

Staff Report on
Proposed City of Jacksonville Ordinance Code Changes
Chapter 654

ORDINANCE 2017-805

Ordinance 2017-805 revises the Code of Subdivision Regulations in order to incorporate context sensitive streets standards consistent with Ordinance 2013-185-E, the 2030 Mobility Plan and the 2030 Comprehensive Plan. The changes clarify the requirements for bicycle facilities and sidewalks for new or reconstructed streets. These changes are consistent with 2019-273, a text amendment to the Transportation Element of the 2030 Comprehensive Plan, currently in its adoption round.

Changes include a table listing sidewalk width and location requirements by development area. Additionally, sidewalk requirements for new developments may only be waived when developers are approved to pay into the Sidewalk Construction Special Revenue Fund. The requirements for residential subdivisions streets remain the same.

The Planning and Development Department recommends **APPROVAL** of the ordinance code changes in the attached **EXHIBIT 1** and submitted as **Ordinance 2017-805**.

1 The Transportation, Energy and Utilities Committee offers the
2 following substitute to File No. 2017-805:

3
4 Introduced by the Council President at the request of the Context
5 Sensitive Streets Standards Committee:

6
7
8 **ORDINANCE 2017-805**

9 AN ORDINANCE AMENDING CHAPTER 654 (CODE OF
10 SUBDIVISION REGULATIONS), *ORDINANCE CODE,*
11 AMENDING SECTION 654.106 (DEFINITIONS) TO ADD
12 A DEFINITION FOR RECONSTRUCTED STREET;
13 AMENDING SECTION 654.111 (DESIGN STANDARDS:
14 STREETS) TO PROVIDE FOR CONNECTIVITY AND
15 SHARED USE; AMENDING SECTION 654.133 (REQUIRED
16 IMPROVEMENTS: STREETS, CURBS AND GUTTERS;
17 SIDEWALKS; AND BIKEWAY REQUIREMENTS) TO
18 PROVIDE FOR SHARED USE AND SIDEWALKS;
19 PROVIDING AN EFFECTIVE DATE.

20
21 **BE IT ORDAINED** by the Council of the City of Jacksonville:

22 **Section 1.** Chapter 654 (Code of Subdivision Regulations),
23 *Ordinance Code, Amended.* Chapter 654 (Code of Subdivision
24 Regulations, *Ordinance Code,* is hereby amended to read as follows:

25 **CHAPTER 654 - CODE OF SUBDIVISION REGULATIONS**

26 * * *

27 **Sec. 654.106. - Definitions**

28 * * *

29 (mm) *Street* means a travel way ~~thoroughfare~~ which affords the
30 principal means of vehicular access to abutting property
31 regardless of the term, such as lane or way, used to describe

1 it. and:

2 (1) *Collector street* means a surface street providing land
3 access and traffic circulation service within
4 residential, commercial and industrial areas. Collector
5 streets serve to connect local roadway networks to the
6 larger City-wide arterial roadway network.

7 (2) *Cul-de-sac* means a street ending in a dead-end with a
8 vehicular turnaround. These streets are limited to 1,000
9 feet in length; however, the Department may approve a
10 cul-de-sac of greater lengths, where, due to
11 topographical conditions, design considerations or the
12 number of lots to be located on the street, a greater
13 length may be deemed necessary.

14 (3) *Freeway* means a multi-lane, divided highway having a
15 minimum of two lanes for exclusive use of traffic in each
16 direction and full control of access and egress.

17 ~~(4) Interstate highway means a freeway which is part of the~~
18 ~~designated National System of Interstate and Defense~~
19 ~~Highways mandated by Congress. An interstate highway,~~
20 ~~or Interstate, provides a very high level of transport~~
21 ~~service and continuity among the states. To classify as~~
22 ~~interstate, a freeway must meet full interstate standards~~
23 ~~for construction. For the purposes of discussion, unless~~
24 ~~specifically cited by use of the term interstate, a~~
25 ~~reference to freeways shall be construed to encompass~~
26 ~~interstate highways as well.~~

27 (45) *Local street* means a street designed and maintained to
28 provide access to abutting property. A local street is of
29 limited continuity and not for through traffic.

