

# 2035 Revenue Forecast Handbook

Forecast of State Transportation Revenues and Program Levels



Prepared by  
**Florida Department of Transportation**

in cooperation with  
**Florida Metropolitan Planning Organization Advisory Council**  
**Federal Highway Administration**

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# **Revenue Forecast Handbook**

## **2035 Revenue Forecast**

**Florida Department of Transportation**

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## ABOUT THIS HANDBOOK

Periodic forecasts of revenue and program levels are needed for updates of the Florida Transportation Plan (FTP) and metropolitan plans prepared by Metropolitan Planning Organizations (MPOs). Such forecasts assist MPOs in complying with federal requirements for developing cost feasible transportation plans. The development and use of these forecasts also assists the Department and MPOs as they reconcile their plans to document long range needs and to provide coordinated planning for transportation facilities and services in Florida.

The Florida Department of Transportation (FDOT) has developed a new long range revenue forecast. The forecast is based upon recent federal and state legislation (e.g., SAFETEA-LU, Florida's 2005 Growth Management legislation), changes in factors affecting state revenue sources (e.g., population growth rates, motor fuel consumption and tax rates), and current policies. **Note: this forecast does not reflect changes to Florida law that passed during the 2008 Legislative Session.** This information will be used for the updates of metropolitan long range transportation plans and the 2035 Strategic Intermodal System Highways/Florida Intrastate Highway System Cost Feasible Plan<sup>1</sup>.

The estimates were prepared by FDOT, based on a statewide estimate of revenues that fund the state transportation program and are consistent with "Financial Guidelines for MPO Long Range Plans" adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in October 2007. Florida's MPOs are encouraged to use these estimates in the updates of their long range plans.

The 2035 Revenue Forecast includes program estimates for the expenditure of state and federal funds expected from current revenue sources. The forecast estimates revenues from federal, state, and Turnpike sources that "flow through" the FDOT Work Program for fiscal years 2007-2035. The forecast does not include estimates for local revenue sources.

This handbook documents how the 2035 Revenue Forecast was developed and provides guidance for using this forecast information in updating MPO plans. FDOT has developed metropolitan estimates from the 2035 Revenue Forecast for certain capacity programs for each MPO. These metropolitan estimates are included in a separate document entitled "Supplement to the Revenue Forecast Handbook" prepared for each MPO. A separate report entitled "Appendix for the Metropolitan Long Range Plan, 2035 Revenue Forecast" will be prepared for each MPO to include the documentation of its long range plan.

This handbook is posted on the FDOT website under "Planning Pages", Office of Policy Planning", or at <http://www.dot.state.fl.us/planning/policy/pdfs/revenuehandbook.pdf>.

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<sup>1</sup> The 2035 update of the SIS Highways/FIHS Cost Feasible Plan includes all roads that are included in the Strategic Intermodal System (SIS), including Connectors between SIS Corridors and Hubs.

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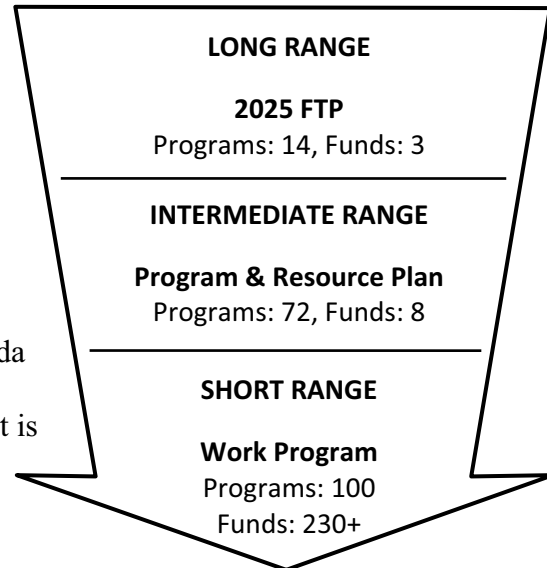
## FINANCIAL PLANNING

Revenue forecasting and financial planning for statewide and metropolitan plans are typically required for three periods: long range (20 or more years), intermediate range (about 10 years), and short range (about five years). Their specificity, 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 also.

These variations move from general (long range plans) to specific (short range plans) as more detailed information is developed and as the uncertainty of forecasts of future events decreases. See the figure to the right for a summary of the level of detail developed for financial planning by FDOT.

FDOT’s long range revenue forecasts are developed within the framework (e.g., terminology, program structure) used for intermediate and short range planning. This enhances the opportunity for the Florida Transportation Plan (FTP) to guide the Program and Resource Plan (PRP) and Work Program. However, it is unnecessary, potentially restrictive, and too complex to examine the same level of detail for all three types of planning.

**Financial Data: from General to Specific**



### Long Range Plans

The purpose of long range plans is to identify needed major improvements — and then to determine those that are “cost feasible,” or are of highest priority for the investment of expected funds – while preserving and maintaining prior investments. Examples are the FTP, metropolitan long range transportation plans, and statewide modal system plans. They are updated each 3-5 years and are more general than intermediate and short range plans. They are based upon the most general assumptions and estimates, and can be the most greatly affected by changing conditions (e.g., changes in policy, technology). Characteristics include:

- Horizons are typically 20+ years, in stages (e.g., first 5 years, second 5 years);
- Planned roadway improvements may be expressed as typical cross sections and general alignments that may be more than one mile wide;
- Planned public transportation improvements may not specify technologies or detailed access requirements and may also have general alignments, routes or coverage areas;
- Traffic operations improvements, including the use of Intelligent Transportation System (ITS) techniques, may be included as areawide programs or multi-corridor programs; and
- System preservation activities such as roadway resurfacing, bridge rehabilitation and maintenance may be treated as programs rather than site- or corridor-specific projects.

Revenue and program forecasts are general as well to encourage flexibility and creativity in the development of a long range plan 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). This means that it is sufficient to develop estimates for major programs. Revenue and program forecasts cover 20 or more years but could fluctuate from year to year, so estimates for one year or a few years can be misleading. With few exceptions, it is not necessary to distinguish between types of revenues (e.g., fuel taxes).

The long range plan is a broad guide to the makeup and management of the future transportation system. It is not intended to be a long range program of projects, similar in detail to a Work Program or 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, perhaps, the primary mode in a corridor/system — will change during project development activities. Subsequent changes in revenue estimates, costs, program levels and laws and policies may affect future 10-year plans (such as the PRP), Work Programs, and TIPs. These changes should be monitored and their impact should be assessed during periodic updates of the long range plan.

### **Intermediate Range Plans**

Intermediate range plans “bridge the gap” between long and short range plans. They should show how progress will be made in attaining goals and objectives (e.g., resurfacing standards) over a 10-15 year period. Levels of specificity and detail are increased, but are usually far less than a Work Program or TIP. They may be updated each year. Examples are the PRP and staging elements (e.g., highest priority projects for the first 10 or 15 years) of long range plans.

The Department’s PRP typically addresses the current year, the next 5-year Work Program, and the following four years. It includes estimates of funding and program accomplishments for over 70 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.

### **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 over the next 3-5 years. They should contain activities that will make progress in attaining goals and objectives. Short range plans are the most exact, are based on specific assumptions and detailed estimates, and may not be dramatically affected by changed conditions (e.g., “adopted” projects and programs may be treated as prior commitments to the public when major changes are instituted). Examples are Work Programs and TIPs.

The Department’s 5-Year Work Program addresses project and program funding for the next five fiscal years. It includes detailed information for 100 programs and numerous job types, systems, and phases. There are more than 230 fund categories (“fund codes”). There are strict eligibility criteria for all programs, job types, systems, phases, and fund categories. Changes to the adopted 5-year Work Program are discouraged, but may be required because of revisions to revenue estimates, cost estimates or schedules, or changes in priority. The Work Program is updated and extended each year as part of the Work Program development process.

## STATEWIDE REVENUE FORECAST

As part of preparing for the update of the 2025 FTP and updates of all 26 metropolitan long range plans, the Department has developed a new long range revenue forecast. The forecast horizon was extended through 2035, consistent with guidelines adopted by the MPOAC<sup>1</sup>. The forecast reflects changes in state revenue forecasts through March 2008. **It does not reflect changes enacted in the 2008 Legislative Session.**

### Statewide Revenue and Program Estimates

This section briefly describes forecast parameters and how the statewide revenue and program estimates were developed for the 2035 Revenue Forecast.

#### Forecast Parameters

The planning horizon for the update of the Florida Transportation Plan will be at least 2030. The guidelines adopted by the MPOAC call for a horizon year of 2035. As a result, this long range revenue forecast includes estimates through 2035 to provide all MPOs with the state and federal financial information needed for their plan updates.

Several fundamental decisions were made prior to preparing the 2035 Revenue Forecast. Revenue forecasts estimate the value of money at the time it will be collected (e.g., in 2020) and reflect future growth in revenue, sometimes referred to as “current” or “year of expenditure” dollars. Since the costs of transportation projects increase over time, the Department inflates project costs to develop a cost-feasible Work Program in “year of expenditure” dollars. Federal transportation regulations promulgated in 2007 require cost feasible plans to be expressed in “year of expenditure” dollars. As a result, all amounts included in the 2035 forecast are expressed in “year of expenditure” dollars.

Estimates for fiscal years 2006/07 are based on actual Work Program commitments. Estimates for Fiscal Year 2007/08 are based on the Adopted Work Program as of April 1, 2008. Estimates for fiscal years 2008/09-2012/2013 are based on the Tentative Work Program as of April 1, 2008. Estimates for fiscal years 2013/14 through 2031/35<sup>2</sup> were forecast based on current federal and state law, the current FDOT federal aid forecast, the March 2008 state revenue estimating conference forecast, and assume continuation of current Department policies.

#### Revenue Estimates

The forecast is based on state and federal funds that “pass through” the Department’s Work Program. The forecast does not include estimates for local government, local/regional authority, private sector, or other funding sources except as noted.

The forecast consolidates the numerous fund codes used by the FDOT into three major fund categories: Federal, State, and Turnpike. Federal funds include all federal aid (e.g., Surface Transportation Program) that pass through the Work Program, including any state dollars used to

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<sup>1</sup> “Financial Guidelines for MPO Long Range Plans” adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in October 2007.

<sup>2</sup> Assumptions related to the forecast of state and federal revenue sources will be documented in the “Appendix for the Metropolitan Area Long Range Transportation Plan” to be provided by FDOT to each MPO.



match federal aid. Turnpike funds include proceeds from Turnpike tolls, bonds sold for Turnpike activities, and concession revenues. State funds include the remaining state revenues (net of funds used to match federal aid), such as motor fuel taxes, motor vehicle fees, and right-of-way bonds.

As shown in Table 1, revenues are expected to gradually increase in each five year period. There are relatively more dollars per year in fiscal years 2006-2010 due to “carry-forwards” of funds from prior fiscal years. The forecast also indicates that State revenues are expected to account for an increasingly larger share of transportation dollars in Florida compared to federal revenues.

**Table 1**  
**Forecast of Revenues**  
**2035 Revenue Forecast (Millions of Dollars)**

Major Revenue Sources	Time Period						29-Year Total <sup>2</sup> 2007-2035
	2007-10 <sup>1</sup>	2011-15 <sup>1</sup>	2016-20	2021-25	2026-30	2031-35	
Federal <sup>3</sup>	8,208 23%	9,904 26%	10,137 26%	10,836 25%	11,417 24%	11,912 23%	62,414 24%
State	22,650 65%	24,422 65%	25,431 66%	28,530 66%	31,978 67%	35,531 68%	168,542 66%
Turnpike	4,131 12%	3,159 8%	3,027 8%	4,149 10%	4,514 9%	4,921 9%	23,901 9%
Total <sup>2</sup>	34,989	37,485	38,594	43,514	47,910	52,365	254,857

<sup>1</sup> Based on FDOT Work Programs for 2007 through 2013 as of April 1, 2008.

