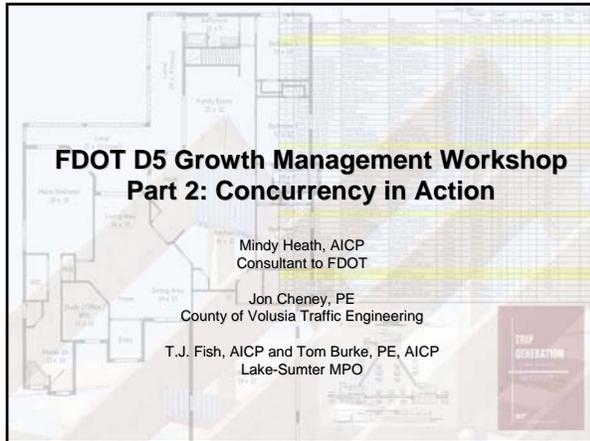


## FDOT D5 Growth Management Workshop Part 2: Concurrency in Action

Mindy Heath, AICP  
Consultant to FDOT

Jon Cheney, PE  
County of Volusia Traffic Engineering

T.J. Fish, AICP and Tom Burke, PE, AICP  
Lake-Sumter MPO




---

---

---

---

---

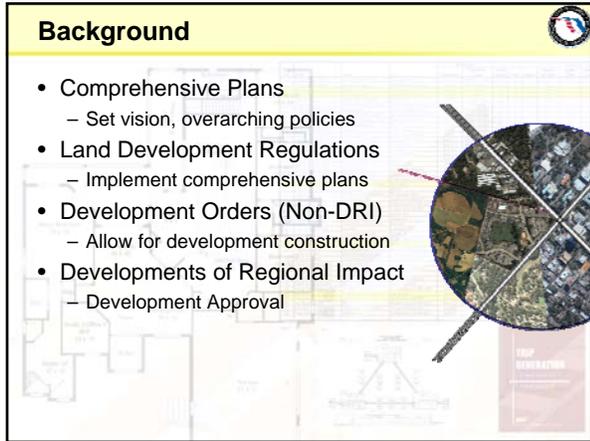
---

---

---

### Background

- Comprehensive Plans
  - Set vision, overarching policies
- Land Development Regulations
  - Implement comprehensive plans
- Development Orders (Non-DRI)
  - Allow for development construction
- Developments of Regional Impact
  - Development Approval




---

---

---

---

---

---

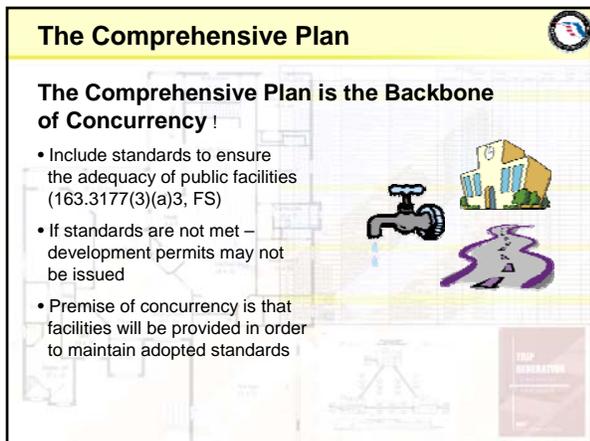
---

---

### The Comprehensive Plan

**The Comprehensive Plan is the Backbone of Concurrency !**

- Include standards to ensure the adequacy of public facilities (163.3177(3)(a)3, FS)
- If standards are not met – development permits may not be issued
- Premise of concurrency is that facilities will be provided in order to maintain adopted standards




---

---

---

---

---

---

---

---

**The Comprehensive Plan**

- Vision for Development of the Community
  - Must have 5 year and minimum of 10 year planning horizons
  - Coordinated plans for future land use and public facilities
  - Financially feasible capital improvement schedule
  - Concurrency management system
- Relationships between elements
  - Future Land Use Element and Future Land Use Map,
  - Transportation Element – Supports the Future Land Use Map
  - Capital Improvements Element – provides for implementation of Transportation Element (and other elements)

