

Sarasota in *motion*

PHASE TWO

EXISTING CONDITIONS ASSESSMENT and CITYWIDE TRAFFIC NETWORK STUDY

Prepared for:



Prepared by:



April 2, 2020

**SARASOTA IN MOTION
CITYWIDE TRANSPORTATION MASTER PLAN**

Phase Two

Existing Conditions Assessment and Citywide Traffic Network Study

TABLE OF CONTENTS

EXECUTIVE SUMMARY 3

COMMUNITY PROFILE..... 4

 COMMUNITY CHARACTERISTICS 5

 COMMUTE TRAVEL PATTERNS AND OPTIONS 12

SAFETY TRENDS AND HOTSPOTS 14

CITYWIDE TRAFFIC NETWORK STUDY 19

TRAVEL DEMAND EVALUATION 25

FUTURE TRAFFIC GROWTH 27

COVERAGE OF MULTIMODAL FACILITIES 35

OVERVIEW OF CURRENT PROJECTS AND ADOPTED PLANS 39

PUBLIC INPUT ON EXISTING CONDITIONS AND ALTERNATIVES..... 42

 COMMUNITY INPUT WORKSHOPS 42

 INTERACTIVE ONLINE MAP..... 43

 POP-UP EVENTS 58

NEXT STEPS 59

EXECUTIVE SUMMARY

The second phase of *Sarasota in Motion* involved an assessment of the existing conditions affecting the transportation network in the City of Sarasota, as well as identifying potential project alternatives through community engagement. During July 2019 - December 2019, the project team developed a community profile and performed the citywide traffic network study. This traffic network study consisted of evaluating safety trends, crash hotspots, traffic volume growth trends, travel demand projections, identifying the coverage of multimodal facilities, and reviewing current projects and adopted plans relevant to this Master Plan. Public input during this second phase consisted of an interactive online map, two public workshops, and multiple pop-up events with a focus on “what to change.”

The goal of these activities was to technically evaluate and document the existing conditions of the City of Sarasota’s transportation network. These existing conditions were then compared to the vision and performance measures adopted in Phase One to identify locations needing transportation improvements throughout the City.

SUMMARY OF THEMES

During the technical evaluations and public input, several key themes have emerged in terms of existing conditions for the City’s transportation network. In summary, the findings in Phase Two reflect the priorities and needs expressed during the public input phase, showing alignment between the needs in the City and the changes that community members would like to see. The general themes observed include:

- Given recent trends, there can be an expectation of continued growth in jobs and population. A significant percentage of the population (44%) are under 18 years of age or over 65.
- There is a need for more equity in the transportation infrastructure, more affordable travel options, and the need for more efficient forms of travel (especially for short trip lengths).
- The concerns raised in Phase One of people wanting to feel safer while walking/biking are well justified. The Sarasota-Bradenton-North Port region currently ranks #4 as the most dangerous region for walking and biking in the United States.
- While there is generally adequate sidewalk coverage throughout the City, the amount of dedicated bicycle infrastructure is currently very low, at only 12 percent coverage. Sidewalks are often used by the leisure bicyclist not comfortable riding alongside the vehicle lanes.
- There has not been significant growth in average traffic volumes on the primary arterial roads over the last 15-20 years, as demonstrated in the following sections. There has been some growth on some local roadways, but on average most local roadways operate below capacity.

- The current transit service is not meeting user expectations, and several stakeholders have been “giving up” on using transit as a feasible alternative.

COMMUNITY PROFILE

The Community Profile is a snapshot of the demographic characteristics within the City of Sarasota today, trends in travel behavior, and projections of potential growth in jobs and population. This information will be used to inform decision-making about how the City can grow, meet the mobility needs of a changing community, and ultimately achieve the quality of life goals set by the City.

There are two main sections of the profile. The Community Characteristics section summarizes the demographic and employment characteristics of Sarasota. It also includes population and employment projections looking out to 2040. The Travel Patterns and Options section summarizes how people currently commute to work and regional commute patterns.

In summary, Sarasota will need to meet the needs of today and tomorrow. The following key changes will help to shape the City for the future. How the city responds to these challenges will shape how people live, work, and visit Sarasota.

- **Growth in jobs and population** - Sarasota is growing. According to the Bureau of Economic and Business Research (BEBR), over the next 20 years, the City is projected to add 540 new residents and 1,000 new jobs each year. This growth means expanding opportunities for where people live and work. As the City continues to densify, the focus will need to be on moving people more efficiently within limited street space.
- **Meeting the needs of all ages and abilities in the community** - The City’s streets should be usable by everyone, including seniors, families with young children, and those with mobility, vision, hearing, and cognitive impairments. Currently, 4 in 10 people in Sarasota are under the age of 18 or over the age of 65. An accessible street network is the foundation of an inclusive city, promoting equity by allowing all people to meet their daily needs.
- **Need for affordable transportation options** - Reducing travel expenses can help people save money for other important expenditures like housing, groceries, and medical bills. According to the US Bureau of Labor Statistics, the average household in the US spends 12% of their income on transportation, which equates to \$5,400 per year for someone making the median income in Sarasota. Having reliable transportation options beyond a personal vehicle could save this family that significant expense.
- **Need for more travel options** - Most people drive alone to work during peak commute times. This trend causes delays and increases in travel times to home and work. Currently, 63% of residents and 55% of workers in Sarasota live within 10 miles or less of their jobs. To

accommodate the growth in residents and workers, a greater number of short trips could be made by more efficient means such as walking, biking, taking transit, or shared driving trips. For longer regional trips, convenient and reliable travel options will need to be expanded.

- **Increase density and proximity between home and daily destinations** - Increasing density and development will bring people and destinations closer together. The closer proximity to daily activities will increase the convenience of walking, biking, taking transit, and help reduce traffic delay and parking demand. Currently, 6% of residents commute to work by walking, biking, and taking transit. Increasing density and mixed-use development will help support even more of these types of trips.

COMMUNITY CHARACTERISTICS

Changes in population, demographics, affordability, and access to jobs will continue to influence where, when, and how people travel in the City. By population, the City is projected to grow by 20% over the next 20 years. If the City of Sarasota maintains its share of County jobs, the total number of jobs in the City is projected to grow possibly by 35% over the next 20 years.¹ These percentages translate to about 540 new residents and up to 1,000 new jobs annually in the City for the next 20 years.

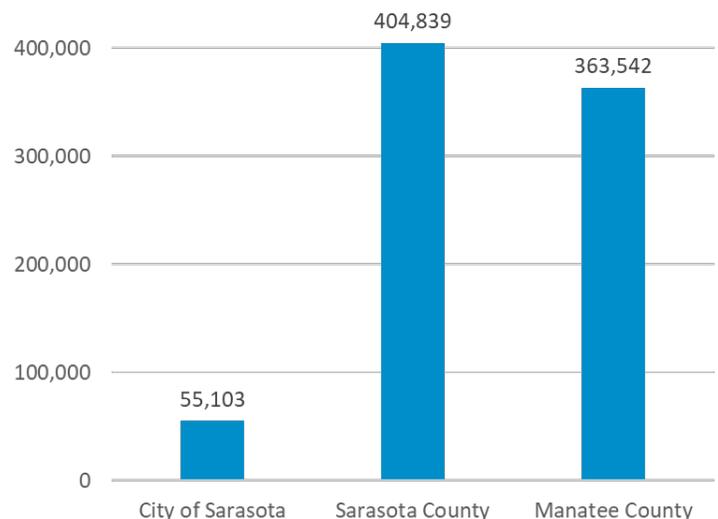
Regional Population Comparison

Summary

The City's current population of 55,000 represents 14% of Sarasota County's population and 7% of the total population of Sarasota and Manatee County's population.

Why does it matter?

Sarasota is a major destination for surrounding communities. Regional development patterns for housing inside and outside the City will continue to influence changes in travel times and distances to daily destinations.



Source: US Census 2013-2017 American Community Survey 5-Year Estimate.

¹ Current growth projections estimate Sarasota County's employment to grow by 12.4% by 2026. Source: Florida Department of Economic Opportunity, 2018-2026 Employment Projections; Bureau of Economic and Business Research (BEBR).

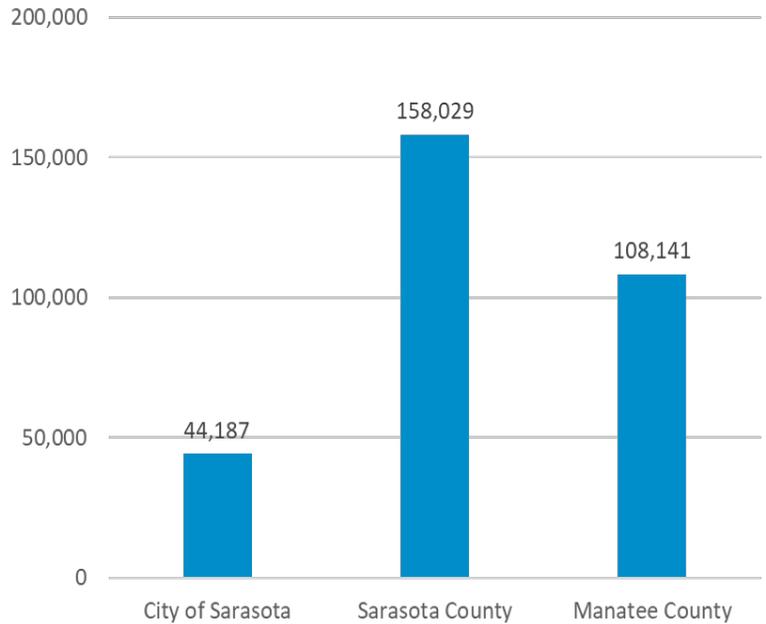
Regional Employment Comparison

Summary

The current number of jobs in the City is 44,187, which represents 28% of the jobs in Sarasota County and 17% of the jobs in Sarasota and Manatee County.

Why does it matter?

Sarasota is a significant destination for employment in the region. The City's ability to attract new job opportunities will continue to influence changes in regional commute patterns, times, and distances.



Source: US Census 2013-2017 American Community Survey 5-Year Estimate.

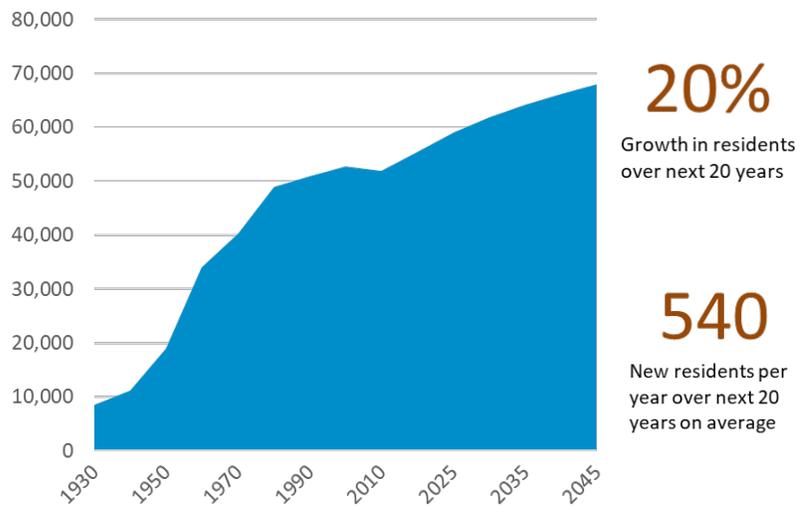
Projected Population Change in Sarasota

Summary

The City is growing and is projected to continue to grow. The City's population is projected to increase by 20% over the next 20 years.

Why does it matter?

Growth in population will continue to mean increases in regional and local travel demand during peak and off-peak periods of the day and week. It will also mean changes in demand and cost of housing, which will in-turn influence people's travel choices.



Source: US Census Bureau, 1930-2010 Censuses, Bureau of Economic and Business Research (BEBR).

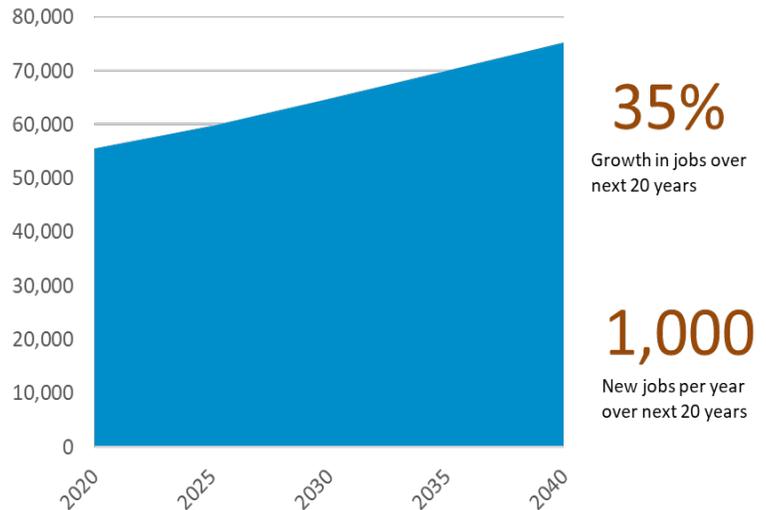
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Sources: Florida Department of Economic Opportunity, 2018-2026 Statewide and Regional Projections. US Census Bureau, 2015 Longitudinal Employer-Household Dynamics. US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

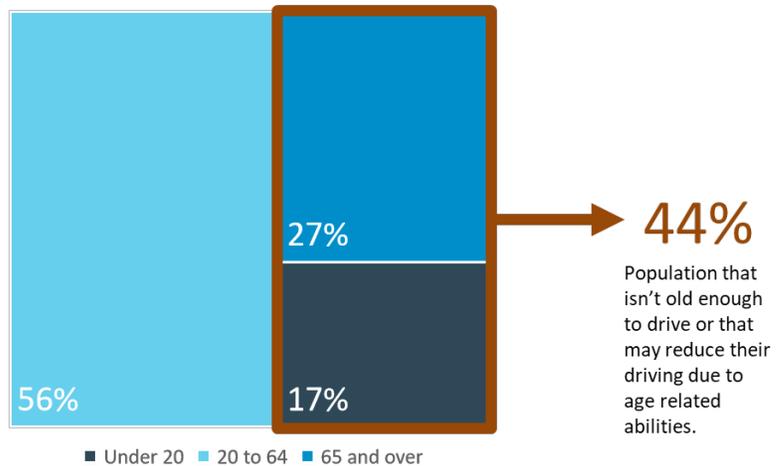
Age Distribution of Sarasota Residents

Summary

Almost half of all residents in Sarasota are not old enough to drive or are at an age where they may reduce their driving due to age-related abilities.

Why does it matter?

Creating a transportation system that can accommodate children and the elderly can expand mobility options for a wide range of the City that can't drive.



Source: US Census 2013-2017 American Community Survey 5-Year Estimate.

Where people live, where they work, and how the transportation system is developed will influence things like mode of travel, travel time, safety, and travel costs for individuals. These factors also influence health, safety, and resilience for the community at large. How the City responds to these challenges will shape the quality of life outcomes the community aspires to achieve.

Sarasota, like most medium to large size cities, has been witnessing changing trends in travel behavior. The traditional workday commute patterns of employees driving into downtown in the morning and returning to the suburbs have been evolving. Many employment centers have become decentralized. Technology advancements have allowed people to work remotely away from the office, and outside of regular business hours.

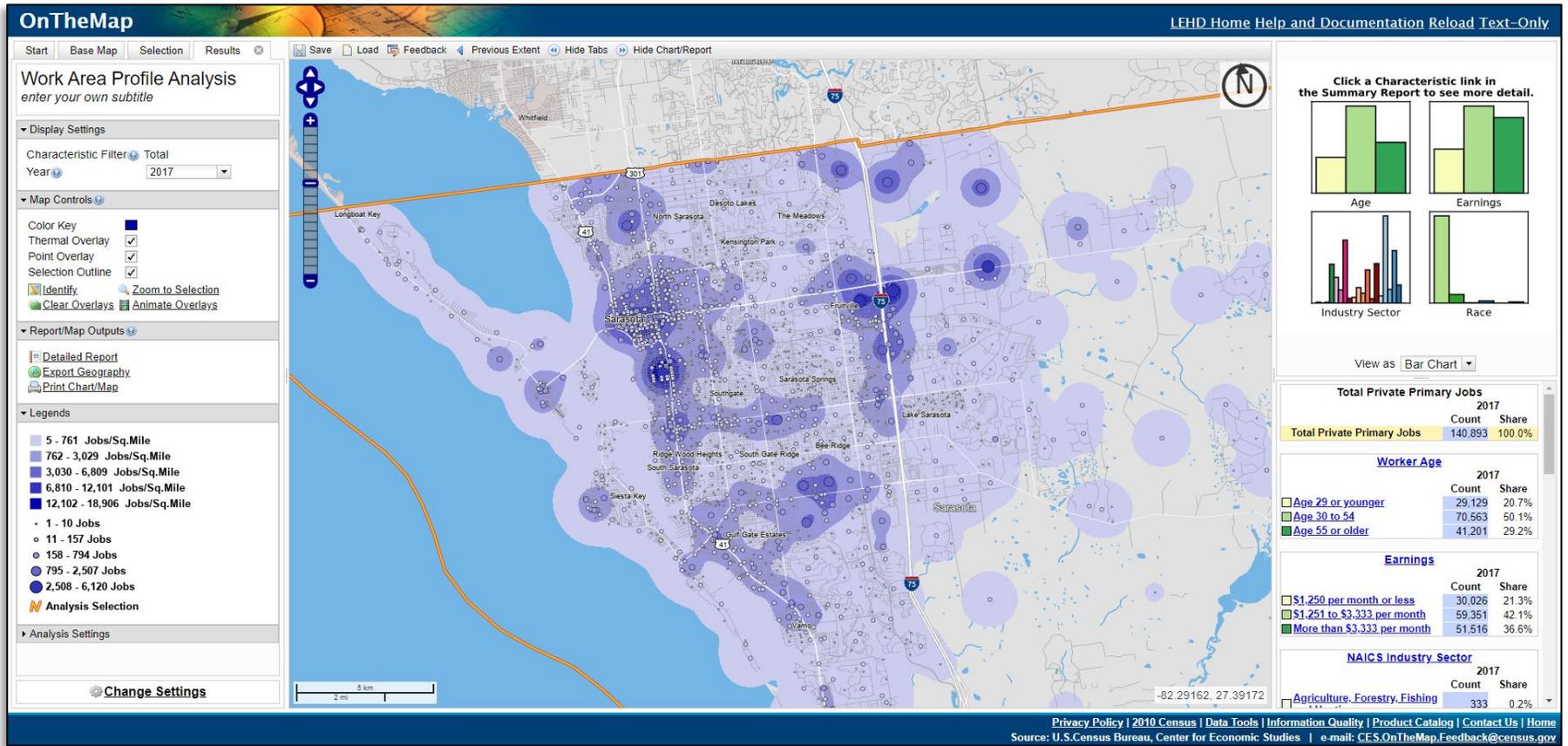
Online shopping has allowed the delivery of merchandise without the customer needing to visit the store. Rideshare companies use cell phone apps for people to conveniently travel without their personal vehicles, especially for tourists and visitors. These trends (and others) have changed the historical trends and travel demand management. In summary, there is a reduced trend in commuting and shopping/entertainment trips during the traditional peak hours, but an increased trend beyond the peak hours, as well as for “roaming” and for delivery vehicles.

