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January 2017

Toward A Balanced Growth Strategy For Jacksonville

Jacksonville (Fla.) Mayor's Task Force on Growth Management

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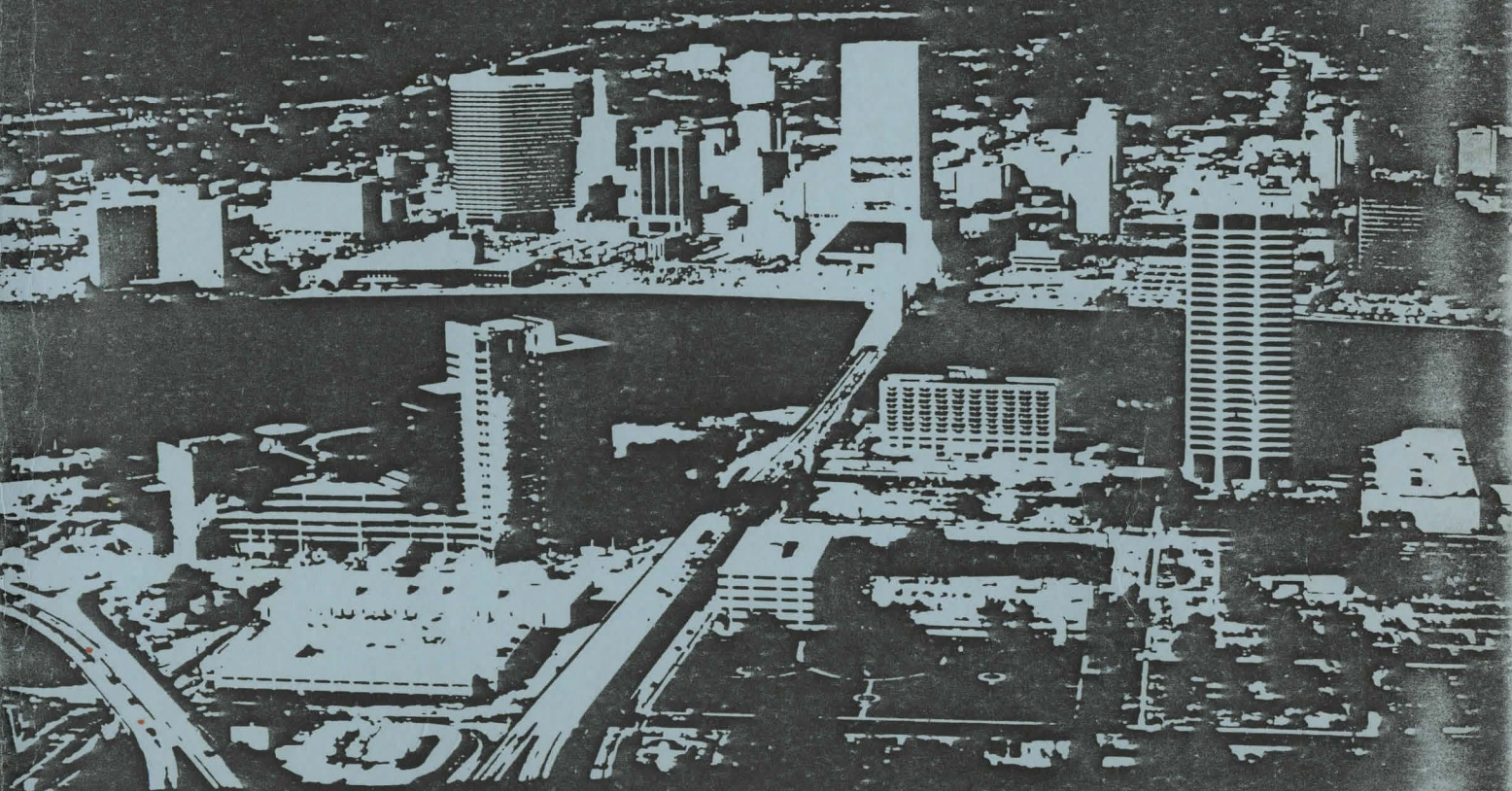
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TOWARD A BALANCED GROWTH STRATEGY FOR JACKSONVILLE



REPORT OF THE MAYOR'S TASK FORCE
ON GROWTH MANAGEMENT

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REPORT OF THE MAYOR'S TASK FORCE ON GROWTH MANAGEMENT

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TOWARD A BALANCED GROWTH STRATEGY FOR JACKSONVILLE
REPORT OF THE MAYOR'S TASK FORCE ON GROWTH MANAGEMENT

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APPENDICES

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Appendix B Proposed Amendments to Zoning Code Regarding Signs

Appendix C Land Dedication Ordinance for Recreation

Appendix D Jacksonville Historic Landmark Commission -
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Chapter 1**INTRODUCTION AND OVERVIEW- TOWARD A BALANCED GROWTH STRATEGY**

The Growth Management Task Force's overall vision for the future of Jacksonville is that this community must seek the attainment of the best quality of life for all of its citizens, both present and future. Quality of life here is defined in terms of each citizen being able to experience a safe, healthy, attractive, convenient, and rewarding living environment. It implies that the residents of this community have an optimum opportunity for education, culture, recreation, and employment.

Jacksonville, as a major part of Florida's First Coast, has experienced a rich and colorful heritage. In addition, historical accounts reveal that citizens have been continuously ambitious and vitally concerned about the general state of affairs within their community. This strong level of citizen involvement coupled with an outstanding natural environment characterized by an amiable climate, accessible and undisturbed beaches, beautiful rivers and streams, thousands of acres of wetlands and other unique open spaces, have traditionally produced a strong quality of life in Jacksonville. Quality of life here is defined in terms of each citizen in Jacksonville being able to experience a safe, healthy, attractive, convenient, and rewarding living environment. It implies that the residents of this community have an optimum opportunity for education, culture, recreation, and employment.

Recently, the City of Jacksonville has experienced unprecedented growth. The City's Planning Department estimates that between 1979 and 1984, Jacksonville's population increased 7%, from 571,003 to 610,000. In 1984 alone, it has been estimated that nearly 17,500 people (3% increase) became citizens of the City and by the Year 2010, nearly 800,000 people are projected for this community.

This growth boom has occurred in both the downtown and outlying areas. More than \$249 million in projects have been completed downtown since 1979, with an additional \$267 million underway and \$557 million announced. Suburbanization is also occurring at a rapid rate, with population expected to increase up to 3% annually in the Southeast Planning District, and over 1% per year in the North, Southwest, and Greater Arlington Districts.

The advantages of growth include better and more job opportunities, an increased tax base and enhanced local investments. However, there are some costs and compelling impacts involved with new growth. As reflected in the overall report of the Growth Management Task Force, this change already has challenged many of the positive aspects of our community's lifestyle.

1.1 Meeting the Challenge of Growth

To meet the demands of recent and projected growth, Jacksonville must face the challenge to maintain and enhance the quality of life. The City's downtown, its neighborhoods, historically significant areas, and developing subdivisions demand public services that require both planning and substantial fiscal commitment. The Task Force recognized early in its deliberations that there is no simple solution to providing the roads, water and sewer, educational, recreation, and other elements that ensure quality growth.

We were asked by the Mayor to review the adequacy of the city's plans and structure with respect to the anticipated growth of Jacksonville and the assumption that the growth will proceed at a much greater rate than has been so in the past. In making this review, the Task Force operated under the assumption that Jacksonville would grow and that growth can be and will be good for the community as a whole. We recognize that growth can enhance the quality of life in Jacksonville or lessen it depending upon the way it is accomplished. We believe that through proper planning and with the clear picture of what Jacksonville should be and wants to be in the next century, that growth will in fact enhance the quality of life here by improving many aspects of our life while at the same time, not lessening those aspects that we all appreciate and enjoy.

We have heard from many citizens of Jacksonville as to how the city could both benefit from growth as well as be harmed by it. As a result, we have developed guidelines that we believe are a consensus that should be adhered to in planning Jacksonville's future. This is not meant to be an all-inclusive guide, but we do believe it provides a beginning framework.

The Task Force's findings and recommendations benefitted greatly from the support of City department and agency personnel, and from the comments and presentations of citizens throughout the community. Our report is intended to build upon these contributions, and to stimulate new laws and practices as warranted to ensure quality growth for Jacksonville into the next century.

1.2 Summary of Major Findings

Major findings associated with growth and the existing growth management system in Jacksonville include the following:

- The City needs to develop methods to direct growth, rather than merely react to it. Where possible, City actions should provide infrastructure and incentives for development in designated growth areas consistent with the Comprehensive Plan and Capital Improvements Program.
- The 2005 Comprehensive Plan has generally been ineffective and as a result, growth patterns are becoming haphazard and scattered and inefficient in terms of the provisions of essential public services.
- Infrastructure (e.g. roads, bridges, water, sewer, recreation) needs and services are greatly underfunded in comparison to other cities the size of Jacksonville.
 - An estimated \$100 million is required to meet known road requirements for the next seven years.
 - There is a backlog of individual and private utility package systems that cannot meet State of Florida standards.
 - Major needs in drainage and stormwater retention are estimated to cost \$27 million.
 - Recreation expenditures in Jacksonville are less than 1/2 the amount spent in comparably sized American cities.
- Unsightly sign proliferation, and unnecessary destruction of trees and natural areas, are occurring in many sections of the City. Inadequate staffing exists to properly enforce relevant zoning and other regulatory provisions.
- Traffic congestion has been increasing along some of the City's major thoroughfares causing greater air pollution by the automobile and a higher potential for accidents.
- Cohesive and strong neighborhoods are being adversely affected by intensifying transportation corridors within the City.
- Chemical contamination is an immediate threat to much of Jacksonville's potable water supply.
- In the area of drainage, the on-site retention facilities which are required by State, in conjunction with new development, are not functioning properly.

1.3 A Policy Statement for Growth Management in Jacksonville

The Growth Management Task Force's overall vision or goal for the future of Jacksonville is that this community must seek the attainment of the best quality of life for all of its citizens, both present and future. To achieve this vision, we recommend that the local growth management system or process be guided by the following more specific statements. To a great extent, these more functional goals describe the type of community we desire for Jacksonville:

In order to be successful, the local growth management system must foster a high degree of interaction, communication, and coordination between the public and private sectors.

Guide urban change or growth so that natural resources (such as land, water, and ecological systems) and man-made systems (such as water-sewer systems, road networks, and associated systems) can sustain urban development and desirable quality of life.

Plan for urban change or growth based on anticipated socio-economic needs of the population for housing, employment, transportation, and public facilities, and the need to sustain the health and stability of the community and a secure environment.

Provide an environment suitable for human development and dignity by creating safe, attractive and peaceful living and working areas and convenient accessibility to facilities, services, employment, shopping and recreational activities.

Create an urbanization process which provides a sound and gratifying living environment, protects scarce natural resources, and ensures orderly development and redevelopment processes.

Ensure that new developments are provided with adequate facilities, and that new residents as well as present citizens pay their fair-share for facilities they may be expected to use.

Stimulate community identity, community pride, and citizens' involvement as a means to provide the basic motivations for community improvement.

Enhance the vitality and health of all neighborhoods and communities through coordination in community development, public and private involvement in neighborhood preservation, physical improvement, and where necessary, rehabilitation or redevelopment, with special emphasis on distressed areas.

Strengthen the regional role of the city of Jacksonville as a major center of economic, educational, and cultural activity.

Strengthen Jacksonville's role as a center of high technology industries, trade, transportation, distribution, finance, insurance, military activities, professional sports, higher education and research.

Encourage and maintain the development of Jacksonville's downtown district as a principal governmental, financial, commercial, convention and entertainment center for the area through continued improvement in its accessibility, appearance, utilization and facilities.

1.4 Overview of the Report

Beginning in May 1984, the Task Force has met as a whole and in Committees to learn of the costs and potentials in supporting residential, commercial, and industrial growth. The Chapters of our report correspond to the issue areas we have identified in response to the charge of Mayor's Executive Order 84-65 (May 11, 1984) [see Appendix A], creating the Blue-Ribbon Growth Management Task Force.

Chapter 2 presents findings and conclusions on the City's overall planning functions, based on our Comprehensive Planning Committee's report. We suggest means for strengthening Jacksonville's existing 2005 Comprehensive Plan [see section 2.1], and propose a leading role for the Plan in providing a vision statement [Section 2.1.1], and for directing the various elements of growth. We also support the district planning [2.2] and neighborhood planning [2.3] approaches of the Planning Department, and state a commitment to plan for the protection of environmentally sensitive areas [2.7].

Chapter 3 covers Land Development Regulations. Based on the Report of our Zoning and Subdivision Regulations Committee, we recommend increased enforcement of existing Zoning Code provisions by the Building and Zoning Inspection Division [3.1.1] and suggest amendments to the Code that will incorporate performance-based standards for buffer areas between incompatible use districts [3.1.6] and for site plan review of office and commercial developments [3.1.7]. We also support the policy of Mayoral veto in support of Planning Department and Planning Commission recommendations [3.1.9]. A separate section focuses on potential incentives for developers [3.4].

Chapters 4 and 5 incorporate the findings and recommendations of our Infrastructure and Transportation Committees. Chapter 4 addresses the overall concerns of infrastructure needs and methods of funding (i.e. roads, water and

sewer, recreation), and Chapter 5 focuses on the particular concerns of planning and providing adequate and efficient transportation, water, and recreational facilities for the present and future.

In Chapter 4, we emphasize our commitment to fund the public infrastructure needed to meet existing shortfalls and future demands. Following an overview of infrastructure funding needs [4.1], we report our findings on financing methods, including local taxation, impact fees, special assessment districts, and tax increment financing [4.2]. A specific recommendation supports State legislative efforts to reduce the homestead exemption for property taxation [4.2.1.1]. We also recommend potential funding sources for transportation [4.3], water and sewer services [4.4], drainage improvements [4.5], and recreation [4.6]. If the City proceeds with development of an impact fee structure, we recommend that applicable criteria encourage development in serviced and developing areas [4.7].

Our recommendations in Chapter 5 focus on the means for providing infrastructure to support quality growth. Here, we state an initial commitment to direct public infrastructure to designated growth areas pursuant to the Comprehensive Plan [5.1]. To coordinate infrastructure provision, we recommend that the City's Capital Improvements Program reflect the priorities of the planning process, and include a map to locate scheduled improvements by all utilities (public and private) for the next five years [5.2.1].

More specific findings and recommendations in Chapter 5 pertain to transportation, water and sewer services, and recreation. For transportation, we recommend updating planning efforts, concentrating on highway improvements [5.3.1.2], and encourage use and expansion of public transit [5.3.2]. We also report on our review of techniques for improving transportation efficiency [5.3.3]. With regard to water and sewer provision, we recommend that the City make a commitment to a regional sewage treatment system [5.4.1]. In addition to our recommended land dedication ordinance for recreation facilities [4.5.2], we endorse the dual usage of stream valleys for recreation and drainage purposes [5.5]. Ensuring that adequate public or privately provided infrastructure service development is another priority area recognized by the Task Force [5.6].

Our concluding Chapters address the concerns of maintaining and enhancing the quality of Jacksonville's natural and built environment. They incorporate the Reports of the Waste Management and Resource Protection and the Aesthetics and Growth Management Committees respectively.

Chapter 6 makes findings and recommendations concerning the quality of water and air resources, and safe disposal of wastes. To ensure continued supply of potable water, we recommend expanding the scope of the Water Conservation Ordinance to identify and regulate ground water contamination sites [6.1.1], and designation of a water resources planning entity to develop local plans for potable water supply, and communicate City priorities to regional and State agencies [6.1.2]. Our water pollution control recommendations include enhancing regulations for domestic septic systems [6.2.1.1], a master drainage plan [6.2.2.1], and hazardous waste monitoring, tracking, and regulation [6.2.4]. With respect to air

pollution, we review the major pollutants, and recommend techniques to minimize automobile impacts [6.3.1] and regulate fugitive and odorous emissions [6.3.3].

