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## Community Facilities: Colleges and Universities

Jacksonville-Duval Area Planning Board

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# PRELIMINARY COMMUNITY FACILITIES PLAN —

—COLLEGES AND UNIVERSITIES

—LIBRARIES

—HEALTH

—WELFARE SERVICES

—CULTURAL INSTITUTIONS

—PUBLIC BUILDINGS

—PUBLIC UTILITIES

—FIRE DEFENSES

—SCHOOLS

—DAY CARE

—SUMMARY



JACKSONVILLE-DUVAL AREA PLANNING BOARD

## ABSTRACT

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Abstract: This is a report on higher education in  
Jacksonville. The main topics covered are:  
the educational attainment of Jacksonville's  
populace; a description of the institutions  
of higher learning in the area; the proposed  
new state university in Jacksonville; future  
needs and recommendations for higher  
education.

COMMUNITY FACILITIES:  
COLLEGES AND UNIVERSITIES

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Prepared by  
Jacksonville-Duval Area Planning Board  
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## INTRODUCTION

Thirty years ago there were but two institutions of higher learning in the county: Jacksonville University and Edward Waters College. Both of these were struggling, privately operated junior colleges with limited courses and enrollments. Ten years ago, Jacksonville University conferred its first baccalaureate degree and at the same time Edward Waters College instituted a senior college program.

Since then interest in education has increased. The public school system is now receiving more nearly adequate support, a new private business college and a public junior college have been established, and plans have been approved for a new public degree-granting institution of higher learning.

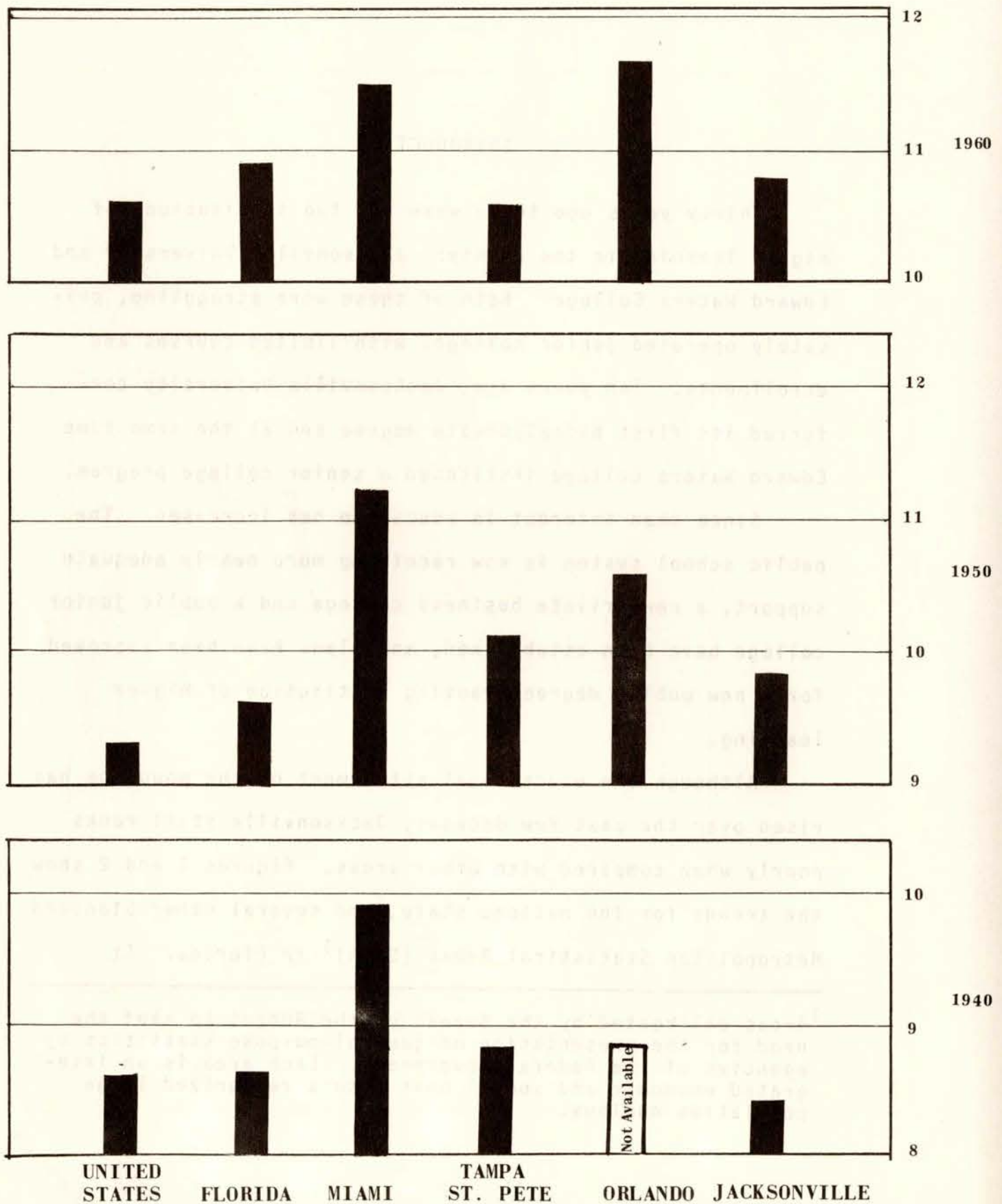
Although the educational attainment of the populace has risen over the past few decades, Jacksonville still ranks poorly when compared with other areas. Figures 1 and 2 show the trends for the nation, state, and several other Standard Metropolitan Statistical Areas (SMSA)<sup>1</sup> in Florida. It

