

Key Chapter Changes

Key chapter changes highlighted **yellow** are new changes.

- No changes have been made since November 15, 2022.

5 Long-Range Transportation Plan

Chapter Contents (last updated on November 15, 2022)

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5.1 Purpose

This chapter provides guidance to Metropolitan Planning Organizations (MPO) and District MPO Liaison staff of the Florida Department of Transportation (FDOT) to assist in developing, implementing, and managing the MPO’s Long-Range Transportation Plan (LRTP), which is required by Federal and State laws and regulations. MPOs may choose to refer to their LRTP by other names such as Metropolitan Transportation Plan, Regional Mobility Plan, or Regional Transportation Plan; however, the content of the plan does not change. The MPO must develop an LRTP that addresses no less than a 20-year planning horizon. 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; the system should also foster economic growth and development within and through urban areas with a population of 50,000 or more people in the State, while minimizing transportation-related fuel consumption, air pollution, and greenhouse gas (GHG) emissions. The LRTP must include long and short-range strategies consistent with Federal, State, and local goals and objectives.

5.2 Authority

Table 5.1 presents the Federal and State statutes, regulations, and rules related to development of the LRTP for MPOs.

Table 5.1 Federal and State Statutes and Codes

Citation	Description
Federal	
23 U.S.C. 134 (h) and (i)	Scope of the metropolitan planning process and development of the LRTP.
49 U.S.C. 5303 (h) and (i)	
23 C.F.R. 450.322, 450.324 , and Appendix A to Subpart 450	Congestion management process, and development and content of the LRTP.
State	
Section 339.175, Florida Statutes	MPO responsibilities and LRTP requirements.

5.2.1 Federal Requirements for the LRTP

Federal regulations require MPOs to develop LRTPs through a performance-driven, outcome-based approach to planning for metropolitan areas of the State. The metropolitan transportation planning process shall be continuous, cooperative, and comprehensive; it should also provide for the consideration and implementation of projects, strategies, and services that will address the following factors: [\[23 C.F.R. 450.306\(a\) and \(b\)\]](#):

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation system for motorized and non-motorized users;
- Increase the security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility of people and freight;
- 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;
- Enhance the integration and connectivity of the transportation system across and between modes for people and freight;
- Promote efficient system management and operations;
- Emphasize the preservation of the existing transportation system;
- Improve the resiliency and reliability of the transportation system, and reduce or mitigate storm water impacts of surface transportation; and
- Enhance travel and tourism.

In addition to these planning factors, Federal law and regulation requires the LRTP shall include, at a minimum:

- The current and projected transportation demand of persons and goods in the Metropolitan Planning Area (MPA) over the period of the transportation plan. [\[23 C.F.R. 450.324\(g\)\(1\)\]](#)
- Existing and proposed transportation facilities (including major roadways, public transportation facilities, intercity bus facilities, multimodal and intermodal facilities, non-motorized transportation facilities (e.g., pedestrian walkways and bicycle facilities), and intermodal connectors), which should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan. In addition, the locally preferred alternative selected from an Alternative Analysis under the Federal Transit Administration's (FTA) Capital Investment Grant Program needs to be adopted as a part of the plan. [\[23 C.F.R. 450.324\(g\)\(2\)\]](#)
- A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with the required performance management approach. [\[23 C.F.R. 450.324\(g\)\(3\)\]](#) See [Chapter 9: Performance Management](#) for detailed information about the Federally-required performance management approach to metropolitan transportation decision-making.
- A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the required performance targets, including progress achieved by the MPO in meeting the performance targets in comparison with system performance recorded in previous reports, including baseline data; and, for MPOs that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the transportation system, and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets. [\[23 C.F.R. 450.324\(g\)\(4\)\]](#) See [Chapter 9: Performance Management](#) for detailed information about the Federally-required performance management approach to metropolitan transportation decision-making.

- Operational and management strategies to improve the performance of existing transportation facilities in order to relieve vehicular congestion and maximize the safety and mobility of people and goods. [\[23 C.F.R. 450.324\(g\)\(5\)\]](#)
- Consideration of the results of the congestion management process in Transportation Management Areas (TMA), including the identification of single-occupancy vehicle (SOV) projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide. [\[23 C.F.R. 450.324\(g\)\(6\)\]](#)
- Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters. The LRTP may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system. [\[23 C.F.R. 450.324\(g\)\(7\)\]](#)
- Transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance intercity bus systems. Activities would also include systems that are privately owned and operated, such as transportation alternatives, as defined in [23 U.S.C. 101\(a\)](#), and associated transit improvements, as described in [49 U.S.C. 5302\(a\)](#), as appropriate. [\[23 C.F.R. 450.324\(g\)\(8\)\]](#)
- Descriptions of proposed improvements in sufficient detail to develop cost estimates (e.g., design concept and design scope descriptions). [\[23 C.F.R. 450.324\(g\)\(9\)\]](#)
- A discussion of 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 LRTP. The discussion may focus on policies, programs, or strategies, rather than at the project level. The MPO shall develop the discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory

agencies. The MPO may establish reasonable timeframes for performing this consultation. [\[23 C.F.R. 450.324\(g\)\(10\)\]](#)

- A financial plan that demonstrates how the adopted transportation plan can be implemented. Revenue and cost estimates must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s). For illustrative purposes, the financial plan may include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available. [\[23 C.F.R. 450.324\(g\)\(11\)\]](#)
- Pedestrian walkway and bicycle transportation facilities in accordance with [23 U.S.C. 217\(g\)](#). [\[23 C.F.R. 450.324\(g\)\(12\)\]](#)
- Both long and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand. [\[23 C.F.R. 450.324\(b\)\]](#)
- The MPO, the State(s), and the public transportation operator(s) shall validate data used in preparing other existing modal plans for providing input to the transportation plan. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The MPO shall approve transportation plan contents and supporting analyses produced by a transportation plan update. [\[23 C.F.R. 450.324\(f\)\]](#)
- Integrate the priorities, goals, countermeasures, strategies, or projects for the MPA contained in the Highway Safety Improvement Program (HSIP), including the Strategic Highway Safety Plan (SHSP) required under [23 U.S.C. 148](#), the Public Transportation Agency Safety Plan required under [49 U.S.C. 5329\(d\)](#), or an Interim Agency Safety Plan in accordance with [49 C.F.R. Part 673](#), as in effect until completion of the Public Transportation Agency Safety Plan; and may incorporate or reference applicable emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate,

to safeguard the personal security of all motorized and non-motorized users. [\[23 C.F.R. 450.324\(i\)\]](#)

