

Section 3.3.3. Transportation Element

Pursuant to Section 163.3177(3), Florida Statutes.

Background Discussion

The purpose of the Transportation Element, as identified by State statute, is to establish the desired and projected transportation system in the jurisdiction and particularly to plan for future motorized and non-motorized traffic circulation systems.

The data and analyses for this element of the *Sanibel Plan*, pursuant to *Section 163.3177(6)(b), Florida Statutes* is provided in this subsection; the 2001 Traffic Study by Kittleson and Associates; the 1995 Transportation Study by HNTB, Inc., and the 1988 Transportation Study by David Plummer and Associates.

This Transportation Element is founded on the City's belief that ever-increasing volumes of automobile traffic are not something like rainfall that has to be accepted. The Transportation Element is also coordinated with the long-range transportation plan of the Lee County Metropolitan Planning Organization.

Sanibel is a barrier island with attractive features for both residents and visitors. As is often the case with areas of exceptional natural beauty, there is a tendency to exploit or overuse the land to the ultimate detriment to that beauty and natural values. Therefore, a primary goal of the City has been to develop and implement a comprehensive plan for controlling and directing growth in the City so that the natural beauty and unique atmosphere is preserved while satisfying the needs of City residents, businesses and visitors.

Land use controls and the development and maintenance of transportation facilities are interrelated to the extent that new developments usually require increased transportation capacity, and additional transportation capacity tends to encourage more development. A specific objective of prior land use plans, continued in this Plan, is the development of a transportation plan that supports and is consistent with the existing and desired development of the City. This is a particular challenge in Sanibel since the desired character of the City does not lend itself to many standard traffic engineering and transportation solutions.

Transportation problems in Sanibel are further aggravated by the transportation demands of approximately 3 million visitors per year, most of whom arrive during the winter tourist season. An additional dimension to the transportation problem is that the existing road system grew in a manner without consideration of the ultimate circulation requirements of the community. The impact of this road network is that there are few alternative routes to any site on the Island. Roads are used both for access to property and to carry through traffic.

Modes of transportation used within the City include private automobiles, recreational vehicles, rental cars, trucks, bicycles, mopeds, motor scooters, taxis, walking, boats, trolleys and tour buses. The automobile is the primary mode of transportation to Sanibel and for movement within the City.

The existing street and road network within the City is depicted on the Existing and Future Traffic Circulation Map. All streets and roads are two lanes. There are no limited and controlled access facilities, public transit terminals and transfer stations, port facilities, airports, rail lines or the like in the City of Sanibel.

Roadways

The City of Sanibel is served by over 80 miles of roads. Over 60 miles of these roads are in public rights-of-way and are maintained by the City. Private roadways account for nearly 20 miles of roads within the City. The City is traversed by one major arterial roadway, Periwinkle Way, which connects to Sanibel-Captiva Road in the center of the City. This arterial runs east and west from the eastern tip of Sanibel to Captiva and generally follows the mid-Island ridge. Periwinkle Way and Sanibel-Captiva Road are two-lane roads serving most of the major commercial uses in the City and characterized by numerous intersections with private and commercial driveways. A system of collector roads connects the City's local roads, both public and private, to its arterial roadway.

There are seven major intersections along Periwinkle Way that provide access to major residential, commercial and recreational areas. These intersections are at Causeway Boulevard, Bailey Road, Donax Street, Dixie Beach Boulevard, Casa Ybel Road, Palm Ridge Road and Tarpon Bay Road.

Shared use paths are provided within the road rights-of-way for the City's arterial roads and for most of its collector roads. With few exceptions, these shared use paths are separated from the traveled way used by motorized vehicles.

The westerly continuation of Periwinkle Way is Sanibel-Captiva Road which is a two-lane arterial road. This continuous route provides the only access road to Captiva Island to the west across Blind Pass Bridge.

Gulf Drive is a collector roadway that consists of East, Middle and West Gulf Drives and generally follows the Gulf beach ridge along the southern edge of the City of Sanibel. Gulf Drive is

connected to Periwinkle Way and the Sanibel-Captiva Road by several north-south collectors, such as Lindgren Boulevard, Donax Street, Casa Ybel Road, Tarpon Bay Road and Rabbit Road.

The only motor vehicle access to the City from the mainland is the Sanibel Causeway (not within the City's jurisdiction) that is an extension of McGregor Boulevard /Summerlin Road. The three bridges of the Causeway were replaced and opened by Lee County in 2007. The Causeway is a two-lane facility with breakdown lanes in each direction that accommodates bicycles.

