

Appendix E-1
FDOT MPO Program Management Handbook
(Excerpts)

Chapter 4 Long-Range Transportation Plan

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4.1 PURPOSE

This chapter provides guidance to personnel of the Florida Department of Transportation for assisting the Metropolitan Planning Organizations (MPOs) in developing, implementing and managing the MPO's Long-Range Transportation Plan (LRTP) required by federal and state laws and regulations.

4.2 AUTHORITY

23 United States Code (U.S.C.) 134 (h) and (i)

49 U.S.C. 5303(f)

23 Code of Federal Regulations (C.F.R.) 450.316, 450.320, 450.322 and Appendix A To Subpart 450

23 C.F.R. 500.109, 500.110, and 500.111 (management systems)

339.175 Florida Statutes (F.S.)

4.3 SCOPE

The MPO is responsible for developing a Long Range Transportation Plan (LRTP) that addresses no less than a 20-year planning horizon from the date of the plan update adoption. The intent and purpose of the LRTP is to encourage and promote the safe and efficient management, operation, and development of a cost feasible intermodal transportation system that will serve the mobility needs of people and freight within and through urbanized areas of this state, while minimizing transportation-related fuel consumption and air pollution. The LRTP must include long-range and short-range strategies consistent with state and local goals and objectives. This chapter is for the use of Department planning staff that provide technical assistance to the MPO's and review MPO LRTPs. MPO staff may use this as guidance for the LRTP requirements.

4.4 REFERENCES

42 U.S.C. 2000d et. seq. (Title VI of the Civil Rights Act of 1964 as amended)

The Florida Transportation Plan <http://www.dot.state.fl.us/planning/ftp/>

Department Efficient Transportation Decision Making (ETDM) Manual, March 2006
<http://etdmpub.fl.a-etat.org/est/>

Sociocultural Effects Evaluations Handbook for the ETDM Process, November, 2006
<http://www.dot.state.fl.us/emo/pubs/sce/sce1.shtm>

4.5 METHODS FOR DEVELOPING THE PLAN

Figure 4A on the page 4-5 shows the basic process for the development and approval of the LRTP. There is no single methodology or process that must be used for developing long-range transportation plans. Long-range transportation plans should reflect the goals, objectives and values of each community. Each community, at the beginning of the process must establish factors considered important to the local citizenry and address state and federal requirements. These factors should also be consistent with the **Florida Transportation Plan (FTP)**.

Plans are required to have at least a 20 year horizon. [23 C.F.R. 450.322(a); 339.175(7), F. S.] FDOT and MPO's have agreed to a horizon year of 2035 for all Florida MPO LRTP's and the plan will include unmet regional and statewide needs. The base year for the LRTP updates shall be 2009, for revenue and cost data. The base year was approved by the Florida Metropolitan Organization Advisory Council (MPOAC) on October 23, 2008. In addition, revenue and cost estimates supporting the plans must use an inflation rate(s) to reflect the "Year of Expenditure" (YOE) amounts [23 C.F.R. 450.322(f)(10)(iv)]. Guidance is provided in the "Financial Guidelines for MPO Long Range Plans" adopted by the MPOAC governing board at its April 2007 meeting, and amended on October 23, 2008. This guidance can be found at: <http://www.dot.state.fl.us/planning/revenueforecast/MPOACguide102308.pdf>. Additional guidance is provided in the "2035 Revenue Forecast Handbook" and "errata and revisions" document, which can be accessed at: <http://www.dot.state.fl.us/planning/revenueforecast/>

The MPO shall review and update the plan at least every five years in attainment areas to confirm the validity and consistency with current and forecasted transportation and land use conditions. [23 C.F.R. 450.322(c)] For these purposes, the department has developed a standard transportation model that is available for use by all Florida MPOs to address this need. The methodology used in the **Florida Standard Urban Transportation Model Structure (FSUTMS)** is documented in numerous technical memoranda published by the Department. The MPO may use any analytical techniques and/or models after consultation with the Department. The MPO should document, in the LRTP, the models used and is required to document its methodology. In addition, the MPO should prepare a series of technical memoranda explaining model use and detailing how this technique can be used in various planning applications so consultants and the Department can duplicate and use the preferred MPO model.

