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# A Message From the River to Sea TPO Chairman Flagler Beach Commissioner Marshall Shupe

**T**he River to Sea TPO planning area is shaped by the presence of water; the Atlantic Ocean, Intracoastal Waterway, St. Johns River and numerous canals, springs and lakes weave through our communities. Proximity to these beautiful waterways is what attracts many of us to live here and encourages so many others to visit. In planning for our communities, it's important that we monitor, predict, plan for, and live with the water.



In October 2016, the coastal area was hit by Hurricane Matthew. The resulting storm surge caused significant damage to SR A1A in Flagler County and northern Volusia County, leaving the road impassable in many locations. Emergency management organizations responded immediately to secure the area, and FDOT worked quickly to stabilize the shoreline, construct temporary travel lanes and re-open the road in record time. The quick responses and professionalism were greatly appreciated.

The damage caused by Hurricane Matthew and the subsequent response provide a valuable example of effective cooperation, communication and action. Severe weather events are predicted to become more commonplace in future years. If these predictions are correct, the strength and success of our community will be defined by our ability to respond effectively to unpredictable and potentially disruptive events.

Coastal communities are dealing with increased flooding from rising tides, more extreme rainfall, and damaging storms. Severe weather events can also include significant fluctuations in temperature, heatwaves, drought and windstorms (including tornadoes and tropical storms). The consequences of these events can include damage and deterioration of existing infrastructure, interference with evacuation plans, reduced effectiveness of storm water systems, limited access to property and reduced bridge clearances for vessels. Preparing for future events will require adaptation and resiliency. Adaptation involves changing or modifying our community to suit new conditions in order to reduce potential negative effects. Resiliency is the ability to anticipate, prepare for, and withstand changing conditions and recover rapidly from disruptions.

Creating more adaptive and resilient communities will require a variety of actions:

**Planning:** Conducting research, hazard risk assessments and planning are required to better equip individuals and communities to be prepared.

**Infrastructure:** Develop infrastructure using innovative and proactive designs that reduce physical vulnerabilities. Designing effectively, raising standards, avoiding high risk locations and prioritizing improvements to protect vulnerable areas is increasingly important.

**Operations:** Identify and protect detour routes, monitor and update evacuation plans, ensure strong agency coordination, and proactively maintain drainage systems.

**Governance:** Promote realistic and proactive risk avoidance, adopt clear and tangible planning policies and regulatory requirements, and update building and planning policies.

At this point, the River to Sea TPO is pursuing practical solutions such as conducting infrastructure risk assessments, reviewing future transportation plans and developing resiliency strategies. Some of these activities are reflected in this report and others will be evidenced in the transportation projects that are advanced in future years.



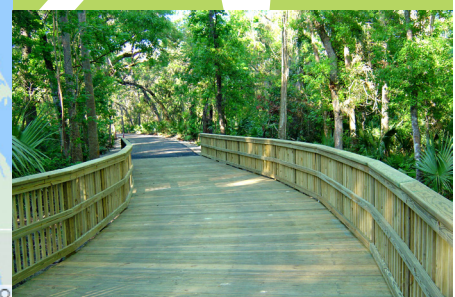
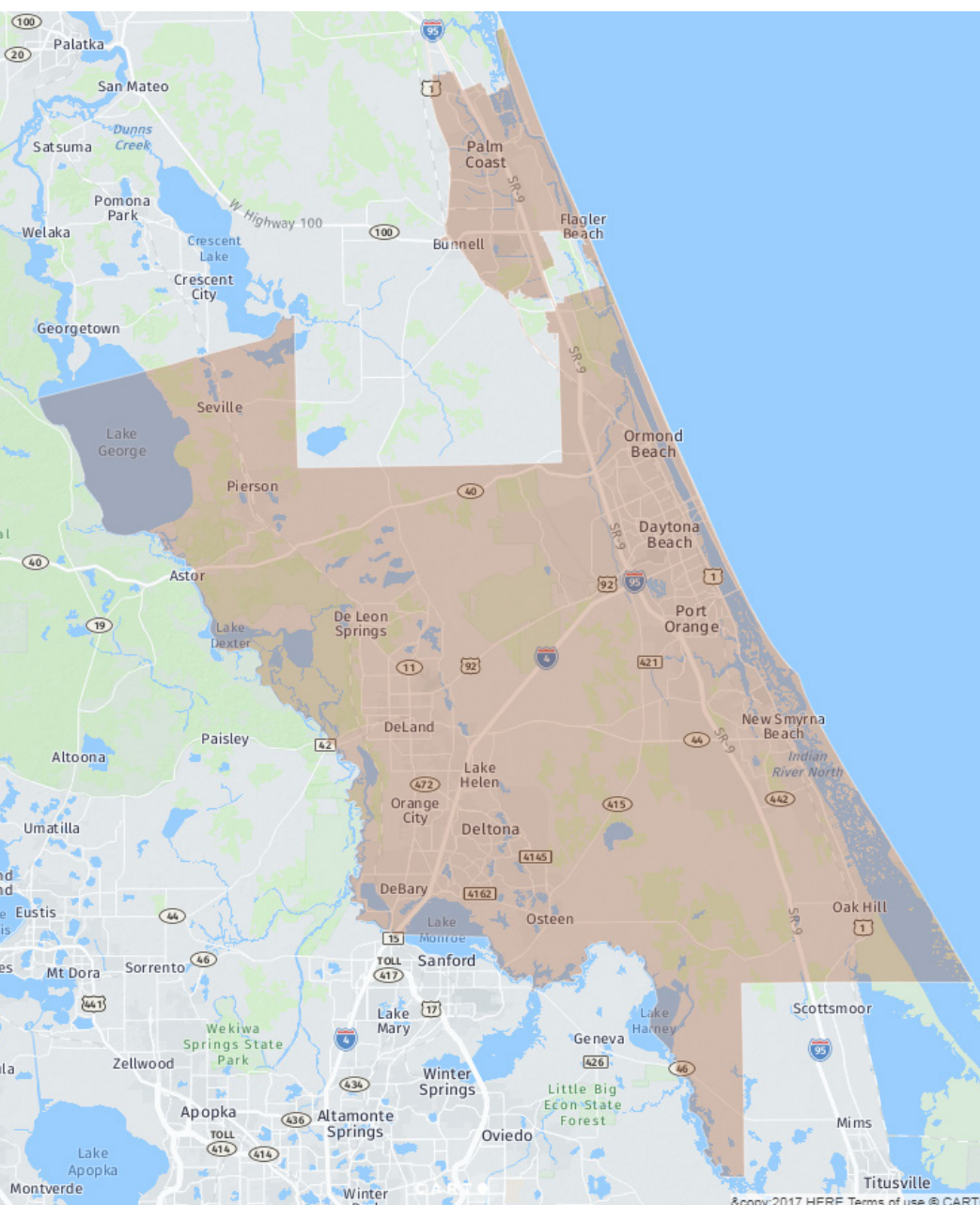
SR A1A in Flagler Beach after Hurricane Matthew  
Photo: WJXT News4Jax

