VOLUSIA FLAGLER 2050

Long Range Transportation Plan

VOLUSIA FLAGLER TPO

TRANSPORTATION PLANNING ORGANIZATION

Final Plan Document

DRAFT - September 2025

Acknowledgements

The Volusia-Flagler Transportation Planning Organization (TPO) extends its appreciation to all those who contributed their time, expertise, and insights to the development of Volusia-Flagler 2050. This plan reflects the efforts of a broad group of participants, including the public, stakeholders, partner agencies, and members of the TPO Board and Committees:

- Citizen's Advisory Committee (CAC)
- Bicycle/Pedestrian Advisory Committee (BPAC)
- Technical Coordinating Committee (TCC)
- Transportation Disadvantaged Local Coordinating Board (TDLCB)

Below is the TPO Board membership at the time of the plan's adoption on September 17, 2025.

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City of South Daytona

Commissioner Jeff Schuitema
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Volusia County

Council Member David Santiago
Volusia County

Prepared for:

VOLUSIA FLAGLER TPO
TRANSPORTATION PLANNING ORGANIZATION

Prepared by:

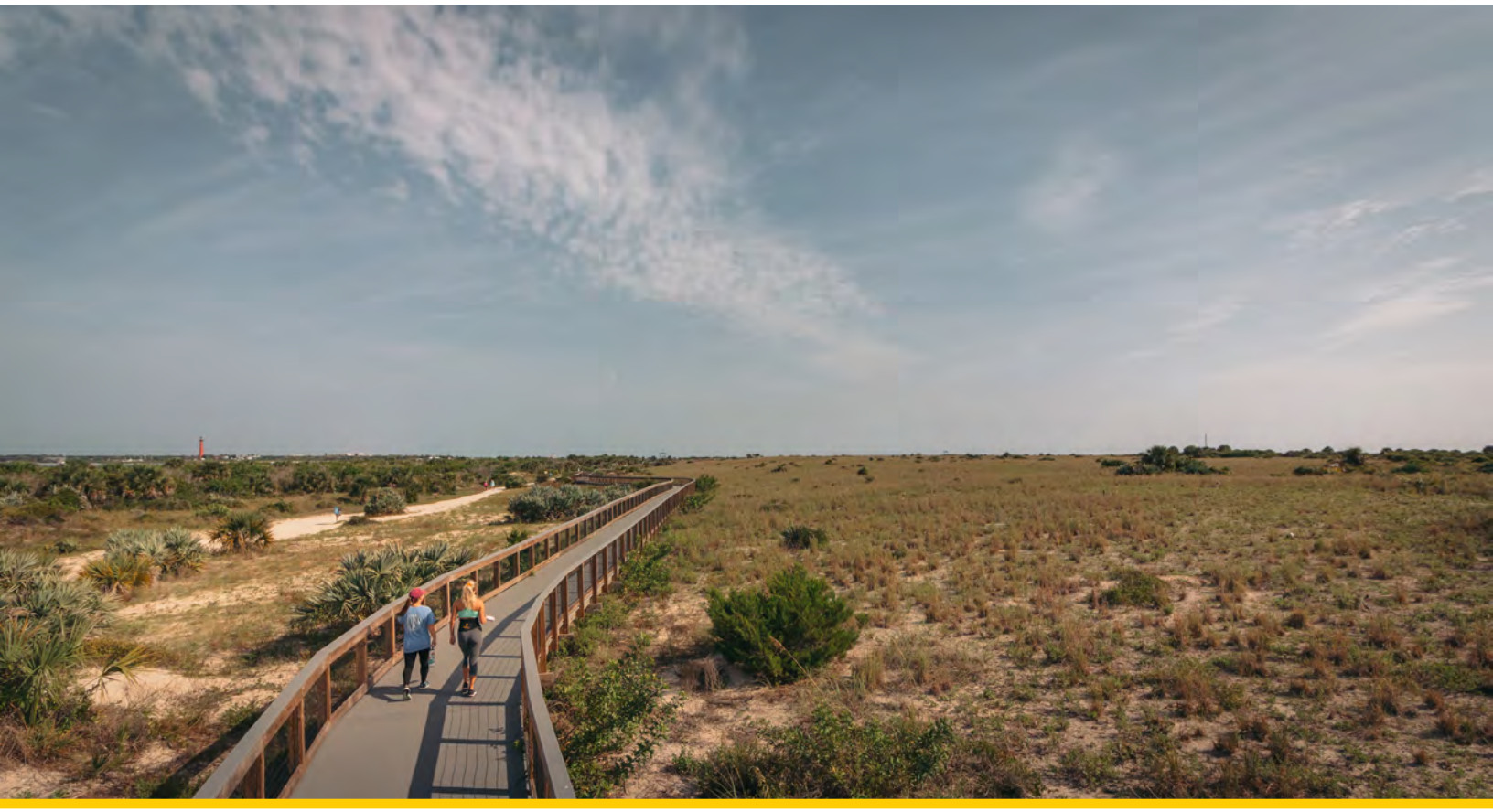
Kimley»Horn

A Message from the Executive Director

A message from the TPO Executive Director to be included in the final version of the plan.

Resolution 2025-15

A copy of the signed resolution adopting Volusia-Flagler 2050 will be included in the final version of the plan.



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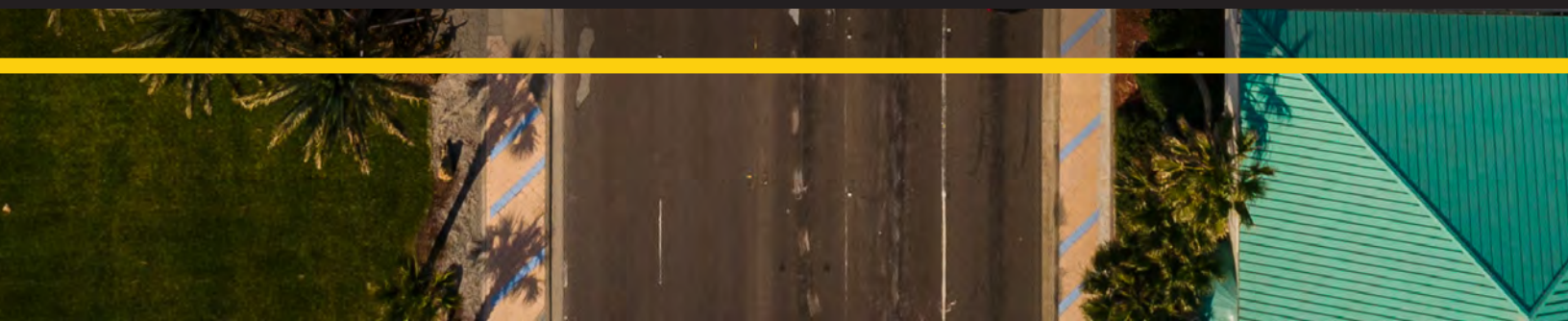
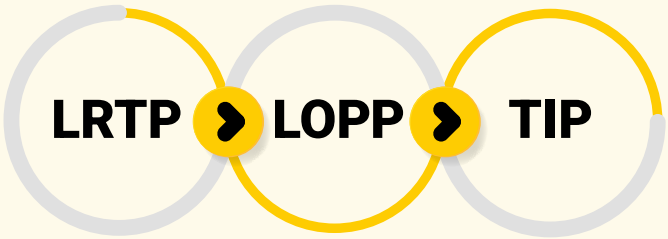


Chapter 1 - Introduction

Volusia-Flagler 2050 is the Long Range Transportation Plan (LRTP) developed by the Volusia-Flagler Transportation Planning Organization (TPO) to reflect and meet the future transportation needs of our changing community.

This plan provides a blueprint for a sustainable transportation system that preserves existing transportation infrastructure, enhances economic competitiveness, and improves travel choices to ensure mobility.

The LRTP is a critical component in the TPO's transportation planning process. It sets the stage for the identification of projects to be included in the TPO's List of Priority Projects (LOPP). The LOPP is updated annually and includes the highest priority projects that have not yet been programmed. Projects in the LOPP are considered for inclusion in the Transportation Improvement Program (TIP) which is the TPO's budgeted, five-year program of funded projects. It is also updated each year as part of the continuous cycle to advance transportation projects in alignment with the FDOT Five-Year Work Program.

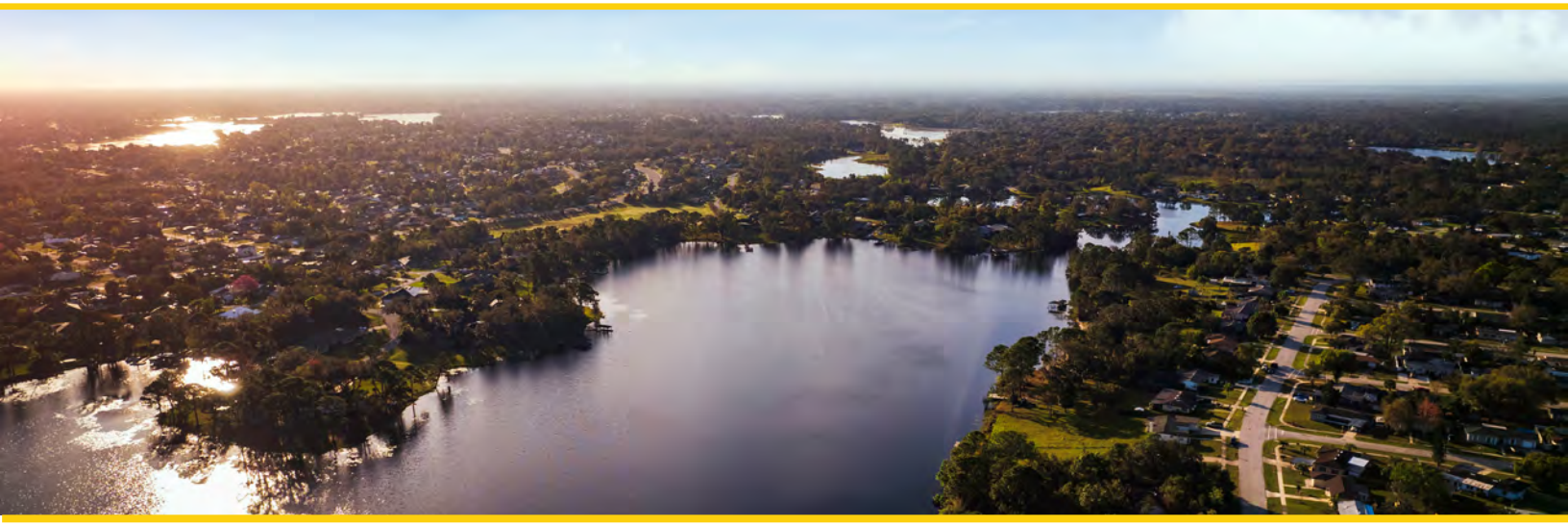


This planning effort represents a core function of the TPO and is the result of a continuing, cooperative, and comprehensive (3-C) planning process [23 Code of Federal Regulations (C.F.R.) 450.300]. The plan was developed with input from people, agencies, and organizations representing all parts of our community to reflect collective values and a broad range of needs. The plan strives to serve residents, visitors, and businesses by providing transportation solutions that efficiently and safely move people and goods.

Throughout this plan, you will note that Volusia-Flagler 2050 identifies future needs and improvements for pedestrian, bicycle, transit, highway, and freight mobility. The plan guides the expenditure of estimated future transportation funding through the establishment of long-range priorities. Local and state planning officials also utilize the LRTP to select projects for inclusion in their work programs.

Volusia-Flagler 2050 was developed to:

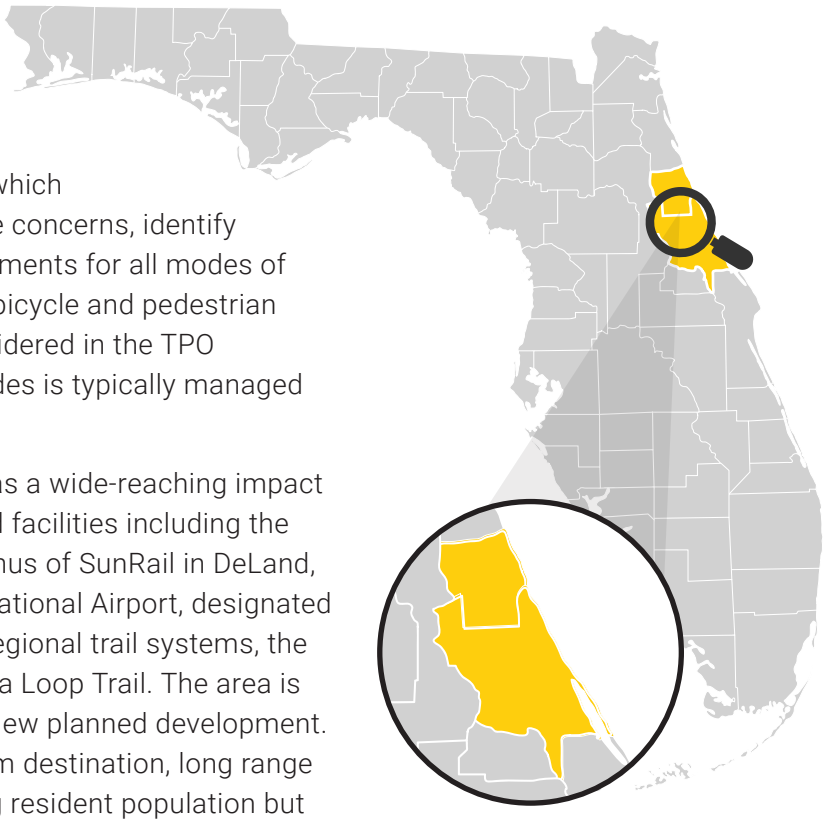
- Identify future needs and improvements for pedestrian, bicycle, transit, highway, and freight mobility;
- Ensure that new transportation improvements meet community values;
- Prioritize transportation projects and guide the expenditure of transportation funds; and
- Advance safe and efficient transportation services.



THE TPO PLANNING AREA

The Volusia-Flagler TPO is a federally authorized agency responsible for planning and programming federal and state transportation funds for the TPO Metropolitan Planning Area which includes all of Volusia and Flagler counties. This planning area boundary reflects a change since the adoption of ***Connect 2045*** when the boundary included Volusia County and only the urbanized area in the eastern part of Flagler County. The update to the planning area boundary was approved by the TPO Board on October 25, 2023 and resulted from the required apportionment plan process undertaken by the TPO following the 2020 Census. This process also resulted in a change of the TPO's name from River to Sea TPO to Volusia-Flagler TPO.

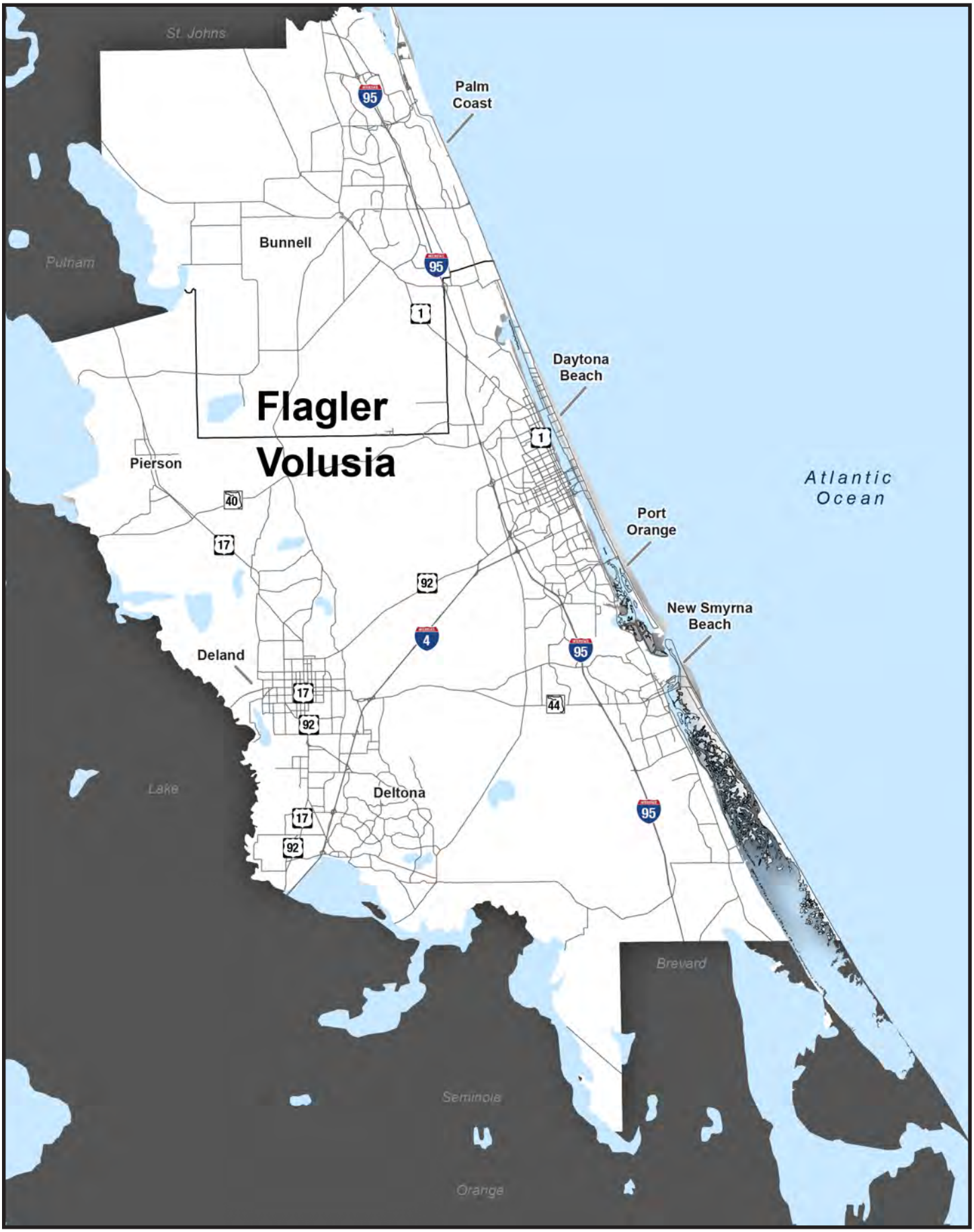
Figure 1-1 includes a map of the Volusia-Flagler TPO Planning Area.



The TPO's Board consists of elected officials representing member local governments. 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 managed 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 northern terminus of SunRail in DeLand, county transit systems, Daytona Beach International Airport, designated scenic byways, and the convergence of two regional trail systems, the Coast to Coast Trail and St. Johns 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 increasing visitation as well.

Figure 1-1: Volusia-Flagler TPO Planning Area



PURPOSE OF THE LRTP

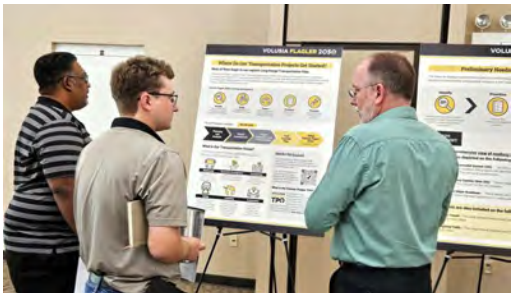
The LRTP is a federally-required short- and long-term plan addressing multimodal transportation needs within the TPO planning area. The plan is required to be updated every five years and must extend a minimum of 20 years into the future. Volusia-Flagler 2050 was prepared by the Volusia-Flagler TPO and serves as primary guidance for developing transportation system improvements in the TPO's planning area over the next 25 years.

Volusia-Flagler 2050 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 2050. It is important that Volusia-Flagler 2050 accurately reflects transportation needs as 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 Volusia-Flagler 2050's Cost Feasible Plan.

Volusia-Flagler 2050 utilized a robust public involvement process to ensure that meaningful input guided the development of the plan.

Public involvement activities included virtual workshops, in-person open houses, surveys, and an interactive public comment map.

Chapter 4 provides additional details about the comprehensive Volusia-Flagler 2050 public involvement process.



Volusia-Flagler 2050 was also developed to be consistent with applicable 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 plan's goals and objectives that provide policy direction for the region's transportation system.

FEDERAL LEGISLATION AND GUIDANCE

The TPO's previous LRTP, ***Connect 2045***, was guided by the 2015 legislation, Fixing America's Surface Transportation Act (FAST Act). The FAST Act established performance-based planning, emphasized multimodal transportation, and expanded stakeholder involvement. Other key additions from the FAST Act included a focus on system resiliency, enhancing tourism, and broadening consultation requirements.

Volusia-Flagler 2050 is guided by the new legislation, the Infrastructure Investment and Jobs Act (IIJA) of 2021, also known as the Bipartisan Infrastructure Law (BIL). The IIJA serves as a reauthorization of the FAST Act, building upon that and prior legislation. The IIJA introduced new priorities to address contemporary transportation challenges. Key goals of the IIJA include:

Modernizing and expanding transportation infrastructure

Promoting climate resilience and reducing greenhouse gas emissions

Fostering innovation

Strengthening the multimodal transportation system

Chapter 2 provides additional background on federal and state requirements and guidance.

KEY THEMES AND CONSIDERATIONS

The development of Volusia-Flagler 2050 was influenced by a broad range of themes and considerations to plan for the future of transportation in our region. Some of these primary considerations included the following:

Safety

Safety on our transportation network is a major concern for the community. The TPO adopted its **Vision Zero Action Plan** in June 2025 which identifies a High Injury Network – the locations with the highest risk for fatal and serious injury crashes.

Volusia-Flagler 2050 considered Vision Zero data to help inform the prioritization and selection of projects for funding. Additional discussion of transportation safety and Vision Zero is included in **Chapter 5.**

Reliability

Maintaining and improving reliability and minimizing congestion and delay on our transportation system is an important focus of long-range transportation planning.

Volusia-Flagler 2050 has identified potential projects that improve capacity and provide for more efficient use and operation of existing facilities.

Connectivity

An effective multimodal transportation system maximizes the connectivity of roadways, sidewalks, bicycle facilities, multi-use trails, and transit systems to provide choices and seamless mobility for users.

Volusia-Flagler 2050 brings these modes together into a single plan that helps define the multimodal transportation future of our region.

PLAN ORGANIZATION

Volusia-Flagler 2050 is organized as follows:

1

Chapter 1 - Introduction

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, Performance Measures

Outlines the goals and objectives of Volusia-Flagler 2050 and how they align with required federal planning factors, state plans, and performance measures and targets.

3

Chapter 3 - Planning Assumptions

Highlights demographic and employment trends and forecasts that were considered in development of Volusia-Flagler 2050.

4

Chapter 4 - Public Involvement

Describes the various components of the public involvement plan and process for Volusia-Flagler 2050.

5

Chapter 5 - Needs Assessment

Highlights the process used to develop the transportation plan, including the travel demand model, identification of needs, and prioritization process for potential projects.

6

Chapter 6 - Transportation Plan

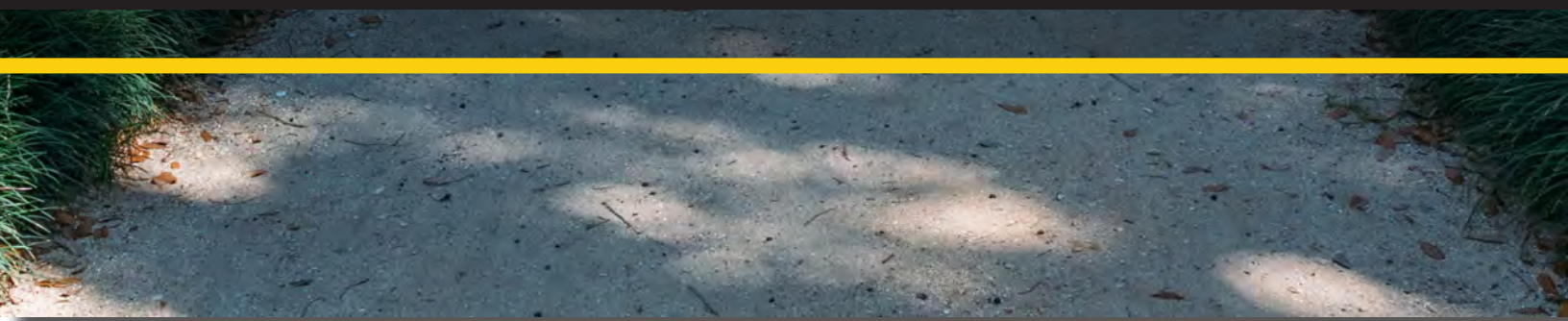
Includes the Cost Feasible Plan which consists of the TPO's highest priority projects and serves as the primary component of Volusia-Flagler 2050. This chapter also identifies the financial resources available to fund projects and other plan considerations.

7

Chapter 7 - Plan Implementation

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

GOALS, OBJECTIVES, AND PERFORMANCE TARGETS 2



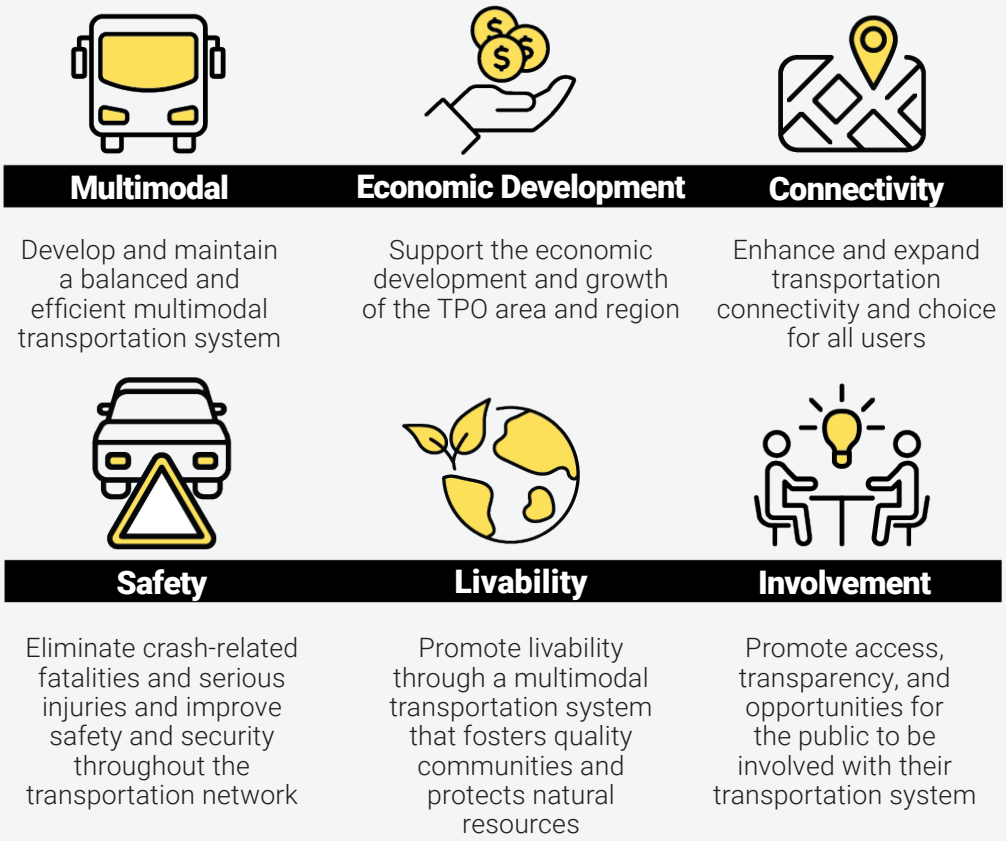
Chapter 2 - Goals, Objectives, and Performance Targets

This chapter provides and documents the policy direction and performance-based planning approach for the transportation network and systems within the Volusia-Flagler TPO planning area. In compliance with federal and state regulations, the TPO established a set of goals, objectives, performance measures, and targets to provide a basis for performance-based planning that will best serve the community and environment, today and into the future. These goals, objectives, measures, and targets are consistent with current federal and state guidance and requirements. **The System Performance Report (Appendix C) documents the required performance measures and targets. A Measures of Effectiveness Summary (Appendix D) includes an evaluation of the effectiveness of the Volusia-Flagler 2050 Cost Feasible Plan in addressing the LRTP's goals and objectives.**

VOLUSIA-FLAGLER 2050 GOALS AND OBJECTIVES

Goals and objectives reflecting the vision of the planning area were developed at the outset of the planning process. The goals are shown below in **Figure 2-1** with their related objectives listed on the following pages. Objectives that tie directly to federal transportation performance measures include references to the corresponding measure.

Figure 2-1: Volusia-Flagler 2050 Goals



GOAL 1

Develop and maintain a balanced and efficient multimodal transportation system

Objective 1.1 Develop a multimodal transportation system that improves accessibility and mobility to economic centers for all users (including motor vehicle, bicycle, pedestrian, transit) as well as the movement of goods.

Objective 1.2 Minimize congestion/delay and maintain travel time reliability on roadways and intersections through projects that improve capacity, provide for the more efficient use and operation of existing transportation facilities consistent with Transportation Systems Management and Operations (TSM&O) strategies, and reduce transportation demand and vehicle miles traveled. [System Performance Measures (PM3)]

Objective 1.3 Provide public transit systems that serve diverse populations and deliver efficient and convenient transit service.

Objective 1.4 Develop a plan that maximizes the use of all available existing and alternative revenue sources and is financially feasible.

Objective 1.5 Incorporate measures that give priority to projects that provide high benefit-to-cost value.

Objective 1.6 Adequately fund preservation of transportation assets (National Highway System Pavement Condition, Bridge Condition, and Transit Assets). [Pavement and Bridge Condition Performance Measures (PM2)]

Objective 1.7 Address incident management including improving incident response and clearance time, and mitigating impacts through development of alternative routes and other solutions.

Objective 1.8 Prepare for the future by leveraging emerging technologies such as automation, electrification, and shared mobility innovations.

GOAL 2

Support the economic development and growth of the TPO area and region

Objective 2.1 Develop a transportation system that supports diverse and sustainable economic growth, advances tourism, and improves the economic competitiveness of the region.