Furthermore, the Infrastructure Investment and Jobs Act (IIJA) establishes Federal regulations on LRTP documents. These regulations are summarized in [FHWA's Bipartisan Infrastructure Law Fact Sheets](#) and include the following:

- Fiscal Constraint on Long-Range Transportation Plans: The IIJA requires the United States Department of Transportation to amend Federal regulations to define an LRTP (referred to as a metropolitan transportation plan in federal law and regulation) outer years as beyond the first four years. [\[23 C.F.R. 450.324\(f\)\(11\)\(v\)\]](#)

5.2.2 State Requirements for the LRTP

[Section 339.175\(6\)\(b\), F.S.](#), requires the LRTP provide for consideration of projects and strategies that will:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety and security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility options available to people and for freight;
- Protect and enhance the environment, promote energy conservation, and improve quality of life;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize the preservation of the existing transportation system.

In addition to these considerations, Florida Statutes require MPOs to develop, in cooperation with the State and public transit operators, transportation plans and programs for each metropolitan area that provide for the development and integrated management and operation of transportation systems and facilities; these include pedestrian walkways

and bicycle transportation facilities, which will function as an intermodal transportation system for the metropolitan area, based upon the prevailing principles provided in [s.334.046, F.S.](#) and [s.339.175\(1\), F.S.](#)

The process for developing such plans and programs shall provide for consideration of all modes of transportation; the process shall be continuing, cooperative, and comprehensive, to the degree appropriate, based on the complexity of the transportation problems to be addressed. [\[s.339.175\(1\), F.S.\]](#)

To ensure the process is integrated with the statewide planning process, MPOs shall develop plans and programs that 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. These include the facilities on the Strategic Intermodal System (SIS) designated under [s.339.63, F.S.](#) and facilities for which projects have been identified pursuant to [s.339.2819\(4\), F.S.](#) (Transportation Regional Incentive Program). [\[s.339.175\(1\), F.S.\]](#)

The LRTP must address at least a 20-year planning horizon, include both long-range and short-range strategies, and comply with all other Federal and State requirements. The LRTP must also consider these prevailing principles: preserving the existing transportation infrastructure, enhancing Florida's economic competitiveness, and improving travel choices to ensure mobility. [\[s.339.175\(7\), F.S.\]](#)

The LRTP must be consistent, to the maximum extent feasible, with future land use elements and the goals, objectives, and policies of the approved local government comprehensive plans of the units of local government located within the jurisdiction of the MPO. [\[s.339.175\(7\), F.S.\]](#)

Each MPO is encouraged to consider strategies that integrate transportation and land use planning in order to provide for sustainable development and reduce GHG emissions. [\[s.339.175\(7\), F.S.\]](#)

The approved LRTP must be considered by local governments in the development of the transportation elements in local government comprehensive plans and any amendments thereto. [\[s.339.175\(7\), F.S.\]](#)

The LRTP must, at a minimum:

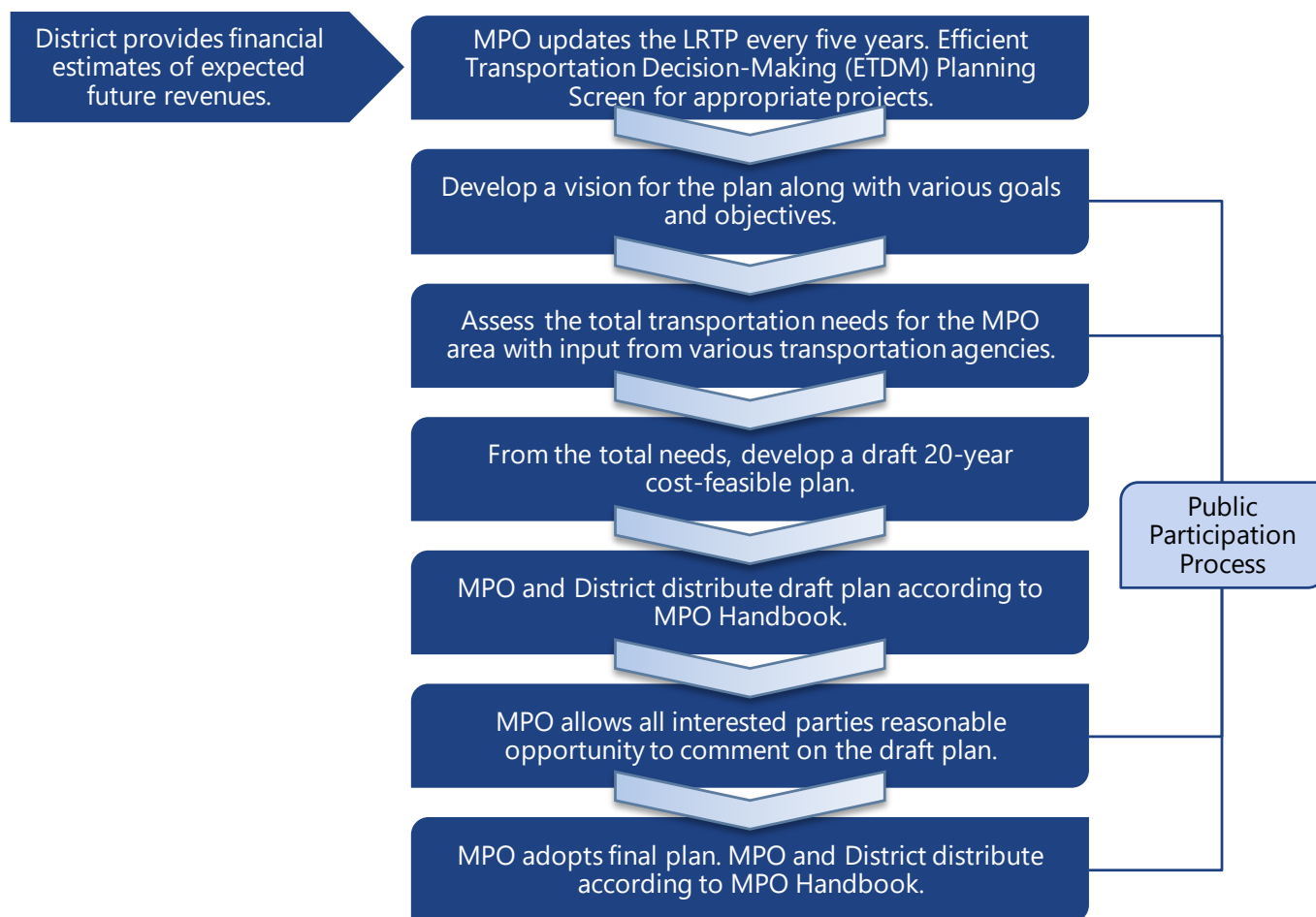
- Identify transportation facilities, including, but not limited to, major roadways, airports, seaports, spaceports, commuter rail systems, transit systems, and intermodal or multimodal terminals that will function as an integrated metropolitan transportation system. [\[s.339.175\(7\)\(a\), F.S.\]](#)
- Give emphasis to those transportation facilities that serve national, statewide, or regional functions; and must consider the goals and objectives identified in the Florida Transportation Plan. If a project is located within the boundaries of more than one MPO, the MPOs must coordinate plans regarding the project in their LRTPs. [\[s.339.175\(7\)\(a\), F.S.\]](#)
- Include a financial plan that demonstrates how the plan can be implemented, indicating resources from public and private sources that 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 LRTP if reasonable additional resources beyond those identified in the financial plan were available. [\[s.339.175\(7\)\(b\), F.S.\]](#)
- 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. [\[s.339.175\(7\)\(c\)\(1\), F.S.\]](#)
- Assess capital investment and other measures necessary to make the most efficient use of existing transportation facilities to relieve vehicular congestion, improve safety, and maximize the mobility of people and goods. Such efforts must include, but are not limited to, consideration of infrastructure and technological improvements necessary to accommodate advances in vehicle technology, such as autonomous technology and other developments. [\[s.339.175\(7\)\(c\)\(2\), F.S.\]](#)
- 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. [\[s.339.175\(7\)\(d\), F.S.\]](#)

