

# MEMORANDUM

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**TO:** City Commission  
**COPIES:** Mayor Judy Titsworth  
**FROM:** Jacob Leone  
Herb Raybourn  
Chief Bill Tokajer  
**DATE:** May 20, 2026  
**SUBJECT:** 2<sup>nd</sup> Avenue Traffic Adjustments

The Police Department and Public Works Department reviewed traffic data, observed field conditions, and researched possible options related to traffic congestion complaints from residents along 2<sup>nd</sup> Avenue. The complaints highlighted residents' concerns about safety and negative impacts on the neighborhood.

Concerns related to safety are focused on the excessive volume of traffic on 2<sup>nd</sup> Avenue during peak seasons and hours. The adopted Comprehensive Plan identifies 2<sup>nd</sup> Avenue as a local road, which represents the lowest level of traffic volume within the City. Often times, as traffic builds on Gulf Drive, drivers use 2<sup>nd</sup> Avenue as a way to avoid the traffic on Gulf Drive. This increases the number of vehicles on 2<sup>nd</sup> Avenue and drivers cutting through the neighborhood generally do not drive with the care they do on neighborhood streets (i.e., local roads) and fail to stop at stop signs and yield the right-of-way to pedestrians.

In addition to the safety concerns, the increased traffic volume on 2<sup>nd</sup> Avenue has raised concerns related to the character of the neighborhood being negatively impacted in the following ways.

- Reducing the value of the properties in the neighborhood. Properties west of Gulf Drive are recognized for increased value due to the expected safer residential streets as compared to Gulf Drive and avoiding the need to cross Gulf Drive to access the beach. Allowing the traffic volume on 2<sup>nd</sup> Avenue to increase compromises these value advantages.
- The increased traffic volume reduces safety in the neighborhood. Traffic volumes about half of those on Gulf Drive on a local road increases unsafe conflicts between pedestrians heading to and from the beach. Because of the speed and volume of Gulf Drive traffic, golf carts and cyclists regularly use 2<sup>nd</sup> Avenue because of the expectation of less traffic and slower vehicle speeds. This expectation leads to the perception that 2<sup>nd</sup> Avenue is a safer route than Gulf Drive. As cut-through traffic increases on 2<sup>nd</sup> Avenue, as the vehicles cutting through increase their speeds to beat the traffic on Gulf Drive, and run through stop signs on 2<sup>nd</sup> Avenue, the potential for unsafe conflicts increases.

Data available from TomTom MOVE<sup>1</sup> were reviewed to gain an understanding of traffic volumes and to verify the aforementioned resident concerns. This data review was based on

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<sup>1</sup> TomTom MOVE is an online traffic statistics tool for direct access to a large historical road traffic database. The City of Holmes Beach has access to this tool because of our active participation on the Sarasota/Manatee Metropolitan Planning Organization Technical Advisory Committee.

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the data available between noon and 5:00 p.m. of a randomly selected day during the past peak season. The random day that was selected was Thursday, January 15, 2026. During that time period, 629 vehicles completed the transit along Gulf Drive from 52<sup>nd</sup> Street to Manatee Avenue and 328 vehicles completed the transit from 52<sup>nd</sup> Street to Manatee Avenue using 2<sup>nd</sup> Avenue. Meaning that over one third of the vehicles that traveled between 52<sup>nd</sup> Street and Manatee Avenue between noon and 5:00 p.m. on January 15, 2026, did so by using 2<sup>nd</sup> Avenue. Put another way, an average of 65.6 vehicles per hour (more than one every minute) traveled along the local road, 2<sup>nd</sup> Avenue, during the time period reviewed.

To provide potential relief to the neighborhood, a review of traffic calming techniques was conducted. It should be noted that this review was in no way a traffic engineering study. Prior to implementation of any of the options presented here, or others, it is recommended that a traffic engineering study be conducted and/or temporary implementation testing be completed. Potential traffic calming techniques that may provide relief include:

- Cut-through reduction measures
- Lane narrowing
- Raised crosswalks
- Rumble strips
- Speed bumps
- Speed tables

Of the potential traffic calming techniques reviewed; cut-through reduction, lane narrowing, and raised crosswalks seem to have the best possibility of addressing the concerns raised. A summary of the possible ways to implement these traffic calming techniques and their estimated rough order of magnitude cost estimates are presented below.

