

**DRAFT**

# 1

## **CHAPTER**

### **INTRODUCTION**



# CHAPTER 1 - INTRODUCTION

Connect 2045 is the long-range transportation plan (LRTP) developed by the River to Sea Transportation Planning Organization (R2CTPO) to reflect and meet the future transportation needs of our changing community. This plan lays the groundwork for a sustainable transportation system that preserves existing transportation infrastructure, enhances Florida's economic competitiveness and improves travel choices to ensure mobility (Section 334.046(1) Florida Statutes).

Connect 2045 represents a core function of the TPO and is the result of a continuous, cooperative, and comprehensive (3-C) planning process (23 CFR 450.300). The plan was developed with input from people, agencies and organizations representing all parts of our community to reflect collective values and a broad range of needs. The plan strives to provide residents, visitors, and businesses with the best transportation solutions to efficiently and safely move people and goods.

Connect 2045 identifies future needs and improvements for pedestrian, bicycle, transit, highway and freight mobility. The plan guides the expenditure of transportation funds through the establishment of long-range priorities. Local and state planning officials use the plan to select projects for inclusion in their work programs.

Connect 2045:

- Is consistent with applicable state and federal requirements
- Is coordinated locally, and within the region and state
- Integrates detailed and general community and stakeholder input
- Aligns community vision with project priorities
- Identifies a multimodal, fiscally-constrained Cost Feasible Plan to enhance the area's transportation network over the next 25 years
- Provides benefits to the entire population without disproportionate adverse impacts

*The plan's theme of "Connect" encompasses the transportation system itself, from local roads to national highways, buses to planes, and homes to places of employment. It also involves connections within the community, and between people and places.*