# ABOUT THE R2CTPO

The River to Sea Transportation Planning Organization (R2CTPO) serves to coordinate transportation planning activities between agencies and to develop transportation plans and programs for the designated metropolitan planning area (MPA).

This organization is the primary forum in which local governments, elected officials, and citizens alike express their interests, voice their concerns and work together to identify priorities and improvements for all types of transportation. Federal and state laws require that every urbanized area with a population of 50,000 or more form an organization to facilitate the transportation planning process and to determine priorities for the allocation of federal and state transportation funds.

The R2CTPO's MPA is comprised of Volusia County and the eastern portion of Flagler County (Flagler Beach, Beverly Beach and portions of the cities of Palm Coast and Bunnell, as well as some portions of unincorporated Flagler County). It includes two urbanized areas, the Palm Coast - Daytona Beach - Port Orange Urbanized Area and the Deltona Urbanized area.

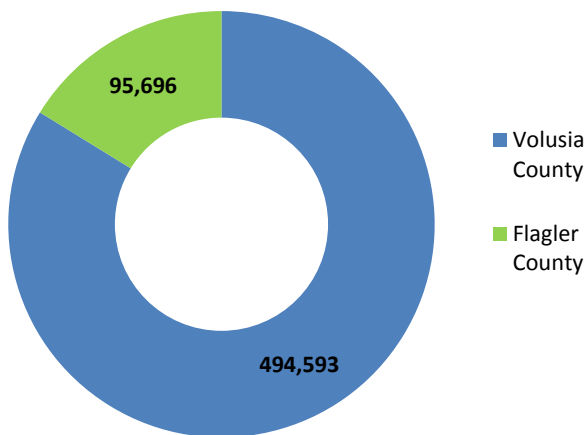


Providing efficient, effective transportation systems for Volusia and Flagler Counties' dynamic population, aging residents and growing economy is an important focus of the TPO.

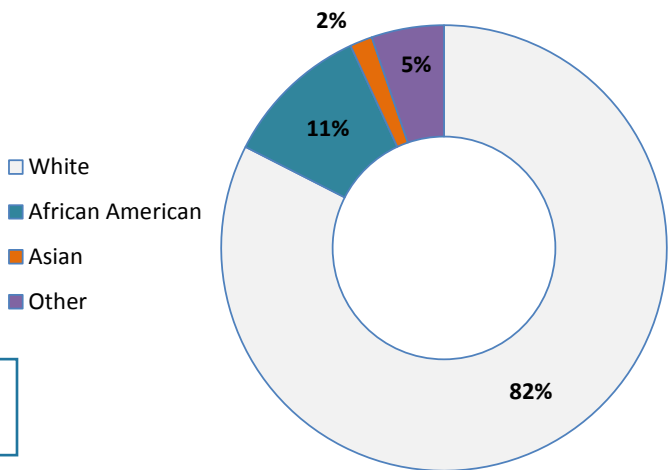
There are nearly 600,000 people living in the TPO's planning area, and 18% of the residents are minority population. The median household income for residents in Volusia and Flagler Counties are \$41,714 and \$ 47,733. On average, people spend 25-26 minutes traveling to work. The potential transportation disadvantaged (TD) population in Volusia County is over one-half of its total population and the potential TD population in Flagler County is approxiamtely one third of its total population, creating a great need for accessible public transit services.

(Sources: 2010 Census, Florida Commission for Transportation Disadvantaged, Flagler County Transit Development Plan 2016 update)

