



TECHNICAL APPENDIX J

**2045 RIVER TO SEA TPO
REVENUE FORECAST
AND
2019 FDOT REVENUE
FORECASTING GUIDEBOOK**



2045 REVENUE FORECAST RIVER TO SEA TPO

WITH STATEWIDE, DISTRICTWIDE AND COUNTY-SPECIFIC PROJECTIONS

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 state programs for this metropolitan area, for FDOT Districts, and for Florida as whole are included. This includes state and federal funds that “flow through” the FDOT work program. This information is used for updates of Metropolitan Planning Organization (MPO¹) 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 Office of Policy Planning (OPP) provides projections of future available funding to Florida’s 27 MPOs. This data is known as the Revenue Forecast. Consistent data is being applied to the development of the FDOT Strategic Intermodal System (SIS) Highway Cost Feasible Plan.

The department developed a long-range revenue forecast through 2045. The forecast is largely based upon recent federal legislation (e.g., the FAST Act²) and changes in multiple factors affecting state revenue sources and current policies. This 2045 forecast incorporates (1) amounts contained in the department’s work program for FYs 2018 through 2022, (2) the impact of the department’s objectives and investment policies, and (3) the Statutory Formula (equal parts of population and 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 (in word processing or portable document format) 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 state 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*.³

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

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

³ 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>.

This forecast features county level estimates for major FDOT 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 doesn't match county boundaries, the FDOT District will determine appropriate funding totals for that MPO. OPP is available for consultation and support, and Districts are asked to share their method and results with our office. However, final responsibility rests with the appropriate District.

There is a long-term goal to focus planning on metropolitan areas which do not correspond to county or city boundaries. In some cases, analyses and plans are based on census designated urbanized areas (UZAs). But for most sources of funding, it is more practical to define geographic areas by county boundaries.

This forecast does not break down SIS Highway expenditures to the county or District level. SIS Highway expenditures are addressed in the SIS Cost Feasible Plan (CFP), which is under preparation by the FDOT Systems Implementation Office.⁴ Districts always inform MPOs of projects that are proposed to be included in the CFP, and, conversely, CFP projects need to be included in the appropriate MPO LRTP(s) to receive federal funding.

This Forecast lists funding for FDOT programs designed to support, operate, and maintain the state transportation system. The FDOT has set aside sufficient funds in the 2045 Revenue Forecast for these programs, referred to as "non-capacity programs" here, 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 County, District or Statewide estimates for other funding categories that are of particular interest to the 27 Florida 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 Department's 5-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 state fiscal years (FYs) 2019 through 2028. Estimates of federal revenue sources were based on the Department's Federal Aid Forecast for FYs 2018 through 2027. In this forecast, Surplus Toll Revenue is only projected for Miami-

⁴ Formerly known as the Systems Planning Office.

Dade County, but that category may apply to more counties in future Revenue Forecasts. 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 Obligor 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 year of expenditure, 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 state, federal and Turnpike revenues is shown in Table 2. The 2045 Revenue Forecast Guidebook contains inflation factors that can be used to adjust project costs expressed in “present day cost” to “year of expenditure” 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 2021 through 2025)

Major Revenue Sources	Time Periods (Fiscal Years)					26-Year Total ² 2020-2045
	2020 ¹	2021-2025 ¹	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	5,270 62%	27,366 61%	34,128 65%	38,264 66%	80,719 66%	185,748 65%
Turnpike	814 10%	6,572 15%	6,688 13%	7,861 14%	16,518 14%	38,453 13%
Total²	8,437	44,823	52,694	58,233	121,454	285,641

¹ Based on the FDOT Adopted Work Program for 2018 through 2022.

² Columns and rows sometimes do 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 July 1, 2017 Adopted Work Program for 2018 through 2022. The forecast of funding levels for FDOT programs for 2020-2045 was developed based on the corresponding Program and Resource Plan (PRP), which includes the Adopted Work Program and planned funding for fiscal years 2023-2026. This Revenue 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 Metropolitan Planning Organization Advisory Council Policy and Technical Committee on July 13, 2017.

The Revenue Forecast entails long-term financial projections for support of long-term planning. The forecast is delivered well in advance of the 5-year LRTP adoption schedule, roughly 18 months in advance of the first required adoption. This forecast is considered satisfactory for the remainder of the 5-year cycle; in other words, it is useful for MPOs whose adoptions come at the end of the cycle, about 3½ years after the first MPOs. 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 FDOT 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 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 (TALU) funds are projected based on current population estimates. These 2 categories only apply to federally designated TMAs; 15 of the State’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.⁵ For planning purposes, transit program funds were divided between Districts and counties according to population.

⁵ The statutory formula is 50% population and 50% motor fuel tax collections.

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
<u>SIS Highways Construction & 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).	Interstate Construction Turnpike Construction Other SIS Highway Construction SIS Highway Traffic Operations SIS Highway Right of Way (ROW) SIS Advance Corridor Acquisition
<u>Other Arterial 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 Transportation Regional Incentive Program (TRIP), and the County Incentive Grant Program (CIGP).	Arterial Traffic Operations Construction County Transportation Programs Economic Development Other Arterial & Bridge Right of Way Other Arterial Advance Corridor Acquisition
<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.	Airport Improvement Land Acquisition Planning Discretionary Capacity Improvements
<u>Transit</u> - Technical and operating/capital assistance to transit, paratransit, and ridesharing systems.	Transit Systems Transportation Disadvantaged – Department Transportation Disadvantaged – Commission Other; Block Grants; New Starts Transit
<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.	Rail/Highway Crossings Rail Capacity Improvement/Rehabilitation High Speed Rail Passenger Service
<u>Intermodal Access</u> - Improving access to intermodal facilities, airports and seaports; associated rights of way acquisition.	Intermodal Access
<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.	Seaport Development
<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).	Other State Highway Construction Other State Highway ROW Other Roads Construction Other Roads ROW Other SIS Highway Construction SIS Highway ROW

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 ²
	2020 ¹	2021-25 ¹	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	892	6,538	8,006	8,650	18,103	42,188
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
Total Capacity Programs	4,075	24,786	27,372	30,200	63,004	149,438
Statewide Total Forecast	8,437	44,823	52,694	58,233	121,454	285,641

¹ Based on the FDOT Tentative Work Program for FYs 2018 through 2022.

