



Please be advised that the River to Sea Transportation Planning Organization (TPO) **2040 LONG RANGE TRANSPORTATION PLAN (LRTP) SUBCOMMITTEE** will be meeting on:

**DATE:** Friday, May 23, 2014  
**TIME:** **9:30 a.m.**  
**PLACE:** River to Sea TPO Conference Room  
2570 W. International Speedway Blvd., Suite 100  
Daytona Beach, Florida 32114

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**Mr. Jon Cheney, Chairman**

**Mr. Tom Harowski, Vice Chairman**

**AGENDA**

- I. CALL TO ORDER**
- II. PUBLIC COMMENT/PARTICIPATION**
- III. ACTION ITEMS**
  - A. REVIEW AND RECOMMEND APPROVAL OF THE 2040 LRTP PUBLIC INVOLVEMENT PLAN (PIP)** *(Contact: Jean Parlow) (Enclosures, pages 2-15)*
- IV. PRESENTATION AND DISCUSSION ITEMS**
  - A. REVIEW AND DISCUSSION OF THE DRAFT ENVIRONMENTAL JUSTICE ANALYSIS**  
*(Contact: Jean Parlow) (Enclosures, pages 16-33)*
- V. STAFF COMMENTS**
- VI. LRTP SUBCOMMITTEE MEMBER COMMENTS**
- VII. ADJOURNMENT**

Note: Individuals covered by the Americans with Disabilities Act of 1990 in need of accommodations for this public meeting should contact the River to Sea TPO office, 2570 W. International Speedway Blvd., Suite 100, Daytona Beach, Florida 32114-8145; (386) 226-0422, extension 20416 at least five (5) working days prior to the meeting date.

Note: If any person decides to appeal a decision made by this board with respect to any matter considered at such meeting or hearing, he/she will need a record of the proceedings including all testimony and evidence upon which the appeal is to be based. To that end, such person will want to ensure that a verbatim record of the proceedings is made.

# 2040 Long Range Transportation Plan

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*Draft Public Involvement Plan  
River to Sea TPO*

**May 2014**

**Prepared By:**



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# 1 INTRODUCTION

The River to Sea Transportation Planning Organization (TPO) is a federally authorized planning agency created to oversee the local transportation system of the Palm Coast-Daytona Beach-Port Orange Urbanized Area.

For urbanized areas exceeding a population of 50,000, the existence of a Transportation/Metropolitan Planning Organization (TPO/MPO) is necessary to meet federal requirements for obtaining and expending federal transportation funds. Specifically, the federal government requires that each urbanized area, as a condition to the receipt of federal capital or operating assistance, have in place a continuing, cooperative, and comprehensive transportation (3-C) planning process. This 3-C process must result in plans and programs consistent with the comprehensively planned development of the urbanized area. In order to demonstrate that a 3-C planning process is being implemented, the River to Sea TPO must periodically prepare and adopt a 25-year long range transportation plan (per requirements of 23 CFR 450.306, 316 and 322).

During the development of the 2040 Long Range Transportation Plan (LRTP), the River to Sea TPO is developing a public involvement strategy to fully engage the public to inform them of transportation issues facing the community and provide ample opportunity for input on the planning solutions being considered. The importance of public outreach as a means to inform, educate, and involve citizens in the transportation decision-making processes that impact their daily lives cannot be underestimated. The primary purpose of this LRTP Public Involvement Plan (PIP) is to encourage early and continuous participation by the public in the development of the 2040 LRTP: by involving the public in ways that are meaningful and measurable, transportation planners are better able to ensure that the plans and programs developed reflect community values and benefit all segments of the population equally.

A successful outreach program includes efforts to reach and involve representatives from all walks of the community. The River to Sea TPO planning area includes a diverse population of almost 600,000 residents. With five institutions of higher education, there is an engaged and youthful population as well as a significant number of senior citizens and an active group of disabled advocates that seek to maintain independence for persons with disabilities. The TPO planning area covers rural communities and urbanized areas and includes an employment base consisting of agriculture, tourism and manufacturing.

Four primary activities are envisioned to meet the planning requirements outlined in Metropolitan Planning Rule (§450.316 and §450.322). These include: 1) creating a project website; 2) conducting a series of interactive planning sessions and meetings; 3) utilizing the results of meeting questionnaires and the independent *Tell the TPO* survey; and 4) utilizing the River to Sea TPO Advisory Committees. Each of these activities is described in greater detail in the following sections. In addition, the TPO will capitalize on other opportunities including press releases, direct mail lists, news media coverage and partner support to promote long range plan activities to the public.

## 2 ABOUT THE RIVER TO SEA TPO

The Volusia County Metropolitan Planning Organization (MPO) was formed in 1977 as the Volusia Coastal Area Transportation Study (VCATS). At that time, the organization served eastern Volusia County – mainly the cities around and including Daytona Beach. Since that initial creation, the organization has expanded to first include all of Volusia County and after the 2000 Census, expanded again to include Flagler Beach and Beverly Beach. Effective July 1, 2010, the Volusia County MPO changed its name to the Volusia TPO. On April 23, 2014, the Volusia TPO officially changed its name to the River to Sea TPO.

The 19-member River to Sea TPO Board consists of elected officials from all of the member local governments – county and city – and also has representation from the Volusia and Flagler County School Boards and Florida Department of Transportation (FDOT). These dedicated individuals are responsible for working together to improve the safety and efficiency of the transportation system in the area served by the TPO. All modes and concerns are addressed including: transportation issues and services for the transportation disadvantaged, public transportation, roadways, bridges, and bicycle and pedestrian facilities.

DRAFT

### 3 LONG RANGE TRANSPORTATION PLAN OVERVIEW

The LRTP is a federal requirement that addresses future transportation needs for a minimum of twenty years. The LRTP is updated every five years to confirm the validity of the transportation plan, ensure consistency with current and forecast transportation and land use conditions and to reflect the changing public and political sentiment. The LRTP is financially constrained and includes transportation projects for upgrading the transportation infrastructure within the next twenty five years.

The River to Sea TPO uses the LRTP to 1) estimate future needs and identify improvements in the pedestrian, bicycle, transit, highway and freight movement networks, 2) guide the expenditure of transportation funds, 3) ensure new transportation improvements meet community values, 4) prioritize transportation projects, and 5) promote safe and efficient transportation services. Local and state planning officials use the LRTP to select projects for inclusion in their work programs.

The specific areas addressed by the LRTP process include:

- Public Involvement Outreach Efforts
- Data Assembly and Review (Local and Regional)
- Goals, Objectives, Policies and Performance Measures
- Travel Demand Forecasting
- Financial Revenue Projections
- 25-Year Transportation System Needs Plan
- 25-Year Transportation System Cost Feasible Plan, including Interim Years
- Documentation

The success of the LRTP is dependent upon a successful public outreach effort that fosters community interaction. The process is guided by public sentiment about long term transportation investments to achieve the best possible mobility connections. The result is expanded public awareness of and support for the resulting LRTP.

## 4 PUBLIC OUTREACH PERFORMANCE MEASURES

The Federal Highway Administration (FHWA) and the FDOT require the River to Sea TPO to continuously evaluate the effectiveness of public participation activities. By continuously evaluating these activities, it is possible to identify ineffective programs and subsequently discontinue those efforts. In addition, it is possible to identify successful or low cost strategies that should be utilized in the future. The following performance measures provide a standard framework with which to measure public involvement techniques that are consistent with the TPO's adopted public participation plan.

A successful outreach program will include activities that involve representatives from all walks of the community. Measures of success will include both quantitative and qualitative components, such as those listed below.

- Efforts should target input from at least 750 persons.
- Outreach should include activities in all geographic areas of the county.
- Input should be collected from various demographic groups:
  - ❖ Age
  - ❖ Income
  - ❖ Ethnicity
  - ❖ Education level
  - ❖ Interest groups (business, environmental, disabled community, etc.)
- Participants should rate the quality and/or effectiveness of their experience

## 5 PUBLIC INVOLVEMENT OUTREACH TOOLS

The PIP outlines the strategies to involve the general public in the development of the 2040 LRTP, including outreach and involvement of traditionally under-represented populations. In addition, the involvement of community stakeholders, agency representatives, planners, engineers, and other knowledgeable professionals in both the private and public sectors, will ensure that valuable input is obtained, key issues are identified, and solutions are generated, with the ultimate goal of achieving community consensus for the adopted LRTP.

