

A Guide for the Creation and Evaluation of Transportation Concurrency Exception Areas: Case Studies of Florida Communities

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List of Abbreviations

CBD	Central Business District
CDBG	Community Development Block Grant
CDMP	Comprehensive Development Master Plan (Miami-Dade County)
CIE	Capital Improvements Element
DCA	Department of Community Affairs
EAR	Evaluation and Appraisal Report
F.A.C.	Florida Administrative Code
FAR	Floor Area Ratio
FDOT	Florida Department of Transportation
FIHS	Florida Interstate Highway System
FLUE	Future Land Use Element
F.S.	Florida Statutes
GRID	Gables Redevelopment and Infill District
HE	Housing Element
HOV	High Occupancy Vehicle
LDC	Land Development Code
LDR	Land Development Regulation
LGCP	Local Government Comprehensive Plan
LOS	Level of Service
MCNP	Miami Comprehensive Neighborhood Plan
MIT	Miami Intermodal Transportation
MMTD	Multimodal Transportation District
MPO	Metropolitan Planning Organization
NTMP	Neighborhood Traffic Management Program (Collier County)
QOS	Quality of Service
RCEA	Redevelopment Concurrency Exception Areas (Miami-Dade County)
RE	Redevelopment Element
RID	Redevelopment and Infill District
SIS	Strategic Intermodal System
SUMA	State Urban Minor Arterial
TCA	Transportation Concurrency Area (Collier County)
TCEA	Transportation Concurrency Exception Area
TCMA	Transportation Concurrency Management Area
TDM	Transportation Demand Management
TE	Transportation Element
TOD	Transit-Oriented Design
TRIP	Transportation Regional Improvement Program
TSM	Transportation System Management
UDB	Urban Development Boundary
UDE	Urban Design Element
UIA	Urban Infill Area

Section 1: Introduction

In A Guide for the Creation and Evaluation of Transportation Concurrency Exception Areas evaluation criteria were developed for each of the elements required of TCEAs by the 2005 legislation. In this document, these criteria are tested on existing TCEAs in order to evaluate how TCEAs are being used by local governments, assess their effectiveness in serving the purpose for which they were created, and to offer guidance on how they can be updated to meet the statutes and better support mobility. The case studies look at three cities within Miami-Dade County (Aventura, North Miami Beach, and Miami), Collier County, and Daytona Beach.

Miami-Dade County is unique among the case studies because twenty-eight municipalities are located within the designated boundaries of its TCEA. Due to limited resources, the large size of the TCEA, and the number of municipalities located within it, this research does not attempt to analyze the entire TCEA. Instead, it will look at how the twenty-eight municipalities falling within the TCEA support the County's goals for the TCEA, and then focus on data and analysis in three case-study cities within the County's TCEA (Aventura, North Miami Beach, and Miami). Therefore, the structure of the evaluation for Miami-Dade County varies from the structure used for the other case studies.

Section 2: Case Study: Miami-Dade County

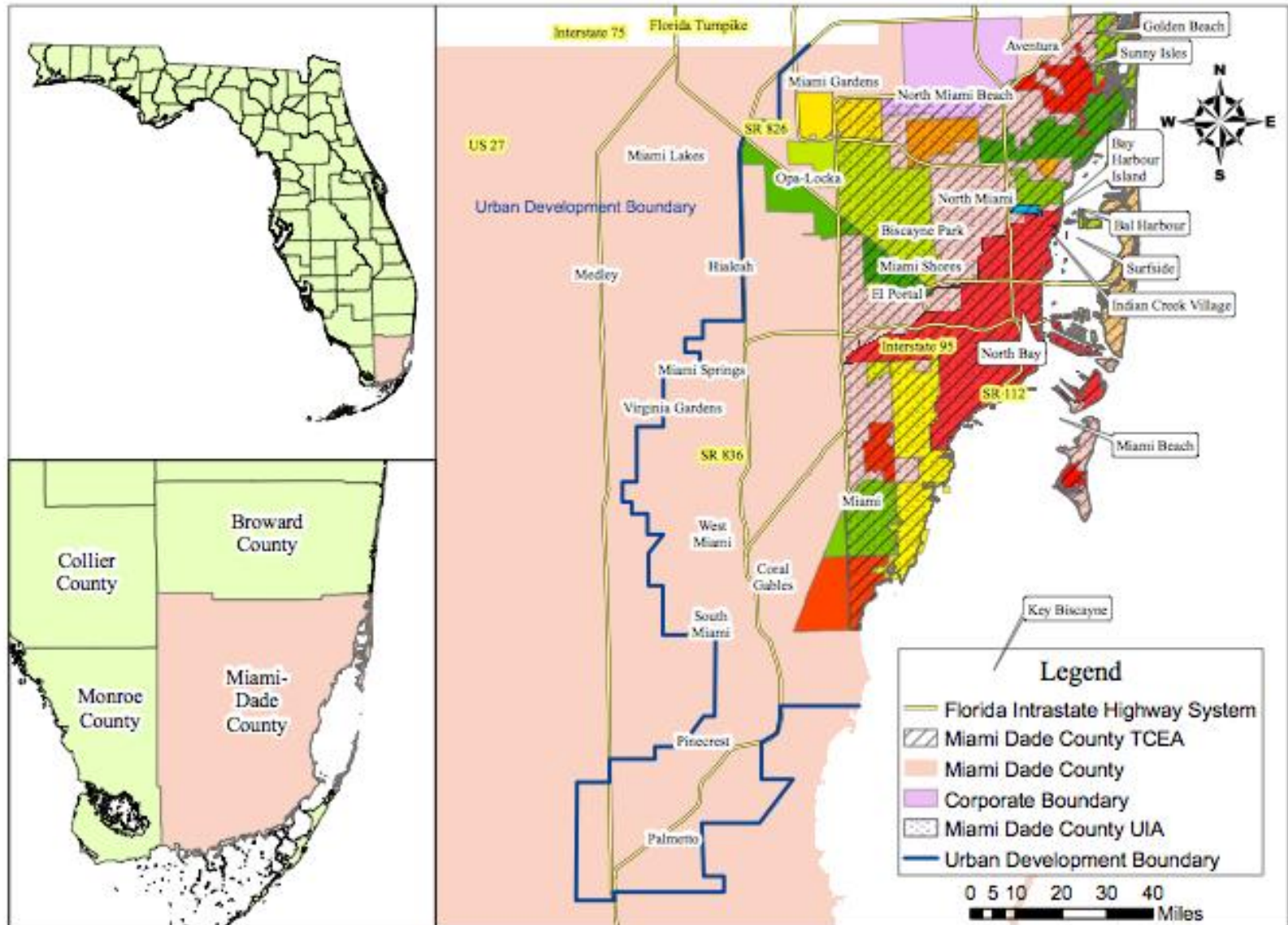
2.1 Background: Miami-Dade County

In 1994 Miami-Dade County established approximately 128,000 acres as a TCEA to promote urban infill, urban redevelopment, and public transit. The TCEA covers all unincorporated land generally east of the Palmetto Expressway (SR 826) and could potentially impact several SIS facilities – I-95, I-75, FL Turnpike, SR 826, SR 836, and SR 112.

Twenty-eight municipalities fall at least partially inside the TCEA boundary (Aventura, Bal Harbour, Bay Harbor Islands, Biscayne Park, Coral Gables, El Portal, Golden Beach, Hialeah, Indian Creek Village, Key Biscayne, Medley, Miami, Miami Beach, Miami Gardens, Miami Lakes, Miami Shores, Miami Springs, North Bay Village, North Miami, North Miami Beach, Opa-Locka, Palmetto Bay, Pinecrest, South Miami, Sunny Isles Beach, Surfside, Virginia Gardens, and West Miami – see Figure 1 below).

At the time of this report, only three municipalities (Aventura, Miami, and South Miami) designate a TCEA in accordance with Miami-Dade County's TCEA. Coral Gables and North Miami, while both located within the Miami-Dade County TCEA boundary, designate TCEAs separate from the Miami-Dade County TCEA. Nine municipalities (Hialeah, Miami Beach, Miami Gardens, Miami Lakes, Miami Shores, Miami Springs, North Miami Beach, Palmetto Bay, and Pinecrest) have adopted policies that support the County's mobility goals in the TCEA but have not adopted the TCEA designation. The fourteen remaining municipalities (Bal Harbour, Bay Harbour Islands, Biscayne Park, El Portal, Golden Beach, Indian Creek Village, Key Biscayne, Medley, North Bay Village, Opa-Locka, Sunny Isles Beach, Surfside, Virginia Gardens, and West Miami) did not address the TCEA at all. The majority of these communities are small and residential in character, and several have not updated their comprehensive plans since before the County designated the TCEA in 1994.

Figure 1: Miami-Dade County Municipalities



Source: Florida Geographic Data Library

2.1.1 History

In 1989, Miami-Dade County established an Urban Infill Area (UIA) to aid in transportation concurrency management. The UIA, which is defined as the “area east of, and including NW/SW 77 Avenue and SR 826 (Palmetto Expressway), excluding the City of Islandia, and excluding the area north of SR 826 and west of I-95,” falls entirely within Miami-Dade County’s Urban Development Boundary (UDB). In 1994, Miami-Dade County amended its Comprehensive Development Master Plan (CDMP) to:

- designate the Urban Infill Area as a TCEA;
- authorize the creation of Redevelopment Concurrency Exception Areas (RCEAs); and
- authorize concurrency exceptions for projects that promote public transit or pose only a part-time demand on the transportation system.

2.1.2 Miami-Dade TCEA Specifics

Miami-Dade County’s CDMP states that proposed development that is consistent with the CDMP and meets the following criteria will not be denied concurrency approval for transportation facilities if:

1. *The proposed development is located within the Urban Infill Area; or*
2. *The proposed development is located in an existing urban service area within the UDB and is located in a Community Development Block Grant (CDBG)-eligible Area established pursuant to the Housing and Community Development Act of 1974, as amended, and CFR Part 570, or Chapter 163, Part 3, F.S., respectively, or in an Enterprise Zone established pursuant to Chapter 290, F.S., or in an designated Enterprise Community area established pursuant to Federal Law; or*
3. *The proposed development is one which poses only special part-time demands on the transportation system as defined in Section 163.3180 (5)(c), Florida Statutes, and is located in an existing urban service area inside the UDB; or*
4. *The proposed development is located inside the UDB, and directly and significantly promotes public transportation by incorporating within the development a Metrorail, Metromover, or TriRail Station, or a Metrobus terminal for multiple Metrobus routes, or is an office, hotel or residential development located within one-quarter mile of a Metrorail, Metromover, or TriRail station, or a Metrobus terminal for multiple Metrobus routes; and*

5. *If the project would result in an increase in peak period traffic volume on an FIHS roadway that is operating below the CDMP-adopted LOS standard or would operate below the LOS standard as a result of the project, and which increase would exceed 2 percent of the capacity of the roadway at the CDMP-adopted LOS standard, the County shall require the developer and successors to implement and maintain trip reduction measures to reduce travel by single-occupant vehicles so that the resultant increase in traffic volume does not exceed 2 percent (Miami-Dade County CDMP Capital Improvements Elements Concurrency Management Program Section C).*

While the above provisions allow projects to be approved even if roadways are constrained, Miami-Dade County nonetheless sets Level-of-Service (LOS) standards for areas falling within the TCEA. The County has adopted a tiered approach to setting LOS standards – the standards are more stringent for rural areas, and become more lenient (i.e., accept more congestion) as the land becomes more urban in character or as the proximity to transit service increases. Certain exceptions to this trend apply to protect Florida Intrastate Highway System (FIHS) facilities. These LOS standards are summarized in Table 1.

Table 1: Miami-Dade Level of Service Standards

Summary: Metro-Dade County Traffic Circulation Level Of Service Standards

Non-FIHS Roadways			
Location	Transit Availability		
	No Transit Service	20 Min. Headway Transit Service Within ½ Mile	Extraordinary Transit Service (Commuter Rail or Express Bus)
Outside UDB	LOS D: State Minor Arterials LOS C: County Roads and State Principal Arterials		
Between UIA and UDB	LOS D (90 percent of Capacity); or LOS E on SUMAs (100 percent Capacity)	LOS E (100 percent of Capacity)	120 percent of Capacity
Inside UIA	LOS E (100 percent of Capacity)	120 percent of Capacity	150 percent of Capacity

FIHS Roadways					
FIHS Facility	Location				
	Outside UDB	Inside UDB	Parallel to Exclusive Transit Facilities	Inside TCMAs	Constrained or Backlogged Roadways
Limited Access Facilities	B	D [E]	D [E]	D [E]	Manage
Controlled Access Facilities	B	D [E]	E	E	Manage

Notes:

- LOS inside of [brackets] apply to general use lanes only when exclusive thru lanes exist.
- UIA =Urban Infill Area
- UDB = Urban Development Boundary
- SUMA =State Urban Minor Arterial

Source: Miami-Dade County CDMP

Within the UIA, three LOS standards are established as shown in the above table. Where no public transit exists, the LOS standard is set at E (100 percent capacity). Where public transit service having headways of 20 minutes or less is available within half a mile of the roadway, the LOS standard is relaxed to allow roads to operate at 120 percent of their capacity. Where extraordinary transit service exists (defined as commuter rail or express bus), the LOS standard for parallel roadways within half a mile of the transit service is relaxed to 150 percent of capacity.

Between the UIA and the UDB, the LOS standard for all roadways is set at D (90 percent capacity) – except for SUMAs, which can operate at LOS E (100 percent capacity). Where transit service having a 20-minute or less headway is located within one half mile from a roadway, the roadway can operate at LOS E (100 percent capacity). Extraordinary transit service (as defined above) relaxes the standard further to allow roadways to operate at 120 percent of LOS E capacity. Besides the TCEA designation, the relaxing of LOS standards where transit service exists should theoretically allow more development to be approved along transit corridors, since more allowable roadway capacity exists.

According to Miami-Dade County's comprehensive plan, portions of FIHS roadways located outside the UDB shall operate at LOS B (70 percent of capacity) or better and portions of FIHS roadways located inside the UDB must operate at LOS D (90 percent of capacity) or better. Where exclusive through lanes exist, exclusive transit facilities run parallel to the highway, or when falling inside a TCMA, the LOS standard for FIHS roadways within the UDB is relaxed to E (100 percent of capacity). The plan states that constrained or backlogged facilities operating below their LOS standard must be managed to prevent significant deterioration, although FDOT has recently revised the LOS rules to no longer designate constrained or backlogged facilities.

Within the TCEA, the tiered LOS standards direct development along transit routes since the County still tracks LOS and the LOS standard is relaxed along these routes. References to FIHS in the above policies (and throughout the County's CDMP) will need to be updated to reflect the establishment of the SIS.

2.2 Miami-Dade County TCEA supporting policies

Miami-Dade County's transportation concurrency exceptions provide a tool to promote concentrated development around urban activity centers (CDMP FLU Objective 1). The Adopted 2005 and 2015 Land Use Plan map designates three scales of urban centers: regional, metropolitan, and community. Twenty-three urban centers are planned inside the UIA (eight Metropolitan and 15 Community), and four Community centers are planned in RCEAs outside the UIA (2003 EAR). The goals, objectives, and policies of the CDMP, while often addressing areas within the TCEA, focus on promoting transit corridors, multimodal countywide accessibility, and guidelines for the development and redevelopment of urban activity centers rather than establishing policies to be applied to the entire 128,000 acre TCEA.

Selected goals, objectives, and policies from the County's CDMP that support the TCEA are included below.

Future Land Use Element (FLUE), Objective 1: The location and configuration of Miami-Dade County's urban growth through the year 2015

shall emphasize concentration and intensification of development around centers of activity, development of well designed communities containing a variety of uses, housing types and public services, renewal and rehabilitation of blighted areas, and contiguous urban expansion when warranted, rather than sprawl.

FLUE, 1A: *High intensity, well designed urban centers shall be facilitated by Miami-Dade County at locations having high countywide multimodal accessibility.*

FLUE, 1B: *Major centers of activity, industrial complexes, regional shopping centers, large-scale office centers and other concentrations of significant employment shall be the structuring elements of the metropolitan area and shall be sited on the basis of metropolitan-scale considerations at locations with good countywide, multimodal accessibility.*

FLUE, 1C: *Miami-Dade County shall give priority to infill development on vacant sites in currently urbanized areas, and redevelopment of substandard or underdeveloped environmentally suitable urban areas contiguous to existing urban development where all necessary urban services and facilities are projected to have capacity to accommodate additional demand.*

FLUE, Objective 7: *Miami-Dade County shall require all new development and redevelopment in existing and planned transit corridors to be planned and designed to promote pedestrianism and transit use.*

FLUE, 7A: *Through its various planning, regulatory and development activities, Miami-Dade County shall encourage development of a wide variety of residential and non-residential land uses and activities in nodes around rapid transit stations to produce short trips, minimize transfers, attract transit ridership, and promote travel patterns on the transit line that are balanced directionally and temporally to promote transit operational and financial efficiencies. Land uses that may be approved around transit stations shall include housing, shopping and offices in moderate to high densities and intensities, complemented by compatible entertainment, cultural uses and human services in varying mixes. The particular uses that are approved in a given station area should, a) respect the character of the nearby community, b) strive to serve the needs of the community for housing and services, and, c) promote a balance in the range of existing and planned land uses along the subject transit line. Rapid transit station sites and their vicinity shall be developed as “urban centers” as provided in this plan element under the heading Urban Centers.*

FLUE, 7B: *It is the policy of Miami-Dade County that both the County and its municipalities shall accommodate new development and*

redevelopment around rapid transit stations that is well designed, conducive to both pedestrian and transit use, and architecturally attractive. In recognition that many transit riders begin and end their trips as pedestrians, pedestrian accommodations shall include, as appropriate, continuous sidewalks to the transit station, small blocks and closely intersecting streets, buildings oriented to the street or other pedestrian paths, parking lots predominantly to the rear and sides of buildings, primary building entrances a close to the street or transit stop as to the parking lot, shade trees, awnings, and other weather protection for pedestrians.

FLUE, 7D: *Redevelopment of property within one-half mile of existing or planned mass transit stations and bus routes shall not cause an increase in walking distances from nearby areas to the transit services and shall, wherever practical, be done in a manner that reduces walking distances and is comfortable and attractive to pedestrians.*

FLUE, 7E: *Land uses that are not conducive to public transit ridership such as car dealerships, car oriented food franchises, and uses that require transporting large objects should not be permitted to locate or expand within ¼ mile of rail rapid transit stations.*

FLUE, 7F: *Residential development around rail rapid transit stations should have a density of at least 15 dwelling units per acre (15 du/ac) within ¼ mile walking distance from the stations and 20 du/ac or higher within 700 feet of the station, and at least 10 du/ac between ¼ and ½ mile walking distance from the station. Business and office development intensities around rail stations should produce at least 75 employees per acre within ¼ mile walking distance from the station, 100 employees per acre within 700 feet, and at least 50 employees per acre between ¼ and ½ mile walking distance from the station. Where existing and planned urban services and facilities are adequate to accommodate this development as indicated by the minimum level-of-service standards and other policies adopted in the Plan, and where permitted by applicable federal and State laws and regulations, these densities and intensities shall be required in all subsequent development approvals. Where services and facilities are currently or projected to be inadequate, or where required by Policy 7A, development may be approved at lower density or intensity provided that the development plan, including any parcel plan, can accommodate, and will not impede, future densification and intensification that will conform with this policy. All County, municipal and other service providers should revise their plans and capital programs at the next opportunity, as necessary, to accommodate these densities and intensities by the year 2005 around existing rail transit stations; by 2010 around planned East-West line stations between the Palmetto*

Expressway and downtown Miami; and in all other planned rapid transit corridors by 2015.

TE, Objective 1: *Miami-Dade County will provide an integrated multimodal transportation system for the circulation of motorized and non-motorized traffic by enhancing the Comprehensive Development Master Plan and its transportation plans and implementing programs to provide competitive surface transportation mode choice, local surface mode connections at strategic locations, and modal linkages between the airport, seaport, rail and other inter-city and local transportation facilities. These plans and programs shall seek to ensure that, among other objectives, between 1996 and 2002 Miami-Dade Transit Agency boardings will increase at a rate equal to or greater than the rate of resident population growth during this period.*

TE, 1A: *As provided in this section and the Mass Transit Subelement, the County shall promote mass transit alternatives to the personal automobile, such as rapid transit (i.e. heavy rail, light rail, and express buses), fixed route bus and paratransit services.*

TE, 1C: *When other transportation facility providers' plans are updated, Miami-Dade County shall seek to ensure that those plans provide high quality intermodal connections at optimal transfer points. These should include, but should not be limited to, the intermodal connections currently planned in the other subelements of the Transportation Element including the Port of Miami tunnel, Miami International Airport west-side cargo area access improvements such as the NW 25 Street viaduct, and the Miami Intermodal Center (MIC).*

TE, 1F: *Transit-supportive Land Use Element policies including, but not limited to, Urban Center guidelines shall be vigorously implemented in association with planned rapid transit facilities identified in the Transportation Element.*

2.3 Governmental Coordination within the TCEA Designation

In general, the cities within Miami-Dade's TCEA boundaries can be divided into three categories – (1) those that adopt Miami-Dade's defined TCEA within their boundaries or designate independent TCEAs, (2) those that adopt supportive policies without formal TCEA designation, and (3) those that ignore the TCEA completely. Of the comprehensive plans reviewed, five cities fall within the first category, nine fall within the second category, and fourteen fall within the third category. The cities of Aventura, Miami, and North Miami Beach have been selected for more detailed case studies.

2.3.1 Category One – Integrated and Independent TCEAs

Three communities have adopted Miami-Dade's defined TCEA for application within their respective jurisdictions – Aventura, Miami, and South Miami. Additionally, Coral Gables and North Miami have designated TCEAs independently of the County.

Aventura

Aventura adopts Miami-Dade's designation of the UIA as a TCEA. The City falls entirely within the UIA; therefore, the TCEA boundaries are the same as the city boundaries. Aventura also adopts the County's tiered LOS standards for the UIA and the County's mass transit LOS standards. Aventura does not specifically adopt the County's policy to allow transportation exceptions in CDBG-eligible areas, Enterprise Zones, and Federal Community Enterprise Areas.

Aventura encourages a multimodal transportation system within the City through parking strategies, pedestrian and bicycle facilities, and the future establishment of a public transit system to operate within the TCEA. Additionally, the City emphasizes the link between land use and transportation through the promotion of Town Centers as places for increased density with the most intense uses located at the center, pedestrian- and transit- oriented design, transit service, and mixed land uses. Sidewalk networks are promoted, especially, to link residences with transit service. Linking local streets give local traffic multiple internal alternatives to using SIS facilities.

Coral Gables

Coral Gables establishes a redevelopment and infill area referred to as the Gables Redevelopment and Infill District (GRID). The GRID is designated as a TCEA. Coral Gables differs from Aventura, Miami, and South Miami because their TCEA is not based on the Miami-Dade County UIA, nor is it contiguous with the municipal boundaries. However, the boundaries of the GRID are located entirely within the UIA and a transit corridor (US-1) served by Metrorail runs through the GRID boundaries. Even though the GRID TCEA is a separate entity from the UIA TCEA, policies in Coral Gables that support compact urban development and pedestrian- and transit- oriented design along the US-1 transit corridor support Miami-Dade County's CDMP.

Miami

The Miami comprehensive plan designates the entire city, with the exception of Virginia Key, Watson Island, and the uninhabited islands of Biscayne Bay zoned for conservation, as an Urban Infill TCEA pursuant to Miami-Dade's designation. The City also adopts Miami-Dade's tiered LOS standards for the UIA, even where the City has adopted the TCEA. The City has not amended their

comprehensive plan to reflect the establishment of the SIS; however, the City adopts the more stringent tiered standards than the County adopts for FIHS facilities.

Within the TCEA, the City has established a priority to concentrate and intensify development around activity centers through infill development, adaptive reuse, and redevelopment. These activity centers will include high intensity mixed-use development, especially, in the Edison Center, Grove Center, Latin Quarter, Little Haiti, River Corridor, Design District, and the Civic Center. These areas specified in the Comprehensive Plan often overlap with areas designated for development incentives and revitalization.

North Miami

North Miami designates the entire area within the City's boundaries as a TCEA to support infill and redevelopment. North Miami's TCEA is similar to Aventura, Miami, and South Miami because its TCEA boundaries are contiguous with the City's boundaries; however, the TCEA is established independently of the County's TCEA. The City does not adopt the County's tiered LOS standards, but does establish LOS standards in the TCEA. The City has established policies to support the TCEA through "a sustainable development pattern within the City supportive of public transit and non-motorized travel modes such as bicycle and pedestrian linkages" (Transportation Element, Objective 1.2). While the plan addresses all of the elements specified in the Statutes, its main focus is the improvement of alternative modes of travel through a connected system of transit, bicycle, and pedestrian facilities.

North Miami's plan details funding sources for supporting mobility in the TCEA as well as prioritizing projects in the Capital Improvements Plan that support public transit and non-motorized transportation modes. The eastern portion of the City (the area generally east of Biscayne Boulevard) has been designated as a Regional Activity Center and transit-oriented centers are planned around transit nodes throughout the TCEA, both of which support the County's goal of concentrating development in urban activity centers located along transit corridors.

South Miami

South Miami's comprehensive plan establishes a TCEA "*in conjunction with the approved Miami-Dade County transportation concurrency management area [sic]*" (Transportation Element, Objective 1.6; emphasis added). The plan also provides for transportation concurrency exceptions for development located within the City's established Redevelopment and Infill District (RID). For projects estimated to cause greater than a two percent increase of peak-period traffic on FIHS roadways, developers and successors must implement trip reduction measures. (The plan has not yet been updated to reflect the establishment of the

SIS.) This policy is identical to Miami-Dade's policy on the subject. However, the City does not formally adopt any of Miami-Dade's LOS standards.

South Miami focuses development around the Metrorail transit station through the creation of a Transit-Oriented Development District within walking distance of the station. Within the Transit-Oriented Development District, mixed-use development with street-level retail, higher allowable building heights, and redevelopment incentives are used to promote a compact, pedestrian-friendly core. The City also has a sidewalk and bikeway plan with a focus on the Downtown to promote the use of non-motorized transportation.

2.3.2 Category Two – Supportive Plans

Nine cities have adopted policies supporting the Miami-Dade TCEA but have not formally adopted the TCEA for application within their jurisdictions. Supportive policies include the designation of TCMAs or independent TCEAs, a commitment to activity centers located around mass transit stops, the adoption of the County's tiered LOS standards, and/or general compliance with TCEA requirements of alternative modes, land use mixes, intensity and density, urban design, and network connectivity.

Hialeah

Although Hialeah does not designate a TCEA, the City incorporates many of the elements desired in a TCEA into its comprehensive plan. Notably the comprehensive plan addresses increased density/intensity in its downtown urban center to support alternative modes, encourages multimodal transportation, addresses urban design, encourages mixed uses, and requires new development to include provisions for mass transit like bus shelters, turn-outs, designated bus stops, and dissemination of mass transit service information. Hialeah also designates a TCMA.

Miami Beach

Miami Beach establishes three TCMAs. Within the TCMAs, alternative modes of transportation are encouraged, as well as redevelopment and infill development. The plan also addresses urban design, provides for mixed land uses, and supports a connected network for pedestrians and bicyclists. Miami Beach establishes a tiered LOS standard that allows greater capacity on roadways parallel to mass transit; however, the standards are not the same as the standards adopted by Miami-Dade County.

Miami Gardens

Miami Gardens establishes four TCMAs. Within the TCMAs, tiered LOS standards reflect the County's LOS standards. Miami Gardens supports County

transit systems through mixed-use zoning and TOD around transit stops, Urban Centers, Urban Cores, Planned Mixed-Use neighborhoods, and the Golden Glades-Palmetto Expressway area. The City gives developer incentives (through height bonuses) for developments utilizing “Smart Growth” principles. The comprehensive plan lists the “Smart Growth” principles in FLUE, Objective 2.4 and its supporting policies as walkability and walkable neighborhoods, connectivity, mixed-use and diversity, mixed housing, and quality architecture and design. The plan encourages network connectivity for all modes.

Miami Lakes

Miami Lakes is located only partially within the UIA. In its comprehensive plan, the Town adopts Miami-Dade County’s tiered LOS standards for both the areas inside and outside of the UIA. The Transportation Element lists ten potential strategies to encourage local traffic to use alternative routes to protect LOS on FIHS facilities (the plan has not yet been updated to reflect the establishment of the SIS). These strategies include increasing parallel capacity on local streets, eliminating gated streets, designating a transportation management area, improving County transit service within the Town, and providing viable alternatives to automobile travel including roadway improvements to promote bicycling and an internal transit system to run exclusively within the Town,. While the plan does not explicitly focus on promoting development in activity centers, the Community Design Element does establish design standards for transportation corridors and commercial/retail developments that incorporate elements of pedestrian- and transit- friendly design.

Miami Shores

The Village of Miami Shores adopts the tiered LOS standards of Miami-Dade County for inside the UIA. The Comprehensive Plan sets a priority to research the potential effectiveness of designating a TCEA and/or a TCMA and to research the feasibility of developing bicycle routes, lanes, and/or paths. The Village encourages greater use of existing mass transit through transportation demand management.

Miami Springs

Miami Springs adopts Miami-Dade County’s tiered LOS standards for the UIA. The Comprehensive Plan sets a priority to research the potential effectiveness of designating a TCEA and/or a TCMA, as well as to study the densities and intensities on the Future Land Map to determine where increases are needed to better support the County transit system. The Plan also states that the City will identify potential TDM and TSM strategies to decrease vehicle miles traveled per capita.

North Miami Beach

North Miami Beach adopts Miami-Dade County's tiered LOS standards for the UIA. The CDMP implements TDM and TSM strategies. The plan states that the City "will support and participate with Miami-Dade County in the implementation of transit enhancement recommendations of the SR 826 Corridor Study which include: providing maps and schedules at bus stops; providing passenger amenities for bus stops and shelters; and adding bus stops and bus pull-out bays" (Transportation Policy 1.4.8). The plan also supports redevelopment and development along transit corridors through mixed-use projects, densities and intensities supportive of transit, and support for the future development of multimodal transit facilities along US-1.

Palmetto Bay

Palmetto Bay does not designate a TCEA, but does establish transportation concurrency exceptions for development proposals that promote public transit or are located within an Enterprise Zone. The City emphasizes alternative modes of transportation and recognizes five "rapid transit stations" and two "community urban centers" within the Village. The comprehensive plan includes policies to support these areas as well as emphasizing mixed-use development and redevelopment.

Pinecrest

The City's comprehensive plan emphasizes multimodal transportation and the coordination of land uses and the transportation system. Policies address mixed-use development, intensities and densities that support transit, pedestrian and bicycle access to transit stops, traffic control devices, and multimodal access to and from Pinecrest and the rest of Miami-Dade County.

2.3.3 Category Three – Residential Communities

Fourteen communities within the boundaries of the Miami-Dade TCEA have not recognized nor adopted the TCEA for application within their jurisdictions. These communities tend to be small and residential in character. Several have not updated their comprehensive plans since the adoption of Miami-Dade's TCEA and, as such, have no related policies. The cities in this category are: Bal Harbour, Bay Harbour Islands, Biscayne Park, El Portal, Golden Beach, Indian Creek Village, Key Biscayne, Medley, North Bay Village, Opa-Locka, Sunny Isles Beach, Surfside, Virginia Gardens, and West Miami.

2.4 MIAMI-DADE COUNTY SUMMARY

Miami-Dade County's approach to its TCEA varies from other approaches seen across the state. The size of the area designated, the focus on activity centers and transportation corridors, the number of independent local governments functioning within the County's TCEA designation, and the use of level-of-standards in the TCEA all make Miami-Dade County a unique example of how a TCEA can be used. Since a full Countywide review was not conducted, the county may already be meeting many of the requirements of the new legislation. However, the County should consider the results in the other case studies found in this document as well as the recommendations offered in *A Guide for the Creation and Evaluation of Transportation Concurrency Exception Areas* when updating their TCEA policies.

Specifically, the County may need to strengthen their urban design standards for specific areas in the TCEA. Although in general the policies support transit-oriented land use and densities and a good mix of land use, they should identify more specific urban design standards for developments within the TCEA. Since proportionate fair share may not apply for a large part of the County due to the TCEA, the County should consider creating a development mitigation or contribution plan for the implementation of the mobility strategies to ensure that developments are not only creating land uses that support transit-friendly, walkable environments, but that they also contribute to or enhance multimodal network connectivity.

Since the area designated is so large, the County's approach of using a tiered LOS system may be an effective way to direct growth towards areas served by mass transit and encourage the resulting development to meet standards that promote multimodal mobility. However, the County should ensure that all development occurring in the TCEA supports multimodal mobility even if efforts are concentrated around transit corridors and urban activity centers. Since the goal of the TCEA is infill and redevelopment, infill or redevelopment projects should be promoted regardless of their proximity to transit corridors – these projects may need a specialized set of policies to address their unique mobility issues.

The coordination of comprehensive planning between the County and the municipalities that fall within the TCEA is inconsistent. While no municipality can be required to adopt a TCEA, the County should encourage those falling within the TCEA designation to include, update, or adopt policies in their comprehensive plans that address the County's TCEA designation. This would help Miami-Dade County to establish a consistent approach for dealing with concurrency. Additionally, the impacts to SIS facilities need to be addressed regardless of TCEA designation, and municipalities must meet LOS standards if they do not choose to adopt the TCEA. Through coordination with all local

governments on LOS standards and impacts on the SIS, Miami-Dade County can better plan for multimodal mobility in their TCEA.

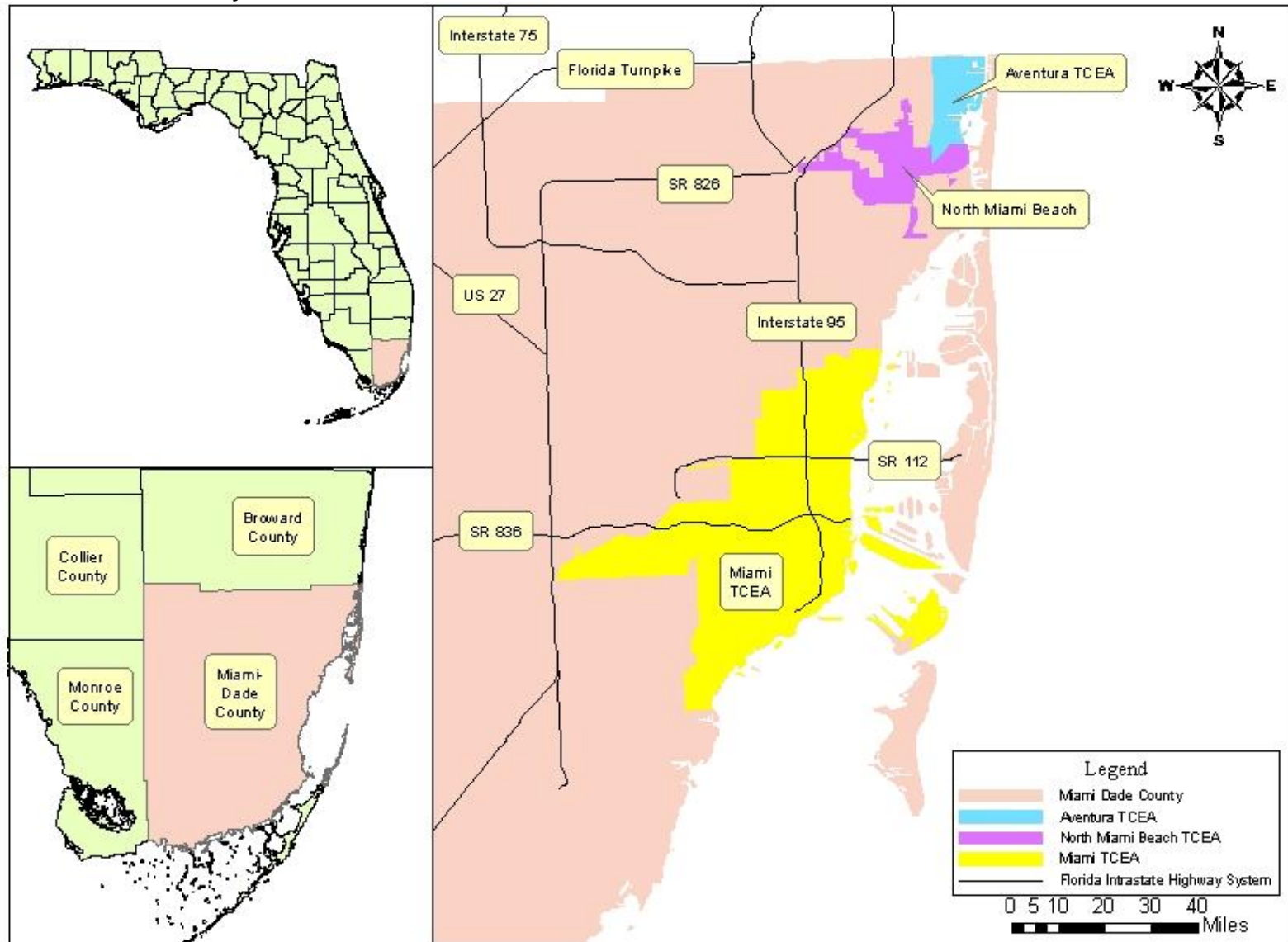
Section 3: Miami-Dade Case Study Evaluations (Aventura, North Miami Beach, Miami)

Three cities were chosen as case studies: Aventura, North Miami Beach, and Miami (see Figure 2 for locations). The cities were chosen because of their size, location, and potential to impact SIS facilities and the TCEA as a whole. Both Miami and Aventura designate TCEAs in conjunction with Miami-Dade's TCEA designation and represent two ways in which local governments in Miami-Dade County may support the county plan. North Miami Beach adopts many policies that support the County's TCEA although the City does not designate a TCEA.

The comprehensive plans for Aventura, North Miami Beach, and Miami are evaluated based on the criteria found in *A Guide for the Creation and Evaluation of Transportation Concurrency Exception Areas* and Appendix A of this document. The sections of the TCEA Evaluation Criteria Table correspond to language in state legislation. Objectives and policies found in the comprehensive plans have been included below, grouped by the area of legislation they support. Objectives and policies that are relevant to multiple areas of the new requirements are included in multiple subsections.

Following each of these subsections, the objectives and policies listed are evaluated, based on the appropriate questions from Table 7, in the "Recommendations and Comments" portion. This final part of each subsection explains how well each city meets the requirements established by the new legislation as well as any areas of the plan in need of improvement.

Figure 2: Miami-Dade County Case Studies

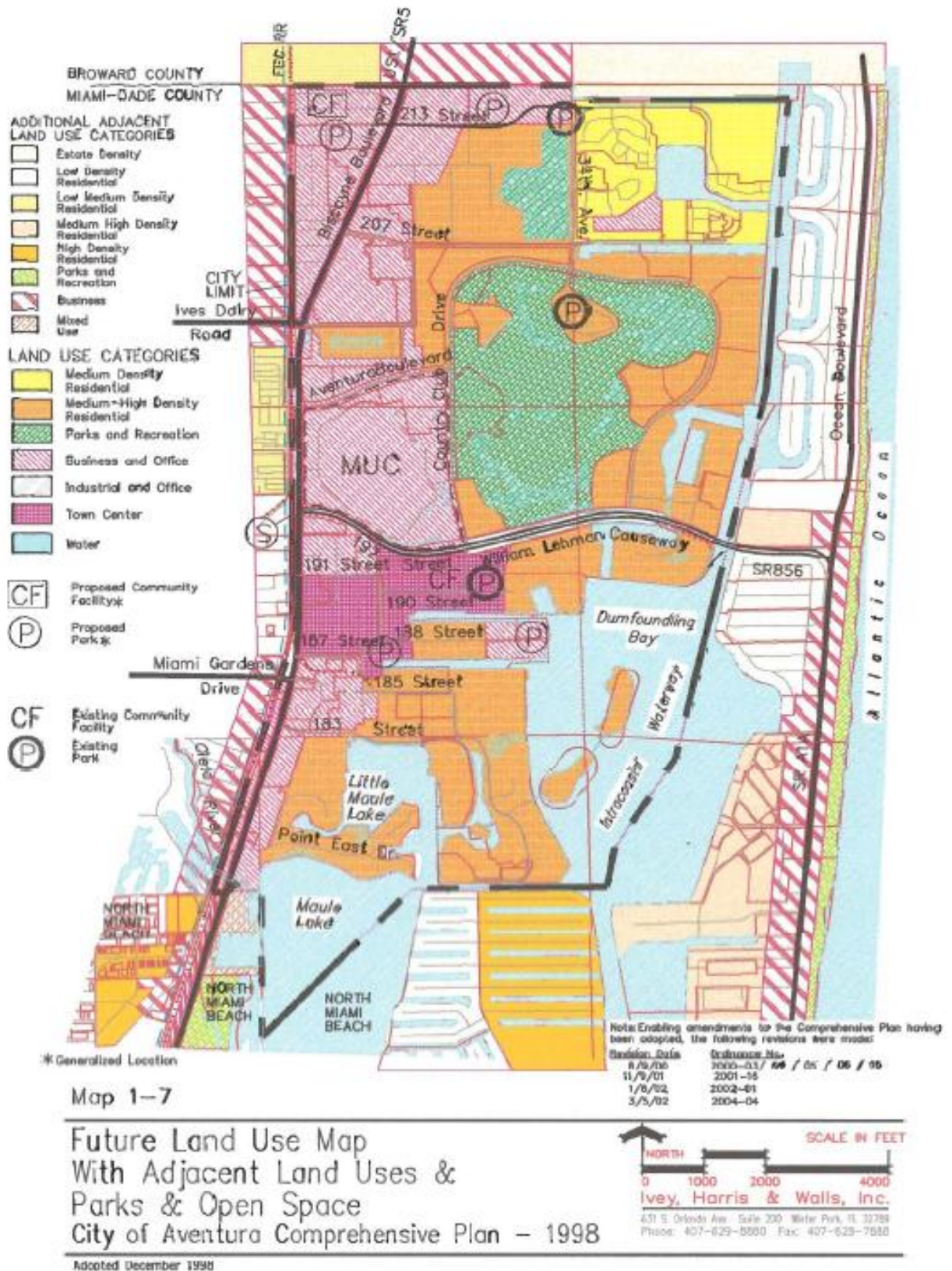


Source: Florida Geographic Data Library

3.1 TCEA Case Study: City of Aventura

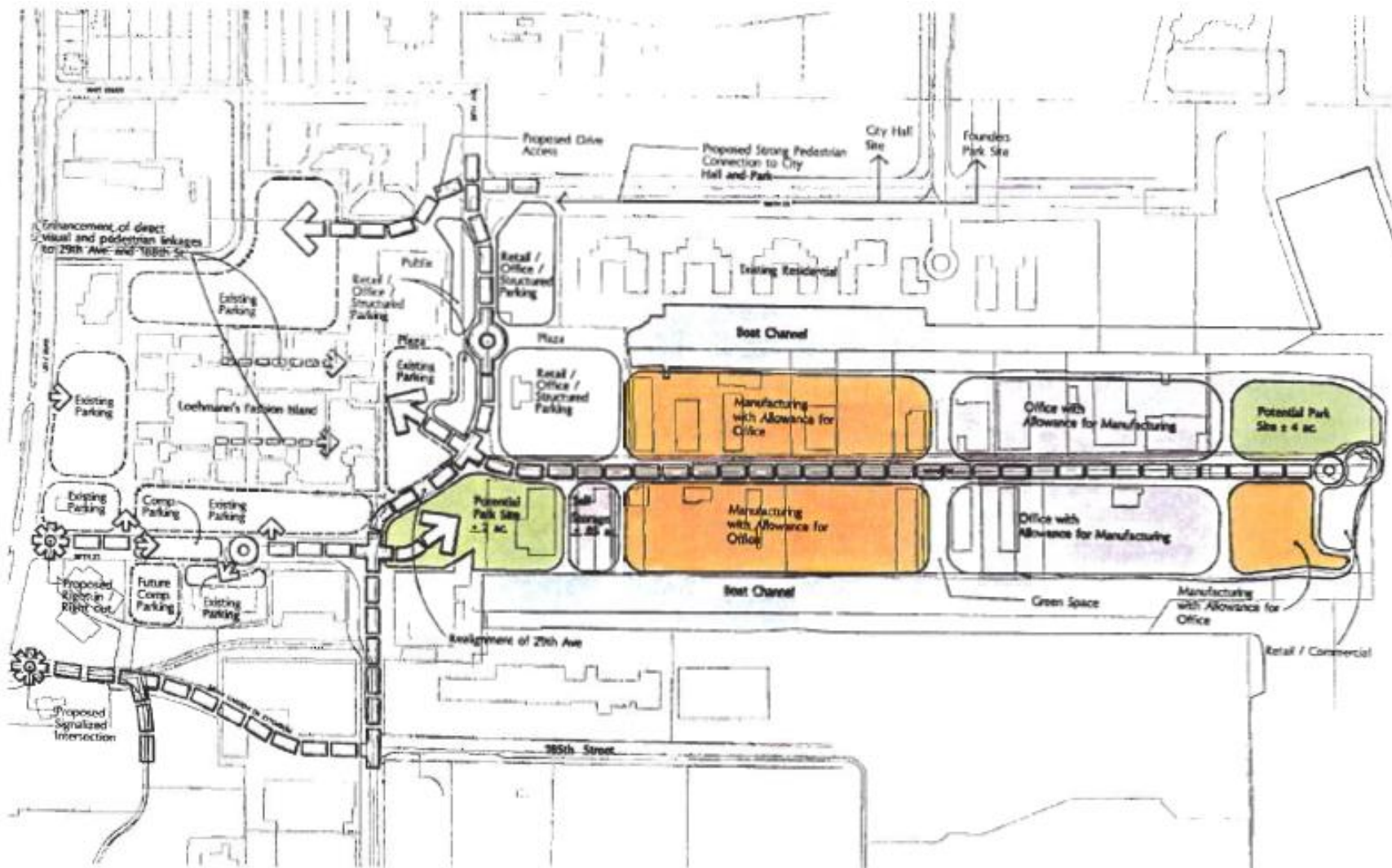
Aventura adopts the tiered level of service standards established by Miami-Dade County as they apply to the Urban Infill Area (within which all of Aventura falls). This tiered LOS system relies on the development of Town Centers to serve as hubs for future urban development. Town Centers are moderate to high intensity design-unified areas, at least 5 acres in size, directly accessible from an arterial or urban collector roadway, and contain a variety of horizontally and vertically integrated urban functions. The Town Centers are managed through thematic plans that outline their major characteristics, and will be the primary method Aventura will use to implement the county's network of urban centers. Figure 3 below illustrates the future land use plans of the City. Figure 4 and 5 illustrate concept plans for two redevelopment areas.

