

TODAY → 2030 → 2045

# PATH FORWARD

Advancing our region with innovation to enhance mobility.



## Technical Report Financial Resources

Prepared for  
North Florida Transportation Planning Organization

Prepared by  
Atkins

Adopted  
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## EXECUTIVE SUMMARY

The analysis of financial resources is an important element of the North Florida Transportation Planning Organization's (TPO) Year 2045 Transportation Plan Update. This technical memorandum presents financial resources that are both committed and potential transportation revenues at the federal, state, and local level, including funding sources dedicated to existing maintenance and operations activities for various types of transportation facilities and services in the community.

This report will also provide a summary of traditional and overview of alternative revenue sources.

The revenue discussion in this report is based on the historical trend of current transportation revenue sources. Financial projections are based on estimates of growth and inflation in the North Florida TPO Area through Year 2045. The 2045 plan update will only consider those revenues consistent with the federal planning boundaries for Clay, Duval, Nassau, and St. Johns Counties will be considered.

The Florida Department of Transportation (FDOT) has provided revenue estimates for use in the development of the 2045 Long Range Transportation Plans (LRTP). These forecasts have produced a 26-year total for state and federal revenue sources of \$2.603 billion for highways (non SIS) and \$993 million for transit projects as shown below in Table ESI. These sources are those that have historically been considered by the TPO during preparation of the LRTP.

**Table ES1: Capacity Program Estimates**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

Capacity Programs	2045 Revenue Forecast					
	2020	2021-2025	2026-2030	2031-2035	2036-2045	26 Year Total
SIS Highways Construction & ROW	NA	NA	NA	NA	NA	<b>NA</b>
Other Arterials Construction & ROW	\$47.88	\$391.55	\$494.08	\$539.87	\$1,130.31	<b>\$2,603.70</b>
Transit	\$26.69	\$148.28	\$186.98	\$204.77	\$426.60	<b>\$993.31</b>
<b>Total Capacity Programs</b>	<b>74.57</b>	<b>539.83</b>	<b>681.06</b>	<b>744.64</b>	<b>1556.91</b>	<b>3597.01</b>
Transportation Management Area (TMA) Funds	\$17.23	\$86.13	\$86.13	\$86.13	\$172.26	<b>\$447.88</b>
TALU (Urban); Funds for TMA	\$1.39	\$6.96	\$6.96	\$6.96	\$13.92	<b>\$36.19</b>
TALL (<200,000 Population); District-wide Funds	\$0.69	\$3.44	\$3.44	\$3.44	\$6.87	<b>\$17.86</b>
TALT (Any Area); District-wide Funds	\$2.78	\$13.89	\$13.89	\$13.89	\$27.77	<b>\$72.20</b>
<b>Total TMA Funds</b>	<b>\$22.09</b>	<b>\$110.42</b>	<b>\$110.42</b>	<b>\$110.42</b>	<b>\$220.82</b>	<b>\$574.13</b>
New Start FTA (Statewide)	\$41.8	\$226.3	\$259.2	\$282.4	\$593.4	<b>\$1,403.1</b>
Districtwide TRIP	\$2.5	\$17.6	\$26.3	\$29.2	\$59.9	<b>\$135.5</b>
SUN Trail (Statewide)	\$25	\$125	\$125	\$125	\$250	<b>\$650</b>

## EXISTING SOURCES OF REVENUE

This section contains a description of existing revenue sources available for financing the North Florida TPO's 2045 Long Range Transportation Plan projects. The Florida Department of Transportation (FDOT) and publications, Local Government Financial Information Handbook, (November 2018), developed by the Florida Department of Revenue (DOR), and Florida's Transportation Tax Sources, A Primer, (January 2017), are the primary sources of information for this section.

Transportation funding sources based on motor vehicle fuel taxes tend to fluctuate with changes in fuel prices and fuel consumption. While most taxes are not tied to fuel prices, when gas prices go up, consumption tends to go down and thus tax revenues decline. Traditional transportation revenue sources are no longer considered constant over extended periods. One reason for this is an increase in the unwillingness of state and local elected officials to modify fuel-taxing levels. Another reason is the realization that transportation facilities throughout Florida are in need of improvement, and available sources are scarce to accomplish major transportation projects.

Two primary sources of transportation revenue were considered for this plan update, federal and state sources. Below is a brief discussion on each.

### Federal Funding Sources

Federal funding for transportation in the Northeast Florida region consists primarily of distributions from the Federal Highway Trust Fund. The Federal government imposes taxes on gasoline, diesel fuel, special fuels, neat alcohol, compressed natural gas, gasohol, tires, truck and trailer sales, and heavy vehicle use. Revenues from these Federal taxes are deposited into either the Highway Account or the Mass Transit Account of the Federal Highway Trust Fund. The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) distribute the funds in the Highway Account and the Mass Transit Account to each state through a system of formula grants and discretionary allocations.

Federal excise taxes on fuel have been adjusted several times over the past 50 years. Currently, the motor fuel tax on gasoline is 18.4 cents per gallon. Tax on diesel fuels is currently 24.4 cents per gallon and the tax on neat alcohol is set at 9.25 cents per gallon. Table I depicts the rates for all fuels and other user fees as of September 2018.

**Table I: Federal Highway User Fees**

User Fee	Tax Rate (Cents per Gallon)	Distribution of Tax (Cents per Gallon)			
		Highway Trust Fund		Leaking Underground Storage Tank Trust Fund	General Fund
		Highway Account	Mass Transit Account		
Gasoline	\$18.4	\$15.44	\$2.86	\$0.1	\$4.3
Diesel and Kerosene Fuel	\$24.4	\$21.44	\$2.86	\$0.1	\$4.3
Gasohol	\$18.4	\$15.44	\$2.86	\$0.1	-

Source: Florida's Transportation Tax Sources, January 2017.

### State Fuel Taxes

The state highway fuel tax was initiated in 1921 at the rate of one cent per gallon. Periodic increases occurred until 1971, when the rate changed to eight cents per gallon. The proceeds of this fuel tax were shared equally between FDOT and local governments.

