

Approved:

Effective: October 19, 2016  
Review: September 1, 2016  
Office: Transportation Statistics  
Topic Number: 525-020-010-h

  
Department of Transportation

## TRANSPORTATION SYSTEM JURISDICTION AND NUMBERING

### PURPOSE:

To establish a standard process for documenting transfers of road jurisdiction involving State Highway System mileage, and for assigning and changing State Road numbers, United States (U.S.) Route numbers, and Interstate road numbers.

### AUTHORITY:

Sections 20.23(3)(a) and 334.048(3), Florida Statutes (F.S.)

### REFERENCES:

- **Chapter 348**, F.S.
- FDOT Procedure: Urban Boundaries and Functional Classification of Roadways (Topic No. 525-020-311)
- FDOT Procedure: Inspection of Federal-Aid Projects Under Local Jurisdiction (Topic No. 850-065-001)
- FDOT Procedure: Project Development and Environment Manual, Part 2, Chapter 12 (Archaeological and Historical Resources) (Topic No. 650-000-001)
- FDOT Procedure: Right of Way Manual; Chapter 4, Section 1, Land Titles; Chapter 7, Section 5, Land Acquisition Closing; Chapter 10, Section 5, Disposal of Surplus Real Property (Topic No. 575-000-000)
- FDOT Procedure: Surveying and Mapping (Topic No. 550-030-101)
- Transportation System Jurisdiction and Numbering Handbook (Handbook): This Handbook is published by and available from the Florida Department of Transportation, Transportation Statistics Office, 605 Suwannee Street, MS 27, Tallahassee, FL 32399-0450
- **Section 166.411**, F.S., Eminent Domain, Uses or Purposes
- **Section 180.22**, F.S., Power of Eminent Domain
- **Section 267.061**, F.S., Historic Properties; State Policy, Responsibilities
- **Section 335.02**, F.S., Authority to Designate Transportation Facilities, etc.
- **Section 335.0415**, F.S., Public Road Jurisdiction and Transfer Process
- **Section 337.25**, F.S., Acquisition, Lease, and Disposal of Real and Personal Property

- **Section 337.29**, F.S., Vesting of Title to Roads; Liability for Torts
- Title 23 United States Code (U.S.C.), Sections 103 (Federal-Aid System) and 116 (Maintenance)
- United States Numbered Highways, 1991 edition (AASHTO)

## **SCOPE:**

The principal users of this procedure are the various offices in the Districts that are involved with road transfers or numbering. These offices may include Planning, Design, Utilities, Maintenance, Rail, Safety, Traffic Operations Offices, or others, as well as the Office of Right of Way and the Transportation Statistics Office in the Central Office. In addition, Office of General Counsel, Office of Work Program and Budget, and the Cultural Resource Management personnel may be asked to assist an office more directly affected. The Office of the Comptroller's General Accounting Office uses information related to approved **Transfer Agreements** for required financial reporting purposes.

## **DEFINITIONS:**

**AASHTO:** American Association of State Highway Transportation Officials

**ALIGNMENT:** The original construction configuration of a roadway

**CULTURAL RESOURCE MANAGEMENT COORDINATOR (CRMC):** The District contact for requesting cultural resource assessments. The CRMC may be in the District Environmental Management Office or any of a number of other offices, depending on the District.

**DISTRICT:** The appropriate office in one of the Managing Districts of the Florida Department of Transportation (FDOT). When used alone (not as an adjective), District is used in this procedure to mean the District office responsible for collecting and storing roadway data in coordination with the Transportation Statistics Office. This is usually the District Planning Office, but may be Office of Maintenance or another office.

