



Chapter 11
Scenarios/Vision

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Supporting Documents

- 2045 LRTP Scenarios and Vision





11.0 Scenario/Vision

Florida has become the third most populous state in the nation, after California and Texas, with a 2019 population of nearly 21.5 million people. Annual growth rates for Florida routinely place the state in the top 10 for the nation and growth for the state and the region are projected to remain constant through 2045. Based on projections developed by the Bureau of Economic and Business Research (BEBR), Sarasota and Manatee Counties should anticipate reaching a regional population of over 1 million by 2045. Manatee County is expected to reach more than 550,000 people, becoming larger than Sarasota County at 522,000 people.

Florida’s population has been aging, following nationwide trends. Overall, Sarasota and Manatee Counties have high median ages relative to other counties in Florida, ranking 64 and 54 respectively out of 67 counties statewide. The Department of Elder Affairs anticipates that the population 60 years of age and older will have larger increases through 2040 relative to the working age population for both Sarasota and Manatee Counties. Continued growth of this group suggests that future transportation needs of an aging population will need to be considered.

Effective planning begins with understanding past and current trends. Scenario planning for the LRTP started with a review of historic population distribution throughout Sarasota and Manatee Counties for each decade beginning in 1980. This review found that the population in 1980 was concentrated along the coast near the historic downtowns of Bradenton and Sarasota with little population found east of I-75.



Scenarios/Vision

Themes

- \$ **Promote** economic opportunities
- 🌿 **Preserve** environment health and sustainability
- 🚌 **Provide** place-type and travel choices

Scenario Building Blocks

1. Regional Systems
2. Protected Lands
3. Development Contexts
4. Place Types
5. Forecasts



In the following decades, the population has gradually spread south to the Venice and North Port areas and east of I-75 in areas such as Lakewood Ranch, Fort Hamer, and Parrish.

11.1 Creating a Future Vision

According to the American Planning Association, scenario planning is a tool that enables professionals, and the public, to respond dynamically to an unknown future. It assists them with thinking, in advance, about the many ways the future may unfold and how they can be responsive, resilient, and effective as the future becomes reality. Given the effectiveness of scenario planning for long range planning and the major impact that LRTPs have on the region's future growth and development beyond transportation, the MPO implemented a multi-step scenario planning process. In doing so, a greater understanding of the public's vision for the future was captured and applied to the LRTP by blending the best elements of three future scenarios.

A major component of the visioning process was public outreach, especially through the Transform Tomorrow general survey and the TransForum in-person regional workshops. TransForums were held at multiple locations throughout the region addressing a wide range of topics. Attendees of these TransForums, and an online audience, were surveyed throughout a multi-step scenario planning and visioning process to ensure consensus and buy-in of the final vision.

The outcome of the scenario planning process is the adoption by the MPO Board on March 23, 2020 of three vision statements which, together, make up the vision for the region's transportation system:



Promote Economic Diversity: Attract high-tech businesses and employees, focus on port centers as economic engines, brand and plan for the higher education/cultural corridor on US-41, prepare transportation infrastructure for new technology.



Preserve Environmental Health: Safeguard treasured environmental assets, plan for resiliency from storms and flooding, balance protection and land use, increase density, and decrease auto dependency.



Create Vibrant Places: Increase housing and transportation choices, provide more multi modal options including safe walking and bicycling, preserve corridors for future premium transit to connect urban centers.



11.1.1 Building Blocks of Scenario Development

The first step in the scenario planning process was to establish the building blocks which determined the scope of each scenario. The five building blocks selected for developing the scenarios and their reason for inclusion are:

- **Forecasts**- To understand where and how residents would live and work and what types of jobs they would likely be engaged in, population data from BEBR were utilized. These data included BEBR's Forecast Population, Households, and Jobs sets beginning at Year 2019 and projected through 2070 and would allow population and jobs to be assigned to various place types to project growth.
- **Regional Systems** - A major component of the LRTP is analyzing and understanding how the region's built environment relates to its transportation needs. To achieve this understanding, the following major regional systems were identified: the economy, the environment, land development patterns and growth management policy, and the transportation network.
- **Protected Lands**- The environment is a crucial element to the high quality of life within the region. Recognizing this, a GIS shapefile was created to identify existing conservation lands, legally protected wetlands, and lands at risk of a rise in sea level of four feet by 2070.
- **Development Contexts** - Recognizing the importance of context to achieving livable communities, macro level development contexts were identified to reflect the diverse environments and land use development patterns that exist in the region. The contexts reviewed include coastal, urban corridor, interior suburban, suburban corridor, exterior suburban, and rural. These areas are shown as **Figure 11-1**.