Public outreach efforts include a need to both educate and solicit input from various members of the public. Since these efforts target people with various levels of education, interest, background, goals and desires, socio-economic status and available time, multiple public involvement outreach tools will be used for preparation of the River to Sea 2040 LRTP. Implementation procedures generally fall within the following categories:

- TPO Board and its committees
- Public Hearings
- Public Outreach Events and Workshops
- LRTP Website
- LRTP Social Media
- LRTP Newsletters, Brochures, Flyers
- Strategic Media Outreach (i.e. newspapers, television and/or radio)
- TPO's Public Involvement Contact List
- *Tell the TPO* Survey (independent work effort by the TPO)
- Press Releases

The primary tools anticipated to be used are described in the following sections.

### 5.1 Long Range Transportation Plan (LRTP) Website

The Internet is a major forum for the dissemination and exchange of information. The advantages of creating a project website are plentiful: it's relatively inexpensive to set up and maintain; it is simple to keep the information current; it can be entertaining to use; it can be accessed at any time; it provides an opportunity for people to offer input as well as become informed; and it can be updated and accessed routinely so that people can stay involved and informed throughout the development process.

The primary limitation of a project website is that the internet serves only those with access to it. This means that groups with lower utilization rates such as the elderly or low income may be less likely to access the planning process using this resource.

A website domain name, [www.R2CMobility2040.org](http://www.R2CMobility2040.org) was chosen by the LRTP Subcommittee. The website will be updated regularly throughout the long range planning process. The nature and extent of the information included on the website will include the following general information:

- A welcome message from the Executive Director explaining the challenges faced by our community and encouraging people to become involved in shaping our plan for the future;
- An overview of the long range transportation planning process and an explanation of the approaches used by the River to Sea TPO to develop a plan;
- Information about the geographical area included in the plan and the cities that lie within its jurisdiction;
- Links to the River to Sea TPO organizational website, to surveys used to collect public input, to various local government sites within the TPO planning area and relevant FDOT sites;
- A project schedule and calendar of events showing key activities, public meetings and River to Sea TPO committee meetings; and
- Various documents and transportation projects being considered and LRTP Subcommittee meeting agendas and summaries.

## **5.2 Make Your Mark in 2040 Interactive Planning Sessions**

Make Your Mark in 2040 (f.k.a. *Strings & Ribbons*) is an interactive planning activity that reinforces the concepts of long range planning, limited financial resources, compromising and building consensus. Preparation for the game involves limited education about transportation funding, project costs, transportation networks and planning strategies and impacted populations.

Participants are gathered into groups of six to eight members and provided with a map of the county and a limited amount of funding for projects. The group must select the projects that can be built with the available funding. The Make Your Mark activity requires participants to reach consensus regarding transportation projects and enlightens them on funding decisions that elected officials are faced with every budget cycle. Make Your Mark acts to break down social and economic barriers and encourages cooperation and collaboration among its participants.

The Make Your Mark in 2040 exercise has several advantages over more traditional public involvement. First, participants make a conscious decision which types of transportation are most important to receive funding. Second, each participant in the game experiences the constraints of budgeting as they begin to realize there are more needs than available funding. Third, people are confronted with the reality of dealing with population growth and land use development. Fourth, there are no specific skills, education or experience needed for participants to convey their opinions about transportation options and planning in their community. The small groupings and interactive nature of the exercise also encourages and empowers individuals to have a voice and offer ideas and opinions that would not typically occur in a traditional public forum. The activity also produces outcomes that serve as an influential driver of the plan's direction and project development.

Challenges associated with the activity include the required time commitment which may not appeal to some people; significant personnel resources required; and the number limited number of participants that can be accommodated in each event.

### **5.3 Tell the TPO Survey**

The *Tell the TPO* survey is an independent work effort by the River to Sea TPO to ascertain the transportation wants, needs, problems, preferences and suggestions from residents, business community, elected officials and other stakeholders. The results can be used to inform the LRTP work effort and serve as a baseline of data that the TPO can compare against future surveying efforts in order to ascertain changing needs of the region. The survey results also add to the TPO database of interested residents, businesses, and visitors that can be utilized for public outreach efforts.

Although the exchange of information in a survey is limited, the opportunity to reach a greater number of people is very beneficial. The electronic format is also easy to tabulate and results can provide direction that assists in decision-making. Drawbacks include the brief nature of surveys which make this tool less informative for participants and less interactive than other strategies. Even so, the survey responses augment other outreach efforts and reasonable conclusions can be drawn where responses are clear.

### **5.4 Public Meetings**

A series of public meetings will be scheduled throughout the planning area to inform citizens of the plan and to take comment on the transportation projects identified for the future. Notification for each of meeting will include a press release, notice on the LRTP project website as well as the Volusia TPO website, and e-mail notice to the River to Sea TPO Board and advisory committee members.

In addition, a public hearing will be tentatively scheduled as part of the River to Sea TPO Board meeting held on Tuesday, September 23, 2015. At this meeting, the TPO Board will vote to adopt the 2040 Long Range Transportation Plan.

### **5.5 River to Sea TPO Board and Committee Coordination**

A significant amount of public notice, representation and review for the development of the 2040 LRTP will also occur as part of the regular meetings of the River to Sea TPO Board, standing committees and the LRTP Subcommittee. These groups include citizen representatives, elected officials, local government staff and special interest advocates representing all portions of the planning area. In addition, public notice will be provided for each of the meetings in accordance with Florida Statutes and the adopted by-laws of the organization.

### **5.5.1 TPO Board**

The River to Sea TPO Board membership consists of elected officials representing all local governments in the planning area, including municipal and county entities. As outlined in Florida Statutes, TPO Board is comprised of 19 voting members. In addition, there are six non-voting members that represent the Technical Coordinating Committee (TCC), Citizen's Advisory Committee (CAC), Bicycle/Pedestrian Advisory Committee (BPAC), FDOT District 5 Office and Volusia and Flagler County School Boards. These members are appointed primarily to provide information and recommendations to the River to Sea TPO Board.

The River to Sea TPO Board meets on the fourth Wednesday of every month at 9:00 a.m. and all meetings are properly noticed and open to the public. An agenda is developed in advance of the meetings and, in accordance with the adopted Bylaws of the TPO, each meeting agenda includes an opportunity for "citizens to comment or be heard on any matter pertinent to the urban transportation planning process." With respect to the 2040 LRTP, each agenda will describe the activities being considered or presented and provide an opportunity for citizens to address the TPO Board regarding any of these activities.

### **5.5.2 Technical Coordinating Committee**

The Technical Coordinating Committee (TCC) membership consists of professional transportation planning and engineering staff as appointed by each of the TPO Board members. The TCC uses their professional education and experience to review transportation related studies and information and provide recommendations, as a committee, to the TPO board.

The TCC meets on the third Tuesday of every month at 3:00 p.m. and all meetings are properly noticed and open to the public. As with the TPO Board, an agenda is developed in advance of each meeting and there is an opportunity for citizens to provide comment or be heard on any matter pertinent to the business of the organization. With respect to the development of the 2040 LRTP, each agenda will describe the activities being considered or presented and provide an opportunity for citizens to address the committee regarding these activities.

### **5.5.3 Citizens' Advisory Committee**

The Citizens' Advisory Committee (CAC) membership consists of representatives from the general public as appointed by each of the TPO Board members. The CAC use their knowledge of the local community, special interests and experiences to review transportation related studies and information and provide citizen based recommendations, as a committee, to the TPO board.

The CAC meets on the third Tuesday of every month at 1:30 p.m. and all meetings are properly noticed and open to the public. As with the TPO Board, an agenda is developed in advance of each meeting and there is an opportunity for other citizens to provide comment or be heard on

any matter pertinent to the business of the organization. With respect to the development of the 2040 LRTP, each agenda will describe the activities being considered or presented and provide an opportunity for citizens to address the committee regarding these activities.

#### **5.5.4 Bicycle and Pedestrian Advisory Committee**

The Bicycle and Pedestrian Advisory Committee (BPAC) membership consists of representatives from the public who serve as advocates for walking, cycling and other non-motorized activities. Members of the BPAC are appointed by each of the TPO Board members and use their knowledge of the local community, special interests and experiences to review transportation related studies and information and provide recommendations, as a committee, to the TPO board.

The BPAC meets on the second Wednesday of every month at 3:00 p.m. and all meetings are properly noticed and open to the public. As with the TPO Board, an agenda is developed in advance of each meeting and there is an opportunity for other citizens to provide comment or be heard on any matter pertinent to the business of the organization. With respect to the development of the 2040 LRTP, each agenda will describe the activities being considered or presented and provide an opportunity for citizens to address the committee regarding these activities.

#### **5.5.5 Transportation Disadvantaged Local Coordinating Board**

The Transportation Disadvantaged Local Coordinating Board (TDLCB) membership is outlined in Florida Statute 427, Chapter 41-2.012. Generally speaking, the TDLCB consists of representatives able to advocate for the transportation disadvantaged population of the local planning area. The TDLCB use their professional education and experience to review transportation related studies and services, and provides recommendations, as a committee, to the TPO Board.