- Be approved by each MPO on a recorded roll-call vote or hand-counted vote of the majority of the MPO membership present. [\[s.339.175\(13\), F.S.\]](#)

5.3 Methods for Developing the LRTP

The LRTP must address the Federal and State requirements identified in this chapter, and must consider the goals and objectives identified in the [Florida Transportation Plan \[s.339.175\(7\)\(a\), F.S.\]](#). While no single methodology or process must be used for developing LRTPs, **Figure 5.1** shows the basic process for the development and approval of the LRTP. The steps are described below and in the following sections.

Figure 5.1 LRTP Development and Approval Process



5.3.1 Public Involvement

MPOs are required to develop and use a documented Public Participation Plan that defines a process for providing reasonable opportunities to be involved in the

metropolitan transportation planning process to individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties. [\[23 C.F.R. 450.316\(a\)\]](#)

In developing the LRTP, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, the MPO shall develop the LRTPs with due consideration of other related planning activities within the metropolitan area. [\[23 C.F.R. 450.316\(a\)\(3\)\(b\)\]](#)

[Chapter 6: Public Involvement](#) provides detailed information about MPO public involvement requirements.

5.3.1.1 LRTP-Specific Public Participation Plan (PPP)

In addition to the Public Participation Plan required for development by the MPOs, each MPO is also recommended to develop an LRTP-specific Public Participation Plan at the outset of the planning process. The LRTP-specific PPP builds off of all the content and assumptions contained within the approved MPO PPP. This document typically provides additional information such as specific stakeholders to be engaged during LRTP development, a listing of proposed engagement activities included within the LRTP development, and an engagement milestone schedule. This document may also contain performance targets related to LRTP participation if the MPO chooses to identify them. The LRTP-specific PPP should guide engagement activities for that document and may also be used as an outline to compile feedback received.

[Chapter 6: Public Involvement](#) provides detailed information about LRTP public involvement requirements.

5.3.2 Planning Factors & Planning Emphasis Areas

Federal law requires an MPO to address ten Planning Factors as a part of its planning processes. The degree of consideration and analysis of the factors should be based on the scale and complexity of the area's issues and will vary depending on the unique conditions of the area. Of these then, there are two new planning factors that need to be considered in the next LRTPs: (1) improving the resiliency and reliability of the transportation system and reducing or mitigating stormwater impacts of surface transportation; and (2) enhancing travel and tourism. [\[23 C.F.R. 450.306\(b\)\(9\)\]](#)

Consistent with the planning factors, FHWA, FTA, and FDOT periodically issue Planning Emphasis Areas (PEAs) in order to encourage transportation planning agencies to give priority to particular issues in the Unified Planning Work Programs (UPWP). MPOs are encouraged to consider the PEAs in modal planning for future system improvements. This may include addressing the PEAs in the LRTP. FDOT provides [Planning Emphasis Area guidance](#) on the PEAs that are encouraged to be incorporated (or given priority and emphasis) in the UPWP.

5.3.3 LRTP Needs Plan

The LRTP typically contains a Needs Plan and a Cost Feasible Plan. The Needs Plan takes into account current and future transportation needs without consideration of financial constraints. While not required by Federal regulation, a Needs Plan can aid in inventorying a region's transportation needs to prioritize which projects should be funded to achieve a more efficient and interconnected transportation system.

The Florida Metropolitan Planning Organization Advisory Council (MPOAC) adopted the [Financial Guidelines for MPO 2045 Long-Range Plans](#) in July 2017 to improve uniformity in the reporting of financial data and estimating transportation needs in MPO LRTPs. This document provides guidelines for defining and reporting needs in the LRTP. The Needs Plan should include only transportation projects that are necessary to meet identified future transportation demand or advance the goals, objectives, and policies of the MPO, the region, and the state.

