

Transportation Funding Initiative



Work Session #3
April 5, 2022

Presentation Outline

- Introduction
- Transportation Initiative Report
- Review of County Revenue Sources and Accountability
- Economic Impact Update
- Review of Legal Documents
 - Statutory Framework
 - Ordinance
 - Resolution
- Summary/Next Steps
 - April 26th Public Hearing
 - BCC Direction on Rate/Duration



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Introduction

- **Brief Recap of Previous Work Sessions**
- **Community Engagement Survey Update**
 - Additional 5,783 received with over 16,000 surveys completed overall
 - Results by District will be shared before April 26



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Transit



Transit

Orange County Transit Plan

- Plan Objectives
- Enhanced Service
- Expanded Facilities
- Planned Implementation
- Costs



OC Transit Plan

Plan Objectives

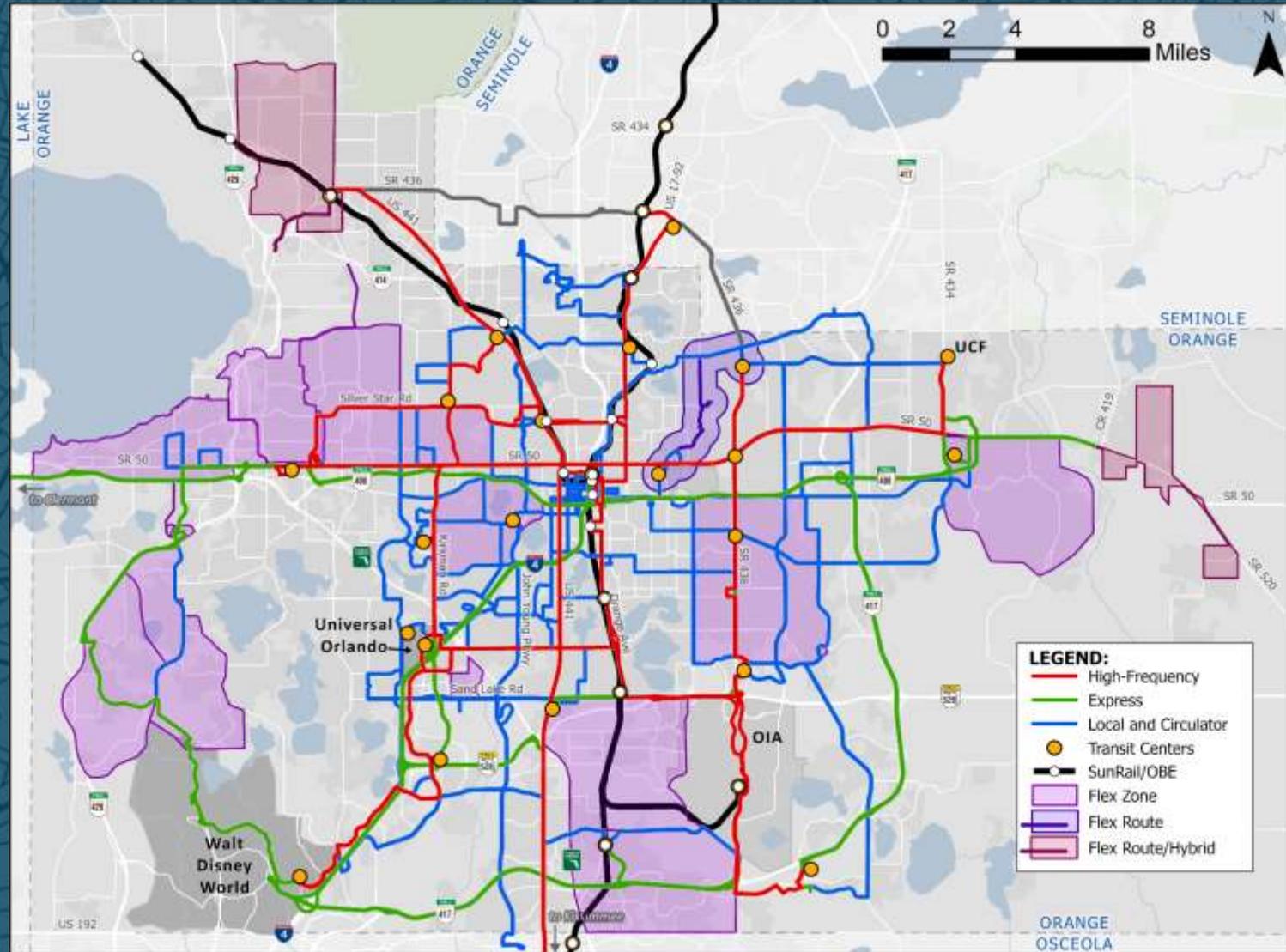
- Build a comprehensive network of mobility options
- Create a high frequency core network connecting activity and employment centers along regional commercial corridors
- Upgrade and expand passenger facilities and support infrastructure
- Enhance SunRail service as the regional north-south transit spine
- Implement fast, frequent regional express services that greatly improve travel times



OC Transit Plan

Enhanced Service

- New High Capacity & Priority Transit Corridors
- New High Speed Regional Express Routes
- New Flexible Shared Ride zones
- Overall Bus Frequency Improvements
- Expansion of SunRail Service
- Paratransit enhancement to support vulnerable population needs

