**Citizens Advisory Committee (CAC)**
**Meeting Minutes**
**November 15, 2016**

| CAC Members Present: | Representing: |
|---|---|
| Donald Smart | Daytona Beach |
| Janet Deyette | Deltona |
| Greg Feldman, Vice Chairman | Flagler County |
| Gilles Blais | Holly Hill |
| Alan Peterson | Palm Coast |
| Joe Villanella | Ponce Inlet |
| Bob Storke | Orange City |
| Susan Elliott | Pierson |
| Jack Delaney | South Daytona |
| Judy Craig, Chairperson | Volusia County |
| Terry Bledsoe | Volusia County |
| Elizabeth Alicia Lendian | Volusia County |
| Edie Biro | Votran |
| Melissa Winsett (non-voting) | Volusia County Traffic Engineering |
| Gene Ferguson (non-voting advisor) | FDOT District 5 |

| CAC Members Absent: | Representing: |
|---|---|
| Ralph Bove (excused) | DeBary |
| Bliss Jamison (excused) | Edgewater |
| Nora Jane Gillespie (excused) | New Smyrna Beach |
| Bobby Ball (excused) | Port Orange |
| Doug Homan (excused) | Volusia County |
| Bob Owens (excused) | Flagler County Transit |
| Faith Alkhatib (non-voting) | Flagler County Traffic Engineering |

| Others Present: | Representing: |
|---|---|
| Marie Duda, Recording Secretary | TPO Staff |
| Pamela Blankenship | TPO Staff |
| Robert Keeth | TPO Staff |
| Lois Bollenback | TPO Staff |
| Stephan Harris | TPO Staff |
| Ron Meade | FDOT |

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

Vice Chairman Greg Feldman called the meeting of the River to Sea Transportation Planning Organization (TPO) Citizens Advisory Committee (CAC) to order at 1:34 p.m.

## II. Press/Citizen Comments

There were no press/citizen comments.

## III. Consent Agenda

### A. Review and Approval of October 18, 2016 CAC Meeting Minutes

***MOTION:*** ***A motion was made by Mr. Smart to approve the October 18, 2016 CAC meeting minutes. The motion was seconded by Ms. Deyette and carried unanimously.***

B. Cancellation of December CAC/TCC Meetings

*MOTION: A motion was made by Ms. Elliott to cancel the December 20, 2016 CAC meeting. The motion was seconded by Mr. Storke and carried unanimously.*

## IV. Action Items

A. Review and Recommend Approval of Resolution 2016-## Adopting the Updated River to Sea TPO's Public Participation Plan (PPP)

Mr. Keeth stated that the River to Sea TPO's Public Participation Plan (PPP) is the document that prescribes how the TPO staff engages the public in its planning processes. It is also a guide for the public so they can understand how to contribute to the process. It was presented last month as an update and included comments from the Federal Highway Administration (FHWA). These comments have been addressed in the updated draft PPP to make clarifications and to help make the document easier to understand by the public.

*MOTION: A motion was made by Mr. Villanella to recommend approval of Resolution 2016-## adopting the updated River to Sea TPO's Public Participation Plan (PPP). The motion was seconded by Mr. Smart and carried unanimously.*

B. Review and Recommend Approval of Resolution 2016-## Amending the FY 2016/17 to 2020/21 Transportation Improvement Program (TIP)

Mr. Keeth stated that this TIP Amendment includes projects that FDOT asked the TPO to include in the Transportation Improvement Program (TIP). There are 16 projects and he gave a detailed description of several of them. There are six new railroad crossing safety projects and five lighting bundles that provide LED lighting for pedestrians along corridors, mainly at existing intersections. The LED lighting was initiated by FDOT Central Office to address night time crashes involving pedestrians.

Ms. Craig took over as Chairperson at 1:40 p.m.

Mr. Keeth continued to describe the projects in the agenda package, including five lighting bundles.

Mr. Peterson asked where the money will be coming from to fund these TIP amendments.

