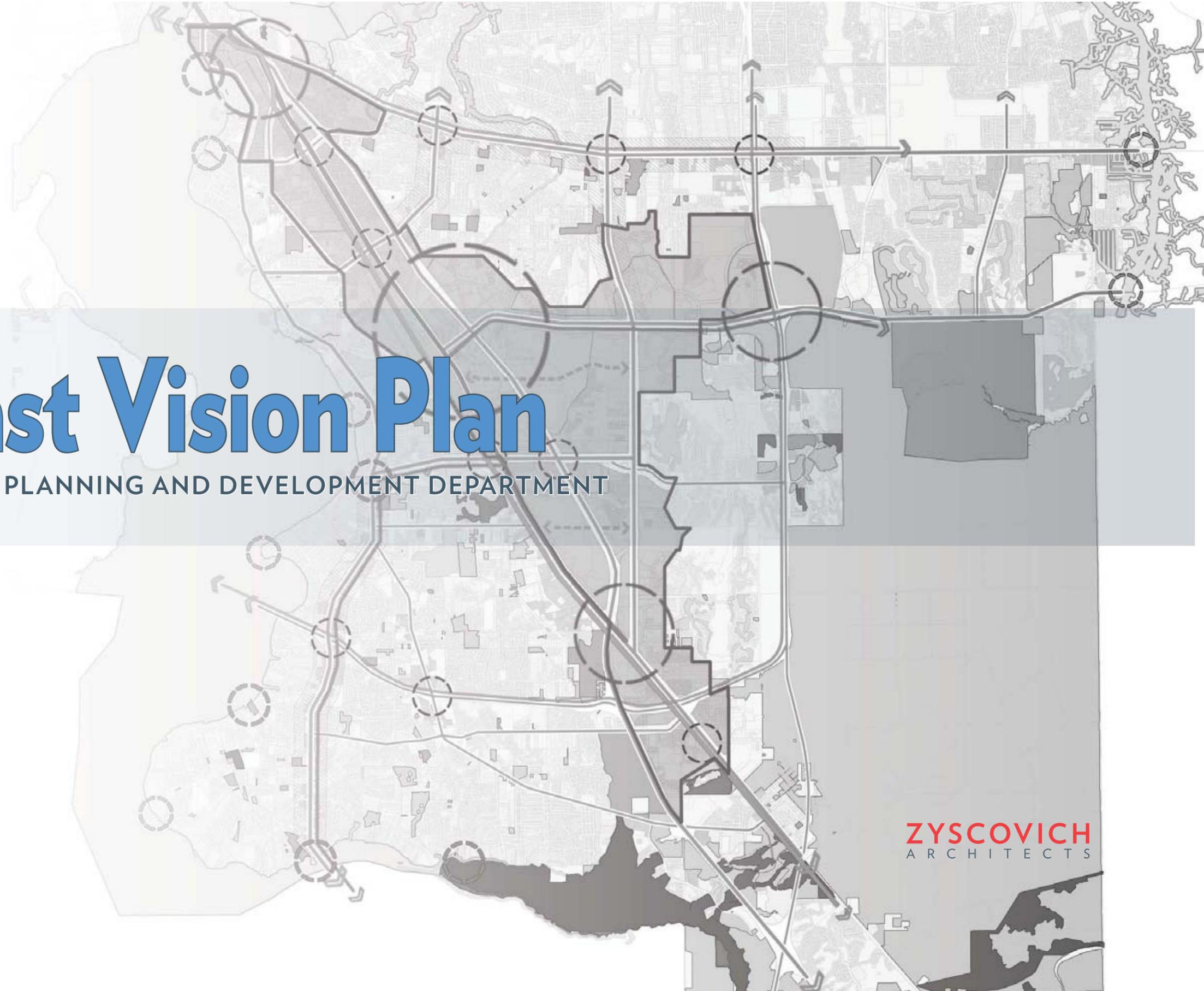


MARCH 2010

# Southeast Vision Plan

CITY OF JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT

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# Acknowledgements

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# Foreword

## FROM THE SOUTHEAST VISION PLAN STEERING COMMITTEE

The ***Southeast Vision Plan*** has been created for the community, existing and future investors in the City, the City staff and anyone engaged in shaping the future of the Southeast District. Although this Vision has been guided by the Southeast Vision Plan Steering Committee, composed of community leaders and neighborhood representatives, it is important to note that public awareness and participation in the creation of this Vision has been an invaluable component of the process.

The process for establishing the Southeast Vision Plan included interviews with City Council members, regular meetings of the Southeast Vision Plan Steering Committee, community forums, stakeholder meetings and charrettes. The charrettes were the first opportunity to engage the community in a more intensive dialogue. Comments during the charrettes addressed a broad spectrum of issues and concerns ranging from the condition of streetscapes to strategies for improving the overall quality of life. They helped to identify the most significant challenges facing the planning district and became the foundation for the overall structure of the Vision.

These very specific observations were bundled into five “***guiding principles***” and numerous “***sub-principles***” which are meant to serve as guides to future improvement of the District. The Vision Plan provides the framework for planning decisions and is the first step in the implementation of the community’s vision. Implementation is the act of carrying out or accomplishing an idea or plan. This action represents the essence of good planning and without this vital next step the Vision Plan for the Southeast cannot be realized. Therefore, “***sub-principles***” and “***action items***” noted under the guiding principles provide tools and strategies that should be adopted to ensure this Vision Plan’s implementation. The City should adopt a strategy for implementing these action items including a timeline and prioritization matrix.

Within the framework of this book, the Vision Plan communicates a shared Vision for the Southeast Planning District - a clear picture of the future illustrating the issues, opportunities, overall potential for the City’s fastest growing District, and how it should evolve. This Vision Plan will aid in realizing the potential of the Southeast in a coordinated and thoughtful manner which secures the quality of life for many generations to come. It is also the document that should be consulted in questionable situations to verify the **intent** of the creators of its guiding principles. This plan, along with the Vision Plans for the other Planning Districts of the City, will form the basis for a new Comprehensive Plan for 2030 and therefore, has great importance to the future of the City and will serve to shape and manage its growth.

The committee would like to emphasize the following points:

- Development should be carefully planned, tightly concentric with no sprawl or pocketing. Only minimal exceptions to zoning should be allowable and only when they are compatible with the surrounding areas and comprehensive land use plan.
- The enforcement of zoning restrictions and PUD agreements needs to be strengthened through the use of periodic inspections and meaningful penalties for non-compliance.
- Emphasis should be placed on developing the park system, which would include serious consideration of the future purchase of Dee Dot Ranch lands for public use; river access; and bike trails using current or future JTA corridors and/or roadways.
- New development and neighborhoods should be strictly held to the guiding principles in the Vision Plan.
- Establish incentives and prioritize redevelopment and revitalization of declining neighborhoods and commercial areas.
- Neighborhoods should also reap the benefits of creative development under the Vision Plan. Providing for features that were omitted by the original developers, such as small parks and/or community centers should be part of the plan.
- Create and empower neighborhood and/or citizen review boards who will play an integral role in overseeing that Vision Plan objectives are adhered to.
- A simple process should be developed, possibly involving the CPAC or other comparable organization, for charrettes and neighborhood studies to be conducted by the Planning and Development Department for those neighborhoods requesting them. Participating neighborhoods would need to be physically defined, registered by the Housing and Neighborhoods Department, regularly updated and represented by organized leadership.
- The Planning and Development Department should facilitate the extension of reclaimed water delivery systems from wastewater treatment facilities throughout the district and provide incentives to users of existing irrigation systems to convert to its use.
- Improve the transportation connectivity between the East and West areas of the district. For example the Planning and Development Department should facilitate the re-development of the I-95/JTB interchange and the new road projects proposed by the Baymeadows Area Transportation Study.
- Improve the connectivity of existing transportation systems by the use of integrated transportation methods and to provide new transit options.
- Facilitate inner connectivity by restricting the number of curb cuts along connectors and arterials to improve traffic flow.

- Protect the rivers and streams by adopting best management practices for storm water.
- Protect, preserve and renew the tree canopy.
- Protect green buffer, recreation, and open-space-oriented communities, including golf course communities, from future development by assigning special land use designations to that open space.
- Protect current and future marina sites and public river-oriented parks through land use designations, zoning and restrictive covenants.
- In the large undeveloped area of the southeast portion of the district, the land use plan should integrate and coordinate developments into an area-wide plan of commercial, industrial and residential uses served by an infrastructure system that meets the principles of this Vision Plan.
- The City should be the advocate and tool for positive change within existing neighborhoods through incentives and by supporting the updating and upgrading of older and declining neighborhoods.

### Planning Department Action Items

- Use technology to educate the public on the process of land use and zoning changes and to improve accessibility.
- Create a speakers’ bureau for the Planning and Development Department and have the Vision Plan reviewed with the Planning Commission every two years.
- Requests for changes in land use should be accompanied by a fiscal impact analysis.

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# 1 Introduction

## SOUTHEAST

### PLAN PURPOSE: HOW SHOULD WE GROW?

Composed of 840 square miles, Jacksonville is the largest City by land area in the contiguous United States. Like many cities across the country, development within the City began in the Urban Core, slowly moved to first generation suburbs and then, following the popularity of the automobile, quickly spread outward. Today, the pattern of the majority of the City can be best characterized as sprawling, low-density, suburban development. The Southeast represents a true cross section of this development pattern's evolution including the early urban settlements of San Marco and San Jose, the post-war suburban neighborhoods of Englewood and Sans Souci, the contemporary suburbs like Baymeadows and Deerwood, and the rural neighborhoods of Mandarin. As new developments continue to be built further away from the historic core of the City, available land is becoming scarce. This pattern of growth promotes uses which are more dispersed and support car driving as the primary means of transportation. Activities in these suburbs are increasingly shaped by the transportation network where the number of household trips increases and more time is spent commuting. In contrast to this trend, residents have an expectation for a more convenient lifestyle with less traffic and better access to high quality goods and services. The Vision Plan for the Southeast Planning District asks and answers the question "how shall we grow?" More specifically, "how do we accommodate this future growth while maintaining a high quality of life?"

### The Vision Plan

This Vision Plan builds from the conclusions of the Mayor's Growth Management Task Force Horizon 2030 Recommendations, its "Ten Principles for Managing Jacksonville's Growth" and the Evaluation and Appraisal Report (EAR) of the 2010 Comprehensive Plan. Fundamentally, the recommendations of both documents, as well as this Vision Plan, underscore a need for the City to reverse current development trends and to promote more efficient "Smart Growth." "Smart Growth" is an urban planning practice that promotes growth in the center of a city to avoid urban sprawl and its numerous negative impacts to a community. Within this framework, the Vision Plan communicates a shared Vision for the Southeast Planning District—a clear picture of the future illustrating the issues, opportunities, overall potential for the City's fastest growing District, and how it should evolve. The vision focuses on urban patterns from a viewpoint "30,000 feet above the ground" and is the guiding document for more specific future planning efforts and capital improvements. The vision will aide in realizing the potential of the Southeast in a coordinated thoughtful manner which secures the quality of life for many generations to come. This vision, along with the Vision Plans for the other Planning Districts of the City, will inform a new Comprehensive Plan for 2030 and therefore, has great importance to the future of the City and will serve to shape and manage its growth.

"More specifically, how do we accommodate future growth while protecting land resources and maintaining a high quality of life?"

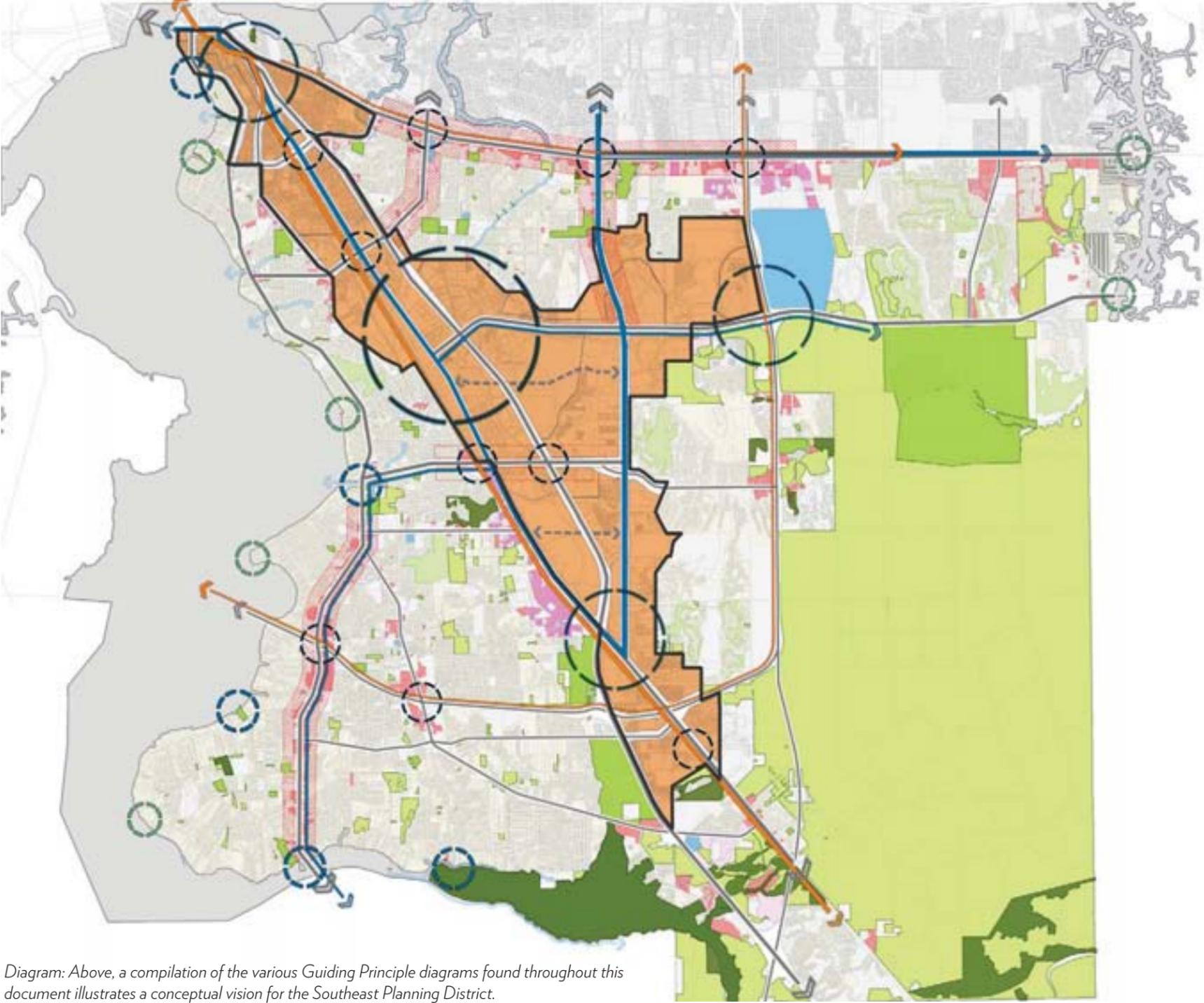


Diagram: Above, a compilation of the various Guiding Principle diagrams found throughout this document illustrates a conceptual vision for the Southeast Planning District. (Source: Zyscovich Architects, 2009)

## How to Use this Book

This book has been created for the community, existing and future investors in the City, the City staff and anyone engaged in shaping the future of the Southeast District. It includes recommendations for plans and policies, analysis for further explanation, and background data to substantiate them. As the guiding document for planning and development in the Southeast, the City Planning and Development Department will use this book to evaluate proposed projects and changes to the land development regulations for consistency with the Vision.

The overriding goal of the Vision Plan is to protect existing neighborhoods and balance those “quality of life” assets which first attracted residents to the area with new opportunities for growth and diversity. This goal is encapsulated in five guiding principles that serve as the primary organizing element of the Vision:

1. Capitalize on the Southeast’s Uniqueness
2. Promote Mixed-Use/Mixed-Income Redevelopment and Infill
3. Provide Greater Connectivity and a Variety of Transportation Choices to Enhance Mobility
4. Provide for Economic Growth
5. Provide for Conservation, Parks and Open Space

Following each principle are a set of more specific sub-principles and action items which provide analysis, strategies, and tools to address and implement the principles. Generally, action items include recommendations such as:

### Policy Recommendations

Most of the policy recommendations derived from this report can be incorporated into the City’s 2030 Comprehensive Plan which is being updated concurrent to this planning process. The Comprehensive Plan is the City’s governing document for all planning issues and is composed of nine elements including: Historic Preservation; Housing; Transportation; Recreation and Open Space; Conservation/Coastal Management; Capital Improvements; Future Land Use; Infrastructure; and Intergovernmental Coordination. It is managed by the City and reviewed by the State Department of Community Affairs.

### Zoning Recommendations

The zoning ordinance provides the regulatory framework for the built environment including building form, building intensities, preservation, uses, and design and can be an effective tool for encouraging specific types of development and for preserving the character of existing neighborhoods. All regulations must be consistent with the Future Land Use Element of the Comprehensive Plan.

### Future Land Use Map and Element Recommendations

The Future Land Use Map governs all development in the City. It identifies the proposed distribution, extent and location of generalized land uses and is a companion to the Future Land Use Element of the Comprehensive Plan. All land use recommendations are implemented through the Future Land Use Map and Element.

### Special Studies Recommendations

Because this report plans from a “30,000 foot” vantage point, it identifies areas and subjects which should be explored in greater detail under separate study. Examples of this include neighborhood studies, development and redevelopment projects, park plans, economic investigations, and traffic analysis.

The composite of these strategies and tools formulates the Vision Plan.

# 2 Plan Process SOUTHEAST

In planning, the process is just as important as the outcome. Who was involved? What was evaluated? What previous work efforts were considered? What information was generated? Who was consulted? For this Vision Plan, public input was the main constant in the planning process. Research, analysis, and recommendations were all reviewed, challenged, and modified based on an ongoing dialogue with the community.

### Public Participation

Public participation in the creation of this Vision Plan has been an invaluable component of the process. While there are a variety of methods for collecting community input, the intent is always the same—to understand the assets and impediments, to identify opportunities, and to develop relationships with the key players including community leaders who might champion the Vision. The process in the Southeast included interviews with City Council members, regular meetings with the Southeast Vision Plan Steering Committee, community forums, stakeholder meetings and charrettes.

### City Council

With the commencement of the project, the team invited all of the Council members to participate in individual interviews regarding their vision for the project, their understanding of the issues, concerns and ideas. In total, the team held two full days of interviews with Council members and the Mayor’s Staff. Their input was both specific and general to provided a better understanding of the political climate and the concerns of their constituents.

### Steering Committee

The Vision has been guided by the Southeast Vision Plan Steering Committee composed of community leaders and neighborhood representatives. The Steering Committee has become a true advocate for the project by developing a strong partnership and working relationship among its members. Each member represents a larger group or organization so that the combination of Steering Committee members is reflective of the entire community for which the plan is impacting. Steering Committee members were appointed by the City Council and the Planning and Development Department. Their duties included attending and participating in committee meetings to provide input and guidance on the Vision.

“Never doubt that a small group of thoughtful, committed citizens can change the world, indeed it’s the only thing that ever has.”  
— Margaret Mead, American Anthropologist



Photo: Charrette Participants (September 30, 2008)

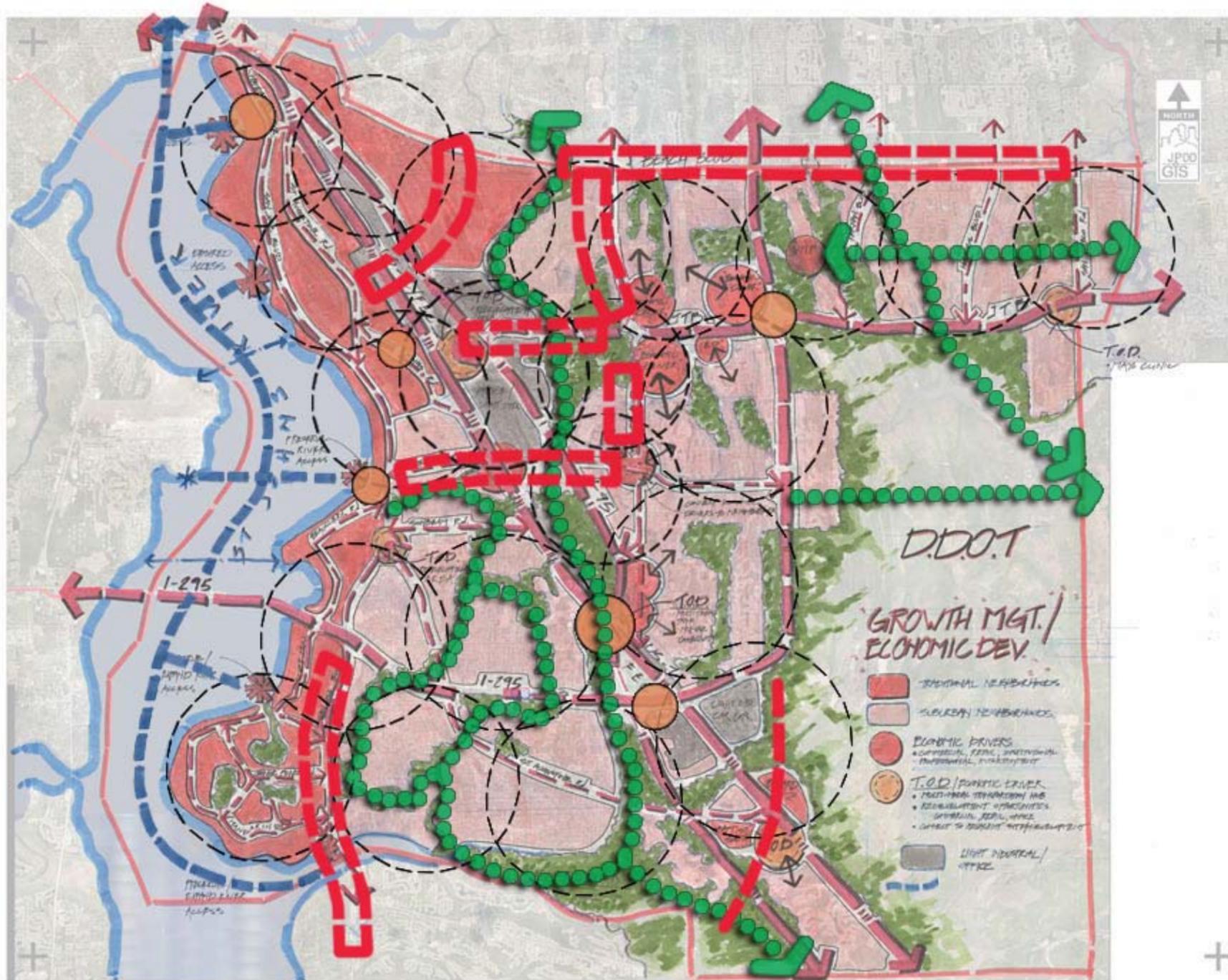


Diagram: Charrette diagram from Flagg Design Studio

### Community Meetings

Additionally, the public has participated in an array of community forums, stakeholder meetings, and charrettes to identify the major issues and guiding principles that the vision needed to address. The different formats were used to encourage participation from a broad spectrum of stakeholders and are described on the following pages.

### Community Forum

The community forum was an opportunity to introduce the project and its purpose. A series of presentations by the consultant, the City, and FDOT described the project scope, preliminary observations, historic data, and current and future planning initiatives. Following the presentations was a panel discussion of local professionals and experts to present specific observations about the issues and opportunities facing the Southeast. Panelists fielded questions from forum participants and had a very lively discussion about the challenges ahead. The panel included:

- Curtis Hart, Vice President, The Collins Group
- Carrie Pearlmutter, Forward Planning, KB Homes Jacksonville LLC
- Mike Goldman, Public Information Officer, Florida Department of Transportation
- Mark Major, President, Major Consulting

### Charrettes

The charrettes were the first opportunity to engage the community in a more intensive dialogue. Participants were asked to work in small groups to both identify major issues and illustrate these issues on an aerial map with assistance from a facilitator. In order to focus the charrette discussions on the District as a whole, the charrettes were oriented towards critical topics including growth management, economic development, quality of life, and transportation. In total, four charrettes were conducted for the Southeast. The results of the process were documented in a Final Summary Report under separate cover. A summary of charrette comments and their relationship to the guiding principles can be found in the appendix of this report.

### Stakeholder Meetings

Throughout this process, meetings were held with community stakeholders to understand the important issues and to evaluate our analysis and recommendations. The meetings have been critical to the planning process as they provide insight to historical trends, future plans, opportunities and obstacles.

## Summary of Research Process, Findings and Analysis

Research for planning purposes is the process of collecting data to develop an understanding of existing conditions, previous work efforts, and predicting what future conditions may be. For the Vision, this process started by reviewing the overall characteristics of the City and then became more specific to include the Southeast Planning District and its individual assets and issues.

### Existing Conditions Report

A summary of existing conditions was published as the *Southeast Vision Plan: Existing Conditions Report* (Appendix B). It concludes that the most significant issues and opportunities for the Southeast relate to:

- Population growth
- Economic development and job creation
- Transportation and connectivity
- Neighborhoods
- Parks, recreation and open space

### Developing Guiding Principles

The guiding principles summarize the overall objectives which were identified by the community, the Steering Committee, the City and the consultant team during the research process. The sub-principles provide a more detailed list of objectives. Together they establish the overall concept of the vision and frame the plan's content.

### Analysis

The analysis is the most creative component of the visioning process because it is when the big ideas are generated for the content of this Vision. During the analysis, the team generated a multitude of imagery to understand the geographic relationship among different issues. These include computer generated plans, plan studies, hand renderings, and 3-D computer renderings. These concepts were presented to and approved by the Steering Committee and formed the basis for the final report.

### Vision Plan

The final report summarizes all of the concepts presented to the Steering Committee including all of the illustrations and graphics.



Illustrations: Charrette vision sketches from Flagg Design Studio

# 3 City Overview

## SOUTHEAST

### A SNAPSHOT OF THE CITY

Jacksonville is composed of 840 square miles of land area, making it the largest city in the contiguous United States. Primarily due to this physical size, the city ranks as the 12th most populous city in the U.S. with just over 800,000 residents. From 1970 to 2000, the City had a population growth of 47% and is expected to see an increase of an additional 41% by 2030. Like many cities across the United States, Jacksonville has supported its growth since World War II largely through sprawling low-density suburban development—so sprawling in fact, that if the trend continues, only 12% (63,611 acres) of the City’s land resources are projected to be remaining for development by the year 2030. Obviously, these are long-term projections and it is impossible to predict with certainty how development trends may change over time. Regardless, it is quite clear that the City will be approaching an effective “build-out” within the next 20 or 30 years.

Sprawling development, and the resulting inefficient use of land, leads to numerous negative impacts to residents, homeowners, businesses, the natural environment, and the ability of government to provide basic services and infrastructure. It also has detrimental impacts to transportation in the form of increased congestion, commuting times, associated costs, and the ability to move goods and services efficiently—all of which impact the future economic health of the City and the overall quality of life for residents.

To further exacerbate the issue, the Greater Jacksonville Metropolitan Area (GJMA) which includes Duval, Clay, St. Johns, Nassau and Baker Counties, boasts an additional population of 500,000 residents (1.3 million residents total in the GJMA) and the outlying areas are growing at a faster rate than Jacksonville itself. In 1990, Jacksonville comprised 86% of the Greater Jacksonville Metropolitan Area. In 2000 that number decreased to 71% and is projected to further decrease to 63% by 2030.

### City Vision

These issues pose a fundamental question for the City—How do we accommodate this future growth while maintaining a high quality of life for our residents? The question was initially addressed through the Horizon 2030 Recommendations and its “Ten Principles for Managing Jacksonville’s Growth”. Fundamentally, the principles underscore a need for the City to reverse current development trends and to promote smarter growth. “Smart Growth” increases the opportunity for more compact growth patterns supported by a variety of transportation choices and the efficient utilization of existing infrastructure. The result is a more livable community that provides a mix of uses, walkable neighborhoods and a variety of choices for living and working—all with less impact on the natural environment and resources.

- 840 square miles
- 12th most populous city in the U.S. with just over 800,000 residents.
- From 1970 to 2000, the City had a population growth of 47% and is expected to see an increase of an additional 41% by 2030.
- Recent development trends threaten future land resources.

---

### Horizon 2030 Recommendations: “Ten Principles for Managing Jacksonville’s Growth”

1. Build a Vision with Maximum Public Participation
  2. Capitalize on the City’s Uniqueness (Sense of Place)
  3. Promote Mixed Use “Villages”
  4. Commit to Transit
  5. Redevelop the Major Road Corridors
  6. Adequately Fund Transportation
  7. Revitalize the River
  8. Save Space for Industry
  9. Plan for Schools
  10. Improve Regional Collaboration
-

# 4 Southeast Overview

## A SNAPSHOT OF THE SOUTHEAST

The Southeast Planning District is a large and varied district that includes a multitude of neighborhoods and differentiating characteristics. The District includes historic first generation suburbs near downtown and stretching along the shores of the St. Johns River; to post-war suburban developments near the core of the city; to contemporary suburban development in its southern and eastern areas. From a vision planning perspective, it is actually a multitude of districts and neighborhoods, all of which contain different issues and opportunities.

The District is geographically Jacksonville's third largest planning district, covering almost 90,000 acres. In addition to its many neighborhoods—more than 40 in all—the District includes significant economic drivers that include major retail centers, medical centers, colleges, universities and emerging office centers. It is the fastest growing district in the City and has increased in population by more than 34% since 1990, with no expectation for decline in the future. This rapid growth demonstrates that the District is a highly desirable place to live and provides a high quality of life for its residents. Like the rest of the City, most of the recent growth has been accommodated with sprawling low-density single-family home development. As a result, the largest category of existing land utilization is residential. While this development trend has satisfied the immediate desires of the community, the ill-effects of sprawling development—lack of diversity, traffic congestion, loss of open space, etc.—are beginning to impact the community. The challenge now is to protect existing neighborhoods and balance those “quality of life” assets that first attracted residents to the area with new opportunities for growth.

### Population

According to the 2000 Census, the Southeast is the most populous of Jacksonville's six planning districts and has experienced the greatest increase in density in recent years. In 2000, the District had a population of 195,721 which represents a 34% increase from a population of 146,175 in 1990. This increase is reflective of a national trend towards suburban development and residential flight from inner city neighborhoods. The trend is gradually reversing in light of the many adverse impacts of low-density sprawl. People are now choosing to return to the core of cities and first generation suburbs for the lifestyle choices that they offer—cultural amenities, proximity to work centers, availability of transit, etc.—and this movement is being further “fueled” by the rising cost of gasoline and increased congestion in suburban areas. This is not to say that the population growth of the Southeast District is expected to decrease. Quite to the contrary, projections indicate that the population of the District will exceed 300,000 by the year 2031, increasing the density from the current 2.2 to almost 4 people per acre.

“The challenge now is to protect existing neighborhoods and balance those “quality of life” assets that first attracted residents to the area with new opportunities for growth.”



Photos: Character images from the Southeast

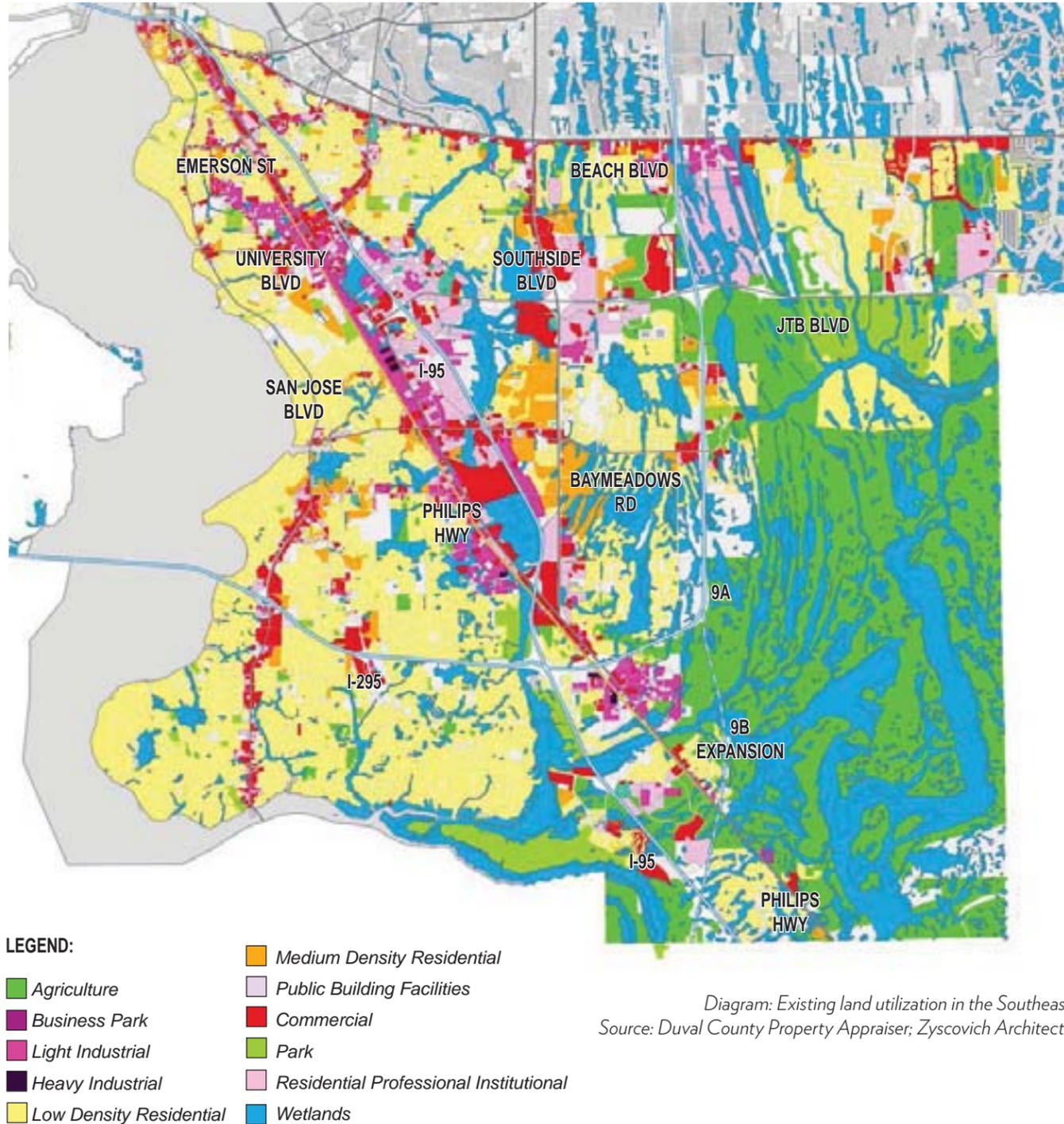


Diagram: Existing land utilization in the Southeast  
 Source: Duval County Property Appraiser; Zyscovich Architects

**Land Use Inventory**

The two major existing land utilization categories in the Southeast are agriculture and residential, making up almost 63% of the total area of the District. This composition is illustrative of the primary issue facing the Southeast—the battle for land resources that sprawling patterns of development produce. The high percentage of residential land use is a result of the fact that the District’s increase in population has been accommodated primarily through low-density single-family development. Over time, this development has displaced agricultural lands and natural areas and threatens the quality of life and sustainability of the District—and the city—as a whole. The lower percentages for remaining land uses demonstrate a general lack of diversity of uses within the District and further reveal the District’s single-use residential character.

**Preceding Planning Efforts**

Several planning efforts have been completed in the Southeast District, including the Mandarin Area Development Plan; the Pine Forest Neighborhood Action Plan; the US 1 Corridor Study; and the Mandarin Road Overlay Study. The intent of this Vision Plan is not to replace those plans, but rather to supplement them where needed, fill in the missing pieces and weave all of the planning together into a unified vision for the District as a whole. Many of these efforts highlight similar issues and opportunities:

**Summary of Concerns/Issues from Preceding Planning Efforts**

- Development pressure to increase density
- Preservation of rural residential character
- Preservation of natural environmental characteristics
- Agribusiness as an economic driver
- Loss of forested wetlands
- Protection of valuable vegetation
- Loss of wildlife
- Flooding
- Lack of adequate recreational facilities
- Potential for contamination of the water supply
- Urban development encroaching agricultural uses
- Rapid increase in residential land use acreage
- Pressure to rezone sensitive areas at higher densities

- Commercial overzoning
- Broader application of low-density residential zoning
- Increase of traffic and safety impacts
- Impact of septic tanks on water bodies and supply
- Encroachment of industrial use into residential use
- Inefficient circulation patterns/dead-end streets
- Lack of landscaping and code enforcement issues and vacant land on US 1

**Summary of Recommendations from Preceding Planning Efforts**

- Prevention of urban sprawl
- Protection of established neighborhoods
- Protection of the natural environment from development
- Encourage design variety
- Rehabilitate blighted areas
- Minimize conflicts with other land uses and the transportation network
- Provide suitable sites for various institutional facilities
- Ensure compatibility with surrounding uses
- Provide adequate open space and recreation areas
- Encourage judicious use of natural resources
- Provide for the broadest range of facilities and programs and avoid wasteful duplication
- Protect the natural environment from development encroachment
- Prevent premature development of rural areas and preserve agricultural lands
- Conserve vital natural resources
- Maintain and protect cultural, historical, archaeological, and scenic sites while providing access
- Coordinate design to provide for efficient, economical, and safe movement of people and goods
- Provide utility services in a cost-effective manner
- Minimize impacts of utility services.
- Develop landscaping regulations
- Provision of review criteria and design standards
- Support industrial uses
- Improve streetscapes and lighting
- Provide incentives for private development
- Improve park amenities

# 5 Guiding Principles

## SOUTHEAST

### What is a Guiding Principle?

Guiding principles provide the basic organization and articulation of the Vision. Random House defines ‘principle’ as “a determining characteristic of something; essential quality”, and guiding as “to assist (a person) to travel through, or reach a destination in, an unfamiliar area, as by accompanying or giving directions to the person”. In fact, guiding principles provide essential direction to the planning process. Under the umbrella of these principles is an iteration of more specific observations, analysis, and recommendations which generate the overall vision for the Southeast. Recommendations for policy, specific studies, and new projects will help to implement the various components of this vision.

### Neighborhood-Oriented Principles

Planners use guiding principles as a tool for the community to articulate and prioritize their values for their neighborhoods. Once they are formalized, the principles become the basis for the investigative process and the planning solutions. They are important because they represent a true collaboration between the community who is seeking change and the planner charged with effectuating this change. For the Southeast, these principles provide a community driven vision for the Planning District. They were initially created based on feedback from charrette participants. Under the direction of the Planning team, the Steering Committee developed the principles further and devised a set of very specific ideals along with a subset of supporting sub-principles to improve and protect the Southeast as a neighborhood-oriented District while allowing for appropriate growth. Cumulatively, the principles provide a framework for directing growth toward existing commercial corridors and away from existing neighborhoods, with an aim towards preserving existing character and scale of neighborhoods. In this way, the principles reinforce the fundamental purpose of the Vision, which is to provide balance between protecting neighborhoods and “quality of life” assets while creating new opportunities for growth.

“The Guiding Principles provide a framework for directing growth toward existing commercial corridors and away from existing neighborhoods, with an aim towards preserving existing character and scale of neighborhoods.”

#### Guiding Principle One - Capitalize on the Southeast’s Uniqueness

Encourage a Sense of Place  
Enhance Public Access to the Riverfront

#### Guiding Principle Two - Promote Mixed Use/Mixed Income Redevelopment and Infill

Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create A Range of Housing Opportunities and Choices, Where Appropriate  
Encourage Redevelopment Along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways  
Provide For and Promote More Consistent/Compact and Contiguous Development in New Areas Provided there are Appropriate Transitional Buffers

#### Guiding Principle Three - Provide Greater Connectivity and a Variety of Transportation Choices to Enhance Mobility

Improve the Connectivity of Existing Transit Systems by the Use of Integrated Transportation Systems  
Provide For and Promote More Walkable and Interconnected Neighborhoods  
Reduce the Number of Driveways and Curb Cuts Allowed at the Intersections of Collectors to Arterials, Arterials to Arterials, and Arterials to Interstate Highways to Promote Connectivity. Remove Traffic from Failing Roadways by Reducing the Number of Driveways Allowed and Requiring Off-Street Connectivity for Vehicular And Pedestrian Traffic

#### Guiding Principle Four - Provide for Economic Growth

Provide Set-Asides for Future Industry and Protect Existing Industrial Uses and Sites  
Promote and Encourage More Family-Oriented Recreation and Entertainment Attractions Along South U.S. 1 to Capitalize on Regional Tourism

#### Guiding Principle Five - Provide for Conservation, Parks and Open Space

Improve Connectivity and Public Access to Existing Parks. Provide New Parks  
Provide Interconnectivity of Greenways to Include Walking and Bicycle Paths  
Protect and Provide Public Access to Conservation Areas and Natural Resources  
Protect the Rivers and Streams by Providing for Better Management Practices for Storm Water Before It Reaches Them, by Retaining Flood Plains, Wetlands and Use of Detention Ponds, and Requiring Wetland/Streamside Buffers  
Encourage Sewer Lines with Hookups Adequate to Eliminate Existing Septic Tanks  
Enforce Water Conservation and Encourage Native Landscaping Practices by Regulating Land Clearing and Retaining Native Landscaping where Present  
Protect and Enhance the City’s Tree Canopy  
Encourage the Use of Green Building Standards and Alternative Energy

# 6 Guiding Principle One

## SOUTHEAST

### 1.0 CAPITALIZE ON THE SOUTHEAST'S UNIQUENESS

What are the unique characteristics of the Southeast Planning District and how can those characteristics be leveraged to improve the District? From the vantage point of 30,000 feet above the ground, the primary physical features that stand out within the District are the St. Johns River along the western border; virtually undisturbed natural areas to the south and to the east; and major transportation corridors, such as Philips Highway, that radiate from the center of the City and serve to connect the District together. A closer look reveals development patterns that range from distinctive historic residential neighborhoods along the river's edge to newer development in the northern and eastern areas of the District, all the result of the District's history and evolution over time. The history of a place contributes greatly to its uniqueness.