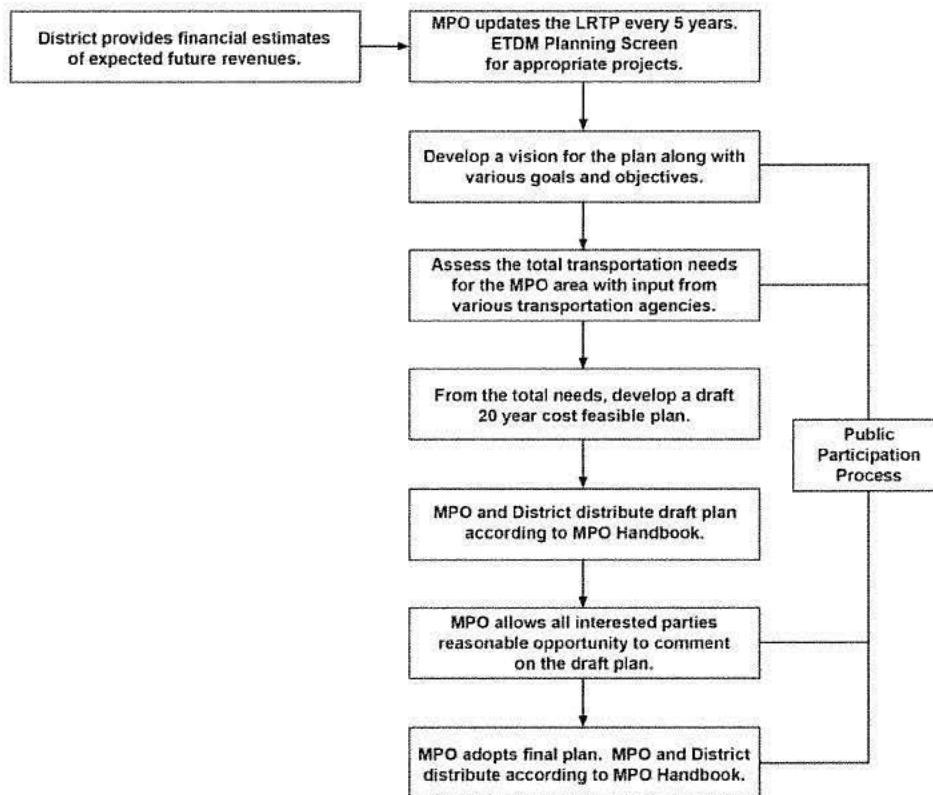
4.5.1 Horizon

The LRTP shall address no less than a 20 year planning horizon as provided in **[23 C.F.R. 450.322(a) and 339.175(7), F.S.]**. The plan should include both long-range and short-range strategies and actions that lead to the development of an integrated multimodal transportation system that facilitates the efficient movement of people and goods in addressing current and future transportation demand. **[23 C.F.R. 450.322(b)]** All MPO's will include an estimate of needs. The estimate of needs shall be within the body of the LRTP. Per MPOAC guidance, all MPO's are encouraged to develop a Needs Plan. Transportation projects included in the MPO Needs Plan should be appropriate to meet the identified transportation need while advancing the goals and policies of the MPO. More detailed information for Needs Plan development can be found in the "**Financial Guidelines for MPO Long Range Plans**" and accessed at: <http://www.dot.state.fl.us/planning/revenueforecast/MPOACguide102308.pdf>

4.5.2 Update Frequency

The MPO shall review and update the LRTP at least every five years in attainment areas. During these updates, the MPO shall confirm the plan's validity and its consistency with current and forecasted transportation and land use conditions and trends. The MPO shall also extend the planning horizon to at least 20 years. **[23 C.F.R. 450.322(c)]** The schedule for the five year update of the LRTP will be determined cooperatively by the MPO, the Department, the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA), but the LRTP must be adopted no later than five years to the day when the MPO last adopted it. Should an urban area become a non-attainment area, as formally designated by the Environmental Protection Agency (EPA), the frequency of plan updates may be changed, and the transportation conformity requirements will be reinstated in accordance with the updated State Implementation Plan to comply with the requirements of the Clean Air Act.

