future Conditions*

A sample outline for a planning study work plan follows.

Contents of Work Plan for *Exploring Existing and Future Conditions*

Chapter 3 of FDOT's *Project Management Handbook* contains guidance on developing Work Plans for planning, Project Development and Environment (PD&E), and design projects. The following outline shows potential contents of a Project Work Plan for a planning study.

Project Definition

- Project Description
- Project Objectives

Workflow, Activities, and Products

- Activities
- Constraints and Assumptions
- Products and Expectations

Organization/Human Resources

- Key Personnel and Organizational Chart
- Roles and Responsibilities of FDOT and Planning Partners
- Delegation Plan

Schedule

- Schedule
- Critical Path Elements
- Major Milestones

Attachment: Framework for Public Involvement

- *In more complex planning studies, this framework may be expanded to include a list of planning partners and their specific roles in **Exploring Existing and Future Conditions**.*
- *In more complex planning studies, this section may also include a Public Involvement Plan specific to **Exploring Existing and Future Conditions**.*

Attachment: Framework for Data and Information Management

- *In more complex planning studies, this framework may be expanded to include a detailed set of standards and procedures for collecting/acquiring, managing, disseminating, reporting, and disposing of project data, analysis tools, and information systems.*

OPTIONAL: Quality Assurance/Quality Control Plan

- *In more complex planning studies, this section may describe procedures and responsibilities for quality assurance and quality control in data collection, management, and reporting.*

OPTIONAL: Project Risk Assessment for *Exploring Existing and Future Conditions*

- *In more complex planning studies, this section may document vulnerabilities and risks to meeting project objectives, schedule, or budget, with associated contingency plans.*

The starting points for the Work Plan are **the Planning Study Project Management Guidance** and the **Preliminary Strategy** produced in **Preliminary Needs Assessment**. These can be the basis for a “Project Definition” section of the Work Plan that serves as an introduction.

The next section of the Work Plan, “Workflow, Activities, and Products,” will describe, in detail, the work to be undertaken in **Exploring Existing and Future Conditions**, with associated guidance, constraints, and assumptions drawn from the **Preliminary Discovery Summary**. This section will list expectations for products of the work. The “Workflow, Activities, and Products” section will make up the bulk of the Work Plan.

An “Organization” or “Human Resources” section of the Work Plan will define the Planning Project Team members, including the Planning Project Manager, and includes an organization chart. This section also will summarize the internal coordination mechanisms and individuals who make up a Core Team, Management Team, or other internal advisory group(s) who will participate in **Exploring Existing and Future Conditions**. This section may describe a hierarchy for problem resolution, starting with a designated planning study sponsor. Information can be drawn from the Planning Study Project Management Guidance.

The “Schedule” section of the Work Plan will contain a schedule graphic with dates and timelines for each activity, and major milestones and decision points in **Exploring Existing and Future Conditions**. The schedule may identify critical path elements of the Work Plan.

The **Framework for Public Involvement** and **Framework for Data and Information Management** produced in **Preliminary Needs Assessment** both will be referenced in the Work Plan.

- The **Framework for Public Involvement** may, optionally, be amplified to describe in detail:
 - How planning partners will be involved in **Exploring Existing and Future Conditions** (particularly in cases where planning partners will be responsible for carrying out elements of the work plan); and
 - Specific public involvement activities that will take place, from public meetings to techniques and technologies that will be used to engage wider audiences in **Exploring Existing and Future Conditions**.
- The **Framework for Data and Information Management** may, optionally, be amplified to describe in detail:
 - Standards and procedures for collecting/acquiring, managing, disseminating, reporting, and disposing of project data, analysis tools, and information systems that will be used in **Exploring Existing and Future Conditions**.

Finally, in more complex planning studies, the Work Plan may contain a **Quality Assurance/Quality Control Plan** and/or a **Project Risk Assessment** that documents vulnerabilities and risks to meeting project objectives, schedule, or budget, with associated contingency plans.



1.3 Engage with Internal Project Advisors

After circulating the initial Draft Work Plan for review, the Planning Project Manager will engage with internal project advisors, in the format of a **Core Team, Management Team**, or other group(s) defined in the **Preliminary Strategy**, to gather feedback on:

1: Develop a Work Plan

- 1.1 Review Products of *Preliminary Needs Assessment*
- 1.2 Draft Work Plan for *Exploring Existing and Future Conditions*
- 1.3 Engage with Internal Project Advisors**
- 1.4 Involve Planning Partners and the Public
- 1.5 Revise and Disseminate Work Plan for *Exploring Existing and Future Conditions*

- The **Existing and Future Conditions element of the Preliminary Strategy** and the initial **Draft Work Plan** for ***Exploring Existing and Future Conditions***;
- Recommendations on an appropriate level of effort to gather, review, and assess available information in existing plans, studies, and visions;
- Issues and questions related to existing and future conditions found in the **Preliminary Discovery Summary** from ***Preliminary Needs Assessment***; and
- Potential for involvement of internal project advisors and FDOT's planning partners in exploring existing and future conditions, including potential for leveraging recent and ongoing work undertaken by others.

Internal teams could be engaged in several ways, depending on the complexity of the work plan and physical locations of team members. Table 1.2 summarizes various techniques.

Based on the discussion at the internal project advisory team meetings, the Planning Project Team will refine the **Draft Work Plan** for ***Exploring Existing and Future Conditions***, and then obtain approval from the study sponsor and the **Management Team** (if defined in the Preliminary Strategy) on the scope of work, level of effort, timeframe for completion, and products of ***Exploring Existing and Future Conditions***.

After meeting with internal project advisors, the Planning Project Manager will document any decisions made and guidance received on the Draft Work Plan, circulate a summary to the Planning Project Team, and make refinements to the **Draft Work Plan** as needed.

Table 1.2 Techniques for Internal and External Engagement with Groups During *Exploring Existing and Future Conditions*

Engagement Technique	Appropriate Uses
In-person meetings	<ul style="list-style-type: none"> • Gather input and feedback when all/nearly all are located together/can easily travel • Discuss issues/resolve problems in complex studies <p><i>In-person meetings have value in that they can help the Planning Project Manager establish a rapport with internal and external colleagues and partners, which will help in future decision making.</i></p>
Teleconferences and webinars	<ul style="list-style-type: none"> • Gather input and feedback when team members are in multiple locations <p><i>Facilitated group discussions interspersed with interactive exercises can make these meetings more productive and engaging.</i></p>
E-mail or other electronic communication	<ul style="list-style-type: none"> • Gather input and feedback on less complex work plans
Online surveys and forms	<ul style="list-style-type: none"> • Validate background information about the planning study • Rank goals and desired outcomes of <i>Exploring Existing and Future Conditions</i> and the overall planning study • Prioritize potential elements of the work plan • Obtain contact information in a standardized format
One-on-one phone calls	<ul style="list-style-type: none"> • Obtain input or follow up on information provided in meetings or via electronic formats



1.4 *Involve Planning Partners and the Public*

Following the guidance of the Preliminary Strategy, the Planning Project Manager may involve FDOT’s **planning partners** for this planning study and, potentially, the public. The objective of partner engagement is to gain their buy-in and foster collaboration between FDOT and its planning partners throughout the planning process. The Planning Project Team will gather feedback on the following:

1: Develop a Work Plan

- 1.1 Review Products of *Preliminary Needs Assessment*
- 1.2 Draft Work Plan for *Exploring Existing and Future Conditions*
- 1.3 Engage with Internal Project Advisors
- 1.4 Involve Planning Partners and the Public**
- 1.5 Revise and Disseminate Work Plan for *Exploring Existing and Future Conditions*

- The overall scope and objectives of the planning study;
- Major activities that will take place before, during, and after ***Exploring Existing and Future Conditions***, and ways they can contribute to carrying out the work plan; and
- The timeline for completion of ***Exploring Existing and Future Conditions*** and the broader planning study.

The Planning Project Team will revisit and refine the list of planning partners identified in the **Framework for Public Involvement** in ***Preliminary Needs Assessment*** and confirm specific contacts at each organization who will be liaisons for this effort. Additional information available from planning partners that was not identified in ***Preliminary Needs Assessment*** or any information or resources the planning partners could contribute to help gather existing and future conditions. Public information staff or offices at metropolitan planning organizations, regional planning councils, and local governments can assist in identifying planning partners and specific, current contacts.

The Planning Project Team can involve planning partners and the public in many ways at this stage, similar to the list of techniques listed above for internal engagement. In addition, there are a number of ways to organize groups of planning partners to facilitate engagement, as shown in Table 1.3.

Effective Public Involvement Techniques

FDOT's **Public Involvement Handbook** contains extensive guidance on developing and executing effective public involvement in planning. The following sections are particularly relevant to **Exploring Existing and Future Conditions**:

- Public Involvement During Planning (Chapter 3, Section 3.1)
- Identifying Study Area Demographics (Chapter 4, Section 4.1)
- Creating a Project Contact List (Chapter 4, Section 4.2)
- Working with the Media (Chapter 5, Section 5.1)*
- Innovative Involvement Methods (Chapter 5, Section 5.2)
- Public Meetings (Chapter 6)*
- Public Hearings (Chapter 7)*

** Note: Guidance on "Working with the Media" and "Public Meetings" may be appropriate for more complex planning studies. Public Hearings are required only for the products of Existing and Future Conditions that may be used in a future Project Development and Environment (PD&E) study that will be part of a National Environmental Policy Act (NEPA) process.*

Table 1.3 Groups That May Be Formed to Facilitate Engagement of Planning Partners

Groups	Potential Roles	Examples
<p>Technical Advisory Groups</p>	<ul style="list-style-type: none"> Representatives of MPOs, RPCs, local governments, and other partners with familiarity with data sets, analysis tools, and the assumptions underlying related planning studies may be candidates for a Technical Advisory Group. A Technical Advisory Group can assist the Planning Project Team in developing a sound and achievable methodology for data collection and analysis as part of <i>Exploring Existing and Future Conditions</i>, and they may assist in the technical work. 	<ul style="list-style-type: none"> The Technical Advisory Group for the East Central Florida Corridor Evaluation study assisted in data collection, selection of a travel demand model for future conditions analysis, and vetting of assumptions about timing and scale of future development in the study area.
<p>Environmental, Community, and/or Economic Working Groups</p>	<ul style="list-style-type: none"> When there are sensitive or potentially impactful environmental, community, or economic issues and opportunities in a study area, a topic-specific working group can act as a sounding board or advisor for the Planning Project Team. 	<ul style="list-style-type: none"> FDOT used existing members of the Environmental Technical Advisory Team (ETAT) from the Efficient Transportation Decision Making (ETDM) Process as an advisory group for the I-75 Relief study.