Objective 2.2 Identify and support safe and efficient truck routes and other facilities that improve the movement of freight and goods. [System Performance Measures (PM3)]

Objective 2.3 Improve connectivity and access to rail, port, bus, and airport facilities.

Objective 2.4 Support funding of transit service that improves access to employment activity centers.

GOAL 3

Enhance and expand transportation connectivity and choice for all users

Objective 3.1 Provide a range of transportation alternatives to improve mobility for all residents and visitors in rural and urban areas which includes addressing the unique needs of the elderly, people with disabilities, and those unable to drive.

Objective 3.2 Maximize the interconnectivity of roadways, sidewalks, bicycle facilities, multiuse trails, transit, and other transportation system components to provide safe and convenient pedestrian, bicycle, transit, and motor vehicle mobility by utilizing data to identify gaps.

Objective 3.3 Enhance regional connectivity to employment, education, health, entertainment, and other major activity centers.

Objective 3.4 Enhance transportation connectivity between local government jurisdictions within the region.

Objective 3.5 Plan for transportation infrastructure resiliency to maintain and ensure system connectivity during extreme events.

GOAL 4

Eliminate crash-related fatalities and serious injuries and improve safety and security throughout the transportation network

Objective 4.1 Identify and prioritize improvements to reduce the frequency and severity of crashes and eliminate fatalities and serious injuries to reach Vision Zero. [Safety Performance Measures (PM1)]

Objective 4.2 Identify and implement safety policies, programs, enhancements, and innovations to improve the safety for all roadway users, including the most vulnerable users such as pedestrians bicyclists, motorcyclists, and those using mobility devices (e.g., wheelchairs and scooters).

Objective 4.3 Enhance the safety and security of transit systems and other modes such as airports through appropriate design, monitoring, and enforcement programs.

Objective 4.4 Develop a transportation plan that supports emergency evacuation, response, and post-disaster recovery, and improves national, state, and local security and emergency management functions.

GOAL 5

Promote livability through a multimodal transportation system that fosters quality communities and protects natural resources

Objective 5.1 Promote compact, walkable, mixed-use, and transit-oriented development and redevelopment opportunities that encourage a range of transportation options and maximize the effectiveness of the transportation system.

Objective 5.2 Develop a transportation plan with components planned and designed to preserve and enhance the existing character of both urban and rural communities.

Objective 5.3 Support local visioning and planning principles by developing a plan that is consistent with local government comprehensive plans to the maximum extent feasible.

Objective 5.4 Locate and design transportation facilities to avoid or minimize the impact to natural resources including environmentally sensitive areas and critical lands, waters, and habitats.

Objective 5.5 Develop and support a multimodal transportation system that reduces or mitigates vehicle greenhouse gas emissions or stormwater impacts.

Objective 5.6 Locate and design transportation facilities to avoid or minimize impacts to historic and cultural assets.

GOAL 6

Promote access, transparency, and opportunities for the public to be involved with their transportation system

Objective 6.1 Provide opportunities for public participation that are open, inclusive, and accessible for all members of the community; and develop outreach programs to engage all jurisdictions as well as the traditionally underserved and underrepresented.

Objective 6.2 Include provisions to identify the needs of low income populations and ensure that projects in the plan do not disproportionally burden these populations, and include measures to avoid, minimize, or mitigate adverse impacts.

Objective 6.3 Support transportation investments that improve public transit services for low income and transit-dependent populations to gain access to jobs, schools, health services, and other needed services.

DEVELOPMENT OF THE GOALS, OBJECTIVES, PERFORMANCE MEASURES AND TARGETS

Goals, objectives, performance measures and targets for Volusia-Flagler 2050 were developed based on federal, state, and local guidance including the requirements highlighted within the following sections.

Federal Legislation

Signed into law on November 15, 2021, the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL), provides support and enhancement to past federal legislation. The IIJA expands upon the previous Fixing America's Surface Transportation (FAST) Act and the Moving Ahead for Progress in the 21st Century Act (MAP - 21) by continuing to create a streamlined, performance-based surface transportation program that builds on many of the multimodal transportation policies first established under the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. Establishing a performance- and outcome-based program requires investment of financial resources in projects that will collectively make progress toward achieving national multimodal transportation goals. Volusia-Flagler 2050 has been developed to ensure compliance with the requirements of the IIJA and includes a performance-based approach to the transportation decision-making process.

Federal Planning Factors

Federal law includes specific planning factors that call for the recognition of and address the relationship between transportation, land use, and economic development. The ten federal planning factors form the cornerstone for Volusia-Flagler 2050:

1. Support the **economic vitality** of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the **safety** of the transportation system for motorized and non-motorized users.
3. Increase the **security** of the transportation system for motorized and non-motorized users.
4. Increase **accessibility and mobility** of people and freight.
5. Protect and enhance the **environment**, promote **energy** conservation, improve **quality of life,** and promote consistency between transportation improvements and state and local growth and economic development patterns.
6. Enhance the **integration and connectivity** of the transportation system, across and between modes, for people and freight.
7. Promote efficient **system management and operation.**
8. Emphasize the **preservation** of the existing transportation system.
9. Improve the **resiliency and reliability** to improve preparedness and response to natural disasters and other emergencies.
10. Enhance **travel and tourism.**

Federal legislation prescribes policy requirements and the programmatic framework related to performance measures and targets for the national transportation system in the metropolitan planning process. It also includes certain provisions related to planning and coordination activities. For example, the TPO is required to coordinate with state and public transportation providers to establish targets to continue to develop and assess a focused, performance-based multimodal transportation system.

A matrix showing consistency between the goals of Volusia-Flagler 2050 and the ten federal planning factors is shown in **Table 2-1.**

Table 2-1: Volusia-Flagler 2050 LRTP Goals and Federal Planning Factors Comparison

Volusia-Flagler 2050 Goals	Federal Planning Factors									
	Economic Vitality	Safety	Security	Accessibility and Mobility	Environmental, Energy and Quality of Life	Integration and Connectivity	System Management and Operations	System Preservation	Resilience and Reliability	Travel and Tourism
Multimodal Develop and maintain a balanced and efficient multimodal transportation system.	✓	✓	✓	✓	✓	✓	●	●	✓	✓
Economic Development Support the economic development and growth of the TPO area and region.	✓	✓	✓	✓	✓	✓	✓	✓	✓	●
Connectivity Enhance and expand transportation connectivity and choice for all users.	✓			●	●	●	✓		✓	✓
Safety Eliminate crash related fatalities and serious injuries and improve safety and security throughout the transportation network.	✓	●	●		✓		✓		●	✓
Livability Promote livability through a multimodal transportation system that fosters quality communities and protects natural resources.	✓	✓	✓	✓	●	✓	✓	✓	✓	✓
Involvement Promote access, transparency, and opportunities for the public to be involved with their transportation system.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

● Primary Relationship ✓ Secondary Relationship

FLORIDA TRANSPORTATION PLAN (FTP)

The Florida Transportation Plan (FTP) is the single, overarching statewide plan guiding Florida's transportation future. The plan was created by, and provides direction to, the Florida Department of Transportation (FDOT) and all organizations that are involved in planning and managing Florida's transportation system, including statewide, regional, and local partners. This includes the Volusia-Flagler TPO. The FTP Policy Element is Florida's long-range transportation plan as required by both state and federal law and this element points toward a future transportation system that embraces all modes of travel, innovation, and change.

FDOT is currently in the process of updating the FTP with a new horizon year of 2055, and it is anticipated to adopt the plan in late 2025. For the purposes of Volusia-Flagler 2050, the 2045 FTP was used for guidance.

TPOs are required to address the goals included in the FTP, which include the following:

- **Safety and security** for residents, visitors, and businesses
- Agile, resilient, and quality transportation **Infrastructure**
- Connected, efficient, and reliable **mobility** for people and freight
- **Transportation** choices that improve accessibility and equity
- Transportation solutions that strengthen Florida's **economy**
- Transportation solutions that enhance Florida's **communities**
- Transportation solutions that enhance Florida's **environment**

A matrix showing consistency between the goals of Volusia-Flagler 2050 and the planning factors from the FTP is shown in **Table 2-2.**

LOCAL GOVERNMENT COMPREHENSIVE PLANS

The adopted Comprehensive Plans of the local governments listed below were reviewed as part of the planning process and Volusia-Flagler 2050 was developed to be consistent with these plans. See Technical **Appendix E** for a summary of the other plans, studies, and data reviewed as part of the planning process.

- Volusia County
- Flagler County
- City of Bunnell
- City of Daytona Beach
- City of Daytona Beach Shores
- City of DeBary
- City of DeLand
- City of Deltona
- City of Edgewater
- City of Flagler Beach
- City of Holly Hill
- City of Lake Helen
- City of New Smyrna Beach
- City of Oak Hill
- City of Orange City
- City of Ormond Beach
- City of Palm Coast
- City of Port Orange
- City of South Daytona
- Town of Beverly Beach
- Town of Ponce Inlet
- Town of Pierson

Table 2-2: Volusia-Flagler 2050 LRTP Goals and Florida Transportation Plan Goals Comparison

Volusia-Flagler 2050 Goals: LRTP Goals	Florida Transportation Plan Goals: Safety and Security	Infrastructure	Mobility	Transportation Choices	Economy	Communities	Environment
Multimodal Develop and maintain a balanced and efficient multimodal transportation system.	✓	✓	●	●	✓	✓	✓
Economic Development Support the economic development and growth of the TPO area and region.	✓	✓	✓	✓	●	✓	✓
Connectivity Enhance and expand transportation connectivity and choice for all users.	✓	✓	✓	✓	✓	✓	✓
Safety Eliminate crash related fatalities and serious injuries and improve safety and security throughout the transportation network.	●	●	✓	✓	✓	✓	
Livability Promote livability through a multimodal transportation system that fosters quality communities and protects natural resources.	✓	✓	✓	✓	✓	●	●
Involvement Promote access, transparency, and opportunities for the public to be involved with their transportation system.	✓	✓	✓	✓	✓	✓	✓

● Primary Relationship ✓ Secondary Relationship

FLORIDA FREIGHT MOBILITY AND TRADE PLAN

There is growing, recognition of the importance of freight movement at the national, state and regional level. Most notably, the need to place an increased focus on the nation's freight system is evident in the inclusion of freight provisions and requirements in the last two federal transportation bills. In 2012, MAP-21 established a policy to improve the condition and performance of the national freight network. This included the designation of a national freight network and the development of a national freight strategic plan.

These goals and objectives were further reinforced with the implementation of the FAST Act, implemented in 2015. A key provision contained in the FAST Act is the requirement that State Departments of Transportation such as FDOT develop a state freight plan to comprehensively address the State's short- and long-term freight issues and needs. Development of a state freight plan is a requirement to be eligible to receive funding under the National Highway Freight Program (23 U.S.C. 167).

In 2013 and 2014, FDOT developed the first Florida Freight Mobility and Trade Plan (FMTP) designed to set the stage for freight planning in Florida, raise awareness, and galvanize the freight community. FDOT released an updated FMTP in April 2020 and again in 2024. This new document built upon the foundation set by the previous versions of the FMTP to implement immediate opportunities while also positioning Florida for future possibilities.

The TPO supports the state freight planning process and will work with FDOT to set appropriate performance targets for the measurement of Truck Travel Time Reliability (truck travel time reliability ratio (TTTR) on the Interstate system).

Table 2-3 illustrates the relationship between Volusia-Flagler 2050 goals and the new FMTP objectives which were developed in context of the FTP goal areas (also shown for reference).

Table 2-3: Volusia-Flagler 2050 LRTP Goals and Freight Mobility and Trade Plan Objectives

FTP Goal	FMTP Objective	Volusia-Flagler 2050 LRTP Goals					
		Multimodal	Economic Development	Connectivity	Safety	Livability	Involvement
Safety & Security	Leverage data and technology to improve freight system safety and security				✓		
Infrastructure	Create a more resilient multimodal freight system to prepare for, respond to, and recover from disruption	✓	✓	✓		✓	
Infrastructure	Ensure the Florida freight system is in a state of good repair	✓		✓	✓		
Mobility	Reduce congestion, improve reliability, and prepare for shifts in cargo flows with proactive and innovative planning	✓	✓	✓	✓		
Transportation Choices	Remove institutional, policy and funding bottlenecks to improve operational efficiencies and reduce costs in supply chains	✓	✓	✓			✓
Transportation Choices	Improve first and last mile connectivity for all freight modes	✓	✓	✓			
Economy	Continue to forge/strengthen partnerships with public and private sectors to improve trade, logistics, and workforce development	✓		✓			✓
Economy	Capitalize on emerging freight trends to benefit Florida's communities while maintaining a strategic global posture		✓			✓	
Communities	Increase freight-related regional and local transportation planning and land use coordination		✓	✓			
Environment	Reduce freight impacts on Florida's environment by prioritizing natural resources and wildlife habitats	✓			✓	✓	✓

PERFORMANCE-BASED PLANNING

Federal Guidance

The U.S. Department of Transportation established criteria for evaluation of performance-based planning processes. This included the identification of specific performance measures that all states and each Metropolitan Planning Organization (MPO), like the Volusia-Flagler TPO, must evaluate. The process required FDOT to develop appropriate performance targets for these measures and to monitor the progress made toward achieving the targets. This also requires MPOs in Florida to either accept and support FDOT's performance targets or establish, formally adopt, and monitor their own performance targets. FDOT provides performance data for all targets and MPOs have the option for using the data or developing their own. FDOT has also established targets in each category and MPOs have the option to select the same target or choose their own.

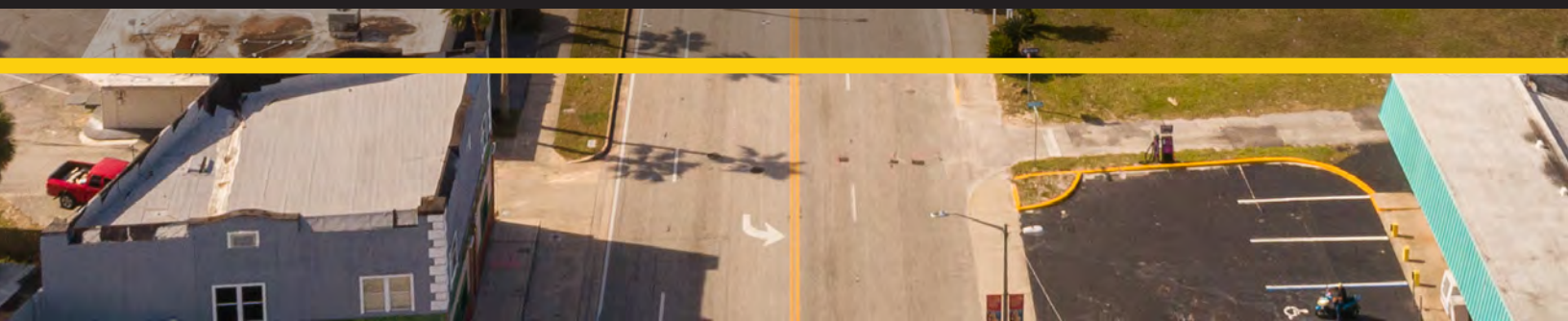
Overview of Statewide Performance Measures and Targets

Table 2-4 includes a summary of the performance measures tracked by Volusia-Flagler TPO. For more information and details related to the TPO's performance measures and targets, please see the System Performance Report in **Appendix C**.

Table 2-4: Volusia-Flagler TPO Performance Measures

Performance Measure Area	Performance Measures
Performance Measure 1 (PM1) *Highway Safety Measures*	▸ Number of fatalities; ▸ Rate of fatalities per 100 million vehicle miles traveled (VMT); ▸ Number of serious injuries; ▸ Rate of serious injuries per 100 million VMT; and ▸ Number of non-motorized fatalities and non-motorized serious injuries.
Performance Measure 2 (PM2) *Pavement and Bridge Condition Measures*	▸ Percent of Interstate pavements in good condition; ▸ Percent of Interstate pavements in poor condition; ▸ Percent of non-Interstate National Highway System (NHS) pavements in good condition; ▸ Percent of non-Interstate NHS pavements in poor condition; ▸ Percent of NHS bridges (by deck area) classified as in good condition; and ▸ Percent of NHS bridges (by deck area) classified as in poor condition.
Performance Measure 3 (PM3) *System Performance, Freight, & Congestion Mitigation & Air Quality Improvement Program Measures*	▸ Percent of person-miles on the Interstate system that are reliable; ▸ Percent of person-miles on the non-Interstate NHS that are reliable; and ▸ Truck Travel Time Reliability index (TTTR).
Transit Asset Management Measures	▸ Percentage of non-revenue, support-service and maintenance vehicles that have met or exceeded their useful life benchmark; ▸ Percentage of revenue vehicles within a particular asset class that have either met or exceeded their useful life benchmark; ▸ Percentage of track segments with performance restrictions; and ▸ Percentage of facilities within an asset class rated below condition 3 on the FTA Transit Economic Requirements Model (TERM) Scale.
Transit Safety Performance Measures	▸ Total number of reportable fatalities and rate per total vehicle revenue miles by mode; ▸ Total number of reportable injuries and rate per total vehicle revenue miles by mode; ▸ Total number of reportable safety events and rate per total vehicle revenue miles by mode; and ▸ System reliability – mean distance between major mechanical failures by mode.

PLANNING ASSUMPTIONS 3



Chapter 3 - Planning Assumptions

The process used to develop Volusia-Flagler 2050 requires that we identify future transportation needs and then balance those needs against the funding that will be available to establish a Cost Feasible Plan that funds the highest priority transportation improvements. One of the first steps in this process is to develop a forecast of the geographic distribution of the planning area's population and employment over the LRTP's planning horizon. The forecasted population and employment data is organized at the traffic analysis zone (TAZ) level and is used to develop a forecast of the travel demand for the year 2050. This is accomplished by using a travel demand forecast model that converts the population and employment data into trips which are subsequently assigned to a roadway and/or transit network. The 2050 population and employment forecasts discussed in this chapter were utilized during the Needs Assessment phase of the plan to identify potential roadway projects as a result of increased travel demand. See **Chapter 5** for the results of the Needs Assessment.

Recognizing the close link between land use, housing, and transportation, Volusia-Flagler 2050 has been developed in a manner consistent with the comprehensive plans developed and adopted by local governments within the TPO's planning area. At the onset of the planning process, a review of these plans and other relevant documentation/data was performed to provide an understanding of their potential impact on and relevance to Volusia-Flagler 2050. The Future Land Use (FLU) Element of each local government's comprehensive plan provides the principal policy direction for land use.

A significant part of the LRTP process is dependent on future land use policy and the related development standards of the planning area's counties and cities. These plans guide where growth will occur and set standards for allowable densities and intensities within their respective boundaries. A summary of the other plans, studies, and data that were reviewed and evaluated can be found in **Appendix E**.

POPULATION AND EMPLOYMENT GROWTH

Significant growth is expected to continue within the TPO's planning area through 2050. This is based on the analysis of national and local trends, population data, and employment data. Future transportation needs of an area are largely based on the type and amount of growth that is anticipated. Volusia and Flagler counties have areas with similar socioeconomic makeups, including areas with significant seasonal populations and visiting tourists.

Population and employment projections for Volusia-Flagler 2050 were based on those developed by the University of Florida Bureau of Economic and Business Research (BEBR). The 2050 population forecast for use in this LRTP assumes a population control total based on the average of the BEBR Medium and High forecasts. With an update to the Central Florida Regional Planning Model (CFRPM) still in development, the forecasted population and employment data utilizes the 2015 base year data from the CFRPM v7 2045 Socioeconomic (SE) Data as a foundation.

The forecast process included the allocation of these anticipated growth figures to TAZs based on the TAZ's anticipated propensity to accommodate or attract development, while considering Future Land Use designations and current development activity. **Table 3-1** summarizes the forecasted permanent population and employment growth in each county respectively. For more information on the development of the socioeconomic data forecasts for Volusia-Flagler 2050, please see **Appendix F**.

The projected increases in permanent population and employment will result in increased demand on the area's transportation network and the need for additional mobility options. The TPO is committed to recognizing these needs and providing a sustainable transportation system for residents, visitors, and supporting the economic growth of Volusia and Flagler counties.

Table 3-1: Permanent Population and Employment Forecast Summary

YEAR	VOLUSIA COUNTY		FLAGLER COUNTY	
	Population	Employment	Population	Employment
2015	503,615	204,694	101,289	25,805
2050	775,026	322,459	216,689	52,225
Total Growth	**271,411**	**117,765**	**115,400**	**26,420**
Percent Growth	**53.89%**	**57.53%**	**113.93%**	**102.38%**

Tables 3-2, 3-3, and **3-4** respectively depict the projected employment growth for industrial, commercial, and service sectors in Volusia and Flagler counties.

Table 3-2: Industrial Employment by County

County	Industrial Employment 2015	% of Total County Employment 2015	Industrial Employment 2050	% of Total County Employment 2050	Industrial Employment Change 2015 - 2050	% Change Industrial Employment 2015 - 2050
Volusia	23,093	11.28%	39,597	12.28%	**16,504**	**71.47%**
Flagler	2,174	8.42%	4,829	9.25%	**2,655**	**122.13%**

Table 3-3: Commercial Employment by County

County	Commercial Employment 2015	% of Total County Employment 2015	Commercial Employment 2045	% of Total County Employment 2045	Commercial Employment Change 2015 - 2045	% Change Commercial Employment 2015 - 2045
Volusia	38,934	19.02%	53,298	16.53%	**14,364**	**36.89%**
Flagler	5,584	21.64%	10,289	19.70%	**4,705**	**84.26%**

Table 3-4: Service Employment by County

County	Service Employment 2015	% of Total County Employment 2015	Service Employment 2045	% of Total County Employment 2045	Service Employment Change 2015 - 2045	% Change Service Employment 2015 - 2045
Volusia	142,667	69.70%	229,564	71.19%	**86,897**	**60.91%**
Flagler	18,047	69.94%	37,107	71.05%	**19,060**	**105.61%**

Figures 3-1 and 3-2 illustrate expected growth by TAZ, highlighting population and employment concentrations used to forecast future travel patterns. Increased population and employment will increase the demand for expanded mobility options and transportation network capacity. These maps illustrate the 2015 base year, the 2050 forecast year, and the difference between the base year and the forecast year for each of the forecast categories.

Figure 3-1: Total Population Growth in Volusia and Flagler Counties

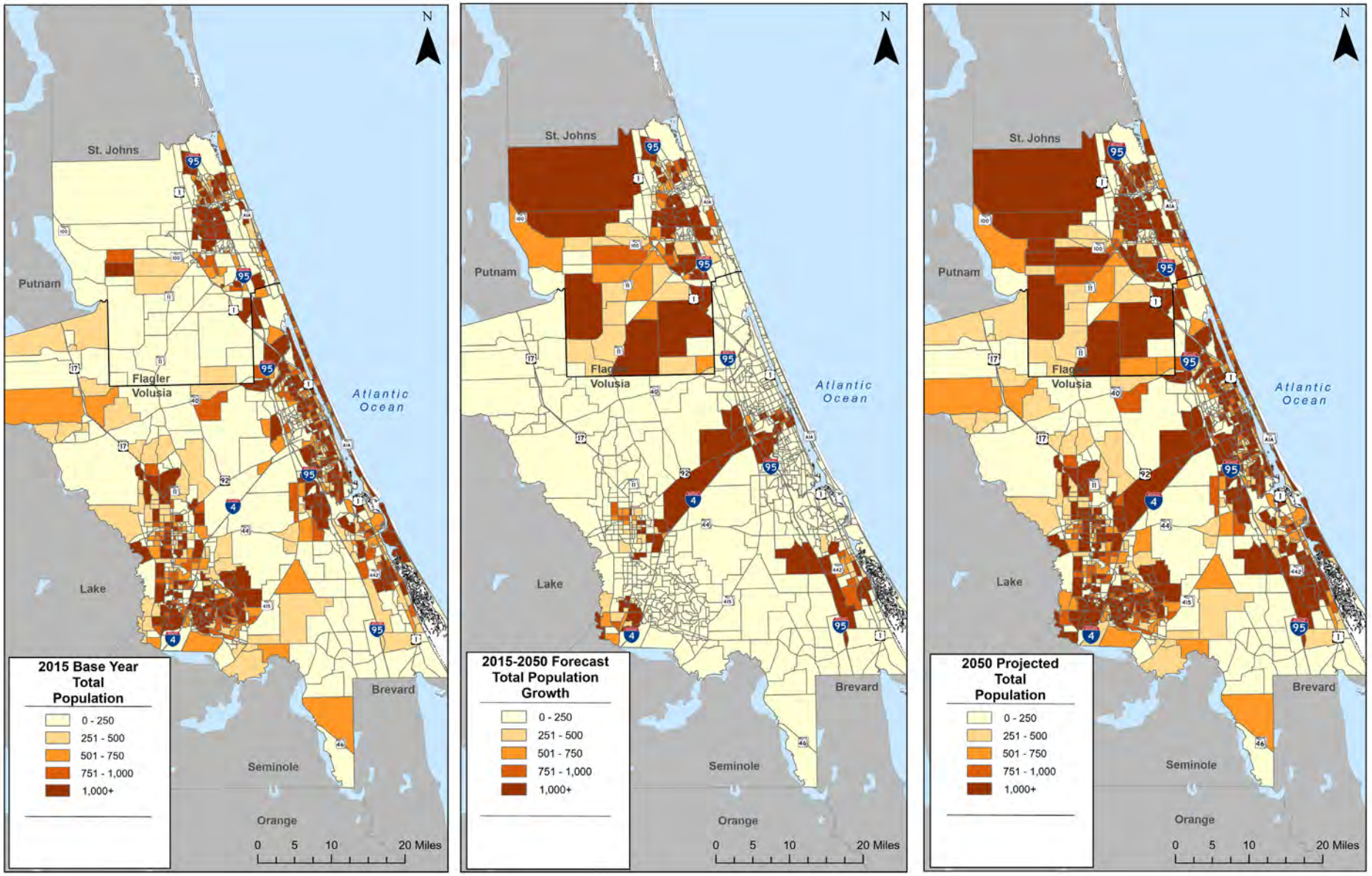
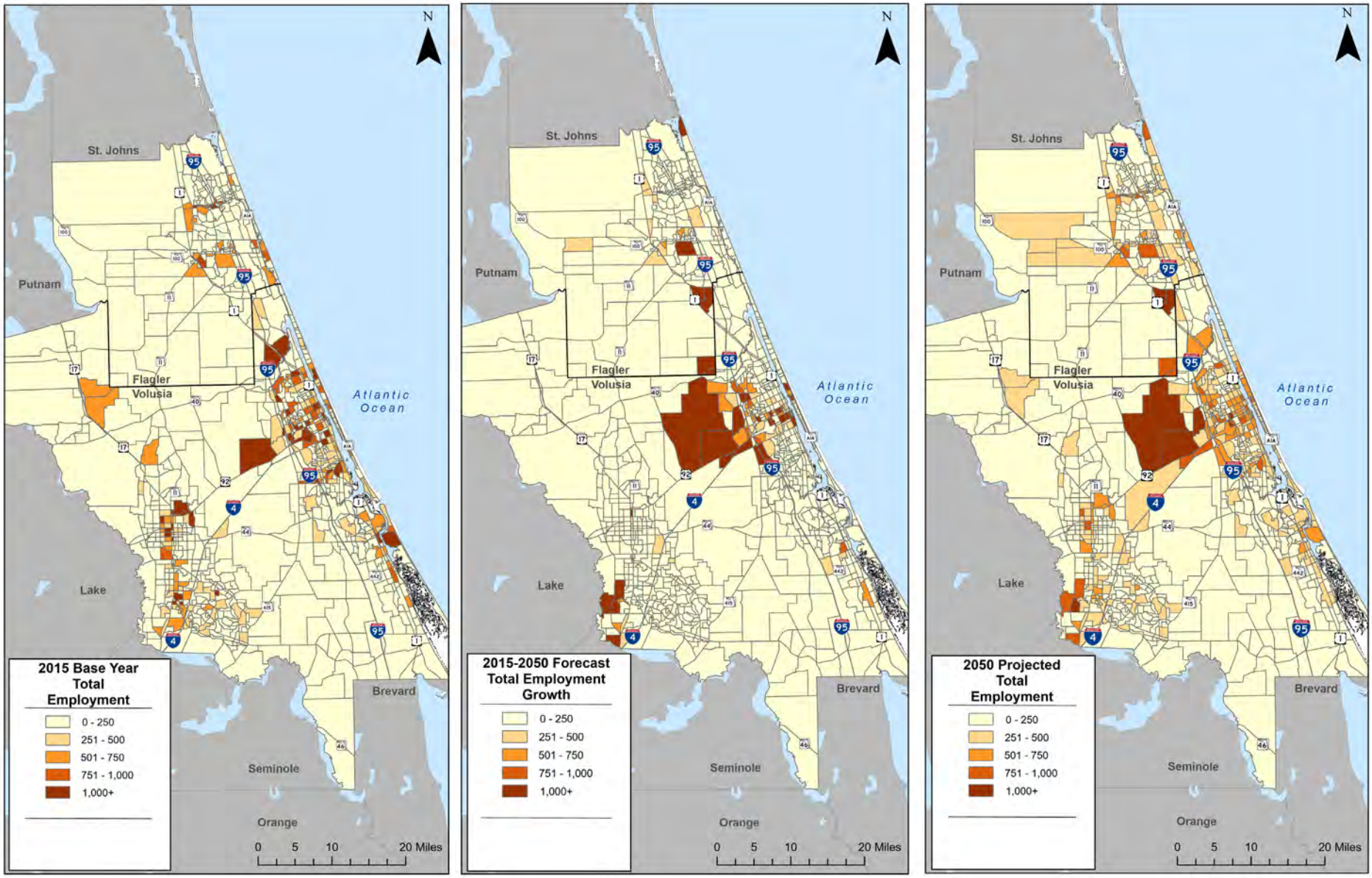
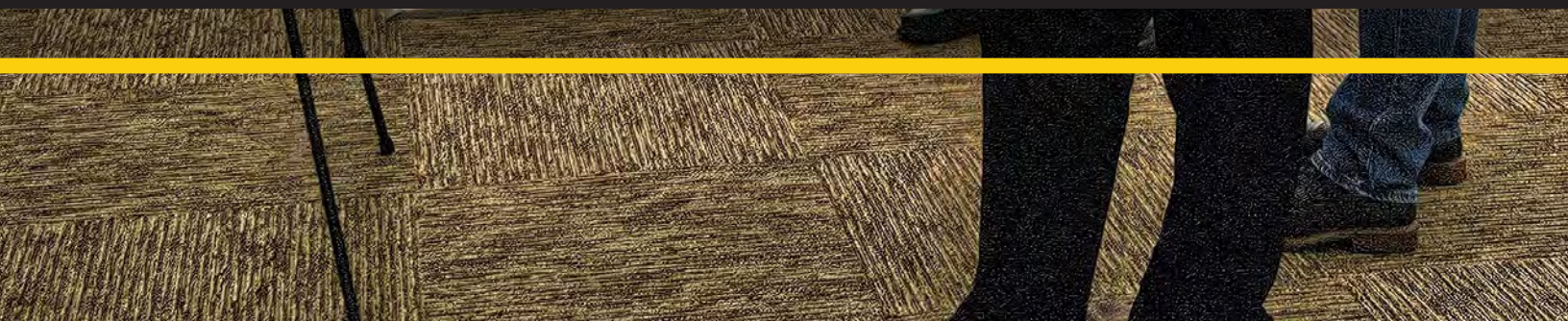


Figure 3-2: Total Employment Growth in Volusia and Flagler Counties



PUBLIC INVOLVEMENT 4



Chapter 4 - Public Involvement

The Volusia-Flagler TPO serves a diverse population with wide-ranging transportation needs. To understand and give thorough consideration to these needs, the development of Volusia-Flagler 2050 utilized a comprehensive approach to public involvement that included a wide range of strategies and outreach methods. This approach is outlined in the Volusia-Flagler 2050 Public Involvement Plan (PIP) that was approved by the TPO Board on February 26, 2025 (**Appendix G**). The PIP was developed to be consistent with the public participation objectives and measurements of the Volusia-Flagler TPO Public Participation Plan adopted on June 22, 2022 and updated in March 2023. The measures were developed specifically to track the effectiveness of public outreach efforts associated with Volusia-Flagler 2050. An evaluation of actual performance (e.g. event attendance, survey responses, etc.) in comparison to each identified target in the PIP is included in **Appendix H**. This chapter provides an overview of the public outreach activities conducted during the planning process.