Alternative Transportation Modes

Bicycles are used extensively within the City primarily for recreation and, to a lesser extent, as a form of transportation to school, work, shopping and recreational sites. The City has an extensive system, more than 25 miles, of shared use paths.

Pedestrian traffic is generally accommodated by use of the shared use paths and/or unimproved roadway shoulders and streets. Private taxi service is available to, from and within the City of Sanibel.

Mopeds and motorized scooters are used on City streets and roads. Due to the fact that the vast majority of these scooters are rental units with drivers generally unfamiliar with their operation and with lower average speed than the autos, they add to traffic delays and can represent a safety hazard.

A privately owned and operated trolley system has operated at various times during the past several years, catering primarily to tourists and visitors. The future of a trolley system as a mode of public transit is the subject of continuing studies and public discussion.

The City Council adopted a position statement on December 6, 2005, addressing the proposal by Lee County to establish an Independent Transit Authority. That statement presents the criteria that the City of Sanibel will consider for its participation in a County or Regional Transit Authority. The position statement provides the basic guidelines for assessing the potential composition, structure, and funding mechanisms of a Transit Authority and the associated system operations and transit vehicle service and design characteristics for compatibility with Sanibel's environment, character and transportation system. The complete position statement is provided in the Mass Transit subsection of the Plan for Transportation that is presented later in this element of the Plan.

Hurricane Evacuation

Planning for an evacuation for hurricanes remains a major concern for the City. Designated hurricane evacuation routes include Periwinkle Way, Sanibel-Captiva Road, combinations of Tarpon Bay Road, Casa Ybel Road, Middle Gulf Drive and Lindgren and Causeway Boulevards and the Sanibel Causeway.

Australian pines along Periwinkle Way were destroyed by Hurricane Charley or removed during recovery efforts. Because of concern with Australian pines and other trees overturning and limb breakage in high winds, the revegetation of the right-of-way along Periwinkle Way will attempt to minimize this hazard while maintaining as much beauty as possible.

Traffic Volumes

Peak season, average weekday traffic volumes on Periwinkle Way typically exceed 20,000 vehicles per day, likely contributing

to the observed increase in traffic diverted to alternative routes.

Since 1990, over 3 million vehicles have crossed the Sanibel Causeway annually. The growth in total Causeway traffic has slowed from historic growth rates since 1990. Lee County has implemented its congestion value pricing structure for the Sanibel Causeway toll. The County has stated that the objective of the congestion value pricing program is to encourage travelers to enter and exit Sanibel Island during off-peak travel times. The City supports this objective; however, only if the program directly benefits the residents of the City of Sanibel.

Existing Level of Service

Roadway capacity is generally defined as the maximum number of vehicles that can reasonably travel through a roadway segment, based upon local conditions for various road categories. The principal parameters affecting capacity are: roadway functional classification, area type and number of lanes.

Level of service (LOS) is a measure of the operational conditions on a roadway and the perception of those conditions by motorists. Since the amount of traffic using the road affects operations, LOS is usually determined by comparing traffic volumes against capacity (volume to capacity ratio - V/C). The ranges for LOS span from "A" being free flow to "F" being forced flow (bumper-to-bumper). LOS ranging from "A" to "C" is generally considered acceptable delay and "D" to "F" as unacceptable delay. For roadway segments, a generalized LOS can be obtained using daily volumes; however, peak period/peak direction analysis provides a better estimate of a roadway operation.

Causeway Boulevard, Periwinkle Way from Causeway Boulevard to Tarpon Bay Road and portions of Casa Ybel Road operate at level of service “E” and “F” under peak season, peak hour existing conditions. The other arterial and collector roadways within Sanibel operate at level of service “D” or better under peak season, peak hour existing conditions.

Police Department personnel typically control the intersection of Periwinkle Way with Causeway Boulevard during the midday and afternoon peak hour time periods. Police also control the intersections of Periwinkle Way with Casa Ybel Road and Gulf Drive with Tarpon Bay Road during the afternoon peak hour time period. Therefore, the LOS at these intersections during the time periods when they are police controlled experience a higher, better level of service.

