ALACHUA COUNTY
DEPARTMENT OF GROWTH MANAGEMENT
10 SW 2nd Avenue • Third Floor • Gainesville, Florida 32601-6294
Zoning (352) 374-5244 • Building (352) 374-5243
Fax (352) 491-4510 • Suncom 651-5244
Home Page: http://growth-management.alachua.fl.us

Rick Drummond, AICP
Director
Growth Management

Richard Wolf
Assistant Director
Growth Management

Carol Hurst
Building Official

Benny Beckham
Zoning Administrator

Steven Lachnicht, AICP
Principal Planner
Development Services

Ken Zeichner, AICP
Principal Planner
Comprehensive Planning

Tom Webster
Housing Programs Manager

Juna Papajorgji
GIS Manager

DATE: March 13, 2008

TO: Marlie Sanderson,
Director Gainesville MTPO

RE: Presentation of the Long Term Concurrency Management System

Dear Marlie:

The Alachua County Board of County Commissioners has directed Staff to present the Long Term Concurrency Management System to the Gainesville MTPO Board, TAC, CAC, BPAB and Plan East Gainesville subcommittee. The intent of the presentation is to solicit feedback from the Gainesville MTPO Board and the various committees. Staff request that any recommendations be provided in writing. A presentation of the Long Term Concurrency Management System will be made to a number of stakeholder groups and will also be presented to the public through a series of three (3) public workshops to be held within the western portions of Alachua County. The responses from the stakeholder groups, the public, and the MTPO Board and its committees will be presented to the Board of County Commissioners for their review and direction on the development of a comprehensive plan amendment for the adoption of the Long Term Concurrency Management System.

The 2005 amendments to Florida's growth management legislation directed local governments to enact concurrency management ordinances by December 1, 2006, that allow for "proportionate share" contributions from developers toward concurrency requirements (§163.3180(16), Florida Statute). The legislation also enabled local governments to adopt a ten (10) year Long Term Concurrency Management System to address roadways with a lack of vehicular capacity.

The previous concurrency legislation required all roadways capacity projects to be fully funded and commence construction within a five (5) year period identified in an adopted Capital Improvements Program. Since much of the land in Alachua County is publicly owned and our community has a slower rate of growth compared with other parts of the state, the ability to collect enough revenue to fully fund and construct roadway capacity projects is limited. The development of a Long Term Concurrency Management System would provide the County with additional time to collect the necessary revenues to construct the capacity needed to ensure that adopted level of service standards are achieved. The amended concurrency legislation requires that all local governments, by December 2008, adopt a financially feasible Plan for addressing transportation concurrency.

Growth Management Staff, in conjunction with Staff from the Public Works Department, has spent the last year developing a Long Term Concurrency Management System to ensure the Comprehensive Plan will include a finically feasible Capital Improvements Element for transportation prior to the December 2008 deadline.

The development of the Long Term Concurrency Management System (LTCMS) required an evaluation of roadways within Alachua County that are either over capacity or will be over capacity in the near future due to existing traffic volumes, anticipated traffic volumes due to trip reservations for approved developments and long-term trip reservations for planned developments. The evaluation consisted of determining the capacity needed to ensure that roadways would operate at the adopted level of service (LOS) standard.

The overall focus in evaluating the various roadway capacity alternatives was the development of an interconnected transportation network that will accommodate all modes of travel within the existing urban area boundary. Emphasis was placed on roadway corridors that would: (1) make the most efficient use of existing underutilized roadway capacity, (2) address concurrency issues on multiple roadways, (3) limit right-of-way acquisition needs and (4) minimize impacts to the environment, business and residential developments. The document titled Roadway Corridor Alternatives & Priority Analysis provides specific details on the various roadway alternatives

evaluated by Staff. The analysis identifies the recommended Staff alternative. Based on input received from the stakeholder groups, the MTPO and the public, the Board of County Commissioners may select a roadway project that differs from Staff's recommendation.

As part of the Long Term Concurrency Management System, Staff has identified a future Bus Rapid Transit (BRT) corridor plan that identifies corridors where bus only dedicated lanes should be constructed to accommodate a future transit network for western Alachua County. The dedicated lanes would be constructed in conjunction with proposed developments and the construction of new roadways or widening of existing roadway corridors. The continued development of the BRT network will potentially require significant changes to activity center policies and potentially the development of new activity centers. The conversion of activity centers into Transit Oriented Development (TOD)'s would be needed in order to provide the density and support services to make a BRT network feasible. Staff has requested direction from the BOCC on the continued development of a BRT network and substantive changes to existing land use policies to create Transit Orientated Development (TOD) policies that could support a dedicated transit network. There are several pending large scale developments and DRI's along the I-75 corridor that if coordinated properly could result in the development of a BRT network with dedicated lanes and high-frequency transit service well before the 2020 LTCMS time horizon.

The total projected cost in 2008 dollars for the Long Term CMS is $82.6 million dollars. This figure does not include the cost estimate from the SW 62nd Blvd PD& E study currently being undertaken or the round-a-bouts on Tower Road. The projected impact fee revenue to be paid by already approved development is $60.5 million. Staff believes that the additional revenue needed to fund the identified capacity projects would be addressed through proportionate fair-share contributions paid by future developments.

The adoption of a Long Term Concurrency Management System (LTCMS) would demonstrate that the County has a finically feasible plan to address transportation concurrency, as required by state statue. In addition, the adoption of a Long Term Concurrency Management System

(LTCMS) would provide applicants for development an opportunity to proceed under certain conditions, notwithstanding the failure of transportation concurrency, by contributing their share of the cost of improving the impacted transportation facility. The Long Term Concurrency Management System (LTCMS) provides the County with additional time to collect the necessary revenue and to fund and construct the required roadway capacity to ensure that roadway level of service standards are achieved.

Staff request comments and recommendations from the Gainesville MTPO Board and the various MTPO committees on the Long Term Concurrency Management System. Staff request that any recommendations be provided in writing. Staff will present the recommendations to the Alachua County BOCC prior to proceeding with a Comprehensive Plan Amendment. If you have any further questions or would like to set up a meeting to discuss this matter further, I can be reached via email at jbpaul@alachuacounty.us or telephone at 352-264-6971.

Sincerely,

Jonathan B. Paul

Jonathan B. Paul, AICP, MA^2
Alachua County – Growth Management Department
Concurrency & Impact Fee Manager

ALACHUA COUNTY
DEPARTMENT OF GROWTH MANAGEMENT
OFFICE OF CODES ENFORCEMENT

120 South Main Street • First Floor • Gainesville, Florida 32601-6294
Zoning (352) 374-5244 • Building (352) 374-5243
Fax (352) 491-4510 • Suncom 651-5244
Home Page: www.co.alachua.fl.us

Rick Drummond, AICP
Director
Growth Management

Richard Wolf
Assistant Director
Growth Management

Carol Hurst
Building Official

Benny Beckham
Zoning Administrator

Steven Lachnicht, AICP
Principal Planner
Development Services

Ken Zeichner, AICP
Principal Planner
Comprehensive Planning

Tom Webster
Housing Programs Manager

Juna Papajorgji
GIS Manager

February 13th, 2008

MEMORANDUM

TO: Mr. Randall H. Reid
County Manager

FROM: Jonathan B. Paul, AICP
Transportation Planning Manager / Impact Fee Administrator

CC: Rick Drummond
Assistant County Manager /Director of Growth Management

SUBJECT: Bus Rapid Transit (BRT) & Transit Oriented Development

---

In conjunction with the Proposed Long Term Concurrency Management System (LCTMS), Staff is seeking direction to further develop a Bus Rapid Transit (BRT) network and draft Comprehensive Plan policies which would allow for Transit Oriented Development (TOD) and would replace the policies which relate to Transportation Concurrency Exceptions for Projects that Promote Public Transportation (TCEPPT).

The TOD policies would relate to the proposed Bus Rapid Transit (BRT) corridors which are included in the LTCMS packet. Additionally, the policies would lay out the ability for Proportionate Fair Share Contributions to be used towards transit projects. Policies regarding transit frequency, length of transit service, construction of dedicated transit lanes and multi-modal trails beyond the property boundary would be varied based on the size of the development and its transportation impact. The current TCEPPT language treat all development equal, regardless if the project generates 100 peak hour trips or 1,000 peak hour trips. The larger the project, the more significant the impact to the transportation system. The following are examples of policies that would reflect the following TOD principles amongst others:

- Development shall be in accordance with fundamental urban design principles commonly referred to as 'new urbanism'. Both vertical and horizontal mixing of uses is required. A minimum of fifty (50) percent of all non-residential structures shall be vertically mixed. The entire street frontage of non-residential uses shall be pedestrian oriented with active retail and office uses.

- Development shall be in the form of a single mixed-use planned development.

- Development shall be designed to support multi-modal access and to encourage pedestrian, bicycle and public transit use. Multi-modal paths shall be provided through the development. There shall be separate dedicated bus rapid transit lanes constructed through the development that connect with the regional system and provide transit accessibility to non-residential and residential portions of the development. Dedicated bus facilities beyond the project boundary may be required depending upon the transportation impact of the development.

- There shall be transit stops within a 1/2 mile walk from residences, businesses and offices.

- There shall be requirements for structured and shared parking, with developments generating more than a to be determined number of peak hour trips being required to provide a minimum of fifty (50) percent of required parking in parking structures.

- Public transit shall be provided with a maximum of 15 minute peak hour headways and 25 minute non-peak headways, in order to provide a realistic alternative to automobile usage. Transit frequency shall increase based upon the size and impact of the development.

- Non-residential structures should not exceed 50,000 square feet per floor. Large scale retail uses greater than 50,000 square feet are permitted if parking is provided in structure parking, the primary entrance fronts a public roadway, and the entire frontage and sides of the store along public streets shall be surrounded with retail, office and civic uses oriented towards pedestrians.