Planning and Environmental Linkages (PEL) Considerations

Federal laws and FDOT procedures for PD&E studies enable FDOT to reuse data gathered, methodology used, results obtained, and decisions made during the planning studies to streamline project development and environmental review. In particular, planning products such as the **Existing and Future Conditions Report** and decisions made in the planning process can be adopted or incorporated by reference into a project development and environmental (PD&E) study that is compliant with the National Environmental Policy Act (NEPA) if certain requirements are met.

Several of these requirements are particularly relevant to the development of a **Work Plan** for **Exploring Existing and Future Conditions** and the associated partner and public engagement activities that FDOT undertakes throughout the planning process, as shown in the table below.

Selected Planning and Environmental Linkages (PEL) Requirements for Planning Products ¹	Relevance to Products of <i>Exploring Existing and Future Conditions</i> That Will Be Adopted into a NEPA Process
The planning product was developed in consultation with appropriate federal and state resource agencies and Indian Tribes.	Indian Tribes in the study area boundaries must be given an opportunity to review the Draft Existing and Future Conditions Report .
The planning process included broad multidisciplinary consideration of systems-level or corridor-wide transportation needs and potential effects, including effects on the human and natural environment.	The Work Plan for <i>Exploring Existing and Future Conditions</i> must include data collection and analysis to address these topics. The Planning Project Manager will consult with staff responsible for PD&E studies as needed.
The planning process included public notice that the planning products produced in the planning process may be adopted during a subsequent environmental review process in accordance with federal law.	See PD&E Manual, Project Development Process Section 4.2.2 for guidance and specific language that must be inserted in the Existing and Future Conditions Report and any other planning products that are to be adopted in a subsequent environmental review process.
There is no significant new information or new circumstance that has a reasonable likelihood of affecting the continued validity or appropriateness of the planning product.	The Existing and Future Conditions Report contains the most current information practicable. The inventory of data will note the date the source data sets were published and period the data will be relevant (“shelf life”).
The planning product has a rational basis and is based on reliable and reasonably current data and reasonable and scientifically acceptable methodologies.	The Work Plan for <i>Exploring Existing and Future Conditions</i> ensures the final report will reflect reliable and reasonably current data based on reasonable and scientifically acceptable methodologies
The planning product is documented in sufficient detail to support the decision or the results of the analysis and to meet requirements for use of the information in the environmental review process.	The Work Plan for <i>Exploring Existing and Future Conditions</i> describes the detail required for information collected. The Planning Project Manager will consult with staff responsible for PD&E as needed.
The planning product was approved within the 5-year period ending on the date on which the information is adopted or incorporated by reference.	Information gathered for use in the Existing and Future Conditions Report will be as current as possible. The Planning Project Manager will consult with staff responsible for PD&E studies as needed.

¹ From United States Code at 23 U.S.C. § 168(d)



1.5 *Revise and Disseminate Work Plan for Exploring Existing and Future Conditions*

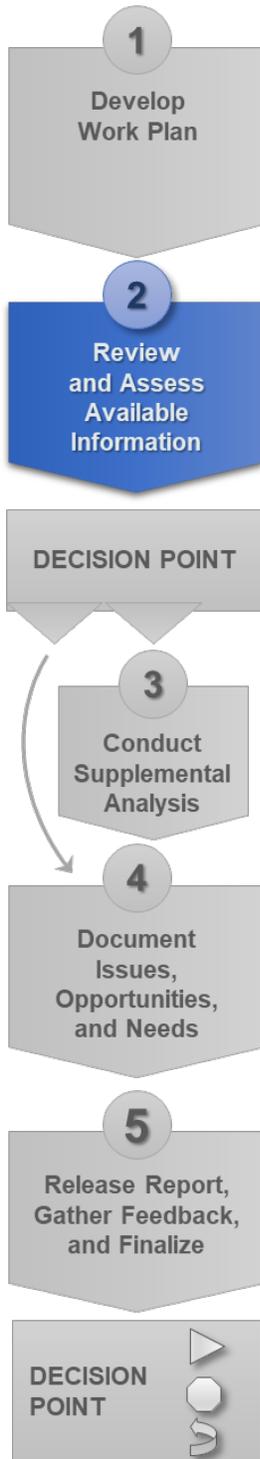
The Planning Project Manager will revise and publish the **Work Plan** for ***Exploring Existing and Future Conditions***. The Planning Project Manager will distribute the document to individuals and organizations as noted in the **Framework for Public Involvement** and publish the document in formats noted in the **Framework for Data and Information Management** (both products of ***Preliminary Needs Assessment***).

This work will result in documentation of action items, with clearly defined roles and responsibilities in undertaking any technical analysis that needs to occur to support transportation decision making.

1: Develop a Work Plan

- 1.1 Review Products of *Preliminary Needs Assessment*
- 1.2 Draft Work Plan for *Exploring Existing and Future Conditions*
- 1.3 Engage with Internal Project Advisors
- 1.4 Involve Planning Partners and the Public
- 1.5 **Revise and Disseminate Work Plan for *Exploring Existing and Future Conditions***

2. Gather, Review, and Assess Available Information



Objective

The Planning Project Team will gather, review, and assess information about the study area in available planning documents and produce a **Preliminary Existing and Future Conditions Report**. This process will help the Planning Project Team, FDOT’s planning partners, and the public better understand the potential need for transportation improvements in the study area.

Activities

- 2.1 Review Existing Planning Documents
- 2.2 Review and Summarize Relevant Information
- 2.3 Draft Preliminary Existing and Future Conditions Report

Expected Product

Preliminary Existing and Future Conditions Report with:

- Inventory and comparison of relevant planning documents; and
- Summary of relevant information from those documents.

2.1 Review Existing Planning Documents

2: Gather, Review, and Assess Available Information

2.1 Review Existing Planning Documents

2.2 Gather, Review, Inventory, and Summarize Relevant Information

2.3 Draft Preliminary Existing and Future Conditions Report

The Planning Project Team will gather, review, and catalog planning documents, building on the **Preliminary Discovery Summary** produced in **Preliminary Needs Assessment**. The Planning Project Team can use a matrix (as in Table 2.1), timelines, maps, and graphics to visualize the overlaps and differences between the plans, studies, and visions.

Table 2.2. shows categories and examples of potentially relevant documents.

At the conclusion of this effort, the Planning Project Team will have an organized list of relevant planning documents and products of planning that can be used to summarize existing and future conditions.

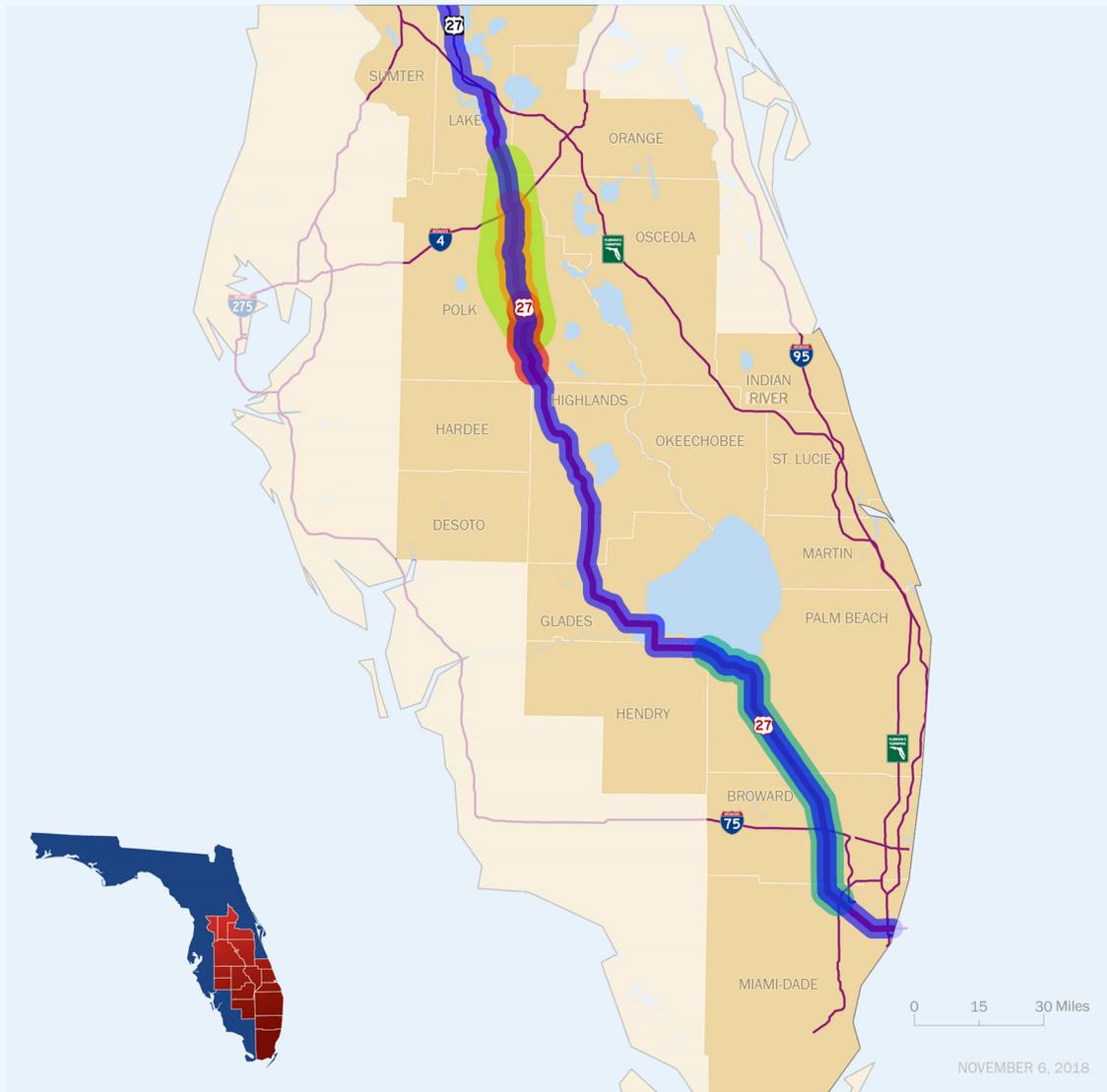
Table 2.1 Attributes Used to Catalog and Compare Planning Documents

Attributes	MPO LRTP	Local Gov. Comp Plan	Corridor Planning Study
Lead Agency or Organization			
Data Adopted or Published			
Objectives of the Planning Process			
Geographic Area Studied (counties, urbanized areas, or other description)			
Base Year for Current Conditions Data			
Future Year(s) for Forecasts and Projections			
Facility Types/Modes of Transportation Described or Assessed			
Types of Transportation Demand Described or Assessed ¹			
Other Specific Emphasis Area(s) Relevant to This Planning Study			
Recommendations and/or the Status of Implementation Actions			

¹ For example, interregional trips, commute trips, the needs of seniors, low income people, zero-car households, tourists, long-haul freight and goods movement, local delivery, etc.