Figure 3: Aventura Future Land Use



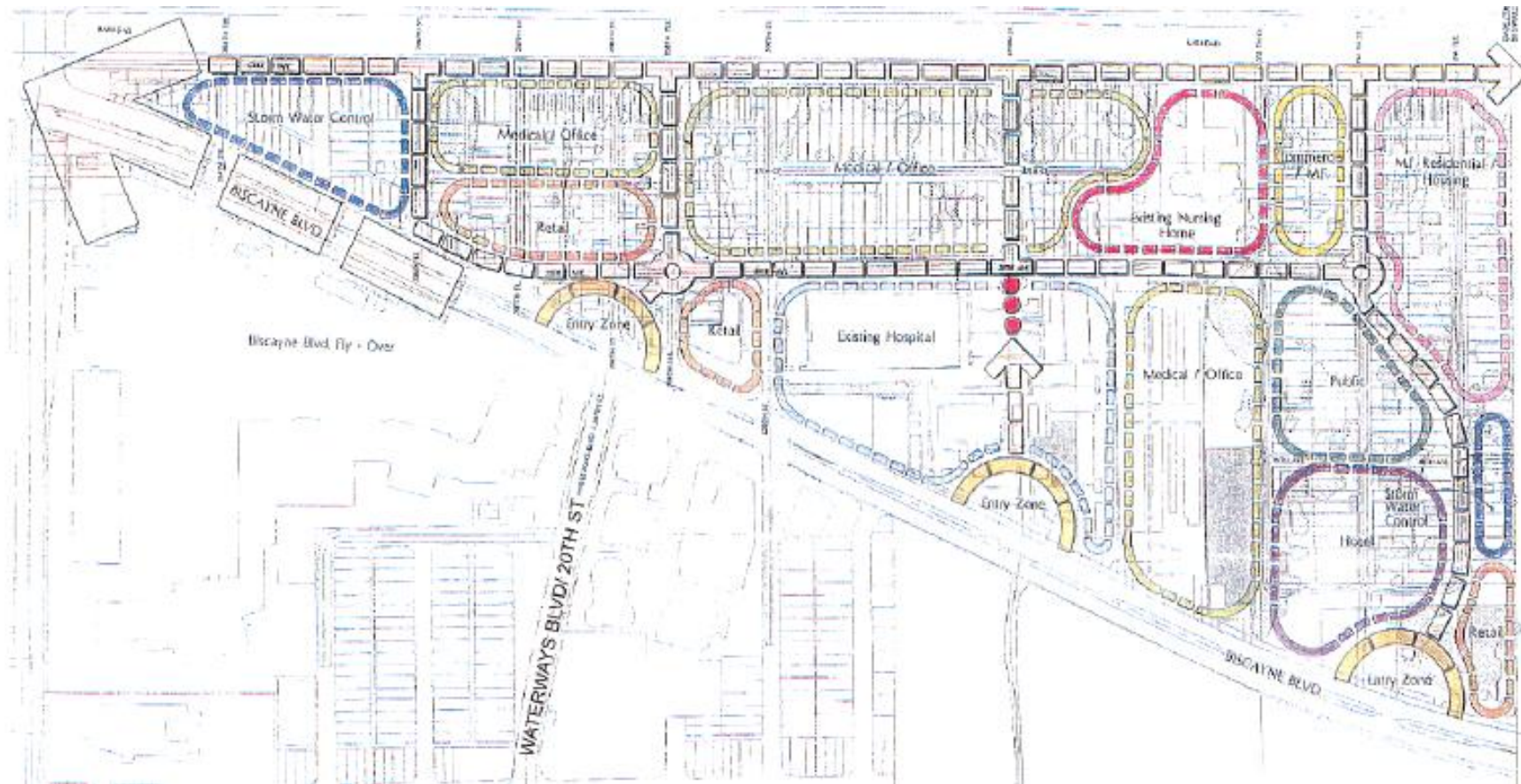
Source: Aventura 1998 Comprehensive Plan

Figure 4: Aventura Town Center/Thunder Alley District Concept Plan



Source: City of Aventura Comprehensive Plan (adopted December, 1998)

Figure 5: Aventura Hospital District Concept Plan



Source: City of Aventura Comprehensive Plan (adopted December, 1998)

3.1.1 Criterion 1: Supports Mobility

- Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below?
- Does the plan include other mobility supporting strategies, such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities?
- Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

Transportation Element (TE), 2.3: Through the implementation of the multimodal transportation strategies, demand management programs will be established to modify peak hour travel demands, and reduce the number of vehicle miles traveled. [9J-5.019(4)(c)6]

TE, OBJECTIVE 4: Through coordination of the City's multi-modal transportation plan with the applicable public transit service and the Miami-Dade Metropolitan Planning Organization, efficient public transit service will be determined by the ridership. [9J-5.019(4)(b)4]

Measure: By 2005, increase public transit ridership by 10 percent.

FLUE, 1.2: ...Transit and pedestrian mobility will be increased and area-wide traffic will be reduced in several ways: proximity of housing and retail uses will allow residents to walk or bike for some daily trips; provision of both jobs, personal services and retailing within walking distance of transit will encourage transit use for commuting; and conveniently located retail areas will accommodate necessary shopping during the morning or evening commute or lunch hour...

Recommendations and Comments

The plan addresses funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the FIHS (the plan should be updated to reflect the

establishment of the SIS). The plan addresses many of these elements in the FLUE, Policy 1.2 that describes Aventura's designated Town Centers. The plan also includes TDM as a strategy to generate internal capture (mitigation of effects through internal alternative routes developed for local traffic) within the Town Centers. The plan identifies TDM programs as an implementation strategy, but does not specify how they will be implemented.

Although the plan supports mobility, it does not include performance measures to use for demonstrating progress. In the TE, Objective 4, the plan commits to "increase transit ridership by 10 percent" by 2005, but does not specify how the 10 percent will be calculated, or the current ridership figures. Also, the plan does not establish the baseline for comparison, nor does it include measures for other modes. For bicycle and pedestrian modes, the plan specifies that these modes will be "encouraged" and "promoted", with an "increase" in these modes as a goal, but it does not define the increase quantitatively or prescribe any methodology to measure these modes.

3.1.2 Criterion 2: Funds Mobility

- Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as:
 - Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants?
 - Direct public investment through specially empowered authorities such as Community Development Corporations?
 - Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies?
 - Special tax incentive programs such as Enterprise Zones?
 - Mitigation strategies to fund TCEA mobility strategies?
- Are mobility strategies funded in the CIE?
- Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for funding adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, 4.7: *Transit shelters will be provided at the time of development by the property owner (Transportation Element, Policy 4.7).*

FLUE, 1.2: *The City will give special emphasis to providing a high level of pedestrian conveniences and public mass transit services to the Town Center.*

FLUE, Policy 10.1: *Aventura shall facilitate redevelopment of substandard or underdeveloped areas, high intensity activity centers, mass transit supportive development and mixed use projects to promote energy conservation.*

Recommendations and Comments

The plan designates funding for the TCEA in the TE, Policy 4.7, which specifies that the property owner will provide transit shelters at the time of development, but that reference is the only one specifically connecting a built project with a funding source. No other strategies for developer contribution were identified, although such contribution may be an effective way of financing mobility strategies in new development. The City commits to give “special emphasis to providing a high level of pedestrian conveniences and public mass transit services to the Town Center” (FLUE, 1.2), but does not define what ‘special emphasis’ or ‘facilitating’ means, such as prioritized funding, expedited development review processing, etc. The plan should clearly link projects constructed for mobility to their funding sources, where possible. Additionally, the plan lacks performance measures for funding mobility, which would be useful in demonstrating increases in funding for multiple modes.

3.1.3 Criterion 3: Strategies Support Purpose of Designation

- Is the purpose of the designation made clear in the policy or policies that designate the TCEA?
- Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)?
- Does the plan establish performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

FLUE, OBJECTIVE 2: *The Future Land Use Plan shall emphasize concentration and intensification of development around centers of activity, development of well designed communities containing a variety of uses, housing types and public services, renewal and rehabilitation of blighted areas. [9J-5.006 (3)(b)(2)]*

FLUE, Policy 2.6: *In formulating or amending development regulations, Aventura shall avoid creating disincentives to redevelopment.*

FLUE, Policy 10.1: *Aventura shall facilitate redevelopment of substandard or underdeveloped areas, high intensity activity centers, mass transit supportive development and mixed use projects to promote energy conservation.*

Recommendations and Comments

The City's Plan does not clearly identify whether the purpose of the designation is urban infill, urban redevelopment, or both. The plan does place a priority on "renewal and rehabilitation of blighted areas" and avoiding "creating disincentives to redevelopment", but the language to support redevelopment and urban infill is vague. To support urban infill and redevelopment, the City plans to "facilitate redevelopment", but does not specify how redevelopment will be facilitated, such as through City-funded financial incentives or expedited development review. Also, the plan does not include performance measures for assessing whether or not the current strategies are in fact supporting the purpose of the designation.

3.1.4 Criterion 4: Includes Alternative Modes

- Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit use to ensure mobility?
- Does the plan include a mode-split goal for alternative modes?
- Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as:
 - Pedestrian, bicycle and transit QOS?
 - Transit network coverage?
 - Transit span of service?
 - Bicycle network coverage?
 - Pedestrian network coverage?
 - Reduction in the amount of vehicle miles traveled?
 - Rates of internal capture?

- Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of F.A.C. §9J-5.019 (c) (5))?
- Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as:
 - Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes?
 - Parking management?
- Does the plan identify short-term and long-term strategies and projects for implementation of each mode?
- Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, Goal: *To provide a safe and efficient multimodal transportation system appropriate to serve the needs of the city; to promote the use of alternative transportation methods encouraging scaled pedestrian and bicycle facilities, public transit, adequate parking facilities, paratransit, and other modes of transportation; to coordinate the system with the land use plan, and other appropriate agencies; and to protect rights-of-way.*

TE, OBJECTIVE 2: *As part of the internal consistency requirement of the Comprehensive Plan elements, the transportation system outlined in this element will be coordinated with the Future Land Use Map or map series to ensure that the transportation modes are consistent with the land uses in the area by the Plan's adoption. [9J-5.019(4)(b)2]*

Measure: *Number of capital improvements that encourage and support a multi-modal transportation system.*

TE, 2.1: *The plan includes parking strategies as a means to encourage a multi-modal transportation system including scaled pedestrian and bicycle facilities, public transit, paratransit, and other modes of transportation.*

TE, 2.2: *Through implementation of the Future Land Use Plan and Land Development Regulations, the use of bicycles and pedestrian activities will*

be promoted and encouraged with particular emphasis given to the Town Center.

TE, 2.4: *Public transportation will be encouraged through implementation of local transit service and its incorporation in to the Town Center, as identified on the Future Land Use Plan Map.*

TE, OBJECTIVE 4: *Through coordination of the City's multi-modal transportation plan with the applicable public transit service and the Miami-Dade Metropolitan Planning Organization, efficient public transit service will be determined by the ridership. [9J-5.019(4)(b)4]*

Measure: *By 2005, increase public transit ridership by 10 percent.*

TE, 4.1: *Within one year of adoption of the Comprehensive Plan, the City shall implement a local public transit system.*

TE, 4.2: *The City's local transit system shall operate exclusively within the TCEA.*

TE, 4.3: *Transit service shall be linked to major trip attracters and generators, and the transportation disadvantaged. Transit service shall be located such that they are safe and convenient to transit users.*

TE, 4.6: *Sidewalks shall link residential development to transit stops and shelters.*

FLUE, 1.2: *The locations and the mix and configuration of land uses with a Town Center should be designed to encourage convenient, internal pedestrian circulation to provide more efficient land use than recent suburban development forms, and to create identifiable centers of activity.*

Transit and pedestrian mobility will be increased and area-wide traffic will be reduced in several ways: proximity of housing and retail uses will allow residents to walk or bike for some daily trips; provision of both jobs, personal services and retailing within walking distance of transit will encourage transit use for commuting; and conveniently located retail areas will accommodate necessary shopping during the morning or evening commute or lunch hour. The City will give special emphasis to providing a high level of pedestrian conveniences and public mass transit services to the Town Center.

CIE, 3C: *Mass transit with 60-minute headways and an average route spacing of one mile will be provided for all areas within the UDB having "a combined resident and work force population of more than 10,000 persons per square mile." However, the population and employment density along*

the proposed corridor (one half mile to either side of the transit route) must exceed 4,000 per mile, the estimated demand must warrant service, the service must be financially feasible, and transit expansion to new areas must not undermine other service in areas with higher densities and greater needs (Capital Improvements Element, Policy 3C).

Recommendations and Comments

Aventura's Comprehensive Plan meets the legislative requirement of including alternative modes of transportation in the policies and objectives above, with transit receiving emphasis in the plan. Bicycle and pedestrian modes are addressed but less clearly supported as compared to transit. The comprehensive plan states that these modes will be "emphasized," "encouraged," and "promoted" through the use of many of the multimodal strategies explained in this report but does not establish specific requirements. The majority of Aventura's population lives within walking distance of a bus stop (see Table 2). Mass transit in Aventura serves employment as well – the majority of jobs are located within a quarter of a mile of a bus stop and all of the jobs in the City are located within a half mile of a bus stop (see Table 2).

Aventura's plan implies that performance measures are in place in FLUE 1.2, but does not establish benchmarks or specific goals for improvement apart from TE Objective 2 which uses "[n]umber of capital improvements that encourage and support a multimodal transportation system" as a measure. To address this element completely, more specific performance measures are needed along with a commitment to measuring progress toward targeted goals. For example, was transit implemented? What are the goals for 2005-2010 and 2020? TE Objective 2 intends to count the number of capital improvements that encourage and support a multimodal transportation system, but does not specifically link this objective to pedestrian or bicycle modes by establishing a benchmark and a target for these modes. The plan does establish a specific target for transit ridership: an "increase in public transit ridership by 10 percent" by 2005 (TE Objective 4).

Table 2: Aventura Bus Stops in Relation to Jobs and Population

<u>Pop w/in .25 Mile of Bus Stop</u>		<u>Jobs w/in .25 Mile of Bus Stop</u>	
14,510	57.43 percent	16,812	90.45 percent
<u>Pop w/in .50 Mile of Bus Stop</u>		<u>Jobs w/in .50 Mile of Bus Stop</u>	
21,648	85.68 percent	18,588	100.00 percent

3.1.5 Criterion 5: Demonstrates How Mobility Will Be Provided

- Does the plan specify how policies related to supporting mobility will be implemented?

- Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment?
- Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit?
- Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies?
- Does the plan establish performance measures for mobility within the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, Objective 2: Measure: Number of capital improvements that encourage and support a multi-modal transportation system.

TE, Objective 4: Measure: By 2005, increase public transit ridership by 10 percent.

FLUE, Policy 1.2: The development of each Town Center will be managed through the creation of a thematic plan, which shall outline its major characteristics and specify the design and regulatory tools necessary to achieve those characteristics.

The Town Center designation can be applied as an exclusive land use category on the future land use plan map, or can be overlaid on any existing Business and Office and Industrial and Office land use plan map designation meeting all the criteria set forth in the Land Use Element. No Town Center shall be less than 5 acres in size. All Town Centers shall be contiguous and directly accessible from an arterial or urban collector roadway.

Recommendations and Comments

Aventura's comprehensive plan meets the legislative requirements of this section by demonstrating how mobility will be provided in their comprehensive plan, especially, in FLUE 1.2. This section is only lacking adequate performance measures for demonstrating how mobility will be provided. The plan does call for measuring the "number of capital improvements that encourage and support a multimodal transportation system", but does not specify how and when this indicator is to be evaluated.

3.1.6 Criterion 6: Addresses Urban Design

- Does the plan link urban design policies to the support of alternative modes of transportation?
- Does the plan specifically provide for TOD in the TCEA?
- Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel?
- Does the plan require and provide detailed design standards specific to development within the TCEA?
- Does the plan establish performance measures for Urban Design within the TCEA?
- Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

FLUE, 1.2: Town Centers shall be characterized by physical cohesiveness, direct accessibility by mass transit service, and high-quality urban design. The urban design standards are intended “to create and identify a distinctive sense of place through unity of design and distinctively urban architectural character of new development and redevelopment”. Additionally, design of developments and roadways within the centers will emphasize pedestrian activity, safety and comfort over the rapid and convenient movement of motor vehicles.

FLUE, 2.1: In planning and designing all new development and redevelopment, the City shall vigorously promote implementation of the guidelines contained in the "Urban Design Element".

FLUE, OBJECTIVE 9: Aventura shall continue to maintain, update and enhance the municipal code, administrative regulations and procedures, to ensure that future land use and development is consistent with the Plan, and to promote better planned development and communities with well designed buildings. [9J-5.006(3)(b)10]

Measure: Number of City sponsored amendments to the Land Development Code.

Urban Design Element (UDE), 1.1: In order to encourage redevelopment, mixed use development will be encouraged within areas targeted for redevelopment.

UDE, 1.4: During plat and site plan review, transit-oriented design concepts will be considered and encouraged.

UDE, 1.5: Core commercial areas shall be designed to include lush tropical landscaping and for safe and convenient access by all modes of transportation, including bus service, bicycles and pedestrians.

UDE, 1.7: The location of curb cuts, walkways, bike lanes, signage, lighting, and landscape treatments.

UDE, 1.9: The design of structured parking, within mixed use development, is encouraged to include opportunities for retail or office uses at the street level.

UDE, 1.10: The design and placement of public buildings should follow the urban design concepts of pulling the building close to the front

Recommendations and Comments

Aventura's plan generally meets the legislative requirements of this section by including urban design in their comprehensive plan regarding their TCEA. The plan links urban design to the support of alternative modes, and includes a commitment to transit. Although it does make a commitment to "high-quality urban design" in FLUE 1.2, the plan does not include specific performance strategies for urban design. While the urban design element includes transit-oriented design standards, it does not require them. For high-quality urban design to be achieved clear definitions and performance measures need to be built into the plan.

3.1.7 Criterion 7: Considers Appropriate Land Use Mix

- Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities?
- Does the plan require mixed-use zoning?
- Does the plan consider school siting in the treatment of land-use mix?

- Does the plan identify specific ratios of mixed-use developments for the TCEA?
- Does the plan establish performance measures for Land Use Mix within the TCEA?
- Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, 4.4: Transit service will be located in areas within which the future land use map will support transit service, such as town centers, transit terminals, commercial areas and higher-density residential areas.

FLUE, 1.2: The plan also specifies that Town Centers will contain a mix of land uses that support multimodal transportation, including moderate and small businesses, as well as residential. Residential areas are intended to ultimately exceed 1,000 persons in Town Centers, and with the densities specified in the paragraphs below.

Recommendations and Comments

Aventura addresses the legislative requirements of this section by considering appropriate land use mix. In FLUE 1.2, the comprehensive plan states that “Town Centers will contain a mix of land uses that support multimodal transportation, including moderate and small businesses, as well as residential,” which illustrates the variety of land uses and mixed-use zoning contained in the Evaluation Criteria. However, the comprehensive plan does not establish performance measures for land use mix.

Aventura’s current job to population ratio falls within the range of 1:1 to 3:1 recommended by FDOT (see Table 3). The land use mix does not represent an ideal mix for multimodal potential – 34 percent of the land in Aventura is classified as open/parks/recreational and only 23 percent of the land is classified as office/commercial/light industrial (see Figure 6). Additionally, the city has 113 acres of vacant residential and non-residential property (see Figures 7 and 8). Both the vacant property and the high percentage of open land could provide redevelopment opportunities for the City. The land uses are separated, with office and commercial land uses concentrated along the west side of the city (see Figure 9).

Table 3: Aventura Jobs to Population Comparison

Aventura			
Single Family Pop.	-	Pop:	Jobs
Multi-Family Pop.	-		
Total Pop	25,267	1:	0.74
Total Employment	18,588		
Jobs to Population	1.3593		
Area (Acres)	1,919		

Figure 6: Aventura Land Use Proportions

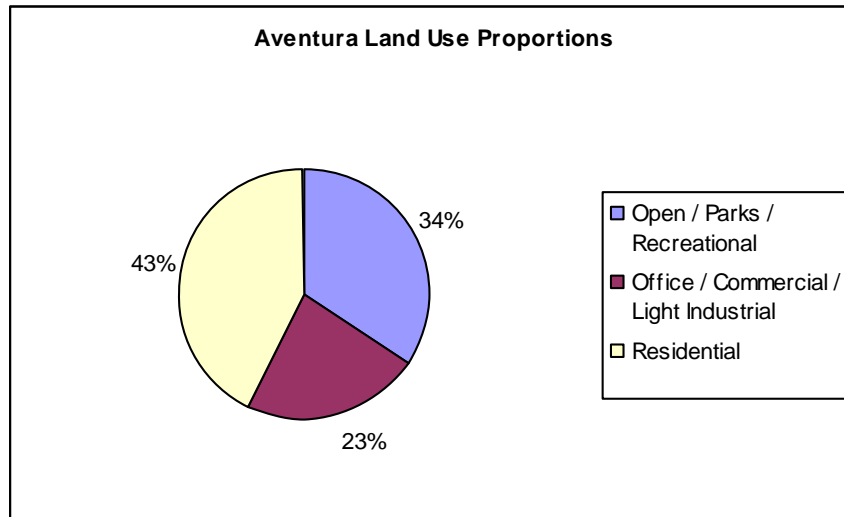


Figure 7: Aventura Residential Land Designations

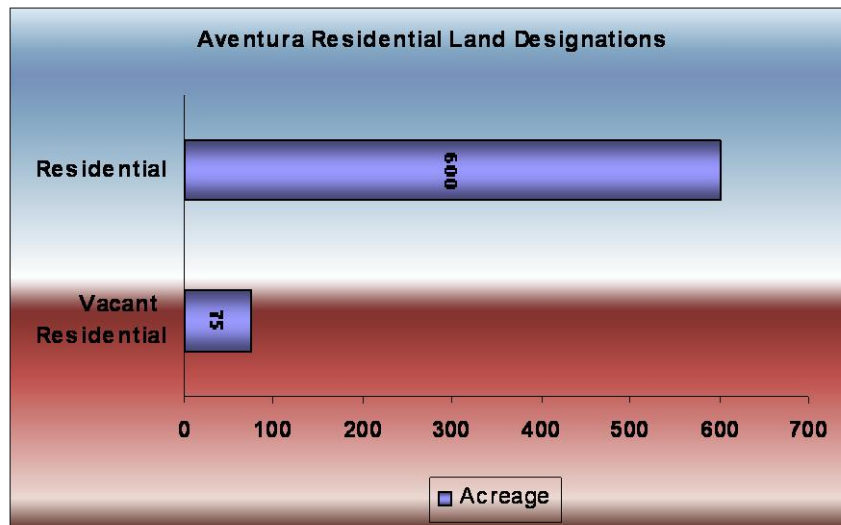


Figure 8: Aventura Nonresidential Land Designations

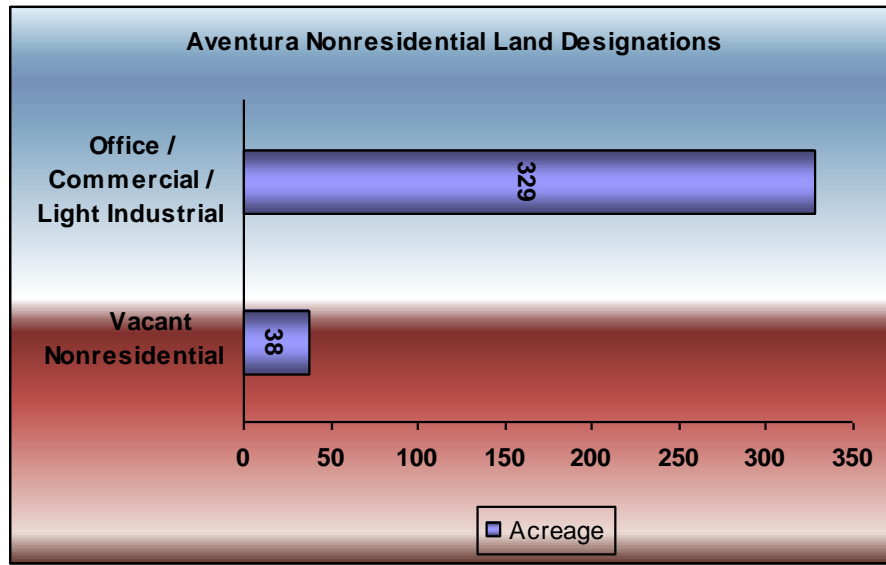
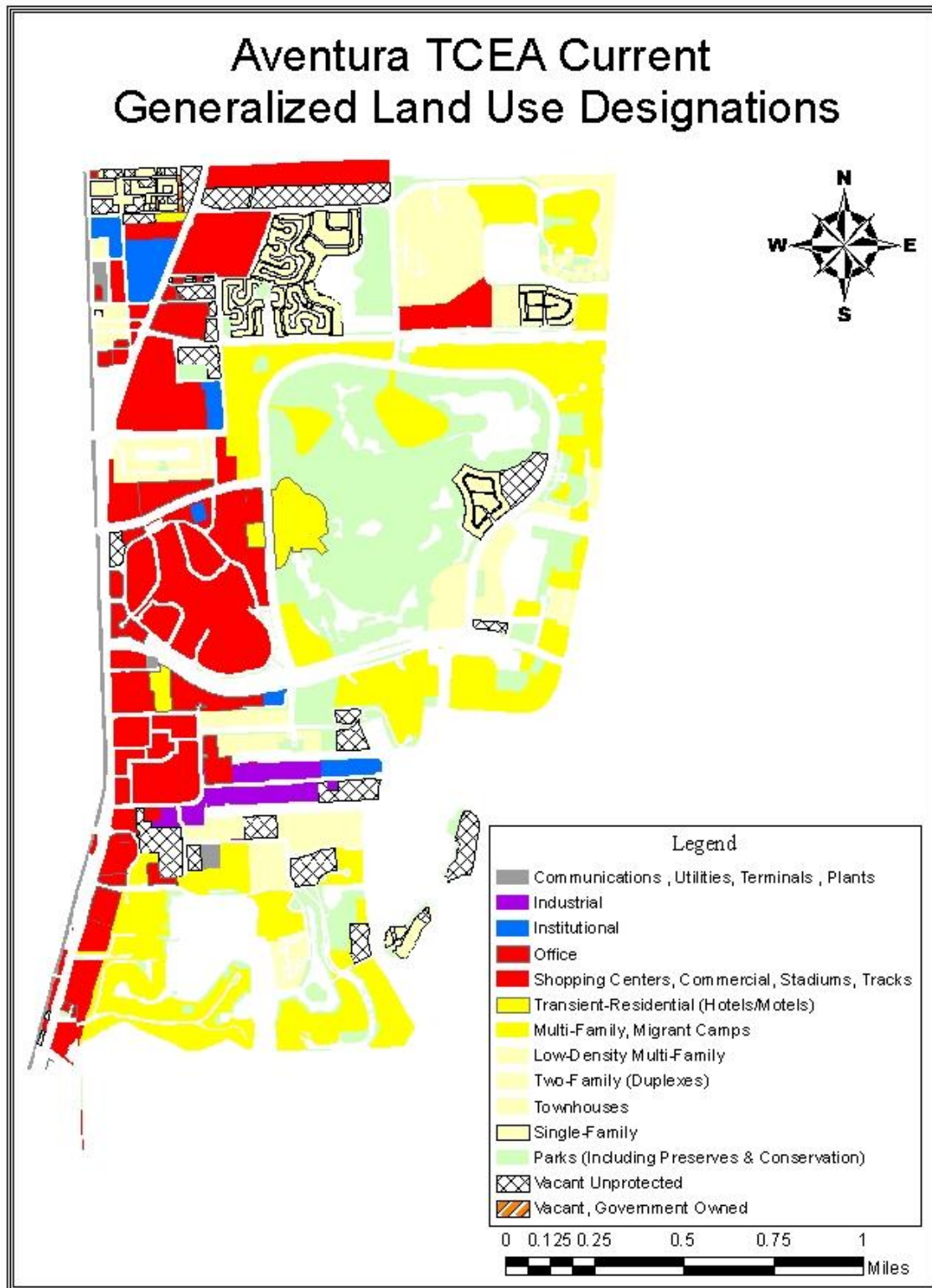


Figure 9: Aventura TCEA Current Generalized Land Use Designations



Source: Florida Geographic Data Library

3.1.8 Criterion 8: Addresses Intensity and Density

- Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density no less than 5 du/acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- Does the plan establish performance measures for intensity and density within the TCEA?
- Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

FLUE 1.2: *Town Centers will serve as the moderate to high intensity design-unified areas of Aventura. The core of the center will contain business, employment, civic, and/or high- or moderate-density residential uses, with a variety of moderate-density housing types within walking distance from the centers. Both large and small businesses are encouraged in the center. By providing high accessibility and other urban services, the strategies for the Town Center are intended to encourage the intensification of development over time. Density within Town Centers is set planned to be between 13 du/acre and 25 du/acre, and with at least 50,000 square feet of nonresidential units per acre and a maximum FAR of 2.0. The Future Land Use Plan emphasizes concentration and intensification of development around centers of activity.*

Recommendations and Comments

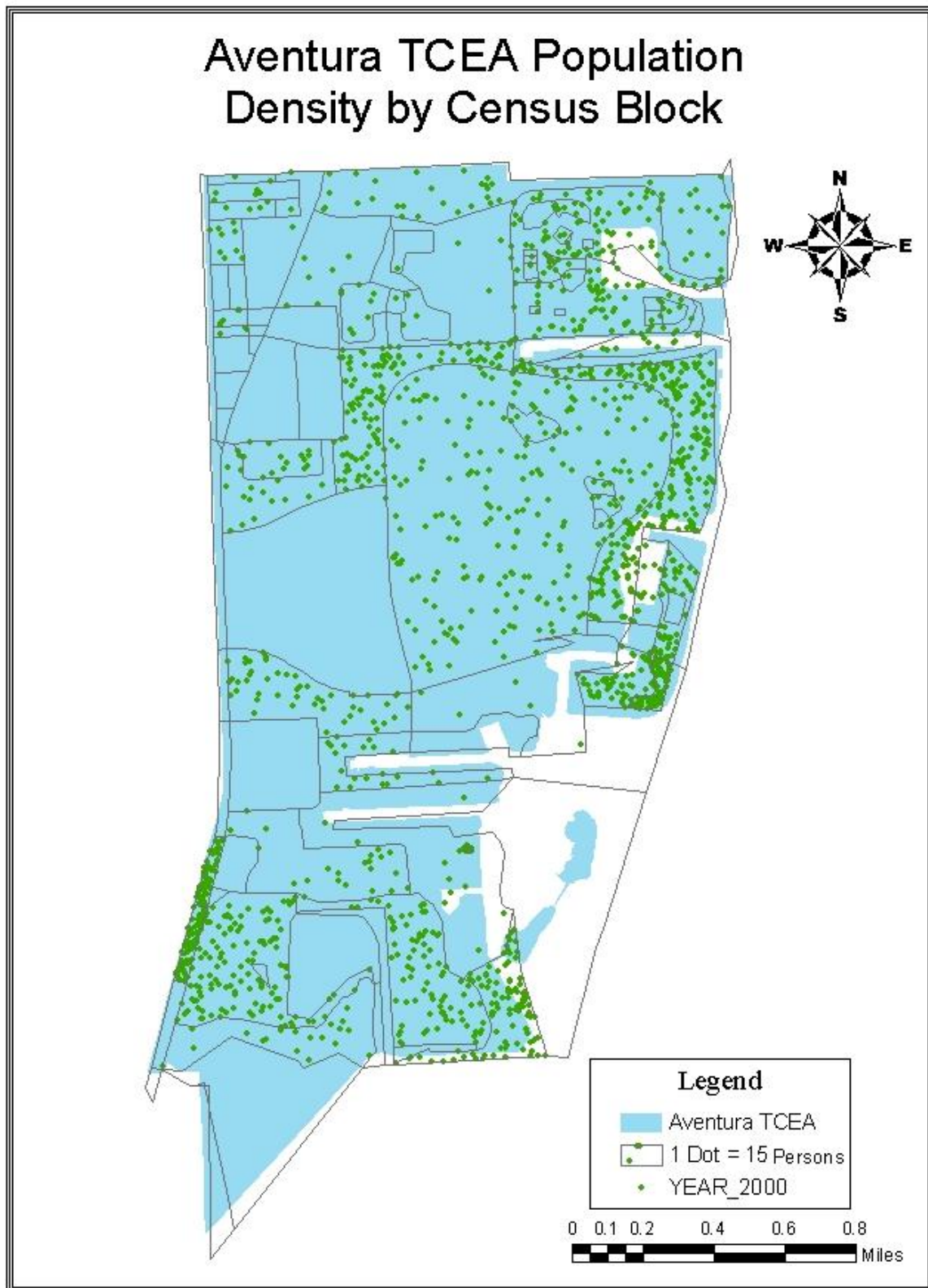
Aventura's comprehensive plan meets the legislative requirements of this section by addressing intensity and density in their FLUE, Policy 1.2. The plan includes specific minimum densities for development in the TCEA to support its goals, and calls for increases in density around activity centers. The densities specified support the type of transit for the TCEA, and the plan also establishes performance measures in FLUE 1.2 regarding density and intensity within the TCEA. Aventura's target densities of 13 to 25 units per acre have "Good" to

“High” multimodal potential, as compared to the densities specified in the MMTD Handbook. The current densities of the city exceed the target densities (see Table 4). The areas of highest residential density and the areas of highest employment density are located in different areas of the city – residential densities are highest on the coast while employment densities are highest along major roads (see Figures 10 and 11).

Table 4: Aventura Residential and Employment Density

	Aventura			
	Single Family	Multi-Family	Res. Combined	Employment
Dwelling Units	2,533	16,509	19,042	18,588
Acres	190	448	639	614
Density/Intensity	13	37	30	30

Figure 10: Aventura TCEA Population Density by Census Block



Source: Miami-Dade County GIS data disk available at <http://qisims2.miamidade.gov/MDGIS/home.htm>

Figure 11: Aventura TCEA Employment Density by Traffic Analysis Zone



Source: Miami-Dade County GIS data disk available
at <http://gisims2.miamidade.gov/MDGIS/home.htm>

3.1.9 Criterion 9: Promotes Network Connectivity

- Does the plan require development or redevelopment to provide sidewalks where appropriate?
- Does the plan require development or redevelopment to provide transit stops where appropriate?
- Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures?
- Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system?
- Does the plan require developments where a modal link is provided to connect to internal and external modal systems?
- Does the plan establish performance measures for Network Connectivity within the TCEA?
- Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, Objective 1: *The Transportation element calls for “local surface mode connections at strategic locations, and modal linkages between the airport, seaport, rail, and other inter-city and local transportation facilities”.*

TE, 4.6: *Sidewalks shall link residential development to transit stops and shelters.*

TE, 2.5: *Through implementation of linking local streets to provide residents with internal alternative routes, local traffic will be encouraged to use alternative routes developed to protect the interregional and intrastate functions of the FIHS.*

FLUE, 9.3(5): *In addition, the plan specifies that land development regulations that provide for “[a] hierarchy of street types and designs to serve both neighborhood and area-wide vehicular and pedestrian trips” will be enacted within one year of the plan’s adoption.*

Recommendations and Comments

Aventura's plan does not address network connectivity directly. TE Objective 1 addresses connections between modes, TE 2.5 provides for linking local streets, and TE 4.6 plans for linking sidewalks with transit connections. None of these portions would meet the requirements of the legislation because they do not address the network as a whole. The plan also does not include any performance measures for evaluating network connectivity. Aventura's plan needs to address how the entire bicycle, pedestrian, transit, and automobile networks will be developed as a whole within the TCEA. Additionally, these networks need performance measures built into the plan, such as the number of polygons per square mile for each mode using the polygon method.

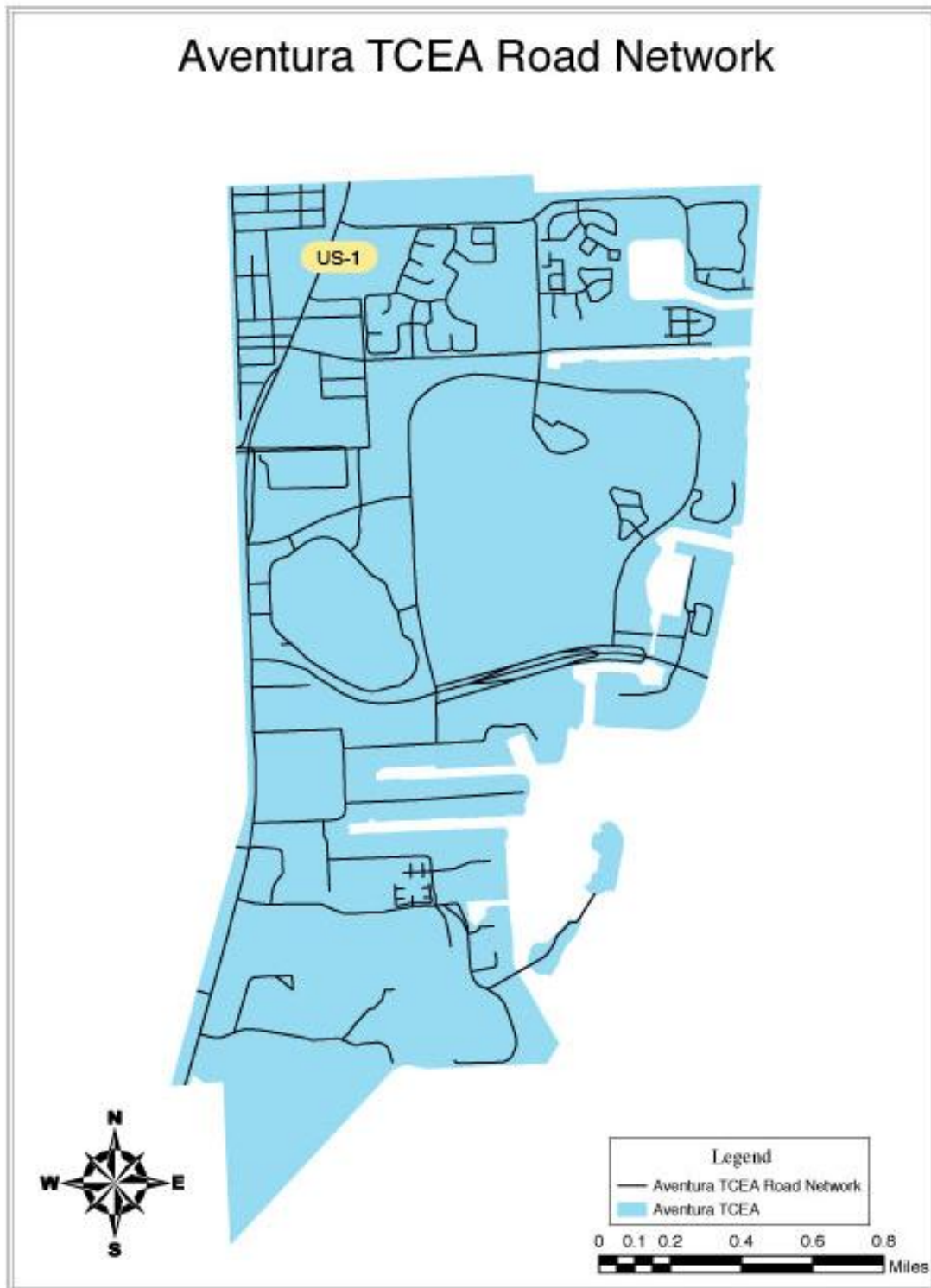
A review of the existing development pattern within the City of Aventura shows that network connectivity is not well developed and that significant improvement will be difficult to achieve. The road network follows no logical pattern and consists of a few long curving roads and smaller subdivisions with dead end streets (see Figure 12). A polygon analysis (where 50+ polygons/square mile is considered good connectivity) revealed that Aventura has only 19.40 polygons/square mile (see Table 5).

The development of the Town Center concept appears limited to the redevelopment of a few commercial sites along US-1. The generalized policies noted above are unlikely to advance to TCEA objectives without more specificity and an increased commitment to implementation.

Table 5: Aventura Network Connectivity Polygon Analysis

Aventura			
Network	# of Polygons	Square Miles	Polygons/Sq Mile
Road	58	2.99	19.40

Figure 12: Aventura TCEA Road Network



Source: Florida Geographic Data Library

3.1.10 Criterion 10: Plans to Mitigate Effects on Strategic Intermodal Systems (SIS)

- Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question?
- Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities?
- Does the plan require development or redevelopment with the potential to impact SIS facilities to enact TDM or TSM policies?
- Does the Transportation Element and/or the Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities?

The following excerpts from the Aventura Comprehensive Plan pertain to this criterion:

TE, Policy 2.5: *Through implementation of linking local streets to provide residents with internal alternative routes, local traffic will be encouraged to use alternative routes developed to protect the interregional and intrastate functions of the Florida Intrastate Highway System. [9J-5.019(4)13]*

Recommendations and Comments

Aventura has not yet updated their plan to reflect the establishment of the SIS; however, Aventura provides a mitigation plan for effects on FIHS facilities in their Transportation Element in Policy 2.5. The policy explains that effects will be mitigated through internal alternative routes that will be developed for local traffic (internal capture). The plan does not describe if or how internal capture will be measured in this situation. Aventura should include a performance measure for internal capture in order to demonstrate that TE Policy 2.5 is effecting the intended mitigation. Additionally, Aventura should coordinate with FDOT to ensure proper mitigation on SIS facilities is planned for and measured.

3.1.11 Data and Analysis to Support the TCEA

Aventura falls within the Urban Infill Area that Miami-Dade County has designated as a TCEA. Therefore, the city does not have separate data and analysis to support its TCEA designation. The TCEA boundaries are congruous with the city boundaries because the entire city falls within the Urban Infill Area – if the city was to designate a TCEA separate from the County’s TCEA, data and

analysis would need to be included that supported the purpose of the designation and the size of the TCEA.

Aventura designates its TCEA in the following policy:

TE Policy 1.3 In conformity with the established Miami-Dade County Transportation Exception Area, that area located within the boundaries of the City of Aventura is designated as a Transportation Concurrency Exception Area as specified in Section 9J-5(6), Florida Statutes [sic]. The geographic location and extent of the City's Transportation Concurrency Exception Area shall be maintained on the "Future Function Classification and Number of Lanes" map.

3.2 AVENTURA SUMMARY

Aventura's Comprehensive Plan includes language that generally addresses all of the major requirements of the new TCEA legislation, including supporting mobility, funding mobility, supporting the purpose of the designation, including alternative modes, demonstrating how mobility will be provided, addressing urban design and appropriate land use mixes, density/intensity, network connectivity, and mitigating effects on SIS facilities. Each of these sections of the evaluation criteria are generally addressed in the City's comprehensive plan.

Despite the comprehensive plan language's general commitment to the principles of the TCEA, there is a significant question whether these objectives can realistically be achieved. The Aventura TCEA relies heavily upon the creation of Town Center(s), yet the existing development pattern and the absence of any large tracts of undeveloped land limit the number of potential sites and indicate that Town Center(s) can only occur through redevelopment. The TCEA strategy is lacking in two main areas: 1) details that specify how the plan will be implemented to create a TCEA that effectively provides mobility to users, and 2) how the effectiveness of the policies supporting the TCEA will be measured and evaluated, including coordination with FDOT.

Much of the City's plan language centers on the development of Town Centers, which will act as higher density areas of the city with an emphasis on multimodal transportation. On paper through plan language, the Town Centers represent the type of development that should occur in a TCEA. However, the plan lacks details such as the location of these Town Centers. A map of the city's street network suggests the creation of even a single Town Center would be very difficult considering the cul-de-sac street design and division of land uses. These types of issues could be resolved if the policies in the plan had sound

performance measures to gauge their effectiveness in providing mobility through means other than the automobile.

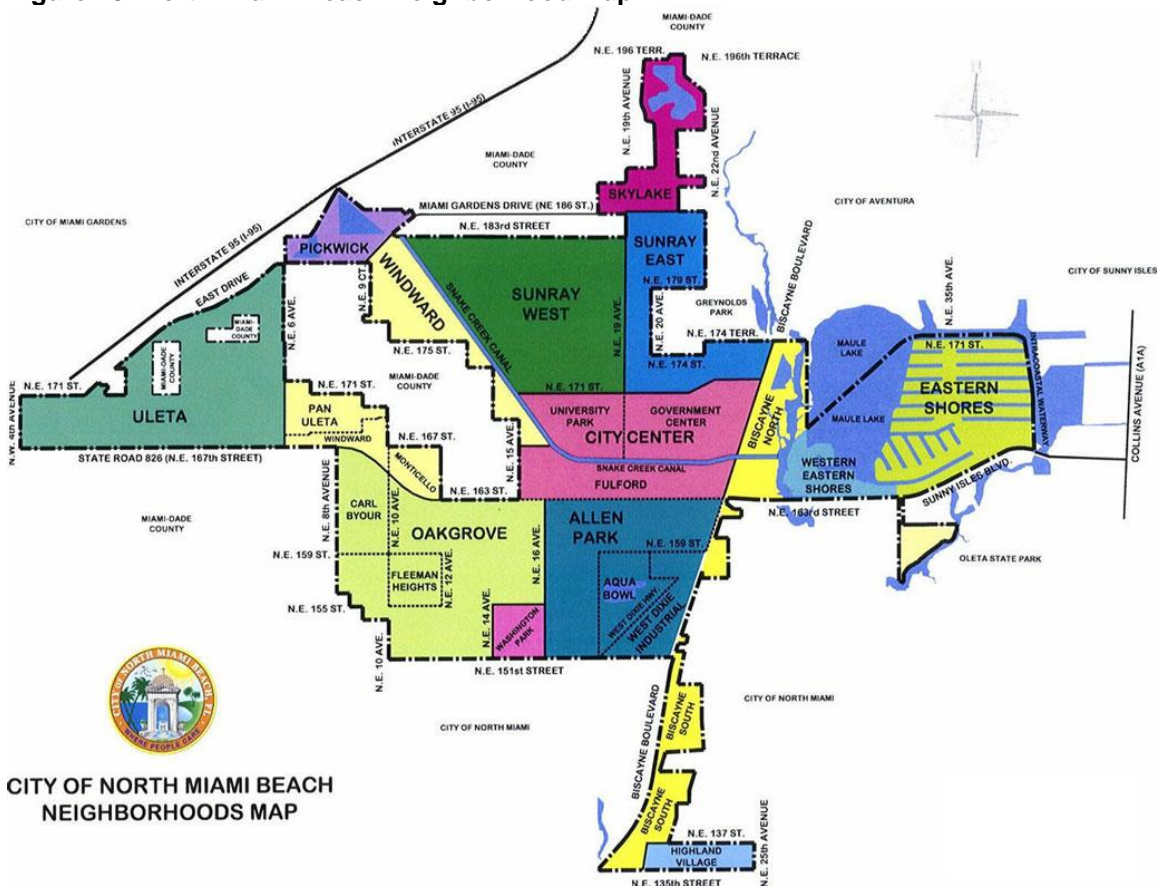
To fully comply with the current legislative requirements, the following actions are recommended:

- Coordinate with Miami-Dade County on the designation of Town Centers and other supportive policies;
- Evaluate the overall strategy for achieving the purposes of the TCEA including a realistic assessment of creating Town Centers and the steps required for the implementation of the concept;
- Specifically design potential Town Center sites on the Future Land Use Map or supplemental maps incorporated into the comprehensive plan;
- Describe how the City will “facilitate redevelopment;”
- Limit the “exceptions to transportation concurrency” to development or redevelopment that meets Town Center design standards;
- Identify where and how modes will be implemented and provide a timeframe for implementation;
- Require that development standards for Town Centers be incorporated into the Land Development Code by a specified date, including the provision of transit facilities, sidewalks, and other pedestrian-friendly connections;
- Develop a “financially feasible” plan for transit service, the improvement of pedestrian and bicycle mobility and improved network connectivity, and incorporate these provisions into the CIE;
- Update references to FIHS to reflect the establishment of the SIS;
- Coordinate with FDOT to mitigate potential effects on SIS facilities;
- Develop benchmarks for measuring compliance with the TCEA objectives and establish a system for monitoring and reporting progress; and
- Provide detailed urban design requirements for developments within the TCEA (clarify and expand on what is meant by “high quality urban design”).

3.3 TCEA Case Study: City of North Miami Beach

North Miami Beach (shown below in Figure 13) adopts Miami-Dade County's tiered LOS standards for the UIA. The Comprehensive Plan implements Travel Demand Management (TDM) strategies. The plan states that the City "will support and participate with Miami-Dade County in the implementation of transit enhancement recommendations of the SR 826 Corridor Study, which include: providing maps and schedules at bus stops; providing passenger amenities for bus stops and shelters; and adding bus stops and bus pull-out bays" (Transportation Policy 1.4.8). The plan also supports redevelopment and development along transit corridors through mixed-use projects, densities and intensities supportive of transit, and support for the future development of multimodal transit facilities along US-1.

