1 2 3		ATTACHMENT 1 to Ordinance No. 0-09-33	
3 4 5	DIVISION 3. PROPORTIONATE FAIR-SHARE		
6 7	Sec. 30-37.1 Intent and purpose.		
8 9 10 11	The purpose of this division is to establish a method whereby the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors, to be known as the proportionate fair-share program, as required by and in a manner consistent with F.S. § 163.3180(16).		
12 13	Sec. 30-38 <u>37.2</u> . Findings.		
14 15 16 17 18	The city commission finds that transportation capacity is a commodity that has a value to both the public and private sectors, and that the City of Gainesville Proportionate Fair-Share Program:		
19 20 21 22	(1)	Provides a method by which the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors;	
23 24 25 26 27	(2)	Allows developers of property outside the city's transportation concurrency exception area (TCEA) to proceed under certain conditions, notwithstanding the failure of transportation concurrency, by contributing their proportionate fair-share of the cost of a transportation modification;	
28 29 30 31	(3)	Contributes to the provision of adequate public facilities for future growth and promotes a strong commitment to comprehensive facilities planning, thereby reducing the potential for moratoria or unacceptable levels of traffic congestion;	
32 33 34 35 36	(4)	Maximizes the use of public funds for adequate transportation facilities to serve future growth, and may, in certain circumstances, allow the city to expedite transportation modifications by supplementing funds currently allocated for transportation modifications in the capital improvements element (CIE).	
37 38 39	(5)	Is consistent with F.S. § 163.3180(16), and Policies 1.2.1 and 1.2.6 in the city's CIE.	
40 41 42 43 44	(6)	Allows proportionate fair-share mitigation to be directed toward one or more specific transportation modifications reasonably related to the mobility demands created by a development and such modifications may address one or more modes of travel.	

- 1 **(7)** Limits proportionate fair-share contributions to ensure that a development 2 meeting the mitigation requirements is not responsible for the additional cost of 3 reducing or eliminating backlogs. 4 5 (8) Recognizes that the funding of any modification that significantly benefits the 6 impacted transportation system can satisfy transportation concurrency 7 requirements as a mitigation of the development's impact upon the overall 8 transportation system even if there remains a failure of transportation concurrency 9 on other impacted facilities. 10 11 Sec. 30-3937.3. Procedures. 12 13 Applicability. Except as listed below in this subsection (a), tThe proportionate fair-share (a) 14 program shall apply to all developments outside the city's TCEA that have been notified of a lack 15 of capacity to satisfy transportation concurrency on a transportation facility in the City of 16 Gainesville Concurrency Management System (CMS), including transportation facilities 17 maintained by the Florida Department of Transportation (FDOT) or another jurisdiction that are 18 relied upon for concurrency determinations, pursuant to the requirements of this section. The 19 proportionate fair-share program does not apply to: 20 21 developments of regional impact (DRIs) using proportionate fair-share under F.S. (1) 22 § 163.3180(12); or to 23 24 (2) developments exempted or excepted from concurrency as provided in the 25 concurrency management element of the comprehensive plan, including without 26 limitation, developments within the city's TCEA Zones A, B and C, as adopted in 27 the city's comprehensive plan prior to July 8, 2009; or 28 29 <u>(3)</u> developments excepted from concurrency by virtue of being located within the 30 state-mandated TCEA that receive a final development order on or after July 8, 31 2009. Developments in the state-mandated TCEA shall be required to meet the 32 applicable standards in Division 4 of this Article or in the Comprehensive Plan, at 33 such time as adopted. Notwithstanding the foregoing, any applicant that filed an 34 application for a development order with the city prior to July 2009, and was 35 being processed with a requirement to comply with the proportionate fair-share program, may elect to proceed with its development under the proportionate fair 36 37 share program by entering into a proportionate fair share agreement with the city; 38 or 39 40
 - development on annexed property located within the state-mandated TCEA that does not yet have a city land use category. In accordance with Objective 4.4 and its sub-policies in the city's future land use element and Section 171.062(2). Florida Statutes, such developments shall continue to be subject to the County land use plan and county zoning or subdivision regulations until such time as the city adopts a comprehensive plan amendment placing a city land use category on the annexed property.

