

**2010 Comprehensive Plan
Executive Summary of
Evaluation and Appraisal Report (EAR) Recommendations
August 2007**

Based on review by the Planning and Development Department, with the assistance of the many citizens who participated in Blueprint for Prosperity, local, regional and state agencies, and stakeholders who commented on the EAR throughout its creation, the City of Jacksonville would be well-served by a 2030 Comprehensive Plan that addresses the following issues, and implements the recommendations of the Mayor's Growth Management Task Force.

LOCAL MAJOR ISSUES

1. Revise the City's Comprehensive Plan to be a proactive document that is in alignment with the values, strategies and vision of the City of Jacksonville as identified by the Blueprint for Prosperity.

RECOMMENDATION

Overall the Plan no longer reflects many current realities. Its Future Land Use Map has been changed more than 500 times since 1999. Implementation of the Plan has not prevented urban sprawl, and buildout at overall suburban densities is projected for around 2030. It does not sufficiently address older neighborhoods, economic development or redevelopment that will require support in order to transform an automobile-based suburban city to a more livable and sustainable city. The two major recommendations addressing this issue are an update to the Future Land Use Map, and EAR-based amendments that implement the 2006 recommendations of the Mayor's Growth Management Task Force.

2. Is the City's overall transportation system, including mass-transit, providing real alternatives to single occupancy car use, meeting the needs of the elderly and the disabled and supported by its land use?

RECOMMENDATION

The Plan needs to include strategies to require the linkages between land use and transportation, and incentives to achieve mixed use and mixed density developments. One strategy currently under consideration is a new way to look at proportionate share that includes a dedicated funding stream for mobility infrastructure and a shift in emphasis to mobility solutions rather than traffic solutions.

3. Are affordable and disabled housing needs being met, in both the ownership and rental sectors?

RECOMMENDATION

The Plan needs to include strategies to incentivize affordable housing and to require building practices that address the housing needs of the disabled.

4. Is the St. Johns River one of the unifying themes of the Comprehensive Plan and a primary consideration in decision-making on land use, environment and infrastructure? Does the Plan recognize that the River's health is directly tied to the quality of life and economic prosperity of the City of Jacksonville? Within this issue, there are two sub-issues:
 - Does the Plan adequately address the need to reduce nutrient loading to below the TMDL level so that growth may be accommodated without eroding the progress made in nutrient reductions from wastewater treatment facility improvement, reclaimed water reuse, stormwater treatment, and septic tank conversion?
 - Does the Plan contain policies that support programs to replace older wells and septic tanks with community water and waste water systems, especially in the Southwest and Northwest quadrants of the City of Jacksonville?

RECOMMENDATION

The River is not currently a sufficiently unifying theme in the Plan and impacts upon it are not considered at every step in decisionmaking. This needs to change. A program is required to encourage septic phase out and discourage new septic systems that do not meet the highest standards of performance. Policies are required that reinforce progress made to reduce TMDL levels. To address the underlying issue of the river's significance in the quality of life and economic prosperity of the City of Jacksonville, in addition to recommendations in specific policy areas, it is recommended that a new Goal, with accompanying objectives and policies (and updates to existed parts of the Comprehensive Plan as required) be incorporated as an EAR-based amendment to reflect the need to consider impact on the river and its systems when reviewing development, land development regulations, changes to the future land use map, public infrastructure and investment, and other City actions that present opportunities for enhancing river health and the overall sustainability of Jacksonville within its environment.

5. Is Plan implementation creating projects and neighborhoods that fully integrate housing, shopping and employment opportunities?

RECOMMENDATION

The Multi Use category has been effective, however most land use and zoning categories exclude, rather than encourage, appropriate mixed use development. A change in the approach to the Future Land Use Map is recommended, including plan category descriptions that recognize the intensity of the mix of

uses appropriate for a designated part of the community (urban, suburban, rural fringe, etc.), rather than those that list uses in the same manner as the City's zoning code.

6. Is redevelopment of housing and jobs in older neighborhoods by such means as improving infrastructure adequately supported by the Plan?

RECOMMENDATION

The Plan does not adequately support redevelopment in older neighborhoods, does not recognize and celebrate infill development, and does not include strategies to require the provision and maintenance of infrastructure within older neighborhoods, as an ingredient necessary to their economic wellbeing. These communities sustain the City and provide its workforce, and policies need to recognize their infrastructure needs.