There is a diversion of traffic flow that presently exists along Gulf Drive/Casa Ybel Road to avoid the congestion of Periwinkle Way. The magnitude of this cannot be fully determined without an origin/destination survey along Gulf Drive/Casa Ybel Road. Significant increases along the diversion route indicate that traffic is seeking alternative routes to the congestion of Periwinkle Way. As traffic on the Island continues to grow, the traffic on the diversion routes can be expected to increase during the peak season.

Origin/Destination

In March 2002, an origin/destination roadside survey was conducted on the Sanibel Causeway. The purpose of that study was to determine and identify the travel characteristics of trips entering the City of Sanibel that will aid in the future identification and evaluation of trip reduction strategies.

On winter weekdays and weekends, the immediate destination for most motorists was Sanibel, approximately 82 percent to 83 percent with the higher percentage found during the weekday. However, considering those motorists who travel on to Captiva Island after first stopping in Sanibel, approximately 31 percent to 29 percent would be destined for Captiva Island.

The vast majority of the Sanibel destined trips were day trips that did not involve an overnight stay.

Sanibel Traffic Component		
	Weekday	Weekend
Resident & Overnight Visitor Trips	31%	36%
Day Visitor Trips	69%	64%
<i>Source: 2002 Origin Destination Survey</i>		

Volume Projections

Historic growth trends from the toll facility on the Sanibel Causeway and land use projections for the City of Sanibel and Captiva Island are used in projecting future traffic conditions. One of the principle criteria for the Transportation Element of the Plan is consistency with the Land Use Element. The City of Sanibel does not use traffic projections for purposes of deciding how much vehicle capacity is needed for the future. The City’s decisions with respect to transportation planning are not dictated by traffic projections.

With this in mind, the City of Sanibel has recognized that both the City’s residential and commercial components are already developed at well over 90 percent and the City is approaching

“build-out”. The City estimates that under the current trend of decreasing growth rates, the City will be completely developed prior to the horizon year of the *Sanibel Plan*. Drastic changes in residential and non-residential development trends are not expected, under a continuation of current policies, to alter this decreasing growth rate.

As the City approaches “build-out” conditions, it can be expected that historic growth rates as represented by the Causeway’s historic volumes will decline further based on capacity limits of local roads. Future traffic growth in Sanibel is, therefore, expected to be between the historic growth rates and the residential rate of growth. A composite traffic growth rate consistent with these factors was developed and applied to the available data.

Very little of the traffic volume through the Sanibel Causeway toll facility is associated with Sanibel residents. The 2002 origin-destination study showed that only 33 percent of the toll facility traffic volume was from Sanibel residents and overnight visitors. This figure is significant because it demonstrates that the number of building permits issued, within current density limitations, for new residences in the City of Sanibel will have minimal impact on toll facility traffic volume. However, off-Island visitors and service providers to new residents do add to toll facility traffic volumes.

For purposes of projecting future toll facility volumes, primary weight was given to historic toll facility growth rates during the winter season, particularly during recent years.

Traffic growth at the toll facility is primarily sensitive to external factors such as visitors that represent a significant component of the travel to, from and within Sanibel.

Level of Service/Future Conditions

Roadways already operating at LOS “F”, i.e., Periwinkle Way and Causeway Boulevard are projected to continue to operate in that fashion. Several additional roadway segments are projected to experience LOS “E” and LOS “F” operations in the future as a result of the overall area growth and growth in visitor traffic. These roadways are portions of Sanibel-Captiva Road, Tarpon Bay Road, Lindgren Boulevard, Casa Ybel Road and Gulf Drive.

The intersection of Periwinkle Way, Causeway Boulevard and Lindgren Boulevard is the confluence of vehicular traffic both entering and exiting the City. The City has been considering improvements to this intersection. In addition to daily benefits that may be achieved by improvements to this intersection, these improvements can improve traffic flow for much of the City. Alternative designs are focused on minimizing the delay for traffic exiting the Island, especially the high volume eastbound to northbound left turn movement. Improvements can help reduce the long queues in the afternoon periods during peak season for exiting traffic. Improvement to the intersection can also help reduce the amount of traffic diverting to other roads to avoid the queue delays.

The analysis of the benefit derived from improvements to that intersection needs to include the cost of the improvements. Additionally, a method of payment will have to be identified before it can be determined if the improvement is warranted. It is important to restore toll revenues and to replace revenues from the weigh station as a funding mechanism for this improvement.

Retaining the existing intersection, as currently constructed, is a viable option. Improvements to this intersection are not

required to attain the adopted level of service standard for the intersecting roads of this intersection.

