

MPO

PROGRAM MANAGEMENT
HANDBOOK

CHAPTER 5 Long Range Transportation Plan



OFFICE OF POLICY PLANNING



5. Long Range Transportation Plan

Key Chapter Changes

The Long Range Transportation Plan (LRTP) chapter was updated to provide additional information on the LRTP process, including housing integration, resources, and organization. The chapter has been formatted for accessibility. (June 25, 2024)

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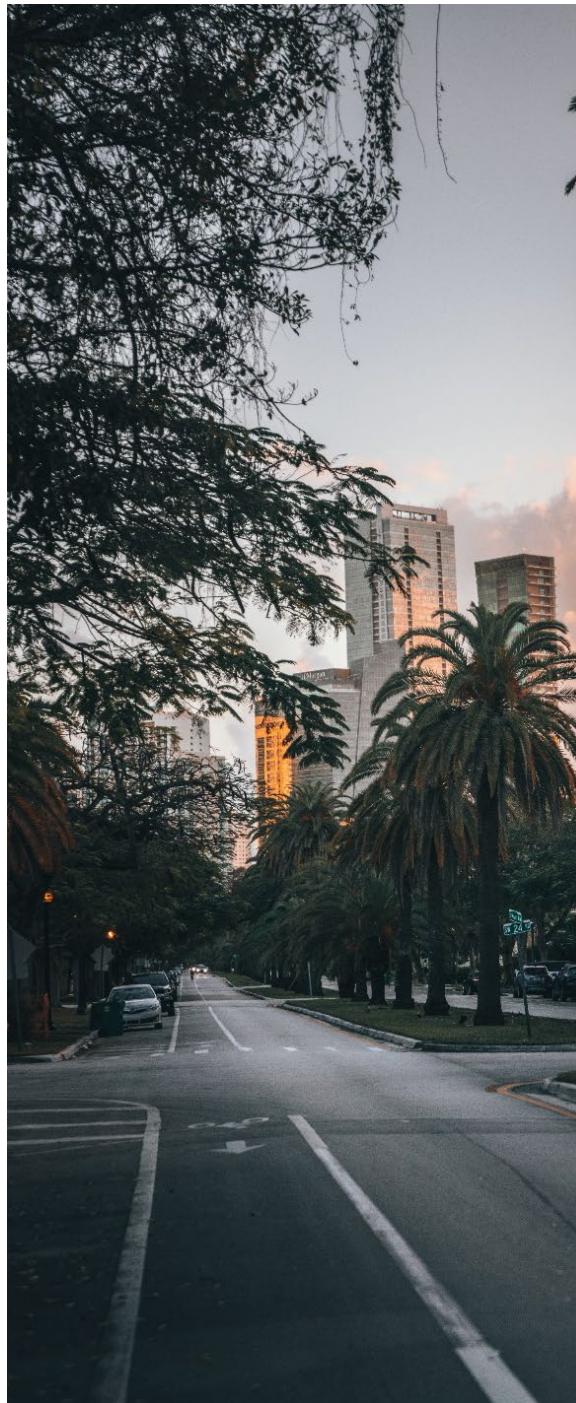
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5.1 Introduction

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. This would include the 5-year Transportation Improvement Program (TIP) period, to a common horizon of approximately Fiscal Year (FY) 2050. 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, and air pollution. The LRTP must include long and short-range strategies consistent with federal, state, and local goals and objectives. The MPOs use the LRTP as their transportation vision for their region and member jurisdictions.



5.1.1 Federal LRTP Regulations

Federal regulations require MPOs to develop LRTPs through a performance-driven, outcome-based approach to planning for metropolitan areas of the state and is summarized in **Table 5.1**. The metropolitan transportation planning process shall be **continuous, cooperative, and comprehensive (3-C)**. It should also provide for consideration and implementation of projects, strategies, and services that will address the following 10 planning factors: **23 Code of Federal Regulations (CFR) 450.306(a) and (b)**:

- ❖ **Economic Vitality:** Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency
- ❖ **Safety:** Increase the safety of the transportation system for motorized and non-motorized users
- ❖ **Security:** Increase the security of the transportation system for motorized and non-motorized users
- ❖ **Accessibility & Mobility:** Increase the accessibility and mobility of people and freight
- ❖ **Environmental Quality:** 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
- ❖ **Multimodal Connectivity:** Enhance the integration and connectivity of the transportation system across and between modes for people and freight
- ❖ **System Efficiency:** Promote efficient system management and operations
- ❖ **System Preservation:** Emphasize the preservation of the existing transportation system
- ❖ **Resiliency & Reliability:** Improve the resiliency and reliability of the transportation system, and reduce or mitigate storm water impacts of surface transportation
- ❖ **Travel & Tourism:** Enhance travel and tourism



In addition to the 10 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), also known as the MPO planning boundary, over the period of the transportation plan. [\[23 CFR 450.324\(f\)\(1\)\]](#)
- ❖ 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 CFR 450.324\(f\)\(2\)\]](#)
- ❖ 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 CFR 450.324\(f\)\(3\)\]](#) 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 CFR 450.324\(f\)\(4\)\]](#) 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 to relieve vehicular congestion and maximize the safety and mobility of people and goods. [\[23 CFR 450.324\(f\)\(5\)\]](#)
- ❖ Consideration of results of the congestion management process in Transportation Management Areas (TMA), including 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 CFR 450.324\(f\)\(6\)\]](#)

