

Community Plan Recommendations

Bayard Community Plan

The Bayard Community stakeholders and Steering Committee have envisioned a unified plan that embraces a vibrant, mixed-use, residential community with a range of urban-to-rural elements linking the past with the present. With coordinated planning efforts and active local leadership, the Bayard community will be more effectively able to guide change and implement their visions depicted in the Bayard Community Plan. Their goals for Bayard and the surrounding region included:

1. To increase the quality of life and standard of living within its boundaries,
2. To create a new image an identity that coalesce a ‘sense of place’ for all of the surrounding communities.

Bayard is situated at a prominent entryway for the City of Jacksonville. The anticipated growth surrounding Bayard will continue to bring improvements to the regional transportation system and increase the available infrastructure capacity that will further encourage new development and redevelopment activities in the surrounding area, as well as in Bayard. The Community Plan recommendations address the community’s public infrastructure investment and how it can be utilized and designed to achieve more efficient development patterns that contribute to a sense of place and community where Bayard residents desire to live, work, and play. Utilizing the most recently site and geographical data available, the Community Plan will need to be modified in some areas to reflect more accurate site surveys of wetland and floodplain boundaries.

The following recommendations reflect the common issues and themes gathered from all neighborhood and Steering Committee meetings that support the standards in the companion SmartCode. This document provides a regulatory framework by which the community can implement its Plan.

A. Bayard Community Plan

Transect Planning and Form-Based Code

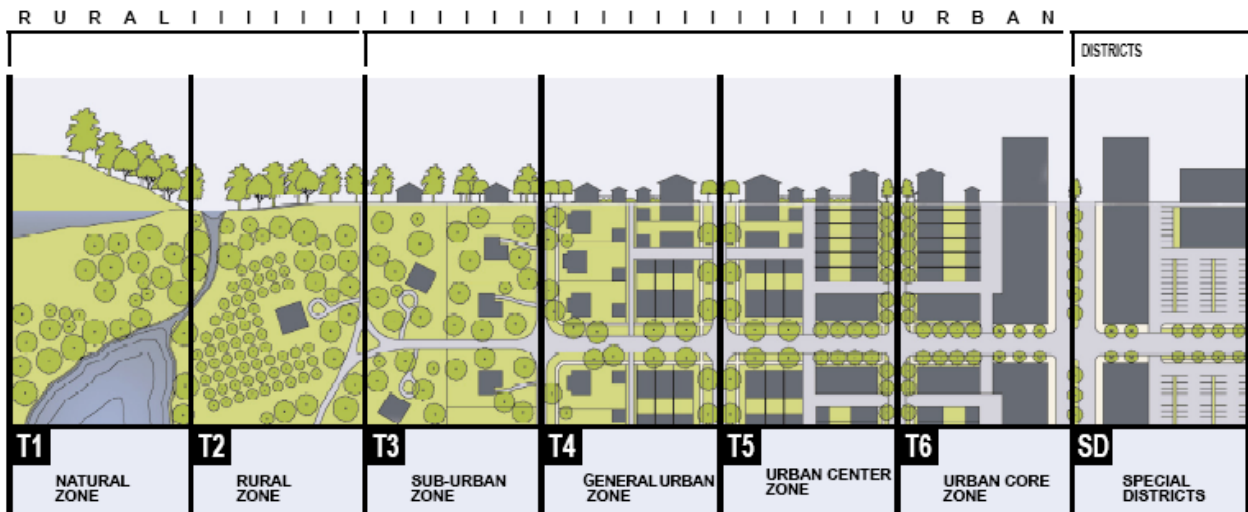
The Bayard Community Plan is a reflection of stakeholder desires to reinstate their community’s livability, its vitality, and image along U.S. 1 and within the region. With the stakeholders providing the direction to develop the Plan using Traditional Neighborhood Development (TND) and Transit-Oriented Development (TOD) principles, the Planning Team recommended the use of the form-based SmartCode as the model code for formulating the Plan’s design and providing the regulations and standards for its implementation. The SmartCode establishes community patterns that include TND and TOD design criteria. This criterion helps determine the potential town center and neighborhood locations by identifying pedestrian sheds that are defined by a five minute walking distance, a ¼-mile radius, from the neighborhood’s edge to its center. It comprehensively integrates the scale of planning concerns and design standards beginning with the regional level, continuing through to the community/neighborhood scale, and to

the more detailed scale of the neighborhood’s blocks, streets, individual lots and architectural elements.

The SmartCode integrates a range of zoning categories called Transect Zones that identifies a continuous range of habitats from the most natural to the most urban. The urban-to-rural “transect” is the Community Plan’s organizing principle for planning and zoning the built as well as the natural environments. Other useful benefits of using the form-based SmartCode over that of conventional zoning include the following:

1. Enables and qualifies Smart Growth community patterns that include Hamlets, Villages and Towns.
2. Establishes standards that encourage diversity within the community.
3. Provides a set of zoning categories common to new communities and the infill of existing urbanized areas.
4. Addressing land use through urban form and urban design, thereby creating a human-scaled environment where the whole is greater than the sum of the parts.
5. Integrates the design process across professional disciplines.
6. Integrates methods of environmental protection, open space conservation and water quality.
7. Graphically-oriented, enabling it to be easier understood.
8. Encourages specific outcomes through incentives, prescriptions and prohibitions.

