CITY OF ST. AUGUSTINE

MOBILITY PLAN & MOBILITY FEE

TECHNICAL REPORT EXECUTIVE SUMMARY

FEBRUARY 2022

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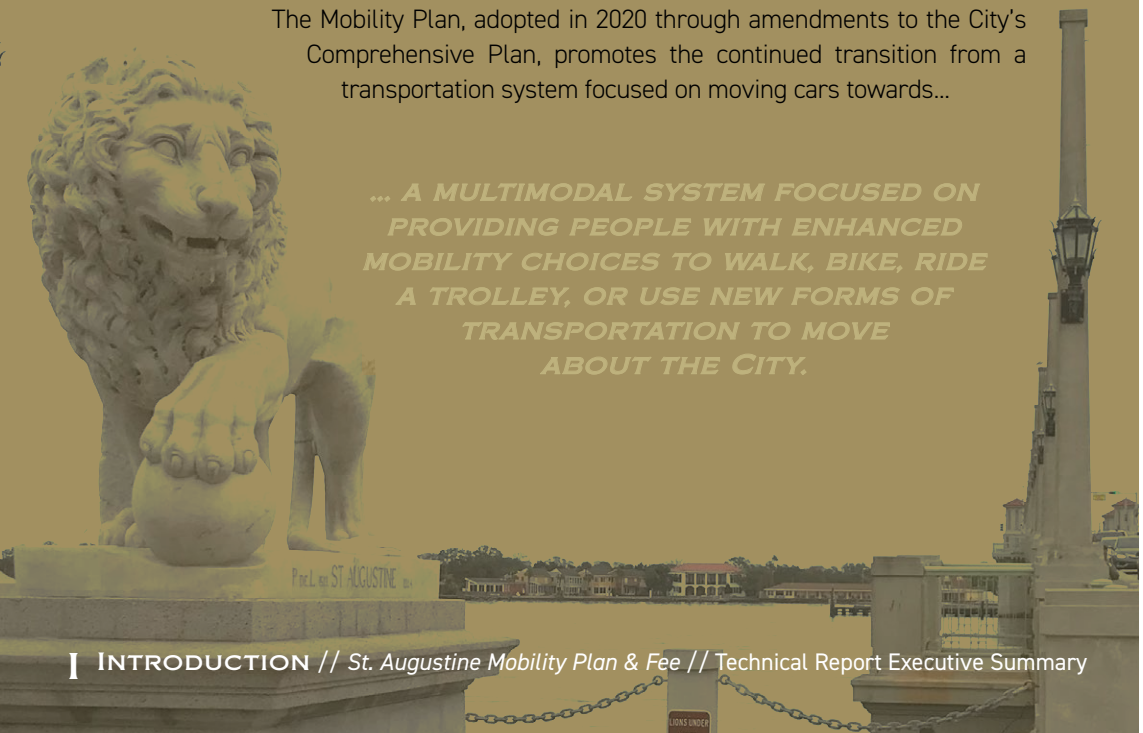
INTRODUCTION

The City of St. Augustine, founded in September 1565 by Don Pedro Menendez de Aviles of Spain, is the longest continually inhabited European-founded city in the United States. The St. Augustine Town Plan Historic District, a U.S. National Historic Landmark District, features a distinct layout based on the Spanish 1573 Laws of the Indies, and features a largely intact historic grid of narrow streets emanating out from the 16th century Plaza de la Constitución, referred to by some as the "heart of the ancient city".

The 2040 Mobility Plan honors the historic grid and brings together various City initiatives to further emphasize the walkability of the Historic District and to encourage creating a park-once environment that promotes visitors parking on the periphery of the District and using various multimodal transportation options to explore the City. The Mobility Plan serves as the basis for establishment of a Mobility Fee system, an alternative to transportation concurrency enacted by the Florida Legislature, that allows new development and redevelopment to mitigate its traffic impact to a local governments transportation system through payment of a one-time fee.

The Mobility Plan, adopted in 2020 through amendments to the City's Comprehensive Plan, promotes the continued transition from a transportation system focused on moving cars towards...

... A MULTIMODAL SYSTEM FOCUSED ON PROVIDING PEOPLE WITH ENHANCED MOBILITY CHOICES TO WALK, BIKE, RIDE A TROLLEY, OR USE NEW FORMS OF TRANSPORTATION TO MOVE ABOUT THE CITY.



The amendments also encourage the continuance of innovative parking management strategies to provide City residents with enhanced access to business and services, while also seeking to reduce the impact of traffic on neighborhood streets.

The 2040 Mobility Plan consist of four (4) distinct plans that include multimodal projects for sidewalks, paths, trails, protected bike lanes, low speed shared streets, complete streets, and multimodal ways. The plans address both citywide and regional mobility through microtransit circulators, multimodal parking structures, water taxis, an aerial tramway, regional rail that will connect St. Augustine with Jacksonville, and several regional road projects to direct regional cut-through traffic around the City. One of the most significant features of the 2040 Plan was the replacement of Road Level-of-Service (LOS) standards, used in transportation concurrency to plan for adding road capacity, with Street Quality-of-Service (QOS) standards to encourage slower speeds to make it safer for people to walk, bicycle, and access transit and trolley circulator services. The Mobility Plan and Mobility Fee Technical Report expands on the 2040 Mobility Plan and documents the methodology used to develop a mobility fee that meets legally established dual rational nexus and rough proportionality test and the requirements of Florida Statutes 163.3180 and 163.31801.



MOBILITY PLANNING



GOAL 3 of the Transportation and Mobility Element of the City of St. Augustine's Comprehensive Plan is:

"To enhance the quality of life for City residents and reduce congestion by (1) making it safer and more convenient for people to walk and bicycle, (2) creating a park once environment within the multimodal district for longer duration visits, and (3) developing innovative parking management strategies that improve access to local businesses and reduce the impact of non-city resident traffic on residential streets."

OBJECTIVE 3.1.1 of the Transportation and Mobility Element of the City of St. Augustine's Comprehensive Plan is:

"To develop and implement a 2040 Mobility Plan focused on the movement of people, the provision of multiple multimodal transportation options to move about the community, the pursuit of a park once environment for travel within the City's multimodal district for longer duration visits, and the development of a Mobility Fee, based upon the projects identified in the Mobility Plan, that allows for new development and redevelopment to equitably mitigate its impact to the multimodal transportation system."

