

**Citizens' Advisory Committee (CAC)  
Meeting Minutes  
November 19, 2019**

**CAC Members Present:**

Sue Habel  
Janet Deyette  
Rob Plympton  
Marcia Stevens-Foltz  
Nora Jane Gillespie, Chairperson  
Bob Storke  
Roger Strcula  
Alan Peterson, Vice Chairperson  
Susan Elliott  
Bobby Ball  
Dave Castagnacci  
Elizabeth Alicia Lendian  
Melissa Winsett (non-voting)  
Edie Biro  
Vickie Wyche (non-voting advisor)

**CAC Members Absent:**

Ralph Bove  
Daniel Klasel, Jr.  
Faith Alkhatib (non-voting)  
Tisha Peterson  
Gilles Blais (excused)  
Rick Basso  
Joe Villanella (excused)  
Jack Delaney  
Ann Christian  
Patricia Lipovsky

**Others Present:**

Debbie Stewart, Recording Secretary  
Colleen Nicoulin  
Pam Blankenship  
Lois Bollenback  
Stephan Harris  
Heather Grubert  
Jim Wood  
Paul Martel  
Deepika Field  
Ned Baier

**Representing:**

Daytona Beach  
Deltona  
Flagler Beach  
Flagler County  
New Smyrna Beach  
Orange City  
Ormond Beach  
Palm Coast  
Pierson  
Port Orange  
Volusia County Chair  
Volusia County at Large  
Volusia County Traffic Engineering  
Votran (CTC)  
FDOT District 5

**Representing:**

DeBary  
Edgewater  
Flagler County Traffic Engineering  
Flagler County Public Transportation  
Holly Hill  
Lake Helen  
Ponce Inlet  
South Daytona  
Volusia County D-1  
Volusia County D-2

**Representing:**

TPO Staff  
TPO Staff  
TPO Staff  
TPO Staff  
TPO Staff  
FDOT  
Kimley-Horn, Inc.  
Pierson – Alternate  
Stantec  
Vokert, Inc.

**I. Call to Order / Roll Call / Determination of Quorum/Pledge of Allegiance**

Chairperson Gillespie called the meeting of the River to Sea Transportation Planning Organization (TPO) Citizens Advisory Committee (CAC) to order at 1:15 p.m. The roll was called and it was determined that a quorum was present.

**II. Press/Citizen Comments**

There were no press/citizen comments.

### III. Action Items

#### A. Review and Approval of October 15, 2019 CAC Meeting Minutes

**MOTION:** *A motion was made by Mr. Storke to approve the October 15, 2019 CAC meeting minutes. The motion was seconded by Mr. Peterson and carried unanimously.*

#### B. Review and Recommend Approval of Resolution 2019-## Amending the FY 2019/20 to 2023/24 Transportation Improvement Program (TIP)

Ms. Nicoulin stated this Transportation Improvement Program (TIP) amendment programs Federal Transit Administration (FTA) funds into the current year.

**MOTION:** *A motion was made by Mr. Storke to recommend approval of Resolution 2019-## amending the FY 2019/20 to 2023/24 Transportation Improvement Program (TIP). The motion was seconded by Mr. Castagnacci and carried unanimously.*

#### C. Review and Recommend Approval of the 2045 Long Range Transportation Plan (LRTP) Goals and Objectives

Ms. Nicoulin introduced Mr. Jim Wood, Kimley-Horn, to present the goals and objectives for the 2045 Long Range Transportation Plan (LRTP).

Mr. Wood stated the goals and objectives are the primary focus of the 2045 LRTP; he gave a summary of the goals and objectives. They provide direction and inform the overall process of prioritization; criteria will be developed from them that will be used to select projects to be included in the 2045 LRTP. They took the goals and objectives of the existing 2040 LRTP and made modifications to them. Four new objectives have been added which he reviewed.

Chairperson Gillespie asked if mariner transportation was being considered as it was mentioned at the 2045 LRTP Subcommittee meeting.

