

MARCH 22, 2023 MEETING MINUTES
OF THE
RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION (TPO) BOARD
2570 W. International Speedway Boulevard, Suite 100
Daytona Beach, FL 32114-8145

TPO Board Members Physically Present:

Commissioner Stacy Cantu
Vice Mayor Michael Politis*
Mayor Karen Chasez
Commissioner Chris Cloudman, Chairperson
Commissioner Dana McCool
Councilwoman Charlotte Gillis
Commissioner Andy Dance
Commissioner Roy Johnson
Commissioner Randy Hartman
Vice Mayor Bill O'Connor
Mayor Bill Partington
Vice Mayor Bill Lindlau*
Vice Mayor Gary Smith**
Vice Mayor Eric Sander
Council Chair Jeff Brower
Council Member Matt Reinhart
Council Vice Chair Danny Robins
Council Member Jake Johansson
Rakinya Hinson (non-voting)

TPO Board Members Virtually Present:

Commissioner Tina-Marie Schultz*
Ted Wendler (non-voting)

TPO Board Members Absent:

Commissioner Jeffrey Schuitema*
Commissioner James Sherman*
Commissioner Rick Basso*
Mayor David Alfin (excused)
Mayor Samuel Bennett*
Vice Mayor Reed Foley (excused)
Council Member David Santiago
Kerry Karl (non-voting)
Brian Walker (non-voting)

*** Non-voting member in the Small City Alliance**

**** Voting member for the Small City Alliance**

Others Physically Present:

Debbie Stewart, Recording Secretary
Pam Blankenship
Colleen Nicoulin
Stephan Harris
Gwen Herstein
Alice Giuliani
Jason Learned
Donna Graybill
Jim Cameron
Cliff Tate
Travis Hills

Representing:

Daytona Beach
Daytona Beach Shores
DeBary
DeLand
Deltona
Edgewater
Flagler County Alternate
Holly Hill
New Smyrna Beach
Orange City
Ormond Beach
Oak Hill
Ponce Inlet
South Daytona
Volusia County
Volusia County, District 2
Volusia County, District 3
Volusia County, At-Large
FDOT

Representing:

Bunnell
BPAC Vice Chairperson

Representing:

Beverly Beach
Flagler Beach
Lake Helen
Palm Coast
Pierson
Port Orange
Volusia County, District 5
CAC Chairperson
TCC Chairperson

Representing:

TPO Staff
TPO Staff
TPO Staff
TPO Staff
Daytona Beach Shores
FDOT
FDOT
Ghyabi Consulting
Jim Cameron Consulting
Kimley-Horn
Kittelson & Associates

Others Physically Present:

Adam Burghdoff
Kelvin Miller
Ralf Heseler
Bobbie King
Jay Williams
Tim Baylie
Nancy Church
David German

Representing:

Kittelson & Associates
Volusia County - Votran
Volusia County - Votran
Volusia County - Votran
Volusia County
Volusia County
Volusia County
Volusia County Schools

Others Virtually Present:

Crystal Mercedes
Victor Ramos
Mariel Lemke

Representing:

Cambridge Systematics
Citizen
TPO Staff

I. Call to Order / Roll Call / Determination of Quorum

The meeting of the River to Sea Transportation Planning Organization (TPO) Board was called to order at 9:00 a.m. by TPO Chairperson Chris Cloudman. The roll was called, and it was determined a quorum was physically present. The meeting was held in a hybrid format with 16 voting and three non-voting members physically present; and with one non-voting member attending remotely.

Ms. Stewart announced Vice Mayor Smith, Ponce Inlet, as the Small City Alliance's voting member.

MOTION: *A motion was made by Mayor Partington to allow TPO Board members attending remotely to participate and vote. The motion was seconded by Vice Mayor O'Connor and carried unanimously.*

II. Pledge of Allegiance

The Pledge of Allegiance was given.

III. Public Comment/Participation

There were no public comments.