FIGURE 4A PLAN DEVELOPMENT AND APPROVAL PROCESS



4.5.9 Major Project Guidance

SAFETEA-LU made several significant changes to the requirements for FHWA defined Major Projects, (also known as mega projects) with revisions in January, 2007. The monetary threshold for classification as a Major Project was lowered from an estimated total cost of \$1 billion to \$500 million or greater. A Project Management Plan (PMP) and an Annual Financial Plan is required for all Major Projects to be submitted to FHWA by the Districts. **[23 U.S.C. 106 (h)]** The Federal Transit Administration (FTA) also has requirements for Major Capital Investment Projects **[49 U.S.C. Part 611]**. The update of the annual finance plan could necessitate an update to the LRTP.

It is important that any Major Projects be identified as such in the MPO's LRTP. FHWA has issued guidance requesting that the cost estimates reported for Major Projects in the first five years of the LRTP should be based on more precise cost estimate information than a project reflected in the latter years of the LRTP. The FHWA guidance can be found at:

<http://www.fhwa.dot.gov/programadmin/mega/011907.cfm>

4.6 AREAS TO BE ADDRESSED IN THE PLAN

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) slightly modified the planning factors that are to be considered in the MPO planning process, of which the LRTP is a part. These planning factors are found in **[23 U.S.C. 134(h)(1)]**. They include:

- (1) Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- (2) Increase the safety of the transportation system for motorized and nonmotorized users;
- (3) Increase the security of the transportation system for motorized and nonmotorized users;
- (4) Increase the accessibility and mobility of people and for freight;
- (5) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- (6) Enhance the integration and connectivity of the transportation system across and between modes for people and freight;
- (7) Promote efficient system management and operations; and
- (8) Emphasize the preservation of the existing transportation system

Below are a few topics not currently required by federal laws and rules to be addressed in the LRTP. Given the nature of these emerging issues, some discussion in the LRTP may be warranted in the future. Additional explanation and discussion can be found in "FHWA Strategies for LRTP Updates" which can be accessed at: <http://www.dot.state.fl.us/planning/policy/metrosupport/>

- (1) Indirect and Cumulative Impacts-discussion of the effects and an evaluation of the level of effect at the overall plan level;
- (2) Multimodal Feasibility-analysis of utilizing other modes on a plan and system wide level;
- (3) Performance Measurement-LRTP assessment of congestion management processes and operations strategies to determine their effectiveness in improving system performance;
- (4) Air Quality-Although Florida is currently in attainment status, the Environmental Protection Agency has identified areas of the state that may be designated as non-attainment in the near future; and
- (5) Climate Change-Recent Florida legislation encourages MPOs to consider strategies that integrate transportation and land use planning [**339.175(7), Florida Statutes**].

4.6.1 Federal Law and Regulations

In addition to the 8 planning factors, there are additional requirements for the metropolitan long range transportation plan as specified in federal law and regulation. They require that the LRTP, at a minimum:

- (1) Identify transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that function as an integrated metropolitan system, giving emphasis to facilities that serve important national, state, and regional transportation functions. In addition, the locally preferred alternative selected from an Alternative Analysis under the FTA's Capital Investment Grant Program needs to be adopted as a part of the plan. [**23 U.S.C. 134 (i)(2)(A); 23 C.F.R. 450.322(f)(2)**]
- (2) Include discussion of the types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan. This discussion shall be developed in consultation with federal, state, and tribal, wildlife, land management, and regulatory agencies. [**23 U.S.C. 134 (i)(2)(B)(i)(ii); 23 C.F.R. 450.322(f)(7)**]

