Integrating TDM into Land Development: Challenges and Opportunities

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Introduction

• Premise: TDM complements land development
• Problem: TMAs' and CAPs' efforts to engage the process are frustrated
• Research Purpose: How to integrate TDM into the process of site development

Observations

• The land development process holds more potential to maximize success of TDM.
• Many issues thwart TDM integration into the process.
• Florida municipalities are useful locations for studying.
• Use of TDM in the land development process is still relatively new.

Background

• Interest in TDM by regulatory authorities comes from concern about reducing traffic congestion
• CAPs and TMAs see a role for TDM in the land development process
• Developers have ignored value of proximity and access in location decisions
• There is a lack of on-site physical facilities and TDM services and programs

Method

• Contacted and interviewed stakeholders in the land development process
• Examined site development review process
• Reviewed LGCPs, land development regulations, methods used to evaluate site impact
• Reviewed case law for challenges to regulations and processes
• Sources: Seggerman and Hendricks, 2005 and Hendricks, 2002

Four Categories of Challenges

1. Understanding, Image, Application: TDM is equated with reducing or limiting travel.
2. Timing: TDM is considered too late in the land development review process.
3. Balance of Transportation Functions: Maximizing access compromises mobility and vice versa.
4. Regulations and Methods of Analysis: Laws and traffic analysis methods favor motor vehicle LOS
Challenge #1: Understanding, Image and Application

- "Local governments shall use professionally accepted techniques for measuring level of service for automobiles, bicycles, pedestrians, transit, and trucks. These techniques may be used to evaluate increased accessibility by multiple modes and reduction in vehicle miles of travel in an area or zone." Chap. 163.3180(1)(b), F.S.
- Emphasis is on reducing traffic congestion rather than increasing mobility
- Mode use differs by income. Whose mobility are we preserving by reducing traffic congestion?

Challenge #1 cont’d.

- Adoption of alternative transportation measures and standards by local governments has been slow.
- While access is addressed, mobility is overlooked.
- Value of alternative modes is based upon their ability to reduce VMT.

Challenge #2: Timing

- Zoning review
- Special review districts
- Site plan review
- Subdivision review
- Building plan review
- Plat review
- Issue permits
- Final plat approval

Challenge #3: Balance of Transportation Functions

- Because alternative modes are usually not complete systems, TDM is more access and less mobility.
- Transit oriented development is associated with access. TDM strategies can support TOD.
- State DOTs: mobility, high speed through traffic
- Local govs.: access, pedestrians, bus stops, turning movements

Challenge #4: Laws and Methods of Analysis

- Local governments use standards and measures that emphasize motor vehicle LOS and not a broad transportation LOS provided by some combination of modes
- With the exception of Broward County, measures and standards for transit, bicycles and pedestrians are not instituted by regulations at the local level
- Each mode is segregated out and treated separately for site impact applications, are missing a means to evaluate modal trade-offs

Challenge #4 cont’d.

- Alternative modes are interpreted as ineffective but these systems are incomplete
- Alternative mode incremental improvements fail to show results
- Trip generation and parking rates may not reflect urban or TOD environment
- Assigned impact fee amounts based on current mode share, supports status quo and not a shift to alternative modes
- Difficult to apply alternative site impact analysis methodology if it creates inconsistencies with adjacent jurisdictions that use standard methodology
Conclusions

- TDM needs a marketing makeover to both local governments and developers
- TDM works best when all the pieces are there
- TDM works best when integrated into all stages of the land development process
- Congestion management forces a renegotiation between mobility and access. TDM needs a role in both.

Recommendations to Address Challenge #1

- Change from a negative goal to a positive goal. From reducing VMT to increasing mobility, increasing choices, improving quality
- Reducing VMT should not be the only indicator. Use other performance indicators from perspective of ridesharers, bicyclists, transit passengers and pedestrians
- Tolerate greater degree of motor vehicle traffic congestion

Recommendations to Address Challenge #2

- Address TDM at all stages of land development
- Create development review checklist
- Coordinate off-site facilities with on-site facilities

Recommendations to Address Challenge #3

- Resolve prioritization of state and local interests. State and local govs. must renegotiate balance between access and mobility, recognizing a shift in “winners” and “losers”
- Local govs. should review functional class of downtown streets and redirect more motor vehicle traffic to parallel routes through parking availability and pricing

Recommendations to Address Challenge #4

- Participate in site impact methodology meetings
- Support further research that assesses transportation equally across modes
- Update site impact methodology and procedural guidance to include measuring LOS for alternative modes and establish LOS standards for alt. modes
- Get involved in professional associations that address federal and state law

Current Practice

- Long range planning
- Local government comprehensive plans
- Small area plans
- Land development regulations
- Individual site plan evaluation
Land Development Process

