



connections

regional mobility plan **2045**

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Capital Region Transportation
Planning Agency



Prepared for:



Prepared by:



Acknowledgements

The C RTPA 2045 Regional Mobility Plan (*Connection 2045 RMP*) thanks the diverse group of participants whose input was instrumental in creating a blueprint for a coordinated transportation system that provides real choices among modes of travel. The *Connections 2045 RMP* is the direct result of a collaborative effort between multiple municipalities and counties with support from the Florida Department of Transportation, Federal Highway Administration, and Federal Transit Administration. We extend our sincere appreciation to the elected officials, residents, stakeholders, and local staff who participated in the planning process and guided the development of this plan. Everyone's time, input, and energy are greatly appreciated.

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Introduction

Chapter 1

“The Connections 2045 RMP aims to provide residents and visitors with access to a multimodal transportation system that promotes economic vitality and quality of life throughout the region.”

Introduction

The *Connections 2045 Regional Mobility Plan (RMP)* is designed to guide transportation investment by setting forth direction and strategies to help shape the region's transportation network through the year 2045. It considers all modes of transportation including driving, walking, bicycling, transit, rail, and air. The *RMP* satisfies the requirements of the federal Fixing America's Surface Transportation (FAST) Act, addresses changes in the transportation system, and considers the region's current goals and objectives.

Reason for the Plan

The Capital Region Transportation Planning Agency (CRTPA) is the region's metropolitan planning organization (MPO). The CRTPA is responsible for coordinating transportation planning within Florida's Capital Region: Gadsden County, Jefferson County, Leon County, and Wakulla County.

The planning process for the *RMP* was guided by the two advisory committees that serve the CRTPA Board, the Citizens Multimodal Advisory Committee (CMAC) as well as the Technical Advisory Committee (TAC). The two committees consist of representatives from all counties that represent a broad cross-section of residents and technical staff in the CRTPA planning area. The CRTPA facilitates a regional, cooperative planning process that serves as the basis for spending the region's state and federal transportation funds for improvements to roads, bridges, public transit, freight routes, and bicycle and pedestrian networks.

The *RMP* characterizes current and future transportation needs and highlights the multimodal recommendations to address these needs. The plan must be reviewed and updated every five years. In addition, the plan must be fiscally constrained, meaning that CRTPA cannot plan to spend more money than the MPO can reasonably expect to receive for project implementation through the year 2045. A further consideration is that the eligibility of projects to receive federal funding is dependent on their inclusion in the *RMP*.

To meet federal regulations, the Regional Mobility Plan (RMP) must:

- Provide a minimum 20-year plan horizon
- Identify long-range transportation goals and specific long- and short-range investment strategies
- Support regional land use and economic development policies and plans
- Demonstrate fiscal constraint for all funded projects
- Reflect a broad set of public and stakeholder input

The CRTPA Area

CRTPA is responsible for transportation policy development, planning, and programming for the Capital Region which includes Gadsden, Jefferson, Leon, and Wakulla Counties. The planning area itself covers locations in which growth is likely to occur during the timespan of the long-range transportation plan. MPOs are required to evaluate their boundary after each U.S. decennial census to ensure the planning area is inclusive of all future urbanized areas. The CRTPA area is shown in Figure 1-1.