² Columns and rows sometimes do not equal the totals due to rounding.

Estimates for the Other Roads and Transit program categories for this metropolitan area are included 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 River to Sea Transportation Planning Organization

Capacity Programs*	Time Periods (Fiscal Years)					26-Year Total
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
Other Roads Construction & ROW	19.94	159.45	199.73	217.72	455.30	1,052.13
Transit	11.41	63.40	79.95	87.55	182.40	424.72
Total - Main Programs	31.35	222.85	279.68	305.27	637.70	1,476.84

* Estimates for 2018 through 2022 are contained in the FDOT Adopted Work Program.

Other Roads estimates do not include projected funding for the TRIP program of the Federal TMA program (SU Fund Code).

^ Transit estimates do not include projected funding for the Florida New Starts program.

A few programs fund capacity projects throughout the state on a competitive 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 5 years ago. Also, amounts for the federally funded TMA program (Fund Code SU) are provided in Table 6, and not included in Table 5. Neither TRIP, Florida New Starts or TMA funds are included above.

Table 6
Transportation Management Area (TMA) Funds Estimates
(Known as SU Funds in FDOT Work Program)
Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)

River to Sea Metropolitan Area (Defined as Flagler and Volusia Counties)	Time Periods (Fiscal Years)					26 Year Total
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
TMA / SU Funds	5.65	28.23	28.23	28.23	56.45	146.77

Projects which would be partially or entirely funded by TRIP or FL New Starts cannot be counted as “funded” in LRTPs. This is because there is no guarantee of any specific project receiving TRIP or FL New Starts funding in the future. Both programs are competitive, and only a small percentage of potentially eligible projects receive funding. However, these projects can be included in LRTPs as “illustrative” projects.⁶ 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. Conditional estimates of TRIP funds by District are in Table 7. Statewide estimates of FL New Starts funds are in Table 8.

The FAST Act continued funding for Transportation Alternatives projects. Categories impacting MPOs include funds for (1) Transportation Management Areas (TALU funds); (2) areas with populations greater than 5,000 up to 200,000 (TALL funds), and (3) any area of the state (TALT funds). Estimates of Transportation Alternatives Funds are shown further below in Table 9.

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

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

¹ Estimates for 2018 through 2022 are contained in the FDOT Adopted Work Program.

² Columns and rows sometimes do not equal the totals due to rounding.

⁶ Other projects for which funding is uncertain may also be included as illustrative projects.

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
Statewide Total Forecast	41.8	226.3	259.2	282.4	593.4	1,403.1

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

River to Sea Metropolitan Area (Defined as Flagler and Volusia Counties)	Time Periods (Fiscal Years)					26 Year Total ¹
	2020 ¹	2021-25	2026-30	2031-35	2036-45	2020-2045
TALU (Urban); Funds for TMA	0.46	2.28	2.28	2.28	4.56	11.86
TALL (<200,000 population); Entire FDOT District	0.82	4.10	4.10	4.10	8.19	21.29
TALT (Any Area); Entire FDOT District	5.18	25.90	25.90	25.90	51.79	134.65

¹ Rows sometimes do not equal the totals due to rounding.

Other projects for which finding 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 state highway system: safety, resurfacing, bridge, product support, operations and maintenance, and administration. Table 10 includes a description of each non-capacity program and the linkage to the program categories used in the Program and Resource Plan.

County level estimates are not needed for these programs. Instead, FDOT has included sufficient funding in the 2045 Revenue Forecast to meet the following statewide objectives and policies:

- **Resurfacing program:** Ensure that 80% of state highway system 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 standard on the state highway system;
- **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.

The Department has reserved funds in the 2045 Revenue Forecast to carry out its responsibilities and achieve its objectives for the non-capacity programs on the state highway system in each

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 State Highway System 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 state highway system. In addition, not less than 15% of the amount of 2009 federal bridge funds must be expended off the federal highway system (e.g., on local bridges not on the State Highway System).	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 & 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

District and metropolitan area. Table 11 identifies the statewide estimates for non-capacity programs. About \$136 billion (48% of total revenues) is forecast for non-capacity programs.

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

Major Categories	Time Periods (Fiscal Years)					26-Year Total ¹
	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
Statewide Total Forecast	4,923	23,013	25,576	27,089	55,650	136,251

¹ Columns and rows sometimes do not equal the totals due to rounding.

Table 12 contains District-wide estimates for State Highway System (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)

Major Programs	Time Periods (Fiscal Years)					26-Year Total ¹
	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
Statewide Total Forecast	3,051	12,847	15,150	16,348	33,817	81,214

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

¹ Columns and rows sometimes do 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.

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 these projections. Such amounts are generated and shared by the FDOT Office of Policy Planning (OPP) for purposes of accountability and transparency. They 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 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.



Florida Department of Transportation

Revenue Forecasting Guidebook

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Note

This document is designed to be viewed in an electronic format.

This is a living, working document. Please report errors, omissions, or corrections to Martin Markovich, Office of Policy Planning (OPP), Florida Department of Transportation. martin.markovich@dot.state.fl.us. or 850-414-4918. The main OPP number is (850) 414-4800.

