

Jacksonville Bicycle and Pedestrian Advisory Committee (BPAC) Meeting Notes  
Hybrid Meeting  
March 7, 2024 @ 5:30 PM  
Ed Ball Building – 3<sup>rd</sup> Floor Conference Room  
214 N Hogan Street – Jacksonville FL

### **3/7/2024 BPAC Meeting Notes**

#### **Attendees:**

In-person: Barry Cotter, Larry Roberts (JTC Running), Matt Fall (COJ Bike/Ped Coordinator), Peter Borenstein (BPAC Chair), Stephanie McCaffrey (BPAC Secretary), Anne Coglianesse (COJ Chief Resilience Officer), Lauren Rushing (BPAC Vice-Chair), John Cagle, Kelly Jones

Virtual: Len Burroughs (NFBC)

Peter Borenstein chaired the meeting.

#### **I. Introduction & Adoption of Minutes**

Peter Borenstein moved for the adoption of the meeting minutes for the BPAC meeting that was held on February 1, 2024. Lauren Rushing seconded the motion. The vote to approve the meeting notes was unanimous.

#### **II. Presentation – Resilient Jacksonville Strategy, Anne Coglianesse, Chief Resilience Officer, City of Jacksonville**

Anne Coglianesse joined BPAC to present the City of Jacksonville's (COJ) new *Resilient Jacksonville* strategy. *Resilient Jacksonville*, released in October 2023, provides Jacksonville with a roadmap for adapting to a changing climate, accommodating a growing population, guiding new urban development, and planning for uncertain shocks and stressors. Ms. Coglianesse focused her overview on actions and strategies related to bicycle and pedestrian infrastructure.

The document focuses on how city systems are resilient and how we can adapt to the impacts of a changing climate and growing population now and in the future. The strategy is an all-hazards document, looking at acute shocks and chronic stressors.

Ms. Coglianesse provided an overview of some of the biggest threats facing Jacksonville. Flooding is one of the biggest threats, and Jacksonville experiences four different types of flooding, often leading to compound flooding throughout the city. Increasing rainfall events and storm frequency contribute to this threat.

Another major hazard is heat. In 2022, COJ conducted a Heat Watch Study, and the study found that depending on where you are standing in Jacksonville, there could be a heat differential of 12 degrees. In the coming years, Jacksonville could see an additional 50 to 100 warm nights, where temperatures remain above 75 degrees.

*Resilient Jacksonville* conducted flood and heat vulnerability mapping. The study identified vulnerable populations within high heat areas. Many schools and after school programs are in

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areas with high heat vulnerability. Improved landscaping in these areas, among other improvements, can help to reduce heat vulnerability.

Lauren Rushing noted that the Heat Vulnerability Map shows that Jacksonville's most bikeable and walkable places are often the hottest and are in the urban core. Ms. Coglianese noted that built up areas with a lack of tree cover are often more vulnerable to heat.

Ms. Coglianese then went on to discuss a few actions that are most relevant to bicycle/pedestrian issues. She discussed how adaptation approaches are at the systems scale.

The most relevant approach is 'Transform.' This includes updating Public Works' design standards to account for climate change and support resilient infrastructure and development. This involves working with the Subdivision Standards and Policy Advisory Committee (SSPAC) and the Context Sensitive Streets Standards Committee (CSSSC) to update the Land Development Procedures Manual (LDPM). For example, if the City is tearing up a street to fix pipes, why not redesign the street with new bike lanes?

The update of the COJ street design standards includes adding bioswales and other natural features to absorb stormwater. There is the opportunity to include these types of green infrastructure between the bike lane and the street or sidewalk.

Peter Borenstein mentioned that at a previous BPAC meeting with the DIA CEO, underground utilities were mentioned as a constraint/issue for adding trees. Ms. Coglianese responded that the best thing to do is to plan for the root system, such as adding structured boxes for utilities so trees can grow around them. The COJ Office of Resiliency is looking for a systematic and data driven approach for where to add trees in the right-of-way.

Another action from the strategy is creating connected multimodal transportation options. The City is actively thinking about how to get more people on bikes. This report plants the seed for a City sponsored bike and e-bike incentives program. Ms. Coglianese discussed how in New Orleans their Blue Bikes bike share program, which was initially funded by Blue Cross Blue Shield, proved to be very popular and now the community funded bike share program is a fixture in the city.

Ms. Coglianese noted the opportunity for multimodal trails that provide ecological and recreational connections, such as the Emerald Trail.

