



# **Broward Metropolitan Planning Organization Commitment 2045 Metropolitan Transportation Plan**

## **Technical Report #5 Financial Resources**

**February 2019**

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## MPO MISSION STATEMENT

To collaboratively plan, prioritize, and fund the delivery of diverse transportation options.

## MPO VISION STATEMENT

Our work will have measurable positive impact by ensuring transportation projects are well selected, funded, and delivered.

## CONTENTS

<b>Introduction</b> .....	1
<b>Executive Summary</b> .....	2
<b>Revenue Estimate Requirements</b> .....	5
TIP and MTP Consistency.....	5
Year of Expenditure (YOE) Revenues.....	6
Reasonably-Available Revenue Assumptions .....	6
Illustrative Revenues .....	6
<b>2045 MTP Revenues</b> .....	7
MPO Attributable Funds.....	7
Capacity Programs .....	10
Non-Capacity Programs .....	12
<b>Illustrative Revenues</b> .....	14
Local Revenue Sources .....	14
Federal and State Discretionary Revenues .....	18
<b>Appendix A: <i>FDOT Revenue Forecasting Guidebook</i></b> .....	A-1
<b>Appendix B: 2045 Revenue Forecast, Broward MPO/ Broward Metropolitan Area</b> .....	B-1

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## List of Figures

Figure ES- 1: 2045 MTP Revenues (\$ Billions, YOE) .....	2
Figure ES- 2: 2045 MTP Revenue Allocation (\$ Billions, YOE) .....	3
Figure 1 - Distribution of Transportation Alternatives Revenues.....	9

## List of Tables

Table ES- 1: 2045 MTP Revenue Forecast Summary (\$ Millions, YOE) .....	4
Table 1 - Year of Expenditure (YOE) Inflation Rates .....	6
Table 2 - Broward MPO STBG Revenue Forecast (\$ Million, YOE).....	8
Table 3 - Broward MPO Transportation Alternatives (\$ Million, YOE).....	9
Table 4 - Revenues for SIS Projects in Broward County (\$ Million, YOE).....	10
Table 5 - Broward MPO Other Roads Revenue Forecast (\$ Million, YOE) .....	11
Table 6- Broward MPO Transit Revenue Forecast (\$ Million, YOE) .....	11
Table 7 - District 4 System Presevation Revenue Forecast (\$ Million, YOE).....	12
Table 8 - FDOT Safety Revenue Forecast (\$ Million, YOE) .....	13
Table 9 - Speak UP Broward Initial List of Potential Revenue Sources .....	15
Table 10 - Local Revenue Projections (\$ Million, YOE).....	16
Table 11 - Broward County Charter County Surtax (\$ Million, YOE).....	18
Table 12 - FDOT District 4 TA - Any Area Revenue Forecast (\$ Million, YOE).....	19
Table 13 - District 4 TRIP Revenue Projections (\$ Million, YOE).....	21

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## Core Products of the Broward MPO



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# Introduction

This technical report documents the assumptions used in developing a long-range financial plan for the Broward MPO. These assumptions provide the MPO with a reasonable estimate of future revenues that can be used to fund the multimodal transportation projects included in the Commitment 2045 Metropolitan Transportation Plan (MTP). Current and potential new revenue sources and potential transportation financing options are discussed.

Consistent with the requirements of Title 23 of the Code of Federal Regulations (23 C.F.R. 450.324(f)), the revenues identified for Commitment 2045 are expected to be available during the planning period through 2045. As a plan developed to satisfy federal and State planning requirements, federal and State funds, as provided by FDOT, in the 2045 Revenue Forecast for the Broward Metropolitan Area constitute a significant portion of the revenues used for the MTP. Additional revenues and financing strategies are included for illustrative purposes in identifying transportation projects that would be included if these additional resources were determined to be reasonably available during the remainder of the plan development or as implemented through the MPO's annually developed Transportation Improvement Program (TIP).

Building on the continuous nature of the Metropolitan Transportation Planning Process, the identified revenue sources consider the existing funding commitments to transportation projects as part of the MPO's Fiscal Years (FY) 2018/19–2022/23 TIP.

Following the executive summary of the financial resources, this technical report includes a discussion of the revenues used for developing the Commitment 2045 Cost Feasible MTP.

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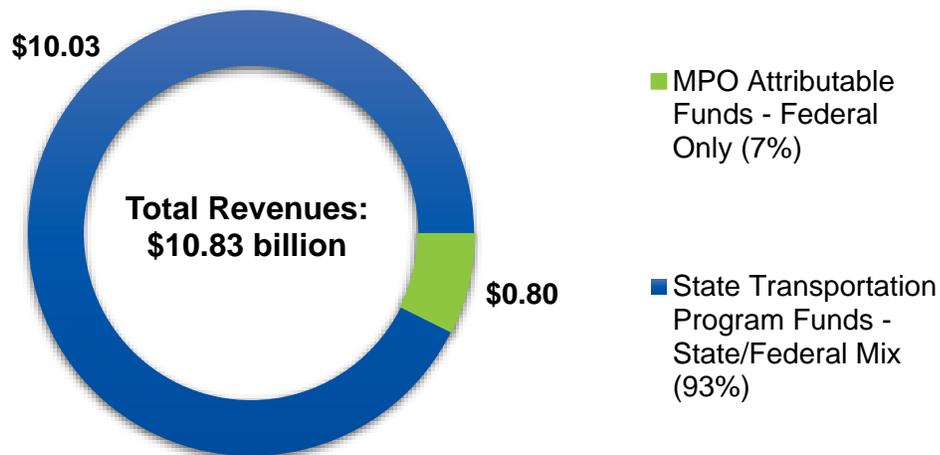
# Executive Summary

For the 2045 MTP, the Broward MPO has completed an evaluation of the revenue forecasts provided by the Florida Department of Transportation (FDOT) for State and federal funding programs and an assessment of County-level revenues generated in Broward County for funding transportation projects.

Building on the MPO's currently-adopted Transportation Improvement Program (TIP) for FY 2018/19 through 2022/23, the MTP financial resources extend an additional 22 years through the planning horizon of 2045.

The primary sources of revenue for the MPO in planning and prioritizing future funding decisions are collected and distributed at the federal and State levels. Shown in Figure ES-1 is a breakdown of the anticipated \$10.8 billion available to the MPO for developing the 2045 MTP from State and federal sources (from 2020 through 2045).

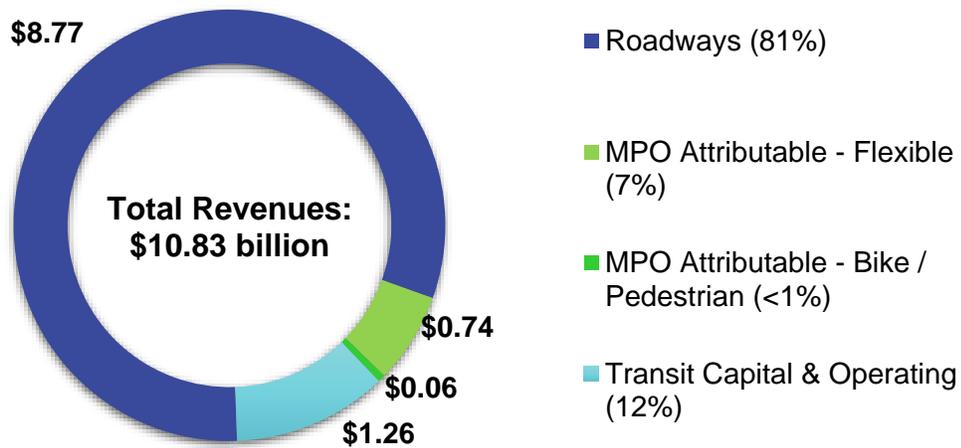
Figure ES- 1: 2045 MTP Revenues (\$ Billions, YOE)



The \$10.8 billion in revenues is reflective of future year (Year of Expenditure) revenues that will be available for transportation based on inflation applied to current revenues.

Although the MPO, through coordination with local and State partners, is tasked with developing a financially-feasible transportation plan, the identified federal and State revenues sometimes are limited in their use. Figure ES-2 shows a breakdown by types of transportation of where federal and State funding can be used. The flexible funds allocated to the MPO can be used for any transportation project that is on a roadway eligible for federal aid. The majority, 81%, of the funding identified for the 2045 MTP is for roadway capacity projects that often include the construction of multimodal infrastructure, such as bus pullouts, sidewalks, bike lanes, and other mobility and safety improvements. The need to develop a network of complete streets has resulted in roadway capacity expansion projects that now include specific and appropriate facilities based on local conditions. The smallest portion of funding shown in Figure ES-2 is available only for expanding and improving the walking and bicycling infrastructure.

Figure ES- 2: 2045 MTP Revenue Allocation (\$ Billions, YOY)



According to the *FDOT Revenue Forecasting Guidebook* (July 3, 2018), the development of long-range revenue and program forecasts are general in nature to encourage a variety of approaches and technologies to meet the stated goals of the 2045 MTP. Table ES-1 summarizes the \$10.8 billion by funding program and time period through 2045.

Table ES- 1: 2045 MTP Revenue Forecast Summary (\$ Millions, YOE)

Funding Program	2020–2023	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Surface Transportation Block Grant Program (Federal)	\$113.4	\$56.7	\$141.7	\$141.7	\$283.4	<b>\$736.9</b>
Transportation Alternatives Program (Federal)	\$9.2	\$4.6	\$11.4	\$11.4	\$22.9	<b>\$59.5</b>
Strategic Intermodal System (State/Federal Mix)	\$2,063.5	\$384.0	\$404.9	\$1,053.9	\$1,337.8	<b>\$5,244.1</b>
Other State Roadways (State/Federal Mix)	\$372.1	\$208.1	\$669.1	\$735.6	\$1,544.5	<b>\$3,529.4</b>
Transit Operating / Capital (State/Federal Mix)	\$146.3	\$75.1	\$236.7	\$259.2	\$539.9	<b>\$1,257.2</b>
<b>TOTAL</b>	<b>\$2,704.5</b>	<b>\$728.5</b>	<b>\$1,463.8</b>	<b>\$2,201.8</b>	<b>\$3,728.5</b>	<b>\$10,827.1</b>

On an annual basis, the 2045 MTP revenues through 2045 are 50 percent higher than the revenues assumed to be available to the Broward MPO when the Commitment 2040 LRTP was adopted in 2014.

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# Revenue Estimate Requirements

With the federal and State governments established requirements for developing assumptions of financial resources for the MTP, the following considerations were used as guidance for developing the revenues for implementing the projects listed in the Cost Feasible Plan and for maintenance of the transportation system.

## TIP and MTP Consistency

Because the metropolitan transportation planning process is continuous by nature, capturing the current project funding listed in the MPO's TIP provides an initial list of projects and phases that are committed through the end of FY 2022/23. Developing revenue estimates for the MTP begins where the current TIP ends.

Consistent with the guidance provided in the Federal Strategies for Implementing Requirements for LRTP Updates for Florida MPOs (January 2018), more commonly referred to as the Federal Expectations Letter, the financial resources for the 2045 MTP include the following assumptions:

- Revenues provided by FDOT for the years that overlap with the TIP have been pro-rated to eliminate the overestimation of available revenues, thus providing for an accurate level of fiscal constraint in preparing the 2045 Cost Feasible MTP.
- Revenue estimates cover at least a 20-year period and include information from the MPO's FY 2018/19–2022/23 TIP for covering the first five years of the 20-year period.
- Projects included in the 2045 MTP will be listed in the Cost Feasible MTP based on the project scheduling and funding approved by the MPO Board.

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## Year of Expenditure (YOE) Revenues

To provide an accurate representation of future project costs and revenue availability, MTP financial resources must be displayed in future YOE dollars based on inflation rates (23 C.F.R. 450.324(f)(11)(iv)). Revenue estimates provided by FDOT to the Broward MPO are in the future YOE format based on inflation rate factors used to convert present day cost (PDC) to future years. These inflation rates, shown in Table 1, are used for converting other illustrative revenue forecasts based on a 2018 PDC and are provided by FDOT in the *Revenue Forecasting Guidebook* provided in Appendix A.

Table 1 - Year of Expenditure (YOE) Inflation Rates

Time Period for Implementation	Multipliers to Convert Estimates to YOE Dollars			
	Project Cost in 2015 PDC \$	Project Cost in 2016 PDC \$	Project Cost in 2017 PDC \$	Project Cost in 2018 PDC \$
2024–2025	1.29	1.25	1.22	1.19
2026–2030	1.43	1.39	1.35	1.32
2031–2035	1.69	1.64	1.59	1.55
2036–2045	2.22	2.16	2.10	2.05

## Reasonably-Available Revenue Assumptions

Preparing the revenue forecast for the MTP requires that future estimates can reasonably be expected to be available for funding transportation capacity projects, including public transportation and maintenance of the Federal-Aid Highway System (23 C.F.R. 450.324(f)(11)(i)).

## Illustrative Revenues

Developing the 2045 MTP includes project funding assumptions for revenues not traditionally allocated to the MPO. These revenues often are allocated through national-, State-, or regional-level competitive processes. By providing an illustrative list of financial resources, the MPO can evaluate potential projects during the MTP update that would best qualify in the event that these additional resources become available to the MPO (23 C.F.R. 4520.324(f)(11)(vii)).

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## 2045 MTP Revenues

The following revenue estimates are anticipated to be available for funding future transportation projects. Funding for projects listed in the TIP through 2023 are committed based on previous approvals by the Broward MPO. The MTP revenue estimates in the sections below begin in 2024 and extend through 2045. Original estimates provided by FDOT that cover the time period of 2021–2025 have been pro-rated for developing the MTP revenue estimates. The revenues shown for each of the following categories have been reduced to 40 percent of their original values to reflect the two years (2024 and 2025) of the original five-year estimate.

### MPO Attributable Funds

Projections for MPO Attributable revenues for use in MPO long range transportation plans are generated by FDOT. Through enhanced federal, State, and MPO cooperation and guidance provided by the MPO Advisory Council (MPOAC), FDOT has provided a long-range revenue estimate through 2045. At a statewide level, these forecasts are allocated to the seven FDOT Districts. FDOT District 4 has further subdivided the forecast of annual federal and State revenue projections by Metropolitan Planning Area for use in the 2045 MTP. The District sub-allocation of revenues is documented in the *Revenue Forecast Handbook, Broward MPO/Broward Metropolitan Area*, provided in Appendix B. This handbook provides guidance for the following revenue sources.

#### Surface Transportation Block Grant Program

Under the Surface Transportation Block Grant Program (STBG), a portion of these federal funds are allocated to urban areas with a population greater than 200,000, referred to as Transportation Management Areas (TMAs), as designated by the Census Bureau following the decennial census. Pursuant to the 2045 Revenue Forecast, approximately \$623.6 million will be available from 2024–2045 for the Broward MPO, as shown in Table 2.

Table 2 - Broward MPO STBG Revenue Forecast (\$ Million, YOY)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Surface Transportation Block Grant Program / TMA	\$56.69	\$141.72	\$141.72	\$283.43	\$623.56

Previously defined as the Surface Transportation Program, the Fixing America’s Surface Transportation (FAST) Act redesignated this as the STBG Program, which covers the broadest range of eligible activities for developing the MTP. Governed by 23 U.S.C. 133(c), there are 14 unique eligible transportation project activities. Most notable is the flexibility of using funds in this program for construction of all transportation project types (highway, transit, bicycle, pedestrian, waterways, freight), operational improvements, and safety, environmental mitigation, and transportation research projects.

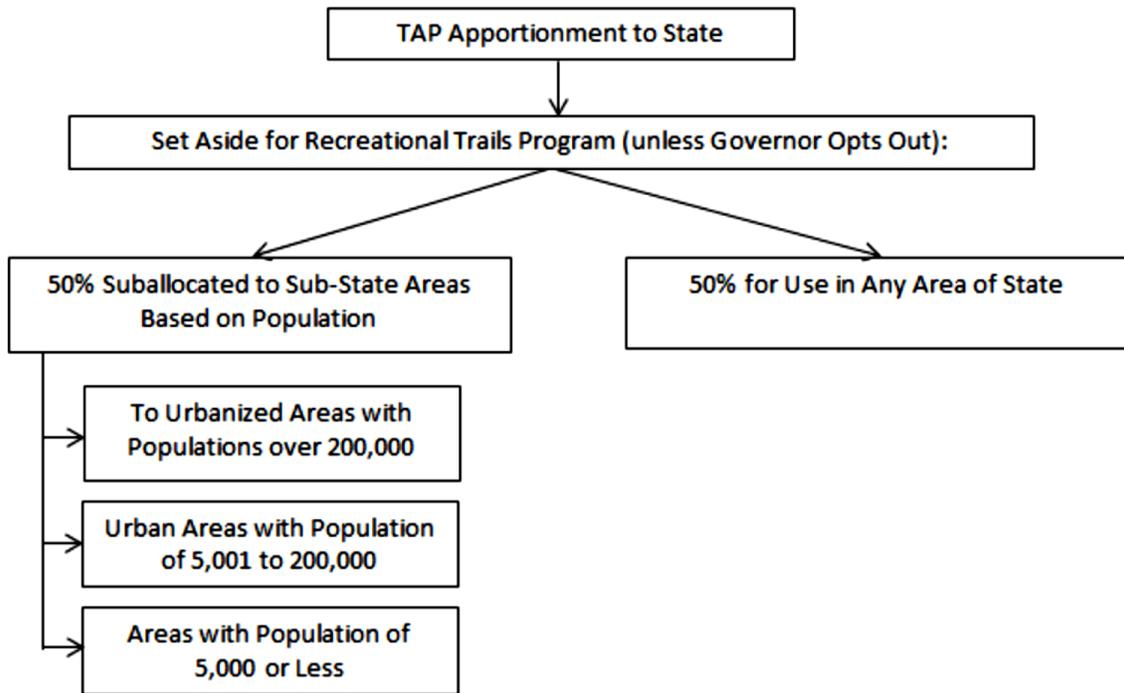
The FAST Act increased the percentage of funds in this program suballocated based on population from 51 percent in 2016 to 55 percent in 2020. This has resulted in higher amounts of revenue anticipated to be available through 2045 compared with the previous Commitment 2040 LRTP revenue forecast.

### Transportation Alternatives (TA)

Created as a new funding program under MAP-21 federal legislation, the TA Program combines three previous programs—Transportation Enhancements, Safe Routes to School, and Recreational Trails Program. Revenue estimates for the TA Program are developed into categories based on population. Designed solely to fund projects that are non-auto-based, nine eligible project types can be funded by these revenues, as outlined in 23 U.S.C. 213(b) and 101(a)(29). The two revenue categories of TA that are applicable to the Broward MPO are Transportation Alternatives–Urban Area (TALU) funds, which are allocated to urbanized areas designated as a TMA with greater than 200,000 population, and Transportation Alternatives–Any Area (TALT) funds, which are allocated at a statewide level to Florida. Figure 1 illustrates how TA revenues are distributed through the state. Table 3 presents the TALU revenues allocated to the Broward

Metropolitan Planning Area and the TALT revenues that are available on a competitive basis for the MPOs in FDOT District 4 (Broward, Indian River, Martin, Palm Beach, St. Lucie). The TALT revenues are included in the 2045 MTP as illustrative revenues and included in Table 12 later in this report.

Figure 1 - Distribution of Transportation Alternatives Revenues



Source: FHWA Transportation Alternatives Set-Aside Implementation Guidance (May 13, 2016)

Table 3 - Broward MPO Transportation Alternatives (\$ Million, YOE)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Transportation Alternatives (Urban Allocation)	\$4.58	\$11.45	\$11.45	\$22.90	\$50.38

## Capacity Programs

Program estimates for capacity projects are provided to the MPO by FDOT for assistance in developing the MTP. Revenue estimates for the Strategic Intermodal System (SIS) are derived based on the current SIS Cost Feasible Plan prepared by the FDOT Systems Implementation Office, and estimates for Other Roads and Transit revenues are developed by the Office of Policy Planning.

### Strategic Intermodal System (SIS)

The SIS Highways Construction & ROW capacity program provides funds for construction, improvements, and associated right-of-way (ROW) on highway corridors and connectors designated as part of the SIS. SIS planning, led by FDOT, includes a 22-year plan from FY 2024 to FY 2045. Using those plans, approximately \$3.18 billion in improvements has been allocated for projects in Broward County. Table 4 provides the estimated timeframe for the availability of these revenues.

Table 4 - Revenues for SIS Projects in Broward County (\$ Million, YOY)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Strategic Intermodal Systems	\$384.00	\$408.88	\$1,053.86	\$1,337.78	\$3,180.52

### Other Roads Construction and ROW

This capacity program provides funds for construction, improvements, and associated ROW on SHS roadways that are not designated as part of the SIS. Other Roads (formerly referred to as Other Arterials) revenue includes additional funding local assistance programs such as the County Incentive Grant Program (CIGP). Pursuant to the 2045 Revenue Forecast, approximately \$2.59 billion will be available for roadway infrastructure projects for 2024–2045 time period.

As shown in Table 5, Product Support revenues are estimated at 22 percent of Other Roads Construction and ROW revenues. The product support (PD&E/PE) revenue estimate is a general assumption to provide a reasonable assurance that sufficient funds will be available to fund the product support needs of large, complex improvements that will receive Other Roads Construction and ROW funds—that is, if funding is shown for the construction and ROW phases, PD&E/PE also can be assumed to be funded when assigning Other Roads revenue to projects in the 2045 Cost Feasible Plan.

Table 5 - Broward MPO Other Roads Revenue Forecast (\$ Million, YOE)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Other Roads – Construction & ROW	\$170.60	\$548.46	\$609.92	\$1,265.99	\$2,587.97
Other Roads – Product Support	\$37.54	\$120.65	\$132.65	\$278.50	\$569.34

Consistent with the guidance provided in Appendix B, up to 10 percent of the revenues in the Other Roads Program can be used for projects not on the SHS, as this revenue program includes a mix of State and federal funds.

### Transit

The Transit Program provides technical and operating/capital assistance for transit, paratransit, and ridesharing systems. From 2024–2045, FDOT estimates that Broward will receive \$1.11 billion in Transit program funding.

Table 6- Broward MPO Transit Revenue Forecast (\$ Million, YOE)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Transit Capital and Operating	\$75.07	\$236.66	\$259.17	\$539.95	\$1,110.85

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## Non-Capacity Programs

In addition to providing estimates for capacity programs, FDOT has provided District-level estimates for key non-capacity programs. A complete list of these estimates is provided in Appendix B. With the recent passage of federal performance measures and the establishment of targets for safety, system preservation, and system performance, the revenue estimates provided by FDOT have been included for purposes of expressing the commitment of FDOT and the Broward MPO in preserving the existing transportation system and addressing the concerns of transportation safety.

### System Preservation

According to the *FDOT Revenue Forecasting Guidebook* (Appendix A), “Statewide estimates for all State non-capacity programs are an integral part of the 2045 Revenue Forecast to ensure that statewide system preservation, maintenance, and support objectives will be met through 2045.” Based on agreement with the Federal Highway Administration (FHWA) and consistent with MPOAC guidelines, FDOT has provided District-level estimates related to the preservation of the existing transportation system. Included in this non-capacity program are resurfacing, bridge, and operations and maintenance activities. Table 7 shows the District 4 estimates for covering system preservation activities through 2045.

Table 7 - District 4 System Preservation Revenue Forecast (\$ Million, YOY)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Resurfacing / Bridge / Operations & Maintenance	\$691	\$2,038	\$2,199	\$4,549	\$9,477

These revenues are set aside by FDOT for meeting the statewide stated goals and are consistent with currently-established performance measure targets for:

- Resurfacing pavements on the SHS

- Repairing and replacing deficient bridges on public roads meeting State and federal criteria
- Maintaining the transportation infrastructure once constructed

### Safety Program

The intent of the Safety Program is to provide consistent funding for safety projects that meet the objectives listed in Florida’s Strategic Highway Safety Plan (SHSP). The SHSP, developed based on the requirements of the Highway Safety Improvement Program (HSIP) (23 C.F.R 148), was updated most recently by FDOT in October 2016 and added additional emphasis areas to address at-risk drivers (teens and aging road users), distracted driving, impaired driving, unrestrained occupants, motorcyclists, commercial vehicles, work zone crashes, and traffic data. As a statewide program for addressing roadway safety, future revenue estimates have been provided at a statewide level by FDOT, as shown in Table 8.

Table 8 - FDOT Safety Revenue Forecast (\$ Million, YOY)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Safety	\$328	\$826	\$825	\$1,659	\$3,638

The FAST Act limited use of HSIP eligibility to activities specifically listed rather than the previous practice of using the funds for any safety project that met the overarching program requirements according to the USDOT’s *A Guide to Federal-Aid Programs and Projects*. In addition to this change, the FAST Act added the following activities for HSIP funding:

- Installation of vehicle-to-infrastructure (V2I) communication equipment
- Pedestrian hybrid beacons
- Roadway improvements that provide separation between pedestrians and motor vehicles, including medians and pedestrian crossing islands

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## Illustrative Revenues

Illustrative revenues are intended to identify funding opportunities that may become available to the MPO in future years that are not allocated to the MPO for planning and project development purposes. These revenues often are available through a competitive process or are programmed through other planning entities.

This review provides an overview of the resources that may be available that the Broward MPO can pursue to leverage additional funding for transportation.

