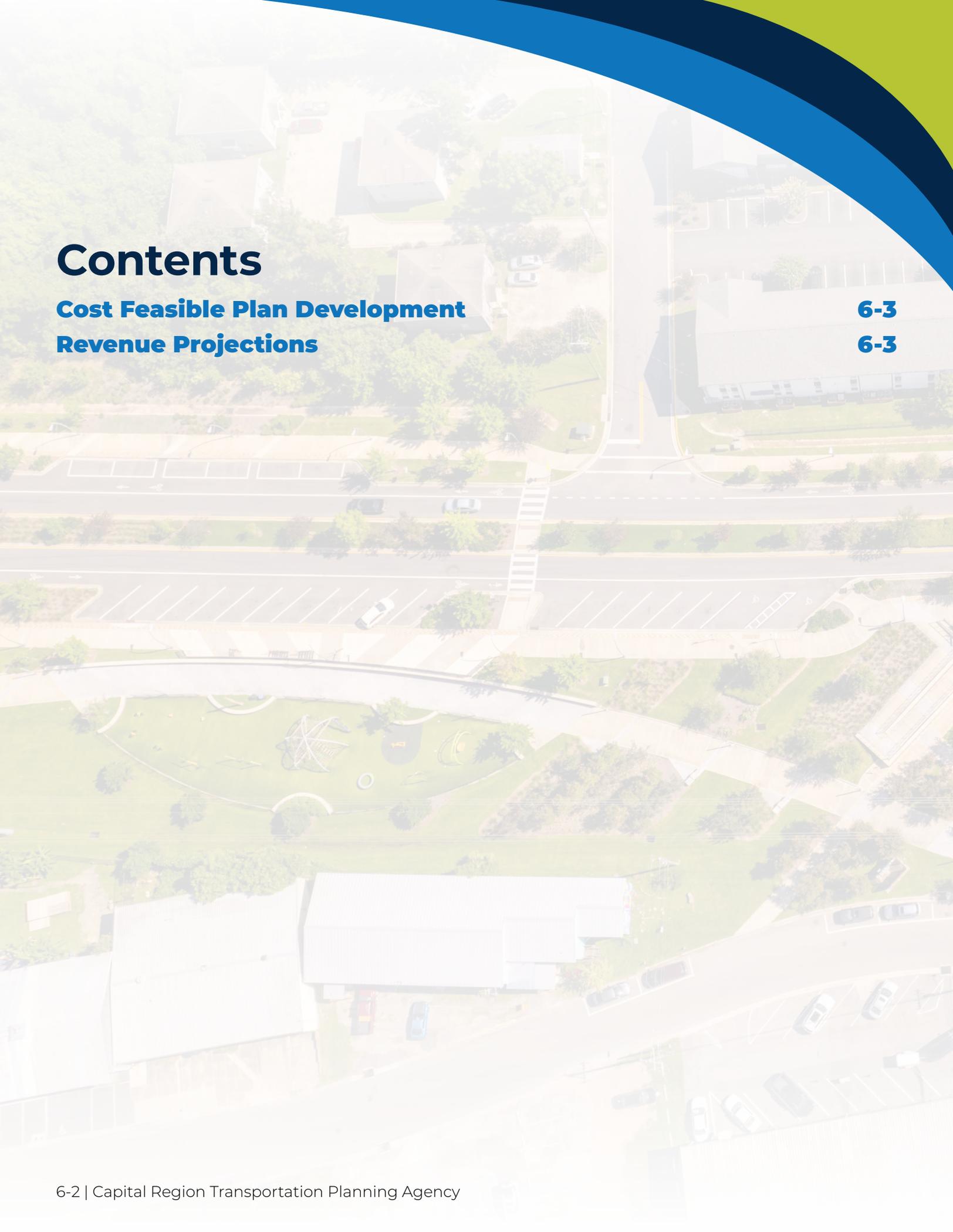


CHAPTER 6 FINANCIAL REVENUE ESTIMATES

An aerial rendering of a proposed development. The top half shows residential-style houses with gabled roofs and lawns. A central horizontal road has a crosswalk and a sidewalk. Below the road is a large, curved playground area with various equipment. The bottom half shows larger, industrial-style buildings with corrugated metal roofs and several parking lots filled with cars. A blue and green curved graphic element is in the top right corner.

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Cost Feasible Plan Development

One of the core requirements for all long range transportation plans is a list of projects that are financially feasible. This effort requires balancing estimated revenues and project costs that clearly illustrate that costs do not exceed revenues for the 25-year plan period. Project costs are based on planning level estimates by project phase, including planning, design, right-of-way (ROW) acquisition, and construction phases. Future revenue estimates are based on a combination of historical receipts and expected future growth in population and other economic indicators.



