



2050 Metropolitan Transportation Plan

Chapter 18 | Funding and Investment Policy



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Draft



What is in this document?

This chapter outlines the 2050 Metropolitan Transportation Plan (MTP) funding policy development process, focusing on MPO-federal funds and investment scenario planning to enhance the regional transportation system through various modalities. It provides an overview of the public engagement process, technical workshops, and the evaluation of various investment scenarios/funding approaches aimed at improving multimodal transportation.

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18.1 Introduction

Beginning in 1992, the MetroPlan Orlando Board established a policy to distribute Transportation Management Area (TMA) Surface Transportation Program (SU+TALU) funds (i.e., federal funds that MetroPlan Orlando is responsible for prioritizing and programming) among the modal categories for capital projects. The establishment and continued application of the funding policy provides structure to the prioritization approach and to annual programming of projects into the Work Program. The 2050 Metropolitan Transportation Plan (MTP or 2050 Plan) developed and evaluated alternative investment scenarios that explored potential adaptations of the previously adopted MPO funding policy from the 2045 MTP.

18.2 Setting the Stage

Prior to initiating the scenario development process, it was important to establish an initial direction for how to proceed. The scenario process allowed for a multi-round testing platform; however, that platform was made more effective by establishing an initial set of interests from which to build the first set of scenarios.

18.2.1 PUBLIC SURVEY

Through the 2050 MTP's community survey process, the public was asked for feedback to help set the stage for the funding scenario planning process and the ultimate development of the 2050 MTP funding policy. Technical Workshop participants were also provided with a survey following their December 2024 meeting to weigh in on the same questions as the public. Based on the feedback received during this process, some overall conclusions could be drawn:

- Public participants placed an emphasis on multimodal travel;
- Public participants indicated a preference for dedicated funding for safety improvements and safety programs;
- Public participants desired additional transit services;
- Technical Workshop participants placed a similar focus to the public on multimodal travel;
- Technical participants emphasized the need for funding for safety projects; and
- Technical participants desired to incorporate more flexibility into the process.

Other notable comments included requests to change the Complete Streets policy to allow MPO funds for roadway widening/capacity projects, suggestions to revisit the \$4 Million MPO funding limit per project phase, and requests to revisit local match funding commitments.

18.2.2 REFINING DIRECTION

A subsequent Technical Workshop (Technical Workshop #7, held in February 2025) and series of MPO advisory committee and Board meetings provided a forum to ask a series of questions that built on the experience applying the 2045 MTP funding policy and began considering the direction for changes that could be considered in 2050. These questions were prefaced by a review of the public survey responses and the corresponding Technical Workshop information. The public process, the Technical Workshop, and subsequent Committee and Board feedback yielded the following overarching takeaways:

- Continue the modal program approach for MPO/TMA federal funds (including Safety, Complete Streets, TSMO/ITS, Bike/Ped Infrastructure, and Transit);
- Use MPO federal funds to support safety improvements on the State Highway System (via 3R/Pavement "goes-with" projects);
- Do not include a requirement for local match;

- Do not use MPO/TMA federal funds for local agency widening projects; and
- Consider year of expenditure (inflation) in determining federal funding limit.

18.3 Scenario Development and Evaluation Process

Using the 2045 MTP funding policy and the initial public and Technical Workshop input as a starting point, the next step was to initiate the scenario development process. The intent of this process was to evaluate various funding policies to determine how MetroPlan Orlando financial resources will be invested in the 2050 MTP, and to build regional consensus around the ultimate infrastructure investment policies. Each of the scenarios was intended to support the 2050 goals, objectives, and indicators and to set the MTP on the path to achieve performance measures.

The process for developing and evaluating alternative investment scenarios was iterative and included feedback loops with local partner agencies, MetroPlan Orlando Advisory Committees, and the Board. The diagram in Figure 18-1 depicts the key steps in the planning and evaluation process.