Figure 13: North Miami Beach Neighborhood Map



Source: [http://www.citynmb.com/index.asp?Type=B_BASIC&SEC= percent7B57151A00-9566-4D18-AA08-89451293A76F_percent7D](http://www.citynmb.com/index.asp?Type=B_BASIC&SEC=percent7B57151A00-9566-4D18-AA08-89451293A76F_percent7D)

3.3.1 Criterion 1: Supports Mobility

- Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below?
- Does the plan include other mobility supporting strategies, such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities?
- Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.1.10: To facilitate local traffic in utilizing alternate routes other than I-95 (FIHS), North Miami Beach will encourage the development of Biscayne Boulevard/U.S. 1 as a premium transit service corridor, and the implementation of other congestion management activities, particularly on north-south arterials.

TE, Policy 1.2.7: The City, through the land development regulations, will continue to require all development and redevelopment projects to provide a sufficient number of parking spaces for both motorized and non-motorized vehicles. The City will periodically review the off-street parking requirements and evaluate the adoption of parking reductions where TDM strategies such as ridesharing, shuttle service, and incentives for transit use are implemented.

TE, Policy 1.2.9: The City will support the implementation of Transportation System Management (TSM) and Transportation Demand Management (TDM) strategies in addition to the capacity improvements identified in the 1998-99 “NW/NE 167th and NE 163rd Street Corridor Study”. The City will submit a formal request to the [Metropolitan Planning Organization (MPO)] by December 31, 1999 to include in the Transportation Improvement Program (TIP) the study-recommended improvements in front of the 163rd Street Mall. The City will submit a formal request to the MPO by December 31, 2001 for inclusion of additional elements of the study-recommended improvements in the TIP.

TE, Policy 1.4.8: *The City will support and participate with Miami-Dade County in the implementation of transit enhancement recommendations of the S.R. 826 Corridor Study which include: providing maps and schedules at bus stops; providing passenger amenities for bus stops and shelters and adding bus stops and bus pull-out bays. The City will post mini-bus route maps by July 2000.*

TE, Policy 1.4.10: *The concurrency management system shall not allow a development order to be issued for development within a transit corridor which will negatively affect the adopted Miami-Dade County peak-hour mass transit level-of-service.*

Recommendations and Comments

North Miami Beach's comprehensive plan supports mobility, but lacks a specific commitment to multimodal network connectivity. It includes mobility supporting strategies such as TDM, ridesharing, and shuttle service, but doesn't specifically explain how these strategies will ensure mobility or be implemented in Policy 1.2.7 above. The city plans to "review the off-street parking requirements and evaluate the adoption of parking reductions where TDM strategies such as ridesharing, shuttle service, and incentives for transit use are implemented," but does not include how often these reviews will occur, how the effectiveness of these measures will be determined, or when the program or strategy will be implemented.

3.3.2 Criterion 2: Funds Mobility

- Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as:
 - Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants?
 - Direct public investment through specially empowered authorities such as Community Development Corporations?
 - Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies?
 - Special tax incentive programs such as Enterprise Zones?
 - Mitigation strategies to fund TCEA mobility strategies?
- Are mobility strategies funded in the CIE?
- Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA?

- Are the adopted performance measures for funding adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.5.5: *Where appropriate, the City will require new development and redevelopment to provide sidewalks abutting public streets adjacent to the development.*

FLUE, Policy 1.2.4: *Seek federal, state, and local funds for redeveloping the S.R. 826 Corridor in conformance with a redevelopment plan which encourages a strong regional commercial atmosphere.*

Recommendations and Comments

The policies above designate funding through private investment for sidewalk projects and public investment on the SR 826 Corridor, which qualify as funding mobility within the TCEA. These policies could be strengthened by including other provisions for funding mobility for multiple modes, including bicycle, pedestrian (other than sidewalks), and transit facilities. Strengthening this plan would mean linking other improvements in the built environment, such as traffic calming, bicycle lanes, and transit shelters, into the city's policies. Also, the city's plan lacks performance measures for funding mobility.

3.3.3 Criterion 3: Strategies Support Purpose of Designation

- Is the purpose of the designation made clear in the policy or policies that designate the TCEA?
- Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)?
- Does the plan establish performance measures for "Strategies to Support Purpose of Designation" adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for "Strategies to Support Purpose of Designation" adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

FLUE, Objective 1.2: *Detail a redevelopment strategy for the potential redevelopment areas cited in this plan (see Map 1.16, Volume Four);*

areas are included in the policies below. Redevelopment could include Future Land Use Map designation changes as necessary to facilitate enhancement of these areas (e.g. additional recreation and open space land).

FLUE, Policy 1.2.4: *Seek federal, state, and local funds for redeveloping the S.R. 826 Corridor in conformance with a redevelopment plan which encourages a strong regional commercial atmosphere.*

FLUE, Policy 1.2.5: *By 1999, analyze public and private deficiencies and prepare a redevelopment analysis and timeline for each of the redevelopment areas contained in the Land Use Element of Volume One (Allen Park, University Park, S.R. 826 Corridor, Highland Village, and Uleta).*

Recommendations and Comments

There are no policies in the city's plan that specifically designate a TCEA, but the policies above are strategies that support the purpose of the designation. The plan places a priority on redevelopment in specific areas of the city, and links these areas to the Future Land Use Map. In FLUE Policy 1.2.5, the plan calls for a "redevelopment analysis and timeline for each of the redevelopment areas in the Land Use Element." Such an analysis could be expected to include performance measures, but none are established in the plan.

3.3.4 Criterion 4: Includes Alternative Modes

- Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit use to ensure mobility?
- Does the plan include a mode-split goal for alternative modes?
- Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as:
 - Pedestrian, bicycle and transit QOS?
 - Transit network coverage?
 - Transit span of service?
 - Bicycle network coverage?
 - Pedestrian network coverage?
 - Reduction in the amount of vehicle miles traveled?
 - Rates of internal capture?
- Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of F.A.C. §9J-5.019 (c) (5))?

- Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as:
 - Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes?
 - Parking management?
- Does the plan identify short-term and long-term strategies and projects for implementation of each mode?
- Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.1.10: To facilitate local traffic in utilizing alternate routes other than I-95 (FIHS), North Miami Beach will encourage the development of Biscayne Boulevard/U.S. 1 as a premium transit service corridor, and the implementation of other congestion management activities, particularly on north-south arterials.

TE, Policy 1.2.10: The City will complete development plans for the NE 164th Street pedestrian and transit enhancements by December 31, 2000.

TE, Objective 1.4 Transit: The City will coordinate with the County and private transit providers to ensure the availability of adequate service to meet the needs of the City's residents, including the transportation disadvantaged.

TE, Policy 1.4.6: Long term strategies for the North Miami Beach circulator bus service include: express service to the Golden Glades intermodal terminal; shuttle service within the Mall South commercial district and acquisition of distinctive, alternatively fueled vehicles such as trolleys.

TE, Policy 1.4.8: The City will support and participate with Miami-Dade County in the implementation of transit enhancement recommendations of the S.R. 826 Corridor Study which include: providing maps and schedules at bus stops; providing passenger amenities for bus stops and shelters and adding bus stops and bus pull-out bays. The City will post mini-bus route maps by July 2000.

TE, Policy 1.4.9: The City will cooperate with MDTA in the development of multi-modal transit facilities along the Biscayne Boulevard/U.S. 1 corridor by ensuring that the City's Future Land Use Element and land development regulations support the type of development which will complement and enhance these facilities.

TE, Objective 1.5: Pedestrian/Bicycle System: The City will continue to develop methods of providing a safer, more convenient, non-motorized circulation system.

TE, Policy 1.5.1: The City will utilize the ongoing sidewalk and bikeway improvement program to provide for safe pedestrian and bicycle travel on and off the roadways.

TE, Policy 1.5.2: The City will maintain its Greenway Corridor and bicycle path along the Snake Creek Canal as a linear natural area consisting of environmentally sensitive lands and recreation opportunities and extend this corridor when funds and additional public land becomes available.

TE, Policy 1.5.3: The City will expand the existing Greenway Corridor and bicycle path by constructing a 2.5-mile linear path along the north side of Snake Creek Canal from Miami Gardens Drive to West Dixie Highway by December 2000. (Ref. Map 2.6)

TE, Policy 1.5.4: The City will implement improvements to the Greenway Corridor and existing bike path and construct additional linear paths to establish connectivity with various recreational areas within the City by December 2001. These ultimate improvements will include the NE 183rd St./NE 10 Avenue/ NE 167 St./ Challenger Park-Amphitheater/ Martin Luther King-Washington Park Loop and the Monastery/Oleta State Park/ Biscayne Boulevard/ Highland Village Park Loop. (Ref. Map 2.6)

TE, Policy 1.6.5: The City will cooperate with Miami-Dade County in the development of multimodal transit facilities along the Biscayne Boulevard/U.S. 1 corridor. The City will provide conditions conducive to redevelopment of the area around these transit facilities that will enhance and encourage transit usage. Within six months of notification from Miami-Dade County of funding for a feasibility study for the corridor, the City will provide the County with requested information regarding existing and potential types, densities and intensities of land use.

Recommendations and Comments

North Miami Beach's plan addresses all modes of transportation, particularly in Objective 1.5 (on the Bicycle and Pedestrian System and its supporting policies). The plan addresses the specific mobility needs of the TCEA by including specific

locations for planned improvements and target dates for their completion. North Miami Beach's plan includes alternative modes, but does not prescribe specific mode split goals and other performance measures for evaluating use of alternative modes. Also, it is unclear whether the function of the Greenway Corridor is intended to be primarily functional or recreational. The plan should more clearly identify the role of the Greenway Corridor in the City's transportation network.

A large majority of North Miami Beach's population and jobs are located within a half mile of a bus stop, which indicates that most of the population could be adequately served by bus transit (see Table 6).

Table 6: North Miami Beach Bus Stops in Relation to Jobs and Population

<u>Pop w/in .25 Mile of Bus Stop</u>		<u>Jobs w/in .25 Mile of Bus Stop</u>	
37,400	86.46 percent	12,416	72.92 percent
<u>Pop w/in .50 Mile of Bus Stop</u>		<u>Jobs w/in .50 Mile of Bus Stop</u>	
43,183	99.82 percent	16,810	98.73 percent

3.3.5 Criterion 5: Demonstrates How Mobility Will Be Provided

- Does the plan specify how policies related to supporting mobility will be implemented?
- Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment?
- Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit?
- Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies?
- Does the plan establish performance measures for mobility within the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

[See the Section 7.4.4 above (Criterion 4: Includes Alternative Modes.)]

Recommendations and Comments

North Miami Beach's comprehensive plan demonstrates how mobility will be provided by including implementation strategies on specific projects in the policies listed in the section above. The plan uses a linked discussion of alternative modes, urban design, density and intensity, mix of land uses, network connectivity, and it provides for transit service. North Miami Beach's plan does not specifically reference the TCEA, nor does it provide defined performance measures to evaluate the effectiveness of its policies.

3.3.6 Criterion 6: Addresses Urban Design

- Does the plan link urban design policies to the support of alternative modes of transportation?
- Does the plan specifically provide for TOD in the TCEA?
- Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel?
- Does the plan require and provide detailed design standards specific to development within the TCEA?
- Does the plan establish performance measures for Urban Design within the TCEA?
- Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.2.8: *The City will incorporate into the Land Development Regulations by December 2001, building and site guidelines to ensure that the design of new and redevelopment projects within existing and planned transit corridors are conducive to pedestrian and transit use. At a minimum these will address building and parking lot orientation and pedestrian amenities.*

Recommendations and Comments

The comprehensive plan links urban design policies to support alternative modes within the TCEA by defining a commitment to changes in the city's LDRs. The design standards are not specific, but are planned to be "conducive to pedestrian and transit use." Specific performance measures are not included, nor are definitions or standards for pedestrian amenities.

3.3.7 Criterion 7: Considers Appropriate Land Use Mix

- Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities?
- Does the plan require mixed-use zoning?
- Does the plan consider school siting in the treatment of land-use mix?
- Does the plan identify specific ratios of mixed-use developments for the TCEA?
- Does the plan establish performance measures for Land Use Mix within the TCEA?
- Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

FLUE, Policy 1.2.2: Prepare action plans and seek funds to purchase property east of NE 15 Avenue and South of NE 167 Street for the purpose of stimulating a public facility-based mixed-use redevelopment that may include transportation uses, recreation and open space activities, retail, and other community facilities.

FLUE, Objective 1.6: Facilitate mixed use and planned unit development projects. Measure: Number of successful developments or redevelopments implemented in accordance with revised Land Development Regulations for Mixed Use (objective – at least 1 by January 1, 2002). "Successful" means general satisfaction of parties involved with approval, including property owner, City officials, and the public.

TE, Policy 1.4.9: The City will cooperate with MDTA [Miami Dade Transit Authority] in the development of multi-modal transit facilities along the Biscayne Boulevard / U.S. 1 corridor by ensuring that the City's Future

Land Use Element and land development regulations support the type of development which will complement and enhance these facilities.

TE, Policy 1.6.3: *The City will maintain the mixed use category in the Future Land Use Element to allow maximum flexibility for redevelopment projects so as to reduce traffic impacts and encourage transit usage. Development standards for mixed-use development will permit the density and intensity needed to support transit in existing and planned transit corridors. The City will evaluate the reduction of the minimum parcel size for mixed use zoning by December 31, 2001.*

Recommendations and Comments

The comprehensive plan supports and contains a variety of land uses, including a mixed use zoning category. The performance measure is established as the “*number of successful developments or redevelopments implemented in accordance with the revised LDRs for Mixed Use,*” with “*successful*” defined by the approval of all involved parties.

North Miami Beach has a high ratio of jobs to population (2.5408) that falls within FDOT’s suggested range of 1:1 to 3:1 for multimodal potential (see Table 7). However, over half of the land uses in the City are designated for residential uses. The percentage of land uses classified office/commercial/light industrial is only 20 percent (see Figure 14). Most of the properties in North Miami Beach are occupied, with only 72 acres of vacant residential and non-residential use (see Figures 15 and 16). Much of the residential property in North Miami Beach is isolated from non-residential uses, although the main commercial corridor is bordered by residential land uses to the north and south (see Figure 17).

Table 7: North Miami Beach Jobs to Population Comparison

North Miami Beach			
Single Family Pop.	-	Pop: Jobs	1: 0.39
Multi-Family Pop.	-		
Total Pop	43,259		
Total Employment	17,026		
Jobs to Population	2.5408		
Area	3,413		

Figure 14: North Miami Beach Land Use Proportions

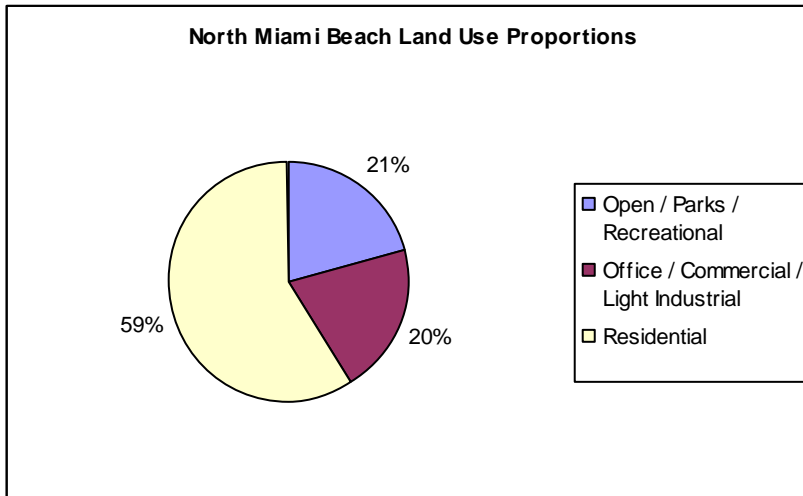


Figure 15: North Miami Beach Residential Land Designations

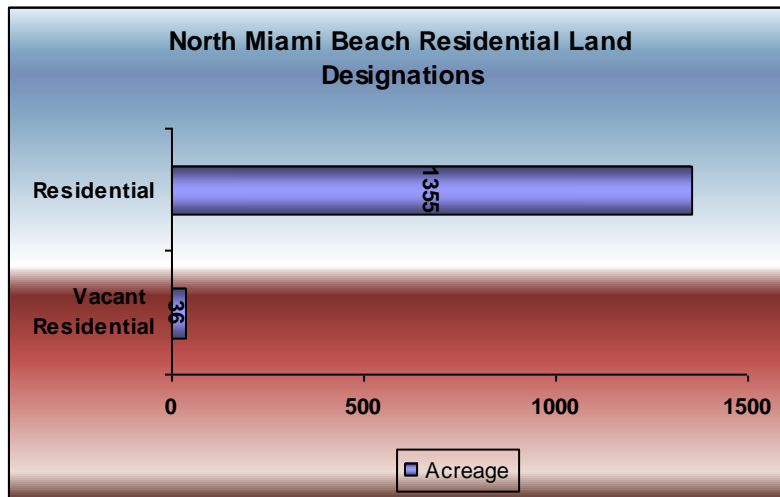


Figure 16: North Miami Beach Nonresidential Land Designations

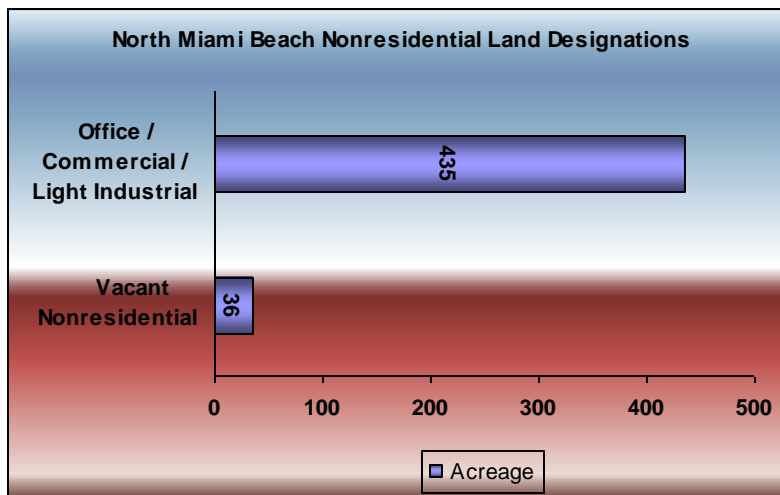
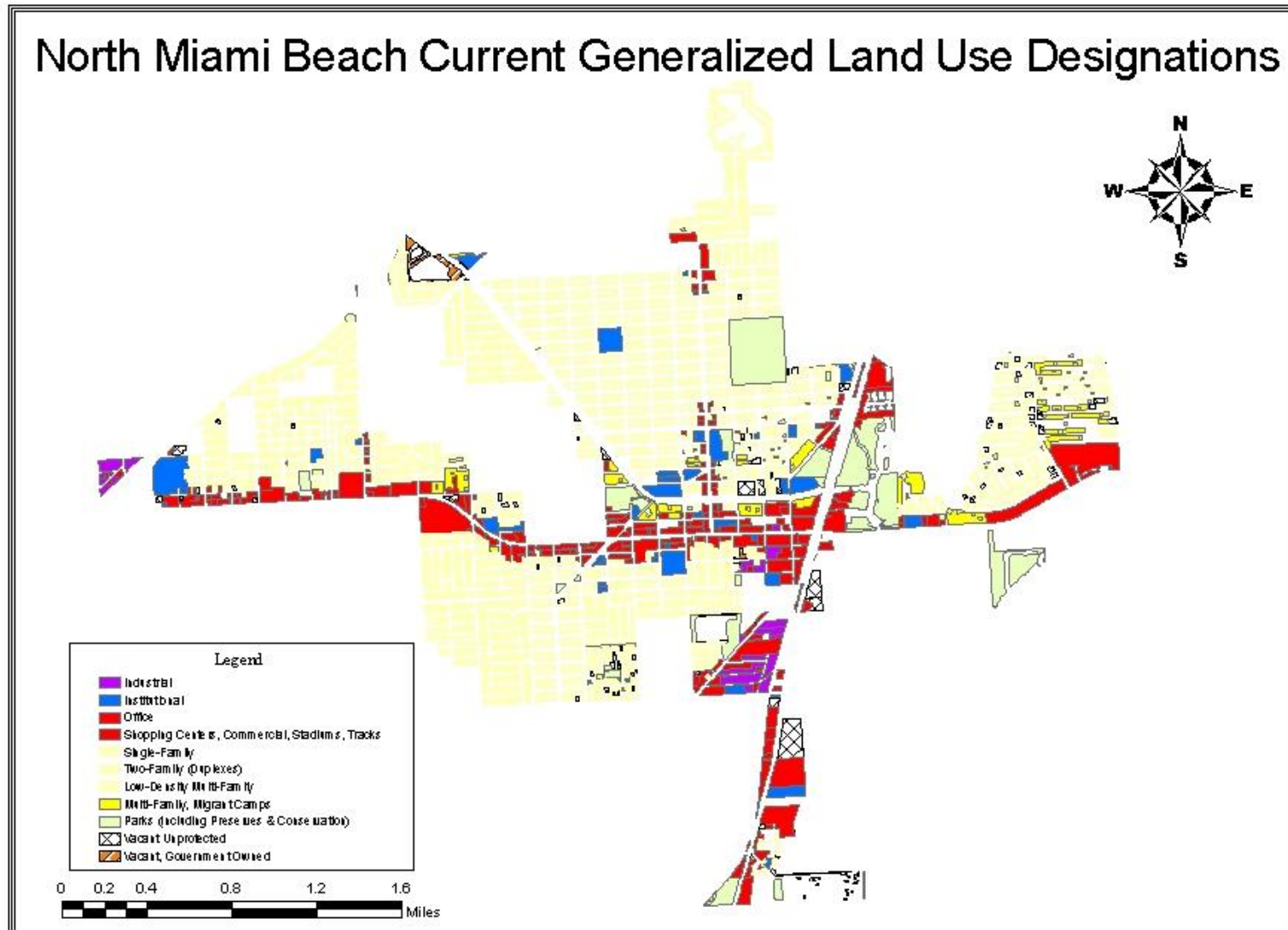


Figure 17: North Miami Beach Current Generalized Land Use Designations



Source: Miami-Dade County GIS data disk available at <http://gisims2.miamidade.gov/MDGIS/home.htm>; Florida Geographic Data Library

3.3.8 Criterion 8: Addresses Intensity and Density

- Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density no less than 5 du/acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- Does the plan establish performance measures for intensity and density within the TCEA?
- Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.6.3: *The City will maintain the mixed use category in the Future Land Use Element to allow maximum flexibility for redevelopment projects so as to reduce traffic impacts and encourage transit usage. Development standards for mixed-use development will permit the density and intensity needed to support transit in existing and planned transit corridors. The City will evaluate the reduction of the minimum parcel size for mixed use zoning by December 31, 2001.*

TE, Policy 1.6.4: *The City will allow sufficient densities along major roadway corridors to support transit where appropriate. The City will evaluate applications for amendments to the Future Land Use Map within existing and planned transit corridors for compatibility of intensity and type of use with transit usage.*

Recommendations and Comments

North Miami Beach's plan allows "maximum flexibility" for redevelopment projects, including permitting "the density and intensity needed to support transit in existing and planned transit corridors," but does not specify a minimum density for development within the TCEA. Concentrating development along transit

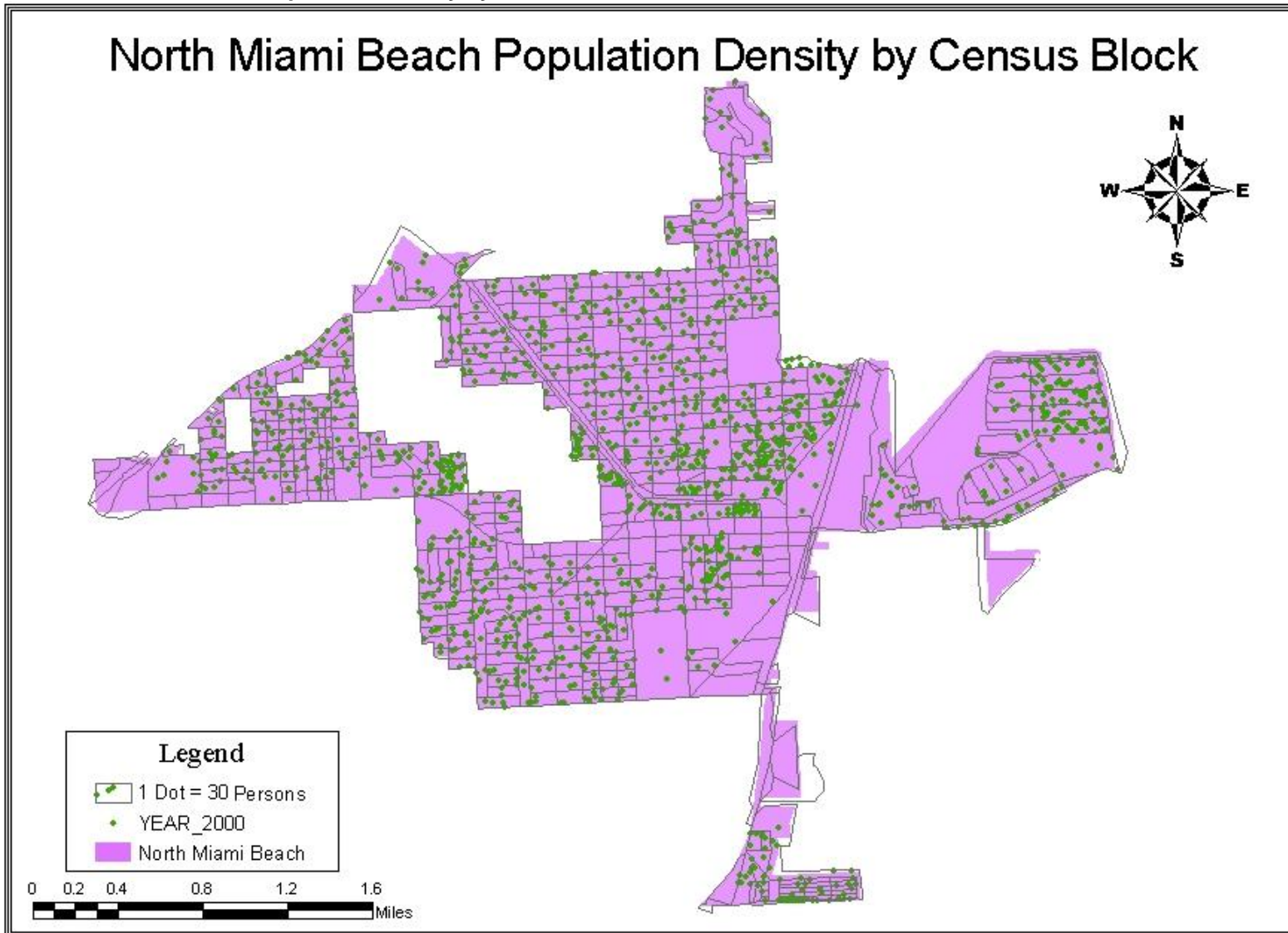
corridors supports both existing and planned transit corridors, and these transit corridors are identified in Policy 1.6.5. The plan does not include performance measures for density and intensity.

The City's current density patterns show that the highest residential densities and the highest employment densities are dispersed in different areas of the city; although both have clusters of higher densities near the center (see Figures 18 and 19). The residential densities of the city give it high multimodal potential, according the MMTD Handbook (see Table 8).

Table 8: North Miami Beach Residential and Employment Density

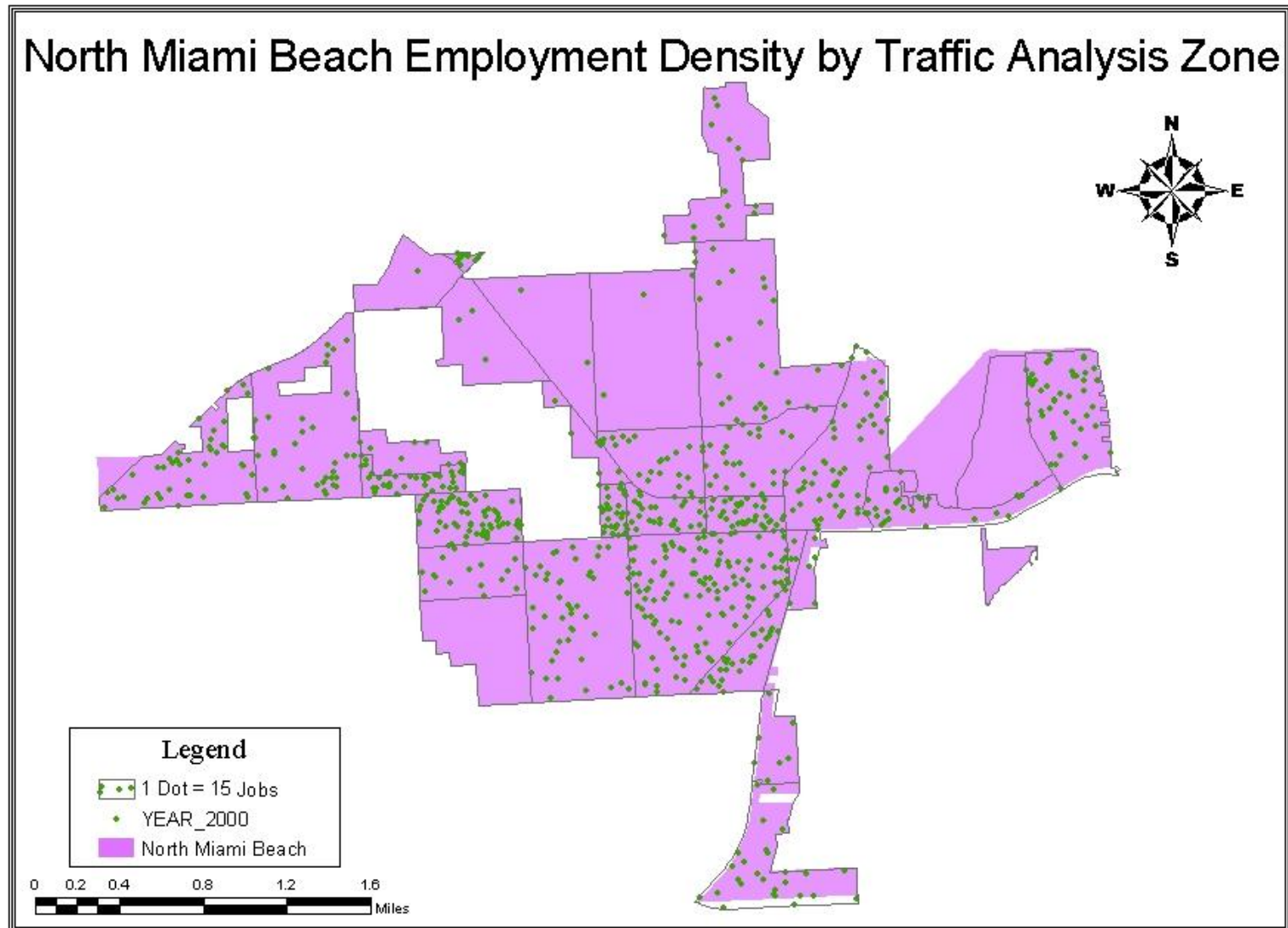
North Miami Beach				
	Single Family	Multi-Family	Res. Combined	Employment
Dwelling Units	10,769	12,622	23,391	17,026
Acres	1138	126	1,264	459
Density/Intensity	9	100	19	37

Figure 18: North Miami Beach Population Density by Census Block



Source: Miami-Dade County GIS data disk available
at <http://gisims2.miamidade.gov/MDGIS/home.htm>;
Florida Geographic Data Library

Figure 19: North Miami Beach Employment Density by Traffic Analysis Zone



Source: Miami-Dade County GIS data disk available at <http://gisims2.miamidade.gov/MDGIS/home.htm>; Florida Geographic Data Library

3.3.9 Criterion 9: Promotes Network Connectivity

- Does the plan require development or redevelopment to provide sidewalks where appropriate?
- Does the plan require development or redevelopment to provide transit stops where appropriate?
- Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures?
- Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system?
- Does the plan require developments where a modal link is provided to connect to internal and external modal systems?
- Does the plan establish performance measures for Network Connectivity within the TCEA?
- Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.1.10: *To facilitate local traffic in utilizing alternate routes other than I-95 (FIHS), North Miami Beach will encourage the development of Biscayne Boulevard/U.S. 1 as a premium transit service corridor, and the implementation of other congestion management activities, particularly on north-south arterials.*

TE, Policy 1.5.4: *The City will implement improvements to the Greenway Corridor and existing bike path and construct additional linear paths to establish connectivity with various recreational areas within the City by December 2001. These ultimate improvements will include the NE 183rd St./NE 10 Avenue/ NE 167 St./ Challenger Park-Amphitheater/ Martin Luther King-Washington Park Loop and the Monastery/Oleta State Park/ Biscayne Boulevard/ Highland Village Park Loop. (Ref. Map 2.6)*

TE, Policy 1.4.6: *Long term strategies for the North Miami Beach circulator bus service include: express service to the Golden Glades intermodal terminal; shuttle service within the Mall South commercial*

district and acquisition of distinctive, alternatively fueled vehicles such as trolleys.

TE, Policy 1.6.5: *The City will cooperate with Miami-Dade County in the development of multimodal transit facilities along the Biscayne Boulevard/U.S. 1 corridor. The City will provide conditions conducive to redevelopment of the area around these transit facilities that will enhance and encourage transit usage. Within six months of notification from Miami-Dade County of funding for a feasibility study for the corridor, the City will provide the County with requested information regarding existing and potential types, densities and intensities of land use.*

Recommendations and Comments

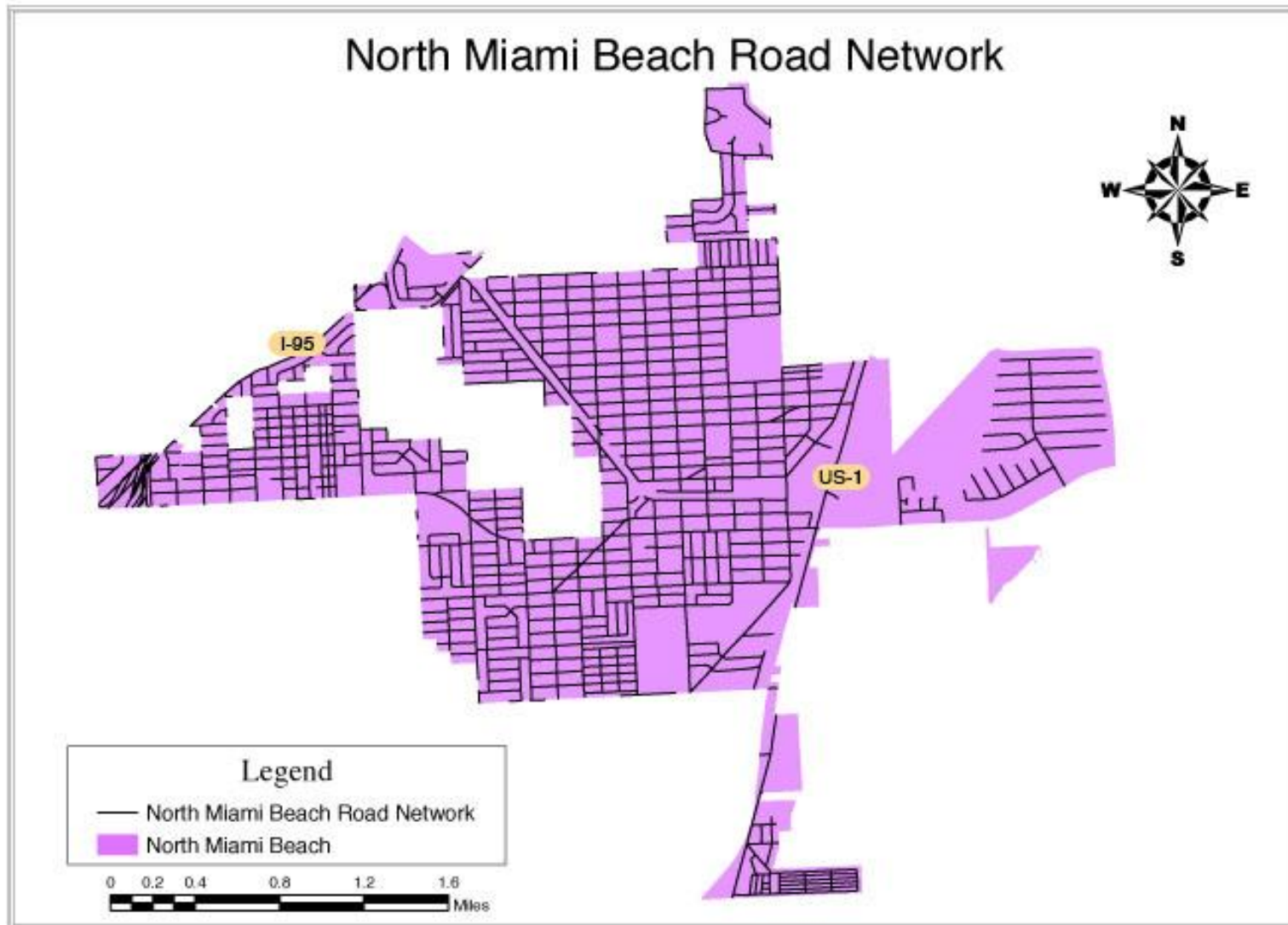
The comprehensive plan does not require development to construct sidewalks, nor does it require development to provide transit stops. It includes a very general policy that the “City will provide conditions conducive to redevelopment of the area around these transit facilities that will enhance and encourage transit usage” (TE, policy 1.6.5), but this policy does not explain how the City will provide these conditions, nor does it describe the nature of these conditions. The plan does not address connectivity between modes. The plan mentions connectivity briefly in Policy 1.5.4 for the purpose of connecting bike lanes to recreation areas, but does not emphasize or discuss connectivity in terms of a completed and interconnected system. North Miami Beach’s plan does not evaluate or include performance measures for connectivity.

North Miami Beach’s road network follows a grid pattern allowing many different routes and connections (see Figure 20). A polygon analysis (where 50+ polygons/square mile is considered indicative of good connectivity) revealed that North Miami Beach’s road network has excellent connectivity (see Table 9).

Table 9: North Miami Beach Network Connectivity Polygon Analysis

North Miami Beach			
Network	# of Polygons	Square Miles	Polygons/Sq Mile
Road	512	5.33	96.06

Figure 20: North Miami Beach Road Network



Source: Miami-Dade County GIS data disk available
at <http://gisims2.miamidade.gov/MDGIS/home.htm>;
Florida Geographic Data Library

3.3.10 Plans to Mitigate Effects on Strategic Intermodal Systems (SIS)

- Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question?
- Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities?
- Does the plan require development or redevelopment with the potential to impact SIS facilities to enact TDM or TSM policies?
- Does the Transportation Element and/or the Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities?

The following excerpts from the North Miami Beach Comprehensive Plan pertain to this criterion:

TE, Policy 1.1.10: *To facilitate local traffic in utilizing alternate routes other than I-95 (FIHS), North Miami Beach will encourage the development of Biscayne Boulevard/U.S. 1 as a premium transit service corridor, and the implementation of other congestion management activities, particularly on north-south arterials.*

TE, Policy 1.1.2: *The City hereby adopts traffic circulation level of service standards based on peak period conditions consistent with those standards established in the Miami-Dade CDMP for arterials and collectors. Peak period means the average of the two highest consecutive hours of traffic volume during a weekday.*

Florida Intrastate Highway System (FIHS) – Inside the UDB, limited access State highways shall operate at LOS D or better. Where exclusive through lanes exist, such as high occupancy vehicle (HOV) lanes, roadways may operate at LOS E.

Recommendations and Comments

North Miami Beach needs to update the references to FIHS to reflect the establishment of the SIS. The plan acknowledges potential effects on FIHS facilities in Policy 1.1.10, and even includes a commitment that North Miami Beach “will encourage the development of Biscayne Boulevard/US-1 as a premium transit corridor, and the implementation of other congestion management activities” in order to mitigate impacts on I-95, but does not establish a methodology to measure the impact of development or

redevelopment within the TCEA on SIS facilities. The plan also does not explain how North Miami Beach will encourage development of US-1 as a premium transit corridor. The plan sets LOS at D or better for State highways and E for roadways with HOV lanes, using Miami-Dade County's established LOS standards for inside the city's UDB. Coordination with FDOT needs to be included in the mitigation process.

3.3.11 Data and Analysis to Support the TCEA

North Miami Beach falls within the Urban Infill Area that Miami-Dade County has designated as a TCEA. Therefore, the city already falls completely within a designated TCEA. Since North Miami Beach does not designate a TCEA, no data or analysis exists to support a designation. However, if North Miami Beach designated a TCEA in conjunction with the Miami-Dade County TCEA, the TCEA boundaries would be congruous with the city boundaries because the entire city falls within the Urban Infill Area. If the city was to designate a TCEA separate from the County's TCEA (like Coral Gables has done), data and analysis would need to be included that supported the purpose of the designation and the size of the TCEA.

3.4 NORTH MIAMI BEACH SUMMARY

With the exception of network connectivity, North Miami Beach's Comprehensive Plan generally addresses all areas of the new legislation, including supporting mobility, funding mobility, supporting the purpose of the designation, including alternative modes, demonstrating how mobility will be provided, addressing urban design and appropriate land use mixes, density/intensity, network connectivity, and mitigating effects on SIS facilities. There are no policies in the city's plan that specifically designate a TCEA, but the policies identified in this include generally support the purpose of the designation. The plan places a priority on redevelopment in specific areas of the city, and links these areas to the Future Land Use Map.

North Miami Beach should designate a TCEA in conjunction with the County's TCEA. The following actions are recommended to be addressed with the TCEA plan amendments to fully comply with the current legislative requirements:

- Coordinate with Miami-Dade County to establish a TCEA and other supportive policies, like those that encourage Town Centers.
- Establish specific policies in the comprehensive plan to address multimodal network connectivity, including connectivity to regional transportation facilities;

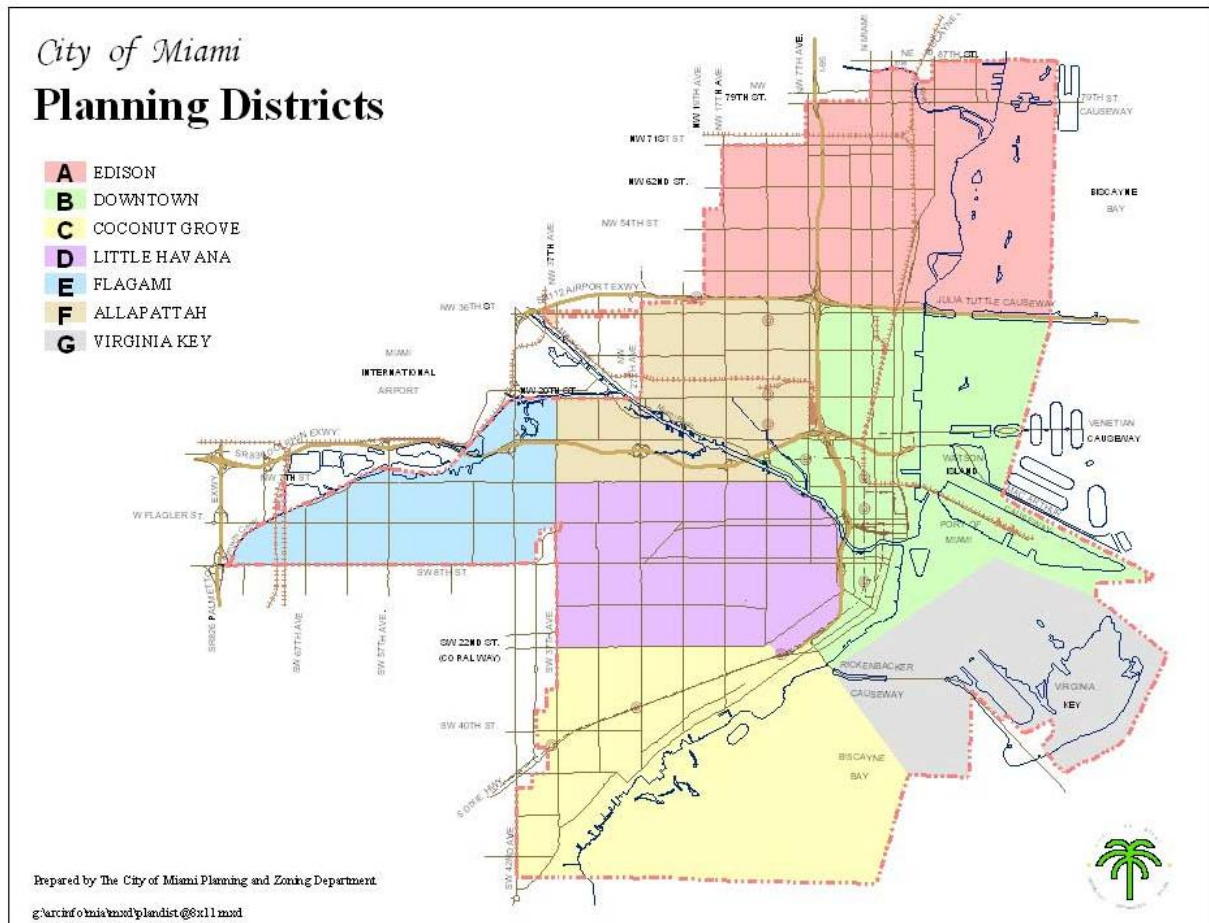
- Identify funding for other modal strategies;
- Specify how policies that support the TCEA will be implemented and funded;
- Include projects in the CIE;
- Establish performance measures to demonstrate the effectiveness of the policies in the comprehensive plan;
- Establish minimum densities;
- Clarify the purpose of the Greenway;
- Identify mode split goals;
- Clarify urban design standards within the comprehensive plan and update the Land Development Regulations;
- Identify strategies for developer contribution towards funding multimodal mobility strategies;
- Update references to FIHS to reflect the establishment of the SIS;
- Coordinate with FDOT to mitigate potential effects on SIS; and
- Develop benchmarks for measuring compliance with the TCEA objectives and establish a system for monitoring and reporting progress.

3.5 TCEA Case Study: City of Miami

Miami designates the entire city, with the exception of Virginia Key, Watson Island, and the uninhabited islands of Biscayne Bay zoned for conservation, as an Urban Infill TCEA pursuant to Miami-Dade's designation. The City also adopts Miami-Dade's tiered LOS standards for the UIA, even where the City has adopted the TCEA. For FIHS roadways, the City adopts more stringent tiered standards than the county has adopted. (Like the County, Miami has not yet updated its CDMP to reflect the establishment of the SIS.) Figure 21 below shows the location of Virginia Key as well as the planning districts for the City.

Within the TCEA, the City states a priority to concentrate and intensify development around activity centers through infill development, adaptive reuse, and redevelopment. These activity centers will include high intensity mixed-use development, especially, in the Edison Center, Grove Center, Latin Quarter, Little Haiti, River Corridor, Design District, and the Civic Center. These areas specified in the comprehensive plan often overlap with areas designated for development incentives and revitalization.