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

<sup>3</sup> Federal revenues also include state dollars used to match federal aid.

### Major Program Estimates

For the forecast, the Department’s major programs were collapsed into two categories: capacity programs and non-capacity programs. Capacity programs are major FDOT programs that expand the capacity of existing transportation systems. Non-capacity programs are remaining FDOT programs that are designed to support, operate, and maintain the state transportation system. Table 2 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.

Table 3 identifies the statewide estimates for the major programs in the 2035 Revenue Forecast. The table shows that the Department anticipates that 46% of its total revenues will be spent on the capacity programs during the 29-year forecast period.

FDOT is taking the lead in identifying planned projects and programs funded by the SIS/FIHS Construction and ROW, Aviation, Rail, Intermodal Access and Seaport Development programs as part of development of the SIS Cost Feasible Plan. MPOs are taking the lead in identifying

planned projects and programs funded by the Other Arterials Construction & ROW and Transit programs. Guidance to MPOs for planning for projects after Fiscal Year 2014 for funds available from the 2005 Growth Management legislation is provided in this Handbook.

### **General Guidance on Using the Estimates**

For the MPOs currently updating their plans, the Department has developed metropolitan estimates from the 2035 Revenue Forecast for certain capacity programs. These metropolitan estimates are included in a separate document, entitled “Supplement to the Revenue Forecast Handbook” prepared for each MPO. Further guidance on use of these estimates is provided in the last section of this Handbook, “Developing a Cost Feasible Plan.”

The metropolitan estimates are summarized into 5 fiscal year periods. For planning purposes, some leeway should be allowed for estimates for these time periods (e.g., within 10% of the funds estimated for that period). However, it is strongly recommended that the total cost of all phases of planned projects for the entire forecast period (e.g., 2007-2035) match the revenue estimates for each element or component of the plan.

When developing the long range plans, MPOs do not need to use the same terminology used in the Department’s 2035 Revenue Forecast (e.g., “Other Arterials Construction & ROW”). However, MPOs should identify the metropolitan estimates from this 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 2007-2035. This will provide a common basis for analyses of finance issues (e.g., unmet transportation needs). Appendix D includes inflation factors and guidance for converting project costs estimates to Year of Expenditure dollars.

**Table 2**  
**Description of the Major Programs Included in the 2035 Revenue Forecast**

<b>Capacity Programs</b>	<b>Non-Capacity Programs</b>
<u>SIS Highways/ FIHS Construction &amp; ROW</u> - Construction, improvements, and associated right of way on SIS highways and the FIHS (i.e., Interstate, the Turnpike, other toll roads, and other facilities designed to serve interstate and regional commerce including SIS Connectors).	<u>Safety</u> - Includes the Highway Safety Improvement Program, the Traffic Safety Grant Program, Bicycle/Pedestrian Safety activities, the Industrial Safety Program, and general safety issues on a Department-wide basis.
<u>Aviation</u> - Financial and technical assistance to Florida's airports in the areas of safety, capacity improvements, land acquisition, planning, economic development, and preservation.	<u>Resurfacing</u> - Resurfacing of pavements on the State Highway System and local roads as provided by state law.
<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.	<u>Bridge</u> - Repair and replace deficient bridges on the state highway system. In addition, 15% of federal bridge funds must be expended off the federal highway system (e.g., on local bridges not on the State Highway System).
<u>Intermodal Access</u> - Improving access to intermodal facilities and acquisition of associated rights of way.	<u>Product Support</u> - Planning and engineering required to "produce" FDOT products and services (i.e., each capacity program; Safety, Resurfacing, and Bridge Programs).
<u>Seaport Development</u> - Funding for the development of eligible ports, including projects such as land acquisition, dredging, construction of storage facilities and terminals, and acquisition of container cranes and other equipment used in moving cargo and passengers.	<u>Operations &amp; Maintenance</u> - Activities to support and maintain transportation infrastructure once it is constructed and in place.
<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 or FIHS. Also includes funding for the Economic Development Program, the County Incentive Grant Program., and the Small County Outreach Program.	<u>Administration</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).
<u>Transit</u> - Technical and operating/capital assistance to transit, paratransit, and ridesharing systems.	<u>Other</u> - Technically, this category is not a "program." It primarily represents FDOT financial commitments such as debt service and reimbursements to local governments.

**Table 3**  
**Major Program Estimates**  
**2035 Revenue Forecast (Millions of Dollars)**

Major Revenue Sources	Time Period						29-Year Total <sup>2</sup>
	2007-10 <sup>1</sup>	2011-15 <sup>1</sup>	2016-20	2021-25	2026-30	2031-35	
<b>Capacity Program:</b>	<b>18,435</b>	<b>17,938</b>	<b>17,698</b>	<b>19,521</b>	<b>21,024</b>	<b>22,395</b>	<b>117,012</b>
	53%	48%	46%	45%	44%	43%	46%
SIS/FIHS Construction & ROW	8,635	8,295	7,306	8,473	9,218	9,816	51,743
Other Arterials Construction & ROW	5,226	4,170	3,503	3,885	4,142	4,453	25,379
Aviation	763	723	745	868	991	1,107	5,197
Transit	1,695	1,769	1,504	1,692	1,889	2,067	10,617
Rail	1,091	808	688	788	895	995	5,266
Intermodal Access	687	191	230	266	302	335	2,011
Seaport Development	338	252	228	265	302	338	1,723
Growth Management <sup>3</sup>	0	1,730	3,493	3,285	3,285	3,285	15,077
<b>Non-Capacity Programs:</b>	<b>15,680</b>	<b>17,928</b>	<b>18,892</b>	<b>21,952</b>	<b>24,833</b>	<b>27,863</b>	<b>127,147</b>
	45%	48%	49%	50%	52%	53%	50%
Safety	403	531	580	613	631	635	3,393
Resurfacing	3,721	4,450	4,368	5,015	5,481	5,912	28,947
Bridge	1,231	1,183	1,013	1,132	1,241	1,334	7,134
Product Support	5,865	5,814	5,863	6,784	7,787	8,821	40,935
Operations and Maintenance	3,781	4,979	5,868	6,962	7,955	9,076	38,621
Administration	679	971	1,201	1,446	1,737	2,084	8,118
Other <sup>4</sup>	873	1,619	2,004	2,042	2,053	2,106	10,698
	2%	4%	5%	5%	4%	4%	4%
<b>Total<sup>2</sup></b>	<b>34,989</b>	<b>37,485</b>	<b>38,594</b>	<b>43,514</b>	<b>47,910</b>	<b>52,365</b>	<b>254,857</b>

<sup>1</sup> Based on FDOT Work Programs for 2007 through 2013 as of April 1, 2008.

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

<sup>3</sup> Growth Management funds not programmed in FDOT Work Programs as of April 1, 2008.

<sup>4</sup> "Other" is primarily for debt service.

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## METROPOLITAN AREA ESTIMATES

This section describes the information developed for MPOs from the 2035 Revenue Forecast and guidance for using this information. The metropolitan estimates are for planning purposes only, and do not represent a state commitment for funding, either in total or in any 5-year time period.

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

### **Metropolitan Area Revenue and Capacity Program Estimates**

The FDOT central office prepared district and county estimates from the statewide forecast based on methods developed in consultation with MPOs, FDOT program managers, and district staff. As explained in Appendix B, District staff developed the MPO estimates consistent with district and county shares of the statewide forecast, adjusted as needed to account for issues such as metropolitan area boundaries (e.g., differences between metropolitan area boundaries and county boundaries or Transportation Management Area boundaries). The metropolitan estimates are included in a separate document, entitled “Supplement to the Revenue Forecast Handbook.”

### “Statewide” Capacity Programs

FDOT is taking the lead in identifying planned projects and programs funded by these major programs: SIS Highways/FIHS Construction and ROW, Aviation, Rail, Seaport Development and Intermodal Access. SIS Highways/FIHS Construction and ROW projects and revenues will be provided to MPOs by Fall 2008. SIS Aviation, Rail, Seaports and Intermodal Access projects and revenues will be provided when the SIS Cost Feasible Plan is completed. These estimates are for planning purposes and do not represent a commitment of FDOT funding.

### Other Capacity Programs

The Department has requested that MPOs take the lead in identifying planned projects and programs funded by the Other Arterials Construction & ROW and Transit programs. MPOs may use the total funds estimated for these two programs to plan for the mix of public transportation and highway improvements that best meets the needs of their metropolitan areas. However, the FDOT is responsible for meeting certain statutory requirements for public transportation funding. As a result, MPOs are encouraged to provide at least the level of Transit Program funding for transit projects and programs.

### TMA Funds

FDOT provided estimates of funds distributed to Transportation Management Areas, as defined by SAFETEA-LU. They are the same as “XU” funds in the 5-Year Work Program. It is strongly recommended that MPOs eligible for TMA Funds perform a thorough analysis of how these funds should be reflected in their long range plan. The following is guidance for that analysis.

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

The computation of estimates of funds for Other Arterials Construction & ROW differs from previous long range revenue forecasts prepared by FDOT and provided to MPOs. Based on analyses of recent uses of TMA Funds, the previous methodology is not consistent with recent use of those funds. As a result, TMA funds are not included in the estimates for Other Arterials Construction & ROW provided to MPOs.

MPOs eligible for TMA Funds were 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:

- Recent use of TMA Funds (previous 5 – 10 years) among the various categories in the FDOT revenue forecast. These include Other Arterials Construction & ROW, Product Support (e.g., Planning, PD&E studies, Engineering Design, Construction Inspection, etc.), Transit, Resurfacing, etc.
- Planned use of TMA Funds – based on policies regarding the plan 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.

The estimates of TMA Funds developed from the analysis should be added to the amounts provided by FDOT for the appropriate Capacity Program (Other Arterials Construction & ROW, Transit, etc.) for each time period. Estimates of TMA Funds for non-Capacity Programs (Product Support, Resurfacing, etc.) should be documented, but should not be added to estimates of Non-Capacity Program funds provided by FDOT because those estimates are statewide estimates.

### **Enhancement Funds**

FDOT has provided estimates of funds for the Enhancement Program, as defined by SAFETEA-LU, to assist MPOs in developing their plans. They are for informational purposes only and do not represent additional funds. That is, the estimates of Enhancement Funds have been included in the Other Arterials Construction & ROW estimates provided by FDOT.

### **Funds for Off-System Roads**

The Department has also estimated the amount of funds that may be used “Off-System” – 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 Other Arterials 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. Federal funds included in the Other Arterials 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. When using the “Off-System” estimates, MPOs should assume that the Department will match 9.035% of the cost of a planned improvement on eligible roads and that the appropriate local government(s) will provide a 9.035% match.

All estimated TMA funds (see above) may be used on “Off-System” roads. The following is guidance for estimating other federal funds that can be used for “Off-System” roads:

- MPOs in TMAs can assume that 10% of the FDOT estimates of Other Arterials Construction & ROW funds can be used for “Off-System” roads.
- MPOs that are not in TMAs can assume that 15% of Other Arterials 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. This is particularly important for projects that cannot be fully funded (through construction) in the Cost Feasible Plan by 2035, so that federal funds can be obligated for PD&E or Design should the priority for these projects change.

FDOT has included sufficient funding for these and other “Product Support” activities to produce the construction levels in the 2035 Revenue Forecast. Costs for these phases for SIS/FIHS Highways will be provided to MPOs in the 2035 SIS Highways/FIHS Cost Feasible Plan. For projects funded with the revenue estimates for Other Arterials Construction & ROW Funds and TMA Funds provided by FDOT, MPOs can assume that 20 percent of those estimated funds will be available from the statewide “Product Support” estimates for PD&E and Engineering Design. MPOs should document these assumptions.