POLICY 3.1.1 of the Transportation and Mobility Element of the City of St. Augustine's Comprehensive Plan states:

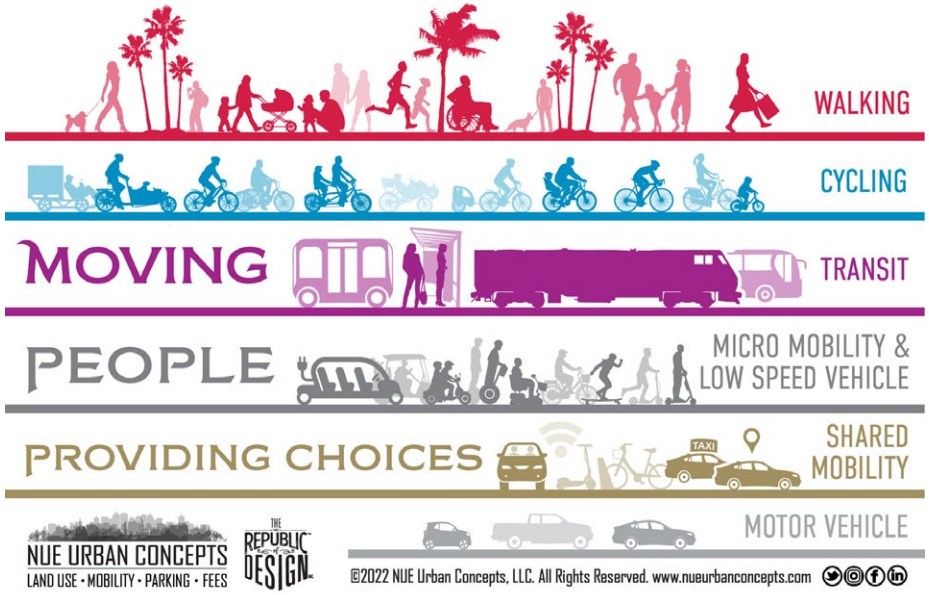
"The City will promote an interconnected, multimodal transportation system that transitions from a system focused on quickly moving motor vehicles toward a system that emphasizes the movement of people of all ages and abilities, whether those people choose to walk, bicycle, ride transit, drive a motor vehicle or use a new transportation mobility technology."

WHY DOES THE CITY NEED A MOBILITY PLAN?

In 2007, the Florida Legislature introduced the concept of Mobility Plans and Mobility Fees as an alternative to transportation concurrency and to provide an equitable way for new development to offset its traffic impact.

In 2013, the Legislature updated the Community Planning Act to encourage and allow local governments to adopt alternative mobility funding systems, such as Mobility Plans and Fees, as a replacement for transportation concurrency, proportionate share and road impact fees (Florida Statute 163.3180).

In 2020, the City of St. Augustine amended its Comprehensive Plan to integrate mobility into the Transportation Element. The Element established the legislative intent to develop a Mobility Fee based on the the multimodal projects established in the City's forward-looking Mobility Plan.



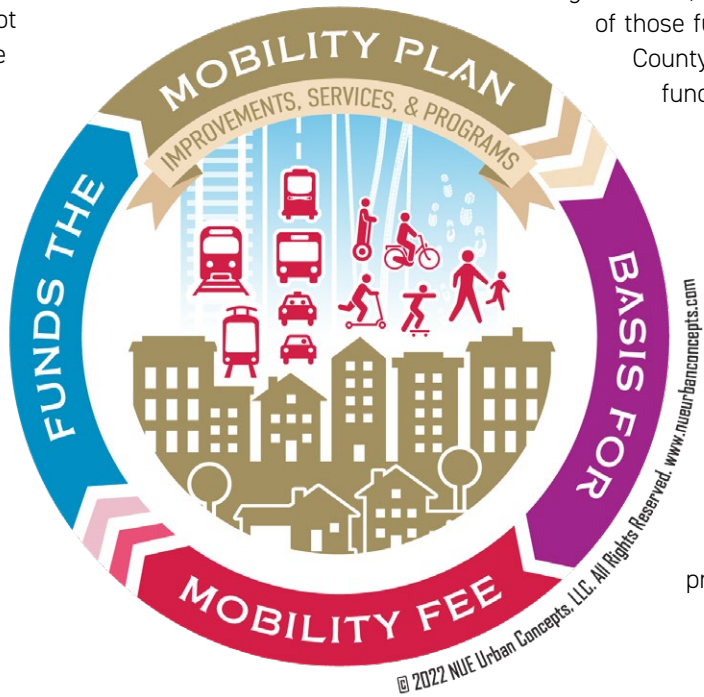
What is a Mobility Fee?



A Mobility Fee is a one-time fee paid by new development and redevelopment, which results in additional person travel demand, to mitigate its transportation impact. Mobility Fees are intended to be an alternative to transportation concurrency and road impact fees. The City of St. Augustine does not currently implement transportation concurrency, nor does it charge a road impact fee. St. Johns County currently implements transportation concurrency and charges road impact fees in the unincorporated parts of the County.

Who would pay if the City of St. Augustine adopted a Mobility Fee?

Any new development activity that requires a building permit and results in an increase in person travel demand above the existing use of property. Mobility Fees are not a tax and they are not charged to existing homes or businesses; unless there is an addition, change of use, expansion, modification, or redevelopment that generates additional person travel demand (impact) above the existing use of the property. If an existing property owner has a vacant lot and applies for a building permit to construct a new home, then they would be required to pay an adopted Mobility Fee. Florida Statute exempts governmental uses, and public and charter schools from paying Mobility Fees.



How are the fees determined?

Mobility Fees are calculated based on the cost and person capacity of the multimodal projects adopted as part of the City's Mobility Plan. Mobility Fees are one funding source available to the City to fund the multimodal projects that were adopted in the Mobility Plan.

How will the City fund Mobility Plan projects?

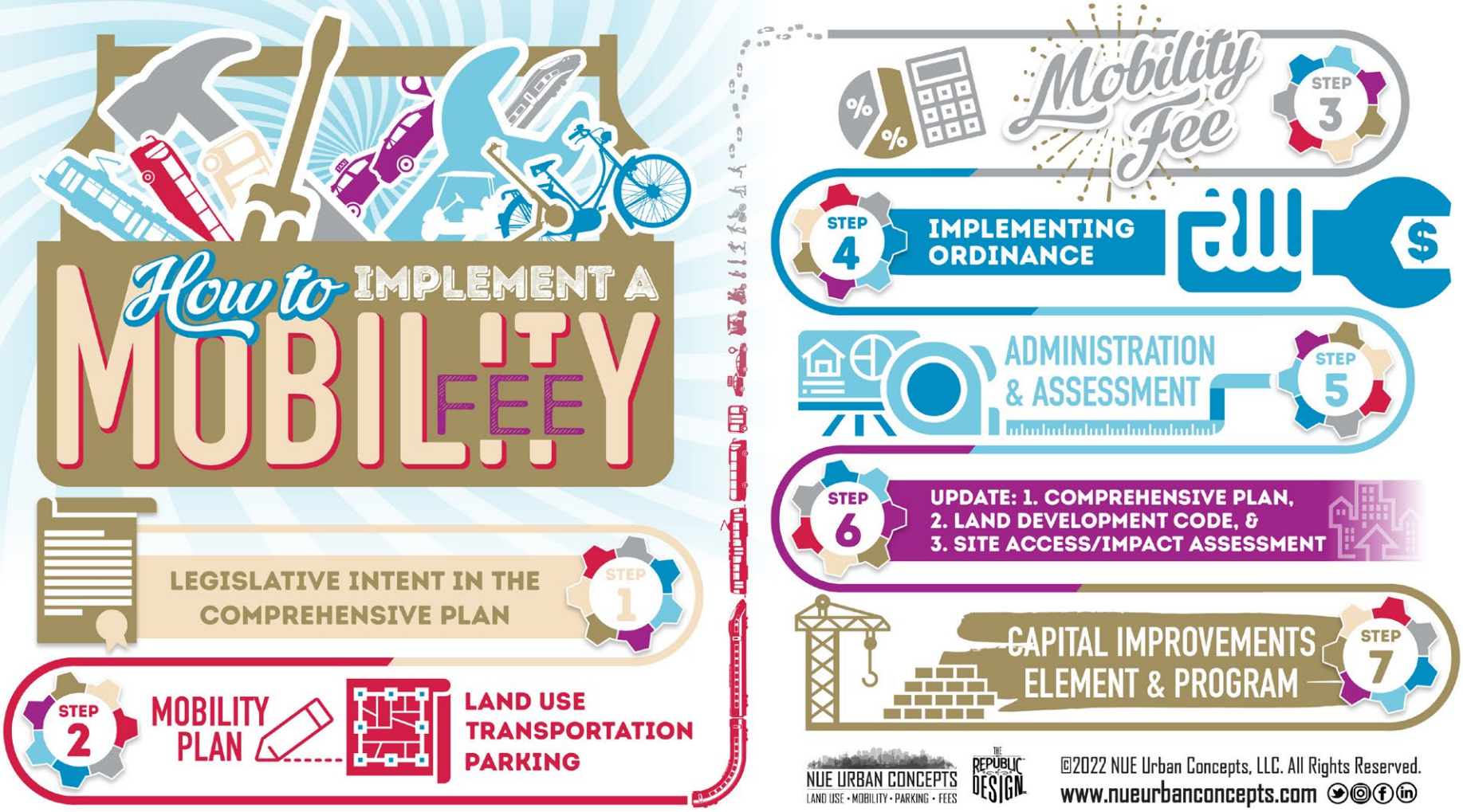
Beyond Mobility Fees, the multimodal projects identified in the City's Mobility Plan can be funded through a variety of sources, such as Federal and State earmarks, funds, grants, and programs through the North Florida Transportation Planning Organization (TPO). While the County does collect gas taxes, the majority of those funds are used to maintain current infrastructure. If the County adopted an infrastructure sales tax, a portion of those funds could be used to fund Mobility Plan projects.

