

**201030 COMPREHENSIVE PLAN**

**RECREATION  
AND OPEN SPACE  
ELEMENT**



**October 2009**

***The Honorable John Peyton  
Mayor***

***William B. Killingsworth  
Director of Planning & Development***

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**JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**  
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**CITY OF JACKSONVILLE**  
*The Honorable John Peyton, Mayor*

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## INTRODUCTION

Pursuant to the requirements of Chapter 163, Part II, Florida Statutes (F.S.) and Chapter 9J-5, Florida Administrative Code (FAC), the City of Jacksonville adopted the 2010 Comprehensive Plan, which included a Recreation and Open Space Element, on September 1990. Section 163.3191, F.S. requires that the plan be updated periodically. Prior to the update of the plan, the local governments are required to prepare an Evaluation and Appraisal Report (EAR) on the adopted plan. The City of Jacksonville's first EAR was submitted to the Florida Department of Community Affairs (DCA) for review on September 1, 1997 and determined to be sufficient on October 31, 1997. The City of Jacksonville's second EAR was submitted to the DCA on October 1, 2008.

~~The first EAR for the 2010 Comprehensive Plan comprises the 1990-1995 period. and the second EAR comprises the 2000-2007 period. The second EAR identifies major issues of concern to Jacksonville residents, reviews implementation of the plan since the last EAR, assesses achievements, successes and shortcomings of the Plan, identifies necessary changes and provides updated population projections. The EAR summarizes the condition of the element at the time of adoption of the 2010 Comprehensive Plan (1990) and the conditions at the time of preparation of the EAR (1995), analyzes the changes since adoption, identifies the success or failure in implementing the policies and recommendations in the plan and the reasons thereof, analyzes the impact of any unforeseen problems or opportunities presented, and identifies the mandatory statutory and rule changes since the adoption of the Plan. Based on this analysis, the report makes recommendations for revisions to update the Plan.~~

The update of the Recreation and Open Space Element, presented in the following pages, reflects ~~all the changes recommended in the second EAR. Objectives and policies requiring only one time action by the City, which have already been implemented and require no further action, have been deleted. Other more ongoing policies in which action recommended in the adopted plan has been completed but should continue, and policies which have been partially implemented, have been modified appropriately. Finally, some n~~New policies have been added as recommended in the EAR and mandated by updates to the Florida Statutes and Florida Administrative Code, including extending the planning time frame to 2030 and renaming the plan the 2030 Comprehensive Plan. Issue statements have been removed in an effort to streamline the element and to remove text not belonging in the Goals, Objectives and Policies Section of this document. Various editorial, organizational and other appropriate agency or reference ~~organizational~~ name changes have been made as well.

In addition to the aforementioned revisions, the Background Report of this document has also been updated to support the amended Goals, Objectives and Policies.

This element was prepared with the assistance of the staff of the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department.

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**201030 COMPREHENSIVE PLAN**

**RECREATION AND  
OPEN SPACE  
ELEMENT**

**A**

**GOALS, OBJECTIVES  
AND POLICIES**

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**CITY OF JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**

*City of Jacksonville 201030 Comprehensive Plan  
Recreation and Open Space Element  
Revised October 2009*

## GOALS, OBJECTIVES AND POLICIES

### GOAL 1

To provide a variety of recreational facilities, both active and passive, in order to achieve and maintain adopted standards for levels of service.

#### Issue: Park Land Acquisition and Development

~~Jacksonville's consolidated form of government with its resultant geographic size incorporating all of Duval County, creates a significant variety of advantages and disadvantages for the delivery of recreation to its large and varied population. Until 1981, the type and degree of facilities and services that the Parks, Recreation and Entertainment Department provided to the citizens of Jacksonville had been strongly influenced by the availability of federal funding. Federal and State assistance were the primary source of capital improvements for seven years until 1981, when the City passed a major bond program for this purpose. As the City continued to expand, this phenomenon left many population groups in the more typical suburban areas neglected and overdue for consideration of parkland acquisition and development.~~

~~In view of the City's recent and anticipated vibrant growth, more and improved facilities and services are going to be needed. At the same time, facilities and services will become more and more limited as the City's amount of land, water, shoreline areas and other areas are committed to non-recreation purposes necessary for the support of an expanding population.~~

**Objective 1.1** ~~The City shall rectify existing deficiencies provide a variety of recreational facilities in the recreation and park system by establishing reasonable and effective in order to achieve and maintain adopted levels of service standards.~~

