City of Jacksonville Mobility Fees

Laurie Santana
Chief of Transportation Planning
December, 2023

2045 COJ Mobility System Plan

- History and Legislation
- Why a Mobility Fee?
- Mobility Fee System
- Mobility Plan Update Process
- Step 1 – Mobility Plan Vision
- Step 2 – Modeling Growth
- Step 3 – Determining Needs
- Step 4 – Cost of the Plan
- Step 5 – Project Prioritization Process
- Step 6 – Calculating Base Mobility Fees
- Compare our Fees to others
- Step 7 – Update the Ordinance Code
- Stats
- Mobility Fee Calculator
- Questions?

History and Legislation

1990 - The Community Development Act

Ch. 163, Florida Statutes

Required all development to have the infrastructure needed for the development (water, sewer, transportation network) to be in place *at the time* of development.

This is "concurrency." The infrastructure had to be *concurrent* with the development.

History and Legislation

2009 - The Community Renewal Act.
Ch. 163, Florida Statutes - Ended concurrency for **transportation**

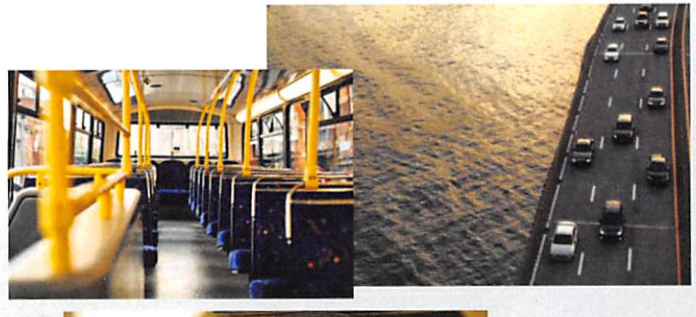
2011 – Jacksonville enacts **The 2030 Mobility Plan** Ch. 655, Part 5, and Section 111.520 of the City of Jacksonville Ordinance Code to replace transportation concurrency

2022 – Jacksonville updated to the **2045 Mobility Plan** and updated all pertinent ordinances.

Why a Mobility Fee?

Mobility means we include all Modes of Transportation:

- Vehicular (cars and trucks)
- Transit (bus)
- Bicycle
- Pedestrian



City Growth in 5 years
2018-2023

Number of Dwelling Units applied for

73,597

Square Feet of Office/Industrial or Commercial applied for

29,721,245

- Growth = $$$$

NOT ONLY DO WE COLLECT ADDITIONAL TAX REVENUE BUT

IT ALSO COSTS THE CITY MONEY TO SUPPORT THE GROWTH THROUGH INFRASTRUCTURE IMPROVEMENTS

COJ Mobility Fee System

- Mobility Fees are a type of impact fee used to mitigate the transportation impacts of New Development.
- By law, Mobility Fees cannot be used to solve existing traffic, transportation or operational deficiencies.
- The Mobility Fee is a "Pay & Go" system. No development is denied approval due to transportation capacity.
- Applicants must pay their Mobility Fee to obtain construction permits.
- Only the projects identified in the Mobility Plan can utilize funds collected by Mobility Fees.

Mobility Plan Update Process
(Updated every 5 years)

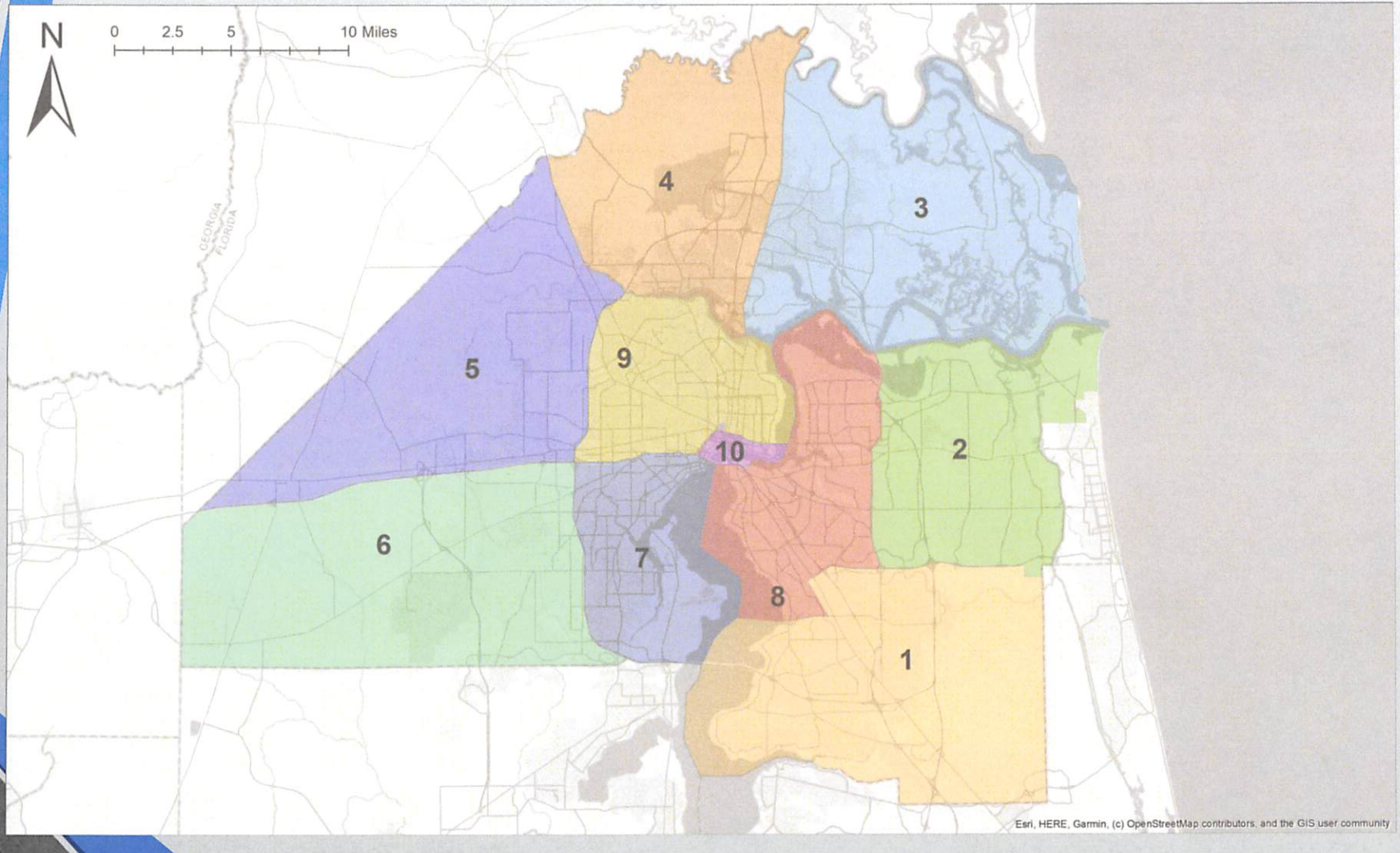
STEP 1	VISION	Goals & Objectives			
STEP 2	GROWTH	North Florida Regional Travel Demand Model and Long-Range Transportation Plan			
STEP 3	NEEDS	Bike & Ped	Downtown Investment Authority (DIA)	Jacksonville Transportation Authority (JTA)	Road Corridors
STEP 4	COSTS	Project designs and costs to mitigate impacts of growth			
STEP 5	PRIORITIZATION PROCESS	Priority Mobility Fee Projects			
STEP 6	BASE MOBILITY FEE	Base Fee Development (Cost of Priority Projects/Growth in Travel Demand)			
STEP 7	CODE CHANGES	Comprehensive Plan and Ordinance Code Updates			