Plan for Transportation

Past traffic studies show that vehicular traffic volumes in the City of Sanibel have grown from their 1988 peaks to further degrade traffic flow at many critical locations with extended periods of metered flow conditions during the peak season. Options to improve this condition fall into two basic categories: capacity enhancement and demand reduction. These issues are not new to Sanibel and many options were offered in the 1989 *Sanibel Plan* and previous studies. Yet, over the years, the only capacity enhancements have been the Gulf Drive connector, extended hours of police control at critical intersections and some minor intersection improvements. With the continued, albeit slowing, rate of growth in vehicular travel demand to Sanibel, the City needs to consider capacity enhancement and demand reduction options, singly or in combination, in an effort to maintain Sanibel's desired quality of life and community character.

Serious peak season traffic congestion problems and capacity constraints are apparent today under existing conditions. Those capacity constraints and congestion problems are concentrated in several locations and for several hours during the day.

Traffic congestion and capacity constraints are projected to intensify under the existing transportation network and in the absence of significant change. The increased traffic congestion and capacity constraints will tend to extend the hours of peak congestion and necessitate the City's Police Department to direct traffic at more intersections and for a longer period than under present conditions.

From years of dealing with and analyzing peak season traffic congestion, it has become clear that the provisions of additional road capacity through road widening or a bypass route is not in the best interests of the City.

Increased roadway capacity comes at the expense of the permanent residential community. There is ample, existing roadway capacity to permit LOS "C" or better on all of Sanibel's roads if only residential and overnight visitor-related traffic used the roads. Also, during the "off-peak" season, even when all visitor traffic is added there is roadway capacity to operate at LOS "D" or better.

Increased roadway capacity would make Sanibel a less attractive place to both live and visit because there would be decreased opportunities for person-to-person contact and less area for vegetation and wildlife habitat - all of which would make Sanibel a less attractive place for visitors and businesses as well.

Planning for Sanibel's future cannot afford to only react to the past.

Increases in roadway capacity usually come at the expense of walking and cycling space. Sanibel does not intend to hand over more and more of its living space to cars.

Because it is the City's policy to encourage use of alternatives to the private motor vehicle, including public or mass transportation, the City will take no actions to increase roadway capacities by adding lanes to the existing two-lane street and road system because increases in roadway capacities encourage more people to use their cars, making public transportation even less viable.

The City Charter requires approval by qualified City electors for proposals that would or could lead to new vehicular travel lanes, addition of street lights or addition of traffic signals on Causeway Boulevard, Periwinkle Way, Palm Ridge Road and Sanibel-Captiva Road.

In addition to not accommodating the demand for roadway capacity, the City will implement the concept of traffic calming. Traffic calming is a form of traffic planning that seeks to equalize the use of streets between automobiles, pedestrians, bicyclists, and playing children. This is accomplished through the use of devices and techniques that reduce traffic volume and speed in neighborhoods while maintaining maximum mobility and access. Traffic calming also attempts to make drivers aware of the fact that they are sharing the space of a street with other users.

The City will take steps in its street and road designs and traffic management techniques to make it apparent that streets and roads are not just for cars, but are to contribute to a pleasant residential life as well. It is important that the City of Sanibel be a walkable and bikeable community.

The City will attempt through design or redesign to create a sense of place on streets and roads, consistent with the Vision Statement's expression of the Sanibel community's sense of place. Recognizing the street as a place rather than as a channel designed for the benefit of the car and driver will change the psychological feel of the street for all users.

The City will take measures to discourage the use of predominately residential streets for through traffic. Special attention will be given to implementing measures to reduce vehicular speeds on Sanibel's streets and roads. Slower speeds will reduce the frequency and severity of accidents, and provide

increased opportunities for pedestrians and bicyclists to share the rights-of-way and driving surface with motor vehicles.

Ultimately the City will look for opportunities to reduce the amount of land area devoted to streets, roads and parking areas for private motor vehicles.

Therefore, consistent with the other elements of the *Sanibel Plan* and reflective of the Future Land Use Map, and in spite of projected increases in traffic volumes (associated primarily with increases in traffic crossing the Sanibel Causeway), there are no changes proposed for the Existing (2012) and Future (2022) Traffic Circulation Map. Only existing road facilities are depicted on the Existing (2012) and Future (2022) Traffic Circulation Map.