Comparing the Geographic Areas Studied in Previous Plans

The map below, from the US 27 Multimodal Corridor Study, compares the geographic extent of previous corridor studies completed in the study area for the current planning study. These kinds of simple visualizations can help communicate the status and relevance of prior work.



<p>Existing Transportation Facilities</p> <ul style="list-style-type: none"> US 27 Corridor <p>Other Features</p> <ul style="list-style-type: none"> Counties in Study Area 	<p>Previous District and Central Office Planning Studies</p> <ul style="list-style-type: none"> Central Office US 27 Transportation Alternatives Study (2013) District 4 & 6 US 27 Multimodal Planning and Conceptual Engineering Study (2012) Florida Turnpike Enterprise US 27 Feasibility Study (2018) FDOT District 1 US 27 PD&E Study (2017) FDOT District 1 NE Polk US 27 Mobility Study (2018) 	
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Table 2.2 Categories and Examples of Planning Documents Relevant to Exploring Existing and Future Conditions

Categories of Documents	Examples
<p>Policy plans and investment strategies (statewide, regional, and local) that:</p> <ul style="list-style-type: none"> • Have standing in state statute; and • Have been formally adopted. 	<ul style="list-style-type: none"> • Florida Transportation Plan • Adopted FDOT Work Program • Statewide modal and system plans and investment strategies, including the Strategic Intermodal System Policy Plan and Funding Strategy (with First Five Year Plan, Second Five Year Plan, and Cost Feasible Plan elements) • Local government comprehensive plans • MPO Long Range Transportation Plans (LRTP) and Transportation Improvement Programs (TIP) • Strategic Regional Policy Plans (SRPP) adopted by regional planning councils (RPC)
<p>Visions (regional and local) that:</p> <ul style="list-style-type: none"> • Have been formally adopted by a local government, metropolitan planning organization, or regional planning council; or • Have been incorporated by reference into a formally adopted plan listed above. 	<p><i>(Regional or community visions that meet these criteria)</i></p>
<p>Transportation planning studies and master plans produced by transportation agencies</p>	<ul style="list-style-type: none"> • Regional planning studies of existing and future conditions and transportation needs • System-level or network-level plans • Corridor planning studies and master plans • Facility-specific planning studies and master plans • <i>Transportation planning studies produced by business associations and other non-governmental organizations may have less formal standing, but may provide useful information</i>
<p>Economic development strategies and plans (statewide, regional, and local)</p>	<ul style="list-style-type: none"> • Florida’s Strategic Plan for Economic Development • Comprehensive Economic Development Strategies produced by RPCs in their capacity as federal economic development districts • Economic development elements of local government comprehensive plans • <i>Strategies and plans produced by business associations and other non-governmental organizations may have less formal standing, but may provide useful information</i>

Table 2.2 Categories and Examples of Planning Documents Relevant to Exploring Existing and Future Conditions (continued)

Categories of Documents	Examples
Environmental stewardship and conservation strategies and plans (statewide, regional and local)	<ul style="list-style-type: none"> • Water Management District Strategic Plans and Water Supply Plans • Florida Greenways and Trails System Plan • Florida Ecological Greenways Network • Information from the Florida Natural Areas Inventory's Critical Lands and Waters Identification Project (CLIP) • Cooperative Conservation Blueprint • Florida Wildlife Action Plan • Conservation elements of Strategic Regional Policy Plans (specifically, Natural Resources of Regional Significance) • Conservation elements of local government comprehensive plans • <i>Other environmental stewardship and conservation strategies and plans produced by non-governmental organizations (for example, landscape-scale initiatives) may have less formal standing, but may provide useful information</i>
Agriculture and rural preservation strategies and plans (statewide, regional and local)	<ul style="list-style-type: none"> • Rural and agricultural elements of Strategic Regional Policy Plans and Comprehensive Economic Development Strategies • Rural and agricultural elements of local government comprehensive plans • <i>Other agriculture and rural preservation strategies and plans produced by non-governmental organizations may have less formal standing, but may provide useful information</i>

Determining the Relevance of a Planning Document

The Planning Project Team will consider the following questions when reviewing and assessing the relevance of documents:

- Is the document up to date? When is the next update scheduled to be published?
- Is it a formally adopted document or policy by a public sector entity?
- Is it published by a private or not-for-profit organization? If so, were appropriate public agencies involved in the process, and are the findings and conclusions the result of an objective analysis?
- Is it appropriate to use information from the document for public input?
- Is there specific information that is useful for transportation planning?

In all cases, FDOT will seek agreement from its partners before citing a document and using its contents to inform planning decisions.

2.2 Review and Summarize Relevant Information

2: Gather, Review, and Assess Available Information

2.1 Review Existing Planning Documents

2.2 Review and Summarize Relevant Information

2.3 Draft Preliminary Existing and Future Conditions Report

Next, the Planning Project Team will gather and review relevant information from the planning documents and products of planning catalogued in “2.1, Gather, Review, and Catalog Existing Planning Documents.”

Creating an inventory of raw data and processed information, and organizing it in a logical fashion, is crucial to making it accessible to FDOT’s staff, planning partners, and the public. This inventory also will facilitate the handoff of the products of this planning study to other Planning Project Teams and teams that will manage processes that come after planning, such as (PD&E and Design teams. The tables on the following pages show examples of relevant information and questions to ask during the inventory and assessment of relevant information from the plans, studies, and visions.

ROADS: Reliable, Organized, Accurate Data Sharing

All data collection and management for Planning Studies will be done in a manner that is consistent with FDOT’s policies and procedures for data governance as part of the Reliable, Organized, Accurate Data Sharing (ROADS) Initiative. The purpose of the ROADS initiative is to develop and implement an integrated enterprise information management system that will provide reliable and accurate data, and can be quickly shared across the Department. The goals of ROADS are to continuously assess and reassess FDOT’s data needs, improve data reliability and accuracy, and simplify data sharing across FDOT. When fully implemented, ROADS will improve management of data for planning studies and improve handoffs between planning and subsequent activities in the project development, design, and construction pipeline.



The Planning Project Team will leverage information in existing plans and existing data sources to the extent practical. The Planning Project Manager will consult with FDOT’s **planning partners** and engage them in the data collection and assessment process for Existing and Future Conditions as appropriate. In the past, FDOT has worked with:

- MPOs to gather long-term (25-year) population and employment projections;
- Local governments to validate and reconcile various development plans in a study area; and
- The Florida Department of Environmental Protection, Florida Fish and Wildlife Conservation Commission, and representatives of federal, state, and regional environmental groups to identify state and regional conservation priorities.

Categorizing and Organizing Existing and Future Conditions Data: The Four Cs

Data categories and organizational structures can mirror those used in existing plans, studies, and visions. For example, FDOT has used a “Four Cs” framework for presenting information and visualizations of data in presentations, public information, and reports for three recent interregional corridor planning efforts (FDOT’s support for the East Central Florida Corridor Task Force, the I-75 Relief Study, and the U.S. 27 Multimodal Corridor Existing Conditions Study).

The “Four Cs” originated as an organizing concept for the *How Shall We Grow?* regional vision for Central Florida. They are:

- Conservation;
- Countryside;
- Centers and Communities; and
- Corridors.



The Four Cs also have been adopted by the Florida Transportation Plan/Strategic Intermodal System Steering Committee as the framework for the Guiding Principles for Planning the Future of Florida’s Transportation Corridors. These Guiding Principles were developed and applied by the East Central Florida Corridor Task Force and I-75 Relief Task Force.

Table 2.3 Examples of Information and Data to Extract from Documents

Categories	Examples of Relevant Information to Review and Summarize
General	<ul style="list-style-type: none"> • Vision statements • Goals (both transportation-specific goals and broader strategic goals) • Objectives, including objectives for specific time frames or with specific targets if applicable • Indicators and performance measures used to quantify existing and future conditions • Findings, recommendations, and action plans
Conservation	<ul style="list-style-type: none"> • Environmental conservation and land management priorities • Significant areas currently managed or proposed to be managed for conservation • Endangered or protected wildlife species whose habitats may be found in the study area • Significant surface waters, groundwater, and water quality issues • Air quality and emissions concerns • Other potential environmental issues that will need further investigation
Countryside	<ul style="list-style-type: none"> • Portions of the study area with large parcels of land designated for future agricultural use and other rural economic activities • Significant areas identified for preservation as small towns and communities with rural character • Characteristics of industries important to the rural economy
Centers and Communities	<ul style="list-style-type: none"> • Current and future regional population, employment, and other demographic and economic data and trends (including transportation-dependent industries and clusters, global and national trade flows, and tourism data) • Current population and economic centers • Major planned developments and targeted future growth areas
Corridors	<ul style="list-style-type: none"> • Transportation system characteristics and performance measures (safety and security, infrastructure, mobility, and transportation choices) • Complete Streets Context Classification information • Summaries of current and future travel demand for people and freight • Major transportation investments in fiscally constrained plans • Other existing and planned infrastructure and services

Questions to Consider when Reviewing Planning Documents

The Planning Project Team may consider the following questions when reviewing existing and future conditions information and data in existing documents:

- How are community values and visions for the future of the study area summarized?
- Are specific and unique terms and phrases used by FDOT's partner agencies in this area?
- Are there obvious conflicts or inconsistencies between visions, policies, and data published by FDOT's partner agencies?
- Is the need for this study specifically cited in any previous document?
- How are current and future transportation needs portrayed? Are any indicators or specific performance measures identified?
- Is there recent and relevant information that can be leveraged for this planning effort?
- What major risks and opportunities in the study area and surrounding the study area may affect the types of information that will need to be gathered to support transportation planning decisions?