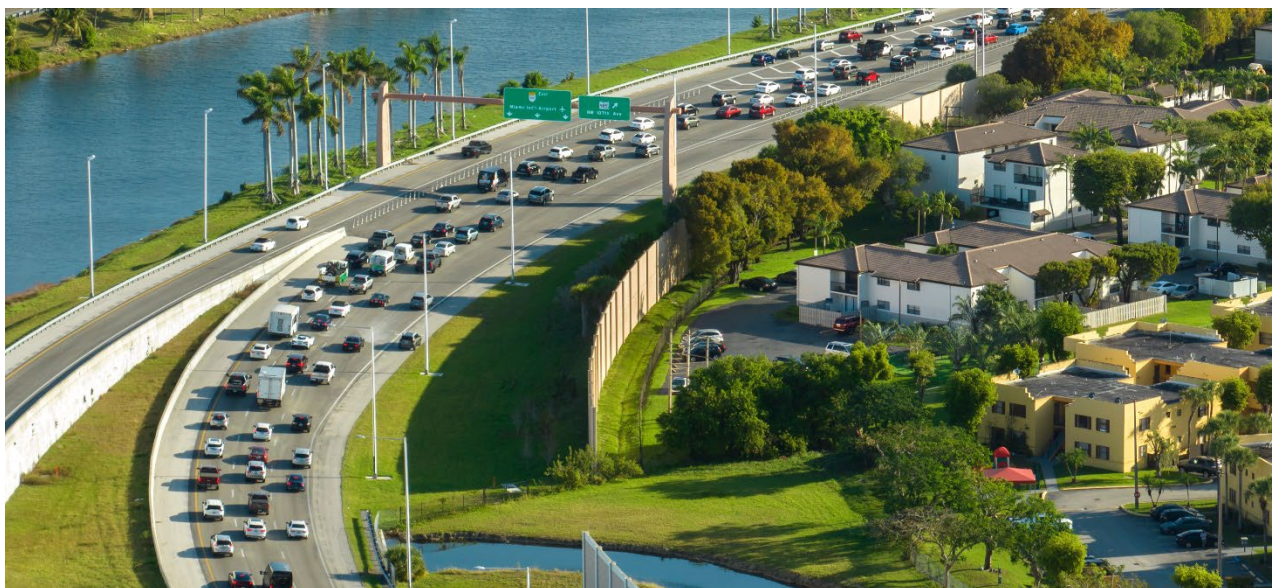
- ❖ Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure 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 CFR 450.324\(f\)\(7\)\]](#)
- ❖ 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 United States Code \(USC\) 101\(a\)](#), and associated transit improvements, as described in [49 USC 5302\(a\)](#), as appropriate. [\[23 CFR 450.324\(f\)\(8\)\]](#)
- ❖ Descriptions of proposed improvements in sufficient detail to develop cost estimates (e.g., design concept and design scope descriptions). [\[23 CFR 450.324\(f\)\(9\)\]](#)
- ❖ 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, tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation. [\[23 CFR 450.324\(f\)\(10\)\]](#)
- ❖ 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 CFR 450.324\(f\)\(11\)\]](#)

- ❖ Pedestrian walkway and bicycle transportation facilities in accordance with [23 USC 217\(g\)](#), [\[23 CFR 450.324\(f\)\(12\)\]](#)
- ❖ Both long and short-range strategies/actions that provide for development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) to facilitate safe and efficient movement of people and goods in addressing current and future transportation demand. [\[23 CFR 450.324\(b\)\]](#)
- ❖ The MPO, the state(s), and 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 CFR 450.324\(e\)\]](#)
- ❖ 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 USC 148](#), the Public Transportation Agency Safety Plan (PTASP) required under [49 USC 5329\(d\)](#) and [49 CFR Part 673](#); 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 CFR 450.324\(i\)\]](#)



Furthermore, the Infrastructure Investment and Jobs Act (IIJA) establishes federal regulations on LRTP documents. These regulations are summarized in the [Federal Highway Administration \(FHWA\) 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's (referred to as a metropolitan transportation plan in federal law and regulation) outer years as beyond the first four years. [\[23 CFR 450.324\(f\)\(11\)\(v\)\]](#)
- ❖ **Housing Integration in Long Range Transportation Plans:** The IIJA requires that MPO LRTPs include housing considerations, including:
 - Considering projects and strategies that will promote consistency between transportation improvements and state and local housing patterns (in addition to planned growth and economic development patterns); [\[PL 117-58, 11201\(d\)\(3\); 23 U.S.C. 134\(h\)\(1\)\(E\)\]](#)
 - Adding assumed distribution of population and housing to a list of recommended components to be included in optional scenarios developed as part of the LRTP; and [\[PL 117-58, 11201\(d\)\(4\)\(A\); 23 U.S.C. 134\(i\)\(4\)\(B\)\]](#)
 - Adding affordable housing organizations to a list of stakeholders MPOs are required to provide a reasonable opportunity to comment on the LRTP. [\[PL 117-58, 11201\(d\)\(4\)\(B\); 23 U.S.C. 134\(i\)\(6\)\(A\)\]](#)



5.1.2 *State LRTP Regulations*

The following represents the state regulations related to the LRTP. Some of the state regulations are similar to federal regulations, however they are all listed for consistency and completeness.

Section 339.175(6)(b), Florida Statutes (FS), 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
- ❖ Emphasize the preservation of the existing transportation system; and
- ❖ Prepare a congestion management system for the contiguous urbanized metropolitan area and cooperate with the department in the development of all other transportation management systems required by state or federal law **[s.339.175(6)(c)(1)]**

In addition to these considerations, Florida Statutes require MPOs to develop, in cooperation with state and public transit operators, transportation plans and programs for each metropolitan area that provide for development and integrated management and operation of transportation systems and facilities. These include pedestrian walkways and bicycle transportation facilities that will function as an intermodal transportation system for the metropolitan area based upon the prevailing principles provided in **s.334.046, FS** and **s.339.175(1), FS**.