Chapter 7 addresses the concerns of aesthetics in growth management. Our major recommendations include: a sign control ordinance which controls the size, placement, maintenance of signs with a tag system to assure enforcement [7.1]; stronger landscape and tree protection measures to enhance the natural beauty of Jacksonville [7.2]; and the establishment of goals, methodology, and management options for preserving cultural and historic resources [7.3.1], and the integrity of City neighborhoods [7.3.3].

Our findings and recommendations throughout the report include specific actions and areas for investigation by City agencies, the City Council, and other public and private actors. In transmitting the Report, we hope that it promotes informed discussion, debate, and commitment to meet the challenge of providing the services, financing, and necessary controls to ensure balanced growth for Jacksonville.

Chapter 2

COMPREHENSIVE PLANNING

The Task Force recognizes the need for a local comprehensive plan to promote economic development, protect water, air, and land resources, and to guide decisions that promote improved quality of life in the city. However, we find that the existing plan could be a stronger force in guiding community growth. To address this concern, we recommend that the City's 2005 Plan, as supplemented by district and neighborhood plans be the guiding document for the provision of infrastructure and city services, and for administering land use regulations.

Jacksonville's 2005 Comprehensive Plan was adopted by resolution in 1980, and is currently undergoing its five-year evaluation, review, and update as required by the Florida statutes. Its present focus on overall land use intensities, and lack of a map, led to a concern for increasing the specificity and detail through district and neighborhood plans. These smaller-scale plans encourage more predictability in land uses and the location of city utilities and services. The Task Force supports the district and neighborhood planning efforts in progress, and recommends directions for improving and adding elements to the Plan. We also recommend that an overall vision statement on Jacksonville's future growth be incorporated as a preamble to the plan.

2.1 The 2005 Plan

Jacksonville's 2005 Comprehensive Plan was intentionally developed as a general policy oriented document based on intensities of land use rather than specific land use types or classifications. This approach was followed in order to provide an overall direction for future growth in Jacksonville and meet the requirements of the State of Florida's Local Government Comprehensive Planning Act. Time constraints, available resources, and the magnitude of this community prohibited the City from immediately developing more specific and shorter-range planning.

The Task Force notes several specific shortcomings in the City's existing comprehensive plan. For example, its Introduction could benefit from an overall vision statement outlining briefly the type of community we wish Jacksonville to become. We also note concerns with particular elements of the existing plan, and

propose new elements for historic preservation and the coastal zone. These concerns could be addressed in the 5-year evaluation and appraisal process required by the Local Government Comprehensive Planning Act.

In order to assist the Comprehensive Plan (document) in being a more effective tool/guide in managing future growth within the City of Jacksonville, the following should be done:

2.1.1 Include a Vision Statement

We recommend inclusion in the Introduction of the Plan a precise vision statement for the future of Jacksonville. The Task Force's Policy Statement in Chapter 1 could serve as a starting point for this effort.

The City is undergoing rapid growth in population, economic development, and demands for quality municipal services. The Task Force's Comprehensive Plan Committee expressed in many of its discussions the need for a positive statement that expresses commitment to serving anticipated growth with quality.

2.1.2 Elements- Level of Specificity and Agency Commitment

The Task Force notes that individual plan elements vary in degree of specificity. For example, the Recreation and Open Space, Public Buildings and Facilities, Electric Utility and Solid Waste Elements are quite detailed in their recommendations. However, some of the other elements are more general in nature: e.g., Housing, Potable Water, Sewer, Stormwater Management, Conservation/Coastal Zone Protection.

With some exceptions, as evidenced by the Land Use, Transportation, Recreation and Open Space, and Public Buildings and Facilities Elements, many of the specific recommendations within the 2005 Comprehensive Plan have not been implemented. Following the Plan's adoption, the commitment to it by certain local departments/agencies was insufficient.

2.1.2.1 Land Use Element- Findings

In terms of managing growth, the Land Use element of the 2005 Comprehensive Plan should be more effective. The land use categories are very broad. Within the past five years, the land use recommendations of the plan have been amended approximately ten times. Also, the Land Use Element is complicated with its two-tiered land use approach. Finally, the Land Use Element, along with many other elements of the Plan, has no phasing. In other words, the Plan's concentration on long-term trends is not supplemented by maps or policies indicating near term directives (e.g. three to five years).

2.1.2.2 No Official Land Use Map Adopted for 2005 Plan

The Task Force expresses concern that official maps and supporting data were not adopted as part of the 2005 Plan. This omission detracts from the effectiveness of the Plan as a guiding document for development decisions.

2.1.2.3 Economic Element

We recommend expansion of the existing Economic Element into a more economic development oriented element, with more emphasis on type and nature of new commercial and industrial development. In this effort, we recommend that the Planning Department work closely with the Mayor's Economic Development Council and the Chamber of Commerce.

Industrial development policies can be supplemented by incentive techniques such as tax increment and industrial development bonds, special taxing districts for area services, and creation of enterprise zones to encourage economic development and expanded employment opportunities.

2.1.2.4 Housing Element

The Task Force supports continued and intensified efforts by the City's Department of Housing and Urban Development to implement the Housing Element of the 2005 Plan. These include financial assistance for housing rehabilitation, enforcement of the housing code and unsafe structures ordinance, capital improvements projects for neighborhood conservation, increased energy conservation through revitalization of "close-in" neighborhoods, and encouragement of new residential development in areas where adequate transportation and community services such as water and sewers exist or are already planned. In addition, we see a necessity for increased awareness of the City's housing problems and responsible solutions through the efforts of the HUD Advisory Board, Jacksonville Housing Finance Authority, and other appropriate entities.

2.1.2.5 Recreation and Open Space Element

The Task Force notes a need to implement the existing Recreation and Open Space element of the 2005 Plan. This includes provision of park and recreation facilities as recommended in Section 4.5.2 of our report and the Linear/Stream Valley recommendation in section 2.6.2 below.

2.1.2.6 Transportation Element

The Task Force's recommendations on the Transportation Element of the 2005 Plan are set out in Section 5.3.1 of the Report.

2.1.2.7 Drainage element

We recommend expanding the Drainage Element and other infrastructure oriented elements (water, sewer) of the Plan by conducting more detailed studies for all areas of the City where this has not been accomplished. More specific drainage recommendations appear in Section 6.2.3 of the Report.

2.1.2.8 Conservation/coastal zone element

We recommend update and expansion of the Conservation/Coastal Zone Element based on the content of two environmentally oriented grant studies recently completed by the Planning Department. With the aid of a Citizen's Wetlands Advisory Committee, one study concentrated on the water quality and estuarine marsh system impacts of port development. The second study has begun to document the freshwater wetlands in Duval County, existing regulations and protection efforts, and major problems and issues in local wetlands protection. This study also presents alternative criteria and standards for wetlands management, recommended best management practices by type of wetland, and proposes local wetlands protection alternatives.

2.1.2.9 Historic Preservation

The Task Force recommends including Historic Preservation as an element of the Plan. Preservation efforts in the Riverside, San Marco, and Springfield areas have renewed economic and civic vitality that are resources for all of Jacksonville's citizenry. [See also: section 7.3, Aesthetics and Preservation.]

2.1.2.10 Community Design and Aesthetics

We recommend considering Community Design or Aesthetics as an element of the comprehensive plan. [See also: section 7.3.4, recommending establishment of Community Design Standards Panel.]

2.1.2.11 Incorporate other studies

As pertinent major studies or plans are accomplished by other departments or agencies within the City, incorporate them into the Comprehensive Plan, i.e., Port Master Plan, Solid Waste Facilities Plan.

2.2 Support District Planning Approach

In order to supplement and make more effective its comprehensive planning efforts, the Planning Department has initiated a planning effort oriented to smaller geographic areas and focusing on the short range as well as the longer range horizon. These more specific and implementation-oriented land use plans are called district plans. It is envisioned by the Planning Department that there will be six district plans accomplished within the City. As these plans are completed, they are intended to be adopted and incorporated into the 2005 Comprehensive Plan as an amendment or update.

The Task Force recommends continuation of the district (or sub-area) planning approach. As a result of its more detailed land use nature, residential land use recommendations in terms of dwelling units per gross acre, and greater emphasis on the shorter time horizon, it has already proven to be a successful tool in guiding new growth.

In order to better monitor the development activity and consequently plan more effectively within each planning district, an annual district status report should be accomplished. This report would document change in the district in the form of population, land use, rezonings, dwelling units, building permits, new issues, issues resolved, accomplishments, etc. The Planning Department has already prepared a plan for the Arlington-Beaches area, and is in the process of preparing additional plans in the southeast and northeast districts. Some of the elements in the district plans include:

- (1) identification of area needs for recreation, schools, libraries, fire and police services.
- (2) Short-range and long-range recommendations for transportation.
- (3) Recommended densities are included in these plans to supplement the general statements of land use intensities of the City's comprehensive plan.
- (4) General details of present and intended land uses (e.g. general residential, commercial, and industrial uses).

2.2.1 Use District Plans to Guide Location of Future Public Facilities

One weakness of the Comprehensive Plan is that, in most cases, it does not indicate where future public facilities should be located. District plans improve

this situation by illustrating the general proximity of future public facilities.

2.3 Neighborhood Plans

Many neighborhood plans have been accomplished throughout the city. This effort has served Jacksonville well, and should be continued on the basis of need.

Neighborhood plans represent the most detailed level of planning in Jacksonville. These plans cover lot-by-lot development, including property lines, drainage plans, and zoning classification. The city has prepared 17 neighborhood plans to date, with each covering areas of 2,000-5,000 population. The Planning Department works closely with the city's Department of Housing and Urban Development to identify needs for neighborhood services, and areas appropriate for rehabilitation and redevelopment.

2.4 District and Neighborhood Plans- Emphasis

The emphasis of district and neighborhood plans should be practicality and implementation. These plans should be consistent with the Comprehensive Plan and the Zoning Code.

2.5 Relationship of Comprehensive Planning to Zoning

General compatibility exists between the land use categories of the Comprehensive Plan and the existing zoning classifications of Jacksonville's zoning ordinance. However, due to the encompassing nature of the Comprehensive Plan's land use classifications, diverse zoning categories may be allowed in the same land use classification. Also, the Comprehensive Plan makes no determination between net and gross densities, which has caused difficulty and confusion during its implementation.

District planning has begun to alleviate many of the problems between the comprehensive planning and zoning functions of the Planning Department. It accomplishes greater direction for land use, public facilities, and services by being more land use specific, and through its use of residential land use classifications that more directly correlate with existing districts. [See also Section 3.1.8, on consistency of zoning with Comprehensive Plan.]

2.6 Direction and Location of Areas for Community Facilities

The Task Force determined that there is a need to establish a mechanism or series of mechanisms for the reservation of space and the provision of essential public community facilities. The problem is particularly acute in the more rapidly growing sections of the City, where the opportunity to find strategically located land for public facilities is seriously being diminished. The comprehensive planning process can aid in identifying land use and service needs.

2.7 Planning for Protection of Environmentally Sensitive Areas

The 2005 Comprehensive Plan recognizes the tremendous importance of the City's environmentally sensitive areas. From a more policy-oriented standpoint, it contains strong recommendations for their protection and proper management.

2.7.1 Continue Wetlands Identification and Conservation Strategies

The Task Force recommends continued efforts by the Planning Department to identify wetlands, and to recommend methods, including a wetlands ordinance, to control haphazard development of these critical resources. [See section 2.1.2.8 supra.]

2.7.2 Recreation and Open Space Element- Linear Stream Valley Parks

With regard to wetlands, the Comprehensive Plan's Recreation and Open Space Element endorses the linear/stream valley park concept which recommends the use of many freshwater wetlands for passive recreation.

2.7.3 Areas of Critical Concern

We recommend development of a mechanism whereby the local government can declare specific geographical areas of the City as areas of critical concern. This designation can be applied to areas of environmental concern, areas where growth is expected, or areas which are expected to be affected by a major facility. As such areas are identified, a Resource Planning and Management Council (consisting of Mayoral appointees, pertinent City Councilmen, selected planning professionals,

representatives of various civic and other interested groups) would be established to recommend appropriate actions to be taken within the area. This could include modification of the Comprehensive Plan, the creation of additional land use controls (setbacks, sign legislation, buffering, etc.), the use of development incentives such as tax increment financing, or the application of any other growth management device which can protect or improve the integrity of an area. This approach would supplement existing district planning efforts.

2.8 Continue Citizen Involvement In Planning Efforts

The Task Force recommends continued citizen involvement in planning efforts, in conjunction with the development of studies and plans. The present City Administration has consistently generated and encouraged as much and as varied citizen involvement as possible in the development of its planning projects and studies. In conjunction with the Planning Department's district plans, citizen involvement has been sustained through task forces and assignment of meaningful responsibilities to citizen advisory committee members.

As a means to ensure balanced citizen involvement in the local growth management process, membership of the Planning Commission should continue to include representation of neighborhood civic groups and a wide variety of disciplines and occupations.

2.9 Educational Forums for Growth Management Decision-Makers

In an effort to make more informed decisions concerning growth management, City Council and Planning Commission members and other City officials who deal with the complexities of growth management should be encouraged to attend a professionally conducted educational forum or seminar dealing with this topic.

2.10 Agency and Department Commitment

The Task Force sees a need to ensure a strong commitment to all elements of the Comprehensive Plan by appropriate City agencies and departments through proper directives and interdepartmental coordination and cooperation.

2.11 Planning Department Role in Growth Management

Overall, we recommend increasing the Planning Department's role in the local growth management process. More specifically, the Planning Department should be the central clearing house/lead agency for the development, maintenance and dissemination of information pertinent to growth management. This includes the following: data retrieval from a variety of sources; data development such as doing surveys, estimates, projections, etc.; and data dissemination, which would be made available to other City departments, agencies, authorities, jurisdictions and the general public. One achievement in the realization of these efforts should be the capability of the Planning Department to assess the cumulative impact of growth (demand for services and facilities) in all areas of the City with particular emphasis in the rapidly growing areas.

Chapter 3

LAND DEVELOPMENT REGULATIONS

Jacksonville's zoning and subdivision codes are primary tools for implementing the 2005 plan. In order to ensure effective enforcement, the Task Force recommends additional staff support to ensure zoning enforcement. With respect to the Zoning Code, we suggest amendments that will incorporate performance-based standards for buffer areas between incompatible use districts and for site plan review of office and commercial developments. We also support the policy of Mayoral veto in support of Planning Department and Planning Commission recommendations. Concerning the Subdivision Code, we recommend adherence to the sidewalk requirements, and support the adoption of a provision requiring dedication of lands or in lieu payments for recreational purposes.

The Task Force also addresses the concerns of developers with respect to growth management laws and policies. In this light, we recommend integration of zoning, building, and related land development regulations into a coordinated and cross-referenced land development code, and investigation into incentives such as transfer of development rights and others.

3.1 Zoning Findings and Recommendations

After reviewing the zoning process in Jacksonville, the Task Force makes the following recommendations with respect to enforcement, sign control, performance standards for commercial and industrial site plan review and for buffer areas between incompatible uses (e.g. residential and industrial):

3.1.1 Increased Zoning Enforcement

The Task Force recommends increased emphasis on zoning enforcement through the Building and Zoning Inspection Division of the Public Works Department. Inadequate staffing at present leads to improper policing of zoning regulations. With new ordinances being adopted periodically (e.g. for landscaping, sign control), staff levels have not kept pace with the demands created by recent legislation.