- Single-family detached units shall be no more than 10% of the total housing units.

- A transit shelter or a station shall be provided on the public transit line of sufficient size to accommodate the persons expected to live, work and shop within the project boundaries.

- Based upon a to be determined peak hour threshold, a network of multi-use trails shall extend out at least two (2) miles along major roadway corridors from the development to provide multi-modal access to the BRT station.

- Auto oriented uses shall be discouraged with specific design criteria established for drive-thru uses.

- Transit Oriented Development (TOD) shall strive to be carbon neutral.

ALACHUA COUNTY
2020

LONG TERM
CONCURRENCY
MANAGEMENT
SYSTEM

ROADWAY CORRIDOR
ALTERNATIVES & PRIORITIES
ANALYSIS

The development of the Long Term Concurrency Management System (LTCMS) required an evaluation of roadways within Alachua County that are either over capacity or will be over capacity in the near future due to existing traffic volumes, anticipated traffic volumes due to trip reservations for approved developments and long-term trip reservations for planned developments. The evaluation consisted of determining the capacity needed to ensure that roadways would operate at the adopted level of service (LOS) standard. The Alachua County Comprehensive Plan encourages the development of an interconnected roadway network that provides multiple transportation route alternatives. While widening existing roadways was evaluated, emphasis was placed on identifying feasible parallel roadways.

The standard approach utilized by communities across the state for multi-lane roadways is to widen existing roadways to six (6) lane and eight (8) lane facilities. For existing four (4) lane roadways, Growth Management and Public Works staff are recommending parallel roadway corridors as opposed to widening a roadway to six (6) lanes. In some instances, Staff determined that the widening of an existing roadway from two (2) to four (4) lanes was the most appropriate alternative. In other instances, pursuing the creation of multi-modal transportation districts (MMTD) where priority is given to pedestrian, bicycle and transit mobility is the recommended alternative.

The overall focus in evaluating the various alternatives was the development of an interconnected transportation network that will accommodate all modes of travel within the existing urban area boundary. Emphasis was placed on roadway corridors that would make the most efficient use of existing underutilized roadway capacity, addressed the concurrency issues on multiple roadways, limited right-of-way acquisition needs and minimized impacts to the environment, business and residential developments.

The roadway corridors alternative and priority analysis has been utilized to develop the draft Long Term Concurrency Management System (LTCMS). The adoption of a LTCMS and inclusion of the recommend roadways in a Capital Improvements Program (CIP) would enable development to meet its concurrency obligations through

contributing a proportionate fair-share of the cost to construct the identified capacity projects or constructing one of the capacity projects included in the CIP.

The following are the identified roadway corridors and alternatives evaluated based on the roadway corridors that are currently over capacity, those that are over capacity due to reserved trips from approved development and those roadway corridors that have utilized over 90% of the available roadway capacity (roadways are not in a ranked order).

Roads presently operating below LOS Standard (over capacity)

1. **SW 20th Avenue from SW 62nd Blvd to SW 34th Street**
2. **Newberry Road (SR 26) from SW 8th to I-75**

Roads operating below LOS Standard with reserved trips

3. **Archer Road (SR 24) from SW 34th to I-75**
4. **Newberry Road (SR 26) from I-75 to CR 241 (NW 143rd)**
5. **Archer Road (SR 24) from I-75 to Tower Road (SW 75th)**
6. **Archer Road (SR 24) from Tower Road (SW 75th) to SW 91st**
7. **NW 23rd Avenue from NW 98th to NW 55th**
8. **Tower Road (SW 75th) from Archer Road (SR 24) to SW 8th Ave**

Roads operating between 90 - 99 % of capacity with reserved trips

9. **NW 83rd Street from NW 39th (SR 222) to NW 23rd**
10. **SW 20th Avenue from SW 61st to SW 62nd Blvd (Over I-75)**
11. **Williston Road (SR 121) from SW 62nd Ave to I-75**
12. **NW 39th Avenue (SR 222)** from I-75 to NW 83rd Street

The following are the roadway corridors, the alternatives evaluated and Growth Management and Public Works Staff recommended capacity projects. In some instances, viable alternatives were not feasible and only one recommendation to address capacity issues was identified. Alternative 1 for each roadway corridor represents Staff's recommendation.

1. SW 20th Avenue from SW 62nd Blvd to SW 34th Street

Alternative 1: (Staff Recommended)

- Implement outcomes from PD&E Study
- Identify an interconnected roadway network
- Adopt a Multi-Modal Transportation District (MMTD) in conjunction with the City of Gainesville and the Urban Village plan

Alternative 2:

- Widen from two (2) lanes to four (4) lanes with the possibility that two of the lanes would be dedicated to bus rapid transit (1.63 miles)

Alternative 3:

- Extend SW 62nd Blvd from SW 20th to SW 43rd (two (2) lane road)
- Full median and signalization at SW 24th and SW 34th and intersection modification and removal of the traffic signal at SW 34th and Windmeadows Blvd.

Alternative 4:

- Hull Road extension from SW 34th to SW 43rd (two (2) lane road)
- Widen SW 20th from Hull Road Extension to SW 62nd Blvd (2 to 4 lanes)

2. Newberry Road (SR 26) from SW 8th to I-75

- Adopt a Multi-Modal Transportation District (MMTD) with City of Gainesville
- Add turn lanes at I-75 Interchange

3. Archer Road (SR 24) from SW 34th to I-75

- Adopt a Multi-Modal Transportation District with the City of Gainesville
- Add turn lanes at I-75 Interchange

4. Newberry Road (SR 26) from I-75 to CR 241 (NW 143rd)

Alternative 1: (Staff Recommended)

- Extend SW 8th Ave from SW 122nd to SW 143rd as two (2) lane (.6 miles)
- Extend SW 8th Ave from East of Tower Road to SW 24th Ave as two (2) lane (.3 miles) Upgrade SW 63rd Street and SW 63rd Street/SW 24th Ave intersection (.5 miles)
- Upgrade SW 143rd from SW 8th to Newberry Road (SR 26) (.6 miles)
- Add turn lanes at major intersections on Newberry Road

Alternative 2:

- Extend NW 23rd from NW 98th to CR 241 (NW 143rd) as two (2) lane (3.15 miles)
- Add turn lanes at major intersections on Newberry Road

Alternative 3:

- Widen NW 39th Ave from NW 98th to CR 241 (2 to 4 lanes)
- Add turn lanes at major intersections on Newberry Road

Alternative 4:

- Widen from a four (4) lane divided road to a six (6) lane divided road
- Add turn lanes at major intersections on Newberry Road

5. Archer Road (SR 24) from I-75 to Tower Road (SW 75th)

Alternative 1: (Staff Recommended)

- Widen Williston Road (SR 121) from I-75 to SW 63rd (2 to 4 lanes) (.75 mi)
- Pave SW 85th Ave from SW 75th to Williston Road (SR 121)
- Add turn lanes at major intersections on Archer Road

Alternative 2:

- Construct SW 47th/57th Way from Archer Road to SW 75th as two (2) lane
- New overpass at I-75 and SW 24th with collector roadway to Archer Rd
- Re-align SW 41st Blvd. (Fred Bear Drive) at Archer Road west to SW 45th
- Add turn lanes at major intersections on Archer Road

Alternative 3:

- Widen from four (4) lanes to six (6) lanes
- Add turn lanes at Archer Road / I-75 Interchange

6. Archer Road (SR 24) from Tower Road (SW 75th) to SW 91st

Alternative 1: (Staff Recommended)

- Widen from two (2) lanes to a four (4) lanes

Alternative 2:

- Extend SW 85th from SW 75th to SW 91st Street Extension (2 lanes)
- Extend SW 91st from Archer Road (SR 24) to SW 85th Extension (2 lanes)

7. NW 23rd from NW 98th to NW 55th

Alternative 1: **(Staff Recommended)**

- Widen from two (2) lanes to four (4) lanes
- Add intersection turn lanes

Alternative 2:

- Widen NW 39th Ave from I-75 to NW 43rd (4 lanes to 6 lanes)
- Amend City of Gainesville Comprehensive Plan to allow 6 lane roadway
- Add intersection turn lanes

8. Tower Road (SW 75th) from Archer Road (SR 24) to SW 8th Ave

At this present time, Staff is not recommending that Tower Road be added to the CIP. Tower Road will not be eligible for proportionate share contributions. The potential for development along the corridor is not sufficient to contribute towards the roadway without obligating the County to fund a significant portion of the project. Tower Road is over capacity and a solution for the corridor and a funding source will need to be addressed in the near future.

Alternative 1: **(Staff Recommended)**

- Widen from two (2) lanes to a four (4) lanes

Alternative 2:

- Reconstruct as two (2) lane divided with round-a-bouts

Alternative 3:

- Reconstruct SW 63rd as two (2) lanes from Archer Road to SW 41st Place
- Extend SW 63rd from SW 41st Place to SW 24th as two (2) lane roadway

Roads operating 85 - 95 % of LOS Standard w/ reserved trips

9. NW 39th Avenue (SR 222) from I-75 to NW 83rd Street

Alternative 1: (Staff Recommended)

- Widen NW 23rd from NW 83rd to NW 55th to four (4) lanes
- Add turn lanes at major intersections

Alternative 2:

- Widen from four (4) lanes to six (6) lanes from I-75 to NW 83rd Street
- Add turn lanes at major intersections on NW 39th

10. Williston Road (SR 331) from SW 62nd Ave to I-75

Alternative 1: (Staff Recommended)

- Widen from two (2) lane to four (4) lanes
- Add intersection turn lanes

Alternative 2:

- Construct SW 47th/57th Way from Archer Road to SW 75th as two (2) lane
- New overpass at I-75 and SW 24th with collector roadway to Archer Rd
- Re-align SW 41st Blvd (Fred Bear Drive) at Williston Road west to SW 35th Way
- Add turn lanes at major intersections on Archer Road

Alternative 3:

- Widen Archer Road (SR 24) from four (4) lanes to six (6) lanes
- Realign SW 41st Blvd (Fred Bear Drive) west to align with SW 45th Street
- Add turn lanes at Archer Road / I-75 Interchange

11. NW 83rd from NW 39th (SR 222) to NW 23rd

- Widen from two (2) lanes to four (4) lanes
- Add intersection turn lanes

12. SW 20th from SW 61st to SW 62nd Blvd/SW 52nd Street intersection just east of I-75 (Over I-75)

- Widen from two (2) lane to four (4) lanes
- Add intersection turn lanes

Long Term Concurrency Management System

WHAT IS A LONG TERM CONCURRENCY MANAGEMENT SYSTEM?

