

Capital Region Transportation Planning Agency (CRTPA)

Connections 2040 Regional Mobility Plan (RMP)

Amendment 1

Overview

On November 16, 2015 the Capital Region Transportation Planning Agency (CRTPA) adopted the Connections 2040 Regional Mobility Plan (RMP). In 2018, the Florida Department of Transportation District 3 had an opportunity to include several segments of Interstate 10 into the Strategic Intermodal System (SIS) for Project Development and Environment (PD&E) studies, exclusively. The successful addition of these projects to the SIS prompted the request to amend the RMP to include the following projects:

Interstate 10 (222530-5) from West of the US 90 interchange to the Leon County Line (\$1,050,000), Interstate 10 (222530-6) from Gadsden County Line to West of Capital Circle, Northwest (\$630,000), and Interstate 10 (406585-3) from East of Capital Circle, Northeast to West of SR 59 (\$2,100,000).

Any further funded phases will be incorporated into the 2045 Long Range Transportation Plan (LRTP).

Connections 2040 Regional Mobility Plan

The development of the RMP included the use of “projected revenues” for CRTPA, Blueprint 2000 (Local Option Sales Tax), and Strategic Intermodal System projects. By 2040, the CRTPA projected revenues had a \$439,000 surplus and the SIS had a \$134 million surplus in the CRTPA region.

Federal requirements state that a new project must be included in the LRTP and identified as cost feasible. To provide the advancement of these projects as identified as needed by the Capital Region Transportation Planning Agency and considered by FDOT to be projects of statewide significance, an amendment is needed to the Connections 2040 Regional Mobility Plan (RMP).

The materials attached utilized the projected revenues from the RMP and will be used to amend the adopted RMP Cost Feasible Plan to include the three Interstate 10 projects under the “SIS Project Cost Feasible Plan”.

The attached materials are being provided for public review in support of an amendment to the Connections 2040 Regional Mobility Plan (RMP) Cost Feasible Plan. **Table 1** is the adopted RMP Cost Feasible Plan and **Table 2** is the Amended RMP Cost Feasible Plan with the three projects shown as **AM1A, AM1B, and AM1C**. It should also be noted that the “SIS Projects” include Project 382 – Capital Circle, Southwest with a cost of \$3,142,000. These funds are Blueprint 2000 funds and are not included in the “SIS Projects” totals.

Planning Rule Changes and Transportation Performance Management

In addition to changes that reflect the inclusion of a new project, amendments to LRTP must also reflect changes to the Planning Rule and the establishment of Transportation Performance Management required as part of Moving Ahead for Progress in the 21st Century Act (MAP-21) and continued in the Fixing America's Surface Transportation (FAST) Act. More specifically, the amendment must:

- Incorporate System Resiliency and Reliability into Transportation Planning
- Include the Needs of Transportation and Tourism in the Planning Process
- Consider Additional Planning Activities and Stakeholders in the Public Outreach Efforts
- Incorporate Safety Performance Measures and Target Setting
- Recognize Transit Asset Management (TAM) Plans and Set Transit Related Targets

Background of the Transportation Planning Rule

Planning Final Rule (The Planning Rule). This rule details how state DOTs and MPOs must implement new MAP-21 and FAST Act transportation planning requirements, including the incorporation of new planning factors, planning activities and transportation performance management provisions. Additional guidance has been provided by the FHWA Florida Division and the Florida DOT Office of Policy Planning.

Long Range Planning Activities

During development of the Connections 2040 Regional Mobility Plan (RMP), the CRTPA considered eight planning factors as established by federal requirements. At that time, the new planning rules had been established, however, guidance had not been provided regarding the implementation of these new requirements. The new planning factors include:

- *Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation*
- *Enhance travel and tourism*

Additional planning activities are also required by the new planning rule. These include:

- *Incorporating intermodal facilities that support intercity transportation, including intercity buses and intercity bus facilities and commuter vanpool providers.*
- *Including public ports and intercity bus operators, and employer-based commuting programs, such as carpool or vanpool programs, transit benefit programs, parking cash-out programs, shuttle programs, or telework programs, to the list of interested parties for the MPO's Public Participation Plan.*
- *Add tourism and natural disaster risk reduction agencies to the list of agencies the MPO should consult with when developing the LRTP and TIP.*

The following few sections address the planning factors, as well as the additional planning considerations as they've been incorporated into the planning activities of the CRTPA.

Improving Resiliency and Reliability

The CRTPA Planning, like many other Florida MPOs, is shaped by the presence of water including:

Gulf of Mexico – Jefferson County and Wakulla County

Apalachicola River – Gadsden County

Ochlockonee River – Gadsden County and Leon County

Aucilla River – Jefferson County

In addition to these waterbodies there are several sinks and springs across the region with Wakulla Springs and Leon Sinks being the more notable.