Step 1 - Mobility Plan Vision*

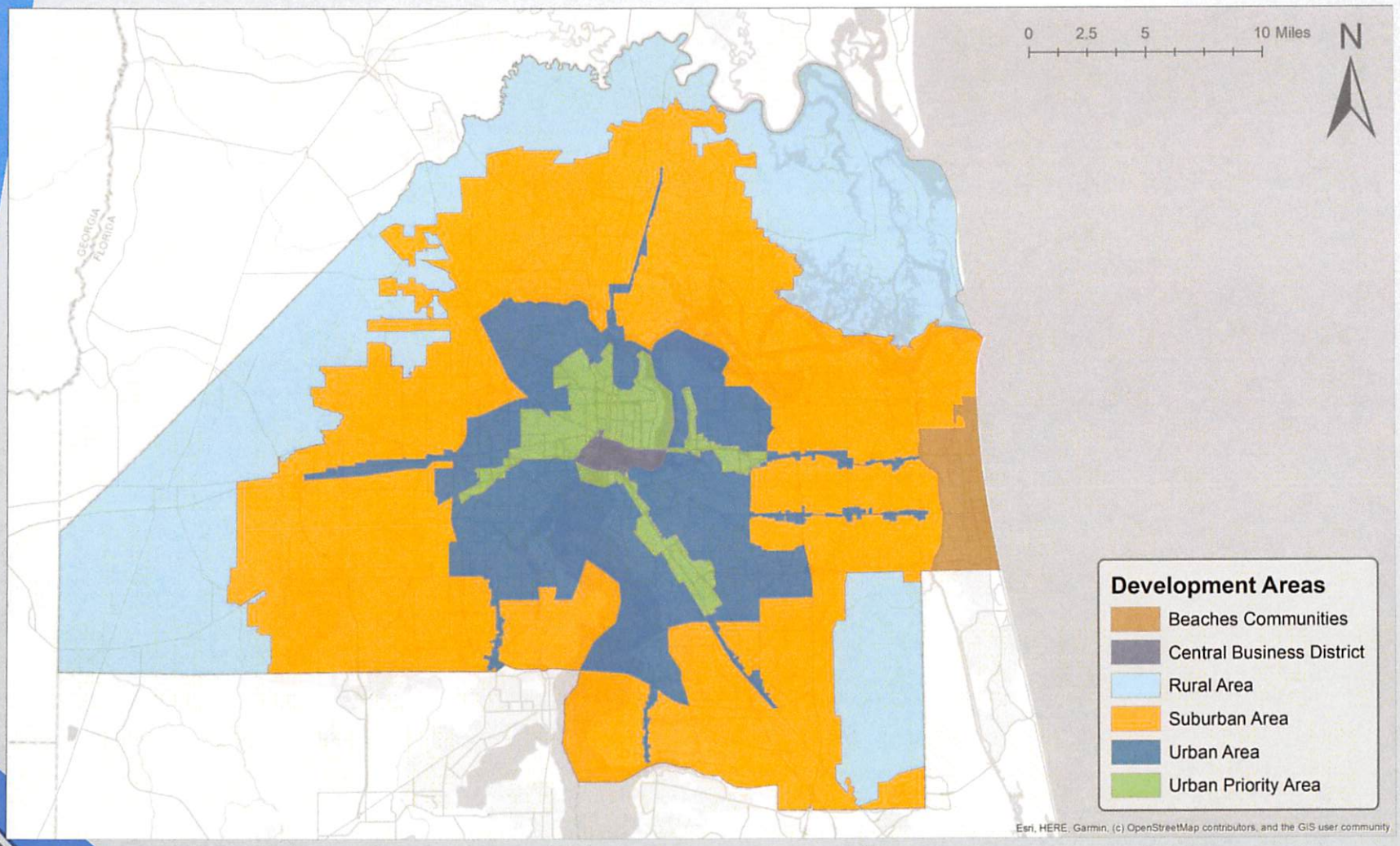
- Safety
- Mobility & Accessibility for all Modes
- Quality of Life & Economic Competitiveness
- Environmental Stewardship