The TPO offered a variety of public involvement opportunities throughout development of the plan for members of the community, local and agency representatives, and other stakeholders to provide their perspective, input, and feedback. A significant part of outreach to the community was achieved through in-person local events, TPO Committee and Board meeting presentations and discussions, and virtual LRTP workshops. See **Table 4-1** for a timeline of key public involvement activities, including TPO Committee and Board Meetings.

Some key themes reflected in the public's input include funding availability, the importance of bicycle and pedestrian safety, the relationship between transportation and land use, and the need to provide the community with a variety of transportation options. The input received through the TPO's public outreach efforts helped guide the development of Volusia-Flagler 2050 and validate the list of projects that were ultimately adopted in the Cost Feasible Plan.

Table 4-1: Key Public Involvement Activities

Date	Activity	Location
February 10, 2025	LRTP Virtual Workshop #1	Virtual
March 10, 2025	LRTP Virtual Workshop #2	Virtual
April – May 2025	Needs Assessment Interactive Public Input Map and Survey	Virtual
April 7, 2025	LRTP Virtual Workshop #3	Virtual
April 9, 2025	Transportation Disadvantaged Local Coordinating Board (TDLCB) Meeting	In Person/Virtual
April 21, 2025	LRTP Public Open House #1	Port Orange
April 28, 2025	LRTP Public Open House #2	Palm Coast
April 29, 2025	LRTP Public Open House #3	DeLand
June 2, 2025	LRTP Virtual Workshop #4	Virtual
July 10, 2025	Cost Feasible Plan Virtual Public Meeting	Virtual
January 2025 – September 2025	8 TPO Board Meeting Presentations	In Person/Virtual
January 2025 – September 2025	7 Bicycle and Pedestrian Advisory Committee (BPAC) Meeting Presentations	In Person/Virtual
January 2025 – September 2025	8 Citizens Advisory Committee (CAC) Meeting Presentations	In Person/Virtual
January 2025 – September 2025	8 Technical Coordinating Committee (TCC) Meeting Presentations	In Person/Virtual
Ongoing Throughout Planning Process	Public Comments	N/A
Other Events Where 2050 LRTP Information Was Shared		
March 20, 2025	Volusia-Flagler Vision Zero Action Plan Workshop	In Person
April 3, 2025	Volusia-Flagler Vision Zero Action Plan Workshop	In Person
April 17, 2025	Volusia-Flagler Vision Zero Action Plan Workshop	In Person
April 26, 2025	Earth Day event at Washington Oaks Gardens State Park	In Person
May 9, 2025	Central Florida Safety Summit	In Person
May 31, 2025	Early Learning Center Partners in Play Event	In Person
June 7, 2025	National Trails Day in DeBary Event	In Person

VOLUSIA-FLAGLER TPO WEBSITE AND SOCIAL MEDIA

The dedicated page for Volusia-Flagler 2050 was launched on the TPO's website at the beginning of the planning process to provide a consistent and frequently-updated resource for information about the development of the LRTP. This page's contents included:

- General information about the 2050 LRTP including the approved goals and an overview of the long-range transportation planning process;
- Project schedule showing key activities and plan development steps;
- Notices of open houses, meetings, workshops, and activities where the public can participate in the development of the 2050 LRTP;
- A platform for the public to provide comments online and by email; and
- Draft documents and information for public review, and final plan documents as they were approved.

The TPO also utilized Facebook (https://www.facebook.com/RivertoSeaTPO), X (https://x.com/tellthetpo), LinkedIn (https://www.linkedin.com/company/vftpo/), YouTube (https://www.youtube. com/user/volusiatpoFL), and Nextdoor (https://nextdoor.com/agency-detail/fl/daytona-beach/volusia-flagler-transportation-planning-organization-tpo/) to share timely and relevant content related to the development of Volusia-Flagler 2050. In addition, many of the TPO's partner local governments posted information to their respective websites.

A one-page flyer was created to inform the community about the LRTP and to promote engagement in the planning process.

Where Do Our Transportation Projects Get Started?

Most of them begin in our region's Long Range Transportation Plan.

The Volusia-Flagler Transportation Planning Organization (TPO) is developing our region's next Long Range Transportation Plan (LRTP), *Volusia-Flagler 2050*. The LRTP is a plan that defines the future transportation needs for Volusia and Flagler counties. Once completed and adopted later this year, *Volusia-Flagler 2050* will replace *Connect 2045*, the TPO's current LRTP.

***Volusia-Flagler 2050* is being developed to:**

- **Identify** future needs and improvements for all modes of transportation
- **Guide** the expenditure of transportation funds
- **Ensure** new transportation improvements meet community values
- **Prioritize** transportation projects
- **Promote** safe and efficient transportation services

The LRTP process includes:

Planning and Analysis → **Needs Assessment** → **Project Evaluation and Prioritization** → **Cost Feasible Plan** → **Adopt *Volusia-Flagler 2050*** *September 2025*

What is Our Transportation Vision?

The following goals have been established to guide the development of *Volusia-Flagler 2050*:

Multimodal
Develop and maintain a balanced and efficient multimodal transportation system

Economic Development
Support the economic development and growth of the TPO area and region

Connectivity
Enhance and expand transportation connectivity and choice for all users

Safety
Eliminate crash-related fatalities and serious injuries and improve safety and security throughout the transportation network

Livability
Promote livability through a multimodal transportation system that fosters quality communities and protects natural resources

Involvement
Promote equity, transparency, and opportunities for the public to be involved with their transportation system

How Do I Get Involved?

The development of *Volusia-Flagler 2050* will include a variety of virtual and in-person opportunities to follow the progress of the plan and provide your input.

Visit the TPO website and follow our social media channels for information on upcoming LRTP events and to submit comments.

What is the Volusia-Flagler TPO?

VOLUSIA FLAGLER TPO

The Volusia-Flagler Transportation Planning Organization (formerly the River to Sea TPO) is the agency responsible for planning and programming federal and state transportation funds for Volusia and Flagler counties. Learn more about the TPO at: **www.vftpo.org**

LRTP PROMOTIONAL VIDEOS

The TPO released three brief videos during specific phases of the planning process to inform and engage the public. The videos were posted to the TPO's website and social media channels.

1. ***The first video was released at the beginning of the planning process to provide an overview of Volusia-Flagler 2050 and a call to action for the public to provide their input.***

2. ***The second video announced that the draft Cost Feasible Plan was published for public comment and encouraged participation in the Cost Feasible Plan Virtual Public Meeting.***

3. ***The third video provided a summary of the planning process and LRTP document and accompanied the posting of the adopted plan.***

LRTP VIRTUAL WORKSHOPS

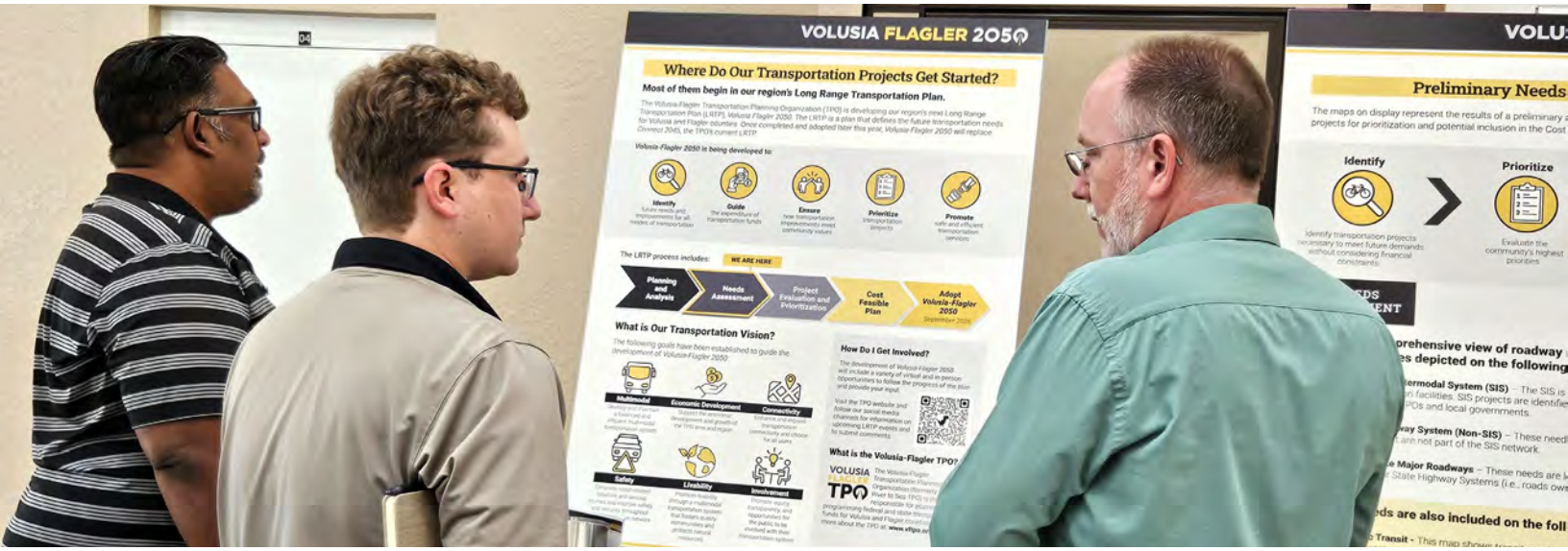
A series of four (4) virtual workshops were held to engage and gather input from stakeholder partners and the public at key decision points during the development of the LRTP. These workshops were held between February and June 2025 and covered a variety of topics, including an update on the progress of the planning process during each workshop. The presentations and associated materials for each of the LRTP Virtual Workshops were posted to the TPO website.

- **LRTP Virtual Workshop #1**
  Overview of LRTP process, Goals and Objectives, Revenue Forecast and Introduction to the Needs Assessment
- **LRTP Virtual Workshop #2**
  Population and Employment Forecasts, Preliminary Needs Assessment, Project Evaluation Criteria Preview
- **LRTP Virtual Workshop #3**
  Needs Assessment Update, Project Evaluation Criteria, Cost Feasible Plan Preview, Potential System Reliever Corridors
- **LRTP Virtual Workshop #4**
  Public Involvement Review, Freight Coordination Review, Preliminary Draft Cost Feasible Plan

Participants were given the opportunity to provide feedback and answer question prompts and/or interactive polls during the workshops. Feedback provided by workshop participants ranged from input on the Goals and Objectives, confirmation and identification of potential project needs, and guidance that informed the eventual weighting of evaluation criteria categories.

NEEDS ASSESSMENT PUBLIC OPEN HOUSES

Three (3) Needs Assessment Public Open Houses were held between April 21 and April 29, 2025 in Port Orange, Palm Coast, and DeLand to cover geographically dispersed locations. Display boards were located throughout the meeting spaces and included information on the LRTP process and maps depicting the preliminary Needs Assessment by mode to prompt input from attendees. TPO and consultant staff were also available to answer questions and obtain comments and feedback. In addition to the display boards and provided comment forms, a computer was available at the Open Houses for attendees to review and comment on the Needs Assessment utilizing the interactive public input map and survey discussed in the following section. The comments provided by open house attendees focused on particular roadway projects, traffic signal and operational improvements, new roadway alignments to relieve other facilities, connected bicycle/pedestrian networks, and expanded transit service.



INTERACTIVE PUBLIC INPUT MAP AND SURVEY

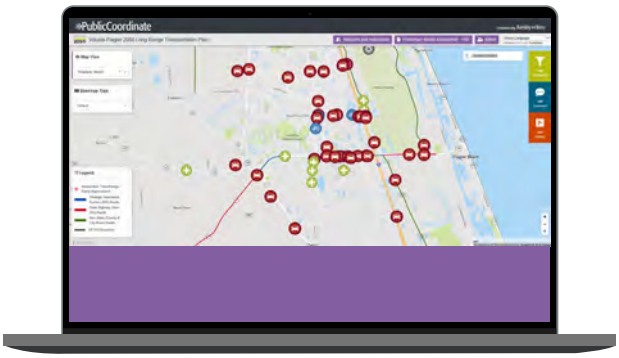
An interactive public input map and connected brief survey were launched during the Needs Assessment phase of the process and in conjunction with the Needs Assessment Public Open Houses. The link to the input map and survey was provided on the TPO's website and shared via the TPO's social media channels.

The public input map depicted the Preliminary Needs Assessment, including roadway needs (Strategic Intermodal System, State Highway System (Non-SIS), and Non-State Major Roadways), public transit needs as identified in existing transit development plans, and regional trail needs identified in existing state plans. Respondents were able to provide comments on the map and had the ability to choose categories for each of their comments:

- **Bicycle** - Where are new or improved bicycle facilities needed?
- **Congestion/Delay** - Where are there issues with traffic, signals, or the condition of the roadway?
- **Pedestrian** - Where are new or improved pedestrian facilities needed?
- **Public Transit** - What improvements can be made to public transit service?
- **Safety** - What safety issues do you experience in the area?
- **Other** - What other comments, ideas, or concerns do you have?

The public input map received over 150 comments reflecting common themes such as:

- Congestion concerns, recommended widening, and ideas for updated alignments
- Suggestions for operational improvements
- Safety concerns including dangerous intersections
- Desire for improved connectivity between trails and other bicycle/pedestrian facilities



The brief survey was embedded with the interactive map application, providing respondents with the opportunity to rank the goals of the LRTP in order of priority, identify primary transportation challenges in the planning area, rate preferred transportation improvement types, and contribute any additional comments or suggestions.

The survey had more than 30 responses with highlights including:

- Safety was the top priority LRTP goal based on average rankings by respondents and safety-focused improvements had the highest average priority rating amongst various improvement types
- Congestion and traffic safety were identified as the primary transportation challenges in the region
- Open comments reflected themes including the desire for expanded public transportation service, concerns about traffic congestion and safety, completion of trail/sidewalk gaps, improved walkability, and varying views on the pursuit of roadway expansion versus the prioritization of other modes

The location-based comments and feedback provided through both the interactive map and survey were a helpful tool in the development of the Needs Assessment and throughout the planning process. The complete list of comments from the interactive map and the survey results are included in **Appendix H**.

COST FEASIBLE PLAN VIRTUAL PUBLIC MEETING

A virtual public meeting was held on July 10, 2025 during the public review and comment period for the draft Cost Feasible Plan. Participants in the meeting were given the opportunity to review and comment on projects included in the draft Cost Feasible Plan. A recording of the meeting was made available for on-demand viewing on the TPO website to maximize the opportunity for feedback and participation by the public. Comments and questions submitted during the meeting focused on topics including how the performance of the transportation system is measured, input from municipal planning staff and the development community, and the interaction between the LRTP process and the TPO's Vision Zero Action Plan.

The interactive public input map utilized during the Needs Assessment was relaunched during this time to depict the Draft Cost Feasible Plan and to provide another opportunity for the community to provide feedback at their convenience.

TRANSPORTATION DISADVANTAGED LOCAL COORDINATING BOARD MEETING

An LRTP presentation and subsequent discussion was conducted at the April 9, 2025 Transportation Disadvantaged Local Coordinating Board (TDLCB) meeting. The presentation provided a summary of the LRTP process, including the LRTP's goals, public involvement plan strategies, and preliminary Needs Assessment maps. There was also discussion of the criteria to be evaluated (e.g. economically constrained and zero-vehicle households) when considering potential impacts of projects on transportation disadvantaged populations throughout the Volusia-Flagler TPO planning area. This type of input is important to help guide and prioritize needs and future projects in the LRTP, with the goal of minimizing negative impacts of transportation improvement projects to these identified areas.

ENVIRONMENTAL MITIGATION CONSULTATION

Environmental mitigation includes activities that have the potential to restore and maintain environmental functions impacted by projects. In order to understand the environmental mitigation opportunities and issues within the metropolitan planning area, the TPO conducted direct outreach to appropriate federal, state, and local land management, resource, environmental, and historic preservation agencies including:

- US Fish and Wildlife Service (US Department of the Interior) including the Lake Woodruff National Wildlife Refuge and Merritt Island National Wildlife Refuge
- National Park Service (US Department of the Interior) including Canaveral National Seashore
- Florida Department of Environmental Protection
- St. Johns River Water Management District
- Florida Fish and Wildlife Conservation Commission
- Florida Forest Service (Florida Department of Agriculture and Consumer Services)
- Volusia County
- Flagler County

While consultation with Tribal governments is also prescribed, there are no designated Tribal lands within the boundaries of the TPO planning area. In addition to the above outreach, analysis of applicable agency- provided data sources and conservation plans was conducted to broaden the scope of consultation. More detail regarding this process is provided under the Environmental Mitigation section in **Chapter 5** and in **Appendix J**.

ECONOMIC DEVELOPMENT AND FREIGHT COORDINATION

The Volusia-Flagler TPO is focused on supporting a safe and efficient freight network to advance the economic development and growth of the region. This includes supporting existing planning activities and future freight-dependent commercial interests. As part of the planning process and to identify the potential freight transportation needs, the TPO engaged the economic development and freight community, including extended coordination with FDOT as a key agency planning for regional and statewide freight transportation.

The TPO conducted direct outreach to Flagler County Economic Development and Team Volusia Economic Development Corporation representatives to discuss the goals of the LRTP, obtain feedback related to corridors experiencing high truck volumes or congestion, and to identify areas anticipated to experience significant growth in population and industrial/commercial activity. Additional discussion topics during these meetings addressed the effects of housing market dynamics and workforce commuting patterns on the region's transportation network. For additional information regarding freight, please see the Freight Mobility and Trade Plan section in **Chapter 2** (pages 2-2) and **Chapter 6** (page 6-2).

MEDIA AND STAKEHOLDER OUTREACH

During the LRTP planning process, local media was contacted to promote public participation opportunities. TPO staff also engaged various stakeholder groups by providing information related to the development of Volusia-Flagler 2050 at other related events.

The TPO shared and promoted Volusia-Flagler 2050 updates and events via its monthly email newsletter and through posts to its Facebook, X, Next Door, and LinkedIn accounts. Posts were shared and reposted by members of the public, partner jurisdictions, and community organizations. A number of these agencies and organizations shared Volusia-Flagler 2050 information on their respective websites. Volusia-Flagler 2050 was also covered in various municipal newsletters.

See **Appendix H** for a more detailed summary of media coverage, social media interactions, and promotion of Volusia-Flagler 2050 events.

TPO BOARD AND COMMITTEE COORDINATION

The development of Volusia-Flagler 2050 included significant review as part of the regular meetings of the Volusia-Flagler TPO Board and standing committees. These groups include citizen representatives, elected officials, local government staff and special interest advocates representing all portions of the TPO's planning area. Advance public notice was provided for each board/committee meeting in accordance with Florida Statutes and the adopted bylaws of the TPO.

In addition to the Volusia-Flagler TPO Board, input and guidance on the development of the plan was provided by the following:

- Technical Coordinating Committee (TCC)
- Citizens Advisory Committee (CAC)
- Bicycle and Pedestrian Advisory Committee (BPAC)
- Transportation Disadvantaged Local Coordinating Board (TDLCB)

It is important to note that advisory input on the public involvement approach was provided throughout the process by representatives on the BPAC, CAC, and TCC. This input helped to provide the perspectives of non-transportation professionals regarding when and how long the public comment periods would occur for the various planning products and to ensure the information was being interpreted as intended.

AMERICANS WITH DISABILITIES ACT

Under the Americans with Disabilities Act of 1990, TPO programs and services may not exclude from participation in, deny the benefits of, or subject to discrimination anyone on the basis of a disability. Moreover, the TPO has the responsibility of providing reasonable accommodation to those with disabilities who require special services to access information or participate in TPO activities. The Volusia-Flagler TPO continues to take affirmative steps to ensure that the needs of the disabled community are equitably represented in the transportation planning process. The ADA requirements for all government agencies are identified below along with the actions that Volusia-Flagler TPO takes to ensure compliance:

- **ASSURANCES:** TPOs must complete a nondiscrimination assurance agreement stating that programs and activities will be conducted in compliance with ADA requirements. The Volusia-Flagler TPO has executed the FDOT Nondiscrimination Agreement, which specifically includes disabilities, documenting the TPO's commitment to nondiscrimination and equitable service to the community. This Assurance is included in the FY 2024/25 to FY 2025/26 Unified Planning Work Program (UPWP) Appendices (https://www.vftpo.org/planning-studies/unified-planning-work-program/). Additionally, the TPO and FDOT participate in an annual Joint Certification that consists of a review and evaluation of the TPO planning process and collectively certify that this planning process is conducted within the requirements of the American with Disabilities Act and other nondiscrimination directives.
- **NONDISCRIMINATION POLICIES AND COMPLAINT PROCEDURES:** TPOs must develop a nondiscrimination policy and complaint procedure for persons with disabilities. The Volusia-Flagler TPO has a comprehensive procedure and complaint policy that includes those with disabilities, and has named a Title VI/Nondiscrimination Coordinator who has direct access to the TPO Executive Director. This policy and procedure is outlined in the TPO's Title VI Plan, updated March 2023. (https://www. vftpo.org/public-involvement/public-participation-documents/).
- **NOTICE:** TPO documents for public distribution must contain a notification that the TPO does not discriminate in its programs and services. The Volusia-Flagler TPO has developed and includes a nondiscrimination statement on all public notices. Additionally, upon request, the Volusia-Flagler TPO provides reasonable accommodation for access to programs and services for those with disabilities.
- **EVALUATION OF SERVICES:** TPOs should develop program access plans to ensure that facilities and services are accessible to those with disabilities. The Volusia-Flagler TPO makes every effort to ensure that its facilities, programs, services and activities are accessible to those with disabilities, as well as ensuring that its advisory committees and public involvement activities include representation of the disabled community and disability service groups.

In addition to meeting the requirements outlined above, the Volusia-Flagler TPO also coordinates with local stakeholders on projects and programs to improve accessibility, participates in community events that raise awareness for the disabled community, and conducts studies to improve safety and accessibility for all users of the transportation system. These activities are summarized below:

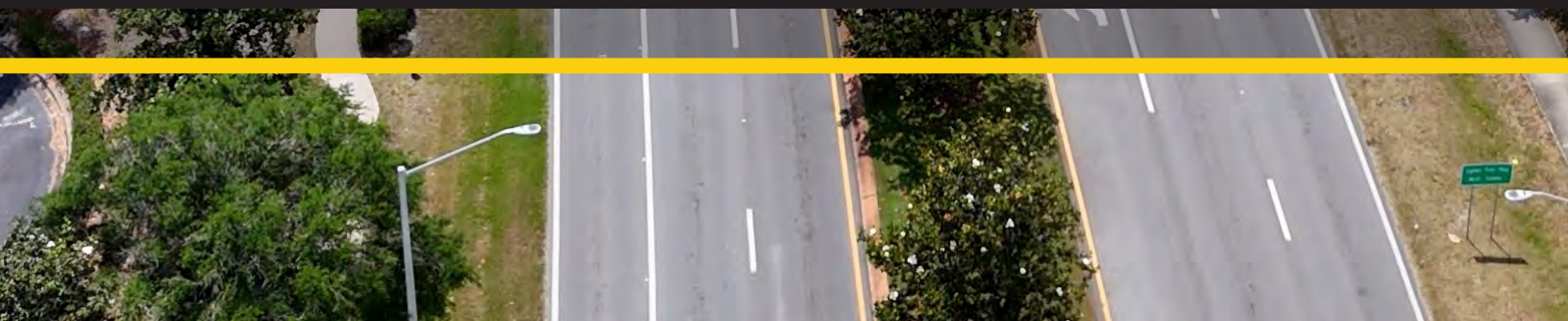
- **Coordination with FDOT –** The Volusia-Flagler TPO coordinates with FDOT when they are undertaking a project on a state roadway to make any ADA improvements possible within the right-of-way to include closing sidewalk or trail gaps, upgrading curb ramps, installing high visibility crosswalks, and upgrading bus stops.
- **Transportation Disadvantaged Service Plan (TDSP) –** The TDSP is used by the Community Transportation Coordinator (CTC) and the Local Coordinating Board (LCB) to maintain and/or improve transportation services for the transportation disadvantaged (TD) and to serve as a framework for performance evaluation. (https://www.r2ctpo.org/planning-studies/transit-studies/)
- **Allocation of Funding –** Through set-aside allocations, the TPO supports and programs funding for local government projects that are vital in creating a fully accessible sidewalk system, such as closing sidewalk gaps, installing accessible pedestrian signals, and safety enhancements.
- **Participation in Community Events –** The Volusia-Flagler TPO regularly participates in community events that raise awareness for populations that are transportation disadvantaged, such as White Cane Awareness and Pedestrian Safety Day, the Partners in Play Health Fair, and the Transportation Disadvantaged Legislation Awareness Day in Tallahassee.
- **Operation Best Foot Forward –** The TPO partnered with Bike/Walk Central Florida to implement the Operation Best Foot Forward program in Flagler County. The program, implemented in Volusia County in FY 23/24, was expanded to include Flagler County in FY 24/25. This is a high-visibility enforcement program that reminds drivers about Florida's driver yield law and combines enforcement, education and engineering. The more drivers yield to pedestrians, the safer they are when crossing the street. The Volusia-Flagler TPO will be funding the program in FY 25/26 for both Volusia and Flagler Counties.
- **Designated Official Planning Agency (DOPA) –** The Volusia-Flagler TPO serves as the DOPA in Volusia County and manages its Transportation Disadvantaged Local Coordinating Board by providing staff support and resources.

SUMMARY

The input provided by the public, stakeholders, and TPO Committees/Board throughout the planning process was instrumental in guiding the development of Volusia-Flagler 2050. The feedback received through each phase of the process and various outreach activities was thoroughly considered and impacted the development of the adopted Cost Feasible Plan and other critical elements of the LRTP.

The comprehensive Public Involvement Activities Summary in **Appendix H** provides additional background on the range of activities that were conducted to ensure that Volusia-Flagler 2050 public involvement activities were consistent with federal and state requirements.

NEEDS ASSESSMENT 5



Chapter 5 - Needs Assessment

After goals and objectives are established for a long range transportation plan, the process turns to identifying the inventory of potential needs and translating policy into an approach to inform prioritization. This chapter highlights the processes and strategies used to inform and support the development of the transportation plan, including the travel demand model, identification of needs, and prioritization process for potential projects.

TRAVEL DEMAND MODELING

To estimate transportation needs in the year 2050, a travel demand forecasting model that considers a variety of factors such as future population and employment data was used. The travel demand model converts population and employment data into trips which are subsequently assigned to a roadway network. The model reveals areas that may become congested as a result of increased travel demand. This information is used when identifying a variety of options (e.g. expanding the roadway, implementing technology improvements, widening a parallel roadway) to address forecasted congestion. With FDOT's update to the Central Florida Regional Planning Model (CFRPM) under development at the time of this analysis, *Volusia-Flagler 2050* utilized the existing version, CFRPM v7. Additional information on CFRPM v7 can be found in **Appendix O**.

The identification of potential roadway needs utilizing the travel demand model was intended to complement the overall needs assessment process and considered the expansion of TPO planning area boundary since the 2045 LRTP. The population and employment forecasts discussed in Chapter 3 were utilized to update the CFRPM v7's existing 2045 Transportation Analysis Zone (TAZ) data to approximate increased travel demand on the transportation network in 2050. Based on the results of this model run, additional potential projects were identified for inclusion in the 2050 Needs Assessment described in the following sections.