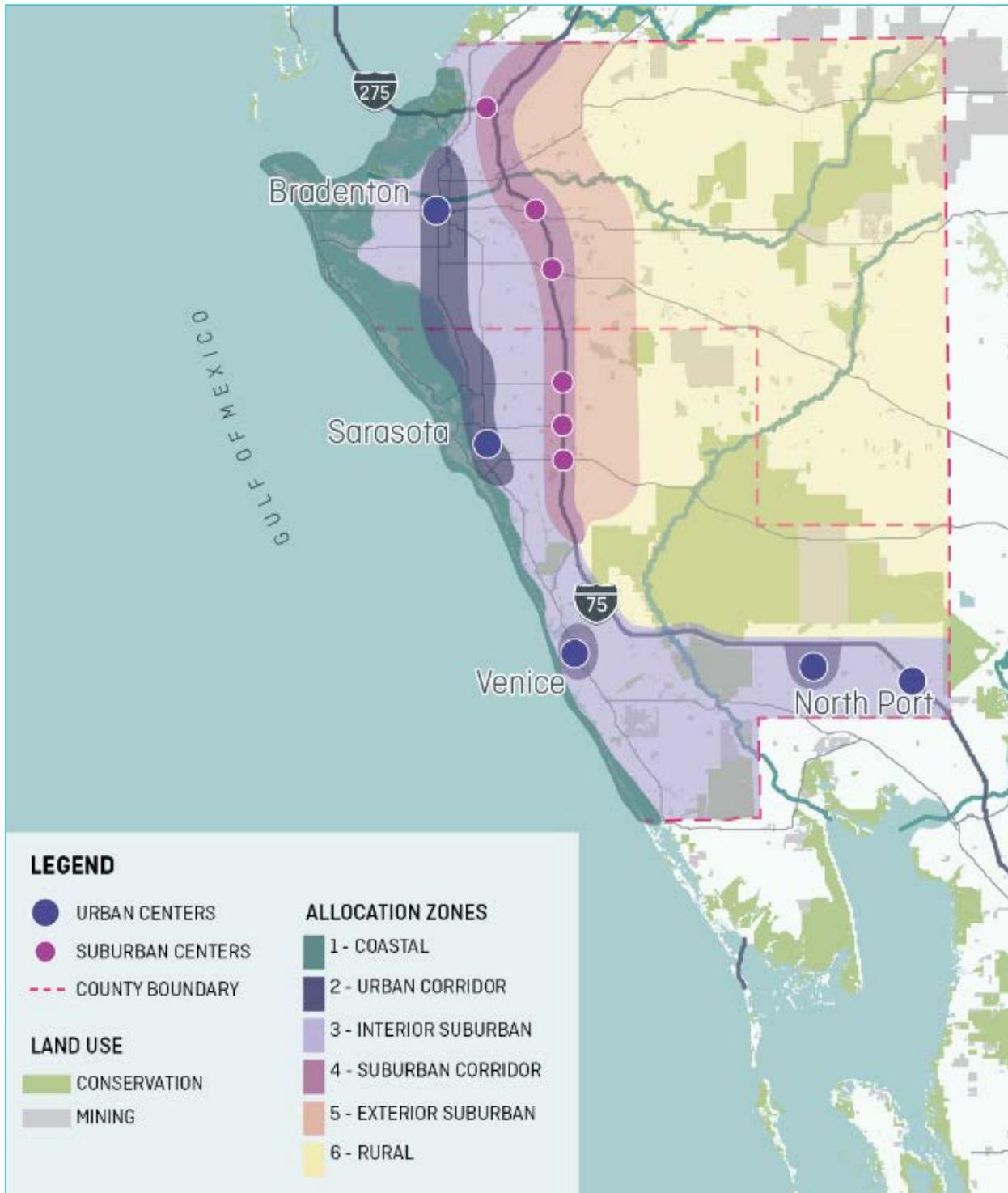


Figure 11-1: Development Context Zones

- Place Types** - After identifying generalized, macro level development contexts, the micro level was identified. The micro level was divided into place types and included more specific detail than the macro level, such as different building, parcel, and street patterns. These place types were divided into nine categories ranging from most (urban center) to least (agricultural) intense as shown in **Figure 11-2**.