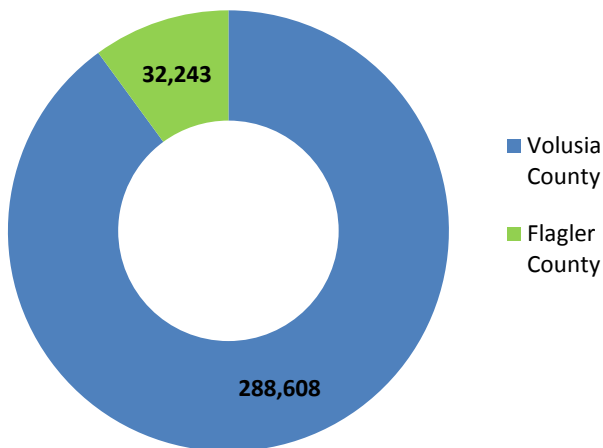
Population



Ethnicity



Transportation Disadvantaged





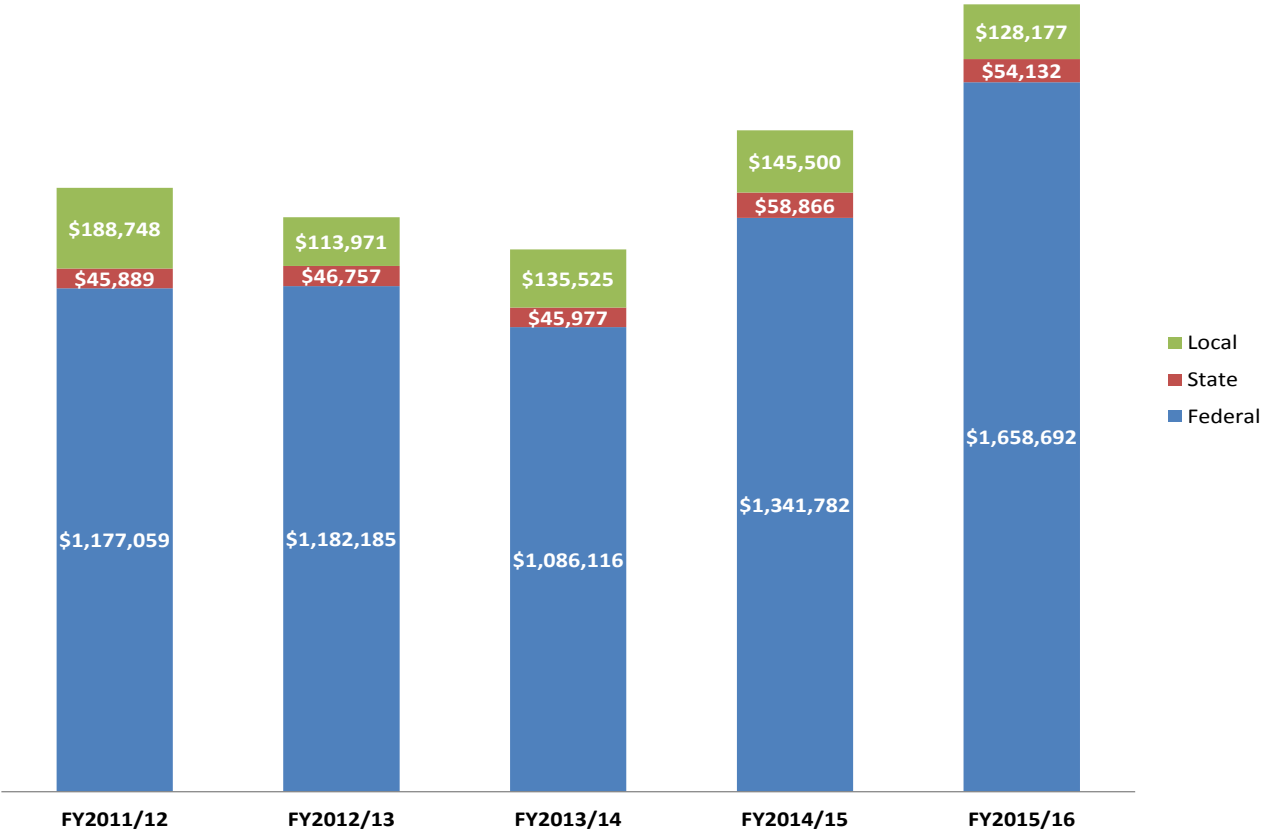
# FUNDING STRUCTURE

Planning activities of the R2CTPO are primarily provided through two main sources: the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). Local funding is also provided each year by the member local governments and is set at 10 cents per capita. The allocation of these funds is identified in the TPO’s Unified Planning Work Program (UPWP), which is a document that describes various work tasks to be undertaken by the TPO over a two-year period.

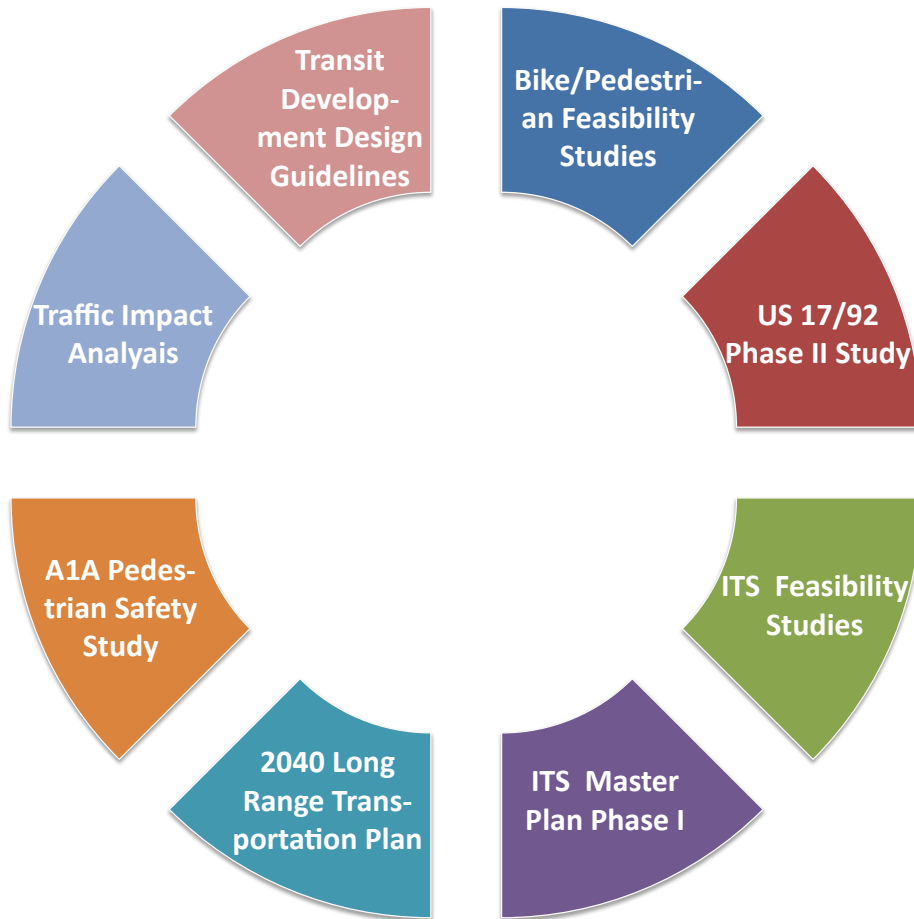
The TPO strives for responsible and transparent financial stewardship. To that end, the TPO undergoes a financial audit each fiscal year (July 1 through June 30) completed by an independent auditor. For the past five years there have been no adverse findings in the annual audit. Additionally, at the end of the UPWP planning horizon, the TPO de-obligates any unused funds so that they can be programmed into the new two-year UPWP. This process allows the unused funds to remain available without interruption.

During Fiscal Year 2015/2016 (July 1, 2015 – June 30, 2016), the TPO allocated a total of over \$1.8 million from combined federal, state and local funds. In addition to staff time and regular planning activities, the funds were also used to pay for various studies and projects that aimed to improve the planning region’s mobility, safety and efficiency in terms of roadway, transit, and bike and pedestrian infrastructure.