#### **Policies 1.1.1**

The City shall maintain the following Level of Service (LOS) standards for the provision of parks in the City as shown in the Capital Improvements Element of this comprehensive plan:

~~The City shall provide 1.87 acres per one thousand population of "Active" parks in the Urban area.~~

~~The City shall provide 0.50 acres per one thousand population of "Active/Passive" parks in the Suburban and Rural areas.~~

~~City shall provide 1.51 acres per thousand population of "Active/Passive" parks by Planning District.~~

~~By 2000, the City shall provide 1.60 acres per thousand population of "Active/Passive" parks by Planning District.~~

~~By 2005, the City shall provide 1.73 acres per thousand population of "Active/Passive" parks by Planning District.~~

~~By 2010, the City shall provide 1.93 acres per thousand population of "Active/Passive" parks by Planning District.~~

~~By 2010, the City shall provide 2.50 acres per thousand population of "Regional" parks Citywide.~~

However, in no event shall existing park and open space acreage be reduced in accordance with Section 122.408 of the Ordinance Code.

### **1.1.2**

~~By 2010, the City shall provide one week of open public swimming at all public aquatic facilities per each 70,000 population.~~

~~By 2000, the City shall provide one athletic field per each 2,400 population.~~

~~By 2005, the City shall provide one athletic field per each 2,000 population.~~

~~By 2010, the City shall provide one court (basketball/tennis) per each 2,400 population.~~

~~By April 1, 2010, the City shall provide one mile of trail per each 50,000 population.~~

### **1.1.3**

On a on-going basis the Planning and Development Department shall track the participation/use data collected by the Recreation and Community Services Department in order to track recreational participation trends based on demand and further define recreation facility needs.

**Objective 1.2 The City shall ensure that recreation facilities are added to keep up with new growth and development.**

### **Policies 1.2.1**

The City shall implement an ongoing mechanism or system that will provide additional resources for the provision of recreation and open space. An investigation into a variety of funding sources and mechanisms shall be conducted.

### **1.2.2**

The City shall examine all possibilities for land acquisition including purchase, scenic easement, eminent domain, open space zoning, tax concessions, property exchange, and lease of private lands, and community and private donation.

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### **1.2.3**

The City shall accept or purchase parcels of land for park purposes that are of sufficient size, location and configuration to handle their intended purpose(s). ~~Parks, Recreation and Entertainment~~ The Recreation and Community Services Department shall maintain objective standards for considering any parcel. The standards are based on the matrix criteria of the FOCUS Plan.

### **1.2.4**

The City shall ~~establish and maintain a procedure to~~ facilitate the use of the provisions of Section 193.501, F.S. The statute addresses the assessment of lands subject to a conservation easement, environmentally endangered lands, or lands used for outdoor recreational or park purposes when land development rights have been conveyed or conservation restrictions have been covenanted.

### **1.2.5**

By April 1, 2000, ~~t~~ ~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall ~~develop~~ utilize guidelines for the development of neighborhood and regional parks that ~~utilize~~ incorporate standardized designs and siting criteria.

### **1.2.6**

In accordance with Section 122.408, Ordinance Code, City of Jacksonville, no parklands, park facilities, or other recreational or park related land or space shall be converted to another use or sold by the City unless it is replaced with new park facilities, land or space of equal or greater size or value.

### **1.2.7**

The City shall update the Future Opportunity Continuous Upgrade Strategy (FOCUS) Plan every five years in order to prioritize capital improvements.

**Objective 1.3** **The City shall increase its pedestrian path and greenway and trail systems and develop strategies to ensure that these systems are included in new park development.**

### **Policies 1.3.1**

In accordance with standards developed by the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, nature walks, greenways and trails or multipurpose pedestrian paths shall be included in each new park at least ten acres in size acquired or developed by the City, if suitable.

### **1.3.2**

The City, through the ~~Preservation Project Jacksonville~~ Recreation and Community Services Department, shall develop strategies for the acquisition or lease of linear parks for pedestrian paths and greenway and trail systems. These facilities shall be developed as a network connecting residential areas, schools and parks where land is available through purchase or easement.

### 1.3.3

On a continuing basis, the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department will petition the State to acquire appropriate unused rail trackage in order for the City to sublease the land under the Rails to Trails program.

### 1.3.4

The City shall consider using properties acquired in the implementation of the Master Storm water Management Plan for recreational purposes when such properties meet the criteria and standards for recreational uses.

**Objective 1.4** The City shall consider the needs and abilities of special groups, including the elderly and disabled, when designing and locating recreation facilities.