5.3.4 LRTP Cost Feasible Plan

MPOs will include a cost estimate of the identified needs in the LRTP. The needs estimate should include all costs (operations, maintenance, capacity expansion, etc.) of

all projects associated with all modes; and estimated needs should be reported by mode. Although there is no Federal or State requirement to include an estimate of needs, the MPOAC agreed to include this information in their respective MPO LRTPs.

The LRTP must demonstrate fiscal constraint, which means the plan includes sufficient financial information for demonstrating that projects in the plan can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance the federally supported transportation system is being adequately operated and maintained. [\[23 C.F.R. 450.104\]](#)

Projects from the TIP must be incorporated directly into the LRTP and should not be incorporated by reference. The reason for this is that if the TIP was incorporated by reference and later amended, the LRTP would also be amended without its required public engagement process. See Technical Memorandum 21-02 FDOT LRTP Fiscal Constraint Guidance on the [MPO Partner Site](#).

Revenue and cost estimates that support the LRTP must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator. [\[23 C.F.R. 450.324\(g\)\(11\)\(iv\)\]](#) Inflation factors and guidance for converting project costs estimates to year of expenditure dollars are provided in [Financial Guidelines for MPO 2045 Long-Range Plans](#).

Additional guidance is provided in the [2045 Revenue Forecasting Guidebook](#). This Handbook includes program estimates for the expenditure of Federal and State funds expected from current revenue sources; it also provides guidance for using this forecast information in updating LRTPs. FDOT developed metropolitan estimates from the 2045 Revenue Forecast for certain capacity programs for each MPO.

5.3.4.1 Consistency between Planning Documents

In order to effectively develop the cost feasible plan for an LRTP, the MPO must coordinate between several planning activities. The following sections provide more details on these coordination efforts.

5.3.4.1.1 Relationship of the LRTP to the Transportation Improvement Program (TIP)/State Transportation Improvement Program (STIP)

An approved, or properly amended, LRTP must be in place at the time the MPO submits the annual TIP to FDOT for the Secretary's approval. The TIP must be incorporated into the STIP to ensure continued Federal funding for the metropolitan area. The Secretary cannot approve a TIP for inclusion in the STIP that does not come from a currently approved LRTP or a TIP that includes projects that have not been properly amended into the LRTP and approved by the MPO. This effort should include projects funded using all of the available federal and state funding sources, including the Strategic Intermodal System (SIS).

5.3.4.1.2 LRTP and NEPA Consistency (Planning Consistency)

“Planning Consistency” means the LRTP, TIP, STIP, and environmental documents all reflect consistent project descriptions and information. Planning Consistency must be met before a final environmental document decision (Record of Decision, Finding of No Significant Impact, or Categorical Exclusion) can be approved by FHWA.

Pursuant to [23 U.S.C. 327](#), FDOT has assumed FHWA's responsibilities under the National Environmental Policy Act (NEPA) for highway projects on the State Highway System (SHS) and Local Agency Program (LAP) projects off the SHS. In general, FDOT's assumption includes all highway and roadway projects in Florida whose source of federal funding comes from FHWA or which constitute a federal action through FHWA. This includes responsibilities for environmental review, interagency consultation and other regulatory compliance-related actions pertaining to the review or approval of NEPA projects. Whereas FHWA was previously identified as the Lead Federal Agency, this function is now served by FDOT with approval authority resting in the Office of Environmental Management (OEM). FDOT's guiding documents for Planning Consistency include [Section 1. Florida LRTP Amendment Thresholds](#) and [Section 2. Meeting Planning Requirements for NEPA Approval](#).

Projects in the LRTP are required to be described in enough detail to develop cost estimates in the LRTP financial plan that show how the projects will be implemented and to enable FHWA and FDOT to determine fiscal constraint of the document. The description, at a minimum, must include roadway identification, termini, implementation timeframe, and full project cost. A NEPA document is consistent with the LRTP and STIP/TIP when NEPA discussion of the project scope, cost, general funding sources, description, and logical termini reflects the LRTP and TIP/STIP; an amendment to either

the LRTP or STIP/TIP is not needed and the limits in the NEPA document (logical termini) are addressed in the LRTP, regardless of the constructible segments.

For an environmental document to be approved by FHWA, the “entire project length and termini” must be fully described in the LRTP in order to be found consistent with the plan. The project includes the entire length studied in the PD&E (e.g., a 30-mile length of roadway). If construction of the entire length of roadway is to be accomplished in multiple segments, it must be documented in the LRTP and the NEPA document. Following are possible treatments for a project to be included in the LRTP:

- If a project is planned to be fully funded through construction during the life of the LRTP (e.g., by 2045), the cost of and source of funding for each phase (Preliminary Engineering, Right of Way, and Construction) needs to be documented in the LRTP. It is not necessary to document the costs of each segment (e.g., three 10-mile segments) individually. PE can be addressed in the LRTP as a phase, or PD&E and Design can be shown as separate phases.
- If a project is not planned to be fully funded through construction during the life of the LRTP, the LRTP must document the length and phases of the project that can be funded (e.g., 20 miles) and the cost of and source of funding for each phase (PE, Right of Way, Construction) that is funded in the plan. The LRTP should reference, for informational purposes, a written description of any project segments and the associated phases that could not be funded in the LRTP with a reference to the overall project in the Needs Plan. If the MPO does not develop a Needs Plan, it should be discussed elsewhere in the LRTP documentation. The written description should include an estimate of the cost of any unfunded phases, expressed as the “year of expenditure cost” equal to the last period of the planning period (e.g., 2041-2045).
- When undertaking a PD&E phase, the project must be described in the LRTP by the time the approval for the environmental document is requested in order to obtain the environmental document approval for the entire project. This may require early coordination with the MPO to process an amendment to the LRTP and this effort should be incorporated into the project schedule.

Emergency relief (ER) projects (except those involving substantial functional, locational, or capacity changes) may be exempt from planning consistency documentation requirements [\[23 CFR 450.218\]](#).