### Local Revenue Sources

#### Speak UP Broward Analysis

In 2014, the Broward MPO undertook a major initiative to review and explore a visioning process that included looking into “Funding the Future We Want.” Table 9 lists the revenue sources for Broward County that were explored as part of the Speak Up Broward analysis. Note that this table was prepared prior to the passage of the discretionary sales surtax for transportation, which is now being implemented.

Review of these 19 revenue sources included screening to identify the potential of each source for generating revenue and the complexity of implementation. Based on the assessment of these initial revenue sources, estimates through 2040 were developed for the six recommended revenue sources.

Although an in-depth review of this magnitude was not conducted for the 2045 MTP, the revenue potential and complexity of implementing these revenues continue to be similar in today’s transportation funding environment.

Table 9 - Speak UP Broward Initial List of Potential Revenue Sources

Category	Revenue Source
Expanding/ Increasing Existing Fees	Driver's License Fee
	Motor Vehicle License Fee and Surcharge
Expanding/ Increasing Existing Taxes	Tourism Taxes
	New Vehicle Sales Tax
	Property Tax
	Rental Car Tax/Fees
	Motor Fuel Taxes
Revenues Not Currently Authorized	Auto Insurance Tax
	Business Parking Fee
	Income Tax
	Carbon Tax/Vehicle Emissions Fee
	Cordon Charge
	Mileage Based User Fee (MBUF)
	Parking Surcharge
Authorized but Not Implemented	Discretionary Surtax
Project or Geographically Concentrated	Air Rights
	Development Charges
	Land Value Capture/Tax Increment Financing
	Toll Road

Source: *Speak Up Broward – Funding the Future We Want, June 2014*

### Local Fuel Taxes

A review was conducted of the existing fuel taxes collected locally in Broward County. As revenues are collected by Broward County and distributed through resolution to the municipalities for budgeting and programming, it is not assumed that these revenues will be available for funding transportation projects in the 2045 MTP. A summary of the revenue potential from these sources for 2024–2045 is provided in Table 10.

For each fuel tax, a description of eligible activities and the current budget expectations are listed. Since 1980, fuel efficiency has increased by approximately 0.50 percent each year. Developing estimates for these fuel taxes

incorporates this annual deflation factor as a function of the per-capita fuel tax collected.

Table 10 - Local Revenue Projections (\$ Million, YOY)

Funding Program	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
State Constitutional Fuel Tax	\$32.04	\$80.55	\$80.85	\$160.92	\$354.37
County Fuel Tax	\$14.10	\$35.36	\$35.37	\$69.98	\$154.81
Municipal Fuel Tax	\$31.29	\$78.62	\$78.87	\$156.82	\$345.60
Ninth-Cent Fuel Tax	\$19.49	\$49.14	\$49.56	\$99.36	\$217.55
6-Cent Local Option Fuel Tax	\$108.76	\$273.33	\$274.59	\$547.48	\$1,204.16
5-Cent Local Option Fuel Tax	\$81.12	\$203.96	\$204.79	\$408.14	\$898.01
Transportation Concurrency Fees	\$9.20	\$23.00	\$23.00	\$46.00	\$101.20

*Constitutional Fuel Tax* – State tax of 2 cents per gallon of motor fuel. Proceeds are allocated to meet debt service requirements and for the acquisition, construction, and maintenance of roads. For FY 2018, Broward County is estimated to receive \$15.6 million in revenue from this fuel tax.

*County Fuel Tax* – Tax levied on motor fuel at a rate of 1 cent per gallon. Proceeds are used for transportation-related expenses with the legislative intent that the proceeds be used to reduce the burden of county ad valorem taxes. For FY 2018, Broward County is estimated to receive \$6.9 million in revenue from this fuel tax.

*Municipal Fuel Tax* – 1-cent tax per gallon on motor fuel. Proceeds are distributed to municipalities and are used only for the purchase of transportation facilities and road and street ROW; construction, reconstruction, and maintenance of roads, streets, bicycle paths, and pedestrian pathways; adjustment of City-owned utilities as required by road and street construction; and construction and reconstruction of transportation-related public safety activities, and maintenance and operation of transportation facilities.

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*Ninth-Cent Fuel Tax* – 1-cent tax on every gallon of motor fuel and diesel sold within a county. Proceeds may be used for specified transportation expenditures including public transportation operations and maintenance, roadway ROW and drainage, street lighting, bridge maintenance, and debt service for roadway/sidewalk construction.

*1st Local Option (6¢) Fuel Tax* – 0–6-cent tax on every gallon of motor fuel and diesel sold within a county. Proceeds may be used in the same manner as the 9th cent fuel tax. Broward County has adopted all 6 pennies.

*2nd Local Option (5¢) Fuel Tax* – 0–5-cent tax on every gallon of motor fuel sold within a county. Proceeds may be used for expenditures for the construction of new roads, reconstruction or resurfacing of existing paved roads, or paving of existing graded roads deemed to increase capacity; such projects can be included in the capital improvements element of an adopted comprehensive plan. Routine maintenance of roads is not considered an authorized expenditure. Broward County has adopted all 5 cents.

### Transportation Concurrency Fees

Broward County is divided into 10 concurrency districts—2 “road” concurrency districts and 8 “transportation” concurrency districts. The revenues from these transportation fees must be used to fund improvements in the Transit Development Plan. Revenue projections are based on the Broward County budget. Future estimates for the Transportation Concurrency Fees are listed in Table 10.

### Toll Revenues

As part of the Southeast Florida Regional Transportation Plan, potential managed-lanes projects are being considered during the scenario planning process. Five roadway corridors have been identified for potential tolling within Broward County. By 2045, it is estimated that \$756 million of toll revenues could be available as a potential revenue source. Applicability and use of this revenue is still be contemplated as part of the regional policy discussion for developing the Regional Transportation Plan. The five potential corridors in Broward County include: Sawgrass Expressway, Florida Turnpike, I-75 Southbound and I-95

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## Transportation Surtax

During the 2018 election cycle, voters in Broward County passed the transportation 1% Charter County Surtax on November 6. The surtax creates a dedicated county-wide funding source over the next 30 years for transportation system improvements. From 2020 through 2045, the surtax is estimated to generate \$11.1 billion for transportation. Based on analysis conducted by Broward County, Table 11 includes a summary of revenues anticipated to be collected through 2045. The projected total of \$11.1 billion reflects a 5 percent reduction in the total anticipated collection for conservative budgeting purposes.

Table 11 - Broward County Charter County Surtax (\$ Million, YOY)

Funding Program	2024 – 2025	2026 – 2030	2031 – 2035	2036 – 2045	Total – All Years
Charter County Transportation Surtax	\$765.61	\$2,102.38	\$2,401.95	\$5,879.42	\$11,149.35

## Federal and State Discretionary Revenues

### Better Utilizing Investments to Leverage Development (BUILD) Grant Program

According to the US DOT website ([www.Transportation.gov](http://www.Transportation.gov)), BUILD transportation grants replace the pre-existing Transportation Investment Generating Economic Recovery (TIGER) grant program. As the Administration looks to enhance America's infrastructure, BUILD transportation grants are for investments in surface transportation infrastructure and are awarded on a competitive basis for projects that have a significant local or regional impact. BUILD funding can support roads, bridges, transit, rail, ports, or intermodal transportation. In 2016, the Broward MPO was awarded \$11.4 million for the Regional Complete Streets Initiative. Since 2009, more than \$5.5 billion has been awarded to competitive regional and metropolitan projects through the TIGER grant program.

For 2018, \$1.5 billion was made available through the BUILD grant program, with no more than \$150 million being awarded to a single state. US DOT is planning

to award a greater percentage of future grant funds to projects in rural areas to better align with the project merit criteria.

### Transportation Alternatives – Any Area

The TA Program (TALT) is allocated based on population; the “any area” portion of this allocation (as reflected in Figure 1) is managed at the FDOT District level. Funds are programmed on projects at the District’s discretion based on prioritization and qualifying activities. As shown in Table 12, the FDOT District 4 allocation of these revenues is just over \$100 million for 2024–2045.

Table 12 - FDOT District 4 TA – Any Area Revenue Forecast (\$ Million, YOY)

Funding Program	2024 – 2025	2026 – 2030	2031 – 2035	2036 – 2045	Total – All Years
Transportation Alternatives (Any Area)	\$9.10	\$22.74	\$22.74	\$45.47	\$100.05

### Infrastructure for Rebuilding America (INFRA) Grants

Originally introduced as FASTLANE Grants as part of Nationally Significant Freight and Highway Projects under the FAST Act, the INFRA grant program provides dedicated, discretionary funding for projects that address critical issues facing the nation’s highways and bridges. Grant awards through the INFRA program must be at least \$25 million for urban areas. The INFRA program is currently funded at \$1.5 billion annually. Potential project awards require a benefit cost analysis and must consider certain project readiness guidelines.

### State Transit New Starts

According to the *FDOT Revenue Forecasting Guidebook* (Appendix A), FDOT allocates 10 percent of doc stamp funds to the Florida New Starts Program on an annual basis. Certain eligibility requirements must be met for using these funds. Although the New Starts Program is managed at the State level, assumptions regarding partial funding of projects in the MTP should include documentation of FDOT’s commitment of these funds. Without the stated commitment of FDOT, projects using the State New Starts Program would be listed as illustrative

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projects in the MTP. Listed along with the illustrative projects, the following minimum information should be included in the MTP and developed in cooperation with FDOT District 4:

- Description of project and estimated costs
- Assumptions related to amount of statewide New Starts funding for project
- Assumptions related to share and amount of non-State matching funds for project and likelihood such funding will be available as planned

#### **Transit New Starts Eligibility Criteria**

- Fixed-guideway rail or BRT in dedicated transitway.
- Support local growth plans.
- State funding limited to 50% of non-federal share.
- Local funding must match or exceed State funding.
- Eligible phases include final design, ROW, construction, and equipment purchases.

#### **Transportation Regional Incentive Program (TRIP)**

TRIP was created as part of major Growth Management legislation enacted during the 2005 Florida Legislative Session (SB 360) with the purpose of encouraging regional planning by providing State matching funds for improvements to regionally-significant transportation facilities identified and prioritized by regional partners. TRIP funds are used to match local or regional funds up to 50 percent of the total project costs for regionally-significant road and public transportation projects. A project may not be programmed using TRIP funds unless the project meets the requirements of Section 339.2819, F.S.

TRIP funds are distributed to the FDOT Districts based on a statutory formula of equal parts population and fuel tax collections. Districts 4 and 6 program TRIP funds based on lists of prioritized projects submitted by the Southeast Florida Transportation Council (SEFTC). For illustrative purposes, Table 13 presents potential distribution levels of District 4 TRIP revenue projections based on 2017

MPO population levels. The population estimates used for this distribution are from the FDOT Forecasting and Trends Office MPO/TPO Population Estimates April 1, 2017.

Table 13 - District 4 TRIP Revenue Projections (\$ Million, YOY)

County	2017 Population	Percent	2024–2025	2026–2030	2031–2035	2036–2045	Total – All Years
Broward	1,874,000	48.2%	\$5.75	\$20.78	\$23.09	\$47.34	\$96.77
Indian River	149,000	3.8%	\$0.44	\$1.65	\$1.84	\$3.76	\$7.69
Martin	153,000	3.9%	\$0.45	\$1.70	\$1.89	\$3.86	\$7.90
Palm Beach	1,414,100	36.4%	\$4.20	\$16.67	\$17.42	\$35.72	\$73.02
St. Lucie	297,600	7.7%	\$0.88	\$3.30	\$3.67	\$7.52	\$15.37
District 4	3,887,700	100.0%	\$11.56	\$43.1	\$47.90	\$98.20	\$200.76

### SUN Trail

The Florida Shared-Use Nonmotorized (SUN) Trail Network is authorized under Florida Statutes Section 339.81. FDOT is directed to make use of its expertise in efficiently providing transportation projects to develop a statewide system of paved non-motorized trails as a component of the Florida Greenways and Trails System, which is planned by the Florida Department of Environmental Protection. Managed as a statewide program, FDOT has estimated that this program will have \$25 million annually through 2045. A total of \$550 million is anticipated to be available for 2024–2045.

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## **Appendix A:**

# ***FDOT Revenue Forecasting Guidebook***



Florida Department of Transportation

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# Revenue Forecasting Guidebook

July 3, 2018



## Note

This document is designed to be viewed in an electronic format. All references are hyperlinked.

This is a living, working document. Please report errors, omissions, or corrections to Erika Thompson, Office of Policy Planning, [erika.thompson@dot.state.fl.us](mailto:erika.thompson@dot.state.fl.us) or 850-414-4807.

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# Table of Contents

Introduction .....	1
Purpose .....	2
Guiding Principles .....	6
Financial Integrity .....	6
Collaboration .....	6
Communication and Transparency .....	7
Financial Planning for Transportation .....	8
Long Range Plans .....	9
Intermediate Range Plans .....	11
Short Range Plans .....	12
Evaluating the Process .....	12
Timeliness: Adherence to schedule .....	13
Customer Service: Outreach to MPOs .....	13
Frequency: Review of financial information .....	14
Productivity: Usefulness of document .....	14
Timeline for Planning and Conducting the Revenue Forecast .....	16
Revenue Forecast Process .....	19
Overview of Roles and Responsibilities .....	19
Methodology for Developing the Revenue Forecast .....	22
Revenue Forecast Handbook for MPOs .....	27
General Guidance on Using the Estimates .....	27
Metropolitan Estimates .....	28
Other Transportation Revenue .....	36
Developing a Cost Feasible Plan .....	41
Appendix A: State Transportation Programs and Funding Eligibility .....	A-1
State Transportation Programs .....	A-1
Funding Eligibility for Major Programs .....	A-3
Appendix B: Leveraging, Cash Flow, and Other Transportation Finance Tools .....	B-1
Federal/State Transportation Finance Tools .....	B-1
State Transportation Finance Tools .....	B-2
Future Toll Facility Projects in Metropolitan Long Range Transportation Plans .....	B-3
Appendix C: Other Information .....	C-1
Inflation Factors .....	C-1

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Relationship of Construction and ROW Costs .....	C-2
Appendix D: Glossary .....	D-1



## Introduction

The premise of the long range revenue forecast is rooted in federal regulation originally required by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). All transportation acts since that time have continued the requirement for a financial plan. Currently, Title 23 of the United States Code (U.S.C.) Section 134 requires a Metropolitan Planning Organization (MPO) Long-Range Transportation Plan (LRTP) to contain a financial plan that demonstrates how the adopted LRTP can be implemented.

The financial plan should indicate resources from public and private sources that are reasonably expected to be made available to carry out the plan and recommend any additional financing strategies for needed projects and programs. The financial plan should demonstrate fiscal constraint and ensure that the LRTP reflects realistic assumptions about future revenues. Additionally, Title 23 U.S.C. Section 134 indicates that the MPO, applicable transit operator, and State should cooperatively develop estimates of funds that will be available to support plan implementation.

Since 1994, the Florida Department of Transportation (FDOT) has worked with the Metropolitan Planning Organization Advisory Council (MPOAC) to develop long range revenue forecasts to assist Metropolitan Planning Organizations (MPOs<sup>1</sup>). The Revenue Forecast helps them to comply with federal requirements for developing cost feasible transportation plans and to demonstrate coordinated planning for transportation facilities and services in Florida. The revenue forecast is used by FDOT for the Strategic Intermodal System (SIS) Cost Feasible Plan (CFP) which is FDOT's plan for identifying projects on the SIS that are considered financially feasible over a period of 11 to 25 years out from the CFP release date.

During the development of the revenue forecast, FDOT meets with and regularly updates the MPOAC on various milestones throughout the process. These updates encourage meaningful conversation about any issues or concerns involving the revenue forecast and allows FDOT to understand and address the concerns of the MPOAC. This regular communication has fostered a cooperative and collaborative environment, assisting the FDOT and MPOs in reconciling their long range plans; thus demonstrating coordinated planning for transportation facilities and services in Florida and better documenting long range needs in the state.

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<sup>1</sup> For the purposes of this document, the acronym refers to all forms of a MPO including Transportation Planning Organization (TPO), Transportation Planning Agency (TPA), and Metropolitan Transportation Planning Organization (MTPO).

## Purpose

This Guidebook is intended to provide FDOT and MPO staff and consultants with a single source that documents the process for preparing the long range transportation revenue forecast. It also provides the principles by which the process will be guided and the measures used to evaluate the process. Florida's MPOs are advised to use the revenue estimates provided by FDOT and this guidebook to assist in the update of their LRTPs.

If an independent forecast is used, it is in the best interests of all to develop it in a cooperative process with the District and the Office of Policy Planning (OPP).

If a MPO does not use the FDOT revenue forecast, they are required to develop their own independent forecast. Under current FHWA/FTA policy, they are required to document their forecast in their LRTP. Additionally, FDOT recommends (based on 23 CFR 450.324(f)(11)(ii)) that the FDOT Revenue Forecast be included in an Appendix to the LRTP, and that recommendation would still apply even if an MPO develops an independent forecast.

Several fundamental points drive the development of the statewide long range revenue forecast:

- The forecast is based on current federal and state laws, funding sources, and FDOT policies, as well as assumptions concerning factors affecting state revenue sources (e.g., population growth rates, motor fuel consumption and tax rates).
- The FDOT's Program and Resource Plan (PRP) is used as the basis for the forecast. It is the financial planning document used by the Department for the 10-year period that includes the Five Year Work Program. Annual estimates of funding levels for each subprogram and fund source in the PRP are prepared through the horizon year to ensure that the forecast is compatible with the PRP format and structure; however, they are consolidated for analysis and reporting purposes as described later in this document.
- The forecast is centered only on state and federal funds that "pass through" the FDOT Five Year Work Program. It does not include estimates for local government, local/regional authority, private sector, federal funds that go directly to transit operators, or other funding sources except as noted. While these other fund sources are not part of the statewide forecast, they should be considered as part of the overall metropolitan forecast based on their information source.
- The forecast consolidates the numerous fund codes used by the FDOT into three major fund categories: Federal, State, and Turnpike and Tolls. Federal funds include all federal aid (e.g., Surface Transportation Program) that pass through the department's budget. Turnpike funds include proceeds from Turnpike tolls, bonds sold for Turnpike activities, and concession revenues. State funds include the remaining state revenues, such as motor fuel taxes, motor vehicle fees, and right of way bonds. Toll credits are used to match federal aid (referred to as 'soft match') to minimize the state funds used to match regular federal programs.

- No estimates are developed for new revenue sources or increases in existing revenues unless otherwise stipulated in law. This helps ensure long range plans are not jeopardized by erroneous assumptions regarding the time or magnitude of future changes in revenue sources.
- The forecast collapses the Department’s major programs into two categories: capacity programs and non-capacity programs. Capacity programs are major FDOT programs that expand the capacity of the state’s transportation systems. Non-capacity programs are the remaining FDOT programs that are designed to support, operate, and maintain the state transportation system. Table 1 includes a brief description of each major program. Appendix A contains a more detailed discussion of the programs and the types of activities eligible for funding in each.
- Revenue forecasts estimate the value of money at the time it will be collected and reflects future revenue. Future revenue is often referred to as *year of expenditure* dollars. In recent statewide revenue forecasts, federal funding has been projected to be constant in year of expenditure dollars, meaning it is projected to slowly decline in purchasing power. Typically, state funding has been projected to increase more rapidly, but the projections still amount to slow growth in purchasing power. All amounts in the forecast are expressed in year of expenditure dollars.
- A statewide revenue forecast developed cooperatively, provides consistency in the assumptions and approaches used when estimating future state and federal funding.
- Using the statewide revenue forecast, FDOT will identify planned projects and programs funded with allocations for SIS Highways Construction & ROW, Aviation and Spaceport, Rail, Seaport, and Shared Use Network (SUN Trail, providing a statewide network of paved greenways and trails) programs as part of development of the SIS Cost Feasible Plan. The MPOs will identify planned projects and programs funded by Non-SIS Highways and Transit programs.

Table 1 provides a description of the eight major capacity programs and six major non-capacity programs included in the revenue forecast.

### Advisory Concerning Florida’s Turnpike Enterprise

Within the framework of the Florida Department of Transportation (FDOT), Florida’s Turnpike Enterprise (Turnpike) is given authority, autonomy and flexibility to conduct its operations and plans in accordance with Florida Statute and its Bond Covenants. The Turnpike’s traffic engineering consultant projects Toll Revenues and Gross Concession Revenues for the current year and the subsequent 10-year period, currently FYs 2018-2028. The consultant’s official projections are available at [http://www.floridasturnpike.com/documents/reports/Traffic%20Engineers%20Annual%20Report/1\\_Executive%20Summary.pdf](http://www.floridasturnpike.com/documents/reports/Traffic%20Engineers%20Annual%20Report/1_Executive%20Summary.pdf).

Projections of Turnpike revenues within the State of Florida Revenue Forecast beyond FY2028 are for planning purposes, and no undue reliance should be placed on the

estimates. Such amounts are generated and shared by the FDOT Office of Policy Planning (OPP) for purposes of accountability and transparency in development of this document. Such projections are part of the Revenue Forecast process, which serves the needs of MPOs generating required Long Range Transportation Plans (LRTPs). MPOs do not program capital projects or make decisions concerning Turnpike spending. OPP projections are not part of the Turnpike's formal revenue estimating process and are not utilized for any purpose other than to provide MPOs with an approximation of potential future revenues. Such amounts do not reflect the Turnpike's requirement to cover operating and maintenance costs, payments to bondholders for principal and interest, long-term preservation costs, and other outstanding Turnpike obligations and commitments."

**Table 1 Description of the Major Programs Included in the Revenue Forecast**

Capacity Programs	Non-Capacity Programs
<p>SIS Highway Construction &amp; ROW – Construction, improvements, and associated right of way on SIS highways (i.e., Interstate, the Turnpike, other toll roads, and other facilities designed to serve interstate and interregional commerce including SIS connectors).</p>	<p>Safety – Includes the Highway Safety Improvement Program, the Highway Safety Grant Program, bicycle and pedestrian safety activities, the Industrial Safety Program, and general safety issues on a Department-wide bases.</p>
<p>Aviation – Financial and technical assistance to Florida’s airports in the areas of safety, security, capacity enhancement, land acquisition, planning, economic development, and preservation.</p>	<p>Resurfacing – Resurfacing of pavements on the State Highway System and local roads as provided by state law.</p>
<p>Rail – Rail safety inspections, rail-highway grade crossing safety, acquisition of rail corridors, assistance in developing intercity and commuter rail service, and rehabilitation of rail facilities.</p>	<p>Bridge – Repair and replace deficient bridges on the State Highway System. Includes federal bridge funds which must be expended off the federal highway system (e.g., local bridges not on the State Highway System).</p>
<p>Intermodal Access – improving access to intermodal facilities, airports and seaports, and acquisition of associated rights of way.</p>	<p>Product Support – Planning and engineering required to “produce” FDOT products and services (i.e., each capacity program of safety resurfacing, and bridge programs).</p>
<p>Seaport Development – Funding for development of public deep-water port projects, such as security infrastructure and law enforcement measures, land acquisition, dredging, construction of storage facilities and terminals, and acquisition of container cranes and other equipment used in moving cargo and passengers</p>	<p>Operations &amp; Maintenance (O&amp;M) – Activities to support and maintain transportation infrastructure once it is constructed and in place. The Revenue Forecast includes projections of future FDOT expenditures for O&amp;M on the State Highway System on the District level. Projections are not made on the MPO level because they would not serve any purpose.</p>
<p>Non-SIS Highways Construction &amp; ROW – Construction, improvements, and associated right of way on State Highway System roadways not designated as part of the SIS. Also includes funding for the Economic Development Program, the County Incentive Grant Program, the Small County Road Assistance Program, and the Small County Outreach Program.</p>	<p>Administration and Other – Resources required to perform the fiscal, budget, personnel, executive direction, document reproduction, and contract functions. Also includes the Fixed Capital Outlay Program, which provides for the purchase, construction, and improvement of non-highway fixed assets (e.g., offices, maintenance yards).</p>

Transit – Technical, operating, and capital assistance to transit, paratransit, and ridesharing systems.	
SUN Trail – FDOT is directed to make use of its expertise in efficiently providing transportation projects to develop a statewide system of paved non-motorized trails as a component of the Florida Greenways and Trails System (FGTS), which is planned by the Florida Department of Environmental Protection (FDEP).	

## Guiding Principles

Guiding principles establish the foundation by which an organization or process will function. The principles listed below will be used to prepare the statewide revenue forecast. They set the standard of practice for how FDOT will identify and forecast financial resources that are reasonably expected to be available to plan and develop the transportation system.

### Financial Integrity

Guiding Principle: FDOT Central Office will demonstrate financial integrity by exhibiting fiscal responsibility when estimating future revenues.

Financial integrity involves responsibly evaluating the probability of risks. As stewards of public money, it is prudent for both FDOT and the MPOs to balance both risk and reward when estimating future revenues. A complete financial plan should consider all potential resources realistically expected to be available under reasonable assumptions at the time of the estimate. Having a financially sound approach can help guard against future unknowns to the greatest extent possible.

### Collaboration

Guiding Principle: FDOT Central Office will collaborate with the FDOT District MPO Liaisons and the MPOAC regarding the statewide revenue forecast.

Collaboration is a process where multiple individuals or groups work together to achieve a shared goal. Acknowledging the complex process of developing the statewide revenue forecast, FDOT works with the MPOAC and the MPOs to draft, discuss, and agree upon financial guidelines to ensure consistency in the preparation and use of the forecast. Input and acceptance by all parties (internal and external to FDOT) is important for success and acceptance. Therefore,

agreement on the financial guidelines early in the process helps to minimize the potential for misunderstanding or disagreement as the forecast is prepared.