#### **Policies 1.4.1**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall ~~develop and continue to maintain evaluate programs statistics and input gathering programs~~ in order to keep abreast of the recreational needs for special groups.

#### 1.4.2

All new recreation construction undertaken by the City shall conform to applicable Federal Guidelines for access by the disabled, through Florida Statutes Section 553.503, in which the State adopted the federal Americans with Disabilities Act accessibility Guidelines ~~Land Development Regulations adopted and implemented consistent with~~

**Objective 1.5** As new schools are opened, the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall seek to develop jointly with the Duval County School Board sites which will meet both the educational and recreational needs of the community, as well as programs which will provide for the dual use of existing school sites.

#### **Policies 1.5.1**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall maintain an agreement with the School Board to implement procedures for the joint utilization of school sites for both education and recreational activities, and to promote the same.

#### **1.5.2**

The City shall continue working with the Duval County School Board in relation to the coordination of school facility planning and comprehensive land use planning in accordance with the Interlocal Agreement for Joint Facility Planning between the City of Atlantic Beach, the Consolidated City of Jacksonville, the Town of Baldwin, the City of Jacksonville Beach, the City of Neptune Beach and the Duval County School Board. Florida Statutes 1013.33 requires local governments to develop a process for

determining where and how joint use of either school board or local government facilities can be shared for mutual benefit and efficiency.

~~**Objective 1.6 Increase the amount and location of open space and amenities as part of the development and reuse of NAS Cecil Field. Maximize the use of the existing recreation and open space and provide for a major addition of land area to the City's recreation and open space inventory.**~~

**1.6.1**

~~The City shall provide for approximately 2,190 acres of recreation and open space on NAS Cecil Field which would be used for such items as golf courses, equestrian facilities, archery, ranges, trails etc.~~

**GOAL 2**

**To establish an active/passive park system in the suburban and rural areas of the City which assist in providing identity, form and a visual framework to the City and its communities.**

**Issue: Loss of Desirable Lands for Parks and Recreation Purposes**

~~Jacksonville is now one of America's leading growth cities with a population approaching 700,000 people. In order to continue and expand its efforts to provide adequate and diverse recreational opportunities, the City must establish and implement policies that identify and protect areas necessary for future recreation and park development.~~

**Objective 2.1 The City of Jacksonville shall improve, expand and enhance its natural areas such as waterfronts, park lands, and open spaces to preserve the identity of these areas and encourage sectional recognition.**

**Policies 2.1.1**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall ~~develop~~ continue to utilize established guidelines for the development and maintenance of all its future recreational lands and facilities.

**2.1.2**

Open space planning shall be coordinated among all City departments to include the Public Works, Planning and Development, ~~Parks, Recreation and Entertainment~~ Recreation and Community Services, the Jacksonville Economic ~~Downtown~~ Development Commission Authority, and the ~~Regulatory and Environmental and Compliance Services~~ .

### **2.1.3**

The City shall ~~provide for~~ continue to develop approximately 2,190 acres of recreation and open space on NAS Cecil Field which would be used for such items as golf courses, equestrian facilities, archery, ranges, trails, and other active recreation facilities.~~etc.~~

### **2.1.43**

The City's Landscape and Tree Protection Regulations shall require the preservation of unique natural, native vegetation and habitat areas in new developments.

### **2.1.4**

~~In accordance with Section 122.408, Ordinance Code, City of Jacksonville, no parklands, park facilities, or other recreational or park related land or space shall be converted to another use or sold by the City unless it is replaced with new park facilities, land or space of equal or greater size or value.~~

### **2.1.5**

Funds from all City sales of surplus real property shall be designated for new park development and maintenance in accordance with Sections 110.349 and 122.429, Ordinance Code, City of Jacksonville.

### **2.1.6**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department and other related City departments will continue to ~~work with the Mayor's Preservation Project staff in~~ identifying lands which are desirable for acquisition under various environmental and other land acquisition programs.

### **2.1.7**

The City shall apply for available State, Federal, regional and private funds for the acquisition of environmentally sensitive lands.

### **2.2.1 Objective 2.2**

The City's Land Development Regulations, through the Subdivision Ordinances or other Ordinances, shall ensure the provision of open space by private enterprise.

**Policies 2.2.1** The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space. ~~In addition, multi-family developments of 100 units or more must provide 150 square feet of recreational/open space per dwelling unit.~~

### **Objective 2.2.2**

**The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.**

### **2.2.3**

A residential subdivision development of 100 lots or more shall provide at least one acre of useable uplands for every 100 lots (and any fraction thereof), or 5% of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation. There may be up to two areas for each 100 lots, and the areas shall be a minimum of 0.5 acres in size, unless otherwise approved by the Planning and Development Department, or by the City Council as part of a Planned Unit Development Zoning District.