5.3.4.1.3 Major Project Guidance

Title 23 of the U.S. Code defines Major Projects as those with a total cost of \$500 million or greater that receive Federal aid. A Project Management Plan (PMP) and an Annual Financial Plan is required to be submitted to FHWA by the Districts for all Major Projects. [\[23 U.S.C. 106 \(h\)\]](#) The FTA also has requirements for Major Capital Investment Projects. [\[49 C.F.R. Part 611\]](#) 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 [Major Project Financial Plan Guidance](#) requesting the cost estimates reported for Major Projects in the first five years of the LRTP be based on more precise cost estimate information than a project reflected in the latter years of the LRTP. MPOs should also consider the locally relevant Comprehensive Plan(s) to identify consistencies or provide guidance into resolving inconsistencies.

5.3.5 Social and Environmental Screening

Social and environmental considerations are an important element of the development of a LRTP. The following sections provide more information on key components that will shape the development and documentation of the LRTP.

5.3.5.1 Efficient Transportation Decision-Making (ETDM) Planning Screen

The Efficient Transportation Decision-Making (ETDM) process is Florida's procedure for reviewing qualifying transportation projects in order to consider potential environmental effects in the Planning phase. The intent of the ETDM Planning and Programming Screens is to provide a method for early consideration of ecosystem, land use, social, and cultural issues, prior to a project moving into the Work Program and into the Project Development and Environmental (PD&E) study phase. Information gathered may be incorporated later into the PD&E study in order to satisfy National Environmental Policy Act (NEPA) requirements.

The ETDM process allows resource and regulatory agencies, as well as the public, an opportunity to review and comment on potential impacts of proposed transportation

projects during the development of an MPO LRTP. Based on feedback from the Planning Screen, transportation planners may adjust project concepts to avoid or minimize adverse impacts, consider mitigation alternatives, and improve project cost estimates.

The ETDM process is composed of two project-screening events: 1) Planning and 2) Programming. During the Planning Screen, comments received help FDOT and MPOs identify environmental considerations that assist in assessing projects for inclusion or advancement in the LRTP. During the Programming Screen, qualifying projects are reviewed when being considered for funding in the FDOT Five-Year Work Program or MPO Transportation Improvement Program (TIP), or if already funded, before advancing to the PD&E phase.

The ETDM Planning and Programming Screens provide for continuous coordination with Federal and State resource agencies during Plan development. The Planning Screen for major transportation projects should be conducted in conjunction with the update of the Needs Plan or the Cost Feasible Plan, but completed before the final approval of the Plan. Resource and community agencies can provide official comment regarding potential transportation projects included in the Plan and receive information regarding LRTP development.

The coordinated review and screening process in ETDM provides the mechanism for required consultation with over 20 resource agencies at both the Federal and State levels. These agencies comprise the Environmental Technical Advisory Teams (ETAT) for each FDOT district. The ETAT's include environmental, land use management, historical preservation, and Tribal government representatives.

Requests for additional meetings or consultations with the MPO to discuss environmental issues or resource impacts in more detail can be made through the Environmental Screening Tool (EST). As part of the ETDM Planning Screens, agencies are requested to provide information regarding their resource-specific conservation plans; they are also requested to identify future key issues and/or effects that this project might have related to their resource.

It is recommended that the LRTP include a section that lists all projects screened through the ETDM Planning Screen process to document the level of agency consultation that has occurred. A Purpose and Need Statement must be included for each project entered into a Planning Screen, as well as a summary of the major issues and comments noted

by the resource agencies during their review. The project list and summary of major issues and comments assists in focusing on specific geographic areas and strategies for project mitigation purposes.

The public can review project information and maps in the public screening tool to provide email comments to the District MPO Liaison. The MPO website should link to the [ETDM public website](#).

To the extent possible, MPOs should notify their various committees, other local municipalities, and the general public once projects are uploaded into the Planning Screen. In addition, the public can comment on projects through the traditional public involvement activities coordinated by the MPO or the Community Liaison Coordinator.

All major transportation projects in the MPO LRTP should be screened under the ETDM process (Planning Screen), including major Local Agency Program (LAP) projects. See **Figure 5.2** for recommended guidance for the Planning/Programming Screen. MPOs should build sufficient time into the LRTP development process to conduct the Planning Screen, as well as prepare the accompanying summary reports prior to approving the Plan.¹ Examples of major transportation improvement projects include:

- Widening existing roadways to include additional through lanes;
- Addition of High-Occupancy Vehicle (HOV) lanes;
- Bus Rapid Transit (BRT) lanes;
- New roadways;
- New interchanges and major interchange modifications;
- New bridges and bridge replacements; and
- Major public transportation projects, such as Intermodal Passenger Centers and new fixed guideway service.

The purpose of the Planning Screen review is to provide additional information to the MPO to make the determination whether the project, as proposed, should be adopted into

¹ ETDM screens of major transportation improvement projects included in the highway component of the Strategic Intermodal System Cost Feasible Plan will be conducted by FDOT.

the LRTP. Other projects can be run through the Planning Screen at the discretion of the ETDM coordinators (MPO and FDOT) and the respective ETAT members. The screening of local projects not on the State Highway System is optional.

Figure 5.2 ETDM Screening Matrix for Qualifying Projects

System	Federal Dollars (any FHWA, FTA, or FRA funds, or Federal authorization)		State Dollars (TRIP, Transit/Intermodal System Grants, etc.) No Federal Dollars Involved		Local Dollars Only	
	Responsible Agency	ETDM Screening	Responsible Agency	ETDM Screening	Responsible Agency	ETDM Screening
Highways on the State Highway System (SHS) and on the Strategic Intermodal System (SIS)	FDOT	YES FDOT Lead	FDOT	YES	FDOT	YES
	Local		Local and FDOT	Local Option	Local and FDOT	Local Option
Highways on the SHS but not on the SIS	FDOT	YES FDOT Lead	FDOT	YES	FDOT	YES
	Local		Local and FDOT	Local Option	Local and FDOT	Local Option
Highways not on SHS but on the SIS	FDOT	YES FDOT Lead	FDOT	YES	FDOT	YES
	Local		Local and FDOT	Local Option	Local and FDOT	Local Option
Highways not on SHS nor on the SIS	FDOT	YES FDOT Lead	FDOT	YES	Local	N/A
	Local		Local	Local Option		
Major Transit Projects (new fixed guideway, New Starts) or Major Freight Projects	FDOT	YES	FDOT	YES	Local	N/A
	Local	Local Option	Local	Local Option		

Note: Local applies to any local government agency, other state agency, expressway authority, bridge authority, or private entity.