The City could also consider the use of special assessments, Community Redevelopment Area (CRA) funds, property taxes, and tourist development taxes to help fund Mobility Plan projects. Services and programs such as shared micromobility programs and water taxi services may also charge user fees to pay for the programs and services. The identification of multimodal projects as part of a mobility plan provides the City with the means to proactively pursue appropriations and additional funding opportunities that frequently become available to promote economic development or economic stimulus programs and grants.

HOW ARE MOBILITY FEES IMPLEMENTED?



The following are the seven steps involved in the implementation of a Mobility Fee. The City has already undertaken the first two steps. This executive summary illustrates the plans adopted as part of step 2 and the projected Mobility Fee identified in step 3. The City is amending its Land Development Regulations to update parking regulations.



What are multimodal projects?

The Mobility Plan accommodates different types (modes) of travel on a variety of multimodal facilities (e.g., bike lanes, paths, roads, sidewalks, and trails). The images below illustrate the types of multimodal projects that are included in the Mobility Plan. Sidewalks and trails are intended to be primarily used by people bicycling and walking (non-motorized travel). Buffered and protected bike lanes are intended to be primarily used by people bicycling and using micromobility devices (non-motorized and motorized travel). Multimodal Ways are like bike lanes and may also be used by autonomous transit shuttles, golf carts, neighborhood electric vehicles, and trolleys.



PROTECTED BIKE LANES
(7'- 14' WIDE)



LOW SPEED BICYCLE BOULEVARD
(18' - 22' WIDE)



SHARED USE SIDEWALKS
(5' - 6' WIDE)



SHARED USE TRAILS
(10' - 14' WIDE)



RIVER WALK



LOW SPEED SHARED STREETS
(18' - 22' WIDE)



COMPLETE STREETS
(18' - 22' WIDE)



MULTIMODAL WAYS
(7' - 8' WIDE)



NEW ROADS / ROAD WIDENING
(9' - 12' WIDE)



HIGH-VISIBILITY CROSSWALKS & MID-BLOCK CROSSINGS



AMERICANS WITH DISABILITIES (ADA) & BICYCLE ACCESS RAMPS



RAISED DRIVEWAYS & INTERSECTIONS



WAYFINDING SIGNAGE



STREETSCAPE / HARDSCAPE



LANDSCAPE, CANOPY & STREET TREES



MICROMOBILITY SHARING
(BIKES, E-BIKES, SCOOTER, & E-SCOOTER)



MICROTRANSIT CIRCULATORS
(GOLF, ATS, NEV, TROLLEY)



MOBILITY HUB PARKING GARAGE



WATER TAXI & FERRY



REGIONAL RAIL SERVICE



AERIAL TRAM

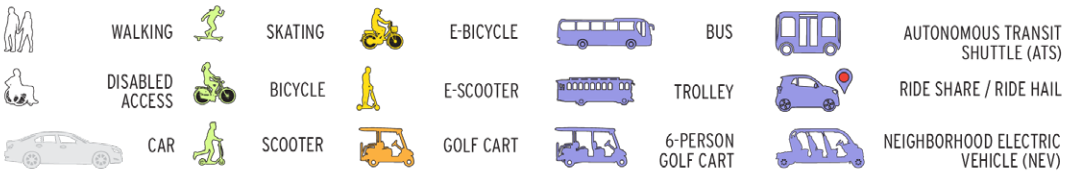
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LEGEND:



HOW WERE THEY IDENTIFIED?



The multimodal projects identified in the Mobility Plan were established based on the fundamental multimodal elements necessary to transition from a transportation system focused on moving cars towards a safe, comfortable, and convenient multimodal transportation system focused on moving people and providing mobility choices.



MOBILITY: The ability to move people from place (origin) to place (destination) by multiple modes (walk, bike, transit, vehicle) of travel in a timely (speed) and efficient manner. The lack of sidewalks, paths, trails, bike lanes, and curb access ramps are often impediments to people choosing to walk or bike from home to work and other daily activities.



EQUITY: The ability to access relevant activities such as employment, education, entertainment, health care, personal services, recreation, and retail opportunities by people of all ages, abilities, race, and socioeconomic strata without undue and unjust burden. Equitable mobility provides transportation justice for not only underserved and/or disadvantaged communities but also for vulnerable users. People have a fundamental right to move around easily, safely, and conveniently.



ACCESSIBILITY: The ease at which people reach, enter, and use modes of travel (walk / bike / transit / vehicle) at the origin and destination of their trip. Transit systems are frequently burdened with addressing the issue of first and last mile access. Providing Americans with Disabilities Act (ADA)-compliant curb access ramps at origins, destinations, intersections, driveways, and mid-block crossings is imperative to removing impediments for vulnerable users such as the disabled, children, the elderly, and people riding bicycles and micromobility devices.



CONNECTIVITY: The number of route options people have available to them and their directness and/or distance. Gridded street networks provide a high level of connectivity, whereas dead-end cul-de-sacs do not. Innovative approaches to enhance connectivity, such as Low Speed and Shared Streets, along with using paths and trails for non-vehicular connections, improve mobility and accessibility for people walking, bicycling, riding micromobility devices, and accessing transit.



VISIBILITY: The frequency at which those driving a car see people walking, bicycling, riding various micromobility devices, and accessing transit. More people walking and biking = greater awareness and more people walking and biking = safer conditions (i.e. safety in numbers). Green bike lanes, pavers at crosswalks, and flashing signals are all design elements used to increase visibility of people walking and bicycling.



CONTINUITY: The uninterrupted consistency of sidewalks, paths, trails, and bike lanes in width and condition with logical beginning and endpoints that are without gaps and without sudden and abrupt termination. Roads do not suddenly terminate without warning, change number of lanes, or randomly change width without proper transitions — neither should sidewalks, paths, trails, or bike lanes.



SAFETY: The combination of behavioral and physical design elements of the built environment can make mobility comfortable and pleasant for all ages and abilities. The elements that provide safety include slower speeds, physical separation, enhanced visibility crossings, and designations for different mobility modes. Enhanced safety features encourage behavioral changes that make safety everyone's responsibility.