There are no port facilities, airports or rail lines existing or anticipated in the City of Sanibel. The long-term alternative to be selected, therefore, would be the pursuit of measures to reduce auto ridership. The *Sanibel Plan* and this Transportation Element are directed towards that end. The policies identified in the Transportation Element are directed toward reducing auto ridership (volume) rather than significantly increasing the roadway capacity component of the volume to capacity ratio. There are three general categories of policies, which work together.

- Creation of and identification of roadways that will not be widened due to environmental, scenic, historic and aesthetic characteristics and for which lower levels of service will be accepted
- Implementation of capacity enhancement/operational improvements at selective intersections

- Identification and implementation of measures to reduce auto ridership

Scenic, Historic, Environmentally Sensitive Roadways

The designation of “scenic, historic, environmentally sensitive roadway segments” on which reduced levels of service are accepted recognizes that Sanibel has a constrained transportation network resulting from the community’s desire to maintain and preserve the scenic and natural beauty of the City and protect environmentally sensitive areas by not widening roadways.

This lower level of service standard does not by itself solve existing or future traffic problems. However, it can be used in combination with other alternatives. Given the other policies of this Plan and the Transportation Element, it is the desire of the community that the acceptance of lower levels of service on roadways will be temporary in nature. However, it is the intent of the City to accept lower levels of service on those roadways as a tradeoff for protecting the scenic, historic and environmental character of the City.

During the next (initial -2017) planning period of the *Sanibel Plan*, the City intends to review options that can improve the peak hour, peak season, level of service for major roadways.

Capacity Enhancement/Operational Improvements

Recent capacity enhancement/operational improvements have been intersection improvements implemented at selective locations to facilitate operations and improve safety within the constraints of the existing transportation system and policies. The improvements optimize the use of existing facilities while

minimizing right-of-way acquisition and environmental, drainage and land use impacts.

Operational improvements can generally include: left and right turn lanes, improved roadway / intersection markings, intersection geometric configuration changes, improved directional signage and improved vehicular, pedestrian and bicycle interface and reduced conflicts. The identification, programming and construction of these type improvements reflect a continuation of City policies.

Based on existing plans and policies, it was determined that a continuous center turn lane along Periwinkle Way would not in the best interests of the City from a safety, environmental, scenic and aesthetic standpoint.

A major reconstruction of the Periwinkle Way/Bailey Road/Causeway Boulevard and Lindgren Boulevard intersection has been the subject of community concern and discussion for several years. That reconstruction requires special aesthetic, environmental and engineering study.

A method of payment will have to be identified before it can be determined if the improvement is warranted. It is important to restore toll revenues and to replace revenues from the weigh station as a funding mechanism for this improvement. Retaining the existing intersection, as currently constructed, is a viable option.

Improvements to this intersection are not required to attain the adopted level of service standard for the intersecting roads of this intersection.

Auto Ridership Reduction

It is clear that the existing transportation system's capacity to substantially improve service can only be accomplished by reducing the use of motor vehicles to and within the City. To preserve the City's scenic, historic, environmental and small town qualities, it has become a well-established City policy not to expand capacity, either by road widening or by building a bypass. The long-term alternative, therefore, is efforts to reduce auto ridership. The City has clearly indicated that the desired long-term approach to manage traffic is to reduce volume rather than increase capacity.

Measures to reduce auto ridership (i.e., reduce demand for road capacity) include but are not necessarily limited to the following. Some of the options can be individually implemented while others need to be implemented simultaneously.

1. Provide effective mass transit systems, consistent with the City Council's position statement on transit.
2. Expand shared use path system throughout City; increase safety of existing system. It is important that the City of Sanibel be a walkable and bikeable community.
3. Expand pedestrian network.
4. Reduce tourist rental car needs.
5. Implement transit system to/from Sanibel, consistent with the City Council's position statement on transit.

6. Provide off-Island day visitor intercept parking facilities in combination with transit solutions.
7. Restrict auto access and auto travel within City: both daily/weekly restrictions and hourly restrictions.
8. Reserve rights-of-way and implement personal non-auto vehicular system.
9. Stagger on-Island employment work hours.
10. Restrict beach access parking.
11. Advanced information signage.
12. Radio broadcast of traffic conditions.

Mass Transportation

Sanibel does not lend itself very well to typical mass transit operations. Although it is the City's expressed policy to encourage alternatives to use of the private auto, mass transit poses special challenges.