---

---

---

---

---

---

---

---

**Land Development Regulations**

- Implements Comprehensive Plan
- Types of Regulations
  - Zoning
  - Subdivision Regulations
  - Parking Requirements
  - Concurrency Management Ordinance (may include handbook or other procedural document)
  - Others

---

---

---

---

---

---

---

---

**Sub-DRI Development Orders**

- Generally where the 'action' occurs
  - Everything that proceeds this is policy/regulation
  - The development order allows action
- Types
  - Site Plan Approval
  - Plat /Subdivision Approval
  - Building Permit
- Concurrency is typically implemented at this stage
  - Adequate Facilities Check
  - Is needed infrastructure programmed within 3 years (by law – the funding question MUST be answered here – when the concurrency check occurs!)
  - Trips are 'vested' in the concurrency system at this time

---

---

---

---

---

---

---

---

### DRI Development Orders



- Allow for CPA out of normal cycle
- Separate regulations for assessment of impacts and provisions for adequate public facilities
- Coordinated by Regional Planning Councils
- Vested for longer period of time than typical Concurrency Certificate
- Need to be tracked for concurrency
  - Local government discretion
- Extra jurisdictional impacts from DRI's should also be tracked, where possible.

---

---

---

---

---

---

---

---

### Concurrency



- **Why** – required by law (163.3180 F.S. and 9J-05.0055 FAC) to provide for 'adequate public facilities'
- **Who** – Implemented by local governments and is a local government responsibility
- **When** – At the time of development order/building permit approval (Non-DRI's)
  - Previously may have occurred at time of certificate of occupancy

---

---

---

---

---

---

---

---

### Concurrency



- **Methodologies**
  - 'Checkbook' – Existing trips and reserved trips subtracted from capacity at LOS standard – says when available balance (capacity) is 0
  - 'Growth rates' – Counts are grown by a growth rate to account for additional years growth and compared to capacity at standard
  - Others, variations on these two themes

---

---

---

---

---

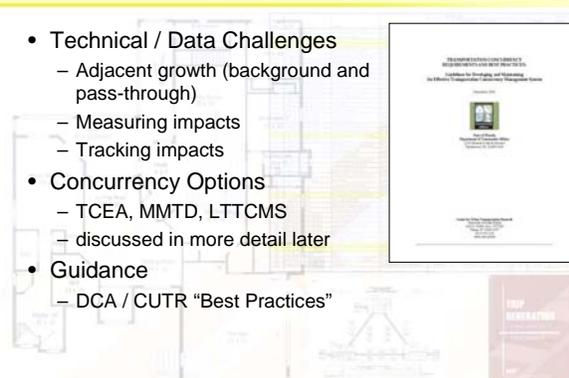
---

---

---

## Concurrency

- Technical / Data Challenges
  - Adjacent growth (background and pass-through)
  - Measuring impacts
  - Tracking impacts
- Concurrency Options
  - TCEA, MMTD, LTTCMS
  - discussed in more detail later
- Guidance
  - DCA / CUTR "Best Practices"




---

---

---

---

---

---

---

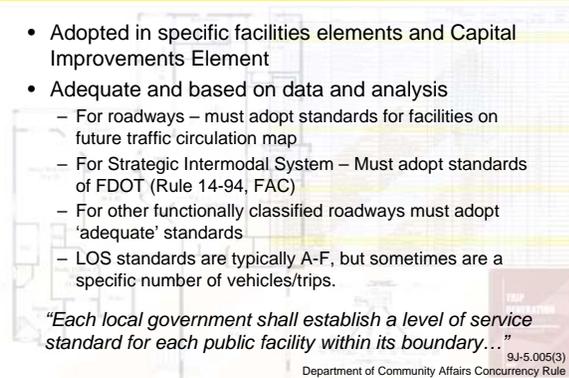
---

## Level of Service Standards

- Adopted in specific facilities elements and Capital Improvements Element
- Adequate and based on data and analysis
  - For roadways – must adopt standards for facilities on future traffic circulation map
  - For Strategic Intermodal System – Must adopt standards of FDOT (Rule 14-94, FAC)
  - For other functionally classified roadways must adopt 'adequate' standards
  - LOS standards are typically A-F, but sometimes are a specific number of vehicles/trips.

