

4 Future Visions

The following projects and improvements are listed outside of the primary group of projects because of their dependency on outside elements, budget constraints, or unknown variables to reach completion. They are important projects that were identified and discussed in the workshops, and they should continue to be considered for coordination, funding, design, and implementation.

RIGHT-OF-WAY PROJECTS

Extended Town Center Improvements

Workshop participants identified two primary projects for expansion that are associated with the Town Center improvements described in Section 3, but that would require additional funding to realize.

Additional Lighting

The pedestrian lighting identified for the corridor is the single most expensive improvement element in the proposed program. To stretch Town Center funds, 56 lights were located in the plan that would highlight the Town Center focal area between Myra and Post. Workshop participants indicated a desire to use this light along the entire corridor, perhaps replacing the overhead cobra head fixtures at some point. This would reduce the visual emphasis on the focal area and increase it on the corridor as a whole. Given the estimated cost of \$290,000 to light 4 blocks of the corridor, the remaining blocks could be lit in the same manner for approximately \$650,000.

Post Street to Riverside Avenue

Workshop participants desired to extend the other pertinent project improvements (street trees, sidewalk improvements, intersection improvements, irrigation, bus shelters, and street furniture) from Post Street south to Riverside Avenue where Stockton Street ends. This would unify the entire corridor visually and would provide a physical link with St. Vincent's Medical Center, a major Riverside stakeholder and contributor. Given the current estimate for these improvements from Post Street to I-10, they could be extended south to Riverside for approximately \$414,000.

Street Drainage

Workshop participants noted drainage problems in many of the survey responses and generally placed drainage improvements high on their lists during the workshops. Replacement of aging storm sewers is a tremendous undertaking.



Aged and decaying storm sewer inlet on Stockton Street

Available Town Center funds would not cover the replacement of Stockton Street sewers even if that was the only project recommended. Despite the real need, drainage improvements will do little to improve the quality of the Town Center as a place. Once installed, drains are invisible and benefits are not recognized because the problem is gone. Town Center funds are much better allocated to those improvements

outlined in the previous section that will have a positive visual impact and that will improve the pedestrian access to the Center. Furthermore, drainage improvements are a City of Jacksonville maintenance issue that will be upgraded at some point by the City. To speed the process, the RADO should create a subcommittee to spearhead drainage improvements for the corridor. The committee should solicit support from their City Council District 9 and 14 representatives (Hons. Reggie Fullwood and Michael Corrigan at the time of this writing) and create an active dialogue with the Public Works Department to improve the priority of this project.

Underground Utilities

Workshop participants unanimously agreed that locating overhead utilities underground would improve the aesthetics of the corridor. Aging utility poles could be removed, sidewalk space expanded, ugly wires buried from sight, and trees no longer required to be severely pruned, but there are many difficulties in reaching this objective. JEA has indicated in word and practice a desire to put their wires underground, and this is their general preference with new development. Burying existing wires in an older neighborhood, however, presents other challenges. The technology exists to “jack and bore” the wires underground without disturbing the surface, but this is an expensive process. Additionally, other service providers that share the overhead lines with JEA, such as telephone and cable, must also agree with this direction for it to occur. It is not clear who would be responsible for paying for this service as no one party feels they should assume the full cost. Nevertheless, it remains part of the long-term vision for the community.

The most likely scenario would be to actively coordinate the burying of overhead utilities with the next major roadway construction to Stockton Street. In other areas of town, JEA has participated in burying their overhead lines when major

road or utility work has occurred. Repair or replacement of existing underground utilities, like storm sewers or water lines would be a prime example of projects that would require major roadway construction ideal for relocating utilities underground.

In the meantime, the Project Team recommends that existing wood utility poles be replaced with standard concrete posts. This should be a City-incurred cost, but the City has a regular replacement repair schedule and budget; this replacement would not typically be warranted. It would be up to RADO or other neighborhood representatives to actively solicit support from their district council representative, business leaders, the mayor’s office, and others to assist with the cost and scheduling of this effort.

Pocket Park

Workshop participants strongly indicated a need for a community gathering place, park space, event location, or recreation space. The right-of-way at the northwest corner of Stockton and Ernest Streets opens up to include a vacant parcel with remnant asphalt paving covering most of the land. Current community opinion is that some industrial contamination may be present on the site that could limit reuse. Conversion to a park might still be possible if the site is contaminated but would likely require additional cleanup measures.