An important part of the data compilation effort is identifying missing data and diagnosing when there are conflicting or duplicative data that may need to be reconciled before the planning process can advance to the next steps.

Where there are multiple data sources, the Planning Project Team will compare their relevance and timeliness to determine which data have the most value in supporting transportation planning decisions. In some cases, such as with employment data, there may be aggregate data and some projections, but no current, disaggregated data that can be directly used for this planning study. If there are any existing gaps that need to be filled by supplemental technical analysis, these gaps are documented at this time.

Some information is readily available and can be easily shown on a map or other visualization. In other cases, information from several data sources may need to be overlaid, or the Planning Project Team may discover that they need to do additional technical analysis to generate a clear, logical, and useful Preliminary Existing and Future Conditions Report.

During the development of the Preliminary Existing and Future Conditions Report, the Planning Project Manager will need to exercise careful judgement about what work is clearly identified in the Work Plan and can be accomplished with available resources and within the time available. As discussed below, there will be cases when a separate, supplemental analysis may be needed to process raw data and fill gaps in information.

In this process, the Planning Project Team also will likely uncover gaps in data that may need to be filled through supplemental analysis, if it is deemed important to have the data to inform transportation planning decisions. In other cases, there may be multiple data sets describing the same concept, or there may not be consensus among planning partners in the study area about future trends and conditions that would impact transportation. Examples of gaps and discrepancies, and examples of how they have been

resolved in previous planning studies, are summarized below and in Table 2.4.

- **Assumptions and discrepancies related to travel demand models.** A common source of discrepancies, related to the situations described in Table 2.4, involve differences in growth assumptions underlying regional travel demand models and project-specific travel demand models that are used at different times for different purposes. Another set of assumptions affect how travel demand models estimate how people decide where and when to travel and by what mode. Differences in assumptions about transportation costs, vehicle ownership, availability of and access to transportation services, quality of service provided by competing transportation services, location and engineering characteristics of transportation infrastructure, and many more variables impact the outputs that models will generate. In some cases, there may be more than one model available to forecast travel demand in the study area. The Planning Project Team will investigate model documentation and speak to the technical staff who are familiar with these models to understand their underlying assumptions, limitations of the models, and appropriate uses to support the objectives of this planning study.
- **Assumptions and discrepancies related specifically to freight demand and economic impacts.** Freight demand might be impacted by cost, availability of transportation facilities and services, and the type and quantity of goods that will be demanded by people and businesses. Often freight data, trends, and demand projections are prepared in analyses independent of travel demand forecasting for people. If freight demand is an important part of *Exploring Existing and Future Conditions*, the Planning Project Team will speak with planners familiar with freight movement and forecasts that have been prepared to determine what information is relevant, current, and useful to this planning study.
- **Assumptions and discrepancies in forecasts of activity at major transportation hubs.** For major transportation hubs like airports and seaports, assumptions about domestic and international economic conditions, tourism, and trade will impact demand. Each facility may assemble its own forecast of future activity levels. The Planning Project Team needs to understand how these forecasts were developed and how they can be best used to inform an understanding of existing and future conditions in the study area.

Filling Gaps in Existing and Future Conditions Data

A benefit of using a clear organizing structure for Existing Conditions data is the ability to identify gaps in data and information that may be needed to make transportation planning decisions.

While developing briefing materials for review by the East Central Florida Corridor Task Force, the FDOT Planning Project Team found that one of the Four Cs in the study area, “Countryside,” was defined in different ways by the three counties in the study area. The Task Force had specifically requested that the Planning Project Team provide information on areas that were designated for future agricultural use, and the *How Shall We Grow?* regional vision for Central Florida had established a clear guiding principle that communities intended to retain rural character should be protected from development pressures. This gap in information was noted, and the Planning Project Manager decided it would be worthwhile to devote resources to collecting data to fill the gap.

During the U.S. 27 Multimodal Corridor Study, the Planning Project Team had difficulty finding data on the condition of existing transportation facilities in the entire study area. A previous statewide assessment of the U.S. 27 corridor did not look at detailed, facility-specific conditions, and previous more detailed regional assessments did not cover the entire corridor. While preparing an Existing Conditions Report, the Planning Project Team decided to collect and organize current data for the entire length of the corridor in a consistent fashion, including aerial photography.

Table 2.4 Examples of Discrepancies in Existing and Future Conditions Data and Assumptions

Examples	Treatment in Previous FDOT Studies
<p>Differing assumptions about future county-level population and employment growth. Sometimes referred to as “control totals,” these county-level projections are essential inputs to travel demand forecasts. Commonly, the differences may arise when different plans and policy documents are adopted at different times, and/or when they project population and employment for different future years.</p>	<ul style="list-style-type: none"> • FDOT has built on 25-year population forecasts from the Bureau of Economic and Business Research, extending them to a 2060 planning horizon in line with development plans.
<p>Differing assumptions about the timing, location, scale, and form of future development. Two adjacent counties may each assume they will absorb a disproportionate share of the region’s growth and craft their local comprehensive plans and subarea plans in anticipation of that growth.</p>	<ul style="list-style-type: none"> • In the I-75 Relief Study, there were multiple competing master plans for major intermodal logistics centers and other distribution and logistics facilities, each assuming they would capture a large share of total regional freight. The team worked with individual counties to clarify their development plans and underlying assumptions, to incorporate into the future conditions analysis. The Project Team also conducted an origin-destination study to understand how people currently move between developed areas.
<p>Differing aggregate and facility-specific projections of demand for travel by people and freight.</p>	<ul style="list-style-type: none"> • In the East Central Florida Corridor Study, FDOT had to reconcile travel demand models used by FDOT District 5 and MetroPlan Orlando, plus study-specific travel demand models that had been used recently by FDOT and its planning partners, each of which had different underlying assumptions about the timing, location, and scope of future development as well as the elements of the future transportation system that were modeled.

It is important for the Project Manager to uncover these discrepancies and try to resolve them before proceeding with the planning process.

- Sometimes the resolution can be as simple as convening a single meeting with relevant partners to discuss the specific assumptions to be used for this study.
- Other times, a more involved public and partner involvement process supported by sketch planning analysis may be needed to build this consensus.
- In the most complex cases, it may be necessary and desirable to develop an entirely new set of assumptions and projections specifically to support this study, with accompanying development and use of technical analysis tools.

Addressing Risk and Uncertainty in Existing and Future Conditions Data

Given that the next step in the planning process is to formulate and evaluate solutions to identified issues and opportunities, the Planning Project Manager also will determine if a more in-depth assessment of risks and opportunities is needed. In more complex planning contexts with more uncertainty about the future, or in study areas where there are more complex interactions between transportation, communities, the economy, and the environment that need to be understood to assess issues and opportunities in the study area, the Future Conditions analysis may involve an assessment of drivers of change in the study area, exploration of plausible futures for the study area, and evaluation of the implications of these futures for transportation demand. This process is described in more detail in “3. Conduct Supplemental Analysis.”



2: Gather, Review, and Assess Available Information

2.1 Review Existing Planning Documents

2.2 Review and Summarize Relevant Information

2.3 Draft Preliminary Existing and Future Conditions Report

2.3 Draft Preliminary Existing and Future Conditions Report

The Planning Project Team will have the following information:

- Inventory and summary of relevant information in plans, studies, visions, and other sources;
- Identified gaps between gathered information and needed information related to the goals and/or needs described in **Preliminary Needs Assessment**; and
- Discrepancies in information that need to be addressed before proceeding.

The **Preliminary Existing and Future Conditions Report** summarizes what the Planning Project Team has accumulated and analyzed. Information in the Preliminary Existing and Future Conditions Report can be described and visualized using maps or in a variety of other formats.

An example Table of Contents for a **Preliminary Existing and Future Conditions Report** is shown on the next page. This example uses the 4 Cs framework discussed earlier. Note that some components (for example, the subsections labeled “Summary of Issues and Opportunities” and Chapter 6, “Conclusions, Recommendations, and Framework for Moving Forward,”) may be partially complete in or omitted from the **Preliminary Existing and Future Conditions Report**.

Example Table of Contents for Existing and Future Conditions Report

Executive Summary

CHAPTER 1. Overview of the Study Area

- 1.1 Purpose of Study
- 1.2 Study Area Description and Background

CHAPTER 2. Conservation

- 2.1 Definition of Conservation
- 2.2 Analysis of Existing and Future Conditions (*see potential topics in Table 2.3*)
 - 2.2.1 Policy Framework (*federal, state, regional and local policies/regulations*)
 - 2.2.2 Summary of Relevant Documents and Data
 - 2.2.3 Related Initiatives (*work being undertaken by state, regional, and local planning partners*)
- 2.3 Summary of Potential Issues and Opportunities*

CHAPTER 3. Countryside

- 3.1 Definition of Countryside
- 3.2 Analysis of Existing and Future Conditions (*see potential topics in Table 2.3*)
 - 3.2.1 Policy Framework (*federal, state, regional and local policies/regulations*)
 - 3.2.2 Summary of Relevant Documents and Data
 - 3.2.3 Related Initiatives (*work being undertaken by state, regional, and local planning partners*)
- 3.3 Summary of Potential Issues and Opportunities*

CHAPTER 4. Centers and Communities

- 4.1 Definition of Centers and Communities
- 4.2 Analysis of Existing and Future Conditions (*see potential topics in Table 2.3*)
 - 4.2.1 Policy Framework (*federal, state, regional and local policies/regulations*)
 - 4.2.2 Summary of Relevant Documents and Data
 - 4.2.3 Related Initiatives (*work being undertaken by state, regional, and local planning partners*)
- 4.3 Summary of Potential Issues and Opportunities*

CHAPTER 5. Corridors

- 5.1 Definition of Corridors,
- 5.2 Analysis of Existing and Future Conditions (*see potential topics in Table 2.3*)
 - 5.2.1 Policy Framework (*federal, state, regional and local policies/regulations*)
 - 5.2.2 Summary of Relevant Documents and Data
 - 5.2.3 Related Initiatives (*work being undertaken by state, regional, and local planning partners*)
- 5.3 Summary of Potential Issues and Opportunities*

CHAPTER 6. Conclusions, Recommendations, and Framework for Moving Forward*

- 6.1 Potential Transportation Issues and Opportunities*
- 6.2 Guidance for Formulating Solutions to Address Issues and Opportunities*
- 6.3 Next Steps and Roles*

*These sections may be partially complete or omitted from the Preliminary Existing and Future Conditions Report.