Mr. Keeth replied that these will be funded from a number of sources. The pedestrian lighting bundles are funded by federal safety funding. He gave details of several projects that are funded by diverse sources. The railroad crossings are all funded by railroad safety funds.

Mr. Peterson asked if the funding changes the priorities that are already established.

Mr. Keeth replied no.

Mr. Peterson asked about several projects that are scheduled to be done in this fiscal year. He stated that nothing is spent in the next fiscal year and then the funding goes to 2018/19. He asked why there is a two-year lag.

Mr. Ferguson explained that FDOT allows a two-year lag between the start of design and the next phase because contracts have to be let more than once in order to get a sufficient number of bidders. FDOT always allows a minimum of 15 months for design and that pushed the project into the next fiscal year.

Mr. Peterson asked what happens if projects are done faster than usual and the completion is ready for the next fiscal year.

Mr. Ferguson replied that a two-year wait is not unusual with federal funds. There are many rules that must be followed and very detailed data that must be provided. This is done to promote safety and consistency across the states to ensure that no one is favored above someone else.

Mr. Peterson stated that regardless how quickly the money is spent and the work is completed in this fiscal year, there is still a two-year wait.

Mr. Ferguson replied that the wait will not be that long and may actually be a handful of months.

Ms. Craig announced that she recently attended the White Cane Event at the Ocean Center where she learned about the White Cane Law. A man crossing SR A1A in a wheelchair was not in the crosswalk and was killed. She emphasized that safety issues need to be addressed and if the lighting had been better this tragedy may not have occurred.

Mr. Blais spoke about the recent fatality at the corner of Nova Road and International Drive. He stated that he thinks the crosswalk at Nova Road is too far to the north and pedestrians cannot be seen by drivers until it is too late. He referred to it as a "blind spot."

Mr. Keeth responded that he will research this.

Mr. Blais replied that this is a state problem since it involves two state roads and that they should be made aware of it.

Mr. Keeth stated that Volusia County has expressed concern for how the continuing operations of the lighting projects will be funded. He will research this and pointed out that the state does provide some financial support for this.

Mr. Ferguson said that he was assured that the amount of the "memorandum of understanding" which addresses the reimbursement for expenses such as lighting and traffic signals, the maintaining jurisdictions are permitted to do their own maintenance. A component of that is the number of signals and lights FDOT is reimbursing.

Ms. Winsett responded that street lights and signals are not typically reimbursed by FDOT. She stated that the program is good and she is glad that it is being done. Maintenance is a big issue since cities, not counties, are responsible for this. She said that she wished there were more information on this.

***MOTION:*** ***A motion was made by Ms. Deyette to recommend approval of Resolution 2016-## amending the FY 2016/17 to 2020/21 Transportation Improvement Program (TIP). The motion was seconded by Mr. Storke and carried unanimously.***

## V. Presentation Items

### A. Presentation and Discussion of SR A1A Stabilization

Ms. Bollenback introduced Mr. Ron Meade, FDOT.

Mr. Meade stated that when Hurricane Matthew passed, FDOT got immediate information that SR A1A had major issues. Initially, the plan was to do a permanent repair right away, estimated to be completed in one year. The city and county wanted it open as soon as possible, so FDOT gave the contractor 45 days with an incentive to get both directions open in 15 days. The contractor met that goal. Last Monday was day 15 of the contract and both lanes are open. Today is day 24 and the contractor is continuing the work. The northbound lane was lost, but a temporary alignment was made to the west. The contractor expects to be done by the end of this week, or next week at the latest. As far as the permanent fix, there are teams meeting every week and there will be a recommendation to the Secretary of Transportation in Tallahassee within 45 days. FDOT is working with all the permitting agencies to preserve SR A1A and the dune system. SR A1A has had this

problem for 30 years. Ten years ago, there was an emergency repair of a steel sheet pile wall measuring 140 feet, which was the only section that survived. FDOT is working with everyone concerned to reach a solution that meets as many needs as possible. There were detours to local roads while repairs were being done on state roads which are now open.