Mass transit works most effectively when there are large numbers of people traveling on a regular schedule along fixed routes. The vast majority of existing auto traffic on Sanibel's roads is made up of visitors. The 2002 origin / destination study showed that approximately one-third of the vehicles coming through the toll facility were "just looking around", with no specific destination.

Another factor compounding the challenge of operating an effective mass transit system is the fact that nearly all persons arrive in Sanibel with a private auto at their disposal.

Because of the resort nature of Sanibel, the City can expect to be besieged with requests to operate trolley or tram tourist attractions masquerading as mass transit. These offers need to be carefully evaluated on a case-by-case basis. Generally, these attractions are more likely to add vehicle trips to Sanibel's roads, than to reduce private auto use.

Opportunities for mass transit to reduce traffic volumes by reducing use of private motor vehicles in a measurable way are not readily available or apparent without further restrictions on private auto access and use.

The City will continue to seek ways in which public and mass transit can be made available to both reduce traffic congestion and to provide an alternative to use of the private motor vehicle.

The City will work with Lee Tran to provide scheduled service to and from Sanibel to connect to Lee Tran's mainland routes, consistent with the City Council's position statement on transit. Also, the City will encourage Lee Tran to provide regularly scheduled route service on Sanibel and Captiva Islands, consistent with the City Council's position statement on transit.

Position Statement on Transit

The City Council adopted a position statement, on December 6, 2005, addressing the proposal by Lee County to establish an Independent Transit Authority. The following statements represent the criteria that the City of Sanibel will consider for its participation in a County or Regional Transit Authority.

These criteria provides the basic guidelines for assessing the potential composition, structure and funding mechanisms of a Transit Authority and the associated system operations and transit vehicle service and design characteristics for compatibility with Sanibel's environment, character and transportation system.

- The City of Sanibel is supportive of a Transit Authority that:
 - Establishes goals and objectives that are consistent with the *Sanibel Plan*, particularly the Transportation Element
 - Contains governing board representation that is proportionate to funding contributions by local participants
 - Develops a capital improvement program to implement a multi-year capital and service transit improvement plan
 - Features a transit improvement plan - with service vehicles equipped to carry bicycles
 - Facilitates coordination between Federal, State, Regional and other Local transportation planning organizations where needs interface
 - Identifies and jointly plans improvements and strategies within shared corridors
- The City of Sanibel will participate in a transit system that:

- Protects and maintains the carrying capacity of the beaches and the Island's natural resources for use by wildlife
- Uses City of Sanibel approved circulation routes and transit stops located within the City's boundaries
- Includes possible modal transfer sites for water transit opportunities for pedestrians, bicyclist and vehicles
- Includes transfer sites for transit corridor connections at Punta Rassa and Captiva Island with on-Island circulation routes
- Reduces roadway traffic congestion
- Meets existing demands
- Uses the City's existing transportation infrastructure
- Allows users to monitor location of transit vehicles and transit schedules in real time
- Provides services derived proportionately to local funding sources
- Transit vehicles that operate within the City of Sanibel should be those that:
 - Are designed to maintain and protect the character of the community with respect to signage, transit stops and vehicle types
 - Operate in an environmental friendly manner

- Are equipped to carry bicycles
- Are capable of providing an alternative form of transportation for emergency evacuation or deployment of goods and services

The City may develop a position statement addressing the use of private busses.

Summary

There are numerous economic, legal and practical issues associated with each of the alternatives to reduce auto ridership. No attempt has been made in this plan to identify, quantify and resolve every issue. Implementation of many of the alternatives is not within the control of the City, requires philosophical changes and has possible impacts on neighboring areas adjacent to the City of Sanibel.

This Transportation Element does reconfirm that the objective of the City is to address its traffic problems through traffic calming techniques and measures to: first, implement intersection capacity enhancement improvements so as to more effectively manage the projected traffic volume increases within the City, and second, to reduce auto ridership rather than to pursue measures to expand roadway capacity. The Transportation Element identifies the priorities and direction to be taken to thoroughly explore the issues associated with efforts to reduce auto ridership. A direction is established so that alternatives selected for implementation will be thoroughly evaluated to ensure the highest degree of success.

Goals, Objectives and Policies

Goal Statement

Provide a safe, convenient and efficient motorized and non-motorized transportation system for all residents and visitors to the City of Sanibel while preserving the natural beauty and unique atmosphere of the Island.

