

# FUTURE OF THE REGION AWARDS

## Development/Infrastructure

# Mobility Fees Pasco County

January 2012

New Smart Pasco

## Abstract

### PROJECT PARTICIPANTS:

Pasco Board of County Commissioners  
Office of County Attorney  
County Administration  
Planning and Growth Management  
Pasco MPO  
Tindale-Oliver & Associates  
FDOT District 7  
Pasco Economic Development Council

### SUBMITTED BY:

David Goldstein  
Chief Assistant County Attorney

In July Pasco County adopted a new mobility fee program that utilizes innovative strategies to help fund multiple modes of travel and encourage urban development, economic development, and transit oriented and traditional neighborhood development. It is a model for other communities seeking to finance and implement the One Bay Vision.



## PASCO COUNTY

Board of County Commissioners  
County Administration  
County Attorney's Office  
Planning and Growth Management

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## Project Description :

Rural



Suburban

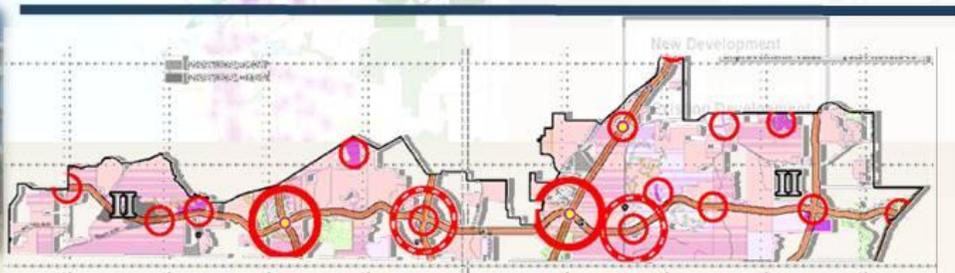


Town Center



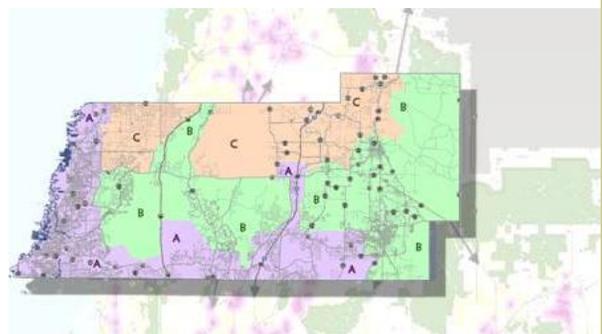
Urban /TOD

On July 12, 2011, Pasco County became one of the first counties in Florida to adopt mobility fees as a replacement to transportation impact fees. The Pasco mobility fee assesses for the capital costs of roads, transit and bicycle/pedestrian facilities, and utilizes variable levels of service, trip lengths, and other transportation revenue sources to create an innovative tiered rate structure that encourages economic development, transit oriented and traditional neighborhood/town center development, and development in Pasco’s designated urban market areas along the US 19 and S.R. 54/56 corridors. For example, Pasco’s mobility fee for office, industrial and transit-oriented development along the US 19 and S.R. 54/56 corridors is \$0, and the transportation impact of these encouraged uses is addressed through the application of other revenue sources, including sales tax, gas tax and a new tax increment financing district.



The mobility fee program is based on and implements the Pasco County Metropolitan Planning Organization’s 2035 Long Range Transportation Plan (LRTP), which incorporates the majority of the TBARTA Master Plan within Pasco County. The Pasco mobility fee program gives Pasco municipalities the option to participate in the program and benefit from the revenue sources and reduced fees for town centers. Recognizing the importance of the State’s Strategic Intermodal System (SIS) to the region’s economy, a portion of the mobility fee is earmarked for transportation facilities that benefit the SIS in Pasco County. The mobility fee ordinance requires consultation with FDOT prior to budgeting the SIS portion of the fee.

The initial mobility fee adopted by Pasco does not assess for regional transit facilities, primarily due to the current uncertainty surrounding the specific modes and funding for regional transit. However, the mobility fee will be updated at least every three years, and during each update Pasco will evaluate whether the capital costs of regional transit should be included in the updated fee. In addition, with FDOT’s concurrence, the SIS portion of the mobility fee can be used for regional transit facilities that benefit the Strategic Intermodal System.



**Economic**

**Social**

**Physical**

**Natural**

**ECONOMIC DEVELOPMENT**

**Mobility Fee Preferred Rates help:**

- **Grow in a way that increases quality**
- **Reduce commuter population**
- **Balance tax base**

Office

Industrial

Lodging (Hotel)

The Pasco mobility fee is both a funding source and growth management/economic development tool, and supports a larger strategy to (1) reduce infrastructure costs by focusing growth where infrastructure (including regional transit) exists or is planned, (2) ensure that needed transportation infrastructure is in place to make Pasco County attractive to new employers, (3) encourage compact design in urban areas to preserve open space, environmentally sensitive land, and agricultural land, (4) rely more on alternate modes of travel (transit, walking and biking) that improve public health and reduce energy consumption and commuting costs, and (5) provide housing options that are less auto-dependent.

The Pasco mobility fee helps implement the ONE BAY Vision, and will be a model for other communities in the region and state as these communities struggle with transportation infrastructure needs and growth management in a changing regulatory environment (e.g. HB 7207). More detailed information on Pasco's mobility fee program is contained in the attached newspaper articles, PowerPoint slides, ordinances, fee schedules, and technical report.



