



ONE CITY. ONE
JACKSONVILLE.

May 24, 2019

The Honorable Aaron Bowman, President
The Honorable Matt Schellenberg, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2019-273**

**Text Amendment to the Transportation Element
RE: Context Sensitive Streets**

Dear Honorable Council President Bowman, Honorable Council Member and LUZ Chairman Schellenberg and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **DEFERRED** Ordinance 2019-273 on May 23, 2019.

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Jacksonville, FL 32202
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Staff Report on
Proposed 2018B Series Amendment
to the Transportation Element of the
2030 Comprehensive Plan

ORDINANCE 2019-273

As indicated in EXHIBIT 1 for Ordinance 2019-273, a text amendment is proposed to amend the Transportation Element (TE) of the 2030 Comprehensive Plan to revise objectives and policies in order to adopt the City's Context Sensitive Street Standards.

Proposed changes to the TE amend roadway design standards to allow for flexible, context sensitive design. The changes require including bicycle facilities on resurfaced roadways if sufficient space exists, and they remove the requirements for minimum travel lane width, minimum bicycle facility width, and minimum sidewalk width. Removing these design details from the Comprehensive Plan allows for increased flexibility when designing and constructing context sensitive streets that prioritize safety for all roadway users. Context sensitive roadway design standards will be included in the Ordinance Code, the City Standard Details and the Land Development Procedures Manual.

The Planning and Development Department recommends **APPROVAL** of the text amendment as identified in the attached **EXHIBIT 1** to **Ordinance 2019-273**.

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

5 **ORDINANCE 2019-273**

6 AN ORDINANCE ADOPTING THE 2018B SERIES TEXT
7 AMENDMENT TO THE TRANSPORTATION ELEMENT OF THE
8 2030 COMPREHENSIVE PLAN OF THE CITY OF
9 JACKSONVILLE TO PROVIDE FOR FLEXIBLE CONTEXT
10 SENSITIVE ROADWAY DESIGN; PROVIDING AN EFFECTIVE
11 DATE.
12

13 **WHEREAS**, the Planning and Development Department has initiated
14 certain revisions and modifications to the text of the *2030*
15 *Comprehensive Plan* in accordance with the procedures and requirements
16 set forth in Chapter 650, Part 4, *Ordinance Code*, to facilitate the
17 appropriate and timely implementation of the plan, and has provided the
18 necessary supporting data and analysis to support and justify the
19 amendments determined to be required, and accordingly, has proposed
20 certain revisions and modifications, which are more particularly set
21 forth in **Exhibit 1, attached hereto**, and incorporated herein by
22 reference; and

23 **WHEREAS**, the City, by the adoption of Ordinance 2018-824-E,
24 approved this amendment to the *2030 Comprehensive Plan* for transmittal
25 to the Florida Department of Economic Opportunity (DEO), as the State
26 Land Planning Agency, and other required state agencies, for review and
27 comment; and

28 **WHEREAS**, by various letters and e-mails, the DEO and other state
29 reviewing agencies transmitted their comments, if any, regarding this
30 proposed amendment to the *2030 Comprehensive Plan*; and

31 **WHEREAS**, the Planning and Development Department reviewed the

1 proposed revisions, considered all comments received, prepared a
2 written report and rendered an advisory recommendation to the Council
3 with respect to this proposed amendment to the *2030 Comprehensive Plan*;
4 and

5 **WHEREAS**, the Planning Commission, as the Local Planning Agency,
6 held a public hearing on this proposed amendment to the *2030*
7 *Comprehensive Plan*, with due public notice having been provided, and
8 reviewed and considered all comments received during the public
9 hearing, and made a recommendation to the City Council; and

10 **WHEREAS**, pursuant to Section 650.408 *Ordinance Code*, the Land Use
11 and Zoning Committee held a public hearing in accordance with the
12 requirements of Chapter 650, Part 4, *Ordinance Code*, on this proposed
13 amendment to the *2030 Comprehensive Plan*, and has made its
14 recommendation to the City Council; and

15 **WHEREAS**, pursuant to Section 163.3184(3), *Florida Statutes*, and
16 Chapter 650, Part 4, *Ordinance Code*, the City Council held a public
17 hearing, with public notice having been provided, on this proposed
18 amendment to the *2030 Comprehensive Plan*; and

19 **WHEREAS**, the City Council further considered all oral and written
20 comments received during the public hearings, including the data
21 collection and analysis portions of this proposed amendment to the *2030*
22 *Comprehensive Plan*, the recommendations of the Planning and Development
23 Department and the Planning Commission, the final recommendations of
24 the Land Use and Zoning Committee, and the comments, if any, of the DEO
25 and the other state agencies; and