Figure 1-1: Study Area Map



Legend

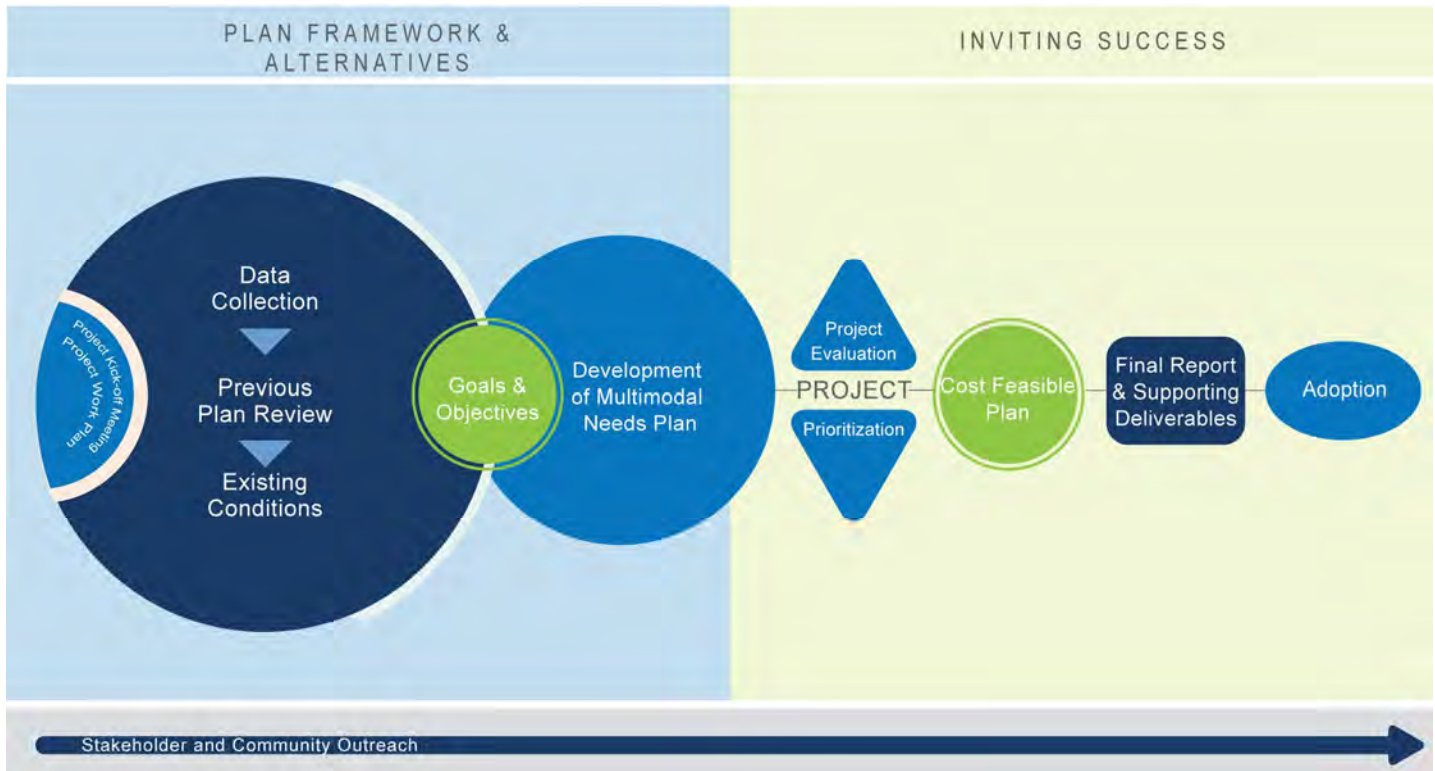
 CRTPA Region

Planning Process

The *Connections 2045 RMP* represents a collaborative effort to establish a transportation vision for the Capital Region. The plan leverages a combination of technical analysis, public engagement, and committee involvement. The *Connections 2045 RMP* built off of the *Connections 2040 RMP* which took a grass-roots approach, acknowledging that each of the counties that make up the CRTPA have different characteristics and priorities. Therefore, the plan update leveraged a process that allowed for a grass-roots approach without compromising the regional strategy.

The plan responds to existing needs and anticipated concerns for congestion, safety, access, and connectivity. The planning process requires a cooperative effort between multiple jurisdictions, key stakeholders, and citizens. Designed to create an open dialogue among the larger community, the planning process aimed to create a more nimble, adaptable plan for the future. The process flow chart in Figure 1-2 describes the planning process of the *RMP*.