- **Cut-Through Reduction:** Modify 2<sup>nd</sup> and 5<sup>th</sup> Avenues at 52<sup>nd</sup> Street to allow only northbound traffic by replacing a portion of the southbound lanes with landscape islands. This option is expected to provide a high level of improvement to safety and neighborhood quality of life. The estimated rough order of magnitude cost estimate for this option is \$69,000.  
An additional cut-through reduction option could be the use of mid-intersection diverter islands at the 2<sup>nd</sup> Avenue intersections with the intent of directing southbound traffic to Gulf Drive while providing space for golf carts, bicycles, and pedestrians. This option is expected to provide a high level of improvement to safety and some level of improvement to the neighborhood's quality of life. Because this option would impact various intersections, it is recommended that a study be conducted prior to implementing mid-intersection diverter islands and the estimated rough order of magnitude cost estimate for a study is \$20,000.
- **Raised Crosswalks:** Make each of the 2<sup>nd</sup> Avenue intersections 4-way stops, reduce the speed limit of 2<sup>nd</sup> Avenue to 15 miles per hour, and add raised crosswalks with a Rectangular Rapid Flashing Beacon Assembly (RRFB) for each direction of travel. This option is expected to provide some level of improvement to safety and neighborhood quality of life. The estimated rough order of magnitude cost estimate for this option is \$97,000.
- **Speed Tables:** Add mid-block speed tables at every other block along 2<sup>nd</sup> Avenue. This option is expected to provide some level of improvement to safety and little to no improvement in the neighborhood's quality of life. The estimated rough order of magnitude cost estimate for this option is \$65,000.
- **Lane Narrowing:** Install four rain gardens mid-block along 2<sup>nd</sup> Avenue on alternating sides of the road. This option is expected to provide some level of improvement to safety and neighborhood quality of life. The estimated rough order of magnitude cost estimate for this option is \$61,000.

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These options were ranked based on their level of expected improvement to safety and neighborhood quality of life and long-term maintenance. The rankings and summary of the options are presented in the matrix below and graphics of the alternatives are on the following pages.

**2<sup>nd</sup> Avenue Alternatives Matrix**

Rank	Alternatives	Vehicle & Pedestrian Safety	Neighborhood Quality of Life	Order of Magnitude Cost
		Reduce unsafe vehicle acceleration/speeds, address running stop signs, address safe travel for golf carts and bikes, address safe crossing for pedestrians, and limit commercial/construction truck traffic	Reduce vehicle cut-throughs, restore traffic to local street volume, address traffic lines blocking driveways, address high traffic volume air pollution, and address high traffic volume noise	
1	Modify 2 <sup>nd</sup> and 5 <sup>th</sup> Avenues at 52 <sup>nd</sup> Street to divert southbound traffic and allow only northbound traffic, replace a portion of west lane with landscape islands.	+	+	\$69,000
2	Make each of the 2 <sup>nd</sup> Avenue intersections 4-way stops, reduce speed limit to 15 MPH, and add raised crosswalks w/ RRFB's at 45 <sup>th</sup> , 47 <sup>th</sup> , and 49 <sup>th</sup> Streets	✓	✓	\$97,000
3	Install four rain gardens mid-block along 2 <sup>nd</sup> Avenue on alternating sides	✓	✓	\$61,000
4	Add mid-block speed tables at every other block	✓	X	\$65,000
5	Study the design and implementation of diverter islands mid-intersection at four intersection along 2 <sup>nd</sup> Avenue to direct southbound traffic to Gulf Drive and provide spacing for passage of golf carts and bikes <sup>1</sup>	+	✓	\$20,000