Ms. Coglianese then reviewed a few site-specific recommendations. She stated that there are ample opportunities to retrofit surface parking lots, adding tree plantings, and solar panel covered car parks.

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Action 1.1 of the plan is to update the City's Land Development Regulations. The [Land Development Regulations Committee](#) is currently working on an update, with a focus on resilience. The committee is looking into changing parking regulations, as the minimum requirements are often too high. The focus of the group is to focus on how we make it attractive to develop the places we want. For example, the city is examining density bonuses for inclusion of bike/ped or green infrastructure, using a scorecard approach. Ms. Coglianese expects these changes to be introduced in Fall/Winter of 2024. There is a separate set of committees working on updates to the Land Development Procedures Manual (LDPM).

The *Resilient Jacksonville* strategy makes note of the importance of the City's upcoming Vision Zero strategy.

*Resilient Jacksonville* also includes place-based strategies, looking at 8 discrete development types throughout the city, including the Urban Core, Post-War Suburbs, and others. The strategy looked at different scenarios for citywide adaptation, and how resiliency would be affected based on where new development occurs. This scenario planning helped to build the case for changing development patterns and reducing the number of vulnerable assets.

Jacksonville is expecting 685,000 new residents in the next 50 years. The strategy looked at possibilities for urban and suburban densification.

John Cagle asked what prompted this study. Ms. Coglianese stated that work on the strategy started 2.5 years ago, and it is standard practice for cities to have a resilience initiative. Impacts from Hurricanes Matthew and Irma were also part of the impetus for this work. The hiring of a Chief Resilience Officer and the development of a resilience strategy followed recommendations from the City's Adaptation Action Area working group. Public interest and a council committee on resiliency also influenced the initiation of this study.

Matt Fall asked if other Florida cities have been interested in the *Resilient Jacksonville* strategy. Ms. Coglianese responded that the plan has received a lot of interest from within Florida and nationally. She stated that what sets Jacksonville apart is that many strategies leaned on 'silver bullets' or big projects to address resiliency, whereas Jacksonville the flood risk in particular is more dispersed, so we took a different approach on how to address risk. *Resilient Jacksonville* used more data and analysis than many other cities. She mentioned how the next piece of work is developing a unique compound flooding model. There has been a lot of interest from other cities. This model will be developed by an open data research non-profit, so the data will be shared.

John Cagle asked if New Orleans saw any changes from a Land Use and Zoning perspective following the adoption of their resilience strategy? [Ms. Coglianese formerly worked in New Orleans]. Ms. Coglianese responded, no, we did not see any changes there, the city leaned on

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site specific pilot projects, which can be limiting. For Jacksonville, we decided to focus on systematic changes, including land use policies and development patterns. Also, much of Jacksonville's shoreline is in private ownership.

The [Land Development Regulations Committee](#) is looking at Transit Oriented Development pilot areas, commercial corridors, overlay structures, and ultimately introducing new legislation to codify the proposed changes. They will be working with JTA on potential TOD pilot areas, such as Main Street.

### **III. Presentation – City of Jacksonville Bicycle and Pedestrian Updates, Matt Fall, Bicycle/Pedestrian Coordinator, City of Jacksonville**

Mr. Fall shared updates on the latest bicycle/pedestrian initiatives in Jacksonville.

#### **NACTO Membership**

- Jacksonville has been approved as NACTO City, Affiliate Member
- Being a NACTO member allows COJ staff to access the NACTO listservs, case studies, project updates, and NACTO design guidance publications.
- It allows the city to lean more heavily on NACTO guidance, including NACTO's *Urban Bikeway Design Guide and Don't Give Up at the Intersection*.
- Stephanie McCaffrey asked if there will be a press release? Mr Fall responded that a press release is in the works, the City is finalizing the membership paperwork.

#### **North Florida Transportation Planning Organization Bike/Ped Studies (add links) (NFTPO)**

- The NFTPO recently published three new bicycle and pedestrian corridor studies, published on their website here: <https://northfloridatpo.com/planning/studies-initiatives>. These were completed for COJ as part of the NFTPO's Unified Planning Work Program (UPWP). All of the studies contain preliminary designs and costs, a useful stepping stone towards moving the projects towards implementation.
- [8th Street Corridor Study](#)
  - **Extents:** Myrtle Avenue to Main Street
  - Recommendations include protected bike lanes, bulb outs in key locations
  - Appendix C of the report includes a detailed roll plot of the corridor designs
  - JTA was consulted on the study, and were ok with the recommendations
- [Myrtle Avenue Corridor Study](#)
  - **Extents:** Forest Street to Moncrief Road
  - This study has great roll plots as well, and some renderings for concepts for a center running bike lane under the I-95 underpass. It also includes a short SUN Trail Segment.
  - Stephanie McCaffrey asked if this project will go into the Capital Improvements Plan (CIP) list of projects?
    - Mr Fall stated it will be added to the lists included in the Mobility Plan Update and go into the CIP at some point in the future
- [Rogero Road Corridor Study](#)