**Adopted Mobility Strategic Plan, October 12, 2020.*

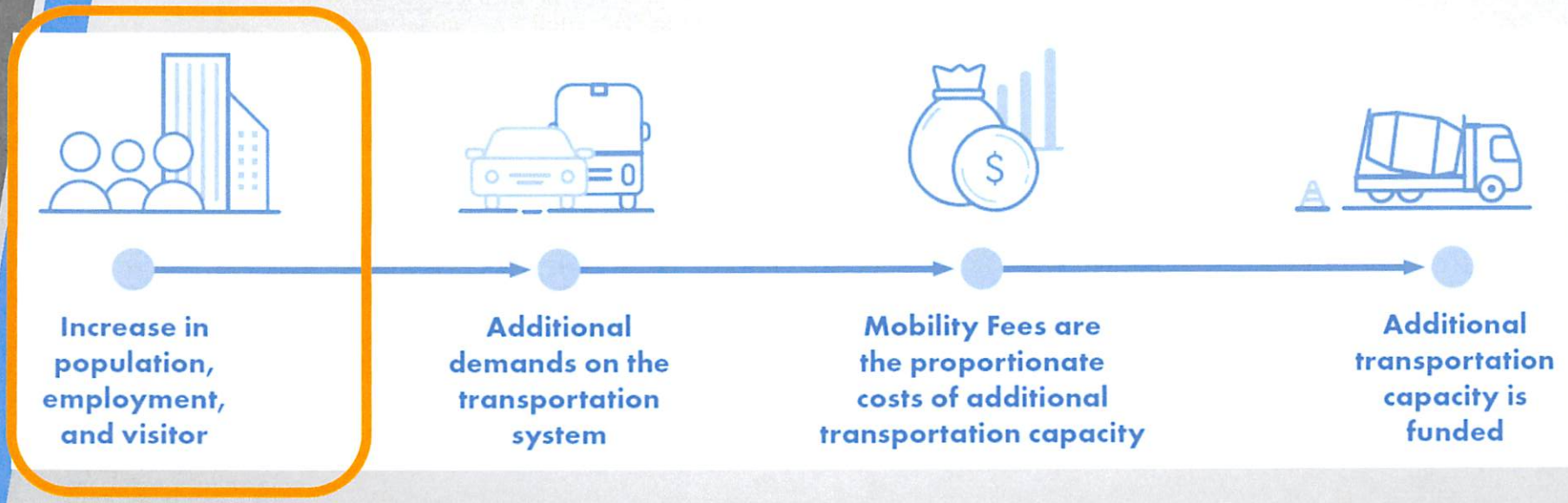
Mobility Zones



B - Development Areas

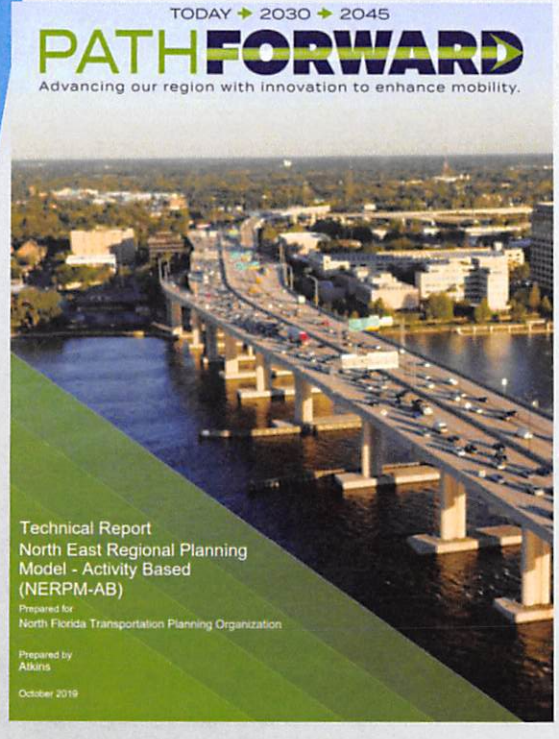


Step 2 – Modeling Growth

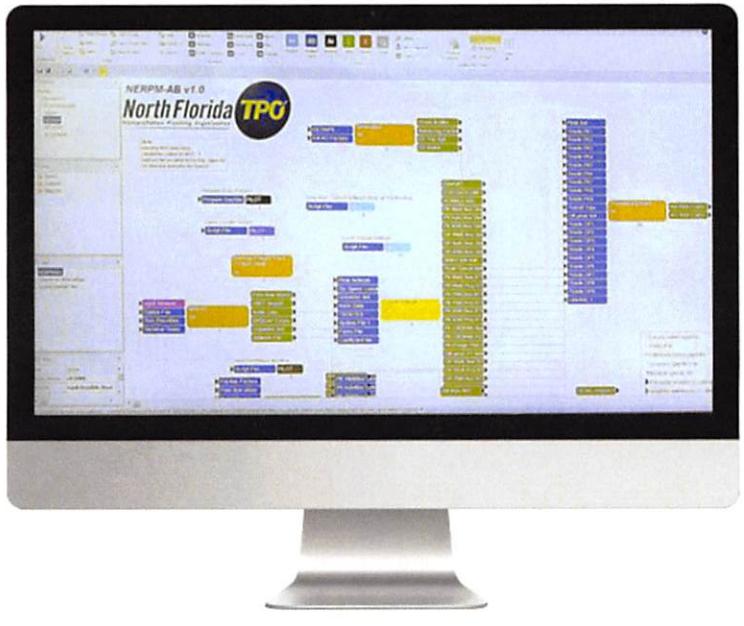


Identify the amount of forecast growth to occur within the northeast Florida region and within Jacksonville itself projecting out to year 2045.

Northeast Florida Computerized Travel Demand Planning Model



Model report for the long range transportation plan provided by the NFTPO



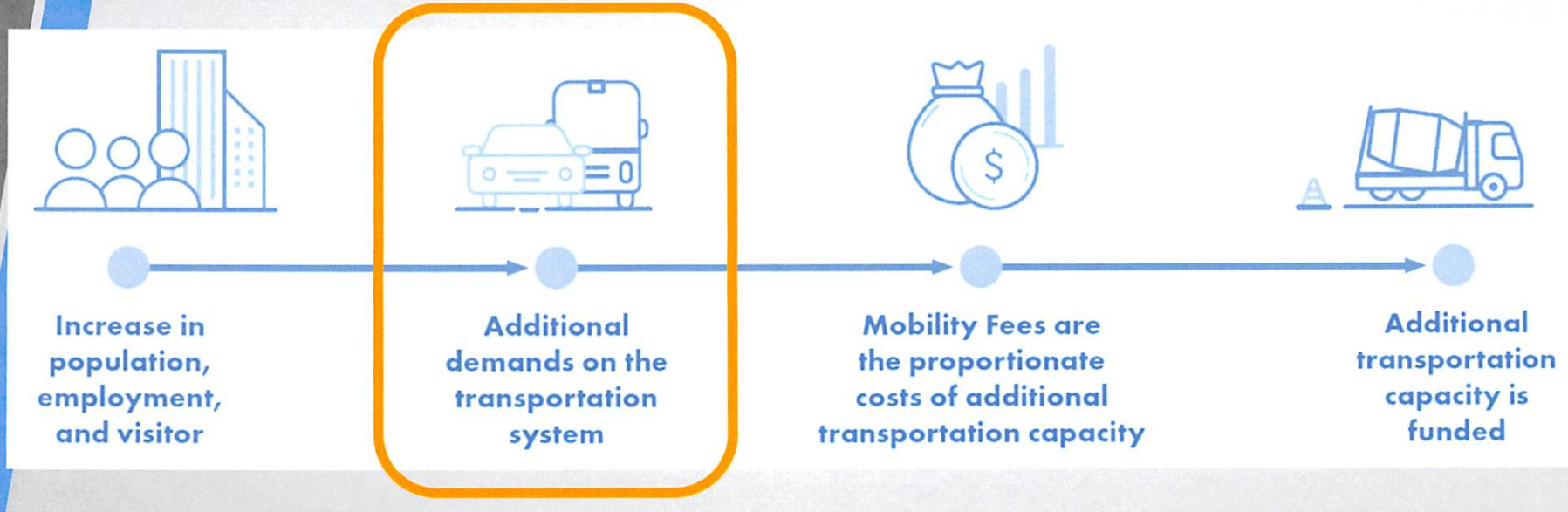
NERPM is used to forecast the change in travel demand from the 2015 base year to the future 2045 planning year evaluated in the recent long range transportation plan. Model is provided by the FDOT and the NFTPO.

http://pathforward2045.com/wp-content/uploads/2020/02/NERPM_AB-Model-Validation-Technical-Report.pdf

Vehicle Miles Traveled Growth

Mobility Zone	VMT Change by 2045 on City and State Roads (non-interstate)			
	Internal to Zone	Internal - External & External – Internal	External Flows on Internal Roads	**Total VMT**
1	470,202	959,090	227,277	**1,656,569**
2	193,438	776,753	109,580	**1,079,771**
3	25,139	287,632	41,769	**354,540**
4	70,722	296,204	38,444	**405,370**
5	40,061	286,895	11,833	**338,789**
6	109,107	1,098,515	(285,796)	**921,826**
7	109,091	343,246	169,762	**622,099**
8	199,137	762,428	(1,341)	**960,225**
9	162,526	534,288	42,683	**739,498**
10	3,872	185,536	622	**190,030**
Totals	**1,383,295**	**5,530,587**	**354,834**	**7,268,717**