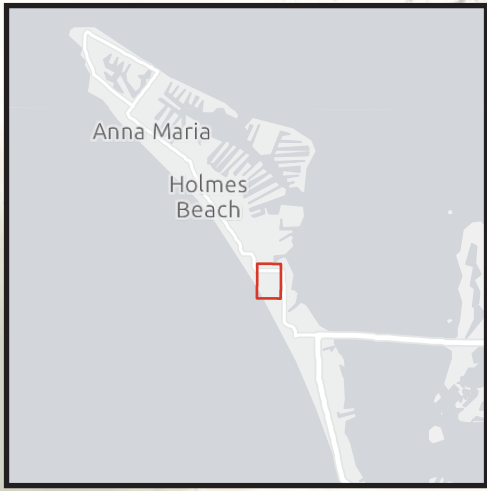
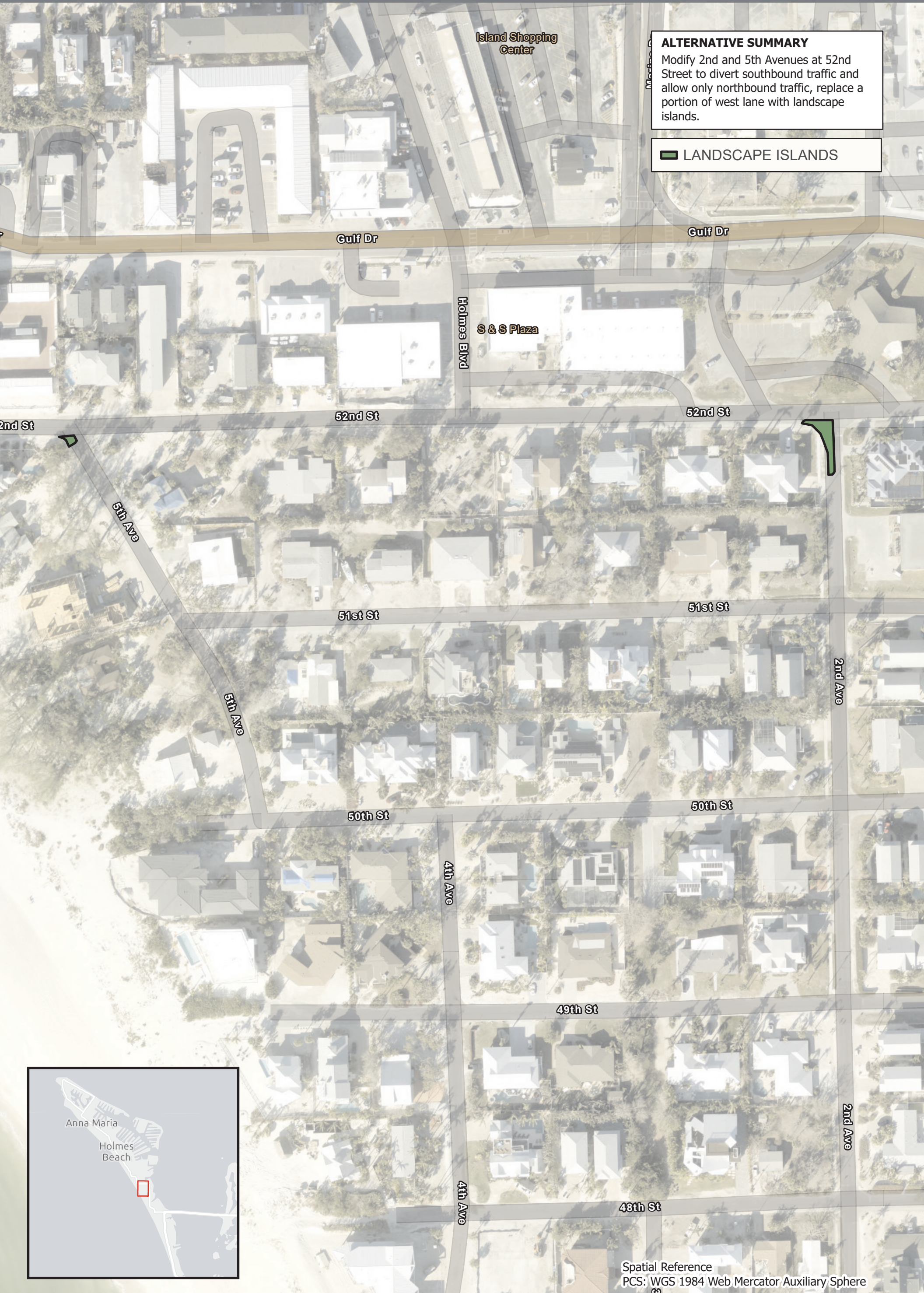
Notes:

- + Provides a high level of improvement
- ✓ Provides some level of improvement
- X Provides little or no improvement

<sup>1</sup>This option requires study to ensure 2nd Avenue does not become golf cart and bike only for residents.