Figure 11-2: Place Types

11.1.2 Crafting Scenarios

The scenarios were crafted based on the building blocks. In total, four scenarios were developed based on the key themes from the visioning workshop: Trend, Environmental Health, Economic Diversity, and Vibrant Places.

Under the Trend scenario, transportation options stay the same. Economic development is continued with a reliance on tourism and retirees and environmental protection is maintained at the minimum wetland and flood zone requirements adopted now. Growth management follows existing patterns with continued development in urban centers and east of I-75 while transportation remains auto-oriented with multi modal improvements in urban centers.

The Economic Diversity Scenario looks to promote opportunities for residents. For economic development, this trend looks to attract high-tech business and employees, and enhancing education at all levels with a special focus on the region’s four universities. This scenario maintains the trend for the environment, meeting minimum wetland and flood zone requirements. Growth



management is addressed by enhancing and planning mixed use centers for high technology businesses along the US-41 corridor and developing high-quality communities where these employees can live. Transportation under this scenario provides new, high technology roads that provide access to job centers and enhanced multi modal facilities in job centers.

The Environmental Health Scenario balances economic development and population growth at sustainable levels, enhances the environment through estuary and upland/wetland protection, and strives for a reduction in carbon emissions. For growth management, this scenario would enforce the urban growth boundary east of I-75 and instead focus on infill and redevelopment of existing parcels. For transportation, this scenario focuses on providing enhanced transit with no new roads.

Vibrant Places is a scenario that aims to provide choices for residents. Economic diversification focuses on urban centers and neighborhoods while the environment is maintained and protected at existing levels, plus a reduction in carbon emissions. Growth is focused along premium transit routes in the form of transit oriented development. For transportation, an investment in premium transit with bike and pedestrian improvements is made with minimal improvements to existing roads.

Each scenario was intended to be theme-based, telling a story of how the region could change based on a set of guiding principles and decisions. The first step allocated BEBR's projected household and job forecasts to each context zone and place type and set targets for each scenario. For example, housing units and jobs were not allocated to areas identified as environmental preservation lands or were allocated in greater numbers to areas deemed as urban centers.

Scenario development patterns and performance was compared against the goals established by the MPO. Models projecting the future land utilization evaluated the total area of each place type (where people live and work), the number of jobs and households, and appropriate travel demand for each. The primary MPO goals used to evaluate the scenarios were: Mobility, Equity/Livability, Environmental Preservation, and Safety.

For Mobility, each scenario had two measures applied to understand mobility and accessibility. The first, Multi Modal Time Productivity, calculates time productivity by quantifying the time spent commuting across the region during a congested period. The second, Multi Modal Distance Productivity, measures the productivity of each mode when compared across different land uses (such as riding bikes being more efficient than driving in a dense downtown area). The application of these two measures can be seen in **Figure 11-3**.

