

**1.5 A BRIEF ASSESSMENT OF SUCCESSES AND SHORTCOMINGS RELATED TO EACH ELEMENT [163.3191(2)(H)]**

**CHAPTER TWO - TRANSPORTATION ELEMENT**

**INTRODUCTION**

The Transportation Element replaced the previous Traffic Circulation; Mass Transit; Ports, Aviation and Related Facilities; and the optional Scenic Roadways Elements during the EAR-Based Amendments in 1998. At that time, multiple steps were taken to analyze the existing operational characteristics of the overall transportation system in Volusia County. The Volusia County Metropolitan Planning Organization's (VCMPO) Long Range Transportation Plan was incorporated as the foundation of the Transportation Element. The MPO's Long Range Transportation Plan was developed as a result of the passage of the *Intermodal Surface Transportation Efficiency Act (ISTEA)* of 1991. ISTEA was the catalyst that brought intermodal transportation planning to the forefront. Thus, the purpose of the Transportation Element has been to plan for a coordinated multimodal transportation system that places an emphasis on public transportation systems.

The Transportation Element has 3 Goals:

- GOAL 2.1 Volusia County shall provide a coordinated multimodal transportation system to serve current and future land uses and population needs.
- GOAL 2.2 Volusia County shall develop a multimodal transportation system that will minimize the adverse effects on the environment and loss or destruction of scenic views and natural vegetation.
- GOAL 2.3 Volusia County shall provide for the designation and management of a system of Scenic Corridors which reflect the varying aesthetic qualities of the County.

The EAR-based amendments will result in no changes to these goals. However, since the adoption of the EAR Based Amendments in 1998, a new trend in planning has occurred called "Smart Growth." A Volusia Smart Growth Implementation Committee was formed in response to that recommendation and met from August 2004 to July 2005. A report was recently produced including 15 "keystone" recommendations and 49 additional recommendations that outline how the principles of smart growth could be implemented in Volusia County. A copy of the Smart Growth Report is attached as Exhibit C. Many of the recommendations are already contained in the Transportation Element Goals, Objectives and Policies.

In addition, through public participation during the EAR process, transportation concurrency and funding issues were identified separately from the Smart Growth Implementation Committee's Report. A detailed analysis is contained in the Major Issues section of this report. Based on the analysis contained in the Major Issues section and the Smart Growth Implementation Committee's recommendations, there may be additional goals, objectives or policies added to this Element.

## **OBJECTIVE ANALYSIS**

### **Objective 2.1.1**

Volusia County shall implement programs to provide a safe, convenient, and energy efficient multimodal transportation system.

#### Objective Achievement Analysis

The intent of this Objective was for Volusia County to provide a multimodal transportation network through coordination with the Volusia County MPO, Florida Department of Transportation, and other appropriate jurisdictions and agencies, and through implementation of resulting programs. Volusia County has met and/or is currently implementing programs to meet the intent of this Objective on a continuous basis. Therefore, this Objective will be retained as written.

#### Policy Relevance

There are 30 Policies related to this Objective. All of the related Policies will remain unchanged except for the following:

Policy 2.1.1.4 requires Volusia County to establish strategies to facilitate local traffic to use alternatives to the Florida Intrastate Highway System (FIHS). The County is meeting the intent by planning and building parallel facilities that relieve congestion on State roads. However, the State has changed its classification of FIHS roads to Strategic Intermodal System (SIS) and Regionally Significant roads. This policy will need to be updated to be consistent with the State's new classifications.

Policy 2.1.1.7 requires the County to coordinate and cooperate with FDOT, the Volusia County MPO, and other appropriate agencies and jurisdictions to support the connection of State Road 415 in Volusia County to State Road 417. Seminole County has completed the construction of Road Segment I from Sanford Avenue to the Airport entrance road. Road Segment II has been funded for construction to complete the link from the Airport to SR 46/SR415 by January 2007. Since the project is almost complete, this Policy is no longer relevant and will be removed.

### **Objective 2.1.2**

Volusia County shall coordinate the transportation system with the Future Land Use Element to ensure compatibility between land use and the thoroughfare system necessary to support it.

#### Objective Achievement Analysis

The Transportation Element is closely linked to the Future Land Use Element (FLUE). The land development pattern, as outlined in the FLUE, necessitates improvements and expansion to the County's transportation system. For this reason, Growth Management staff and the Traffic Engineering staff work very closely together on reviewing future land use amendments to the Volusia County Comprehensive Plan.

Because changes or shifts in land use patterns can drastically impact the performance of the roadway system, the County's Land Development Code requires development applications projected to produce 1,000 trips or more per day to submit a Traffic Impact Analysis Study. This Study is then submitted to all of the appropriate staff members for review before a development order can be issued. Volusia County continues to meet the intent of this Objective on a continuous basis. Therefore, this Objective will be retained as written.