COMFORT: The sum of all the mobility elements plus the overall quality of the built environment provided for the various mobility modes that allow for comfortable travel, trip satisfaction, travel choice, and time-cost choice. The perception of comfort shows that the availability of a car doesn't automatically make it a first mode choice and the most obvious or direct route may also not be the most comfortable. Improving conditions can remove impediments, increase trip satisfaction and usefulness, and incline travellers to use non-vehicular modes.



SOCIAL VALUE: The people-to-people connections one experiences in a shared space environment, whether biking, walking, or riding transit. The social value of these interactions increases both individual happiness and societal happiness through active engagement with the community that overall increases the quality of life and fosters independence, especially for children and the elderly.

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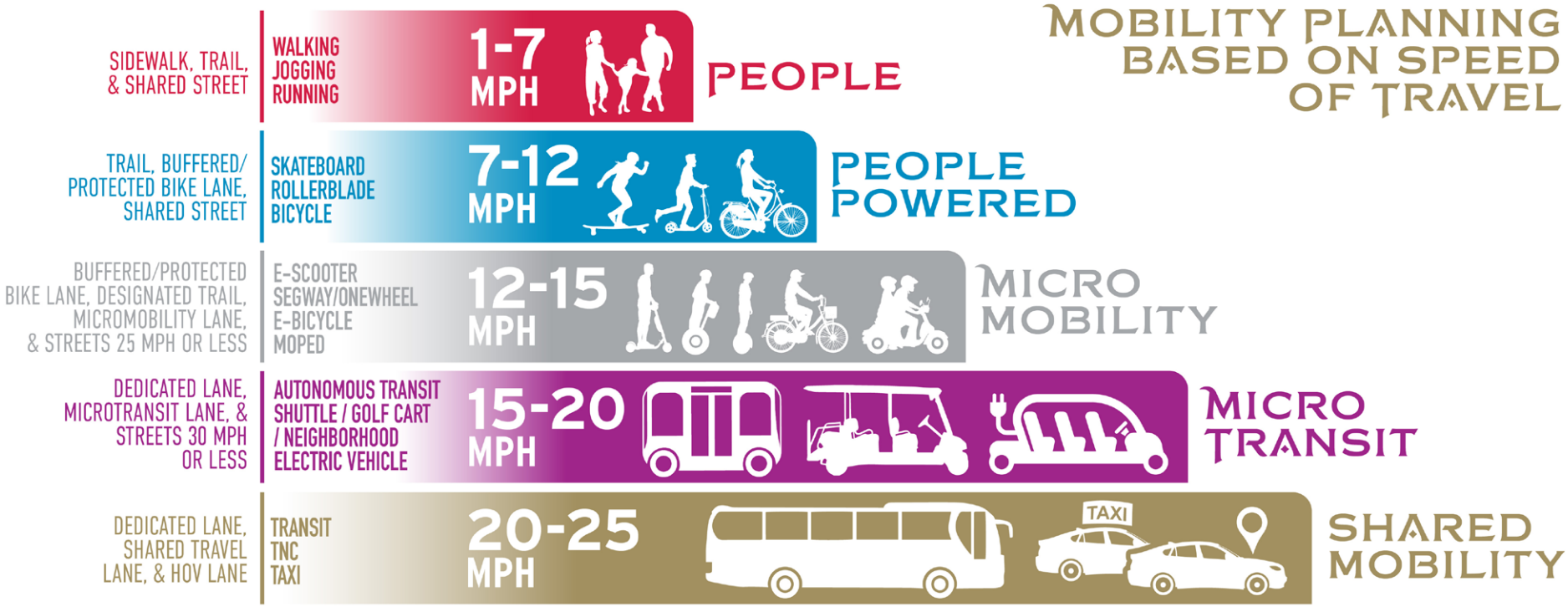
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Mobility Planning Based on Travel Speed



Sidewalks and paths are intended to accommodate people bicycling, jogging, walking, or pushing a stroller at 3 to 7 miles per hour. Roads are intended to accommodate people driving cars between 20 and 50 miles per hour. People riding an electric bicycle or an Autonomous Transit Shuttle or driving a golf cart are moving between 10 and 20 miles per hour and are not currently accommodated on most major roads in the City. Most people do not want electric bicycles or electric scooters using sidewalks in the City, even though Florida Statute allows them to be used wherever bicycles are used. Many people also don't want bicycles, golf carts or scooters to use entire lanes on major roads, even though, Florida Statute allows them to use the entire lane where other options are not available. The Mobility Plan attempts to safely accommodate multiple modes of travel at varying speeds of travel.



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Moving toward safer streets for all

The City established policies in its Comprehensive Plan to move towards *Safer Streets for All* users of the transportation system. There are two primary components in moving towards *Safer Streets for All*: multimodal projects and speed of cars. The Mobility Plan identifies multimodal projects to enhance the safety, convenience, and connectivity for all users of the transportation system. The following Street Quality of Service Standards (QOS), based on posted speed limits, have been adopted in the Comprehensive Plan in recognition that slower speeds create a safe transportation system for all modes of travel. Studies have shown there is a direct correlation between the speed of car travel and the severity of crashes. As speeds increase, so does the probability that a crash involving people walking, bicycling, or driving will result in one or more fatalities. Lowering speed limits is a quick and inexpensive way to move towards *Safer Streets for All*.

MOVING TOWARDS SAFER STREETS FOR ALL

CITY OF ST. AUGUSTINE STREET QUALITY OF SERVICE STANDARDS

CITY OF ST AUGUSTINE EST. 1565

STREET QUALITY OF SERVICE (QOS) STANDARDS	POSTED SPEED LIMIT	APPLICABLE LOCATIONS
Quality of Service (QOS) A*	SPEED LIMIT 15	SHARED STREETS / LOCAL & RESIDENTIAL STREETS IN HISTORIC DISTRICTS
Quality of Service (QOS) B	SPEED LIMIT 20	ARTERIAL, COLLECTOR, LOCAL & RESIDENTIAL STREETS IN HISTORIC DISTRICTS / MINOR COLLECTOR, LOCAL & RESIDENTIAL STREETS OUTSIDE HISTORIC DISTRICTS
Quality of Service (QOS) C	SPEED LIMIT 25	ARTERIAL STREETS IN HISTORIC DISTRICTS / COLLECTORS, LOCAL & RESIDENTIAL STREETS OUTSIDE HISTORIC DISTRICTS
Quality of Service (QOS) D	SPEED LIMIT 30	MAJOR COLLECTORS & MINOR ARTERIALS OUTSIDE HISTORIC DISTRICTS
Quality of Service (QOS) E**	SPEED LIMIT 35 +	PRINCIPAL ARTERIALS OUTSIDE HISTORIC DISTRICTS