In more recent years Hurricane Michael (2018), Hurricane Irma (2017) and Hurricane Hermine (2016) left roads impassable throughout the region including Interstate 10, Thomasville Road and US 98 to name a few. Emergency management organizations and FDOT worked to re-open the roads with major impacts coming from Hurricane Michael.

These types of storms are becoming more commonplace and can damage and deteriorate existing infrastructure, interference with evacuation plans, and reduced effectiveness of storm water systems. Preparing for future events will require adaptation and resiliency. Adaptation involves changing or modifying our community to suit new conditions to reduce potential negative effects. Resiliency is the ability to anticipate, prepare for, and withstand changing conditions and recover rapidly from disruptions.

Creating more adaptive and resilient communities will require a variety of actions involving planning efforts, infrastructure changes, operations and response activities, and proactive governance. The CRTPA is involved in addressing issues of transportation resiliency and reliability including the following activities:

- **City of Tallahassee Resiliency Plan (2019)** – This is the City's first Resiliency Plan and CRTPA Staff has been collaborating with the Resiliency Office to ensure coordination as plans and projects are developed.

The CRTPA will also be collaborating with partners and communities as resiliency plans develop throughout the region.

Enhancing Travel and Tourism

In more recent years, several partners have made significant leaps in developing the region as a tourism destination. Projects such as Cascades Park, the St. Marks Trail, and the Coastal Trail represent efforts that the CRTPA has been involved with to further eco-tourism and tourism to the region. Coordination with the Wakulla Environmental Institute, the Office of Greenways and Trails, and SUN Trails represent a few opportunities that the CRTPA has developed relationship with the further travel and tourism. The following activities represent the some CRTPA to ensure transportation matters involving travel and tourism are considered in the transportation planning activities of the TPO:

- **Considerations in the Connections 2040 RMP**

Evaluation Criteria placing an emphasis on a Quality Growth Plus scenario that provides “weighted points” for multimodal improvements to corridors providing access to designated activity areas.

Transportation Performance Management

Performance Management is a strategic approach to connect investment and policy decisions to help achieve performance goals. Performance *measures* are quantitative criteria used to evaluate progress. Performance measure *targets* are the benchmarks against which collected data is gauged. The Moving Ahead for Progress in the 21st Century Act (MAP-21) required State DOTs and MPOs to conduct performance-based planning by tracking performance measures and setting data-driven targets to improve those measures. Performance-based planning ensures the most efficient investment of federal transportation funds by increasing accountability, transparency, and providing for better investment decisions that focus on key outcomes related to national goals including:

- Improving Safety;
- Maintaining Infrastructure Condition;
- Reducing Traffic Congestion;
- Improving the Efficiency of the System and Freight Movement;
- Protecting the Environment; and,
- Reducing Delays in Project Delivery.

Fixing America’s Surface Transportation (FAST) Act supplements the MAP-21 legislation by establishing timelines for State DOTs and MPOs to comply with the requirements of MAP-21. State DOTs are required to establish statewide targets and MPOs have the option to support the statewide targets or adopt their own.

There are several milestones related to the required content of the System Performance Report:

- In any LRTP adopted on or after May 27, 2018, the System Performance Report must reflect Highway Safety (PM1) measures;
- In any LRTP adopted on or after October 1, 2018, the System Performance Report must reflect Transit Asset Management measures

The CRTPA recognizes the importance of linking goals, objectives to stated performance objectives, and that establishing this link is critical to the achievement of national transportation goals and statewide and regional performance targets. As such, the LRTP will reflect the goals, objectives, performance measures, and targets as they are described in public transportation plans and processes, including, for example:

- **Project Evaluation Criteria in Connections 2040 RMP** – In the prioritization process projects were given “weighted points” for Universal Accessibility as well as Safety to the roadway, bicycle, and pedestrian networks.

Other efforts include:

- **Interagency Partnering (Ongoing)** – For many years, the CRTPA has participated in various partnerships to promote safety awareness and to identify and address safety concerns throughout the region, including Community Traffic Safety Teams, Commuter Services of North Florida and meeting bi-monthly with the FDOT District 3 Safety Office.

Safety Performance Measures

Safety is the first national goal identified in the FAST Act. In March of 2016, the Highway Safety Improvement Program (HSIP) and Safety Performance Management Measures Rule (Safety PM Rule) was finalized and published in the *Federal Register*. The rule requires MPOs to set targets for the following safety-related performance measures and report progress to the State DOT:

- Fatalities;
- Serious Injuries;
- Nonmotorized Fatalities and Serious Injuries;
- Rate of Fatalities per 100M Vehicle Miles Traveled (VMT); and
- Rate of Serious Injuries per 100M VMT.

