

2019-24



## Florida Department of Transportation

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GOVERNOR

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SECRETARY

August 22, 2019

Mr. Jeff Shrum, AICP  
Development Services Director  
City of Venice  
401 West Venice Avenue  
Venice, Florida 34285

**RE: City of Venice 19-02ESR Proposed Comprehensive Plan Amendment (CPA),  
Expedited State Review Process – FDOT Review Letter**

Dear Mr. Shrum:

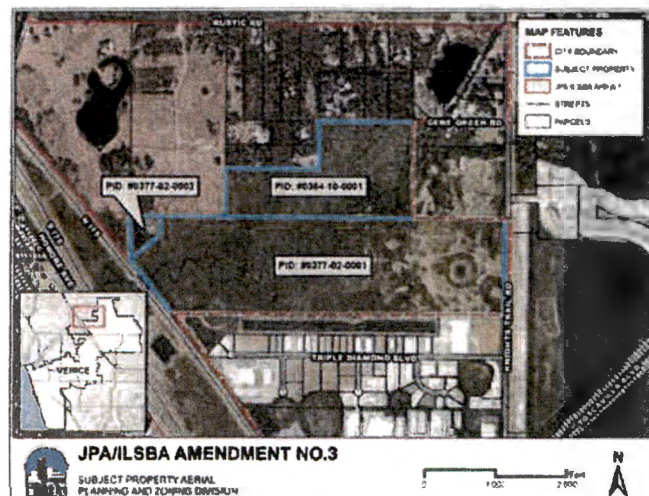
The Florida Department of Transportation (FDOT), District One, has reviewed the City of Venice 19-02ESR Proposed Comprehensive Plan Amendment, CPA (locally known as the Inclusion of Amendment 3 to the Amended and Restated Joint Planning and Interlocal Service Boundary Agreement [JPA/ILSBA] to the City's Comprehensive Plan). The proposed CPA package was transmitted under the Expedited State Review process by the Venice City Council, in accordance with the requirements of Florida Statutes Chapter 163. The following is a summary of the Department's review.

### PROJECT OVERVIEW:

Venice 19-02ESR CPA proposes to add 3 properties, totaling 218.46± acres to the Rustic Road Neighborhood identified in the JPA/ILSBA as an "Potential Annexation Area".

Two of the properties are privately-owned by the Hart family. The third property is a 4.281-acre parcel owned by FDOT, currently developed as a stormwater pond. This parcel is included in the proposed amendment, since it is the only parcel remaining in the area that would not be included in the Potential Annexation Area.

The subject property is located east of I-75, north of Triple Diamond Boulevard, and south of Rustic Road. The transmittal indicates the proposed amendment will re-designate the Future Land Use Map (FLUM) from County Rural (CNTY-R), to City JPA/ILSBA, Rustic Road Neighborhood, Subarea 1.



The proposed CPA includes Amendment No. 3 to the Amended and Restated JPA/ILSBA between the City of Venice and Sarasota County. The Amendment No. 3 was executed on October 9, 2018 and provides for the addition of the subject 218± acres contained in three parcels of land (0377020001, 0364100001, and 0377020002) to JPA Area 1 of the agreement, thus including these parcels into the " Potential Annexation Area".

#### **TRIP GENERATION:**

The following planning-level trip generation analysis shows the maximum development which could occur on the approximately 218.46± acres of the subject property.

According to the adopted County FLU designation and per the Sarasota County Comprehensive Plan, FLU Policy 2.2.2, the maximum allowable development of the 218.46± acre of Sarasota County Rural is 43 single family dwelling units (1 DU/5 acres), which would result in approximately 478 daily trips or 45 p.m. peak hour trips.

According to the proposed City FLU designation, the maximum development which could be developed on the 218.46± acres of JPA/ILSBA (Rustic Neighborhood Subarea 1) is 1,966 DUs (9 DUs/acre), which would result in approximately 16,108 daily trips or 1,773 p.m. peak hour trips. Therefore, the proposed development would result in net increase of 15,630 daily trips or 1,728 p.m. peak hour trips.

