

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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January 19, 2023

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No.: 2022-909**

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Planning and Development Department Recommendation: **Approve**

Planning Commission Recommendation: **Approve**

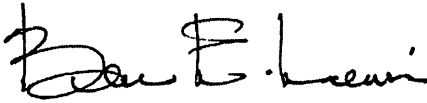
Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: 6-0

Alex Moldovan, Chair	Aye
Ian Brown, Vice Chair	Absent
Jason Porter, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Jordan Elsbury	Aye
Joshua Garrison	Absent
David Hacker	Aye

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

Sincerely,

A handwritten signature in black ink, appearing to read "Bruce E. Lewis". The signature is fluid and cursive, with the first name "Bruce" being the most prominent.

Bruce E. Lewis
City Planner Supervisor – Current Planning Division
City of Jacksonville - Planning and Development Department
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White paper for 2022-909

Short Title: ORD-MC Amend Ch 655 (Concurrency and Mobility Management System), Pt 1 (General Provisions), Sec 655.102 (Purpose & Declaration of Public Policy), Sec 655.103 (Legislative Findings & Intent), Sec 655.105 (Definitions), Sec 655.106 (Concurrency & Mobility Management System Office (CMMSO)), Sec 655.107 (Levels of Service & Performance Standards), Sec 655.108 (De Minimis Development), Sec 655.109 (Exemptions; Vested Rights; Permits or Approvals Conferring Vested Rights; Common Law Vested Rights), Sec 655.111 (Concurrency Reservation Certificate Application Process & Review Procedures), Sec 655.112 (Minimum Requirements for CCAS or CRC Approval), Sec 655.114 (Appeals), Sec 655.116 (Schedule of Fees), & Sec 655.122 (Concurrency & Mobility Management System Handbook), Ord Code, to Update the Nomenclature Generated From Amdts to Pt 5, Ch 655, & Adding Definitions; Amend Ch 655 (Concurrency & Mobility Management System), Pt 2 (Jacksonville Development Agreem...

Summary of Short Title: Amend Chapter 655 (Concurrency & Mobility Management System), primarily to revise Part 5 (Mobility Fee), in order to incorporate the changes suggested by the Mobility Plan Working Group. Amendments to Chapter 655, Parts 1-4 are amended to make the language consistent with the proposed Part 5, and to update citation references and provide better quality maps. Section 111.520 (Concurrency Management System Fund) was amended to make the language consistent with the proposed Part 5 of Chapter 655, and Section 111.546 (Mobility Fee Zone Special Revenue Fund) was revised to reflect the change in distribution of the motorized vs. non-motorized apportionment of Mobility Fees collected.

Objective: Update the 2030 Mobility Plan as required by Sec. 655.509, *Ordinance Code*, through a report by the Planning and Development Department containing the evaluation and recommendations and appropriate amendments to the Mobility Plan and Chapter 655 by the Mobility Plan Working Group to the Mayor's Office and the Council.

Background: Jacksonville passed the Mobility Plan in 2011 and by doing so opted out of "Concurrency" required by the state for transportation to support a proposed development. In Jacksonville, the Mobility Plan supplanted the "Fair Share" ordinance, which required developers to pay their proportionate share of their development's impact on the transportation system of the City. This Fair Share calculation was done on the basis of road "links" and the levels of service ("LOS") of each road link prior to the development, and the forecast LOS after the development. Instead of calculating LOS on various road links in proximity to the proposed development, the Mobility Plan divided the City into 10 Mobility Zones, basically centered around the central business district, and assigned a set of "Priority Projects" to be funded through the Mobility Fees collected from each development, based upon the number of vehicular trips associated with each development use multiplied by a flat rate of \$24.31. For instance, a fast food restaurant with a drive-thru will generate more vehicular trips than an accountant's office, thus it will be required to pay a higher Mobility Fee.

When the Mobility Plan was instituted in 2011, the ordinance required an update in 5 years. However, because of the downturn in the economy in 2008, a moratorium on the collection of Mobility Fees was instituted for a period of time, and thus the update was postponed until 2018. The Mobility Plan Working Group was reconvened, and met generally every two weeks for approximately 15 months. The Working Group consisted of T.R. Hainline (Chair), Robert Rhodes, Lori Boyer (then a City Council Member), Rick Morales, Rajesh Chindular, Staci Rewis, and Andrew Dickson.

The Planning Department's Transportation Planning Division was staff to the Working Group, and was aided by a consultant, Resource Systems Group, who prepared all of the maps of the City and of each

Mobility Zone ("Zone"), suggested projects for consideration and the cost of the projects, and provided crash data.

The first order of business for the Working Group was to determine the goals and objectives for the Mobility Plan. Unlike the previous Plan, the focus now was more on safety not only for drivers, but also for pedestrians and cyclists – every mode of transportation. Using safety (as well as capacity) as the guiding principle, crash data was provided and analyzed.

Next, a list of project needs, both "motorized" (cars and trucks) and "non-motorized" (pedestrian and bicycle) were identified for each Zone. Costs for the projects were estimated. Future demographics of the Zones were considered through 2045. And the average length of travel required in each Zone was determined. All of these factors led to Mobility Fees based on a cost per "vehicle mile traveled" ("VMT") that varied by Zone, rather than applying a flat rate fee (currently \$24.31) regardless of where the development was taking place.

How 2022-909 meets the objective: This bill updates the Mobility Plan by:

- Prioritizing safety for all modes of transportation, not just vehicles,
- Recognizing that the cost to construct a transportation project that effectively deals with the increased traffic resulting from development has risen,
- Choosing projects that will result in a better multi-modal system based on the characteristics of the various Mobility Zones,
- Incentivizing infill development closer to the central business district, and in areas where the driving distance between home and work and other destinations will be shorter.