7. Are efforts working to revitalize downtown with a focus on transit, a pedestrian-friendly mix of uses, and housing?

RECOMMENDATION

Given successful efforts to date and market factors, the recommendation would be to continue current efforts and to learn from successes elsewhere regarding best practices.

8. How effective have the coastal high hazard policies been in maintaining hurricane evacuation clearance times, providing adequate shelter space and assuring public safety?

RECOMMENDATION

The Plan needs to be updated in this area to include the new definition of CHHA, new requirements for clearance times, and a local mitigation program that recognizes that current clearance times are based on current land use categories. The program should incentivize residential development outside of CHHA if it removes development potential from CHHA, and limit such development in CHHA but allow for land use changes and rezonings to locate it where it is most appropriate.

9. How effective have the neighborhood plans for the north, northwest and southwest sectors of the City been in guiding the land use decisions of those areas? Are there indicators which demonstrate that development is shifting to the northern portion of the City?

RECOMMENDATION

The statistics confirm that the planning districts subject to existing Vision Plans, during the period of 2000-2006, accounted for more than 50% of the population growth in the City of Jacksonville. They have been successful at identifying the type of growth appropriate at different locations within the planning areas, and creating an overall strategy for each area. The City plans to do Vision Plans for the three remaining planning districts, so that they may be taken into account when updating the Comprehensive Plan.

10. How effective has the City's redevelopment plan for the Cecil Field been in promoting economic development?

RECOMMENDATION

The redevelopment plan for Cecil Field is on track to make it one of the premier office and industrial park locations in Northeast Florida.

11. How well have the City's polices worked to discourage the proliferation of urban sprawl?

RECOMMENDATION

The Plan includes requirements that JEA and the Planning and Development Department work together on the suburban boundary limits, which define service limits within the City of Jacksonville. While communication is effective, it has not been sufficient to address urban sprawl, and the work done by the Mayor's Growth Management Task Force in 2006 estimated that the city would be built out in 2030 if it continues to use the low-density patterns that have been prevalent in recent decades. The addition of Rural Villages to the allowable uses within the agricultural land use categories, while intending to allow for the growth of small towns in the rural area, has had the effect of providing a loophole by which centralized services can be provided in the rural areas, thereby changing the nature of the growth that follows them. A new Future Land Use Map should describe the intensity and nature of appropriate development, as identified by Vision Plans, and should be the mechanism for limiting growth to areas that can accommodate it.

12. How effective have existing transportation policies been in achieving the City's mobility goals for the Butler Boulevard/Bay Meadows Road area?

RECOMMENDATION

The TMA has had the desired outcome of requiring roads be built to standards that require connectivity and alternate routes, in a timeframe that requires them to be available before development requires them.

13. Has the City been effective in the retention of adequate amounts of industrial lands at suitable locations, particularly in the waterfront areas?

RECOMMENDATION

Amendments to the Plan are currently pending to adopt an Industrial Preservation Map and policies to ensure that industrial lands are protected.

14. Does the comprehensive plan include criteria and regulatory incentives that encourage the preservation of recreational and commercial waterfronts, as required under Chapter 163, F.S., and how effective have those criteria and incentives been?

RECOMMENDATION

The Plan includes only vague policies, and an amendment to the Plan is under consideration and should be ready to move forward as an EAR-based amendment.

OVERALL RECOMMENDATIONS, CONSISTENT WITH THE RECOMMENDATIONS OF THE MAYOR'S GROWTH MANAGEMENT TASK FORCE

Key Committee recommendations from Horizon 2030 Recommendations of the Mayor's Growth Management Task Force, April 2006, using the following 10 principals for managing Jacksonville's growth:

1) BUILD A VISION WITH MAXIMUM PUBLIC PARTICIPATION

- Create a consensus based Vision Plan for the City of Jacksonville based upon ultimate development vs. a particular time horizon.
- Prepare the Vision in a highly illustrative manner using memorable images to convey the key components and building blocks of the Vision.
- Create the Vision Plan for the City based on an extensive citizen involvement program that enlists the support of all major stakeholders and is designed to provide a constituency for the Vision Plan.
- Prepare the Vision in a manner that assures the maximum coordination of land use concepts and long range transportation planning for Jacksonville and the Northeast Florida Region.
- Coordinate efforts to prepare a Vision for the City of Jacksonville with efforts to improve regional collaboration and visioning.
- The PDD should implement an educational campaign geared to help citizens better understand the City's planning process. Educational methods

might include pamphlets, project-specific community workshops and/or creation of the city's PDD web page, which may consist of audio and/or video links.