Mr. Blais asked what is cheaper: eminent domain for some of those properties where the dangerous intersections are or investing money to extend a steel wall.

Mr. Meade replied that it will be costly to extend the wall but it is an option to preserve the roadway. He explained that right now, FDOT is looking at every single alternative, including moving SR A1A to the west.

Mr. Blais suggested taxing residents for the repairs.

Mr. Meade responded that FDOT held public hearings. One of the suggestions was to have another road that is a "scenic walkway."

Mr. Peterson asked about the 140-foot seawall and what happened to the sand there. He stated that the residents claim that seawalls will exacerbate a sand loss. He asked what happened to the sand in front of the seawall.

Mr. Meade replied that the day after Hurricane Matthew, he could stand on the beach. There was sand and the seawall.

Mr. Peterson asked if there was a beach.

Mr. Meade replied yes.

Mr. Peterson asked if there was a beach in the section being discussed.

Mr. Meade responded that there was not a noticeable difference in the sand elevation in front of the wall vs. where the rocks washed away. It was all level.

Mr. Peterson asked what conversations were held with the United States Army Corps of Engineers (USACE) and what effect the storm will have on the planning process. He asked if there were any results so far.

Mr. Meade replied that FDOT met with the USACE shortly after the storm. The large project in Flagler County that FDOT is helping to fund is still in process and gave the details of the plan. However, it did not get the final approval from Washington D.C. He explained that FDOT set aside funds will remain for that purpose, and if it gets approved, it will be there for use. The storm damage has changed the coastline and the USACE is aware of that.

Mr. Peterson responded that there were two parts to the storm damage and one of those parts was washed away. He asked if FDOT is continuing discussions with the USACE.

Mr. Meade replied yes. He advised Mr. Peterson that he is correct. He added that one reason Flagler County is against the seawall is that they are concerned that the sand will wash away faster. The reason they were eligible for USACE funding was because sand can give the roadway some protection and the wall is protection for the road. He reiterated that everything is under consideration.

Ms. Craig described her experience serving on the Beach Commission. Artificial reefs were discussed because of the washing away of sand. The cost was $1 million per mile to put the reefs in. She stated that the cost of $3-4 million dollars is negligible compared to what would be needed to protect that level.

Mr. Meade agreed and spoke about what was referred to as "Holmberg Tubes." These tubes were placed in the ocean perpendicular to the beach. The idea was that the sand would aggregate; however, the agencies involved did not support that concept.
Mr. Peterson responded that this has never been done in the Atlantic Ocean, but has been done in Lake Michigan and in other countries. He pointed out that there is no history of that particular experimental idea.

**B. <u>Presentation and Discussion of the Accessible Pedestrian Signal (APS) Action Plan</u>**

Ms. Bollenback gave the presentation on the Accessible Pedestrian Signal (APS) Action Plan. She explained that there are currently 37 APS signals in use. These produce an audible or vibrating signal that assists those who are blind or visually impaired to navigate. The Division of Blind Services and the Conklin Center offer training in this area for people with visual impairments. This is accomplished by using the roadway and sidewalk networks to train these people on how to navigate a wide variety of intersections. The TPO is working with the Division of Blind Services and the Conklin Center as well as Volusia County and the City of Daytona Beach where many of these intersections are located. Initially, the TPO partnered with FDOT because they had a long list of intersections where people wanted signals. Meetings were held to determine where the most challenging intersections were located to prepare for the initial planning process. Public meetings were held in several cities to ensure that input was received from those who would benefit from this the most or from those who would be responsible for its implementation. The list included 50 intersections and the study focused on which ones had the highest number of origins and destinations, which would indicate high demand. Transit systems were also studied to determine a higher level of independence that is more convenient and less expensive. Connections to existing systems were taken into consideration, as well as crash data in general. The final result was a list of 50 intersections where this criteria was applied to determine if there were intersections that would have a greater benefit from installing the APS. This is still in process and a stakeholder workshop is scheduled for tomorrow to review the intersections that are most in need. The totals went from 50 to 30, and the goal is to cut that number in half again. It is not a Priority List. It is being done to make sure that opportunities are not missed. This is also key to planning for projects that are coming up in one to two years. Adding an APS may cost $15,000 at a single pedestrian signal head, but an intersection has four of them. If it is installed under the Americans with Disabilities Act (ADA), the entire intersection must be improved as well. It can become complicated and develop into a major capital expense. There is plenty of work to be done. The TPO, Volusia County and FDOT have a planning layer involved to ensure that there is a reason why these projects were identified. They will be studied in greater detail with the goal to narrow down from the original 50 projects to a smaller amount, perhaps a dozen. There will be a draft report issued after the stakeholder workshop. It will be shared with the members for additional feedback to prepare a final report that will be presented to the committees and board. She described several key locations in detail and the criteria for each. She stated that Mr. Wang prepared excellent information for this plan, then opened the floor for questions.

