

# **SARASOTA COUNTY GOVERNMENT**

## *Planning and Development Services*

**TO:** Sarasota County Commission

**THROUGH:** Thomas A. Harmer, County Administrator

**FROM:** Thomas C. Polk, Director, Planning and Development Services  
Jonathan Paul, Special Projects Planner  
Beth Rozansky, Impact Fee Administrator

**DATE:** July 7, 2015

**SUBJECT:** **Authorization of a Public Hearing for the Sarasota County Mobility Plan and Mobility Fee**

### **RECOMMENDED MOTION(S) OR ACTION(S):**

To authorize a public hearing on an ordinance, adding Article XII, Chapter 70 of the County Code, relating to the adoption of the County Mobility Plan and Mobility Fee.

### **BACKGROUND:**

Consistent with changes in the Florida Legislature over the past few years, the County has been considering alternatives to the current road impact fee and concurrency management systems including evaluating the development of a mobility plan and mobility fee. If adopted, this plan and associated fees would allow for the replacement of road impact fees with a mobility fee that accounts for different modes of mobility, in addition to roads, and would allow for continued discussions regarding the role of transportation concurrency and proportionate fair-share in the growth of Sarasota County.

On March 31, 2015, the County Commission (Board) heard a staff presentation on the proposed Mobility Plan and Mobility Fee. Following that meeting, stakeholder outreach, municipality presentations, and updates to the plan have taken place. Feedback included a recommended revision to mobility fee districts, modifications to the corridor maps, further definition of land use categories and mixed-use designations, request to consolidate the number of residential and office categories, request to designate a minimum level of funding for bicycle and pedestrian improvements, further clarification of the connection with existing transit, bicycle, pedestrian and roadway plans, request to provide further detail of roadway cross-sections and request for additional information of how the fees will impact existing permits.

### **RELEVANT PRIOR BOARD ACTION:**

1. March 20, 2013 – The Board authorized the County Administrator to submit the State required Evaluation and Appraisal Notification letter to the Florida Department of Economic Opportunity by April 2013, advising that the County will amend the Comprehensive Plan to address Statutory changes and revisions to existing Goals, Objectives, and Policies (5-0 vote).

2. February 12, 2014 – The Board adopted Ordinance No. 2014-014, approving an amendment to Ordinance No. 89-97, as amended and codified in Chapter 70, Article III of the County Code, relating to Road Impact Fee Regulations (5-0 vote).

### **ANALYSIS/NEXT STEPS:**

The intent of a mobility plan is to define how a community intends to provide mobility for its residents, businesses and visitors. The intent of a mobility fee is to provide an equitable and efficient way for new development to mitigate its impact and provide the County with a flexible revenue source to fund a multi-modal transportation system to include roadways, sidewalks, bicycle lanes, trails and transit capital. The mobility fee is intended to replace road impact fees.

The planning horizon for the mobility plan is 2035. The plan includes an evaluation of future travel demand between 2015 and the horizon year of 2035, based on the allowable development consistent with the Future Land Use Element and Map. Future multi-modal travel demand is based upon the Sarasota-Manatee Metropolitan Planning Organization (MPO) travel demand model and the application of a personal miles of travel factor obtained from the 2009 U.S. Household Travel Survey to account for all travel by walking, bicycling, transit and motor vehicles.

The County is currently updating the Comprehensive Plan. Based upon feedback from the community, there are land use and transportation planning elements that need to be evaluated in further detail as the County transitions to a multi-modal transportation system and seeks to encourage infill development and redevelopment. In addition, the replacement of the current transportation concurrency system and its application at Land Use amendments, Rezoning, and Development Review will require additional review and discussion as the Comprehensive Plan is updated.

With the community feedback received and the accelerated time frame for the update of the Comprehensive Plan now initiated, the mobility plan portion of the Technical Report has been restructured to include land use, transportation and concurrency recommendations for further discussion and consideration prior to inclusion in the Comprehensive Plan. Recommendations include elements to encourage infill and redevelopment; mobility standards intended to guide planning for bicycle, pedestrian, transit and motor vehicle facilities; policies for design of Complete Streets and guidance for revisions to transportation concurrency; as well as consistency with transit plans, the Bicycle and Pedestrian Plan, the Trails Master Plan and the MPO Long Range Transportation Plan.