Figure 18-1 | 2050 MTP Funding Policy Development Process



18.3.1 INITIAL SCENARIO DEVELOPMENT

Five unique scenarios were created as part of Round 1 of the funding policy scenario development. Each scenario was created to be distinct and show clear differences in the measured outcomes. The scenarios evaluated variations in both the modal programs invested in, as well as the level of investment within each program. Round 1 introduced the consideration of two modal programs not currently accounted for within the 2045 MPO TMA funding policy – funding for widening projects and funding for standalone high injury network countermeasure projects. The first five scenarios were presented to the MetroPlan Orlando Committees and Board at a joint Summit on April 9, 2025. More information on the details of the scenarios, the summit, and the feedback received is provided in Section 18.4.2.

18.3.2 MEASURED SCENARIO OUTPUTS

Scenarios were compared using measurable outputs, so that decision makers could weigh the benefits or implications of choosing one scenario over another.

18.4 Funding Policy Scenarios Round 1

The takeaways from the feedback obtained prior to April 2025 were used to arrive at an initial round of draft investment scenarios. Four scenarios were developed for consideration:

- Safety Emphasis
- TSMO Emphasis
- Transit Emphasis
- Restrictive Project Types

Each of the scenarios in Round 1 were compared with the Stay the Course scenario from the 2045 MTP. Table 18-1 provides a description of each of the Round 1 scenarios along with their modal category allocations. The following attributes were summarized for each scenario:

- Project or program types for each modal category;
- Scenario outputs and performance measures; and
- The support of MTP goals for each scenario relative to the Stay the Course scenario.

Table 18-1 | Round 1 Funding Scenario Descriptions

Scenario Name	Scenario Description
Stay the Course	The Stay the Course scenario was a continuation of the 2045 MTP's funding policy. That funding policy included modal programs for Complete Streets, TSMO, Active Transportation, and Transit, but did not include a funding allocation for independent safety projects.
Safety Emphasis	The Safety Emphasis scenario included a funding allocation for independent safety projects. This included annual set-asides for supplemental safety planning, safety improvements along the state highway system, and funding for priority projects along the high injury network. The Safety Emphasis scenario also included elevated funding for TSMO and reduced funding for Active Transportation and Transit in comparison with the Status Quo.
TSMO Emphasis	The TSMO Emphasis scenario included dedicated funding for TSMO capital projects, as well as annual set-asides for the annual traffic signal retiming program and regional travel data program. This also included a funding allocation for independent safety projects. When compared to the Status Quo, the TSMO Emphasis scenario included a safety category and reduced funding for Complete Streets, Active Transportation, and Transit projects.
Transit Emphasis	The Transit Emphasis scenario included an annual set-aside for transit capital improvements, in addition to a dedicated set-aside for transit stop and shelter enhancements. When compared to the Status Quo, the Transit Emphasis scenario included a safety category and reduced funding for Complete Streets, Active Transportation, and TSMO projects.
Restrictive Project Types	The Restrictive Project Types scenario included funding to support construction for roadway widening projects, limited Active Transportation projects to only trail projects, and limited Transit projects to transit stop and shelter enhancements. When compared to the Status Quo, the Restrictive Project Types scenario included a safety category and reduced funding for Complete Streets, Active Transportation, TSMO, and Transit projects.

18.4.1 ROUND 1 SCENARIO FEEDBACK

The 2050 MTP Summit was held on April 9, 2025. More than 80 MPO Board and Advisory Committee members participated in the Summit. The MTP Summit provided attendees with background on the planning process and funding feedback that led up to the Summit and introduced the five preliminary funding scenarios. The Summit included a small group activity to consider how best to allocate resources among the five funding categories, or to indicate another category of interest. Participants were able to populate a game board with chips to demonstrate their preferred allocation of resources.

The feedback received at the Summit resulted in a desire for a balanced approach with multimodal emphasis. Summit participants indicated the desire for additional flexibility in the following areas:

- Considering widening within the funding policy.
- Transportation disadvantaged programs and projects.
- New facilities for future development.


Technical Workshop #8 was held the day after the MPO Summit. Participants were able to review the scenario development process, the preliminary scenarios, and the feedback received during the MPO Summit. The unique funding categories identified by Summit participants were revisited by the Technical Workshop, with additional discussion to facilitate conversation on how best to proceed into Round 2.