Mr. Smart commented that the LPGA and Williamson Boulevard intersection will be a half mile short for Votran service to the Tanger Mall. Some of the pedestrians who must walk the half mile are handicapped.

Ms. Bollenback replied that Votran does not have the budget to add this service and all routes are carefully timed. There may be some people who get as close as possible, then have to navigate there. This location is on the project list but may not have a higher priority than other locations. It is unknown how many people will have this need. A process needs to be established to determine which locations will be most important.

Mr. Smart commented on the "right turn on red" law as it relates to the intersection of Clyde Morris Boulevard, I-4 and I-95 and pointed out that cars do not always stop. He stated that handicapped, elderly and vagrants come close to being killed. He emphasized that drivers must be taught to stop first, and then if the intersection is clear, proceed to turn.

Ms. Bollenback agreed that this is right and that it occurs at other intersections as well. She pointed out that there is a line of sight issue at this location. Some drivers think that it is the pedestrian's decision when it is safe to cross, not for them to come to a complete stop, look and then turn. The level of collisions at intersections seems to be rising tremendously. The TPO staff is researching where the crashes are occurring, at what rates and why they have risen so dramatically. It is a challenge to determine how much is due to factors such as

human behavior, design or lighting but there is no "silver bullet" that would cut crashes in half. The situation involves all these factors and the most difficult one is civility among drivers.

Mr. Peterson stated that installing red light cameras is very effective to prevent drivers from running red lights. He added that it is relatively inexpensive and changes the driver's mindset as well.

Ms. Bollenback replied that at the state level, FDOT is very serious about trying to change the notorious Florida statistics. Florida is in the top three in the nation, especially for pedestrian and bicycle injuries and fatalities. Volusia County is near the top in the state. The question is how can this be changed and how serious can the state be.

Mr. Feldman requested confirmation that this study has to do with retrofitting existing intersections, not new intersections.

Ms. Bollenback replied yes, that is correct.

Mr. Blais asked if the City of Daytona will be conducting a pedestrian or traffic survey at the LPGA and Williamson Boulevard intersection prior to the opening of the Tanger Outlet Mall.

Ms. Bollenback replied that she is not aware of any plan for a pedestrian survey at that intersection.

Mr. Blais stated that there is another entrance to the mall on Williamson Boulevard to come in from the rear side. There is also an entrance on LPGA Boulevard to enter in the front. He asked if the City of Daytona has a plan to make a survey regarding pedestrian traffic and vehicle safety.

Ms. Bollenback replied that if there is an observed need, that can happen; however, there are no plans today to do it. The Tanger Outlet Mall is not going to be the only commercial enterprise built in that area. When it gets to a threshold that transit might be needed, or different pedestrian access is needed, she is not sure when either may be needed.

Mr. Blais stated that speed limit will have to be lowered from I-95 east to Clyde Morris Boulevard due to congestion.

Ms. Bollenback responded that FDOT funded the study for the LPGA Boulevard interchange for a longer term and there are improvements planned by Tanger for the mall itself. There will be a lot of development added in the future and this is not the last construction matter.

Mr. Villanella asked if out-of-state and international drivers are taken into consideration.