- Develop an overall Vision Plan for the River to identify locations where the City should acquire riverfront access for boat ramps, parking, public parks and buffer zones along the River to accommodate the growing population and its desire to use the River.

2) CAPITALIZE ON THE CITY'S UNIQUENESS (SENSE OF PLACE)

- Identify and take the necessary steps to preserve those areas of Jacksonville that are "sacred" from a natural environmental standpoint.
 - Study and refine the Special Management Areas (SMA's) Map as contained in the City of Jacksonville Comprehensive Plan to focus on those areas that have not been developed and can be classified as environmentally sensitive.
 - Allow increased density or other incentives to be built into the development of future suburban villages in return for the "set aside" of land identified by the Preservation Project Jacksonville. Provide for the connection of green space in new suburban villages to Preservation Project Jacksonville as a means of extending the beneficial impact of this open space system.
 - The City should implement the appropriate steps necessary to ensure that the lands acquired as part of the Preservation Project Jacksonville be preserved in perpetuity consistent with the purpose of their purchase – environmental protection and passive recreation.
 - The City should take a Holistic approach to developing a public access plan for the Preservation Project properties which reflects and emphasizes the importance of the historical, cultural and natural resources on those sites.
- A development pattern utilizing mixed-use, compact villages (i.e., urban, suburban or rural villages) connected to the downtown as the organizing element to achieve "sense of place" should be fully considered as part of the preparation of a long-range vision for the city of Jacksonville.
- Continue to execute the city adopted Downtown Jacksonville Master Plan.
- Provide incentives and protections to the owner and/or developer for providing public access rights for all new riverfront development and redevelopment which incorporates a public access (including view corridors) component.
- Encourage city acquisition of riverfront property for public recreational use.

3) PROMOTE MIXED USE “VILLAGES”

- Accommodate new development in a more compact growth pattern with more land use diversity, where there is improved interrelationship of living, working, shopping, education and recreational activities, where there are expanded travel choices, and where the vitality and revitalization of older neighborhoods and commercial areas can be sustained.
- New development that cannot be connected to and is not a logical extension of existing neighborhoods should take the form of compact, mixed-use Villages. These Villages should place homes, jobs, schools, shopping and recreation in closer proximity and should be linked with downtown Jacksonville and other important destinations by a fast and convenient public transit system.
- A variety of Village types should be provided to accommodate the land ownership patterns in Jacksonville. Performance standards for establishing Villages should be designed to provide incentives for land assembly.
- Coordinate with JEA to utilize the extension of water and wastewater service as an incentive for encouraging the formation of Suburban Villages. Provide incentives for compact, mixed-use villages to preserve and connect the land areas identified in the Preservation Project Jacksonville.

4) COMMIT TO TRANSIT

- The city and JTA should aggressively pursue implementation of the rapid transit system plan. The first phase of RTS service should be fully operational by 2010.
- The RTS system should balance the goals of congestion relief, mobility alternatives and corridor redevelopment.
- Key linkages should include high density residential origins, existing and emerging employment centers, entertainment/retail destinations, and high commuter corridors.
- Service to the commuting public should be enhanced through strategically located park-and-ride facilities, express bus connections to suburban multimodal transportation hubs and neighborhood feeder routes.
- The JTA should adopt highly aggressive ridership and “market share” targets for its transit services. This JTA objective should enable Jacksonville to meet or exceed the community goal of at least 10% of peak-period trips being made using transit or other alternative mode.
- The JTA should investigate all promising opportunities to improve Jacksonville transportation quality of service, consistent with the goal of reduced dependence

on single occupancy vehicles. Beyond those already recommended, additional strategies might include:

- Development of managed lane highway facilities, including the use of occupancy requirements and/or electronically collected variable-price tolling; Enhanced and premium fixed-route bus services including viable “express-bus” commuter oriented services;
- Partnership with the City of Jacksonville to promote and cultivate transit-oriented development;
- Pursue new types of public transportation service as market opportunities for such services develop, such as waterborne transit or regional commuter rail.
- The JTA should pursue the development of cost-effective regional transit services connecting outlying communities to Jacksonville.

