

**City of Jacksonville Tree Commission**  
**Urban Forestry Master Plan Sub Committee**  
**April 20, 2023**  
**9:30 AM**

An immediate goal of the Tree Commission's Strategic Plan is to  
*"Obtain an Urban Forest Master Plan to guide future actions."*

1. Review of Stakeholder Perspectives identified at March 16 meeting
2. Scope of Work Discussion – Big Picture
3. Typical Table of Contents - Urban Forest Master Plan
4. Guidance to Staff for Draft Scope of Work
5. Funding Options
  - a. Applicable Deadlines for Florida Urban and Community Forestry Grant – Justin Gearhart
  - b. Overview of Budget Amendment Process – Cindy Chism
6. Next Steps

**Jacksonville Tree Commission**  
**Urban Forest Master Plan Committee Minutes**

**Thursday, April 20, 2023, 9:30AM**

**For Approval May 17, 2023**

**Ed Ball Bldg., 10<sup>th</sup> Floor, Conference Room 5**

**Attendees:**

Susan Fraser, Tree Commissioner  
Justin Gearhart, City Arborist  
Nancy Powell, Scenic Jacksonville  
Kathleen McGovern, Parks Dept.  
Scott Sauder, JEA

Cindy Chism, Staff

- 1. Call to Order** – Ms. Fraser
- 2. Roll Call** – Cindy Chism
- 3. Review of Stakeholder Perspective Identified from March Meeting** – Susan Fraser
  - a. Notes from previous meeting (Attachment A).
- 4. Scope of Work Discussion (Attachment B) – Big Picture** – Susan Fraser
  - a. The goal is to write a scope to advertise for cost estimates. Then the funding would have to be generated but there would at least be a goal.
  - b. The Urban Forestry Master Plan is going to be bigger than our funding source; the scope is not just tree planting it is education, maintenance, protection etc. Ms. McGovern agreed, it must be more than just planting trees.
  - c. Mr. Gearhart pointed out our area to plant is limited compared to the overall scope of the City. What we can do, is minimal, compared to the overall scope of the Tree Canopy and the Urban Forest; most of it is private property.
  - d. Ms. Fraser said the way to move the needle on private property is education. If we are going to change how landscape ordinances are written and enforced, there must be public consensus for that and that is education. We must have public support to change the way we look at things.
  - e. Mr. Gearhart said in the studies already completed one of the items which showed up in all of them was we must stop clear cutting for development.
- 5. Typical Table of Contents of an Urban Forest Master Plan**

a.

## **6. Guidance for Staff for Draft Scope of Work**

- a. Who will be the manager of this document, and this process? Is it the Tree Commission and its staff? Is there a separate board to do this? This is a planning document through the Public Works Department who supervises the Tree Commission.
- b. Will the Urban Forestry Manager be the Project Manager?
- c. Does the Staff work with the consultant and then bring a final document to the Tree Commission for approval or disapproval?
- d. Mr. Gearhart said generally it's not just 1 meeting to have an idea and then a consultant or staff put something together, no it's a constant interaction between the various stakeholders. What was said in the workshop was there is the public portion, public committee, stakeholders in the public who are interested, they provide input towards the big picture. Then using that big picture, a technical standpoint is developed using the staff which will do the work, planning, public works, JEA all the various entities involved will participate in these meetings. The internal committee will generate a plan and present it to the public committee. Once there is an agreement between the public stakeholders and the internal city agencies, then it gets written out.
- e. Ms. Fraser said the scope Mr. Gearhart will develop will outline what was just said. The first item should be a review of the data, process and programs and the current situation. What do we have so we know what is necessary to go forward.

## **7. Funding Options**

- a. Ms. Fraser said the time is right to say we are being held back from our legal obligations by the restrictions placed on the Commission by the settlement. If the settlement parties accept that and agree, then it needs to be defined. Changing the settlement seems to be the first step in getting this done.
- b. Mr. Gearhart suggested not doing anything on the Master Plan if revising the settlement is in the works. It's optics.
- c. Ms. Powell suggested meeting with CM Salem and discussing the funding options with him.
- d. Ms. Fraser suggested writing a scope of work for the whole Urban Forestry Master Plan, this committee will then recommend that a piece of it be the first step, such as program review/data review. Then all the other pieces are there which can be cherry picked and modified, then perhaps this could be advertised for estimates.