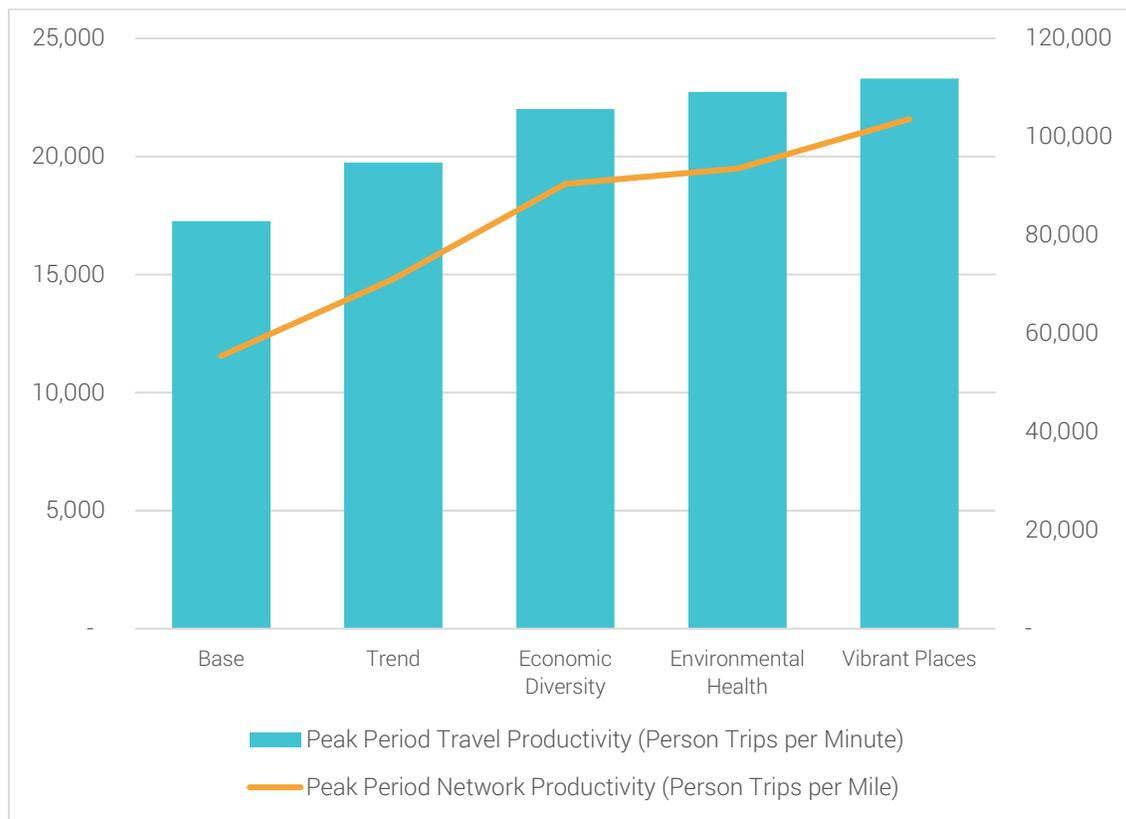


Figure 11-3: Mobility and Accessibility: Multi Modal Time and Distance Productivity

Figure 11-3 presents the Multi Modal Time Productivity (MTP) and the Multi Modal Distance Productivity (MDP) results for the base, or existing, condition and the four scenarios with each scenario, from left to right, accommodating more transportation system users. Travel time productivity increases in the future years across all scenarios, with the Vibrant Places scenario having the highest productivity. Travel distance productivity also increases, again with the Vibrant Places having the highest productivity. The high travel time and distance productivity for Vibrant Places is due to it being purposely designed to coordinate land use and transportation and investments in premium transit. If land use and transportation system development follows the patterns described in any of the scenarios, the times it takes to travel in the region will be improved.