### **2.2.4**

A residential subdivision development of 25 lots to 99 lots shall pay a recreation and open space fee of two-hundred-fifty (\$250) dollars per lot, or provide at least four hundred thirty-five (435) square feet of useable uplands for each lot (and any fraction thereof), to be dedicated as common area and set aside for active recreation. The City shall use recreation and open space fees collected pursuant to this subsection to improve, enhance, expand, or acquire recreation areas within the same Planning District in which the fees are paid.

### **2.2.5**

All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

## **GOAL 3**

**To use open space and recreational facilities as a key element in the City's planning strategy to enhance the natural environment and to conserve important natural resources.**

### **Issue: Conservation of Natural Resources**

~~Jacksonville's total recreational system enjoys the benefit of superb natural resources, unique from most urban centers. The City has over eighty-eight individual beach access points, 900 beachfront park acres, a 536-acre island archaeological park, five urban fishing ponds, and over eighteen boat ramp access points to the waterways. One of the increasingly more important roles of a parks and recreation department in any growing City is to be the physical "keeper" of the open space resources of that city for the enjoyment and environmental protection of current and future generations.~~

**Objective 3.1 The City shall establish and maintain a comprehensive resource management program for the protection of natural areas having special characteristics.**

### **Policies 3.1.1**

The Planning and Development Department, with assistance from the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department and the ~~Preservation Project Jacksonville~~, shall ~~develop and~~ maintain an inventory/map of all natural areas of the City having special characteristics such as waterfronts, stream valleys, significant wildlife habitats, and drainage ways.

### **3.1.2**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, along with State and Federal agency partnerships and/or the ~~Preservation Project Jacksonville~~ will manage those portions of park properties containing important natural resources for long-term conservation. Opportunities for public access to the resource ~~will be~~ will continue to be developed in a manner that is consistent with the conservation of the resource.

In addition, the ~~Parks, Recreation and Entertainment Department and the Preservation Project Jacksonville~~ Recreation and Community Services Department, along with State and Federal agency partnerships shall ~~develop~~ carry out a the resource protection plan developed for preservation lands that incorporates the removal of non-native or invasive species for natural areas having special characteristics.

### **3.1.3**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, shall incorporate into its park design, development and redevelopment plans, strategies and programs for natural resource establishment, restoration or enhancement.

### **3.1.4**

The City shall include specific open space definitions and standards in the Land Development Regulations.

### **3.1.5**

The Recreation and Community Services Department shall implement the Comprehensive Public Access Plan for all preservation lands which emphasizes the importance of the historical, cultural and natural resources of those sites and public access to the resource will be developed in a manner that is consistent with the conservation of the resource.

### **3.1.6**

Work with other State and Federal agencies to develop maps, databases, and resources that will better identify environmentally sensitive lands, wetlands and waters, to prioritize those areas, and develop plans for preservation, protection and if appropriate, public recreational access.

**Objective 3.2 The City shall utilize the significant natural assets within the County for advancing eco-tourism.**

### **Policies 3.2.1**

Implement recommendations of the North Jacksonville Vision Plan and Master Plan to establish eco-centers at both the Timucuan Preserve and the Ft. George Island Cultural Center.

### **3.2.2**

Continue to support the cooperative efforts between the City, the State and the Federal government as established in the Timucuan Trail State and National Parks partnership to provide recreational and educational facilities to expand Jacksonville's role as an ecotourism destination.

## **GOAL 4**

**Capitalize on the scenic and recreational quality of the St. Johns River, and its tributaries, the Atlantic Ocean, the Intracoastal Waterway and other significant bodies of water in Duval County. ~~and other waterways and water bodies.~~**

### **Issue: Public Access to Waterways**

~~In many areas of the City, additional access is needed to its waterways. Surveys conducted by the Parks, Recreation and Entertainment Department reflect a tremendous need for these types of facilities. In addition, many of the existing waterfront recreational facilities need capital improvement. For example, siltation has reduced the utilization of boat ramps and in some cases bulkheads have crumbled. Also, over the years, land side facilities have deteriorated and there is a significant need for additional parking and recreation spaces, such as picnic and cookout areas.~~

**Objective 4.1 The City shall provide greater public accessibility to the St. Johns River and develop appropriate recreational uses of its shorelines.**

### **Policies 4.1.1**

The City, through the Recreation and Community Services Department, ~~Preservation Project Jacksonville~~, will maintain a plan for the acquisition of acreage along the St. Johns River and its major navigable tributaries for public recreational use to accommodate the growing population and its desire to enjoy the river. ~~and open space purposes.~~

### **4.1.2**

The City's Land Development Regulations shall include site design standards for new and redeveloped areas bordering major waterways in order to provide waterfront areas for recreational use and increase public access.