*"Each local government shall establish a level of service standard for each public facility within its boundary..."*

9J-5.005(3)  
Department of Community Affairs Concurrency Rule




---

---

---

---

---

---

---

---

## The Traffic Impact Study

Required by local government to ensure that:

- Impacts are adequately identified
- Needed improvements are identified and implemented
- LOS standards are maintained (adequate public facilities are available)

Study based on local government requirements

- may have different requirements for FLUM CPA or DO
- Usually defined or referenced in ordinance



Shameless plug - FDOT Site Impact and LOS Training September 18-20!

---

---

---

---

---

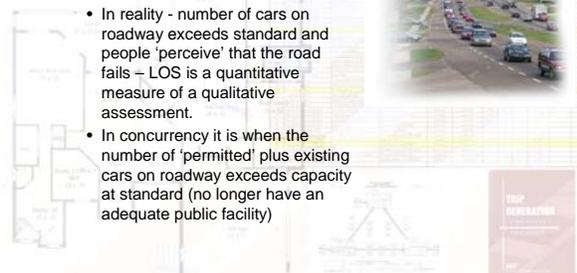
---

---

---

**Needs Assessment**

- When is a roadway deficient?
  - When the adopted LOS standard is exceeded
    - In reality - number of cars on roadway exceeds standard and people 'perceive' that the road fails – LOS is a quantitative measure of a qualitative assessment.
    - In concurrency it is when the number of 'permitted' plus existing cars on roadway exceeds capacity at standard (no longer have an adequate public facility)


---

---

---

---

---

---

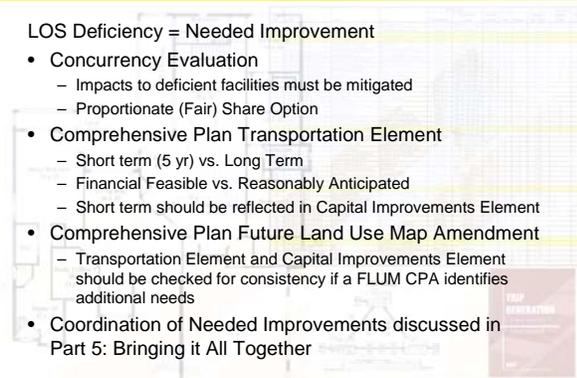
---

---

**Needs Assessment**

LOS Deficiency = Needed Improvement

- Concurrency Evaluation
  - Impacts to deficient facilities must be mitigated
  - Proportionate (Fair) Share Option
- Comprehensive Plan Transportation Element
  - Short term (5 yr) vs. Long Term
  - Financial Feasible vs. Reasonably Anticipated
  - Short term should be reflected in Capital Improvements Element
- Comprehensive Plan Future Land Use Map Amendment
  - Transportation Element and Capital Improvements Element should be checked for consistency if a FLUM CPA identifies additional needs
- Coordination of Needed Improvements discussed in Part 5: Bringing it All Together