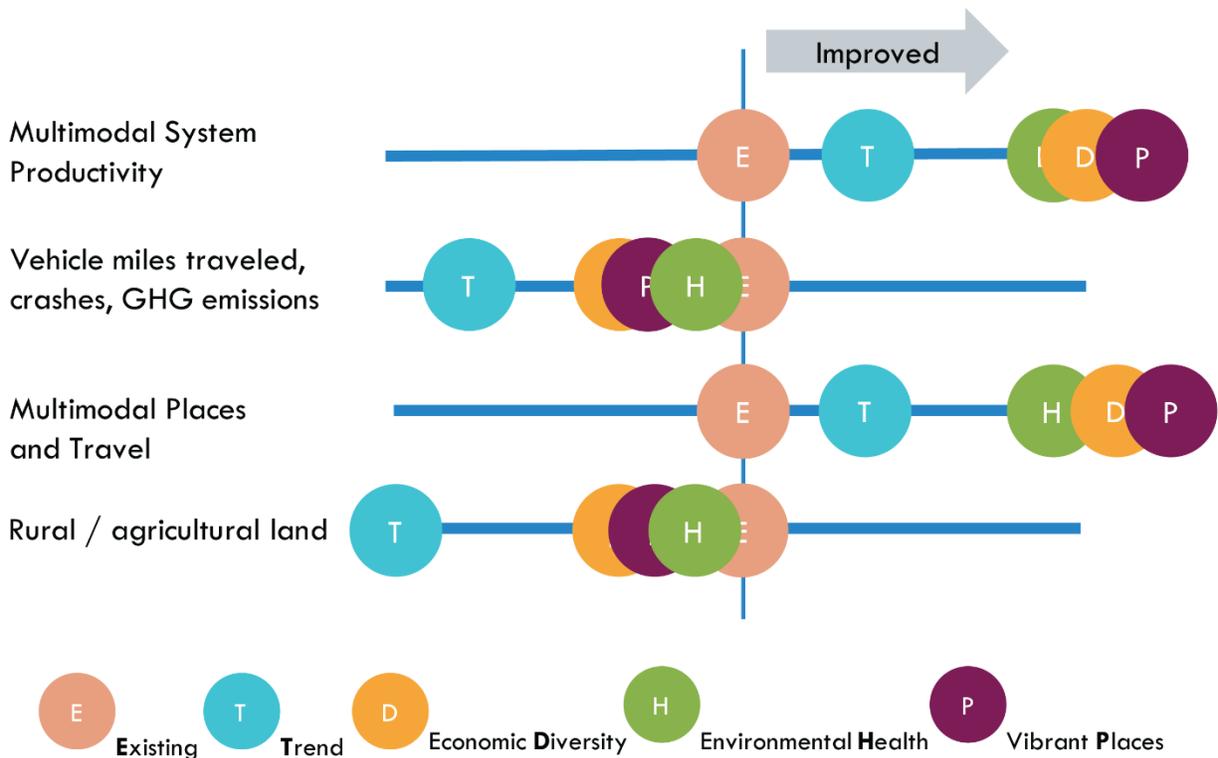


Figure 11-4: Composite Scenario Comparisons

The Equity/Livability goal was measured by calculating the number of jobs and households located within multi modal place types and the share of non-auto trips based on the assignment of jobs and households to place types. The Environmental Preservation and Safety goals were measured by the estimating total emissions generated by motorized travel modes and potential crashes based on projected vehicle miles traveled by mode. The composite results of this analysis are shown as Figure 11-4 above.

11.2 Building Consensus and Achieving a Vision

Residents, partner agencies, and other stakeholders were engaged throughout the scenario planning process. This began with distilling themes from the third TransForum workshop to create scenario storylines. The storylines helped develop virtual versions of the future through geographic information system (GIS) data layers and modeling tools. The results of comparing each scenario to MPO goals was presented in the fourth TransForum workshop and online.

Workshop attendees and online attendees weighed in with their preferences and opinions of the scenarios. Responses clearly indicated the desire for a future that shifts away from a continuation of current development and travel patterns as shown in the Trend scenario. Participants indicated



their desire to see a future that driven by increased economic diversity, protection of the region's environmental resources and rural areas, and a range of options to live, work, and travel.

To develop a cohesive vision from the scenario preferences, four tiers were produced to capture each aspect of the vision. The first tier, Environmental Health, looks to focus growth into areas west of the existing urban growth boundary to focus development away from rural and environmental lands to the east and to recognize the impacts of climate change for those areas to the west. The next two tiers involve the Economic Diversity of the US-41 corridor and regional access provided by I-75, Port Manatee, and the Sarasota-Bradenton International Airport. The fourth tier, Vibrant Places, joins the others together by providing transportation connections such as premium transit and express bus service, potential future inter-city rail, and new connections to close existing network gaps.

To ensure that these changes were in line with what the public expected and was aligned with existing plans and policies of partner agencies, a final draft vision was shared online and at the fifth TransForum workshop. The majority of respondents in-person and online strongly agreed or agreed that the vision as presented promoted economic diversity, environmental health, and place type and modal choice.