IV. Consent Agenda

- A. February 21, 2023 River to Sea TPO Board Meeting Minutes
- B. Treasurer's Report
- C. Executive Committee Report
- D. Transportation Disadvantaged Local Coordinating Board (TDLCB) Appointments
- E. Bicycle and Pedestrian Advisory Committee (BPAC) Report
- F. Citizens Advisory Committee (CAC) Report
- G. Technical Coordinating Committee (TCC) Report
- H. River to Sea TPO Board (R2CTPO) Report
- I. Executive Director Timesheet Review Report

MOTION: *A motion was made by Mayor Chazez to approve the Consent Agenda. The motion was seconded by Commissioner Cantu and carried unanimously.*

V. Presentations and Discussion Items

A. Presentation and Discussion of the Functional Classification Update and Review Process

Ms. Alice Giuliani, FDOT, gave a PowerPoint presentation on the update and process of the Functional Classification review. An overview was previously provided in August of 2022. Since then, FDOT has conducted

a comprehensive review and update to address changes in the roadway system as well as reevaluating the roadway function districtwide; the result is the proposed Functional Classification data layer. They have completed the draft Functional Classification online application and finalized it this month. FDOT will complete the local agency review process by April 28, 2023, and will present the draft Volusia and Flagler Counties Functional Classification Maps to the advisory committees and TPO Board in May followed by a request for adoption in June.

Mr. Jason Learned, FDOT, continued the presentation; the FDOT Decennial Function Classification Review website was created to explain what the Functional Classification Review is, why they are doing it, and the timeline. He reviewed the guidelines for input and comments; maps are individual by county and QR codes were created for the map links. He gave a demonstration of how to provide input and submit comments. He referred to the guidelines provided; FDOT is looking to see if the new roads in Volusia and Flagler Counties and the existing roads' functional classifications are still appropriate or if the changes made are accurate. He explained that this is a data-driven process and FDOT reviews traffic counts, speed limits, etc., to determine how a roadway is functioning as well as destinations they connect to. FDOT is looking for local agencies to provide them with comments on how a roadway is functioning.

Ms. Nicoulin added that urban boundaries and functional classifications are updated every ten years following the US Census. She asked Ms. Giuliani to provide some additional background information on the process and why it is done.

Ms. Giuliani explained that the Functional Classifications for all roadways in each FDOT district are reevaluated following the US Census every ten years; the public is allowed the opportunity to review the changes and provide comments. Urban boundaries are adjusted by the Census Bureau and can be refined, if desired, by the Federal Highway Administration (FHWA) and FDOT. The method is to assign public roadways into classifications according to the character of service they provide in relation to the total roadway network. She explained the purpose of Functional Classification may be considered in prioritization processes, and roadway design along with context classification, as it defines data collected for performance management and determines funding eligibility from sources such as FEMA emergency response funding. She explained what an urban boundary is and that the urban boundary update process will begin in late summer. She also explained how the federal-aid highway system funding flows; local roads do not receive federal-aid funding.

Chairperson Cloudman stated that this information is helpful and shows why it is important; new neighborhoods, new roads, and capacity on existing roads have been added prior to the Census so reevaluating the classification makes sense so that local agencies know to apply for the right funding source.

Ms. Nicoulin further explained that two updates are currently ongoing: one to the Functional Classification and the other to the urban boundaries. They are separate but conducted at the same time. The web app Mr. Learned explained earlier was created for comments to be provided that are associated with the update to the Functional Classification which looks at the classification of roadways based on if they are arterials, major collectors, minor collectors, or local roads. This determines which roadways are eligible for federal funding. There are new roads in our planning area that have been constructed since the last Census was undertaken and they do not have a Functional Classification assigned to them. This presentation was provided to the TCC yesterday and FDOT is asking them to provide comments specific to the road network within their jurisdiction to ensure the preliminary Functional Classification assigned by FDOT is appropriate. The update to the urban boundary will begin this summer after the Functional Classification is adopted by the TPO Board; it is based on the last US Census so there will be updates to the urban area boundary. The TPO will look at an expansion of the planning area in Flagler County; currently, the TPO's planning area covers all of Volusia County but only the urbanized area of Flagler County. The TPO has asked the local municipalities to provide comments regarding the update to the Functional Classification by April 28, 2023, so FDOT has time to prepare the draft map to present to the advisory committees and TPO Board in May followed by adoption in June. FDOT is available to meet with the local agencies if needed.

