

Staff Report on
Proposed City of Jacksonville Ordinance Code Changes
Section 654.115

ORDINANCE 2018-146

Ordinance 2018-146 revises the Code of Subdivision Regulations in accordance with recent changes to the 2030 Comprehensive Plan that were approved through Ordinances 2017-556-E and 2017-725-E. The changes provide parameters to follow regarding the location of access points to new single-family residential and all other new development of parcels with frontage along two or more right-of-ways. The ordinance code change includes these same changes for consistency with the text amendment changes to the Comprehensive Plan.

The Planning and Development Department recommends **APPROVAL** of the ordinance code changes in the attached **EXHIBIT 1** and submitted as **Ordinance 2018-146**.

1 Introduced by the Council President at the Request of the Mayor:
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4 **ORDINANCE 2018-146**

5 AN ORDINANCE AMENDING CHAPTER 654 (CODE OF
6 SUBDIVISION REGULATIONS), *ORDINANCE CODE*,
7 AMENDING SECTION 654.115 (DESIGN STANDARDS;
8 ACCESS TO THE PUBLIC RIGHT-OF-WAY) TO PROVIDE
9 PARAMETERS TO FOLLOW REGARDING THE LOCATION OF
10 ACCESS POINTS TO NEW SINGLE-FAMILY RESIDENTIAL
11 AND ALL OTHER NEW DEVELOPMENT PARCELS WITH
12 FRONTAGE ALONG TWO OR MORE RIGHT-OF-WAYS,
13 *ORDINANCE CODE*; PROVIDING AN EFFECTIVE DATE.
14

15 **BE IT ORDAINED** by the Council of the City of Jacksonville:

16 **Section 1. Amending Section 654.115 (Design Standards:**
17 **Access to the Public Right-of-way), *Ordinance Code*.** Section
18 654.115 (Design Standards: Access to the Public Right-of-way),
19 Chapter 654 (Code of Subdivision Regulations), *Ordinance Code*, is
20 hereby amended to read as follows:

21 **CHAPTER 654. CODE OF SUBDIVISION REGULATIONS**

22 * * *

23 **Section 654.115 - Design standards: access to the public right-of-**
24 **way.**

25 The following requirements shall be met when providing access
26 to residential and nonresidential parcels.

- 27 (a) *Spacing of accesses.* For all new arterials and freeways
28 or other limited access facilities constructed after 1991,
29 and from all major arterials for which access and egress
30 are to be reevaluated, the following guidelines are to be
31 used in determining the spacing of accesses, streets or

interchanges:

Limited access facilities-rural	1 per 2 miles
Limited access facilities-urban	
with frontage roads	1 per mile
without frontage roads	1 per 2 miles
Major arterials	4 per mile
Minor arterials	8 per mile

(b) *Access for corner lots.* Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the Jacksonville Planning and Development Department (JPDD) Director, or his or her designee.

(c) *Driveway entrance.* Three or more driveways from an arterial or collector shall not be permitted for a single site unless otherwise authorized by the Traffic Engineering Division and the Jacksonville Planning and Development Department (JPDD) Director, or his or her designee or appropriate authority. Existing sites having three or more approaches from a particular street shall be required to eliminate the excess drives or convert the excess drives to right-turn-only

1 accesses or egresses at such time as application is made to
2 the City for any change in land use, zoning or increase in
3 gross leasable square footage. Final acceptance of revised
4 driveway approaches shall be subject to the approval of the
5 Traffic Engineering Division and the JPDD, or the appropriate
6 authority.

7 (d) *Shared access.* New development sites shall be required,
8 whenever possible, to share access points.

9 (e) *Access to residential parcels with frontage on two or more*
10 *roadways.* Access to new residential parcels with frontage
11 along two or more roadways shall be limited to access from the
12 roadway with the lower functional class, or the lower average
13 daily traffic inclusive of development traffic for roadways of
14 the same functional class, unless it can be demonstrated in a
15 traffic study submitted to the Director, or his or her
16 designee that such access restriction would:

- 17 (1) Present a safety hazard,
- 18 (2) Cause undue congestion or delay on adjacent road
19 facilities,
- 20 (3) Cause environmental degradation, or
- 21 (4) Hinder adequate traffic circulation.

22 The City shall require that access to new single-family residential
23 parcels with frontage along two or more roadways be located in
24 accordance with the following parameters:

- 25 1. If the roadways are of differing functional classes, then
26 access to the parcel shall be provided from the roadway
27 with the lower functional class only,
- 28 2. If the roadways are of the same functional class, then
29 access shall be provided as follows:
 - 30 a. In the case of redevelopment of existing parcels,
31 from the roadway where the prevailing pattern of

1 existing driveways are located; or

2 b. In the case of new subdivisions where no pattern
3 currently exists, on the roadway with the lower
4 average daily traffic (ADT) inclusive of development
5 traffic.