### Fuel Sales Tax

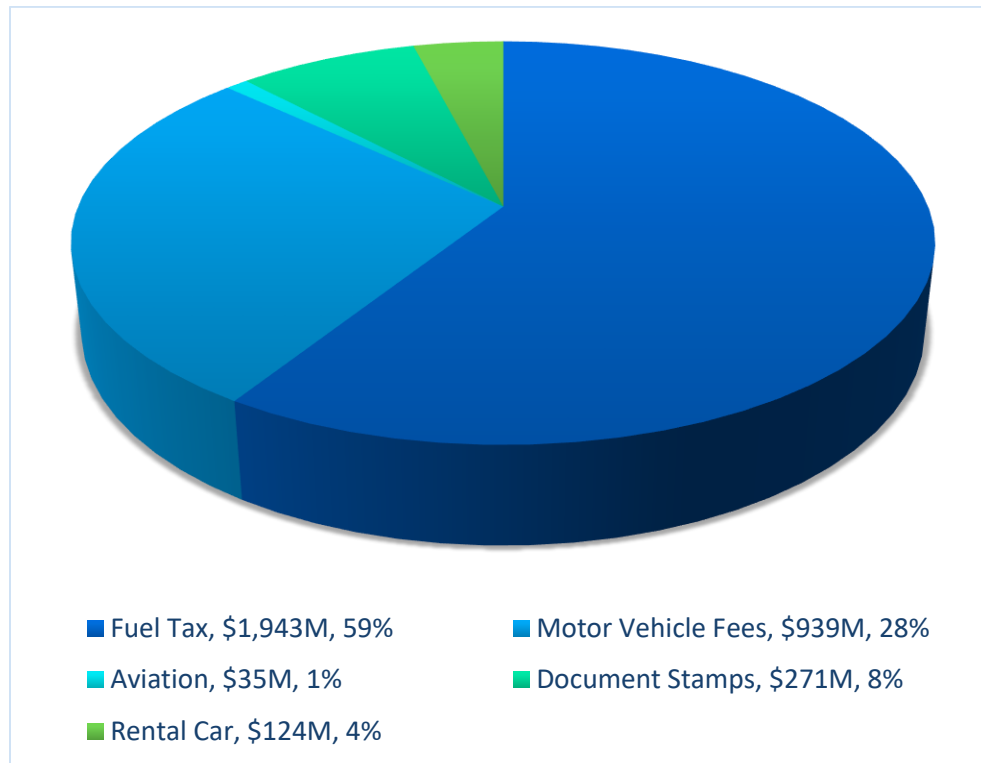
In April 1983, FDOT's share of the state fuel tax was repealed. The remaining four cents per gallon continues to be distributed to counties (three cents per gallon) and municipalities (one cent per gallon). In place of the repealed FDOT share of the state fuel tax, a "sales tax" was applied on all gasoline and diesel fuels. The revenue generated by the "sales tax" was distributed to FDOT. The state fuel sales tax was applied at the State's general sales tax rate of five percent. The application of this tax to fuel sales; however, differs considerably from the method used on all other eligible sales. Whereas, a sales tax is typically applied against the total amount of a retail sale at the time of purchase, the "sales tax" on fuel is applied at the wholesale point of distribution against a legislated retail price per gallon.

The legislated average price of all motor and special fuel was initially set at \$1.148 per gallon. This resulted in a tax of 5.7 cents per gallon. The legislated price is adjusted in proportion to annual changes in the Consumer Price Index (CPI). The 1985 Legislature installed a "floor" for the tax, preventing it from being reduced below its initially established level of 5.7 cents per gallon, despite changes in the CPI. The 1990 Legislature adjusted the "floor" upward to 6.9 cents per gallon. The new figure reflected the result of applying the State Fuel Sales Tax rate of six percent to the legislative price of \$1.148. As of January 1, 2018, the annual adjusted State Fuel Sales Tax is 13.7 cents per gallon.

Pursuant to Florida Statutes, a minimum of 15 percent of all FDOT receipts must be used for public transportation. The remainder may be used for any legitimate state transportation purpose, defined as the acquisition, construction, and maintenance of roads. The term maintenance includes the construction and installation of traffic signals, bicycle paths, and landscaping, as necessary for safety and/or efficient operation of roads.



**Figure I: State Transportation Revenue  
Fiscal Year 2013-14**



### Taxes for Local Government Distribution

The remaining four cents per gallon of the state fuel tax continues to be distributed to local governments and consists of the three, distinct elements: (1) the Constitutional Fuel Tax (two cents per gallon); (2) the County Fuel Tax (one cent per gallon); and (3) the Municipal Fuel Tax (one cent per gallon).

### Constitutional Gas Tax

The Constitutional Gas Tax is distributed to Florida counties based on a formula contained in the State Constitution. The distribution formula for Constitutional Gas Tax proceeds consists of three components: an area component; a population component; and a collection component. A distribution factor is calculated annually for each county, based on these three components, in the form of weighted county to state ratios. The first priority for the proceeds of the Constitutional Gas Tax is to meet the debt service requirements, if any, on local bond issues backed by the tax proceeds. The balance is credited to the counties' transportation trust fund. These funds may only be used for the acquisition of right-of-way or the construction and maintenance of roads.

### County Gas Tax

The third cent is the County Gas Tax, which is distributed by the same formula as the Constitutional Gas Tax. Pursuant to Section 206, Florida Statutes, revenues from the County Gas Tax may be used for transportation purposes, including the reduction of bond indebtedness incurred for transportation purposes.

### Municipal Gas Tax

The fourth cent is the Municipal Gas Tax and is levied under the Florida Statutes. Revenues from this tax are transferred into the Revenue Sharing Trust Fund for Municipalities. Pursuant to Section 206, Florida Statutes, Municipal Gas Tax revenues may be used for transportation-related expenditures within incorporated areas. These include the purchase of transportation facilities and road rights-of-way, construction, or maintenance of roads.