### **4.1.3**

Parking and support facilities, such as drinking water and restrooms, shall be designed at public access points to the beach where pedestrian traffic is such to warrant the expenditure.

#### **4.1.4**

The City shall encourage new and protect existing public access to the St. Johns River in the Downtown Zoning Overlay district.

#### **4.1.5**

The City shall promote public use and enjoyment of the St. Johns River through the coordination of the Recreation and Community Services, Downtown Vision Inc., the Jacksonville Economic Development Commission and other public and private agencies to provide special events focusing on the river.

#### **4.1.6**

The City shall encourage the preservation, protection, promotion, and restoration of the St. Johns River as an American Heritage River in recognition of its ecological, historic, economic, recreational and cultural significance by adhering to best management practices for all park facility improvement and construction.

**Objective 4.2 The City shall increase the number of public boating and fishing facilities along the St. Johns River and its tributaries.**

#### **Policies 4.2.1**

New boat ramps constructed by the City shall include multiple ramps, adequate parking areas, lighting, restrooms, and drinking water and launch preparation areas with clear overhead for masted vessels.

#### **4.2.2**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall continuously examine all proposed and existing bridge crossings for inclusion of major boat ramps, either under or adjacent to the structure, and fishing catwalks along the span.

#### **4.2.3**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall continue to examine all future, existing or abandoned bridges over the St. Johns River or its tributaries for areas for fishing either on or alongside the bridge.

#### **4.2.4**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, shall evaluate the desirability of fishing piers in existing as well as all future waterfront parks.

#### **4.2.5**

The Recreation and Community Services Department shall utilize the Future Opportunities, Continuous Upgrade Strategy (FOCUS) plan to identify land and prioritize waterfront locations for the development of boat ramps, buffer zones and/or public access to the St. Johns River and its tributaries.

#### **4.2.6**

The City shall apply for grants to maximize city funding which allow for the acquisition, development, expansion, or renovation of water access parks and preserves.

#### **4.2.7**

The City shall partner with other State and Federal agencies to provide increased public access to the Timucuan Preserve.

### **GOAL 5**

**The City, in cooperation with the State and Federal governments, shall utilize stream and tributary areas for open space, watershed and wildlife habitat protection and recreational purposes.**

#### **Issue: Coastal and Waterway Enhancement**

~~Jacksonville, with its nearly level landscape, is blessed with an abundance of streams, drainage ways, creeks, and rivers. These water corridors provide natural filtration of surface water and serve to green otherwise desolate areas of the City. Planning should take into account the tremendous value played by these fragile aquatic ecosystems by systematically setting aside stream valley park areas.~~

**Objective 5.1 The City, in cooperation with State, Federal, and private non-profit agencies, shall acquire and preserve major stream valley corridors plus adjacent vital resources such as wetlands, wooded areas, and conservation areas when deemed necessary for watershed protection.**

#### **Policies 5.1.1**

The City of Jacksonville, through the ~~Florida Forever Conservation and Recreation Lands (CARL) Program, the Save Our Coasts (SOC) Program, the Save Our Rivers (SOR) Program, Florida Recreation Development Assistance Program (FRDAP), the Florida Communities Trust (FCT) the Land Acquisition Trust Fund (LATF)~~ and similar other programs, shall request and encourage the State to acquire major inland woodlands, major stream valleys, and other selected waterfront areas.

#### **5.1.2**

The City, in cooperation with the State and Federal governments, shall utilize stream and tributary areas for open space, watershed and wildlife habitat protection and recreational purposes.

#### **5.1.3**

The Recreation and Community Services Department shall encourage the revision of Ordinance 2005-917 as needed, for the continued protection of natural resources by codifying park rules and regulations.

## GOAL 6

To promote economic prosperity within the City through increased recreational facility development.

### Issue: Furtherance of Economic Development

Jacksonville's economy, unlike much of Florida, is not dependent on one particular industry for its survival. While other Florida communities are dependent on tourism, farming, or other single systems, Jacksonville's economy is well diversified. Jacksonville's balance in its economic base has produced an enviable stability that has allowed it to escape the economic setbacks periodically caused by fluctuations in industrial and business cycles that can mean disaster to an area dependent on a single industry. Notwithstanding this local economic diversification, the City needs to develop additional recreational based mechanisms and opportunities to further promote and enhance its economic prosperity.