The maximum trip generation and proposed trip generation summary for the adopted and proposed FLU designations are included in Appendix "A". It should be noted that based on conversations with the City, the City is including the subject properties within the amendment JPA/ILSBA area for the potential to amend the land use designation further to City of Venice Mixed Use Residential (MUR), consistent with the neighboring Rustic Road property proposed CPA package (Venice 19-01ESR), which was transmitted concurrently and is located adjacently to the north and west of the subject parcels.

Based on the trip increase under the maximum development potential, a planning-level analysis was prepared to establish whether the State/Strategic Intermodal System (SIS) roadways within the vicinity of the project would operate at their adopted level of service (LOS) standard during the existing (2018), short term (2024) and long term (2040) horizon year conditions. The results from the roadway analysis are included in Appendix "B".

As a result of the planning-level analysis, the segments of I-75, from Laurel Road to SR 72/Clark Road, is the only State facility located within the 3-mile radius of the amendment site currently operated at unacceptable conditions. These segments are projected to continue operating at unacceptable levels in the short-term (2024) and long-term (2040) conditions with or without the proposed amendment.

In addition, the segment of I-75, from Jacaranda Boulevard to Laurel Road, is anticipated to operate at an unacceptable condition during the long term (2040) horizon year conditions with the addition of the proposed CPA project trips. As a result, the proposed amendment is anticipated to create a new adverse impact to this segment of I-75 during the long-term (2040) horizon year.

#### **FUTURE TRANSPORTATION PLANS:**

The Sarasota/Manatee Metropolitan planning Organization (MPO) 2040 Long Range Transportation Plan (LRTP) and Financially Feasible Plan Map identifies US 41 as a constrained road and a corridor with "Multimodal Emphasis." In addition, the Sarasota/Manatee MPO 2040 Needs Plan identifies a widening of Laurel Road, east of I-75, and a new 4-lane road that would provide access to the subject property, but these are not identified in the Financially Feasible Plan.

As previously identified, segments of I-75 are operating at an adverse condition currently and/or anticipated to operate adversely in the long-term (2040) horizon year. I-75, from Hillsborough County Line to River Road, has been identified as a needed widening project from six lanes to ten lanes (six general purpose lanes and 4 special purpose lanes) within the Sarasota/Manatee MPO LRTP, roadway needs plan. Also, the right-of-way phase for adding four Managed Lanes along I-75, from south of River Road to SR 681, is included in the FDOT 2045 SIS Long Range Cost Feasible Plan.

#### **TRANSIT CONNECTIVITY:**

There is currently one (1) transit route serviced by the local transit agency, Sarasota County Area Transit (SCAT), which runs adjacent to the subject property along I-75; however, this is the route (Route 100X), which runs from the Airport to Downtown and there are no stops near the subject property.

The Department recommends that the applicant coordinate with the City, SCAT, and other neighboring property owners regarding the potential for an addition new transit route with bus stops along the nearby roadways to service the study parcels and surrounding area.

#### **PEDESTRIAN CONNECTIVITY:**

There are no sidewalks and/or bike lanes adjacent to the site. However, there are sidewalks along Triple Diamond Boulevard, which is located south of the subject property. In addition, there are bike lanes along Knights Trail Road adjacent to the eastern boundary of the subject property, with a trail system within the Knight Trail Park, approximately 0.5 miles north of the subject.

The Department recommends that sidewalks and/or bicycle lanes be included as part of the subject development plan, as well as any future development plans, to encourage connectivity to the development. It is also recommended that the City coordinate with neighboring development owners to construct a robust interconnected multi-modal transportation network (bicycle and pedestrian facilities).

#### **LAND USE:**

The subject property is located on the east side of I-75 along Rustic Road. The adjacent existing land uses to the CPA site include industrial, commercial and office uses to the south and low-density residential uses to the east. The subject property is bordered by the Rustic Road Neighborhood of the JPA/ILSBA on the north and west, which is the subject property for the City of Venice 19-01ESR proposed CPA.



**SCHOOL:**

Laurel Nokomis Elementary and Middle School is approximately 1.5 miles southwest of the subject property. Island Village Montessori High School is approximately 2.0 miles southwest of the subject property. There is also Venice Elementary School located approximately 4.5 miles southwest of the subject property.

