

# North Jacksonville

## Shared Vision and Master Plan



MILLER SELLEN CONNER & WALSH  
Community Planners, Designers & Engineers

23 JULY 2003



# NORTH JACKSONVILLE SHARED VISION AND MASTER PLAN

## Table of Contents

### Section I.

North Jacksonville: Shared Vision

### Section II.

Heckscher Drive: Island Visioning Project

### Section III.

North Jacksonville: Best Practices and Implementation Strategies

*This document has been prepared for:*



*This document contains information compiled by:*



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*Table of Contents*



# North Jacksonville Shared Vision Plan



 **MILLER SELLEN CONNER & WALSH**  
Community Planners, Designers & Engineers

7 JULY 2003



# I. NORTH JACKSONVILLE SHARED VISION

## Table Of Contents

<b>Introduction</b> .....	<b>1</b>
<b>Public Participation</b> .....	<b>2</b>
Shared Vision Process	
<b>Community Profile</b> .....	<b>3</b>
What Is North Jacksonville?	
<b>Trend Analysis</b> .....	<b>6</b>
Where Are We Going?	
<b>Shared Vision</b> .....	<b>7</b>
What Do We Want To Be?	
Economics	
Development Pattern	
Environment	
Transportation	
History & Culture	
<b>Growth Projections &amp; Infrastructure</b> .....	<b>13</b>
Introduction	
20 Year Growth Projections	
20 Year Infrastructure Projections	
20 Year Transportation Projections	
<b>North Jacksonville Transportation Plan</b> .....	<b>15</b>
<b>Implementation Strategies</b> .....	<b>20</b>
Public Place Making Strategies	
Private Place Making Strategies	
Public/Private Place Making Strategies (Incentivised)	
<b>Financing Alternatives</b> .....	<b>28</b>

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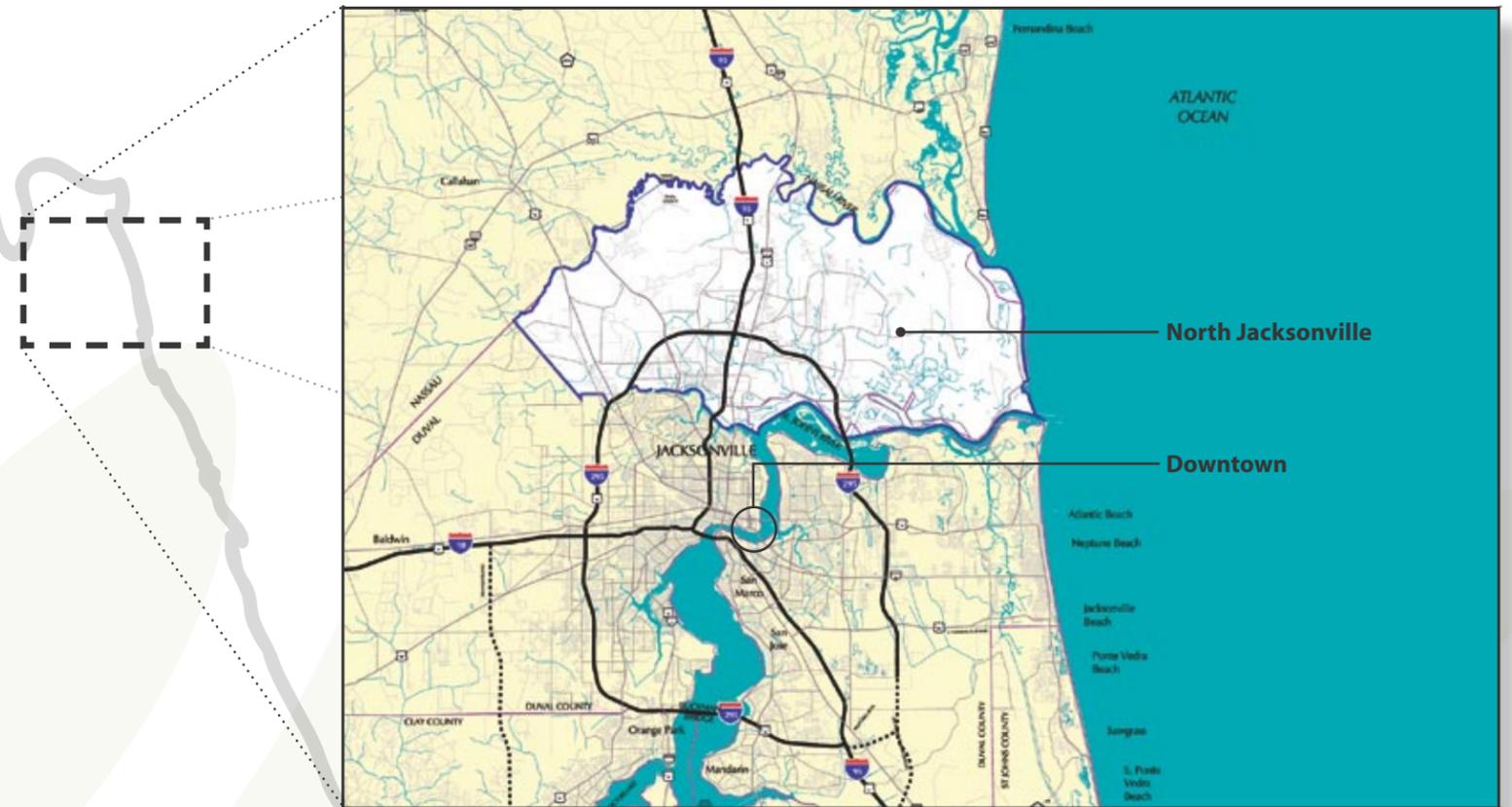
# NORTH JACKSONVILLE SHARED VISION

## Introduction

Bordered by the Nassau River to the north, the St. Johns and Trout Rivers to the South and the Atlantic Ocean to the east, the 147,000-acre region of North Jacksonville contains some of the First Coast region's most vital economic assets, as well as some of the areas most precious environmental treasures. The Jacksonville International Airport, the JAXPORT seaport facilities and the core of Jacksonville's Industrial base coexist in North Jacksonville with such amenities as the Kinglsey Plantation, beautiful beaches and the marshlands and creeks of the Timucuan Preserve.

However, over the past several decades, growth in North Jacksonville has not kept pace with the strong growth occurring south, southeast and southwest of the city, both in terms of quantity and quality. As the region's growth has continued southward, it has increasingly pushed into neighboring Clay and St. John's Counties. Despite the economic assets, excellent transportation facilities, and natural beauty, North Jacksonville is constrained by negative perceptions of the area related to the industrial history and lack of amenities for residents.

The City of Jacksonville leaders have embarked on this Shared Vision in order to guide growth management decisions that appropriately utilize North Jacksonville's assets to spur quality growth and economic development. This Shared Vision is the result of a collaborative effort of community leaders, citizens groups, business owners and government officials. The Shared Vision is intended to provide a guide for what North Jacksonville will ultimately be - a great place to live, work and play, with economic vitality, diverse neighborhoods and numerous amenities for its residents.



*Jacksonville Regional Area Map*

*One Shared Vision*

## PUBLIC PARTICIPATION

### Shared Visioning Process



The Shared Visioning Process is intended to address specific planning activities that will result in building a consensus toward a vision plan for North Jacksonville. Phase I of the Shared Visioning process answers the following questions:

- **Community Profile** — *Where are we now?*
- **Trend Analysis** — *Where are we going?*
- **Vision Alternative** — *What are our choices?*
- **Shared Vision** — *What do we want to be?*

Phase II, the Shared Vision Action Plan will give the City the tools to implement the shared vision.

The most important component of the Shared Visioning process is to engage the community in helping to form a vision for the future. In addition to a series of interviews with a number of key community and business organizations, meetings with many different governmental agencies and regular meetings with a project steering committee, a series of workshops were held to allow for public participation. The purpose of these workshops was to obtain input from affected groups, property owners and area residents

### Stakeholders Workshops

May 30, 2002	Project Kick-Off
June 27, 2002	Community Profile/Case Studies
August 1, 2002	Trend Analysis
August 29, 2002	Trend Issues
October 24, 2002	Review Alternative to Trend
December 2, 2002	Review Vision Plan

The Stakeholder workshops were key to helping the planning team to identify the issues and concerns facing North Jacksonville and for building a consensus for the Shared Vision Plan. In addition to the public workshops, the City has maintained contact with interested citizens through advertising, direct mailings and posting information on the City's web site.

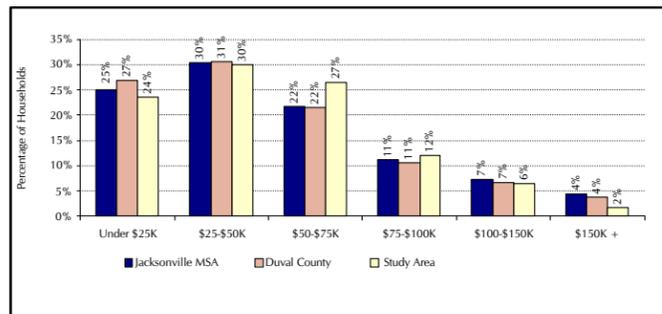


Public Participation

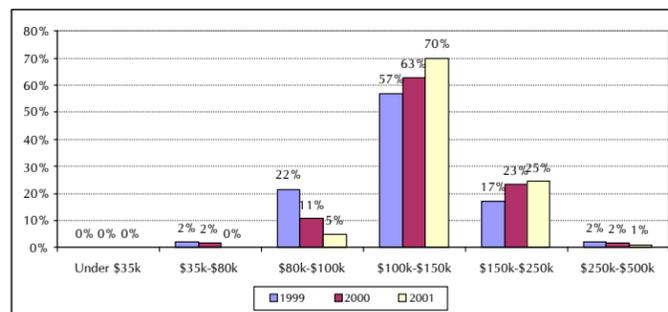
# COMMUNITY PROFILE

## What is North Jacksonville?

A comprehensive Community Profile of North Jacksonville was created to review the characteristics of North Jacksonville such as geography, natural resources, population, demographics, economic and market data conditions, housing, transportation, educational resources, cultural and recreational resources. With a population of approximately 50,000 people and 18,000 homes, North Jacksonville is growing at a faster rate than the rest of Duval County. As shown below, income levels are at or above those of the surrounding area. However, most of the housing sales are in the \$100,000 to \$150,000 range with little executive housing stock above \$250,000.



Distribution of income in Jacksonville MSA, Duval County and study area



North Jacksonville home sales by price; 1999, 2000 and 2001

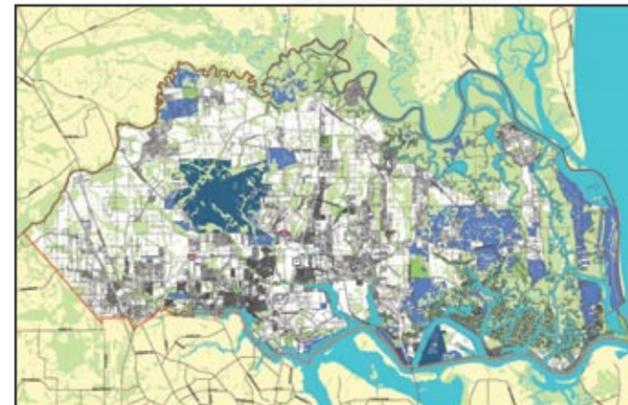
Utilizing the City's Geographical Information Systems (GIS) database, the following analysis was conducted to determine the amount of land available for development. After taking into consideration wetlands, developed land and committed land, approximately 29,100 acres of the total 147,300 acres remain as vacant, undeveloped land. The remaining 29,100 acres of undeveloped land are the basis for the trend analysis and will be the greatest opportunity for change in the vision plan. Change in the committed/developed areas of North Jacksonville will be spurred by redevelopment and creation of focal points or centers.



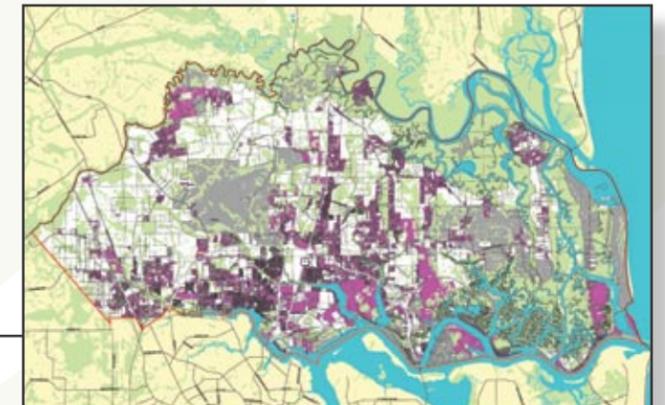
**A. Total Area:**  
147,300 AC - 100%



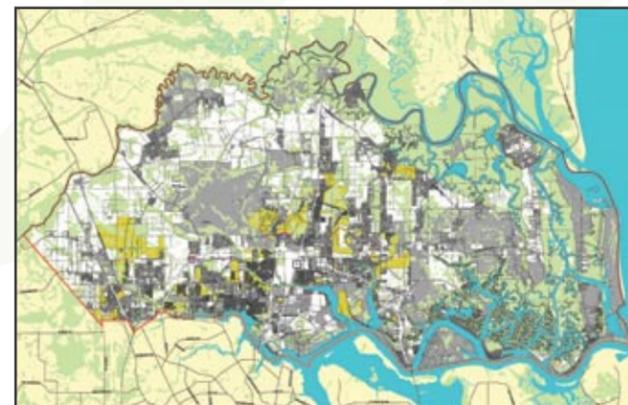
**B. Wetlands, Marshes & Rivers:**  
64,600 AC - 43.9%



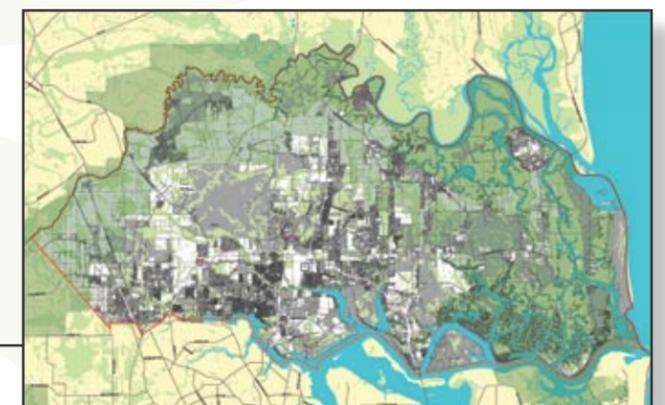
**C. Utilities and Public Lands:**  
21,000 AC - 14.2%  
*(JIA, Jaxport, schools, parks, Fed, State and City)*



**D. Developed Land:**  
21,200 AC - 14.4%



**E. Committed Lands:**  
6,200 AC - 4.2%  
*(Approved PUDs, DRIs and Site Plans)*



**F. Greenway System:**  
5,200 AC - 3.5%  
*(Proposed Additional Acreage)*  
**Remaining Undeveloped Upland Acreage:**  
29,100 AC - 19.7%

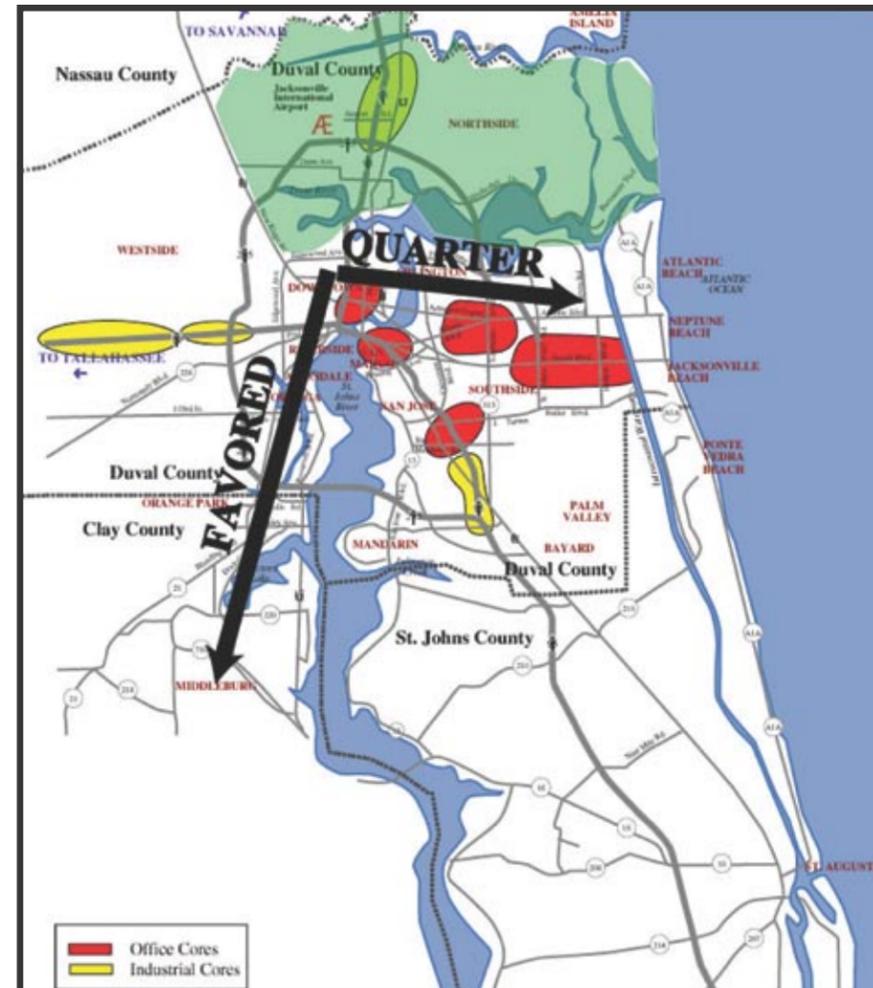
Community Profile

## COMMUNITY PROFILE

Over the past several decades, the area of North Jacksonville has not kept pace with the strong growth occurring south, southeast and southwest of the city, both in terms of quantity and perceived quality. As the region's growth has continued southward, it has increasingly pushed into neighboring Clay and St. John's Counties, creating concerns over the potential for Duval County's loss of economic growth and prosperity to surrounding areas, as well as likely concurrency problems in these stronger growth areas.

The Favored Quarter Map shows that the majority of quality housing and job growth in the Jacksonville region has occurred south to southeast of Downtown Jacksonville and continues to move away from North Jacksonville. As experienced in Southeast Jacksonville, the location of executive housing drives office and employment location decision-making in this region just as it has in Atlanta, Dallas, Charlotte, and many other metropolitan regions.

The ability to diversify North Jacksonville and redirect growth from the favored quarter is closely associated w/ the area's ability to diversify its housing opportunities, specifically the provision of executive-level housing. Such housing is not likely to locate in the area in any order of magnitude without facilitating the emergence of a large-scale master-planned community in the area. The goal, it should be noted, is not to shift the bulk of Jacksonville's executive housing north from the south side. Rather, it is to provide greater opportunities for executive housing in North Jacksonville—a goal that requires development of a large-scale, amenity-oriented master-planned community to achieve. Over time, the provision of adequate executive housing, as well as substantial middle-income housing, will increase the area's attractiveness to office and business park oriented types of employers, achieving one of the key end goals of this master plan.



### Summary

North Jacksonville has not capitalized on the economic opportunities and other assets of the area, and suffers from negative image and perception. In order to facilitate change, North Jacksonville should proactively plan for large scale, highly amenitized master planned communities with the following strategies:

- Capitalize on natural and man-made amenities
- Locate proximate to Interstate 95
- Offer a range of products and housing types
- Proactively Build Schools within master planned communities on dedicated sites
- Pursue quality business parks/employment centers nearby

### Opportunities

- Good access
- Timucuan Preserve/River, Creeks and Marshes
- Financial support for economic development
- Airport and Jaxport as economic drivers

### Constraints

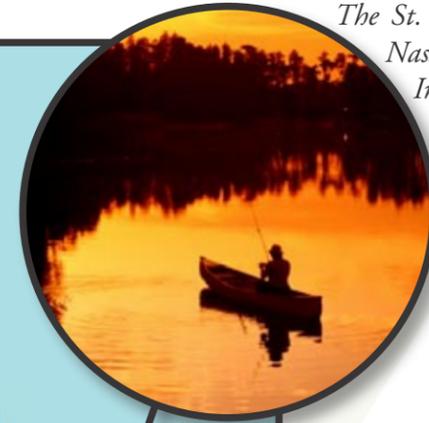
- Perception of area as industrial, rural, moderate income
- Job growth continues to move further south
- Negative image of area
- No focal point/town center

# COMMUNITY PROFILE

*The Jacksonville International Airport is a key economic driver in the Jacksonville metropolitan area and has the potential to generate additional jobs in North Jacksonville.*



*The St. John's River, Trout River, Nassau River, and The Intracoastal Waterway along with numerous creeks and marshes provide unparalleled views and many recreation opportunities to North Jacksonville.*



*Unknown to many in the region, North Jacksonville's beautiful beaches are often less crowded than other area beaches.*



*At the crossroads of I-95 and I-295/9A, North Jacksonville enjoys excellent access to Downtown Jacksonville and the surrounding areas.*



*The JAXPORT seaport and related marine industries are vital economic assets to all surrounding Jacksonville regions.*



# Community Profile

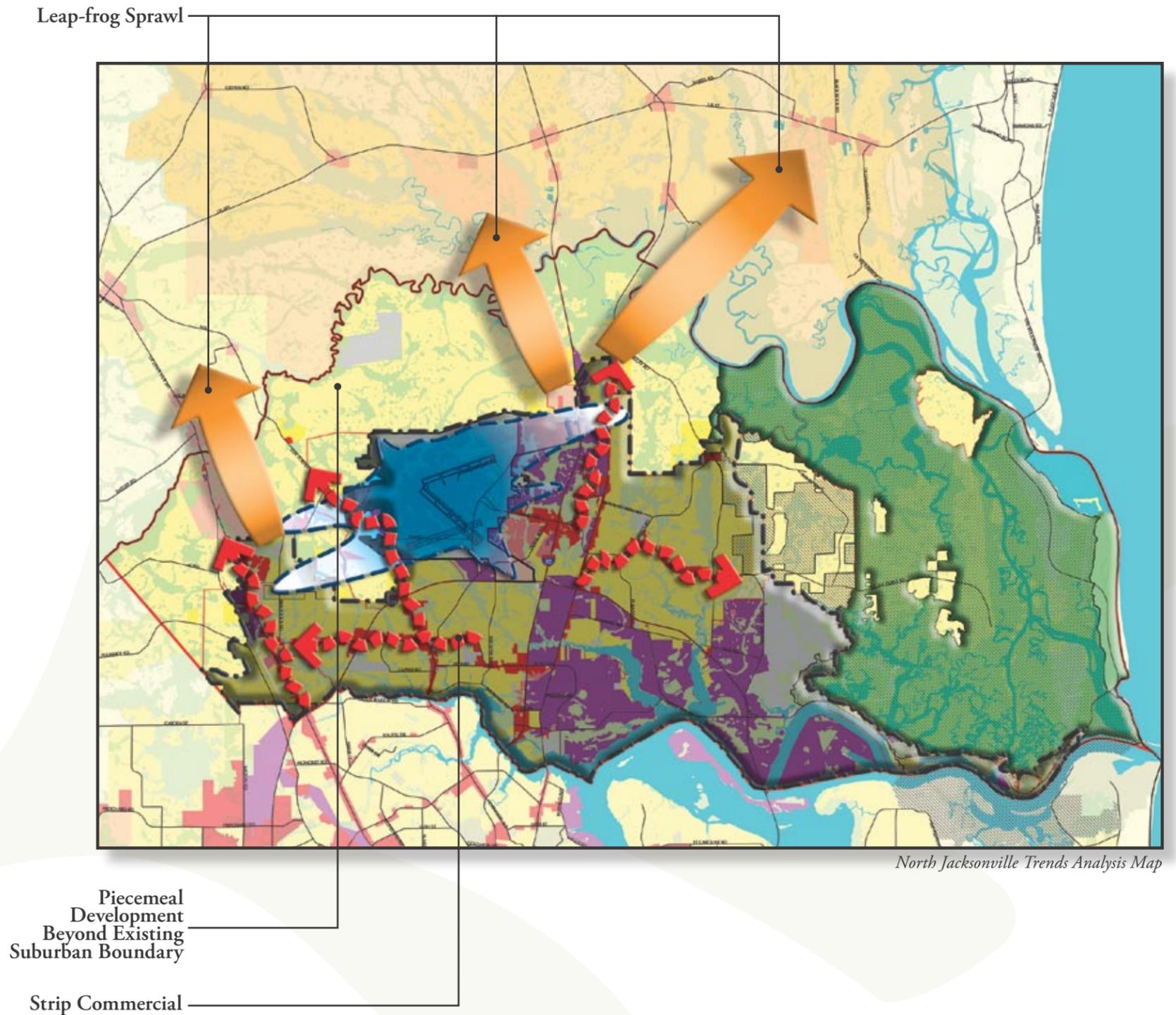
# TREND ANALYSIS

## Where Are We Going?

The trend analysis is a projection of the growth of North Jacksonville under current trends, the comprehensive plan and development regulations, without the benefit of a vision plan or any guiding principles. The purpose of the trend analysis is to provide a glimpse into the future at a time when North Jacksonville is essentially built out. The trend is simply one scenario and does not represent the shared vision. Based on the trend, it is estimated that at buildout there will be 58,000 dwelling units, 12 million square feet of commercial space, 10 million square feet of office and 23 million square feet of industrial.

### Summary of Trend Issues

- A. Negative Image & perception of North Jacksonville perpetuated by:
  - Lack of central focus
  - Ugly/unattractive commercial strips
  - Contrast of heavy industrial against backdrop of pristine ecosystem
  - Perception of lower income/rural population
  - Lack of executive housing
- B. Spurred by growth in Jacksonville, new large-scale master-planned communities will leap over North Jacksonville into Nassau County.
- C. Lack of Historic Centers and Focal Points in North Jacksonville that provide a destination for living, working and recreating.
- D. Piece-meal development of rural residential areas creates a pattern of urban sprawl that prevents formation of sustainable communities.  
i.e.: 1-acre lots stripped along existing rural roads followed by small development result in:
  - Overloaded rural roads with no interconnectivity;
  - High cost of providing needed community infrastructure (roads, schools, parks, etc.);
  - Lost opportunities for amenitized development, mix of housing types, executive housing.
- E. Jobs/economic growth will be limited to low-wage jobs.



# Trend Analysis

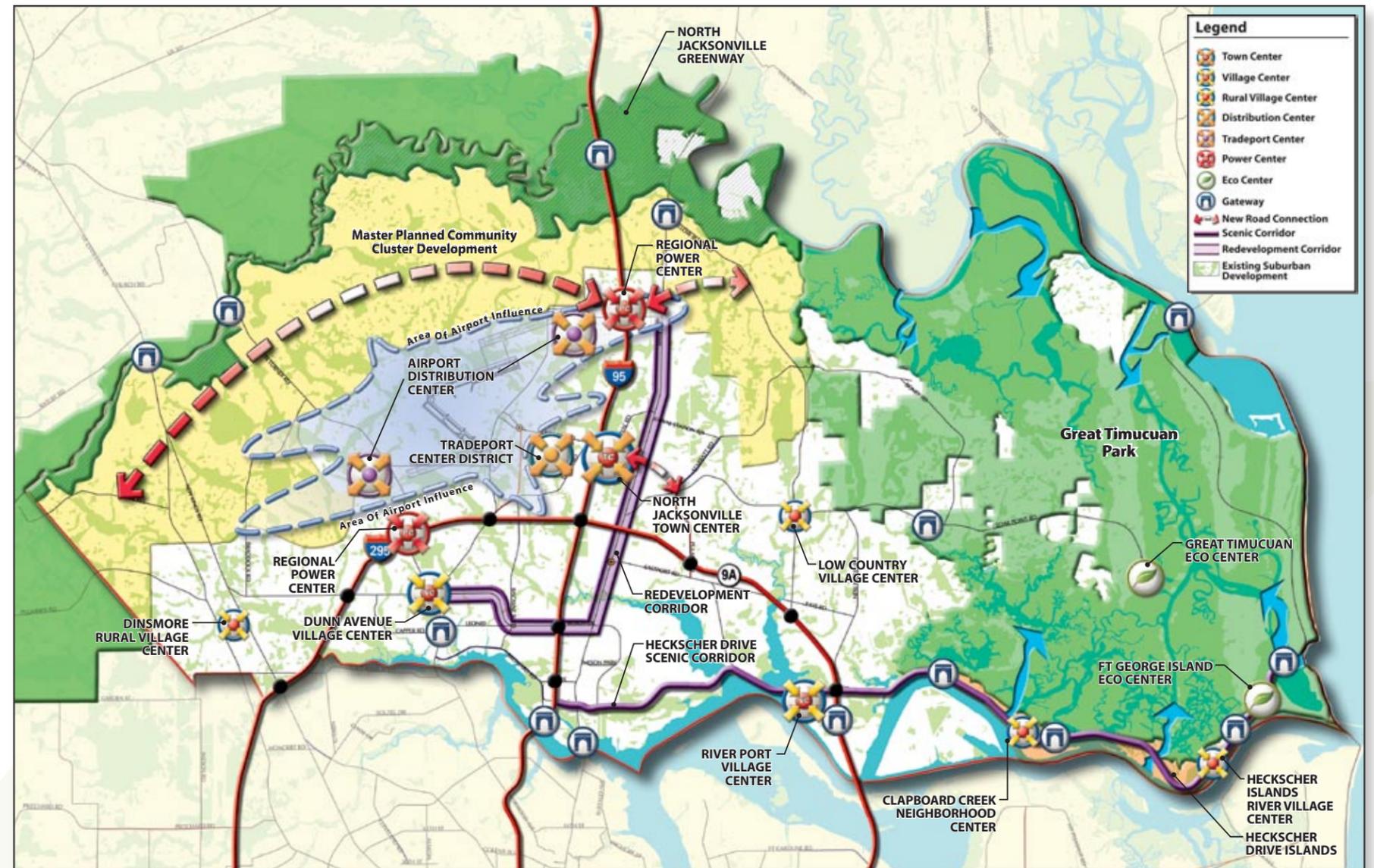
## SHARED VISION

### What do we want to be?

The Trend Analysis identified a number of issues that can be addressed with a new paradigm, or vision for the future. This Shared Vision is intended to provide an alternative to the trend analysis that changes the image of North Jacksonville. The following Vision Statements or “Mantras” are intended to address the issues identified in the Community Profile and Trend Analysis related to economics, development pattern, sense of community, environment and infrastructure.