The mobility plan is based on a future corridors map and the accommodation of multiple modes of travel that is comprised of two different corridor types: mobility and multi-modal. Mobility corridors are new two lane and four lane roads or the widening of existing roads from two to four lanes and four to six lanes. Mobility corridors will be designed in accordance with Complete Street concepts that will include a mixture of sidewalks, multi-use paths, trails, bicycle lanes and vehicular travel lanes. Multi-modal corridors will also be designed in accordance with Complete Street concepts, but will not include any additional vehicular travel lanes. Multi-modal improvements will include a mixture of bicycle lanes, bicycle racks, sidewalks, multi-use paths, trails, transit stops, transit pullout bays, transit vehicles, vehicular turn lanes and roundabouts.

The mobility fee is a hybrid of an improvements based fee and a consumption based fee. The multi-modal improvements identified on the future corridors map provide the basis for the mobility fee in the County. Any municipalities that opt-in to collect the mobility fee, will have the flexibility to fund and

prioritize multi-modal transportation improvements and determine the number of lanes to be added to a mobility corridor or the types of improvements to be added to a multi-modal corridor. The mobility fee is calculated based on the number of miles of multi-modal capacity needed to serve future travel demand and the amount of that multi-modal capacity that will be consumed by new development. The multi-modal capacity is based on average capacities of multi-modal facilities and the average cost per mile to construct those facilities.

The mobility fee schedule is divided into three subcategories: (1) mobility fee, (2) mixed-use, and (3) urban infill. The mobility fee category is a fully calculated fee with no adjustments for internal capture or reduced trip lengths and will apply to areas outside of designated urban infill areas. The mixed-use category will reflect a 25% reduction in trips due to an internal capture reduction factor. The urban infill category will reflect a 25% reduction in trips due to community capture and will also factor in reduced trip lengths.

During the community outreach period, feedback was provided on the underlying mobility fee calculations, the variables used in the analysis and the credits for existing revenue sources. In addition to changes to the land uses in the schedule, updates made to the calculations, cost estimates and data based on feedback received resulted in an increase in the calculated fee of roughly 4% from the data included in the March 31<sup>st</sup>, 2015 analysis.

There will be a total of three mobility fee districts in the unincorporated area: North, Central and South. The north district will be all areas north of Clark Road. The central district will be all areas between Clark Road and the northern limits of the Cities of Venice and North Port. The south district will be all areas south of the northern city limits. The mobility fees can only be spent on multi-modal improvements within the specific district in which they are collected.

The mobility fee will, at a minimum, be implemented within unincorporated Sarasota County. The Town of Longboat Key, City of North Port, and City of Venice will each also constitute a separate mobility fee service district in which the mobility fee can be implemented through interlocal agreements. Each of those municipalities has expressed an interest in the mobility fee as a replacement of the County's road impact fee they currently collect. Should the municipalities elect to opt-in, following adoption of the proposed Mobility Fee Ordinance, they will need to enter into an amended Interlocal Agreement with the County regarding the collection of these fees. The amended Interlocal Agreements will need to be in place prior to the effective date of the Mobility Fee Ordinance. Florida Statutes requires a 90-day implementation period between the adoption of a new fee that is higher than existing fees and the effective date of the fee. Staff is recommending that the effective date be January 1, 2016.

The Mobility Fee Ordinance includes additional policy changes to be considered by the Board. These include: 1) extending the refund period applicable to the use of mobility fees within a District from five years to ten years; 2) revising the Gross Floor Area definition to allow for fees to be assessed on an unenclosed area which has been deemed to create an impact with the Principal Use; and 3) allowing for collection of impact fees on the expansion and rebuild of a residential dwelling unit, should it increase the size of the dwelling unit. Following adoption of the Mobility Fee Ordinance, changes will be brought back to the Board replicating this language in the other Impact Fee Ordinances.

Should the Board authorize advertisement of a Mobility Fee Ordinance with a recommended effective date of January 1, 2016, applicants will have roughly six months to apply for a building permit. Any

applicant that applies for a building permit prior to January 1, 2016, will pay the current adopted road impact fee. Any building permit applied for after January 1, 2016, will be required to pay the mobility fee, if adopted. In limited instances, the mobility fee for developments within urban infill areas may be less than the current road impact fee. In those instances, an applicant that has received a building permit or is applying for a new permit prior to January 1, 2016, can request that they be assessed the lower mobility fee.

At the time the Board considers adoption of the mobility fee ordinance; staff will also present and seek authorization to advertise a draft ordinance that will address the logistical phase out of the road impact fees.

**STAFF RECOMMENDATION(S):**

Staff recommends approval to authorize advertisement of a public hearing scheduled on September 8, 2015.

**FUNDING:**

N/A

**ATTACHMENTS:**

1. Mobility Fee Ordinance
2. Sarasota County Mobility Plan and Fee Technical Report
3. Mobility Fee Presentation
4. Article III, Chapter 70, Road Impact Fee