The TDLCB meets on the second Wednesday of every other month at 11:00 a.m. and all meetings are properly noticed and open to the public. As with the TPO Board, an agenda is developed in advance of each meeting and there is an opportunity for advocates and citizens to provide comment and be heard on any matter pertinent to the business of the organization. With respect to the development of the 2040 LRTP, each agenda will describe the activities being considered or presented and provide an opportunity for citizens to address the committee regarding these activities.

#### **5.5.6 LRTP-Specific Committees**

In addition to the above-referenced committees, a 2040 LRTP Subcommittee, Land-Use Subcommittee and Oversight Committee have been formed to guide the process of developing

the 2040 LRTP. The management of these committees is essential to ensure a timely and coordinated process throughout the course of the 2040 LRTP.

These committees will meet as needed to review and provide input as data and information is being developed, and at key milestones. The TPO Project Manager will schedule the meetings to be held at the River to Sea TPO offices, unless circumstances require an alternate location. An attendance roster will be maintained and meeting summaries will be distributed to members prior to the following meeting.

The 2040 LRTP Subcommittee, Land-Use Subcommittee and Oversight Committee each have key roles in the development of the plan and maintaining progress toward key milestones. The makeup of each committee has been established and their duties are described below:

- i) The **Oversight Committee** is composed of two (2) TPO Board members, the Chairman of the TCC, the Chairman of the CAC, the Chairman of the BPAC, Executive Director of the TPO (advisory), the TPO Project Manager (advisory), and a representative from the FDOT District 5 (advisory). The Oversight Committee will primarily be responsible for ensuring completion of key milestones required for plan development. Membership is included in Table 1. The committee will meet quarterly as needed.
- ii) The **2040 LRTP Subcommittee** is composed of volunteers appointed from the TCC, CAC and BPAC committees plus at least one member from the Transportation Disadvantaged Local Coordinating Board (TDLCB). Diverse representation helped to ensure that each aspect of the plan was developed with regard for a broad cross-section of the community. Membership is included in Table 2.

The LRTP Subcommittee will review the technical data involved in the development of the plan. Activities of the LRTP Subcommittee include establishing a project schedule, developing a vision and goals for the plan, reviewing technical documents and data, etc. The subcommittee was established in March 2014 and will typically meet on the fourth Friday of every month at 9:00 a.m. All meetings will be properly noticed and open to the public. As with other TPO committees, an agenda will be developed in advance of each meeting with an opportunity for citizens to provide comment or be heard on any matter pertinent to the business of the subcommittee.

- iii) The **Land-Use Subcommittee** consists of land-use planners and developers representing both the public and private sectors. The Land-Use Subcommittee will be involved in developing future year socio-economic data sets as well as growth and development alternatives.

**Table 1 – Membership of Oversight Committee**

<b>Name</b>	<b>Representing:</b>
Robert Gilliland	TPO Board
Marshall Shupe	TPO Board
Clay Ervin	TCC Chairman
Gilles Blais	CAC Chairman
Robert Storke	BPAC Chairman
Jean Parlow	TPO Staff (advisory)
Lois Bollenback	TPO Staff (advisory)
Claudia Calzaretta	FDOT (advisory)

**Table 2 – Membership of LRTP Subcommittee**

<b>Name</b>	<b>Representing:</b>
Patricia Antol	TDLCB
Mary Ellen Ottman	TDLCB
Bobby Ball	CAC
Bliss Jamison	CAC
Judy Craig	CAC
Gilles Blais	CAC
Jon Cheney	TCC
Tom Harowski	TCC
Heather Blanck	TCC
Colleen Nicoulin	BPAC
Bill Pouzar	BPAC
Wendy Hickey	BPAC

## **5.6 Brochure**

A brochure or handout will be developed to notify the public that the River to Sea TPO is engaged in a public outreach effort to seek input in developing the 2040 LRTP. The brochure will include information about the TPO, long range planning, transportation and land-use, the Make Your Mark activity, survey and website.

A brochure offers the advantage of literature that can be printed and distributed provides a greater opportunity to reach a broad audience. Brochures can also be tailored for certain audiences (i.e. Spanish language) and are low cost. It is difficult, however, to develop a brochure that is informative yet brief. Literature is a form of one-way communication that does not yield any direct input but only encourages additional activity.

## **5.7 Miscellaneous Exposure**

In addition to the efforts above, it is anticipated that there will be news media coverage and articles to promote the long range planning efforts of the River to Sea TPO. Presentations and work sessions will also be conducted with interested groups as warranted, such as VCARD, FCARD, ISB Coalition, chambers of commerce, business associations, transportation providers, freight interests, education and health organizations, professional associations, and state, regional, and local government agencies.

*Draft Report*

**Environmental Justice Analysis  
2040 LRTP for the River to Sea TPO**

**May 16, 2014**

Prepared By:



## Overview

Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Population, reinforces the language set forth in Title VI of the Civil Right Act of 1964. Signed by President Clinton in 1994, the Order states “each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, polices, and activities on minority populations and low-income populations.” Additional statutory support is referenced in: The National Environmental Policy Act of 1969 (NEPA); Section 109 (h) of Title 23; The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (URA); The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21); and other United States Department of Transportation (DOT) statues and regulations.

An “environmental justice” approach to transportation planning and project development recognizes the fair treatment of all groups within the community. This includes ensuring the involvement of the entire community in public outreach and participation efforts. The DOT is the lead agency charged with ensuring nondiscrimination stemming from environmental justice issues, related to transportation planning. The statutory language of DOT Order 5610.2(a) focuses on minority and low-income populations. However, this *2040 Long Range Transportation Plan (2040 LRTP)* recognizes the need to consider all affected populations when making responsible planning decisions, including those who are elderly and those without access to a personal vehicle.

Transportation planning decisions both directly and indirectly influence the health of people and the environment. Decision-making and policy implementation affect air and water quality, noise, and inter and intra - neighborhood connections. This element of the 2040 LRTP identifies environmental justice populations and their locations within the River to Sea Transportation Planning Organization’s (TPO) boundaries. The River to Sea TPO is the organization responsible for the planning and programming of all Federal and State transportation funds within its coverage area. Further, River to Sea TPO is the “primary forum within which member local governments and citizens voice concerns, identify priorities and plan for transportation improvements.” Therefore, it is critical that the agency adopt and practice planning strategies that align with the principles of environmental justice. These principles are:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

## Review and Comparison of Available Data

The River to Sea TPO planning area includes Volusia County and portions of Flagler County, to include Beverly Beach, Bunnell, Flagler Beach and Palm Coast. A survey of the TPO's built environment shows population centers in the east and west, separated by wetlands and rural land uses. Table 1 displays population characteristics for Volusia County based upon data gathered from the 2010 Census, 2012 American Community Survey (ACS), and 2013 Bureau of Economic and Business Research (BEBR). A large majority of the population centers examined witnessed increased growth during the selected time periods. The most significant growth occurred in Oak Hill, New Smyrna Beach, and South Daytona. Unincorporated Volusia County, DeBary, Palm Coast and Pierson declined in total population.

**Table 1: Volusia County Population Data**

County and City	2010 Census	2012 ACS	2013 BEBR Estimate	Total Change	Percent Change
Volusia County	494,593	496,950	-	357	0.071%
Daytona Beach	61,005	61,376	-	371	0.604%
Daytona Beach Shores	4,247	4,275	-	28	0.654%
DeBary	19,320	19,246	-	-74	-0.384%
DeLand	27,031	27,239	-	208	0.763%
Deltona	85,182	85,255	-	73	0.085%
Edgewater	20,750	20,755	-	5	0.024%
Holly Hill	11,659	11,730	-	71	0.605%
Lake Helen	2,624	2,638	-	14	0.530%
New Smyrna Beach	22,464	22,715	-	251	1.104%
Oak Hill	1,792	1,918	-	126	6.569%
Orange City	10,599	10,653	-	54	0.506%
Ormond Beach	38,137	38,372	-	235	0.612%
Pierson	1,736	1,712	-	-24	-1.401%
Ponce Inlet	3,032	3,034	-	2	0.065%
Port Orange	56,048	56,612	-	564	0.996%
South Daytona	12,252	12,388	-	136	1.097%
Bunnell	2,676	2,734	-	58	2.121%
Flagler Beach	4,484	4,606	-	122	2.648%
Palm Coast	75,180	75,143	-	-37	-0.049%
Unincorporated Volusia County	116,655		115,300	-1,355	-1.161%

Source 2010 Census, 2012 ACS, & 2013 BEBR

## Population Density

An important element of environmental justice planning is the consideration of population density, which is depicted in Figure 1. The River to Sea TPO is comprised of varying residential densities. The average population density within the TPO is 2.89 persons/acre as compared to the Florida statewide average of 0.44 persons/acre and the Volusia County average of 0.54 persons/acre. While the TPO average appears significantly higher than the comparison data sets, these population centers are highly concentrated in the north, east, and west of the TPO planning area. The remainder of the River to Sea TPO is rural and population density figures are more comparable to Volusia County and Florida.