#### Non-Capacity Programs

“Non-Capacity” Programs refer to the FDOT programs designed to support and maintain the state transportation system: safety; resurfacing; bridge; product support; operations and maintenance; and administration. Consistent with the MPOAC Guidelines, metropolitan estimates have not been developed for these programs. Instead, the FDOT has included statewide funding for these programs in the forecast to meet statewide objectives (e.g., ensure that 90% of FDOT-maintained bridges meet Department standards).

FHWA staff have expressed concerns about the need for MPO long range plans to more clearly document financial issues, such as:

- The financial feasibility of the plan;
- Consideration of metropolitan planning factors, particularly operating and maintaining the transportation system;
- Complete disclosure about planned transportation expenditures in metropolitan areas; and
- Reconciliation of statewide and metropolitan plans.

FDOT will provide an “Appendix for the Long Range Metropolitan Plan” to MPOs to include in the documentation of their long range plans that will address these concerns. The appendix is intended to provide the public with clear documentation of the state and federal financial issues related to each MPO plan and to facilitate reconciliation of statewide and metropolitan plans. The appendix will describe how the statewide 2035 Revenue Forecast was developed and identifies the metropolitan area’s share of the forecast’s capacity programs. In addition, the appendix will include the forecast’s statewide estimates for non-capacity programs, which are



sufficient for meeting statewide objectives and program needs in all metropolitan and non-metropolitan areas. This appendix should accomplish the goal of ensuring that sufficient funding will be available to operate and maintain the state transportation system in metropolitan areas.

### **Growth Management Funds<sup>1</sup>**

Senate Bill 360 became law in 2005. In addition to significant reforms to Florida's growth management laws, Senate Bill 360 established recurring appropriations to several major state transportation programs. Annually, \$541.75 million (year of expenditure dollars) will be appropriated from proceeds from the Documentary Stamp Tax. It should be noted that the legislation does not adjust the allocations for future changes in Documentary Stamp Tax proceeds or inflation. The following information is guidance for the use of these funds in metropolitan long range transportation plans. **Note: this information does not reflect changes to this law passed during the 2008 Legislative Session.**

#### Strategic Intermodal System

Approximately \$345 million annually is expected from Growth Management funding for the SIS. FDOT will plan for these funds as part of the SIS Cost Feasible Plan and provide funding and project information to MPOs as it becomes available.

#### New Starts Transit Program

Approximately \$54 million annually is expected from Growth Management funding for major new transit capital projects in metropolitan areas. MPOs have been provided statewide estimates of New Starts funds for 2014 through 2035.<sup>2</sup> Generally, state eligibility requirements are:

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

MPOs may desire to include projects partially funded with statewide New Starts funds in the long range transportation plan. If so, the MPO may include such projects as "illustrative projects" in its plan along with, at a minimum, the following information:

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

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

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<sup>1</sup> The dollar amounts included in this discussion represent the estimates of cash received by FDOT resulting from Chapter 2005-290, Laws of Florida (Senate Bill 360). Where appropriate, estimates of annual commitments of funds have been included in the 2035 Revenue Forecast.

<sup>2</sup> FDOT will provide estimates for funding included in an Adopted Work Program as appropriate.

### Transportation Regional Incentive Program (TRIP)

Approximately \$115 million annually (year of expenditure dollars) is expected for TRIP from Growth Management funding for regional transportation projects in “regional transportation areas” (see s. 339.155(5)(d)-(e) and s. 339.2819, Florida Statutes). MPOs have been provided districtwide estimates of TRIP funds for 2014 through 2035 for their FDOT district. TRIP will fund 50% of project costs.

<b>TRIP Requirements in Florida Law<sup>1</sup></b>	
Projects to be funded with TRIP funds shall, at a minimum: <ol style="list-style-type: none"><li>1. Support those transportation facilities that serve national, statewide, or regional functions and function as an integrated regional transportation system;</li><li>2. Be identified in the capital improvements element of the appropriate local government comprehensive plan(s), or to implement a long-term concurrency management system adopted by a local government, and be in compliance with local government comprehensive plan policies relative to corridor management;</li><li>3. Be consistent with the Strategic Intermodal System Plan; and</li><li>4. Have a commitment for local, regional, or private financial matching funds as a percentage of the overall project cost.</li></ol>	In allocating TRIP funds, priority will be given to projects that: <ol style="list-style-type: none"><li>1. Provide connectivity to the Strategic Intermodal System;</li><li>2. Support economic development and the movement of goods in rural areas of critical economic concern;</li><li>3. Are subject to a local ordinance that establishes corridor management techniques, including access management strategies, right-of-way acquisition and protection measures, appropriate land use strategies, zoning, and setback requirements for adjacent land uses; and</li><li>4. Improve connectivity between military installations and the Strategic Highway Network or the Strategic Rail Corridor Network.</li></ol>

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

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

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

### **“Other”**

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

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<sup>1</sup> s. 339.2819(4), Florida Statutes.

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## OTHER TRANSPORTATION REVENUES

Local government revenues (e.g., taxes and fees, federal funds distributed directly to local governments, local or regional tolls) play a critical role in providing local and regional transportation services and facilities. The Department does not have access to detailed information on local and regional revenue sources and forecasts of revenues expected from them. 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.<sup>1</sup>

### Current Revenue Sources

Initially, MPOs should identify sources of local and regional revenues that have funded transportation improvements and services in recent years and that are expected to continue. The following is a summary of sources that are used in some or all metropolitan areas in Florida.

#### Local Government Taxes and Fees

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

#### State Imposed Motor Fuel Taxes

Florida law imposes per-gallon taxes on motor fuels and distributes the proceeds to local governments as follows: the Constitutional Fuel Tax (2 cents); the County Fuel Tax (1 cent); and the Municipal Fuel Tax (1 cent). The County Fuel Tax receipts are distributed directly to counties. The Constitutional Fuel Tax proceeds are first used to meet the debt service requirements on local bond issues backed by the tax proceeds. The remainder is credited to the counties' transportation trust funds. 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.

#### 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 Appendix D.

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

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<sup>1</sup> Additional information on state and local transportation taxes, including statutory cites, can be found in *Florida's Transportation Tax Sources, A Primer*, published annually by FDOT (which can be found at the Department's website: <http://www.dot.state.fl.us/financialplanning/revenue/primer.htm>). See also *Local Government Financial Information Handbook*, an annual publication of the Florida Legislative Committee on Intergovernmental Relations (<http://www.floridalcir.gov/reports.cfm>).

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

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

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

#### Other Transportation-Related Sources

Examples of these sources include public transportation fares and other charges, toll revenues from local or regional expressway and/or bridge authorities<sup>1</sup>, transportation impact fees, and other exactions. The use of, and levels of proceeds from, these sources varies significantly among metropolitan areas.

#### Property Taxes and Other General Revenue Sources

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

#### Discretionary Sales Surtaxes

A Charter County Transit System Surtax of up to 1% may be levied by charter counties that adopted charters prior to 1984 or counties that are consolidated with one or more municipalities, 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

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<sup>1</sup>Toll revenues from Florida's Turnpike and other toll facilities owned by the State are included in the 2035 Revenue Forecast.

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 further information on these discretionary sales surtaxes.

### Federal Revenues

These are revenues from federal sources that are not included in the 2035 Revenue Forecast. Examples include federal assistance for aviation improvements and capital and operation assistance for transit systems. Potential sources that are 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, where toll revenues from specific projects are used for project costs and debt repayment.

### Other Current Sources

Other possible sources include private sector contributions or payments – such as proportionate share and proportionate fair share contributions – and other sources not included above. Often, these will be sources for specific projects or programs.

### **New Revenue Sources**

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

- Authority (whether, and how, sources are authorized in current state and/or local laws and ordinances);
- Estimates of proceeds through 2035;
- Reliability of the estimates (e.g., amount, consistency); and
- likelihood that the source will become available (e.g., the probability that the proceeds will actually be available to fund improvements, taking into account issues such as previous state and/or local government legislative decisions, results of previous referenda, and commitments from decision makers).

### Optional Sources Authorized by Current State Law

Communities in most metropolitan areas have not taken full advantage of some of the optional and discretionary transportation revenue sources authorized by current state law. These include the 9th-Cent Fuel Tax, the full 11 cents available from the Local Option Fuel Tax, the Charter County Transit System Surtax, and the Local Government Infrastructure Surtax. Where authorized, these sources are subject to either the approval of local governing bodies or referenda.

### “Innovative Financing” Sources

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

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

### **Development of Revenue Estimates**

MPOs should develop estimates through the horizon year 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 (e.g., 2020), sometimes referred to as “year of expenditure” or “current” dollars, and reflect future growth in revenue and inflation. If this is not the case, see Appendix D for factors used for adjusting revenue forecasts to “year of expenditure” dollars.

#### Use of Revenues for Maintenance and Operations

About 50% of state and federal revenues in the 2035 Revenue Forecast is planned for “non-capacity” state programs. The emphasis on “non-capacity” activities funded with local and regional revenue sources may vary widely among metropolitan areas, but it is important to ensure that sufficient local funds are planned for maintenance and operations activities. Those revenues needed for non-capacity programs should not be considered to be available to fund capacity improvements.

#### Constraints on the Use of Revenues

MPOs should identify any constraints or restrictions that may apply to a revenue source for its use to fund multimodal transportation improvements. For example, federal and local transit operating assistance may be limited to transit services and cannot be used to fund highway improvements. Other constraints include any time limitations on the funding source, such as the 15-year limitation on levies of the Local Government Infrastructure Tax in certain instances.

## DEVELOPING A COST FEASIBLE PLAN

Each MPO has established a process for updating its cost feasible plan for its metropolitan transportation system. These processes include public involvement programs tailored to the metropolitan area; schedules for identifying needs, 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 provides general guidance and recommendations to MPOs in updating their cost feasible plans. The guidance should be tailored to the plan development process established in each metropolitan area.

### **Project Identification**

The long range plan will define the transportation system that best meets the needs of the metropolitan area and furthers metropolitan and state goals. The system plan will be comprised of transportation projects and/or programs that are expected to be implemented by 2035, consistent with the MPOAC “Financial Guidelines for MPO Long Range Plans.” Projects and programs for the years 2007-2013 will be identified in TIPs and FDOT Adopted Work Programs.

The following discusses projects or programs that should be identified for the years 2014-2035. 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.

### “Statewide” Capacity Programs

The Department is taking the lead in identifying planned projects and programs funded by these major programs: SIS Highways/FIHS Construction and ROW, Aviation, Rail, and Intermodal Access. For these programs, the districts will provide MPOs with cost estimates for projects planned within metropolitan areas. SIS Highways/FIHS Construction and ROW projects will be provided by Fall 2008. SIS Aviation, Rail, Seaports and Intermodal Access projects will be provided when the SIS Cost Feasible Plan is completed. These estimates are for planning purposes and do not represent a commitment of FDOT funding.

District staff will provide MPOs with project descriptions and costs, consistent with the program estimates from the 2035 Revenue Forecast. MPOs are encouraged to review those projects with district staff, identify any projects or areas that require further discussion, and reach agreement with district staff on how those projects will be incorporated in the update of the metropolitan cost feasible plan. Issues that may require further discussion include:

- Candidate projects not included in the SIS Highways/FIHS Cost Feasible Plan - These may include projects or major project phases that could not be funded by the estimates for the SIS/FIHS Construction and Right-of-Way program. Information to be discussed should include: project descriptions and cost estimates, funding sources (e.g., Other Arterials Construction and Right-of-Way funds; local, authority or private sector sources), and relationship to other planned improvements.
- Candidate projects not included by the Department for the Aviation, Rail, and Intermodal Access programs - These may include projects or major project phases that could not be funded by the state and federal estimates for these programs. Information to be discussed



should include: project descriptions and cost estimates, funding sources (e.g., federal funds not included in the Department’s forecast, local or private sector sources), and relationship to other planned improvements. The Department will not be able to provide information on these projects until the SIS Cost Feasible Plan is completed.

