Citizens’ Advisory Committee (CAC)  
Meeting Minutes  
November 20, 2018

CAC Members Present:  
Sue Habel  
Janet Deyette, Chairperson  
Rob Plympton  
Gilles Blais, Vice Chairperson  
Nora Jane Gillespie  
Bob Storke  
Alan Peterson  
Bobby Ball  
Elizabeth Alicia Lendian  
Terry Bledsoe  
Melissa Winsett (non-voting)  
Edie Biro  
Kellie Smith (non-voting advisor)

CAC Members Absent:  
Ralph Bove (excused)  
Bliss Jamison (excused)  
Marcia Stevens-Foltz (excused)  
Faith Alkhatib (non-voting)  
Bob Owens  
Roger Strcula (excused)  
Susan Elliott (excused)  
Joe Villanella (excused)  
Jack Delaney (excused)  
Patricia Lipovsky (excused)

Others Present:  
Debbie Stewart, Recording Secretary  
Pam Blankenship  
Colleen Nicoulin  
Lois Bollenback  
Stephan Harris

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

Chairperson Deyette 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 16, 2018 CAC Meeting Minutes

MOTION:  A motion was made by Ms. Bledsoe to approve the October 16, 2018 CAC meeting minutes. The motion was seconded by Mr. Blais and carried unanimously.
B. Cancellation of December CAC Meeting

Chairperson Deyette stated traditionally, there is no outstanding business that needs to be conducted prior to the end of the calendar and all meetings are cancelled for December.

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

C. Review and Recommend Approval of the 2015 Socio/Economic Datasets for the Central Florida Regional Planning Model Update

Ms. Nicoulis stated in preparation for the 2045 Long Range Transportation Plan (LRTP) update, FDOT updates the Central Florida Regional Planning Model (CFRPM); this model is used to help develop the Long Range Transportation Plan (LRTP). As part of the model, they look at determining the socio/economic data which is the population and employment that is put into the model for the 2015 base year. Earlier this year, the TPO distributed that information and asked for comments from the TCC and the different municipalities. Comments were received and forwarded to FDOT and their consultant who updated the 2015 datasets according to the comments received. The TPO is asking for a recommendation of approval of the updated 2015 dataset. We will begin to look at developing the 2045 dataset and how to distribute growth within the planning area. The TPO will work with FDOT to develop a methodology on how to distribute the growth projected in the planning area out to 2045. Information was sent out under separate cover for review that included a map and traffic analysis zones (TAZs).

Ms. Bledsoe asked who put together those numbers and if they were based on year 2015 only.

Ms. Nicoulis replied FDOT; it was based on what was on the ground in 2015.

Ms. Bledsoe asked what the numbers for each municipality represent; there is not a legend to compare them to.

Ms. Nicoulis explained each area is broken down into a traffic analysis zone and represents development within the zone. That zone is usually bound by geographical figures or an interstate. The TAZs are developed by FDOT and their consultant and the model is updated every five years with the previous model as a base. Also within each TAZ is coding for single family dwellings, industrial, and commercial and footage which is based off of employees and not square footage.

Discussion continued.

Mr. Peterson commented that Flagler County is divided along US 1; east of US 1 is in the TPO planning area and the area to the west is not. Palm Coast spreads on both sides of US 1 and there is an area now being developed that will have a regional impact. In the next five to six years, there will be 12,000 people in that new development. It is on the River to Sea TPO border and he asked how the TPO will account for that and how that area would be incorporated into the TPO’s boundaries.

Ms. Nicoulis replied that whether it is incorporated or not it is prudent for the TPO to look at the growth in that area. The TPO would look at those developments and what the projections are holistically; not stopping at the boundary line.

Discussion continued.

Ms. Bollenbck stated that this is a dataset of what was actually in place in 2015 and FDOT and their consultants used a lot of resources to put this together. It was then reviewed by local staff for population in single family, multi-family, different types of employment, the TAZs and roads. It is important that this information is correct. The TPO is asking the committee to recognize that the review was done and comments provided were incorporated into the dataset. She explained that this information will be put into the model
and calibrated; the model will load traffic on the road network in the way traffic was actually measured in 2015. Then, what we think may happen in the future is loaded into the model. That data is being reviewed now; there are concerns because there is growth that seems to be outpacing the estimates we have. The TPO’s planning area stops at US 1 to the west in Flagler County but the regional planning model that is being run covers the entire county. The review of this data, what gets loaded into the model and those TA2s for what occurs outside the planning area are considered as well.

