CCNA Multi-Modal Transportation Ad Hoc Committee--Questions

1) ZONES

A. How were the mobility zones determined?

A detailed review of the City's existing and future land use patterns was undertaken. The existing land use provides an understanding of the city's development patterns, while the Future Land Use Map (FLUM) provides a framework of the City's vision for future redevelopment. This helps to ensure that the recommendations for mobility districts are consistent, rather than in conflict, with this vision. The current work of City's Urban Design Studio (UDS) affirms the proposed mobility district areas and ensures they are consistent with planning efforts related to land use and thoroughfare analysis.

The City of Sarasota adopted the current Sarasota City Plan (Comprehensive Plan) in 2008. The land use patterns identified in the FLUM provide a guide for where future mobility alternatives should be considered or enhanced. For example, the FLUM identifies activity centers, mixed-use areas, and commercial corridors that are ideal for targeting mobility enhancements. In addition, the FLUM identifies areas considered "single-use" (typically low density, single-family), where land use patterns may not support alternative mobility options other than bicycle and pedestrian facilities.

The current FLUM has been carefully developed by staff, vetted by the public, reviewed by state and local agencies, and ultimately approved by local policymakers. As such, it is appropriate to use the FLUM as the foundation in developing mobility districts.

Other factors/questions considered when evaluating mobility districts include:

- *Density/Intensity—Do adopted future land use classifications allow for densities (residential) and intensities (non-residential) that could effectively and efficiently support alternative modes?*
- *Diverse Land Use Mix—Do adopted future land use classifications allow/encourage an appropriate mix of complementary uses? Does the existing land use mix encourage the use of alternative modes?*
- *Access to Transit—Are the areas currently served by transit? What enhancements (improved frequency, premium transit), if any, are planned?*
- *Connectivity—Is the existing street pattern supportive of alternative modes, especially as it relates to walkability and bikability?*
- *Development Potential—Is there a sufficient amount of underdeveloped land to attain the desired levels of activity, intensity, and density to support multimodal transportation without disrupting the character of the surrounding neighborhoods?*

B. Are there exceptions within a zone?

Modifying the City's transportation review and mitigation requirements can attract appropriate development in areas where the existing and envisioned multimodal transportation system is

better able to provide for mobility, while discouraging development that may generate out-sized impacts—especially in lower-density neighborhoods. Incentivizing development in specific areas, consistent with the land use vision, also provides economic benefits, such as further diversification of the tax base which can help to support operation and maintenance of transportation investments as well as other community priorities. The idea is to encourage the right development in the right location and preserve the character of lower density neighborhoods. To protect lower density areas from large-scale development impacts, especially when multimodal options are presently lacking and not contemplated in the near-term future, it may be appropriate to retain some level of a transportation concurrency approach to assessing and mitigating development impacts.

C. Does one size really fit all within these zones?

Staff believes the proposed threshold trip generation numbers requiring a traffic study for each mobility district are a logical starting point based on the analysis of previous development projects that were required to perform a traffic study, but were not obligated to make any roadway improvements. The threshold numbers can be adjusted, if necessary.

D. What is best practice for context sensitive transportation policies next to neighborhoods?

These areas should be protected from intrusion of high-speed commuter traffic by incorporating traffic management measures such as signage, landscape design, roadway design, and, if necessary, traffic calming measures. Special attention should be paid to ensure that a compatible transition exists between the single-use areas and the other mobility districts. This transition could be achieved using building setbacks, building height limitations, and design elements such as landscaping, building orientation and massing, lighting, and the location of parking.

2) TRIP THRESHOLDS

A. How were trip number thresholds determined for each zone?

While traffic studies would continue to be required for certain-sized projects, the proposed trip generation threshold to determine when a traffic study is needed would be established for each mobility district. The threshold numbers are based on an analysis of a sample of the last twelve years of development projects where a traffic study was required. The analysis identified at what level traffic generated by the development project was significant enough to impact the road network and require an improvement or proportionate share payment, versus those projects where the traffic generation was not significant and only required payment of the impact fee. Even though these development projects were obligated to perform a comprehensive traffic study, the majority of them were not required to pay for and construct roadway improvements as they did not degrade level of service standards. Furthermore, when a roadway improvement was actually required, most of the improvements recommended by the traffic studies included costly road widening projects, which typically have not been supported by the community.