### State Comprehensive Enhanced Transportation System (SCETS) Tax

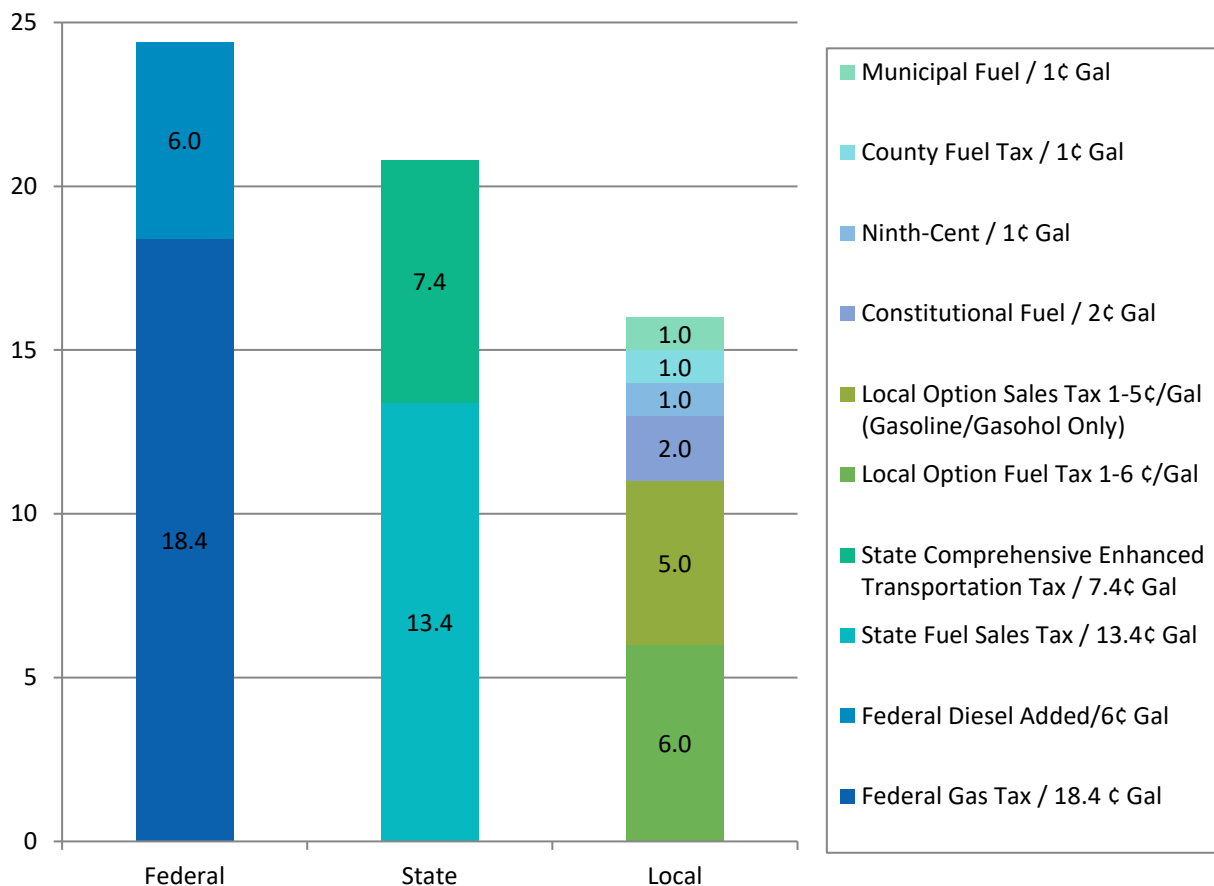
The Florida Legislature enacted an additional state tax in 1990. The State Comprehensive Enhanced Transportation System (SCETS) Tax is based on First Local Option Gas Tax and varies between 6.1 cents and 7.4 cents per gallon. Counties that have adopted each of the six cents of the First Local Option Gas Tax receive 5.6 cents of SCETS. While the proceeds of the SCETS Tax are not shared directly with local governments, they must be spent in the respective FDOT district, and to the extent feasible, in the county in which they were collected.

**Table 2: Summary of State and Local Revenue Sources**

Source	Rate
State Fuel Sales Tax	13.4 cents per gallon
<b>Local Government Taxes</b>	
Constitutional Tax	2.0 cents per gallon
County Tax	1.0 cents per gallon
Municipality Tax	1.0 cents per gallon
SCETS Tax	7.4 cents per gallon

Figure 2 on the following page presents the Federal, State, and local fuel taxes as of 2018.

**Figure 2: Calendar Year 2018 Fuel Tax Rates**  
(cents per gallon)



## Alternative Revenue Sources

Beyond the traditional federal and state fuel taxes, several optional revenue sources are available for funding transportation improvement projects. These alternative revenue sources are the first local option gas tax, the second local option gas tax, Local Government Infrastructure Surtax and the Ninth-Cent gas tax. Each county has the ability to impose these additional taxes in order to raise revenue.

Additional sources consist of Toll Revenues, Bond Issues, Impact Fees, Municipal Services Taxing Units, the Transportation Outreach Program, and the County Incentive Grant Program. **Historically local governments have used these funds for operations and maintenance programs.**

The tables below provide a summary of the existing and potential taxes by county. Following the tables are descriptions of each of the taxes.

**Table 3: Clay County Local Tax Summary**

Tax Description	Clay County		
	Maximum	Levied	Unutilized
1 <sup>st</sup> Local Option Gas Tax (cents/gallon)	\$0.06	\$0.06	\$0.00
2 <sup>nd</sup> Local Option Gas Tax (cents/gallon)	\$0.05	\$0.00	\$0.05
Ninth-Cent Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Constitutional Gas Tax (cents/gallon)	\$0.02	\$0.02	\$0.00
County Gas Tax (cents/gallons)	\$0.01	\$0.01	\$0.00
Municipality Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Local Infrastructure Surtax/Small County Surtax	1%	1%	0%
Charter County Transit System Surtax	1%	0%	1%

**Table 4: Duval County Local Tax Summary**

Tax Description	Duval County		
	Maximum	Levied	Unutilized
1 <sup>st</sup> Local Option Gas Tax (cents/gallon)	\$0.06	\$0.06	\$0.00
2 <sup>nd</sup> Local Option Gas Tax (cents/gallon)	\$0.05	\$0.00	\$0.05
Ninth-Cent Gas Tax (cents/gallon)	\$0.01	\$0.00	\$0.01
Constitutional Gas Tax (cents/gallon)	\$0.02	\$0.02	\$0.00
County Gas Tax (cents/gallons)	\$0.01	\$0.01	\$0.00
Municipality Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Local Infrastructure Surtax/Small County Surtax	1%	0.5%	0.5%
Charter County Transit System Surtax	1%	0.5%	0.5%

**Table 5: Nassau County Local Tax Summary**

Tax Description	Nassau County		
	Maximum	Levied	Unutilized
1 <sup>st</sup> Local Option Gas Tax (cents/gallon)	\$0.06	\$0.06	\$0.00
2 <sup>nd</sup> Local Option Gas Tax (cents/gallon)	\$0.05	\$0.00	\$0.05
Ninth-Cent Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Constitutional Gas Tax (cents/gallon)	\$0.02	\$0.02	\$0.00
County Gas Tax (cents/gallons)	\$0.01	\$0.01	\$0.00
Municipality Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Local Infrastructure Surtax/Small County Surtax	1%	1%	0%
Charter County Transit System Surtax	NA	NA	NA

**Table 6: St. Johns County Local Tax Summary**

Tax Description	St. Johns County		
	Maximum	Levied	Unutilized
1 <sup>st</sup> Local Option Gas Tax (cents/gallon)	\$0.06	\$0.06	\$0.00
2 <sup>nd</sup> Local Option Gas Tax (cents/gallon)	\$0.05	\$0.00	\$0.05
Ninth-Cent Gas Tax (cents/gallon)	\$0.01	\$0.00	\$0.01
Constitutional Gas Tax (cents/gallon)	\$0.02	\$0.02	\$0.00
County Gas Tax (cents/gallons)	\$0.01	\$0.01	\$0.00
Municipality Gas Tax (cents/gallon)	\$0.01	\$0.01	\$0.00
Local Infrastructure Surtax/Small County Surtax	1%	0%	1%
Charter County Transit System Surtax	NA	NA	NA

### Local Option Gas Taxes (LOGT)

In 1983, the Florida Legislature provided local governments with a major new source of revenue called the Local Option Gas Tax (LOGT). Up to 11 cents per gallon may now be levied to help fund a variety of transportation projects. These include the First LOGT (six cents) enacted in 1983, and the second LOGT (five cents) enacted in 1993.