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Plan detail showing potential pocket park developed on vacant parcel

Because the land is public, vacant, and centrally located within the Town Center District, it would be an ideal location for a pocket park.



Plan detail showing potential pocket park developed on vacant parcel

The graphic plan in Section 3 illustrates this as an improved park space, and a detail of this area is shown above. The primary park concept is to provide adequate space for future events, a workshop goal. To reinforce its association with events, a pavilion or covered stage is recommended at one side of the space. A low perimeter hedge would help define the space without limiting visibility. Sidewalks, grass space, seating areas, and lighting are additional elements that would result in a nice neighborhood park. An estimated total construction cost for the proposed improvements is \$53,000.

PRIVATE PROPERTY PROJECTS

John Gorrie School Building Re-use

As mentioned previously, the John Gorrie School is one of the finest buildings in the area. It is currently owned by the Duval County School Board. The building no longer serves as a school and is being utilized primarily as a teacher supply depot for the School Board.

Workshop participants recognized the potential for reuse of the school building. Its proximity to the town center, its size, and its condition make it an excellent candidate for conversion to a residential, commercial, or institutional use. Several possibilities for this building to serve the



John Gorrie school building front facade

community were envisioned: as a new residential unit, either apartments or condominiums; as a commercial center, perhaps with commercial on the first floor and residential above; or as a technical learning center, possibly focused on historic preservation and rehabilitation. Some envisioned the John Gorrie building as a combination of these elements, with students or tradesmen living, learning, and working in an adapted complex.

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Community Center

Workshop participants indicated a strong need for a community center that addresses two overlooked segments of the Stockton Street population: the elderly and the youth. Both of these groups have a need for a safe, convenient place to gather, play, and learn. The John Gorrie school building was discussed during the workshop as a good candidate for such a center and at least part of its reuse should be devoted to that end.

The existing “band building” annex which is adjacent to Stockton Street was discussed as a prime candidate for reuse as a community center. However, this building does not contribute to the site or area in terms of its historic or architectural value. In fact, the flat roof and bare walls are a visual detractor, and its location hides the appealing east facade of the John Gorrie building. Many workshop participants were in favor of removing this building. Its removal would create

a dynamic open space framed on one side by the John Gorrie building and on the other by the commercial buildings on Stockton Street. This space could then become a Town Center plaza, connecting the two building groups and serving as a unique gathering place for the district.

The scope of this study precludes a thorough feasibility analysis regarding the John Gorrie building's potential for adaptive reuse. Nevertheless, the building is too valuable as a Town Center cornerstone to remain vacant. The Project Team recommends that RADO form a subcommittee devoted to the John Gorrie building reuse. There are two initial courses of action RADO should consider: sponsoring the building for a local landmark designation and petitioning the School Board for listing the building as surplus. The former action would provide an added measure of protection for the building's preservation during any rehabilitation and could boost its economic value for the School Board. The latter was identified by a School Board representative during the first workshop as the initial step in putting the property up for sale. Finally, the RADO subcommittee should actively participate with the School Board in seeking potential buyers who could develop this site in a manner sympathetic to the Town Center Vision.



Existing band building adjacent to right-of-way

A minimum diameter for two-lane commuter road traffic circles is 100 feet. While space is available at the intersections to fit such a circle, it would eliminate existing sidewalk and parking space near the corners. Traffic circles could improve vehicular circulation but at the cost of pedestrian access. Because traffic flow never stops, street crossings can be more difficult with a traffic circle.

The corridor was not originally designed for circles. The neighborhood evolved over a 75-year period around a platted grid network laid out for Riverside. Trying to retrofit circles into the design would negatively impact this evolution and could degrade older buildings located adjacent to the right-of-way.

There are 4 signalized intersections in the study area. A traffic circle at the access ramp to I-10 would create a difficult transition for traffic exiting the interstate. At the College and Post Street intersections, additional coordination during design and construction would be required because they are FDOT roads. Recommending traffic circles at these intersections could complicate and delay installation. Furthermore, FDOT has indicated College and Post are planned for reconfiguration from one-way to two-way circulation. When this will occur and what impact it will have on those intersections remains to be seen.

The added expense for such circles is another reason for abandoning the idea. Simply stated, available Town Center construction funds would provide more benefit if directed to the other improvements recommended in this report.