#### Other Capacity Programs

The Department has requested that MPOs “take the lead” in identifying projects or programs that could be funded, or partially funded, by the state (1) Other Arterials Construction and Right-of-Way and (2) Transit programs. Estimates of those funds have been provided to MPOs. Each MPO should consider the mix of highway and transit projects and programs that best serves its metropolitan area, since the funding estimates for these two programs are “flexible” for the years 2014-2035. MPOs are encouraged to work with district staff as candidate projects are identified and reach agreement on how they will be incorporated in the update of the metropolitan cost feasible plan. The following should be considered:

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

#### Other Projects and Programs

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

## **Development of a Cost Feasible Multimodal Plan**

Development of a “cost feasible multimodal system plan” requires a balancing of high-priority improvements with estimates from expected revenue sources, subject to constraints regarding how certain funding estimates can be used.<sup>1</sup> The Department has provided some flexibility for almost one-third of the state and federal funds estimated for capacity improvements between 2014 and 2035. Due to program constraints included in the 2035 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 or on the FIHS, the remainder of the State Highway System, and appropriate local roads. These three components must be examined separately because of the constraints related to the use of revenue estimates for various programs.<sup>2</sup>

#### **SIS Highways/FIHS**

The MPO should identify planned improvements and funding for corridors on the SIS/FIHS, consistent with the 2035 SIS Highways/FIHS Cost Feasible Plan and any adjustments agreed upon by the Department. Such adjustments could result from agreements to supplement SIS/FIHS funds to either accelerate or add improvements to the SIS Highways or the FIHS.

#### **Remaining State Highway System (SHS)**

The MPO should identify planned improvements and funding for corridors that are on the SHS, but not on the SIS/FIHS. Potential funding sources include the “flexible” funds from the State Other Arterials and Transit programs, and funds from local or private sector sources that have been identified as reasonably available.

#### **Local Highways and Streets**

The MPO should identify planned improvements and funding for local road facilities that should be included in the long range plan. The Department has provided estimates of “off system” funds in the statewide forecast that can be used for these improvements, provided they meet federal eligibility requirements.<sup>3</sup> 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 Other Arterials and Transit programs or local revenue sources.

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<sup>1</sup> See Appendix A for funding eligibility guidance for the major state programs.

<sup>2</sup> MPOs may desire to include “illustrative projects” in their plan, partially funded with Transportation Regional Incentive Program (TRIP) funds. See the guidance under “Growth Management Funds” in the “Metropolitan Area Estimates” section of this handbook for more information.

<sup>3</sup> “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.

### 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. 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 Other Arterials 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.<sup>1</sup>

### Aviation, Rail, and Intermodal Access

MPOs should identify state projects and funding for these elements of the plan, consistent with the information provided by the Department upon completion of the SIS Cost Feasible Plan. This should include any adjustments that could result from agreements to supplement state and federal funds for these modes. Projects identified for funding with other sources (i.e., federal, local, or private sector sources) should also be included.

### Balancing Planning Improvements and Revenue Estimates

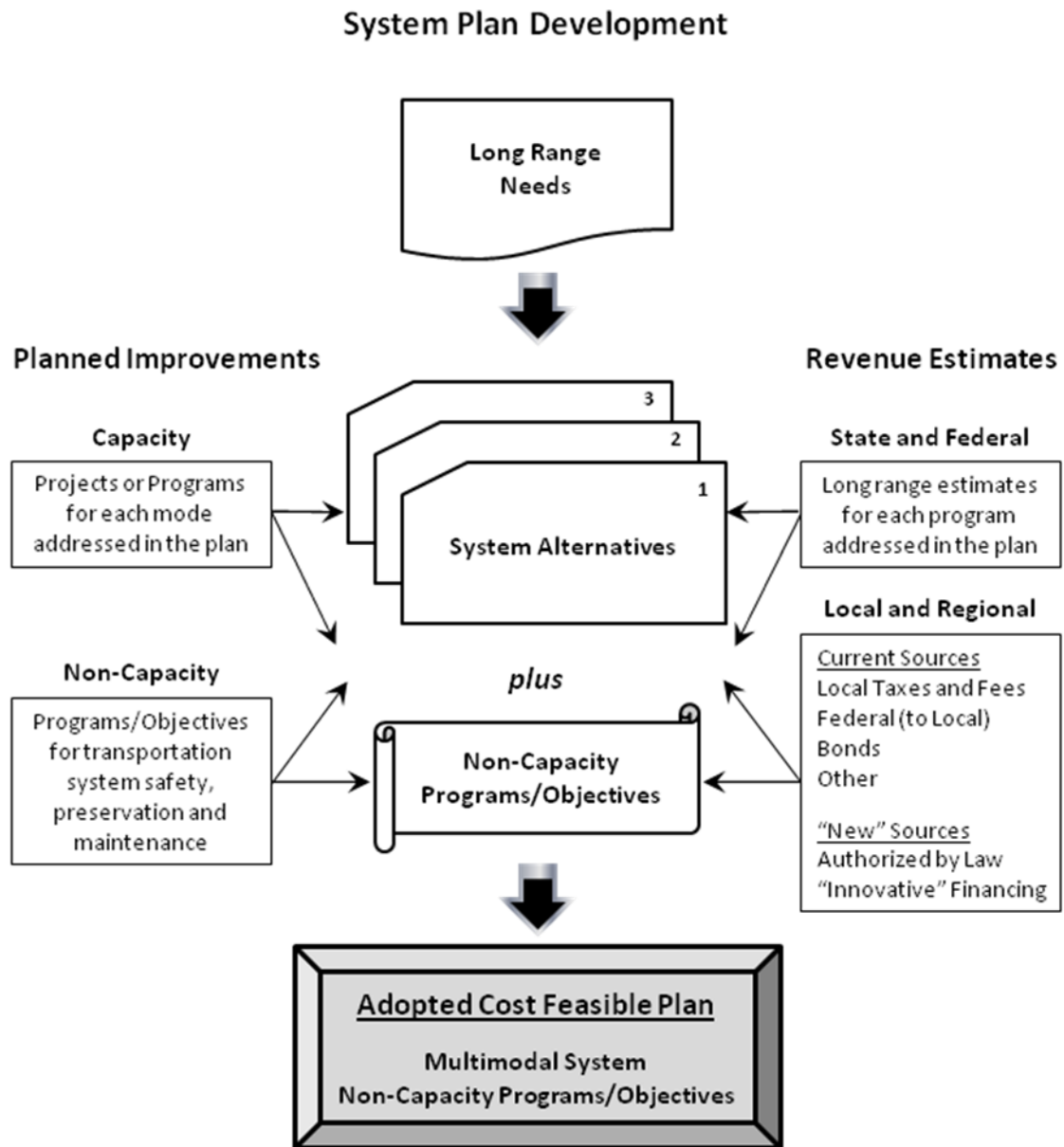
It is expected that each MPO will test several alternative plans leading toward adoption of a cost feasible multimodal plan for the metropolitan transportation system. The system alternatives should examine different ways to meet state and metropolitan goals and objectives, and should be analyzed within the context of the metropolitan area’s public involvement program. They may contain alternative mixes of the candidate projects discussed above, alternative schedules for implementation, and alternative improvements for specific projects (e.g., adding 2 lanes, adding bus service). 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 1.)

State and federal estimates for 2014-2035 have generally been prepared in five-year time periods to assist MPOs with the testing and staging of alternatives. For planning purposes, some leeway should be allowed for estimates for these time periods. For example, the total cost of planned projects for the period 2016-2020 for funding with the “flexible” Other Arterials and Transit estimates should be within 10% of the funds estimated for that period. It is strongly recommended, however, that the total cost of planned projects for the entire 2014-2035 period match revenue estimates for the entire period for each element or component of the plan.

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<sup>1</sup> MPOs may desire to include “illustrative projects” in their plan, partially funded with New Starts Program funds. See the guidance under “Growth Management Funds” in the “Metropolitan Area Estimates” section of this handbook for more information.

**Figure 1**  
**Cost Feasible Plan Project and Financial Planning**  
Metropolitan Long Range Transportation Plan Development



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## **APPENDIX A**

### **STATE TRANSPORTATION PROGRAMS AND FUNDING ELIGIBILITY 2035 Revenue Forecast Update**

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# **APPENDIX A** **STATE TRANSPORTATION PROGRAMS AND FUNDING ELIGIBILITY** **2035 Revenue Forecast**

This appendix defines the major program categories used in the 2035 Revenue Forecast and provides guidelines for what types of planned projects and programs are eligible for funding with revenues estimated in the forecast. Metropolitan plan updates that incorporate the information from this revenue forecast should be consistent with these guidelines.

## **STATE TRANSPORTATION PROGRAMS**

The 2035 Revenue Forecast includes all state transportation activities funded by state and federal revenues. The basis for the forecast is the framework of the Program and Resource Plan (PRP), the Department's financial planning document for the 10-year period that includes the Work Program. The PRP addresses over 70 programs or subprograms. See pages A10-A11 for a list of 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 the table below. The funding eligibility information in this document is organized according to these emphasis areas and the responsibilities for project identification for each program. Each of the major programs falls under one of the following PRP groups of programs:

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

Major Programs	
P R O D U C T	SIS Highways/FIHS Construction and Right-of-Way Other Arterial Construction and Right-of-Way Aviation Transit Rail Intermodal Access Seaport Development Safety Resurfacing Bridge
O T H E R	Product Support Operations & Maintenance Administration



## **Planning for Major Programs**

MPO long range plans will contain project and financial information for a wide range of transportation improvements expected through 2035. The Department and MPOs share the responsibility for identifying these improvements and the expected funding<sup>1</sup> for each.

Responsibilities, and the general level of detail required, include:

- Capacity Programs — to the extent possible, project descriptions and costs will be developed for each transportation mode, consistent with estimated revenues, as follows:
  - SIS Highways/FIHS, Aviation, Rail, Seaport Development and Intermodal Access — the Department will take the lead in project identification in each metropolitan area.
  - Other Arterials and Transit — each MPO will take the lead in project identification within its metropolitan area.
- Non-Capacity Programs - the Department has estimated sufficient revenues to meet statewide safety, preservation and support objectives through 2035, including in each metropolitan area. It is not necessary to identify projects for these programs, so estimates for these activities have not been developed for metropolitan areas. The Department will prepare separate documentation to address these programs and estimated funding and provide it to MPOs for inclusion in the documentation of their long range plans.

## **FUNDING ELIGIBILITY FOR MAJOR PROGRAMS**

The FTP and metropolitan long range plans 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 2035 Revenue Forecast.

### **“Statewide” Capacity Programs**

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

#### SIS Highways/FIHS Construction and Right-of-Way

The Strategic Intermodal System (SIS), including the Emerging SIS, includes about 4,300 miles of Interstate, Turnpike, other expressways and major arterial highways and about 190 miles of connectors between those highways and SIS hubs (airports, seaports, etc.). The Florida Intrastate Highway System (FIHS) is almost identical to SIS highways. The primary purpose of each system is to serve interstate and regional commerce and long distance trips; they are planned jointly.

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<sup>1</sup>The information in this document is limited to projects and programs funded with state and federal revenues that typically are contained in the state 5-year Work Program. MPOs must also consider projects and programs in their long range plans that may be funded with other sources available within the metropolitan area. These include local government taxes and fees, private sector sources, local/regional tolls, and other sources each MPO may identify.

Metropolitan plans and programs for the SIS Highways/FIHS should be consistent with the 2035 SIS Highways/FIHS Cost Feasible Plan, as provided to each MPO. Projects associated with aviation, rail, seaport development and intermodal access may be funded under this program, provided that they are included in the SIS Highways/FIHS 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 FIHS Corridor Plan; and
- New weigh stations and rest areas.