Decision Point: Is There a Need for Supplemental Analysis?

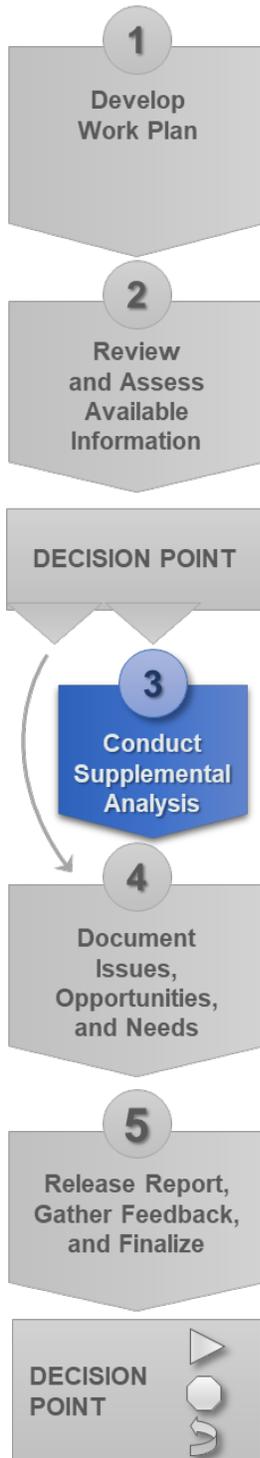


After drafting the Preliminary Existing and Future Conditions Report, the Planning Project Team will consider whether there is a need for Supplemental Analysis of Existing and Future Conditions to fill gaps in information before proceeding. Table 2.5 shows the decision process.

Table 2.5 Decision Process Regarding Whether to Proceed with Supplemental Analysis

When preparing the Preliminary Existing Conditions Report, were there any critical gaps in information, such as data that were out of date or did not cover the study area? Will these gaps in information prevent FDOT and its planning partners from summarizing and understanding issues and opportunities in the study area? Will the time and expense required to complete a supplemental analysis of existing and/or future conditions be worthwhile?	
IF “NO” (the available information is sufficient to proceed):	IF “YES” (supplemental analysis is needed to fill gaps in information):
<ul style="list-style-type: none"> The Planning Project Manager will prepare a brief justifying the decision to proceed. The Planning Project Manager will meet with internal project advisors to review and discuss the Preliminary Existing and Future Conditions Report, the determination that there is sufficient information to proceed without supplemental analysis, and any other issues and questions that have come up in the course of assessing Existing and Future Conditions information. If the planning study sponsor agrees with the determination to proceed, skip the optional Supplemental Analysis and proceed with “Document Issues and Opportunities and Define Transportation Needs.” 	<ul style="list-style-type: none"> The Planning Project Manager will develop a Draft Work Plan for Supplemental Analysis of Current and/or Future Conditions to fill critical information gaps. The Work Plan will estimate time and resources needed to complete the Supplemental Analysis and justifies the value of the information that would warrant this investment. The Planning Project Manager will meet with internal project advisors (including either the Core Team or Management Team, or both) to review and discuss the Preliminary Existing and Future Conditions Report, the Draft Work Plan for Supplemental Analysis, and any other issues and questions that have come up in the course of assessing Existing and Future Conditions information. The Planning Project Manager will involve planning partners and the public (as appropriate) in a review of the Preliminary Existing and Future Conditions Report and the Draft Work Plan for Supplemental Analysis, and the Planning Project Team will collect feedback. Finally, the Planning Project Manager will finalize the Work Plan for Supplemental Analysis, publish and disseminate the Work Plan and obtain the resources needed to execute it.

3. (OPTIONAL) Conduct Supplemental Analysis



Objective

The Planning Project Team will gather, review, and assess supplemental information about the study area to complete a **Draft Existing and Future Conditions Report**. This supplemental information may help tell a more complete story about the potential need for transportation improvements in the study area.

Activities

- 3.1 Gather, Review, and Analyze Additional Information to Address Gaps
- 3.2 Engage with Internal Project Advisors
- 3.3 Involve Planning Partners and the Public
- 3.4 Incorporate Supplemental Analysis into Draft Existing and Future Conditions Report

Expected Product

Supplemental Analysis of Existing and Future Conditions to integrate into the **Draft Existing and Future Conditions Report**.

3.1 *Gather and Analyze Additional Information to Address Gaps*

3: Conduct Supplemental Analysis

3.1 Gather, Review, and Analyze Additional Information to Address Gaps

3.2 Engage with Internal Project Advisors

3.3 Involve Planning Partners and the Public

3.4 Incorporate Supplemental Analysis into Draft Existing and Future Conditions Report

The Planning Project Team will gather, review, and analyze additional information to address gaps, where feasible. The level of effort will depend on the context and complexity of the study area. Examples of activities are shown in Table 3.1.

The Planning Project Manager will consult with FDOT’s **planning partners** and engages them in supplemental data collection and assessment activities as appropriate.

At the conclusion of this supplemental analysis, the Planning Project Team will produce a **Draft Supplemental Analysis of Existing and Future Conditions** for review.

Table 3.1 Examples of Supplemental Analyses:

Types of Supplemental Analysis	Specific Examples
Filling gaps and harmonizing community and regional visions	<ul style="list-style-type: none"> Review existing regional visions, review local government comprehensive plans in areas where there is no regional vision, and convene planning partners to build consensus around policy guidance and framework for conducting transportation planning in this study area
Gathering additional information on existing or future conditions	<ul style="list-style-type: none"> Review data and convene planning partners to reconcile of environmental conservation priorities in various plans and visions, such as identification of environmental “avoidance and minimization” areas in consultation with planning partners Review data and convene planning partners to reconcile assumptions about future location, timing, and scope of new development in and around the study area
Enhancing trends and forecasts	<ul style="list-style-type: none"> Extrapolate existing socioeconomic and demographic data from existing projections to a common future forecast year, or develop new projections Generate economic forecasts to determine potential for growth in transportation-intensive industries
Scenario planning and risk assessment (in planning studies with more complexity)	<ul style="list-style-type: none"> Identify “drivers of change”, which are factors that could lead the future to be significantly different than the past in this study area, thus impacting demand for moving people and freight, including when, where, and how they travel Conduct high-level risk assessment and sensitivity analysis, describing the extent to which the drivers might vary, and describing how these variances might affect the future of the study area, particularly travel demand Describe a range of plausible futures and assess their implications for aggregate future transportation demand
Sketch planning, modeling or forecasting	<ul style="list-style-type: none"> Use sketch planning models to assess the impacts of various future land use scenarios on travel demand and other indicators Use regional travel demand models to forecast future demand for moving people and freight in one or more future scenarios



3.2 Engage with Internal Project Advisors

After circulating the Draft Supplemental Analysis of Existing and Future Conditions, the Planning Project Manager will meet with internal project advisors (including either the **Core Team** or **Management Team** or both) to:

- Review and discuss the Draft Supplemental Analysis;
- Discuss any remaining issues and questions that have not yet been resolved and may need to be documented for consideration by future planning studies.

The Planning Project Manager then will document decisions and guidance received from internal advisors.

3: Conduct Supplemental Analysis

3.1 Gather, Review, and Analyze Additional Information to Address Gaps

3.2 Engage with Internal Project Advisors

3.3 Involve Planning Partners and the Public

3.4 Incorporate Supplemental Analysis into Draft Existing and Future Conditions Report



3.3 Involve Planning Partners and the Public

The Planning Project Team will obtain **partner and public input** on the Draft Supplemental Analysis of Existing and Future Conditions, as appropriate.

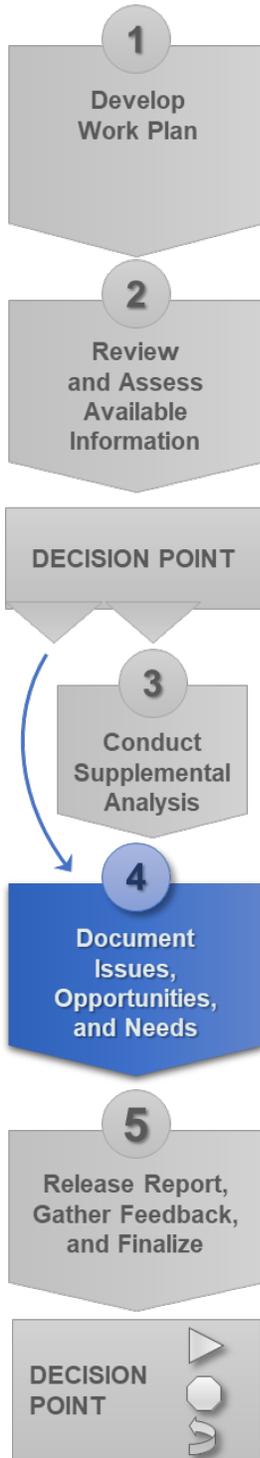
The Planning Project Team will document input and feedback from planning partners and the public that could be useful in the planning process.



3.4 Incorporate Supplemental Analysis

Based on input from the Core Team, Management Team, Planning Partners, and the public, the Planning Project Team will finalize the **Supplemental Analysis of Existing and Future Conditions** and incorporate it into the Draft Existing and Future Conditions Report.

4. Document Issues and Opportunities and Define Transportation Needs



Objective

The Planning Project Team will identify and document issues and opportunities related to transportation for further study. These issues and opportunities will, in turn, form the basis for a preliminary statement of purpose and need for transportation improvements in the study area.

Activities

- 4.1 Identify Issues and Opportunities
- 4.2 Formulate Preliminary Statement of Purpose and Need
- 4.3 Engage with Internal Project Advisors
- 4.4 Involve Planning Partners and the Public
- 4.5 Finalize Summary of Issues, Opportunities, and Needs

Expected Product

Summary of Issues, Opportunities, and Transportation Needs, supported by data, to incorporate into **the Draft Existing and Future Conditions report**.

