

MEMORANDUM

2019 Update to Town of Miami Lakes Mobility Fee

Background

The Miami Lakes Mobility Fee was adopted via Ordinance 16-192 on December 1, 2015. Its purpose is to ensure that multimodal transportation infrastructure, necessary to support level of service standards, is in place at the time of development. It also creates a platform for developments to contribute to the funding and implementation of those projects in order to mitigate the developments impact to the multimodal transportation network, as well as fund multimodal mobility enhancements not just automobile related improvements. The mobility fee encourages better quality development and is more business friendly as it provides for an easier approval process.

Per the recommendation of the Alternative to Concurrency Study, the Town Council established a Mobility Fee in lieu of traditional transportation concurrency. Chapter 13 Land Development Code Division 2 Sec. 13-2006 (a) states:

The rate per daily trip, and subsequent amendments thereto, shall be established by the Town Council by resolution, based on the methodology as described in subsection (b) of this section. The rate per daily trip shall be reviewed by the Town Council at least once every three years but may be reviewed more frequently. The initial and each review thereafter shall consider changes to the demand component of the mobility fee equation, changes to the Town's CIE, changes in construction, land acquisition and related costs, changes in historical and projected funding, adjustments to the assumptions and conclusions or findings set forth in the Study.

Analysis

The 2019 Mobility fee update will review the above as required by Ordinance 16-192, as included in the Miami Lakes Land Development Code and other technical aspects of the fee schedule. Changes in growth rates, traffic generation rates, and land use changes will also be documented in this update memorandum. Any updates to the Mobility Fee proposed will continue to support the funding of multi-modal transportation projects within the Town of Miami Lakes. In addition, any changes to the Mobility Fee will only be based on the most current data per Florida Statutes. The Miami Dade County Long Range Transportation Plan 2045 is not complete, as such it will not be referenced in this update.

This memo documents updates to technical aspects of the fee schedule, such as lower anticipated growth rates, changes in transportation revenue programs, and increased costs of providing transportation facilities and services. Some of the specific changes incorporated include:

- Updating traffic generation rates for some land uses to address a newly- released version of the Institute of Transportation Engineers Trip Generation reference
- Proposing Flat Trip Generation Rates for specific use types
- Gas Station/Service Station with Convenience Store Analysis

- Fast-Casual Restaurant Analysis
- Trip Generation based on vested and committed development projects

Recommendations

Trip characteristics utilized in the Mobility Fee were taken from the Institute of Transportation Engineers' (ITE) Trip Generation reference report 9th Edition. Changes in this report include updated traffic generation rates provided in the 10th Edition Institute of Transportation Engineers' Trip Generation reference, released in late 2017. The changes are listed below:

- 230 Condominium/Townhouse is no longer a land use in the ITE 10th edition
- 231 Mid-Rise Residential with 1st Floor Commercial and 232 High-Rise Residential with 1st Floor Commercial were added as they are in the ITE manual 10th edition
- 492 Racquet Club/Health Club/Spa/Dance Studio and 437 Bowling Alley rates were changed because of the time period in which the rate was taken. In the 9th edition the weekday period was used. However, the 10th edition does not have this time period as an option. The rates for these land uses were taken from the weekday, PM peak hour time period.
- 820 Retail (1,000-50,000 s.f) thru 820 Retail (greater than 500,000 s.f.) is one single land use 820 Shopping Center. The 10th edition land use is incorporated.
- 120 General Heavy Industrial is no longer a land use and there is no alternative in the 10th edition
- 152 High-Cube Warehouse is no longer a land use, 154-157 were added and are included in the 10th edition

Another recommendation is to assess a flat trip rate that is justifiable to apply against acreage and dwelling units. Flat trip rates have now been added as part of the mobility fee update. For the chart below, the trip generation rates for residential land uses are trips/dwelling unit. For commercial, institutional, and industrial, the trip generation rates are per 1000 sq. ft.

| | |
|--|--------------|
| Flat Trip Rate for Residential Low Density | 7.23 |
| Flat Trip Rate for Residential Low-Med Density | 7.32 |
| Flat Trip Rate for Residential Med Density | 2.87 |
| Flat Trip Rate for Residential Med-High Density | 0.31 |
| Flat Trip Rate for Recreational | 78.92 |

| | |
|--|--------------|
| Flat Trip Rate for Institutional | 7.69 |
| Flat Trip Rate for Commercial (includes Transient, Office and Retail) | 61.64 |
| Flat Trip Rate for Industrial | 1.94 |