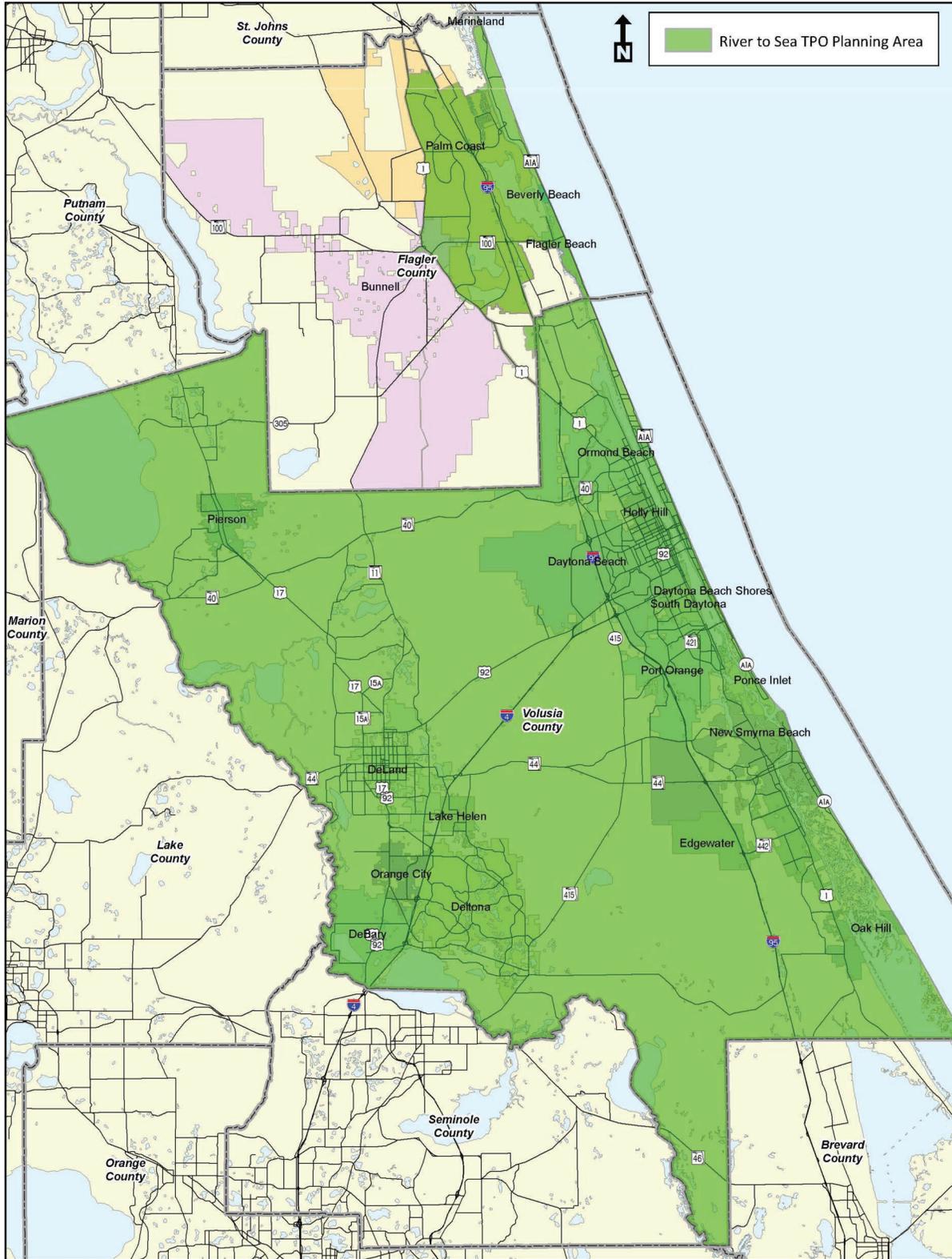
## THE TPO AND PLANNING AREA

The River to Sea Transportation Planning Organization (R2CTPO) is a federally authorized agency responsible for planning and programming federal and state transportation funds for the R2CTPO Metropolitan Planning Area. This area includes Volusia County and portions of Flagler County inclusive of Flagler Beach, Beverly Beach, and portions of Palm Coast and Bunnell. A map of the River to Sea TPO Planning Area is depicted in **Figure 1**.

The TPO's Board consists of elected officials representing member local governments. These individuals work together to improve the safety and efficiency of the transportation system in the planning area. The TPO serves as the primary forum within which member local governments and citizens voice concerns, identify priorities and plan for transportation improvements for all modes of transportation – roadway, public transit and bicycle and pedestrian facilities. Seaports and airports are also considered in the TPO activities, and detailed planning for these modes is typically handled by their respective authorities.

The planning area's transportation network has a wide-reaching impact as it is home to many important corridors and facilities including the crossroads of I-95 and I-4, the eastern terminus of SunRail, county transit systems, Daytona Beach International Airport, designated scenic byways, and the convergence of two regional trail systems, the Coast to Coast Trail and River to Sea Loop Trail. The area is growing rapidly and experiencing significant new planned development. Owing to the area's status as a leading tourism destination, long range planning must not only consider a burgeoning resident population, but consistently growing visitation as well.

Figure 1: River to Sea TPO Planning Area



## PURPOSE OF THE LRTP

The Long Range Transportation Plan (LRTP) is a federally-required short- and long-term plan addressing multimodal transportation needs within the TPO planning area. The plan is required to be updated every five years and must extend out at least 20 years into the future. Connect 2045 was prepared by the River to Sea TPO and serves as primary guidance for developing transportation system improvements and additions in the TPO's planning area over the next 25 years.

Connect 2045 is a financially constrained plan that includes projects to best meet the identified needs of the transportation system within the limits of projected revenues. This means the TPO cannot plan to spend more money than it can reasonably anticipate receiving for project implementation through the year 2045. It is important that Connect 2045 accurately reflects transportation needs because local and state planning officials use it to select projects for inclusion in their capital improvement and work programs. Notably, the eligibility of these transportation projects to receive federal funding is dependent on their inclusion in the Cost Feasible Plan.

Connect 2045 was also developed to be consistent with Federal, State, and local goals and objectives. For example, LRTPs developed in Florida must consider the goals and objectives of local government comprehensive plans and the Florida Transportation Plan. See Chapter 2 for the goals and objectives that provide direction for the plan.

The intent and purpose of an LRTP is to encourage and promote the safe and efficient management, operation, and development of a cost-feasible intermodal transportation system that enhances mobility and freight movement. The long-range transportation plan considers how projects could affect the resiliency and reliability of the transportation system, as well as enhance travel and tourism in the area.

*The heart of Connect 2045 is the Cost Feasible Plan (CFP) which consists of the proposed projects that are considered the highest priority. The CFP begins on page 6-18 in Chapter 6.*

*Connect 2045 utilized a robust public involvement process to ensure that meaningful input guided the plan. In the midst of plan development, the onset of the COVID-19 pandemic led to social distancing directives that limited opportunities for face-to-face workshops, events, and presentations. The R2CTPO responded by transitioning to virtual/technology-based approaches.*

*A brief video was developed to inform the public of the changing approach. Chapter 3 provides details about the comprehensive Connect 2045 public involvement process including changes made in the wake of COVID-19.*