Revenue Projections

The development of a Cost Feasible Plan or CFP, requires estimates of future transportation revenues. This section presents estimated future transportation revenues between 2025 and 2050 and the forecasting process used to estimate them. Both revenues and costs in the cost feasible plan are represented in Year of Expenditure (YOE) value, reflecting inflation over the period of the plan. All revenue estimates are presented in five-year time bands starting in fiscal year 2025. Estimates of inflation are based on rates published by the Florida Department of Transportation (FDOT) in its 2050 Revenue Forecast Handbook, reflecting annual rates between 3.0% and 3.2% for the first three years (2026-2028) and a constant 3.3% annually for the remainder of the plan period between 2029 and 2050. Rates applied to present day costs are derived from the annual rates to represent 5- and 10-year time band values using FDOT inflation factors presented in **Table 6-1**. The full 2050 Forecast Revenue Handbook is included in **Appendix G**.

Table 6-1. FDOT Inflation Factors

Time Band	Inflation Factor (relative to 2024/25)
2031-2035	1.29
2036-2040	1.56
2041-2050	1.94

The first six years of the future revenue estimates are included in the forecasts for comprehensiveness, but are not utilized in the CFP, as funding for the period between 2025 and 2030 is already programmed in the FDOT Work Program and the CRTPA’s Transportation Improvement Program (TIP).

The revenue forecasts include State, Federal and local revenues. The State and Federal revenues were provided by FDOT, while local sources were developed by CRTPA. Local sources include State-distributed fuel taxes, locally adopted fuel taxes, and local transit funding. The forecasts developed by CRTPA are based on historical receipts and future population and employment. Sources include the Florida Local Government Financial Information Handbook for historical receipts; future population and employment data used in the regional planning model; and historical population estimates from the University of Florida Bureau of Economic and Business Research (BEBR).

The revenue estimates are organized by State/Federal and local revenue sources and their respective applicability to fund transportation improvements. Explanation of each funding source; the local funding forecasting process and assumptions; and tables summarizing the estimated future revenues are included below.

State/Federal Revenue Sources

State and Federal revenue forecasts, exclusive of State-distributed fuel taxes, were prepared and provided to CRTPA by FDOT and are summarized in the 2050 Revenue Forecast Handbook published in June 2023. The 2050 forecasts are significantly different than those developed for the 2045 LRTP cycle, in terms of how the funding programs are organized, their applicability to TMA and non-TMA MPOs, and the geographical distribution of revenues. One of the most significant differences in the 2050 State/Federal forecasts is the separation of most Federal funding program allocations between FDOT district level and MPO level, whereas in the past only MPO level allocations were provided.

State/Federal Capacity Programs

State and Federal funding forecasts are compartmentalized in two broad categories, based on availability for roadway capacity expansion and other transportation facility improvements, and availability for existing system operation, maintenance and support. The former is summarized in **Table 6-2**, including MPO level allocations, and FDOT District 3 allocations proportional to Capital Region population relative to other counties in the district. The Strategic Intermodal System (SIS) funding represents the cost of improvements in the Capital Region in the SIS 5-Year Plan, 2nd 5-Year Plan and 2050 Long Range Cost Feasible Plan.¹

Table 6-2. State/Federal Future Capacity Revenue Estimates (in millions, YOE \$)

MPO Allocation	2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
Surface Transportation Block Grant (SU)	\$9.19	\$16.45	\$16.09	\$16.09	\$32.17	\$89.99
Transportation Alternatives (TA)	\$1.88	\$2.93	\$2.94	\$2.94	\$5.88	\$16.57
State Highway System (non-SIS)	\$5.68	\$3.90	\$10.15	\$10.55	\$21.48	\$51.76
Other Roads (non-SIS, non-SHS)	\$10.33	\$7.28	\$7.45	\$7.75	\$15.78	48.59
Transit	\$3.06	\$8.42	\$9.10	\$9.51	\$19.41	49.50
FDOT District 3 Proportional Allocation						
Surface Transportation Block Grant (SU)	15.72	\$26.73	\$30.72	\$30.72	\$61.43	\$165.32
Transportation Alternatives (TA)	\$1.84	\$3.75	\$3.78	\$3.78	\$7.56	\$20.71
Transit	\$5.67	\$6.55	\$8.69	\$8.69	\$17.27	\$46.87
Transportation Regional Incentive Program (TRIP)	\$2.04	\$4.52	\$4.93	\$5.15	\$10.51	\$27.15
Total State/Federal						
Strategic Intermodal System (SIS)	\$8.58	\$100.05	\$17.00	\$7.36	\$130.91	\$263.90
Surface Transportation Block Grant (SU)	\$24.91	\$43.18	\$46.81	\$46.81	\$93.60	\$255.31
Transportation Alternatives (TA)	\$3.72	\$6.68	\$6.72	\$6.72	\$13.44	\$37.28
State Highway System (non-SIS)	\$5.68	\$3.90	\$10.15	\$10.55	\$21.48	\$51.76
Other Roads (non-SIS, non-SHS)	\$10.33	\$7.28	\$7.45	\$7.75	\$15.78	\$48.59
Transit	\$8.73	\$14.97	\$17.79	\$18.20	\$36.68	\$96.37
Transportation Regional Incentive Program (TRIP)	\$2.04	\$4.52	\$4.93	\$5.15	\$10.51	\$27.15