3.1.2 Sign Controls

The Task Force recommends repeal of section 656.416 (Zoning Limitations on Signs) of the Zoning code, and creation of a new section 656.416. The sign ordinance recommendations [See Appendix A, Proposed Amendments to Zoning Code Regarding Signs] presented in section 7.1 supplement these recommendations.

3.1.3 Air Installation and Compatible Use Zone

The Task Force supports enforcement of the Air Installation and Compatible Use Zone, adopted by Council on March 13, 1985. This ordinance contains regulations applicable to all lands lying within delineated airport noise, accident potential, and airspace zones. It establishes noise, accident, and height zones, and regulates the density and type of development permitted in these areas. Its coverage includes all airports, including civilian airports; i.e. Craig Municipal Airport, Herlong Airport, and Jacksonville International Airport.

3.1.4 Site Plan Review For Commercial And Industrial Development

The Task Force recommends adoption of selected portions of the proposed "Performance Zoning Code" and incorporation of the same into section 656.505 (Erection of More than One Principal Structure on Lot) of the Zoning Code in order to provide for site development plan approval by the Planning Commission for not only multi-family residential purposes, but commercial purposes as well. Planning Department staff would prepare standards and procedures for this function with ultimate review of development proposals performed by the Planning Commission.

3.1.5 Review Procedures And Performance Standards For Buffer Areas

The Task Force has reviewed Ordinance No. 84-572 (Performance Zoning and feels that certain aspects of the bufferyard concept should be incorporated into the City's existing zoning code. This would provide more protection to adjacent property owners and would enhance the existing landscape ordinance. Methods of determining the performance standards for a buffer yard must be established for residential, commercial, and industrial districts.

We also recommend establishment of a set of review procedures and standards for commercial/industrial development which would include an emphasis on the review of "buffer yards" between non-compatible land uses.

3.1.6 Include Office/commercial in Townhouse/Rowhouse Zoning Classification

The Task Force recommends modification of section 656.418 (Townhouses and rowhouses) of the Zoning Code to include office/commercial development when lots are sold to individual owners.

3.1.7 Review of Zoning Processes

The Task Force reviewed the existing zoning process required for Applications for Rezoning, Zoning Exceptions, Variances, Amendments to the Zoning Code and Applications for Planned Unit Developments (PUD). We found that the process was clear-cut and thorough.

3.1.8 Consistency of Zoning With Comprehensive Plan

The Task Force reviewed the existing 2005 Comprehensive Plan and finds that said plan at present is a general policy guide for development and land use regulations; however, the Planning Department is accomplishing a more detailed level of planning for the City through its district and neighborhood-level planning.

3.1.8.1 Consistency of Zoning with District and Neighborhood Plans

The Task Force supports review of existing zoning for consistency with the Comprehensive Plan, and suggests that rezoning be carried out to conform with approved district and neighborhood plans.

3.1.9 Mayoral Veto in Support of Planning Department and Planning Commission Recommendations

The Task Force supports continuing the practice of Mayoral veto for any rezoning not supported by the Planning Department or Planning Commission.

3.2 Subdivision Recommendations

The Task Force recommends the following with respect to Subdivision Regulations, Chapter 654 of the City Code:

3.2.1 Sidewalk Requirements

We recommend that the Code requirements for sidewalks be adhered to. If a variance is requested to waive the requirements in part or in total, we recommend that an amount equal to the estimated construction cost of the sidewalks be provided to the City to be held in escrow account in order to provide for sidewalks in the vicinity of the subject property. [See also Section 5.6, Ensuring Adequate Infrastructure.]

3.2.2 Dedication or In-lieu Payments for Recreational Needs

We recommend that a requirement be incorporated into the Subdivision Code which would provide for the dedication of land for recreational purposes, or that an amount per lot be paid to the City to be held in an escrow account in order to pay for recreational areas outside the subdivision which would service the same. [See Section 4.5.2.]

3.2.3 Right-of-way Acquisition

We recommend that when a development occurs along an existing or proposed major corridor of the City, further right-of-way should be required to be reserved for the same, and that joint participation in the construction of the same should be required.

3.2.4 Off-site Improvements

The Task Force recommends that off-site improvements required by the Department of Public Works as to signage, road widening, acceleration deceleration by-pass lanes, traffic signalization, etc. be provided with the development.

3.3 Growth Management Report by Jacksonville Community Council, Inc.

The Task Force reviewed the growth management study of the Jacksonville Community Council, Inc. (JCCI), which made several recommendations with respect to zoning and subdivision controls. The Committee on Zoning and Subdivision Controls addressed the concerns raised in that study, and adopted those with respect to performance-based development regulations, and periodic review of zoning for conformance with the comprehensive plan.

3.4 Developer Incentives

The Task Force makes the following findings and recommendations to enhance efficiency and fairness in administering land use regulations:

3.4.1 One-Stop Permitting

The Task Force supports the City's continued efforts to streamline the process for obtaining necessary review on building and related permits. Jacksonville is nationally recognized for its efficiency in this area.

3.4.2 Accelerated Review for Developments

All developments, including parking lots, should be presented for review by the Planning Commission, which should do its review within a specified period of time (e.g. 30 days).

3.4.3 Transfer of Development Rights

The Task Force encourages the development and implementation of some form of transfer of development rights (TDR). TDR can be used to protect land resources from developmental pressures. It accomplishes this objective by permitting the transfer of development rights within areas designated as "conservation" or "sending zones" to properties in "receiving zones", where rights to higher density development exist. The TDR concept can be applied to an individual development site, between properties, or by establishing a full-scale system with structured sending and receiving zones.

3.4.4 Designation of Enhanced Planned Unit Developments

We recommend investigation into the feasibility of designating enhanced Planned Unit Developments (PUDs), which would be a development under the code whereby the developer and the City have established a cooperative agreement that the infrastructure needed for the development would be provided by a commitment of impact fees from the developer and a certain portion of the increased property taxes coming to the city from the development (a mini-tax increment district). [See Section 4.2.4.1.]

3.4.5 Investigate Concept of Land Use and Planning Trust Fund

We recommend investigating the concept of a Land Use and Planning Trust Fund. This fund would be used by the City to purchase non-conforming properties that are incompatible with surrounding uses for resale to private developers. Purchase of these properties would be on a voluntary basis, and would be limited to established nonconforming uses.

3.4.6 Establish an Integrated Land Development Code

At present, prospective developers must obtain various applicable provisions of the City Code in order to ascertain the regulations in effect. We recommend that an integrated development code be made available that incorporates and cross-references within a single document the provisions in Chapter 650 (Comprehensive Planning), Chapter 654 (Subdivision Regulations), Chapters 656, 658 (Zoning Code), Chapter 730 (Private Streets and Roads), other applicable code provisions and regulations, and Planning Commission Rules setting out performance standards and criteria for multi-family dwelling units, mobile home parks, and subdivisions.

3.4.7 Graduated Impact Fee Structure

See Section 4.7.

Chapter 4

INFRASTRUCTURE- NEEDS AND METHODS OF FUNDING

The City has substantial unmet needs for facilities and services, and must plan and provide substantial infrastructure to serve future residents as well. We strongly recommend that the City make a commitment to fund the public infrastructure needed to meet existing shortfalls and future demands. While regulations are important in managing growth, regulations do not build roads or parks. This commitment can be met through a range of financing techniques, including the following: impact fees and other user charges, tax increment financing, revenue bonds, special assessment or taxing districts, and required dedication of sites or in lieu payments for parks or other facilities.

4.1 Infrastructure Financing Needs

A recent study estimates that the unfunded infrastructure backlog necessary to serve existing Florida residents is \$29.2 billion in 1982 constant dollars. Expected population growth between 1985 and 2000 will add \$17.1 billion to that total, given current policies and programs.[1] Jacksonville's infrastructure needs reflect these Florida trends. There is presently a significant backlog in the areas of transportation and drainage improvements, along with increased demand for recreation and other City services. In the case of water and sewer provision, developments beyond City-served areas may opt for septic systems if services are not presently available, which can cause pollution problems and significantly higher costs for retrofitting.

4.1.1 Transportation Funding and Needs

Revenues for highway construction are obtained at the Federal (51.1%), State (24.4%), and local levels. A Federal Highway Administration estimate of highway

1. H. Fishkind & K. Denton, "Public Infrastructure and Growth Management: The Crucial Connection" (M.G. Lewis, 1985).

needs in the Federal-aid system shows a need for between \$305 and \$333 billion in capital improvements between 1984 and 2000, or between \$20 and \$21 billion annually at 1980 prices. With annual revenues projected at approximately \$16 billion, only 80% of the capital needs of the Federal-aid system will be met. In 1981, 46% of all governmental highway spending was for improvements. Maintenance accounted for 28%, administration and debt service each accounted for 8%, while law enforcement took the remaining 10%.

The current budget for the Jacksonville Streets and Highways Department is approximately \$11 million, with \$9,021,633 allocated to operation and maintenance and \$ 1,915,300 to in-house capital outlay projects. The in-house capital outlay is funded through the general fund and is not part of the one million allocated to the CIP.

The current road program is underfunded and does not have the revenue to keep up with the current or future demands of anticipated growth. Jacksonville needs \$100 million to catch up with known road requirements of the next seven years. The local road program, unlike the state and mass transit program, does not have State and Federal funding.

4.1.2 Funding for Water and Sewer Services

All water and sewer revenues (current budget \$54 million) come from user charges. Ad valorem taxes do not fund these facilities and services. Presently, the Water Services Division uses a "Water Pollution Control" charge as a means of capital recovery. There is no capital recovery charge for water connections.

There currently exists a tremendous backlog of individual and private utility package systems that cannot meet State of Florida water quality standards. [see section 6.2.1, Water Quality] These systems represent a tremendous potential financial liability for the City.

4.1.3 Drainage/Stormwater Retention

The City faces substantial needs in the areas of drainage and stormwater retention. These areas are presently grossly underfunded. A \$27 million bond issue is being proposed to address major drainage needs of the City. This drainage program could be financed through short-term notes, funded by a pledge of revenue from the local sales tax.

4.1.4 Recreation Needs

The main recreational problem in Jacksonville is that the City's Recreation and Public Affairs Department is underfunded in comparison with other Florida cities, and particularly with other cities throughout the United States. As of 1982-83, the

national average per capita expenditures for recreation and parks in cities of populations 500,000 to 999,000 was \$48.47; Jacksonville spent \$22.67.

The City's recreational needs greatly exceed its present funding levels. The Recreation Department already maintains 400 parks, 20 pools, 2 fountains, 18 boat ramps, and 1 marina. There are existing proposals for community parks in the Southside and Arlington areas. A recent study estimates the cost of a neighborhood community center at \$250,000. The costs for a fully integrated 25-acre park would range from \$325,000 to \$875,000 based on current land prices, with development pressures increasing on potential sites. Boat ramps require between \$50,000 to \$75,000 for renovation, and up to \$250,000 for new construction.

4.2 Infrastructure Financing Methods- Findings and Recommendations

The Task Force reviewed a range of financing devices for infrastructure, including impact fees and user charges, special assessment or taxing districts, revenue bonds, tax increment financing, ad valorem taxes, and State-authorized local option taxes.

The techniques for infrastructure financing must correspond to the nature of the service need. For example, impact fees are applicable only to new development, and generally only recoup a percentage of the actual cost of the service provided. Special assessments require state legislative authorization, and funds must be allocated directly to the purposes stated by the collecting authority. Tax increment financing must proceed according to state statutory directives requiring a designation of blight and be pursuant to a redevelopment plan. The local option gasoline tax must be used for transportation-related purposes.

4.2.1 Local Taxation- Findings

The Task Force considers that local taxation, including the optional gasoline and sales tax as well as ad valorem property tax, to be significant funding sources for infrastructure construction, improvements, and maintenance. Our recommendations on local taxation include allocation of the taxes for transportation-related purposes [4.3.1], and for recreation [4.6.3].

4.2.1.1 Homestead Exemption

In light of the significant loss of City and County property tax revenues from the current State Homestead Exemption (\$25,000 assessed value), the Task Force recommends that the City support current state legislative efforts to reduce the present level. In so recommending, we also encourage that methods for ensuring reduction or exemption due to hardships be provided.

4.2.2 User Charges and Impact Fees- Findings

The Task Force reviewed the techniques of user charges and impact fees as potential infrastructure funding devices. User charges are designed to recoup the cost of public development or services by charging those who benefit from the activity. Impact fees are a form of user charge imposed by local government on new development to offset the costs of extra-development capital facilities necessitated by that development. This financing technique can be a component of the City's Capital Improvements Program, and part of the implementation strategy of the Comprehensive Plan.

It is imperative that adoption of an impact fee ordinance proceed with a comprehensive approach to this technique. The ordinance should be related to the Comprehensive Plan's data base, including demographic, economic, and current capital facilities inventory, as well as projections of population growth and future demand for capital facilities.

In the Sections below, we present our recommendations on user charges and impact fees as techniques to defray the costs of infrastructure. These include user charges for roads and parking [4.3.2], for sewer service [4.4.1], for new water service [4.4.2], for a drainage utility fee system [4.5.2], and for recreation [4.5.1]. We also suggest considerations in the adoption of a transportation impact fee [4.3.5.1].

4.2.3 Special Assessment Districts- Findings

In reviewing special assessment districts as potential infrastructure funding devices, we find that they are flexible financing mechanisms that may include residential, commercial, industrial, or mixed use developments and may be defined within, outside, or across municipal or other political boundaries. Current law would require special State legislation to authorize this technique.

Special assessment levels may be based on frontage, acreage, appraised value, or other factors and may be used to support bond issues. Property owners must usually agree to the assessment and funds must be used for improvements directly related to the property assessed. Tax increment districts are closely related to special assessment districts, but use increases in the existing tax base to finance improvements.

4.2.4 Bond Issuance

The Task Force considered bond issuance by the City and local Authorities as a technique for financing infrastructure. This technique can be particularly effective when expected revenues can be pledged to bond retirement. Below, we recommend support for a bond issue to finance drainage improvements [4.5.1] and investigation

by the Jacksonville Transportation Authority into bond issuance to finance needed facilities supported by the pledge of toll revenues [4.3.4].

4.2.4.1 Tax Increment Financing- Findings and Recommendations

The Task Force reviewed tax increment financing (TIF) as a means to recoup the costs of planning, land acquisition and preparation, and construction or rehabilitation of structures. This technique enables the City to finance redevelopment in blighted areas by pledging expected increases in tax revenue to the retirement of tax increment bonds. The Florida Statutes prescribe the eligibility requirements and process for local use of TIF.

Jacksonville is already using this technique effectively in the downtown area, in conjunction with the Downtown Development Authority. It is particularly applicable for housing and redevelopment activity where prescribed conditions of blight can be documented.

4.2.4.2 State Assistance for Local Bond Issuance

Two mechanisms have been used by local governments to provide higher bond ratings, and thus reduce the cost of borrowing. One is state guarantee of bonds, in which state revenues are used to support local bond issues. The second mechanism is bond pooling, where a state authority issues bonds on behalf of a number of smaller communities. This method has the effect of lowering bond interest rates by imposing a degree of supervision over the local districts of governments, by lowering the risks through pooling, and by being able to issue bonds in larger quantities.

4.2.5 Private Funding for Infrastructure

We reviewed techniques for private provision or financing of facilities. Many communities require new developments to provide land or in lieu fees for transportation, recreation, and other services. Impact fees on new developments are another accepted technique to recoup capital costs of infrastructure provision. Below, we present our recommendations with respect to transportation impact fees [4.3.5] and land dedication or in lieu payments for parks and recreation [4.6.2].

4.3 Transportation Funding Recommendations

The Task Force's overall finding on transportation finance is that funding from all public sources (federal, state, and local) will be inadequate to maintain the existing level of service on most of the major arterials in the metropolitan area.