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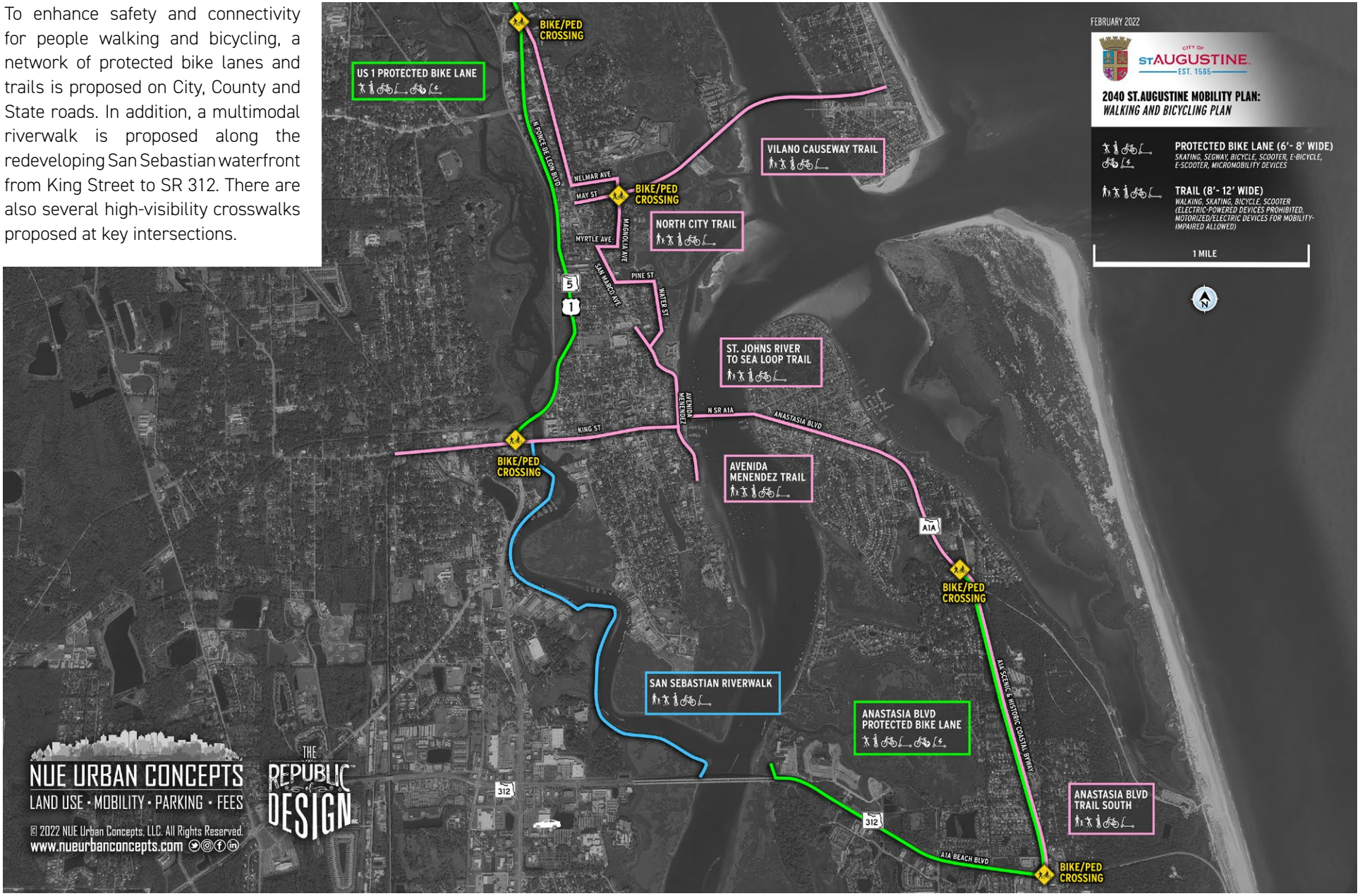
* POSTED SPEED LIMIT IS MAXIMUM, LOWER SPEEDS WOULD ALSO BE QOS A
** POSTED SPEED LIMIT IS MINIMUM, HIGHER SPEEDS WOULD ALSO BE QOS E

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2040 Mobility Plan: Walking & Bicycling Plan

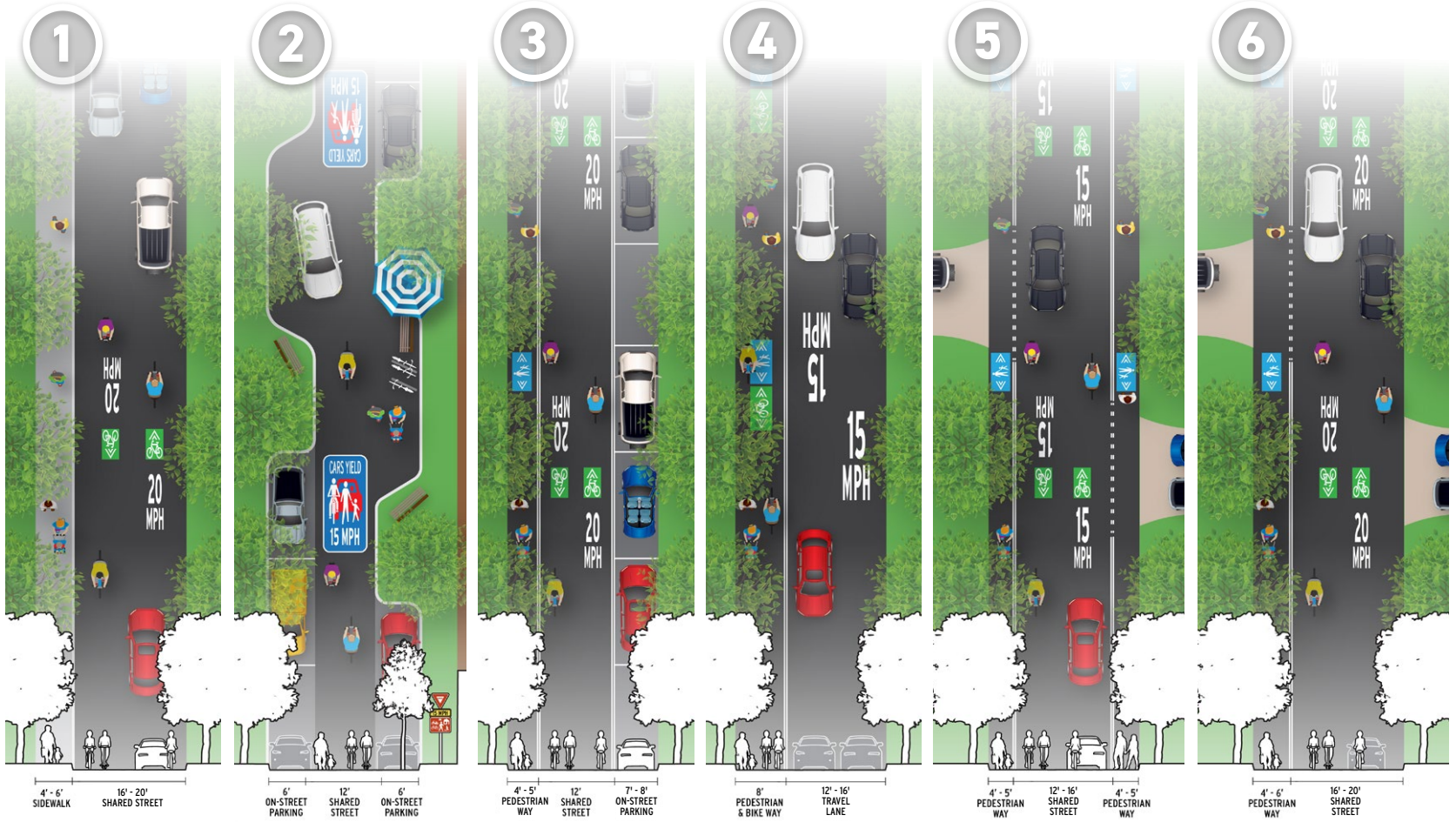


To enhance safety and connectivity for people walking and bicycling, a network of protected bike lanes and trails is proposed on City, County and State roads. In addition, a multimodal riverwalk is proposed along the redeveloping San Sebastian waterfront from King Street to SR 312. There are also several high-visibility crosswalks proposed at key intersections.