Figure 21: Miami Planning Districts



Source: <http://www.miamigov.com/Planning/Maps/PlanDist@8x11.jpg>

3.5.1 Criterion 1: Supports Mobility

- Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below?
- Does the plan include other mobility supporting strategies, such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities?
- Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

FLUE Policy 1.3.5: *The City will continue to promote through land development regulations, the creation of high intensity activity centers which may be characterized by mixed-use and specialty center development, particularly in, but not limited to, the Edison Center, Grove Center, Latin Quarter, Little Haiti, River Corridor, Design District and the Civic Center. The extension of commercial land uses along the entire length of significantly traveled roadways will be discouraged.*

TE Objective 1.1: *All arterial and collector roadways under County and State jurisdiction that lie within the City's boundaries will operate at levels of service established by the respective agency. All other City streets will operate at levels of service that are consistent with an urban center possessing an extensive urban public transit system and characterized by compact development and moderate-to-high residential densities and land use intensities, and within a transportation concurrency exception area (TCEA). The City will monitor the levels of service of all arterial and collector roadways to continue to develop and enhance transportation strategies that promote public transit and minimize the impacts of the TCEA.*

TE Policy 1.1.4: *As part of the Evaluation and Appraisal Report (EAR) on the Miami Comprehensive Neighborhood Plan (MCNP) scheduled for completion in 2005, and the subsequent comprehensive revision by amendment of the MCNP, the Transportation Element of the MCNP will be revised to introduce the Miami Intermodal Transportation (MIT) plan, replacing the former Transportation Corridors plan. The MIT plan will identify, describe, measure, and evaluate the multimodal transportation corridors, facilities and terminals in the City of Miami and recommend measures to enhance vehicular and mass transit operations, provide for greater pedestrian access and amenity, and offer incentives for use of alternative transportation modes. The MIT plan will pay particular attention to the differing characteristics of Miami's neighborhoods such as land use, population density, economic activity, housing and business type and quality, and neighborhood plans, and will develop detailed standards for transportation facilities and services that will complement neighborhood development, redevelopment, and conservation. Miami's downtown will be the subject of special attention, to ensure that its new residential development will enjoy the benefits of an improved multimodal transportation system as described in the Miami Downtown Transportation Master Plan. As a component of this effort, the City will evaluate the person-trip methodology and assess how the methodology could be enhanced to add projected needs and programming on a route-by-route basis in coordination with the MPO and Miami-Dade Transit.*

TE Policy 1.1.5: *The City, through its membership and regular attendance at meetings of the MPO's Transportation Planning Council (TPC), and through its Intergovernmental Coordination Policies, will support the County's efforts to increase the efficiency and enhance the safety of the existing thoroughfare network by such methods as improved signal timing, better intersection and street design, car pooling, and encouraging staggered work schedules.*

Recommendations and Comments

TE Policy 1.1.4 addresses many of the new requirements of the new legislation by deferring to the City's Comprehensive Neighborhood Plan, which contains a separate Transportation Element known as the Miami Intermodal Transportation Plan (MIT). The City's TDM strategies, as outlined in TR 1.1.5, indicate the City's willingness to support the County's efforts in implementing the strategies, but do not detail how it will support them other than attending joint meetings with the County and Transportation Planning Council. The City intends to "monitor the levels of service of all arterial and collector roadways to continue to develop and enhance transportation strategies that promote public transit and minimize the impacts of the TCEA." This latter provision indicates a commitment to monitor levels of service but does not specifically prescribe the performance standard.

3.5.2 Criterion 2: Funds Mobility

- Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as:
 - Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants?
 - Direct public investment through specially empowered authorities such as Community Development Corporations?
 - Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies?
 - Special tax incentive programs such as Enterprise Zones?
 - Mitigation strategies to fund TCEA mobility strategies?
- Are mobility strategies funded in the CIE?
- Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for funding adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

TE Policy 1.1.2: *The City of Miami originated and continues to utilize a person-trip methodology for measurement of local level of service (LOS) on a transportation facility, which may be a roadway, mass transit service, pedestrian way, bikeway, or any other transportation mode alone or in combination with others. This technique calculates the total person-trip capacity of all transportation modes utilizing a transportation facility against the total person-trip demand for travel on that facility, expressing the resulting ratio in letter grades LOS A through LOS F in the same manner as used by the conventional vehicles-over-capacity (V/C) methodology. The measurement of LOS is made for the peak period (the average of the two highest consecutive hours of trip volume during a weekday), and an overall minimum peak-period LOS standard E (100 percent utilization of person-trip capacity) will be maintained. Issuance of development orders for new development or significant expansion of existing development shall be contingent upon compliance with these LOS standards, subject to the modifications described in subparagraphs 1.1.2.1 through 1.1.2.3 below, and any applicable provisions of the Urban Infill Concurrency Exception Area.*

FLUE Policy 1.3.2: *The City will continue to encourage the expansion of existing buildings and new construction through the private sector by assisting in making available commercial loan funds for rehabilitation and small business loans and seed moneys, particularly to local minority businesses and encouraging the maximum participation, especially, through public/private partnerships, of financial institutions, chambers of commerce, the Beacon Council, other business organizations, property owners and residents of the areas. Priority areas include, but are not limited to, Edison Center, Southeast Overtown/Park West, the Garment District, Little River Industrial District, Little Haiti, and the Omni Area Redevelopment District.*

Recommendations and Comments

Miami's Comprehensive Neighborhood Plan (MCNP) funds redevelopment in FLUE Policy 1.3.2 using financial incentives, and explains how development permitting will be contingent upon compliance with levels of service for multiple modes. While using incentives to encourage "expansion of existing buildings and new construction" could include improvements that would support mobility, the plan does not specifically reference this connection. Additionally, the plan does not include performance measures for "Funding Mobility" that could be used to evaluate the policy's effectiveness, nor does it include a mechanism for obtaining such measures. Developer contribution is not identified as a strategy to fund mobility goals.

3.5.3 Criterion 3: Strategies Support Purpose of Designation

- Is the purpose of the designation made clear in the policy or policies that designate the TCEA?
- Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)?
- Does the plan establish performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

FLUE Goal 1: Maintain a land use pattern that

- 1. protects and enhances the quality of life in the city's residential neighborhoods*
- 2. fosters redevelopment and revitalization of blighted or declining areas*
- 3. promotes and facilitates economic development and the growth of job opportunities in the city*
- 4. fosters the growth and development of downtown as a regional center of domestic and international commerce, culture and entertainment*
- 5. promotes the efficient use of land and minimizes land use conflicts*
- 6. protects and conserves the city's significant natural and coastal resources*

FLUE Policy 1.1.11: The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as shown on “Attachment A,” as an Urban Infill Area pursuant to Miami-Dade County’s designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels

of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted Transportation Corridors level of service standards set forth in Policies TR1.1.2 and 1.1.3 of the Transportation Element of the MCNP.

FLUE Objective 1.2

Promote the redevelopment and revitalization of blighted, declining or threatened residential, commercial and industrial areas.

FLUE Policy 1.3.1: *The City will continue to provide incentives for commercial redevelopment and new construction in the Edison Center, Latin Quarter, Little Haiti, Little River Industrial District, River Corridor, Design District, Grand Avenue, Flagler Street, the River Quadrant, the Omni Area Redevelopment District, and Southeast Overtown/Park West (N.W. 3 Avenue) and other areas where such redevelopment will contribute to the improvement in the built environment. Such incentives may be offered through the building facade treatment program, Community Development Block Grant (CDBG) funds, and other redevelopment assistance programs.*

FLUE Policy 1.3.9: *The City will continue to concentrate Community Development efforts in small geographic areas that have special opportunities and/or potential for redevelopment such as the Little Haiti commercial district, Latin Quarter, Little River Industrial District, Southeast Overtown/Park West, the Garment District, Allapattah Industrial District and Downtown Flagler Street, consistent with implementation of small-area action plans that have the support of neighborhood residents and business owners.*

TE Policy 1.1.1: *The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as an Urban Infill Area pursuant to Miami-Dade County's designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted Transportation Corridors level of service standards set forth in Policies TR-1.1.2 and TR-1.1.3 of the Transportation Element of the MCNP. (See Land Use Policy LU-1.1.11.)*

Recommendations and Comments

The City of Miami clearly includes strategies that support the purpose of the designation in the policies included above. These policies outline how incentives will be provided to redevelopment projects within specifically targeted activity centers. The city's plan also indicates specifically where these areas will be. The plan does not, however, include any performance measures for measuring the effectiveness of these strategies.

3.5.4 Criterion 4: Includes Alternative Modes

- Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit use to ensure mobility?
- Does the plan include a mode-split goal for alternative modes?
- Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as:
 - Pedestrian, bicycle and transit QOS?
 - Transit network coverage?
 - Transit span of service?
 - Bicycle network coverage?
 - Pedestrian network coverage?
 - Reduction in the amount of vehicle miles traveled?
 - Rates of internal capture?
- Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of F.A.C. §9J-5.019 (c) (5))?
- Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as:
 - Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes?
 - Parking management?
- Does the plan identify short-term and long-term strategies and projects for implementation of each mode?
- Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

TE Policy 1.1.6: *The City, through its Intergovernmental Coordination Policies, will annually coordinate with Miami-Dade County on expansion of its public bus transit system, including the expansion of neighborhood-based local circulator services. The City will work with Miami-Dade County, as required, in the formulation of bus system policies, and continually encourage Miami-Dade County to adopt level of service standards or land use patterns that are compatible with the operation of a public transit system.*

TE Policy 1.1.2: *The City of Miami originated and continues to utilize a person-trip methodology for measurement of local level of service (LOS) on a transportation facility, which may be a roadway, mass transit service, pedestrian way, bikeway, or any other transportation mode alone or in combination with others. This technique calculates the total person-trip capacity of all transportation modes utilizing a transportation facility against the total person-trip demand for travel on that facility, expressing the resulting ratio in letter grades LOS A through LOS F in the same manner as used by the conventional vehicles-over-capacity (V/C) methodology. The measurement of LOS is made for the peak period (the average of the two highest consecutive hours of trip volume during a weekday), and an overall minimum peak-period LOS standard E (100 percent utilization of person-trip capacity) will be maintained. Issuance of development orders for new development or significant expansion of existing development shall be contingent upon compliance with these LOS standards, subject to the modifications described in subparagraphs 1.1.2.1 through 1.1.2.3 below, and any applicable provisions of the Urban Infill Concurrency Exception Area.*

TE Policy 1.1.2.1: *Where no public mass transit exists, and private passenger vehicles are the only vehicular mode available for travel on the facility: minimum LOS E (100 percent of capacity) using 1.6 persons-per-vehicle as the practical capacity of a private passenger vehicle.*

TE Policy 1.1.2.2: *Where local bus mass transit service on minimum 20-minute headways is available parallel to and within ½ mile of the facility, the facility shall operate at no greater than 120 percent of capacity.*

TE Policy 1.1.2.3: *Where express bus transit and/or rapid rail transit service on minimum 20- minute headways is available parallel to and within ½ mile of the facility, the facility shall operate at no greater than 150 percent of capacity.*

Recommendations and Comments

In addition to a commitment to supporting Miami-Dade County's public transit system, the City of Miami contains policies that address alternative modes of transportation. The plan does not include a mode-split goal, but does require the construction of amenities to support alternative modes as a part of significant development or redevelopment. The plan uses a clearly-defined person-trip methodology to provide a means to measure LOS within the TCEA that can be applied to multiple modes and serve as the city's performance measure for including alternative modes. The plan could be improved with additional focused attention on bicycle and pedestrian modes within the TCEA, as they are generally not the focus of the current plan.

Miami's plan emphasizes bus service, and Miami's population is well served by bus stop locations – a large majority of population and jobs are located within a quarter mile of a bus stop (see Table 10). All of the population lives within a half mile of a bus stop and over 90 percent of the jobs are within a similar distance (see Table 10). However, the plan does not address sidewalks and bike paths to support public transit.

Table 10: Miami Bus Stops in Relation to Jobs and Population

<u>Pop w/in .25 Mile of Bus Stop</u>		<u>Jobs w/in .25 Mile of Bus Stop</u>	
358,434	98.84 percent	273,548	87.96 percent
<u>Pop w/in .50 Mile of Bus Stop</u>		<u>Jobs w/in .50 Mile of Bus Stop</u>	
362,631	100.00 percent	283,079	91.02 percent

3.5.5 Criterion 5: Demonstrates How Mobility Will Be Provided

- Does the plan specify how policies related to supporting mobility will be implemented?
- Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment?
- Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit?
- Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies?
- Does the plan establish performance measures for mobility within the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

TE Policy 1.1.2: *The City of Miami originated and continues to utilize a person-trip methodology for measurement of local level of service (LOS) on a transportation facility, which may be a roadway, mass transit service, pedestrian way, bikeway, or any other transportation mode alone or in combination with others. This technique calculates the total person-trip capacity of all transportation modes utilizing a transportation facility against the total person-trip demand for travel on that facility, expressing the resulting ratio in letter grades LOS A through LOS F in the same manner as used by the conventional vehicles-over-capacity (V/C) methodology. The measurement of LOS is made for the peak period (the average of the two highest consecutive hours of trip volume during a weekday), and an overall minimum peak-period LOS standard E (100 percent utilization of person-trip capacity) will be maintained. Issuance of development orders for new development or significant expansion of existing development shall be contingent upon compliance with these LOS standards, subject to the modifications described in subparagraphs 1.1.2.1 through 1.1.2.3 below, and any applicable provisions of the Urban Infill Concurrency Exception Area.*

TE Policy 1.1.2.1: *Where no public mass transit exists, and private passenger vehicles are the only vehicular mode available for travel on the facility: minimum LOS E (100 percent of capacity) using 1.6 persons-per-vehicle as the practical capacity of a private passenger vehicle.*

TE Policy 1.1.2.2: *Where local bus mass transit service on minimum 20-minute headways is available parallel to and within ½ mile of the facility, the facility shall operate at no greater than 120 percent of capacity.*

TE Policy 1.1.2.3: *Where express bus transit and/or rapid rail transit service on minimum 20- minute headways is available parallel to and within ½ mile of the facility, the facility shall operate at no greater than 150 percent of capacity.*

TE Policy 1.1.4: *As part of the Evaluation and Appraisal Report (EAR) on the Miami Comprehensive Neighborhood Plan (MCNP) scheduled for completion in 2005, and the subsequent comprehensive revision by amendment of the MCNP, the Transportation Element of the MCNP will be revised to introduce the Miami Intermodal Transportation (MIT) plan, replacing the former Transportation Corridors plan. The MIT plan will identify, describe, measure, and evaluate the multimodal transportation corridors, facilities and terminals in the City of Miami and recommend measures to enhance vehicular and mass transit operations, provide for*

greater pedestrian access and amenity, and offer incentives for use of alternative transportation modes. The MIT plan will pay particular attention to the differing characteristics of Miami's neighborhoods such as land use, population density, economic activity, housing and business type and quality, and neighborhood plans, and will develop detailed standards for transportation facilities and services that will complement neighborhood development, redevelopment, and conservation. Miami's downtown will be the subject of special attention, to ensure that its new residential development will enjoy the benefits of an improved multimodal transportation system as described in the Miami Downtown Transportation Master Plan. As a component of this effort, the City will evaluate the person-trip methodology and assess how the methodology could be enhanced to add projected needs and programming on a route-by-route basis in coordination with the MPO and Miami-Dade Transit.

Recommendations and Comments

The Miami Comprehensive Neighborhood Plan meets the requirements of the new legislation regarding the demonstration of how mobility will be provided. The plan details the methodology for approving development based upon compliance with defined LOS standards. This methodology includes automobile and transit, but does not include any reference to pedestrian and bicycle modes. Additionally, the plan does not include a linked discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment. This discussion is intended to be included in the Miami Intermodal Transportation Plan (see Policy TR-1.1.4), but this plan was not available for review at the time of this report. Provision of transit service exists, and the City establishes LOS as performance measures for transit and automobile modes. The plan does not include performance measures for pedestrian and bicycle modes.

3.5.6 Criterion 6: Addresses Urban Design

- Does the plan link urban design policies to the support of alternative modes of transportation?
- Does the plan specifically provide for TOD in the TCEA?
- Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel?

- Does the plan require and provide detailed design standards specific to development within the TCEA?
- Does the plan establish performance measures for Urban Design within the TCEA?
- Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

[No policies in the City of Miami's TCEA address urban design.]

Recommendations and Comments

The plan does not have any policies that address urban design in the TCEA. As such, it does not meet the requirements of the new legislation. The plan does not link urban design to alternative transportation modes, nor does it include TOD or policies on urban form that contribute to multimodal transportation. The plan does not include performance measures for urban design.

3.5.7 Criterion 7: Considers Appropriate Land Use Mix

- Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities?
- Does the plan require mixed-use zoning?
- Does the plan consider school siting in the treatment of land-use mix?
- Does the plan identify specific ratios of mixed-use developments for the TCEA?
- Does the plan establish performance measures for Land Use Mix within the TCEA?
- Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

FLUE Policy 1.1.7: Land development regulations and policies will allow for the provision of adequate neighborhood shopping, recreation, day care, entertainment, and other neighborhood oriented support activities.

FLUE Policy 1.3.4: The City will continue to work with the Miami-Dade County School Board to ensure the expansion of educational facilities in areas that are easily accessible by public transit and facilitate the expansion of job training/job placement programs offered to youths (full time and summer terms) and low-income persons.

FLUE Policy 1.3.5: The City will continue to promote through land development regulations, the creation of high intensity activity centers which may be characterized by mixed-use and specialty center development, particularly in, but not limited to, the Edison Center, Grove Center, Latin Quarter, Little Haiti, River Corridor, Design District and the Civic Center. The extension of commercial land uses along the entire length of significantly traveled roadways will be discouraged.

Recommendations and Comments

The plan meets the requirements of the new TCEA legislation by including a variety of land uses and mixed-use zoning. The plan includes consideration for school siting in the treatment of transportation, but not land use in particular. Miami's plan clearly indicates where mixed-use development is planned to occur. The plan includes the use of land development regulations to support land use mix, but does not give performance measures for this land use mix.

Miami has a ratio of jobs to population (1.1660) that falls within FDOT's suggested range of 1:1 to 3:1 for multimodal potential (see Table 11). Of the three case studies, Miami comes the closest to matching the land use distributions recommended by the MMTD handbook (FDOT 2003). The City's land use is 64 percent residential (slightly higher than the recommended 60 percent) and 27 percent commercial (slightly lower than the recommended 30 percent). At 9 percent, the open/parks/recreational land uses fall within the recommended 5-15 percent (see Figure 22). The percentage of land uses classified office/commercial/light industrial is 27 percent (see Figure 22).

Miami does not have a high vacancy rate for residential or non-residential land uses, although the non-residential vacancy is higher than the residential vacancy (see Figures 23 and 24). Figure 25 shows that non-residential uses are located throughout the city, usually concentrated along roadways. The distribution of land uses appears to have a better mix than the other two case studies in Miami-Dade County.

Table 11: Miami Jobs to Population Comparison

Miami			
Single Family Pop.	-		
Multi-Family Pop.	-		
Total Pop	362,633		
Total Employment	311,005	Pop:	Jobs
Jobs to Population	1.1660	1:	0.86
Area	23,360		

Figure 22: Miami Land Use Proportions

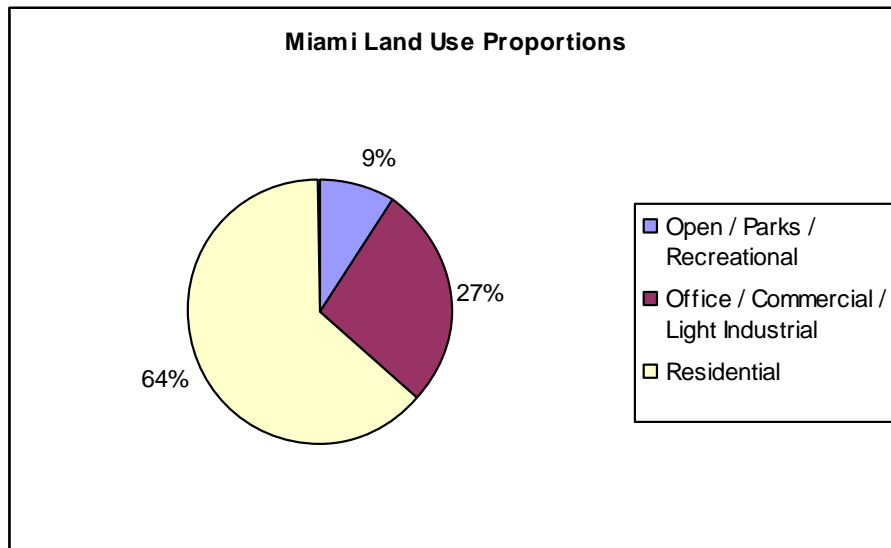


Figure 23: Miami Residential Land Designations

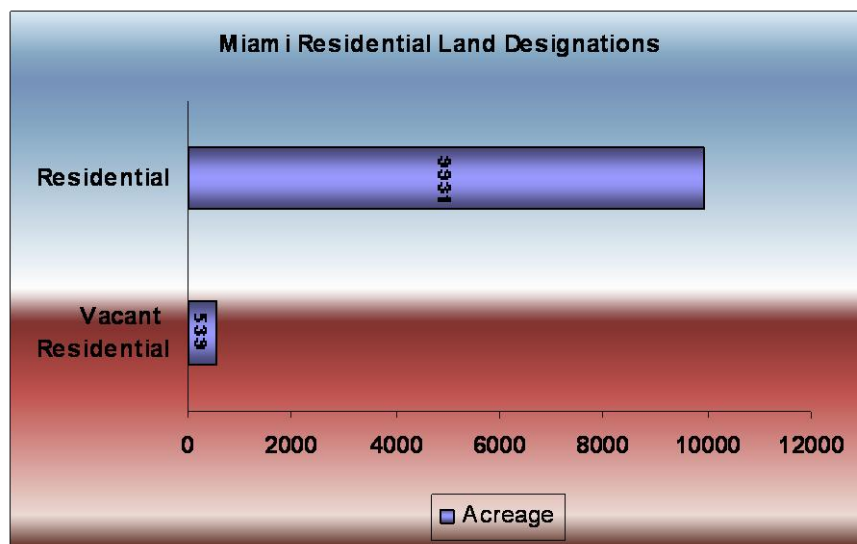


Figure 24: Miami Nonresidential Land Designations

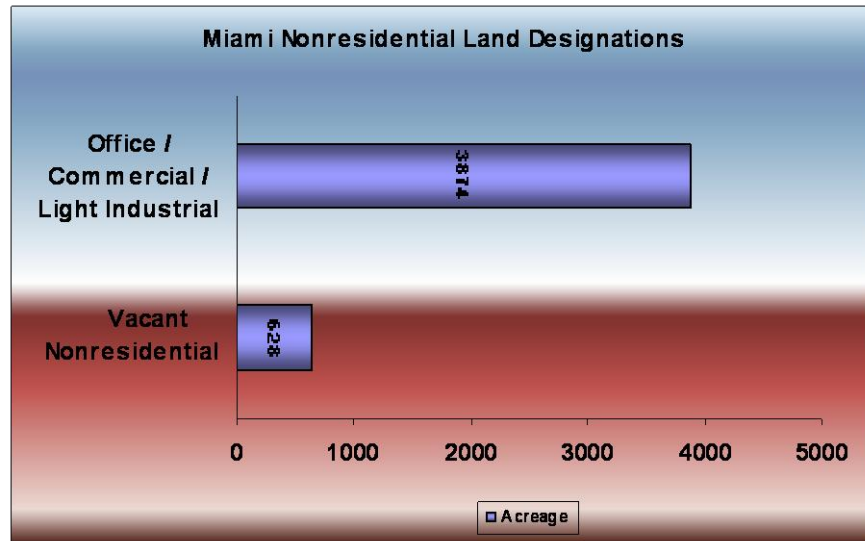
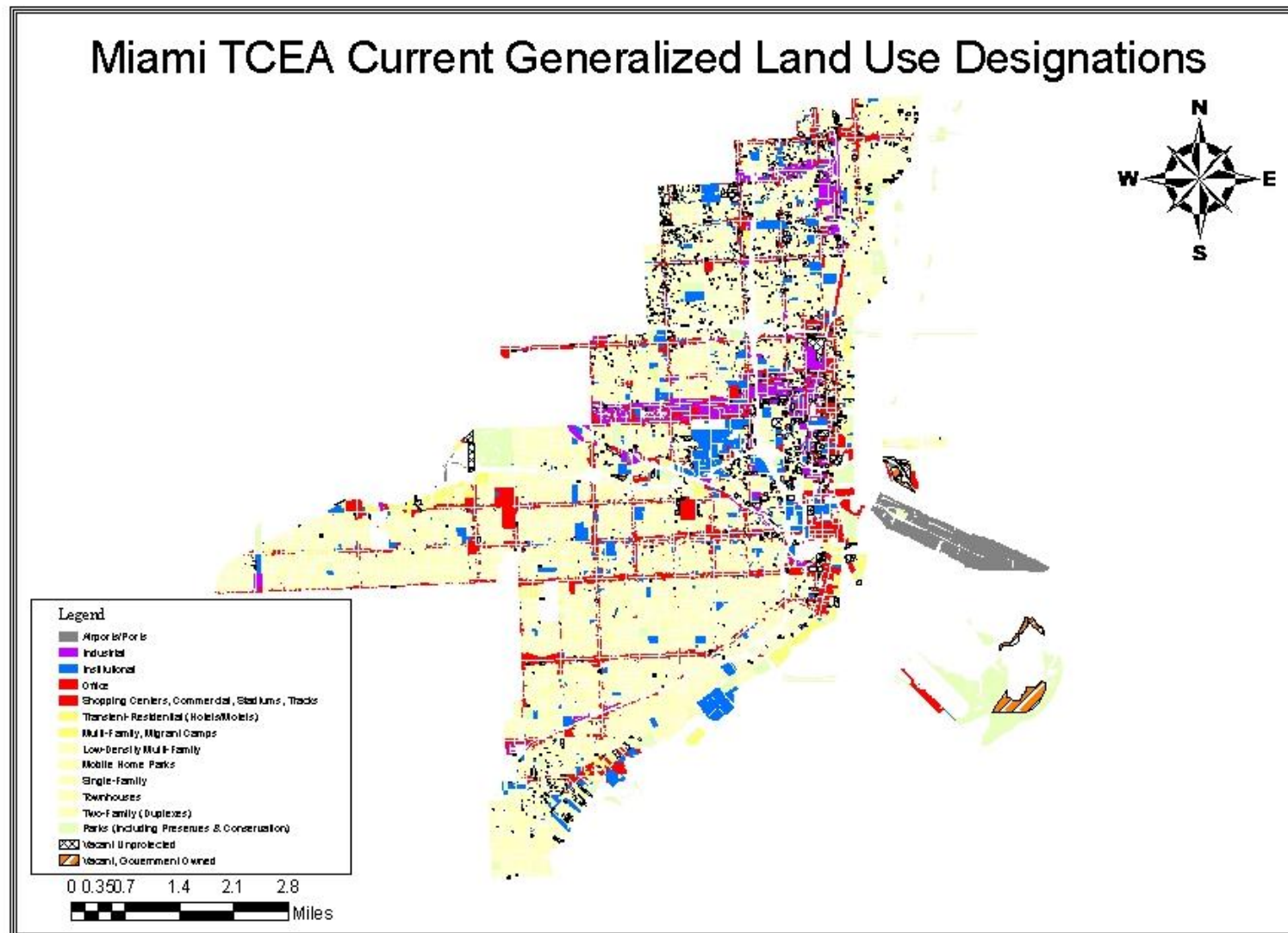


Figure 25: Miami TCEA Current Generalized Land Use Designations



Source: Miami-Dade County GIS data disk available
at <http://gisms2.miamidade.gov/MDGIS/home.htm>;
Florida Geographic Data Library

3.5.8 Criterion 8: Addresses Intensity and Density

- Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density no less than 5 du/acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- Does the plan establish performance measures for intensity and density within the TCEA?
- Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

FLUE Policy 1.1.10: *The City's land development regulations will encourage high- density residential development and redevelopment in close proximity to Metrorail and Metromover stations, consistent with the Station Area Design and Development Plan for each station. (See Transportation Policy TR-1.5.2 and Housing Policy HO-1.1.9.)*

FLUE Policy 1.1.11: *The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as shown on "Attachment A," as an Urban Infill Area pursuant to Miami-Dade County's designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted*

Transportation Corridors level of service standards set forth in Policies TR1.1.2 and 1.1.3 of the Transportation Element of the MCNP.

FLUE Policy 1.3.5: *The City will continue to promote through land development regulations, the creation of high intensity activity centers which may be characterized by mixed-use and specialty center development, particularly in, but not limited to, the Edison Center, Grove Center, Latin Quarter, Little Haiti, River Corridor, Design District and the Civic Center. The extension of commercial land uses along the entire length of significantly traveled roadways will be discouraged.*

Housing Element (HE) Policy 1.1.9: *The City's land development regulations will encourage high- density residential development and redevelopment in close proximity to Metrorail and Metromover stations, consistent with the Station Area Design and Development Plan for each station. (See Land Use Policy LU-1.1.10 and Transportation Policy TR-1.5.2.)*

TE Policy 1.1.1: *The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as an Urban Infill Area pursuant to Miami-Dade County's designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted Transportation Corridors level of service standards set forth in Policies TR-1.1.2 and TR-1.1.3 of the Transportation Element of the MCNP. (See Land Use Policy LU-1.1.11.)*

Recommendations and Comments

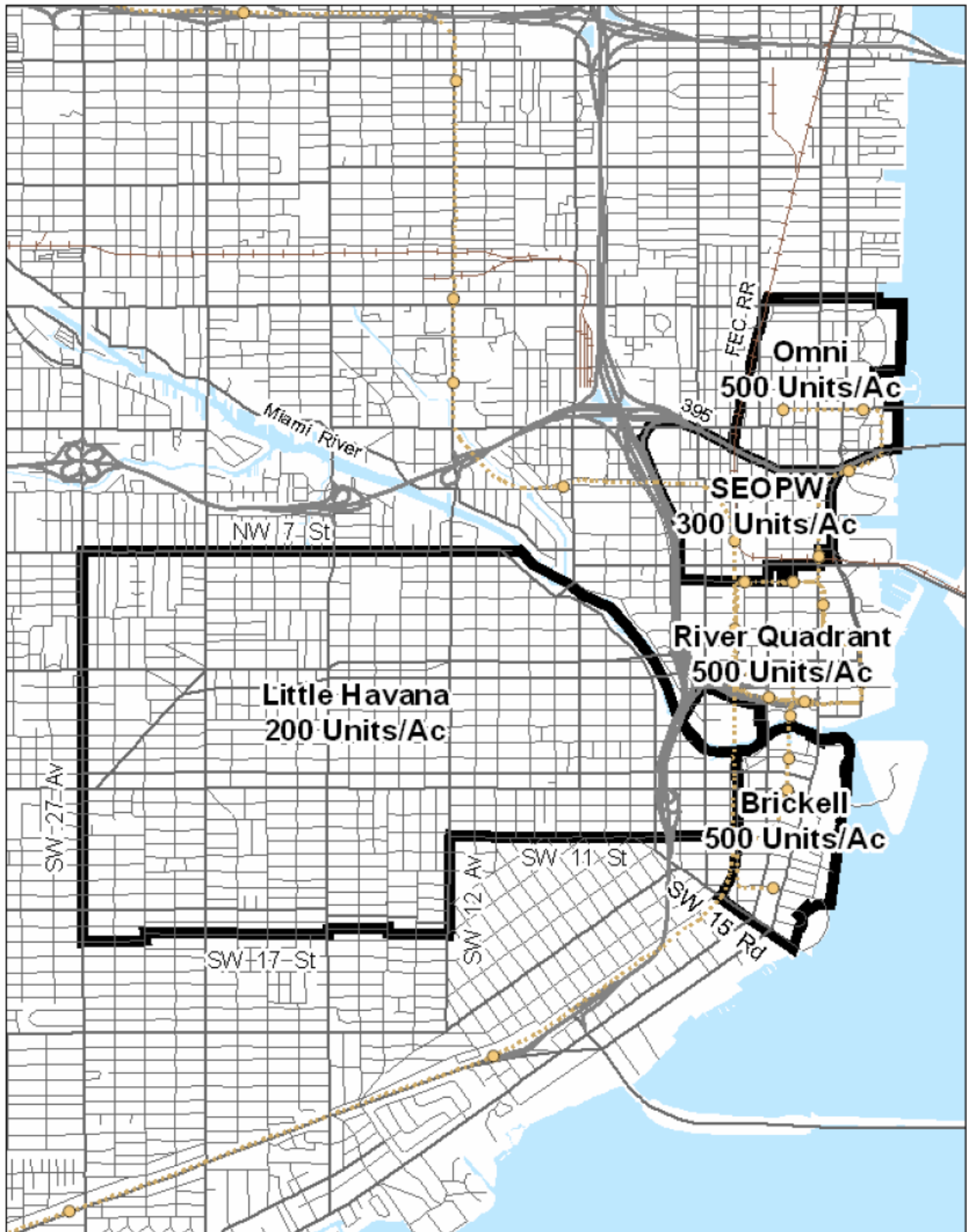
The City of Miami addresses density within the TCEA by encouraging high-density near transit stations, as well as high-density activity centers with a mix of land uses. The plan also effectively defines where these high-density areas will be located. Miami's plan is much less specific about the definition of high density. High density near transit stations and in the defined activity centers is supportive of the city's TCEA, but the target densities the City is trying to create in these areas is needed. Additionally, the lack of specific densities makes it difficult for the city to evaluate whether or not its policies are achieving the targeted results. Including density of various land uses would help the city to demonstrate that its policies are creating the types of dense urban environments conducive to alternative modes of transportation.

Miami's comprehensive plan shows areas targeted for increased density (see Figure 26). The areas are on the coast and in the middle of the city, which supports the goal of urban infill in the TCEA. The City's current density patterns show that the highest residential densities are more spread out than the highest employment densities; although both have clusters of higher densities (see Figures 27 and 28). The densest areas of employment and population are not located in the same areas, although the overall density patterns of the City show potential for alternative modes like public transportation. Combined residential densities of 16 du/acre show high multimodal potential, while employment densities of 72 employees/acre show good multimodal potential, according to the MMTD Handbook (see Table 12).

Table 12: Miami Residential and Employment Density

	Single Family	Multi-Family	Res. Combined	Employment
Dwelling Units	53,495	99,158	152,653	311,005
Acres	6174	3193	9,367	4344
Density/Intensity	9	31	16	72

Figure 26: Miami Residential Density Increase Areas



Source: City of Miami Comprehensive Plan Future Land Use Element

Figure 27: Miami TCEA Population Density by Census Block

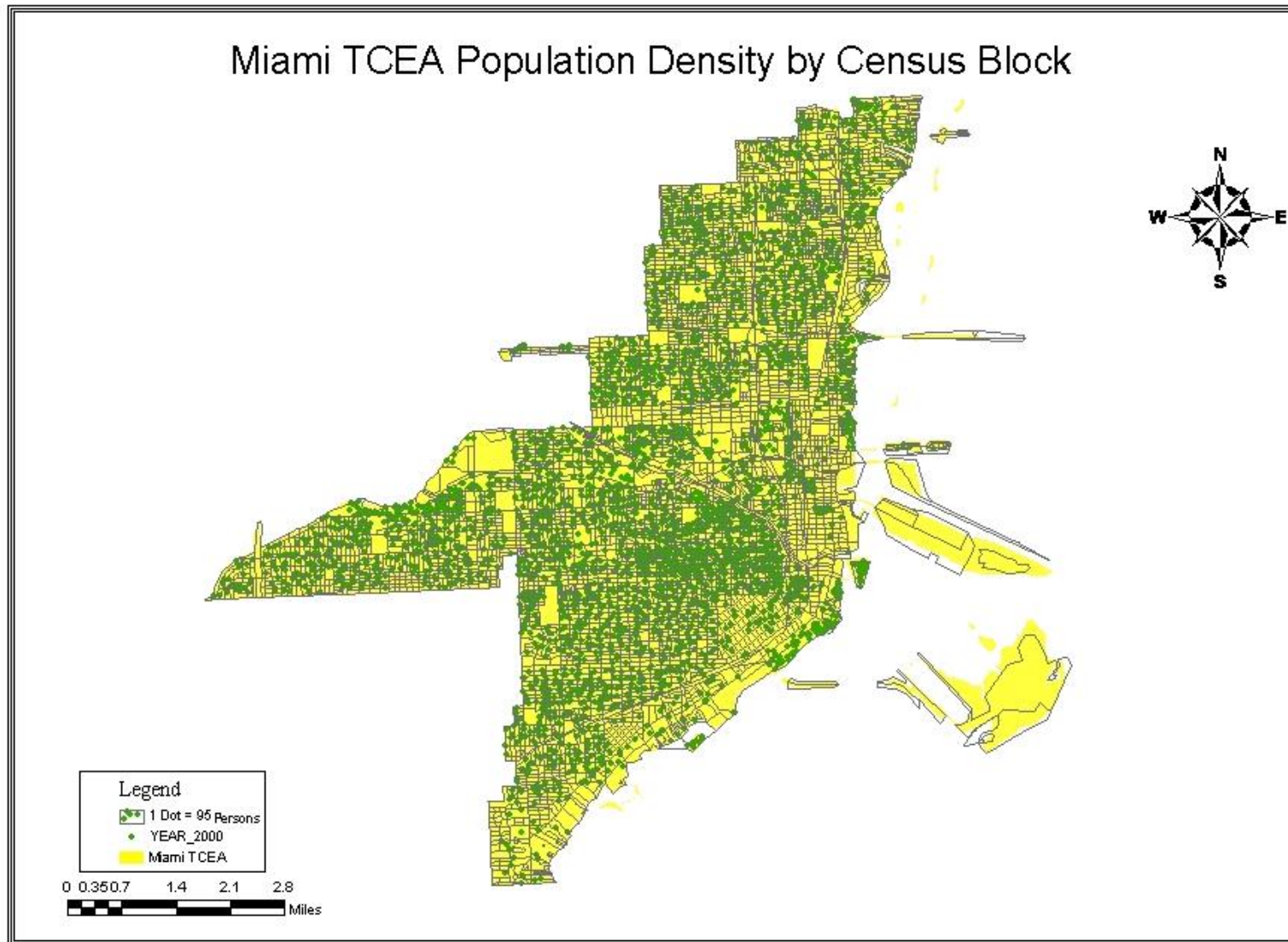
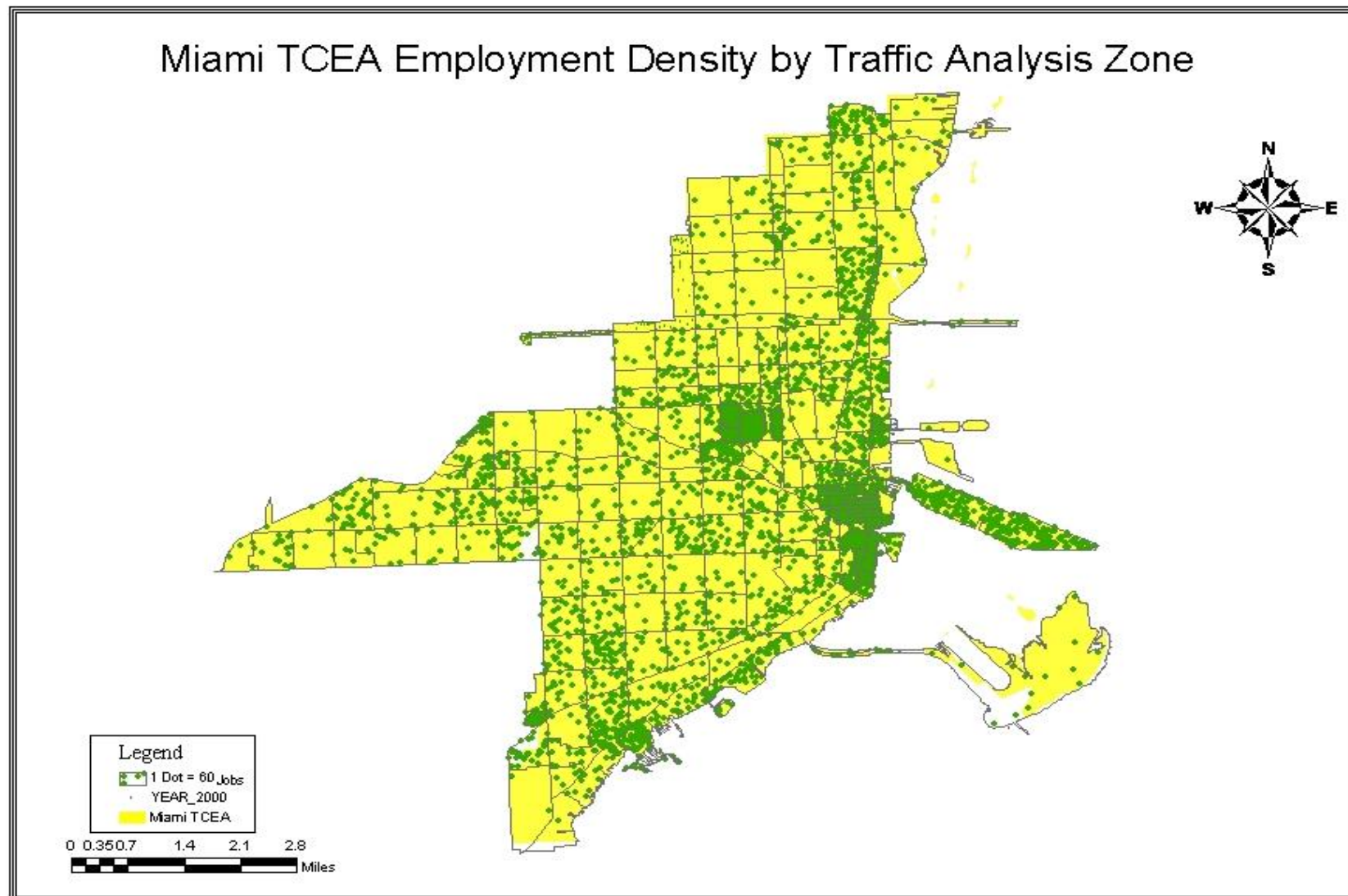


Figure 28: Miami TCEA Employment Density by Traffic Analysis Zone



3.5.9 Criterion 9: Promotes Network Connectivity

- Does the plan require development or redevelopment to provide sidewalks where appropriate?
- Does the plan require development or redevelopment to provide transit stops where appropriate?
- Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures?
- Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system?
- Does the plan require developments where a modal link is provided to connect to internal and external modal systems?
- Does the plan establish performance measures for Network Connectivity within the TCEA?
- Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

[No policies in the City of Miami's TCEA address the promotion of network connectivity.]

Recommendations and Comments

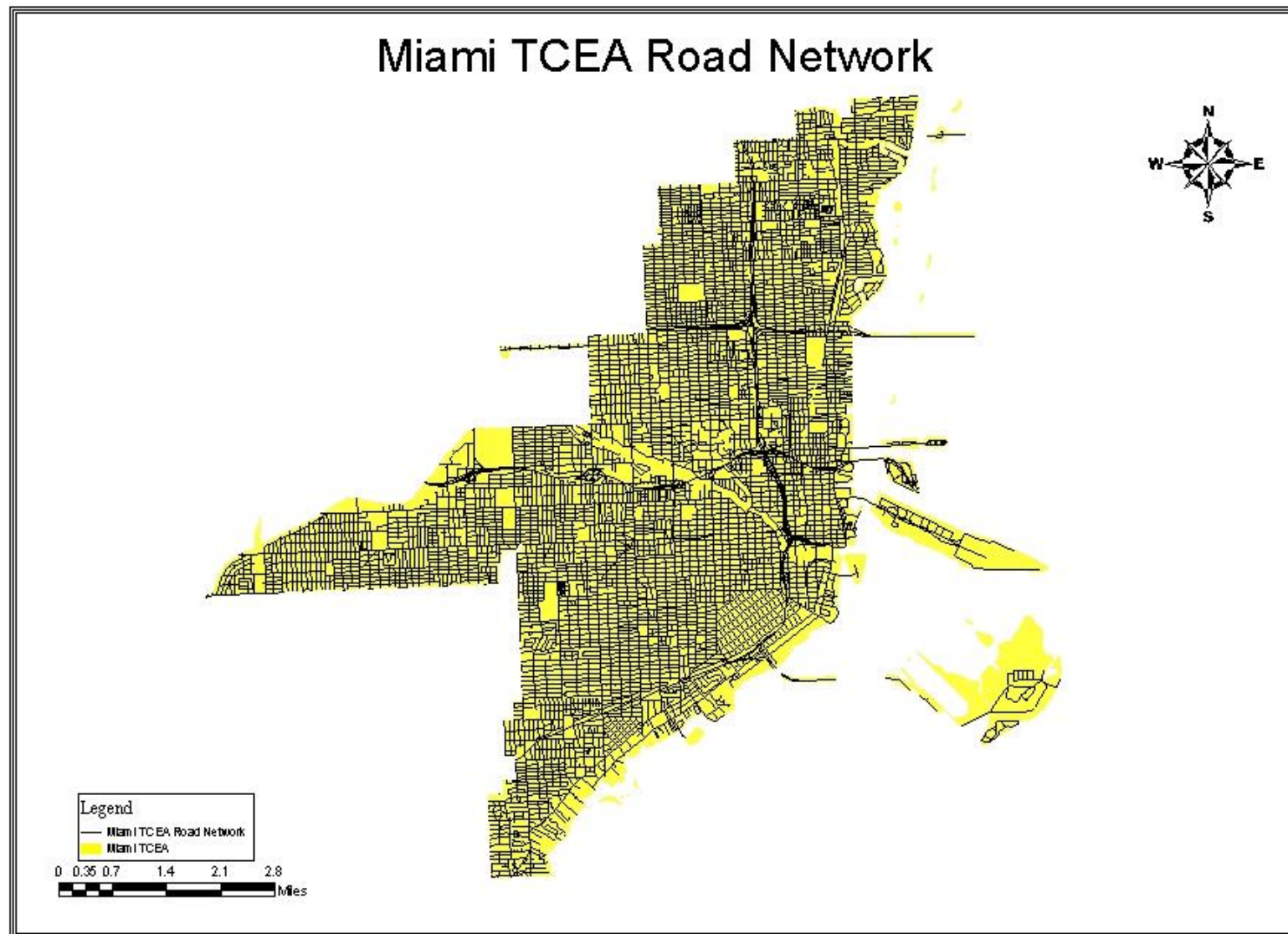
Miami's plan does not specifically address how it will promote network connectivity within the TCEA. Development or redevelopment projects are not required to provide sidewalks or transit stops when appropriate. The plan does not have any requirements concerning connectivity between modes nor does it establish performance standards for connectivity beyond LOS standards for roadways. No emphasis is given to a connected bicycle or pedestrian system. LOS for roadways is not an adequate performance measure for multimodal mobility within the TCEA. Despite a lack of policy support, Miami's road network follows a tight grid pattern allowing many different routes and connections (see Figure 29). Additionally, a polygon analysis of the road network (where 50+ polygons per square mile is considered good network connectivity) showed that the City has an average of 102.74 polygons per square mile (see Table 13).

However, strong connectivity in one mode does not meet the goals for multimodal mobility within the TCEA.

Table 13: Miami Network Connectivity Polygon Analysis

Miami			
Network	# of Polygons	Square Miles	Polygons/Sq Mile
Road	3750	36.5	102.74

Figure 29: Miami TCEA Road Network



Source: Miami-Dade County GIS data disk available at <http://gis.m2.miamidade.gov/MDGIS/home.htm>; Florida Geographic Data Library

3.5.10 Criterion 10: Plans to Mitigate Effects on Strategic Intermodal Systems (SIS)

- Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question?
- Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities?
- Does the plan require development or redevelopment with the potential to impact SIS facilities to enact TDM or TSM policies?
- Does the Transportation Element and/or the Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities?

The following excerpts from the City of Miami Comprehensive Plan pertain to this criterion:

TE Policy 1.1.3: *Notwithstanding the foregoing, as required by s. 163.3180(10)F.S., the following standards established by rule by the Florida Department of Transportation (FDOT) are adopted by the City of Miami as its minimum LOS standards for Florida Intrastate Highway System (FIHS) roadways within the City subject to any applicable provisions governing requirements of the Urban Infill Transportation Concurrency Exception Area (see Policy TR-1.1.1):*

TE Policy 1.1.3.1: *Limited access FIHS highways shall operate at LOS D or better, except that where exclusive through lanes exist, such roadways may operate at LOS E.*

TE Policy 1.1.3.2: *Controlled access FIHS highways shall operate at LOS D or better, except that where such roadways are parallel to exclusive transit facilities or are located within a Transportation Concurrency Exception Area (TCEA), roadways may operate at LOS E.*

TE Policy 1.1.3.3: *Where FDOT has determined that a FIHS roadway is constrained or backlogged, such roadways operating below the foregoing minimums must be managed so as not to cause significant deterioration, which is defined as an average annual daily traffic increase in two-way traffic volume of 10 percent or more, or a 10 percent or greater reduction in operating speed for the peak direction in the 100th highest hour.*

Recommendations and Comments

The references to FIHS in Miami's plan should be updated to reflect the establishment of the SIS. Miami's plan mentions when mitigation measures may be necessary for FIHS roadways, but only generally. The plan does not specifically recognize the potential effects the TCEA may have on FIHS facilities, but it does establish levels of service for these facilities. In terms of mitigation measures, the plan states that "[w]here FDOT has determined that a FIHS roadway is constrained or backlogged, such roadways operating below the foregoing minimums must be managed so as not to cause significant deterioration." This reference only superficially recognizes the need for mitigation, but does not specify what strategies, such as TDM or TSM, will be used to manage congestion on these roadways. The plan does not reference parallel facilities or network connectivity in terms of mitigating effects, establish a long-term concurrency management system, or include how capital improvements will be used to protect the LOS on these roadways. The plan has not been updated to reflect the new LOS rule, but mitigation is still necessary even though FDOT no longer designates backlogged or constrained facilities.