Even with increases in Federal and State gasoline taxes, it will not be possible to maintain the current level of service (LOS) on most arterial highways in the county.

The possible methods for obtaining additional revenues for highways range from increasing user and non-user fees and taxes, to revisions in the existing fee structure to ensure a more equitable distribution of costs, to new fees and taxes, to innovative mechanisms for public and private sector financing. The following recommendations address the funding shortages for transportation maintenance and improvements:

4.3.1 4-cent Local Option Gasoline Tax

The City of Jacksonville should consider imposing the optional 4-cent additional local gasoline tax to fund transportation improvements (e.g. road and ancillary drainage projects) at an early date. **Part of this new tax or some alternative source of funds should be dedicated to public transportation.** If the City Council elected to impose the entire 4-cent tax, it would generate approximately \$3.7 million for each cent of gas tax or \$14.8 million per year in revenue. This optional tax is an excellent source of potential funding for needed road facilities because it is charged directly to the user.

4.3.2 User Charges for Roads and Parking

Various fees and taxes may be imposed to finance the building costs, maintenance, and improvements of roads and parking facilities. Tolls are widely used to finance transportation facilities such as limited access highways and bridges.

Parking taxes may also be imposed as a percentage or surcharge on privately operated parking lots. However, increased parking fees could reduce the demand for parking and offset some of the revenue gained.

4.3.3 Special Assessment Districts for Highway Improvements

In the rapidly growing parts of the City, special assessment districts should be created where the cost of providing needed improvements to the highways can be assessed on the owners of dwellings or commercial properties. After deliberation of all the alternative methods of raising the revenue needed to provide such improvements, the Task Force determined that special assessment districts were the most equitable.

4.3.4 Transportation Revenue Bonds

The Jacksonville Transportation Authority should re-evaluate its toll structure with a view to using existing toll revenues to float bonds for the construction of badly needed facilities. In any new toll structure, an incentive should be given to high occupancy vehicles.

4.3.5 Private Funding for Transportation

Private funding of transportation improvements may be required by law, as in fees based on the number of units constructed, or may be provided voluntarily by a developer in order to improve access to his property and increase its development value. Most cases of developer contribution fall somewhere between forced and voluntary, with negotiations taking place between the developer and regulating agency -usually the local planning department. Often, this bargaining process has no clear guidelines, with developers willing to provide concessions in order to avoid delay or project disapproval.

4.3.5.1 Fair-Share Improvement Program- Transportation Impact Fees

Presently the City requires that a developer dedicate the needed right-of way for road expansion, or fund a portion of the expansion if the right-of-way already exists. Jacksonville needs a fair-share improvement program to respond to local road needs in new growth areas. This legislation could be analogous to the Palm Beach County "Fair Share Contribution for Road Improvements" Ordinance.

There appear to be two major issues regarding the use of private funds for highway improvements: first, the amount of contribution required of the developer; secondly, the legality of locally imposed requirements. Since private funding of highway improvements is relatively new, there are some additional issues which will have to be addressed regarding its application to future situations:

- What is a "fair" amount to be paid by a developer for highway improvements which also benefit the general public?
- How large should a development be before it is required to fund highway improvements?
- How much is the cost of housing (or goods and services) affected?
- How should costs be shared?
- How can private funding be included in the Capital Improvements Program?

4.4 Recommendations for Water and Sewer Service Financing

Our recommendations for water and sewer financing are as follows:

4.4.1 User Fees for Sewer Service

The Task Force recommends the continued use of the concept of user fees through the "Water Pollution Control" charge, to provide funding for the replacement of sewer capacity reserves as they are consumed by growth.

4.4.2 User Fees for New Water service

The Task Force also recommends a similar capital recovery charge (analogous to the sewer "Water Pollution Control" charge) for new water services. Without such a charge, all expansion to the City's water system is funded by current user revenue. This is not equitable, as new growth should pay a reasonable share of the funding for major expansion.

4.4.3 Financing Water and Sewer Line Reconstruction from

Current User Revenues

The City has undertaken major infrastructure rehabilitation (water line and sewer line) that is funded from current user revenues. The Task Force strongly recommends this concept, even at the risk of increasing user fees. Otherwise, the overall condition of the utility will decline to a point where massive borrowing will be required to maintain service.

4.5 Financing for Drainage Improvements

The following recommendations pertain to financing for drainage improvements:

4.5.1 Support Bond Issue for Drainage Needs

The Task Force supports the issuance of bonds to resolve the current major drainage problems. However, an alternative source of funding must be found to adequately address the county's long-range drainage needs.

4.5.2 Study Feasibility of Drainage Utility Fee System

Presently, there does not exist any funding mechanism to adequately maintain a county-wide drainage system. The City of Jacksonville should study the feasibility of implementing a drainage utility fee program for drainage maintenance and capital outlay improvements.

4.6 Financing Recreational Services

Recreation in Jacksonville is underfunded in comparison with the national average for cities its size, and in comparison to other cities within the state.

The Task Force recommends raising the per capita spending for recreation to the national average of cities our size. The recommendations to achieve this objective include the establishment and/or raising of user fees, raising the ad valorem taxes with a commitment to recreation, and the establishment of land dedication ordinances for recreational purposes.

4.6.1 Recreation User Fees

The Task Force recommends that existing user fees be reviewed and raised where appropriate. New user fees are recommended for leisure services activities not currently being charged. Existing and new user fee revenue from recreation and leisure services should be returned to the Recreation Department.

4.6.1.1 Boating License Fee

Legislation should be pursued to adopt a County boating license fee at the recommended level of \$10 per license. The revenue would be dedicated to boating and water access improvements.

4.6.2 Land Dedication or In-Lieu Requirements for Recreation

The Task Force finds that development of an ordinance, [coordinated with the Subdivision Code,] outlining land dedication requirements for recreation can be a significant growth management tool. This method is used in a number of other municipalities in Florida and elsewhere. Land dedications enforced on new developments would be based on the National Recreation and Park Association standard of two (2) acres (minimum) per 1,000 persons.

Under this proposed Ordinance, a developer would have a choice of four (4) compliances:

- (1) Dedicate land in the proposed development to recreation.
- (2) Build a private recreation area to comply with the standard ratio of land to people.
- (3) Pay a fee (e.g. \$125) per dwelling unit to assist the City in development of a regional recreation facility. (This type of fee in Broward County has been sustained by the Courts.)

[See Appendix B, Land Dedication Ordinance for Recreation, which may serve as a draft for an amendment to the Jacksonville Code. [See also section 3.2.2, regarding potential placement in Subdivision Code.]

4.6.3 Commitment of Ad Valorem Taxes for Recreation Purposes

An equitable approach to solving the City-wide deficiency in operation and maintenance funds for recreational facilities would be a millage rate increase- with commitment of funds generated therefrom to the Recreation Department budget.

The City of Jacksonville's Fiscal Year Budget estimates that approximately \$100 million in ad valorem (property tax) revenue will be collected. This is based on a millage rate (excluding schools) of 12.2567 and a taxable base of \$8.9 billion. To bring Jacksonville up to the national average of \$48.47 per capita, an additional \$16 million is needed. A millage rate increase of one (1) mil would generate approximately \$8.8 million at the current assessment rate.

4.7 Graduated Impact Fee Structure to Encourage Development in Serviced or Developing Areas

As part of the development of an impact fee structure, the Task Force recommends including a formula or schedule that imposes relatively higher fees on similar-scale developments requiring greater extension of infrastructure. Lower fees would apply to new developments in areas with existing or planned service capacity (e.g. roads, water and sewer, recreation). For example, the Palm Beach County Fair Share Contribution for Road Improvements Ordinance is based on a formula accounting for estimated trip lengths and frequencies generated by a new development, and the road costs and capacity per lane mile.

Chapter 5

PROVIDING INFRASTRUCTURE FOR QUALITY GROWTH

The provision and financing of Jacksonville's transportation, water and sewer, recreation, and other facilities and service systems are essential components of a balanced growth strategy. The Task Force recommends that the City take the lead in indicating where and when public infrastructure will be provided. The Capital Improvements Program can be an important coordinating device for service provision over the five succeeding years, with the comprehensive and district plans indicating longer range development plans. In this context, we recommend additional policies to improve the quality and quantity of transportation, water services, and recreation.

5.1 Commitment to Direct Public Infrastructure to Designated Growth Areas

The Task Force recognizes that the City's provision of roads, water and sewer, recreation, and other urban infrastructure and services can be important determinants of the direction and pace of growth. We find that an important step toward the implementation of planned growth is to direct publicly provided infrastructure in accordance with the objectives and policies of the comprehensive plan, including district and neighborhood plans. We therefore encourage the City to direct its capital improvements planning and programming to growth areas selected through the comprehensive planning process. [See also Section 4.7, Graduated Impact Fee Structure.]

5.2 The Capital Improvements Program as Coordinator for Infrastructure Provision

The Task Force recognizes the City's Capital Improvements Program (CIP) as an important coordinating device for the provision of infrastructure. The CIP is a 5-year planning document which identifies the projects over \$25,000 (or projects

that are part of an overall \$25,000 project) which have been identified by a City agency as a needed capital improvement. The Capital Improvement Program Procedures Manual, prepared by the Planning Department, sets out the procedures for identifying projects and priorities.

These projects, along with their priorities, are listed in the CIP as Priority # 1 (needed this year) or Priority # 2 (not needed this year). The identified projects and priorities, and their respective funding sources, are then reviewed by the following agencies, and their recommendations are passed to the next agency as listed.

1. Planning Department- Project priority reports are prepared.
2. Planning Commission- Public hearings.
3. Mayor's Budget Review Committee.
4. Jacksonville City Council.
5. Mayor- Approval of the final ordinance.

The CIP is tied to, and supportive of the goals and objectives of the 2005 plan. One mil of the ad valorem tax is earmarked for the Capital Improvement Program each year. This represents approximately \$8.8 million for infrastructure and facility maintenance improvements- minus water and sewer- and is in addition to miscellaneous funds such as grants and donations. However, the CIP does not serve to reserve funds for projects. Project funding is done by an appropriating ordinance or ordinances.

5.2.1 CIP Map to Locate Scheduled Improvements By All Utilities for Next Five Years

We recommend that the City require all providers of capital facilities to locate their projected improvements for the next five years on a common map, to be maintained by the City Planning Department. This practice will encourage efficiency, and minimize the potential for duplicating or failing to provide services to areas of the community, and help ensure that adequate facilities are planned for proposed developments.

5.3 Transportation Systems and Growth Management

Jacksonville's transportation system reflects the opportunities and costs of recent rapid growth. Downtown development has been accompanied by a significant increase in commuter traffic. Suburbanization of residences within the metropolitan area has been accompanied by location of commercial strip development along main arterials. One impact of this pattern is the delays caused by frequent curb cuts and traffic signals to control intersections.

Planning and providing services to meet the City's transportation needs includes **public transit**. For citizens who commute long distances, encouragement of park-and-ride facilities is recommended. In addition, continued subsidy of transit ridership is recommended. The committee also recommends that the City consider imposition of the local option gasoline tax, with a portion allocated to public transit.

5.3.1 Transportation Planning Recommendations

The responsibility for transportation planning rests with the Metropolitan Planning Organization (MPO). The MPO's recommendations are implemented by other agencies, particularly Florida Department of transportation (FDOT), City of Jacksonville Department of Public Works, and the Jacksonville Transportation Authority. No single agency is responsible for highway construction and maintenance. It is a shared responsibility.

Transportation plans for the metropolitan area are prepared for both the long-term and short-term. The long-term plan is the Jacksonville Urban Area Transportation Study (JUATS) whose target date is presently 2005. The existing plan is a part of the 2005 Comprehensive Plan for Jacksonville, and has been approved by the City and the MPO.

The short-term plan is the Transportation Improvement Program (TIP) which is prepared each year and reflects projected expenditures for the next five fiscal years.

5.3.1.1 Long-Term Planning- Transportation Goals

The following goals, which are supplemented by objectives and policies, are stated in the 2005 Transportation Plan for the metropolitan area, including Duval and the northern parts of Clay and St. John's Counties:

- I. To develop a multi-modal transportation system which is efficient, safe, and reasonably economical to meet the needs and desires of all citizens.
- II. To achieve a transportation planning process which is responsible to the communities' needs and desires.
- III. To coordinate land use and transportation planning.
- IV. To alleviate traffic congestion.
- V. To provide a mass transportation system which adequately serves all citizens.
- VI. To develop adequate parking facilities consistent with land use and transportation plans and the "State Air Implementation Plan".

VII. To promote energy conservation and positive environmental impacts through the transportation plan.

5.3.1.2 Update Jacksonville Urban Area Transportation Study, With Concentration on Highway Improvements

The Task Force recommends that the Jacksonville Urbanized Area Transportation Study (JUAT) should be updated to 2010 as early as possible. The 2005 Plan has been implemented in part, but it was based on several assumptions (e.g. a people mover system 19.2 miles long) which are no longer valid. Also, the rate of growth of traffic has been larger than expected, which has caused the plan to become outdated.

The MPO intends to begin new computer simulations to update the plan to 2010 based on the result of the 1980 census. The study update will consider various projected growth rates, land use plans and highway and public transportation improvements. The modeling procedure will identify where the worst congestion will occur in the future and enable plans for improvements to be made.

The MPO's update will also incorporate district planning. The Arlington/Beaches area plan was completed in 1984, and a similar study of the Southeast part of the county is currently underway. For the most part, the problem area identified in the JUATS 2005 Plan are reflected as continuing problem areas in the district plans.

While many issues will be addressed in updating the 2005 Plan to 2010, it is the highway improvements which are seen as the major recommendations. These improvements will also be the most costly to implement, with the possible exception of the Automated Skyway Express. The plan should also incorporate to the maximum extent feasible the introduction of new technology, particularly expansion of the ASE system.

5.3.1.3 Short-term Planning

In order to comply with Federal requirements, the Metropolitan Planning Organization (MPO) and Florida Department of Transportation (FDOT) must work together to prepare the Transportation Improvement Program (TIP), which is a listing of projects to be implemented in the next five years. It is subdivided by implementing agency and funding source. However, some projects which are needed, but listed as a lower priority, are included without any source of funding being identified.

In the current (1984-85) fiscal year, only those projects funded by the U.S. Department of Transportation (FHWA, UMTA, FAA) have to be shown. In the future, all state projects must also be included. Locally funded projects are included for information only. Thus, the TIP is the only complete document showing transportation improvements in the metropolitan area.

The current methodology for short-term transportation planning is for implementing agencies to submit their list of projects to the MPO which then compiles the TIP. Little discussion takes place during the formulation of the TIP since there is little competition between the various agencies for funds.

5.3.2 Public Transit

The Task Force recommends that public transit be a strong component of transportation systems planning. Since the impact of public transportation is to reduce the demand for automobile use, and thus the need to provide additional road space and parking, the provision of good public transportation to serve all sectors of the community should be encouraged.

5.3.2.1 Evaluate Bus Routes for Needs of Non-Car Owning Riders

Existing and future bus routes should ensure that the needs of the non-car owning riders are met as fully as possible. Work trips by the elderly, handicapped, and poor should be given special attention.

5.3.2.2 Increase Bus Ridership and Provision of Park-and-Ride Facilities

Increased bus use will help reduce traffic congestion. In addition, expanded use of Park-and-Ride facilities offers commuters a sensible alternative to rush-hour driving. The JTA has recently completely restructured the bus routes to improve system efficiency and service to passengers.

5.3.2.3 Consideration of Public Transit Alternatives

There is no identifiable transportation corridor in Jacksonville where any form of fixed track public transportation system would apparently be feasible. Since the existing railroads are heavily used by freight traffic, these lines would not be suitable for use by suburban electric commuter trains. The most promising development will be the possible extension of the ASE system which will use new technology and have low operating costs.