## **Communication and Transparency**

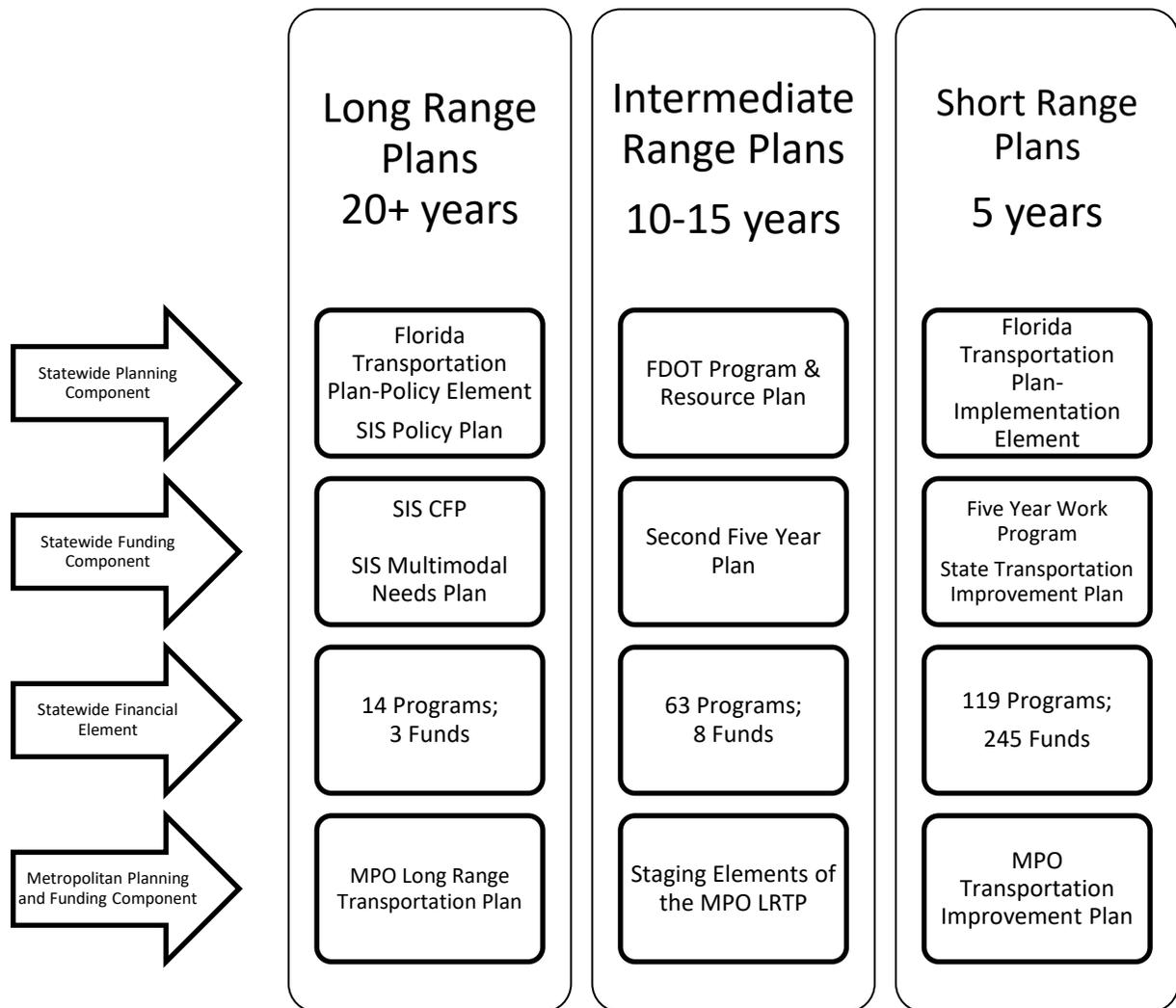
Guiding Principle: FDOT Central Office will communicate with the FDOT District MPO Liaisons and the MPOAC regarding the statewide revenue forecast.

Communication is the transfer of ideas and information among all parties. Communication is the key to FDOT, the MPOAC, and the MPOs making sound decisions to document assumptions on future revenue through the statewide revenue forecast. Throughout the process, it is the intent of FDOT to conduct frequent and thorough updates to encourage open and transparent dialog.

# Financial Planning for Transportation

Financial planning for statewide and metropolitan transportation plans is typically required for three periods: long range (20 or more years), intermediate range (10-15 years), and short range (5 years). Figure 1 summarizes the three periods and the types of plans prepared at each stage. The specificity of these plans, including financial elements, varies in detail and implied accuracy. Assumptions, and the level of detail of underlying data, used in development of these three types of plans vary. These assumptions move from general (long range) to specific (short range) as information becomes available as shown below.

**Figure 1 Summary of Planning Periods**



The following describes the purpose and characteristics for long-, intermediate-, and short-range plans.

## Long Range Plans

The purpose of long range plans is to set policy including vision, goals, objectives, and strategies. In some cases, it also identifies needed major improvements while preserving and maintaining prior investments. When improvements are identified, a determination should be made as to those that are “cost feasible”. Long range plans are updated every three to five years and are more general than intermediate and short range plans. They are based upon general assumptions and estimates, and can be affected as conditions change (e.g., changes in policy, technology, growth). Characteristics of long range plans typically include:

- Horizons of 20+ years where project plans are sometimes organized in stages (e.g., first five years, second five years);
- Planned public transportation improvements may not specify technologies or detailed access requirements and have general alignments, routes or coverage areas;
- Traffic operations improvements, including the use of Intelligent Transportation System (ITS) techniques, may be included as area-wide programs or multi-corridor programs; and
- System preservation activities such as roadway resurfacing, bridge rehabilitation and maintenance, if included, are treated as programs rather than site- or corridor-specific projects.

In the development of a long range plan, revenue and program forecasts are general in nature to encourage a variety of approaches and technologies to meet stated goals. Program forecasts differentiate only between major types of activities (e.g., capacity improvements for eligible modal programs, preservation programs, and support activities) that are sufficient to develop estimates. Revenue and program forecasts cover 20 or more years and can fluctuate from year to year. Estimates for one year or a few years are not produced because they can be misleading in such a short time frame.

Long range plans are broad guides to the makeup and management of the future transportation system. They do not offer the detail of the FDOT Five Year Work Program or the MPO’s Transportation Improvement Program (TIP). Planned improvements and programs may have to be modified as more detailed information becomes available or as conditions change. Project cost estimates and descriptions – including the primary mode in a corridor or system – will change during project development activities. In addition, subsequent changes in revenue estimates, costs, program levels and laws and policies are likely to happen and may affect future 10-year plans such as the Program and Resource Plan (PRP) and shorter term plans such as the Work Program and TIPs. Ideally, these changes are monitored for the purpose of improving the long range planning process.

Long range planning happens at the state and regional/local level. The state carries out long range planning through regular updates of the Florida Transportation Plan (FTP), the Strategic Intermodal System (SIS) Policy Plan, statewide modal plans, the SIS Cost Feasible Plan (CFP), and the Multimodal Unfunded Needs Plan. MPOs document their long range planning efforts with the Long Range Transportation Plan (LRTP).

### Types of Plans - State Level

**Florida Transportation Plan (FTP).** The FTP is the single overarching statewide plan guiding Florida's transportation future. It is a plan for all of Florida created by, and providing direction to the FDOT and all organizations that are involved in planning and managing Florida's transportation system, including the MPOs. The FTP provides the policy framework for the department's intermediate and short range plans including the Program and Resource Plan (PRP), legislative budget requests, and the Work Program.

**SIS Policy Plan.** The SIS Policy Plan is a primary emphasis of FTP implementation and aligns with the current FTP. The SIS Policy Plan establishes the policy framework for planning and managing Florida's Strategic Intermodal System, the high priority network of transportation facilities important to the state's economic competitiveness. The SIS Policy Plan details policy that focuses on capacity improvements and building a system. It provides guidance for decisions about which facilities are designated as part of the SIS, where future SIS investments should occur, and how to set priorities among these investments given limited funding.

**SIS Cost Feasible Plan.** The Cost Feasible Plan identifies projects on the SIS that are considered financially feasible during the next fifteen to twenty years based on current revenue forecasts. Projects in this plan could move forward into the Second Five (Years 6 through 10) as funds become available or backwards into the Unfunded Needs Plan if revenues fall short of projections.

**Multimodal Needs Plan.** The Unfunded Needs Plan identifies transportation projects on the SIS that help meet mobility needs, but where funding is not expected to be available during the time period of the SIS Cost Feasible Plan. Projects in the unfunded needs plan could move forward into the SIS Funding Strategy as funds become available.

### Type of Plans - Regional/Local Level

**Long Range Transportation Plan (LRTP).** The MPO is responsible for developing a LRTP that addresses no less than a 20-year planning horizon. The LRTP encourages and promotes the safe and efficient management, operation, and development of a cost feasible intermodal transportation system. That system will serve the mobility needs of people and freight within and through urbanized areas of this state, while minimizing transportation-related fuel consumption and air pollution. The LRTP must include long-range and short-range strategies consistent with state and local goals and objectives.

## Intermediate Range Plans

The purpose of the intermediate range plans is to bridge the gap between long and short range plans given the timing of those two plans. They should show how progress will be made in attaining goals and objectives of the long range plan (e.g., resurfacing objectives). Characteristics include:

- Generally a 10 to 15 year time period
- Increased levels of specificity and detail (but less detail than a Work Program or TIP)
- May be updated each year

Intermediate range planning happens at the state and regional/local level. Intermediate range planning at the state level include production of the Program and Resource Plan (PRP) and the Second Five Year Plan. MPOs accomplish intermediate range planning by updating the staging elements (e.g., highest priority projects for the first 10 or 15 years) of their long range plans.

Types of Plans - State Level
<p><b>Program and Resource Plan (PRP).</b> The PRP addresses a ten year period. It includes estimates of funding and program accomplishments for over 60 categories of activities (programs or subprograms). Revenue forecasts for these years are developed for four categories of federal funds and four categories of state funds, but specific projects are not identified. Planned program and subprogram levels may have to be modified over time as more detailed information becomes available or as conditions change, including the results of analyses of performance from carrying out previous work programs. FDOT assesses these changes during the annual update and extension of the PRP.</p>
<p><b>Second (2<sup>nd</sup>) Five Year Plan.</b> The 2<sup>nd</sup> Five Year Plan illustrates SIS projects that are scheduled to be funded in the five years following the Tentative Work Program (Years 6 through 10). This plan is developed during the FDOT work program development cycle in the same manner as the Tentative Work Program. Upon annual commencement of the FDOT work program development cycle, the first year of the previous 2<sup>nd</sup> Five-Year Plan becomes the new fifth year of the Tentative Work Program and the 2<sup>nd</sup> Five-Year Plan is shifted accordingly. An Approved plan is published for public consumption typically in the fall following the publication of the Adopted Five-Year Work Program.</p>
Types of Plans - Regional/Local Level
<p><b>Staging elements of the LRTP.</b> As part of drafting the LRTP, the MPO develops a Cost Feasible Plan (CFP) to identify projects for funding by establishing need, defining funding limits, and identifying projects in the Needs Assessment. Projects are evaluated based on project selection criteria that scores a project’s benefits and impacts. Within the CFP, the MPO stages projects to be funded based on evaluation criteria and the revenues generally expected to be available during the planning period. The staging of projects should account for limitations in the use of various revenue sources as well as prior investment and commitments to be consistent with the streams of funding from various programs.</p>

**Transit Development Plans.** TDPs are required for grant program recipients in the Public Transit Block Grant Program, Section 341.052, F.S. A TDP shall be the provider’s planning, development, and operational guidance document, based on a ten-year planning horizon and covers the year for which funding is sought and the nine subsequent years. A TDP or an annual update is used in developing the Department’s five-year Work Program, the Transportation Improvement Program, and the Department’s Program and Resource Plan. It is formally adopted by a provider’s governing body, and requires a major update every five years. Technical assistance in preparing TDPs is available from the Department. Specific requirements can be found in Rule 14-73, Florida Administrative Code.

## Short Range Plans

The purpose of short range plans – usually called programs – is to identify specific types of work (e.g., planning, engineering, construction) and specific funding (e.g., FDOT fund codes) for projects and programs. They should contain activities that will make progress in attaining goals and objectives of the FTP. Characteristics include:

- Time period of 3-5 years
- Most exact of the three types of planning
- Based on specific assumptions and detailed estimates
- May not be dramatically affected by changed conditions (e.g., adopted projects and programs are intended to be commitments, but may change in extraordinary circumstances).

Short range planning also happens at both the state and regional/local level. The state performs short range planning through production of the Work Program and the State Transportation Improvement Program (STIP). MPOs accomplish short range planning through production of their Transportation Improvement Program (TIP).

### Types of Programs – State Level

**Adopted Five Year Work Program.** The Department’s Five Year Work Program addresses project and program funding for the next five fiscal years. It includes detailed information for almost 120 programs and numerous job types, systems, phases, and more than 245 fund categories (“fund codes”). They all have strict eligibility criteria. Changes to the adopted Five Year Work Program are discouraged, but may be required because of revisions to revenue estimates, cost estimates or schedules, or changes in FDOT and MPO priorities. The Work Program is updated and extended each year as part of the Work Program development process.

**State Transportation Improvement Program (STIP).** The STIP is a federally mandated document including a list of projects planned with federal participation in the next four fiscal years. Although the STIP is approved annually by FHWA at the beginning of each federal fiscal year (October 1st), FHWA allows FDOT to report these four years on a state fiscal year basis (July 1 thru June 30). This is because the report is based upon the same projects that are listed

in the first four years of FDOT's Adopted Five Year Work Program. The STIP and the MPOs TIP must be consistent.

### Types of Programs - Regional/Local Level

**Transportation Improvement Program (TIP).** The TIP is required by state and federal law. It is a prioritized listing/program of transportation projects, covering a period of five years. The TIP is developed and formally adopted by a MPO as part of the metropolitan transportation planning process, consistent with the long range transportation plan. It is developed in cooperation with the Department and public transit operators.

## Evaluating the Process of Revenue Forecasting

The measures shown below are quantifiable indicators used to assess progress toward a desired objective. FDOT desires to assess timeliness, level of customer service, frequency, and productivity regarding the production, distribution, and usage of the statewide revenue forecast. This evaluation of the management and planning process demonstrates transparency and accountability both internally among FDOT offices and externally among the MPOAC and the MPOs.

### Timeliness: Adherence to schedule

Objective: Produce a timely and accurate forecast to assist the MPO partners in preparation of their long range plans. Timely data is beneficial to producing useful and reliable documents.

Measure: Provide metropolitan level revenue forecast to the MPOs in advance of the next LRTP update cycle.

Target: Within 17 months of first LRTP due in 2019.

### Customer Service: Outreach to MPOs

Objective: Ensure the information contained in the revenue forecast is explained and understood based on agreed upon parameters for production. This understanding comes through outreach to partners and assurance that all partners are invited and accommodations are made for participation. This approach to customer service and communication promotes transparency and accountability in the process.

Measure: The number of MPO representatives at the statewide teleconference.

Target: At least one from each MPO.

Measure: Conduct follow up calls to districts and MPOs as requested to obtain feedback on information and explanation provided at the statewide teleconference.

Target: Complete all that are requested.

Measure: Conduct information sessions to MPOs as requested to provide assistance and resources as needed.

Target: Complete all that are requested.

### **Frequency: Review of financial information**

Objective: Provide current financial information as available. FDOT will monitor changes in economic conditions as well as remain closely aligned to the financial information reported by the Revenue Estimating Conference (REC). FDOT will meet with the MPOs as needed to understand the feedback they receive on draft LRTPs concerning the revenue forecast and its relevance to the current economic conditions. FDOT will consider adjustments to the statewide revenue forecast on a periodic basis, if warranted, to determine if a revised revenue forecast is needed for MPOs over the staggered adoption schedule. The current adoption schedule is provided in Table 2.

Measure: Review the statewide revenue forecast to evaluate potential impacts of any change in the financial outlook and update, if needed and when feasible, to ensure relevant and current financial information is being reported.

Target: Evaluate annually

### **Productivity: Usefulness of document**

Objective: Provide financial information that is useful in preparation of long range plan documentation. This is fostered through continuous conversations with the MPOAC and the individual MPOs so that all parties feel ownership in the process.

Measure: The number of MPOs using the statewide revenue forecast as part of the LRTP update process.

Target: 27

Measure: The number of MPOs responding positively concerning the usefulness of the revenue forecast information.

Target: 27

**Table 2 LRTP Adoption Schedule**

MPO	LRTP Adoption Date Within Current Update Cycle	LRTP Adoption Date Within Next Update Cycle
Palm Beach MPO	10/16/2014	10/16/2019
Miami-Dade Urbanized MPO	10/23/2014	10/23/2019
Hillsborough County MPO	11/12/2014	11/12/2019
North Florida TPO	11/13/2014	11/13/2019
Hernando-Citrus MPO	12/9/2014	12/9/2019
Pinellas County MPO	12/10/2014	12/10/2019
Broward MPO	12/11/2014	12/11/2019
Pasco County MPO	12/11/2014	12/11/2019
River to Sea TPO	9/23/2015	9/23/2020
Gainesville MTPO	10/5/2015	10/5/2020
Charlotte-Punta Gorda MPO	10/5/2015	10/5/2020
Space Coast TPO	10/8/2015	10/8/2020
Florida Alabama TPO	11/3/2015	11/3/2020
Capital Region TPA	11/16/2015	11/16/2020
Ocala-Marion County TPO	11/24/2015	11/24/2020
St. Lucie TPO	12/2/2015	2/3/2021
METROPLAN	12/9/2015	12/9/2020
Lake Sumter MPO	12/9/2015	12/9/2020
Indian River County MPO	12/9/2015	12/9/2020
Polk TPO	12/10/2015	12/10/2020
Collier MPO	12/11/2015	12/11/2020
Martin MPO	12/14/2015	12/14/2020
Sarasota-Manatee MPO	12/14/2015	12/14/2020
Lee MPO	12/18/2015	12/18/2020
Heartland Regional TPO	3/16/2016	3/16/2021
Bay County TPO	7/27/2016	6/22/2021
Okaloosa Walton TPO	3/15/2017	2/16/2022

## Timeline for Planning and Conducting the Revenue Forecast

The steps below outline the general timeline for planning and conducting the revenue forecast.

Process Step	M/W/Ds from Workshop*	Estimated Dates	Responsible Party	Date Completed
<b>2016</b>				
Kickoff revenue forecast process with FDOT Central Office	27.5 M	Mid Feb	Martin Markovich	Mid Feb
Begin drafting <i>Revenue Forecast Guidebook</i>	27.5 M	Mid Feb	Regina Colson	Mid Feb
Identify changes in process as a result of FAST Act	26.5 M	Mid Mar	Martin Markovich	Mid Mar
Finalize Revenue Forecast Guidebook	22 M	End Jul	OPP	Jan 2018
Begin developing <i>Financial Guidelines for MPO Long Range Plans</i>	21.5 M	Mid Aug	MPOAC	Mid Aug
Initiate discussion with MPOAC Policy and Technical Committee on financial guidelines at scheduled meeting	17.5 M	Mid Dec	Regina Colson Martin Markovich	Mid Dec
<b>2017</b>				
MPOAC Board meeting in Sunrise Florida; present outcomes from discussion with MPOAC Policy & Technical Committee on financial guidelines	16.5 M	Jan 26 <sup>th</sup>	Carmen Monroy	Jan 26 <sup>th</sup>
Meeting of Revenue Subcommittee	15.5 M	Feb 10	Regina Colson Martin Markovich	Feb 10
Finalize discussions with SPO regarding SIS Cost Feasible Plan	14 M	End Mar	Martin Markovich	End Mar
Review draft <i>Financial Guidelines for MPO Long Range Plans</i> at scheduled meeting	13 M	End Apr	MPOAC	End Apr
Draft revenue forecast information and training materials for MPOs	13 M	End Apr	Martin Markovich	End Apr
Update list of FDOT District MPO Liaison contacts for revenue forecast purposes	1 Y	End May	Alex Gramovot	End May
Establish and document policies for revenues from Managed Lane networks and other P3s	10.5 M	Early Jul	Leon Corbett	Early Jul
Finalize financial guidelines methodology	10.5 M	Mid Jul	MPOAC	Deferred
Receive LRTP Revenue Forecast PRP from OWPB	10.5 M	Mid Jul	Tammy Rackley	Mid Jul
Review LRTP Revenue Forecast PRP; establish program to finalize revenue estimates	9.5 M	Mid Aug	Martin Markovich	Mid Aug
Secure final MPOAC approval of <i>Financial Guidelines for MPO Long Range Plans</i> at scheduled meeting	7.5 M	Mid Nov	MPOAC	Deferred
Finalize forecast methodology	7 M	End Oct	Martin Markovich	End Oct

Process Step	M/W/Ds from Workshop*	Estimated Dates	Responsible Party	Date Completed
Receive and review most current REC results	5.5 M	Mid Dec	Martin Markovich	Mid Dec
Perform data reduction to consolidate, collapse, and organize the revenue forecast	5.5 M	Mid Dec	Martin Markovich	Mid Dec

\* Approximate months, weeks, or days from Revenue Forecast Workshop (May 2018); “+” means after Workshop

Process Step	M/W/Ds from Workshop*	Estimated Dates	Responsible Party	Date Completed
<b>2018</b>				
Policy Planning management reviews the draft revenue forecast	5 M	Early Jan		
Policy Planning staff finalizes the revenue forecast	5 M	Early Jan		
Finalize revenue forecast information and training materials	4.5 M	Mid Jan		
Transmit highway revenue forecast information to SPO	4.5 M	Mid Jan		
Provide training to districts on how to prepare forecast information for MPO	3 M	End Feb		
Receive and review the Tentative Work Program	3 M	Early Mar		
Receive and review CFP from SPO	2.5 M	Mid Mar		
Transmit CFP to districts for distribution to MPOs	2.5 M	Mid Mar		
Transmit metropolitan estimates to districts for review and comment	2.5 M	Mid Mar		
Transmit all draft revenue forecast information to districts including spreadsheets, final guidebook, and PPT	2 M	End Mar		
Follow up teleconference with FDOT District MPO Liaisons	7 W	Early Apr		
Transmit final spreadsheet and other materials to FDOT District MPO Liaisons	6 W	April 11		
Finalize meeting room, videoconference equipment, etc. with central office and district offices	1 M	April 23		
Transmit custom spreadsheets, guidebook and PPT to MPOs	1 W	May 16		
<b>Conduct statewide video conference (approximately 17 months before first LRTP is due)</b>	<b>0</b>	<b>May 23</b>		

Process Step	M/W/Ds from Workshop*	Estimated Dates	Responsible Party	Date Completed
Follow up meetings with FDOT District MPO Liaisons and MPO staff to provide clarification, as needed	+1 M	End June		
Feedback sessions with FDOT District MPO Liaisons, as needed	+3-6 M	Sep-Dec		

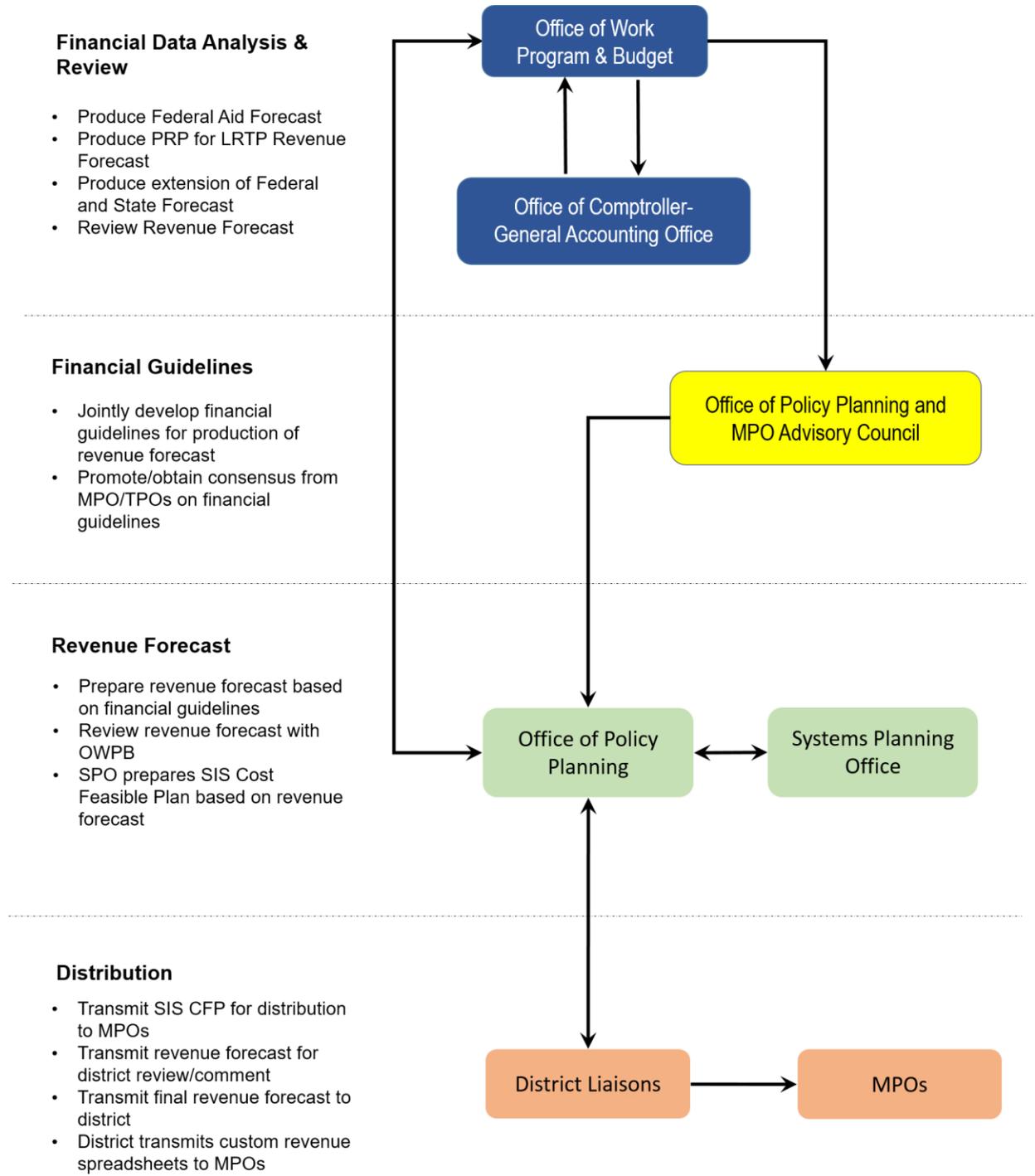
## **Revenue Forecast Process**

As part of assisting with the updates of all 27 metropolitan long range transportation plans, FDOT develops a long range revenue forecast. The forecast horizon is agreed upon by FDOT and the MPOAC. The forecast reflects changes in state revenue since the previous forecast approximately five years prior. The revenue forecast includes estimates through the agreed upon horizon year to provide all MPOs projections concerning state and federal funds that are expected to be included in the FDOT Work Program. The statewide forecast provides consistency and a basis for financial planning across all 27 MPOs. This section provides an overview of roles and responsibilities and details the methodology for producing the revenue forecast.