# Future of the Region Awards



## Mobility Fees Pasco County

January 13, 2012



## Mobility Fee Highlights

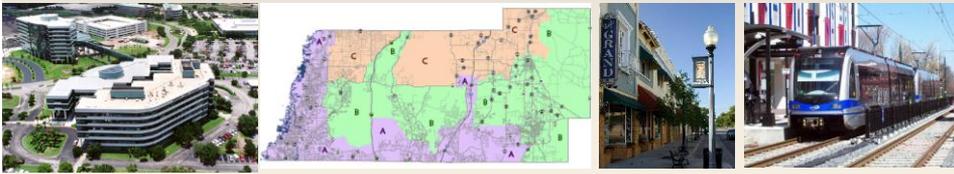
- Replaces existing transportation impact fee
- Adopts MPO LRTP as Pasco's mobility plan
- Responds to changes in growth mgt. legislation
- Funds roads, transit and bicycle/pedestrian facilities





## Mobility Fee Highlights

- Uses variable levels of service, trip lengths and other revenue sources to create a tiered rate structure (favored uses and locations)
- Lower rates in Urban Market Area
- Lower rates for office, industrial, hotel, transit oriented, and traditional neighborhood development
- Greater reliance on alternative travel modes in Urban Market Area
- Allows municipalities to participate



## Mobility Fee Highlights

- Supports County's objectives – job creation & smart growth
- Earmarks % of mobility fee for Strategic Intermodal System (SIS)
- Does not assess for regional transit BUT does allow fees to be used for such facilities
- Does not rely on any tax increase

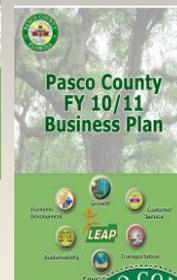
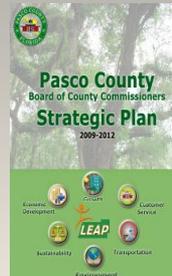
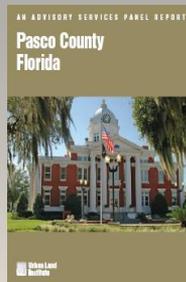


## Factors Motivating Pasco

- **48% of Pasco County workers employed outside of Pasco County boundaries – Highest % of commuters in Region**
- **12% Unemployment – Highest % in Region**
- **Highest impact fees in Region**
- **Unsustainable Growth Patterns**
- **Tax Base dependent on residential development (79%)**

## Mobility Fee Planning Foundation

- **ULI**
- **Strategic Plan**
- **Business Plan**



Available at  
[www.pascocountyfl.net](http://www.pascocountyfl.net)



## Mobility Planning History-2006

- **2006 Comprehensive Plan**
- **Creation of Town Centers and Employment Centers**
- **Adoption of Town Center/Traditional Neighborhood Development Ordinance**
- **Creation of Rural Protection Areas**



## Mobility Planning History-2007/08

- **Adoption of Pasadena Hills TND Area Plan**
- **Creation of TBARTA by legislature**
- **Urban Land Institute (ULI) Report**
  - **Market Area focus**
  - **More Predictable/Less Time Consuming Transportation Mitigation System**
  - **Focus on transit-oriented and traditional neighborhood development**



# Mobility Planning History-2009-Current

◆ **Focus on Transit Oriented Development and Traditional Neighborhood Development**



**IBI Consultants on Greenfield Transit Oriented Development**

## Mobility Planning History-2009

### ◆ SB 360

- **Dense Urban Land Area/Urban Service Area Exemptions**
- **Mobility Fees / Mobility Alternatives**
- **DCA/FDOT Joint Report**



## Mobility Planning History-2009

### ◆ BOCC Adopts Strategic Plan

- **Concentrate Future Growth in Urban Service Area**
- **Mobility Fees in Place by 2012**
- **Focus on new Transportation Funding Sources-Tax Increment**
- **Focus on Job Creation**
- **Innovation Encouraged**



## Mobility Planning History-2009

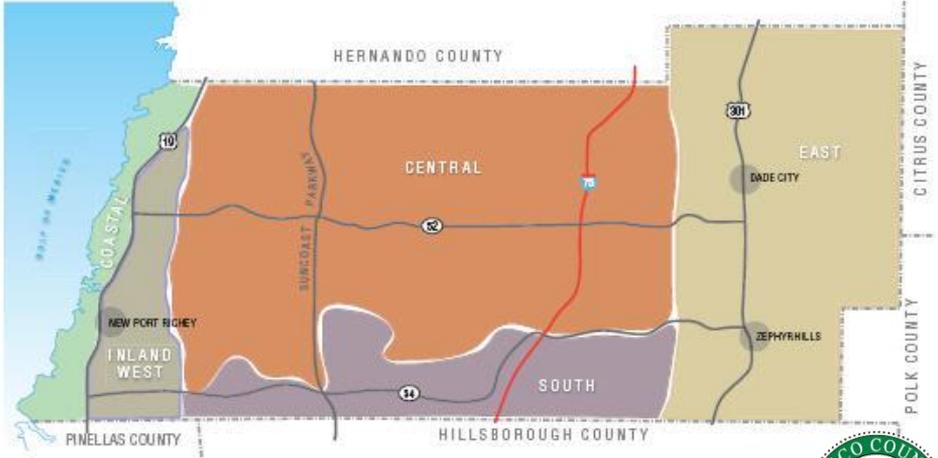
- ◆ TBARTA Adopts Transit Master Plan
- ◆ MPO Adopts 2035 Long Range Transportation Plan



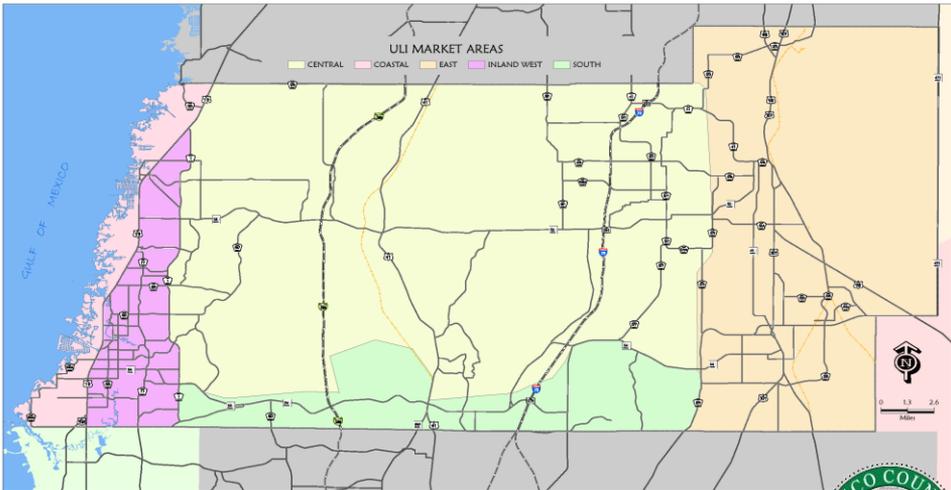
## Mobility Fee Stops Spreading Growth Like Peanut Butter