#### Policy Analysis

There are 13 Policies related to this Objective. All of the related Policies will be maintained as written.

#### **Objective 2.1.3**

Volusia County shall review as necessary, the 2020 Thoroughfare Roadway System Map (Figure 2-1) to ensure appropriateness and to protect rights-of-way needed for transportation improvements.

#### Objective Achievement Analysis

As stated, this Objective requires the County to protect rights-of-way for ongoing and future road improvements as delineated by the adopted 2020 Thoroughfare Roadway System Map. In general, the County has been able to achieve this objective through regulations in the adopted Volusia County Land Development Code. However, the planning time frame will need to be changed to 2025 to be consistent with the MPO's Long-Range Transportation Plan. Therefore, this Objective will be modified once the MPO's Long-Range Transportation Plan is adopted.

#### Policy Analysis

There are 3 Policies related to this Objective. All 3 of the related Policies will be maintained as written.

#### **Objective 2.1.4**

Volusia County shall coordinate the transportation system with the plans and programs of the Volusia County MPO, the Florida Transportation Plan, and the FDOT's Adopted Work Program.

#### Objective Achievement Analysis

The intent of this Objective is to ensure coordination between Volusia County and other governmental agencies on the development and improvement of the County's transportation system. The County achieves the intent of this Objective by participating on several of the MPO advisory committees, by holding public meetings during the development of the Five-Year Road Program, and through Joint Planning Agreements with various municipalities. This Objective will be retained as written.

### Policy Relevance

There are 9 Policies related to this Objective. All of these Policies will be maintained as written except for the following:

Policy 2.1.4.5 requires Volusia County to pursue the reconstruction of the I-4 interchange at State Road 472/Howland Boulevard consistent with the "Interstate-4 Multi-Modal Master Plan/Major Investment Study." This project was completed in 2001 so is no longer relevant. This Policy will be removed.

### **Objective 2.1.5**

Volusia County shall coordinate with, and assist, the Volusia County MPO, VOTRAN, and the Daytona Beach International Airport to provide efficient public transportation services based upon existing and proposed major trip generators and attractors, safe and convenient public transportation terminals, land uses, passenger amenities, and accommodation of the special needs of the transportation disadvantaged.

### Objective Achievement Analysis

The intent of this Objective is to ensure that coordination occurs among all agencies involved in providing public transportation as part of the goal to promote intermodalism. The County continues to accomplish this Objective by coordinating with the MPO, VOTRAN, and the Daytona Beach International Airport on plans to provide public transportation services. This vital Objective will be maintained as written.

### Policy Relevance

The 9 related Policies will be maintained as written.

### **Objective 2.1.6**

Volusia County shall coordinate with the Volusia County Metropolitan Planning Organization (MPO) and other related agencies to achieve and maintain levels of service on the thoroughfare system as well as for mass transit services.

### Objective Achievement Analysis

This Objective is a major coordination effort among Volusia County, the MPO, municipalities, VOTRAN, and FDOT. Volusia County has met and/or is currently implementing programs to meet the intent of this Objective on a continuous basis. Therefore, this Objective will be retained as written.

### Policy Relevance

There are 19 Policies related to level of service standards. Since the 1998 EAR-based amendments, FDOT's generalized tables have been updated, road facility characteristics have changed, the FDOT policy of categorizing roadways has changed, and rapid growth has been experienced. For these reasons, the Policies will remain as

currently worded with an update, through an EAR-based amendment, to reflect correct sources and categorical definitions.

### **Objective 2.1.7**

Volusia County shall ensure that current and future transportation system needs are financed in an effective, efficient, and equitable manner.

#### Objective Achievement Analysis

The Objective will remain as currently worded.

Volusia County has had a County-wide Thoroughfare Road Impact Fee Ordinance in place since 1986. The transportation impact fees collected have been used to make necessary facility improvements caused by new development. With the passage of Senate Bill 360, an additional policy for a proportionate fair share calculation may be added to the Transportation Element under this Objective.

#### Policy Relevance

There are 5 Policies related to this Objective. As explained above, an additional policy may be added specific to proportionate fair share. The remaining Policies will remain unchanged except for:

Policy 2.1.7.5 stipulates that all thoroughfares represented on the Volusia County 2020 Thoroughfare Roadway System Map may be eligible for improvements as provided for in the Transportation Impact Fee Ordinance. For those thoroughfares on the 2020 Thoroughfare Roadway System Map that are city maintained, eligibility for the use of impact fees must be granted by the Volusia County Council. This Policy will remain as worded except the reference year will be updated.

### **Objective 2.1.8**

Volusia County shall support development and expansion of the Daytona Beach International Airport as recommended in the Airport Master Plan.

#### Objective Achievement Analysis

The intent of this Objective is to ensure coordination between Volusia County and other governmental agencies on the development and improvement of the Daytona Beach International Airport consistent with the Airport Master Plan. The County continues to achieve the intent of this Objective on an on-going basis. This Objective will be retained as written.