QUICK FIX SIDEWALK CONCEPTS

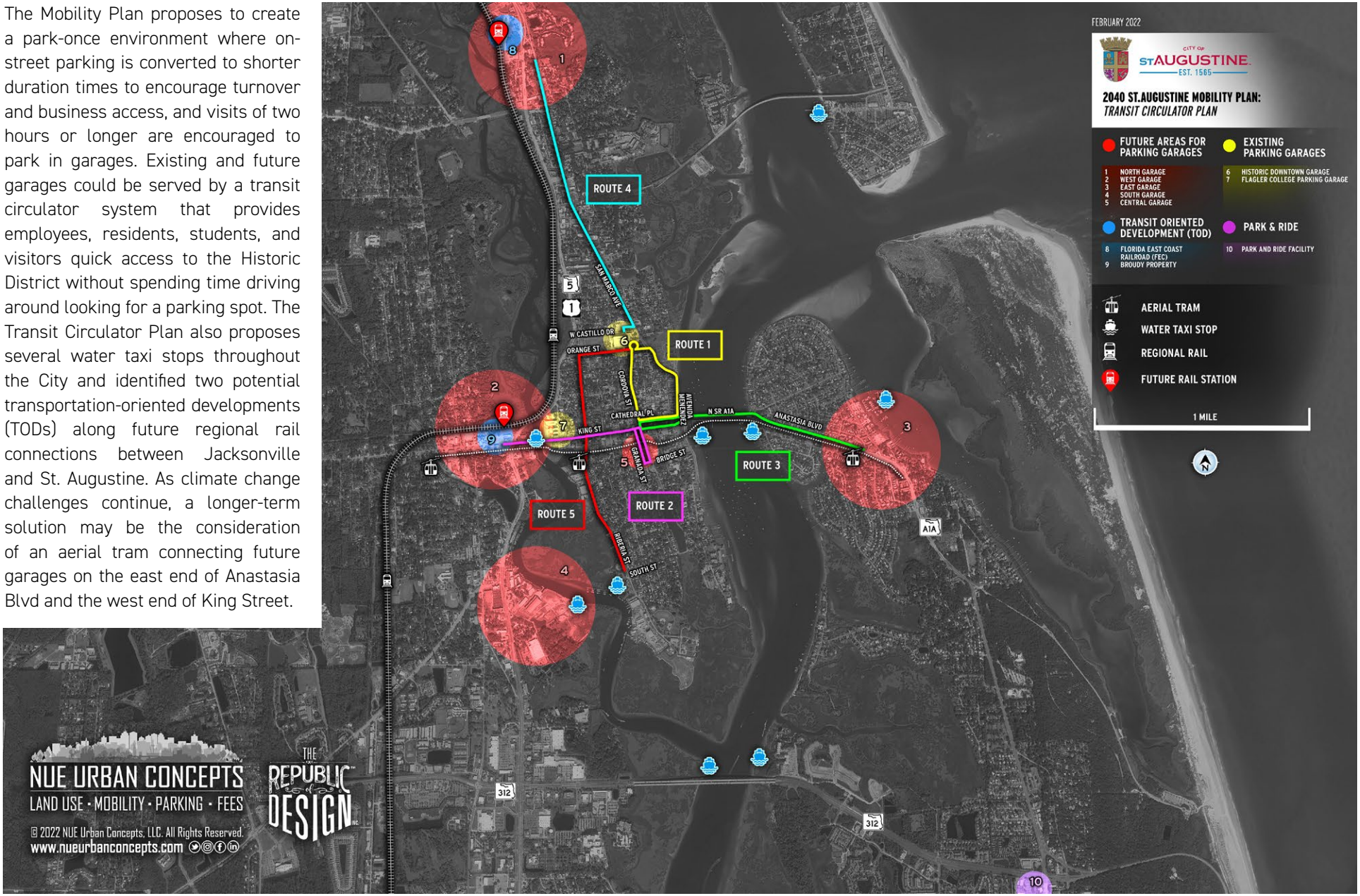
Many of the neighborhood streets within St. Augustine lack adequate right-of-way to provide sidewalks. Further complicating matters, mature tree canopy, existing utilities, stormwater systems, and frequent driveways and intersections make it expensive to add 5'-wide concrete sidewalks that include the required Americans with Disability Act (ADA) curb ramps, crosswalks, and driveway transitions. By adopting Street QOS standards, the City can set lower speed limits and consider quick and easy implementation of sidewalks using pavement markings on existing asphalt. Areas 4' to 8' wide can be safely marked for use by people walking and bicycling at relatively low cost. The City has already successfully implemented this concept on several streets. The use of pavement markings allows the City to narrow travel lane widths while still ensuring fire engines and waste management trucks have convenient access. The advantage of using pavement markings, as an initial quick solution, is that if certain routes have increased demand, the pavement markings could be converted into raised concrete sidewalks or serve as proof-of-demand to invest in providing raised sidewalks behind curbs or the edge of pavement. Below are several examples of quick fix sidewalk concepts:



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2040 Mobility Plan: Transit Circulator Plan