The process for developing such plans and programs shall provide for consideration of all modes of transportation. The 3-C 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\(1\), FS\]](#)

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 facilities on the Strategic Intermodal System (SIS) designated under [s.339.63, FS](#) and facilities for which projects have been identified pursuant to [s.339.2819\(4\), FS](#) (Transportation Regional Incentive Program). [\[s.339.175\(1\), FS\]](#)

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\(7\), FS\]](#)

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\(7\), FS\]](#)

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\(7\), FS\]](#)

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\(7\), FS\]](#)



The LRTP must, at a minimum address the following statutes (summarized below):

- ❖ 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\(7\)\(a\), FS\]](#)
- ❖ 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 \(FTP\)](#). 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\(7\)\(a\), FS\]](#)
- ❖ 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\(7\)\(b\), FS\]](#)
- ❖ 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\(7\)\(c\)\(1\), FS\]](#)
- ❖ 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 automated driving systems and other developments. [\[s.339.175\(7\)\(c\)\(2\), FS\]](#)
- ❖ 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\(7\)\(d\), FS; s.339.175\(7\)\(e\)\]](#)
- ❖ 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\(13\), FS\]](#)

5.2 Methods for Developing the LRTP

The LRTP must address federal and state requirements identified in this chapter and must consider the goals and objectives identified in the [Florida Transportation Plan \(FTP\)](#). [s.339.175(7)(a), FS] 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. Best Practices for LRTP documentation can be found in **Figure 5.2**. The steps are described below and in the following sections.

Figure 5.1 LRTP Development and Approval Process

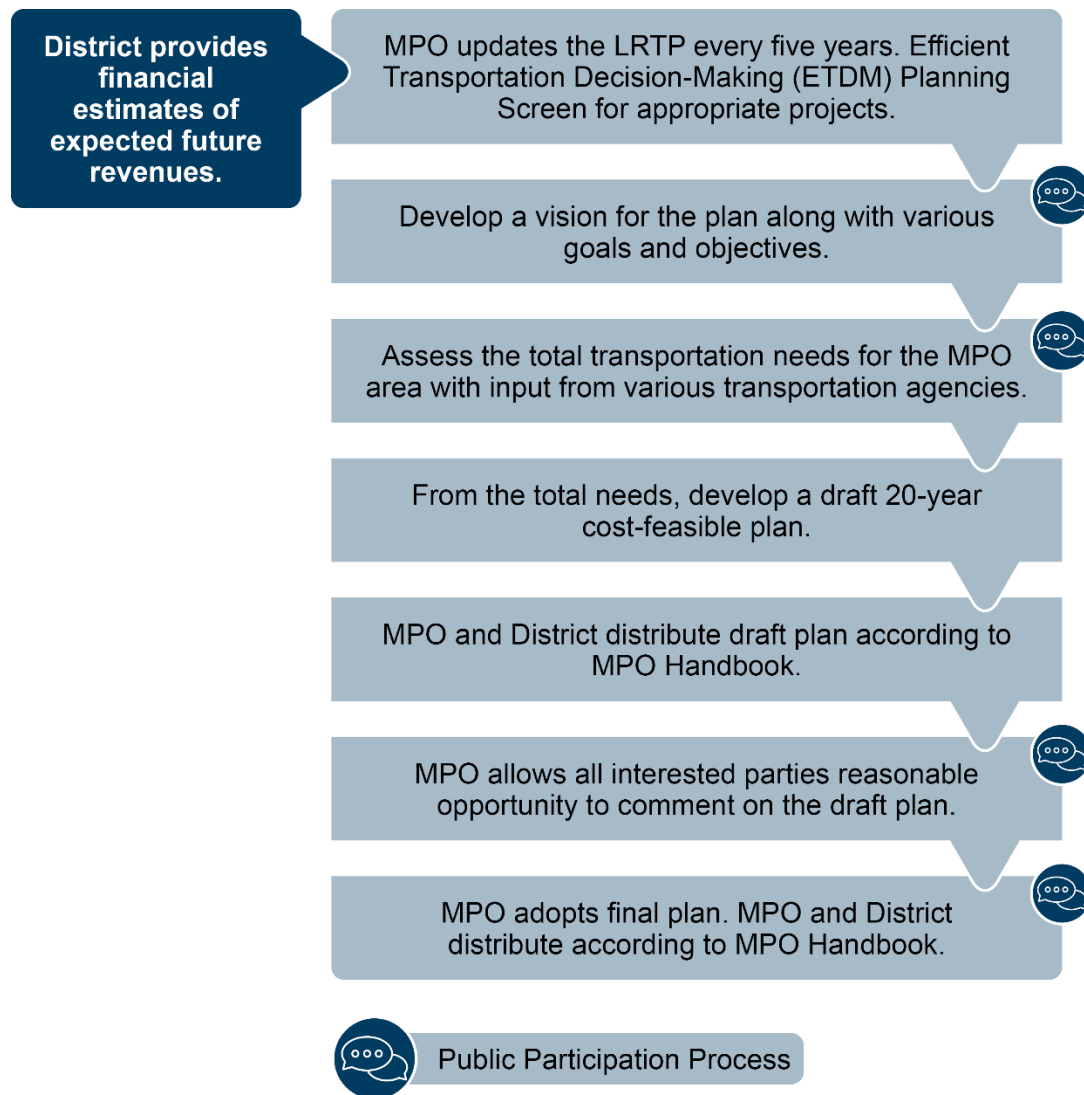


Figure 5.2 Best Practices for LRTP Documentation

Best Practices for LRTP Documentation

- ✓ Developed with a clear vision
- ✓ Easy to access via the MPO's website
- ✓ Easy to read and understandable by the general public
- ✓ Of a reasonable page-length
- ✓ Sub-divided into meaningful sections
- ✓ Free of excess information that could reasonably be located in ancillary documents
- ✓ Inclusive of appropriate methods for presenting the report's content
- ✓ Accessible to all users

5.2.1 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. [\[23 CFR 450.306\(b\)\]](#)

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.