**Objective 6.1** A needs assessment analysis, based upon the population's needs and desires and in concert with the City's efforts and policies for future economic development, will be used to provide direction in the further development and operation of the park system.

#### **Policies 6.1.1**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, shall continue to inventory its needs and expand its survey research to stay abreast of demand.

#### **6.1.2**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department, shall develop economically feasible plans to guide development of park sites and services offered, based on its public input, and shall diversify and expand its facilities and programming.

#### **6.1.3**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall coordinate with the ~~Mayer's~~ Jacksonville Economic Development Commission, Tourist Development Council and ~~any~~ other public or private organizations that has an interest in developing and redeveloping the City's recreational facilities and programs.

#### **6.1.4**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall plan recreational development in such areas as the Urban Core where open space is limited and where recreation development may be used to encourage the redevelopment of deteriorated or blighted areas.

### **6.1.5**

The Recreation and Community Services Department shall work with other agencies to explore areas and methods to provide recreation areas to revitalize older neighborhoods.

## **GOAL 7**

**The City shall protect and utilize its cultural and historical resources.**

### **Issue: Historic and Cultural Preservation**

~~The City of Jacksonville contains more historic structures than any other community in Florida. Those buildings testify to the dominant role the City played in the nineteenth and early twentieth centuries, when it served as the State's commercial and financial capital and the gateway to Florida's interior. The commercial buildings and residences constructed during that period reflected the strength and importance of the City and its people. They remain today an indelible part of the City's personality and serve as a physical link between the City's past and its future. The old buildings give the residents of Jacksonville a sense of assurance and continuity in urban life.~~

~~For more than a decade, Jacksonville's residents have been striving to preserve the historic resources which express the City's heritage - The Comprehensive Plan for the City includes a Historic Preservation Element which provides a framework for future preservation activities. And in addition, a public/private process has been established for purposes of educating residents about ways in which the community can preserve its historic resources. It is incumbent upon the Parks, Recreation and Entertainment Department to continue and intensify its participation in these efforts focused on the future preservation of the City's cultural and historic resources.~~

**Objective 7.1 The City shall protect historic and cultural resources from various types of incompatible development by preservation, conservation, restoration and inclusion in the City's recreational/open space inventory.**

### **Policies 7.1.1**

Through the Jacksonville Historic Preservation Commission, the creation of historic districts, and the identification and protection of landmarks and landmark sites, the City will protect its historic and cultural resources. ~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department will coordinate with all appropriate agencies in its future development of recreational facilities to ensure preservation of historic and cultural resources.

### **7.1.2**

The City shall assign names of a historic nature to park sites to emphasize ~~there~~ their cultural or historical significance.

## GOAL 8

**The City shall improve citizens' perception, involvement and participation in local recreational activities, ~~including beautification, and encourage "co-provision," the voluntary provision of time, services or money. and provide services and programs for all residents of the City, including children, adults, seniors and visitors.~~**

### **Issue: Public Perceptions and Participation**

~~Until 1987, the City of Jacksonville possessed minimal information concerning the public's perception of its parks and recreation facilities. Methods of assessing the public's perceptions centered around the number of complaints received and the interest of large, vocal, recreation associations. Since then, attempts have been made to develop systems and programs that encourage more public participation in the recreation planning process. A recorded message now informs callers of future activities. Currently, attitude surveys are being conducted in test markets to determine levels of user satisfaction. However, additional efforts are needed to encourage public participation in future recreation development.~~

**Objective 8.1 The City shall provide full public information about new and existing facilities, activities and development plans and programs.**

#### **Policies 8.1.1**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall continue to provide ~~monthly~~ quarterly informational publications and intensify its use of the media to inform the public of recreational projects and programs.

#### **8.1.2**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall ~~conduct~~ attend open Community Planning Advisory Council (CPAC) public meetings regularly for the purpose of soliciting citizen input concerning recreational issues. ~~and shall advertise in a major city publication.~~

#### **8.1.3**

The Recreation and Community Services Department shall develop feasible plans to guide development of park sites and services offered, based on public input and shall diversify and expand its facilities and programming.