#### Changing our image by:

- *Changing the Economic Paradigm*
- *Eradicating the Ugliness*
- *Creating the North Jacksonville Town Center*
- *Creating a Sense of Community*
- *Creating Great Neighborhoods*
- *Connecting with the environment*
- *Connecting the Places*
- *Connecting the Neighborhoods*
- *Protecting the Corridors*
- *Embracing our History and Culture*



North Jacksonville Shared Vision Map

*Shared Vision*

# SHARED VISION

## Economics

Issue: Master Planned Communities leap over North Jacksonville into Nassau County.

Strategy: Create opportunities for development of Master Planned Communities.

Issue: Employment growth associated with the Jacksonville International Airport is limited.

Strategy: Establish the Tradeport Center as the premier location for office development.  
Establish the Airport Regional Distribution District for industrial uses.

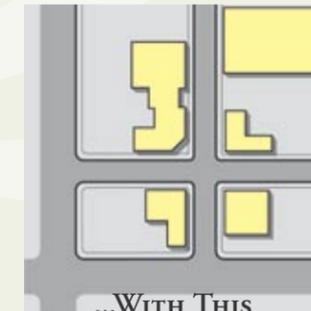
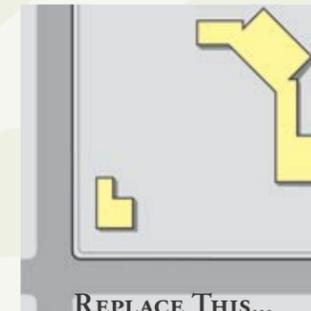
### *Changing the Economic Paradigm*



Issue: Unattractive Strip Commercial Corridors.

Strategy: Establish a phased redevelopment program for prominent arterial roadway corridors.

### *Eradicating the Ugliness*



# *Economics*

## SHARED VISION

### Development Pattern

Issue: No unifying image or destination for North Jacksonville.

Strategy: Create a pedestrian oriented, mixed-use town center to provide the unifying focus and image for the North Jacksonville Region.

### *Creating the North Jacksonville Town Center*



Issue: The trend leaves North Jacksonville without a “sense of place” and community.

Strategy: Provide a hierarchy of places in the form of pedestrian oriented mixed centers that reinforce a sense of community.

- Dunn Avenue Village Center
- Heckscher Islands Village Center
- Rural Village Centers
- River Port Village Center
- Power Center

### *Creating a Sense of Community*



Issue: Piecemeal development creates a pattern of sprawl with 1-acre lots stripped along existing roads, followed by small lot development in-fill.

Strategy: Establish best development practices that result in the creation of valuable neighborhoods connected to village centers.

### *Creating Great Neighborhoods*



# *Development Pattern*

# SHARED VISION

## Environment

Issue: Limited access and facilities, diminishes the value of environmental assets.

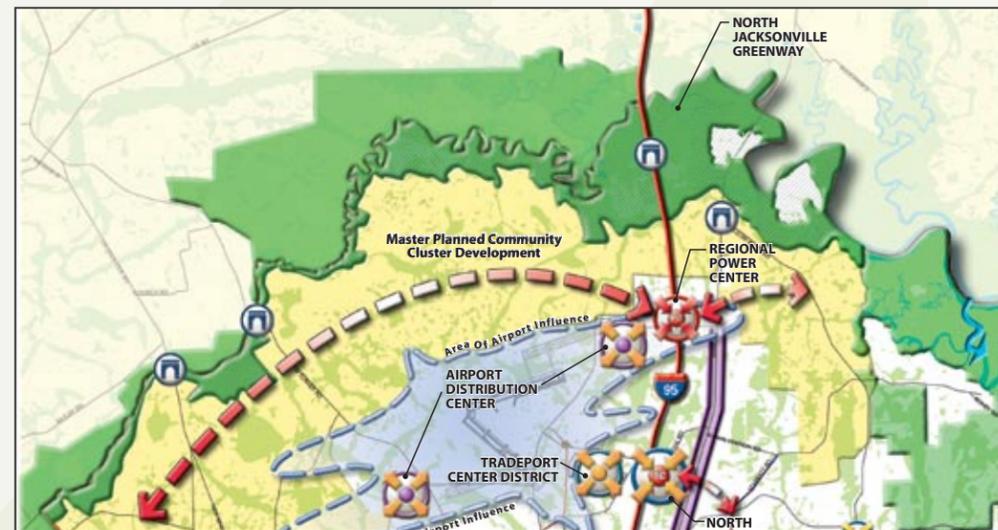
Strategy: Position North Jacksonville as the premier destination to connect with the environment.

- Coordinate funding efforts
- Eco-information Center
- Eco Center “Base Camp”

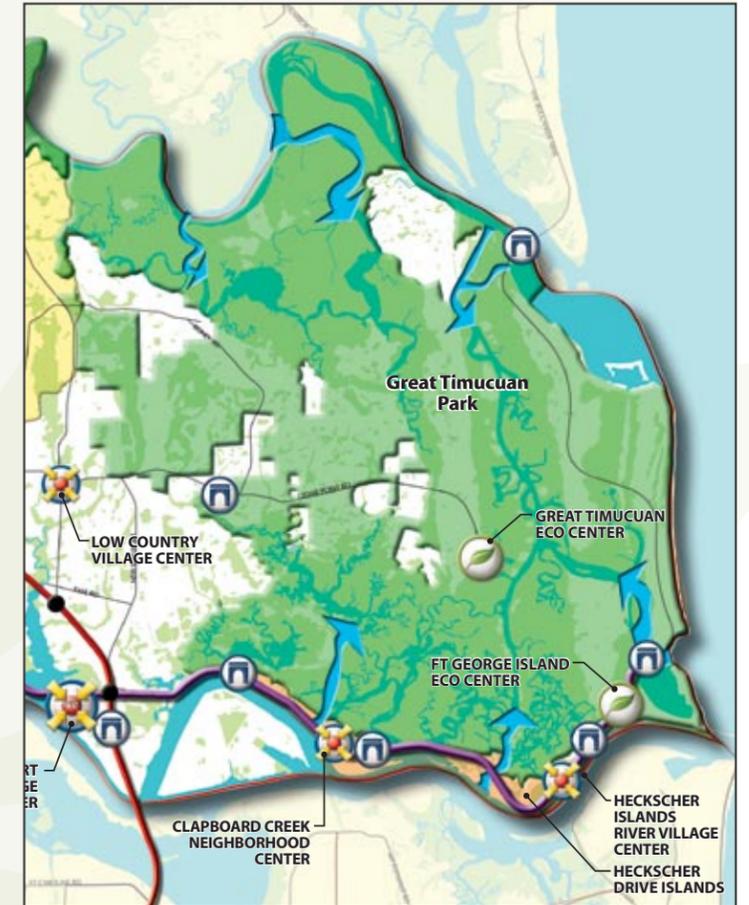
Issue: The trend development pattern isolates wildlife habitat and diminishes the value of greenbelt preservation efforts.

Strategy: Utilize best development practices of Master Planned Communities and cluster development to preserve conservation areas in a systems approach.

### Connecting with the Environment



North Jacksonville Greenway Area Map



Great Timucuan Park Area Map

## Transportation

Issue: Strip commercial development and lot splits with numerous driveways negatively impact the function of road corridors.

Strategy: Establish best practices for access management that limit curb cuts and maintain function and capacity of key road corridors.

### *Protecting the Corridors*



Issue: Lack of interconnected road system, especially east-west roads, will limit mobility in the future and continue to drive development north along existing corridors into Nassau County.

Strategy: Improve the existing transportation system to encourage development of Master Planned Communities and provide better access to the Town and Village Centers. Extend the planned rail system to provide transit stops at the Town Center.

### *Connecting the Places*



*North Jacksonville  
Transportation  
Alternatives Map*

# *Transportation*

## SHARED VISION

### History and Culture

Issue: The cultural and historic assets of the community are not recognized.

Strategy: Build on the historical significance of North Jacksonville to enhance the sense of place.

### *Embracing Our History and Culture*



# *History & Culture*

# GROWTH PROJECTIONS AND INFRASTRUCTURE

## A. Introduction

The degree of success in implementing several key components of the Vision Plan will positively influence both the rate and the type of population and employment growth over the next twenty years. The City's goal of changing the economic paradigm and increasing higher-wage employment, especially office employment in the Tradeport Center, is intricately tied to the success in establishing one or more Master Planned Communities (MPCs) and the North Jacksonville Town Center.

The ability to change perceptions, improve the North Jacksonville image, and attract quality retail and services is also dependent on the success of the MPCs and the Town Center, as well as successful implementation of a significant number of the following projects:

- Improved access and marketing of the natural assets of North Jacksonville including some Eco-Center Projects.
- Dunn Avenue Village Center Redevelopment
- River Port Village Center
- The Corridor Redevelopment Programs
- The Low Country Village Center
- The Heckscher Islands Scenic Parkway Programs
- Heckscher Islands River Village Center
- Dinsmore Village Center

The result of the successful implementation of these projects is a different land use pattern, with higher densities than what would be achieved in the Trend Buildout Analysis found in the Vision Plan. These different land use patterns translate to higher wage employment and higher total number of dwelling units than the Trend Analysis.

## B. 20 Year Growth Projections

There are two North Jacksonville growth scenarios for the twenty year horizon:

- The Conservative Outlook is based on the First Coast MPO growth projections for North Jacksonville, modified to fit into the development pattern of the Vision plan, with no increase in the total numbers of employment or population.
- The Vision Outlook is the expected increase in rate and quality of growth spurred by success in establishing at least two large scale MPCs, the significant build out of the Town Center District, and development of a number of the other place making projects.

	Existing (2003)	Conservative 2025	Vision 2025	Buildout
<b>Single Family Dwelling Units</b>	12,827	27,336	34,411	53,049
<b>Multi-Family Dwelling Units</b>	5,618	11,774	12,874	23,782
<b>Total Dwelling Units</b>	18,444	39,109	47,285	76,831
<b>Single Family Population</b>	33,550	71,805	88,353	137,927
<b>Multi-Family Populations</b>	10,608	22,245	24,321	44,924
<b>Total Population</b>	44,157	94,049	112,674	182,851
<b>Industrial Employment</b>	5,210	14,794	14,994	31,112
<b>Commercial Employment</b>	5,705	10,437	11,037	30,162
<b>Office/Service Employment</b>	6,680	19,827	21,241	35,948
<b>Total Employment</b>	18,455	45,058	47,272	97,222
<b>Industrial Square Footage</b>	3,907,500	11,095,500	11,245,500	23,334,141
<b>Commercial Square Footage</b>	2,282,000	4,174,800	4,414,800	12,064,957
<b>Office/Service Square Footage</b>	1,870,400	5,551,560	5,947,480	10,065,556

Source: Population and employment data for the Existing, Conservative and Vision scenarios are based on projections from the First Coast Metropolitan Planning Organization Traffic Analysis Zone data. The buildout Scenario is based on an available land analysis for North Jacksonville.

# GROWTH PROJECTIONS AND INFRASTRUCTURE

## Conservative Outlook

The conservative outlook redistributes anticipated population and employment growth to reflect the Vision Plan, but without assuming any increases based on the success of the plan. Under this scenario, the ability to attract quality retail and to change the economic paradigm is limited.

Over the next twenty years, the Low Country Village Center and the River Port Center are very likely the only place-making centers that are successfully completed. Initial phases of the Town Center may be under way, but retail development within the Town Center will compete with other retail development both within and outside of North Jacksonville. Higher-waged office employment will be tied to the success of the MPCs.

## Vision Outlook

Accelerated population and employment growth in the vision outlook scenario is based on the successful completion of at least two large-scale MPCs. The success of these MPCs in providing a variety of housing alternatives, including executive housing, has an influence on the type of employment growth and the success of the Town Center.

## Buildout Analysis

The buildout analysis is a theoretical scenario that anticipates full implementation of all aspects of the vision plan. The buildout projections assume complete development of all available land within the planning area utilizing existing and historical examples for density and population. This scenario is well beyond the 20 year planning horizon and is provided as an analytical tool only.

## C. 20 Year Infrastructure Projections

### Schools

Currently, the North Jacksonville planning area contains eight elementary schools, one middle school and one high school. The following indicates the additional schools that will be needed through implantation of the vision plan over the next twenty years.

	<u>Existing</u>	<u>Conservative Outlook</u>	<u>Vision Outlook</u>	<u>Buildout</u>
Elementary	8	4	7	16
Middle	1	3	3	6
High	1	2	3	5

Based on the following Duval County Public Schools size design criteria:

- Elementary: 788
- Middle: 1,200
- High: 1,800

### Parks

It is anticipated that the Timucuan Preserve, the Jacksonville Greenway System and other surrounding public resources will satisfy the adopted level of service for resource-based park land for not only North Jacksonville but a portion of the surrounding region as well. In accordance with City of Jacksonville 2010 Comprehensive Policy Plan, Recreation and Open Space Element Policy 1.1.1, the adopted level of service for regional parks is 2.5 acres per thousand population. With a total population of approximately 94,000 people in the Conservation Outlook and 113,000 in the Vision Outlook it is anticipated that the North Jacksonville will need regional parks totaling of 235 acres for the Vision Outlook or 282 acres for the Vision Outlook. While the needs for active recreation may be met within some of the existing publicly-owned park land, consideration should be given to finding appropriate sites for more neighborhood parks within the existing and planned residential population centers.

# NORTH JACKSONVILLE TRANSPORTATION PLAN

## Transportation Needs Assessment

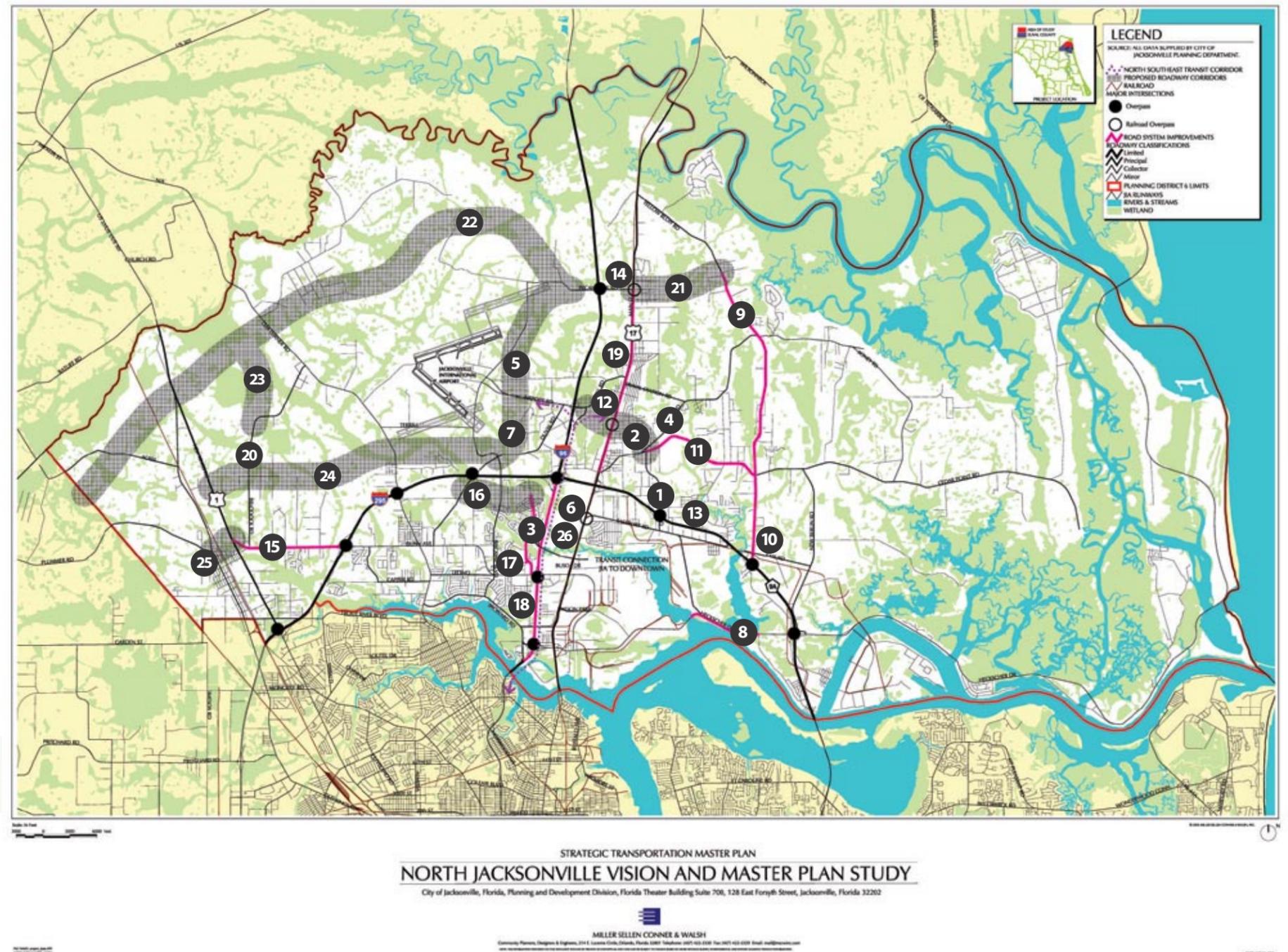
### Existing Conditions - 2002

The existing road network serving North Jacksonville is composed primarily of rural two-lane collector roads designed to serve a low-density rural area. The exception being the four-lane section of New Berlin Road, from US-17 to Pulaski Road and the eight multi-lane roads comprising the state highway system serving the area. Many of the two-lane roads are located in narrow right-of-ways having an average width of 60 feet in most cases. As more urban or compact development is permitted in North Jacksonville, the existing road network will have to be upgraded to urban road standards. This fact should be considered when reserving or when acquiring right-of-ways for future road improvements.

After many years of minimal growth, the development potential of North Jacksonville has been discovered. This is evident by the fact that eight major road links serving North Jacksonville have utilized or commitments have been issued for 95-100 percent of their capacities. From a concurrency standpoint, future development of the area could be negatively impacted. Table 1 shows the operating conditions on the existing road network. Map 1 provides a graphic description of road links in North Jacksonville where 75 percent or more of their capacities have been utilized or committed.

### Transit Service

The Jacksonville Transportation Authority (JTA) provides transit service in the City of Jacksonville. The rural development patterns that have occurred in North Jacksonville in past years have made the provision of transit service to the area a very expensive undertaking. In order for transit to become somewhat financially feasible, dense compact urban development is required. The lack of dense urban development has prevented JTA from extending transit service into the interior of North Jacksonville. For the most part, JTA has limited transit services in North Jacksonville to the densely populated Dunn Avenue area inside of the beltway formed by I-295/SR 9A. If implemented, Land Use Scenario 2 (accelerated growth) will encourage and foster compact urban development, which will serve as a catalyst for creating the need for additional transit service to North Jacksonville.



# NORTH JACKSONVILLE TRANSPORTATION PLAN

The majority of the road projects identified on the Strategic Transportation Master Plan are included in various regional transportation plans for the Jacksonville Metropolitan area. Table 1 represents road projects that are planned and funded improvements to the transportation system in North Jacksonville. These projects have been incorporated into the North Jacksonville Vision Plan and have been included in the transportation analysis.

**Table 1  
Funded North Jacksonville Transportation Projects**

	Road Name	Project Limits	Improvement	Status	Cost
1	Pulaski Road	New Berlin Rd to Eastport Rd.	Widen to three (3) lanes	BJP/TIP: Const. FY 03/04	\$4,965,000
2	East-West Industrial Corr.	US-17 to New Berlin Rd.	Construct New Road	BJP/LRTP: Const. FY 09/10	4,428,834
3	Harts Road	Bertha St. to Dunn Ave.	Widen to three (3) lanes	BJP/TIP/LRTP: Const. FY 05/06	3,033,000
4	Starratt Road	New Berlin to Duval Station	Widen to three (3) lanes	BJP/TIP/LRTP: Constr FY 06/07	9,000,000
5	JIA North Access Road	Pecan Park Rd to Airport Rd	Construct New Road	TIP/LRTP: PD&E Study FY 04/05	2,650,000
6	US-17. @ Eastport Road	N/A	Construct New Interchange	BJP/TIP/LRTP: Const. FY 07/08	10,000,000
7	JIA South Access Road	Airport Road to Duval Road	Construct New Four-Lane Rd.	TIP/LRTP: Under construction	21,508,000
8	Heckscher Drive	Drummond Pt. to August Dr.	Widen to four (4) lanes	BJP/TIP/LRTP: Const. FY 05/06	10,200,000

# NORTH JACKSONVILLE TRANSPORTATION PLAN

## Shared Vision Transportation Plan

Miller Sellen Conner & Walsh developed a buildout land use scenario for North Jacksonville, which was used to perform the qualitative transportation analysis. The purpose of this analysis was to qualitatively determine transportation issues and/or transportation solutions associated with the buildout. This analysis identified two major issues affecting the transportation network. The first issue was the need to improve regional access to North Jacksonville in order to facilitate future development and to better utilize existing interchanges on the regional road network. The second issue was the lack of adequate east-west access routes to accommodate future development west of I-95 including the large tracts of vacant developable land north of the Jacksonville International Airport. A listing of transportation improvements was developed to address the needs of the Vision Plan. The following table provides a verbal description of each project and shown on the Strategic Transportation Master Plan. The projects identified in this table comprise the Shared Vision Transportation Plan and was presented to the North Jacksonville Vision Plan Steering Committee and Stakeholders for review and comment.

In order to ensure the successful implementation / construction of the new road corridors identified in the Shared Vision Transportation Plan, the centerlines of all new roads should be established in their entirety prior to approving development to take place. Bicycle lanes and sidewalks will be provided along all newly constructed and reconstructed road projects, where sufficient right-of-way exists, or can be obtained.

## Conclusion and Recommendations

This assessment of future transportation needs of North Jacksonville included the analysis of two land use scenarios to determine transportation deficiencies. Land Use Scenario 1, utilizing the conservative 2025 projections maintained the status quo by encouraging a continuation of existing development patterns. Land Use Scenario 2, utilizing the Vision 2025 projections is more aggressive and encourages more urban/compact development in select areas and less urban development in others. Land Use Scenario 2 better defines and develops a positive identity for North Jacksonville. The implementation of Land Use Scenario 2 will foster a planned development pattern that will be invaluable in the implementation of a transportation system in North Jacksonville that will more effectively provide improved regional access and transit service to North Jacksonville.

The projects included in this Plan should be assessed by the MPO when completing future JUATS Long Range Transportation Plans. Proposed new road corridors should be considered as part of the City's development review process. To facilitate phased road construction in new corridors, the center lines/alignments should be established in their entirety prior to allowing the commencement of development activity along the corridor. The ultimate right of way, required to construct the new road corridors should also be acquired prior to the commencement of road construction and development activity.

Implementation of the North Jacksonville Strategic Transportation Master Plan projects shown in Table 7 and on Map 7, will occur over the next 25-30 years and will be a joint public/private undertaking. Due in part to the proposed clustering of future development to achieve suitable urban development patterns in North Jacksonville, some of the proposed road improvements will directly benefit private development and in some instances form the developments' major internal road networks. When this occurs, private development will be expected to fund these improvements and details regarding funding and implementation will be determined during the development review process.

The JTA is currently finalizing two alternatives for developing a bus rapid transit/light rail corridor that will pass through North Jacksonville and eventually connect to the Jacksonville International Airport. Each alternative being considered by JTA will have a major station in North Jacksonville. Refined Alternative 2 will utilize part of the I-95 Corridor and the Lem Turner Road Corridor with a major station at Dunn Avenue near its intersection with Lem Turner Road. Both Alternatives will connect North Jacksonville with The Avenues Mall in South Jacksonville. Regardless of which Alternative is selected, a connection should at minimum, be extended to the Jacksonville International Airport and to the proposed Town Center site.

As the mixed-use pedestrian oriented projects from the vision plan are implemented, a request to the JTA should be made to extend transit service to those areas. All new development in North Jacksonville should occur in a manner that is consistent with the vision plan and related Best Practices contained within this Master Plan. All streets and cul-de-sacs approved in future subdivisions in North Jacksonville should have sufficient width and turning radii to accommodate fire and rescue, school buses, and mass transit vehicles. Consideration should be given to the location of mass transit and school bus stop shelters in and around major village centers during the development review process.

# NORTH JACKSONVILLE TRANSPORTATION PLAN

The transportation modeling and analysis identified a number of other projects that are needed to address the long term growth that is anticipated in North Jacksonville and the surrounding region. The following projects have been identified in various long-range plans for North Jacksonville and are intended to address transportation needs for the long-term growth anticipated in North Jacksonville. These projects are incorporated into the Strategic Transportation Master Plan and are included in the transportation analysis.

**Table 2  
Long Range Transportation Plan Projects**

	Project	Project Limits	# Of Lanes	Estimated Costs	Comments
9	Yellow Bluff Road	Park Av. Extension – Alta Drive	4	16,511,723	Provides improved north-south access for area east of I-95 and provides connections to I-95 and SR9A.
10	Alta Drive	Yellow Bluff Road – SR. 9A	4	2,953,545	Provides improved north-south access for area east of I-95 and provides connections to I-95 and SR9A.
11	New Berlin Road	Pulaski Road –Yellow Bluff Road	4	13,384,000	Provides improved regional east-west access for areas east and west of Yellow Bluff Road.
12	East-West Road	Duval Road – US-17	4	2,544,927	Provides access to the proposed Town Center and provides a more direct access to I-95 for areas east of Main Street.
13	SR 9A	Heckscher Drive- I-95 North	6	49,861,000	Increases capacity on SR 9A
14	Pecan Park Road	I-95 – US-17	4	4,484,000	Improves access from Park Ave Extension to I-95.
15	Dunn Avenue	I-295 – US-1	4	14,523,000	Improves east-west access between I-295 and US-1.
16	Harts Road Extension	Harts Road – Duval Road	2	4,971,000	Provides a much needed east-west access for the many existing subdivisions in the Turtle Creek area.
17	Regency Drive Extension	Harts Road – Regency Street	2	902,976	Improves access to the Turtle Creek area.
18	I-95	Trout River – I-295	6	91,625,000	Completes the six laning of I-95 in North Jacksonville
19	US-17	New Berlin Rd. – Pecan Park Road	4	20,800,000	Improves north-south access between I-295 and Pecan Park Road.
20	Braddock Road	Braddock Road Extension – Dunn Avenue	4	6,694,702	Provides improved access for the vacant tracts south of the Pecan Park Extension
	TOTAL			\$ 229,255,873	

Sources: FCMPO JUATS 2025 Long Range Transportation Plan, December 2001  
 FCMPO FY 2003/2004 through 2007/2008 Transportation Improvement Program, May 2003  
 FDOT 2002 Transportation Costs Report  
 Harts Road Alternative Corridor Study, April 2003  
 Better Jacksonville Plan

# NORTH JACKSONVILLE TRANSPORTATION PLAN

The transportation projects shown on table 3 are additional projects that were identified in the North Jacksonville Visioning process. These projects are related to implementation of certain elements of the Vision Plan and will require public/private partnerships between the City of Jacksonville, property owners and developers.

**Table 3**  
**North Jacksonville Transportation Master Plan Projects**

	<b>Project</b>	<b>Project Limits</b>	<b># Of Lanes</b>	<b>Estimated Costs</b>	<b>Comments</b>
21	Park Avenue Extension	US- 17 – Yellow Bluff Road	4	\$6,048,333	Improves the area’s northern access to I-95 via the underutilized I- 95/Pecan Park Interchange.
22	Pecan Park Road Extension	I-95 (West) – Acree Road	4	43,726,473	Provides improved regional east-west to areas north of JIA to the proposed Regional Activity Center. Links North Jacksonville with NW and SW Jacksonville.
23	Braddock Road. Extension	Pecan Park Road Extension – Exist. Braddock Road	4	4,957,658	Improves north-south access to the Regional Activity Center and surrounding area.
24	Terrell Road Extension	JIA South Access Road – US-1	4	16,591,602	Allows for future runway extension at JIA and improves access to Regional Activity Center
25	Dunn Avenue Extension	US-1 – Old Kings Road	2	1,382,682	Provides direct east-west access between US-1 and Old Kings Road
26	North-Southern Transit Corridor	Extend BRT/LRT to JIA and Town Center	N/A		Provides Transit Service to Airport and Town Center
	<b>TOTAL</b>			<b>\$72,706,748</b>	

## IMPLEMENTATION STRATEGIES

The strategies proposed herein are design to implement the Vision Outlook projections. Several of the proposed projects are likely to require a proactive approach by the City in order to achieve implementation.

- Successful development of Master Planned Communities will require expansion of the City's suburban service area and investment in infrastructure.
- Successful development of the Town Center and several of the other place making projects will also require City initiatives.

Although pedestrian oriented mixed-use centers are likely to achieve higher dollar per square feet returns than shopping center development, this is somewhat off set by the cost and complexity of development. Conventional shopping center development is more understood by developers and is easier to finance, permit and develop. Unfortunately traditional, automobile oriented, shopping center development will not create a "sense of place" or help north Jacksonville redefine its image.

Projects such as the Power Centers, Trade Port Center District and the Airport Distribution Center are important to the growth of the economy and quality of life in North Jacksonville, but are not considered true mixed-use, place-making projects. These projects are included because it is important to raise the bar in terms of acceptable quality of development and because of their size and economic importance.

There are essentially three types of place making projects based upon the degree of public involvement in the development process as follows:

- **Public Place Making Projects:** The planning, design, permitting and financing of the significant components of these projects are accomplished by the City or Agency of the City, the State or Federal government and consist of the following:
  - o The Corridor Redevelopment Program
  - o The Eco-Centers
  - o The Heckscher Scenic Parkway Program
  - o The Gateways
- **Private Place Making Projects:** The planning, design, permitting and financing of the significant components of these projects are accomplished by a private sector developer and consist of the following:
  - o The Low Country Village Center
  - o The Power Centers

- **Public/Private Place Making Projects:** These are the most difficult projects to achieve, but have the greatest potential to improve the quality of life and the image of North Jacksonville. The planning, design, permitting and financing of the significant components of these projects may be accomplished through a public/ private co-venture between a developer and the City or Agency of the City. Some projects may be initiated by the public and some by a developer, but in each case and significant use of public incentives may be necessary to accomplish the project.

- o Pedestrian Oriented Mixed Use Centers
  - The North Jacksonville Town Center
  - The Dunn Avenue Village Center
  - The River Port Village Center
  - The Heckscher Island River Village Center
  - Dinsmore Village Center
- o Master Planned Communities
- o JIA Projects
  - The Trade Port Center District
  - The Airport distribution Center

## IMPLEMENTATION STRATEGIES

### A. Public Place Making Projects

#### 1. The Corridor Redevelopment Program

**Step # 1:** Select a 1st Phase Corridor: It is suggested that the first Corridor Redevelopment Plan be the Dunn Avenue Corridor, but if funding is available, Main Street could also be addressed.

**Step # 2:** Establish Program Responsibility: Establish the planning & management entity, perhaps a combination of the JIA Redevelopment Agency and local businesses and citizens that is subordinate to the JEDC, that will take ownership of the selected areas and manage their future.