TPO Funds



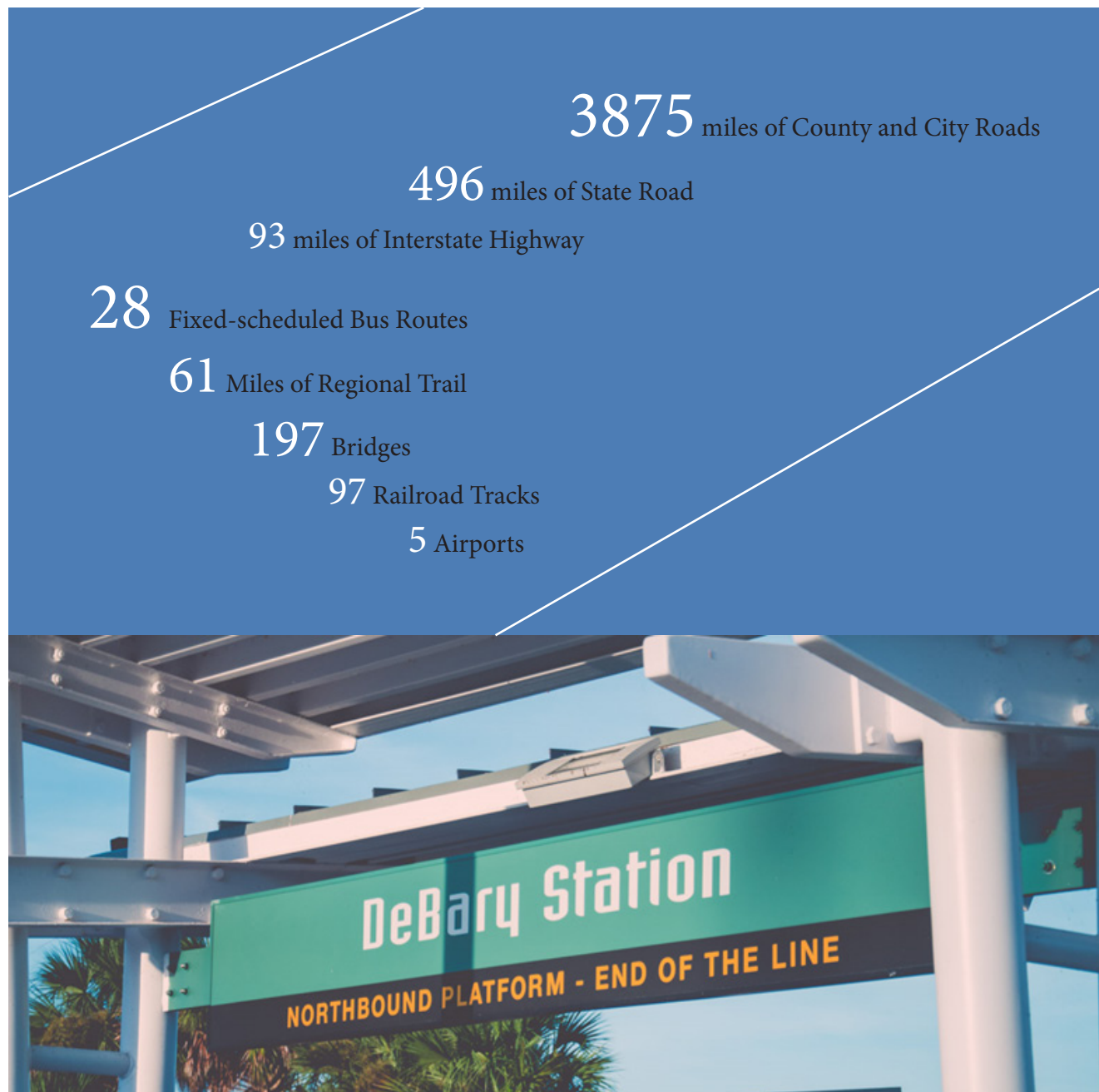
## Major Projects Invested



# TRANSPORTATION NETWORK

## *Inside the Numbers*

The River to Sea TPO seeks to support community priorities by developing transportation systems that are efficient, safe and supportive of the surrounding community. Infrastructure including roadways, bridges, public transit, trails, sidewalks, railroad tracks and airports are essential transportation assets within the TPO's planning boundary. To improve safety and efficiency, as well as to encourage health and wellness, the R2CTPO has continued to direct funding for the improvement of roadways and transit system and development of bike paths, sidewalks and trail projects throughout the planning area.





## Regional Connection: SunRail Commuter Rail

SunRail provides commuter rail service in Orange, Seminole, Volusia and Osceola Counties in Central Florida. The first phase of service began in May 2014, included 12 stations and spanned 32 miles from DeBary in southwest Volusia County to Sand Lake Road south of Orlando. During this fiscal year, SunRail Phase II South construction started while Phase II North to DeLand remains to be funded. A Phase III extension to the Orlando airport is also being considered.



Left: SunRail Station in DeBary ([www.sunrail.com](http://www.sunrail.com)); top right: Votran bus connection at SunRail DeBary Station (source: Votran); bottom right: Lake Beresford Trail

## An Emphasis on Safety

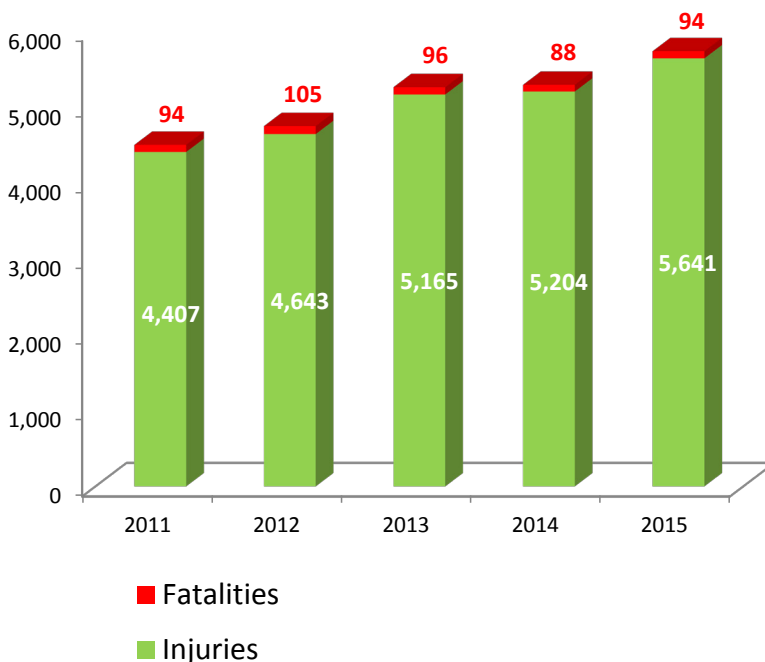
Safety is a top priority for the River to Sea TPO. We work diligently to provide transportation projects that are both safe and efficient, while also targeting awareness by conducting workshops and educating students, law enforcement, and citizens about safety practices. Increasing safety awareness and promoting safe driving, biking, and walking helps prevent injuries and fatalities in our community.