Ms. Giuliani noted that another portion of the app shown earlier will be available next week that will show the proposed update to the urban boundaries.

Mr. Learned stated a question was received from the TCC that they would like to see the actual changes to the Functional Classification in their cities with data to help them determine their comments; it will be map-based and include data tables. Each city will be able to see its city limits, its roads, and changes in mileage. There are 91 cities within FDOT District 5; thirty-nine of those have no changes. Once feedback from the local cities is received, FDOT will refine the dashboard in the app.

Commissioner McCool commented that Deltona is the largest city within Volusia County and has several major roadway projects; she would like a one-on-one with either FDOT or TPO staff to understand the Functional Classification and how to raise awareness in the communities on how they benefit from this. She wants to know how to motivate her residents to participate in this; she asked how the board members can go back to their cities and raise awareness. The TPO Board members work collectively but they need to know how to stress the importance of this in their communities and how to stretch the funding available.

Ms. Nicoulin explained the review of the Functional Classification is a technical review that falls to the cities' technical staff; the review looks at the data of the roadway; traffic counts, speed limits, etc., in order to assign the Functional Classification. More detail on the app was provided yesterday to the TCC as they are the ones reviewing the Functional Classification in their cities.

B. Presentation and Discussion of Volusia County Trails Master Plan

(Handout)

Mr. Tim Baylie, Director of Volusia County Parks, Recreation, and Culture Division, gave a PowerPoint presentation on the Volusia County Trails Master Plan. The county is seeking public input on the draft Trails Master Plan. He provided background information on the trail master plan's development including the history of trails in Volusia County and reviewed the existing and proposed trails within Volusia County including the St. Johns River to Sea Loop Trail and Coast-to-Coast Trail as well as the amenities that will be added. SUN Trail funding is the primary funding source for all trail development within Volusia County. He reviewed the planned expenses for the Environment, Culture, History, and Outdoor Recreation (ECHO) funds in the near term and the design guidelines used for trail segments. Each segment meets FDOT design and safety standards. He explained that municipalities that receive SUN Trail funding must commit to maintaining the trail once developed. He reviewed the marketing and branding of the trails and the information that is available on the trail signage as well as the Volusia County Parks and Trails mobile app, how it works, and what information is available on it. He noted that the Trails Welcome Center is located at DeBary Hall which is where several trails intersect and an interactive panel map is located which includes trip navigation, lodging and restaurant information, and trail maps; the map is also available on the county's website. He referred to the handout provided which has the QR codes for the draft Trails Master Plan, a trails survey, and the Trails Master Plan Interactive Map. He encouraged members to complete the trails survey. All the information received will be compiled and presented to the Volusia County Council for adoption.

Chairperson Cloudman commented he reviewed the draft master plan online and noted that it is very detailed; he encouraged board members to review it.

Mayor Chasez noted that the city of DeBary is very involved because the major trails connect in DeBary; they are building municipal trails in addition to the county trails. There is a bike repair station at the Welcome Center and another repair station along Highbanks Road that is part of the trail. They are good additions to have these repair stations since it is an extensive trail system.

Vice Mayor O'Connor referred to electric/pedal assist bicycles and that some parts of the trails have notices stating "no motors" allowed; he asked how that is being addressed.

Mr. Baylie replied there is a section in the draft trails master plan dedicated to electric bicycles; there are three classifications of electric bicycles that he reviewed. It is very difficult to police electric bicycles and to determine the classification; the Class 2 and 3 electric bicycles go very fast. He noted that safety is a big issue on the trails. There are also motorized skateboards that can go faster than 20 miles per hour as well as segways; there is a state law that allows segways on bike trails.

Members continued to discuss the presentation and the classification of electric bicycles; they are also an Americans with Disabilities Act (ADA) issue as they allow the disabled access to the trails. It was noted that trails can increase residential property values if the homes are within 1,000 feet of a trail; trails also bring in revenue to restaurants and other businesses.