NEEDS ASSESSMENT

The Needs Assessment considered multimodal transportation options that could help meet the region's travel needs. The identified preliminary needs were reviewed by the TPO committees and Board, and presented to the public for review and comment at three Needs Assessment Open Houses and an LRTP Virtual Workshop. The needs consisted of roadway, transit, and bicycle-pedestrian projects, each of which are summarized in the following sections.

Roadway Needs

A comprehensive assessment process was undertaken to identify potential roadway improvements needed to satisfy the future demand for travel. Roadway projects were identified and categorized relative to type and likely funding. Collectively, these roadway projects were included as identified needs for one or more of the following reasons:

- Identified in an existing cost feasible plan such as the ***Connect 2045*** Long Range Transportation Plan (LRTP) and/or the FDOT Strategic Intermodal System (SIS) Long Range Cost Feasible Plan
- Identified in the Volusia-Flagler TPO 2025 List of Prioritized Projects
- Identified as unfunded local needs
- Identified as potential needs based upon forecasted peak hour traffic demand from the Central Florida Regional Planning Model v7 which is based upon socioeconomic and other data

These identified needs are depicted in **Tables 5-1** through **5-3** and the corresponding maps in **Figures 5-1** through **5-3**.

Taken together, the three separate categories delineated in the maps provide a comprehensive view of roadway needs: Strategic Intermodal System (SIS), State Highway System (SHS, Non-SIS), and Other Roads (Non-SIS, Non-SHS), which are described below. **Chapter 6** provides details on the revenue sources available to fund the roadway projects within each respective category.

STRATEGIC INTERMODAL SYSTEM (SIS)

The SIS is Florida's high priority network of transportation facilities important to the state's economy and mobility. The SIS was established in 2003 to focus the state's limited transportation resources on the facilities most critical for interregional, interstate, and international travel. The SIS includes the state's largest and most significant commercial service and general aviation airports, spaceports, public seaports, intermodal freight terminals, interregional passenger terminals, urban fixed guideway transit corridors/terminals, rail corridors, waterways, and highways.

All facilities designated on the SIS are eligible for state transportation investments consistent with the SIS Policy Plan. The SIS Policy Plan provides direction for the SIS financial strategy which consists of the: SIS First 5 Year Plan, the SIS Second 5 Year Plan, the SIS Cost Feasible Plan, and the SIS Multimodal Unfunded Needs Plan. SIS priorities are identified at the state level by FDOT with input from MPOs and local governments.

The SIS projects identified during the Volusia-Flagler 2050 Needs Assessment are from FDOT's First and Second Five-Year SIS Plans and SIS Long Range Cost Feasible Plan, the *Connect 2045* LRTP Cost Feasible Plan, or are related to SIS projects. In Volusia-Flagler 2050, these projects are included within a separate SIS cost feasible project list. While the LRTP development process may lead to suggested revisions to some of these projects, changes to the SIS plans are determined outside of this process.

STATE HIGHWAY SYSTEM (SHS, NON-SIS)

The State Highway (Non-SIS) needs are located on major non-SIS corridors that are on the State Highway System. These corridors are critical components of the roadway network, facilitating the movement of people and goods throughout and beyond the planning area. In addition, they serve as the connection to and between local roads, SIS highways, and SIS facilities (airports, seaports, passenger terminals, intermodal stations). This category includes roadways such as Clyde Morris Boulevard (SR 483), SR 44, and US 92.

OTHER ROADS (NON-SIS, NON-SHS)

This category consists of roadways that are not on the SIS or State Highways System (i.e., roads owned by counties and municipalities). Example roadways include Williamson Boulevard, Old Kings Road, and Tomoka Farms Road.

Table 5-1: Strategic Intermodal System (SIS) Needs

Map ID	Facility	From	To	Description	Project Source	Notes
1	I-4	SR 472	SR 44	Widen to 8 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
2	I-4	Seminole County Line	SR 472	Widen to 10 Lanes	FDOT SIS 1st & 2nd Five-Year, FDOT SIS Long Range, VFTPO TIP – Cost Feasible	PE - 2028 - 2029
3	I-4	SR 44	E of I-95	Widen to 8 Lanes	VFTPO TIP (FY2024/25 - 2028/29)	Unfunded
4	I-4 / Dirksen Drive	At Dirksen Drive	-	Intersection / Interchange / Ramp Improvement	VFTPO LOPP (2024)	I-4 Beyond the Ultimate
5	I-4 / Saxon	At Saxon Boulevard	-	Intersection / Interchange / Ramp Improvement	VFTPO LOPP (2024)	I-4 Beyond the Ultimate
6	I-4 / US 92	At US 92	-	Intersection / Interchange / Ramp Improvement	*Connect 2045* – Cost Feasible	Developer Funded
7	I-4 Truck Parking	Eastbound & Westbound	-	Truck Parking	VFTPO TIP (FY2024/25 - 2028/29)	Eastbound ROW & CST – 2027 - 2029 Westbound ROW - 2028 - 2029
8	I-95	Palm Coast Parkway	Flagler / St. Johns County Line	Widen to 8 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
9	I-95	US 1	Old Dixie Highway (SR 100)	Widen to 8 Lanes	*Connect 2045* – Cost Feasible	Unfunded
10	I-95	SR 421	US 1	Widen to 8 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040

Map ID	Facility	From	To	Description	Project Source	Notes
11	I-95 / LPGA Boulevard	At LPGA Boulevard	-	Intersection / Interchange /Ramp Improvement	VFTPO TIP (FY2024/25 - 2028/29)	ROW - 2027 - 2029
12	I-95 / Maytown Road	At Maytown Road	-	Intersection / Interchange / Ramp Improvement	VFTPO TIP (FY2024/25 - 2028/29)	Developer Funded
13	I-95 / Pioneer Trail	At Pioneer Trail	-	Intersection / Interchange / Ramp Improvement	VFTPO TIP (FY2024/25 - 2028/29)	ROW - 2025 - 2029
14	I-95 / SR 40	At SR 40	-	Intersection / Interchange / Ramp Improvement	VFTPO LOPP (2024)	PD&E - 2025 - 2029
15	I-95 / SR 44	At SR 44	-	Intersection / Interchange / Ramp Improvement	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
16	I-95 / SR 421	At SR 421	-	Intersection / Interchange / Ramp Improvement	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
17	I-95 / SR 442	At SR 442	-	Intersection / Interchange / Ramp Improvement	*Connect 2045* – Unfunded Need	Unfunded
18	LPGA Boulevard	Tymber Creek Road	Williamson Boulevard	Widen to 6 Lanes	FDOT SIS 1st & 2nd Five-Year – Cost Feasible	ROW - 2027 - 2029
19	LPGA Boulevard	US 92 (SR 600)	Tymber Creek Road	Widen to 4 Lanes	FDOT SIS 1st & 2nd Five-Year – Cost Feasible	ROW - 2027 - 2029
20	Rhode Island Extension	Veterans Memorial Parkway	Normandy Boulevard	New 2 Lane Road	*Connect 2045* – Cost Feasible	I-4 Beyond the Ultimate
21	Saxon Boulevard	I-4	Normandy Boulevard	Widen to 6 Lanes	*Connect 2045* – Cost Feasible	I-4 Beyond the Ultimate
22	SR 100	Old Kings Road	Belle Terre Parkway	Widen to 6 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E & PE - 2035 - 2040 ROW - 2046 - 2050

Map ID	Facility	From	To	Description	Project Source	Notes
23	SR 100	US 1 / SR 5 / SR 100	Commerce Parkway	Widen to 4 Lanes	FDOT SIS 2045 Multi-Modal Needs Plan	Unfunded
24	SR 15 (US 17)	CR 305 / Lake George Road	Putnam County Line	Widen to 4 Lanes	FDOT SIS 2045 Multi-Modal Needs Plan	Unfunded
25	SR 15 (US 17)	Washington Avenue	CR 305 / Lake George Road	Widen to 4 Lanes	FDOT SIS 2045 Multi-Modal Needs Plan	Unfunded
26	SR 15A	US 17	US 17/92	Widen to 6 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
27	SR 40	Williamson Boulevard	Breakaway Trail	Widen to 6 Lanes	FDOT SIS 1st & 2nd Five-Year, FDOT SIS Long Range, *Connect 2045* – Cost Feasible	ROW - 2025-2029
28	SR 40	SR 11	Cone Road	Widen to 4 Lanes	*Connect 2045* – Cost Feasible	ROW - 2025 - 2026
29	SR 40	SR 15 (US 17)	SR 11	Widen to 4 Lanes	FDOT SIS 1st & 2nd Five-Year, FDOT SIS Long Range, *Connect 2045* – Cost Feasible	ROW - 2025 - 2026
30	SR 40	SR 19	SR 15 (US 17)	Widen to 4 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040
31	SR 472	Graves Avenue	Kentucky / MLK Boulevard	Widen to 6 Lanes	*Connect 2045* – Cost Feasible	I-4 Beyond the Ultimate
32	US 17	Lake Winona Road	SR 40	Widen to 4 Lanes	FDOT SIS Long Range, VFTPO TIP – Cost Feasible	CST - 2046 - 2050
33	US 17/92	I-4	Enterprise Road	Widen to 6 Lanes	FDOT SIS Long Range – Cost Feasible	PD&E - 2035 - 2040

Note: These projects are not listed in priority order.

Figure 5-1: Strategic Intermodal System (SIS) Needs

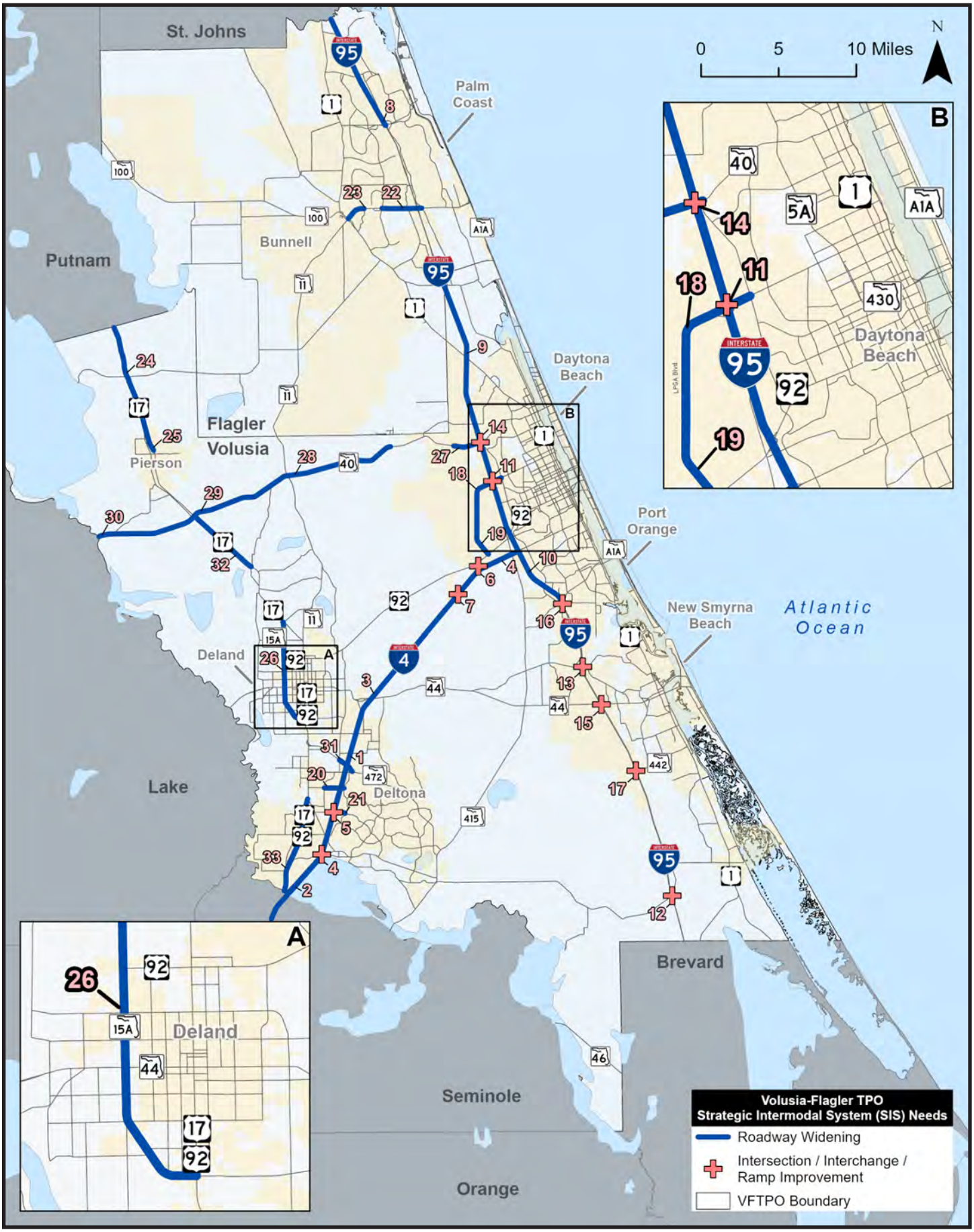


Table 5-2: State Highway System (Non-SIS) Needs

Map ID	Facility	From	To	Description	Project Source
34	SR 11	N. Woodland Boulevard	Flagler County Line	Widen to 4 Lanes	*Connect 2045* – Unfunded Need
35	SR 11	Flagler County Line	US 1	Widen to 4 Lanes	2050 Capacity Need*
36	SR 415 (Tomoka Farms Road)	Acorn Lake Road	Lake Ashby Road	Widen to 6 Lanes	*Connect 2045* – Unfunded Need
37	SR 415 (Tomoka Farms Road)	Lake Ashby Road	SR 44	Widen to 6 Lanes	*Connect 2045* – Unfunded Need
38	SR 44	Grand Avenue	SR 15A	Widen to 4 Lanes	*Connect 2045* – Unfunded Need
39	SR 44	Lake County Line	Grand Avenue	Widen to 4 Lanes	*Connect 2045* – Unfunded Need
40	SR 44	I-4	Prevatt Avenue	Widen to 6 Lanes	*Connect 2045* – Unfunded Need
41	SR 44	SR 415 (Tomoka Farms Road)	Glencoe Road	Widen to 6 Lanes	*Connect 2045* – Unfunded Need
42	SR 100	Old Kings Road	John Anderson Highway	Widen to 6 Lanes	2050 Capacity Need*
43	SR 483 (Clyde Morris Boulevard)	SR 400	US 92	Urban Corridor Improvements	*Connect 2045* - Cost Feasible
44	US 1	Nova Road	I-95	Widen to 6 Lanes	*Connect 2045* – Unfunded Need
45	US 17/92	Enterprise Road	SR 472	ITS / Operations	*Connect 2045* – Unfunded Need
46	US 17/92	SR 472	SR 15A	ITS / Operations	*Connect 2045* – Unfunded Need
47	US 92	I-4 EB Ramps	CR 415 (Tomoka Farms Road)	Widen to 6 Lanes	*Connect 2045* – Cost Feasible

** Needs identified based on revised CFRPM v7 2045 network model run with projected 2050 socioeconomic (SE) data*
Note: These projects are not listed in priority order.

Figure 5-2: State Highway System (SHS, Non-SIS) Needs

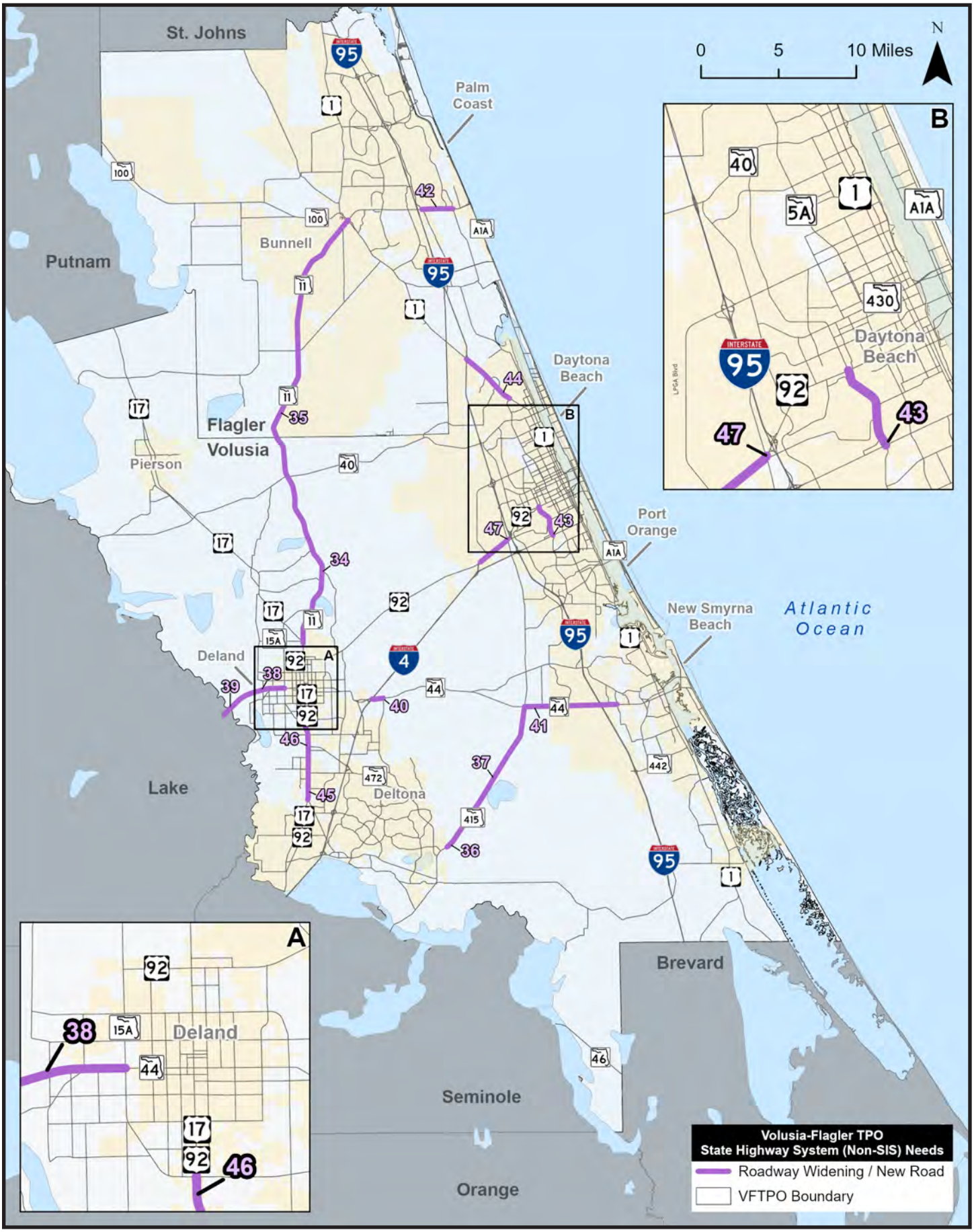


Table 5-3: Other Roads (Non-SIS, Non-SHS) Needs

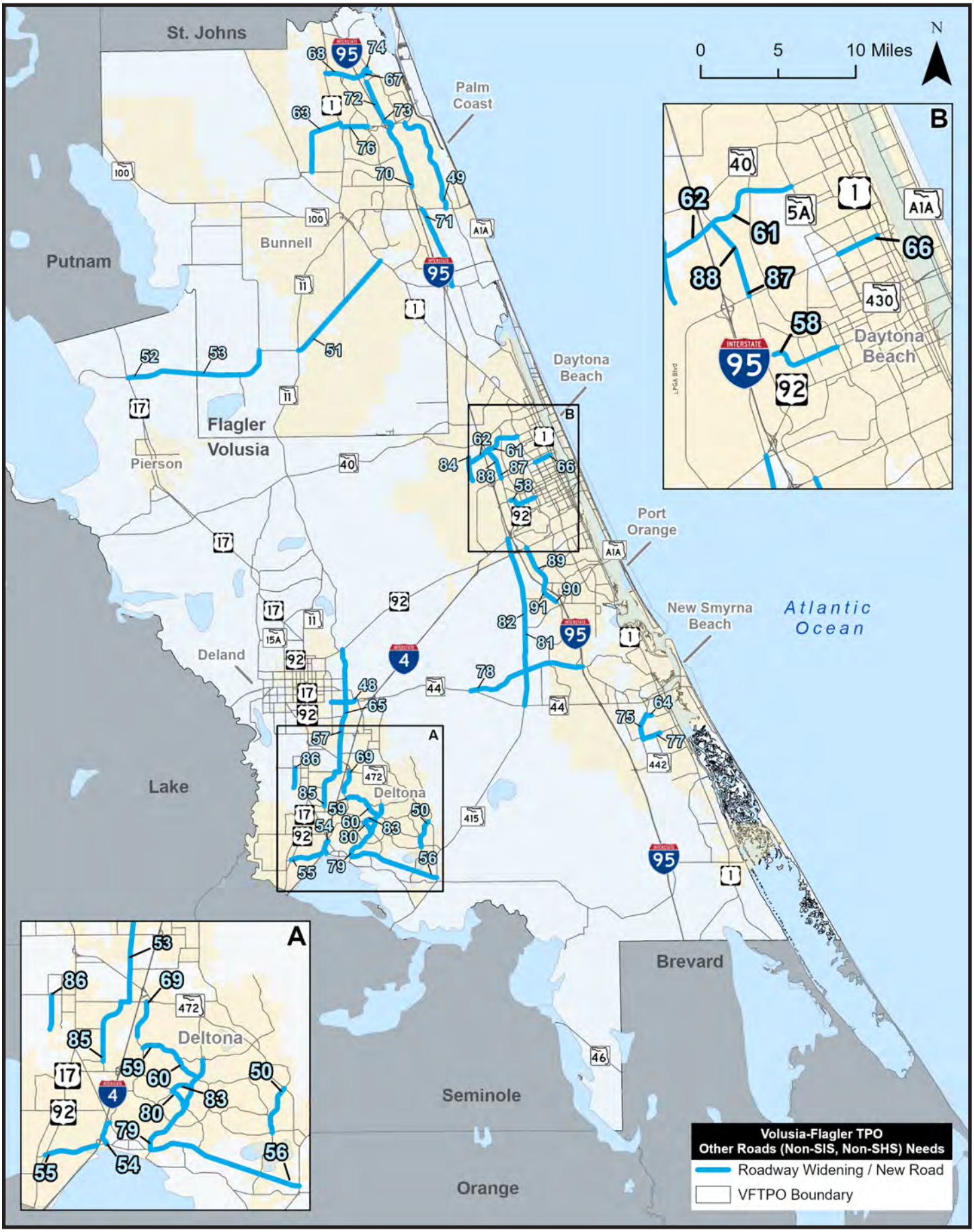
Map ID	Facility	From	To	Project Source
48	Beresford Avenue	Blue Lake Avenue	SR 44	*Connect 2045* - Local Project (Volusia County)
49	Colbert Lane	SR 100	Palm Coast Parkway	Local Project (Flagler County)
50	Courtland Boulevard	Fort Smith Boulevard	Howland Boulevard	*Connect 2045* – Unfunded Need
51	CR 304	SR 11	US 1	2050 Capacity Need*
52	CR 305 (Bunnell Road)	US 17	Flagler County Line	2050 Capacity Need*
53	CR 305 (Bunnell Road)	Flagler County Line	CR 304	2050 Capacity Need*
54	Deltona Boulevard	Doyle Road	Enterprise Road	*Connect 2045* – Unfunded Need
55	Dirksen Drive	US 17/92	I-4	Locally Identified Need**
56	Doyle Road (Dirksen Drive / DeBary Avenue)	Providence Boulevard	SR 415	*Connect 2045* - Local Project (Volusia County)
57	Dr. MLK Jr.	Orange Camp Road	Taylor Road	*Connect 2045* - Local Project (Volusia County)
58	Dunn Avenue	Williamson Boulevard	Clyde Morris Boulevard	*Connect 2045* - Local Project (Volusia County)
59	Elkcam Boulevard	Normandy Boulevard	Fort Smith Boulevard	*Connect 2045* – Unfunded Need
60	Fort Smith Boulevard	Elkcam Boulevard	Providence Boulevard	*Connect 2045* – Unfunded Need
61	Hand Avenue	Williamson Boulevard	Nova Road	*Connect 2045* – Unfunded Need
62	Hand Avenue Extension	Tymber Creek Road Extension	Williamson Boulevard	*Connect 2045* – Unfunded Need
63	Hargrove Road	Otis Stone Hunter Road	US 1	Local Project (Flagler County)

Map ID	Facility	From	To	Project Source
64	Josephine Street	Old Mission Road	Tatum Street	*Connect 2045* - Local Project (Volusia County)
65	Kepler Road	Taylor Road	US 92	*Connect 2045* - Local Project (Volusia County)
66	LPGA Boulevard	Nova Road	US 1	*Connect 2045* - Cost Feasible
67	Matanzas Woods Parkway	I-95	Old Kings Road	*Connect 2045* – Unfunded Need
68	Matanzas Woods Parkway	US 1	I-95	*Connect 2045* – Unfunded Need
69	Normandy Boulevard	Firwood Drive	Howland Boulevard	*Connect 2045* – Unfunded Need
70	Old Kings Road	Town Center Boulevard	Palm Harbor Village Way	*Connect 2045* – Unfunded Need
71	Old Kings Road	Old Dixie Highway	SR 100	*Connect 2045* - Cost Feasible
72	Old Kings Road	Farnum Lane	Forest Grove Drive	*Connect 2045* - Cost Feasible
73	Old Kings Road	Palm Harbor Village Way	Farnum Lane	*Connect 2045* - Cost Feasible
74	Old Kings Road - Extension of Roadway (Phase II)	Matanzas Woods Parkway	Old Kings Road	*Connect 2045* - Cost Feasible
75	Old Mission Road	Park Avenue	Josephine Road	*Connect 2045* – Unfunded Need
76	Palm Coast Parkway	SR 5 (US 1)	Belle Terre Parkway	*Connect 2045* – Unfunded Need
77	Park Avenue	Old Mission Road	Massey Ranch Road	*Connect 2045* - Local Project (Volusia County)

Map ID	Facility	From	To	Project Source
78	Pioneer Trail	SR 44	I-95	*Connect 2045* - Local Project (Volusia County)
79	Providence Boulevard	DeBary / Doyle Road	Elkcam Road	*Connect 2045* – Unfunded Need
80	Saxon Boulevard	Tivoli Drive	Providence Boulevard	*Connect 2045* – Unfunded Need
81	Tomoka Farms Road	SR 44	Taylor Road	*Connect 2045* - Cost Feasible
82	Tomoka Farms Road	Taylor Road	US 92	Locally Identified Need**
83	Tivoli Drive	Saxon Boulevard	Providence Boulevard	*Connect 2045* – Unfunded Need
84	Tymber Creek Road	LPGA Boulevard	South of SR 40	*Connect 2045* - Local Project (Volusia County)
85	Veterans Memorial Parkway	Harley Strickland Boulevard	Orange Camp Road	*Connect 2045* - Local Project (Volusia County)
86	Westside Parkway	Rhode Island Avenue	French Avenue	*Connect 2045* - Local Project (Volusia County)
87	Williamson Boulevard	LPGA Boulevard	Strickland Range Road	*Connect 2045* - Local Project (Volusia County)
88	Williamson Boulevard	Strickland Range Road	Hand Avenue	*Connect 2045* - Local Project (Volusia County)
89	Williamson Boulevard	Madeline Avenue	SR 400 / Beville Road	*Connect 2045* - Local Project (Volusia County)
90	Williamson Boulevard	Summer Trees Road	Town West Boulevard	*Connect 2045* - Local Project (Volusia County)
91	Williamson Boulevard	Town West Boulevard	Madeline Avenue	*Connect 2045* - Local Project (Volusia County)

** Needs identified based on revised CFRPM v7 2045 network model run with projected 2050 socioeconomic (SE) data*
*** Needs identified based on input from committees and Board review*
Note: These projects are not listed in priority order.

Figure 5-3: Other Roads (Non-SIS, Non-SHS) Needs



Transit Needs

Transit needs are identified through transit development plans (TDP) which are developed by transit agencies. Similar to the process of a long-range transportation plan, a TDP identifies and prioritizes transit needs in a transit agency's respective service area. TDPs also include revenue estimates that are anticipated to support the transit operations and capital expenses over a ten-year time frame. In Florida, a TDP is required for all transit providers that receive State Public Transit Block Grant funds and a major update of the system's TDP is required every five years. The TPO works collaboratively with transit providers serving the Volusia-Flagler TPO planning area in the development of their respective TDPs. The TPO also supports planning efforts of the transit providers by coordinating the use of federal transit planning funds and dedicating planning staff to support transit agency goals and work efforts. For the purpose of Volusia-Flagler 2050, the needs and opportunities identified in applicable TDPs are incorporated to document multimodal transportation needs.

The Volusia-Flagler TPO planning area is served by three transit providers: 1) Volusia County Transit or Votran; 2) Flagler County Public Transportation (FCPT); and 3) SunRail. An evaluation of transit needs for Volusia-Flagler 2050 consists of service improvements and expansion opportunities identified through the TDPs of Votran and FCPT. The future plans of SunRail, a commuter rail system that connects Volusia County to the Central Florida region via the DeBary and DeLand SunRail stations, were also considered when assessing transit needs for the area. An overview of each transit provider along with a listing of their most immediate service needs is outlined below.

In addition to documenting needs identified by the transit agencies, Volusia-Flagler 2050's project prioritization process and technical scoring criteria also included transit connectivity. Roadway needs projects that include existing transit routes and provide connections to multimodal hubs/stations (e.g. SunRail station, Votran Transfer Plaza, Intermodal Transit Facility) were scored higher. Further discussion regarding the prioritization process and the technical scoring criteria can be found later in this chapter. Input received during the public involvement process emphasized the support for increased connectivity to transit.

A detailed table including existing, committed, and aspirational transit projects with associated costs can be found in **Appendix L**. These projects include enhancements to existing routes, new fixed-routes, circulator services, and expanded on-demand service.

Existing transit routes and proposed service expansion opportunities are depicted in **Figure 5-4**.