Mr. Peterson replied the houses may be outside the planning boundary but the activity will be within it; while they live just west of US 1, all the shopping and employment is east of US 1.

Ms. Bollenback replied that the traffic model spans the entire county; outside of the nine-county area that the model encompasses, there are internal and external trips. It loads traffic that goes outside the model area.

Discussion continued.

**MOTION:** A motion was made by Mr. Storke to recommend approval of the 2015 socio/economic datasets for the Central Florida Regional Planning Model update. The motion was seconded by Mr. Blais and passed unanimously.

D. **Review and Recommend Approval of a Draft Amendment to the 2040 Long Range Transportation Plan (LRTP) for Public Comment**

Ms. Nicoulin explained that this action item is not asking for a recommendation of approval for an amendment to the 2040 Long Range Transportation Plan (LRTP) but an indication that the committee supports the TPO going forward with public outreach for an amendment; a 45-day requirement. There are four interchange projects currently on the unfunded needs list in the LRTP along I-95; US 1 in Ormond Beach, LPGA Boulevard, SR 44 and a new interchange at Pioneer Trail. FDOT identified money to move two of these projects into their SIS Cost Feasible Plan that was developed earlier this year. The Pioneer Trail interchange is in the PD&E phase and the LPGA Boulevard interchange is undergoing an Interchange Modification Report (IMR). In order for these projects to move into the design phase, they must be in the TPO’s Cost Feasible Plan. This amendment will move these projects that are currently on the “unfunded” list to the “funded” needs list. The amendment will also identify how the TPO addresses resiliency, tourism and safety in the planning process. This information will be dropped into the LRTP as an appendix; it will be similar to the language that was incorporated into the TIP earlier this year. The TPO is asking for authorization to move forward with a public comment period to move those two interchange projects from “unfunded” to “funded” needs and to incorporate the language as an appendix into the 2040 LRTP. The LPGA Boulevard interchange project is constrained from Tomoka Farms Road to Williamson Boulevard. West on Tomoka Farms Road is a two-lane bridge over the Tomoka River but the improvements for this interchange stop at Tomoka Farms Road. Volusia County asked to include the potential widening of LPGA Boulevard in the public comment period. This is a county road so the county would need to fund it and they do not currently have money so the widening itself would not be included in the amendment, but it would include the public comment. Then, during the 2045 Long Range Transportation Plan (LRTP) update, if the county has the money, it will be included at that time.

**MOTION:** A motion was made by Ms. Gillespie to recommend approval of a draft amendment to the 2040 Long Range Transportation Plan (LRTP) for public comment and to include public comment for Volusia County’s portion of the LRTP to widen LPGA Boulevard. The motion was seconded by Mr. Peterson and carried unanimously.

IV. **Presentation Items**

A. **Presentation and Discussion of Recommended Changes to the R2CTPO Policy Resolutions for the Annual Call for Projects**

Ms. Nicoulin referred to page 20 of the agenda packet and the priority project process schedule and stated the annual Call for Projects will open January 24, 2019 and close March 29, 2019 which is consistent with
past years. She reviewed the changes to the resolutions that govern the process; changes to Resolution 2016-01 include separate definitions for a cost overrun and a cost increase. Also being considered is a uniform way for requests for additional funding to come in such as an application which requires a statement of hardship or justification to identify what the difference in cost is. This will allow staff to determine if it is a cost overrun or cost increase. Language has also been added for eligible and ineligible costs and that ineligible costs would not count as part of the local match.

Ms. Habel referred to page 19 of the agenda and asked for the history of the BPAC’s request to change the funding allocations.

Ms. Nicoulin replied that resolution begins on page 29; currently, the TPO sets aside 40% of its SU allocation for traffic operations/safety projects, 30% for bicycle/pedestrian projects and 30% for transit. At the BPAC Project Review Subcommittee meeting, there was discussion to change the 40% allocation from traffic operations to bicycle/pedestrian projects. The justification at that meeting was that there is concern regarding the number of bicycle and pedestrian serious injuries and fatalities in the planning area and allocating more of the set aside funding would alleviate those concerns. However, bicycle/pedestrian projects qualify for different funding sources than traffic operations projects, such as the SUN Trail program. There is also Transportation Alternatives funding, which as part of TPO policy, is applied only to bicycle/pedestrian projects. Traffic operations projects also generally cost more. The TIP Subcommittee approved a motion to retain the allocation percentages as is. Bicycle/pedestrian projects actually receive more funding that traffic operations projects because of these other funding sources.