3.5.11 Data and Analysis to Support the TCEA

Miami falls within the Urban Infill Area that Miami-Dade County has designated as a TCEA. Therefore, the city does not have separate data and analysis to support its TCEA designation. The TCEA boundaries are congruous with the city boundaries because the entire city falls within the Urban Infill Area – if the city was to designate a TCEA separate from the County's TCEA, data and analysis would need to be included that supported the purpose of the designation and the size of the TCEA.

Miami designates its TCEA in the following policies:

LUE Policy 1.1.11: The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as shown on "Attachment A," as an Urban Infill Area pursuant to Miami-Dade County's designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted Transportation

Corridors level of service standards set forth in Policies TR1.1.2 and 1.1.3 of the Transportation Element of the MCNP.

TE Policy 1.1.1: *The City hereby adopts designation of the City, excluding Virginia Key, Watson Island and the uninhabited islands of Biscayne Bay that have a land use and zoning classification of Conservation, as an Urban Infill Area pursuant to Miami-Dade County's designation of an Urban Infill Area lying generally east of the Palmetto Expressway and including all of the City of Miami. Within this area, the concentration and intensification of development around centers of activity shall be emphasized with the goals of enhancing the livability of residential neighborhoods and the viability of commercial areas. Priority will be given to infill development on vacant parcels, adaptive reuse of underutilized land and structures, and the redevelopment of substandard sites. Maintenance of transportation levels of service within this designated Urban Infill Transportation Concurrency Exception Area shall be in accordance with the adopted Transportation Corridors level of service standards set forth in Policies TR-1.1.2 and TR-1.1.3 of the Transportation Element of the MCNP. (See Land Use Policy LU-1.1.11.)*

3.6 CITY OF MIAMI SUMMARY

Miami's plan is centered on the development of specific activity centers containing land use characteristics supportive of the City's TCEA. The City provides funding incentives for development or redevelopment within the TCEA, and links development approval to the maintenance of LOS standards for multiple modes, which supports and funds mobility within the TCEA. The plan clearly includes strategies supporting the urban infill and redevelopment TCEA designation, with policies directed at development of multiple, specific activity centers. The City includes alternative modes by supporting the county's transit efforts, and includes specific performance measurement methodologies for all modes of transportation (person-trip methodology). The plan clearly explains how the person-trip methodology will be used to justify expenditures for multiple modes.

The City's plan is lacking in many of the areas required by new legislation. Many of these components are referenced to be addressed in the Miami Intermodal Transportation Plan, but this plan is not included in the city's comprehensive plan, nor was the research team able to find a copy after repeated attempts to contact the City's planning staff. The City's plan lacks policies addressing urban design within the TCEA, as well as policies addressing network connectivity and connections between modes. Many of the areas of new legislation lack performance measures to evaluate the progress of the city's policies in improving multimodal transportation within the TCEA. Finally, the city's plan only vaguely addresses plans to mitigate effects on FIHS facilities. It recognizes the need for

mitigation, but does not include how congestion on these facilities will be managed.

To fully comply with the current legislative requirements, the following actions are recommended:

- Coordinate with Miami-Dade County to better support the County's TCEA, including policies on Town Centers;
- Identify strategies for developer contribution to help fund mobility goals in the TCEA;
- Amend the comprehensive plan to address urban design within the TCEA;
- Amend the comprehensive plan to address network connectivity including connections between modes within the TCEA;
- Identify and plan for sidewalks and bike paths to support transit and connectivity within the TCEA;
- Establish minimum densities, intensities, and land use mixes;
- Establish performance measures to evaluate the requirements of the TCEA;
- Update references to FIHS to reflect the establishment of SIS;
- Establish in the comprehensive plan specific strategies to manage congestion on SIS facilities; and
- Develop benchmarks for measuring compliance with the TCEA objectives and establish a system for monitoring and reporting progress.

Section 4: Case Study: Collier County

4.1 Background

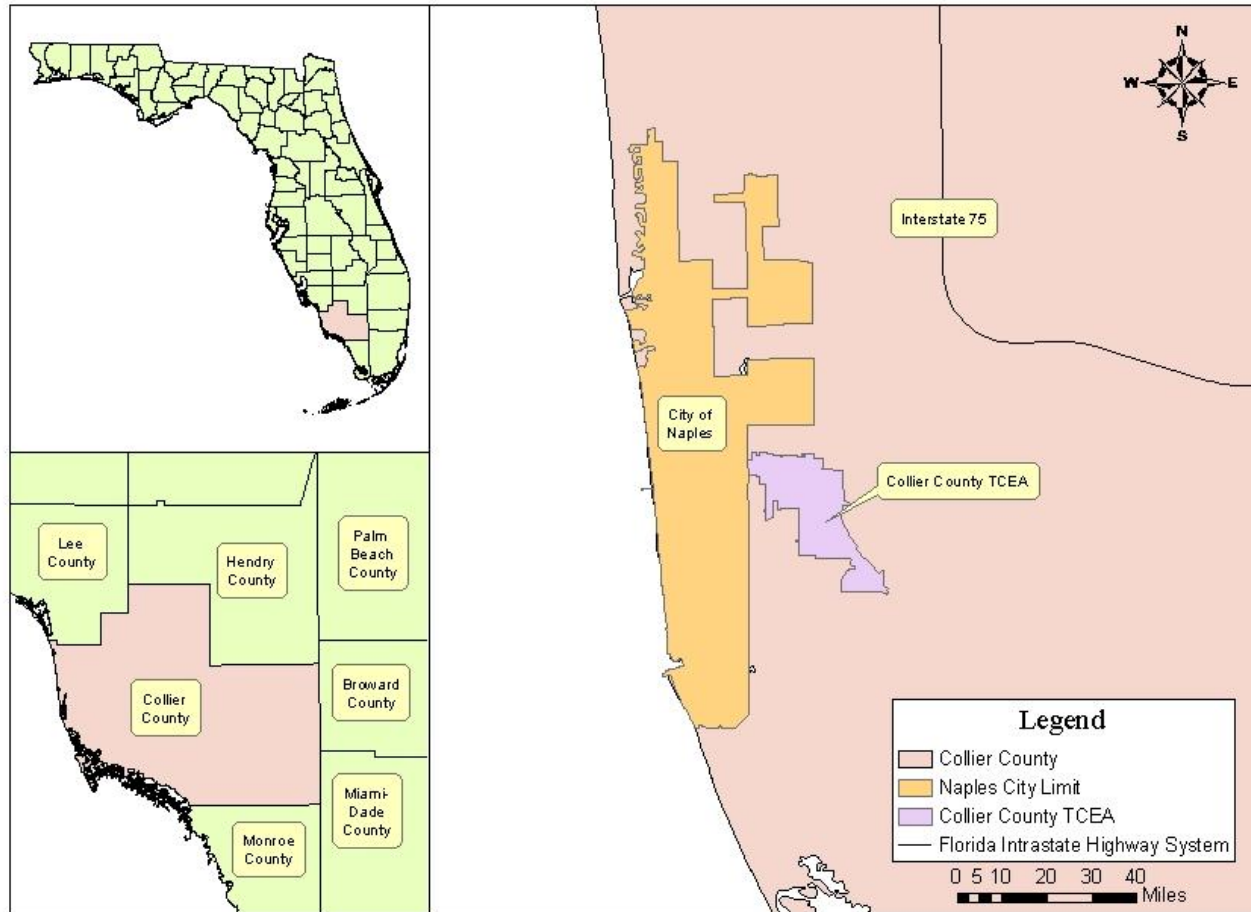
In 2003 Collier County proposed the creation of its first TCEA. The purpose of the designation of the 1,073 acre TCEA is urban infill, urban redevelopment and public transit (DCA, April 2005). Collier County created the South US-41 TCEA to provide optional mitigation for non-residential and residential development within the designated corridor (see Figure 30 for the location of the TCEA).

Developments applying for the transportation concurrency exception must satisfy a prescribed number of mitigation options drawn from a pre-determined list.

Collier County added amendments 5.5 and 5.6 to the Transportation Element of its Local Comprehensive Plan to officially designate the area shown in Figure 30 as the TCEA. The policies and data analysis created by Collier County, and the objections, recommendations and comments from the DCA are all reviewed in this case study (DCA, October 2003). It will be shown that Collier County currently only uses minimal policies to regulate its TCEA, and most of the suggestions for improvement from DCA have yet to be formally addressed in the LGCP.

Figure 30: Collier County TCEA

Collier County TCEA



Source: Florida Geographic Data Library

4.2 Evaluation

4.2.1 Criterion 1: Supports Mobility

- Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below?
- Does the plan include other mobility supporting strategies, such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities?
- Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

TE, Policy 5.6. Commercial developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation will provide certification from the Transportation Planning Division that at least four of the following Transportation Demand Management (TDM) strategies will be utilized:

a) Preferential parking for carpools and vanpools that is expected to increase the average vehicle occupancy for work trips generated by the development.

b) Parking charge that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.

c) Cash subsidy that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.

d) Flexible work schedules that are expected to reduce peak hour automobile work trips generated by the development.

e) Compressed work week that would be expected to reduce vehicle miles of travel and peak hour work trips generated by the development.

f) Telecommuting that would reduce the vehicle miles of travel and peak hour work trips generated by the development.

g) Transit subsidy that would reduce auto trips generated by the development and increase transit ridership.

h) Bicycle and pedestrian facilities that would be expected to reduce vehicle miles of travel and automobile work trips generated by the development.

i) Including residential units as a portion of a commercial project that would reduce vehicle miles of travel.

Residential developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation shall obtain certification that at least three of the following Transportation Demand Management (TDM) strategies will be utilized:

a) Including neighborhood commercial uses within a residential project.

b) Providing transit shelters within the development (shall be coordinated with Collier County Transit).

c) Providing bicycle and pedestrian facilities with connections to adjacent commercial properties.

d) Including affordable housing (minimum of 25 percent of the units) within the development.

e) Vehicular access to adjacent commercial properties with shared commercial and residential parking.

An applicant seeking an exception from concurrency requirements for transportation through the certification mentioned above shall submit an application to the Transportation Division Administrator on forms provided by the Division. Binding commitments to utilize any of the above techniques relied upon to obtain certification shall be required as a condition of development approval.

Developments within the South U.S. 41 TCEA that do not obtain certification shall meet all concurrency requirements. Whether or not a concurrency exception is requested, developments will be subject to a concurrency review for the purpose of reserving capacity for those trips associated with the development and maintaining accurate counts of the remaining capacity on the roadway network.

Recommendations and Comments

Collier County's comprehensive plan supports mobility through the use of TDM. It requires developers to select from at least four of nine TDM strategies in commercial developments and at least three of five TDM strategies in residential developments to receive concurrency exception. In each type of development two of the TDM strategies support alternative modes of transportation. Transit is supported through transit subsidies for commercial development and provision of transit shelters in residential development. Bicycle and pedestrian facilities are defined as a TDM option for both residential and commercial development. Both types of development also define a mix of use – residential units as a portion of a commercial project and neighborhood commercial uses within a residential project – as a TDM option. The strategies are limited to the use of a choice of TDM strategies and even these choices do not explain how the mix of uses facilitates the reduction of automobile traffic, or how the transit project will support transit-oriented development. The plan does not address density and intensity of development, network connectivity, or how it will fund mobility. The local comprehensive plan does not adequately address the requirement that the TCEA support mobility, and no performance measures are identified in the plan.

Many of the TDM strategies for commercial and residential developments should be requirements rather than options under the new legislation. Specifically for commercial development, transit subsidies as well as bicycle and pedestrian facilities should be mandatory. Residential development should be redefined to include neighborhood commercial uses and transit shelters within a residential project and provide bicycle and pedestrian facilities with connections to adjacent commercial properties.

4.2.2 Criterion 2: Funds Mobility

- Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as:
 - Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants?
 - Direct public investment through specially empowered authorities such as Community Development Corporations?
 - Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies?
 - Special tax incentive programs such as Enterprise Zones?
 - Mitigation strategies to fund TCEA mobility strategies?
- Are mobility strategies funded in the CIE?

- Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for funding adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

[No policies in the Collier County TCEA refer to funding mobility.]

Recommendations and Comments

Collier County currently does not include any policies that directly provide for funding mobility within the TCEA. Funding is only indirectly provided by TDM mitigation strategies that are provided by a development seeking a transportation concurrency exception. The city should amend its plan to include policies that designate funding for the TCEA. This may be achieved by describing revenue sources through an assortment of methods: direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants; direct public investment through specially empowered authorities such as Community Development Corporations; redirection of public investment through specially designated, non-profit organizations; developer contributions towards funding the mobility strategies; and/or special tax incentive programs such as Enterprise Zones. Short term improvements should be funded in the CI schedule of the CIE. Finally, the plan needs to establish performance measures to adequately fund mobility strategies that address the specific goals of the TCEA.

4.2.3 Criterion 3: Strategies Support Purpose of Designation

- Is the purpose of the designation made clear in the policy or policies that designate the TCEA?
- Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)?
- Does the plan establish performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

FLUE, Policy 2.4. Pursuant to Rule 9J-5.0055(6)(a) 3., Florida Administrative Code and the Urban Infill and Urban Redevelopment Strategy contained in this Element, development located within the South U.S. 41 Transportation Concurrency Exception Area (TCEA) (See Map TR-4) may be exempt from transportation concurrency requirements, so long as impacts to the transportation system are mitigated using the procedures set forth in Policies 5.5 and 5.6 of the Transportation Element.

Developments within the South U.S. 41 TCEA that obtain an exception from concurrency requirements for transportation, pursuant to the certification process described in Transportation Element, Policy 5.6, and that include affordable housing (as per Section 2.7.7 of the Collier County Land Development Code, as amended) as part of their plan of development shall not be subject to the Traffic Congestion Density Reduction as contained in the Density Rating System of this Element.

Developments within the South U.S. 41 TCEA that do not obtain certification pursuant to Policy 5.6 of the Transportation Element shall meet all concurrency requirements. Whether or not a concurrency exception is requested, developments shall be subject to a concurrency review for the purpose of reserving capacity for those trips associated with the development and maintaining accurate counts of the remaining capacity on the roadway network.

TE, Policy 5.5. Pursuant to Rule 9J-5.0055(6)(a)3., Florida Administrative Code and the Urban Infill and Urban Redevelopment Strategy contained in the Future Land Use Element of the Plan, the South U.S. 41 Transportation Concurrency Exception Area (TCEA) is hereby designated. Development located within the South U.S. 41 TCEA (MapTR-4) may be exempt from transportation concurrency requirements, as long as impacts to the transportation system are mitigated using the procedures below.

1. Any proposed development within the concurrency exception area that would reduce the LOS on Florida Intrastate Highway System (FIHS) roadways within the County by more than 5 percent of the capacity at the adopted LOS standard shall meet the transportation concurrency requirements specified in Capital Improvement Element, Policy 1.5.3.

2. Any proposed development within the concurrency exception area that would reduce the LOS on FIHS roadways within the County by less than 5 percent of the capacity at the adopted LOS standard and meets the requirements identified below in Policy 5.6 are exempt from the transportation requirements of Capital Improvement Element, Policy 1.5.3.

TE, Policy 5.6. *Commercial developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation will provide certification from the Transportation Planning Division that at least four of the following Transportation Demand Management (TDM) strategies will be utilized:*

- a) Preferential parking for carpools and vanpools that is expected to increase the average vehicle occupancy for work trips generated by the development.*
- b) Parking charge that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.*
- c) Cash subsidy that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.*
- d) Flexible work schedules that are expected to reduce peak hour automobile work trips generated by the development.*
- e) Compressed work week that would be expected to reduce vehicle miles of travel and peak hour work trips generated by the development.*
- f) Telecommuting that would reduce the vehicle miles of travel and peak hour work trips generated by the development.*
- g) Transit subsidy that would reduce auto trips generated by the development and increase transit ridership.*
- h) Bicycle and pedestrian facilities that would be expected to reduce vehicle miles of travel and automobile work trips generated by the development.*
- i) Including residential units as a portion of a commercial project that would reduce vehicle miles of travel.*

Residential developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation shall obtain certification that at least three of the following Transportation Demand Management (TDM) strategies will be utilized:

- a) Including neighborhood commercial uses within a residential project.*

b) Providing transit shelters within the development (shall be coordinated with Collier County Transit).

c) Providing bicycle and pedestrian facilities with connections to adjacent commercial properties.

d) Including affordable housing (minimum of 25 percent of the units) within the development.

e) Vehicular access to adjacent commercial properties with shared commercial and residential parking.

An applicant seeking an exception from concurrency requirements for transportation through the certification mentioned above shall submit an application to the Transportation Division Administrator on forms provided by the Division. Binding commitments to utilize any of the above techniques relied upon to obtain certification shall be required as a condition of development approval.

Developments within the South U.S. 41 TCEA that do not obtain certification shall meet all concurrency requirements. Whether or not a concurrency exception is requested, developments will be subject to a concurrency review for the purpose of reserving capacity for those trips associated with the development and maintaining accurate counts of the remaining capacity on the roadway network.

Supplemental Information

The following section was taken from the Question and Answers section on www.co.colliergov.net:

Q: What is a Transportation Concurrency Management Area (TCMA) and what is a Transportation Concurrency Exception Area (TCEA)?

A: *Transportation Concurrency Management Areas (TCMA) and Transportation Concurrency Exception Areas (TCEA) are alternative concurrency management systems authorized by Florida Statutes to regulate increased traffic volume created by new development while also promoting affordable housing and redevelopment programs as well as development policies designed to control urban sprawl. These systems are used to manage growth-related impacts to transportation facilities on an area-wide basis rather than on a link-by-link basis.*

A TCEA is designed to reduce the adverse impact transportation concurrency may have on urban sprawl control policies and redevelopment. One such area was established for the County. Development located within the boundaries of the South U.S. 41 TCEA is

exempt from transportation concurrency requirements so long as impacts to the transportation system are mitigated using Transportation Demand Management strategies enumerated in the [Land Development Code (LDC)].

*The County has also established one Transportation Concurrency Exception Area or TCEA. Rule 9J-5 authorizes the establishment of TCEAs as a means to provide administrative flexibility to reduce the adverse impacts that concurrency may have on urban infill*** development and redevelopment. The TCEA is an effective alternative concurrency management strategy for an area that is largely built out and for which the jurisdiction has identified a need to promote redevelopment. The TCEA, which centers on US 41 East from approximately Davis Boulevard to Rattlesnake Hammock Road, encompasses more than 50 percent of the Bayshore Triangle Redevelopment District. Physical limitations on the County's ability to increase the capacity of US 41 East make it desirable to maximize administrative flexibility to ensure real-time concurrency does not place undesirable obstacles in front of the district's redevelopment efforts. Rule 9J-5 requires that the TCEA contain less than 10 percent vacant land; only 4.8 percent of the property in this area is undeveloped.*

Recommendations and Comments

Collier County specifically designates its TCEA in the Future Land Use Element (FLUE) Policy 2.4 and the Transportation Element (TE) Policy 5.5 of the comprehensive plan. In FLUE 2.4, the state policy on urban infill and urban redevelopment TCEAs is referenced, but the purpose of the TCEA is not explicitly stated. The County promotes infill development by using transportation concurrency exceptions as an incentive to build new development and/or affordable housing units within the TCEA. Supplemental documents do address the performance measures that can be used for urban infill TCEAs. The comprehensive plan includes a map outlining the exact location of the TCEA. The County website outlines the specifics of an urban infill TCEA in the frequently asked questions section (see Supplemental Information above), but the LGCP does not clearly indicate that the TCEA is established to promote or support redevelopment. For example, the County does not designate a redevelopment area under § 163.330 F.S. Furthermore, the comprehensive plan lacks any establishment of performance measures to ensure that the goals of the TCEA support the purpose of the designation.

4.2.4 Criterion 4: Includes Alternative Modes

- Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit use to ensure mobility?
- Does the plan include a mode-split goal for alternative modes?

- Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as:
 - Pedestrian, bicycle and transit QOS?
 - Transit network coverage?
 - Transit span of service?
 - Bicycle network coverage?
 - Pedestrian network coverage?
 - Reduction in the amount of vehicle miles traveled?
 - Rates of internal capture?
- Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of F.A.C. §9J-5.019 (c) (5))?
- Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as:
 - Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes?
 - Parking management?
- Does the plan identify short-term and long-term strategies and projects for implementation of each mode?
- Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

TE, Policy 5.6: *Commercial developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation will provide certification from the Transportation Planning Division that at least four of the following Transportation Demand Management (TDM) strategies will be utilized:*

a) Preferential parking for carpools and vanpools that is expected to increase the average vehicle occupancy for work trips generated by the development.

b) Parking charge that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.

- c) Cash subsidy that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.*
- d) Flexible work schedules that are expected to reduce peak hour automobile work trips generated by the development.*
- e) Compressed work week that would be expected to reduce vehicle miles of travel and peak hour work trips generated by the development.*
- f) Telecommuting that would reduce the vehicle miles of travel and peak hour work trips generated by the development.*
- g) Transit subsidy that would reduce auto trips generated by the development and increase transit ridership.*
- h) Bicycle and pedestrian facilities that would be expected to reduce vehicle miles of travel and automobile work trips generated by the development.*
- i) Including residential units as a portion of a commercial project that would reduce vehicle miles of travel.*

Residential developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation shall obtain certification that at least three of the following Transportation Demand Management (TDM) strategies will be utilized:

- a) Including neighborhood commercial uses within a residential project.*
- b) Providing transit shelters within the development (shall be coordinated with Collier County Transit).*
- c) Providing bicycle and pedestrian facilities with connections to adjacent commercial properties.*
- d) Including affordable housing (minimum of 25 percent of the units) within the development.*
- e) Vehicular access to adjacent commercial properties with shared commercial and residential parking.*

Supplemental Information:

TE, OBJECTIVE 4: *The County shall provide for the safe and convenient movement of pedestrians, and motorized and non-motorized vehicles through the implementation of the Collier County Comprehensive Pathway Plan.*

TE, Policy 4.1: *The County shall, incorporate the Collier County Comprehensive Pathway Plan by reference and update the Plan as needed.*

TE, Policy 4.2: *The County shall provide for support services, and resources within the Collier County Metropolitan Planning Organization to coordinate the Bicycle/Pedestrian Program.*

TE, Policy 4.3: *The County shall provide an interconnected and continuous bicycle and pedestrian system by making the improvements identified on the 2020 Pathway Facilities Map series as funds permit. The County's pathway construction program should be consistent with the Comprehensive Pathway Plan. The Pathway Advisory Committee shall, to the maximum extent feasible, provide recommendations on the choice of projects to be included in the pathway construction program, and the order in which they are constructed.*

TE, Policy 4.4: *The County shall annually adopt a 5 Year Pathway Work Program which establishes pathway priorities to retrofit existing streets to accommodate bicycles and pedestrians.*

TE, Policy 4.5: *The County shall, to the greatest extent possible, identify state and federal funds and provide local funds for the implementation of the 5 Year Pathway Work Program.*

TE, Policy 4.6: *The County shall provide for the safe movement of motorized vehicles through implementation of its Land Development Code and highway design standards ordinances and shall incorporate bike lanes, sidewalks and pathways as deemed appropriate in new construction and reconstruction of roadways.*

TE, Policy 4.7: *The County shall incorporate bike lanes in roadway resurfacing projects as is physically possible and will not result in a safety or operational problem.*

TE, Policy 4.8: *The County shall follow the most current bicycle and pedestrian facilities design and construction standards developed by the Florida Department of Transportation to the extent which is physically and safely possible.*

Recommendations and Comments

The Transportation Element of the comprehensive plan includes an objective that addresses pedestrian, motorized, and bicycle transportation for the County in general. The policies of TE Objective 4 establish the Comprehensive Pathway Plan as the means to address alternative modes of transportation. This policy addresses the need for bicycle and pedestrian facilities, and gives priority to retrofitting existing streets to accommodate bicycles and pedestrians. However this is general language that does not address specific requirements of the TCEA.

Collier County creates a TDM program for its TCEA that requires new development or redevelopment to support alternative modes of transportation. This policy, TE Policy 5.6, provides options to developers to select from a separate set of options for commercial and residential development. These options only indirectly address the need for connectivity between various types of land use. Collier County should develop policies requiring bicycle and pedestrian provisions and performance measures to adequately address the specific goals of the TCEA.

Collier County must include mass transit as part of its TCEA mitigation. Currently the TCEA has three bus stop facilities along Tamiami Trail, one on Davis Boulevard, and one on Bayshore Drive¹ (CAT Index Map, 2006). Thus, large areas of the TCEA are not located within a reasonable walking distance of these bus routes. Provisions for mass transit are required by the new statute. The addition of mass transit to the TCEA would significantly increase mobility.

The plan's objectives and policies that address alternative modes of transportation could be improved by incorporating mode-split goals and establishing performance measures for evaluating those goals within the TCEA. The language should be strengthened to require the development of bicycle lanes, sidewalks, and pathways; as currently stated, these facilities are required "as deemed appropriate." As part of the amendment, the County could directly link mode-split goals or other performance measures to the TCEA.

4.2.5 Criterion 5: Demonstrates How Mobility Will Be Provided

- Does the plan specify how policies related to supporting mobility will be implemented?
- Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment?

¹ At the time of publication, current data on bus stop facilities in Collier County was unavailable thus proximity of bus facilities to employment and residence was not analyzed.

- Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit?
- Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies?
- Does the plan establish performance measures for mobility within the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

CIE, Policy 1.5.3: *The concurrency requirement of the Transportation Level of Service Standards of this Growth Management Plan will be achieved or maintained if any one of the following standards of the Concurrency Management System is met:*

E. The final local development order is for a project located within a TCEA or TCMA designated pursuant to this Plan and meets the applicable requirements of Policies through 5.8 of the Transportation Element.

TE, Policy 5.1: *The County Commission will review all rezone requests, SRA designation applications, conditional use petitions, and proposed amendments to the Future Land Use Element (FLUE) affecting the overall County-wide density or intensity of permissible development, with consideration of their impact on the overall system, and shall not approve any such request that significantly impacts a roadway segment already operating and/or projected to operate at an unacceptable Level of Service within the five year planning period, unless specific mitigating stipulations are approved. Traffic analyses to determine significant project impact shall use the following to determine the study area:*

a. On links (roadway segments) directly accessed by the project where project traffic is equal to or exceeds 3 percent of the adopted LOS standard service volume;

b. For links adjacent to links directly accessed by the project where project traffic is equal to or exceeds 3 percent of the adopted LOS standard service volume;

c. For all other links the project traffic is considered to be significant up to the point where it is equal to or exceeds 5 percent of the adopted LOS standard service volume.

TE, Policy 5.2: Project traffic that is 1 percent or less of the adopted peak hour service volume represents a de minimus impact. Authorization of development with a de minimus impact shall be pursuant to Section 163.3180(6), Florida Statutes.

TE, OBJECTIVE 12: The County shall encourage the efficient use of transit services now and in the future.

TE, Policy 12.1: The Collier County Metropolitan Planning Organization, through the Transportation Disadvantaged Program shall assist the local community transportation coordinator in the implementation of the most efficient and effective level of service possible for the transportation disadvantaged.

TE, Policy 12.2: The County Transportation Division and the Collier County Metropolitan Planning Organization shall coordinate the development and maintenance of transit development plans with the Florida Department of Transportation.

TE, Policy 12.8: Any adopted transit development plan shall include an acceptable level of service standard for transit facilities.

FLUE, Section II, Density Rating System

b. Density Reduction

Consistency with the following characteristic would subtract density:

1. Traffic Congestion Area

If the project is within the Traffic Congestion Area, an area identified as subject to long range traffic congestion, 1 dwelling unit per gross acre would be subtracted. The Traffic Congestion Boundary is shown on the Future Land Use Map and consists of the western coastal Urban Designated Area seaward of a boundary marked by Airport-Pulling Road (including an extension north to the Lee County boundary), Davis Boulevard, County Barn Road, and Rattlesnake Hammock Road consistent with the Mixed Use Activity Center's residential density band located at the southwest quadrant of the intersection of Rattlesnake Hammock Road and County Road 951 (including an extension to the east). Properties adjacent to the Traffic Congestion Area shall be considered part of the Traffic Congestion Area if their only access is to a road forming the boundary of the Area; however, if that property also has an access point to a road not forming the boundary of the Traffic Congestion Area it will not be subject to the density reduction. Furthermore, the density reduction shall not apply to developments located within the South U.S. 41 TCEA (as identified within Transportation Element, Map TR-4, and Transportation Element, Policies 5.5 and 5.6, and FLUE Policy 2.4) that obtain an exception from concurrency

requirements for transportation, pursuant to the certification process described in Transportation Element Policy 5.6, and that include affordable housing (as per Section 2.7.7 of the Collier County Land Development Code, as amended) as part of the plan of development.

Recommendations and Comments

Collier County's comprehensive plan demonstrates how mobility within the TCEA will be provided in terms of public transit and density standards. Transportation Element Objective 12 states that the County should "encourage the efficient use of transit services," and Policy 12.2 states that the County will "coordinate the development and maintenance of transit development plans" with the FDOT. By planning for transit services for the present and future, Collier County makes transit a priority within the County. However, Collier County should specifically discuss public transit services within the TCEA or identify how the Transit Development Plan will apply in the TCEA.

Individual pieces of the comprehensive plan contribute to meeting the criteria of alternative modes of transportation, urban design, density and intensity, mix of land uses, and network connectivity. The FLUE discusses density requirements and expressly exempts the TCEA from complying with density reductions. TE Policy 5.1 outlines LOS standards for roadways affecting a development project and discusses the potential impact new growth could have on intensity and density to the County. These policies offer a basic connection among the required elements, but the County should improve coordination by addressing the unique mobility needs of the TCEA through a specific set of policies. By amending the plan to directly connect the various components of TCEA regulation, the County can demonstrate how new development should be handled within the TCEA and in areas affecting the TCEA. The amendment should address specific requirements for development to ensure a seamless network for all modes of mobility within and around the TCEA.

The TE provides performance measures that can be used for mobility standards within the TCEA for vehicles. Policies 5.1 and 5.2 offer LOS standards for roadway segments and area wide transportation. The County should enhance its comprehensive plan by creating LOS standards for transportation within the TCEA on all modes of transportation and by doing so create adequate measures of mobility.

4.2.6 Criterion 6: Addresses Urban Design

- Does the plan link urban design policies to the support of alternative modes of transportation?
- Does the plan specifically provide for TOD in the TCEA?

- Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel?
- Does the plan require and provide detailed design standards specific to development within the TCEA?
- Does the plan establish performance measures for Urban Design within the TCEA?
- Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

[No policies address urban design in Collier County's TCEA.]

Recommendations and Comments

The TCEA provisions in the Collier County Comprehensive Plan do not address urban design. An amendment to the comprehensive plan describing the objectives, standards, and minimum requirements concerning urban design is necessary, in addition to identifying how these design standards will support mobility.

4.2.7 Criterion 7: Considers Appropriate Land Use Mix

- Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities?
- Does the plan require mixed-use zoning?
- Does the plan consider school siting in the treatment of land-use mix?
- Does the plan identify specific ratios of mixed-use developments for the TCEA?
- Does the plan establish performance measures for Land Use Mix within the TCEA?
- Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

[No policies directly address appropriate land use mixes for Collier County's TCEA.]

Recommendations and Comments

The only policy that discusses land use mix is the TDM provisions of the Transportation Element, which allow a mix of land use as one of the choices of TDM strategies. Collier County's comprehensive plan does not address appropriate land use mixes within the TCEA nor does it require a land use mix. With the updated TCEA state requirements, Collier County should amend its plan to include the following information: the types of land uses, including employment, residential, and supporting activities, minimum mixes and densities for development, and future goals to be achieved. The County should require mixed-use zoning, consider school siting in the treatment of land-use mix, and establish performance measures for a land use mix that are adequate to address the specific goals of the TCEA.

Table 21 shows that Collier County has a jobs to population ratio (0.95464) that falls outside of the FDOT recommended range of 1:1 to 3:1 for multimodal potential (FDOT 2004). It is necessary that Collier County increases the employment level to make multimodal transportation viable.

Figure 31, created from Collier County Geographic Information Systems data, shows the percentage composition of three major categories of land use within the TCEA. All three land use categories fall within the recommended ranges supplied in the MMTD Handbook (5-15 percent for parks/recreational/open, 30-70 percent for office/commercial, and 20-60 percent for residential). Additionally, only 30 acres of vacant residential and 78 acres of vacant commercial land remain within the TCEA (see Figures 32 and 33). The lack of vacant land for new development indicates infill and redevelopment are the only options for practical growth within the area. Figure 36 offers a more detailed review of current land use. Residential and retail/office space dominate land uses.

Table 14: Collier County TCEA Jobs to Population Comparison

Collier County	
Single Family Pop.	3,409
Multi-Family Pop.	7,626
Total Pop	11,035
Total Employment	11,538
Jobs to Population	0.9564
Area	1,073

Pop:	Jobs
1:	1.05

Figure 31: Collier County TCEA Land Use Proportions

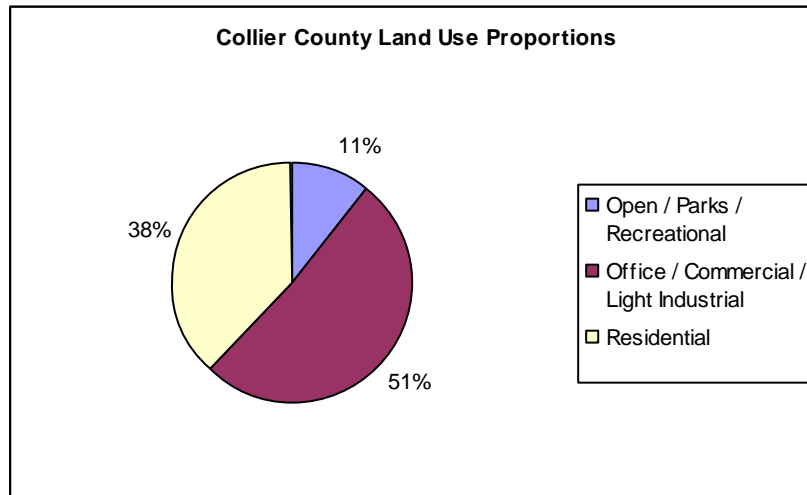


Figure 32: Collier County TCEA Residential Land Designations

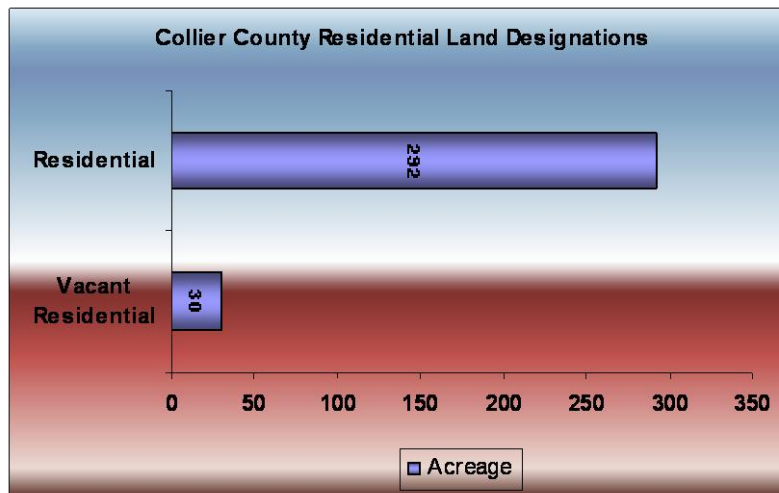


Figure 33: Collier County TCEA Nonresidential Land Designations

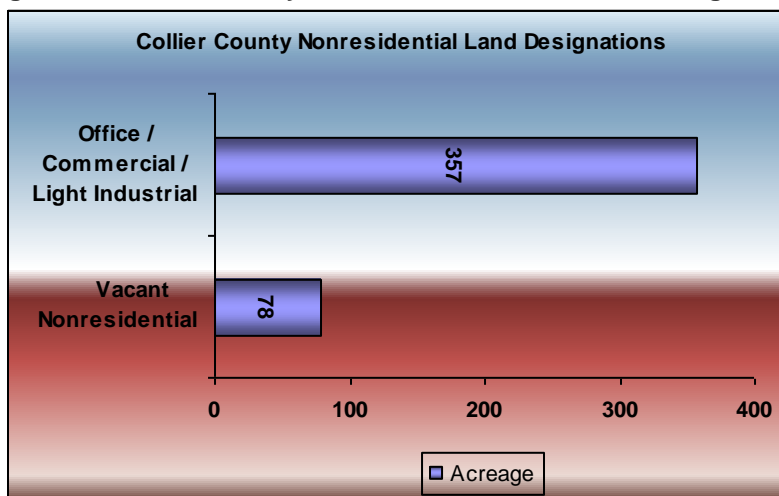
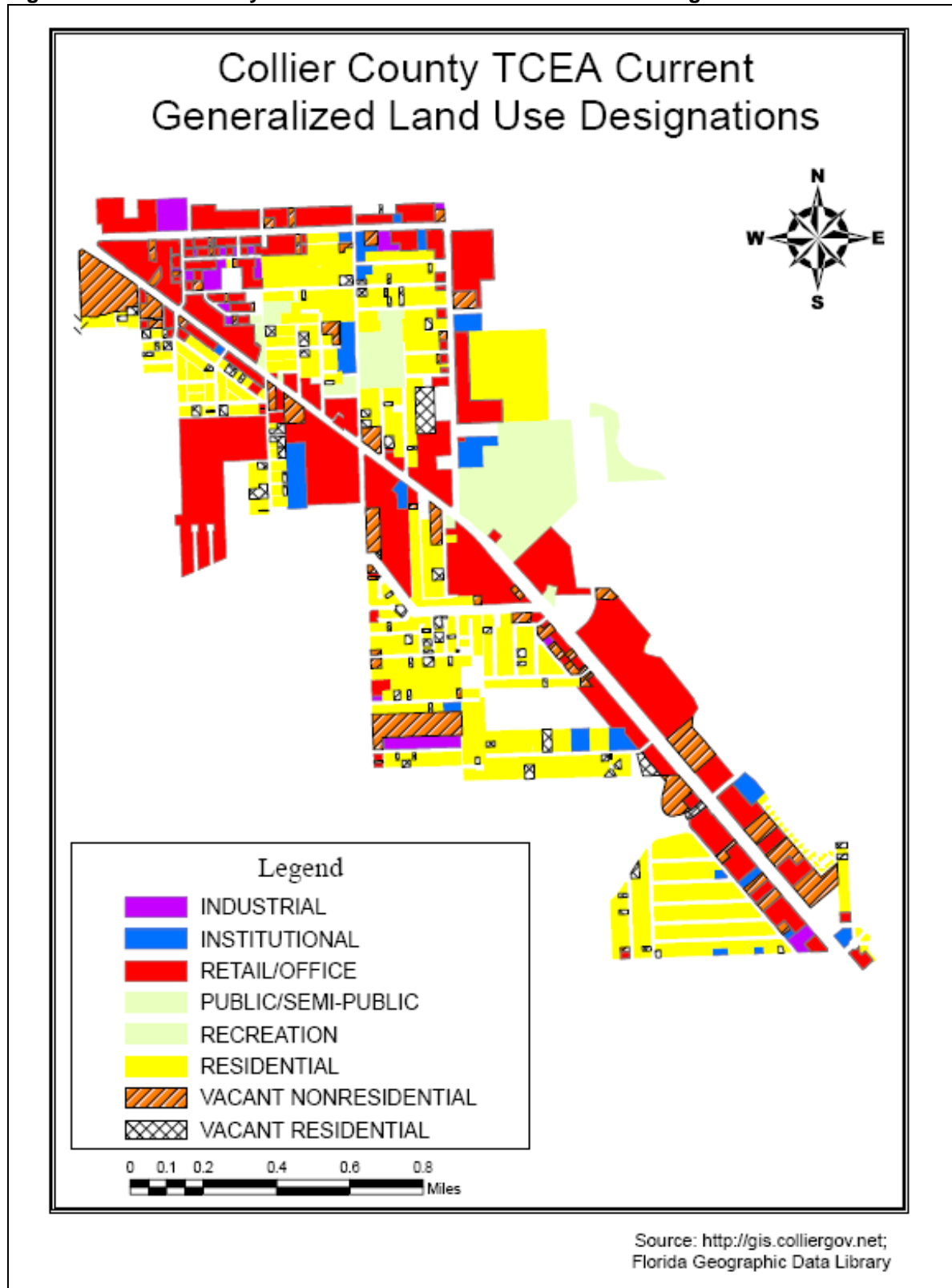


Figure 34: Collier County TCEA Current Generalized Land Use Designations



4.2.8 Criterion 8: Addresses Intensity and Density

- Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density no less than 5 du/acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- Does the plan establish performance measures for intensity and density within the TCEA?
- Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

FLUE, Section II, Density Rating System

b. Density Reduction:

1. Traffic Congestion Area:

If the project is within the Traffic Congestion Area, an area identified as subject to long range traffic congestion, 1 dwelling unit per gross acre would be subtracted. The Traffic Congestion Boundary is shown on the Future Land Use Map and consists of the western coastal Urban Designated Area seaward of a boundary marked by Airport-Pulling Road (including an extension north to the Lee County boundary), Davis Boulevard, County Barn Road, and Rattlesnake Hammock Road consistent with the Mixed Use Activity Center's residential density band located at the southwest quadrant of the intersection of Rattlesnake Hammock Road and County Road 951 (including an extension to the east). Properties adjacent to the Traffic Congestion Area shall be considered part of the Traffic Congestion Area if their only access is to a road forming the boundary of the Area; however, if that property also has an access point to a road not forming the boundary of the Traffic Congestion Area it will not be subject to the density reduction. Furthermore, the density reduction shall not apply to developments located within the South U.S. TCEA (as identified within Transportation

Element, Map TR-4, and Transportation Element, Policies 5.5 and 5.6, and FLUE Policy 2.4) that obtain an exception from concurrency requirements for transportation, pursuant to the certification process described in Transportation Element Policy 5.6, and that include affordable housing (as per Section 2.7.7 of the Collier County Land Development Code, as amended) as part of the plan of development. This reduction shall likewise not be applied to developments within the Northwest and East-Central TCMA's that meet the requirements of FLUE Policies 6.1 through 6.5, and Transportation Element, Policies 5.7 and 5.8, and that include Affordable Housing (as per Section 2.7.7 of the Collier County Land Development Code, as amended) as part of the plan of development.

FLUE, Policy 2.4:

1. Developments within the South U.S. 41 Traffic Concurrency Exception Area (TCEA) that obtain an exception from concurrency requirements for transportation, pursuant to the certification process described in Transportation Element, Policy 5.6, and that include affordable housing as part of their plan of development are not subject to the Traffic Congestion Density Reduction as contained in the Density Rating System of the Future Land Use Element.

Supplemental Information

The supplemental information was retrieved from the Evaluation & Appraisal Report of the FLUE.

2.32 Urban Development Pattern – Traffic Congestion Boundary

D. Objective Achievement Analysis:

FLUE Policy 2.4:

This policy was adopted during 2003 as part of the County's Checkbook Transportation Concurrency Management System. The policy contains two provisions relative to the Traffic Congestion Area Reduction Factor.

E. Conclusion:

The sole purpose of Collier County's Density Rating System is to provide a methodology for allocating residential density (i.e., residential units per gross acre) through the development review process. As part of the Density Rating System, the Traffic Congestion Area Boundary Density Reduction Factor was intended as a means of reducing long-range traffic impacts of new development within the coastal urban area. This Density Reduction Factor was not intended to relate to hurricane evacuation (at least, not directly). Additionally, it does not provide any incentive for urban infill development. In fact, it could be regarded as a disincentive to urban infill. However, even in regard to its intended purpose, the Traffic Congestion Area Boundary Reduction Factor has not been effective.

Therefore, as noted in EAR Section 1.5.H, the Collier County Density Rating System is recommended for major revisions, including consideration of the elimination of the Traffic Congestion Boundary Density Reduction Factor.

F. Recommendation:

As part of the EAR-based amendments, this reduction factor will be deleted and replaced with a modified Density Rating System applicable to the Coastal High Hazard Area.

There is one primary reason for this recommendation:

1. A Coastal High Hazard Area Density cap would be more closely related to reduction of hurricane evacuation impacts.

1.5.H: Brief Assessment of Successes & Shortcomings – Future Land Use Element (FLUE)

As part of this EAR (see Section 2.32), staff evaluated the effectiveness of this provision. The Traffic Congestion Area Boundary Density Reduction Factor was intended as a means of reducing long-range traffic impacts of new development within the coastal urban area. As part of the EAR-based amendments, this reduction factor will be deleted and to replaced with a reduction factor relative to the CHHA. The County cites the following reasons for this recommendation:

- 1. It is possible, through density bonuses, to counteract the loss of density caused by the Traffic Congestion Area Reduction Factor. For instance, use of the bonus provision for conversion of commercial zoning can allow a project to be eligible for the maximum allowable density of 16 units per acre.*
- 2. Historically, the majority of projects do not develop to their maximum approved density at any rate.*
- 3. The County has adopted a “checkbook” concurrency system that, in many ways, obviates the need for the Traffic Congestion Reduction Factor.*
- 4. A CHHA density reduction factor would be more closely related to reduction of hurricane evacuation impacts and would not be as much of a disincentive to urban infill, as it would incorporate a smaller portion of the urban area.*

Recommendations and Comments

Collier County does not specify minimum densities or intensities in the TCEA. It simply exempts development within the TCEA from reductions in density. The intensity of development is never mentioned. The plan does not specify where development should be intensified nor does it require density to support the

transit that is provided under the Transit Development Plan. No performance standards for intensity and density are established.

The Traffic Congestion Area (TCA) specifies that all development to the west of the Traffic Congestion Boundary (see Figure 37) must comply with the Traffic Congestion Density Reduction. The current TCA includes all of the TCEA in Collier County, although qualifying developments in the TCEA are exempt from the density reduction. If the EAR recommendations are adopted, the new TCA boundary would change and become concurrent with the Coastal High Hazard Area (see Figure 38). Since most of the TCEA falls outside of the Coastal High Hazard Area, this alteration would lessen the potential impact of density reductions on the TCEA. Part of the TCEA would still remain with the TCA/Coastal High Hazard Area boundary.

The comprehensive plan should specify minimum densities for development in the TCEA, specify areas where development should be intensified, have the densities specified in the plan to support the type of transit available or planned for the TCEA, and establish performance measures for intensity and density adequate to address the specific goals of the TCEA. These policies should support the overall justification of the TCEA. Rather than trying to reduce density for traffic congestion management, the County should encourage density in the TCEA that will support alternative modes of transportation. Currently, the policies in place for reducing density in areas overlapping with and surrounding the TCEA may directly contradict the statutory intentions for multimodal mobility within the TCEA.