From a different perspective, the District is unique within the City in its recent pace of growth—it is the fastest growing district in the City and has increased in population by more than 34% since 1990 with no expectation for decline in the future. Growth at this rate does not occur by accident. It is because people want to be in the District and enjoy the quality of life standard that it provides. Although the quality of life of a place is highly influenced by physical characteristics, there are many other factors that are not physical in nature. The availability of good schools, the cost of housing, a diversity of activities, day-to-day interaction with neighbors and many others all impact the community's vision of a desirable lifestyle. Therefore physical characteristics, combined with a common desire to maintain a particular quality of life, contribute to the Southeast's uniqueness, or its *sense of place*. This principle and its sub-principles suggest ways to maintain and elevate the District's sense of place by highlighting the District's commonalities and the elements which make it unique.

“What are the unique characteristics of the Southeast Planning District and how can those characteristics be leveraged to improve the District?”



Photo: San Marco



Photo: Nathan Krestul Park



Photo: San Marco



Photo: Tapestry Park



Photo: St. Johns River



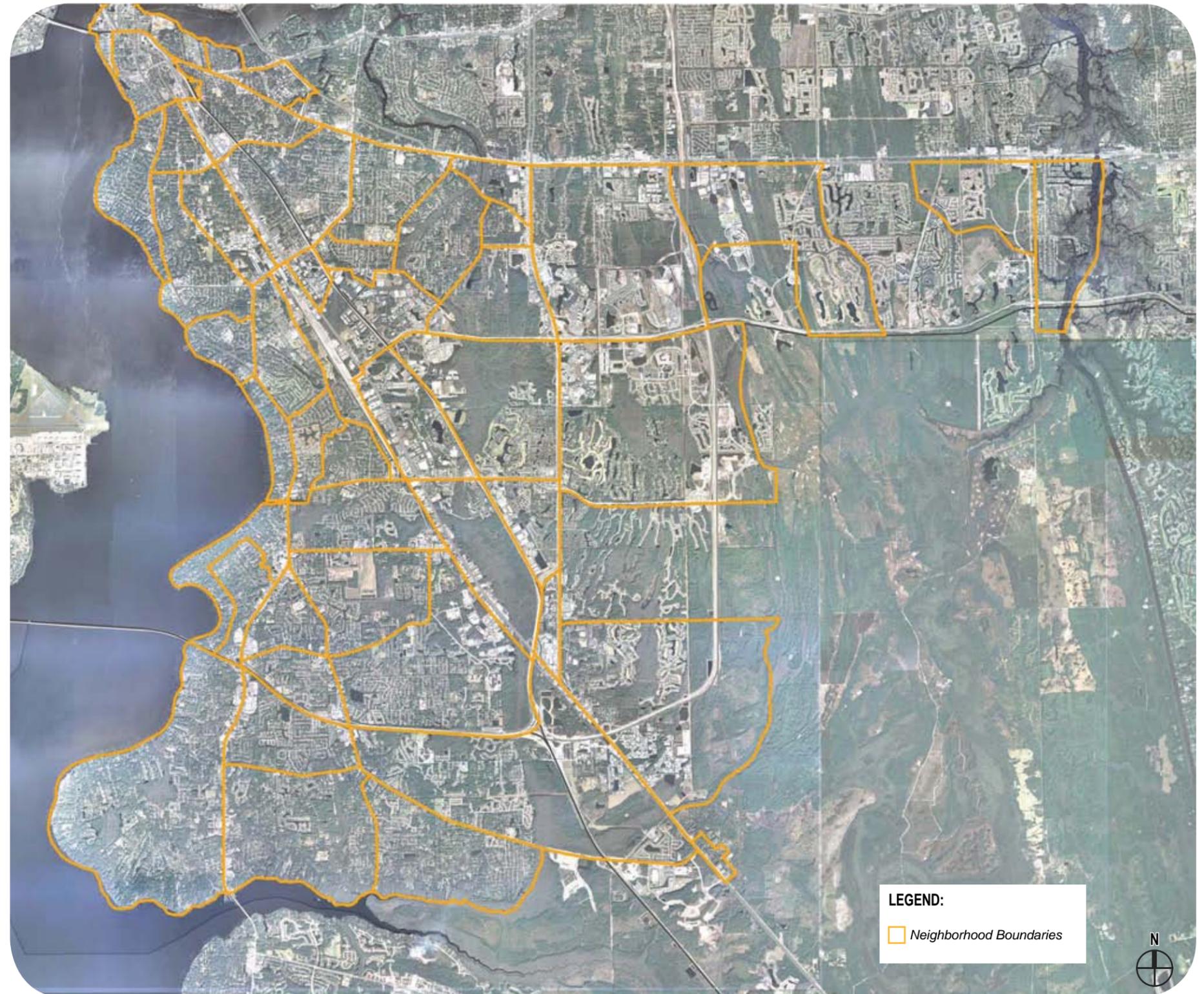
Photo: San Marco

## 1.1 Encourage a Sense of Place

Sense of place describes the components which have a special relationship to the places in which they are located and which contribute to a unique and defined neighborhood or community. Sense of place in the Southeast is worthy of discussion on at least two scales—the scale of the District as a whole and the scale of individual or groups of neighborhoods. While searching for a unifying identity within the District, one of the charrette participants succinctly explained why a district-wide identity doesn't exist by stating “The city feels like a collection of suburbs and not a part of the city as a whole”. At the scale of the District as a whole, it is important to be cognizant of its physical size. The District covers almost 90,000 acres (about 140 square miles), contains more than forty neighborhoods and a wide array of other uses such as commercial, industrial and agriculture. In fact, the Southeast is a multitude of smaller districts possessing distinct sets of characteristics. Therefore a singular “sense of place” doesn't exist, nor should it. It is more desirable that the district-wide sense of place is derived from a collective group of neighborhoods with differentiating qualities. This will provide a diversity of experiences throughout the District and reinforce the Southeast as an interesting place. There can, however, be common district-wide improvements which strengthen and unify the District as a whole and provide a common thread that weaves it all together. This can be accomplished by establishing a vision and expectation for new development, ease of mobility and preservation of assets through a set of over-arching principles. This Vision Plan and its guiding principles are representative of that.

“It is place...  
that gives us our identity.”  
— J. B. Jackson, Author

*Diagram: Aerial overview of the Southeast District and its numerous neighborhoods. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)*



“A city is largely judged by its sense of place, social atmosphere, and quality of life elements that can be hard to define. People want to live or work in a place that is pleasant, distinctive, stimulating, attractive and safe.”

— *Project for Public Spaces*

At a smaller scale, individual neighborhoods (or groups of neighborhoods) and their attributes contribute most to sense of place. It is the places where we spend our daily lives that most impact our quality of life. Neighborhoods provide the framework for daily social interaction, character, and identity. The degree and quality of these elements is highly influenced by both the physical character of the neighborhood and its land use diversity. Many neighborhoods throughout the District and the City contain exceptional qualities that provide examples of a desirable sense of place. The Steering Committee specifically identified San Marco, Riverside, Avondale, Five Points and Murray Hill as neighborhoods that might be emulated throughout the District. Interestingly, all of these neighborhoods have historic attributes such as varied architectural character, neighborhood oriented commercial districts and a mature tree canopy. These are all characteristics that contribute to a strong sense of place through their sense of permanence and stability. But history is not stagnant and cities are continually evolving. An evolution that protects and builds on memorable or unique features while adapting to change is highly desirable. Tapestry Park was also identified, and although it is a new development, it borrows characteristics from older neighborhoods that make it desirable—a centralized commercial area and variation in architectural character—while adapting to new challenges such as higher density development.

The City should address the community’s desire to encourage a sense of place by dividing the District into smaller districts that can address the various nuances of existing neighborhoods and districts in a concise and thorough manner. Many neighborhoods may not wish to emulate historic characteristics and may desire to incorporate other unique features. For this reason, specific neighborhood studies, such as Neighborhood Action Plans, should be conducted to address specific desires and needs, whether it be a specific zoning overlay, design criteria or special streetscape enhancements.



Photo: Mandarin



Photo: San Marco



Photos: St Nicholas



Photo: Riverside



Photo: Avondale



Photo: Riverside

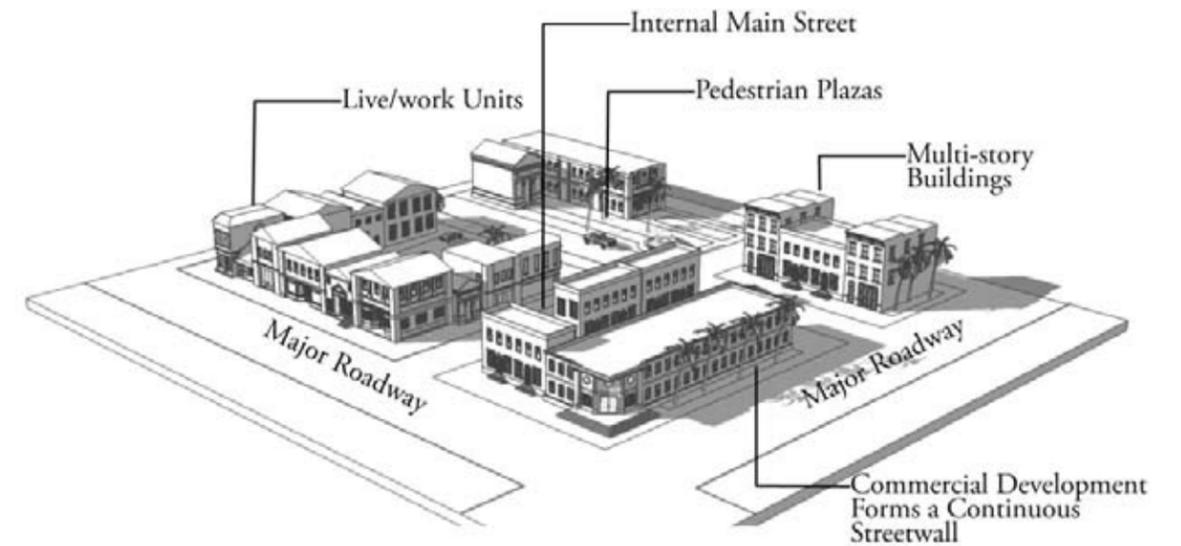
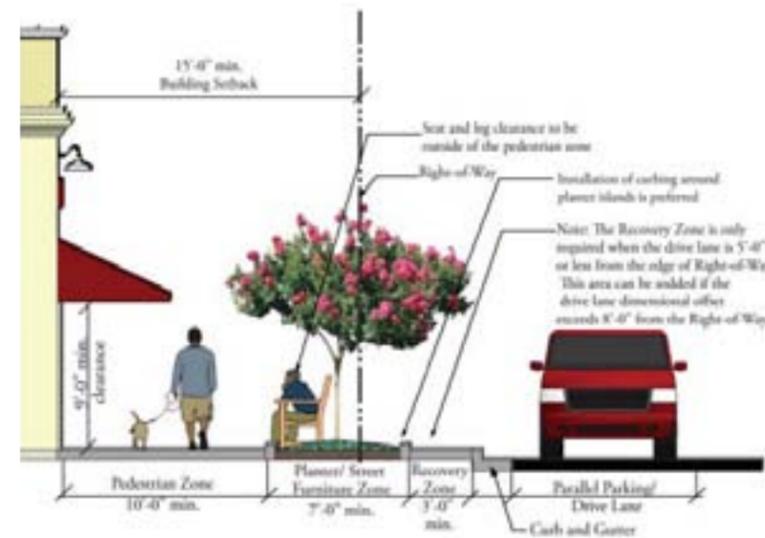
**1.1.1 Reinforce a sense of cohesive community design for new development by the use of design criteria and guidelines (for compatibility)**

New development can influence how design characteristics and spaces enhance or devalue a sense of place. Creating and enforcing design standards is one way to control this outcome. The Southeast has an opportunity to shape the quality and character of new development by requiring cohesive and deliberate design which is enforced through design standards. Cohesive design implies unity and similarity such that a collection of buildings and streets has the feeling of being part of the same neighborhood.

The Steering Committee generated the following two statements which provide a very clear direction for building patterns and new development as follows:

- Encourage a distinctive community layout based on Traditional Neighborhood Developments to include a grid system of streets, smaller, compact, walkable neighborhoods with commercial and recreational facilities within walking distance.
- Discourage traditional strip retail by implementing the use of the urban village model oriented to public transit and representative of District architecture character such as San Marco, Riverside, Avondale, Five Points, Tapestry Park, Murray Hill

As previously mentioned, the District is much too large and varied to create a singular set of design guidelines. Such criteria need to be molded to specific neighborhood circumstances. A more specific design investigation should be conducted for each neighborhood and accompanied by a catalogue of examples of preferred building elements, materials, massing, detailing, landscaping, relationship to street frontages and abutting properties for new development and improvements to existing developments.



Sample design guidelines from the Jacksonville Design Guidelines and Best Practices Handbook

- Encourage distinctive community patterns and discourage strip retail
- Conduct more specific analysis of individual neighborhoods and develop appropriate standards



Photos: Tapestry Park

# Protect Neighborhoods



### 1.1.2 Protect Existing Neighborhoods

Existing neighborhoods are the foundation of places. They establish the overall character and identity. They influence how a place is perceived and experienced. The existing development patterns have preserved neighborhoods and placed more intense development on corridors and in designated office or business parks. However, as the District continues to grow and land becomes more scarce, there is a concern that new development could encroach into existing residential communities. Encroachment describes both visual and physical infiltration and can include excessive height, incompatible uses and transportation impacts. The Steering Committee generated the following two statements about protecting existing neighborhoods from commercial encroachment and preserving historic neighborhoods:

- Protect existing neighborhoods from encroachment by commercial and higher density development by providing a sufficient buffer to protect the existing neighborhood from shadows cast by the proposed structure.
- Protect and preserve older historic neighborhoods and assets that represent their unique character and street/grid traffic pattern.

A solution to encroachment is corridor intensification and a gradation of development intensity out from the corridors. This follows the theory development should be paired with appropriate roadways so that, by example, a high traffic volume corridor includes the most intense uses—commercial, office and mixed uses—and smaller roadways handle less dense residential uses. Creating this gradation of density, in turn, limits encroachment to protect historic neighborhoods. Principle Two, which addresses development issues, provides a framework for future growth that provides neighborhood protection.



Diagram: Neighborhoods and corridors (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)

Photos: Residential character

**Historic Neighborhoods**

The Southeast has a number of historic assets primarily focused around San Marco, San Jose and Mandarin which are unique to the District and make a significant contribution to sense of place. They should remain intact as an entirety and the buildings and scale should be preserved and protected as is generally feasible. The City currently has several mechanisms in place to preserve these neighborhoods and their historic assets. Zoning overlays exist in San Marco and along Mandarin Road to protect the character of these areas. Additionally, Mandarin Road is designated as Mandarin "Parkway" and its oak trees have been designated as "Patriarch Trees", both of which commit the community to conserving these assets.

Neighborhoods like San Marco have distinct building scale, architecture, and public spaces which are understood as a single place. There are opportunities to leverage this identity to support additional growth while providing the necessary protections. Density could be increased along the edges of these neighborhoods, especially along Hendricks Avenue in San Marco, but new development which abuts existing neighborhoods should be compatible with existing neighborhood design, character scale, height, massing, and use. Additional amendments to the zoning code should provide specific regulations to reinforce the urban village model described in the Future Land Use Element and to support traditional neighborhood development patterns. More specifically, proposed development should be consistent with neighborhood plans which have been adopted as part of either the Comprehensive Plan or Zoning Code. The Vision Plan, in part, fulfills this role by identifying general preferences for neighborhoods and neighborhood plans.



Photo: Residential character in Mandarin

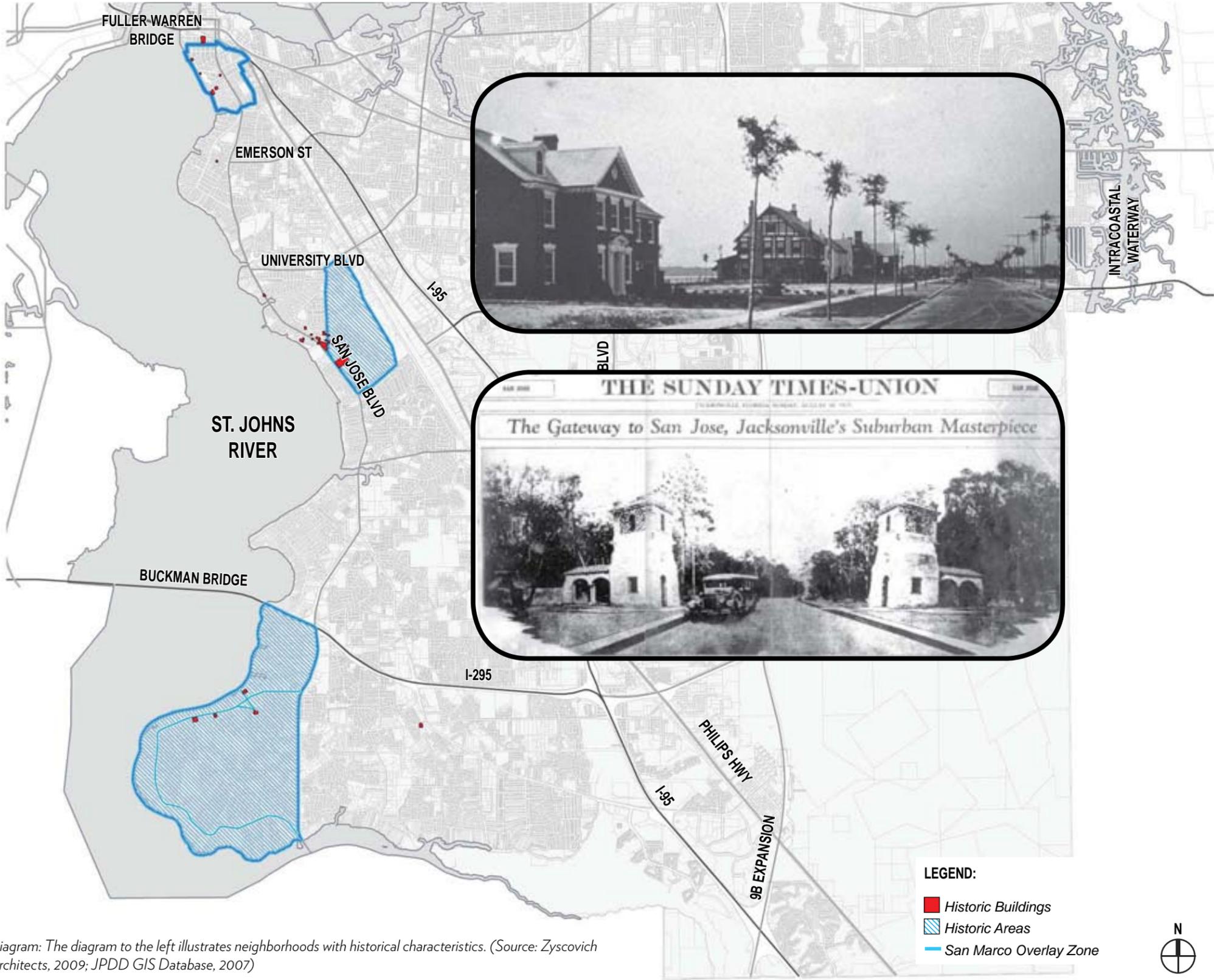
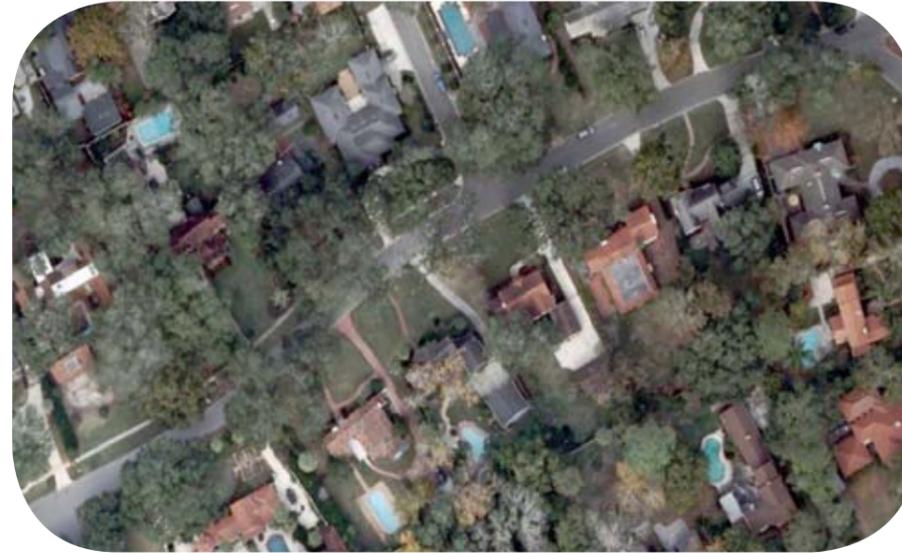


Diagram: The diagram to the left illustrates neighborhoods with historical characteristics. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)

# Strengthen Tree Protection Standards



Photos: The photos above and below illustrate the significance of mature trees in contributing to a neighborhood's sense of place. At left, newer development with new plantings; and at right, an older neighborhood with a mature tree canopy.



## 1.1.3 Protect and Preserve the Existing Tree Canopy

The Southeast has a fairly mature and extensive tree canopy especially within the older neighborhoods. In addition to the ecological benefits of trees—water management, shade, and habitat—trees also provide an important aesthetic which contributes greatly to a sense of place. Newer residential developments often lack this aesthetic because they are typically clear cut. Roadways, lot lines, and building footprints are much easier to plan and build on a clean piece of land. New trees are planted once the infrastructure and buildings are in place, but the disadvantage is the significant amount of time it takes for a new tree to mature and contribute to a neighborhood's livability and sense of place. The City has several policies in their Comprehensive Plan which support tree protection and conservation on public land, but additional language in the Land Development Code might limit or forbid any net loss in total trees either citywide or for specific neighborhoods. The City may also consider that new development must retain a certain percentage of mature trees and that they be incorporated into the initial design. Sub-principle 5.7, Protect and Enhance the City's Tree Canopy, provides additional recommendations on this subject.

### Action Items for Sub-Principle 1.1:

1. Divide the District into smaller districts that can address the various nuances of existing neighborhoods and districts in a concise and thorough manner.
2. Conduct neighborhood specific studies that include provisions for an improved sense of place.
3. Encourage a distinctive community layout based on Traditional Neighborhood Developments to include a grid system of streets, smaller, compact, walkable neighborhoods with commercial and recreational facilities within walking distance.
4. Discourage traditional strip retail by implementing the use of the urban village model oriented to public transit and representative of District architecture character such as San Marco, Riverside, Avondale, Five Points, Tapestry Park, and Murray Hill.
5. Protect existing neighborhoods from encroachment by commercial and higher density development by providing a sufficient buffer to protect the existing neighborhood from shadows cast by the proposed structure.
6. Protect and preserve older historic neighborhoods and assets that represent their unique character and street/grid traffic pattern.
7. Strengthen regulatory provision to further protect and preserve the existing tree canopy.

# Enhance Access to the River

## 1.2 Enhance Public Access to the Riverfront

The St. Johns River is an iconic element within the District and is the most recognizable feature of the City. The Southeast Planning District has almost 150,000 linear feet of frontage on the River—that's about 28 miles. The vast majority of the frontage is privately owned and is inaccessible to the general public with only five direct access points to the river from existing parks and conservation land. Coupled with comparatively few tidal creeks and roadway crossings, the river is also inaccessible visually. Therefore, protecting existing access and making the most of these assets is imperative. The illustration to the right provides an example of relatively simple improvements to existing access that can vastly improve the riverfront experience.

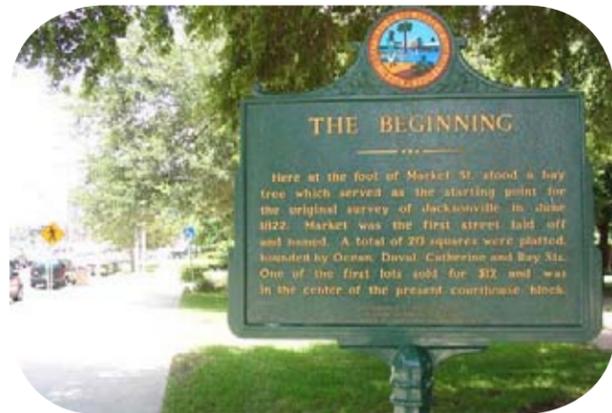
In addition to protecting existing access points through zoning and land use, the City should create a goal for new access points and evaluate potential incentives to promote public access through voluntary conservation or access easements on commercial properties and marina sites. Over time, the City can increase the amount of public access to the River through creative approaches to incentives and through additional land purchases of waterfront property. A detailed approach to providing this physical access is described in sub-principle 5.3: Protect and Provide Public Access to Conservation Areas and Natural Resources.



Photo: Riverfront Park in San Marco



Illustration: Example of potential improvements to Riverfront Park



Aside from physical access, visual access to and general awareness of the River is critical to the District's sense of place. This is because the River has had such a profound impact on the history of the City and greatly influences how the City and the Southeast District is perceived. It should equally influence how the City is experienced. Part of this experience is the River's visual beauty and the opportunities for breaks in the urbanized landscape that its creeks provide. All too often, the infrastructure of a city is treated with little regard to aesthetics and pedestrian access, yet simple measures can be incorporated to lend to a sense of place. Elements such as gateway markers and roadway signage, pedestrian amenities, landscape treatment and enhancing the aesthetic quality of bridge design can provide a memorable feature in the District and enhance awareness of the river.

**Action Items for Sub-Principle 1.2:**

1. Identify and implement improvements for existing river access points.
2. Provide aesthetic improvements to existing and future public infrastructure.
3. Create land use classifications and zoning codes that identify and protect existing and future public access points and existing marinas.
4. Protect current and future marina sites and public waterfront parks through the use of restrictive easements.



Photo: Existing bridge at Goodby's Creek

Photos: Examples of infrastructure elements that can enhance the District's sense of place.

# 7 Guiding Principle Two

## SOUTHEAST

### 2.0 PROMOTE MIXED-USE/MIXED-INCOME REDEVELOPMENT AND INFILL

Population growth and diminishing land supply presents a growth management issue for the Southeast. One way the community can address this issue is by planning for redevelopment on underutilized and overlooked properties, especially along the major commercial corridors and nodes. Redevelopment and infill describe development on lands which are already served by existing infrastructure—water, sewer, electricity, etc. This type of development occurs on vacant or remnant lands passed over by previous development (infill), or on underutilized lands through replacement, remodeling, or reuse of existing structures (redevelopment). A key benefit to this type of development is that it doesn't require the tremendous public and private investment in new infrastructure typically associated with development in outlying undeveloped areas (urban sprawl). Further, redeveloping these sites with a mix of uses and greater density will increase the District's capacity for growth while promoting a more livable community. It will help to protect existing neighborhoods and their character by directing growth toward more appropriate locations. It will also provide an opportunity for establishing new and more unique character along arterial corridors and within blighted and declining areas. Redevelopment and infill are basic components of sustainable land development and can help promote:

- Creation of a range of housing opportunities and choices.
- Creation of walkable neighborhoods and communities.
- Creation of distinctive and attractive communities with a strong sense of place.
- Mixed land uses.
- Variety of transportation choices.
- Protection of open space, farmland, natural beauty, and critical environment areas.

This principle recognizes the link between sustainable land development in terms of mixed-use and mixed-income redevelopment and infill, both of which are fundamentally connected to the creation of compact development, greater residential density and a range of housing choices. But it is not enough to say that the Southeast will benefit from redevelopment and infill. Where should it take place and how can we ensure compatibility with existing neighborhoods? As presented in this principle, this is largely determined by the existing transportation network which defines existing patterns of movement and development within the District. The principle describes how new development should be woven into the existing district fabric to ensure compatibility with existing neighborhoods and how it should influence the larger development pattern.

“We recycle glass, paper and aluminum cans, but as a nation, we don't fully recycle our land. This pattern of throwing away our land must change if we are to create more livable communities.”

— Paul Helmke, Mayor of Fort Wayne

“Ironically, many communities pursuing these goals often inadvertently impede their achievement by opposing a feature key to smart growth and to the success of so many great places: density.”

—Santa Fe Depot Specific, Plan Update

**Quantifying the Benefits of Density**

Redevelopment and infill are fundamental to provide a sufficient density of population to support a good mix of uses, homes, jobs, transportation choice and services within a more compact development pattern. Given that mixed-use and mixed-income development is directly related to residential density, a good question to ask is “what is density and what are its benefits?”

Density or intensity describes the amount of development on a given parcel. Density is generally defined as the amount of residential development permitted on a given parcel of land, typically measured in dwelling units per acre. The larger the number of units per acre, the higher the density; the fewer units, the lower the density. When you account for all the land in the Southeast District, the average density is approximately 2.2 people/acre. Assuming an average household size of 2.5 people, this translates to an average housing density of less than 1 unit/acre. Obviously, this is only an average and the density varies throughout the District from neighborhood to neighborhood. Typical single family neighborhoods in the District (eg. San Marco, San Jose and Tiger Hole) have densities of 4 to 7 units/acre, while neighborhoods like Mandarin and parts of Deerwood have densities as low as .25 to 2 units/acre. In comparison, a “compact” single family neighborhood might have 10 units/acre or more.

Density has a significant economic benefit to cities and neighborhoods. It supports efficiencies in infrastructure and services by reducing the total area which needs to be served. According to the Urban Land Institute, there is a cost savings of 88% per unit cost of utilities, schools, and streets for 30 units/acre versus 1 unit/4 acres. It also provides economic savings associated with protecting the environment. Natural resource consumption, like oil, trees, and energy is lower in high density areas, as is overall waste production. Travel time in dense developments is reduced because there is less distance to drive, an advantage which translates into opportunities for viable transit and more walking. In fact, people who live in more densely populated areas are healthier than their suburban counterparts because they live a more active lifestyle and spend fewer hours driving and more walking. Together, redevelopment and infill and the associated density help create a more sustainable community.

Typical Development Types	Structure Type	Density Example	Comparable Jacksonville Land Use
Large Lot Suburban	Single Family	1 Unit/10 Acres	RR - Rural Residential (1-2 Units/Acre)
Suburban	Single Family	2 - 10 Units/Acre	LDR - Low Density Residential (Maximum 7 Units/Acre)
Traditional Neighborhood	Compact Single Family	10 - 20 Units/Acre	MDR - Medium Density Residential (Maximum 20 Units/Acre)
	Multi-Family w/Single Family Appearance	12 - 22 Units/Acre	
	Rowhousing	15 - 40 Units/Acre	
Medium Density	Multi-family Walk-up and Apartments	20 - 50 Units/Acre	HDR - High Density Residential (Maximum 60 Units/Acre)
High Density	Multi-Family Apartment w/Elevator	50+ Units/Acre	

Table: The table above illustrates typical residential development types and their associated density. The far right column provides a comparison of the development types with Jacksonville’s current residential land use categories.

# What does increased density and intensity mean in the Southeast?

It doesn't mean this...



Photo: New York City, NY



Photo: Miami, FL

It means this...in appropriate locations



Photo: Jacksonville, FL (Tapestry Park)



Photo: Winter Park, FL



Photo: Savannah, GA



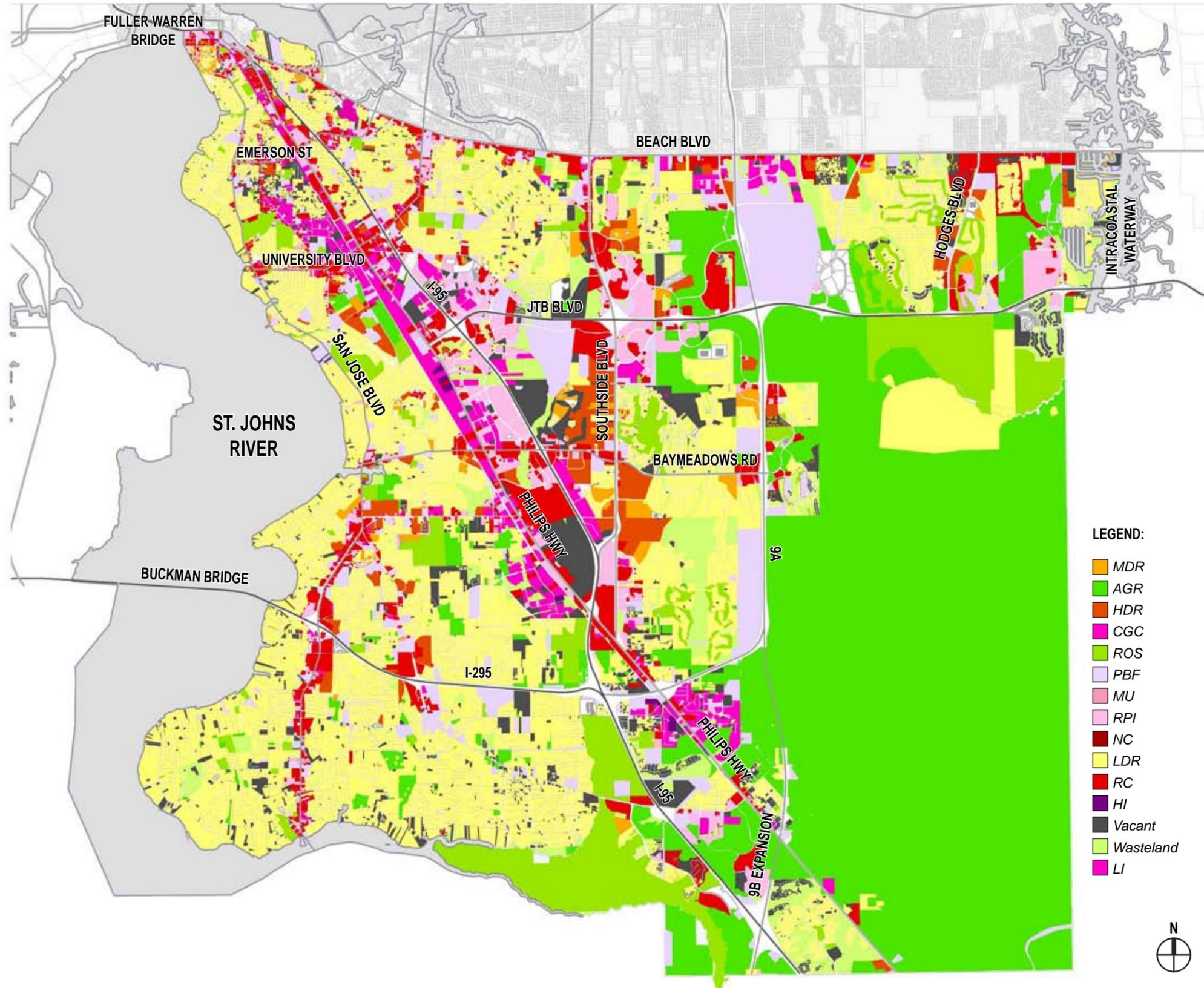
Photo: Jacksonville, FL (Riverside)



Photo: Gainesville, FL



Photo: Arlington, VA



- LEGEND:**
- MDR
  - AGR
  - HDR
  - CGC
  - ROS
  - PBF
  - MU
  - RPI
  - NC
  - LDR
  - RC
  - HI
  - Vacant
  - Wasteland
  - LI



## 2.1 Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment In Stable and Declining Areas and Create a Range Of Housing Opportunities and Choices, Where Appropriate.

Density is supported by a mix of diverse uses. Sustainable development balances a range of uses which meet the everyday needs of the community. When these uses are co-located in one building or on one site they are categorized as mixed-use and are often promoted because they serve a variety of needs efficiently. Mixed-use projects are often more intense and, as a consequence, help to conserve land by using less of it. Mixed-uses support economic diversity and social interaction by co-locating different uses with synergistic value. The foundation of mixed-use development is the residential component because the associated population, in essence, provides stable percentage of patronage for all the other development components—retail, entertainment, recreation and even office. For example, an apartment building with ground floor retail which caters to the residents, like a small market, restaurant or coffee shop, is providing a much needed service to residents and the surrounding neighborhood. In turn, the residents provide a valuable customer base for the business. Creating a range of housing further supports this relationship by helping to create diverse neighborhoods which meet the needs of a true cross section of people. Some of the more interesting and convenient places to live or visit have these mix of uses. The antithesis of mixed-uses is segregated single land uses. Segregated land uses are one of the four contributing factors to suburban sprawl according to *Measuring Sprawl and its Impacts* (Smart Growth America 2002). When uses are separated, car travel increases and walkability decreases, promoting a less sustainable development pattern.

Diagram: The diagram to the left illustrates the existing land utilization of the District. Most of the District's land is dedicated to single-family residential with very little mixed-use development. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

“Existing neighborhoods must be protected and the community needs to have confidence that new growth will enhance their quality of life—not detract from it.”

**What Are the Opportunities for Redevelopment and Infill in the Southeast?**

For the Southeast, perhaps the greatest question is “where should infill and the resulting increase in intensity occur?” Without careful planning as to where more intense development should occur, this principle is no more than an abstract idea with little use to the City or its residents. Existing neighborhoods must be protected and the community needs to have confidence that new growth will enhance their quality of life—not detract from it. Density and mixed uses are most sustainable when they are developed in locations which maximize adjacencies to existing land uses, have the greatest opportunity for connectivity, and reuse vacant or underutilized land in developed areas. This generally includes infill sites on major corridors and nodes, redevelopment and adaptive reuse, and at underdeveloped existing nodes.

The development pattern in the Southeast has historically supported single uses rather than mixed-uses. After all, the majority of the District was developed based on the automobile as the sole means of transportation, following a typical suburban pattern that is becoming increasingly less efficient and less sustainable. But, over time, this pattern can be modified through infill redevelopment and possesses opportunities for the integration of mixed-uses and a range of housing choices. In order to identify the opportunities, it is helpful to understand the existing patterns.

**Existing Commercial Uses**

The diagram to the right illustrates the overall commercial pattern in the District which clearly follows arterial corridors and major roadway intersections—the primary means of transportation in the Southeast. Commercial development has evolved over time from more defined neighborhood oriented districts in San Marco, to convenience strip centers and regional malls, to lifestyle centers which are shopping centers that replicate some successful characteristics of traditional shopping districts.

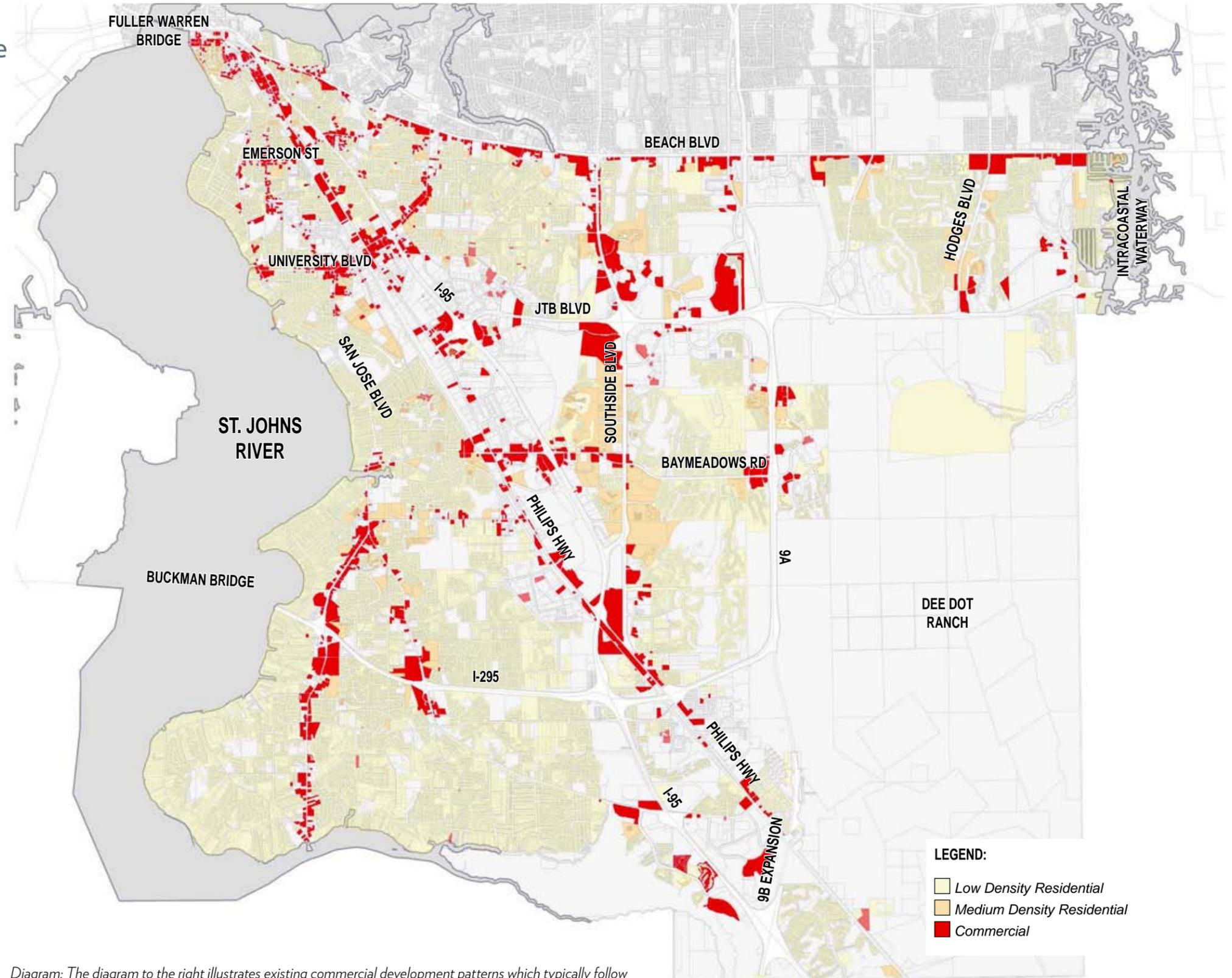


Diagram: The diagram to the right illustrates existing commercial development patterns which typically follow major transportation corridors. (Source: Zyscovich Architects, 2009 using JPDD GIS Database)

# Existing Development Typologies



*Photos: Commercial Typology- Traditional (San Marco)*

*Photos: Commercial Typology- Shopping Mall (The Avenues Mall)*

*Photos: Commercial Typology- Strip Mall (San Jose Commercial Center)*

*Photos: Commercial Typology- Hybrid (St. Johns Town Center)*



The photographs on the previous page illustrate these different types of commercial development in the Southeast. The urban texture of San Marco is typical of an older or traditional neighborhood oriented commercial district. It is designed to encourage a walkable environment in close proximity to residential and with easy connections to adjacent neighborhoods. It is one of the most successful examples of a mixed-use neighborhood in the entire City and one that exemplifies the desired characteristics of charrette participants and the Steering Committee.

