KITTELSON & ASSOCIATES

Mobility Fee Analysis Tech Memo

Understanding the Financing Context, Existing Gaps, and Potential Options to Fund Multimodal Transportation Infrastructure Through Growth Management Fees in the Planning Area

MULTIMODAL COMMUNITY PLANNING STUDY

NEXT STOP FORT LAUDERDALE

Advancing the Vision

June 2019

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EXECUTIVE SUMMARY

The City of Fort Lauderdale's comprehensive plan, *Fast Forward Fort Lauderdale Vision Plan 2035*, identifies investing in multimodal transportation options and creating a safe and walkable city as top priorities. The City Commission has adopted a Complete Streets Policy, and it recently revised its land use ordinances to encourage Transit Oriented Development ("TOD") in downtown Fort Lauderdale, and within a 1,000 meter walkshed of the previously planned Wave Streetcar, specifically ("the Planning Area").

But transforming the City of Fort Lauderdale's auto-centric transportation system into a balanced, multimodal network will require significant investment, and existing revenue sources are insufficient. Bids to construct the Wave Streetcar came in at higher than anticipated costs, and the project is now defunct. The City also continues to struggle to fund the capital and operating expenses associated with maintaining existing multimodal levels of service.

This technical memorandum is one component of the Next Stop Fort Lauderdale Planning Study, the purpose of which is to examine how to foster walkable, connected, and livable places within the Planning Area and fund multimodal transportation infrastructure and service improvements. One mechanism under consideration is a mobility fee, as permitted in the State of Florida's 2013 legislative revisions to FS 163.3180.

This report evaluates the City of Fort Lauderdale's infrastructure and land use goals, quantifies the costs associated with achieving those objectives, and explores existing and potential revenue sources available. It also takes a close look at mobility fees and examines mobility fee programs in other Florida communities.

The report concludes that the City of Fort Lauderdale would benefit from a mobility fee system, but that it first needs to establish a cohesive transportation vision in order to determine and prioritize a program of multimodal projects for implementation.

THE COST OF IMPROVING LIVABILITY

As part of the Next Stop Fort Lauderdale Planning Study, the Project Team completed *a Technical Memorandum Identifying Challenges to Foster a Connected, Walkable, and Livable Place* ("Barriers Tech Memo"), advising the City of Fort Lauderdale as to what additional transportation infrastructure is needed in order to achieve the City's comprehensive plan's vision of a multimodal, walkable, urban core.

Figure 1 summarizes the general transportation infrastructure needs identified in the Barriers Tech Memo:

FIGURE 1: CAPITAL NEEDS TO FOSTER LIVABILITY

MODE	ADDITIONAL INFRASTRUCTURE NEEDED
Walking	Sidewalks Crosswalks Traffic-slowing mechanisms Trees Wayfinding signage Lighting
Biking	Bike facilities Bike lanes Bike crosswalks Wayfinding signage
Bus	Park-n-Ride Additional bus stop facilities Safer access to bus stops
Rail	Trees (shade at stations) Safer access to stations Wayfinding to/from stations
Automobiles	More convenient parking Better access to / less congestions at garages Improved signal timing

The capital costs associated with this investment are identified in the City's *Connecting the Blocks* ("CTB") mobility plan, and these costs are summarized by infrastructure type below.

FIGURE 2: PLANNING COST ESTIMATES FOR NEEDED MULTI-MODAL INVESTMENTS

MODE	COST OF PROJECTS ($) ('000s)
Roadway	682,300
Pedestrian	365,000
Bicycle	113,000
Transit	1,019,900
Total	***2,180,200***

Per the City's 2019-2023 Community Investment Plan ("CIP"), only a quarter of these projects are cost-feasible using existing revenue sources—including local, state, and federal funding—as currently projected; the CIP states that unfunded costs for priority multimodal projects total approximately $642.6 million.[1] It is important to note here that the CIP, as well as budgetary documents from the Broward Metropolitan Planning Organization ("MPO") and other transportation revenue sources, have not been uniformly updated to reflect the status of the Wave Streetcar project. Assuming developing fixed rail transit within the city's downtown remains a priority, the $642.6 million funding gap identified in the CIP is likely a conservative estimate. The following chapter examines existing transportation revenue sources available to the City and discusses this projected funding gap in more detail.

TRANSIT SERVICE

In addition to the capital costs associated with funding multimodal infrastructure projects, funds are also needed to improve the City of Fort Lauderdale's existing transit services—most notably, the Sun Trolley and Broward County Transit ("BCT"). Sun Trolley service focuses on connectivity within the city and is a critical part of mobility for Fort Lauderdale, especially within the Planning Area. But funding constraints have impacted headways and reliability of service. In 2018 the Sun Trolley operated at a $475,813 deficit and is projected to run a $268,813 deficit in 2019.

The city is also served by 44 BCT routes, 17 of which provide service within the city or connect it to other areas of the county and the South Florida region. BCT is an integral part of Fort Lauderdale's transit system, but it is operated by Broward County, and the City has no decision-making authority regarding BCT services, upgrades, or funding choices. Moreover, BCT is operating at a deficit as well, with a projected operating shortfall of $25M in 2019.

Broward County recently adopted a surtax to support transportation infrastructure and operations. In May 2019, the Independent Transportation Surtax Oversight Board approved $45.45M for BCT capital projects,

[1] City of Fort Lauderdale, Adopted Community Investment Plan Fiscal Years 2019-2023, pg. 454.

and $3.77M for operations. BCT is one of several entities that provide the Sun Trolley with funding, and per conversations with City staff, the penny surtax will also provide a dedicated revenue stream for Sun Trolley operations.[2] The County surtax is discussed in more detail in the next section of this report.

TRANSPORTATION FUNDING MECHANISMS

This chapter of the report assesses existing revenue sources available to the City of Fort Lauderdale for transportation infrastructure and operations.

BROWARD MPO

The Broward Metropolitan Planning Organization ("MPO") is the primary entity responsible for planning and securing financing for transportation projects and operations in Broward County. Federal legislation mandates that MPOs submit updated Long Range Transportation Plans ("LRTPs") to the U.S Department of Transportation every five years and updated five-year capital budgets called Transportation Improvement Programs ("TIP") annually.

In 2012, Congress passed new legislation requiring that all transportation projects included in LRTPs and TIPs be demonstrably "financially feasible." This financial feasibility requirement was recently expanded; MPOs are now required to show not only that a project can be planned, but can also be built, operated, and maintained over a 20-year time frame, with funds that are "reasonably available." MPOs consider state, local, and federal funds when assessing financial feasibility, but per Broward MPO's most recent LRTP, "this is a stricter more financially constraining standard than before."[3]

The Broward MPO's most recent LRTP does include several regionally significant projects that will improve connectivity in Fort Lauderdale. For instance, the Florida State Department of Transportation ("FDOT") has committed $109M towards improving traffic signal timing throughout Broward County.

Although the current LRTP prioritizes multimodal projects and includes improvements to bicycle and pedestrian infrastructure under its Complete Streets and Other Localized Initiatives Programs, Broward MPO's most recent LRTP acknowledges that existing revenue sources will continue to fall short of infrastructure needs. This is the case nationwide, as improvements in fuel efficiency result in declining fuel tax revenue, and as the Federal government continues to cut back on public infrastructure investments. These funding challenges are summarized in the Broward MPO's LRTP:

> *"There is less public money for transportation projects [since the previous LRTP was released]. Public revenues supportive of transportation improvements have declined. The*

[2] Independent Transportation Surtax Oversight Board, Mobility Advancement Program, May 2019. Available: http://www.broward.org/PennyForTransportation/Documents/ApprovalOfFY2019SurtaxProjectsAndExpenditures562019.pdf

[3] Broward Metropolitan Planning Organization. Commitment 2040. Pg. V. Available: http://www.browardmpo.org/index.php/core-products/long-range-transportation-plan-lrtp

> *Federal Highway Trust Fund, financed primarily by a tax on gasoline, is receiving less money annually based on a dated funding mechanism initially established in the 1970s. Although vehicle efficiency standards are a good thing, the increase in efficiency results in lower tax revenue based on fuel consumed. Furthermore, Congress has had trouble keeping the Highway Trust Fund afloat over the last couple of years. The availability of public monies for transportation improvements is therefore likely to continue going down for the foreseeable future."*

Given the relative scarcity of federal and state transportation funds, this report recommends that the City of Fort Lauderdale continue to explore alternative funding sources or strategies for increasing revenue from existing sources in order to achieve its vision of a connected Fort Lauderdale.

General Fund Revenues

The City could consider allocating more General Fund Revenue towards transportation projects, either by increasing the percentage awarded to transportation infrastructure projects, or by increasing General Fund Revenues by raising Property Taxes. For the purposes of this report, it is assumed that neither option is feasible at this time. There are significant competing needs for City General Fund dollars. Specifically, the City is currently focused on making critical improvements to its aging water and sewer infrastructure systems as well as sea level rise mitigation measures, such as improving floodwater management systems.