**8. Discussion Items for Subsequent Committee meetings**

- a. Mr. Gearhart will write a scope using the questions on Attachment B for a consultant to answer the questions. Ms. Fraser and Mr. Gearhart will set a meeting the proposed scope before the next meeting.

- 9. Adjourned.** The next meeting will held Thursday, May 18<sup>th</sup> at 9:30am and will be an in person meeting in Ed Ball Building, 10<sup>th</sup> Floor, Public Works Office, conference room 5.

DRAFT

Urban Forest Master Plan Subcommittee  
April 20, 2023

The initial subcommittee meeting was held on March 16, 2023. Staff and Committee Stakeholders offered their perspectives:

Tree Commission Staff Presentation and Stakeholder Perspectives

*Justin Gearhart*  
*Jameka Smith*

Staff presented an outline of “Urban Forest Management: A Primer to Strategic Planning for Municipal Governments” recently published by UF/IFAS. An UFMP is generally described as an Urban Forest Master Plan as:

“A guide to assist in the development of a strategic plan for urban forest management that helps to create manageable expectations. The focus of an UFMP is on short term-decisions and long-term planning.”

Committee Stakeholders contributed their perspectives:

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*Kathleen McGovern, City Parks & Recreation*  
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*Lisa Grubba, Greenscape*  
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The City’s Urban Forestry Program has already completed a number of studies and a tree inventory:

*Jacksonville Urban Tree Canopy Report*

Plan –IT GEO            October 2017

*Jacksonville i-Tree Eco Sample Inventory*  
ArborPro, Inc.            2019

*Trees to Offset Stormwater; Case Study 12*  
Green Infrastructure Center    May 2019

Jacksonville Land Cover Maps (NE, SE, and W)  
Jacksonville Possible Planting Area Maps ( NE and W)  
Jacksonville Street Tree Percent Canopy Cover Map  
Jacksonville Tree Cover Map

Other City reports/research is also available:

*Heat Watch Report*  
CAPA Strategies        Summer 2022

City of Jacksonville Resiliency Report  
NEFRC                    February 2021

Building Inspection Division Database (2017 – current)  
Specific Project Detail Information on Tree Removal Permits

There are current regulations that should be reviewed in light of goals established in an UFMP.

Education of the public is key.

“Greenscape’s success for building grass roots support using neighborhood programs, ‘hands on’ projects and programs that place volunteers and communities in direct contact with the trees is a resource for the Tree Commission and for building support for an UFMP.”

A big picture plan is needed to guide the effective use of the available funds.

“Major cities and jurisdictions nationwide have recently adopted UFMPs, recognizing their role in developing a vision and directing programs.”

“Most jurisdictions have a plan looking for financial resources; Jacksonville has the financial resources looking for a plan.”

“The diverse land use types and the large land area of the City will be a challenge to identifying goals that meet the needs of all areas of the City and that can be supported as the vision for all of Jacksonville.”

April 20, 2023  
Urban Forest Master Plan Subcommittee

Scope of Work Discussion

***Big Picture***

1. Should the scope of work for the Urban Forest Master Plan (UFMP) include analysis and recommendations related to the portion of the urban tree canopy that is currently not eligible for funding from Tree Mitigation revenue?
2. How should the UFMP incorporate the responsibilities of the Tree Commission (Section 94.106, Ordinance Code)? The Tree Commission is charged with the responsibility to “Develop and Maintain a Tree Canopy and Existing Tree Inventory”, broad categories of responsibility are:

Research & Data  
Planting & Maintenance  
Community Outreach & Education  
Administration

3. To what extent should the UFMP incorporate input from the District Council Members? From citizens’?
4. Should the UFMP establish a process for updates and continued input?
5. The scope of work for the UFMP include a review of the City and other available data / reports to identify short term and long term data deficiencies. A recommended schedule for updates to existing studies and new studies necessary to support decision-making, planning and implementation would be developed based on the goals and objectives established in the UFMP. Is the available data sufficient to support development of goals and actions in the UFMP ? Are there key data that are missing? Is a data review the first step in the scope and if deficiencies are identified, would the scope for the UFMP include completion of identified studies/data collection??
5. The City has established four programs to allocate tree mitigation funds to eligible projects:

Remove & Replace

The City’s Public Works Department removes damaged, dead, dying, or hazardous street trees located within the publicly maintained rights-of-ways and parks and replaces removed trees on a one for one basis.