Table of Contents

Introduction	1
Purpose	2
Guiding Principles	5
Financial Integrity	5
Collaboration	5
Communication and Transparency	6
Long Range Plans.....	7
Intermediate Range Plans	10
Short Range Plans	11
Evaluating the Process of Revenue Forecasting	12
Timeliness: Adherence to schedule	12
Customer Service: Outreach to MPOs	12
Frequency: Review of financial information.....	13
Productivity: Usefulness of document.....	13
Timeline for Planning and Conducting the Revenue Forecast.....	15
Revenue Forecast Process	17
Overview of Roles and Responsibilities	17
Revenue Forecast Handbook for MPOs.....	23
General Guidance on Using the Revenue Forecast Report	23
Key Projections.....	24
Other Transportation Revenue	31
Developing a Cost Feasible Plan.....	35
Appendix A: State Transportation Programs and Funding Eligibility	A-1
State Transportation Programs	A-1
Funding Eligibility for Major Programs	A-1
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 MPO Long Range Transportation Plans	B-3
Appendix C: Cost Calculations	C-1
Inflation Factors.....	C-1
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 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 (MPOs¹). 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 or more 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; demonstrating coordinated planning for transportation facilities and services in Florida and better documenting long range needs in the state.

¹ 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 key documentation of the process for preparing the long-range transportation revenue forecast. It also provides principles by which the process will be guided and 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. FDOT recommends (based on 23 CFR 450.324(f)(11)(ii)) that the FDOT Revenue Forecast be included in an Appendix to the LRTP. This 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. It is also based on 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 MPO forecast based on their information source.
- The forecast consolidates the numerous fund codes used by the FDOT into three major fund categories: 1) Federal, 2) State, and 3) Turnpike. Federal funds include all federal aid 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, right of way bonds, and toll revenues from facilities not part of Turnpike.
- The Department's major programs are divided 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 needed 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* (YOE) dollars. In recent statewide revenue forecasts, federal funding has been projected to be constant in year of expenditure dollars. This means it is projected to slowly decline in purchasing power. Typically, state funding has been projected to increase for much of the forecasting period, but it is important to bear in mind the 2.6% general inflation rate assumed by the Florida Revenue Estimating Conference and carried over for purposes of the FDOT Revenue Forecast. All amounts in the forecast are expressed in YOE dollars.
- A statewide revenue forecast developed cooperatively, can provide consistency in the assumptions and approaches used when estimating future state and federal funding.
- Using the statewide revenue forecast, FDOT has identified planned projects and programs funded with allocations for the SIS Highways Construction & ROW, program as part of development of the SIS Cost Feasible Plan. The MPOs are identifying 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, to conduct its operations and plans in accordance with Florida Statute and its Bond Covenants. The Turnpike's consultant projects Toll Revenues and Gross Concession Revenues for the current year and the subsequent 10-year period, FYs 2018-2028. The consultant's projections are available at 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
SIS Highway Construction & 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).	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.
Aviation – Financial and technical assistance to Florida’s airports in the areas of safety, security, capacity enhancement, land acquisition, planning, economic development, and preservation.	Resurfacing – Resurfacing of pavements on the State Highway System and local roads as provided by state law.
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.	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).
Intermodal Access – improving access to intermodal facilities, airports and seaports, and acquisition of associated rights of way. Funding for this category is being phased out, and funds in the future will be listed under the appropriate mode (highway, seaport, rail, etc.)	Product Support – Planning and engineering required to “produce” FDOT products and services (i.e., each capacity program of safety resurfacing, and bridge programs).
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	Operations & Maintenance (O&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&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.
Non-SIS Highways Construction & ROW – 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, the Small County Road Assistance Program, and the Small County Outreach Program.	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).

Table 1, continued

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. FDOT works with the state Revenue Estimating Conference (REC) in estimating future state revenues from the gas tax and other sources. Similarly, several FDOT offices contribute to the development of the Revenue Forecast. These include the Work Program, Systems Implementation and District offices. 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