Broward County Surtax

Recognizing the need to raise additional revenue for transportation, Broward County recently implemented a surtax increase for transportation improvements. There are many infrastructure improvements within the City of Fort Lauderdale that are identified in the County's Projected Surtax Plan and Budget. In May 2019, the Independent Transportation Surtax Oversight Board approved $45.45M for BCT capital projects, and $3.77M for operations.[4]

The Transportation Surtax Oversight Board has also approved $6.09M and $1.52M for public works (highways, roads, bridges, engineering, construction) capital and operating costs, respectively, as well as $2.73M for planning and supportive services. [5] The surtax is also intended to serve as a dedicated revenue source for the Sun Trolley, but at this point in time, cities have little clarity on how the many projects and programs identified in the Penny for Transportation Financial Plan will be planned and prioritized for funding.

[4] Independent Transportation Surtax Oversight Board, Mobility Advancement Program, May 2019. Available: http://www.broward.org/PennyForTransportation/Documents/ApprovalOfFY2019SurtaxProjectsAndExpenditures562019.pdf

[5] Independent Transportation Surtax Oversight Board, Mobility Advancement Program, May 2019. Available: http://www.broward.org/PennyForTransportation/Documents/ApprovalOfFY2019SurtaxProjectsAndExpenditures562019.pdf

More information is available on this website:
http://www.broward.org/pennyfortransportation/Pages/default.aspx

Broward County Road Impact Fee

Impact fees are one-time payments used to fund public facility improvements needed to accommodate development. Localities nationwide utilize impact fees for capital facilities and services including but not limited to roadways and transit infrastructure. Broward County has a road impact fee program, but it is not imposed on the City of Fort Lauderdale, meaning the revenue garnered from the County's program cannot fund improvements in the City.

Broward County Transit Concurrency Program

In 2013, Broward County adopted an alternative mobility funding mechanism. Under its transit concurrency fee legislation, the County is divided into ten Concurrency Districts. The fees collected in a District must be used to fund enhancements to BCT—and capital costs specifically. The following aspects of Broward County's transit concurrency program limit its ability to contribute to the City of Fort Lauderdale's transportation and land use goals:

- The program does not generate significant revenue; only $3 million is collected annually for the whole county.
- Because these funds can only be utilized for regionally impactful transit, their use in Fort Lauderdale is limited to improving or enhancing BCT's infrastructure.
- Broward County's transportation concurrency fee cannot be utilized for operating expenses and therefore could not be used towards BCT's operating shortfalls.[6]

Mobility Fees

In 2013, Florida amended its 1985 Growth Management Act to allow local jurisdictions to utilize mobility fees. As a new implementation and funding mechanism for local governments, mobility fees are an alternative method of funding transportation improvements beyond transportation concurrency exactions, proportionate share payments, and conventional transportation impact fees. Mobility fees serve as an additional funding mechanism for improving multimodal options—from smaller infrastructure projects like bicycle and pedestrian improvements to major transit capital projects. The most progressive mobility fee programs fund transit operating costs.

[6] In 2019 BCT was operating with a $25M deficit, indicating that current revenues are not sufficient to maintain existing LOS for the BCT transportation options that currently exist in Fort Lauderdale.

Because there are few state mandates on mobility fees, local governments can use them creatively to fund a wide spectrum of transportation improvements. Given the lack of case law or legislative stipulations regarding mobility fees, local governments can tailor them to meet the needs of their community.

Mobility fees are essentially a type of impact fee, with the following distinctions:

- Funds can be expended not only on roadways, but also on transit and transit-supportive investments such as bus shelters/amenities, and bicycle and pedestrian infrastructure.[7]
- Funds may be expended on capital costs, operating expenses, or both.

CONNECTING THE BLOCKS

The City of Fort Lauderdale has already taken steps towards developing a mobility fee system, most notably, the development of a mobility plan: *Connecting the Blocks* ("CTB"). In 2013, Fort Lauderdale adopted CTB in its Community Investment Plan ("CIP") and included it again in the 2019-2023 CIP. CTB developed aspirational multimodal level of service ("MMLOS") standards and developed a list of the projects, including their cost, that need to be implemented to achieve those standards.

Many Florida communities including the City of Kissimmee and Panama City have taken similar approaches when designing and implementing a mobility fee program. CTB lays the groundwork for establishing a mobility fee program in Fort Lauderdale, but additional planning and analysis is required. Specifically, without the Wave Streetcar, the City now lacks a cohesive transit vision. Moreover, there is a lack of coordination between the City of Fort Lauderdale's transportation planning agencies, and Broward County's transit and transportation planning departments, and the Broward MPO.

CTB currently does not incorporate any transit service or infrastructure in its MMLOS, acknowledging that the City has little to no decision-making control over transit capital or operational investments, but assuming that the Wave Streetcar would improve transit infrastructure LOS. CTB should be revisited to identify a new transportation vision for the future of Fort Lauderdale.

FINAL RECOMMENDATIONS

There is a clear need for additional revenue for multimodal infrastructure improvements in Fort Lauderdale. Unless City officials are willing to increase the amount of General Fund revenue allocated to transportation projects, which would require allocating less money to other projects or raising taxes and/or existing fees, funding the multimodal projects identified in CTB will require a new revenue source.

[7] Renaissance Planning, A Guidebook: Using mobility fees to fund transit improvements: 11.

Mobility fees are the next generation of growth-management fees. If properly designed and implemented, a mobility fee program would supply Fort Lauderdale with additional revenue to fund priority transportation infrastructure projects and potentially subsidize transit operations, while also serving as a land use regulation to help shape development patterns.

This report recommends that the City first work to develop a more cohesive transportation vision that reflects the current status of the Wave Streetcar project, and then update its mobility plan—*Connecting the Blocks ("CTB")*—accordingly. Florida legislation requires mobility plans to utilize the most current data available; moreover, in the absence of the Wave Streetcar project, the City may want to consider revising CTB so that its transit Multimodal Level of Service ("MMLOS") standards include actual transit service as opposed to just transit supportive infrastructure, as they do currently. The project prioritization methodology will likely need to be revisited as well. Once the project program has been updated, the City should determine the gap between needed project costs and available revenue. The funding gap can serve as the cost basis within a potential mobility fee calculation. The City should also run a GIS analysis to determine how that gap is distributed among the Multimodal Connectivity Districts ("MCD") identified in CTB. This information will help guide the City of Fort Lauderdale as it determines the geographic scale and program characteristics of a potential mobility fee program.

BACKGROUND

After decades of auto-centric development, the City of Fort Lauderdale now seeks to prioritize alternative modes of transportation and foster more consolidated, transit-supportive growth, particularly in its downtown and immediate surroundings. The City envisions a "connected" Fort Lauderdale, where visitors and residents "move seamlessly and easily through a safe transportation system where the pedestrian is first."[8]

This technical memorandum is one component of the Next Stop Fort Lauderdale Planning Study, a TOD Study funded by the Federal Transit Administration, the purpose of which is to examine mechanisms on how to foster walkable, connected and livable places within the Planning area. One mechanism under consideration is a mobility fee, as permitted in the State of Florida's 2013 legislative revisions to FS 163.3180.

As a new implementation and funding mechanism for local governments, mobility fees serve as an additional revenue source for improving multimodal options; often referred to as the next-generation of impact fees, they can also function like a land-use regulation by incentivizing locally desired development, such as TOD.

In 2013, the City of Fort Lauderdale updated its zoning ordinances to require more pedestrian friendly and transit-supportive development in its downtown. A new transit option—the Wave Streetcar—was also in its planning phases. The Wave Streetcar would have provided 2.7 miles of fixed-rail transit, connecting people to and within the city center, mitigating roadway congestion and, in conjunction with targeted land-use regulations, fostering TOD. But construction bids for the streetcar far exceeded the amount of feasibly attainable for its development. Financially unfeasible, the Wave Streetcar became politically unfeasible as well, and the project is now defunct.

The Wave Streetcar epitomizes the general challenge the City of Fort Lauderdale faces. Fort Lauderdale is largely built-out. Transforming its established auto-centric transportation system into a balanced, multimodal network will require significant investment, and existing revenue sources are insufficient.

This chapter of the report provides the context surrounding the *Next Stop Fort Lauderdale Planning Study*. It evaluates the City of Fort Lauderdale's infrastructure and land use goals and quantifies the costs associated with achieving those objectives.

[8] City of Fort Lauderdale, Fl. 2013. Fast Forward Fort Lauderdale 2035, pg. 22.

PLANNING AREA

The City's strategy for improving livability and enhancing multimodal connections begins with targeted investments and policies in downtown Fort Lauderdale. The idea is that improving connections and infrastructure investment in and around the city center will increase transit use, improve safe mobility options, reduce the number of people driving and roadway congestion, and create a more livable city for everyone.