**Step # 3:** Determine Funding Mechanisms: A Corridor Redevelopment Program will require a long-term commitment to funding for planning and construction. It is suggested that the Management Entity should:

- o Organize and support the establishment of a Business Improvement District (BID), which is essentially an assessment district for funding on-going operational needs such as planning, maintenance, management and marketing/promotional activities. Establishment requires a vote of the property owners and the enticement is the City's commitment to the Redevelopment Program.
- o Work with the JIA Redevelopment Agency to provide capital funding for projects within the CRA boundaries.

**Step # 4:** Perform a Market Analysis: Fund a study of the market that identifies the Dunn Avenue trade area and addresses its unique potential.

**Step # 5:** Prepare a Conceptual Corridor Redevelopment Plan: Based on the results of the Market Analysis, and a Traffic Study, conceptual plan should be prepared for the entire Corridor. This Conceptual Plan should include:

- Distinct Corridor Districts
- A Corridor Transportation Plan
- A Development/Redevelopment Opportunities Plan
- A Streetscape Plan
- Preliminary Cost Estimates
- A Phased Implementation Plan

**Step # 6:** Select a Manageable 1st Phase and Construct:

- Select a 1st phase,
- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

**Step # 7:** Commence Public and Private Redevelopment Efforts: Refer to the Proto-type Strategy for implementing Pedestrian Oriented Mixed Use Centers, which may be applied to sites selected for redevelopment.

#### 2. The Eco-Centers

**Step # 1:** Establish Responsibility: Establish the appropriate City Agency as the implementing entity.

**Step # 2:** Prepare a Resource Management and Utilization Plan: The Eco-Centers are important image building and public amenity projects, but a more comprehensive long term approach needs to be undertaken by the City to maximize the public benefit for residents and eco-tourist. A Resource Management and Utilization Plan should be initiated. The concept is to build upon the area's assets through development of programs and eco-center projects that provide opportunities for education and recreation while protecting the most ecologically sensitive areas. The intent is to provide access in a manner that gives the visitor a sense of emersion into the environment while protecting the most sensitive and isolated portions of not only the Great Timucuan Park, but other regionally significant greenway properties also.

**The Resource Utilization Plan should:**

- Inventory and develop plans for other ecologically significant properties consistent with that developed for the Timucuan Ecological & Historic Preserve.
- Evaluate and develop protection standards for existing regional assets (ecological, historical, and cultural).

## IMPLEMENTATION STRATEGIES

- Encourage and facilitate implementation of the North Florida Timberlands and Watershed Reserve program.
- Determine how natural characteristics and regional assets link spatially, physically and thematically.
- Integrate and connect the various components of the environmental assets.
- Link environmental assets to other recreation hubs and community centers.
- Evaluate the market:
  - Who is the audience (schools, seniors, tourists)?
  - What are the programs/activities (guided vs. self-guided)?
  - Establish user fees to fund maintenance and capital projects.
- Evaluate and prioritize infrastructure needs.
- Create an innovative and compelling brand for North Jacksonville' natural, historical and cultural assets.

**Step # 3:** Select the priority # 1 Project: While the Resource Management and Utilization Plan are being prepared, a proto-type eco-center project could be developed. It is suggested that the Great Timucuan Eco-Center, which includes a lodge and cabins to serve as a base camp for access to the environment and recreational opportunities, should be the first priority. The location recommended in the Vision Plan is not final and an alternate site could be selected. It should be a highly attractive site with room for future expansion.

**Step # 4:** Prepare an Economic Feasibility (Pro-forma) Analysis: The feasibility analysis should determine the realistic market potential for the project and its development program including identification of its components, size, phasing if appropriate, cost and method of financing.

**Step # 5:** Select a Manageable 1st Phase and Construct:

- Select a 1st phase,
- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

**Step # 6:** Future Priorities: The Resource Management and Utilization Plan will establish projects and priorities.

**3. Heckscher Scenic Parkway:** The concept for the Heckscher Scenic Parkway evolved from the Heckscher Drive Island Visioning Project. It is not an urban streetscape project, but is an aesthetic scenic improvement project to:

**Step # 1:** Assign Responsibility: Establish the planning & management entity, perhaps a combination of the JAX-Port, industry/business representatives and Heckscher citizens.

**Step # 2:** Determine Funding for Planning: Research grant programs and work with City Agencies, non-profit organizations and affected property owners to establish funds for planning and design.

**Step # 3:** Prepare a Conceptual Scenic Parkway Improvement Plan: This Conceptual Plan should cover the entire corridor and include:

- Planning components as follows:
  - Soften and mitigate unattractive areas,
  - Enhance visual features and maximize vistas,
  - Install landscaping a key locations'
  - Create unique directional and informative signage and gateways,
  - Provide traffic calming,
  - Create pedestrian and bike trails.
- Preliminary Cost Estimates
- Selection of a manageable 1st Phase Project

**Step # 4:** Determine Funding for Development: The management entity should focus on trying to establish a multi-year commitment of funding for detailed design and construction to implement the projects in phases.

- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

### 4. Gateways

**Step # 1:** Seek Design Funding for Design of a Test Project: It is suggested that the C-PAC select one or two gateway projects and request funding support for the design phase. The design phase should provide sufficient detail to cost the project.

**Step # 2:** Seek Construction Funding: Present the design to the City or various City Agencies that may fund this type of project.

## IMPLEMENTATION STRATEGIES

### B. Private Place Making Projects

**1. The Low Country Village Center:** This is a true green field site that is well located to serve a growing more affluent market, which lends to implementation by applying best practices through the development review process.

**2. Power Centers:** Power Centers will be strongly attracted to the recommended Interchange locations. The key to implementing this Vision Plan recommendation should be to discourage power center type uses along the proposed Corridor Redevelopment Corridors.

### C. Public/Private Place Making Projects (Incentivised)

#### 1. Pedestrian Oriented Mixed Use Centers:

**a. Proto-Type Process:** A prototype process for implementing the Pedestrian Oriented Mixed Use Centers is provided below, but the process will vary somewhat with each project depending on various factors such as; whether or not it is within a CRA, is it public or private sector initiated, is it on public or private land, etc.. The following general steps should lead to implementation of a plan and design that will yield functional and marketable buildings for each use, while achieving synergy between uses and creating a “sense of place” for the project as a whole.

**Step # 1:** Establish Responsibility: Establish the appropriate City Agency as the implementing entity:

- If only City regulation of development is required, it is the planning department.
- If incentives are required, the JEDC or the JEDC & JIA Redevelopment Agency may be appropriate.

**Step # 2:** Perform a Market Analysis. Either initiate or have the private sector initiate a study to identify the trade area and understand its unique potential:

- Determine the level of maturity relative to the competition, and determine shopping patterns and how they are likely to evolve.
- Recognize and serve the market.
- Consider the role of the surrounding neighborhoods, in terms of population, income, growth and levels of access.
- Consider the viability and impact of a strong residential component of The Centers Development Program.

**Step # 3:** Identify a Viable Development Entity: The viable development entity may be the owner of the land seeking development approval or the City or City Agency may need to take a proactive approach to select a qualified developer.

- Where public incentives are to be used, a Request for Proposal (RFP) to solicit developer proposals and selection of the appropriate developer may be appropriate.
  - o The owner may be will to work with the City in identifying and forming a relationship with a developer.
  - o Where the current owner is uncooperative, the powers of a Redevelopment Agency may be necessary.

**Step# 4:** Determine the Development Program: The developer should determine the development program, but where incentives based on needs are contemplated, the developer must provide his analysis for review by the City or its Agency.

- Establish a creative development strategy that is targeted to market needs.
- Develop a financial feasibility analysis (pro-forma analysis) for City Review if incentives are contemplated.
- Develop a financing plan.
- Develop an incentive package to assist in covering any short falls determined in the pro-forma analysis and to encourage Pedestrian Oriented Mixed Use Development over Shopping Center Development.

**Step # 5:** Negotiate and Adopt a Development/Redevelopment Agreement: The City or appropriate City Agency and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions)

**Step # 6:** Implement the Development: The terms and conditions of the Development Agreement will guide development of the project including:

- Private and Public Financing
- Preparation of Detailed Design and Specifications
- Obtaining Entitlements/Permitting
- Public and Private Construction

## IMPLEMENTATION STRATEGIES

### b. North Jacksonville Town Center:

**Step # 1:** Establish Responsibility: The site for the proposed Town Center is in the JIA Redevelopment Area boundary. To initiate this process the JEDC and JIA Redevelopment Agency should be assigned the responsibility to proactively encourage this project.

**Step # 2:** Prepare a Proto-type Pro-forma Analysis. The JEDC/JIA Redevelopment Agency should fund and initiate this analysis to include:

- A Market Analysis: This is a large site and will support a large project. The site will accommodate a Town Center and a larger surrounding mixed-use development in what may be termed the Town Center District. The advantage of a mixed-use project is that it can be developed in phases. The first phase could include all of the various types of uses or the market might support only a single type of use such as a multi-family or office development in the first phase, with retail to come on line at a later date.
- Identification of a Proto-type/Preliminary Development Program: The development Program should be based on the phased development of the Town Center District from start to build-out over an extended period of time..
- Identification of Potential Incentives: The analysis should attempt to identify the types and appropriate levels of public incentives (incentive package) that may be necessary to attract a qualified private developer.

**Step # 3:** Prepare a Conceptual Master Plan: Based upon the Proto-type Development Program, the JEDC/JIA Redevelopment Agency should prepare a Conceptual Master Plan that conforms to the Best Practices for the Town Center. The development is likely to occur in phase and a Master Plan for the entire district is needed to insure that all of the parts physically and economically fit together. This Concept will likely be changes by the development entity, but is an excellent marketing tool and provides the City with an objective yard stick to measure development proposals.

**Step # 4:** Amend the JIA Redevelopment Plan: The Redevelopment Plan should be amended to specifically encourage development of the Town Center. This will provide a strong legal basis for establishment of a public/private co-venture project.

**Step # 5:** Issue an RFP to attract a Viable Development Entity: Under its statutory authority the JIA Redevelopment Agency should issue a Request

for Proposal to solicit proposals and select a Developer for the Project. The RFP should utilize the results of the:

- Market Analysis,
- Prototype Development Program,
- Conceptual Master Plan, and
- Incentive Package,

As both promotional material and to provide a clear expression of the City's redevelopment objectives and level of support for the project.

**Step # 6:** Negotiate and Adopt a Development/Redevelopment Agreement: The City JEDC/JIA Redevelopment Agency and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions)

**Step # 7:** Implement the Development: The terms and conditions of the Development Agreement will guide the preparation of plans and specification and construction of the project. It is possible that the

### c. Dunn Avenue Village Center

**Step # 1:** Establish Responsibility: The site for the proposed Dunn Avenue Village Center is on the proposed Dunn Avenue Redevelopment Corridor. The JEDC and JIA Redevelopment Agency should be assigned the responsibility to proactively encourage this project.

**Step # 2:** Prepare a Market Analysis: This project envisions redevelopment of an existing shopping center. To warrant conversion of the shopping center to a mix-use Village Center, the core commercial heart of the new project must be based on strong market demand or the project should be delayed until the market exist.

**Step # 3:** Identify a Viable Development Entity: If the results of market analysis are strong, the City should discuss the potential for a project with the current shopping center owner.

- The owner may be willing to work with the City in identifying and forming a relationship with a master developer.
- Where the current owner is uncooperative, the powers of a Redevelopment Agency may be necessary.

## IMPLEMENTATION STRATEGIES

**Step # 4:** Determine the Development Program: The developer should determine the development program and provide his analysis for review by the City or its Agency. The City or City Agency should work to agreement on an incentive package to:

- Assist in covering any short falls determined in the pro-forma analysis,
- Support Pedestrian Oriented Mixed Use Development over Shopping Center Development,
- Fund any public/civic components of the project.

**Step # 5:** Negotiate and Adopt a Development/Redevelopment Agreement: The City JEDC/JIA Redevelopment Agency and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions)

**Step # 6:** Implement the Development: The terms and conditions of the Development Agreement will guide the preparation of plans and specification and construction of the project.

### d. The River Port Village Center

**Step # 1:** Establish Responsibility: A management entity needs to be selected to pursue this project.

**Step # 2:** Prepare a Market and Site Selection Analysis: The site has not been selected, but its general location is known. This project has an unusual market base because it has the potential to serve approximately 7000 nearby employees and will be located on the water front and may also serve as a destination attraction. The market analysis should also be designed to help in site selection.

**Step # 3:** Select the Best Site: If the market demand exist and suitable sites are available the sites should ranked based on:

- Size: The sites ability to support a true mixed-use center
- Location and Market: Good access and market potential.
- Status of the Land: Is the land available

**Additional Steps:** The level of City participation in the following (Proto-Type Process) steps may vary significantly depending upon the site selected, the strength of the market, and the strength of the developer.

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

### e. The Heckscher River Village Center

**Step # 1:** Establish Responsibility: Establish an appropriate City Agency as the implementing entity.

**Step # 2:** Perform a Market Analysis. This a small project envisioned to serve two markets; a destination attraction for tourist, including week end visitors, and a convenience center to serve daily through traffic and the residents of Heckscher Islands.

**Step # 3:** Determine the Viability of the Recommended Site: The recommended site contains the parking lot for the May Port Ferry, an essential facility, and will require acquisition of additional parcels. It may be difficult for a developer to package sufficient land for development of the recommended five-acre project. If a suitable site can not be acquired, the Clap Board Creek Neighborhood Center site proposed in the Heckscher Drive Island Visioning Project may be an appropriate alternate site.

**Additional Steps:** The level of City participation in the following (Proto-Type Process) steps may vary significantly depending upon the site selected, the strength of the market, and the strength of the developer.

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

## IMPLEMENTATION STRATEGIES

### f. Dinsmore Village Center

**Step # 1:** Establish Responsibility: Establish an appropriate City Agency as the implementing entity.

**Step # 2:** Perform a Market and Site Selection Analysis: The project is envisioned to serve the residents of Dinsmore and establish a rural center identity by providing a civic government component. The site analysis should focus on finding a central location that meets the physical requirements for supporting a determination of blight.

**Step # 3:** Establish a Redevelopment Area: Prepare and adopt the Blight Resolution and Redevelopment Plan necessary to create a Redevelopment Area.

- Once the Redevelopment Area is established it is suggested that it become an arm of the JEDC.

**Step # 4:** Implement the Redevelopment Plan: Implementation may require initial public investment in a small Streetscape and Village Square project to set the table for private investment.

Additional Steps:

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

### 2. Master Planned Communities (MPCs)

The City has some remaining large ownerships that will support Master Planned Community Development. Unless the City takes a proactive approach to encouraging MPC development on these large ownerships, they may be broken into smaller parcels. If the opportunity to develop MPCs is lost to Nassau County, the resultant loss of executive housing and higher wage growth, will adversely affect the implementation of the Town Center and success of the Trade Port as a corporate office location.

**Step #1:** Select a MPC Target Area: It is suggested that the area designated for MPC development in the Vision Plan that is located to the east of I-95, be the first area to receive proactive encouragement by the City for MPC Development.

**Step # 2:** Establish Implementation Responsibility: It is suggested that the City's Planning Department be assigned the task to proactively encourage Master Planned Community Development.

**Step # 3:** Prepare a Market Analysis and Preliminary Development Program: The study will serve as a marketing tool to support MPC development and provide the basis for development of a Community Development Plan. The study will evaluate the market for MPC Development as defined by Best Practices for with special focus on:

- The sizing and mix of uses for the Village Center,
- The demand for a variety of housing types and prices, and
- The quality type and size of the amenity package.

**Step # 4:** Prepare a Community Development Plan: The plan should be centered on the existing large ownership, but include the surrounding lands. The plan should be based on the market analysis and designed to create an interconnected community of neighborhoods based upon achieving the recommended Best Practices. Additionally, the Plan should address the need for any major infrastructure requirements such as major roads and utilities that are beyond the ability of the MPC Developer to provide.

**Step # 5:** Implement the Community Development Plan: Private sector projects must support the Plan in order to receive increase intensities and densities. The City should support projects that conform to the Community Development Plan with the following incentives:

- Comp Plan Amendments: The City will sponsor necessary amendments to the City's Comprehensive Plan.
- DRIs: The City will provide assistance to the MPC Developer in the DRI process.
- Fast Tract Development Approval: The City will establish a fast tract review and approval process.
- Financing of Major Infrastructure: The City will partner with the MPC Developer to assist in using innovative funding mechanisms to construct Major Transportation and Infrastructure needs.

### 3. JIA Projects

The JIA staff is experienced with formulating public and private projects such as with the development of the Trade Port. Their failure to attract a private developer-partner for the Wood Wings project was due the weakness of the market for office development. The recommendations for making the Trade Port Center District the front door location for higher quality office and corporate office development appears to be heavily dependant upon the City's ability to implement the MPC and Town Center projects. Both the Trade Port Center District and Airport Distribution Center project should be incrementally pursued until a stronger market develops.

# NORTH JACKSONVILLE VISION AND MASTER PLAN 10-YEAR ACTION PLAN

Capital Projects*	Year**	Estimate	Implementation Strategy/ Responsibility	Financing Methods
<b>Town Center</b>				
• Market Study/Prototype Pro-forma Analysis	0-1	\$80,000	Private	Private
• Conceptual Master Plan for Town Center and District	1-2	\$130,000	Planning & Development Department	Private
• Incentives (to be determined)				
<b>Master Planned Communities (MPC)</b>				
• Prepare Market Study and Identify Preliminary Development Program	0-1	\$70,000	Planning & Development Department	General Fund
• Complete Community Development Plan	1-2	\$220,000	Planning & Development Department	General Fund
• Implement Required Infrastructure Improvements	2-5	TBD	Appropriate City Agency	Community Development Districts Assessment Districts Developer Contributions
<b>Eco Center</b>				
• Prepare Resource Management and Utilization Plan	1-2	\$80,000	P & D Dept and Port Authority	General Funds/Grants
• Economic Feasibility (Pro-forma) for Prototype Eco Center	2-3	\$50,000	Appropriate City Agency	General Funds/Grants
• Prepare Plans and Specifications for First Eco-Center	3-4	TBD	To Be Determined	General Funds/Grants
• Phase I Construction	4-5	TBD	To Be Determined	General Funds/Grants/ Revenue Bonds
<b>River Port Village Center</b>				
• Market and Site Selection Analysis	0-1	\$75,000	Appropriate City Agency	General Funds/Grants
<b>Corridor Redevelopment</b>				
• Prepare Conceptual Corridor Improvement Plan (including traffic and conceptual streetscape)	4-5	\$400,000	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants/ Assessment Districts
• Phase I Plans and Specifications	5-6	TBD	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
• Construct Phase I	6-10	TBD	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
<b>Dunn Avenue Village Center</b>				
• Blight Study and Market Analysis as a component of the Corridor Market Analysis	2-3	\$25,000	To be completed as a component of the Corridor Redevelopment	Tax Increment Financing
• Prototype Pro-forma Analysis	3-4	\$20,000	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
<b>Heckscher Drive Parkway</b>				
• Create Parkway Enhancement Plan	1-2	\$100,000	Planning & Development Department	General Funds/Grants
<b>Heckscher Island Village Center</b>				
• Market and Site Selection Analysis	2-3	\$30,000	Appropriate City Agency	General Funds/Grants
• Conceptual Site Plan	3-4	\$20,000	Appropriate City Agency	General Funds/Grants
<b>Dinsmore Village Center</b>				
• Market Analysis	6-7	\$30,000	Appropriate City Agency	General Funds/Grants
• Redevelopment Plan	8-10	\$40,000	Appropriate City Agency	General Funds/Grants
<b>Gateways</b>				
• Design Gateway	4-5	\$75,000	Planning & Development Department	General Funds/Grants
• Build Gateway	6-10	TBD	Appropriate City Agency	General Funds/Grants

\* Capital Projects to be carried out with recommended implementation strategies in Section V.

\*\* All dates are on a fiscal year beginning October 1, 2004.

## FINANCING ALTERNATIVES

The development of a financially feasible Capital Improvements Framework for North Jacksonville is essential to ensure the timely and cost-effective delivery of adequate public facilities, services and implementation of the vision plan.

This assessment highlights financial sources and mechanisms that are capable of generating revenues for capital projects, and a nine-step strategic plan for implementing a financing program that will deliver sufficient revenues to fund the outlined capital improvements.

It should be noted that this assessment, does not culminate with a line item based revenue allocation for the various capital projects. These decisions have to be made by the Mayor, the City Council, Finance Director, and other department heads who can better gauge what dollar amounts of available local revenue streams can be directed towards the financing effort. This assessment identifies general revenue sources, and provides the framework for a decision process at the local level to determine what revenues can be spent and whether or not other funding sources (such as assessments and/or impact fees) are warranted.

The City of Jacksonville at present does not levy development impact fees to offset the costs of essential public facilities such as roads, water, wastewater, parks, & schools. Capital costs for these facilities have traditionally been partially or fully funded through the use of local ad valorem, sales tax, and gas tax revenues.

The following provides additional explanatory detail on financial mechanisms (outside of existing local source revenues and impact fees) available for public facilities development within North Jacksonville.

### Tax Increment Financing

Tax increment financing was originally developed over 30 years ago as a method to meet the local match requirements of federal grant programs. With the reduction in federal funds available for local projects, however, tax increment financing is standing on its own as a method to finance local redevelopment.

Located on the southeast portion of the Jacksonville International Airport(JIA), The JIA Redevelopment Agency represents the largest Tax Increment Financing District in the state of Florida. The JIA Redevelopment Agency represents a constant source of funding and management for projects within the districts.

In Florida, tax increment financing is derived from the Community Redevelopment Act of 1969 which is codified as Part 3, Chapter 163 of Florida Statutes. This act provided for a combination of public and private redevelopment efforts, but did not authorize the use of tax increment financing. The Act was amended in 1977 to allow tax increment financing. Under the Statutes, local governments must go through a number of steps to establish a redevelopment area and implement a tax increment district.

In summary, a county or municipality must first adopt a resolution finding that one or more “Slum or Blighted Areas”, or one or more areas in which there is a shortage of low to moderate income housing, exist and the rehabilitation, conservation or redevelopment of such areas is necessary in the interests of public health, safety, morals or welfare. The Statutes allow a broad application of the term “Blighted Areas” to include areas of existing or anticipated transportation blight. This is useful in “greenfields” areas such as North Jacksonville. After making the findings described above, the county or municipality can create a Community Redevelopment Agency (“CRA”). The CRA then carries out redevelopment activities working through the local planning agency.

### Role of the Community Redevelopment Agency

As listed in F.S. 163.387(6), the monies in the Trust Fund can be used for the following purposes:

- 1) Administrative expenses necessary to the implementation of the Community Redevelopment Area,
- 2) Expenses of redevelopment planning, surveys and financial analysis,
- 3) Acquisition of real property,
- 4) Site preparation including relocation of site residents, and
- 5) Issuance costs and principal and interest payments on any indebtedness.

According to F.S. 163.370(2), however, the funds may not be used for the following purposes:

- 1) To construct or expand administration buildings for public bodies unless each taxing authority involved agrees,
- 2) Any publicly-owned capital improvements which are not an integral part of the redevelopment if the improvements are normally financed by user fees, and if the improvements would have otherwise been made without the CRA within three years, or
- 3) General government operating expenses unrelated to the CRA.

### Types of CRA/Tax Increment Projects Allowed

There are five major types of expenses allowed under Florida Statutes 163.387(6) for tax increment revenues.

- 1) Establishment and Operations - they can first be used for the implementation and administrative expenses of the Community Redevelopment Agency.
- 2) Planning and Analysis - they can then be used to develop the necessary engineering, architectural and financial plans.
- 3) Financing - the revenues may be used to issue and repay debt.
- 4) Acquisition - the revenues may be used to acquire real property.
- 5) Preparation - finally, the revenues may be used for site preparation, including the relocation of existing residents.

## FINANCING ALTERNATIVES

### Municipal Service Taxing & Benefit Units

Municipal Service Taxing and Benefit Units are special taxing and assessment districts created under F.S. 125.01. There are two ways to structure an MSTU/BU, including a benefit special assessment (MSBU) and an ad valorem tax (MSTU). MSTU's and MSBU's are identified as "dependent special districts" because the local government is directly involved with and responsible for the implementation and financial security of these districts.

F.S. 125.01 states that municipal service taxing or benefit units may be provided for the following:

*"fire protection; law enforcement; beach erosion control; recreation service and facilities; water; alternative water supplies, including, but not limited to, reclaimed water and water from aquifer storage and recovery and desalination systems; streets; sidewalks; street lighting; garbage and trash collection and disposal; waste and sewage collection and disposal; drainage; transportation; indigent health care services; mental health care services; and other essential facilities and municipal services from funds derived from service charges, special assessments, or taxes within such unit only."*

If ad valorem taxes are levied to provide essential facilities and municipal services within the unit, the millage levied on any parcel of property for municipal purposes by all municipal service taxing units and the municipality may not exceed 10 mills.

### Community Development Districts

For over a decade, community developments in Florida have been able to effectively deliver infrastructure, utilities, and other public facilities through the formation of limited-purpose districts such as Community Development Districts. A Community Development District ("CDD") is an independent special taxing district created and authorized by Chapter 190, Florida Statutes. The statutory purpose of a CDD is to plan, finance, construct and/or acquire, operate, and maintain community-wide infrastructure in planned community developments. In accordance with Chapter 190 said CDD may be empowered to manage and finance: (1) water management and control systems; (2) water and wastewater systems; (3) District roads; (4) parks and facilities for indoor and outdoor recreational, cultural, and educational uses, and; (5) other infrastructure as required by the development order on the developer or by interlocal agreement between the district and the county. CDDs provide a "solution to the state's planning, management, and financing needs for delivery of capital infrastructure in order to service projected growth without overburdening other governments and their taxpayers." Section 190.002(1)(a).

A CDD is not, however, a substitute for the local general-purpose governmental unit (i.e., the county in which the CDD lies). The 1984 Florida Legislature revised Chapter 190 and emphasized that:

*"Community development districts do not have the power of a local government to adopt a comprehensive plan, building code, or land development code, as those terms are defined in the Local Government Comprehensive Planning and Land Development Regulation Act. A district shall take no action which is inconsistent with applicable comprehensive plans, ordinances, or regulations of the applicable local general-purpose government." (Ch. 84-360, S. 3, 1984 Fla. Sess. Law Serv. 701, 707) codified at Section 190.004(3).*

A CDD, as a limited special-purpose local government, has no permitting, zoning, police nor many of the other powers possessed by local general-purpose governments. A CDD's powers and functions are strictly limited to its special purpose of managing and financing specific infrastructure for community development. Therefore, a community development district is solely an alternative means of managing, financing, constructing and/or acquiring, operating, and maintaining community-wide infrastructure for planned developments.

The role of establishing a Community Development District rests with the primary land owner (i.e., developer) of said property, who will be referred to as the Petitioner. The Petitioner proposes the establishment of a CDD to the County in order to provide an alternative mechanism to manage construct and/or acquire the infrastructure and community facilities needed to serve the property owners and eventually the residents in the District. If a CDD is larger than 1,000 acres, it will require establishment by the Florida Land and Water Adjudicatory Commission (the Governor and Cabinet). As noted previously, the District may be empowered to own, operate, and maintain: (1) water management and control systems; (2) water and wastewater systems; (3) District roads, (4) parks and facilities for indoor and outdoor recreational, cultural, and educational uses, and; (5) other infrastructure as required by the development order on the developer or by interlocal agreement between the district and the county. In most cases, the petitioner will ask the District to issue revenue or special assessment or revenue special assessment bonds to be used exclusively to provide the capital to construct and/or acquire the total infrastructure program for the project. These capital costs may be defrayed through the levy of a non-ad valorem assessment (special assessment) on all specially benefited properties within the District (sometimes referred to as "benefit special assessments"). The bonds can then be repaid from the proceeds of the special assessments. Funds for District infrastructure operations and maintenance can also be generated via such non-ad valorem assessments upon a showing of special benefits to the property from such

service. *The use of special non-ad valorem assessments has an advantage in that the property which receives the direct benefits of District infrastructure and services is the only property which will be obligated to pay for those facilities and services. Use of assessments also does not limit the current or future taxing capacity of the local general-purpose government.* The uniform process for the notice, roll preparation, collection, and enforcement of such non-ad valorem assessments has been established in Sections 197.3632 and 197.3635 and is recognized in Section 190.021.

Non-ad valorem assessments will also cover other costs for operating and maintaining District facilities upon a showing of special benefit to the property. It should be noted that in the beginning stages of the development, the Developer will be the largest landowner in the District and will be required to pay a reasonably apportioned share of all assessments or taxes. The Developer's ownership and obligations will subsequently decline as the project sales progress. The District's maintenance budget will not suffer, however, if sales of the development's lots or parcels are slower than expected. Instead, the Developer will be required to pay a greater proportion of the non-ad valorem assessment than expected. The District's revenues will not decrease because of the structure of the financing. At no time will operating and maintenance costs become an obligation of the County and its citizens.

Finally, the District will contract with the County Tax Collector to collect its taxes and/or non-ad valorem assessments. The costs for this service will be defrayed through the fees and commission charged by the Tax Collector. The District may also contract with the Property Appraiser for certain services for a fee. These costs will not be borne by the residents of the County but will be borne by the landowners of the District.

## FINANCING ALTERNATIVES

### State and Federal Grant/Low Interest Loan Programs

The U.S. Government and the State of Florida award billions of dollars annually to local governments for community development projects in the form of grants and low interest loans. Key governmental agencies and quasi-public institutions offering grant and loan programs include the U.S. Department of Housing and Urban Development, the U.S. Environmental Protection Agency, the U.S. Department of Agriculture, Fannie Mae, and the Florida Department of Environmental Protection, to name a few. Many of these government-sponsored programs offer monetary awards or low interest loans for community planning and development activities which minimize urban sprawl and create long-term sustainable development. Although it is unrealistic to rely solely on these competitive programs to fund a massive capital improvements program such as the one envisioned for the North Jacksonville, it is conceivable that some revenues could be derived from these sources to help offset a portion of the local burden incurred from the development of community facilities.

The following is a list of government funding programs that could be considered by the County as potential revenue sources for various components of infrastructure and community facilities for the North Jacksonville area.

#### Wetlands Program Development Grants

**Purpose:** To assist in developing capacity to protect, manage, and restore wetlands.

**Eligibility:** State, tribal, or local government agencies, and not-for-profit organizations; also interstate entities.

**Funding Cycle:** Deadlines are determined annually.

**Funding Agency:** Office of Water, EPA.

**Contact Information:** Shanna Draheim (202) 260-6218, draheim.shanna@epa.gov

#### Urban Park and Recreation Recovery Program

**Purpose:** For the rehabilitation of recreation areas and facilities, demonstration of innovative approaches to improve park system management and recreation opportunities, and development of improved recreation planning.

**Eligibility:** Cities and counties meeting the eligibility requirements based on need, economic and physical distress, and the relative quality and condition of urban recreation facilities and systems.