In the most recent five years, vehicular fatalities reported in Volusia County indicate some variation but generally fall below 100 fatalities each year (except for 2012), while the total vehicle-related injuries have increased steadily. Bicycle and pedestrian injuries and fatalities reported in Volusia County also vary but seem to show a slight trend of decreasing since 2013.

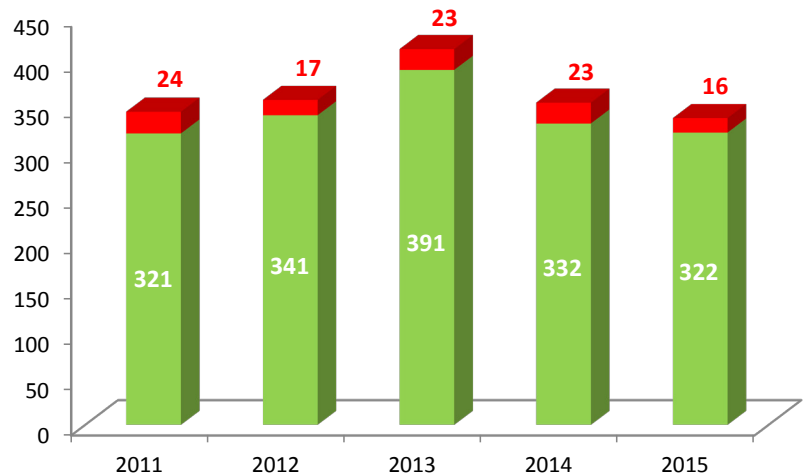
In Flagler County, the same trend for injuries and fatalities in both vehicular and bicycle and pedestrian safety have been shown.

The R2CTPO tracks these types of statistics in order to spot trends that may require specific attention. In an effort to reduce the rate of vehicular injuries and fatalities, the TPO has been promoting projects that improve roadway safety. In support of bicycle and pedestrian safety awareness, the TPO has been promoting the implementation of the Pedestrian Crosswalk Law Enforcement Program, conducting bicycle helmet fitting and distribution events, distributing Flagler County Bicycle Safety Flyers, producing and distributing the Volusia County Bicycling Map for the Experienced Cyclist, conducting the SR A1A Pedestrian Safety Study, programming funding for pedestrian safety improvements on US 92, and participating in community safety organizations such as the Community Traffic Safety Teams, the Volusia Schools Safety Initiative and the Safe Kids Coalition.

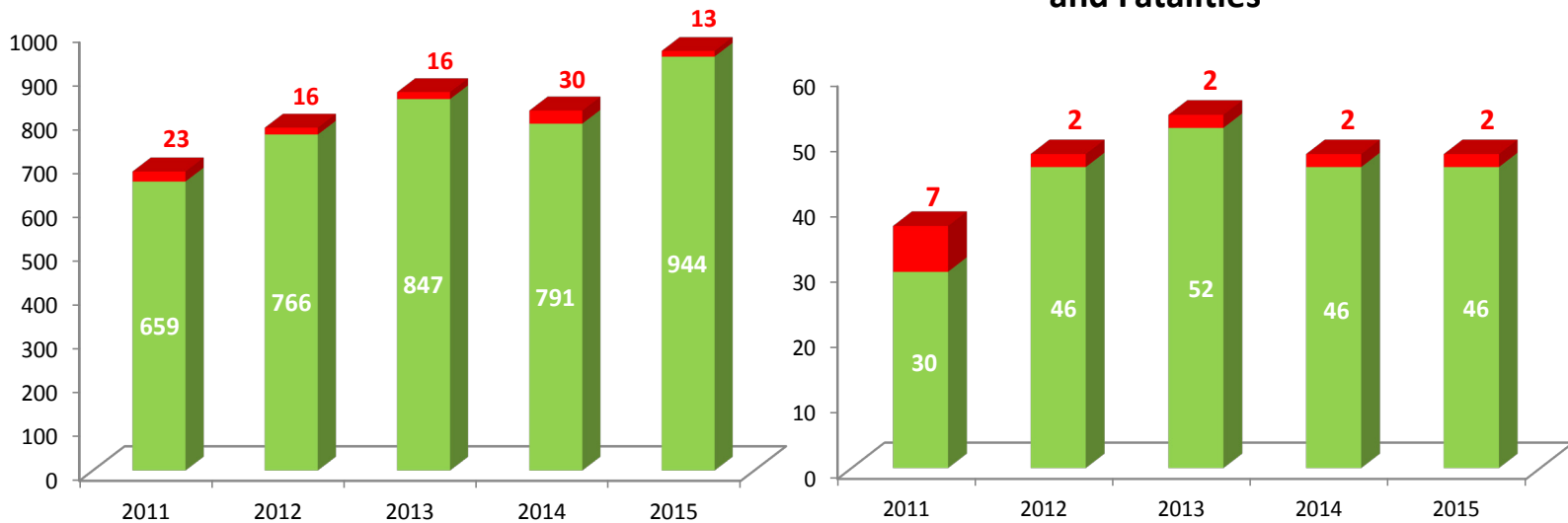
### Volusia County Vehicular Injuries and Fatalities



### Volusia County Bicycle and Pedestrian Injuries and Fatalities



## Flagler County Vehicular Injuries and Fatalities    Flagler County Bicycle and Pedestrian Injuries and Fatalities



### *A Long-Range Vision for the Region*

During this past year, a primary focus of the TPO was to finalize the development of a long-range transportation plan that extends out to the year 2040. The R2CTPO's vision that was developed to guide this effort states "Our transportation system will provide a safe and accessible range of options that enhance existing communities while providing mobility in a fiscally responsible, energy efficient, and environmentally compatible manner. This integrated system will support economic development, allowing for the effective movement of all people, goods, and services necessary to maintain and enhance our quality of life."