Gas Stations/Convenience Stores

An additional recommendation for the revision to the Mobility Fee Schedule is to the gas stations with convenience stores use. A recent trend is larger convenience markets with more fueling stations. It is recommended that an amendment be made to pass-by trip percentage from 66% to 77% based on FDOT Trip Generation Recommendations for Convenience Markets with Gas Pumps. There has been an increase in the size on convenience stores and number of fueling positions. These new facilities offer additional services, such as car washes, larger markets, fast food restaurants, and the ability to pay at the pump, have changed travel characteristics.

Fast-Casual Restaurant

An emerging trend in the area is the Fast-Casual Restaurant. Including Fast- Casual Restaurant (930) in the Mobility Fee Schedule is another recommendation. A fast-casual restaurant is a sit-down restaurant with no wait staff or table service. Customers typically order off a menu board, pay for food before the food is prepared, and seat themselves. The menu generally contains higher quality made to order food items with fewer frozen or processed ingredients than fast food restaurants. The website tripgeneration.org (accessed on 7/19/2018) provided a database of four studies of Fast- Casual restaurants, yielding an average rate of 179.78 trip- ends per 1,000 s.f. The percent new trips and trip length values from the High- Turnover, Sit- Down restaurant were found to be suitable and were applied to this land use. Miami Lakes is a prime location for the development of fast-casual/food hall type dining. The average vehicle trip rate per 1,000 s.f. is 315.17 based on the 10th Edition Trip Generation Manual.

Trips

Per Ordinance 16-192(b), the rate per daily trip shall be calculated by determining the difference between current development and projected future development levels. The vested and committed projects were reviewed. Based on the total vested and committed projects for 2016-2019 newly approved projects (as compared to when the fee was first adopted), there is an additional 16,684 trips. The following lists trips generated by use:

| | |
|---------------------------|--------|
| Total Residential Trips | 6,798 |
| Total Multi Use Trips | 4,065 |
| Total Commercial Trips | 1,443 |
| Total Industrial Trips | 310 |
| Total Institutional Trips | 934 |
| Total Services Trips | 3,134 |
| Total New Trips | 16,684 |

In determining the maximum allowed built capacity, the 2013-2017 ACS housing units (10,397) were subtracted from the FLU maximum allowed built capacity (27,746 d/u), which totaled 17,349 dwelling units. Vested units amount to 1,472. Therefore, there are now 15,876 units of remaining capacity. This is a reduction from the original study from 18,172 housing units, as there are now pending developments.

The total maximum allowed built capacity in acres (taking into consideration the FAR and height) for each land use category is 259 acres for commercial and 528 acres for industrial. There was a reduction in the total maximum allowed built capacity in acres from 555.98 as part of the original study to 528 acres for industrial and from 260 to approximately 259 acres of commercial, due to pending developments within the land use categories. Additionally, 25.09 acres of Commercial and 42.05 acres of Industrial land uses are currently vested. Remaining assessable capacity then, are 234.2 acres for commercial and 485.95 acres for industrial.

As noted previously, there were some changes to the daily weekday person-trip generation due to changes in the Trip Generation Manual 10th Edition. Also, flat trip rates have now been added as part of the mobility fee update.

To keep the fee accurate as time progresses, an annual adjustment based on inflation should be made to the assessments of the remaining transportation projects. This adjustment can come from a variety of sources – the Bureau of Labor Statistics maintains a Consumer Price Index as a benchmark, as does the Florida Department of Transportation, in regards to transportation projects, in the form of a Work program inflation factor; the current model accounts for this change by recommending an annual change rate based on the Florida Department of Transportation's rate, given its closer relationship with transportation infrastructure development. Transportation improvement costs from the Town's Capital Improvements Element (CIE), and other adopted Town transportation mobility plans and policies were computed. Costs were adjusted from the time of their original estimation to account for inflation, according to the "Inflation Factors" published by the Florida Department of Transportation (FDOT).