In Florida, FHWA has issued Expectation Letters. The letters outline areas of focus for MPO LRTPs. All letters need to be considered as well as the most recent version and can be found on the [Partner Library](#).

5.2.2 Documentation

The LRTP development process concludes with completion of the document. The documentation should summarize the major elements noted in this chapter and address federal and state requirements. Major elements of the plan include existing conditions, goals and objectives, public involvement, Needs Plan development and outcomes, system performance report, financial resources, and development of the Cost Feasible Plan. 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 **5.2.8.1 LRTP Checklist**.

5.2.3 LRTP Needs Plan

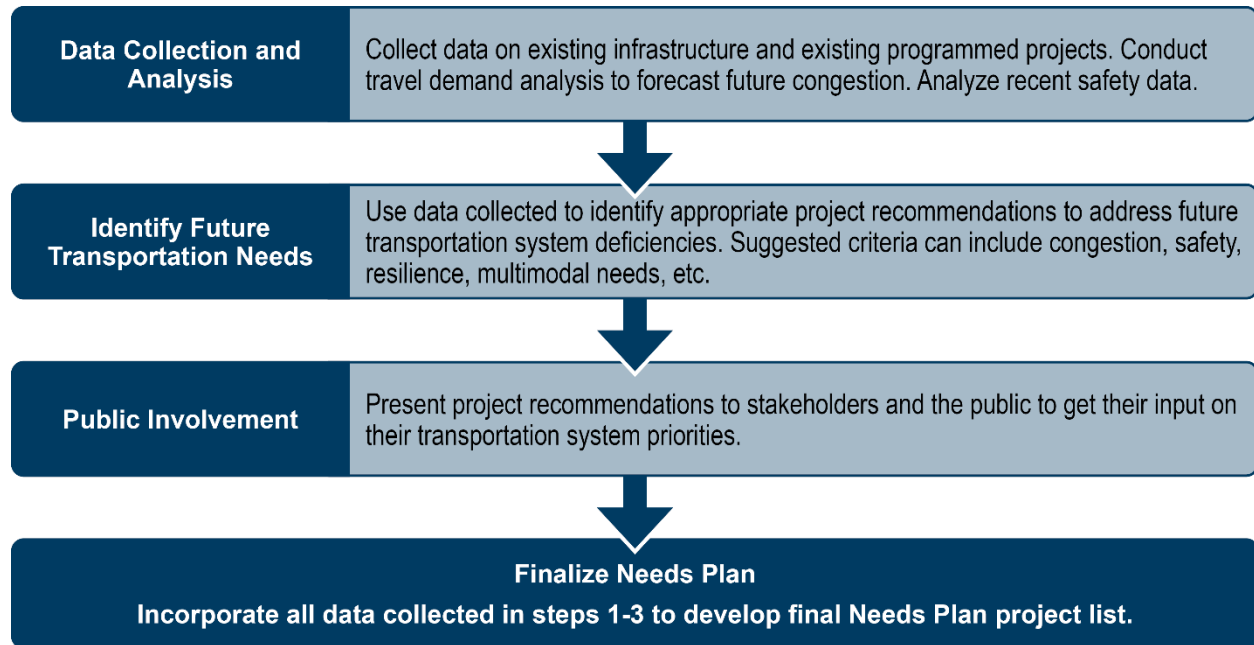
The LRTP should contain a Needs Plan. The Needs Plan considers current and future transportation needs without consideration of financial constraints. While not required by federal regulation, a Needs Plan can aid in inventorying a region's transportation needs to prioritize which projects should be funded to achieve a more efficient and interconnected transportation system.

FDOT adopted the **Revenue Forecast Handbook** to improve uniformity in the reporting of financial data and estimating transportation needs in MPO

LRTPs. MPOs should coordinate with their Districts for the funds estimated on the District level. Through cooperative coordination, the District and MPOs can determine how funds are distributed between the MPOs and District. The Needs Plan should include only transportation projects that are necessary to meet identified future transportation demands or advance the goals, objectives, and policies of the MPO, the region, and the state.



Figure 5.3 Needs Plan



The final step in development of the Needs Plan is for MPOs to develop a cost estimate for identified needs in the LRTP. The needs estimate should include all costs (operations, maintenance, capacity expansion, etc.) of all projects. Although there is no federal or state requirement to include an estimate of needs, the Florida Metropolitan Planning Organization Advisory Council (MPOAC) agreed to include this information in their respective MPO LRTPs.