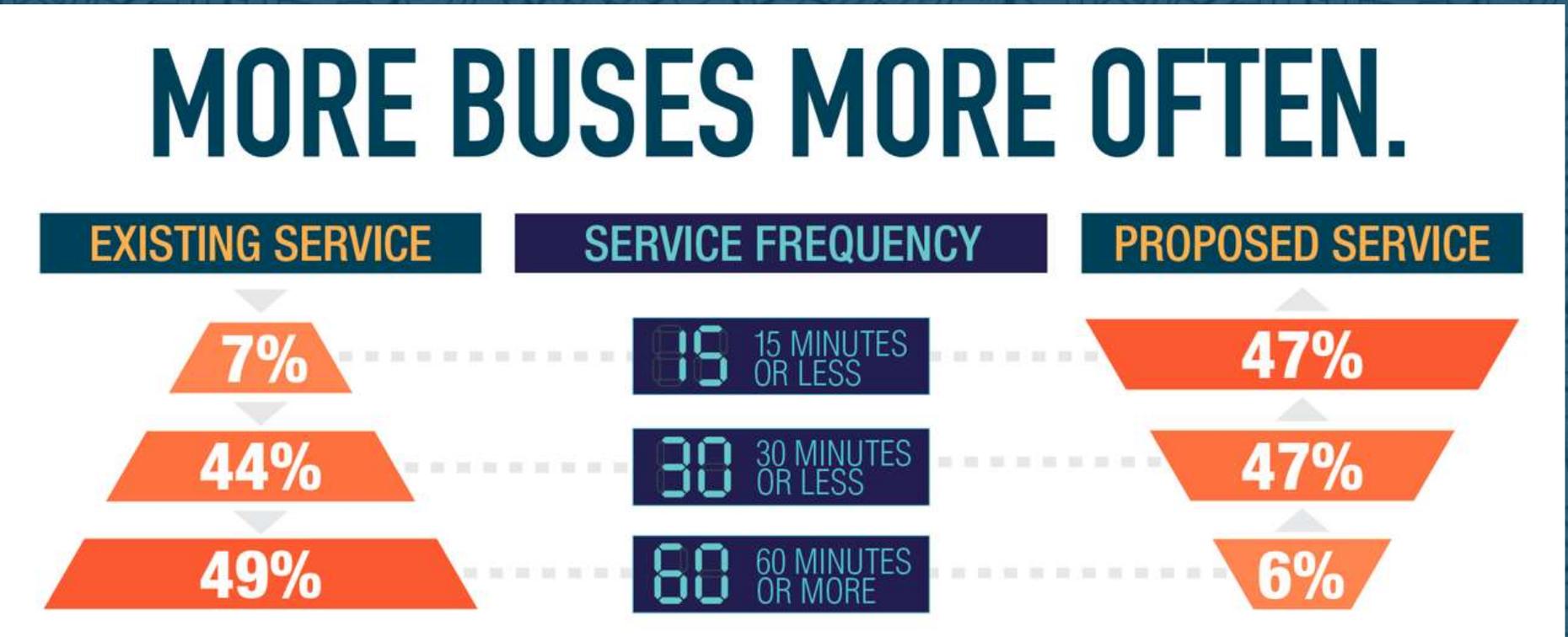


OC Transit Plan

Enhanced Service

Overall Bus Frequency Improvements

MORE BUSES MORE OFTEN.



OC Transit Plan

Planned Implementation

- Phased Facility Implementation
- Capital projects include:
 - Vehicle Acquisition, Maintenance Facilities
 - Transit Centers
 - Rail stations and track improvements
 - High Capacity Corridor Stations and dedicated lanes
 - Passenger amenities
 - Park & Ride Facilities
- Bus Fleet Migration to Zero Emission vehicles aligned to Federal, State and Local sustainability goals
- Service Expansions throughout the 20-30 year timeframe
- New, equitable and enhanced service throughout the county
- Potential income based reduced fare program



Transit Fare Reduction Program

- **Expand existing Fare Reduction Program**
 - **Criteria Base Eligibility (e.g., income based)**
 - **Program Accessibility – expanded access to discount program**



OC Transit Plan – Cost

*20-year capital and operating costs
for Orange County:*

Total Transit Costs	\$11.4B
<u>LESS Federal and State Funds</u>	<u>\$ 6.0 B</u>
TOTAL Orange County Share:	\$ 5.4 B

Annual Orange County Share: \$270M



*Estimated Costs in 2022 \$



Transportation Plan/Improvements



Safety



**Major
Roadway
Improvements**

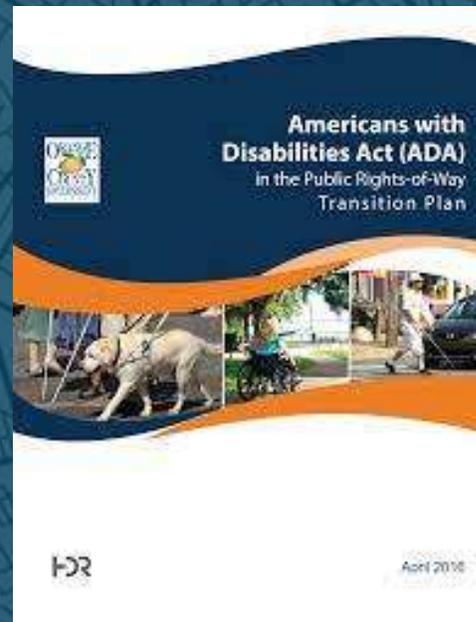


**Operations &
Maintenance**

Transportation Plan/Improvements

Safety

- Pedestrians & Bicyclists
- ADA Barrier Mitigation
- Lighting
- Intersections
- Technology



Transportation Plan/Improvements

Safety

Safety Improvements	Projected Cost
Funded Safety Projects	\$99,500,000
Bicycle, Pedestrian, and ADA Compliance	\$33,600,000
Lighting Retrofit Program	\$0
Intersection and Complete Street Safety Projects	\$46,100,000
Technology	\$19,800,000
Unfunded Safety Projects	\$1,674,800,000
Bicycle, Pedestrian, and ADA Compliance	\$364,900,000
Lighting Retrofit Program	\$89,700,000
Vehicle Crash-Based Safety Projects	\$145,900,000
Intersection and Complete Street Safety Projects	\$749,100,000
Technology Improvements	\$325,200,000
Total Projected County Program Cost (20 Years)	\$1,774,300,000

Transportation Plan/Improvements

Major Roadways Improvements

- New and Widened Roadways
 - Provide Network Connections
 - Alleviate Traffic Congestion



Transportation Plan/Improvements

Major Roadway Improvements

Major Roadway Improvements	Projected Cost
Funded Major Roadway Improvements (5-Year CIP)	\$701,300,000
Funded Projects	\$484,900,000
Partially Funded Projects (5-Year CIP Funded Portion Only)	\$118,000,000
Partnership Projects (Includes Developer and County Funding)	\$98,400,000
Unfunded Major Roadway Improvements Funding Needs	\$3,100,500,000
Major Roadway Projects (Analysis Identified)	\$1,759,100,000
Major Roadway Partnership Projects (Analysis Identified)	\$1,071,400,000
Partially Funded Projects (Future Years in 5-Year CIP)	\$186,900,000
Bridge Reconstruction Projects (County Identified)	\$83,100,000
Total Projected County Cost (20 Years)	\$3,801,800,000