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- (b) General requirements. An applicant may choose to satisfy the transportation concurrency requirements of the city by making a proportionate fair-share contribution, pursuant to the following requirements:
 - (1) The proposed development is consistent with the comprehensive plan and applicable land development regulations.
 - (2) The five-year schedule of capital improvements in the city's CIE or the long-term schedule of capital improvements for an adopted long-term concurrency management system includes a transportation modification(s) that, upon completion, will satisfy the requirements of the city's transportation CMS. The provisions of subsection (b)(3) may apply if a project or projects needed to satisfy concurrency are not presently contained within the city's CIE or an adopted long-term schedule of capital improvements.
 - (3) The city may choose to allow an applicant to satisfy transportation concurrency through the proportionate fair-share program by contributing to a transportation modification that, upon completion, will satisfy the requirements of the city's transportation CMS, but is not contained in the five-year schedule of capital improvements in the CIE or a long-term schedule of capital improvements for an adopted long-term CMS, where the following apply:
 - a. The city adopts by resolution a commitment to add the transportation modification(s) to the five-year schedule of capital improvements in the CIE or long-term schedule of capital improvements for an adopted long-term CMS no later than the next regularly scheduled update. Additionally, to qualify for consideration under this section, the proposed transportation modification must be: determined to be financially feasible by the city commission for city transportation facilities, or by the governmental entity or entities maintaining the impacted transportation facility for county and state roads, pursuant to F.S. § 163.3180(16)(b)1.; consistent with the comprehensive plan; and in compliance with the provisions of the city's proportionate fair-share program. Financial feasibility for this section shall mean that additional contributions, payments or funding sources are reasonably anticipated during a period not to exceed ten years to fully mitigate impacts on the transportation facilities.
 - b. If the funds allocated for the five-year schedule of capital improvements in the CIE are insufficient to fully fund construction of a transportation modification required by the CMS, the city may still enter into a binding proportionate fair-share agreement with the applicant authorizing construction of that amount of development on which the proportionate fair-share is calculated if the proportionate fair-share amount in such agreement is sufficient to pay for one or more projects which, in the opinion of the governmental entity or entities maintaining the

transportation facility, (i) are reasonably related to the mobility demands created by the development, and (ii) will significantly benefit the impacted transportation system even if there remains a failure of concurrency on other impacted facilities (also referred to as system-wide transportation projects). In order for the city to enter into the proportionate fair share agreement, the governmental entity or entities maintaining the impacted transportation facilities must provide written findings to the city as to (i) and (ii).

- c. The system-wide transportation projects as mentioned in subsection 30-39(b)(3)b. and subsection 30-39(b)(4) shall include, but not be limited to: the traffic management system (TMS), expansions of the transit fleet to increase service frequency, bus rapid transit corridors, transit service expansion to new areas, park and ride facilities for the transit system, or other mobility projects improving the transit, pedestrian and/or bicycle level of service.
- d. The modification or modifications funded by the proportionate fair-share program shall be adopted into the five-year capital improvements schedule of the comprehensive plan or the long-term schedule of capital improvements for an adopted long-term concurrency management system at the next annual CIE update.
- e. Any modification proposed to meet the developer's fair-share obligation must meet design standards of the city on city roads or Metropolitan Transportation Planning Organization (MTPO) for locally maintained roadways and those of the FDOT for the state highway system.
- (c) Application process. Upon notification of a lack of capacity to satisfy transportation concurrency, the applicant shall also be notified of the opportunity to satisfy transportation concurrency through the proportionate fair-share program pursuant to the requirements of section 30-39.
 - (1) Prior to submitting an application for concurrency certification that involves a proportionate fair-share agreement, a pre-application staff conference shall be held to discuss eligibility, application submittal requirements, potential mitigation options, and related issues. The pre-application meeting may be held in conjunction with a traffic study meeting. If the impacted facility is on the strategic intermodal system (SIS), then the FDOT will be notified and invited to participate in the pre-application meeting.
 - (2) The applicant shall submit a completed application for concurrency certification at the time of application for development plan review, special use permit approval, subdivision or minor subdivision approval, or planned development rezoning that includes:

1 Name, address and phone number of owner(s), developer and agent; 2 3 Phasing schedule, if applicable; 4 5 Trip generation and trip distribution; and, 6 7 Description of the proportionate fair-share mitigation method(s) that will be 8 provided. 9 10 (3) Pursuant to F.S. § 163.3180(16)(e), proposed proportionate fair-share mitigation for development impacts to facilities on the SIS requires the concurrence of the 11 12 FDOT. The applicant shall submit evidence of an agreement between the 13 applicant and the FDOT for inclusion in the proportionate fair-share agreement. 14 15 When an application is deemed sufficient, complete, and eligible, the applicant (4) 16 shall be advised in writing and a proposed proportionate fair-share obligation and 17 binding proportionate fair-share agreement will be prepared by the city manager 18 or designee and delivered to the appropriate parties for review, including a copy 19 to the FDOT for any proposed proportionate fair-share mitigation on a SIS 20 facility, Alachua County for any proposed proportionate fair-share mitigation on a 21 county-maintained facility, or any other municipality whose road facility is 22 significantly impacted and for which proposed proportionate fair-share mitigation 23 is required. No proportionate fair-share agreement will be effective until fully 24 executed by the applicant and the city manager or designee. The agreement shall 25 specify the date or dates on which payments, dedications, and/or completed 26 construction of projects by the developer are due. 27 28 (d) Determining proportionate fair-share obligation. As provided in F.S. § 163.3180(16)(c), 29 the proportionate fair-share mitigation method for transportation concurrency impacts may 30 include, without limitation, separately or collectively, private funds, contributions of land, and 31 construction and contribution of facilities. Construction and contribution of facilities shall be 32 subject to final inspection and approval by the appropriate governmental agency. Proportionate 33 fair-share mitigation may be directed toward one or more specific transportation modification(s) 34 reasonably related to the mobility demands created by the development and such modification(s) 35 may address one or more modes of travel. 36 37 As provided in F.S. § 163.3180(16)(c), a development shall not be required to pay (1) 38 more than its proportionate fair-share. The fair market value of the proportionate 39 fair-share mitigation for the impacted facilities shall not differ regardless of the

(2) The methodology used to calculate an applicant's proportionate fair-share obligation shall be as provided for in F.S. § 163.3180 (12), as follows:

method of mitigation. Proportionate fair-share mitigation shall be limited to

ensure that a development meeting the requirements of this section mitigates its

impact on the transportation system but is not responsible for the additional cost

of reducing or eliminating backlogs.

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"The cumulative number of trips from the proposed development expected to reach roadways during peak hours from the complete build out of a stage or phase being approved, divided by the change in the peak hour maximum service volume (MSV) of roadways resulting from construction of an improvement necessary to maintain the adopted LOS, multiplied by the construction cost, at the time of developer payment, of the improvement necessary to maintain the adopted LOS."

OR

Proportionate Fair-Share = $\sum[[(Development Trips;)/(SV Increase;)] \times Cost;]$

Where:

Development Trips; = Those net, new peak hour trips from the stage or phase of development under review that are assigned to roadway segment "i" and have triggered a deficiency per the CMS;

SV Increase; = Service volume increase provided by the eligible improvement/modification to roadway segment "i" per this section;

Cost; = Adjusted cost of the modification to segment "i". Cost shall include all modifications and associated costs, such as design, right-of-way acquisition, planning, engineering, inspection, and physical development costs directly associated with construction at the anticipated cost in the year it will be incurred.

- (3) For the purposes of determining proportionate fair-share obligations, the city shall determine modification costs based upon the actual cost of the modification as obtained from the CIE, the MTPO/TIP or the FDOT Work Program. Where such information is not available, modification cost shall be determined using one of the following methods:
 - a. An analysis by the city manager or designee of costs by cross section type that incorporates data from recent projects and is updated annually and approved by the city manager or designee. In order to accommodate increases in construction material costs, project costs shall be adjusted by an inflation factor; or
 - b. The most recent issue of FDOT*Transportation Costs*, as adjusted based upon the type of cross-section (urban or rural); locally available data from recent projects on acquisition, drainage and utility costs; and significant changes in the cost of materials due to unforeseeable events. Cost estimates for state road improvements not included in the adopted FDOT Work Program shall be determined using this method in coordination with FDOT District 2.