On the other hand, the Avenues shopping mall, or practically any regional shopping mall for that matter, is essentially an internalized commercial use that is highly auto-oriented and discourages walkability and connectivity to its surroundings. The mall does not promote active uses on its periphery because its exterior layout is designed to accommodate parking and car circulation, not pedestrian circulation. Similarly, the San Jose strip commercial center does not encourage walkability because it too is designed primarily for car circulation and access. Both types employ car-centric designs out of necessity because the developments are designed to “cast a wider net” and capture a regional base of customers. Because of the great amount of land devoted to surface parking, these typologies represent the greatest opportunity for infill redevelopment.



Photos: Suburban Office Typology (Blue Cross Blue Shield)

“Compact and diverse development is a more sustainable alternative. New development should be introduced into the existing context that incorporates a mix of uses including residential, commercial and office uses.”

Because of these issues, and a demand from the community to provide development with a greater sense of place, mall and strip commercial typologies are becoming obsolete. The development community is beginning to provide an alternative in response to market demand for a higher quality approach. The St. Johns Town Center is a hybrid approach to retail that incorporates characteristics of all of the previously described typologies. This relatively new typology, marketed as a “lifestyle center”, is organized around a centralized “main street” intended to recreate the feeling of a traditional neighborhood commercial district. Essentially, this popular prototype is a modified shopping mall without a roof, but provides many characteristics that create a greater sense of place. Unfortunately, it still employs the strip commercial typology and relies on a vast amount of surface parking with auto oriented access and circulation. It lacks meaningful connectivity with the adjacent parcels and surrounding uses. Improvements might include additional infill development, higher densities, and pedestrian and vehicular connections to adjacent properties.

#### Office

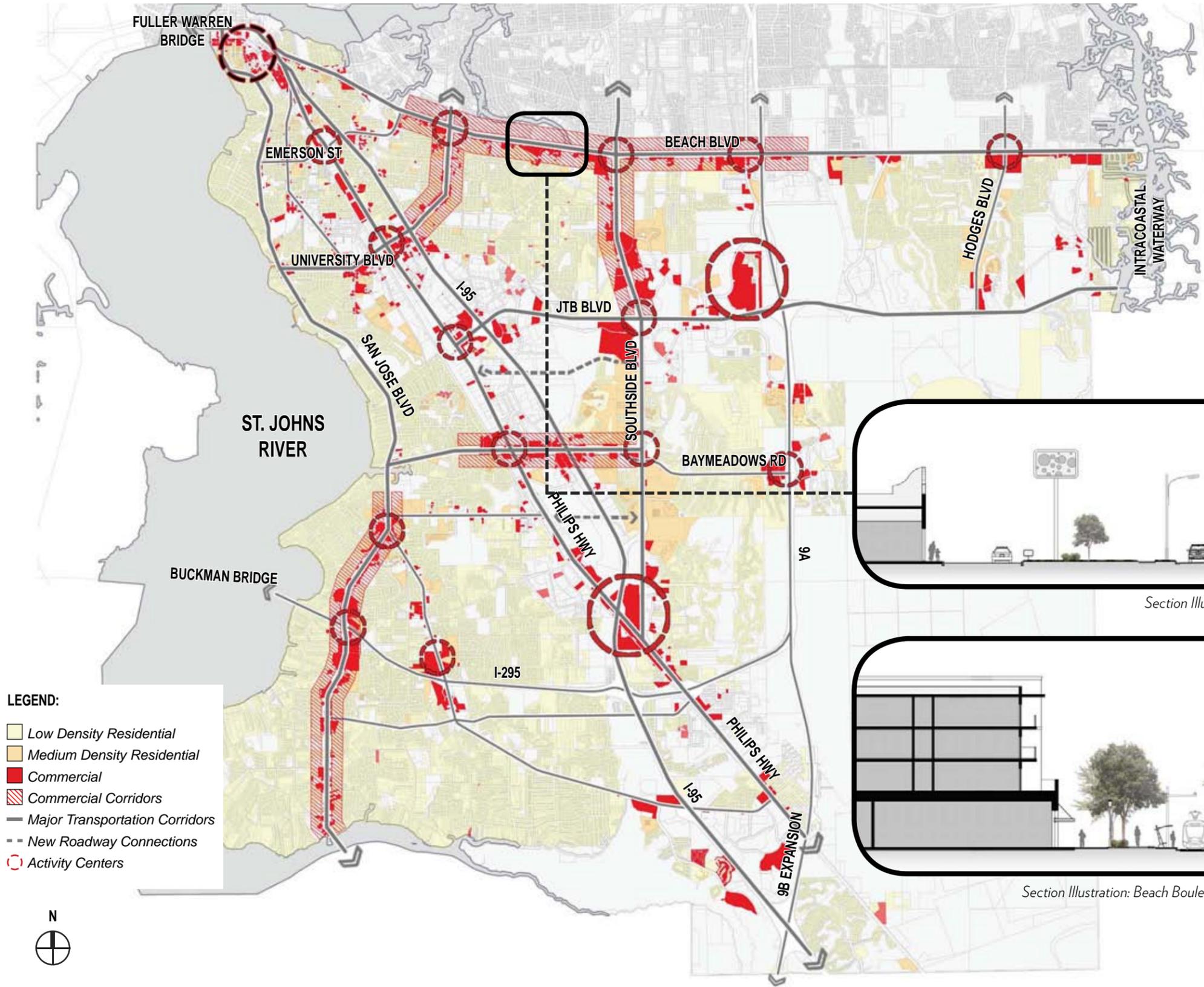
Major office development in the District has followed a pattern similar to that of regional malls and strip commercial—isolated single use development supported by a vast amount of surface parking. The Southeast has a relatively strong office presence clustered along the JT Butler Boulevard and Philips Highway corridors; however, most of these examples are in office parks

and are surrounded by similar uses. Like the commercial examples described above, this single use prototype limits walkability and promotes traffic congestion which charrette participants and the Steering Committee agree is negatively affecting their quality of life.

The sum of these existing typologies has shaped the overall suburban development pattern which dominates much of the Southeast’s landscape. Because of its focus on automobile circulation, this pattern has contributed to overall traffic congestion, reduced walkability and connectivity, and in the end impacts the District’s sense of place and quality of life. Compact and diverse development is a sustainable alternative to this pattern. New development should be introduced into the existing context that incorporates a mix of uses including residential, commercial and office uses. These uses can be integrated vertically within single buildings or horizontally, following a more compact and traditional shopping district model such as San Marco. This new pattern would promote compatibility with existing residential neighborhoods and a more sustainable overall development pattern.

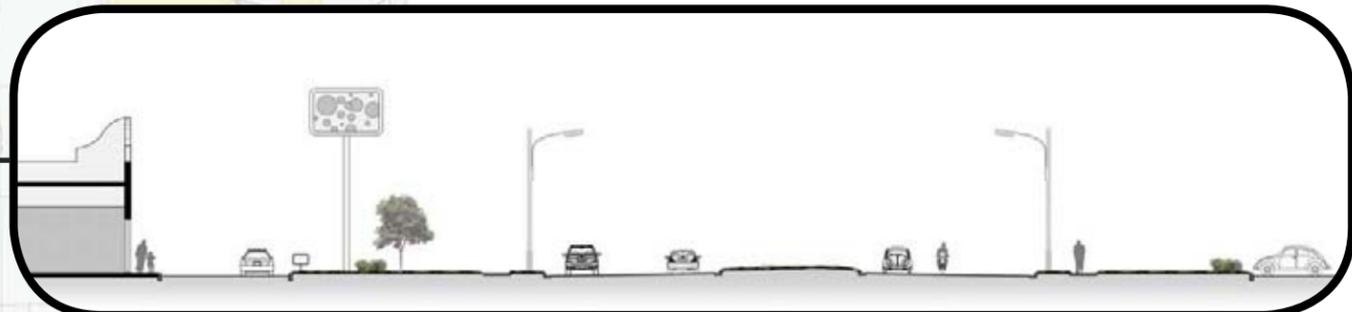
#### Action Item for Sub-Principle 2.1:

Provide land use regulations that promote compatible mixed-use development, infill and redevelopment in stable and declining areas and create a range of housing opportunities and choices, where appropriate.

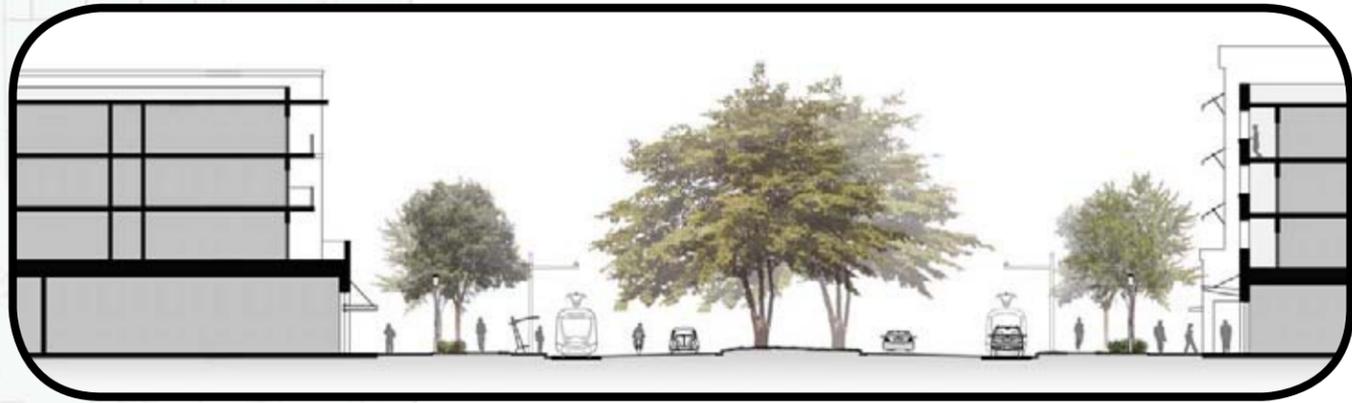


**2.2 Encourage redevelopment along arterials with higher densities and intensities that limit impacts on failing roadways.**

Infill in the Southeast should be oriented towards existing and underutilized transportation corridors and existing and emerging nodes/activity centers. Emerging nodes are areas of development which are already functioning as activity hubs, but can be intensified with more and varied development. These areas should be prioritized for compact mixed-use development because they offer a high level of transportation



Section Illustration: Beach Boulevard existing condition (Source: Zyscovich Architects, 2009)



Section Illustration: Beach Boulevard potential redevelopment improvements (Source: Zyscovich Architects, 2009)

Diagram: The diagram to the left illustrates corridor areas which could support infill mixed-use development. (Source: Zyscovich Architects, 2009 using JPDD GIS Database)

connectivity, have the greatest potential to create synergies with adjacent parcels, and greater land capacity. They also offer the best opportunity to buffer this new type of development from existing neighborhoods.

As an example, Beach Boulevard is underdeveloped as a commercial corridor. The images below and to the right illustrate how the corridor could accommodate more intense development and a more efficient solution to developing land as a diminishing resource. They also illustrate an improved street section with transit, pedestrian and bicycle amenities. Other similar corridor opportunities include portions of University, Southside and San Jose Boulevards, as well as Baymeadows Road. Philips Highway offers perhaps the greatest opportunity and is discussed in detail under sub-principle 2.2.3.



Photo: Beach Boulevard existing condition

Illustration: The image above further illustrates redevelopment and infill along a corridor such as Beach Boulevard. (Source: Zyscovich Architects, 2009)



The intersection of Emerson Street and Philips Highway is an example of an emerging node which could support more intense development. The image to the left illustrates how development, when coupled with streetscape and pedestrian amenities, can begin to frame the street and provide a sense of enclosure with enhanced activities and pedestrian connections. This important node is further discussed and illustrated on pages 36 and 37. Land use and zoning around these nodes should be modified to promote and support this type of redevelopment.



Photo: Existing condition looking east on Emerson Street

Illustration: The image above illustrates redevelopment and infill at the intersection of Emerson Street with Philips Highway. This important node is further illustrated on Pages 36 and 37. (Source: Zyscovich Architects, 2009)

**2.2.1 Encourage the reuse of existing structures by providing incentives.**

Redevelopment also includes redeveloping existing structures for new uses, typically known as “adaptive reuse”. One of the standards for the US Green Building Council’s Leadership through Energy Efficient Design (LEED) is to reuse structures by adapting them for new uses. This reduces waste and preserves important or outstanding structures. For example, the old South Jacksonville Grammar School has been converted to loft apartments, called Lofts San Marco. Similar projects are being developed across the country. The Southeast has an opportunity to identify potential structures, especially along new and emerging nodes and corridors. The City should identify these opportunities and develop financial incentives to encourage redevelopment in these structures.

**2.2.2 Encourage redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives.**

Blighted and declining areas typically have a higher inventory of vacant and underutilized land and are good candidates for infill redevelopment. Land is less expensive and already served by infrastructure. In addition, redevelopment in these areas is a fundamental tool for revitalization and neighborhood improvement. Redeveloping the sites on major corridors and emerging nodes would help improve blighted and declining areas in conjunction with mixed use development initiatives. Much of Philips Highway, as discussed on the following pages, could be characterized as blighted, as suggested in the City’s *US 1 Corridor Study* (Asset Property Disposition, Inc. 2001). The City should evaluate these opportunities and potential incentives to jump-start redevelopment.

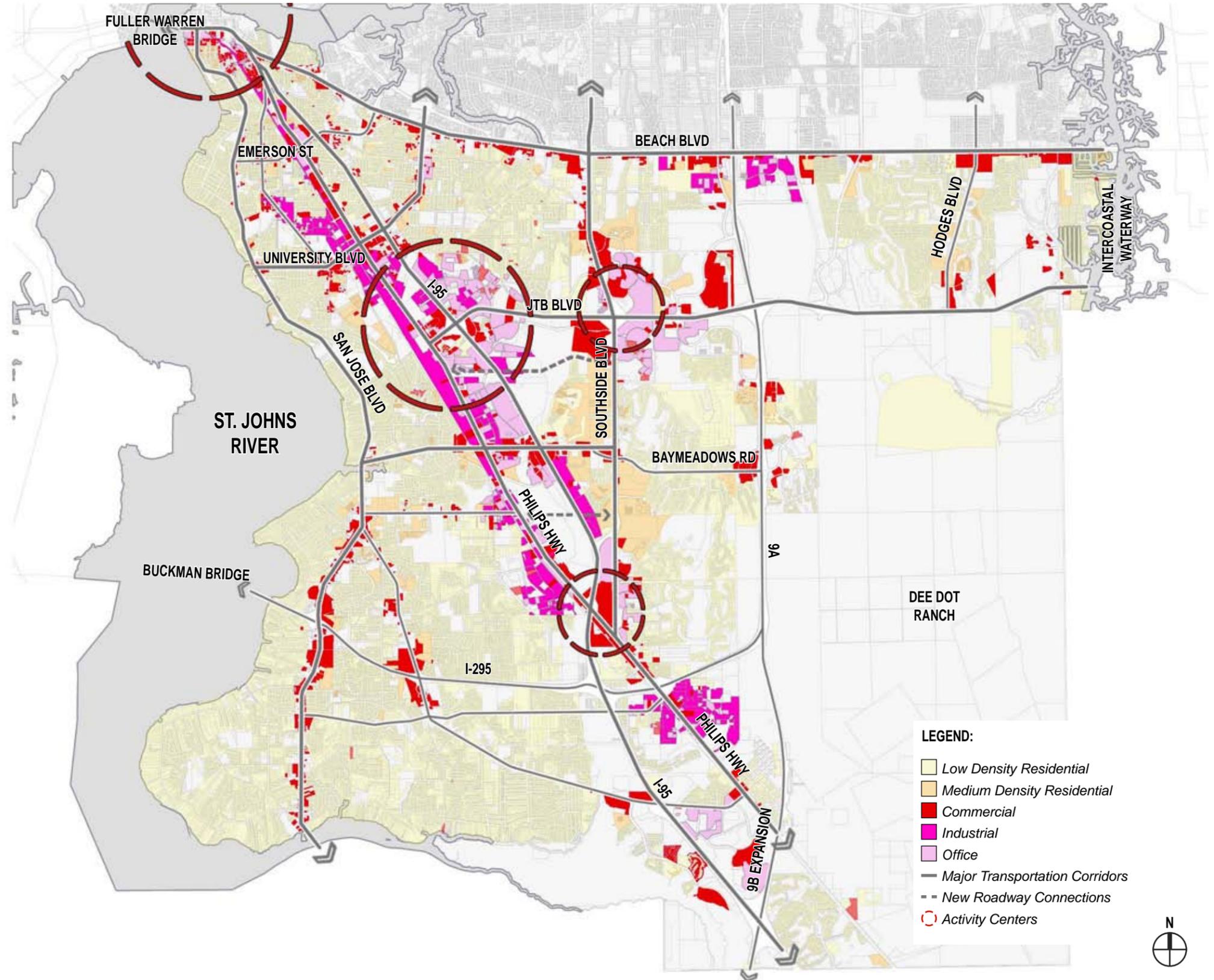


Diagram: The diagram to the right illustrates existing industrial and office uses and important economic activity centers. (Source: Zyscovich Architects, 2009 using JPDD GIS Database)

# Protect Neighborhoods



Photo: Philips Highway-I-95 corridor



Photo: Rosslyn-Ballston corridor Arlington, VA

### 2.2.3 Protect neighborhoods from potential negative impacts of development, redevelopment and or public projects that are inconsistent with the neighborhood's livability, architectural or historical character.

One way to ensure that new development is compatible with existing neighborhoods and to reduce the potential negative impacts of development is to begin to shape the development pattern in a more effective way. By intensifying development along major corridors and nodes, and reducing development intensity out as it approaches lower density neighborhoods, the Southeast can create a more sustainable land use pattern which ensures compatibility through a series of transitional zones.

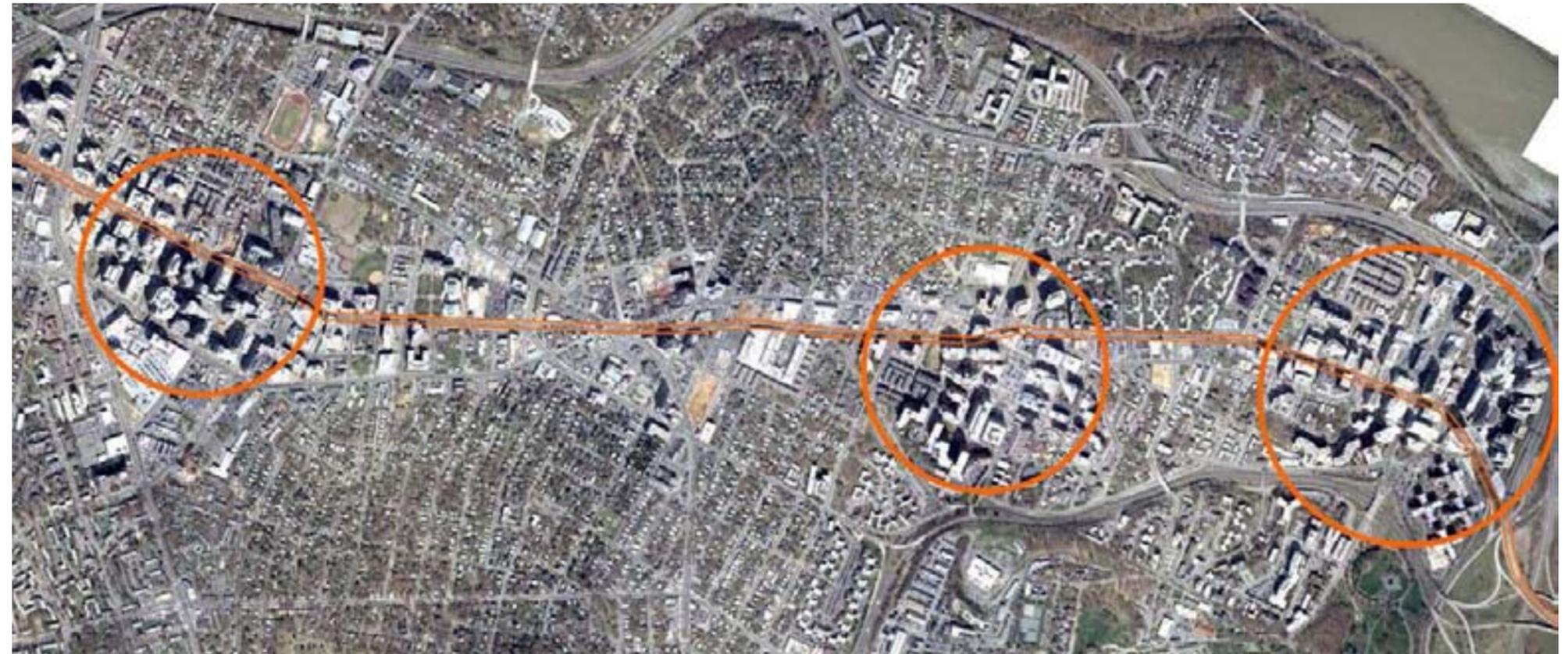
The Philips Highway/I-95 corridor presents the greatest opportunity for intensified development in the Southeast and for providing an outlet for future growth with minimal impact to existing neighborhoods. This major corridor is the focus of future JTA transit projects which creates opportunities for Transit Oriented Development (TOD). Additionally, redevelopment of the corridor will help diminish the existing blight and the physical barriers described in sub-principle 3.1. A good example of this type of corridor development, and one which shares physical similarities with Philips Highway, is the Rosslyn-Ballston corridor in Arlington, VA.

*Photos: The photos to the left provide a comparison of the Rosslyn-Ballston Corridor and the Philips Highway/I-95 Corridor. Both corridors lead to each respective city's downtown and the geographic similarities are striking. Although the Rosslyn-Ballston Corridor is more intense than what is contemplated in the Southeast, it is an excellent pattern to emulate.*

# A Vision for Philips Highway

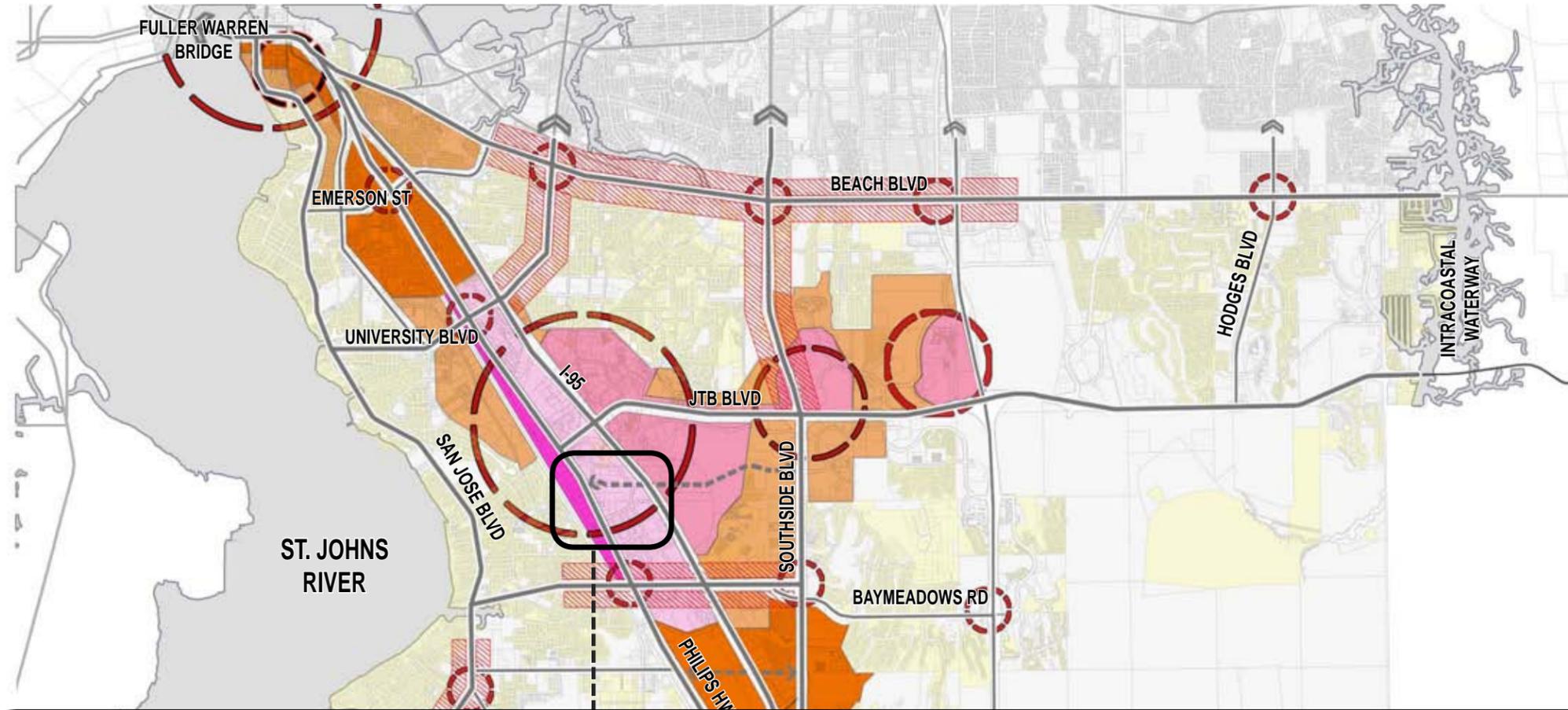
## Rosslyn-Ballston Corridor

The images to the right illustrate the Rosslyn-Ballston corridor in Arlington, VA. This corridor is a standard for sustainable land use planning and Smart Growth development because it concentrates development along a transportation artery with more intense areas of development at important intersections that include transit stations. Development intensity (height, floor area, etc.) is focused towards the roadway and transitions down towards adjacent single family residential neighborhoods. As illustrated on the previous page, the corridor bears a striking geographic resemblance to Philips Highway and provides an existing example of what the corridor could become in the future. Philips Highway's economic and activity centers, future transit, and sufficient land depth has the potential to create a compatible transition to adjacent neighborhoods while achieving growth.



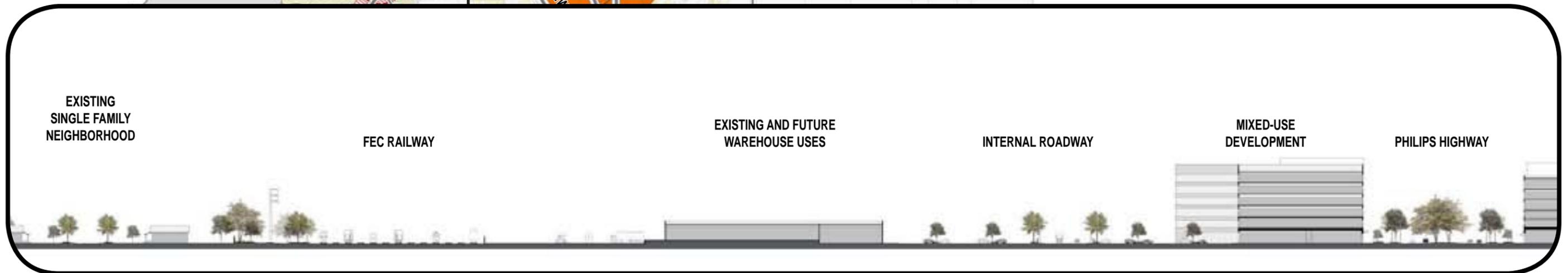
*Photos: The photos to the right illustrate the Rosslyn-Ballston Corridor in Arlington, VA. The corridor was redeveloped along a mass-transit line with relatively intense nodes oriented towards transit stations. The corridor is highly successful because the redevelopment and addition of density was accomplished with little impact to neighboring single-family neighborhoods.*





**Creating a Gradation of Uses and Intensity**  
 The illustration below shows how redevelopment along the corridor can create a transition of uses to ensure compatibility with existing residential neighborhoods. In order to accomplish this, high intensity mixed-use development should be focused along the highway's edge and should transition towards residential neighborhoods with less intense office or light warehouse uses. In places where sufficient property depth exists, this transition could include an internal roadway to provide access to the uses and remove this traffic load from the highway. It would also help alleviate the need for a multitude of curb cuts that contribute to congestion on the highway. This focused mix of uses can create synergies with future transit, promote connectivity among and protect existing character of adjacent uses.

*Illustration: The section illustration below shows how uses along the corridor may be organized to support density and economic development while protecting existing neighborhoods. (Source: Zyscovich Architects, 2009)*



*Diagram: The diagram to the left illustrates how uses along the corridor may be organized to support density and economic development while protecting existing neighborhoods. (Source: Zyscovich Architects, 2009)*

As depicted in the image to the right, the lower scale warehouse uses and the railroad right of way serve to buffer this more intense development from adjacent neighborhoods. This overall configuration would protect existing neighborhoods from encroachment, enable internal connections among different uses, and reinforce the existing industrial uses and railroad infrastructure.



Photo: Existing Condition

Illustration: The illustration to the right shows how the JT Butler/I-95/Philips Highway activity node may be redeveloped with more compact and higher density development. (Source: Zyscovich Architects, 2009)



# Philips Highway/JTB



The photos to the left illustrate the existing condition at the intersection of the JT Butler and Philips highway—very little development, no pedestrian amenities, no landscaping, etc. This is the type of condition that charrette participants were describing when stating that the District lacked a sense of place. On the other hand, the image on the following page provides an illustration of what the corridor and its various nodes could become and how a sense of place can be achieved and relatively intense mixed-use development can be accomplished while maintaining a low-scale environment. Aside from the development itself, the illustration emphasizes the pedestrian realm which is critical given the high-traffic character of the corridor. To create a pleasing and safe environment sidewalks need to provide effective buffers for pedestrians from traffic with sufficient width, pedestrian amenities and landscaping.

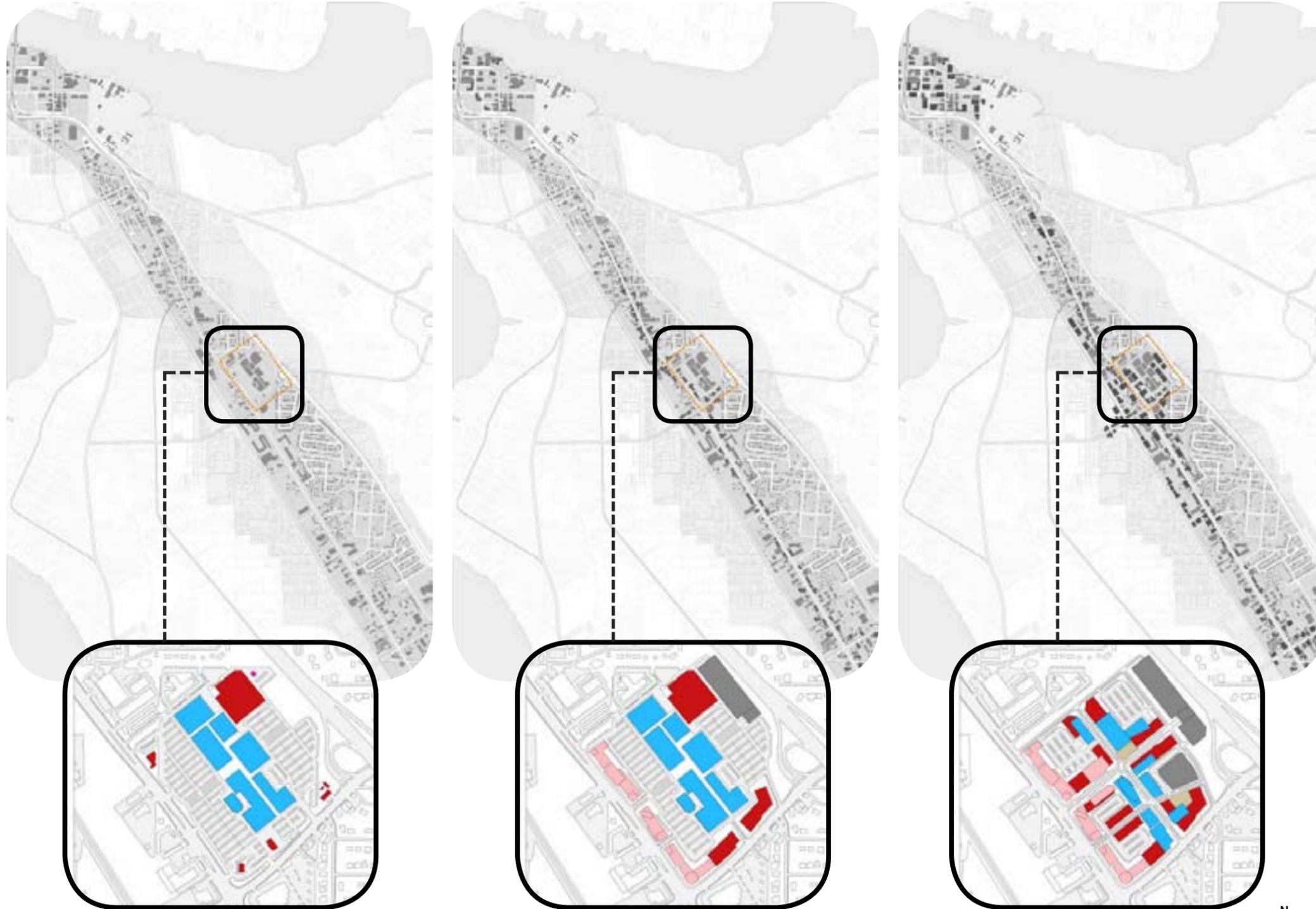


*Photos: Existing conditions of the JT Butler/I-95/Philips Highway intersection area.*



Illustration: The image above illustrates a vision for the future redevelopment of the JT Butler/I-95/Philips Highway activity node. (Source: Zyscovich Architects, 2009)

# Philips Highway/Emerson



Diagrams: Existing condition (Source: Zyscovich Architects, 2009)

Diagrams: Initial phases - outparcel redevelopment (Source: Zyscovich Architects, 2009)

Diagrams: Final phases showing complete redevelopment (Source: Zyscovich Architects, 2009)

## Other Opportunities and Challenges

Promoting redevelopment and density along existing corridors engenders challenges for identifying appropriate sites. Starting the redevelopment process can be a challenge. The first step is identifying which sites or locations have the most potential to support the development. Typically, it is much easier to create more intense development on large parcels of land than small because there is no need to assemble land. Successful redevelopment on larger sites can also stimulate further redevelopment in surrounding areas and on smaller sites. For this reason, developments such as this are often called “catalyst” projects.

The example to the left illustrates the redevelopment potential for a large parcel located at the northeast corner of the intersection of Emerson Street and Philips Highway. This parcel is significant enough in size to stimulate redevelopment in the corridor. The images depict a phased approach which could begin with high-intensity mixed-use development on the “outparcels” or edges of the existing parcel while retaining the existing use and the majority of surface parking. Subsequent phases could then redevelop the interior of the site to achieve the overall desired development.

### LEGEND:

- Office
- Commercial
- Mixed-Use
- Parking Garages



Diagrams: The diagrams to above left illustrate how the corridor may accommodate infill development over time. The diagrams below left illustrate how a large parcel may be redeveloped in phases. The potential final build-out is illustrated on the following page. (Source: Zyscovich Architects, 2009)



Illustration: The image above illustrates the potential redevelopment of a large parcel of land at the intersection of Philips Highway and Emerson Street. The development could support a wide range of uses, including office, retail and residential and could provide a gridded network of internal streets to better connect to the surroundings. (Source: Zyscovich Architects, 2009)



Photo: Existing condition

# Tools to Promote Redevelopment and Infill

To initiate the redevelopment and infill process, the City should target large parcels for initial development and analyze mechanisms for implementation, such as public-private partnerships. The City may also use their Economic Development Commission (JEDC) to prioritize these parcels for purchase or purchase assistance. The City may also want to consider establishing a Community Redevelopment Agency (CRA) or a Community Development District (CDD) as a financing mechanism. Additional grants should be sought to fill in any financing gaps. Whatever the mechanism, the final development should be a combined effort of both the public and private sector. The City should identify an internal resource to manage this process from land assembly to soliciting developers through competitive bids, and overseeing the project's construction.

When dealing with smaller parcels, one viable option to redevelop in the Southeast with higher density is to incentivize the assembly of contiguous parcels of land. There are also opportunities to promote more infill development on the smaller scattered sites through land development regulations.

## Incentives for Land Assembly

Because land assembly with multiple small owners can be difficult—not everyone may desire to participate in land sale—the City needs to develop some creative strategies. Donald Shoup, a professor of urban planning at University of California, Los Angeles, has identified “graduated density zoning” as a strategy which promotes land assembly by incrementally making larger sites more valuable, and therefore, incentivizing property owners to sell their land voluntarily. This incentive relies on a formula to determine the minimum land size to trigger higher density and stimulate spontaneous land assembly. In this scenario, a small site's value is significantly increased when it is combined with other properties. The formula can either use a “sliding scale of density,” one which increases proportionally to the size of the land, or an “abrupt scale of density” in which allowable density changes once a minimum land size is achieved. The abrupt scale is a more aggressive approach because it requires a minimum acreage to qualify for the density increase compared to the sliding scale which increases density for all parcel sizes.

However, a cautionary note should be added—bigger is not always better. There are issues of scale and compatibility with adjacent areas that should be addressed through design

controls to ensure that the existing desirable characteristics of the neighborhood are enhanced and not diminished. Issues such as site organization, height, massing and articulation are critical elements for achieving a well integrated development and should be carefully studied and integrated into zoning controls.

## Other Incentives

A variety of other tools are available to incentivize land assembly and specific types of developments like affordable housing, mixed-use, office, and open space. The City can develop density bonuses to reward projects which include these specific uses or characteristics. Typically called “inclusionary”, these incentives are usually given for projects which provide a percentage of affordable or attainable housing within a market rate development. Expedited reviews and waiver or deferment of permitting fees are attractive incentives for developers because they represent a significant up-front cost savings.

## Mobility Fees

As an alternative to concurrency requirements, the Department of Community Affairs has introduced a new concept called “mobility fees”, which imposes a higher fee for those projects which generate more vehicle miles traveled. It gained consideration as a viable alternative to concurrency as

it became clear that concurrency does not offer an equitable solution to managing mobility because it manages capacity rather than the location of development. As transportation capacity is depleted in the urban areas, developers are faced with costly concurrency requirements. However, if they shift development away from the cores to the suburbs, the concurrency costs are reduced. This condition creates a disincentive to infill development. As an alternative, a mobility fee, which imposes fees for road usage, could be a more effective tool for encouraging development in urban areas.

## Action Items for Sub-Principle 2.2:

1. Amend land use and zoning to support more density and mixed-uses around targeted nodes and corridors.
2. Encourage the reuse of existing structures by providing incentives.
3. Encourage redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives.
4. Protect neighborhoods from potential negative impacts by providing a gradation of uses and intensity.
5. Target large parcels for catalyst redevelopment.
6. Establish a CRA or CDD as a mechanism to assemble and redevelop property on the Philips Highway corridor.
7. Establish mobility fees as an alternative to concurrency.

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A cautionary note should be added—bigger is not always better. There are issues of scale and compatibility with adjacent areas that should be addressed through design controls to ensure that the existing desirable characteristics of the neighborhood are enhanced and not diminished. Issues such as site organization, height, massing and articulation are critical elements for achieving a well integrated development and should be carefully studied and integrated into zoning controls.