Step 3 - Needs



To address the growth-induced deficiencies for existing users, improvements are identified in each mobility zone for:

- Corridor network (roads and transit)
- Stand alone Bicycle Facilities
- Stand alone Pedestrian Facilities

Example Zone Project List

Corridor Projects

Project ID	Facility Name	From	To	Improvement	Owner Agency	Link Length (miles)	Zonal Priority	Prioritization Rank	Mobility Fee Cost	Selected (Yes, No)
1001	Old St Augustine Road	I-95	Philips Highway	Protected bike lane. Pushes curbs out. Intersection upgrades and capacity changes through improved detection and signal phasing.	CITY	1.41	5	79	$ 11,908,935	Yes
1002	Old St Augustine Road	I-295	Loretto Road	Access Management. Put a raised median in parts of the TWLTL. 6 lane road. This will improve safety and efficiency.	CITY	0.62	22	255	$ 1,672,671	Yes

Owner Agency	Link Length (miles)	Zonal Priority	Prioritization Rank	Mobility Fee Cost	Selected (Yes, No)
CITY	1.41	5	79	$ 11,908,935	Yes

Yes / No for including the project in the Mobility Fee

Rank within Zone

Overall rank within Jacksonville

Cost of project for calculating the Mobility Fee

	2020 Cost	Cost Breakdown
Corridor Projects	$105,077,228	91%
Bike	$7,996,145	7%
Ped	$2,116,250	2%
Cost of Projects	$115,189,623	
VMT (2015-2045)	1,656,569	
Fee per VMT	$69.54	

Cost for each mode and percentage of total project costs in zone

VMT Growth

Fee per VMT in Zone

Corridor Projects	$105,077,228	91%
Bike	$7,996,145	7%
Ped	$2,116,250	2%
Cost of Projects	$115,189,623	
VMT (2015-2045)	1,656,569	
Fee per VMT	$69.54	

Step 4 – Costs

Projects are designed and costs estimated

Modal Priorities Projects, by Zone

- Bicycle
- Pedestrian
- Transit (*Jacksonville Transportation Authority*)
- Downtown Investment Authority
- Corridor projects (Roads)

The total needs were over $1.5 Billion.
Not all needs could be accommodated.
Funding limits were based on revenue expectations for 5-year period.
Needs were cut to $420 Million.

Step 5 – Project Prioritization Process

Priority score for 2015 and 2045 on each link =

(**V/C***multiplier**) + (normalized **vehicle crash rate** * 100) +
(normalized **bike crash rate** * 100) +

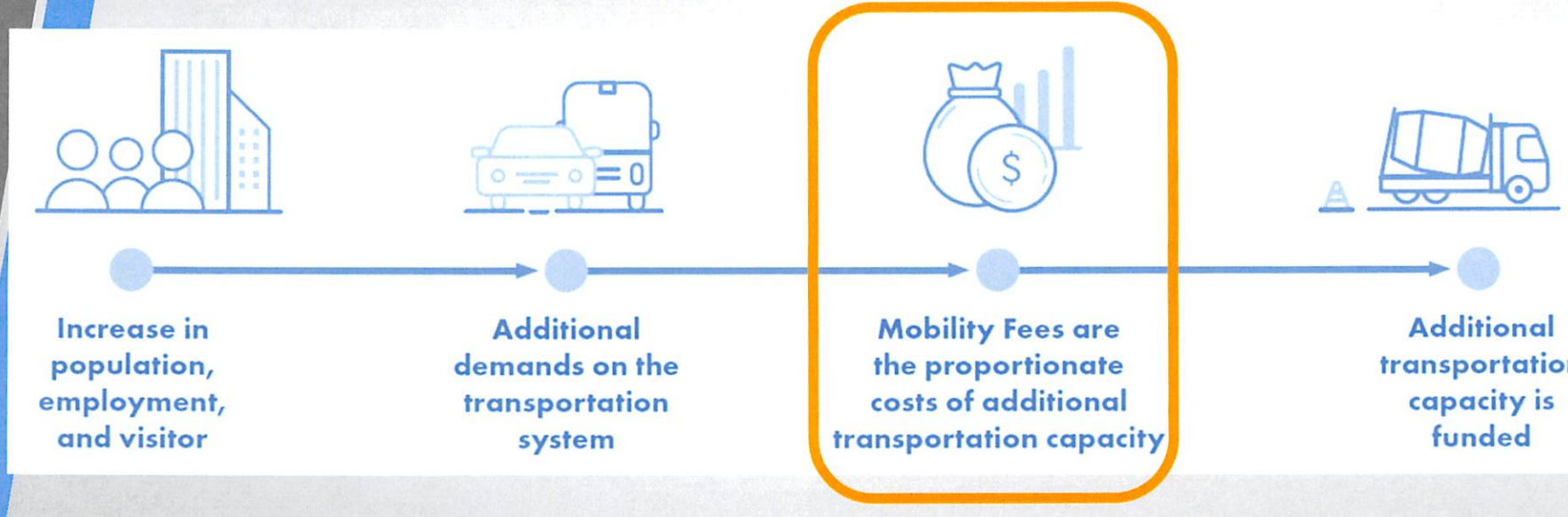
(normalized **pedestrian crash rate** * 100)

Multiplier: If 2045 V/C > 1, the multiplier = 2. Otherwise, the multiplier = 1

2045 V/C	Veh. Crash Rate (Crashes/100 million VMT/year)	Veh. Crashes Normalized	Bike Crash Rate (Crashes/100 million VMT/year)	Bike Crashes Normalized	Ped. Crash Rate (Crashes/100 million VMT/year)	Ped. Crashes Normalized	Total Score
1.29	326.2	0.035	14.338	0.060	7.169	0.020	14.07

(**1.29** * 2)+(**0.035***100)+(**0.060***100)+(**0.020***100) = **14.07**

Step 6 – Base Mobility Fee



How do we calculate the amount of Fees to charge?