If a potential issue is identified during the Planning Screen, the MPO should try to resolve the issue before approving the LRTP. Examples of potential issues include a response by

a reviewing agency that a project does not conform to agency statutory requirements and may not be permitted; and/or responses indicating very strong community opposition to a project and/or potentially severe negative impacts on the affected community.

The ETDM review period for each project is 45 calendar days and may be extended an additional 15 days based upon a written request of a resource/regulatory agency. The MPO has 60 days from the end of the review period to complete the ETDM Planning Screen Summary Report, which summarizes the identified issues and recommendations and other project-specific and system-wide information. The information gained from the Planning Screen should be conveyed to the MPO Board to be utilized in the decision-making process. Once a project in the LRTP has undergone a Planning Screen, that project would not normally undergo a second Planning Screen unless the parameters of the project significantly change.

Refer to the [ETDM Manual](#) for specific information about the ETDM Planning Screen.

5.3.5.2 Sociocultural Effects (SCE) Evaluations

Although not shown in [Figure 5.1](#), MPO and FDOT District staffs are expected to evaluate and provide comment about potential social and cultural effects of projects included in the LRTP based on available information as part of the ETDM Planning Screen process. The SCE evaluation addresses six issues:

- Social;
- Economic;
- Land use;
- Mobility;
- Aesthetics; and
- Relocation.

MPO staff have primary responsibility for performing SCE evaluations for non-SIS projects in the MPO area. District staff has responsibility for SIS projects in all areas of the State, including the MPO areas. However, District and MPO staff must take a collaborative team approach in conducting SCE evaluations for their areas of responsibility. For further information, refer to [Practical Application Guides for SCE Evaluations: ETDM Phase](#).

5.3.5.3 Addressing Environmental Mitigation in the LRTP

The LRTP must include a 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 LRTP. The discussion may focus on policies, programs, or strategies, rather than at the project level. The MPO shall develop the discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation. [\[23 C.F.R. 450.324\(g\)\(10\)\]](#)

Federal regulation defines environmental mitigation activities as strategies, policies, programs; it also defines activities as actions that, over time, will serve to avoid, minimize, rectify, reduce, or eliminate impacts to environmental resources associated with the implementation of a LRTP. [\[23 C.F.R. 450.104\]](#)

The LRTP mitigation discussion could identify specific challenges to mitigation implementation, such as areas where the ability to mitigate for a particular resource may be limited; mitigation discussion could also identify 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, discussed in **Section 5.3.5.1 Efficient Transportation Decision-Making (ETDM) Planning Screen**, 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 also are used to support resource agency comments on project reviews. There are over 500 data layers in the EST available for these purposes. Examples of available data layers that can be mapped include

conservation lands, wetlands, priority habitat, historical/archaeological sites, socioeconomic characteristics, and future land use designations.

One technique to identifying potential mitigation activities could be to load all the projects from the LRTP and create system level maps against priority layers such as conservation lands. These maps would illustrate the relationship between the conservation lands and the proposed projects. The ETDM Coordinator and/or the resource agencies should be consulted to determine the most appropriate data layers to use for the mitigation discussion. The EST is set up to accept projects into the system, perform the standard GIS analyses on those projects, and generate quality maps of the projects without requiring those projects to complete an ETDM screening since only major transportation projects qualify for that review. If adequate GIS resources are available to the MPO, a second technique could be to access and download the GIS files from the [Florida Geographic Data Library Explorer](#); or coordinate with the sponsoring agency and generate the maps in-house.

Regardless of the technique used, it is important to keep in mind some data sets that are exempted from Florida's Sunshine Law, such as archeological sites and threatened and endangered species locations, must not be provided to the public. Please contact the local FDOT ETDM Coordinator to determine data that may be exempt from public access.

As part of the ETDM Planning Screens, over 20 resource agencies at both the Federal and State levels are requested to provide information regarding their resource-specific resource conservation plans; the agencies are also to identify potential future key conservation efforts, as they relate to specific projects. Potential mitigation areas for this discussion may be identified utilizing the comments submitted by the resource agencies during the Planning Screen of major transportation improvements through the EST. This discussion also can be enhanced using the information contained in the Planning Screen Summary Reports created by the ETDM process for all projects screened within an MPO or other geographic area.

5.3.6 Performance Measurement

The Moving Ahead for Progress in the 21st Century (MAP-21) federal legislation established performance-driven and outcome-based requirements to align Federal transportation funding with national goals and track progress towards achievement of these goals. As a result, states, MPOs, and public transportation providers must establish performance targets for each measure to be achieved within a specified time period, and

must monitor and periodically report on progress toward achievement of the targets.

Chapter 9: Performance Management discusses this topic in more detail.

5.3.6.1 System Performance Report

The LRTP must include a description of all applicable performance measures and targets used in assessing the performance of the transportation system in the MPO planning area. [\[23 C.F.R. 450.324\(f\)\(3\)\]](#)

The LRTP must also include a system performance report. For more details on the content of the system performance report, refer to **Section 9.7.1: TPM Reporting Requirements in the MPO LRTP**.

5.3.7 Documentation

The LRTP development process concludes with the preparation of the document. The documentation should summarize the major elements noted in this chapter and address federal and state requirements. MPOs may choose to include supporting material used to satisfy these requirements within the main document itself or within supporting appendices. LRTP documents can be organized in whatever manner the MPO finds to be best suited to their needs. However, the document should contain all of the elements in the LRTP Checklist, described in more detail in [Section 5.3.8.1 LRTP Checklist](#).