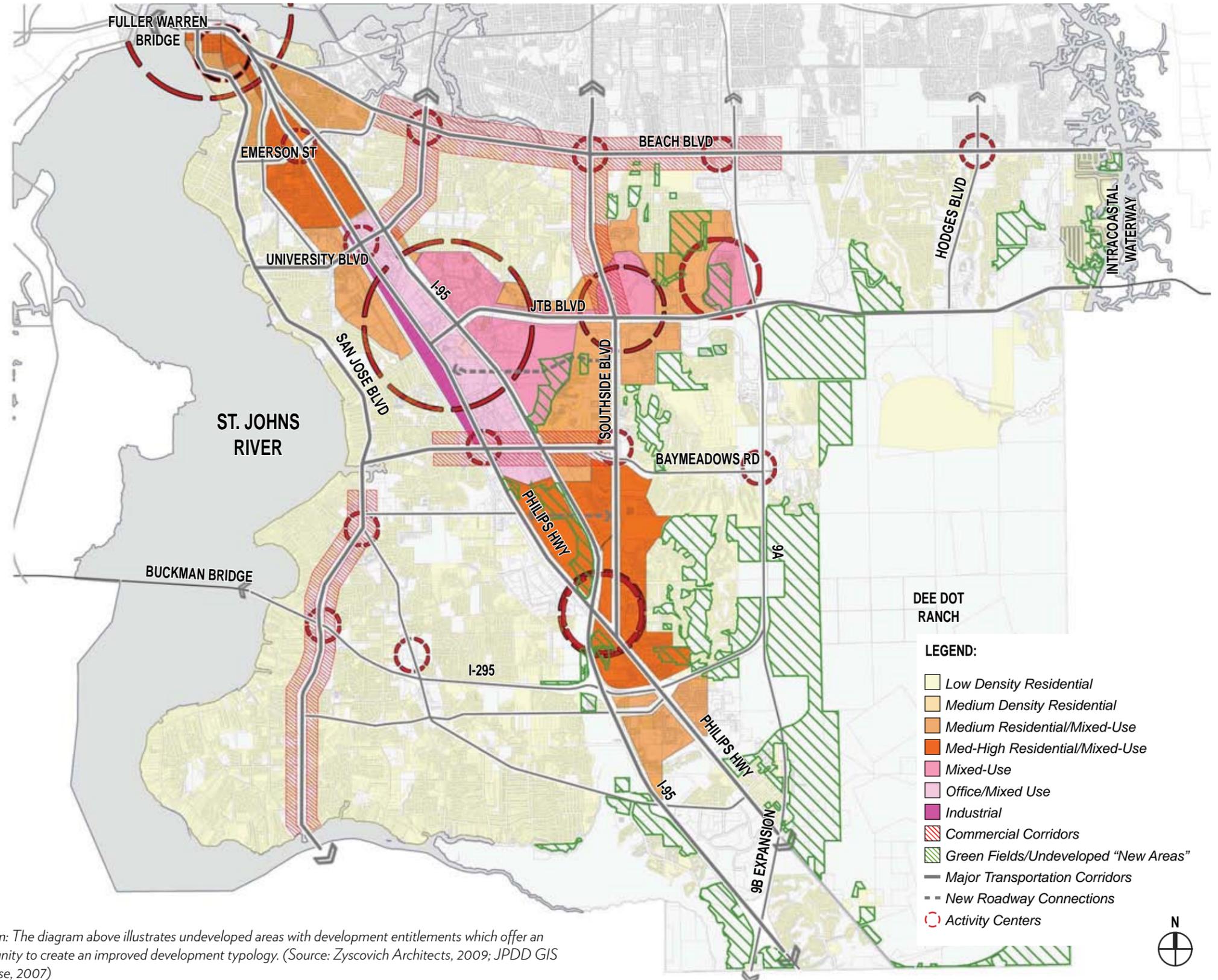
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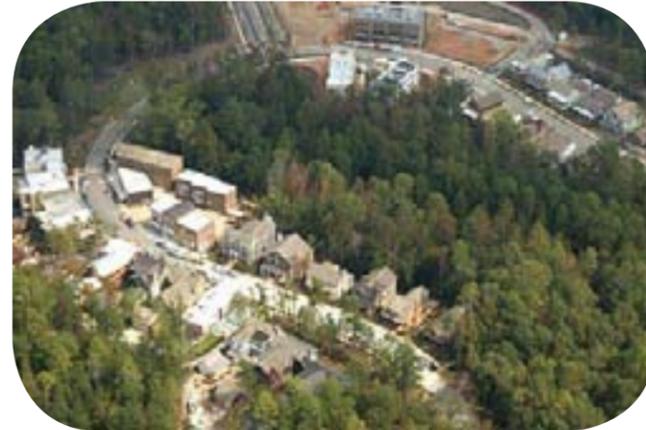
### 2.3 Provide for and promote more consistent/compact and contiguous development in new areas provided there are appropriate transitional buffers.

“New areas” is used here to describe land that already has development entitlements—meaning valuable land use and zoning entitlements are already in place—but has not yet been developed. Typically referred to as “greenfields”, these areas are represented by the green hatched areas in the diagram to the right. Development on this type of land has an opportunity to shed recent typologies and be more distinctive, compact, and interconnected. It should be designed to preserve raw land by concentrating development in a more efficient and compact way. When it is adjacent to existing development, particularly existing residential neighborhoods, it should provide transitional buffers to minimize negative impacts. This is especially true of new commercial, office and industrial development. As addressed in sub-principle 2.2.3, transitional buffers should be provided through design controls that address site organization, height and massing of new development. For example, height and massing should generally be reduced when adjacent to existing residential areas. One way to generally control this may be to prohibit new development from casting shadows on residential properties. More specific regulations such as dimensional setbacks may be developed on a neighborhood by neighborhood basis to offer further protection. Additionally, transitions such as landscape buffers and careful placement of vehicular access should be utilized to further reduce impacts.

For development that occurs within the outer limits of the District and is adjacent to sensitive lands, “clustered development” offers a good development model. Clustered development saves agriculture land, open space, wetlands, water bodies, viewsheds, forests and other natural features by clustering all buildings in one location and reserving the remaining land for conservation. Clustered development can be a more efficient and cost effective way of developing land because it reduces the amount of infrastructure needed as the developed area is more compact than typical subdivisions. Clustering also reduces walking distance to help produce more walkable neighborhoods.

Diagram: The diagram above illustrates undeveloped areas with development entitlements which offer an opportunity to create an improved development typology. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)





Typical single-family residential prototype (Source: Zyscovich Architects, 2009)

Clustered single-family residential prototype with smaller lot sizes (Source: Zyscovich Architects, 2009)

Clustered multi-family residential prototype (Source: Zyscovich Architects, 2009)

A specific example of enforcing clustered development can be found in the draft publication *Innovative Land Use Planning Techniques: A Handbook for Sustainable Development* (State of New Hampshire 2007) which introduces conservation subdivision ordinances to permanently protect the residual open space created by cluster development. Typically, the open space has historic, natural, or cultural value and its preservation provides aesthetic value to the land. It also protects important features from development and, if planned correctly, can tie into a larger network of open spaces. Conservation easements or deed restrictions can help make this land accessible to the public. More specifically, a conservation subdivision provides that a specified percentage of land be conserved. The conserved land might include wetlands or water bodies, as an example. It may also include floodplains, historic sites, scenic viewsheds, important woodlands, wildlife corridors, and recreation areas.

Utilizing an existing parcel of land in the District, the diagrams to the left illustrate three scenarios for development on “new land” and how a subdivision can be designed to maximize the preservation of land. The first illustrates a typical development typology where the majority of land is subdivided into large single family lots. The second illustrates the same number of lots, but smaller. This creates an opportunity for land preservation and the creation of open space. The third illustrates a multi-family prototype that again accommodates the same number of units but with an extremely smaller building footprint and much more open space or conservation land.

**Action Items for Sub-Principle 2.3:**

1. Develop a conservation subdivision ordinance for development on “new land”.
2. Create a plan to connect open spaces from conservation subdivisions to each other and to existing open spaces and conservation areas.

*Diagrams and Photos: The diagrams and photos above left illustrate how a typical subdivision development can be transformed to “clustered” development while maintaining entitled density and preserving natural resources. (Source: Zyscovich Architects, 2009)*

# 8 Guiding Principle Three

## SOUTHEAST

### 3.0 PROVIDE GREATER CONNECTIVITY AND A VARIETY OF TRANSPORTATION CHOICES TO ENHANCE MOBILITY

Mobility describes the quality and ease of movement for any mode of transportation—walking, bicycling, driving, or riding transit. Most residents of the Southeast are in agreement that the quality of mobility within the District needs improvement. After all, ease of movement is directly correlated with “quality of life”. Increasing mobility issues are the result of a number of factors, but can largely be attributed to the fact that the prevailing development pattern has been organized based on a single mode of transportation—the automobile. This pattern is not unique to the Southeast District. It has been the prevailing development pattern for communities across the nation since WWII. But as populations continue to grow, supporting roadway networks become more and more saturated, land becomes more and more scarce, and opportunities for new major roadways to relieve congestion dwindle. When coupled with the fact that the current development pattern requires travel among housing, the workplace, and the location of goods and services by car, the quality of service that the roadway network provides will continue to diminish. When the only viable mode of transportation fails it will greatly impact the quality of life and economic opportunity for the District’s residents and businesses.

This principle recognizes that mobility in the Southeast is impeded by connectivity issues and few transportation options. Improvements are necessary to support future growth and the desired quality of life of the District. In order to accomplish this, overall connectivity needs to be enhanced through a multifaceted approach that includes improved management of the existing roadway network; the introduction of new connecting roadways; the development of alternative modes of transit; more efficient development patterns and improved environments for cycling and walking.

“Transportation is the foundation of our entire economy and quality of life.”

—The Federal Transportation Advisory Group Vision 2050:  
An Integrated National Transportation System



Photos: Examples of transportation choices

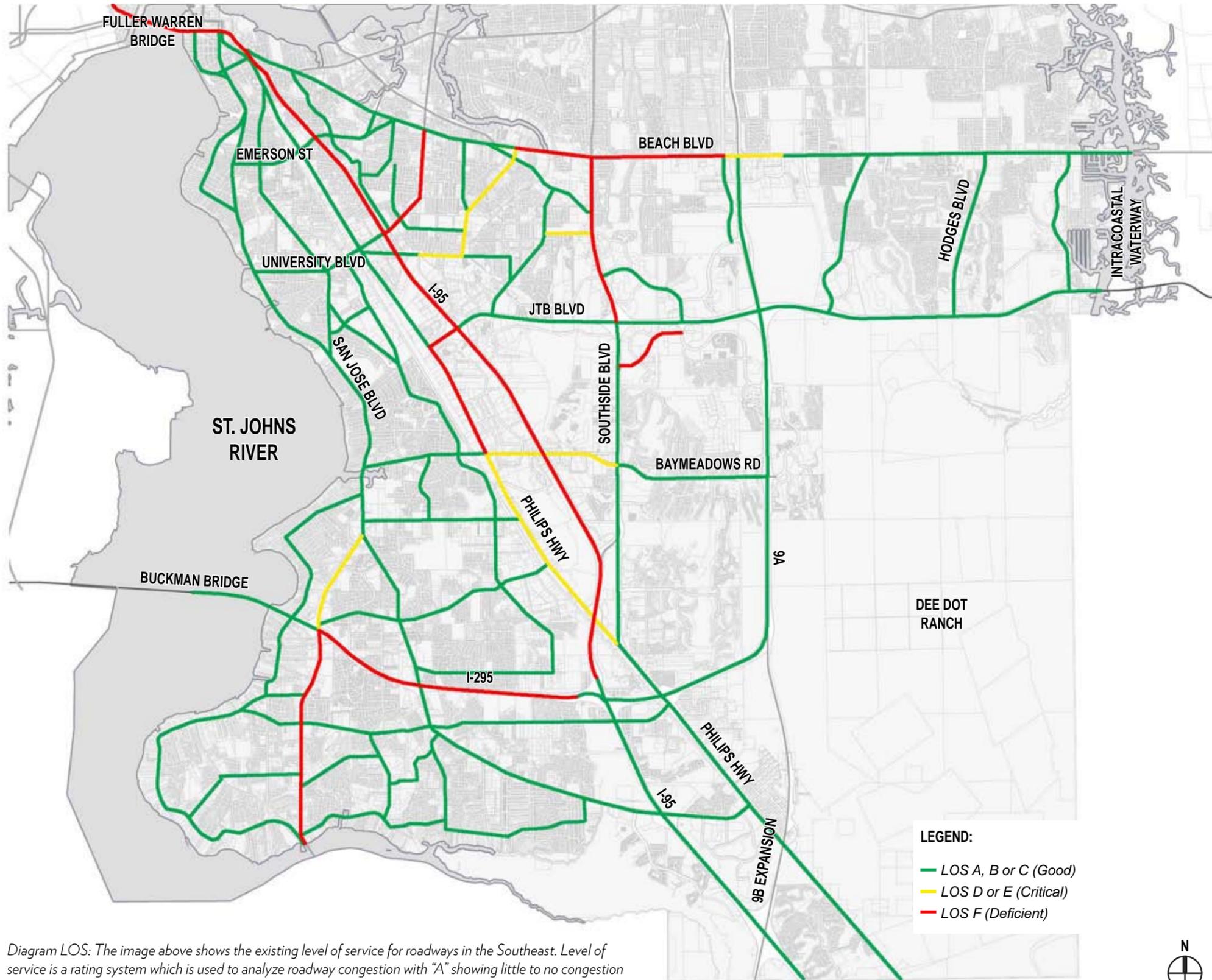


Diagram LOS: The image above shows the existing level of service for roadways in the Southeast. Level of service is a rating system which is used to analyze roadway congestion with "A" showing little to no congestion and "F" indicating a failed roadway system. This demonstrates which roadways are over used and those which could handle more traffic. (Source: JPDD Existing Road Capacity Map, 07/08/09; Zyscovich Architects, 2009)

### 3.1 Improve the Connectivity of Existing Systems by the Use of Integrated Transportation Systems

Integrated transportation systems link a variety of transit modes to meet the needs of local, commuter, and regional travelers. They form a reliable and thorough web of transportation which connects residents to activity nodes—the workplace, shopping and recreation, etc. This includes a network of walkable streets, pedestrian paths, and bicycle paths, as well as connected local and regional streets. There are a number of other opportunities to improve existing transit and transportation’s connectivity including: new transit options, existing system improvements, improved walkability, viable bicycle paths, enhanced off-street and on-street connectivity for vehicular and pedestrian traffic.

The concept of integrated transportation systems also includes improved management of the existing roadway system. The existing roadway network is composed of a system of freeways (highways/expressways), arterial (principle and minor), collectors, and local roads. I-95, 9A, and J. Turner Butler Boulevard are limited access facilities that provide for major through traffic. Major north/south corridors include Philips Highway, San Jose Road, and Southside Boulevards. East/west corridors include Beach Boulevard, Emerson Street, University Boulevard, and Baymeadows Road. Enhanced management of these roadways can improve or maintain their Level of Service (LOS).

LOS is a measure of the “quality of service” that a system provides. It is used by transportation agencies to quantify the performance of a facility and to identify needed improvements. Typically, LOS is stratified into six letter grade levels with “A” describing the highest quality and “F” describing the lowest quality. The LOS (July 2009) illustrated in the diagram to the left shows that several of the major connecting arteries of the District are operating at an “F” LOS, with others operating in the “D” to “E” range.

Transportation System Management options include numerous systems designed to improve the efficiency and capacity of roadways. Some examples include:

- Intelligent Transportation Systems such as the electronic informational signs which FDOT has employed on I-95 within the District;
- Designated High Occupancy Vehicle (HOV) Lanes which encourage carpooling and reduce the number of single occupancy vehicles on the roadway;
- “Express Lanes” which utilize a variable-priced toll for designated lanes (not all lanes) depending on congestion levels. Utilization of express lanes is voluntary and typically, a toll-free option is offered for registered carpools, motorcycles and registered hybrid vehicles encouraging more environmentally conscious options; and
- Traffic Signal Management involves coordinating signal timing to increase capacity and reduce congestion. By providing smoother operation with fewer stops, this management tool can reduce accidents, improve air quality, reduce fuel consumption and save time for emergency vehicles and commuters alike.

Other measures, such as providing bus pull-offs at stop locations can also improve roadway operation and can help alleviate congestion.

In addition to a low LOS on roadways, the existing connectivity of the District is hampered by physical “barriers” created by I-95 and the FEC Railway/Philips Highway Corridor, as illustrated in the diagram to the right. With relatively few cross connections across these corridors, traffic is funneled to the connections that do exist and, as a result, they become overly congested. Therefore, identifying opportunities for new connections that enhance options and can provide relief is important to the overall connectivity and mobility of the District.

### Baymeadows Area Transportation Study

One example of how the City is addressing improvements to these urban barriers and promoting a more interconnected District is through the Baymeadows Area Transportation Study. The study is currently underway to examine potential transportation improvements and enhanced connectivity across the I-95/Philips Highway Corridor. The proposed connections illustrated in the diagram to the right represent initial concepts of the study and will be further evaluated as the study progresses. These new roadways, coupled with increased transit options discussed in the following pages, are vital to improving the overall connectivity of the District. Additionally, the study includes: consideration of land uses and community design changes; access management; current transit and planned rapid transit; high-occupancy vehicle, toll and contra-flow lanes; intersection improvements; Intelligent Transportation Systems (ITS); and bicycle and pedestrian needs.

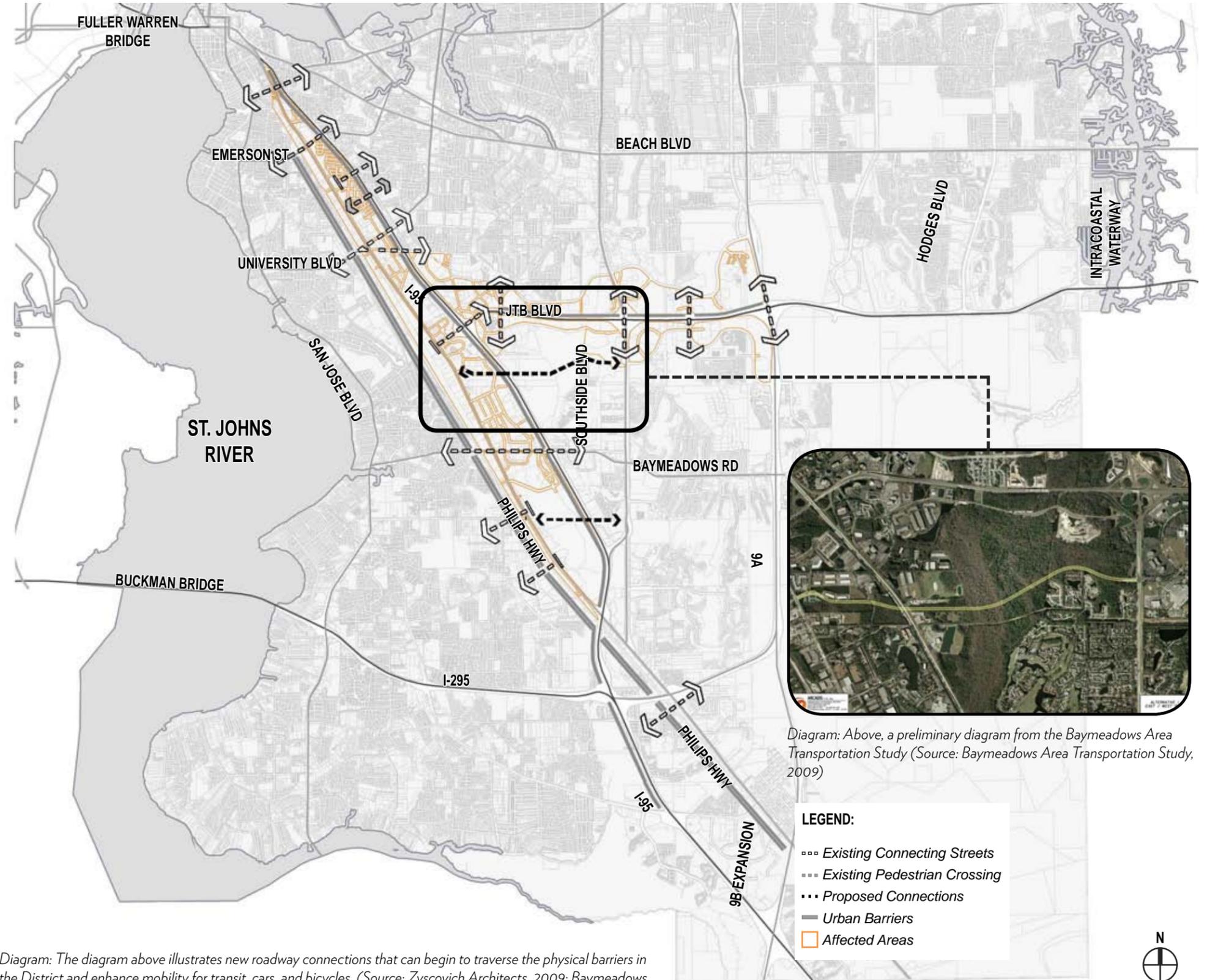
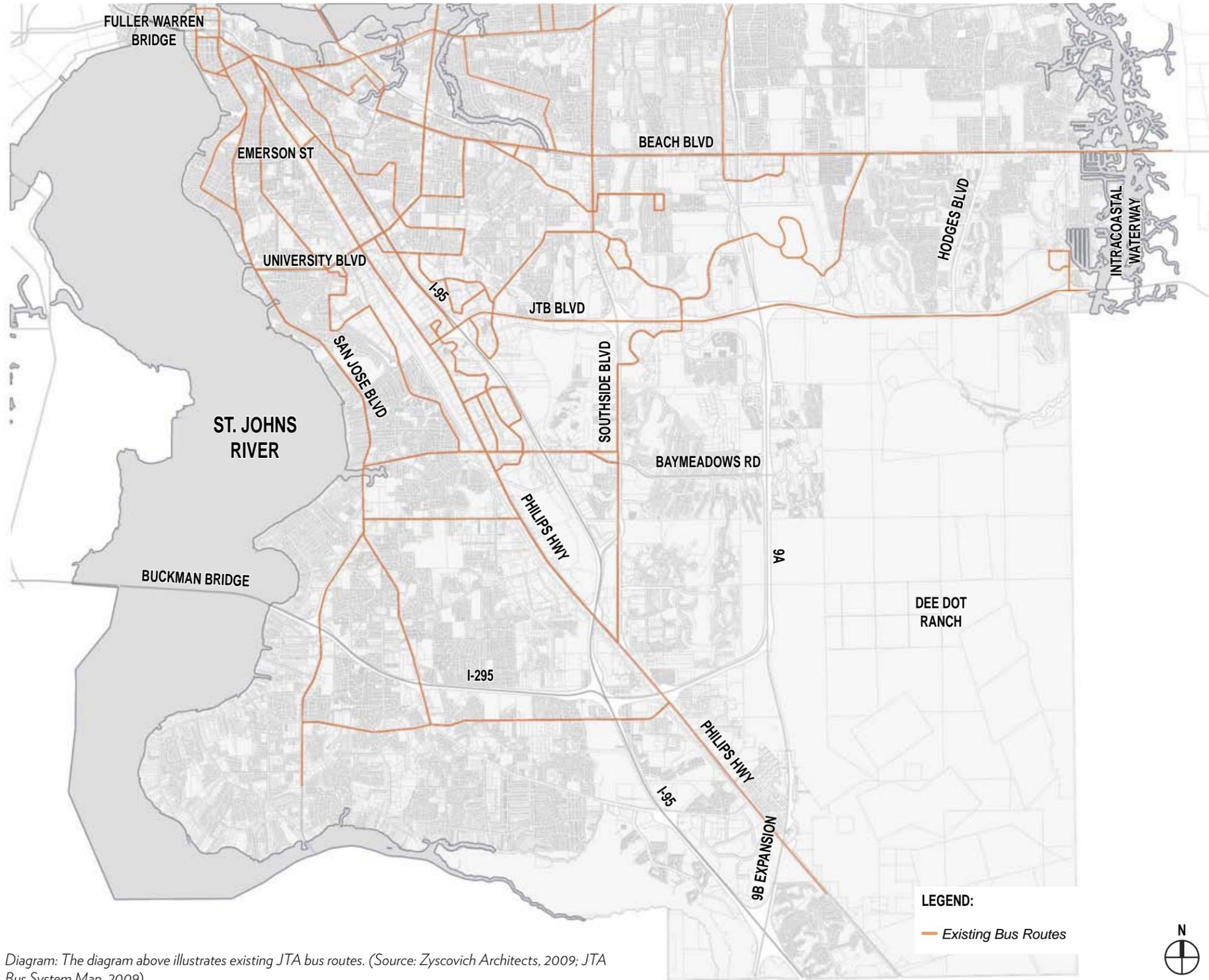


Diagram: The diagram above illustrates new roadway connections that can begin to traverse the physical barriers in the District and enhance mobility for transit, cars, and bicycles. (Source: Zysovich Architects, 2009; Baymeadows Area Transportation Study, 2009)

Diagram: Above, a preliminary diagram from the Baymeadows Area Transportation Study (Source: Baymeadows Area Transportation Study, 2009)



**3.1.1 Provide New Transit Options and Multiple Hubs in Order to Provide Greater Flexibility in Bus Transit (Bus Rapid Transit/Commuter Rail/Trolleys and Neighborhood Shuttles/Water Transport/ Park and Ride Lots)**

The purpose of transit is to provide people with an alternative means of traveling. Current transit in the District is limited to the JTA bus system as illustrated in the diagram to the left. While the bus system is a viable option for many users, it has limitations, with the greatest of them being that it operates on the same congested roadways as automobiles. This causes delays and difficulties in the predictability of the system and deters its use by many potential transit riders. Adding modes and increasing opportunities for people to use transit creates a choice. In transportation planning, riders are classified as 'transit dependent' and 'riders by choice'. Transit dependent riders do not have an alternate means of transportation because they either do not have a car or cannot drive. The movement to increase transit is based on the assumption that transit dependent rider's needs are being served at a basic level but could be improved. But it seeks to attract new riders who choose transit over driving a car. Persuading these individuals that transit is a better alternative to driving depends on providing service which is faster, more convenient, more pleasant, and less expensive than driving.

A successful transit system can attract riders of choice and reduce their dependency on cars and frequency of driving. This, in turn, increases roadway capacity for other drivers as well as the additional 100,000 expected people to populate the District by 2030. This plan supports and builds on the work of the Jacksonville Transportation Authority (JTA), proposing a series of new transit routes which provide both regional and local connections. One of the primary goals of the JTA is to develop a multi-modal Regional Transportation System (RTS) that integrates various mobility options to handle the region's current and future transportation demands. The JTA is currently conducting a number of studies to increase transit options. These include a Bus Rapid Transit system, commuter rail, light rail or street car, and transit oriented development hubs at select stations. If implemented, these transportation systems will significantly increase mobility and transit choice, while reducing Vehicle Miles Travelled (VMT).

Diagram: The diagram above illustrates existing JTA bus routes. (Source: Zyscovich Architects, 2009; JTA Bus System Map, 2009)

### Reducing Vehicle Miles Traveled (VMT)

According to the report *Understanding the Relationship Between Public Health and the Built Environment* (Leadership in Energy and Environmental Design for Neighborhood Development Core Committee 2006), vehicle emissions are a leading cause of respiratory ailments. Vehicle emissions are associated with increasing Vehicle Miles Traveled (VMT), which are increased by three main factors: 1. Increases in car ownership, 2. Increases in the number and distance of car trips and 3. Increases in road capacity which induce additional travel. While demographics account for about one third of increases in VMT, land use decisions account for the majority: increases in average trip distance, number of trips made and induced travel. Density, access to transit, pedestrian amenities, allocation of jobs and of housing and mix of uses have a profound influence on land use patterns and VMT.

In 2008, the Florida Legislature enacted House Bill 697. The Bill established new local planning requirements for energy efficient land use patterns, transportation strategies to address greenhouse gas reductions, energy conservation, and energy efficient housing. The Florida Legislature enacted HB 697 in part, as a response to Governor Crist's Action Team *Florida's Energy and Climate Change Action Plan* (Center for Climate Strategies 2008). The report was initiated after the Governor's summit on global climate change in which he committed to be one of the few states leading global climate change initiatives. It evaluated the causes of greenhouse gas emissions and suggested policies to reduce these emissions. The findings from the study identify energy supply and demand; agriculture, forestry, and waste management; and transportation and land use as the sectors with the greatest opportunity to reduce emissions overall. The report further states that greenhouse gases emitted from transportation related uses accounts for 41% of the state's net growth in gross greenhouse gases. On-road gasoline vehicles are responsible for about 63% of total transportation gross greenhouse gas emissions by fuel. One way to reverse this staggering figure is by developing strategies to reduce VMT. The Department of Community Affairs recommends local governments plan for alternative modes of travel, more compact mixed-use development, greater jobs-housing balance, and higher densities in appropriate places to reduce VMT and, as a consequence, enhance the quality of life.

There are a variety of strategies to promote transit and enhanced connectivity outlined in the Governor's Action Team *Florida's Energy and Climate Change Action Plan* (Center for Climate Strategies 2008) to reduce VMT.

- Mobility Fee Structures provide an alternative to Transportation Concurrency. Concurrency in Florida has had the unintended consequence of encouraging development in suburban areas rather than existing urban centers because the barriers to meeting concurrency requirements within these urban centers is so high. In contrast, in the state of Florida, development on suburban land encounters few if any barriers to meeting concurrency requirements because the transportation capacity is almost always sufficient. However, development outside of urban centers results in longer trips (both commuting and non-commuting) which yield more VMT. The mobility fee structure which imposes additional fees for developments with increased Vehicle Miles Traveled could encourage development in closer proximity to urban centers and in more compact developments.
- Impacts on VMT and climate change could be included as criteria for evaluating long range transportation plans and five-year transportation work programs. This would prioritize transit and transportation projects which provide transportation choice to enhance mobility and reduce VMT.
- Measurable goals could be adopted by the City to reduce VMT by 2020. The Energy and Climate Change Action Plan recommends a 10% reduction in urban service areas and other priority areas.

“From 1977 to 2001, the number of miles driven every year by Americans rose by 151% -- about five times faster than the growth in population.”

—Joe White, *The Wall Street Journal Online*, according to data compiled for a 2006 report to the U.S. Department of Transportation

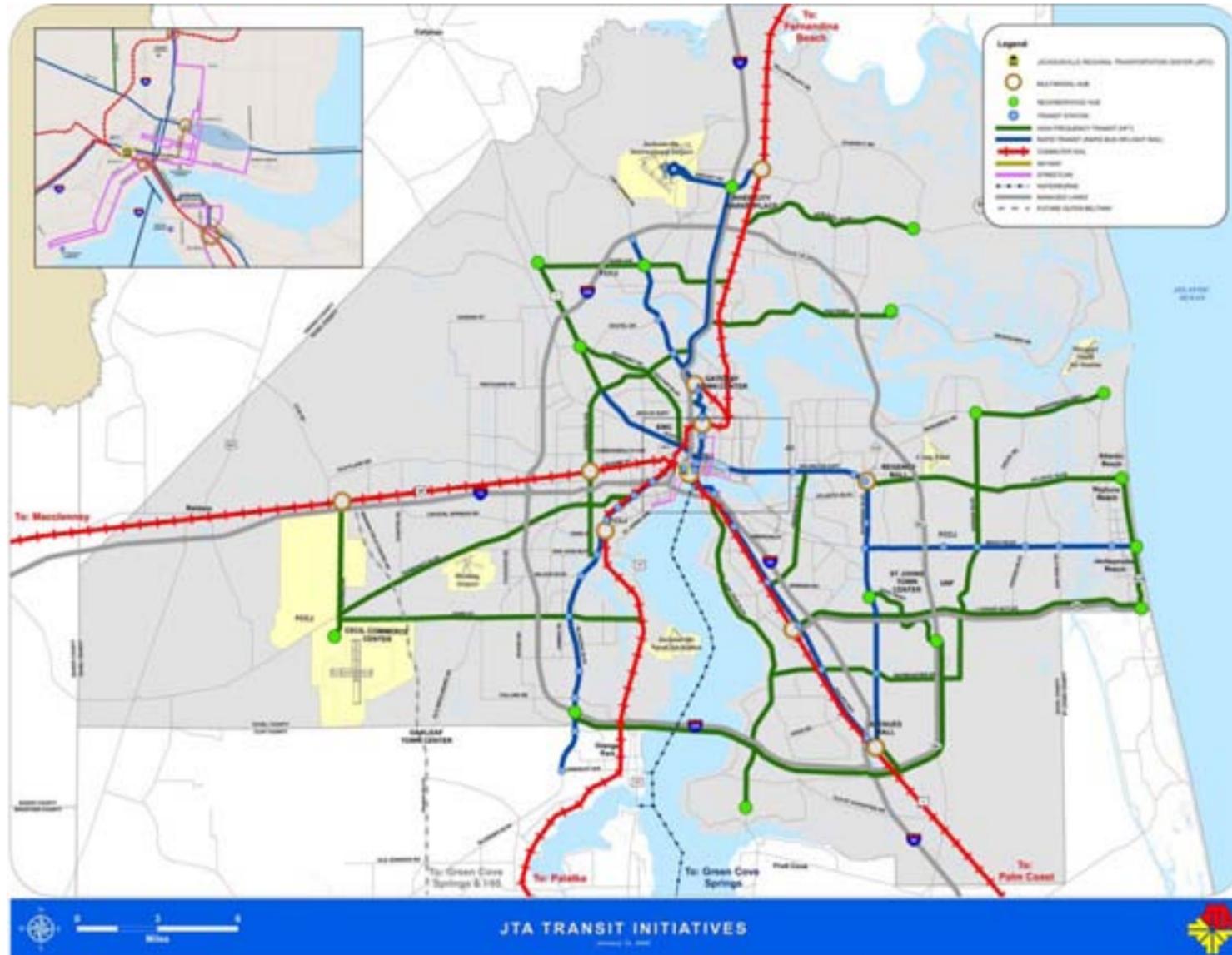


Photo: Neighborhood shuttle (Jacksonville)



Photo: Neighborhood Trolley/Streetcar (Tampa, FL)

# Provide New Transit Options



Map: JTA Transit Initiatives (Source: JTA, 2008)



Photos: JTA's Skyway and proposed Bus Rapid Transit (BRT) and Commuter Rail

## Provide a Commuter Rail System to Connect the Central Core and Major Business Centers and Industrial Districts with Neighboring Counties.

A commuter rail system would provide connectivity between the District and major activities within the City and the District. It would also begin to address rapid growth within the region and provide regional connectivity. The Jacksonville Transit Authority (JTA) is currently evaluating the demand and possible corridors for a commuter rail system. This also includes station locations and sites for transit oriented development. Currently, the proposed alignment utilizes the FEC Railway with major multi-modal hubs near the JTB/I-95/Philips Highway node with minor stations at other major roadway intersections.

## Bus Rapid Transit (BRT) and Light Rail

Additionally, JTA is examining the potential of a Bus Rapid Transit or Light Rail System. These systems can provide more localized service than commuter rail with more closely spaced station locations. The main preliminary alignment within the District follows the Philips Highway corridor, but could be expanded to the east and west to provide greater connectivity with in the District.

## Provide high-speed water transport system to connect locations in St. Johns and Clay counties and the central core, with stops along the way.

Another option to enhance regional connectivity and reduce vehicle miles travelled is by implementing a high-speed waterborne transit system. This system would link the counties south of Duval to the Southeast District and to downtown Jacksonville. JTA has conducted a Waterborne Transportation Feasibility Study that evaluated similar systems in other locations (case studies), infrastructure and navigability issues, ridership, community support, and financial feasibility. The study findings neither promoted nor rejected the concept of waterborne transit service and it was determined by JTA Board of Directors to postpone further exploration of waterborne until the results of the commuter rail study are completed.

## Provide bus/shuttle service among transit-oriented developments and shopping and entertainment and neighborhoods and various transit hubs.

Other opportunities to increase transportation choice include local shuttles or trolleys to connect to retail centers and neighborhoods. Localized shuttles would fulfill a need for transportation which cannot be met efficiently with regional systems. The City and JTA should evaluate the demand for a local shuttle service or a circulator taking care to identify routes that will service the local demand without disrupting the character of neighborhoods.

Building on these Jacksonville Transit Authority plans, this Vision recommends that the future study and expansion of these systems should include a multitude of routes to create a highly connected network of transit that is characteristic of any successful and effective system. As illustrated on the following page, the systems should be implemented and expanded to link local activity nodes, the existing bus system, and key intersections to support transit oriented development. It should also link major business centers and industrial districts with neighboring counties and the region. These routes and hubs will create more choice for people and can support future transit oriented development.

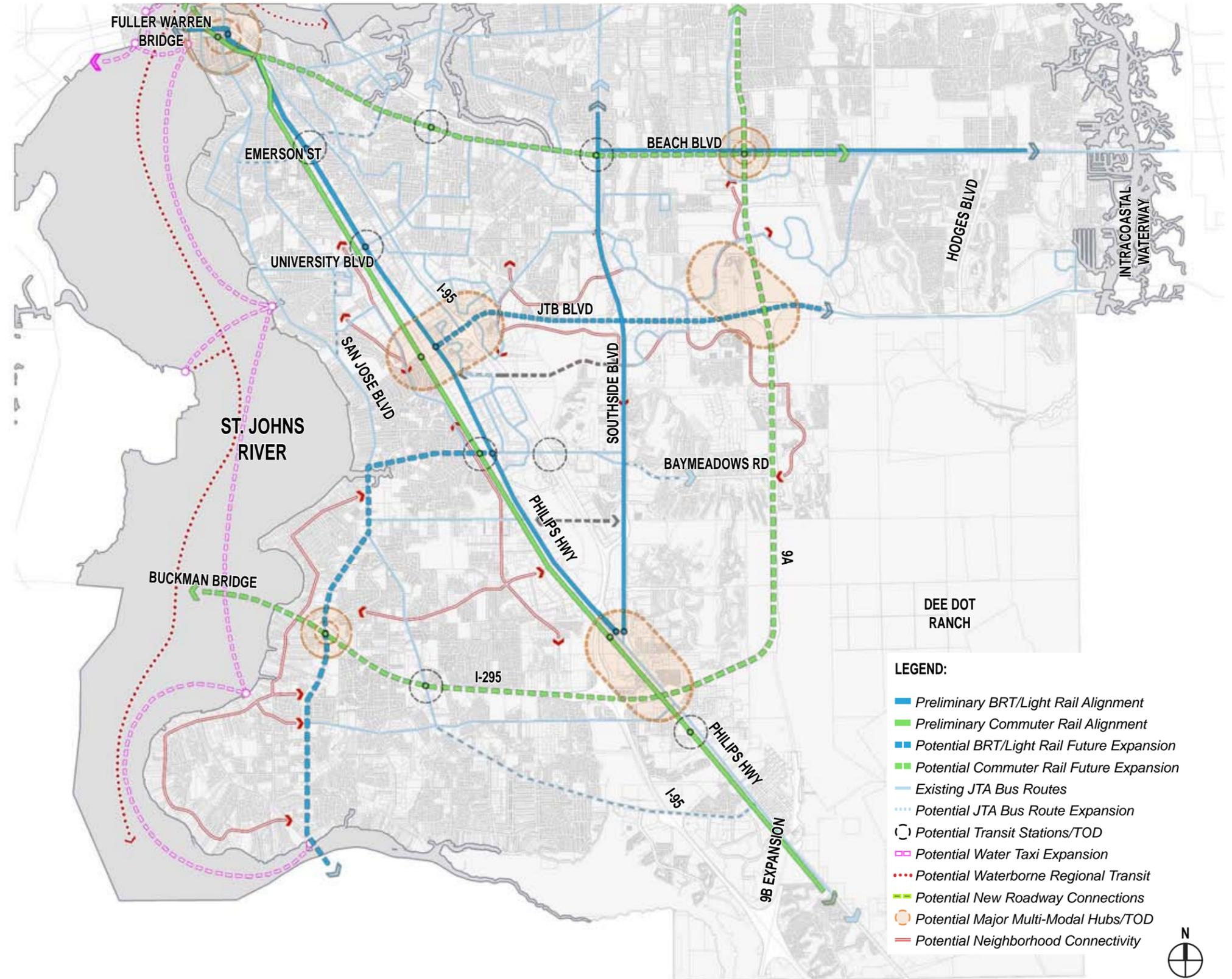
**Action Items for Sub-Principle 3.1:**

1. Employ Transportation System Management strategies to improve the existing roadway network.
2. Construct new connecting roadways across the 1-95/Philips Highway/FEC railway Corridor.
3. Adopt policies to reduce VMT.
4. Provide a commuter rail system to improve regional connectivity.
5. Study the potential for Bus Rapid Transit and light rail.
6. Provide a high speed water transit system.
7. Create low-impact neighborhood oriented shuttle systems.
8. Evaluate opportunities to link various transit modes at major activity nodes.



Photo: Transit Oriented Corridor Development (Tampa, FL)

Diagram: The diagram to the right illustrates proposed JTA systems and additional components such as neighborhood shuttles, new roadways and transit oriented development to create a comprehensive transportation system which connects to significant places and nodes. (Source: Zyscovich Architects, 2009; JTA BRT 2025 System Map, 2009; JTA Commuter Rail Study Map, 2009; JTA Bus System Map, 2009)





Photos: Examples of walkable conditions in the District

### 3.2 Provide for and Promote More Walkable and Interconnected Neighborhoods

One of the fundamental premises of this Plan is to provide for greater balance between mobility options, including transit, cars, bicycles and pedestrians. In the past, great emphasis has been placed on the movement of automobiles with less attention paid to pedestrian needs and the walkability of the District. Walkability is a term that describes the pedestrian’s ease of movement and safety, both of which contribute to quality of life and sense of place. As the District continues to grow, the feasibility of the automobile as the primary means of mobility will gradually diminish. Therefore, the City should proactively cultivate a mindset among its various agencies and staff, and among its residents and merchants, that achieving greater balance between the automobile, transit, cycling and walking is in the best interest of all concerned.

The walkability of a place has an inherent economic value that is too often ignored. The fact is that every transportation trip begins and ends with walking. Walkability impacts the ability to reach goods and services; the quality and enjoyment of retail environments; overall transportation costs; social and environmental costs; and the livability conditions and physical health of residents. In his study “The Economic Value of Walkability”, Todd Litman states that “Environments that are conducive to walking are conducive to people. Walking is a critical component of the transportation system, providing connections between homes and transit, parking lots and destinations. Often, the best way to improve other forms of transportation is to improve walkability.” He further states that “walking represents a quarter of all trips and is a significant portion of the total time people spend traveling. Walking conditions therefore have a major impact on how people perceive the transportation system, since we experience activities by the amount of time they take, not just distance traveled. Wide roads, high traffic speeds and large parking facilities create barriers to walking, so evaluation practices that undervalue walking tend to create automobile dependant communities.”

Unfortunately, Jacksonville has been ranked as one of the most dangerous cities for pedestrians—with a pedestrian fatality rate in the top 10, according to the study *Understanding the Relationship Between Public Health and the Built Environment* (LEED-ND Core Committee 2006). In order to transform the District into a walkable community, special attention needs to be paid to prioritizing the quality of the pedestrian experience and securing adequate funding for the needed improvements. It will require a holistic approach focused on improving the quality and connectivity of pedestrian and bicycle facilities.