The LRTP was developed to achieve these six goals:

- Provide a Balanced and Efficient Multimodal Transportation System**
- Support Economic Development**
- Enhance Connectivity and Transportation Choices**
- Improve Safety and Security**
- Continue to Provide and Create New Quality Places**
- Provide Transportation Equity and Encourage Public Participation**

The development of the LRTP is one of several core functions required to be completed by the TPO by federal law. The primary purpose of the planning process is to assist citizens, businesses and elected officials in establishing a vision for the planning area through the next 25 years.

The LRTP serves as an instrument to identify and assesses infrastructure improvements to the transportation network, to realize the vision and to provide a long-term investment framework to address current and future challenges. The LRTP was adopted in January 2016. The executive summary is available at [r2ctpo.org](http://r2ctpo.org).



## Strategic Planning Studies

### Regional Planning Approach

For over a decade, the R2CTPO has been a participating member of the Central Florida MPO Alliance (CFMPOA). The group is comprised of six Central Florida MPOs/TPOs that meet on a quarterly basis to collaborate on transportation needs of the region. The CFMPOA continues to develop a regional list of priority projects for the mutual benefit of the region and to improve the communication of regional priorities to the FDOT. Projects are grouped into three main categories:

- 1) the Strategic Intermodal System (SIS) projects that connect the MPOs to transportation and freight trade;
- 2) Regional Trail projects, which involve the statewide interconnected system identified by the Office of Greenways and Trails; and
- 3) Regional Transit projects that increase mobility across TPO and county boundaries.

Regional cooperation at this level had not previously occurred and we are proud to be at the leading edge of regional planning in Florida.

In the area of regional planning, the R2CTPO completed the 2040 Long Range Transportation Plan, including an executive summary, extensive public outreach, project documentation and continued coordination with FDOT.

In program planning and study updates, the TPO

- ✓ programmed funding and supported Votran's efforts to update the Transit Development Design Guidelines (TDDG);
- ✓ updated the Transportation Impact Analysis (TIA) Guidelines Methodology (previously adopted in November 2009) to reflect changes in growth management legislation and promote responsible development in our MPA;
- ✓ completed the SR A1A Pedestrian Safety and Mobility Study, an effort to assess the entire 51-mile corridor;
- ✓ developed a Congestion Management Process (CMP); and
- ✓ completed Phase 2 of the US 17 Multi-Modal Corridor Planning Study, continuing the work undertaken in Phase 1 (January 28, 2013).



### *Project Feasibility Studies*

The TPO supports local governments by conducting feasibility studies for projects early in the development stage to provide assistance in accessing federal and state funding programs. The studies take a planning level approach and consider the purpose and need for the project, phases that need to be funded, project issues impacting constructability and preliminary cost estimates. The TPO sets aside \$200,000 per year in SU funds to conduct feasibility studies.

In feasibility studies – the R2CTPO continued leading the way in project development by completing planning and feasibility studies for local governments including:

- ✓ Seminole Woods & SR 100 Intersection Study
- ✓ Belle Terre Parkway Intersections Study
- ✓ Coast to Coast Connector (NSB) Trail
- ✓ Pierson Elementary School (US 17) Trail
- ✓ Belle Terre Parkway
- ✓ US-1 & Turgot Intersection Study
- ✓ Providence (Boulevard) Trail
- ✓ South Daytona Regional Trail
- ✓ Dunlawton Avenue Right Turn
- ✓ Veterans Memorial Pkwy Sidewalk
- ✓ County Road 3 Trail

### *Program Improvement*

During this fiscal year, the R2CTPO consolidated the annual List of Priority Projects reducing the number of lists from nine to six. By consolidating project lists, the TPO communicated funding priorities more directly to FDOT. We also facilitated the development of Coast to Coast (C2C) Trail as the Tier 1 system and promoted the designation of St. Johns River-to-Sea Loop Trail (SJR2C Loop Trail) as the Tier 2 system for SunTrail.

### *Finance and Administration*

In finance and administration, the TPO

- ✓ successfully completed a joint Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Certification Review; and
- ✓ transitioned to a new UPWP format, meeting all deadlines and executed a new, two-year Metropolitan Planning Agreement with FDOT.

## Public Outreach

Internet-based and social media-integrated outreach activities have been actively implemented and improved for convenient information access to the TPO's events and public involvement opportunities. Meanwhile, we have also completed

- ✓ 12,101 Website Visits with 6,809 Unique Visitors;
- ✓ 145 Facebook "likes" with Individual Posts reached up to 2,400 People;
- ✓ 8 Public Meetings and Hearings, and
- ✓ 10 Major Project Workshops, Special Events and Community Presentations.

## Community Safety Events

In addition, the TPO also continued to support an ambitious safety program including numerous activities, providing **900 helmets** at bicycle helmet fittings events throughout the planning area, distributing over **9,000 bike safety flyers** and **2,000 Volusia County Bicycle Maps for the Experienced Cyclists**. TPO staff continued to participate in community groups such as the Daytona Beach Mid-Town Health Equity Action Team, the Community Traffic Safety Teams and the Volusia County Schools Safety Initiatives. The TPO also completed the third and final phase of the Pedestrian Crosswalk Safety Program with Law Enforcement.



## 2016 Tell the TPO Survey Campaign

The 2016 Tell the TPO survey campaign ran from March 31, 2016 through May 31, 2016 and was distributed in both hard copy and online/web versions. A total of **1,276 responses** were collected and summarized from across the entire TPO region. Almost a third of the respondents expressed interest in learning more about transportation issues by opting into one or more of the contact lists maintained by the TPO and its partner agencies (ReThink, Votran, and SunRail). The TPO received contact information for over 300 people who requested to be kept up-to-date on transportation items of interest.





Halifax Urban Ministries: Bridge of Hope Hot Meal Program  
Adopted by River to Sea TPO and the City of Ormond Beach





# CONSTRUCTION PROJECTS

## *I-4 Widening From SR 44 to I-95*

Interstate 4 is currently under construction, being reconfigured from four lanes to six from SR 44 to I-95. Additional lanes will increase the capacity of the road; support freight activity; reduce congestion especially at peak hours; and lower travel times. The completion date is extended to spring 2017.