- Pre-application conference
- Rezoning request: petition to municipality from land developer/property owner
  - Special use permits
  - Planned developments
- Site Plan Approval Process
- Building Plan Approval Process
- Transportation Impact Fee payment
- Interagency coordination prior to issuance of construction permits

Land Development Process Internal Reviewers

- Land development coordination division
  - Zoning office
  - Subdivision review office
- Water
- Waste/stormwater
- Legal
- Transportation
- Historic preservation
- Trees and landscaping
- Fire marshal
- Sanitation
- Recreation and cultural services
- Others as needed

Land Development Process External Reviewers

- County and state depts. of environmental protection
- Regional water management district
- FDOT
- County health dept.
- Gas company
- Electric company
- Federal Housing Administration
- Transit agency
- County school board

Stakeholders

- Local government
- Businesses/Employers
- Developers
- Tenants
- Neighborhoods
- Property owners
- State DOT
- Bankers
- Employees
- Journalists
- Public

Property Management

- Goals of asset management: maximize return, minimize risk
  - tenant retention
  - Full property utilization
  - Flexibility to meet changing client need and new tenant needs
- Services:
  - Site and project analysis, development management, construction, interior finishing, marketing, leasing and acquisition searches
  - Obtain land use and zoning changes, zoning variances

Property Management Tools

- Development agreements
  - Subsequent development phasing
- Property leases
  - Parking supply adjustments
  - Maintenance of existing facilities
  - Physical improvements
  - Tenant amenities and benefits
Recommendations: Immediate Proposals

- Consider your agency’s staffing commitment
- Get involved at the earliest stage
- Check whether proposal location lies within a TCEA or other special district
- Participate in rezoning pre-application conference: ask for TDM as a condition for approval

Recommendations: Immediate Proposals

- Provide written and oral testimony in response to rezoning application
- Develop a checklist of TDM considerations
- Package particular TDM tools to complement and reinforce each other
- Review sources of parking and trip estimates
- Recommend a transportation management association only where there is stakeholder support

Recommendations: Position TDM as a Development Consideration

- Establish working relationships with key people
- Consider how one TDM strategy affects others advocated by partners
- Establish partnering roles
- Get involved in creation of neighborhood, area and district plans
- Become familiar with local planning documents and regulatory code

Recommendations: Comprehensive Planning

- Articulate the range of TDM options
- Participate in document review
- Help planners craft plan objectives
- Help planners select performance measures
- Advocate for policies that influence development location and transit-friendly development patterns
- Coordinate with transit development planning

Recommendations: Comprehensive Planning

- Cast TDM as a strategy that maximizes travel choices
- Back up TDM policies with sufficient funding
- Advocate for special development incentives to be offered in coordination with the location of key transportation enhancements

Recommendations: Land Development Regulations

- Strike balance between predictability and flexibility
- Consider the whole TDM tool box
- Consider regulatory and non-regulatory tools in combination
- Support and implement transit-friendly standards and requirements
The Florida Context

- A growth management state
- 500-1,060 average daily population growth
- Traffic expected to double by 2025
- Infrastructure has not kept pace
- Anticipated funding short falls
- Senate Bill 360 attempts to close gap between development and infrastructure

Obstacles in Current Practice for using TDM

- Lack of funding appropriation
- Whole tool box not considered
- Comprehensive plan objectives not measurable
- Land development regulations rely too much on minimum standards
- TDM poorly understood by policy makers
- Transit planning and land development continue to be poorly coordinated

Obstacles in current practice for using TDM

- Transportation concurrency as practiced in Florida focuses on maintaining motor vehicle level of service
- Inadequate data availability and methods
- Continuing dilemma of serving through movements vs. providing access
- Transportation system financing
- TDM programming and evaluation times do not correspond with land development process

Recommendations to advance TDM

- Provide multijurisdictional bus service
- Consider implementing a “transit impact fee”
- Apply recent research to develop transit LOS measures
- Develop MPO long range TDM plans
- Participate on MPO committees

Recommendations to advance TDM

- Update site impact methodology
- Update FL DRI review processes and associated statutory language
- Update trip and parking estimates and guidance on their application
- Develop LOS evaluation that aids decisions in modal trade-offs

Case Studies-Florida

- City of Boca Raton: TRO, MMTD
- City of Orlando: Small Area Plan, impact fee ordinance
- Broward County: Transit-oriented concurrency approach
- Sarasota County: Development Agreement
- Pinellas County: LRTP TDM Policies
- City of Tampa: proposed Green Building Ordinance
Information sources

- National TDM and Telework Clearinghouse
  - http://www.nctr.usf.edu/clearinghouse
- Guidelines and Performance Measures for Incorporating Transit into the FDOT DRI Review Process
  - http://www.nctr.usf.edu/projects/Year7/77703.html
- Incorporating TDM into the Land Development Process
- Land Developer Participation in Providing Bus Transit Facilities/Operations
- Building Transit Oriented Development in Established Communities

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