- (3) Include a financial plan that demonstrates how the adopted transportation plan can be implemented and indicates public and private resources reasonably expected to be available to carry out the plan. The financial plan may include, for illustrative purposes, additional projects that would be included in the adopted plan if reasonable additional resources beyond those identified in the financial plan were available. Projects in the financial plan are required to be expressed in Year of Expenditure costs. **[23 U.S.C. 134 (i)(2)(C); 23 C.F.R. 450.322(f)(10)]**.
- (4) Include operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods. **[23 U.S.C. 134 (i)(2)(D); 23 C.F.R. 450.322(f)(3)]**
- (5) Include capital investment and other strategies to preserve the existing and future system and provide for multimodal capacity increases based on regional priorities and needs. **[23 U.S.C. 134 (i)(2)(E); 23 C.F.R. 450.322(f)(5)]**
- (6) Include proposed transportation and transit enhancement activities. **[23 U.S.C. 134 (i)(2)(F); 23 C.F.R. 450.322(f)(9)]**
- (7) Identify the projected transportation demand of persons and goods in the metropolitan planning area over the period of the plan. **[23 C.F.R. 450.322(f)(1)]**
- (8) Identify pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g). **[23 C.F.R. 450.322(f)(8)]**
- (9) Within Transportation Management Areas (TMAs), the plan should address congestion management through a metropolitan-wide strategy of new and existing transportation facilities and the use of travel demand reduction and operational management strategies. **[23 USC 134 (k)(3); 23 C.F.R. 450.322(f)(4)]**
- (10) Describe proposed improvements in sufficient detail to develop cost estimates, e.g. design concept and design scope descriptions. **[23 C.F.R. 450.322(f)(6)]**
- (11) Include a safety element incorporating or summarizing the priorities, goals, countermeasures, or projects for the MPA contained in the Strategic Highway Safety Plan required under **[23 U.S.C. 148]**, as well as (as appropriate) emergency relief and disaster preparedness plans and strategies and policies supporting homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users. **[23 C.F.R. 450.322(h)]**
- (12) The projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan. **[23 C.F.R. 450.322(f)(1)]**

- (13) When updating the plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. **[23 C.F.R. 450.322(e)]**
- (14) Include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand. **[23 C.F.R. 450.322 (b)]**

4.6.2 State Requirements

In addition to federal requirements, Florida Statutes requires that the LRTP:

- (1) Identify transportation facilities that should function as an integrated metropolitan transportation system, giving emphasis to facilities that serve important national, state, and regional transportation functions. Those facilities include the facilities on the Strategic Intermodal System designated under Section 339.63 and facilities for which projects have been identified pursuant to Section 339.2819 (Transportation Regional Incentive Program). **[339.175(1), F.S.]**
- (2) Address the prevailing principles to be considered in the long-range transportation plan: preserving the existing transportation infrastructure; development of surface transportation systems that will foster economic growth and development while minimizing transportation related fuel consumption, air pollution and green house gas emissions; and improving travel choices to ensure mobility needs of people and freight. The LRTP must be consistent, to the maximum extent feasible, with future land use elements and the goals, objectives, and policies in the approved local government comprehensive plans of the units of local government located within the jurisdiction of the MPO. **[339.175(1),(7), F.S.]**
- (3) When developing the LRTP, each MPO is encouraged to consider strategies that integrate transportation and land use planning to provide for sustainable development and reduce greenhouse gas emissions. **[339.175(7), F.S.]**
- (4) Identify transportation facilities, including, but not limited to, major roadways, airports, seaports, spaceports, commuter rail systems, transit systems, pedestrian walkways, bicycle transportation facilities and intermodal or multimodal terminals that will function as an integrated metropolitan transportation system. **[339.175(7)(a), F.S.]**
- (5) Consider the goals and objectives identified in the Florida Transportation Plan. **[339.175(7)(a), F.S.]**
- (6) If a project is located within the boundaries of more than one MPO, the MPOs must coordinate plans regarding the project in their LRTPs. **[339.175(7)(a), F.S.]**