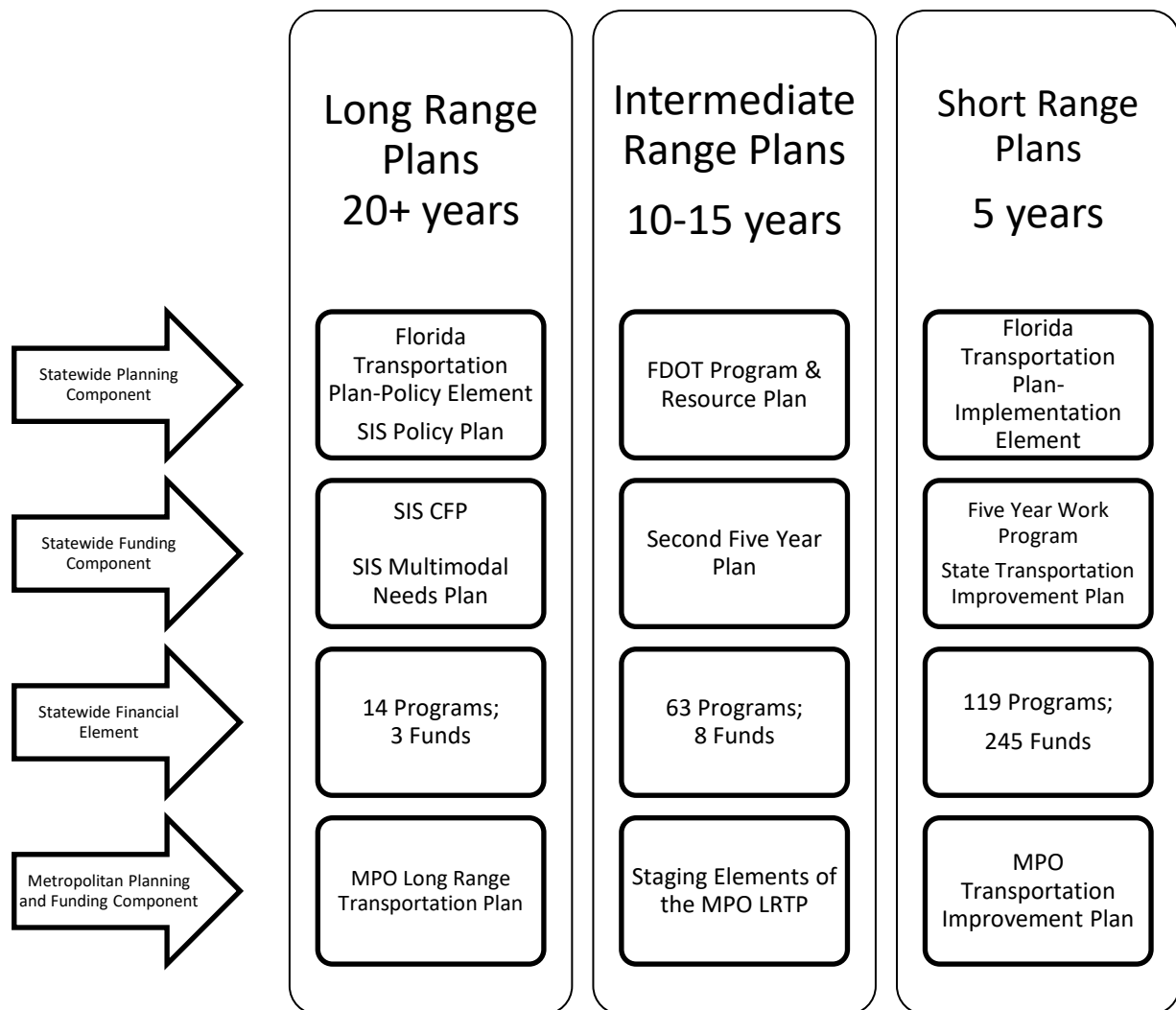
Guiding Principle: FDOT Central Office will communicate with the FDOT District MPO Liaisons and the MPOAC regarding the statewide revenue forecast.

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 other 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 in the figure 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 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
<p>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.</p>
<p>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</p>

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 period until the LRTP horizon year. 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 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. LRTPs currently being generated have a horizon year of 2045. 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
Program and Resource Plan (PRP). 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.
Second (2nd) Five Year Plan. The 2 nd 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 2nd Five-Year Plan becomes the new fifth year of the Tentative Work Program and the 2nd 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.
Types of Plans – Regional/Local Level
Staging elements of the LRTP. As part of drafting the LRTP, the MPO develops its own 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 MPO's CFP, it 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.

Transit Development Plans. TDPs are required for grant program recipients of 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 MPO TIPs 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 MPO 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 MPO 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
2016				
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
2017				
MPOAC Board meeting in Sunrise Florida; present outcomes from discussion with MPOAC Policy & Technical Committee on financial guidelines	16.5 M	Jan 26 th	Carmen Monroy	Jan 26 th
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
2018				
Policy Planning staff finalizes the Statewide revenue forecast	5 M	Early Jan	Martin Markovich	Nov 2017
Transmit highway revenue forecast information to SPO	4.5 M	Mid Jan	Martin Markovich	Dec 2017
Provide training to districts on how to prepare forecast information for MPO	3 M	End Feb	Martin Markovich	May
Receive and review CFP from SPO	2.5 M	Mid Mar	Martin Markovich	June
Transmit CFP to districts for distribution to MPOs	2.5 M	Mid Mar	SIS Section	June
Transmit MPO estimates to districts for review and comment	2.5 M	Mid Mar	Martin Markovich	May
Transmit final revenue forecast information to districts including spreadsheets, final guidebook, and PPT	2 M	End Mar	Martin Markovich	July
Initial Revenue Forecast Presentation to MPOAC	7 W	Early Apr	Martin Markovich	April
Transmit custom spreadsheets, guidebook and PPT to MPOs	1 W	May 16	Districts	August#
Final Revenue Forecast Presentation to MPOAC	0	May 23	Martin Markovich	July
Follow up meetings with FDOT District MPO Liaisons and MPO staff to provide clarification, as needed	+1 M	End June	Martin Markovich	Sept
Feedback sessions with FDOT District MPO Liaisons, as needed	+3-6 M	Sep-Dec	Martin Markovich	Oct

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

Districts were not required to report exact dates of transmission to MPOs, but no complaints were received from individual MPOs or from MPOAC.

Revenue Forecast Process

The forecast horizon for the Revenue Forecast is agreed upon by FDOT and the MPOAC, currently it is 2045. 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.

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

Preparation of the revenue forecast involves multiple offices and occurs over a period of 1-2 years. The offices involved are listed below:

The following steps take place to prepare the revenue forecast:

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*.