Figure 1-2: Process Flow Chart



Plan Goals

The first step in creating a regional mobility plan is to establish planning goals that will provide direction for the entirety of the planning process and will serve as a tool for prioritizing recommendations. Planning goals for the *Connections 2045 RMP* were adapted from those established as part of the *Connections 2040 RMP* and revisited with stakeholders and the public to reflect the community's vision for the transportation system. The project goals in Figure 1-3 combine guidance given through FAST Act federal legislation with localized goals and objectives to provide the framework for transportation decision-making. All ten of the federal planning goals are accommodated within the plan goals set forth in the *RMP*. **Resiliency** and **Travel and Tourism** were added as new goal areas through the passage of the FAST Act and have been incorporated into the Natural Resource Protection and Conservation, Security (Resiliency), and Economic Development (Travel and Tourism) goals. Additionally, the *2045 RMP* addresses all statewide goal areas, as well as several of the special focus areas such as resilience, technology, and safety.

Figure 1-3: Plan Goals



Improve the safety of transportation facilities for all residents and visitors in the region.



Enhance connectivity between destinations within the region by different travel modes, such as bicycle, vehicular, and transit.



Provide all residents and visitors with access to different transportation options to create economic opportunities and improve quality of life throughout the region.



Promote a diversity of travel choices and facilitate movement and connections among people, jobs, goods and services, and other travel modes.



Coordinate transportation strategies and investments with local and regional land use initiatives to foster vibrant communities throughout the region.



Promote and implement transportation improvements for all modes ensuring resilience and security of the transportation system.



Coordinate transportation investments with local and regional economic development initiatives.



Protect the region's environmental, cultural, and historical areas of interest through best practices related to expansion of transportation opportunities.



Promote public health by increasing the diversity of travel choice, safety, and access to transportation facilities for all residents and visitors in the region.

FAST Act Planning Factors

MAP-21 required that the eight Federal Planning Factors be considered within the planning process. The FAST Act carried this requirement forward and added two additional Planning Factors, including Factor #9 (Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation) and Factor #10 (Enhance travel and tourism).

The Federal Planning Factors helped to provide guidance during the development of the *RMP* Goals. However, the final refined statements were developed to reflect the specific vision for the CRTPA region. As a result, the nine goals do not share a one-to-one relationship with the MAP-21/FAST Act Planning Factors. Table 1-1 demonstrates the relationship between the MAP-21/FAST Act Federal Planning Factors and the *RMP* Goals.

Table 1-1: MAP 21/FAST Act Relationship to *Connections 2045 RMP Goals*

MAP 21/FAST Act Planning Factors		Connections 2045 RMP Goals
1	Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency	Economic Development
2	Increase the safety of the transportation system for motorized and non-motorized users	Safety
3	Increase the security of the transportation system for motorized and non-motorized users	Security
4	Increase the accessibility and mobility of people and freight	Access; Multimodalism
5	Protect and enhance the environment, promote energy conservation, improve quality of life, and promote consistency between transportation improvements and state and local planned growth and development patterns	Natural Resource Protection and Conservation; Land Use; Public Health
6	Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight	Connectivity; Multimodalism
7	Promote efficient system management and operation	Security; Multimodalism
8	Emphasize the preservation of the existing transportation system	Economic Development
9	Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation	Natural Resource Protection and Conservation; Security
10	Enhance travel and tourism	Economic Development

Community Outreach

Citizen involvement—whether through direct engagement or by the input of community representatives—is an important part of successful planning. The objective of public involvement during *Connections 2045* was to:

- Increase awareness;
- Create opportunities for public input;
- Ensure that the plan accurately reflects the values and priorities of the region.

The *RMP* relies on the notion that fully understanding the community's vision for transportation and the dynamics involved in achieving it requires a collaborative approach. As a result, local staff and the project team reached out to the community throughout the planning process to gather data and information which would influence the needs plans for each county and the region as a whole. The overall public engagement strategy was designed to be compliant with Title VI requirements. A comprehensive inventory of public engagement materials and collected data can be found in Appendix F: Outreach.