Traffic Circles

Workshop participants expressed interest in converting one or more of the corridor intersections to traffic circles (or “roundabouts”) as a means of slowing traffic without increasing congestion and providing a unique appearance to the corridor. While traffic circles are in many instances an excellent intersection design alternative, they may be impractical along Stockton Street for several reasons.

Building Improvements

Buildings are one of the primary elements defining the Town Center corridor. Their architec-

tural style, history, arrangement, and use create a sense of place more than any other single corridor feature. Buildings older than 40 or 50 years (from the date of this report) were built in an era when raw materials, especially lumber, were of a much higher quality. Craftsmanship had a higher social value at that time, and attention to form and detail was important.

Also significant is the location of older buildings; they were typically built with storefronts facing the primary road and close to the right-of-way. This placement is in contrast with development trends that evolved with the automobile and shifted priorities toward parking convenience, resulting in buildings being pushed toward the rear of lots. The placement of buildings close to the road is a visually defining element that is



Existing Town Center commercial building that would benefit from facade improvements

desirable from a pedestrian point of view. These factors make older buildings visually apparent and an immediate indicator of a historic place. For these reasons they are usually worth preserving and renovating.

The Stockton Street Town Center is located in the Riverside and Avondale Historic District. The district published “Historic Preservation Guidelines for the Riverside and Avondale Historic District” in 1997 with which property owners within the district must comply for renovations and new construction. The guidelines are based upon standards established by the National Trust for Historic Preservation and were

The Stockton Street Town Center is located

adopted as part of the Jacksonville Historic Preservation Ordinance (Chapter 307) governing historic preservation. A Certificate of Appropriateness is required for any exterior alterations to a district property with an emphasis on alterations visible from the right-of-way. The Planning Department and the Jacksonville Historic Preservation Commission determine approval of the Certificates with appeals going before the City Council.

The Historic Preservation Guidelines offer thorough design and rehabilitation guidance. For commercial buildings such as those found along Stockton Street, the following recommendations are among the most important for creating an appealing Town Center:

- **Awnings for commercial storefronts that abut the right-of-way.** Building awnings add visual interest as well as much needed shelter from the elements, especially at building entrances. Awnings that project are preferable over ones that hang vertically. Awnings should extend a minimum of 4 feet to provide adequate shelter for pedestrians.



Marybuilt building recent facade improvements: new awnings, coordinated paint scheme, decorative lighting, and restored storefront windows

- **Restoration of storefront windows.** Traditional storefront windows should be preserved and alteration with metal frames or excessive paint should be avoided.

- **Removal of burglar bars on windows.**

Invisible security measures, such as automated electrical systems, should be implemented in place of metal window burglar bars that are visually unappealing and promote the perception that crime is a problem in the area.

- **Traditional door replacement.** Traditional building doors are wood with possibly a glass insert. Replacement doors, if made of modern materials such as metal or fiberglass, should be manufactured to look historically correct or at least sympathetic to the prevailing historic theme.

- **Do not paint exposed brick.** Many of the storefronts along the corridor are unpainted brick. They should remain unpainted to preserve the original appearance. Painting of brick is most often irreversible and should be avoided whenever possible.

5 Implementing the Vision

The previous two sections describe many projects that make up the overall Vision for Stockton Street. Those projects described in Section 3 qualify for Phase II funding and fit within the established budget. At least some of the Vision elements will be realized within a relatively short time, probably 2 to 4 years from the date of this report. Nevertheless, these measures alone are not enough to ensure that Stockton Street will grow into the energetic, pedestrian-oriented community envisioned by the workshop participants. There are still several implementation measures that RADO and the community need to consider. Fortunately, a model exists that provides an established framework on which RADO could base their own Town Center initiative.

The Florida Main Street Approach

The Town Center corridor that is the heart of Stockton Street functions similarly to a small town Main Street. In this regard, we feel the Florida Main Street program provides a useful model for developing implementation strategies.

Florida Main Street is a program of the Department of State, Division of Historical Resources, Bureau of Historic Preservation. The program provides training and technical assistance to local Florida Main Street programs in accordance with the National Main Street Center Four Point Approach and with assistance from the National Main Street Center.