Transportation Plan/Improvements

Operations & Maintenance Program

Cost - \$1,592,500,000

- Maintain 2,700 Miles of Roadways
- Increased Frequency Of Roadway Resurfacing to Every 10 Years
- Enhanced Drainage/Pond Maintenance to Prevent Flooding
- Bridge Repair
- Landscaping



Resurfacing



Bridge Maintenance

Transportation Plan/Improvements

Implementation Prioritization

- Consistent with MetroPlan Orlando
- Focus on Continuity
 - Finish Ongoing / Incomplete Projects
 - Safety – Crash Mitigation
 - Safety – Technology and Increased Traffic
 - Major Roadway Planning
 - Major Roadway Construction

MetroPlan Orlando MTP 2045 (Table 6.2)

Goal Area	Evaluation Criteria
Safety & Security	Crash Rate
	Fatal & Serious Injury Crash Rates
	Number of Pedestrian & Bicycle Crashes
	Evacuation Route Designation
Reliability & Performance	Travel Time Reliability (Auto)
	Unreliability on Constrained Corridor
	Fiber Optic Presence
	Segment Actively Monitored/Managed
	Relative Change: Future Congested Speeds
Access & Connectivity	Transit System Headways
	Population: ½ Mile of Non-Transit Corridor
	Jobs: ½ Mile of Non-Transit Corridor
	Food & Healthcare Locations: ½ Mile of Corridor
	Cultural & Recreational Locations: ½ of Corridor
	Centrality Analysis Score (Critical Sidewalk Need)
Health & Environment	Bicycle Level of Traffic Stress
	Residential Density: ¼ Mile of Multimodal Facility
	Non-Residential Density: ¼ Mile of Multimodal Facility
	Public Health Indicator Rates
	Intensity & Proximity: Environmental Justice Populations
	Relative Change: Vehicle Miles Traveled
Investment & Economy	Percentage of Commercial Vehicle Traffic
	Statewide Truck Bottlenecks
	Intensity & Proximity: Freight Intensive Land Uses
	Relative Change: Vehicle Hours Traveled
	Cost Burdened Households: ¼ Mile of Corridor
	Percentage of Visitor Traffic
	Cost of Congestion

Summary

- 195 Miles of Intersection and Complete Street Safety Improvements
- 25 Miles of Pedestrian/Bicycle Safety Improvements
- 28 Intersection Safety Improvements
- County Technology Improvements
 - 40 Transportation Technology Projects
 - 80 New Traffic Signals
 - 203 New Mast Arm Upgrades
- 154 Miles of Major Roadway Improvements
- Increased Frequency of Roadway Resurfacing to every 10 years from 12-15



Summary



Summary of Needs

- County - \$7.2 Billion
- Transit - \$11.4 Billion*
- Municipal - \$1.8 Billion
- Other Needs
- Program Management - 4%