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

### Aviation

The state provides financial and technical assistance to Florida's airports. Projects and programs eligible for funding<sup>1</sup> include:

- Assistance with planning, designing, constructing, and maintaining public use aviation facilities;
- Assistance with land acquisition;
- "Discretionary" assistance for capacity improvement projects at certain airports. In 2008, those meeting the eligibility criteria are Miami, Orlando, Ft. Lauderdale/Hollywood, Tampa, Southwest Florida, and Orlando Sanford international airports.

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

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<sup>1</sup> The state may fund up to 50% of the nonfederal share of the costs of any eligible project, except that the Department may initially fund up to 75% of the cost of land acquisition. The state may also participate in up to 80% of the cost of eligible aviation development projects at general aviation airports.

### 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. Projects and programs eligible for funding include:

- Assistance with acquisition of rail corridors;
- Assistance with development of fixed guideway systems;
- Assistance with rail passenger services including all aspects of intercity, and commuter rail development;
- Assistance with capacity and operational improvements (SIS facilities);
- Assistance with track upgrades to allow handling of industry-standard railcar loadings (SIS facilities);
- Assistance with rail bridge improvements and rehabilitation (SIS facilities);
- Rehabilitation of rail branch lines where economically justified; and
- Improvement of warning devices at public rail-highway grade crossings.

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

### Intermodal Access

The state provides assistance in improving access to intermodal facilities and the acquiring of associated rights of way. Projects and programs eligible for funding include:

- Assistance with improving access to seaports and airports, particularly through highway and rail improvements; and
- Assistance with development of intermodal terminals and facilities.

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

### Seaport Development

The state provides assistance with funding for the development of public deep water ports. This includes support of bonds issued by the Florida Ports Financing Commission that finances eligible capital improvements. Projects and programs eligible for funding include:

- Assistance with planning, designing and constructing facilities necessary for developing and operating deep water ports;
- Assistance with land acquisition, dredging, and construction of storage facilities and terminals;
- Acquisition of container cranes and other equipment used in moving cargo and passengers; and
- Landside access facilities.

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

### **Other Capacity Programs**

MPOs have been requested to “take the lead” in the identification of planned projects and programs for the (1) Other Arterials Construction and ROW and (2) Transit programs. For 2007-2013, MPOs should identify projects as contained in the Work Program. For all years after 2013, MPOs should plan for the mix of highway and transit programs that best meets the needs of their metropolitan area. As a result, MPOs may identify either highway or transit improvement programs and projects, consistent with the total amount of the two major programs, and consistent with the following eligibility criteria.

#### Other Arterial Construction and Right of Way

The primary purpose of this program is to fund improvements on the part of the State Highway System, or SHS, that is not designated as SIS Highways or the FIHS. The approximately 8,000 miles of such highways represent about 65% of the SHS. Projects and programs eligible for funding include:

- Construction and traffic operations improvements on the SHS 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;
- Acquisition of land necessary to support the SHS construction and bridge programs;
- Acquisition of land in SHS corridors on an advanced basis (before construction is funded in the 5-year Work Program);
- Construction and traffic operations improvements on certain local government roads<sup>1</sup> 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.

Use of these funds for road projects not on the SHS will effectively reduce the amount of funds planned for the SHS and public transportation in the metropolitan area, the District and the state. The following activities are not eligible for funding from the Other Arterial Construction and 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).

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<sup>1</sup> The Department has provided 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 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.

## 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<sup>1</sup>;
- Service Development projects, which are special projects that can receive initial funding from the state<sup>2</sup>;
- 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; and
- Assistance with acquisition, construction, promotion and monitoring of park-and-ride lots.

The following activities are not eligible for funding from the Transit program estimates: planning and engineering to support state programs (see Product Support below), and federally funded financial and technical assistance for transit plans and programs for those funds that are not typically included in the state 5-year Work Program (e.g., federal funds for operating assistance).

## **Non-Capacity Programs**

Statewide estimates for all state non-capacity programs are an integral part of the 2035 Revenue Forecast to ensure that statewide system preservation, maintenance, and support objectives will be met through 2035. These objectives will be met in each metropolitan area, so it was not necessary to develop metropolitan estimates for these programs. Neither the Department nor the MPOs needs to identify projects or related funding information for these programs.

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

## Safety

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

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<sup>1</sup> 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.

<sup>2</sup> 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).

for funding include:

- Highway safety improvements at locations that have exhibited a history of abnormally 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, including programs for public awareness, education and training.

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

### Resurfacing

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

Projects and programs eligible for funding include:

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

The following activities are not eligible for funding from the Resurfacing program estimates: planning and engineering to support state programs (see Product Support below), resurfacing that is funded by other major state programs as a part of major projects that add capacity (e.g., SIS/FIHS and Other Arterials construction), thin pavement overlays which eliminate slippery pavements (funded by the Safety Program), and resurfacing of other roads not specified above.<sup>1</sup>

### 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<sup>2</sup>;

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<sup>1</sup> Other than the Small County Road Assistance Program, funds for resurfacing on "off system" projects are not included in the forecast. Any planned "off system" resurfacing projects must be funded from the "off system" share of the Other Arterials Construction and Right-of-Way estimates.

<sup>2</sup> 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 Other Arterials or SIS Highways/FIHS Construction and Right-of-Way major programs.

- Replacement of bridges which require structural repair but are more cost effective to replace;
- Construction of new bridges on the SHS;
- Replacement of structurally deficient bridges off the SHS but on the federal-aid highway system, subject to state and federal policies and eligibility criteria; and
- Replacement of structurally deficient bridges off the federal-aid highway system, subject to state and federal policies and eligibility criteria.

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

### Product Support

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

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

Estimates for the Product Support program are directly related to the estimates of the product categories of the 2035 Revenue Forecast. That is, these levels of Product Support are adequate to “produce” the estimated levels of the following major programs: SIS/FIHS Construction and Right-of-Way, Other Arterials Construction and Right-of-Way, Aviation, Transit, Rail, Intermodal Access, Seaport Development, Safety, Resurfacing, and Bridge. As a result, the components of metropolitan plans and programs that are based on state and federal funds should be consistent with the total of the above “product” categories to ensure that sufficient Product Support funding is available from state and federal sources through 2035<sup>1</sup>.

The following activities are not eligible for funding from the Product Support program estimates: planning and engineering to support plans or programs that are not eligible for funding from the “Product” programs, and local and regional planning and engineering activities not typically included in the state 5-year Work Program.

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<sup>1</sup> MPOs are encouraged to include estimates for PD&E and Design phases in the LRTP, particularly for projects that cannot be fully funded by 2035. See Page 13 of the *2035 Revenue Forecast Handbook* for more information.

### Operations and Maintenance

Operations and maintenance activities support and maintain the transportation infrastructure once it is constructed and in place<sup>1</sup>. 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 a tunnel in Fort Lauderdale;
- Traffic engineering analyses, training and monitoring that focus on solutions to traffic problems that do not require major structural alterations of existing or planned roadways;
- Administration of and toll collections on bonded road projects such as toll expressways, bridges, ferries, and the Turnpike; and
- Enforcement of laws and Department rules which regulate the weight, size, safety, and registration requirements of commercial vehicles operating on the highway system.

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

### Administration

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

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

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

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<sup>1</sup> Scheduled major repairs or replacements such as resurfacing, bridge replacement or traffic operations improvements are parts of the Resurfacing, Bridge, and Other Arterial Highway programs, respectively.



<b>TABLE OF PROGRAM CATEGORIES</b> <b>2035 REVENUE FORECAST AND PROGRAM &amp; RESOURCE PLAN</b>		
<b>2035 REVENUE FORECAST “PROGRAMS”</b>	<b>PROGRAM &amp; RESOURCE PLAN</b> <i>(See Notes, Page A-11)</i>	
	<b>PROGRAMS</b>	<b>SUBPROGRAMS</b>
<b><u>CAPACITY</u></b>  <b>SIS/FIHS Construction and Right-of-Way</b>	<b><u>I. PRODUCT</u></b>  A. SIS/Intrastate Highways	1. Interstate Construction 2. Turnpike Construction 3. Other SIS/Intrastate Construction 4. Toll Facilities Revolving Trust Fund
	C. Right-of-Way (part)	1. SIS/Intrastate 3. SIS/Intrastate Advance Corridor Acquisition
<b>Other Arterial Construction and Right-of-Way</b>	B. Other Arterial Highways	1. Arterial Traffic Operations 2. Construction 3. County Transportation Programs 4. Economic Development
	C. Right-of-Way (part)	2. Other Arterial & Bridge 4. Other Arterial Advance Corridor Acquisition
<b>Public Transportation</b> • Aviation • Transit • Rail • Intermodal Access • Seaport Development	D. Aviation	1. Airport Improvement 2. Land Acquisition 3. Planning 4. Discretionary Capacity Improvements
	E. Transit	1. Transit Systems 2. Transportation Disadvantaged - Department 3. Transportation Disadvantaged - Commission 4. Other 5. Block Grants 6. New Starts Transit
	F. Rail	1. High Speed Rail 2. Passenger Service 3. Rail/Highway Crossings 4. Rail Capital Improvements/Rehabilitation
	G. Intermodal Access	None
	H. Seaport Development	None
<b>Growth Management</b>	L. Growth Management	(No Subprograms; these are total Growth Management funds not included in an Adopted Work Program as of July 1, 2008.)

<b>TABLE OF PROGRAM CATEGORIES</b> <b>2035 REVENUE FORECAST AND PROGRAM &amp; RESOURCE PLAN</b>		
<b>2035 REVENUE FORECAST "PROGRAMS"</b>	<b>PROGRAM &amp; RESOURCE PLAN</b> <i>(See Notes, Page A-11)</i>	
	<b>PROGRAMS</b>	<b>SUBPROGRAMS</b>
<b><u>NON-CAPACITY</u></b>  <b>Safety</b>	<b><u>I. PRODUCT</u></b> (Continued) I. Safety	1. Highway Safety 2. Rail/Highway Crossings (discontinued) 3. Grants
<b>Resurfacing</b>	J. Resurfacing	1. Interstate 2. Arterial & Freeway 3. Off-System 4. Turnpike
<b>Bridge</b>	K. Bridge	1. Repair - On System 2. Replace - On System 3. Local Bridge Replacement 4. Turnpike
<b>Product Support</b>	<b><u>II. PRODUCT SUPPORT</u></b>	A. Preliminary Engineering <i>(all)</i> B. Construction Engineering Inspection <i>(all)</i> C. Right-of-Way Support <i>(all)</i> D. Environmental Mitigation E. Materials & Research <i>(all)</i> F. Planning & Environment <i>(all)</i> G. Public Transportation Operations
<b>Operations &amp; Maintenance</b>	<b><u>III. OPERATIONS &amp; MAINTENANCE</u></b>	A. Routine Maintenance <i>(all)</i> B. Traffic Engineering and Operations <i>(all)</i> C. Toll Operations <i>(all)</i> D. Motor Carrier Compliance
<b>Administration</b>	<b><u>IV. ADMINISTRATION</u></b>	A. Administration <i>(all)</i> B. Fixed Capital Outlay <i>(all)</i> C. Office Information Systems

Notes:

- *(all)* refers to all levels of subprogram detail below the one shown in this table.
- Program and Resource Plan category "V. OTHER" is related to the "TOTAL BUDGET" and was included in the 2035 Revenue Forecast as "Other" (i.e., not as a "Program").

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## **APPENDIX B**

### **DEVELOPMENT OF DISTRICT AND METROPOLITAN ESTIMATES**

#### **2035 Revenue Forecast**

This Appendix describes how the statewide and substate funding estimates for the major capacity programs were developed for the 2035 Revenue Forecast.