**Funding Cycle:** Annual, contact NPS regional office.

**Funding Agency:** National Park Service, Department of the Interior.

**Contact Information:** National Park Service, National Center for Recreation and Conservation, Recreation Programs, Contact: Chris Ashley, Telephone: (202)565-1200

#### Recreational Trails Program

**Purpose:** To provide funds to the States to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses.

**Eligibility:** The State agency or agencies designated by the Governors decide which projects will be developed within funding levels, but the FHWA division office located in each State makes the final decision on the eligibility of specific projects for funding. The State must have a State recreational trail advisory committee that represents both motorized and non-motorized recreational trail users, which shall meet not less than once per fiscal year. The State agency may accept project proposals from private organizations, or from municipal, county, State, or Federal government entities, and other government entities. The projects must satisfy one or more of the permissible uses.

**Funding Cycle:** There are no Federal deadlines for funding requests. An individual State may establish deadlines for projects within that State.

**Funding Agency:** Federal Highway Administration, Department of Transportation.

**Contact Information:** Christopher B. Douwes, Office of Planning and Environment (HEPH-30), Federal Highway Administration. Telephone: 202-366-5013. Email: christopher.douwes@fhwa.dot.gov.

### Florida State Grant Funding Sources

#### Boating and Navigation:

##### Clean Marina Grant Program

**Purpose:** Designed as a voluntary program where grant funds are used to implement “Marina Action Measures” as described in the Clean Marina Action Plan.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Public and private marinas.

**Funding Cycle:** Annual; anticipated deadline November.

**Funding Source:** U.S. Environmental Protection Agency.

**Contact Information:** Jan R. DeLaney, (850) 488.5600 x178.

##### Florida Boating Improvement Grant Program

**Purpose:** designed to serve the needs of recreational motorized boating on marine or estuarine waters.

**Funding Agency:** Florida Fish and Wildlife Conservation Commission.

**Eligible applicants:** Coastal municipalities and coastal county governments.

**Funding Cycle:** Annual; deadline typically summer.

**Funding Source:** State trust funds.

**Contact Information:** Wendy Huszagh, (850) 488.5611 x173.

##### Florida Inland Navigation District Waterways Assistance Program

**Purpose:** Designed to provide financial assistance for the development and implementation or waterway related improvement projects.

**Funding Agency:** Florida Inland Navigation District.

**Eligible Applicants:** Municipal and county governments located within the district’s boundaries.

**Funding Cycle:** Annual; deadline typically April.

**Funding Source:** Ad valorem taxes.

**Contact Information:** Mark Crosley, (561) 627.3386.

## FINANCING ALTERNATIVES

### Community Development and Revitalization:

#### Florida Main Street Program

**Purpose:** Designed as a technical assistance program to aid communities in revitalization activities.

**Funding Agency:** Florida Department of State.

**Eligible Applicants:** Florida communities.

**Funding Cycle:** Annual; deadline typically last Friday in July.

**Funding Source:** State funding.

**Contact Information:** Laura Lee Fisher, (850) 487-2333 or 1-800-847-7278.

#### Local Agency Program

**Purpose:** Designed to provide funding and technical assistance to local governments interested in implementing federal aid transportation projects.

**Funding Agency:** Florida Department of Transportation.

**Eligible Applicants:** Municipal and county governments.

**Funding Cycle:** Application process varies by district and project.

**Funding Source:** Federal Department of Transportation.

**Contact Information:** John Shriner, (850) 414-4150.

#### Waterfronts Florida

**Purpose:** Designed to provide innovative support for communities to revitalize and renew declining waterfronts.

**Funding Agency:** Florida Department of Community Affairs, Florida Coastal Management Program.

**Eligible Applicants:** Coastal county or municipal government, or a local non-profit or other similar local organization in partnership with the county or municipal government.

**Funding Cycle:** Biannually – even years; deadline typically April 1.

**Funding Source:** U.S. Department of Commerce National Oceanic and Atmospheric Administration.

**Contact Information:** Teresa Divers, (850) 414-6558.

#### Brownfields Economic Redevelopment Initiative

**Purpose:** Designed for redeveloping abandoned or underutilized industrial or commercial and potentially contaminated lands.

**Funding Agency:** U.S. Environmental Protection Agency.

**Eligible Applicants:** States, Municipalities, Counties, and Indian Tribes.

**Funding Cycle:** Grants support two-year demonstrations; deadline not determined yet.

**Funding Source:** Environmental Protection Agency.

**Contact Information:** Mickey Hartnett, (404) 562.8662.

### Economic Development and Tourism:

#### Advertising Matching Grants Program

**Purpose:** Designed to help municipalities and counties publicize the tourism advantages of the State of Florida.

**Funding Agency:** VISIT FLORIDA.

**Eligible Applicants:** Municipalities with a population of 50,000 or less, county governments with a population of 200,000 or less, or non-for-profit corporations.

**Funding Cycle:** Annual; deadline typically third Friday in April.

**Funding Source:** State of Florida.

**Contact Information:** Caroline Harris, (850) 488-5607 x319.

Business and Industry Industrial Guaranteed Loan Program

**Purpose:** Designed to provide assistance for projects in economically distressed cities, towns or unincorporated areas that have populations of 50,000 or less.

**Funding Agency:** U.S. Department of Agriculture.

**Eligible Applicants:** Any legally organized entity including cooperatives, corporations, and trusts operating on a profit or non-profit basis, Indian tribes, municipalities, counties or other political subdivisions of a state, or an individual.

**Funding Cycle:** Ongoing.

**Funding Source:** Annual appropriation by Congress.

**Contact Information:** Joe Mueller, (352) 338-3482.

#### Economic Development Transportation Fund

**Purpose:** Designed to provide funding to local governments for transportation projects for business retention, location or expansion.

**Funding Agency:** Enterprise Florida, Inc.

**Eligible Applicants:** Local governments that exercise maintenance jurisdiction over the proposed transportation project.

**Funding Cycle:** Cycle is open; grants are available on a first-come, first serve basis.

**Funding Source:** Gasoline tax, Department of Transportation.

**Contact Information:** Alberta Simmons, (850) 922-8737.

### Public Works and Development Facilities Program

**Purpose:** Designed to help distressed communities attract new industry, encourage business expansion, diversity their economies, and generate long-term jobs.

**Funding Agency:** U.S. Department of Commerce, Economic Development Administration.

**Eligible Applicants:** State governments, political subdivisions of a state, Indian tribes, special purpose units of government, public or private not-for-profit organizations, or associations representing the Redevelopment Area.

**Funding Cycle:** Ongoing. Pre-proposal required, formal applications invited.

**Funding Source:** Federal Funds, U.S. Department of Commerce.

**Contact Information:** Willie Taylor, (404) 730-3032.

# North Jacksonville Financing Alternatives

## Land Acquisition:

### Florida Communities Trust

**Purpose:** Designed to provide grant and loan assistance for the acquisition of conservation and outdoor recreation lands.

**Funding Agency:** Florida Department of Community Affairs.

**Eligible Applicants:** Municipalities and county governments and non-profit environmental organizations.

**Funding Cycle:** Annual; see contact.

**Funding Source:** Florida Forever bond funds and sale of Florida Panther license tags.

**Contact Information:** Janice Browning, (850) 922-1737.

### Florida Greenways and Trails Program

**Purpose:** Designed to help acquire lands to facilitate the establishment of a statewide system of greenways and trails.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Federal, state, and local governments, non-profit organizations, and individuals.

**Funding Cycle:** Annual, deadline typically in spring.

**Funding Source:** Florida forever bond funds.

**Contact Information:** Destiny Bryant, (850) 488-3701.

### Florida Recreation Development Assistance Program

**Purpose:** Designed to fund acquisition or development of land for public outdoor recreation projects.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Municipalities and county governments.

**Funding Cycle:** Annual; see contact.

**Funding Source:** Land Acquisition Trust Fund.

**Contact Information:** Terri Messler, (850) 488-7896.

### The Trust for Public Land Conservation Services Program

**Purpose:** Designed to help local governments find creative solutions to buy land when there is no immediate funding or where the property owner has special requirements.

**Funding Agency:** The Trust for Public Land.

**Eligible Applicants:** Local governments, local land trusts, and citizen groups.

**Funding Cycle:** No application deadline.

**Funding Source:** Capital revolving fund.

**Contact Information:** Will Abberger, (850) 222-7911 x23.

## Natural Resource Conservation & Enhancement:

### Recreational Trails Program

**Purpose:** Designed to fund projects that provide, renovate, or maintain recreation trails.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Municipal, county, state, or federal government agencies, and private organizations.

**Funding Cycle:** See contact.

**Funding Source:** Federal transportation funds.

**Contact Information:** Alexandra Weiss, (850) 488-3701.

### Section 319 Non-point Source Management Implementation Grant

**Purpose:** Designed to be used for implementation of non-point source management controls.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** State agencies, water management districts, local governments, non-profit corporations, and universities.

**Funding Cycle:** Annual; deadline typically July 1.

**Funding Source:** U.S. Environmental Protection Agency.

**Contact Information:** Greg Knecht, (850) 921-2993.

## Water and Wastewater:

### Drinking Water State Revolving Fund Program

**Purpose:** Designed to provide financial assistance for improvements to drinking water facilities.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Rate-based community water systems.

**Funding Cycle:** See contact.

**Funding Source:** Federal appropriations and state match.

**Contact Information:** Don Berryhill, (850) 488-8163.

### Florida Small Towns Environment Program

**Purpose:** Designed to give technical assistance to help small communities define and solve their own water and wastewater needs for less cost.

**Funding Agency:** Florida Department of Community Affairs.

**Eligible Applicants:** Small municipalities, unincorporated communities, subdivisions or simple geographic collection or homes.

**Funding Cycle:** See contact, no deadline.

**Funding Source:** Not applicable.

**Contact Information:** Dr. Susan Cook, (850) 922-1879.

### State Revolving Fund Loan Program for Wastewater Treatment

**Purpose:** Designed to provide funding to assist in the financing of publicly owned wastewater and stormwater treatment, collection, transmission, disposal, and reclamation re-use facilities.

**Funding Agency:** Florida Department of Environmental Protection.

**Eligible Applicants:** Municipalities, county governments, special districts or agencies thereof.

**Funding Cycle:** Not applicable.

**Funding Source:** Federal appropriations and repayments.

**Contact Information:** Don Berryhill, (850) 488-8163.



# Weckscher Drive

## Island Visioning Project



MILLER SELLEN CONNER & WALSH  
Community Planners, Designers & Engineers

23 JULY 2003



## II. HECKSCHER DRIVE VISIONING PROJECT

### Table Of Contents

<b>Introduction</b> .....	1
<b>Executive Summary</b> .....	2
<b>History</b> .....	3
<b>Recommendations</b> .....	4
Heckscher Drive Enhancement Program.....	4
Heckscher Islands River Center.....	5
Clapboard Creek Neighborhood Center Vision Plan.....	6
<b>Vision Plan</b> .....	7

*This documents has been prepared for:*



*This document contains information compiled by:*



# Table of Contents



# ISLAND VISIONING PROJECT

## Introduction

Heckscher Drive is a community made up of a string of islands seventeen miles long. Connected by Heckscher Drive along the north side of the St. Johns River, this community stretches from Browns Creek to the Atlantic Ocean. The Heckscher Islands Visioning Project is a special study made possible by a grant from the Florida Coastal Management Program.

While it is home to some of the most spectacular historic and environmental resources in Florida, Heckscher Drive is also home to large industrial and mixed commercial uses in the midst of a residential neighborhood. Ironically, it suffers from a lack of sense of place and common destiny while it contains some of the most impressive amenities of the Jacksonville region.

Residents feel a strong link to the area's deep and rich past. This visioning project is intended to identify some of the cultural elements of the community that should be enhanced and provide a vision that will guide future development and growth management decisions.



*Introduction*

## EXECUTIVE SUMMARY

The Heckscher Drive area of North Jacksonville is one of the region's most culturally significant locations, with a long rich history that has seen occupation and exploration by Native Americans, French, Spanish, Quaker and English settlers. The Heckscher Drive area borders the St. Johns River and the Timucuan Preserve and is anchored on the east by the historic Kingsley Plantation and Huguenaut Beach on the Atlantic Ocean.

The Heckscher Islands Visioning Project is a component of the larger North Jacksonville Vision Plan and is intended to serve as a tool for the City and area residents for prioritizing community initiatives and as a springboard for public and private improvements to the area.

The Visioning Process included two community meetings to generate ideas and build a consensus for the future of the area. The meetings were held on July 25, 2002 and October 3, 2002. The meetings were well attended and generated a productive dialogue about Heckscher Drive as a community.

The comments from the community meeting are summarized as follows:

### Issues

- Limited spaces to build here
- Wildlife is important resource that is identified with this area.
- \$1,000,000 from Feds earmarked for Ferry Landing area (-\$100,000 that goes to state)
- Light pollution is concern
- Pass-through traffic – need to slow people down and create destinations
  - Ferry crossing
  - Ft. George Island
- We are building subdivisions, not neighborhoods – limited by narrow land. Need coordination in new neighborhoods
- Growth will always be limited by lack of sewer -
- Old Golf Course on Ft. George Is. Should be reopened
- There is no free beach
- City just bought 2 fish camps
- FDOT wants to move traffic – not build community

### Historical Context of Heckscher Drive

- First landing area of Ponce de Leon on north side of River
- One of first governor's homes located here
- Road built by August Heckscher as logging road
- Clapboard creek named for sound when you crossed wooden bridge
- Fort George and Kingsley Plantation have long history
- Ribault House on Ft. George Island

### Suggested Image/Identity Builders

- Linear Park along Heckscher
- Explore the pros and cons of seeking federal scenic highway designation
- Historical District
- Signs at each bridge naming creeks and islands
- Design guidelines for new community development to prevent strip malls – addressing scale, character.
- Roundabouts at several locations:
  - Huguenot Park entrance
  - Talbert Island Park Entrance
  - Ft. George Road and Heckscher Drive (Kingsley Plantation entrance)
  - Tabago Drive and Heckscher Drive (Shell Bay entrance)
  - Ferry Crossing
  - Heckscher and Middleton
- Roundabouts would:
  - slow traffic
  - establish character
  - i.e. Amelia Island
- Create culverts – cover ditches
- More paths/trails
- Bike trail planned from Amelia – need connections along Heckscher
  - R.O.W. limitations

### Wish List

- Gateway to Timucuan Preserve
- Plan for eco-tourists
- Places to walk in the community
- New Berlin road connection to Amelia Island
  - Takes high speed traffic going to Amelia off of Heckscher
  - Provides hurricane evacuation for Amelia Island
- Grocery stores (small)
- Marine rescue to serve boaters
- Parks areas for active recreation – organized sports
- Underground utilities
- Make bridges more friendly to fishermen
- Designated crosswalks needed across Heckscher
- Opportunities at bridges for activities
- History – Fernandina, Ft. George, New Berlin
- This is prime real estate – a limited commodity – we need quality development
- Properties owned by government do not contribute to community
- Landscape medians to enhance views of river and marsh (Pine Island)
- Use retired ferry boat as attraction, gathering place

### Potential Names for area

- “The Islands of Jacksonville”
- Theme: The road to recreation
- North Florida Keys
- The Sanctuary
- North Shore Island
- Marsh Island Chain

# Executive Summary

# HISTORY

Fort George Island at the mouth of the St. Johns River is a key historic location for North Florida. After an initial landing by De Soto in 1529, the first attempt to colonize the area was by Jean Ribault, the Huguenot admiral who, in May 1562, established a French Protestant colony in this area and named the St. Johns River the River of May (hence the name Mayport on the south side of the River). Bloody battles ensued over the years between French and Spanish who renamed the River San Juan (St. Johns). Quakers settled in the area in 1696 and the British built Fort George in 1736. Florida was passed from Spain to England and back to Spain from 1786 until it came under control of the United States in the late 1700's.

The next era in the history of the area began when Zephania Kingsley established a slave trading outfit on Fort George Island in the 1820's. Remnants of the Kingsley Plantation remain as a historic feature of the Flort George Island Park System. Zephaniah Kingsley's widow, Anna Madegegine Jai, became one of the few blacks to own slaves in North America. After the civil war, John Rollins bought Fort George Island from Kingsley's heir and constructed two hotels. The hotels later burned down and the Army Navy Club and the Ribault Golf Course were built on the Island in the 1920's.

In 1926, Heckscher Drive was built by New York Millionaire August Heckscher as a toll road. The ferry operations connecting Heckscher Drive to Mayport on the south side of the St. Johns River began in the 1950's.



*History*

## RECOMMENDATIONS

### Proposed Destination Centers:

- Heckscher Islands River Center
- Clapboard Creek Neighborhood Center
- Eco Center

### Ideas for building Image and Character include:

- Linear park along Heckscher
- Scenic highway designation
- Historical District
- Signage and graphics program
- Planning and Design Guidelines
- Roundabouts
- Pathway and trail network



### Proposed Heckscher Drive Improvements

The concept for improvements to Heckscher Drive include aesthetic scenic improvements to:

- Soften and mitigate unattractive areas,
- Enhance visual features and maximize vistas,
- Install landscaping at key locations,
- Create unique informational signage and gateways at key locations,
- Provide traffic calming,
- Create pedestrian and bike trails.

The intent is to enhance the scenic quality of the entire road while providing informational signage or markers that identifies each island and creek.



*Recommendations*

# HECKSCHER ISLANDS RIVER CENTER

## Concept

The Heckscher Islands River Center is located near the Ferry Landing on the south side of Heckscher Drive. The center should create a visually distinctive, low intensity, mixed-use destination center that will serve: the daily needs of the residents of the Heckscher Islands; the sporadic needs of through traffic; and the specific needs of destination visitors to the beaches, the Great Timucuan Park, and Fort George Island and Kingsley Plantation. The center should contain a mix of uses including: retail (convenience and specialty); restaurant and entertainment venues; and lodging (at a size and scale compatible with a low intensity destination). Residential development above the ground floor uses is encouraged. The central waterfront/commercial district should be defined by a Center Square containing a significant focal element. A market analysis is required to refine and size the potential uses, and design the development program.

## Branding Image and Character

A nautically themed story line should define the Village Center that incorporates uses and characteristics that are reminiscent of small coastal towns or villages located directly on the waterfront. Buildings should be designed to contrast with surrounding detached residential development that is characteristic of Heckscher Drive.

## Features

- No layering of development – establish a “high density” village center development that defines a sense of arrival;
- Create Mixed-use housing and retail development within the village center;
- Village life and activity oriented toward water/ferry landing;
- Cohesive village graphics and street furniture package;

## Sense of Arrival

- Establish a “Hard entry” by utilizing village buildings, and sidewalks to create village scale and texture;

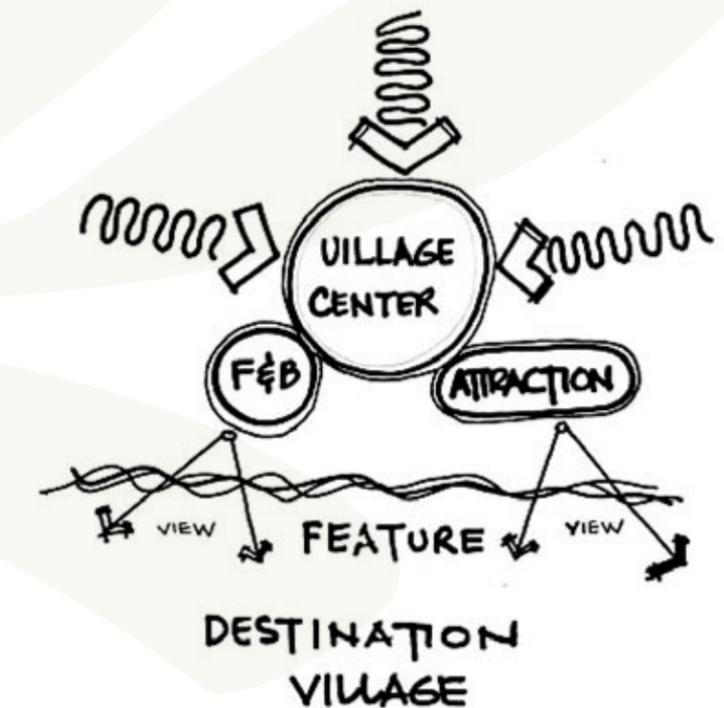
- Create Tree/landscaped village square;
- Clearly defined Sidewalks and street lighting originate at boundary line;
- Street furniture introduced inside boundary line not at the boundary;
- Village graphics introduce the visitor to the site such as a “welcome” sign and way-finding graphic program.

## Proposed Design Details

- Hardscape development defines village border;
- Business district bounds delineated by:
  - Wider sidewalk; Riverside Boardwalk;
  - Street furniture;
  - Tree’s/landscaping within sidewalk “planters”;
  - Landscaped median;
  - On-street parking.
- Intersection defined by landscaped roundabout or medians
- Business district buildings meet sidewalk (no setbacks);
- Waterside buildings front waterside plaza (entry façade on two sides);
- Building height limit of three stories;
- Buildings of brick 2 ½ - 3 stories or clapboard 1 ½ (gabled) to 3 stories;

## Proposed Building Materials

- Business district buildings of clapboard wood or brick, should match existing building styles;
- Awnings of canvas;
- Roofs of metal or wooden shingles;
- Details of wood, brick, stone or metal;
- Graphics of painted and carved sign faces and panels in type faces of nautical origin



*Recommendations*

# CLAPBOARD CREEK NEIGHBORHOOD CENTER

## Concept

The Clapboard Creek Neighborhood Center is proposed for a location on Little Marsh Island near Clapboard Creek. The intent of the center is to create a destination primarily for the surrounding single-family residential community. It is not intended to attract pass-through traffic from Heckscher Drive.

## Features

- Center bordered by existing residential development;
- Positioned linearly along riverfront and Clapboard creek;
- Oriented toward waterfronts;
- Small scale Mixed-use development creates neighborhood center;
- All buildings respect natural setbacks to attain maximum “green-space”;
- Cohesive village graphics and street furniture package;

## Proposed Uses

- Civic Uses
  - Park
  - Library
  - Community Center
- Small Scale Retail

## Sense Of Arrival

- “Soft entry” - core buildings contrast rural residential setting;
- Sidewalks/boardwalks and street lighting originate at village core;
- Village graphics introduced by a “Welcome” sign.

## Proposed Design Details

- Landscape and graphic details define neighborhood center core;
- Center delineated by:
  - River walk; limited sidewalks;
  - Street furniture;
  - Natural landscape;
- Limited on-site parking.
- Street furniture introduced at neighborhood center;
- Buildings of smaller scale and respect natural setbacks;
- All buildings front waterside river walk
- Building height limit of three stories;
- Buildings of brick, or clapboard to 2½ stories;
- Use of cupolas, rooftop walks and tower elements encouraged.

## Proposed Building Materials

- Buildings of clapboard wood or brick;
- Awnings of canvas;
- Roofs of metal or wooden shingles;
- Details of wood, brick, stone or metal
- Paved areas of cobblestone, brick or similar materials/combinations;
- River walk of brick, cobblestone, wood or combination.



*Recommendations*

# VISION PLAN



*Vision Plan*



# North Jacksonville Best Practices



**MILLER SELLEN CONNER & WALSH**  
Community Planners, Designers & Engineers

23 JULY 2003



# TABLE OF CONTENTS

<b>Implementing The Vision</b>	<b>1</b>
Best Practices Introduction	
Creating Great Pedestrian Oriented Mixed-Use Centers	
<b>Common Best Practices</b>	<b>3</b>
Encouraging A Consistent Standard Of Design Quality	
<b>Specific Best Practices</b>	<b>10</b>
North Jacksonville Town Center	
Dunn Avenue Village Center	
River Port Village Center	
Low Country Village Center	
Dinsmore Village Center	
Heckscher Islands River Center	
Village Centers for Master Planned Communities	
<b>New Communities</b>	<b>24</b>
Master Planned Communities	
Rural/Cluster Development	
<b>Corridor Redevelopment</b>	<b>29</b>
<b>Sacred Places</b>	<b>31</b>
<b>Eco Centers</b>	<b>32</b>
<b>Gateways</b>	<b>33</b>
<b>Non-Pedestrian Oriented Places</b>	<b>34</b>
Regional Power Centers	
Airport Distribution Center	
Tradeport Center District	

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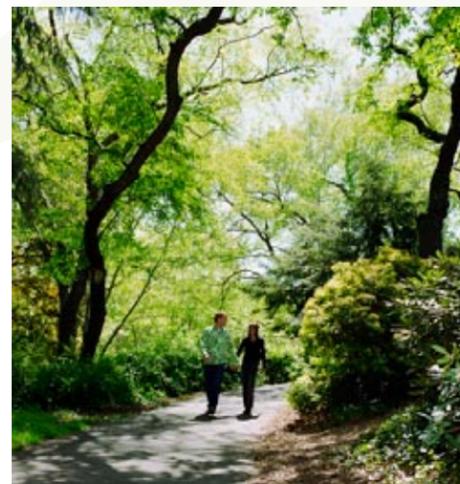
# IMPLEMENTING THE VISION

## Best Practices Introduction

As opposed to a policy plan or regulatory format this plan recommends best development practices to implement the Vision Plan. This plan does not supersede the City's Comprehensive Plan or land development code, but provides new concepts of development that may be used by the City to make incremental changes to these documents over time.

Best practices are not rigid requirements, but are techniques to be used by the City in partnership with private developers to work toward implementation of the Vision Plan. For example, a major thrust of the Vision Plan is to encourage the development of Master Planned Communities located outside of the existing suburban service area. This plan does not expand the suburban boundary line, but implementation of this plan will cause the City to work with developers to expand the line in order to implement the Vision.

These best practices will be used by the City in evaluating land use applications, and development proposals. If a significant number of the best practices are achieved in the recommended projects, a hierarchy of place will be realized and a "sense of place and community" that is currently missing from the typical suburban development will be created.



## IMPLEMENTING THE VISION

### Creating Great Pedestrian Oriented Mixed Use Centers

Projects that have the look and function of historic Main Streets are being developed across the Country. They are of different sizes and respond to different markets, but strive to provide a full range of every day uses such as retail, office, housing, entertainment, hotels, civic and parks within a pedestrian friendly and urban look environment. The projects are not shopping centers with the names of “Village Center” or “Town Center”. To create a sense of place it is necessary to create a true mixed-use project.

Best practices for creating these pedestrian oriented, mixed-use centers are a response to the strong desires of the residents of North Jacksonville for higher quality retail and entertainment uses in pedestrian friendly settings, as expressed in the following Vision Plan Mantras:

- *Create The North Jacksonville Town Center*
- *Create A Sense Of Community*
- *Change The Economic Paradigm*

#### Key Principles

There are some key principles, which apply to all mixed-use pedestrian oriented centers:

- Understand the market and establish a development program that will balance the mix of land uses to:
  - o Create a retail based, mixed-use project
  - o Create a captive market for the retail
  - o Establish the most appropriate anchor tenant(s)
  - o Encourage some internal automobile trip capture and
  - o Encourage multi-use of shared parking.
- Make sure that the architecture maintains a high level of visual interest, which creates pedestrian scaled street frontages, through the use of building massing, building placement, materials and features.
- Create a place that people like to return to and use on a daily basis utilizing a series of public open spaces in the form of accessible squares, plazas and pedestrian amenities.

#### Key Center Locations

Based upon these key principles, a hierarchy of pedestrian oriented mixed-use centers should be created to serve their surrounding neighborhoods. Each recommended center should be sized and design to reflect a realistic assessment of the market that it is designed to serve. Each center will provide some market based combination of retail shopping, commercial services, entertainment, work places, residential, civic facilities and parks that address the every day needs of the surrounding community. In North Jacksonville the hierarchy of “places” includes the following:

1. North Jacksonville Town Center
2. Dunn Avenue Village Center
3. River Port Village Center
4. Low Country Village Center
5. Dinsmore Rural Village Center
6. Heckscher Islands River Village Center
7. Village Centers for Master Planned Communities

#### Best Practice Types

To implement the key principles throughout the recommended centers, two (2) types of best practices are recommended:

- **Common Best Practices:** Common best practices that will encourage a consistent level of design quality are presented below. Not every common best practice will apply to every center and specific applications may vary based upon differences in the size and the actual mix of uses selected for each Center.
  - o **Context:** Vision Plan recommended location.
  - o **Concept:** Development concept and market area.
  - o **Branding:** Character and Image: Site specific design criteria.
  - o **Size:** Recommended size is based upon the economic projections for the Master Plan. Actual project size should be based on a detailed market analysis.
  - o **Mix of Uses:** The recommended distribution of uses is preliminary and may vary based upon the actual market demand.
  - o **Intensity:** Recommended densities and intensities for types of uses
- **Specific Best Practices:** Specific best practices that are unique to each of the recommended centers are provided in Section 2, beginning on.



## COMMON BEST PRACTICES

### Encouraging A Consistent Standard Of Design Quality

#### Common Uses

Uses may vary with the size and function of the Center but may include commercial (retail, restaurants, hospitality, entertainment and business/personal services), office/workplace, light manufacturing, recreation/open space, public/civic/government, residential, residential over storefronts. In response to the market place, not all Centers will contain every type of use indicated, but all should contain a pedestrian storefront area of predominantly retail uses, an office area, public space, civic uses, and make every attempt to integrate a residential component. The size, location, mix and intensity of uses should be sized to meet the demands of market and facilitate financing. Some typical use categories utilized to facilitate center layout are as follows:

- Storefront (predominantly retail) Commercial
- Out Parcel Commercial-
- Office
- Residential
- Public Space
- Civic

Although these typical use categories are useful in site design, it should be understood that uses may be mixed vertically and horizontally within buildings and blocks, and on the same block face. Additionally, the location of anchor tenants is critical to creating pedestrian flow. The anchor tenants are not necessarily large retail department stores and may include a variety of entertainment or civic uses such as live theaters, movie theaters, art and convention centers, post offices, libraries and farmers markets.



#### Common Building Characteristics

The use mix of attached buildings and creation of active pedestrian streets and public spaces is what sets center development apart from other commercial and residential projects. The project is not oriented to an adjacent arterial road system like a strip shopping center with parking stripped along the road, and it is not an internally focused, air-conditioned regional mall in a sea of parking. A city block street configuration with land use relationships and urban infrastructure design all working to create strong pedestrian interaction and enhanced retailing is encouraged.

- **Architectural choices:** Good examples of historic styles or styles of local or regional context may be appropriate models. Architectural styles that reinforce the character and image of the particular center may also be appropriate.