The MetroPlan Orlando Advisory Committees also had an opportunity to review the preliminary scenarios along with the feedback received at the MTP Summit and Technical Workshop #8. The collective input received from Advisory Committees was added to the Summit and Technical Workshop feedback. Key takeaways included:

- There was widespread acknowledgement that the current funding policy needs to evolve.
- Support was expressed for a balanced approach with multimodal emphasis.
- Consensus was established around the following modal categories:
 - Complete Streets
 - TSM&O
 - Active Transportation
 - Transit Capital
 - Safety (High Injury Network Countermeasures)
- There was a desire to incorporate more flexibility into the process through the use of boxed funds (see Chapter 19 for more details).
- Interest was expressed in investigating widening and new corridor project funding in policy.


Making Money Move

Small Group Activity
20-25 Minutes




PIECES

1



Grid Game Board
Each column is labeled with modal categories.

2



20 Tokens
Each token represents \$2,000,000 (5%) of MPO funds.

HOW TO PLAY

AS A GROUP
Choose where to allocate the 20 "funding" tokens by dropping the tokens into the labeled columns.

- You can allocate as many tokens as you wish to any category. If your group decides to allocate more tokens than there are slots, stack the additional tokens below the column.
- On the right side of your grid, you will also see two "Player's Choice" columns. Decide with your team if there are any additional modal categories you think should be included and label these two extra columns accordingly. If not, you can leave these columns blank.

Every group's finalized answers will be collected and compiled into an Activity Report-Out, which participants will get to view as a PowerPoint presentation.



18.5 Funding Policy Scenarios Round 2

The takeaways from the 2050 MTP Summit, Technical Workshop #8, and the June 2025 advisory committee meetings were used to develop a second round of draft investment scenarios. Four new scenarios were developed for board and advisory committee consideration:

- Safety Set Aside
- Recategorizing Safety
- ITS Set-Aside and Restricted Active Transportation
- Widening/New Corridor Category

As with the first round of investment scenarios, each of the scenarios in Round 2 were compared with the Stay the Course scenario from the 2045 MTP. Table 18-2 provides a description of each of the Round 2 scenarios along with their modal category allocations. The following attributes were summarized for each scenario:

- Project or program types for each modal category;
- Scenario outputs and performance measures; and
- The support of MTP goals for each scenario relative to the Stay the Course scenario.

The Round 2 funding scenarios were also assessed for their performance against the 2050 MTP Goals.

Table 18-2 | Round 2 Funding Scenario Descriptions

Scenario Name	Scenario Description
Stay the Course	The Stay the Course scenario was a continuation of the 2045 MTP's funding policy. That funding policy included modal programs for Complete Streets/Urban Corridor Improvements, TSMO, Active Transportation, and Transit Capital, but did not include a funding allocation for independent High Injury Network Countermeasure projects.
Safety Set Aside / High Injury Network Countermeasures	The Safety Set Aside / High Injury Network Countermeasures scenario included a dedicated funding allocation for safety countermeasures along the High Injury Network. This included annual set-asides for safety improvements along the state highway system and funding for priority projects along the High Injury Network.
Recategorizing Safety	The Recategorizing Safety scenario evaluated High Injury Network Countermeasure projects alongside the modal program they most align with, but did not include dedicated funding for those projects. This scenario was similar to the "Stay the Course" scenario policy with minor funding reallocations across the four modal programs.
ITS Set-Aside and Restricted Active Transportation	The ITS Set-Aside and Restricted Active Transportation scenario featured an annual set aside for ITS-specific projects. This scenario also restricted active transportation projects to local and regional trail projects only.
Widening/New Corridor Category	The Widening/New Corridor Category scenario included funding to support construction for roadway widening projects. When compared to the Stay the Course, the Widening/New Corridor Category scenario included a safety category and reduced funding for Complete Streets/Urban Corridor Improvements, Active Transportation, TSMO, and Transit Capital projects.