**FDOT:** The Florida Department of Transportation (FDOT)

**HANDBOOK:** FDOT's ***Road Jurisdiction and Numbering Handbook***

**JURISDICTION:** Authority and control over the operation of a road. Jurisdiction is generally the same as ownership.

**LOCAL GOVERNMENT:** A city, county, or other non-State entity empowered by Florida Statutes (such as a Community Development District) to own and operate public roads

**ROAD:** Public way open to vehicular traffic, including ramps, frontage roads, and related bridges and toll facilities, when applicable

**ROADWAY CHARACTERISTICS INVENTORY (RCI):** FDOT's central database that includes an inventory of many types of roadway data

**REALIGNMENT:** A roadway constructed on a new alignment different than the original (old) alignment

**RESOLUTION:** A document signed by a political body, such as a County Commission, that authorizes execution of a **Transfer Agreement**. A certified copy of Commission meeting minutes approving the **Transfer Agreement** is considered a **Resolution** in this context

**SECRETARY:** The Secretary of the Florida Department of Transportation (FDOT)

**TRANSFER AGREEMENT:** A legally binding document to transfer a road, or portion thereof, along with improvements within the designated right-of-way, signed by an FDOT District Secretary and a local government official, and approved by the FDOT Secretary

## **BACKGROUND:**

The transfer of roadway jurisdiction is controlled by **section 335.0415, F.S.**, which provides that any transfer of road jurisdiction affecting the State Highway System (SHS) must be by mutual agreement of the affected governmental entities and approved by the FDOT Secretary. Details and examples of carrying out this procedure are in FDOT's **Road Jurisdiction and Numbering Handbook**.

### **1. CHANGES TO THE STATE HIGHWAY SYSTEM (SHS) INVOLVING ONLY FDOT**

#### **1.1 NEW CONSTRUCTION**

New construction of a state road is governed by **section 335.02(1), F.S.**

After final acceptance of the new road construction, the District will provide the Transportation Statistics Office documentation of the addition of the road to the SHS using the **Addition of Mileage to the State Highway System Form** (see **Handbook**). FDOT Secretary approval is not required. The Transportation Statistics Office will document the addition in its files, change the road's status to Active On-System, and notify appropriate Central Office contacts. The District will change the Status Exception (STATEXPT) in Feature 140 to Active On-System, with the effective date as the date of District Secretary approval on the form.

Section 1.1 applies if a road: 1) is constructed for FDOT, 2) is given to FDOT by a private entity, 3) is currently Active Exclusive in the RCI and it is determined that the road functions as a mainline road (Active On-System), or 4) was given the incorrect designation when first entered into the RCI.

## **1.2 DELETION OF MILEAGE**

A road that is no longer being used as a road has a status in RCI of Deleted.

### **1.2.1 Deletion with Right of Way to be Retained**

If realignment or other process results in a SHS road being converted to a non-road use with the right of way retained by FDOT, documentation must occur by the same process as described in Section 1.1, except the form used will be the ***Deletion of Mileage Only from the State Highway System Form*** (see ***Handbook***).

### **1.2.2 Deletion of Road as Surplus of Right of Way**

Right of way that is no longer needed by FDOT may be surplus per ***Right of Way Procedures Manual, Topic No. 575-000-000, Part 10.5, Disposal of Surplus Real Property***. The Roadway Jurisdiction Transfer Process is applicable only when the surplus property continues to be used as a road. Any disposal of surplus property must include consideration of known historical or archaeological resources (see Section 2.3.2).

Section 1.2 applies if a road is currently Active On-System in the RCI and it is determined that the road functions as a ramp or frontage road (Active Exclusive).

## **1.3 REALIGNMENT WITH RETENTION OF OLD ALIGNMENT AS A STATE ROAD**

New construction for the purpose of the realignment of an existing road must be documented in accordance with Section 1.1. The old alignment must be offered to the appropriate County or City while the realignment is still in the planning stages. See Section 2 if a local government agrees to accept the old alignment.

If the old alignment is retained by FDOT and continues to function as a road, it must be assigned a new State Road number (see Section 5.1).