6 3. Driveways should be on the same road on which the parcel
7 is addressed and the front door of the home is located,
8 except in the case of an entirely new planned unit
9 development or traditional neighborhood development where
10 rear entry drives are expressly contemplated.

11 The above parameters shall be followed unless it can be
12 demonstrated in a professional traffic study submitted for review
13 and approval to the Traffic Engineering Division and the JPDD, and
14 with which the City staff agrees, that such access restrictions
15 would either:

16 1. present a safety hazard;

17 2. would cause undue congestion or delay on adjacent road
18 facilities;

19 3. would cause environmental degradation; or

20 4. would hinder adequate traffic circulation.

21 (f) ~~Access to nonresidential parcels.~~ Access to nonresidential
22 parcels. The following provisions shall be observed when
23 providing access to nonresidential parcels:

24 (1) Where a nonresidential subdivision abuts or contains a
25 designated major arterial a service drive shall be
26 constructed to connect with the service drive of adjacent
27 properties unless otherwise approved by the Director, or
28 his or her designee. If adjacent service drives do not
29 exist, construction of such drives shall be a credit used
30 to offset and mitigate a development's traffic impact for
31 the purposes of concurrency.

1 (2) The construction or erection of any barrier or obstacle
2 which would prohibit access to the service drive from
3 a site's major parking area or prohibit sharing access
4 drives with adjacent properties shall be prohibited. This
5 provision is not to conflict with or exempt a developer
6 from complying with landscape and tree protection
7 regulations.

8 (3) Specific exemptions to this provision may be granted by
9 the Director, or his or her designee when physical
10 constraints on a currently developed property prohibit
11 the construction of a service road which meets the City's
12 design and clear zone standards.

13 (g) Access to newly developed and redeveloped parcels, other than
14 parcels zoned for or used for single-family dwellings
15 nonresidential parcels with frontage on two or more roadways.

16 ~~Access to nonresidential parcels with frontage on two or more~~
17 ~~roadways shall be limited to one access point per roadway.~~
18 ~~Access from the higher functional class roadway, or roadway~~
19 ~~with the higher average daily traffic inclusive of development~~
20 ~~traffic for roadways of the same functional class, shall be~~
21 ~~limited to right turn-in/right turn-out only, unless there~~
22 ~~already exists more than one full access point on the roadway,~~
23 ~~and at least one of the full access points is eliminated, or~~
24 ~~it can be demonstrated in a traffic study, submitted to the~~
25 ~~Director, or his or her designee, that such access~~
26 ~~restrictions would:~~

- 27 ~~(1) Present a safety hazard;~~
28 ~~(2) Cause undue congestion or delay on adjacent road~~
29 ~~facilities;~~
30 ~~(3) Cause environmental degradation; or~~
31 ~~(4) Hinder adequate traffic circulation.~~

1 Access to newly developed and redeveloped parcels with
2 frontage along two or more roadways, other than parcels zoned for
3 or used for single-family dwellings, shall be limited in order to
4 protect performance of the City's transportation network. Access
5 shall be limited to one per roadway with access from the higher
6 functional class roadway or roadway with the higher average daily
7 traffic (ADT) being limited to right turn-in/right turn-out only.
8 However, exemptions from these requirements may be granted by the
9 Traffic Engineering Division and the JPDD where factors justify the
10 exemptions. Factors to be taken into consideration for exemptions
11 may include, but are not limited to: parcel size and road frontage;
12 projected trip generation of a development; safety and congestion
13 hazards; potential for delay on adjacent road facilities;
14 environmental degradation; adequate traffic circulation; and/or
15 elimination of existing access points.

16 The Traffic Engineer and the JPDD shall require a written
17 statement of justification, along with any supporting documentation
18 deemed necessary, from the applicant to determine if an exemption
19 is warranted. The applicant's justification must demonstrate a
20 need for the exemption and how granting of the exemption will not
21 hinder the overall goal of protecting the performance of the City's
22 transportation network.

23 * * *

24 **Section 2. Effective Date.** This ordinance shall become
25 effective upon signature by the Mayor or upon becoming effective
26 without the Mayor's signature.

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28 Form Approved:

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30 /s/ Susan C. Grandin
31 Office of General Counsel
32 Legislation prepared by: Kristen Reed
33 GC-#1192590-v1-Amending_Chapter_654_115_.docx

Ordinance 2018-146
City of Jacksonville Ordinance Code Changes
Chapter 654, Part 3, Subpart P

CHAPTER 654 – CODE OF SUBDIVISION REGULATIONS

Sec. 654.115. - Design standards: access to the public right-of-way.

The following requirements shall be met when providing access to residential and nonresidential parcels.