26 **WHEREAS**, in the exercise of its authority, the City Council has
27 determined it necessary and desirable to adopt this proposed amendment
28 to the *2030 Comprehensive Plan* to preserve and enhance present
29 advantages, encourage the most appropriate use of land, water and
30 resources, consistent with public interest, overcome present
31 deficiencies, and deal effectively with future problems that may result

1 from the use and development of land within the City of Jacksonville;
2 now, therefore

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

4 **Section 1. Purpose and Intent.** This Ordinance is adopted to
5 carry out the purpose and intent of, and exercise the authority set out
6 in, the Local Government Comprehensive Planning and Land Development
7 Regulation Act, Sections 163.3161 through 163.3248, *Florida Statutes*,
8 and Chapter 166, *Florida Statutes*, as amended. The amendment modifies
9 the Transportation Element to provide for flexible context sensitive
10 roadway design.

11 **Section 2. Amendment to Comprehensive Plan.** The *2030*
12 *Comprehensive Plan* is hereby amended to include this revision to the
13 text of the Transportation Element from the 2018B Series, which has
14 been initiated by the Planning and Development Department, as more
15 particularly set forth in **Exhibit 1, attached hereto**, and incorporated
16 herein by reference.

17 **Section 3. Effective Date.** This Ordinance shall become
18 effective upon the signature by the Mayor or upon becoming effective
19 without the Mayor's signature.
20

21 Form Approved:

22
23 /s/ Shannon K. Eller

24 Office of General Counsel

25 Legislation Prepared By: Stephanie Zarkis

26 GC-#1275648-v1-LS_TX_AMD_ADP_#1_TE

Ordinance 2019-273

2018B Series Text Amendment
City of Jacksonville 2030 Comprehensive Plan
Transportation Element

TRANSPORTATION ELEMENT

Policy 2.1.14

The City shall add bicycle facilities on roadway corridors that are being milled, resurfaces, or otherwise reconstructed so long as sufficient width exists. shall be provided in accordance with Policy 4.1.1.

* * *

Policy 3.1.3

Within the City, the following guidelines shall be used to determine minimum lane widths on new or expanded roadways, as defined by the proposed roadway's operating functional classification:

-	Urban Profile	Rural Profile
Limited Access	12 feet	12 feet
Minor Arterial	-	-
Outside lane	16 feet ^{1,2}	N/A
All other lanes	12 feet	12 feet
Minor Arterial	-	-
Outside lane	16 feet ^{1,2}	17 feet ^{1,3}
All other lanes	12 feet	12 feet
Collector	-	-
Outside lane	16 feet ^{1,2}	17 feet ^{1,3}
All other lanes	12 feet	12 feet

-	Urban Profile	Rural Profile
Local--Over 1,600 ADT	-	-
Outside lane	14 feet ⁴	12 feet
All other lanes	12 feet	12 feet
Local--Under 1,600 ADT	-	-
Outside lane	12 feet	12 feet
All other lanes	12 feet	12 feet
Cul-de-sacs and loop streets	-	-
Outside lane	10 feet	10 feet
All other lanes	10 feet	10 feet

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City of Jacksonville 2030 Comprehensive Plan
Transportation Element

- ~~1. In areas where right-of-way width constraints are presented, consideration shall be given to reducing travel lane widths to eleven (11) feet to still allow for the designated bicycle lanes. The lack of adequate right-of-way width and the costs associated with acquisition in built-up areas may not allow provision of the additional width for bicyclists on all projects. The inclusion of designated bicycle lanes in roadway improvements shall be reviewed on a case-by-case basis. Only under extreme right-of-way width constraints, should designated bicycle lanes be excluded from a project; in which case a design standard of fourteen (14) foot wide outside curb lanes shall be used for both urban and rural profiles.~~
- ~~2. In an urban profile, the outside lanes of major arterial, minor arterial, and collector roadways shall include four-foot wide designated bicycle lanes.~~
- ~~3. In a rural profile, the outside lanes of major arterial, minor arterial, and collector roadways shall include five-foot wide designated bicycle lanes.~~
- ~~4. Unless it is determined, by the Director of Public Works that such need does not exist.~~

The City shall establish guidelines for reviewing and designing new, resurfaced, or reconstructed roadways. These guidelines shall include dimensions for travel lane width, sidewalk width, and bicycle facility width and type. In order to create roadways that meet the needs of their surroundings, roadway designs are context sensitive based on adjacent land use, posted speed, number of travel lanes, and roadway users (pedestrians, bicyclists, persons with disabilities, motorists, transit riders, and freight operators).

* * *

Objective 4.1

The City shall support the establishment and maintenance of facilities designed to ~~balance the needs of the complete spectrum of transportation users specifically for non-motorized transportation users such as~~ pedestrians and bicyclists within arterial and collector along all roadways.