To that end, the City recently amended its land use regulations to create three special TOD districts, or Regional Activity Centers ("RACs") in and around downtown. Each RAC has its own unique purpose and land use requirements, as defined below:

Downtown Regional Activity Center ("DRAC"): This land use designation applies to the geographic area containing a mixture of largescale business, cultural, educational, governmental and residential uses which are in close proximity to mass transit resources (airport, port, rail and bus terminal). The purpose is to foster an active downtown within which one can work, live, entertain and shop without commuting to other districts in the city.

South Regional Activity Center ("SRAC"): This land use designation applies to the geographical area containing a mixture of professional office, small to medium scale businesses, cultural and residential uses. The purpose is to foster an active pedestrian friendly environment while maintaining the established eclectic atmosphere of the area

Northwest Regional Activity Center ("NWRAC"): This land use designation applies to the geographical area containing a mixture of small to medium scale businesses, cultural and residential uses. The purpose is to foster an active pedestrian friendly environment while maintaining the established historic and eclectic atmosphere and cultural diversity of the area through long-term sustainable redevelopment and adaptive reuse.

The Planning Area for purposes of this planning study encompasses most or all of these RACs, as is depicted in Figure 3.

FIGURE 3: MAP OF THE PLANNING AREA AND RACS

TRANSPORTATION INFRASTRUCTURE NEEDS

Improving connectivity requires coordinated land use and transportation planning. The City of Fort Lauderdale seeks to enhance livability by changing both its development patterns and the way people get around. As part of this TOD Study, the Project Team completed *a Technical Memorandum Identifying Challenges to Foster a Connected, Walkable, and Livable Place* ("Barriers Tech Memo"), advising the City as to what additional transportation infrastructure is needed in order to achieve the comprehensive plan's vision of a multimodal, walkable, urban core.

Figure 4 summarizes the general transportation infrastructure needs identified in the Barriers Tech Memo:

FIGURE 4: CAPITAL NEEDS TO FOSTER LIVABILITY

MODE	ADDITIONAL INFRASTRUCTURE NEEDED
Walking	Sidewalks Crosswalks Traffic-slowing mechanisms Trees Wayfinding signage Lighting
Biking	Bike facilities Bike lanes Bike crosswalks Wayfinding signage
Bus	Park-n-Ride Additional bus stop facilities Safer access to bus stops
Rail	Trees (shade at stations) Safer access to stations Wayfinding to/from stations
Automobiles	More convenient parking Better access to / less congestions at garages Improved signal timing

The lack of these infrastructure improvements citywide and within the Planning Area discourages the use of multimodal transportation options and serves as a barrier to livability for pedestrians, bicyclists, transit-users, and even drivers.

Capital Costs

Specific infrastructure projects and their estimated capital costs are identified in the City's mobility plan, *Connecting the Blocks Plan* ("CTB"). Adopted by the City in 2013, CTB provides a detailed list of the pedestrian, bicycle and transit-supportive infrastructure improvements needed to transform Fort Lauderdale into a walkable, multi-modal urban center over a 20-year period, as well as planning level cost estimates for these improvements. CTB identifies more than 600 multimodal projects to be completed by 2035. The capital costs associated with this investment are evaluated below.

FIGURE 5: PLANNING COST ESTIMATES FOR NEEDED MULTI-MODAL INVESTMENTS

MODE	COST OF PROJECTS ($) ('000s)
Roadway	682,300
Pedestrian	365,000
Bicycle	113,000
Transit	1,019,900
Total	***2,180,200***

Per the City's 2019-2023 Community Investment Plan ("CIP") unfunded costs for priority projects total approximately $642.6 million.[9] As discussed in the first chapter of this report, this estimate is likely conservative, as local, state, and federal capital plans that award funding for projects in the City of Fort Lauderdale have not been uniformly updated to reflect the status of the Wave Streetcar project. Note that once the City updates CTB, it will arrive at a new funding gap figure which it could use in a potential mobility fee calculation as detailed in the last chapter of this memorandum.

TRANSIT SERVICE NEEDS

In addition to the capital costs associated with funding multimodal infrastructure projects, funds are also needed to improve the City of Fort Lauderdale's existing transit services. The City is served by four transit providers: Sun Trolley, Broward County Transit ("BCT"), Tri-Rail, and Brightline. Tri-Rail is a regional commuter rail service provided by SFRTA. It makes two stops within the City limits, connecting residents and visitors to the three-county region. Brightline has one stop within Fort Lauderdale, and it provides service to Miami, West Palm Beach, and Orlando. While Tri-Rail and Brightline are certainly important regional connectors, this report focuses on transit connectivity within Fort Lauderdale and thus refers primarily to the Sun Trolley and BCT.

[9] City of Fort Lauderdale, Adopted Community Investment Plan Fiscal Years 2019-2023, pg. 8.

Sun Trolley

Sun Trolley service focuses on connectivity within the city and is a critical part of mobility for Fort Lauderdale, especially within the Planning Area. But funding constraints have impacted headways and reliability of service. In 2018 the Sun Trolley operated at a $475,813 deficit and is projected to run a $268,813 deficit in 2019. Historically, the Trolley's program has lacked a dedicated funding stream and received funding from a variety of sources including Broward County Transit ("BCT"), federal grants, the Florida Department of Transportation ("FDOT"), advertising revenues, fares, and several Community Redevelopment Authorities ("CRAs"), among other sources.[10] Per conversations with City officials, the aforementioned surtax will provide a dedicated funding source for Sun Trolley operations, which will help the City improve the Sun Trolley's level of service.

Broward County Transit ("BCT")

The city is served by 44 BCT routes, 17 of which provide service within the city or connect it to other areas of the county and the South Florida region. BCT is an integral part of Fort Lauderdale's transit system, but it is operated by the County, and the City has no decision-making authority regarding BCT services, upgrades, or funding choices. Moreover, BCT is operating at a deficit as well, with a projected operating shortfall of $25M in 2019.

The Barriers Tech Memo summarizes the operational challenges of transit in Fort Lauderdale:

> "Local transit options and the Sun Trolley, in particular, have experienced decreasing ridership, unpredictable service and impermanent system routes. The Trolley's program lacks a dedicated funding stream and receives funding from a variety of sources including grants. This has made it challenging for the Trolley to provide reliable transportation service to the communities it serves."[11]

Although the City does not currently have a projection of the operational expenditures required to improve bus, rail, and trolley service, it is important to note within this chapter of the report that additional operating expenditures will be required to expand the Sun Trolley's service area, frequency of service, and reliability.

The Barriers Tech Memo also points out that without the Wave Streetcar, the City now lacks a coordinated, cohesive transit vision. Improving livability and connectivity will require improved transit service; it is therefore essential that the City of Fort Lauderdale re-envision its transit plan in coordination with partner agencies, particularly now that the penny surtax is available to provide a dedicated funding for Sun Trolley and BCT operations.

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[10] Fort Lauderdale Transit, Transit Master Plan, March 2017, pg. 44. Available: .https://www.fortlauderdale.gov/Home/ShowDocument?id=31111

[11] Kittelson & Associates, Inc. Barriers Tech Memo: Identifying Challenges to Foster a Connected, Walkable & Livable Place, February 2019, pg. 8.

CURRENT FUNDING SOURCES

The City of Fort Lauderdale has determined that existing funding sources will be insufficient to fund capital costs needed to finance the multimodal improvements identified in CTB. A review of the revenue sources currently available for transportation infrastructure and operations confirms the need for a new revenue source and suggests that a mobility fee may be an appropriate option.

FIXED FUNDING SOURCES

Fixed funding sources are those generated from sources independent of growth or development. They are a function of local fundraising through taxes, or allocations of federal funds from the state or regional transportation entities.

FEDERAL AND STATE FUNDING

The Broward Metropolitan Planning Organization ("MPO") is the primary entity responsible for planning and securing financing for transportation projects in Broward County. As the regional transportation planning entity, the Broward MPO is responsible for allocating the federal and state transportation infrastructure dollars available to the localities in its planning regions—including Fort Lauderdale. Federal legislation mandates that MPOs submit updated Long Range Transportation Plans ("LRTPs") to the U.S Department of Transportation every five years and updated five-year capital budgets called Transportation Improvement Programs ("TIP") annually.

In 2012, Congress passed new legislation requiring that all transportation projects included in LRTPs and TIPs be demonstrably "financially feasible." This financial feasibility requirement was recently expanded; MPOs are now required to show not only that a project can be planned, but can also be built, operated, and maintained over a 20-year time frame, with funds that are "reasonably available." MPOs consider state, local, and federal funds when assessing financial feasibility, but per Broward MPO's most recent LRTP, "this is a stricter more financially constraining standard than before."[12]

The Broward MPO's most recent LRTP does include several regionally significant projects that will improve connectivity in Fort Lauderdale. For instance, the Florida State Department of Transportation ("FDOT") has committed $109M towards improving traffic signal timing throughout Broward County.