Figure 2 Flow of Information for the Revenue Forecast

Financial Data

Analysis & Review

- Produce Federal Aid Forecast
- Produce PRP for LRTP Revenue Forecast
- Produce extension of Federal and State Forecast
- Review Revenue Forecast

Financial Guidelines

- Jointly develop financial guidelines for production of revenue forecast
- Promote/obtain consensus from MPO/TPOs on financial guidelines

Revenue Forecast

- Prepare revenue forecast based on financial guidelines
- Review revenue forecast with OWPB
- SPO prepares SIS Cost Feasible Plan based on revenue forecast

Distribution

- Transmit SIS CFP for distribution to MPOs
- Transmit revenue forecast for district review/comment
- Transmit final revenue forecast to district
- District transmits custom revenue spreadsheets to MPOs

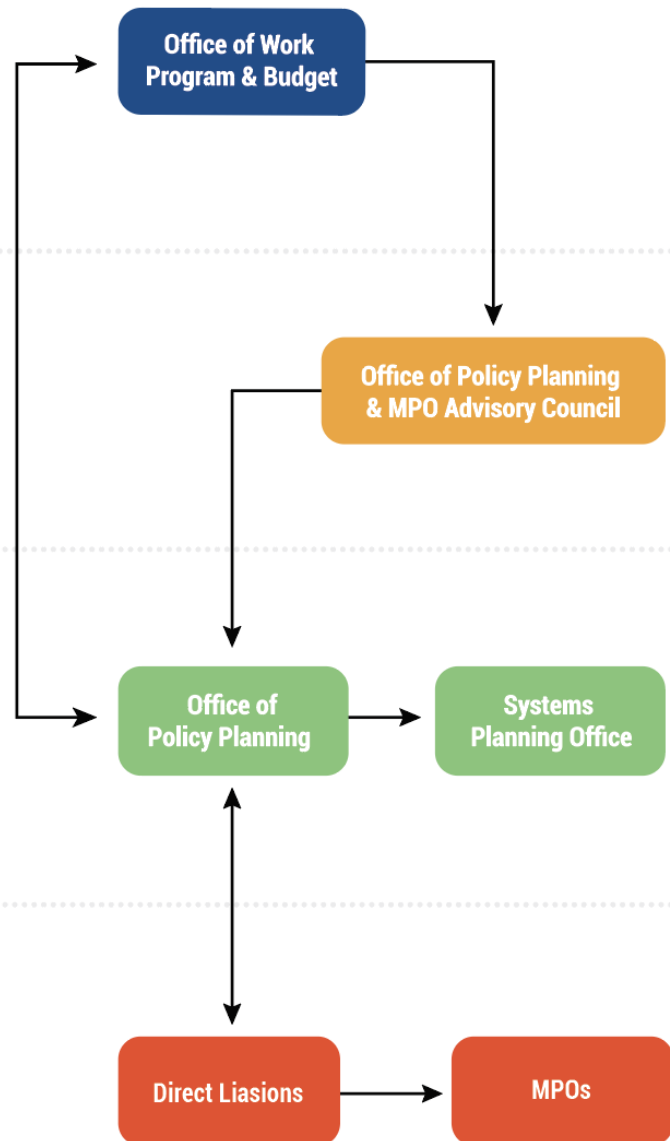


Table 3 Overview of Roles and Responsibilities for the Revenue Forecast Process

Key Roles	Responsibilities
<u>Intermodal System Development, Office of Policy Planning</u>	
<ul style="list-style-type: none"> • Director • Economist • Demographics Coordinator • Public Transportation Manager 	This office develops, documents, and monitors the statewide and MPO planning processes including production of a statewide revenue forecast for statewide and MPO long range planning.
<u>Office of Work Program and Budget (OWPB)</u>	
<ul style="list-style-type: none"> • Program and Resource Allocation Supervisor • Program Plan Supervisor • Finance, Program, and Resource Allocation Manager • Transportation Revenue Coordinator 	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. The Transportation Revenue Coordinator represents the Department at Revenue Estimating Conferences.
<u>Office of Comptroller-General Accounting Office (OOC-GAO)</u>	
<ul style="list-style-type: none"> • Project Finance Manager 	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.
<u>Intermodal System Development, Systems Implementation Office (SPO)</u>	
<ul style="list-style-type: none"> • SIS Implementation Manager • SIS Statewide Coordinator 	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.
<u>FDOT District MPO Liaisons</u>	
<ul style="list-style-type: none"> • FDOT District MPO Liaisons 	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.

Table 3, continued

<u>Metropolitan Planning Organization Advisory Council (MPOAC)</u>	
<ul style="list-style-type: none"> Executive Director 	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.
<u>MPOAC - Policy and Technical Subcommittee</u>	
<ul style="list-style-type: none"> Chair Subcommittee members 	This subcommittee annually prepares legislative policy positions and develops initiatives to be advanced during Florida's legislative session.
<u>Metropolitan Planning Organizations (MPO)</u>	
<ul style="list-style-type: none"> Staff Director MPO Staff 	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 MPO estimates.

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 budget increases 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 comparable to that of the Program and Resource Plan, about 10 years.
- Because the REC forecasts typically only go out 10-11 years, the OWPB Transportation Revenue Coordinator creates the State Transportation Trust Fund forecast. OWPB extrapolates the federal and state 10-year forecasts out to the current LRTP horizon year, then shares them with OPP.

- The Project Finance Manager, part of the Comptroller's office, plays an important role in projecting surplus toll revenue on Manage Lane facilities. The Project Finance Manager, after consulting with OPP, projects surplus toll revenue and transit funding for such facilities that have been in service for 5 years or more.
- The OWPB, Program Plan Supervisor produces a draft extended PRP for the use of OPP in developing the Revenue Forecast. This extended draft is not officially released or posted.

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 test run was based on the Tentative Work Program released some months before the Adopted Work Program.

- 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

 - 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, right-of-way bonds, and toll revenues from non-Turnpike facilities
 - 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.
 - All capacity programs are included in the Work Program Product category. The Product category also includes 3 major non-capacity programs, Safety, Resurfacing and Bridge.
- Break down highway 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. If desirable, this can be modified to give 50 percent weight to projected population for the next census.
- 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 reasonableness and the application of professional standards.
- 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 Systems Implementation Office 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 transmits the MPO 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

- Office of Policy Planning staff provides training to FDOT District MPO Liaisons on the revenue forecast. The training will explain how the District staff should package the MPO estimates for their MPOs.
- The FDOT District MPO Liaisons transmit the final Revenue Forecast reports and appropriate documentation to all MPOs.