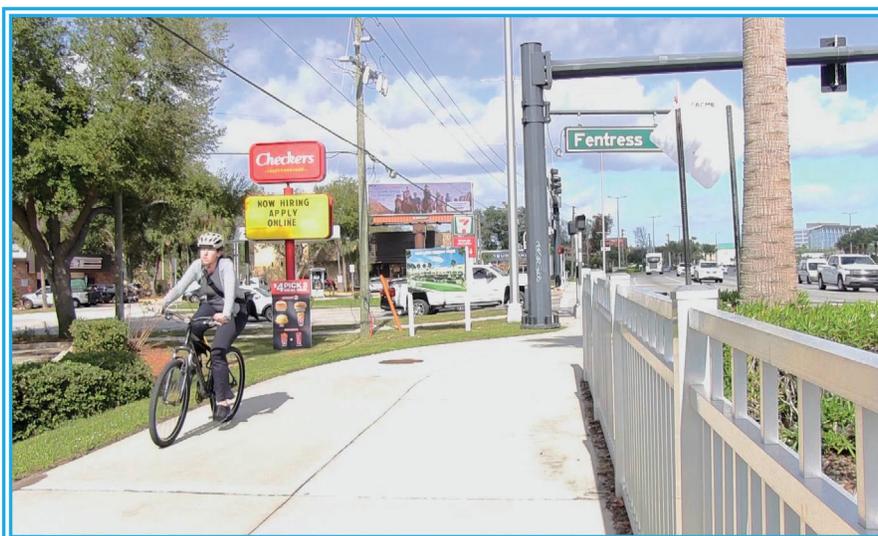
## LEGISLATION AND GUIDANCE

The previously adopted (2015) River to Sea TPO 2040 Long Range Transportation Plan was governed by the Moving Ahead for Progress in the 21st Century Act (MAP-21), which was signed into Federal law in 2012. The goals of MAP-21 include strengthening America's highways, establishing a performance-based program, creating jobs and supporting economic growth, supporting the United States Department of Transportation's aggressive safety agenda, streamlining Federal Highway Administration (FHWA) transportation programs, and accelerating project delivery and promoting innovation.

Connect 2045 is guided by the 2015 legislation, Fixing America's Surface Transportation Act (FAST Act). Through the FAST Act, new federal requirements were incorporated in the process as follows:

- **Two new Federal Planning Factors were established:**
  - Improve resiliency and reliability of the transportation system and reduce or mitigate storm water impacts of surface transportation.
  - Enhance travel and tourism.
- **Multimodality of the transportation system was emphasized:** The FAST Act includes additional facilities such as intercity buses and commuter van pools that support intermodal transportation to the MAP-21-required considerations [23 USC 134(c)(2) & (i)(2)].
- **Participation by Interested Parties in the Planning Process:** It is a requirement that stakeholders and the public are involved, and they must be given reasonable opportunity to provide their input. Under the FAST Act, public ports and additional private transportation service providers were added to the list of interested parties.
- **Consultation with other Planning Officials:** MAP-21 required the coordination of TPOs with other officials that are responsible for various planning activities throughout the region. The FAST Act requires that officials responsible for tourism activities, as well as those responsible for reducing potential risks of natural disasters be added to the coordinating agencies responsible for various planning agencies through the region.

Chapter 2 provides additional background on federal and state requirements.



## KEY THEMES

While a broad range of factors and trends influenced the development of Connect 2045, three important themes were a focus of the planning process: Technology, Resiliency, and Funding Choices.

### Technology

Technology is transforming our transportation systems in new ways and the pace of change is accelerating.

- Technology can improve safety, enhance connections between transportation modes, and provide real-time transportation information to make trips more reliable
- Automated, connected, electric, and shared vehicles are also a growing consideration as we plan for transportation in the years ahead



### Resiliency

Resiliency reflects our ability to mitigate, prepare for, respond to, and recover rapidly after disruptive events such as flooding, hurricane impacts, wildfires, or major traffic incidents.

- It is important for our transportation system to be resilient to maximize its reliability to move people and goods



### Funding Choices

Funding Choices must balance forecasted revenue, anticipated population growth, and projected changes in travel demand.

- Transportation projects can be funded by federal, state, and local sources
- Per-gallon fuel sales taxes are a major source of revenue to fund transportation
- Florida's state highway fuel sales tax is indexed to adjust with inflation while the federal highway fuel sales tax has not changed since 1993
- Vehicle fuel efficiency continues to improve and electric vehicle sales are growing, both of which reduce the number of gallons consumed



All three of these themes were the focus of scenarios that evaluated the possible implications of alternative futures. To learn more, see Scenarios in Chapter 5.

## PLAN ORGANIZATION

Connect 2045 is organized as follows:

# 1

### CHAPTER 1 – INTRODUCTION

This chapter provides an overview of the TPO's planning area, the purpose of the LRTP, and the key themes and local context that influenced the development of the plan.

# 2

### CHAPTER 2 – GOALS, OBJECTIVES, AND PERFORMANCE TARGETS

This chapter outlines the goals and objectives of Connect 2045 and how they align with required federal planning factors, state plans and performance measures and targets.

# 3

### CHAPTER 3 – PLANNING ASSUMPTIONS

This chapter includes demographic and employment trends and forecasts.

# 4

### CHAPTER 4 – PUBLIC INVOLVEMENT

This chapter describes the various components of the public involvement plan and process for Connect 2045.

# 5

### CHAPTER 5 – NEEDS ASSESSMENT AND SCENARIO PLANNING

This chapter highlights the process used to develop the transportation plan, including the travel demand model, assessment of future scenarios (Technology, Resiliency, and Funding Choices), identification of needs, and prioritization process for potential projects.

# 6

### CHAPTER 6 – TRANSPORTATION PLAN

This chapter includes the Cost Feasible Plan which consists of the TPO's highest priority projects and serves as the central component of Connect 2045. This chapter also identifies the financial resources available to fund projects and other plan considerations.

# 7

### CHAPTER 7 – PERFORMANCE MEASUREMENT

This chapter includes the System Performance Report that documents the performance of the Connect 2045 plan.

# 8

### CHAPTER 8 – PLAN IMPLEMENTATION

This chapter address next steps of the plan and summarizes the process for making amendments (changes) to the plan.