## 2. JURISDICTION TRANSFERS INVOLVING FDOT AND A LOCAL GOVERNMENT

### 2.1 OVERVIEW

Jurisdictional transfers are governed by **Section 335.0415, F.S.**, which provides criteria to be considered in transferring a road to or from the SHS. For purposes of this procedure, any ramp, frontage road, or other traveled way open to vehicular traffic is considered to be a road and subject to the same requirements as other roads. Any non-Interstate road or segment of a road, including bridges and toll facilities, may be transferred onto or off the SHS subject to considerations mutually agreed upon by the affected parties. A road that is designated as a U.S. Route, however, must have approval by the American Association of State Highway and Transportation Officials (AASHTO) to remove that designation before it can be transferred off the SHS (see Section 6).

A **Transfer Agreement** between FDOT and a local government must be agreed upon by both parties. It must be signed by the FDOT District Secretary, and the appropriate local official. A supporting local government Resolution (or other legal authorization for the local government official to sign) must accompany the **Transfer Agreement**. The jurisdiction transfer specified by the **Transfer Agreement** will not go into effect until the FDOT Secretary signs the final page, approving the **Transfer Agreement** (see **Handbook**).

### 2.2 COORDINATION AND DISCUSSION

#### 2.2.1 Internal Coordination

After the District and the local government informally agree to pursue a transfer, the District representative will begin internal coordination to determine if the proposed transfer is agreeable to affected offices in the District. The District must conduct a complete inventory of RCI features for the road segment proposed for transfer. Any problems discovered by the inventory, or elsewhere during the process, must be resolved before the District Secretary signs the **Transfer Agreement**. If the proposed transfer is *not* acceptable to any office in the District, the process will end unless the District Secretary makes the decision to proceed.

#### 2.2.2 Preliminary Negotiations

If the proposed transfer is acceptable within the District, a draft **Transfer Agreement** (see Section 2.3) will be prepared and negotiations with the local government will begin. At no point prior to obtaining all required signatures, including that of the FDOT Secretary, are the parties bound by the **Transfer Agreement**.

## 2.3 TRANSFER AGREEMENT PACKAGE REQUIREMENTS

### 2.3.1 General Transfer Agreement Requirements

The **Transfer Agreement** must describe in detail the road to be transferred, and must include the road name, all route numbers, and the mile points and descriptions (with the begin and end points) and a location map. It must also include a detailed description of responsibilities for the right of way, appurtenances, easements, crossings, all FDOT portable and telemetered traffic monitoring sites, and other items or agreements related to the transferred road. Further issues for consideration are provided in the **Handbook**.

The **Transfer Agreement** must be signed by the District Secretary, FDOT Legal Counsel, and the person authorized by the local government. A local government official such as the County Clerk or City Clerk will attest that **Transfer Agreement** was executed by the local government official authorized to do so by local government Resolution (see Section 2.3.3).

### 2.3.2 Historic and Archeological Impacts

**Section 267.061(2)(a), F.S.**, requires that FDOT ensure that the transfer of a State road to another entity will have no adverse impacts on archeological or other historical resources.

The District must request that its Cultural Resource Management Coordinator (CRMC) survey the road using the Efficient Transportation Decision Making (ETDM) Environmental Screening Tool (EST) to determine the potential presence of historic or archaeological resources. In addition, the CRMC will perform a field review of the subject road. Based on this review, the CRMC will determine if a Cultural Resource Assessment Survey (CRAS) must be completed in accordance with FDOT's **Project Development and Environment Manual, Topic No. 650-000-001, Part 2, Chapter 12, Archaeological and Historical Resources**.

The findings of the survey must be provided to the Division of Historical Resources of the Department of State for their review and approval. If any historical or archeological resources may be impacted by the transfer, the **Transfer Agreement** must include a discussion of how the local government will protect those resources. In addition, the local government must agree to maintain any and all known or subsequently discovered historical or archeological resources determined to be significant pursuant to **section 267.061, F.S.** See the **Handbook** for details.

