2045 REVENUE FORECAST FORWARD PINELLAS

WITH STATEWIDE, DISTRICTWIDE AND COUNTY-SPECIFIC PROJECTIONS

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

Overview

This report documents the Florida Department of Transportation (FDOT) revenue forecast through 2045. Estimates for major state programs for this metropolitan area, for FDOT Districts, and for Florida as whole are included. This includes state and federal funds that "flow through" the FDOT work program. This information is used for updates of Metropolitan Planning Organization (MPO¹) Long Range Transportation Plans (LRTPs) and related documents.

Background

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

The department developed a long-range revenue forecast through 2045. The forecast is largely based upon recent federal legislation (e.g., the FAST Act²) and changes in multiple factors affecting state revenue sources and current policies. This 2045 forecast incorporates (1) amounts contained in the department's work program for FYs 2018 through 2022, (2) the impact of the department's objectives and investment policies, and (3) the Statutory Formula (equal parts of population and motor fuel tax collections) for distribution of certain program funds. All estimates are expressed in nominal dollars, also known as year of expenditure (YOE) dollars.

Purpose

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

Florida Department of Transportation

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

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

³ FDOT's tax source primer is available at http://www.fdot.gov/comptroller/pdf/GAO/RevManagement/Tax%20Primer.pdf. The financial information handbook is prepared by the Office of Economic and Demographic Research, part of the Florida Legislature; it is available at http://edr.state.fl.us/Content/local-government/reports/lgfih17.pdf.

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

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

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

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

2045 Revenue Forecast (State and Federal Funds)

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

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

Forecast of State and Federal Revenues

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

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

⁴ Formerly known as the Systems Planning Office.

Dade County, but that category may apply to more counties in future Revenue Forecasts. Assumptions about revenue growth are shown in Table 1:

Table 1
Revenue Sources and Assumptions

Revenue Sources	Years	Assumptions*
State Taxes (includes fuel taxes,	2019-2028	Florida REC Estimates; these average in the range
tourism-driven sources,		from 2.5% to 3.0% per year
vehicle-related taxes and	2029-2045	Annual 1.93% increase in 2029, gradually decreasing
documentary stamp taxes)		to -0.44% in 2045
Federal Distributions	2018-2027	FDOT Federal Aid Forecast
(Total Obligating Authority)	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	Time Periods (Fiscal Years)								
Revenue Sources	2020¹	2021-2025 ¹	2026-2030	2031-2035	2036-2045	26-Year Total ² 2020-2045			
Federal	2,353	10,884	11,878	12,108	24,217	61,440			
	28%	24%	23%	21%	20%	22%			
State	5,270	27,366	34,128	38,264	80,719	185,748			
	62%	61%	65%	66%	66%	65%			
Turnpike	814	6,572	6,688	7,861	16,518	38,453			
	10%	15%	13%	14%	14%	13%			
Total ²	8,437	44,823	52,694	58,233	121,454	285,641			

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

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

Estimates for State Programs

Long range revenue forecasts assist in determining financial feasibility of needed transportation improvements, and in identifying funding priorities. FDOT policy places primary emphasis on safety and preservation. Remaining funding is planned for capacity programs and other priorities.

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

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

Capacity Programs

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

Statewide Forecast for Capacity Programs

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

Metropolitan Forecast for Capacity Programs

Pursuant to federal law, transportation management area (TMA) funds and certain Transportation Alternatives (TALU) funds are projected based on current population estimates. These 2 categories only apply to federally designated TMAs; 15 of the State's 27 MPOs qualify for these funds. District estimates for certain Transportation Alternatives (TA) funds and the Other Roads program were developed using the current statutory formula.⁵ For planning purposes, transit program funds were divided between Districts and counties according to population.

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

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

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

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

Major Programs		Time Periods (Fiscal Years)					
	2020¹	2021-25 ¹	2026-30	2031-35	2036-45	2020-2045	
SIS Highways Construction & ROW	2,199	12,940	12,490	13,933	28,971	70,534	
Other Roads Construction & ROW	892	6,538	8,006	8,650	18,103	42,188	
Aviation	211	1,143	1,433	1,596	3,354	7,738	
Transit	417	2,306	2,881	3,154	6,580	15,339	
Rail	178	850	1,255	1,425	2,985	6,692	
Intermodal Access	40	262	345	379	791	1,816	
Seaports	114	622	837	938	1,970	4,481	
SUN Trail	25	125	125	125	250	650	
Total Capacity Programs	4,075	24,786	27,372	30,200	63,004	149,438	
Statewide Total Forecast	8,437	44,823	52,694	58,233	121,454	285,641	

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

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 Forward Pinellas

	Time Perio	26-Year Total				
Capacity Programs*	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
Other Roads Construction & ROW	20.37	188.74	247.28	273.43	575.73	1305.54
Transit	16.84	93.56	117.97	129.19	269.15	626.71
Total - Main Programs	37.21	282.29	365.25	402.62	844.88	1932.25

^{*} Estimates for 2018 through 2022 are contained in the FDOT Adopted Work 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.