5.3.3 Recommendations for Improving Transportation System Efficiency

The Task Force recognizes the need to provide transportation facilities to serve new growth, as well as existing areas and neighborhoods. Improving the expressway system is one way to prevent the build-up of undesirable congestion in existing residential areas. Other means include preventing strip commercial development, improving intersections, and expanding right-of-way acquisition adjacent to limited access roads.

Future highway capacity should be provided on the expressway system and its feeder roads. Pressure to increase capacity on roads through residential areas should be resisted. Any new highways should ensure protection from incursions of strip development. In constructing new facilities, all right-of-way should be acquired as limited access from the inception of the project.

5.3.3.1 Restriction of Commercial Strip Development

The Task Force recommends that every attempt be made to restrict the development of commercial properties along major traffic arteries unless those properties are served by service roads separate from the main facility.

5.3.3.2 Limit Incursion of Transportation Corridors on Neighborhoods

We recommend that planning to improve major transportation corridors to outlying areas avoid routes that will infringe on City neighborhoods. [See also Section 7.3.3, Neighborhood Preservation.]

5.3.3.3 Accommodating Peak-Hour Movements

Most highway improvements are made ~~to~~ to accommodate peak hour movements, with corresponding spare capacity during off-peak periods. Some of the need for new construction to service existing neighborhoods and commercial centers could be eliminated by staggering work hours, particularly downtown.

5.3.3.4 Encourage Ride-Sharing

Alternatively, the peak hour load can be reduced by increasing vehicle occupation through ride-sharing and vanpooling. The Mayor's Energy Office maintains an effective ride-sharing service which is funded by the MPO. However, in spite of these efforts and the availability of subsidized vanpooling, there is little interest in ride-sharing. More needs to be done to convince communities of the financial benefits of ride-sharing.

5.3.3.5 Bus Only Lanes and High Occupancy Vehicles

The Task Force looked at the use of bus only lanes and incentives for high occupancy (two or more) vehicles. These techniques have been incorporated in many large metropolitan areas. Such facilities can only be justified where their use by buses will result in an overall saving of time for all commuters on that route. No such locations in Jacksonville are apparent.

5.3.3.6 Intersection Improvements

The Florida Department of Transportation together with the City of Jacksonville should continue to implement low cost intersection improvements together with improvement of traffic signals through computer operations where appropriate with a view to reducing travel time on all major non-expressway corridors.

5.3.3.7 Triggering Traffic Signals

The Jacksonville Transportation Authority working in conjunction with the Florida Department of Transportation and the Jacksonville Department of Public Works should study a method whereby buses are equipped to trigger traffic signals, thereby reducing bus journey times.

5.3.4 Downtown Parking

The provision and price of downtown parking should be carefully monitored and prices should be raised to maintain a balance between private auto and public transportation usage. Those commuters displaced by higher parking charges should be accommodated in fringe park-and-ride facilities. A study is currently underway to assess downtown parking needs and usage, which should provide useful data for policy review.

5.3.5 Right-of-way Acquisition

The right-of-way for all new major roadways should be acquired as limited access to prevent the spread of strip development.

5.4 Water and Sewer Service and Growth Management

The City is moving to make regional water and sewer service available wherever growth warrants it. Growth management can certainly encompass programs to discourage or even preclude growth where such service is not available or would exceed reasonable cost. However, any halt to further regional expansion (thereby making fuller use of areas already served) must prohibit the use of package facilities and other low cost alternatives that will eventually become financial liabilities that the City will likely be called on to take over.

5.4.1 Commitment to a Regional Sewage Treatment System

In light of the finding that individual and private package systems can cause

environmental and fiscal problems, the City of Jacksonville must require that regional sewer system plants be used for new development, rather than small package type treatment plants. These low cost isolated systems are a future liability that the City can not afford to be burdened with.

5.4.1.1 Regional Treatment Systems for Presently Unserved Areas

The use of an EPA approved, state approved, and City of Jacksonville regional treatment system should be required of all major growth areas not presently served by a complying private utility system.

5.5 Recreation- Dual Usage Concept for Stream Valley Parks

The Task Force recommends that the City commit to acquiring and setting aside stream valleys and other suitable areas for dual usage as drainage basins and passive recreation areas.

5.6 Ensure that Adequate Public or Privately Provided Infrastructure Services New Development

Subdivided land requires that adequate roads, drainage and utilities be provided and maintained. New subdivisions approved by the Planning Commission have increased respectively from 72 in 1980 to 104 in 1984. Among the subdivisions approved in 1984, 83.2% were approved with private/public water and sewer. Of the 16.8% remaining, 9.4% were on public water and septic tanks, with the remaining 7.3% on private wells and septic tanks.

In addition, of the 104 subdivisions approved by the Planning Commission during 1984, 53.7% were granted a variance to section 654.121 (streets; curbs and gutters; sidewalks) of the Ordinance Code to waive the sidewalk requirements by providing a sidewalk plan, with 9.8% obtaining a complete waiver of sidewalk requirements.

In light of the potential adverse health and safety impacts from inadequate or insufficient infrastructure to service development, and the potential added costs to the City for maintaining and repairing inadequate infrastructure, the Task Force recommends that applicable Code provisions and administrative practices be reviewed and strengthened to ensure that adequate public or privately provided water, sewer, sidewalks, parks, and other necessary infrastructure and services are present or will be provided for residential developments.

Chapter 6

WASTE MANAGEMENT AND RESOURCE PROTECTION

Quality in the natural environment is essential for the health and well-being of Jacksonville's citizens. These concerns are addressed by the Task Force's Committee on Waste Management and Resource Protection, and reported in our findings and recommendations concerning the quality of water and air resources, and safe disposal of wastes. To ensure continued supply of potable water, we recommend expanding the scope of the Water Conservation Ordinance to identify and regulate ground water contamination sites, and designation of a Water Resources Planning Body to address quality and quantity issues. Our water pollution control recommendations include enhancing regulations for domestic septic systems, waste water pre-treatment, a master drainage plan, and hazardous waste monitoring, tracking, and regulation. With respect to air pollution, we review the major pollutants, and recommend techniques to minimize automobile impacts and regulate fugitive and odorous emissions. The Task Force also supports the City's efforts in implementing the Omnibus Environmental Quality Ordinance of 1984.

6.1 Potable Water Supply

The concerns for an adequate and safe water supply to meet Jacksonville's present and future needs are addressed in the following recommendations of the Committee:

6.1.1 Ground Water Contamination

Ground water contamination is perhaps the greatest immediate threat to much of Jacksonville's potable water supply. In the past year, approximately 66 families at various sites throughout the City were found to have chemically contaminated wells. The threat of contamination is greatest to shallow rock wells (75 to 200 feet in depth).

There are no current estimates of the number of households using shallow rock wells. In 1966, it was estimated that between 30,000 and 70,000 households in Jacksonville used such wells. This estimate would be substantially higher today.

Furthermore, there has never been a permit program for such wells, which could establish the locations and numbers for this usage. While some recent progress has been made in dealing with ground water contamination, the following additional steps are recommended by the Task Force:

6.1.1.1 Expand Scope of Water Conservation Ordinance

The City should consider expanding the scope of the Water Conservation Ordinance (Chapter 306) to protect all of the area's aquifers, including the Floridan aquifer. One step in accomplishing this goal would be to require permits for wells of all sizes and types. Additionally, a device whereby new or prospective property purchasers might be warned of their proximity to known groundwater contamination sources would be beneficial.

6.1.1.2 Expand Capability to Identify Contamination Sites

The Task Force recommends increasing local resources to allow additional agency staffing and equipment to perform the required field work in assessing the identified contamination sites throughout the City. There are currently more than eighty (80) such sites. These additional resources would help in realizing the extent of the problem and possible methods to alleviate contamination.

6.1.1.3 Comprehensive Review of Water Supply Regulatory Programs

A comprehensive review is needed of all governmental regulatory programs having a direct or indirect impact on water supply, including the procedures of the Planning Department and the Building and Zoning Division of the Public Works Department. Ground water impact must be considered in all zoning and development processes.

6.1.2 Designate a Water Resources Planning Entity

The Task Force recommends designation of a water resources planning entity to accomplish long-range planning, monitor county-wide activities affecting water quality, identify local water resource needs, and develop uniform positions on water resource issues of local and regional significance. As part of its function, this planning entity could develop priorities for annual input to the Department of Environmental Regulation's State Water Resource Conference and the St. Johns River Water Management District planning processes. It could also monitor, propose, comment on, and track State water resource legislation impacting Jacksonville.

6.1.2.1 Long-Range Comprehensive Potable Water Supply Plan

The Task Force recommends that the designated water resources planning entity develop a long range comprehensive potable water supply plan for Jacksonville. Such a plan should address the varying needs of public and private utilities, industry, and other self-supplied users.

6.1.2.2 Protection Of Future Well Field Sites

The water resource planning entity should develop policies to ensure that "urban sprawl" does not destroy needed future well field sites.

6.1.2.3 Develop a Water Shortage Plan Strategy

This entity could also develop a water shortage plan strategy and county-wide network of systems that would maximize equitable sharing of water and minimize adverse water shortage.

6.1.3 Update Water Conservation Ordinance

The Task Force recommends that the City Ordinance Code Chapter 306 be refined to include under the "Omnibus Environmental Bill the following:

- A. Particular local water use standards.
- B. Permit requirements for wells of all sizes.
- C. Define procedures and policy for well construction in contaminated areas.
- D. Address problems associated with water cooled heat pumps.
- E. Update all well construction standards and well contractor licensing.
- F. Possible licensing requirements for irrigation contractors.

6.1.4 Well Monitoring Program

The Task Force recommends that a well monitoring program be established for the middle zone of the Floridan aquifer (located approximately 750 to 1300 feet below land surface). Such a program is needed to provide adequate warning of salt

water intrusion into existing production wells tapping this zone. This program is extremely important in light of current and projected growth in the City.

6.1.5 Consider Expanding "Required Connections" to All Public Supply Systems

The Task Force recommends that the City should consider expanding its "required connections" of the City Ordinance Code Chapter 750.401 to all public supply systems. The reasons for adopting this policy include ensuring against loss of potential central system well fields and to provide greater user protection against future resource degradation and contamination.

6.1.6 Evaluate City's Planning and Permitting Process Affecting Water Supply

The Task Force recommends an evaluation of possible changes in the City's planning and permitting processes to encourage more efficient use of central water supply systems.

6.1.7 Improved Local Inter-Agency Coordination

Better local water conservation activity staffing, equipment, and funding is needed to ease and increase the efficiency of current work load burdens. Such easing will be necessary if adequate time is to be spent coordinating with other local, State, and Federal agencies that address problems affecting Jacksonville's future water supply. These agency resources will also be needed to help apply State and regional regulations, policies, and management programs that have been designed to help answer the question "What additional population growth will our existing potable water supply support?"

6.2 Recommendations on Water Pollution

The Task Force reviewed the problems of water pollution in Duval County affecting both surface waters (our streams and rivers) and sub-surface waters (the shallow aquifers). Our recommendations concentrate on pollution problems caused by sewage, drainage, and hazardous wastes.

6.2.1 Sewage treatment

Sewage, both domestic and industrial, is a substantial and continuing problem. Improper septic installations and the approximately 170 small, local sewage plants

which are unable to provide adequate treatment, put large amounts of partially treated sewage into our streams, and are the major contributors to pollution in our smaller creeks and rivers (e.g., Cedar River, Ribault River, Trout River, Pottsburg Creek).

6.2.1.1 Enhance Domestic Septic System Regulations

The Task Force recommends continuation and enhancement of the regulations controlling domestic septic systems.

6.2.1.2 Continue City Programs to Purchase and Operate Local Plants

The Task force recommends continuation and enhancement of the City's program to purchase and operate local plants.

6.2.1.3 Follow 1972 Water Quality Management Plan

The recommendations of both the 1972 Water Quality Management Plan and the Corps of Engineers Water Study with regard to liquid waste disposal are still current and should be followed.

6.2.2 Drainage

Drainage is another major source of water pollution, and continued growth will magnify the dangers from inadequate and improper drainage facilities. Surface drainage from paved areas contains a number of harmful elements, as does drainage from lawns and agricultural sites where chemicals are used to fertilize or control insects and undesired plant types. Studies show that the early runoff from these areas contains high concentration of the pollutants, while by the time the first one-half to one inch of rain has been carried away, further drainage is relatively clean and safe. However, the State regulations for on-site retention of early runoff at new developments which are based on these findings are inadequate in several respects. The primary difficulty is that the law makes no provision for the maintenance of retention ponds and ditches, and with the high nutrient loads

present in them, they will quickly become choked with aquatic growth and will no longer function as they are supposed to.

A typical problem is that of facilities in a housing development, where once the homes are sold off, there is no clear responsibility for maintenance of the drainage facilities. Even if the City had available financial resources, ownership and right-of-way problems make management very difficult.

6.2.2.1 A Master Drainage Plan

The Task Force recommends that a Master Drainage Plan be funded and developed as a high priority matter. We have no comprehensive drainage plan in Duval County at present. Since the studies and research which go into a plan have not been conducted, it is difficult to anticipate what will occur in areas where intensive development has taken place, where on-site drainage facilities are no longer working due to lack of maintenance, and where the potential for flooding and pollution may be great. [also recommended by Infrastructure Committee]

6.2.2.2 State Stormwater Retention Rules

Two environmental agencies (Department of Environmental Regulation and St. Johns River Water Management District) have rules requiring the first half-inch of stormwater be retained or detained on site to assure water quality and quantity entering State waters. DER Rule 17-25 has been in effect for approximately four years and SJWMD Rule 40-C for one year. A permit (or exemption) must be obtained prior to the start of any construction that alters the existing site conditions.

The Task Force recognizes several inadequacies in these rules. The primary difficulty is that the law makes no provision for the maintenance of retention ponds. The typical problems are lack of maintenance or no responsibility for maintenance, and unauthorized alterations to the system. Also, frequently there is no provision for right-of-way to the retention pond. Even if the City had money available to maintain these private facilities, ownership and right-of-way problems would make access impossible.

6.2.2.3 Regional Retention and Detention Systems

Retention and detention ponds/lakes which have been constructed under Department of Environmental Regulation Rule 17-25 (during the last four years) are not functioning as designed. The reasons for this dysfunction include lack of maintenance and unauthorized alterations to the system.

As a growth management tool, the concept of individual retention or detention areas could be replaced by regional lakes or ponds. Each drainage basin to be developed should have only one area designated for retention or detention, with one

entity responsible for operation and maintenance of the facility. A possible funding source would be impact fees charged each new development as it increases runoff to the regional facility.

In the interim, it is recommended that the Environmental Protection Board, in concert with the State Department of Environmental Regulation, work to modify the present on-site retention regulations which will provide for on-going maintenance of the facilities.

6.2.2.4 Continue Waste Load Allocation Study

We recommend that the current Waste Load Allocation Study program being conducted by the Bio-Environmental Sciences Division be continued so as to guide our efforts in the most critical watersheds.

6.2.2.5 Modify On-Site Retention Regulations

We strongly recommend that the Environmental Protection Board, in concert with the state Department of Environmental Regulation, work on modifications to the present on-site retention regulations. These changes should provide for on-going maintenance of the facilities, and funding for increased inspection and enforcement. There is currently only one inspector available for this work.

6.2.2.6 Regional Drainage Facilities

We believe that a Master Plan will show some areas where individual on-site facilities will be inadequate, and in those, that the City will have to develop regional drainage facilities. In those areas, Drainage Tax Increment Districts may have to be established to finance the City capital investment in and maintenance of common facilities.