The CRMC's findings and the response from the Division of Historical Resources must be included in the **Transfer Agreement Package** that is sent to the Transportation Statistics Office.

### 2.3.3 Resolution or Other Authorization

A **Resolution** from the local government authorizing the execution of the **Transfer Agreement** and acceptance of its terms will be sent to the District for attachment to the **Transfer Agreement**. The **Resolution** will state that it authorizes execution of the **Transfer Agreement** and the terms and conditions listed therein and it also authorizes a person to sign the **Transfer Agreement** on behalf of the local government. The **Transfer Agreement** will reference the **Resolution** that supports it.

Not all local governments use a **Resolution** to authorize execution of a **Transfer Agreement**. The method normally used by a local government to authorize an agreement, such as a certified copy of the minutes of the County Commission Meeting approving the **Transfer Agreement**, may be considered equivalent to a **Resolution** in the context of this procedure.

## 2.4 DRAFT TRANSFER AGREEMENT PACKAGE

The District must prepare a **Draft Transfer Agreement Package** of proposed SHS mileage changes involving road transfers between FDOT and a local government. The **Draft Transfer Agreement Package** must include a transmittal letter explaining why the proposed transfer meets statutory criteria and is beneficial to the public. The package must also include a complete description of the road segment to be transferred, a location map, a draft **Transfer Agreement**, documentation related to determination of historical/archaeological impact (if the road is to be transferred off the SHS), and any other documentation the District may believe to be pertinent.

The District must send the **Draft Transfer Agreement Package** to the Manager of the Transportation Statistics Office. The Transportation Statistics Office must review the package for accuracy and consistency, and provide the Office of the General Counsel and the Assistant Secretary for Intermodal Systems Development the opportunity for additional review.

When any changes required by the review are complete and satisfactory, the Transportation Statistics Office Manager (or designee) must notify the District that the final **Transfer Agreement** is ready to be signed by the District Secretary and the local government. The District will then obtain all necessary signatures, except that of the FDOT Secretary.

## 2.5 FINAL TRANSFER PACKAGE

The District Secretary (or designee) must transmit the final **Transfer Agreement** and associated, original documents to the Transportation Statistics Office Manager, with a letter requesting and explaining the transfer.

The Transportation Statistics Office will review this **Final Transfer Agreement Package**. The Transportation Statistics Office may ask the District to provide needed

clarification or additional/revised information. When the **Transfer Package** is complete, the Transportation Statistics Office Manager will provide it to the FDOT Secretary by the appropriate chain of command, including legal review (if any changes were made since the previous legal review). The **Transfer Agreement** does not take effect until the FDOT Secretary approves the transfer by signing and dating the final page of the **Transfer Agreement**.

## 2.6 TRANSFER FORM

The **Transfer Form** will identify the road segment(s) to be transferred, and indicate that the transfer is effective as of the date it is signed by the FDOT Secretary. The **Transfer Form** is for informational purposes and need not be signed by any state or local official.

## 2.7 NOTIFICATIONS AND UPDATES

Upon the FDOT Secretary's approval of a **Transfer Agreement**, the Transportation Statistics Office must notify the District and send the original approved **Transfer Agreement Package** back to the District. The Transportation Statistics Office will provide a copy of the approved **Transfer Agreement** to Central Office personnel as listed in the **Handbook**.

The District must notify the local government in writing of the **Transfer Agreement** approval and provide a copy of the **Transfer Agreement Package** signed by the FDOT Secretary.

The District will then notify all relevant offices in the District, as well as the Post Office and emergency service providers, and provide copies of the **Transfer Agreement** signed by the FDOT Secretary and any other relevant materials and maps deemed appropriate. The District Maintenance Office and the local government will erect or remove road signs as appropriate. The District Right of Way Office will file the deeds or right of way maps or provide them to the local government for filing in the public land records of the county or counties in which the rights of way are located, as required by the **Transfer Agreement**. All FDOT right of way responsibilities require adherence to the latest version of **Right of Way Mapping, Topic No. 550-030-015** and **Right of Way Manual, Topic No. 575-000-000**.