Another influencing factor has been household affordability. With the increased costs of home ownership in central urban areas, more affordable housing has been occupied in previously greenfield areas, particularly east of I-75 and in Manatee County. This trend has created greater typical trip lengths and increased congestion on I-75 requiring additional capacity.

A review of where the jobs are in Sarasota was undertaken. The two graphics on the following pages show where most jobs are located. In addition to the variety of business and offices downtown, a significant concentration of service jobs is located near and around Sarasota Memorial Hospital. A concentration of retail/service jobs are located near Westfield Mall around US 41 & Bee Ridge Road in the City. Outside of the City the area of I-75 & Fruitville Road contains a variety of retail, professional, and hospitality jobs.

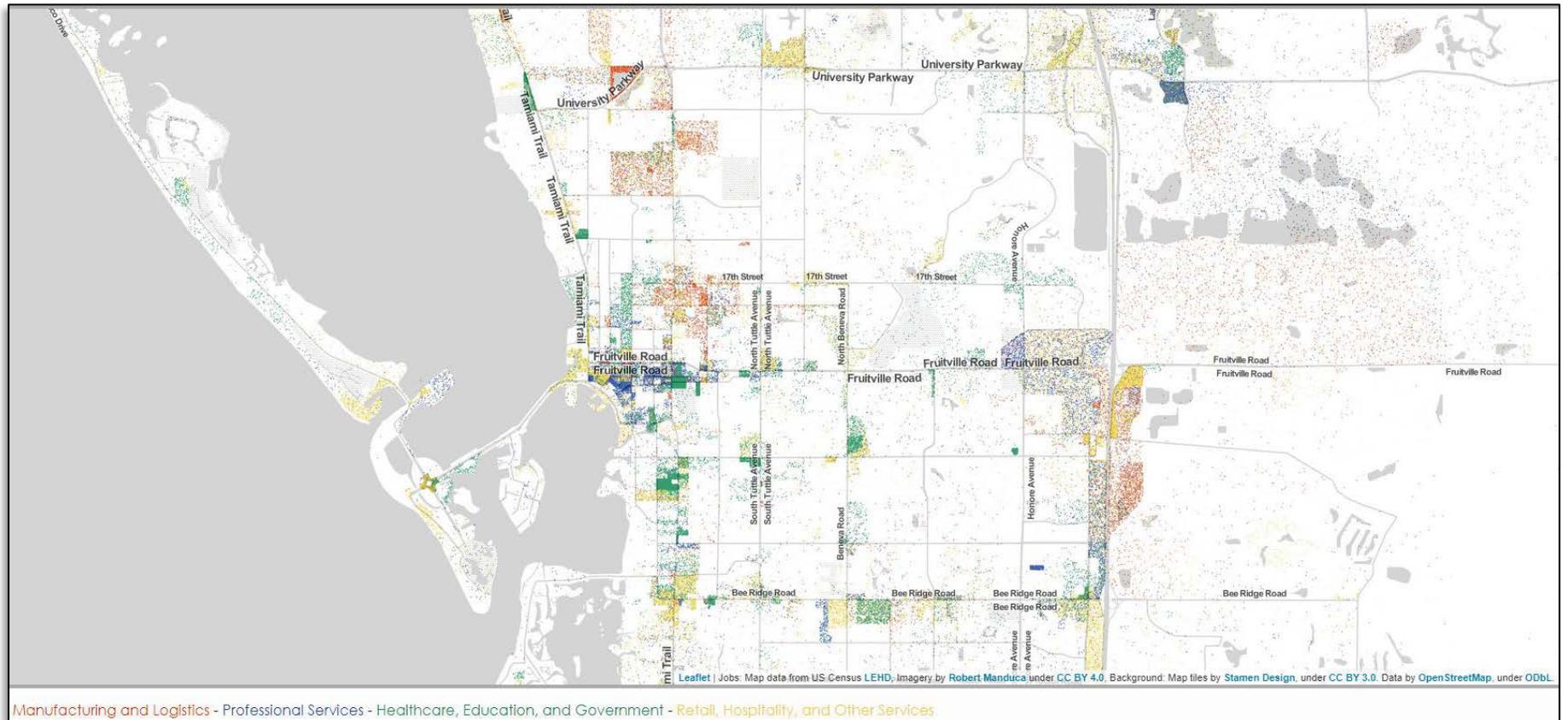
These graphics on the following pages indicate a growing spatial mismatch between employment and housing affordability. The location of full-benefit employment is not always located near affordable housing, and this has a subsequent impact on traffic congestion. These graphics indicate a need for pursuing obtainable housing costs for working employees in central urban areas, which can be introduced in the form of smaller incremental density increases (i.e., in the form of duplexes, triplexes, quadplexes, cottage court housing, Accessory Dwelling Units, etc.).

Sarasota Work Area Profile Analysis



Source: Census' Longitudinal Employer-Household Dynamics Data. <https://onthemap.ces.census.gov/>

Location of Employment in Sarasota by Job Type



Source: <http://www.robertmanduca.com/projects/jobs.html>. 2014 data provided. One dot = one job

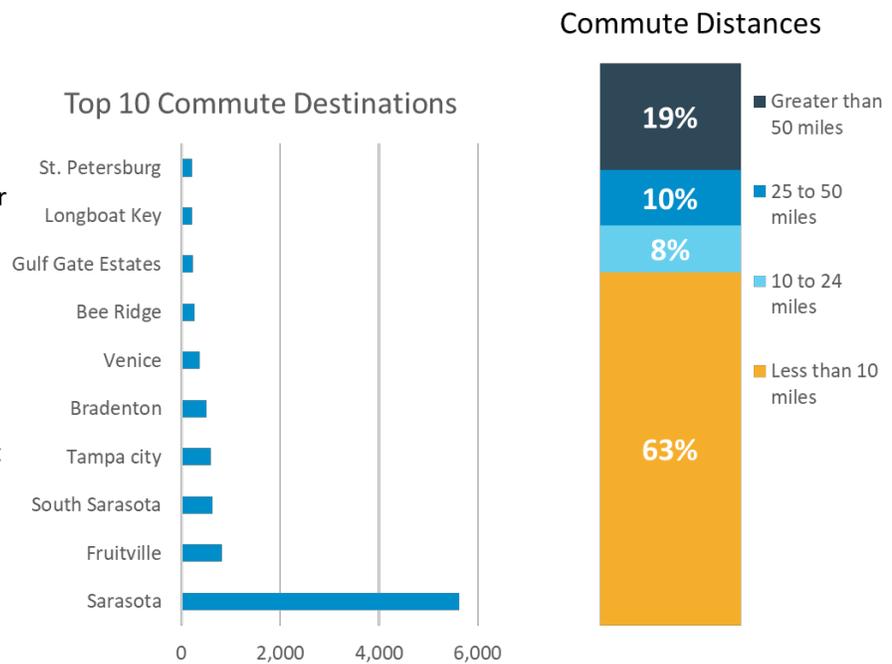
Where people work that live in Sarasota: Destinations

Summary

7 in 10 Sarasota residents that are employed work outside of the City. 3 in 10 Sarasota residents that are employed work in the City. 6 in 10 residents live within 10 miles or less of work.

Why does it matter?

The majority of residents that work leave the City to get to their job. If the City can attract more businesses, it would put less demand on the regional transportation system and give more people options to get to work beyond driving.



Source: US Census Bureau, 2015 Longitudinal Employer-Household Dynamics.

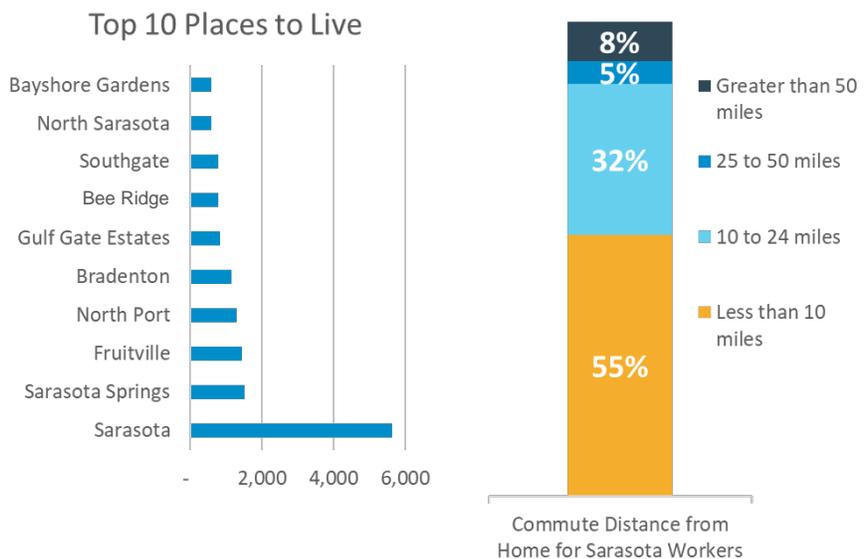
Where people live that work in Sarasota: Destinations

Summary

Almost 9 in 10 workers in Sarasota live outside of the City. More than half of people employed in Sarasota live within 10 miles of their job.

Why does it matter?

While the majority of workers in Sarasota commute into the City, more than half of them live within 10 miles or less of their job. This group of commuters represents the greatest opportunity for mode shift to walking, biking, and transit because of their shorter commute distances. Increasing housing options in Sarasota can reduce the need for long commute distances.



Source: US Census Bureau, 2015 Longitudinal Employer-Household Dynamics.

COMMUTE TRAVEL PATTERNS AND OPTIONS

Regional commute patterns put significant travel demand on major roads because of the travel in and out of the City to get to work, the significant number of jobs in the region clustered in the City, and lack of options beyond driving to get to most jobs.

The daytime population in Sarasota increases significantly during the week due to people traveling from other parts of the region to work. Twenty-five percent of the jobs in the Sarasota/Manatee County area are in the City of Sarasota. This is the highest such proportion for any city within either of these two counties.

In Sarasota, the combined commute rate of residents walking, biking, and taking transit to work is 6%. While this rate is double that of Sarasota County and Manatee County, it means that over 9 in 10 residents still drive to work. Physical factors like location of employment and commute distance create a need to drive and subsequently increases congestion and commute times to work. Housing and employment centers are relatively siloed from one another, pushing these two points further away from one another. In addition, there is a need for affordable housing near employment centers so lower income workers are not unfairly burdened with a long or expensive commute. Attracting more jobs to be closer to where people live in Sarasota, increasing density of jobs and housing, and expanding infrastructure and services for people to walk, bike, and take transit are all strategies that can help the City mitigate the negative impacts of growth on traffic congestion in the City.

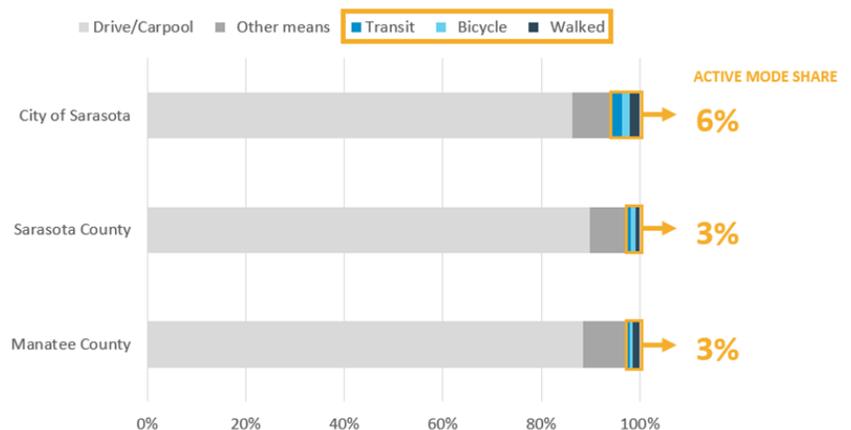
Commute Mode Share: City of Sarasota vs Area Counties

Summary

People that live in the City of Sarasota use a wider range of travel options to get to work than in Sarasota and Manatee Counties. However, the majority of people drive to work.

Why does it matter?

Access to public transportation and density do have an impact on travel choices. Increasing public transportation services and having people live and work more closely can help reduce travel demand, particularly on major corridors during typical commute times.



Source: US Census 2013-2017 American Community Survey 5-Year Estimate.

The peer cities identified here all represent places that share defining qualities with Sarasota. They are medium-sized cities with a strong arts culture and significant tourism industry. Several are home to a university as well. Sarasota's active mode share of 6% is comparable to that of Greenville (SC), Santa Fe (NM), and Delray Beach. Boulder (CO) and Santa Monica (CA) have significantly higher active mode shares. Many factors contribute to this, but a major reason for this difference is that Santa Monica and Boulder have built more dedicated infrastructure and services that support these modes. Santa Monica and Boulder also have higher education campuses.

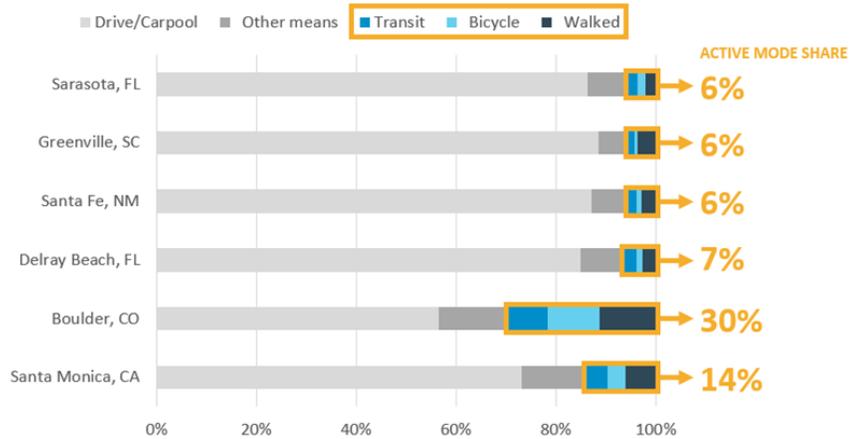
Commute Mode Share: City of Sarasota vs Peer Cities

Summary

Mid-sized cities can be competitive and have higher rates of people walking, biking, and taking transit.

Why does it matter?

Making investments in walking, biking, and public transit does have an impact on the travel choices people make. Combined with increasing densities and mixed-use development patterns, it becomes more convenient to make shorter trips by foot, bicycle, or public transit.

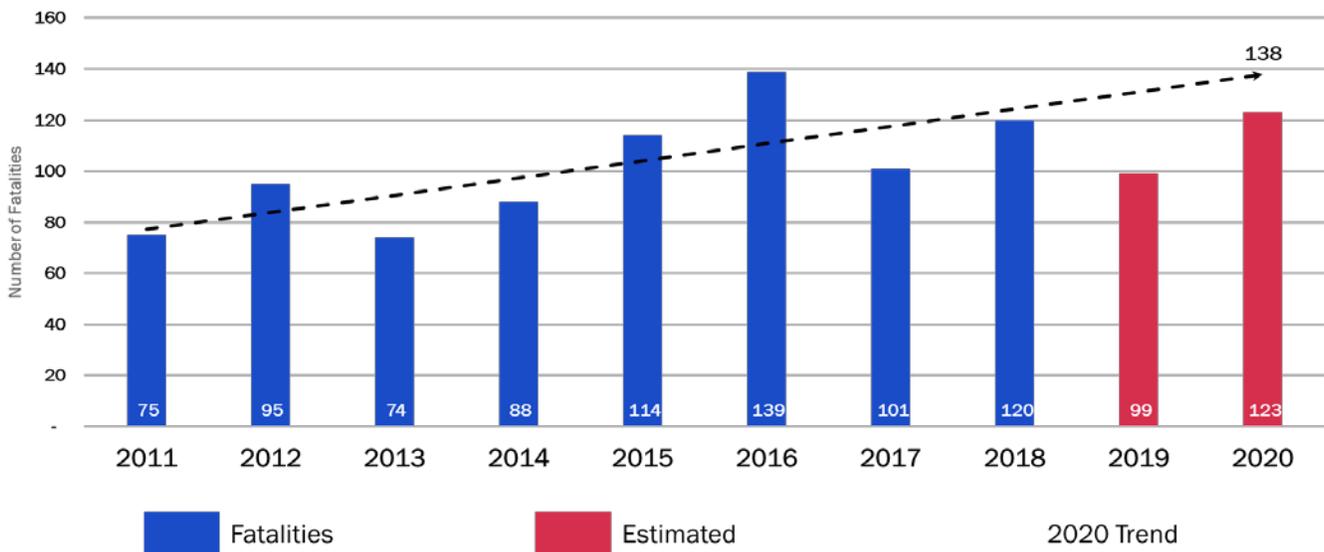


SAFETY TRENDS AND HOTSPOTS

The next aspect of evaluating Existing Conditions within the City of Sarasota was to identify recent mobility safety trends and hotspot locations. In 2016, the Sarasota region, which included the Bradenton and North Port urban areas, was ranked #10 for being the most dangerous for walking in the United States by the national non-profit group *Smart Growth America* that publishes a report called “Dangerous by Design.” This report identifies regional trends across the United States. The dataset referenced for this report is typically a gathering of crash reports from the City’s and County’s police departments. State and national databases were also referenced to track local crash data for comparison to other locations.