If the city has accepted a modification project proposed by the applicant. c. then the value of the modification shall be determined using one of the methods provided in this section.

d. If the city has accepted right-of-way dedication for the proportionate fairshare payment, credit for the dedication of the non-site related right-ofway shall be valued on the date of the dedication by fair market value established by an independent appraisal provided to the city by the applicant, at the applicant's expense. The appraisal is subject to review and approval by the city. The applicant, at its own expense, shall supply to the city: a certified survey and legal description of the land and an owner's title policy insuring the city for the appraised value. If the right-of-way dedication is for either a county-maintained or FDOT roadway facility, the dedication shall be to the appropriate agency and under the same provisions as listed above. If the estimated value of the right-of-way dedication proposed by the applicant is less than the city-estimated total proportionate fair-share obligation for that development, then the applicant must also pay the difference. Prior to purchase or acquisition of any real estate or acceptance of donations of real estate intended to be used for the proportionate fair-share, public or private partners should contact the FDOT for essential information about compliance with federal law and regulations.

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(4) At the discretion of the city, the proportionate fair-share obligation, as calculated in subsection 30-39(d), can be used to fund system-wide transportation project(s) as described in subsection 30-39(b)(3)c., that, in the opinion of the governmental entity or entities having maintenance authority over the impacted transportation facility, (i) are reasonably related to the mobility demands created by the development, and (ii) will significantly benefit the impacted transportation system even if there remains a failure of concurrency on other impacted facilities. In order for the city to enter into the proportionate fair share agreement, the governmental entity or entities maintaining the impacted transportation facilities must provide written findings to the city as to (i) and (ii).

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(5) Pursuant to the provisions of subsection (b)(3)b. and c., the city, at its discretion, may allow smaller developments generating fewer than 1,000 average daily trips (ADT) or 100 peak hour trips (whichever produces the smaller development size in terms of square footage or residential units) to contribute proportionate fairshare funds to system-wide transportation projects. The development shall contribute to both the TMS and the transit system, and all proportionate fair-share calculations shall be based on the total number of peak hour trips. For the purposes of determining proportionate fair-share obligations for system-wide transportation projects such as the TMS or transit services, the city shall determine modification costs based upon the actual cost of the modification as obtained from the city's public works department and regional transit service. These costs shall be updated annually.

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2	a.	The TMS cost shall be calculated as follows:		
3		1 Assemble deiles traffic counts non TMC comidens suithin eiter		
4		1. Average the daily traffic counts per TMS corridors within city		
5 6		limits and sum them;		
7		2. Translate to peak hour trips using the locally derived 9.1 percent		
8		2. Translate to peak hour trips using the locally derived 9.1 percent ratio per city studies;		
9		ratio per city studies,		
10		3. Calculate the TMS cost minus corridors outside city limits;		
11		5. Calculate the TWIS cost limits corridors outside city limits,		
12		4. Divide the sum of all p.m. peak hour corridor counts into the TMS		
13		cost within the city limits to obtain a cost per peak trip.		
14		cost within the city inints to obtain a cost per peak trip.		
15	b.	The transit costs shall be calculated as follows:		
16	0.	The transit costs shall be careafacted as follows.		
17		Development's net, new peak hour trip generation X (TAA Costs/TAA		
18		new peak trips) /CF where,		
19		1 1 /		
20		TAA Cost = Transit Assessment Area Cost (3 years) of capital and		
21		operating costs for enhancements to existing transit service routes that		
22		demonstrate the need for service expansion (i.e., full buses, high		
23		productivity, customer requests); 5 years of capital and operating costs for		
24		new transit service routes).		
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26		TAA new peak trips = the new transit trips available in the peak hour		
27		based on the enhancements.		
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29		CF = the conversion factor of person-trips to vehicle trips (= the current		
30		vehicle occupancy rate per the local transportation model is 1.09).		
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32	* *	the city designates any multimodal transportation districts (MMTD), the		
33		roportionate fair-share assessments shall be based on the expected costs and		
34		ansportation benefits of all the required multimodal modifications within the		
35		IMTD. The proportionate fair-share assessment shall be based on the percentage		
36		f proposed development net, new peak hour trips divided by the total number of		
37		ips projected for the MMTD multiplied by the cost to provide all needed		
38	m	obility modifications within the MMTD.		
39	(a) D			
40 41		conate fair-share agreements. Upon execution of a proportionate fair-share		
42	agreement (agreement), the applicant shall receive a city certificate of preliminary and/or final			
43	concurrency (as appropriate). Should the applicant fail to apply for a development permit within the timeframe provided in the land development code, then the agreement shall be considered			
44	null and void, and the applicant shall be required to reapply.			
45	nun una voia, an	a the applicant shall be required to reappry.		