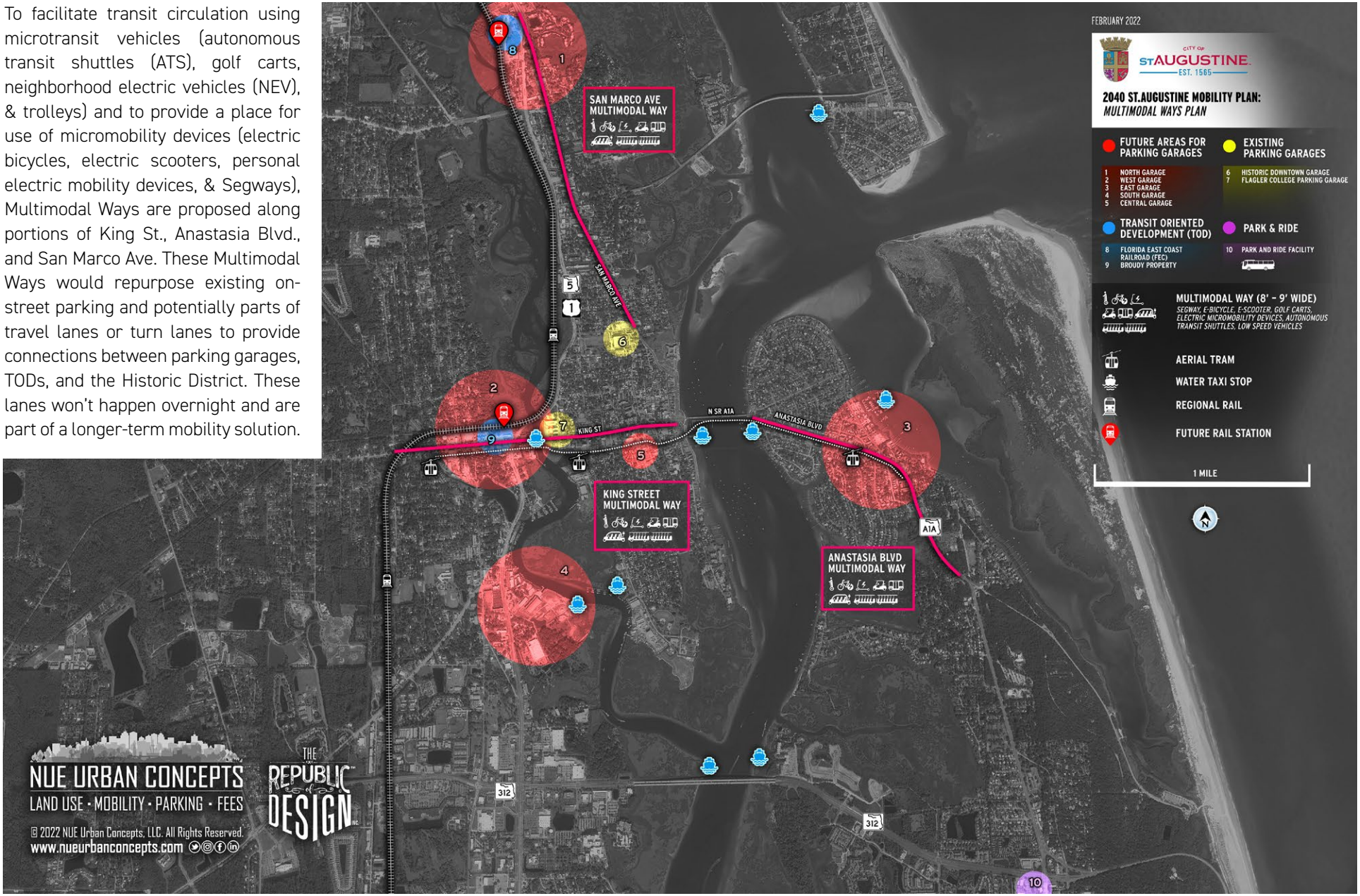
The Mobility Plan proposes to create a park-once environment where on-street parking is converted to shorter duration times to encourage turnover and business access, and visits of two hours or longer are encouraged to park in garages. Existing and future garages could be served by a transit circulator system that provides employees, residents, students, and visitors quick access to the Historic District without spending time driving around looking for a parking spot. The Transit Circulator Plan also proposes several water taxi stops throughout the City and identified two potential transportation-oriented developments (TODs) along future regional rail connections between Jacksonville and St. Augustine. As climate change challenges continue, a longer-term solution may be the consideration of an aerial tram connecting future garages on the east end of Anastasia Blvd and the west end of King Street.



2040 Mobility Plan: Multimodal Ways Plan



To facilitate transit circulation using microtransit vehicles (autonomous transit shuttles (ATS), golf carts, neighborhood electric vehicles (NEV), & trolleys) and to provide a place for use of micromobility devices (electric bicycles, electric scooters, personal electric mobility devices, & Segways), Multimodal Ways are proposed along portions of King St., Anastasia Blvd., and San Marco Ave. These Multimodal Ways would repurpose existing on-street parking and potentially parts of travel lanes or turn lanes to provide connections between parking garages, TODs, and the Historic District. These lanes won't happen overnight and are part of a longer-term mobility solution.



2040 Mobility Plan: San Marco Multimodal Way

Multimodal Ways, combined with the conversion of sidewalks to trails, have the potential to greatly enhance the number of people who could travel along San Marco within the existing right-of-way. The recent resurfacing of San Marco by FDOT has resulted in a reduction in on-street parking due to the frequency of driveways and intersections. The creation of park-once garages will free-up existing street right-of-way to incorporate Multimodal Ways. This is in addition to Comprehensive Plan policies that encourage the City to look for opportunities to provide pooled and shared off-street parking areas in order to relocate on-street parking and provide businesses with options to provide off-site parking. The graphic below illustrates before and after conditions and demonstrates the potential increase in person capacity.