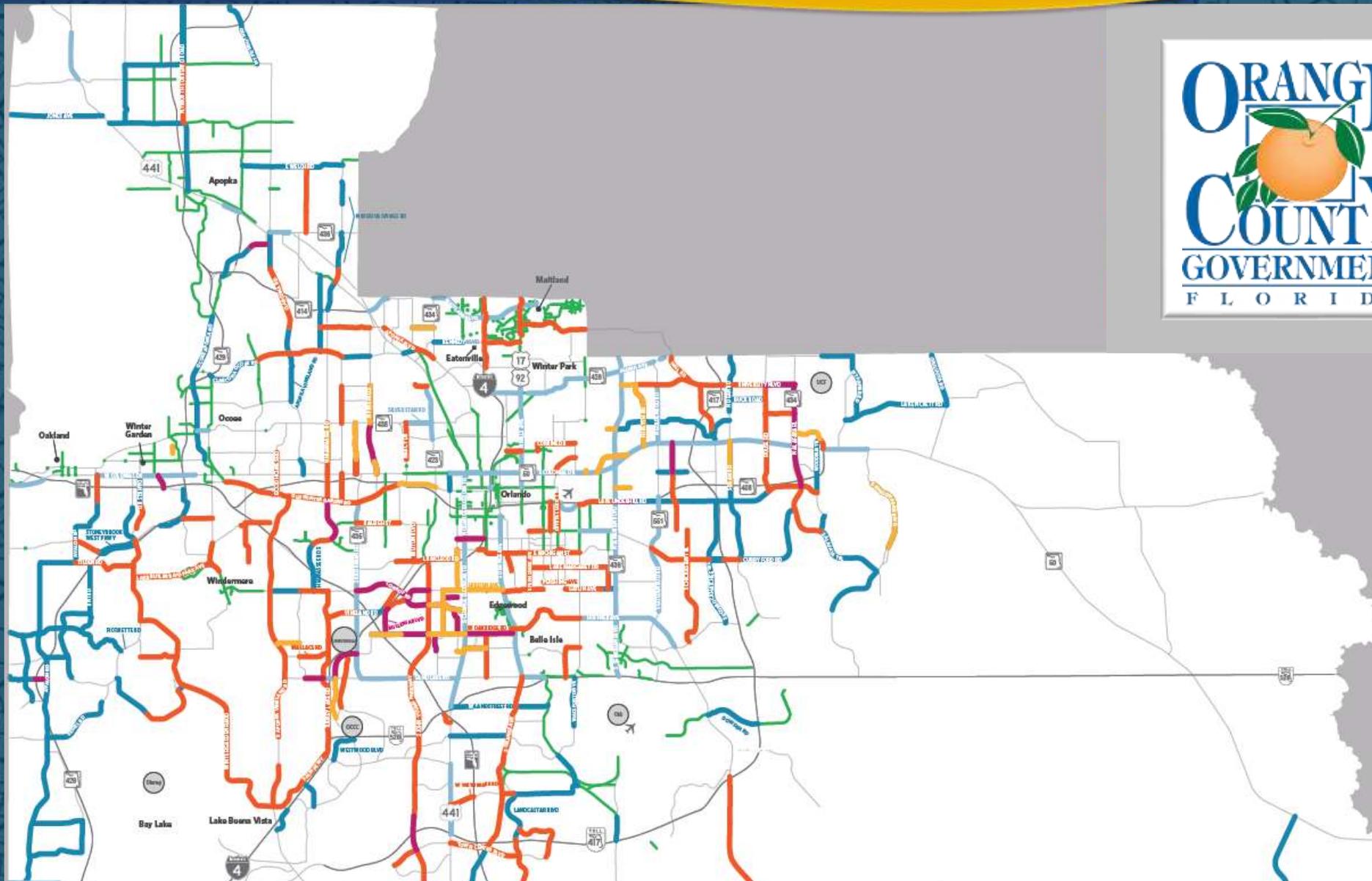


Total Transportation Needs

\$21 Billion over 20 Years

*Includes Federal, State and Local Revenues

Transportation Plan/Improvements



Bicycle & Pedestrian Safety Projects

Intersection Operational Safety Projects

Vehicle Safety Projects

Roadway Capacity Projects - County

Roadway Capacity Projects - State

Municipal Projects

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Transportation Funding Resources

Gas Tax

Impact Fees

Property Tax

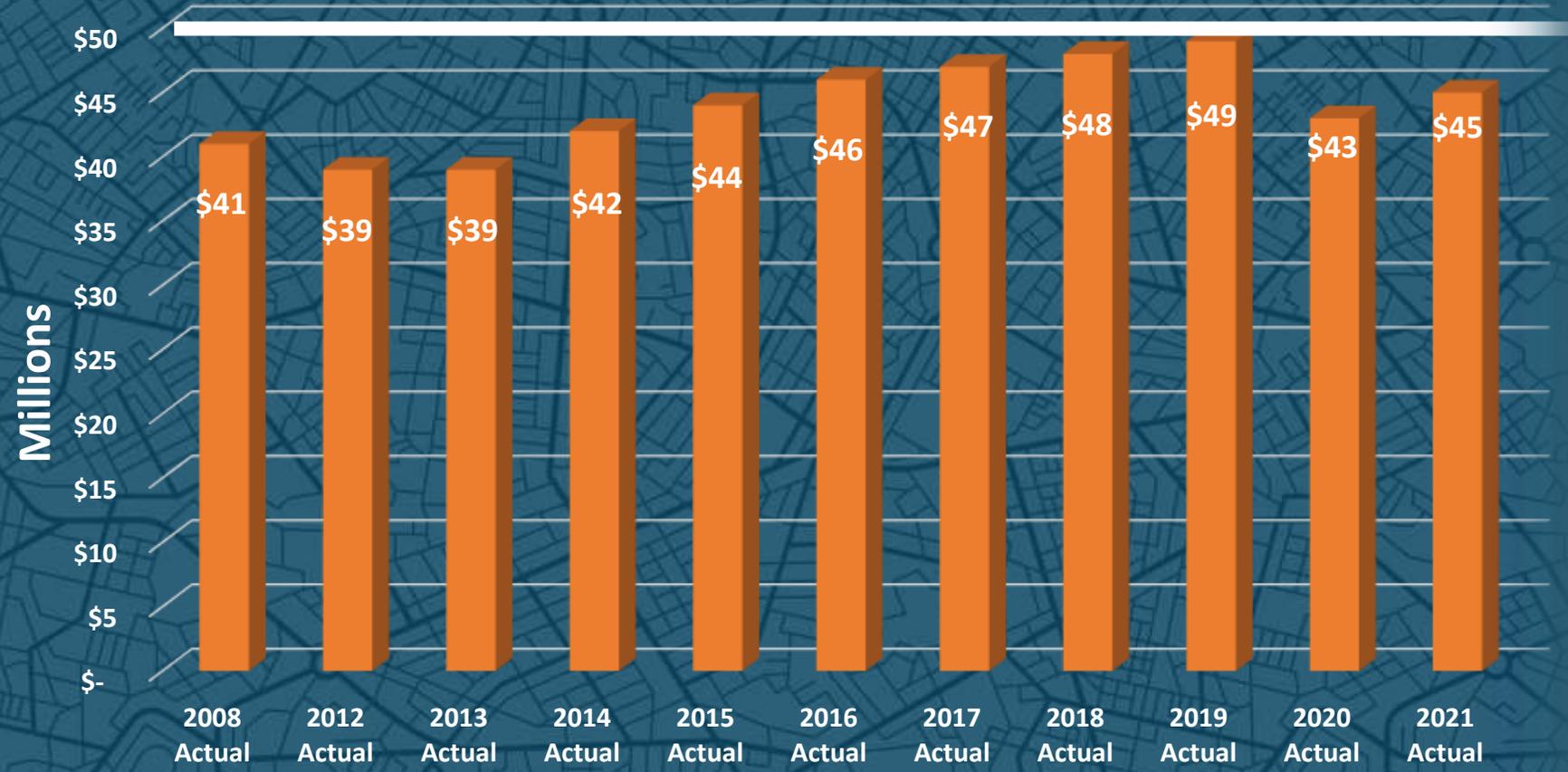
**Tourist
Development
Tax**

Sales Tax

Gas Taxes

- **Current County Gas Taxes Levied**
 - **Six Cent Local Option Gas Tax (All 6 Cents – Motor Fuel)**
 - 62% County
 - 25% City of Orlando
 - 13% Other Municipalities Collectively
 - **Ninth Cent Gas Tax (1 Cent – Diesel Fuel)**
 - **Constitutional Gas Tax (2 Cent – Motor Fuel) (State Imposed)**
 - **County Gas Tax (1 Cent – Wholesale Motor Fuel) (State Imposed)**
- **Gas Taxes Not Levied by Orange County**
 - **Second Local Option Gas Tax (1 to 5 Cents – Motor Fuel)**
 - **Ninth Cent Fuel Tax (1 Cent - Motor Fuel)**
- **Used to fund transportation capital and maintenance expenses**

