



# Chapter 1



## INTRODUCTION



### 1. INTRODUCTION

The River to Sea Metropolitan Planning Area (MPA) is situated on the east coast of Florida and contains over 1,400 square miles. The MPA is shown in Figure 1 and includes Volusia County, Beverly Beach, Flagler Beach, portions of Palm Coast, Bunnell, and as well as unincorporated Flagler County. The region includes a number of popular tourist destinations, and is within an hour of two major metropolitan cities: Orlando and Jacksonville. In addition, the region contains many environmentally sensitive lands due to the high number of saltwater estuaries that flow through the area. In contrast, some of the fastest growing cities in Florida, such as DeLand and Deltona, are found within the region.

The River to Sea Transportation Planning Organization (TPO) is a federally required planning agency created to oversee the local transportation system of the MPA. Its existence is necessary to meet federal requirements for obtaining and expending federal transportation funds. Specifically, the federal government requires that each urbanized area, as a condition to the receipt of federal capital or operating assistance, have in place a continuing, cooperative, and comprehensive transportation (3-C) planning process. This 3-C process must result in plans and programs consistent with the comprehensively planned development of the urbanized area. In order to demonstrate that a 3-C planning process is being implemented, the River to Sea TPO must periodically prepare and adopt a 25-year long range transportation plan (per requirements of 23 CFR 450.306, 316 and 322).

Moving forward, the next 25 years will bring many challenges for local communities, including an aging population, increasing concerns over urban sprawl, and a significantly less predictable energy, environmental and economic picture. By developing a long range transportation plan, the River to Sea TPO and its members strive to identify the mobility needs in the area and work together to develop a strategic approach to planning for the future.

This 2040 Long Range Transportation Plan (LRTP) was developed with the assistance of the TPO Board, standing committees, and other stakeholders. It is a policy document that will guide the TPO in the development, management, and operation of a safe and efficient transportation system for the next 25 years. The 2040 LRTP accomplishes the following:

- Updates the River to Sea TPO's vision, goals and objectives;
- Develops performance measures that align the goals and objectives with national transportation goals;
- Describes the existing transportation system;
- Identifies current and future transportation system needs for the 25-year planning period;
- Forecasts future federal and state transportation revenues;
- Develops a Congestion Management Process (CMP) to identify congestion and prioritize improvements to relieve it; and
- Identifies and prioritizes improvements into a Cost Feasible plan.