Policy 4.1.1

The City shall ~~implement~~ establish and maintain the ~~a~~ bicycle facility prioritized transportation bicycle facility project improvement list, as described in the Mobility Plan or its latest update by considering the needs of bicyclists on all roadway projects. This policy provides for the construction of designated bicycle lanes or paved shoulders when

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2018B Series Text Amendment City of Jacksonville 2030 Comprehensive Plan Transportation Element

~~constructing or reconstructing roads in Jacksonville in accordance with the North Florida Transportation Planning Organization for the Jacksonville Urbanized Area (TPO) Transportation Improvement Program. As stated in Policy 3.1.3, the roadway design shall contain twelve (12) foot wide travel lanes with four (4) foot wide designated bicycle lanes in an urban profile and twelve (12) foot wide travel lanes with five (5) foot wide designated bicycle lanes in a rural profile or an alternative non-motorized multi-modal transportation network as approved by the JPDD. However, in areas where right-of-way width constraints are present, consideration shall be given to reducing travel lane widths to eleven (11) feet to still allow for the designated bicycle lanes. The lack of adequate right-of-way width and the costs associated with acquisition in built-up areas may not allow provision of the additional width for bicyclist on all projects. The inclusion of designated bicycle lanes in roadway improvements shall be reviewed on a case-by-case basis. Only under extreme right-of-way width constraints, should designated bicycle lanes be excluded from a project; in which case, a design standard of fourteen (14) foot wide outside-curb lanes shall be used for both urban and rural profiles. Bicycle facilities include protected bicycle lanes, buffered bicycle lanes, bicycle lanes, and shared use/multi-use paths. The prioritized bicycle facility projects shall be based on each project's ability to improve safety in locations with high numbers of bicycle crashes; increase the connectivity of the bicycle facility network by filling gaps in the existing and planned network; provide bicycle facilities in economically distressed areas; and meet demand for bicycle facilities based on the presence of transit routes and bicyclist destinations such as parks, schools, multi-family housing and employment centers.~~

The City shall require all new or reconstructed streets to include bicycle facilities except for residential local subdivision streets. Residential local subdivision streets are local streets within platted subdivisions that provide access to residential lots and that do not provide connectivity to collector streets, major arterials or minor arterials or serve as major traffic generators. Bicycle facilities shall be required on subdivision entrance streets along the portion of the street with no home frontages. Subdivision entrance streets are those streets in a platted subdivision that provide a connection to a collector street, major arterial or minor arterial or otherwise are the entrance or exit point(s) to the subdivision.

The City shall add bicycle facilities on streets that are being resurfaced so long as sufficient pavement width exists. If the pavement width is not sufficient, the City shall determine the feasibility of a road diet and will consider widening to create space for bicycle facilities.

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City of Jacksonville 2030 Comprehensive Plan
Transportation Element

Policy 4.1.2

~~The City shall require new local streets serving residential areas development or redevelopment projects that front along City or state road right-of-way to include four-foot sidewalks on both sides of the street within the dedicated public right-of-way or an approved alternative pedestrian circulation system shared use/multi-use path approved subject to approval by the Jacksonville Planning and Development Department (JPDD), unless otherwise exempted by criteria contained in the Code of Subdivision Regulations (Ordinance Code, Chapter 654). In rural areas, sidewalks are only required on one side of the street, unless there is development on both sides of the street, then sidewalks shall be required on both sides.~~

All sidewalk designs shall be consistent with the City's Code of Subdivision Regulations (Ordinance Code, Chapter 654). A shared use/multi-use path may be approved by the JPDD based upon an evaluation of the following: the presence of nearby paths, if the location is part of an established plan for shared use/multi-use paths, or if the location is an important link between existing bicycle and pedestrian facilities.

Policy 4.1.3

~~The City shall require new dedicated local or reconstructed streets serving non-residential areas to include five-foot sidewalks within the dedicated public right-of-way or an alternative pedestrian circulation system shared use/multi-use path approved subject to approval by the JPDD, unless otherwise exempted by criteria contained in the Code of Subdivision Regulations (Ordinance Code, Chapter 654).~~

All sidewalk designs shall be consistent with the City's Code of Subdivision Regulations (Ordinance Code, Chapter 654). A shared use/multi-use path may be approved by the JPDD based upon the presence of nearby paths, if the location is part of an established plan for shared use/multi-use paths, or if the location is an important link between existing bicycle and pedestrian facilities.

* * *

Policy 4.1.6

Where intersection construction or improvements are performed, the City shall provide or require ~~curb cut~~ ADA standard curb ramps at all intersections where one or more of the rights-of-way of the intersecting streets contain sidewalks ~~and where roadway lane widths do not exceed twelve (12) feet.~~