Figure IV-1. Urban-Rural Transect Illustration



In an effort to increase their quality of life and standard of living, the Bayard stakeholders have created a Community Plan that responds to their needs and desires, and to the challenges of existing and future development impacts in the general vicinity. Given that these impacts have the potential to greatly influence the community’s form, livability and relationship to the surrounding region, the Bayard Community and Planning Team has undertaken a formal assessment and application of the transect, including an evaluation of

the range of rural to urban elements that would be most suitable for Bayard. The outcome is the SmartCode's Regulating Plan (Map 10 located at the end of this section) that identifies Bayard's Transect Zones, and the Special Requirements Plan (Map 11 located at the end of this section) that delineates primary and secondary grid patterns, recommended retail frontages, buildings of value, and reserved civic buildings and spaces. The Regulating Plan, embodies the TND/TOD neighborhood design criteria and transect principles, as envisioned by the Bayard Community.

The TND and TOD neighborhood design criteria utilize pedestrian sheds to identify potential neighborhood locations, based on the communities existing characteristics, i.e., intersecting thoroughfares, potential mixed-use centers, high capacity intersections, transit proximity, environmentally sensitive areas, etc. Pedestrian sheds are oriented toward a central destination within the neighborhood, i.e., one or more important intersections, meeting places, civic spaces, civic buildings, town centers, and are defined by a 5 minute walking distance, a ¼-mile radius, from the neighborhood's edge to its center. Once the neighborhoods have been identified, the Transect Zones are assigned with each neighborhood and calibrated in the SmartCode.

The Bayard Community Plan is comprised of four neighborhoods, one having a Reserved Civic Space as a central destination, while the remaining three have mixed-use centers as their central destination. The northern most neighborhood center is the location of Bayard's TOD center where Bus Rapid Transit services are proposed. As illustrated on Map 12, Regulating Plan with Neighborhoods Map, at the end of this section, this TOD neighborhood has a Long Pedestrian Shed that is a ½-mile radius, a ten minute walking distance, from its perimeter edge to the center, versus a ¼-mile radius Pedestrian Shed that is used in non-transit, oriented neighborhoods.

Regulating Plan

The Regulating Plan is central to both the future development of Bayard and in preserving and enhancing its identity and place in the history of Northeast Florida. This is primarily achieved by utilizing and expanding upon the existing interconnectivity of Bayard, as provided by the original grid pattern, to develop a range of street types and characteristics which promote multi-modal travel and walkability, improved access, and facilitation of a variety of integrated, complementary uses to establish a more livable and vibrant community.

This Plan is comprised of five of the six Transect Zones, T1 through T5, as illustrated in Figure IV-1, Urban-Rural Transect Illustration, on page IV-2. The Bayard Steering Committee determined the density and intensity of uses provided by these five Transect Zones would be compatible with their community. A brief description of each of these Transect Zones is provided below; however, The SmartCode provides a detailed graphic and verbal description of these Transect Zones:

- T1 Natural Zone** consists of lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology or vegetation.

T2 Rural Zone consists of lands in open or cultivated state or sparsely settled.. These include woodland, agricultural land, grassland, and irrigable desert. The land use category in this zone is Low Density Residential that permits 7 dwelling units per acre. The locations of this zone adjacent to State Road 9B and its interlaced association with wetlands, this area be used to locate large estate lots with a recommended lower density of 1 dwelling unit per 10 acres.

T3 Sub-Urban Zone consists of low density suburban residential areas, differing by allowing home occupations. Planting is naturalistic and setbacks relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions. The maximum residential density for this zone is 7 dwelling units per acre.

T4 General Urban Zone consists of a higher density residential urban fabric with a wide range of building types including single detached, sideyard and rowhouses. The maximum residential density for this zone is 12 dwelling units per acre.

T5 Urban Center Zone consists of higher density mixed-use building types that accommodate retail, office, rowhouses and apartments. Adjacent to the TOD neighborhood these buildings can be constructed to a height of four stories. The maximum residential density for this zone is 20 dwelling units per acre.

The Steering Committee excluded the use of Transect Zone 6 (T6), Urban Core Zone, and Special Districts. Typically, the T6 zone includes the most dense businesses, cultural and entertainment areas, as well as high density residential uses that are generally assigned to Downtowns. Consequently, it was easy to determine that this level of urban density was not appropriate for Bayard. As mentioned, there were no Specialized Districts located within Bayard. These Districts include areas that, by their intrinsic function, disposition, or configuration, cannot conform to one of the six normative Transect Zones. For example, these districts would include college campuses, hospitals, airports, as well as most single-use suburban zoning, such as, office parks, apartment clusters, shopping centers and shopping malls.