- **Building Placement:** Generally, buildings should be oriented towards and close to the street with main entrances and/or windows facing the street although exceptions exist for main entrances facing plazas, courtyards and waterfronts.
  - o Buildings on corner lots should address the corner while reinforcing a cohesive streetscape on both the primary and secondary streets.
  - o Buildings should line both sides of a street and surround open space to provide the sense of enclosure that distinguishes village centers from shopping centers.
  - o Landmark buildings may terminate streets and vistas.
- **Entrance Placement:** Primary entrances should face the street, be well lit and easily accessible by employees or visitors. Canopies, lighting and roof forms should identify entrances.
- **Facade Orientation:** A principal design concept is to reinforce the street by “Framing the Street”. Orientation of the front façades of all primary buildings shall be parallel, or nearly parallel, or perpendicular to the street on which they front.



#### Common Streets Characteristics

A master circulation plan should establish the types and location of the internal streets and blocks made up of an interconnected network of streets and walkways, which provides for multiple routes for cars, bikes and pedestrians to move from one block to the next. There may be a rigid grid of straight streets and square blocks or a modified grid, in which streets radiate out from important landmarks and focal points, or flow around plazas, squares or natural features in a complex pattern.

Centers require a hierarchy of street types with raised curbs and smaller curve radii, enhanced by the provision of ample sidewalks and appropriate street trees and pedestrian lights, and from the presence of building facades with windows, doors and awnings that are oriented to the sidewalk, forming a consistent street wall enclosure.

- “Storefront” streets are the pedestrian oriented main streets where the business activity and public life of the town center are concentrated.
- “Service” streets are less pedestrian focused and are designed to accommodate utilities, parking garages and lots, dumpsters and heavier faster traffic.
- “Neighborhood” streets are the pedestrian oriented streets that are located outside of the storefront area to serve the office and residential areas.
- “Alleys” are a specific type of through block-street, found behind the backs of buildings that provide rear access and allow utilitarian features such as service deliveries, garbage collection and utility work.

# COMMON BEST PRACTICES

## Common Blocks Characteristics

Short blocks are encouraged with square dimensions if it is practical (300' by 300' in the retail core up to 500' by 500' at the residential edge), but rectangular blocks may be acceptable to create interesting opportunities for small plazas, parks and interesting buildings, or to respond to environmental conditions.

## Common Streetscape Characteristics

Create pedestrian friendly streetscapes and pathways by providing wide and attractive sidewalks on both sides of all streets.

- Pedestrian street lighting and mature street trees should be provided on both sides of the street and pathways should be well lit.
- A fully integrated system of sidewalks, bicycle lanes and pathways should be provided to connect all primary uses.
- Utilize traffic-calming techniques to slow traffic and accommodate pedestrians.



## Common Parking/Service/Utilities Characteristics

Parking lots, blank walls, service entrances and utilities should be located to the rear of buildings, along alley ways or clustered along service streets.

- Service and loading activities must occur at the rear or side of buildings, and must be screened from public view.
- Building service areas oriented away from major streets are encouraged.
- Service areas should be screened by walls of a material and style that is compatible with the exterior wall of the main building.
- Landscape zones and low screen walls are encouraged between parking lots and secondary streets.
- Access to parking lots and service areas is to be clearly marked from the major street.

## Common Signage Characteristics

Use compelling, informative and consistent signage that is unique to each center and that reinforces the story of the place. Each center should create a signage package with graphics that indicate location, type, materials and dimensions of all proposed signage.

## Common Gateways Characteristics

Landmark architectural and/or landscape features should introduce the project at the entrance from the major roadway. The North Jacksonville Town Center and Dunn Avenue Center Gateways should be primarily architectural and the smaller centers should be softer with greater emphasis on landscaping.

## Common Storefront Area Characteristics

This area is the heart of the Center and should have the highest level of urban design. Site design, careful selection of uses and architecture form the important relationships to facilitate the pedestrian contribution to retailing and establish the basis of design for the surrounding supportive uses. The following applies:

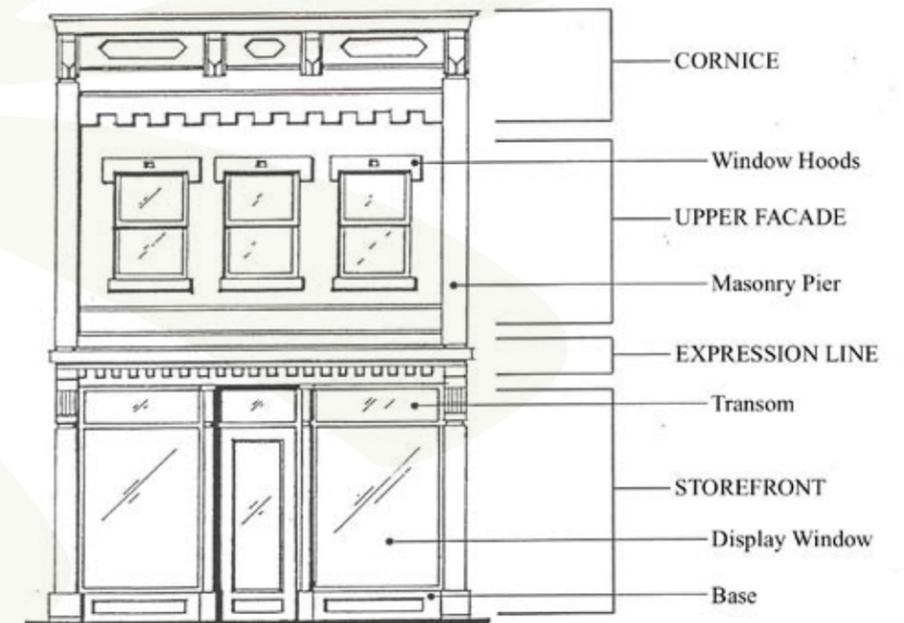
- **Storefront Uses:** The ground floor uses should be predominantly retail, and restaurants, but may include personal services, business services and entertainment uses. Uses in addition to retail and restaurants should be judiciously located to not have a negative impact on shopping patterns. Above ground floor uses may be residential and/or office. If the market conditions are appropriate, residences above shops should be encouraged.



- **Storefront Design:** It is important to create great storefronts. Display windows and shop entrances must work together to entice shoppers along the “shopping path,” inviting them to cross at the end of the block and experience the other side. In addition, storefronts should reinforce the Character and Image of the center.

- **Storefront Façade Components:** Establish some basic design concepts as an indication to the level of quality and attention to detail, but not as requirements. The following are examples of best practices to create a historic look wherein the basic commercial storefront façade should consist of four (4) parts as follows:

- **The Storefront:** The lower façade with base, entrance, display windows and bulkhead. Use our graphic modified to reflect the ULI components
- **The Expression Line:** Delineates the transition between the storefront and from the upper façade above.
- **The Upper Façade Area:** Contains the horizontal area utilized for wall signage, canopies or awnings and windows if it is a multistoried building.
- **The Cornice or Varied Roof Top:** The cornice is the molded and projecting horizontal member that crowns a building and reflects the style of the building. Varied roof configurations, expressed above the cornice, are also encouraged.



## COMMON BEST PRACTICES

- **Larger Buildings:** These buildings should be designed to avoid a monolithic appearance.
- **Porticos and arcades:** Are encouraged if the sidewalks are of sufficient width and pedestrian flow is accommodated.
- **Windows:** Windows should face the street and a punched window expression is encouraged. Large expanses of glass curtain walls are discouraged and street side windowless walls are discouraged.
- **Building Signage:** Signage should be compatible with the building architecture, material, composition and storefront, and with signage on the same block.
- **Awnings:** Awnings should be compatible to the architecture, materials and composition of the building and should be located only over windows and doors.
- **Building Lighting:** Outdoor lighting should be of appropriate design and type to highlight the building and enhance the architecture. Display lighting should be directed toward the merchandise and away from pedestrians.



- **Main Storefront Street Design:** The storefront area should have a main shopping street with buildings facing the street, attractive walkways and continuous street front experiences to maximize the pedestrian environment and afford opportunities for increased retailing. Some important characteristics are:

- o It should have an internal site location or it may be perpendicular to, and begin at the intersection of the external street.
- o It should have a main intersection approximately one half way along its length.
- o The main intersection should have a strong focal element that draws people to the middle of the area and is viewed from three or four directions. It should contain an information booth, children's play area, directional signage etc.
- o Two lanes, two-way streets
- o On-street parking should be diagonal.
- o Retain private ownership to allow outdoor cafes and temporary closures for special events.
- o Traffic calming techniques should be employed.

- **Block Design:** Blocks should range between 300 to 400 Feet
- **Streetscape Design:** Streetscape should not be ornate or overly expensive so that it competes with the retail merchandising.
  - o Sidewalks should be wide (10 to 12 feet) shady and appealing and provide pedestrian scale lighting with high quality street furniture.
  - o Paving should be fairly simple like brushed concrete.
  - o Benches should be located to provide a clear view of the storefront and placed far enough from shoppers.
  - o Street lighting should be simple, not ornate and their placement must not obstruct storefronts. A down light or cut off lens should be used to avoid excessive glare.
  - o Street trees should be mature trees and very carefully located to enhance, not detract from retailing.



- **Parking/Service Design:** A detailed master shared parking plan is necessary. Parking must be plentiful, secure, close to shopping and free or inexpensive. The on-street parking is the most valuable parking.
  - o Additional parking should be available behind shops with convenient access and clear signage.
  - o Long term, employee, parking should be concentrated in facilities at the periphery of the retail/storefront district.
  - o Short term, patron, parking space should be located in the most convenient areas, and should be regulated to discourage long-term parking.
  - o Errand parking space should be widely distributed through out the area with strict enforcement to ensure high turn over.
  - o Service parking should either be provided in communal areas, such as special service courts for loading and unloading, or in individual on-or off-street loading areas.



## COMMON BEST PRACTICES

### Common Commercial Out Parcel Characteristics

Certain uses located along the adjacent arterial roads will have more of an automobile orientation and will not comply with many of the best practices intended for internal uses. However, outparcels should be consistent with the quality of the project and designed to be integrated into the project to the degree possible.

- **Out Parcel Uses:** Uses will have more of an automobile orientation and may include grocery stores, national chains, hotels, banks etc.
  - o Out Parcel Building Design: Buildings should be used to frame intersections, create landmarks and gateways, and introduce the quality of the project
  - o Multi-story buildings are encouraged, but even one story buildings should be designed to create increased height.
  - o Buildings should be located close to and with their primary facade(s) oriented toward the rights of way.
  - o Primary facades should be designed with architectural treatment that is reflective of the storefront buildings and secondary facades should contain elements of the primary facade.
  - o Buildings on corner lots should have two primary facades and have the entrance face the larger road or the intersection.. If this is not possible, the building should have three primary facades with the third façade containing the primary entrance.
  - o The primary entrance should be architecturally enhanced.
- **Street Design:** These uses are located at the intersection of the arterial road network and at the intersection of the project entrance road.
- **Block Design:** The formal block system is not required but the design should relate to the storefront area to the degree possible.
- **Streetscape Design:**
  - o Sidewalks should be concrete and designed to be shady and appealing and provide pedestrian scale lighting.
  - o Clear pedestrian access should be provided from the outparcels to the main storefront areas.
  - o Durable trees, such as Oaks, should be predominantly used for street trees. Only one type of tree shall be place on both sides of residential streets, in one block.
- **Parking Design:** Common Parking requirements are appropriate



### Common Office Area Characteristics

The office areas should be located near the storefront area as part of an integrated street pattern. If an architectural theme is established for the storefront area, office architecture should follow the theme.

- **Office Uses:** Office uses of all types, including corporate offices and offices with residential units above are appropriate.
- **Office Building Design:** Design high quality urban buildings that should express a clear base, middle and top.
  - o **Architectural Choices:** The selection of the office district architecture should support the architecture of the retail/store front district.
  - o **Placement of Main Entrances:** Main Building entrances will be visible from the street, well lit, and easily accessible by employees and visitors. Entrances should be conveniently located adjacent to visitor street parking and on site employee parking.
  - o **Building Expression:** Buildings are encouraged to have consistent window expressions visible from the street. A “punched” window expression is encouraged. Large expanses of glass curtain and windowless blank walls are discouraged.
- **Office Street Design:** Neighborhood type streets.
- **Office Block Design:** Blocks should range between 400 to 500 feet.
- **Office Streetscape Design:** Common best practices are appropriate
  - o Sidewalks should be concrete and designed to be shady and appealing and provide pedestrian scale lighting.
  - o Durable trees, such as Oaks, should be predominantly used for street trees. Only one type of tree shall be place on both sides of streets, in one block.
- **Office Parking Design:** Parking with clear and convenient access for visitors and employees from the addressing street is important.
  - o Access to visitor/employee parking should clearly marked from the major routes to allow for free circulation within the site.
  - o Shared mid block lanes between adjacent parcels may minimize the duplication of the internal roadways.

# COMMON BEST PRACTICES

## Common Residential Area Characteristics

Residential uses within centers may include above storefront units and integrated residential blocks surrounding the core areas in formal urban neighborhoods. The densities should be lower at the fringe and higher in and around the Center core.

- **Residential Uses:** Loft residences above storefronts, live/work units, townhouses, apartments, condominiums and for larger sites, detached units may be appropriate at the fringe.
- **Apartment/Condo/Townhouse Building Design:** This is not a suburban product with residential buildings surrounded by parking lots. Whether the project is vertical apartments, townhouses or condominiums, this is an urban-style solution.
  - o **Architectural Choices:** The selection of the residential architecture should be compatible with the architecture of the retail/store front district.
  - o **Building Placement:** For apartments, a formal building arrangement organized around open space is preferred.
  - o **Facade Design:** The buildings should be designed to reduce the monolithic nature of the structure and blank walls are discouraged.
  - o **First Floor Entrances:** First floor entrances should be inviting and framed within an entry porch, architecturally defined by railings and steps.



- **Residential Street Design:** See Common Street Design – Neighborhood Streets and:
  - o T-Intersections should be utilized in conjunction with squares and greens, containing focal elements to truncate streets.
  - o Design Elements include street width reduction, curbs/grass strips/street trees/pedestrian lighting.
- **Residential Block Design:** Blocks should be in the 400 to 500 feet range, but may be increased in response to natural features and other design considerations.

- **Residential Streetscape Design:** Sidewalks should be concrete and designed to be shady and appealing with pedestrian scale lighting.
  - o Durable trees, such as Oaks, should be predominantly used for street trees. Only one type of tree shall be placed on both sides of residential streets, in one block.
- **Residential Parking Design:** Common best practices are appropriate:
  - o Parking lots shall be generally located internal with alley access.
  - o For townhouses, alleys with rear access garages are appropriate.
  - o For detached housing, alleys with rear access garages are appropriate for lots under 50 feet in width.
- **Neighborhood Parks:** Neighborhood parks should be provided and be internally located and surrounded by streets with residences facing the park.
  - o No off street parking should be provided.
  - o Non-mountable curbs should bound Park space adjacent to streets.
  - o The space should provide for sun, shade and seating.
  - o A focal element such as a significant tree, fountain, plaza, or play equipment shall be provided.



# COMMON BEST PRACTICES

## Common to Other Major Uses

Civic uses, public open space and anchor tenants should be carefully located within the Centers to enhance the live, work, play and shop experiences. These uses should be designed and located to create daily return visitation, enhance property values, and increase convenience by providing multiple daily needs in a pedestrian environment. Appropriate sizing, location and selection of these uses are critical to the success of the centers.

- **Parks and Public Open Space:** A variety of parks, plazas and greens should be distributed through-out the centers that are integrated into the pedestrian flow, and each center should contain a Center Main Square: The Main Center Square should be sized for each type of center and be designed as a gathering place for residents and shoppers, both day and evenings. The square will include places for strolling, sitting, music concerts, art shows and other promotional, cultural, and holiday events.
- **Civic Use:** Public and semi-public facilities such as libraries, cultural facilities, community meeting places, postal facilities, and government administrative buildings should be sited within the centers to raise property values and to serve as anchors and inducements for spin-off private investments.
- **Anchor Tenants:** Anchor tenants should be located at the periphery of the retail/storefront district or at the end of downtown blocks, forcing the shoppers to parade by all the smaller storefronts.

## Common Mixed Use Area Characteristics

Each center may establish independent storefront, office and residential blocks and benefit from the close proximity of this mix of uses in a pedestrian environment. Successful centers, however, mix the uses at a very fine-grain level.

- Residential and offices uses may be above storefronts.
- Office and residential uses may be vertically mixed.
- Further, residential, office and storefront uses should be mixed within blocks and block frontages.

It is important, however, that the types of uses face similar uses across the street and that land uses changes occur generally at mid block locations.





# NORTH JACKSONVILLE TOWN CENTER

The following specific best practices for creating the Town Center and other Centers are designed to build upon the concepts provided under the common best practices in the preceding section:

## Context

The Vision Plan recommends the creation of the North Jacksonville Town Center to provide a strong unifying focus and quality image. The Town Center location is proposed at the former Main Street Mall Development of Regional Impact (DRI) site because:

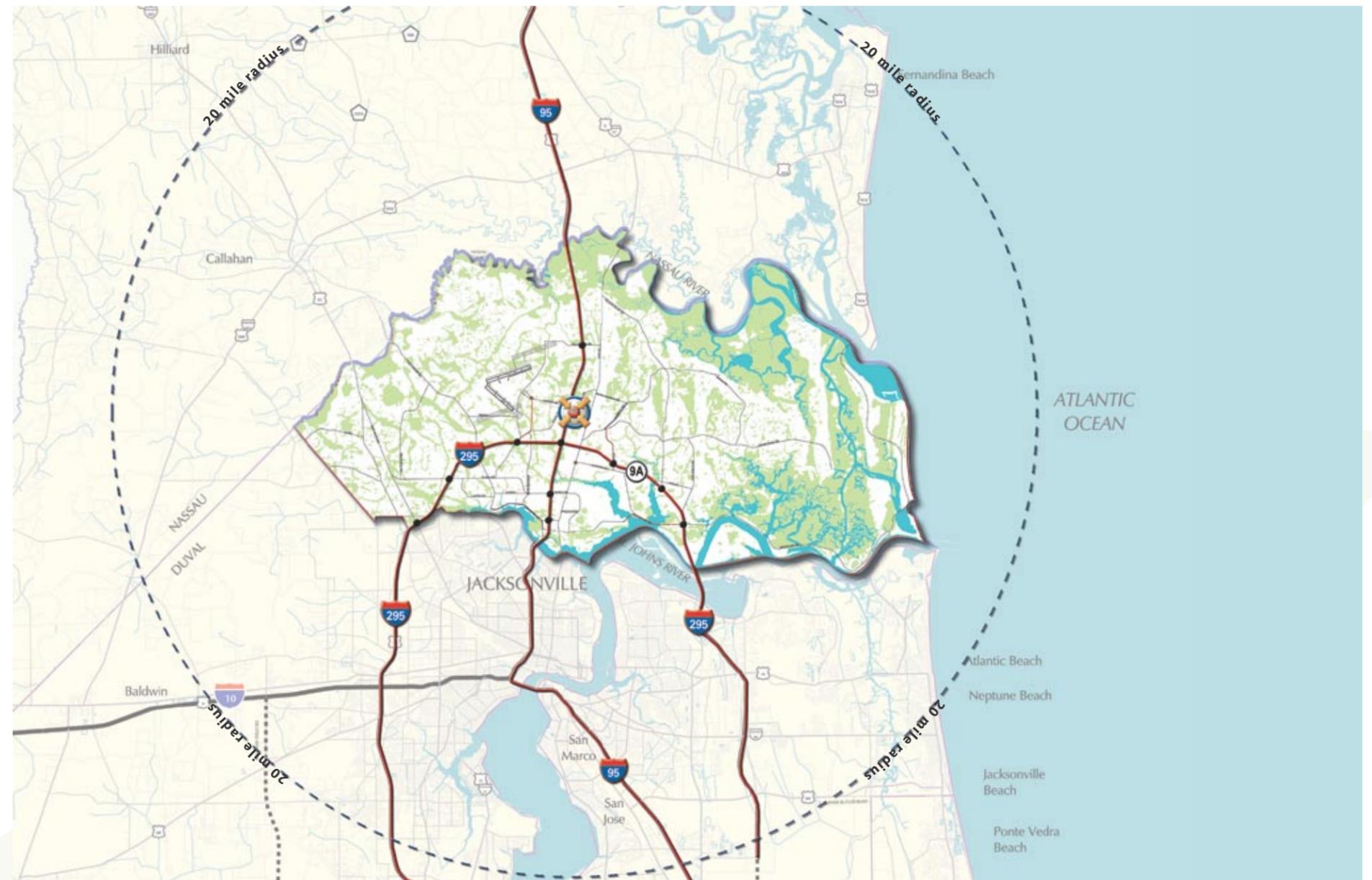
- It is near the center of North Jacksonville,
- It is close to the Jacksonville International Airport (JIA),
- It has good access from the Interstate and surface roads,
- It is a large unified site that lends it self to phased mixed-use development, and
- It is within the boundaries of the JIA Redevelopment Agency.

## Concept

The Town Center proposal is a response to the strong desires of the residents of North Jacksonville for higher quality retail and entertainment activities in a traditional town center setting. It should be sized to serve the entire north Jacksonville metropolitan region. The Town Center will also have a synergistic relationship with efforts to create Master Planned Communities and attract executive housing.

The City and its Redevelopment Agency should take a proactive position to insure that this important site becomes the Town Center, and not another shopping mall in a sea of parking spaces. Implementation of the Town Center project along with the Master Planned Communities will have the most positive impact on the recreating the image of North Jacksonville.

The North Jacksonville Town Center site is approximately 365 acres of which approximately 170 or more acres are buildable. This site is larger than needed for the core mixed use town Center and the entire area should be considered a Town Center District. As such, the following recommendations are to guide development of the Town Center. The remaining portions of the site within the overall district boundaries may be developed as residential, office or light manufacturing and should be integrated into the Town Center design concepts



# NORTH JACKSONVILLE TOWN CENTER

## Branding Character and Image

The town center should provide a visual and psychological link between areas to the north and older areas of city. It may be desirable to bring some of the historical character of old Jacksonville into the Town Center. The significance of Spanish baroque architecture on Florida and Jacksonville architectural style is well documented and may be an appropriate design direction. Any branding concepts should be a public/private decision.

## Types of Uses

Common Best Practice Uses are appropriate. It is suggested that a large multi-plex cinema and major convention hotel be considered as the major anchor tenants. "Big-box Retailers" (over 50,000 S.F.) may be allowed as up to 50% of the total square footage. Such retailers may be included as an incentive to initiate development.

Land Use	Land Area
Commercial Blocks	20% - 50%
Office Blocks	10% - 25%
Residential Blocks	30% - 70%
Public & Civic	10% - no max.
Public Parks & Green Space	5% - no max.

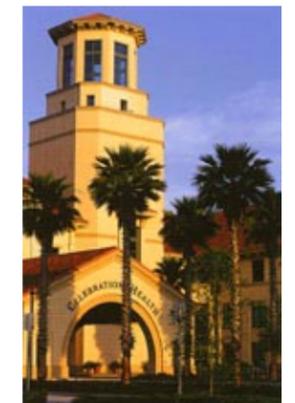
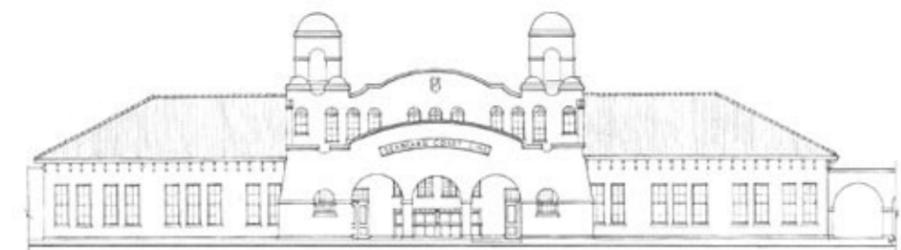
## Size Parameters of Prototypical Project

- **Site:** 70 to 100 Acres for the North Jacksonville Town Center, The surrounding District may contain additional acreage of residential, office or light manufacturing civic and public opens space uses.
- **Uses:** (Subject to Detailed Economic Analysis)
  - o Commercial: 200,000 to 400,000 Square Feet
  - o Office: 100,000 to 200,000 Square Feet
  - o Residential: 525 to 1750 units
  - o Central Civic Space: 2 to 5 acres

**Recommended Mix of Uses:** (Subject to Detailed Economic Analysis)

## Intensity of Uses

- **Storefront:** 4 story max
- **Residential:** 2-10 stories (higher for vertically mixed buildings)
- **Residential:** 25 du/gross ac max



# DUNN AVENUE VILLAGE CENTER

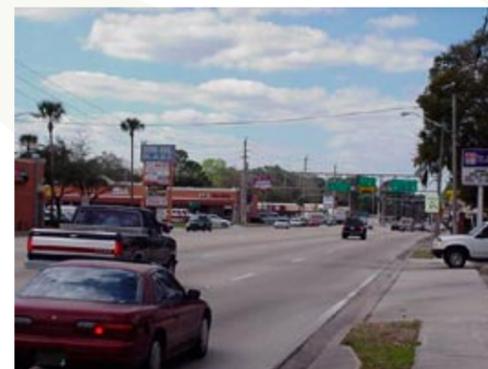
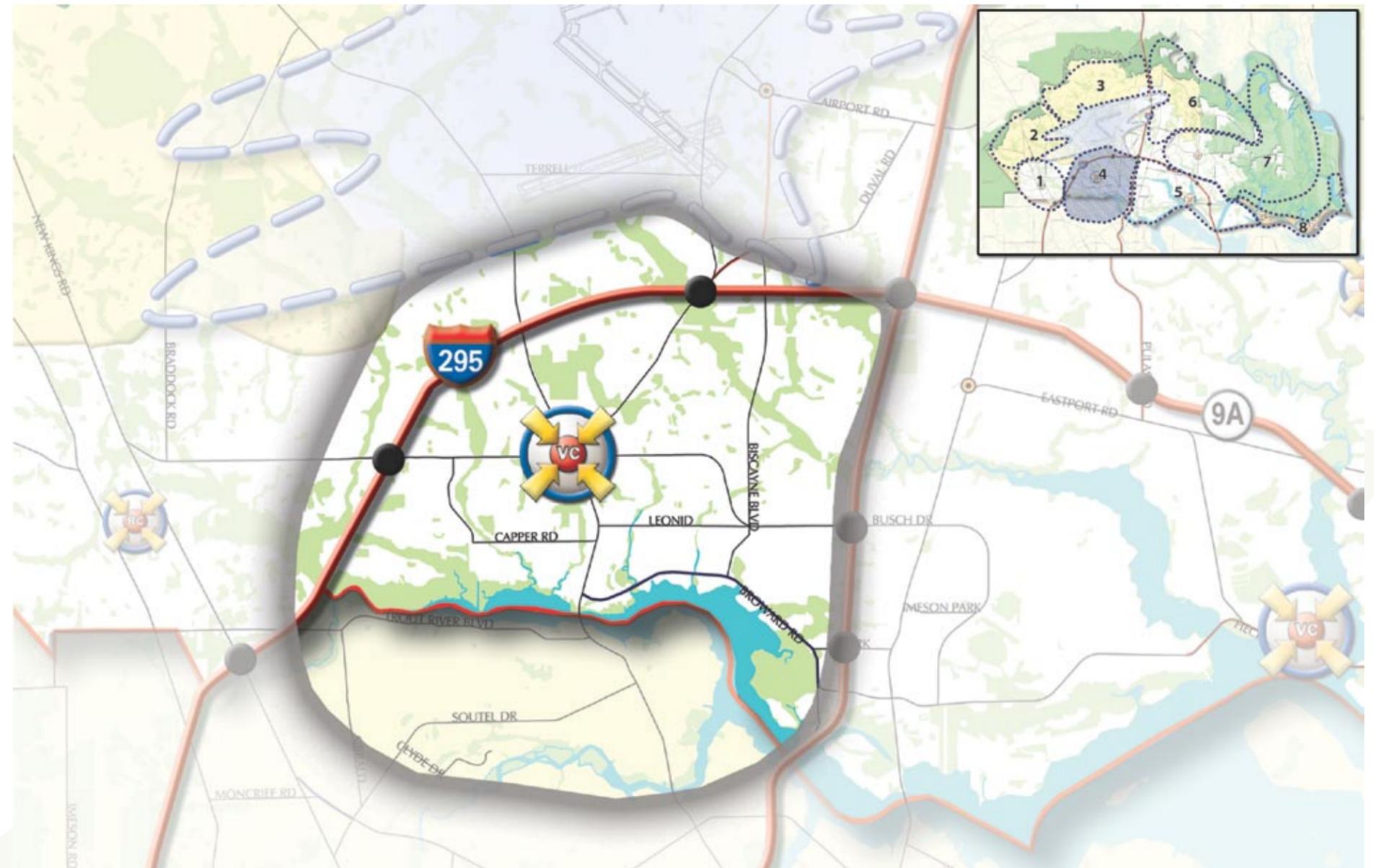
## Context

The Vision Plan identifies the intersection of Dunn Avenue and Lem Turner Road as the appropriate location of a Center. This location is within the proposed Dunn Avenue Corridor Redevelopment program. While all four quadrants of this major intersection may be redeveloped, over the next several years, it is likely that the market exists for development of only one quadrant. It is recommended that the southwest quadrant be considered for the initial project because it is a unified site of a community shopping center that is in decline. The other three quadrants will require significant land assembly efforts to create a sufficiently large site that will support creation of a true pedestrian oriented, mixed-use center.

## Concept

The Dunn Avenue Center is intended to create a mixed-use center that will serve as a higher intensity node of the Corridor Redevelopment Program. The Dunn Avenue Center will obviously serve demands of pass-by traffic, but more importantly to its success as a pedestrian oriented mixed-use center, it should serve the every day needs of: the neighborhoods that are generally bounded by the Trout River on the south, I-295 on the west and north and I-95 on the west; and areas to the south of the Trout River. (Market Area Map)

The Dunn Avenue Center will cause the redevelopment of an underutilized shopping center that will help to transform the suburban neighborhoods of Dunn Avenue into a more cohesive community by providing a pedestrian oriented gathering place for shopping, entertainment, and civic functions. The implementation of this project may require City incentives. The expansion of the JIA Redevelopment Agency boundaries to include this site or the establishment of a separate TIF district for the intersection is a powerful and proactive implementing tool.



# DUNN AVENUE VILLAGE CENTER

## Branding Character and Image

Because the Dunn Avenue Center is predominately a retail center that will act as a unifying element for several suburban neighborhoods, the story of the center should be told within the context of a “Historic Florida Downtown.”

- Entry features should establish the Center boundary
- A major icon should define the village center;
- A sense of arrival should be established by:
  - o “Soft entry” tree/landscaped area preceding center “welcome” sign;
  - o Dunn Avenue surface material change (brick or paver) or color change to identify entry to the Center , designate arrival and create a sense of place,
  - o Center graphics, sidewalks and street lighting / street furniture should be introduced at the Center boundary;
  - o Dunn Avenue landscaping:
    - Medium sized, ornamental trees,
    - Layered planting, flowering with non-flowering, for seasonal transitions,
    - Formal axial placement in median and roadsides,
- Store front Area boundaries should be delineated by:
  - o Wider Sidewalks
  - o Street Lighting
  - o Area graphics
  - o Street furniture
  - o Street Trees/landscaping within sidewalk “planters”



## Types of Uses

The uses described in the Common Best Practices are appropriate and will be refined by detailed market research. It is suggested that a smaller multiplex cinema, government facility, or farmers market be considered for anchor tenants.