The highest concentrations of population density in the River to Sea TPO are located in, or near: Deltona; DeLand; Holly Hill; Daytona Beach Shores; Daytona Beach; Port Orange; southwest of Edgewater; and north of Palm Coast. In the west, areas to the east of Interstate-4 and surrounding Saxon Boulevard in Deltona average between 6 and 9.7 persons/acre. High population densities in the west of the TPO are also found north of DeLand, along the US 17-92 and State Road (SR) 44 corridor. Some of the largest population centers in the TPO are found east of Interstate-95, from Ormond Beach to south of Port Orange.

## Low-Income Populations

A primary concern of environmental justice planning is the consideration and inclusion of low-income populations in the transportation planning decision-making process. For the purposes of this document, low-income populations will be determined to mean those living below the poverty level. As depicted in Figure 2, 13.7% of residents meet this designation within the boundaries of the River to Sea TPO. This figure is higher than both Volusia County (9.4%) and Florida (9.9%) averages.

The first area of the TPO identified as having high densities of low-income residents is Bunnell. Areas west of Interstate-95 and east of US 1 are highlighted by this 2040 LRTP as housing a large concentration of low-income residents. The primary roadway serving this area is SR 100. Moving south on Interstate-95, the next examined portion of the TPO is east of the interstate highway. High densities of low-income populations are located east of Interstate-95 from Ormond Beach south to Ponce Inlet. The concentrations are particularly heavy along US 92 in Holly Hill, Daytona Beach and South Daytona. Further south on the I-95 corridor, New Smyrna Beach is also home to high density populations of low-income residents. The areas with the largest concentrations are in close proximity to the intersection of SR 44 and US 1. The final eastern portion of the TPO to be examined is the area south of SR 442, east of Interstate-95, and reaching south to the Volusia – Brevard County lines. US 1 traverses through this area, its major population area being Oak Hill, which has a high density of low-income residents.



# Low-Income Populations

## Figure 2

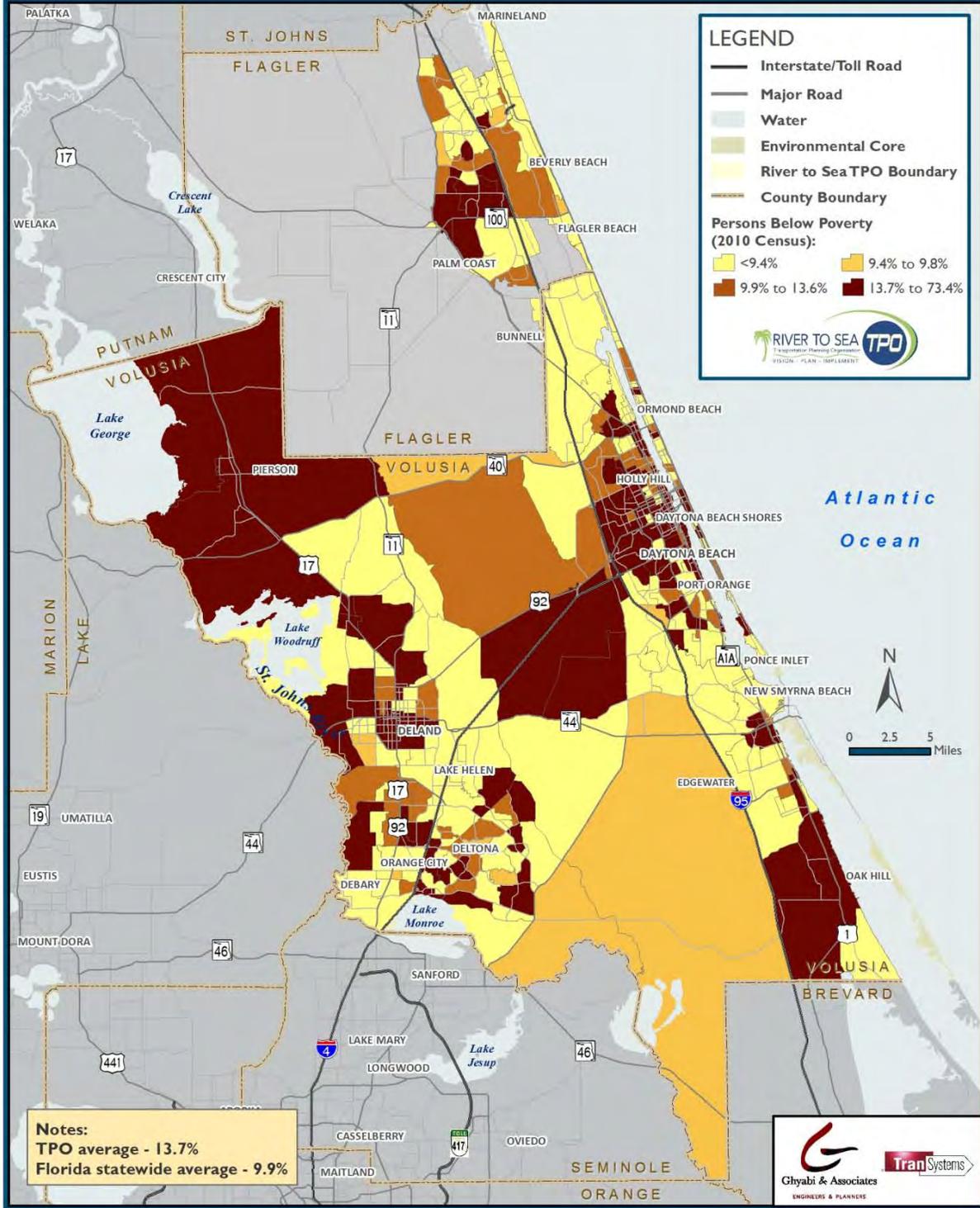


Figure 2: River to Sea Low-Income Populations

Low-income population concentrations are also found in the western portions of the TPO. Starting in the north, areas east of Lake George, on the Putnam – Volusia County lines extending east to SR 11, and south to Lake Woodruff and US 17 are densely populated with low-income residents. These demographic patterns continue south along US 17 into DeLand and west to the St. Johns River. Moving south along US 17-92, pockets of high density, low-income populations are located around the south-western edge of the River to Sea TPO planning area. From DeBary in the west to Osteen in the east, low-income populations are adjacent to Interstate-4 on both sides, north of Lake Monroe, and west of SR 415.

The rural center of the TPO is the final highlighted area to be examined by this 2040 LRTP. US 92 serves as the northern edge of a land area bordered by SR 44 in the south. This area is predominantly populated with low-income populations, and extends from approximately five miles east of DeLand to Interstate-95 in the west.

## **Minority Populations**

A key consideration when planning using strong environmental justice principles is identifying concentrations of minority populations. As depicted in Figure 3, the River to Sea TPO planning area is composed of an average of approximately 25% minorities. Volusia County and the State of Florida averages are 24% and 40.9%, respectively. The highest density of minority populations within the TPO is located in the vicinity of Daytona Beach. Boundaries of the identified area include: SR 430 (north); local road Shady Place (south); SR 5A (west); and US 1 (east). Minority concentrations in this area reach as high as 97.6%. The average minority density for this portion of Volusia County is approximated at 90.6%.

Another area of attention, in regards to environmental justice planning, is a large minority concentration within the City of Deltona. This area is located directly adjacent, and to the east of Interstate-4. Local roads that serve these communities are Saxon Boulevard, Newmark Drive, Providence Boulevard, N. Normandy Boulevard, and E. Normandy Boulevard. The selected study area averages a 45.3% minority concentration, with the highest density (51.5%) located between Providence Boulevard and Saxon Boulevard.

Southern DeLand, from SR 44 in the north to SR 15 in the south, is a third environmental justice focus area identified by the 2040 LRTP. US 92 bisects the highlighted portion of DeLand. In particular, the neighborhoods east of S. Adelle Avenue, south of W. Beresford Avenue and northeast of Bon Air, in which minorities compose 93.8% of the total population environmental justice should also be a key consideration when undertaking planning efforts in the west, northwest, and southeastern portions of Bunnell. This area's demographics are composed of 65.8% minority populations. SR 5 and 11 are the two primary roads that serve the southeast; SR 11 and Pine Meadows Drive in the west; and SR 100, N Bay Street, and Deen Road in the northeast.