- PLAN TO ADDRESS TRANSPORTATION CONCURRENCY
- 10 – 15 YEAR HORIZON
- ENABLES PROPORTIONATE SHARE MITIGATION
- ADOPT INTO COMPREHENSIVE PLAN
- FUNCTIONS AS A CAPITAL IMPROVEMENT PROGRAM
- MUST BE FINANCIALLY FEASIBLE
- ADDRESS DEVELOPMENT IMPACT IN URBAN AREA

WHY DO WE NEED A LONG TERM CONCURRENCY MANAGEMENT SYSTEM?

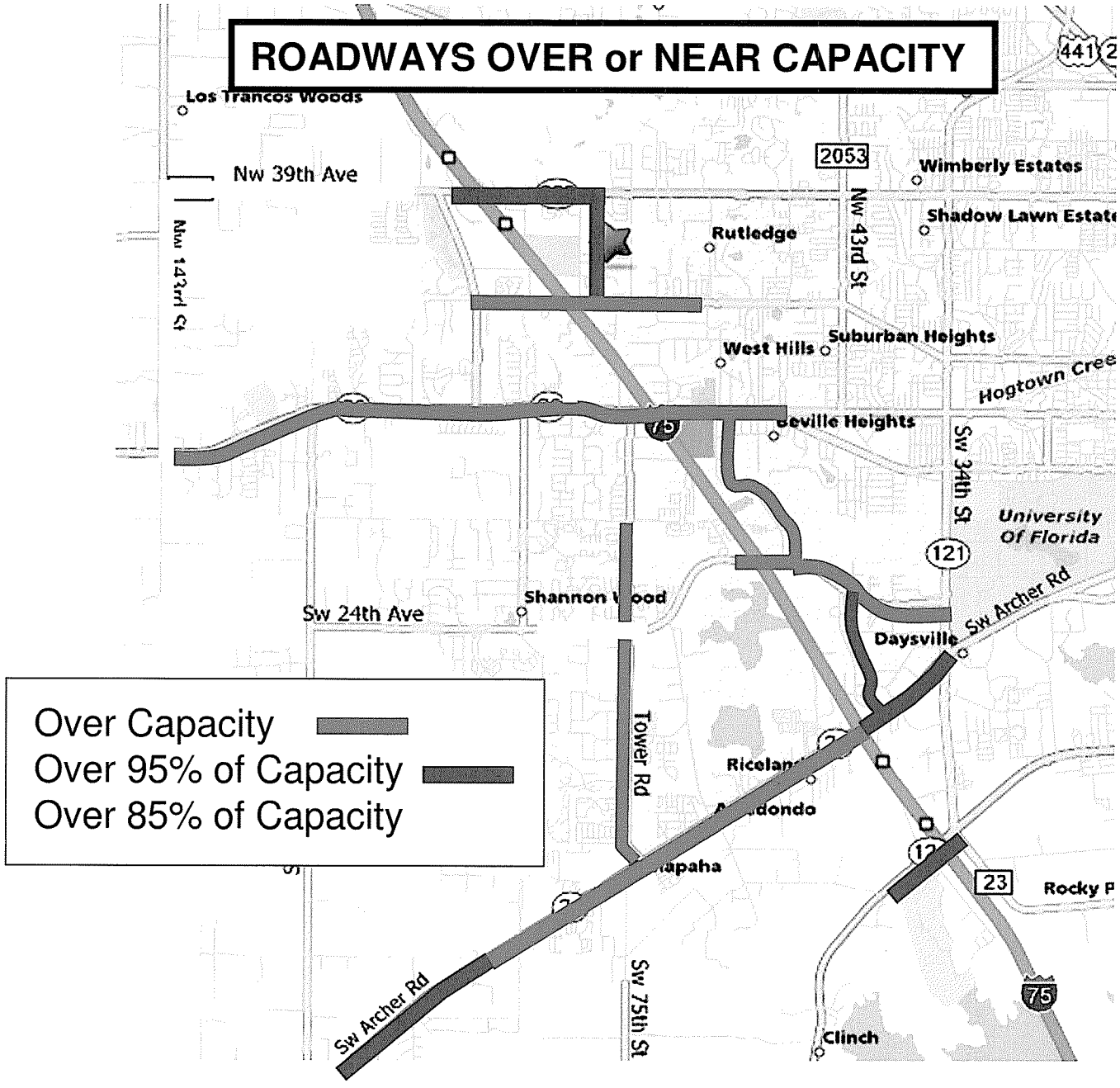
- STATE STATUTE FINANCIAL FEASIBILITY REQUIREMENTS
- COMPREHENSIVE PLAN LOS STANDARDS
- CURRENT ROADWAYS OVER or NEAR CAPACITY
- SOME DEVELOPMENTS ARE CURRENTLY STOPPED
- COMP PLAN ALLOWS DEVELOPMENT IN URBAN AREA
- ENABLE PROPORTIONATE FAIR-SHARE MITIGATION
- SOUND TRANSPORTATION PLANNING

WHAT IS PROPORTIONATE FAIR-SHARE TRANSPORTATION MITIGATION?

- Option to meet Transportation Concurrency
- Proportionate share of cost for new capacity
- Equitable way to address Concurrency
- Road may "temporarily" operate below LOS
- Reduces potential for moratorium

OVER CAPACITY CORRIDORS

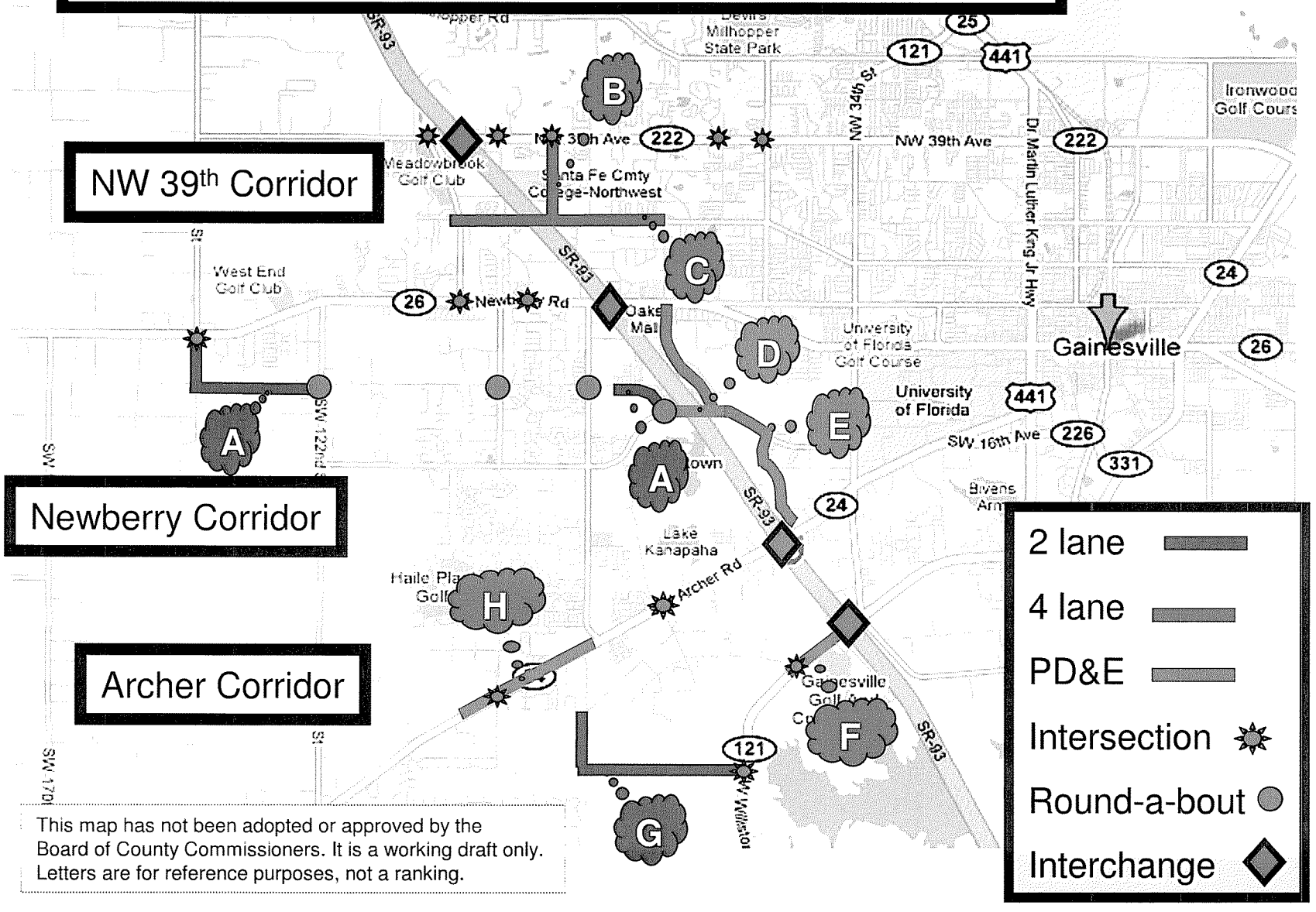
- NEWBERRY ROAD (SR 26)
- ARCHER ROAD (SR 24)
- NW 39th AVENUE (SR 222)
- WILLISTON ROAD (SR 121)
- SW 34th (SR 121)
- NW 23rd AVENUE
- NW 83rd AVENUE
- TOWER ROAD (SW 75th)
- SW 20th AVENUE


ROADWAYS OVER or NEAR CAPACITY
Los Trancos Woods
Nw 39th Ave
Nw 143rd Ct
2053
Wimberly Estates
Nw 43rd St
Rutledge
Shadow Lawn Estate
West Hills
Suburban Heights
Hogtown Cree
75
Sw 34th St
University Of Florida
121
Sw 24th Ave
Sw Archer Rd
Daysville
Tower Rd
Sw 75th St
23
Rocky P
Clinch
Over Capacity
Over 95% of Capacity
Over 85% of Capacity

ALTERNATIVES & PRIORITIES ANALYSIS

- IDENTIFY UNDER UTILIZED CAPACITY
- INTERCONNECTED ROADWAY NETWORK
- SERVE MULTIPLE ROADWAY CAPACITY NEEDS
- RIGHT-OF-WAY AVAILABLE
- MINIMIZE IMPACT
- PROPORTIONATE FAIR-SHARE CONTRIBUTION
- FINANCIALLY FEASIBLE!!!