The status and number of the road will remain unchanged in RCI until the **Transfer Agreement** is approved by the FDOT Secretary. Within fifteen working days after the transfer is approved, the Transportation Statistics Office will update the overall status of the road and the District will update the status exception, road number, and any other characteristics in RCI affected by the transfer.



### 3. JURISDICTION TRANSFERS INVOLVING ANOTHER STATE AGENCY

#### 3.1 OVERVIEW

In addition to FDOT, other State agencies have jurisdiction over public roads, including the Board of Governors of the State University System, the Trustees of the Internal Improvement Trust Fund (TIITF), and Expressway and Bridge Authorities authorized by **Chapter 348, F.S.** Public roads under the authority of such agencies are on the SHS.

#### 3.2 TRANSFERS BETWEEN FDOT AND ANOTHER STATE AGENCY

**Transfer Agreement** requirements for transfers between FDOT and other state agencies may result in changes to maintenance or other responsibilities, but does not result in changes to the SHS designation. Therefore, the FDOT Secretary's approval is not required, and the transfers are not subject to the historical and archeological provisions of Section 2.3.2. Such transfers must be recorded in a form similar to the one for new construction, as described in Section 1.1.

#### 3.3 TRANSFERS BETWEEN STATE AGENCIES NOT INVOLVING FDOT

Any transfer of a road on the State Highway System (SHS) not under FDOT jurisdiction must be done in accordance with **Section 335.0415, F.S.** Therefore, these inter-agency transfers must be by mutual agreement, in consideration of the criteria in **Section 335.0415(4), F.S.** Approval by the Secretary of FDOT is not required as long as the transferred roadway remains part of the SHS. FDOT Districts must maintain communication with relevant state agencies in their area, be aware of impending transfers, and assist the agencies with preparing the **Transfer Agreement** and recording the transfer with a form such as referenced in Section 1.1.

#### 3.4 TRANSFERS BETWEEN ANOTHER STATE AGENCY AND A NON-STATE AGENCY

A road transfer between a non-FDOT State agency and a non-State agency must be in accordance with the same requirements as in Section 3.3, except that the transfer must be approved by the FDOT Secretary. In addition, FDOT Districts must advise the involved agencies of the need to comply with **Section 267.061(2)(a), F.S.**, regarding historic and archeological impacts (See Section 2.3.2).

## **4. CHANGES TO ROAD JURISDICTION NOT INVOLVING THE SHS**

### **4.1 BACKGROUND**

A *Transfer Agreement* that does not involve the SHS is not directly addressed by this procedure. However, FDOT is responsible for reporting all public road mileage, and so must be aware of and incorporate the results of such transfers.

### **4.2 NOTIFICATIONS**

The District must establish relationships with all agencies with jurisdiction over public roads in its area and be aware of the need to include those roads in FDOT reports. The District must ask such agencies to notify them when construction or transfer of such a road is being planned, and when the construction is complete or the transfer has become effective.

### **4.3 STATE ROADS NOT ON THE SHS**

Non-mainline roads, such as ramps, frontage roads, and certain paved travelways that are open to public vehicular traffic, are not included in SHS mileage reports, even though they are under the jurisdiction of the State. Transfers of such roads between the State and a city or county must be made with the same *Transfer Agreement* as for mainline roads, and signed by the District Secretary. However, such agreements do not require approval by the FDOT Secretary.

## **5. STATE AND COUNTY ROAD NUMBERS**

### **5.1 ROAD NUMBERING OVERVIEW**

Every State Road must have a State Road (SR) number. Any County Road may have a County Road (CR) number, but is not required to do so. Every SR and CR number that is in use must apply to only one road. This road may be discontinuous, but two separate segments with the same SR or CR number must have a logical and sequential connection between them. A road must never split into two different roads with the same SR or CR number, unless it is to allow for a one-way pair to connect to a two-way road.