---

---

---

---

---

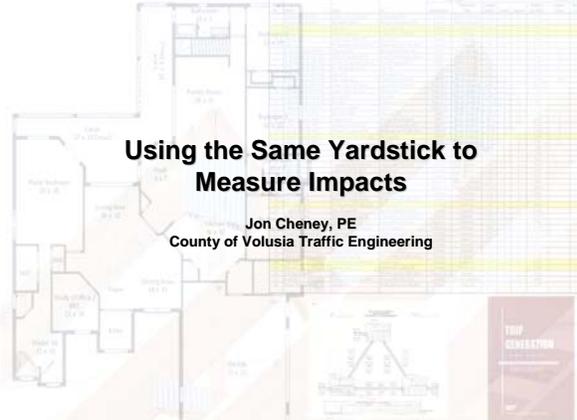
---

---

---

**Using the Same Yardstick to Measure Impacts**

Jon Cheney, PE  
County of Volusia Traffic Engineering




---

---

---

---

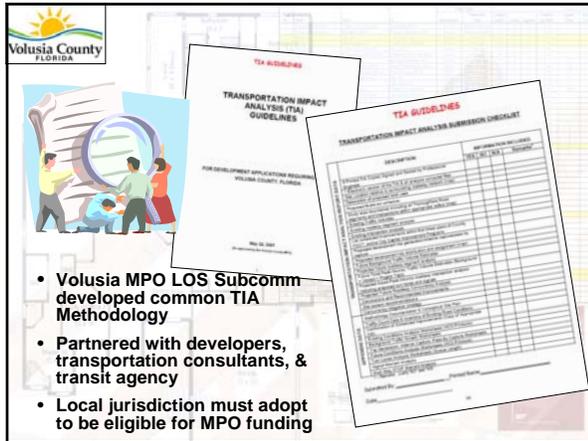
---

---

---

---





Volusia County  
FLORIDA

**TIA GUIDELINES**

TRANSPORTATION IMPACT ANALYSIS (TIA) GUIDELINES

TRANSPORTATION IMPACT ANALYSIS SUBMISSION CHECKLIST

- Volusia MPO LOS Subcomm developed common TIA Methodology
- Partnered with developers, transportation consultants, & transit agency
- Local jurisdiction must adopt to be eligible for MPO funding

---

---

---

---

---

---

---

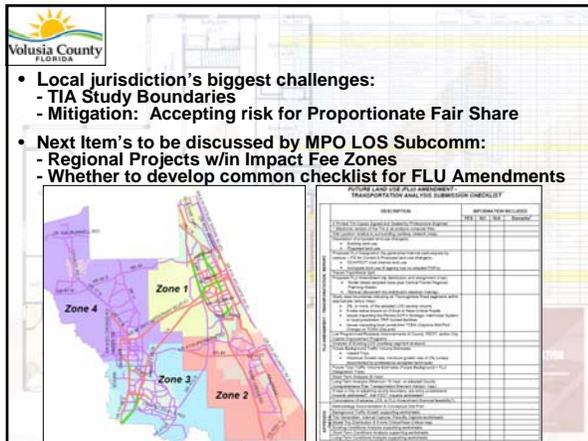
---

---

---

---

---



Volusia County  
FLORIDA

- Local jurisdiction's biggest challenges:
  - TIA Study Boundaries
  - Mitigation: Accepting risk for Proportionate Fair Share
- Next Item's to be discussed by MPO LOS Subcomm:
  - Regional Projects w/in Impact Fee Zones
  - Whether to develop common checklist for FLU Amendments

TRANSPORTATION IMPACT ANALYSIS SUBMISSION CHECKLIST

Zone 1, Zone 2, Zone 3, Zone 4

---

---

---

---

---

---

---

---

---

---

---

---

## Regional Transportation Concurrency Management

A Regional Coordination of the Lake County,  
Sumter County and City of Wildwood  
Transportation Concurrency Management Systems

FDOT Growth Management Workshop  
Thursday, August 30, 2007

T.J. Fish, AICP  
Thomas Burke, P.E., AICP



Lake-Sumter  
**MPO**  
Metropolitan  
Planning Organization

---

---

---

---

---

---

---

---

---

---

---

---

## Concurrency

- Growth Management Act of 1985
- SB 360 (2005)
- F.S. 163.3180
- Public facilities and services needed to serve new development shall be available concurrent with the impacts of such development
- Sanitary sewer, solid waste, drainage, potable water, parks and recreation, schools, and transportation facilities

---

---

---

---

---

---

---

---

## Concurrency

- Local governments define what constitutes an adequate level of service (i.e., LOS standards)
- Does the impact exceed existing capacity and/or new capacity created by any scheduled improvements in the Capital Improvements Element (Capital Improvements Element) of the local government comprehensive plan?