### **Overview of Roles and Responsibilities**

Production of the statewide revenue forecast involves multiple offices within FDOT and a variety of responsibilities within each office. It also involves communication and collaboration with the MPOAC and the 27 MPOs who represent a diverse arrangement of local and regional entities. The flow of information from each office and entity, as shown in Figure 2, is key to producing an accurate and timely revenue forecast.

**Figure 2 Flow of Information for the Revenue Forecast**



The roles and responsibilities for each office and entity, as it relates to the statewide revenue forecasting process, are summarized in Table 3.

**Table 3 Overview of Roles and Responsibilities for the Revenue Forecast Process**

Key Roles	Responsibilities
<b><u>Intermodal System Development, Office of Policy Planning</u></b>	
<ul style="list-style-type: none"> <li>• Director</li> <li>• Economist</li> <li>• Demographics Coordinator</li> <li>• Public Transportation Manager</li> </ul>	<p>This office develops, documents, and monitors the statewide and metropolitan planning processes including production of a statewide revenue forecast for statewide and metropolitan long range planning.</p>
<b><u>Office of Work Program and Budget (OWPB)</u></b>	
<ul style="list-style-type: none"> <li>• Program and Resource Allocation Supervisor</li> <li>• Program Plan Supervisor</li> <li>• Finance, Program, and Resource Allocation Manager</li> </ul>	<p>This office allocates and manages the resources available to the Department for transportation programs in a manner which is consistent with the Florida Transportation Plan, Florida Statutes, and the mission and vision of the Department.</p>
<b><u>Office of Comptroller-General Accounting Office (OOC-GAO)</u></b>	
<ul style="list-style-type: none"> <li>• Transportation Revenue Coordinator</li> <li>• Project Finance Manager</li> </ul>	<p>This office represents the Department at Revenue Estimating Conferences; completes monthly and annual statistical reports to the Federal Highway Administration, and prepares annual updates of the Transportation Tax Source Primer, Transportation Funding Sources presentation, and Bond Finance Update Report. The Project Finance Manager projects surplus toll revenue and transit funding for Managed Lane facilities that have been in service for 5 years or more.</p>
<b><u>Intermodal System Development, Systems Implementation Office (SPO)</u></b>	
<ul style="list-style-type: none"> <li>• SIS Implementation Manager</li> <li>• SIS Statewide Coordinator</li> </ul>	<p>This office implements the Strategic Intermodal System (SIS) through the development of the SIS Needs Plan, Cost Feasible Plan, Second Five Year Plan, and the Work Program.</p>

<b><u>FDOT District MPO Liaisons</u></b>	
<ul style="list-style-type: none"> <li>• FDOT District MPO Liaisons</li> </ul>	The District offices work with the MPOs in their respective districts to coordinate through the cooperative planning efforts of the MPOs and the FDOT District offices.
<b><u>Metropolitan Planning Organization Advisory Council (MPOAC)</u></b>	
<ul style="list-style-type: none"> <li>• Executive Director</li> </ul>	This council provides statewide transportation planning and policy support to augment the role of individual MPOs in the cooperative transportation planning process. The MPOAC assists MPOs in carrying out the urbanized area transportation planning process by serving as the principal forum for collective policy discussion.
<b><u>MPOAC - Policy and Technical Subcommittee</u></b>	
<ul style="list-style-type: none"> <li>• Chair</li> <li>• Subcommittee members</li> </ul>	This subcommittee annually prepares legislative policy positions and develops initiatives to be advanced during Florida's legislative session.
<b><u>Metropolitan Planning Organizations (MPO)</u></b>	
<ul style="list-style-type: none"> <li>• Staff Director</li> <li>• MPO Staff</li> </ul>	These organizations are made up of local elected and appointed officials responsible for developing, in cooperation with the state and public transportation operators, transportation plans and programs including the long range transportation plan (LRTP). The staff of these organizations are users of the SIS Cost Feasible Plan and the metropolitan estimates.

Methodology for Developing the Revenue Forecast Preparation of the revenue forecast involves multiple offices and occurs over a period of approximately 17-18 months. The offices involved are listed below:

The following steps take place to prepare the revenue forecast (major milestones are called out):

**Phase 1 - Office of Policy Planning**

- The Office of Policy Planning discusses the update of the *Financial Guidelines for MPO Long Range Plans* with the MPOAC Executive Director and MPOs approximately 17-18 months before the revenue forecast is due. This document outlines the agreed upon guidance for defining and report needs, financial reporting for cost feasible long range plans, revenue

estimates, and developing project costs. It also identifies the agreed upon horizon year and planning time periods.

- The Office of Policy Planning Economist meets with the Systems Implementation Office (SPO) to discuss timing of the revenue forecast for use in the SIS Cost Feasible Plan.
- The Office of Policy Planning, in consultation with the MPOAC and MPOs, finalizes the *Financial Guidelines for MPO Long Range Plans*.

## **Phase 2 – Offices of Finance and Administration**

- Using the financial information provided to the states through the current federal authorization act (currently the FAST Act), the Office of Work Program and Budget (OWPB), Program and Resource Allocation Supervisor develops the FDOT Federal Aid Forecast. This forecast uses the inflation factors provided in the current federal authorization act through the life of the act (currently through FY 2020). OWPB calculates a projection of federal funding for Florida for several years beyond the end of the current federal authorization. The timeframe for the FDOT Federal Aid Forecast is the same as the Program and Resource Plan, generally a period of 11 years. This forecast is provided to the Office of the FDOT Comptroller-General Accounting Office (OOC-GAO) Transportation Revenue Coordinator.
- The OOC-GAO Transportation Revenue Coordinator develops a forecast of state revenues as input to the Transportation Revenue Estimating Conference (REC) and the Highway Safety REC. When preparing this forecast, FDOT assumes current law and administrative practices will remain in effect. The current year forecast is adjusted based on this observation and the historical proportion the data represents the total annual amount. FDOT uses forecasted growth in population, households (total number and average size), net migration, income, total tourism, air tourism, new vehicles sales, fuel prices, average vehicle mileage, and construction expenditures as its assumptions depending on the tax sources.
- All or part of the FDOT forecast may be included in the official forecast adopted by the conference principals, which then becomes the State Revenue Forecast (note: different from FDOT's statewide revenue forecast produced for the MPOs). FDOT also receives documentary stamp revenue forecasted at the General REC.
- Because the REC and Federal Aid forecasts only go out 10-11 years, the OOC-GAO Transportation Revenue Coordinator creates the State Transportation Trust Fund forecast. OOC-GAO extrapolates the federal and state 10-year forecasts out to the horizon year agreed upon by FDOT and the MPOAC using the following steps:
  - For the long range federal forecast, the Federal Aid Forecast discussed above is used and the rate held constant out to the horizon year. At this time, the projection is held constant in year of expenditure terms from the last year of the current act (FY 2020). With an expectation of future inflation, this projection means that Federal Aid will slowly decline in real terms.

- For the state forecast, the growth trend in years 6-10 are used and held constant out to the horizon year. Adjustments are made for fee revenue that does not change (flat fees).
- The OOC-GAO Transportation Revenue Coordinator prepares a spreadsheet to determine which revenues are exempt from inclusion in the public transportation allocation.
- The OOC-GAO Transportation Revenue Coordinator provides the State Transportation Trust Fund forecast to the OWPB, Program Plan Supervisor for use in creating the Revenue Forecast Program and Resource Plan (PRP). This document, prepared specifically for use in the LRTP Revenue Forecast process, begins with the tentative work program plus the new 'fifth' year and the next four years.

*Note: The official tentative work program is due to the Governor and Legislature two weeks after the start date of legislative session. This tentative work program is the desired file to use in drafting the LRTP Revenue Forecast PRP. However, much depends on the timing of the REC cycle and the legislative session that year. The financial forecast resulting from the REC is used as the basis for the work program. Sometimes the tentative work program may be amended because of changes that are documented in the REC. It is important for the Office of Policy Planning to work closely with the Office of Work Program and Budget to ensure the most appropriate forecast with the understanding there is flexibility in the process.*

- The OOC-GAO Project Finance Manager, after consulting with OPP, projects surplus toll revenue and transit funding for Managed Lane facilities that have been in service for 5 years or more.
- The OWPB, Program Plan Supervisor organizes the extended PRP into a variety of files using the information from the OOC-GAO Transportation Revenue Coordinator. These files are arranged for:
  - Statewide
  - SIS
  - P3 (This information in this file is reported as programmed because the amounts have already been inflated.)
  - Statewide less SIS & P3
- The OWPB Program Plan Supervisor reviews the various plans with the OWPB Finance, Program and Resource Allocation Manager for quality control.

### Phase 3 – Office of Policy Planning

- The extended PRP is sent to the Office of Policy Planning Economist for review to ensure the document follows current policy, is mathematically correct, and is financially reasonable. The Office of Policy Planning Economist discusses and resolves any issues with OWPB staff.
- The Office of Policy Planning Economist reviews the extended PRP for anomalies in the extended years. The Office of Policy Planning Economist researches the anomalies that exist and smooths the data. This technical function ensures data outliers do not skew the overall results.

*Note: To ensure accuracy of the formulas and the worksheet mechanics used to calculate the forecast, a test run was performed in the year prior to when the official revenue forecast is due.*

- The Office of Policy Planning Economist smooths the data from the extended PRP. This involves using revenues and expenditures from the Work Program, which includes complete data, to revise projected revenues and expenditures for the outer years, in this case FYs 2027-2045. It also involves smoothing dollar values to eliminate abrupt crashing or soaring. There is no reason to forecast major, abrupt changes in dollar values in the 2030s or 2040s.
- With the smoothed data from the PRP, the Office of Policy Planning Economist performs a data reduction process to:

Policy Planning performs data reduction process
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  - Consolidate the numerous fund codes used by the FDOT into three major fund categories: Federal, State, and Turnpike
    - Federal funds include all federal aid that passes through the Work Program
    - Turnpike funds include planning projections of proceeds from Turnpike tolls, bonds sold for Turnpike activities, and concession revenues
    - State funds include the remaining state revenues, such as motor fuel taxes, motor vehicle fees, and right-of-way bonds
  - Collapse the FDOT’s major programs into two categories: capacity and non-capacity.
    - Capacity programs are major FDOT programs that expand the capacity of Florida’s transportation systems.
    - Non-capacity programs are remaining FDOT programs that are designed to support, operate, and maintain the state transportation system.
  - Break down the capacity program funds geographically by county based on statutory formula.

- Statutory formula gives a 50 percent weight to the county’s population as enumerated by the most recent census and a 50 percent weight to the county’s recent annual gas tax receipts.
- The Office of Policy Planning Economist, in consultation with Office of Policy Planning Director and other Office of Policy Planning staff, reviews and edits the revenue forecast as necessary to ensure accuracy.
- The Office of Policy Planning Economist finalizes the revenue forecast and prepares the worksheets for each county’s share of the statewide estimate.
- The Office of Policy Planning Economist provides the SPO the revenue forecast for highways to be used in the SIS Cost Feasible Plan. The Office of Policy Planning and SPO meet as needed to discuss the revenue forecast results for highways.
- The Office of Policy Planning Economist receives and reviews the SIS Cost Feasible Plan from the SPO for reasonableness. The Office of Policy Planning Economist, in consultation with SPO, transmits the SIS Cost Feasible Plan to the FDOT District MPO Liaisons for distribution to the MPOs.
- The Office of Policy Planning Economist transmits the metropolitan estimates from the revenue forecast to the FDOT District MPO Liaisons for review and comment. Based on comment from FDOT District MPO Liaisons, the Office of Policy Planning Economist will adjust if necessary in consultation with the appropriate managers and offices.

**Phase 4 – FDOT Districts and Office of Policy Planning**

- Within a week of transmission of the SIS Cost Feasible Plan and the metropolitan estimates, Office of Policy Planning staff provides training to FDOT District MPO Liaisons on the SIS Cost Feasible Plan and the metropolitan estimates from the revenue forecast. The training will explain how the District staff should package the metropolitan estimates for their MPOs.
- The FDOT District MPO Liaisons transmit the final metropolitan estimates and updated Revenue Forecast Handbook to all MPOs. FDOT transmits final estimates to MPOs.
- Within a week of transmission of the metropolitan estimates, the Office of Policy Planning staff in conjunction with the FDOT District MPO Liaisons and the MPOAC, conduct a statewide videoconference to review the agreed upon revenue forecast process and all materials distributed detailing the metropolitan estimates and the SIS Cost Feasible Plan.
- The Office of Policy Planning staff follows up with FDOT Districts and MPOs to offer meetings as needed to discuss specific details of individual metropolitan estimates. Conduct statewide videoconference

## Revenue Forecast Handbook for MPOs

The estimates and the guidance in this section were prepared by FDOT, based on a statewide estimate of revenues that fund the state transportation program, and are consistent with:

- “Financial Guidelines for MPO 2040 Long Range Plans” adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in 2012. Since the MPOAC Board has not adopted Financial Guidelines for the current LRTP cycle, FDOT is working with the previous adopted guidelines, which, with minor adjustments to time bands, are quite applicable to the current processing.
- “Federal Strategies for Implementing Requirements for LRTP Update for the Florida MPOs”, adopted *Month Year*, prepared by the U. S. Department of Transportation, Federal Highway Administration in cooperation with the Federal Transit Administration.

This section documents how the Revenue Forecast is developed and provides guidance for using the forecast information in updating MPO plans. FDOT develops metropolitan estimates from the Revenue Forecast for certain capacity programs for each MPO. To be perfectly clear, it has never been FDOT policy to forecast estimates for specific fund codes in the Revenue Forecast, and it is not current FDOT policy. The metropolitan estimates are included in a separate document entitled “Supplement to the Revenue Forecast Handbook” prepared for each MPO. A separate report entitled *Appendix for the Metropolitan Long Range Plan* is prepared for each MPO to include in the documentation of its long range plan. Further guidance on use of these estimates is provided in the section, *Developing a Cost Feasible Plan*.

### General Guidance on Using the Estimates

The metropolitan estimates are summarized into five fiscal year periods and a final 10-year period. For planning purposes, some flexibility should be allowed for estimates for these time periods (e.g., within 10 percent of the funds estimated for that period). However, for the LRTP to be fiscally constrained, it is required the total cost of all phases of planned projects for the entire forecast period not exceed the revenue estimates for each element or component of the plan.

When developing long range plans, MPOs are not legally required to use the same terminology used in the Department’s Revenue Forecast such as *Non-SIS Highways Construction & ROW*. However, MPOs should identify the metropolitan estimates from the forecast, the source of the revenues, and how these revenues are used in documentation of their plan updates.

MPOs are encouraged to document project costs and revenue estimates for their long range transportation plans for fiscal years 20xx-20xx. This will provide a common basis for analyses of finance issues (e.g., unmet transportation needs). Appendix C includes inflation factors and guidance for converting project costs estimates to *year of expenditure* dollars.

## Metropolitan Estimates

This section describes the revenue forecast information concerning metropolitan estimates and the guidance for using this information. The metropolitan estimates are for planning purposes only and do not represent a state commitment for funding, either in total or in any 5-year time period.

Metropolitan estimates reflect the share of each state capacity program planned for the area. The estimates can be used to fund planned capacity improvements to major elements of the transportation system (e.g., highways, transit). FDOT will develop an appendix for MPO plans that identifies statewide funding estimates and objectives for non-capacity programs.

Statewide estimates for major state programs are based on current laws and policies. The major program categories used in the forecast are listed below.

### Major Program Categories

#### Capacity Programs

##### Statewide

- SIS Highways Construction & ROW
- Aviation
- Rail
- Intermodal Access
- Seaport Development
- Non-SIS Highways Construction & ROW
- Transit
- Sun Trail

#### Non-Capacity Programs

- Safety
- Resurfacing
- Bridge
- Product Support
- Operations & Maintenance
- Administration

The forecast of funding levels for the Department's programs are developed based on the Program and Resource Plan. Annual estimates of funding levels through 2045 are based on federal and state laws and regulations and Department policies at the time the forecast is prepared. For example, statewide funding levels are established to accomplish the program objectives for resurfacing, routine maintenance, and bridge repair and replacement. These estimates are summarized to reflect the major program categories used in the 2045 Revenue Forecast.

### *Capacity Program Estimates*

The FDOT Central Office prepares district and county estimates from the statewide forecast based on methods developed in consultation with MPOs, FDOT program managers, and district staff as shown in Table 4. Using this information prepared by the Central Office, District staff develops MPO estimates consistent with district and county shares of the statewide forecast, adjusting as needed to account for issues such as differences between metropolitan area boundaries, county boundaries or Transportation Management Area boundaries. The metropolitan estimates for each

MPO are included in a separate document, entitled “Supplement to the 2045 Revenue Forecast Handbook.”

**Table 4 Methodology for Determining District and Metropolitan Estimates from the 2045 Revenue Forecast**

Major Capacity Program Category	Methodology
SIS Highways Construction & ROW	Based on the 2045 SIS Highways Cost Feasible Plan and other sources. Funding estimates and projects to be provided to MPOs.
Non-SIS Highways Construction & ROW	Generally, distribute funding estimates by statutory formula. Also develop estimates for TMA (SU) and Transportation Alternatives funds in TMAs; those funds taken “off the top” before distributing remaining funds. Apprise MPOs that at least some portion of these funds can be planned for Transit. Develop “off system” estimates. SCOP and CIGP are also included here.
Transit	Use statutory formula to distribute funds to Districts and counties.
Aviation	Because the primary use of Aviation funds is for airside improvements not a part of MPO planning, develop only statewide estimates.
Rail	Because of uncertainties with long range passenger rail and absence of commitments to specific rail corridors, develop only statewide estimates.
Intermodal Access	The future of this program is not clear, given the creation of the SIS. As a result, develop only statewide estimates
Seaport Development	Statewide estimates only, the Florida Seaport Transportation Economic Development (FSTED) Council identifies projects eligible for funding.
SUN Trail	Statewide there is a \$25 million annual allocation from the redistribution of new vehicle tag revenues. FDOT uses the State Transportation Trust Fund (STTF) to develop a statewide system of nonmotorized, paved trails for bicyclists and pedestrians as a component of the Florida Greenways and Trails System (FGTS).
Operations and Maintenance Estimates	Develop district-wide estimates of funding for Resurfacing, Bridge and Operations & Maintenance programs and provide to MPOs, per agreement between FDOT and FHWA Division Office related to reporting Operations and Maintenance estimates for the State Highway System in MPO LRTPs.

## Statewide Capacity Programs

FDOT is taking the lead in identifying planned projects and programs funded by the following major programs: SIS Highways Construction & ROW, Aviation, Rail, Seaport Development and Intermodal Access. SIS Highways Construction & ROW projects and revenues are identified in the SIS Cost Feasible Plan and are provided to MPOs with the other elements of the revenue forecast. The SIS Cost Feasible Plan includes all roads on the Strategic Intermodal System including connectors between SIS corridors and SIS hubs. These estimates are for planning purposes and do not represent a commitment of FDOT funding. It should be noted that FDOT continues to work with modal partners to identify aviation, rail, seaport, and intermodal access projects beyond the years in the work program. However, FDOT and its partners have not been able to identify cost feasible projects beyond the work program sufficiently to include them in the SIS Cost Feasible Plan and therefore, in MPO cost feasible plans.

## Other Capacity Programs

The Department requests that MPOs lead in the identification of planned projects and programs funded by the non-SIS Construction & ROW and Transit programs. MPOs may use the total funds estimated for these two programs to plan for the mix of public transportation and highway improvements that best meets the needs of their metropolitan areas. Since, the FDOT is responsible for meeting certain statutory requirements for public transportation funding, MPOs should provide the level of Transit Program funding for transit projects and programs.

## Transportation Management Area (TMA) Funds

FDOT provides estimates of funds allocated for Transportation Management Areas, as defined by the U. S. Department of Transportation. They are the same as "SU" funds in the Five Year Work Program. MPOs should perform a thorough analysis of how these funds are to be reflected in their long range plan. The following is guidance for that analysis.

### **Planning for the Use of TMA Funds**

MPOs eligible for TMA Funds are provided estimates of total TMA Funds. MPOs are encouraged to work with FDOT district programming and planning staff to determine how to reflect TMA Funds in the long range plan. Consideration should be given to:

- Programmed use of TMA Funds among the various categories in the FDOT revenue forecast. These include Non-SIS Highways Construction & ROW, Product Support (e.g., Planning, PD&E studies, Engineering Design, Construction Inspection, etc.), SIS Highways Construction & ROW, Transit.
- Planned use of TMA Funds based on policies regarding the planned use of funds through the long range plan horizon year.
- Clear articulation in the long range plan documentation of the policies regarding the use of TMA funds, and estimates of TMA funds planned for each major program and time period.

## Transportation Alternatives (TA) Funds

FDOT provides estimates of funds for Transportation Alternatives, as defined by MAP-21, to assist MPOs in developing their plans. Estimates of Transportation Alternatives funds allocated for TMAs (i.e., “TALU” funds) are provided to each TMA.

Estimates of funds for areas with populations under 200,000 (i.e., TALL funds) and for any area of the state (i.e., TALT funds) are also provided to MPOs. MPOs may desire to include projects funded with TALL or TALT funds in the long range transportation plan. If so, the MPO should identify such projects as “illustrative projects” in its plan.

## Funds for Off-System Roads

The Department estimates the amount of funds that may be used off-system which are funds that could be used for planned programs or projects on roads that are not on the State Highway System (i.e., roads owned by counties and municipalities). “Off-System” funds are included in the non-SIS Construction & ROW program estimates, which are comprised of federal and state funds. **By law, state funds cannot be used for highway improvements not on the State Highway System, except to match federal aid or for SIS connectors owned by local governments or for other approved programs which could include projects not on the SHS such as SCOP and CIGP.** Federal funds included in the Non-SIS Highways program estimates may be used anywhere except for roads that are functionally classified as local or rural minor collectors, unless such roads were on the federal-aid system as of January 1, 1991.

All estimates of TMA funds (see above) may be used on off-system roads. The following is guidance for estimating other federal funds that can be used for off-system roads:

- MPOs in TMAs can assume all estimated TMA funds and 10% of the FDOT estimates of Non-SIS Highways Construction & ROW funds can be used for “Off-System” roads.
- MPOs that are not in TMAs can assume that 15% of Construction & ROW funds provided by FDOT can be used for “Off-System” roads.

## Preliminary Engineering Estimates

MPOs are encouraged to include estimates for key pre-construction phases in the LRTP, namely for Project Development and Environmental (PD&E) studies and Engineering Design.

FDOT has included sufficient funding for these and other Product Support activities to produce the construction levels in the 2045 Revenue Forecast. Costs for these phases for SIS highways will be provided to MPOs in the 2045 SIS Highways Cost Feasible Plan. For projects funded with the revenue estimates for Non-SIS Highways Construction & ROW Funds provided by FDOT, MPOs can assume that the equivalent of 22 percent of those estimated funds will be available from the statewide Product Support estimates for PD&E and Engineering Design. Note: these funds are in addition to the estimates for Non-SIS Highways Construction & ROW funds provided to MPOs. MPOs should document these assumptions.

For example, if the estimate for Construction & ROW in a 5-year period is \$10 million, the MPO can assume that an additional \$2.2 million will be available for PD&E and Design in the 5-year period from FDOT Product Support estimates. If planned PD&E and Design phases use TMA funds, the amounts should be part of (i.e., not in addition to) estimates of TMA funds provided to MPOs.