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

[#] 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.

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)

Forward Pinellas Metropolitan		Time Pe	26 Year Total			
Area (Defined as Pinellas County)	2020	2021-25	2026-30	2031-35	2036-45	2020-2045
TMA / SU Funds	13.46	67.31	67.31	67.31	134.62	350.01

Projects which would be partially or entirely funded by TRIP or FL New Starts cannot be counted as "funded" in LRTPs. This is because there is no guarantee of any specific project receiving TRIP or FL New Starts funding in the future. Both programs are competitive, and only a small percentage of potentially eligible projects receive funding. However, these projects can be included in LRTPs as "illustrative" projects.⁶ If MPOs have specific questions, they should consult with their District liaison and planning staff; District staff will contact the OPP, Work Program, or other Central Office staff as needed. Conditional estimates of TRIP funds by District are in Table 7. Statewide estimates of FL New Starts funds are in Table 8.

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

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

FDOT District		26-Year Total ²				
	2020¹	2021-25	2026-30	2031-35	2036-2045	2020-2045
District 1	3.1	21.9	32.7	36.4	74.6	168.8
District 2	2.5	17.6	26.3	29.2	59.9	135.5
District 3	1.6	11.6	17.3	19.2	39.3	89.0
District 4	4.1	28.9	43.1	47.9	98.2	222.3
District 5	4.7	32.8	49.0	54.4	111.7	252.6
District 6	2.8	19.7	29.4	32.7	67.0	151.6
District 7	3.3	23.2	34.6	38.4	78.8	178.2
Statewide Total Forecast	22.2	155.8	232.3	258.2	529.5	1,197.9

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

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

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

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

Statewide Program		26-Year Total				
	2020	2021-25	2026-30	2036-45	2020-2045	
Statewide Total Forecast	41.8	226.3	259.2	282.4	593.4	1,403.1

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

Forward Pinellas Metropolitan		26 Year Total ¹				
Area (Defined as Pinellas County)	2020 ¹	2021-25	2026-30	2031-35	2036-45	2020-2045
TALU (Urban); Funds for TMA	1.17	5.85	5.85	5.85	11.69	30.40
TALL (<200,000 population); Entire FDOT District	0.37	1.86	1.86	1.86	3.71	9.65
TALT (Any Area); Entire FDOT District	3.67	18.33	18.33	18.33	36.66	95.32

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

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

Non-Capacity Programs

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

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

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

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

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

2045 Revenue Forecast Programs	PRP Program Categories
Safety - 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
Resurfacing - Resurfacing of pavements on the State Highway System and local roads as provided by state law.	Interstate Arterial and Freeway Off-System Turnpike
Bridge - 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
Operations & Maintenance - Activities to support and maintain transportation infrastructure once it is constructed and in place.	Operations & Maintenance Traffic Engineering & Operations Toll Operations Motor Carrier Compliance
Administration and Other - Resources required to perform the fiscal, budget, personnel, executive direction, document reproduction, and contract functions. Also includes the Fixed Capital Outlay Program, which provides for the purchase, construction, and improvement of non-highway fixed assets (e.g., offices, maintenance yards). 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)					
Major Categories	2020	2021-25	2026-30	2031-35	2036-45	2020-2045	
Safety	141	820	826	825	1,659	4,271	
Resurfacing	633	4,354	4,150	4,241	8,756	22,135	
Bridge	1,035	1,051	2,403	2,946	6,122	13,556	
Product Support	1,302	6,576	6,709	7,096	14,614	36,299	
Operations and Maintenance	1,384	7,442	8,596	9,162	18,939	45,523	
Administration and Other	429	2,770	2,891	2,819	5,559	14,468	
Statewide Total Forecast	4,923	23,013	25,576	27,089	55,650	136,251	

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

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

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

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

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

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

Advisory Concerning Florida's Turnpike Enterprise

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

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

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

REVENUE FORECAST FOR THE FORWARD PINELLAS LONG RANGE PLAN UPDATE

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