Although the current LRTP prioritizes multimodal projects and includes improvements to bicycle and pedestrian infrastructure under its Complete Streets and Other Localized Initiatives Programs, Broward MPO's most recent LRTP acknowledges that existing revenue sources will continue to fall short of infrastructure needs. This is the case nationwide, as improvements in fuel efficiency result in declining fuel

[12] Broward Metropolitan Planning Organization. Commitment 2040. Pg. V. Available: http://www.browardmpo.org/index.php/core-products/long-range-transportation-plan-lrtp

tax revenue, and as the Federal government continues to cut back on public infrastructure investments. These funding challenges are summarized in the Broward MPO's LRTP:

> *"There is less public money for transportation projects [since the previous LRTP was released]. Public revenues supportive of transportation improvements have declined. The Federal Highway Trust Fund, financed primarily by a tax on gasoline, is receiving less money annually based on a dated funding mechanism initially established in the 1970s. Although vehicle efficiency standards are a good thing, the increase in efficiency results in lower tax revenue based on fuel consumed. Furthermore, Congress has had trouble keeping the Highway Trust Fund afloat over the last couple of years. The availability of public monies for transportation improvements is therefore likely to continue going down for the foreseeable future."*

Given the relative scarcity of federal and state transportation funds, this report recommends that the City of Fort Lauderdale continue to explore alternative funding sources or strategies for increasing revenue from existing sources in order to achieve its vision of a connected Fort Lauderdale.

With gas tax revenues declining, many jurisdictions are looking towards other funding options for their transportation needs. This report recommends that the City of Fort Lauderdale continue to explore alternative funding sources, or strategies for increasing revenue from existing sources, in order to achieve its vision of a connected Fort Lauderdale.

General Fund Revenues

The City could consider allocating more General Fund Revenue towards transportation projects, either by increasing the percentage awarded to transportation infrastructure projects, or by increasing General Fund Revenues by raising Property Taxes. For the purposes of this report, it is assumed that neither option is feasible at this time. There are significant competing needs for City General Fund dollars. Specifically, the City is currently focusing on investing in its aging water and sewer infrastructure systems and sea level rise mitigation measures, such as improving floodwater management systems.

Broward County Surtax

Recognizing the need to raise additional revenue for transportation, Broward County recently implemented a surtax increase for transportation improvements. There are many infrastructure improvements within the City of Fort Lauderdale that are identified in the County's Projected Surtax Plan and Budget. In May 2019, the Independent Transportation Surtax Oversight Board approved $45.45M for BCT capital projects, and $3.77M for operations.[13]

[13] Independent Transportation Surtax Oversight Board, Mobility Advancement Program, May 2019. Available: http://www.broward.org/PennyForTransportation/Documents/ApprovalOfFY2019SurtaxProjectsAndExpenditures562019.pdf

The Transportation Surtax Oversight Board has also approved $6.09M and $1.52M for public works (highways, roads, bridges, engineering, construction) capital and operating costs, respectively, as well as $2.73M for planning and supportive services. [14] The surtax is also intended to serve as a dedicated revenue source for the Sun Trolley, but at this point in time, cities have little clarity on how the many projects and programs identified in the Penny for Transportation Financial Plan will be planned and prioritized for funding.

More information is available on this website:
http://www.broward.org/pennyfortransportation/Pages/default.aspx

[14] Independent Transportation Surtax Oversight Board, Mobility Advancement Program, May 2019. Available: http://www.broward.org/PennyForTransportation/Documents/ApprovalOfFY2019SurtaxProjectsAndExpenditures562019.pdf

GROWTH-MANAGEMENT FEES

Growth-management fees represent another source of transportation revenue in Broward County and the City of Fort Lauderdale. The term growth-management fee is used in this report to refer to all one-time payments for growth-related infrastructure collected from developers, usually at the time a building permit is issued. The underlying intent behind all such fees is providing adequate infrastructure to accommodate new development.

Growth-management fees can be conceptualized as existing along a continuum. At one end are concurrency evaluations which are based on specific development proposals and how they affect nearby infrastructure. At the other end are impact fees that focus on growth-related system improvements needed to accommodate multiple development proposals within an entire service area. [15]

Florida has enabling legislation that allows localities to use concurrency fees, impact fees, and next-generation impact fees such as mobility fees to fund transportation infrastructure and even operations.

Currently, Broward County has a road impact fee and a transit concurrency fee program in place whereas the City has no growth-management fee program. This section of the report evaluates these specific revenue sources and concludes that the City of Fort Lauderdale should consider implementing its own growth-management fee system.

IMPACT FEES

Broward County has a road impact fee program. Impact fees are one-time payments used to fund public facility improvements needed to accommodate development. In other words, an impact fee represents new growth's proportionate share of capital facility needs. Localities nationwide utilize impact fees for capital facilities and services including but not limited to roadways and transit infrastructure. Florida localities have been using impact fees since the 1970s.

Before describing Broward County's specific impact fee program in the context of transportation revenue, this section of the report describes what an impact fee is and its uses and limitations.

[15] Guthrie, D.P. & Bise, C.L. 2015. Next Generation Transportation Impact Fees.

Impact Fee Legal Standards and Limitations

Impact fees are subject to legal standards that require fulfillment of three key elements: **need, benefit, and proportionality.** Impact fees must demonstrate fulfillment of these three elements by meeting what is known as the **dual rational nexus test**. As developed under Florida case law, the dual rational nexus test holds that:

- Impact fees must be reasonably connected to, or have a rational nexus with, the need for additional capital facilities and the increased impact generated by the new residential or commercial construction.
- Impact fees must be reasonably connected to, or have a rational nexus with, the expenditures of the funds collected and the benefits accruing to the new development.

Impact fees are also subject to the following limitations:

- Impact fees can be used only to fund capital infrastructure.
- Impact fees must be accounted for in individual accounts and earmarked for the capital expenses for which they were collected.
- Impact fees should not be used to increase infrastructure standards unless there is a funding plan to raise the level of service for existing development in the community.[16]

In 2011 Florida passed s. 163.3180,1 F.S., which formally enables local jurisdictions to use impact fees. It provides requirements and procedures for the adoption of an impact fee but allows localities flexibility in terms of the methodology and approach they take towards calculating the fee.

Calculation

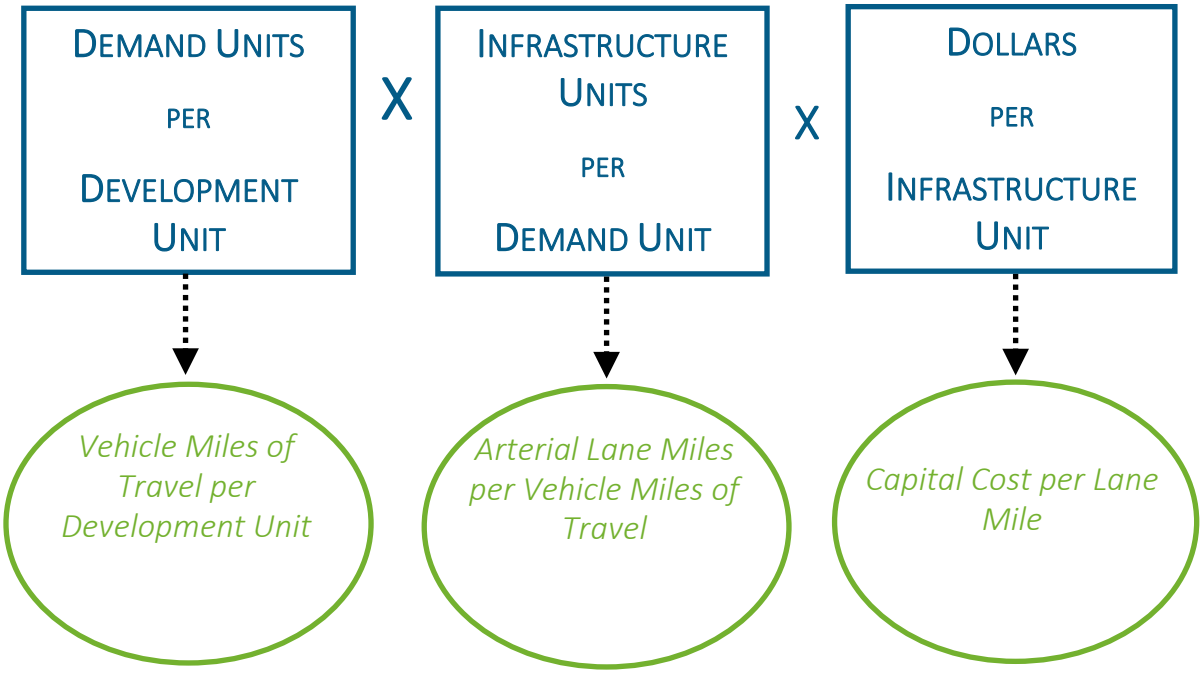
The general steps in a conceptual transportation impact fee formula are illustrated in Figure 6. The first step (see the left box) is to determine an appropriate demand indicator. The demand indicator measures the number of service units for each unit of development. For example, an appropriate indicator of the demand for transportation infrastructure is vehicle miles of travel ("VMT") generated by a development unit (e.g, an apartment unit).