These traffic studies generated little to no benefit to the public, developer or staff, and, in a sense, engendered a false expectation to the general public in that no tangible roadway improvement was required to be constructed. Based on State Statute, the developer is not responsible for improving existing streets/intersections so they may operate at the adopted level of service; that is the City of Sarasota's responsibility. When evaluating traffic impacts from a development, it is important to note that necessary improvements to restore the roadway level of service standard are assumed to be in place, per State Statute, and the developer would only be responsible for their proportionate share of costs for the additional improvements needed (if any) due to their specific project impacts.

The thresholds have been developed for each mobility district to set the bar at a level where it is unlikely that if a study were required, the outcome of the study would result in developer obligations above and beyond payment of the multimodal fee. The analysis for previous development projects within the downtown area found projects that generated on average 250 or less trips were not required to fund any type of roadway improvement related to the proposed development, based on the results of the traffic study. Those projects exceeding a 250 trip generation typically had to fund some sort of roadway improvement after completing a traffic study. Under the proposed process, a development project in the Downtown Mobility District adding less than 250 trips would still be required to pay the multimodal transportation impact fee, but would not need to perform a comprehensive traffic study. The analysis found that for the proposed Commercial Corridors and Centers Mobility District, the trip generation threshold number was at 100 to expect a benefit and recommended improvement(s) upon completion of a traffic study. For the Single Use Mobility District, the trip generation threshold number was at 50. It should be noted that the trip generation threshold numbers are based on added new trips within a specific time of day, referred to as PM peak, which is generally between 4:00 PM—6:00 PM.

B. How does this compare with other small cities?

There are not many available examples. A number of local governments in Florida, such as the City of Bradenton, have opted-out of concurrency. Bradenton now requires the developer to simply pay the required impact fee without any type of traffic study, irrespective of the proposed use(s), location, density, and intensity of the project (assuming land development codes are met).

3) Will the City develop a prioritized list of multimodal projects for each zone? (There should be substantial public input in developing those lists.)

Yes. Based on community input over the years, there are already a number of programmed Capital Improvement Program (CIP) projects considered to be multimodal and eligible for funding under the recently adopted Multimodal Transportation Impact Fee (MMTIF). Some of these projects stem from the Bayfront Connectivity Plan, the conceptual multimodal network connectivity plan related to the Mobility Study, and the Sarasota-Manatee Metropolitan Planning Organization's Bicycle, Pedestrian, and Trails Master Plan. Please see attached map of future multimodal capital projects. The City will continue to solicit input from the public in developing and updating its annual 5-year CIP plan.

4) FINANCIAL IMPACT

A. What is the financial impact to the City (actually the residents) of switching from the old system to this new approach?

The financial impact is expected to be much improved for taxpayers and there will be a wider variety of transportation improvement options. The City would no longer be required to unreasonably bring its roadways up to a conventional level of service standard (road widening) based on the previously adopted transportation concurrency model. Such a model requires that the level of service essentially dictate the need and associated cost for road widening improvements without taking into consideration other modes of transportation. This could result in a savings of up to $85 million as road widening projects with related right-of-way acquisition identified in the Comprehensive Plan would no longer be required to be constructed. This savings would also mean that other CIP projects would remain funded as dollars would not have to be diverted from these projects to fund expensive road widening initiatives required to maintain previously adopted levels of service. Please see table on page 7 listing existing road capacity projects referenced in the Comprehensive Plan.

B. Has the City looked at the costs incurred by developers in the past when mitigation was required (e.g.: right turn lanes, extra signaling, etc.)?

Due to changes in State law (2011) coupled with the timing of the Great Recession, there are no applicable examples within the current regulations which can be cited.

