

Alachua County  
Office of Planning and Development Staff Report

**Application Number: CPA-06-10** Staff Contact: Jeff Hays, Senior  
Transportation Planner,  
374-5249

---

**Planning Commission/Local Planning Agency Hearing Date: July 21, 2010**  
**Board of County Commissioners Transmittal Hearing Date: Aug 10, 2010**  
**Board of County Commissioners Adoption Hearing Date: Oct 26, 2010**

**SUBJECT:** A request for a Comprehensive Plan amendment to enact an Urban Service Area, Transportation Concurrency Exception Area, Transportation Concurrency Backlog Area and establish the process for development of Transportation Concurrency Backlog Plans and Transportation Special District Plans.

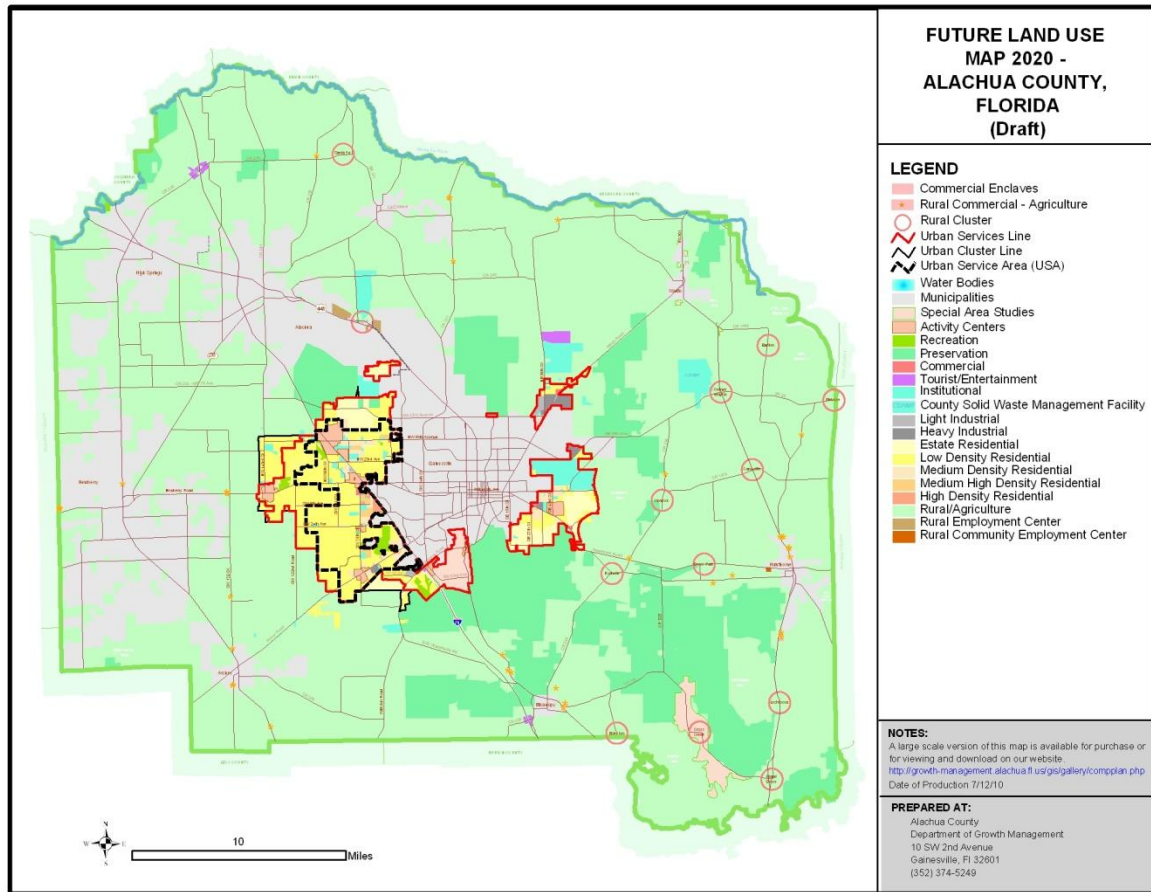
**APPLICANT/AGENT:** Alachua County

**STAFF RECOMMENDATION:** Recommend that the Board of County Commissioners approve Ordinance 10-XX adopting CPA 06-10 into the Alachua County Comprehensive Plan 2020 with the following bases:

1. The proposed amendment is consistent with the Goals, Objectives and Policies of the Future Land Use Element.
2. The proposed amendment is consistent with the Goals, Objectives and Policies of the Transportation Mobility Element.
3. The proposed amendment is consistent with the Goals, Objectives and Policies of the Capital Improvements Element.

**BOCC ACTION:** TBD

Alachua County  
Office of Planning and Development Staff Report



---

**Proposed Future Land Use Map**

**Proposed Text Amendments**

The proposed text amendments are located in **Attachment 1**.

# Alachua County Office of Planning and Development Staff Report

## **ANALYSIS OF THE AMENDMENT**

### **Background**

In January of this year the County Commission adopted CPA-01-09, otherwise known as "The Alachua County Mobility Plan". The Mobility Plan amendment provided a more direct linkage between the Transportation Mobility, Capital Improvements and Future Land Use Elements of the Comprehensive Plan. The Alachua County Comprehensive Plan now contains policies for developing dense, mixed-use Traditional Neighborhood and Transit Oriented Developments (TNDs and TODs). The Plan provides for the development of a Multimodal Transportation Fee and a transportation concurrency management system that allows for development projects that are below the Development of Regional Impact thresholds to be granted transportation concurrency through payment of this fee. The Plan includes a long-term capital improvements program that provides for the transportation infrastructure to meet the needs of the continued build-out of the County's Urban Cluster. This capital improvements program will enable the County to successfully transition from a transportation system that is solely automobile dependent to one that includes viable multimodal transportation choices.

On June 1st, 2009, Governor Crist signed SB 360 into law. This new growth management legislation significantly altered the framework for transportation concurrency throughout Florida. Some municipalities, such as the City of Gainesville, were automatically exempt from state mandated transportation concurrency and the requirement to follow the Development of Regional Impact (DRI) review process, as a dense urban land area (DULA). Areas that are not DULAs may qualify for Transportation Concurrency Exception Areas (TCEA) by designating an Urban Service Area (USA). To designate an Urban Service Area, the County is required to demonstrate that the area is built-up and is served, or will be served within 3 years, by public facilities and services such as roads, parks, and schools.

### **Analysis of Amendment**

This USA/TCEA amendment to the Comprehensive Plan is proposed primarily to further the policies initiated with the adoption of the Mobility Plan. Below is an analysis of the primary issues the proposed amendment addresses.

### **Characteristics of Proposed Urban Service Area**

The proposed Urban Service Area is the portion of the County's Urban Cluster which most accurately meets the definition in state statute as a built-up area which is served by existing public facilities. The area is the portion of the Urban Cluster that is closest to the City of Gainesville and interfaces well with the City's statutorily mandated TCEA.



# Alachua County Office of Planning and Development Staff Report

City of Gainesville, is area where the County is encouraging development that can utilize the existing public facilities.

## **Transportation Concurrency Review for Large Scale Development Projects**

Throughout the public participation process that led to the drafting and adoption of the Mobility Plan it was well communicated by members of the public and the County Commission that the community felt that transportation impacts of new development should be accommodated through multiple modes of transportation. The primary articulation of this policy was the adoption of transit, bicycle and pedestrian levels of service. This policy is furthered in the Plan by the authorization for the establishment of a multimodal transportation fee that will allow development projects to mitigate their impacts to the overall transportation system through payment of the fee.