The second step in the conceptual formula is shown in the middle box below. Infrastructure units per demand unit are typically called Level-of-Service ("LOS") or infrastructure standards. In keeping with the transportation example, a common infrastructure standard is arterial lane miles per VMT.

The third step in the conceptual formula, as illustrated in the right box, is the cost of various infrastructure units. To complete the transportation impact fee example, this part of the formula established the cost per lane mile to construct arterial capacity.

[16] *Ibid*. pg. 1.

FIGURE 6: CONCEPTUAL TRANSPORTATION IMPACT FEE FORMULA



Methodology

Although fee methodologies are tailored to each jurisdiction, there are three basic methods used to calculate impact fees.

- The **incremental expansion method** documents the current level of service for each type of public facility, in both quantitative and qualitative measures. The intent is to use revenue collected to expand or provide additional facilities, as needed to accommodate new development, based on the current cost to provide capital improvements.
- The **plan-based method** is commonly used for public facilities that have adopted plans or engineering studies to guide capital improvements, such as utility systems.
- A third approach, known as the **cost recovery method**, is based on the rationale that new development is paying for its share of the useful life and remaining unused capacity of an existing facility.

Credits

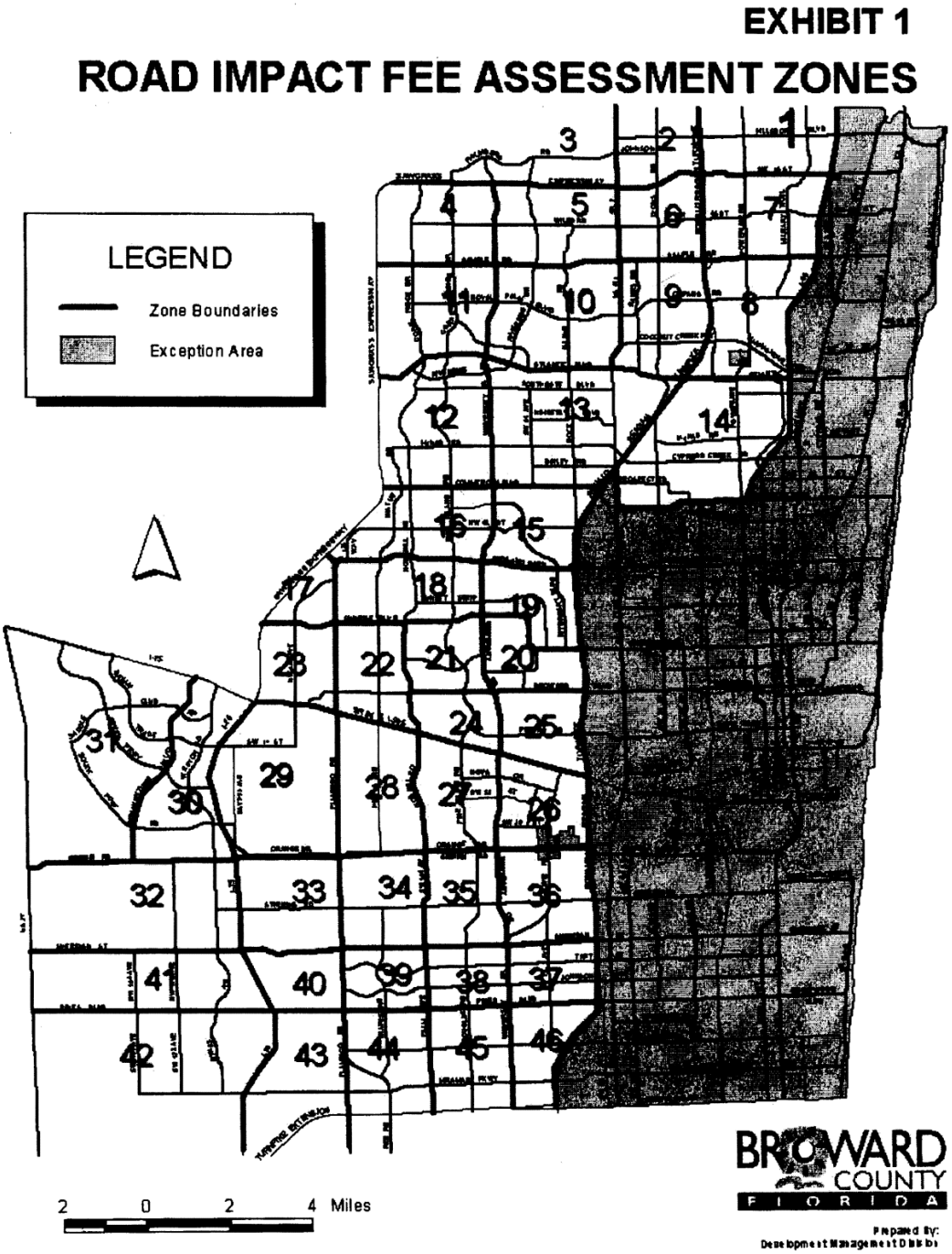
A general requirement common to impact fee methodologies is the evaluation of credits. Two types of credits should be considered, **future revenue credits** and **site-specific credits**. **Revenue credits** may be necessary to avoid potential double payment situations arising from a one-time impact fee plus the payment of other revenues (e.g., property taxes) that may also fund growth-related capital improvements. Because new development may provide front-end funding of infrastructure, there is a potential for double payment of capital costs due to future payments on debt for public facilities.

The second type of credit is a **site-specific credit** for system improvements that have been included in the impact fee calculations. Policies and procedures related to site-specific credits for system improvements should be addressed in the ordinance that establishes the development fees. However, the general concept is that developers may be eligible for site-specific credits only if they provide system improvements that have been included in the impact fee calculations. Project improvements normally required as part of the development approval process are not eligible for credits against impact fees.

Broward County Road Impact Fee

Broward County's road impact fee program serves as a funding source for transportation infrastructure beyond the fixed revenue sources previously discussed. Under its road impact fee policy, the County levies a fee on new developments in its more rural areas—per Figure 7, Fort Lauderdale and its suburbs fall within the road impact fee exception area; the City is thus exempt from road impact fees.

FIGURE 7: BROWARD COUNTY ROAD IMPACT FEE ASSESSMENT ZONES



Excluding the exception area, the County is divided into 46 road impact fee assessment zones. Fees are a function of a development's land use and the zone in which it is located. The County uses vehicle trips generated as the demand indicator.

Fees are deposited into the County's Transportation Trust Fund ("CCTF"). They may be expended on roadway infrastructure projects within the zone from which they were collected. The City of Fort Lauderdale does not have access to road impact fee revenue since it is within the exception area.

TRANSPORTATION CONCURRENCY

First introduced in the State's 1985 Growth Management Act, the intent of Transportation Concurrency was to ensure roadway infrastructure improvements kept pace with transportation demand generated by new development. The act mandated that local jurisdictions adopt transportation concurrency provisions requiring developers to contribute funds towards roadway expansion, so that the infrastructure improvements would be delivered at the same time—or concurrent with—the new development's impact on the transportation system.

Whereas impact fees focus on systemwide improvements needed to accommodate all future development within an entire service area, concurrency fees are assessed on a project-by-project basis and they evaluate a particular project's impact on nearby infrastructure only.

Calculation

While there is some flexibility to the generic transportation impact fee formula, the State of Florida's transportation concurrency formula is strictly mandated. The formula, which is included in the ordinance itself, is:

[Demand Basis (Peak Hour Vehicle Trips Generated by New Development] / [Change in Peak Hour Maximum Service Resulting from Construction of Roadway Needed to Maintain Existing LOS] x [Cost Basis (Cost of Improvement Necessary to Maintain or Achieve Adopted Level of Service]

The formula requires localities to use peak vehicle trips generated as the demand indicator. Unlike VMT, vehicle trips generated does not consider miles traveled; thus, it does not reflect variations in density.