Mr. Wood replied they discussed the general issue of environment and the fact that they will go through the process of environmental mitigation through the resource agencies.

Chairperson Gillespie stated she thought it referred to boat transportation.

Mr. Storke replied the statement referred to sea level rise.

Ms. Habel referred to the list of 10 planning factors in the goals and objectives and asked if those were in a priority order.

Mr. Wood replied they are within the order of the federal law; it is not suggesting one has priority over another but that they are 10 collective planning factors.

Ms. Habel referred to planning factor 8, "emphasize the preservation of the existing transportation system", and asked if there are instances where the existing system is not worth preserving.

Mr. Wood replied this planning factor refers to general operation and maintenance and preservation of system as the desire to be kept. There are instances where a project may be in a location where it is deemed not appropriate to continue investing funding in it.

Ms. Habel referred to the goals listed on page 3 and asked if these goals are listed in a hierarchy order. She asked if economic development had a higher priority than livability.

Mr. Wood replied no; an earlier version of the goals was numbered but they removed the numbering to be clear they are not an hierarchy. However, for the simplicity of reference, the objectives are in a numbered order but they are of equal priority.

Ms. Habel asked if two goals come into conflict are they resolved on a case-by-case basis.

Mr. Wood replied typically, yes. There will be decisions made at the long range planning level that will try to balance all of these issues; the economic needs and the environmental issues. As each project moves forward it has its own process outside of the long range planning process that will deal with those kinds of benefits and values of the project.

Ms. Habel commented this is on several levels; federal, state, city and county. She asked if a city has a stronger emphasis on economic development than the county does if they are allowed to go ahead with their project if it is detrimental to the environment.

Mr. Wood replied these goals guide the collection of projects included in the LRTP. Individual projects go through a process of determining what the environmental impact is and if it can move forward. It is a collective of decisions that happen at the TPO Board and respective local governments. The intent is to balance these goals as much as possible to create a future set of projects that reflect the values of the TPO area as a whole.

Discussion continued.

Mr. Peterson referred to Objective 2.1 and the statement "supports economic growth and diversity" and stated he does not think it fits that section; diversity issues would be better addressed in Objectives 1.3 and 5.2 where it talks about ease of access and community development.

Mr. Wood replied Objective 2.1 was written to be consistent with the collective state effort to diversify our economy.

Mr. Peterson stated perhaps it could be worded better; diversity to him means diversity of population, background and economic circumstances. He referred to Objective 4.4 under safety and commented in lieu of the problems Volusia and Flagler County have had with hurricanes and erosion, evacuation plans should be a higher objective than 4.4; he suggested placing it above the safety of airports.

Mr. Wood replied the objectives are not in an order to suggest priority; Objective 4.4 is no less important than Objective 4.1. It is not intended to suggest one objective is more important than another.

Mr. Peterson asked if that could be indicated somewhere because objectives are generally in order of importance.

Mr. Wood replied they will make that clear.

**MOTION:** *A motion was made by Mr. Peterson to recommend approval of the 2045 Long Range Transportation Plan (LRTP) Goals and Objectives. The motion was seconded by Ms. Elliott and carried unanimously.*

**D. Review and Recommend Approval of Resolution 2019-## Supporting the County of Volusia in the Development of Intersection Improvements at Tomoka Farms Road (CR 415) and Pioneer Trail (CR 4118)**

Ms. Nicoulin stated a presentation on intersection improvements at Tomoka Farms Road and Pioneer Trail was on the agenda last month but due to time constraints was not given. Ms. Winsett, Volusia County Traffic Engineering, will give the presentation to provide context as to what this resolution is supporting.