6.2.3 Hazardous Wastes

Hazardous wastes are particularly difficult water pollutants because of their potency in very small concentrations, because they have a very long life in the natural environment, and because of the tendency of many of them to become concentrated in fish and shellfish.

6.2.3.1 Continue Monitoring Hazardous Material in Our Streams and Rivers

The amounts of heavy metal, PCBs, and other hazardous materials present in our streams and rivers apparently do not now constitute a clear and present danger. However, we recommend continuation of the monitoring programs which have been

carried on by the Bio-Environmental Sciences Division and by State agencies. These monitoring efforts should increase understanding of the nature of the threat, locate and stop further discharge of these elements, and protect the public from contaminated seafoods.

6.2.3.2 Hazardous Waste Pollution of Groundwaters

We cannot state strongly enough the importance of taking whatever regulatory and enforcement steps as may be necessary to assure present and future citizens that pollution of this critical resource will never happen. At this time, the Floridan (deep) aquifer remains free of traces of hazardous chemicals. The pollution of our groundwaters by hazardous waste is a far more severe problem than surface pollution because our drinking water comes from below ground.

6.2.3.3 Continue Tracking and Regulating Hazardous Waste Disposal

We recommend continuation and enhancement of the program now in place (federal, state, local) for tracking and regulating hazardous waste disposal. The way to prevent hazardous pollution in shallow aquifers is to control the disposal of hazardous chemicals which create the problem.

6.2.3.4 Establish Sites for Small-scale Disposal of Hazardous Wastes

The regulations for hazardous waste are directed only at the large producers. An estimated 40% of hazardous waste comes from small businesses and households. To address this, we recommend that the City establish two or more permanent sites to which "minor" producers can bring hazardous materials for safe disposal. The cost of such operations could be partly defrayed by charging a modest fee (based on the amount of material brought in as is now the practice at our landfills). We believe the success of the recent "Amnesty Days", and the current high level of publicity about the dangers of improper disposal will lead citizens and businessmen to opt for proper disposal even if it is a little more effort and cost.

6.3 Air Pollution

Our clean air is a vital link in our chain of environmental, health and economic assets, but it is becoming increasingly difficult to both achieve and maintain the management of our air resources in the fashion we desire in the face of our

economic and population growth. While Jacksonville's air does not appear to be polluted, most air pollutants are both odorless and invisible. The following types of pollutants are most present in the City's air:

1. **Total Suspended Particulates (TSP):** A small portion of the downtown area in Jacksonville is designated as a TSP non-attainment area.

2. **Sulfur dioxide (SO₂):** Jacksonville is designated "unclassified" for sulfur dioxide due to exceedances in the past of the short-term 24-hour standard. The initiation of a sulfur abatement strategy has helped keep SO₂ levels below the standard. In the past, exceedances have occurred as a result of winds from the Northeast.

3. **Nitrogen oxides (NO_x):** Nitrogen oxide levels in the ambient air are well within the ambient standard. Approximately 30% of the NO_x emissions result from stationary fuel combustion, while the remaining 70% stems from transportation activity.

4. **Carbon monoxide (CO):** The standard is barely being met in areas which have a high traffic density. Of the approximately 300,000 tons of CO generated per year, about 90% results from mobile sources (trucks and automobiles). With the contribution from mobile sources being this high, it is critical to note that transportation planning is imperative to ensure that future development does not result in violations of the ambient standard.

5. **Ozone (O₃):** Volatile organic compounds (VOC) in the atmosphere act as precursors to the formulation of ozone. In 1977, due to exceedances of the ambient standard for ozone, Duval County was designated non-attainment for this pollutant. Of the approximately 40,000 tons of VOCs emitted per year, 75% are attributed to mobile sources and 20% to industrial processes.

6. **Lead (pb):** The ambient lead standard is being met in Jacksonville. If the EPA proposal for the phase-out of leaded gasoline is adopted, a downward trend in ambient lead levels can be expected.

7. **Hazardous air pollutants:** Two of the five pollutants addressed pursuant to Section 112 of the Clean Air Act (CAA), asbestos and mercury, are emitted in Duval County.

8. **Designated air pollutants:** "Total reduced sulfur" (TRS), which is a mixture of four organic compounds, is the designated air pollutant emitted from the two pulp mills in Duval County. In addition there are other sources of TRS from industrial plants which utilize the by-products of this process. New statewide TRS emission rules have been adopted by the DER which should result in an overall reduction of approximately 90% of TRS emissions from uncontrolled levels. However, additional provisions to local legislation may have to be enacted if the State rule and subsequent City rule are found to be inadequate.

6.3.1 Minimize Automobile Impacts

Because the automobile is the main source of pollutants that are dangerous to our health, the Committee recommends that a review be made of current and proposed legislation so that it and all future development plans and legislation adopted can be modified with a view to minimizing the impact of the automobile and its use within the City limits. [See Section 5.3.2, Public Transit; 5.3.3, Improving Transportation Efficiency.]

Almost every person or authority addressing the Waste Management and Resource Protection Committee referred directly or indirectly to the impact of the automobiles and other vehicles on pollution, transportation problems, and quality of life. The recommendations in Chapter 5 addressing transportation efficiency also encourage reduction in automobile emissions. Additional methods include the following:

6.3.1.1 Prepayment of Tolls

The Task Force recommends that appropriate methods be adopted to minimize the concentration, stopping, and pausing of vehicular traffic where possible. For example, license tags, window decals, or other means could be adopted to enable local traffic to pay tolls in advance. This process would allow the majority of highway traffic to move unimpeded by toll booths, leading to less production of exhaust pollutants.

6.3.1.2 Reduce or Remove Cost Differential for Leaded Fuels

The Committee recommends consideration of specific gas tax revenues on regular gasoline so as to continue to reduce or remove the cost differential between regular and lead-free fuel.

6.3.1.3 Ensure Continued Existence and Operation of Automobile Pollution Equipment

The Task Force recommends adoption of one of the following methods to ensure the continued peak operation of automobile pollution control equipment:

A. Enactment of legislation to require a seller of a used automobile to certify that all pollution equipment originally on the vehicle being sold is extant and operating properly. Such certification could be secured by requiring an examination of the vehicle by a Certified inspector (preferably a private enterprise mechanic) for an established fee to be paid by the seller. It is felt that such a requirement would discourage tampering with pollution control equipment by the present owner or at least restore a significant amount of control equipment to proper operation.

All of this could be achieved without restoring the automobile inspection process, except when transferring ownership of an automobile.

B. In lieu of the above, the introduction of legislation to require Inspection and Maintenance of pollution control equipment on mobile sources (automobile, etc.) in order to achieve reduction of those emissions primarily resulting from those sources (i.e. NOx-70%, VOC-75%, and CO-90%).

6.3.1.4 Anti-Switching and Tampering Legislation

We also recommend legislation to prevent or deter fuel switching or tampering with control equipment so as to maintain air quality achieved through other means.

6.3.1.5 Better Coordination With State Government and Industry

The Task Force requests that local and state government require better coordination between air quality planners and transportation/land use planners together with industry to address the following matters: exclusive bus and carpool lanes; area-wide car-pool programs; pedestrian malls; staggered work hours; other controls on vehicular idling (e.g. synchronization of traffic lights, prepayment of tolls, etc.), traffic flow improvements, and employer programs to encourage car pooling public transit, bicycling and walking. [See also, section 5.3.2, Transportation Efficiency Measures]

6.3.2 Encourage and Support State DER Adoption of Particulate Standards

The Task Force recommends support and encouragement by local government and our State Representatives to press the Florida Department of Environmental Regulation to adopt the PM10 standard (Particulate Matter Ambient Standard for particles less than 10 microns in aerodynamic diameter) as the primary health standard and at the same time retain the current TSP (Total Suspended Particulate) standard as a welfare-related ambient particulate standard. In this case, there is a pressing need for the development and adoption of a statutory Reasonably Achievable Control Technique (RACT) for abrasive grit blasting at various industrial sites in the City.

6.3.3 Regulate Fugitive and Odorous Emissions

We recommend encouragement of City regulations to seek out and correct sources of fugitive organic emissions, and to minimize odorous pollutants. These types of pollution injure Jacksonville's quality of life and discourage new development of clean industry.

6.3.4 State-of-the Art Equipment for JEA's Coal-Fired Power Plant

With the introduction of an operating coal-fired electrical generating plant, it is essential that the City continue to ensure that the JEA maintains the state-of-the-art equipment which, if operated correctly, could result in a favorable reduction in our air pollution. If such equipment is poorly maintained, it could result in disastrous decreases in air quality.

6.3.5 Consider Prevailing Wind Patterns in Land Use and Transportation Planning

In view of variations in prevailing winds in the Jacksonville area it is suggested that future development plans take into consideration this natural occurrence and plan automobile traffic, location of industrial emitters, and other activities to minimize additional concentration by wind effects. The commencement of operation of our coal-fired power plant in the northeast area of the City could have the subsequent effect of the wind concentrating these emittants in the San Marco area, and other parts of the City.

The Task Force recommends support and encouragement by local government and our State Representatives to press the Florida Department of Environmental Regulation to adopt the PM₁₀ standard (Particulate Matter Ambient Standard for particles less than 10 microns in aerodynamic diameter) as the primary health standard and at the same time retain the current TSP (Total Suspended Particulate) standard as a welfare-related ambient particulate standard. In this case, there is a pressing need for the development and adoption of a statutory Reasonably Achievable Control Technique (RACT) for abrasive grit blasting at various industrial sites in the City.

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Chapter 7

AESTHETICS AND GROWTH MANAGEMENT

An important part of life for many of Jacksonville's citizens is the aesthetic quality of the City's environment. In the developed environment, control of signs and landscaping practices are considered essential to preserving the quality of residential areas and to maintain a positive design atmosphere in the downtown, commercial and industrial areas. The committee also wishes to maintain Jacksonville's scenic beauty in undeveloped and developing areas, with special attention to views along major roadscapes.

The Aesthetics and Growth Management Committee of the Task Force reviewed the existing sign regulations of the ordinance code, and the landscape and tree protection ordinances. It also considered preservation of the City's historic buildings. Our sign ordinance proposals support and supplement those made by the Zoning and Subdivision Regulations Committee [See Section 3.1.2, and Appendix B.] The recommendations on the Landscaping and Tree Preservation Ordinances are intended to ensure that natural resources remain an integral part of the built environment. Preservation of the City's historic resources and neighborhoods are also considered vital elements of a balanced growth strategy.

7.1 Sign Control

The Task Force proposes that the City amend its regulations affecting signs to incorporate aesthetic considerations. Our deliberations focused on the following: design, size, and placement of signs to minimize unsightly areas; sign enforcement; maintenance; municipal signs; campaign signs; overhanging signs and colors. The following recommendations relate to sign control:

7.1.1 Sign Definitions in Zoning Code

We recommend that proposed definitions regarding signs be incorporated into and made consistent with the current Chapter 334, Ordinance Code, where various sign definitions now exist (i.e. on-site sign, off-site sign, mobile sign, roof sign, etc.) so

as to have a single, internally consistent, comprehensive set of sign definitions which may be cross-referenced in the Ordinance Code as appropriate.

7.1.2 Increased Enforcement for All Illegal or Improperly Maintained Signs

The Ordinance Code should be amended to provide for increased enforcement for all illegal or improperly maintained signs similar to the existing procedures regarding mobile signs and improperly maintained buildings and structures (i.e., impoundment, liens, court injunctions, etc.).

7.1.3 Visibility at Intersections

Sections 804.617 (obstructing visibility) and 334.203 (ground signs) of the Ordinance Code should be amended to provide for consistency in requirements concerning obstructing visibility at intersections. We recommend establishing a uniform minimum clearance visibility of at least nine feet within twenty-five feet of intersections.

7.1.4 Recommended Sign Limitations for Zoning Classifications

Our recommendations with respect to sign limitations are intended to complement those made in Section 3.1.2, as reflected in Appendix B Proposed Amendments to the Zoning Code Regarding Signs.

7.1.4.1 Lower Height Limits in Residential Zones

We recommend height limits of twenty (20) feet in all residential districts except RMOI. In RMOI districts, we recommend a height limitation of thirty-five (35) feet.

7.1.4.2 One Master Pylon for Common Ownership Attached Buildings

"Free-standing" on-site signs related to retail, industrial, commercial, or office use -where the businesses are in attached buildings or premises are under common ownership (e.g. shopping centers and office complexes)- should be located on only one master pylon, with square footage restrictions on the size of the overall master sign as well as on each individual sign. No on-site sign, free-standing or attached, should exceed 300 square feet.

7.1.4.3 Limitations for Off-Site Signs

"Off-site" signs in commercial and industrial districts should be limited in size to no more than 300 square feet and a height of 50 feet.

7.1.4.4 Eliminate Off-site Signs in Rural Districts

No off-site signs should be permitted in rural districts.

7.1.5 Offensive or Aesthetically Unattractive Signs

If legal and possible, language should be added to the Ordinance Code to restrict the use of offensive or aesthetically unattractive signs.

7.1.6 Prohibit Potentially Dangerous Signs

Potentially dangerous signs should be totally prohibited (example- automobile hanging over right-of-way from a crane).

7.1.7 Permit Tag System for All Signs

The Task Force recommends a **permit tag system** on all signs. The tag should be in proportion to the size of the sign, yet large enough to be seen at a distance of at least 50 feet (perhaps this can be achieved through color). Tags should be attached to the sign and issued at the time of permitting. Permits should be issued only if construction standards as required by law and zoning requirements are met.

In order to ensure that all legal signs are tagged, a tag, free of charge, should be issued to all existing conforming legal signs on the effective date of the enabling ordinance. All illegal signs should be immediately removed. All nonconforming signs should be removed within four years after the ordinance is passed (except only as to the "2500 foot" proposed spacing limitation, as to which all nonconforming legal signs should be "grandfathered in").

If this system is put into place, at the end of one year, all signs not bearing a tag should be presumed illegal, and removal or conformance should be required. An annual renewal fee could be required in order to fund continuing enforcement.

7.1.8 Maintenance Requirements for Signs

We recommend that certain maintenance requirements be created for signs. For example, if any plainly visible part or portion of a sign is defaced or broken (e.g. burned out or broken lights, peeling paint, broken poles), then repairs should be required. In addition, provisions for fines and, if necessary, total removal should be enforced if maintenance is not done. Sufficient enforcement agents, paid for by the annual sign renewal fee, should be employed to ensure that the maintenance requirements of the act are met.

7.1.9 Quicker Phase-Out for Non-Conforming Projecting Signs

Section 334.205 of the Ordinance Code concerning projecting signs should be revisited to require a quicker phase-out of non-conforming projecting signs by a specific date, unless the Council grants a specific continuance for such projecting signs.

7.1.10 Improve Coordination of Sign Poles Along Rights of Way

Emphasis should be placed on increased coordination among City and State entities (i.e. Jacksonville Transportation Authority (JTA), Traffic Engineer, and Department of Transportation) in order to lessen the number of sign-poles along rights-of-way. If feasible, all three entities could use one pole in order to alleviate unnecessary congestion along right-of-ways. In addition, we encourage the removal of bus benches unless they are located at bus stops.

7.1.11 Special Sign Controls to Combat Sign Clutter

The Task Force recommends that special sign controls should be incorporated into a sign ordinance provision pertaining to certain types of roadways, i.e. "principal arterials", "scenic roadways", or "government streets", to combat sign clutter. These controls should apply within a specified limited area on each side of the road right-of-way, and should limit the number, size, height, etc. of such signs. These provisions should virtually prohibit off-site signs on scenic roadways.

7.1.12 Expedite Revision of Current Laws Concerning Signs

The Mayor should review and request legislation to revise the current laws concerning signs in light of the Task Force's sign recommendations as quickly as possible in light of the current rapid proliferation of signs all over the county, apparently in anticipation of new regulations in this area.