Ms. Habel asked if this is a recommendation that was tabled.

Ms. Nicoulin replied no; there are two different recommendations. The recommendation from the BPAC Project Review Subcommittee was to switch the 40% allocation from traffic operations/safety projects to bicycle/pedestrian projects and the TIP Subcommittee’s recommendation was to retain the percentages as is. Both of the recommendations will be presented to the TPO Board.

Ms. Habel asked if it would come back to the CAC.

Ms. Nicoulin replied the CAC can take action if it wants; this is a presentation at this time. There is no requirement that it take action; this was discussed at the BPAC meeting last week and there was no consensus as to a direction from them.

Discussion continued.

**MOTION:** A motion was made by Ms. Gillespie to retain the funding allocation percentages as stated in Resolution 2017-03. The motion was seconded by Ms. Habel and passed unanimously.

Ms. Nicoulin continued to review the other resolutions guiding the priority project process and referred to Resolution 2017-32. This resolution was amended to add language in item 14 to confirm that the priority project process will be used to help populate a regional priority list.

Mr. Peterson referred to page 26 of the agenda, items 3 – 6 and the protected lists; he asked why the number of protected projects varied from the top 3 to the top 8.

Mr. Harris replied these recommendations came out of a different subcommittee for which projects to keep in the protected status. The BPAC wanted to keep the top 3 projects protected and the TIP Subcommittee has protected the top 8 traffic operations projects.

Mr. Peterson asked how that was justified.
Mr. Harris replied it can be justified that projects on one list are independent of projects on another list. At times, projects can be on more than one list. So far there have not been any issues with the protected status.

Mr. Storke stated some of it has to do with how long a project takes to go through the process; some projects take a long time to complete and need to stay in the protected status. Bicycle/pedestrian projects usually are done more quickly.

Mr. Peterson referred to Item 12 of the resolution and the statement a project remains in protected status for 3 years but if it does not get programmed in that time, it will be removed from the list. He asked if the municipalities are informed that if they do not provide new information the protected status will be removed.

Ms. Nicoulin replied yes; there has only been one project that fell into this category of having to be removed and it was a bicycle/pedestrian project.

Discussion continued.

B. Presentation and Discussion of the Priority Project Applications for Traffic Operations/Safety and Local Initiatives Projects and Transportation Planning Studies

Ms. Nicoulin stated the applications are mainly remaining unchanged from last year. The TPO is asking for applications to be submitted electronically to the TPO’s file transfer site along with one hard copy. The changes are indicated in strikethrough and underline format; language is being incorporated that pertains to performance measures and how the project will meet the safety targets or travel time reliability. The transportation planning studies and project implementation study applications ask the applicant if the study is a regional study that will help populate the regional list.

C. Presentation and Discussion on Current Fiscal Year (FY) SU Funding

Ms. Nicoulin stated every year the TPO receives SU funding that is allocated to traffic operations, bicycle/pedestrian and transit projects. If the money is not drawn down or obligated, the TPO’s spending authority could be reduced in subsequent years. This year, a large project was deferred to an outer year from the traffic operations box; approximately $1.7 million. It was programmed for this year so that money has been put back into the traffic operations box. There is also approximately $300,000 left in the bicycle/pedestrian box and approximately $300,000 left from the SR 417 to I-95 Connector Study that will be coming back. One of the challenges is that not every municipality is able to be LAC certified. Only two agencies are continually LAC certified; Daytona Beach and Volusia County. The project must also be ready to move forward. The TPO is looking to move the SR 44 at Kepler Road design phase into the Work Program for the current year; it is approximately $1.2 million. Also, to move a sidewalk project at Derbyshire Park for approximately $500,000 into the Work Program. Once these two projects have been moved into the Work Program, there will be a balance of approximately $700,000 that has no place to go. FDOT has requested the TPO use that money to advance the design of the Pioneer Trail Interchange. This is not in keeping with TPO policy; however, the money is available and there is no other place to put it. The concern is it would set a precedent for future years but the TPO does want to protect this funding. The Pioneer Trail design is approximately $1.5 million and would use portion of the SU funds and potentially AC funds.

Mr. Peterson asked if this would free up money in the next fiscal year for another project.

Ms. Nicoulin replied it would not free up SU funding.