# Minority Populations

## Figure 3

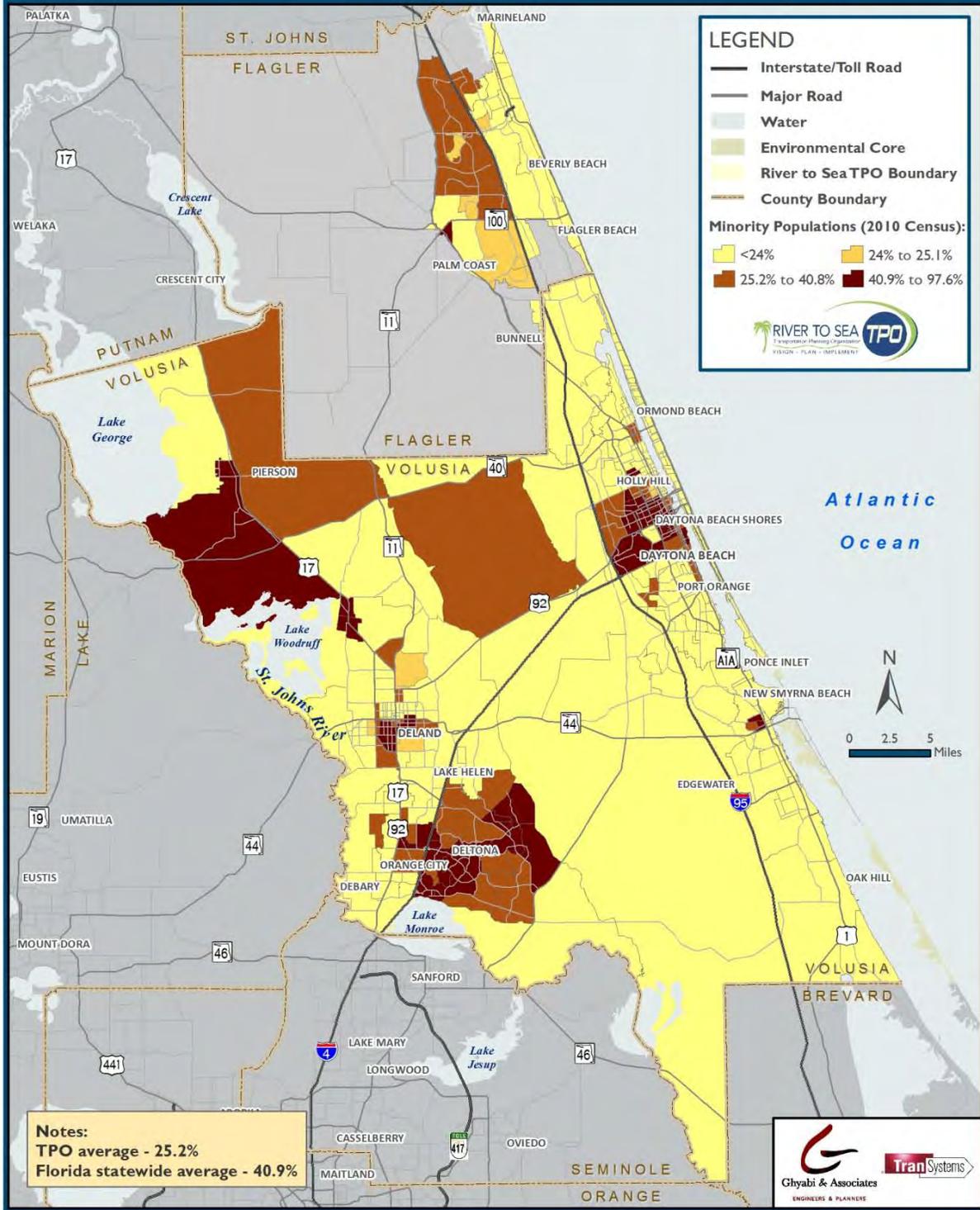


Figure 3: River to Sea Minority Populations

## Elderly Populations

This 2040 LRTP identifies two additional environmental justice planning areas. Areas surrounding the intersection of SR 40 and SR 15, north of Glenwood, south of Seville, and east of Astor and Pierson are all included in the first. The total population of 2,589 reflects a 52% minority composition. The second target area is located in New Smyrna Beach. Enterprise Avenue and Wayne Avenue serve as the south and north borders of the area, while Halleck Street and US 1 are the east and west borders. The neighborhoods within these boundaries are comprised of 65% minorities.

Typically, elderly populations (age 65 years and older) are more transit-dependent than the population as a whole, and may have special transit needs. It is for these reasons that it is important to consider elderly populations when identifying environmental justice populations. This is especially relevant in the River to Sea TPO because of the number of elderly in the planning area. The TPO's population is composed of nearly 22% elderly residents. This is approximately 5% higher than the Florida average, and 1% higher than Volusia County.

As depicted in Figure 4, large concentrations of elderly residents are dispersed throughout the TPO. The rural center of the TPO is the one exception, with an elderly population composing less than 16.9% of the total population. In the western portion of the TPO, between Interstate-4 and US 17-92, elderly population density is highly concentrated. This is also true north of DeLand, immediately east and west of SR 11. SR 44 bisects the two aforementioned locations, with DeLand, Deltona and Orange City being the major population centers. The final area in the western portion of the TPO identified as having large concentrations of elderly populations is located east of Lake George. This area not only serves as the TPO boundary, but also the Volusia – Putnam County line.

The eastern portion of the River to Sea TPO is extremely heavily populated with dense elderly concentrations. From Beverly Beach in the north to the Volusia – Brevard County line in the south, elderly population averages are consistently above the 21.6% TPO average and higher. This pattern follows US 1 from Oak Hill to New Smyrna Beach, through Ormond Beach and Flagler Beach. SR 415 serves as the western edge, from Edgewater to the northern boundary of the River to Sea TPO.