---

---

---

---

---

---

---

---

## Transportation Concurrency Management System (TCMS)

- Local governments use TCMS to monitor and maintain LOS as a result of the various transportation impacts from approved developments
- TCMS can also be used as planning tool to estimate transportation facility needs and to update capital improvement plans
- Usually consists of spreadsheet and supporting documents, including procedures for maintaining the system and requirements for applicants to submit traffic impact analyses
- Basic requirement of each CMS is that it quantifies existing traffic volumes and capacities and approved development trips for each roadway in the local government's jurisdiction

---

---

---

---

---

---

---

---

## Regional Concurrency?

- Transportation impacts from proposed developments within one jurisdiction do not stop at that City or County line.
- Potentially significant impacts in neighboring jurisdictions should not be ignored and should be mitigated, if possible.



---

---

---

---

---

---

---

---

## Benefits to a Regional Approach

- Intergovernmental Coordination
- Consistency in Standards & Measurements
- Equity & Fairness
- Identification of Cross-Jurisdictional Impacts
- More Accurate Reflection of Traffic Conditions
- Proportionate Share Agreements
- Multimodal Planning
- Cost Effective

---

---

---

---

---

---

---

---

## Coordination

- MPO T.A.C. members generally are those responsible for development review and concurrency management
- The MPO made itself available to its member governments to assist in development review, particularly with DRIs and major sub-DRIs
- Lake & Sumter Counties, as well as the City of Wildwood, all recently (2006/07) commenced updates to their transportation concurrency management systems (TCMS)
- Through discussions with County and City staff and MPO Governing Board members, the idea of a Countywide transportation concurrency data clearinghouse in Lake County was discussed, gaining general approval
- Sumter County and the City of Wildwood later stated their desire to participate
- An interlocal agreement is drafted

---

---

---

---

---

---

---

---

## Interlocal Agreement

- Formed the Transportation Concurrence Working Group, based primarily of membership from the MPO T.A.C.
- This group is very similar in membership as the group convened in 2006 to develop the template for Prop Share Ordinance
- Issues discussed with the Transportation Concurrence Working Group:
  - Purpose & Intent
  - Procedures
  - Provision of Development Approval and Certificate of Occupancy Data to MPO
  - Determining Sufficient Concurrence Study Review Times
  - Clearly Defining MPO Roles and Responsibilities
  - Budget & Funding

---

---

---

---

---

---

---

---

## Interlocal Agreement

- Ultimately, a draft Interlocal Agreement was developed that was agreeable to all local governments in Lake & Sumter Counties

Astatula	Bushnell	Center Hill
Clermont	Coleman	Eustis
Fruitland Park The-Hills	Groveland	Howey-In-
Lady Lake	Lake County	Leesburg
Mascotte	Minneola	Montverde
Mount Dora	Sumter County	Tavares
Umatilla	Webster	Wildwood

---

---

---

---

---

---

---

---

## Interlocal and TCMS Timeline

- Draft interlocal agreement is currently under review by County and Municipal attorneys and administrators
- The goal will be for County Boards and Town/City Councils & Commissions to take action by October, 2007
- **The MPO "goes live" on January 1, 2008**

---

---

---

---

---

---

---

---

## MPO Role

- The Lake-Sumter MPO will process all concurrency-dependent development applications
  - Study Areas determined, based on proposed land use
  - Traffic studies reviewed
  - Impacts from proposed developments compared against available capacity
  - A Transportation Concurrency Report is produced for each proposed development and provided to the applicable local government
  - Differing options are presented, including approval, denial, and mitigation/prop share, as well as TCEA, LOS standard revisions, etc.
  - Important to note, the MPO is not making any concurrency decisions, but only providing the local government with a report documenting their options