30 (56) *Major arterial* means a highway that serves major through
31 movements of traffic between important centers of

1 activity and a substantial portion of trips entering and
2 leaving the area. It also connects freeways with major
3 traffic generators. Service to abutting land is very
4 subordinate to the function of moving through traffic.

5 (67) *Minor arterial* means a facility that connects and
6 augments the major arterial system. Although its main
7 function is still traffic mobility, it performs this
8 function at a lower level and places more emphasis on
9 land access than does the major arterial.

10 (78) *Private street* means a privately owned or controlled and
11 maintained drive, street, road, lane, ~~not dedicated~~
12 accepted by the City of Jacksonville as a public road,
13 which provides the primary means of vehicular ingress and
14 egress from a public road to two or more dwelling units,
15 lots, parcels, tracts, or principal buildings, whether
16 created by a private right-of way, easement, plat, or
17 other device and which has been approved by the Director
18 and appears on the Approved Private Streets List kept by
19 the Director of Public Works as an approved private
20 street.

21 (89) *Public street* means a vehicular right of way, that is
22 open to the public and under the control and jurisdiction
23 of the City of Jacksonville pursuant to a deed of
24 conveyance, deed of dedication, plat dedication, or other
25 device accepted by the City, which provides the primary
26 means of vehicular ingress and egress to two or more
27 dwelling units, lots, parcels, tracts, or principal
28 buildings.

29 (910) *Reconstructed street* means a rebuilt existing street
30 such that its estimated life was lengthened, by means
31 other than resurfacing, its vehicular carrying capacity

1 by weight or volume of traffic was increased, or the curb
2 to curb pavement width was increased to include bicycle
3 facilities, raised medians or additional roadway
4 elements.

5 * * *

6 **Sec. 654.111. - Design standards: streets.**

7 (a) The character, width, grade and location of streets shall
8 conform to the standards in this Chapter, the Land Development
9 Procedures Manual, and the Review Procedures and Standards for
10 Subdivisions Manual, and shall be considered in their relation
11 to existing and planned streets, to topographical conditions
12 and to public convenience and safety and in their appropriate
13 relation to the proposed uses of the land to be served by the
14 streets. It has been set forth in the Comprehensive Plan that
15 the City shall utilize the following guidelines, where
16 feasible, as minimum requirements for rights-of-way defined by
17 roadway classification. There shall be no development
18 including buildings, parking lots, and other development
19 related structures within the required right-of-way identified
20 below. Measurement shall be from the centerline of the
21 existing roadway.

22 (b) Local streets shall be designed to provide connectivity while
23 discouraging cut-through traffic. so laid out that their use
24 by through traffic will be discouraged.

25 (c) Where a subdivision abuts on or contains an existing or
26 proposed arterial street or expressway, the Department may
27 require marginal access streets, reverse frontage with screen
28 planting or fencing contained in a non-access easement along
29 the rear property line, deep lots with rear service alleys or
30 such other treatment as may be necessary for adequate
31 protection of residential properties and to afford separation

1 of through and local traffic.

2 (d) Where a subdivision borders on or contains a railroad right-
3 of-way or limited access highway right-of-way, the Department
4 may require an access street approximately parallel to and on
5 each side of the right-of-way, at a distance suitable for the
6 appropriate use of the intervening land, as for park or shared
7 use path purposes in appropriate districts. Distances
8 involving rights-of-way shall also be determined with due
9 regard for the requirements of approach grades and future
10 grade separations.

11 (e) Non-access easements controlling access to streets shall be
12 prohibited except where their control is placed with the City.