¹ <https://www.fdot.gov/planning/systems/sis/plans.shtml>

State/Federal Non-Capacity Programs

FDOT maintains a mix of State and Federal funding for non-capacity improvements to the State Highway System (SHS). Some of the funds used for this purpose are sub-allocated at the district level, while others are provided at the statewide level only. The FDOT forecasts summarized at the statewide level are broken down into programs including safety, roadway resurfacing, bridge repair and replacement, operations and maintenance, product support and administrative. The former categories are sufficient to operate, maintain, and repair existing infrastructure statewide. Product support funding is used to support planning and engineering services and administrative funding is used for staff, equipment, and materials procurement. The statewide estimates for non-capacity funding are included in **Table 6-3**.

Table 6-3. Statewide Non-Capacity Future Revenue Estimates (in millions, YOE \$)

Statewide Non-Capacity	2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
Safety	\$412.3	\$997.7	\$1,017.1	\$1,017.8	\$2,036.2	\$5,481.1
Resurfacing	\$3,034.1	\$7,998.7	\$8,034.4	\$8,184.5	\$16,507.3	\$43,759.1
Bridge	\$522.2	\$2,357.3	\$1,954.7	\$1,999.7	\$4,040.7	\$10,874.5
Product Support	\$3,352.8	\$6,280.8	\$6,346.1	\$6,536.4	\$13,247.9	\$35,763.9
Operations and Maintenance	\$2,465.8	\$6,893.9	\$7,525.7	\$7,851.7	\$16,003.5	\$40,740.6
Administrative	\$396.2	\$919.5	\$994.1	\$1,039.0	\$2,119.4	\$5,468.1

Some of the programs for which FDOT revenues are estimated at the statewide level are also suballocated at the districtwide level, including the Highway Safety Improvement Program (HSIP) and Resurfacing, Bridge, and Operation and Maintenance (O&M) programs. The latter three are combined by FDOT into one general program for the purpose of districtwide revenue estimates. The district level revenues for these programs are summarized in **Table 6-4**.

Table 6-4. Districtwide Non-Capacity Future Revenue Estimates (in millions, YOE \$)

Districtwide Non-Capacity	2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
Safety (HSIP)	\$32.20	\$39.97	\$38.46	\$38.46	\$76.91	\$226.00
Resurfacing, Bridge, O&M	\$923.87	\$1,774.58	\$1,789.57	\$1,837.48	\$3,719.07	\$10,044.57

State/Federal Non-Highway Modal Programs

FDOT also maintains a mix of State and Federal funding for improvements to non-highway components of the State transportation system, including aviation, rail, intermodal facilities, seaport facilities, and the SUN Trail program. Revenue estimates for these programs are reported by FDOT at the statewide level only. **Table 6-5** summarizes the future revenue estimates for these programs.

Table 6-5. Statewide Modal Program Future Revenue Estimates (in millions, YOE \$)

Modal Programs	2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
Aviation	\$259.72	\$702.40	\$782.88	\$818.26	\$1,669.10	\$4,232.36
Rail	\$282.69	\$398.15	\$415.91	\$432.51	\$880.30	\$2,409.56
Intermodal Access	\$41.85	\$144.66	\$167.43	\$172.27	\$348.99	\$875.18
Seaport Development	\$54.87	\$213.67	\$235.04	\$245.71	\$501.22	\$1,250.51
SUN Trail	\$50.00	\$125.00	\$125.00	\$125.00	\$250.00	\$675.00

Local Revenue Sources

Local transportation revenues available to Capital Region counties are primarily generated through State distributed fuel taxes and the Blueprint one-cent sales surtax. Fuel tax revenues are assumed to be reserved for local system O&M, while Blueprint revenues are spent on infrastructure improvements, including transportation, utilities, stormwater, parks, greenways, and economic development. This section provides a summary of State distributed and local option fuel taxes. The primary assumptions used to forecast these revenues include:

- Historical receipts of fuel and sales tax revenues;
- Expected population growth;
- Expected changes in fuel efficiency; and
- Expected Inflation.