The lack of formal requirements for density and intensity within the TCEA results in concentrated, but separated densities of employment and population. This pattern does not promote walkability. This is important because of the dispersal of traffic and demand for transportation is intense in specific areas of the TCEA and may require further regulation in order to adequately provide transit to employees and residents of the area. The combined residential density calculation shown in Table 15 indicates that the TCEA is capable of high multimodal potential (greater than 15 residential units/acre) (FDOT 2003). However, the employment density falls in the low end of the “marginal” range for multimodal potential in the MMTD Handbook. As seen in Figure 36, the employment is concentrated in one section in the northeast. Aside from one small concentration of residential population in the northeast, the residential population is dispersed throughout the TCEA (see Figure 35).

Table 15: Collier County TCEA Residential and Employment Density

Collier County				
	Single Family	Multi-Family	Res. Combined	Employment
Dwelling Units	2,179	6,488	8,667	14,392
Acres	196	114	310	357
Density/Intensity	11	57	28	40

Figure 35: Collier County TCEA Population Density by Census Block

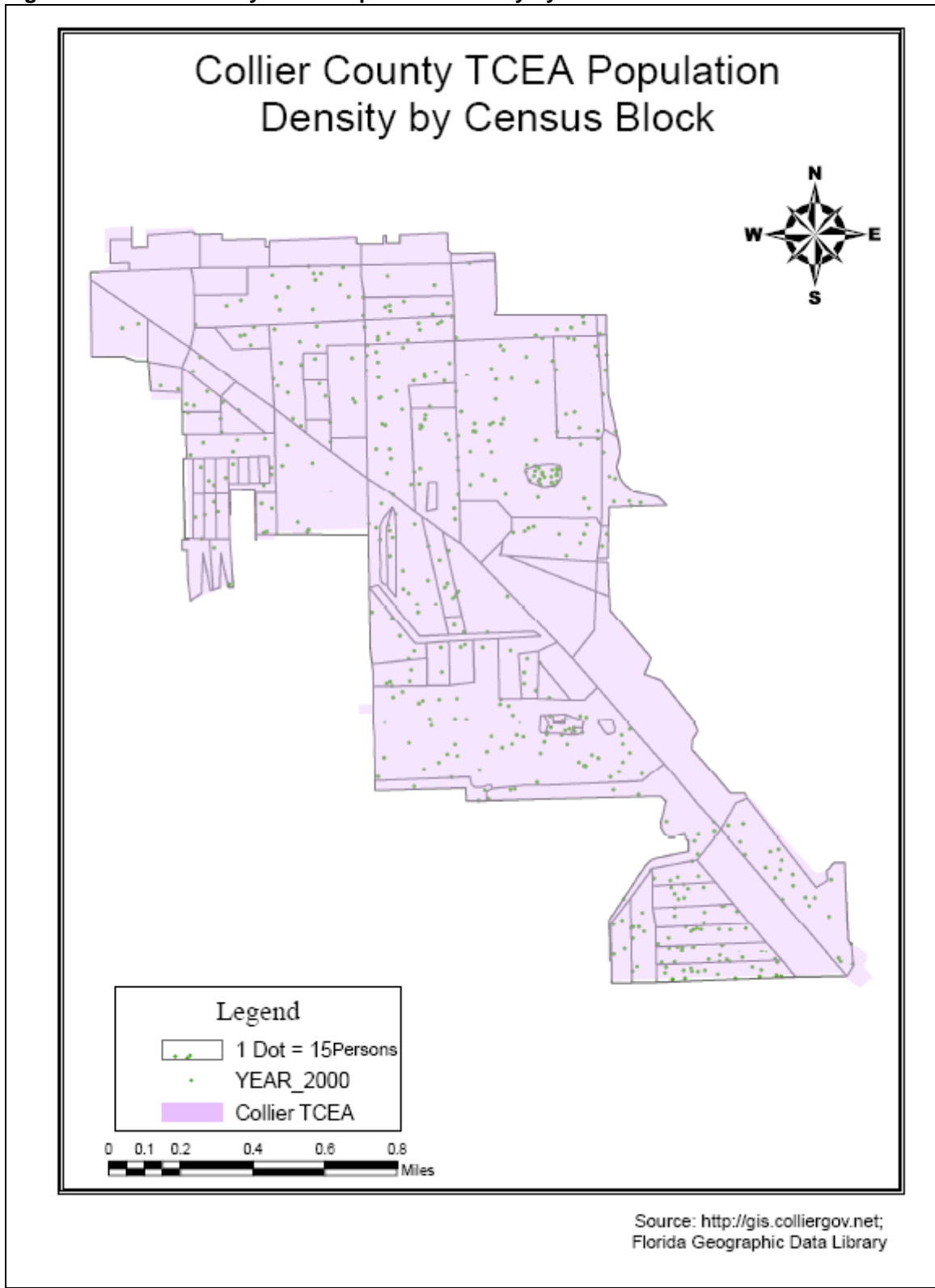


Figure 36: Collier County TCEA Employment Density by Traffic Analysis Zone

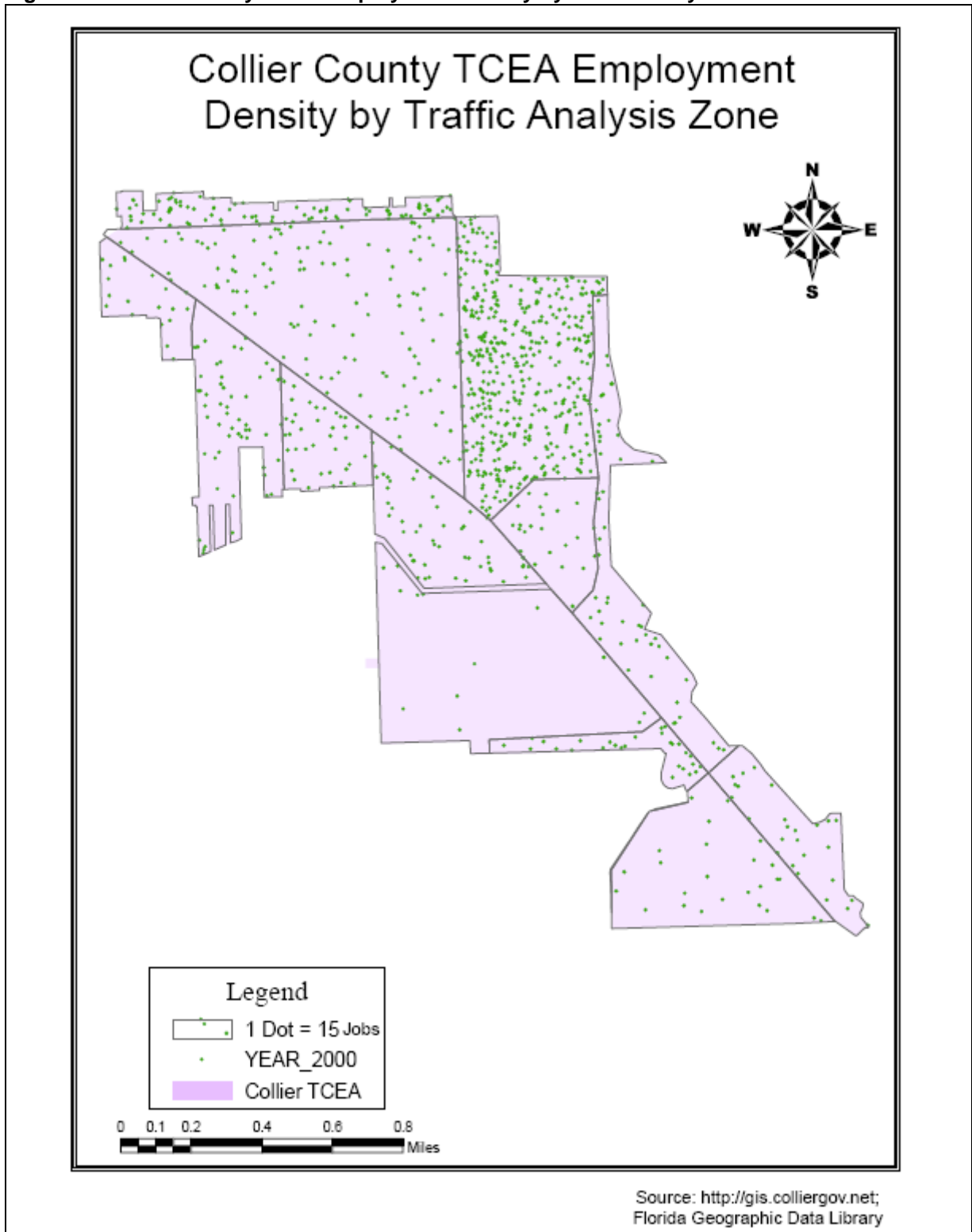


Figure 37: Collier County Transportation Congestion Boundary

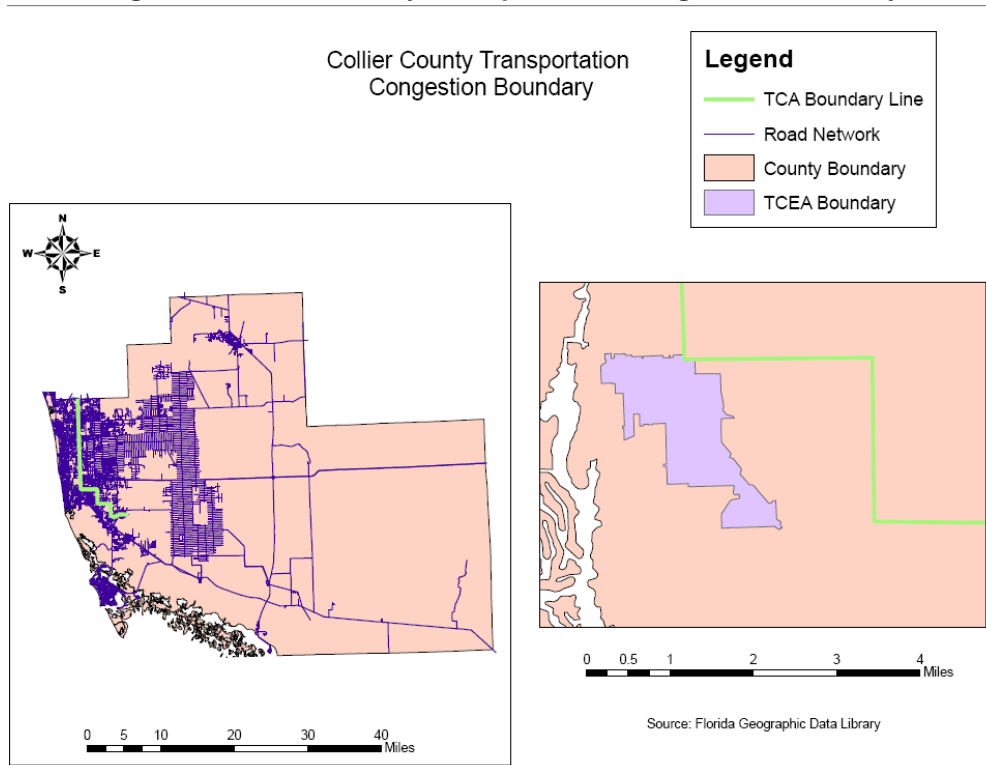
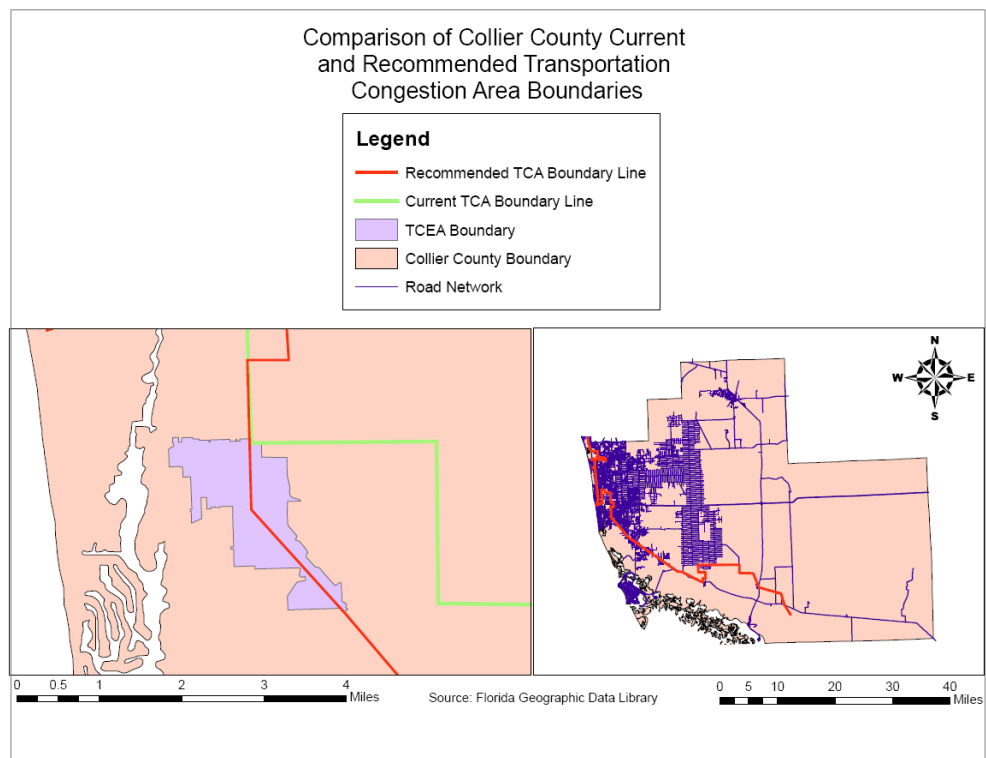


Figure 38: Comparison of Collier County Current and Recommended TCA Boundaries



4.2.9 Criterion 9: Promotes Network Connectivity

- Does the plan require development or redevelopment to provide sidewalks where appropriate?
- Does the plan require development or redevelopment to provide transit stops where appropriate?
- Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures?
- Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system?
- Does the plan require developments where a modal link is provided to connect to internal and external modal systems?
- Does the plan establish performance measures for Network Connectivity within the TCEA?
- Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

TE, OBJECTIVE 9: *The County shall encourage neighborhood involvement and safe and pleasant conditions for the residents, pedestrians, bicyclists and motorists on neighborhood streets, not classified as arterials or collectors through the implementation of the Collier County Neighborhood Traffic Management Program (NTMP).*

TE, Policy 9.1: *The County shall incorporate the Neighborhood Traffic Management Program by reference and update as needed.*

TE, Policy 9.3: *The County shall require, wherever feasible, the interconnection of local streets between developments to facilitate convenient movement throughout the road network.*

TE, Policy 9.4: *The County shall define on a project by project basis, the acceptable amount of rerouted traffic as a result of a traffic management project.*

TE, Policy 9.5: *The County shall route through traffic to the major roadways designated in the Transportation Element of the Collier County Growth Management Plan.*

TE, Policy 9.6: *The County shall review impacts on emergency vehicle access or response time to neighborhoods.*

TE, Policy 9.7: *Roadways identified as collector or arterial facilities are not eligible for the NTMP.*

TE, Policy 9.8: *The County shall consider a variety of traffic calming devices to achieve the NTMP'S objectives for a project. Such traffic calming devices shall be planned and designed in conformance with sound engineering and planning practices. Primary funding for such plans shall come from the local funding initiatives such as MSTUs [Municipal Services Taxing Units] or MSTBUs [Municipal Services Taxing and Benefit Units] for the area to benefit from the traffic calming.*

TE, Policy 9.9: *To implement the NTMP, certain procedures shall be followed in processing neighborhood traffic management requests in accordance with applicable codes and related policies and within the limits of available resources. At a minimum, the procedures shall provide for:*

- submittal of project proposals;*
- evaluation of proposals by staff;*
- citizen participation in plan development and evaluation;*
- methods of temporarily testing traffic management plans when needed;*
- communication of any test results and specific findings to area residents and affected neighborhood organizations before installation of permanent traffic calming devices; and*
- appropriate County Commission review.*

Recommendations and Comments

TE Objective 9 of Collier County's comprehensive plan promotes safe and pleasant conditions on neighborhood streets. The policies within the objective describe a program that coordinates connectivity for automotive, pedestrian, and non-motorized forms of transportation referred to as the Collier County Neighborhood Traffic Management Program (NTMP). However, the policies mainly discuss interconnectivity of neighborhood facilities, and do not specifically direct action within the TCEA. To improve the plan in order to comply with state TCEA requirements, the County should amend the comprehensive plan to address the network connectivity between and among all modes. This may be accomplished through requirements for development or redevelopment in the TCEA to support multimodal network connectivity in their site design. This should

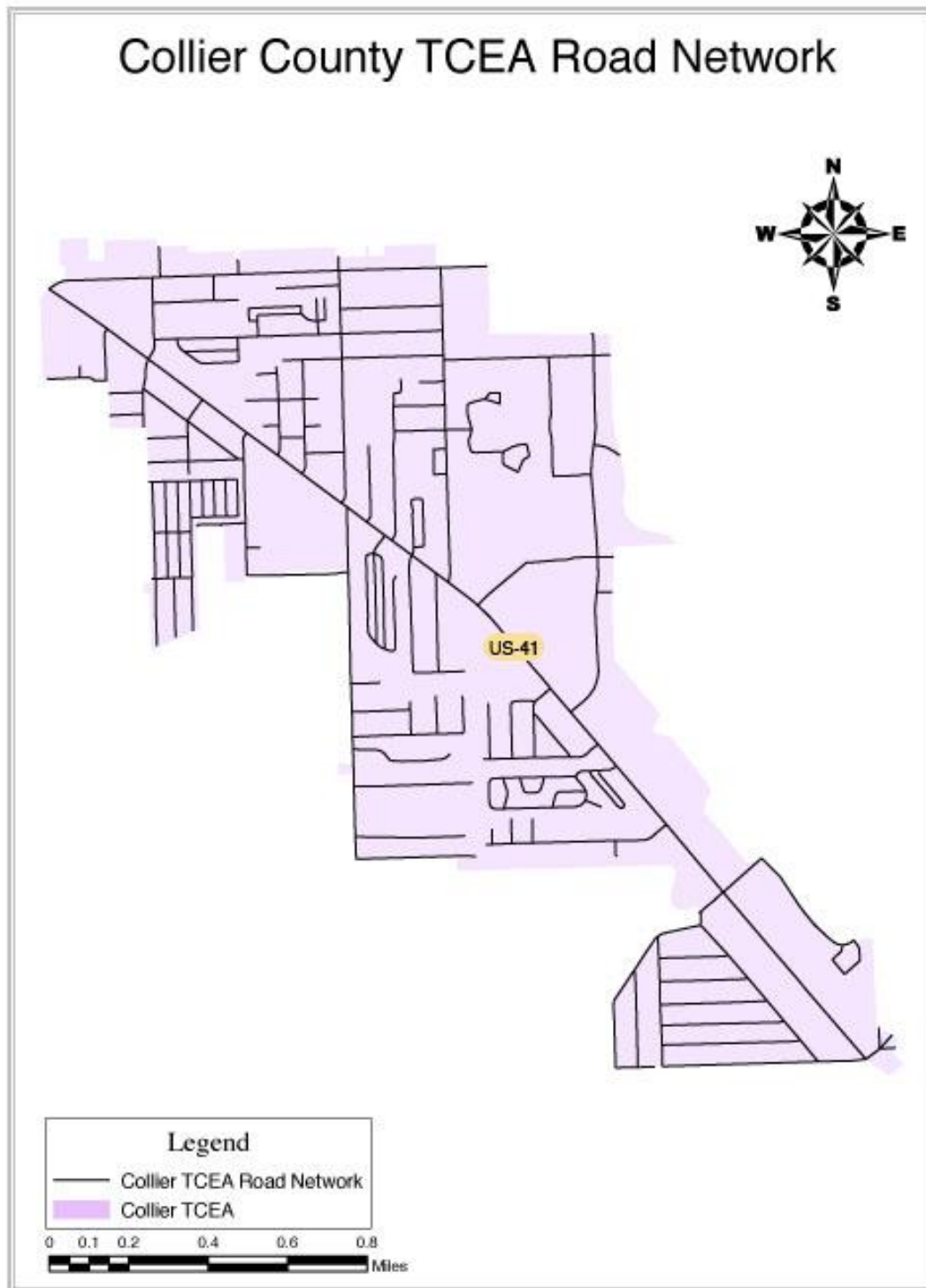
be applicable to all facilities within the TCEA within neighborhoods or arterials (minor and principal) or collectors. It must identify how these modes will connect to external regional systems. The County should also establish standards to measure multimodal network connectivity in the TCEA.

The number of polygons per square mile within Collier County's TCEA is 35.79 (See Table 16). This is notably fewer than the recommended number (50) sought in the evaluation criteria. The problem with having too few polygons is that connectivity for all modes is more difficult to achieve because distances between jobs, residences, and transit facilities may be too great. As shown in Figure 39 below, the lack of definitive and detailed connectivity policies for the TCEA results in poor road network connectivity throughout the majority of the area. Particularly in the northern half of the TCEA, the majority of the roads are cul-de-sacs and lack organized structure to promote connectivity among all modes of transportation. This street pattern concentrates automobile traffic on a small number of arterials and does not support all modes of transportation. As such it must specifically be prohibited or limited within the TCEA.

Table 16: Collier County TCEA Network Connectivity Polygon Analysis

Collier County			
Network	# of Polygons	Square Miles	Polygons/Sq Mile
Road	60	1.6765625	35.79

Figure 39: Collier County TCEA Road Network



Source: <http://gis.colliergov.net>

4.2.10 Criterion 10: Plans to Mitigate Effects on Strategic Intermodal Systems (SIS)

- Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question?
- Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities?
- Does the plan require development or redevelopment with the potential to impact SIS facilities to enact TDM or TSM policies?
- Does the Transportation Element and/or the Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities?

The following excerpts from the Collier County Comprehensive Plan pertain to this criterion:

TE, Policy 5.5: Pursuant to Rule 9J-5.0055(6)(a)3., Florida Administrative Code and the Urban Infill and Urban Redevelopment Strategy contained in the Future Land Use Element of the Plan, the South U.S. 41 Transportation Concurrency Exception Area (TCEA) is hereby designated. Development located within the South U.S. 41 TCEA (MapTR-4) may be exempt from transportation concurrency requirements, as long as impacts to the transportation system are mitigated using the procedures below.

1. Any proposed development within the concurrency exception area that would reduce the LOS on Florida Intrastate Highway System (FIHS) roadways within the County by more than 5 percent of the capacity at the adopted LOS standard shall meet the transportation concurrency requirements specified in Capital Improvement Element, Policy 1.5.3.

2. Any proposed development within the concurrency exception area that would reduce the LOS on FIHS roadways within the County by less than 5 percent of the capacity at the adopted LOS standard and meets the requirements identified below in Policy 5.6 are exempt from the transportation requirements of Capital Improvement Element, Policy 1.5.3.

TE, Policy 5.6: Commercial developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation will provide certification from the Transportation Planning Division that at least four of the following Transportation Demand Management (TDM) strategies will be utilized:

- a) Preferential parking for carpools and vanpools that is expected to increase the average vehicle occupancy for work trips generated by the development.*
- b) Parking charge that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.*
- c) Cash subsidy that is expected to increase the average vehicle occupancy for work trips generated by the development and/or increase transit ridership.*
- d) Flexible work schedules that are expected to reduce peak hour automobile work trips generated by the development.*
- e) Compressed work week that would be expected to reduce vehicle miles of travel and peak hour work trips generated by the development.*
- f) Telecommuting that would reduce the vehicle miles of travel and peak hour work trips generated by the development.*
- g) Transit subsidy that would reduce auto trips generated by the development and increase transit ridership.*
- h) Bicycle and pedestrian facilities that would be expected to reduce vehicle miles of travel and automobile work trips generated by the development.*
- i) Including residential units as a portion of a commercial project that would reduce vehicle miles of travel.*

Residential developments within the South U.S. 41 TCEA that choose to obtain an exception from concurrency requirements for transportation shall obtain certification that at least three of the following Transportation Demand Management (TDM) strategies will be utilized:

- a) Including neighborhood commercial uses within a residential project.*
- b) Providing transit shelters within the development (shall be coordinated with Collier County Transit).*
- c) Providing bicycle and pedestrian facilities with connections to adjacent commercial properties.*
- d) Including affordable housing (minimum of 25 percent of the units) within the development.*

e) Vehicular access to adjacent commercial properties with shared commercial and residential parking.

CIE, Policy 1.5.3: *The concurrency requirement of the Transportation Level of Service Standards of this Growth Management Plan will be achieved or maintained if any one of the following standards of the Concurrency Management System is met:*

E. The final local development order is for a project located within a TCEA or TCMA designated pursuant to this Plan and meets the applicable requirements of Policies through 5.8 of the Transportation Element.

Recommendations and Comments

Collier County's comprehensive plan discusses the potential impact TCEA development may have on FIHS facilities. Although the plan should be updated to reflect the establishment of SIS facilities, it provides appropriate and useful guidelines for how development should be handled given different levels of impact to the SIS in question. Collier County's TCEA does not directly impact any SIS facilities so it is not necessary to identify any existing SIS facilities within the County in the comprehensive plan section for TCEAs according to DCA's evaluation. However, the County should meet with FDOT prior to updating its TCEA to reconfirm this determination.

The plan establishes an LOS for FIHS facilities consistent with the state's LOS for the facilities within TE Policy 5.5. TE Policy 5.6 institutes TDM strategies as a method to mitigate effects on SIS facilities. To further mitigate effects, the County should establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities. Other measures the County could take to mitigate effects include: plans to build and fund roadway improvements to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities, potentially make the level-of-service for SIS facilities higher than any level-of-service established for local roads in the TCEA, and monitor to determine if the LOS is degraded on SIS facilities as a result of the TCEA.

4.2.11 Data and analysis to support the TCEA

For the creation of new TCEAs, Chapter 9J-5.0055 (6) F.A.C. specifies the data and analysis required to justify the size and boundary of the TCEA dependent upon the purpose of the TCEA.

Additionally, a traffic study must accompany the TCEA that identifies existing and future operational conditions for multimodal facilities within the TCEA and must justify the need for the TCEA based on these conditions. The traffic data and

analysis must identify the multimodal strategies proposed by the TCEA and evaluate how the implementation of these strategies will support mobility within the designated area. Additionally, the analysis should look at the impact of the TCEA on surrounding transportation facilities to ensure that the TCEA will not degrade mobility in areas directly adjacent to the TCEA. The data and analysis should also include a review of existing comprehensive policies and objectives and make recommendations for modifications to these policies to support the TCEA.

For existing TCEAs, a review of existing plan policies and objectives should be conducted and recommendations to modify the language for consistency with the new legislation should be included. Additional data, analyses, and maps to support the new policies and objectives may be required for further clarification.

Additional considerations for inclusion in TCEA policy language:

- Special provisions may apply to Development Regional Impacts (DRI) that were approved prior to the establishment of the TCEAs.
- Mobility strategies should address developments located outside of the TCEA that generate traffic that impacts the TCEA. Typically, these developments shall mitigate for the traffic impacts in accordance with the TCEA strategies.
- A policy for evaluating the TCEA as part of the EAR process should also be included which identifies the specific criteria for which the TCEA will be evaluated. See Section 6 of this report for further evaluation guidance.

Recommendations and Comments

The data analysis provided by Collier County to DCA in response to DCA's objections, recommendations, and comments shows the exact amount of land use by acreage within the TCEA (see Table 17). Of important note is that residential is the dominant land use category with more than 60 percent of land designated as such.² Therefore, in order to comply with urban infill requirements the TCEA should contain an average density of five dwellings per acre. As seen in Table 18, the density calculation on parcels within the TCEA shows that for combined single- and multi-family residential the density is 13 units per acre, well above the state requirement. The MMTD Handbook indicates that at this level, there is good multimodal potential with densities that support bus transit use. The employment density of 40 jobs to one acre equates to marginal multimodal

² The data provided by Collier County (Map TR-4 of the LGCP Transportation Element) which depicts the TCEA and its public, commercial and residential acreage totals is notably different from the data collected through GIS analysis (see Figure 33). It is possible that the combined land use categories in the GIS analysis are different than those for the LGCP map calculation. Alternatively, the data used for the LGCP map calculation is outdated. Collier County must update its data to reflect the current land use composition for accurate analysis of the TCEA.

potential according to the MMTD Handbook, but success is possible. Essentially, the combined density ratings of residential and commercial areas within the TCEA portray a need for strong density/intensity policies in order to support a multimodal environment.

Table 17: Data and Analysis of Land Use Acreage in Collier County's TCEA

Public	Commercial	Residential	Total Acres
54.89	358.76	659.38	1073.03
5.12 percent	33.43 percent	61.45 percent	100 percent
Excerpted from DCA's Objections, Recommendations and Comments Report for Collier County's Comprehensive Plan Amendment 03-2			

Table 18: Land Use Density/Intensity Calculations for Collier County's TCEA

	Dwelling Units	Employment
	8,667	14,392
Acres	659	359
Density/Intensity	13	40
Created from GIS Data Collected from Collier County		

Another requirement of both urban infill and urban redevelopment is that only a certain restricted percentage of land can be developable. For infill the mandate is up to ten percent, while redevelopment allows for up to 40 percent of land to be vacant and available for development. Table 19 details the land vacancy within the TCEA. With only 4.8 percent of land vacant, Collier County's TCEA meets the requirements of both designations.

Table 19: Data Analysis of Land Vacancy within Collier County's TCEA

Parcels	Count	Percentage of Total Count	Sum of Acres	Percentage Total of Acres
Vacant	278	16.7 percent	51.92	4.8 percent
Non-Vacant	1382	83.3 percent	1021.1	95.2 percent
Total	1660	100 percent	1073.03	100 percent
Excerpted from DCA's Objections, Recommendations and Comments Report for Collier County's Comprehensive Plan Amendment 03-2				

4.3 Collier County Summary

Collier County is an example case of a TCEA that was created prior to the 2005 changes in statutes that needs to update its policies in order to have a functional exception area that meets state requirements. As discussed in the individual sections of evaluation criteria, there are numerous ways to improve the County's TCEA legislation and a comprehensive list is offered below. The data and analysis show that the County is meeting designation requirements for land use density and intensity as well as percentage of developable land. However, it still must update its policies to reflect mitigation procedures to ensure correct land use mixes and intensity/density concentrations. Collier County needs to amend

its comprehensive plan not only for compliance but for responsible management of its TCEA.

To fully comply with the standards for supporting mobility within a TCEA, a jurisdiction must adequately address each component in the new state guidelines for TCEA legislation. Collier County has a comprehensive plan that currently meets some of the legislation's requirements but is missing important elements needed to support mobility. As described in further detail in the individual evaluation sections, Collier County needs to better address funding mobility, alternative modes of transportation, transit-oriented design, and its mix of land uses. Less extensive changes are needed in order to comply with density/intensity, and mitigating of effects on the SIS.

To fully comply with the current legislative requirements, the following actions are recommended:

- ❑ Amend plan to include policies that designate funding for the TCEA, including specific revenue sources;
- ❑ Include strategies for developer contribution to support multimodal mobility strategies;
- ❑ Specifically address alternative transportation needs and strategies within the TCEA;
- ❑ Create connectivity internally and regionally;
- ❑ Link various components of TCEA regulation in the comprehensive plan; including alternative modes of transportation, urban design, density and intensity, mix of land uses, and network connectivity so that the County comprehensively addresses the transportation demands within the TCEA;
- ❑ Establish performance measures to demonstrate the effectiveness of the policies in the comprehensive plan;
- ❑ Create policies that specifically describe urban design requirements for the TCEA;
- ❑ Update the zoning in the TCEA to accommodate a variety of land uses, including mixed-use zoning;
- ❑ Specifically address the desired land use mix within the TCEA as a way to support multimodal mobility strategies;
- ❑ Amend the plan to include policies that support connectivity of all modes, including sidewalks and bike lanes to support transit;

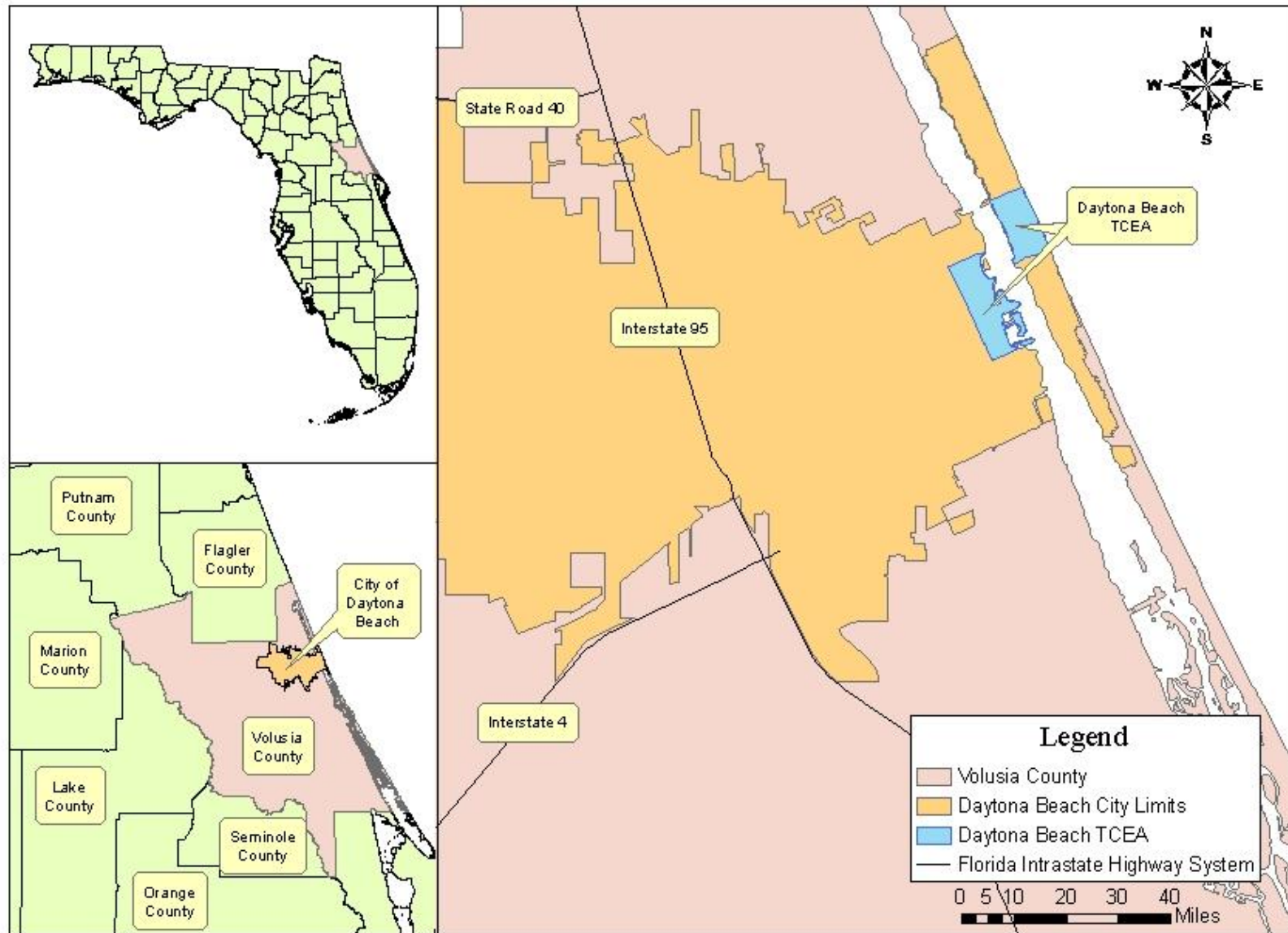
- ❑ Continue to coordinate with FDOT to ensure the level-of-service on SIS facilities has not been degraded as a result of trips generated by development within the TCEA;
- ❑ Update references to FIHS to reflect the establishment of the SIS; and
- ❑ Develop benchmarks for measuring compliance with the TCEA objectives and establish a system for monitoring and reporting progress.

Section 5: Case Study: Daytona Beach

5.1 Background

Daytona Beach's TCEAs were established in 1995 for the purpose of Downtown Revitalization (DCA, April 2005). There are two TCEAs within the city's borders. The Main Street Redevelopment Area has the same boundaries as the Main Street TCEA and is located on the Atlantic Ocean side. The Downtown Redevelopment Area, which is also a designated Central Business District, has the same boundaries as the Downtown TCEA and is located to the west of the Halifax River (see Figure 40 for the location of each TCEA). The two TCEAs combine to a total of 310 acres. Policies regulating the TCEAs are available in the local comprehensive plan, mainly in the Redevelopment Element (RE).

Figure 40: Daytona Beach TCEAs



Source: Florida Geographic Data Library

5.2 Evaluation

5.2.1 Criterion 1: Supports Mobility

- Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below?
- Does the plan include other mobility supporting strategies, such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities?
- Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

Redevelopment Element (RE), Objective 1.5 Transportation Concurrency Exception Area

The Main Street Redevelopment Area as shown on the Redevelopment Area Future Land Use Map and the Central Business District as described in Future Land Use Policy 1.6.4, are designated as Transportation Concurrency Exception Areas (TCEA). The transportation needs of these areas will be addressed through the implementation of the following policies.

RE, Policy 1.5.1 *Parking controls will reduce trip length and total vehicle miles of travel in the TCEA. This will, in effect, increase the capacity of the roadways in the area. These parking controls are provided for in Policy 1.2.8 and 1.1.9 above.*

RE, Policy 1.5.2 *The City will work with the County the MPO and the FDOT to expand public transportation in the TCEA. Increasing public transportation in the area will reduce the demand on the transportation network by reducing the number of trips on the roadways. The City will work with the County (VOTRAN) to expand the public transit serving the Beach Street and Ballough Road redevelopment areas by 1999. An intermodal Transportation Center will be established in the TCEA by 2000. The center will be composed of a multistory parking garage that will accommodate expanded trolley service, local bus access, a new tram system, space for charter bus parking, space for taxi service and bicycle parking. In addition the city will continue to assist VOTRAN with maintaining a high level of bus service throughout the TCEA (see Mass Transit Section of the Transportation Element, policy 1.1.1 for Level of service)*

RE, Policy 1.5.3 *The Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area will become more pedestrian-oriented. This will be achieved through the provision of mixed land uses, parking controls, increased public transportation and increased pedestrian-oriented public spaces (such as parks and plazas).*

RE, Policy 1.2.8 *Study the feasibility and utility of creating a public parking authority and/or district to finance, operate and manage all public parking spaces within the Main Street and Downtown redevelopment areas by 2005.*

Recommendations & Comments

Objective 5 of the Redevelopment Element specifically discusses the management of TCEAs within Daytona Beach. It also provides ways for supporting mobility within the TCEAs such as parking improvements, the development of an Intermodal Transportation Center, and pedestrian-oriented design. Greater detail is given throughout the comprehensive plan regarding the Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area. These policies also apply because the areas are geographically equivalent.

Daytona Beach has a comprehensive plan that currently meets most of the state regulations. As described in further detail in the individual evaluation sections, Daytona Beach adequately addresses alternative modes of transportation, transit-oriented design, and mix of land uses. It would benefit from small adjustments in policies on density/intensity, network connectivity, and the mitigation of effects on the SIS within the TCEAs. The area that needs the most attention in order to comply with the state regulations and improve the TCEAs is funding mobility.

To further improve the TCEAs, the city could include other mobility supporting strategies such as TDM, TSM, or siting criteria for public facilities such as schools, government buildings, and recreational facilities. Finally, the plan should establish performance measures for mobility adequate to address the specific goals of the TCEAs.

5.2.2 Criterion 2: Funds Mobility

- Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as:
 - Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants?
 - Direct public investment through specially empowered authorities such as Community Development Corporations?
 - Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies?

- Special tax incentive programs such as Enterprise Zones?
- Mitigation strategies to fund TCEA mobility strategies?
- Are mobility strategies funded in the CIE?
- Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for funding adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

CE, Policy 5.6.1 *Redevelopment projects may receive City assistance and priority if they remove blight or incompatible uses.*

RE, Policy 1.1.9 *By 2005, require that all new developments (public or private) in the Main Street redevelopment area either construct their own adequate short-term parking and/or contribute to the construction or expansion of public parking facilities operated by parking authority and located in the vicinity of the project.*

Recommendations & Comments

The only place in Daytona Beach's plan where mobility funding is discussed is Coastal Element (CE) Policy 5.6.1 that authorizes City assistance for qualifying redevelopment projects. The form and substance of assistance available is not specific. Daytona Beach currently does not have any policies that directly and sufficiently provide means for funding mobility within the TCEAs. This is the least developed component of Daytona Beach's TCEAs management, and must be addressed in order to comply with state regulations.

The city should amend its plan to include policies that designate funding for the TCEAs or describe revenue sources through an assortment of methods: direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants; direct public investment through specially empowered authorities such as Community Development Corporations; redirection of public investment through specially designated, non-profit organizations; developer contributions towards funding the mobility strategies; and/or special tax incentive programs such as Enterprise Zones. Short term improvements should be funded in the CI schedule of the CIE. Finally, the plan needs to establish performance measures to adequately fund mobility strategies that address the specific goals of the TCEAs.

5.2.3 Criterion 3: Strategies Support Purpose of Designation

- Is the purpose of the designation made clear in the policy or policies that designate the TCEA?
- Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)?
- Does the plan establish performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for “Strategies to Support Purpose of Designation” adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

RE, Objective 1.5 Transportation Concurrency Exception Area

The Main Street Redevelopment Area as shown on the Redevelopment Area Future Land Use Map and the Central Business District as described in Future Land Use Policy 1.6.4, are designated as Transportation Concurrency Exception Areas (TCEA). The transportation needs of these areas will be addressed through the implementation of the following policies.

RE, Policy 1.5.2 *The City will work with the County the MPO and the FDOT to expand public transportation in the TCEA. Increasing public transportation in the area will reduce the demand on the transportation network by reducing the number of trips on the roadways. The City will work with the County (VOTRAN) to expand the public transit serving the Beach Street and Ballough Road redevelopment areas by 1999. An intermodal Transportation Center will be established in the TCEA by 2000. The center will be composed of a multistory parking garage that will accommodate expanded trolley service, local bus access, a new tram system, space for charter bus parking, space for taxi service and bicycle parking. In addition the city will continue to assist VOTRAN with maintaining a high level of bus service throughout the TCEA (see Mass Transit Section of the Transportation Element, policy 1.1.1 for Level of service)*

RE, Policy 1.5.3 *The Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area will become more pedestrian-oriented. This will be achieved through the provision of mixed land uses, parking controls, increased public transportation and increased pedestrian-oriented public spaces (such as parks and plazas).*

FLUE, Objective 1.6 City-Wide Land Use Affecting Redevelopment Areas

Enhance the viability of The City's redevelopment areas by controlling future development Citywide; measurability shall be the 1990/2000 assessed value should either be stable or increase in each of the three redevelopment areas as compared to the City-wide increase.

FLUE, Policy 1.6.1 *The redevelopment land development regulations and program budgets shall reflect regulatory and financial incentives to encourage (re)location in the Redevelopment Areas.*

FLUE, Policy 1.6.2 *To help support ongoing redevelopment efforts and planning for new efforts, a "Central Business District" (CBD) shall be designated, maintained and updated as necessary. A map delineating the CBD shall be maintained as part of the Future Land Use Map series. Regulations and public investments shall give special attention to the needs and opportunities within the CBD and in the redevelopment area, including but not limited to, modified development standards and procedures and modified level of service standards. Specifically, the City will consider the establishment of unique development standards (including height, setbacks, density, parking, and other technical standards), which may be applied within the CBD to reflect the opportunities and limitations of the area. The City will also maintain a development review process that ensures adequate flexibility is given to the support developments within the CBD. For information on the establishment of "Transportation Concurrency Exception Areas" (TCEA), see the Traffic Section of the Transportation Element policy 1.3.10 and the Redevelopment Element Objective 1.5 and its associated policies.*

TE, Policy 1.3.10 *The City recognizes the special circumstances involved in the redevelopment of older areas and the CBD, and establishes the following areas as "Transportation Concurrency Exception Areas" (TCEA):*

- *Main Street Redevelopment Area*
- *Downtown Redevelopment Area (CBD)*

Transportation level of service standards within these areas may be reduced below the standards otherwise in effect under this Plan. See also Redevelopment Element Objective 1.5 and its policies.

CE, Policy 2.2.1 *The City shall maintain a high priority for redevelopment projects on the waterfront to include resort hotels (and related uses) on the ocean and marinas (and related uses) on the river.*

CE, Policy 5.6.1 *Redevelopment projects may receive City assistance and priority if they remove blight or incompatible uses.*

CE, Policy 6.1.1 To help relieve peak season beach congestion, emphasis on new parking spaces will be placed near vehicular beach ramps at Broadway Avenue, Revilo Boulevard, and Main Street in the City of Daytona Beach. The City supports the County's efforts to provide off-beach parking in these areas.

CE, Policy 6.1.3 The City shall, in cooperation with Volusia County, ensure that an ocean fishing pier exists in the Daytona Beach Main Street Redevelopment.

CE, Policy 6.1.4 The City shall preserve its existing boat ramps, which exceed the County standard of 1 ramp lane per every 7,500 residents.

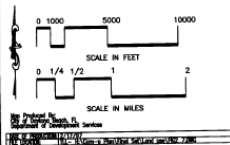
CE, Policy 7.1.1 Development or redevelopment within the coastal areas shall have public services and facilities available concurrent with the impacts of development in accordance with the appropriate elements of this Comprehensive Plan.

Figure 41: Downtown and Main Street TCEAs

CITY OF DAYTONA BEACH

Figure 2.7
Transportation Concurrency
Exception Area

LEGEND
EXISTING URBAN CENTRAL BUSINESS DISTRICT (UCBD)
MAIN STREET & DOWNTOWN REDEVELOPMENT AREAS
& TRANSPORTATION CONCURRENCY EXCEPTION AREAS



Map Provided by Daytona Beach as a Comprehensive Plan Amendment. It outlines the boundaries of the TCEAs. The drawing on the left contains a blacked out section that represents both of the TCEAs within the City of Daytona. On the right, a depiction of the Main Street and Downtown Redevelopment Areas are magnified which compose the boundaries of the TCEA.

Recommendations & Comments

Daytona Beach's comprehensive plan describes the TCEAs in RE Objective 1.5 and TE Policy 1.3.10. Additionally, a TCEA boundaries map is provided in the comprehensive plan that depicts the TCEAs. This is a requirement of the state and enhances the reader's understanding of the delineation (See Figure 41); however, the purpose of each TCEA remains unclear. Both TCEAs are located in redevelopment areas, but the DCA lists downtown revitalization as the sole purpose of Daytona Beach's TCEAs (DCA 2005). The purpose of designation for each TCEA should be made clear in the comprehensive plan language so that supportive policies can be further developed.

The parameters for development and transportation accommodation are somewhat different from the typical ones used in infill or redevelopment. For instance, the City promotes revitalization by creating an Intermodal Transportation Center and improving pedestrian access to the downtown area. Such efforts are better suited to increase the appeal of visitors to the downtown area rather than emphasizing other policies like housing development. Also, the policies excerpted from the Coastal Element (CE) portray the type of development and redevelopment to which the city gives preference in order to promote controlled growth. Development that provides services for tourists and other water users, replaces desolate buildings and properties, or helps relieve transportation problems receives the highest level of support from the City. These policies are very helpful in identifying the desires for development and redevelopment of the City. Daytona Beach is encouraged to create additional policies that specifically address development and redevelopment preferences within both TCEAs in order to best guide. These can be adopted from special community revitalization plans for these areas.

The FLUE details urban design requirements within the Downtown and Main Street areas. FLUE Policy 1.6.2 states "The City will also maintain a development review process that ensures adequate flexibility is given to support developments within the CBD." This policy suggests performance measures are in place, but does not provide any specific detail as to what the measures are or how they are used. However, it does not require measurement of the type or quantity of downtown development and redevelopment which would be useful for assessment of the TCEAs. The comprehensive plan lacks primary performance measures to ensure that the goals of the TCEAs support the purpose of the designation. To comply with the new TCEA requirements, Daytona Beach should update the comprehensive plan to include performance measures and specifically support downtown revitalization strategies.