“In communities across the world, there is a growing need and responsibility to provide options that give people the opportunity to walk—to walk more often, to walk to more places, and to feel safe while doing so. The benefits of walking—whether for utilitarian or recreational purposes—can be expressed in terms of improved environmental and personal health, reduced traffic congestion, enhanced quality of life, economic rewards, as well as others.”

—<http://www.walkinginfo.org/why/>

### Existing Conditions

The Southeast Planning District was built in a pattern that radiates out from the central business district from old to new. The local roadway network varies by neighborhood and is largely related to the time in which development occurred. A gridded system exists in the older urban neighborhoods while newer development employs a meandering cul-de-sac pattern. Older neighborhoods were designed when cars were not as prevalent while the more contemporary neighborhoods were developed with an orientation toward access to high speed roadways and ignored local travel needs. The gridded system provides a sound structure for a highly connected walkable neighborhood while the latter creates an auto-oriented disconnected/isolated condition. In addition, major roadways disrupt the connectivity of the local network and create districtwide and neighborhood-to-neighborhood connectivity issues as discussed in Sub-principle 3.1. As a result, today's contemporary neighborhoods lack connectivity, walkability, bicycle access and are predisposed to traffic congestion.

### Neighborhood Barriers

One of the more prominent features of the Southeast's landscape is the limited-access subdivision. These subdivisions are typically designed with only one access point with an impenetrable wall which limits vehicular, pedestrian, and bicycle movement into and out of the development. The prevalent cul-de-sac pattern has been strongly encouraged in the past by traffic engineering and subdivision standards with the intent to reduce automobile accidents. The problem is that the pattern lacks the interconnectedness of gridded development. It requires that one must always leave the cul-de-sac via a collector street to go anywhere. Also, a heavy load of connecting and through traffic is forced onto a relatively small collector and arterial system, contributing to congestion during peak periods of travel. From the perspective of a pedestrian, walks can be long and boring and have little connection to nearby destinations. One lacks the sense of being in a neighborhood with an identity or sense of place.

However, it should be recognized that these subdivisions also have numerous advantages. Many residents desire them because they offer quiet streets with little or slow moving traffic—streets where children can play with little fear of fast-moving traffic. The cul-de-sac subdivision is also supported by the market: home buyers often pay premium prices for the most isolated cul-de-sac lots. Developers like the pattern because infrastructure costs can be lower and it can adapt to unique topography. This is exhibited by neighborhoods that meander among wetlands within the District—a feat that is more difficult for gridded patterns.

Unfortunately, the net effect of these neighborhoods is a series of islands which are physically disconnected from each other, as well as neighborhood retail, parks, and entertainment. This, in turn, impacts the quality and design of these amenities and social interactions which are so vital to communities. Although the strip retail and out parcel prototypes which are so prevalent in the District provide a service to the surrounding communities, they do not foster a sense of place. Therefore, when charrette participants and steering committee members comment on the need for better retail, activity nodes, and centers, they are highlighting a desire to connect with their community.



Photo: Retail centers disconnected from the street (Old St Augustine Road & Philips Highway)



Photo: Poor environment for walking to amenities (Old St Augustine Road)



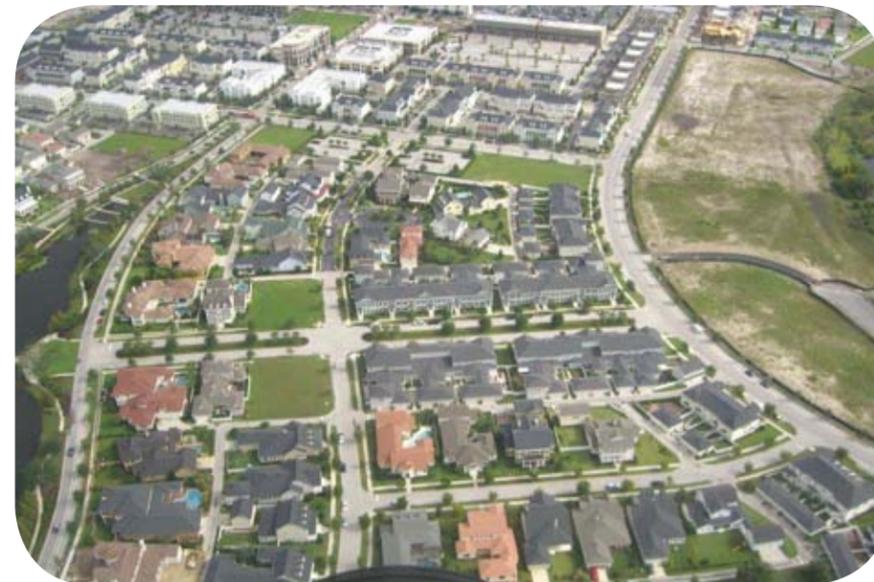
Diagram: Neighborhood access points and dead-end (cul-de-sac) streets. Subdivisions are typically designed with singular access points which make it necessary for residents to drive circuitous routes to local amenities.



Diagram: Connectivity index. In the existing condition, the connectivity index is 14 links/15 nodes = 0.93. (Source: Zyscovich Architects, 2009)



Diagram: A hypothetical design with a connectivity index of 23 links/19 nodes = 1.21. The higher number reflects a higher degree of connectivity. (Source: Zyscovich Architects, 2009)



Photos: The photo to the left illustrates the downtown area of Celebration, FL, while the photo to the right illustrates Baldwin Park, both in Orlando, FL. Both neighborhoods offer a wide range of housing types and amenities and a walkable urban fabric.

The City should consider a comprehensive approach to enhancing connections by implementing connectivity standards, criteria for block sizes, and a connectivity index. Such standards can provide improved connectivity and allow for both a gridded or cul-de-sac pattern or a hybrid approach which allows the advantages of both. Standards for block sizes can vary from maximum block lengths, maximum intersection spacing or block size (maximum acres or perimeter length). Implementation of these standards will control the spacing between streets and improve walkability between adjacent uses.

A connectivity index is a ratio of street segments to intersections. Because a higher connectivity index reflects a greater number of street segments entering each intersection, dead-end streets or cul-de-sacs can be avoided, leading to a higher level of connectivity. Approaching the issue with a connectivity index will not prohibit cul-de-sacs outright, but will greatly reduce the number that can be used while meeting the index criteria. While connectivity standards are relatively new, the City can look to other cities to gauge their success and shortcomings. Portland, OR; Fort Collins, CO; Raleigh, NC; Cary, NC; and Orlando, FL have all implemented standards in different forms.

#### Examples of Walkable Neighborhoods

The Southeast has examples of neighborhoods which have employed more walkable principles and have succeeded in creating successful pedestrian environments. Within the District, San Marco is the most obvious example. With its centralized retail district, gridded street network and shade trees, it is a highly walkable neighborhood that could be emulated throughout the District. It's not surprising that most residents point it out as an example of neighborhood that has a sense of place. Other similar neighborhoods, such as Riverside and Avondale, exist throughout the City. However, these examples are of older areas of the City, while most of the District's walkability issues exist within newer developments. The new St. Johns Town Center provides a highly walkable retail street with interesting storefronts, ample pedestrian amenities, landscaping and lighting. It is a good example of how new developments can begin to rethink how places can be designed for walkability. As this project becomes built-out, it will provide more opportunities to connect to adjacent parcels and residential development.

There are also relevant examples throughout the State that provide a template of what newer development could provide with respect to a walkable environment. Celebration, FL outside of Orlando, offers varying intensities of housing for a variety of neighborhoods and encourages walking through a gridded street network, sidewalk design, landscaping, and a varied and interesting mix of natural features and destinations, including a school and a small downtown. Another example is Baldwin Park which features a town center, walkable streetscapes, a range of housing, and walkable destinations.

### 3.2.1 Expand Bicycle and Pedestrian Facilities and Routes

Connectivity also depends on safe and convenient bicycle and pedestrian facilities. While some roadways are absent of any pedestrian or bicycle amenities, others have amenities which are poorly or minimally executed. There is a strong interest from the community to expand and improve bicycle facilities and to connect to local facilities and regional trails. There is also an opportunity to link these trails to parks, natural features, schools and shopping streets. Linking regional trails to new pedestrian and bicycle facilities will enhance the Southeast's overall connectivity.

#### Bicycle Routes

There are a variety of strategies which the City could implement to create a more comprehensive bicycle network. On-road bicycle lanes should be an integral component in the design of new roadways and improvements to existing roadways. They provide the safest form of travel for cyclists because bicycle lanes allow separation from traffic lanes and are in clear view of traffic. When cyclists are forced to ride on sidewalks, their travel is interrupted by numerous intersections and driveways which present conflicts with vehicular traffic, pedestrian traffic, and cause safety concerns. In contrast, bicycle lanes provide benefits for both the cyclist, pedestrian and the motorist because they increase distances between the travel lane and the sidewalk including:

- Increased border width between traffic and fixed objects on the side of the road
- Increased turning radius into and out of intersections and driveways, particularly for larger vehicles such as trucks and transit buses
- Improved sight distances at driveways and intersections
- Buffers to sidewalks and pedestrians
- Improvements in stormwater drainage by allowing it to discharge further from vehicular lanes
- More width to accommodate driver error
- Reduced passing conflicts

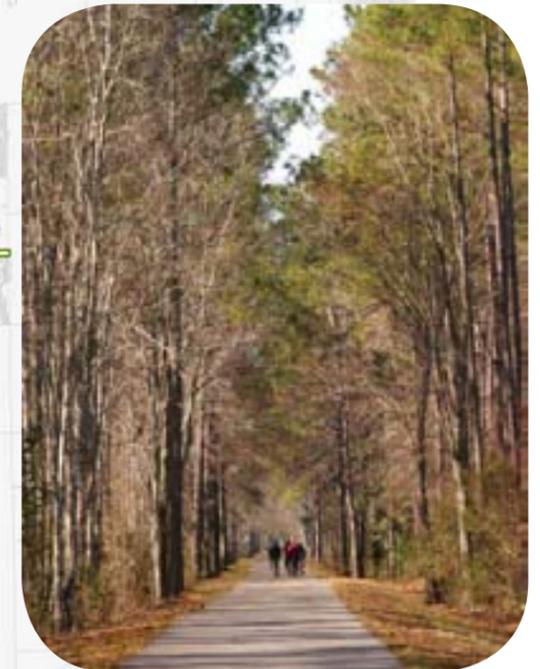
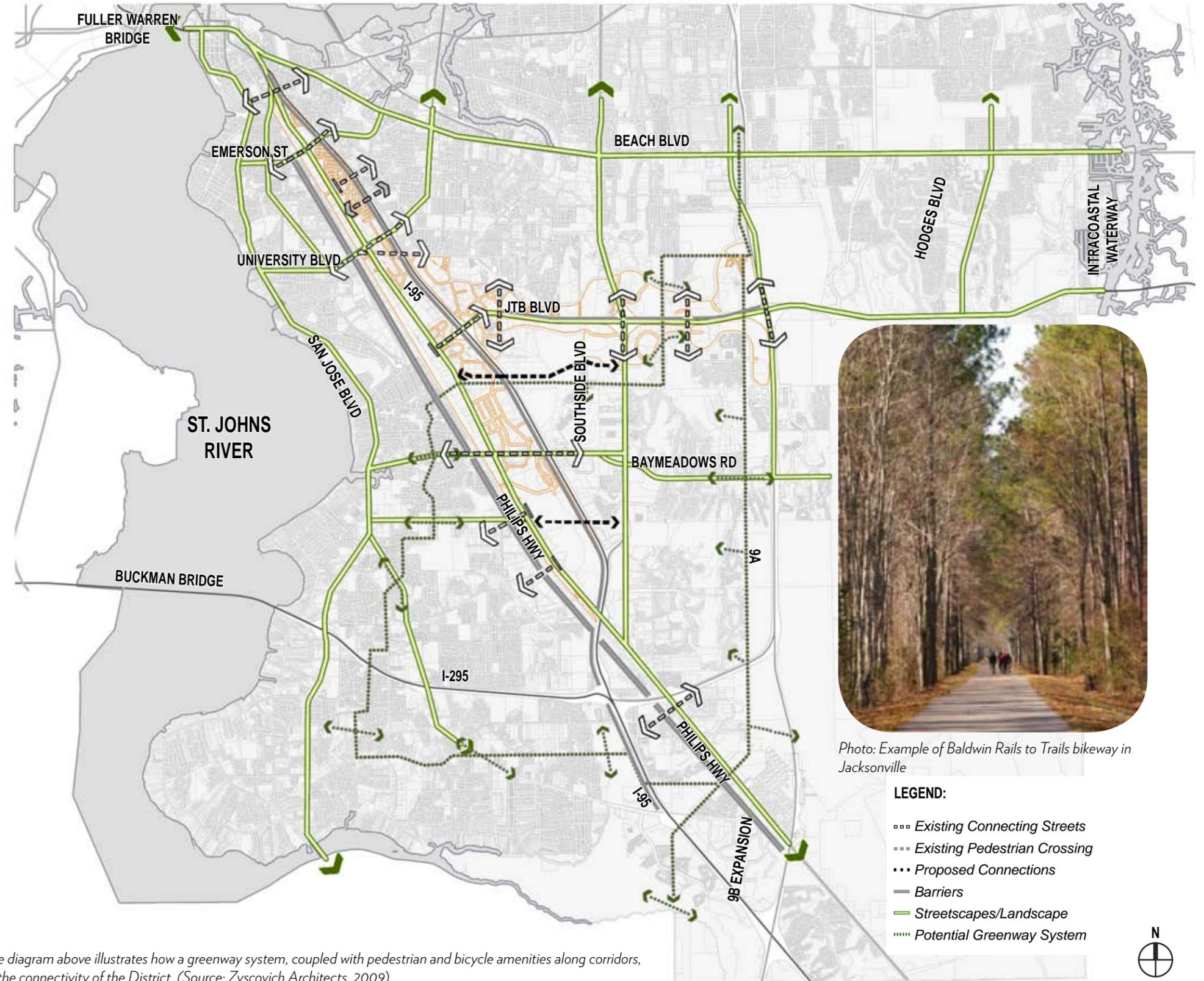
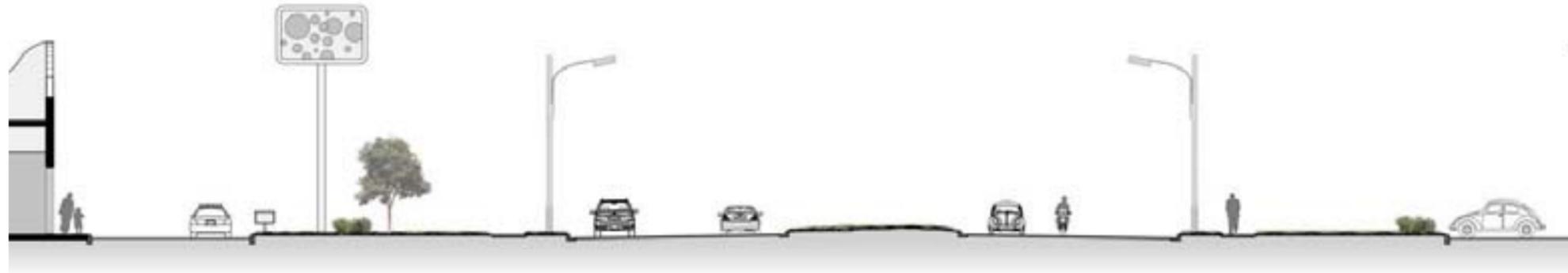


Photo: Example of Baldwin Rails to Trails bikeway in Jacksonville

Diagram: The diagram above illustrates how a greenway system, coupled with pedestrian and bicycle amenities along corridors, can improve the connectivity of the District. (Source: Zyscovich Architects, 2009)



Section Illustration: Beach Boulevard existing condition (Source: Zyscovich Architects, 2009)



Section Illustration: Beach Boulevard potential improvements (Source: Zyscovich Architects, 2009)

Illustrations: The images above illustrate how to enhance walkability and improve streetscape conditions for pedestrians and cyclists. Improvements include wider sidewalks, bike lanes, transit stops, pedestrian oriented lighting, landscaping and future redevelopment which fronts the street edge. (Source: Zyscovich Architects, 2009)

A second strategy is to design for bicycles in new development and neighborhoods. Using some of the strategies outlined in the US Green Building Council's Leadership through Energy Efficient Design (LEED), a popular standard used for energy efficient buildings, the City might incorporate a number of standards and amenities to encourage bicycle travel. For example, new community design could incorporate bicycle lanes and low-density clustered developments with off-road trails within the open areas that this type of development conserves. Developments might also provide bicycle lanes and adequate, convenient, and secure parking facilities. Transit oriented developments might include amenities such as shower facilities to help encourage the bicycle as a viable means of transportation to and from work and connections to other modes of transit. Other developments such as office buildings and other places of work could consider these amenities as well.

A third strategy is to develop off-road bicycle paths and trails in new development on preserved open space. The diagram on the previous page illustrates a greenway system that could potentially utilize existing JEA easements, an idea raised by the community during the Community Visioning Charrettes. The easement crosses through private properties which would require additional use permission, but would provide remarkable and expansive off-road trails.

#### Pedestrian Routes

There are also opportunities to enhance street design for improved walkability. Anything which does not promote a safe and comfortable walking environment—lack of shade, lighting, and protection from moving traffic—can make a neighborhood unfriendly for walking. Even the basic structure of a street block can discourage walking if it is too long and tedious without break. And in many instances the scale and magnitude of the street becomes difficult to walk when road widths, intersections, and traffic volumes exceed a comfortable scale. Effectively addressing these issues depends greatly on providing sufficient space for pedestrians, cyclists, amenities and appropriate buffers as illustrated in the diagrams to the left. The drawing to the above left illustrates the typical existing condition of Beach Boulevard which provides only 14% of space for pedestrians.

The drawing below left illustrates a transformation of the roadway with 35% of the right of way dedicated to pedestrians, bicycles and transit. These percentages are helpful in understanding how greater balance in area dedication promotes walkability. Of course, not all streets are created equal and the desired balance will likely be different for different types of streets (i.e. arterial, collector, local). The City should establish goals with respect to how much area of the roadway should be dedicated to pedestrians, bicycles and transit. Doing so would provide a benchmark to evaluate future improvements with respect to the amount of space dedicated to these travel modes.

### Walkable Destinations

Walkability not only describes physical amenities for pedestrians, but also places to walk to—walkable destinations. Within the existing development context of the District, there are many opportunities to enhance walkability to create more destinations and connections. This could be a natural feature, a park, library, or a shopping street. The more desirable subdivisions are those with walking trails, parks, community facilities, and compatible neighborhood commercial uses which are accessible by foot. Walking destinations should be paired with walkable routes to reinforce walking as a safe and comfortable option. Streetscape improvements, greenway development, and “scenic fabric” all contribute to a route’s walkability. Scenic fabric of a walking route includes physical and designed amenities such as sidewalks, plantings and architectural design and can also include less tangible amenities like viewsheds, shade, sound, and natural habitats. In addition, each of these elements contributes to a place’s unique character and helps to distinguish it from its neighbors.

Parks are examples of walkable destinations which promote health and exercise and provide opportunity for social interaction. When neighborhood parks do not exist, neighborhood commercial nodes in non-private communities can provide a walkable destination. These nodes also meet the community’s demand for convenient goods and services. Existing neighborhood activity nodes should serve as the nucleus of neighborhood walking destinations which encourage daily errands by walking. Walkable destinations adjacent to private subdivisions, along the external, perimeter streets, can encourage walking and social interaction without encroaching into residential development. Therefore, neighborhood nodes should be considered as a viable alternative and companion to the neighborhood park described previously.

### Making New Walkable Destinations

When a walkable destination does not already exist, one can be created by adapting existing building stock which is either vacant or underutilized as described in sub-principle 2.2. These destinations can combine parks, pocket parks, neighborhood serving retail and restaurants, and entertainment and gathering places designed to meet a small but routine portion of shopping or entertainment demand in an attractive setting. They might even include public markets on surface parking lots or vacant land, and should be located along commercial corridors and intersections which connect to adjacent neighborhoods. Distributed commercial development of this kind can also be combined with other kinds of facilities such as a library or post-office branch, community center, daycare center or place of worship.

### Transit Stops as Destinations

Creating a transit station is another opportunity to establish a walking destination. Station area development includes uses which are supported by transit users and satisfy local neighborhood needs. Neighborhood retail, restaurants, and entertainment are examples of these uses. As the Southeast expands its transit and transportation network, the City should consider strategies to expand the stations as walkable destinations.

“One of the interesting features of much of [the recent research regarding walking] is that taken as a whole it shows that mixed use and walkable destinations have a bigger impact on walking than the quality of the pedestrian environment itself. Beautiful sidewalks with nowhere to go don’t really cut it.”

—Barbara McCann,  
Executive Director of the National Complete Streets Coalition



Photos: Examples of walkable destinations

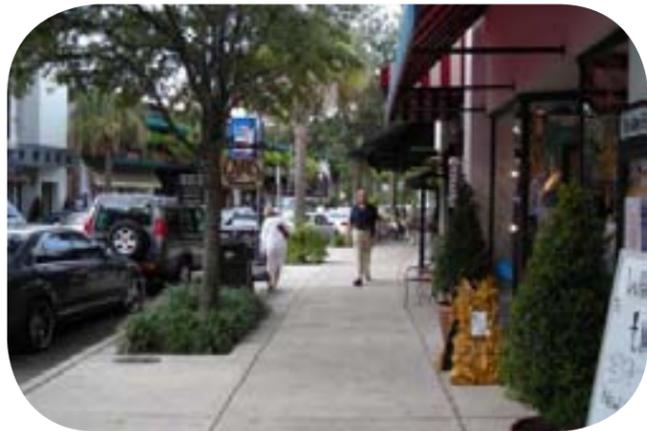
# Improve walkability by expanding pedestrian facilities and safety

## 3.2.2 Provide adequate street lighting, sidewalks, benches, waste receptacles and trees to invite people to walk safely and comfortably.

Enhanced connectivity should also be paired with safe and comfortable places to walk. There are many elements that must come together in order to provide a walkable and connected district. At the scale of the entire District, elements which connect neighborhoods—the street fabric, major roadways, transit, characteristics of land uses, etc.—must be evaluated and addressed. At a smaller scale—the scale of an individual neighborhood—the width and condition of sidewalks, shade trees, adequate pedestrian lighting, street furniture, pedestrian buffers and many more all play an important role in walkability. Streets should provide a secure, convenient, comfortable, and welcoming network for pedestrians. When a place has the right built enhancements and thereby exudes a quality environment, it promotes walkability and sense of place. As illustrated on the previous pages, there is potential for major improvements along the District’s primary corridors. Neighborhood studies should be conducted to identify the specific neighborhood improvements that are needed.

As the District continues to grow, it will become increasingly important that the sidewalk space provides for not only movement of pedestrians, but social interaction of people related to the land uses located along the corridor. As such, sidewalks are properly defined by different zones, as follows:

- **Frontage Zone:** People need space to “shy” from walls, fences and shrubs a minimum of 2 feet. The shy zone can accommodate items such as planters, private furnishings, such as seating and tables, portable signage and merchandise displays. If bike lanes or on-street parking is omitted from the street, shy zones exist to both the building and the street side of the walkway. Awnings, canopies, and overhangs should cover this area and extend into the throughway zone to protect pedestrians from heat and rain.
- **Throughway Zone:** This area is intended for pedestrian travel only and should be entirely clear from obstacles and have a smooth walking surface. In special circumstances, it can have widths of 5-40 feet, but 8-10 feet is most common. On great shopping streets they are often more generous in width.



Photos: Examples of streets which are walkable



Photo: Intersection design that incorporates traffic calming



Photo: Medians and landscaping that promote traffic calming



Photo: A small median that serves to slow traffic

- **Furniture Zones:** This area is typically 4-12 feet wide (sometimes wider) and may also include an Edge Zone which buffers between the traveled way and the furniture zone at the curb. The zone provides clearance space for vehicle doors, mirrors, or vehicle overhangs associated with angled parking. The Furniture Zone must be of sufficient width for all types of street furniture to fit with comfort, including street trees, planters or planting strips, utility poles, signal poles, signal and electrical cabinets, fire hydrants, bicycle racks, benches, trash receptacles, transit stops/shelters, and other street furniture. Having great street amenities in the furniture zone will help to make pedestrian walkways interesting and comfortable.

### 3.2.3 Provide and require traffic calming measures and better street lighting to improve safety.

Another way to encourage walkable District is by implementing design standards which can improve walkability through traffic calming and reducing cut-through traffic. Making neighborhoods more connected has the potential disadvantage that it may induce higher speed cut-through movements. However, these issues can be resolved through proper design enforced by standards. Standards should include criteria for traffic calming and a variety of solutions to meet specific neighborhood needs. A list of desired characteristics for each street type might include:

- Elements such as street trees and on-street parking which visually narrow the street, provide shade and, when placed between the curb and sidewalk, buffer pedestrians from moving traffic
- Traffic calming devices such as roundabouts, small medians, chicanes (an artificial feature creating extra turns in a roadway), corner bulb-outs, speed humps and tables
- Ample sidewalk widths which place enough distance between the moving lane of traffic and pedestrians
- Narrow vehicular lanes which create narrower streets which are easier to cross
- Well designed and marked pedestrian crosswalks

These will not only improve the walkability of a neighborhood, but will also discourage cut-through traffic, especially high-speed traffic.

#### Action Items for Sub-principle 3.2:

1. Create standards for new development to enhance walkability.
2. Create bicycle routes and make bicycles an integral component of new development and roadway design. Where possible, improve existing roads to include bicycle lanes.
3. Create an interconnected greenway system which connects to existing regional systems and prominent destinations.
4. Provide adequate street lighting, sidewalks, benches, waste receptacles and trees to invite people to walk safely and comfortably.
5. Provide and require traffic calming measures and better street lighting to improve safety.



*Photos: Examples of sidewalks in the District that provide appropriate frontage, throughway and furniture zones*

The publication *Innovative Land Use Planning Techniques: A Handbook for Sustainable Development* (State of New Hampshire 2007), identifies the following tools to coordinate access management and smart growth planning policy:

1. Limiting the number of access points to nodal developments.
2. Using design elements like shared driveways, medians, and turning lanes to manage turning movement.
3. Acquiring access rights at specific locations where access is most appropriate.
4. Access management ordinances and overlay districts to establish standards for access management and developments including separation requirements, design criteria for new development, and permitting.
5. Policies, directives, and guidelines
6. Land development regulations and zoning ordinances

**3.3 Reduce the number of driveways and curb cuts allowed at the intersections of connectors to arterials, arterials to arterials, and arterials to interstate highways to promote connectivity. Remove traffic from failing roadways by reducing the number of driveways allowed and requiring off-street connectivity for vehicular and pedestrian traffic.**

Commercial properties which front major commercial corridors can also be designed for improved connectivity. Like residential subdivisions, large commercial properties can enhance their internal circulation and circulation on adjacent parcels to reserve trips on the main commercial corridors for regional traffic. High speed arterials which handle very large commercial centers should have fewer curb cuts than more local arterials like San Jose Boulevard. There needs to be a balance because too frequent curb cuts compromise traffic flow and its effectiveness as a corridor for moving traffic. Adjacencies to residential should also inform the design and intensity of uses on these corridors to limit instances of incompatibility in terms of traffic intensity, number of trips, and traffic speed and flow. Access management and curb cuts have a profound impact on a roadway’s uses, which, in turn, affects the adjacent neighborhoods.

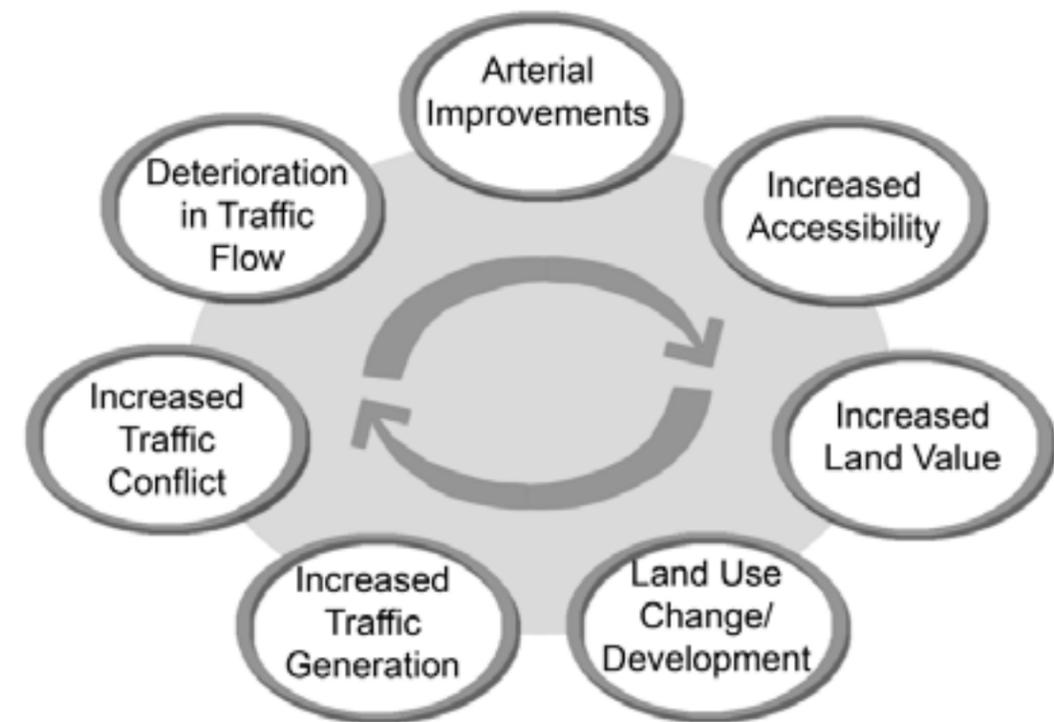


Diagram: Cyclical transportation/land use cycle

Ensuring compatibility among land development, traffic patterns and adjacent roadways is partly dependent on the relationship of adjacent commercial uses and access to the corridors which they front. Access management describes planning and coordinating circulation between road corridors and adjacent land uses in a balanced manner. This practice has evolved from primarily focusing on reducing traffic conflict and maximizing roadway capacity, to good land use planning which uses the parameters of smart growth policy to maximize corridor management. This attitude suggests an antidote to the cyclical relationship between transportation and land use in which roadway improvements encourage new development, then traffic congestion and the need for further roadway improvements. In contrast, the most effective access management practices are part of a comprehensive solution to more efficient land development which substitutes the traditional strip retail center with individual access points for concentrated development nodes.

**Curb Cuts**

The diagram to the top right illustrates an analysis of curb-cuts along Baymeadows Road between Bay Tree Town Center Circle West and Natures Hollow Way. This segment contains over 70 curb cuts which cause undue traffic conflicts and congestion. As an alternative, the image below right shows how a similar corridor in Clermont, FL, (a developing suburb of Orlando) consolidates curb cuts (less than 30) through commercial design to enhance interconnectivity among adjacent retail uses. Enabling cross connections enhances mobility internal to the retail center and improves traffic flow on the major corridors by reducing the number of turning movements.

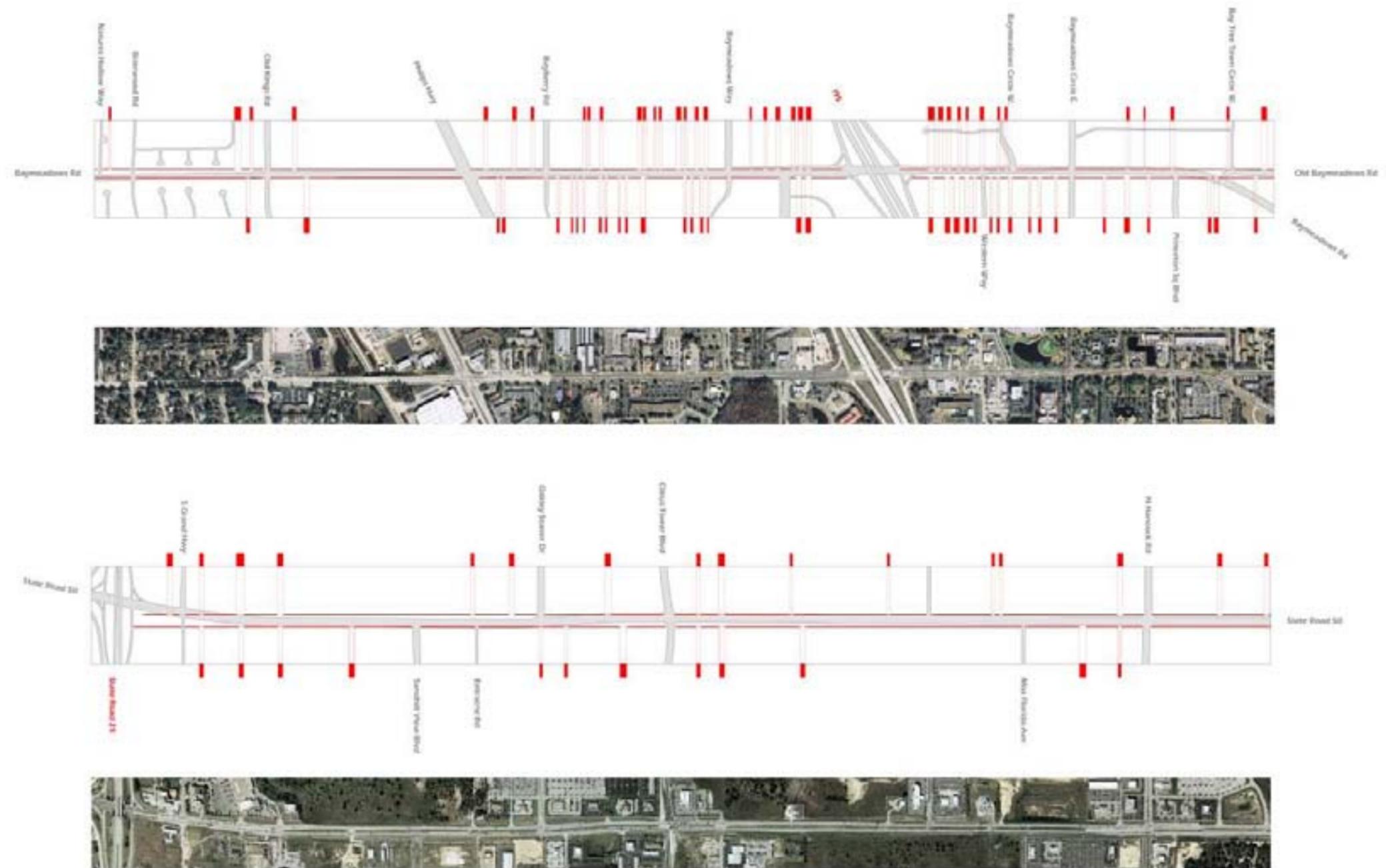


Diagram: The diagrams to the right illustrate existing development/ traffic conflicts along Baymeadows Road (above) compared to Highway 50 in the Orlando suburb of Clermont (below). (Source: Zyscovich Architects, 2009)

Further, the images below illustrate versions of how the existing strip center and outparcel typology could be reconceived with improved walkability, better landscaping, and fewer curb cuts along major corridors.

The City's Design Guidelines and Best Practices Handbook for commercial development describes in further detail, how shopping centers and strip centers can be better designed in terms of site organization, architecture, exterior pedestrian environment, signage, landscape and buffering, lighting, and screening. The document also provides guidelines for redevelopment, parking, and preserving existing vegetation.

**Action Items for Sub-Principle 3.3:**

1. Reduce the number of driveways and curb cuts allowed at the intersections of connectors to arterials, arterials to arterials, and arterials to interstate highways to promote connectivity.
2. Remove traffic from failing roadways by reducing the number of driveways allowed and requiring off-street connectivity for vehicular and pedestrian traffic.
3. Develop comprehensive access management strategies to address corridor congestion and safety.



Diagram: Typical existing condition



Diagram: Reduction of curb cuts



Diagram: Alternative development typology which provides buildings fronting an internal street and a more pedestrian oriented environment

Diagram: The three diagrams above illustrate how existing strip shopping centers may be designed to limit traffic conflicts and improve pedestrian conditions. (Source: Zyscovich Architects, 2009)

# 9 Guiding Principle Four

## SOUTHEAST

### 4.0 PROVIDE FOR ECONOMIC GROWTH

A strong and viable economic base are the underpinnings for any successful and healthy place. Economic sustainability refers to the ability of a place to financially support itself. It is part of a larger perspective of sustainable development which considers land use and transportation patterns and their ability to support industry. Places must have a supporting economic base in order to be sustainable. This is why the most vibrant and successful places have a rich a varied mix of industry. It is important to balance this mix of industry with existing residential. This principle highlights the need to protect and expand existing industry with consideration for existing residential uses, as well as the needs of the existing community.

Jacksonville is the economic driver for the Northeast Florida Region. The City's road and railway infrastructure, military presence, colleges and universities, and quality of life has led to the City securing a diversified economic base. This diversity, led by the logistics, medical, financial and insurance industries, provides an economic resiliency difficult for many cities to achieve. The Southeast Planning District has many economic assets that contribute to its vitality. Major economic generators include industrial uses on Philips Highway, the University of North Florida, the Mayo Clinic, Bank of America, Vistakon Vision Products, Kelley-Clarke, Merrill Lynch, Convergys, and Blue Cross Blue Shield, among others. Protecting these assets and securing new industry is paramount to economic growth objectives.

However, it is important to understand that the concept of economic growth is not limited to protecting existing industry and securing new industry. The concept is fundamentally linked to all of the Guiding Principles of this Vision Plan. Transportation connectivity, compact development, quality open space and walkable neighborhoods are inextricably linked to the concept of economic growth. Take the specific example of transportation connectivity. The history of Jacksonville is closely tied to its evolution as a transportation hub for the movement of goods. The City's port, roadway network, freight intermodal systems, and related industrial activities are a vital component to Jacksonville's economic sustainability. In September 2006, *Expansion Management* magazine named Jacksonville one of the top 50 "America's Five-Star Logistics Metros" five years in a row—a ranking of the top cities for logistics in the United States. Therefore, improving the District's connectivity has an inherent economic value. As another example, redevelopment and infill has an economic impact as well. Making more efficient use of land resources will protect the ability for the District to accommodate future growth and economic development. Therefore, while this principle focuses on the major industries and economic drivers of the Southeast, the Vision Plan as a whole is supportive of economic growth.

“If communities fail to plan effectively for new growth and development, they will be unprepared to take advantage of the new economic development opportunities as they become available.”

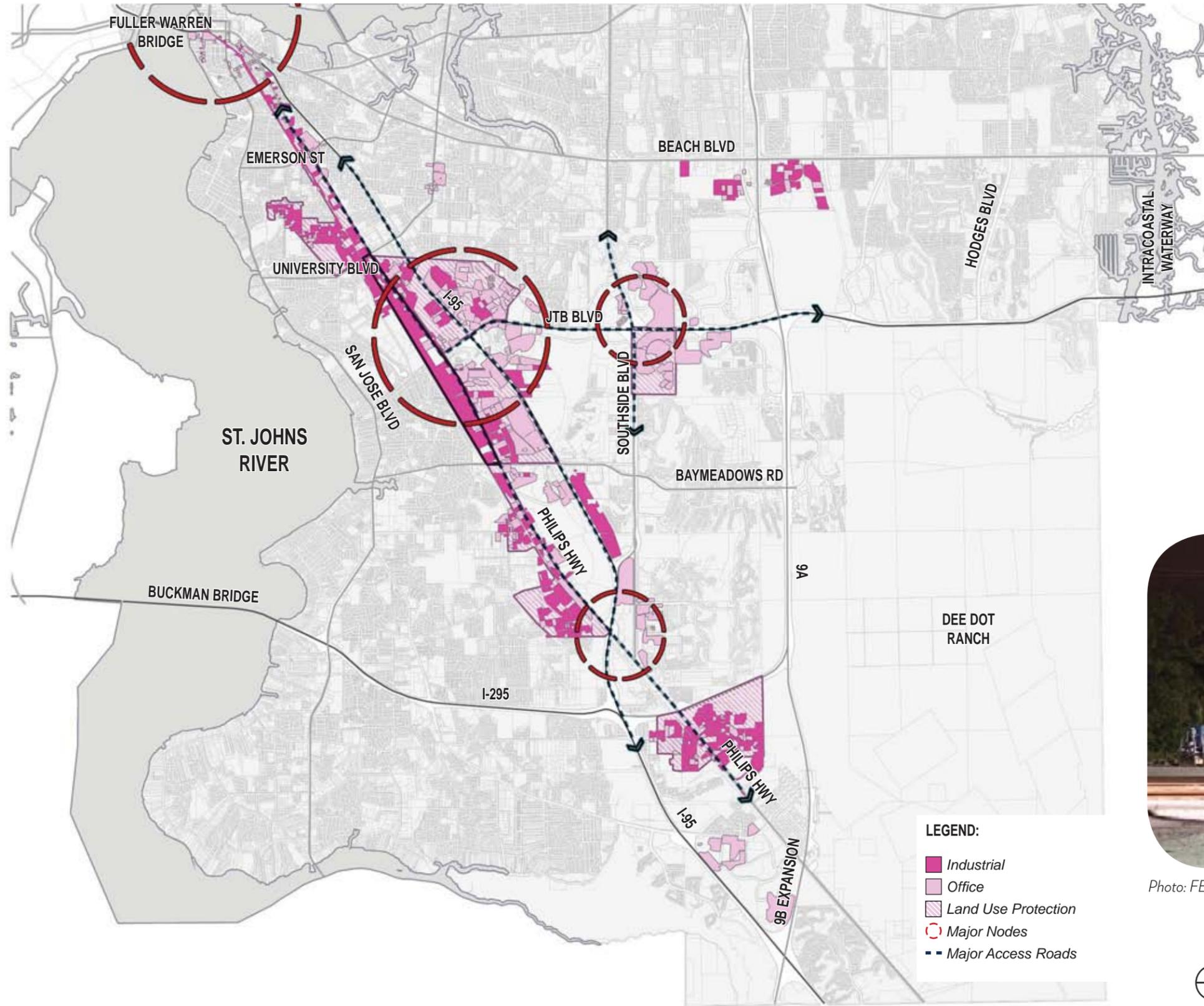
—*Wisconsin Realtors Association*  
President William Malkasian



Photo: Mayo Clinic



Photo: University of North Florida



### 4.1 Provide set-asides for future industry and protect existing industrial uses and sites.

Providing sufficient land resources for future growth and protecting existing industry are critical to sustaining economic growth. The diagram to the left illustrates the industrial and office development patterns in the District and indicates major activity centers. They are primarily focused around the Philips Highway, I-95, FEC and JTB corridors, which are described in Principle Two as the greatest opportunity to support growth in the District. As previously described, it is critical that development efforts in these areas are cognizant of the need to support future industry. As such, the City has created two land use overlay designations to protect existing strategically located industrial lands for future expansion and economic development.