LONG TERM CONCURRENCY MANAGEMENT SYSTEM - STAFF RECOMMENDATIONS



This map has not been adopted or approved by the Board of County Commissioners. It is a working draft only. Letters are for reference purposes, not a ranking.

LONG TERM CONCURRENCY MANAGEMENT SYSTEM				
Segment Number	**Road Segment**	**Proposed Improvements**	**Segment Length (Miles)**	**2008 COST ESTIMATE (based on 2006 FDOT Cost Plus Inflation)**
A	SW 143rd Street - Newberry (SR 26) to SW 8th	Upgrade, 2 lanes	0.58	$ 547,412
A	SW 8th Avenue, West of Tioga	Extend SW 8th, 2 lanes	0.42	$ 2,227,475
A	SW 8th Avenue, Tioga to 122nd	Extend SW 8th, 2 lanes	1.00	$ 5,302,771
B	NW 83rd Street - NW 39th (SR 222) to NW 23rd	Widen, 4 lanes	1.00	$ 7,862,921
C	NW 23rd Avenue - NW 55th to NW 98th	Widen, 4 lanes, Including Bridge Widening	2.71	$ 24,789,285
D	SW 20th Avenue - SW 61st to SW 62nd	Widen, 4 lanes, Including Bridge Widening	0.54	$ 9,644,234
E	SW 40th / SW 62nd Blvd	Widen, 4 lanes		PD & E Study
F	Williston Road - SW 85th to I-75	Widen, 4 lanes	2.10	$ 15,362,013
G	SW 85th Avenue - Williston (SR 121) to SW 75th	New Construction, 2 lanes	1.84	$ 5,785,650
G	SW 75th Avenue - Brytan to SW 85th	Upgrade, 2 lanes	1.00	$ 942,393
H	Archer Road - SW 75th to SW 91st	Widen, 4 lanes	1.39	$ 10,168,280
Total			12.58	$ 82,632,434

PROJECTED IMPACT FEE REVENUE

- FINAL DEVELOPMENT PLAN APPROVAL

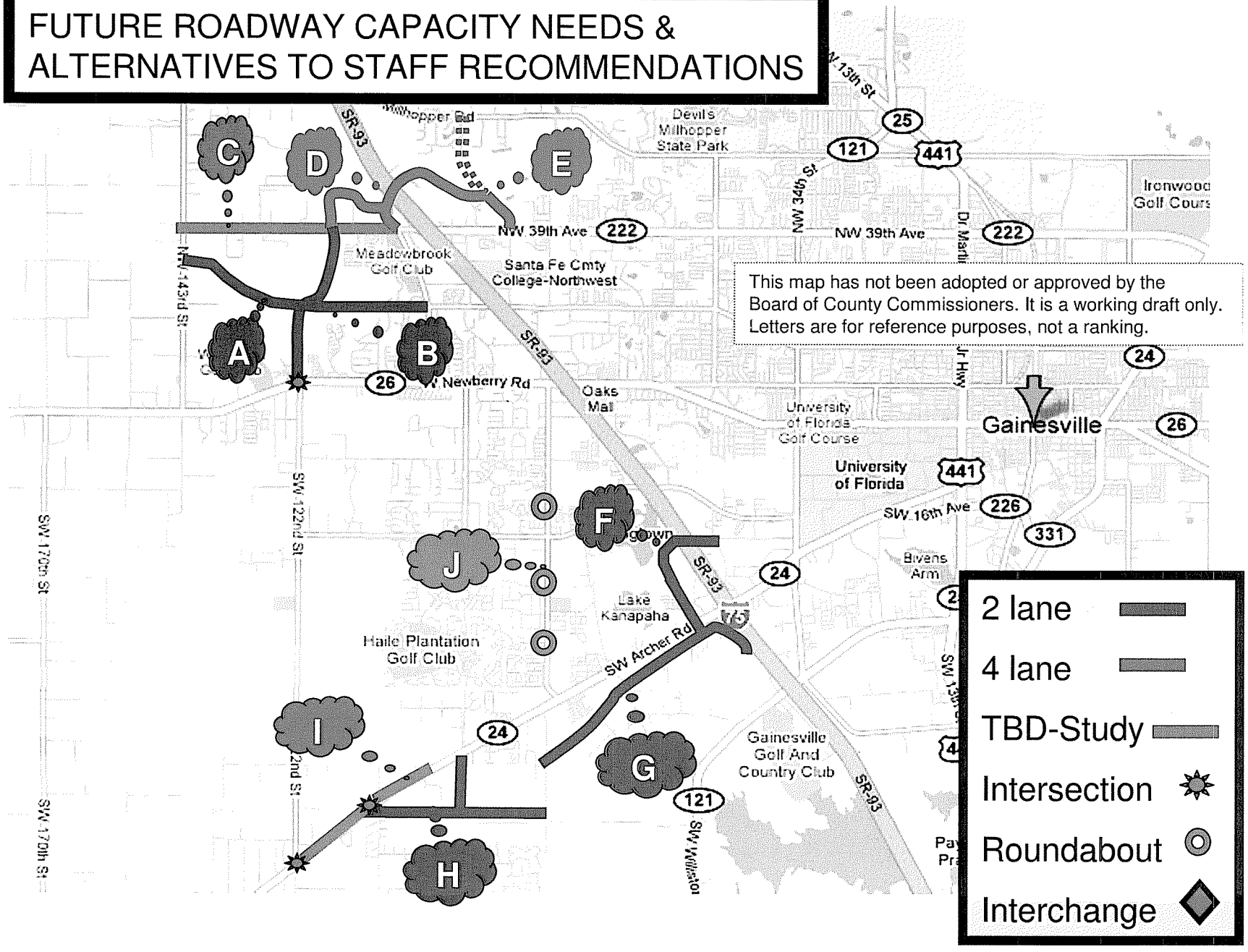
- 5,000 residential units
- 1,000 multi-family / SF attached
- 485K commercial
- 700K office
- 152K industrial
- 120K religious
- 550 hotel rooms

- APPROXIMATELY $60.5 Million

FUTURE CAPACITY NEEDS & POTENTIAL ALTERNATIVES

- COMPREHENSIVE PLAN AMENDMENTS
- URBAN SERVICE AREA EXPANSION
- LARGE POTENTIAL PROJECTS:
  - SPRINGHILLS DRI
  - SANTA FE DRI
  - BUTLER PLAZA DRI
  - NEWBERRY VILLAGE
  - ACTIVITY CENTER EXPANSION
  - NEW ACTIVITY CENTERS
- REGIONAL GROWTH