#### Statewide Estimates

Statewide estimates for the major state programs were based on continuing current laws and policies as of April 1, 2008. The following are the major program categories used in the forecast.

<u><b>“Statewide” Capacity Programs</b></u>	<u><b>Non-Capacity Programs</b></u>
<b>SIS Highways/FIHS Construction &amp; ROW</b>	<b>Safety</b>
<b>Aviation</b>	<b>Resurfacing</b>
<b>Rail</b>	<b>Bridge</b>
<b>Intermodal Access</b>	<b>Product Support</b>
<b>Seaports</b>	<b>Operations and Maintenance</b>
	<b>Administration</b>
<u><b>Other Capacity Programs</b></u>	
<b>Other Arterials Construction &amp; ROW</b>	
<b>Transit</b>	

The forecast of funding levels for the Department’s programs was developed based on the Program and Resource Plan for 2008-2017 (reflecting the Tentative Work Program as of April 1, 2008). Annual estimates of funding levels through fiscal year 2035 were based on federal and state laws and regulations and Department policies at the time the forecast was prepared. For example, statewide funding levels were established to accomplish the program objectives for resurfacing, routine maintenance, and bridge repair and replacement. These estimates were summarized to reflect the major program categories used in the 2035 Revenue Forecast.

#### Substate Estimates

The Department prepared district and metropolitan estimates for highway and transit programs included in the forecast. The central office staff developed district and county estimates for these programs using the methods identified in Table B-1. Using the information provided by the central office, district staff developed metropolitan estimates for MPOs consistent with the district and county estimates, adjusted as needed to account for issues such as metropolitan area boundaries (e.g., differences between metropolitan area boundaries and county boundaries or TMA boundaries).

As with previous long range revenue forecasts, the Department is requesting that the MPOs take the lead in identifying specific planned projects and programs funded by the Other Arterials & ROW and Transit programs. The Department is taking the lead in identifying specific planned projects and programs for the Strategic Intermodal System (SIS). This includes the 2035 SIS Highways/FIHS Cost Feasible Plan to be completed by Fall 2008 and a SIS Cost Feasible Plan expected to be completed at a later date for SIS Highways, Aviation, Rail, Intermodal Access and Seaports (i.e., cost estimates for projects planned within the MPO area).

**Table B-1**  
**Methodology for District and Metropolitan Estimates from the 2035 Revenue Forecast**

<b>Major Capacity Program Category</b>	<b>Methodology</b>
SIS Highways & FIHS Construction & ROW	Based on the 2035 SIS Highways /FIHS Cost Feasible Plan, Turnpike excluded. Turnpike estimates provided by Turnpike Enterprise. Funding estimates and projects to be provided to MPOs.
Other Arterials Construction & ROW	Generally, distribute funding estimates by statutory formula. Also develop estimates for TMA (XU) and Enhancement funds. Enhancement Funds taken “off the top” before distributing remaining funds. Apprise MPOs that at least some portion of these funds can be planned for Transit.
Transit	Use statutory formula to distribute funds to Districts and counties to distribute funds. Document Transit estimates separate from Other Arterials estimates.
Aviation	Because the primary use of Aviation funds is for airside improvements not a part of MPO planning and/or will be addressed in the SIS Strategic Plan, develop only statewide estimates.
Rail	Because of uncertainties with long range passenger rail and absence of commitments to specific rail corridors and/or Rail funds will be addressed in the SIS Strategic Plan, develop only statewide estimates.
Intermodal Access	The future of this program is not clear, given the creation of the SIS. As a result, develop only statewide estimates
Seaport Development	Statewide estimates only, because the Florida Seaport Transportation Economic Development Council identifies projects eligible for funding and projects beyond the Adopted Work Program will be part of the development of the SIS Strategic Plan.
Growth Management Funds	<ul style="list-style-type: none"> <li>• Allocate Transportation Regional Incentive Program (TRIP) funds to Districts using statutory formula. Provide Districtwide amounts and guidance for planning to MPOs.</li> <li>• Statewide estimates only for New Starts Transit Program. Provide statewide amounts and guidance for planning to MPOs.</li> </ul>

## APPENDIX C

### LEVERAGING, CASH FLOW AND OTHER TRANSPORTATION FINANCE TOOLS 2035 Revenue Forecast

Metropolitan areas are encouraged to consider “innovative” or non-traditional sources of funding and financing techniques in their long range plans. These may include optional revenue sources such as local option motor fuel taxes or local option sales taxes that are not currently in place, toll facilities, public/private partnerships, and debt financing<sup>1</sup>. Several such sources or techniques are available as a result 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 some of those sources. More detailed guidance can be obtained from the District Directors for Transportation Development. 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” (make more useable) 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 District Directors for Transportation Development 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. Under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) all states are eligible.

Florida has two separate SIB accounts: the **federal-funded SIB** account (which is capitalized by federal money matched with state money as required by law); and the **state-funded SIB** (which is capitalized by state money only). 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. SIB participation from the federal-funded SIB account is limited to projects which meet all federal requirements (see FDOT Work Program instructions for more details).

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<sup>1</sup>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.

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

#### 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, the state can obligate federal-aid funds to reimburse the federal share of those projects (i.e., the share that was initially funded with state dollars). This is a way to construct federal-aid projects sooner than if Florida had to wait for future federal funding obligations before construction could begin. Florida has used this financing tool for many years to “advance” the construction of needed projects. AC has a greater impact on the timing of project construction than on the amount of federal funds.

#### Flexible Match

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

#### Toll Credits (Soft Match)

Federal law permits the use of certain toll revenue expenditures as a credit toward the non-federal share of transportation projects. 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 — that otherwise would have been used to match federal aid — for other uses. 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. FDOT has established an annual application process to apply for TIFIA funds. All proposed applications should be sent to the Department no later than October 31<sup>st</sup> of each year.

## **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. Each of these tools is established as a separate category in the Department's Program and Resource Plan.

### Local Government Advance/Reimbursement Program

The Local Government Advance/ Reimbursement Program (LGARP) enables local governments and transportation authorities to speed up delivery of state transportation projects. 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., allows projects beyond the 5-year Work Program to be advanced, subject to a statewide \$100 million cap on commitments. Most projects are eligible, except those that are revenue producing.

### Toll Facilities Revolving Trust Fund

The Department administers the Toll Facilities Revolving Trust Fund (TRTF). This program may provide interest free loans to local government entities for pre-construction activities related to constructing revenue-producing facilities. The repayment period may range from 7 to 12 years after the date of fund transfer. Local governments may submit applications throughout the year.

The TRTF is intended to be a cash flow tool. The 2035 Revenue Forecast provides no specific funds for this program. MPOs should not consider the TRTF as a revenue source separate from the estimates provided by the Department for the 2035 Revenue Forecast.

### Economic Development Program

The Other Arterials Construction Program contains an Economic Development sub-program. It is administered by the state Office of Tourism, Trade and Economic Development (OTTED) within the Executive Office of the Governor. The Program may provide funds for access roads and highway improvements for new and existing businesses and manufacturing enterprises. OTTED is responsible for all project selections.

For the purposes of MPO plan updates, it has been assumed that the metropolitan area's statutory share of these funds will be available for transportation improvements and is a part of the funds in the estimate of Other Arterial Construction and Right of Way provided to the MPO. MPOs should not consider the Economic Development sub-program as a revenue source separate from, or in addition to, the estimates provided by the Department for the 2035 Revenue Forecast.



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

FDOT, primarily through the Turnpike Enterprise, and local expressway authorities are currently engaged in studies of the feasibility of a number of new toll facilities or extensions of existing facilities. If a MPO desires to include future toll facility projects in its long range plan, FDOT strongly recommends that the MPO coordinate closely with FDOT and/or 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 growth management plans; and
- Economic feasibility of the project (costs, revenues, debt service coverage, “value for money” analysis<sup>1</sup>, 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 (10 or more years). Often, the difficulty varies depending upon the location of the facility (urban, rural, etc.). 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 guidance to MPOs that may desire to consider including future toll facility projects in their cost feasible long range plans:

- For projects in suburban or emerging suburban areas, estimated toll revenues may not cover more than 40 percent of total project cost;
- For projects in urban areas, estimated toll revenues may cover a somewhat higher percentage of the cost of the project. However, project costs, particularly for right of way, are much higher than in other areas;
- For projects in rural areas, possibly associated with proposed new land development which will take time to materialize, estimated toll revenues in the early years may be substantially lower than 40 percent of total project cost.

For the purposes of the metropolitan long range plan, MPOs should document the amount and availability of revenues from other sources (e.g., local revenue sources, Other Arterials Construction & ROW funds from the 2035 Revenue Forecast, private sector contributions, etc.) expected to be available to finance the project cost. FDOT encourages MPOs to consult with the Turnpike Enterprise for technical assistance on preparing early analyses for possible toll facilities in the cost feasible long range plan.

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<sup>1</sup> “Value for money” analysis 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.

**APPENDIX D**

**ADDITIONAL INFORMATION**

**2035 Revenue Forecast**

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## Frequently Asked Questions

**Does the revenue forecast reflect current laws and policies?** The 2035 Revenue Forecast does not incorporate any legislation passed during the 2008 Legislative Session. The 2035 Revenue Forecast does reflect state and federal laws and policies as of April 2008, including SAFETEA-LU, 2007 Florida Statutes, FDOT policies, and the March 2008 Revenue Estimating Conference results.

**What Federal funds are included in the forecast?** Only federal funds that are systematically budgeted in the Florida Department of Transportation 5-year Work Program. (Certain federal funds are included in the Work Program, either budgeted or non-budgeted, for the purposes of funding unique projects or programs, or to provide more complete information on the project or program. The revenue forecast does not include these types of funds for the years after 2011.) Federal funds included in the forecast are:

- Federal Aid Highway Program Categories: Interstate Maintenance (IM), National Highway System (NHS), Surface Transportation Program (STP), Equity Bonus (EB), Bridge, Metropolitan Planning (PL), and other federal fund categories.
- Federal Transit Administration Programs: Section 5310 (Elderly & Handicapped), Section 5311 (Small Urban and Rural), RTAP (Rural Transit Administration Program), Section 5303 and Section 5313 Planning Grants.
- Federal Railroad Administration Program: Rail Rehabilitation and Preservation.

**Are TMA and Enhancement funds included?** Estimates of enhancement funds are included in federal funds estimated for the Other Arterials Construction and Right-of-Way Program. Information on Transportation Management Area (TMA) and enhancement funding levels has been developed separately for eligible metropolitan areas. Enhancement Funds are not additional funds (i.e., they should not be added to FDOT estimates for any state transportation program).

**Are there any estimates for FDOT “Fund Codes?”** No separate estimates have been developed for specific fund codes, other than the TMA and enhancement information discussed above.

**What major program categories should be used for traffic operations-type projects or programs?** Funding for intersection improvements, Transportation System Management (TSM)-type programs, ITS-type improvements, etc. should be financed using estimated funds for the Other Arterials Construction and Right-of-Way Program. These types of projects may also be included in the 2035 SIS Highways/FIHS Cost Feasible Plan developed by the Department.

**What funds are available for “off system” (i.e., not on the State Highway System) improvements?** No state funds can be used for projects that are not on the State Highway System. A portion of the federal funds estimated for the Other Arterials Construction and Right-of-Way program may be used for “off system” improvements. Separate specific estimates have been provided to MPOs. These “off system” funds 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.

**What funds are available for “enhancements” to resurfacing projects?** Consistent with current state policy, “enhancements” to resurfacing projects (sidewalks, landscaping, etc.) generally cannot be funded by the Resurfacing Program. They should be funded from the estimates for the Other Arterials Construction and Right-of-Way Program.

**What funds are available for the Transportation Regional Incentive Program (TRIP)?** FDOT has developed estimates of TRIP funds for each FDOT District; the estimates are based on statutory direction for allocating TRIP funds. MPOs have been provided guidance for including TRIP-funded projects in long range transportation plans.