4.1 Identify Issues and Opportunities

The Planning Project Team will assess all available information collected and assessed to date in order to:

4: Document Issues and Opportunities and Define Transportation Needs

4.1 Identify Issues and Opportunities

- 4.2 Formulate Preliminary Statement of Purpose and Need
- 4.3 Engage with Internal Project Advisors
- 4.4 Involve Planning Partners and the Public
- 4.5 Finalize Summary of Issues, Opportunities, and Needs

- Document issues in the study area that are directly related to the transportation system or are directly affected by the transportation system’s performance; and
- Document opportunities to use transportation improvements to help the study area make progress toward the goals and objectives in adopted plans, visions, and policies.

The Planning Project Team will identify a preliminary set of issues and opportunities during **Preliminary Discovery** in **Preliminary Needs Assessment**. The team will uncover additional issues and opportunities in previous planning studies during “Gather, Review, and Assess Available Information.”

Particularly given the knowledge and understanding of relevant information that has been gained in **Exploring Existing and Future Conditions**, documents that have previously been summarized may require a re-read specifically to uncover issues and opportunities that were not apparent previously or not summarized in one section of available documents.

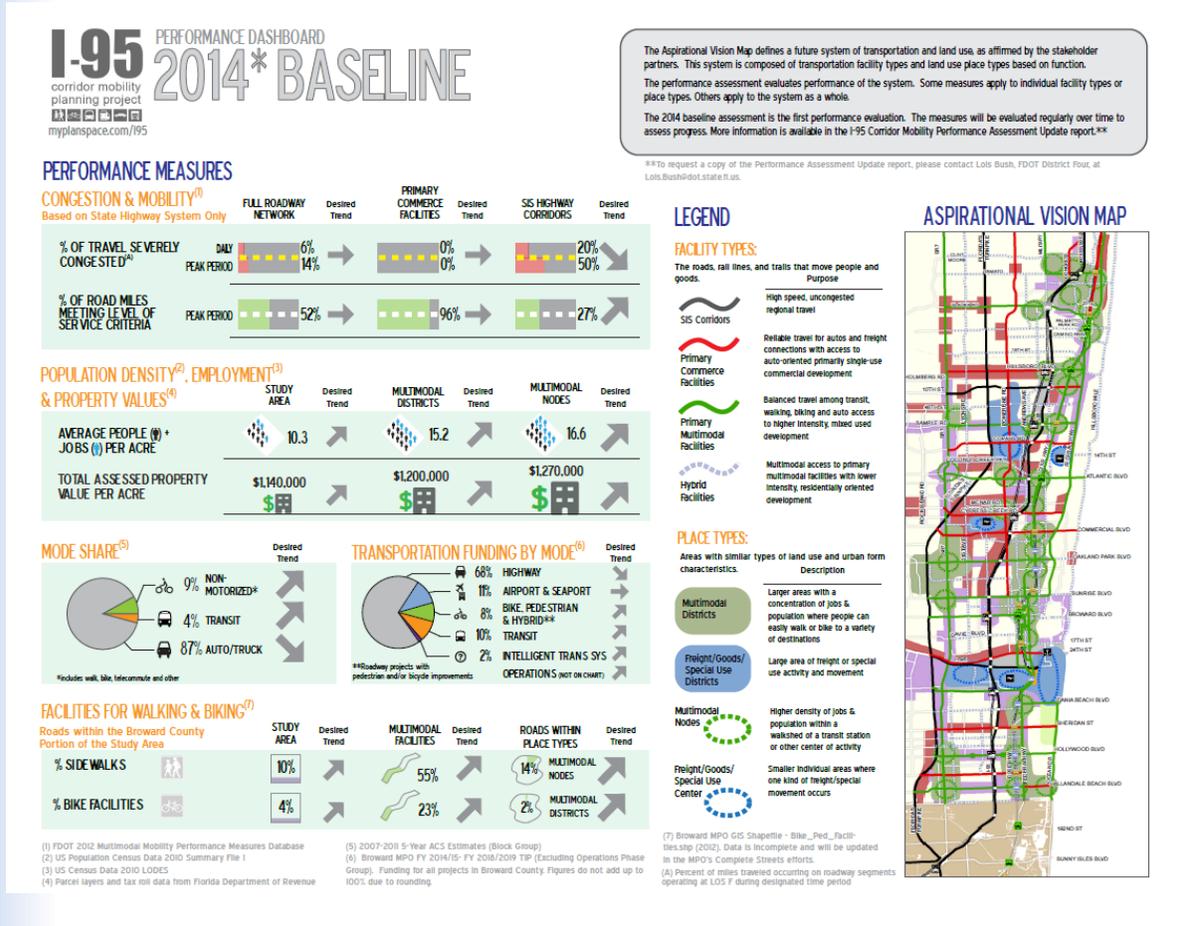
Planning Example: Tampa Bay-Central Florida Corridor Concept Report

When developing the Tampa Bay-Central Florida Corridor Concept Report, FDOT explored environmental and economic issues and opportunities in the study area in addition to transportation issues and opportunities. The maps below are visualizations of the analyses that the Planning Project Team undertook during this planning study while trying to determine what transportation challenges needed to be explored further in a more detailed planning study focused on a smaller study area.



Planning Example: I-95 Corridor Mobility Planning Project

Florida DOT District 4 defined a number of study-specific performance measures that can be tracked over time to see how issues evolve. The infographic below is a visualization of key performance indicators in a dashboard view side-by-side with a forward look at the aspirational vision for the corridor. This information helps planners assess which general strategies and specific projects are improving performance and helping the region move toward its vision.



FDOT's Planning Partners and the public also can be an excellent source of intelligence about existing and potential future issues and opportunities in the study area. Previous planning studies may have assembled public and partner comments in an appendix to a document or in a database; these resources should not be overlooked. During **Exploring Existing and Future Conditions**, the Planning Project Team can view all contacts with planning partners and the public as opportunities to gather input about issues and opportunities.

In projects that have advanced into Project Development, the Efficient Transportation Decision Making (ETDM) process requires the lead agency to convert an Environmental Technical Analysis Team (ETAT) to review and comment on products of planning. These comments are stored electronically

in the ETDM database. The Planning Project Team will review the comments database for projects recently reviewed in the study area to determine if any issues or opportunities can be compiled.

Subject to available resources and time, the Planning Project Team may undertake a more rigorous, analytical approach to identifying issues and opportunities. The work undertaken in **Exploring Existing and Future Conditions** will result in a compilation of data on current and future performance and current and future regional indicators that can be compared to state, regional, and local visions, goals, objectives, and specific performance targets, where applicable.

In Section 2, “Gather, Review, and Assess Available Information,” Table 2.2 lists the types of policy plans and strategic plans that may contain qualitative statements of visions, goals, and objectives, along with quantitative performance measures, regional indicators, and, in some cases, specific, quantifiable performance targets. Table 2.3 contains examples of performance data that the Planning Project Team will collect for Conservation, Countryside, Centers and Communities, and Corridors.

Using Performance Measures and Targets to Identify Issues and Opportunities

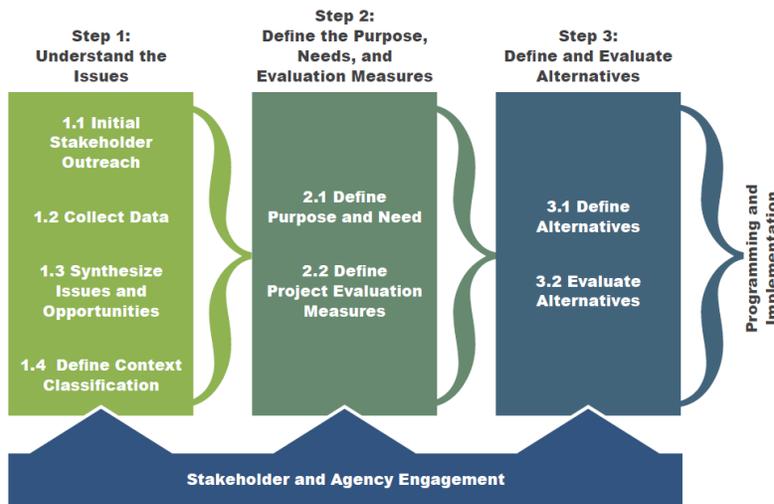
In areas of the state where there are sufficient data to evaluate the transportation system’s performance relative to targets set by FDOT, MPOs, and transit agencies, the Planning Project Team will be able to identify issues and opportunities for improvements in a quantitative, objective way. Examples of this analysis include:

- Roadways with relatively high rates of fatalities and serious injuries,
- Roadway pavement and/or bridge condition that does not meet the state’s standards and could contribute to failure to meet state and/or MPO targets,
- Transit facilities, vehicles, and other infrastructure that could contribute to an agency’s failure to meet its transit state of good repair targets; or
- Roadway segments and corridors with poor travel time reliability for people and freight

Planning Example: Identifying Issues and Opportunities through the Complete Streets Planning Approach

The Complete Streets Planning Approach includes identification of issues and opportunities in the earliest stages of planning (see Figure 3-1 image). The excerpt from Table 2-6 below shows examples of specific data that can be used to determine user needs by mode, where user “needs” can be issues (e.g., design needs to be addressed) or opportunities (e.g., improved sidewalk connections to transit can address compliance with Americans with Disabilities Act). (Source: FDOT Complete Streets Handbook)