Ms. Winsett gave a PowerPoint presentation and stated Volusia County recently completed a study at this intersection as a result of several crashes and the fatality of a Volusia County Deputy Sheriff. She reviewed the



existing conditions; both of these roads are high speed roads at 45 miles per hour (mph) and 50 mph respectively. The study looked at existing conditions, traffic counts and crash summaries; there has been an increase in crashes with one fatality and several serious injuries. The study concluded a traffic signal is warranted; the issue is lack of right-of-way. The two choices for improvements include a traffic signal and a roundabout; there are fewer conflict points with a roundabout. There were questions about roundabouts being appropriate in a rural environment; they are and have been implemented throughout the state. She referred to the new roundabout at SR 44 and Grand Avenue in DeLand as an example. The study came up with both short term and long term improvements; the short term improvements were made quickly. The county installed leading edge LED stop signs, reflective tape on the posts of the stop signs, rumble strips and trimmed trees. The study concluded the roundabout is the better choice as a long term improvement but the Volusia County Council will make the final decision. The cost of a traffic signal will be approximately \$1.8 million; right-of-way is needed so the county may have to take the property of the Cabbage Patch Bar; they do not want to do that. The cost of a roundabout is approximately \$2.9 million; much of that cost is for right-of-way. They can shift the roundabout to the southwest to avoid the Cabbage Patch Bar property. The advantage of a roundabout is it slows down the traffic and allows drivers to see pedestrians.

Chairperson Gillespie asked if the roundabout would have an elevated center and warning lights as drivers approach it.

Ms. Winsett replied it will have an elevated center but they do not know the design yet. The next step is to obtain funding for the long term improvements. The direction has been to apply for funding through various sources; appropriations, state safety funds and through the TPO's priority process.

Mr. Peterson asked how much safer a roundabout would be compared to a traffic signal.

Ms. Winsett replied she cannot quantify it but a roundabout is generally safer because of the conflict points; points where a crash could occur. A roundabout has 8 conflict points versus 32 conflict points with a traffic signal.

Chairperson Gillespie stated she has been told the roundabout in Deland is 2.5 times safer than the traffic signal.

Mr. Ball asked if the cost of the roundabout includes the right-of-way and how much it would be if the roundabout was not offset and it was necessary to take the Cabbage Patch Bar right-of-way.

Ms. Winsett replied it includes right-of-way but not the Cabbage Patch Bar as they are going to try to avoid that as much as possible.

Chairperson Gillespie referred to the LED stop signs and asked how much they cost; she thinks they are \$7,200 each.

Ms. Winsett replied she was not sure of the exact cost but they are expensive and have to be maintained.

Ms. Habel referred to the crash statistics and asked if the months that had the highest incidents were looked at; if there was a relationship to Bike Week and Biketoberfest.

Ms. Winsett replied there is always a spike in crashes during those events.

Ms. Habel asked if those crashes involved vehicles, motorcycles, or pedestrians.

Ms. Winset replied that data is in the study; it is not broken down in this presentation.

Ms. Habel asked if incidents have decreased at this intersection since the temporary improvements were made; she asked when the improvements were installed.

Ms. Winsett replied there has not been enough time to gauge the effectiveness yet; some improvements were installed immediately and the rumble strips were installed three weeks ago. The county will continue to monitor the statistics.

Ms. Habel asked if the committee was voting only on general intersection improvements.

Ms. Nicoulin stated this resolution does not identify a solution or a design but it is a resolution of support for the development of improvements at this particular intersection. At last month's TPO Board meeting, this presentation was given and the board directed staff to draft a resolution of support that the committee is voting on today. She referred to Mr. Peterson's question regarding roundabouts versus traffic signals and stated statistics show there is a 90% reduction in fatalities and a 75% reduction in serious injuries with a roundabout. That has to do with the speed within the roundabout as well as the types of crashes; they are not right-angle crashes but sideswipe type crashes.

Mr. Peterson replied it also has to do with the type of road the roundabout is on; it is questionable on a high-speed road versus a rural road.

**MOTION:** *A motion was made by Mr. Storke to recommend approval of Resolution 2019-## supporting the County of Volusia in the development of intersection improvements at Tomoka Farms Road (CR 415) and Pioneer Trail (CR 4118). The motion was seconded by Ms. Lendian and carried unanimously.*

**E. Review and Recommend Approval of Resolution 2019-## Adopting the Community Safety Action Plan (CSAP)**

Ms. Blankenship stated the draft Community Safety Action Plan (CSAP) was presented last month and there have been no changes.