C. Will those costs still be covered?

Yes. Any changes to the development review process will still require the developer to pay their calculated multimodal transportation impact fee based on the proposed use(s). There is no proposal to waive any multimodal transportation impact fee required to be paid by the developer. In fact, now that the City of Sarasota no longer has a Road Impact Fee Interlocal Agreement with Sarasota County and has created its own Multimodal Transportation Impact Fee Program, effective October 1, 2014, the City Commission has the sole authority to amend the fee schedule and adjust rates accordingly. In addition to road capacity projects, improvements for pedestrians, cyclists, and transit riders can now be funded through this program. The proposed process change is that a detailed traffic study of a development's transportation impacts would not have to be conducted, provided the development's trip generation is below the established threshold of the applicable mobility district.

By allowing development to simply pay the multimodal transportation impact fee in certain situations, the development review process is a little more efficient and predictable, providing both a timing and financial incentive to the developer if the project is in the appropriate area and of the appropriate scale. This is helpful for the City as the continual management of traffic studies can be onerous, and with limited resources and minimal expected benefits, this may not be the best area to direct resources. This new approach would enhance mobility while not sacrificing placemaking principles desired by citizens. Prior to any final approvals, the developer is still required to address driveway/site access and circulation (for all transportation modes) and must meet all applicable Zoning Code and Engineering Design Criteria Manual (EDCM) criteria.

Conversely, a disincentive for intense new development in single-use (typically low density, single-family) areas is also created through this approach by setting a much lower trip threshold to require a detailed traffic study. Such a study takes much more time, is of greater expense, and can lead to uncertainty for the developer in terms of what roadway improvements, if any, may be required and the associated costs in constructing them. It can also add an additional process in that if a roadway improvement identified in the traffic study is not in the existing CIP plan, the City Commission must approve amending the CIP to include that roadway improvement.

D. If developers don't pay for those "improvements," then the taxpayers will have to. How much will that be?

Under both the old method and proposed one, developers will contribute toward their share of improvements through payment of multimodal transportation impact fees. The old concurrency method would continue to direct these fees toward road widening projects while the new method would allow for flexibility in allocating these fees toward a variety of transportation improvement projects for all users. Other funding sources for such improvements include surtax dollars, and state and federal funding.

Encouraging compact mixed-use development in the downtown will positively impact revenues as these projects consume less land, have relatively low public infrastructure costs and have a higher return than single-use areas in more suburban locations. A 2010 tax revenue study led by former Sarasota County Smart Growth Director Peter Katz found that some suburban residential development can take 42 years to pay back the local government's infrastructure outlay versus just three years for a compact, high density urban residential building. "The rapid payback is due to the fact that taller, more compact buildings require less of the horizontal infrastructure (roads, water, and sewer lines) that government typically pays for. Vertical infrastructure (elevators, stair towers, conduit, and structural steel), by contrast, are paid for by the builder or developer. Thus, the more that government can induce the private sector to spend on a given parcel of land, the more it stands to gain long-term, when the development is complete and higher property taxes begin to flow in."

5. Can there be a mix of City-regulated concurrency (the old system) and multi-modal fees as part of the multi-modal approach? Please explain the logic and philosophy of the new and old approach.

Yes. Developments located in single-use areas could be required to have the strictest development review process to identify and mitigate substantial impacts to intersections or roadways. This development review process might mirror traditional concurrency to ensure that the impacts of proposed development would not reduce the level of service (LOS) below the adopted standard. For those roads previously meeting the adopted LOS standard, but that would degrade below the adopted LOS standard upon approval of a development, conventional mitigation in the form of proportionate fair-share could apply. However, that might result in the required widening of a road that the community/neighborhood may not desire.

The 2011 Community Planning Act, as well as environmentally/financially unsustainable road widening projects identified in the Comprehensive Plan, are factors in modifying the approach to transportation concurrency. If nothing is done, recommended improvements from traffic studies will continue to result in programming costly road widening projects in order to maintain levels of service and the City will be obligated to fund most, if not all, of these improvements through multimodal

transportation impact fees, surtax dollars and state and federal funds. Per State Statute, the City cannot require the developer to address existing transportation deficiencies as they are not responsible for improving the road system so it may operate at the adopted level of service—This responsibility falls on the City of Sarasota.