#### First LOGT (Six Cents)

A Local Option Gas Tax of up to six cents per gallon may now be levied for a maximum duration of 30 years. Implementation of one to six cents per gallon tax requires only a simple majority vote of the county commissioners. The proceeds of the tax must be shared with municipalities, either by a mutually agreed upon distribution scheme or, if agreement cannot be reached, by using a formula contained in the Florida Statutes. The formula requires the distribution of tax proceeds to be based on the transportation

expenditures of each local government for the preceding five fiscal years, as a proportion of the total of such expenditures for the county and all municipalities within the county.

Local governments may pledge revenues from any portion of the First Local Option Gas Tax to repay state bonds issued on their behalf. In addition, a local government must use First Local Option Gas Tax revenues for transportation expenditures on the state or local highway systems or transit oriented capital purchases or operations. Transportation expenditures include right-of-way activities, roadway maintenance, and the construction of roads. Clay, Duval, Nassau and St Johns Counties all currently charge six cents per gallon on diesel, gasoline, and gasohol.

### Second LOGT (Five Cents)

The 1993 Florida Legislature extended the scope of the Local Option Gas Tax to include an additional fuel tax of up to five cents per gallon on motor fuel, including gasohol. Diesel fuel is not subject to this tax. Implementation of the second tax of one to five cents per gallon requires a majority plus one vote of the county commissioners. The proceeds of the tax must still be shared with municipalities, either by a mutually agreed upon distribution scheme, or by using the state formula. Pursuant to Section 336, Florida Statutes, local governments may only use revenues from the tax for transportation expenditures needed to meet the requirements of the capital improvements element of an adopted comprehensive plan. Currently none of the counties are collecting the second local option sales tax. The tables below present the potential revenue the tax could generate for each county.

County	1 Cent			
	2020	2021-2025	2026-2030	Total
Clay	\$805,800	\$4,087,900	\$4,112,100	\$9,005,800
Duval	\$4,881,200	\$24,761,700	\$54,551,000	\$84,193,900
Nassau	\$440,100	\$2,232,700	\$4,918,700	\$7,591,500
St Johns	\$1,288,300	\$6,535,800	\$14,398,600	\$22,222,700

County	3 Cent			
	2020	2021-2025	2026-2030	Total
Clay	\$2,417,500	\$12,263,700	\$27,017,400	\$41,698,600
Duval	\$14,643,500	\$74,285,000	\$163,653,000	\$252,581,500
Nassau	\$1,320,400	\$6,698,000	\$14,756,100	\$22,774,500
St Johns	\$3,865,100	\$19,607,400	\$43,195,800	\$66,668,300

County	5 Cent			
	2020	2021-2025	2026-2030	Total
Clay	\$4,029,200	\$20,439,500	\$45,029,000	\$69,497,700
Duval	\$24,405,900	\$123,808,400	\$272,745,900	\$420,960,200
Nassau	\$2,200,600	\$11,163,400	\$24,593,500	\$37,957,500
St Johns	\$6,441,900	\$32,678,900	\$71,993,000	\$111,113,800

The tax may be relieved with a majority vote of the governing body of the county and provided that a redetermination of the method of distribution is established pursuant to F.S. 336.025.

### **Ninth-Cent Gas Tax**

The Ninth-Cent Gas Tax was initially authorized in 1972 by the Florida Legislature. The tax is limited to one cent per gallon on highway fuels. Originally, the tax could be proposed by a county's governing body, but it had to be approved by the electorate in a countywide referendum. The 1993 Florida Legislature allowed a county's government body to impose the tax by a majority plus one vote of its membership, without holding the referendum.

Counties are not required to share revenue from the Ninth-Cent Gas Tax with municipalities; however, the proceeds of the tax may be shared with cities in whatever proportion is mutually agreed upon and used for county or municipal transportation purposes. Clay and Nassau Counties currently charge a ninth-cent tax on all motor fuels. Duval and St Johns Counties do not currently levie the Ninth Cent gas tax.

### **Toll Revenues**

Tolls may be collected on highways, bridges, and tunnels and can provide support for street and highway budgets. Revenues generated by tolls are normally sufficient to cover capital improvements and maintenance for the facilities where the tolls are being collected.

Advantages of tolls include the equitable, user-based nature of the charge and the fact that substantial revenue can be produced. Advances in technology have created additional advantages with electronic toll collection, debit toll accounts, transponders, bar code readers, etc. These innovations reduce the need for large toll collection plazas and have the ability to keep traffic moving through the toll plaza at a high rate of speed, in some cases up to 55 mph.

### **Bond Issues**

Local governments are given the authority to issue General Obligation and Revenue Bonds. General Obligation Bonds are secured by full faith and credit of the issuer (a pledge of the issuer's ad valorem taxing power). Revenue bonds are payable from a specific source of revenue and do not pledge the full faith of the issuer. These bonds must be approved by popular vote and can be used to fund major transportation projects.

### **Proportionate Fair Share**

Part of the “Pay as You Grow” legislation passed by the State Legislature and signed by the Governor in 2005 included a requirement for local governments to adopt a transportation proportionate fair-share ordinance. The purpose of the legislation, now found in Chapter 163.3180 (16) Florida Statutes, is “to provide a method by which the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors.” Adoption of the proportionate fair-share ordinance makes it possible for development to proceed on roads which are exceeding capacity or expected to exceed capacity as a result of the development if the developer agrees to pay a “fair share” toward a programmed transportation improvement. The programmed transportation improvements must be in the County’s Comprehensive Plan Capital Improvements Element or added at the next update. Moreover, the programmed improvements must restore the transportation facility to its adopted level of service for concurrency by the end of the planning period. Level of service is measured on a scale from A to F with the adopted level of service for most roads at D. The planning period can be 5, 10 or 15 years.

### **Impact Fees / Local Government Transportation Concurrency**

Transportation / roadway impact fees and performance standards place the burden of improvements on new developments. Impact fee ordinances and local government transportation concurrency requirements oblige new developments to pay a fair share for costs of improving existing roads or constructing new roads made necessary by new developments.