The Department encourages MPOs to combine PD&E and Design phases into Preliminary Engineering in LRTP documentation. Boxed funds can be used to finance Preliminary Engineering; however, the specific projects using the boxed funds should be listed, or described in bulk in the LRTP (i.e., Preliminary Engineering for projects in Fiscal Years 2027-2045).

### Additional State Revenues

It is well known that State of Florida gas tax revenues and fees are a primary source of funding the State Transportation Trust Fund (STTF).

Doc stamp taxes dedicated to the STTF have fluctuated because of volatility in the Florida real estate market and complex provisions in the law governing this major source of Florida revenues. Recent years have been characterized by recovery in the real estate market, and the projections of the transportation Revenue Estimating Conference (REC) indicate continued growth in this source of funding. However, state law provides for a cap of \$541.75 million per year on doc stamp taxes that can be allocated to the STTF. If growth continues as projected, this cap is estimated to be reached sometime in the next 10-15 years.

The following information regarding transportation proceeds from doc stamp taxes, fuel use tax fees, rental car surcharges and Motor Vehicle License fees is useful for planning of these funds in metropolitan LRTPs. None of these funds are specifically allocated on the County or MPO levels. Therefore, most categories of funding should not be used for funding constrained projects within LRTPs.<sup>2</sup>

### Small County Outreach Program (SCOP)

Annually, 10% of the doc stamp transportation proceeds is allocated to this program for transportation projects in small counties and small cities. These allocations are made based on population as prescribed in law. The 2045 Revenue Forecast assumes these funds will not be available for projects in metropolitan areas. Other funding sources may include local option gas tax. *Additionally*, under provisions added to law in 2015, 5% of initial Motor Vehicle License fees is allocated to the SCOP.

### New Starts Transit Program

Annually, 10% of FDOT doc stamp funds are applied to the Florida New Starts Program. State eligibility requires that:

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<sup>2</sup> Funds allocated to the SIS are a somewhat different case. SIS projects are identified by FDOT, and they must be included in the LRTP in order to advance toward construction.

- Project must be a fixed-guideway rail transit system or extension, or bus rapid transit system operating primarily on a dedicated transit right of way;
- Project must support local plans to direct growth where desired;
- State funding limited to up to 50% of non-federal share;
- Local funding is required to at least match state contribution and be dedicated to the project; and
- Eligible phases are final design, right of way acquisition, construction, procurement of equipment, etc.

MPOs may desire to include projects partially funded with statewide New Starts funds in the long range transportation plan. Any commitment of these funds by FDOT should be documented in the LRTP. Otherwise, the MPO should identify such projects as “illustrative projects” in its plan along with, at a minimum, the following information:

- Description of the project and estimated costs;
- Assumptions related to the amount of statewide New Starts funding for the project; and
- Assumptions related to the share and amount of non-State matching funds for the project (federal and local) and the likelihood such funding will be available as planned.

MPOs should work with their district office in developing and documenting this information.

### Strategic Intermodal System

After allocations to the Small County Outreach Program and the New Starts Transit Program, 75% of the remaining Documentary Stamp tax funds are allocated annually for the SIS. Additionally, at least 20.6% of initial Motor Vehicle License fees is allocated to the SIS. Section 339.61(1) requires \$60 million to the SIS. FDOT will plan for these funds as part of the SIS Cost Feasible Plan, which provides funding and project information to MPOs.

### Transportation Regional Incentive Program (TRIP)

After allocations to the Small County Outreach Program and the New Starts Transit Program, 25% of the remaining documentary stamp tax funds are allocated annually to TRIP. Additionally, 6.9% of initial Motor Vehicle License fees is allocated to TRIP. Of the doc stamp funds allocated to TRIP, the first \$60 million are apportioned annually to the Florida Rail Enterprise. The purpose of TRIP is to encourage regional planning by providing state matching funds for improvements to regionally significant transportation facilities identified and prioritized by regional partners. TRIP funds are distributed to the FDOT Districts based on a statutory formula of equal parts population and fuel tax collections. Table 5 outlines TRIP requirements in Florida law. MPOs are provided estimates of TRIP funds. TRIP will fund up to 50 percent of eligible project costs.

MPOs may desire to include projects partially funded with TRIP funds in the long range transportation plan. If so, the MPO should identify such projects as “illustrative projects” in its plan along with, at a minimum, the following information:

- Status of regional transportation planning in the affected MPO area, including eligibility for TRIP funding;
- Description of the project and estimated costs;
- Assumptions related to the share and amount of district TRIP funding for the project; and
- Assumptions related to the share and amount of non-State matching funds for the project (federal and/or local) and the likelihood such funding will be available as planned.

MPOs should work with their district office in developing and documenting this information.

**Table 5 TRIP Requirements in Florida Law (s. 339.155(4) and s. 339.2819, Florida Statutes)**

<p>Projects to be funded with TRIP funds shall, at a minimum:</p> <ol style="list-style-type: none"> <li>1. Serve national, statewide, or regional functions and function as an integrated regional transportation system;</li> <li>2. Be identified in the capital improvements element of a comprehensive plan that has been determined to be in compliance with Part II of Chapter 163, F. S. after July 1, 2005, and be in compliance with local government comprehensive plan policies relative to corridor management;</li> <li>3. Be consistent with the Strategic Intermodal System Plan; and</li> <li>4. Have a commitment for local, regional, or private financial matching funds as a percentage of the overall project cost.</li> </ol>
<p>In allocating TRIP funds, priority will be given to projects that:</p> <ol style="list-style-type: none"> <li>1. Provide connectivity to the Strategic Intermodal System;</li> <li>2. Support economic development and the movement of goods in rural areas of critical economic concern;</li> <li>3. Are subject to a local ordinance that establishes corridor management techniques, including access management strategies, right-of-way acquisition and protection measures, appropriate land use strategies, zoning, and setback requirements for adjacent land uses; and</li> <li>4. Improve connectivity between military installations and the Strategic Highway Network or the Strategic Rail Corridor Network.</li> </ol>

***SUN Trail***

State law now provides that \$25 million of the annual initial Motor Vehicle License fees are allocated to the Florida Shared-Use Nonmotorized Trail Network (SUN Trail). This statewide network is being constructed by FDOT, and FDOT bears the primary responsibility for planning it. SUN Trail projects from the FDOT Work Program need to be included in MPO’s TIPs to advance. As such, these TIP projects would also be required for the LRTP. MPOs may wish to

include proposed, but not programmed, SUN Trail projects among the illustrative projects included in their LRTPs. Finally, MPOs may wish to highlight planned connections with SUN Trail stemming from other Bike/Ped projects, or from projects of any mode.

### ***Non-Capacity Programs***

Non-Capacity Programs refer to the FDOT programs designed to support and maintain the state transportation system including safety; resurfacing; bridge; product support; operations and maintenance; and administration. Consistent with the MPOAC Guidelines, FDOT and FHWA agreed the LRTP will meet FHWA expectations if it contains a summary of FDOT estimates to operate and maintain the State Highway System in the FDOT district in which the MPO is located. FDOT provides these estimates in the "Supplement to the 2045 Revenue Forecast Handbook." FDOT also includes statewide funding for these programs in the forecast to meet statewide objectives as laid out in Florida Statute for operating and maintaining the State Highway System.

FDOT provides an "Appendix for the Long Range Metropolitan Plan" to MPOs to include in the documentation of their long range plans. The appendix is intended to provide the public with documentation of the state and federal financial issues related to each MPO plan and to facilitate reconciliation of statewide and metropolitan plans. The appendix will describe how the statewide 2045 Revenue Forecast was developed and identifies the metropolitan area's share of the forecast's capacity programs. In addition, the appendix includes the forecast's statewide estimates for non-capacity programs, which are sufficient for meeting statewide objectives and program needs in all metropolitan and non-metropolitan areas. This appendix should accomplish the goal of ensuring that sufficient funding will be available to operate and maintain the state transportation system in metropolitan areas.

### ***Other Funds***

The Department makes certain expenditures that are not included in major programs discussed above. Expenditures include debt service and, where appropriate, reimbursements to local governments. These funds are not available for statewide or metropolitan system plans.

## Other Transportation Revenue

Local government revenues such as taxes and fees; federal funds distributed directly to local governments; local or regional tolls play a critical role in providing local and regional transportation services and facilities. The Department does not have access to detailed information on local and regional revenue sources and forecasts of revenues expected from them. Information on many of those sources can be found in *Florida's Transportation Tax Sources: A Primer*<sup>3</sup> and the *Local Government Financial Information Handbook*.<sup>4</sup> The following is guidance to MPOs in the identification and forecasting of current revenue sources, potential new sources and the development of long range estimates.

### *Current Revenue Sources*

Initially, MPOs should identify sources of local and regional revenues that have funded transportation improvements and services in recent years and are expected to continue. The following is a summary of sources potentially available.

#### Local Government Taxes and Fees

Local government sources include those that are dedicated for transportation purposes. In many areas they are supplemented by general revenues allocated to specific transportation programs (e.g., transit operating assistance may be provided from the general fund). Other sources are available for transportation if enacted by one or more local governments in the metropolitan area. Local government financial staff will have information on recent revenue levels, uses of funds, and trends.

#### *State Imposed Motor Fuel Taxes*

Florida law imposes per-gallon taxes on motor fuels and distributes the proceeds to local governments as follows: the Constitutional Fuel Tax (2 cents); the County Fuel Tax (1 cent); and the Municipal Fuel Tax (1 cent). The Constitutional Fuel Tax proceeds are first used to meet the debt service requirements on local bond issues backed by the tax proceeds. The remainder is credited to the counties' transportation trust funds. The County Fuel Tax receipts are distributed directly to counties. Municipal Fuel Tax proceeds are transferred to the Revenue Sharing Trust Fund for Municipalities, combined with other non-transportation revenues, and distributed to municipalities by statutory criteria. The Constitutional Fuel Tax may be used for the acquisition, construction, and maintenance of roads. The County Fuel Tax and Municipal Fuel Tax may be used for any legitimate transportation purpose. Estimated distributions of these sources can be found in the *Local Government Financial Information Handbook*.

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<sup>3</sup> *Florida's Transportation Tax Sources, A Primer*, is published annually by FDOT at:

<http://www.dot.state.fl.us/officeofcomptroller/pdf/GAO/RevManagement/Tax%20Primer.pdf>

<sup>4</sup> *Local Government Financial Information Handbook*, is an annual publication of the Florida Legislature's Office of Economic and Demographic Research at <http://edr.state.fl.us/Content/local-government/reports/lgfih12.pdf>.

### *Local Option Motor Fuel Taxes*

Local governments may levy up to 12 cents of local option fuel taxes pursuant to three types of levies. Recent proceeds from these optional motor fuel taxes for each county are contained in the *Local Government Financial Information Handbook*.

First, a tax of 1 to 6 cents on every gallon of motor and diesel fuel may be imposed by an ordinance adopted by the majority vote of the county commission or by countywide referendum for up to 30 years. However, this tax is imposed on diesel fuel in every county at the rate of 6 cents per gallon. These funds may be used for any legitimate county or municipal transportation purpose (e.g., public transportation operations and maintenance, road construction or reconstruction). In addition, small counties (i.e., less than 50,000 as of April 1, 1992) may use these funds for other infrastructure needs.

Second, a tax of 1 to 5 cents on every gallon of motor fuel sold may be imposed by a majority plus one vote of the county commission or by countywide referendum. These funds may be used for transportation purposes to meet the requirements of the capital improvement element of an adopted comprehensive plan. This includes roadway construction, reconstruction, or resurfacing, but excludes routine maintenance.

Third, a tax of 1 cent (often referred to as the Ninth-Cent Fuel Tax) on every gallon of motor and diesel fuel sold may be imposed. A county can impose the tax on motor fuel by an extraordinary vote of its board of commissioners or by referendum. However, this tax is imposed on all diesel fuel sold in every county. These funds may be used for any legitimate county or municipal transportation purpose (e.g., public transportation operations and maintenance, construction or reconstruction of roads).

### *Other Transportation-Related Sources*

Examples of these sources include public transportation fares and other charges, toll revenues from local or regional expressway and/or bridge authorities, transportation impact fees, and other exactions. The use of, and levels of proceeds from, these sources varies significantly among metropolitan areas.

### *Property Taxes and Other General Revenue Sources*

Most local governments finance some transportation facilities and/or services from their general fund. These revenue sources include property taxes, franchise or business taxes, and local government fees. Sources, funding process, and eligible services vary widely among local governments. Local government financial staff have information on recent revenue levels, uses of funds, trends, and other information needed by MPOs.

### *Discretionary Sales Surtaxes*

A Charter County and Regional Transportation System Surtax of up to 1% may be levied by charter counties, counties that are consolidated with one or more municipalities, and counties within or under an interlocal agreement with a regional transportation or transit authority created under Chapter 343 or Chapter 349, subject to a referendum. These funds may be used for fixed

guideway rapid transit systems, including the cost of a countywide bus system that services the fixed guideway system. Proceeds may also be transferred to an expressway or transportation authority to operate and maintain a bus system, or construct and maintain roads or service the debt on bonds issued for that purpose.

A Local Government Infrastructure Surtax of either 0.5% or 1% may be levied for transportation and other purposes. The governing authority in each county may levy the tax by ordinance, subject to a successful referendum. In lieu of county action, municipalities representing the majority of the county population may adopt resolutions calling for countywide referendum on the issue and it will take effect if the referendum passes. The total levy for the Local Government Infrastructure Surtax and other discretionary surtaxes authorized by state law (for school construction, hospitals and other public purposes) cannot exceed 1%. See section 212.055, Florida Statutes, for more information on these discretionary sales surtaxes.

### Federal Revenues

These are revenues from federal sources that are not included in the 2045 Revenue Forecast. Examples include federal assistance for aviation improvements and capital and operation assistance for transit systems. Potential sources distributed directly to local governments or authorities include revenue from the Federal Airport and Airway Trust Fund, the Federal Highway Trust Fund (Mass Transit Account), and the Federal General Fund.

### Bond Proceeds

Local governments may choose to finance transportation and other infrastructure improvements with revenue or general obligation bonds. These types of local government bonds are often area wide and/or designed to fund programs (e.g., transportation, stormwater) and/or specific projects. Primarily for this reason, analyses of the potential use of this source should be undertaken separately from analyses of the use of bonds for toll facilities, where toll revenues from specific projects are used for project costs and debt repayment.

### Other Current Sources

Other possible sources include private sector contributions or payments, such as proportionate share contributions. Often, these will be sources for specific projects or programs.

### *New Revenue Sources*

Revenues from current sources have not been sufficient to meet transportation capacity, preservation, and operational needs in Florida's metropolitan areas. MPOs should examine the potential for new revenue sources that could be obtained to supplement current sources to meet those needs. This examination of each potential source should include analyses of:

- Authority (how sources are authorized in current state and/or local laws and ordinances);
- Estimates of proceeds through 20xx;
- Reliability of the estimates (e.g., amount, consistency); and
- Likelihood that the source will become available (e.g., the probability that the proceeds will be available to fund improvements, taking into account issues such as previous state

and/or local government legislative decisions, results of previous referenda, and commitments from decision makers).

### Optional Sources Authorized by Current State Law

Communities in most metropolitan areas have not taken full advantage of some of the optional and discretionary transportation revenue sources authorized by current state law. These include the Ninth-Cent Fuel Tax, the full 11 cents available from the Local Option Fuel Tax, the Charter County and Regional Transportation System Surtax, and the Local Government Infrastructure Surtax. Where authorized, these sources are subject to either the approval of local governing bodies or referenda.

### Innovative Financing Sources

Typically, these are other sources that are used in some local areas in Florida or other states, but are not used in a specific metropolitan area (e.g., toll facilities). Most require state and/or local government legislative authorization before they can be established.

In addition, state and/or federal law has authorized several transportation finance tools that can make additional funds available or accelerate the completion of needed projects. These tools are described in Appendix B, *Leveraging, Cash Flow and Other Transportation Finance Tools*.

### *Development of Revenue Estimates*

MPOs should develop estimates through 2045 for each current or new revenue source. Typically, these will be annual estimates that should be summarized for longer time periods (e.g., 5 years) for plan development purposes. MPOs should consult with financial planning staff from local governments and service providers and consider the following issues.

#### Historical Data

Information should be obtained related to factors that may affect the revenue estimates, such as recent annual proceeds and growth rates. MPOs should consider forecasting methodologies that include the relationships of revenue growth rates to other factors (e.g., population growth, retail sales), to assist with revenue projections, particularly if little historical data exist or annual proceeds fluctuate significantly (e.g., proceeds from impact fees).

#### Adjustments for Inflation

Estimates of future revenue sources usually identify the value of money at the time it will be collected, sometimes referred to as *year of expenditure* or *current* dollars, and reflect future growth in revenue and inflation. If this is not the case, see Appendix C for factors used for adjusting revenue forecasts to “year of expenditure” dollars.

#### Use of Revenues for Maintenance and Operations

About 50 percent of state and federal revenues in the 2045 Revenue Forecast is planned for non-capacity state programs. The emphasis on non-capacity activities funded with local and regional

revenue sources may vary widely among metropolitan areas, but it is important to ensure that sufficient local funds are planned for maintenance and operations activities. Those revenues needed for non-capacity programs should not be considered to be available to fund capacity improvements.

#### Constraints on the Use of Revenues

MPOs should identify any constraints or restrictions that may apply to a revenue source for its use to fund multimodal transportation improvements. For example, federal and local transit operating assistance may be limited to transit services and cannot be used to fund highway improvements. Other constraints include any time limitations on the funding source, such as the limitations on levies of discretionary sales surtaxes.

## Developing a Cost Feasible Plan

Each MPO has established a process for updating its cost feasible plan for its metropolitan transportation system. These processes include public involvement programs tailored to the metropolitan area; schedules for identifying needs, and resources; testing of alternative system networks; and adoption. The Department, particularly through its district planning staff, is an active partner in assisting each MPO in plan development. This section, recognizing the diversity of structure in each MPO, provides general guidance and recommendations to MPOs in updating their cost feasible plans. The guidance should be tailored to the plan development process including establishing local priorities identified in each metropolitan area.

### *Project Identification*

The long range plan will define the transportation system that best meets the needs of the metropolitan area and furthers metropolitan and state goals. The system plan will be comprised of transportation projects and/or programs that are expected to be implemented by 20xx, consistent with the MPOAC *Financial Guidelines for MPO 2045 Long Range Plans*. Projects and programs for at least the years 2027-2045 will be identified in TIPs and FDOT Adopted Work Programs<sup>5</sup>.

The following discusses projects or programs that should be identified for the years 2027-2045. They should be considered as candidates for inclusion in the adopted long range system plan, subject to each MPO's plan development process, including the reconciliation of all project and program costs with revenue estimates. MPOs are encouraged to clearly identify *regionally significant* projects, regardless of mode, ownership, or funding source(s).<sup>6</sup>

### Statewide Capacity Programs

The Department is taking the lead in identifying planned projects and programs funded by these major programs: SIS Highways Construction & ROW, Aviation, Rail, and Intermodal Access. SIS Highways Construction & ROW projects planned within metropolitan areas were provided at the same time as the 2040 Revenue Forecast. These estimates are for planning purposes and do not represent a commitment of FDOT funding.

MPOs are encouraged to review those projects with district staff, identify any projects or areas that require further discussion, and reach agreement with district staff on how those projects will be incorporated in the update of the metropolitan cost feasible plan.

Issues that may require further discussion include candidate projects not included in the SIS Highways Cost Feasible Plan. These may include projects or major project phases that could not be funded by the estimates for the SIS Highways Construction & Right-of-Way program. Information to be discussed should include: project descriptions and cost estimates, funding

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<sup>5</sup> Several Florida MPOs are not scheduled to update LRTPs until 2020 and beyond. MPOs are encouraged to use the latest information available in the TIP or FDOT Adopted Work Program for any years after FY 2023 that may be available.

<sup>6</sup> See "Federal Strategies for Implementing Requirements for LRTP Update for the Florida MPOs," for a description of regionally significant projects.

sources (e.g., Non-SIS Highways Construction & Right-of-Way funds; local, authority or private sector sources), and relationship to other planned improvements.

### Other Capacity Programs

The MPOs will lead in identifying projects or programs that could be funded, or partially funded, by the state with (1) Non-SIS Highways Construction & Right-of-Way and (2) Transit programs. Estimates of those funds have been provided to MPOs. Each MPO should consider the mix of highway and transit projects and programs that best serves its metropolitan area, and that the funding estimates for these two programs are “flexible” for the years 2027-2045. MPOs are encouraged to work with district staff as candidate projects are identified and reach agreement on how they will be incorporated in the update of the metropolitan cost feasible plan. The following should be considered:

- Project Descriptions and Cost Estimates - MPOs should work with district staff, local governments, authorities and service providers, and private sector interests to develop project descriptions and cost estimates in sufficient detail for their planning process. Projects may include improvements to the State Highway System, transit system improvements, and components of Transportation System Management (TSM) and Transportation Demand Management (TDM) programs such as intersection improvements, traffic signal systems, ridesharing programs, and ITS projects.
- Costs of Major Phases - At a minimum, MPOs should identify construction, right-of-way, and Preliminary Engineering (PD&E and Design phases) costs separately. These estimates will be needed because (1) the Non-SIS Highways program estimates include state funding for construction plus right-of-way, and (2) sufficient funds have been estimated to provide planning and engineering (i.e., Product Support as defined in Appendix A) for all state capacity programs. Specific estimates for right-of-way costs should be used for any project where such estimates exist. For other projects, the Department will provide information on the relationship of construction and right-of-way costs to assist with these calculations (see Appendix C for more information).
- Potential Supplemental Funding - MPOs should identify potential revenue sources that could be used to supplement the estimates from the Non-SIS Highways and Transit programs to fund, or partially fund, these projects. This includes federal funds that are not part of the Department’s revenue forecast, or revenues from local and private sector sources.

### Other Projects and Programs

Revenue and project information provided by the Department is intended for those activities that are funded through the state transportation program. Other transportation improvement activities in metropolitan areas may include improvements to local government roads, transit programs that are financed by local revenues and funds, and projects and programs for modes that are not funded by the state program. It is recommended that the following types of information should be developed for these candidate projects and programs: (1) project descriptions and cost estimates, (2) costs of major phases, and (3) funding sources.

## *Development of a Cost Feasible Multimodal Plan*

Development of a *cost feasible multimodal system plan* requires a balancing of high-priority improvements with estimates for expected revenue sources, subject to constraints regarding how certain funding estimates can be used. The Department has provided some flexibility for one-third of the state and federal funds estimated for capacity improvements between 2027 and 2045. Due to program constraints included in the 2045 Revenue Forecast and other sources (e.g., federal transit operating assistance), the following discussion of major system plan elements is organized by transportation mode.

### Highways

The highway element of the multimodal system plan will be comprised of current or proposed facilities that are SIS highways, the remainder of the State Highway System, and appropriate local roads. These three components must be examined separately because of the constraints related to the use of revenue estimates for various programs. MPOs may choose to include “illustrative projects” in their plan, partially funded with Transportation Regional Incentive Program (TRIP) funds. See the guidance under *Documentary Stamps Tax Funds* in the Metropolitan Area Estimates section of this handbook for more information.

- SIS Highways

The MPO should identify planned improvements and funding for corridors on the SIS, consistent with the 2045 SIS Highways Cost Feasible Plan and any adjustments agreed upon by the Department. Such adjustments could result from agreements to supplement SIS funds to either accelerate or add improvements to SIS Highways.

- Other Roads

The MPO should identify planned improvements and funding for corridors that are not on the SIS. Potential funding sources include the “flexible” funds from the state Non-SIS Highways Construction & ROW and Transit programs, and funds from local or private sector sources that have been identified as reasonably available.

- Local Highways and Streets

The MPO should identify planned improvements and funding for local road facilities that should be included in the long range plan. The Department has provided estimates of off-system funds in the statewide forecast that can be used for these improvements, provided they meet federal eligibility requirements. Off-system funds estimated by the Department may be used anywhere except for roads that are functionally classified as local or rural minor collectors, unless such roads were on a federal-aid system as of January 1, 1991. Other funds should include local or private sector sources that have been identified as reasonably available.

- Operational Improvements Programs

MPOs should identify program descriptions and funding levels for transportation system management programs such as intersection improvements, traffic signal systems, and ITS projects. Transportation demand management program descriptions and funding levels can be identified in the highway element, in the transit element, or separately. Generally, such programs should be funded with revenues estimated for the State Non-SIS Highways Construction & ROW and Transit programs or local revenue sources.

### Transit

MPOs should identify transit projects and programs and funding for local or regional bus systems and related public transportation programs in the transit element in cooperation with transit providers. Demand management programs, including ridesharing, bicycle and pedestrian projects can be included, or can be identified separately. Potential funding sources include the “flexible” funds from the state Non-SIS Highways Construction & ROW and Transit programs, federal and local transit operating assistance, and other funds from local or private sector sources that have been identified as reasonably available. MPOs may choose to include “illustrative projects” in their plan, partially funded with New Starts Program funds. See the guidance under *Documentary Stamps Tax Funds* in the Metropolitan Area Estimates section of this handbook for more information.