VOTRAN

Votran is a service of Volusia County Government established in 1975. The service includes fixed route bus service operating 69 buses on 25 routes throughout the urban and rural areas of Volusia County. Votran also manages a fleet of 15 VoRide demand response vehicles and 56 paratransit demand response vehicles that support the needs of people with a variety of transportation disadvantages.

In recent years, the Volusia-Flagler TPO has supported Votran planning efforts by completing a Paratransit Service Analysis and contributing federal funds to Mobility on Demand (MOD) Design and Deployment and an Intermodal Transfer Facility (ITF) Feasibility Study. Planning funds available to the TPO are also used to help fund updates to the TDP. The Volusia-Flagler TPO will participate in and support this update. The following list shows the top mid-term (2025-2031) network needs identified in the existing TDP:

- Daytona Beach Downtown-Beach Connector
- Daytona-Deltona Commuter Express
- Votran-LYNX Commuter Express
- Volusia-Flagler Express
- North DeLand Circulator
- Orange City Connector
- I-95 West & Beach Connector
- Ponce Inlet-Port Orange Connector
- Ormond Beach Circulator

FLAGLER COUNTY PUBLIC TRANSPORTATION

Flagler County Government operates the Flagler County Public Transportation (FCPT) service. This service began in 2004 under contract with the Florida Commission for Transportation Disadvantaged and today operates as a pre-scheduled, demand-response transportation system. Demand for services centers on transportation for employment, education, non-emergency medical transportation, and quality of life trips. Specialized services include general passenger assistance and wheelchair assistance.

The Volusia-Flagler TPO continues to support FCPT in providing improved service. As of the adoption of Volusia-Flagler 2050, the latest TDP was adopted in July 2022 (latest annual progress report adopted February 2025). The TDP identifies the following fixed route service/on-demand service areas:

- Route 1 - Blue Route: City of Bunnell / Moody Boulevard Corridor – Flagler Beach via SR 100
- Route 2 - Red Route: City of Bunnell / Moody Boulevard Corridor – Palm Coast commercial area via Belle Terre Parkway
- On-Demand Service Areas: City of Bunnell / Palm Coast / and Flagler Beach

SUNRAIL

SunRail currently operates at 17 stations, spanning over 61 miles across Central Florida. The 32-mile first phase of SunRail, which opened in 2014, served 12 stations and linked DeBary to Sand Lake Road, south of Orlando. Phase II South, which opened in 2018, added four additional stations, south to Poinciana. Additionally, the original Interlocal Agreement between the partners included a Phase II North expansion which extended service from the City of DeBary to the City of DeLand in 2024.

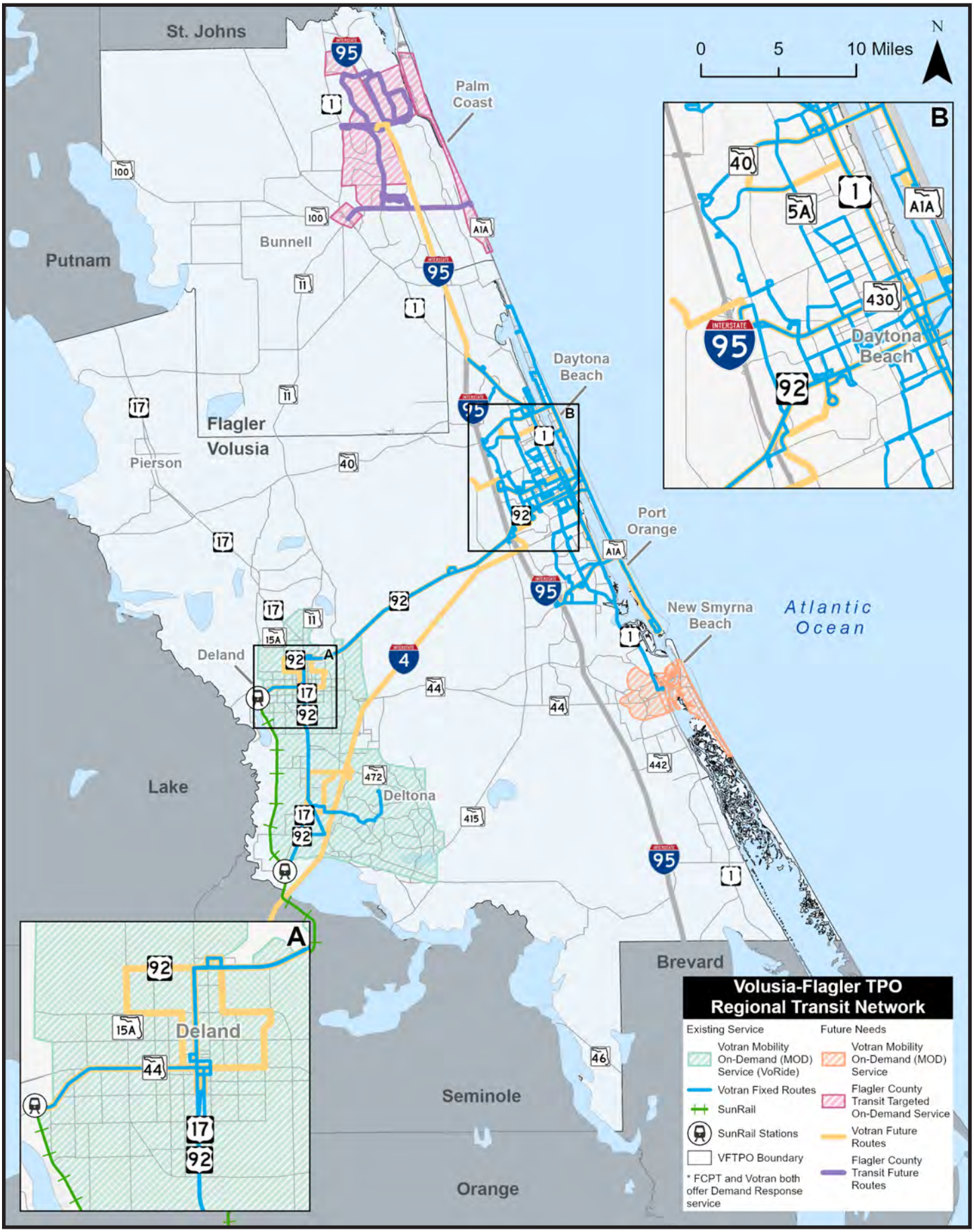
The DeBary SunRail station has nearly 500 parking spaces, a bus loop, and a passenger drop-off area. Two Votran routes currently serve the DeBary Station: Routes 31 and 33. An on-demand service, VoRide, is also available, servicing the West Volusia areas, including service to/from the DeBary SunRail Station.

The DeLand SunRail station has approximately 100 parking spaces, a bus loop, and a passenger drop-off area. One Votran route currently serves the DeLand Station: Route 34. The on-demand VoRide service is also available at the DeLand Station, with service to West Volusia areas.

Local government partners (Orange County, Osceola County, Seminole County, the Volusia County, and the City of Orlando) and the Central Florida Commuter Rail Commission (the "Commission") entered into an agreement with FDOT to transfer operations and management responsibilities of SunRail beginning January 1, 2025.

At the time of the adoption of Volusia-Flagler 2050, operations and management of SunRail are in the process of being shifted from FDOT to the Commission. As this transition progresses, the TPO expects a more comprehensive planning effort to occur, addressing the role of SunRail as part of its long-range planning.

Figure 5-4: Mass Transit Map



Bicycle/Pedestrian Needs

The TPO has consistently supported the development of bicycle, pedestrian, and regional trails throughout the planning area to provide improved connectivity and mobility options. Consideration of the needs of cyclists and pedestrians is critical in the development of a long range plan. The assessment of roadway project needs must also take into account factors such as safety for cyclists/pedestrians, as well as multimodal connections to other modes and regional trail networks.

The TPO's Bicycle and Pedestrian Plan provides the foundation for planning and prioritizing bicycle and pedestrian facilities. Although the identification and advancement of specific bicycle-pedestrian projects takes place outside of the LRTP process, these needs are addressed as a program in Volusia-Flagler 2050. Under Resolution 2024-20, the TPO sets aside annual funding for prioritized Bicycle/Pedestrian, Transportation Alternatives and Regional Trail projects to address defined needs. See Chapter 6 for more information about bicycle and pedestrian priorities. Input from the public is important when planning for future bicycle and pedestrian infrastructure, and the implementation of related programs. Through the public involvement process, many participants supported the need for safe and connected bicycle and pedestrian facilities including regional trails. The TPO's Bicycle/Pedestrian Advisory Committee (BPAC) provided input throughout the development of Volusia-Flagler 2050, including the identification of project needs. The BPAC is responsible for reviewing plans, policies and procedures as they relate to bicycle and pedestrian issues in the TPO planning area.

Similar to transit, the prioritization process and technical scoring criteria for roadway needs projects considered factors such as whether the project added a new bicycle/pedestrian route (e.g. sidewalk, bicycle lane) or added additional Complete Streets elements. Complete Streets are roadways designed to accommodate all users and may include elements such as sidewalks, bicycle lanes/paved shoulders, dedicated bus lanes, pedestrian crossings, and roundabouts.

Figure 5-5 depicts Regional Trail needs which consist of corridors identified as part of the Florida Greenways and Trails System and Shared-Use Nonmotorized (SUN) Trail Network, and are consistent with the TPO's Bicycle and Pedestrian Plan.

Figure 5-5: Regional Trails Map

TECHNICAL CRITERIA SCORING

Applicable roadway projects identified within the Needs Assessment were evaluated based upon criteria to inform the prioritization and selection of projects for inclusion in the Cost Feasible Plan. The project evaluation categories and criteria were guided by the policy direction of the approved Volusia-Flagler 2050 goals (see Chapter 2) and with consideration of Transportation Performance Measures as required under the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL).

The projects were evaluated utilizing prioritization criteria and scoring approach approved by the TPO Board at its April 2025 meeting. **Table 5-4**. Each of the evaluation categories is intended to advance one or more goals of Volusia-Flagler 2050, which were developed to be consistent with the IIJA planning factors (see **Table 2-1**).

Note that these criteria scores were just one of the factors considered when prioritizing and selecting projects for the Cost Feasible Plan. Other considerations influencing selection included whether a project already has existing phases programmed for funding and its current position on the TPO's List of Priority Projects.

The complete results of the technical criteria scoring are provided in **Appendix I**.

Table 5-4: Project Prioritization Matrix

Priority Evaluation Category	Volusia-Flagler 2050 Goals Implemented*	Criteria Description	Criteria Scoring	Criteria Points
Safety	4	High Injury Network (HIN)	Is the roadway located on a High Injury Network (HIN)?	7.5
		Assigned safety score	High	10
			Medium-High	7.5
			Medium	5
			Low	2.5
			None	0
		For SIS Corridors: Fatal or serious injury crashes	Does the roadway have a record of fatal or serious injury crashes in the last 5 years?	7.5
		For SIS Corridors: Fatal or serious injury commercial crashes	Does the roadway have a record of fatal or serious injury commercial crashes?	7.5
Congestion	1, 2, 3, 4	Volume/Capacity (V/C)	V/C > 1.1	15
			V/C 0.9 - 1.1	7.5
			V/C < 0.9	0
Project Status	1	Phases Funded and Priority Status	Funded Through Construction	10
			Funded Through ROW	8
			Funded Through Design	5
Emergency Management	4	Evacuation Route	Roadway is an Emergency Evacuation Route	10
			Roadway is Not an Emergency Evacuation Route	0
Multimodal/ Complete Streets	1, 2, 3, 5, 6	Bicycle, Pedestrian, Transit and Complete Streets	Does project add new bicycle/ pedestrian route or facility?	2.5
			Does project add new/contain existing transit route?	2.5
			Does project provide access to multimodal hubs/stations?	2.5
			Does project add additional Complete Street elements?	2.5

Priority Evaluation Category	Volusia-Flagler 2050 Goals Implemented*	Criteria Description	Criteria Scoring	Criteria Points
Economic and Community Development	1, 2, 3	Access to Activity Centers and Improved Freight Movement	Provides access to a tourism/ activity center?	2.5
			Provides access to an ecotourism location?	2.5
			Designated Freight Corridor?	5
Regional Connectivity	1, 3	Parallel Reliever and Consistent Lanes	New Connection/Upgraded Facility to Provide Parallel Capacity?	5
			Provides Consistent Number of Lanes Along Roadway?	5
Transportation Disadvantaged (avoiding disproportionate adverse effects on disadvantaged populations)	5, 6	Benefits vs. Impacts	Positive Benefit	10
			Neutral	0
			Potential Negative Impacts	-3
Environment	5	Corridor Environmental Impact	No Anticipated Impacts	10
			Limited Impacts	5
			Potential Environmental Impacts	-3
Cost Effectiveness	1, 5, 6	Project Type is Low Relative Cost/High Potential Benefit	Technology-based Solution/ITS/ Operational Improvement	10
Unique Attributes		Has Attributes Not Recognized Through Other Criteria	Project has Unique Attributes	5

** Goal Key: 1 = Multimodal, 2 = Economic Development, 3 = Connectivity, 4 = Safety, 5 = Livability, 6 = Involvement*

SYSTEM RELIEVER EVALUATION

As part of the overall evaluation of needs, the TPO identified roadways that are appropriate for future study because of their potential role as system relievers. The intent was to document facilities that frequently alleviate congestion, including non-recurring, on parallel or connecting routes with high traffic volumes or that operate above capacity. These corridors were identified based on an evaluation of the critical roadway network from Volusia County, an analysis of the existing deficient major roadways within Flagler County, and by factoring in upcoming development projects. Undertaking future planning studies for these corridors is a defined implementation action within this plan (See Chapter 7). The identified system reliever corridors are illustrated in **Figure 5-6** and briefly described below:

Dirksen Drive from US 17/92 to I-4 (Map ID SR-1)

Dirksen Drive connects two major commuter roadways that experience significant traffic. The 3.5-mile stretch of I-4 along Lake Monroe often faces congestion due to heavy commuter traffic and frequent incidents including crashes. US 17/92 runs parallel to I-4 but also experiences high traffic volumes. Dirksen Drive often serves as a vital reliever to provide a crucial connection between these two roads.

Dr. Martin Luther King Jr. Beltway from SR 472 to SR 44 (Map ID SR-2)

Dr. Martin Luther King Jr. Beltway is one of three primary north-south corridors running from Orange City to DeBary. It helps distribute traffic from US 17/92 and I-4, both of which attract significant traffic volumes. With improvements underway on Veterans Memorial Parkway and the realignment of Kentucky Avenue south of SR 472, Dr. MLK Beltway has the potential to carry more traffic efficiently.

Hand Avenue from Williamson Blvd to US 1 (Map ID SR-3)

Hand Avenue serves as a parallel route to Granada Blvd (SR 40), which frequently operates over its capacity during peak hours. Apart from SR 40, LPGA Blvd, located about 3 miles south, is the only other east-west major thoroughfare. Hand Avenue also provides connectivity east-west with potential connection to the west side of I-95, enhancing connectivity.

Madeline Avenue from Williamson Blvd to Nova Road (Map ID SR-4)

Madeline Avenue runs parallel to Dunlawton Avenue connecting Williamson Blvd to US 1. Dunlawton Avenue is a major thoroughfare east of the I-95 interchange and is deemed an evacuation route. In 2022, the segment of Dunlawton Avenue from I-95 east to Clyde Morris Boulevard was considered by Volusia County to be “near critical”, a category for being critically close to over-capacity.

Old Kings Road from Volusia/Flagler County Line to Palm Coast Parkway (Map ID SR-5)

Old Kings Road runs parallel to I-95 and provides connections from SR 100 southbound to Volusia County. This reliever will provide an additional route for Flagler County residents driving to and from the future development in northern Volusia County, Ormond Crossings. This 3,000 acre master planned community sits at the intersection of I-95 and US 1 and is planned for over 3 million square feet of commercial, office, and industrial land uses.

SR 15 N. Spring Ave from SR 44 to International Speedway Blvd (Map ID SR-6)

SR 15 runs parallel to US 17, which bisects DeLand and is currently operating over its capacity. The context classification of US 17 through DeLand is not designed to handle high traffic volumes with its 2-lane section, unlike SR 15, which has a 4-lane section more suitable for larger traffic volumes.

SR 415 from Volusia/Seminole Line to International Speedway Blvd (Map ID SR-7)

SR 415 serves as a parallel route to I-4, connecting Seminole County and Volusia County and directing traffic northbound towards Daytona Beach. As a 55 MPH road, SR 415 has approximately 13 miles that runs relatively uninterrupted having just three (3) traffic signals which may be appealing to drivers. Whereas, the same parallel extent of I-4 has grown in average annual daily traffic (AADT) by nearly 24% between 2020-2024.

Williamson Blvd from LPGA Blvd to Pioneer Trail (Map ID SR-8)

The interchange of I-95 and LPGA Blvd experiences heavy traffic due to recent development in the area. Williamson Blvd has the capacity to alleviate some of the southbound traffic on I-95 currently accessing the LPGA Blvd interchange.

West Side Parkway (Study Area) (Map ID SR-9)

West Side Parkway has the potential to act as a reliever for US 17/92. Situated west of US 17/92, it can connect further south to Miller Road, providing access to residential developments to the west.

Figure 5-6: System Reliever Corridors

TRANSPORTATION DISADVANTAGED

The identified needs projects were evaluated in relation to select transportation disadvantaged factors. The analysis utilized data provided by the U.S. Census Bureau, 2019-2023 American Community Survey (ACS) 5-Year Estimates, which was the most recent dataset available during development of Volusia-Flagler 2050. **Table 5-5** shows the ACS data used for the plan's Transportation Disadvantaged analysis.

Table 5-5: Transportation Disadvantaged Populations Summary

	Volusia County	Flagler County	Florida (Statewide)
Estimate; Population for whom poverty status is determined	552,500	120,593	22,139,460
Below Poverty Level Population	67,642	11,360	2,729,519
Percent Below Poverty Level	12.24%	9.42%	12.33%
Estimate; Population for whom race/age is determined	568,229	121,710	21,928,881
Minority Population	155,523	27,753	8,792,180
Percent Identified as Minority	27.37%	22.80%	40.09%
Over Age 65 Population	142,584	37,833	4,630,733
Percent Over Age 65	25.09%	31.08%	21.12%
Estimate; Occupied households for whom vehicle ownership is zero	237,396	50,296	10,082,356
Zero Vehicle Household Population	12,855	1,728	504,857
Percent Zero Vehicle Households	5.42%	3.44%	5.01%
Estimate; Population (over age 5) for whom English proficiency is "less than very well"	542,773	117,351	20,814,553
Limited English Proficiency Population (over age 5)	19,400	7,498	2,517,985
Percent Population with Limited English Proficiency	3.57%	6.39%	12.10%

Source: U.S. Census Bureau, 2019-2023 American Community Survey 5-Year Estimates (S1701, DP05, DP04, DP02)

The Census Tracts that were estimated to have Transportation Disadvantaged populations that were equal to or exceeding 150% of the statewide averages were highlighted and considered to be potential areas for further consideration throughout the planning process.

As illustrated in **Table 5-5**, consideration of Transportation Disadvantaged factors was integrated into the project prioritization process and technical criteria scoring. Projects identified as needs were evaluated for their positive benefits or potential negative impacts on Transportation Disadvantaged population areas.

Figures 5-7 to 5-11 provide maps of the areas with higher concentrations of Transportation Disadvantaged populations (by US Census Tract) related to the following factors:

- Figure 5-7 Percentage of population below poverty level
- Figure 5-8 Percentage of minority population
- Figure 5-9 Percentage of population with limited English proficiency
- Figure 5-10 Percentage of population over age 65
- Figure 5-11 Percentage of zero vehicle households