FIGURE 3-1 COMPLETE STREETS PLANNING APPROACH



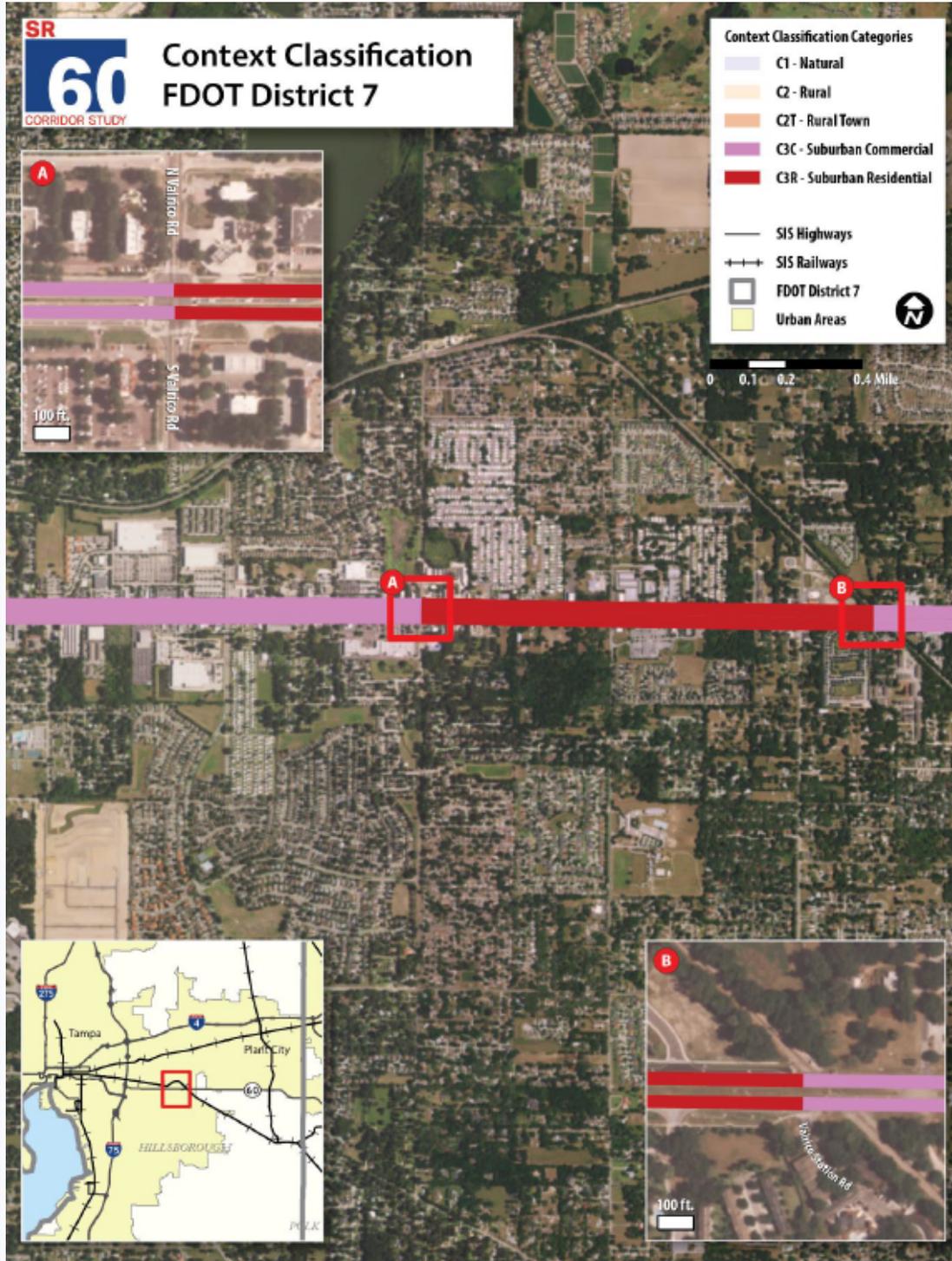
Source: Adapted from FDOT District 5 Multimodal Corridor Planning Guidebook

TABLE 2-6 EXAMPLES OF POTENTIAL DATA TO DETERMINE USER NEEDS BY MODE

Mode	Data
Pedestrian	<ul style="list-style-type: none"> Location of signalized pedestrian crossings Location of marked or signed pedestrian crossings Posted and operating speeds Vehicular traffic volumes Existing sidewalk characteristics (location, width, pavement condition, obstacles or pinch points) Intersection ramps and alignment/Americans with Disabilities Act (ADA) compliance Utilities location Existing landscape buffer and shade trees Pedestrian counts Crash data Lighting levels Existing and future land use, building form and site layout, development scale and pattern Existing and future pedestrian generators (e.g. schools, parks)
Bicyclist	<ul style="list-style-type: none"> Local and regional bicycle network Posted and operating speeds Vehicular traffic volumes Number of vehicular travel lanes Location of bicycle parking Bicycle user type (see Chapter 4) Bicyclist counts Crash data Location of destinations Lighting levels Pavement condition Existing and future land use, building form and site layout, development scale and pattern
Car	<ul style="list-style-type: none"> Design Traffic (Existing and projected Average Annual Daily Traffic (AADT), K-factor (K), directional distribution (D), and traffic growth projections) Trip lengths; origin/destination patterns Turning movement counts Posted and operating speeds Signal timing Location of parking Crash data Lighting levels Pavement condition Existing and future land use, building form and site layout, development scale and pattern
Transit	<ul style="list-style-type: none"> Existing and future transit routes and stops Transit service headways Location and infrastructure at transit stops Sidewalk connection to transit stops ADA compliant transit stops Existing and projected ridership (route or stop level) Existing and future transit generators and attractors Type of transit technology Trip lengths, origin/destination patterns
Freight	<ul style="list-style-type: none"> Designated truck routes Truck volumes Vehicle classification counts Existing and future location of industrial land uses or other generators of freight trips Freight loading areas/truck parking

Planning Example: Complete Streets Context Classification in the SR 60 Corridor Study

FDOT's SR 60 Corridor Study was identified as an opportunity for testing the Complete Streets Context Classification System (then identified as the context zone matrix) leading the SR 60 Corridor Study to become the pilot for identifying context zones. The image below shows the results of a context classification analysis in FDOT District 7.



Opportunities might arise when a transportation improvement could help the study area or a broader region (or the state) achieve a broader strategic goal indirectly related to transportation, such as the following:

- Emissions may be reduced by a reduction in vehicle miles traveled;
- More active lifestyles could be enabled by better bike and sidewalk network connectivity; or
- More jobs and economic activity can be attracted to a region through better access to airports, seaports, and hubs of international trade.

After completing these activities, the Planning Project Team will produce a **working list of issues and opportunities**, supported by data, for internal and external review.

4.2 Formulate Preliminary Statement of Purpose of Need

4: Document Issues and Opportunities and Define Transportation Needs

- 4.1 Identify Issues and Opportunities
- 4.2 Formulate Preliminary Statement of Purpose and Need
- 4.3 Engage with Internal Project Advisors
- 4.4 Involve Planning Partners and the Public
- 4.5 Finalize Summary of Issues, Opportunities, and Needs

The Planning Project Team will use the summary of issues and opportunities as the basis for a **preliminary statement of purpose and need** for transportation improvements in the study area. The **preliminary statement of purpose and need** is a concise statement of what conditions exist in the study area or will exist in the future that point to the need for transportation improvements. The statement does not specify what specific strategies or improvements have been identified to address those needs—that detail will be the subject of *Identifying Potential Solutions and Recommended Actions*.

Planning Example: Preliminary Purpose and Need for I-75 Relief

The I-75 Relief Task Force recommended a two-part Preliminary Purpose and Need as part of its final report:

- Provide relief to Interstate 75 and improve mobility in the Initial Focus Area; and
- Enhance regional connectivity between Tampa Bay and Northeast Florida.

Each of these statements was supported by detailed trends and conditions data.

FDOT's District Offices also have been using Preliminary Purpose and Need statements to summarize the issues raised by planning partners and the public, as well as issues identified in technical analysis during planning studies. The "Alt US 19 from Park Street N to Pinellas/Pasco County Line" planning study by FDOT District 7 includes this preliminary purpose and need statement:

- Dual pronged **purpose**:
 - (1) Address near-term multimodal transportation needs through context sensitive solutions; and
 - (2) Develop a long-term corridor vision that defines the goals & objectives and policy for enhanced integration of land use and transportation.
- Transportation **needs** include:
 - High number of pedestrian/bicycle crashes
 - Poor level of service at major intersections
 - Inadequate and substandard multimodal facilities
 - Lack of connectivity and accessibility to transit

Planning Example: Transportation Needs Identified by East Central Florida Corridor Task Force

The East Central Florida Corridor Task force documented transportation needs for east-west travel between Orange/Osceola County and Central/Southern Brevard County as follows:

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 recommended two alternatives for further study.



4: Document Issues and Opportunities and Define Transportation Needs

- 4.1 Identify Issues and Opportunities
- 4.2 Formulate Preliminary Statement of Purpose and Need
- 4.3 Engage with Internal Project Advisors**
- 4.4 Involve Planning Partners and the Public
- 4.5 Finalize Summary of Issues, Opportunities, and Needs

4.3 Engage with Internal Project Advisors

After meeting with the Core Team, the Planning Project Manager will meet with internal project advisors (including either the **Core Team** or **Management Team** or both) to:

- Review and discuss the working list of issue and opportunities and the preliminary statement of purpose and need and gather feedback; and
- Discuss any remaining issues and questions that require input from the Management Team.

The Planning Project Team will document decisions and guidance from internal advisors and makes revisions to the issues, opportunities and preliminary purpose and need as necessary.



4.4 Involve Planning Partners and the Public

The Planning Project Team will engage planning partners and the public (if appropriate) in a review of issues, opportunities, and needs.

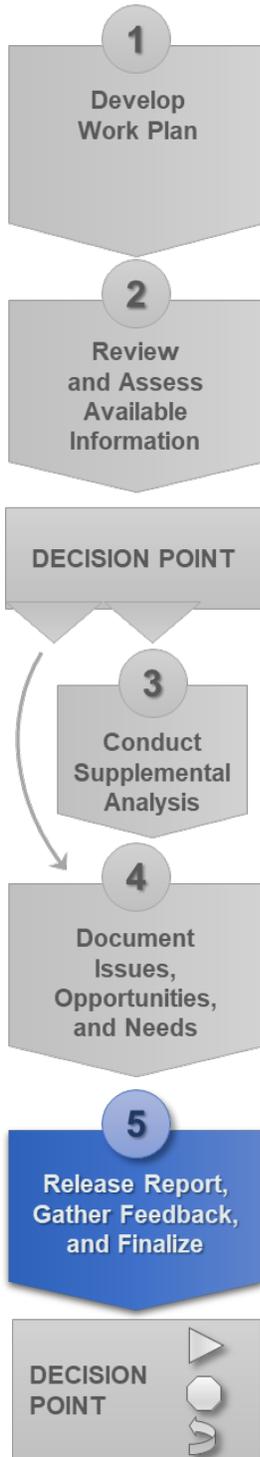
The Planning Project Team will document input and feedback from planning partners and the public that could be useful in the planning process



4.5 Add Summary of Issues, Opportunities, and Needs to Draft Existing and Future Conditions Report

The Planning Project Team will use input and feedback to finalize a **Summary of Issues, Opportunities, and Needs** and incorporate it into the **Draft Existing and Future Conditions Report**.