C. Presentation and Discussion of TPO 101: Plans, Programs, and Member Responsibilities

Ms. Nicoulin gave a PowerPoint presentation on what the TPO does, and its plans and documents; the TPO is required to exist by federal and state law for any area over 50,000 in population and to identify and prioritize projects for how federal and state dollars are spent locally. Any urbanized area over 200,000 in population is considered a Transportation Management Area (TMA), which the River to Sea TPO is. The TMA designation comes with more responsibility and funding opportunities; it also requires more oversight and federal certification. She explained what each advisory committee does and the responsibilities of the committee members. The TPO provides a forum to discuss transportation local priorities, transportation funding, transportation improvements, and the use of federal and state funds. She reviewed the core documents that the TPO is required to produce and explained each of them; why they are required, the funding associated with them, how they are developed, and how each tie into FDOT's Work Program. She explained the TPO's List of Priority Projects (LOPP) and the Unified Planning Work Program (UPWP) which is the TPO's two-year work plan for deliverables and the budget associated with each task. The TPO has a strong online web presence which Ms. Pamela Blankenship manages. She reviewed upcoming activities which included updating required documents; federal certification; the implementation of the Safe Streets and Roads for All (SS4A) grant, developing the TPO's Strategic Action Plan; rebranding the TPO; and relocating the TPO offices to a permanent location. She encouraged members to share the TPO's information with their community and to support staff at events the TPO participates in.

Chairperson Cloudman stated the MPO Advisory Council (MPOAC) is the statewide organization that offers a training session each year; it is a multi-day training that goes into depth; each TPO can send two members to the MPOAC Institute.

Vice Mayor Politis commented that as a new TPO Board member, this presentation was very helpful. He asked whom to contact regarding the inconsistent crosswalks in his jurisdiction.

Ms. Nicoulin replied there are a number of ways to report the crosswalks; the FDOT Liaison to the TPO if it is on a state road; sometimes the TPO is not the correct contact, but we can provide a bridge to the right one.

Commissioner Dance thanked the TPO for its participation in the Flagler Community Traffic Safety Team; Volusia County also has one and it is a way to connect with different entities that can help.

Ms. Nicoulin noted there are three Community Traffic Safety Teams; one in Flagler County and two in Volusia County; an east and west team. The TPO participates on all three teams.

D. Presentation and Update on 2023 Annual Call for Projects

Chairperson Cloudman stated that each year, the TPO accepts applications for traffic operations and bicycle/pedestrian projects, as well as for planning studies. This year's Call for Projects ended on February 28, 2023.

Ms. Nicoulin explained that each year, the TPO asks local governments to submit project applications which then compete for funding; bicycle/pedestrian projects, traffic operations projects, and transportation planning studies. She reviewed the project applications received through this round of Call for Projects which closed on February 28, 2023; and explained that applications for feasibility studies and project implementation are accepted within each category. She announced the BPAC Project Review Subcommittee will be meeting today at 1:00 pm to review and rank the bicycle/pedestrian project applications; the TIP Subcommittee meeting has not yet been scheduled. The ranked and scored new projects will be merged into the current LOPP based on their ranking and be presented for review in May followed by adoption in June.

E. FDOT Report

Ms. Rakinya Hinson, FDOT, stated the FDOT report provided in the agenda is current as of February 28, 2023; she referred members to www.cflroads.com for the most up-to-date project information. This website can be shared with the members' constituents as well. If anyone has specific questions regarding a project, she can gather the information and provide it to the TPO to distribute.

VI. Executive Director's Report

Ms. Nicoulin noted that the TPO recently relocated temporarily to the Florida Tennis Center on LPGA Boulevard; there is not a large conference room which is why the TPO committee and board meetings are being held in the Airline Room at the Daytona Beach International Airport until further notice. She referred to the letter to the previous landlord; it acknowledges that the TPO moved out of the prior location before February 28, 2023, but that the move did not come without damage to the TPO. The letter identifies the monetary damages the TPO incurred due to the move and that the TPO will have to move again to a permanent location which will incur additional costs. An original cost estimate was submitted prior to the move to the landlord but once the move was completed, the true cost was submitted. It is her understanding that the landlord submitted the TPO's request as part of their insurance claim; she received a phone call yesterday that they are in negotiations with the insurance company; however, she does not have any specific details yet, but the hope is to be reimbursed for some of the relocation costs. This temporary move allows time to look at where the TPO wants to be located; it is important that the location is central to everyone. The TPO is currently looking at its options and hopes to have something to present in the next couple of months.