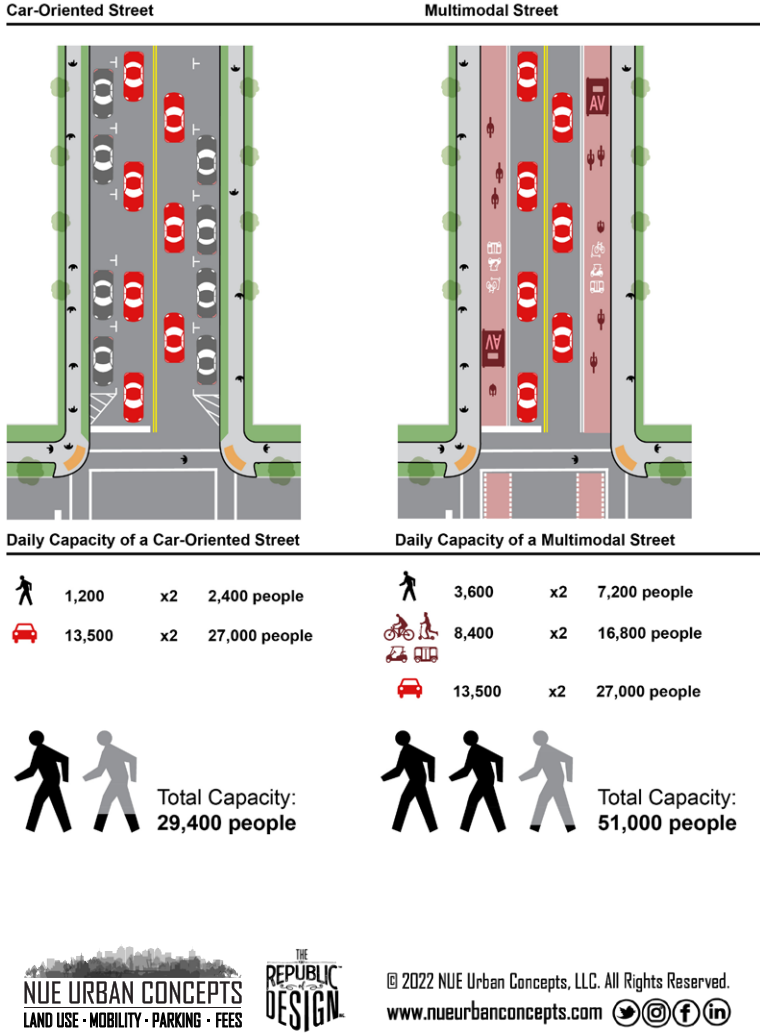
BEFORE



AFTER





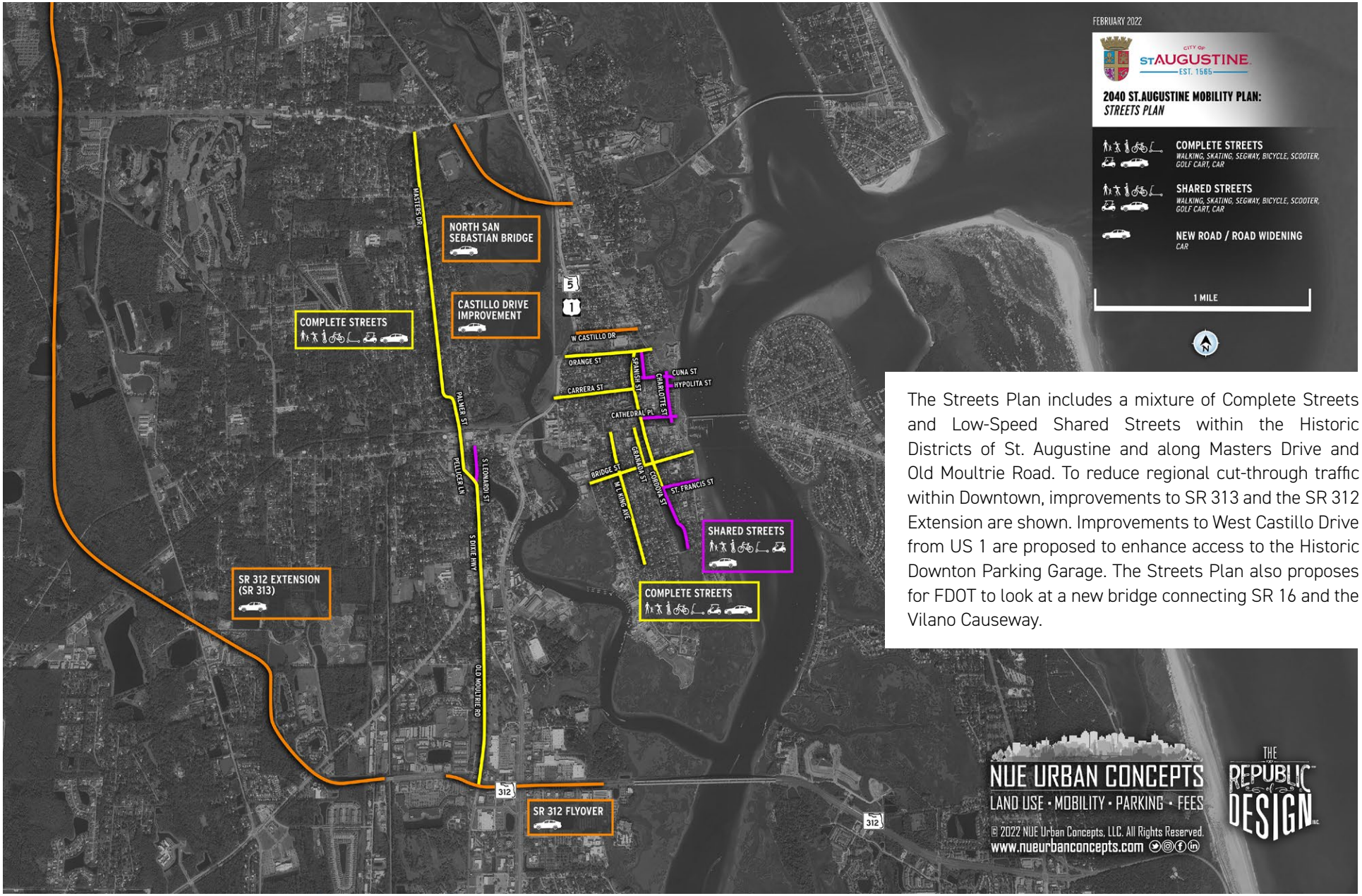


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2040 Mobility Plan: Streets Plan



The Streets Plan includes a mixture of Complete Streets and Low-Speed Shared Streets within the Historic Districts of St. Augustine and along Masters Drive and Old Moultrie Road. To reduce regional cut-through traffic within Downtown, improvements to SR 313 and the SR 312 Extension are shown. Improvements to West Castillo Drive from US 1 are proposed to enhance access to the Historic Downton Parking Garage. The Streets Plan also proposes for FDOT to look at a new bridge connecting SR 16 and the Vilano Causeway.

Mobility Fee Assessment Area & Benefit District

The Mobility Fee features two assessment areas: (1) Within the Multimodal District; and (2) Outside the Multimodal District. The Mobility Fee is lower within the Multimodal District due to shorter trip lengths, mixture of land uses, and the interconnected transportation network. Any areas that annex into the City would be assessed the Mobility Fee based on the Outside the Multimodal District rates. Assessment Areas are established as part of the legally and statutorily required rough proportionality test.

The Mobility Fee will feature a Single Benefit District. Mobility Fees collected within the City can be spent on multimodal projects throughout the City. Travel patterns are citywide and multimodal projects will serve residents and businesses throughout the City. A Benefit District is established to meet the second requirement of the legally and statutorily required dual rational nexus test. The first requirement of the legally and statutorily required dual rational nexus test is addressed based on future person travel demand and is addressed in the Mobility Plan and Mobility Fee technical Report.



Mobility Fee Schedule



The Mobility Plan and Mobility Fee Technical Report detail the methodology, data, and sources for determining the Mobility Fee. The calculated Mobility Fee for each land use is further defined in the Technical Report. For residential land uses, the proposed mobility fee is a flat rate per square foot regardless of the type of residential dwelling. The majority of Mobility Fees are calculated on a per square foot basis, except where the unit of measure indicates otherwise. The Technical Report provides a comparison of the calculated Mobility Fee against the existing St. Johns County road impact fee.

City of St. Augustine Mobility Fee Schedule (2022 FEBRUARY)

Use Categories, Land Uses Classifications, and Representative Land Uses	*Unit of Measure*	*Mobility Fee*
Residential & Lodging Uses		
Residential	per sq. ft.	$1.05
Overnight Lodging (Bed & breakfast, Hotel, Inn, Motel, Vacation Rental)	per room	$1,763
Mobile Residence (Mobile Home, RV, Home on Wheels, Travel Trailer)	per space/lot	$1,216
Institutional Uses		
Community Serving (Civic, Place of Assembly, Museum, Gallery)	per sq. ft.	$0.86
Long Term Care (Assisted Living, Congregate Care Facility, Nursing Facility)	per sq. ft.	$0.87
Private Education (Day Care, Private Primary School, Pre-K)	per sq. ft.	$1.57
Industrial Uses		
Industrial (Assembly, Manufacturing, Nursery, Outdoor Storage, Warehouse, Utilities)	per sq. ft.	$0.58
Recreational Uses		
Indoor Commercial Recreation (Gym, Indoor Sports, Kids Activities, Recreation)	per sq. ft.	$3.54
Outdoor Commercial Recreation (Amusement, Golf, Multi-Purpose, Sports, Tennis)	per acre	$1,873
Marina (Including dry storage)	per berth	$370
Office Uses		
Office (Bank, General, Higher Education, Professional)	per sq. ft.	$1.62
Medical Office (Clinic, Dental, Emergency Care, Hospital, Medical, Veterinary)	per sq. ft.	$2.43



City of St. Augustine Mobility Fee Schedule (2022 FEBRUARY) Continued

Use Categories, Land Uses Classifications, and Representative Land Uses	*Unit of Measure*	*Mobility Fee*
Commercial & Retail Uses		
Local Retail (Entertainment, Restaurant, Retail, Sales, Services)	per sq. ft.	$1.71
Multi-Tenant Retail (Entertainment, Restaurant, Retail, Sales, Services)	per sq. ft.	$3.42
Free-Standing Retail ((Entertainment, Restaurant, Retail, Sales, Services)	per sq. ft.	$4.67
Additive Fees for Commercial Services & Retail Uses		
Bank Drive-Thru or Free-Standing ATM	per lane/ATM	$7,174
Motor Vehicle & Boat Cleaning (Detailing, Wash, Wax)	per lane/stall	$3,420
Motor Vehicle Charging or Fueling	per charging/fueling position	$6,318
Pharmacy Drive-Thru	per lane	$4,500
Quick Service Restaurant Drive-Thru	per lane	$16,862

Further Reading: A Tech Report has been prepared for documenting the Mobility Fee

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