The 2016 Florida Strategic Highway Safety Plan (SHSP) is the statewide plan focusing on how to accomplish the vision of eliminating fatalities and reducing serious injuries on all public roads. The SHSP was developed in coordination with Florida's 27 metropolitan planning organizations (MPOs) through Florida's Metropolitan Planning Organization Advisory Council (MPOAC). The SHSP development process included review of safety-related goals, objectives, and strategies in MPO plans. The SHSP guides FDOT, MPOs, and other safety partners in addressing safety and defines a framework for implementation activities to be carried out throughout the state.

The Florida SHSP and the Florida Transportation Plan (FTP) both highlight the commitment to a vision of zero deaths. The FDOT Florida Highway Safety Improvement Program (HSIP) Annual Report documents the statewide interim performance measures that move the state toward the vision of zero deaths. The CRTPA has had a longstanding commitment to improving transportation safety, including Safe Routes to School Plans for all schools in all four partner counties, participation on the Community Traffic Safety Teams and helmet distribution and helmet fitting efforts.

In February 2018, the CRTPA adopted safety performance targets in support of FDOT's 2018 safety targets. The CRTPA did not adopt the same targets as the FDOT for the following reasons:

- FHWA has discouraged measures considered aspirational (i.e. Vision Zero and/or Toward Zero Deaths efforts);
- FHWA feels measures should be data-driven, realistic and achievable; and
- Measures are calculated on a rolling 5-year average, and these averages differ across various locales in the State of Florida – adopting the state average could prove to be adopting a worse condition as a target than what the CRTPA is currently experiencing.

As an alternative, the CRTPA will adopt a long-term goal of achieving zero deaths and serious injury crashes as part of the upcoming 2045 Long Range Transportation Plan and will establish an ongoing

process to monitor crash data to ensure accurate performance measures in subsequent annual updates.

Fatalities: The five-year rolling average (years 2011-2016) for total fatalities within the CRTPA area is 55.6 fatalities. While the data indicates a general upward trend in fatalities over the last several years, the CRTPA anticipates that an increase in safety projects, programs, and multimodal shifts may ultimately reduce the number of traffic fatalities in our area, therefore, the average was chosen for the target for 2018 to satisfy the federal requirement.

Target Not to Exceed: 56

Rate of fatalities per 100 Million Vehicle Miles Traveled (VMT): The five-year rolling average for fatality rate per 100 million VMT on CRTPA roads is forecast to be between 1.06 and 1.65 in 2018. This forecast was made by combining FARS data with current state data from 2009 to 2016 to predict probable outcomes for 2017 and 2018. Florida's target for fatality rate per 100 million VMT is zero in 2018. While the data forecast indicates Florida's five-year rolling average for fatality rate per 100 million VMT could continue to trend upward in 2017 and 2018, the FDOT State Safety Office expects the projects chosen for funding will mitigate the data forecast and ultimately reduce the number of traffic fatalities. An interim performance measure is required by our federal funding agencies to receive federal funding. We firmly believe that every life counts and although our target for fatality rate per 100 million VMT is zero in 2018, Florida has forecast an interim performance measure of 1.65 to satisfy the federal requirement.

Target Not to Exceed: 1.279

Number of Serious Injuries: The five-year rolling average for total serious injuries within the CRTPA area (years 2012 – 2016) is 266. In general, this number has been trending upward. The FDOT State Safety Office expects the projects chosen for funding will enhance this downward trend in the number of serious injuries on Florida's roads. An interim performance measure is required by our federal funding agencies to receive federal funding.

Target Not to Exceed: 266

Rate of Serious Injuries per 100 Million Vehicle Miles Traveled (VMT): Based on statistical forecasting, the five-year rolling average for serious injury rate per 100 million VMT on Florida's roads is forecast to be between 7.57 and 11.06 in 2018. This forecast was made by combining FARS data with current state data from 2009 to 2016 to predict probable outcomes for 2017 and 2018. Florida's target for serious injury rate per 100 million VMT is zero in 2018. The data forecast indicates Florida's five-year rolling average for serious injury rate per 100 million VMT could continue to trend downward in 2017 and 2018. The FDOT State Safety Office expects the projects chosen for funding will enhance this downward trend in the serious injury rate per 100 million VMT. An interim performance measure is required by our federal funding agencies to receive federal funding. We firmly believe that every life counts and although our target for serious injury rate per 100 million VMT is zero in 2018, Florida has forecast an interim performance measure of 11.06 to satisfy the federal requirement.