5) REDEVELOP THE MAJOR ROAD CORRIDORS

- The city, Jacksonville Transportation Authority (JTA) and the Metropolitan Planning Organization (MPO) must coordinate their transportation planning activities to ensure planned transportation investment sand support land use objectives.
- JTA and MPO plans should reflect the Future Land Use and Growth Management Policies of the City of Jacksonville’s Comprehensive Plan.
- Assure that the City and JTA plan jointly for redevelopment and infill along regional arterial corridors.
- Incentivize redevelopment through preparation of “Infill and Redevelopment Master Plans” for each major arterial corridor with priority given to those corridors designated for Bus Rapid Transit (BRT). The infill master plans should identify those parcels of land where infill or redevelopment is appropriate, as well as the locations of those areas that should be designated for mixed-use transit villages in association with proposed BRT transit stations.
- Investment in transit stations and related facilities by the Jacksonville Transportation Authority (JTA) should be used as a catalyst for redevelopment along required transportation corridors. By working with the private development community and forming mutually beneficial public-private partnerships, the JTA can leverage its expenditures on transit facilities to support new infill and redevelopment.
- The City should include a Transit Village Land Use designation as part of the Future Land Use Element and Future Land Use Map of the Jacksonville Comprehensive Plan that incorporates the standards for transit oriented design

and the requirements for the Multi-Modal Transportation District (MMTD). The City should incentivize redevelopment and infill along regional corridors.

- The City should support increased transit “market share” within the Downtown area by continuing to implement the recommendations of the Downtown Master Plan with respect to pedestrian mobility, transportation network hierarchy and function, and the adjustment of parking policies.

6) ADEQUATELY FUND TRANSPORTATION

- Leadership in City government should work with community leaders in the private sector to create an independent Jacksonville Mobility Task Force to advocate for the City’s transportation needs. Develop a marketing and lobbying strategy to increase Northeast Florida’s share of Federal and State funding based on the community’s demonstrated commitment to local transportation funding, application of effective growth management policies, and visionary plan for future growth. Public sector agencies should provide information as necessary to support this initiative.
- Use the Mobility Task Force to work closely with the Florida Congressional delegation to (1) ensure Florida’s rate of return reaches 90% in the next surface transportation reauthorization, and (2) identify opportunities for Federal earmarks consistent with existing transportation priorities and the FDOT Work Program. Projects receiving Federal earmarks should be consistent with local development plans and be included in the Capital Improvement Element of the current Comprehensive Plan.
- Use the Mobility Task Force to seek Florida legislative action providing a reasonable assurance of regional equity in the distribution of Strategic Intermodal System (SIS) capacity program funding. In particular, the Mobility Task Force should ensure that FDOT District Two receives its fair distribution of SIS funding.
- The City and FDOT should implement a Mobility Technology Plan. The Plan should capitalize on Jacksonville’s position as a global logistics leader, integrating the use of state-of-the-art ITS, communications, and logistical technology to enable the implementation of highly intelligent transportation facilities and services. This Plan should provide real-time congestion monitoring and management capabilities, improved incident response, and mass media distribution of mobility enhancing information.
- Implement a financial feasibility assessment tool.
- Pending the development of the Corridor Mobility Plans and associated detailed cost estimates and finance plans, local funding resources should be evaluated to support the needed improvements that will be identified. In addition to federal,

state and private funds, the following local options should be considered to promote additional transportation funding:

- Gas taxes
- Sales taxes
- Local Option Documentary Stamp Surtax
- Proportionate-Share Contributions
- User Fee Financing
- Private Partner Funding

7) REVITALIZE THE RIVER

- The Florida Department of Environmental Protection, Northeast Florida Regional Council, St. Johns River Water Management District, St. Johns River Alliance, JEA and all affected leadership representatives of all local governments bordering the St. Johns River should be organized to develop and implement a River Restoration Plan.
- The City should seek to ensure the coordination with the Florida Department of Health (FDOH) and Duval County Health Department in development and implementation of a septic tank ordinance to assess septic tank performance;
- In conjunction with JEA's Master Plan, the City should develop a wastewater and stormwater master plan to examine strategic timing of, strategy for, and implementation of technology upgrades for the City's stormwater systems and JEA's existing wastewater treatment systems to implement tertiary-level wastewater treatment and reuse.
- Require reclaimed water and/or stormwater reuse in those new developments that are aligned with and identified in the most cost-effective deployment of the wastewater and stormwater master plan.
- Develop an overall Vision Plan for the River to identify locations where the City should acquire riverfront access for boat ramps, parking, public parks and buffer zones along the River to accommodate the growing population and its desire to use the River.