Outreach for the *RMP* included the following techniques:

- CRTPA Board Meetings
- CMAC and TAC meetings
- Stakeholder meetings
- Pop-Up Event
- MetroQuest Survey
- Public/community events
- Sub-regional Workshops
- Email blasts
- Project website
- Social media

This section briefly describes the outreach that occurred during the development of the *RMP* to solicit public feedback and determine the clearest vision for transportation in the region.

The CRTPA is governed by two committees: the Citizens Multimodal Advisory Committee (CMAC) and the Technical Advisory Committee (TAC).

CMAC

Citizens Multimodal Advisory Committee

Comprised of individuals in the region and representatives of agencies and transportation interests. The committee's purpose is to provide comment and guidance to the CRTPA Board on transportation planning and policy issues.

TAC

Technical Advisory Committee

The TAC is comprised of local and state planners and engineers with expertise in transportation planning, engineering, and management. The committee provides technical reviews of CRTPA plans, policies, and projects

MetroQuest Survey

An online survey through MetroQuest was created to reach a wide range of the population in the Capital Region and provide an alternative engagement opportunity. The MetroQuest Survey for *Connections 2045* was available online from October 25, 2019 to March 2, 2020. The survey was distributed through email, on the project website, social media, and was available to take at in-person events.



MetroQuest Survey Station at Traffic Jam

MetroQuest surveys are designed to be interactive and engage the participant in a series of activities related to transportation planning. The survey for *Connections 2045* was designed to present a variety of questions to gauge participants' feelings on high-level issues and determine their desires and needs when considering potential future improvements to the transportation network. This information was presented through five interactive screens, which included the following content:

Screen 1: Welcome – This screen welcomed participants to the MetroQuest Survey. It provided introductory information about the *RMP* and the purpose of the survey.

Screen 2: Priority Ranking: Your Top Priorities – This screen included seven transportation elements, and participants were asked to rank their top five. A short description was included, and participants were offered the opportunity to provide additional comments regarding each element. The elements included were representative of the goals of the plan and included Freight Movement, Infrastructure Condition, Congestion Reduction, System Reliability, Economic Vitality, Environmental Sustainability, and Safety.

Screen 3: Survey: Tell Us More – The five top elements from the previous screen were carried over, and participants were asked to indicate which statements associated with each element were most important to them.

Screen 4: Map It: What Improvements are Needed? – Participants were asked to identify locations within the Capital Region where

transportation improvements are needed. These improvement options included Roadway, Pedestrian, Transit, Bicycle, and Safety. An "Other" option was included to encompass other improvements the participant wanted to identify.

Screen 5: Thank you: Stay Involved – Final optional questions were included on this screen. Age, primary mode of transportation, home and work zip code, email address, and an opportunity for any final comments could be found on this screen.