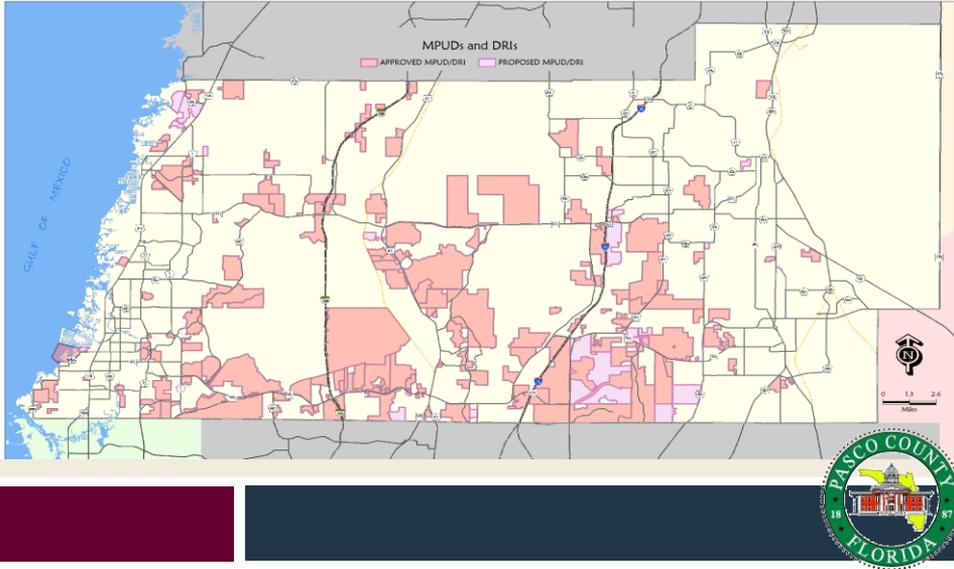
# ULI Market Area Analysis



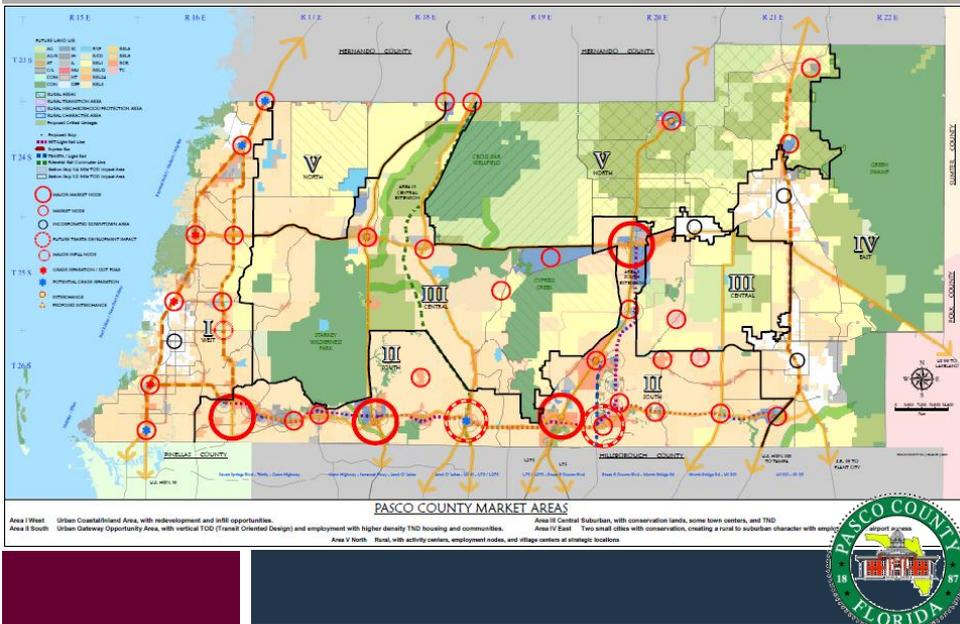
# ULI Market Areas on Base Map



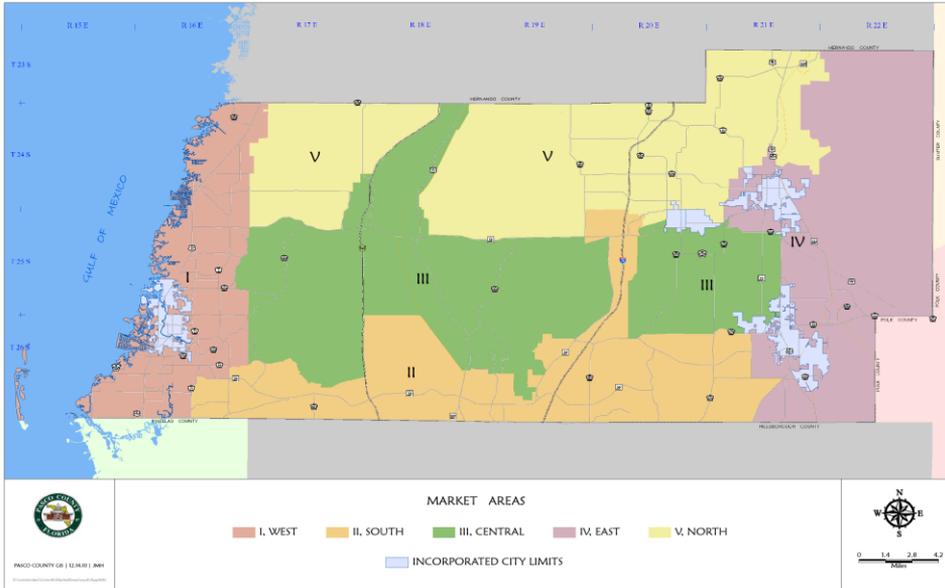
# Current MPUD's & DRI's



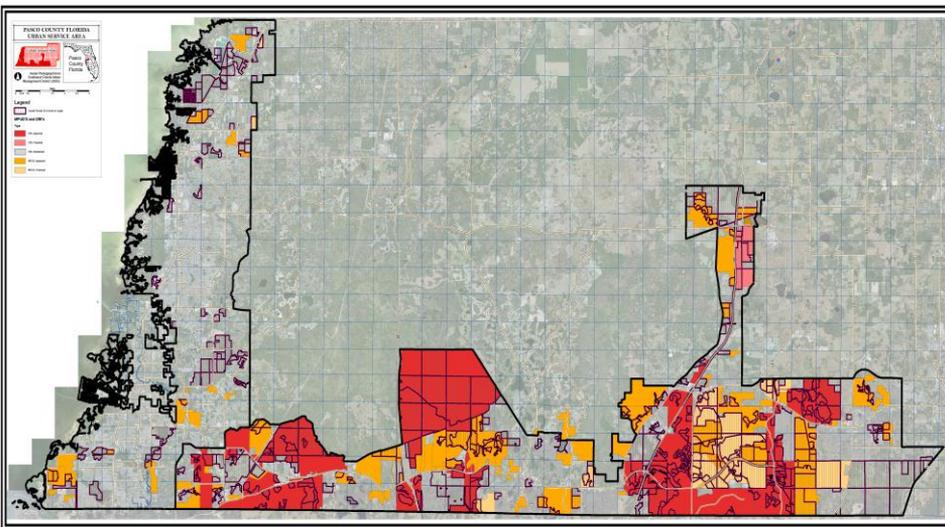
# Market Area's on FLU Map



# Market Areas and Cities

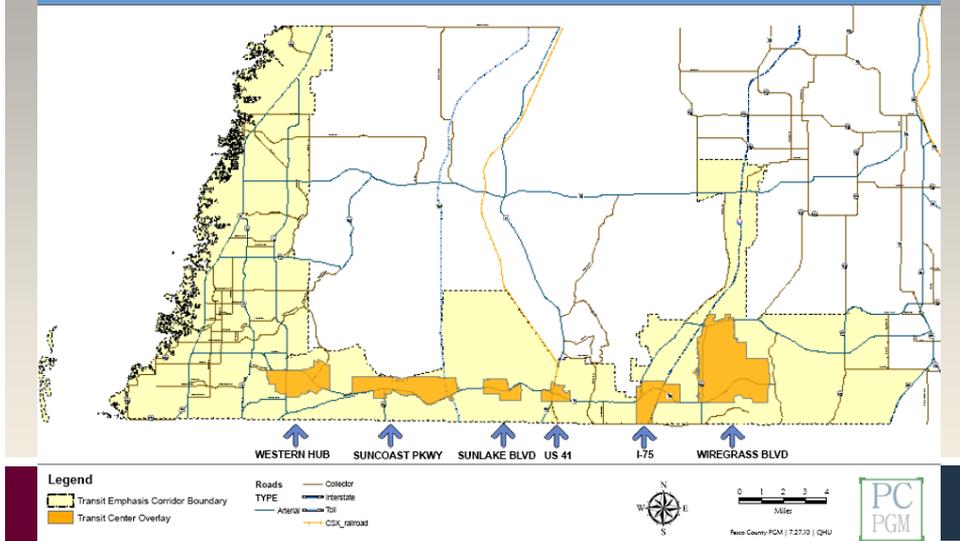


# USA with MPUD-DRI's



# Transit Oriented Development

MAP 2-24 TRANSIT EMPHASIS CORRIDOR WITH TRANSIT CENTER OVERLAY



## Mobility Planning History-2010

- **Market Areas and Market Area Strategies Adopted into Comprehensive Plan**
- **TOD Conceptual Locations and Standards Adopted into Comprehensive Plan**
- **Urban Service Area/TCEA Adopted**
- **First Mobility Fee Concepts Presented to MPO**
- **Stakeholders & Steering Committees Formed**



**NEW FOR  
2011**

- ◆ **Board Selects Prototype Mobility Fee**
  - **Relies in part on Tax Increment Financing (TIF)**
  - **Ordinances and Full Fee Schedules within 90 days**
- ◆ **Urban Service Area settlement agreement approved by DCA**



**NEW FOR  
2011**

- ◆ **HB 7207 (Community Planning Act)**
  - **Less Stringent Urban Service Area Definition**
  - **Favorable Language for Mobility Fees**
  - **Transportation Concurrency Optional**
  - **Less State Oversight**



June/July { NEW FOR 2011 }

- ◆ **Board Adopts a Multi-Modal Mobility Fee that Helps Implement 5 Years of Planning Concepts**



July 12, 2011

- ◆ **One of the First Counties in Florida/United States to Adopt a Mobility Fee**
- ◆ **Innovative**
- ◆ **Promotes Smart Growth**
- ◆ **Promotes Economic Development**
- ◆ **Pilot project becomes model for other communities**