“Design improvements alone will not bring about meaningful change; effective marketing, a strong organizational base and solid economic development

strategies are all necessary to reverse the cycle of decay from which many downtowns suffer and to sustain preservation activity.” (Florida Main Street)

Design

“Design involves improving the downtown’s image by enhancing its physical appearance—not just the appearance of buildings, but also that of street lights, window displays, parking areas, signs, sidewalks, promotional materials and all other elements that convey a visual message about the downtown and what it has to offer.” (Florida Main Street)

Of the four points, design is the one most-frequently addressed in this report. Through this study and its subsequent Town Center phases, major design initiatives will be implemented. There remain, however, other important issues that need to be addressed.

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Develop a Handout We recommend that RADO design a handout dedicated to outlining Vision goals and progress to date, as well as solicit involvement and input. This handout would be used as a promotional tool.

Form a Subcommittee Dedicated to Future Programming. Projects listed in Section 4 are not funded under the City’s Town Center Program. The Project Team recommends that a subcommittee be formed that will be responsible for coordination with Parks and Recreation, the District 9 and 14 (as of 2001) City Council representative, the Planning and Development Department, area business representatives, and other stakeholders affected by the proposed project(s). Additionally, this group should identify alternative funding sources to create more development options.

Organization

“Organization means building consensus and cooperation among the groups that play roles in downtown. Many individuals have a stake in the economic viability of the downtown, including: bankers, property owners, city and county officials, merchants, downtown residents, professionals, chamber of commerce representatives, local industries, civic groups, historic societies, schools, consumers, real estate agents, and local media.” (Florida Main Street)

Form a Steering Committee. Organization is at the heart of Main Street success. Main Street programs always have a dedicated manager. Often this is a full-time paid position. RADO as the sponsoring group is already a dedicated organization. To ensure that needs specific to this vision are met, the Project Team suggests that a Town Center steering committee be formed to oversee the implementation of this Vision. The steering committee would be responsible for enacting the other three points of the program.

Form a Local Merchants’ Organization. Because local business owners are part of this process and can benefit greatly from its success, the Project Team also recommends that a local merchants’ group be formed that can represent its significant interests.

Promotion

Promotion involves marketing the area’s unique characteristics to shoppers, investors, new businesses, residents, tourists, and others. Effective promotion creates a positive image for the area through retail promotional activity, special events and ongoing programs to build a positive image of the community.

Involve Local Merchants. To gain the support necessary to enact this Vision, the program and Stockton Street itself must be actively promoted. The local merchants need to be a part of this promotion effort and involved in its organization.

It is important that promotion planners understand merchant needs such as access and visibility, and it is just as important for business owners to understand that promotion often involves extra effort, such as extending store hours at certain times.

Create a New Event. Regular events are an excellent means of generating interest and activity for a Town Center. We recommend that RADO create at least one new event that is unique to the area that would attract local residents as well as people from around the city. Dade City Main Street used a two-event-per-year program to effectively build support for Main Street and at the same time create new local traditions. They created one event to be family-oriented, inexpensive, and fun (a Halloween carnival) and one event that was purely for the merchants (a Christmas walk). Both events require a great deal of organization but have resulted in a very successful redevelopment for their Town Center.

Economic Restructuring

“Economic restructuring means strengthening the existing economic base of the downtown while diversifying it. Economic restructuring activities include helping existing downtown businesses expand, recruiting new businesses to provide a balanced mix, converting unused space into productive property and sharpening the competitiveness of downtown merchants. By strengthening the downtown’s economy, communities are able to support the ongoing use of historic commercial buildings, preserving unique community assets.” (Florida Main Street)

Conduct a Market Study. A market study would examine in detail the economic and demographic conditions specific to Stockton Street. Initial efforts might include identifying sources of funding to pay for a professional analysis. Alternatively, RADO could conduct their own market study, using volunteers to research available data and draw conclusions regarding the current and potential conditions of the environment. In either case, this would be a

significant first effort toward economic restructuring, lending the necessary information to make informed decisions.

Town Center Program Phase II

With the completion of this report, Stockton Street is eligible to apply for Phase II funding through the City's Town Center Program. RADO, as the sponsoring agent for Phase I, is the logical choice to make the Phase II application.

The types of improvements found in Section 3 of this report and their estimated costs can serve as the guide for the Phase II application. The Phase II effort would include continued community input as well as coordination with the City and other affected agencies for construction details.

Other Funding Opportunities

Several funding opportunities could be used by RADO (or other viable party) to help implement the Future Projects described earlier in Section 4. The following list is meant to be a starting point; numerous other opportunities exist and may provide the best fit for implementing one or more of these projects.