The final vision statements, presented in full at the introduction of this document and visualized below as **Figure 11-5**, will ultimately accomplish the following for the region:



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 to travel (modes)

The final adopted Vision Statement for the 2045 LRTP is as follows:

Promote economic diversity, preserve environmental health, and create vibrant places.

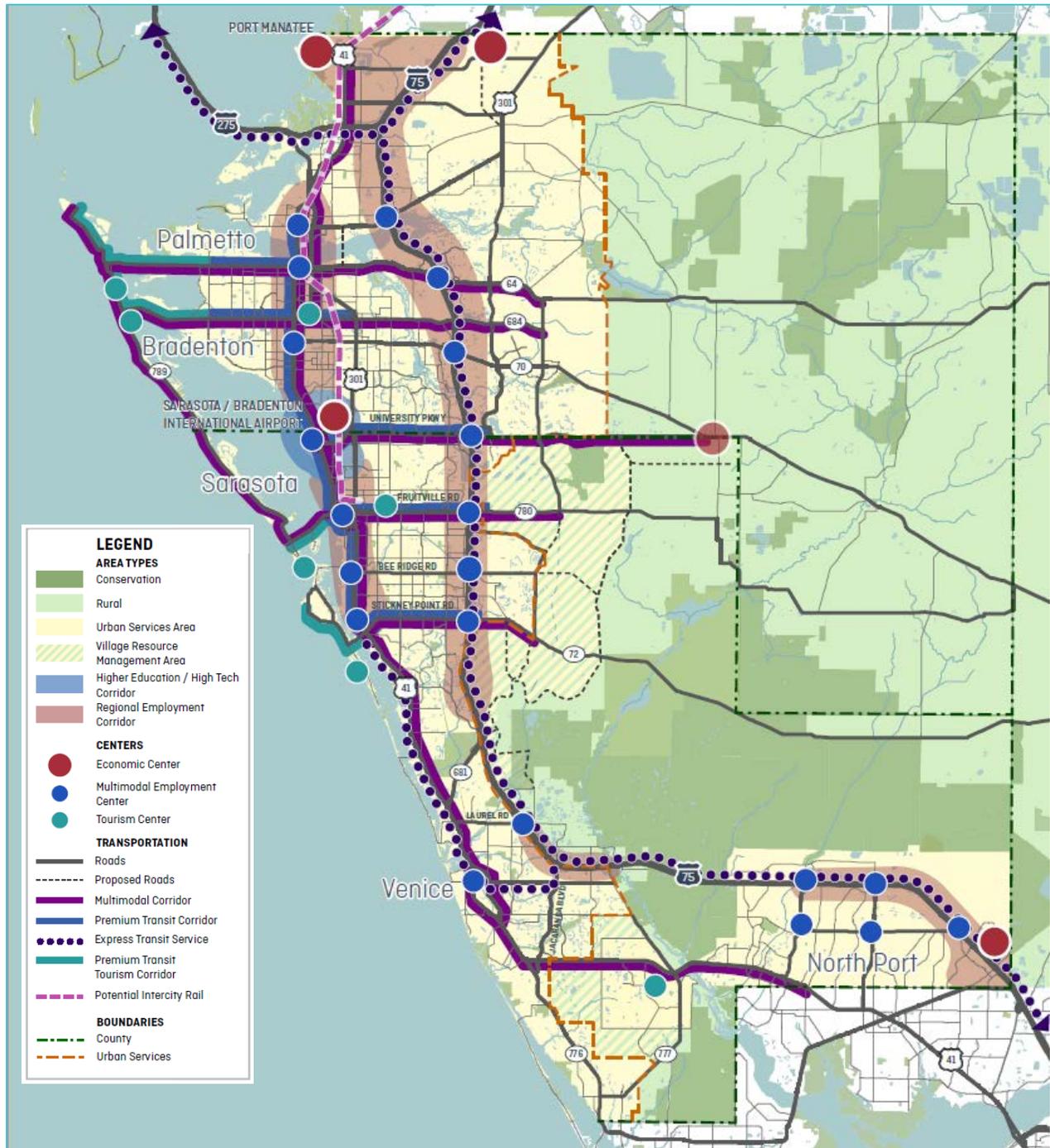


Figure 11-5: Vision Map