**MOTION:** *A motion was made by Ms. Habel to recommend approval of Resolution 2019-## adopting the Community Safety Action Plan (CSAP). The motion was seconded by Mr. Strcula and carried unanimously.*

**F. Review and Recommend Approval of Resolution 2019-## Adopting the FY 2018/19 Public Involvement Report**

Ms. Blankenship stated the FY 2018/19 Public Involvement Report was also presented last month.

Mr. Peterson stated he made a suggestion last month regarding the TPO's response to public requests and asked what it now says.

Ms. Blankenship replied she made that adjustment; it was under the attendance rates and it states when a member is unable to attend a meeting TPO staff asks them to send the alternate in their place rather than request they send an alternate.

Mr. Peterson stated that is not his question; his question referred the response of a public request. It stated it would be done in an efficient manner and he had suggested it state in a timely manner and in accordance with state law.

Ms. Blankenship replied she would make that adjustment; to have it state "in a timely and efficient manner and in accordance with state law".

**MOTION:** *A motion was made by Ms. Habel to recommend approval of Resolution 2019-## adopting the FY 2018/19 Public Involvement Report as amended. The motion was seconded by Mr. Peterson and carried unanimously.*



**G. Review and Recommend Approval of the Priority Project Applications for Traffic Operations/Safety and Local Initiatives Projects and Transportation Planning Studies**

Ms. Nicoulin stated the project applications for Traffic Operations/Safety and Local Initiatives projects and Transportation Planning studies for implementation and feasibility studies are provided in the agenda. There are no significant changes; the applications have been updated to reflect the current year. There is one change to the project implementation application, Criteria 7, regarding local matching funds. Project applicants can receive extra points for providing more than the required 10% match; it has been specified in the application no extra points are awarded for providing the minimum 10% match.

Mr. Peterson referred to the change regarding cost overruns and asked if cost overruns had been split into two categories; in one category there is no expense to the applicant but in the other circumstance the cost is to be borne by the applicant. He asked what this change does; if it recombines the separate circumstances. It states any cost overruns encountered on a project funded with state and/or federal funds are the responsibility of the applicant.

Ms. Nicoulin replied correct; the resolution defining a cost overrun versus a cost increase was amended last year; a cost overrun is defined as something that is within the control of the applicant such as not providing an updated cost estimate as required or a change in scope. A cost increase is an increase in the project that may have to do with the market status or is something out of control of the project applicant.

***MOTION: A motion was made by Mr. Peterson to recommend approval of the priority project applications for Traffic Operations/Safety and Local Initiatives projects and Transportation Planning studies. The motion was seconded by Ms. Lendian and carried unanimously.***

**H. Review and Recommend Approval of Resolution 2019-## Amending the Local Match Requirements Placed on Member Local Governments for Projects Prioritized for Funding by the TPO**

Ms. Nicoulin stated there is one minor change to this resolution; the word “minimum” has been inserted to clarify the 10% local match is the minimum in Item 2. Project sponsors can, and are encouraged to, submit more than the minimum required 10% for extra points.

***MOTION: A motion was made by Ms. Elliott to recommend approval of Resolution 2019-## amending the local match requirements placed on member local governments for projects prioritized for funding by the TPO. The motion was seconded by Mr. Storke and carried unanimously.***

**I. Review and Recommend Approval of Resolution 2019-## Amending the Policy for Establishing and Maintaining Transportation Priority Projects**

Ms. Nicoulin stated there is one minor change to this resolution; Item 13 requires project sponsors to submit letters of support for their projects on the priority list as well as provide updated cost estimates. A requirement to provide letters of support for Transportation Regional Incentive Program (TRIP) projects has been added as well as to confirm the 50% required match will be available when the projects are ready to be programmed.