## Ordinance - Overview

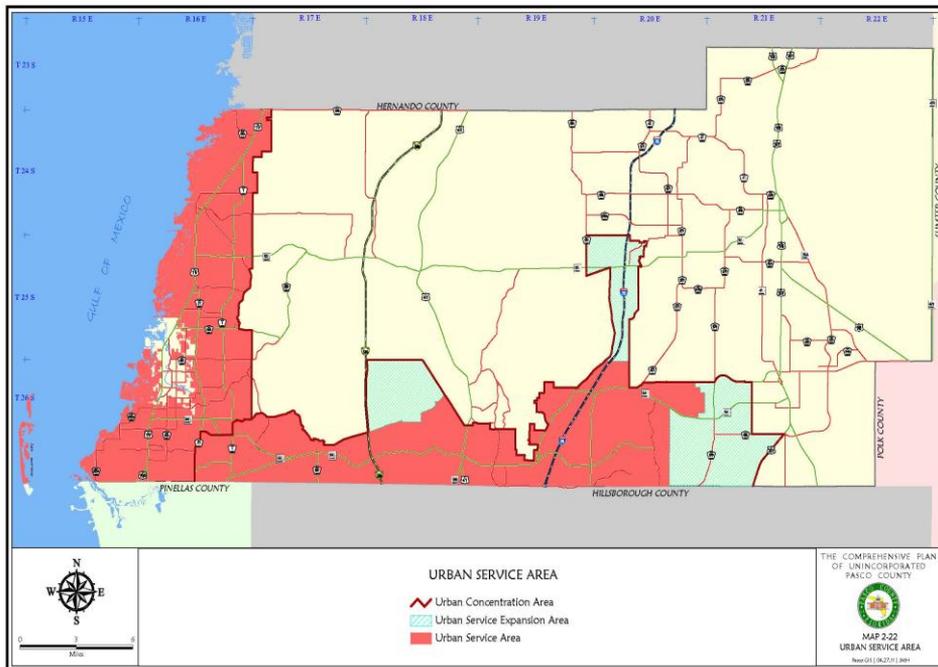
- ◆ Replaces transportation impact fee with a mobility fee
- ◆ Assesses Capital Costs for
  - Roads
  - Transit
  - Bicycle/Pedestrian Facilities



## Overview - TCEA

- ◆ Creates and implements Transportation Concurrency Exception Area (TCEA) for Urban Service Area based on Mobility Fee
- ◆ Subsequent Comp Plan and Code Amendments will replace Transportation Concurrency with Mobility Fee and Timing and Phasing system County-wide





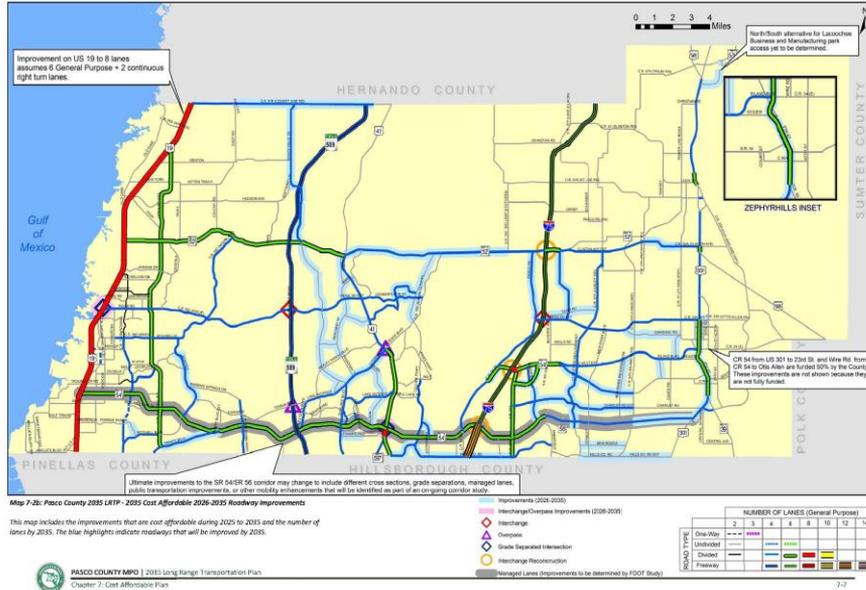
## Overview - LRTP



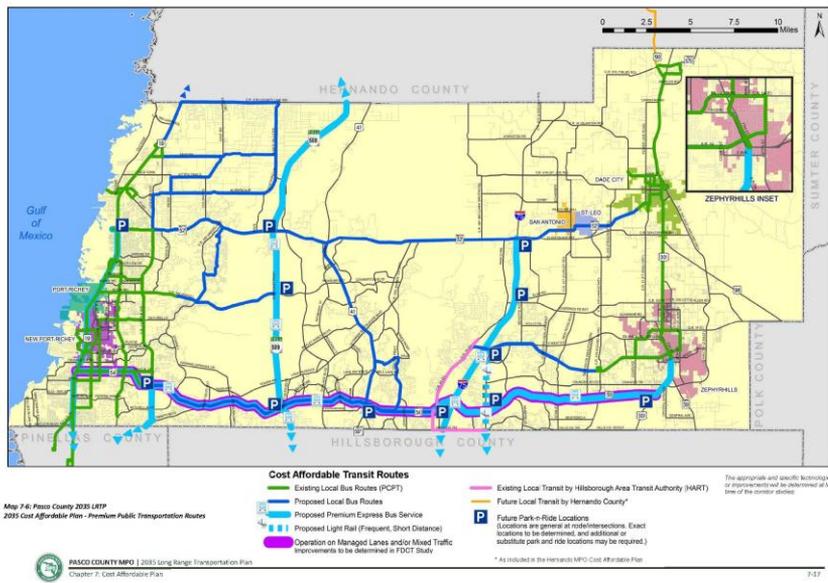
- ◆ Adopts MPO Long Range Transportation Plan as Mobility Plan