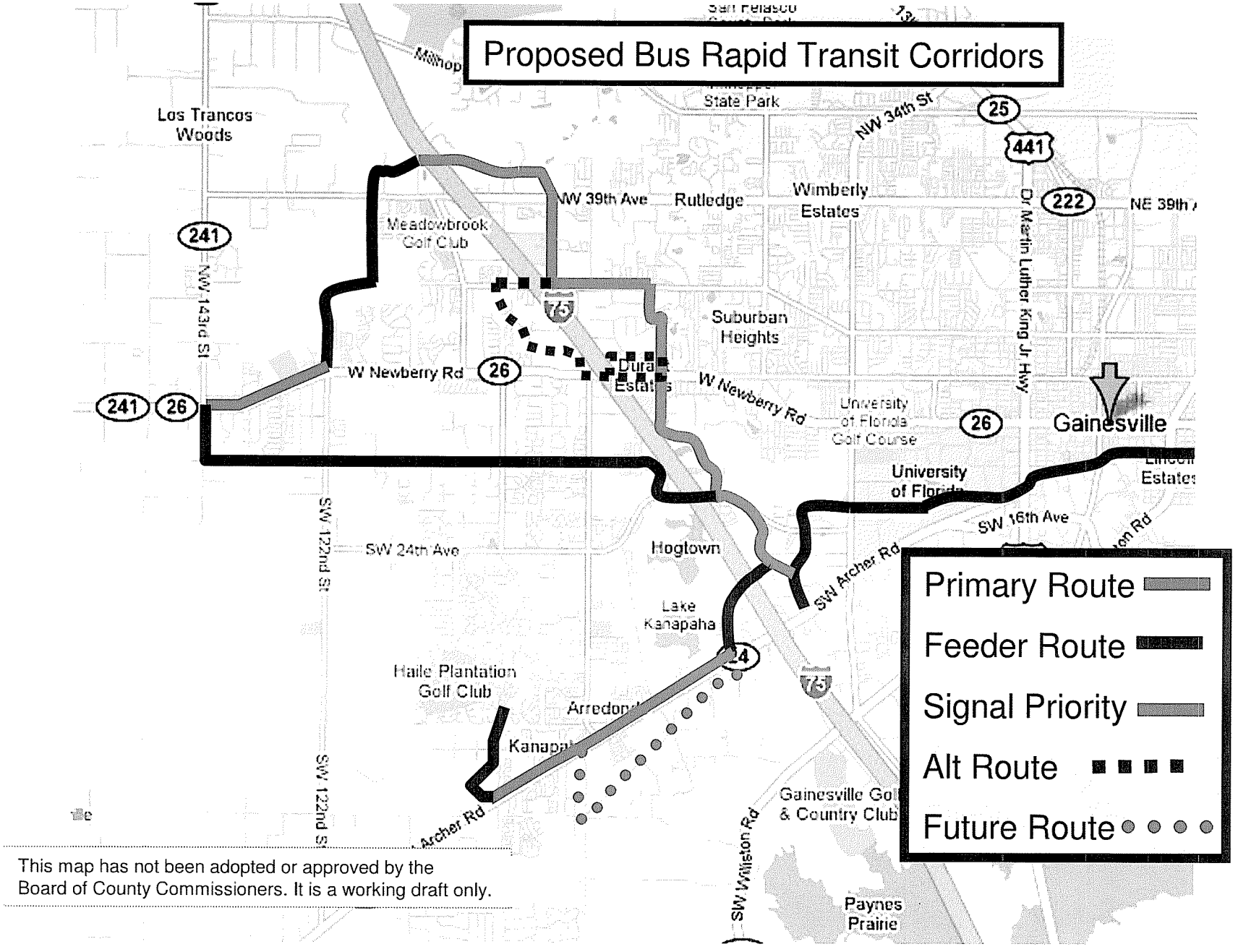
FUTURE ROADWAY CAPACITY NEEDS & ALTERNATIVES TO STAFF RECOMMENDATIONS



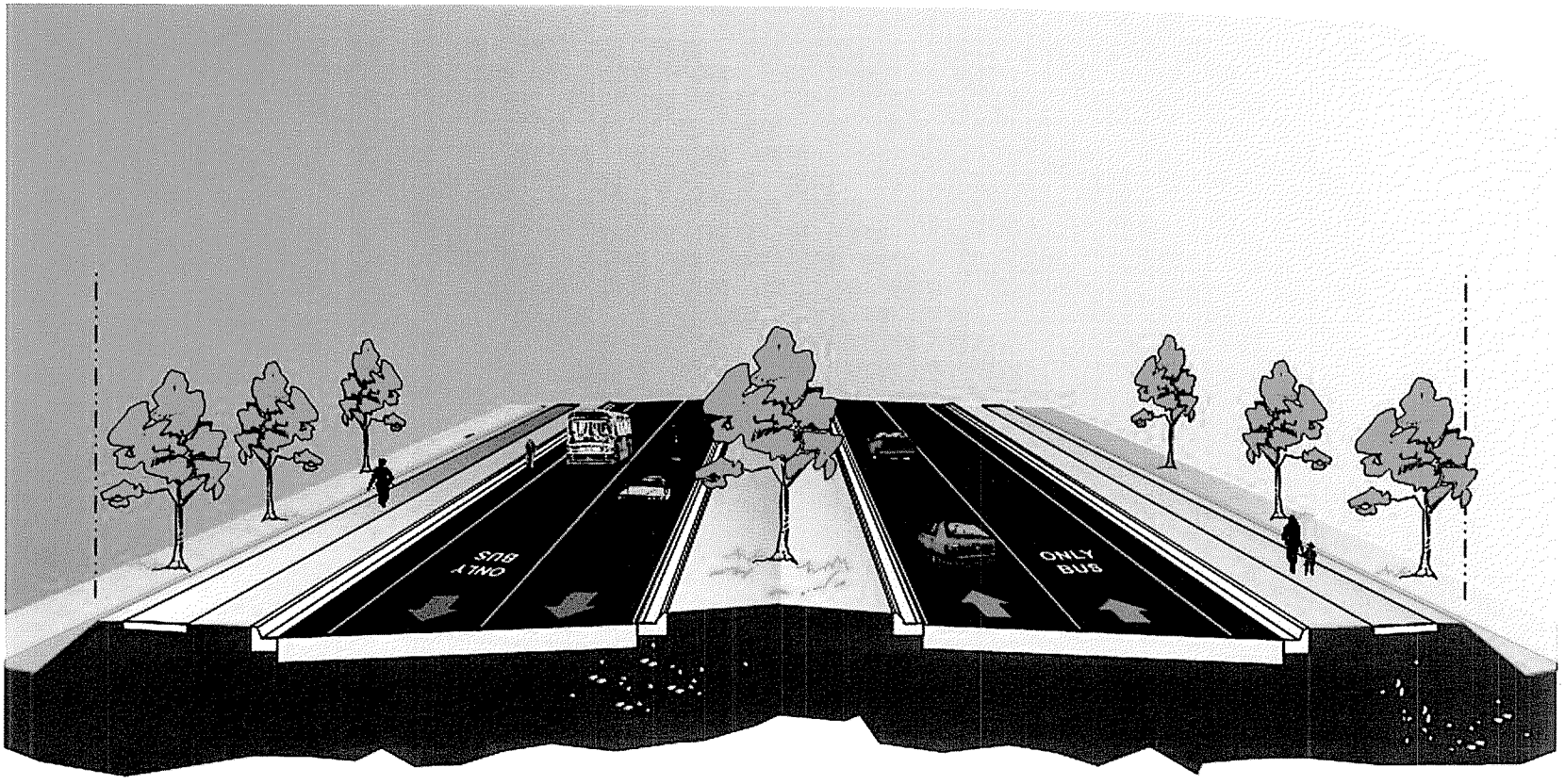
FUTURE ROADWAY CAPACITY NEEDS				
Segment Number	**Road Segment**	**Proposed Improvements**	**Segment Length (Miles)**	**2008 COST ESTIMATE (based on 2006 FDOT Cost Plus Inflation)**
A	NW 23rd Avenue, Extension	Extend NW 23rd, 2 lanes	3.14	$ 16,650,433
B	NW 115th Street	New Construction, 2 lanes	0.50	$ 2,550,137
B	NW 122nd Street	Extend SW 122nd, 2 lanes	1.01	$ 5,100,273
B	NW 115th/122nd, Connector	New Construction, 2 lanes	0.81	$ 4,131,177
C	NW 39th Ave - CR 241 to NW 98th	Widen, 4 lanes	2.6	$ 16,137,513
D	NW 98th Street Extension - NW 39th to NW 83rd Ext	New Construction, 2 lanes with 4 lane bridge		Developer
E	NW 83rd Street Extension	New 2 lane roadway	1.6	$ 8,079,883
F	SW 24th I-75 Bridge - SW 45th to SW 24th	New 4 lane bridge over I-75	0.50	Developer
G	SW 57th Road - SW 75th to SW 63rd	New Construction, 2 lanes	1.40	$ 7,423,434
G	SW 57th Road - SW 63rd to Fred Bear Road	New Construction, 2 lanes	1.60	$ 8,484,878
H	SW 107th Street - Archer Rd (SR 24) to SW 85th	Upgrade, 2 lanes	0.33	$ 1,750,159
H	SW 85th Avenue - SW 107th to SW 91st	New Construction, 2 lanes	0.81	$ 4,294,733
I	Archer Road - SW 91st to SW 122nd	Widen, 4 lanes	2.20	$ 16,093,008
J	Tower Road round-a-bouts	Upgraded, 2 lanes with round-a-bout	3.04	$ 41,500,913
Total			19.54	$ 132,196,539

BUS RAPID TRANSIT (BRT) NETWORK

- NETWORK OF BRT TRANSIT CORRIDORS
- CONSTRUCTED WITH FUTURE PROJECTS
- EMPHASIS ON NORTH-SOUTH ROUTE
- CONNECTS MAJOR DESTINATIONS:
  - SANTA FE DRI
  - SPRING HILLS DRI
  - SANTA FE COMMUNITY COLLEGE
  - NORTH CENTRAL FLORIDA REGIONAL HOSPITAL
  - OAKS MALL
  - STUDENT VILLAGE
  - BUTLER PLAZA
- ROUTES TO JONESVILLE, TOWER / ARCHER, HAILE PLANTATION
- ROUTES TO UF, SHANDS, DOWNTOWN EAST GAINESVILLE



This map has not been adopted or approved by the Board of County Commissioners. It is a working draft only.