City of Jacksonville

The following City programs are accessible but often competitive, requiring the sponsoring agent to be organized and persistent as recommended earlier. Nevertheless, the projects outlined in this report as community building initiatives are ideal candidates for funding from many of these sources. The following list is meant to be a starting point as other opportunities exist and may provide a better fit for implementing one or more of these projects.

Small Business Development Initiative Program

This program is aimed at small and start-up

businesses and provides low interest loans to qualified applicants for up to 30% of the project cost, and not to exceed \$250,000.

Mayor's Neighborhood Matching Grants Program

"The Mayor's Neighborhood Matching Grants (MNMG) Program makes awards of up to \$5,000 to specific neighborhood projects that build relationships and enhance the community. As part of the city's continuing efforts to improve and strengthen Jacksonville neighborhoods, the Mayor will propose to the City Council during the Fiscal Year 2003-2004 budget cycle an appropriation of \$250,000 for projects that promote stronger, healthier neighborhoods. If authorized, the funds will become available October 1, 2003.

Any neighborhood association, civic organization or community group that has been in existence for at least six months and is located in Duval County is eligible to submit an application."
(<http://www.coj.net>)

The Matching Grant Program offers neighborhood organizations the opportunity to initiate and implement smaller scale projects and manage the projects themselves. This program may offer opportunities to develop some of the smaller projects identified in this report or pieces of larger ones. Local information about the program can be obtained at 630-7041 or on-line at www.coj.net.

Community Development Block Grant

"The Community Development Block Grant (CDBG) is an entitlement grant awarded to the City of Jacksonville through the U.S. Department of Housing and Urban Development (U.S. HUD) that is based upon need factors including population, income, unemployment level and housing conditions.

CDBG grants are to be used for a wide range of housing and community development activities directed toward neighborhood revitalization, economic development and improved community facilities and services, and must give "maximum feasible priority" to activities that will benefit low-and

moderate-income persons or aid in the prevention or elimination of slums or blight. Funds may also be used to meet other community development needs that present a serious and immediate threat to the health or welfare of the community.” (<http://www.coj.net>)

Some of the projects outlined in this report could be eligible for CDBG funding. Local information about the program can be obtained at 630-7030 or on-line at www.coj.net.

Historic Properties

“In November 1992, the State of Florida authorized local governments to provide a partial tax exemption on historic properties. The City of Jacksonville approved an ad valorem tax exemption for locally designated properties that undergo a substantial rehabilitation.” (<http://www.coj.net>)

To be eligible for Historic Property benefits, the property or area must have a historic designation. Properties can seek “landmark” status at the local level or apply for a listing on the National Register of Historic Properties through the Trust for Historic Preservation. Stockton Street is not part of an established historic district; therefore, each building or property would apply individually. However, the age of many of the area buildings at 50-plus years meets the first criteria and would make pursuit of designation a worthwhile effort. The creation of a district would provide both the opportunity for a tax benefit to property owners undergoing rehabilitation and an added degree of protection from loss of or damage to historic properties.

Tree Protection and Related Expenses Trust Fund

The Jacksonville City Council approved the creation of the Tree Protection and Related Expenses Trust Fund to provide for the replacement of removed protected trees within the public right-of-way and for their establishment and care. Contributions to the fund come primarily from property owners, both private and public, that remove protected trees (as defined by the ordinance) and elect to pay for each protected tree removed (at \$108 per caliper inch for 2004), rather than replace them with new trees

according to the ordinance requirements. The proposed trees in this report are located in the right-of-way and may be eligible for funding through the Tree Protection and Related Expenses Trust Fund.

State of Florida

The following resources and contact information are listed for potential state funding and assistance. They are listed in order of applicability to this Vision report and those with greatest correlation are described more fully.

Florida Department of Transportation

The current TEP provides enhancement funds for improvements that are recommended in this report as well as other improvements not specifically addressed, such as provisions for bike lanes. Post Street is an FDOT road and therefore, improvements to the intersection at Post and Stockton Street could be eligible for supplemental funding through FDOT.

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ISTEA Enhancement Program

Transportation enhancement projects, including bike and pedestrian trails.

Robert Crimm (850) 487-3985
605 Suwannee Street
Tallahassee, Florida 32399-0450

“The Transportation Enhancement Program (TEP) is a federal program administered by the Florida Department of Transportation (FDOT). TEP guidance and direction are provided by the Environmental Management Office, whereas the selection and implementation of most enhancement projects are handled by the FDOT District Offices with input from Metropolitan Planning Organizations or County Commissions.