- (7) Include a financial plan that demonstrates how the plan can be implemented, indicating resources from public and private sources which are reasonably expected to be available to carry out the plan, and recommends any additional financing strategies for needed projects and programs. The financial plan may include, for illustrative purposes, additional projects that would be included in the adopted plan if reasonable additional resources beyond those identified in the financial plan were available. **[339.175(7)(b), F.S.]**
- (8) Assess capital investment and other measures necessary to ensure the preservation of the existing metropolitan transportation system, including requirements for the operation, resurfacing, restoration, and rehabilitation of major roadways and requirements for the operation, maintenance, modernization and rehabilitation of public transportation facilities. **[339.175(7)(c), F.S.]**
- (9) Make the most efficient use of existing transportation facilities to relieve congestion and maximize the mobility of people and goods. **[339.175(7)(c), F.S.]**
- (10) Indicate, as appropriate, proposed transportation enhancement activities, including, but not limited to, pedestrian and bicycle facilities, scenic easements, landscaping, historic preservation, mitigation of water pollution due to highway runoff, and control of outdoor advertising. **[339.175(7)(d), F.S.]**
- (11) Be approved on a recorded roll call vote or hand-counted vote of the majority MPO membership present. **[339.175(13)]**

4.6.3 Addressing Environmental Mitigation in the LRTP

The LRTP environmental mitigation discussion should provide a general approach to mitigating activities in accordance with the federal, state, regional and local regulations. The information included in the plan should be considered and presented at a regional systems level in lieu of project level discussions. The plan should consider mitigation policies, strategies and activities derived from regional agency resource, conservation and mitigation plans, as available. This mitigation discussion should address a broad range of natural resources including wetlands, water resources, and protected species, in addition to impacts to the human environment. This can be a planning level discussion of local mitigation banks, areas zoned for conservation, flood plain areas, planned growth, etc. The LRTP mitigation discussion could identify specific challenges to mitigation implementation, such as areas where the ability to mitigate for a particular resources may be limited, as well as activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan.

The mitigation text should be accompanied by maps depicting existing and future areas designated for mitigation, conservation or preservation. The ETDM EST can be used to map and provide inventories for a majority of these resources. The EST database provides access to maps and inventories of natural and historic resources that are also used to support resource agency

- Outreach efforts to minority, transportation disadvantaged, elderly, and other groups that have been traditionally underserved by the transportation system;
- Newsletters, mailings, or other systematic ways to reach the public; and
- A summary and analysis that identifies the significant written and oral comments received on the draft LRTP and how the MPO considered those comments.

4.8 PLAN REVISIONS

Besides the 5-year update cycle, there are times when an MPO may find it necessary to revise the LRTP. The Code of Federal Regulations defines two types of revisions. They include administrative modifications and amendments.

An **administrative modification** is a minor revision to the LRTP (or TIP). It includes minor changes to project/phase costs, funding sources, or project/phase initiation dates. It does not require public review and comment or re-demonstrating fiscal constraint. [23 C.F.R. 450.104]

An **amendment** is a major revision to the LRTP (or TIP). It includes adding or deleting projects from the plan. It includes also major changes to project costs, initiation dates, or design concepts and scopes for existing projects. An amendment requires public review and comment in accordance with the LRTP amendment and Public Involvement processes, and re-demonstrating fiscal constraint. Changes to projects, included only for illustrative purposes, do not require an amendment. [23 C.F.R. 450.104] As of December 11, 2007, and until the next five year update of the plan, an amendment will require revenue and cost estimates supporting the plan to use an inflation rate(s) to reflect year of expenditure dollars, based on reasonable financial principles and information. [23 C.F.R. 450.322(f)(10)(iv)] For guidance on year of expenditure refer to "2035 Revenue Forecast Handbook", and "errata and revisions document" which can be accessed at: <http://www.dot.state.fl.us/planning/revenueforecast/>.

The LRTP can be revised at any time. It is important to note that the MPO does not have to extend the planning horizon of the LRTP out another 20 years for administrative modifications and amendments. That is only required for the periodic (e.g., 5 year) updates. Florida Statute requires that the MPO Board adopt any amendments to the LRTP by a recorded roll call vote or hand-counted vote of the majority of the membership present. [339.175(13), F.S.]. **Figure 4C**, page 4-21, shows the LRTP amendment process. Copies of the amended long-range plan should be distributed in accordance with **Figure 4D**, page 4-21, of this chapter.

FIGURE 4C PLAN AMENDMENT PROCESS