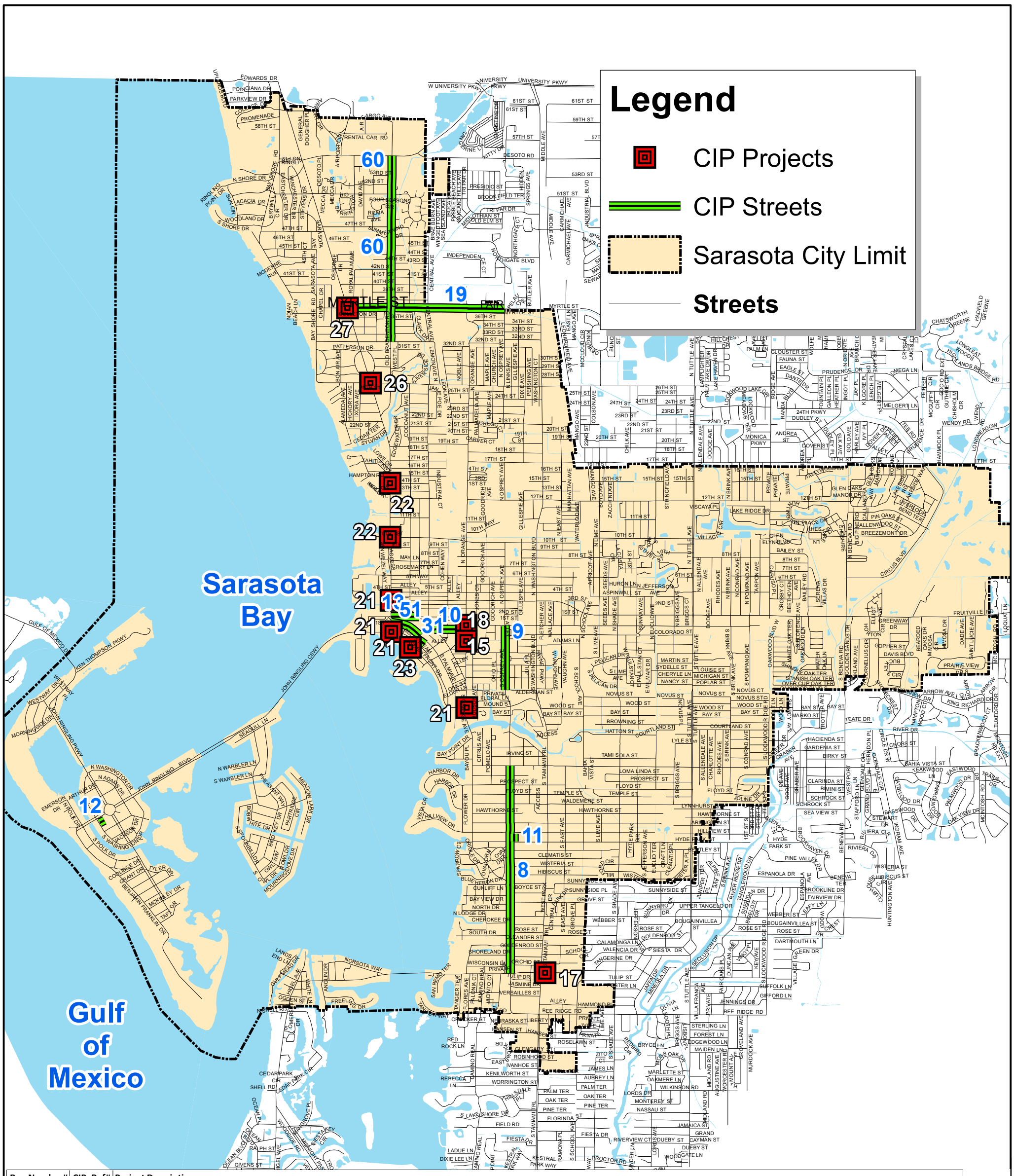
The new approach is simply a tool to better direct developer funds (multimodal transportation impact fees) towards projects the community desires and ensures that all transportation modes (not just vehicles) are considered in future improvement projects and levels of service measurement.

6. Ultimately the residents will deal with the amount of traffic on the roads. How will the City establish goals for road capacity and monitor the progress (or lack of progress) in achieving those goals? The same question applies to bike, bus etc. capacity.)