Even more alarming is that these safety trends have worsened since 2016. In the 2019 *Dangerous by Design* update, the Sarasota region was ranked as being the fourth most (#4) dangerous for walking in the country. These trends indicate that the Sarasota region has been more dangerous for walkers in the recent years.

Sarasota/Manatee Annual Fatalities and Trendline



Sources: Signal4 Analytics

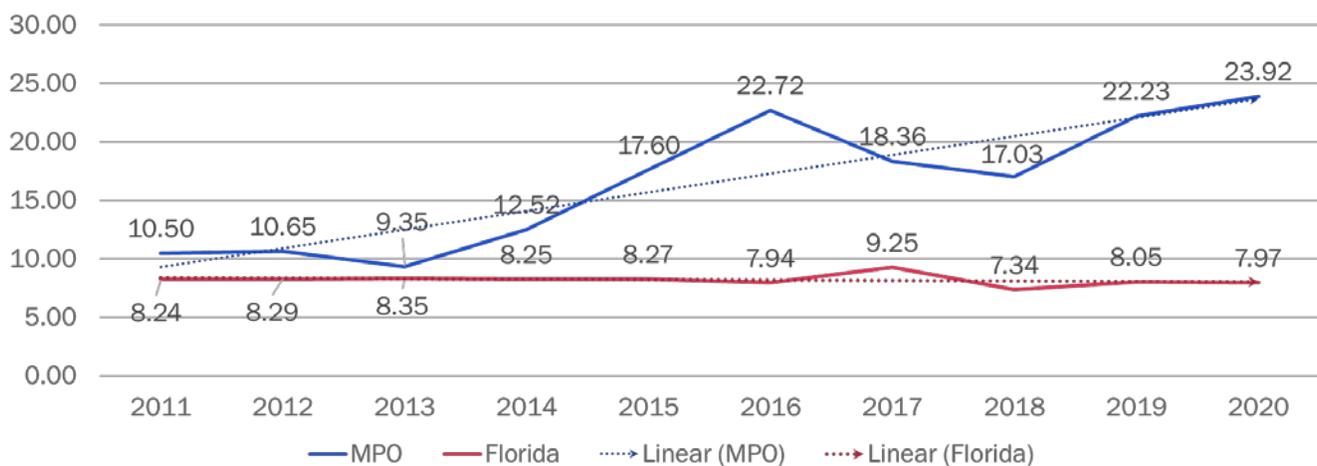
*Numbers are estimated based on available data through November 2019 and interpolated for 12 months.

** Numbers are estimated based on current trend.

Recent data from the Sarasota/Manatee Metropolitan Planning Organization (MPO) show that the rate of pedestrian injuries in the Sarasota region are greater than the State average, and this rate has been growing faster than the State average. Local policy makers need to be aware of these trends when making decisions regarding the future of transportation infrastructure. These statistics highlight the need for better pedestrian facilities and reduced conflict with vehicles.

In addition to bicycle and pedestrian crashes, the following graphics demonstrate that serious crash rates for all modes have also been increasing in Sarasota over the last decade. The serious crash rates in Sarasota have been increasing while the State of Florida's rates have been decreasing.

Sarasota/Manatee Annual Rate of Serious Injuries per 100 Million Miles Traveled and Trendline



Data Sources: Signal4 Analytics - Figures used were current as of November 2019.
VMT estimate is published by the FDOT Office of Transportation Data and Analytics on an annual basis, <http://www.fdot.gov/planning/statistics/mileage-rpts/>

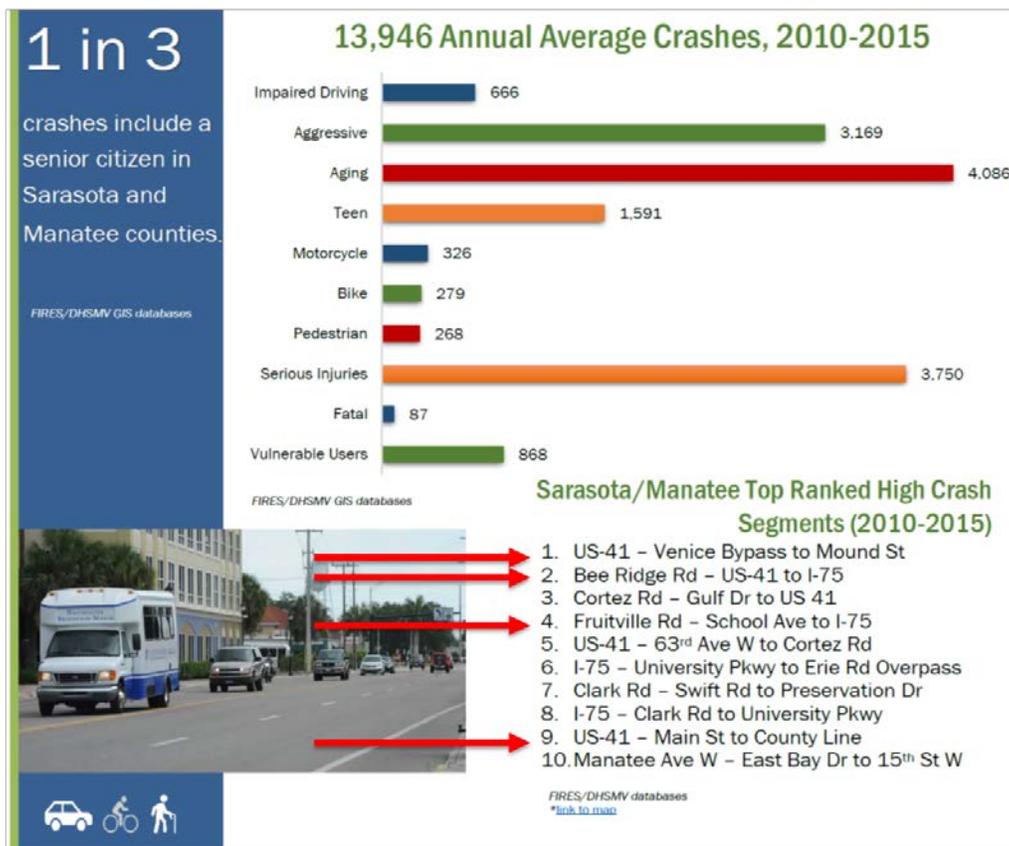
In summary, these crash statistics help explain why people overwhelmingly expressed the importance of being safer from cars when they walk or bike throughout the City during the public outreach. Sarasota is not unique to other regional areas within Florida with this problem. Many Florida cities suffer from greater rates of pedestrian and bicycle crashes. In Florida, some (but not all) of the factors for this include:

- Frequently there is a large proportion of tourists who are not familiar with travel conditions and local infrastructure in comparison to the residential population.
- Surface roads in Florida are generally more congested than most other states.
- Most urban areas in Florida were developed after the innovation of the automobile and after the interstate system, which creates an auto-centric environment.

- The speed limits and design for surface arterials are faster and bigger than in most states.
- The flat topography in Florida leads to greater vehicle speeds and can make it difficult for people to determine the speed of oncoming vehicles.

These factors intuitively demonstrate the need to manage speeds in the urban areas, and the need to ensure clear and concise messaging on Florida’s roadway to help avoid serious crashes.

The next step was to identify where the dangerous locations are within Sarasota area, and why. The following graphic shows the frequency of crash types, together with which roadways are the highest ranked crash segments. The red arrows within the graphic identifies the roadway segments that have portions located within the City of Sarasota.



Source: Sarasota/Manatee MPO Fact Sheet, State of Florida FIRES/DHSMV databases

A more thorough evaluation referencing the City’s crash data from Sarasota Police Department (SPD) identifies more specific trends within the City of Sarasota. During the last five years (2014 – 2018) there were 118 vehicle related fatalities within the City. Of these 118 fatalities, 30 were pedestrians and seven were people on a bicycle.

Top Crash Locations
January 2014 – April 2019
City of Sarasota



Sarasota Police Department
Crime Statistics

Bernadette DiPino
 Chief of Police

Top Crash Locations

Please see the statistics for the intersections with the most crashes from 1/1/14-4/29/19.

Intersection	2014	2015	2016	2017	2018	2019	Grand Total
N BENEVA RD / FRUITVILLE RD	74	81	70	77	84	21	407
N TAMIAMI TRL / UNIVERSITY PKWY	46	60	48	51	46	17	268
S TAMIAMI TRL / BEE RIDGE RD	50	58	37	34	58	25	262
N WASHINGTON BLVD / FRUITVILLE RD	40	43	53	51	41	14	242
S TAMIAMI TRL / BAHIA VISTA ST	34	40	47	55	40	18	234
N TAMIAMI TRL / FRUITVILLE RD	29	51	37	28	25	8	178
S TAMIAMI TRL / SIESTA DR	28	23	27	19	36	12	145
N LOCKWOOD RIDGE RD / FRUITVILLE RD	25	29	39	20	25	6	144
S TUTTLE AVE / BAHIA VISTA ST	23	17	19	46	18	16	139
S TAMIAMI TRL / WALDEMERE ST	37	23	19	25	19	7	130
N WASHINGTON BLVD / DR MLK JR WAY	28	20	21	20	24	4	117

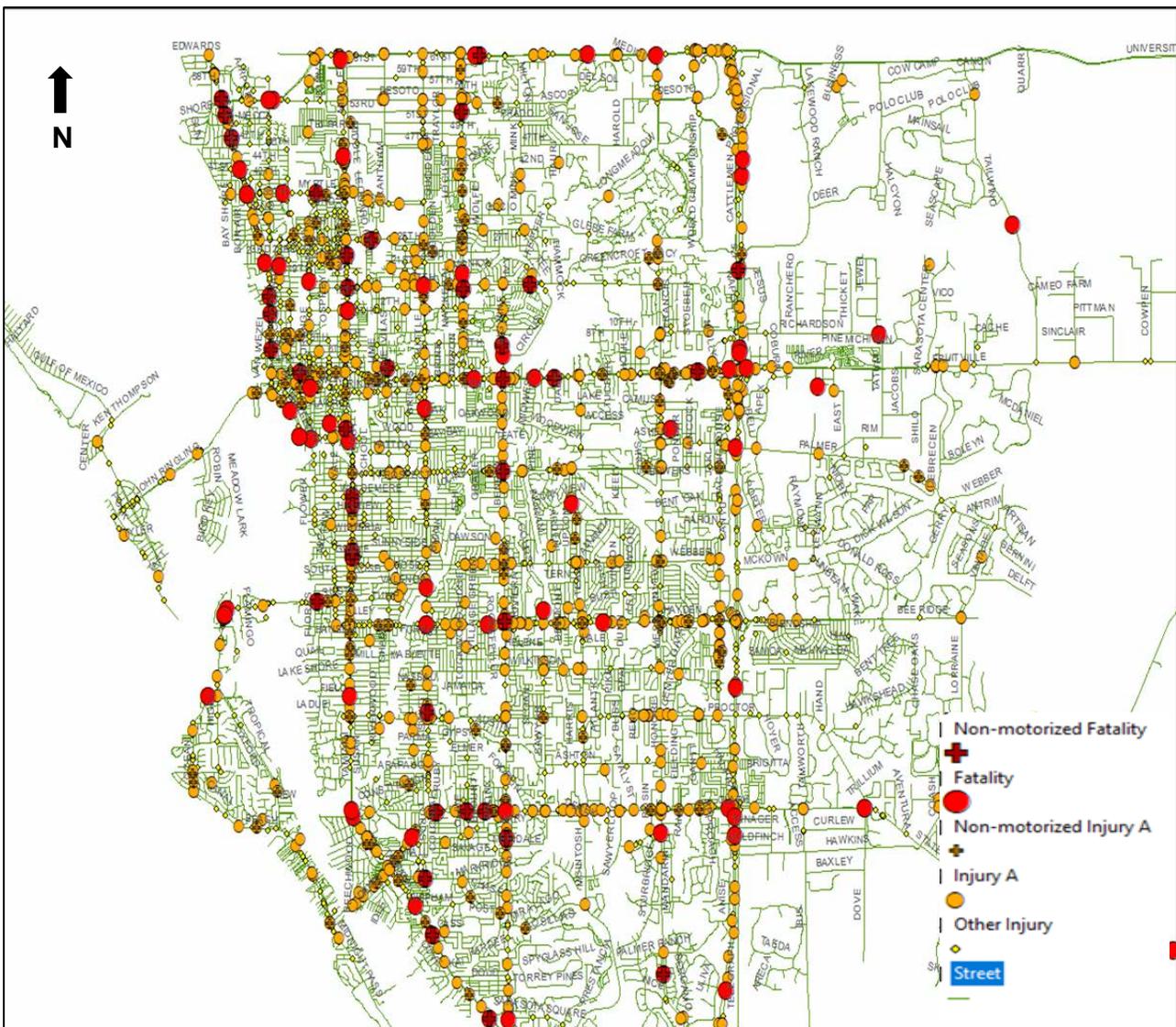
This represents a 31.4% ratio of pedestrian and bicycle fatalities compared to other modes of travel. This 31.4% ratio is much greater than the 6% of people that walk, bike, or take transit, and therefore, the proportion of fatalities of non-motorized travel modes are much greater than auto-related fatalities. This helps explain the hesitancy of people wanting to use non-motorized travel in Sarasota, especially outside of Downtown Sarasota.

Another important aspect of the crash data within the City of Sarasota is the concentration of crashes, including pedestrian and bicycle crashes, that are located along a small group of arterial roadways. These facilities are frequently the most congested in the City, and due to limited public right-of-way and community desire cannot be expanded to add additional vehicle lanes. The combination of fast vehicle speeds, volume of vehicles, limited public right-of-way, limited safe pedestrian and bicycle facilities, and greater volume of trucks contributes to the high numbers of crashes on these roadways.

The combination of high pedestrian and bicycle fatality rates, and the concentration of incidents located along a small group of arterials, are both trends that are typical of an urban area, not just in Sarasota.

The graphic below shows the crash locations for fatal and injury crashes for all modes of transportation between the years of 2014 – 2018. These data demonstrate that crashes more frequently occur on the high-speed arterial roadways in the City, rather than on local roadways.

Fatal and Injury Crash Locations Motorized and Non-Motorized 2014 - 2018



CITYWIDE TRAFFIC NETWORK STUDY

While the City's population has been growing consistently, as described in the previous sections of this report, the traffic volumes recorded throughout the City do not reflect such a simple conclusion.

Traffic volumes have been growing differently than the population growth. Traffic volumes have both risen and fallen on certain roads and certain areas throughout the City. Many of these differences relate to society and technology changes. For example, more recent infill developments within the City have reduced the typical trip lengths required between origins and destinations. Recent mixed-use developments typically have a variety of land uses that complement different needs, and thus reduce travel demand between different destinations. The rise of virtual office spaces has reduced the need for typical commuting patterns. Also, the increase of internet shopping has reduced the need for customer travel.

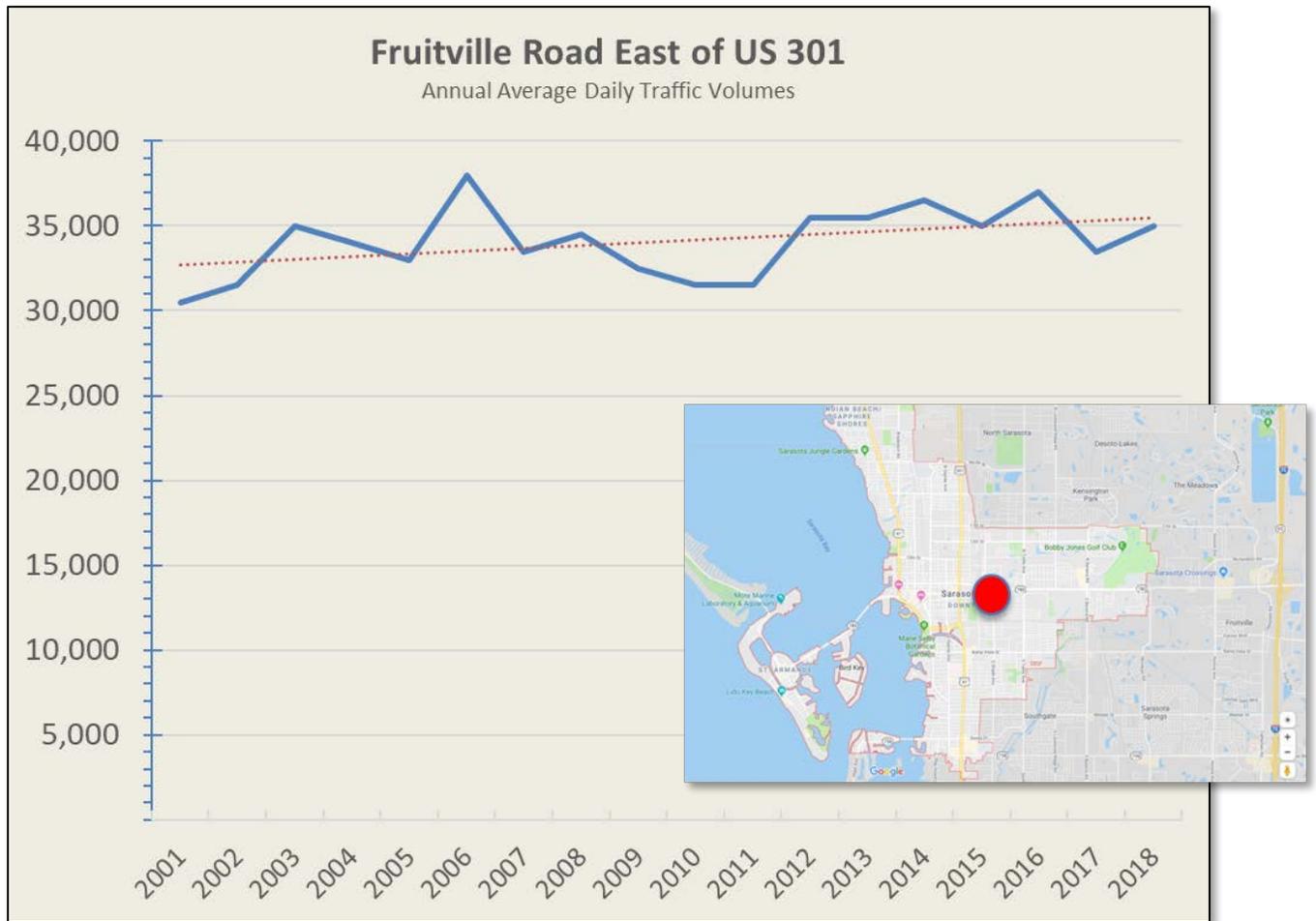
The rise in the number of home deliveries and vehicles, as well as the rise of rideshare companies, have had different effects on traffic in the City of Sarasota in recent years.