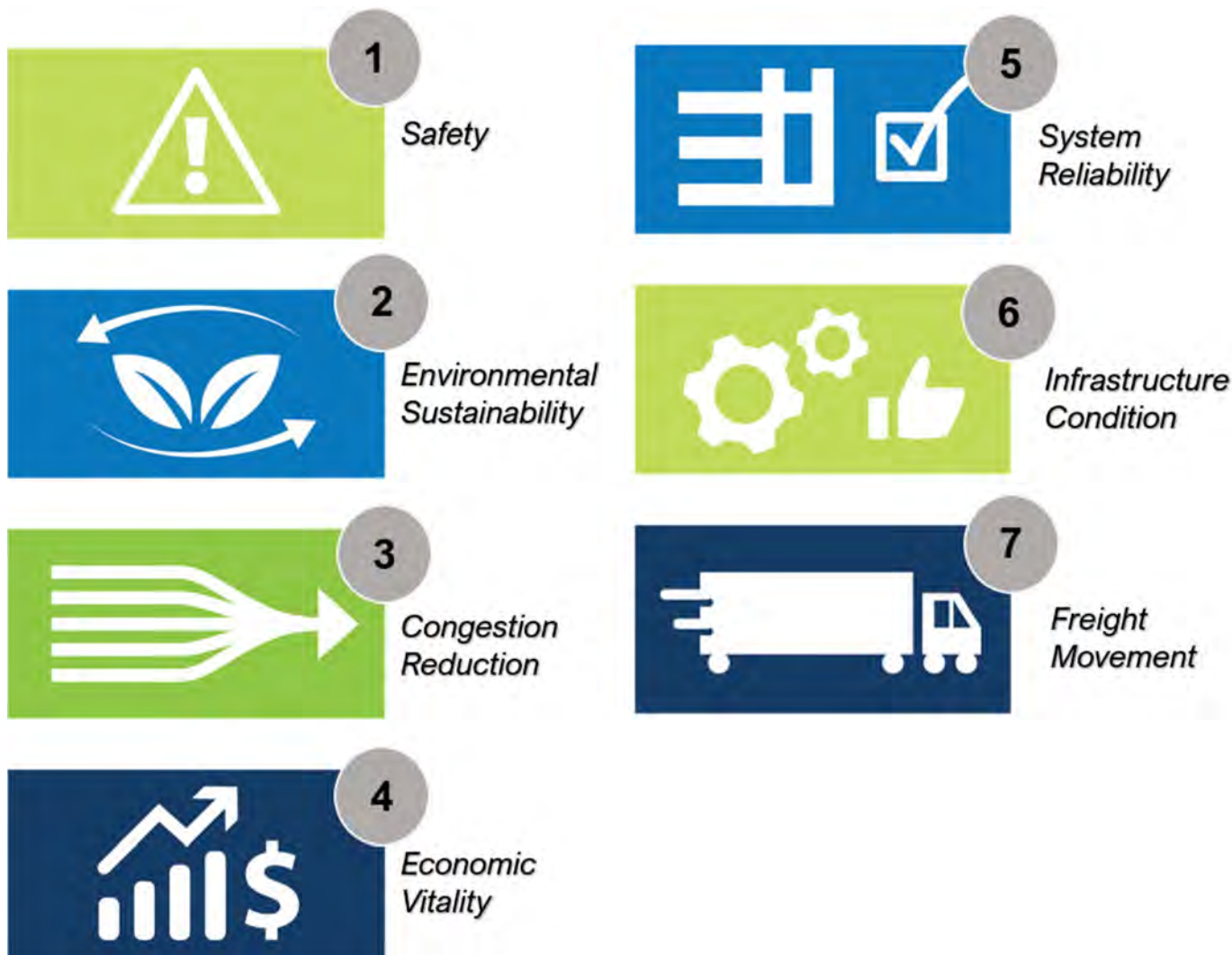
Welcome Screen of Connections 2045 RMP MetroQuest Survey

MetroQuest Survey Results

The MetroQuest survey was taken by 339 participants. The results are as follows:

Screen 2: Priority Ranking – On this screen, most participants indicated that their main transportation priority was “Safety”. This was followed by a four-way tie between “Congestion Reduction”, “Infrastructure Condition”, “System Reliability”, and “Environmental Sustainability”. “Economic Vitality” followed closely behind, with “Freight Movement” decidedly last. This is indicated in Figure 1-4.