- (1) Payment of the proportionate fair-share contribution is due in full prior to issuance of the final development order, special use permit, second reading of the PD ordinance, or recording of the final plat, whichever is the first to occur, and shall be non-refundable. If the payment is submitted more than 12 months from the date of execution of the agreement, then the proportionate fair-share cost shall be recalculated at the time of payment based on the best estimate of the construction cost of the required modification at the time of payment, pursuant to subsection 30-39(d) and adjusted accordingly.
- (2) All developer modifications authorized under this section must be completed prior to issuance of a building permit, or as otherwise established in a binding agreement that is accompanied by a security instrument that is sufficient to ensure the completion of all required modification(s). It is the intent of this section that any required modification(s) be completed before issuance of building permits.
- (3) Dedication of necessary right-of-way for facility modifications pursuant to an agreement must be completed prior to issuance of the final development order or recording of the final plat.
- (4) Any requested change to a development project subsequent to a development order may be subject to additional proportionate fair-share contributions to the extent the change would generate additional traffic that would require mitigation. If a requested change to a development project reduces its traffic impact subsequent to a development order and prior to the issuance of a certificate of occupancy, the applicant may request that the proportionate fair-share agreement be amended and the contribution reduced to reflect the revised mitigation required, if the city has not appropriated the funds. Applicants may submit a letter to withdraw from the proportionate fair share program at any time prior to the execution of an agreement.
- (f) Appropriation of fair-share revenues. Proportionate fair-share revenues shall be placed in the appropriate project account for funding of scheduled modifications in the city's CIE, or as otherwise established in the terms of the proportionate fair-share agreement. At the discretion of the city, proportionate fair-share revenues may be used for operational modifications prior to construction of the capacity project from which the proportionate fair-share revenues were derived. Proportionate fair-share revenues may also be used as the 50 percent local match for funding under the FDOT Transportation Regional Incentive Program (TRIP).
 - (1) In the event a schedule facility modification is removed from the CIE, then the revenues collected for its construction may be applied toward the construction of another modification within that same corridor or sector that is found to mitigate the impacts of development pursuant to the requirements of subsection 30-39(b)(3)b.
 - Where an impacted regional facility has been designated as a regionally significant transportation facility in an adopted regional transportation plan as

provided in F.S. § 339.155, the city may coordinate with other impacted jurisdictions and agencies to apply proportionate fair-share contributions and public contributions to seek funding for improving the impacted regional facility under the FDOT TRIP. Such coordination shall be ratified by the city commission through an interlocal agreement that establishes a procedure for earmarking of the developer contributions for this purpose.

(g) *Impact fee credit for proportionate fair-share mitigation*. If the city adopts transportation impact fees, the following provisions shall apply:

(1) Proportionate fair-share contributions shall be applied as a credit against impact fees to the extent that all or a portion of the proportionate fair-share mitigation is used to address the same capital infrastructure improvements contemplated by the city's impact fee ordinance.

(2) Impact fee credits for the proportionate fair-share contribution will be determined when the transportation impact fee obligation is calculated for the proposed development. Impact fees owed by the applicant will be reduced per the proportionate fair-share agreement as they become due per the city's impact fee ordinance. If the applicant's proportionate fair-share obligation is less than the development's anticipated road impact fee for the specific stage or phase of development under review, then the applicant or its successor must pay the remaining impact fee amount to the city pursuant to the requirements of the city impact fee ordinance.