Gas Taxes



Maximizing available gas taxes generates additional:

\$25.2 Million

Orange County BCC Share

PLUS

\$11 Million

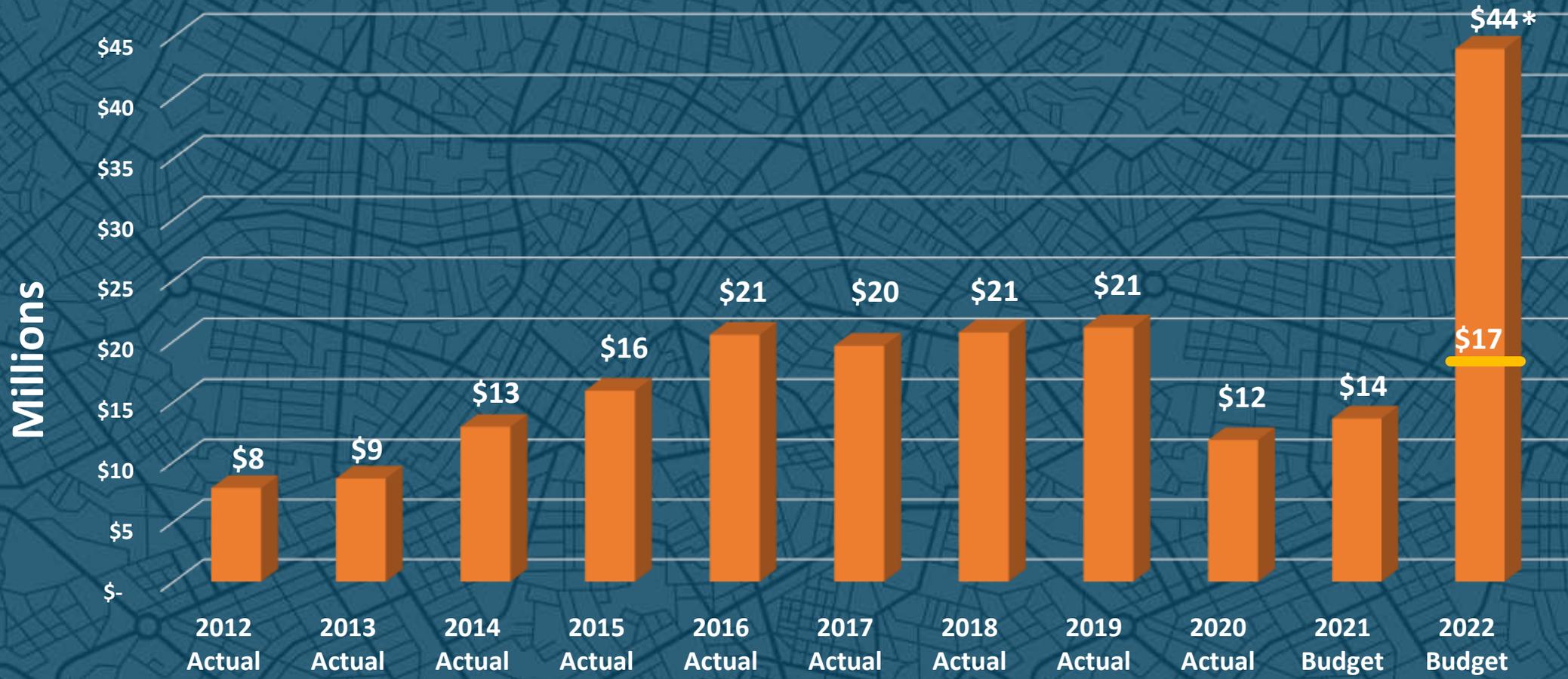
Municipalities Share

6 Cents of Gas Taxes and Ninth Cent Fuel Tax not levied by Orange County BCC

Transportation Impact Fees

- **Impact fees are a one-time charge to new development to fund the public infrastructure necessitated by that development**
- **Fund transportation capital (no O&M or transit)**
- **Board approved new fee schedule effective December 5, 2021**
- **Previously budgeted \$17 million in collection, anticipate 160% increase in assessment due to fee increase**
- **Law prohibits over-charging new developments for the infrastructure for the new development**
- **Transportation System Surtax would require review of Transportation Impact Fee Technical Study and impact fee components to meet legal requirements**

Transportation Impact Fees



Residential and Commercial Transportation Impact Fees

* Preliminary revenue estimate based on increase in impact fee assessments based on 2019 activity

Tourist Development Tax (TDT)

- **Tourist Development Tax (TDT) uses are defined by Florida Statutes**
- **Currently used for Debt Service, Arts & Culture, Marketing, Community Venues, Convention Center Operations (if needed)**
- **Recent legislation was passed that allows TDT funds to be used for infrastructure if:**
 - **40% of TDT revenues are being used for tourism promotion**
 - **Independent analysis shows the infrastructure has positive impact on tourist-related business**
- **Tourism promotion funding to Visit Orlando is currently at 28.6% of TDT**
- **Orange County does not meet this requirement for using TDT for infrastructure**

Property Taxes

10th Lowest County Government Operating Millage in the State of Florida

Central Florida Counties

County	Operating Millage Rate
Brevard	3.5661
Orange	4.4347
Seminole	4.8751
Lake	5.0529
Volusia	5.3812
Osceola	6.7652
Polk	6.8990



½ Mill generates \$80.7 Million

1 Mill generates \$161.5 Million

*** Borne entirely by local property owners**

Counties Sales Taxes

County	State Tax	Local Tax	Local Tax Usage	Total Sales Tax
Orange County	6%	0.5%	0.5% School Capital Outlay Surtax	6.5%
Seminole	6%	1%	1% Local Government Infrastructure Surtax	7%
Osceola	6%	1.5%	1% Local Government Infrastructure Surtax 0.5% School Capital Outlay Surtax	7.5%
Volusia	6%	0.5%	0.5% School Capital Outlay Surtax	6.5%
Lake	6%	1%	1% Local Government Infrastructure Surtax	7%

Note: Hillsborough County voters approved a 1.0% Transportation Surtax for 30 years in November 2018, but the Florida Supreme Court ruled it unconstitutional in February 2021 due to structure (taking power away from the County Commission).