Funding for transportation enhancement projects is provided by the Federal Highway Administration

(FHWA) through the Federal Transportation Equity Act for the 21st Century (TEA-21). This funding is intended for projects or features that go beyond what has been customarily provided with transportation improvements. This program is for projects that are related to the transportation system but are beyond what is required through normal mitigation or routinely provided features is transportation improvements. TEP is not a grant program, rather projects are undertaken by project sponsors, and eligible costs are reimbursed.”

TEP Activities Defined -

1. Provision of facilities for pedestrians and bicycles.
2. Provision of safety and educational activities for pedestrians and bicyclists.
3. Acquisition of scenic easements and scenic or historic sites.
4. Scenic or historic highway programs (including the provision of tourist and welcome center facilities).
5. Landscaping and other scenic beautification.
6. Historic preservation.
7. Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals).
8. Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails).
9. Control and removal of outdoor advertising.
10. Archaeological planning and research.
11. Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.
12. Establishment of transportation museums.”
(<http://www.fhwa.dot.gov>)

Department of Community Affairs

Florida Communities Trust

This program could provide another funding mechanism for acquiring the land for the proposed pocket park described in Section 4.

“Florida Communities Trust (FCT) is a state land acquisition grant program housed at the Florida

Department of Community Affairs.

FCT provides funding to local governments and eligible nonprofit environmental organizations for acquisition of community-based parks, open space and greenways that further outdoor recreation and natural resource protection needs identified in local government comprehensive plans.” (<http://www.dca.state.fl.us>)

Janice Browning (850) 922-2207
2555 Shumard Oak Boulevard
Tallahassee, Florida 32399-2100

Department of State

State Historic Preservation Grants-in-Aid Program

Historic and archaeological site identification, preservation, restoration and education.

Fred Gaske (850) 487-2333
500 South Bronough Street
Tallahassee, Florida 32399-0250

Historical Museums Grants-In-Aid Program

Development of exhibits on Florida history.

David Gregory (850) 487-1902
The Old Capitol, Room B-11
400 South Monroe Street
Tallahassee, Florida 32399-0250

Cultural Facilities Program

Funding for acquisition, construction and renovation of cultural facilities.

Don Blancett (850) 245-6483
1001 DeSoto Park
Tallahassee, Florida 32301

Challenge Grant Program

Funding to support unique or innovative cultural projects.

Dr. Gaylen Phillips (850) 245-6482
1001 DeSoto Park
Tallahassee, Florida 32301

6 Maintaining the Vision

Maintenance is a significant issue determining the success or failure of proposed improvements, whether on public or private land. Maintenance represents care, and the care of a place is visually apparent even from a speeding car. The degree of care offered to a place, whether building or landscape, is usually a factor of time and money, but it also depends greatly on varying attitudes about what is visually acceptable by a community.

The broad design measures recommended in this report are prepared with the benefit of training and expertise. The use of certain materials and their arrangement will create a more ordered and appealing environment, even with little continual maintenance. Where a more manicured appearance is desired, supplemental maintenance will be required. The recommendations below are aimed at providing the necessary coordination and practice to achieve a higher quality appearance and longer lasting product for the proposed corridor improvements.

Partnerships

With regard to public right-of-ways and parks, the immediate solution for elevated maintenance is the creation of partnerships. Partnerships between public and private entities many times allow for a win-win situation, with each often getting what they want. Public agencies aim to please the community while maintaining a budget; private entities desire a higher degree of control over the look and upkeep of their shared environment. In many partnerships, all or a percentage of the public maintenance budget is allotted to the private entity for maintenance purposes under a contract clearly stating mini-

num requirements. In some cases, the established public budget is adequate to fund the desired maintenance when supplemented with volunteer labor, donations, and other resources not available to the public entity.

The City of Jacksonville has jurisdiction over the Stockton Street right-of-way, and the FDOT maintains jurisdiction for the right-of-way along College and Post Streets. To move this Vision forward, it is important for RADO to coordinate the implementation goals of this plan with the City and the FDOT. Ultimately, a contract may be required between all public agencies, the residents, and the businesses to achieve a consistency in maintenance along the entire corridor.

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Landscaping

Landscape plants are one of the most visible clues of the degree of maintenance an area or place undertakes. Basic landscape maintenance is relatively inexpensive when compared to the cost of roadway, infrastructure, utility, building, or other maintenance efforts. Typical landscape routines for public sector entities are limited to regular mowing with occasional edging and trimming.