13 * * *

14 (n) The City shall require all ~~new or reconstructed local~~ streets
15 to include bicycle facilities. Bicycle facilities shall meet
16 the design standards in the City Standard Details, Land
17 Development Procedures Manual, and Policy 4.1.1 of the
18 Transportation Element of the City's 2030 Comprehensive Plan.
19 ~~projected to serve in excess of 1,600 vehicles per day and all~~
20 ~~new collector and minor arterial roadways to accommodate.~~
21 ~~bicyclists within the roadway unless determined by the~~
22 ~~Department that such need does not exist.~~

23 * * *

24 **Sec. 654.133. - Required improvements: streets; curbs and gutters;**
25 **sidewalks; and bikeway requirements.**

26 (a) Streets and public ways shall be cleared and graded, including
27 side slopes to the specified grade. If required to prevent
28 erosion or excessive washing of the shoulders, protective
29 measures shall be taken by the developer as required by the
30 Director.

31 (b) Streets shall be paved and standard curb and gutter installed

1 to meet the specifications of the Land Development Procedures
2 Manual.

3 (c) Sidewalks shall be provided in developments and along streets
4 to provide safe pedestrian travel. The following table
5 outlines general sidewalk requirements. Deviations from the
6 general requirements may be granted by the Department. The
7 Department may require a transportation study to substantiate
8 deviations from the general requirements. Sidewalks shall be a
9 ~~minimum of four feet wide and shall be constructed~~ in
10 accordance with the Land Development Procedures Manual. Should
11 the City Engineer Development Services Division and the
12 Planning and Development Department grant an applicant the
13 option of depositing monies into the sidewalk fund referenced
14 under the provisions of Section 2.2 of the Land Development
15 Procedures Manual, the City shall deposit said funds into the
16 Sidewalk Construction Special Revenue Fund created in Section
17 111.550, Ordinance Code.

18 (d) The City shall require all new dedicated or reconstructed
19 streets serving nonresidential areas to include five foot
20 sidewalks within the dedicated approved right-of-way or a
21 shared use/multi-use path subject to approve by the
22 Department an approved alternative pedestrian circulation
23 system, unless determined by the Department that such need
24 does not exist. A shared use/multi use path may be approved by
25 the Department based upon the presence of nearby paths, if the
26 location is part of an established plan for shared use/multi-
27 use paths or if the location is an important link between
28 existing bicycle and pedestrian facilities. Table 1 below
29 outlines sidewalk requirements for each Development Area.
30 Sidewalk design shall conform to the specifications outlined
31 in the City Standard Details. All sidewalks shall maintain a

1 minimum of four feet of continuous, unobstructed path of
2 travel.

3 Table 1. Sidewalk Requirements by Development Area

<u>Development Area</u>	<u>Sidewalk Location</u>	<u>Minimum Sidewalk Width (feet)</u>
Downtown	Both sides of street	8
Urban Priority Area	Both sides of street	8
Urban Area	Both sides of street	6
Suburban Area	Both sides of street	6
Rural Area	Both sides of street	5

4
5 (e) Sidewalks along residential local subdivision streets have two
6 sidewalk options. Residential local subdivision streets are
7 local streets within planned subdivisions that provide access
8 to residential lots and that do not provide connectivity to
9 major arterials, minor arterials, collector streets or serve
10 major traffic generators.

11 i. Option A: Provide five-foot (5') wide unobstructed
12 sidewalks on both sides of all streets.

13 ii. Option B: Provide a six-foot (6') wide unobstructed
14 sidewalk on one side of the street, as long as the
15 sidewalk establishes good interconnections, and is
16 located on the side of the street that will serve
17 the most residential lots.

18 iii. Sidewalks are not required on a cul-de-sac with less
19 than 15 lots (Note: corner lots shall be included
20 in the lot count).

21 iv. A five-foot wide sidewalk is required on one side for
22 cul de sacs and minor roads that serve fifteen and
23 up to thirty lots.

(f) The subdivision entrance street or streets in a platted subdivision which provide a connection to a collector street, major arterial or otherwise serve as the entrance or exist point(s) to the subdivision, shall provide a six-foot (6') sidewalk on both sides of the subdivision entrance street (s), and shall connect to external sidewalks, if the same exist. If external sidewalks adjacent to the subdivision do not exist, connecting six feet sidewalks shall be installed subject to staff review.