This citywide traffic network study performed a review on daily traffic volumes throughout the City. Instead of only a five-year historical trend evaluation, a longer-term of 15-20-year trendline was reviewed where the data was available. Historical Annual Average Daily Traffic (AADT) volumes were collected from the Florida Department of Transportation and City databases.

Many locations demonstrated a growth in volumes prior to the Great Recession beginning in 2008. Then, for several years during the recession, the traffic volumes were reduced for a period of 4-5 years. Volumes have been increasing again for the last few years putting them where they were prior to the recession, or slightly higher.



The location of Fruitville Road east of US 301 is a good example of this trend. In summary, traffic volumes have only increased by 10 percent during the last 18 years of available data. The following graphs demonstrate the historical trend of daily traffic volumes. Each graph shows comparison of the daily traffic (in thousands) with the year observed.

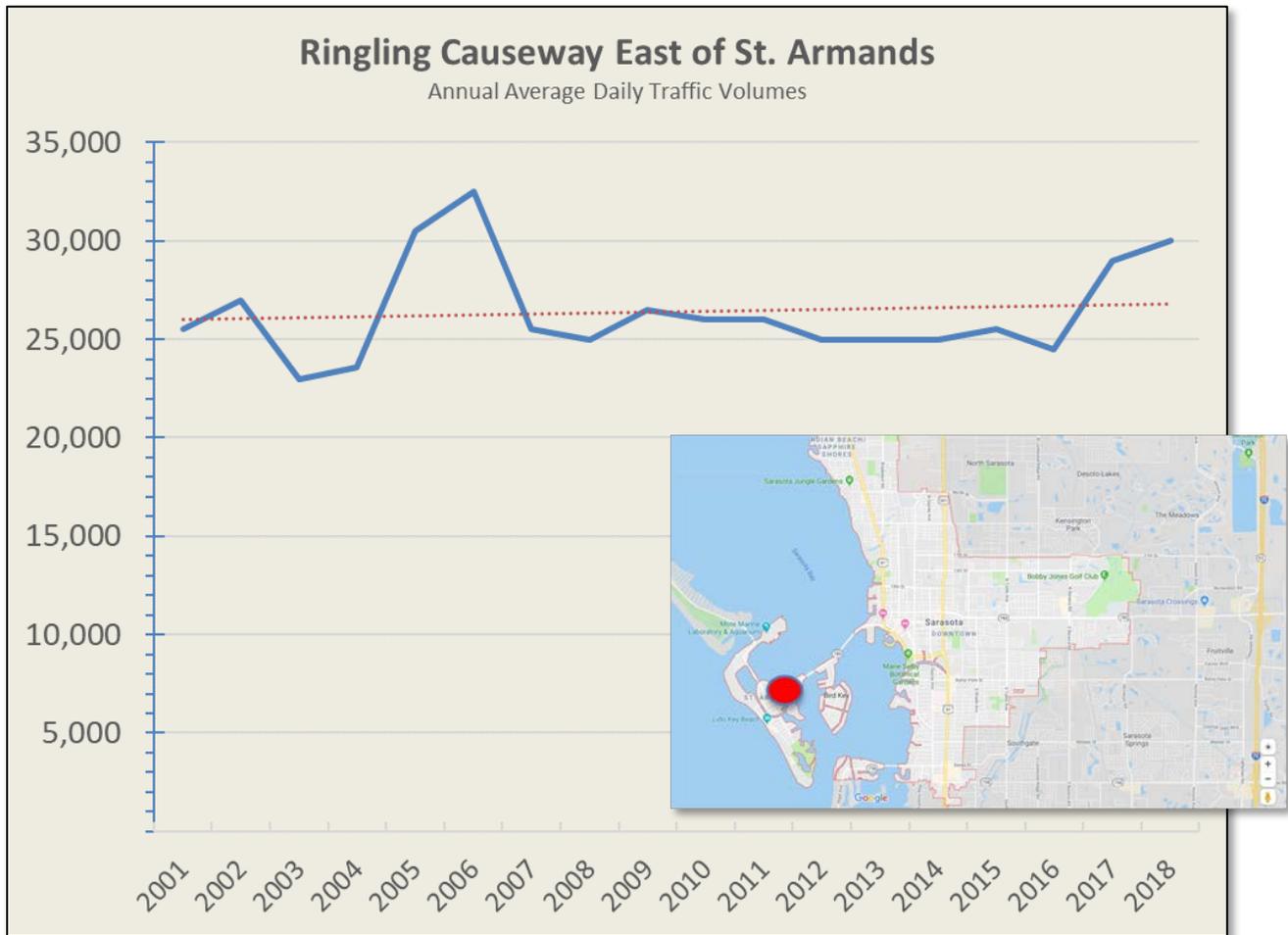


Source: Florida Department of Transportation

Legend

- = Annual Average Daily Traffic Value
- ⋯ = Trendline
- = Spot Location

Other locations throughout the City were compared to further analyze this trend. The next location reviewed was the Ringling Causeway east of St. Armands Circle. This location demonstrates a similar trend to that of the intersection of Fruitville and US 301. However, there appears to be a slightly more extreme variation of traffic. This greater variation may be due to the barrier islands having an economy more based on service industry and tourism. This type of economy has demonstrated to be more reflective of economic growth and recessions. When the economy is growing, there is typically more demand on the transportation network.

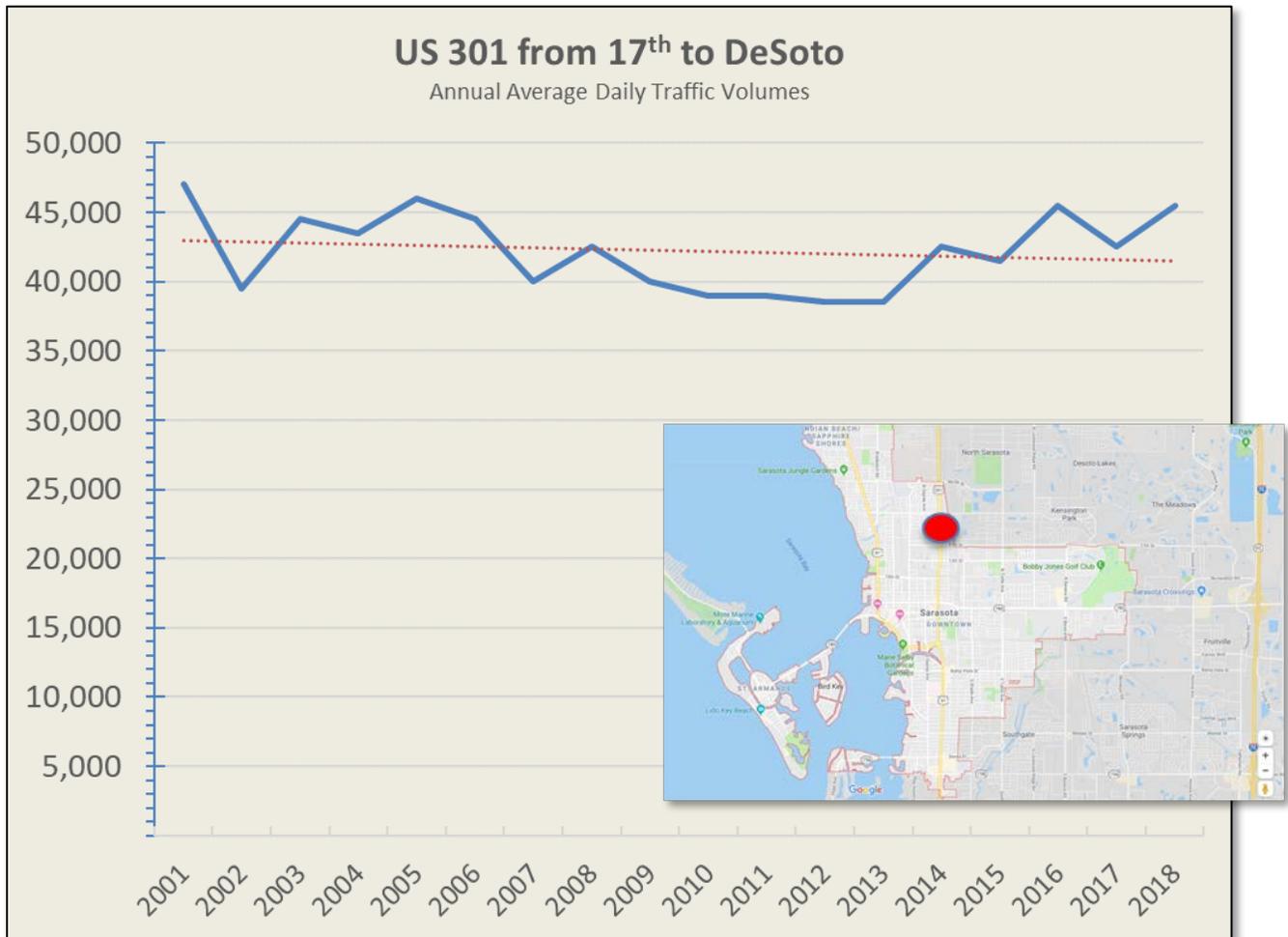


Source: Florida Department of Transportation

Legend

- = Annual Average Daily Traffic Value
- ⋯ = Trendline
- = Spot Location

US 301 north of downtown shows an even flatter rate of growth, or negative trendline throughout the last 18 years. The dip in volumes during the recessions is evident, however, the volumes continue to reduce even though US 301 was widened within the last several years to accommodate more capacity. The reduction in overall traffic volumes on US 301 may relate to regional traffic and truck traffic using I-75 more frequently than US 301 between Sarasota and Bradenton. Even though there is a negative trendline, volumes remain high compared to other facilities on the network at 40,000-45,000 vehicles per day with a slight increase in recent years.



Source: Florida Department of Transportation

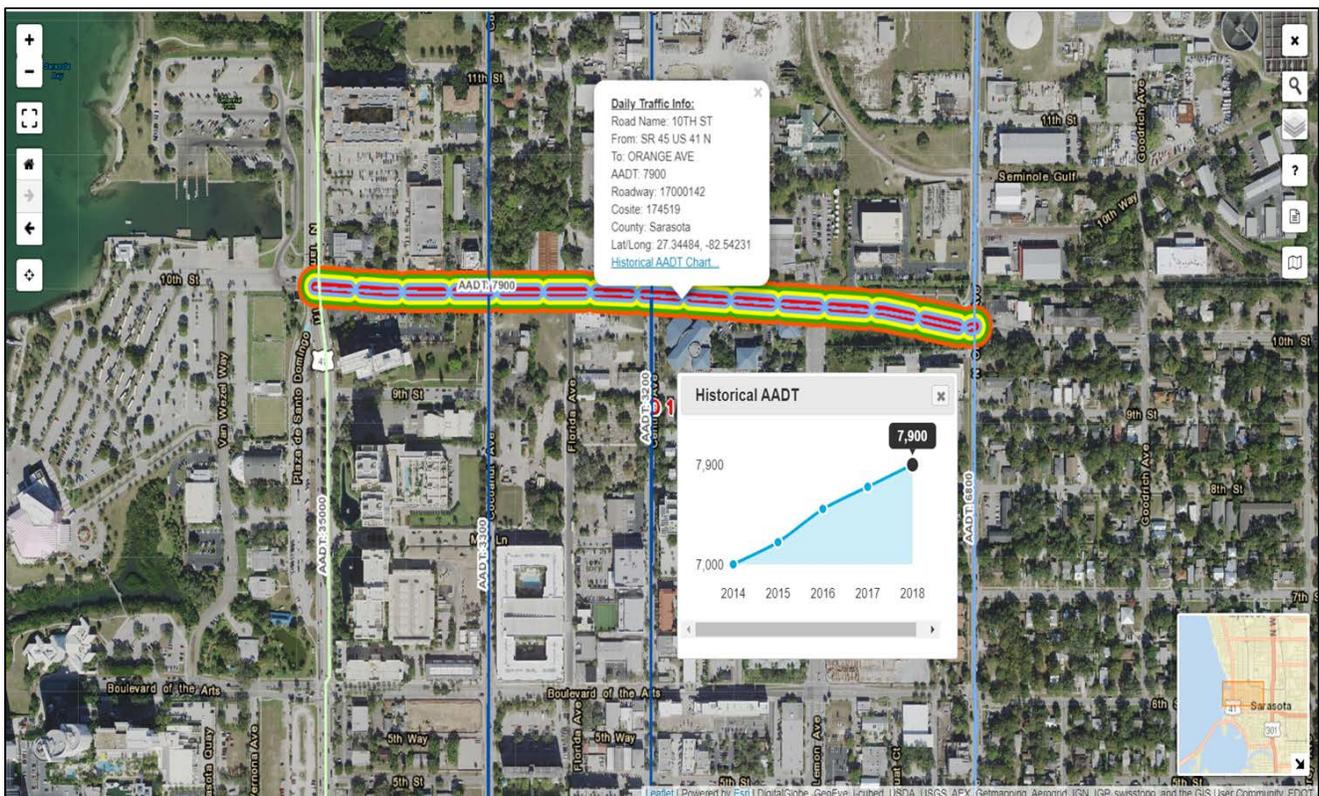
Legend

- = Annual Average Daily Traffic Value
- ⋯ = Trendline
- = Spot Location

Local streets were also reviewed in addition to the primary arterials through the City. 10th Street located in the Rosemary District was reviewed as the Rosemary District of the City has witnessed significant redevelopment growth within the last five to ten years.

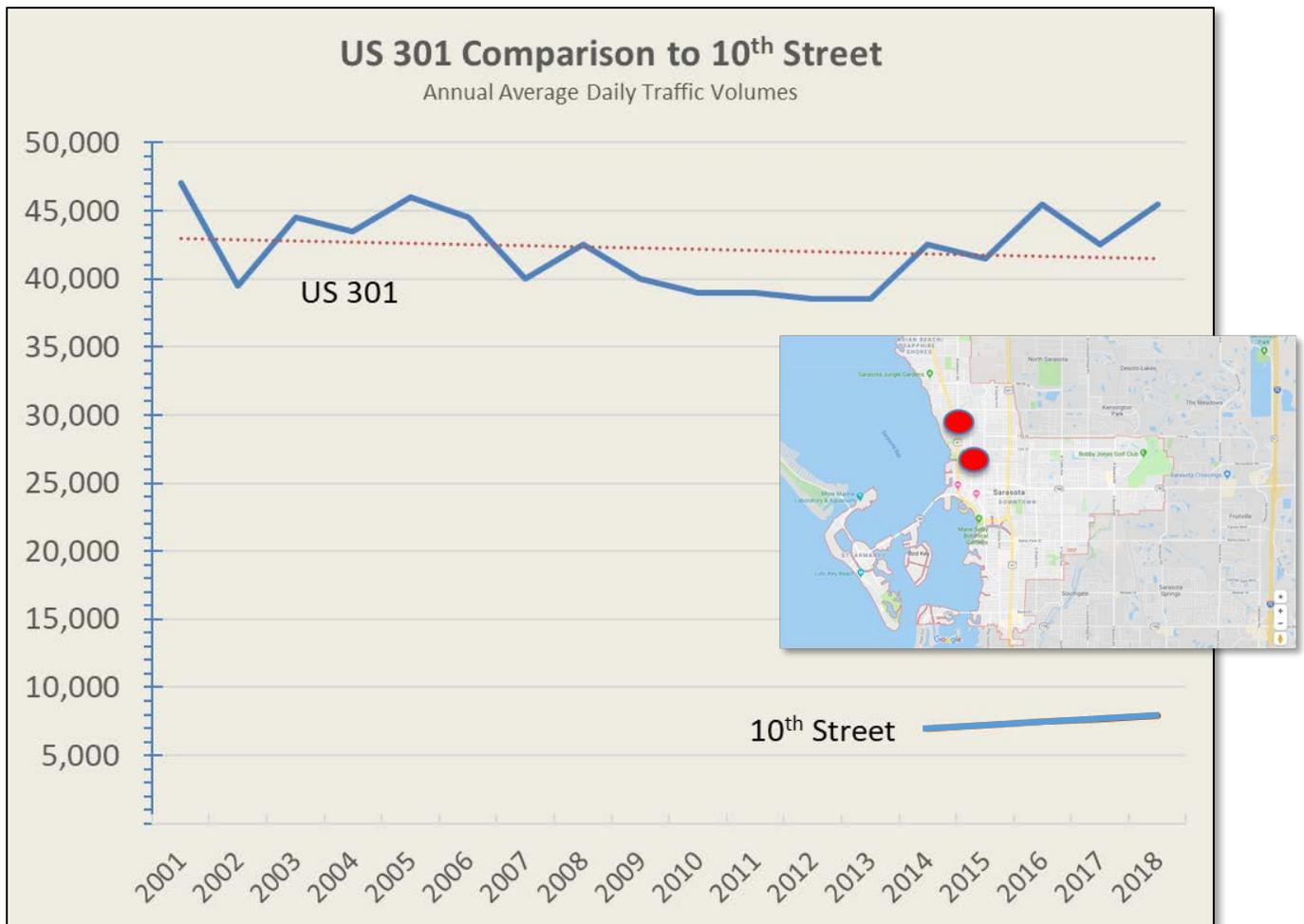
10th Street has much lower volumes than the other arterials. The data shows 7,000-8,000 vehicles per day over the last five years. Although there has been growth in traffic volumes on 10th Street during the last five years, the current volumes are still considerably lower than the available capacity of the roadway.