Ms. Bollenback replied that many opinions have been made. Statistically, senior and out-of-state drivers do not contribute to the crashes. Alcohol use on the part of drivers and pedestrians, risk taking behavior, dark clothing at night, and several other factors contribute at greater levels. There is no analysis that shows what the major contributors are and this is why the planners will look at crash data in greater detail to see if there are certain intersections and corridors that contribute a great deal. People sometimes cross at mid-block and think it is safer because the intersection is busier. The difference is that cars are traveling at 5-10 miles per hour at the intersections and 40 miles per hour in the mid-block. The rate of fatality goes up tremendously depending on the speed. There are more cars stopped at an intersection and if drivers did stop and pause, it might help pedestrians feel safer. It also involves working with law enforcement, but if there is not better control of pedestrian movements, it is hard for law enforcement officers to prevent mid-block crossings.

Ms. Lendian asked if the statistics being studied are separated by daytime fatalities compared to nighttime.

Ms. Bollenback replied that the statistics can be separated many different ways, such as locations, intersections and much more.

C. **Presentation and Discussion of the Draft Application and Ranking Process for the 2017 Call for Projects and List of Priority Projects**

Mr. Keeth stated that the Priority Projects process is used by the TPO to identify projects that will be funded through the FDOT Work Program and the Transportation Improvement Program (TIP). Capacity projects generally come via the Long Range Transportation Plan (LRTP). Other projects are submitted via the annual Call for Projects and these include safety, traffic operations, Intelligent Transportation Systems (ITS) and bicycle/pedestrian projects. The process is reviewed every year by the TIP Subcommittee and the Bicycle/Pedestrian Project Review Subcommittee. The goal is to make improvements in the process so that the TPO can better identify those projects that are truly reflecting the highest needs and priorities. The focus of the review is on the call for projects and the applications that support it. It also addresses the general policies that reach over the priority project process.

There are three resolutions adopted by the TPO Board that address different elements of the priority project process. The first one relates to the local match requirements by local governments that submit projects through the priority process. The TPO did not propose any changes to this document. The second resolution addresses the process in general and how the TPO establishes and maintains priorities. There was a significant change to this document that was approved by the TPO Board last month. It dealt with handling projects that do not come through the normal process but still deserve prioritization. When the TPO Board adopted that policy change, they had directed the TIP Subcommittee to look in more detail at how the TPO should limit the types of projects that are brought into the priority project process in this manner. In particular, it was necessary for the TIP Subcommittee to determine what is meant by hardship. The TIP Subcommittee did not have a quorum the first time they met, but they met subsequently and identified three additional criteria to be identified in the policy. These criteria are: circumstances should not be of a recurring nature, the circumstances should not result from the actions of the project sponsor and would not be contrary to the public interest. The third resolution addresses the annual allocation of SU funding and other project funding categories. The TIP Subcommittee agreed that this policy should be revised to provide that when a recipient of funds posts a sign on a project, they should identify and give credit to the funding partners on that sign. This is done to promote a better public understanding of what the TPO does. This change also states that whenever there is a press release or some form of public announcement, it should give credit to the funding partners. The TIP Subcommittee then addressed the applications and recommended that a provision be added that the TPO is not obliged to consider information that is not in the project application; however, applicants are encouraged to be present for the evaluation of their applications to provide clarification. The applications for prioritization will be ranked based on the information that is supplied. With respect to the Traffic Operations/Safety and Local Initiatives projects application, the TIP Subcommittee wanted the applicants for a feasibility study to know if they intend to be Local Agency Program (LAP) certified as required to administer these funds. If they do not, they must advise how they plan to move the project forward. These funds must be administered through the LAP Program, which prescribes how the projects should be managed. It ensures that federal regulations are followed on how funds should be managed. If an agency cannot be certified to carry this out, another agency must be identified. The agency that will perform the work should provide a letter of intent. There were some minor changes and reference was made to pages 67 and 69 in the agenda packet where various criteria and reports were explained in detail.