The legislature and the Department of Community Affairs have long realized the problems with the strict adherence of transportation concurrency in urban areas including its propensity to encourage sprawl in undeveloped areas where roadway capacity is available. This has been evidenced by the various caveats and exceptions to transportation concurrency that have made their way in to the state's growth management legislation over the past several years. The passage of Senate Bill 360 in 2009 further acknowledged the problems associated with transportation concurrency when applied in an urban area by designating DULAs as TCEAs and providing for portions of a county to be a TCEA by designating an Urban Service Area.

One other aspect of the 2009 legislation regarding USA/TCEAs was that it exempted development projects within such areas from the DRI review process. The transportation review process for DRI projects revolves around the motor vehicle level of service as set by the FDOT and regional planning councils as opposed to the more holistic and multimodal view of mobility that the County has embraced. The proposed USA/TCEA amendment contains polices that recognize the regional transportation impact of large projects while ensuring that the County's commitment to multimodal transportation is kept to the fore. In addition to the requirement of all development projects to be responsible for the payment of the multimodal transportation fee, the proposed amendment language includes two key elements that are provided to mitigate the regional impacts of large scale projects in a manner that is consistent with the County's adopted Comprehensive Plan. These are to require large scale projects to develop as mixed-use TODs or TNDs and to require specific infrastructure and transit service commitments. A large scale development inside the Urban Service Area could make these offsite infrastructure and transit service commitments as an alternative to the traditional roadway only analysis required through the state DRI process. The Florida Department of Transportation and the City of Gainesville/Regional Transit System would continue to be key partners in the implementation of these policies.

# Alachua County

## Office of Planning and Development Staff Report

One of the major incentives included in the Mobility Plan for TNDs and TODs was to allow those types of mixed-use projects to proceed directly to the Development Plan Review stage of the County's land development review process. The state DRI process effectively eliminates the regulatory relief that the County enacted with the Mobility Plan. The often multiyear DRI process is a strong disincentive for developers that take on more complex TOD projects. By their very nature, TODs are larger scale projects (DRI level) with the density and intensity needed to support frequent transit service and bicycle and pedestrian mobility. Therefore the proposed amendment affirms the exemption from the DRI process that has been included in Florida statutes for Urban Service Areas.

### **Multimodal Transportation Financing Options**

The proposed amendments to the Transportation Mobility and Capital Improvements Elements include methods by which the County can fund and construct the multimodal infrastructure enhancements initially adopted with the Mobility Plan as well as enhanced transit service to operate between the Urban Service Area and the Eastside Activity Center. The policies indicate the County's willingness to partner with large-scale projects, which must develop as TODs, in order to have capital infrastructure constructed along with those projects. The developments themselves will commit to construct infrastructure that may be beyond their direct impacts to the transportation system with a payback mechanism that will be included in the TOD developer's agreement with the County. The proposed policies set up two new potential funding sources to fund the infrastructure and transit service which are beyond an individual development's multimodal transportation fee requirement. These new tools proposed for authorization through the Comprehensive Plan are the Transportation Concurrency Backlog Area (TCBA) and the Transportation Special District (TSD). Functionally the two mechanisms are virtually identical in that they are Tax Increment Financing (TIF) tools which draw on a portion of the increased tax revenue realized by the County when a property is either developed or redeveloped. Procedurally the Transportation Backlog Area is specifically authorized in statute while the County's authority to set up a Transportation Special District is derived from its home rule authority.

These two types of financing tools are proposed in order to institutionalize the necessary relationship between the private investments in complex mixed-use Transit Oriented Developments and the public investments in the specialized infrastructure and frequent transit service, beyond an individual development's fee responsibilities, that are necessary for these types of projects to be successful. The use of tax increment financing for multimodal transportation is seen as a further incentive necessary for successful TODs. It is well established that a development project meeting the density and intensity requirements of a mixed-use TOD will produce tax revenues far exceeding those of a project that developed using the underlying single-use Future Land Use designation. Therefore the commitment of the County to use a portion of that increment for infrastructure and transit service is a sound fiscal investment for the community. All

# Alachua County Office of Planning and Development Staff Report

of the specifics of the infrastructure and transit service financing will be agreed upon by developers and the County through binding agreements which are related to each individual project.