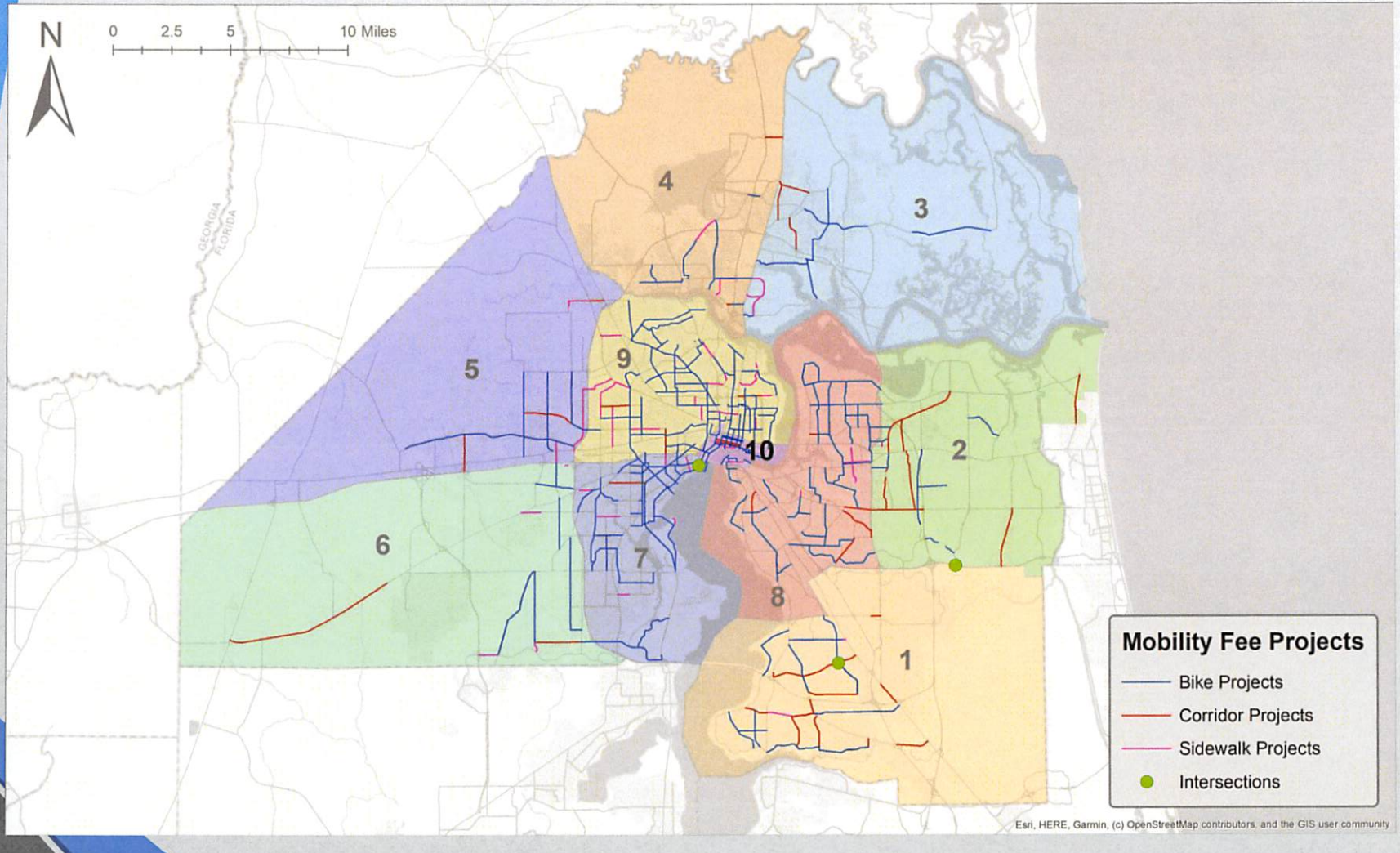
Mobility Fee Calculation

VMT Fee [A]	VMT Fee= Cost of Projects / Growth in VMT
Trip Length [B]	Trip Length = Avg. Length of Trip by Development Area. Accounts for non-interstate travel within the city of Jacksonville
Trip Generation Rate [C]	Daily Trip Rate = ITE Trip Rates (11th Edition) less any trip reductions
Internal VMT Factor [D]	Internal VMT Factor to cover the number of trips that have both a start and stop within the City of Jacksonville

Mobility Fee = (A x B x C x D)

[A] VMT Fee

Based on the cost of Mobility Fee Projects



[A] VMT Fee

Based on the cost of Mobility Fee Projects

Project Cost Summary by Mode

Mobility Zone	Total Mobility Fee Projects	Non-motorized		Motorized			
		Bike / Ped. Mobility Fee	% Non-motorized	DIA	Transit Mobility Fee	Corridor Projects	% Motorized
1	$115,189,623	$10,112,395	**9%**			$105,077,228	**91%**
2	$58,210,822	$3,908,729	**7%**		$3,250,000	$51,052,093	**93%**
3	$26,739,436	$4,671,396	**17%**		$500,000	$21,568,040	**83%**
4	$29,470,279	$1,459,387	**5%**			$28,010,892	**95%**
5	$24,906,257	$2,943,744	**12%**			$21,962,513	**88%**
6	$70,662,942	$6,464,427	**9%**			$64,198,515	**91%**
7	$23,451,088	$7,206,943	**31%**		$500,000	$15,744,145	**69%**
8	$39,192,214	$6,384,424	**16%**		$0	$32,807,790	**84%**
9	$27,180,814	$14,563,163	**54%**		$0	$12,617,651	**46%**
10	$5,782,448	$5,101,576	**88%**	$680,873		$0	**12%**
	$420,785,923	**$62,816,184**		**$680,873**	**$4,250,000**	**$353,038,866**	