Photo: FEC Bowden Yard



Diagram: The diagram to the left illustrates existing industrial and office uses, activity centers and areas that have future land use protections in place. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)

**Industrial Sanctuary Land Use**

The Industrial Sanctuary land use covers Philips Highway between Baymeadows Road and University Boulevard and includes the FEC Bowden Yard. The zoning code defines the Industrial Sanctuary as “an overlay zoning district designated by the City Council for a distinct geographical area predominately consisting of industrial uses and zoning districts and strategically located for future expansion and economic development for the purpose of protecting and preserving the area from premature fragmentation by intrusive residential and commercial uses and promoting the expansion of industrial uses within the area.” This designation protects industrial uses which are important economic drivers in the Southeast.

**Situational Compatibility Land Use**

The Areas of Situational Compatibility extend out from the Industrial Sanctuary along Philips Highway. Most of the areas with this designation have existing light industrial and office uses. It is described in the zoning code as “an overlay zoning district designated by the City Council for a distinct geographical area that may be suitable for industrial uses under certain circumstances.”

Both overlays are further described in the Comprehensive Plan and in the Mayor’s Horizon 2030 Recommendations for the Growth Management Task Force. One of the Ten Principles for Managing Jacksonville’s Growth was to “Save Space for Industry”. The 2010 Comprehensive Plan further supports this with policies to protect the existing overlays and enable further expansion to ensure economic development and replace incompatible land uses with compatible uses. These overlays are important to the overall economic sustainability of the City and the Southeast and should be preserved.

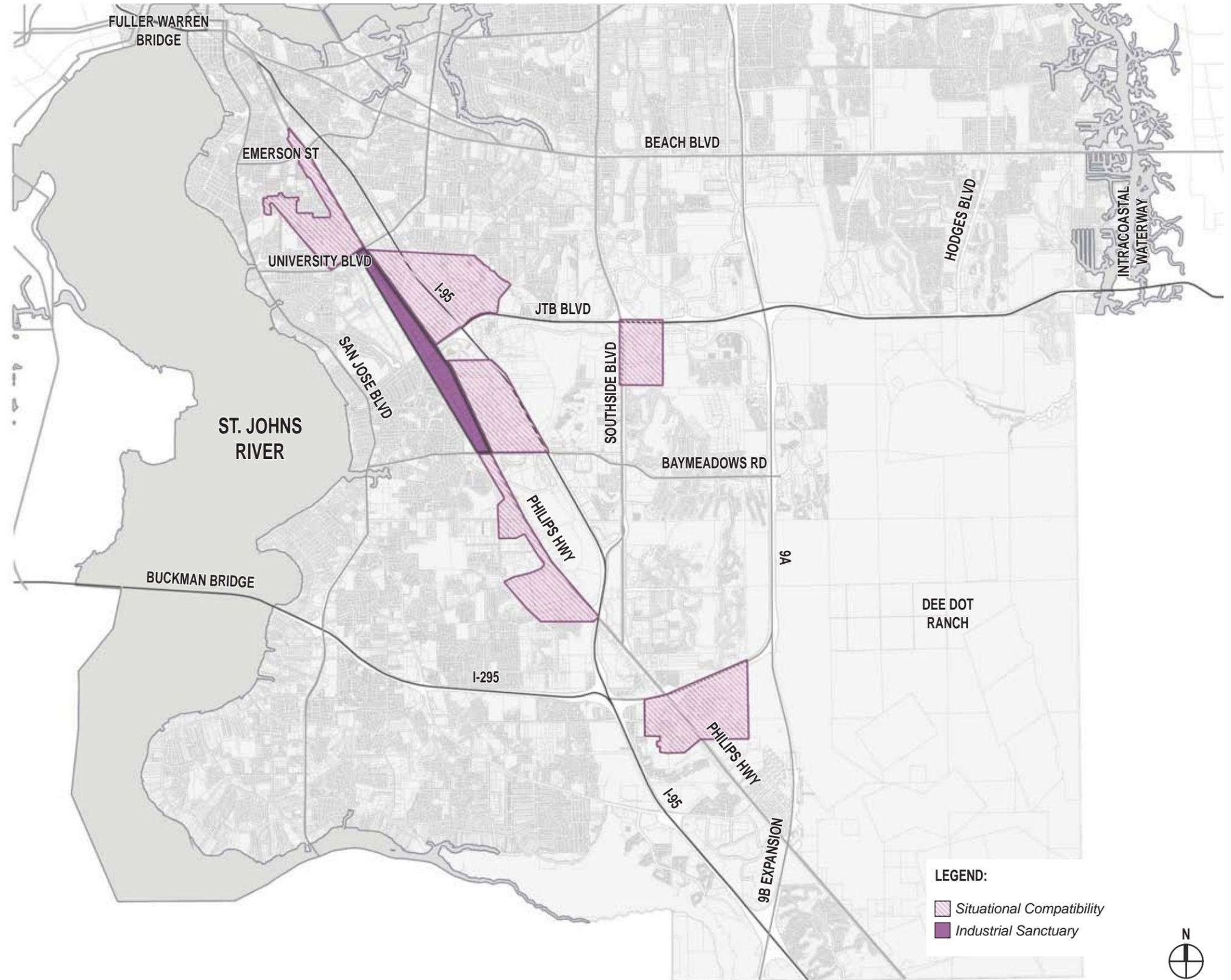


Diagram: The diagram to the right illustrates existing Industrial Sanctuary and Situational Compatibility land use preservation zones. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)

**4.1.1 Designate certain areas, particularly around airports, ports, hospitals and universities for future technology, medical and other clean industrial development.**

New growth should be developed within close proximity to existing economic generators. This will not only enhance the existing patterns of the District by intensifying activity and job centers, but will take advantage of existing infrastructure. When combined with supporting uses, the District can realize more complete activity centers and a more sustainable approach to land use development.

**4.1.2 Buffer industrial sites by the use of setbacks and landscaping along the visual corridor.**

While it is important to promote industrial development, it is equally important to protect residential areas and to contribute to a pleasing visual environment. Providing appropriate visual buffers should be required by land development regulations. The current requirements for industrial buffers in the zoning code are inadequate. Existing industrial zoning districts (IL- Industrial Light and IH - Industrial Heavy) require specific uses such as storage yards to provide a 6-foot fence or wall that is 95% opaque. This is insufficient to serve as an effective visual buffer in many instances. Walls may need additional height in some locations and should be paired with a landscape buffer. Additionally, the industrial zoning districts currently require no building setbacks which make the creation of effective buffers especially difficult. In order to provide an effective buffer, sufficient space needs to be provided. For these reasons, the current land development regulations have not been an effective means of addressing the visual surroundings of industrial areas and should be adjusted to ensure that new development is compatible with and enhances its surroundings.

**Action Items for Sub-principle 4.1:**

1. Retain land use regulations which support existing and new industrial office uses.
2. Designate certain areas, particularly around airports, ports, hospitals and universities for future technology, medical and other clean industrial development.
3. Buffer industrial sites by the use of setbacks and landscaping along the visual corridor.



*Photos: Existing entertainment uses in the District*

“Industrial land uses are a significant part of the City’s overall economic base. Industrial land allows for the development of manufacturing, wholesaling, distribution and warehousing activities that provide for jobs that generally provide salaries above the City average.”

— Duval County Evaluation and Appraisal Report

**4.2 Promote and encourage more family-oriented recreation and entertainment attractions along south U. S. 1 to capitalize on regional tourism.**

Family oriented recreation and entertainment attractions are an important component of any economy. They generate revenue but also enhance the quality of life. These might include cinemas and theatres, sporting and recreation activities, amusement centers, cultural and historic attractions. Because of the District’s geographical relationship with communities such as St. Augustine and Ponte Vedra, the City should seek to capture regional tourism along the Philips Highway corridor by promoting these types of uses.

**Action Items for Sub-principle 4.2:**

Promote and encourage more family-oriented recreation and entertainment attractions along south U. S. 1 to capitalize on regional tourism.

# 10 Guiding Principle Five

## SOUTHEAST

### 5.0 PROVIDE FOR CONSERVATION, PARKS AND OPEN SPACE

Why is open space important? Health is linked to both people and land. Conservation lands, parks, and open space provide public places for people to recreate and enjoy physical activity while also providing a healthier natural ecosystem. According to the publication *Cooperating Across Boundaries* (US Dept. of Agriculture 2006), “Open space is vital to our health, our economy, and our well-being. While we commonly place a dollar figure on the worth of goods from farms, ranches, and timberlands, only recently have we recognized that our natural open space is yielding ecosystem services worth trillions of dollars globally. Those ecosystem services range from purifying air and water to pollinating crops, helping stabilize climate, and cycling nutrients. To simplify the list, consider what people and wildlife alike need to survive: water, food, and shelter. Open space— natural areas plus working lands—is providing these basic needs every day.”

Land development and land conservation are often seen as being in opposition to one another, but development growth and conservation of open space can be compatible and complementary when applied in appropriate patterns. Planning can promote a healthy lifestyle by creating and enforcing compact development patterns which encourage walking, biking, and physical activity. These same patterns protect and enhance opportunities for open space. Additional open space in a coherent pattern will improve the functionality of the District’s urban fabric and offer a better quality of life to residents and more welcoming accommodation for visitors.

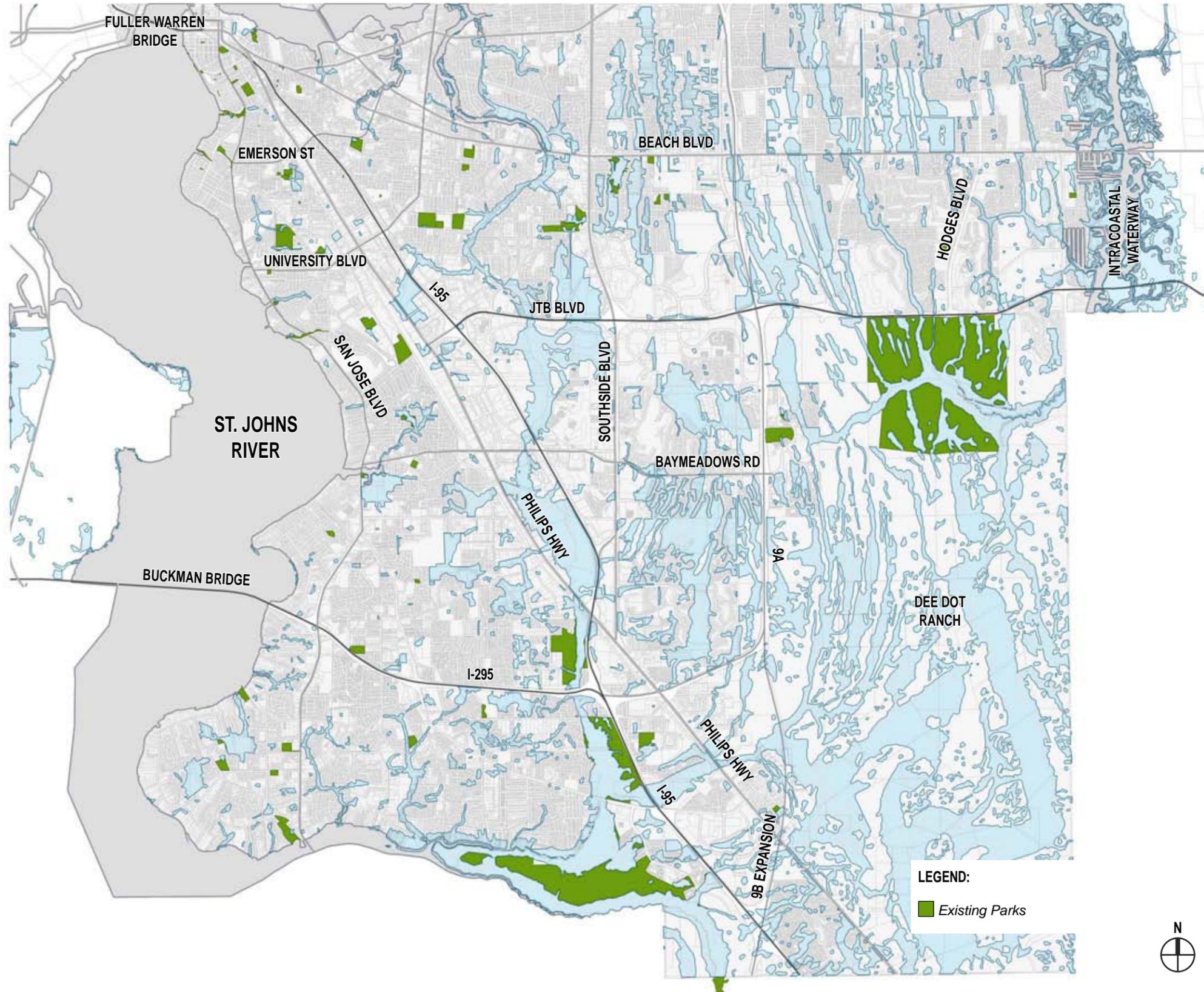
This principle explores the idea that if we focus on shaping our built environment to promote environmental and human well-being, the Southeast will be a healthier place for its current and future residents. The challenge is to balance the needs of the environment with the needs of the community while continuing to expand and improve the overall park system.

“Concern for our environment and access to parks and open space is not frivolous or peripheral, rather, it is central to the welfare of people, body, mind and spirit.”

—Laurence Rockefeller, American Capitalist and Philanthropist



Photos: Existing parks in the District



### 5.1 Improve Connectivity and Public Access to Existing Parks. Provide New Parks

The City's *Master Recreation Improvement Plan* (HDR 2003) identifies that park acreage in the City increased from 270 parks in 1990 to 332 parks in 2003. Today, there are 393 parks consisting of 78,746 acres. That is an impressive leap in the right direction that the City should be proud of. However, while existing park acreage is expansive, there is still room for improvement. The quality of parks is not consistent and parks are not evenly distributed throughout the City. The Southeast District has 5,421 park acres which is approximately 7% of the total City park acreage. Additionally, according to charrette participants, residents still perceive a lack of programming and adequate maintenance within the parks. In fact, most park acres do not offer recreation programming and, thus, despite adequate per capita park acres, the parks do not meet recreation demand. Many of the City's existing parks are disconnected from their surrounding neighborhoods and offer few amenities which sometimes make them uninviting.

The national standard for access, or connectivity, to a neighborhood park is "within walking distance." The Department of Recreation, Parks and Entertainment (DPRE) establishes size and programming standards for Neighborhood Parks and employs a level of service requirement for active parks based on population rather than walking distance. Providing opportunities for physical activity within walking distance of each home should be a key goal of recreation planning and future park acquisition or development. Parks can and should play a large part in meeting recreation demand but are not the only means of doing so. Access to nature and low-impact recreation compatible with ecosystem preservation can fulfill a small portion of recreation demand. Natural ecosystem landscapes like regional parks, frequently provide resource-based recreation as a benefit of their undisturbed natural character, although recreation is not the primary function of those lands.

Diagram: The diagram to the left illustrates existing parks in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

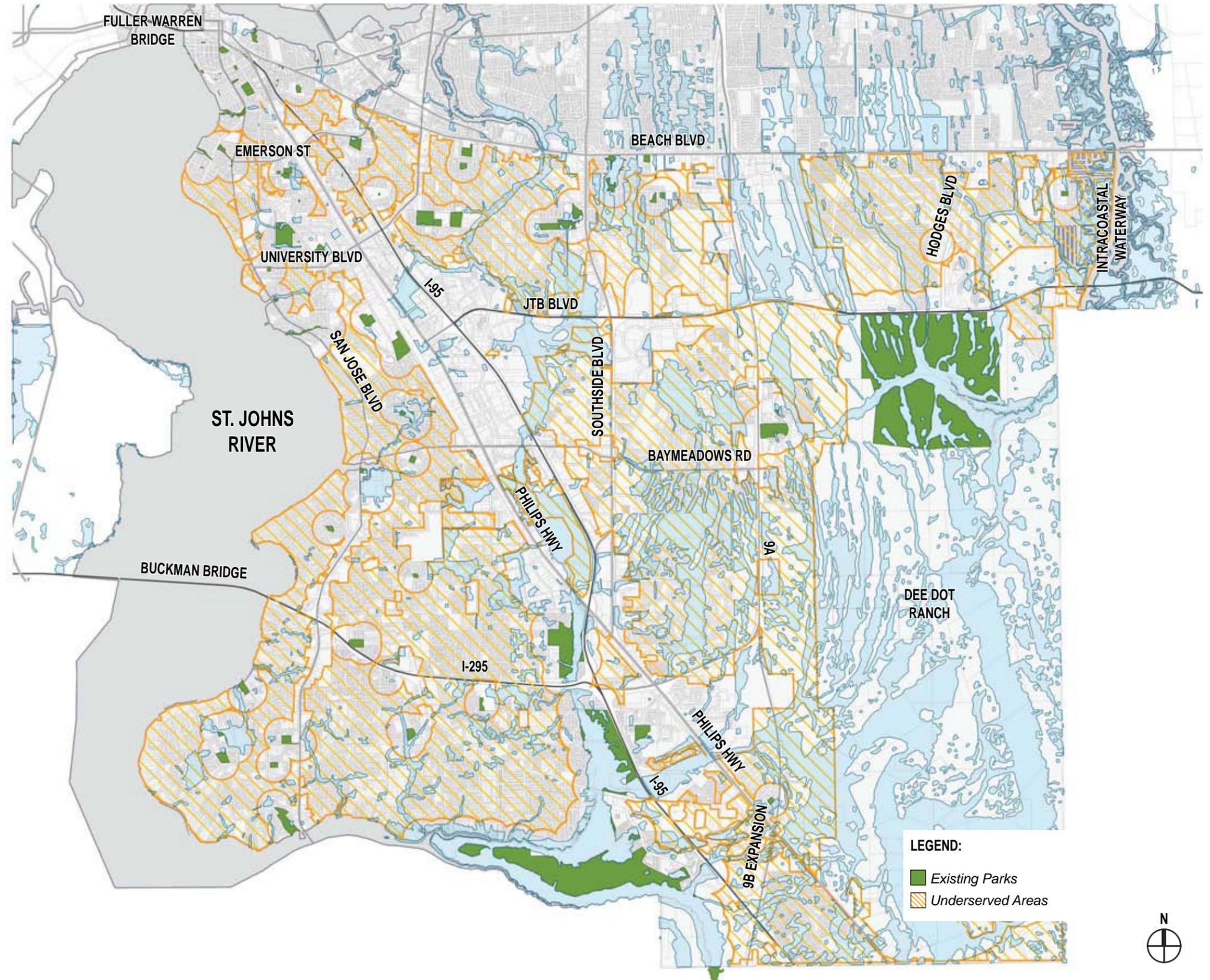
The diagram on the preceding page illustrates existing parks within the District. Many of these parks are disconnected, lack a strong presence, and do not serve the community's needs. This is partially due to the difficulty in establishing a hierarchy of park needs between natural resources and recreation facilities. While Jacksonville has preserved over 50,000 acres of land through the Preservation Project and its many partners, it has not reinvested as many resources into its neighborhood parks and recreation facilities. As a result, the natural resource lands have benefited over the recreation spaces. By establishing a clear distinction between natural resources and recreational facilities, the City can more thoroughly address improvements to its neighborhood parks and connectivity.

As previously mentioned, a key goal for recreation is locating a park or nature feature within walking distance of every resident. Assuming a convenient walking radius of 1/4 of a mile, most of the neighborhoods in the Southeast are underserved—meaning they are not within walking distance to recreation facilities and those that are do not have a sufficient range of park types or activities. As illustrated in the diagram to the right, there is a need for a range of additional parks which increase recreational opportunities for the community.



Photo: 9A-Baymeadows park

Diagram: The diagram to the right illustrates areas that are not readily served by a park, based on 1/4 mile radius around existing parks. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)





**5.1.1 Improve Existing Recreation Facilities**  
 One example of a park which lacks presence and connectivity to the community is River Oaks Park. This small gem of a park is located on a tributary of the St. Johns River and provides one of the few public access points to the river in the District. But aside from those homes which directly abut the park, it is an underutilized asset for the surrounding community. Its absent amenities and nondescript entrances detract from the park's potential as a neighborhood focal point. The illustrations on this and the following page show how relatively small improvements can make the park more inviting for the general public and connect to the surrounding neighborhoods in a more meaningful way.



*Photos: The photos above provide examples of issues with some existing parks including poor access, poorly marked entrances, lack of programming, and design.*



Photo: Existing Conditions



Illustrations: The images above illustrate how relatively minor improvements can improve the accessibility and inviting quality that a park should have. These include a landscape buffer from adjacent roadways, improved connections between different areas of the park, improved landscape and hardscape features, and amenities such as benches and shelters. (Source: Zyscovich Architects, 2009)



Illustration: The drawing above illustrates improvements that can make parks more inviting and promote neighborhood sense of place.

Another example is a small roadside park on San Jose Boulevard (Colonial Manor Lake Park) near Waterman Road. As seen in the existing photos below, this park has basic amenities and provides a welcome break along the corridor. But how could it be better? As illustrated to the left, the addition of some simple improvements could vastly improve its character, inviting quality, and the neighborhoods sense of place.



Photos: Colonial Manor Lake park

# What are the Opportunities for New Parks?

## 5.1.2 Provide New Parks

In order to better serve the District, the City should begin to target areas for new neighborhood parks and increased recreation and programming opportunities. The diagram to the right illustrates where target areas for new recreation facilities might be located to improve distances from underserved neighborhoods as previously described. The provision of these new facilities should include new parks on available land and utilizing shared public land on school and university grounds. New facilities should provide a range of programming and recreation opportunities based on input from neighborhood residents and can be designed in a variety of ways as described below.

*Active parks* are programmed with active uses like ball fields, vita courses, tennis courts, playgrounds, and jogging paths. These might include indoor activities such as arts and crafts, billiards, and an indoor gymnasium for basketball or volleyball; and outdoor activities such as a softball field, swimming pool, skate park, tennis courts, playground area and outdoor basketball courts.

*Passive parks* are not programmed with specific uses and can serve as neighborhood focal points and impromptu gathering places. They can be programmed with temporary neighborhood events and provide a flexible park space.

*Linear parks* highlight natural or manmade linear features and can be designed to connect smaller parks or activity nodes.

Using the City's preliminary list of planned parks, they should prioritize the need for these different park types described above and evaluate opportunities for their interconnectivity.

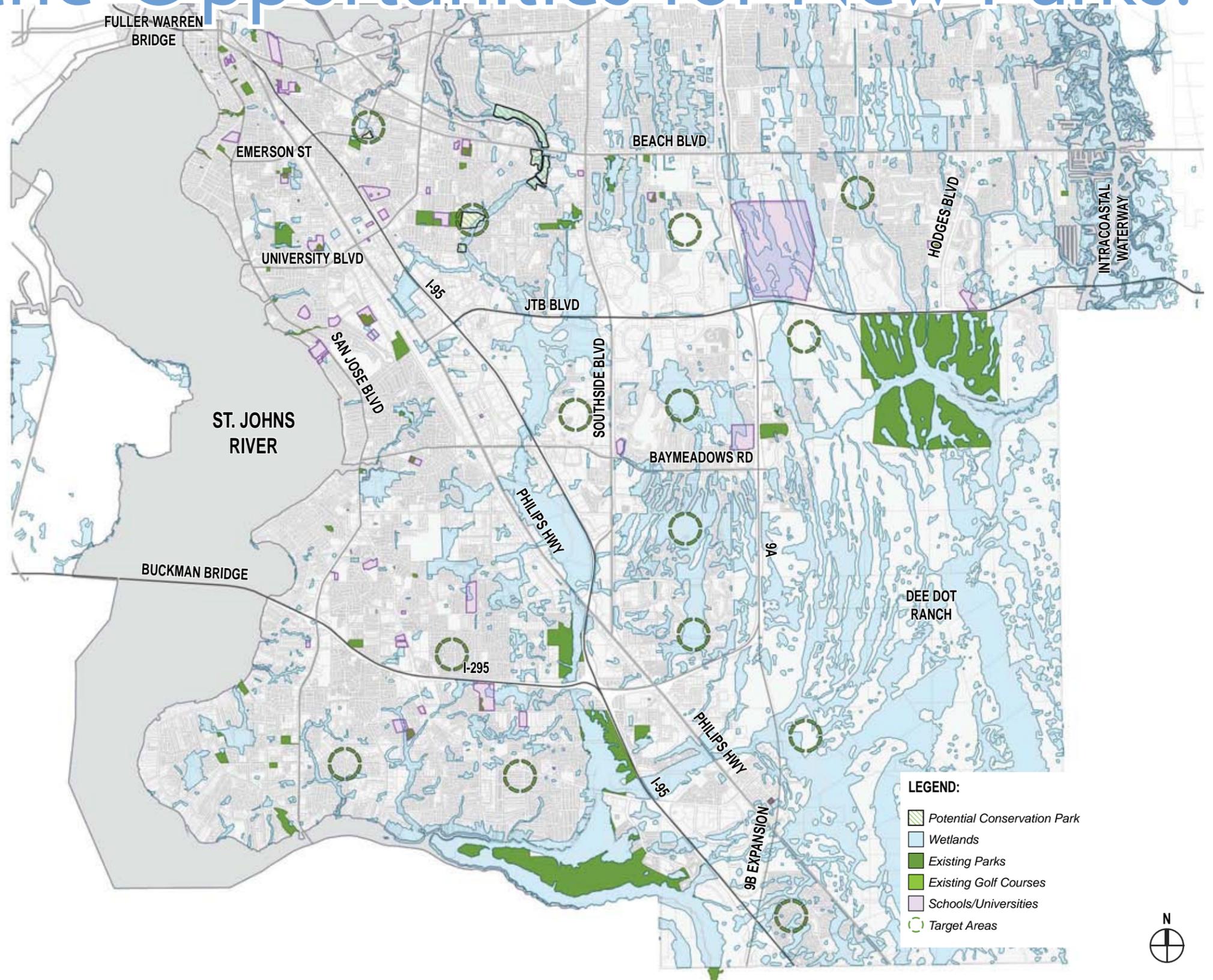


Diagram: The diagram to the right illustrates areas that should be targeted for new parks. It also includes schools, indicating the potential for the community to share these facilities after school hours. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)



Photo: Pocket park (Portland, OR)



Photo: Boardwalk along a detention pond (Tapestry Point)



Photo: Skate Board Park (Cuba Hunter Park)



Photo: Urban Plaza (Balis Park)

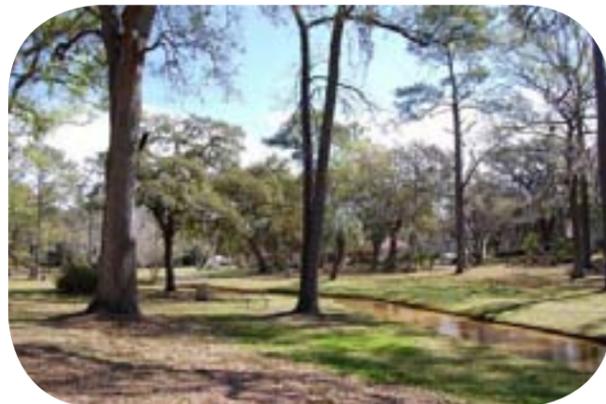


Photo: Neighborhood Park (San Marco)



Photo: Urban Plaza (Charleston, SC)

**Require Pocket Parks and Neighborhood Parks as Part of New Residential Developments and Large Redevelopments of Existing Neighborhoods.**

A popular and relatively easy way to create new parks in neighborhoods is through the introduction of pocket parks. Pocket parks are small parks tucked in between existing buildings and structures or situated on small lots. Typically found in urban settings, pocket parks are an alternative where larger recreation facilities do not exist. The City should encourage pocket parks in existing neighborhoods and require them in new developments.

**Require Public Projects with Detention or Retention Ponds to be Landscaped and Designed as Pocket Parks or Open Recreation Areas.**

In the case of detention and retention ponds, the City has an opportunity to improve the surrounding land as recreation facilities and to also beautify neighborhoods. One example is Tapestry Point which has created a public walkway along the edge of a detention pond. In its neighboring development, bridges have been incorporate to connect different uses. As a whole, the detention pond has been created as a focal point and integral component of surrounding development. These types of improvements should be encouraged throughout the District.

**Action Items for Sub-Principle 5.1:**

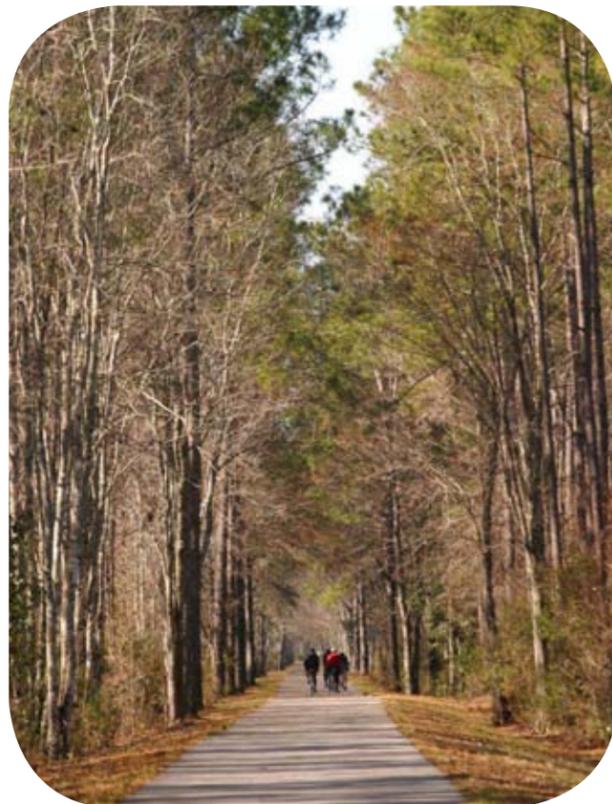
1. Provide opportunities for physical activity within walking distance of each home within the District.
2. Provide improvements to existing parks that enhance character, inviting quality, and sense of place.
3. Require pocket parks and neighborhood parks as part of new residential developments and large redevelopments of existing neighborhoods.
4. Require public projects with detention or retention ponds to be landscaped and designed as pocket parks or open recreation areas.

## 5.2 Provide interconnectivity of greenways to include walking and bicycle paths.

As each of these new facilities are put in place, they should be conceived as part of an interconnected district-wide and even a regional network. Nature trails, bicycle paths, and linear parks can begin to connect to each of the park resources previously described. As identified by charrette participants, opportunities such as a greenway along JEA easements can begin to fulfill this need. When combined with improved corridors as described in Sub-principle 3.2.1, a true interconnected greenway system can be developed.

### Action Item for Sub-Principle 5.2:

Create and interconnected greenway system which connects to existing regional systems and prominent destinations.



Photos: Baldwin Rails to Trails (Jacksonville)

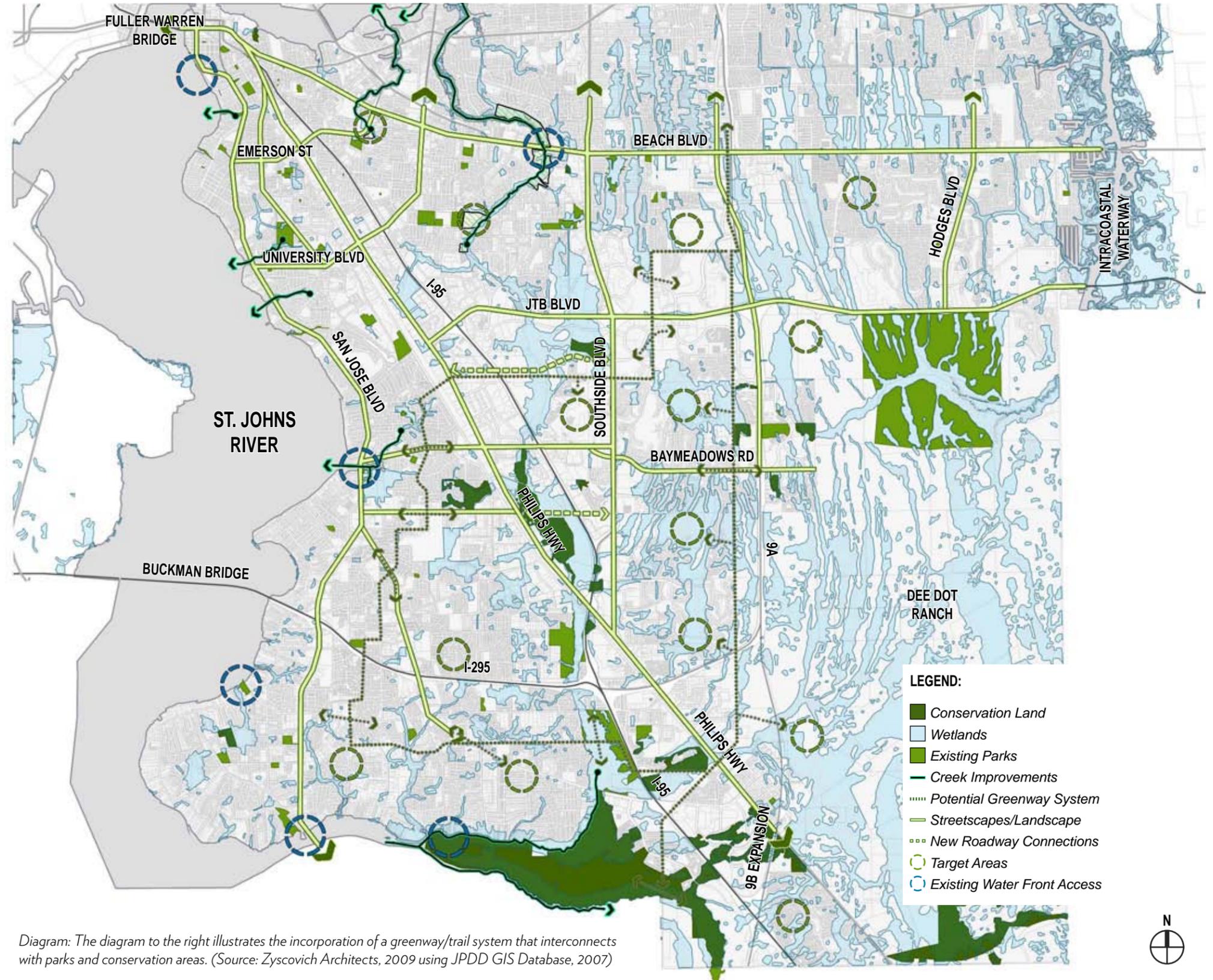


Diagram: The diagram to the right illustrates the incorporation of a greenway/trail system that interconnects with parks and conservation areas. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)



Photos: Examples of river access in the District

### 5.3 Protect and Provide Public Access to Conservation Areas and Natural Resources.

The natural resources and conservation areas in the Southeast include the St. Johns River, vast wetlands and various conservation areas such as the Julington/Durbin Creek Preserve. Increased access and policies to conserve these resources are vital to future of the District.

From an environmental perspective, the St. Johns River faces significant challenges. A recent algal bloom required the state health department to issue warnings that the river was unhealthy for humans. Many of the river’s tributaries have bacteria levels so elevated that they are deemed unsafe for fishing and swimming. In 2006, the City announced The River Accord, a 10-year, \$700 million program to begin restoring the health of the Lower St. Johns River Basin. The program includes: closing and improving wastewater treatment plants; encouraging the reuse of treated wastewater for irrigation of lawns, parks, and golf courses; eliminating failing septic tanks; and capturing and treating stormwater before it enters the river.

In order to protect wetlands and conservation areas, the following standards might be considered:

- Limit the percentage of parcels where vegetation can be cleared.
- Require large setbacks adjacent to floodplains, creeks, wetlands, and forest edges.
- Use net density approaches to reduce or eliminate density for sensitive portions of a property, especially if development can be concentrated in less sensitive areas of a site.

#### Increase Public Access to the St. Johns River

As previously described in Sub-principle 1.2, the St. Johns River is the single most identifiable natural feature of the City. It defines Jacksonville’s identity and shapes how it functions. Its bridges and banks offer important features which distinguish the City from other cities in Florida and contributes to its character and sense of place. Unfortunately, existing access to the St. Johns River is severely limited. This is especially true in the Southeast where most of the waterfront is privately owned. The river is an important ecosystem resource, but it also contributes to the District’s scenic fabric by providing viewsheds and access to recreation and boating. Therefore, improved access to the river must address visual access by providing more waterfront parks and physical access by increasing the number of boat ramps and points of entry.

# Enhance Access to the River

Access should meet specific goals and criteria and might utilize incentives to provide access on private property. For instance, the Comprehensive Plan may include an objective to provide public river access every “X” miles. Further, zoning may require that commercial redevelopment on the river provide some degree of public access. A detailed study should be commissioned to develop a waterfront access master plan and to identify specific properties that may be acquired by the City. Agencies such as the Trust for Public Land can be a tremendous help in conducting this type of analysis.

The diagram to the right begins to identify general locations for new parks and boat ramps to serve a broader distribution of the population. In addition, there is a need to improve existing facilities which are not adequately maintained. The City’s Boat Ramp Master Plan identifies facilities which are in need of repair, as well as opportunities for expanding existing facilities.

There are also opportunities to enhance access to the river’s associated creeks and tributaries. One example is the planned trailhead at the Julington Durbin Creek Preserve which will improve access to the peninsula formed at the confluence of two creeks. With nine miles of shoreline along the two creeks an approximately three miles of hiking trails, visitors have an opportunity to experience a number of natural ecosystem communities and observe wildlife such as bald eagle, osprey, gopher tortoise, bobcat, turkey, deer and numerous species of wading and songbirds. Manatees also seasonally swim in both creeks.

### Action Items for Sub-Principle 5.3:

1. Continue efforts to restore the health of the Lower St. Johns River Basin.
2. Create development standards that protect natural areas.
3. Create specific goals and criteria to increase public access to the river.
4. Implement the City’s Boat Ramp Master Plan.

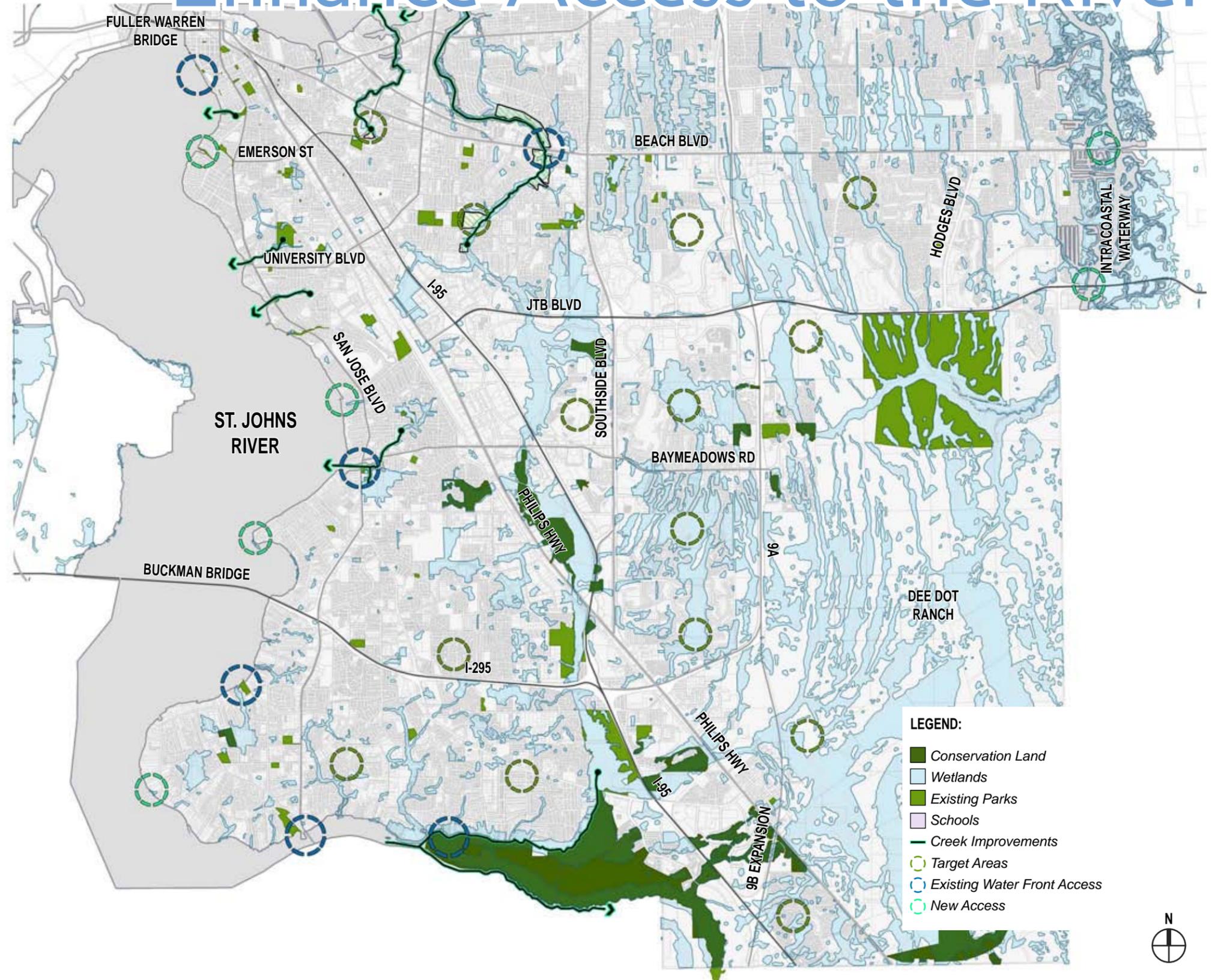


Diagram: The diagram to the right illustrates existing waterfront access and target areas for additional public waterfront access. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

“Successful communities provide an array of services and amenities to their residents -including good roads, high quality schools, access to quality health care, a mix of housing, clean air and water, and green infrastructure, a system of parks and recreation that supports an active and healthy population.”