---

---

---

---

---

---

---

---

## Procedural Issues

- Conflicting LOS Standards
  - MPO to conduct a Comp Plan and LDR Audit this Fall
- Three Different Systems Recently Developed
  - Lake County: GMB Engineers & Planners
    - Checkbook System
  - Sumter County: TOA, Inc.
    - Growth Rate
  - Wildwood: KHA, Inc.
    - Growth Rate Method

---

---

---

---

---

---

---

---

## Procedural Issues

- Walking that fine line for an MPO to be making Concurrency recommendations, while NOT making Concurrency decisions
- Engaging all 21 local governments in a cooperative effort where cross-jurisdictional impacts are addressed

---

---

---

---

---

---

---

---

## Types of TCMS

- Checkbook
  - Tracks trips on every link
    - Project Trips
    - Reserved Trips – Approved Development
    - Background Trips – Traffic Counts Updated Annually
  - Traffic compared to LOS standards
- Growth Rate
  - Tracks Concurrency Approvals, not Trips
  - Assesses each individual development for adequate capacity availability to serve the development, along with the background trips
  - A growth rate for each individual roadway segment is developed based on current trends for that roadway segment.

---

---

---

---

---

---

---

---

## Alternative Solutions

- MPO staff will assist local governments, as necessary, to determine and arrange potential alternative solutions to transportation concurrency problems
  - Transportation Concurrency Exception Areas
    - Eustis, Tavares, Leesburg (under consideration)
  - Transportation Concurrency Management Areas
    - Golden Triangle (urbanized area covering 4 municipalities)
  - Multimodal Transportation Districts
  - Long Term Concurrency Management Systems

---

---

---

---

---

---

---

---

## Questions?



1616 South 14<sup>th</sup> Street  
Leesburg, Florida 34748  
(352) 315-0170  
[www.LakeSumterMPO.com](http://www.LakeSumterMPO.com)

---

---

---

---

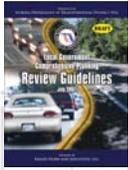
---

---

---

---

## What is FDOT Looking For?



FDOT District 5 developed guidelines to review various local government growth management efforts including:

- Future Land Use Element Text and Map Amendments
- Evaluation and Appraisal Reports
- Concurrency Management Systems
- Proportionate Fair Share Agreements
- Transportation Concurrency Exception Areas
- Long Term Transportation Concurrency Management Systems
- Multimodal Transportation Districts and
- Other Transportation Element Amendments

---

---

---

---

---

---

---

---

## What is FDOT Looking For?



Comprehensive Plans and Amendments

- Description of Proposed change including maximum densities and intensities
- Transportation Impact Analysis including:
  - travel demand model, if applicable
  - Analysis spreadsheets
- Identified Needs are recognized with plan to address, project is in:
  - MPO Long Range Transportation Plan,
  - Capital Improvements Element,
  - Work program,
  - LTCMS or other
- Focus on Strategic Intermodal System
- Maximum Development Potential (by law)

---

---

---

---

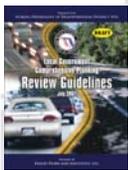
---

---

---

---

## What is FDOT Looking For?



Concurrency Management System

- FDOT's role is to provide technical support in the assessment of LOS – focus on State highways – particularly Strategic Intermodal System and Transportation Regional Incentive Program facilities.
  - Methodology to evaluate concurrency
  - Facilities
    - Adopted LOS
    - Capacities and sources
  - Trip tracking (including de minimus)
  - Programmed Improvements
  - Proportionate Fair Share Tracking

---

---

---

---

---

---

---

---

## What is FDOT Looking For?



### Concurrency Management System

- Consistency:
  - Is the need coordinated with MPO's needs list and priorities?
  - Has the need been included in the Capital Improvements Element and Transportation Element
- Traffic Impact Study
  - Driveway Permit vs. Concurrency
  - Should follow local government requirements
  - Appropriate evaluation of LOS
  - How have adverse impacts to SHS been mitigated?
- Is there identified funding and how can FDOT partner with local government to address deficiencies?

---

---

---

---

---

---

---

---

## Questions and Discussion



---

---

---

---

---

---

---

---