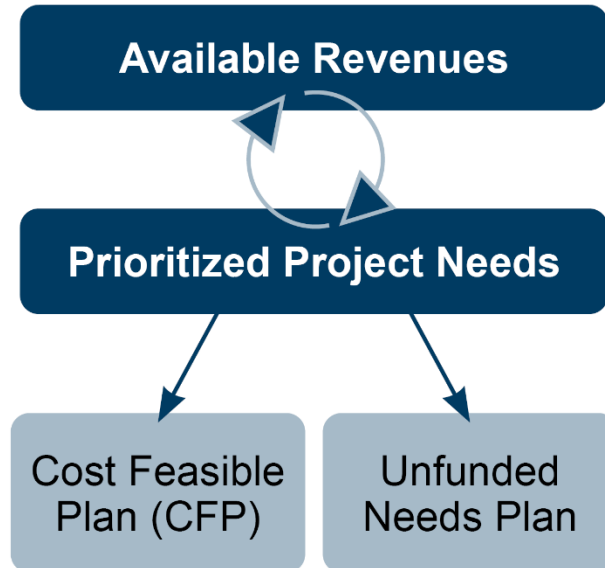
5.2.4 LRTP Cost Feasible Plan

The LRTP must also include a Cost Feasible Plan. The LRTP must demonstrate fiscal constraint as defined by [\[23 CFR 450.104\]](#), 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.

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](#).

The LRTP must include a revenue estimate that reflects a reasonable expectation of future funding levels at the federal, state, and local levels. Federal and state revenues are obtained from the [Revenue Forecast Handbook](#), while local revenues will be obtained through regional, county, and municipal sources. Cost estimates that support the LRTP must use an inflation factor(s) to reflect year of expenditure (YOE) dollars, based on reasonable financial principles and information, developed cooperatively by the MPO, state(s), and public transportation operator. [\[23 CFR 450.324\(f\)\(11\)\(iv\)\]](#) MPOs should use inflation factors to adjust project costs from “present day cost” dollars for recent years (i.e., 2022/23, 2023/24) to future YOE dollars. Inflation factors and guidance for converting project costs estimates to year of expenditure dollars are provided in the [Revenue Forecast Handbook](#) in Appendix E. **Revenues provided in this handbook are already presented in YOE dollars.** 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 MPO and District level estimates from the 2050 Revenue Forecast for capacity programs.

Figure 5.4 CFP Development



5.2.4.1 Consistency between Planning Documents

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.

5.2.4.1.1 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).

5.2.4.1.2 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 USC 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](#).

A NEPA document is consistent with the LRTP and STIP/TIP when the NEPA discussion of the project scope, cost, general funding sources, description, and logical termini are reflected with the same information in the LRTP and TIP/STIP. Amendments to either the LRTP or STIP/TIP are not needed if the limits in the NEPA document (logical termini) are addressed in the LRTP, regardless of the constructible segments.

This means if logical termini of a PD&E study are described in the LRTP to match the NEPA document, then future phases such as design and construction (CST) with project limits within the overall PD&E study limits do not require an amendment to the LRTP.

For an environmental document to be approved, 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 study (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. Below are possible scenarios for a project to be described in the LRTP:

- ❖ If a project is planned to be fully funded through construction during the life of the LRTP (e.g., by 2050), the cost of and source of funding (federal, state, local, toll, developer) for each phase PE, Right of Way (ROW), and CST needs to be documented in the LRTP. It is **not necessary to document the costs of each segment individually** (e.g., three 10-mile segments).
- ❖ 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 (PD&E, ROW, CST) 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. The written description should include an estimate of the cost of any unfunded phases, expressed in year of expenditure (YOE) dollars equal to the last 10-year time band (e.g., FY 2040/41 to FY 2049/50).
- ❖ 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. [\[23 CFR 450.218\]](#)

5.2.4.1.3 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 are required to be submitted to FHWA by the Districts for all Major Projects. [\[23 USC 106 \(h\)\]](#) The FTA also has requirements for Major Capital Investment Projects. [\[49 CFR Part 611\]](#) 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 to resolve inconsistencies.

5.2.5 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.



5.2.5.1 Efficient Transportation Decision-Making (ETDM) Process

The Efficient Transportation Decision-Making (ETDM) process is Florida's procedure for reviewing transportation projects to consider potential environmental effects in the Planning phase. The intent of the ETDM process 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 PD&E study phase. Information gathered may be incorporated later into the PD&E study to satisfy 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 development of the LRTP. Based on feedback from the ETDM process, 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 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 and 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 LRTP.

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 ETATs 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 and they are also requested to identify future key issues and/or effects that projects might have related to resources.

It is recommended that the LRTP include a section that lists all projects screened through the ETDM Planning Screen to document the level of agency consultation that has occurred. A Purpose and Need Statement must be included for each project entered into the ETDM Planning Screen, as well as a summary of the major issues and comments noted by 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's 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 to the ETDM Planning Screen. In addition, the public can comment on projects through traditional public involvement activities coordinated by the MPO or the Community Liaison Coordinator (CLC), defined in the [ETDM Manual Chapter 2, Section 2.5.5](#). The CLC works in conjunction with the ETDM Coordinator and project team during the Planning and Programming Screens.

All major transportation projects in the LRTP should be screened under the ETDM process (Planning Screen), including major LAP projects. See [Figure 5.5](#) for recommended guidance for the Planning/Programming Screen. MPOs should build sufficient time into the LRTP development process to conduct Planning Screen reviews, as well as prepare the accompanying summary reports prior to approving the LRTP. 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;
- ❖ Major public transportation projects, such as Intermodal Passenger Centers and new fixed guideway service.

The purpose of the ETDM Planning Screen review is to provide additional information to the MPO to make the determination whether a proposed project should be included in 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. Screening of local projects not on the State Highway System is optional.