***MOTION: A motion was made by Mr. Castagnacci to recommend approval of Resolution 2019-## amending the policy for establishing and maintaining transportation priority projects. The motion was seconded by Ms. Habel and carried unanimously.***

**J. Appointment of Unified Planning Work Program (UPWP) Subcommittee Members**

Ms. Nicoulin stated every two years the TPO develops the Unified Planning Work Program (UPWP); this document is the TPO’s staff work plan and includes the projects and activities staff will work on, budgeting, how staff will spend their time and identifies deliverables. The TPO is getting ready to develop the next UPWP which will take effect July 1, 2020 through June 30, 2022. A subcommittee is formed from the BPAC, CAC and TCC to identify projects and programs the TPO will put into the UPWP. It is anticipated the UPWP Subcommittee will

meet once in December. Once the subcommittee is formed a Doodle poll will be sent to the subcommittee members asking for their availability. She asked for volunteers for the UPWP Subcommittee.

Mr. Strcula and Mr. Ball volunteered.

**MOTION:** *A motion was made by Mr. Storke to appoint Mr. Strcula and Mr. Ball to the Unified Planning Work Program (UPWP) Subcommittee. The motion was seconded by Mr. Castagnacci and carried unanimously.*

**K. Cancellation of December CAC Meeting**

**MOTION:** *A motion was made by Mr. Strcula to cancel the December CAC meeting. The motion was seconded by Ms. Lendian and carried unanimously.*

**IV. Presentation Items**

**A. Presentation and Discussion of Update of the I-95 and Pioneer Trail Interchange**

Ms. Heather Grubert, FDOT Project Manager, gave a PowerPoint presentation of the I-95 and Pioneer Trail Interchange. She stated FDOT just completed the value engineering study for this project; the purpose of that is to apply common sense and technical knowledge directed at funding and eliminating unnecessary cost on the project. She reviewed the five-step process and stated they are currently in the second step which is the project development and environment study where they will determine a feasible alternative for a new interchange. The next steps are design, right-of-way acquisition and construction. She reviewed the purpose and need of the project and stated this project is included in the TPO's List of Priority Projects (LOPP). They held two public meetings and received feedback; support was received for having another interchange access and for enhancing emergency evacuations. The opposition received regarded increased traffic on Pioneer Trail as well as for environmental impacts. They also received comments regarding widening Pioneer Trail and the need for sidewalks and bike lanes on Pioneer Trail. She reviewed the three alternatives for the interchange and stated a "no-build" alternative was also considered. The majority of public input supports Alternative 3 which is the partial cloverleaf #2. They expect to hold another public hearing in the spring of 2020. She reviewed the schedule and stated they expect to have federal approval in the summer of 2020.

Chairperson Gillespie stated as a resident of the area and having no emergency egress except for SR 44, she is looking forward to this project as it will lessen traffic on SR 44.

Ms. Foltz asked if they looked at the land use in the area.

Ms. Grubert replied yes; they look at future land use as well as any planned developments that have already been approved.

Ms. Foltz commented that one of the problems at the interchange at US 1 in Ormond Beach is the Burger King and gas station are right at the intersection and it causes an issue; she asked if there would be driveways in the area.

Ms. Grubert replied there will be limited access and they cannot have driveways there.

**B. FDOT Report**

The FDOT report is provided in the agenda.

Ms. Wyche announced a public hearing regarding proposed improvements on SR 44 at Eddie Road and Ingham Road will be held Thursday, November 21, 2019 at 5:00 pm at the Alonzo "Babe" James Community Center in New Smyrna Beach.



### C. Volusia and Flagler County Construction Reports

Ms. Winsett announced the Volusia County draft Roadway Program as well as an overview of funding was presented to the Volusia County Council earlier today; it was approved. The County Council directed county staff to review the Taylor Road four-laning project to move it forward and to complete a feasibility study of Taylor Branch Road in Port Orange. This information can be found on [www.volusia.org](http://www.volusia.org).