Ms. Nicoulin announced the TPO's Recording Secretary, Ms. Debbie Stewart, is leaving the TPO; she has worked for the TPO for more than six years and will be missed. She is leaving to advance her career with another agency. Her last day will be April 5, 2023.

Vice Mayor Smith stated that Ponce Inlet is happy to have her.

Mayor Chaze commented that Ms. Nicoulin and the Executive Committee did a wonderful job with the temporary move; it is encouraging that the insurance company may come back with something. She does not think the TPO should accept the first offer; it is worth the struggle to come out better.

VII. River to Sea TPO Board Member Comments

Commissioner Johnson stated that although FDOT is on top of it, truck parking on the interstate highway system is getting to be very critical and unsafe. There are "no parking" signs, but the trucks are parking there anyway. The Lytx Corporation has put together a plan where they note the areas trucks are parking, and are notifying the trucking companies if those areas are unsafe to park so they can contact the driver to move. There are over 3.5 million trucks on the state highway system and only just under 300 truck parking spaces. He wants members to be aware of this issue and that something must be done; it is very unsafe, especially at night.

Chairperson Cloudman commented that it has been a while since an update has been given on FDOT's truck parking study.

Ms. Hinson replied that the truck parking study is ongoing; she is not sure where they are with the study at this time but will follow up and provide the information back to the TPO to distribute.

Council Member Reinhart thanked the TPO for the TPO 101 presentation; as a new board member, he was unaware of the process. He has concerns within Volusia County District 2 regarding a state road, Beville Road; it is a major access road with the construction of the Amazon distribution center and future construction plans for that area; it is residential on the other side of Beville where lighting and speeding are issues. One of FDOT's major focuses is on safety; Beville Road is a dangerous road and something needs to be done. He does not know if another traffic signal is needed but drivers are using Yorktowne Road to avoid the intersection at Clyde Morris Boulevard and Beville Road; it will be even busier when the new Publix opens.

VIII. River to Sea TPO Chairperson Comments

Chairperson Cloudman thanked Ms. Stewart for her work at the TPO and wished her well in her new endeavor.

IX. Information Items

Chairperson Cloudman referred to the attendance records for the advisory committees and suggested members review them to see if their representatives are attending; and if there are vacancies in their jurisdictions, to appoint someone.

- Letter to Root Riverfront Partners re: Office Lease Termination
- Citizens Advisory Committee Attendance Record – 2023
- Technical Coordinating Committee Attendance Report – 2023
- Bicycle/Pedestrian Advisory Committee Attendance Record – 2023
- River to Sea TPO Outreach and Activities
- Upcoming River to Sea TPO Events
- Volusia and Flagler County Construction Reports

X. Adjournment

There being no further business, the River to Sea TPO Board meeting adjourned at 10:42 a.m.

RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION



**CITY OF DELAND MAYOR CHRIS CLOUDMAN
CHAIRPERSON, RIVER TO SEA TPO**

CERTIFICATE:

The undersigned, duly qualified and acting Recording Secretary of the River to Sea TPO Board certifies that the foregoing is a true and correct copy of the minutes of the March 22, 2023 regular meeting of the River to Sea Transportation Planning Organization (TPO) Board, approved and duly signed this 26th day of April 2023.



**PAMELA BLANKENSHIP, RECORDING SECRETARY
RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**

***** A recording of the March 22, 2023 TPO Board meeting is available upon request.***



Trails Master Plan



Trails Survey



Trails Master Plan
Interactive Map



**Technical Coordinating Committee (TCC)
Meeting Summary
March 21, 2023**

- Approved the February 21, 2023 TCC minutes
- Received a PowerPoint presentation of the Functional Classification Review
- Received a PowerPoint presentation of Volusia County Trails Master Plan
- Received a presentation and discussion of TPO 101: Plans, Programs and Member Responsibilities
- Received an update on 2023 annual Call for Projects; discussed the project applications received
- Received the FDOT report; announced the most up-to-date project information can be found at www.cflroads.com
- The Volusia County Construction Report and the Flagler County Construction Report were provided in the agenda
- Received staff comments