Non-Motorized Serious Injuries and Fatalities: This target reflects a two percent (2%) annual reduction in the number of non-motorized serious injuries and fatalities from the year 2016. This sets a target of reducing the non-motorized serious injuries and fatalities to 108 with a five-year rolling average of 102.9

in 2018.

Target Not to Exceed: 7.313

Number of Non-Motorized Fatalities and Non-Motorized Serious Injuries:

The five-year rolling average for non-motorized fatalities and serious injuries on CRTPA roads is 44 (years 2012-2016).

Target Not to Exceed: 44

Transit Asset Performance Measures

On July 26, 2016, FTA published the final Transit Asset Management rule. This rule applies to all recipients and sub-recipients of Federal transit funding that own, operate, or manage public transportation capital assets. The rule defines the term “state of good repair,” requires that public transportation providers develop and implement Transit Asset Management (TAM) plans and establishes state of good repair standards and performance measures for four asset categories as shown in the following table. The rule became effective on October 1, 2018.

Asset Category	Performance Measure
Equipment	Percentage of non-revenue, support-service and maintenance vehicles that have met or exceeded their useful life benchmark
Rolling Stock	Percentage of revenue vehicles within a particular asset class that have either met or exceeded their useful life benchmark
Infrastructure	Percentage of track segments with performance restrictions
Facilities	Percentage of facilities within an asset class rated below condition 3 on the TERM scale

Based on revenue estimates for the Connections 2040 RMP, transit funds for the CRTPA region total \$185 million of the \$679 million estimated for capacity improvements. This represents approximately 27% of the capacity estimates.

TAM Plans and Targets

The Transit Asset Management (TAM) rule requires that every transit provider receiving federal financial assistance under 49 U.S.C. Chapter 53 develop a TAM plan or be a part of a group TAM plan prepared by a sponsor (i.e. FDOT). As part of the TAM plan, public transportation agencies are required to set and report transit targets annually. Transit providers or their sponsors must also share these targets with each M/TPO in which the transit provider’s projects and services are programmed in the M/TPOs TIP. M/TPOs can either agree to support the TAM targets or set their own separate regional TAM targets for the M/TPOs planning area.

The CRTPA planning area is served by one (1) transit service provider, StarMetro (Tallahassee) and is

designated a “Tier II” transit provider. Tier II transit providers are those transit agencies that do not operate rail fixed-guideway public transportation systems and have either 100 or fewer vehicles in fixed-route revenue services during peak regular service or have 100 or fewer vehicles in general demand response service during peak regular service hours.

The Performance Measures and Targets for StarMetro as shown below.

Asset Category – Performance Measure	Asset Class	2019 Target	2020 Target	2021 Target	2022 Target	2023 Target
Revenue Vehicles						
AGE	<i>BU1 - Bus, Diesel, 30'</i>	0%	0%	0%	0%	0%
	<i>BU2 - Bus, Diesel, 35'</i>	0%	0%	4%	18%	14%
	<i>BU3 - Bus, Diesel, 40'</i>	0%	0%	0%	0%	0%
	<i>BU4 - Bus, CNG, 30'</i>	0%	0%	0%	0%	0%
	<i>BU5 - Bus, CNG, 35'</i>	0%	0%	0%	0%	0%
	<i>BU6 - Bus, Electric, 35'</i>	0%	0%	0%	0%	0%
	<i>CU1- Cutaway Bus, Gasoline</i>	0%	0%	0%	0%	0%
	<i>CU2 - Cutaway Bus, CNG</i>	0%	0%	0%	0%	0%
	<i>CU3 - Cutaway Bus, CNG, Low Floor</i>	0%	0%	0%	0%	0%
	<i>TB - Trolleybus</i>	0%	0%	0%	0%	100
	<i>VN1 - Van, ADA</i>	0%	0%	0%	0%	30
	<i>VN2 - Van, Non-ADA</i>	0%	0%	0%	0%	0%
Equipment						
AGE/CONDITION	<i>Non-Revenue / Service Automobile</i>	0%	0%	0%	0%	0%
	<i>Trucks and other Rubber Tire Vehicles</i>	0%	0%	0%	0%	0%
	<i>Computer Software / Equipment</i>	0%	0%	0%	0%	0%
	<i>Maintenance Equipment</i>	0%	0%	0%	0%	0%
	<i>Electric Bus Chargers, Fast Charge</i>	0%	0%	0%	0%	0%
	<i>Electric Bus Chargers, Depot</i>	0%	0%	0%	0%	0%
Facilities						
CONDITION	<i>Administration & Maintenance Facility</i>	0%	0%	0%	0%	0%
	<i>Passenger Facilities</i>	0%	0%	0%	0%	0%
	<i>Lifts</i>	33	0%	0%	0%	0%
	<i>Fueling Facility</i>	0%	0%	0%	0%	0%