Figure 1-4: Priority Ranking Results



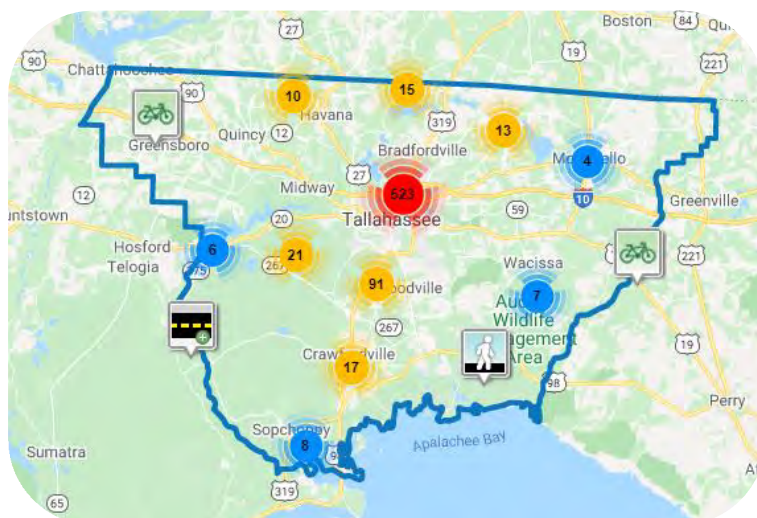
Screen 3: Survey – This screen included a wide range of questions related to the priorities the respondents selected in screen 2. Table 1-2 details the general feedback that was received for each of the transportation elements presented and prioritized by the respondent.

Table 1-2: Screen 3 Results

Transportation Element	Results
Safety	Respondents indicated they feel safe “most of the time” when traveling on an average day and identified biking and walking as the modes that would benefit most from safety improvements.
Environmental Sustainability	Protecting the environment and existing greenspace was prioritized highly.
Congestion Reduction	A majority of respondents identified “expanding public transit” and “improving and expanding bicycle pedestrian network” as the best ways to address congestion reduction.
Economic Vitality	Respondents largely agreed on providing reliable access to employment, education, health and social services, housing, and supporting economic development by linking communities with roadway and bike-ped improvements and additions.
System Reliability	A majority of respondents favored providing funding for operational improvements on roadways, followed by funding for roadway maintenance and transit funding to maintain current roadway system.
Infrastructure Condition	Respondents favored “increase the lifespan of the existing roadway facilities” and “promote strategies that maximize the capacity of existing facilities” as roadway improvements that were most important to them.
Freight Movement	This was the least answered question. Those that did answer indicated that they preferred to “increase the accessibility and mobility of freight through connections to other regions with additional routes and roadways.”

Screen 4: Map it – On this screen, the type of improvement with the most recommendations was bicycle facilities, with 194 markers placed. Bicycle improvements were followed by roadway improvements, pedestrian improvements, transit improvements, safety improvements, and finally, other improvements which included accessibility improvements such as ramps, areas to avoid impacting, and street lighting suggestions. Most of the markers were placed in Leon County, followed by Wakulla County.

Screen 5: This screen allowed the project team to gather information about the demographics of the respondents participating in the survey. Most of the respondents indicated that their primary mode for travel was driving, and over half of total respondents were in either the 26 to 40 years category, or the 41 to 60 years category. Respondents from all four counties in the Capital Region were recorded.



Screen 4: Map it Results

Traffic Jam

The Traffic Jam event was held at the Leon County Traffic Operations Center in Tallahassee on October 29, 2019. This event was included during Florida Department of Transportation (FDOT) and Tallahassee-Leon County's "Mobility Week" which promotes awareness of safe multimodal transportation. The Traffic Jam was designed to be an open house format and allowed participants to complete a series of activities to learn about the long-range transportation planning process as well as share ideas and values. This effort was also complimented with informational stations for City of Tallahassee and Leon County agencies to present active and upcoming transportation related projects and provide informational and marketing materials. The following activities were available:

- MetroQuest Survey;
- A Mapping Exercise to identify specific needs in each county;
- A "Vision" Statement to express individual needs and desires related to the transportation system in the Capital Region; and
- Project Goals Tiering to allow participants to prioritize existing project goals.



Activity Stations at the Traffic Jam

Sub-regional Workshops

The sub-regional workshops in Leon County, Gadsden County, Jefferson County, and Wakulla County were interactive public workshops that included maps, exhibits, and activities. These activities were the same activities presented at the Traffic Jam. These workshops were designed to allow opportunities for citizens in each of the four counties to comment and provide input on this update to the *RMP*. Table 1-3 provides the dates for each Sub-Regional Workshop.