Historical fuel revenue estimates are sourced from the Local Government Financial Information Handbook published annually by the Florida Legislature's Office of Economic and Demographic Research². Population growth estimates were obtained from the University of Florida's Bureau of Economic and Business Research population estimates³ and fuel efficiency projections are based on U.S. Energy Information Administration projections⁴. Future fuel efficiency estimates indicate a 0.5% annual decrease in fuel consumption by the transportation sector. Inflation projections used to estimate YOY revenues are consistent with the Revenue Forecast Handbook estimates.

State Distributed Fuel Taxes

All Florida counties receive Constitutional and County Fuel Tax revenues according to an allocation formula that uses county population, land area, and fuel taxes collected in each respective county in previous years. The Constitutional Fuel Tax levies two cents on every gallon of gasoline and the County Fuel Tax levies one cent on every gallon of gasoline. The proceeds of these fuel tax revenues distributed to counties must be used to satisfy debt service on outstanding bonds

first and the remainder for transportation improvements, including pre-construction, construction, and maintenance needs. The estimated future revenues in Capital Region counties for these two fuel tax sources is based on an average of eight years (2016-2023) of historical distributions, adjusted for inflation.

Local Option Fuel Taxes (LOFT)

There are three local option fuel taxes that can be levied by counties up to a total of twelve cents per gallon of gasoline. The three fuel taxes are known as the following:

- 9th Cent Fuel Tax
- 1-to-6 Cent Fuel Tax
- 1-to-5 Cent Fuel Tax

Currently, all four counties in the Capital Region levy the 1-to-6 cent tax and all but Gadsden County levy the 9th cent tax. Only Jefferson and Leon counties currently levy the 1-to-5 cent tax. The local option fuel taxes are collected and distributed similarly, apart from the amount levied for each.

Future revenue estimates for the LOFT programs were estimated using eight years (2016-2023) of historical receipts for the respective portions of LOFT, as outlined in the Local Government Financial Handbook. Per capita revenues in each of those years based on annual BEBR population estimates were computed and averaged for the eight-year period. The per capita receipts were applied to annual future population estimates between 2025 and 2050 developed for each county to estimate future LOFT revenues by county. The forecasts were also broken down by County/Municipality in the counties with interlocal revenue sharing agreements. Additional factors were applied to account for inflation and future fuel efficiency improvements and electric vehicle penetration.

Gadsden, Jefferson, and Leon counties have interlocal agreements with their respective municipal jurisdictions for LOFT revenue sharing based on the population distribution in those counties.

² 2024 Local Government Financial Information Handbook

³ Population | B.E.B.R. - Bureau of Economic and Business Research

⁴ U.S. Energy Information Administration Annual Energy Outlook 2023

Municipal Fuel Tax

The Municipal Fuel Tax is a one-cent tax on fuel sales deposited in the Municipal Revenue Sharing Program. Municipal fuel tax distributions are based on population and sales tax collections at the municipal level.

Table 6-6 through **Table 6-9** include estimates of future fuel tax revenues for the respective counties and municipalities.

Table 6-6. Gadsden County Future Revenue Estimates (in millions, YOE \$)

Revenue Source		2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
County	County Fuel Tax	\$0.52	\$2.81	\$3.24	\$3.73	\$9.24	\$19.54
	Constitutional Fuel Tax	\$1.18	\$6.37	\$7.34	\$8.45	\$20.95	\$44.29
	9th Cent Fuel Tax	\$0.22	\$1.21	\$1.39	\$1.60	\$3.97	\$8.38
	1 to 6 Cent Local Option Fuel Tax	\$2.21	\$11.99	\$13.81	\$15.90	\$39.40	\$83.32
Municipal	Municipal Fuel Tax Revenue Sharing	\$0.21	\$1.03	\$1.04	\$1.04	\$2.08	\$5.39
	1 to 6 Cent Local Option Fuel Tax	\$0.63	\$3.43	\$3.96	\$4.55	\$11.28	\$23.86