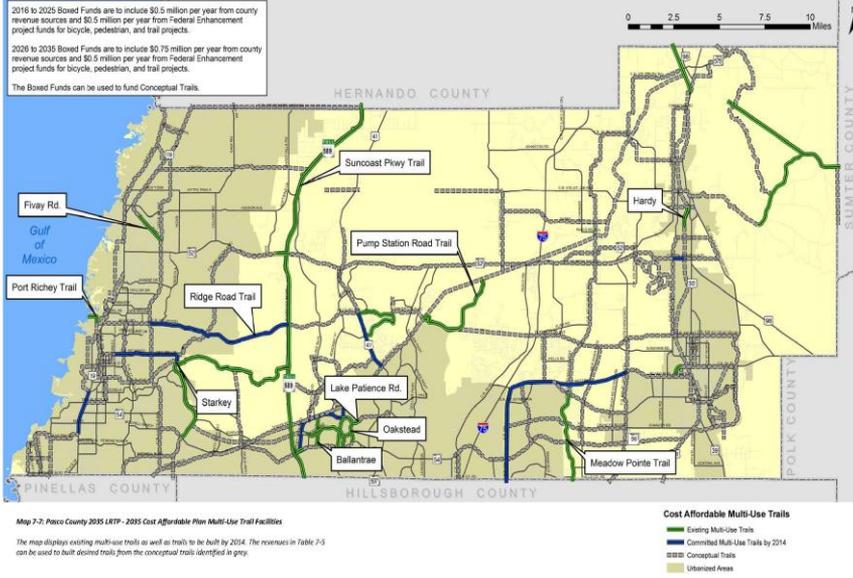
# Roadway Improvements



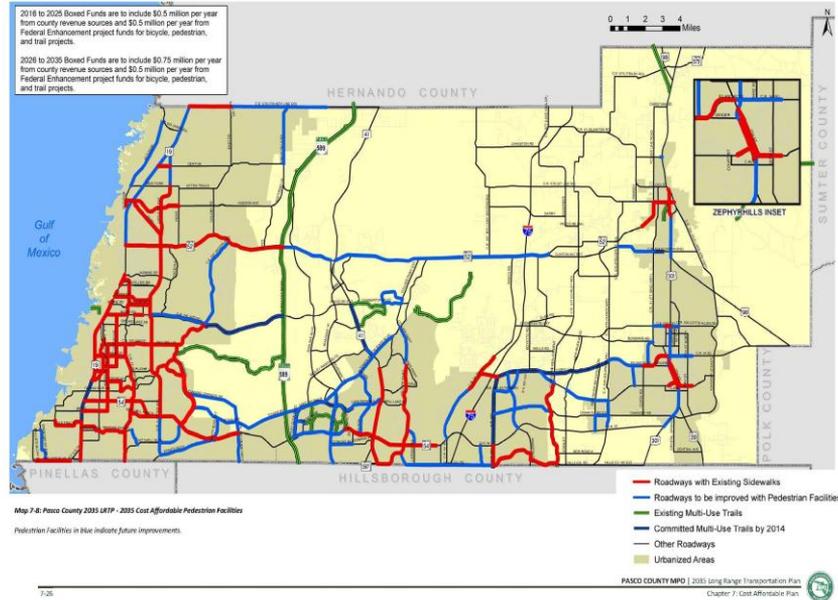
# Transit Routes



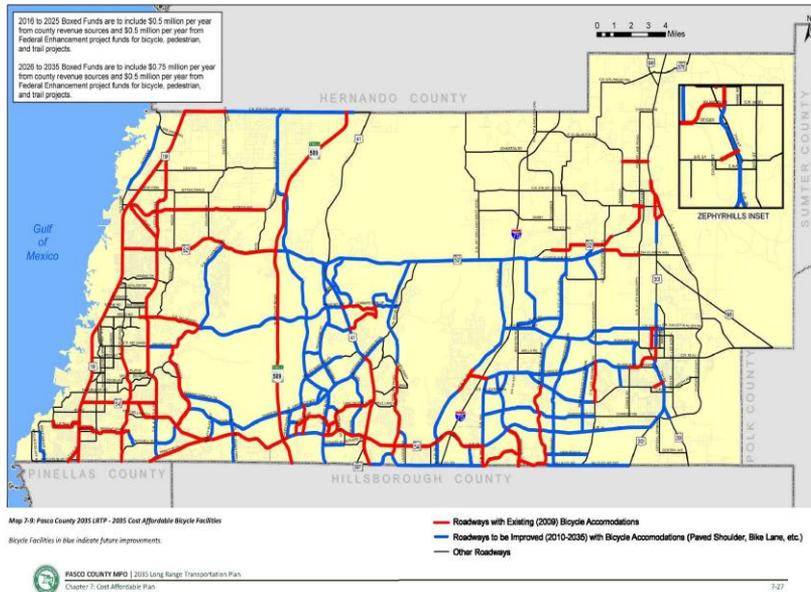
# Multi-Use Trail Facilities



# Pedestrian Facilities



## Bicycle Facilities

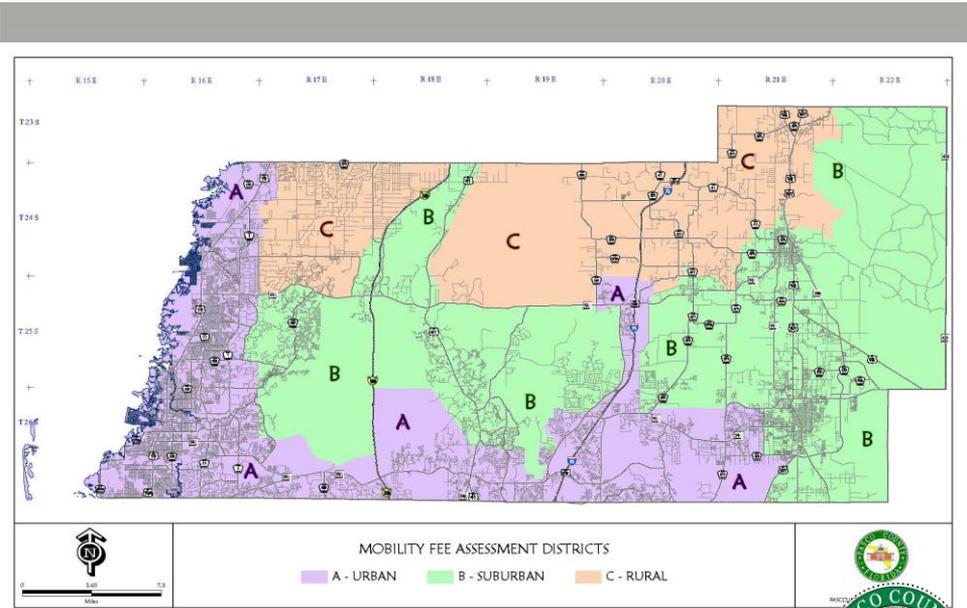
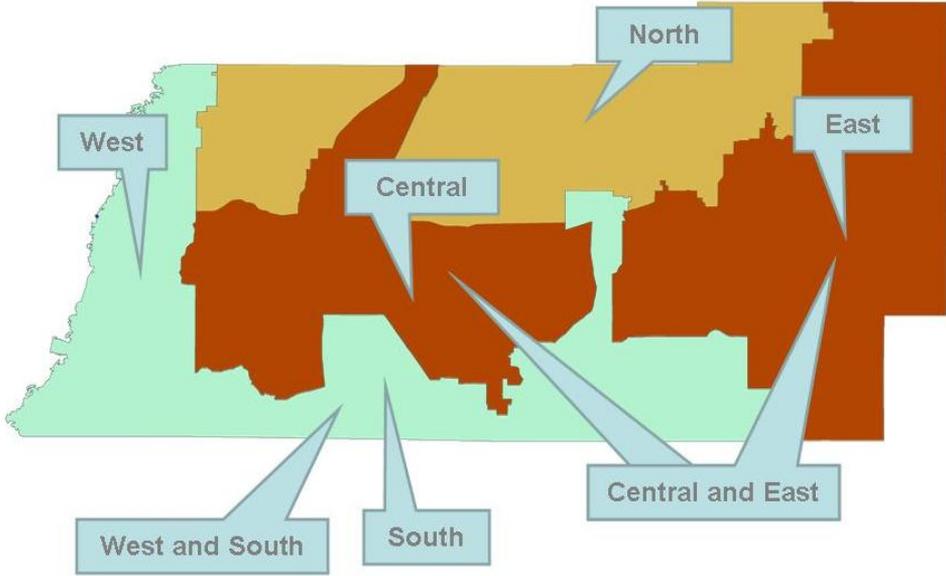