Road capacity can now be monitored through the Advanced Management Traffic Systems (ATMS) program and traffic counts can be regularly performed to review levels of service. The threshold figures for the mobility districts could be established in the City Code or in a technical manual and be evaluated every few years for any adjustments.

Capacity Projects Identified in Comprehensive Plan *(Table 3, Appendix 4 of Transportation Chapter)*

Street	From	To	Lanes added	Project length (miles)	Lane miles added	Estimated Cost
University Parkway	US 41	Bradenton Road	4 to 6	0.61	1.22	$4,636,000.00
US 41	University	Myrtle St	4 to 8	1.03	4.12	$15,656,000.00
US 41	10th St	Orange Ave	4 to 6	1.1	2.2	$8,360,000.00
US 41	US 301	Bee Ridge Rd	6 to 8	1	2	$7,600,000.00
US 301	12th St	US 41	4 to 6	1.52	3.04	$11,552,000.00
17th Street	Tuttle Ave	Beneva Rd	4 to 6	1.03	2.06	$7,828,000.00
Fruitville Road	Shade Ave	Beneva Rd	6 to 8	1.52	3.04	$11,552,000.00
Bahia Vista Road	US 41	Tuttle Ave	2 to 4	0.95	1.9	$7,220,000.00
Lockwood Ridge Road	12th St	17th St	2 to 4	0.25	0.5	$1,900,000.00
Orange Avenue	Fruitville Rd	US 41	2 to 4	0.71	1.42	$5,396,000.00
Ringling Causeway	Sunset Dr	US 41	4 to 6	0.2	0.4	$1,520,000.00
Siesta Drive	Osprey Ave	US 41	2 to 4	0.2	0.4	$1,520,000.00
Total cost of projects to meet adopted LOS at PM Peak						**$84,740,000.00**



Rep Number#	CIP_Ref#	Project Description
8		Osprey Avenue Resurfacing (Bahia Vista to Siesta Drive)
9		Osprey Avenue Main to Alderman (RFP)
10		Alley - Behind Gator Club from Pineapple to Orange.
11		Alley - behind Hillview St. and perpendicular to Osprey Ave.
12		Alley - St. Armands behind Tommy Bahammas
13	Q-41	1st Street Rennovations - Pineapple to US 41, both sides of street.
15	Q-40	Main Street Improvements - Roundabout Main Street and Orange Avenue. Project to incl
16	Q-22	Way Finding (Various locations City-wide)
17	Q-20	Siesta Drive Beautification and Roundabout (E. side of US 41)
18		Roundabout - Orange Avenue and Ringling Boulevard
19		Myrtle Street Project, Phase II (Osprey Avenue to US 41) Design of full road project to include sidewalks, bike lanes and lighting.
21		Roundabouts - Fruitville Road & US 41, US 41 & Gulfstream Avenue, Main Street & US 41, Orange Avenue & US 41
22	CI-20	US 41 & 10th St. and US 41 & 14th St. Roundabouts Signal timing, and construction of enhanced crosswalks.
23	CI-30	US 41 & Main Street - Pedestrian Improvements, roundabout & MURT
24	Q-38B	Main Street Improvements - Segment 3B From Goodrich Avenue
25	Q-39	Main Street Improvements - Segment 4 From Osprey Avenue to Washington Boulevar
26	CI-34	US 41 & Dr. Martin Luther King Jr., Way - Roundabout
27	CI-33	US 41 & Myrtle Roundabout
31		Alley S. of Main Sreet (between Palm & Gulfstream)
45	CI-7	Street Reconstruction (Resurfacing, Annual Contract) - Various locations throughout the City Milling and overlay of city streets to maintain a servicable roadway network.
46	Q-25	Old Bradenton Road Reconstruction (32nd Street to University Parkway) Reconstruct roadway. Project includes bike lanes, landscaped medians and sidewalks, and to be built using LID techniques.
47	CI-26	ATMS Signals City-wide; change out controllers, cabinets and conduit. And Osprey Avenue Corridor (LAP Project).
51	Q-34	North Palm Avenue Streetscape and nine ornamental lights (from Epicure to Cocoanut Avenue)

CIP Projects 2014

Date: 1/13/2015

0 0.175 0.35 0.7 1.05 1.4 Miles