630-City

The City’s Public Works Department manages the planting of trees within publicly maintained street rights of way when a property owner requests the installation of tree in the street right of way adjacent to their property.

### Level 2 Projects

Individual citizens, private organizations and City agencies may suggest a location for a tree planting project; once approved by the Tree Commission, projects are managed by the Maintenance Division of the Public Works Department.

### Level 3 Projects

A grant program open to local community and not-for-profit organizations for the design, management and implementation of tree planting projects on publically owned land.

The Annual Report for the Tree Commission includes identification of the number of trees planted and removed under each program (by year).

To what extent should the UFMP include a review the existing programs of the City to identify the 1) Objectives and benefits of each program and 2) the effectiveness of each in implementing the goals, objectives and plans identified in the UFMP? Should the UFMP include recommended changes to the existing programs ?

6. The City regulates design of the developed environment. Should the UFMP review the standards applicable to street and utility design , stormwater management facilities, maintenance standards, etc. to identify their consistency with the goals of the UFMP?
7. Should the UFMP consider the City as ‘districts’ or ‘communities’ based on criteria such as land use type, tree canopy characteristics, common community goals? If so, how would the districts be identified? Before the UFMP is initiated or as part of the initial scope of work?
8. The Downtown Investment Authority and Resilience Office have / are developing standards for design of the Downtown and establishing programs that achieve their agency goals. Tree planting is a part of each of their plans to achieve identified goals. To what extent should the UFMP review and summarize plans being developed by other agencies within the City and recognize their consistency with the goals for urban forestry within the City?



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	Pittsburg	Boston	Miami Beach	Tallahassee	Cedar Rapids
<b>What do We Have?</b>	x				
Historical Background	x		x		
Crisis at Hand					x
Urban Forest Master Plan Framework	x				
State of the Urban Forest	x	x	x	x	
Location & Climate			x		
Urban Forest Resource			x		
Tree Canopy /Land Cover Summary			x	x	
Environmental Services			x		
Tree Canopy by Storm Basin			x		
Tree Canopy by Neighborhood			x	x	
Tree Canopy by Land Use			x	x	
Tree Canopy in Parks/ Rec			x		
Historical Canopy Change Analysis			x		
Urban Heat Island			x		
Public Trees			x		
Species Diversity			x	x	
Species Vulnerability			x		
Size & Age			x	x	
Street Tree Stocking			x		
Maintenance			x		
Urban Forest Management			x		
Level of Service Analysis			x		
Tree and Palm LOS			x		
Regulations & Policies			x		
City Plans			x		
Communications and Outreach			x		
Regional Collab & Coordinate			x		
Conflict with Infrastructure				x	
<b>What Do We Want?</b>					
Outreach Campaign	x		x	x	x
Benefits of Urban Forest		x	x	x	x
Overarching Principles					x
Stormwater & Water Quality			x		
Carbon Sequestration			x		
Urban Heat Island & Energy			x		
Air Quality			x		
Wildlife Benefits			x		
Aesthetic & Social Benefits			x		
Staff			x		

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Vision	x	x		x	
Forest Report Card			x		
Tree Canopy Compare to Others				x	
<b>How Do We Get There?</b>					
Goals	x	x	x		
Equity- Centered Goals		x			
The Plan for All Trees					x
The Plan for Yard Trees					x
The Plan for Institutional Trees					x
The Plan for Street Trees					x
Character					x
Design					x
Downtown					
Gateway Corridors					
The Plan for Park Trees					x
<b>CONNECT</b>					
			x		
Interagency Cooperation and Partnerships	x				x
Research	x				
Equitable Urban Forest Benefits	x	x			
<b>ENGAGE</b>					
			x		
Neighborhood Tree Advocacy	x				x
Public Outreach and Education	x	x			x
Improve Communications - process & content		x			
Improve Info Collection & Sharing		x			
Volunteerism	x	x			
<b>MANAGE</b>					
			x		
Funding	x			x	
Proactive Management	x	x			
Expand and reorganize UF Management		x			
City Budget Estimates for Proactive Tree Care				x	
Risk Management	x				
Tree Planting	x	x			
Supply Chain					x
<b>PLAN</b>					
			x		
Stormwater Management	x				
Urban Tree Canopy Cover Goals	x				
Strategically and Equitably Expand Tree Canopy		x			
Storm Preparedness	x				
Roadmap for Implementation		x			
<b>DESIGN TOOLBOX</b>					
Selecting the Right Tree			x		
			x		