# Elderly Populations

Figure 4

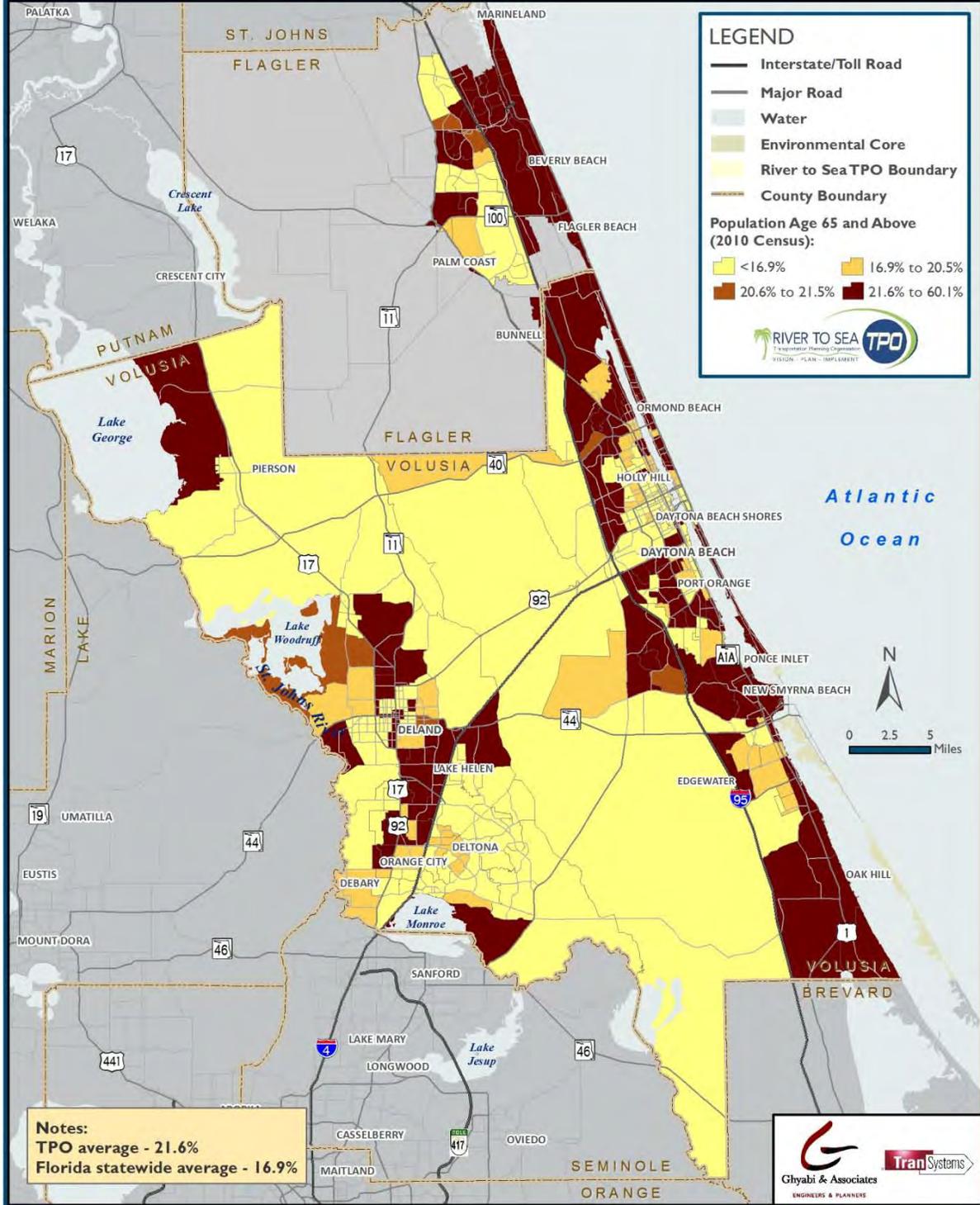


Figure 4: River to Sea Elderly Populations

## **Zero-Vehicle Households**

Providing reliable and affordable transportation options to people who cannot, or choose not to operate a personal vehicle in rural or urban areas is an important consideration when making transportation-related planning decisions. Although the average number of households with no personal vehicles in the River to Sea TPO (2.6%) is lower than that of Volusia County (5.7%) and Florida (6.5%), meeting environmental justice objectives for this population is relevant in several portions of the River to Sea TPO.

Information on this demographic is depicted in Figure 5. DeLand and DeLand Southwest are the first areas identified by this 2040 LRTP as having a large concentration of zero-vehicle households. Areas both directly east and west of US 17-92 have large numbers of households with zero vehicles. South of SR 472, between US 17-92 and Interstate-4 also houses a large population without personal vehicle access. There are also pockets with high concentrations of zero-vehicle households in the eastern portion of the TPO. The intersection of US 92 and US 1 is where the greatest frequency of zero-vehicle households occurs. This area extends from Ormond by the Sea in the north to Port Orange in the south.

## **Median Household Income**

The average median household income in the TPO is \$46,207. While this number is above the Volusia County average of \$44,400; it falls slightly below the Florida statewide average of \$47,661. TPO median household income numbers are highest in the areas directly north of Beverly Beach, located along the Atlantic Coast. South of Beverly Beach and east of Interstate-95 extending down to the southern edge of the TPO planning area, a majority of resident households earn between \$25,001 and \$50,000. Pockets along this route, including areas in New Smyrna Beach, Ponce Inlet, Ormond Beach, and Palm Coast average \$50,001 - \$75,000. Median household income information is depicted in Figure 6.

While low-income populations have already been identified and defined, it is important to reiterate the environmental justice areas in this section as well as the portions of the River to Sea TPO that reflect median household incomes between \$0 and \$25,000. Southeast of Orange City, along Veterans Memorial Parkway is one of these low median household income areas. Also in the western portion of the TPO, the intersection of US 17-92 and SR 44 in DeLand has an average median household income below \$25,000. Selected areas along the eastern edge of the TPO are also home to residents with a similar household income level of below \$25,000. US 1 serves as a reference point for these areas near portions of Holly Hill and Daytona Beach.