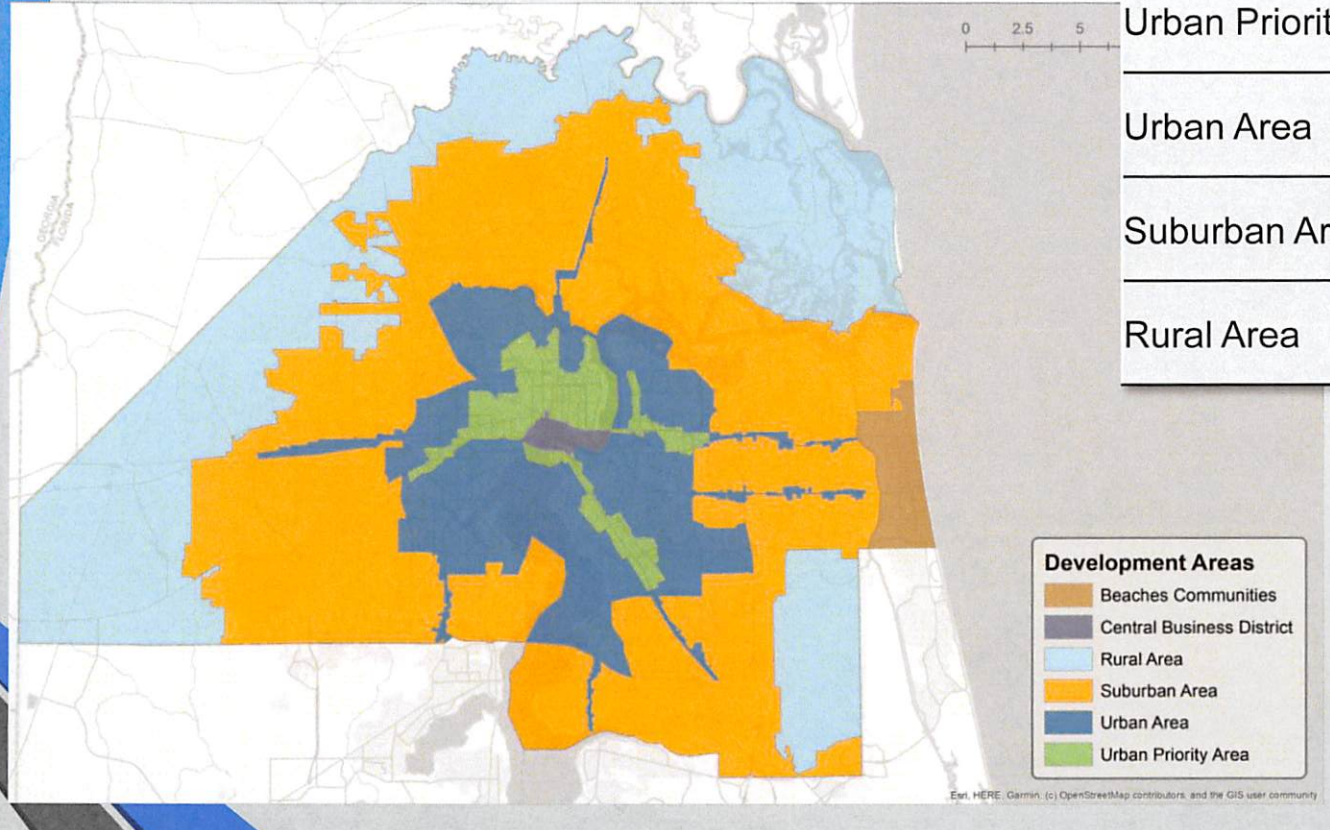
[A] VMT Fee

Mobility Zone	2020 Cost per VMT	2021 Cost per VMT	2022 Cost per VMT	2023 Cost per VMT
1	$ 69.88	$ 71.70	$ 73.64	**$ 75.62**
2	$ 54.18	$ 55.59	$ 57.09	**$ 58.63**
3	$ 75.80	$ 77.77	$ 79.87	**$ 82.02**
4	$ 73.06	$ 74.96	$ 76.99	**$ 79.07**
5	$ 73.88	$ 75.80	$ 77.85	**$ 79.95**
6	$ 77.04	$ 79.04	$ 81.18	**$ 83.37**
7	$ 37.89	$ 38.87	$ 39.92	**$ 41.00**
8	$ 41.02	$ 42.09	$ 43.22	**$ 44.39**
9	$ 36.94	$ 37.90	$ 38.92	**$ 39.97**
10	$ 30.58	$ 31.38	$ 32.22	**$ 33.09**

[B] Trip Lengths by Development Area

Trip lengths, determined by the model, are based on the average travel distance within the Development Area excluding length on the interstate.

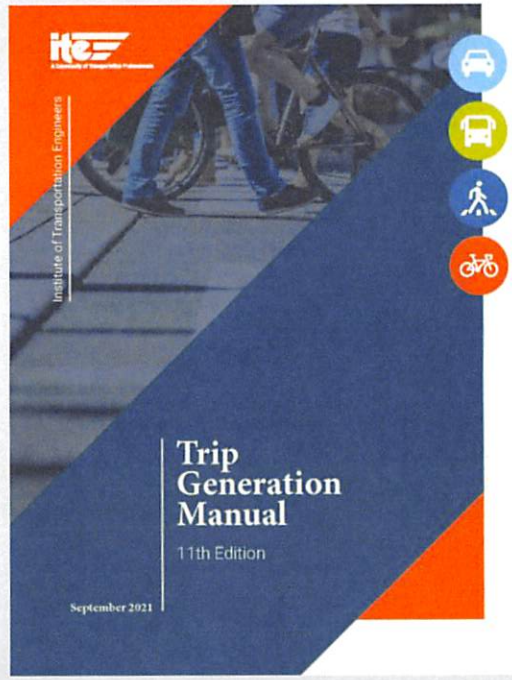
Development Area	Avg. Trip Length
CBD	**5.70**
Urban Priority Area	**4.75**
Urban Area	**4.90**
Suburban Area	**5.21**
Rural Area	**7.71**

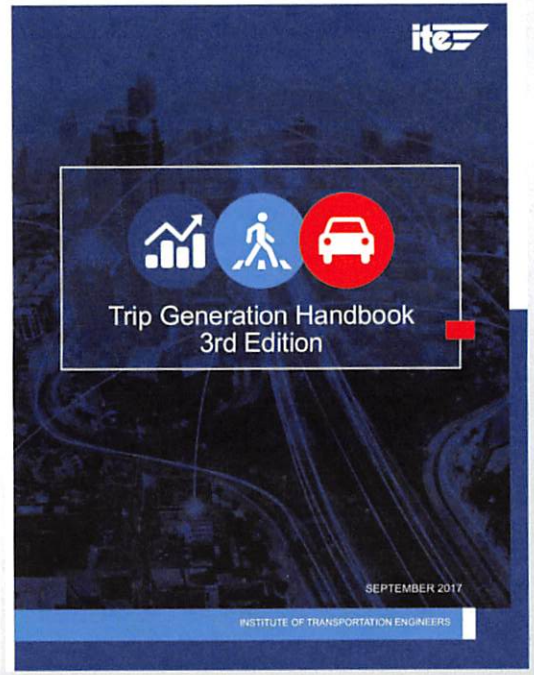


[C] Daily Trip Rate and % New Trips

Trip Rate & **% New Trips** is based on the most appropriate land-use type listed in the Institute of Transportation Engineers (ITE) Manual.

11th Edition is the most recent.





Handbook has a selection of pass-by rates by land-use type.

[D] Internal VMT Factor

Mobility Zone	Internal VMT Factors*
1	0.61
2	0.54
3	0.56
4	0.58
5	0.57
6	0.61
7	0.58
8	0.54
9	0.55
10	0.56

***Internal VMT Factors** are derived from the % of trips associated with the land use within the Mobility Zone.

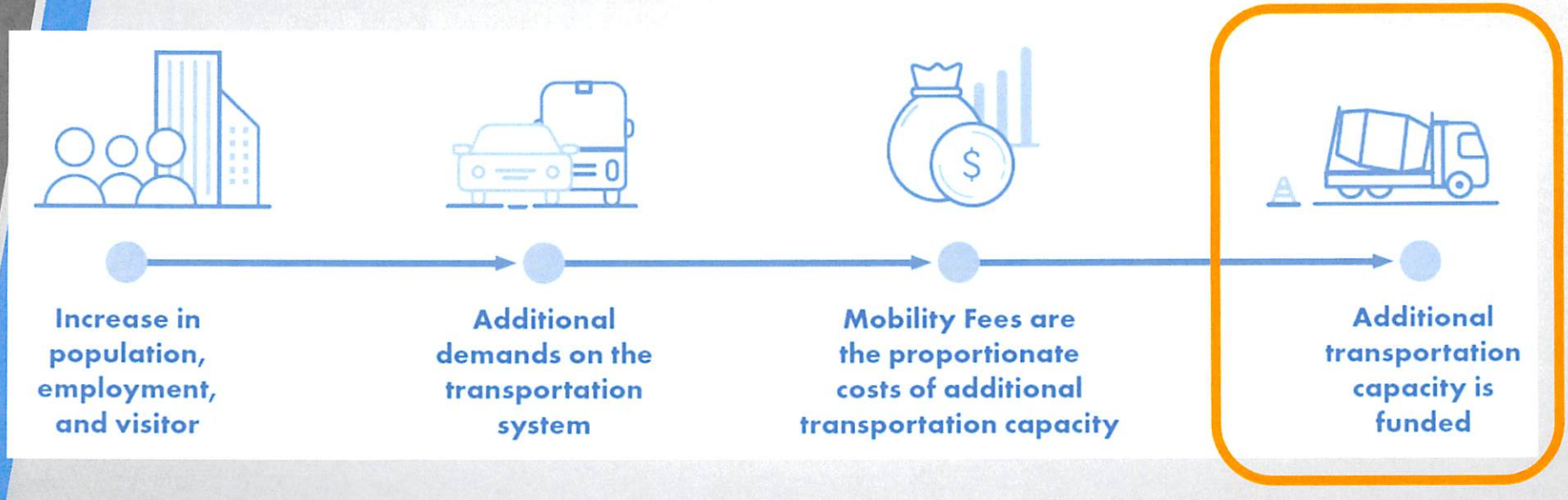
So how much are the Fees?