(3) Major projects not included within the city's impact fee ordinance or created under subsection 30-39(b)(3)a. and b. which can demonstrate a significant benefit to the impacted transportation system may be eligible at the local government's discretion for impact fee credits.

(4) The proportionate fair-share obligation is intended to mitigate the transportation impacts of a proposed development at a specific location. As a result, any road impact fee credit based upon proportionate fair-share contributions for a proposed development cannot be transferred to any other location unless provided for within the city's impact fee ordinance.

Sec. 30-4037.4. Intergovernmental coordination.

(a) Cross jurisdictional impacts. Pursuant to policies in the intergovernmental coordination element of the City of Gainesville Comprehensive Plan, the city shall coordinate with affected jurisdictions, including FDOT, regarding mitigation to impacted facilities not under the jurisdiction of the local government receiving the application for proportionate fair-share mitigation. An interlocal agreement may be established with other affected jurisdictions for this purpose.

(b) In the interest of intergovernmental coordination and to reflect the shared responsibilities for managing development and concurrency, the city may enter into an agreement with one or more adjacent local governments to address cross jurisdictional impacts of development on regional transportation facilities. The agreement shall provide for application of the methodology in this section to address the cross jurisdictional transportation impacts of development.

- (c) A development application submitted to the city subject to a transportation concurrency determination meeting all of the following criteria shall be subject to this section:
 - (1) All or part of the proposed development is located within .25 mile(s) of the area which is under the jurisdiction, for transportation concurrency, of an adjacent local government or generates more than 1,000 net, new ADT; and,
 - Using its own concurrency analysis procedures, the city concludes that the additional traffic from the proposed development would use five percent or more of the adopted peak hour LOS maximum service volume of a regional transportation facility within the concurrency jurisdiction of the adjacent local government ("impacted regional facility"); and,
 - (3) The impacted regional facility is projected to be operating below the level of service standard, adopted by the adjacent local government, when the traffic from the proposed development is included.
- (d) Upon identification of an impacted regional facility pursuant to subsection 30-40(c)(1)--(3), the city shall notify the applicant and the affected adjacent local government in writing of the opportunity to derive an additional proportionate fair-share contribution, based on the projected impacts of the proposed development on the impacted adjacent facility.
- (e) The adjacent local government shall have up to 30 days in which to notify the city of a proposed specific proportionate fair-share obligation, and the intended use of the funds when received. The adjacent local government must provide reasonable justification that both the amount of the payment and its intended use comply with the requirements of F.S. § 163.3180(16). Should the adjacent local government decline proportionate fair-share mitigation under this section, then the provisions of this section would not apply and the applicant would be subject only to the proportionate fair share requirements of the city.
- (f) If the subject application is subsequently approved by the city, the approval shall include a condition that the applicant provides, prior to the issuance of any building permit covered by that application, evidence that the proportionate fair-share obligation to the adjacent local government has been satisfied.

APPENDIX A. METHOD FOR COST ESCALATION

This Appendix contains a method to estimate growth in costs, through the computation of a three-year average of the actual cost growth rates. This will provide a growth rate that should

be smoothed to avoid overcompensating for major fluctuations in costs that have occurred due to short term material shortages. $Cost_n = Cost_o \times (1 + Cost growth_{3vr})^n$ Where: $Cost_n$ = The cost of the improvements in year n; $Cost_0$ = The cost of the improvement in the current year; Cost growth_{3vr} = The growth rate of costs over the last three years; n =The number of years until the improvement is constructed. The three-year growth rate is determined by the following formula: Cost growth_{3vr} = [Cost growth₋₁ + Cost growth₋₂ + Cost growth₋₃]/3 Where: Cost growth_{3vr} = The growth rate of costs over the last three years; Cost growth. = The growth rate of costs in the previous year; Cost growth₋₂ = The growth rate of costs two years prior; Cost growth $_{-3}$ = The growth rate of costs three years prior.