**What funds are available for the New Starts Transit Program?** FDOT has developed statewide estimates of New Starts. MPOs have been provided guidance for including TRIP-funded projects in long range transportation plans.

## Inflation Factors

Consistent with federal planning regulations adopted in 2007 and “Financial Guidelines for MPO Long Range Plans” adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in October 2007, the 2035 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 (e.g., 2008 dollars) to YOE dollars. MPOs also may have to adjust estimates of local revenues not included in the Department’s forecast to YOE dollars, depending on how those revenue estimates were developed.

### Adjusting Project Costs

**Because of the significant cost increases experienced by FDOT and local governments over the last several years, it is highly recommended that MPOs reassess project cost estimates that were not developed using current costs. See the most recent FDOT guidance on costs at <http://www.dot.state.fl.us/planning/policy/costs/default.asp>**

In order to balance project costs against the revenue estimates from the 2035 Revenue Forecast, cost 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 2007/08), which are based on the value of money today and not adjusted for inflation.

Table D-1 will assist MPOs in converting project costs to YOE dollars. For example, if the cost estimate for a specific project is expressed in 2007/08 dollars and the project is planned to be implemented in the 2013/14 to 2014/15 time period, the MPO should multiply the cost estimate by 1.28 to convert the cost estimate to YOE dollars. The inflation multipliers included in Table D-1 are based on the Department’s inflation factors associated with developing recent Work Programs. Factors for project cost estimates developed in fiscal years 2008, 2009, 2010 and 2011 are shown in Table D-1 because required dates for the updates of long range metropolitan area transportation plans by Florida’s 26 MPOs may extend over those years.

### Adjusting Local Revenue Estimates

Revenue forecasts are typically prepared in “current” or YOE dollars, which reflect the value of money at the time they will be collected (e.g., 2015) and reflect future growth in revenue. MPO plans include revenue forecasts for local sources of transportation revenues (e.g., local option gas taxes) that are not included in the Department’s 2035 Revenue Forecast. As a result, if any estimates of local revenues are not expressed in YOE dollars, MPOs will need to convert estimates of those revenues to YOE dollars to ensure a common basis for all revenues included in the MPO plans. The annual inflation rates in the lower part of Table D-1 can be used to convert local revenue forecasts prepared in “today’s” dollars to YOE dollars. For example, if the forecast of local revenues is expressed in 2008 dollars, the MPO can estimate the amount in 2014 dollars as follows:

$$\text{2014 dollars} = (\text{2008 dollars}) * (\text{1.05}) * (\text{1.045}) * (\text{1.04}) * (\text{1.035}) * (\text{1.03}) * (\text{1.03})$$

*(for 2009) (for 2010) (for 2011) (for 2012) (for 2013) (for 2014)*

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

**Table D-1**  
**Inflation Factors to Convert Project Cost Estimates to Year of Expenditure Dollars**

Time Period for Planned Project or Project Phase Implementation	Multipliers to Convert Project Cost Estimates to Year of Expenditure Dollars																								
	Project Cost in 2008 PDC \$*	Project Cost in 2009 PDC \$*	Project Cost in 2010 PDC \$*	Project Cost in 2011 PDC \$*																					
2014-2015	1.28	1.22	1.17	1.12																					
2016-2020	1.44	1.37	1.31	1.26																					
2021-2025	1.69	1.61	1.54	1.48																					
2026-2030	1.99	1.89	1.81	1.74																					
2031-2035	2.34	2.22	2.13	2.05																					
<p>Multipliers are based on the following annual inflation estimates:</p> <table><thead><tr><th><u>From</u></th><th><u>To</u></th><th><u>Annual Rate</u></th></tr></thead><tbody><tr><td>2007 Dollars</td><td>2008 Dollars</td><td>7.0%</td></tr><tr><td>2008 Dollars</td><td>2009 Dollars</td><td>5.0%</td></tr><tr><td>2009 Dollars</td><td>2010 Dollars</td><td>4.5%</td></tr><tr><td>2010 Dollars</td><td>2011 Dollars</td><td>4.0%</td></tr><tr><td>2011 Dollars</td><td>2012 Dollars</td><td>3.5%</td></tr><tr><td>2012 Dollars</td><td>2013 Dollars and Beyond</td><td>3.3% each year</td></tr></tbody></table> <p>Source: FDOT Work Program Instructions, 2006 and 2007</p>					<u>From</u>	<u>To</u>	<u>Annual Rate</u>	2007 Dollars	2008 Dollars	7.0%	2008 Dollars	2009 Dollars	5.0%	2009 Dollars	2010 Dollars	4.5%	2010 Dollars	2011 Dollars	4.0%	2011 Dollars	2012 Dollars	3.5%	2012 Dollars	2013 Dollars and Beyond	3.3% each year
<u>From</u>	<u>To</u>	<u>Annual Rate</u>																							
2007 Dollars	2008 Dollars	7.0%																							
2008 Dollars	2009 Dollars	5.0%																							
2009 Dollars	2010 Dollars	4.5%																							
2010 Dollars	2011 Dollars	4.0%																							
2011 Dollars	2012 Dollars	3.5%																							
2012 Dollars	2013 Dollars and Beyond	3.3% each year																							

\* "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 some instances, have exceeded construction costs. MPOs are encouraged to contact their district office for more information on right of way costs (see the FDOT website at <http://www.dot.state.fl.us/planning/policy/costs/default.asp>).

The 2035 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).<sup>1</sup>

<sup>1</sup> The Department's estimates for capacity programs (e.g., Other Arterials Construction & ROW) do not include planning and engineering costs. The Department has reserved sufficient funds for Product Support (planning and engineering) to support the Construction and Right of Way funding levels provided to MPOs.

## Locally Imposed Motor Fuel Taxes

State law authorizes local governments to impose several local option fuel taxes:

- **Ninth-cent Fuel Tax** - The tax is limited to 1 cent/gallon on highway fuels. Since 1994 the ninth-cent tax on diesel fuel (i.e., special fuels) is required in all counties, but remains optional for other highway fuels (i.e., motor fuels).
- **Local Option Fuel Tax** - Counties may levy a tax between 1 cent and 11 cents/gallon on gasoline and gasohol (i.e., motor fuels). The tax rate required for diesel fuel (i.e., special fuels) is 6 cents/gallon in all counties.

The table on the next page contains information about locally imposed fuel taxes for local government fiscal year 2007/08. The far right column on the table includes the total estimated revenue collections by county for these local option taxes for fiscal year 2007/08.

See “Florida’s Transportation Tax Sources, a Primer” (prepared by the Department’s Office of Financial Development) for a detailed description of local revenue sources. The Primer is available on the Department’s website ([www.dot.state.fl.us/financialplanning/revenue/primer.htm](http://www.dot.state.fl.us/financialplanning/revenue/primer.htm)).

## Locally Imposed Fuel Taxes\*

(Tax Rates as of January 1, 2008)

	MOTOR FUELS (GASOLINE AND GASOHOL)					SPECIAL FUELS (DIESEL)					
	RATES (¢/GAL.)			NET 1¢ REVENUE (\$000s)		RATES (¢/GAL.)			NET 1¢ REVENUE (\$000s)		TOTAL EST. DISTRIBUTION
COUNTY	LOCAL	9TH	TOTAL	LOCAL	9TH	LOCAL	9TH	TOTAL	LOCAL	9TH	(\$000s)
ALACHUA	11	1	12	\$1,072	\$1,147	6	1	7	\$167	\$181	\$10,481
BAKER	6	1	7	\$139	\$148	6	1	7	\$29	\$31	\$1,176
BAY	6	1	7	\$780	\$835	6	1	7	\$149	\$161	\$5,961
BRADFORD	6		6	\$139	\$0	6	1	7	\$32	\$34	\$1,051
BREVARD	6		6	\$2,358	\$0	6	1	7	\$357	\$386	\$16,519
BROWARD	11	1	12	\$7,424	\$7,944	6	1	7	\$886	\$958	\$95,390
CALHOUN	6		6	\$45	\$0	6	1	7	\$21	\$23	\$413
CHARLOTTE	11	1	12	\$720	\$771	6	1	7	\$146	\$158	\$9,680
CITRUS	11	1	12	\$471	\$504	6	1	7	\$84	\$91	\$6,245
CLAY	6	1	7	\$676	\$724	6	1	7	\$99	\$108	\$5,441
COLLIER	11	1	12	\$1,280	\$1,370	6	1	7	\$154	\$167	\$16,457
COLUMBIA	6	1	7	\$429	\$459	6	1	7	\$143	\$155	\$4,017
DESOTO	11	1	12	\$108	\$116	6	1	7	\$40	\$44	\$1,587
DIXIE	6		6	\$64	\$0	6	1	7	\$36	\$39	\$636
DUVAL	6		6	\$4,129	\$0	6	1	7	\$1,178	\$1,275	\$32,842
ESCAMBIA	6	1	7	\$1,269	\$1,358	6	1	7	\$286	\$310	\$10,918
FLAGLER	6	1	7	\$342	\$366	6	1	7	\$47	\$51	\$2,731
FRANKLIN	5		5	\$58	\$0	6	1	7	\$16	\$18	\$406
GADSDEN	6		6	\$277	\$0	6	1	7	\$353	\$382	\$4,147
GILCHRIST	6	1	7	\$58	\$62	6	1	7	\$11	\$12	\$485
GLADES	6	1	7	\$30	\$32	6	1	7	\$24	\$26	\$382
GULF	6	1	7	\$51	\$54	6	1	7	\$20	\$22	\$500
HAMILTON	6		6	\$87	\$0	6	1	7	\$64	\$69	\$970
HARDEE	11	1	12	\$125	\$133	6	1	7	\$42	\$45	\$1,791
HENDRY	8	1	9	\$176	\$188	6	1	7	\$98	\$106	\$2,274
HERNANDO	8	1	9	\$697	\$746	6	1	7	\$150	\$162	\$7,335
HIGHLANDS	11	1	12	\$344	\$368	6	1	7	\$125	\$136	\$5,014
HILLSBOROUGH	6	1	7	\$5,301	\$5,673	6	1	7	\$1,090	\$1,179	\$44,849
HOLMES	6	1	7	\$79	\$84	6	1	7	\$35	\$38	\$745
INDIAN RIVER	6		6	\$614	\$0	6	1	7	\$165	\$178	\$4,807
JACKSON	6	1	7	\$303	\$324	6	1	7	\$203	\$219	\$3,556
JEFFERSON	6	1	7	\$80	\$86	6	1	7	\$50	\$54	\$917
LAFAYETTE	6		6	\$23	\$0	6	1	7	\$10	\$11	\$208
LAKE	6	1	7	\$1,184	\$1,267	6	1	7	\$195	\$211	\$9,669
LEE	11	1	12	\$2,761	\$2,955	6	1	7	\$391	\$423	\$35,911
LEON	6	1	7	\$1,073	\$1,148	6	1	7	\$160	\$173	\$8,646
LEVY	6		6	\$153	\$0	6	1	7	\$54	\$58	\$1,289
LIBERTY	6	1	7	\$32	\$34	6	1	7	\$22	\$24	\$377
MADISON	6		6	\$83	\$0	6	1	7	\$161	\$174	\$1,635
MANATEE	11	1	12	\$1,287	\$1,377	6	1	7	\$206	\$223	\$16,908
MARION	6	1	7	\$1,701	\$1,821	6	1	7	\$470	\$509	\$15,247
MARTIN	11	1	12	\$716	\$766	6	1	7	\$95	\$103	\$9,273
MIAMI-DADE	9	1	10	\$9,290	\$9,941	6	1	7	\$1,546	\$1,673	\$103,888
MONROE	6		6	\$504	\$0	6	1	7	\$50	\$54	\$3,348
NASSAU	6	1	7	\$257	\$275	6	1	7	\$74	\$80	\$2,328
OKALOOSA	6	1	7	\$925	\$990	6	1	7	\$100	\$108	\$7,190
OKEECHOBEE	11	1	12	\$271	\$290	6	1	7	\$82	\$89	\$2,933
ORANGE	6		6	\$5,300	\$0	6	1	7	\$1,060	\$1,147	\$38,952
OSCEOLA	6	1	7	\$1,556	\$1,665	6	1	7	\$226	\$245	\$12,501
PALM BEACH	11	1	12	\$4,920	\$5,265	6	1	7	\$706	\$764	\$64,055
PASCO	6	1	7	\$1,741	\$1,863	6	1	7	\$276	\$299	\$14,153
PINELLAS	6	1	7	\$3,378	\$3,615	6	1	7	\$411	\$445	\$24,160
POLK	11	1	12	\$2,239	\$2,396	6	1	7	\$836	\$905	\$32,804
PUTNAM	6		6	\$299	\$0	6	1	7	\$76	\$83	\$2,316
ST JOHNS	6		6	\$881	\$0	6	1	7	\$194	\$210	\$6,605
ST LUCIE	11	1	12	\$1,105	\$1,182	6	1	7	\$226	\$245	\$14,866
SANTA ROSA	6		6	\$588	\$0	6	1	7	\$119	\$129	\$4,331
SARASOTA	11	1	12	\$1,511	\$1,617	6	1	7	\$183	\$198	\$19,436
SEMINOLE	6	1	7	\$1,847	\$1,977	6	1	7	\$230	\$249	\$14,568
SUMTER	6	1	7	\$401	\$429	6	1	7	\$303	\$328	\$4,955
SUWANNEE	11	1	12	\$206	\$221	6	1	7	\$77	\$83	\$3,017
TAYLOR	6		6	\$121	\$0	6	1	7	\$75	\$81	\$1,246
UNION	5	1	6	\$35	\$38	6	1	7	\$30	\$32	\$423
VOLUSIA	11	1	12	\$1,937	\$2,072	6	1	7	\$298	\$322	\$25,356
WAKULLA	6	1	7	\$104	\$111	6	1	7	\$27	\$29	\$920
WALTON	6	1	7	\$339	\$363	6	1	7	\$120	\$130	\$3,227
WASHINGTON	6	1	7	\$94	\$101	6	1	7	\$26	\$28	\$843
TOTALS				\$78,587	\$67,271				\$15,420	\$16,685	\$807,309