Figure 5.5 ETDM Screening Matrix for Qualifying Projects

SYSTEM	FEDERAL DOLLARS <i>(any FHWA, FTA, or FRA funds, or Federal Authorizations)</i>		STATE DOLLARS <i>(TRIP, Transit/Intermodal System Grants, etc.) No Federal Dollars Involved</i>		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 Local Option	FDOT	YES	Local	N/A
	Local		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 ETDM 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, responses indicating very strong community opposition to a project and/or potentially severe negative impacts to 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 ETDM 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 an ETDM Planning Screen, that project would not normally undergo a second Planning Screen review unless the parameters of the project significantly change.

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

5.2.5.2 Sociocultural Effects (SCE) Evaluations

MPO and FDOT District staff are expected to evaluate and provide comments 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
- ❖ Relocation

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



5.2.5.3 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 CFR 450.324\(f\)\(10\)\]](#)

Federal regulation defines environmental mitigation activities as strategies, policies, programs. It also defines activities as actions which, over time, will serve to avoid, minimize, rectify, reduce, or eliminate impacts to environmental resources associated with the implementation of an LRTP. [\[23 CFR 450.104\]](#)

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 features 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 [Efficient Transportation Decision-Making \(ETDM\) Planning Screen](#), can be used to map and provide inventories for most 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 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 standard GIS analyses, and generate quality maps of the projects without requiring a complete ETDM screening.

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 to generate maps in-house.

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



5.2.6 Performance Measurement

In 2012, [Moving Ahead for Progress in the 21st Century \(MAP-21, PL 112-141\) Act](#) ushered in a national Transportation Performance Measure (TPM) framework to strengthen the U.S. transportation system and improve decision-making through better informed transportation planning and programming. MAP-21 established performance-driven and outcome-based requirements to align federal transportation funding with national goals and track progress toward achievement of these goals. The purpose of this performance-based program is for state departments of transportation, MPOs, and public transportation providers to invest resources in projects which, collectively, make progress toward achievement of national goals. Refer to Chapter 9: Performance Management for more detail on this topic.

5.2.6.1 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 an MPO planning area. [\[23 CFR 450.324\(f\)\(3\)\]](#) The LRTP must also include a system performance report. The system performance report must evaluate the condition and performance of the transportation system with respect to the MPO's 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. [\[23 CFR 450.324\(f\)\(4\)\(i\)\]](#) The requirement to include a system performance report in the LRTP must be met at the time that the LRTP is updated. A system performance report does not have to be updated when the LRTP is amended. For more information refer to Chapter 9: Performance Management.

5.2.7 Public Involvement

MPOs are required to develop and use a documented Public Participation Plan (PPP) that defines a process for providing reasonable opportunities for the public to be involved in the metropolitan transportation planning process. The plan must consider participation for 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 CFR 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 decisions, including state and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements so the planning process can be coordinated to the maximum extent practicable with such planning activities. [\[23 CFR 450.316\(a\)\(3\)\(b\)\]](#) Chapter 6: Public Participation Plan (PPP) provides detailed information about MPO public involvement requirements.

5.2.7.1 LRTP-Specific Public Participation Plan (PPP)

It is recommended that each MPO develop a PPP specific to the LRTP. The LRTP-specific PPP would build off the content and assumptions contained within the adopted PPP and provide additional information such as specific stakeholders to be engaged during LRTP development, a list of proposed engagement activities specific to LRTP development, and a schedule of milestone events. 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 the LRTP and may also be used as an outline to compile feedback. Chapter 6: Public Participation Plan provides detailed information about LRTP public involvement requirements.

5.2.8 Publication and Distribution of the LRTP

The MPO must publish the LRTP and make it available to the public for review in electronically accessible formats. [\[23 CFR 450.316\(a\)\(1\)\(iv\)\]](#) The draft and final versions of the LRTP will be uploaded to the [Grant Applications Program \(GAP\)](#) by the MPO. The [GAP](#) website facilitates agency review by notifying the following partners for review at the appropriate time:

- ❖ FDOT – District Staff
- ❖ FDOT – Central Office Planning
- ❖ Federal Transit Administration Region IV
- ❖ Federal Highway Administration

Please refer to the [Metropolitan Planning Program Staff List](#) on the [MPO Partner Site](#), Liaison Toolkit for staff contact information.

The MPO should provide access to the draft LRTP for the public in accordance with the MPO's adopted PPP. FDOT review of the LRTP (and if applicable an initial federal agency review) will take place concurrently with public review of the draft LRTP.

The Districts shall review the draft LRTP for consistency with federal and state regulations using the LRTP Checklist. The checklist is available for download in the Liaison Toolkit on the [MPO Partner Site](#). MPO Liaisons will coordinate with the MPO regarding comments on the draft LRTP. Following the conclusion of the public and agency review period of the draft LRTP, the MPO is allowed a minimum of **14 days** to respond to public and agency comments before proceeding to the MPO Board for adoption of the final LRTP.

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

5.2.8.1 LRTP Checklist

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

- ❖ [Technical Memorandum 21-02 FDOT LRTP Fiscal Constraint Guidance](#)
- ❖ FHWA LRTP Expectations Letters ([2008](#), [2012](#), and [2018](#))
- ❖ [FHWA Fiscal Constraint Guidance](#)

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

5.3 LRTP Administration

The LRTP process is directed by a series of federal requirements which dictate how the LRTP is updated and maintained. The following sections detail these requirements.

5.3.1 LRTP Update Frequency and Planning Horizon

An LRTP is updated every five years. An update is defined as the process of making information in an LRTP current through a comprehensive review.