7.2 Landscape Ordinance/Tree Preservation

The Task Force reviewed the existing landscape and tree preservation law. The following recommendations should aid in further preserving trees and providing additional buffers between noncompatible land uses:

7.2.1 Encourage Organizations Concerned With City Beautification

Continued beautification of the City should be encouraged through organizations such as the Keep Jacksonville Beautiful Commission (which the City should continue to fund), Greenscape of Jacksonville, Inc., neighborhood civic organizations, etc.

7.2.2 Include Palms and Pine Trees as "Private Protected Trees"

Palm and pine trees should be included in the existing landscape ordinance as "Private Protected Trees".

7.2.3 Require Permits for Removal of Trees of 18 Inches or More in Diameter

Permits should be required for removal of trees of 18 inches or more in diameter on any lot in any residential, commercial, industrial, or governmental use district, except as to individual homeowners in single family residential districts and tree farms.

7.2.4 Parking Lot Compliance With Landscape Ordinance

All parking lots should be required to be permitted by the Building and Zoning Inspection Division to ensure that they are meeting the requirements of the landscape ordinance (Ordinance 83-1090-628) and Section 656.40(i), Ordinance Code.

7.2.5 Ensure Enforcement of Landscape Ordinance

Appropriate provisions should be made by the City to ensure that landscaping has been provided, as per the landscaping ordinance.

7.2.6 Require Landscaping for Residentially Zoned Properties

Landscaping should be required for all residentially zoned properties except single family residential.

7.3 Aesthetics and Preservation

The Task Force supports the efforts in preserving the integrity of our neighborhoods, as well as scenic, cultural, and historic resources throughout the City. The following are recommendations to enhance these efforts.

7.3.1 Continue Process of Identifying and Documenting Cultural and Historic Resources

The process of identifying and documenting cultural and historic resources, including ranking of significance and identifying distinctive concentrations of resources for historic district potential, should be continued. This effort could be incorporated as part of a Preservation Element in the 2005 Plan.

7.3.2 Develop Legal Frameworks for Cultural and Historic Preservation

Legal frameworks should be developed to carry out policies and goals of preserving Jacksonville's cultural and historic resources.

7.3.3 Neighborhood Preservation

The Task Force strongly urges the preservation of the integrity of our neighborhoods. [See also Section 5.3.3.2, regarding impact of transportation improvements on neighborhoods.]

7.3.4 Establish a Community Design Standards Panel

We recommend establishment of a Community Design Standards Panel. Its basic responsibility would be to review the design of all public buildings or facilities built using public funds.

7.3.5 Establish and Preserve Scenic Drives

Scenic drives should be established and preserved including the following: Hecksher Drive, State Road 13, Ortega Boulevard, Riverside Avenue, Ribault Scenic Drive.

Advertising and unnecessary signs should be prohibited on such roads, and special landscaping packages should be developed.

7.3.6 Public Education on City History and Need for Preservation

The Task Force strongly believes that the general public should be better educated in regard to the historic background of the City and the need for preservation of its historic resources.

7.3.7 Support Jacksonville Historic Landmark Commission Recommendations

The Task Force endorses the attached Recommended Goals Methodology and Management Options for Preserving Cultural and Historical Resources of the Jacksonville Historic Landmarks Commission.

7.3.8 Right-of-Way Acquisition for Bike Paths, Jogging Trails, and Buffer Areas

The Task Force recommends that sufficient right-of-way should be purchased when providing for major roads so that bike paths and jogging trails could be provided, and landscaped so that residential areas will be sufficiently buffered from these highways.

OFFICE OF THE MAYOR
Jake M. Godbold



EXECUTIVE ORDER NO. 84 -65

TO: All Elected Officials, Department Heads, Division Chiefs, Independent Agencies, Board and Commissions

FROM: Jake M. Godbold, Mayor

SUBJECT: Mayor's Blue-Ribbon Growth Management Task Force

By virtue of the authority vested in me as Mayor by the Charter and as Chief Executive and Administrative Officer of the Consolidated Government, it is ordered:

Section 1. Background. Jacksonville is experiencing a period of explosive growth. San Jose Boulevard in Mandarin, Blanding Boulevard and 103rd Street on the Westside, Dunn Avenue on the Northside, Fort Caroline Road in Arlington and Baymeadows Road and Southpoint in the Southside are but a few examples of the many areas in which our City and its commerce are growing. In the downtown area, the new Southern Bell building, the Florida Theatre renovation, Metropolitan Park, the Riverwalk, Festival Marketplace, the Convention Center, the Sears Quadblock, the Prudential Insurance Company development, the Federal Reserve Bank building, the expansion and renovation of the Gator Bowl and surrounding areas, the various Southbank hotel and restaurant projects, the Automated Skyway Express, the I-95 and Bay Street ramp improvements, and the Museum of Arts and Sciences relocation are only some of the major improvements which have been completed or which are underway. Such improvements and others we hope to see like them have significant impacts on our roads, utilities, traffic patterns, parking, waste-management facilities, and aesthetic environment. In order to maximize the beneficial aspects of our growth and minimize its adverse consequences, we must anticipate and plan for these impacts. Proper planning, including adequate control and review of projects, will allow us to maintain and enhance our quality of life for future generations. Insufficient planning could stunt rather than stimulate our growth. In order to develop a planned growth policy for Jacksonville, I am creating the Mayor's Blue-Ribbon Growth Management Task Force composed of various community, business and government leaders to review our recent growth and current plans and to develop an effective, comprehensive growth management plan that will permit orderly and effective growth in Jacksonville. Let me assure you the creation of the Blue-Ribbon Task Force is in no way an anti-growth position by this administration. But it is my effort to bring about orderly planned growth for the present and near future.

Section 2. Task Force Created; Membership. There is created the Mayor's Blue-Ribbon Growth Management Task Force (hereinafter called the "Task Force"), to be composed of the following members:

- (a) E. Dale Joyner, a representative of the Economic Development Council, who shall serve as Chairman;

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- (b) A representative appointed by the City Council;
- (c) A representative of the League of Women Voters;
- (d) A representative of the Junior League;
- (e) A representative of the Home Builders Association;
- (f) A representative of the University of North Florida;
- (g) A representative of the Chamber of Commerce;
- (h) A representative of the Planning Commission;
- (i) A representative of Central Jax, Inc.;
- (j) A representative of the American Institute of Architects;
- (k) A representative of the Northeast Florida Chapter of Engineers;
- (l) A representative of the Audubon Society;
- (m) A representative of the Department of Environmental Regulation;
- (n) A representative of the Environmental Protection Board;
- (o) A representative of the Association of General Contractors;
- (p) A representative of the Jacksonville Community Council, Inc.;
- (q) A representative of the Jacksonville Bar Association;
- (r) A representative of the Urban League;
- (s) A representative of the Sierra Club;
- (t) A representative of the Downtown Development Authority;
- (u) A representative of the Duval Medical Society;
- (v) A representative of the Historical Preservation Commission;
- (w) A representative of the Media;
- (x) John Mueller, representative of the community at-large;
- (y) Solomon Badger, III, Ph.D., representative of the community at-large;
- (z) Calvert Smith, representative of the community at-large.

The foregoing members shall serve for the life of the Task Force, but in the event any member becomes unable to continue to serve, I shall appoint a successor for such member

from such member's respective organization.

Section 3. Meeting; Organization; Rules.

(a) The Task Force shall meet at the call of the Chairman for the purpose of organizing itself and preparing to do business. At its organizational meeting, the Task Force shall adopt rules of procedure and conduct such other business as it deems necessary in order for it to begin performing its functions. Thereafter the Task Force shall have such meetings as its rules may provide, provided at least one meeting shall be held each month. Special meetings also may be held at the call of the Chairman. The Task Force is subject to the provisions of Chapters 119 and 286, Florida Statutes.

(b) The Task Force is authorized to adopt, amend and repeal rules of organization and procedure and for the conduct of its business.

Section 4. Functions. The Task Force is charged with the following functions:

(a) To review recent commercial, residential and governmental developments and projects of significant scope and to evaluate and study the impacts of such projects on the resources of the areas in which they are located;

(b) To review existing land use controls and to develop a set of written recommendations as to whether and how a system of buffer zones can be implemented to insure that potential commercial, governmental and residential development conflicts can be avoided;

(c) To review zoning and subdivision regulations and to develop a set of written recommendations which will insure that residential subdivisions will be developed in areas most conducive to a quality home environment in a manner least likely to overtax road capacities and available utility and waste management facilities;

(d) To review the various waste management and resource protection standards and to develop a set of written recommendations which will insure that such standards encourage the soundest possible growth with the least possible adverse impact;

(e) To review current methods of infrastructure funding and various impact fees to develop a set of written recommendations regarding the best possible method of utilizing such fees for such funding;

(f) To review standards governing advertising and signs and to develop a set of written recommendations which will insure that such standards minimize unsightly areas yet serve the reasonable commercial and other needs of our community;

(g) To review the primary methods of soliciting new business concerns to relocate to Jacksonville and to develop a set of written recommendations as to how best to maximize the coordination of such efforts with those regarding planning orderly growth;

(h) To review our transportation systems and to develop a set of written recommendations as to how best to foster the most efficient and least disruptive methods of serving the citizens of our community in their various residential, commercial and recreational pursuits;

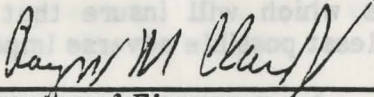
(i) To develop a set of written recommendations in conjunction with the Keep Jacksonville Beautiful Commission which will insure that our expanding growth is accomplished with the least possible adverse impact on the natural beauty and environmental resources of the City; and

(j) Such other functions as I may assign to the Task Force hereafter.

Section 5. Staff Support. One of my aides, Leon Greene, is designated as coordinator for the Task Force and shall be responsible for providing administrative and fiscal support to the Task Force from available personnel, and appropriations, in the Executive Branch including Ray Newton, Director of Planning, Al Kinard, Director of Public Works, and Mike Wedner, Office of General Counsel. The Task Force also may accept and utilize the expertise of resource persons from other governmental agencies and from the private sector as needed in order to carry out its functions. It also may hire a professional growth management consultant as it deems necessary to assist it in fulfilling its functions. Further, the Jacksonville Downtown Development Authority is requested to make its Executive Director available to serve with my aide as a Coordinator, and to assist in staff support from available personnel and appropriations of the Authority.

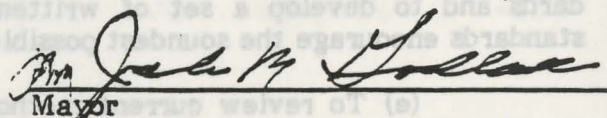
Section 6. Recommendations and Reports. The Task Force shall prepare and submit to me interim written recommendations on the topics addressed in Section 4 above and interim progress reports. In addition the Task Force shall submit to me a completed report by January 2, 1985 which shall contain findings and conclusions as to how the city's growth has been managed in the various areas addressed by this Executive Order. Included in the report shall be a set of recommendations as to those procedures that need to be implemented to improve the management of such growth and promote the overall quality of life for the citizens of Jacksonville.

Approved as to conformity with
sound fiscal policy:



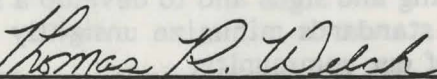
Director of Finance

Approved and Issued:



Mayor

Approved as to form:



General Counsel

Approval date: 5/11/84

Effective date: 5/11/84

Proposed Amendments To Zoning Code Regarding Signs

The following definitions shall be incorporated alphabetically in section 656.102 Definitions of the Zoning Code.

- a. on-site sign means a sign (including mobile signs) within the legal boundaries of the property whose sponsor maintains offices, provides a service, or produces or sells a product upon the property upon which such sign is located.
- b. off-site sign means a sign whose sponsor does not maintain offices, provides a service or produces or sells a product upon the property upon which such sign is located.
- c. animated sign means a sign with motion, action, flashing color changes, and activated by mechanically, electrically or by any other means, but not including changing message devices, wind-activated elements such as flags, banners, or pennants.
- d. illuminated sign means internal or indirect continuous lighting of a sign in which the light(s) are maintained in a stationary condition and remain constant in intensity and color at all times when such sign is illuminated.
- e. indirect lighting means the illumination of a sign by a light source that is not a component part of the sign.
- f. double-faced sign is a sign with two surfaces against, upon or through which a message is displayed. A double faced sign shall have both surfaces parallel to each other and must be tied together into an integral unit with no visible air space between the surfaces.
- g. free-standing sign means a sign in or upon the ground and not attached to a building and is supported by one or more poles, columns, uprights or braces.
- h. occupancy frontage means the length of that portion of a building occupied by a single business abutting a street, alley, parking area, or other means of customer access such as an arcade, mall, or walkway.
- i. occupancy frontage computation used for establishing the square footage of signing for an occupancy. The sign shall not exceed 10% of the square footage of the front of the building (including parapets/mansards) occupied by a single business abutting a street, alley, parking area or other means of customer access such as an arcade, mall or parkway.
- j. under canopy sign is a sign suspended beneath a canopy, ceiling, roof or marquee.

k. wall sign means a sign fastened or painted on the wall of a building or structure in such a manner that the wall becomes the supporting structure for the sign and projects not more than 12" from the building.

l. street frontage means the property line of a lot abutting the right-of-way line of public or approved private streets, excluding alleys to which such property has the legal right of access.

m. sign area computation means the area of each sign surface shall be computed by calculating the area within the frame enclosing the letters or material which composes the sign, or where there is no frame, by calculating the area of the surface upon, against or through which the message is displayed. Where a sign is composed of separate letters which are placed or painted on a building or other similar surface not designed specifically for sign presentation, the sign area shall be computed on the basis of a shape closest to the extremities encompassing individual letters or words.

n. directional or directing sign means an on premise incidental sign designed to guide or direct pedestrian or vehicular traffic for information only, and in no case shall said sign contain any form of advertisement, and said sign shall not be included in calculating the number of signs.

o. construction sign means a temporary sign erected or placed on premises on which construction is taking place during the period of such construction, indicating the names of architects, engineers, landscape architects, contractors and ~~and~~ artisans and the owners, financial supporters, etc., having a role or interest with respect to the structure or project.

p. roof sign means a sign mounted upon and projecting above the eaves and under the roof line of any building or other architectural features such as, but not limited to, mansards and parapets.

q. changing message device means any device visible from a public right-of-way or approved private street across the face of which a verbal message appears to move or containing a verbal message which changes mechanically more than once in any three (3) minutes.

r. real estate sign means a temporary sign advertising the real estate upon which the sign is located as being for rent, lease or sale.

s. mobile sign means a sign designed to be moved easily and not permanently affixed to the ground or to a structure or building.

t. eaves means the lowest horizontal line of a sloping roof.

u. roof line means the highest continuous horizontal line of a roof. On a sloping roof the roof line is the principal ridge line, or the highest line common to one or more principal slopes of the roof. On a flat roof the roof line is the highest continuous line of the roof or parapet, whichever is higher.

Section 656.416 zoning limitations on signs is hereby repealed and a new section 656.416 is created to read as follows: **656.416 Zoning Limitations on Signs.** Signs shall comply with the requirements of Chapter 334 (with the terms used in this section as defined therein) and with the applicable provisions of Chapter 479, Florida Statutes. In addition, the following restrictions shall apply in the indicated zoning districts.

A. Residential Districts:

(1) on-site signs in areas zoned RS, RTF and RM shall be as follows:

(i) no on-site sign shall be in conjunction with a permitted use except as set forth in subsection (4).

(ii) one on-site non-illuminated identification sign not exceeding one (1) square foot in conjunction with a day care center or home occupation; provided however, that the size may be increased to sixteen (16) square feet by exception.