*****Follow Up Items*****

- FDOT to provide an overview of the proposed changes in the Functional Classification since the last update

*****The next TCC meeting will be on Tuesday, April 18, 2023
in the Airline Room at the Daytona Beach International Airport*****

Beverly Beach	DeBary	Flagler Beach	New Smyrna Beach	Palm Coast	South Daytona
Bunnell	DeLand	Flagler County	Oak Hill	Pierson	Volusia County
Daytona Beach	Deltona	Holly Hill	Orange City	Ponce Inlet	
Daytona Beach Shores	Edgewater	Lake Helen	Ormond Beach	Port Orange	



Citizens Advisory Committee (CAC)
Meeting Summary
March 21, 2023

- Approved a motion allowing members attending virtually to participate and vote
- Approved the February 21, 2023 CAC minutes
- Received a PowerPoint presentation of the Functional Classification Review
- Received a PowerPoint presentation of Volusia County Trails Master Plan
- Received a presentation and discussion of TPO 101: Plans, Programs, and Member Responsibilities
- Received an update on the 2023 annual Call for Projects; discussed the project applications received
- Received the FDOT report; announced the most up-to-date project information can be found at www.cflroads.com
- The Volusia County Construction Report and the Flagler County Construction Report were provided in the agenda
- Received member comments

******Follow Up Items******

- FDOT to provide information on construction at Nova Road and Bellevue Avenue
- FDOT to provide contact information for improving the crosswalk on SR A1A at the Hard Rock Hotel in Daytona Beach

*****The next CAC meeting will be on Tuesday, April 18, 2023
in the Airline Room at the Daytona Beach International Airport*****

Beverly Beach	DeBary	Flagler Beach	New Smyrna Beach	Palm Coast	South Daytona
Bunnell	DeLand	Flagler County	Oak Hill	Pierson	Volusia County
Daytona Beach	Deltona	Holly Hill	Orange City	Ponce Inlet	
Daytona Beach Shores	Edgewater	Lake Helen	Ormond Beach	Port Orange	

What is the TPO?



The River to Sea TPO is the transportation planning organization (TPO) for all of Volusia County and the urbanized areas of Flagler County including Flagler and Beverly Beaches and parts of Palm Coast and Bunnell.

Transportation Planning Organizations (TPOs) are entities comprised of representatives from local governments and transportation authorities that are responsible for regional transportation planning in urbanized areas with populations over 50,000.

The **River to Sea TPO** is the primary forum within which member local governments and citizens voice concerns, identify priorities and plan for transportation improvements for all modes of transportation—roadway, public transportation and bicycle and pedestrian facilities.

The **River to Sea TPO** is made up of a board and series of committees:

TPO Board: Locally-elected officials who set the policies for the River to Sea TPO and adopt long and short range plans for future transportation improvements; the Board also includes non-voting representatives from the Volusia and Flagler County School Boards, chairpersons from the TPO Advisory Committees and an advisor from the Florida Department of Transportation

Executive Committee: Sets the agenda for the TPO Board, has limited budget authority and is responsible for the evaluation of Executive Director

Technical Coordinating Committee (TCC): Technical staff appointed by cities/counties who develop and review plans and documents and make recommendations to the TPO Board

Citizens Advisory Committee (CAC): Citizens appointed by TPO Board members who provide input into transportation planning activities of the TPO; they work with TPO staff to provide recommendations to the TPO Board on relevant plans and documents

Bicycle/Pedestrian Advisory Committee (BPAC): Citizens appointed by TPO Board members who provide input on matters pertaining to bicycle/pedestrian planning and safety; they work with TPO staff to develop and review plans and documents and make recommendations to the TPO Board

Transportation Disadvantaged Local Coordinating Board (TDLCB): Voting membership is established by Florida Statute to ensure representation of agencies serving people who are transportation-disadvantaged. Appointments are approved by the TPO Board; they identify local service needs and provide information and direction to the Community Transportation Coordinator (CTC) (Votran) on the services provided to the transportation-disadvantaged