Land Use	Land Area
Commercial Blocks	20% - 60%
Office Blocks	10% - 25%
Residential Blocks	25% - 40%
Overall Non-Residential	30% - 60%
Public & Civic	10% - no max.
Public Parks & Green Space	5% - no max.

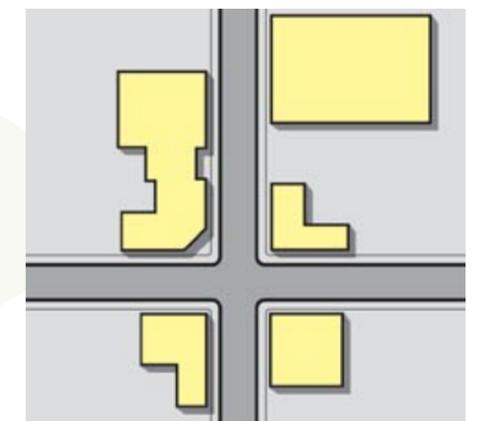
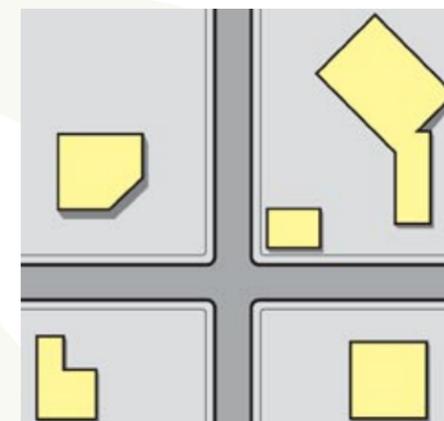
**Size Parameters of Prototypical Project:** (Subject to Detailed Economic Analysis)

- Site: 25 to 35 Acres
- Uses:
  - o Commercial: 100,000 to 200,000 Square Feet
  - o Office: Square Feet 40,000 to 60,000 Square Feet
  - o Residential: 75 to 170 units
  - o Center Square 1 to 2 acres

**Recommended Mix of Uses:** (Subject to Detailed Economic Analysis)

## Intensity of Uses

- **Storefront** 2 story max
- **Residential** 12 Units Per Gross Acre (higher for vertically mixed buildings)



REPLACE THIS...

...WITH THIS

# RIVER PORT VILLAGE CENTER

## Context

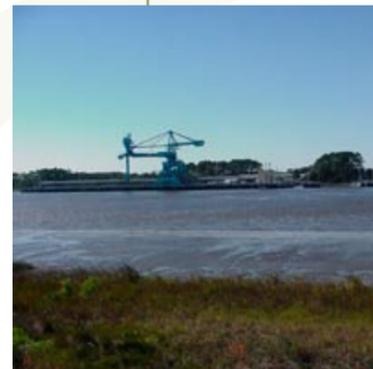
The Vision Plan identifies the Heckscher Drive - Dames Point Area as the location of a River Port Village Center. The precise location is not determined, but should be centrally located on the waterfront within the industrial and port facility area.

## Concept

To create a visually distinctive, medium intensity, mixed-use center that will: serve the daily needs of the industrial/port facility area employees and visitors; provide limited residential opportunities in close proximity to area work places; help change the image of this industrial port facility area. The center will be a mixed-use development including: retail, restaurant and entertainment venues; office, light manufacturing and marine related facilities; and residential - lofts/apartments above ground floor commercial development and multi-family products in fringe areas. The central waterfront/commercial district should be oriented to the water with the river as the focal point

The project should be sized to serve through traffic, but more importantly it will serve the estimated 6,800 employees (projected to be 8,000 by 2025) of the surrounding industrial and port related activities. (Market Area Map)

It may be possible that the Center could be a component of a larger In-Fill Master Planned Community that necessitates a conversion of industrial land uses to Master Planned Community.



# RIVER PORT VILLAGE CENTER

## Branding Character and Image

The River Port Center is predominately a mixed-use development that incorporates characteristics reminiscent of redevelopment projects within older commercial ports. Its storyline should be told within the context of a late nineteenth century inner harbor industrial/warehouse district.

- A sense of arrival should be established by
  - o a “soft entry” featuring landscaping that precedes the boundary of the center
  - o a formal roadway icon or entry feature to delineate the entry from the major roadway.
  - o sidewalks/paths street lighting originate at boundary line.
  - o area graphics and signage introduced by/at “welcome” sign.
- The streetscape should incorporate “nautical-themed” street lighting, street furniture and signage to reinforce the River Port Village storyline and the connection to the water.
- An internal road system should lead directly to the main water front square and the Center should be positioned linearly along the riverfront with Village Center activity oriented toward the water.
  - o Create a waterfront gathering place or square that allows visitors to capture the character of a working port.
  - o Create a river-walk of brick, cobblestone, wood or combination.
- Architectural massing and features, and building placement and materials should reinforce the inner harbor character of the River Port Village storyline.
  - o As in period waterfront development, the principle entrances and/or windows may be oriented towards the waterfront or the main storefront street.
- Architectural details, including building materials, should reinforce a working-port character and should be of brick, with wood, stone and metal details, metal, wood shingles or built-up roofs and canvas or metal awnings.
  - o Limited use of cupolas, rooftop walks and tower elements is encouraged.
- Parking should be:
  - o placed away from the waterfront in richly landscaped areas to the rear and the sides of buildings.
  - o enhanced by the use of cobblestone, brick, pavers or combination.

## Types of Uses

In addition to the common village center uses, marine related uses such as sport fishing and commercial marinas, seafood businesses and motels, should be considered for anchor tenants.

Land Use	Land Area
Commercial Blocks	55% - 85%
Office Blocks	0% - 15%
Residential Blocks	25% - none
Public & Civic	10% - no max.
Public Parks & Green Space	5% - no max.

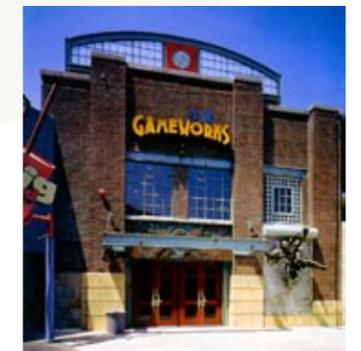
**Size Parameters of Prototypical Project:** (Subject to Detailed Economic Analysis)

- **Site:** to Acres
- **Uses:**
  - o **Commercial:** 150,000 to 250,000 Square Feet
  - o **Office:** 20,000 Square Feet to 40,000 Square Feet
  - o **Residential:** to
  - o **Center Square:** .5 to 2. acres

**Recommended Mix of Uses:** (Subject to Detailed Economic Analysis)

## Intensity of Uses

- **Storefront:** 3 stories
- **Residential:** 40 du/gross ac



## LOW COUNTRY VILLAGE CENTER

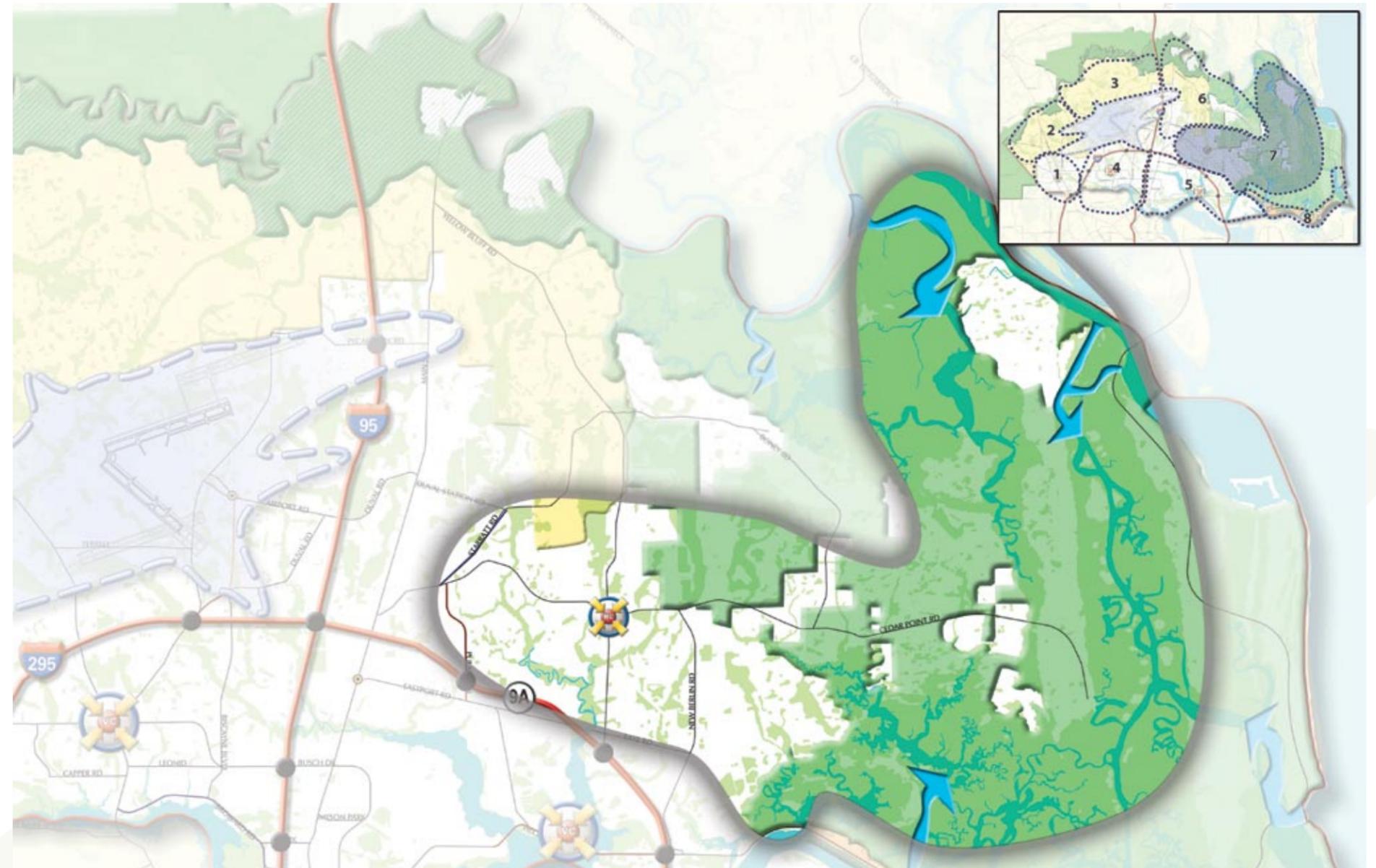
### Context

The Vision Plan identifies the Low Country Road and Yellow Bluff Road intersection as the location of the Low Country Village Center. Current market conditions, existing development patterns and environmental features may limit the initial Center to the northwest quadrant. Over time, the southeast quadrant may be appropriate for a smaller expansion of the Village Center concept.

### Concept

The concept of the Low Country Village Center is to create a highly themed, low intensity, mixed-use center to serve the daily needs of the residents of surrounding neighborhoods, and to provide some internal residential opportunities. The Center should contain a mix of uses consisting of a core storefront area of retail, restaurants, and office with some surrounding residential uses. The development program should encourage, but not require offices and apartments above ground floor storefront uses.

The market for this project on this green field site is considered strong and growing. The application of best practices in the development review process should be all that is required to implement this Center.



# LOW COUNTRY VILLAGE CENTER

## Branding Character and Image

The Low Country Center's story should be told in the vernacular of a late nineteenth century Low Country Architecture, incorporating uses and architectural characteristics reminiscent of small towns in South Carolina, Georgia and North Florida. The architectural details and use of building material details should create the low country character. Building materials should be of clapboard siding, shakes, brick or smooth stucco, with awnings of canvas, roofs of metal or wooden shingles, and details of wood, shakes, brick, stone or metal.

- A sense of arrival should be established by:
  - o a "soft entry" featuring landscaping that precedes the boundary of the center;
  - o a formal roadway icon or entry feature to define the entry from the major roadway.
- A classic small town roundabout or town square with a focal element should be provided within the rural village core at the storefront street intersection. The intersection should be defined by building placement and architectural details;
- A Landmark building or focal element should be located at the intersection of Low Country Road and Yellow Bluff Road to define the Village Center, but an internal street system should be created to establish a storefront street.
- Building materials should be:
  - o clapboard siding, shakes, brick or smooth stucco, with details of wood, shakes, brick, stone or metal as appropriate;
  - o storefront details of wood, brick, stone or metal;
  - o awnings of canvas or metal;
  - o roofs of metal or wooden shingles.
- The character of the Low Country Rural Village Center should be enhanced through the use of:
  - o appropriate architectural massing and features, and building placement and materials;
  - o appropriate roof pitches on or about thirty degrees;
  - o such low country features as wide porches beneath shallow pitched, overhanging roofs and;
  - o raised building foundations.
- The streetscape should include:
  - o historically derived street lighting, street furniture and signage to reinforce the Low Country Center storyline;
  - o sidewalks and street lighting introduced at boundary line;
  - o village graphics introduced by/at "welcome" sign.

## Types of Uses

The uses describe in the common best practices may be appropriate. A small corner grocery store, post office or local farmers market should be considered for an anchor tenants.

Land Use	Land Area
Commercial Blocks	20% - 60%
Office Blocks	10% - 25%
Residential Blocks	30% - 50%
Public & Civic	10% - no max.
Public Parks & Green Space	5% - no max.

**Size Parameters of Prototypical Project:** (Subject to Detailed Economic Analysis)

- **Site:** 15 to 25 Acres
- **Uses:**
  - o **Commercial:** 50,000 to 150,000 Square Feet
  - o **Office:** Square Feet 10,000 to 50,000 Square Feet
  - o **Residential:** 50 to 150 units
  - o **Center Square:** 1.5 to 2.5 acres

**Recommended Mix of Uses:** (Subject to Detailed Economic Analysis)

## Intensity of Uses:

- **Storefront** 1 to 2 stories
- **Residential** 12 du/gross ac max



## DINSMORE VILLAGE CENTER

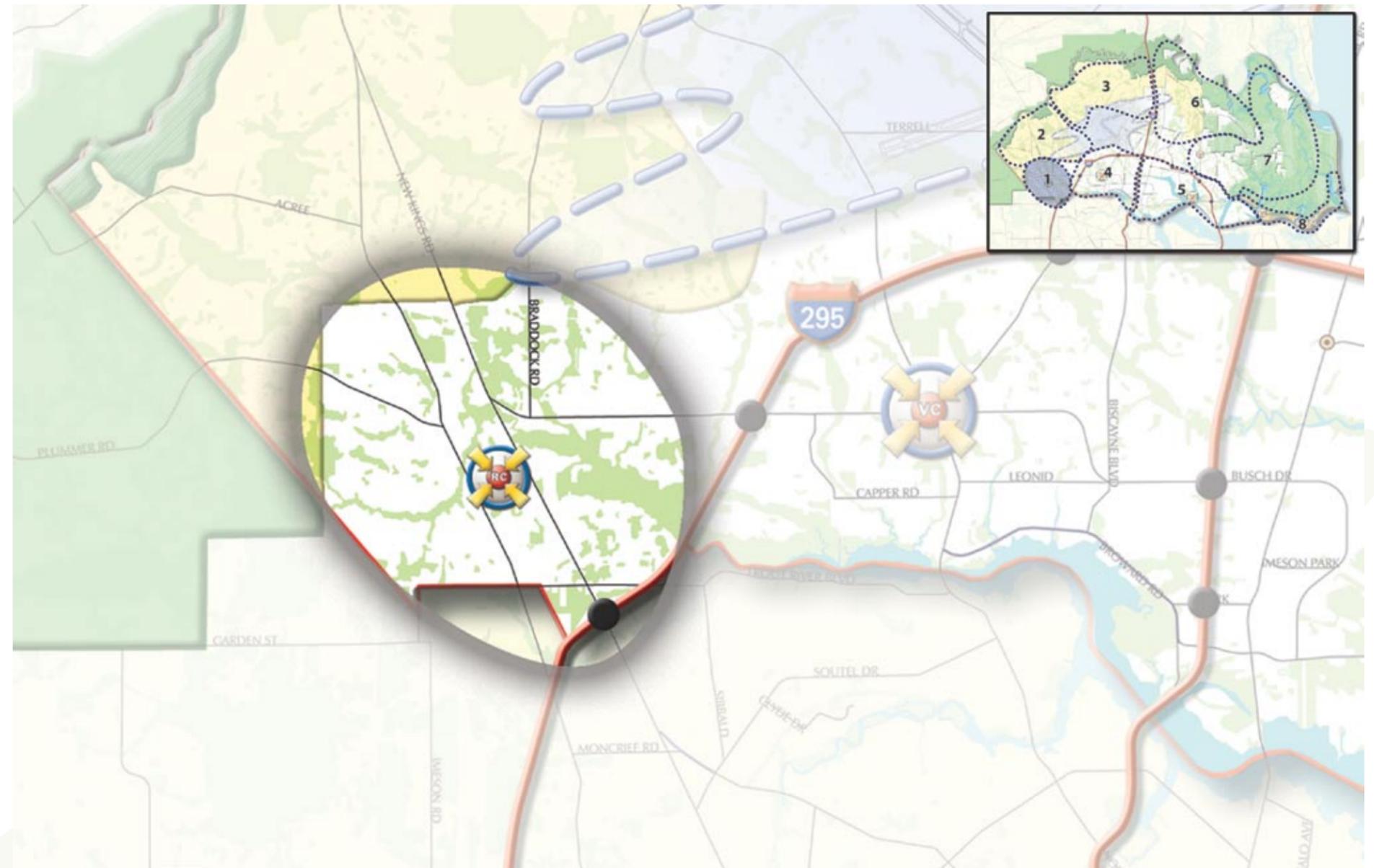
### Context

The Vision Plan indicates that the Dinsmore Village Center should be centrally located in the older grid system area of Dinsmore on the west side of U.S.-1. A specific location has not been determined and requires a more detail analysis.

### Concept

The concept of the Dinsmore Village Center is to create a compact and concentrated area for shopping, business services and cultural opportunities at a small scale consistent with the low-density patterns of the surrounding Dinsmore area. The Dinsmore Center should be design to serve as a focal point and pedestrian oriented gathering place and to serve the daily needs of the residents of surrounding neighborhoods and should be designed to be expanded over time.

- The project should ultimately cover the frontage of both sides of approximately two Dinsmore blocks.
- Initially, the project could be limited to the four quadrants of an intersection of existing local roads if the selected site is located one or two blocks from U.S.-1.
- If the selected site is located on a perpendicular side road, the initial project may be located at the entrance from U.S.-1



# DINSMORE VILLAGE CENTER

## Branding

Because of the rural setting, the Dinsmore Village Center story should reflect a small main street reminiscent of rural North Florida in the early twentieth century. Typical of traditional rural main streets, mixed-use development in the town center should give way to detached residential development that extends to the edge of town.

Commercial buildings should be rendered principally in brick, though the use of wood and stone is appropriate, with brick, metal, stone or pre-cast details. Storefronts of wood or metal with awnings of canvas or metal are most appropriate. Building facades may be terminated with a metal or shingle roof or with a flat-roofed “false fronts” trimmed with a metal, brick or pre-cast cornice.

- A sense of arrival should be established by:
  - o a “soft entry” featuring trees and landscaping preceding the boundary of the Center
  - o a formal entry feature to define the entry from U.S.-1 and introduce village graphics;
  - o sidewalks street furniture and street lighting originate at boundary line;
- A classic small town roundabout or town square with a focal element should be provided at the main street intersection.
- The streetscape should reinforce the storyline with historically derived street lighting, street furniture and signage.

## Types of Uses

The uses describe in the common best practices may be appropriate. The center should contain a civic use such as a church, community center or post office as a focal point. Above ground floor office and residential apartments should be encouraged, but not required. The residential component of the project is the existing residential in the surrounding Dinsmore community.

Land Use	Land Area
Commercial Blocks	50% - 90%
Office Blocks	0% - 10%
Public & Civic	5% - no max.
Public Parks & Green Space	5% - no max.

## Size Parameters of Prototypical Project

- **Site:** 5 to 10 Acres
- **Uses:**
  - o **Commercial:** 5,000 to 25,000 Square Feet
  - o **Office:** Square Feet 0 to 2000 Square Feet
  - o **Center Square or Roundabout:** .5 Acres

**Recommended Mix of Uses:** (Subject to Detailed Economic Analysis)

## Intensity of Uses:

- **Storefront:** 1 to 2 stories



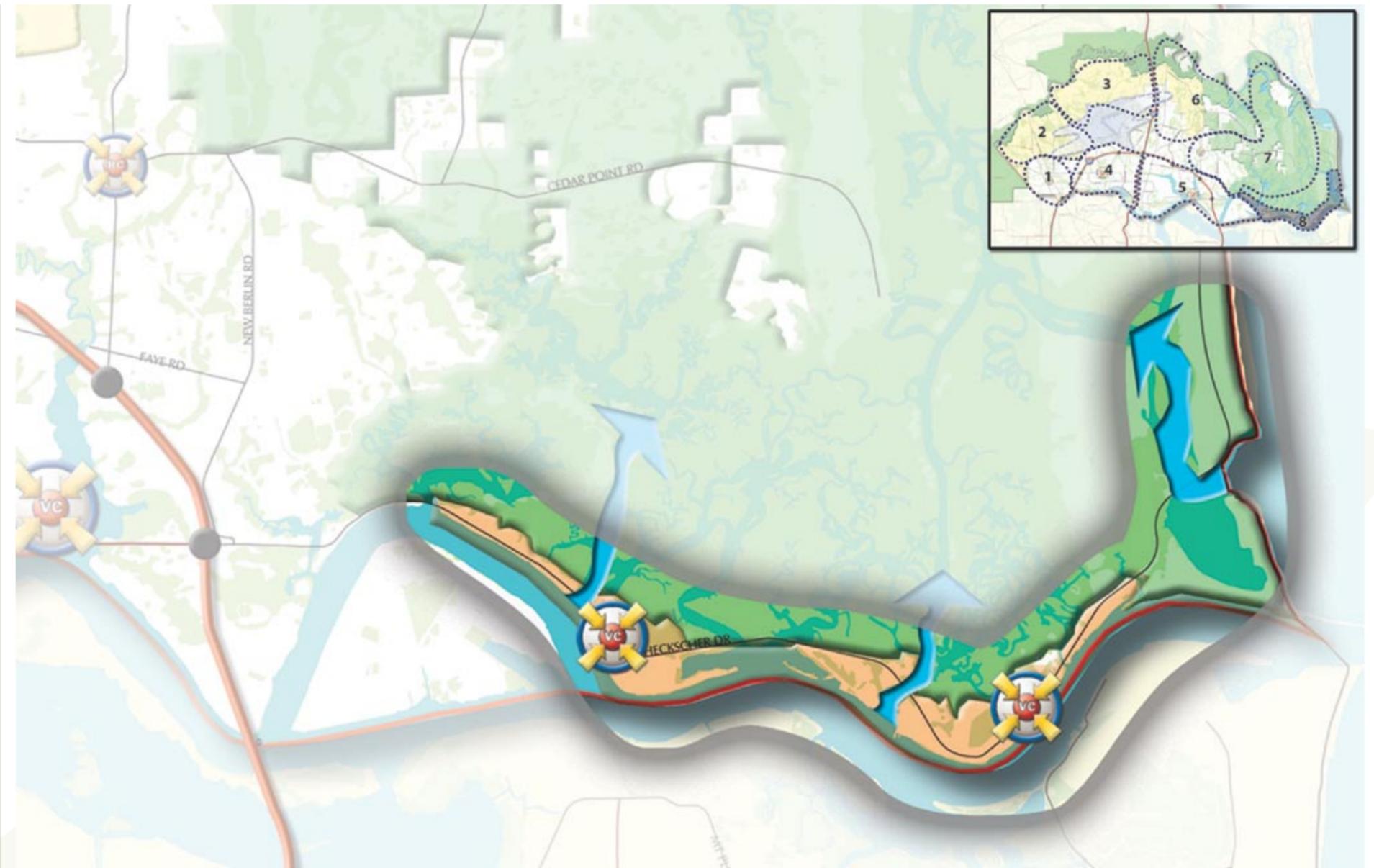
# HECKSCHER ISLANDS RIVER CENTER

## Context

The Vision Plan recommends the creation of the Heckscher Islands River Center and identifies a site near the Ferry Landing on the south side of Heckscher Drive as the Center location.

## Concept

The project should create a visually distinctive, low intensity, mixed-use destination center that will serve: the daily needs of the residents of the Heckscher Islands; the sporadic needs of through traffic; and the specific needs of destination visitors to the beaches, the Great Timucuan Park, and Fort George Island and Kingsley Plantation. The center should contain a mix of uses including: retail (convenience and specialty); restaurant and entertainment venues; and lodging (at a size and scale compatible with a low intensity destination). Residential development above the ground floor uses is encouraged. The central waterfront/commercial district should be defined by a Center Square containing a significant focal element. A market analysis is required to refine and size the potential uses, and design the development program.



# HECKSCHER ISLANDS RIVER CENTER

## Branding Character and Image

A nautically themed story line should define the Village Center that incorporates uses and characteristics that are reminiscent of small coastal towns or villages located directly on the waterfront. Buildings should be designed to contrast with surrounding detached residential development that is characteristic of Heckscher Drive development. Buildings should be built of clapboard wood shakes, brick, or smooth stucco with canvas awnings and roofs of standing seam metal or wood shingles. Architectural details should be made of wood brick, stone or metal.

- Create a “sense of arrival” with a soft entry. Specialty themed sidewalks/paths, landscaping and street lighting could originate at the boundary line of the Village Center with unique Village graphics introduced by a welcome sign.
- The Center should be positioned linearly along the riverfront and Village Center activity should be oriented toward the water.
  - o Create a waterfront gathering place or square that allows visitors to capture the character of a working port.
  - o Create a river-walk of brick, cobblestone, wood or combination.
- The Village Center may be defined by: nautically themed pedestrian lighting, street trees and street furniture, on-street parking and cobblestone or brick sidewalks.
- Waterside buildings should front a waterside square, plaza or the river walk.
- Roof lines should be varied and include the use of cupolas, rooftop walks and tower elements.
- Paved streets and parking areas should include accent treatment of cobblestone, brick or similar product.

## Types of Uses

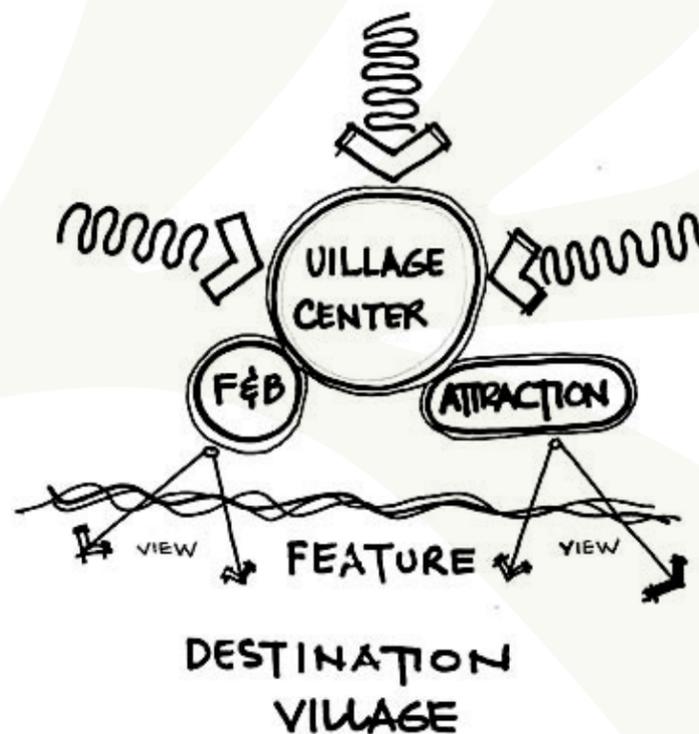
Uses should be predominantly destination type restaurants, limited specialty retail, and perhaps some limited office/service uses. Residential units above ground floor storefronts should be encourage but not required.

## Size Parameters of Prototypical Project

- **Site:** 5+ Acres
- **Uses:**
  - o **General Commercial:** 5,000 to 30,000 Square Feet
  - o **Office:** Square Feet 0 to 2,000 Square Feet
  - o **Water Front Square:** .5 Acres

## Intensity of Uses

- **Storefront:** 3 stories

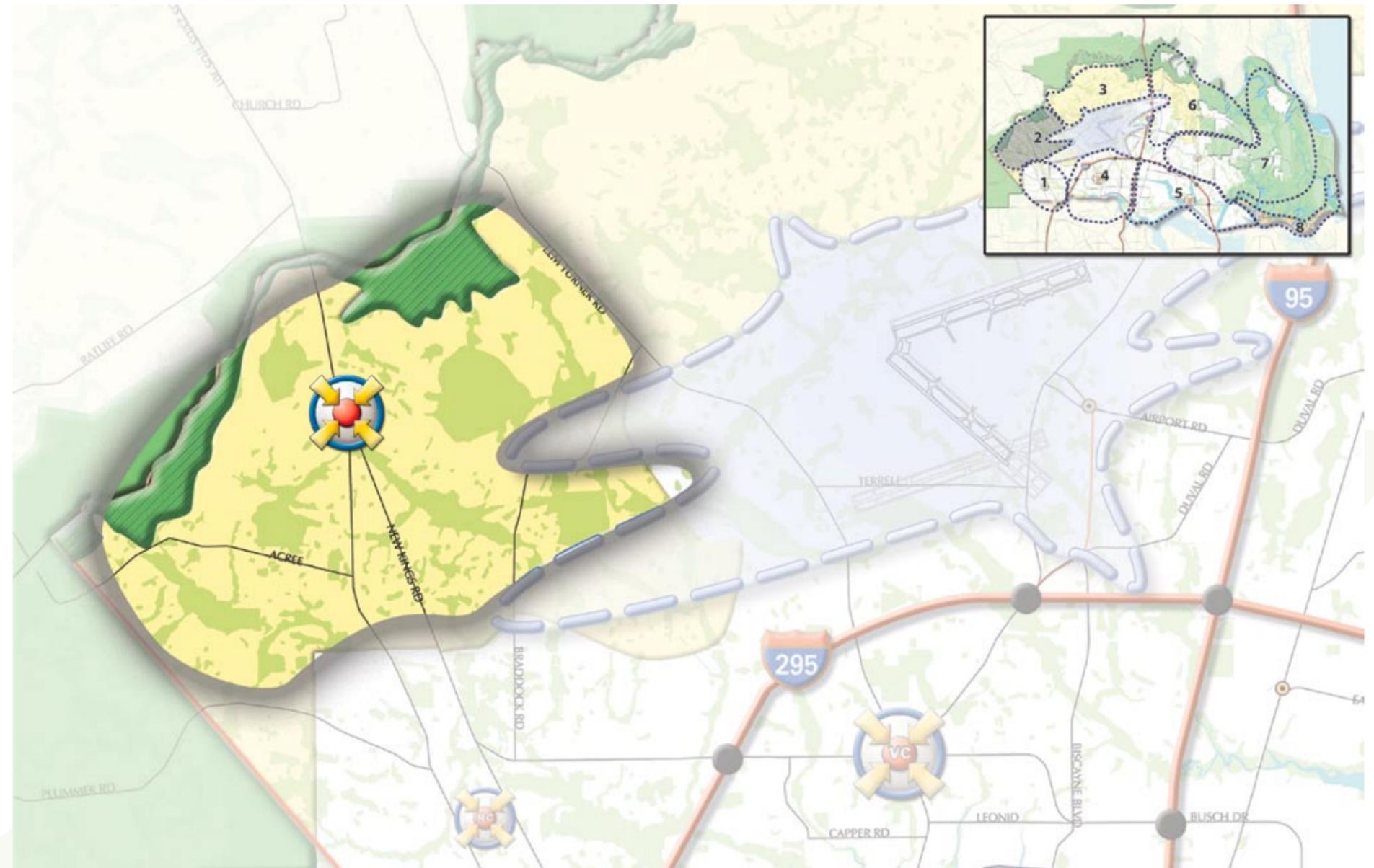


## VILLAGE CENTERS FOR MASTER PLANNED COMMUNITIES

### Context

New communities in North Jacksonville should be encouraged to develop in the form of Master Planned Communities. These Master Planned Communities should form a sustainable development pattern that results in a series of suburban villages that reinforce the advantages of living in a community as opposed to individual, unrelated subdivisions.