### **5.2 DETERMINATION OF ROAD NUMBER**

After a road is transferred, it may retain the same road number but with a different prefix (e.g., SR 99 to CR 99 or CR 1 to SR 1), unless this results in duplicate numbers. In such cases, upon notification, the Transportation Statistics Office will locate and recommend an unused road number consistent with FDOT's *Florida Road Numbering*

**Plan.** A copy can be found in the *Transportation System Jurisdiction and Numbering Handbook*. A County has the final authority for determining the numbering of its roads, but must be provided with FDOT's recommendation.

### 5.3 PUBLIC HEARING OPPORTUNITY

If realignment or other change involves a change of an existing State Road number to another State Road number, the District must advertise an opportunity for a public hearing about the proposed number change. If no request for a public hearing is received within 14 calendar days of the date of the notices, the road number change may take place without a public hearing.

## 6. UNITED STATES (U.S.) HIGHWAY NUMBERS

### 6.1 PURPOSE OF U.S. ROUTE NUMBERING

U.S. Numbered Highways (U.S. Routes) provide an easy way for drivers to make regional or interstate trips simply by following road number signs. They are assigned and maintained by the American Association of State Highway and Transportation Officials (AASHTO). Interstate Highways are also numbered in accordance with AASHTO policies, but also are subject to Federal Highway Administration approval.

### 6.2 AASHTO'S ROLE AND POLICIES

AASHTO must approve any significant change to a U.S. Route number. The AASHTO document, *United States Numbered Highways*, includes descriptions of the current U.S. Routes, and defines the rules governing the revision to, or the adoption of, U.S. Route numbers. Since a road must be on the State Highway System to be eligible as a U.S. Route, AASHTO approval must precede any action that significantly affects a U.S. Highway number designation. A significant change is one that would change the description of the route in AASHTO's *United States Numbered Highways*. Any change in the length of the route by more than 0.1 mile between major intersecting roads, or any change in the intersecting roads themselves, or the named cities, is significant.

### 6.3 ROUTE CHANGE WITHOUT JURISDICTION CHANGE

A District may determine that a U.S. Route would be improved if it followed a different road or sequence of roads. A realignment or extension of a road may also affect the expected course of a U.S. Route. In either case, the District will notify the Transportation Statistics Office of the proposed change. If the Transportation Statistics Office determines that the change is significant, it will notify the District, which will prepare the six-part AASHTO form (see *Handbook*) and transmit it under the District Secretary's signature to the Transportation Statistics Office Manager. The Transportation Statistics Office will review it, make suggestions for necessary changes,

and forward it to AASHTO's Special Committee on U.S. Route Numbering. This subcommittee usually only meets twice a year (Spring and Fall), so any proposed changes must be planned well in advance.

## 6.4 ROUTE CHANGE WITH JURISDICTION CHANGE

If the District and a local government wish to transfer a portion of a U.S. Route from the State to the local government, the U.S. Route designation must first be moved to another State Road. That process is the same as described in Section 6.3. Because of the time it takes for such a change to be approved, the request for approval must be made well in advance of the expected completion of the ***Transfer Agreement***. As approval is not guaranteed, the ***Transfer Agreement*** must not be signed by the District before AASHTO approval is received.

## 6.5 NOTIFICATIONS

After a U.S. Route number change is approved, the Transportation Statistics Office will notify the District. The District must provide the same notifications as in Section 5.4 and update RCI (see ***Handbook***).

## 7. TRAINING

Training is not required. Assistance is available from the Transportation Statistics Office, as requested.

## 8. FORMS

The ***Transfer Agreement*** and other documents mentioned in this procedure can be patterned after examples provided in the ***Handbook*** with any changes needed to fit specific circumstances.