Fee = (A [VMT fee] x **B** [trip length] x **C** [new trips] x **D** [internal VMT factor])

Base Mobility Fees

Mobility Zone	2023 Zonal Fee (using administrative fee factor)	Trip Lengths (by Development Area)		Internal VMT Factor	Single Family Dwelling (LUC 210) (9.44 trips per day)		Shopping Center (LUC 820, 37.75 trips per day) @ 100k sq ft	
		Avg. Trip Lengths (Short)	Avg. Trip Lengths (Long)		Dev Area: Short Trips	Dev Area: Long Trips	Dev Area: Short Trips	Dev Area: Long Trips
1	$75.62	5.21	7.71	0.61	$2,270	$3,359	$907,576	$1,343,072
2	$58.63	5.21	7.71	0.54	$1,564	$2,314	$625,424	$925,532
3	$82.02	5.21	7.71	0.56	$2,247	$3,326	$898,707	$1,329,948
4	$79.07	4.90	7.71	0.58	$2,125	$3,343	$849,665	$1,336,922
5	$79.95	4.90	7.71	0.57	$2,125	$3,344	$849,958	$1,337,382
6	$83.37	4.90	7.71	0.61	$2,362	$3,716	$944,351	$1,485,908
7	$41.00	4.75	4.90	0.58	$1,065	$1,099	$426,075	$439,530
8	$44.39	4.75	4.90	0.54	$1,080	$1,114	$431,782	$445,417
9	$39.97	4.75	4.90	0.55	$988	$1,020	$395,250	$407,732
10	$33.09	5.70	5.70	0.56	$998	$998	$398,950	$398,950
			Avg:		$1,682	$2,363	$672,774	$945,039
			Min		$988	$998	$395,250	$398,950
			Max		$2,362	$3,716	$944,351	$1,485,908
			Spread		$1,373	$2,718	$549,101	$1,086,958

How do we compare?



How do our Mobility Fees compare to surrounding Counties?

Comparison Table: Single Family Dwelling (2,000* sq ft House)

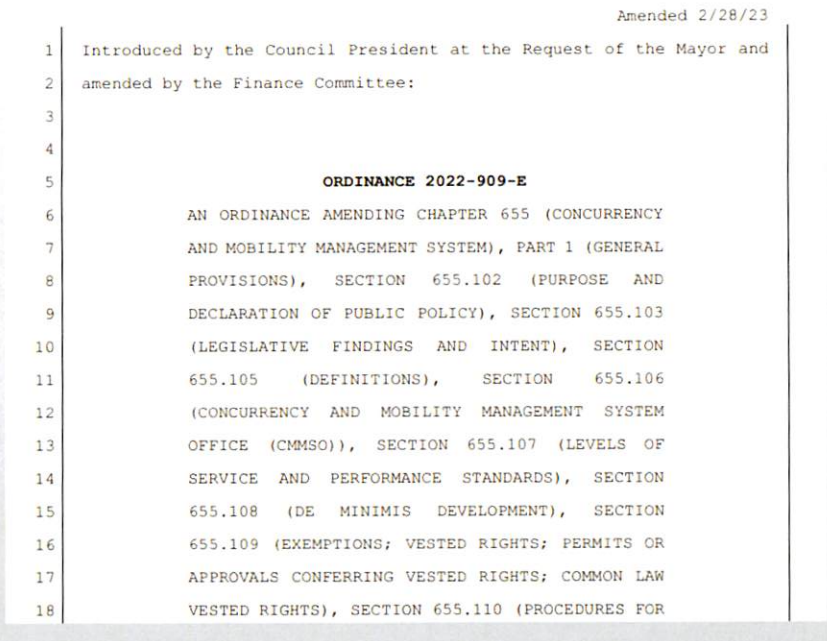
NFTPO Counties	Low Fee	High Fee	Date of Fee
St. Johns	$8,927		2020
Clay	$717	$6,311	10/27/2020
City of Jacksonville	$962	$3,681	1/1/2023
East Nassau	$2,700		1/1/2020
Nassau	$1,150	$1,168	8/25/2014

*Assumptions: 2,000 square foot single family dwelling
Source: Compiled with input from Impactfees.com (Duncan Associates) from 2019 National Impact Fee Survey.

National Average: $3,691
Florida Average: $3,700

Step 7 – Code Changes

- 2021-0333
- 2021-0039
- 2022-909
- 2023-656



Amended 2/28/23

Introduced by the Council President at the Request of the Mayor and amended by the Finance Committee:

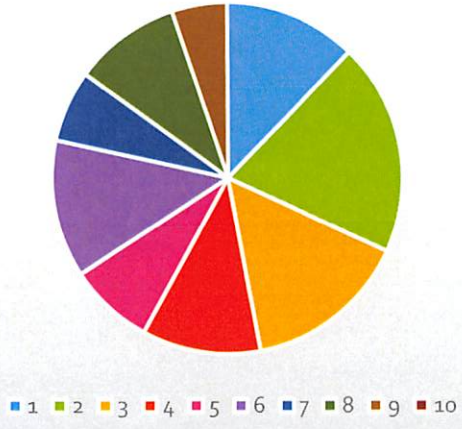
ORDINANCE 2022-909-E

AN ORDINANCE AMENDING CHAPTER 655 (CONCURRENCY AND MOBILITY MANAGEMENT SYSTEM), PART 1 (GENERAL PROVISIONS), SECTION 655.102 (PURPOSE AND DECLARATION OF PUBLIC POLICY), SECTION 655.103 (LEGISLATIVE FINDINGS AND INTENT), SECTION 655.105 (DEFINITIONS), SECTION 655.106 (CONCURRENCY AND MOBILITY MANAGEMENT SYSTEM OFFICE (CMMSO)), SECTION 655.107 (LEVELS OF SERVICE AND PERFORMANCE STANDARDS), SECTION 655.108 (DE MINIMIS DEVELOPMENT), SECTION 655.109 (EXEMPTIONS; VESTED RIGHTS; PERMITS OR APPROVALS CONFERRING VESTED RIGHTS; COMMON LAW VESTED RIGHTS), SECTION 655.110 (PROCEDURES FOR