FDOT transmits final estimates to MPOs.
- Shortly after transmission of the MPO estimates, the Office of Policy Planning staff in conjunction with the FDOT District MPO Liaisons and the MPOAC, present the Revenue Forecast at a meeting of the MPOAC.
- The Office of Policy Planning staff follows up with FDOT Districts and MPOs to offer meetings as needed to discuss specific details of individual MPO estimates.

Present to MPOAC

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 based on previously distributed documents:

- “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 MPO 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 MPO estimates are included in a separate report prepared for each MPO.

General Guidance on Using the Revenue Forecast Report

The MPO estimates are typically 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 *Other Roads Construction & ROW*. However, MPOs should identify the MPO 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 2020-2045. 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.

Key Projections

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

In the Revenue Forecast Reports (not this document) Tables 5, and 6 and 9 where applicable, reflect the share of each state capacity program planned for each area.¹ The estimates can be used to fund planned capacity improvements to major elements of the transportation system (most notably highways and transit). The reports include 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

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 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 and Other

¹ Note that 5 MPOs boundaries do not exactly match County boundaries. For these MPOs, it is the District's responsibility to adjust projected county-level values to values for that specific MPO.

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, next page. Using this information prepared by the Central Office, District staff develops MPO estimates consistent with district and county shares of the statewide forecast. These estimates are adjusted as needed to account for issues such as differences between metropolitan area boundaries, county boundaries or Transportation Management Area boundaries.

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 (Other Roads) 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.

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

Major Capacity Program Category	Methodology
SIS Highways Construction & ROW	Based on the 2045 SIS Highways Cost Feasible Plan prepared by the SIS Section. Specific projects to be provided to MPOs by the SIS Section.
Non-SIS Highways Construction & ROW (also referred to as Other Roads)	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 population-based 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	This program is being phased out, but small amounts remain in the PRP. 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 is developing 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.

Transportation Management Area (TMA/SU) 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 the FAST Act, 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.** Considerable 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 and state 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 (PE).

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 (PE). 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 (PE) in the 5-year period from FDOT Product Support estimates.¹ 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

State of Florida gas tax revenues and fees provide most of the funding for the State Transportation Trust Fund (STTF).

Doc stamp taxes also contribute to the STTF. They have fluctuated because of volatility in the Florida real estate market and complex provisions in the law governing this 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 will be reached sometime in the next 10-15 years.

¹ However, surplus funds, which may not be needed for PD&E and PE, cannot be transferred to other projects.

The following are several key programs, including the SIS, that are funded from state revenues.. None of these funds are specifically allocated on the County or MPO levels in the Revenue Forecast. Therefore, most categories of funding should not be used for funding constrained projects within LRTPs.¹

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. Other funding sources may include local option gas tax. *Additionally*, 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:

- 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 is 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

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).

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

¹ Funds allocated to the SIS are a somewhat different case. SIS projects are identified by FDOT and listed in the CFP., These projects must be included in the LRTP to advance toward construction.

339.61(1) requires \$60 million to the SIS. FDOT will plan for these funds in 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 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"> 1. Serve national, statewide, or regional functions and function as an integrated regional transportation system; 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; 3. Be consistent with the Strategic Intermodal System Plan; and 4. Have a commitment for local, regional, or private financial matching funds as a percentage of the overall project cost.
<p>In allocating TRIP funds, priority will be given to projects that:</p> <ol style="list-style-type: none"> 1. Provide connectivity to the Strategic Intermodal System; 2. Support economic development and the movement of goods in rural areas of critical economic concern; 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 4. Improve connectivity between military installations and the Strategic Highway Network or the Strategic Rail Corridor Network.

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).

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

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 our Department 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 need to be in 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 planned FDOT expenditures to operate and maintain the State Highway System by FDOT district. FDOT provides these estimates in the Revenue Forecast Report. FDOT also includes statewide funding for these programs in the forecast in line with the traditional top-down approach.

The Revenue Forecast Report provides statewide estimates for non-capacity programs, which are sufficient for meeting statewide objectives and program needs in all metropolitan and non-metropolitan areas. This accomplishes the goal of ensuring that sufficient funding will be available to operate and maintain the state transportation system.

Other Funds

Certain expenditures are not included in major programs discussed above. These include debt service, reimbursements to local governments and a few other minor categories.. The current Revenue Forecast Reports include statewide totals for these categories under "Administration and Other" in Table 11.

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 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*¹ and the *Local Government*

¹ *Florida's Transportation Tax Sources, A Primer*, is published annually by FDOT at:

Financial Information Handbook.¹ 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 would do well to 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 these 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: Constitutional Fuel Tax (2 cents); County Fuel Tax (1 cent); and Municipal Fuel Tax (1 cent). Constitutional Fuel Tax proceeds are first used to meet the debt service requirements on local bond issues backed by tax proceeds. The remainder is credited to the counties' transportation trust funds. 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*.

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

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

¹ *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>.

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. 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 MPO 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 areawide 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.

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 MPO 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 2045;
- 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, considering 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 MPO 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 MPO 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 of this document, *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 inflation. If this is not the case, see Appendix C for factors used for adjusting revenue forecasts to “year of expenditure” dollars.

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 transportation system. These processes include public involvement programs tailored to the MPO area; 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. The guidance should be tailored to the plan development process including establishing local priorities identified in each MPO area.

Project Identification

The long range plan will define the transportation system that best meets the needs of the MPO 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 2045, consistent with the MPOAC *Financial Guidelines for MPO 2045 Long Range Plans*.