Table 1-3: Sub-Regional Workshop Dates

Meeting	Date
Gadsden County Sub-Regional Workshop	November 13, 2019
Jefferson County Sub-Regional Workshop	November 13, 2019
Leon County Sub-Regional Workshop	November 5, 2019
Wakulla County Sub-Regional Workshop	November 5, 2019



Attendees at the Jefferson County Sub-regional Workshop

Feedback

Feedback received at public engagement events indicated that participants from all four counties in the Capital Region would describe the existing transportation network as “needing improvement” and “congested.” Some participants also indicated that the system had improved. When indicating their hopes for the future of the transportation network, an interest in transit, multimodal connectivity, efficiency, and environmental sustainability was apparent. In rural counties, participants were largely in agreement that natural resource protection and conservation through best practices, when and if expanding the transportation network, was highly important. In counties with urban areas, safety was identified as the top priority. Overall, this engagement indicated that the public is interested in a transportation network that is safe, efficient, highly connected, and serves a variety of modes.

Pop-Up Event

The project team attended the Winter Festival held in downtown Tallahassee which serves as a regional holiday event with local vendors, parade, and 5k race. A booth was set-up which allowed visitors of the event to learn about the CRTPA, *RMP* process, and take the MetroQuest survey. Throughout the day, close to 200 people took the project survey and engaged in the *RMP* process, taking additional information with them from the event.

Local Government Interviews

Several meetings with individual jurisdictions throughout the Capital Region were held to learn more about what our different communities may need for their transportation network. Understanding at a more localized level what staff perceived to be transportation challenges and opportunities for their residents reinforced what was heard during public engagement efforts. Additionally, meetings were held with Blueprint Intergovernmental Agency staff throughout the development of the plan to better understand and coordinate on their ongoing initiatives, future projects, and funding strategies.



Attendees participating at Winter Festival

Virtual Public Workshops

Three virtual engagement opportunities were held using the online platform, Microsoft Teams, to provide the public another series of opportunities to ask questions about the 2045 Regional Mobility Plan and offer input. Meetings were advertised through the CRTPA website, a project specific social media page, emails to previous participants, and municipal/county listservs. Between 30,000 and 40,000 residents within the CRTPA boundary were contacted regarding these virtual engagement opportunities. These meetings consisted of a presentation that included background information regarding Metropolitan Planning Organizations (MPOs), the CRTPA, and the *RMP* process. Roadway projects included in the cost feasible plan, unfunded roadway needs, and recommended bicycle, pedestrian, and transit projects were also presented. A question and answer session followed each presentation. The transcript of questions asked at each of the virtual meetings are summarized in Appendix F: Outreach. A packet of supporting information (including recommendations mapping and tables) was provided on the CRTPA website in advance of the meetings to supplement the information being received by attendees. The public meetings were recorded and posted on the CRTPA website for other residents that might be interested in viewing the materials following the live sessions. In addition, an online comment form was provided on the website for public meeting attendees or other members of the public to offer feedback.

Plan Organization

Key features of the *RMP* can be found in the following chapters:

1

Chapter 1: Introduction begins to introduce the *Connections 2045 Regional Mobility Plan*, the plan goals, and an overview of the public engagement process.

2

Chapter 2: State of the Region summarizes the region's existing demographic, land use, and transportation conditions. Understanding the existing system is important to helping understand the systems current strengths, weaknesses, and opportunities for improvement.

3

Chapter 3: Multimodal Needs outlines the process of identifying mode-specific projects and strategies that serve specific needs within the region.

4

Chapter 4: Project Evaluation and Prioritization provides the framework for prioritizing projects in order to evaluate the benefits to all users of the system.

5

Chapter 5: Cost Feasible Plan Development includes an overview of projected revenues, probable cost estimates, and the fiscally constrained project list.

6

Chapter 6: Continued Coordination identifies continued coordination efforts and relations of ongoing planning with the *RMP* as well as existing and future trends.