Objective 1

The location and design of Sanibel streets and roads, as well as the traffic control techniques used, should take into consideration the non-urban, tropical, barrier island environment of the community to ensure, within the limits of safety, that this character is maintained.

Policy 1.1. Conventional traffic control techniques such as traffic signals are not desired on the island and the City of Sanibel has determined that they should not be implemented even if signal warrants as defined in the Manual on Uniform Traffic Control Devices are met. Manual traffic control is the desired technique.

Policy 1.2. The City will implement street and roadway design techniques that are intended to produce traffic calming, appropriate for the City's classification of the street or roadway segment.

Policy 1.3. To facilitate the manual control of intersections and to provide a measure of protection for the City's police officers, ensure that each intersection has clear and legible intersection marking with safety lighting for the officer, as necessary.

Policy 1.4. The City will continue to implement current standards, as identified in the Land Development Code, for safe and efficient ingress and egress to adjoining properties, as well as encouraging safe and convenient on-site traffic circulation.

Objective 2

A balanced transportation system is desired which is compatible with other elements of the *Sanibel Plan*. It should provide, to the extent possible, transportation alternatives to the automobile, compatible with the City's character, that create the higher level of service through reduced traffic demand rather than increased roadway capacity.

Policy 2.1. Due to scenic, historic, environmental and aesthetic characteristics and consideration, the City of Sanibel has determined that roadways and roadway segments will not be widened. Therefore, reduced peak hour and daily (peak season and off-season) levels of service will be accepted on those constrained roadways and roadway segments as a tradeoff for the preservation of the scenic, historic, environmental and aesthetic character of the City.

Standard for Roadways

Given the other policies of the Plan,

it is the intent of the City that
Level of Service "F"

is the accepted standards for roadways

Policy 2.2. The capacity, safety and operations of the intersections of arterial roadways with arterials, arterials with collectors, and collector roadways with collector roadways should be improved through a continuing program of intersection capacity enhancement / operational improvements. In the Capital Improvement Program, the City will prioritize the improvements identified in the Transportation Element, conduct detailed engineering surveys of the priority locations, prepare drawings and program the improvements for construction, if warranted, in the Capital Improvement Program.

Policy 2.3. The City should study alternatives to improve the efficiency, safety and appearance of the Periwinkle Way/Causeway and Lindgren Boulevards intersection. The selected improvement, if warranted, should be programmed for construction in future capital improvement programs.

Policy 2.4. All new developments will be reviewed for consistency with the policies of this *Sanibel Plan* and to ensure that such development provides adequate access to the local, collector and arterial roadway network. New developments will be assessed a share of the costs to provide roadway improvements to serve the development.

New developments can satisfy transportation concurrency requirements, pursuant to the requirements and criteria of *Section 163.3180(5)(h), Florida Statutes*.

Policy 2.5. Encourage private enterprise to continue to provide and expand, during the peak season, daily

service to the Southwest Florida International Airport. Work with area hotels, commercial establishments and resorts to undertake an advertising campaign to encourage tourists to the City to use other modes of travel once in the City.

Policy 2.6. Work with Lee County to phase in, over time, appropriate adjustments to the current causeway toll structure.

Policy 2.7. Continue to expand the City's shared use path system wherever it can be accomplished in a fiscally sound manner and whenever it can be accomplished in a manner compatible with surrounding land uses. It is important that the City of Sanibel be a walkable and bikeable community.

Policy 2.8. Improved protection for the bicyclists should be provided throughout the City, and in particular, along Periwinkle Way.

- Provide shared use path markings at intersections of the shared use path with arterials and collectors
- For those segments of the shared use path that cannot be physically separated from the auto traveling lane, consider painting those shared use paths to clearly delineate the auto versus bike areas and/or improve shared use path markings to clearly delineate the separation
- Where possible, provide a physically separated shared use path along or parallel

to Periwinkle Way from Causeway Boulevard
to Tarpon Bay Road

Policy 2.9. Develop pedestrian pathways to serve activity areas and internal traffic in residential and commercial areas, interconnect residential and commercial areas where appropriate, so as to encourage through pedestrian and bicycle traffic and serve the recreational facilities on Sanibel. When financially and physically feasible, these pathways should be similar to, but separated from, those proposed for bikes.

Policy 2.10. Support and encourage Lee County in its continuing effort to locate and develop expanded public beach opportunities within Lee County to relieve some of the strain on Sanibel beaches.