5.3.8 Publication and Distribution of the LRTP

The MPO must publish its LRTP and make it available to the public for review including, to the maximum extent practicable, in electronically accessible formats and means, such as the Internet. [\[23 C.F.R. 450.316\(a\)\(1\)\(iv\)\]](#) The draft and final versions of the LRTP will be uploaded to the [MPO Document Portal](#) by the MPO and District. The [MPO Document Portal](#) facilitates agency review by notifying the following partners for review at the appropriate time:

- FDOT – District Staff
- FDOT – Central Office Planning
- Florida Commission for the Transportation Disadvantaged
- Florida Department of Economic Opportunity - Bureau of Community Planning
- Federal Transit Administration Region IV
- Federal Highway Administration

If you need to contact a staff person, check the latest [Metropolitan Planning Program Staff List](#) in the Liaison Toolkit on the [MPO Partner Site](#) for their contact information.

The MPO should provide access to public review of the draft LRTP for a length of time equal to or greater than the amount specified in their adopted MPO Public Participation Plan. The state review of the document (and if applicable, the initial federal agency review) should take place concurrently with the public review of the draft LRTP. The Districts shall review the draft MPO LRTPs for consistency with Federal and State regulations using the LRTP Checklist that is available for download by the District MPO

Liaison in the Liaison Toolkit on the [MPO Partner Site](#). The Districts will coordinate with the MPO regarding comments on the draft LRTP. Following the conclusion of this public and agency review period, the MPO should allow a minimum of **14 days** to respond to any public or agency comments before proceeding to their MPO Board for adoption.

Note: The MPO must have a completed LRTP report available for adoption by their MPO Board. However, the MPOs has up to **90 days** following adoption to furnish supporting documentation such as appendices and model documentation to FHWA.

Note: FHWA needs to have one copy of all supporting documentation submitted to them, including model documentation. The Districts shall review the draft MPO LRTPs for consistency with Federal and State regulations using the LRTP Checklist. The Districts will coordinate with the MPO regarding comments on the draft LRTP.

5.3.8.1 LRTP Checklist

The Long-Range Transportation Plan (LRTP) Checklist is not required to be used when reviewing the LRTP. This is simply a tool for Districts and MPOs to use when reviewing or drafting the LRTP to assist in meeting requirements in Federal and State regulation and statute for LRTPs. If the checklist is used, MPOs should address any critical comments. The LRTP Checklist can be found in the Liaison Toolkit on the [MPO Partner Site](#). It is best practice to provide a comment if checking “no” to a question and to categorize all comments. In addition, the following documents are available for MPOs and Districts to consult when developing and reviewing a LRTP:

- Technical Memorandum 21-02 FDOT LRTP Fiscal Constraint Guidance
- FHWA LRTP Expectations Letters (2008, 2012, and 2018)
- FHWA Fiscal Constraint White Paper

The LRTP checklist references the letters, which are available in the Partner Library on the [MPO Partner Site](#).

5.4 LRTP Administration

The LRTP process is directed by a series of federal requirements that dictates how it is updated and maintained. The following sections detail these requirements.

5.4.1 LRTP Update Frequency and Planning Horizon

An LRTP must undergo periodic updates. An update is defined as the process of making current an LRTP through a comprehensive review. Updates require public review and comment, a 20-year horizon for LRTPs, demonstration of fiscal constraint for LRTPs, and a conformity determination for LRTPs in nonattainment and maintenance areas. [\[23 C.F.R. 450.104\]](#)

The MPO shall review and update the LRTP at least every five years in attainment areas (every four years in air quality nonattainment and maintenance areas) in order to confirm the transportation plan's validity and consistency with current and forecasted transportation and land use conditions and trends, as well as to extend the forecast period to at least a 20-year planning horizon. [\[23 C.F.R. 450.324\(d\)\]](#)

FDOT developed the Florida Standard Urban Transportation Model Structure (FSUTMS) for use by all Florida MPOs to determine current and forecasted transportation and land use conditions, as well as trends for this 20-year planning horizon. The MPO may use any analytical techniques and/or models after consultation with FDOT. The MPO must document in the LRTP the models and methodology used, as well as prepare technical memoranda documenting how the techniques can be used in various planning applications.

The schedule for the five-year update of the LRTP will be determined cooperatively by the MPO, FDOT, Federal Highway Administration (FHWA), and FTA. **The LRTP must be adopted no later than five years to the day when the MPO last adopted it.** The MPOAC maintains a [list of LRTP adoption dates](#) for MPOs in Florida.

5.4.2 LRTP Revisions

Besides the five-year update cycle, there are times an MPO may find it necessary to revise the LRTP. [FDOT Guidance](#) provides minimum thresholds for project changes that trigger an LRTP Amendment. The Code of Federal Regulations defines two types of revisions:

- An **administrative modification** is a minor revision to the LRTP (or TIP) that includes minor changes to project/project phase costs, minor changes to funding sources of previously included projects, and minor changes to project/project phase initiation dates. An administrative modification is a revision that does not