# 2040 Long Range Transportation Plan

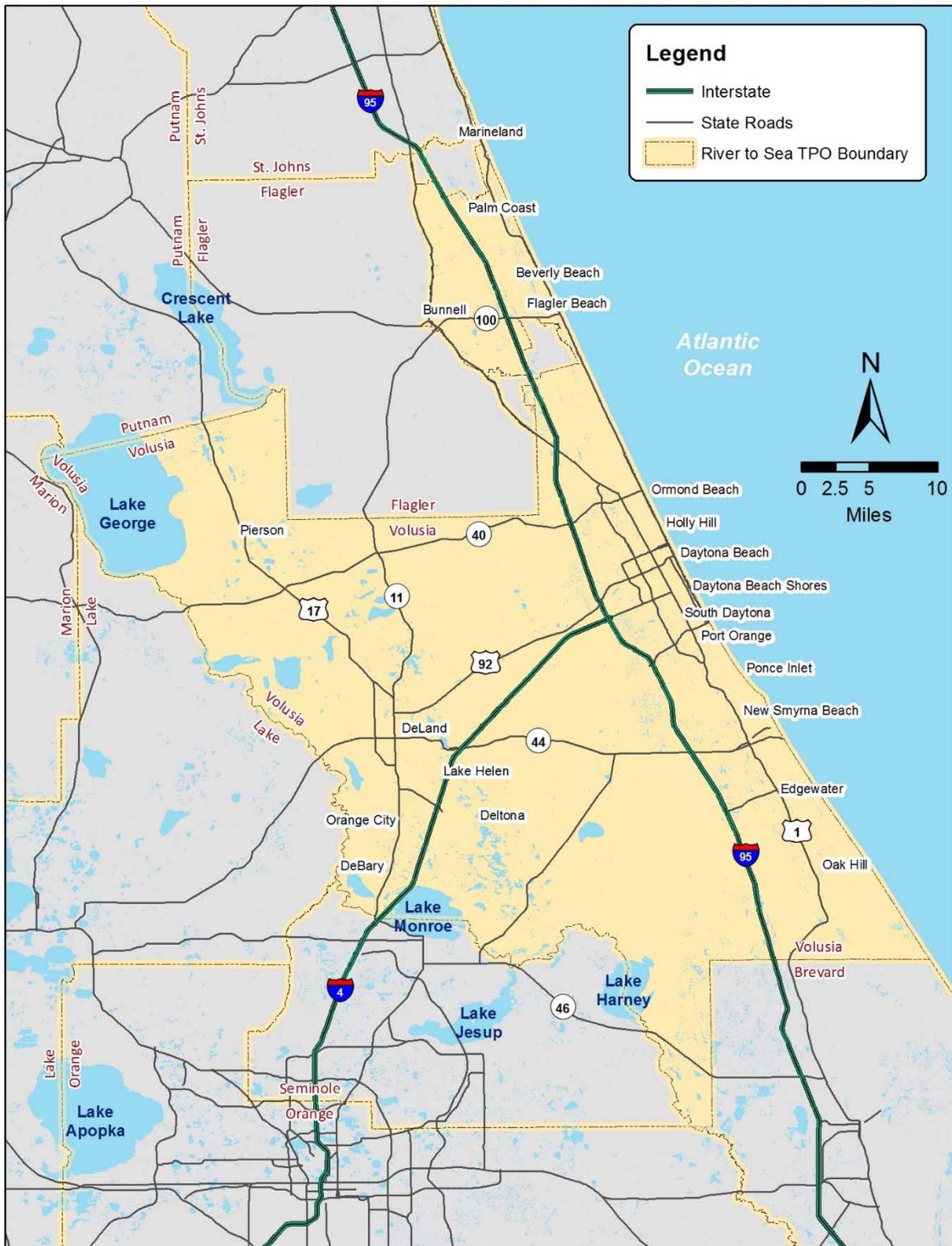


Figure 1 – River to Sea TPO MPA

## 2040 Long Range Transportation Plan

---

### 1.1. PURPOSE OF THE LRTP

The creation and update of this 25-year LRTP is the core product from the River to Sea TPO's planning process. The LRTP is a public document that assesses the current state of the infrastructure, community and resources of the region. Using this information, the challenges that face the community are met with a vision of long-term investments that will fit within the context of the region. Some of the information includes population/employment forecasts, transportation capacity analysis, and demographic data. Combining this data with the input of the public, city/county officials, advocacy groups and the business community, these proposed investments are prioritized based on the greatest need and highest benefit. The improvements can then be shaped into a phased implementation plan. The most pressing needs will be adopted into the latest five-year Transportation Improvement Plan (TIP), while the remainder of improvements will be implemented in the years that follow. As the LRTP nears the 5-year age, the process begins again with new information and input, outlining the continuing, cooperative, and comprehensive nature of the planning process.

The LRTP is required to include the projected transportation demand in the planning area, the existing and proposed transportation facilities that function as an integrated system, operational and management strategies, consideration of the results of the Congestion Management Plan, strategies to preserve the existing and projected future transportation infrastructure, pedestrian and bicycle facilities, and transportation and transit enhancement activities.

In addition, because projects in the TIP are required to demonstrate planning consistency with the LRTP, the requirements for project inclusion in a TIP must also be considered when developing the LRTP. This includes all projects using Federal Highway Administration (FHWA) and/or Federal Transit Administration (FTA) funds; all regionally significant projects requiring FHWA or FTA action regardless of funding source; and regionally significant projects to be funded with federal funds other than those administered by FHWA or FTA or regionally significant projects funded with non-federal funds (23 CFR 450.324(d)).

### 1.2. REPORT OVERVIEW

Development of the LRTP is much more than a federal mandate but rather an opportunity to develop a coordinated, long range approach for planning an effective transportation system. It is a lengthy and complex process that involves a variety of technical analyses and includes significant input from the public and partner governments. The LRTP planning effort has provided an opportunity to:

- Take stock of current resources and system limitations;
- Reach out to partner organizations, the business community and the public to identify future challenges and opportunities in consultation with Federal, State, local, wildlife, environmental land management and regulatory agencies;
- Define the collective plans and desires for the future; and
- Prioritize efforts and to seek opportunities for a cohesive development strategy.