Extended Maintenance Period

The critical maintenance period for landscape plants is the first year following installation. Typical City of Jacksonville landscape contracts require a 90-day maintenance period. This is not long enough to ensure proper plant establishment. The duration of maintenance through establishment is further necessitated when there is no automated irrigation system. None of the landscape improvements in this report are envi-

sioned with or budgeted for an automated irrigation system. Therefore, the Project Team recommends that installation contracts include an extended maintenance program for a minimum of **one year** to allow better establishment of new plants.

General Maintenance Practices

General maintenance practices should conform to industry standards. While the plants recommended in this report are hardy and should do well with little attention once established, they will grow faster, be healthier, and look much better with regular attendance.

Plants should be fertilized annually, according to their specific need. Plants should be inspected annually for pests or disease, and pesticides should be applied as needed to infested or diseased plants. Pruning should be accomplished only by licensed personnel and according to ANSI A-300 pruning standards. Pruning should only be performed to remove dead or low-hanging branches. Crape myrtles especially should not be cut back severely from the top but instead allowed to achieve a natural, small tree form. Weeds should be removed at least twice per year during establishment, and after shrubs and ground covers have been established, on an as needed basis. To limit weed intrusion, an annual application of mulch and pre-emergent herbicide is recommended annually for all planting beds. Pine straw and pine bark are recommended mulch selections. Cypress bark should be avoided as a nonrenewable resource and colored mulches avoided due to their artificial appearance.

Sidewalks, Crosswalks, and Seating Areas

Paved areas outside of the roadway itself need to be inspected annually for cracking, settlement, and other conditions that pose a hazard to pedestrians. Weeds that appear in cracks and spaces should be spot-treated as needed with an herbicide.

Light Posts and Signal Posts

Light and signal posts should be inspected annually and damage reported to JEA. Repainting should occur when fading or peeling is visible.

Buildings

Older buildings such as the ones along the Town Center corridor require continual maintenance. Facade treatments, storefronts and street-facing, publicly visible features are of concern in this report. Exposed wood materials should be kept painted, stained, or treated to maintain the quality of the wood and a well-kept appearance. Stockton Street climatic conditions necessitate repainting on a five-year average. Faded or torn awnings, or other cloth or plastic material mounted to the facade, should be replaced with new material. Property owners should keep sidewalks that are their responsibility in good repair and clean of all litter and debris to maintain a well-kept appearance. Graffiti should be removed immediately from sidewalks or building walls. Graffiti that lingers signals to residents and vandals that the neighborhood does not care, while prompt removal has the opposite effect. Products are available for this purpose, and standard oven cleaner apparently works well.

7 Final Recommendations

As a final measure of ensuring the ongoing realization of the Stockton Street Town Center Vision, some recommendations are offered to address other issues discussed by the group.

Overlay District

In addition to standard City requirements, Stockton Street improvements are governed by the Riverside Avondale Historic District Guidelines. These guidelines cover the general needs throughout the district regarding preservation, restoration, and new development. In addition to these measures, Stockton Street may wish to develop guidelines that are specific to the corridor. Supplemental guidelines could add a measure of distinction to Stockton Street while addressing localized issues. Workshop participants identified two primary areas of improvement for private property along the corridor, signs and buildings.

Commercial Signs

Signs along the corridor, including commercial signs and transportation signs, have significant visual impact. Because transportation signs must maintain a universality for effectiveness, the commercial signs along the corridor should be the primary focus. As part of the overlay guidelines, RADO should develop sign guidelines specific to Stockton Street. Sign guidelines would aid new businesses attracted to the Town Center through this initiative by developing a consistent approach. Guidelines would also aid existing business owners in communicating the long-term objectives of the program and, while not obligating them to change or replace their current signs, at least inform them of the Vision. Sign at-

tributes such as size, location, height, color, shape, and material should be considered.

Architectural Guidelines

As with sign guidelines, RADO should create architectural guidelines for the overlay district, specific to the needs and Vision of the Stockton Street Town Center. Such guidelines would serve to assist business owners in providing renovation standards, while also boosting investor confidence in the strength of local commitment to the Town Center Initiative. Architectural guidelines should address facade improvements initially as the most visible and public aspect of commercial buildings. General guidelines for facade improvements are offered in Section 4 but additional measures specific to the district should be developed.