The Department recommends that sidewalks and/or bicycle lanes be included as part of the subject development plan, as well as any future development plans, to provide safe access for students attending the surrounding schools.

**CONTEXT CLASSIFICATION:**

As previously stated, the subject property is located along the east side of I-75, a limited access freeway. However, SR 681 is the nearest state roadway to the subject property, which will the property can access via Honore Avenue. SR 681 has a context classification of C-2.

Therefore, it is recommended that the planning and development of the subject property be consistent with the suburban context classification.

**FDOT TECHNICAL ASSISTANCE:**

Based on the planning level analysis, the proposed amendment will increase the number of trips on the subject property based on the anticipated JPA/ILSBA land use and has the potential to result in significant adverse impacts on I-75, a SIS transportation facility.

As proposed, FDOT is providing the following comment:

**FDOT Comment #1:**

It is unclear at this time, what the proposed roadway network will be for the proposed development. While, the CPA packages identifies a connection to Knight's Landing Road, via Rustic Road, there was no mention about the access to Ranch Road. FDOT requests clarification regarding the roadways serving as access points to the proposed residential neighborhood. If the development anticipates using Ranch Road as a point of access, please indicate the extent of the roadway improvements, as Ranch Road is currently a narrow dirt road.

If the intent of the roadway network is to utilize Ranch Road, and connect to Honore Avenue, the City and/or developer(s) will be required to coordinate with the FDOT regarding these improvements, as the road traverses under I-75. This clarification is necessary, as there is limited room under the I-75 structure (bridges #0178 and #0110), due to the limited area between the MSE (mechanically stabilized earth) wall/concrete embankment and the creek.

This subject bridge is located within the I-75 PD&E study area (FM# 442518-3), which project's limits are from SR 681 to River Road, in which a widening project from six lanes to ten lanes (six general purpose lanes and 4 managed lanes) is being evaluated. This widening project has also been identified within the Sarasota/Manatee MPO LRTP, roadway needs plan.

Therefore, if there are any future improvements to Ranch Road, when located within the Limited Access (LA) right-of-way and impacting I-75 (including the bridge structure), the City and/or developer(s) shall coordinate with the FDOT and their PD&E project team.

In addition to the comment above, FDOT is providing technical assistance comments consistent with Section 163.3168(3), Florida Statutes. The technical assistance comments will not form the basis of a challenge. The technical assistance comments can strengthen the local government's comprehensive plan in order to foster a vibrant, healthy community or is/are technical in nature and designed to ensure consistency with the Community Planning Act in Chapter 163, Part II, F.S.):

**FDOT Technical Assistance Statement #1:**

FDOT notes that the segments along I-75, from Laurel Road to SR 72/Clark Road, is currently operating at unacceptable conditions and is projected to continue operating at unacceptable levels in the short-term (2024) and long-term (2040) conditions with or without the proposed amendment. Based on the planning level analysis the addition segment of I-75, from Jacaranda Boulevard to Laurel Road, is anticipated to operate adversely by the long-term (2040) horizon year. As previously stated, I-75, from Hillsborough County Line to River Road, has been identified as a needed widening project within the Sarasota/Manatee MPO LRTP, roadway needs plan.

FDOT recommends that the City continue to monitor impacts to the aforementioned facilities through traffic impact analyses and coordination with the Department, in order to identify appropriate mitigation strategies to address potential impacts to the failing roadways as development proposed in the amendment moves forward and any new developments in the area comes forward.

**FDOT Technical Assistance Statement #2:**

In an effort to reduce personal automobile trips on State and SIS transportation facilities, FDOT encourages a context sensitive approach towards future development, which promotes healthy, safe, and economically viable communities that encourages quality of life, incorporating all modes of transportation. This includes a robust interconnected multi-modal transportation network (bicycle and pedestrian facilities), and access to transit.

The Department recommends that sidewalks be included as part of the subject development plan, as well as any future development plans, to encourage connectivity to the development, and provide safe access to the surrounding community including schools.