Mr. Harris pointed out two bicycle/pedestrian project applications in the agenda packet, and stated that the general instructions for each are on pages 81-84. He also referenced other pages for instruction, with changes underlined in green. He explained feasibility studies and that there is a limited amount of money. Also, if a project sponsor is applying for a feasibility study, it must be done in one application cycle. The TPO staff thought this was understood, but this was not the case. He referenced and explained the information in precise detail, and advised that it may change to make it consistent with all priority projects.

Mr. Feldman asked about page 75 regarding the new language were it states "identify the proposed funding source." He suggested that there could be a parenthesis indicating other sources.

Mr. Keeth pointed out two other issues: one is regarding funding of secondary bridges which will be considered in the next LRTP. The other issue is regarding funding of ITS operations which will be addressed in Phase 2 of

the ITS Master Plan. This will be brought back for further discussion and approval in January, in time for the 2017 Call for Projects.

Mr. Peterson referenced page 69 and asked who scores the projects and how the point values are determined.

Mr. Keeth replied that this is done by both the TIP Subcommittee and the Bicycle/Pedestrian Project Review Subcommittee. The score depends on how well the proposed improvement would satisfy the particular criteria.

Mr. Peterson asked if this is somewhat subjective.

Mr. Keeth replied yes.

**D. FDOT Report**

Mr. Ferguson gave the FDOT report. He stated that Hurricane Matthew set some of the schedules back slightly but they are still on track. The I-4 project is due for wrap up early next year. He also gave updates on projects.

**E. Volusia and Flagler County Construction Reports**

Ms. Winsett gave the Volusia County Construction Report. She stated that the county's new format shows everything that has been added is underlined. She also gave details on specific locations.

[Discussion inaudible]

Ms. Winsett replied that she will give Mr. Delaney the project manager's contact number.

There was no Flagler County Construction Report.

## VI. Staff Comments

→ **Update on SunRail**

Mr. Keeth stated that he has no report on SunRail at this time.

→ **Florida Greenways and Trails Plan and Opportunity and Priority Maps**

Mr. Keeth reported that the Office of Florida Greenways and Trails is updating both the land and paddling trail maps. They have asked for input from users and the maps can be found online at www.dep.state.fl.us/gwt. The deadline for submitting comments is June 30, 2017.

→ **Old Kings Road Widening PD&E**

Mr. Keeth stated that the TPO received a request from Mr. Cheney, Volusia County Traffic Engineer, to bring this item up for discussion. Mr. Cheney was not in attendance, however, he had concerns about the Preliminary Design and Environment Study (PD&E) for Old Kings Road between the Volusia/Flagler County line. If necessary, discussion will follow.

## VII. CAC Member Comments

Ms. Craig announced that she and Mr. Harris attended the White Cane event and had a positive experience.

Mr. Peterson wished all members a Happy Holiday season.

Ms. Deyette congratulated Ms. Craig on winning her election.

Ms. Craig replied that she is excited about being a commissioner for the West Volusia Hospital Authority.

Mr. Ferguson announced that the schedule for next year is the last page in the agenda packet.

Ms. Blankenship wished all members Happy Holidays from the TPO staff.

**VIII. Information Items**

→ River to Sea TPO Board Meeting Summary for October 26, 2016
→ October TPO Outreach and Events
→ 2017 TPO Committee Meeting Calendar

**IX. Adjournment**

There being no further business, the CAC meeting adjourned at 3:00 p.m.

**RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**

Mr. Greg Feldman
Vice-chairman

~~**JUDY CRAIG, CHAIRPERSON**~~
**CITIZENS' ADVISORY COMMITTEE (CAC)**

**CERTIFICATE:**

The undersigned duly qualified and acting Recording Secretary of the River to Sea TPO certified that the foregoing is a true and correct copy of the minutes of the November 15, 2016 regular meeting of the Citizens' Advisory Committee (CAC), approved and duly signed this 17th day of January 2017.

Marie Duda

**MARIE DUDA, RECORDING SECRETARY**
**RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**