Four Lane Urban (Two Dedicated Bus Lanes)

Photo from HNTB

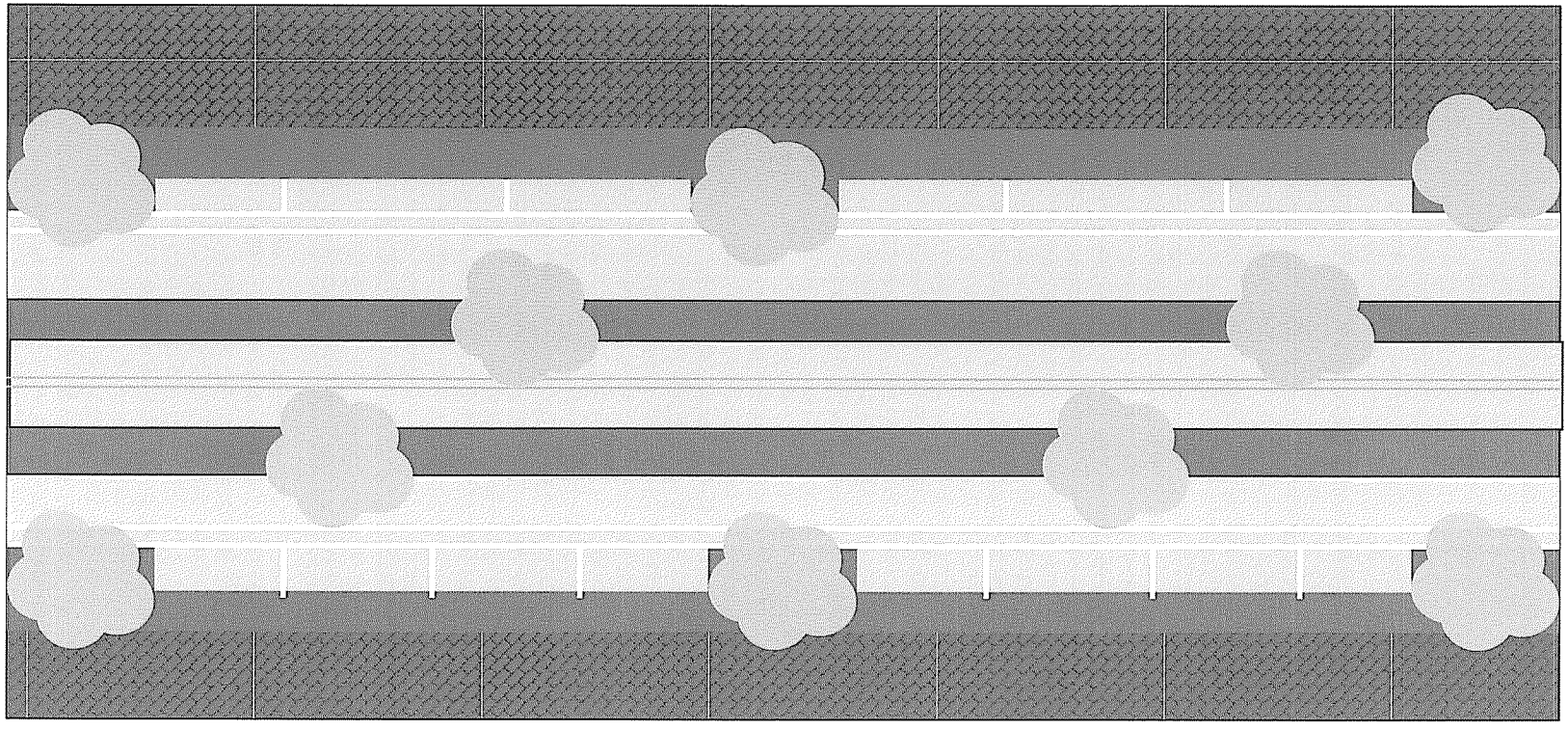
TRANSIT ORIENTED DEVELOPMENT (TOD)

- REVISE PUBLIC TRANSIT EXCEPTION (TCEPPT)
- PROPORTIONATE FAIR-SHARE USE FOR TRANSIT
- TRANSIT ORIENTED DEVELOPMENT (TOD) POLICIES
- CONVERT SOME ACTIVITY CENTERS TO TOD
- SIGNIFICANT INCREASE IN DENSITY & INTENSITY
- LARGE SCALE COMMERCIAL DESIGNED FOR TOD

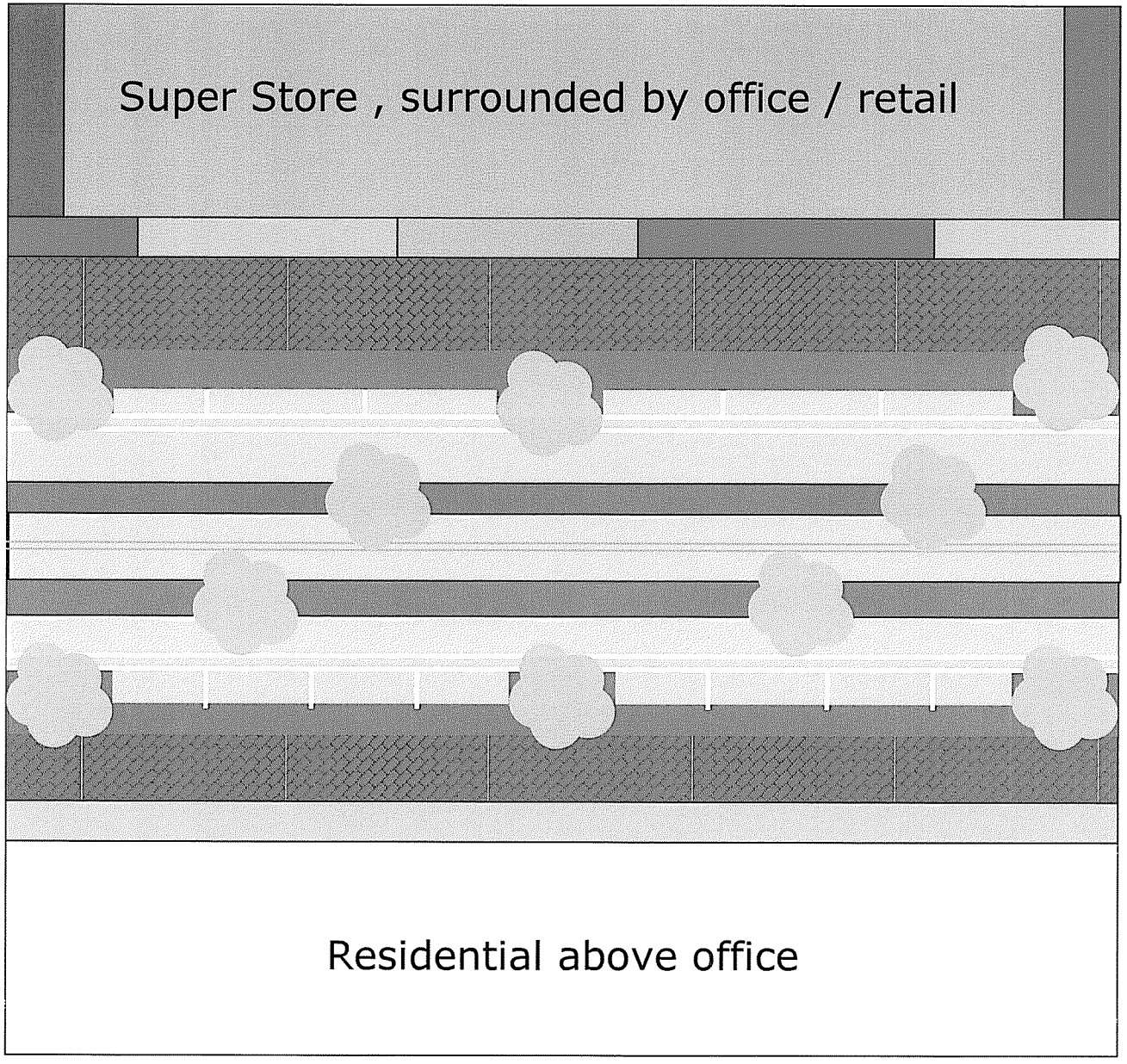
TRANSIT ORIENTED DEVELOPMENT (TOD)

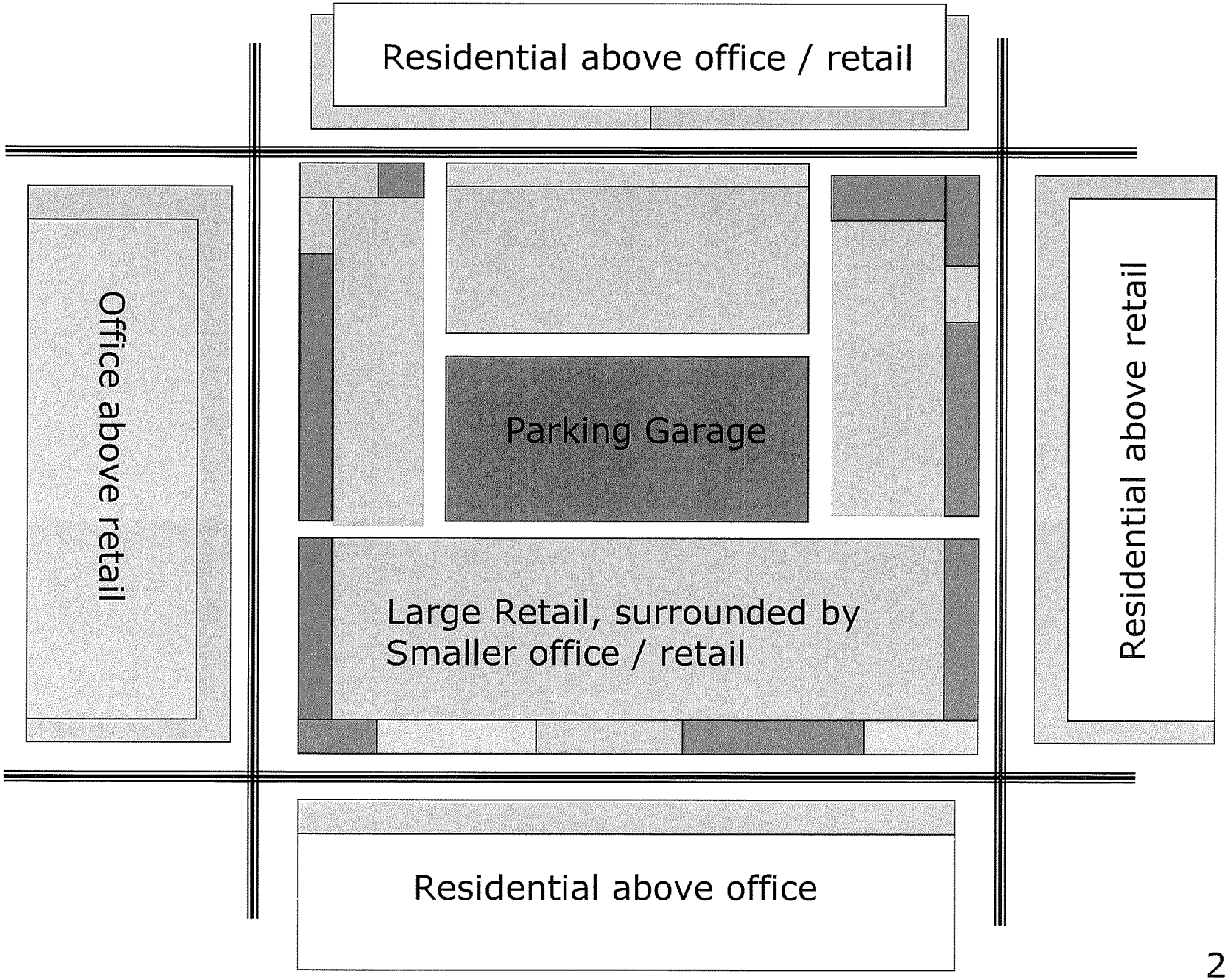
- REQUIRE VERTICAL MIXED-USE
- DEDICATED TRANSIT LANES THROUGH PROJECT
- PARKING STRUCTURES
- FUNDING OF TRANSIT SERVICE
- CONSTRUCT DEDICATED ROUTES OFF-SITE
- PEDESTRIAN EMPHASIS
- LIMIT SINGLE FAMILY DETACHED
- PARK N RIDE FACILITIES
- MULTI-USE PATHS ALONG MAJOR ROADWAYS