**ALTERNATIVE SUMMARY**  
 Modify 2nd and 5th Avenues at 52nd Street to divert southbound traffic and allow only northbound traffic, replace a portion of west lane with landscape islands.

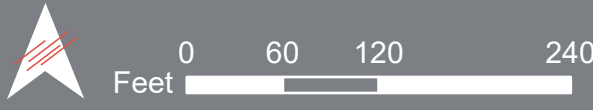
 LANDSCAPE ISLANDS

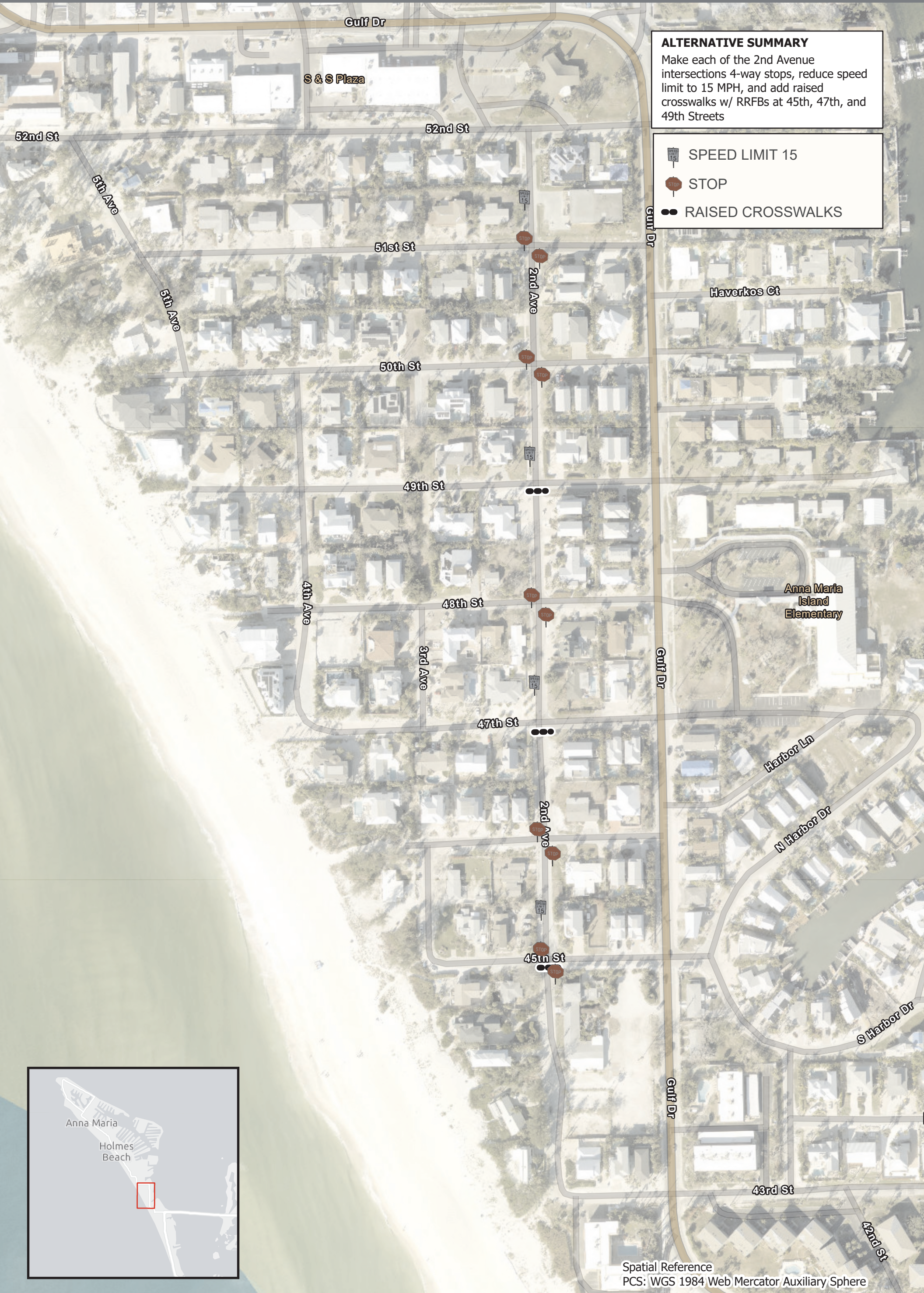


Spatial Reference  
 PCS: WGS 1984 Web Mercator Auxiliary Sphere






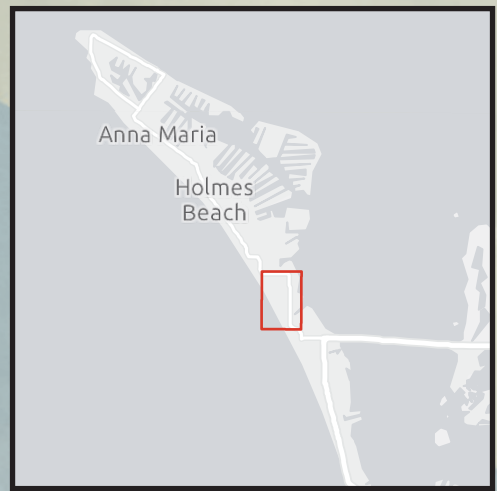