Counties Sales Taxes

County	State Tax	Local Tax	Local Tax Usage	Total Sales Tax
Orange County	6%	0.5%	0.5% School Capital Outlay Surtax	6.5%
Broward	6%	1%	1% Charter County & Regional Transportation System Surtax	7%
Miami-Dade	6%	1%	0.5% Charter County & Regional Transportation System Surtax 0.5% County Public Hospital Surtax	7%
Hillsborough	6%	1.5%	0.5% Local Government Infrastructure Surtax 0.5% Indigent Care and Trauma Center Surtax 0.5% School Capital Outlay Surtax	7.5%
Duval	6%	1.5%	0.5% Charter County & Regional Transportation System Surtax 0.5% Local Government Infrastructure Surtax 0.5% School Capital Outlay Surtax	7.5%
Palm Beach	6%	1%	1% Local Government Infrastructure Surtax	7%

Local Sales Tax Option

Charter County and Regional Transportation System Surtax

- Up to 1%
- Capital and O&M – Transit Systems, On-Demand Services, Roads, and Bridges
- Levied by countywide referendum (majority vote)
- Estimated Annual Revenue - \$600 Million (based on 1%; does not require sharing with municipalities)

Potential Additional Annual Revenues

Gas Tax

Maximizing
enacting
remaining gas
taxes generates
**\$36.2
Million**

Property Tax

An additional ½ Mil generates \$80.7 Million	An additional 1 Mil generates \$161.5 Million
---------------------------------------------------------------------	----------------------------------------------------------------------

Sales Tax

Generates
**\$596
Million**

Funding Allocation

45%

Transit

- LYNX
- SunRail
- High Capacity Corridors

45%

County

- Roadways*
- Safety
- Operations & Maintenance

10%

Cities

- Roadways
- Safety
- Operations & Maintenance

* Including County roads that run through cities

Transportation Plan/Improvements

Total Estimated Proceeds (Annually) \$595,935,449

	Population**	Distribution Percentages	Cities 10% Allocation
Orange County	876,910	0	0
City of Orlando	291,800	57.31%	\$34,155,053
City of Apopka	52,404	10.29%	\$6,133,864
City of Belle Isle	7,365	1.45%	\$862,070
Town of Eatonville	2,348	0.46%	\$274,832
City of Edgewood	2,717	0.53%	\$318,024
City of Maitland	21,096	4.14%	\$2,469,277
Town of Oakland	3,365	0.66%	\$393,872
City of Ocoee	47,580	9.35%	\$5,569,217
Town of Windermere	2,972	0.58%	\$347,871
City of Winter Garden	47,245	9.28%	\$5,530,005
City of Winter Park	30,239	5.94%	\$3,539,461
TOTAL	1,386,041	100.00%	\$59,593,545

* Source of total estimated proceeds: Office of Economic & Demographic Research, County and Municipal Revenue Estimates, FY 2019-20 Revenue Estimates, Local Discretionary Sales Surtaxes, 1st Revision, 8/21/19.

** The source of the population data is the Bureau of Economic and Business Research at the University of Florida, as published on the Office of Economic & Demographic Research website, as of 04/01/2019. Population will be updated annually to determine distribution percentages.

Transportation Needs - Municipalities



MUNICIPALITY	PROJECTED COST (2021)
City of Apopka	\$121,900,000*
City of Belle Isle	\$1,600,000
Town of Eatonville	\$300,000*
City of Edgewood	\$24,000,000
City of Maitland	\$141,300,000
Town of Oakland	\$17,500,000
City of Ocoee	\$130,000,000
City of Orlando	\$1,221,000,000
Town of Windermere	\$30,300,000
City of Winter Garden	\$42,900,000
City of Winter Park	\$68,800,000
Total Projected Municipal Program Cost (20 Years)	\$1,799,700,000

*2019 estimated project cost

Municipalities – Resolutions of Support

- City of Ocoee
- Town of Oakland
- City of Winter Garden
- Town of Windermere
- City of Winter Park
- City of Orlando





Oversight/Accountability

Oversight Structure

Technical Committee

- Multijurisdictional staff committee that meets regularly to discuss the status of projects submitted by each jurisdiction
- Reviews the approved projects list to ensure compatibility and coordination among jurisdictions
- Identifies opportunities for joint projects and project collaboration

Citizens Oversight Board

- Citizen Board that ensures accountability and transparency in expenditure of sales tax proceeds (does not approve or prioritize projects)
- Ensures County, cities, LYNX, and other funding recipients are spending funds appropriately, timely, and in full compliance with all applicable laws.
- Requests/reviews audits of the transportation program by the Orange County Comptroller

Board of County Commissioners

- Reviews and approves projects
- Consistent with Florida Statutes

Oversight Structure – Technical Committee

Technical Committee (15)

Orange County 1	City of Orlando 1	FDOT 1	LYNX/SunRail 1	City of Apopka 1
City of Winter Garden 1	City of Ocoee 1	City of Winter Park 1	Town of Eatonville 1	Town of Oakland 1
City of Edgewood 1	Town of Windermere 1	City of Maitland 1	City of Belle Isle 1	Metroplan Orlando 1

Oversight Structure – Citizens Oversight Board

Citizens Oversight Board (11)

Mayor's Representative (Public Transportation Consumer) 1		Mayor's Representative (Chair of the Oversight Board) 1	
District 1 Commissioner Representative 1	District 2 Commissioner Representative 1	District 3 Commissioner Representative 1	District 4 Commissioner Representative 1
District 5 Commissioner Representative 1	District 6 Commissioner Representative 1	Municipal Representative Orlando 1	Municipal Representative Non-Orlando 2