As the impact fee is contingent on the trips generated versus the infrastructure necessary to support the incoming population, as large scale amendments to the future land use accrue, staff should carefully evaluate and consider amendments to the fee in order retain appropriate levels of justification relative to the changes in the build out model utilized in the designation of the fee. Based on evidence that there was very few large-scale amendments, it has been determined after careful review that no future land use amendments since the adoption of the Mobility Fee have a large enough impact on trips generated versus infrastructure to make any changes to the actual fee structure. However, recommended changes are due to updates in the ITE 10th Edition Manual.

Credits

After a full review of the existing mobility fee credits, minor changes are recommended for the mobility fee credit system. These changes include the considerations for technology improvements enhancing local mobility as desired by the Town, and removal of several existing credit categories.

The Town should continue to issue mobility fee credits to developments with the following types of development for the following improvement types:

- Bicycle Parking Spaces
- Mixed Use Development
- Pedestrian Throughways and Bicycle Facilities
- Rear Parking
- Developer/Employer sponsored Transit

No changes to established ratios within the current code is recommended at this time. It is recommended that the Town, similar to other entities in Florida which are adopting Mobility Fees, continue to utilize the 3-year period as the mandated update to review the fee and associated assumptions.

Due to the difficulties in administration, it is recommended that the Town remove the following fee credits:

- Preferred Parking Carpools
- Flexible/Staggered Work Arrangements
- Employer provided Transit Passes

It is recommended that the Town consider the following additions to the fee system:

- Dollar-for-Dollar contribution – It is recommended that the Town include the following in its consideration for text amendments:

“At the sole discretion of the Town, an applicant may elect to construct, pay for, or contribute, a qualified capital improvement or right-of-way contribution to a mobility facility in the mobility network in order to satisfy its mobility fee obligation on a dollar-for-dollar basis against the value of said contributed, qualified capital improvement.”

In consideration of application of this ordinance, the Town should indicate that qualified capital improvements will include technology improvements that the Town has identified, adopted, and prioritized as part of its strategic planning.

Exemptions

There are no recommended changes to Sec. 13-2009. Exemptions.

As projects become fully funded, they should be removed from the list of planned infrastructure requiring funding. These projects, once implemented, will thus not be impacted by annual increases based on inflation. As newer development is approved and funding from the impact is assessed, the impact of that development, both in population growth and trips generated, as well as the fees assessed, count towards both ends of the fee's model structure, which is based on cost per trips generated. The application of reduction of both trips and fees assessed keeps the fees model in equation; as long as the fees assessed are based on trips. Only two of the projects listed as Mobility Fee Expenditures are listed on the Existing Transportation Projects list.

- Initiative 1.1.6 Incorporate Greenway Path (0.38 miles) along NW 60th Avenue from NW 154 (Miami Lakes Drive) to NW 138th Street- Phase 1 – Total estimated project cost is \$1.3 million. \$300,000 Mobility Fee Expenditure
- Initiative 1.9.1 Incorporate Adaptive Signalization along NW 154th - \$80,940 Mobility Fee Expenditure

When comparing the mobility fee revenues vs expenditures, mobility fees collected in Fiscal Years 2017 and 2018 amount to \$761,271. Expenditures in those same years amount to \$751,503. There was a balance of \$9,768. Projected revenues for Fiscal Years 2019 and 2020 amount to \$1,686,688. This depends on the actual future development permits being processed as proposed. Thus far all mobility funds are accounted for. However, there are a number of transportation projects from the 2014 list that have not been completed. The overall transportation projects list has been updated in order to project cost estimates for the designation of future mobility fees.

Mobility Fee

The following represents the methodology to construct and maintain the impact fee system as well as the recommended update to the actual mobility fee.

1. Determine increase in socio-economic data from base year to target future year (20 years). Determination of this factor is based upon the difference between current development levels and future development levels. To accomplish this, the future land use must be employed and compared to existing development.

| | 2019 |
|-------------|-----------------------|
| Residential | 15,876 dwelling units |
| Commercial | 234.2 acres |
| Industrial | 485.95 acres |

It is important to note there was an assumed land use spread when calculating the rate for commercial with 20% transit-oriented development/mixed use, 30% office, and 50% retail.