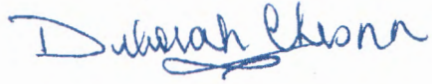
The applicant should coordinate with the City and SCAT regarding the potential expansion of transit service and/or additional service with bus stops to serve the study parcels and nearby developments.

FDOT welcomes the opportunity to partner with and provide technical assistance to the City of Venice to create multimodal transportation facilities to serve all users.

Please transmit a copy of the amendment, along with the supporting data and analysis, to the District upon its adoption.

Thank you for providing FDOT with the opportunity to review the proposed amendment. If you have any questions or need to discuss this letter further, please contact me at (863) 519-2562 or [Deborah.Chesna@dot.state.fl.us](mailto:Deborah.Chesna@dot.state.fl.us).

Sincerely,



Deborah Chesna  
Complete Streets/Growth Management Coordinator  
FDOT District One

cc: D. Ray Eubanks, Florida Department of Economic Opportunity  
Margaret Wuerstle, Southwest Florida Regional Planning Council  
Matthew Osterhoudt, Sarasota County

## APPENDIX A

The following planning-level trip generation analysis shows the maximum development which could occur on the approximately 218.46± acres of the subject property.

According to the adopted County FLU designation and per the Sarasota County Comprehensive Plan, FLU Policy 2.2.2, the maximum allowable development of the 218.46± acre of Sarasota County Rural is 43 single family dwelling units (1 DU/5 acres), which would result in approximately 478 daily trips or 45 p.m. peak hour trips.

According to the proposed City FLU designation, the maximum development which could be developed on the 218.46± acres of JPA/ILSBA (Rustic Neighborhood Subarea 1) is 1,966 DUs (9 DUs/acre), which would result in approximately 16,108 daily trips or 1,773 p.m. peak hour trips. Therefore, the proposed development would result in net increase of 15,630 daily trips or 1,728 p.m. peak hour trips.

### TRIP GENERATION BASED ON MAXIMUM DEVELOPMENT FOR VENICE 19-02ESR

Scenario	Land Use Designation	Maximum Allowed Density / Intensity	Land Use Code	Size of Development		Daily Trips <sup>1</sup>	PM Peak Hour Trips <sup>1</sup>
				Acres	Allowed Development		
Adopted	SARASOTA-CO.-RURAL	1 DU/5 ac	210	218.46	43 DUs	478	45
Proposed	VENICE-JPA/ILSBA	9 DU/ac	210	218.46	1,966 DUs	16,108	1,773
Change in Trips						+15,630	+1,728

1. Trip generation based on the rates and equations obtained in the ITE Trip Generation Manual (10th Edition)

## APPENDIX B

### **ROADWAY ANALYSIS BASED ON THE MAXIMUM POTENTIAL DEVELOPMENT:**

As seen in the following tables, a planning level analysis was prepared to establish whether State roadways within the vicinity of the project will operate at their adopted level of service (LOS) standards during the existing (2018), short-term (2024) and long-term (2040) horizon year conditions. The roadway analysis was conducted for the maximum potential development, based on land use designation only, as the applicant development plan results in a smaller amount of net project trips.

### **YEAR 2018 EXISTING ROADWAY CONDITIONS**

Roadway	From	To	SIS/ E-SIS?	LOS Std. <sup>1</sup>	2018 Daily Conditions				
					No. of Lanes	Service Volume	Volume <sup>2</sup>	LOS	Acceptable?
SR 93/ I-75	Jacaranda Blvd	Laurel Rd	Yes	D	6	111,800	84,000	C	Yes
	Laurel Rd	SR 681/ Venice Connector	Yes	C	6	64,000	84,000	E	No
	SR 681/Venice Connector	SR 72/Clark Rd	Yes	C	6	64,000	96,500	F	No
SR 681	SR 45/US41	US 41 Ramp	No	D	2	39,360	5,800	B	Yes
	US 41 Ramp	Legacy Trail	No	D	4	65,600	13,300	B	Yes
	Legacy Trail	I-75 Ramp	No	D	4	65,600	13,300	B	Yes
U.S. 41	SR 45A/ US 41	Laurel Rd	No	D	6	62,895	43,000	C	Yes
	Laurel Rd	SR 681 Ramp	No	D	6	62,895	47,500	C	Yes
	SR 681 Ramp	Bayshore Rd	No	D	5	52,342	36,500	C	Yes

1. Adopted LOS Standard obtained from 2018 FDOT District One LOS Spreadsheet.
2. 2018 Volumes obtained from 2018 FDOT District One LOS Spreadsheet.