Mr. Peterson commented if it was a choice of using it or losing, he has no objection to the change.
Ms. Gillespie stated it is also a safety project and is much needed; she would rather see the money be used than to lose it.

Ms. Kellie Smith, FDOT, stated she just received clarification regarding the SR 417 Connector Study earmark and it cannot be used until the Federal Highway Administration (FHWA) does another repurposing; and that is if the project is eligible. It must go through the close-out process and the money will sit until FHWA asks if FDOT can use it somewhere else; then FDOT will reach out to the TPO.

Ms. Nicoulin replied there will still be leftover money; instead of $750,000 the amount will be about $450,000.

Ms. Habel asked if the SR 44 and Kepler Road project was moved forward into the current year and if a roundabout was still being discussed there.

Ms. Nicoulin replied yes, for design.

Ms. Habel asked if all interested parties that have projects on the list and could potentially move a project forward were aware of this available money.

Ms. Nicoulin replied yes but it is very limited. TPO staff reached out to the different municipalities over the last several months to see if they had any projects that were ready to move forward. To be ready to move forward, a project must have bid documents ready and FDOT must feel comfortable in being able to spend the money down in the current year. Daytona Beach is the only city that is able to do this so the TPO is looking to move a bicycle/pedestrian project forward; the city is still working with FDOT to do this. Volusia County is not eligible because it was their project that was deferred.

Ms. Habel asked if the TPO is confident that this money will be allocated in the current fiscal year.

Ms. Nicoulin replied yes, if this money can be programmed for the design of the Pioneer Trail interchange.

Ms. Habel asked what LAP certified means.

Ms. Nicoulin explained it is the Local Agency Program (LAP) and a certification each municipality has to go through in order to access federal funding. Daytona Beach and Volusia County have a continuous LAP certification; all other municipalities have to get LAP certified for each project. A continuous certification has to do with the number and capacity of projects done in the past; a municipality has to show it can meet the requirements of LAP certification. The LAP certification is administered by FDOT.

D. FDOT Report

The FDOT report was provided in the agenda.

Ms. Smith announced the online FDOT public hearing for the Five-Year Work Program will be the week of December 10 – 14, 2018; the website is www.d5wpph.com. There will also be an open house December 11, 2018 from 4:30 pm to 6:30 pm.

E. Volusia and Flagler County Construction Reports

Ms. Winsett stated the Volusia County Construction Report is provided in the agenda; design is underway for intersection improvements at SR 44 and Kepler Road.

There was no Flagler County Construction Report.

V. Staff Comments

Ms. Nicoulin stated the vacant TPO Transit Planner position has been filled. TPO CFO, Mr. Herb Seely, will be retiring December 28, 2018 after 41 years of service; his position was also recently filled. She announced the TPO will be undergoing renovations to the conference room during December.
Ms. Stewart announced the TPO’s Annual Holiday Open House and Toy Drive will be Wednesday, November 28, 2018, from 3:00 pm to 5:00 pm.

Chairperson Deyette reminded members of the information items included in the agenda including the 2019 meeting schedule.

VI. CAC Member Comments

Ms. Biro announced a Votran public meeting tonight at Orange City City Hall from 4:30 pm to 7:00 pm regarding the new Route 25 on Howland Boulevard and service changes in Orange City and Deltona.

Ms. Gillespie announced a SUN Trail presentation at New Smyrna Beach City Commission Chambers at the January 8, 2019 commission meeting at 6:30 pm.

Ms. Lendian announced DeLeon Springs State Park is holding several activities during the holidays including a New Year’s Day hike; the “A Day in Florida’s History” with reenactments will be held in January.

VII. Information Items

→ CAC & TCC Attendance Records
→ October 24, 2018 River to Sea TPO Board Meeting Summary
→ October TPO Outreach and Events
→ St. Johns River to Sea Loop Trail Public Alternatives Meeting
→ Light Up Midtown Health Fair
→ Save the Date for R2CTPO Holiday Open House & Annual Toy Drive, November 28, 2018 from 3:00 pm to 5:00 pm
→ 2019 TPO Board and Committee Meeting Schedule
→ Joint TIP and BPAC Project Review Subcommittee Report from October 1, 2018
→ TIP Subcommittee Report from November 5, 2018

VIII. Adjournment

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

RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION

Ms. Janette Deyette, 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 20, 2018 regular meeting of the Citizens’ Advisory Committee (CAC), approved and duly signed this 15th day of January 2019.

Debbie Stewart, Recording Secretary
River to Sea Transportation Planning Organization