2. Determine trip generation rates for resulting land use increases from step 1 above using daily trip rates (weekday) from ITE Trip Gen Handbook 9th Edition and Household Survey Model. The updated rates from the ITE Trip Generation Handbook 10th Edition were used as part of this update.

| | 2019 Trips |
|-------------|------------|
| Residential | 86,557 |
| Commercial | 522,329 |
| Industrial | 16,525 |
| Total | 625,411 |

However, a proportion of this must be taken to relate to the same timeframe as the existing current projects, as this is for 20 years and the CIP is for 5 years. Growth is not linear, but rather based on existing market conditions – this is a primary reason why the fee must be

adjusted with new assumptions every 3 years. For the current cycle, we expect growth to continue at similar pace as before, with some slowdown due to the amount of existing growth, and assume a slower 10% growth in trips.

Assuming 10% the daily trips generated is:

| |
|------------------|
| 2019 daily trips |
| 62,541 |

3. Compute transportation improvement costs from the Town's Capital Improvement Element (CIE), Transportation Master Plan (TMP), the Town's transportation mobility plans, and Unfunded Projects from the MPO's Long Range Transportation Plan (LRTP).

Using the compiled transportation projects master list (Attachment C), an aggregate cost to complete all the projects can be constructed. In considering the various projects that can be built, it is important to consider that there are projects which may have funding that is reasonably expected from outside funding sources, including grants. In cases where this funding is reasonably expected, these projects should not be included in the computation costs.

Rationale: Not Included = Projects fully funded in the MPO's Transportation Improvement Program (TIP) and those from their LRTP where funding is reasonably expected (federal, state, county and other). Included = Projects included in the Town's Transportation Master Plan (TMP) and the Capital Improvement Element (CIE) such as roadway widening, roadway reconstruction, road resurfacing, lighting, traffic signals, roadway drainage, intersection improvements, roadway landscaping, sidewalks, bike paths.

The costs as noted in the previous report were current at that time. However, as the projects were carried over for multiple years, inflation factors were included using the FDOT Work Program inflation factors.

Additional projects have been placed in the Town's Master Plan, resulting in a need to adjust the fee.

| | |
|--------------|--------------|
| 2014 | 2019 |
| \$12,549,293 | \$35,170,229 |

For the 2019 numbers, it should be noted that \$1,114,086 has been previously collected for local improvements. In addition, the Town is slated to receive \$9,096,994 in grants. The remaining \$ 24,959,149 are unvested and unfunded items the Town intends to assess as part of the mobility fee. \$ 12,479,575 of the projects should be assessed to implement the new multimodal facilities to mitigate future impact of trips.

In addition, the Town's recently adopted SMART Technology Implementation Plan 2020-2035 contains \$15,194,500 of projects for implementation, of which \$14,309,500 is eligible as mobility-based projects. Given the timeframe and adopted strategic action items, the combination of master plan and technology implementation plan is \$26,789,075.

4. Compute Total Cost per Daily Trip

For the purposes of this calculation, we are utilizing the Total cost per daily trip as indicated by the expected daily trips based on the designated build out, as this is a more accurate representation of expected development in the time period.

Total cost per daily trip = Total Cost/daily trips generated

| | |
|--------------------------------|--------------------------------|
| 2014 Total Cost per daily trip | 2019 Total Cost per daily trip |
| \$160.00 per trip | \$428.34 per trip |

The per fee trip has increased due to a change in the number of trips resulting from the update of the ITE Trip Generation Manual and due to the increase in the cost and number of transportation projects, which added approximately \$2.7 million in additional costs. The latter factor is the primary factor in the increase. As stated previously, the 9th Edition was used for the previous study.

5. Add 5% administrative costs.

Total Per Trip Fee \$449.76.

In summary, costs were updated to take into account inflation, updates to the Town's TMP, CIE, and the MPO's LRTP, and newly approved developments.

Operational improvements:

During the course of the study, it was indicated that certain land use categories have higher than average fees due to the potential for high trip calculations. In those cases, it is recommended that the Town utilize a pass-through factor mutually agreed upon by both the Town and the applicant to reduce the number of trips in unique cases. Pass through rates are provided within the ITE Trip Generation Manual, 10th Edition, and have been updated from the prior 9th Edition Manual.

Further, the current ordinance provides that Council may, at its discretion, agree to lower the fee assessment on a case by case basis. It is recommended that the Town continue to keep this provision of the ordinance and exercise as needed in unique cases such as with the above.