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) 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 CFR 450.324\(d\)\]](#)

FDOT provides travel demand modeling standards for use by all Florida MPOs to determine current and forecasted transportation and land use conditions, as well as trends for the 20-year planning horizon. The MPO may use any analytical techniques and/or software after consultation with FDOT. The MPO must document the models and methodology used and 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, FHWA, and FTA. The LRTP must be adopted **no later than five years** to the day from when the MPO adopted the last update. FDOT maintains a [list of LRTP adoption dates](#) for MPOs in Florida.

5.3.2 LRTP Revisions

Besides the five-year update cycle, there are times an MPO may find it necessary to revise the LRTP.

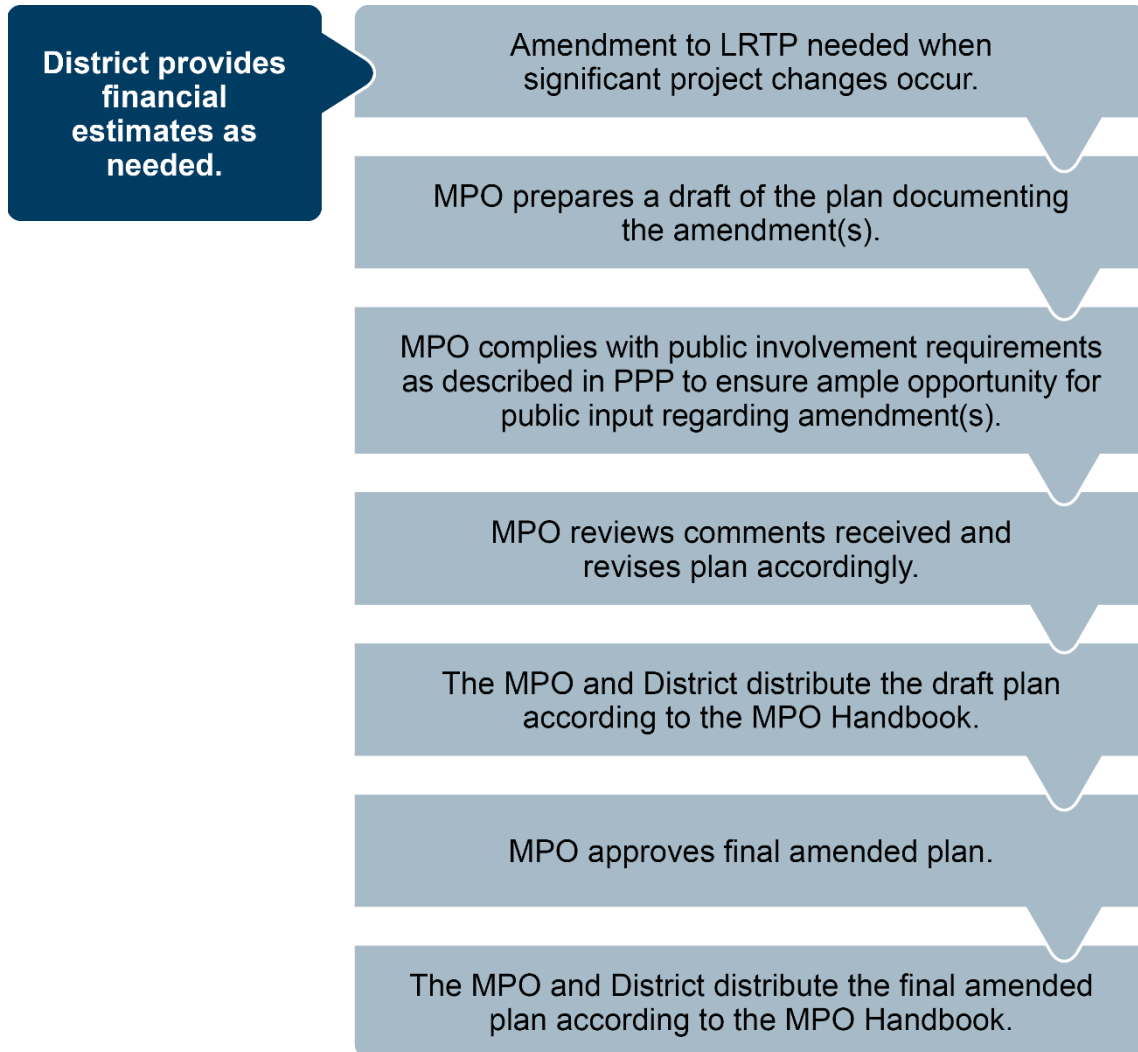
[FDOT Guidance](#) provides minimum thresholds for project changes that trigger an LRTP amendment. The CFR defines two types of revisions:

- ❖ A **modification** is a minor revision to the LRTP 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. A modification is a revision that does not require public review and comment, redemonstration of fiscal constraint, or a conformity determination (in nonattainment and maintenance areas). [\[23 CFR 450.104\]](#)
- ❖ An **amendment** is a revision that involves a major change to a project such as adding or deleting a project, 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, the number of through traffic lanes or changing the number of stations in the case of fixed guideway transit projects). An amendment is a revision that requires public review and comment and redemonstration of fiscal constraint. If an amendment involves nonexempt projects in nonattainment and maintenance areas, a conformity determination is required. [\[23 CFR 450.104\]](#)
- ❖ Changes to projects that are included only for illustrative purposes do not require an amendment.

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 modifications and amendments.