Two (2) lane road, with dedicated transit in median, bike lanes
On-street parking and large pedestrian sidewalk



Required Transit Oriented Development cross-section for dedicated Bus Rapid Transit facility


Super Store , surrounded by office / retail
Residential above office


Residential above office / retail
Office above retail
Parking Garage
Large Retail, surrounded by
Smaller office / retail
Residential above retail
Residential above office

IS BUS RAPID TRANSIT REALISTIC?

- HAS TO BE FASTER THAN AUTO
- MUST BE MORE CONVENIENT THAN AUTO
- MUST CONNECT TO WHERE PEOPLE WANT TO GO
- HIGHER DENSITY & INTENSITY @ ORIGIN
- WHAT ABOUT LUMBER? OR TV? OR FRIDGE?
- PROVIDE SERVICES @ ORIGIN
- FOCUS ON TRANSPORTATION ACCESS TO TOD

NEXT STEPS

- PUBLIC PARTICIPATION PLAN
- PRESENT INPUT TO BOCC
- COMP PLAN AMENDMENT
- MORE INFORMATION @
  http://growth-management.alachua.fl.us/
- PROVIDE WRITTEN COMMENTS

ALACHUA COUNTY

LONG TERM CONCURRENCY MANAGEMENT

UNDERSTANDING PROPORTIONATE SHARE

INTRODUCTION

Florida Statutes (§163.3180) requires that land use and transportation facilities be coordinated to ensure there is adequate roadway capacity to support the future land use adopted in the Comprehensive Plan. Policy 1.1.8 in the Transportation Element of the Alachua County Comprehensive Plan requires that adequate roadway capacity needed to support new development shall be required to be available "concurrent" with the impact from development. The capacity of roadways is based upon the adopted level of service standards in the Comprehensive Plan. The State's Growth Management Act calls for implementation of this mandate through a combination of regulation and capital improvement programming, also know as "Concurrency management." The regulatory component consists of review of the impact of new development to determine if there is adequate roadway capacity to serve the traffic generated by the new development. Concurrency approval is granted to the new development if there is sufficient roadway capacity available at the time of approval or if new capacity is fully funded for construction within three years of development approval (see s.163.3180 (2)(c), F.S.). Local governments are also required to adopt a financially feasible Capital Improvements Element Program (CIE) to provide the roadway capacity needed to maintain adopted roadway level of service standards. The State's Growth Management Act has included a longstanding requirement that a local government include a Capital Improvement Element (CIE) in the adopted Comprehensive Plan that identifies roadway capacity projects required to serve the traffic impact of future land uses. Local governments have been required to show in the five (5) year Capital Improvements Program (CIP) that needed roadway capacity can be fully funded and constructed in a five (5) year period, if transportation deficiencies exist. The legislature has put added emphasis on the requirement for a financially feasible Comprehensive Plan, mandating that local governments update their CIE to ensure it is *financially feasible* by *December 2008 (emphasis added)* or be subject to various sanctions (see s.163.3177(2)(b)(1), F.S.), such as prohibitions on the ability to amend the future land use map.

The Concurrency Management System in Alachua County, especially in the western urban area, has been under increasing level of stress as a number of roadways west of 34th Street (SR 121) are operating either near or over capacity. The majority of roadways over capacity, except for portions of Newberry Road and SW 20th Avenue, are operating below the adopted level of service when reserved trips from already approved development are taken into account. Proposed developments along portions of Archer Road and Newberry Road are currently unable to receive

final development plan approval due to a lack of available roadway capacity. The typical options for a proposed development that does not meet transportation concurrency are as follows: (1) don't build, (2) reduce the size of the project, (3) construct the needed capacity or (4) wait until capacity is constructed by a governmental entity. A developer seeking permission to build on their land is unlikely to pursue the don't build option. If a roadway is already over capacity, then reducing the size of a project won't help. Larger scale developments are typically the only ones who can afford to construct the needed roadway capacity, leaving a number of developments that are unable to build on their property. Due to the escalating costs of adding new road capacity and limited revenues available for capital improvements for new capacity, it is very difficult if not impossible for a local government to develop a financially feasible capital improvement program to add new capacity within the standard five (5) year CIP time horizon. This situation is both untenable in the long term from a legal perspective and undesirable from a planning perspective to the extent that build out within the Urban Cluster area at more efficient land use densities and intensities established in the Comprehensive Plan is impeded while potentially encouraging development to more outlying areas

The Florida Legislature has recently amended the State's Growth Management Act to provide two potential tools or strategies to address this situation: One is to lengthen the time horizon for the Capital Improvement Program from the standard five (5) years to a ten (10) year or longer time frame as part of a "Long Term Concurrency Management System" (LTCMS). The other is the use of "Proportionate Fair Share Mitigation" as a means by which those applying for new development that would either result in a roadway deficiency or impact a deficient roadway can contribute a proportionate fair share of the cost to construct additional roadway capacity projects to overcome the deficiency. This report explains how these two strategies can be used by Alachua County to meet the mandate for a financially feasible Capital Improvements Element and establish a framework within which development can proceed consistent with the adopted Future Land Use map and Comprehensive Plan.

LONG TERM CONCURRENCY MANAGEMENT SYSTEM

The Florida Legislature has recently amended the state statue regarding concurrency (§163.3180 (9) (a), Florida Statute) that enables local governments to adopt a ten (10) year Long Term Concurrency Management System to address current and future roadway deficiencies (15 years may be allowed in some instances). By extending the time horizon for the Capital Improvement Program, the establishment of a Long Term Concurrency

Management System provides a mechanism to allow development to continue while at the same time allowing for the needed roadway capacity to be planned, designed and constructed and sufficient funds accumulated to carry out those projects. Through a Long Term Concurrency Management System, a local government could permit a roadway to operate below its LOS standard for a short period of time, allowing for the needed roadway capacity to be constructed.

PROPORTIONATE FAIR SHARE MITIGATION

The establishment of the option for a developer to address transportation concurrency through the contribution of a proportionate fair share of the cost to mitigate impacts on the transportation system is permitted under state statue regarding concurrency (§163.3180(16), Florida Statute). This option is triggered when a development impacts a roadway that does not have available capacity, or the roadway would be over capacity with the addition of project traffic. Under this provision, the developer pays a proportionate fair share of the cost to add capacity to a roadway that would be deficient, if the roadway is included in the adopted Capital Improvement Program or an adopted financially feasible Long Term Concurrency Management System. State statue (§163.3180(16), Florida Statute) also allows for a developer to offer proportionate fair share mitigation through the construction of roadway capacity so long as the project is equivalent to the Developers proportionate fair share impact.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

In all situations, in order to make use of proportionate fair share at development plan review, the proposed development would need to be otherwise consistent with the adopted Comprehensive Plan. In limited instances, such as when a developer is required to address the impact on a Florida Department of Transportation (FDOT) Strategic Intermodal System Roadway, the Board of County Commissioners may elect to allow a developer to address proportionate fair share contributions in conjunction with a land use amendment to the Comprehensive Plan.

PROPORTIONATE FAIR SHARE METHODOLOGY

A methodology meeting shall be held with County Staff prior to beginning discussions regarding proportionate fair share. The necessary capacity projects to be evaluated are dependant upon the identified study area per the concurrency management system requirements contained within the Land Development Code. The capacity projects needed to meet concurrency may be the adversely impacted roadway or a parallel roadway consistent with an adopted Long Term Concurrency Management System.