Figure 5-7: Population Below Poverty Level

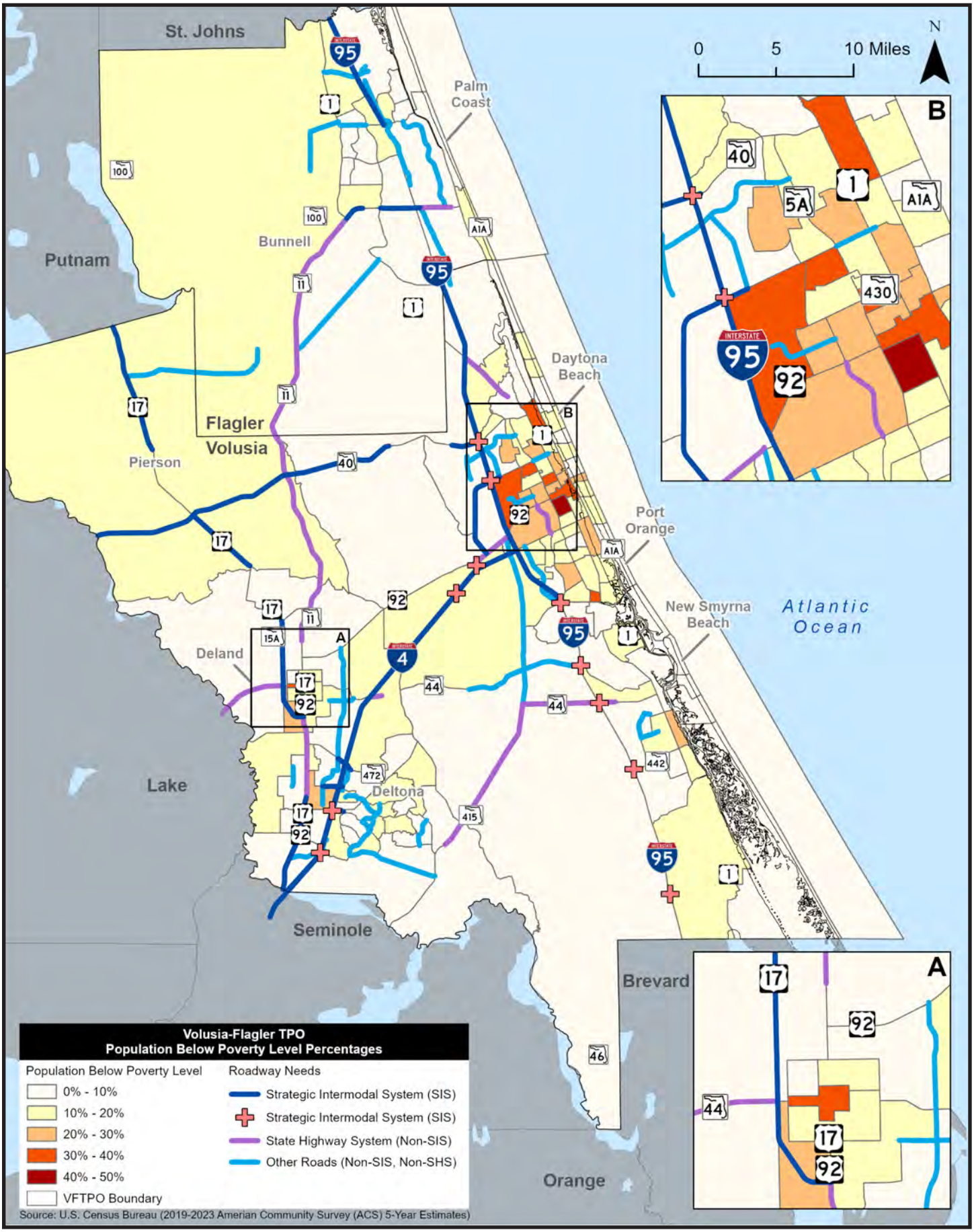


Figure 5-8: Minority Population

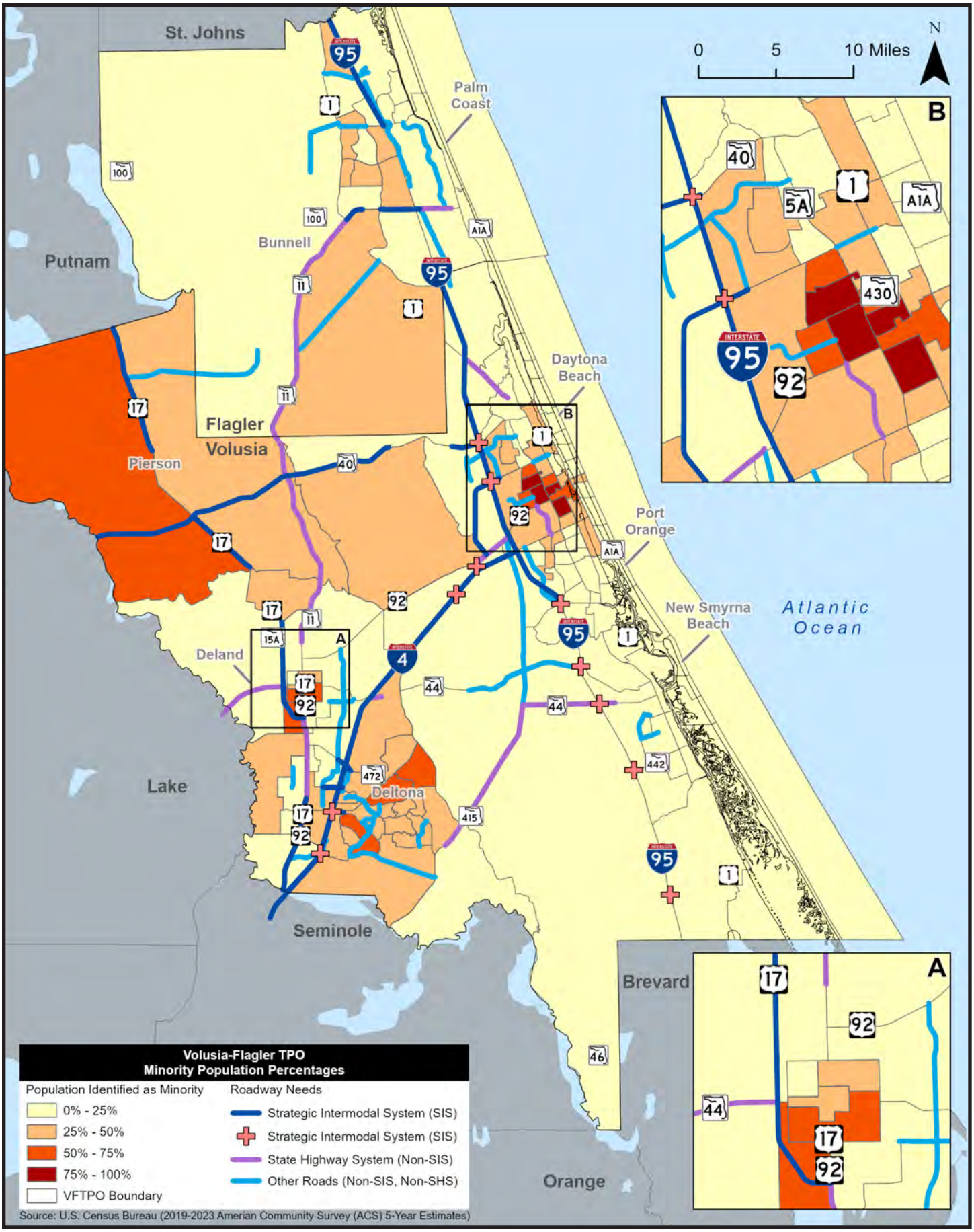


Figure 5-9: Population with limited English Proficiency

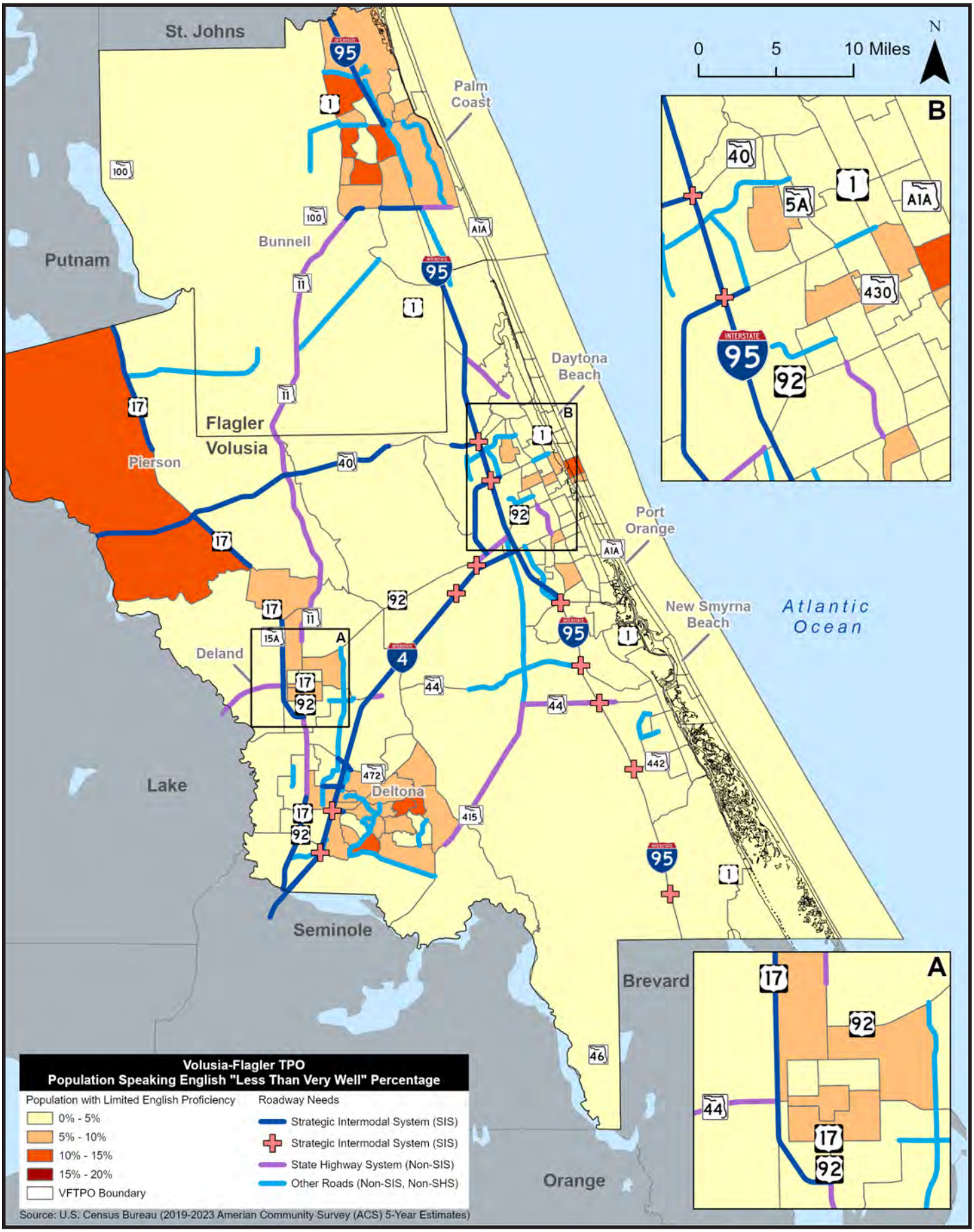


Figure 5-10: Older Populations

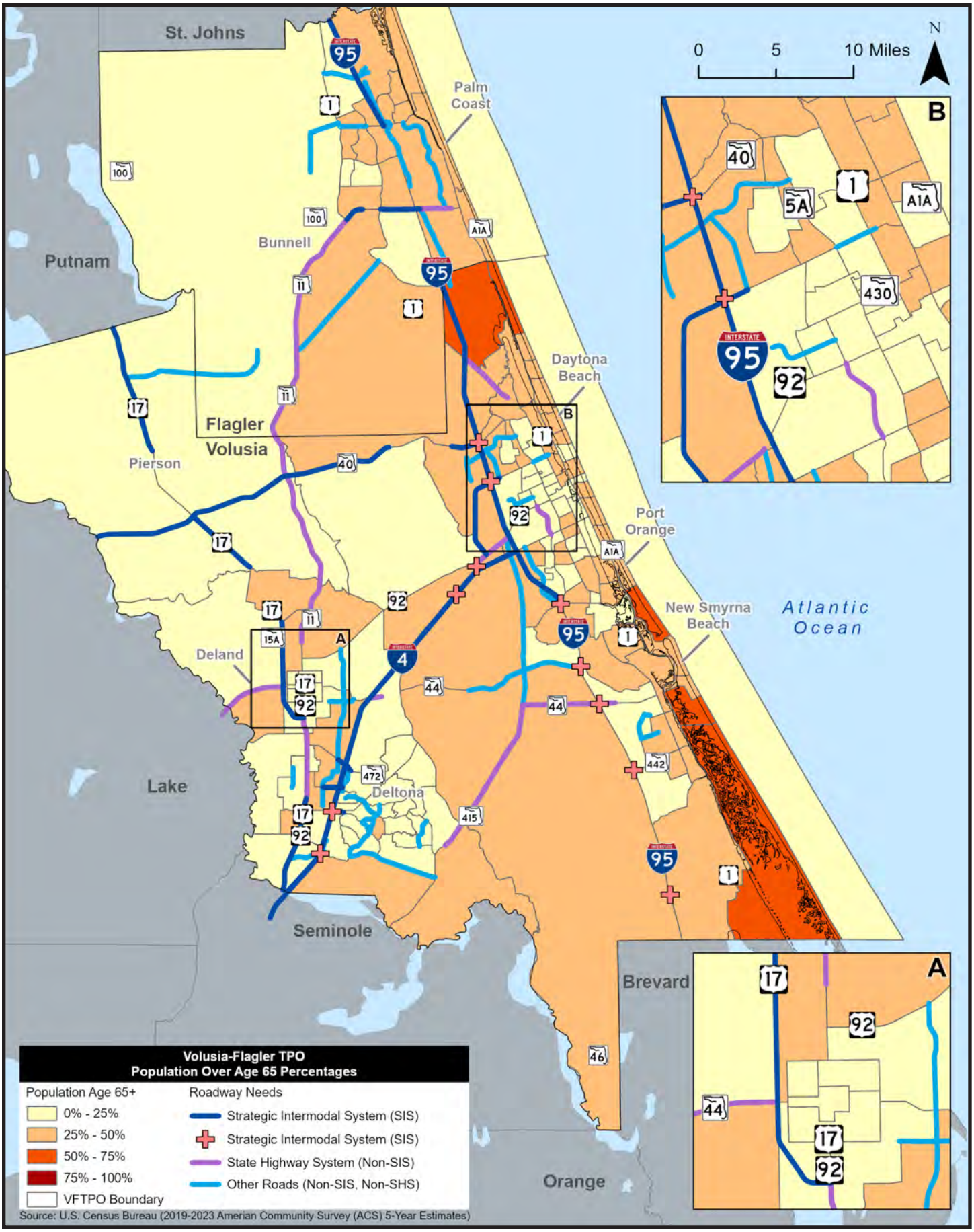
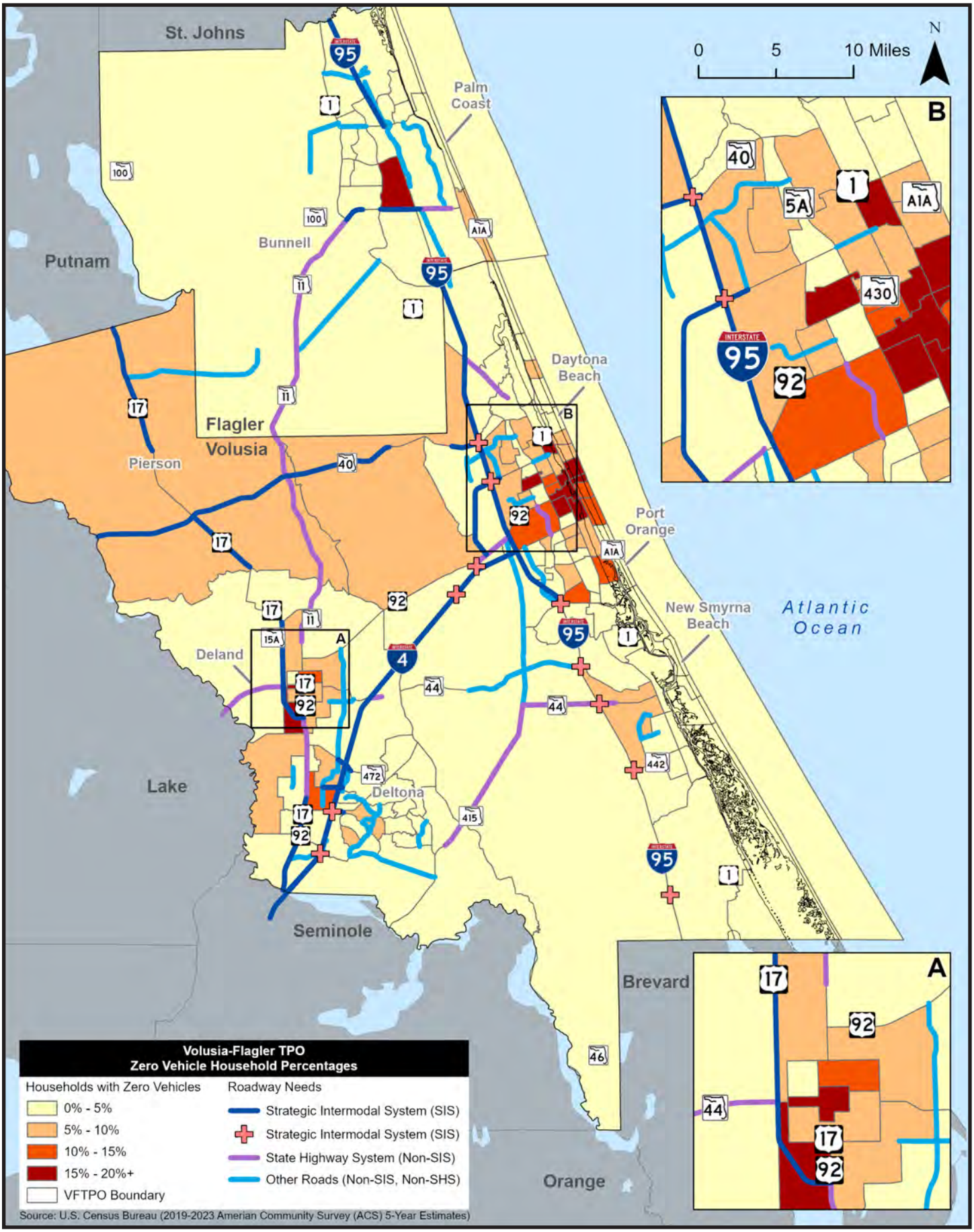


Figure 5-11: Zero Vehicle Households



ENVIRONMENTAL MITIGATION

The identified needs projects were evaluated in relation to select environmental factors and applicable environmental resources agencies were consulted as part of the overall Environmental Mitigation evaluation for Volusia-Flagler 2050. **Appendix J** provides the complete information for the environmental mitigation evaluation conducted pursuant to 23 CFR 450.324(f). **Chapter 6** also includes a brief summary of the environmental consultation conducted during development of the Cost Feasible Plan.

As illustrated in **Table 5-6,** evaluation and prioritization of identified needs included an environmental impact criteria score. This evaluation utilized various datasets including public conservation lands, Volusia ECHO (environmental/cultural/historical/outdoor recreation) sites, and Critical Lands and Waters Identification Project (CLIP) biodiversity resource and wetland priorities.

Transportation projects can significantly impact many aspects of the environment including wildlife and their habitats, wetlands, and groundwater resources. In situations where impacts cannot be completely avoided, mitigation or conservation efforts are required. Environmental mitigation is the process of addressing damage to the environment caused by transportation projects or programs. The process of mitigation is best accomplished through enhancement, restoration, creation and/or preservation projects that serve to offset unavoidable environmental impacts.

In the State of Florida, environmental mitigation for transportation projects is conducted through a partnership between MPOs, FDOT, and state and federal environmental resource and regulatory agencies, such as the Water Management Districts (WMDs) and the Florida Department of Environmental Protection (FDEP). These activities are directed through Chapter 373, F.S., which establishes the requirements for mitigation planning as well as the requirements for permitting, mitigation banking, and mitigation requirements for habitat impacts. Under this statute, FDOT must identify projects requiring mitigation, determine a cost associated with the mitigation, and place funds into an escrow account within the Florida Transportation Trust Fund. State transportation trust funds are programmed in the FDOT Work Program for use by the WMDs to provide mitigation for the impact identified in the annual inventory.

Potential environmental mitigation opportunities that could be considered when addressing environmental impacts from future projects proposed by the TPO may include, but are not limited to, the items presented in **Table 5-6.** Mitigation banks within the TPO planning area and the identified needs are illustrated in **Figure 5-12**.

Table 5-6: Potential Environmental Mitigation Opportunities

Resources / Impacts	Potential Mitigation Strategy
Wetlands and Water Resources	▸ Restore degraded wetlands ▸ Create new wetland habitats ▸ Enhance or preserve existing wetlands ▸ Improve storm water management ▸ Purchase credits from a mitigation bank
Forested and other natural areas	▸ Use selective cutting and clearing ▸ Replace or restore forested areas ▸ Preserve existing vegetation
Habitats	▸ Construct underpasses, such as culverts ▸ Other design measures to minimize potential habitat fragmentation
Streams	▸ Stream restoration ▸ Vegetative buffer zones ▸ Strict erosion and sedimentation control measures
Threatened or Endangered Species	▸ Preservation ▸ Enhancement or restoration of degraded habitat ▸ Creation of new habitats ▸ Establish buffer areas around existing habitat

While planning for specific environmental mitigation strategies over the life of a long range transportation plan can be challenging, continuing engagement with the public and stakeholders including environmental agencies can help to identify and address concerns. The Efficient Transportation Decision Making (ETDM) process is a comprehensive approach utilized by FDOT and partners for seeking input on individual qualifying long range transportation projects allowing for more specific commentary. This provides assurance that mitigation opportunities are identified, considered, and available as the plan is developed and projects are advanced. **Appendix J** includes more detailed background on ETDM in the context of this long range plan.

Wetlands

Based on the U.S. Fish & Wildlife National Wetlands Inventory, there are identified wetlands adjacent to multiple identified needs projects as shown in **Figure 5-13**. As mentioned above, the TPO has and will continue to coordinate with FDOT, FDEP, Florida Fish and Wildlife Conservation Commission (FWC), and St. Johns River Water Management District (SJRWMD) to mitigate transportation impacts on the environment including wetlands.

Flood Zones

Floods are one of the most common hazards in the United States. The TPO has used flood zone mapping to display vulnerable areas depicted in relation to the identified needs in **Figure 5-14.** It is important to specifically understand the impacts of flooding to transportation infrastructure such as major roads and bridges and evacuation routes.

The TPO will coordinate with local municipalities, Volusia County, Flagler County, and other local and regional agencies to mitigate potential impacts to the transportation system from sea level rise.

Wildlife and Habitat Coordination

Potential wildlife and habitat impacts must be coordinated as another step of environmental mitigation. The importance of not only preserving land but connecting wildlife corridors to create an integrated ecosystem is paramount in considering transportation impacts. **Figure 5-15** illustrates the identified needs in relation to managed conservation lands within the planning area.

Figure 5-12: Mitigation Banks

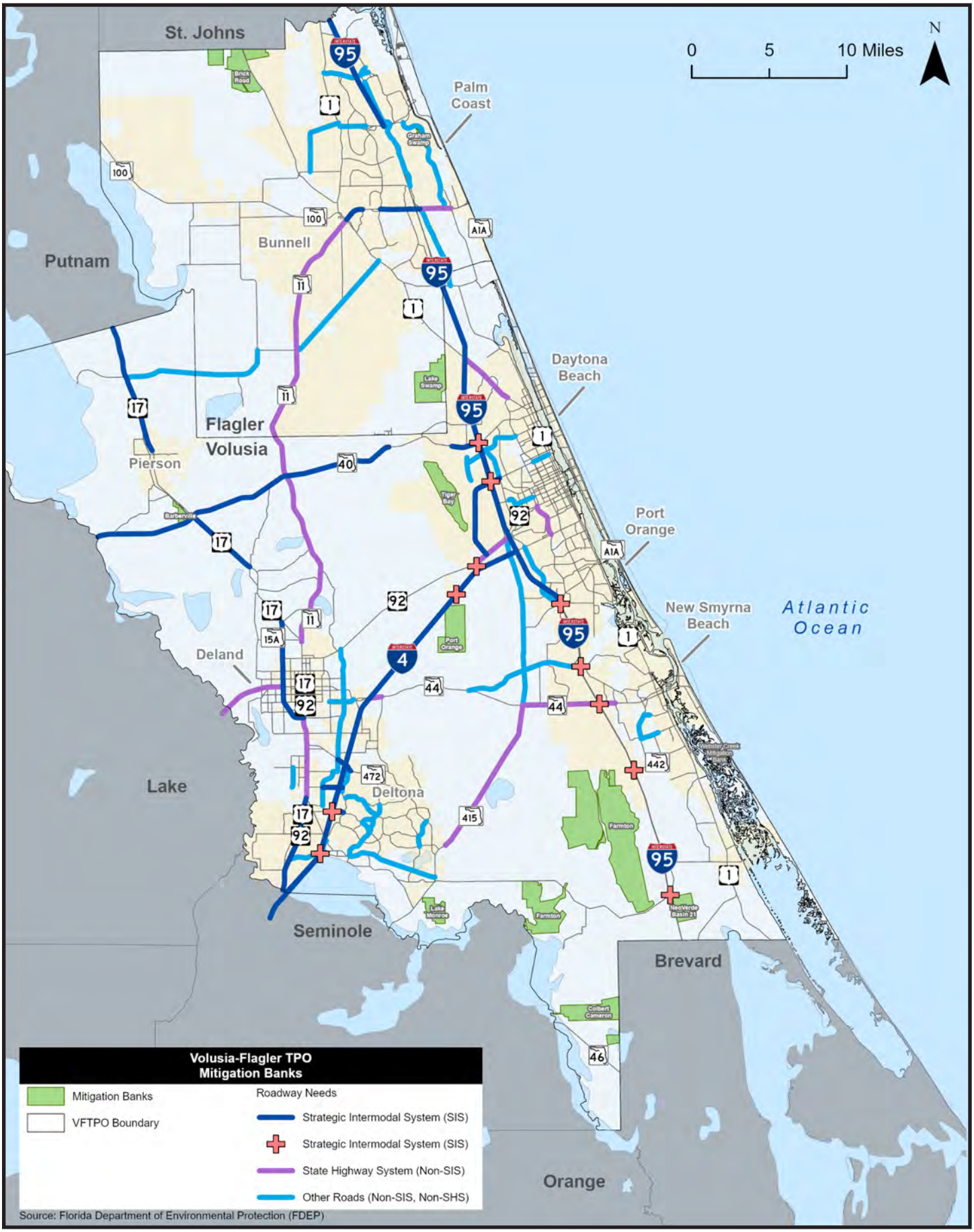


Figure 5-13: Wetlands

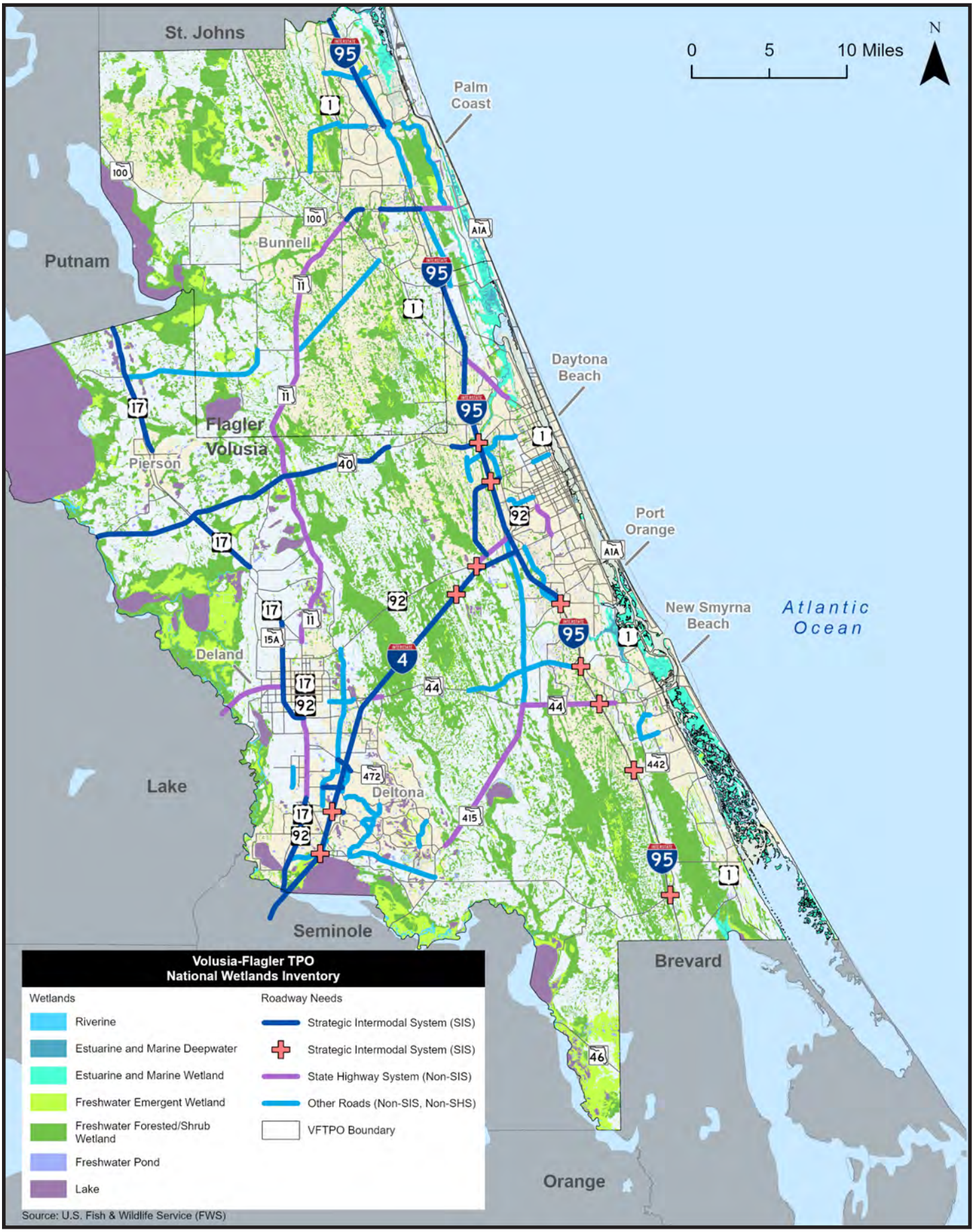


Figure 5-14: Flood Zones

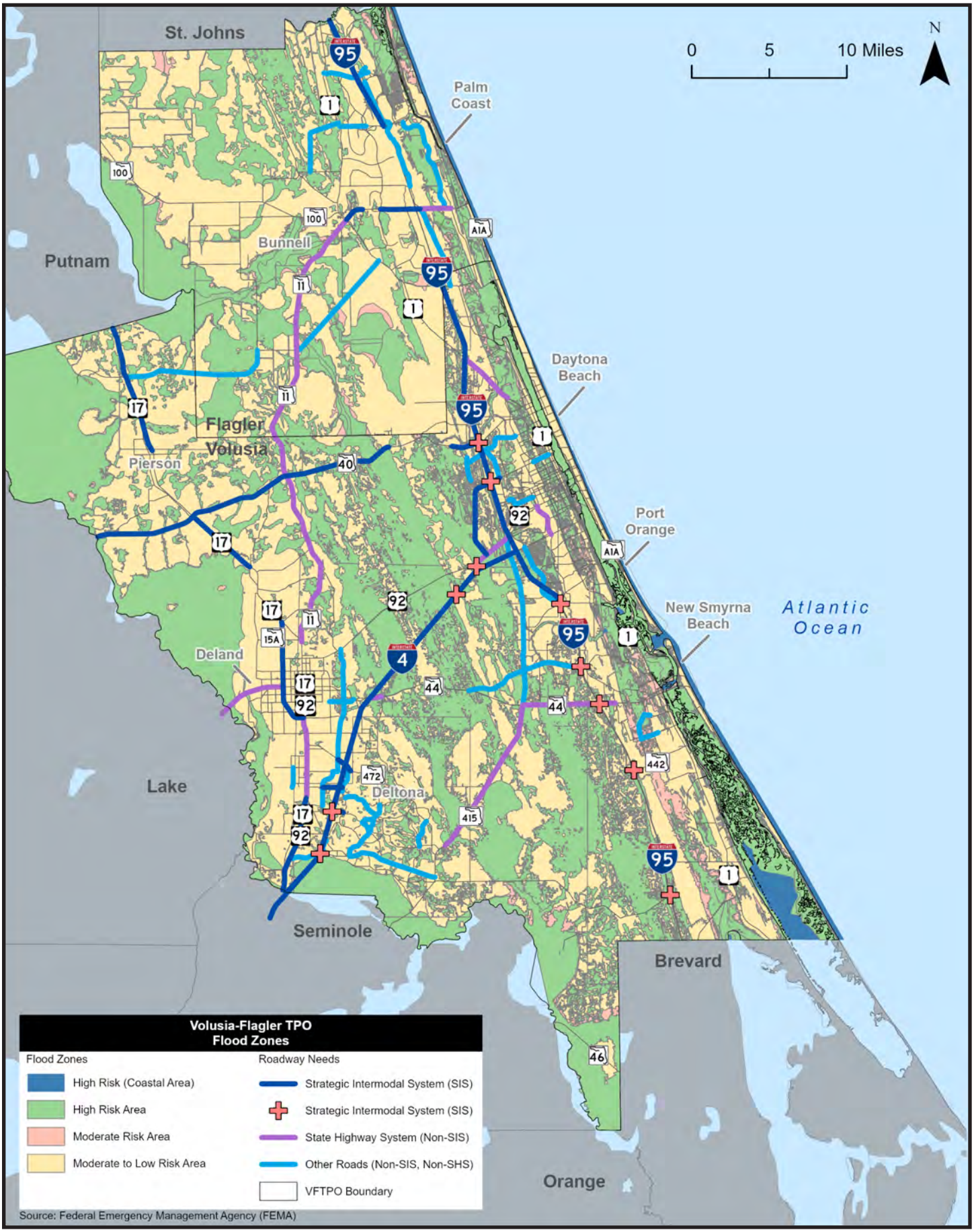
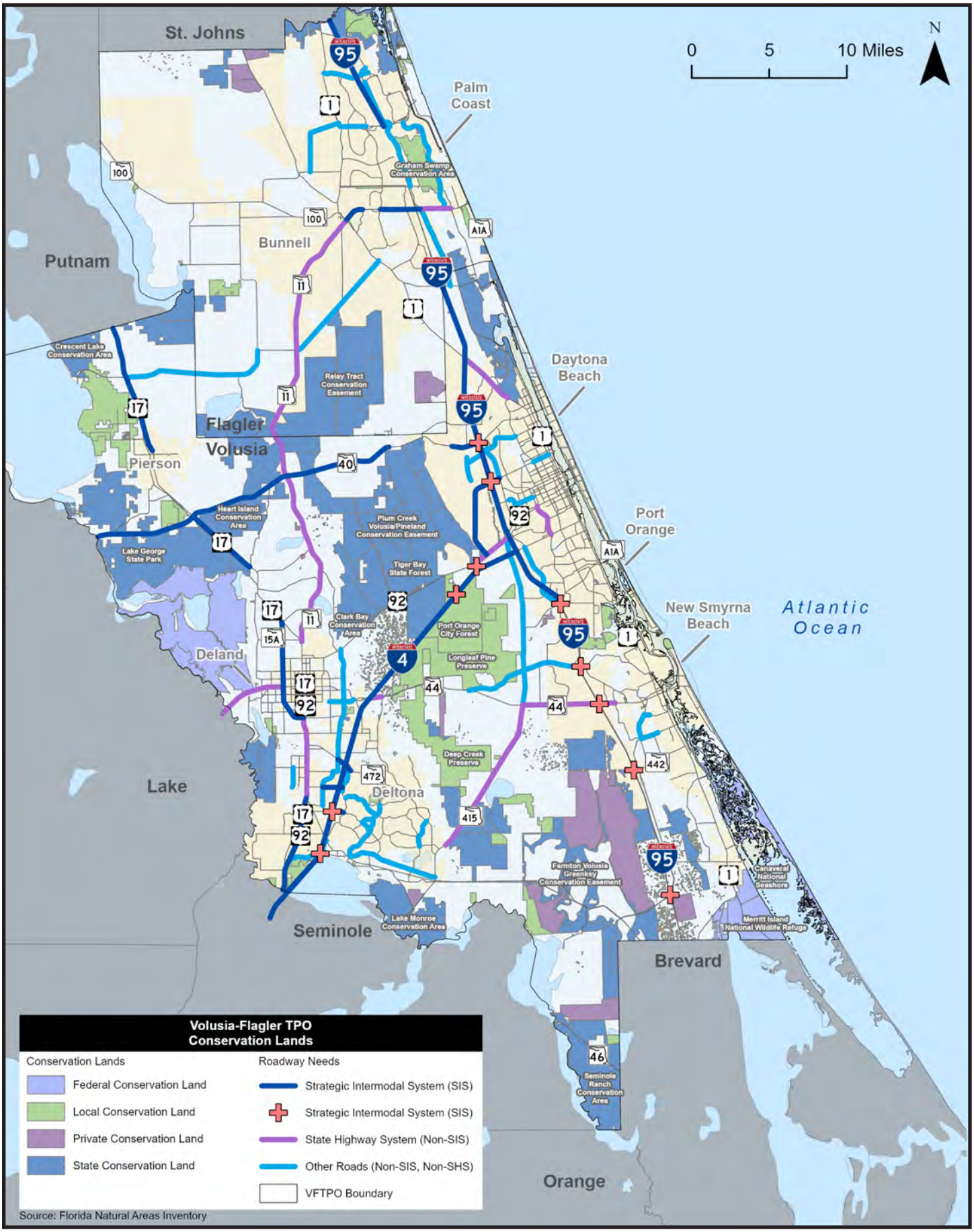
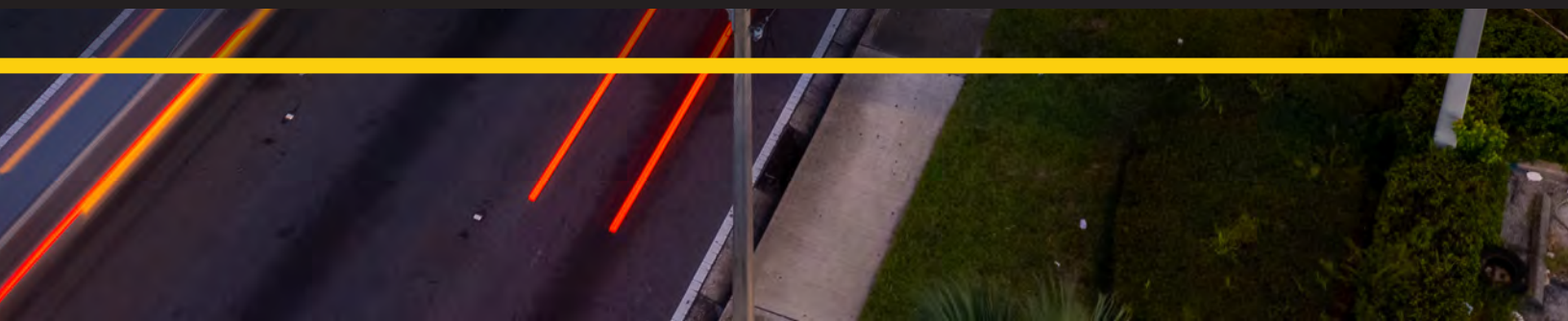


Figure 5-15: Conservation Lands



TRANSPORTATION PLAN 6



Chapter 6 - Transportation Plan

This chapter provides an overview of Volusia-Flagler 2050's multimodal transportation plan and includes the following information:

Financial Resources and Revenue Projections - The plan is guided by the revenues anticipated to be available to improve and maintain the region's transportation network.