## Fee Structure

- Tiered Mobility Fee Rates
- Lower Fees in Urban Market Area
- Higher in Suburban & Rural Market Areas
- Longer Trip Lengths, higher LOS standard = higher fees



# Market Areas Combined into Mobility Assessment Districts



## Preferred Rates



- Office
- Industrial
- Lodging (Hotel)
- Traditional Neighborhood Development/Town Centers (TND)
- Transit Oriented Development (TOD)



## Rate Buy-Down

- Other transportation revenues will subsidize/buy-down mobility fee for preferred uses and locations
  - Gas Tax
  - Penny for Pasco (Sales Tax)
  - 33.33% Tax Increment
- Required buy-down calculated yearly based on actual permits and revenues



## Example Tax Increment Calculation

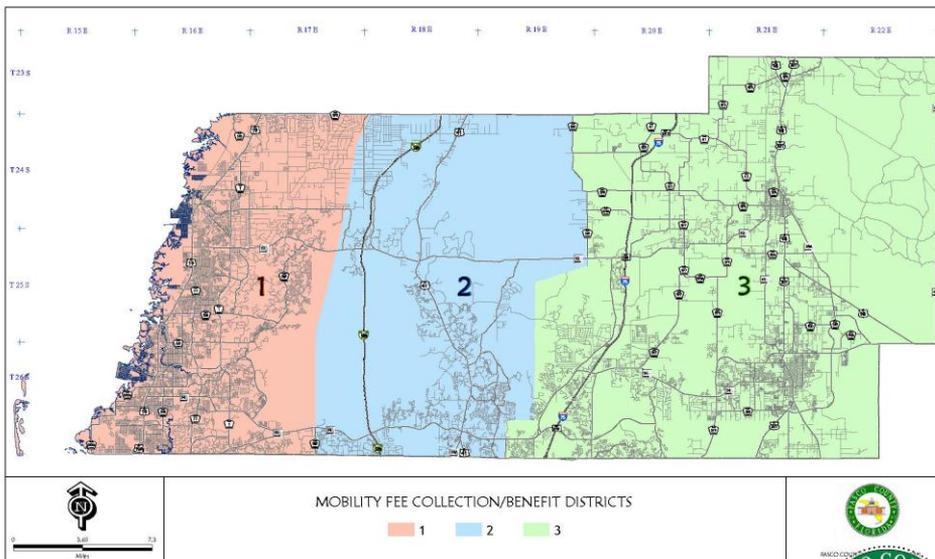
Tax Roll Date Fiscal Year	Base Year	
	01/01/11 FY 2012	01/01/14 FY 2015
Gross Countywide Taxable Valuation	\$ 20,200,000,000	\$ 21,695,405,000
Deduct Community Redevelopment Areas	\$ (828,200,000)	\$ (889,511,605)
Net Countywide Taxable Valuation	\$ 19,371,800,000	\$ 20,805,893,395
Current Year minus FY 2012 (Base Year)		\$ 1,434,093,395
Multiply by millage rate		6.3668
Divide by \$1,000 (taxable value)		\$ 1,000
Multiply by percentage available for transportation		33.33%
Multiply by percentage collected (3% discount for paying early)		97.00%
<b>Tax Increment</b>		<b>\$ 2,951,928</b>

## Example Mobility Fee Subsidy Calculation

	FY 15				
	Number Resid Permits	SF Non-Res Permits	Revenues with buy-down	Revenues without buy-down	Difference (Mobility Fee Subsidy)
<b>Mobility Fee</b>					
Collection/Benefit District 1 - West (MFCBD1)					
Assessment District A	118	171,847	\$ 690,194	\$ 1,886,163	\$ (1,195,969)
Assessment District B	87	0	\$ 730,848	\$ 809,343	\$ (78,495)
Assessment District C	104	2,884	\$ 1,218,007	\$ 1,406,064	\$ (188,057)
	309	174,731	\$ 2,639,049	\$ 4,101,570	\$ (1,462,521)
Gas Tax Revenues spent in Collection/Benefit District 1 - West				\$	-
Sales Tax Revenues spent in Collection/Benefit District 1 - West				\$	-
<b>Total Tax Revenues spent in Collection/Benefit District 1 - West</b>				<b>\$</b>	<b>-</b>
Total Tax Revenues spent in Collection/Benefit District 1 - West				\$	-
Deduct Mobility Fee Subsidy Needed				\$	(1,462,521)
<b>Required Transfer Needed from the Multi-Modal Fund to the MFCBD1 Fund</b>				<b>\$</b>	<b>(1,462,521)</b>