### V. Staff Comments

(Handout)

Ms. Nicoulin referred to the handout regarding the TPO's Annual Year End Celebration and announced it will be held Friday, December 13, 2019 from 3:00 pm to 5:00 pm. As part of this celebration, the TPO holds a toy drive; she invited members to attend and bring an unwrapped toy.

### VI. CAC Member Comments

Mr. Peterson commented he traveled US 1 through the new roundabout today and noted the signage and speed limit is better; however, it still comes as a surprise for drivers not familiar with the road. He suggested more signage to guide drivers through it. The right-hand lane of I-95 is bad; it is rough, broken and in some places the asphalt is completely worn away. It needs immediate repair as it will only get worse.

Ms. Habel referred to the intersection of Tomoka Farms Road and the Bellevue Avenue extension; it is a log jam when making a left-hand turn on to Tomoka Farms Road. It is on an honor system that does not work and the intersection is frequently blocked. She asked if the intersection was the responsibility of the city or the county as it needs to be looked at and improved.

Ms. Winsett replied she is not sure; Bellevue Avenue is a county road as is Tomoka Farms Road but Mr. Jon Cheney, Volusia County Traffic Engineering Director, has been coordinating with FDOT to have the improvements made because it is part of the interchange system.

Ms. Habel stated she has asked the question before and would like to have an answer next year. It is particularly bad when the flea market is open and during Bike Week events.

Ms. Nicoulin replied the TPO will look into it and the improvements being proposed at Tomoka Farms Road and US 92; these would be long term improvements. The Bellevue Avenue extension and Tomoka Farms Road are county roads but what also plays into that traffic log jam is the close proximity of that intersection to US 92 which is a state road. There is coordination and conceptual plans being reviewed by the state for the US 92 and Tomoka Farms Road intersection; it is difficult to make improvements at that intersection without looking at the Bellevue Avenue extension and Tomoka Farms Road intersection. It is a complex situation given the different agencies involved; it has been identified that there is an issue regards to traffic flow and turning onto the Bellevue Avenue extension. She will follow up with FDOT on the study being done on US 92 and how it takes into account the proximity of the Bellevue Avenue extension intersection and see about having a presentation from FDOT if they have something ready to present.

Ms. Habel stated she frequently travels SR 400 onto I-4 by the construction and there are days when there are trucks there but no one is working. Coming from DeLand on I-4 to SR 400 in Daytona Beach traffic cones have been blocking the right lane for a long time and there is never any work going on in the right lane. It converges at a dangerous place where drivers are having to get into the left lane; she asked why nothing is happening there at SR 400 and I-95.

Ms. Nicoulin replied she would coordinate with Ms. Wyche to identify the progress of when that lane will open up and the other issues she discussed as well.

Ms. Foltz referred to the new signage on I-95 northbound past Ormond Beach; however, the new LED sign shows US 1 as being 28 miles away but US 1 is only 4 miles away. The next sign at 5 miles north is US 1 in Bunnell. The sign makes



no sense; she knows the sign is geared to show US 1 in St. Johns County to St. Augustine but the sign is confusing and should be switched to 4 miles versus 28 miles.


#### **VII. Information Items**

- CAC & TCC Attendance Records
- October 23, 2019 River to Sea TPO Board Meeting Summary
- October 2019 TPO Outreach and Events
- 10-15-19 2045 LRTP Subcommittee Report
- Acronyms
- 2020 R2CTPO Meeting Schedule
- FDOT Work Program Variance Letter
- Federal Certification Letter

#### **VIII. Adjournment**

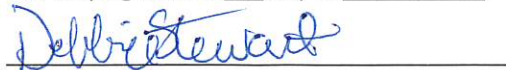
There being no further business, the CAC meeting adjourned at 2:34 p.m.

**RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**

  
**MS. NORA JANE GILLESPIE, 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 19, 2019 regular meeting of the Citizens' Advisory Committee (CAC), approved and duly signed this 21<sup>st</sup> day of January 2020.



**DEBBIE STEWART, RECORDING SECRETARY**

**RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**