**Objective 8.2 ~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall continue to expand the number of park advocate groups that work with the City.**

#### **Policies 8.2.1**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall maintain an advisory committee consisting of representatives from the

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~~public and private sectors City, schools, YMCA, Police Athletic League, tourist, resort, and therapeutic communities for the purpose of coordinating the development and delivery of private and public recreation services. to stimulate and promote vision, leadership, and public/private cooperation.~~

### **Policies 8.2.2**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall make greater use of volunteer assistance in developing, operating, and maintaining recreation areas. ~~to supplement insufficient appropriations.~~

### **8.2.3**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department will continue to coordinate with private organizations, such as clubs and civic organizations, to join and participate in the recreational process ~~by illustrating successful examples and the benefits derived from previous partnerships.~~ and encourage volunteer opportunities through the "Friends of the Park" partnerships.

### **8.2.4**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department will continue to provide technical assistance to neighborhood or community groups, which are working to better ~~the~~ their recreational opportunities and make Jacksonville a city of identifiable and picturesque neighborhoods.

**Objective 8.3** The City shall improve its visual attractiveness, both through positive measures of orderly development and beautification and through consistent efforts to avoid, remove, or diminish the impact of unsightly features.

### **Policies 8.3.1**

The City's Land Development Regulations shall require adequate landscaping of public projects, such as future recreational facilities, as well as private development.

### **8.3.2**

~~The Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall construct and rehabilitate recreation buildings in a manner that is compatible with neighboring buildings and which enhances the local environment.

**Objective 8.4** The City shall protect the naturally beautiful environment and prevent unwarranted abuse of the its resources.

### **Policies 8.4.1**

The City's Land Development Regulations shall require the conservation of natural areas having special characteristics, such as major waterways, wildlife habitats, woodlands, and beaches. The regulations shall be consistent with the Conservation/Coastal Management Element of the 20340 Comprehensive Plan.

#### 8.4.2

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall maintain an ongoing public relations campaign to reduce vandalism in parks and open spaces and promote a sense of pride in public facilities.

### GOAL 9

**The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall establish minimum standards for park maintenance and equipment repair and bring all parks up to this standard within five years.**

#### **Issue: Park Maintenance and Equipment Repair**

~~The Parks, Recreation and Entertainment Department's maintenance responsibility is as diverse as it is awesome, including grounds surrounding public buildings, drainage ditches, highway center strips, tree trimming, and other tasks only indirectly related to recreation. General maintenance also encompasses tending over 3,100 acres of land representing 270 park areas, which includes the upkeep of the City's 32 pools and repair of bleachers, restrooms, fencing, and other equipment.~~

**Objective 9.1 The Parks, Recreation and Entertainment Development Recreation and Community Services Department shall consider for the future the allocation of funding maintenance and equipment repair equally with capital outlay for existing and new facility developments.**

#### **Policies 9.1.1**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall maintain a procedure for the rating of park facilities using a four-level semantic differential scale (excellent, good, fair, and poor) as outlined in the Master Recreation Improvement Plan (MRIP) plan.

#### **9.1.2**

The ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department shall rate all of its parks every five years. Each park will be identified by the type of rating received.

#### **9.1.3**

All parks receiving the lowest rating will be improved by the ~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department to at least the next higher rating level within five years of the last rating.

#### **9.1.4**

~~Parks, Recreation and Entertainment~~ Recreation and Community Services Department will maintain specific standards as outlined in the FOCUS plan, for determining the capital improvement ranking ~~quality rating of all parks. including, but not limited to,~~ specific mowing and maintenance and repair schedules.

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**RECREATION AND  
OPEN SPACE  
ELEMENT**

**B**

**DEFINITIONS**

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**CITY OF JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**

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## DEFINITIONS

Active parks - Are intended to serve a neighborhood that is accessible given no more than a five minute driving time. Some will be parks in the urban core that are primarily walk-to facilities. These parks, generally under 14 acres in size, provide primarily athletic facilities including ball fields, courts, pools, and playgrounds. Many of the sites are located adjacent to schools or major housing/apartment units.

~~Active/Passive Parks - Are intended to serve a large neighborhood (or possibly several) that are accessible given a 10 to 15 minute driving time. These are large natural and/or landscaped areas to provide the suburban and rural dweller with a pleasurable reprieve from the congestion of the city without having to travel a great distance. They provide for both intensive uses and passive pursuits for all age groups including toddlers and retirees.~~

Beach - The zone of unconsolidated material that extends landward from the mean low water line to the place where there is a marked change in material or physiographic form, or to the line of permanent vegetation, usually the effective limit of storm waves. Beach as used in the Conservation and coastal Management Element requirements, is limited to oceanic and estuarine shorelines.