## *I-95/I-4/US-92 System to System Interchange*

The project consists of widening of I-95 from four to six lanes, the complete reconstruction of the I-4/SR 400 and US 92 interchanges, reconstruction of Bellevue Bridge, improvements to SR 400, US 92, Bellevue Road and Tomoka Farms Road. It is expected to be completed in spring 2018.

## *Opening of the Matanzas Woods Interchange on I-95*

The new Matanzas Woods interchange is the third and northernmost I-95 interchange in Flagler County. The \$12 million interchange is expected to improve transportation system safety, alleviate congestion and fuel economic development. The project was completed in March 2016.



## *US 92 Pedestrian Improvements*

Pedestrian safety improvements were constructed along US 92 between Williamson Boulevard and Midway Avenue. These improvements included wider sidewalks, a new pedestrian bridge over US 92, a closed drainage system, lighting, signs, utilities and landscaping. The project was completed in December 2015.

## *SR 415 Widening from Seminole County Line to Reed Ellis Road*

The project consists of the widening and reconstruction of SR 415 from two lanes to four lanes, and includes the addition of a new bridge adjacent to the existing structure, bike lanes, multi-use trail, and drainage improvements. The project was completed in May 2016.

## *Spring To Spring Trail*

The newest segment of the Spring to Spring Trail begins at Detroit Terrace and ends at French Avenue. This trail segment opened to the public on June 3, 2016 following a ribbon cutting ceremony at the trail head south of Blue Spring State Park.

## ***SR 415 Trail***

Construction of the SR 415 Trail was completed in June 2016. This trail segment begins at SR 46 in Seminole County and ends at Reed Ellis Road in Volusia County. This trail segment ties into the East Central Regional Rail Trail (ECRRT) and a trail head in Osteen.

## ***R2CTPO Five-Year TIP***

The Transportation Improvement Program (TIP) is a planning document that reflects the transportation expenditures that are planned to be spent over the next five-years. The TIP contains information on a wide array of transportation projects including aviation, bicycle facilities, planning studies, road improvements and transit, among others. Projects adopted into the TPO's TIP become part of FDOT's statewide transportation improvement program following concurrence from the Governor, and are implemented by FDOT, local governments, or transit agencies.

The FY 2016/17 - 2020/21 TIP was adopted by the TPO in June 2016 and currently includes \$566,349,743 in federal, state, and local funding distributed over 150 projects across the MPA, including

- ✓ 1 major bridge project,
- ✓ 2 port/rail projects (rail),
- ✓ 3 miscellaneous projects,
- ✓ 14 roadway capacity projects,
- ✓ 19 transit and transportation disadvantaged projects,
- ✓ 24 traffic operations/safety projects,
- ✓ 33 bicycle, pedestrian, and enhancement projects,
- ✓ 43 aviation projects, and
- ✓ 55 maintenance projects.

To learn more about the projects in the Transportation Improvement Program (TIP), visit <http://www.r2ctpo.org/resources/tips/>



## ***Intelligent Transportation Systems (ITS) Master Plan***

The R2CTPO has proposed a two-phase study that creates the planning region's Intelligent Transportation Systems (ITS) Master Plan. Phase 1 of the Plan has been conducted to identify goals and issues in areas that can utilize the ITS system to improve transportation safety and efficiency. In the upcoming years, the Phase 2 study will build on efforts completed in Phase 1 of the ITS Master Plan. This Phase 2 project will result in the creation of an ITS Master Plan for the River to Sea TPO. After completion, the ITS Master Plan will determine ITS mobility needs, identify applicable ITS strategies, provide a regional ITS architecture, and provide a prioritized list of projects. Part of this approach will utilize Transportation System Management and Operations (TSM&O) principles.



## ***Accessible Pedestrian Signal (APS) Action Plan***

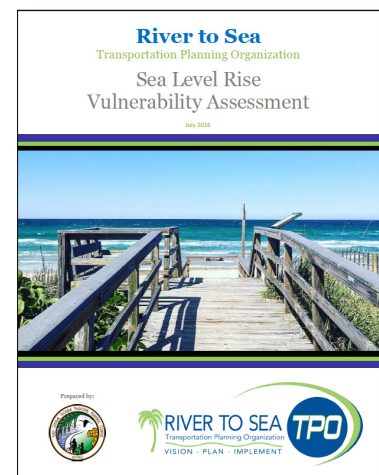
The Accessible Pedestrian Signal (APS) Action Plan is aimed at improving safety and accessibility for pedestrians and transportation disadvantaged transit system users, especially those with visual impairments. By identifying key locations for APS improvements, the study will reduce overall implementation costs by linking project locations with existing scheduled improvements. Improving safety and accessibility will improve the quality of life and mobility for persons with disabilities. In addition, the implementation of these improvements will reduce costs for public transit as more people are able to use the fixed route transit system and dependence on paratransit service is reduced. The plan is expected to be completed in January, 2017.

## ***Volusia County Bus Stop Improvement Plan***

In coordination with Votran, the TPO will develop a transit infrastructure improvement plan aimed at prioritizing the effort to improve and upgrade transit bus stop conditions throughout Volusia County. The Plan is expected to be completed in late 2017.

## ***Sea Level Rise Vulnerability Assessment***

The East Central Florida Regional Planning Council (ECFRPC) will conduct a Sea Level Rise Vulnerability Assessment for the River to Sea TPO (R2CTPO) utilizing the results from the University of Florida GeoPlan Center's Sea Level Scenario Sketch Planning Tool to determine the vulnerability of infrastructure and assets to sea level rise for the R2CTPO planning area.



# ORGANIZATION STRUCTURE

The River to Sea TPO Board is comprised of locally elected officials representing all of the municipal and county governments within the TPO's metropolitan planning area. These officials are elected to office by the public and are expected to act on behalf of their respective constituencies. In this regard, they contribute to public participation in the TPO process by representing the interests of the citizens in their jurisdictions and by promoting transportation plans and programs in the community.