Sidewalk Requirements

<u>Type of Development</u>	<u>Requirements</u>
<u>1. Residential:</u>	
<u>a. Collector</u>	<u>Both sides</u>
<u>b. Local</u>	<u>One side (note i)</u>
<u>c. Cul de sac (note ii)</u>	
<u>More than 15 lots</u>	<u>One side</u>
<u>15 lots or less</u>	<u>None</u>
<u>2. Commercial/Light Industrial:</u>	
<u>a. Collector</u>	<u>Both sides</u>
<u>b. Local</u>	<u>One side</u>
<u>c. Cul de sac</u>	<u>One side</u>
<u>3. Heavy/Industrial</u>	<u>One side</u> <u>(note iii)</u>

NOTES:

i. Where sidewalks are required on one side of the street, they should be placed on the side intersecting the most number of side streets unless otherwise justified.

ii. The number of lots on a cul de sac should include only those lots fronting on the cul de sac corner lots fronting the local

1 ~~street should not be included in the count. Corner lots~~
2 ~~fronting the cul-de-sac should not be included in the count.~~

3 i. When standard sidewalk width cannot be attained due to
4 demonstrated right-of-way constraints, provide the greatest
5 sidewalk width possible, but not less than 5 feet.

6 ~~iii.~~ ii. Safe and exclusive pedestrian access shall be provided
7 between existing bus stops and identified future bus stops and
8 individual building lots and to all existing bus stops and
9 identified future bus stops.

10 iii. ADA standard curb ~~Curb~~ cut ramps are required at all
11 intersections where one or more of the rights-of-way of the
12 intersecting streets contains sidewalks and where roadway lane
13 width do not exceed 12 feet unless authorized by the Director,
14 or his or her designee.

15 Sidewalks shall be required on new, reconstructed and existing
16 streets adjacent to proposed developments when the development is
17 within reasonable pedestrian access of public facilities (i.e.,
18 schools, parks, shopping centers, etc.), as determined by the
19 Planning and Development Department or where an existing sidewalk
20 could be joined. This requirement may only be waived by the
21 Department when developers are approved to pay into the Sidewalk
22 Construction Special Revenue Fund pursuant to Section 111.550,
23 Ordinance Code ~~there is not adequate public space for the~~
24 ~~construction of the sidewalk.~~

25 ~~(c) Rural area sidewalk deferrals. The Director may grant~~
26 ~~deferrals from the requirements of this Section for development in~~
27 ~~rural areas until such time as sidewalks are needed. The Director~~
28 ~~shall determine when sidewalks are needed based on the growth of~~
29 ~~the area surrounding the development. For the purposes of this~~
30 ~~subsection, rural areas shall be defined by the Director. A~~
31 ~~deferral granted pursuant to this subsection shall be executed by~~

1 an affidavit signed by the property owner(s) and in a form
2 acceptable to the Office of General Counsel. The Office of General
3 Counsel shall record the affidavit in the official records of
4 Duval County and shall forward a recorded copy of the affidavit to
5 the Department and the Department of Public Works.

6 ~~(f) Bikeways shall be required on all new collector and arterial~~
7 ~~roadways projected to serve in excess of 1,600 vehicles per day by~~
8 ~~providing:~~

9 ~~(1) Outside roadway lanes not less than 14 feet wide, or,~~

10 ~~(2) Paved shoulders not less than four feet wide beyond~~
11 ~~outside lanes; or,~~

12 ~~(3) Bike paths separated and/or protected by physical~~
13 ~~barriers from vehicular traffic and devoted to the primary~~
14 ~~use of bicycle traffic.~~

15 ~~(g)(4)~~ Developments of large scale shall give consideration to on-
16 site provisions of bike lockers and showers.

17 * **

18 **Section 2. Effective Date.** This Ordinance shall become
19 effective upon signature by the Mayor or upon becoming effective
20 without the Mayor's signature.

21
22 Form Approved:

23
24 _____
25 Office of General Counsel

26 Legislation prepared by: Cherry Shaw Pollock

27 GC-#1170618-v2-Revisions_to_Chapter_654_112117