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).¹

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 MPO areas were provided at the same time as the 2045 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 MPO 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 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) Other Roads (Non-SIS Highways) Construction & Right-of-Way and (2) Transit programs. Estimates of those funds have been provided to MPOs in Table 5 of the Revenue Forecast Report. Each MPO should consider the mix of highway and transit projects and programs that best serves its 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 MPO 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.

¹ See "Federal Strategies for Implementing Requirements for LRTP Update for the Florida MPOs," for a description of regionally significant 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 please 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 MPO areas may include improvements to local government roads, certain transit programs, 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. 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. In the Revenue Forecast Report, the latter two categories are grouped together under "Other Roads. However, State funding for local roads is quite limited, as explained under "Funds For Off-System Roads" above. MPOs may choose to include "illustrative projects" for local roads in their plan. In some cases, these projects could be planned for whole or partial funded with Transportation Regional Incentive Program (TRIP) funds. See the sub-section on TRIP and Table 5 in Key Projections above. .

- 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.

The MPO should identify planned improvements and funding for local road facilities to be included in the long range plan. The Department has provided estimates of off-system funds in the statewide forecast. 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.

Balancing Planning Improvements and Revenue Estimates

It is anticipated that each MPO will test several alternative plans leading toward adoption of a cost feasible multimodal plan for the MPO transportation system. The system alternatives should examine different ways to meet state and MPO goals and objectives through priority setting, and should be analyzed within the context of the MPO 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. (see Figure 3, next page)

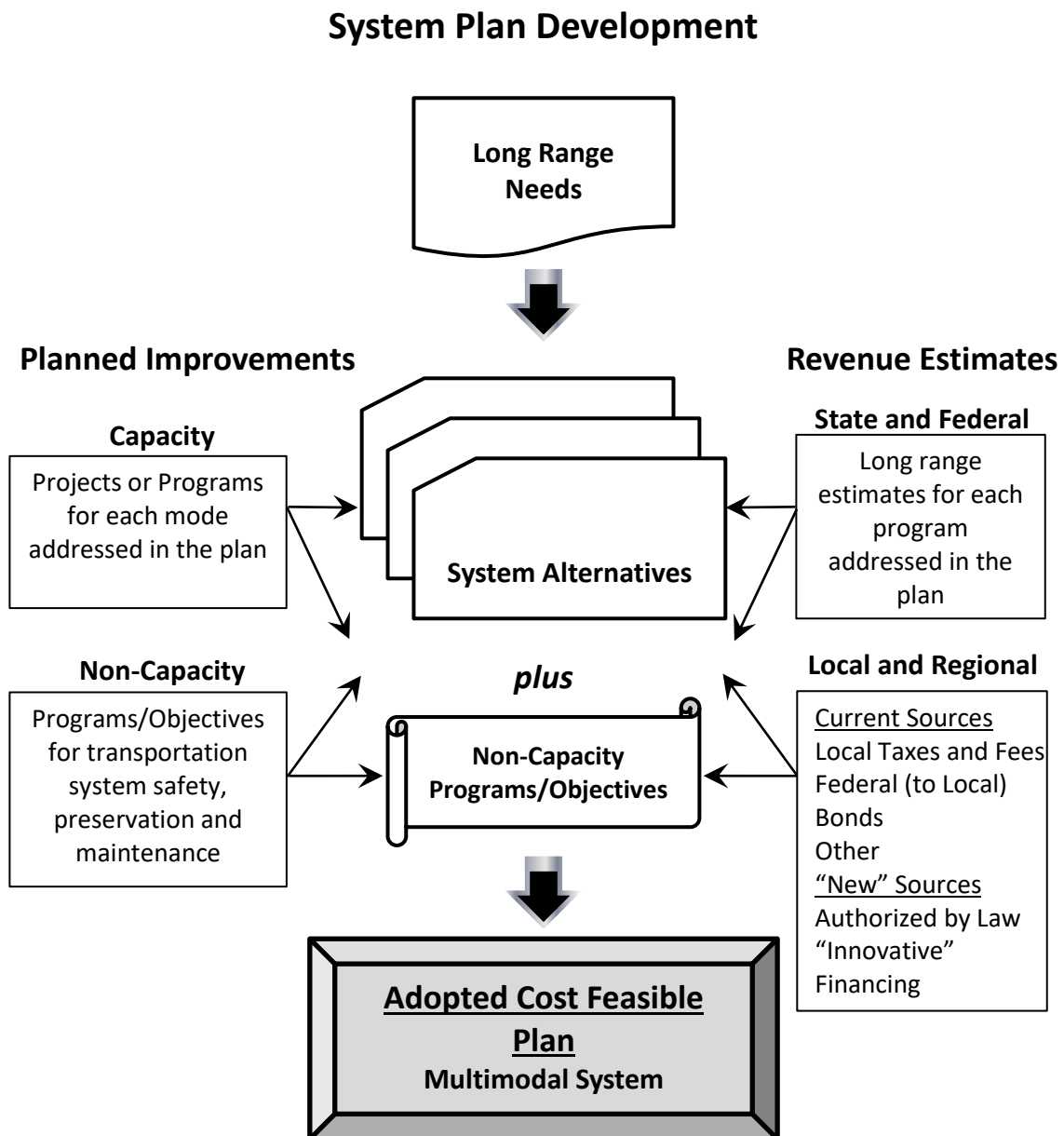
State and federal estimates for 2020-2045 are divided into sequential time bands to assist MPOs with organizing their plans. For the current Revenue Forecast, the 26-year period is divided into the following bands:

2020 (just one year)
2021-2025
2026-2030
2031-2035
2036-2045

For planning purposes, some flexibility should be allowed for estimates for these time periods. For example, the total cost of planned projects for the periods after 2025 for Non-SIS Highways (Other Roads) and Transit estimates should be within 10 percent of the funds estimated for that period. It is important that the total cost of planned projects for the entire 2026-2045 period not exceed revenue estimates for the entire period for each spending category.