### **Municipal Services Taxing Unit**

Municipal Services Taxing Units can be used to fund specific capital improvements, such as road and bridge maintenance by means of additional millage on taxable property. Initially, the costs of the proposed improvements are estimated, and then the millage rate required to generate the revenue is determined.

### **Ad Valorem Taxes**

According to Florida Statutes, local governments may levy ad valorem taxes on property subject to the following limitations:

- Ten mills for county purposes;
- Ten mills for municipal purposes;
- Ten mills for school purposes;
- A millage fixed by law for a county furnishing municipal services; and
- A millage authorized by law and approved by voters for special districts (e.g., the municipal services taxing units discussed above).



**Flexible Match**

Federal law allows private funds, materials or assets like 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 other projects.

**Local Government Advance/Reimbursement Program (LGARP)**

The 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 FDOT to initiate projects sooner than having projects scheduled in the Work Program.

**Transportation Regional Incentive Program (TRIP)**

The purpose of the program is to encourage regional planning by providing state matching funds for improvements to regionally significant transportation facilities identified and prioritized by regional partners. TRIP funds are to be used to match local or regional funds on a 50/50 basis or to match up to 50% of the total project costs for public transportation projects. Table 3 illustrates the FDOT forecast TRIP funds available to District 2.

**Table 7: TRIP Estimates<sup>1</sup>**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

Transportation Regional Incentive Program	2045 Revenue Forecast					
	2020	2021- 2025	2026- 2030	2031- 2035	2036- 2045	26 Year Total
Districtwide TRIP Funds	\$2.5	\$17.6	\$26.3	\$29.2	\$59.9	\$135.5

<sup>1</sup> For informational purposes. Estimates are for TRIP Funds not included in an FDOT Work Program as of July 31, 2018. See guidance in the 2045 Revenue Forecast Handbook for planning for use of these funds.

### Public Private Partnerships

Public-Private Partnerships (P3s) involve the private sector in the construction and / or operation of a facility in a manner that allows the government agency to effectively meet its objectives.

### Local Government Infrastructure Surtax

The Local Option Sales Tax (also known as the Local Government Infrastructure Surtax) can be levied by county governing bodies at a rate of one-half percent or one percent for a period of up to 15 years. It is typically put in place through a county-wide referendum. The tax applies to all purchases subject to the regular six percent sales tax, except for sale amount purchases exceeding \$5,000. Tax proceeds can be expended only to plan and construct infrastructure, or to acquire land for public recreation, conservation, or for the protection of natural resources.

### Projected Revenue

#### Summary of Federal and State Revenues

The Florida Department of Transportation (FDOT) District 2 Planning office provided estimates of state and federal transportation funding for the TPO for years 2020 through 2045. The forecast categorizes FDOT's major programs into capacity and non-capacity programs. It should be noted that this is not the total amount of funds that are spent on the transportation system. The vast majority of transportation funds are spent on operations and maintenance of the existing system. These are programs such as roadway resurfacing and safety. Once all of the maintenance obligations are satisfied, the remaining funds are available for capacity projects. Additional information on the FDOT's operations and maintenance program and the funding associated with it may be found in Appendix B.

Forecasted revenues for capacity programs are used to expand existing transportation systems that support economic competitiveness and improve the quality of life. FDOT currently has two main capacity improvement programs.

### **Capacity Programs**

Revenues from the capacity programs are used to expand the capacity of existing transportation systems. The capacity programs support two main goals: economic competitiveness and quality of life. Funds are distributed among the following categories:

#### **Economic Competitiveness**

- **Strategic Intermodal System (SIS)** – Eligible activities under this program include construction, improvement, and associated right-of-way for roads that are classified as part of the SIS. Examples of roadways that are part of the SIS include:
  - I-10 (SR8)
  - I-95
  - I-295
  - US301

#### **Quality of Life**

- **Other Arterial Construction / ROW** – This program provides funding for improvements on the State Highway System (SHS) roadways that are not designated as Florida Intrastate Highway System (FIHS). Activities funded through this program include capacity and traffic operations improvements, and land acquisition.
- **Transit** – Funding assistance for operations and capital investments of transit, paratransit, and ridesharing programs.
- **Transportation Management Area Funds (TMA)** – Areas with a population over 200,000 qualify for TMA funds. These areas must comply with special transportation planning requirements.

### **Non-Capacity Programs**

Revenues dedicated to the non-capacity program are typically used for preservation of the existing system. Some of the characteristic activities include the following:

- Resurfacing
- Maintenance of Bridges
- Operations and Maintenance Programs
- Engineering and Safety Programs
- Administration Activities

In a typical Work Program cycle the non-capacity dollars make up approximately 50% to 60% of the Work Program's budget.

### Funding Summaries

Based on information provided by FDOT, the 2045 LRTP's 26-year total for state and federal revenue sources is \$2.6 billion for highways and some transit projects (Non SIS Construction and Right-of-Way), in inflation-adjusted revenues, plus an additional \$993 million for only transit, for a total of \$3.6 billion. This total covers the years from 2020 to 2045. The breakdown by five year period and revenue source is shown in Table 4. These sources are those that have historically been considered by the TPO during preparation of the LRTP.

Table 4 details the level of funding estimated by FDOT to be available to the North Florida TPO area in each of the capacity program categories as discussed above.

FDOT forecasted revenues for the FIHS and the highway component of the SIS include construction improvements and associated right-of-way for capacity improvements. Reference Table 4 for the FDOT forecast of FIHS/SIS revenues to be spent in the TPO area over the next 26 years.

**Table 8: Capacity Program Estimates**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

Capacity Programs	2045 Revenue Forecast					
	2020	2021-2025	2026-2030	2031-2035	2036-2045	26 Year Total
Other Arterials Construction & ROW	\$47.88	\$391.55	\$494.08	\$539.87	\$1,130.31	\$2,603.70
Transit	\$26.69	\$148.28	\$186.98	\$204.77	\$426.60	\$993.31
<b>Total Capacity Programs</b>	<b>\$74.57</b>	<b>\$539.94</b>	<b>\$681.07</b>	<b>\$744.64</b>	<b>\$1,556.91</b>	<b>\$3,597.02</b>

See Table 5 and guidance in the *2045 Revenue Forecast Handbook* for use of these funds.

Forecasted revenues to support other capacity programs include other arterial construction and right-of-way funding for improvements on the State Highway System (SHS) and roadways that are not designated as FIHS/SIS and for transit programs. Eligible activities include capacity and traffic operations improvements and land acquisition and funding assistance for operations and capital investments of transit, paratransit, and rideshare programs.