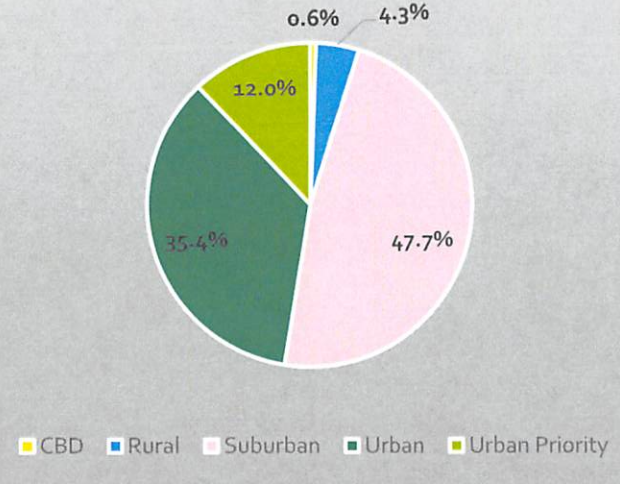
Growth Stats

2018-2023 TOTALS		
ZONE	Dwelling Units	SF of Office/Industrial/Commercial
MZ1	10,469	2,780,314
MZ2	4,556	3,909,062
MZ3	5,317	5,709,772
MZ4	12,459	5,824,866
MZ5	6,745	2,174,288
MZ6	18,972	2,396,497
MZ7	5,579	1,423,064
MZ8	7,506	2,425,067
MZ9	1,517	3,075,115
MZ10	477	3,200
	73,597	**29,721,245**

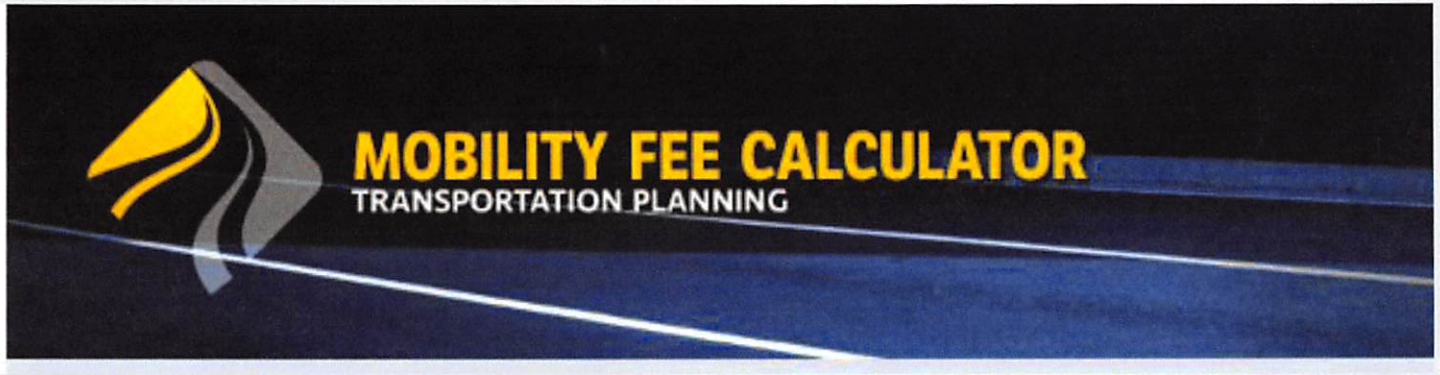
Funds by Mobility Zone



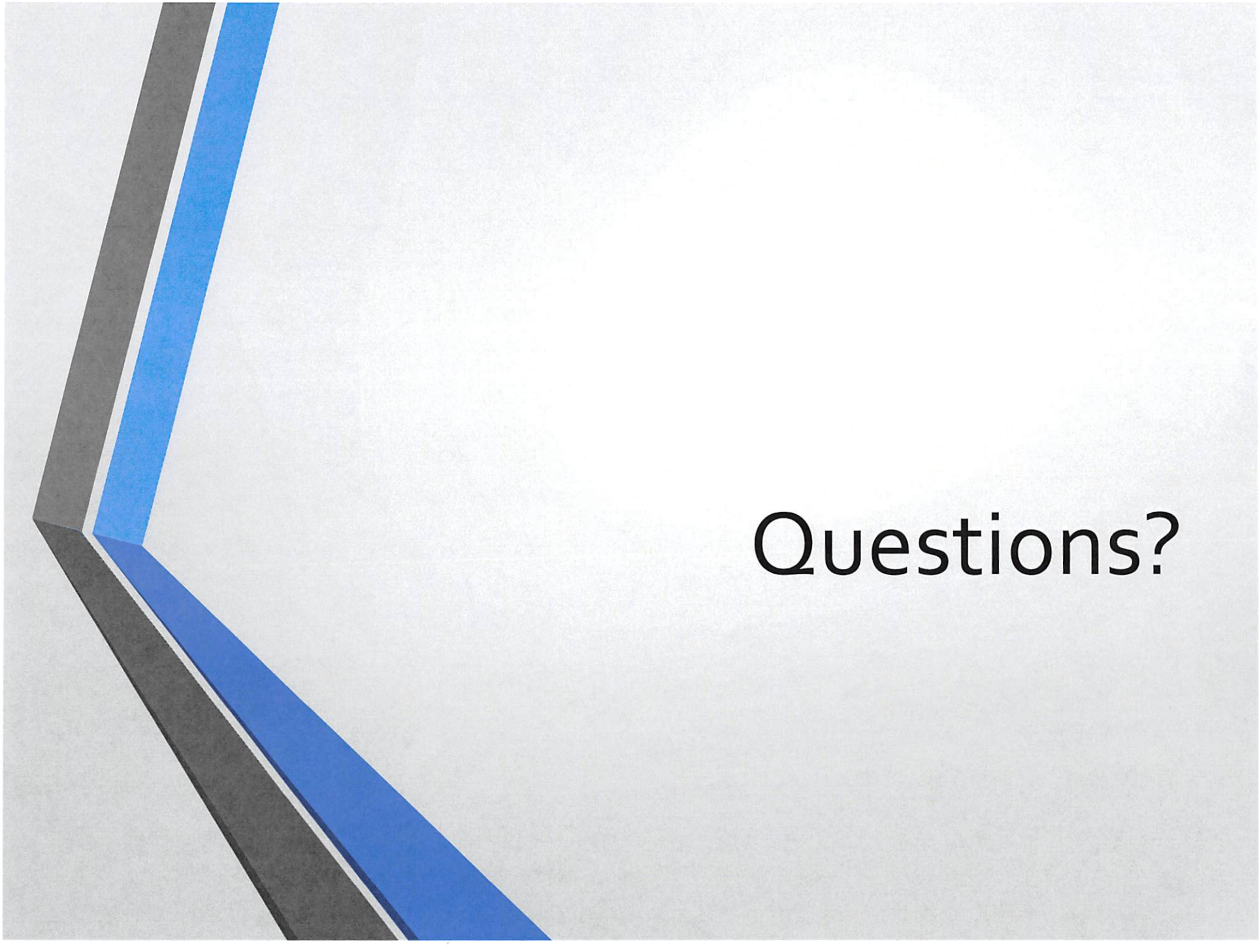
Development Area location of Mobility Applications



Online Mobility Fee Calculator



https://jaxmobilityfee.coj.net


Questions?