Also, because it is a project-specific calculation, the cost basis in this standardized concurrency formula equals the actual cost of expanding a particular segment of roadway to maintain current LOS. Not only is it burdensome for both the developer and the locality to conduct these individual assessments, but in dense urban areas it is extremely expensive if not physically impossible to increase road capacity. This congestion management approach to concurrency has promoted urban sprawl and vehicle trips by encouraging development in outlying areas in search of road capacity.[17]

[17] Ibid. pg. 108,

ALTERNATIVE MOBILITY FUNDING SYSTEMS

Today, Florida policy makers and planners recognize the 1985 transportation concurrency policy as a leading driver behind the auto-centric, sprawling development pattern that has come to characterize the state's built environment. In 2011, the legislature removed the concurrency mandate and in 2013 revised the Growth Management Act to allow localities to use alternative mobility funding systems.

The legislation places the following limitations on alternative mobility funding systems:

- Any alternative mobility funding system may not be used to deny, time, or phase an application for site plan approval, building permits, etc.
- The local jurisdiction must adopt a plan explaining the funding system's rationale, objectives, approach, and methodology. This plan will serve as the basis for the fee imposed.
- Fee revenue must be used to implement the needs identified in the plan that serves as the basis for the fee imposed.

It imposes the additional statutory requirement on mobility fee systems only:

- A mobility fee-based funding system must comply with the dual rational nexus test applicable to impact fees.

It imposes the following requirement on any alternative mobility funding system that is *not* a mobility fee:

- An alternative system that is not mobility fee-based cannot be used to remedy existing transportation deficiencies.

It also encourages localities adopting alternative mobility funding systems to develop and use the following tools:

1. Long-term strategies to facilitate development patterns that support multimodal solutions
2. Areawide LOS standards not dependent on any single road segment
3. Credits against the fee for locally desired development such as mixed-use or urban infill.
4. Credits against the fee for development within desired areas such as multimodal transportation districts.
5. Multimodal Level of Service Standards ("MMLOS standards") that rely primarily on nonvehicular modes of transportation.

Whereas Florida's traditional transportation concurrency fee was driven by generic formulas, the 2013 legislation encourages local governments to adopt fees driven by plans and policy.

Mobility Fees

The legislative language regarding mobility fees is limited to the restrictions discussed above. Because there are few state mandates on mobility fees, local governments can use them creatively to fund a wide spectrum of transportation improvements. Given the lack of case law or legislative stipulations regarding mobility fees, local governments can tailor them to meet the needs of their community.

Mobility fees are essentially a type of impact fee, with the following distinctions:

- Funds can be expended not only on roadways, but also on transit and transit-supportive investments such as bus shelters/amenities, and bicycle and pedestrian infrastructure.[18]
- Funds may be expended on capital costs, operating expenses, or both.

Mobility fees utilize the same generic formula as impact fees, although there tends to be more variation in terms of how LOS is defined and what demand indicators are utilized.

Broward County Transit Concurrency

In 2013, Broward County adopted an alternative mobility funding mechanism. Formally entitled the Broward County Transportation Concurrency Assessment, the fee functions more like a mobility fee. Having nearly reached build-out, the County was running out of options as its road impact fee only supports roadway improvements. The County Commission wanted more flexibility than the road impact fee allowed and wanted to be able to fund transit improvements.

The Commission established the transit concurrency assessment program through the transportation element of the comprehensive plan.

Under the transit concurrency fee legislation, the County is divided into ten Concurrency Districts. The fees collected in a District must be used to fund transit enhancements—and capital costs specifically—within that District. Note that these fees cannot be used to fund pedestrian or bicycle projects. Moreover, the transit enhancements for which the revenue may be used are limited to those identified in the County Commission's five-year Transit Development Plan ("TDP"). The TDP only includes improvements to the Broward County Transit ("BCT") system.

Although the intent behind dividing the County into Districts was, in part, to ensure that fees collected from development in one District were utilized for infrastructure projects within that District, Broward County has not provided the City of Fort Lauderdale with information regarding how much revenue has been collected from fees within the city or what projects that revenue has funded. Per discussions with City staff, the County has not responded to FOIA requests regarding this information. This lack of transparency prevents the City from coordinating with the County and has facilitated mistrust.

[18] Renaissance Planning, A Guidebook: Using mobility fees to fund transit improvements: 11.

To summarize, the following aspects of Broward County's transit concurrency program limit its ability to contribute to Fort Lauderdale's transportation and land use goals:

- The program does not generate significant revenue; only $3 million is collected annually for the whole county.
- Because these funds can only be utilized for regionally impactful transit, their use in Fort Lauderdale is limited to improving or enhancing BCT's infrastructure.
- Broward County's transportation concurrency fee cannot be utilized for operating expenses and therefore could not be used towards BCT's operating shortfalls.[19]
- To date, the County has not adequately coordinated with the City of Fort Lauderdale regarding how the fee revenue collected from development within the city is spent.

ANALYSIS & RECOMMENDATIONS

There is a clear need for additional revenue for transit and transit-supportive infrastructure in Fort Lauderdale. Unless City officials are willing to increase the amount of General Fund revenue allocated to transportation projects, which would require allocating less money to other projects or raising taxes and/or existing fees, funding the multimodal projects identified in CTB will require a new revenue source.

Figure 8 on the following page summarizes the key similarities and distinctions between impact fees, concurrency fees, and mobility fees. Note that characteristics for a particular type of fee are categorized as either being well suited to meet Fort Lauderdale's goals as described in this report (green); neutral with regard to applicability/appropriateness for Fort Lauderdale's goals (grey), or poorly suited to meet the City's transportation and connectivity goals (red).

Mobility fees are the next generation of growth-management fees. If properly designed and implemented, a mobility fee program would supply Fort Lauderdale with additional revenue to fund priority transportation infrastructure projects and potentially subsidize transit operations, while also serving as a land use regulation to help shape development patterns.

[19] In 2019 BCT was operating with a $25M deficit, indicating that current revenues are not sufficient to maintain existing LOS for the BCT transportation options that currently exist in Fort Lauderdale.

FIGURE 8: COMPARISON OF KEY FEE CHARACTERISTICS

FEE CHARACTERISTIC	IMPACT FEES (ROAD)	CONCURRENCY FEES	ALTERNATIVE FEE / MOBILITY FEE
Types of public facilities	Roadways	Roadways	Anything related to transportation (i.e. transit, bicycle, pedestrian, roadway)
Costs fee can fund	Capital only	Capital only	Capital or operating
Dual rational nexus	Required	Required	Required
Can fee be used to fund existing LOS deficiencies?	Yes, if tied to funding plan	No	Yes
Must the basis of the fee be documented in a locally adopted plan?	No	Yes	Yes
How much flexibility is a locality given when determining how to calculate fee?	Moderate; State legislation does not require a specific generic formula. Because of the plethora of existing case law regarding impact fees, however, they are less flexible than mobility fees.	Very little; the state requires the use of a specific generic formula.	Significant; given the lack of case law regarding how mobility fees are calculated and the leeway provided by State legislation, localities can approach fee calculation in a wide variety of ways.
Demand indicator (trip basis)	Flexible; current impact fee legislation does not mandate a particular trip basis	Peak-hour vehicle trips	Flexible; current mobility fee legislation does not mandate a particular trip basis
Cost basis	Loose cost analysis and generous credits	Cost of expanding roadway capacity to accommodate demand resulting from a development while maintaining existing LOS	Total cost of mobility projects or services for a particular geographic area within a specific timeframe
Credits	Required	Required in dollar-for-dollar amount equal to any impact fees, mobility fees, or similar fees charged to a development	Allowed, but not required. Can help mobility fees functions like a land-use regulation.

CONNECTING THE BLOCKS ("CTB")

The City of Fort Lauderdale has already taken steps towards developing a mobility fee system, most notably, the development of a mobility plan: the aforementioned *Connecting the Blocks* ("CTB"). In 2013, Fort Lauderdale adopted CTB in its Community Investment Plan ("CIP") and included it again in the 2019-2023 CIP. This chapter provides a brief overview of CTB, which will be discussed in relation to best practices and other communities' fee systems later in the report.

OVERVIEW

MULTIMODAL CONNECTIVITY DISTRICTS

CTB divides the City into 11 Multimodal Connectivity Districts ("MCDs") in order to better assess the City's infrastructure needs. The MCD boundaries were drawn with the intent to "define sub-areas in which deficiencies in mobility and connectivity may be identified for a given development project or initiative, and in which these deficiencies may be more effectively addressed than if they were otherwise addressed at the citywide level."[20] The plan also explicitly states that the MCDs thereby assist in meeting dual rational nexus requirements.

CONNECTIVITY

CTB utilizes a modified version of the methodology FDOT describes in its Multimodal Transportation Districts and Area-wide Quality of Service Handbook to measure the MCDs' connectivity. Each MCD has a different connectivity score for each mode—pedestrian, bicycle, transit, and roadway—which can be used as a general descriptor of how accessible that District is.