10th Street Historical Daily Traffic Volumes Between US 41 and Orange Avenue



Source: Florida Department of Transportation Traffic Online Maps.

A comparison to demonstrate the difference in historical traffic volumes between US 301 and 10th Street is provided on the following page.



Source: Florida Department of Transportation

Legend

- = Annual Average Daily Traffic Value
- ⋯ = Trendline
- = Spot Location

In summary, these four examples show that daily traffic volumes have not grown much on the large arterials throughout the City over the last fifteen years. Some of the local streets have shown growth in traffic volumes, particularly in active redevelopment neighborhoods like the Rosemary District, although this growth is still below the available capacity of the roadway. There has been traffic growth, but the City’s local streets should continue to handle an increase in traffic for many years to come. Naturally, there may be some exceptions to this trend and observation. However, this sample of data generally demonstrates the difference in trends that have been occurring between the City’s local streets and the major arterials.

TRAVEL DEMAND EVALUATION

Traffic congestion has long been a topic of concern in the City of Sarasota. Ever since the beginning of the City's incorporation, the influx of people and development have put a strain on the transportation infrastructure, both within the City and the County.



Traffic congestion has long been a concern within the City of Sarasota. Seventy years ago, in 1928, the local newspaper was quoted that "Most important factors is the rapid growth in the area, coupled with the inability of the City's present street system to move the resulting traffic has created this urgent need."

Traffic congestion is typically attributed to one, or a combination of the following:

- High traffic volumes beyond capacity
- Bottlenecks
- Incidents/crashes
- Weather
- Work zones
- Inefficient signal timing
- Special events

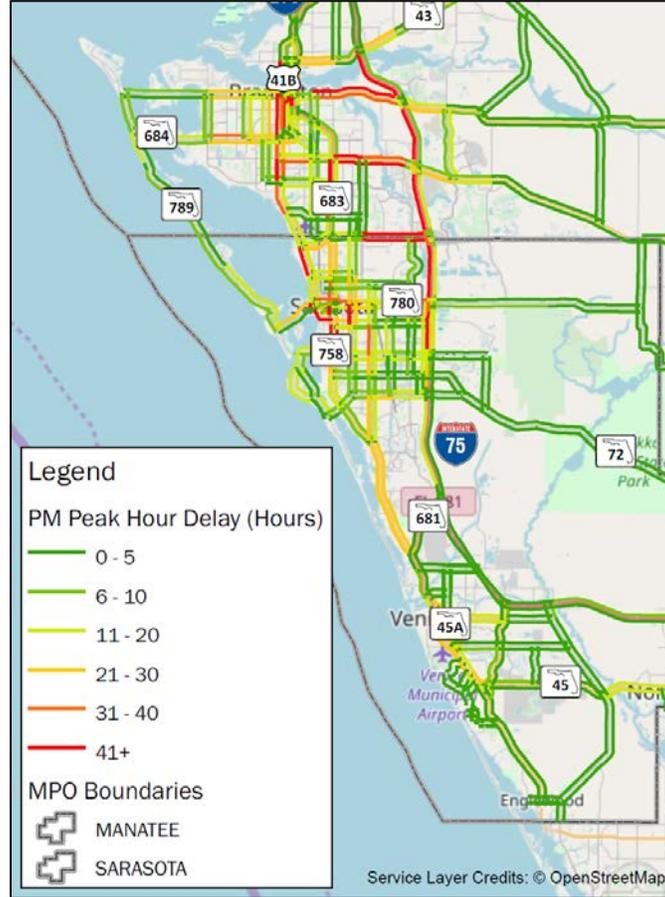
In the City of Sarasota, US 41 experiences the greatest traffic volumes. The section of US 41 between Bahia Vista and Bee Ridge Road represents the greatest volume of any surface road (non-interstate) within the City and Sarasota County.

The City has several road segments that experience significant delay, particularly during evening peak hour. These include:

- US 41, between Bahia Vista and Bee Ridge Road
- US 301, between 10th Street and Ringling Boulevard
- Tuttle Avenue, between Fruitville Road and Ringling Boulevard

However, the greatest amount of delay experienced within the regional area is outside of the City along I-75. University Parkway, SR 70, and US 41 in Manatee County demonstrated the greatest typical levels of delay within the regional area. The graphic on the following page shows the locations of greatest peak hour delay reported by the Sarasota/Manatee MPO 2019 Congestion Management Plan within the Sarasota/Bradenton urban area. It should be noted that this existing information is based on data from 2017.

EXISTING TOTAL ANNUAL DELAY DURING PM PEAK HOUR



Source: Sarasota/Manatee MPO

FUTURE TRAFFIC GROWTH

A review of future year travel demand projections was also undertaken. For this, the adopted travel demand model in Sarasota from the Florida Department of Transportation (FDOT) was referenced, referred to as the FDOT District One Regional Planning Model (D1RPM).

The D1RPM is periodically updated to reflect changes in population, employment, mode share, roadway network, etc. Future year estimates of traffic volumes are based on these projections of socioeconomic trends and planned transportation improvements. A base year of the model is also validated with existing traffic data, population data, employment, retail square footage, students, etc. The current adopted planning year horizon for the D1RPM is 2040. The Sarasota-Manatee Metropolitan Planning Organization and the FDOT are responsible for providing this data. This input data is reviewed prior to becoming adopted. Because of this systematic

The City of Sarasota currently does not contain a grade separated intersection (overpass). Distribution centers are a relatively minor type of land use. Because there is little vacant land, these factors suggest that the City's trip patterns are likely to remain relatively similar to the existing patterns/directions, notwithstanding a surprise significant event, such as hurricane, disease, etc.

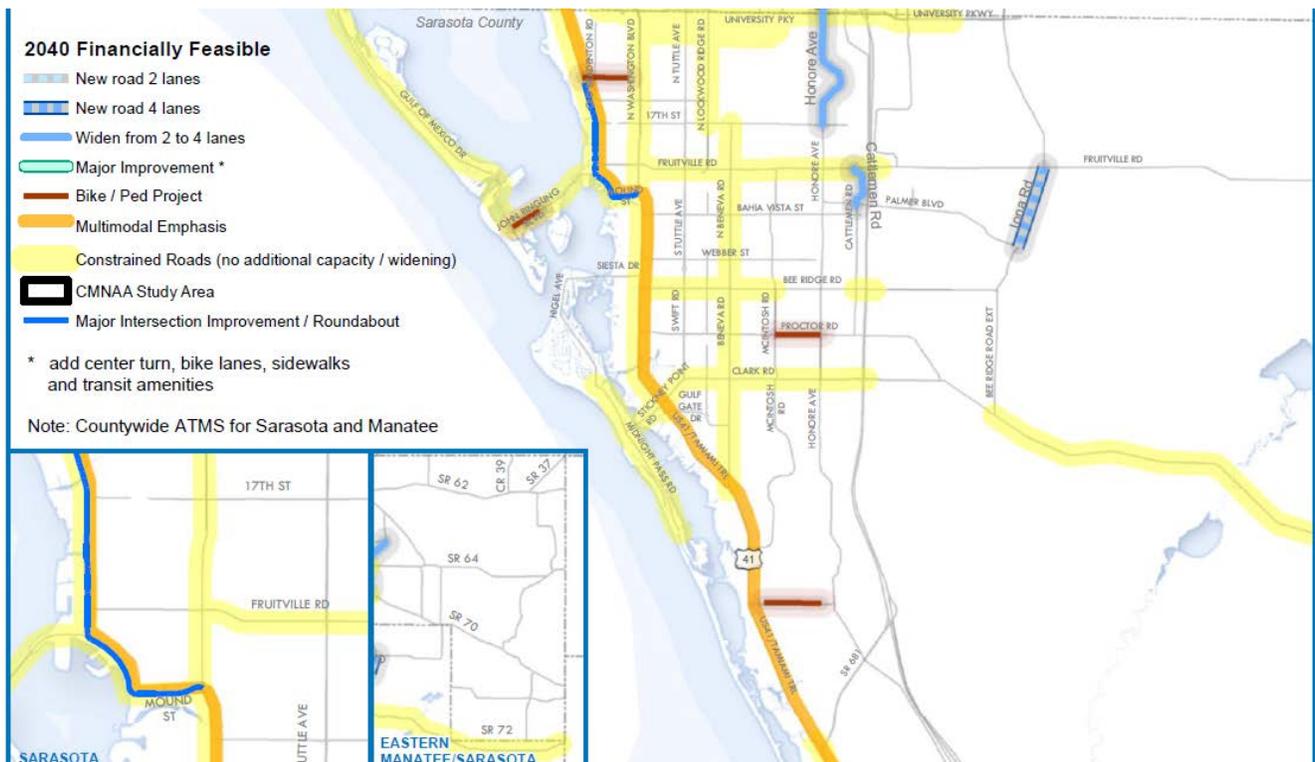
Provided on the following pages are maps that summarizes the estimated changes in trip percentages, the number of dwelling units, population, and employment projections by traffic analysis zones within the City between 2010 – 2040.

A comparison of traffic volume projections for 2040 was made between the adopted Level of Service standards. From this, “needed” transportation improvements were identified throughout the area. Traditionally, these needs would be roadway widening for additional capacity. In Sarasota, roadway widening is typically not feasible now due to the constraints of available space within the existing public right-of-way. Other times, a constrained facility is designated through adopted policy decisions (noise, preservation, speed calming, budget constraints, etc.) from the MPO Board. When these situations occur, the facility is designated as a “constrained roadway” where widening for capacity is not feasible.

It should be noted that the public input received during this project does not favor widening for more vehicle lanes due to the associated negative impacts. Most of the community does not find wider roads to be appealing. This observation was documented in Phase One.

The following graphic identifies the “Financially Feasible Projects” for the 2040 planning year, as adopted by the Sarasota-Manatee Metropolitan Planning Organization. Included within this graphic are the designated constrained roadways within the City of Sarasota.

2040 Sarasota-Manatee MPO Financially Feasible Projects



The adopted Financially Feasible Roadway Projects from the 2040 Sarasota/Manatee MPO's Long Range Transportation Plan serve as a baseline condition for Sarasota in Motion to identify alternatives. These projects have been reviewed for consistency with the performance measures adopted in Phase One specific to the Sarasota Citywide Transportation Master Plan.

It should be noted that other relevant adopted plans have been reviewed for this masterplan. Previous efforts, such as the City's Multimodal Connections Plan adopted in October 2019 has been reviewed for enhancements to the multimodal network. These other locally adopted plans/reports are addressed in the following sections.

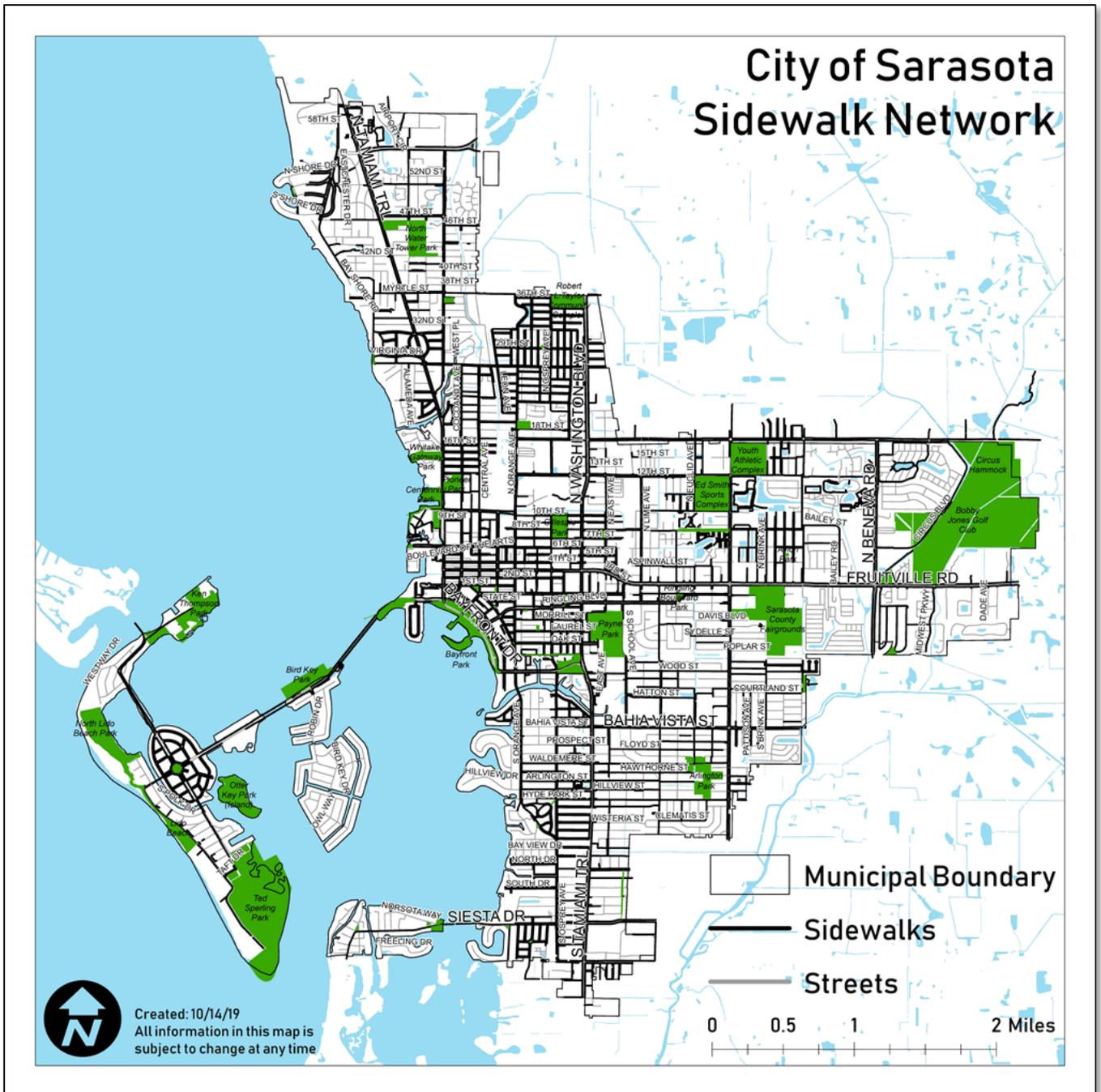
COVERAGE OF MULTIMODAL FACILITIES

An evaluation was made using Geographic Information Systems to identify existing multimodal facility coverage within the City's current infrastructure. A citywide analysis of multimodal coverage was undertaken for pedestrian, bicycle, and transit modes independently. The City of Sarasota contains 286 miles of public right-of-way dedicated for transportation. The network coverage looked at the percent coverage of those 286 miles.

The City of Sarasota has a good amount of road facilities with sidewalk coverage. 162 miles of the 286 right-of-way miles contain sidewalks within the City (57 percent). Streets are generally designed with a sidewalk, at least on one side of the street. Typically, only small local streets in residential areas with small amounts of traffic are the locations without sidewalks.

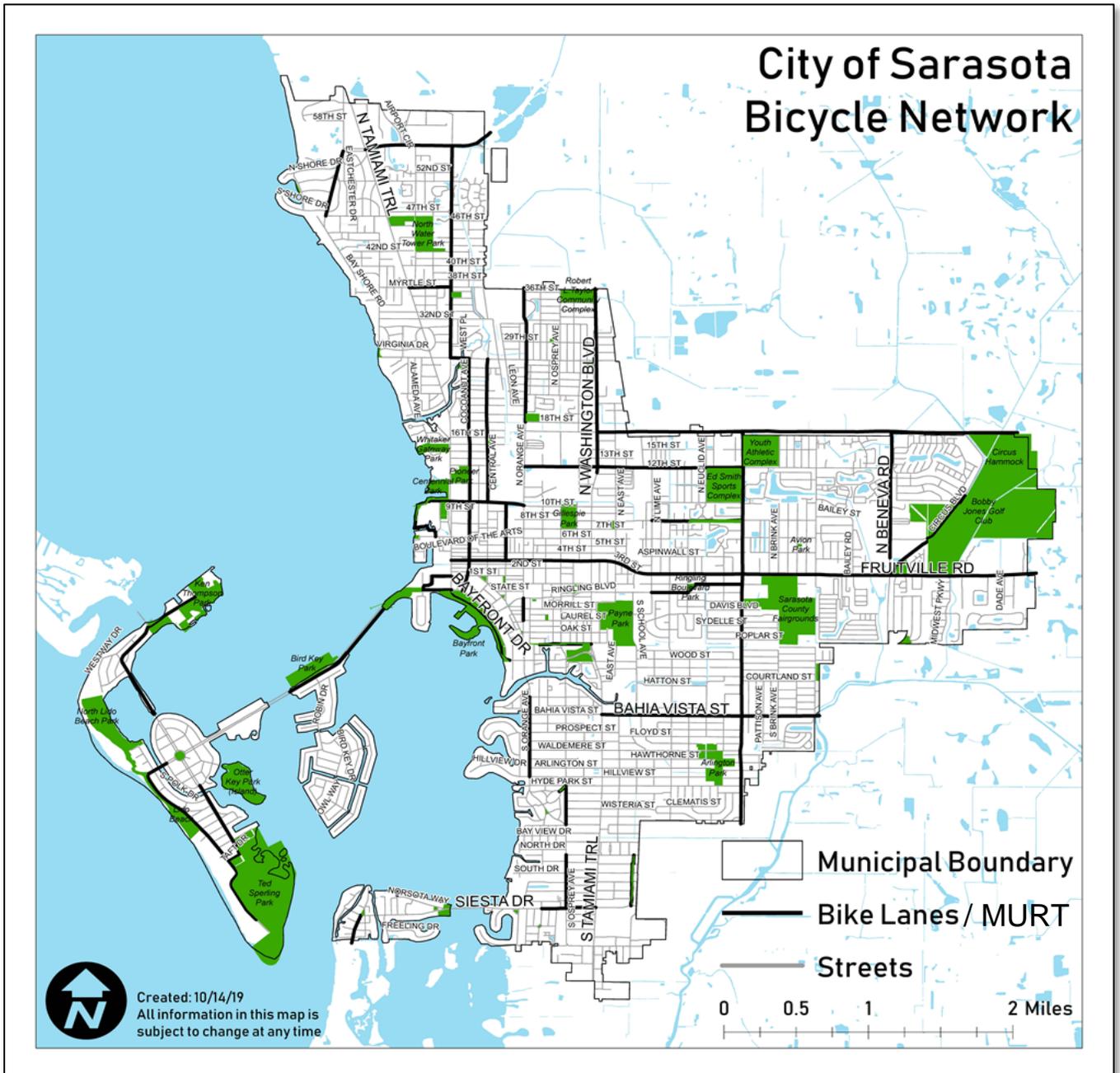
All roads and streets within the City are considered in this estimate. However, it should be noted that streets with only sidewalk coverage on one side of the street are considered "covered," and there is no distinction between those and streets with sidewalks on both sides of the street.