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	Pittsburg	Boston	Miami Beach	Tallahassee	Cedar Rapids
<b>PLAN (continued)</b>					
			x		
Tree Planting: An Urban Strategy			x		
Corridor Design			x		
Tactics/ Design for Planting			x		
Review of Code Changes Necessary to Implement					x
Street Trees					x
Parking Lot Trees					x
<b>PROTECT</b>					
Exotic and Invasive Pests and Diseases	x				
Tree Protection During Infrastructure Improv	x		x		
<b>How Are We Doing?</b>					
Benchmarks	x				
Monitoring Future Progress	x				

# TALLAHASSEE FL URBAN FOREST MASTER PLAN

September 2018

Fred Pope Review 3/15/2023

## I. CURRENT URBAN FOREST

- A. Tree canopy Quality/ Species Composition
- B. Urban development trends
- C. Management approach
- D. Available resources
  - 1. Staff
  - 2. Budget
  - 3. Tree Inventory
- E. Regulations
  - 1. Landscape & Tree Protection Regulations
  - 2. Subdivision Regulations
    - a) 1-4" tree or 2-4" trees up to 5000 sq ft of lot area
    - b) 1-2" tree for each additional 2500 sq ft
- F. Overall Tree canopy/Urban Development Trends
  - 1. Overall canopy comparison with other cities
  - 2. Canopy cover by census blocks
  - 3. Canopy cover by land use
  - 4. Household income
  - 5. Population density
- G. Inventory of City Managed Trees (R.O.W., parks, other city lands)
  - 3. Number of trees
  - 4. Condition
  - 5. Age
  - 6. Diversity
  - 7. Invasive species
  - 8. Tree conflicts with overhead utilities, hardscapes
  - 9. Wind resistance (Number & percentage of high, medium-high, medium-low and low resistant trees).
- H. Community involvement
  - 1. Community Players
  - 2. Neighborhood Engagement/ public awareness
  - 3. Green industry involvement
  - 4. Other groups/ private developers

## II. ANALYSIS OF STREET TREE ASSET MANAGEMENT

- A. Available Urban Forestry Data and Tree Canopy Studies Prepared by Consultants
- B. Staffing
- C. Current Funding level
  - 1. Average budget for tree care
  - 2. Average budget per tree
  - 3. Average budget per capita
  - 4. Percent of total City budget

- D. Budget Allocation per Task
  1. Maintenance
  2. Tree planting
  3. Staff
  4. Other
- E. Budget per Management Area
  1. Street trees
  2. Park Trees
  3. Other Public Property
- F. Comparison with Other Cities
- G. Equipment
- H. Policies and Procedures
  1. Formal Management Plan?
  2. Proactive or Reactive
- I. Level of Strategic Planning to identify and implement tree planting projects that are targeted to support citywide goals, and address neighborhood tree canopy deficiencies
- J. Level of communication with private and public entities

### III. GOALS

- A. Complete inventory of trees on public properties
- B. Transition into Proactive Tree Maintenance and Planting Program
- C. Evaluate and recommend improvements to development regulations regarding tree preservation, planting and maintenance
- D. Develop city-wide tree planting program to:
  1. Improve tree species and age diversity
  2. Equitably allocate of tree planting to under-served, and low-income areas with deficient tree canopy, and drainage issues.
- E. Emphasis planting of species which are long-lived, wind-resistant, and have other beneficial qualities
- F. Set goal to achieve an urban forest composed of no more than 10% of one tree species, 20% of one genus, and 30% of any family.
- G. Set annual planting benchmarks
- H. Increase the diversity of trees available from wholesale nurseries
  1. Encourage wholesale tree growers to grow species reflective of City's Preferred Species List by the use of incentives such as contract growing
  2. Increase public demand for underutilized desirable trees by educating the public and developers about the benefits of these trees
  3. Share with nurseries the estimated number of trees per species that will be planted by the City over a period of years.