There are four standing committees that support activities of the TPO Board:

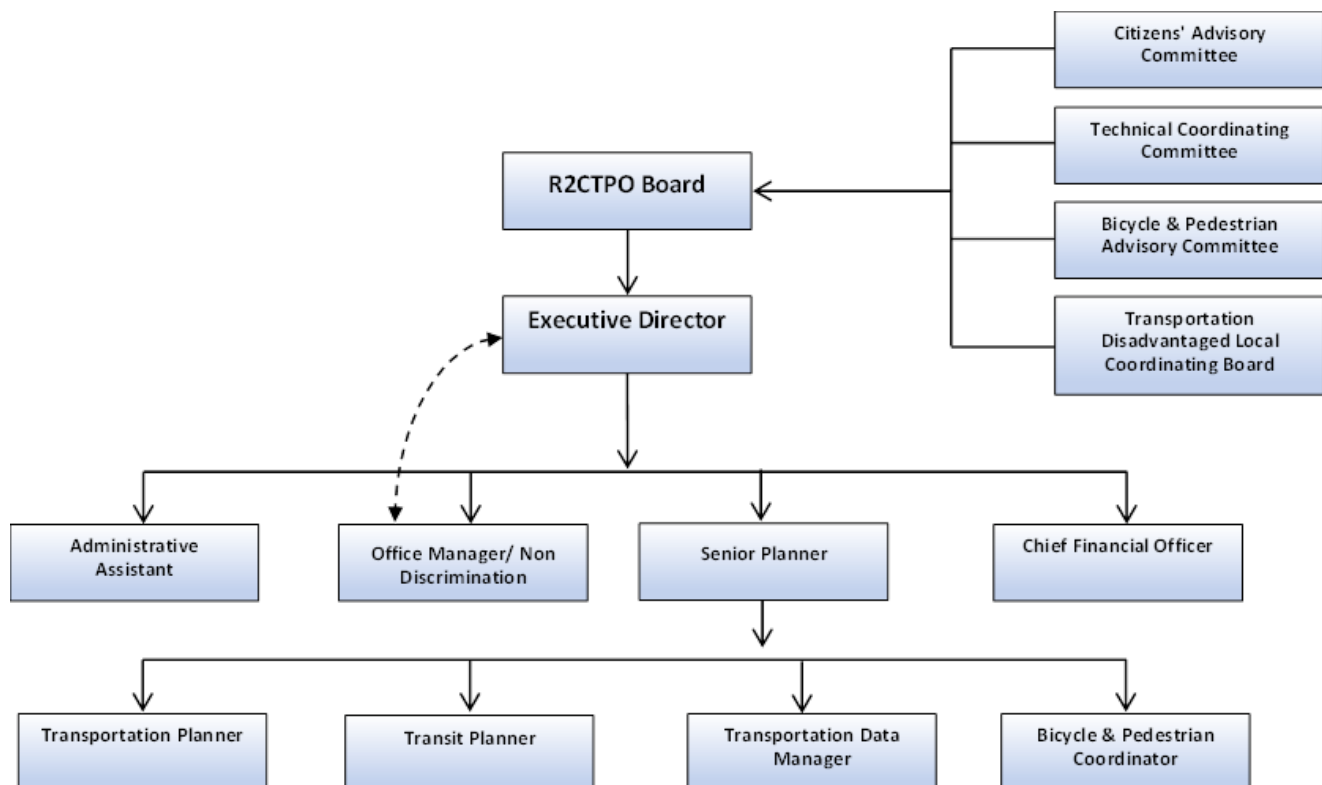
Technical Coordinating Committee (TCC): Planners, engineers and other technical professionals who act in an advisory capacity on all technical matters relating to transportation.

Citizens Advisory Committee (CAC): Citizens provide input to the transportation planning process.

Bicycle/ Pedestrian Advisory Committee (BPAC): Agency representatives and citizens provide input on bicycle and pedestrian related transportation issues.

Transportation Disadvantaged Local Coordinating Board (TDLCB): Various community groups that serve persons who are transportation disadvantaged. The TDLCB assists the TPO in identifying local service needs and to provide information, advice and direction to the Community Transportation Coordinator (Votran) regarding the coordination of services to be provided to the transportation disadvantaged.

## *River to Sea TPO Organization Chart*



**FY 2015/2016 River to Sea TPO Board Members**  
**Chairman**  
**Council Member Pat Patterson**  
**Volusia County District 1**

Mayor  
 Jim Ardell  
 Beverly Beach

Commissioner  
 Vernon Burton  
 Lake Helen

Commissioner  
 Penny Currie  
 Holly Hill

Vice Mayor  
 John Rogers  
 Bunnell

Commissioner  
 Jason McGuirk  
 New Smyrna Beach

Council Member  
 Fred Lowry  
 Volusia County District 5

Commissioner  
 Robert Gilliland  
 Daytona Beach

Mayor  
 Doug Gibson  
 Oak Hill

Council Member  
 Pat Patterson – TPO Acting  
 Chairman/1st Vice Chairman  
 Volusia County District 1

Mayor  
 Harry Jennings  
 Daytona Beach Shores

Council Member  
 Ron Saylor  
 Orange City

Council Member  
 Joshua Wagner  
 Volusia County District 2

Council Member  
 Lita Handy-Peters  
 DeBary

Mayor  
 Ed Kelley  
 Ormond Beach

Council Member  
 Deb Denys  
 Volusia County District 3

Vice Mayor  
 Leigh Matusick  
 DeLand

Commissioner  
 Jason DeLorenzo  
 Palm Coast

Council Member  
 Joyce Cusack  
 Volusia County – At Large

Mayor  
 John Masiarczyk  
 Deltona

Mayor  
 James Sowell  
 Pierson

Non-Voting Members:

Councilman  
 Gary Conroy  
 Edgewater

Council Member  
 Joe Perrone  
 Ponce Inlet

Volusia County School Board  
 Linda Costello

Commissioner  
 Marshall Shupe  
 2nd Vice Chairman  
 Flagler Beach

Council Member  
 Bob Ford  
 Port Orange

FDOT  
 Gene Ferguson  
 TPO Liaison

Commissioner  
 Barbara Revels  
 Flagler County

Councilwoman  
 Nancy Long  
 South Daytona

BPAC Chairman  
 Bob Stroke

CAC Chairman  
 Gilles Blais

TCC Chairperson  
 Heather Blanck