Virtually all the streets in Downtown have sidewalk coverage. Throughout the City, coverage tends to be generally better near most schools and parks. The areas with lower amounts of sidewalk coverage include neighborhoods on both sides of Tamiami Trail north of Downtown, Bird Key, and areas toward the east end of the City. Provided below is a graphic that depicts existing sidewalk coverage within the City of Sarasota.



The dedicated bicycle network in the City is considerably lower than the sidewalk coverage. Only 35 of the available 286 miles contain dedicated bicycle lanes and trails (12 percent). This percentage includes the existing Multi-Use Recreation Trails (MURTs). Most of these bicycle lanes are provided as striped lanes adjacent to arterial, or collector roadways, such as Fruitville Road or Tuttle Avenue. However, as mentioned earlier, these large arterials are also where most crashes are occurring, and therefore have higher stress levels for most bicycle riders.

It should be noted that small local streets with slow speeds and low volumes may not necessitate a dedicated bicycle lane for bicycle accessibility. Provided below is a graphic that identifies the dedicated bicycle lanes within the City.



A review of the existing transit network was also undertaken. The following graphic shows the transit coverage and where the most amount of transit boarding activity occurs. In summary about 16 percent of the roadways within the City are directly accessed via a bus route. Many of the roadways with transit access are larger arterial roads (US 41, Fruitville, Beneva, etc.) Ridership on the County’s transit system has been dropping after increased ridership was observed during the recession (2008 – 2013). As previously reported, the Sarasota County Area Transit (SCAT) service provides lower levels of transit investment than in comparable cities. More detail on the existing transit system is available via the July 2019 *Transit Choices Report*. In addition to this review of transit services being provided to the City of Sarasota by SCAT, The County is currently in the process of redesigning the County transit system. The results of this effort were not yet available as of the publishing of this report.

SCAT Transit Service Network and Ridership

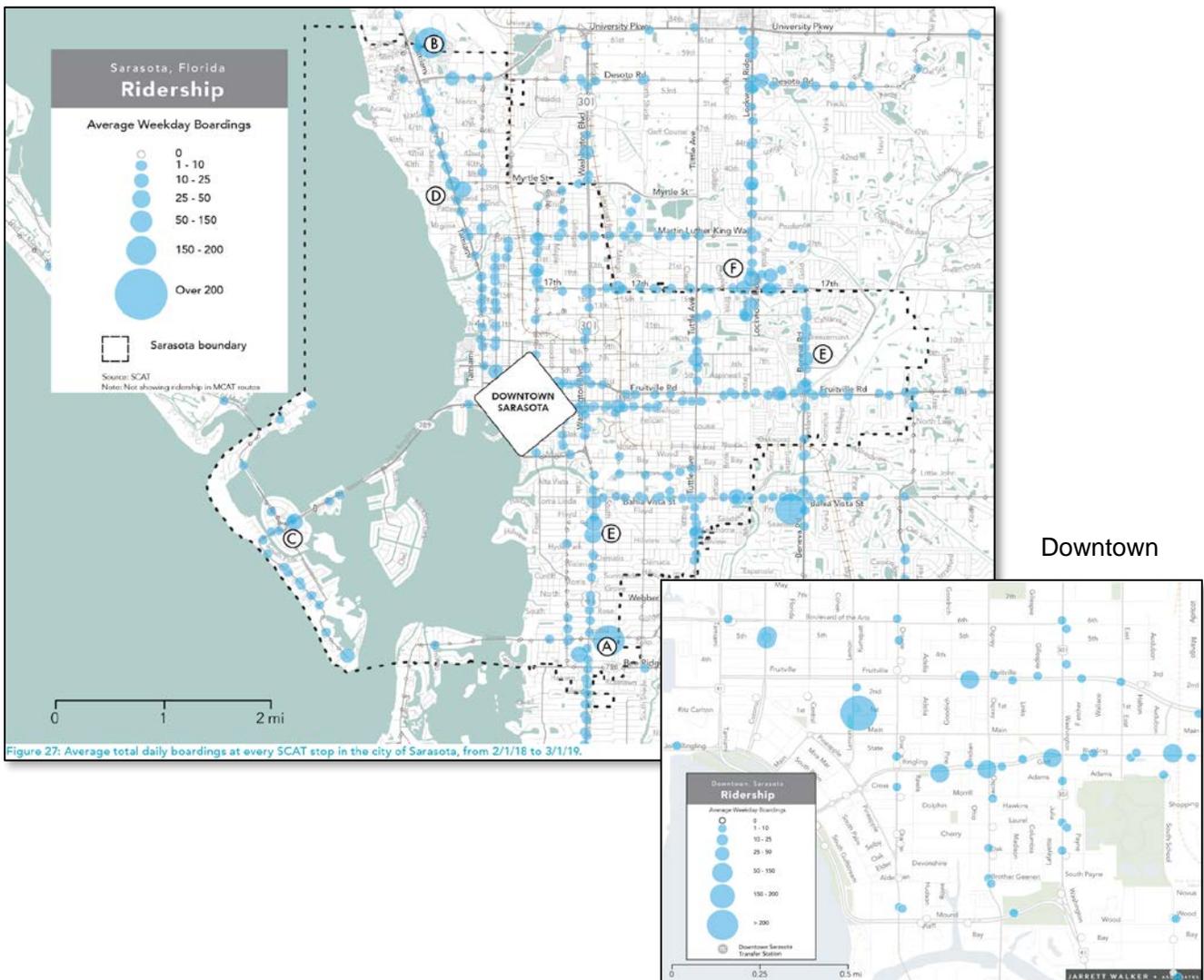


Figure 27: Average total daily boardings at every SCAT stop in the city of Sarasota, from 2/1/16 to 3/1/16.

OVERVIEW OF CURRENT PROJECTS AND ADOPTED PLANS

The purpose of Sarasota in Motion is not to reinvent the wheel but build upon the previous plans and studies that relate to transportation planning in the City over the years. There have been several different initiatives undertaken over the last 10+ years, and there is much reference data available from those plans.

The City of Sarasota commits millions of dollars toward improving the transportation infrastructure throughout the City. These types of improvements may be a combination of maintenance repair, more capacity, enhanced multimodal access, landscaping, environmental improvements, etc. Many projects within the last ten years focus on better infrastructure to improve high quality redevelopment, especially in the downtown where a significant portion of redevelopment has been occurring. Provided below is a sample of the projects under development, under construction, or recently completed.



South Lemon Avenue Streetscape Project



St. Armands Parking Garage



US 41 – 10th Street to 14th Street



Typically, the Capital Improvement Program (CIP) is a program that identifies how money will be spent for the next five years, and on which projects. The City annually reviews the CIP to adjust and update how to spend resources toward improving the transportation infrastructure. It should be noted that the Sarasota in Motion Plan will be recommending projects for adoption into the upcoming CIP.

Interested stakeholders can help annually review the proposed CIP and provide feedback for necessary adjustments. Each year the CIP requires a public hearing for citizen comment prior to becoming adopted. A copy of the current CIP is available via the City's website.

At the regional level the Sarasota-Manatee MPO has been conducting surveys to identify the vision for transportation at the regional level as part of the 2045 Long Range Transportation Plan update. During the review of this effort, it was noticed that there is consistency between community input at the regional level with what the Sarasota in Motion project has been receiving locally. The MPO is developing transportation scenarios that are consistent with the Sarasota in Motion transportation vision, particularly for environmental health and vibrant places, which are highlighted below:

MPO Themes



Promote opportunities

- Full range of jobs
- Safe and efficient access to jobs and services
- Affordable housing and transportation



Preserve what is important

- Sustainability over generations
- Resiliency from storms and flooding



Provide choices

- Where to live (neighborhood types)
- Where to work and shop (center types)
- How travel (modes)

MPO Theme Based Scenarios



ECONOMIC DIVERSITY

Promote opportunities

Diversify tourism base by attracting high tech, bio tech jobs

Develop places that attract new employers and employees

Ensure all residents have access to jobs, housing, and transportation

WORKSHOP INVESTMENT: \$1,200

SURVEY RESULTS: #3



ENVIRONMENTAL HEALTH

Preserve what is important

Protect estuaries and rivers and other habitats

Compact urban footprint (USB)

Reduce air emissions

WORKSHOP INVESTMENT: \$1,870

SURVEY RESULTS: #2



VIBRANT PLACES

Provide choices

Develop new types of centers and neighborhoods with vibrancy and identity

Coordinate new centers and neighborhoods with multimodal transportation

WORKSHOP INVESTMENT: \$2,230

SURVEY RESULTS: #1

Some other previous initiatives that have been reviewed for this Master Plan include the following:

- City of Sarasota Engineering and Design Criteria Manual
- Transportation Chapter of the City of Sarasota Comprehensive Plan
- 2004 Downtown Mobility Study
- 2005 Sarasota-Manatee County MPO Water Taxi Feasibility Study
- 2009 US 41 Bayfront Connectivity Plan
- 2013 Sarasota-Manatee County MPO Park-and-Ride Plan
- 2015 Downtown Sarasota Circulator Study
- 2016 Citywide Strategy for Parking Management
- 2016 Sarasota-Manatee County MPO Long Range Transportation Plan (2040 Plan)
- 2017 City of Sarasota Climate Adaptation Plan
- 2017 Truck Route Study (draft)
- 2018 Parks and Recreation Master Plan Report
- 2018 Sarasota-Manatee County Advanced Traffic Management Systems (ATMS) Regional Master Plan
- 2019 Multimodal Connections Plan
- 2019 Rosemary ROD and other recently approved comprehensive plan amendments
- 2019 MPO Congestion Management Plan
- 2019 MPO Active Transportation Plan
- 2019 SCAT Transit Development Plan

PUBLIC INPUT ON EXISTING CONDITIONS AND ALTERNATIVES

COMMUNITY INPUT WORKSHOPS

Two community workshops were held on Tuesday, October 22nd, 2019. The first workshop was held at the Selby Public Library at 11:30AM and the second workshop was held at 4:00PM at the Goodwill Manasota community room.

At both workshops a summary of the Phase 1 community visioning outcomes was provided, and a presentation was given about community needs and trends. Following the presentation, attendees participated in small group discussions to identify specific projects and changes needed to achieve the community's mobility vision. At the end of the workshops, each table reported their top three topics discussed. The small group summaries, as well as more detailed map notes, were used to develop project, policy, and program recommendations for the final plan.



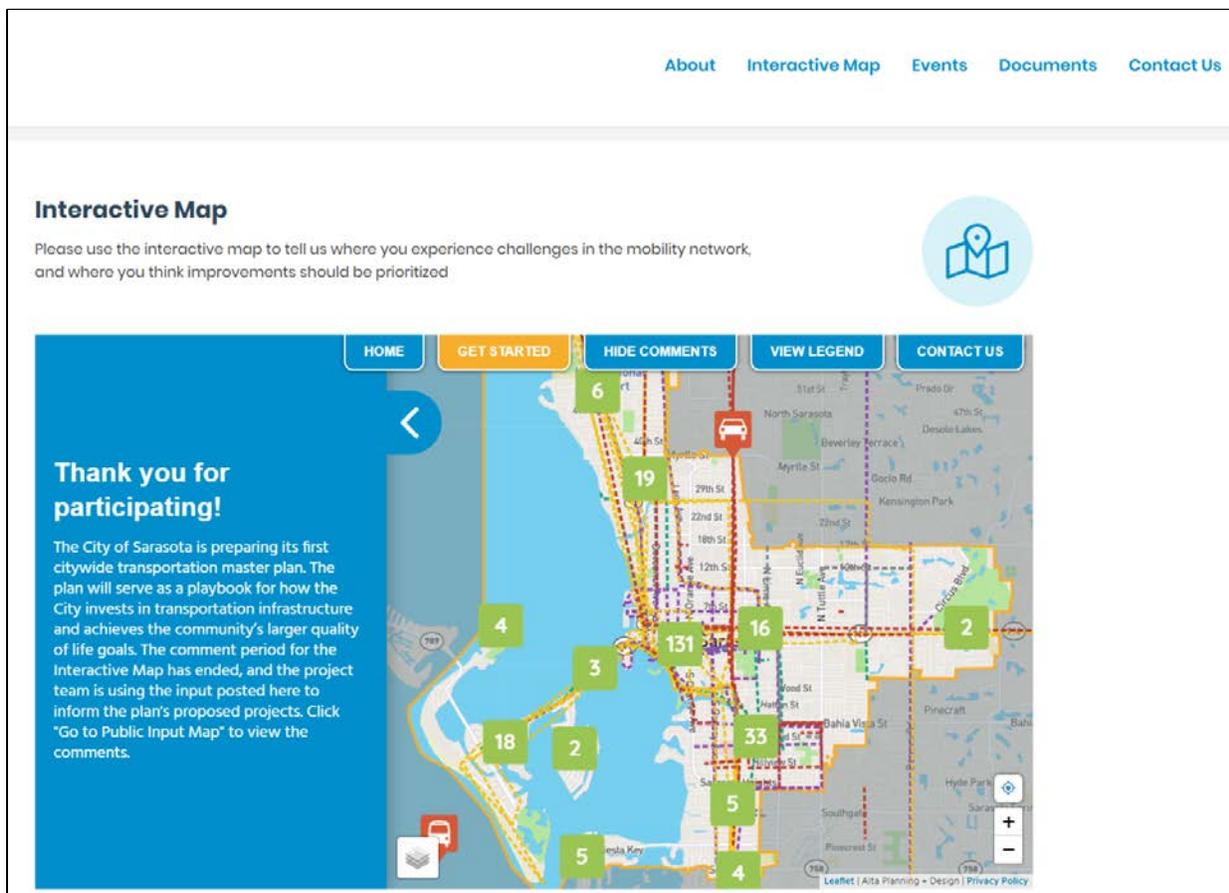
"What to Change" daytime workshop conducted at Selby Public Library.

INTERACTIVE ONLINE MAP

The interactive online map was used to collect input about specific mobility changes people would like to see in Sarasota. The interactive map was posted on the project website. Promotion for the interactive map was done at community meetings, events, by press release, shared on the City's social media, and emailed to neighborhood groups. It was posted for approximately seven weeks from October 22 – December 3, 2020.

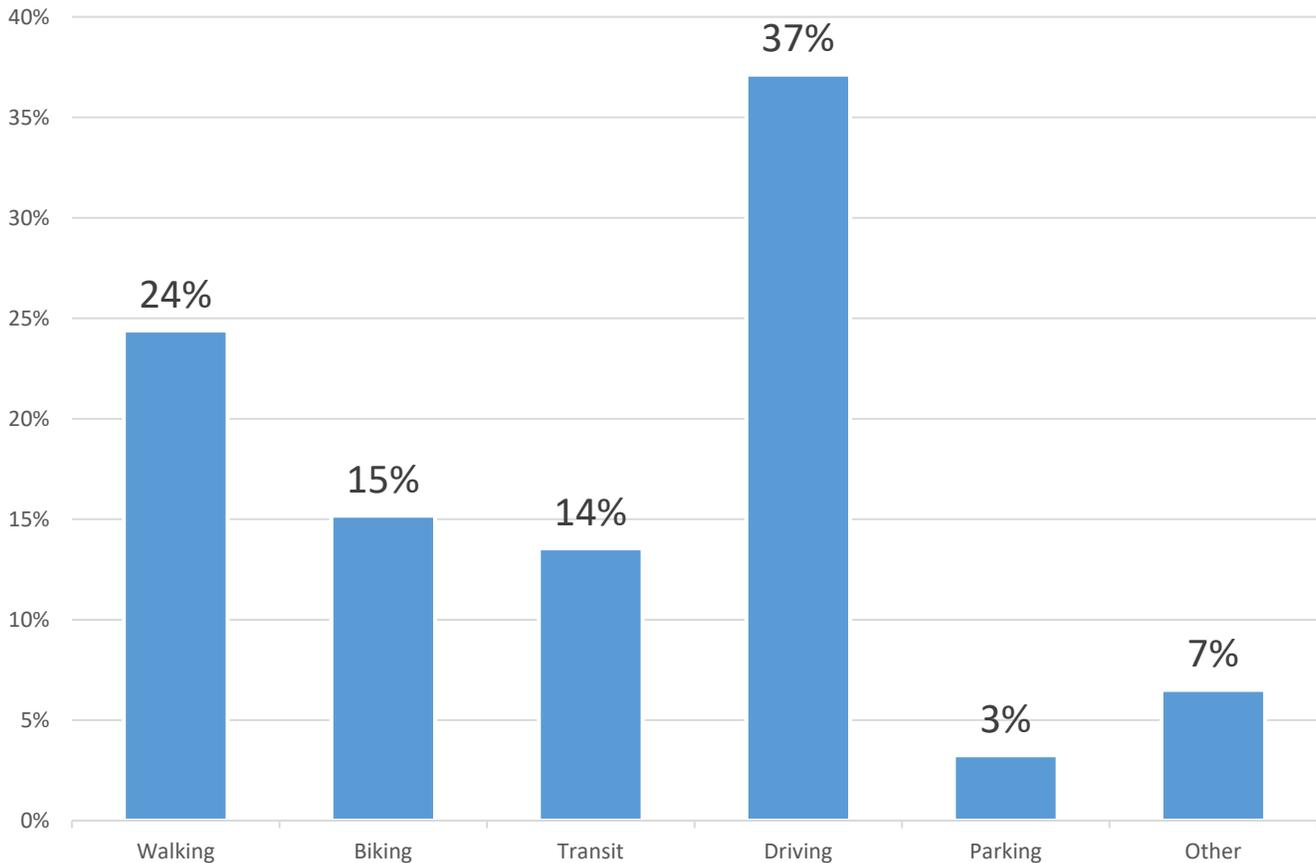
People that used the map were able to draw lines or place points related to ideas for walking, biking, driving, transit, parking, and an 'other' category to capture different topics. People were able to provide written descriptions of their ideas, as well as 'like' or 'dislike' comments made by others to emphasize support for ideas.