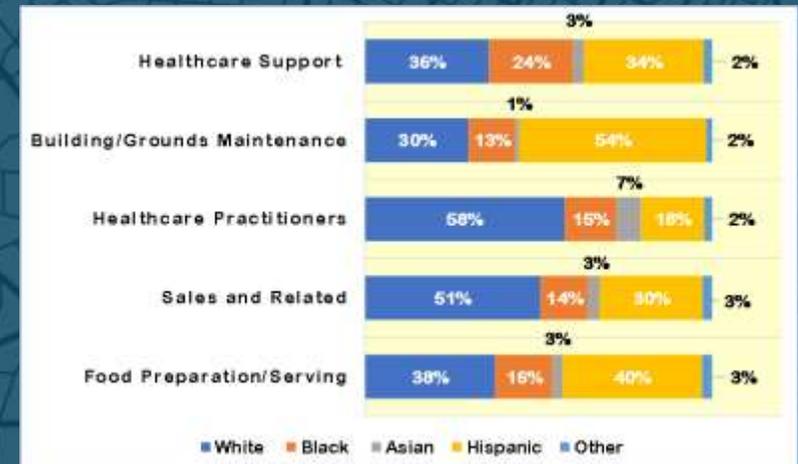
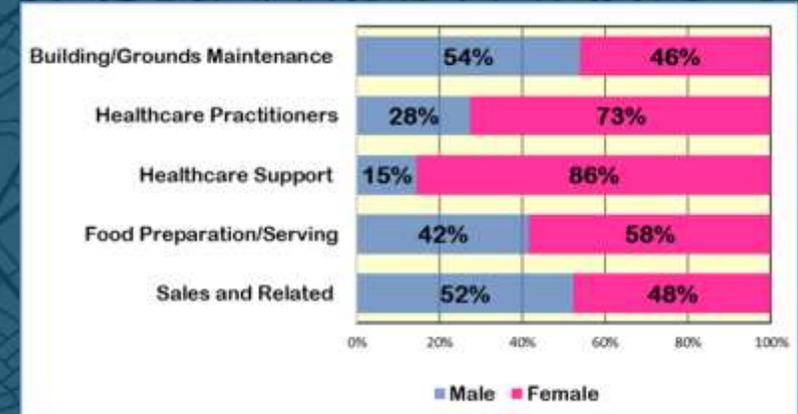
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Economic Analysis – Current Trends

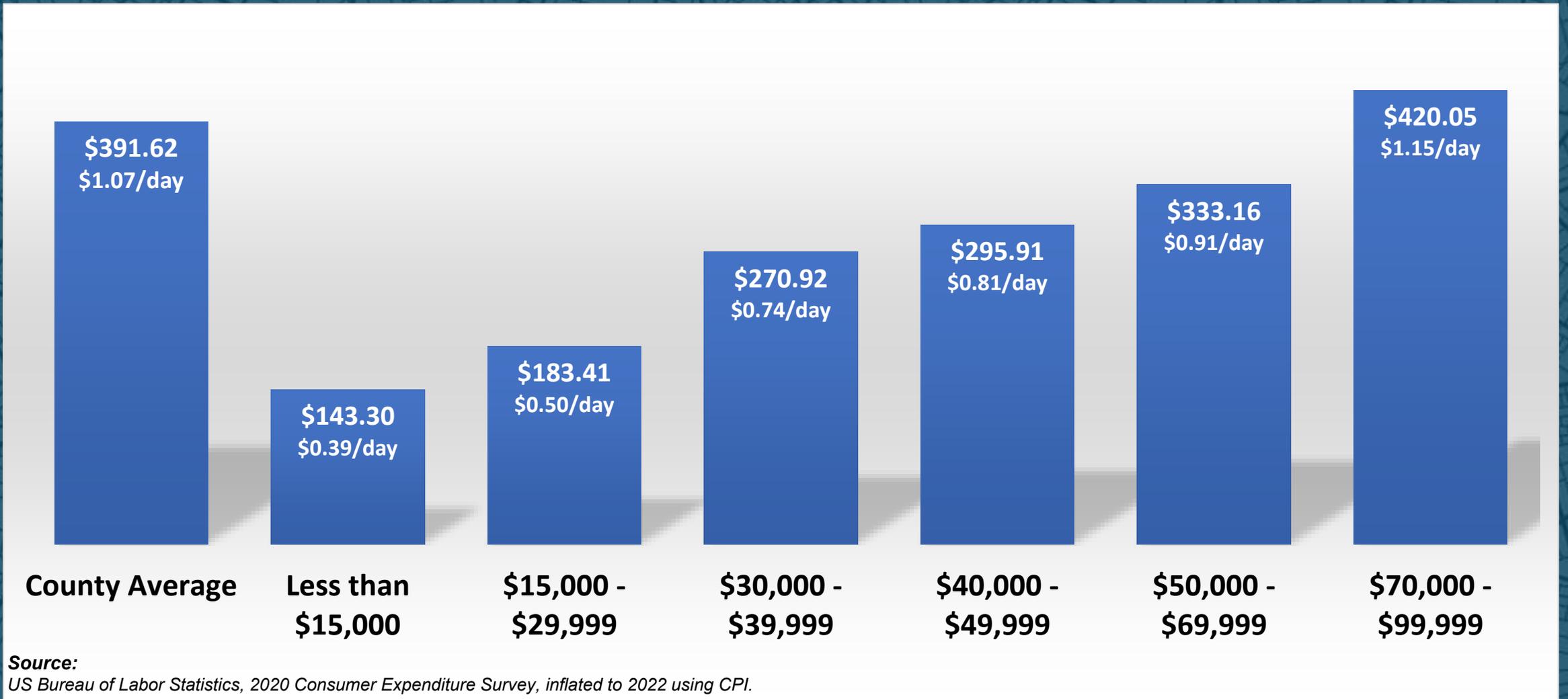
- Bus transit ridership is mainly comprised of low-income service workers
- Workforce is overwhelmingly female and mostly comprised of people of color