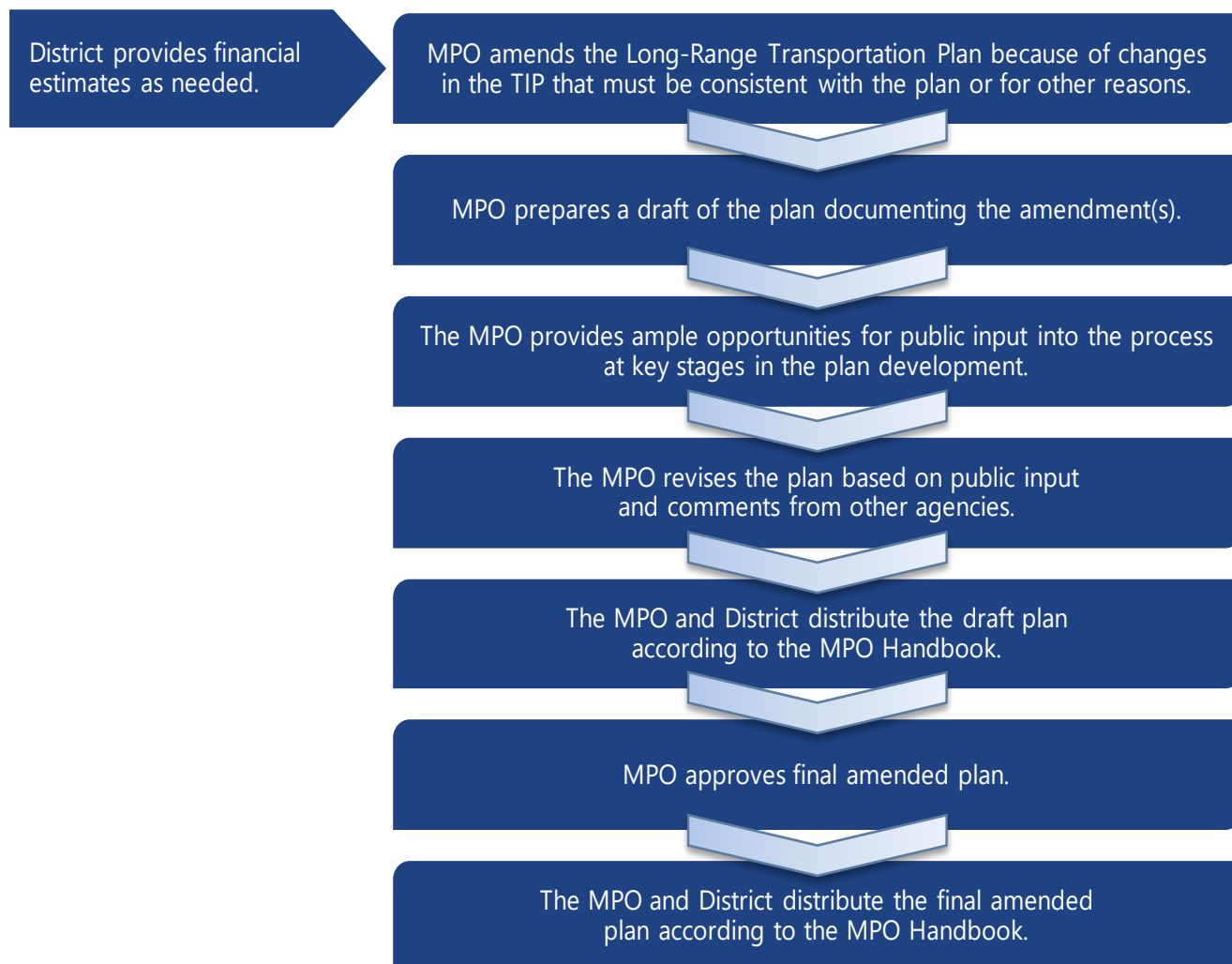
require public review and comment, a redemonstration of fiscal constraint, or a conformity determination (in nonattainment and maintenance areas). [\[23 C.F.R. 450.104\]](#)

- An **amendment** means a revision to a long-range statewide or metropolitan transportation plan, TIP, or STIP, that involves a major change to a project included in a LRTP, TIP, or STIP, including the addition or deletion of a project or a major change in project cost, project/project phase initiation dates, or a major change in design concept or design scope (e.g., changing project termini or the number of through traffic lanes or changing the number of stations in the case of fixed guideway transit projects). Changes to projects that are included only for illustrative purposes do not require an amendment. An amendment is a revision that requires public review and comment and a redemonstration of fiscal constraint. If an amendment involves “nonexempt” projects in nonattainment and maintenance areas, a conformity determination is required. [\[23 C.F.R. 450.104\]](#)

The LRTP can be revised at any time. It is important to note the MPO does not have to extend the LRTP planning horizon out another 20 years for administrative modifications and amendments. That is required only for the periodic (e.g., 5-year) update.

Florida Statute requires 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. This guidance [\[s.339.175\(13\), F.S.\]](#) **Figure 5.3** shows the LRTP amendment process.

Figure 5.3 L RTP Amendment Process



5.4.3 L RTP Approval and Distribution

The MPO Board must approve the final L RTP by a recorded roll-call vote or hand-counted vote of the majority of the membership present. [\[s.339.175\(13\), F.S.\]](#) Although the L RTP does not require approval by the FHWA or the FTA, these agencies must be involved during the development of the plan and be provided an opportunity to comment on the draft plan.

The plan is reviewed by FHWA and FTA during the quadrennial TMA certification for areas classified as TMAs (urban area population in excess of 200,000), or as part of the MPO self-certification process for non-TMA areas. Copies of any new and/or revised plans must be provided to each agency as well as FDOT. [\[23 C.F.R. 450.324\(d\)\]](#)

Distribution of the draft and final adopted LRTP is facilitated through the [MPO Document Portal](#). Through the [MPO Document Portal](#), new or revised plans are provided to the FHWA, the FTA, and the appropriate FDOT Central and District offices prior to the MPO’s annual self-certification.

5.5 References

This section provides a list of references/definitions from State law, including key plans and guidance related to MPOs.

Table 5.2 **References**

Reference	Description
42 U.S.C. 2000d et. seq.	Title VI of the Civil Rights Act of 1964, as amended
Florida Transportation Plan	The single overarching statewide plan guiding Florida's transportation future
FDOT's Efficient Transportation Decision-Making (ETDM) Manual , December 2021	For use in reviewing qualifying transportation projects during the Efficient Transportation Decision Making (ETDM) Process Planning and Programming Screens
Practical Application Guides for SCE Evaluations: ETDM Phase	Describes the process for evaluating sociocultural effects (SCE) for projects undergoing Planning screen or Programming screen reviews as part of Florida’s Efficient Transportation Decision Making (ETDM) Process
Florida MPOAC	Metropolitan Planning Organization Advisory Council

Reference	Description
Florida Standard Urban Transportation Model Structure (FSUTMS) Web Portal	Used to determine current and forecasted transportation and land use conditions and trends for this 20-year planning horizon
2045 Revenue Forecasting Guidebook	Documents the State's long-range transportation revenue forecast
MPO Document Portal	Portal through which MPOs upload draft and adopted LRTPs