FDOT forecasted revenues for Transportation Alternative funds, are shown in Table 9. Table 9 provides estimates of Transportation Alternatives funds, as defined by MAP-21, to assist the TPO in developing their plan. The estimates are based on Schedule A of the Work Program Instructions and long range estimates of federal funds. These funds are not included in the estimates for Other Arterials Construction & Right of Way shown in Table 4. Guidance regarding planning for these funds in the long range plan is included in the *2045 Revenue Forecast Handbook*. Use of these funds in the long range transportation plan must be consistent with federal and state policy.

**Table 9: Transportation Alternatives Estimates<sup>1</sup>**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

Transportation Alternatives	2045 Revenue Forecast					
	2020	2021-2025	2026-2030	2031-2035	2036-2045	26 Year Total
TALU (Urban)	\$1.39	\$6.96	\$6.96	\$6.96	\$13.92	<b>\$36.19</b>
Districtwide TALL (<200,000 Population)	\$0.69	\$3.44	\$3.44	\$3.44	\$6.87	<b>\$17.86</b>
Districtwide TALT (Any Area)	\$2.78	\$13.86	\$13.86	\$13.86	\$27.77	<b>\$72.20</b>

<sup>1</sup> Use of these funds must be consistent with federal and state policy. See guidance in the *2045 Revenue Forecast Handbook*.

No forecasted revenues are provided for non-capacity programs at the TPO level. These programs support and maintain the state transportation system through safety, resurfacing, bridge maintenance and replacement, engineering and design, operations and maintenance, and administrative activities. Table 6 contains districtwide estimates for State Highway System Operations and Maintenance expenditures for information purposes. These estimates are provided pursuant to an agreement between FDOT and the Federal Highway Administration Division Office regarding the reporting of estimates of Operations and Maintenance costs for the State Highway System at the district level in MPO long range plans. Guidance on documenting these funds is included in the *2045 Revenue Forecast Handbook*.

**Table 10: Statewide Non-Capacity Expenditure Estimates<sup>1</sup>**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

Major Categories	2045 Revenue Forecast					
	2020	2021-2025	2025-2030	2031-2035	2036-2045	26 Year Total
Safety	\$141	\$820	\$826	\$825	\$1,659	<b>\$4,271</b>
Resurfacing	\$633	\$4,354	\$4,150	\$4,241	\$8,756	<b>\$22,135</b>
Bridge	\$1,035	\$1,051	\$2,403	\$2,946	\$6,122	<b>\$13,556</b>
Product Support	\$1,302	\$6,576	\$6,709	\$7,096	\$14,614	<b>\$36,299</b>
Operations & Maintenance	\$1,384	\$7,442	\$8,596	\$9,162	\$18,939	<b>\$45,523</b>
Administration & Other	\$429	\$2,770	\$2,891	\$2,891	\$5,559	<b>\$14,468</b>
<b>Statewide Total Forecast</b>	<b>\$4,923</b>	<b>\$23,013</b>	<b>\$25,576</b>	<b>\$27,089</b>	<b>\$55,650</b>	<b>\$136,251</b>

<sup>1</sup> For informational purposes. See guidance for documenting these funds in the 2045 Revenue Forecast Handbook.

### New Starts

Projects eligible for New Starts (49 USC §5309) funding include any fixed guideway system which utilizes and occupies a separate right-of-way, or rail line, for the exclusive use of mass transportation and other high occupancy vehicles or uses a fixed cantenary system and a right-of-way usable by other forms of transportation. This includes, but is not limited to, rapid rail, light rail, commuter rail, automated guideway transit, people movers, and exclusive facilities for buses (such as bus rapid transit) and other high occupancy vehicles.

**Table II: New Starts Transit Estimates<sup>1</sup>**

State and Federal Funds from 2045 Revenue Forecast (Millions of Dollars)  
Florida Department of Transportation

New Starts Transit	2040 Revenue Forecast					
	2020	2021-2025	2026 - 2030	2031 - 2035	2036-2045	26 - Year Total
Statewide New Starts Funds	\$41.8	\$226.3	\$259.2	\$282.4	\$593.4	\$1,403.1

<sup>1</sup> For informational purposes. Estimates are for New Starts Funds not included in an FDOT Work Program as of July 1, 2018. See guidance in the *2045 Revenue Forecast Handbook* for planning for use of these funds.

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## **APPENDIX A**

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## **APPENDIX B**

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

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## ***2045 REVENUE FORECAST NORTH FLORIDA TPO***

### **WITH STATEWIDE, DISTRICTWIDE AND COUNTY-SPECIFIC PROJECTIONS**

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

#### **Overview**

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

#### Background

In accordance with federal statute, longstanding FDOT policy and leadership by the Metropolitan Planning Organization Advisory Council (MPOAC), the Office of Policy Planning (OPP) provides projections of future available funding to Florida’s 27 MPOs. This data is known as the Revenue Forecast. Consistent data is being applied to the development of the FDOT Strategic Intermodal System (SIS) Highway Cost Feasible Plan.

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

#### Purpose

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

This forecast features county level estimates for major FDOT capacity programs, specifically

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

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

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

Other Roads and Transit. If an MPO includes more than one county, the county level estimates are totaled to produce an overall MPO estimate. If an MPO's boundary doesn't match county boundaries, the FDOT District will determine appropriate funding totals for that MPO. OPP is available for consultation and support, and Districts are asked to share their method and results with our office. However, final responsibility rests with the appropriate District.

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

This forecast does not break down SIS Highway expenditures to the county or District level. SIS Highway expenditures are addressed in the SIS Cost Feasible Plan (CFP), which is under preparation by the FDOT Systems Implementation Office.<sup>1</sup> Districts always inform MPOs of projects that are proposed to be included in the CFP, and, conversely, CFP projects need to be included in the appropriate MPO LRTP(s) to receive federal funding.

This Forecast lists funding for FDOT programs designed to support, operate, and maintain the state transportation system. The FDOT has set aside sufficient funds in the 2045 Revenue Forecast for these programs, referred to as "non-capacity programs" here, to meet statewide objectives and program needs in all metropolitan and non-metropolitan areas. Specific District level amounts are provided for existing facilities expenditures. Funding for these programs is not included in the county level estimates.

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

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

1. State and federal revenues from current sources were estimated.
2. Those revenues were distributed among appropriate statewide capacity and non-capacity programs consistent with statewide priorities.
3. County level estimates for the Other Roads and Transit programs were developed, along with County, District or Statewide estimates for other funding categories that are of particular interest to the 27 Florida MPOs.

### Forecast of State and Federal Revenues

The 2045 Revenue Forecast includes program estimates for the expenditure of state and federal funds expected from current revenue sources (i.e., new revenue sources were not added). The forecast estimates revenues from federal, state, and Turnpike sources included in the Department's 5-Year Work Program.