### Balancing Planning Improvements and Revenue Estimates

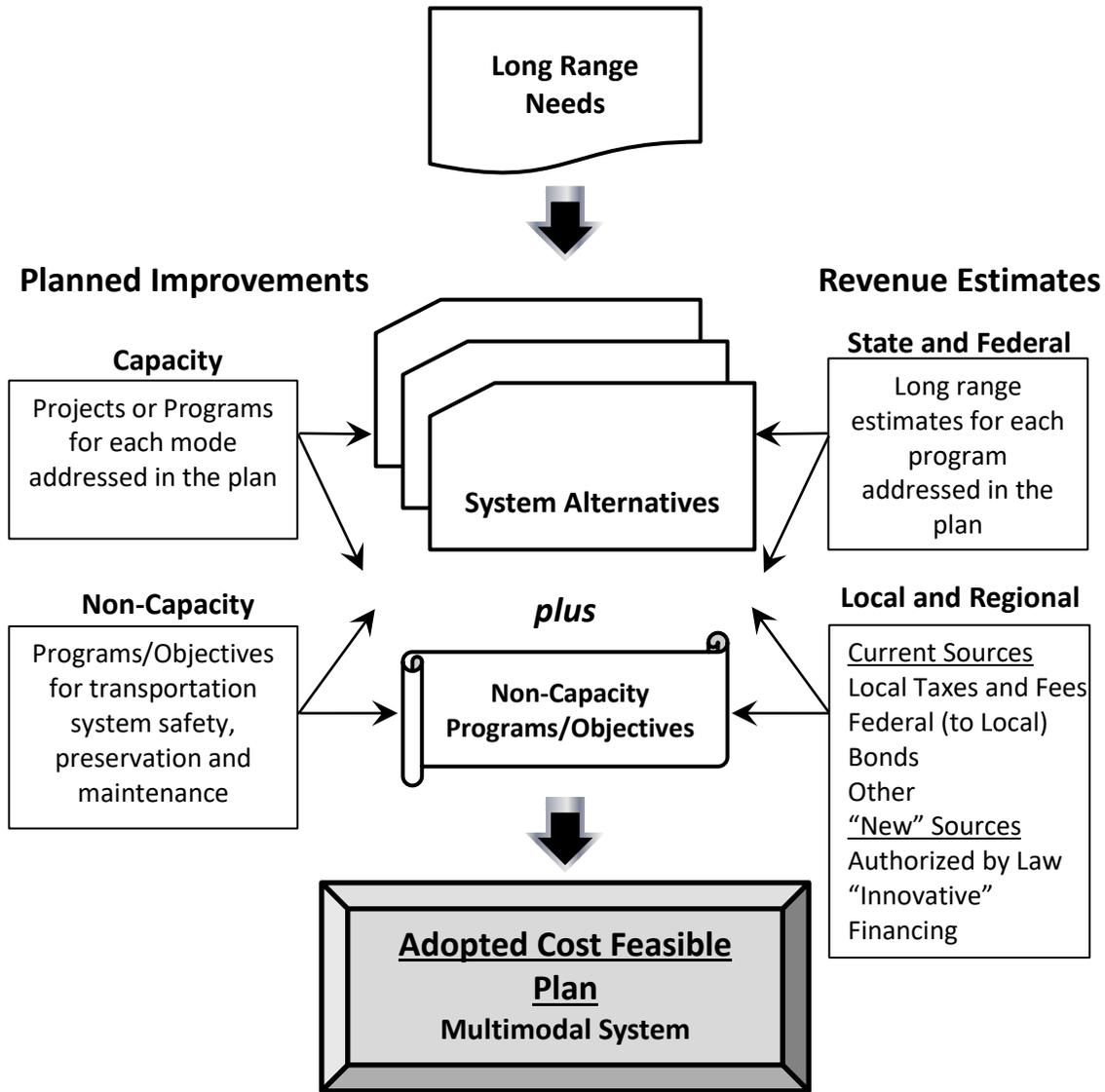
It is expected that each MPO will test several alternative plans leading toward adoption of a cost feasible multimodal plan for the metropolitan transportation system (see Figure 3 below). The system alternatives should examine different ways to meet state and metropolitan goals and objectives through priority setting, and should be analyzed within the context of the metropolitan area’s public involvement program. They may contain alternative mixes of the candidate projects discussed above, alternative schedules for implementation, and alternative improvements for specific projects. Throughout this process, MPOs should reconcile project costs with revenue estimates, taking into consideration the revenues estimated for transportation improvements and any flexibility or constraints associated with the estimates.

State and federal estimates for 20xx-20xx are prepared in five-year time periods to assist MPOs with the testing and staging of alternatives. For planning purposes, some flexibility should be allowed for estimates for these time periods. For example, the total cost of planned projects for the period 20xx-20xx for funding with the flexible Non-SIS Highways and Transit estimates should be within 10 percent of the funds estimated for that period. It is strongly recommended, however, that the total cost of planned projects for the entire 2027-2045 period not exceed revenue estimates for the entire period for each element or component of the plan.

As part of LRTP documentation, MPOs should identify all projects planned to be implemented with federal funds within the first 10 years of the plan.

**Figure 3 Cost Feasible Plan Project and Financial Planning**  
 Metropolitan Long Range Transportation Plan Development

### System Plan Development



## Appendix A: State Transportation Programs and Funding Eligibility

This appendix defines the major program categories used in the 2045 Revenue Forecast and provides guidelines for what types of planned projects and programs are eligible for funding with revenues estimated in the forecast. Metropolitan plan updates that incorporate the information from this revenue forecast should be consistent with these guidelines.

### State Transportation Programs

The 2045 Revenue Forecast includes all state transportation activities funded by state and federal revenues. The basis for the forecast is the framework of the Program and Resource Plan (PRP), the Department's financial planning document for the 10-year period that includes the Work Program. The PRP addresses over 60 programs or subprograms. The chart at the end of this Appendix lists programs and major subprograms and how they have been combined for the revenue forecast.

#### *Major Program Categories*

Revenue estimates for all state programs were combined into the categories shown in Table 6. The funding eligibility information is organized according to these categories and the responsibilities for project identification for each program. Each of the major programs falls under one of the following PRP groups of programs:

- Product – Activities which build the transportation infrastructure.
- Product Support – Planning and engineering required to produce the products.
- Operations & Maintenance – Activities which support and maintain transportation infrastructure after it is constructed and in place.
- Administration – Activities required to administer the entire state transportation program.

**Table 6 Major Program Categories**

Program and Resource Plan	Major Programs	
	Capacity	Non-capacity
Product	SIS Highways Construction & ROW Non-SIS Highways Construction & ROW Aviation Transit Rail Intermodal Access Seaport Development	Safety Resurfacing Bridge
Product Support		Product Support Preliminary Engineering
Operations & Maintenance		Operations & Maintenance
Administration		Administration

***Planning for Major Programs***

MPO long range plans will contain project and financial information for a wide range of transportation improvements expected through 2045. The Department and MPOs share the responsibility for identifying these improvements and the expected funding for each. The information in this document is limited to projects and programs funded with state and federal revenues that typically are contained in the state Five Year Work Program. MPOs must also consider projects and programs in their long range plans that may be funded with other sources available within the metropolitan area. These include local government taxes and fees, private sector sources, local/regional tolls, and other sources each MPO may identify. Responsibilities, and the general level of detail required for long range plans, include:

- Capacity Programs - to the extent possible, project descriptions and costs will be developed for each transportation mode, consistent with estimated revenues, as follows:
  - SIS Highways, Aviation, Rail, Seaport Development and Intermodal Access - the Department leads in project identification in each metropolitan area.  
Note: The Department continues to work with modal partners to identify aviation, rail, seaport, and intermodal access projects beyond the years in the Work Program. However, FDOT and its partners have not been able to identify cost feasible projects beyond the Work Program sufficiently to include them in the SIS Cost Feasible Plan and, therefore, in MPO cost feasible plans.
  - Non-SIS Highways and Transit - each MPO leads in project identification within its metropolitan area.
- Non-Capacity Programs - the Department estimates sufficient revenues to meet statewide safety, preservation and support objectives through 2045, including in each metropolitan area. It is not necessary to identify projects for these programs, so estimates for these

activities have not been developed for metropolitan areas. The Department will prepare separate documentation to address these programs and estimated funding and provide it to MPOs for inclusion in the documentation of their long range plans.

## **Funding Eligibility for Major Programs**

The SIS Cost Feasible Plan, Multimodal Unfunded Needs Plan and metropolitan LRTPs consider many types of transportation improvements to meet long range needs, constrained by the funding expected to be available during the planning period. The following are explanations of the types of projects, programs and activities that are eligible for state and/or federal funding in each of the major categories contained in the 2045 Revenue Forecast.

### ***Statewide Capacity Programs***

The Department leads in the identification of planned projects and programs that are associated with the Strategic Intermodal System (SIS) and provides detailed information to MPOs. As a result, metropolitan plans and programs that include state and federal funds for these major programs should be coordinated and consistent with state long range plans and programs. Each is discussed below.

#### **SIS Highways Construction & Right-of-Way**

The Strategic Intermodal System (SIS) and the Emerging SIS, includes over 4,300 miles of Interstate, Turnpike, other expressways and major arterial highways and connectors between those highways and SIS hubs (airports, seaports, etc.). The SIS is the state's highest priority for transportation capacity investments.

Metropolitan plans and programs for SIS Highways should be consistent with the 2045 SIS Highway Cost Feasible Plan, as provided to each MPO. Projects associated with aviation, rail, seaport development and intermodal access may be funded under this program, provided that they are included in the SIS Highway Cost Feasible Plan. Capacity improvement projects eligible for funding in the current plan include:

- Construction of additional lanes;
- The capacity improvement component of interchange modifications;
- New interchanges;
- Exclusive lanes for through traffic, public transportation vehicles, and other high occupancy vehicles;
- Bridge replacement with increased capacity;
- Other construction to improve traffic flow, such as intelligent transportation systems (ITS), incident management systems, and vehicle control and surveillance systems;
- The preferred alternative defined by an approved multi-modal interstate master plan;
- Weigh-in-motion stations;
- Acquisition of land which is acquired to support the SIS highway and bridge construction programs, and land acquired in advance of construction to avoid escalating land costs and prepare for long-range development; and
- New weigh stations and rest areas on the interstate.

The following activities are not eligible for funding from the SIS Highways Construction & Right-of-Way program estimates: planning and engineering in SIS corridors (see Product Support below), highway/road construction and right-of-way acquisition not listed above, and support activities to acquire right-of-way (see Product Support below).

### Aviation

The state provides financial and technical assistance to Florida's airports. FDOT's Work Program Instructions provide information regarding additional funding eligibility and state matching funds requirements. Projects and programs eligible for funding include:

- Assistance with planning, designing, constructing, and maintaining public use aviation facilities;
- Assistance with land acquisition;
- "Discretionary" assistance for capacity improvement projects at certain airports. In 2017 those meeting the eligibility criteria are Miami, Orlando, Ft. Lauderdale/Hollywood, Tampa, Southwest Florida, and Orlando Sanford international airports.

The following activities are not eligible for funding from the Aviation program estimates: planning and engineering to support state programs (see Product Support below), financial and technical assistance for private airports, and "discretionary" capacity improvements at airports other than those listed above.

### Rail

The state provides funding for acquisition of rail corridors and assistance in developing intercity passenger and commuter rail service, fixed guideway system development, rehabilitation of rail facilities and high speed transportation. FDOT's Work Program Instructions provide information regarding additional funding eligibility and state matching funds requirements. Projects and programs eligible for funding include:

- Financial and technical assistance for intermodal projects;
- Rail safety inspections;
- Regulation of railroad operations and rail/highway crossings;
- Identification of abandoned rail corridors;
- Recommendations regarding acquisition and rehabilitation of rail facilities; and
- Assistance for developing intercity rail passenger service or commuter rail service.

The following activities are not eligible for funding from the Rail program estimates: planning and engineering to support state programs (see Product Support below), financial and technical assistance for rail projects and programs not specified above.

### Intermodal Access

The state provides assistance in improving access to intermodal facilities and the acquiring of associated rights of way. FDOT's Work Program Instructions provide information regarding additional funding eligibility and state matching funds requirements. Projects and programs eligible for funding include:

- Improved access to intermodal or multimodal transportation facilities;
- Construction of multimodal terminals;
- Rail access to airports and seaports;
- Interchanges and highways which provide access to airports, seaports and other multimodal facilities; and
- Projects support of certain intermodal logistics centers.

The following activities are not eligible for funding from the Intermodal Access program estimates: planning and engineering to support state programs (see Product Support below), and programs not specified above.

### Seaport Development

The state provides assistance with funding for the development of public deep water ports. This includes support of bonds issued by the Florida Ports Financing Commission that finances eligible capital improvements. FDOT's Work Program Instructions provide information regarding additional funding eligibility and state matching funds requirements. Projects and programs eligible for funding and state matching funds requirements vary among several programs.

The following activities are not eligible for funding from the Seaport Development program estimates: planning and engineering to support state programs (see Product Support below), programs not specified above, and financial and technical assistance at other ports.

### *Other Capacity Programs*

MPOs will lead in the identification of planned projects and programs for the (1) Non-SIS Highways Construction & ROW and (2) Transit programs. For 20xx-20xx, MPOs should identify projects as contained in the Work Program. For all years after 20xx, MPOs should plan for the mix of highway and transit programs that best meets the needs of their metropolitan area. As a result, MPOs may identify either highway or transit improvement programs and projects, consistent with the total amount of the two major programs, and consistent with the following eligibility criteria.

### Non-SIS Highways Construction & Right of Way

The primary purpose of this program is to fund improvements on the part of the State Highway System (SHS) that is not designated as SIS. The approximately 8,000 miles of such highways represent about 64% of the SHS. Projects and programs eligible for funding include:

- Construction and improvement projects on state roadways which are not on the Strategic Intermodal System (SIS), including projects that:
  - Add capacity;
  - Improve highway geometry;
  - Provide grade separations; and
  - Improve turning movements through signalization improvements and storage capacity within turn lanes.

- Acquisition of land which is acquired to support the SHS highway and bridge construction programs, and land acquired in advance of construction to avoid escalating land costs and prepare for long-range development;
- Construction and traffic operations improvements on certain local government roads that add capacity, reconstruct existing facilities, improve highway geometrics (e.g., curvature), provide grade separations, and improve turning movements through signalization improvements and adding storage capacity within turn lanes; and
- Acquisition of land necessary to support the construction program for certain local government roads, as discussed immediately above.

The Department provides separate estimates of funds from this program that may be used on local government roads that meet federal eligibility criteria (i.e., off-system). By law, state funds cannot be used on local government roads except to match federal aid, for locally owned SIS Connectors, and under certain subprograms subject to annual legislative appropriations. Long range plans should not assume that state funds will be appropriated for local government road improvements.

Use of these funds for road projects not on the SHS will effectively reduce the amount of funds planned for the SHS and public transportation in the metropolitan area, the District and the state.

The following activities are not eligible for funding from the Non-SIS Highways Construction & Right-of-Way program estimates: planning and engineering in SHS corridors (see Product Support below), highway/road construction and right-of-way acquisition not listed above, support activities to acquire right-of-way (see Product Support below), land acquisition for airports (see Aviation above), and land acquisition for railroad corridors (see Rail above).

### Transit

The state provides technical and operating/capital assistance to transit, paratransit, and ridesharing systems. Projects and programs eligible for funding include:

- Capital and operating assistance to public transit systems and Community Transportation Coordinators, through the Public Transit Block Grant Program  
Note: For this program, state participation is limited to 50% of the non-federal share of capital costs and up to 50% of eligible operating costs. The block grant can also be used for transit service development and corridor projects. An individual block grant recipient's allocation may be supplemented by the State if (1) requested by the MPO, (2) concurred in by the Department, and (3) funds are available. The Transportation Disadvantaged Commission is allocated 15% of Block Grant Program funds for distribution to Community Transportation Coordinators;
- Service Development projects, which are demonstration projects that can receive initial funding from the state  
Note: For these projects, Up to 50% of the net project cost can be provided by the state. Up to 100% can be provided for projects of statewide significance (requires FDOT concurrence). Costs eligible for funding include operating and maintenance costs (limited to no more than three years) and marketing and technology projects (limited to no more than two years);

- Transit corridor projects that are shown to be the most cost effective method of relieving congesting and improving congestion in the corridor;
- Commuter assistance programs that encourage transportation demand management strategies, ridesharing and public/private partnerships to provide services and systems designed to increase vehicle occupancy;
- Assistance with acquisition, construction, promotion and monitoring of park-and-ride lots; and
- Assistance to fixed-guideway rail transit systems or extensions, or bus rapid transit systems operating primarily on dedicated transit right-of-way under the New Starts Transit Program.

The following activities are not eligible for funding from the Transit program estimates: planning and engineering to support state programs (see Product Support below), and federally funded financial and technical assistance for transit plans and programs for those funds that are not typically included in the state Five Year Work Program (e.g., federal funds for operating assistance).

### *Non-Capacity Programs*

Statewide estimates for all state non-capacity programs are an integral part of the 2045 Revenue Forecast to ensure that statewide system preservation, maintenance, and support objectives will be met through 2045. These objectives will be met in each metropolitan area, so it was not necessary to develop metropolitan estimates for these programs. Neither the Department nor the MPOs needs to identify projects for these programs. However, pursuant to an agreement between FDOT and the Federal Highway Administration Division Office, FDOT has provided district-level estimates of “Operations and Maintenance” costs on the State Highway System to MPOs for inclusion in the documentation of their long range transportation plans. The Operations and Maintenance estimates are the total estimates for the State Resurfacing, Bridge, and Operations & Maintenance programs.

The forecast for these programs and related information will be provided to each MPO in an Appendix for inclusion in the documentation of their long range plan. The following information on project eligibility for these programs is provided for informational purposes only.

### Safety

Safety issues touch every area of the state transportation program. Specific safety improvement projects and programs in this major program address mitigation of safety hazards that are not included in projects funded in other major programs. Projects and programs eligible for funding include:

- Highway safety improvements at locations that have exhibited a history of high crash frequencies or have been identified as having significant roadside hazards;
- Grants to state and local agencies for traffic safety programs with the intent of achieving lower levels and severity of traffic crashes; and
- Promotion of bicycle and pedestrian safety and vulnerable road users, including programs for public awareness, education and training.

The following activities are not eligible for funding from the Safety program estimates: planning and engineering to support state programs (see Product Support below), safety improvements funded as a part of other major state programs (e.g., SIS construction), financial and technical assistance for safety programs not specified above.

### Resurfacing

The state periodically resurfaces all pavements on the State Highway System (SHS) to preserve the public's investment in highways and to maintain smooth and safe pavement surfaces. Projects and programs eligible for funding include:

- Periodic resurfacing of the Interstate, Turnpike and other components of the SHS;
- Resurfacing or reconstructing of county roads in counties eligible to participate in the Small County Road Assistance Program; and
- Periodic resurfacing of other public roads, consistent with federal funding criteria and Department and MPO programming priorities.

The following activities are not eligible for funding from the Resurfacing program estimates: planning and engineering to support state programs (see Product Support below), resurfacing that is funded by other major state programs as a part of major projects that add capacity (e.g., SIS and Non-SIS Highways construction), thin pavement overlays which eliminate slippery pavements (funded by the Safety Program), and resurfacing of other roads not specified above. Other than the Small County Road Assistance Program, funds for resurfacing on off-system projects are not included in the forecast. Any planned off-system resurfacing projects must be funded from the off-system share of the Non-SIS Highways Construction & Right-of-Way estimates.

### Bridge

The state repairs and replaces deficient bridges on the SHS, or on other public roads as defined by state and federal criteria. Projects and programs eligible for funding include:

- Repairs of bridges and preventative maintenance activities on bridges on the SHS;
- Replacement of *structurally deficient* bridges on the SHS (Note: The state Bridge Replacement Program places primary emphasis on the replacement of structurally deficient or weight restricted bridges. Planned capacity improvements for bridges that are to be widened or replaced to address highway capacity issues must be funded from the Non-SIS Highways or SIS Highways Construction & Right-of-Way major programs);
- Replacement of bridges which require structural repair but are more cost effective to replace;
- Construction of new bridges on the SHS;
- Replacement of *structurally deficient* bridges off the SHS but on the federal-aid highway system, subject to state and federal policies and eligibility criteria; and
- Replacement of *structurally deficient* bridges off the federal-aid highway system, subject to state and federal policies and eligibility criteria.

The following activities are not eligible for funding from the Bridge program estimates: planning and engineering to support state programs (see Product Support below), and repairs to or replacements of bridges on roads not specified above.

### Product Support

Planning and engineering activities are required to produce the products and services described in the major programs discussed above. These are functions performed by Department staff and professional consultants. Costs include salaries and benefits; professional fees; and administrative costs such as utilities, telephone, travel, supplies, other capital outlay, and data processing. Functions eligible for funding include:

- Preliminary engineering (related to environmental, location, engineering and design);
- Construction engineering inspection for highway and bridge construction;
- Right of way support necessary to acquire and manage right-of-way land for the construction of transportation projects;
- Environmental mitigation of impacts of transportation projects on wetlands;
- Materials testing and research; and
- Planning and Public Transportation Operations support activities.

Estimates for the Product Support program are directly related to the estimates of the product categories of the 2045 Revenue Forecast. That is, these levels of Product Support are adequate to produce the estimated levels of the following major programs: SIS Highways Construction and Right-of-Way, Non-SIS Highways Construction & Right-of-Way, Aviation, Transit, Rail, Intermodal Access, Seaport Development, Safety, Resurfacing, and Bridge. As a result, the components of metropolitan plans and programs that are based on state and federal funds should be consistent with the total of the above product categories to ensure that sufficient Product Support funding is available from state and federal sources through 2045. MPOs are encouraged to include estimates for PD&E and Design phases in the LRTP, particularly for projects that cannot be fully funded by 2045 as described earlier in this guidebook.

The following activities are not eligible for funding from the Product Support program estimates: planning and engineering to support plans or programs that are not eligible for funding from the Product programs, and local and regional planning and engineering activities not typically included in the state Five Year Work Program.

### Operations & Maintenance

Operations and maintenance activities support and maintain the transportation infrastructure once it is constructed. Scheduled major repairs or replacements such as resurfacing, bridge replacement or traffic operations improvements are parts of the Resurfacing, Bridge, and Non-SIS Highways Highway programs, respectively. Functions eligible for funding include:

- Routine maintenance of the SHS travel lanes; roadside maintenance; inspections of state and local bridges; and operation of state moveable bridges and tunnels;
- Traffic engineering analyses, training and monitoring that focus on solutions to traffic problems that do not require major structural alterations of existing or planned roadways;

- Administration of and toll collections on bonded road projects such as toll expressways, bridges, ferries, and the Turnpike; and
- Enforcement of laws and Department rules which regulate the weight, size, safety, and registration requirements of commercial vehicles operating on the highway system.

The following activities are not eligible for funding from the Operations and Maintenance program estimates: operations and maintenance activities on elements of the transportation system not specified above.

### Administration

Administration includes the staff, equipment, and materials required to perform the fiscal, budget, personnel, executive direction, document reproduction, and contract functions of carrying out the state transportation program. It also includes the purchase of and improvements to non-highway fixed assets. Eligible functions and programs are:

- Resources necessary to manage the Department in the attainment of goals and objectives;
- Acquisition of resources for production, operation and planning units including personnel resources; external production resources (consultants); financial resources; and materials, equipment, and supplies;
- Services related to eminent domain, construction letting and contracts, reprographics, and mail service;
- Costs for the Secretary, Assistant Secretaries, and immediate staffs; for the Florida Transportation Commission and staff; and for the Transportation Disadvantaged Commission; and
- Acquisition, construction and improvements of non-highway fixed assets such as offices, maintenance yards, and construction field offices.

The following activities are not eligible for funding from the Administration program estimates: administrative activities not specified above.