COMPLETE STREETS TYPOLOGY

CTB also defines 11 distinct Complete Streets classifications, adapted from Broward Complete Street Guidelines. Each classification has a unique set of desired characteristics. Every street in Fort Lauderdale can be categorized within the Complete Streets typology, and it serves as the basis for the MMLOS standards developed within CTB.

[20] Connecting the Blocks….

MULTIMODAL LEVEL-OF-SERVICE STANDARDS

CTB develops alternative LOS standards that measure the adequacy of Fort Lauderdale's pedestrian, bicycle, and other transit supportive infrastructure. Each travel mode has its own LOS Standards, and each street typology is assigned a target LOS metric for those standards. For instance, Pedestrian MMLOS standards include the following:

- Sidewalk Width
- Buffer Width Between Street and Sidewalk
- Level of Shade
- Maximum Distance Between Pedestrian Crossings
- Pedestrian Scale Lighting

CTB assigns each street typology a minimum for each MMLOS standard. As an example, Figure 9 (Table 18 in CTB) illustrates the MMLOS Standards for Pedestrian Space by street typology:

FIGURE 9: MMLOS PEDESTRIAN SPACE STANDARDS PER CTB

TABLE 18. MULTIMODAL STANDARDS: PEDESTRIAN SPACE

COMPLETE STREETS CLASSIFICATION	SIDEWALK WIDTH (FEET) [1]	BUFFER WIDTH BETWEEN STREET AND SIDEWALK (FEET) [2]	LEVEL OF SHADE [3]	MAXIMUM DISTANCE BETWEEN PEDESTRIAN CROSSINGS	PEDESTRIAN-SCALE LIGHTING
Center City Boulevard	8′	4′-6′	Medium	660′	Present
Commercial Boulevard	6′	4′-6′	Medium	1,320′	Present
Residential Boulevard	5′	4′-6′	Medium	1,320′	Present
Center City Avenue	8′	4′-6′	Medium	660′	Present
Commercial Avenue	6′	4′-6′	Medium	1,320′	Present
Residential Avenue	6′	4′-6′	Medium	1,320′	Present
Center City Street	8′	0′-4′	Medium	660′	Present
Commercial Street	5′	0′-4′	Medium	1,320′	Present
Residential Street	5′	0′-4′	Medium	1,320′	Present
Beachside Thoroughfare	8′	0′-4′	Medium	1,320′	Present
Industrial Thoroughfare	5′	4′	Medium	1,320′	Present

[1] Both sides of street [2] May contain street trees [3] Can include trees and awnings

Note: These are preferred standards. It may be desirable to exceed these standards in some cases.

[21] City of Fort Lauderdale. 2013. Connecting the Blocks, p. 34.

MOBILITY FEE PROGRAMS IN FLORIDA

Since enabling legislation was passed in 2013, there has been widespread implementation of mobility fee programs. Currently 28 counties or cities in Florida have a mobility fee or similar system. There is a wide diversity in the characteristics of mobility fee programs implemented in Florida, but a number of features can be used to classify and distinguish the programs. These are the key characteristics Fort Lauderdale will need to consider when designing its own mobility fee program.

This chapter of the report reviews these key characteristics and other Florida communities' approach to them; it then ends with case studies of two particularly relevant mobility fee programs—the City of Kissimmee and Panama City.

BASIC PARAMETERS

Among the early critical decisions Fort Lauderdale will need to make when designing a mobility fee program are the geographic area to which the mobility fee applies, how the transit agency is involved, the timeframe on which transportation costs are based, and how revenues are spent.

GEOGRAPHIC SCALE

Mobility fees can be utilized across different scales: county-wide, city-wide, or within more compact planning districts or individual corridors. When considering geographic scale it is important for Fort Lauderdale to determine how it wants to prioritize transportation projects and investment—for instance, the most straightforward way to ensure compliance with the dual rational nexus test is to require revenue gathered from fees in one district to be utilized on transportation projects occurring within that district. But revenue can also be utilized for any service or infrastructure improvement that provides city-wide benefits.

A relevant case study is the City of Kissimmee, which used traffic analysis zones ("TAZ") to divide the City into 10 mobility fee districts to delineate zones for estimating the proportionate number of trips forecasted for the determination of fee payments. Mobility fees must be spent either in the district in which they were collected or in an adjacent district. Additionally, the mobility fee includes citywide projects that benefit the entire City and not one district and support the citywide mobility strategy. These include projects like the Intermodal Center and the Kissimmee Circulator.

The City of Boca Raton implemented a program that includes fees in special planned mobility districts to fund transit operations and maintenance. The program is aimed at connecting employees to the Boca Raton Tri-Rail station. Boca Raton is in the process of updating the fee that supports this service.

Some local governments also implement mobility fees within a specific district or corridor. Ormond Beach has applied a mobility fee to four transportation concurrency exception areas, specifically located along major corridors Roadways in these corridors were exceeding the adopted level of service, which was limiting development since roadway widenings were not desired.

TRANSIT AGENCY INVOLVEMENT

Ideally, the transit department or agency is a full partner involved in the planning and implementation of any mobility fee system, but transit agency involvement depends on whether the transit agency is a department within the City government or a separate entity. If it is housed within the government, intragovernmental coordination between departments involved in creating the mobility fee needs to occur. If the transit agency is a separate entity or authority, the transit agency and the local government can develop an interlocal agreement to outline responsibilities, coordinate projects, and establish how project funding will occur.

TIMEFRAME

The timeframe for the mobility fee program varies by program goal as well as what types of improvements are to be funded, although the list of projects included in the fee's cost basis should be updated at least every five years. In developing their program of projects and timeframe for developing them, many communities piggyback on either the local transit agency's 10-year Transit Development Plan ("TDP") or follow the local MPO's Long Range Transportation Plan ("LRTP") schedule. Both are updated every five years.

DISPOSITION OF REVENUES

A range of practices exist with respect to mobility fee expenditures. Historically, roadway impact fees limited expenditures to roadway projects. Since the advent of the mobility fee, almost all Florida communities, at a minimum, allow fees collected to be used for transit-supportive projects such as sidewalks, bicycle amenities, and bus shelters.

Many mobility fees also allow expenditures on transit capital investments that may include vehicles, special construction to accommodate bus rapid transit, and even construction of rail facilities, stations, and maintenance support activities. Several fee programs also allow expenditures for transit operation expenses. Ormond Beach's mobility fee, for instance, is split into transit, bike/pedestrian, and roadway categories with 50 percent provided to the county transit agency for increased service and 39 percent for bike/pedestrian improvements.

METHODOLOGY & APPROACH

After establishing the basic parameters of a mobility fee program, the next step is to ensure that those parameters are reflected in the methodology used to calculate the fee.

TRIP BASIS

Ultimately, mobility fees are linked to the trip making characteristics of various land uses. Mobility fee programs can use a variety of different metrics to represent trip basis, including vehicle trips, person trips, vehicle miles traveled ("VMT"), person miles traveled ("PMT"), corridor capacity consumed, or some combination of these trip metrics and a multimodal level of service ("MMLOS") standard.

Relevant to this report is Panama City's approach; Panama City established a MMLOS standard and developed projects that could accommodate requirements over the planning horizon. The City of Maitland uses a similar approach. It differentiates between funded and unfunded projects and needs and uses mobility fees strategically to cover unfunded multimodal needs.

COST BASIS

The cost basis is the total cost of mobility projects or services for a particular geographic area within a specific timeframe and is used to calculate the fee paid by developers.

In determining cost basis, Fort Lauderdale will want to consider what types of projects and expenses it seeks to fund via mobility fees (i.e. transit, operating, or both). An example of a progressive approach towards cost basis is Alachua County which includes transit vehicles, transit infrastructure, and transit operations in the cost basis of their fee. Many of the fee programs are based on a specific program of projects, typically expected to be implemented in a ten-year period.

DISCOUNTS/CREDITS

Mobility fees can offer credits to incentivize certain types of development. The use of credits or discounts in mobility fee assessments can be a useful tool for coordinating transportation and land use planning. Some programs simply discount the mobility fee element of a program of projects by other known sources of transportation program revenue, but others offer mobility fee discounts based on factors like location or design characteristics. Another approach would be to apply anticipated motor fuel, transit revenue, or other revenue sources that might be generated by a particular development as a credit in the computation of the attributable fee.

DOCUMENTATION & ADMINISTRATION

In considering a potential mobility fee program, the City of Fort Lauderdale will need to determine how the fee policy will be adopted and administered to ensure compliance with State regulations.

PROGRAM JUSTIFICATION

It is a statutory requirement that the program of projects included in the development of mobility fees and the justification of a rational nexus must be documented in a local planning document. A special purpose mobility plan, TDP, community redevelopment master plan, comprehensive plan, or some combination of these can be used to demonstrate the anticipated future conditions, estimate travel within the area, and identify a program of projects.