In total, the interactive map generated 369 unique comments, 826 "Likes" and 133 "Dislikes." Below is a summary of the input collected using the interactive online map. Comments for walking, biking, and transit account for more than half of all comments.



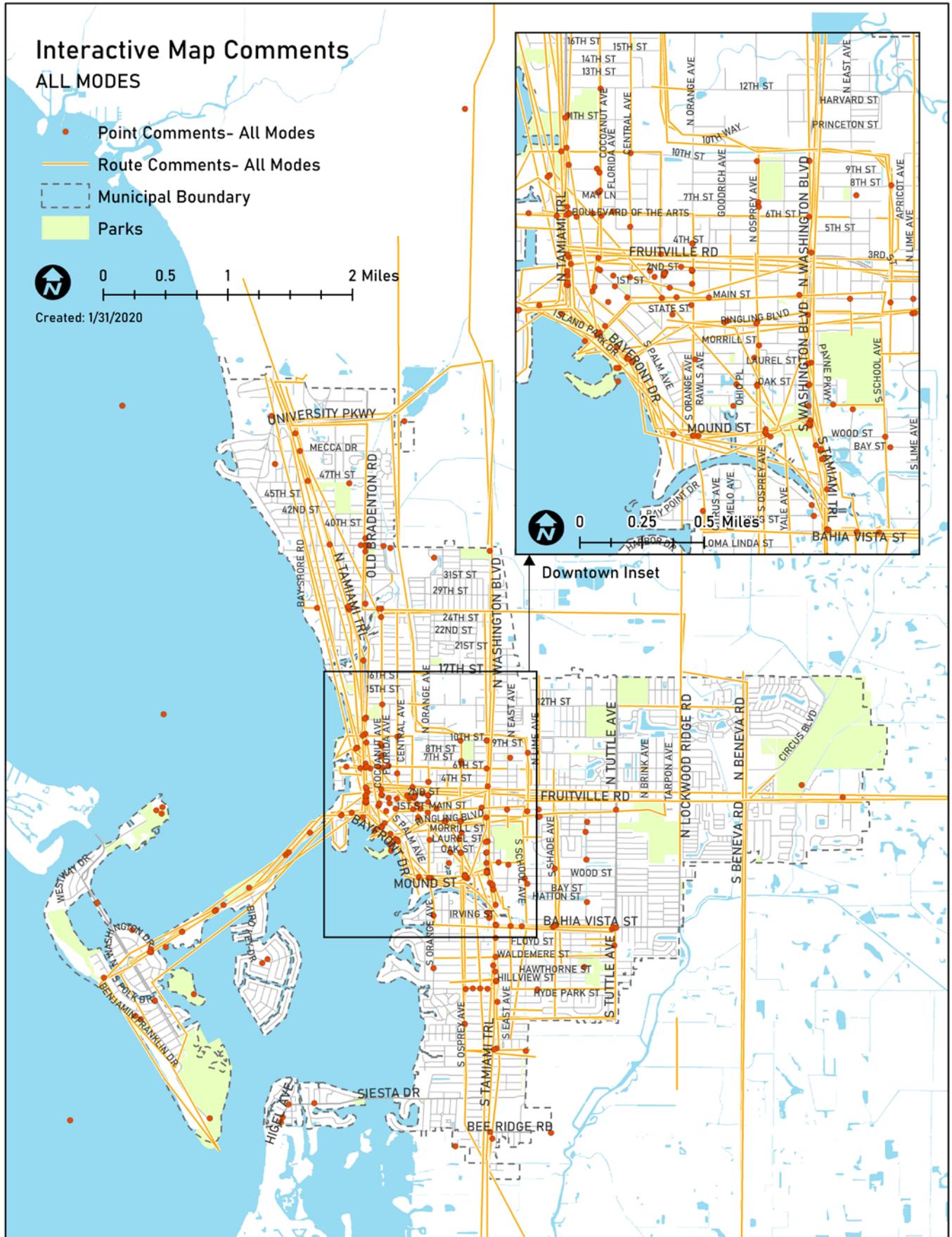
Screen capture of the Interactive Map from the project website www.SarasotaInMotion.com.

Share of Comments by Mode



Respondents were asked to choose a category for their comment. Over a third of the comments were about driving, and about a quarter were about walking. Bike and transit comments represent 15% and 14% of the comments respectively. Parking comments were the least common category. Respondents could also choose “Other” if they had a comment that did not fit within one of the prescribed categories. These comments mainly touched on new transportation services like water taxis.

The data/information for each of the following maps is provided directly from the interactive online map.



Walking

Key Walking Themes from Comments

- Change signals at intersections to prioritize pedestrian safety
- Enhance crossings at major intersections to improve safety
- Aggressive driver behavior is a significant issue experienced by pedestrians
- More frequent crossings along major streets will make it more convenient to walk to destinations
- Need more shade along streets
- Top “liked” walking comments are all related to transit, highlighting the inextricable link between the success of the two modes.

Other Walking Comment Examples

- *“All pedestrian cross signals should come on first to let pedestrians be in the cross walk BEFORE car traffic light turns green. It is MUCH safer for pedestrians to be halfway through cross walk BEFORE car traffic starts moving. This should be city wide!”*
- *“Cars often do not honor the crosswalks when pedestrians are crossing. It makes me nervous, especially because of the pre-school at this intersection.”*
- *“Lack of shade, needs tree canopy.”*

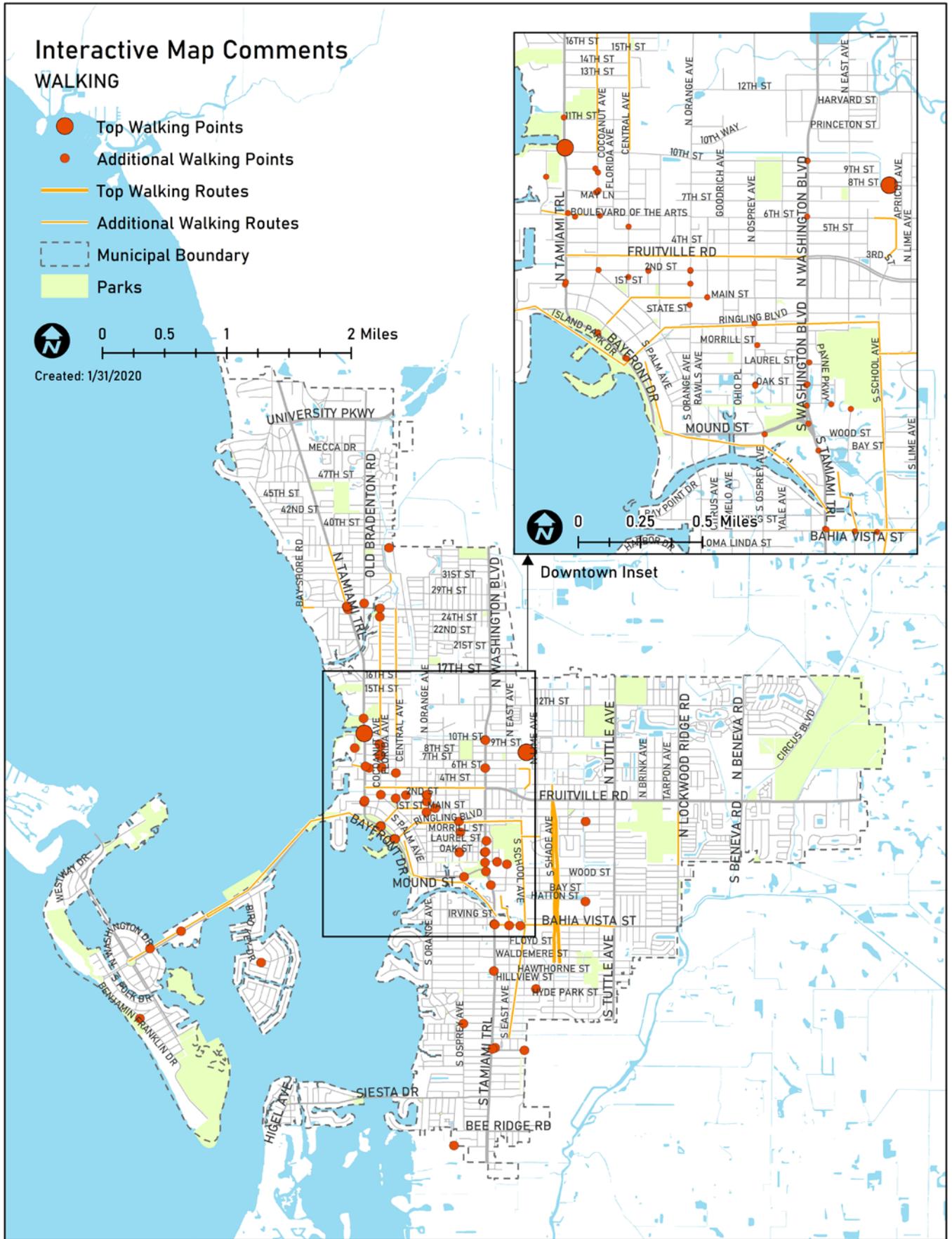
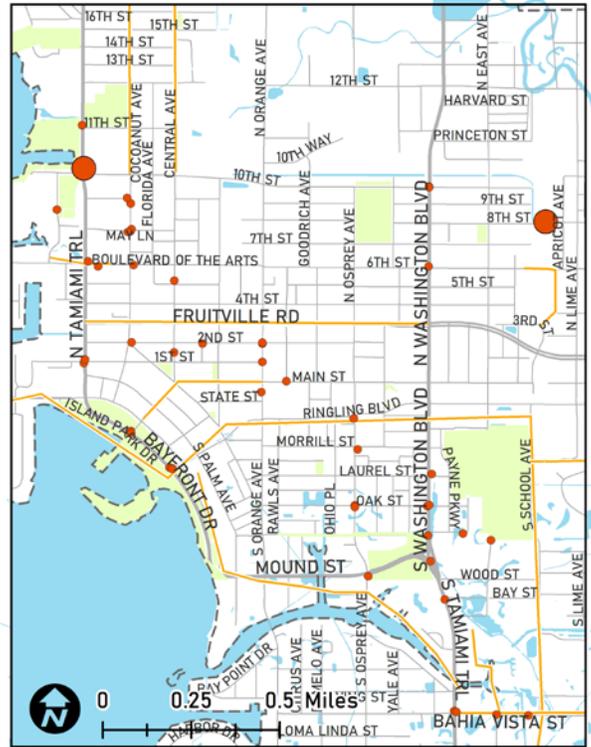
Top 3 “Liked” Comments for Walking

- *“Have a continuous public transit loop from Ringling Museum/New College to Ringling Art College /Newtown to Rosemary/Downtown to St Armand’s and Lido Beach for locals and tourists alike. Make it a very user friendly and pleasant experience (clean, comfortable shelters to wait with electric boards showing time of next approaching bus etc). Use light rail or electric rapid transit. Electric Trolley system would be fun and unique! Could help reduce congestion in the roads during season.”*
- *“Would be really cool in the long term to have a tram that runs down the middle of the bridge from downtown to St Armands. It could even be an automated one, like in the Tampa airport.”*
- *“Please add bus shelters at this bus stop and along the North Trail. Currently there are mostly just piles sticking out of the earth, forcing people to stand or sit in the grass without any protection from sun, rain, etc. This is also not very becoming for local neighborhood and businesses. I would personally take transit if there were nice modern and clean shelters to help the experience feel civilized!”*

Interactive Map Comments

WALKING

- Top Walking Points
- Additional Walking Points
- Top Walking Routes
- Additional Walking Routes
- Municipal Boundary
- Parks



Biking

Key Biking Themes from Comments

- Add bike facilities along major streets
- Close gaps in the bikeway network
- Extend the Legacy Trail to Downtown and north of Downtown
- Connect bikeways to Parks
- Include bikeways with new bridges and bridge replacement projects
- Implement a bike share system

Other Biking Comment Examples

- *“This bridge is so narrow, and the bike lane disappears. Whenever I ride on it as a bicyclist, I am always nervous that a car is going to hit me. I’ve been honked at before, and people often drive too close to me.”*
- *“Need bike routes to all local parks and major tourist destinations. Make buffer lines for bikes so that they are separate from traffic.”*
- *“Continue the Legacy Trail to help northern community commute Downtown.”*

Top 3 “Liked” Comments for Biking

- *“Need safer biking and walking options along 41.”*
- *“We bike about 6 miles on our lunch hour. One big problem is along 41 from the Blue Pagoda to Joey D's Pizzeria, there is NO bike lane, and the sidewalk is in bad shape and narrow. There are pedestrians that yell at us for riding on the sidewalk. But, it is not safe to ride in the road.”*
- *“PLEASE make a bike friendly route along Tamiami Trail from New College area to St. Armand’s Circle or all the way to the beach. If possible, we would LOVE to see bicycle stations at New College area and then again at St. Armand’s or Lido beach area. Bikes could be rented, unlocked, (paid by using app) and then deposited at another bike station. These biking systems are used all over in Rio de Janeiro Brazil and have HUGE success. We would also like to see these bike stations in downtown!!!!”*

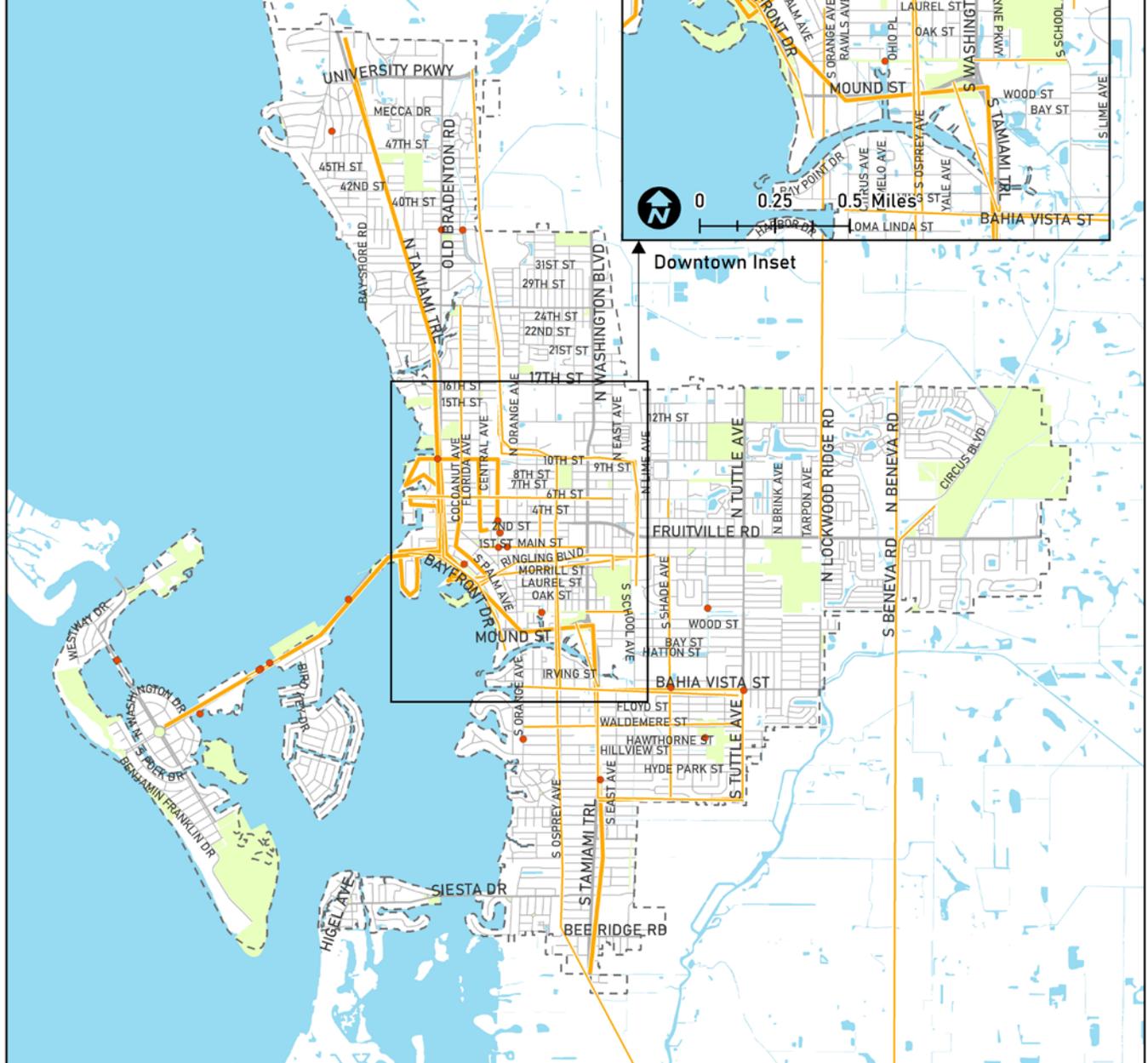
Interactive Map Comments

BIKING

- Biking Points
- Top Biking Routes
- Additional Biking Routes
- Municipal Boundary
- Parks