# Zero-Vehicle Households

## Figure 5

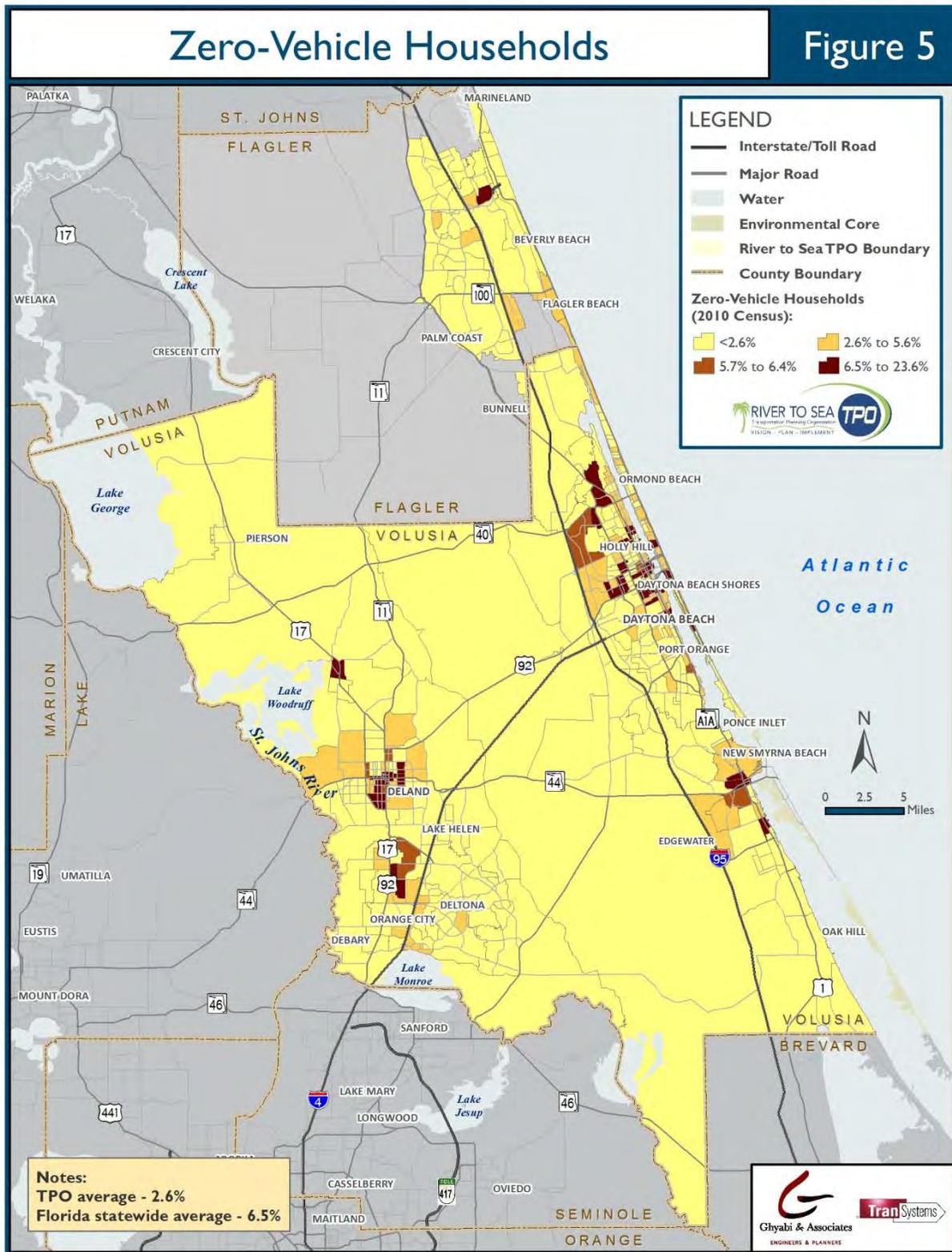


Figure 5: River to Sea Zero-Vehicle Households

# Median Household Income

## Figure 6

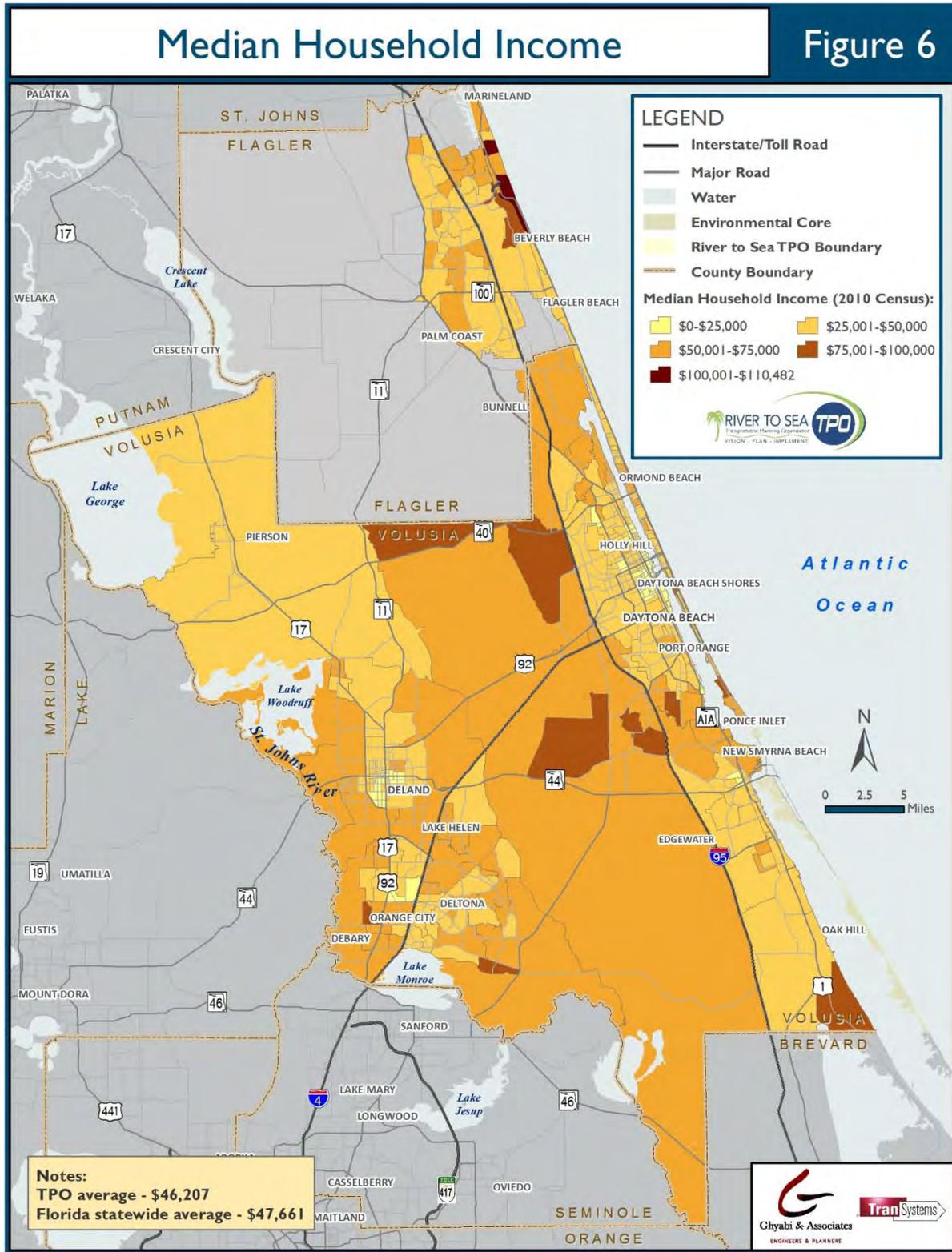


Figure 6: River to Sea Median Household Income

## Housing Units

As depicted in Figure 7, Two areas have been identified by this 2040 LRTP as having the highest number of housing units in the River to Sea TPO. The first area is located west of Holly Hill, in an area bordered by Florida State Road 40 and Interstate-95. Here, the number of housing units is 2,503, the second largest in the TPO. The largest number of housing units is found north of US 1, in the area bisected by Interstate-95. The area is northwest of Ormond by the Sea and has 2,788 housing units.

Portions of the TPO with the smallest number of housing units, a range of 0 – 600 units, are primarily located in the center of the TPO. Primary roadways which serve this area are: US 92; SR 44; and SR 40. Similar low density housing patterns are located throughout the TPO planning area. Concentrations of these patterns are found around Deltona, DeLand, Daytona Beach, Pierson and Oak Hill.

## Employment

As depicted in Figure 8, the highest densities of employed civilians occur along Interstate-4, south of SR 44, as well as west of Interstate-95 between SR 44 and Interstate-4. These identified block groups each include 1,801 to 2,071 employed civilians. Slightly lower numbers of employed civilian densities occur throughout the TPO, with many block groups having 1,351 – 1,800 employed civilians. The largest of these areas can be found southwest of Edgewater, stretching from the Seminole – Orange – Volusia County lines and running north along Interstate-95. The Volusia County portion of the border between Flagler and Volusia also reflects similar employed civilian patterns. Block groups within the River to Sea TPO with the lowest number of employed civilians occur at: the Volusia and Putnam County line; in the center of the TPO, along Interstate-4; in and around the City of DeLand; north of Beverly Beach; south of New Smyrna Beach, west of Interstate-95; and throughout Holly Hill and Daytona Beach.



# Employment

## Figure 8

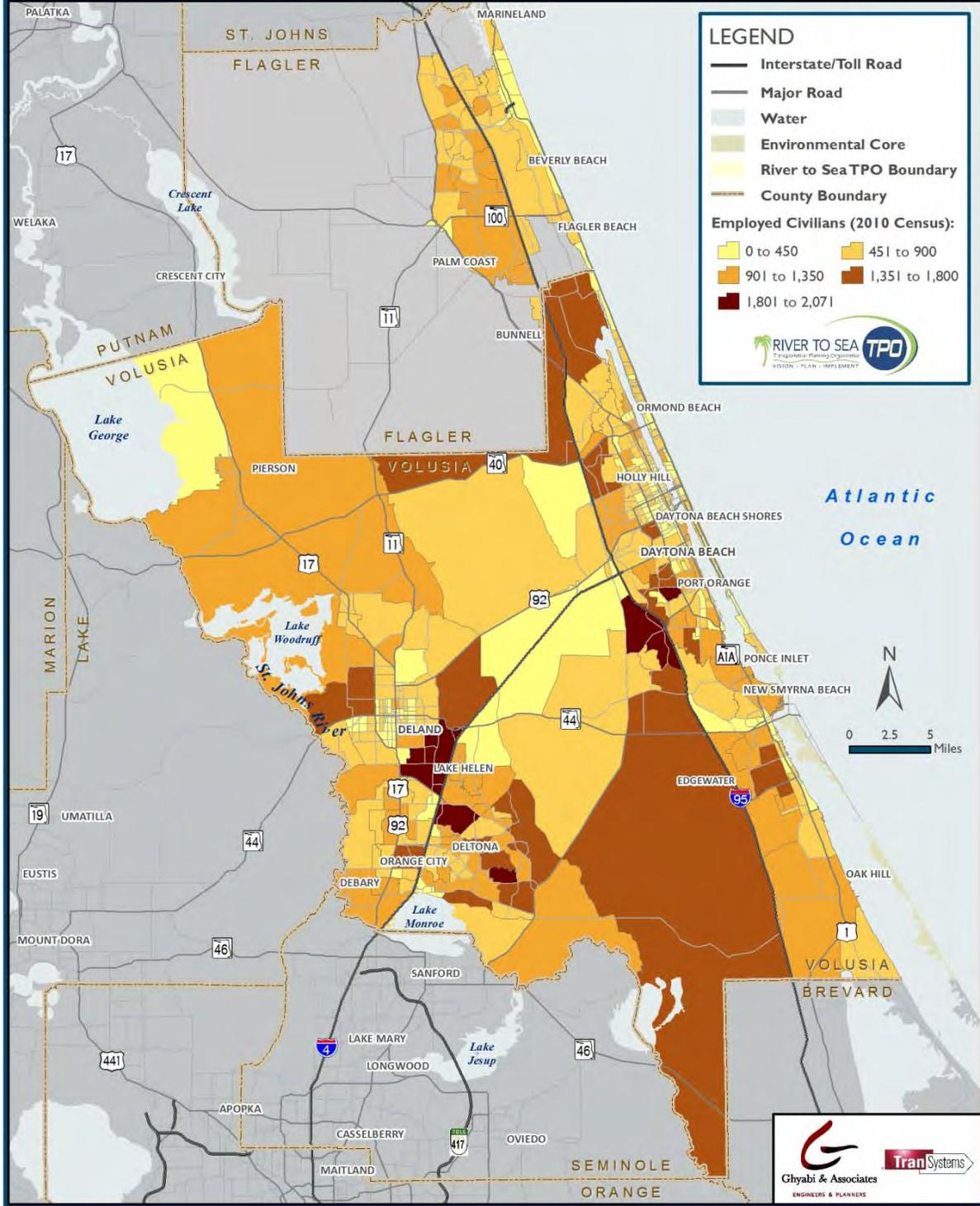
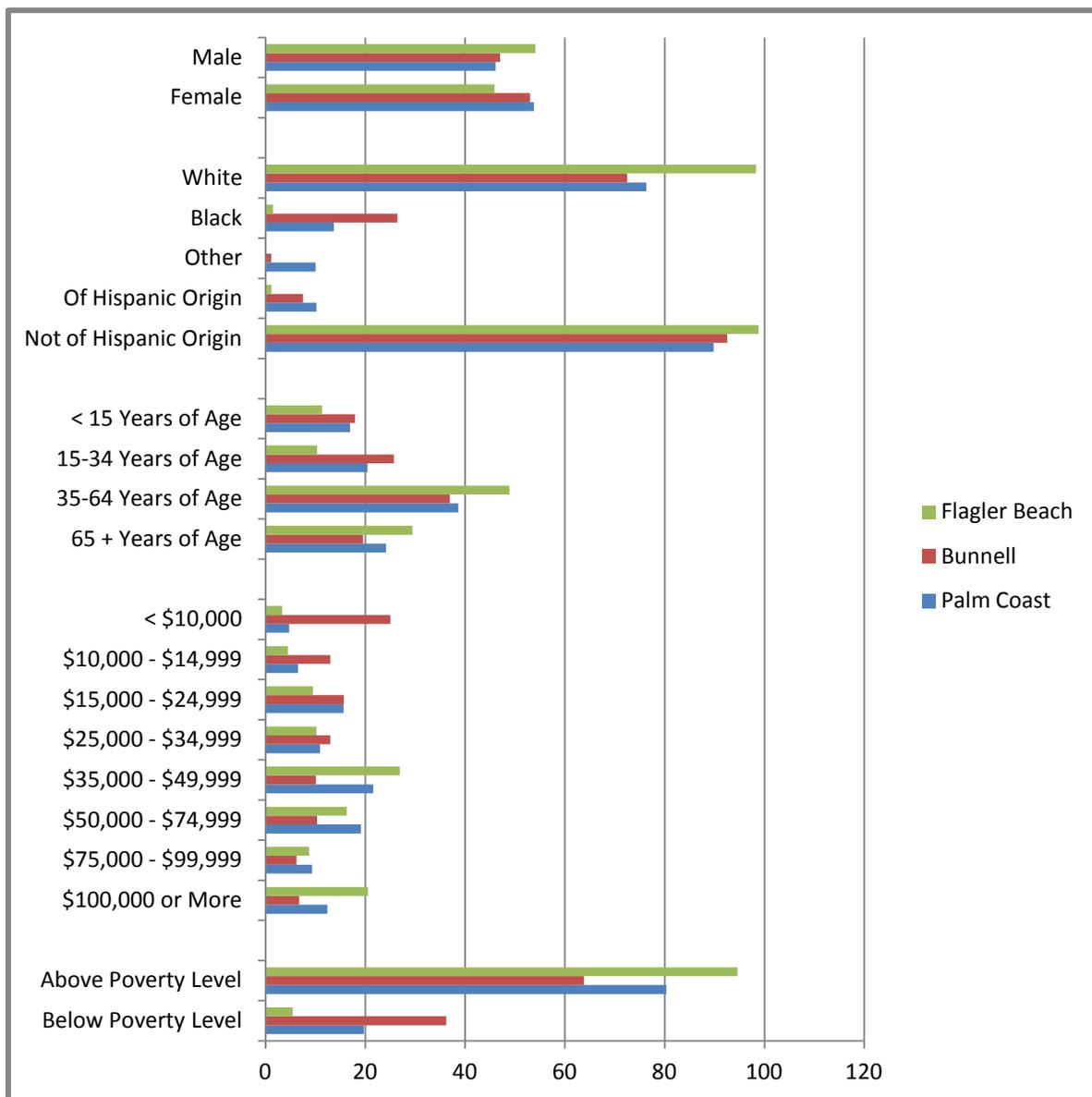