Policy 2.11. Limit the number, size and location of private attractions that, by their nature, contribute to an overuse of limited capacity roadways. Within the context of this policy, an attraction is a land use that generates a significant number of its daily and overall automobile trips from off-Island locations.

Policy 2.12. Discourage further special events that are anticipated to increase traffic volumes on Sanibel during the peak season. Restrict the issuance of special event permits to only those events that are clearly in the best interest of the entire City.

Policy 2.13. Enforce the prohibition on the use of sidewalks and shared use paths by mopeds and motorized scooters.

Policy 2.14. As the Summerlin Road corridor continues to develop, cooperate with and encourage Lee Tran to provide “park and ride” service and expanded public transit service to this area of the County and in the vicinity of the Sanibel Causeway, consistent with the City Council’s position statement on transit. Coordinate that “park and ride” service with the other policies of this Plan to reduce auto ridership implemented by the City including an off-Island trolley / transit system to and from those facilities and Sanibel.

Policy 2.15. Evaluate the feasibility of providing park and ride facilities close to Sanibel. If determined to be feasible, encourage Lee County to provide such facilities, consistent with the City Council’s position statement on transit.

Policy 2.16. Maintain services, such as those provided by the vital volunteer organization, Friends In Service Here, to provide assistance to the transportation disadvantaged. Work with public agencies and private providers to ensure that this need is adequately addressed.

Policy 2.17. Continue to explore the economic, legal and practical feasibility of measures to reduce auto ridership, including, but not limited to:

- Expanded off-Island intercept parking
- Expanded off-Island and on-Island trolley system, consistent with the City Council’s position statement on transit
- Restricted auto access and auto travel within Sanibel

- Restricted Sanibel access to a maximum vehicular hourly “cap”

Review the status of the previously identified objectives and policies and the progress to date on the above measures. After thorough issue resolution and public input, implement appropriate solutions.

Objective 3

The parking strategies of the *Sanibel Plan* are to ensure the provision of adequate on-site and off-site parking for existing and future land uses, in a manner that promotes transportation goals and objectives of the *Sanibel Plan*.

Policy 3.1. Continue to provide adequate on-site or off-site parking for the support of existing and future land uses.

Policy 3.2. Continue to provide adequate on-site or off-site parking for special events.

Policy 3.3. Continue to provide parking spaces for people with disabilities and provide, in accordance with building code requirements, at a minimum, barrier-free access for the disabled and elderly.

Policy 3.4. The amount of parking, public and private, will not overwhelm the resources of individual sites and land uses and will not overwhelm the human-made and natural resources of the City.

Policy 3.5. Parking areas, public and private, will be designed and constructed in a manner that is compatible with the character of the community.

Objective 4

Ensure continued protection of existing and future rights-of-way from building encroachment by continuing to implement the setback requirements of the Land Development Code.

Policy 4.1. Through the Land Development Code, reserve 100 feet of right-of-way along Periwinkle Way and Sanibel-Captiva Road for such future use, exclusive of major roadway widening, that the City may determine to be in the public interest and compatible with the historic, scenic, environmental and aesthetic characteristics and restrictions of the City.

Objective 5

The City will coordinate the Transportation Element with the plans and programs of the State, Region, County and other local jurisdictions.

Policy 5.1. The Transportation Element will incorporate, to the greatest degree possible, the long-range plans of the Lee County Metropolitan Planning Organization.

Policy 5.2. The Transportation Element will consider any and all applicable roadway plans of the Florida Department of Transportation and Lee County.

Policy 5.3. The Transportation Element will consider the Florida Department of Transportation adopted Five-Year Work Program, the Florida Transportation Plan, the State Land Development Plan and the Southwest Florida Regional Planning Council’s Regional Policy Plan.

Policy 5.4. Encourage Lee County to operate and maintain their bridge and causeway facility, which runs between the mainland and Sanibel, to satisfy Sanibel's long-term need for an evacuation route to the mainland and a recovery route from the mainland. It is important to keep the bottom of the road bed for the bridges of the Sanibel Causeway elevated above the level of the anticipated storm surge of a Category 3 hurricane and to keep the bridges of sufficient width to permit motor vehicle traffic to bypass disabled vehicles.

Through continued intergovernmental coordination, the City will work with the County to promote the long-term maintenance of this vital transportation facility. The City will review the County's bridge inspection and maintenance reports. The City will also examine any inspection reports responding to natural or human-caused events that may affect the structural integrity of the facility, in order to identify appropriate actions.