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<sup>1</sup> Areas delineated by the Bureau of the Budget to meet the need for the presentation of general-purpose statistics by agencies of the Federal Government. Each area is an integrated economic and social unit with a recognized large population nucleus.

FIGURE 1

MEDIAN YEARS OF SCHOOL ATTAINED BY POPULATION 25 YEARS AND OLDER, SELECTED FLORIDA CITIES.

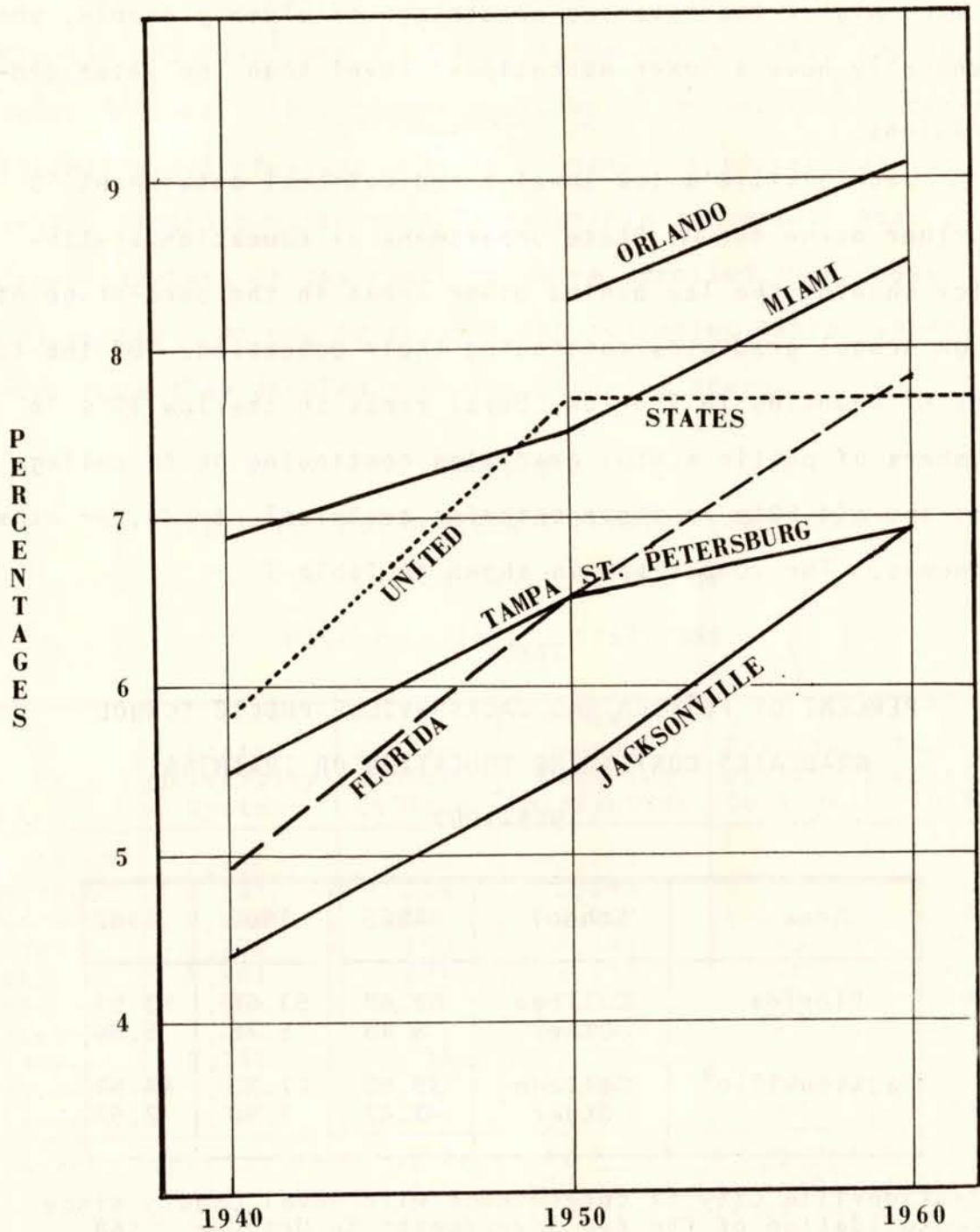


SOURCE: U. S. Bureau of Census, CENSUS OF POPULATION 1940, 1950, and 1960.