CPTED

“CPTED is the acronym for Crime Prevention Through Environmental Design. CPTED is defined as “the proper design and effective use of the built environment that can lead to a reduction in the fear and incidence of crime and an improvement in the quality of life.” CPTED addresses crime problems through controlling the environment.

CPTED is based on these three overlapping strategies:

1. **Natural Surveillance** - *The placement and design of physical features to maximize visibility. This includes building orientation, windows, entrances and exits, parking lots, walkways, guard gates, landscape trees and shrubs, fences or walls, signage and any other physical obstruction.*

2. **Natural Access Control** - The use of sidewalks, pavement, lighting and landscaping to clearly guide the public to and from entrances and exits. Also, the use of fences, walls or landscaping to prevent and/or discourage public access to or from dark and/or unmonitored areas.

3. **Territorial Reinforcement** - The use of pavement treatments, landscaping art, signage, screening and fences to define and outline ownership or property.

Program Goals

The goal of CPTED is to reduce opportunities for crime that may be inherent in the design of structures or in the design of neighborhoods. The goal is accomplished through the involvement of CPTED trained law enforcement officers in the planning, development, and design review of community projects.

How does CPTED impact me?

CPTED impacts each citizen by increasing safety, promoting secure environments and improving the appearance of neighborhoods and public amenities. CPTED improves existing services by working with neighborhoods, businesses, community groups and law enforcement.” (<http://www.coj.net/jso/>)

Called “septed,” this City of Jacksonville’s Sheriff’s Office (JSO) program from the JSO helps communities identify crime-causing elements in the environment and solutions to rectify them. JSO has designated officers specially trained to communicate this process to the community and to find solutions specific to the area. Many of their observations are intriguing and escape notice by the layperson. Often it is little changes to the environment that make big differences in reducing crime. As this is a free service, we strongly recommend that Stockton Street coordinate a CPTED survey through the JSO.

Officer Laurie Dill (904) 630-2160
JSO Community Affairs Division
501 East Bay Street, Room 204
Jacksonville, Florida 32202

Code Enforcement

Workshop participants cited greater code enforcement as a high priority to ensure a cleaner and more appealing corridor. Significant problems noted by participants included:

- Private property maintenance, especially concerning deteriorating residences and yard maintenance
- historic preservation code violations
- trash removal from the right-of-way
- cars parked in front yards
- vandalism and graffiti
- crime

The Jacksonville Ordinance Code provides for minimum acceptable social practices to maintain a consistent appearance and pleasant, healthy living environment. Citizens may register complaints and violations directly with the City through City Link and the C.A.R.E. system.

City Link

117 W. Duval Street
Suite M-150, City Hall
Jacksonville, FL 32202.
(904) 630-2489 or
630CITY@coj.net

Other resources to help in code enforcement include:

Riverside Avondale Preservation (RAP)

904-389-2449
RAPreservation@aol.com

JaxPride

904-398-4646
jaxpride@fcol.com

8 Conclusion

The Stockton Street commercial district has a viable opportunity through the City's Town Center Initiative to restore and revitalize its character, provide better, safer shopping, service, and entertainment alternatives for area residents, and create a more meaningful and aesthetically pleasing environment. This report represents the first step in effecting those changes. The Vision we have defined for Stockton Street through data collection, Vision concepts, and implementation recommendations is a fundamental requirement for moving forward.

This report meets Town Center Program Phase II funding requirements and contains

the necessary ingredients to steer development of construction drawings; however, Phase I recipients are not guaranteed Phase II funding through the program. If selected by the City for Phase II funding, the Phase II design consultant should use this report as a guide to identify the primary themes and recommendations we have developed for Stockton Street.

The Vision Plan illustrations provided in this report are meant to be used for developing construction drawings. Prepared at a workable scale, they are reasonably accurate and should be used by the Phase II consultant as an overlay once a more accurate base plan is developed. Where changes must occur due to unforeseen circumstances, the Phase II consultant should make needed adjustments while keeping the theme of the Vision in mind.

RADO has taken a strong first step in pursuing this program to create a revitalized Stockton Street Town Center. The Vision we have developed in this report responds directly to the needs and desires of the

community. Through the fulfillment of this Vision, Stockton Street will become a more successful community, recognized as a unique and desirable place within the greater city of Jacksonville.



Envisioned improvements for Stockton Street and College Street intersection