The Village Center of the recommended Master Planned Communities (MPC) represents the central focal point for life within the MPC. It is pedestrian in scale and allows for a mix of uses to support the surrounding neighborhoods. The mix of uses should allow for people to live, work, shop, go to school, exercise, receive health care, and be entertained. It is the highest level in the hierarchy of place within an MPC and is therefore connected to the surrounding neighborhoods by both vehicular and non-vehicular pathways.



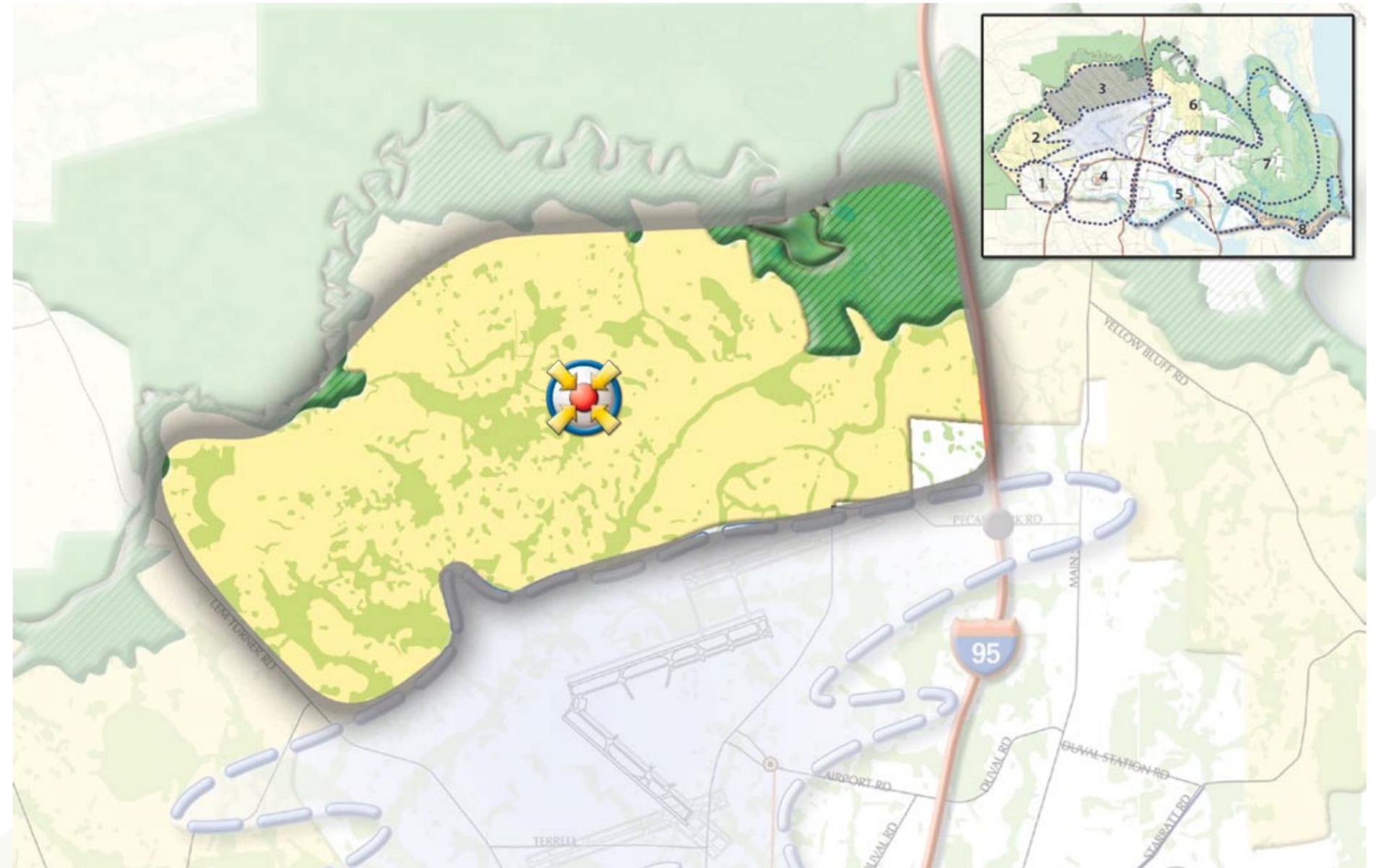
## VILLAGE CENTERS FOR MASTER PLANNED COMMUNITIES

### Concept

When higher density multifamily properties are mixed with retail, office and other related uses, you achieve what has commonly been referred to as an “urban village.” The major difference between the urban village and the Town Center previously described in this section is a higher intensity of residential uses and a lower emphasis on commercial uses. Residential development should be located either over retail and office uses in the core of the Village Center or in highly urban neighborhoods immediately adjacent to the Village Center.

The Village Center, its size, function, location, density and design should be market driven. The success of the Village Center relies on the surrounding neighborhoods to consist of at least 3,000 dwelling units. This minimum size is required to support a grocery and related uses to serve the retail commercial needs of the surrounding community. The location of the Village Center should generally be within a one-half mile radius of the neighborhoods within the MPC. The highest density residential permitted in the MPC should be located in the Village Center to insure housing diversity, increase the opportunity to insure housing affordable to all who work in the MPC, reinforce the viability of commercial uses in the Village Center, and provide the security of having people in the Village Center 24 hours each day.

The Village center should allow for a center focus in the form of a village green or civic space and should provide a site or sites for educational uses in the form of an elementary or middle school to help create the identity and sense of community for the MPC.



# MASTER PLANNED COMMUNITIES

## Branding Character and Image

Each MPC Village Center should incorporate an architectural theme that reflects the community character desired by the MPC developer. The theme should be reinforced by design cues in the form of signage, lighting, building, storefront facades, storefront architecture and streetscaping throughout the pedestrian oriented mixed-use center.

## Types of uses

The types of uses identified in the common best practices are appropriate. This use mix should encourage a fine grain of architecture, site planning and development. With the possible exception of the grocery store, street oriented retail and restaurants should be located to create a main street, with opportunities for office and residential above retail.

## Recommended Mix of Uses

Land Use	Land Area
Residential Blocks	30% - 75%
Mixed Use Blocks	15% - 40%
Public & Civic	10% - no max.
Public Parks & Green Space	5% - no max.

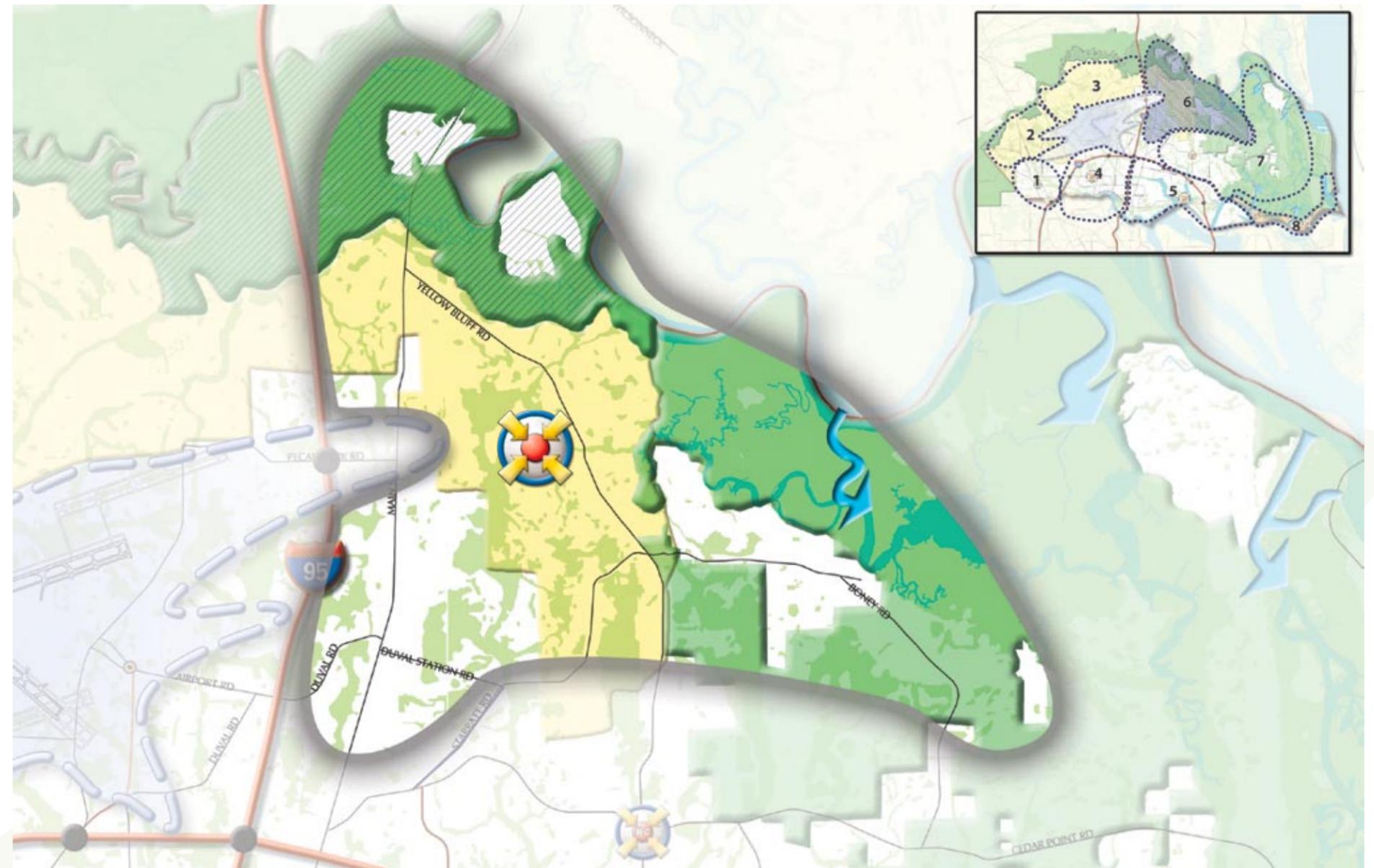
*\*Above ground floor residential units are allowed beyond maximums above.*

## Size Parameters of Prototypical Project:

- Site: 40 to 60 Acres

## Intensity of Uses

- Storefront: 1 to 3 stories
- Residential: 25 du/gross acre if included in a mixed use building



## MASTER PLANNED COMMUNITIES

Over the last several decades, suburban development has boomed in and around the City of Jacksonville. The building style of these new suburbs lost touch with the community design principles that the City's older residential districts and neighborhoods such as San Jose and San Marcos.

### The result has been:

- The development of indistinguishable subdivisions, which have leapfrogged across the metropolitan area, driven by higher and higher land costs and the demand for new housing.
- These subdivisions have been shaped primarily by the suburban model of low density, single-family homes, separated from other supporting uses.

The fact that this pattern of suburban sprawl is taking a toll on the quality of life is almost universally accepted.

Unlike most metropolitan areas, the City of Jacksonville has taken extraordinary steps to deal with the impacts of suburban sprawl in the form of the Better Jacksonville Program. While this program has done an outstanding job of addressing traffic congestion and the acquisition of irreplaceable natural resources, there needs to be a complementary land use solution that will allow for the development of great communities that will stand the test of time.

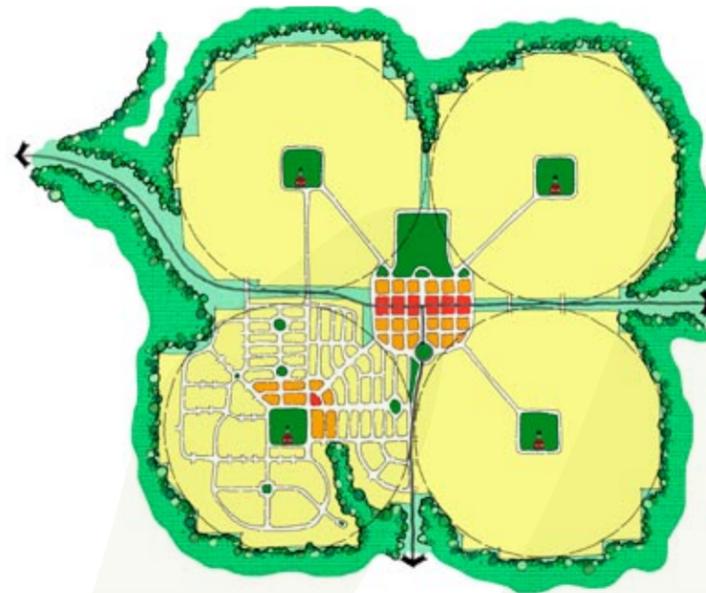
### Key Principles

Key principles that guide the application of best practices for Master Planned Communities and Cluster Development to ensure proper evaluation and preservation of conservation areas in a systems approach are as follows:

- Enhance the City of Jacksonville Greenway System: Utilize development incentives to provide continuous connections of conservation areas along the northern and western boundaries of North Jacksonville that are identified for conservation through the Conservation and Recreation Lands (CARL) program.
- Provide incentives to encourage land owners to maintain a green buffer along the Nassau River and tributaries along the boundary of North Jacksonville in exchange for development rights.
- Encourage the use of Cluster Development and MPC development that utilize the North Jacksonville Greenway as an amenity to the development and, where appropriate, for passive recreation uses.
- Provide for a continuous connection along the northern boundary of North Jacksonville to reinforce the image of the area as the premier location for environmental assets of the region.

These key principles respond to the following Vision plan Mantras:

- *Change the Economic Paradigm*
- *Connect with the Environment*
- *Create Great Neighborhoods*



### Context

The Vision Plan for North Jacksonville has identified those areas, beyond the existing urban service area, where the development of master planned communities should be encouraged.

- This encouragement will not only support the economic development of North Jacksonville, but will provide an important option for the continual sprawl of development north along I-95 into Nassau County.
- The provision of land for growth of master planned communities is designed to prevent a repeat of the sprawl of development to cheaper land associated with development located in St. Johns and Clay Counties.

### Master Planned Communities are proposed for:

- New areas designated on the Vision Plan and
- Any areas within the current urban service area where sufficient land exists to accommodate the mix of uses, open space and civic space required to support this form of development.

### Concept

During the process of developing the North Jacksonville Vision and Master Plan, stakeholders, steering committee members and residents have expressed a desire for new development to take the form of complete communities. Public input has stressed that new development be designed to address that intangible sense of neighborhood and belonging that provides the critical framework within which generations can learn and grow, interact, mature, thrive and evolve.

From a pure economic development standpoint there is a need for mixed use, highly amenitized, Master Planned Communities to draw new business into the North Jacksonville area.

- Based on the Case Studies (see North Jacksonville Community Profile) of communities with similar characteristics, business location and relocation decisions place a strong emphasis on the availability and proximity of highly amenitized master planned communities that includes executive housing.
- Home buyers, especially those at the highest economic levels, will opt to live in those communities that are designed to enhance livability, facilitate social interaction, and foster a sense of community.

Development of MPCs Provides the most effect method to accomplish large scale eco-system management and preserve connected wetlands and associated uplands in a unified manner. This strategy could incorporate habitat protection with passive recreation. In return for MPC approval, large areas of sensitive land and associated uplands could be dedicated to preservation, including developer funding for public trails and low impact facilities on dedicated lands.

### Types of Uses

Master Planned Communities (MPC) should contain a mix of uses but be oriented toward their primary function as a residential community and as a suburban village. The focal point of the MPC and should contain a pedestrian oriented, mixed use Village Center as described in the previous section.

### Size Parameters of the Project

The MPC should generally contain 1,000 gross acres and be capable of accommodating a minimum of 3,000 dwelling units. Development should occur within three complementary use districts:

- Village Center (see Section I Village Centers for Master Planned Communities)
- Village Urban Neighborhoods
- Village Suburban Neighborhoods

## NEW COMMUNITIES

### Village Centers

Village Centers should be located so that they are accessible to each neighborhood within the MPC by both vehicular and non-vehicular travel ways. They should be approximately 20-60 acres in size to insure adequate size to accommodate the necessary mix of uses. Density should range from 6-12 dwelling units per gross acre, with density incentives provided for buildings containing a mix of commercial and residential uses. Refer to previous section for MPC Village Center Best Practices.

### Village Urban Neighborhoods

Village Urban Neighborhoods should be directed at single family and multifamily residential development that can be accommodated within a density range of 3-6 dwelling units per gross acre. They should generally occur within a ½ mile radius of the edge of the Village Center District. Each Village Urban Neighborhood should provide a park space at the center of the neighborhood (generally ¼ mile walking distance) to address the recreational needs of the residents and, if required co-locate the neighborhood elementary school and the park.

### Village Suburban Neighborhoods

Village Suburban Neighborhoods should provide for single family residential uses in the range of 1-3 dwelling units per gross acre. Each Village Suburban Neighborhood should provide for a neighborhood park in the range of ½ mile walking distance of all residents. Where a school is required to serve the neighborhood or surrounding neighborhoods, it should be co-located with the neighborhood park.

### Parks, Open Space, Civic and Storm Water

Open Space for the MPC should generally account for between 40 and 50% of gross land area. The use of open space should address key community design elements including:

- Recreation
- Passive open space
- Neighborhood and District edges
- Environmental Systems Corridors/Jacksonville Greenways Systems/ Nassau River
- Community Trail System
- Civic Uses
- Storm Water Management Areas designed as community amenities.

### Planned Development

All MPCs should be entitled in the form of a Planned Unit Development or similar zoning district within the City of Jacksonville Land Development Code. Each Planned Unit Development should include development performance standards that address the common best practices included in the Vision and Master Plan for North Jacksonville as well as neighborhood guidelines for the following categories:

- Housing Diversity
- Housing design and orientation
- Parks
- Schools
- Street configuration/connectivity
- Street Design
- Streetscape
- Natural Features
- Phasing

### Establishment of MPC

Ideally, no changes to the land use designation currently in place on the City of Jacksonville Comprehensive Plan Future Land Use Map would take place in those areas designated on the Vision Plan for MPCs unless, the change was in compliance with the minimum size requirements and best practices contained in this section. In this regard, the change to the Comprehensive Plan is keyed to incentivizing the development pattern of suburban villages in the form of MPCs as opposed to incremental approval of small subdivisions.



## NEW COMMUNITIES

### Rural/Cluster Development

#### Context

The Vision Plan designates an area for Master Planned Communities that may also include Rural/Cluster development. Rural/Cluster Development is an alternative to the preferred form of development that is Master planned Communities.

#### Concept

To establish a base condition for large lot residential subdivision development in a rural setting with:

- Minimum lot size of ten acres
- Open drainage
- Limitations on clearing

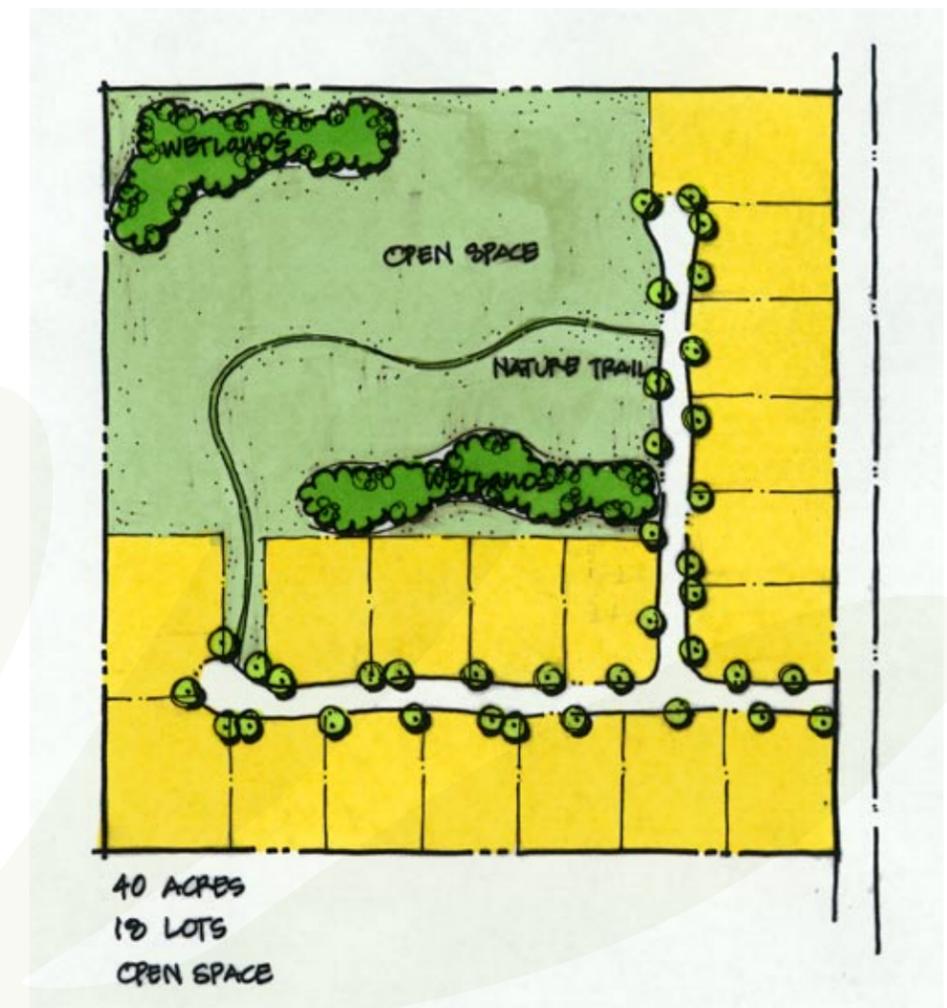
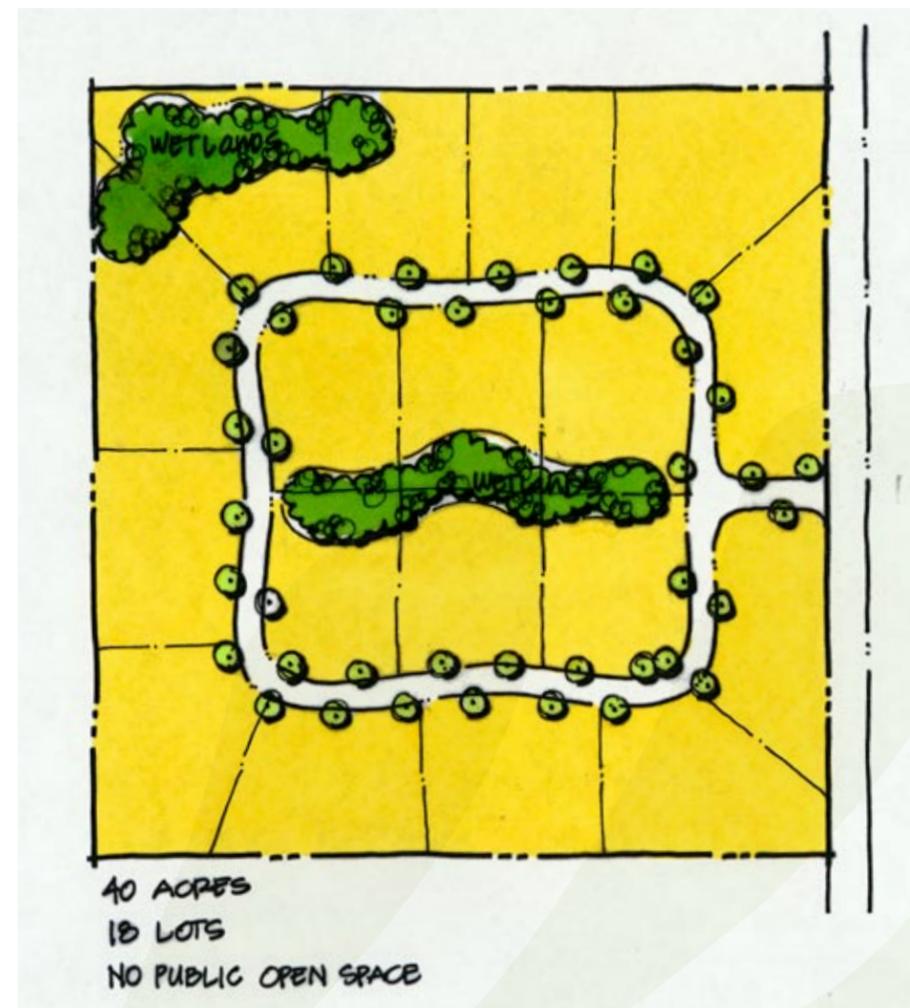
In addition to the basic ten-acre lot subdivisions two forms of Cluster Development may be permitted:

- Cluster Development on lots no smaller than one acre
- Cluster Development on lots smaller than 1 acre

Each type of Cluster Development should be allowed based upon meeting certain best practices. The approval of the higher density Cluster Development should be based upon adherence to best practices that provides greater environmental protection and public benefit.

To promote cluster development density incentives should be utilized based upon the following:

- Preservation of significant wetlands, uplands and environmentally sensitive lands
- Reservation of meaningful open space to provide for future:
  - o Road corridors
  - o Parks and pathways
  - o Public/Civic spaces
- Preservation of wildlife corridors with connections beyond the boundaries of a single development and limited road crossings
- Creation of recreational trail systems to connect the environmental preserve areas with the neighborhoods



# NEW COMMUNITIES

## Types of Uses and Intensity

**Base Condition:** Single family, 10-acre lot subdivisions

**Cluster Level # 1:** Single family, 1 acre (or greater), lot subdivision

**Cluster Level # 2:** Single family detached or attached units, less than 1-acre lot subdivision at a maximum density of 3 units per gross acre.

**Cluster Level # 3:** Single family detached or attached units, and townhouses, apartments exceeding 3 units per gross acre

## Size Parameters of the Projects

Insert Minimum size (if any) for cluster subdivisions

### Establishment of Cluster Level # 1

For land designated on the Vision Plan for MPC or Cluster Development that cannot be assembled into an MPC, the clustering on smaller lot sizes than permitted by the existing zoning in return for the creation of open space should be encouraged. This approach would allow for smaller lot sizes desired by the marketplace in a compatible arrangement with existing development under the following conditions:

- Clustered on lots no smaller than one acre.
- Provide for connectivity to surrounding Properties,
- Create a sense of place defined by open space,
- Set aside land for civic uses necessary to serve the community,
- Help to protect important natural resources, and
- Provides water system

### Establishment of Cluster Level # 2

Additionally, in certain instances, clustering may result in certain development pattern advantages, which may cause the City to consider density incentives or bonuses. Density bonuses, essentially the ability to develop on lots smaller than one acre, should be considered if one or some combination of the following circumstances occurs:

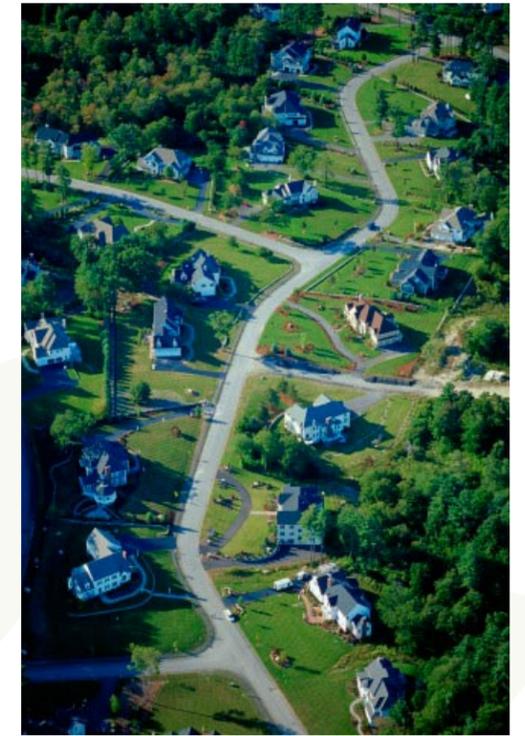
- Provides a set aside of open space to form a continuous open space or environmental systems corridor.
- Creation of upland areas for use as active or passive open space to serve residents of neighborhoods beyond those contained in the cluster development.
- Dedication of land for civic uses such as schools, fire, law enforcement, YMCA. Joint use for school, park and YMCA use to address needs of working parents, especially single working parents should be emphasized.

- Dedication of lands for logical extension of transportation and utility right-of-way or easements that will facilitate service beyond that necessary to serve the individual cluster development.
- Relieves congestion by facilitating a new connection between existing developments.
- Provides connection to an established MPC.
- Provides water and sewer.

### Establishment of Cluster Level # 3

It is recommended that density bonuses for any cluster development will not result in a gross density of greater than 3 dwelling units per acre, unless the cluster:

- Utilizes the Common Residential Best Practices found in Section I of this Master Plan
- Is an extension of an existing MPC and
- Achieves the best practices for Level # 2 above.



## CORRIDOR REDEVELOPMENT

Best practices for corridor redevelopment are a response to the desires of the residents of North Jacksonville for a better community image and to be served by higher quality retail and commercial services, without having to drive great distances as expressed in the following Vision Plan Mantras:

- *Create a Sense of Community*
- *Eradicate the Ugliness*

Many of the recommendations for implementing the Corridor Redevelopment Strategies are derived from the Urban Land Institute.