The forecast does not estimate revenue from other sources (i.e., local government/authority taxes, fees, and bond proceeds; private sector participation; and innovative finance sources). Estimates of state revenue sources were based on estimates prepared by the State Revenue Estimating Conference (REC) in September 2017 for state fiscal years (FYs) 2019 through 2028. Estimates of federal revenue sources were based on the Department's Federal Aid Forecast for FYs 2018 through 2027. In this forecast, Surplus Toll Revenue is only projected for Miami-Dade County, but that category may apply to more counties in future Revenue Forecasts.

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<sup>1</sup> Formerly known as the Systems Planning Office.



Assumptions about revenue growth are shown in Table 1:

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

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

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

A summary of the forecast of state, federal and Turnpike revenues is shown in Table 2. The *2045 Revenue Forecast Guidebook* contains inflation factors that can be used to adjust project costs expressed in “present day cost” to “year of expenditure” dollars.

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

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

Major Revenue Sources	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup> 2020-2045
	2020 <sup>1</sup>	2021-2025 <sup>1</sup>	2026-2030	2031-2035	2036-2045	
Federal	2,353 28%	10,884 24%	11,878 23%	12,108 21%	24,217 20%	61,440 22%
State	5,270 62%	27,366 61%	34,128 65%	38,264 66%	80,719 66%	185,748 65%
Turnpike	814 10%	6,572 15%	6,688 13%	7,861 14%	16,518 14%	38,453 13%
<b>Total<sup>2</sup></b>	<b>8,437</b>	<b>44,823</b>	<b>52,694</b>	<b>58,233</b>	<b>121,454</b>	<b>285,641</b>

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

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

Estimates for State Programs

Long range revenue forecasts assist in determining financial feasibility of needed transportation

improvements, and in identifying funding priorities. FDOT policy places primary emphasis on safety and preservation. Remaining funding is planned for capacity programs and other priorities.

The 2045 Revenue Forecast includes the program funding levels contained in the July 1, 2017 Adopted Work Program for 2018 through 2022. The forecast of funding levels for FDOT programs for 2020-2045 was developed based on the corresponding Program and Resource Plan (PRP), which includes the Adopted Work Program and planned funding for fiscal years 2023-2026. This Revenue Forecast provides information for Capacity and Non-Capacity state programs. The information is consistent with “Financial Guidelines for MPO Long Range Plans” moved forward by the Metropolitan Planning Organization Advisory Council Policy and Technical Committee on July 13, 2017.

The Revenue Forecast entails long-term financial projections for support of long-term planning. The forecast is delivered well in advance of the 5-year LRTP adoption schedule, roughly 18 months in advance of the first required adoption. This forecast is considered satisfactory for the remainder of the 5-year cycle; in other words, it is useful for MPOs whose adoptions come at the end of the cycle, about 3½ years after the first MPOs. However, FDOT reserves the right to consider adjustments to the Revenue Forecast during the LRTP adoption cycle, if warranted.

### **Capacity Programs**

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

#### Statewide Forecast for Capacity Programs

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

#### Metropolitan Forecast for Capacity Programs

Pursuant to federal law, transportation management area (TMA) funds and certain Transportation Alternatives (TALU) funds are projected based on current population estimates. These 2 categories only apply to federally designated TMAs; 15 of the State’s 27 MPOs qualify for these funds. District estimates for certain Transportation Alternatives (TA) funds and the Other Roads program were developed using the current statutory formula.<sup>1</sup> For planning purposes, transit program funds were divided between Districts and counties according to population.

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<sup>1</sup> The statutory formula is 50% population and 50% motor fuel tax collections.

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

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

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

Major Programs	Time Periods (Fiscal Years)					26-Year Total <sup>2</sup>
	2020 <sup>1</sup>	2021-25 <sup>1</sup>	2026-30	2031-35	2036-45	2020-2045
SIS Highways Construction & ROW	2,199	12,940	12,490	13,933	28,971	70,534
Other Roads Construction & ROW	892	6,538	8,006	8,650	18,103	42,188
Aviation	211	1,143	1,433	1,596	3,354	7,738
Transit	417	2,306	2,881	3,154	6,580	15,339
Rail	178	850	1,255	1,425	2,985	6,692
Intermodal Access	40	262	345	379	791	1,816
Seaports	114	622	837	938	1,970	4,481
SUN Trail	25	125	125	125	250	650
<b>Total Capacity Programs</b>	<b>4,075</b>	<b>24,786</b>	<b>27,372</b>	<b>30,200</b>	<b>63,004</b>	<b>149,438</b>
<b>Statewide Total Forecast</b>	<b>8,437</b>	<b>44,823</b>	<b>52,694</b>	<b>58,233</b>	<b>121,454</b>	<b>285,641</b>

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

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

Estimates for the Other Roads and Transit program categories for this metropolitan area are included in Table 5.

**Table 5**  
**County Level Capacity Program Estimates**  
**State and Federal Funds from the 2045 Revenue Forecast (Millions of Dollars)**  
 Estimates for the North Florida Transportation Planning Organization

Capacity Programs*	Time Periods (Fiscal Years)					26-Year Total
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
Other Roads Construction & ROW	47.88	391.55	494.08	539.87	1130.31	2603.70
Transit	26.69	148.28	186.98	204.77	426.60	993.31
<b>Total - Main Programs</b>	<b>74.57</b>	<b>539.84</b>	<b>681.07</b>	<b>744.64</b>	<b>1556.91</b>	<b>3597.02</b>

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

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

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

A few programs fund capacity projects throughout the state on a competitive basis. The two most prominent programs for MPOs are the Transportation Regional Incentive Program (TRIP) and the Florida New Starts Transit Program. Formerly, TRIP was referred to as a Documentary Stamp Tax program, but there are currently multiple sources of funding. With the economic recovery, the forecast funding for TRIP is now over five times the level of 5 years ago. Also, amounts for the federally funded TMA program (Fund Code SU) are provided in Table 6, and not included in Table 5. Neither TRIP, Florida New Starts or TMA funds are included above.

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

North Florida Metropolitan Area (Defined as Clay, Duval, Nassau, and St. Johns Counties)	Time Periods (Fiscal Years)					26 Year Total
	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
<b>TMA / SU Funds</b>	17.23	86.13	86.13	86.13	172.26	447.88

Projects which would be partially or entirely funded by TRIP or FL New Starts cannot be counted as “funded” in LRTPs. This is because there is no guarantee of any specific project receiving TRIP or FL New Starts funding in the future. Both programs are competitive, and only a small percentage of potentially eligible projects receive funding. However, these projects can be included in LRTPs as “illustrative” projects.<sup>1</sup> If MPOs have specific questions, they should consult with their District liaison and planning staff; District staff will contact the OPP, Work Program, or other Central Office staff as needed. Conditional estimates of TRIP funds by District are in Table 7. Statewide estimates of FL New Starts funds are in Table 8.