(iii) one on-site non-illuminated sign not exceeding sixteen (16) square feet in conjunction with any other non-residential use.

(2) one on-site non-illuminated identification sign not exceeding sixteen (16) square feet shall be allowed in conjunction with a permitted and/or permissible use in the RG, RMH and RGH zoning districts.

(3) one on-site non-illuminated identification sign not exceeding twenty-four (24) square feet shall be allowed in conjunction with any permitted and/or permissible use in the RMOI district.

(4) one real estate sign shall not exceed five (5) square feet.

(5) free-standing signs in residential districts shall not exceed thirty-five (35) feet in height and shall not be located in any required yard setback nor closer than twenty-five (25) feet of any intersection of two (2) street right-of-way lines.

(6) one non-illuminated temporary construction sign not exceeding 16 square feet shall be permitted while construction is in progress on the property.

(7) no off-site sign shall be permitted in any residential district.

(8) no sign in a residential district shall be animated, flashing or revolving and roof signs, neon signs and strip lighting are prohibited.

B. Commercial and Industrial Districts

(1) on-site signs are permitted in all commercial/industrial districts and shall be as follows:

(i) no sign in any commercial/industrial district shall be animated, flashing or revolving, except changing message device (other than CPO).

(ii) no sign in a CPO district shall be illuminated, or changing message device, nor shall exceed twenty four (24) square feet.

(iii) one on-site free standing sign not exceeding one (1) square foot per each linear foot of street frontage per street shall be allowed in all commercial/industrial districts except CPO and one (1) wall sign not exceeding 10% of the square footage of the front of the building (including parapets/mansards) occupied by a single business abutting a street alley, parking area or other means of customer access such as an arcade, mall or walkway.

(iv) whenever the occupancy is on a corner lot or through lot, nothing in this section shall be construed to provide for more than one free-standing sign and one wall sign per street frontage not to exceed the size provided for in item (iii) above, provided however, that for every five hundred (500) feet of street frontage or portion thereof, one additional free standing sign may be allowed and spaced no closer than every five hundred (500) feet.

(v) one under canopy sign per occupancy, not to exceed five (5) square feet.

(vi) one real estate sign or temporary construction sign shall be permitted not to exceed the size allowed in item (B) (1) (iii & iv) while construction is in progress on the subject property.

(vii) one free-standing sign shall not exceed fifty (50) feet in maximum height above the level of the adjacent ground, provided however, that signs located within five hundred (500) feet of an interstate highway right-of-way shall not exceed seventy (70) feet in height.

(viii) no sign shall be spaced closer than 35 feet to another on-site sign.

(2) off-site signs are permitted as follows:

(i) off-site signs are permitted in all commercial/industrial districts except CPO, CN, CG, CCBD and IS, provided that off-site signs shall be a permissible use by exception in the CG, CCBD and IS districts.

- (ii) off-site signs shall be spaced no closer than 2,500 feet to any off-site sign (measured along the right-of-way line) or where a location for a valid permit has been issued by the Building Official, he shall not then approve for a period of six months, a further permit which would violate distance limitations with respect to the location previously approved.
 - (iii) no off-site sign shall exceed six hundred seventy two (672) square feet.
 - (iv) not more than two signs or sign structures may be erected as a single unit if such signs are in the same verticle plane, and are contiguous and are built at one time by a single owner.
- (3) All signs shall be at least ten (10) feet from front property lines and shall be no closer than twenty-five (25) feet of any intersection of two (2) street right-of-way lines.

C. Open Rural District

- (1) one on-site non-illuminated identification sign not exceeding twenty-four (24) square feet shall be allowed in conjunction with a permitted or permissible use; provided that, this section may be modified by variance.
- (2) one off-site sign shall be permitted; provided that said sign shall meet the requirements of subsection (B) (5) (ii) above.
- (3) all signs shall be at least ten (10) feet from property line and shall be no closer than twenty five (25) feet of any intersection of two (2) street right-of-way lines.
- (4) one real estate sign or temporary construction sign shall meet the requirements of item (B) (1) (iii & iv) above.

D. Special Exemptions

- (1) Flags and insignia of any U.S., City, State or Federal government except when displayed in conjunction with a commercial promotion.
- (2) Signs erected and maintained pursuant to and in discharge to any governmental function, or required by law, ordinance or governmental regulation.

E. Prohibited Signs

- (1) Flags, banners, pennants, posters, ribbons, streamers, balloons or other air or gas filled figures, or other similar objects shall not be permitted.
- (2) No sign shall be erected at any location where by reasons of the position, size, shape or color may interfere with, obstruct the view of, or be confused with any authorized traffic sign, signal or device.

LAND DEDICATIONS

Development of a City Zoning Ordinance outlining land dedication requirements for recreation is the one way to manage new intensive growth areas.

Land dedications enforced on new developments would be based on the National Recreation and Park Association of two (2) acres (minimum) per 1,000 persons.

Under this new proposed Ordinance, a developer would have a choice of four (4) compliances:

1. Dedicate land in the proposed development to recreation.
2. Build a private recreation area to comply with the standard ratio of land to people.
3. Pay a \$125 fee per dwelling unit to assist the City in development of a regional recreational facility. (This fee has been successfully litigated in Broward County. Broward funds are dedicated to Recreation.)
4. A combination of land plus fees.

An example of dwelling unit fees for southeast Jacksonville are:

48,666	Dwelling units (April, 1984) *
x .04025	Annual growth rate *
1,959	Unit growth per year
x 125	Dwelling unit fee
\$244,875	New money

Attached is a draft proposal for Land Dedication Zoning Ordinance.

* SOURCE: Annual Statistical Package
Jacksonville Planning Department, 1984

DRAFT ORDINANCE OF
LAND DEDICATIONS FOR RECREATION

- (a) Generally. Every subdivider who subdivides land shall dedicate a portion of his land, pay a fee, or do both, for the purpose of providing park and recreational facilities to serve future residents of the subdivisions. The provisions of the zoning requirement shall apply only to residential subdivisions.
- (b) Relation of land required to population density. It is determined that the public interest, convenience, health, welfare and safety requires a minimum of two (2) acres of property for each 1,000 persons residing within this city be devoted to park and recreational purposes; as defined by the National Recreation and Park Association standards.
- (c) Determination of population density. Population density shall be determined in accordance with the latest federal census of population and housing. The basis for determining the total number of dwelling units shall be the number of units permitted by the city on the property included in the subdivision at the time the final plat is filed with the City Council for approval. In the case of subdivisions designed and zoned for multiple-family development, determination of the total number of dwelling units shall be based upon the maximum number of dwelling units permitted within the zoning district or districts in which the subdivision lies, unless a planned unit development or other type of binding development plan which show the actual number of dwelling units to be built has been approved by the City Council.
- (d) Amount of land to be dedicated. The amount of land to be dedicated by a subdivider will be a minimum of two (2) acres for every 1,000 people based on a current per acre land valuation determined by outside appraisals.

(e) Amount of fee in lieu of land dedication. Where a fee is required to be paid in lieu of land dedication, the amount of such fee shall be based upon the park and recreation need outlined by the Recreation and Public Affairs Department. This need, related to population densities determined by U.S. Census population estimates requires the payment of a minimum of \$125.00 per dwelling unit. Such fee will insure the development of parks outlined in the recreational element of the adopted Comprehensive Plan.

(f) Credit for private open space. When private open space for park and recreational purposes is provided in a proposed subdivision such space is to be privately owned and maintained by the future residents of the subdivision, such areas shall be credited against the requirement of dedication or the payment of fees for park and recreation purposes; provided, the Council finds it is in the public interest to do so and the following standards are met:

- (1) That yards, court areas, setbacks and other open areas required to be maintained by the zoning and building regulations shall not be included in the computation of such private open space.
- (2) That the private ownership and maintenance of the open space is adequately provided for by written agreement.
- (3) That the use of the private open space is restricted for park and recreational purposes by recorded covenants which run with the land in favor of the future owners of property within the tract and which cannot be defeated or eliminated without the consent of the Council.
- (4) That the proposed private open space is reasonably adaptable for use for park and recreational purposes, taking into consideration such factors as size, shape, topography, geology, access and location of the private open space land.

shall be accomplished in accordance with provisions. Where fees are required, the same shall be deposited with the city prior to approval of the final plat. Open space covenants for private park or recreational facilities shall be submitted to the city prior to approval of the final plat and shall be recorded contemporaneously with the final plat.

- (iv) Change in density. Where park fees have been paid by the developer based upon a specific density allowed by the zoning district, and the zoning classification has been thereafter changed or an exception or variance granted increasing or decreasing the allowable density in the subdivision, any additional fee or rebate of fees already paid that became due or payable because of the change in density shall become due or payable at the time of issuance of a building permit for the development so affected.

2. Determination. Whether ~~the~~ the Council accepts land dedication or elects to require payment of a fee in lieu thereof, or a combination of both, shall be determined by consideration of the following:

- (i) Recreational element of the city's adopted Comprehensive Plan.
- (ii) Topography, geology, access and location of land in the subdivision available for dedication.
- (iii) Size and shape of the subdivision and land available for dedication.

- (5) That the facilities proposed for open space are in substantial accordance with the provisions of the recreational element of the adopted Comprehensive Plan and are approved by Council.

(g) Choice of land or fee.

1. Procedure. The procedure for determining whether the subdivider is to dedicate land, pay a fee, or both shall be as follows:

- (i) Subdivider. At the time of submission of a sketch plan for approval, the owner of the property shall, as a part of the filing, indicate whether he desires to dedicate property for park and recreational purposes or whether he desires to pay a fee in lieu thereof. If he desires to dedicate land, he shall designate the area thereof on the sketch plan as submitted. The Planning Department, in approving the sketch plan, shall make recommendation as to acceptance of the land so designated, payment of a fee in lieu thereof or a combination of both.
- (ii) Action of City. At the time of approval of the preliminary plat, the Council, taking into consideration the Planning Department recommendations, shall determine as a part of such approval, whether to require a dedication of land within the subdivision, payment of a fee in lieu thereof, or a combination of both.
- (iii) Prerequisites for approval of final plat. Where dedication is required, it shall be accomplished in accordance with provision. Where fees are required, the same

The determination of the Council as to whether land shall be dedicated, or whether a fee shall be charged, or a combination thereof, shall be final and conclusive. On subdivisions where the final plat contains fifty lots or less or where the minimum lot size is one-half acre or larger, only the payment of fees shall be required.

(h) Designation of time to commence development. At the time the final plat is approved, the Council shall designate the time when development of the park and recreational facilities shall be commenced.

(i) Limitation on use of land and fees. The land and fees received under this article shall be used only for the purpose of providing park and recreational facilities. The amount of land or fee shall bear a reasonable relationship to the use of the parks and recreational facilities by the future inhabitants of the subdivision.

MEMORANDUM

TO: Mayor's Blue Ribbon Growth Management Task Force

FROM: Jacksonville Historic Landmark Commission

RE: Recommended Goals Methodology and Management Options for Preserving Cultural and Historical Resources

I. Goals & Objectives

A. Goal - Identify & Document Cultural & Historical Resources in Jacksonville/Duval County

1. Objectives:

- a. maintain & expand site archives
- b. establish system to rank sites (could use inventory book system for consistency)
- c. sponsor selective surveys or work with other groups in doing surveys.
- d. identify distinctive concentrations of resources for historic district potential.

B. Goal - Develop systems to manage Cultural & Historical Resources

1. Objectives:

- a. develop preservation plan to direct management
- b. explore & develop legal frameworks for preserving resources
- c. explore, develop & encourage funding initiatives

C. Goal - Secure public support & awareness for historic preservation & conservation

1. Publication of Inventory Book featuring significant sites.
2. Development Community resource manual with basic information on preservation & restoration
3. Develop public programs (media presentations, tours, awards, etc.)
4. Develop program for local school system
5. Newsletter to interested individuals & organizations
6. Establish computer linkage between preservation groups for the sharing of resources.

II. Methodology

A. Survey - Data Base

1. Completed surveys (or soon to be completed)
 - a. State Bureau of Historic Sites & Properties Survey-1976
 - b. Commission's inventory of historic sites (book & files)
 - c. San Jose thematic nomination
 - d. Riverside historic district nomination
 - e. Springfield historic survey
 - f. 32 individual sites on National Register of Historic Sites
 - g. Klutho thematic nomination-including Fletcher Park
 - h. Downtown Development Authority - DRI
2. Areas for potential survey

Downtown	Murray Hill
Lavilla	Ortega
Brooklyn	Baldwin
Avondale (scheduled-85)	St. Nicholas
Fairfield-Oakland	Empire Point
East Jax	Clifton
San Marco	Arlington
Southside	Jax Beach
Mandarin	Neptune Beach
Atlantic Beach	Mayport
Palm Valley	Ft. George Island
North Jax	West Jax (White House/Cecil Field)

All surveys where possible should include archeological component

B. Evaluation

1. System to rank individual landmarks according to history, architecture, documentation & site integrity

Options

- Inventory Book-4,3,2, & 1 stars with 4 stars being most significant (National Register quality)
- a. Outstanding: National Register potential
 - b. Significant: Place on Fl. Master Site File (Long Form)
 - c. Notable: Place on Fl. Master Site File (Short Form)

- d. Reference: not National Register nor Master File potential but of local interest

Ranking:

- a. (1) Great Importance
 - b. (2) High Importance
 - c. (3) Significant
 - d. (4) Contributing
 - e. (5) Low
2. Identify & define potential historic districts as well as potential thematic or multiple resource nominations to the National Register

III. Options for Managing Cultural Resources

A. Federal & State Programs for Managing Resources

1. National Register of Historic Places
2. Florida Master Site File

B. Existing Funding Initiatives

1. Federal tax credit
2. HUD CD Grants
3. State Preservation Grants
4. Ad valorem tax deferred bill (pending)
5. Industrial revenue bonds
6. Grants (endowments & National Trust)

C. Potential Funding Initiatives

1. Tax increment financing
2. Facade easements
3. Revolving Trust Fund

D. Review of Codes

1. Review & recommended changes to appropriate city regulations that affect preservation & consistency with over all comprehensive plan.
 - a. building codes & permits
 - b. demolition permit
 - c. zoning & land use

E. Preservation Network System

1. Informed of pending city activities affecting preservation
2. Ensure that preservation plan includes particular neighborhood concerns & don't conflict with neighborhood plans.
3. Coordinate preservation plan with activities of the Downtown Development Authority
4. Coordinates preservation plan with targeted concerns of HUD

5. Communication - Monthly newsletter on preservation activities mailed to appropriate individuals & organizations.

6. Community Resource Manual

F. Ordinance

1. Zoning based ordinance-use of legal framework to carry out the policies and goals of preserving Jacksonville's cultural and historic resources as outlined in this Preservation Plan.
2. Landmarks Commission set-up "Historic Districts" or Landmark designation by Council resolution. Each historic district is given its own "ordinance" that incorporates the particular management goals (public policies) for that area as well as reflect the distinctive qualities of the area. Once established, property owners are notified of new zoning change. Any change in exterior appearance of structure erection of new structures or additions as well as demolition & relocation will require a "certificate of appropriateness" from the Landmarks Commission. No building or demolition permits issued without certificates. Repeal of decisions goes through normal zoning procedures. Property owners have to provide burden of proof of economic hardship. If commission finds no "reasonable" alternative must allow change. The ordinance would address all aspects of the district affecting its original character (streetscape, architectural compatibility landscaping, street improvements, etc.) can have sub-zones in large districts e.g. victorian, early 20th century, commercial, etc. New districts established with continued survey work.
3. Advantages-Zoning based ordinance
 - a. more legally acceptable use of governmental authority
 - b. use existing zoning procedure & appeals (treat as a case of rezoning)
 - c. more due process and less challengeable