(a) Spacing of accesses. For all new arterials and freeways or other limited access facilities constructed after 1991, and from all major arterials for which access and egress are to be reevaluated, the following guidelines are to be used in determining the spacing of accesses, streets or interchanges:

Limited access facilities-rural	1 per 2 miles
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with frontage roads	1 per mile
without frontage roads	1 per 2 miles
Major arterials	4 per mile
Minor arterials	8 per mile

(b) Access for corner lots. Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the Jacksonville Planning and Development Department (JPDD) Director, or his or her designee.

(c) Driveway entrance. Three or more driveways from an arterial or collector shall not be permitted for a single site unless otherwise authorized by the Traffic Engineering Division and the Jacksonville Planning and Development Department (JPDD) Director, or his or her designee or appropriate authority. Existing

sites having three or more approaches from a particular street shall be required to eliminate the excess drives or convert the excess drives to right-turn-only accesses or egresses at such time as application is made to the City for any change in land use, zoning or increase in gross leasable square footage. Final acceptance of revised driveway approaches shall be subject to the approval of the Traffic Engineering Division and the JPDD, or the appropriate authority.

(d) Shared access. New development sites shall be required, whenever possible, to share access points.

~~(e) Access to residential parcels with frontage on two or more roadways. Access to new residential parcels with frontage along two or more roadways shall be limited to access from the roadway with the lower functional class, or the lower average daily traffic inclusive of development traffic for roadways of the same functional class, unless it can be demonstrated in a traffic study submitted to the Director, or his or her designee that such access restriction would:~~

- ~~(1) Present a safety hazard;~~
- ~~(2) Cause undue congestion or delay on adjacent road facilities;~~
- ~~(3) Cause environmental degradation; or~~
- ~~(4) Hinder adequate traffic circulation.~~

The City shall require that access to new single-family residential parcels with frontage along two or more roadways be located in accordance with the following parameters:

1. If the roadways are of differing functional classes, then access to the parcel shall be provided from the roadway with the lower functional class only.
2. If the roadways are of the same functional class, then access shall be provided as follows:
 - a. In the case of redevelopment of existing parcels, from the roadway where the prevailing pattern of existing driveways are located; or
 - b. In the case of new subdivisions where no pattern currently exists, on the roadway with the lower average daily traffic (ADT) inclusive of development traffic.
3. Driveways should be on the same road on which the parcel is addressed and the front door of the home is located, except in the case of an entirely new planned unit development or traditional neighborhood development where rear entry drives are expressly contemplated.

The above parameters shall be followed unless it can be demonstrated in a professional traffic study submitted for review and approval to the Traffic Engineering Division and the JPDD, and with which the City staff agrees, that such access restrictions would either:

1. present a safety hazard;
2. would cause undue congestion or delay on adjacent road facilities;
3. would cause environmental degradation; or
4. would hinder adequate traffic circulation.

(f) Access to nonresidential parcels. The following provisions shall be observed when providing access to nonresidential parcels:

(1) Where a nonresidential subdivision abuts or contains a designated major arterial a service drive shall be constructed to connect with the service drive of adjacent properties unless otherwise approved by the Director, or his or her designee. If adjacent service drives do not exist, construction of such drives shall be a credit used to offset and mitigate a development's traffic impact for the purposes of concurrency.

(2)The construction or erection of any barrier or obstacle which would prohibit access to the service drive from a site's major parking area or prohibit sharing access drives with adjacent properties shall be prohibited. This provision is not to conflict with or exempt a developer from complying with landscape and tree protection regulations.

(3)Specific exemptions to this provision may be granted by the Director, or his or her designee when physical constraints on a currently developed property prohibit the construction of a service road which meets the City's design and clear zone standards.

~~(g)Access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings nonresidential parcels with frontage on two or more roadways. Access to nonresidential parcels with frontage on two or more roadways shall be limited to one access point per roadway. Access from the higher functional class roadway, or roadway with the higher average daily traffic inclusive of development traffic for roadways of the same functional class, shall be limited to right turn-in/right turn-out only, unless there already exists more than one full access point on the roadway, and at least one of the full access points is eliminated, or it can be demonstrated in a traffic study, submitted to the Director, or his or her designee, that such access restrictions would:~~

~~(1)Present a safety hazard;~~

~~(2)Cause undue congestion or delay on adjacent road facilities;~~

~~(3)Cause environmental degradation; or~~

~~(4)Hinder adequate traffic circulation.~~

The city shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the city's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from these requirements may be granted by the Traffic Engineering Division and the Planning and Development Department where factors justify the exemptions. Factors to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

The Traffic Engineer and the Planning and Development Department shall require a written statement of justification, along with any supporting documentation deemed necessary, from the applicant to determine if an exemption is warranted. The applicant's justification must demonstrate a need for the exemption and how granting of the exemption will not hinder the overall goal of protecting the performance of the city's transportation network.

(Ord. 91-58-147, § 1; Ord. 2002-714-E, § 5; Ord. 2013-185-E, § 6)

Editor's note— Ordinance 2007-839-E, § 18, authorized updated department/division names pursuant to reorganization.