**Table 7 Program Categories for the 2045 Revenue Forecast and Program & Resource Plan**

2045 REVENUE FORECAST PROGRAMS	PROGRAM & RESOURCE PLAN	
	PROGRAMS	SUBPROGRAMS
<b>CAPACITY</b>	<b>I. PRODUCT</b>	
<b>SIS Highways Construction &amp; Right-of-Way</b>	SIS Highway Construction	<ol style="list-style-type: none"> <li>1. Interstate Construction</li> <li>2. Turnpike Construction</li> <li>3. Other SIS Construction</li> <li>4. SIS Traffic Operations</li> </ol>
	SIS Right of Way	<ol style="list-style-type: none"> <li>1. SIS Advance Corridor Acquisition</li> </ol>
<b>Other Roads Construction &amp; Right-of-Way</b>	Other Roads Construction	<ol style="list-style-type: none"> <li>1. Other Traffic Operations</li> <li>2. Construction</li> <li>3. County Transportation Programs</li> <li>4. Economic Development</li> </ol>
	Other Roads Right of Way	<ol style="list-style-type: none"> <li>1. Other Roads</li> <li>2. Other Roads Advance Corridor Acquisition</li> <li>3. Other Advance Corridor Acquisition</li> </ol>
<b>Public Transportation</b> <ul style="list-style-type: none"> <li>• Aviation</li> <li>• Transit</li> <li>• Rail</li> <li>• Intermodal Access</li> <li>• Seaport Development</li> </ul>	Aviation	<ol style="list-style-type: none"> <li>1. Airport Improvement</li> <li>2. Land Acquisition</li> <li>3. Planning</li> <li>4. Discretionary Capacity Improvements</li> </ol>
	Transit	<ol style="list-style-type: none"> <li>1. Transit Systems</li> <li>2. Transportation Disadvantaged - Department</li> <li>3. Transportation Disadvantaged - Commission</li> <li>4. Other</li> <li>5. Block Grants</li> <li>6. New Starts Transit</li> </ol>
	Rail	<ol style="list-style-type: none"> <li>1. High Speed Rail</li> <li>2. Passenger Service</li> <li>3. Rail/Highway Crossings</li> <li>4. Rail Capital Improvements/Rehabilitation</li> </ol>
	Intermodal Access	None
	Seaport Development	None
	SUN Trail	None

<b>NON-CAPACITY</b>	<b>PROGRAMS</b>	<b>SUBPROGRAMS</b>
<b>Safety</b>	Safety	1. Highway Safety 2. Rail/Highway Crossings (discontinued) 3. Grants
<b>Resurfacing</b>	Resurfacing	1. Interstate 2. Arterial & Freeway 3. Off-System 4. Turnpike
<b>Bridge</b>	Bridge	1. Repair - On System 2. Replace - On System 3. Local Bridge Replacement 4. Turnpike
	<b>II. PRODUCT SUPPORT</b>	
<b>Product Support</b>		A. Preliminary Engineering ( <i>all</i> ) B. Construction Engineering Inspection ( <i>all</i> ) C. Right-of-Way Support ( <i>all</i> ) D. Environmental Mitigation E. Materials & Research ( <i>all</i> ) F. Planning & Environment ( <i>all</i> ) G. Public Transportation Operations
	<b>III. OPERATIONS &amp; MAINTENANCE</b>	
<b>Operations &amp; Maintenance</b>		A. Operations & Maintenance ( <i>all</i> ) B. Traffic Engineering & Operations ( <i>all</i> ) C. Toll Operations ( <i>all</i> ) D. Motor Carrier Compliance
	<b>IV. ADMINISTRATION</b>	
<b>Administration</b>		A. Administration ( <i>all</i> ) B. Fixed Capital Outlay ( <i>all</i> ) C. Office Information Systems

Notes:

- (*all*) refers to all levels of subprogram detail below the one shown in this table.
- Program and Resource Plan category "V. OTHER" is related to the "TOTAL BUDGET" and was included in the 2040 Revenue Forecast as "Other" (i.e., not as a "Program").

## **Appendix B: Leveraging, Cash Flow, and Other Transportation Finance Tools**

Metropolitan areas are encouraged to consider innovative or non-traditional sources of funding and financing techniques in their long range plans. These may include optional revenue sources such as local option motor fuel taxes or local option sales taxes that are not currently in place, toll facilities, public/private partnerships, and debt financing. It should be noted that debt financing, borrowing implementation funds to be paid back from future revenues, should be analyzed carefully before deciding to use it to fund projects. There are tradeoffs between building a project earlier than would otherwise be the case and increased costs from interest and other expenses required to finance projects this way.

Several such sources or techniques are available because of state and federal laws. Concurrence of the Department, and in some cases the federal government, is required before projects or programs can be funded through these sources. As a result, each MPO should coordinate with the Department before including these sources and techniques in its long range plan.

The following is general guidance for specific sources. More detailed guidance can be obtained from FDOT staff. Guidance on planning for future toll facility projects concludes this appendix.

### **Federal/State Transportation Finance Tools**

Federal law allows several methods of transportation finance that provide opportunities to leverage federal transportation funds. Most of the tools can be applied in more than one state program. The tools are not identified separately in the Program and Resource Plan, but the Department has established processes and criteria for their use. MPOs should work closely with FDOT before including these and other federal financing tools as part of their long range financial planning.

#### ***State Infrastructure Bank (SIB)***

The SIB was originally established by the National Highway System Act of 1995 to encourage state and local governments to identify and develop innovative financing mechanisms that will more effectively use federal financial resources.

Florida has two separate SIB accounts: the federal-funded SIB account (capitalized by federal money and matched with appropriate state funds as required by law); and the state-funded SIB (capitalized with state funds and bond proceeds). The SIB can provide loans and other assistance to public and private entities carrying out or proposing to carry out projects eligible for assistance under state and federal law. Highway and transit projects are eligible for SIB participation. See FDOT Work Program Instructions for more details.

SIB applications are accepted during the published advertisement period via the FDOT online application process (See <http://www.dot.state.fl.us/officeofcomptroller/PFO/sib.shtm>).

### *Advance Construction (AC)*

States can initially use state funds to construct projects that may eventually be reimbursed with federal funds. These are state funds used to finance projects in anticipation of future federal apportionments. Subsequently, authorized by [Title 23 U.S.C. 120\(j\)\(1\)](#), the state can obligate federal-aid funds to reimburse the federal share of those projects (i.e., the share that was initially funded with state dollars). This is a way to construct federal-aid projects sooner than if Florida had to wait for future federal funding obligations before construction could begin. Florida has used this financing tool for many years to advance the construction of needed projects. AC has a greater impact on the timing of project construction than on the amount of federal funds.

### *Flexible Match*

Federal law allows private funds, materials or assets (e.g., right of way) donated to a specific federal-aid project to be applied to the state's matching share. The donated or acquired item must qualify as a participating cost meeting eligibility standards and be within the project's scope. Such private donations will effectively replace state funds that would have been used to match the federal aid, freeing up the state funds for use on other projects.

### *Toll Credits (Soft Match)*

Federal law permits the use of certain toll revenue expenditures as a credit toward the non-federal share of transportation projects, as authorized by [Title 23 U.S.C. 120](#). For example, the Turnpike is paid for with tolls, but it is eligible for federal aid. A toll credit is a credit from the federal government for the unused federal matching funds that could have been requested for Turnpike construction. This credit can be used instead of state or local funds to meet federal match requirements for other transportation projects, including transit.

Such credits free up state or local funds for other uses, that otherwise would have been used to match federal aid. Toll credits can only be used for transportation capital investments (e.g., highway construction, buses).

### *Transportation Infrastructure Finance and Innovation Act (TIFIA)*

Federal law authorizes the United States Department of Transportation (USDOT) to provide three forms of credit assistance for surface transportation projects of national or regional significance: secured (direct) loans, loan guarantees, and standby lines of credit. USDOT awards assistance on a competitive basis to project sponsors (e.g., state department of transportation, transit operators, special authorities, local governments, private consortia). Various highway, transit, rail, and intermodal projects may receive credit assistance under [TIFIA](#).

## **State Transportation Finance Tools**

Florida law establishes several programs that allow the state, local governments and transportation authorities to cooperatively fund transportation projects sooner than would be the case under traditional state programs. In addition, state funds can be used to assist local

governments and transportation authorities with pre-construction activities on potential toll facilities, and to assist with state economic development.

### ***Local Fund Reimbursement***

Local Fund Reimbursement (LFR) are local funds used to advance a project in the adopted work program. Local entities provide the funding for specific projects in advance and will be reimbursed in the future. The reimbursement will come in the year the project was initially funded in the adopted Work Program. Local governments can contribute cash, goods and/or services to the Department to initiate projects sooner than scheduled in the Work Program.

[Section 339.12, F.S.](#), authorizes the local government reimbursement program. It allows projects in the adopted Five Year Work Program to be advanced, subject to a statewide \$250 million cap on commitments. There are statutory exceptions to the \$250 million cap as described in the above referenced statute.

### ***Economic Development Program***

The Non-SIS Highways Construction & ROW Program contains an Economic Development sub-program. It is administered by FDOT, in cooperation with the Department of Economic Opportunity. The Program may provide funds for access roads and highway improvements for new and existing businesses and manufacturing enterprises that meet certain criteria.

For the purposes of MPO plan updates, it has been assumed that the metropolitan area's statutory share of these funds will be available for transportation improvements and is a part of the funds in the estimate of Non-SIS Highways Construction & Right of Way provided to the MPO. MPOs should not consider the Economic Development sub-program as a revenue source separate from, or in addition to, the estimates provided by the Department for the 2045 Revenue Forecast.

## **Future Toll Facility Projects in Metropolitan Long Range Transportation Plans**

FDOT, primarily through the Turnpike Enterprise, and local expressway authorities are currently engaged in studies of the feasibility of new toll facilities or extensions of existing facilities. If a MPO desires to include future toll facility projects in its long range plan beyond those currently included in the FDOT SIS Cost Feasible Plan (CFP), the MPO should coordinate with Turnpike Enterprise and possibly local authority staff to determine if these facilities should be included in the plan (possibly as *illustrative* projects). Issues to be considered include:

- Local/regional support of elected officials and the public for the project;
- Environmental, socio-economic and related impacts of the project;
- Consistency with affected local comprehensive plans; and
- Economic feasibility of the project (costs, revenues, debt service coverage, value for money analysis which compares public and privately financed alternatives side-by-side before a financing option is selected. This analysis is a strong tool for informing the public and ensuring that the public good has been protected, etc.)

FDOT's experience with analyses of economic feasibility for such projects suggests that it is extremely difficult to meet debt service requirements for a new toll facility or extension solely with toll revenues generated by the project, particularly in early years of operation. Often, the difficulty varies depending upon the location of the facility (e.g., urban, rural). However, each project is different based upon the location, competing roadways, and other factors. When little project information is available, FDOT offers the following additional considerations to MPOs that are interested in including future toll facility projects in their cost feasible long range plans:

- For projects in suburban or emerging suburban areas, estimated toll revenues likely will cover only a portion of the total project cost;
- For projects in urban areas, estimated toll revenues may cover a somewhat higher portion of the cost of the project. However, project costs, particularly for right of way, are much higher than in other areas;
- For projects in rural areas, possibly associated with proposed new land development which will take time to materialize, estimated toll revenues in the early years likely will be substantially lower than total project cost.

For the purposes of the metropolitan long range plan, MPOs should document the amount and availability of revenues from other sources expected to be available to finance the project cost. Other sources may potentially include local revenue sources, Non-SIS Highways Construction & ROW funds from the 2045 Revenue Forecast, and private sector contributions. FDOT encourages MPOs to consult with the Turnpike Enterprise and/or local authority for technical assistance on preparing early analyses for possible toll facilities in the cost feasible long range plan.

## Appendix C: Other Information

### Inflation Factors

Consistent with federal planning regulations [23 CFR 450.324(f)(11)] and *Financial Guidelines for MPO 2045 Long Range Plans* to be adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in early 2017, the 2045 Revenue Forecast is expressed in Year of Expenditure (YOE) dollars. MPOs will need to use inflation factors to adjust project costs from “Present Day Cost” dollars (typically 2015 or 2016 dollars for recent cost estimates) to future YOE dollars. MPOs also may have to adjust estimates of local revenues not included in the Department’s forecast to YOE dollars, depending on how those revenue estimates were developed.

### *Adjusting Project Costs*

In order to balance project costs against the revenue estimates from the 2045 Revenue Forecast, costs and revenues need to be expressed using the same base year. Project cost estimates are typically expressed in “present day costs” (i.e., year that the project costs were developed, such as 2015), which are based on the value of money today and not adjusted for inflation.

Table 8 will assist MPOs in converting project costs to YOE dollars. For example, if the cost estimate for a specific project is expressed in fiscal year 2015 dollars and the project is planned to be implemented in the 2026 to 2030 time period, the MPO should multiply the cost estimate by 1.43 to convert the cost estimate to YOE dollars. The inflation multipliers included in Table 8 are based on the Department’s inflation factors associated with the FY 2018-2022 Work Program and previous work programs. Factors for project cost estimates developed in fiscal years 2015, 2016, 2017 and 2018 are shown in Table 8 because needed project cost estimates are likely to be denominated in dollars of one of those years. If subsequent project cost estimates are developed denominated in fiscal years 2019, 2020 or 2021, the table can be updated.

As a detailed example, consider a desired project for which a cost estimate was generated by local government in FY 2015. The annual inflation rates in the lower part of Table 8 can be used to convert local cost estimates prepared in “today’s” dollars to YOE dollars. When the cost estimate is expressed in 2015 dollars, the MPO can estimate the amount in 2021 dollars as follows:

$$\text{2021 dollars} = (\text{2015 dollars}) * (1.030) * (1.027) * (1.025) * (1.027) * (1.028) * (1.026)$$

*(for 2016) (for 2017) (for 2018) (for 2019) (for 2020) (for 2021)*

For consistency with other estimates, FDOT recommends summarizing estimated local funds for each year by the 5-year periods.

**Table 8 Inflation Factors to Convert Project Cost Estimates to Year of Expenditure Dollars by Time Bands**

Time Period for Planned Project or Project Phase Implementation	Multipliers to Convert Project Cost Estimates to Year of Expenditure Dollars			
	Project Cost in 2015 PDC \$*	Project Cost in 2016 PDC \$*	Project Cost in 2017 PDC \$*	Project Cost in 2018 PDC \$*
2024-2025 (2 Year Period)	1.29	1.25	1.22	1.19
2026-2030	1.43	1.39	1.35	1.32
2031-2035	1.69	1.64	1.59	1.55
2036-2045	2.22	2.16	2.10	2.05

**Table 9 Inflation Factors to Convert Project Cost Estimates to Year of Expenditure Dollars for Each Individual Year**

Multipliers are based on the following annual inflation estimates:				
	<u>From</u>	<u>To</u>	<u>Annual Rate</u>	
	<u>2015 Dollars</u>	<u>2016 Dollars</u>	<u>3.0%</u>	
	<u>2016 Dollars</u>	<u>2017 Dollars</u>	<u>2.7%</u>	
	<u>2017 Dollars</u>	<u>2018 Dollars</u>	<u>2.5%</u>	
	<u>2018 Dollars</u>	<u>2019 Dollars</u>	<u>2.7%</u>	
	<u>2019 Dollars</u>	<u>2020 Dollars</u>	<u>2.8%</u>	
	<u>2020 Dollars</u>	<u>2021 Dollars</u>	<u>2.6%</u>	
	<u>2021 Dollars</u>	<u>2022 Dollars</u>	<u>2.5%</u>	
	<u>2022 Dollars</u>	<u>2023 Dollars</u>	<u>2.7%</u>	
	<u>2023 Dollars</u>	<u>2024 Dollars</u>	<u>2.8%</u>	
	<u>2024 Dollars</u>	<u>2025 Dollar</u>	<u>2.9%</u>	
	<u>2025 Dollars</u>	<u>2026 Dollars</u>	<u>3.0%</u>	
	<u>2026 Dollars</u>	<u>2027 Dollars</u>	<u>3.1%</u>	
	<u>2027 Dollars</u>	<u>2028 Dollars</u>	<u>3.2%</u>	
	<u>2028 Dollars</u>	<u>2029 Dollars</u>	<u>3.3%</u>	
	<u>2029 Dollars</u>	<u>2030 Dollars and beyond</u>	<u>3.3 % each year</u>	

\* "PDC \$" means "Present Day Cost"

### **Relationship of Construction and ROW Costs**

The Department experiences extreme variation in the costs of right-of-way for improvement projects. Since fiscal year 1991-92, district right-of-way programs have ranged from as low as 4% of construction costs to more than 30% and, in rare instances, have exceeded construction costs.

MPOs should work with their district office for more information on right of way costs (see the FDOT website at <http://www.dot.state.fl.us/planning/policy/costs/>).

The 2045 Revenue Forecast contains estimates for combined construction and right of way funding. For planned construction projects, MPOs are requested to work with district staff to develop right-of-way estimates and right-of-way inflation estimates. If no project-specific estimate is available, MPOs should use the right-of-way/construction ratio recommended by the district to estimate right-of-way costs. For example, if the estimated construction cost of a project is \$40 million and the district has established a right-of-way/construction ratio of 25%, then the total cost for construction and right-of-way is \$50 million (\$40 + \$10).

## Appendix D: Glossary

**Capacity Programs:** Major FDOT programs that expand the capacity of existing transportation systems including the following statewide programs: SIS Highways Construction and Right-of-Way and Public Transportation programs. This category also includes 'Non-SIS Highways Construction and Right-of-Way' and Transit.

**Charter County and Regional Transportation Surtax:** A local discretionary sales tax that allows each charter county with an adopted charter, each county the government of which is consolidated with that of one or more municipalities, and each county that is within or under an interlocal agreement with a regional transportation or transit authority created under Ch. 343 or 349, F.S., to levy at a rate of up to 1 percent. Generally, the tax proceeds are for the development, construction, operation, and maintenance of fixed guideway rapid transit systems, bus systems, on-demand transportation services, and roads and bridges.

**Concession Revenues:** Non-toll revenues generated from concession contracts entered into by the Turnpike, such as the Service Plaza concession contract.

**Constitutional Fuel Tax:** A state tax of two cents per gallon of motor fuel. The first call on the proceeds is to meet the debt service requirements, if any, on local bond issues backed by the tax proceeds. The balance, called the 20 percent surplus and the 80 percent surplus, is credited to the counties' transportation trust funds.

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

**County Fuel Tax:** A county tax of 1 cent per gallon. The proceeds are to be used by counties for transportation-related expenses, including the reduction of bonded indebtedness incurred for transportation purposes.

**Discretionary Sales Surtaxes:** These taxes include eight separate surtaxes, also known as local option sales taxes, are currently authorized in law and represent potential revenue sources for county governments generally. These surtaxes apply to all transactions subject to the state tax imposed on sales, use, services, rentals, admissions, and other transactions authorized pursuant to Ch. 212, F.S., and communications services as defined for purposes of Ch. 202, F.S. The total potential surtax rate varies from county to county depending on the particular surtaxes that can be levied in that jurisdiction.

**Documentary Stamps Tax:** This tax is levied on documents, as provided under Chapter 201, Florida Statutes. Documents subject to this tax include, but are not limited to: deeds, stocks and bonds, notes and written obligations to pay money, mortgages, liens, and other evidences of indebtedness.

**Fixing America's Surface Transportation Act (FAST) Act:** Authorization of the federal surface transportation programs for highways, highway safety and transit for the five-year period 2016-2020.

**Florida's Turnpike Enterprise (FTE):** Florida's Turnpike Enterprise, part of the Florida Department of Transportation, oversees a 483-mile system of limited-access toll highways.

**General Obligation Bonds:** A municipal bond backed by the credit and taxing power of the issuing jurisdiction rather than the revenue from a given project.

**Intelligent Transportation System (ITS):** A wide range of advanced technologies and ideas, which, in combination, can improve mobility and transportation productivity, enhance safety, maximize the use of existing transportation facilities, conserve energy resources and reduce adverse environmental effects.

**Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA):** Legislative initiative by U.S. Congress that restructured funding for transportation programs. ISTEA authorized increased levels of highway and transportation funding from FY92-97 and increased the role of regional planning commissions/MPOs in funding decisions. The Act also required comprehensive regional and statewide long-term transportation plans and places an increased emphasis on public participation and transportation alternatives. (FHWA)

**Local Option Fuel Taxes:** County governments are authorized to levy up to 12 cents of local option fuel taxes in the form of three separate levies. The first is a tax of 1 cent on every net gallon of motor and diesel fuel sold within a county known as the Ninth-Cent Fuel Tax. The second is a tax of 1 to 6 cents on every net gallon of motor and diesel fuel sold within a county. The third tax is a 1 to 5 cents levy upon every net gallon of motor fuel sold within a county, and diesel fuel is not subject to this tax. A local government may pledge any of its revenues from the tax to repay state bonds issued on its behalf and, in addition, may use such revenues to match state funds in the ratio 50%/50% for projects on the State Highway System, or for other road projects which would alleviate congestion on the State Highway System.

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

**Managed Lane Networks:** In Florida, express lanes are a type of managed lane where congestion is managed with pricing, access, eligibility and dynamic tolling. Express lanes are implemented to address existing congestion, enhance transit services, accommodate future regional growth and development, enhance hurricane and other emergency evacuation and improve system connectivity between key limited access facilities.

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

**Metropolitan Planning Organization Advisory Council (MPOAC):** A statewide organization created by the Florida Legislature to augment the role of the individual Metropolitan Planning Organizations in the cooperative transportation planning process. The MPOAC assists the MPOs in carrying out the urbanized area transportation planning process by serving as the principal forum for collective policy decisions.

**Municipal Fuel Tax:** This one-cent fuel tax is one of the revenue sources that fund the Municipal Revenue Sharing Program. Municipalities must use the funds derived from this tax for transportation-related expenditures.

**New Starts Transit Program:** Established by the 2005 Florida Legislature to assist local governments in developing and constructing fixed-guideway and bus rapid transit projects to accommodate and manage urban growth and development.

**Ninth-cent Fuel Tax:** A tax of 1 cent on every net gallon of motor and diesel fuel sold within a county. The proceeds are used to fund specified transportation expenditures.

**Non-capacity programs:** FDOT programs designed to support, operate, and maintain the state transportation system including safety; resurfacing; bridge; product support; operations and maintenance; and administration.

**Off-System Funds:** Funds used for a project that is not on the State Highway System (SHS).

**Performance Measures:** A metric directly tied to achieving a goal or objective or used in a decision making process; or an indicator or context measure which is used to identify relevant background conditions and trends.

**Program and Resource Plan (PRP):** A 10-year plan that provides planned commitment levels for each of the department's programs. It guides program funding decisions to carry out the goals and objectives of the Florida Transportation Plan

**Revenue:** Income received.

**Revenue Forecast:** A forecast of State and Federal funds projected to be available for the FDOT Work Program for the long range (at least 20 years). The Revenue Forecast is usually prepared once every 5 years to help define funding available for the Systems Implementation Office Cost Feasible Plan (CFP) and to assist MPOs in fulfilling Federal requirements for their Long Range Transportation Plans (LRTPs).

**Small County Outreach Program (SCOP):** A program that allows municipalities and communities in Rural Areas of Opportunity designated under Section 288.0656(7)(a), Florida Statutes to request funding for qualifying projects under a special appropriation of \$9 million.

**State Imposed Motor Fuel Taxes:** Florida law imposes per-gallon taxes on motor fuels and distributes the proceeds to local governments as follows: the Constitutional Fuel Tax (2 cents); the County Fuel Tax (1 cent); and the Municipal Fuel Tax (1 cent).

**Statutory Formula:** Formula used that is made up of equal parts population and motor fuel tax collections.

**Strategic Intermodal System (SIS):** Florida's transportation system composed of facilities and services of statewide and interregional significance, including appropriate components of all modes.

**Surface Transportation Program (STP):** Federal-aid highway funding program that funds a broad range of surface transportation capital needs, including many roads, transit, sea and airport access, vanpool, bike, and pedestrian facilities.

**TALL funds:** Funding distribution code used by FDOT for a Transportation Alternatives Program project in areas of the State other than urban areas with a population greater than 5,000 but no more than 200,000.

**TALN funds:** Funding distribution code used by FDOT for a Transportation Alternatives Program project in areas of the State other than urban areas with a population of 5,000 or less.

**TALT funds:** Funding distribution code used by FDOT for a Transportation Alternatives Program project in any area of the State, not based on population.

**TALU funds:** Funding distribution code used by FDOT for a Transportation Alternatives Program project in urbanized areas of the State with an urbanized area population greater than 200,000.

**Transportation Alternatives Funds:** Funds from the Transportation Alternatives Program (TAP).

**Transportation Alternatives Program (TAP):** Federally-funded community-based projects that expand travel choices and improve the transportation experience by improving the cultural, historic, and environmental aspects of transportation infrastructure. Focuses on improvements that create alternatives to transportation for the non-motorized user and enhancements to the transportation system for all users.

**Transportation Demand Management (TDM):** Programs designed to reduce demand for transportation through various means, such as the use of transit and of alternative work hours.

**Transportation Improvement Program (TIP):** Short-term (three to five years) plan of approved policies developed by an MPO for a jurisdiction that is fiscally constrained.

**Transportation Management Area (TMA):** Urbanized areas with a population over 200,000 are designated as Transportation Management Areas (TMAs). These areas are subject to special planning and programming requirements.

**Transportation Regional Incentive Program (TRIP):** Created to improve regionally significant transportation facilities in "regional transportation areas". State funds are available throughout Florida to provide incentives for local governments and the private sector to help pay for critically needed projects that benefit regional travel and commerce.

**Transportation System Management and Operations (TSM&O):** An integrated program to optimize the performance of existing multimodal infrastructure through implementation of systems, services, and projects to preserve capacity and improve the security, safety, and reliability of our transportation system.

**Work Program (Adopted):** The five-year listing of all transportation projects planned for each fiscal year by the Florida Department of Transportation, as adjusted for the legislatively approved budget for the first year of the program.

**Work Program (Tentative):** The 5-year listing of all transportation projects planned for each fiscal year which is developed by the central FDOT office based on the district work programs.

**Year of Expenditure Dollars:** Dollars that are adjusted for inflation from the present time to the expected year of construction.

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## **Appendix B:**

# **2045 Revenue Forecast, Broward MPO/ Broward Metropolitan Area**

# 2045 REVENUE FORECAST

## Broward MPO/Broward Metropolitan Area

*2045 Forecast of State and Federal Revenues for Statewide and Metropolitan Plans*

### Overview

This report documents the Florida Department of Transportation (FDOT) revenue forecast through 2045. Estimates for major funding programs for the Broward metropolitan area, for FDOT Districts, and for Florida as a whole are included. This includes state and federal funds that “flow through” the FDOT five-year work program. This information is used for updates of Metropolitan Planning Organization (MPO<sup>1</sup>) Long Range Transportation Plans (LRTPs) and related documents.

### Background

In accordance with federal statute, longstanding FDOT policy, and leadership by the Metropolitan Planning Organization Advisory Council (MPOAC), the FDOT Office of Policy Planning (OPP) provides projections of future available funding to Florida’s MPOs. This data is known as the Revenue Forecast. Consistent data is applied to development of the FDOT Strategic Intermodal System (SIS) Highway Cost Feasible Plan (CFP).