—Florida Parks in the 21st Century, Trust for Public Land

**5.4 Protect the rivers and streams by providing for better management practices for storm water before it reaches them, by retaining flood plains, wetlands and use of detention ponds and requiring wetlands and streamside buffers.**

**Ecosystems: Promote Biodiversity Through the Protection of Natural Resources and Green Infrastructure.**

Ecosystem services or green infrastructure describe naturally occurring elements of the ecosystem which contribute to its overall health. Many cities are beginning to understand the important functions that green infrastructure provides and are calculating its benefits in monetary and budgetary terms as “natural capital”. This natural capital of the City includes parks and protected natural areas, as well as tree canopy and pervious surfaces. As documented by the non-profit organization American Forests, investment in the natural capital of the City saves money managing air and water pollution, helps meet environmental regulations, and helps fulfill the city’s goals for environmental protection.

Mapping exercises can identify where green infrastructure exists and where it might conflict with proposed development, both public and private (including existing and planned roadways). Disturbances to the green infrastructure should be understood as a loss of function and value. Therefore, the urban land pattern should be revised to avoid development conflicts. Through zoning and land use changes, these valuable natural systems can be protected as a resource. Once green infrastructure elements are identified, they can be integrated with the other elements of the comprehensive plan (e.g. roadside vegetation as part of the Transportation Element; pocket parks in the Housing Element; etc.).

Service	Grey	Green	Example
Flood protection	Storm Drains Retention/Detention Areas	Natural ecosystem buffer landscapes; Increased pervious area	Wetlands; Parks; Unpaved surfaces
Water Supply	Well, Water Treatment Plant; Water reclamation plant desalinization	Water Conservation; Rainwater Capture; Expanded infiltration to aquifer	Irrigation and fixture efficiency; Native/adapted landscape; Cistern/Rainbarrels; Parks, unpaved surfaces, wetlands
Water Quality Protection	Water Treatment Plant; Catch Basins	Landscape Buffer; Non-point source reduction	Cleansing wetlands; Drainage BMPs; Green streets
Temperature Regulation	Air-conditioning	Heat island reduction through shade and paving	Urban forest; Limited paving; Pervious or Reflective paving
Air quality protection	Source control and power plant efficiency	Clean energy; Energy efficiency; Reduced vehicle miles	Solar energy; Green building; Compact urban development
Carbon Sequestration & Storage	Unknown (there is no technology)	Carbon sinks	Urban Forest
Waste Decomposition & Treatment	Landfills; Sewage treatment; Septic tanks	Waste minimization and reuse; Innovative wastewater treatment	Recycling; Composting; Green building
Food & Products	Imported processed food	Local agriculture; Soil conservation	Community supported agriculture; Composting/ Soil building
Erosion & Sediment Control	Rip wrap	Absorbent landscape	Landscape buffer; Pavement reduction; Pervious pavement
Pollination	Unknown (only bees can perform this function)	Bee-friendly or Florida Friendly Landscape	Native flowers and nesting places
Biodiversity Protection	Zoo	Natural areas; Florida Friendly Landscape practices	The Preservation Project; Varied native plants
Cultural Benefits	Cheap and easy	Sustainable society	TBD

Table: Vital functions that can be provided by either natural or manmade systems

**Potential Conservation Options**

A major component of protection is conservation lands such as the Julington Durbin Creek Preserve previously described. Conservation lands are areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential and unique coastal areas. Generally these areas are protected through public or private nonprofit ownership and management and development in these areas is typically limited to open space, resource and recreational uses. However, there are also opportunities to designate Special Management Areas (SMA) for lands in private ownership which have unique environmental characteristics. SMAs may allow for development implemented through specific management plans which are equitable to the private land owner while protecting the public benefit. One example is cluster development or conservation ordinances which can preserve existing development entitlements while requiring that a percentage of land is permanently conserved. The diagram to the right indicates potential conservation or special management areas, including existing agricultural lands.

Additionally, as ecosystem resources and green infrastructure are identified and mapped, the City can begin to prioritize lands for environmental clean-up and conservation. The City should develop a matrix to prioritize these lands using a set of consistent criteria based on functional value, redevelopment potential, aesthetic value, and recreation opportunities. Following this prioritization matrix should be a conservation matrix which connects each resource with an appropriate conservation tool.

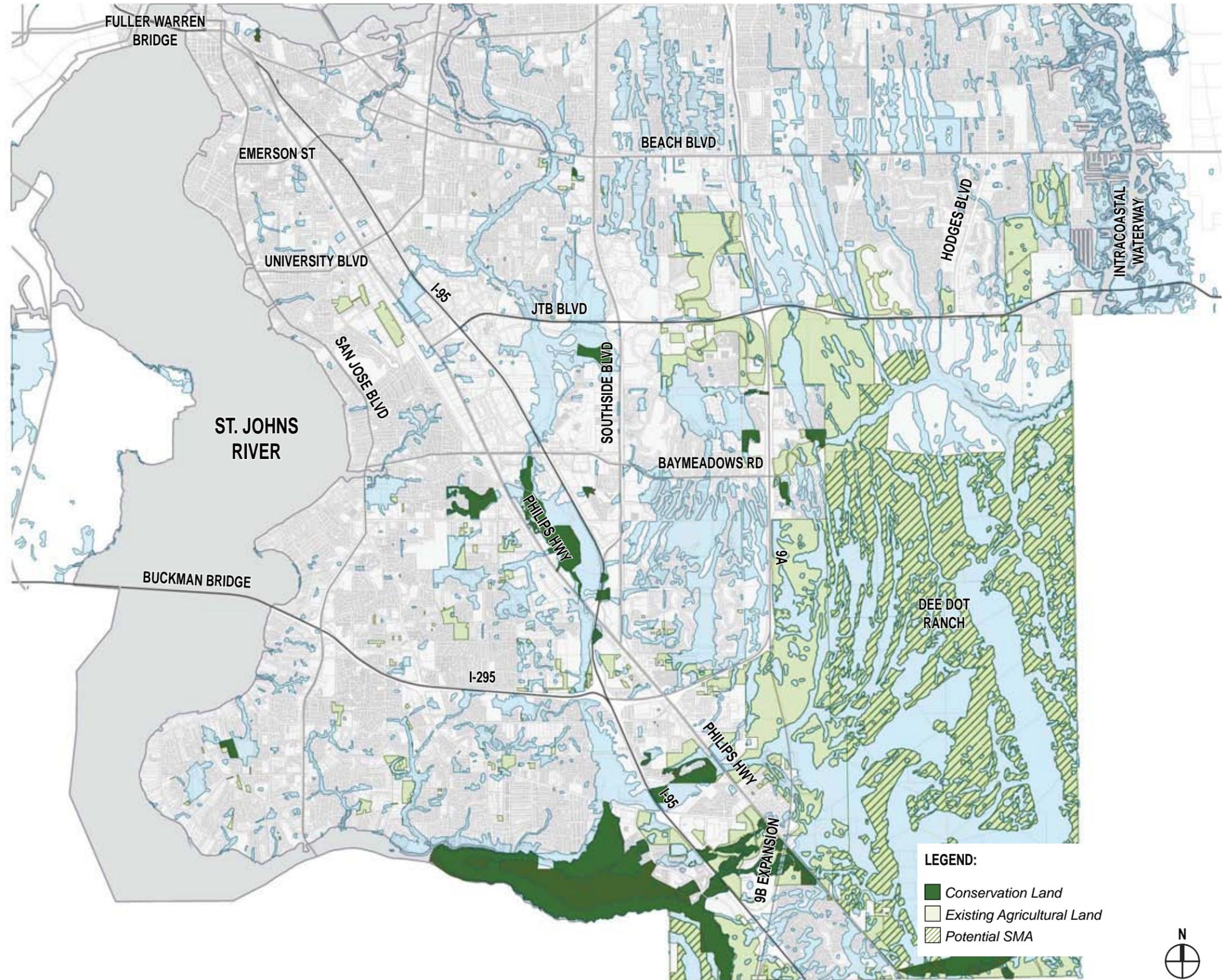


Diagram: The diagram to the right illustrates existing and potential conservation lands in the District. (Source: Zyscovich Architects, 2009; JPDD GIS Database, 2007)

# Provide Green Infrastructure



Photo: Pervious paving



Photo: Aquascaping



Photo: Bioswale in parking area



Photo: Bioswale along a street

## Protect the Water Supply

The diagram on the following page illustrates the remaining wetlands in the Southeast. These wetlands provide vital functions which protect the City's water supply by filtering pollutants and sediments carried by stormwater run-off. According to the St. Johns Water Management District, "stormwater contributes 80 to 95 percent of the heavy metals – copper, lead and cadmium – that enter Florida waters". These pollutants can also seep into the Floridan Aquifer. Many people mistakenly assume that the St. Johns River is the City's primary water source, but in fact, it is the Floridan Aquifer that serves as Jacksonville's primary source for fresh drinking water. Past development has led to the destruction of many wetlands, evidenced by the lower percentage of wetlands in the older areas of the District. Therefore, it is critical that the City create a comprehensive strategy to address stormwater run-off and protection of the water supply.

Stormwater management is a green infrastructure function which is enhanced with manmade infrastructure. Best management practices for storm water run-off can protect the rivers and streams by retaining flood plains and wetlands, using detention ponds with aquascaping, and requiring wetland/streamside buffers. Additional strategies for filtering stormwater run-off include increasing the number of trees (see Sub-principle 5.7), implementing "rain gardens" or bioswales which capture and retain water along roadways instead of diverting water to sewers, and employing green building practices such as green roofs and reducing overall non-porous paving.

## Action Items for Sub-Principle 5.4:

1. Map green infrastructure in the District.
2. Study the potential of creating additional conservation and special management areas.
3. Prioritize green infrastructure elements based on functional value and potential public use.
4. Provide best management practices for stormwater runoff to protect the water supply.

### 5.5 Encourage sewer lines with hookups adequate to eliminate existing septic tanks.

#### Discourage New Septic Tanks and Require New Development in Areas Without Existing Sewer Infrastructure to Install Water and Sewer Lines for Future Hook Up.

Another threat to water quality is failing septic systems. Significant areas of the Southeast were developed without city sewer infrastructure and are serviced by septic tanks. The diagram to the right indicates areas with septic systems that have been identified by the City as failing. These failures are a public health issue and can lead to degradation of groundwater quality as previously described. In order to address this issue, the JEA established the Water and Sewer Expansion Authority (WSEA) in 2003 to phase out failing systems and to provide property owners with an opportunity to finance water and/or sewer infrastructure improvements. To expedite this process, the City should consider additional incentives to defray the cost of these conversions. Further protecting water supply and groundwater can be enforced by limiting future development with septic systems and converting existing septic systems to sewer. Additionally, when septic systems are the only alternative, the City should consider requiring systems which are aerobic, rather than anaerobic. Although, these systems are generally more costly, they break down waste more efficiently and reduce the chances of groundwater contamination. As an example, the Suwannee River Water Management District requires these types of systems in Environmentally Sensitive Areas (ESA) where sewer infrastructure is not available.

#### Action Items for Sub-Principle 5.5:

1. Extend sewer lines to eliminate failing septic systems.
2. Provide additional incentives to property owners which defray the cost of converting from septic to sewer.
3. Consider requiring alternative and more efficient septic systems when septic is the only option.

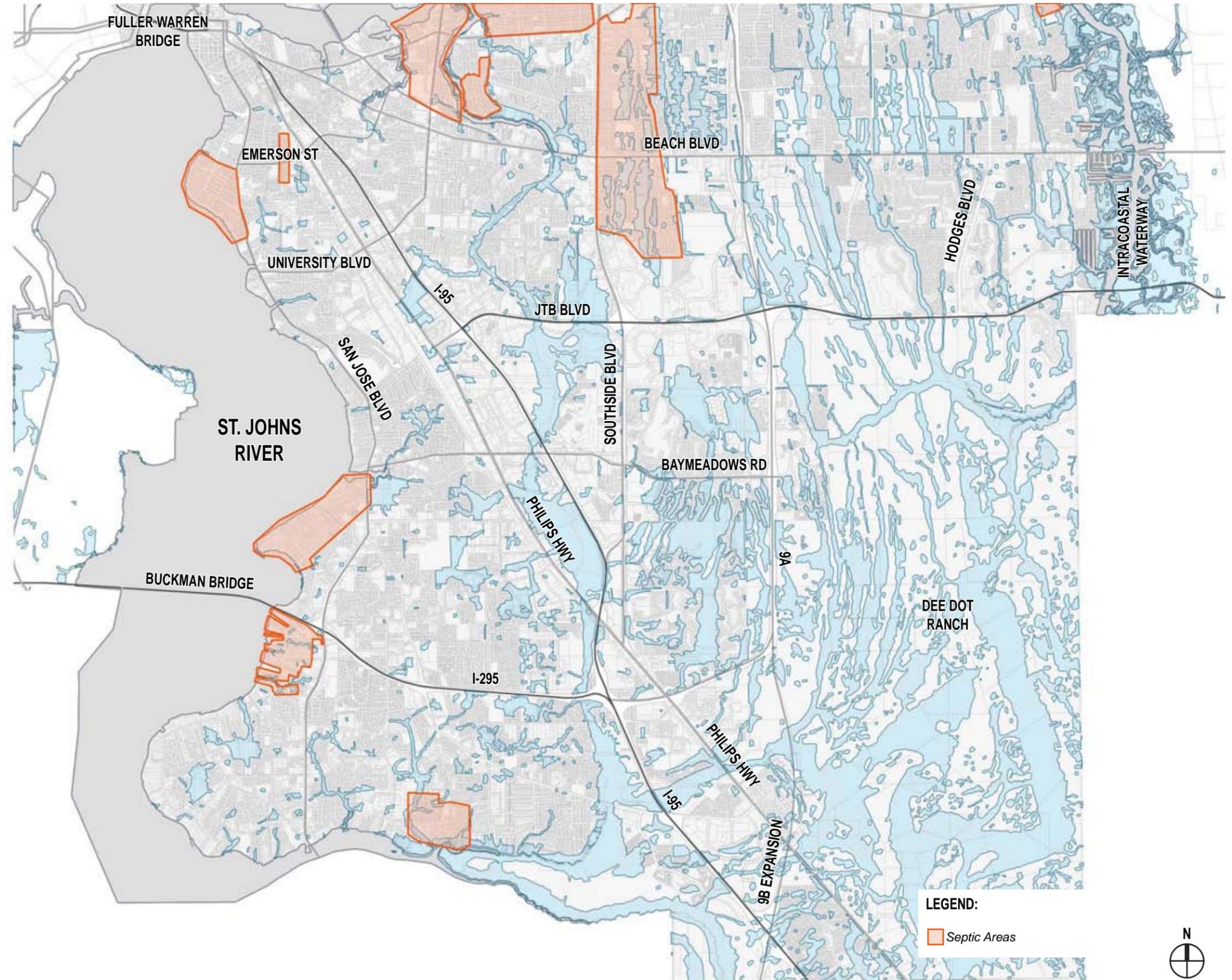


Diagram: The diagram to the right illustrates wetlands and areas with failing septic systems. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

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### Resources for Strengthening Water Conservation Regulations:

- Part 5 of the City’s Zoning Code: Water Conservation and Landscape Irrigation promotes water conservation in the First Urban Service District only and should be expanded to the entire City.
  - The St. Johns Water Management District’s landscape water conservation ordinance, which is currently being updated, will provide sample language for local landscape water conservation ordinances which are consistent with the state statutes for landscape irrigation.
  - Section 656.1210 of the City’s zoning code which describes landscape requirements related to Comprehensive Plan policies should be more readily enforced.
- 

### A Note About Water Quality

(from City’s Environmental and Compliance Department):

Northeastern Florida depends upon ground water as its primary source of fresh potable water. The Floridan Aquifer is the primary source of water for the major public drinking water supply wells throughout the City. The Floridan Aquifer system is one of the most productive aquifers in the world. In 1995, Duval County withdrew over 140 million gallons of water per day from the Floridan Aquifer.

The U.S. Geologic Survey has estimated that water levels within the Floridan Aquifer system in Duval County have gradually declined at the rate of 0.3 to 0.75-feet per year due to the increased demand. Lower water levels in the Floridan Aquifer increase the risk of contamination by surface and subsurface pollution.

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### 5.6 Enforce water conservation and encourage native landscaping practices by regulating land clearing and retaining native landscaping where present.

The City might also consider bolstering its water conservation and native landscaping practices, especially for public properties and roadways and develop additional incentives to encourage similar practices on private property. While the City and St. Johns Water Management District have existing programs and ordinances which address these issues, there is public perception that not enough is being done. The City might consider expanding and strengthening existing regulations and focus more effort on public education.

#### Action Items for Sub-Principle 5.6:

1. Limit the percentage of parcels that can be cleared of native vegetation.
2. Require native landscaping and Xeriscaping practices on all public property.
3. Promote the planting of native, or Florida-friendly vegetation as part of a development’s landscape plan.
4. Provide for wider landscaped buffers on roadway right-of-ways.



Photo: Native landscaping which contributes to water conservation.

## 5.7 Protect and enhance the City's tree canopy.

Urban forestry is the art, science, and technology of managing trees, forests, and natural systems in and around cities, suburbs, and towns for the health and well being of all people. Trees provide visual and physical improvements to streets, but also contribute to healthy ecosystem by improving air quality, managing stormwater, and supporting wildlife. As discussed in Sub-Principle 5.4, trees also provide an economic benefit to the City. In Atlanta, it is estimated that trees annually remove 19 million pounds of pollutants, performing a service worth an estimated \$47 million. Urban forests are part of the green infrastructure of the City and should be retained and expanded to the greatest extent possible.

Urban Forestry also contributes to several common principles of planning. Trees help to generate a sense of place. This is especially true in the Southeast where trees contribute to the District's overall identity. Trees also improve the character of existing transportation corridors and provide pedestrian and bicycle amenities. They create more walkable neighborhoods by providing shade and aesthetic value, and also calm traffic by visually narrowing streets. In addition, trees advance broader environmental goals and have been documented to increase property values. The overall environmental, social, and economic benefits make urban forestry a universally beneficial resource.

The City already has the following policy which supports trees throughout the City:

1. Recreation and Open Space Element:
  - Policy 2.1.3 "The City's Landscape and Tree Protection Regulations shall require the preservation of unique natural, native vegetation and habitat areas in new developments."
  - Objective 3.1 "The City shall establish and maintain a comprehensive resource management program for the protection of natural areas having special characteristics."
2. Conservation/Coastal Management Element:
 

Policy 3.3.7, The City has amended the Jacksonville Landscape and Tree Protection Regulations to increase the penalties for violation thereof, which penalties include mitigation, jail sentences, severe fines and withholding of building and development permits.
3. The City Council recently established a tree ordinance to include a tree commission and an arborist or urban forester to control under what conditions a tree could be cut down on public property.

While the City already has significant policy to support urban forestry, they might further consider conducting a street tree census as part of green infrastructure mapping to gain a more thorough understanding of the tree inventory and those areas which are underserved by trees. Additional policies with specific language requiring and enforcing an urban forest would create a more effective initiative.

# What Can Trees Do?

- Reduce urban heat islands
- Reduce the city's carbon footprint through carbon sequestration
- Reduce energy demand through shading and windbreaks
- Improve air quality through the removal of pollutants
- Improve stormwater run-off
- Increase wildlife habitat



*Photos: Tree canopy can make a tremendous difference in the character of neighborhoods. It can also reduce energy costs through shading and wind breaks and has been shown to increase property values. The above photos illustrate two different neighborhoods in the Southeast.*

In Atlanta, it is estimated that trees annually remove 19 million pounds of pollutants, performing a service worth an estimated \$47 million.



Photo: Examples of the existing tree canopy

**Encourage the Use of Larger Tree Protection Zones (TPZ).**

Construction damage to trees can result in sudden death or surface years later as a weakened tree which finally succumbs to an insect or disease pest. Either outcome can result in hazardous situations, lost value and a cost to remedy the situation. Proper tree protection measures can alleviate this. Tree Protection Zones (TPZ) will vary depending on tree size and species. Larger trees need larger zones as do species more sensitive to disturbance. Currently, the zoning code provides that tree protection barriers shall be placed at least six feet away from the base of any tree and shall include at least 50 percent of the area under the dripline of any protected tree. In many cases, this requirement may not protect the most critical element of trees—the root zone. In order to better protect trees, the City should consider revising the TPZ to include at least the entire dripline or canopy of the tree. This type of requirement means that the TPZ will vary based on each tree, rather than the generic requirement that currently exists. Further, the TPZ should mandate that no equipment or material storage, no vehicle parking, no refuge dumping, or anything else that would result in compaction or soil pollution should occur within it.

**Protect Existing Trees by the use of Directional Boring for all Utilities Within the Tree’s Drip Lines.**

To further protect trees, the City should also consider requiring directional boring in some circumstances. Directional boring is used for installing infrastructure that crosses waterways, roadways, environmentally sensitive areas, etc. The technique avoids extensive open cut trenches which can damage the root zone of existing trees.

**Action Items for Sub-Principle 5.7:**

1. Protect and enhance the City’s tree canopy.
2. Conduct a street tree census.
3. Provide more effective Tree Protection Zones.
4. Utilize directional boring for all utilities within a tree’s dripline.

## 5.8 Encourage the Use of Green Building Standards and Alternative Energy.

Alternative energy is an old concept which is gaining more mainstream acceptance amidst growing energy costs and shrinking supplies. There is increased support for the public and private sector to utilize alternative energy sources in an effort to protect those supplies and to attempt to approach energy independence. Additionally “green” building practices are becoming more and more commonplace through market demand and through mandates by government agencies across the country. Some of the more commonly accepted tools which could be applied to Jacksonville include:

- Solar power
- Incentives which target industries that are involved in advanced or alternative energy technology
- New power plants to be based on clean fuels, taking advantage of advances in energy technology
- “Green” building practices and passive design

The most widely recognized green building standard is LEED (Leadership in Energy and Environmental Design) which is sponsored by the U.S. Green Building Council (USGBC), although there are others such as the Florida Green Building Coalition. LEED offers rating systems that are applicable to neighborhood, residential and commercial design. These systems generally rate sustainable site design, water and energy use, materials and resources, and indoor air quality. The City should consider requiring LEED for certain types of projects, such as public buildings, large buildings and large developments that have significant impact. They should be strongly encouraged for other development, although some communities have gone as far as requiring LEED in all new buildings.

The City is already developing alternative energy resources and should continue this pursuit aggressively. The JEA is developing plans for a 100-acre solar farm in the Westside that would provide enough power to heat, cool and light 2,700 average Jacksonville households. An array of roughly 200,000 collection panels could generate 15 megawatts of electricity. In addition, The JEA also offers a Solar Water Heating Incentive.

### Action Item for Sub-Principle 5.8:

Encourage the Use of Green Building Standards and Alternative Energy.



Photo: Solar farm



Photo: Adaptive reuse of buildings (San Marco Railway Station)



Photo: Vernacular buildings based on passive design principles



Photo: Solar panels incorporated into park structures



Photo: Example of a “green certified park building



Photo: Vernacular buildings based on passive design principles

This Page Reserved for Notes

# 11 Conclusions

## SOUTHEAST

### CONCLUSIONS

The Southeast Planning District is a large and varied district that includes unique historic first generation suburbs near downtown and stretching along the shores of the St. Johns River; to post-war suburban developments near the core of the city; to contemporary suburban development in its southern and eastern areas. The District is geographically Jacksonville's fourth largest planning district covering almost 45,000 acres. From a vision planning perspective, it is actually a multitude of districts and neighborhoods, all of which contain different assets, issues and opportunities.

The greatest issue facing the District is one of growth and protection of quality of life. It is the fastest growing district in the City and has increased in population by more than 34% since 1990 with no expectation for decline in the future. This rapid growth demonstrates that the District is a highly desirable place to live and provides a high quality of life for its residents. However, this growth and the resulting diminishing land supply presents a significant growth management issue for the Southeast. The challenge is to protect existing neighborhoods and balance those quality of life assets that first attracted residents to the area with new opportunities for growth.

The visioning process and consultation with the community has established that the aspiration of the community is to protect and build upon the District's unique qualities and to capitalize on opportunities to improve the District and its sense of place. The community identified the need to protect the identity of the District by protecting their neighborhoods and historic assets. They expressed a need for more efficient use of land resources through redevelopment along major corridors and more compact development in new areas. They identified the need for greater choice in their transportation system to support mobility and economic growth. And, they expressed a need for a higher quality park system, protection of and greater public access to natural resources, and a smarter approach to the use of energy resources.

This Vision Plan serves as a guiding document to future improvement of the District. It provides the framework for planning decisions and is the first step in implementation of the community's vision. Implementation is the act of carrying out or accomplishing an idea or plan. This word represents the essence of planning and is the hallmark of successful plans. Without this vital next step, the Vision Plan for the Southeast cannot be realized. The action items listed on the following pages provide a summary of the tools and strategies that have been identified and which should be adopted to ensure this Vision Plan's implementation. They describe policy direction, specific studies, and recommend zoning and land use changes. The City should adopt a strategy for implementing these action items which might include a timeline and prioritization matrix.

“Implementation... how to put programs and change efforts into action.”

—Anita M. Pankake, author of *Implementation: Making Things Happen*

# Guiding Principle One

## 1.0 CAPITALIZE ON THE SOUTHEAST'S UNIQUENESS

### Action Items for Sub-Principle 1.1: Encourage a Sense of Place

1. Divide the District into smaller districts that can address the various nuances of existing neighborhoods and districts in a concise and thorough manner.
2. Conduct neighborhood specific studies that include provisions for an improved sense of place.
3. Encourage a distinctive community layout based on Traditional Neighborhood Developments to include a grid system of streets, smaller, compact, walkable neighborhoods with commercial and recreational facilities within walking distance.
4. Discourage traditional strip retail by implementing the use of the urban village model oriented to public transit and representative of District architectural character such as San Marco, Riverside, Avondale, Five Points, Tapestry Park, and Murray Hill.
5. Protect existing neighborhoods from encroachment by commercial and higher density development by providing a sufficient buffer to protect the existing neighborhood from shadows cast by the proposed structure.
6. Protect and preserve older historic neighborhoods and assets that represent their unique character and street/grid traffic pattern.
7. Strengthen regulatory provision to further protect and preserve the existing tree canopy.

### Action Items for Sub-Principle 1.2: Enhance Public Access to the Riverfront

1. Identify and implement improvements for existing river access points.
2. Provide aesthetic improvements to existing and future public infrastructure.
3. Create land use classifications and zoning codes that identify and protect existing and future public access points and existing marinas.
4. Protect current and future marina sites and public waterfront parks through the use of restrictive easements.



Capitalize on uniqueness (see page 10)



Improve access to the river (see page 17)



Protect neighborhoods (see page 14)



Protect historic neighborhoods (see page 15)



# Guiding Principle Two

## 2.0 PROMOTE MIXED-USE/MIXED-INCOME REDEVELOPMENT AND INFILL

### Action Item for Sub-Principle 2.1: Provide for and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create a Range of Housing Opportunities and Choices, Where Appropriate

Provide land use regulations that promote compatible mixed-use development, infill and redevelopment in stable and declining areas and create a range of housing opportunities and choices, where appropriate.

### Action Items for Sub-Principle 2.2: Encourage Redevelopment along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways

1. Amend land use and zoning to support more density and mixed-uses around targeted nodes and corridors.
2. Encourage the reuse of existing structures by providing incentives.
3. Encourage redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives.
4. Protect neighborhoods from potential negative impacts by providing a gradation of uses and intensity.
5. Target large parcels for catalyst redevelopment.
6. Establish a CRA or CDD as a mechanism to assemble and redevelop property on the Philips Highway corridor.
7. Establish mobility fees as an alternative to concurrency.

### Action Items for Sub-Principle 2.3: Provide for and Promote More Consistent/ Compact and Contiguous Development in New Areas Provided there are Appropriate Transitional Buffers

1. Develop a conservation subdivision ordinance for development on “new land”.
2. Create a plan to connect open spaces from conservation subdivisions to each other and to existing open spaces and conservation areas.



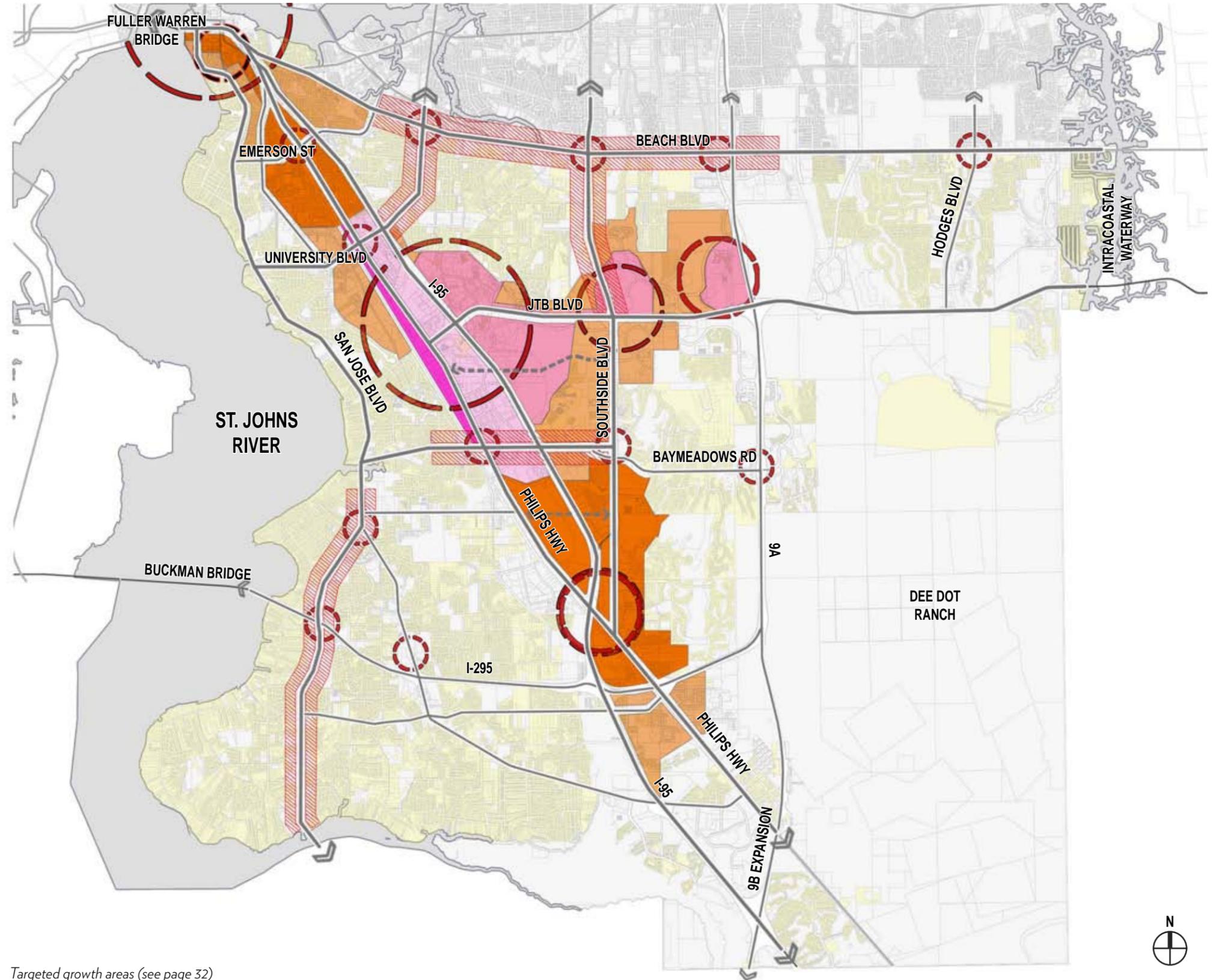
Compatible redevelopment and infill (see page 28)



Redevelopment along arterials (see page 35)



Catalyst redevelopment (see page 36)



Targeted growth areas (see page 32)

# Guiding Principle Three

## 3.0 PROVIDE A VARIETY OF TRANSPORTATION CHOICES

### Action Items for Sub-Principle 3.1: Improve the Connectivity of Existing Transit Systems by the Use of Integrated Transportation Systems

1. Employ Transportation System Management strategies to improve the existing roadway network.
2. Construct new connecting roadways across the 1-95/Philips Highway/FEC railway Corridor.
3. Adopt policies to reduce VMT.
4. Provide a commuter rail system to improve regional connectivity.
5. Study the potential for Bus Rapid Transit and light rail.
6. Provide a high speed water transit system.
7. Create low-impact neighborhood oriented shuttle systems.
8. Evaluate opportunities to link various transit modes at major activity nodes.

### Action Items for Sub-Principle 3.2: Provide for and Promote More Walkable and Interconnected Neighborhoods

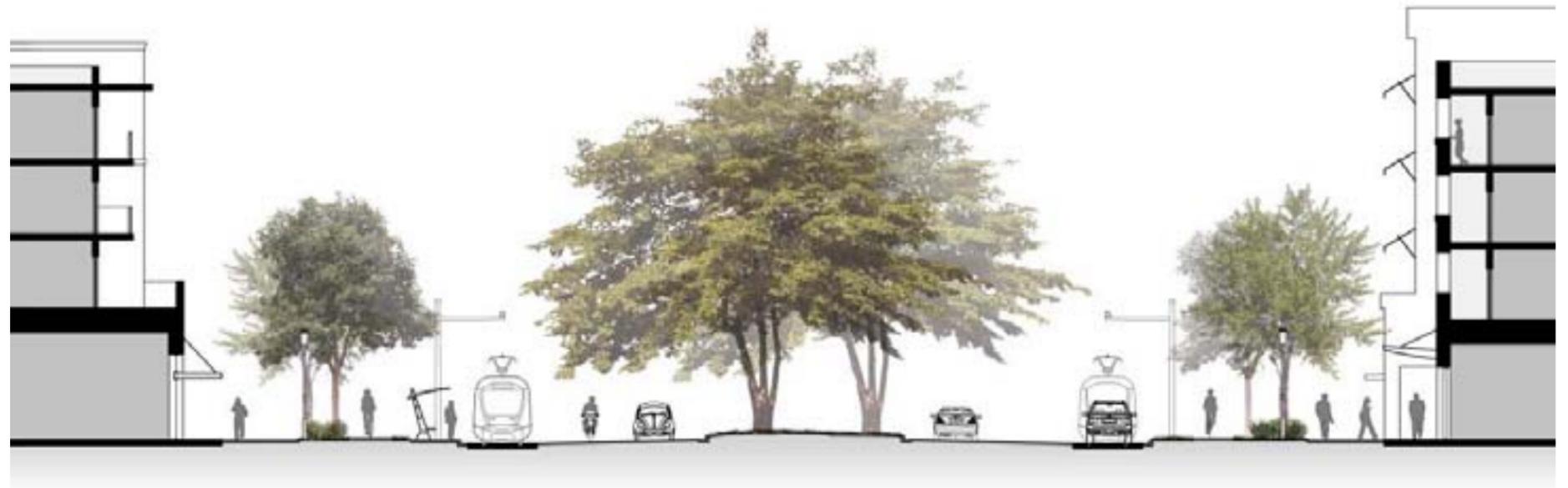
1. Create standards for new development to enhance walkability.
2. Create bicycle routes and make bicycles an integral component of new development and roadway design. Where possible, improve existing roads to include bicycle lanes.
3. Create an interconnected greenway system which connect existing regional systems and prominent destinations.
4. Provide adequate street lighting, sidewalks, benches, waste receptacles and trees to invite people to walk safely and comfortably.
5. Provide and require traffic calming measures and better street lighting to improve safety.

### Action Items For Sub-Principle 3.3: Reduce the Number of Driveways and Curb Cuts Allowed at the Intersections of Collectors to Arterials, Arterials to Arterials, and Arterials to Interstate Highways to Promote Connectivity. Remove Traffic from Failing Roadways by Reducing The Number of Driveways Allowed and Requiring Off-Street Connectivity for Vehicular and Pedestrian Traffic

1. Reduce the number of driveways and curb cuts allowed at the intersections of connectors to arterials, arterials to arterials, and arterials to interstate highways to promote connectivity.
2. Remove traffic from failing roadways by reducing the number of driveways allowed and requiring off-street connectivity for vehicular and pedestrian traffic.
3. Develop comprehensive access management strategies to address corridor congestion and safety.



Provide pedestrian amenities (see page 55)



Expand bicycle and pedestrian routes (see page 52)



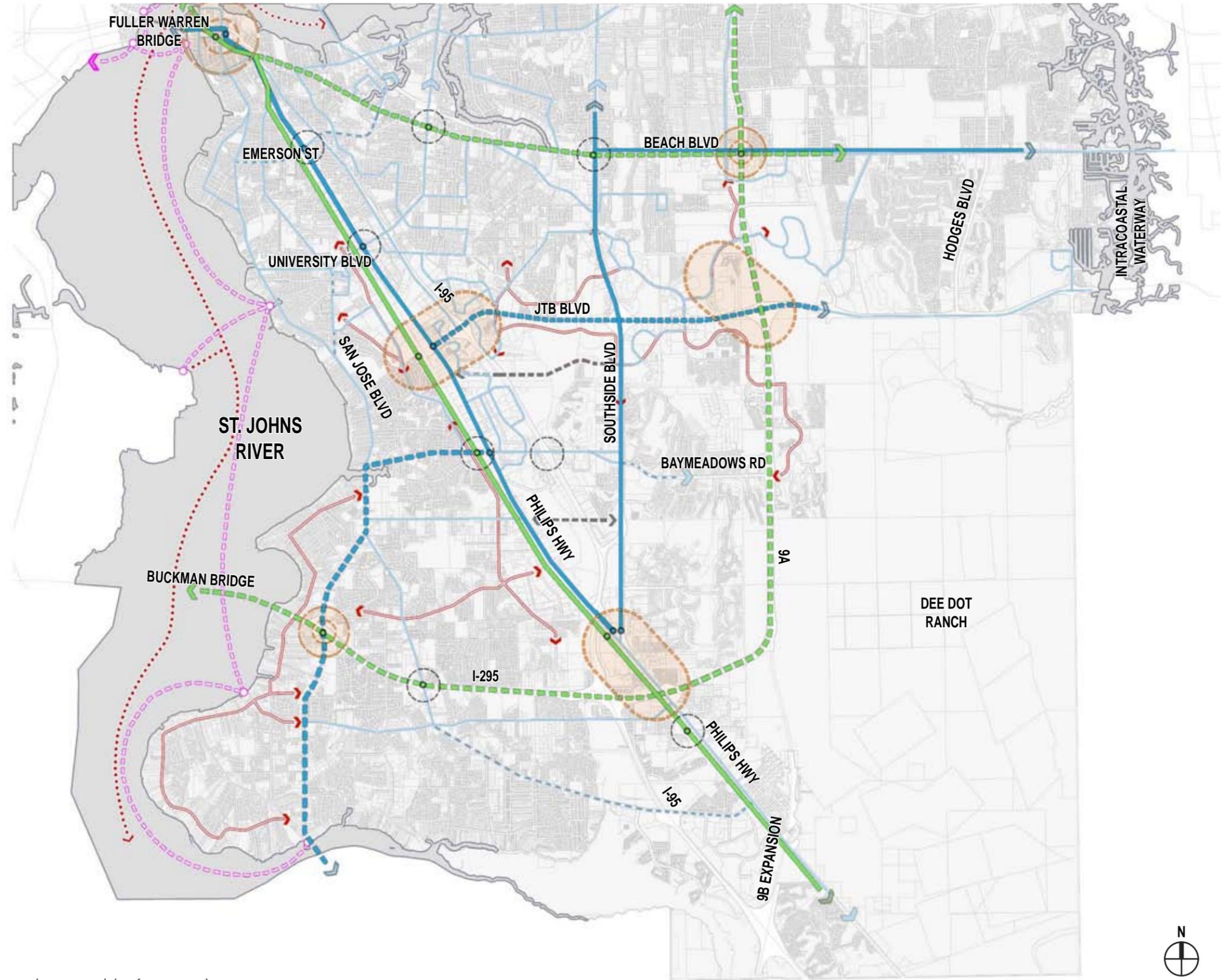
Provide transportation choices (see page 41)



Provide transportation choices (see page 41)



Provide transportation choices (see page 41)



Improve mobility (see page 47)

# Guiding Principle Four

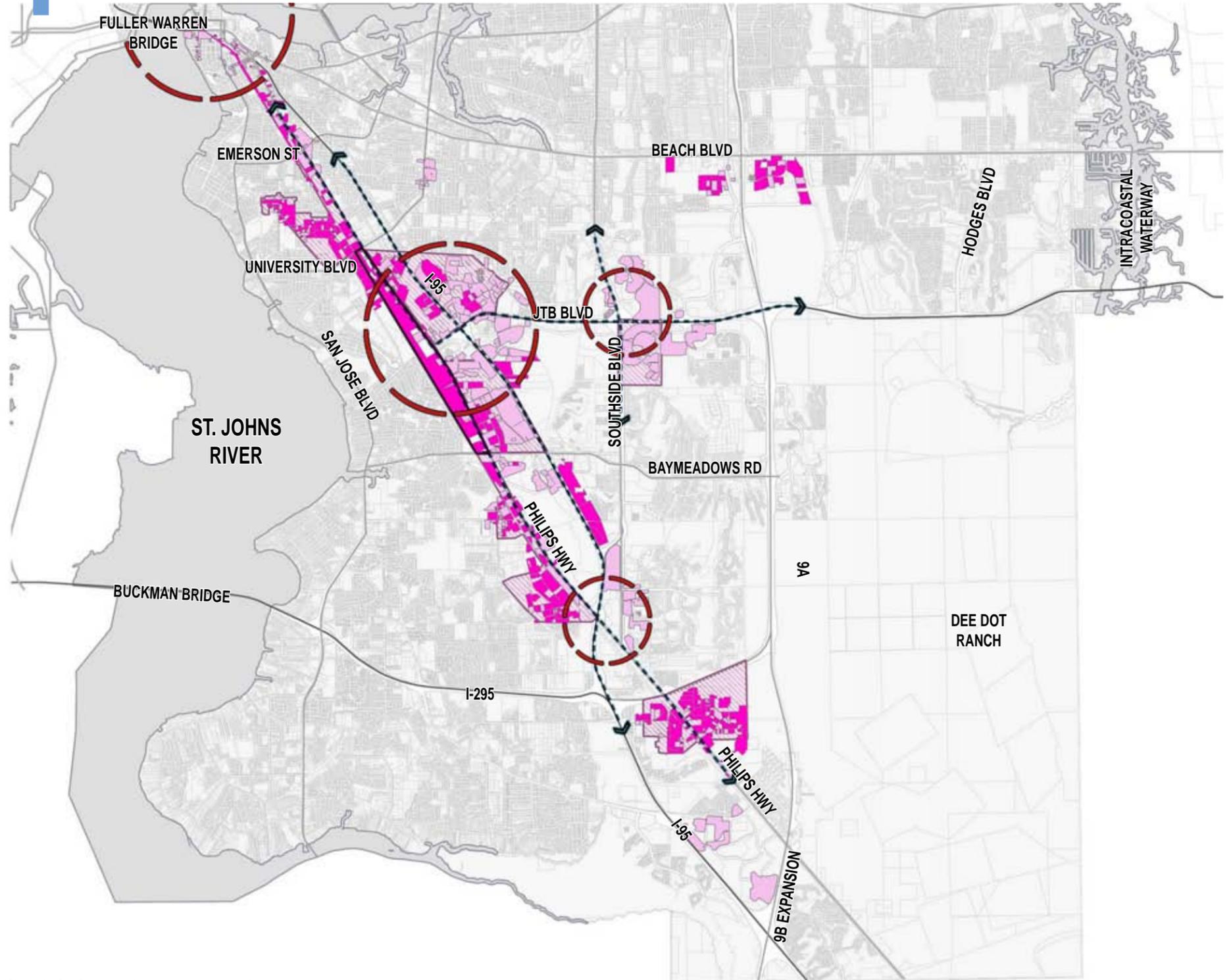
## 4.0 PROVIDE FOR ECONOMIC GROWTH

### Action Item for Sub-Principle 4.1: Provide Set-Asides for Future Industry and Protect Existing Industrial Uses and Sites

1. Retain land use regulations which support existing and new industrial office uses.
2. Designate certain areas, particularly around airports, ports, hospitals and universities for future technology, medical and other clean industrial development.
3. Buffer industrial sites by the use of setbacks and landscaping along the visual corridor.