### YEAR 2024 SHORT-TERM HORIZON ROADWAY CONDITIONS

Roadway	From	To	2024 Daily Conditions (E+C)								
			No. of Lanes <sub>1</sub>	LOS Std. <sub>2</sub>	Service Volume	Back-ground Volume <sub>3</sub>	Project Distribution <sub>4</sub>	Project Trips	Total Volume	LOS	Acceptable?
SR 93/ I-75	Jacaranda Blvd	Laurel Rd	6	D	111,800	90,552	30%	4,689	95,433	C	Yes
	Laurel Rd	SR 681/ Venice Connector	6	C	64,000	92,941	15%	2,345	95,381	F	No
	SR 681/ Venice Connector	SR 72/ Clark Rd	6	C	64,000	104,463	35%	5,471	110,157	F	No
SR 681	SR 45/US41	US 41 Ramp	2	D	39,360	6,160	5%	782	6,942	B	Yes
	US 41 Ramp	Legacy Trail	4	D	65,600	13,438	5%	782	14,220	B	Yes
	Legacy Trail	I-75 Ramp	4	D	65,600	13,438	20%	3,126	16,564	B	Yes
U.S. 41	SR 45A/ US 41	Laurel Rd	6	D	62,895	45,008	15%	2,345	47,353	C	Yes
	Laurel Rd	SR 681 Ramp	6	D	62,895	49,845	10%	1,563	51,408	C	Yes
	SR 681 Ramp	Bayshore Rd	5	D	52,342	38,757	15%	2,345	41,102	C	Yes

1. Number of Lanes (based on E+C Condition) obtained from 2018 FDOT District One LOS Spreadsheet.

2. Adopted LOS Standard obtained from 2018 FDOT District One LOS Spreadsheet.

3. The short-term planning horizon year 2024 background volume was obtained based on interpolation between 2018 (existing) volumes and the 2040 volumes.

4. Project Trip Distribution was developed based on engineering judgement.

### YEAR 2040 LONG-TERM HORIZON ROADWAY CONDITIONS

Roadway	From	To	2040 Daily Conditions (E+C)								
			No. of Lanes <sup>1</sup>	LOS Std. <sup>2</sup>	Service Volume	Back-ground Volume <sup>3</sup>	Project Distribution <sup>4</sup>	Project Trips	Total Volume	LOS	Accept-able?
SR 93/ I-75	Jacaranda Blvd	Laurel Rd	6	D	111,800	108,024	30%	4,689	112,713	F	No
	Laurel Rd	SR 681/Venice Connector	6	C	64,000	116,782	15%	2,345	119,127	F	No
	SR 681/Venice Connector	SR 72/Clark Rd	6	C	64,000	125,697	35%	5,471	131,168	F	No
SR 681	SR 45/US41	US 41 Ramp	2	D	39,360	7,119	5%	782	7,901	B	Yes
	US 41 Ramp	Legacy Trail	4	D	65,600	13,805	5%	782	14,587	B	Yes
	Legacy Trail	I-75 Ramp	4	D	65,600	13,805	20%	3,126	16,931	B	Yes
U.S. 41	SR 45A/US 41	Laurel Rd	6	D	62,895	50,362	15%	2,345	52,707	C	Yes
	Laurel Rd	SR 681 Ramp	6	D	62,895	56,098	10%	1,563	57,661	C	Yes
	SR 681 Ramp	Bayshore Rd	5	D	52,342	44,774	15%	2,345	47,119	C	Yes

1. Number of Lanes from the 2040 District One Regional Planning Cost Feasible Model.
2. Adopted LOS Standard obtained from the 2018 FDOT District One LOS Spreadsheet.
3. The long-term planning horizon year 2040 background volumes were obtained based on the 2040 model volumes.
4. Project Trip Distribution was developed based on engineering judgement.