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Selecting the Right Tree			x		

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<b>PROTECT</b>					
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Tree Protection During Infrastructure Improv	x		x		
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Benchmarks	x				
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  - a. Notes from previous meeting (Attachment A).
- 4. Scope of Work Discussion (Attachment B) – Big Picture – Susan Fraser**
  - a. The goal of Committee is to write a scope for an Urban Forest Master Plan (UFMP) that is reflective of the unique nature of the City's geographic scale , diverse land use types and acknowledges the available data. That scope can then be used by staff to generate a general cost estimate for preparation of the UFMP that can be used to develop a budget amount.
  - b. It was agreed that the UFMP would cover aspects of the urban canopy that was outside the current funding source of tree mitigation revenue; the scope would not include just tree planting but also education, maintenance, protection etc.
  - c. Mr. Gearhart pointed out that the current revenue for tree planting is restricted to planting on public land ; without including trees on private land in the UFMP the impact of the UFMP on the tree canopy will be minimal, as most of the tree canopy and the urban forest is located on private property.
  - d. Ms. Fraser noted that the way to move the needle on support for the tree canopy located on private property is education. If we are going to change how the private property tree canopy is managed there must be public consensus about what that looks

like and that is achieved through outreach and education. We must have public support for any changes in the way we support the tree canopy.

#### **5. Typical Table of Contents of an Urban Forest Master Plan**

There was general discussion about the sections of a typical UFMP; a table comparing the Table of Contents of several adopted UFMPs was shared.

#### **6. Guidance for Staff for Draft Scope of Work**

There was general discussion of the information necessary to allow for an accurate cost estimate for the scope of work to be developed, including:

- a. Who will be the manager of this document, and this process? Is it the Tree Commission and its staff? Is there a separate board to do this? Ultimately the UFMP is a planning document through the Public Works Department who supervises the Tree Commission. Will the scope include iterative review by the Tree Commission at critical points in the process? How many reviews/ meetings?
- b. Will the Urban Forestry Manager be the Project Manager?
- c. Does the Staff work with the consultant and then bring a final document to the Tree Commission for approval or disapproval? Mr. Gearhart said generally it's not just 1 meeting to have an idea and then a consultant or staff put something together, that a successful plan will include a constant interaction between the various stakeholders. Mr. Gearhart described the process recommended at the UFMP Workshop he attended recently: 1) there is the public portion that includes a public committee made up of stakeholders in the public who are interested; this committee provides input toward the big picture goals; 2) using that big picture, a technical report is developed with the various technical stakeholders involved in the development of a draft report. The internal technical committee will generate a draft plan and present it to the public committee. Once there is an agreement between the public stakeholders and the internal technical committee, the UFMP can be finalized.
- d. Ms. Fraser asked that Mr. Gearhart develop a draft scope incorporating the consensus of the Committee on the Big Picture questions presented and generally follow the process described. It was agreed by those present that the first phase of any UFMP for the City should be a review of the data and the process and programs that have been implemented so that recommendations can be made as to the need for additional data (or not) and a comparison of the process and programs with those of other jurisdictions presented. This first phase would assess what we have and identify what is necessary to go forward with the development of an UFMP for the City.

## **7. Funding Options**

- a. Ms. Fraser acknowledged that the restrictions placed on expenditure of the tree mitigation funds is limiting the Tree Commission in fulfillment of its adopted duties. She suggested that exploring support for changes to the current restrictions should be a part of the funding discussion for the UFMP and for additional staffing to support the duties of the Tree Commission. Discussion with the settlement parties Ms. Grandin is the place to start; if consensus and support for legislation to amend the current restrictions can be generated, this might be a piece of the funding strategy.
- b. Mr. Gearhart suggested that a clear plan to address funding should be developed so as not to pursue multiple approaches and diluting or dividing support for multiple approaches.
- c. Ms. Powell suggested meeting with CM Salem and discussing the funding options with him for guidance.

## **8. Discussion Items for Subsequent Committee meetings**

- a. There was discussion and consensus that Mr. Gearhart draft a scope of work for the entire Urban Forestry Master Plan, following a typical table of contents with modification to reflect discussion under Items 4, 5 and 6 and providing as much detail as his time permitted, to allow this committee to provide comments on his initial draft. Ms. Fraser and Mr. Gearhart plan to meet to review the initial draft scope before the next Committee meeting.
  - b. The agenda for the next meeting will focus on building consensus for a scope of work for an UFMP for the City to be forwarded to the tree Commission at its June meeting for further review and discussion.
- 9. Adjourned.** The next meeting will held Thursday, May 18<sup>th</sup> at 9:30 am and will be an in person meeting in Ed Ball Building, 10<sup>th</sup> Floor, Public Works Office, conference room 5.