5.2.4 Criterion 4: Includes Alternative Modes

- Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit use to ensure mobility?
- Does the plan include a mode-split goal for alternative modes?

- Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as:
 - Pedestrian, bicycle and transit QOS?
 - Transit network coverage?
 - Transit span of service?
 - Bicycle network coverage?
 - Pedestrian network coverage?
 - Reduction in the amount of vehicle miles traveled?
 - Rates of internal capture?
- Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of F.A.C. §9J-5.019 (c) (5))?
- Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as:
 - Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes?
 - Parking management?
- Does the plan identify short-term and long-term strategies and projects for implementation of each mode?
- Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA?
- Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

RE, Policy 1.2.8 Study the feasibility and utility of creating a public parking authority and/or district to finance, operate and manage all public parking spaces within the Main Street and Downtown redevelopment areas by 2005.

RE, Policy 1.3.5 Utilize incentive development code regulations and the developer negotiation process to create plazas and park areas aesthetically and functionally related to adjacent uses and the pedestrian and open space network and connect parking areas to public spaces.

RE, Policy 1.3.7 Encourage the County of Volusia to expand the service area of the County Trolley system to include Main Street and major parking facilities in the Main Street redevelopment area by 2005.

RE, Policy 1.5.1 *Parking controls will reduce trip length and total vehicle miles of travel in the TCEA. This will, in effect, increase the capacity of the roadways in the area. These parking controls are provided for in Policy 1.2.8 and 1.1.9 above.*

RE, Policy 1.5.2 *The City will work with the County the MPO and the FDOT to expand public transportation in the TCEA. Increasing public transportation in the area will reduce the demand on the transportation network by reducing the number of trips on the roadways. The City will work with the County (VOTRAN) to expand the public transit serving the Beach Street and Ballough Road redevelopment areas by 1999. An Intermodal Transportation Center will be established in the TCEA by 2000. The center will be composed of a multistory parking garage that will accommodate expanded trolley service, local bus access, a new tram system, space for charter bus parking, space for taxi service and bicycle parking. In addition the City will continue to assist VOTRAN with maintaining a high level of bus service throughout the TCEA (see Mass Transit Section of the Transportation Element, policy 1.1.1 for Level of service)*

RE, Policy 1.5.3 *The Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area will become more pedestrian-oriented. This will be achieved through the provision of mixed land uses, parking controls, increased public transportation and increased pedestrian-oriented public spaces (such as parks and plazas).*

FLUE, Policy 1.6.2 *To help support ongoing redevelopment efforts and planning for new efforts, a "Central Business District" (CBD) shall be designated, maintained and updated as necessary. A map delineating the CBD shall be maintained as part of the Future Land Use Map series. Regulations and public investments shall give special attention to the needs and opportunities within the CBD and in the redevelopment area, including but not limited to, modified development standards and procedures and modified level of service standards. Specifically, the City will consider the establishment of unique development standards (including height, setbacks, density, parking, and other technical standards), which may be applied within the CBD to reflect the opportunities and limitations of the area. The City will also maintain a development review process that ensures adequate flexibility is given to the support developments within the CBD. For information on the establishment of "Transportation Concurrency Exception Areas" (TCEA), see the Traffic Section of the Transportation Element policy 1.3.10 and the Redevelopment Element Objective 1.5 and its associated policies.*

MTE, Objective 1.1 Beachside Trolley Service

The City shall encourage VOTRAN to increase its trolley service along A-1-A to in part to serve as a parking shuttle for off-beach parking and provide trolley service to the Halifax Harbor of downtown area by 2000.

MTE, Policy 1.1.1 The city will continually monitor Volusia County's expansion of the VOTRAN trolley service to ensure it keeps pace with demand.

MTE, Policy 1.1.2 Through the MPO, the City shall encourage VOTRAN to develop a comprehensive approach to providing benches where needed.

Recommendations & Comments

The establishment and coordination of alternative modes of transportation in the Daytona Beach comprehensive plan is an excellent example of how to create adequate policies to achieve the goals of the TCEAs. Throughout the plan (see policies above for specifics) the City uses parks and plazas, pedestrian-oriented development, mass transit, parking controls, and the creation of an Intermodal Transportation Center to meet the transportation demands within the TCEAs. Redevelopment Policy 1.5.3 specifically requires development within the TCEAs to support alternative modes of transportation.

Some suggested performance measures are addressed. For instance, the service areas of mass transit within the City and County are to be increased to improve mobility within the TCEAs. Public transit along with parking controls will decrease the amount of vehicle miles traveled. The City will work with the County to increase the level of service for bus transit. Currently only about half of the population and workforce are located within a quarter mile of a bus stop (see Table 20). Adding bus stop facilities along routes in the TCEAs would increase the ability for alternative modes of transportation to work. Also, pedestrian-oriented design would increase the pedestrian network coverage. The plan should identify short-term and long-term multimodal improvements for implementation. These shall include transit, sidewalks, parking, and bike paths.

While these policies are useful and generally serve to meet mode-split goals, the performance measures are not specific enough. The comprehensive plan policies are less clear in reference to the creation of mode-split goals or performance measures for alternative modes of transportation. The City should include more detailed measurements such as percentage changes, QOS rankings, or changes in rates of internal capture so that policies can be measured against a standard. A suggested area for improvement is addressing mode-split goals and establishing performance measures for evaluating the ability of those goals and those of alternative modes of transportation to be accomplished within the TCEAs.

Table 20: Daytona Beach TCEAs Bus Stops in Relation to Jobs and Population

<u>Pop w/in .25 Mile of Bus Stop</u>		<u>Jobs w/in .25 Mile of Bus Stop</u>	
15,624	52.55 percent	15,624	58.38 percent
<u>Pop w/in .50 Mile of Bus Stop</u>		<u>Jobs w/in .50 Mile of Bus Stop</u>	
24,839	83.54 percent	20,602	76.98 percent

5.2.5 Criterion 5: Demonstrates How Mobility Will Be Provided

- Does the plan specify how policies related to supporting mobility will be implemented?
- Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment?
- Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit?
- Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies?
- Does the plan establish performance measures for mobility within the TCEA?
- Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

RE, Policy 1.3.7 Encourage the County of Volusia to expand the service area of the County Trolley system to include Main Street and major parking facilities in the Main Street redevelopment area by 2005.

RE, Objective 1.5 Transportation Concurrency Exception Area

The Main Street Redevelopment Area as shown on the Redevelopment Area Future Land Use Map and the Central Business District as described in Future Land Use Policy 1.6.4, are designated as Transportation Concurrency Exception Areas (TCEA). The transportation needs of these areas will be addressed through the implementation of the following policies.

RE, Policy 1.5.2 The City will work with the County the MPO and the FDOT to expand public transportation in the TCEA. Increasing public transportation in the area will reduce the demand on the transportation network by reducing the number of trips on the roadways. The City will work with the County (VOTRAN) to expand the public transit serving the Beach Street and Ballough Road redevelopment areas by 1999. An intermodal Transportation Center will be established in the TCEA by 2000. The center will be composed of a multistory parking garage that will accommodate expanded trolley service, local bus access, a new tram system, space for charter bus parking, space for taxi service and bicycle parking. In addition the city will continue to assist VOTRAN with

maintaining a high level of bus service throughout the TCEA (see Mass Transit Section of the Transportation Element, policy 1.1.1 for Level of service)

TE, Policy 1.3.10 *The City recognizes the special circumstances involved in the redevelopment of older areas and the CBD, and establishes the following areas as “Transportation Concurrency Exception Areas” (TCEA):*

- *Main Street Redevelopment Area*
- *Downtown Redevelopment Area (CBD)*

Transportation level of service standards within these areas may be reduced below the standards otherwise in effect under this Plan. See also Redevelopment Element Objective 1.5 and its policies.

CIE, Policy 1.2.6 Traffic Circulation: *Consistent with the East Central Florida Comprehensive Regional Policy Plan and the FDOT, Daytona Beach adopts the following peak hour Level-of-Service standards for the Daytona Beach transportation network except as may be provided in other policies of this plan.*

Functional Classification	Minimum Level of Service
<i>Limited Access Highways</i>	<i>C</i>
<i>Primary Arterials</i>	<i>D</i>
<i>Minor Arterials and Collectors</i>	<i>E</i>

CIE, Policy 1.2.7 Mass Transit: *The City shall support the following level-of-service standards for fixed-route public transportation. Fixed route public transportation shall be provided when the minimum residential and non-residential floor space areas are exceeded. This policy is intended to be consistent with that contained in the Volusia County Comprehensive Plan. Volusia County is the government in Volusia County that provides such transit service.*

Fixed Route Transit Level of Service Thresholds			
Type of Service	Headway (minutes)	Minimum Residential Density (dwelling units/acre)	Minimum Downtown Non-Residential Floor Space (millions of sq. ft.)
<i>Minimum Local Bus</i>	60	4	3.5
<i>Intermediate Local Bus</i>	30	17	7
<i>Frequent Local Bus</i>	10	15	17
<i>Express Bus – Walk Access</i>	30	15 (avg. over 2 sq. mi.)	50
<i>Express Bus – Drive Access</i>	20	3 (avg. over 20 sq. mi.)	20

1. "Headway" is defined as the time between transit vehicle arrivals.

2. "Downtown" is defined here as a "continuous cluster of non-residential use" and is larger than the more narrowly defined CBD (Central Business District)

Source: Volusia County Transit Development Plan 1996-2001

TE, Objective 1.13 Bike Paths

The City shall continue to support the development of bicycle facility development in the City consistent with the MPO long-range transportation plan as updated.

TE, Policy 1.13.1 *Continue to cooperate with the VOTRAN via the MPO by providing population data in order to ensure that adequate bus service is available to meet travel demand and the needs of the City of Daytona Beach. Emphasis shall be placed on providing services for low income populations to activity centers, public services, employment areas and regional shopping centers.*

TE, Policy 1.13.3 *Maintain in the City's land development regulations for the construction of interconnected bike path facilities to serve all new planned developments, subdivisions and attractions where future demands warrant.*

TE, Policy 1.13.4 *Where feasible through street and park improvements projects consistent with the MPO 2020 Transportation Plan, enhance the existing City bicycle system in a manner that encourages the use of bicycles as an alternate means of transportation. In addition, the City shall actively pursue grant funding when available for bike paths, pedestrian systems, parking facilities including Beville Road bike path, beachside parking facilities and Surfside Village beach access.*

TE, Policy 1.13.5 *Maintain requirements for a sidewalk system in the Land Development Regulations, giving highest priority to linking residential neighborhoods to schools, recreation areas and to shopping areas and providing separate pedestrian and bicycle facilities in those areas that have, or may be anticipated to have, significant conflicts between automobile traffic and bicyclists or pedestrians. Note: The objective relative to resource planning and management plans (9J-5.007(3)(b)3 is not applicable.*

Recommendations & Comments

The Daytona Beach Comprehensive Plan clearly demonstrates how mobility will be provided within the TCEAs. Many of the applicable policies also describe how the City plans to include alternative modes of transportation (see section above). To enhance public transportation within the TCEAs, the City states it will work with the County to encourage expansion of services for both types of public transit, VOTRAN and the County Trolley system. Capital Improvement Element Policies 1.2.6 and 1.2.7 currently apply to the city at large. Also, the Traffic Element Policy 1.3.10 creates two special areas, the Main Street Redevelopment Area and the Downtown Redevelopment Area (also a CBD), that are used throughout the comprehensive plan to link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEAs.

Daytona Beach sufficiently creates a definitive commitment to the provision of transit within the TCEAs. These policies could be improved by adopting performance measures to ensure that the City will strive to work with the County on public transportation. The City needs to incorporate specific performance measures for mobility within the TCEAs that are adequate to address mobility goals; specifically for sidewalks, and bicycle, and pedestrian uses. The City could use these policies as examples for creating performance measures but specifically apply them to the TCEAs.

5.2.6 Criterion 6: Addresses Urban Design

- Does the plan link urban design policies to the support of alternative modes of transportation?
- Does the plan specifically provide for TOD in the TCEA?
- Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel?
- Does the plan require and provide detailed design standards specific to development within the TCEA?
- Does the plan establish performance measures for Urban Design within the TCEA?
- Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

RE Policy 1.1.9 By 2005, require that all new developments (public or private) in the Main Street redevelopment area either construct their own adequate short-term parking and/or contribute to the construction or expansion of public parking facilities operated by parking authority and located in the vicinity of the project.

RE, Policy 1.4.2 Continue the streetscape program (see Capital Improvement Element) to achieve an integrated high quality pedestrian movement network in the Redevelopment Areas including the completion of Main Street, International Speedway Boulevard, A-1-A, Oak Ridge, Beach Street and Ballough Road.

RE, Policy 1.4.7 The City shall coordinate strong community and MPO support to urge the State DOT to construct the streetscaping of Atlantic Avenue and International Speedway Boulevard to be completed by the year 2005.

RE, Policy 1.4.8 *The Atlantic Avenue (SR A-1-A) corridor (from Atlantic Avenue east to the Ocean) is hereby designated as a local Scenic Byway and will be preserved/ enhanced accordingly. Pursue designation of this corridor with the Florida Department of Transportation and the Federal Highway Administration as a State and National Scenic Byway.*

LDC, Article 12 REDEVELOPMENT AREAS AND DISTRICTS

Sec. 2.1 Design guidelines and requirements for redevelopment districts

(a) *General guidelines. When considering a request for development within any redevelopment area, the redevelopment area board shall consider the extent to which the following design guidelines are implemented:*

(1) *The project should be designed with appropriate scale relationships between buildings and adjacent open space features, i.e., Boardwalk Park, Riverfront Park, marinas, ocean, plazas, etc.*

(2) *Structures should be designed to create transitions in form and scale between large buildings and adjacent smaller buildings which are not slated for redevelopment or areas of less intense development.*

(3) *Structures should be designed to provide significant views for occupants.*

(4) *Building materials and design features should promote a sense of permanence and diversity of style and detail.*

(5) *Rooftops should be useable outdoor space, designed to accommodate commercial or recreational activities.*

(6) *Structures should be designed with consideration for the effects of environmental factors such as sun, wind, noise, shadow and reflection on the quality of outdoor space.*

(7) *Visual interest should be incorporated into the design of structures with large street-facing facades. Significant architectural features should provide appropriate scale by dividing the facade into parts or establishing a rhythmic pattern along the facade. Where pedestrian activity is a potential, elements of pedestrian interest such as display windows, retail shops, and courtyards are encouraged. Uses which visually disrupt the continuity of pedestrian movement such as open parking lots, parking structures, rear or delivery areas of buildings should be avoided.*

(8) *Structures should be designed to reduce barriers between indoor and outdoor activity spaces.*

(9) *The structure should be terraced to provide light and air passage, enhance the attractiveness of the building, and avoid development of a monolithic block structure.*

(10) *The project architecture, signage, and materials shall be high quality and not conflict with adjoining structures. Characteristics of surrounding architecture should be repeated or adapted in the design of new structures.*

(11) *Hard lines of the structure facing abutting public areas shall be softened through the use of awnings, canopies, landscaping, and architectural devices such as terracing or curved lines.*

(12) *Landscaped open space and plazas accessible to the public should be incorporated into the design of a functional group of buildings.*

(13) *In intensely commercial areas, structures should be designed to accommodate multiple levels of pedestrian activity.*

(14) *Installation of significant facade shutters, screens, blinds, security grills and awnings shall be historically appropriate and not detract from the character of the building.*

(b) *Requirements for temporary activities. The following requirements shall apply to proposals for temporary outside activities under Article 17, Section 2.111(c) 8, on property where a structure was demolished after Sept. 1, 1997 and the lot or parcel remains vacant or has been developed as a parking lot.*

(1) *For vacant lots or parcels:*

a. *Onsite storm water retention shall be provided, and no credit shall be given for pre-existing impervious surfaces;*

b. *All portions of the lot or parcel not used for storm water or landscaping shall be paved with concrete unit pavers, brick or approved equivalent on a minimum four-inch (4") concrete base;*

c. *Washington palm trees with a minimum 12 foot clear trunk must be installed along all street frontage, with metal street grates and spaced a minimum of ten feet apart; and*

d. *The entire lot or parcel shall be fenced in ornamental or vinyl picket fencing.*

(2) *Parking lots, excluding temporary parking lots, shall be landscaped, including required trees, and irrigated to meet or exceed the requirements for parking lots set forth in Article 18, Sections 2 and 3 of this Code. In addition, parking lots permitted on or after October 1, 2002 shall provide on-site storm water retention and shall be paved as set forth in paragraphs (b)(1)a and b of this section 2.1.*

(Ord. No. 02-466, § 3, 9-18-2002)

LDC, Article 18 APPEARANCE STANDARDS

SECTION 5 REDEVELOPMENT AREAS

Sec. 5.4. Building fronts and sides abutting streets or public areas

(a) *All deteriorated structural and decorative elements visible from a public right-of-way shall be repaired or replaced to match as closely as possible the original materials and construction of that building. Changes shall be permitted which are otherwise required or encouraged by the redevelopment program for the area, or which will restore the building to its original constructed condition.*

(b) *Every such part of a structure visible from a public right-of-way or abutting a street shall be made structurally sound. Rotten or weakened portions shall be removed, repaired, or replaced in a manner compatible with the rest of the structure, or to match the original materials and construction techniques. All exposed wood shall be stained or painted. Every part shall be clean of graffiti, litter, dirt or other debris. Where surfaces are painted, once painted or normally painted, not more than ten percent of the surface may be free of paint.*

(c) *Existing miscellaneous nonfunctional elements on the building fronts such as empty electrical conduit, unused sign brackets, etc., shall be removed and*

building surface repaired or rebuilt as required to match adjacent surfaces and original condition.

(d) Mildew shall be cleaned from building fronts, and loose wires (such as TV cable) shall be secured.

(e) Any telephones placed outside must be approved in accordance with redevelopment guidelines. Telephones shall not encroach in public right-of-way without approval of the city commission. Telephones on building fronts are prohibited along Beach Street between Fairview Avenue and South Street, along Main Street between the ocean and the river, and along Dr. Mary McLeod Bethune Boulevard and Martin Luther King Boulevard within the Westside Redevelopment Area.

Sec. 5.5., Rear and side walls

(a) Rear and side walls shall be repaired and painted to present a neat and fresh appearance. Rear walls should be painted to cover evenly all miscellaneous patched and filled areas or be stuccoed to present an even, uniform surface.

(b) Side walls where visible from the street shall be finished or painted so as to be harmonious with the front of the building.

Sec. 5.6., Windows.

(a) Every broken or missing window shall be repaired or replaced with glass.

(b) All windows must fit tightly and have sashes of proper size and design. Sashes with rotten wood, broken joints, or loose mullions or muntins shall be replaced.

(c) Window openings in upper floors of the front of the building shall not be filled or boarded up. Window panes shall not be painted.

Sec. 5.7., Show windows.

(a) A show window shall include the building face, porches, and entrance area leading to the door, sidelights, transoms, display platform, devices, lighting, and signage designed to be viewed from the public right-of-way.

(b) Show windows, entrances, signs, lighting, sun protection, awnings, porches, security grills, etc., shall be compatible and harmonious with the original scale and character of the structure. All show window elements must be located within their original opening dimension.

(c) Show windows with aluminum trim, mullions, or muntins not consistent or compatible with the overall facade design shall be replaced or painted.

(d) The view of merchandise in show windows or through show windows into the interior of an occupied retail store or restaurant shall remain unobstructed between the hours of 9:00 a.m. and 11:00 p.m. every day. This paragraph shall not apply during a period of severe storms or severe storm warnings.

(e) The view into vacant buildings shall be of a broom swept, uncluttered, well-maintained vacant building. Blinds or draped material may be installed behind the glass to limit the view inside the building.

Sec. 5.8., Awnings.

(a) Soft retractable flameproof awnings are permitted over the first floor and on upper floors above windows only. They shall not project more than six feet from the building front, shall not be lower than seven feet above grade and shall terminate against the building at a height not to exceed 14 feet above the pavement, except upon approval of the Redevelopment Board.

(b) Rigid or fixed awnings or canopies are not permitted unless they are original or newly designed as an integral part of the structure, compatible and harmonious with the scale and character of the structure and adjacent structures, and pose no visual impediment to adjacent buildings. New rigid or fixed awnings or canopies may be added to existing structures subject to these restrictions upon approval of the redevelopment board.

(c) Awnings that are torn, badly faded, or structurally compromised shall be repaired or replaced.

(Ord. No. 03-88, § 1(Exh. A), 2-20-2003)

Sec. 5.9., Roofs.

(a) Chimneys and all other rooftop structures shall be repaired and cleaned as required for rear and side walls. Any construction visible from the street or from other buildings shall be finished so as to be harmonious with other visible building walls. Television and radio antennas, pipes, ductwork, and mechanical equipment such as air conditioning units shall be located to be as inconspicuous as possible.

(b) All roofs and existing gutters and downspouts shall be maintained to prevent damage to the structure and adjoining properties and public.

Sec. 5.10., Auxiliary structures.

(a) Structures at the rears of buildings attached or unattached to the principal commercial structure which are structurally deficient shall be properly repaired or demolished.

(b) All vending machines, including refrigerated storage machines and excluding newspaper vending machines, shall be located within an enclosed building or area.

(c) All fences, lighting devices and supports, retaining walls, nonstructural walls, outdoor service and seating areas, and signs and their supporting elements shall be made structurally sound; kept free of overgrowth, trash, and debris; and be repaired and painted to present a neat and fresh appearance.

(d) Only newspaper vending machines that are well maintained and stocked will be allowed in the public right-of-way. Machines dispensing advertising circulars cannot be located in or in view of the public right-of-way.

Sec. 5.11., Vacant lots.

Where a vacant lot exists or is created through demolition, the owner must landscape and screen the property from adjacent streets, alleys, and public improvement areas. All vacant lots shall be covered with grass or other suitable

vegetation approved for the property by the staff. The ground cover shall be maintained and the property kept free of trash and debris.
(Ord. No. 03-88, § 1(Exh. A), 2-20-2003)

Sec. 5.12., Temporary coverings.

No temporary covering of any part of a structure may remain for more than 15 days after ongoing construction has been completed or for a total of 60 days, whichever is longer. An example of a temporary covering is a board covering a broken or missing window.

Sec. 5.13., Green areas and parking areas.

(a) All green yard areas shall be kept free of overgrowth, weeds, trash, and debris. All dead tree limbs and dead trees shall be removed.

(b) All parking areas are to be kept free of overgrowth, weeds, trash, and debris. Paving and stripping [striping] will be maintained in a neat and clean appearance.

Recommendations & Comments

Daytona Beach provides ample, detailed information on urban design policies in its Land Development Code (LDC). Design criteria in the redevelopment areas focuses on appropriate scale relationships between buildings, open space, and transitions from large to small buildings; consideration of environmental factors like sun, wind, noise, shadow, and quality outdoor space; facades that are divided into parts or patterns; elements of pedestrian interest like display windows, retail shops, and courtyards; the use of awnings, canopies, landscaping, and architectural devices to soften hard lines of structures; and the accommodation of multiple levels of pedestrian activity in intense commercial areas. The regulations encourage daily pedestrian activities. The standards focus on creation of public infrastructure that is safe, comfortable, and attractive for pedestrians. Additionally, the design standards encourage construction of adjoining buildings open to the street and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel. These minimum design standards in the LDR should be reflected or summarized in the language for both TCEAs.

A streetscape program is being implemented along Main Street, International Speedway Boulevard, A1A, Oak Ridge, Beach Street, and Ballough Road. The City is also bolstering community and MPO support to encourage FDOT to streetscape portions of Atlantic Avenue and International Speedway Boulevard. Furthermore, the Atlantic Avenue (A1A) corridor from the road to the ocean is designated as a local Scenic Byway. These policies provide for Transit-Oriented Design within the TCEAs where the streets intersect with the each TCEA's boundaries.

Other policies relate to developer incentives to connect parking areas to public spaces, public-private partnerships to construct additional public and private parking, the creation of a multi-story parking garage (as a part of the Intermodal Transportation Center discussed above), and connecting the Trolley system to major parking facilities

in the Main Street Redevelopment Area. The LDC also provides appearance standards for the redevelopment areas.

While most of the appearance standards focus on the elimination or correction of deteriorating elements of structures, some apply to concepts of pedestrian-oriented design. The urban design policies are adequate to support alternative modes of transportation. Currently there are no specific guidelines for evaluating the success of implementing the urban design standards. The comprehensive plan should be improved by creating performance measures for urban design sufficient to address the specific goals of the TCEAs.

5.2.7 Criterion 7: Considers Appropriate Land Use Mix

- Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities?
- Does the plan require mixed-use zoning?
- Does the plan consider school siting in the treatment of land-use mix?
- Does the plan identify specific ratios of mixed use developments for the TCEA?
- Does the plan establish performance measures for Land Use Mix within the TCEA?
- Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion³:

Future Land Use Categories for Downtown and Ballough Road Areas

The following future land use categories are hereby established:

RESIDENTIAL

- *Level 2 A residential area with densities ranging from 9 units per acre to 20 units per acre. Such areas can be used as transitional areas between more intensive urban uses and less intensive uses.*
- *Level 3 A residential area with densities 21 units per acre and over.*

³ The format of the following policies from Daytona Beach appear in a different layout than the other policies but are from the same comprehensive plan.

COMMERCIAL

- *Commercial Mixed-Use* - An area generally containing a mixture of land uses with commercial being the principal land use. Development in this area shall not exceed a floor area ratio of 3.
- *Office* - An area containing primarily office uses. Development in this area shall not exceed a floor area ratio of 2.
- *Office/Residential Transitional* - An area primarily for office and multi-family uses.
- Development in this area shall not exceed a floor area ratio of 2.

INDUSTRIAL

- *Local Service Industry* - An area generally containing industrial and service-related activities serving local markets. Development in this area shall not exceed a floor area ratio of 2.

GOVERNMENT/INSTITUTION

- *Public/Institutional* - An area generally containing public and quasi-public office type support facilities. Development in this area shall not exceed a floor area ratio of 2.

PUBLIC USE PARKS & RECREATION

- An area generally set aside for park and recreational activities or having potential for the location of such use. The underlying zoning and land development regulations shall prevail, but acquisition should be emphasized.
- The intensities or densities described below are to be interpreted to be maximums. Depending on conditions peculiar to specific locations the city may limit such densities and intensities through the application of zoning and other land development regulations to under the maximum allowed to ensure the goals, objectives and policies of this plan are achieved.
- Depending on the nature of the facility impervious surfaces should not exceed 80 percent.

MIXED-USE

- *High Intensity* - An area generally containing a mixture of high intensity land uses consisting of all the above categories except industrial. However, industrial may be approved as a conditional use in the Ballough Road Redevelopment area. Development in this area shall not exceed a floor area ratio of 10.
- *Medium Intensity* - An area generally containing a mixture of medium intensity land uses consisting of all the above categories except industrial. However, industrial may be approved as a conditional use in the Ballough Road Redevelopment area. Development in this area shall not exceed a floor area ratio of 6.

Future Land Use Categories for the Main Street Area:

The following future land use categories are hereby established:

HIGH INTENSITY MIXED USE

- *Provides for a variety, and flexible arrangement, of mixed uses on designated property east of Atlantic Avenue. Development in this area shall not exceed a floor area ratio of 10.*
- *The mixed uses include the following:*
 - *Hotels/motels/condo hotels*
 - *Time share/interval ownership/vacation club*
 - *F.E.C. (family entertainment center) uses such as: water parks, ferris wheels, active exciting rides, miniature golf and similar uses*
 - *Multi-screen theaters/high tech attractions, cutting edge cinema technology*
 - *Sports bars, music theaters*
 - *Interim and short-term parking (surface and garage)*
 - *Shops and pubs*
 - *Public passive and active parks, plazas and boardwalks, including extensions of the boardwalk*
 - *Museums and similar attractions*
 - *Public parking (garage or surface) for multiple properties and beach uses*
- *These mixed uses shall only be allowed through a review and approval process that is based on the following concepts:*
 - *It is a significant redevelopment project in size and/or quality of design and construction or rehabilitation of existing significant properties*
 - *If it is a private sector project, it will enhance the tax base and serve as a catalyst and work with adjacent public and private properties and/or future projects*
 - *It will be approved by the Main Street Redevelopment Design Review Board. The concept is to be expeditiously reviewed for approval, based upon high quality urban design, architecture and planning criteria*
 - *Interim or existing permitted uses shall continue to be allowed and approved based upon current zoning and any appropriate rezoning to a traditional zoning district*

PEDESTRIAN-ORIENTED USES

These uses are pedestrian scaled. Development in this area shall not exceed a floor area ratio of 4. Land uses may include the following:

- *Business Travel Bureau and Visitor Center*
- *Retail, business services, professional services*
- *Thematic shops and restaurants, bars under certain conditions*

- Surface parking for short-term, interim use
- Multi-screened theaters with leading edge technology
- Museums, including racing and motorcycle themed venues
- Music Theaters

PUBLIC/PRIVATE ENTERTAINMENT/PARKING MIXED USES

Provides for a variety and flexible arrangement of mixed uses. Development in this area shall not exceed a floor area ratio of 7.

- *The mixed uses may include the following:*
- *Public uses such as the Ocean Center, Peabody Auditorium, new performing arts theaters*
- *Public parking (garage and surface)*
- *Private parking for short-term and interim uses*
- *Entertainment uses including F.E.C.'s, high tech attractions, and cinemas of all types*
- *Plazas and pedestrian connections from major uses to Main Street, the beachside and River Thematic restaurants and shops as parts of large projects*
- *Conference and convention area expansion*
- *Time-share vacation rental units*
- *Museums*
- *Major sports sales of new and/or customized, high quality motorcycles and accessories*

These mixed uses shall only be allowed through a review and approval process, based upon the following concepts:

- *It is a significant redevelopment project based on property size and/or quality of design and construction and rehabilitation of existing significant projects*
- *Buffers (landscaped and structural) and other design concepts shall be employed where necessary when adjacent to less intensive uses*
- *It will be expeditiously reviewed for approval by Main Street Redevelopment Design Review Board, based upon high quality urban design, architecture and planning concepts*
- *Interim or existing permitted uses shall continue to be allowed under current zoning or any appropriate rezoning to a traditional zoning district*

RIVERFRONT MIXED USES

Provides for thematic uses of waterfront sites connected by docks and/or wharfs. Development in this area shall not exceed a floor area ratio of 2. Land uses include the following:

- *Restaurants with outdoor terraces overlooking the River*
- *Public and private docks and wharfs to accommodate water taxis, eco-tourism boats, marina slips and short-term tie ups*
- *Short-term or interim parking*

- *Residential uses including single family for historic properties and Level III on other properties*
- *Bed and breakfast*
- *Retail shops, professional and business services*
- *Various combinations for lodging (residential, time share and hotels) and entertainment*

The mixture of uses shall only be allowed through a review and approval process that is based on the following concepts:

- *The lots containing the historic (industrialist) houses, as noted on the Generalized Future Land Use Map as a historic site, will only be allowed a mixture of uses and intensification of the site (or sites combined) if the historic property is saved and/or restored and the architecture is integrated into the new buildings and site work*
- *It will be expeditiously reviewed for approval by Main Street Redevelopment Design Review Board, based upon high quality urban design, architecture and planning concepts*
- *Interim or existing permitted uses shall continue to be allowed and approved, based upon current zoning or any appropriate rezoning, to a traditional zoning district*

TRANSITIONAL OVERLAY

An area that separates a residential area from a commercial area, is designed to reduce the impact of the commercial area from the residential area and consists of existing residential uses, off-street surface parking lots, parks, plazas, and limited commercial uses. Development in this area shall not exceed a floor area ratio of 1.

COMMERCIAL MIXED USE

An area generally containing a mixture of land uses with commercial being the principal land use. Development in this area shall not exceed a floor area ratio of 3.

BOARDWALK ENTERTAINMENT

Development in this area shall not exceed a floor area ratio of 3. Land uses allowed include the following:

- *Music theaters*
- *Bars, pubs, delis*
- *Second Level Outdoor Uses*
- *Amusement uses/arcades*
- *Active exciting rides, F.E.C. uses of all types*
- *The pier uses, i.e., fishing, helicopter rides, spotlight shows that meet FAA approval, gondola rides, retail, music theater and FEC uses*
- *Retail, restaurants*
- *Public plaza space*

- *Second level enclosed uses based on urban design architecture and planning criteria approved with a coordinated boardwalk design concept including high intensity category uses*

OFFICE/RESIDENTIAL TRANSITION

An area containing office developments for business and professional facilities and residential developments up to 20 units per acre. Development in this area shall not exceed a floor area ratio of 2.

RIVERFRONT LODGING

Development in this area shall not exceed a floor area ratio of 5. Land uses permitted are as follows:

- *Residential uses of various types and densities up to Level III densities*
- *Timeshare/interval ownership, vacation, hotels, motels*
- *Public riverfront parks and plazas*
- *Restaurants integrated into, and designed as, a small component of a larger project*
- *Parking*

RE, Policy 1.5.3 *The Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area will become more pedestrian-oriented. This will be achieved through the provision of mixed land uses, parking controls, increased public transportation and increased pedestrian-oriented public spaces (such as parks and plazas).*

Recommendations & Comments

Daytona Beach provides a detailed and comprehensive set of policies requiring specific conditions for every type of development within the two TCEAs and serves as an example of how appropriate land use mixes may vary from place to place. Although it is not specifically stated that the regulations apply to the TCEAs, the boundaries of the TCEAs coincide with the boundaries of the areas discussed in the policies above. Daytona Beach's future land use categories provide multiple ways for land use mixes to be achieved, although few of the future land use categories address land use mixes in the way that the MMTD handbook defines them (FDOT 2003).

Most of the land use mixes prescribed for the redevelopment areas focus on mixing retail, entertainment, restaurants, and hotels/motels. In the Downtown and Ballough Road Areas, mixed use is provided for in commercial mixed-use, office/residential transitional, high-intensity mixed-use, and medium-intensity mixed-use. In the Main Street Area, mixed use is provided for in high-intensity mixed-use, pedestrian-oriented use, public/private entertainment/parking mixed use, riverfront mixed-use, commercial mixed use, boardwalk entertainment, office/residential transition, and riverfront lodging. For visitors, the existence of hotels near attractions eliminates the need to use automobiles for sightseeing, shopping, and eating.

One of the land use categories for the Main Street Redevelopment Area is “pedestrian-oriented uses.” In this land use category, development must be pedestrian scaled and seems to be primarily tourist-oriented (ex. retail, thematic shops, museums, racing- and motorcycle-themed venues, theaters, and visitor centers); however, the future land use map does not include any apparent overlays for “pedestrian-oriented uses.” In another effort to incorporate pedestrian uses into future land use plans, the future land use category “public/private entertainment/parking mixed use” expects large projects to provide pedestrian plazas and connections to Main Street, beachside, and river thematic restaurants and shops.

The mixing of land uses in Daytona Beach’s TCEAs encourages pedestrian movement even though the mixes do not aim to shorten the distance between residential units and desired destinations. While the Daytona Beach TCEAs satisfy the legislative requirement for a mix of land uses, the City should establish performance measures that are adequate to address the specific goals of the TCEAs.

The land use classification in Daytona Beach’s TCEAs is fairly even, with residential land use at 29 percent, office/commercial/light industrial land use at 46 percent, and open/parks/recreation at 25 percent (see Figure 42). Yet the distribution of land use is distinct between the two TCEAs (see Figure 45). The Main Street TCEA is predominantly composed of residential land use. The Downtown TCEA contains more retail/office land use. This is important because the two areas are geographically separated except for a narrow land strip. Residents of the Main Street TCEA who work in the Downtown TCEA have a further distance to travel than those who live and work in the same area. This intensifies Daytona Beach’s need to provide multimodal transportation options because there is minimal vacant land available for new development. Only 24 residential acres and 35 non-residential acres are designated vacant (see Figures 43 and 44). Lastly, the population to jobs ratio is within the desired range for multimodal potential (FDOT recommended ratios between 1:1 and 3:1) at 1.1109 jobs to population (see Table 21).

Table 21: Daytona Beach TCEAs Jobs to Population Comparison

Daytona Beach			
Single Family Pop.	18,186	Pop: Jobs	1: 0.90
Multi-Family Pop.	11,546		
Total Pop	29,732		
Total Employment	26,764		
<u>Jobs to Population</u>	1.1109		
Area (acres)	310		

Figure 42: Daytona Beach TCEAs Land Use Proportions

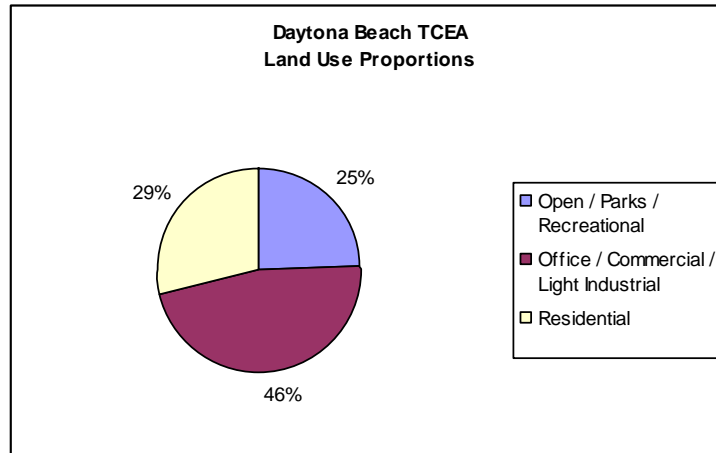


Figure 43: Daytona Beach TCEAs Residential Land Designations

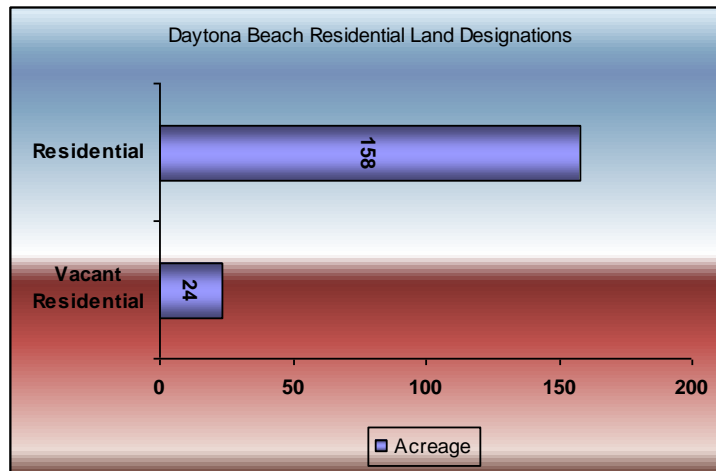


Figure 44: Daytona Beach TCEAs Nonresidential Land Designations

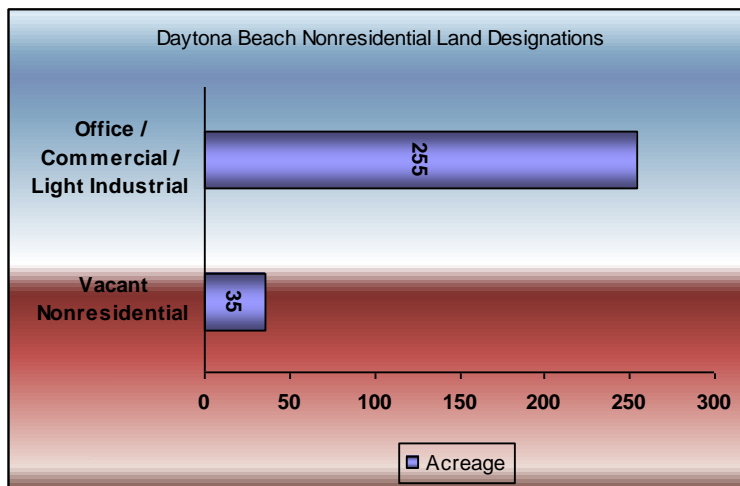
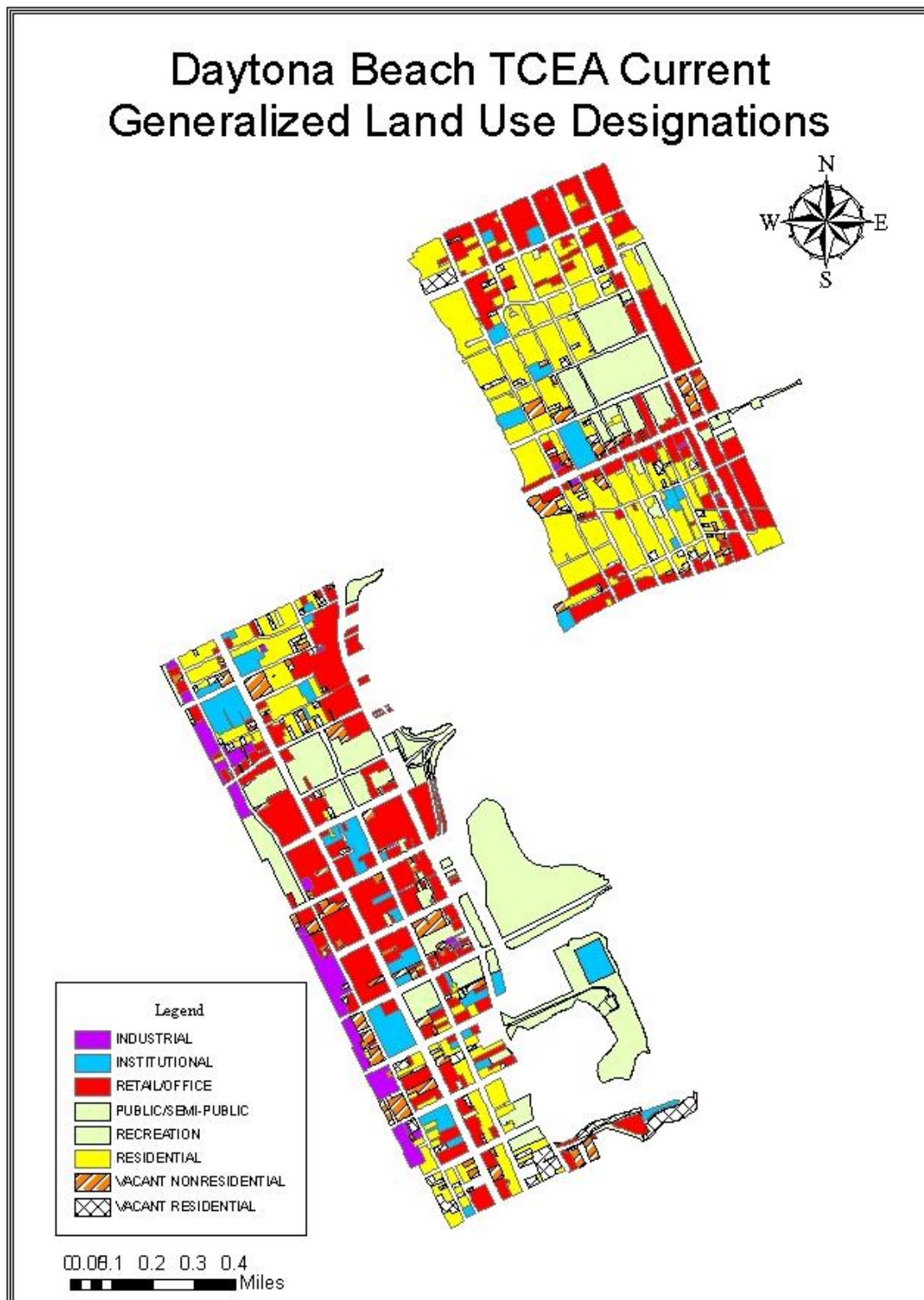


Figure 45: Daytona Beach TCEAs Current Generalized Land Use Designations



Source: Florida Geographic Data Library

5.2.8 Criterion 8: Addresses Intensity and Density

- Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density no less than 5 du/acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- Does the plan establish performance measures for intensity and density within the TCEA?

Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this Criterion:

RE Policy 1.1.9 *By 2005, require that all new developments (public or private) in the Main Street redevelopment area either construct their own adequate short-term parking and/or contribute to the construction or expansion of public parking facilities operated by parking authority and located in the vicinity of the project.*

[For additional policies pertaining to this criterion, please see *Future Land Use Categories for Downtown and Ballough Road Areas* and *Future Land Use Categories for Main Street Area* in “Criterion 7: Considers Appropriate Land Use Mix” above.]

Recommendations & Comments

Increased intensities are likely found near tourist destinations, like the boardwalk or the beach, and major hotels/motels/vacation accommodations. The benefit of adding policies on intensity and density restrictions is not just to comply with state regulations, but also to support the type of transit available or planned for the TCEAs. Land use categories allowed in the redevelopment districts all permit medium- and high-density development. Daytona Beach should make minimum density standards that are required within the TCEAs. With the exception of single-family historic homes in the riverfront mixed-use category, residential uses are limited to Level II (nine to 20 units/acre) and Level III (21 units/acre and over). Maximum floor area ratios range from a low of two (for commercial mixed-use, office/residential transitional, industrial,

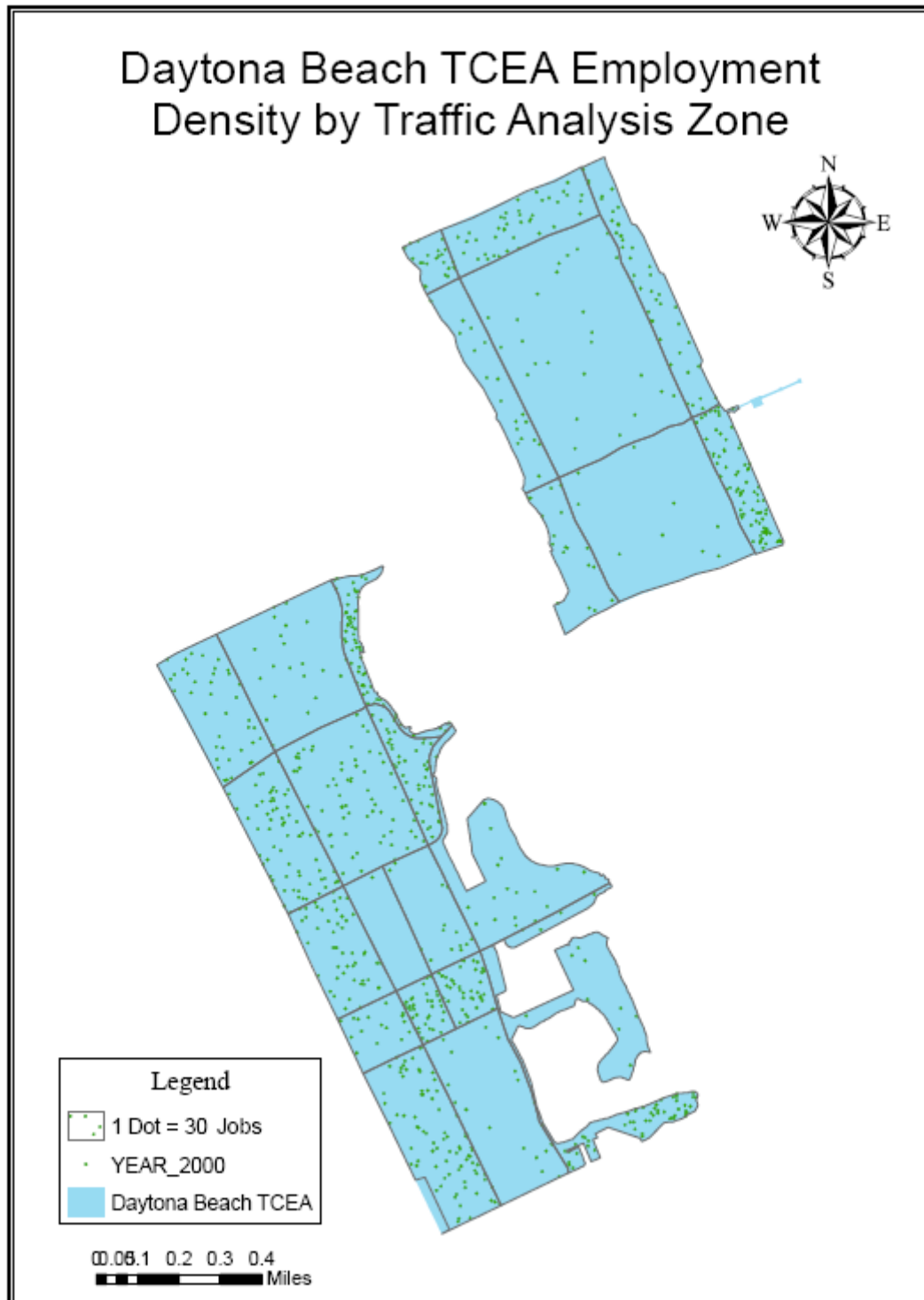
government/institutional, and riverfront mixed-use) to a high of ten (for high-intensity mixed-use). The GIS data used for analysis produced a different result for the calculation of density and intensity levels compared to the limits set in the redevelopment districts (see Table 22). The levels are higher in both the residential and employment calculations, with 80 units per acre average in residential and 92 jobs per acre for employment. Daytona Beach definitely has the potential for good multimodal transportation within its TCEAs according to these numbers. The maps in Figures 46 and 47 show the dispersion is concentrated in a few areas rather than evenly spread out.