**CITY OF HOLMES BEACH**  
**2ND AVENUE TRAFFIC, ALTERNATIVE 1**  
**DIVERT SOUTHBOUND TRAFFIC (\$69,000)**





**ALTERNATIVE SUMMARY**  
 Make each of the 2nd Avenue intersections 4-way stops, reduce speed limit to 15 MPH, and add raised crosswalks w/ RRFBs at 45th, 47th, and 49th Streets

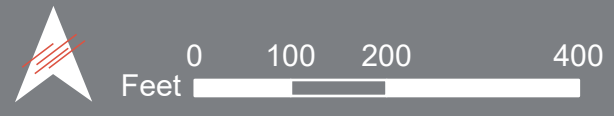
-  SPEED LIMIT 15
-  STOP
-  RAISED CROSSWALKS



Spatial Reference  
 PCS: WGS 1984 Web Mercator Auxiliary Sphere

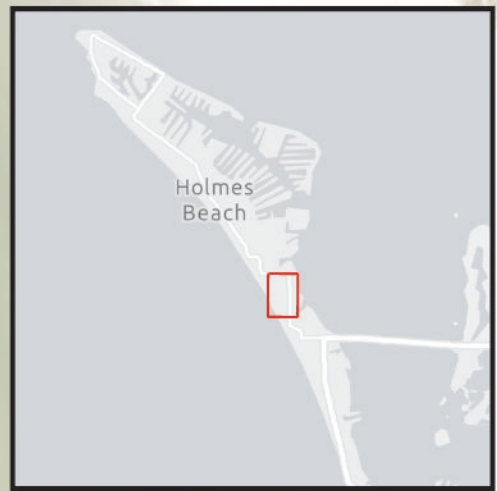
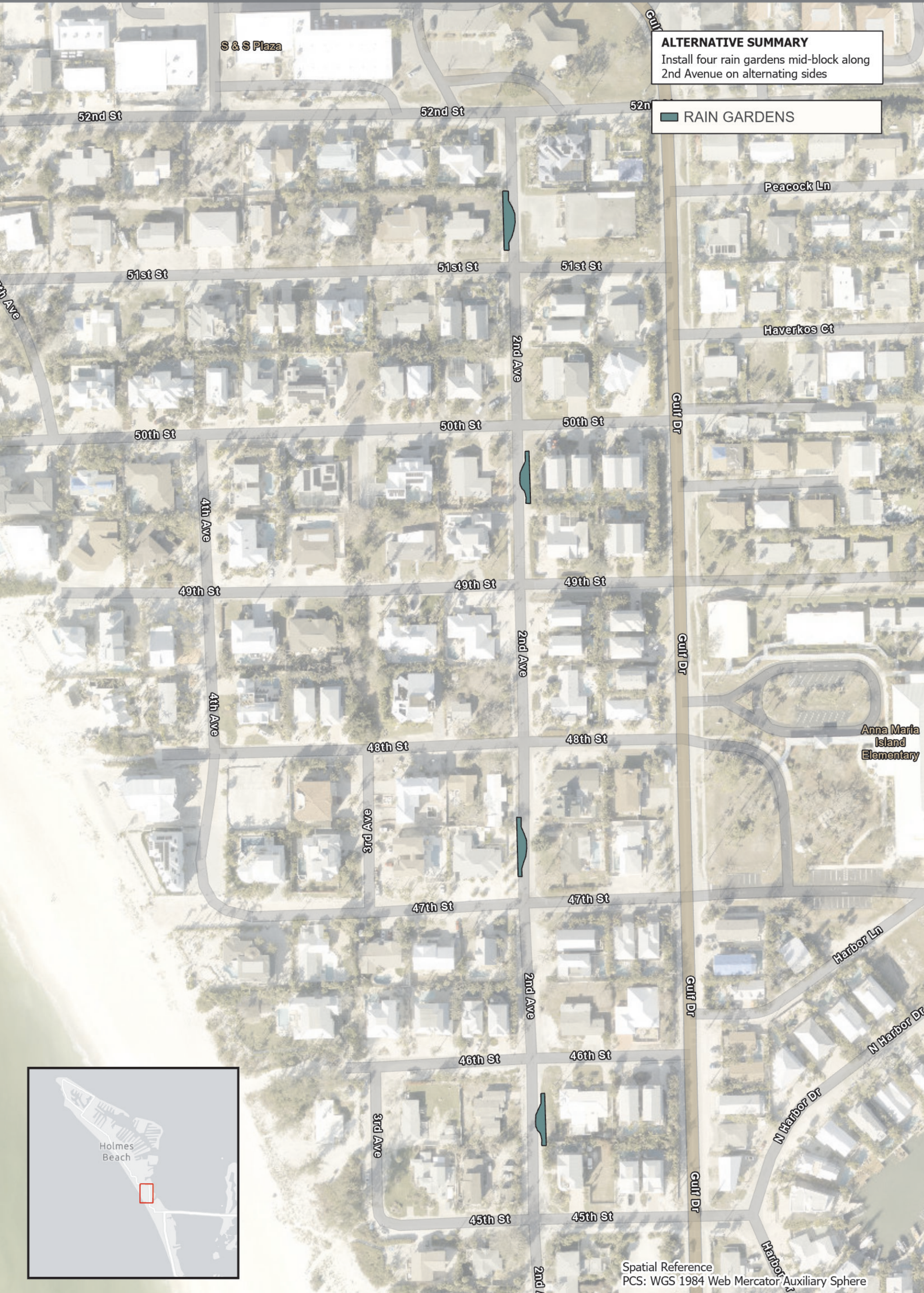