Created: 1/31/2020



Downtown Inset

Transit

Key Transit Themes from Comments

- Add more bus shelters
- Create frequent transit service between Downtown and the beaches
- Provide more frequent transit service (every 15 minutes) citywide, but particularly US 41
- Create rail connection from Downtown Sarasota, Sarasota Airport, Bradenton, Downtown Tampa, and Tampa airport

Other Transit Comment Examples

- *“Have a separate lane for buses so that traffic is not completely stopped when buses stop all along 41.”*
- *“Current bus hours are inadequate for growing user base. Earlier and later hours could benefit those who seek to use the bus system to get to service industry or food service jobs or those who seek to patron businesses in the evening hours.”*
- *“People on bus routes need places to sit and to get out of the elements.”*

Top 3 “Liked” Comments for Transit

- *“Have a continuous public transit loop from Ringling Museum/New College to Ringling Art College /Newtown to Rosemary/Downtown to St Armand’s and Lido Beach for locals and tourists alike. Make it a very user friendly and pleasant experience (clean, comfortable shelters to wait with electric boards showing time of next approaching bus etc). Use light rail or electric rapid transit. Electric Trolley system would be fun and unique! Could help reduce congestion in the roads during season. “*
- *“Would be really cool in the long term to have a tram that runs down the middle of the bridge from downtown to St Armands. It could even be an automated one, like in the Tampa airport.”*
- *“Please add bus shelters at this bus stop and along the North Trail. Currently there are mostly just piles sticking out of the earth, forcing people to stand or sit in the grass without any protection from sun, rain, etc. This is also not very becoming for local neighborhood and businesses. I would personally take transit if there were nice modern and clean shelters to help the experience feel civilized!”*

Interactive Map Comments

TRANSIT

- Top Transit Points
- Additional Transit Points
- Top Transit Routes
- Additional Transit Routes
- Municipal Boundary
- Parks



Created: 1/31/2020



Downtown Inset

Driving

Key Driving Themes from Comments

- Add more roundabouts at intersections around the City
- Enhance signal operations at intersections to relieve congestion
- Reduce congestion and travel delay at major intersections
- Reduce speeds along streets to improve safety

Other Driving Comment Examples

- *“Very congested with many accidents. Need to have this corner evaluated to ensure safety for motorists & pedestrians.”*
- *“Traffic calming (narrower lanes or other means) to slow this stretch of 41 to a design speed of 25 mph. A high-speed highway on our bayfront is a detriment to the city. Also, square the corners at both Ringling and Main—currently they're very rounded, which leads drivers to take those turns at high speed, creating a dangerous situation for walkers.”*
- *“Fruitville, the main entryway from 75 to downtown Sarasota is a mess. We want to encourage young people to stay in our community to launch and build their careers, but housing costs force us to suburbs like North Port and Parrish. Adding 30 minutes of commute from 75 to downtown on Fruitville makes commuting unbearable and limits the ability to spend more time downtown after work because of the lengthy commute back.”*

Top 3 “Liked” Comments for Driving

- *“This should be a roundabout!”*
- *“Let's install a traffic circle at this location.”*
- *“Add right turn on red when light is red.”*

Interactive Map Comments

DRIVING

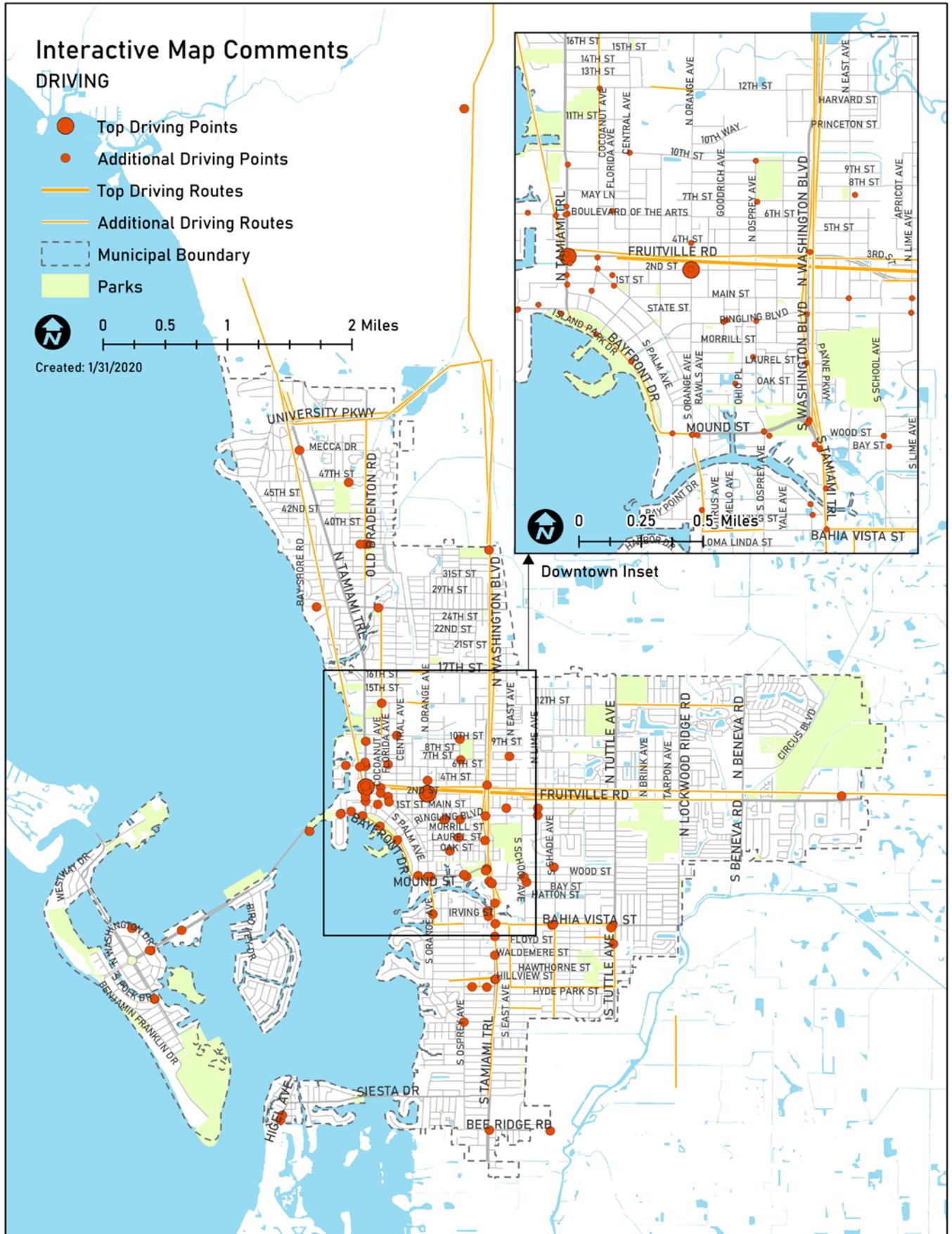
- Top Driving Points
- Additional Driving Points
- Top Driving Routes
- Additional Driving Routes
- Municipal Boundary
- Parks



Created: 1/31/2020



Downtown Inset



Parking

Key Parking Themes from Comments

- Add electric vehicle charging stations around the City
- Make parking free in some locations
- Prioritize parking for uses beyond storage of personal vehicles, such as dedicated space for scooters or motorcycles
- Create more efficient use and flexibility of space dedicated to parking, particularly in Downtown

Other Parking Comment Examples

- *“Turn this city lot into a parking garage that can generate electricity with solar panels.”*
- *“The public parking garages should be free to park now that there's a fee to park on the street.”*
- *“Dedicated Scooter/motorcycle parking to encourage reduced auto footprint and encourage more reduced impact transportation to area amenities. Also frees up large parking spaces as 3 to 4 scooters/motorcycles can share a single dedicated auto parking spot.”*

Top 3 “Liked” Comments for Parking

- *“Add electric vehicle charging stations.”*
- *“1st Street Lot discounted parking.”*
- *“Free to park at the 5 Points Park.”*

Other

Key Other Themes from Comments

- Create water taxi services from mainland to island destinations
- Commercial vehicles are blocking traffic during deliveries and need more active management to improve street safety
- ADA improvements are needed throughout the City, particularly to close sidewalk gaps
- Reduce speed of vehicles along streets to improve safety for everyone

Other “Other” Comment Examples

- *“Road blockage by delivery trucks (FedEx, dry cleaners, Amazon...) servicing townhouses on narrow roadway. Even when vehicles park in the bike lane with 2 wheels on the sidewalk, buses and emergency vehicles can not readily pass. Can a cut-out restricted to loading be added here? (Also, I suggest development plans be modified to require a provision for loading in similarly-configured streets.)”*
- *“I use a mobility scooter, the sidewalks on this road are NOT clear of vegetation and dirt from the youth ball field. There is a serious flooding issue on 12th just east of Lockwood Ridge and I have to use the road when it rains. The sidewalks are only on one side of the street and we need them on both sides. Also, near Tuttle the bus stop has no cement path to the sidewalk. I cannot run my mobility cart over muddy grass.”*
- *“Speed limit on this corridor needs to be decreased from 40 mph. This is a residential area with multiple driveways intersecting with the road, no safe sidewalks and/or bike paths and no safe manner to cross from north side of road to south.”*

Top 3 “Liked” Comments for Other

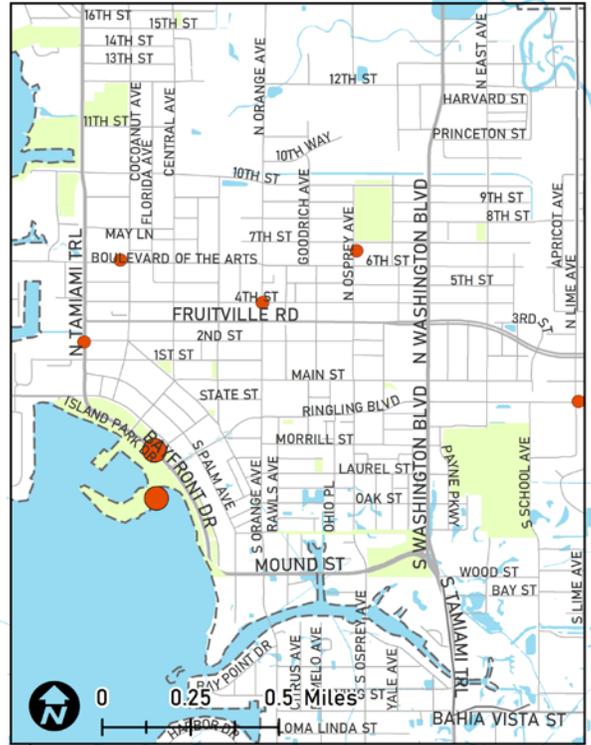
- *“Water Taxi to St. Armands.”*
- *“What if this were a water taxi stop, but also had bikes that you could rent or a trolley that would pick you up and take you to the beach? These would all be connected to one app where you pay using apple pay or something like that one your phone, so you don't have to pay separately for each one. Paying for parking wherever you embark should be part of that app, too.”*
- *“This is where the ped/bike flyover is going, right? We do want an overpass to connect ped/bike traffic from Downton to the bay, right?”*

Interactive Map Comments

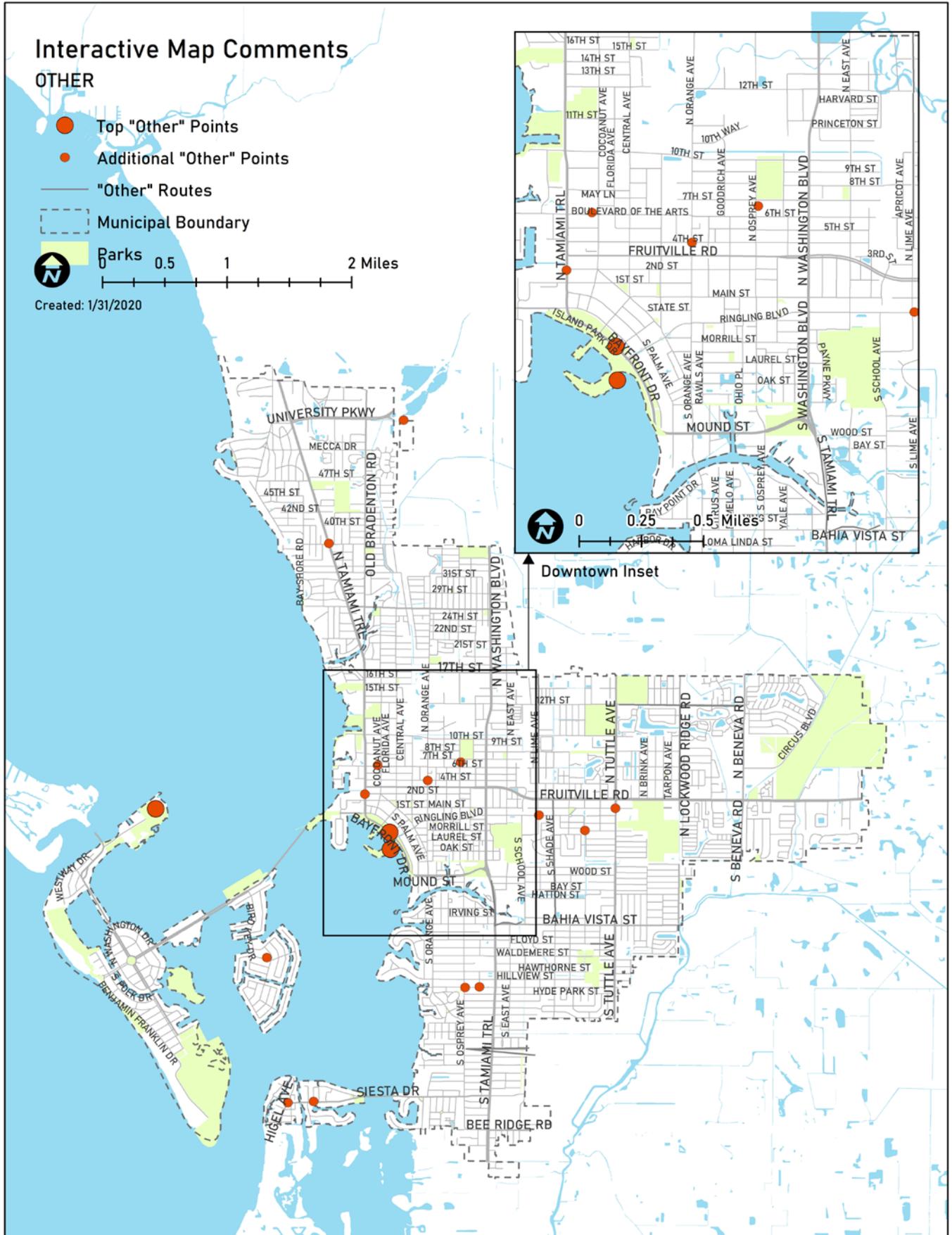
OTHER

- Top "Other" Points
 - Additional "Other" Points
 - "Other" Routes
 - - - Municipal Boundary
 - Parks
- 0 0.5 1 2 Miles

Created: 1/31/2020



Downtown Inset



POP-UP EVENTS

In addition to the public workshops and the online interactive map, staff hosted pop-up events and attended other events in the community to talk with residents about this Master Plan and encourage community participation in the online interactive map. Throughout the months of October and November 2019, city transportation planners met with the Sarasota Ready for 100 stakeholders, New College students, the Sarasota Yacht Club GEMs group, vision impaired and blind community members who are involved with Lighthouse Manasota, some of the youngest members of our community (and their parents) during Trunk-or-Treat at the Robert L. Taylor Community Complex, cyclists at Sarasota Bike to Work Day, and attendees of the St. Jude Hispanic Fall Festival. In all, staff engaged with more than one-thousand community members at these different events during this phase of the plan.

By meeting with community members where they were already gathering throughout the city, the team was able to reach and speak with an audience that was diverse in age, socioeconomic background, race and ethnicity. Together, these events helped to expand the participation and expand discussions related to Sarasota in Motion.



Fall Festival



Sarasota Bike to Work Day

NEXT STEPS

Phase Two of Sarasota in Motion represents an identification of existing challenges, and an early identification of various projects. Topics such as the community profile, citywide network traffic study, safety trends and hotspots, traffic volume growth trends, travel demand projections, coverage of multimodal facilities, current projects, adopted plans, and public input on “what to change” have each been documented in this phase of the report.

Next, the project team will use the adopted performance measures to score/evaluate the various projects that have been identified through these efforts and public input. The higher ranked projects will be evaluated and prioritized. In addition to projects, policies that help the City achieve the performance measures and facilitate attaining the vision of Sarasota in Motion will be included. The Master Plan will likely include infrastructure improvements as well as policy recommendations for the City.

The top ten projects will be identified by priority, cost, and funding sources. Also, based on the complexity, for each potential project, a priority/rank, cost, and funding source will be identified.

The draft recommendations will be presented to the public for review and comment in an open house format. Based upon the feedback received, the draft recommendations will be refined prior to finalizing the plan. Preliminary financing suggestions toward the implementation of the recommendations are anticipated.

The final Transportation Master Plan will then be presented to the City Planning Board and City Commission for adoption. Once adopted, Sarasota in Motion will be integrated into the Transportation Chapter of the City’s Comprehensive Plan, as well as the City’s CIP, which will dictate the funding priorities and policies within the City moving forward.