### Action Item for Sub-Principle 4.2: Promote and Encourage More Family- Oriented Recreation and Entertainment Attractions along South U.S. 1 to Capitalize on Regional Tourism

Promote and encourage more family-oriented recreation and entertainment attractions along south U. S. 1 to capitalize on regional tourism.



Provide for future industry (see page 60)

# Guiding Principle Five

## 5.0 EXPAND, PROTECT AND ENHANCE OPEN SPACE

### Action Items for Sub-Principle 5.1: Improve Connectivity and Public Access to Existing Parks and Provide New Parks

1. Provide opportunities for physical activity within walking distance of each home within the District.
2. Provide improvements to existing parks that enhance character, inviting quality, and sense of place.
3. Require pocket parks and neighborhood parks as part of new residential developments and large redevelopments of existing neighborhoods.
4. Require public projects with detention or retention ponds to be landscaped and designed as pocket parks or open recreation areas.

### Action Item for Sub-Principle 5.2: Provide Interconnectivity of Greenways to Include Walking and Bicycle Paths

Create and interconnected greenway system which connects existing regional systems and prominent destinations.

### Action Items for Sub-Principle 5.3: Protect and Provide Public Access to Conservation Areas and Natural Resources

1. Continue efforts to restore the health of the Lower St. Johns River Basin.
2. Create development standards that protect natural areas.
3. Create specific goals and criteria to increase public access to the river.
4. Implement the City's Boat Ramp Master Plan

### Action Items for Sub-Principle 5.4: Protect the Rivers and Streams by Providing for Better Management Practices for Storm Water before it Reaches Them, by Retaining Flood Plains, Wetlands and Use of Detention Ponds, and Requiring Wetland/Streamside Buffers

1. Map green infrastructure in the District.
2. Study the potential of creating additional conservation and special management areas.
3. Prioritize green infrastructure elements based on functional value and potential public use.
4. Provide best management practices for stormwater runoff to protect the water supply.



Improve existing parks (see page 68)



Provide greenways (see page 71)



Increase access to the river (see page 72)

### Action Items for Sub-Principle 5.5: Encourage Sewer Lines with Hookups Adequate to Eliminate Existing Septic Tanks

1. Extend sewer lines to eliminate failing septic systems.
2. Provide additional incentives to property owners which defray the cost of converting from septic to sewer.
3. Consider requiring alternative and more efficient septic systems when septic is the only option.

### Action Items for Sub-Principle 5.6: Enforce Water Conservation and Encourage Native Landscaping Practices by Regulating Land Clearing and Retaining Native Landscaping where Present

1. Limit the percentage of parcels that can be cleared of native vegetation.
2. Require native landscaping and Xeriscaping practices on all public property.
3. Promote the planting of native, or Florida-friendly vegetation as part of a development's landscape plan.
4. Provide for wider landscaped buffers on roadway right-of-ways.

### Action Items for Sub-Principle 5.7: Protect and Enhance the City's Tree Canopy

1. Protect and enhance the City's tree canopy.
2. Conduct a street tree census.
3. Provide more effective Tree Protection Zones.
4. Utilize directional boring for all utilities within a tree's dripline.

### Action Item for Sub-Principle 5.8: Encourage the Use of Green Building Standards and Alternative Energy

Encourage the Use of Green Building Standards and Alternative Energy.



Encourage green building (see page 81)



Improve stormwater run-off (see page 76)



Protect the tree canopy (see page 80)



Encourage alternative energy (see page 81)



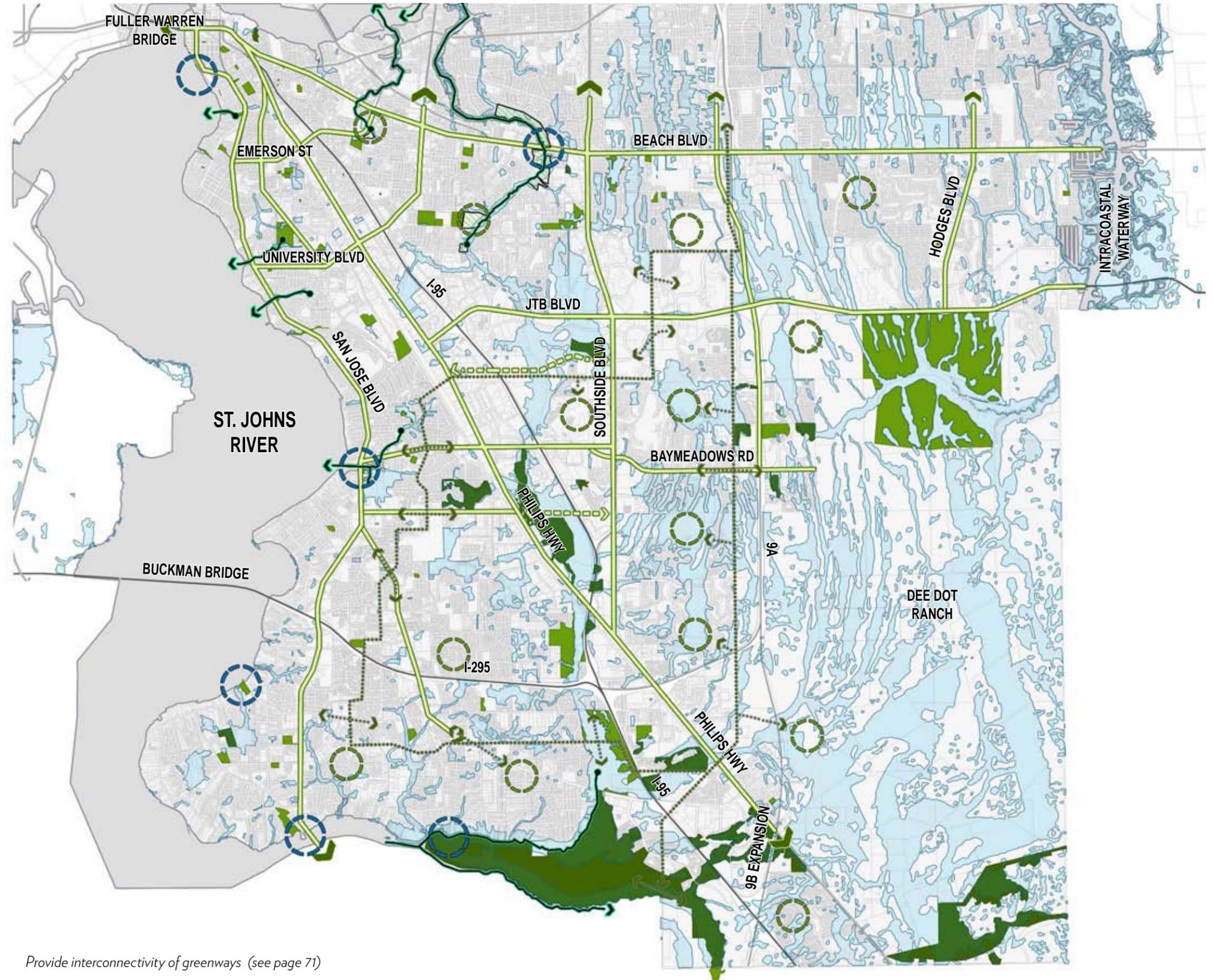
Provide new parks (see page 70)



Provide new parks (see page 70)



Protect natural resources (see page 72)



Provide interconnectivity of greenways (see page 71)







# A Appendix A

## SOUTHEAST

### Community Comments Matrix

Public participation in the creation of this Vision has been an invaluable component of the process. During the initial community charrettes, hundreds of community comments, concerns and ideas were recorded and documented in the *Community Visioning Charrettes: Southeast Planning District Final Summary Report* (October 13, 2008). These comments addressed a broad spectrum of issues and concerns ranging from the condition of streetscapes to strategies for improving the overall quality of life. They helped to identify the most significant challenges facing the planning district and became the foundation for the overall structure of the Vision. These very specific observations were bundled into five main guiding principles to accomplish the goal of creating a vision from a vantage point of “30,000 feet above the ground” while incorporating the comments into the Vision in a meaningful way. In that effort, the Southeast Vision Plan Steering Committee spent many hours painstakingly reviewing the comments and advising the planning team in the development of the Guiding Principles.

The following pages contain a summary of this process in tabular form. The tables categorize the comments as they relate to each Vision Plan Principle, Sub-Principle and related Vision Plan topic.



Photos: Community charrette participants

# Guiding Principle One

## CAPITALIZE ON THE SOUTHEAST’S UNIQUENESS

### Sub-Principle 1.1: Encourage a Sense of Place

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Communities need to maintain or create their own sense of place within their community.</li> <li>• Need to create a higher sense of communities.</li> <li>• Historical areas need to be highlighted and create a theme to create special places.</li> <li>• Areas like San Marco can create welcoming facilities and promote the area’s historical references.</li> <li>• The city feels like a collection of suburbs and not a part of the city as a whole.</li> <li>• We need to create a sense of place to attract the young people to stay.</li> </ul>		<p><b>Encourage a Sense of Place</b></p>
<ul style="list-style-type: none"> <li>• Visually screen ‘dirty’ or unaesthetically pleasing properties to improve the corridor.</li> <li>• The current zoning code doesn’t represent the city.</li> <li>• Zoning codes need to create places for everyone.</li> <li>• Zoning codes; one size does not fit all. Categories can have a number of different uses. Re-zoning creates ability to change land uses with an amendment. The codes need to be better defined. Good design must be enforced with developers and make them build what was approved.</li> <li>• Create a Community Design Review Board to review development to establish better use of properties.</li> <li>• Zoning is a big problem with a big, diverse area. Different solutions are needed. Break down neighborhoods and create a different overlay per each area and character.</li> <li>• Zoning overlays need to be compatible.</li> <li>• Develop “community development commissions” to help regulate development and to come up with solutions.</li> <li>• Code enforcement needs to be aggressive and prevent inappropriate uses.</li> <li>• Develop architectural standards for the community.</li> <li>• There have been too many comprehensive plan amendments (approximately 2,000 amendments have been approved). Council routinely overturns zoning amendments, which seems personally driven to favor developers.</li> <li>• PUDs are okay but developer’s plans are not enforced. No one complains so nothing is enforced. An agency position needs to be created specifically for PUD enforcement with a yearly compliance inspection.</li> <li>• Large PUDs should have tighter development guidelines.</li> <li>• Amendments filed for a PUD change what is actually constructed.</li> </ul>	<ul style="list-style-type: none"> <li>• Reinforce a sense of cohesive community design by the use of design criteria and guidelines (for compatibility)</li> <li>• Discourage traditional strip retail by implementing the use of the urban village model oriented to public transit and representative of district architecture character such as San Marco, Riverside, Avondale, Five Points, Tapestry Point, Murray Hill</li> </ul>	<p><b>Reinforce a sense of cohesive community design by the use of design criteria and guidelines (for compatibility)</b></p>
<ul style="list-style-type: none"> <li>• There needs to be protection of existing communities and sense of neighborhood.</li> <li>• Don’t neglect existing communities.</li> <li>• Don’t ignore the historical areas of the area.</li> <li>• Historic Mandarin should be preserved and used as a model to maintain community involvement.</li> </ul>	<ul style="list-style-type: none"> <li>• Protect existing neighborhoods from encroachment by commercial and higher density development by providing a minimum 50’ foot green buffer or sufficient buffer to protect the existing neighborhood from shadows cast by the proposed structure</li> <li>• Provide for and promote more consistent compact development in new areas so long as there are appropriate transitional buffers.</li> <li>• Protect neighborhoods from potential negative impacts of development, redevelopment and or public projects that are inconsistent with the neighborhood’s livability, architectural or historical charter</li> <li>• Protect and preserve older historic neighborhoods and assets that represent their unique character and street/grid traffic pattern</li> </ul>	<p><b>Protect Existing Neighborhoods</b></p>
	<ul style="list-style-type: none"> <li>• Protect and preserve the existing tree canopy</li> </ul>	<p><b>Protect and preserve the existing tree canopy</b></p>

# Guiding Principle One

## CAPITALIZE ON THE SOUTHEAST’S UNIQUENESS

### Sub-Principle 1.2: Enhance Public Access to the Riverfront

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• There needs to be more public access points to the river.</li> <li>• Too many private residences and development prevent the public from being able to enjoy the river.</li> <li>• Existing boat ramps are too crowded.</li> <li>• There is inadequate river access.</li> <li>• The river is a neglected resource and has been cut off from public access. Private developers do not provide public access.</li> <li>• There is limited access to the river and not enough boat ramps and marinas.</li> <li>• Make zoning changes that make marinas workable and not turn into river front properties into private development.</li> <li>• There is a lack of amenities to access the river. Logical access points need to be created.</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance Public Access to the Riverfront</li> </ul>	<p><b>Enhance Public Access to the Riverfront</b></p>

# Guiding Principle Two

## PROMOTE MIXED-USE/MIXED-INCOME REDEVELOPMENT AND INFILL

### Sub-Principle 2.1: Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create A Range of Housing Opportunities and Choices, Where Appropriate

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Developer will not have to pay into so much infrastructure, saving energy, commuter time with a more dense development.</li> <li>• Bring people together where they shop.</li> <li>• Need to create a higher sense of communities</li> <li>• Need to increase mixed use (i.e. TODs, Jackson Square TOD).</li> <li>• The city needs to get with trends with mixed use development.</li> <li>• Some think that multi-family housing should be separate from single family.</li> <li>• Don't just focus on one type of development but define different areas with different needs.</li> <li>• Identify what a neighborhood needs to sustain it: businesses, gathering places, residences, parks and recreation, small businesses, and entertainment.</li> <li>• Mixed use development is needed to combine a variety of land uses.</li> <li>• Office parks on Baymeadows Road need to be closer to retail.</li> <li>• Promote commercial development for entertainment oriented uses, and keep retail and commercial closer to the neighborhoods with entertainment venues.</li> <li>• No more commercial development with strip malls. Beach Blvd. does not link services to neighborhoods but perpetuates an endless long commercial sprawl.</li> <li>• Promote infill to economize on infrastructure investment, to support mass transit and reduce public expenditures.</li> <li>• Make developers responsible for traffic impacts.</li> <li>• Create mini-town squares around the community and close to neighborhoods where vacant strip malls are currently located to enhance neighborhoods.</li> <li>• Neighborhood community centers are needed to keep activities localized.</li> </ul>	<ul style="list-style-type: none"> <li>• Promote Mixed Use/Mixed Income Redevelopment and Infill</li> <li>• Provide for and promote compatible mixed-Use development, infill and redevelopment in stable and declining areas</li> <li>• Create a range of housing opportunities and choices where appropriate, through transition land uses and zoning practices</li> </ul>	<p><b>Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create A Range of Housing Opportunities and Choices, Where Appropriate</b></p>

# Guiding Principle Two

## PROMOTE MIXED-USE/MIXED-INCOME REDEVELOPMENT AND INFILL

### Sub-Principle 2.2: Encourage Redevelopment Along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>Commercial redevelopment needs to be transit accessible and have smaller shops rather than big box retail establishments.</li> <li>There should be high density development along mass transit routes.</li> <li>The old Baymeadows golf course has plans for infill that might create congestion.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage redevelopment along arterials with higher densities and intensities</li> </ul>	<p><b>Encourage Redevelopment Along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways</b></p>
<ul style="list-style-type: none"> <li>The area has over commercialization, closed restaurants and abandoned strip malls.</li> <li>Assemble more land with the vacant buildings to create better uses.</li> <li>Abandoned and older buildings need to be revitalized. There are a lot of these buildings along Phillips Highway, San Jose Blvd and Baymeadows Rd. Buildings are not even five to ten years old but are vacant. The same kind of facility is being built adjacent to the old one. Why not revitalize the old building instead of building a new building? There is an odd mix of one story buildings next to six stories.</li> <li>There doesn't need to be more new development in this district but redevelop existing buildings with new design guidelines.</li> <li>The City is trying to attract out of state businesses to relocate but it should be focusing on infill spaces of vacant offices first instead of building new office parks.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage the reuse of existing structures by providing incentives</li> </ul>	<p><b>Encourage the reuse of existing structures by providing incentives</b></p>
<ul style="list-style-type: none"> <li>Expand brownfield redevelopment programs and offer funding for higher quality design.</li> <li>New areas being developed neglect the old areas for redevelopment opportunities.</li> <li>Blighted areas are created when economic development shifts to other areas.</li> <li>Infill: strip centers, empty buildings, decaying neighborhoods.</li> <li>Abandoned strip malls need to be redeveloped to better uses.</li> <li>Southside Blvd. and Phillips Hwy have an abundant amount of vacant storefronts that need to be enhanced.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives</li> </ul>	<p><b>Encourage redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives</b></p>
<ul style="list-style-type: none"> <li>There needs to be protection of existing communities and sense of neighborhood.</li> <li>Don't neglect existing communities.</li> <li>Don't ignore the historical areas of the area.</li> <li>Historic Mandarin should be preserved and used as a model to maintain community involvement.</li> </ul>	<ul style="list-style-type: none"> <li>Protect neighborhoods from potential negative impacts of development, redevelopment and or public projects that are inconsistent with the neighborhood's livability, architectural or historical charter</li> </ul>	<p><b>Protect neighborhoods from potential negative impacts of development, redevelopment and or public projects that are inconsistent with the neighborhood's livability, architectural or historical charter</b></p>

### Sub-Principle 2.3: Provide For And Promote More Consistent/Compact and Contiguous Development in New Areas Provided there are Appropriate Transitional Buffers

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>The size of lots needs to be limited and better landscaping needs to be enforced.</li> <li>Create more residential streets with a grid system.</li> <li>Overlays: why can't we get more neighborhood overlays and have unique settings? Match the existing structure of successful neighborhoods with new development.</li> </ul>	<ul style="list-style-type: none"> <li>Provide for and promote more consistent compact development in new areas so long as there are appropriate transitional buffers.</li> <li>Encourage a distinctive community layout based on Traditional Neighborhood Developments to include a grid system of streets, smaller, compact, walkable neighborhoods with commercial and recreational facilities within walking distance.</li> </ul>	<p><b>Provide for and promote more consistent compact development in new areas so long as there are appropriate transitional buffers.</b></p>

# Guiding Principle Three

## PROVIDE GREATER CONNECTIVITY AND A VARIETY OF TRANSPORTATION CHOICES TO ENHANCE MOBILITY

### Sub-Principle 3.1: Improve the Connectivity of Existing Transit Systems by the Use of Integrated Transportation Systems

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Manage traffic circulation better to benefit businesses.</li> <li>• Reduce parking requirements and put transit stops in those internal parking spaces to get buses off the main roads.</li> <li>• Bus shelters need to be covered to protect people from sun and rain.</li> <li>• There needs to be covered and protected bus shelters.</li> <li>• School buses could be replaced by JTA buses so parents and children can ride the buses.</li> <li>• You need the exact change on buses. There needs to be a better way to make it convenient.</li> <li>• Create a better quality of buses for longer routes. Provide wireless technology to work while you commute.</li> <li>• A major cloverleaf is needed at I-95 and Butler Blvd.</li> <li>• Elevate a roundabout to give pedestrians a safer passage.</li> <li>• Roundabouts in key locations could work to reduce congestion.</li> <li>• Hart Expressway is underutilized. Make it a more local road.</li> <li>• Re-time the traffic lights to help move traffic.</li> <li>• More bridges are needed over the river for both vehicular, bike and pedestrian traffic.</li> <li>• There needs to be another bridge to cross the river.</li> <li>• There needs to be more east-west connectivity over the railroad.</li> <li>• More intersections are needed off of I-95 with overpasses.</li> <li>• There needs to be more railroad crossings.</li> <li>• There needs to be more access to the Beaches and the Davis property development could accommodate this.</li> <li>• There are broken access points; i.e. Can't access Southside Blvd. from I-95, Beach Blvd to I-95 and St. Augustine Rd and Shad Rd.</li> </ul>	<ul style="list-style-type: none"> <li>• Improve the connectivity of existing transit systems by the use of integrated transportation systems</li> <li>• Provide pull-off lanes at bus stops improve traffic flow and reduce congestion</li> </ul>	<p><b>Improve the Connectivity of Existing Transit Systems by the Use of Integrated Transportation Systems</b></p>
<ul style="list-style-type: none"> <li>• Provide alternative modes of transportation for access to other areas of the city.</li> <li>• There is no mass transit to downtown.</li> <li>• Need ease of mobility and quality of life.</li> <li>• The railroad might be used to connect different areas.</li> <li>• Light rail can connect neighborhoods.</li> <li>• Local shuttles could connect communities serving smaller areas with smaller loops to shopping nodes.</li> <li>• There needs to be shuttles between commercial areas, Town Center, Tinsel Town, commercial and retail centers as well as into neighborhoods.</li> <li>• Use shuttles to get people around.</li> <li>• The St. Johns, UNF and FCCJ areas could use a shuttle or trolley system.</li> <li>• Create micro-hubs to connect other TODs.</li> <li>• Use trolley systems to connect downtown south to TOD at Sunbeam and into Mandarin on special lanes.</li> <li>• Connect economic development centers with a system of trolleys or small buses instead of going downtown.</li> <li>• Light rail and commuter rail can be established using existing railroad lines connecting traffic from downtown to St. Augustine with multiple stations along the rail.</li> <li>• New rail can follow the transmission lines to connect the Beaches to existing railway to office centers creating a closed loop system.</li> <li>• Mix passenger and freight trains using the same rail lines.</li> <li>• Beach Blvd. was once a railroad to the beach so put a track in the median.</li> <li>• Create a light rail line across the Buckman Bridge.</li> <li>• Use a BRT instead of commuter rail. Have multiple hubs with shuttle buses circulating throughout the area and down Phillips Highway.</li> <li>• Water taxis can be used along the river from St. Johns County north into the city.</li> <li>• Create park and ride lots for water taxi passengers.</li> <li>• Put bus stops and terminals at the commercial centers.</li> <li>• Bus connectivity needs to connect neighborhoods to commercial centers.</li> <li>• Bus routes all originate at the downtown hub, which doesn't make sense now that the area is so spread out.</li> <li>• Create multiple bus hubs around the city and use the smaller buses to access closer hubs and connect to larger hubs and more regional buses.</li> <li>• Have express buses and local buses.</li> <li>• The City needs a more regional JTA agency. Can't use the county borders to create a bus system.</li> <li>• Create extra lanes for buses but don't take away from existing lanes.</li> <li>• Assess or evaluate the potential ridership on buses to create new bus routes.</li> <li>• The Amtrak station is in a bad part of town. Move the station to a more localized location.</li> <li>• Extend the Skyway to San Marco over the railroad to a mini transit center.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide new transit options (BRT/commuter rail/trolleys and neighborhood shuttles/water transport) and multiple hubs, etc</li> <li>• Provide multiple district hubs in order to provide greater flexibility in bus transit</li> <li>• Provide commuter rail system to connect the central core and major business centers and industrial districts with neighboring counties</li> <li>• Provide bus/shuttle service between transit-oriented developments and shopping and entertainment and neighborhoods</li> <li>• Provide high-speed water transport system to connect locations in St. Johns and Clay counties and the central core, with stops along the way</li> <li>• Provide park and ride lots at the various transit hubs</li> <li>• Provide bus/shuttle service between the various transit hubs</li> </ul>	<p><b>Provide New Transit Options and Multiple Hubs in Order to Create Greater Flexibility in Bus Transit (Bus Rapid Transit/Commuter Rail/Trolleys and Neighborhood Shuttles/Water Transport/Park and Ride Lots)</b></p>

# Guiding Principle Three

## PROVIDE GREATER CONNECTIVITY AND A VARIETY OF TRANSPORTATION CHOICES TO ENHANCE MOBILITY

### Sub-Principle 3.2: Provide For and Promote More Walkable and Interconnected Neighborhoods

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Neighborhoods can co-exist with other established neighborhoods but people need access between them.</li> <li>• The Avenues TOD; large scale development making it difficult to get around.</li> <li>• Create a sense of place by connecting different areas within the community.</li> <li>• There is no connectivity but some neighborhoods like the isolation. Offer two types of neighborhoods, connected and separate.</li> <li>• Schools are locating further out of the county where land is cheaper and not creating connections to the surrounding neighborhoods.</li> <li>• There needs to be interconnectivity between commercial, retail and residential development.</li> <li>• Do not permit cul-de-sacs for development.</li> <li>• St. Johns Town Center is not accessible. It should have been built up instead of sprawling out.</li> <li>• Setbacks need to be closer to the streets to get buildings closer to the street with parking in back.</li> <li>• Bring back the front porches on houses to put more 'eyes' on the street and build facilities closer to the street.</li> <li>• UNF doesn't have a campus community connection to other community centers.</li> </ul>		<p><b>Provide For and Promote More Walkable and Interconnected Neighborhoods</b></p>
<ul style="list-style-type: none"> <li>• There needs to be more bike and pedestrian friendly lanes.</li> <li>• Expand the county-wide biking trail.</li> <li>• St. Johns County has a massive biking trail. Jacksonville needs to be a part of the big statewide trail system.</li> <li>• It isn't very safe to ride bikes on most roadways.</li> <li>• Bike paths and greenways throughout the area can connect the existing trails to the neighborhoods and communities.</li> <li>• Bike trails need to connect the green and open spaces.</li> <li>• Have bike lanes on the major corridors and bridges.</li> <li>• Need to focus on creating more bike and walking trails to use for alternative transportation and recreation.</li> <li>• Use transmission lines as bike lanes and for electric "green" trains too.</li> <li>• Connect county bike trails to the Florida bike trail system.</li> <li>• Have bike paths to all elementary schools.</li> <li>• Take advantage of JEA power lines for trails and rails to trails.</li> <li>• JEA power lines should be used as trails.</li> <li>• I-95 creates barriers for bike lane connections.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide safe facilities for pedestrian and bicycle crossing of limited access roadways</li> <li>• Expand bicycle and pedestrian facilities</li> </ul>	<p><b>Expand bicycle and pedestrian facilities and Routes</b></p>
<ul style="list-style-type: none"> <li>• There are no or limited sidewalks or access to the library.</li> <li>• Development needs to make communities more walkable.</li> <li>• Job centers need to be more walkable.</li> <li>• Promote walkability and reduce large parking lots at commercial development.</li> <li>• We need to define what "walkability" is. Some communities didn't need to be walkable. But a needs assessment should be done to find out if a community can become walkable.</li> <li>• Aging neighborhoods might not want to give up land for sidewalks.</li> <li>• A new high school off of 9A is not adjacent to any communities so it doesn't create a walkable community.</li> <li>• We're more reactive instead of proactive when it comes to promoting safety.</li> <li>• Better lighting needed along streets.</li> <li>• There needs to be more crosswalks or better defined crosswalks with signage and pavers.</li> <li>• Require sidewalks and bike paths with all new development.</li> <li>• What is available right now for street widening?? The cost is expense but it needs to be explored to add sidewalks.</li> <li>• Make TOD's more pedestrian friendly.</li> <li>• Sidewalks need to be mandatory in all new residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide adequate street lighting, sidewalks, benches, waste receptacles and trees to invite people to walk safely and comfortably</li> <li>• Provide safe facilities for pedestrian and bicycle crossing of limited access roadways</li> <li>• Provide and require traffic calming measure and better street lighting to improve safety</li> <li>• Expand bicycle and pedestrian facilities</li> <li>• Provide traffic calming measures and better street lighting to improve safety</li> <li>• Provide for wider landscaped buffers on roadway right-of-ways</li> </ul>	<p><b>Provide adequate street lighting, sidewalks, benches, waste receptacles and trees to invite people to walk safely and comfortably</b></p>

# Guiding Principle Three

## PROVIDE GREATER CONNECTIVITY AND A VARIETY OF TRANSPORTATION CHOICES TO ENHANCE MOBILITY

**Sub-Principle 3.3: Reduce the Number of Driveways and Curb Cuts Allowed at the Intersections of Collectors to Arterials, Arterials to Arterials, and Arterials to Interstate Highways to Promote Connectivity. Remove Traffic from Failing Roadways by Reducing the Number of Driveways Allowed and Requiring Off-Street Connectivity for Vehicular And Pedestrian Traffic**

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>Zoning can preserve ROWs on road. Don't build strip malls so close to roads</li> <li>There are major congestion points in the areas; Baymeadows Road, JTB to Southside Blvd., Southside Blvd. south from Beach 4 and SR 13.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage redevelopment that limits impacts on failing roadways</li> <li>Reduce the number of driveways and curb cuts allowed to promote connectivity</li> <li>Remove traffic from failing roadways by reducing the number of driveways allowed and requiring off-street connectivity for vehicular and pedestrian traffic</li> <li>Reduce the number of driveways/curb cuts allowed within 600' of the intersections of connectors to arterials, arterials to arterials, and arterials to interstate highways</li> <li>Provide for internal interconnectivity by requiring access between adjacent commercial developments</li> </ul>	<p><b>Reduce the Number of Driveways and Curb Cuts Allowed at the Intersections of Collectors to Arterials, Arterials to Arterials, and Arterials to Interstate Highways to Promote Connectivity. Remove Traffic from Failing Roadways by Reducing the Number of Driveways Allowed and Requiring Off-Street Connectivity for Vehicular And Pedestrian Traffic</b></p>

# Guiding Principle Four

## PROVIDE FOR ECONOMIC GROWTH

### Sub-Principle 4.1: Provide Set-Asides for Future Industry and Protect Existing Industrial Uses and Sites

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>The city isn't doing enough to keep businesses in Duval County.</li> <li>Need to retain young professionals.</li> </ul>	<ul style="list-style-type: none"> <li>Protect industrial uses and sites</li> <li>Provide set-asides for future industry</li> </ul>	<p><b>Provide set-asides for future industry and protect existing industrial uses and sites</b></p>
<ul style="list-style-type: none"> <li>Create a bio-medical research area around Southside Blvd. and University Blvd.</li> </ul>	<ul style="list-style-type: none"> <li>Designate certain areas, particularly around airports, ports, hospitals and universities for future technology, medical and other clean industrial development</li> </ul>	<p><b>Designate certain areas, particularly around airports, ports, hospitals and universities for future technology, medical and other clean industrial development</b></p>
<ul style="list-style-type: none"> <li>Visually screen 'dirty' or unaesthetically pleasing properties to improve the corridor.</li> </ul>	<ul style="list-style-type: none"> <li>Buffer industrial sites by the use of setbacks and landscaping along the visual corridor</li> </ul>	<p><b>Buffer industrial sites by the use of setbacks and landscaping along the visual corridor</b></p>

### Sub-Principle 4.2: Promote and Encourage More Family-Oriented Recreation and Entertainment Attractions Along South U.S. 1 to Capitalize on Regional Tourism

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>There is no entertainment in the city compared to other cities in Florida. We need to promote entertainment.</li> <li>There aren't enough venues to attract people to this area.</li> <li>There is a huge opportunity to tie into St. Johns County/St. Augustine along Phillips Highway to get tourist dollars.</li> </ul>	<ul style="list-style-type: none"> <li>Promote and encourage more family-oriented recreation and entertainment attractions along south U. S. 1 to capitalize on regional tourism</li> </ul>	<p><b>Promote and Encourage More Family-Oriented Recreation and Entertainment Attractions Along South U.S. 1 to Capitalize on Regional Tourism</b></p>

# Guiding Principle Five

## PROVIDE FOR CONSERVATION, PARKS AND OPEN SPACE

### Sub-Principle 5.1: Improve Connectivity and Public Access to Existing Parks. Provide New Parks

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Duval County has the largest park system in the country but the locations are not widely known.</li> <li>• Where are all the parks?</li> <li>• There is a lot of underutilized open space and parks.</li> <li>• Active parks are needed: soccer fields, ball fields, river access, picnic areas, pocket parks and all parks need to be connected.</li> </ul>	<ul style="list-style-type: none"> <li>• Improve connectivity and public access to existing parks.</li> <li>• Protect and preserve open space-oriented communities by protecting that open space from future development by assigning special land use designations</li> <li>• Protect existing golf courses through the use of land use designations and conservation easements.</li> </ul>	<p><b>Improve Connectivity and Public Access to Existing Parks.</b></p>
<ul style="list-style-type: none"> <li>• Balance the need for active park facilities versus preservation of lands that can't be used as a park.</li> <li>• Maintain golf courses to provide green space and recreation and keep it zoned for that use.</li> </ul>	<ul style="list-style-type: none"> <li>• There needs to be a balance between providing active and passive parks.</li> <li>• There is a lack of quality parks and recreation facilities.</li> </ul>	<p><b>Improve Existing Recreation Facilities</b></p>
<ul style="list-style-type: none"> <li>• The area needs more parks and preservation of open space.</li> <li>• Bigger residential neighborhoods need to have common, green areas.</li> <li>• Pocket parks should be required for housing development.</li> <li>• The Hodges (Davis) property should have a plan for the future with accessibility and future development of passive recreation.</li> <li>• Green space should be preserved when developing new residential communities.</li> <li>• St. Johns Town Center is not a good example of sustainable development because it doesn't support being environmentally sensitive and offers no green space.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide new parks</li> <li>• Require pocket parks and neighborhood parks as part of new residential developments and large redevelopments of existing neighborhoods.</li> <li>• Require public projects in neighborhoods that require detention or retention ponds to be landscaped and designed as pocket parks or open recreation areas</li> </ul>	<p><b>Provide New Parks</b></p>

### Sub-Principle 5.2: Provide Interconnectivity of Greenways to Include Walking and Bicycle Paths

Charrette Comments	Steering Committee Comments	Related Vision Topic
	<ul style="list-style-type: none"> <li>• Provide interconnectivity of greenways to include walking and bicycle paths</li> </ul>	<p><b>Provide Interconnectivity of Greenways to Include Walking and Bicycle Paths</b></p>

### Sub-Principle 5.3: Protect and Provide Public Access to Conservation Areas and Natural Resources

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• More open spaces need to be preserved for public use.</li> <li>• Natural resources need to be preserved for open space and the preservation of natural areas.</li> <li>• Promote natural resources like Pottsburg Creek, Julington Creek, nature trails and parks and UNF as a preserve as well as for historical areas like Mandarin Road and Harriet Beecher Stowe properties.</li> <li>• The St. Johns River is the key to the attractiveness of the area and it shouldn't be abused.</li> <li>• There will be long term effects to the river on global warming with high tides.</li> </ul>	<ul style="list-style-type: none"> <li>• Create land use classifications and zoning codes that identify and protect existing and future public access points and existing marinas</li> <li>• Protect current and future marina sites and public waterfront parks through the use of restrictive easements.</li> </ul>	<p><b>Protect and Provide Public Access to Conservation Areas and Natural Resources</b></p>

# Guiding Principle Five

## PROVIDE FOR CONSERVATION, PARKS AND OPEN SPACE

### Sub-Principle 5.4: Protect the Rivers and Streams by Providing for Better Management Practices for Storm Water Before It Reaches Them, by Retaining Flood Plains, Wetlands and Use of Detention Ponds, and Requiring Wetland/Streamside Buffers

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>There should be no development on wetlands.</li> <li>Development now on filled wetlands creates flooding.</li> <li>Concerning small business owners, stormwater fees have increased because of residential development and the city needs to offer incentives to stay in area and reward good business practices.</li> </ul>	<ul style="list-style-type: none"> <li>Enforce water conservation and encourage native landscaping practices by regulating land clearing and retaining native landscaping where present</li> <li>Require native landscaping and xeriscaping practices on all public property</li> <li>Promote the planting of native, or “Florida Friendly” vegetation as part of a development’s landscape plan</li> </ul>	<p><b>Protect the Rivers and Streams by Providing for Better Management Practices for Storm Water Before It Reaches Them, by Retaining Flood Plains, Wetlands and Use of Detention Ponds, and Requiring Wetland/Streamside Buffers</b></p>

### Sub-Principle 5.5: Encourage Sewer Lines with Hookups Adequate to Eliminate Existing Septic Tanks

Charrette Comments	Steering Committee Comments	Related Vision Topic
	<ul style="list-style-type: none"> <li>Encourage sewer lines with hookups adequate to eliminate existing septic tanks</li> <li>Discourage new septic tanks</li> <li>Require new development in areas without existing sewer infrastructure to install water and sewer lines for future hook up</li> </ul>	<p><b>Encourage Sewer Lines with Hookups Adequate to Eliminate Existing Septic Tanks</b></p>

### Sub-Principle 5.6: Enforce Water Conservation and Encourage Native Landscaping Practices by Regulating Land Clearing and Retaining Native Landscaping where Present

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>More water conservation practices need to be in place for residential and commercial development.</li> <li>Landscaping requirements. Plant drought tolerant plants to reduce water consumption. City properties to use appropriate greens and plants.</li> <li>More landscaping is needed in the right of ways with native vegetation.</li> <li>When streets are built or fixed, put reclaimed water lines in these streets for irrigation.</li> </ul>	<ul style="list-style-type: none"> <li>Enforce water conservation and Encourage native landscaping practices.</li> </ul>	<p><b>Enforce Water Conservation and Encourage Native Landscaping Practices by Regulating Land Clearing and Retaining Native Landscaping where Present</b></p>

# Guiding Principle Five

## PROVIDE FOR CONSERVATION, PARKS AND OPEN SPACE

### Sub-Principle 5.7: Protect and Enhance the City’s Tree Canopy

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Too much land has been clear cut for development.</li> <li>• Codes should preserve as many trees as possible.</li> <li>• Enforce the tree preservation ordinance and get rid of tree mitigation.</li> </ul>	<ul style="list-style-type: none"> <li>• Protect and preserve the existing tree canopy</li> <li>• Protect and enhance the City’s tree canopy</li> <li>• Encourage the use of larger tree protection zones</li> <li>• Protect existing trees by the use of directional boring for all utilities within the trees’ drip lines</li> </ul>	<p><b>Protect and Enhance the City’s Tree Canopy</b></p>

### Sub-Principle 5.8: Encourage the Use of Green Building Standards and Alternative Energy

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> <li>• Need to incorporate ‘green energy’ into new construction and renovations.</li> <li>• We’re not focusing enough on energy conservation.</li> <li>• Solar and wind energy technology needs to be encouraged.</li> <li>• Provide financing to convert older buildings into more green buildings.</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage the use of Green building standards</li> <li>• Promote the use of Alternative Energy sources</li> <li>• Encourage new power plants to be based on clean fuels, taking advantage of advances in energy technology</li> <li>• Encourage the expanded use of solar power for all types of new public and private development and redevelopment such as residential, commercial and retail</li> <li>• Incentivize targeted industries that are involved in advanced or alternative energy technology</li> </ul>	<p><b>Encourage the Use of Green Building Standards and Alternative Energy</b></p>