\* Revenue based on fuel consumption estimates produced by the Department of Transportation for local government FY 2007-08. Net 1¢ revenue for Local Option Fuel Tax includes deductions for dealer collection allowance (for motor fuels 1.1% for first 6¢ and 1.1% for special fuels), refunds (.03% for all fuels and general revenue service charge (7.3% for all fuels), while net 1¢ revenue for Ninth-cent Fuel Tax (for all fuels) includes deduction only for the dealer collection allowance (1.1%).



## For More Information

Further information about the 2035 Revenue Forecast can be obtained from:

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# Supplement to the 2035 Revenue Forecast Handbook

## 2035 Revenue Forecast for CRTPA Area

Prepared by District 3 and Office of Policy Planning, Florida Department of Transportation

This supplement contains estimates of state and federal revenues for the metropolitan area for 2014 through 2035. The estimates were prepared by the Florida Department of Transportation, based on a statewide estimate of revenues that fund the state transportation program and are consistent with "Financial Guidelines for MPO Long Range Plans" adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in October 2007. Florida's MPOs are encouraged to use these estimates in the updates of their long range plans.

These estimates are based on the 2035 Revenue Forecast prepared in Spring 2008. See the *2035 Revenue Forecast Handbook*, dated May 2008, for more information on the statewide revenue forecast, revenue sources, definitions of major program categories and methodology.

### ESTIMATES FOR CAPACITY PROGRAMS

Table 1 contains metropolitan area estimates for various time periods for certain state programs that affect the capacity of the transportation system to move people and goods. All estimates are expressed in Year of Expenditure dollars.

#### Programs That FDOT Takes the Lead in Planning

Estimates for SIS Highways/Florida Intrastate Highway System (FIHS) Construction and Right of Way will be available by Fall 2008. Estimates for Aviation, Rail, Seaport Development and Intermodal Access programs will be provided upon completion of the SIS Cost Feasible Plan.

#### Other Capacity Programs

Estimates for the Other Arterials Construction and Right of Way and Transit programs are shown in Table 1. MPOs are encouraged to plan for the mix of highway and transit improvements that best meets metropolitan needs with these funds. The MPO may combine the estimates for these two programs for years 2014-2035 and consider them as "flexible" funds.

#### Computation of Funds for Other Arterials Construction and Right of Way

The computation of amounts shown for Other Arterials Construction and Right of Way differs from previous long range revenue forecasts prepared by FDOT. Based on analyses of recent uses of TMA Funds, the previous methodology is not consistent with recent use of those funds. Estimates were developed as follows:

- The average share of total statewide TMA Funds programmed on Other Arterials Construction/ROW in fiscal years 2008 (current year) and 2009-2013 (the April 1, 2008 Tentative Work Program) were taken "off the top" from the total statewide estimates for total statewide Other Arterials Construction/ROW for all forecast years.<sup>1</sup>
- Enhancement fund estimates were taken "off the top" from the total statewide estimates

<sup>1</sup> In previous forecasts, total TMA Funds were taken "off the top" from the total estimates for Other Arterials Construction/ROW before the remaining funds were distributed to counties/MPOs; then total TMA Funds were added to the estimate of remaining funds for MPOs in TMAs.

for Other Arterials Construction/ROW for all forecast years.

- Remaining funding estimates for this program (i.e., after the share of TMA Funds and the Enhancement estimates were “taken off the top”) were distributed using the current statutory formula factors to the district and county levels.

#### TMA Funds

Funds distributed to Transportation Management Areas, as defined by SAFETEA-LU, are shown in Table 2. They are the same as “XU” funds in the 5-Year Work Program. The estimates are based on Schedule A of the Work Program Instructions, and assume the same level of Obligating Constraints contained in the current Schedule A. As stated above, unlike previous forecasts these funds are not included in the estimates for Other Arterials Construction and Right of Way shown in Table 2. Guidance regarding planning for these funds for Capacity and Non-Capacity uses in the long range transportation plan is included in the *2035 Revenue Forecast Handbook*.

### **INFORMATION RELATED TO CERTAIN CAPACITY PROGRAMS**

#### **Enhancement Program**

Table 3 provides estimates of funds for the Enhancement Program, as defined by SAFETEA-LU, to assist MPOs in developing their plans. They are for informational purposes only and do not represent additional funds. That is, the amounts in Table 3 have been included in the Other Arterials estimates shown in Table 1.

#### **TRIP and New Starts Programs**

Tables 4 and 5 provides estimates of funds for state programs that have matching funds and other requirements. See the *2035 Revenue Forecast Handbook* for guidance on planning these funds.

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

These are estimates of districtwide funds for the TRIP program that are not included in an FDOT Work Program as of April 1, 2008.

#### New Starts Transit Funds

These are estimates of statewide funds for the New Starts program that are not included in an FDOT Work Program as of April 1, 2008.

### **NON-CAPACITY PROGRAMS**

No metropolitan estimates for non-capacity programs have been developed. Consistent with “Financial Guidelines for MPO Long Range Plans” adopted by the Metropolitan Planning Organization Advisory Council (MPOAC) in October 2007, the Department will prepare a summary of these program estimates and state objectives (entitled “Appendix for the Metropolitan Long Range Plan, 2035 Revenue Forecast”) for inclusion in the documentation of the metropolitan long range plan and provide the Appendix to each MPO.

## Revenue Estimates for CRTPA Area For Information Purposes

**Table 3**

### Enhancement Estimates<sup>1</sup>

State and Federal Funds from 2035 Revenue Forecast (Millions of Dollars)

Florida Department of Transportation

CAPACITY PROGRAMS	2035 Revenue Forecast					
	FYs 14-15 Subtotal	FYs 16-20 Subtotal	FYs 21-25 Subtotal	FYs 26-30 Subtotal	FYs 31-35 Subtotal	22 Year Total
Enhancement Funds	1.3	3.5	3.7	3.8	3.9	16.3

<sup>1</sup> For informational purposes only; these estimates are included in Table 1 and do not represent additional funds.

**Table 4**

### Transportation Regional Incentive Program Estimates<sup>1</sup>

State and Federal Funds from 2035 Revenue Forecast (Millions of Dollars)

Florida Department of Transportation

CAPACITY PROGRAMS	2035 Revenue Forecast					
	FYs 14-15 Subtotal	FYs 16-20 Subtotal	FYs 21-25 Subtotal	FYs 26-30 Subtotal	FYs 31-35 Subtotal	22 Year Total
Districtwide TRIP Funds	21.3	47.0	45.5	45.5	45.5	204.8

<sup>1</sup> For informational purposes. Estimates are for TRIP Funds not included in an FDOT Work Program as of April 1, 2008. MPOs have been provided guidance on planning for TRIP funds in the *2035 Revenue Forecast Handbook*.

**Table 5**

### New Starts Transit Estimates<sup>1</sup>

State and Federal Funds from 2035 Revenue Forecast (Millions of Dollars)

Florida Department of Transportation

CAPACITY PROGRAMS	2035 Revenue Forecast					
	FYs 14-15 Subtotal	FYs 16-20 Subtotal	FYs 21-25 Subtotal	FYs 26-30 Subtotal	FYs 31-35 Subtotal	22 Year Total
Statewide New Starts Funds	150.0	291.7	270.9	270.9	270.9	1,254.3

<sup>1</sup> For informational purposes. Estimates are for New Starts Funds not included in an FDOT Work Program as of April 1, 2008. MPOs have been provided guidance on planning for New Starts funds in the *2035 Revenue Forecast Handbook*.

## Revenue Estimates For: CRTPA Area

**Table 1**  
**Capacity Program Estimates**  
 State and Federal Funds from 2035 Revenue Forecast (Millions of Dollars)  
 Florida Department of Transportation

CAPACITY PROGRAMS	2035 Revenue Forecast					
	FYs 14-15 Subtotal	FYs 16-20 Subtotal	FYs 21-25 Subtotal	FYs 26-30 Subtotal	FYs 31-35 Subtotal	22 Year Total
SIS Highways/FIHS Construction/ROW <sup>1</sup>	N/A	N/A	N/A	N/A	N/A	N/A
Other Arterial Construction/ROW <sup>2</sup>	10.2	30.4	34.0	36.4	39.6	150.7
Transit <sup>2</sup>	6.8	18.2	20.5	22.8	25.0	93.2
<b>TOTAL CAPACITY PROGRAMS<sup>2</sup></b>	<b>17.0</b>	<b>48.6</b>	<b>54.5</b>	<b>59.2</b>	<b>64.6</b>	<b>243.9</b>

<sup>1</sup> To be provided separately.

<sup>2</sup> May be supplemented with TMA Funds. See Table 2 and guidance in the *2035 Revenue Forecast Handbook* for planning for Capacity and Non-Capacity uses with these funds.

**Table 2**  
**TMA Estimates<sup>1</sup>**  
 State and Federal Funds from 2035 Revenue Forecast (Millions of Dollars)  
 Florida Department of Transportation

CAPACITY PROGRAMS	2035 Revenue Forecast					
	FYs 14-15 Subtotal	FYs 16-20 Subtotal	FYs 21-25 Subtotal	FYs 26-30 Subtotal	FYs 31-35 Subtotal	22 Year Total
TMA Funds	8.5	22.4	23.6	24.3	24.5	103.2

<sup>1</sup> See guidance in the *2035 Revenue Forecast Handbook* for planning for Capacity and Non-Capacity uses with these funds.