The Regulating Plan enables the quaint rural residential characteristics of the community to be preserved by ensuring that existing low density residential uses can be grandfathered, yet it provides the opportunity for developing an orderly range of densities and housing types corresponding to the transect throughout the community. A cohesive transition of densities occurs from the higher intensity mixed-use T5 Zone associated with U.S. 1, east to the interior T4 Zone's urban densities and the T3 Zones sub-urban densities, and on to Bayard's eastern most areas that include the T2 Zone's recommended rural densities as well as the preserved natural areas in the T1 Zone. The



Present location and condition of former Bayard Schoolhouse as feed store on Roscoe Avenue

plan also proposes enhancing the existing Genovar Park by proposing the restoration and relocation of the original Bayard Schoolhouse, which exists presently as a feed store on Roscoe Avenue, as a community center for the park.

The Steering Committee emphasized importance that Bayard remains primarily a residential community in the final Community Plan. With this in mind, office and retail uses are permitted only in Transect Zone 5 (T5). The only exceptions include the Restricted Office Use permitted in T2, T3 and T4 Zones, that allows home occupations by Variance, and the allowance of Live-Work units in one specific area of the T4 Zone, located adjacent to the civic square depicted for Bayard Town Center's Town Hall (See Map 10, Regulating Plan).

As requested by the Bayard residents, the highest density residential units are located in the northern, undeveloped section of Bayard and not in the existing residential areas. Locating the high residential densities along Bayard's northern edge reduced conflicts with the lower density residential areas and provides enough density to support a TOD Town Center that proposes to provide Bus Rapid Transit (BRT) services. To ensure the higher densities are achieved to support the TOD transit services, four-story buildings are only permitted in the T5 Zone near the TOD, as illustrated on the Regulating Plan, Map 10.

U.S. 1/State Road 9B Neighborhood

As indicated, the Regulating Plan takes into consideration the potential impact of regional development influences and expanding infrastructure that would impact, or contribute to, the development of Bayard, while being sensitive to the wants and needs of the local community. For example, considering the future construction of State Road 9B, defining the eastern and southern edges of Bayard, and its intersection with U.S. 1, the Plan integrates the type and mixture of new, regionally-oriented development that would correspond to this interchange. Being in close proximity to this intersection, and having easy access to the regional hospital and employment center located west of U.S. 1, the SmartCode and Regulating Plan calibrated a mix of uses and services in this center which are oriented to short term visitors and vehicular uses that are typically higher intensity in nature.

Although the automobile is important to the success of retail uses within Town Centers, orienting this center to higher intensity automotive uses, such as fast food restaurants, bank drive-in tellers, and automotive services, will reduce both the amount of vehicular traffic and the automobile design requirements in other centers and the adjacent residential areas. Orienting automotive uses to this center does not classify it as a Specialized District, due to the ability of these of uses to conform to the Transect 5 Zone's standards that create a walkable neighborhood and sense of community.

Transit-Oriented Development (TOD) Neighborhood

In the northern section of Bayard, the Regulating Plan includes a recommended mixed-use TOD neighborhood, incorporating retail, office and higher density residential units, and a supportive transit hub, all based around a ½-mile, ten minute, walking distance. This neighborhood capitalizes upon its strategic location along U.S. 1 and integrates the proposed

express bus service extension as a component of JTA's 2025 Rapid Transit Service Plan. The success of this TOD in providing transit services for Bayard's residents is highly dependent on the implementation of the SmartCode design standards that will establish Bayard as a walkable community. This will create a pleasant walking and biking environment that will encourage residents to use the transit services versus driving their automobiles.

Bayard Town Center Neighborhood

The major focal point of the Bayard Community Plan is the development of the Bayard Town Center at the intersection of U.S. 1 and Alphons Street/St. Augustine Road. The Bayard community envisioned a return of the original post office, including a civic square and Town Hall that will become a focal point on Alphons Street, and bring back some of the historic tradition of Bayard.

This neighborhood center includes a mix of complementary retail, office and residential uses, in a pedestrian oriented environment. As calibrated for all of the Community's Town Centers, this center includes streetscape enhancements that create a "main street" feel, with complementary landscaping features such as street trees, lighting, wide sidewalks, and civic spaces. These streetscape elements assist in addressing the auto-oriented commercial strip center, and parking area, that was approved for the northeast corner of U.S. 1 and Alphons Street prior to the development of the Community Plan. A perspective rendering of the Town Center is included at the end of this section.

Illustrative Community Plan

Located at the end of this section, the Illustrative Plan, Map 13, provides a graphic representation of the companion SmartCode and Regulating Plan. This Plan illustrates the community's character, form and composition permitted by the calibrated metrics specified in the SmartCode. It visually represents the well-conceived and symbiotic cohesion of form and use that is sensitive to the local context, while recognizing Bayard's potential relationship to the region as a whole. The plan upholds the vision and ideals of the Bayard community, establishing a renewed identity as well as a visually-pleasing and important gateway into Jacksonville.