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- **Extents:** Merrill Road to Arlington Expressway
- This study recommends parking protected bike lanes, and a four to three lane conversion
- The study included a public survey, and 90% of respondents were supportive of the proposals
- Study also looked at adding landscaping on the corridor
- Lauren Rushing asked if COJ has a Complete Streets resolution or policy? Mr Fall stated that we have an older resolution, but not a detailed policy at this point.
  - The committee and attendees discussed the process of updates to the City's Land Development Regulations, Land Development Procedures Manual (LDPM) and Context Sensitive Streets Standards. The overhaul of the Land Development Procedures Manual is expected to be completed at the end of this year and then there will be annual updates on a planned timeline. The updates to the LDPM will include cross-sections/context sensitive streets standards. There are multiple City committees involved in the update process.
- **SUN Trail Network**
  - SUN Trail is FDOT's program for a statewide connected trail system
  - This year the program received a budget infusion of \$200M from the Governor's Office
  - Five sections in Jacksonville were put in FDOT's five-year work program
  - One section includes a connection from Imeson Road/The Baldwin Rail Trail to connect to McCoys Creek and Myrtle Avenue
  - Another section is on Winona Drive at Main Street, connecting up to the Jacksonville Zoo - near Evergreen Cemetery. The existing trail will be realigned over Long Branch creek create a direct connection and remove an unnecessary diversion that currently goes along Liberty Street
- **Core 2 Coast Alignment Feasibility Study**
  - This is another UPWP study by the NFTPO
  - The study is looking to determine the most feasible alignment from an engineering perspective from the Fuller Warren Shared Use Path to the coastline of Duval County
  - The study will identify a preferred alignment and looking at collector and feeder streets to the route
  - The Smart Surfaces Coalition is providing technical assistance - once there is a preferred alignment, they will look at a one-mile buffer around the route, and analyze opportunities to include smart surfaces that improve resiliency, such as bioswales
  - The UPWP Study and the Smart Surfaces Coalition Study will be complementary documents
  - The goal is to package these efforts into a 2025 RAISE grant application for construction

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- **The 20 is Plenty Speed Reduction Study**
  - Study has been completed by Atkins, which includes very clear actionable items and policy recommendations
  - Study is [posted](#) on the Transportation Planning Division web page for public viewing
  - Councilmember Carlucci was the lead supporter of the study.
  - There may be overlap between the recommendations, contributors, and data analysis for the 20 is Plenty study and the upcoming Vision Zero Action Plan
- **JaxRax Program**
  - This is Bicycle Rack request program for businesses - it is an annual program supported through limited funding from the Traffic Engineering Division
  - Mr Fall encouraged the committee to talk to businesses and let them to know how apply
  - Racks can be installed in with the DIA's district boundaries without a specific business request
- **Jacksonville Vision Zero Study**
  - COJ is finalizing its agreement with its consultant (Kittleson)
  - Mr Fall expects a kickoff party in April
  - Subconsultants include ETM, Haskell and Acuity
  - The report is scheduled to be completed within 2024
  - Updates will be posted on [Jacksonville.gov/pedbike](https://jacksonville.gov/pedbike)
- **UPWP First-Last-Mile Connectivity to Transit Study**
  - Consultants from ETM, led by April Baccus, have kicked off a first-last connectivity to transit study, which will complete analysis within a mile walkshed of 8 transit stops, along JTA's Normandy Line, including the LaVilla multimodal hub on Bay St.
  - The study will identify sidewalk, signage, crossing, and all other nonmotorized needs within the mile walksheds, and determine preliminary construction costs for each.
  - The study will also identify increased ridership, based on recommended infrastructure improvements.

### **Announcements**

- March 9 @ noon - Blue Zones Bike Moai on Baldwin Trail
- March 16 @ 9am - EXP and COJ are hosting a Florida Bike Month Ride
- The Florida Planning Conference is September 3 to 6 in Tampa

Meeting was Adjourned at 7:06.