The Department has developed a long-range revenue forecast through 2045. The forecast is largely based upon recent federal legislation (e.g., the FAST Act<sup>2</sup>) and changes in multiple factors affecting state revenue sources and current policies. It incorporates (1) amounts contained in the FDOT work program for state fiscal years (FYs) 2018 through 2022, (2) the impact of the Department’s objectives and investment policies, and (3) the Statutory Formula (50% population and 50% motor fuel tax collections) for distribution of certain program funds. All estimates are expressed in nominal dollars, also known as year of expenditure (YOE) dollars.

### Purpose

This version of the forecast provides one specific MPO, and all interested parties, with dollar figures that will be necessary and useful as it prepares its 2045 LRTP. If more detail or particular additional numbers are needed, these may subsequently be delivered in spreadsheet format. This document does not forecast funds that do not “flow through” the FDOT five-year work program. Further information concerning local sources of revenue is available from State of Florida sources, particularly *Florida’s Transportation Tax Sources: A Primer*, and the *Local Government Financial Information Handbook*.<sup>3</sup>

Although it has remained more practical to define geographic areas by county boundaries for some funding categories, it is important to recognize the role of MPOs in conducting metropolitan transportation planning as entities designated to serve urbanized areas as delineated

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<sup>1</sup> In this document, the general term MPO is used to refer to organizations whose names take different forms, including TPO, TPA, and MTPO.

<sup>2</sup> Fixing America’s Surface Transportation (FAST) Act, Public Law 114-94, December 4, 2015.

<sup>3</sup> FDOT’s tax source primer is available at <http://www.fdot.gov/comptroller/pdf/GAO/RevManagement/Tax%20Primer.pdf>. The financial information handbook is prepared by the Office of Economic and Demographic Research, part of the Florida Legislature; it is available at <http://edr.state.fl.us/Content/local-government/reports/lgh17.pdf>.

by the U.S. Census Bureau. This forecast features county level estimates for major capacity programs, specifically Other Roads and Transit. If an MPO includes more than one county, the county level estimates are totaled to produce an overall MPO estimate. If an MPO's boundary does not match county boundaries, the FDOT District determines appropriate funding totals for that MPO. OPP is available for consultation and support, and Districts are asked to share their method and results with OPP. However, final responsibility rests with the appropriate District.

This forecast does not break down SIS Highway expenditures to the county or District level. SIS Highway expenditures are addressed in the SIS CFP, prepared by the FDOT Systems Implementation Office (formerly Systems Planning Office). Districts inform MPOs of projects proposed for the CFP, and, conversely, CFP projects need to be included in the appropriate MPO LRTP(s) to receive federal funding.

This forecast also includes funding for FDOT programs designed to support, operate, and maintain the State Highway System (SHS). The Department has set aside sufficient funds in the 2045 Revenue Forecast for these programs, referred to as non-capacity programs, to meet statewide objectives and program needs in all metropolitan and non-metropolitan areas. Specific District level amounts are provided for existing facilities expenditures. Funding for these programs is not included in the county level estimates.

#### **2045 Revenue Forecast (State and Federal Funds)**

The 2045 Revenue Forecast is the result of a three-step process:

1. State and federal revenues from current sources were estimated.
2. Those revenues were distributed among appropriate statewide capacity and non-capacity programs consistent with statewide priorities.
3. County level estimates for the Other Roads and Transit programs were developed, along with estimates for other funding categories of interest to Florida's MPOs.

#### Forecast of State and Federal Revenues

The 2045 Revenue Forecast includes program estimates for the expenditure of state and federal funds expected from current revenue sources (i.e., new revenue sources were not added). The forecast estimates revenues from federal, state, and Turnpike sources included in the FDOT five-year work program.

The forecast does not estimate revenue from other sources (i.e., local government/authority taxes, fees, and bond proceeds; private sector participation; and innovative finance sources). Estimates of state revenue sources were based on estimates prepared by the State Revenue Estimating Conference (REC) in September 2017 for FYs 2019 through 2028. Estimates of federal revenue sources were based on the Department's Federal Aid Forecast for FYs 2018 through 2027. Assumptions about revenue growth are shown in Table 1.

**Table 1**  
**Revenue Sources and Assumptions**

Revenue Sources	Years	Assumptions*
State Taxes (includes fuel taxes, tourism-driven sources, vehicle-related taxes and documentary stamp taxes)	2019-2028	Florida REC Estimates; these average in the range from 2.5% to 3.0% per year
	2029-2045	Annual 1.93% increase in 2029, gradually decreasing to -0.44% in 2045
Federal Distributions (Total Obligating Authority)	2018-2027	FDOT Federal Aid Forecast
	2028-2045	Annual 0.0% increase through 2045
Turnpike	2018-2028	Turnpike Revenue Forecast
	2029-2045	Annual 1.93% increase in 2029, gradually decreasing to -0.44% in 2045

\* Note all growth rates show nominal, or YOY, dollar figures. Consistent with REC assumptions, a constant annual inflation rate of 2.60% is projected forward indefinitely. Therefore, *an assumption of nominal growth of 1.93% signifies a real decline of about 0.65% per year.*

A summary of the forecast of federal, state, and Turnpike revenues is shown in Table 2. The *2045 Revenue Forecasting Guidebook* provides additional information regarding the Revenue Forecast and includes inflation factors that can be used by MPOs to adjust project costs expressed in present day cost to YOY dollars.

**Table 2**  
**Forecast of Revenues**  
**2045 Revenue Forecast (Millions of Dollars)**

(Percentages reflect percentage of total period funding produced by that source. For example, federal funding is projected to provide 24% of all funding for the period of FYs 2021 through 2025.)

Major Revenue Sources	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup> 2020-2045
	2020 <sup>1</sup>	2021-2025 <sup>1</sup>	2026-2030	2031-2035	2036-2045	
Federal	2,353 28%	10,884 24%	11,878 23%	12,108 21%	24,217 20%	61,440 22%
State	5,263 62%	27,311 61%	34,040 65%	38,164 66%	80,399 66%	185,178 65%
Turnpike	814 10%	6,572 15%	6,688 13%	7,861 14%	16,518 14%	38,453 13%
<b>Total<sup>2</sup></b>	<b>8,430</b>	<b>44,768</b>	<b>52,606</b>	<b>58,133</b>	<b>121,134</b>	<b>285,071</b>

<sup>1</sup> Based on the FDOT Adopted Work Program for FYs 2018 through 2022.

<sup>2</sup> Columns and rows may not equal the totals due to rounding.

Estimates for State Programs

Long range revenue forecasts assist in determining financial feasibility of needed transportation improvements, and in identifying funding priorities. FDOT policy places primary emphasis on

safety and preservation. Remaining funding is planned for capacity programs and other priorities.

The 2045 Revenue Forecast includes the program funding levels contained in the FDOT Adopted Work Program for FYs 2018 through 2022. The forecast of funding levels for FDOT programs for FYs 2020-2045 was developed based on the corresponding Program and Resource Plan (PRP), which includes the FDOT Adopted Work Program and planned funding for FYs 2023-2026. This forecast provides information for capacity and non-capacity state programs. The information is consistent with “Financial Guidelines for MPO Long Range Plans” moved forward by the MPOAC Policy and Technical Committee on July 13, 2017.

The 2045 Revenue Forecast entails long-term financial projections for support of long-term planning. The forecast is timed to be delivered well in advance of the five-year LRTP adoption schedule. It is considered satisfactory for the duration of the five-year cycle; in other words, it is useful for MPOs whose adoptions come at the beginning or end of the cycle. However, FDOT reserves the right to consider adjustments to the Revenue Forecast during the LRTP adoption cycle, if warranted.

### **Capacity Programs**

Capacity programs include each major funding program that expands the capacity of existing transportation systems (such as highways and transit). Table 3 includes a brief description of each major capacity program and the linkage to the program categories used in the PRP.

#### Statewide Forecast for Capacity Programs

Table 4 identifies the statewide estimates for capacity programs in the 2045 Revenue Forecast. \$285 billion is forecast for the entire state transportation program from FYs 2020 through 2045; about \$149 billion (52%) is forecast for capacity programs.

#### Metropolitan Forecast for Capacity Programs

Pursuant to federal law, Transportation Management Area (TMA) funds and certain Transportation Alternatives funds (TALU) are projected based on current population estimates. These two categories only apply to federally designated TMAs; 15 of the Florida’s 27 MPOs qualify for these funds. District estimates for certain Transportation Alternatives (TA) funds and the Other Roads program were developed using the current Statutory Formula. For planning purposes, Transit program funds were divided between Districts and counties according to population.

**Table 3**  
**Major Capacity Programs Included in the 2045 Revenue Forecast**  
**and Corresponding Program Categories in the Program and Resource Plan (PRP)**

2045 Revenue Forecast Programs	PRP Program Categories
<p><u>SIS Highways Construction &amp; ROW</u> - Construction, improvements, and associated right of way on SIS highways (i.e., Interstate, the Turnpike, other toll roads, and other facilities designed to serve interstate and regional commerce including SIS Connectors).</p>	<p>Interstate Construction  Turnpike Construction  Other SIS Highway Construction  SIS Highway Traffic Operations  SIS Highway Right of Way (ROW)  SIS Advance Corridor Acquisition</p>
<p><u>Other Roads Construction/ROW</u> - Construction, improvements, and associated right of way on State Highway System roadways not designated as part of the SIS. Also includes funding for local assistance programs such as the County Incentive Grant Program (CIGP).</p>	<p>Arterial Traffic Operations  Construction  County Transportation Programs  Economic Development  Other Arterial &amp; Bridge Right of Way  Other Arterial Advance Corridor Acquisition</p>
<p><u>Aviation</u> - Financial and technical assistance to Florida’s airports in the areas of safety, security, capacity enhancement, land acquisition, planning, economic development, and preservation.</p>	<p>Airport Improvement  Land Acquisition  Planning  Discretionary Capacity Improvements</p>
<p><u>Transit</u> - Technical and operating/capital assistance to transit, paratransit, and ridesharing systems.</p>	<p>Transit Systems  Transportation Disadvantaged – Department  Transportation Disadvantaged – Commission  Other; Block Grants; New Starts Transit</p>
<p><u>Rail</u> - Rail safety inspections, rail-highway grade crossing safety, acquisition of rail corridors, assistance in developing intercity and commuter rail service, and rehabilitation of rail facilities.</p>	<p>Rail/Highway Crossings  Rail Capacity Improvement/Rehabilitation  High Speed Rail  Passenger Service</p>
<p><u>Intermodal Access</u> - Improving access to intermodal facilities, airports and seaports; associated rights of way acquisition.</p>	<p>Intermodal Access</p>
<p><u>Seaport Development</u> - Funding for development of public deep-water ports projects, such as security infrastructure and law enforcement measures, land acquisition, dredging, construction of storage facilities and terminals, and acquisition of container cranes and other equipment used in moving cargo and passengers.</p>	<p>Seaport Development</p>
<p><u>SUN Trail</u> – FDOT is directed to make use of its expertise in efficiently providing transportation projects to develop a statewide system of paved non-motorized trails as a component of the Florida Greenways and Trails System (FGTS), which is planned by the Florida Department of Environmental Protection (FDEP).</p>	<p>Other State Highway Construction  Other State Highway ROW  Other Roads Construction  Other Roads ROW  Other SIS Highway Construction  SIS Highway ROW</p>

**Table 4**  
**Statewide Capacity Program Estimates**  
**State and Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Major Programs	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup>
	2020 <sup>1</sup>	2021-25 <sup>1</sup>	2026-30	2031-35	2036-45	2020-2045
SIS Highways Construction & ROW	2,199	12,940	12,490	13,933	28,971	70,534
Other Roads Construction & ROW	885	6,483	7,918	8,550	17,783	41,618
Aviation	211	1,143	1,433	1,596	3,354	7,738
Transit	417	2,306	2,881	3,154	6,580	15,339
Rail	178	850	1,255	1,425	2,985	6,692
Intermodal Access	40	262	345	379	791	1,816
Seaports	114	622	837	938	1,970	4,481
SUN Trail	25	125	125	125	250	650
<b>Total Capacity Programs</b>	<b>4,068</b>	<b>24,731</b>	<b>27,284</b>	<b>30,100</b>	<b>62,684</b>	<b>148,868</b>
<b>Statewide Total Forecast</b>	<b>8,430</b>	<b>44,768</b>	<b>52,606</b>	<b>58,133</b>	<b>121,134</b>	<b>285,071</b>

<sup>1</sup> Based on the FDOT Tentative Work Program for FYs 2018 through 2022.

<sup>2</sup> Columns and rows may not equal the totals due to rounding.

Estimates for the Other Roads and Transit programs for the Broward metropolitan area are in Table 5.

**Table 5**  
**County Level Capacity Program Estimates**  
**State and Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Estimates for the Broward Metropolitan Area

Capacity Programs	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup>
	2020 <sup>1</sup>	2021-25 <sup>1</sup>	2026-30	2031-35	2036-45	2020-2045
Other Roads Construction & ROW	49.11	426.49	548.46	602.92	1,265.99	2,892.97
Transit	33.78	187.68	236.66	259.17	539.95	1,257.24
<b>Total</b>	<b>82.88</b>	<b>614.18</b>	<b>785.12</b>	<b>862.09</b>	<b>1,805.94</b>	<b>4,150.21</b>

<sup>1</sup> Estimates for FYs 2018 through 2022 are contained in the FDOT Adopted Work Program.

<sup>2</sup> Columns and rows may not equal the totals due to rounding.

A few programs fund capacity projects throughout the state on a competitive or priority basis. The two most prominent programs for MPOs are the Transportation Regional Incentive Program (TRIP) and the Florida New Starts Transit Program. Formerly, TRIP was referred to as a Documentary Stamp Tax program, but there are currently multiple sources of funding. With the economic recovery, the forecast funding for TRIP is now over five times the level of five years ago. Amounts for the federally-funded TMA program are in Table 6. TRIP, Florida New Starts, and TMA funds are not included in Table 5.

**Table 6**  
**Transportation Management Area (TMA) Funds Estimates**  
**Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Miami Urbanized Area/TMA	Time Periods (Fiscal Years)					26 Year Total <sup>1</sup>
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
TMA Funds for Broward Metropolitan Area	28.34	141.72	141.72	141.72	283.43	736.92

<sup>1</sup> Row may not equal the total due to rounding.

“Off-system” funds are included in the Other Roads program estimates comprised of federal and state funds. By law, state funds cannot be used for highway improvements not on the SHS except under certain circumstances. All estimates of TMA funds may be used on “off-system” roads (i.e., roads on the federal-aid highway system but not on the SHS). The following is guidance for estimating other federal funds that can be used for “off-system” roads:

- MPOs in TMAs can assume all estimated TMA funds and 10% of their Other Roads program estimates can be used for “off-system” roads.
- MPOs that are not in TMAs can assume 15% of their Other Roads program estimates can be used for “off-system” roads.

Estimates of TRIP funds by District are in Table 7, and statewide estimates of Florida New Starts funds are in Table 8. Projects which would be partially funded by either of these programs cannot be counted as “funded” in LRTPs. This is because there is no guarantee of any specific project receiving TRIP or Florida New Starts funding in the future. Only a portion of potentially eligible projects receive funding. However, these projects can be included in LRTPs as “illustrative” projects. If MPOs have specific questions, they should consult with their District liaison and planning staff; District staff will contact the OPP, Work Program, or other Central Office staff as needed.

**Table 7**  
**Districtwide Transportation Regional Incentive Program Estimates**  
**State Funds from the 2045 Revenue Forecast (Millions of Dollars)**

FDOT District	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup>
	2020 <sup>1</sup>	2021-25 <sup>1</sup>	2026-30	2031-35	2036-2045	2020-2045
District 1	3.1	21.9	32.7	36.4	74.6	<b>168.8</b>
District 2	2.5	17.6	26.3	29.2	59.9	<b>135.5</b>
District 3	1.6	11.6	17.3	19.2	39.3	<b>89.0</b>
District 4	4.1	28.9	43.1	47.9	98.2	<b>222.3</b>
District 5	4.7	32.8	49.0	54.4	111.7	<b>252.6</b>
District 6	2.8	19.7	29.4	32.7	67.0	<b>151.6</b>
District 7	3.3	23.2	34.6	38.4	78.8	<b>178.2</b>
<b>Statewide Total Forecast</b>	<b>22.2</b>	<b>155.8</b>	<b>232.3</b>	<b>258.2</b>	<b>529.5</b>	<b>1,197.9</b>

<sup>1</sup> Estimates for FYs 2018 through 2022 are contained in the FDOT Adopted Work Program.

<sup>2</sup> Columns and rows may not equal the totals due to rounding.

**Table 8**  
**Transit - Florida New Starts Program Estimates**  
**State Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Statewide Program	Time Periods (Fiscal Years)					26-Year Total
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
<b>Statewide Total Forecast</b>	<b>41.8</b>	<b>226.3</b>	<b>259.2</b>	<b>282.4</b>	<b>593.4</b>	<b>1,403.1</b>

The FAST Act continued funding for TA projects. Categories impacting MPOs include funds for (1) TMAs (TALU); (2) areas with populations greater than 5,000 up to 200,000 (TALL funds), and (3) any area of the state (TALT). Estimates of TA funds are in Table 9. TALT funds, which are presented as Districtwide totals, are programmed at each District’s discretion. MPOs should identify any projects using them as “illustrative” projects since there is no guarantee of a share by MPO or specific projects for these funds.

**Table 9**  
**Transportation Alternatives Funds Estimates**  
**Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Broward Metropolitan Area and Districtwide	Time Periods (Fiscal Years)					26 Year Total <sup>1</sup>
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
TALU (>200,000 Population) for Broward Metropolitan Area, Funds for Miami TMA	2.29	11.45	11.45	11.45	22.90	59.54
TALL (<200,000 population)	N/A	N/A	N/A	N/A	N/A	N/A
TALT (Any Area), Entire FDOT District	4.55	22.74	22.74	22.74	45.47	118.22

<sup>1</sup> Rows may not equal the total due to rounding.

Other projects for which funding is uncertain may also be included in LRTPs as “illustrative” projects.

**Non-Capacity Programs**

Non-capacity programs refer to FDOT programs designed to support, operate, and maintain the SHS: Safety, Resurfacing, Bridge, Product Support, Operations and Maintenance, and Administration. County level estimates are not needed for these programs. Instead, FDOT has included sufficient funding in the 2045 Revenue Forecast to meet the statewide objectives and policies below and carry out its responsibilities and objectives for the non-capacity programs on the SHS in each District and metropolitan area:

- **Resurfacing program:** Ensure that 80% of SHS pavement meets Department standards;
- **Bridge program:** Ensure that 90% of FDOT-maintained bridges meet Department standards while keeping all FDOT-maintained bridges open to the public safe;
- **Operations and maintenance program:** Achieve 100% of acceptable maintenance condition standards on the SHS;

- **Product Support:** Reserve funds for Product Support required to construct improvements (funded with the forecast’s capacity funds) in each District and metropolitan area; and
- **Administration:** Administer the state transportation program.

Table 10 includes a description of each non-capacity program and the linkage to the program categories used in the PRP.

**Table 10**  
**Major Non-Capacity Programs Included in the 2045 Revenue Forecast**  
**and Corresponding Program Categories in the Program and Resource Plan (PRP)**

2045 Revenue Forecast Programs	PRP Program Categories
<u>Safety</u> - Includes the Highway Safety Improvement Program, the Highway Safety Grant Program, Bicycle/Pedestrian Safety activities, the Industrial Safety Program, and general safety issues on a Department-wide basis.	Highway Safety Grants
<u>Resurfacing</u> - Resurfacing of pavements on the SHS and local roads as provided by state law.	Interstate Arterial and Freeway Off-System Turnpike
<u>Bridge</u> - Repair and replace deficient bridges on the SHS. In addition, not less than 15% of the amount of 2009 federal bridge funds must be expended off the federal-aid highway system (e.g., on local bridges not on the SHS).	Repair - On System Replace - On System Local Bridge Replacement Turnpike
<u>Product Support</u> - Planning and engineering required to “produce” FDOT products and services (i.e., each capacity program; Safety, Resurfacing, and Bridge Programs).	Preliminary Engineering Construction Engineering Inspection Right of Way Support Environmental Mitigation Materials & Research Planning & Environment Public Transportation Operations
<u>Operations &amp; Maintenance</u> - Activities to support and maintain transportation infrastructure once it is constructed and in place.	Operations & Maintenance Traffic Engineering & Operations Toll Operations Motor Carrier Compliance
<u>Administration and Other</u> - Resources required to perform the fiscal, budget, personnel, executive direction, document reproduction, and contract functions. Also includes the Fixed Capital Outlay Program, which provides for the purchase, construction, and improvement of non-highway fixed assets (e.g., offices, maintenance yards). The “Other” category consists primarily of debt service.	Administration Fixed Capital Outlay Office Information Systems Debt Service

Table 11 identifies the statewide estimates for non-capacity programs. About \$136 billion (48% of total revenues) is forecast for non-capacity programs. For projects funded with estimates for

the Other Roads program, MPOs can assume the equivalent of 22 percent of those estimated funds will be available from the statewide Product Support estimates for PD&E and Engineering Design. These funds are in addition to the estimates for the Other Roads program provided to MPOs.

**Table 11**  
**Statewide Non-Capacity Expenditure Estimates**  
**State and Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

Major Programs	Time Periods (Fiscal Years)					26-Year Total <sup>1</sup>
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
Safety	141	820	826	825	1,659	4,271
Resurfacing	633	4,354	4,150	4,241	8,756	22,135
Bridge	1,035	1,051	2,403	2,946	6,122	13,556
Product Support	1,302	6,576	6,709	7,096	14,614	36,299
Operations and Maintenance	1,384	7,442	8,596	9,162	18,939	45,523
Administration and Other	429	2,770	2,891	2,819	5,559	14,468
<b>Total Non-Capacity Programs</b>	<b>4,923</b>	<b>23,013</b>	<b>25,576</b>	<b>27,089</b>	<b>55,650</b>	<b>136,251</b>
<b>Statewide Total Forecast</b>	<b>8,430</b>	<b>44,768</b>	<b>52,606</b>	<b>58,133</b>	<b>121,134</b>	<b>285,071</b>

<sup>1</sup> Columns and rows may not equal the totals due to rounding.

Table 12 contains Districtwide estimates for SHS existing facilities expenditures for information purposes. Existing facilities expenditures include all expenditures for the program categories Resurfacing, Bridge, and Operations and Maintenance (O&M). In the previous Revenue Forecast, these expenditures were described as SHS O&M, but the expenditures on the Resurfacing and Bridge categories, in combination, are about as much as those for O&M. These existing facilities estimates are provided pursuant to an agreement between FDOT and the Federal Highway Administration (FHWA) Division Office.

**Table 12**  
**State Highway System Existing Facilities Estimates by District**  
**State and Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**

FDOT District	Time Periods (Fiscal Years)					26-Year Total <sup>1</sup>
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
District 1	457	1,922	2,267	2,446	5,060	12,151
District 2	606	2,551	3,009	3,247	6,716	16,129
District 3	495	2,084	2,458	2,652	5,487	13,176
District 4	410	1,728	2,038	2,199	4,549	10,924
District 5	561	2,362	2,785	3,006	6,217	14,931
District 6	203	854	1,007	1,087	2,248	5,399
District 7	319	1,345	1,586	1,712	3,541	8,503
<b>Statewide Total Forecast</b>	<b>3,051</b>	<b>12,847</b>	<b>15,150</b>	<b>16,348</b>	<b>33,817</b>	<b>81,214</b>

Note: Includes Resurfacing, Bridge, and Operations & Maintenance Programs.

<sup>1</sup> Columns and rows may not equal the totals due to rounding.

### Advisory Concerning Florida's Turnpike Enterprise

Within the framework of FDOT, Florida's Turnpike Enterprise (Turnpike) is given authority, autonomy, and flexibility to conduct its operations and plans in accordance with Florida Statute and its Bond Covenants. The Turnpike's traffic engineering consultant projects Toll Revenues and Gross Concession Revenues for the current year and the subsequent 10-year period, currently FYs 2018-2028. The consultant's official projections are available at [http://www.floridasturnpike.com/documents/reports/Traffic%20Engineers%20Annual%20Report/1\\_Executive%20Summary.pdf](http://www.floridasturnpike.com/documents/reports/Traffic%20Engineers%20Annual%20Report/1_Executive%20Summary.pdf).

Projections of Turnpike revenues within the State of Florida Revenue Forecast beyond FY 2028 are for planning purposes, and no undue reliance should be placed on these projections. Such amounts are generated and shared by OPP for purposes of accountability and transparency. They are part of the Revenue Forecast process, which serves the needs of MPOs generating required LRTPs.

MPOs do not program capital projects or make decisions concerning Turnpike spending. OPP projections are not part of the Turnpike's formal revenue estimating process and are not utilized for any purpose other than to assist MPOs and perform related functions. Such amounts do not reflect the Turnpike's requirement to cover operating and maintenance costs, payments to bondholders for principal and interest, long-term preservation costs, and other outstanding Turnpike obligations and commitments.

**REVENUE FORECAST FOR BROWARD MPO  
LONG RANGE TRANSPORTATION PLAN UPDATE**

**2045 Forecast of State and Federal Revenues  
for Statewide and Metropolitan Plans**



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