5. Release Draft Report, Gather Feedback, and Finalize



Objective

The Planning Project Team will gather feedback on a final draft of the **Existing and Future Conditions Report**, revise the report in response to comments, and publish a final Existing and Future Conditions Report.

Activities

The Planning Project Team will prepare a final draft of the **Existing and Future Conditions Report** that documents the analysis (primary and supplemental), data, data sources, implications, and findings of the Existing and Future Conditions analyses and provides information that can be used to formulate potential solutions to issues and opportunities identified in this analysis.

The Planning Project Manager will convene a meeting with **planning partners** to review and gather feedback on the Draft Existing and Future Conditions Report. The Planning Project Manager may decide to revise the report before publishing a draft for **public review**, if public review and engagement in the Existing and Future Conditions analysis is included in the Preliminary Strategy and Existing and Future Conditions work plan.

The Planning Project Team can gather feedback through a variety of mechanisms, from in-person meetings to online engagement tools. FDOT's Public Involvement Handbook contains suggested techniques and provides guidance on implementation depending on the context of the study.

The Planning Project Manager will compile and organize comments received from planning partners and the public, and organizes and archives planning data and documents so that they can be handed off to Planning Project Teams and those involved in future project development and implementation work related to this planning study.

The Planning Project Team will revise and finalize the Existing and Future Conditions Report in response to comments.

At the discretion of the Planning Project Manager, meetings and discussions with internal project advisors may be warranted to discuss comments before publishing the report.

Expected Products

- **Draft Existing and Future Conditions Report** for partner and public review;
- Summary of comments received from members of the public and partner agencies;
- **Final Existing and Future Conditions Report;** and
- Planning data and documents organized and archived for handoff to future in planning and project development activities.

Decision Point: What Happens Next in the Planning Study?



At this point, the Planning Project Team will ask:

- Does the information on existing and future conditions justify the need for transportation improvements and continuation of the planning study?
- Could further analysis, more focused on a specific portion of the study area or a specific set of issues, help clarify transportation needs and identification of specific transportation solutions?

The decision process is shown in Table 5.1.

Table 5.1 Decision Process for Deciding What Happens Next in the Planning Study

Does the information on existing and future conditions justify the need for transportation improvements and continuation of the planning study?		
IF existing and future conditions justify the need for transportation improvements	IF existing and future conditions <u>do not</u> justify the need for transportation improvements	
<ul style="list-style-type: none"> • Proceed to Identifying Potential Solutions and Recommended Actions or skip ahead to a Project Development and Environmental (PD&E) Study if a planning-level evaluation is not warranted 	Could further analysis, more focused on a specific portion of the study area or a specific set of issues, help clarify transportation needs and identification of specific transportation solutions?	
	IF YES	IF NO
	<ul style="list-style-type: none"> • Revisit the Preliminary Strategy to refine the study area or transportation issues to be addressed • Consider drafting a Work Plan for an enhanced Existing and Future Conditions Analysis 	<ul style="list-style-type: none"> • Consider ending the planning study • Ensure that findings, recommendations, and information generated by the planning study are available for future studies



In all cases, the Planning Project Manager will engage internal project advisors (including either the **Core Team** or **Management Team**, or both) to discuss the recommended next steps, and then gets approval from the planning study sponsor before proceeding.

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions

1. Develop a Work Plan for Existing and Future Conditions		
Typical Activities	Decisions	Expected Products
<ul style="list-style-type: none"> Review products of <i>Preliminary Needs Assessment</i> Develop a work plan that maps out tasks, milestones, and decisions points for existing and future conditions analysis Engage with internal and external partners 	<ul style="list-style-type: none"> Decide on approach and estimate level of effort required to identify and document current and future conditions in the study area 	<ul style="list-style-type: none"> Work plan to guide existing and future conditions analyses
2. Gather, Review, and Assess Available Information		
Typical Activities	Decisions	Expected Products
<ul style="list-style-type: none"> Gather, review, and catalog existing plans, studies, and visions Extract and synthesize adopted policies and strategic elements of plans, studies, and visions (goals, objectives, performance measures, and targets) Gather, review, and assess available data and forecasts that are relevant to understanding existing and future conditions in light of the study area's goals and objectives Assess completeness and timeliness of available information 	<ul style="list-style-type: none"> Decide which information and data sources are relevant and useful Decide how to handle conflicts and inconsistencies between data and forecasts from different sources 	<ul style="list-style-type: none"> Preliminary Existing and Future Conditions Report with: <ul style="list-style-type: none"> – Inventory and comparison of relevant plans, studies, visions – Inventory and assessment of relevant data – Summary of partner and public input (if applicable)

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions (continued)

DECISION POINT: Is there a need for supplemental analysis to fill gaps in information?

Questions to consider:

- When preparing the Preliminary Existing Conditions Report, were there any critical gaps in information, such as data that were out of date or did not cover the study area?
- Will these gaps in information prevent FDOT and its planning partners from summarizing and understanding issues and opportunities in the study area?
- Will the time and expense required to complete a supplemental analysis of existing and/or future conditions be worthwhile?

IF “NO” (the available information is sufficient to proceed):

- The Planning Project Manager will prepare a brief justifying the decision to proceed.
- The Planning Project Manager will meet with internal project advisors to review and discuss the Preliminary Existing and Future Conditions Report, the determination that there is sufficient information to proceed without supplemental analysis, and any other issues and questions that have come up in the course of assessing Existing and Future Conditions information.
- If the planning study sponsor agrees with the determination to proceed, **skip the optional Supplemental Analysis and proceed with “Document Issues and Opportunities and Define Transportation Needs.”**

IF “YES” (supplemental analysis is needed to fill gaps in information):

- The Planning Project Manager will develop a **Draft Work Plan for Supplemental Analysis of Current and/or Future Conditions** to fill critical information gaps. The Work Plan will estimate time and resources needed to complete the Supplemental Analysis and justifies the value of the information that would warrant this investment.
- The Planning Project Manager will meet with internal project advisors (including either the **Core Team** or **Management Team**, or both) to review and discuss the **Preliminary Existing and Future Conditions Report**, the **Draft Work Plan for Supplemental Analysis**, and any other issues and questions that have come up in the course of assessing Existing and Future Conditions information.
- The Planning Project Manager will involve planning partners and the public (as appropriate) in a review of the **Preliminary Existing and Future Conditions Report** and the **Draft Work Plan for Supplemental Analysis**, and the Planning Project Team will collect feedback.
- Finally, the Planning Project Manager will finalize the **Work Plan for Supplemental Analysis**, publish and disseminate the Work Plan and obtain the resources needed to execute it.

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions (continued)

3. (Optional) Conduct Supplemental Analysis		
Typical Activities	Decisions	Expected Products
<ul style="list-style-type: none"> • Gather, review, and analyze additional information to address gaps, where feasible, which may include: <ul style="list-style-type: none"> – Filling gaps and harmonizing community and regional visions – Gathering additional information on existing or future conditions – Enhancing trends and forecasts – Scenario planning and risk assessment (in planning studies with more complexity) – Sketch planning, modeling or forecasting, if needed • Continue coordination, providing feedback on analysis gaps and work plan status, and seeking decisions, where applicable 	<ul style="list-style-type: none"> • Determine if additional supplemental analysis is needed or if sufficient information is available to move to “Document Issues and Opportunities and Define Transportation Needs” 	<ul style="list-style-type: none"> • Summary of findings and implications of supplemental existing and future conditions analyses • Summary of partner and public input (if applicable)

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions (continued)

4. Document Issues and Opportunities and Define Transportation Needs		
Typical Activities	Decisions	Expected Products
<ul style="list-style-type: none"> Document issues in the study area that are directly related to the transportation system or are affected by the transportation system's performance Document opportunities to use transportation improvements to help the study area make progress toward the goals and objectives in adopted visions, plans, and policies Draft and gather feedback on a preliminary statement of purpose and need for transportation improvements Review a working list of issues, opportunities, and related transportation needs with the core team and key planning partners Collect input and feedback and incorporate into the Draft Existing and Future Conditions Report 	<ul style="list-style-type: none"> Determine how issues and opportunities relate to transportation needs 	<ul style="list-style-type: none"> Summary of issues, opportunities, and transportation needs, supported by data, to incorporate into the Draft Existing and Future Conditions report

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions (continued)

5. Release Draft Report, Gather Feedback, and Finalize		
Typical Activities	Decisions	Expected Products
<ul style="list-style-type: none"> • Produce a Draft Existing and Future Conditions Report, documenting issues, opportunities, transportation needs, and recommendations as well as underlying analysis methodology, data sources, and assumptions • Allow planning partners and the public to review and comment, as appropriate • Archive substantive comments collected in partner meetings and public outreach • Finalize the Existing and Future Conditions Report 	<ul style="list-style-type: none"> • Approve Final Existing and Future Conditions Report for publication 	<ul style="list-style-type: none"> • Final Existing and Future Conditions Report • Compilation of comments, issues, and opportunities for use in later planning and project development • Planning data and documents organized and archived for handoff to future Planning and Project Development activities

Quick Reference Guide: Workflow, Activities, and Expected Products of Existing and Future Conditions (continued)

DECISION POINT: What comes next in the Planning Study?		
<p>Question to consider:</p> <ul style="list-style-type: none"> Does the information on existing and future conditions justify the need for transportation improvements and continuation of the planning study? 		
IF existing and future conditions justify the need for transportation improvements	IF existing and future conditions <u>do not</u> justify the need for transportation improvements	
<ul style="list-style-type: none"> Proceed to <i>Identifying Potential Solutions and Recommended Actions</i> or skip ahead to a Project Development and Environmental (PD&E) Study if a planning-level evaluation is not warranted 	<p>Question to consider:</p> <ul style="list-style-type: none"> Could further analysis, more focused on a specific portion of the study area or a specific set of issues, help clarify transportation needs and identification of specific transportation solutions? 	
	IF YES	IF NO
	<ul style="list-style-type: none"> Revisit the Preliminary Strategy to refine the study area or transportation issues to be addressed Consider drafting a Work Plan for an enhanced Existing and Future Conditions Analysis 	<ul style="list-style-type: none"> End the Planning Study Ensure that findings, recommendations, and information generated by the Planning Study are available for future studies



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