Figure 8: River to Sea Employment

## Demographic Data for Palm Coast, Bunnell and Flagler Beach

With portions of Flagler County now included in the River to Sea planning area, it is vital for the 2040 LRTP to include demographic information from this area (see Table 2). Most notable among the data is the 2012 poverty numbers for Bunnell. 36.2% of Bunnell’s population is currently living below the poverty level. This figure is reinforced by income data, as 25% of Bunnell’s households earn less than \$10,000 annually. Another important data point displayed in this table is the aging population of Flagler Beach. As of 2012, 78.3% of the Town’s population was aged 35 and older, including 29.4% being 65 years and older.

**Table 2: Demographic Data for Palm Coast, Bunnell and Flagler Beach**

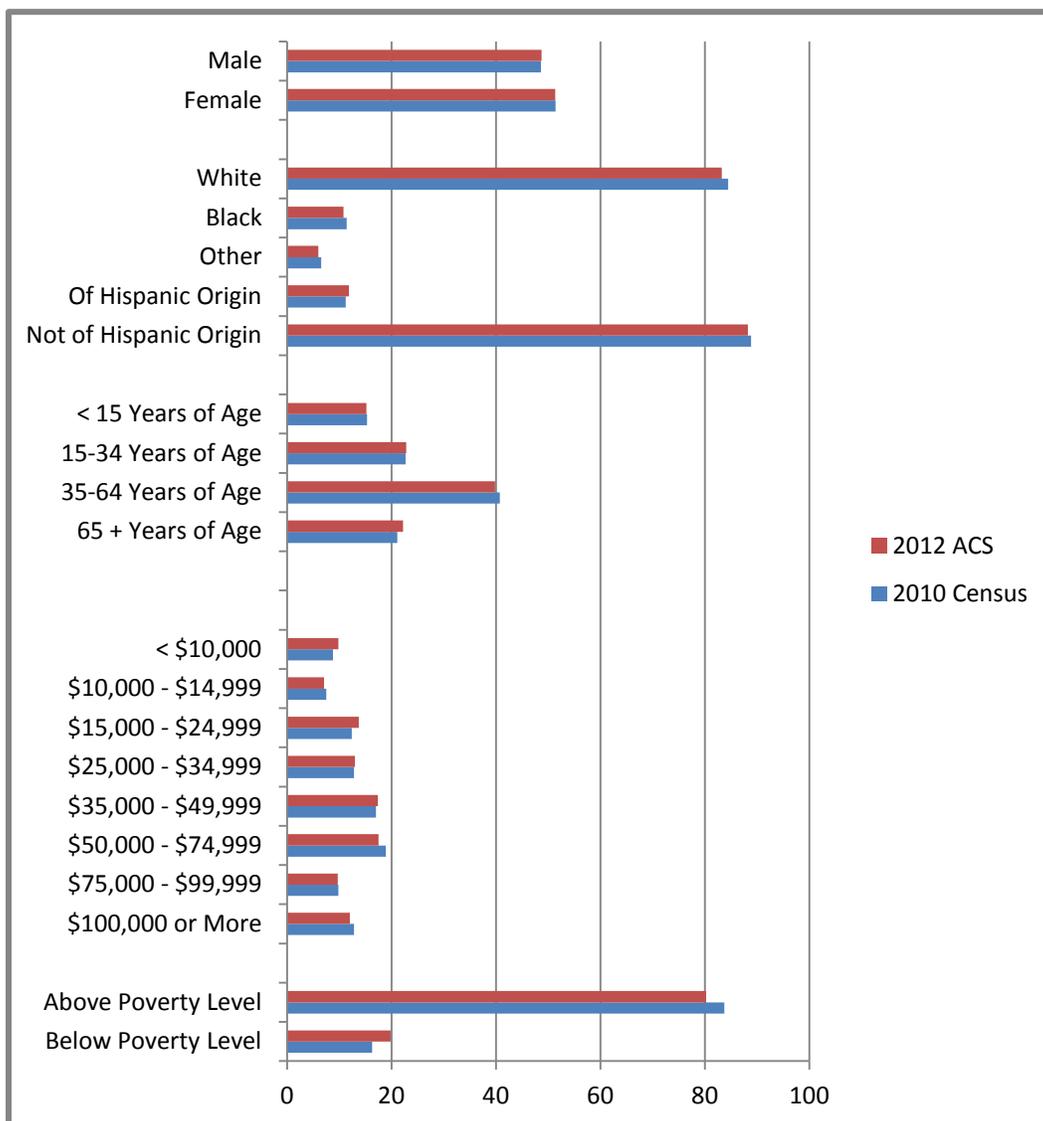


Source: 2012 ACS Estimates

## Demographic Data for Volusia County

A broad sampling of demographic data was collected for Volusia County to display the composition of a variety of community characteristics (see Table 3). Based upon the availability of data, three different data sets were used to complete this demographic comparison. The most significant metadata gathered relates to the percent of Volusia County's population which is currently below the poverty level. This number has increased 3.5% from 2010 to a 2012 total of 19.8%. Further, declines have been witnessed in several income brackets from the 2010 Census to the current 2012 ACS estimates. The percent of earners in the following income categories has decreased in the given time periods: \$100,000 or more (-0.8%); \$75,000 - \$99,999 (-0.1%); \$50,000 - \$74,999 (-1.4%); and \$10,000 - \$14,999 (-0.4%).

**Table 3: Demographic Data for Volusia County**



Source: 2012 ACS & 2010 Census