PROPORTIONATE FAIR SHARE CALCULATION

The calculation for determining proportionate fair share is based upon development traffic, the additional capacity added by a capacity project and the total cost to construct the capacity project. The Proportionate Fair Share Ordinance contains extensive detail on the calculation. The following is an example of how to calculate a proportionate fair share contribution for a theoretical 100 unit single-family development that impacts the deficient portion of Archer Road between Tower Road (SW 75th) and SW 91st:

Project traffic = 100 peak hour vehicles
Added capacity = 1,830 peak hour vehicles
Total Cost = $9,139,000

1. Project traffic divided by Added Capacity (100 / 1,830) = 5.5% of new capacity utilized
2. New Capacity utilized multiplied by Total Cost (5.5% * $9,139,000) = $502,645
3. Proportionate Fair Share Contribution = $502,645

Notes: Trip Generation based on ITE Trip Generation Manual, 7th edition, Land Use Code (210)
Added capacity on widening Archer Road from two (2) to four (4) lane roadway calculation
3,390 (capacity 4 lane road) – 1,560 (capacity 2 lane road) = 1,830 vehicles of new capacity
Capacity data based on FDOT Generalized Tables
Preliminary cost based on 2006 FDOT District 2 figures to widen from Tower Rd (SW 75th) to SW 91st

PROPORTIONATE SHARE ALTERNATIVES

PAY AND GO ALTERNATIVE

In order for a developer to contribute a proportionate share payment, the impacted roadway, or a parallel roadway that adds capacity to the roadway corridor, must be included in an adopted Capital Improvement Program as part of a Long Term Concurrency Management System (LTCMS). If an eligible project is included in an adopted CIP, then a developer ***has the right*** to address transportation concurrency through a proportionate share contribution.

DEVELOPMENTS OF REGIONAL IMPACT (DRI)

Developments of Regional Impact are allowed by Florida Statute to address concurrency through a proportionate share contribution regardless if a capacity project is included in an adopted CIP. The BOCC does not have the option to deny a DRI from utilizing proportionate share, so long as the DRI does not require a Comprehensive Plan amendment. The BOCC still has the ability to require a DRI to fully address concurrency if the DRI requires a Comprehensive Plan amendment.

PETITION BOCC TO ADD PROJECT TO CIP and LTCMS

A developer may formally request that the Board of County Commissioners (BOCC) add a roadway capacity project to the CIP. However, the developer would have to ***demonstrate*** to the BOCC that the capacity project would be ***fully funded*** by identifiable revenue sources. It would then be up to the BOCC to decide whether to accept the developer's analysis, include the project in the CIP and LTCMS and provide assurance that the project would be fully funded if the developer identified revenue sources were not adequate to complete the project. The BOCC ***is under no obligation*** to add a project to the CIP and LTCMS to allow for a proportionate fair share contribution.

CONSTRUCT ROADWAY CAPACITY

A developer has the option to construct a roadway and or intersection capacity project that is equivalent to the developments proportionate fair share contribution if an impacted

deficient roadway is not included in the CIP. The developer would be required to petition the BOCC to accept the capacity project and to add the project to the CIP. The BOCC ***is under no obligation*** to add a project to the CIP to allow for the construction of the capacity project. However, a capacity project fully funded and constructed by a developer that significantly addresses a capacity issue and does not obligate the BOCC to commit to funding a portion of the project would likely receive Staff support for adding the project to the CIP.

IMPACT FEE CREDIT

Proportionate fair share contributions should not be confused with transportation impact fees. The primary difference is that proportionate fair share is intended as a means to address specific impact to a deficient roadway; whereas transportation impact fees are imposed on new development to pay for the impact on the overall transportation system. Generally, impact fee credits shall be provided for any proportionate share contribution or construction of a capacity project so long as the roadway or intersection project adds new capacity and is consistent with the comprehensive plan. For the construction of capacity projects that also provide access to a development, impact fees credits would be based on the additional capacity added minus project traffic. The Transportation Impact Fee Ordinance includes specific detail regarding impact fee credit and should be reviewed to gain a better understanding of the process for receiving impact fee credit.

LOOKING FORWARD

Alachua County Staff will recommend that the Board of County Commissioners adopt a twelve (12) year time horizon for the Long Term Concurrency Management System in order to accumulate the necessary funds to address transportation capacity needs and to be consistent with the current 2020 Comprehensive Plan time horizon. A preliminary presentation will be made to the Board of County Commissioners on February 19th, 2008 to present the process utilized to select the various alternatives for addressing adverse roadways in addition to a plan to present the information to the public for input and comments. The goal is to have a Comprehensive Plan amendment with the final LTCMS completed before the BOCC to vote on sometime in late spring 2008. If the BOCC elected to approve the LTCMS, then the Compressive Plan amendment would be transmitted to the Department of Community Affairs

(DCA) for review and comment. Florida Statute requires that the County have a financially feasible Comprehensive Plan demonstrated through either a five (5) year CIP or a LTCMS by December 2008.

It is recommended that individuals desiring additional information and insight review the Alachua County Proportionate Fair-Share, DCA Model Proportionate Fair-Share, and Transportation Impact Fee Ordinances and Florida Statute 163.3180. These documents will be available to view and download from the Alachua County Growth Management website.

TECHNICAL ANALYSIS

The following information is specifically designed to address more technical aspects of the proportionate fair share calculation included in the proportionate fair-share ordinance. This information is directed at planning and engineering consultants whom already have a firm understanding of proportionate share but require additional information on the various factors that go into calculating a proportionate fair-share contribution for their clients.

PROJECT TRAFFIC

The total amount of peak hour development traffic utilized in the proportionate fair-share calculation is the total amount of development traffic that impacts an adverse roadway. This applies regardless if the additional capacity is based upon the adversely impacted roadway or a parallel roadway that would add capacity to the corridor. For example, if a project has 100 peak hour trips on Newberry Road and 50 peak hour trips on NW 98th Ave and Newberry Road is a deficient roadway, then the 100 peak hour trips impacting the deficient roadway are utilized as ***project traffic*** in the proportionate fair-share calculation. The 100 peak hour trips are utilized as project traffic regardless if the additional capacity added is based on the widening of Newberry Road or the construction of a parallel roadway.

ADDITIONAL CAPACITY

The ***additional capacity*** portion of the proportionate fair share calculation is based on the increase in capacity on a roadway by adding new travel lanes either to an existing roadway or a new roadway. For example, if Archer Road (SR 24) west of Tower Road (SW 75th) is to be widened to four (4) lanes from the existing two (2) lanes, the ***additional capacity*** would be 1,830 peak hour vehicles (**3,390** = peak hour capacity for four (4) lane roadway – **1,560** = existing peak hour capacity for 2 lane roadway). If SW 8th Avenue was extended from Parker Road (SW 122nd) to NW 143rd, the ***additional capacity*** would be 1,560 (1,560 = peak hour capacity for new two (2) lane roadway). Capacities shall be based upon the most recent version of the FDOT Generalized Tables. The roadways utilized for determining ***additional capacity*** are based on the capacity projects required to address a deficient impacted roadway.

For a development required to address the current deficiency on Newberry Road from Parker Road (SW 122nd) to NW 143rd, the consultant would determine the ***additional capacity*** added based on the need to widen Newberry Road (adversely impacted roadway) from four (4) to six (6) lanes to ensure that roadway operates at the adopted level of service. If SW 8th Avenue from Parker Road (SW 122nd) to NW 143rd were to be identified in an adopted LTCMS as a parallel roadway to address the lack of capacity on Newberry Road, then the consultant would utilize SW 8th Avenue to determine additional capacity. However, until SW 8th Avenue or an alternative roadway to Newberry Road is identified as an approved parallel roadway as part of an adopted LTCMS, a traffic consultant would utilize the ***additional capacity*** associated with widening Newberry Road from four (4) to six (6) lanes as part of the proportionate fair-share calculation.

COST

The ***total cost*** of the capacity project shall be based on FDOT District 2 construction cost estimates. The construction cost estimates shall be adjusted for future year inflation. The future year shall be based on the year in which a project is identified in the CIP or the year in which a developer intends to construct an improvement equal to the projects proportionate fair share impact. For County roadways, the cost for design and

engineering (ENG) and right-of-way (ROW) shall be 20% and 27%, respectively of construction cost. For State roadways, an additional 20% of construction cost shall be added to the calculation for PD&E and Construction, Inspection and Engineering (CIE). The total cost calculation for County roadways shall be construction cost * inflation + ENG (20%) + ROW (27%). The total cost calculation for State roadways shall be construction cost * inflation + ENG (20%) + ROW (27%) + PD&E (10%) + CIE (10%). For multi-lane roadways, the construction cost shall be based on an urban cross-section with 120 feet of right-of-way for four (4) lane roadways and 160 feet of right-of-way for six (6) lane roadways. Two (2) lane urban sections shall require 80 feet of right-of-way; two (2) lane rural sections shall require a 100 foot right-of-way. If a capacity project is included in a CIP or LTCMS, the total cost of the capacity project shall be based on the cost contained in the CIP or LTCMS. If a capacity project is not included in a CIP or LTCMS, the ***total cost*** of the capacity project shall be based on the required capacity projects needed to ensure that all roadways operate at the adopted LOS.

CONSTRUCTION OF CAPACITY PROJECTS

If a developer is required or elects to construct a capacity project, then the developer is required to demonstrate that the total cost of the capacity project they intend to construct is equal to their proportionate share contribution utilizing the cost parameters described above. For intersections, the construction cost would be based on the cost to add the equivalent number of lanes times the length of the turn lanes. For example, a two (2) lane roadway where two (2) turn lanes are to be constructed, the consultant would utilize construction cost based on a four (4) lane section of roadway.

In some instances, it may be financially feasible for larger development to construct a roadway capacity project rather than make a proportionate share contribution. Prior experience has shown that private development can typically construct capacity projects far cheaper than a governmental entity. Proportionate share contributions are based upon the cost from FDOT. The developer is required to demonstrate that the proposed capacity project to be constructed is equal in cost to the proportionate share impact. If the developer is internally able to construct the capacity project cheaper than the cost

projected utilizing FDOT cost estimates, then the developer may elect to construct the capacity project in lieu of contributing a proportionate share payment. However, the ability to construct a capacity project in-lieu of making a proportionate share contribution is subject to acceptance of the project by the BOCC and inclusion of the capacity project in the CIP.

Additional Information

To reiterate, a methodology meeting shall be held with County Staff prior to beginning discussions regarding proportionate fair share. The proportionate fair-share ordinance should be reviewed prior to meeting with County Staff.