8) SAVE SPACE FOR INDUSTRY

- Based upon the industrial land use analysis recently performed for the City, designated Water Dependent/Water Related and the adjacent and surrounding industrial lands that support these facilities shall be designated a Future Land Use Map Overlay Zone entitled, "Water Dependent/Water Related Overlay Zone". Within the Overlay area no reduction in industrial land uses shall be allowed.

- The City should make the necessary regulatory changes to protect airport operations and closely related ancillary industrial areas at civilian and military airports from encroachment by incompatible uses, especially residential uses.
- As the urban area expands, the City should assure that new master planned communities and suburban villages contain a business/office park component or a component of the village center, or some combination of the above to insure adequate land is set aside for these uses and that future business and office employees may be located in closer proximity to the places they live.
- Industrial lands strategically located to provide access to rail facilities and/or trucking routes; serve ports; and serve airport multi-modal requirements, shall not be converted to residential uses unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of the permitted industrial uses.
- For the longer term future, the City should consider establishing new Industrial Land Use areas in the western area of the City (I-10/US-90/ SR 301 area) before the expansion of the urban residential development pattern makes this impractical.
- Study the feasibility of utilizing methods to overcome the development constraints imposed by the City's concurrency management systems, (i.e., concurrency exception areas) to realize the full economic potential of key industrial sites, such as Cecil Field.

9) PLAN FOR SCHOOLS

- Schools will be adopted as an element of concurrency and, as such, the school Board will be involved in reviewing proposed developments to:
 - Assess the student stations required for proposed development;
 - Determine whether school concurrency is available, and, if not, whether schools will be added and/or when school development will occur;
 - Recommend to the City's Planning and Development Department (PDD) a strategy for developers to meet concurrency (mitigation, City, fees);
- Develop a procedure for transmitting the results of school capacity findings for proposed development before city council;
- Endeavor to minimize or eliminate transportation Fair Share and other concurrency assessments imposed on the School District based on construction of schools needed to meet growth by having fair share costs assumed by the City;

- School concurrency should be applied on a district-wide basis, initially;
- Encourage State legislation to require demographics and formula driven models to be consistent between state and local levels in utilizing the current Student Information Management system (SMIS) model and U.S. Census data;
- Identify how the magnet and private school systems and the “No Child Left Behind” Federal mandate will be evaluated in determining school concurrency and new development;
- The City of Jacksonville and the Duval County School Board should coordinate with local and surrounding governments and Regional Council, with the Inter-Local Agreement (ILA) Committee involvement, in evaluating closures, renovations, and new site selection for development occurring within close proximity to neighboring county lines.

10) IMPROVE REGIONAL COOPERATION

- Strongly consider the recommendations by the Florida Committee for Regional Cooperation contained in their report “State Strategies for Regional Cooperation.” Special consideration should be given to supporting recommendations relating to:
 - (1) Establish a state program to support regional visioning that includes state funding of regional visioning activities.
 - (2) State agencies should function in a highly responsive and integrated way to foster required cooperation and required initiatives.
- A comprehensive regional strategic transportation mobility plan for the seven county area of Northeast Florida (Baker, Clay, Duval, Flagler, St Johns, Putnam and Nassau Counties) should be developed.
- Develop a financing structure to support the visioning process that relies on multiple sources (foundations, local governments, state, and federal sources and even the media) that meets the expectations of each funding partner and the needs of the visioning program.
- Since regional visioning is a campaign to analyze and influence individual choices on a large scale, a focused and sophisticated marketing and educational campaign will be required.
- Support and participate in regional collaboration and visioning efforts (including indicators and benchmarking) undertaken by the Northeast Florida Regional Council through their regional Community Institute that will have its leadership drawn from all sectors of the Regional Community (including, but not limited to, environmental, business, community, government and academia) which will ensure balance and effectiveness.