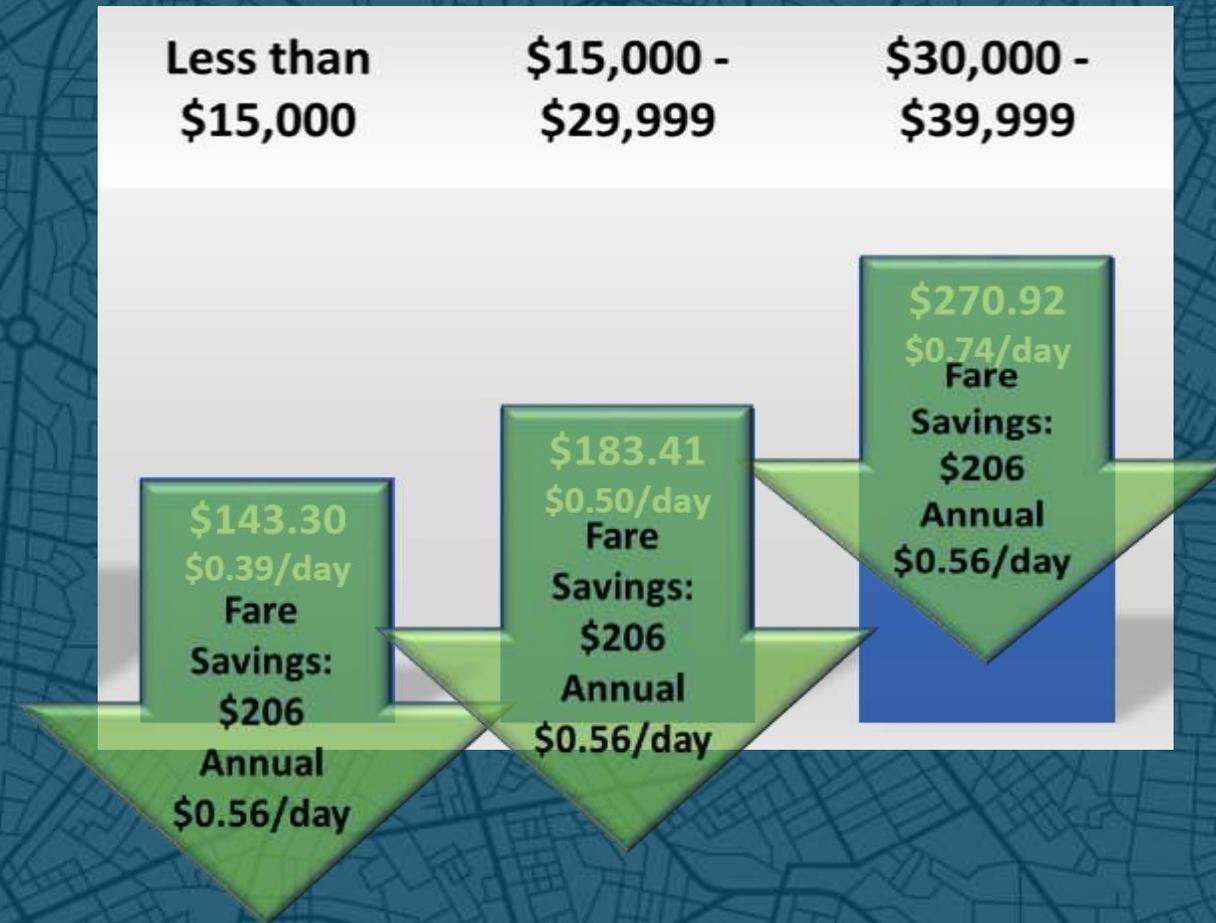
Source:
East Central Florida Regional Planning Council

Impact on Taxpayers by Income Level

Estimated annual impact of the penny transportation tax on taxpayers by income levels



Economic Impact of Income Based Fare Reduction Program



“Low wage, transit dependent workers could have transportation sales tax offset by projected transit fare reduction program”

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Statutory Framework

Charter County and Regional Transportation System Surtax

§212.054 & §212.055(1), Florida Statutes

- Authorizes charter counties to levy a discretionary sales surtax of up to 1% for a period of up to 30 years
- Levy must be accomplished through adoption of ordinance
- Establishes the authorized uses for which surtax proceeds may be expended
- Expenditures can be in whatever combination the BCC deems appropriate
- Requires separate trust fund be created and used exclusively for surtax proceeds
- Levy contingent upon approval of surtax by majority of electorate voting in a referendum election held during a general election

Statutory Framework

§212.055(1)(4), Florida Statutes, establishes permissible uses of surtax:

- Planning, development, construction, operation, and maintenance of roads & bridges in the county
- Planning, development, expansion, operation, and maintenance of bus and fixed guideway transportation systems, and on-demand transportation services; and
- Principal and interest on bonds

Ordinance

- **Levies the surtax subject to approval at referendum election**
- **Establish tax rate and duration**
- **Creates trust fund for surtax proceeds**
- **Requires adoption of the Transportation Initiative Report by resolution**
- **Requires interlocal agreements with the municipalities and transportation authorities receiving surtax proceeds**
- **Calls for routine financial audits of expenditures of surtax proceeds**

Ordinance

- **Calls a referendum at the next general election on November 8, 2022**
- **Requires two notices of referendum be published**
- **Contains the official ballot language:**
 - **Clear and unambiguous**
 - **States chief purpose of the measure**
 - **Limited to 75 words**
- **Ordinance automatically repealed if surtax fails to pass at referendum**
- **If approved, surtax automatically sunsets on December 31st of its final year**

Resolution

- **Adopts the Transportation Initiative Report**
 - **Needs assessment**
 - **Implementation plan**
 - **Funding categories for surtax proceeds**
 - **General transportation uses to be funded under each category**
- **Creates Technical Committee**
- **Creates Citizens Oversight Board**

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Board Direction on Rate and Duration

TOTAL TRANSPORTATION NEEDS = \$21 BILLION
LOCAL SHARE = \$15 BILLION



PROJECTED REVENUES*

10 years = \$6 Billion

20 years = \$12 Billion

25 years = \$15 Billion

30 years = \$18 Billion

DIFFERENCE

(\$9 Billion)

(\$3 Billion)

0

\$3 Billion

* Projected revenues based on 1% rate

Next Steps

- **BCC Public Hearing – April 26 (Action)**
 - **Decision on placing referendum on ballot**
 - **Ordinance/Ballot Language**
 - **Resolution (project list, allocation, oversight)**
- **Submit ballot language to Supervisor of Elections – July 1, 2022**
- **Election Day – November 8, 2022**

Transportation Funding Initiative



Questions

Transportation Funding Initiative



Work Session #3
April 5, 2022