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

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

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

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

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

<sup>1</sup> Other projects for which funding is uncertain may also be included as illustrative projects.

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

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

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

North Florida Metropolitan Area (Defined as Clay, Duval, Nassau, and St. Johns Counties)	Time Periods (Fiscal Years)					26 Year Total <sup>1</sup>
	2020 <sup>1</sup>	2021-25	2026-30	2031-35	2036-45	2020-2045
<b>TALU (Urban); Funds for TMA</b>	1.39	6.96	6.96	6.96	13.92	36.19
<b>TALL (&lt;200,000 population); Entire FDOT District</b>	0.69	3.44	3.44	3.44	6.87	17.86
<b>TALT (Any Area); Entire FDOT District</b>	2.78	13.89	13.89	13.89	27.77	72.20

<sup>1</sup> Rows sometimes do not equal the totals due to rounding.

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

### **Non-Capacity Programs**

Non-capacity programs refer to FDOT programs designed to support, operate and maintain the state highway system: safety, resurfacing, bridge, product support, operations and maintenance, and administration. Table 10 includes a description of each non-capacity program and the linkage to the program categories used in the Program and Resource Plan.

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

- **Resurfacing program:** Ensure that 80% of state highway system pavement meets Department standards;
- **Bridge program:** Ensure that 90% of FDOT-maintained bridges meet Department standards while keeping all FDOT-maintained bridges open to the public safe;
- **Operations and maintenance program:** Achieve 100% of acceptable maintenance condition standard on the state highway system;
- **Product Support:** Reserve funds for Product Support required to construct improvements (funded with the forecast’s capacity funds) in each District and metropolitan area; and
- **Administration:** Administer the state transportation program.

The Department has reserved funds in the 2040 Revenue Forecast to carry out its responsibilities

and achieve its objectives for the non-capacity programs on the state highway system.

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

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

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

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

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

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

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

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

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

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

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



### Advisory Concerning Florida's Turnpike Enterprise

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

Projections of Turnpike revenues within the State of Florida Revenue Forecast beyond FY2028 are for planning purposes, and no undue reliance should be placed on these projections. Such amounts are generated and shared by the FDOT Office of Policy Planning (OPP) for purposes of accountability and transparency. They are part of the Revenue Forecast process, which serves the needs of MPOs generating required Long Range Transportation Plans (LRTPs).

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

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# **APPENDIX**

## Local Option Gas Tax Forecasts

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The tables included in this appendix provide high level projections of potential local option gas tax revenues. These forecasts are based on current gasoline consumptions forecasts for each county.

The continued electrification of the vehicle fleet these forecasts are expected to decline over time. Adjustments to the forecasts have been provided that assume different levels of market penetration of electric vehicles.

**Clay** 10% Market Penetration

	1 Cent	3 Cents	5 Cents
2020-2025	\$4,404,361	\$13,213,082	\$22,021,803
2026-2030	\$3,700,870	\$11,102,610	\$18,504,351
<b>Total</b>	<b>\$8,105,231</b>	<b>\$24,315,692</b>	<b>\$40,526,154</b>

**Duval** 10% Market Penetration

	1 Cent	3 Cents	5 Cents
2020-2025	\$26,678,572	\$80,035,715	\$133,392,858
2026-2030	\$22,417,312	\$67,251,937	\$112,086,562
<b>Total</b>	<b>\$49,095,884</b>	<b>\$147,287,652</b>	<b>\$245,479,420</b>

20% Market Penetration

2020-2025	\$3,914,987	\$11,744,962	\$19,574,936
2026-2030	\$3,289,662	\$9,868,987	\$16,448,312
<b>Total</b>	<b>\$7,204,650</b>	<b>\$21,613,949</b>	<b>\$36,023,248</b>

20% Market Penetration

2020-2025	\$23,714,286	\$71,142,858	\$118,571,430
2026-2030	\$19,926,500	\$59,779,500	\$99,632,499
<b>Total</b>	<b>\$43,640,786</b>	<b>\$130,922,357</b>	<b>\$218,203,929</b>

25% Market Penetration

2020-2025	\$3,670,301	\$11,010,902	\$18,351,503
2026-2030	\$3,084,058	\$9,252,175	\$15,420,292
<b>Total</b>	<b>\$6,754,359</b>	<b>\$20,263,077</b>	<b>\$33,771,795</b>

25% Market Penetration

2020-2025	\$22,232,143	\$66,696,429	\$111,160,715
2026-2030	\$18,681,094	\$56,043,281	\$93,405,468
<b>Total</b>	<b>\$40,913,237</b>	<b>\$122,739,710</b>	<b>\$204,566,183</b>

**Nassau** 10% Market Penetration

	<b>1 Cent</b>	<b>3 Cents</b>	<b>5 Cents</b>
2020-2025	\$2,405,527	\$7,216,580	\$12,027,633
2026-2030	\$2,021,302	\$6,063,905	\$10,106,508
<b>Total</b>	\$4,426,828	\$13,280,485	\$22,134,141

**St Johns** 10% Market Penetration

	<b>1 Cent</b>	<b>3 Cents</b>	<b>5 Cents</b>
2020-2025	\$7,041,746	\$21,125,239	\$35,208,732
2026-2030	\$5,916,997	\$17,750,991	\$29,584,985
<b>Total</b>	\$12,958,743	\$38,876,230	\$64,793,716

20% Market Penetration

2020-2025	\$2,138,246	\$6,414,738	\$10,691,229
2026-2030	\$1,796,713	\$5,390,138	\$8,983,563
<b>Total</b>	\$3,934,958	\$11,804,875	\$19,674,792

20% Market Penetration

2020-2025	\$6,259,330	\$18,777,990	\$31,296,650
2026-2030	\$5,259,553	\$15,778,658	\$26,297,764
<b>Total</b>	\$11,518,883	\$34,556,649	\$57,594,414

25% Market Penetration

2020-2025	\$2,004,605	\$6,013,816	\$10,023,027
2026-2030	\$1,684,418	\$5,053,254	\$8,422,090
<b>Total</b>	\$3,689,024	\$11,067,071	\$18,445,118

25% Market Penetration

2020-2025	\$5,868,122	\$17,604,366	\$29,340,610
2026-2030	\$4,930,831	\$14,792,492	\$24,654,154
<b>Total</b>	\$10,798,953	\$32,396,858	\$53,994,763