ADOPTION

Local governments typically implement the mobility plan through updates to the Comprehensive Plan goals, objectives, and policies and the local governments code of ordinances, and other plans where appropriate.

Pasco County adopted its mobility plan and established the rational nexus in the County's comprehensive plan and TDP. The County also adopted mobility fee regulations in its land development code. Some communities have foregone developing a separate mobility plan and adopt a mobility fee program directly into their comprehensive plan and local government code to implement the fee. The City of Kissimmee adopted amendments to the Comprehensive Plan, the land development regulations, and Community Redevelopment Agency ("CRA") master plan to implement its mobility fee.

CASE STUDY: KISSIMMEE MOBILITY FEE

In November 2012, the Kissimmee City Commission replaced its transportation impact fee with a multimodal mobility fee program. The City decided that its existing impact fee system was not serving as an incentive for developers to create more urban, pedestrian-friendly developments. Much like Fort Lauderdale, the City of Kissimmee wanted to develop a funding source that could be used for multimodal improvements. The city is fully developed, and roadway widenings were likely to be infeasible; thus, the Commission wanted to focus more on pedestrian, bicycle, and transit infrastructure. The mobility fee concept provided the flexibility needed to expand the City's transportation options.

TRIP BASIS

The mobility fee uses ten mobility fee districts based on aggregations of existing TAZs. The City used the regional transportation planning model to estimate the increment in trips from 2015 to 2030. Vehicle trips were divided into long trips (more than two miles) and short trips, which occur within a TAZ or between adjacent TAZs.

COST BASIS

The cost basis for the mobility fee is projects-based, which identifies specific improvements that are needed in order to accommodate traffic generated by new development. This list of improvements is mostly drawn from the Capital Improvement Plan ("CIP"), sidewalk and trail master plan, and the Kissimmee Circulator study. The inclusion of projects from these sources makes it easier for people, including elected officials, to understand and support these investments.

Roadway projects are assigned to long trips, multimodal trips to short trips, and both include projects that benefit the entire City. These projects are defined as projects that provide overall citywide benefit and support the citywide mobility strategy rather than the strategy for individual districts.

FEE CALCULATION

For each mobility fee district, the fee was computed by dividing the cost of projects in the district by the number of trips forecasted to be generated in the district with an additional accounting for citywide trips, portions of which were allocated to each district.

DISPOSITION OF EXPENDITURES

Funds can be used to support transit capital investments, including buses, a SunRail intermodal center, and ten years of transit operating costs for the Kissimmee Circulator.

CASE STUDY: PANAMA CITY

The City of Fort Lauderdale, as evidenced by its Connecting the Blocks plan, is considering utilizing MMLOS to establish a mobility fee program. Panama City offers an example of a jurisdiction that utilized MMLOS standards and could serve as a model for the City of Fort Lauderdale's program.

In 2009, Panama City partnered with the St Andrew Bay Land Company to develop the First Park District Mobility Plan, which covers the area surrounding the Panama City airport.

MMLOS STANDARD

The City developed the Corridor Mobility Score concept, which is essentially a MMLOS standard. It allows the community to identify and prioritize transportation improvements that are consistent with its vision. In a downtown area, for example, roadway LOS may be far less important than transit and pedestrian LOS. In rural areas, conversely, roadway LOS would be weighted more strongly as other modes may not be feasible.

The City calculated LOS for each mode. Bicycle LOS scores, for instance, were calculated by multiplying motorized vehicle volumes by the percentage of the roadway segment where paved shoulders or bike lanes exist. Pedestrian LOS was measured in a similar manner, while transit LOS was a function of peak hour frequency and sidewalk coverage.

Once the City calculated a LOS for each mode it developed a Corridor Mobility Score or MMLOS for each roadway segment. This was done by first assigning a numerical value to the LOS grade for each mode (LOS A = 5, LOS B = 4, LOS C = 3, LOS D = 2, LOS E = 1, and LOS F = 0), and calculating a weighted average for each roadway segment.

The City adopted areawide Corridor Mobility Scores or desired MMLOS standards in its comprehensive plan—a minimum overall mobility score of 2.25 was the desired MMLOS citywide, and every mode in the district is to attain a minimum LOS of 1.0.

TRIP BASIS

Next, the City projected future population and job growth over a ten-year timeframe, estimating that new development would lead to an additional 55,000 vehicle trips.

COST BASIS

The City modeled the impact that such growth would have on MMLOS standards. Deficiencies were then identified, and the City developed a list of priority projects needed to remedy those deficiencies and achieve the adopted MMLOS. Total project costs were estimated. After evaluating all reasonably anticipated funding sources, Panama City determined that an additional $5.9 million would be needed to fund the mobility projects required to achieve adopted MMLOS standards in its Forest Park Mobility District over a ten-year timeframe.

FEE CALCULATION

Using the projected new Trip Ends (55,000), and the estimated $5.9 million needed to fully fund its program of projects, Panama City calculated the mobility fee for the Forest Park District to be:

$5.9 million / 55,500 new external daily trips =

$106 for every new external daily trip

The City assigned each land use category an average number of Trip Ends to create a fee schedule. The City then utilized the generic mobility formula to assess fees for each land use with Trip Ends as the Trip Basis, and the $106 per Trip End as the Cost Basis. The resulting fee schedule provides clarity for developers:

FIGURE 10: PANAMA CITY FOREST MOBILITY DISTRICT FEE SCHEDULE

Single-Family (Detached) Dwelling – 9.57 trips/unit = $1015

Apartment – 6.65 trips/unit = $705

Hotel (120 rooms) – 8.92 trips/room = $113,500

Office (50,000 sq. ft.) – 11.01 trips/1000 sf = $58,350

Shopping Center (100,000 sq. ft.) – 42.94 trips/1000 sf = $455,200

Sit-Down Restaurant (5,000 sq. ft.) – 127.15 trips/1000 sf = $67,400

Drugstore (15,000 sq. ft.) – 88.16 trips/1000 sf = $140,200

FINAL RECOMMENDATIONS

This chapter provides recommendations as to how the City of Fort Lauderdale should approach program elements, where additional analysis is necessary, and insight into potential challenges or opportunities the City will face in implementing a mobility fee program.

This analysis draws from a review of best practices literature, an in-depth analysis of existing mobility fee programs within Florida and nationwide, and this report's assessment of Fort Lauderdale's current transportation infrastructure's operations, capital plans, and other planning documents.

BASIC PARAMETERS

In considering how to approach the basic parameters of a potential mobility fee in Fort Lauderdale, the lack of a cohesive transit vision presents a challenge that the City will need to address. With this in mind, this report makes the following recommendations:

TIMEFRAME

The City will need to consider what timeframe it seeks to utilize when crafting a mobility fee program. This report broadly advises the City to first update CTB (it is over five years old), and to then follow the project program in the CTB, so long as the City has the resources available to update the program every five years. Alternatively, since projects in the CIP reflect CTB's priority projects, the City could utilize a five-year timeframe and tie its project program and schedule to the CIP. As discussed previously, some jurisdictions use the capital schedule and timeframe outlined in their MPO's TIP or FDOT's work plan; while this approach lessens the burden on City staff to create and update an independent project program, it also reduces the City's decision-making authority regarding which projects the fee can fund.

TRANSIT AGENCY INVOLVEMENT

Fort Lauderdale will need to coordinate with BCT and the other agencies that provide transit service or funding for transit service, including the Sun Trolley, in the City. Although an interlocal agreements with BCT is the priority, it is also recommended that the City coordinate with more regional transit service operators, including Brightline and Tri-Rail.

GEOGRAPHY

The MCDs were drawn with the intent of helping a fee program meet the rational nexus requirement; in order for the MCDs to be used in a way that assists with meeting the rational nexus requirement, the geographic area in which the fee was collected would need to be tied to the geographic area in which the fee is to be expended.

As demonstrated by the adverse impacts of the traditional concurrency fee program, such an approach can have unintended consequences. A relevant mobility fee example is Bellingham, Washington, where the City originally created ten transportation impact fee districts, which grew to 18 districts. The funding system

required development within a district to pay for the projects in that district. Districts were not evenly sized, and projects were typically concentrated in a few districts, requiring development in those districts to pay more than other districts. The City ultimately decided to consolidate the districts into one citywide district.

This report recommends that the City first work to develop a more cohesive transportation vision that reflects the current status of the Wave Streetcar project, and then update its mobility plan—*Connecting the Blocks ("CTB")*—accordingly. The City may want to consider revising CTB so that its transit Multimodal Level of Service ("MMLOS") standards include actual transit service as opposed to just transit supportive infrastructure, as they do currently.

The prioritization methodology will likely need to be revisited as well. Once a project program has been updated, the City should determine the gap between needed project costs and available revenue, and then run a GIS analysis to determine how that gap is distributed among the MCDs.

This information will help guide the City of Fort Lauderdale as it determines the geographic scale of a potential mobility fee program.