These land use requirements can be used as a primary performance measure, and Daytona Beach's specific regulations are considered to qualify for a good to high ranking for multimodal potential as adapted from the MMTD Handbook (FDOT 2003). Further performance measure standards may be developed, such as employment density or centeredness of the area as calculated using INDEX, to ensure the specific goals of the TCEAs are addressed.

Table 22: Daytona Beach TCEAs Residential and Employment Density

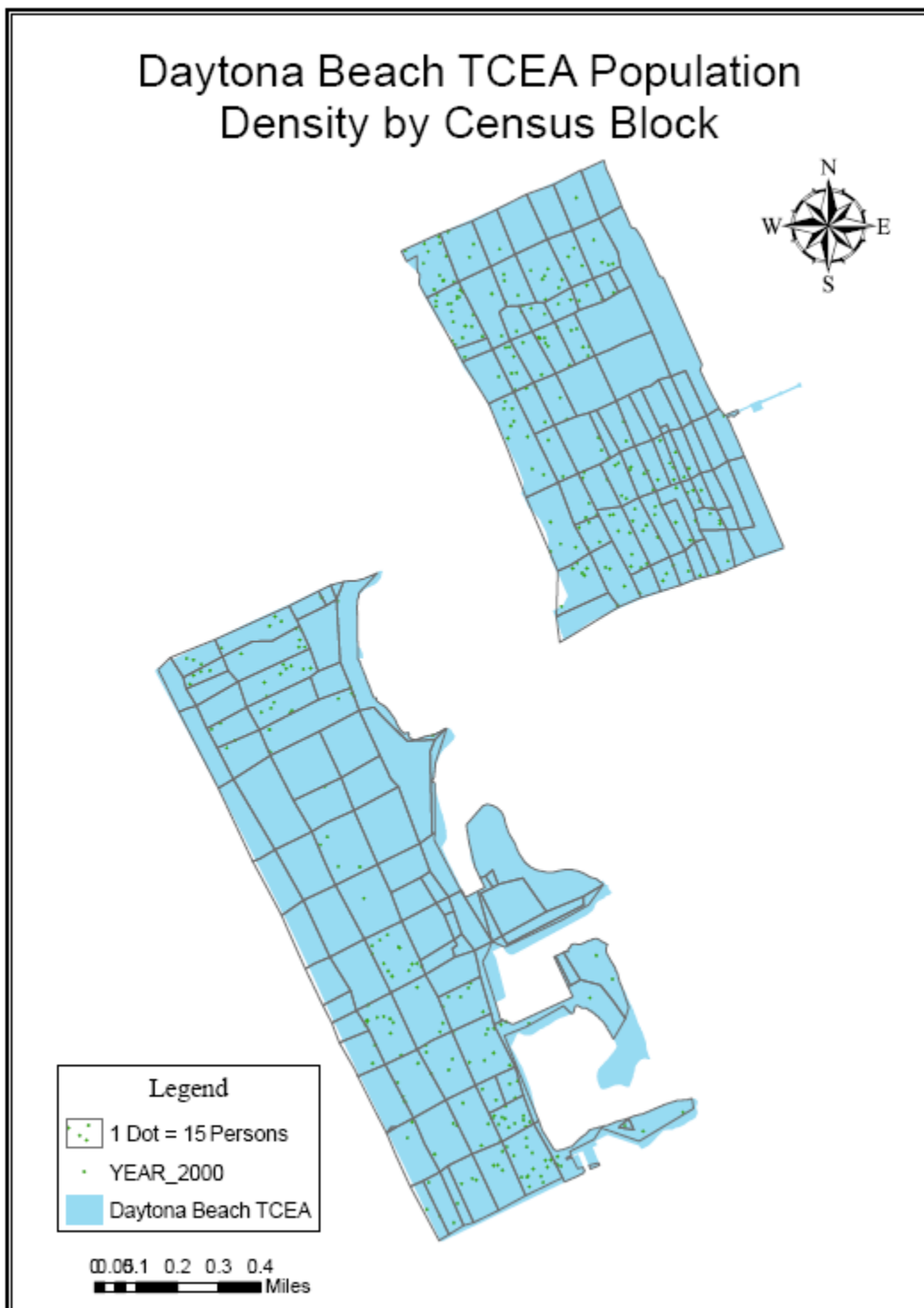
Daytona Beach				
	Single Family	Multi-Family	Res. Combined	Employment
Dwelling Units	6,691	6,680	13,371	26,764
Acres	103	63	166	290
Density/Intensity	65	106	80	92

Figure 46: Daytona Beach TCEAs Employment Density by Traffic Analysis Zone



Source: Florida Geographic Data Library

Figure 47: Daytona Beach TCEAs Population Density by Census Block



Source: Florida Geographic Data Library

5.2.9 Criterion 9: Promotes Network Connectivity

- Does the plan require development or redevelopment to provide sidewalks where appropriate?
- Does the plan require development or redevelopment to provide transit stops where appropriate?
- Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures?
- Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system?
- Does the plan require developments where a modal link is provided to connect to internal and external modal systems?
- Does the plan establish performance measures for Network Connectivity within the TCEA?
- Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

RE, Policy 1.3.5 Utilize incentive development code regulations and the developer negotiation process to create plazas and park areas aesthetically and functionally related to adjacent uses and the pedestrian and open space network and connect parking areas to public spaces.

RE, Policy 1.4.1 Use selected projects in the Transportation Element to achieve turn lanes, synchronized traffic signals, road widening, investigate one-way pairs and new road construction to maintain efficient movement of vehicular traffic in redevelopment areas.

RE, Policy 1.4.2 Continue the streetscape program (see Capital Improvement Element) to achieve an integrated high quality pedestrian movement network in the Redevelopment Areas including the completion of Main Street, International Speedway Boulevard, A-1-A, Oak Ridge, Beach Street and Ballough Road.

RE, Policy 1.4.6 Achieve at least one overhead pedestrian bridge to be built over Atlantic Avenue within the Main Street Redevelopment Area by the year 2005.

RE, Policy 1.5.2 *The City will work with the County the MPO and the FDOT to expand public transportation in the TCEA. Increasing public transportation in the area will reduce the demand on the transportation network by reducing the number of trips on the roadways. The City will work with the County (VOTRAN) to expand the public transit serving the Beach Street and Ballough Road redevelopment areas by 1999. An intermodal Transportation Center will be established in the TCEA by 2000. The center will be composed of a multistory parking garage that will accommodate expanded trolley service, local bus access, a new tram system, space for charter bus parking, space for taxi service and bicycle parking. In addition the city will continue to assist VOTRAN with maintaining a high level of bus service throughout the TCEA (see Mass Transit Section of the Transportation Element, policy 1.1.1 for Level of service)*

RE, Policy 1.5.3 *The Main Street Redevelopment Area/TCEA and the Downtown Redevelopment Area will become more pedestrian-oriented. This will be achieved through the provision of mixed land uses, parking controls, increased public transportation and increased pedestrian-oriented public spaces (such as parks and plazas).*

Recommendations & Comments

In terms of network connectivity, the intense focus on pedestrians may be later expanded to include discussions of transit stops and bike paths. Figure 48 shows the street patterns provide high connectivity. Pedestrian connectivity is better discussed for the Main Street TCEA through the creation of an overhead pedestrian bridge and continuation of the streetscape program.

More comprehensively, network connectivity between modes is mentioned in Policy 1.5.2 of the Redevelopment Element, which allows for the creation of an Intermodal Transportation Center. The Intermodal Transportation Center would allow connectivity between public transit (trolley, local bus, charter bus, tram system), paratransit (taxi), automobiles (multi-story parking garage), and bicycles (bicycle storage). Bicycles are mentioned in respect to the redevelopment area/TCEA only in this policy. A connected pedestrian network is encouraged through plazas, connected open park spaces, high-quality pedestrian amenities and streetscaping, mixed land uses, parking controls, and increased public transportation. The plan also addresses automobile traffic in the TCEAs.

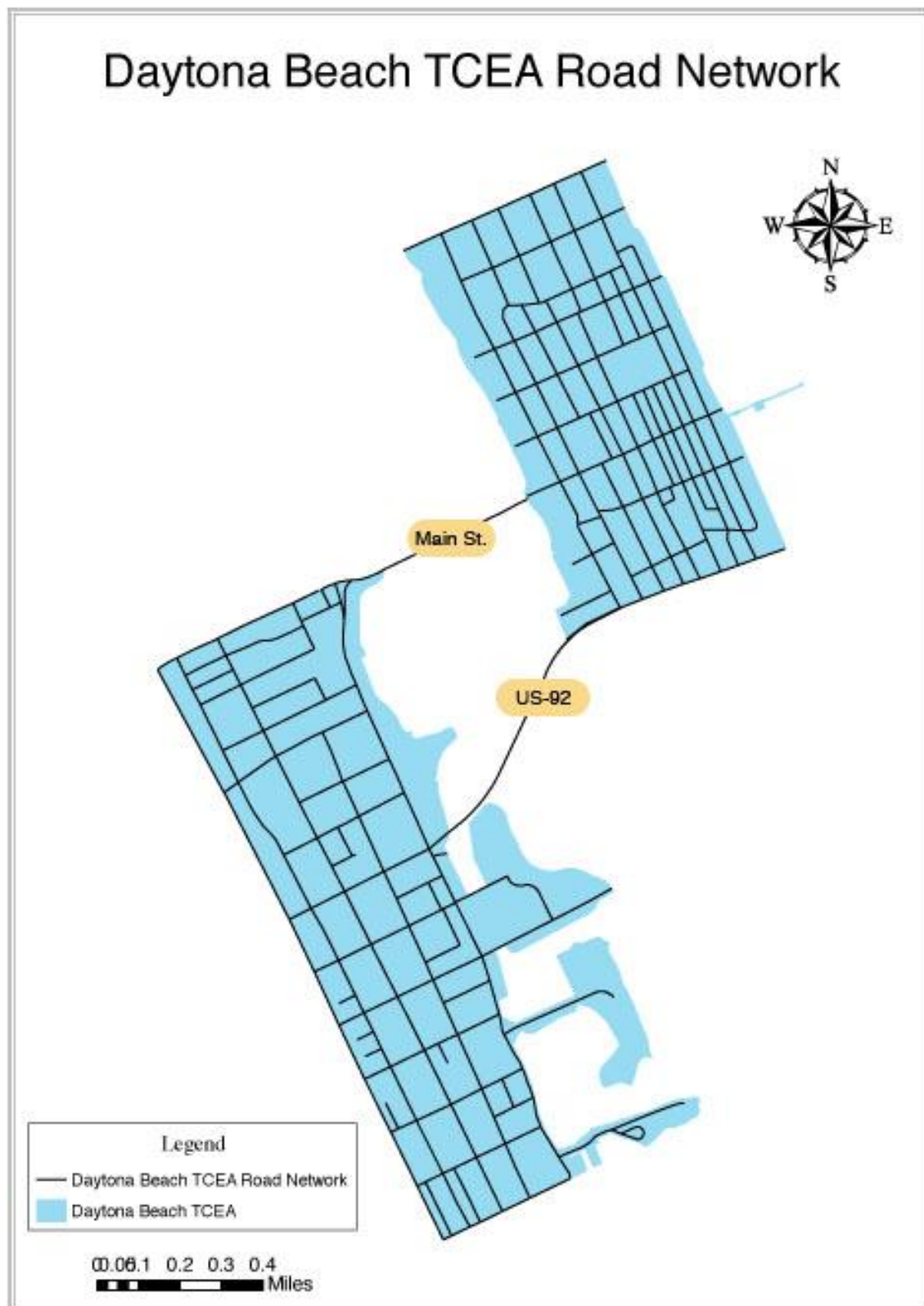
Network connectivity is an area that Daytona Beach's Comprehensive Plan does not address explicitly, yet the City surpasses the minimum number of polygons measure given in the evaluation criteria (see Table 23). With 128 polygons per square mile on average, the City has a high level of network connectivity. To ensure full compliance with state TCEA regulations, Daytona Beach should amend its comprehensive plan to better support network connectivity. This could be accomplished by requiring development or redevelopment to provide sidewalks and/or transit stops where appropriate. The City should require TCEA mobility systems to connect with regional

transportation systems and identify how to do so. Finally, the plan must include the establishment of performance measures of network connectivity adequate to address the specific goals of the TCEAs.

Table 23: Daytona Beach TCEAs Network Connectivity Polygon Analysis

Daytona Beach			
Network	# of Polygons	Square Miles	Polygons/Sq Mile
Road	126	0.98	128.41

Figure 48: Daytona Beach TCEAs Road Network



Source: Florida Geographic Data Library

5.2.10 Criterion 10: Plans to Mitigate Effects on Strategic Intermodal Systems (SIS)

- Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question?
- Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities?
- Does the plan require development or redevelopment with the potential to impact SIS facilities to enact TDM or TSM policies?
- Does the Transportation Element and/or the Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities?

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this Criterion:

RE, Policy 1.5.4 *This TCEA will not adversely affect the Florida Intrastate Highway System (FIHS). The only FIHS facility in the City is Interstate 95, which is six miles from the TCEA.*

Recommendations & Comments

The references to FIHS in Daytona Beach's plan should be updated to reflect the establishment of SIS. According to DCA, the Daytona Beach TCEAs can have potential impact on two SIS facilities: I-95 and I-4. RE Policy 1.5.4 states that the TCEA will not affect any FIHS facilities, and that the only FIHS facility in the city is I-95 (DCA, March 1995). This discrepancy should be clarified. Daytona Beach should consult with the FDOT and then amend its plan to mitigate possible effects on I-95 and I-4.

To comply with state requirements, the City should add several components to its TCEAs. The City to establish a methodology to measure the impact of development or redevelopment within the TCEAs on SIS facilities, establish an LOS for SIS facilities consistent with the state's LOS for the facilities, and implement strategies to mitigate the effects development and redevelopment may have on the SIS. These strategies may include TDM and TSM policies, roadway improvements to increase the capacity of parallel facilities, and improved network connections to keep local trips off SIS facilities., Analyzing the rate of internal capture of roadways parallel to the SIS facilities would be an appropriate method for measuring the City's ability to mitigate development and redevelopment impacts on SIS facilities within the TCEAs and find out whether the TCEAs are affecting the SIS or not.

5.2.11 Data and analysis to support the TCEA

For the creation of new TCEA, Chapter 9J-5.0055 (6) F.A.C. specifies the data and analysis required to justify the size and boundary of the TCEA dependent upon the purpose of the TCEA.

Additionally, a traffic study must accompany the TCEA that identifies existing and future operational conditions for multimodal facilities within the TCEA and must justify the need for the TCEA based on these conditions. The traffic data and analysis must identify the multimodal strategies proposed by the TCEA and evaluate how the implementation of these strategies will support mobility within the designated area. Furthermore, the analysis should look at the impact of the TCEA on surrounding transportation facilities to ensure that the TCEA will not degrade mobility in areas directly adjacent to the TCEA. The data and analysis should also include a review of existing comprehensive policies and objectives and make recommendations for modifications to these policies to support the TCEA.

For existing TCEAs, a review of existing plan policies and objectives should be conducted and recommendations to modify the language for consistency with the new legislation should be included. Additional data, analyses, and maps to support the new policies and objectives may be required for further clarification.

Additional considerations for inclusion in TCEA policy language:

- Special provisions may apply to developments of regional impacts that were approved prior to the establishment of the TCEAs.
- Mobility strategies should address developments located outside of the TCEA that generate traffic which impacts the TCEA. Typically, these developments shall mitigate for the traffic impacts in accordance with the TCEA strategies.
- A policy for evaluating the TCEA as part of the EAR process should also be included which identifies the specific criteria for which the TCEA will be evaluated. See Section six of this report for further evaluation guidance.

The following excerpts from the Daytona Beach Comprehensive Plan pertain to this criterion:

*From ORC Response Amendment 94-1 Analysis of Residential Dwelling
1994*

Main Street Redevelopment Area

The Main Street Redevelopment Area is a neighborhood that is approximately 310 acres in size. Residential parcels make up 133.4 acres, or 60 percent of the

222.21 total parcel area. The other 40 percent, 88.8 acres, is non-residential in character, with less than 1 percent vacant land.

Residential Dwelling Units

Conservative estimates have the total number of dwelling units, including single and multi family, at approximately 691 units. This would put the dwelling units at 5.18 per acre. See attached map for illustrations.

Floor Area Ratio

Although the Residential areas make up 60 percent of the area, a floor area ratio study was completed for the non-residential areas in the Main Street Redevelopment District. The study showed the area with a 0.9 FAR. However, if we discount the large convention center, and its subsequent parking, the neighborhood has a FAR of 1.12.

Distance from Interstate Highways

The Main Street Redevelopment Area is located on the Peninsula side of Daytona Beach approximately 6.5 miles from Interstate 95, and approximately 7.2 miles from Interstate 4.

Recommendations & Comments

Daytona Beach included in its response to DCA's review of its TCEAs data on the Main Street Redevelopment TCEA. This information can be used to determine if the TCEA is meeting the state requirements. It can also show if the policies of the LGCP are being enforced, and if those policies are adequate to accomplish the goals of the TCEA. The data provided details the TCEA's land use composition, number of dwelling units per acre, floor area ratio, and distance from interstate highways. These figures are not required for a TCEA designated for downtown revitalization. Since the Main Street TCEA is termed a redevelopment area and the data meets the requirements of an urban infill TCEA, Daytona Beach should reevaluate the designation of the Main Street TCEA to ensure the suitability of the downtown revitalization designation.

To comply with the regulations for downtown revitalization, a TCEA must have developable land in a Central Business District (CBD). The Main Street TCEA is not in a CBD, so it does not meet the basic requirement. According to the data analysis provided by Daytona Beach, the Main Street TCEA only has one percent vacant land available for development. This is an insufficient amount for new development. Therefore Daytona Beach must concentrate its efforts on redevelopment of the area.

Daytona Beach does not provide any data or analysis on its other TCEA, the Downtown Redevelopment Area TCEA. Daytona Beach must conduct data analysis on the Downtown Redevelopment Area TCEA that is consistent with the requirements for downtown revitalization TCEAs.

For full compliance with new state recommendations, Daytona Beach should reevaluate both of its TCEAs and provide the information stated in the above paragraphs. Additionally, the LGCP should contain language that discusses how the TCEA will be evaluated during the EAR and how it will be measured.

5.3 Daytona Beach Summary

Daytona Beach provides an example of how local governments may be adapting the TCEA to fit their downtown's unique needs. As evident in the evaluation section, the comprehensive plan is adequate for the administration of the TCEAs in most circumstances. The use of a separate redevelopment element is useful in providing a comprehensive look at all of the policies affecting the TCEA. While Objective 1.5 and its four policies are the only places the Redevelopment Element references TCEAs, the entire element was used to complete this analysis since the redevelopment areas and the TCEAs have congruous boundaries. Their plan for redevelopment includes policies that support the uniqueness of the area (the boardwalk and the concession to motorcycles) as well as creating new mall-like entertainment structures (the "public/private entertainment/parking mixed-use" future land use category allows for the types of land uses that would be required of a downtown mall). These policies and objectives should be adapted specifically for the TCEAs.

Daytona Beach's treatment of alternative modes seems to be based on the assumption that large portions of the people coming into its TCEAs are tourists. Pedestrianism is stressed over bicycling and transit-use, and because many hotels and motels are located within the redevelopment areas many tourists probably will be pedestrians. Multiple mixed-use land categories provide opportunities for thematic shops and restaurants, and public plazas and pleasant pedestrian spaces are repeated goals. Transit is treated briefly, mostly through policies that rely on Volusia County to extend service. The condition of transit stops is not addressed. Bicycles are also almost completely ignored in the redevelopment plan.

To comply with the standards for supporting mobility within a TCEA, a jurisdiction must adequately address each component in the new state guidelines for TCEA legislation within the comprehensive plan language that pertains to the TCEA. Daytona Beach has a comprehensive plan that currently meets most of the regulations and may adequately serve as an example for other jurisdictions with TCEAs to emulate. As described in further detail in the individual evaluation sections, Daytona Beach needs to improve in addressing funding mobility, alternative modes of transportation, transit-oriented design, and its mix of land uses. It would benefit from small adjustments in policies on density/intensity, network connectivity, and the mitigation of effects on the SIS within the TCEAs. The area that needs the most attention in order to comply with the state regulations and improve the TCEAs is funding mobility.

To fully comply with the current legislative requirements, the following actions are recommended:

- ❑ Establish performance measures for mobility adequate to address the specific goals of the TCEAs;
- ❑ Include policies that designate funding for the TCEAs including specific revenue sources;
- ❑ Establish strategies for developer contribution to support multimodal mobility goals;
- ❑ Clarify the purpose and justification for the TCEAs;
- ❑ Amend comprehensive plan to better create network connectivity; for example requiring development or redevelopment to provide sidewalks and/or transit stops where appropriate;
- ❑ Establish a methodology to measure the impact of development or redevelopment within the TCEAs on SIS facilities;
- ❑ Establish a level-of-service for SIS facilities consistent with the state's level-of-service for the facilities;
- ❑ Establish performance measures to demonstrate the effectiveness of the policies in the comprehensive plan;
- ❑ Coordinate with FDOT to mitigate potential effects on SIS;
- ❑ Update references to FIHS to reflect the establishment of the SIS; and
- ❑ Develop benchmarks for measuring compliance within the TCEAs and establish a system for monitoring and reporting progress.

Section 6: TCEA Guides: LESSONS LEARNED FROM CASE STUDIES

The study of TCEAs in five communities provides a foundation for an overall assessment of how the TCEA concept has been used and suggests directions for refinement and future applications.

6.1 Linking Transportation Policy and Urban Design

The legislative underpinning the TCEA concept finds that “often the unintended result of the concurrency requirement for transportation facilities is the discouragement of urban infill and redevelopment” and “that developments located within urban infill, urban redevelopment, existing urban service, or downtown revitalization areas or areas designated as urban infill and redevelopment areas under §163.2517 F.S. should be excepted from the concurrency requirement for transportation facilities.”⁴ Thus the very foundation of a transportation concurrency exception is rooted in the relationship between transportation, land use, and urban design.

The legislation – and in particular the legislative amendments enacted in 2005 – emphasizes that a local government’s strategy for implementing a TCEA must “*support and fund mobility... including alternative modes of transportation ... demonstrate how mobility ... will be provided*” and “*must address urban design; appropriate land use mixes.... and network connectivity.*”⁵ These mandates further solidify the transportation – land use linkage as the central foundation of the TCEA concept.

The case studies generally indicate that the transportation-land use relationship is often poorly developed or not explicitly defined in a fashion that permits the broader implications of decisions to be understood. Results in the land use arena are rarely connected to the granting of the transportation concurrency exception or at best the connection is prospective without any provision for measuring the effect of the transportation decision on land use and vice versa.

6.2 The Case for Regional Coordination

Good transportation policy inevitably involves sound regional planning and coordination. Likewise, the tools for transportation management including concurrency are more apt to prove successful when undertaken as a part of a regional strategy. Although not all TCEAs will benefit from a regional approach, elements of the new legislation such as network connectivity encourage regional planning. Additionally, sound planning for TCEAs should involve more than the policies for the TCEA itself – taking a regional approach to mobility and planning for how TCEAs connect to regional systems should

⁴ §163.3180 (5)(a)

⁵ §163.3180 (5)(b)

help protect SIS facilities and promote regional mobility. The Miami Dade TCEA concept offers a notable example of a regional approach.

The Miami Dade TCEA established an umbrella framework for transportation concurrency exceptions based on a tiered approach to levels of service and support of the public transportation components of the region's transportation system. Within the regional context, urban design and land use components are then addressed at the neighborhood level or become the purview of the municipalities. However, the limits of Miami-Dade's approach are shown in the apparent lack of coordination between the County and individual municipalities in the TCEA. While this deference to the individual local governments is logical in view of Florida's growth management structure, the uneven and fragmented result shown by the case studies should be no surprise. The success of regional approaches will likely depend on the establishment of strong incentives coupled with mandatory prerequisites for the participation of local governments.

6.3 Traditional Downtowns versus Special Purpose Activity Centers

Guidelines for urban design, land use mix, and network connectivity generally relate to urban centers characterized by downtown retail and employment centers intermingled with an urban residential component. This urban character has traditionally resulted in walkable environments supporting multimodal transportation systems and is typically identified as the type of environment suitable for the application of transportation concurrency exception concepts.

In contrast, the Daytona Beach TCEA presents a strong case for concurrency exceptions but does not closely fit the model described above. Daytona Beach is tourist-oriented and its approach to multimodal transportation solutions is grounded in the economic development aspects of this tourist element. Given the importance of tourism in the Florida economy and the number of communities with characteristics similar to Daytona Beach, the development of indicators and evaluation criteria applicable to a tourism-based area may be justified.

6.4 The TCEA in the Suburban Context

The enabling legislation clearly contemplates the application of the TCEA concept in urban centers characterized by mixed use, multimodal transportation systems and network connectivity. In contrast, the TCEA concept is, in some cases, being applied in suburban settings characterized by a segregated, auto-oriented land use pattern. This is true of the Collier County TCEA and, to a lesser degree, the Aventura TCEA.

The legislation allows the application of TCEAs in suburban settings within designated urban service areas, although the available tools are more appropriate for urban centers. If TCEAs are to be used in a suburban environment, a high probability should be demonstrated that the urban design and multimodal elements that justify the concurrency exception can realistically be accomplished with the tools available to the

local government. Mandated urban design and mixed use standards, committed funding to support mobility and achieve connectivity, and a comprehensive performance monitoring program should be prerequisites.

6.5 Funding Mobility

The 2005 growth management legislation focused on fiscal responsibility and established the concept of “financial feasibility” as the test for mitigation when level of service deficiencies resulted from new development. This test raises the bar for local governments by mandating that funds be “committed” for projects required to maintain the adopted level of service. The TCEA concept proposes to substitute a multimodal, urban design approach as a means of maintaining adequate mobility. Since the Florida Statutes require that the TCEA support and fund mobility, the TCEA should meet a financially feasible test as well.

The case study evaluation revealed significant shortcomings in the “funding mobility” category. The City of Miami demonstrates the most sophisticated approach to funding with links to important planning initiatives such as the *Miami Comprehensive Neighborhood Plan (MCNP)*, and strong policy support for public transportation and the concentration of development within activity centers. There is no indication, however, of a schedule of specific actions or projects within the CIE directed to achieving mobility. In contrast, the Collier County TCEA does not address “funding” in any manner other than the cost of mitigation when the developer applies for a concurrency exception.

It can be generally observed that the funding elements of these programs are not sufficiently developed to reliably produce mobility enhancements and reductions in vehicle trips sufficient to justify the concurrency exceptions. Under the new legislation, *strategies to support and fund mobility* should be subjected to the “financial feasibility” test while avoiding disincentives for development - a standard that will almost certainly require a substantial retooling of most of the existing TCEAs and a higher standard for new designations.

6.6 Performance Measures and Monitoring

The case studies show an almost universal absence of performance measures designed to evaluate results and progress toward TCEA objectives. Likewise, few monitoring programs have been established to routinely report such progress. While not required by the Florida Statutes, performance measures and/or monitoring programs may prove to be key elements in the successful implementation of TCEA requirements.

The case studies indicate a range of circumstances with regard to performance measures. The Miami-Dade, the City of Miami and the Daytona Beach programs contain explicit standards that could be readily expanded into performance measures. In contrast, the Collier County program contains no urban design or mobility standards that could be easily converted to performance measures.

This deficiency coincides with a general lack of specificity about how the TCEA objectives are to be accomplished. The current legislative requirement for the establishment of performance measures may well precipitate the substantial reevaluation of most TCEAs and the eventual development of more comprehensive monitoring systems.

6.7 The FIHS to SIS Transition

The emergence of the SIS and the TRIP as the basis of transportation policy in Florida has shifted the focus from highways to intermodal facilities. As a result, each TCEA must now adhere to strategies that mitigate any impact on the state's key intermodal facilities – not just the highway system. This shift in emphasis will require each TCEA to be reevaluated in terms of this criterion and reopen the required dialogue with FDOT regarding anticipated impacts and impact mitigation.

Appendix A – TCEA Recommended Strategies and Evaluation Criteria Table

TCEA EVALUATION CRITERIA	
Basic Statutory TCEA Designation Requirements	<input type="checkbox"/> Does the Comprehensive Plan establish strategies and guidelines that promote the purposes of the concurrency exception? Specifically does the Comprehensive Plan: <ul style="list-style-type: none"> <input type="checkbox"/> Adopt and implement strategies that support and fund mobility including alternative modes of transportation? (see “Recommended Strategies and Evaluation Criteria”, Sections 1, 2, and 4) <input type="checkbox"/> Demonstrate how strategies will support the purpose of the exception? (see “Recommended Strategies and Evaluation Criteria”, Section 3) <input type="checkbox"/> Demonstrate how mobility within the designated exception area will be provided in the short-term and the long-term? (see “Recommended Strategies and Evaluation Criteria”, Section 5) <input type="checkbox"/> Address urban design, appropriate land use mixes, density and intensity, and network connectivity needed to promote urban infill, redevelopment or downtown revitalization? (see “Recommended Strategies and Evaluation Criteria”, Sections 6 through 9)
	<input type="checkbox"/> If the TCEA exempts projects that place only special part-time demand on the transportation system, does the Comprehensive Plan require that such projects meet the following criteria? <ul style="list-style-type: none"> <input type="checkbox"/> The exemption is limited to projects that have no more than 200 scheduled events each calendar year, AND <input type="checkbox"/> Do not affect the 100 highest traffic volume hours
	<div>URBAN INFILL</div> <input type="checkbox"/> If the TCEA is located within an area designated by the comprehensive plan for Urban Infill (as defined by §163.3164 (27) F.S.), does it meet the following criteria? <ul style="list-style-type: none"> <input type="checkbox"/> No more than 10 percent of the area is developable vacant land (vacant lands may not include water bodies or other unavailable lands) <input type="checkbox"/> If residential use comprises 60 percent or more of the developed land, the average density is no less than 5 dwelling units per acre <input type="checkbox"/> If non-residential use comprises 60 percent or more of the developed land, the average intensity is no less than 1.0 per gross non residentially developed acre
	<div>URBAN REDEV.</div> <input type="checkbox"/> If the TCEA is located within an area designated by the comprehensive plan for Urban Redevelopment (as defined by §163.3164 (26) F.S.) does it meet the following criteria? <ul style="list-style-type: none"> <input type="checkbox"/> Is within an Urban Infill area as identified in Rule 9J-5.0055(6)(a) 1a&b OR <input type="checkbox"/> Is within an existing urban service area as defined by §163.31464 (29) F.S.
	<div>DOWNTOWN REVIT.</div> <input type="checkbox"/> If the TCEA is located within an area designated by the comprehensive plan for Downtown Revitalization (as defined by §163.3164 (25) F.S.) does it meet the following criteria? <ul style="list-style-type: none"> <input type="checkbox"/> Located within a Central Business District (CDB) designated by the Comprehensive Plan? <input type="checkbox"/> Includes both downtown development and redevelopment?
	<div>URBAN INFILL & REDEV.</div> <input type="checkbox"/> If the TCEA located within an Urban Infill and Redevelopment Area (§163.2517 F.S.) by the local government in its Comprehensive Plan for the purpose of targeting economic development, job creation, housing, transportation, crime prevention, neighborhood revitalization and preservation, and land use incentives to encourage urban infill and redevelopment within the urban core <ul style="list-style-type: none"> <input type="checkbox"/> Does the Comprehensive Plan provide for infrastructure needs including mass transit and multimodal linkages? <input type="checkbox"/> Does the Comprehensive Plan identify and map existing transportation concurrency exception areas and any relevant public transportation corridors for which the local government seeks designation as a transportation concurrency exception area? <input type="checkbox"/> For such areas, does the Comprehensive Plan describe how public transportation, pedestrian ways, and bikeways will be implemented as an alternative to increased automobile use?

Recommended Strategies and Evaluation Criteria	SECTION 1	
	Supports Mobility	<p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Has the plan identified strategies for funding mobility, alternative modes of transportation, transit-oriented design, density/intensity, mix of land uses, network connectivity, and the mitigation of effects on the SIS, as described below? <input type="checkbox"/> Does the plan include other mobility supporting strategies, such as Transportation Demand Management (TDM), Transportation System Management (TSM), or siting criteria for public facilities such as schools, government buildings, and recreational facilities? <input type="checkbox"/> Does the plan establish performance measures for mobility adequate to address the specific goals of the TCEA? <input type="checkbox"/> Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?
	SECTION 2	
	Funds Mobility	<p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan contain policies that designate funding for the TCEA or describe revenue sources such as: <ul style="list-style-type: none"> <input type="checkbox"/> Direct public investment through local, state, or federal governments, such as Capital Improvement Plans or direct grants? <input type="checkbox"/> Direct public investment through specially empowered authorities such as Community Development Corporations? <input type="checkbox"/> Redirection of public investment through specially designated, non-profit organizations such as Community Redevelopment Areas and Downtown Redevelopment Agencies? <input type="checkbox"/> Special tax incentive programs such as Enterprise Zones? <input type="checkbox"/> Mitigation strategies to fund TCEA mobility strategies? <input type="checkbox"/> Are mobility strategies funded in the Capital Improvements Element? <input type="checkbox"/> Does the plan establish performance measures for funding adequate to address the specific goals of the TCEA? <input type="checkbox"/> Are the adopted performance measures for funding adequate to address the specific goals of the TCEA? <hr/> <p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Amount of funding for bicycle, pedestrian, and transit operations and capital improvements within the TCEA as a percentage of other transportation funding through the funding sources described above ▪ List of TCEA improvements implemented and included in the CIE over the last 5 years.
	SECTION 3	
	Strategies Support Purpose of Designation	<p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Is the purpose of the designation made clear in the policy or policies that designate the TCEA? <input type="checkbox"/> Does the plan place a priority on the type of development within the TCEA (i.e., redevelopment for a redevelopment TCEA or infill development for an infill development TCEA)? <input type="checkbox"/> Does the plan establish performance measures for "Strategies to Support Purpose of Designation" adequate to address the specific goals of the TCEA? <input type="checkbox"/> Are the adopted performance measures for "Strategies to Support Purpose of Designation" adequate to address the specific goals of the TCEA?

		<p><i>Primary Performance Measures:</i></p> <p>Consistent with original justification for designation of the TCEA:</p> <ul style="list-style-type: none"> ▪ Urban Infill: Percentage of the remaining developable land that has been developed in the TCEA ▪ Urban Redevelopment: Number of square feet, or dwelling units, of redevelopment that has occurred within TCEA ▪ Urban Infill and Redevelopment: <ul style="list-style-type: none"> ▪ Percentage of the remaining developable land that has been developed ▪ Amount of redevelopment (square feet or dwelling units) that has occurred within the TCEA ▪ Downtown Redevelopment: <ul style="list-style-type: none"> ▪ Percentage of the remaining developable land that has been developed ▪ Amount of redevelopment (square feet or dwelling units) that has occurred within the TCEA
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Recommended Strategies and Evaluation Criteria	Includes Alternative Modes of Transportation	<p>SECTION 4</p> <p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan address or identify existing and future alternative modes of transportation, such as biking, walking, and transit? <input type="checkbox"/> Does the plan include a mode-split goal for alternative modes? <input type="checkbox"/> Does the plan establish performance measures for evaluating if the modal split goals are being met within the TCEA such as <ul style="list-style-type: none"> <input type="checkbox"/> Pedestrian, bicycle and transit QOS? <input type="checkbox"/> Transit network coverage? <input type="checkbox"/> Transit span of service? <input type="checkbox"/> Bicycle network coverage? <input type="checkbox"/> Pedestrian network coverage? <input type="checkbox"/> Reduction in the amount of vehicle miles traveled? <input type="checkbox"/> Rates of internal capture? <input type="checkbox"/> Does the plan address alternative modes of transportation as they relate to the specific and identified mobility needs within the TCEA (as opposed to generally fulfilling the requirements of Rule 9J-5.019 (c) (5) F.A.C.)? <input type="checkbox"/> Does the plan include policies requiring new development or redevelopment to support alternative modes of transportation such as <ul style="list-style-type: none"> <input type="checkbox"/> Provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes? <input type="checkbox"/> Parking management? <input type="checkbox"/> Does the plan identify short-term and long-term strategies and projects for implementation of each mode? <input type="checkbox"/> Does the plan establish performance measures for Alternative Modes adequate to address the specific goals of the TCEA? <input type="checkbox"/> Are the adopted performance measures for Alternative Modes adequate to address the specific goals of the TCEA? <hr/> <p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Pedestrian, bicycle and transit Q/LOS: C or better ▪ Mode split ▪ Transit network coverage ▪ Transit span of service ▪ Bicycle network coverage ▪ Pedestrian network coverage ▪ Reduction in the amount of vehicle miles traveled within the TCEA ▪ Rate of internal capture <hr/> <p><i>Alternative Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Pedestrian Environment Factor ▪ Pedestrian/Bicycle Friendliness Factor as calculated by INDEX
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Recommended Strategies and Evaluation Criteria	SECTION 5	
	Demonstrates How Mobility will be Provided	<p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan specify how policies related to supporting mobility will be implemented? <input type="checkbox"/> Does the plan link the discussion of alternative modes, urban design, density and intensity, mix of land use, and network connectivity specifically to the TCEA through a special area plan or in the TCEA plan amendment? <input type="checkbox"/> Is there a provision of transit service within the designated area, or a definitive commitment to the provision of transit? <input type="checkbox"/> Does the plan contain a short-term and long-term schedule of mobility improvements with implementation dates and responsible agencies? <input type="checkbox"/> Does the plan establish performance measures for mobility within the TCEA? <input type="checkbox"/> Are the adopted performance measures for mobility adequate to address the specific goals of the TCEA?
		<p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> • Implementation of short-term and long-term improvements over the 5-year period • Execution of interlocal agreement with transportation agencies and employers to provide mobility strategies
	SECTION 6	
	Addresses Urban Design	<p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan link urban design policies to the support of alternative modes of transportation? <input type="checkbox"/> Does the plan specifically provide for Transit-Oriented Design (TOD) in the TCEA? <input type="checkbox"/> Does the urban form encourage daily activities within walking distance of residences; public infrastructure that is safe, comfortable, and attractive for pedestrians; adjoining buildings open to the street; and parking facilities structured to avoid conflict with pedestrian, transit, automobile, and truck travel? <input type="checkbox"/> Does the plan require and provide detailed design standards specific to development within the TCEA? <input type="checkbox"/> Does the plan establish performance measures for Urban Design within the TCEA? <input type="checkbox"/> Are the adopted performance measures for Urban Design adequate to address the specific goals of the TCEA?

		<p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Road network density (lane miles per square mile). Higher densities may indicate more efficient roadways and correlate with population and housing density. ▪ Portion of the road network comprised of 2 lane and 4 lane roads ▪ Block lengths: 300' desirable, 400' to 500' sufficient, 600' or greater undesirable ▪ Structural density of the area (F.A.R.) ▪ Population or household density ▪ Pedestrian crossing of reasonable distances (1/2 mile or less when block length is greater than 600') ▪ Amount of redevelopment, infill development, etc. that were build in accordance with the new design standards prescribed in plan ▪ Average distance of buildings from road • Number of plan prescribed improvements implemented over 5-year period • Are the transit stations or stops a visible point of identity for the neighborhood district and community? ▪ Is there continuous and safe pedestrian access provided by sidewalks and pathways to transit stops? ▪ Do the transit stations and stops provide direct or reasonable access to major attractions and destinations? ▪ Are the transit stations and stops accessible in accordance with the Americans with Disabilities Act? ▪ Are buildings and services located adjacent to the sidewalk? ▪ Is adequate parking provided with direct access to major transit stations or park-and-ride services?
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Recommended Strategies and Evaluation Criteria	Addresses Appropriate Land Use Mixes	<div>SECTION 7</div> <div> <p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the area in the plan contain a variety of land uses, including employment, residential, and supporting activities? <input type="checkbox"/> Does the plan require mixed-use zoning? <input type="checkbox"/> Does the plan consider school siting in the treatment of land-use mix? <input type="checkbox"/> Does the plan identify specific ratios of mixed-use development for the TCEA? <input type="checkbox"/> Does the plan establish performance measures for Land Use Mix within the TCEA? <input type="checkbox"/> Are the adopted performance measures for Land Use Mix adequate to address the specific goals of the TCEA? </div> <hr/> <div> <p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Jobs to Population Ratio: range of 1:1 to 3:1 (FDOT 2004) ▪ 3 or more Significant Land Uses including residential and employment (Figure 2 MMTD Handbook) <ul style="list-style-type: none"> ○ Center or suburban office ○ Local, regional, or specialty shopping ○ Hospital ○ Recreational ○ Cultural ○ Schools/Colleges ○ Government/Institutional ○ Residential (>8 du/acre) ▪ Land use separations (Table 5 of MMTD Handbook) <ul style="list-style-type: none"> ○ Home based shopping within 0.25 to 0.5 miles (5 to 10 minutes) ○ Home based social/recreational within 0.5 to 1.0 miles (10 to 20 minutes) ○ Home based work within 1.0 to 1.25 miles (20 to 25 minutes) ▪ Land use ratios (Refer Land Use Mix Table of MMTD Handbook) <ul style="list-style-type: none"> ○ 5 to 15 percent open space ○ 30 to 70 percent office ○ 20 to 60 percent residential </div> <hr/> <div> <p><i>Alternative Performance Measures:</i></p> <ul style="list-style-type: none"> ▪ Number of Acres/Percentage of mixed-use development within the TCEA as compared to number of acres/percentage of total development ▪ Number of suggested land uses from the land-use compatibility matrix in Tables 3 and 4 of the Pedestrian and Transit-Friendly Design Manual? ▪ Land-use mix as calculated by INDEX ▪ Land-use balance as calculated by INDEX ▪ Area completeness as calculated by INDEX </div>
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SECTION 8

Addresses
Intensity and
Density*Plan Evaluation Criteria:*

- ☐ Does the plan include specific minimum densities for development in the TCEA as related to support the objectives of the TCEA?
 - Residential density of no less than 5 du/ acre (for infill TCEA) or high enough to support multimodal potential?
 - Employment Density of no less than 1.0 FAR (for infill TCEA) or high enough to support multimodal potential?
- ☐ Does the plan specify areas where development should be intensified (i.e., around major transit stations)?
- ☐ Do the densities specified in the plan support the type of transit available or planned for the TCEA?
- ☐ Does the plan establish performance measures for intensity and density within the TCEA?
- ☐ Are the adopted performance measures for intensity and density adequate to address the specific goals of the TCEA?

Primary Performance Measures:
(Table adapted from MMTD Handbook)

- Residential population > 5,000
- Residential density
- Employment density

Residential Land Use (units per acre)	Commercial Land Use (employees per acre)	Multimodal Potential & Transportation Compatibility
1 - 3	1 - 39	Poor multimodal potential
4 - 6	40 - 59	Marginal multimodal potential
7 - 14	60 - 99	Good multimodal potential
15+	100+	High multimodal potential

Alternative Performance Measures:

- Densities to demonstrate transit ridership
- Higher intensities and densities within the primary service area for the central core, or does the area provide a density of development (not necessarily concentric) that promotes the provision of primary services (as shown in Figure 3 of MMTD Handbook)
- Intensities along major transit corridors
- Higher densities and intensities at activity centers along corridors in proximity to transit usage
- Densities and intensities of land-uses in Table 6 of MMTD Handbook
- Centeredness of the area as calculated by INDEX

Recommended Strategies and Evaluation Criteria	<div>SECTION 9</div> <div> <div>Addresses Network Connectivity</div> <div> <p><i>Plan Evaluation Criteria:</i></p> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan require development or redevelopment to provide sidewalks where appropriate? <input type="checkbox"/> Does the plan require development or redevelopment to provide transit stops where appropriate? <input type="checkbox"/> Does the plan support connectivity between modes through required bike racks at major transit stops, park-and-ride facilities for automobiles at major transit stops on the edge of the TCEA, or other measures? <input type="checkbox"/> Does the plan emphasize a connected pedestrian system and/or a connected bike lane/path system in addition to a connected roadway system? <input type="checkbox"/> Does the plan require developments where a modal link is provided to connect to internal and external modal systems? <input type="checkbox"/> Does the plan establish performance measures for Network Connectivity within the TCEA? <input type="checkbox"/> Are the adopted performance measures for Network Connectivity adequate to address the specific goals of the TCEA? <hr/> <p><i>Primary Performance Measures:</i></p> <ul style="list-style-type: none"> Number of polygons per square mile for bicycle, pedestrian, and transit networks: 50 polygons per square mile (MMTD handbook) Block lengths: 300' desirable, 400' to 500' sufficient, 600' or greater undesirable (MMTD Handbook) <hr/> <p><i>Alternative Performance Measures:</i></p> <ul style="list-style-type: none"> Pedestrian Route Directness as calculated by INDEX Pedestrian Network Coverage as calculated by INDEX Pedestrian Network Connectivity as calculated by INDEX Network Density of the streets in the TCEA as calculated by INDEX Street Connectivity as calculated by INDEX Ratio of intersection types in the street network Link-Node Ratio of the street network Bicycle Route Connectivity as calculated by INDEX Convenience of connections to regional transportation Convenience of modal connections Area wide multimodal level of service meet the suggested level for each mode (as described in Table 7 of MMTD Handbook) LOS for pedestrian and bicycle networks a "B" or better within a two-mile radius of schools within the TCEA Street network provide access to a community focal point or urban core Hierarchical road network organization and roadway pattern similar to Figures 5 and 6 of MMTD Handbook </div> </div>
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	SECTION 10
	<div data-bbox="262 451 436 544" data-label="Text"> <p>Plan to Mitigate Effects on SIS</p> </div> <div data-bbox="464 345 697 370" data-label="Section-Header"> <p><i>Plan Evaluation Criteria:</i></p> </div> <div data-bbox="512 373 1953 553" data-label="List-Group"> <ul style="list-style-type: none"> <input type="checkbox"/> Does the plan acknowledge potential effects of the TCEA on the SIS and list the facilities in question? <input type="checkbox"/> Does the plan establish a methodology to measure the impact of development or redevelopment within the TCEA on SIS facilities? <input type="checkbox"/> Does the plan require development or redevelopment with the potential to impact SIS facilities to enact Transportation Demand Management (TDM) or Transportation System Management (TSM) policies? <input type="checkbox"/> Does the transportation plan and/or Capital Improvements Element plan to build and fund roadway improvements or other strategies to increase the capacity of parallel facilities and/or improve network connections to keep local trips off SIS facilities? </div> <div data-bbox="464 634 774 659" data-label="Section-Header"> <p><i>Primary Performance Measures:</i></p> </div> <div data-bbox="512 683 1814 732" data-label="List-Group"> <ul style="list-style-type: none"> ▪ Rate of internal capture on roadways parallel to SIS facilities ▪ LOS on SIS facilities/available capacity (if required by FDOT district – monitoring of LOS on SIS facilities is not mandatory for TCEAs) </div>

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