## 2040 Long Range Transportation Plan

---

The 2040 LRTP outlines a strategic approach to developing a comprehensive system of transportation options. This report provides a more detailed documentation of the activities pursued in order to develop the transportation financing and projects comprising the River to Sea TPO 2040 Long Range Transportation Plan.

The report is divided into ten chapters and is supported by supplemental information provided in the appendices.

**Chapter 1: Introduction** – This chapter provides an overview of the LRTP report.

**Chapter 2: Vision, Goals, and Objectives** – This chapter outlines the vision, goals and objectives of the 2040 Long Range Transportation Plan. It also presents how these items address the LRTP goals that align with MAP-21 national performance goal areas and planning factors.

**Chapter 3: Demographic, Socioeconomic and Land Use Data** – This chapter describes the demographics within the MPA, Environmental Justice review, and methodology used to develop the two socioeconomic data sets that were used to formulate realistic population and employment projections. This information was used in the transportation model to determine future transportation needs. Several companion reports are included in Technical Appendices A through C.

**Chapter 4: Financial Plan** – This chapter identifies state and federal transportation funding sources available in the River to Sea TPO planning area throughout the 2040 LRTP and summarizes the 2040 baseline revenue projections. Guidance regarding the development of state and federal estimates are included in Appendix D.

**Chapter 5: Public Outreach** – This chapter describes the LRTP’s public involvement plan, which meets federal participation requirements and encourages public involvement and input in the development of the LRTP. It also summarizes the public and stakeholder participation process and results of the various public outreach activities. The full public involvement plan is included in Appendix E.

**Chapter 6: Technical Planning Process** – This chapter summarizes various technical inputs to the LRTP, including the existing plus committed network modeling as well as the capacity-enhancing alternatives tested for the 2040 LRTP. Also included is a description of the screening tools utilized, including congestion management and performance measures. Additional criteria reviewed include freight safety and security. Pertinent supporting documents are included in Appendices F through H.

**Chapter 7: Cost Feasible Plan** – This chapter details the projects comprising the adopted 2040 LRTP. It is divided into two main elements that address the capacity-enhancing transportation system improvements including highway (road and bridge) projects and public transit (bus and rail) projects. The plan includes both a cost-feasible section and a listing of needs that are unfunded within the specified time horizon. The cost-feasible portion of the 2040 LRTP is phased in five-year increments for projected implementation.

**Chapter 8: Environmental Considerations** – This chapter reviews the environmental screening process for the cost feasible projects.

**Chapter 9: Multimodal/Group Projects** – This chapter describes the major transportation programs supported by the River to Sea TPO including highways, public transit, bicycle and pedestrian modes of

## 2040 Long Range Transportation Plan

---

travel. Information is presented regarding current program activities and existing conditions in the River to Sea TPO planning area, as well as future trends in growth and development and the various programs and strategies being pursued to respond to anticipated transportation needs.

**Chapter 10: LRTP Amendment Procedure:** This chapter describes the process by which local governments can request an amendment to the 2040 Long Range Transportation Plan.

### Technical Appendices

#### 1.3. FEDERAL PLANNING REQUIREMENTS

In 2012, the federal surface transportation bill entitled Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) was enacted into law. MAP-21 requires states to develop a performance-based long range statewide transportation plan. Each state's plan should include performance measures that will assist the state in making progress towards meeting the national performance goal areas identified in the legislation. These goal areas are safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays.

In addition to these eight planning factors, there are additional minimum requirements for the metropolitan long range transportation plan as specified in federal law and regulation. Compliance of the 2040 LRTP with federal statutes is illustrated in Table 1 with a reference to the appropriate chapter that addresses each requirement.

FHWA is currently in the process of issuing rules to guide the development of performance measures. Once established, the State DOTs and MPOs will use the performance measures as they carry out federal-aid highway programs and assess system performance. The 2040 LRTP has addressed MAP-21 requirements and, to the extent possible, subsequent rule making.