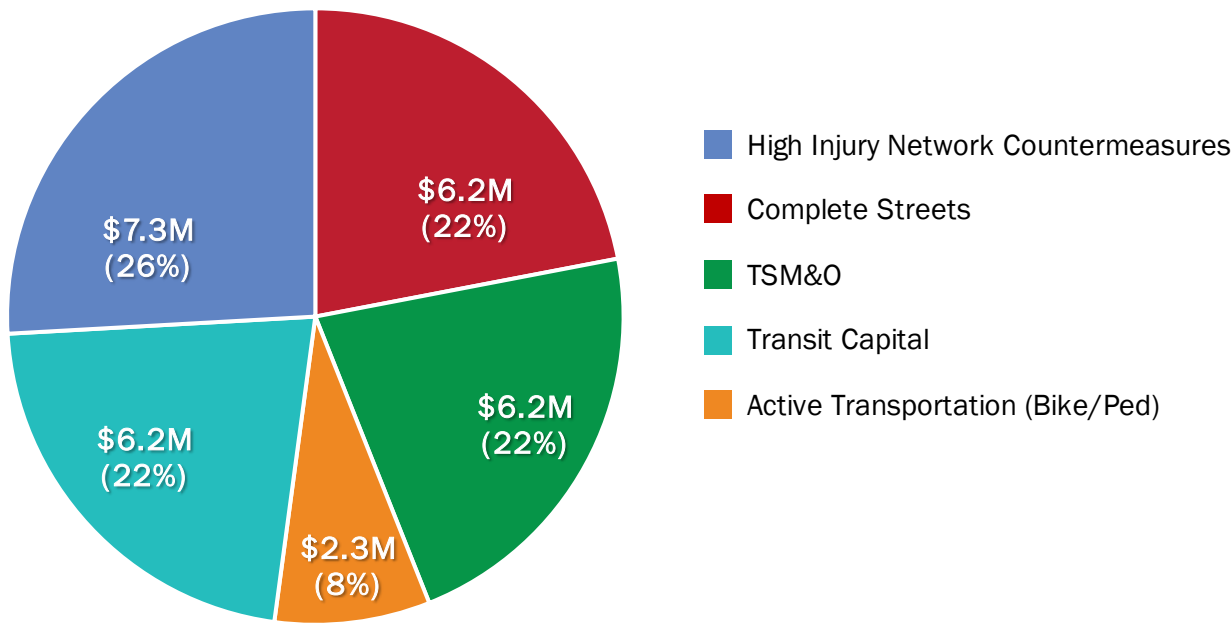
Technical Workshop #9, held in June 2025, provided an opportunity to review the Round 2 funding scenarios and solicit feedback from participants. Additional information was provided about MetroPlan Orlando's overall funding allocation for federal funding across multiple sources, allowing participants to learn more about the overall Cost Feasible Plan as well as the role played by the MPO's funding policy. Discussion held as part of the Technical Workshop provided a direction from which to guide the MPO advisory committee and Board meetings.

The advisory committee and Board meetings in June-July 2025 revisited Round 2 funding scenarios and the discussion that had been held around them during the Technical Workshop. Based on these presentations and their ensuing discussion, **all four MetroPlan advisory committees and the Board preferred the “Safety Set-Aside / High Injury Network Countermeasures” scenario.**

18.6 Final Recommended Funding Policy

Using the feedback from Technical Workshop #9 and the subsequent Committee and Board presentations, consensus was reached on a recommended MPO funding policy. Compared with the funding policy used in the 2045 MTP, the 2050 MTP funding policy introduces a standalone category for high injury network (safety) countermeasures. Other categories have been adjusted to accommodate the introduction of this new category and to reflect the discussions held in the development of the funding policy. Figure 18-3 shows the 2050 MTP MPO funding policy categories, along with their estimated average annual funding allocation. Funds are allocated to the established funding program effective Fiscal Year (FY) 2031.

Figure 18-2 | 2050 MTP Recommended MPO-TMA Funding Policy



Note: Pie chart represents the estimated annual funding allocation

18.7 Final Recommended Funding Policy

The final recommended MPO-TMA funding policy plays an important role in the development of the MTP’s Cost Feasible Plan. Based on the revenues documented in Chapter 17, MetroPlan Orlando is anticipated to receive over \$683 million between 2031 and 2050 in federal funding over which they have direct prioritization responsibility. The final recommended MPO-TMA funding policy will be used to financially constrain these available funds through the Cost Feasible Plan. More information on that process and its outcomes can be found in Chapter 19.



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