## Maintains Established Expenditure Zones

- Retains and uses existing impact fee zones for expenditures
- Renamed collection/benefit districts
- Recognizes predominate travel characteristics (predominantly north-south; easier to satisfy “benefit” prong of dual rational nexus test)
- Adds flexibility in project selection



## Municipalities

- **Municipalities can participate; not required to participate**
- **CRA's excluded from tax increment district**
- **If participate, mobility fees and tax increment revenues collected in cities will be earmarked for improvements benefiting cities**
- **Cities benefit from TND/Town Center rates in fee schedule**



## Overview – SIS Facilities

- **Portion of fee earmarked for improvements that benefit Strategic Intermodal System (SIS) in Pasco County**
  - **US 19**
  - **I-75**
  - **Suncoast Parkway**
  - **Portions of US 41 and SR 54**
- **Requires consultation with FDOT prior to budgeting SIS portion**
- **Can be used for regional transit**



## Administration Fee

- **Covers costs of administering and implementing the mobility fee program**
- **\$396 for residential permits; \$198 for non-residential permits**
- **\$198 for residential additions; \$99 for non-residential additions**



## Reductions and Increases

- **Reductions in fees retroactive to building permits applied for or issued on or after March 1, 2011**
- **If fees increasing, or otherwise adversely affected by mobility fees, 3-year period to opt-out and remain subject to transportation impact fees**



## Key Assumptions – Growth Rate

- **≈ 1.5% growth rate in person-miles of travel**
- **Consistent with most recent BEBR population projections**



## Level of Service (LOS) Implications

- **More tolerance for congestion in South and West Market Areas; increased reliance on transit**
- **Commitment to expand transit operations with tax increment revenue**
- **Less tolerance for congestion in Central, East and North Market Areas**
- **Measure LOS area-wide instead of road by road**



## Funding Assumptions

- **Penny for Pasco renewal by 2014**
  - Same % allocated for transportation
- **2.5 cents of existing gas tax used for capital; other 7.5 cents used for operation and maintenance**
- **3% average annual growth rate in property values for tax increment (1.2 % year 1)**
- **No decrease in property millage rate**



## Cost Assumptions

- **Includes**
  - Interstate/SIS travel costs (20% of the fee)
  - Transit capital cost (0.25% of the fee)
  - Bicycle/pedestrian facilities (4% of the fee)
- **Excludes**
  - Carrying costs
  - Costs of regional transit facilities (i.e. Light Rail)



## Updates to Ordinance

- ◆ **At least every 3 years**
- ◆ **Re-examination of all assumptions**
  - **Growth Rates**
  - **Construction Costs**
  - **Availability of Buy-down Revenue Sources**
  - **Changes to LRTP**
  - **Include Regional Transit?**



## Mobility Fee (Acceptability)

- ◆ **Only charged to new development; not a fee paid by existing residents**
- ◆ **Does not require any tax increase or assessment**
- ◆ **Fee buy-down uses earmarked existing revenue sources (gas tax, Penny for Pasco, and 33.33% ad valorem tax increment)**



## HB 7207 Reinforcement

- **Local governments encouraged to develop tools and techniques to complement the application of transportation concurrency**
- **Exempting or discounting impacts of locally desired development**
  - **Urban areas, redevelopment, job creation, and mixed use**
- **Multi-modal solutions**

\* See Section 163.3180(5)(f), Florida Statutes



<b>FEE COMPARISON TABLE</b>				
<b>(Non-residential fees are per 1,000 sf)</b>				
	<b>Existing TIF</b>	<b>Mobility Fee Urban (West/South)</b>	<b>Mobility Fee Suburban (Central/East)</b>	<b>Mobility Fee Rural (North)</b>
<b>Single-Family (1501-2499 s.f.)</b>	\$10,302	\$5,835	\$8,570	\$9,800
<b>Apartments</b>	\$7,564	\$3,971	\$5,845	\$6,694
<b>Light Industrial</b>	\$3,151	\$0	\$1,000	\$2,000
<b>Office (50,000-100,000)</b>	\$3,703	\$0	\$1,000	\$2,000
<b>Retail (50,000-200,000)</b>	\$8,877	\$5,641	\$7,051	\$8,813
<b>Hotel</b>	\$3,147	\$0	\$597	\$1,192

FEE COMPARISON TABLE				
TND and TOD				
(Non-residential fees are per 1,000 sf)				
	Existing TIF	Mobility Fee Urban (West/South)	Mobility Fee Suburban (Central/East)	Mobility Fee Rural (North)
Town Center/ TND Single-Family (1501-2499 s.f.)	\$10,302	\$1,459	\$2,143	\$2,450
Town Center/ TND Apartments	\$7,564	\$993	\$1,463	\$1,970
Town Center/ TND Light Industrial	\$3,151	\$0	\$250	\$500
Town Center/ TND Office(50,000-100,000)	\$3,703	\$0	\$250	\$500
Town Center/ TND Retail(50,000-200,000)	\$8,877	\$1,410	\$1,763	\$2,203
Town Center/ TND Hotel	\$3,147	\$0	\$149	\$298
TOD – All Uses	N/A	\$0	N/A	N/A

## Rural Area Fees Town Center Comparison

### Rural Movie Theater

- \$21,454 per screen – 168% of existing transportation impact fee



### Movie Theater in Town Center

- \$4,318 per screen – 34% of existing transportation impact fee



## Rural Area Fees Town Center Comparison

### Rural Supermarket

- \$13,082 per 1,000 s.f. –  
160% of existing  
transportation impact fee



### Supermarket in Town Center

(Dade City, Pasadena Hills)

- \$2,611 per 1,000 s.f. –  
32% of existing  
transportation impact fee



**Where do you want to live?**

## New Pasco County Menu



Rural



Suburban



Town Center



Urban/TOD

Thank You! For Further Information Visit:

[www.pascocountyfl.net](http://www.pascocountyfl.net)

[County Attorney - Proposed Ordinances and Adopted Resolutions](#)

- **Ordinances**
- **Fee Schedules**
- **Tindale, Oliver Technical Report**