## 2040 Long Range Transportation Plan

**Table 1 – Federal Planning Requirements for the 2040 LRTP**

Requirement	Plan Reference
Identify transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that function as an integrated metropolitan system, giving emphasis to facilities that serve important national, state, and regional transportation functions. [23 U.S.C. 134 (i)(2)(A); 23 C.F.R. 450.322(f)(2)]	Chapter 4 – Financial Plan Chapter 6 – Technical Planning Process
Address at least a 20-year planning horizon [23 C.F.R. 450.322 (a)]	Chapter 3 – Demographic, Socio Economic and Land Use Data Chapter 6 – Technical Planning Process Chapter 4 – Financial Plan Chapter 7 – Cost Feasible Plan
Describe the performance measures and targets used in assessing the performance of the transportation system in accordance with 23 U.S.C. 134(h)(2) and 49 U.S.C. 5303(h)(2). [23 U.S.C. 134(i)(2)(B); 49 U.S.C. 5303(i)(2)(B)]	Chapter 6 – Technical Planning Process
Include a report evaluating the condition and performance of the transportation system with respect to the targets described in 23 U.S.C.134(h)(2) and 49 U.S.C. 5303(h)(2), including progress achieved in meeting the targets in comparison with system performance recorded in previous reports. [23 U.S.C. 134(i)(2)(C); 49 U.S.C. 5303(i)(2)(C)]	Chapter 6 – Technical Planning Process
Include discussion of the types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan. This discussion shall be developed in consultation with federal, state, and tribal, wildlife, land management, and regulatory agencies. [23 U.S.C. 134 (i)(2)(B)(i)(ii); 23 C.F.R. 450.322(f)(7)]	Chapter 8 – Environmental Considerations
Include a financial plan that demonstrates how the adopted transportation plan can be implemented and indicates public and private resources reasonably expected to be available to carry out the plan. The financial plan may include, for illustrative purposes, additional projects that would be included in the adopted plan if reasonable additional resources beyond those identified in the financial plan were available. Projects in the financial plan are required to be in expressed in Year of Expenditure costs. [23 U.S.C. 134 (i)(2)(C); 23 C.F.R. 450.322(f)(10)].	Chapter 4 – Financial Plan Chapter 7 – Cost Feasible Plan
Include operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods. [23 U.S.C. 134 (i)(2)(D); 23 C.F.R. 450.322(f)(3)]	Chapter 7 – Cost Feasible Plan Appendices

## 2040 Long Range Transportation Plan

Requirement	Plan Reference
Include capital investment and other strategies to preserve the existing and future system and provide for multimodal capacity increases based on regional priorities and needs. [23 U.S.C. 134 (i)(2)(E); 23 C.F.R. 450.322(f)(5)]	Chapter 7 – Cost Feasible Plan
Include proposed transportation and transit enhancement activities. [23 U.S.C. 134 (i)(2)(F); 23 C.F.R. 450.322(f)(9)]	Chapter 7 – Cost Feasible Plan
Identify the projected transportation demand of persons and goods in the metropolitan planning area over the period of the plan. [23 C.F.R. 450.322(f)(1)]	Chapter 6 – Technical Planning Process
Identify pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g). [23 C.F.R. 450.322(f)(8)]	Chapter 9 – Multimodal/ Group Projects
Within TMAs, the plan should address congestion management through a metropolitan-wide strategy of new and existing transportation facilities and the use of travel demand reduction and operational management strategies. [23 USC 134 (k)(3); 23 C.F.R. 450.322(f)(4)]	Chapter 6 – Technical Planning Process Appendix J
In formulating the transportation plan, the MPO shall consider subsection (h) as the factors relate to a 20-year forecast period [23 USC 134(i)(2)(A)(ii); 49 USC 5303(i)(2)(A)(iii)]	Chapter 2 – Vision, Goals, and Objectives
Describe proposed improvements in sufficient detail to develop cost estimates, e.g. design concept and design scope descriptions. [23 C.F.R. 450.322(f)(6)]	Chapter 7 – Cost Feasible Plan
Include a safety element incorporating or summarizing the priorities, goals, countermeasures, or projects for the MPA contained in the Strategic Highway Safety Plan required under [23 U.S.C. 148], as well as (as appropriate) emergency relief and disaster preparedness plans and strategies and policies supporting homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users. [23 C.F.R. 450.322(h)]	Chapter 6 – Technical Planning Process Chapter 7 – Cost Feasible Plan
When updating the plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. [23 C.F.R. 450.322(e)]	Chapter 3 – Demographic, Socio Economic and Land Use Data
The plan should include both long-range and short-range strategies and actions that lead to the development of an integrated multimodal transportation system that facilitates the efficient movement of people and goods in addressing current and future transportation demand. [23 C.F.R. 450.322(b)]	Chapter 9 – Multimodal/ Group Projects