The proposed amendment enables these financing options to be utilized by the Board and includes a specific Transportation Concurrency Backlog Plan (TCBP) for the Southwest portion of the proposed Urban Service area (**Attachment 3**). This TCBP is proposed with the realization that there is a TOD Development Plan application that has been submitted to the County that will be coming before the Board as soon as the TOD/TND Land Development Regulations are adopted.

## **COMPREHENSIVE PLAN CONSISTENCY**

### **FUTURE LAND USE ELEMENT**

The proposed amendment seeks to further the efficient use of land by incentivizing the dense and intense development within the portion of the Urban Cluster that is most proximate to the City of Gainesville boundary. The amendment further encourages and in some cases requires mixed-use TND and TOD projects within the proposed Urban Service Area.

#### PRINCIPLE 2

DISCOURAGE SPRAWL BY FOCUSING URBAN DEVELOPMENT IN A CLEARLY DEFINED AREA WHERE INFRASTRUCTURE AND SERVICES CAN BE EFFICIENTLY PROVIDED. WITH A CLEAR SEPARATION OF RURAL AND URBAN USES.

#### PRINCIPLE 5

REDUCE VEHICLE MILES OF TRAVEL AND PER CAPITA GREEN HOUSE GAS EMISSIONS THROUGH PROVISION OF MOBILITY WITHIN COMPACT, MIXED-USE, INTERCONNECTED DEVELOPMENTS THAT PROMOTE WALKING AND BICYCLING, ALLOW FOR THE INTERNAL CAPTURE OF VEHICULAR TRIPS AND PROVIDE THE DENSITIES AND INTENSITIES NEEDED TO SUPPORT TRANSIT.

#### GENERAL STRATEGY 1

Minimize the conversion of land from rural to urban uses by maximizing the efficient use of available urban infrastructure, while preserving environmentally sensitive areas, according to the following:

# Alachua County Office of Planning and Development Staff Report

- a. Designate and maintain on the Future Land Use Map an urban cluster that sets a boundary for urban growth.
- b. Provide incentives for traditional neighborhood development (TND) and transit oriented development (TOD) in the urban cluster, including density bonuses and transfer of development rights.
- c. Provide a range of urban residential densities with the highest densities located in urban activity centers, transit oriented developments and traditional neighborhood developments and lower densities located in outlying rural areas or areas of the County which have physical limitations to development.

**Consistency:** The proposed amendment defines an area within the County that has existing facilities to serve mixed-use development that maintains densities and intensities that can be served by multiple modes of transportation.

## **OBJECTIVE 1.4**

Encourage the use of innovative concepts for residential development to allow for appropriate mixes of housing types and mixed-use development within Traditional Neighborhood and Transit Oriented Development, adequately served by necessary supporting facilities, in an efficient, environmentally sensitive, and attractive manner.

Policy 1.4.1 The use of proven, innovative concepts for residential development such as TND and TOD are strongly encouraged.

**Consistency:** The proposed amendment seeks to effectively encourage TND and TODs where frequent transit service can be provided most cost effectively.

## **TRANSPORTATION MOBILITY ELEMENT**

Policy 1.1.3 The intent of Transportation Mobility Districts are:

1. To provide for mobility within urban areas through the development of an interconnected network of:
  - a. Roadways that provide multiple route choices, alternatives to the state road system and protect the Strategic Intermodal System (SIS).
  - b. Rapid Transit and Express Transit Corridors that connect Transit Oriented Developments, Traditional Neighborhood Developments and



# Alachua County Office of Planning and Development Staff Report

Activity Centers and facilitate efficient and cost effective transit service to regional employment, educational and entertainment destinations.