### Context

The Vision Plan recommends that two existing strip commercial sections should be provided an extensive, long term and phased program of redevelopment and improvement:

- Dunn Avenue, from Main Street through Lem Turner, and
- Main Street, from Dunn Avenue to Pecan Park.

The program should establish a greater pedestrian orientation of businesses and other uses and should be designed with retail shopping, entertainment, work places, civic facilities and parks that address the every day needs of the surrounding community.

### Concept

This section addresses the appropriate steps to take to: create suburban places that people like and return to; eradicate ugliness; and create greater values than are achieved with stand-alone buildings in a sea of asphalt. The corridor redevelopment program should create sustainable communities and support surrounding residential neighborhoods. Preparation of market-based Corridor Redevelopment Plans is the first step. This redevelopment plan should include the following potential elements:

- Identification of properties for re-use/re-assembly for redevelopment opportunities.
  - o The Dunn Avenue Center will serve as a higher intensity node along its corridor and other smaller sites at intersection locations may lead to smaller mixed-use projects.
- Establishment of distinct corridor planning districts with plans for:
  - o Public participation and communication
  - o Planning district character using sketches, photos
  - o Land use and density ranges
  - o Design standards for new or rehabilitated buildings, parking lots and open spaces.
  - o Traffic taming/calming
  - o Public realm: open space, street trees, street furniture and signs.
  - o Utilities (underground power, phone lines etc.)

- o Buffers and access to neighborhoods.
- o Financing

### Define Management Responsibility

Establish a formal planning & management entity, perhaps a combination of the JIA Redevelopment Agency and local businesses and citizens, for each phased project area that is subordinate to the JEDC that will take ownership of the selected areas and manage their future and perform the following:

- Initial a Market Analysis
- Reach consensus on a Redevelopment Plan
- Participate in development and redevelopment
- Acquire, assemble and parcel out land for preferred in-fill development
- Coordinate actions of public agencies and financing
- Focus on security, traffic and parking, collecting, maintaining & disseminating data, and marketing and promotion

### Know the Market (Perform a Market Analysis)

Identify the Dunn Avenue and Main Street trade area and understand their unique potential.

- It is important to determine a realistic assessment of where the strip fits in the overall retail market and how it will change.
- As important as pass-by traffic is the role of the surrounding neighborhoods, in terms of population, income, growth and levels of access.
- Understand the Future Market: The Management Entity should work to determine the evolving pattern of strip development over the coming years.
  - o An aging population, people remaining single longer, and two income households are prevalent trends that are changing retailing.
  - o Pedestrian friendly, mixed-use settings with amenities available such as parks, entertainment, cultural activities, public services and restaurants are desired by residents of North Jacksonville.



## CORRIDOR REDEVELOPMENT

### Prepare a Traffic Study

Traffic is the lifeblood of the strip, but poor design can strangle it and congestion and inconvenience will cause shoppers to avoid it. Traffic planning should strive to resolve the inherent conflict between through traffic and destination traffic and focus on the following:

- Create a landscaped median where possible.
- Create designs that work with markets differences along the corridor.
- Consider the potential of:
  - o Frontage roads
  - o Parallel local streets
  - o Limiting access points
  - o Linking parking lots
  - o Providing turn lanes
  - o Coordinating traffic signals
  - o Adding bus lanes, bikeways, pedestrian links and transit stops

### Streetscape Elements

Develop and implement Corridor Streetscape Plans in manageable phases, but with some key aesthetic elements:

- Provide mature trees, landscaped medians and lush green areas along the edges located to enhance, not detract from retailing.
- Create attractive walkways and continuous street front experiences to maximize the pedestrian environment and afford opportunities for increased retailing.
- Design sidewalks to be wide, safe, shady and appealing.
- Provide a hierarchy of direct and indirect pedestrian scale lighting that illuminates sidewalks, highlights buildings and icons. (No Yellow Cast Sodium Vapor Please)
- Provide high quality street furniture.
- Place power lines underground

### Provide Alternatives to Over Abundance of Retail Zoning

By providing viable alternatives to retail zoning and reducing the over abundance of retail along the strips, quality retail growth and revitalization of existing retail uses is encouraged. Some methods are:

- Structure zoning to encourage higher density office development and mixed use projects containing housing, civic spaces, recreation facilities and open space.
- Stimulate/incentivize in-fill development that is mixed-use and pedestrian oriented.
- Provide for Big-Box Retail at the Power Center sites or with the Town Center or Dunn Avenue Village Center and restrict them from these strips.

### Diversify the Character

Develop a plan for the strip that provides different types of districts ranging from traditional low-density strip shopping centers to denser, more urban nodes of activity such as the Dunn Avenue Center and San Mateo Center.

- Create an environment where people can live, work, shop and play.
- Accommodate a range of non-retail uses, including housing, hotels, offices, civic uses, and cultural entertainment uses.
- Arrange diverse land uses in ways that encourage walking and discourage driving for short trips and errands.
- Rezone designated areas in mature strips for urban mixed-use projects such as the Dunn Avenue Center and San Mateo Centers, and for higher density housing.
- Provide multi-model linkages for the Centers.

### Create the Place

Strive for architectural excellence and higher quality building design. Many of the concepts that apply to Centers should also apply along the corridor:

- Design buildings to encourage retailing and pedestrian activity with varied rooftops and facades, and pedestrian friendly first floors.
- Use buildings to enclose and frame intersections at the Centers.
- Use compelling, informative and consistent signage to tell the story of the place.
- Modify setback requirements to pull retail and restaurants closer to arterial and secondary streets.
- Incorporate a variety of urban residential uses in the form of live/work spaces, apartments above stores, townhouses and hotels to ensure activity around the clock.
- Avoid big box uses along the strip, unless located in a Center and only if the box is sleeved with retail and service uses to minimize blank walls and dead space.

### Develop Design Guidelines

Develop set of design guidelines for each street and/or district to be used by the public streetscapes and enforced for coordinating adjacent private sector development that designates:

- Pedestrian scaled street lamps
- Sidewalk types and materials
- Street Tree types and sizes
- Signage, and
- Landscaping

### Design for Good Access

Plan for a pedestrian-friendly environment with appropriate signalization and crosswalks along arterial and secondary streets and with sidewalks wide enough for outdoor cafes.

- Consolidate driveways and interconnect parcels so that automobile and pedestrian movement can occur without using the arterial road.
- Evaluate the supporting road system to determine opportunities for parallel movement along the corridor.
- Design intersections and access points to simplify and coordinate signal sequences and minimize congestion.
- Develop a curb cut plan that avoids excessive turning movements.
- Install innovative turning solutions to accommodate left turns and U-turns.
- Pedestrian connections should be primarily provided in Centers, along the corridor designed for retail growth and to connect to adjacent neighborhoods.
- Avoid pedestrian overpasses and tunnels.

### Improve Parking Design

Develop a parking plan that reduces the wasteland appearance of the strip caused by parking lots.

- Consider a parking district to bring multiple facilities under common management, and encourage shared parking, but do not charge for parking.
- Size prime parking lots for daily demand and put peak parking in overflow areas.
- Look for alternative parking and building configurations that provide convenience and avoid visual blight.
- Create parking in a carefully designed landscape.
- Reduce the blight of a sea of parking lots by placing it behind buildings as the strip develops to a higher density.



## SACRED PLACES

North Jacksonville's range of outstanding environmental and water oriented recreational assets and opportunities are outstanding, but vastly under utilized and under marketed. The Timucuan Park and proposed Greenway system are assets that can be used to re-image North Jacksonville as the area of City that is most accessible to an environmental treasure of national and international importance. The intent is to build on the area's history and incredible natural assets to enhance the area's "sense of place".

The strategic objective is to position North Jacksonville as the region's premier destination to connect with the environment (beaches, fishing, kayaking, and camping). This effort responds to two important Vision Plan Mantras:

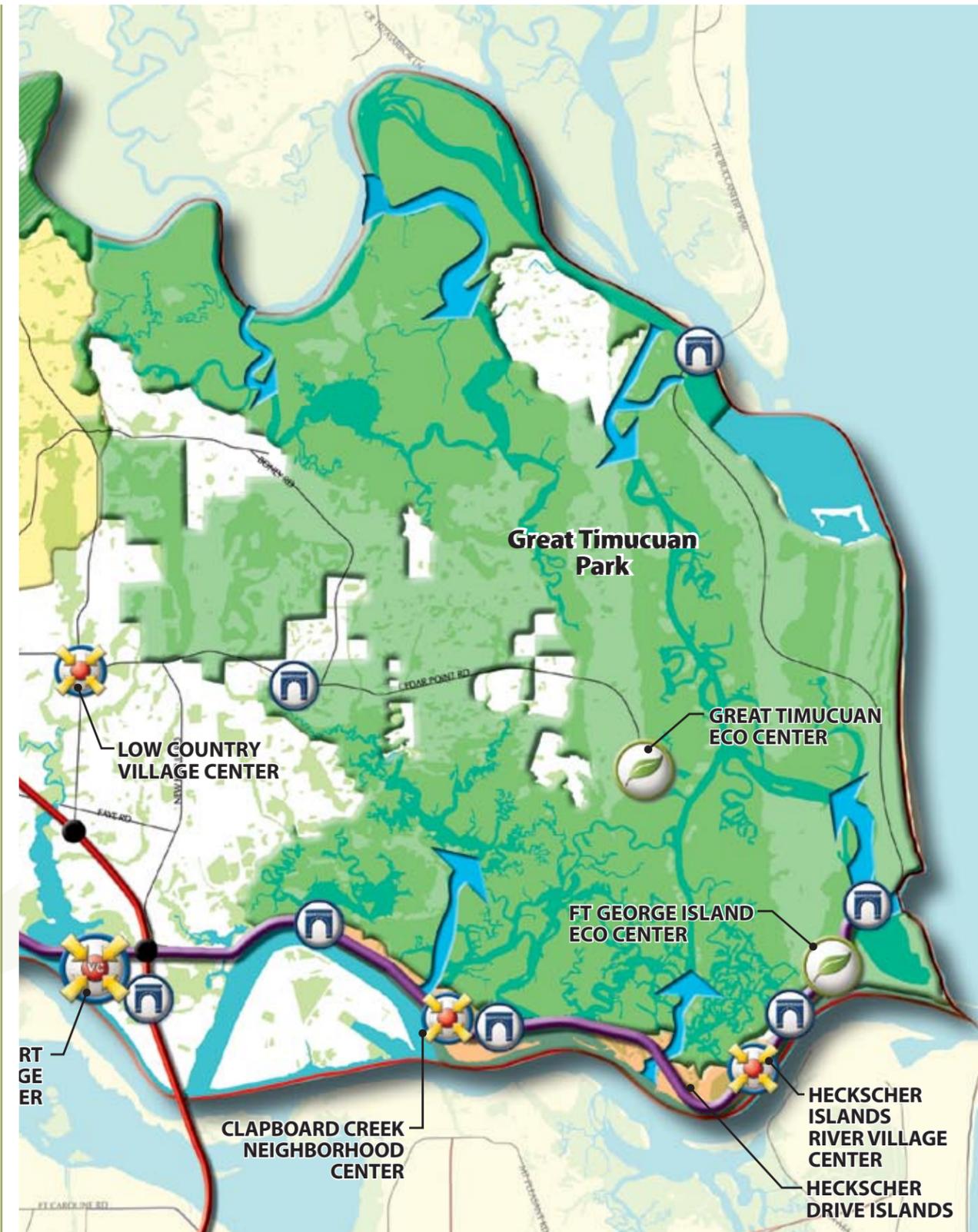
- *Embrace The History And Culture*
- *Connect With The Environment*

### Overall Concept

The concept is to start to build upon the area's assets through development of projects identified in the Vision Plan. The projects identified are just a beginning step. Over the longer run it will be necessary for the City to develop a Strategic Resource Development Plan for the lands under government ownership. Such a plan would involve coordination of Federal, State and Local funding to design, fund and improve access to the Great Timucuan Park and Greenways trail, and construct facilities for fishing, camping, kayaking/canoeing, hiking, biking and all forms of environmental/history education and outdoor recreation.

The Vision Plan recommends the development of two eco-centers and creation of a program to incrementally develop gateways and landmarks throughout North Jacksonville. Ultimately there may be more than two Eco-Centers based upon the results of the recommended Strategic Resource Development Plan described above. Eco-Centers may range in size and facilities depending upon a realistic assessment of market forces.

- Eco-Centers
  - o Great Timucuan Eco-Center
  - o Fort George Island Eco Center
- Gateways



## ECO-CENTERS

### Context for Great Timucuan Eco-Center

The Vision Plan recommends creation of the Great Timucuan Eco-Center to be located the east end of Cedar Point Road on a publicly owned site. The Eco Center site is selected for its outstanding beauty and close proximity to the Cedar Point Preserve and Hiking/Biking trails.

### Context for Fort George Island Eco-Center

The vision plan recommends the creation of an eco-center on Fort George Island. Situated on a publicly owned site, it would serve not only as the physical entrance to Fort George Island and, the Kingsley Plantation State Historic Site, but also as a symbolic entrance to the eco-tourist areas of North Jacksonville

### Concept

The Eco-Centers should serve as a “Base Camp” for fishing, kayaking, camping, and environmental education within the Great Timucuan Park and gateway areas. The Eco-Centers should serve as highly themed, low intensity, “green” base camps for eco-tourism visitors and residents to serve as an environmental learning center, information center and provide rustic lodging for guest.

The Centers may consist of a core lodge facility with a restaurant, nature oriented gift shop, education/learning center, and conference-meeting rooms with extremely low intensity and rustic accommodation units scattered around the site.

The Centers should become eco-tourism drivers for North Jacksonville. A detailed market study of potential usage should be completed to define the development program of each Center.

### An unmanned, roofed kiosk should be incorporated in the design to:

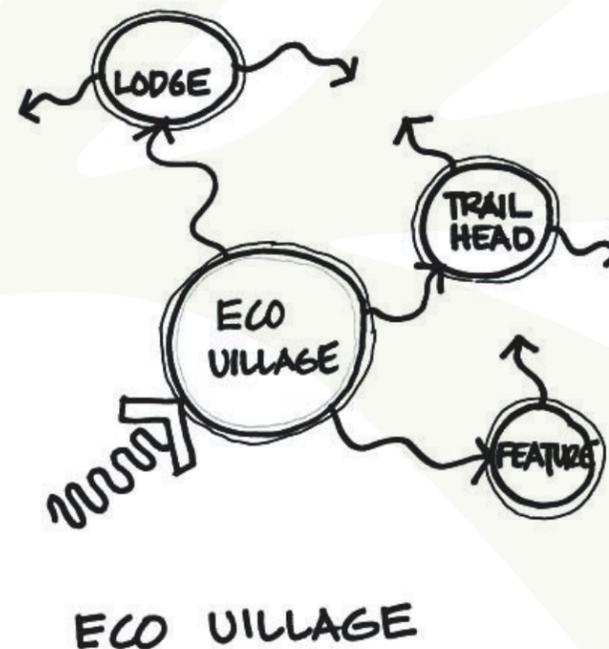
- provide information regarding North Jacksonville tourism assets including public recreation and environmental learning opportunities;
- provide historic and cultural information regarding area impact by early settlements from the native Timucuan period through European colonization;
- provide information regarding North Jacksonville area historic and environmental preservation efforts;
- provide a calendar of area events;
- promote the preserve area as a regional recreational and educational asset.

### Branding and Character

Because the Great Timucuan and Fort George Eco-Centers are predominately the eco-tourism gateways into the Great Timucuan Preserve the centers should be created as a “sacred village” whose stories are told within the context of a late nineteenth century Florida fishing or hunting camp.

- The center should be a “sacred village” with national park features that is rendered in the style of Florida vernacular architecture of the late nineteenth century;
- The sense of arrival should be established by:
  - o A roadside gateway feature or a dramatic intersection feature;
  - o Landscaping including indigenous trees, and layering of flowering and green plants for seasonal transitions.
  - o The scale should reflect the primary entrance status of this gateway;
  - o The architectural scale and the center program should be sensitive to and consistent with natural surroundings;
  - o At the program’s core should be a lodge facility in a national park setting;

Area graphics and signage, including way finding and road signs, should be similar to national park graphic programs and should reinforce the story.



# GATEWAYS

## Context

The Vision Plan identifies several areas where the opportunity exists to use gateways and landmarks to reinforce the character and identity of North Jacksonville. The Vision Plan recommends the creation of the gateways along major and minor arteries into and out of the North Jacksonville Area to assist in establishing identity and image. For example, the Vision Plan identifies a location near the east end of Cedar Point Road on a publicly owned site selected for its outstanding beauty and in close proximity to the Cedar Point Preserve and Hiking and Biking trails.

## Concept

Gateways should be designed to reinforce North Jacksonville identity and individuality and establish a sense of arrival into: the City, North Jacksonville, and significant facilities and areas of North Jacksonville.

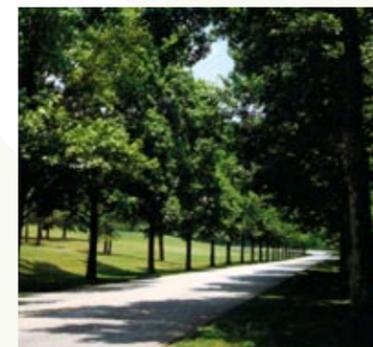
A gateway is defined as a feature, which may consist of any combination of landscaping, signage or structure that introduces the entrance to a geographic area. A landmark is defined as a natural or man made feature that is so immediately recognizable that it identifies a geographic area.

A Minor Gateway that consists of signage or signage and modest landscaping is a relatively small public improvement. A gateway that becomes a landmark is a significant public improvement and probably involves landscaping and a structural architectural feature.

## Branding Character and Image

A sense of arrival should be established by gateways flanking roadways by incremental development of gateway projects that include design details as follows:

- Establish an architectural style for the icon structure. For example a traditional Spanish baroque style in stucco and tile may be appropriate for a gateway that introduces the City, while a nautically themed icon such as a replica of a light-house may be appropriate for the Heckshire Islands River Center.
- Incorporate identification signage and introduce area graphics.
- Incorporate landscaping in medians, if they exist, and along roadway edges utilizing: palm trees or other tall, slender tree; layered flowering plants and green planting for seasonal transitions; and formal axial placement.
- Make the most of existing opportunities such as a highway overpass by incorporating some of the following:
  - o Ornate balustrade and lighting details with residential quality.
  - o Surface material or color change to differentiation gateway overpass from standard overpass.
  - o Town Center or Village Center identification signage, establishes Center graphics, on overpass.
  - o Interchange landscaping.
  - o Roadway surface change (brick pavers) at top of overpass to designate arrival and place.



# NON-PEDESTRIAN ORIENTED PLACES

## Regional Power Centers

### Context

In order to accommodate the auto-oriented, big-box uses that are not appropriate for the Pedestrian Oriented Mixed-use Centers, two Regional Power Center locations have been identified at Interstate Interchanges in the North Jacksonville Vision Plan. They are located at:

- I-295 and Lem Turner Road Interchange, which should be the largest site and the first to be developed;
- I-95 and Pecan Park Road Interchange, which may not be needed within the 20-year horizon.

### Concept

Power Centers in North Jacksonville are defined as shopping center developments or combinations of shopping center developments that contain large scale, automobile oriented retail such as discount retailers, big box retailers and home stores. These types of uses are not appropriate for the Mixed-Use Centers, or Redevelopment Corridors. Although power centers are not place-making projects, it is important to strive to raise the quality of such development in order to support efforts to enhance the image of North Jacksonville.

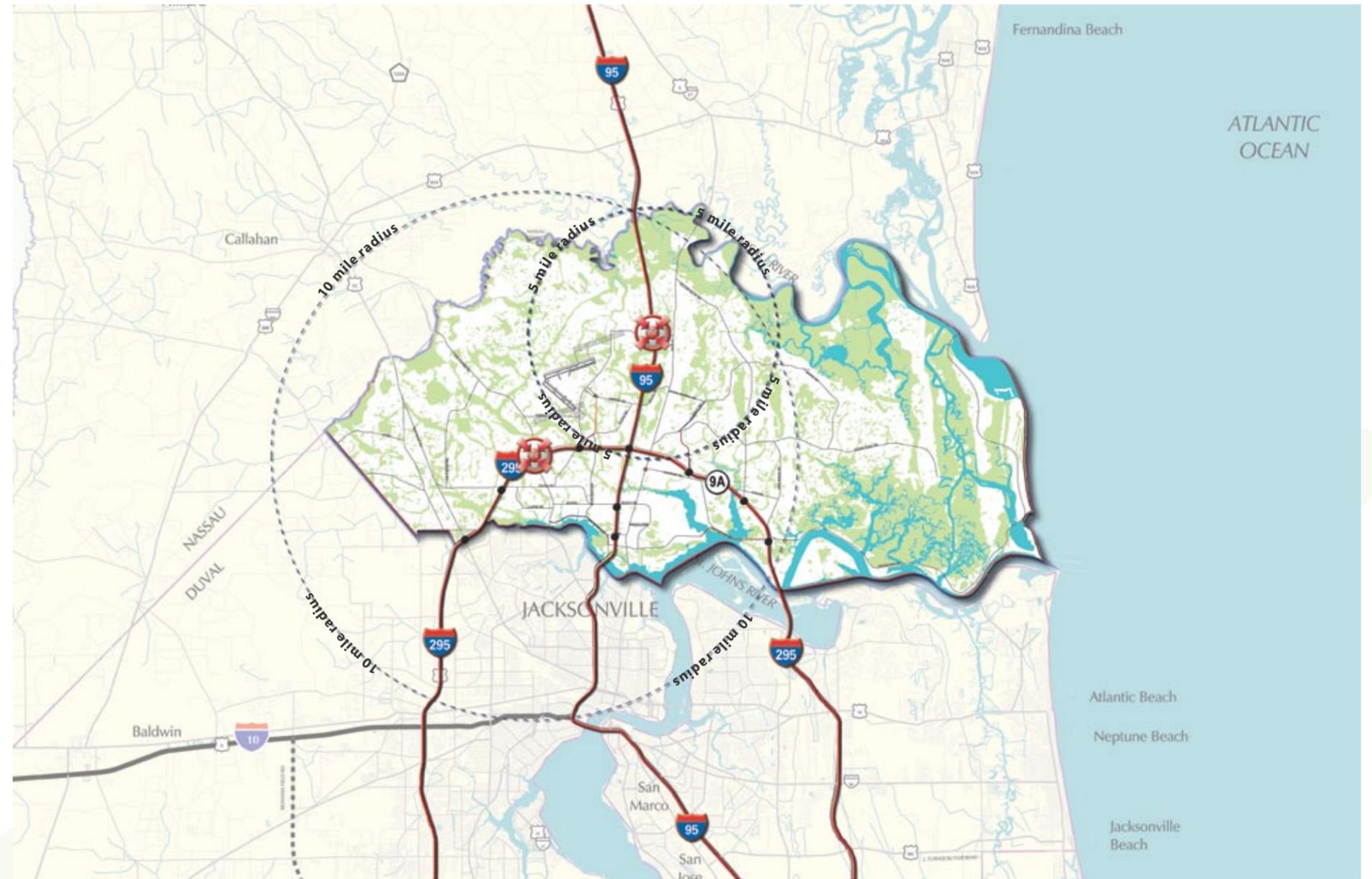
Locations that can provide for several stores together will create a huge marketing draw for power centers because the individual uses have the ability to generate significant traffic. The trade area ranges from a preferred 200,000 population within 5 miles to fifteen miles.

### Key Principles:

- Promote architectural and site design treatments that enhance the visual appearance of the development,
- Encourage compatibility with the surrounding community,
- Reduce the mass/scale and uniform monolithic appearance of large commercial buildings, and
- Encourage that commercial buildings incorporate architectural features that provides visual interest

### Types of Uses

Destination Retail that serve the needs of value oriented destination type retailers, often referred to as “category killers”, “every day low pricers”, and “deep discounters”



## NON-PEDESTRIAN ORIENTED PLACES

### Establish Size Characteristics

The land area requirements range from 20 to 60 acres with good visibility and the potential for two major entrances. Each center should have sufficient size for a critical mass of six to eight stores to generate support for a full-scale newspaper and television advertising campaign. The center should contain two or three major tenants exceeding 50,000 square feet.

### Building Characteristics

The centers are typically simplistic in design, but should be required to mitigate the big box characteristics of the buildings and the architecture should reflect a base middle and top with emphasis on quality of building materials and use of compatible colors.

- **Building and Façade Orientation:** Commercial development should address the arterial road and should have higher architectural treatment for facades that are visible from the street.
  - o Out parcel buildings should face the street.
  - o Out parcel buildings on corner lots should have two primary facades, if not possible, the building should have three primary facades with the customer service entrance facing the parking area.
- **Building Design Treatment:** Single and multiple tenant buildings should exhibit some of the following treatments:
  - o Arches or arched forms
  - o Canopies or porticos, integrated with the building massing and style.
  - o Ornamental or structural details
  - o Clock or bell tower
- **Primary Facades Treatments:** Primary facades should have some of the following:
  - o A primary customer service entrance,
  - o Arcades or colonnades that provides shade and breaks the vertical plane of the building,
  - o Horizontal architectural banding
  - o Display windows covering at least 40 percent of the primary façade,
  - o Window Awnings
  - o Screening of outdoor storage of customer shopping carts.
  - o Building step backs, offsets or projections with color, texture, material changes.
- **Secondary Facades:** Facades that face parking areas should contain treatments consistent with the architectural style, detail, trim feature and roof of the primary façade.

### • Exterior Building Materials:

- o Corrugated metal panels and un-surfaced concrete block should be avoided.
- o Smoothed faced concrete should have stucco or other decorative finish,
- o Backlit awnings should be avoided.

### • Roof Design Treatment:

- o A raised arched, gabled, stepped or decorative parapet, or cornice.
- o Overhanging eaves
- o Three or more roof planes
- o A sloping roof should not exceed the average height of the supporting walls
- o Peaked roof forms.

### Lighting

Lighting should be designed in a consistent and coordinated manner for the entire site to enhance the visual impact of the project and its important architectural and landscape features, and for safety and convenience within pedestrian and vehicle areas.

- Yellow cast lighting should be avoided.
- Adjacent properties should be shielded.

### Landscaping

Landscaping of buildings and parking areas should be excellent. As opposed to trees in the parking lot it should be cars in the park.

### Service Areas

Service areas visible from a public area should be screened by a stucco finished concrete block wall and landscaping.

### Outdoor Merchandise Areas

Such areas that are visible from a public area should be fenced using vinyl coated chain-link or other decorative metal fencing, landscaped and integrated into the design of building.

### Pedestrian Circulation

Internal pedestrian ways designed to be like sidewalks should be developed to link buildings, including out parcels, and exterior public sidewalks in a coordinate safe manner.



## NON-PEDESTRIAN ORIENTED PLACES

### Airport Distribution Center

#### Context

The Airport Distribution Center is located on land within the noise contours from aircraft operations at Jacksonville International Airport (JIA). The noise levels anticipated within these contours occurs at a level that is not deemed appropriate for residential use and may require some noise attenuation in the construction of certain buildings.

#### Concept

The concept for the Airport Distribution Center is to provide an area within the North Jacksonville Vision and Master Plan that will function primarily as a regional distribution center. This center should focus as a location for companies that combine flexible production systems, advanced technology, and high-speed transportation to compress the production cycle. To speed up commerce the uses in the Distribution Center should focus on air transportation, trucking, and freight providers. The clustering of time-sensitive goods facilities around JIA should stimulate the further expansion of air cargo, air express, less-than-load (LTL) trucking, freight forwarders and third party logistics providers along major arteries leading into and out of this gateway airport.

#### Branding Character and Image

The theme of the Distribution Center should be determined by the JIA. Easy vehicular access and ample rights-of-way should be provided for the movement of cargo by large vehicles.

#### Types of Uses

Allowable uses should include: heavy manufacturing, warehouse, support retail and service activities, automobile and truck rental, office hotel, big box retail. Residential development and retail shopping centers should be prohibited.

#### Intensity of Uses

Airport Distribution Center uses are anticipated to be of relatively high intensity. Height of buildings will depend on compatibility with airport operations but is anticipated to be no greater than 3 stories.

Use Mix	Min.	Max.
Residential	Not Permitted	
Support Retail & Services	10%	25%
Office	10%	50%
Industrial	10%	70%
Civic	0%	10%



# NON-PEDESTRIAN ORIENTED PLACES

## Tradeport Center District

### Context

The Tradeport at JIA has been located to stimulate business and economic development associated with the need for access to a gateway airport. To assist in providing the economic stimulus for development activities the Tradeport has been designated as a Community Redevelopment Area (CRA) and a Tax Increment Finance District (TIF) has been established as a source of revenue. In addition a Development of Regional Impact (DRI) was approved for the area to address regional infrastructure and environmental impact issues, overcome potential development entitlement issues and reduce the time necessary for governmental permitting.

### Concept

Jacksonville International Airport should become a magnet for corporate headquarters, regional offices and professional services that require employees to undertake considerable long-distance travel. Access to JIA should likewise be a powerful attraction to service-sector industries such as advertising, legal, services, data processing, accounting and auditing, and public relations, which often send out professional staff to their customers' offices or bring in clients by air.

With intellectual capital supplanting physical capital as the primary factor in wealth creation, time has taken on heightened importance for today's knowledge workers. So has the mobility of these workers over long distances. Research by the Irvine California/Orange County Business Council has shown that technology workers travel by air between 60% and 400% more frequently than the general workforce. These business travelers benefit considerably by access to a major airport. For this reason the North Jacksonville Vision and Master Plan has envisioned the JIA Tradeport Center District as the major employment center for this sub region.

There is an important linkage between the Tradeport Center and the Town Center. There is also an important linkage between the Tradeport Center and JAXPort. This linkage should be reinforced by both the highway and transit network serving the City of Jacksonville.

### Branding Character and Image

Establish the Tradeport as a mixed-use urban center and "the" national and international corporate location in Jacksonville. Site development within the Tradeport District should include consideration of the following:

- Pattern of Streets and Buildings
- Local Street Connections
- Creation of Public Spaces
- Relationship of Buildings to Public Spaces
- Use of Arterial Streets as Edges
- Integration of Transit
- Truck Access
- Stormwater Management as an Amenity
- Streetscape
- Parking and Building Massing

### Types of Uses

Uses in the Tradeport Center District should emphasize office, hotel, retail and service use to support the Tradeport employment base, light manufacturing and warehousing. Multifamily housing may be permitted if compatible with aircraft operations at JIA. Full service grocery stores and retail shopping centers should be discouraged.

Use Mix	Min.	Max.
Residential	0%	25%
Support Retail & Services	10%	25%
Office	15%	70%
Industrial	0%	40%
Civic Space	0%	10%

### Intensity of uses

Intensity of use should be similar to a suburban office park. Height should be consistent with aircraft operations. Buildings up to 10 stories should be encouraged. Density for multifamily could be expected to occur at up to 25 dwelling units per acre.