~~Coastal High Hazard Areas - (Also "high hazard coastal areas") The evacuation zone for a Category 1 hurricane as established in the regional hurricane evacuation study applicable to the local government. The Coastal High-Hazard Area is the area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model. The CHHA is shown on Map L-9 of the Future Land Use Element and Map C-18 of the Conservation/Coastal Management Element.~~

~~Environmentally Sensitive Lands - Any land Areas area of land or and related water resources that may be are determined to contain naturally occurring and relatively unaltered flora, fauna, or geologic conditions and whose interdependent biophysical components, including historical and archaeological resources might be essentially preserved intact by acquisition. This includes but is not limited to, SMAs, high quality wetlands and buffer areas, native plan communities, listed species habitat and coastal beaches and dunes.necessary by the local government, based on locally determined criteria, to conserve or protect natural habitats and ecological systems. Nothing in this definition shall be construed to prohibit silvicultural operations which employ the Florida Department of Agriculture and Consumer Affairs Best Management Practices, as revised in 1993.~~

Future Opportunities Continuous Upgrade Strategy Plan (FOCUS) - A professionally developed document that utilizes a scoring matrix to prioritize capital improvement projects based on specific established criteria for the acquisition, development or renovation of parks

Greenway - A linear open space protected and managed as part of linked conservation lands or recreation opportunities, as defined by Chapter 9K-7.002(14) F.A.C. Greenways typically follow natural landscape features such as rivers, streams, shorelines, man-made corridors such as utility and abandoned railroad right-of-ways, and scenic roadways. Greenways may protect the habitat of native plants and wildlife, maintain wildlife movement routes and natural connections, or provide opportunities for outdoor recreation. For purposes of greenway and trail system planning, the City of Jacksonville incorporates "blueway" into the greenway definition. A blueway is considered to be a network of canoeing and kayaking trails linked through integrated, coordinated plans.

Intracoastal Waterway - All navigable sections of the inland waterway having sufficient water depth to support power and sail boating.

Neighborhood Parks - Are intended to serve a large neighborhood (or possibly several) that are accessible given a 10 to 15 minute driving time. These are large natural and/or landscaped areas to provide the suburban and rural dweller with a pleasurable reprieve from the congestion of the city without having to travel a great distance. They provide for both intensive uses and passive pursuits for all age groups including toddlers and retirees

Passive Park – This is open public land on to which one may step without a pass or fee. Typically, there is no theme or structure of declared purpose.

Parks, Recreation and Entertainment Recreation and Community Services Department (PRED) (RCS) - is responsible for the following, according to Section 28.101, Ordinance Code, City of Jacksonville:

- a) administering and operating the recreation and park facilities of the city
- b) designing, establishing, improving and maintaining the park areas under the control of the Department
- c) operating the waterfront park areas, public swimming pools and marinas under the control of the Department
- d) planning, promoting, organizing, administering all parks, the Consolidated Government's entertainment and recreation facilities and all other recreation areas and programs of the Consolidated Government, including the Sports Complex, Convention Center and Auditorium.

Regional Parks - Park sites predominately used by the majority of the municipality's citizens can be considered a site of regional importance. Although generally over 200 acres in size, these areas need be no particular size nor have

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any set combination of physical attributes. Each of the regional sites is a specific, well-defined entity that attracts public interest City wide. Sites include Hanna, Metropolitan, Huguenot, Pope-Duval, Ed Austin, William Sheffield, and Navy/Ortega Tillie Fowler Parks.

Section 193.501, Florida Statutes - Concerns the assessment of environmentally endangered lands or lands used for outdoor recreational or park purposes when land development rights have been conveyed or conservation restrictions have been covenanted.

Shall - used to indicate a mandatory action.

Shoreline or Shore – The interface of land and water and as used in the Conservation and Coastal Management Element requirements, is limited to oceanic and estuarine interfaces.

Should - used to indicate an action which is strongly advised.

St. Johns River - All navigable sections of the river and its tributaries having sufficient water depth to support power and sail boating.

The Master Recreation Improvement Plan - A professionally developed document encompassing the identification of the recreational needs of the community ~~as well as the mechanisms required to meet these needs.~~ The document includes specific demographic and inventory data appropriate to identify and track these needs. It establishes criteria and standards for park maintenance and new park development, discussions of program and service issues, priority needs issues, management issues, and implementation strategies.

Water Access - Water access parks are designed to allow public access to water resources and include facilities such as: boat launch, fishing, picnic, playgrounds and restrooms.