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
MPO Long Range Transportation 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. MPO 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 starting point of this forecast is the Program and Resource Plan (PRP), the Department's financial planning document for a 9 or 10-year period that includes the Work Program. The PRP addresses over 60 programs or subprograms. Other inputs include the State Transportation Trust Fund Forecast of the Florida Revenue Estimating Conference (REC), and related documents. 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 program groups:

- 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 and Other – Activities required to administer and otherwise facilitate the entire state transportation program.

Please see Table 6 for a schematic showing how the major expenditure categories divide into Capacity and Non-Capacity.

Funding Eligibility for Major Programs

The SIS Cost Feasible Plan, Multimodal Unfunded Needs Plan and MPO 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.

Table 6 Major Program Categories

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

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, MPO 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), including Strategic Growth facilities, 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.

MPO 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, if 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), and support activities to acquire right-of-way (see Product Support below).

Aviation and Spaceports

The state provides financial and technical assistance to Florida's airports. The three main funding programs are the Aviation Grant Program, the Aviation Discretionary Program and the Spaceport Program. FDOT's Work Program Instructions provide information regarding additional funding eligibility and state matching funds requirements. The instructions can be found at <http://www.fdot.gov/workprogram/Development/PDFInstructions/WorkProgramInstructions.pdf>, Part III, Chapter 15, Section D.

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.

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.

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 2019-2023, MPOs should identify projects as contained in the Work Program. For all years after 2023, MPOs should plan for the mix of highway and transit programs that best meets the needs of their 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 (Other Roads) 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 centerline miles 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 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.

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 area, so it was not necessary to develop MPO 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 existing facilities costs on the State Highway System to MPOs for inclusion in the documentation of their long range transportation plans. The existing facilities projections shown in Table 12 of the Revenue Forecast Report are the total expenditures for the State Resurfacing, Bridge, and Operations & Maintenance programs.

Safety

Safety issues touch every area of the state transportation program. Specific safety improvement projects and sub-programs in this major program address mitigation of safety hazards that are not included 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.

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.

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.

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.

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.

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.

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

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

Table 7, continued

NON-CAPACITY	PROGRAMS	SUBPROGRAMS
Safety	Safety	1. Highway Safety 2. Rail/Highway Crossings (discontinued) 3. Grants
Resurfacing	Resurfacing	1. Interstate 2. Arterial & Freeway 3. Off-System 4. Turnpike
Bridge	Bridge	1. Repair - On System 2. Replace - On System 3. Local Bridge Replacement 4. Turnpike
Product Support	II. PRODUCT SUPPORT	
		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
Operations & Maintenance	III. OPERATIONS & MAINTENANCE	
		A. Operations & Maintenance (<i>all</i>) B. Traffic Engineering & Operations (<i>all</i>) C. Toll Operations (<i>all</i>) D. Motor Carrier Compliance
Administration	IV. ADMINISTRATION	
		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

MPOs 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 item 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.

Future Toll Facility Projects in MPO Long Range Transportation Plans

FDOT 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 District and, as appropriate, 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 usually are higher in urban 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 necessary to eventually cover total project cost.

For the purposes of the MPO 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 their District and, as appropriate, local authority for technical assistance on preparing early analyses for possible toll facilities in the cost feasible long range plan.

Appendix C: Cost Calculations

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, 2016 or 2017 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. YOE dollars are also referred to as Nominal dollars in Federal or academic literature.

Adjusting Project Costs

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 2016), which are based on the value of money in the recent year 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:

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

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

To put it another way, a project cost estimated in 2015 dollars should be multiplied by 1.174 to generate the most plausible estimate of construction costs in the year 2021.

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

Table 8a 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 8b 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.

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 (Other Roads) Construction and Right-of-Way.

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 surtaxes that are levied in that jurisdiction.

Documentary Stamps Tax: This tax is levied on documents, as provided under Chapter 201, Florida Statutes. It is thought of as primarily a tax on real estate transactions, but applicable documents also include: stocks and bonds, notes and written obligations to pay money, liens, and other evidences of indebtedness.

Fixing America's Surface Transportation Act (FAST): Authorization of the federal surface transportation programs 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. ITS include connected and autonomous vehicles.

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): MPOs' long range strategy and capital improvement program developed to guide the effective investment of public funds in transportation facilities. The plan is updated every five years and may be amended because of changes in projected federal, state and local funding, major improvement studies, congestion management system plans, interstate interchange justification studies and environmental impact studies.

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 planning transportation facilities that will function as an intermodal transportation system.

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 state imposed 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 highway 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. In the FAST Act, FHWA is required to advance the national highway performance measures program.

Program and Resource Plan (PRP): A 10-year FDOT 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). In Florida, FDOT traditionally prepares a statewide Revenue Forecast to serve as a resource for all the state's MPOs. 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: Constitutional Fuel Tax (2 cents); the County Fuel Tax (1 cent); and the Municipal Fuel Tax (1 cent).

Statutory Formula: Formula made up of equal parts population and motor fuel tax collections. It is found in F.S. 339.135(4)(a)1 (in the second sentence of the paragraph).

Strategic Intermodal System (SIS): Florida's transportation system composed of facilities and services of statewide and interregional significance, including appropriate components of multiple 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 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 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 code used by FDOT for a Transportation Alternatives Program project in any area of the State, not based on population.

TALU funds: Funding 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). TALL, TALN, TALT and TALU funds are all part of the 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 on roads of local jurisdiction 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. See also Intelligent Transportation System (ITS).

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 (YOE) Dollars: Dollars that are adjusted for inflation from the present time to the expected year of construction.