Florida Statutes require the MPO Board adopt amendments to the LRTP by a recorded roll-call or hand-counted vote of the majority of the membership present. [\[s.339.175\(13\), FS\]](#) **Figure 5.6** shows the LRTP amendment process.

Figure 5.6 LRTP Amendment Process

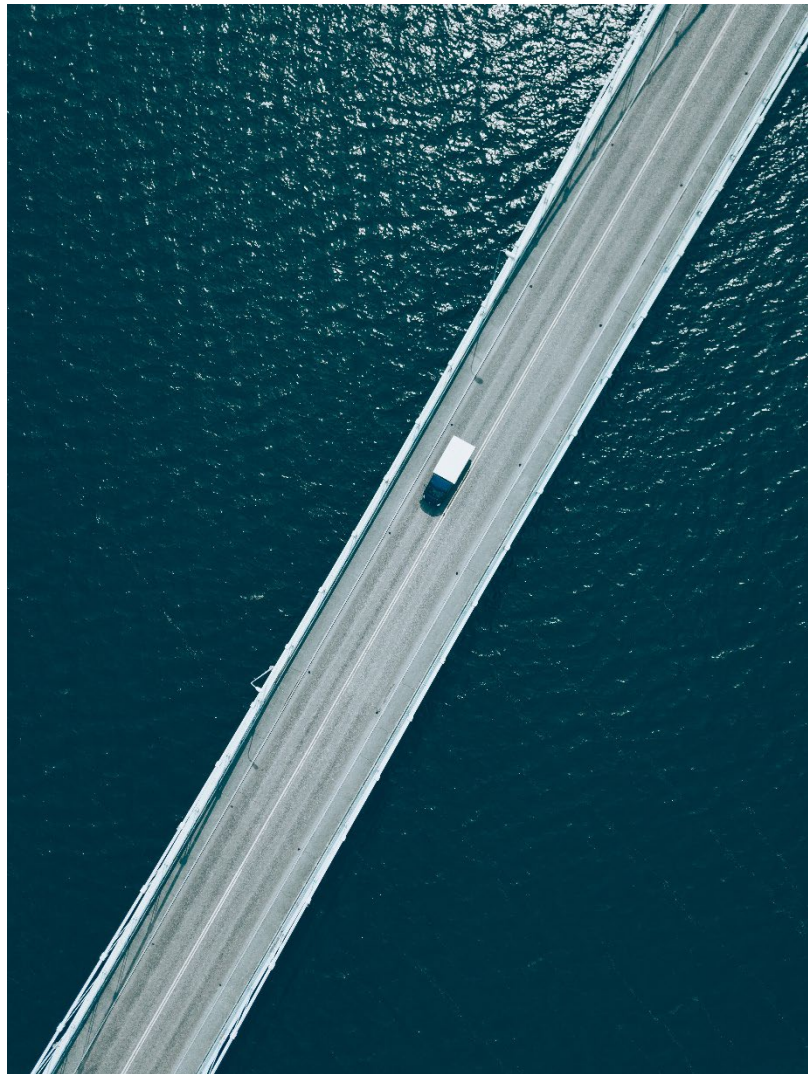


5.3.3 LRTP Approval and Distribution

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

The LRTP 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 CFR 450.324\(d\)\]](#)

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



5.4 References

Table 5.1 presents the federal and state statutes, regulations, and rules related to development of the LRTP and provides a list of references/definitions from federal or state law, including key plans and guidance about MPOs.

Table 5.1 Federal and State Statutes and References

METROPOLITAN TRANSPORTATION PLANNING

Citation: [23 USC 134 \(h\) and \(i\)](#) and [49 USC 5303 \(h\) and \(i\)](#)

Description: Scope of the metropolitan planning process and development of the LRTP.

PLANNING ASSISTANCE AND STANDARDS

Citation: [23 CFR 450.322](#), [23 CFR 450.324](#), and [Appendix A to Part 450, Title 23](#)

Description: Congestion management process, and development and content of the LRTP.

TRANSPORTATION FINANCE AND PLANNING

Citation: [Section 334.046, Florida Statutes](#)

Description: Transportation administration responsibility in planning.

Citation: [Section 339.175, Florida Statutes](#)

Description: MPO responsibilities and LRTP requirements.

Citation: [Section 339.63, Florida Statutes](#)

Description: Transportation system facilities designations.

Citation: [Section 339.2819\(4\), Florida Statutes](#)

Description: Transportation Regional Incentive Program.

TITLE VI AND NONDISCRIMINATION

Citation: [42 USC 2000d et. seq.](#)

Description: Title VI of the Civil Rights Act of 1964, as amended.

FDOT

Citation: [Florida Transportation Plan](#)

Description: The single overarching statewide plan guiding Florida's transportation future.

FDOT'S OFFICE OF ENVIRONMENTAL MANAGEMENT ETDM MANUAL

Citation: [FDOT's Efficient Transportation Decision-Making \(ETDM\) Manual, December 2021](#)

Description: For use in reviewing qualifying transportation projects during the Efficient Transportation Decision Making (ETDM) Process Planning and Programming Screens.

SEC EVALUATION PROCESS WEBSITE

Citation: [Practical Application Guides for SCE Evaluations: ETDM Phase](#)

Description: 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.

GRANT APPLICATION PROGRAM

Citation: [GAP](#) and [FL GAP State Guide](#)

Description: Websites through which MPOs upload draft, adopted LRTPs, and guidance.

Citation: [Revenue Forecasting Guidebook](#)

Description: Documents the state's long-range transportation revenue forecast.

MPOAC

Citation: [Florida MPOAC](#)

Description: Metropolitan Planning Organization Advisory Council.