Table 6-7. Jefferson County Future Revenue Estimates (in millions, YOE \$)

Revenue Source		2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
County	County Fuel Tax	\$0.32	\$1.62	\$1.62	\$1.61	\$3.18	\$8.36
	Constitutional Fuel Tax	\$0.73	\$3.99	\$4.69	\$5.49	\$13.86	\$28.75
	9th Cent Fuel Tax	\$0.13	\$0.71	\$0.84	\$0.98	\$2.48	\$5.14
	1 to 6 Cent Local Option Fuel Tax	\$0.66	\$3.61	\$4.23	\$4.97	\$12.54	\$26.01
	1 to 5 Cent Local Option Fuel Tax	\$0.31	\$1.68	\$1.97	\$2.31	\$5.84	\$12.11
Municipal	Municipal Fuel Tax Revenue Sharing	\$0.03	\$0.13	\$0.13	\$0.13	\$0.26	\$0.67
	1 to 6 Cent Local Option Fuel Tax	\$0.08	\$0.46	\$0.53	\$0.63	\$1.58	\$3.28
	1 to 5 Cent Local Option Fuel Tax	\$0.04	\$0.21	\$0.25	\$0.29	\$0.74	\$1.53

Table 6-8. Leon County Future Revenue Estimates (in millions, YOE \$)

Revenue Source		2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
County	County Fuel Tax	\$1.49	\$8.23	\$9.75	\$11.48	\$29.14	\$60.09
	Constitutional Fuel Tax	\$3.38	\$18.66	\$22.10	\$26.02	\$66.07	\$136.22
	9th Cent Fuel Tax	\$1.66	\$9.17	\$10.87	\$12.79	\$32.48	\$66.97
	1 to 6 Cent Local Option Fuel Tax	\$4.35	\$24.03	\$28.46	\$33.50	\$85.06	\$175.39
	1 to 5 Cent Local Option Fuel Tax	\$3.44	\$19.03	\$22.54	\$26.53	\$67.37	\$138.92
Municipal	Municipal Fuel Tax Revenue Sharing	\$1.82	\$9.25	\$9.54	\$9.85	\$20.63	\$51.09
	1 to 6 Cent Local Option Fuel Tax	\$4.97	\$27.45	\$32.52	\$38.28	\$97.20	\$200.42
	1 to 5 Cent Local Option Fuel Tax	\$3.44	\$19.03	\$22.54	\$26.53	\$67.37	\$138.92

Table 6-9. Wakulla County Future Revenue Estimates (in millions, YOE \$)

Revenue Source		2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
County	County Fuel Tax	\$0.40	\$2.25	\$2.74	\$3.30	\$8.62	\$17.29
	Constitutional Fuel Tax	\$0.90	\$5.09	\$6.20	\$7.47	\$19.54	\$39.20
	9th Cent Fuel Tax	\$0.16	\$0.88	\$1.07	\$1.29	\$3.36	\$6.74
	1 to 6 Cent Local Option Fuel Tax	\$0.88	\$4.95	\$6.03	\$7.27	\$19.00	\$38.12
Municipal	Municipal Fuel Tax Revenue Sharing	\$0.01	\$0.05	\$0.05	\$0.06	\$0.12	\$0.29

Public Transit Revenues

StarMetro operates the public transit system in Leon County, which consists of 14 fixed route bus services. Both State/Federal and local revenues are used to support StarMetro services. State/Federal revenue sources include numerous urban, rural, and disadvantaged population formula grant programs available for both operating and capital expenditures. The local sources used by StarMetro include farebox revenues, advertising revenues, local university contributions, and various local tax revenues, including Tallahassee general revenue, Blueprint sales tax revenue, fuel tax revenues, concurrency funds, and Leon County matching funds. Projections of local operating and capital revenues are based on 10 years of projected revenues in the StarMetro Transit Development Plan extrapolated to 2050 based on per capita rates and expected future population in Leon County. **Table 6-10** summarizes estimated public transit funding for the plan period.

Table 6-10. Public Transit Revenue (in millions, YOES)

Revenue Source		2025	2026-2030	2031-2035	2036-2040	2041-2050	Total
Local	Operating	\$11.78	\$66.69	\$75.98	\$79.35	\$162.84	\$396.63
	Capital	\$0.73	\$22.17	\$10.07	\$14.61	\$29.98	\$77.56
State/ Federal	Operating	\$6.91	\$30.56	\$33.07	\$34.17	\$70.12	\$174.84
	Capital	\$2.94	\$14.34	\$11.66	\$12.12	\$24.88	\$65.93