- c. Bicycle lanes, sidewalks, and multi-use paths that connect residential, commercial, office, educational and recreation uses and provide multi-modal access to transit.
2. To recognize that certain roadway corridors will be congested and that congestion will be addressed by means other than solely adding capacity for motor vehicles and maintaining roadway level of service on those corridors.
3. To utilize features of the exceptions and alternatives to transportation concurrency and multi-modal transportation districts per F.S. 163.3180.
4. Reduce vehicle miles of travel and per capita greenhouse gas emissions through compact, mixed-use, interconnected developments served by multiple modes of transportation consistent with requirements of F.S. 163.3177.
5. Reduce sprawl and encourage urban development by planning and constructing the necessary infrastructure to meet the demands for bicycle, pedestrian, transit and motor vehicle mobility.

**Consistency:** The proposed amendment strengthens the concepts that lead to the adoption of the Transportation Mobility Districts by encouraging compact mixed-use development and implementing new mobility funding strategies that will help to reduce sprawl and per capita greenhouse gas emissions.

## **CAPITAL IMPROVEMENTS ELEMENT**

### OBJECTIVE 1.8

Explore the full range of possible revenue sources to address capital improvement needs.

Policy 1.8.1 The County shall investigate potential new funding sources including user fees, impact fees, mobility fees, multi-modal transportation fees, transportation utility fees, gas taxes, storm water utility fees, ad valorem tax revenues, special assessments, backlog authorities, Community Development Districts and other sources allowed by law.

Policy 1.8.2 Alachua County may use impact fees, mobility fees, multi-modal transportation fees, transportation utility fees, backlog authorities, dedications, and exactions, among other means consistent with legal standards, to ensure that owners and developers of future development projects will provide or pay for capital improvements, for public facilities, necessary to address the impacts of the development.

**Consistency:** The proposed amendment seeks to further expand upon and implement this policy detailing the public and private commitments to the construction of the

# Alachua County Office of Planning and Development Staff Report

infrastructure necessary to serve new and existing residents and businesses.

## **Conclusion**

The proposed policies will allow for the efficient use of the existing public facilities located within the portion of the Urban Cluster by promoting dense and intense mixed-use multimodal developments within an Urban Service Area. The policies will provide for an effective public/private partnership that allows for the funding of the multimodal transportation infrastructure and service necessary to serve these developments.

## **Adoption Hearing Staff Report Addendum**

On August 10, 2010, The Board of County Commissioners transmitted the proposed amendments to the Department of Community Affairs (DCA). DCA has returned an Objections, Recommendations and Comments report with no objections to the proposed amendments. The proposed Southwest District Transportation Concurrency Backlog Plan has been revised in recognition that the Board of County Commissioners must formally enact a Backlog Authority consistent with F.S. 163.3182 prior to the plan formally going into effect.

## **Staff Recommendation**

**The Board of County Commissioners approve Ordinance 10-XX adopting CPA 06-10 into the Alachua County Comprehensive Plan with the following bases:**

### **Bases:**

- 1. The proposed amendment is consistent with the Goals, Objectives and Policies of the Future Land Use Element.**
- 2. The proposed amendment is consistent with the Goals, Objectives and Policies of the Transportation Mobility Element.**
- 3. The proposed amendment is consistent with the Goals, Objectives and Policies of the Capital Improvements Element.**

## **Attachments**

Attachment 1	Ordinance 10-XX and Comprehensive Plan Amendments
Attachment 2	Proposed Future Land Use Map (Depicting Urban Service Area)
Attachment 3	Southwest District 1 Backlog Area/Plan Draft
Attachment 4	Supplemental Data and Analysis: Urban Service Area - Public Facilities Level of Service Analysis

Alachua County  
Office of Planning and Development Staff Report

**Attachment 1 – Ordinance and Proposed Comprehensive Plan Amendments**

Alachua County  
Office of Planning and Development Staff Report

**Attachment 2 – Proposed Future Land Use Map**

Alachua County  
Office of Planning and Development Staff Report

**Attachment 3 – Southwest District 1 Backlog Area/Plan**

Alachua County  
Office of Planning and Development Staff Report

**Attachment 4 – Supplemental Data and Analysis: Urban Service Area - Public  
Facilities Level of Service Analysis**