#### Policy Relevance

The 6 Policies related to this Objective will be maintained as written.

### **Objective 2.1.9**

Volusia County shall consider the need for future traffic operation measures in the design of all major transportation system improvements.

#### Objective Achievement Analysis

Volusia County continues to coordinate with FDOT and the City of Daytona Beach on plans for advanced traffic operations systems. This Objective will be maintained as written.

#### Policy Relevance

There are 5 Policies related to this Objective that will remain unchanged.

### **Objective 2.1.10**

Encourage bicycle use and pedestrian activity throughout Volusia County.

#### Objective Achievement Analysis

There is an ongoing commitment within the Volusia County community to work together in the development of a cohesive network of sidewalks, paths and trails. The cities, County, and citizens are actively working together on achieving this goal. On November 7, 2000 the citizens of Volusia County approved the referendum to tax themselves (.20 mills) for both the ECHO (Ecological, Cultural, Historical, and Outdoors) and Volusia Forever (Land preservation and management program) initiatives over the next 20 years. As further commitment towards this effort, the County Council voted on June 3, 2004 to annually allocate \$1,000,000 in ECHO program funds for the construction of trails of the County's Trails Master Plan.

Furthermore, the Volusia County Metropolitan Planning Organization Board established a Bicycle and Pedestrian Task Force (BPTF) in 2002. The Bicycle and Pedestrian Task Force (BPTF) was charged with six tasks, and succeeded in accomplishing them with the adoption of the Volusia County MPO Bicycle and Pedestrian Plan on January 25, 2005. The VCMPO Board also approved the reconstitution of the Bicycle and Pedestrian Task Force as the Bicycle and Pedestrian Advisory Committee. (BPAC) The BPAC shall continue to implement and update the VCMPO Bicycle and Pedestrian Plan to create an integrated bicycle and pedestrian transportation system. They will assist in providing improvements for pedestrians and bicyclists such as building sidewalks, bike lanes and paths, installing safe pedestrian crossings, addressing ADA issues and addressing safety issues through coordinated planning efforts. The committee will prioritize bicycle and pedestrian projects based on approved criteria and continue to research and identify additional funding sources and opportunities. Volusia County has met, and/or is currently implementing programs to meet the intent of this Objective on a continuous basis. Therefore, this Objective will be retained as written.

Policy Relevance

There are 5 Policies related to this Objective. All 5 Policies will be maintained as written.

**Objective 2.2.1**

Where possible, development of the Volusia County transportation system shall be directed away from areas which are naturally incapable of the service capacity to accommodate growth in an environmentally acceptable manner.

Objective Achievement Analysis

Volusia Forever was created in 2000 when the citizens of Volusia County voted to tax themselves .2 mills over 20 years to protect the County's natural biodiversity. The mission of the program is to finance the acquisition and improvement of environmentally sensitive, water resource protection, and outdoor recreation lands, and to manage these lands as conservation stewards in perpetuity. Since 2000 this citizen-supported program has purchased around 30,000 acres to be set aside for land conservation and protection. This program is one of the County's best tools for directing development and transportation facilities away from environmentally sensitive areas. Volusia County has met, and/or is currently implementing programs to meet the intent of this Objective on a continuous basis. Therefore, this Objective will be retained as written.

Policy Relevance

The 5 relevant Policies to this Objective will be retained as written.

**Objective 2.3.1**

Volusia County has established and will maintain a program for the designation of aesthetically significant corridors.

Objective Achievement Analysis

As stated, the intent of Objective 2.3.1 is to require the County to establish a program for designating scenic corridors. Supplement Document #16-1, Scenic Roadways in Volusia County, lists 9 County designated scenic roads and establishes a process for the designation of other roadways. This Objective will be retained as written.

Policy Relevance

There are 5 related Policies to this Objective that will all be maintained as written.

**Objective 2.3.2**

Volusia County has established and will maintain a program for the management of designated Scenic Corridors.

### Objective Achievement Analysis

Supplement Document #16-1, Scenic Roadways in Volusia County, lists 9 County designated scenic highways, and will need to be updated to accurately reflect the changes in the arrangement of the corridor boundaries on the east side of the County. The listed scenic highways on the east side of the County have been combined into two separate and distinct scenic corridors: Historic Ormond-by-the-Sea Scenic Trail and Ormond Beach Scenic Loop. Both projects are led by grassroots efforts to acquire state designation through the Florida Scenic Highways Program. A Corridor Management Plan for the Ormond Beach Scenic Loop was completed in January 2005. In addition, two Corridor Management Plans were completed for the Lake Helen/Cassadaga Scenic Corridor and the Lake Monroe Corridor Management in August 2004. This Objective will be modified to reflect the updates.

### Policy Relevance

The 5 Policies related to this Objective will be maintained as written.