Cost Feasible Plan Development - The Cost Feasible Plan is a fiscally constrained list of projects that define the highest priority roadway project needs through 2050. The detailed Cost Feasible Plan, including lists of projects and maps, are included in a separate Cost Feasible Plan Element.

Planning Considerations, Initiatives, and Priorities - The plan also summarizes programmatic, policy, and planning steps that support the development of a comprehensive multimodal network (e.g. operational strategies, safety, freight, and tourism).

FINANCIAL RESOURCES

Long range transportation plans are guided by revenue forecasts that estimate the financial resources expected to be available for preserving and enhancing the transportation system. These forecasts help determine which prioritized transportation needs can realistically be funded over the plan's timeframe, informing the Cost Feasible Plan.

The following discussion and tables provide an overview of the projected financial resources available for transportation improvements in the Volusia-Flagler TPO's planning area for the period of Fiscal Year (FY) 2031 to FY 2050. Financial resources for the period prior to 2031 are identified in the TPO's FY 2025/2026 – FY 2029/30 Transportation Improvement Program (TIP).

The TPO coordinated with multiple agencies in the preparation of the revenue projections, including the Florida Department of Transportation (FDOT), Central Florida MPO Alliance, Volusia County, Flagler County, City of Palm Coast, Votran, and Flagler County Public Transportation.

Revenue Projection Summary

The Volusia-Flagler 2050 revenue forecast is based on current and assumed future federal, state, and local funding sources, and the consideration of a number of factors such as projected population and employment growth rates, fuel consumption, transit ridership, Florida Revenue Estimating Conference tax rates, and local tax rates. For the purposes of this chapter, revenue projections were grouped into the following categories:

- **Strategic Intermodal System (SIS) Funding** – Identification of planned SIS projects and expenditures through 2050.
- **Other Federal and State Revenues** – Includes sources of funding attributed directly to the TPO and districtwide revenues. Certain funding sources from this category are specifically utilized in the development of the Cost Feasible Plan.
- **Local Government Revenues** – Provided for informational purposes and includes county and city impact fees, gas taxes, and other taxes where applicable.
- **Transit Revenue Projections** – These projections are derived from the Transit Development Plans produced by Votran and Flagler County Public Transportation and coordination with agency staff.

Table 6-1 provides a summary of projected revenue totals by source.

Table 6-1: Volusia-Flagler 2050 Revenue Forecast Summary (2031-2050) - Year of Expenditure (YOE)

REVENUE SOURCE	TOTAL PROJECTED REVENUES 2031-2050
Strategic Intermodal System (SIS) Projects	
Projected SIS Expenditures	$318,150,000
Projected State and Federal Revenues	
Surface Transportation Block Grant - Urbanized Area (SU)	$155,910,000
Transportation Alternatives - Urbanized (TALU)	$28,480,000
State Highway System (SHS) (non-SIS)	$23,640,000
State Highway System (non-SIS) Product Support*	$102,220,000
Other Roads (non-SIS, non-SHS)	$22,488,000
Other Roads (non-SIS, non-SHS) Product Support*	$53,930,000
STBG – Any Area (SA) – Estimated Allocation to Volusia-Flagler TPO**	$177,200,000
TA – Any Area (TALT) – Estimated Allocation to Volusia-Flagler TPO**	$21,570,000
Projected Local Government Transportation Revenues	
Volusia County Revenues	$1,208,170,000
Flagler couty Revenues	$129,681,000
City of Palm Coast Revenues	$187,830,000
Projected Transit Revenues (Federal, State, and local)	
Volusia County Transit (Votran) Revenues	$911,219,000
Flagler County Transit Revenues	$128,600,000
Total	**$3,469,088,000**

**According to the FDOT 2050 Revenue Forecast. MPOs can also assume that an additional 22 percent of estimated SHS (non-SIS) funds and Other Roads (non-SIS, non-SHS) are available from the statewide "Product Support" program to support PD&E and PE activities.*

*** Estimated Volusia-Flagler TPO allocation of funding eligible anywhere in FDOT District Five.*

Strategic Intermodal System (SIS) Expenditures

The FDOT Systems Implementation Office produces the SIS Funding Strategy which identifies potential SIS projects, anticipated phase scheduling, and estimated costs. The SIS Second Five Year Plan FY 2029/30 - FY 2033/2034 and SIS Cost Feasible Plan 2035-2050 were reviewed to identify the expected SIS project expenditures within Volusia and Flagler counties between 2031-2050. These SIS projects and associated projected expenditures are incorporated by reference into the Volusia-Flagler 2050 Cost Feasible Plan and can be found in the Cost Feasible Plan Element under separate cover.

Other Federal and State Funding Revenue Projections

FDOT provides long-range forecasts of federal and state funding sources to inform the development of MPO/TPO Long Range Transportation Plans (LRTPs). FDOT published the 2050 Revenue Forecast Handbook in June 2023 (**Appendix M**) to provide updated estimates for use in Volusia-Flagler 2050. The Handbook documents how FDOT prepared the forecast for federal and state sources, guidance for MPOs using the forecast, relevant inflation factors, and includes a breakdown of project funding eligibility. The federal and state revenue projections for roadway capacity projects consider current federal funding distributions, as well as factors affecting state revenue sources, such as population growth, tax rates, and fuel consumption.

TPO-Level Revenue Forecasts

Table 6-2 includes the projected revenues specifically attributed to Volusia-Flagler TPO through 2050 as provided in the 2050 Revenue Forecast Handbook. These are funding sources or programs over which the TPO has more direct responsibility for their programming. Brief summaries of these programs are included below:

Surface Transportation Block Grant – Urbanized Area (SU)/TMA Funds
These are federal funds from the STBG program that are allocated to Transportation Management Area (TMA) MPOs based on population. Per Volusia-Flagler TPO policy, Urbanized Area (SU)/TMA Funds are allocated annually as follows:

- **40%** for intelligent transportation systems (ITS), traffic operations, and safety projects
- **30%** for bicycle/pedestrian projects
- **30%** for transit capital assets

Transportation Alternatives - Urbanized Area (TALU) Funds – These are federal funds that can be utilized to fund bicycle/pedestrian improvements and trails.

State Highway System (non-SIS) – These are state funds used for highway improvements on the State Highway System (SHS). This funding source was utilized in the development of the Cost Feasible Plan.

Other Roads (non-SIS, non-SHS) – These are federal and state funds that may be used 'off-system' which are roads that are not on the SIS or the State Highway System (i.e., roads owned by counties and municipalities). This funding source was utilized in the development of the Cost Feasible Plan.

Table 6-2: Revenue Projections Specific to Volusia-Flagler TPO ($YOE)

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 - 2050	TOTAL PROJECTED REVENUES 2031-2050
Surface Transportation Block Grant – Urbanized Area (SU)	$38,980,000	$38,980,000	$77,950,000	$155,910,000
Transportation Alternatives – Urbanized Area (TALU)	$7,120,000	$7,120,000	$14,240,000	$28,480,000
State Highway System (SHS) (non-SIS)	$24,600,000	$25,570,000	$52,050,000	$102,220,000
SHS (non-SIS) Product Support*	$5,412,000	$5,625,000	$11,451,000	$22,488,000
Other Roads (non-SIS/non-SHS)	$12,970,000	$13,490,000	$27,470,000	$53,930,000
Other Roads (non-SIS, non-SHS) Product Support*	$2,853,000	$2,968,000	$6,043,000	$11,864,000
Total	**$91,935,000**	**$93,753,000**	**$189,204,000**	**$374,892,000**

Source: FDOT 2050 Revenue Forecast Handbook
**According to the FDOT 2050 Revenue Forecast. MPOs can also assume that an additional 22 percent of estimated SHS (non-SIS) funds and Other Roads (non-SIS, non-SHS) are available from the statewide "Product Support" program to support PD&E and PE activities*

Districtwide Revenue Forecasts – Capacity Programs

The 2050 Revenue Forecast Handbook also includes revenue estimates for capacity programs at the Districtwide level for FDOT District Five. For planning purposes, the estimated allocation of some of these sources to Volusia-Flagler TPO have been determined for use in the development of Volusia-Flagler 2050.

Through the Central Florida MPO Alliance (CFMPOA) and coordination between Volusia-Flagler TPO and the other MPOs within FDOT District Five, a consensus was reached with FDOT District Five on how to estimate an allocation of federal funds from the STBG and TA programs that can be used for "any area" within the District by both TMA and Non-TMA MPOs. These estimated allocations were based on each MPO/TPO's proportion of the total population within District Five and considers the changes to those proportions based on the population growth estimated by the University of Florida - Bureau of Economic and Business Research (BEBR). Documentation related to the CFMPOA consensus and additional details on the methodology utilized for the estimated allocations are included in **Appendix N**.

The estimated allocation of applicable Districtwide funds to Volusia-Flagler TPO are included in **Table 6-3**. Volusia-Flagler TPO's estimated allocation of STBG – Any Area (SA) funding was utilized in the development of the Cost Feasible Plan.

Table 6-3: Estimated Volusia-Flagler TPO Allocation of Districtwide STBG/TA Funds for Any Area ($YOE)

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 - 2050	TOTAL PROJECTED REVENUES 2031-2050
STBG – Any Area (SA) – Estimated Allocation to Volusia-Flagler TPO	$44,610,000	$44,310,000	$88,280,000	$177,200,000
TA – Any Area (TALT) – Estimated Allocation to Volusia-Flagler TPO	$5,430,000	$5,390,000	$10,750,000	$21,570,000

Projections for the Transportation Regional Incentive Program (TRIP) are also provided at the Districtwide level and are included in **Table 6-4**. The TRIP program encourages regional planning by providing state matching funds (up to 50% of eligible costs) for improvements to regionally significant transportation facilities in regional transportation areas identified and prioritized by regional partners.

Table 6-4: FDOT District Five Districtwide Revenue Projections for TRIP ($YOE)

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 – 2050	TOTAL PROJECTED REVENUES 2031-2050
Transportation Regional Incentive Program (TRIP) – (Districtwide)	$55,140,000	$57,640,000	$117,580,000	$230,360,000

Districtwide Revenue Forecasts – Non-Capacity Programs

FDOT also provides revenue estimates at the Districtwide level for programs designed to support, operate, and maintain the state highway system including safety, resurfacing, bridge, project support, operations and maintenance, and administration.

Highway Safety Improvement Program (HSIP) – This program addresses low cost (typically $1,000,000 or less), short-term safety projects that correct specific traffic crash problems involving fatal and serious injury crashes.

Resurfacing, Bridge, and Operations & Maintenance (O&M) - Consistent with MPO Advisory Council (MPOAC) Guidelines, FDOT and FHWA agreed the LRTP will meet FHWA expectations if it contains planned FDOT expenditures to operate and maintain the State Highway System at the District level.

Table 6-5 includes Districtwide estimates for both of these programs.

Table 6-5: FDOT District Five Non-Capacity Districtwide Program Revenue Projections ($YOE)

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 – 2050	TOTAL (2031-2050)
Highway Safety Improvement Program (HSIP) – (Districtwide)	$107,840,000	$107,840,000	$215,680,000	$431,360,000
Resurfacing, Bridge, and Operations & Maintenance - (Districtwide)	$2,322,500,000	$2,390,110,000	$4,842,430,000	$9,555,040,000

Local Government Revenue Projections

There are several local revenue sources that currently fund transportation improvement projects, including gas taxes and impact fees. Projections of local transportation revenue sources for Volusia County, Flagler County and the City of Palm Coast were developed based on an evaluation of historic trends; readily available documentation related to budgeting, impact fees, and other local taxes; and coordination with county/ city staff.

Tables 6-6 through 6-8 include projected transportation revenues for Volusia County, Flagler County, and the City of Palm Coast, respectively. *These local transportation revenue projections are provided for informational purposes only.*

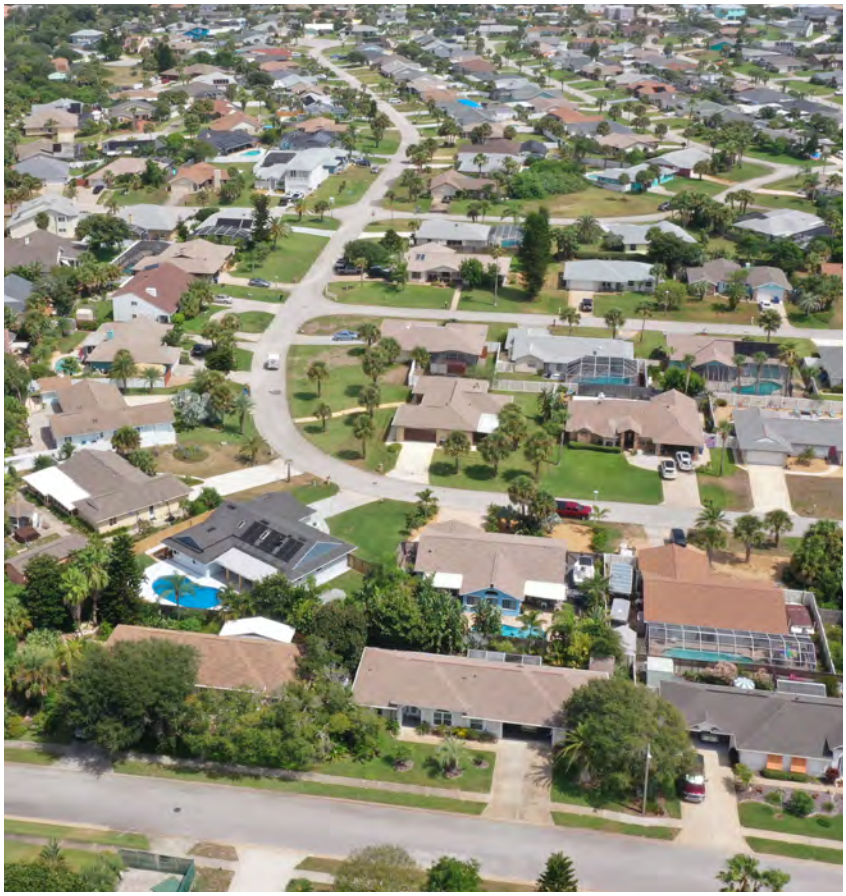


Table 6-6: Projected Volusia County Transportation Revenues, 2031-2050

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 – 2050	TOTAL (2031-2050)
County Gas Tax	$12,838,000	$12,838,000	$25,676,000	$51,352,000
Constitutional Gas Tax	$29,129,000	$29,129,000	$58,258,000	$116,516,000
First Local Option Gas Tax	$45,069,000	$45,069,000	$90,138,000	$180,276,000
9th Cent Gas Tax	$14,111,000	$14,111,000	$28,221,000	$56,443,000
Second Local Option Gas Tax	$32,601,000	$32,601,000	$65,201,000	$130,403,000
Roadway Impact Fees	$160,970,000	$168,310,000	$343,900,000	$673,180,000
Total	**$294,718,000**	**$302,058,000**	**$611,394,000**	**$1,208,170,000**

Table 6-7: Projected Flagler County Transportation Revenues, 2031-2050

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 – 2050	TOTAL (2031-2050)
County Gas Tax	$3,491,000	$3,856,000	$8,415,000	$15,762,000
Constitutional Gas Tax	$7,785,000	$8,385,000	$18,563,000	$34,733,000
First Local Option Gas Tax	$3,519,000	$3,856,000	$5,588,000	$12,963,000
9th Cent Gas Tax	$2,993,000	$3,231,000	$7,179,000	$13,403,000
Roadway Impact Fees	$10,130,000	$12,250,000	$30,440,000	$52,820,000
Total	**$27,918,000**	**$31,578,000**	**$70,185,000**	**$129,681,000**

Table 6-8: Projected City of Palm Coast Transportation Revenues, 2031-2050

REVENUE SOURCE	2031 – 2035	2036 – 2040	2041 – 2050	TOTAL (2031-2050)
First Local Option Gas Tax	$11,687,000	$12,903,000	$29,975,000	$54,565,000
State Revenue Sharing	$5,251,000	$5,797,000	$13,467,000	$24,515,000
Roadway Impact Fees	$25,200,000	$30,480,000	$53,070,000	$108,750,000
Total	**$42,138,000**	**$49,180,000**	**$96,512,000**	**$187,830,000**

2050 Transit Revenue Projections

Federal, state, and local transit revenues for Votran and Flagler County Public Transportation were estimated utilizing their most recent Transit Development Plans (TDP) and through coordination with transit agency staff. Anticipated transit revenues for Volusia-Flagler 2050 total approximately $911 million for Votran and approximately $128 million for Flagler County Public Transportation. **Tables 6-9** and **6-10** provide summaries of the federal, state, and local revenue sources estimated to be available for transit from 2031 to 2050.

Table 6-9: Projected Votran Revenues

OPERATING REVENUES				
REVENUE SOURCE	**2031 – 2035**	**2036 – 2040**	**2041 – 2050**	**TOTAL (2031-2050)**
Federal Operating	$52,648,000	$53,270,000	$106,540,000	$212,458,000
State Operating	$30,630,000	$30,993,000	$61,984,000	$123,607,000
Local Operating	$105,612,000	$108,054,000	$216,107,000	$429,773,000
Operating Subtotal	$188,890,000	$192,317,000	$384,631,000	$765,838,000
CAPITAL REVENUES				
REVENUE SOURCE	**2031 – 2035**	**2036 – 2040**	**2041 – 2050**	**TOTAL (2031-2050)**
Federal Capital	$35,600,000	$36,021,000	$72,041,000	$143,662,000
Local Capital	$426,000	$431,000	$862,000	$1,719,000
Capital Subtotal	$36,026,000	$36,452,000	$72,903,000	$145,381,000
Operating + Capital Total	**$224,916,000**	**$228,769,000**	**$457,534,000**	**$911,219,000**

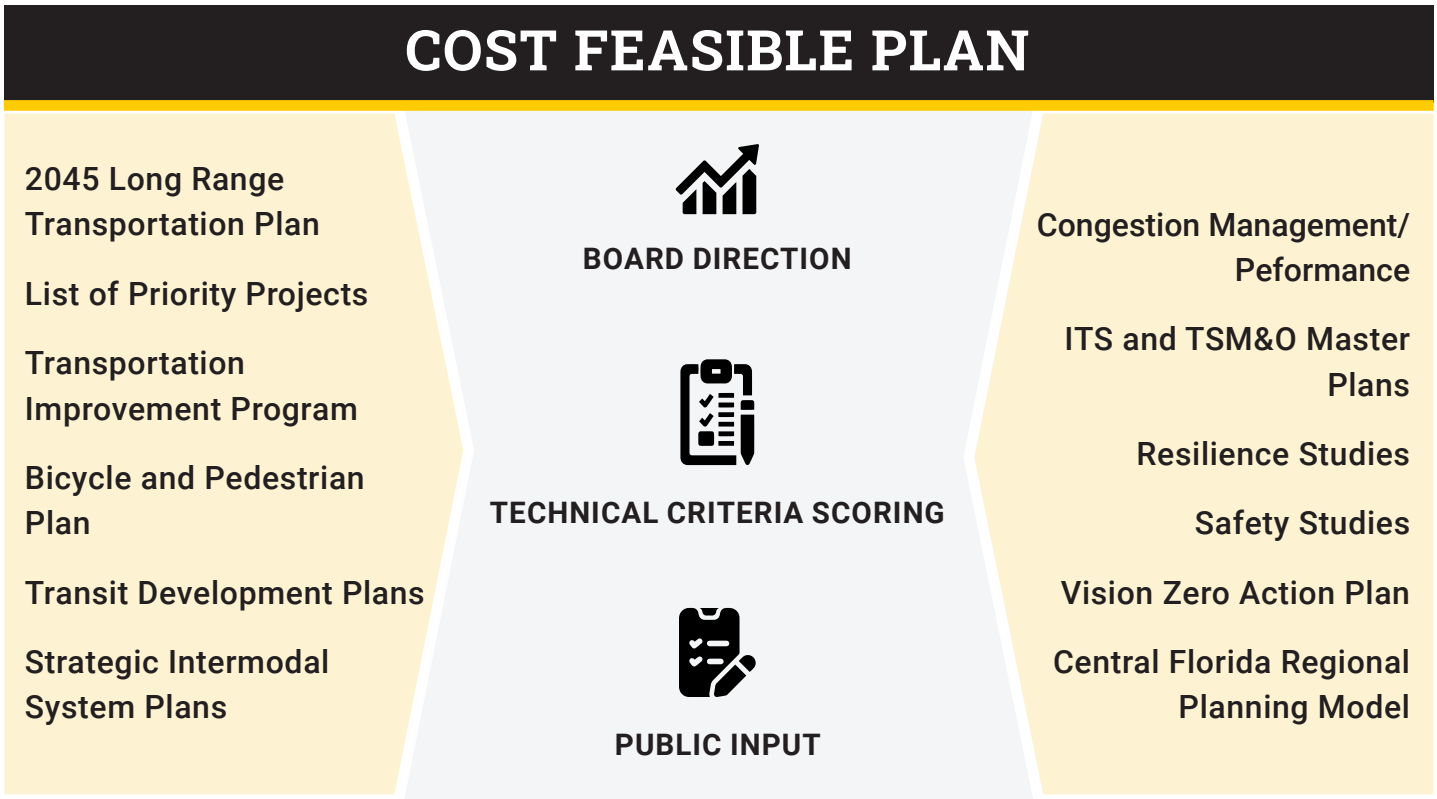
Table 6-10: Projected Flagler County Public Transportation Revenues

OPERATING REVENUES				
REVENUE SOURCE	**2031 – 2035**	**2036 – 2040**	**2041 – 2050**	**TOTAL (2031-2050)**
Federal Operating	$2,772,000	$2,872,000	$5,743,000	$11,387,000
State Operating	$11,179,000	$11,576,000	$23,152,000	$45,907,000
Local Operating	$9,176,000	$9,482,000	$18,963,000	$37,621,000
Operating Subtotal	$23,127,000	$23,930,000	$47,858,000	$94,915,000
CAPITAL REVENUES				
REVENUE SOURCE	**2031 – 2035**	**2036 – 2040**	**2041 – 2050**	**TOTAL (2031-2050)**
Federal Capital	$6,974,000	$7,221,000	$14,444,000	$28,639,000
State Capital	$825,000	$723,000	$1,446,000	$2,994,000
Local Capital	$1,272,000	$260,000	$520,000	$2,052,000
Capital Subtotals	$9,071,000	$8,204,000	$16,410,000	$33,685,000
Operating + Capital Total	**$32,198,000**	**$32,134,000**	**$64,268,000**	**$128,600,000**

Cost Feasible Plan

The Volusia-Flagler 2050 LRTP Cost Feasible Plan (CFP) contains projects identified during the Needs Assessment that can be realistically funded through 2050 based on the anticipated transportation revenues discussed earlier in this chapter. The CFP was developed in a fiscally constrained manner and the allocation of funding to projects considered a variety of factors including eligibility of funding sources, prior investments to complete project phases, and technical criteria to evaluate and apply scores. A Measures of Effectiveness Summary (Appendix D) includes an evaluation of the effectiveness of the Volusia-Flagler 2050 Cost Feasible Plan in addressing the LRTP's goals and objectives.

> **Because the Cost Feasible Plan represents a core component of the LRTP, the Cost Feasible Plan Element has been developed and provided as a separate attachment for convenient reference and clarity. This document includes the demonstration of fiscal constraint of the CFP, as well as the detailed tables and maps depicting the Volusia-Flagler 2050 Cost Feasible Plan roadway projects.**



A range of plans, studies, and input come together to create the Cost Feasible Plan.

Transportation Improvement Program (TIP) – FY 2025/26 to FY 2029/30

The TPO's adopted Fiscal Year (FY) 2025/26 to FY 2029/30 Transportation Improvement Program (TIP) serves as the first five years of the Long Range Transportation Plan. The TIP is incorporated into the LRTP in order to capture both revenues and projects from the time of the plan's adoption in 2025 through the horizon year of 2050. Additional details on the projects in the FY 2025/26 to FY 2029/30 TIP, including general revenue sources, scheduled phases, and costs can be found in the Cost Feasible Plan Element.

The complete Volusia-Flagler TPO FY 2025 to FY 2026 Transportation Improvement Program is on the TPO's website.

Roadway Cost Feasible Plan (2031-2050)

The CFP focuses on roadway needs at the project level and includes other multimodal needs programmatically through a $20 million set-aside for Local Initiatives. Roadway projects within the Cost Feasible Plan are grouped into the following categories:

Strategic Intermodal System (SIS)

The SIS is Florida's high-priority network of transportation facilities. SIS projects are identified at the state level by FDOT with input from MPOs and local governments. Pursuant to s. 339.64, F.S., the Volusia-Flagler TPO performs a critical role in the development and the advancement of SIS projects within its planning area. The inclusion and prioritization of SIS projects in the TPO's planning and programming processes are influential with regard to SIS Plan updates and may lead to revisions or reprioritization of SIS projects in the statewide plan. For informational purposes, the list of SIS Cost Feasible projects also includes key SIS network priorities of the TPO, even if they are not yet identified within the current SIS plans for funding.

State Highway System (Non-SIS) and Other Roads (Non-SHS, Non-SIS)

The projects included in these lists of the Cost Feasible Plan are located on major non-SIS corridors on the State Highway System (SHS) or 'Other Roads' which are not on the SIS or SHS networks (i.e., roads owned by counties and municipalities). This fiscally constrained list of projects is limited by the future transportation revenues for each of these respective roadway networks in the FDOT 2050 Revenue Forecast Handbook discussed earlier in this chapter.

Local Initiatives

In addition to the funding allocated to specific roadway improvement projects, the Volusia-Flagler 2050 Cost Feasible Plan also allocates $20 million in funding for Local Initiative projects on the state highway system over the course of the plan. This funding supports the annual identification of complete streets projects, roundabouts, advanced technology projects, and other programmatic improvements that support the goals of the plan.

OPERATIONAL AND MANAGEMENT STRATEGIES

To improve the performance of existing transportation facilities, relieve vehicular congestion, and maximize the safety and mobility of people and goods, a variety of operational and management strategies may be utilized, including the Congestion Management Process (CMP) and ITS, as discussed further on the following pages. As noted previously in this chapter, and also included in the Cost Feasible Plan, Volusia-Flagler 2050 allocates approximately $20 million over the course of the plan to fund these types of improvements and strategies as Local Initiatives which are prioritized on an annual basis.

Congestion Management

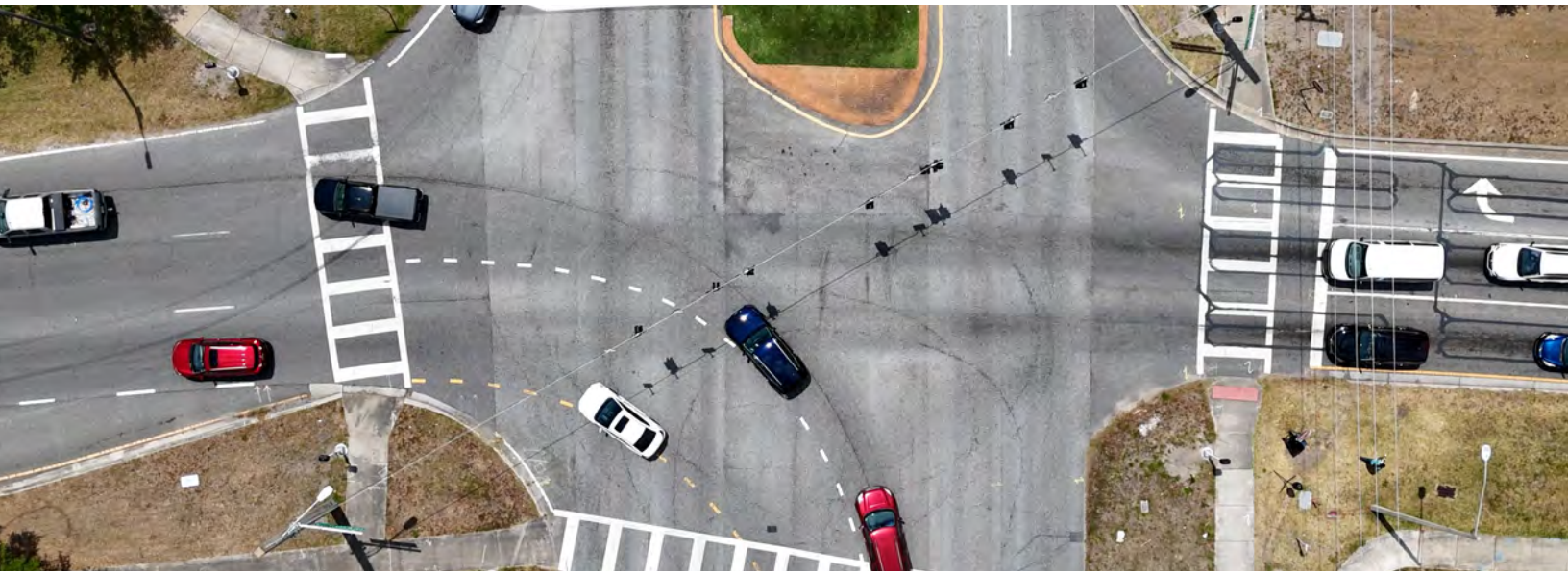
Maintenance of a CMP is a requirement for all MPOs under Florida law and for MPOs in TMAs under federal law. Consistent with the guidance from the Federal Highway Administration (which provides the funding for this program), the intent of the Congestion Management Process is to "address congestion management through a process that provides for safe and effective integrated management and operation of the multi-modal transportation system." A vibrant congestion management process can serve a valuable role in addressing the region's transportation needs in light of the following:

- Many roadway corridors have already been built out to their maximum number of travel lanes.
- Funding levels limit the number of new large scale projects which can be planned and constructed.
- Transportation safety is becoming an increasingly important planning consideration.