**CITY OF HOLMES BEACH  
 2ND AVENUE TRAFFIC, ALTERNATIVE 2  
 SPEED AND STOP SIGNS (\$97,000)**



**ALTERNATIVE SUMMARY**  
Install four rain gardens mid-block along 2nd Avenue on alternating sides

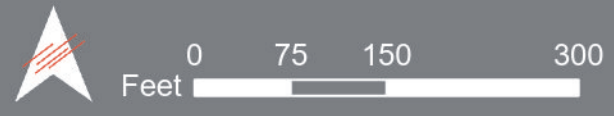
RAIN GARDENS



Spatial Reference  
PCS: WGS 1984 Web Mercator Auxiliary Sphere



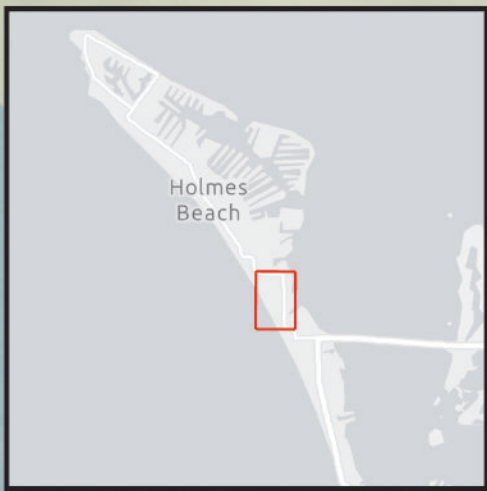
**CITY OF HOLMES BEACH  
2ND AVENUE TRAFFIC, ALTERNATIVE 3  
RAINGARDENS (\$61,000)**





**ALTERNATIVE SUMMARY**  
 Add mid-block speed tables at every other block

■ SPEED TABLES



Spatial Reference  
 PCS: WGS 1984 Web Mercator Auxiliary Sphere



**CITY OF HOLMES BEACH  
 2ND AVENUE TRAFFIC, ALTERNATIVE 4  
 MID-BLOCK SPEED TABLES (\$65,000)**