The elements of a successful CMP are defined in the Federal Highway Administration's (FHWA) Process Model, which includes eight actions or steps which are crucial for developing a comprehensive CMP. The Volusia-Flagler TPO CMP closely follows these eight actions as defined by FHWA and listed below:

1. Develop Regional Objectives for Congestion Management
2. Define CMP Network
3. Develop Multimodal Performance Measures
4. Collect Data/Monitor System Performance
5. Analyze Congestion Problems and Needs
6. Identify and Assess Strategies
7. Program and Implement Strategies
8. Evaluate Strategy Effectiveness

The 2022 Volusia-Flagler TPO Congestion Management Process & Performance Measures Report was adopted by the TPO Board on June 22, 2022 by Resolution 2022-15.



Intelligent Transportation Systems

Intelligent Transportation Systems (ITS) are made up of a variety of communications and computer technologies focused on detecting and relieving congestion and improving safety within the transportation system by enabling drivers to make smart travel choices. ITS technology communicates in real time to travelers about where congestion is occurring and provides information on alternative routes or modes to reduce the severity and duration of congestion. ITS can also communicate where a crash has occurred, and alert officials to request assistance in clearing the accident, which helps restore traffic flow.

The TPO ITS Master Plan, Phase 1 includes a vision, goals, and objectives consistent with the 2040 LRTP; an inventory of existing ITS elements and organizational relationships; and stakeholder interviews with Volusia and Flagler counties, municipalities, FDOT District Five, law enforcement agencies, Votran, and SunRail.

The ITS Master Plan provides an overview of existing and planned ITS infrastructure within the TPO's boundary, and a general overview of the types of communication infrastructure utilized by various agencies including FDOT District Five and its related services (e.g. Florida 511, Regional ITS Architecture, Traffic Incident Management). A qualitative assessment of the existing ITS system notes that there are some challenges related to communication breakdowns between agency networks and other interagency coordination issues. Staff shortages, aging equipment, maintenance, and the need for specialized training are other issues facing the ITS system. It is noted that each local transportation agency has a focus on connecting traffic signals to a common ITS network, automated vehicles, and pedestrian/bicycle data collection.

The successor to the ITS Master Plan, Phase 1, was the TPO's Transportation Systems Management and Operations (TSM&O) Master Plan Phase 2. This plan provides an overview of various TSM&O strategies, and based on a scoring and ranking of roadway segments within the LRTP network, offers recommendations regarding the most applicable strategies and projects. TSM&O is an approach to improving the performance and efficiency of the transportation network by addressing traffic-related problems and minimizing congestion through the utilization of ITS, signal system control, and other management and operational strategies. This plan includes a respective Top 25 ranking for SIS, Regional, Non-Regional, and Collector roadway segments within the LRTP network to determine where TSM&O strategies are expected to provide the greatest benefit and optimum return on investment. It also includes four (4) recommended TSM&O deployments with related cost information.

The Volusia-Flagler TPO also contributes to the advancement of regional TSM&O planning and collaboration. The TPO recently partnered with nine other MPOs/TPOs throughout Central Florida for the development of the ***Regional TSM&O Strategic Plan*** (February 2025) which aims to set the stage for a formal regional TSM&O program. The plan includes an organizational purpose, vision, goals, and objectives; assessment of regional strengths and opportunities; strategic initiatives and priority actions; and recommendations related to a program governance structure.

Automated, Connected, Electric, And Shared-Use (ACES) Vehicles

As technology continues to evolve and transform transportation at an accelerating pace, it is noted that ACES technologies will have significant impact on the TPO's future transportation systems. Personal and public vehicles alike are using increased levels of technology, and combined with shared mobility, are integrating into an existing transportation system that must be supportive of the technology. FDOT developed guidance for ACES planning in September 2018. The TPO is also using this guidance in planning for congestion management and the evolution of transportation throughout the community and region.

In June 2020, the TPO adopted a Connected and Automated Vehicle Readiness Study – Technology Transition Plan. The study includes a thorough review of connected and automated vehicle (CAV) readiness, including an assessment of the region's preparedness to adopt and adapt to new technologies and mobility solutions. The Technology Transition Plan outlines a transition plan specific to the planning area for adopting transformational technologies at the local community level and for incorporating new transportation technologies into regional plans, land development codes, and funding.

TRANSIT (PUBLIC TRANSPORTATION)

Transit plays an important role in providing access to education, employment, healthcare, and cultural/environmental resources. Although transit may benefit those that choose to utilize it regularly, it also has the capacity to improve the quality of life for those who cannot otherwise freely travel by other modes. Transit can also provide economic benefits—such as ensuring that local and regional businesses have dependable access to the workforce.

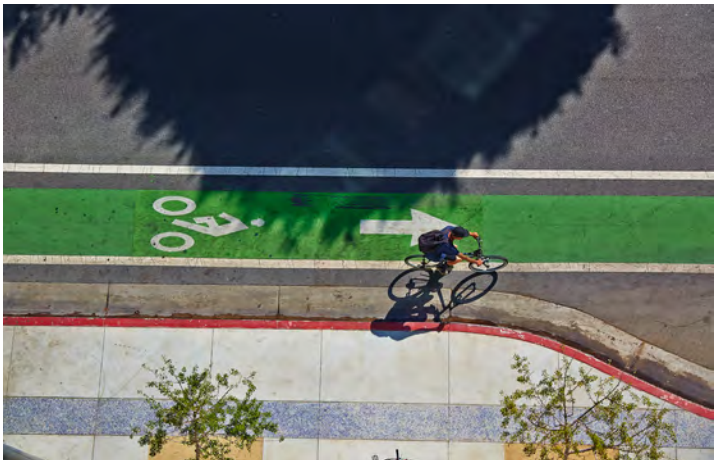
Volusia-Flagler 2050 continues to provide support for local transit service by reserving a portion of the TMA set-aside to provide funding of approximately $47 million through the plan horizon. The TPO recognizes that the TMA set-aside funding, along with the federal, state, and local funding shown in the revenue forecast, is only sufficient to support the continuation of existing transit service. Funding for long-term service expansions has not been identified. The TPO will continue to work with its local transit agency partners to seek additional transportation funding strategies that will support efforts to expand transit service in the area.

Regional Transit Opportunities and Passenger Rail

The Volusia-Flagler TPO recognizes the importance of rail travel and the opportunity it presents to offer additional transportation choices that may enhance and alter traveler behaviors throughout the region and across the state. In addition to the SunRail commuter rail system currently serving the planning area, future passenger rail opportunities are emerging such as Brightline, which is the only privately owned and operated intercity passenger railroad in the United States. In Florida, Brightline service is currently operating between Miami and Orlando International Airport with intermediate stops in Aventura, Fort Lauderdale, Boca Raton, and West Palm Beach. There are current plans to further extend the service from Orlando to Tampa.

The TPO supports the additional expansion of Brightline service northward to Jacksonville, including the potential for a station within the TPO's planning area. In alignment with this vision, the TPO also continues to support the preservation of a rail envelope along the I-4 corridor from SR 46 east to I-95 (based on logical termini), to accommodate future passenger rail service throughout the metropolitan planning area.

BICYCLE AND PEDESTRIAN



The Volusia-Flagler TPO has a long-standing commitment to bicycle and pedestrian planning and project implementation, and works closely with local, regional, and state stakeholders. The TPO has completed numerous bicycle and pedestrian feasibility studies and plans focused on school safety, as well as regional and local comprehensive and multimodal transportation plans. The safety of bicyclists, pedestrians, and other vulnerable users was also a primary focus of the Volusia-Flagler Vision Zero Action Plan adopted by the TPO in June 2025 (see Transportation Safety/Vision Zero section).

The continued allocation of TMA Local Initiative set-aside funding for Bicycle/Pedestrian projects (roughly $47 million between 2031-2050) and the use of Transportation Alternatives (TA) funding reaffirms the TPO's commitment to the development of bicycle, pedestrian, and regional trail facilities that provide vital connections within the state and national trail and greenway network.

Additionally, the TPO is fortunate to have Tier 1 & 2 SUN Trail regional trail networks (Coast to Coast Trail and St. Johns River-to-Sea Loop Trail) within the planning area. SUN Trail projects within the regional trail network are funded over time through various sources including the dedicated annual allocation of $50 million in state funding to the SUN Trail program [Section 339.81(5), F.S.]. SUN Trail projects outside of the regional trail network can also be pursued for funding under the SUN Trail Individual Project category.

Volusia-Flagler TPO Bicycle and Pedestrian Plan

The TPO's Bicycle and Pedestrian Plan (available on the TPO website) outlines a vision, goals, and objectives for providing a safe, accessible, and connected network of bicycle, pedestrian, and trail facilities for the TPO's planning area and respective regional connections. The Bicycle and Pedestrian Plan conveys the TPO's commitment to bicycle and pedestrian planning, safety, and project implementation – all of which informed the goals and objectives of Volusia-Flagler 2050.

The goals of the Bicycle and Pedestrian Plan include:

1. Reduce the number of bicycle and pedestrian-related injuries and fatalities for all ages and users
2. Make all facilities safe places to walk and ride a bicycle for all ages and users
3. Enhance connectivity and multi-modal transportation choices
4. To continue to identify and map existing and proposed facilities
5. To provide for the safety of all mobility-impaired users

The plan provides data related to bicycle crashes, pedestrian crashes, and the location of high crash intersections. Inventories of bicycle, pedestrian, and regional trail facilities are also provided. The TPO's Bicycle and Pedestrian Plan provides background on the concept of Complete Streets, related FDOT policy, and how it may be implemented within varying local contexts. The plan also outlines bicycle and pedestrian facility design considerations including wayfinding, markings, crosswalks, and signal timings.

Bicycle and Pedestrian Needs and Priorities

The Volusia-Flagler TPO prioritizes bicycle, pedestrian, and trails projects which may be eligible for funding on an annual basis. These projects are included in the TPO's List of Priority Projects (LOPP) which serves as the bridge between the five-year program of projects funded in the TIP and the long range plans and programs supported by the TPO.

For the purpose of documenting bicycle and pedestrian priorities that are being pursued to support development of an integrated multimodal transportation system, **Appendix K** includes the highest priority bicycle and pedestrian projects from the 2025 LOPP. These projects are grouped as follows:

- Tier A - Projects with One or More Phases Funded;
- Tier B - Projects Ready for Funding;
- Tier C - Projects Awaiting Feasibility Study;
- SUN Trail Tier A - Projects in the SUN Trail Work Program; and
- SUN Trail Tier B - Projects Awaiting Funding.

Under the prioritization policies established in Volusia-Flagler TPO Resolution 2024-22, the TPO protects the top projects listed in Tier B. Protected status means that the TPO commits to retaining these projects in their ranking to ensure program stability and predictability for project sponsors. It is important to emphasize that longer term priorities are established at the "program" level and determined through the annual LOPP process. Please view the TPO's current LOPP for the most up to date bicycle and pedestrian priorities.

FREIGHT

The Volusia-Flagler TPO is committed to the efficient movement of goods and supporting the needs of the freight community throughout the planning area and the region. The TPO looks forward to continued involvement in planning to meet these needs. As part of the LRTP planning process, the TPO engaged the freight and economic development community, including extensive coordination with FDOT. Stakeholder input highlighted corridors experiencing high truck volumes or congestion and identified areas expected to experience significant growth and increased demand for freight activity. Continuing partnerships with economic development organizations like Team Volusia and Flagler County Economic Development are important to ensure that long range transportation planning supports the future locations of manufacturing and distribution to the planning area. In the TPO's 2045 LRTP, freight parking was identified as a challenge for the region. In the time since the adoption of the previous plan, two truck parking sites on I-4 in Volusia County (eastbound and westbound) have advanced with constuction funding for both in the TPO's FY 2025/26-2029/30 TIP. In addition, FDOT's SIS 2035-2050 Long Range Cost Feasible Plan includes funding for an I-95 Truck Parking Study from the Indian River/Brevard County line to the Flagler/St. Johns County line.

Freight mobility was also one of the criteria used in the technical criteria scoring, giving increased points to corridors that are designated as freight routes. Strategic Intermodal System (SIS) projects identified in the Cost Feasible Plan are among the most critical needs that address efficient and safe movement of freight.

TRANSPORTATION SAFETY AND VISION ZERO

The Volusia-Flagler TPO has maintained a longstanding commitment to improving transportation safety. Volusia-Flagler 2050 reflects this commitment by allocating funds to improve traffic safety and operations, and to utilize new technology to improve the efficiency of our existing system. This plan allocates roughly $62 million in TMA Local Initiative set-aside funding through the year 2050 for projects that improve safety and efficiency.

The TPO has also undertaken other activities to advance safety and improve awareness in the region such as school safety studies, pedestrian law enforcement training and exercises, health and safety partnerships with local agencies, participation on the Community Traffic Safety Teams and helmet distribution programs. The TPO is also implementing the Operation Best Foot Forward program, which is a high-visibility enforcement program that reminds drivers about Florida's driver yield law and combines enforcement, education, and engineering solutions.

Strategic Highway Safety Plan Emphasis Areas

The TPO considered federal and state safety documents, including the FDOT State Strategic Highway Safety Plan (SHSP), during this LRTP process. To ensure consistency with the SHSP, the Volusia-Flagler TPO will support the Key Safety Emphasis Areas as listed here:

Roadways

- Lane Departures
- Intersections

Road Users

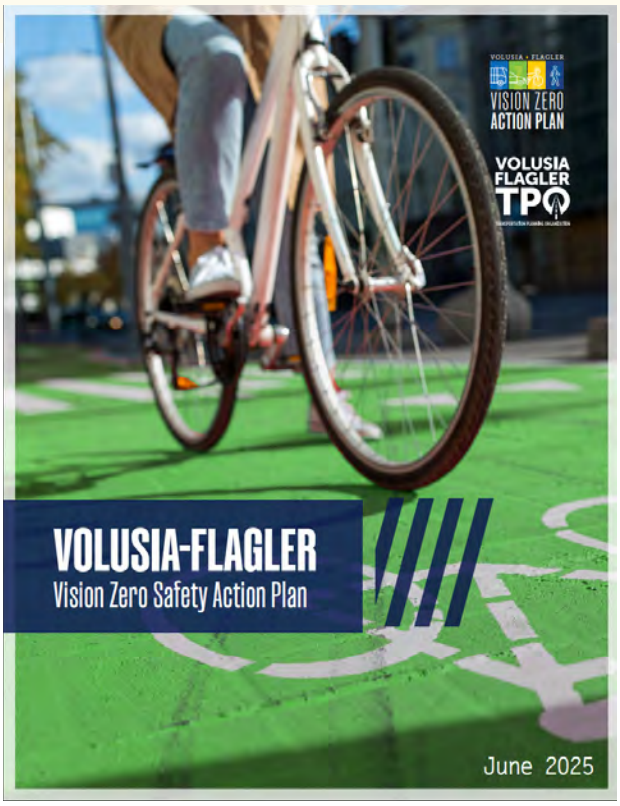
- Pedestrians and Bicyclists
- Aging Road Users
- Motorcyclists and Motor Scooter Riders
- Commercial Motor Vehicle Operators
- Teen Drivers

User Behavior

- Impaired Driving
- Occupant Protection
- Speeding and Aggressive Driving
- Distracted Driving

Traffic Records and Information Systems

Vision Zero Action Plan



Vision Zero is an international initiative to eliminate all traffic fatalities and serious injuries while promoting safe, healthy, and fair mobility for everyone. The TPO, in partnership with Volusia and Flagler Counties as joint applicants, received a federal grant through the Safe Streets and Roads for All (SS4A) program to develop a Vision Zero Action Plan (VZAP). The VZAP was adopted by the TPO Board on June 25, 2025 and includes the identification of a High Injury Network (HIN) comprised of the most dangerous roadways in the region along with proposed safety countermeasures on the highest priority HIN corridors. The VZAP also includes recommendations for educational and enforcement programs, as well as local government policy changes to advance safety and the goals of Vision Zero. The completion of the VZAP provides the TPO and its partner agencies with the opportunity to pursue additional funding through the SS4A program to implement the plan's recommendations.

For Volusia-Flagler 2050, safety data and analysis from the VZAP was utilized in the prioritization of projects for inclusion in the Cost Feasible Plan. The technical criteria scoring process assigned higher scores to projects based on their safety scores and whether they were located on a roadway identified as part of the High Injury Network.

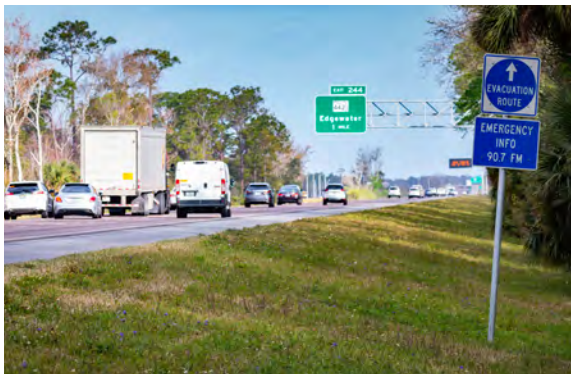
The complete Volusia-Flagler TPO Vision Zero Action Plan can be found on the TPO's website.

The Volusia-Flagler Vision Zero Action Plan was built upon the Federal Highway Administration Safe System Approach.

TRANSPORTATION SECURITY AND RESILIENCY

Better planning in transportation security can help reduce the negative impacts to local and regional transportation systems from major natural or manmade events, such as hurricanes, tornadoes, flooding, or terror attacks. In addition, federal requirements for metropolitan planning also include considering security as a factor in LRTPs. The metropolitan planning process should provide for the consideration and implementation of projects, strategies, and services that will increase the security of the transportation system for motorized and non-motorized users.

The TPO can play a key role in planning both before and after a disaster. Pre-disaster planning involves efforts to guard against, prepare for, and mitigate a disaster's effects; while post-disaster planning focuses on restoring essential functions, speeding recovery, and rebuilding in the wake of a disaster.



Largely because of its vulnerability to hurricanes and tropical storms, Florida has become a leader in emergency management and disaster mitigation planning. Local governments prepare several types of plans that TPOs should be aware of and, as appropriate, participate in developing:

- **Comprehensive Emergency Management Plans:** Operational procedures used to prepare for, respond to, recover from, and mitigate emergencies.
- **Local Mitigation Strategies:** Identify and prioritize hazard mitigation needs and strategies to reduce the vulnerability to natural hazards.
- **Post-Disaster Redevelopment Plans:** Outlining recovery and reconstruction procedures and policies.

Considerations of transportation security were integrated into the project prioritization process for this plan as scoring criteria was included for those projects located along evacuation routes.

The TPO's 2045 LRTP, *Connect 2045*, included a Resiliency Scenario which contained an assessment of roadway projects that are potentially vulnerable to estimated sea level rise projections. This scenario also considered the findings of other studies that TPO has participated in, including Sea Level Rise Vulnerability Assessment - 2016, Resilient Volusia - 2017 and Resilient Flagler - 2018. The scenario also considered FDOT's Risk Assessment on SIS Corridors – 2018.

The Volusia-Flagler TPO is an active member of the East Central Florida Regional Resilience Collaborative and Northeast Florida Regional Council. TPO Resolution #2020-07 adopts a Sea Level Rise Planning Policy Statement with Sea Level Rise Projections and a Planning Horizon incorporates resilience into the Volusia-Flagler TPO's Strategic Planning Process.

In 2023, FDOT completed the State Highway System Resilience Action Plan (RAP) to assess potential impacts of flooding, storms, and sea level rise based on current conditions and potential future events. Objectives of the RAP include:

- Recommend strategies to enhance infrastructure and the operational resilience of the State Highway System that may be incorporated into the transportation asset management plan;
- Recommend design changes to retrofit existing state highway facilities and to construct new state highway facilities; and
- Enhance partnerships to address multijurisdictional resilience needs.

TOURISM AND TRAVEL

Owing to the TPO planning area's status as a leading tourism destination, long range planning must not only consider a burgeoning resident population, but constantly growing visitation as well. Significant influxes of visitors translate into major seasonal impacts to the transportation network associated with races and concerts at Daytona International Speedway, motorcycle rallies, festivals, sporting events/ tournaments, and other events. The area is also noted for its nature-based destinations and opportunities as highlighted through corridors such as the A1A Scenic & Historic Coastal Byway, River of Lakes Heritage Corridor, Halifax Heritage Byway, Ormond Scenic Loop and Trail, and extensive regional trail investments.

Tourism and travel were integrated into the planning and project prioritization process through scoring criteria that gave points to projects providing access to tourism activity centers.

The Florida Scenic Highways Program

As stated above, the TPO's planning area is home to a number of Florida Scenic Highways, and the TPO supports the goals of the Florida Scenic Highways Program. The program is a grass-roots effort to heighten awareness of the state's intrinsic resources along its highway system — cultural, recreational, natural, archeological, historical, and scenic — which collectively enhance the overall traveling experience. Program support and participation provides benefits to the community such as resource preservation, enhancement, and protection.

While enhancing the traveler's experience, designation results in benefits to local communities. Designated scenic highways promote a heightened awareness of the state's exceptional resources and unique history through educational and visual experiences. Recent studies have documented the potential financial rewards that receiving a scenic highway designation can have on the local economy.

Environmental Consultation

As part of the development of Volusia-Flagler 2050, federal, state, and local regulatory agencies were contacted to obtain comments and consultation on the Draft Cost Feasible Plan. These agencies were asked to consider the following in their review:

- Potential environmental impacts from the draft list of cost feasible projects
- Environmental factors to consider as part of the plan
- Considerations from applicable conservation plans
- Potential environmental mitigation activities, and areas to carry out these activities, including those with the greatest potential to restore and maintain environmental functions

Appendix J includes the responses and consultation provided by these agencies, which were considered when developing this plan. Chapter 5 includes additional discussion on the environmental considerations associated with this plan and potential mitigation opportunities.

REGIONAL COORDINATION

Due to the amount of growth the TPO's planning area has experienced and the expectation that it will continue, ongoing regional transportation planning is critical. The TPO has maintained strong alliances and collaboration with partners in the region and throughout the state through organizations including the East Central Florida Regional Planning Council (ECFRPC), the Central Florida MPO Alliance (CFMPOA), and the Florida Metropolitan Planning Organization Advisory Council (MPOAC).

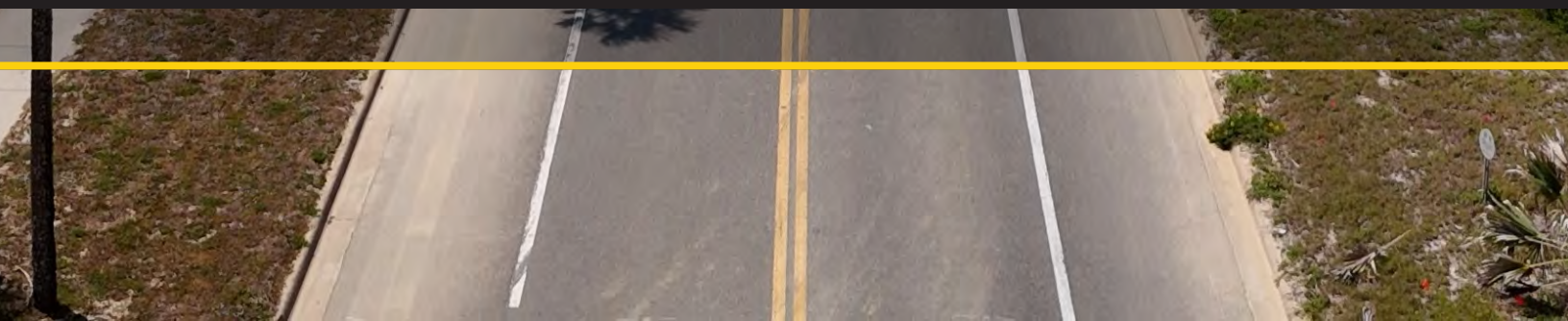
The CFMPOA is a partnership of metropolitan planning organizations in the Central Florida area encompassing Orange, Osceola, Seminole, Brevard, Lake, Sumter, Polk, Volusia, Flagler, Ocala, and Marion counties that meet to collaborate on the transportation needs of the region. The CFMPOA continues to 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. The TPO will ensure that the appropriate regional projects contained in Volusia-Flagler 2050 are reflected in regional transportation plans. As noted earlier in this chapter, the CFMPOA facilitated collaboration between member MPOs and FDOT District Five to determine the allocation of select districtwide revenue sources for use in the development of their respective 2050 LRTPs.

SUMMARY

Volusia-Flagler 2050 provides for an integrated multimodal and intermodal transportation system that serves national, regional, and local transportation needs. Key points include the following:

- **The plan serves regional and national needs through incorporation of projects on the National Highway System, State Highway System and Strategic Intermodal System (SIS), and through regional connectivity criteria in project prioritization.**
- **The plan supports and advances regional freight, emergency management, travel, and tourism efforts through emphasis on projects in designated freight corridors and emergency evacuation routes, and those that enhance access to tourism and economic activity centers. Development of the plan included coordination with entities representing freight interests, economic development, and other key stakeholders.**
- **The plan advances multimodal transportation choices through the continuation of Local Initiatives funding that supports the annual identification of complete streets projects, roundabouts, advanced technology projects, and other programmatic improvements. Consistent with Volusia-Flagler 2050's goals and objectives and the TPO's Bicycle and Pedestrian Master Plan, bicycle and pedestrian facilities will also be considered, where appropriate, in conjunction with new or reconstructed transportation corridors.**
- **The plan provides for intermodal transportation connectivity through recognition and incorporation of prioritization criteria that emphasizes connectivity to multimodal hubs such as Votran transfer facilities, DeBary SunRail station, DeLand Amtrak/SunRail station and Daytona Beach International Airport.**

PLAN IMPLEMENTATION 7



Chapter 7 - Plan Implementation

Volusia-Flagler 2050 was developed to set the long-range transportation vision and plan for Volusia and Flagler counties and will guide the TPO for the next five years. Successful implementation of Volusia-Flagler 2050 will rely upon the support and cooperation of local municipalities, Volusia County, Flagler County, FDOT District Five, transit service providers, neighboring counties and TPOs/MPOs, and other partners. The TPO will work closely with these agencies and organizations to secure funding and program projects to meet the transportation needs of the region.

The Volusia-Flagler 2050 LRTP is an integral component of the TPO's overall planning and programming framework. Volusia-Flagler 2050's Cost Feasible Plan (CFP) provides the pipeline of projects that will support annual development of the List of Priority Projects (LOPP). The LOPP subsequently determines which projects will advance into the Transportation Improvement Program (TIP) and FDOT Five-Year Work Program.

In addition to the implementation of specific CFP projects and the plan's other identified planning and policy steps, Volusia-Flagler 2050 includes the following recommended Implementation Actions:

- ✓ **Utilize the $20 million set-aside from the CFP to fund prioritized Local Initiatives projects ranging from complete streets improvements to advanced technology projects.**
- ✓ **Undertake planning studies for potential System Reliever Corridors identified during the development of Volusia-Flagler 2050. These corridors were identified based on a preliminary evaluation of where congestion induces increased volumes on parallel facilities. See Chapter 5 for more information on these potential System Reliever Corridors.**
- ✓ **Advance Volusia-Flagler 2050's safety goal through implementation of recommendations from the TPO's Vision Zero Action Plan which was adopted in June 2025.**
- ✓ **In recognition of shifting revenue availability and increasing funding shortfalls, continue to reevaluate major capacity projects that will face significant fiscal limitations to completion.**

PLAN ADOPTION

At the June 25, 2025 meeting of the TPO Board, the draft Volusia-Flagler 2050 LRTP Project List was approved for public outreach and a 30-day public comment period was initiated. On August 18, 2025, a 30-day public notice period was initiated for the draft Volusia-Flagler 2050 LRTP, pursuant to the TPO's Public Participation Plan. The Volusia-Flagler 2050 LRTP was formally adopted by the TPO Board on September 17, 2025.

COMPLIANCE WITH FEDERAL LEGISLATION AND GUIDANCE

Volusia-Flagler 2050 was developed to fulfill the necessary requirements of all applicable federal and state regulations. This also includes the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law, which was signed into law on November 15, 2021. The IIJA builds upon MAP-21 (2012) and the FAST Act (2015) and introduced new priorities to address contemporary transportation challenges. The TPO has been proactive in addressing these new requirements and incorporating them into core planning activities. An LRTP Compliance Checklist is included as **Appendix B** to illustrate how Volusia-Flagler 2050 has addressed identified requirements.

LRTP AMENDMENT PROCESS

Besides the five-year LRTP update cycle, there are times that Volusia-Flagler TPO may find it necessary to revise the LRTP. Required revisions can be necessary due to shifts in availability of funding or updated project priorities, among other reasons. FDOT provides guidance to implement amendments to the LRTP.

The Code of Federal Regulations defines two types of revisions — *administrative modifications and amendments.*

A modification is a minor revision to the LRTP that includes minor changes to project/project phase costs, minor changes to funding sources of previously included projects, and minor changes to project/project phase initiation dates. A modification is a revision that does not require public review and comment or redemonstration of fiscal constraint.

An amendment is a revision that involves a major change to a project such as adding or deleting a project, a major change in project cost, project/project phase initiation dates, or a major change in design concept or design scope (e.g., changing project termini, the number of through traffic lanes or changing the number of stations in the case of fixed guideway transit projects). An amendment is a revision that requires public review and comment and redemonstration of fiscal constraint.

The LRTP can be revised at any time. It is important to note that the TPO does not have to extend the planning horizon of the LRTP for administrative modifications or for amendments. Florida Statute requires that the Volusia-Flagler TPO Board adopt amendments to the LRTP by a recorded roll call vote or hand-counted vote of the majority of the membership present. The amended long-range plan is to be distributed in accordance with the FDOT MPO Program Management Handbook requirements. The LRTP amendment process is summarized by **Figure 7-1** on the following page. The TPO will follow the applicable procedures for LRTP amendments including the Florida LRTP Amendment Thresholds document developed by FDOT and FHWA.

Figure 7-1: LRTP Amendment Process