FIGURE 2

PERCENTAGE OF POPULATION IN SELECT AREAS 25 YEARS AND OLDER HAVING 4 OR MORE YEARS OF COLLEGE



SOURCE: U.S. Bureau of Census, CENSUS OF POPULATION, 1940, 1950, and 1960.

should be pointed out that the Tampa-St. Petersburg area has a much higher than average percentage of elderly people, who generally have a lower educational level than the later generations.

Jacksonville's low level of educational attainment is further borne out by State Department of Education statistics showing the lag behind other areas in the percentage of high school graduates continuing their education. Of the total 67 counties in Florida, Duval ranks in the low 30's in numbers of public school graduates continuing on to college and the mid 50's in those entering technical, trade, or other schools. The comparison is shown in Table 1.

TABLE 1  
PERCENT OF FLORIDA AND JACKSONVILLE PUBLIC SCHOOL  
GRADUATES CONTINUING EDUCATION OR TRAINING,  
1965-1967

Area	School	1965	1966	1967
Florida	College	51.48	53.66	53.97
	Other	5.43	5.78	5.64
Jacksonville <sup>a</sup>	College	39.50	47.20	44.83
	Other	3.47	2.90	2.57

<sup>a</sup> Jacksonville City is coterminous with Duval County since consolidation of the two governments in October, 1968.

Source: State Department of Education. Research Reports 45, 53, and 63. Tallahassee, Florida: The Department, May, 1966, May, 1967, and May, 1968.



Current Enrollment of Area Students in Institutions of Higher Education

There were nearly 14,000 students from Northeast Florida counties<sup>1</sup> enrolled in Florida universities and colleges in 1966. This figure excludes an estimated ten percent attending out-of-state schools. Sixty-one percent of the area's students attended college within the area. Nearly three-quarters of the remainder were enrolled in a state university. As may be seen in the following table, enrollment more than doubled over the past ten years.

TABLE 2  
STUDENTS FROM NORTHEAST FLORIDA ENROLLED  
IN FLORIDA INSTITUTIONS OF  
HIGHER LEARNING, 1957-1966

Year	State University System	Public Junior College	Private Degree-Granting Institution	Private Junior College	Twelve-County TOTAL
1957-58	2,792	10	2,155	372	5,329
1958-59	2,547	239	2,348	507	5,641
1959-60	2,615	480	2,202	523	5,820
1960-61	2,709	603	2,138	13	5,463
1961-62	2,901	831	2,014	25	5,771
1962-63	3,561	1,364	2,334	27	7,286
1963-64	3,094	1,821	2,858	525	8,298
1964-65	3,345	2,835	3,700	17	9,897
1965-66	3,715	3,773	3,675	17	11,180
1966-67	3,781	6,148	3,990	19	13,938

Source: Florida Board of Regents, A Public Degree-Granting Institution of Higher Education for Duval County; A Feasibility Study (Part 1), Tallahassee, Florida: The Board, February, 1967, page 14. (Mimeographed)

<sup>1</sup>Baker, Bradford, Clay, Columbia, Duval, Flagler, Hamilton, Nassau, Putnam, St. Johns, Suwanee, and Union.

The great increases in public junior college enrollment may be traced to the establishment of three such facilities in 1958, 1962, and 1966: St. Johns River Junior College located at Palatka, Lake City Junior College and Forest Ranger School, and two branches of Florida Junior College at Jacksonville, both in 1966.

#### Community Contributions of Institutions of Higher Learning

The Jacksonville area needs more higher educational facilities to help raise the educational attainment level of the populace and increase the rate of continuation of area students in college. There are, however, other advantages offered by a local institution:

1. The reduction of educational costs to local students.
2. The direct stimulation to the local economy provided by a major institution through purchases of goods and services by faculty, staff, students, and the institution itself.
3. The indirect benefits to local business and government where access is provided to first-rate faculty and research personnel for leadership and problem solving in both the private and public sectors.<sup>1</sup>

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<sup>1</sup>Florida Board of Regents. A Public Degree-Granting Institution of Higher Education for Duval County: A Feasibility Study (Part 1), Tallahassee, Florida: The Board, February, 1967, page 23. (Mimeographed)



While a major institution is advantageous to a community, it is incumbent upon the community to provide in return support for the institution in the form of good facilities, such as water, sewer, and transportation, and satisfactory governmental services.

## I. EXISTING INSTITUTIONS

Four principal institutions in Jacksonville,<sup>1</sup> Jacksonville University, Edward Waters College, Jones College, and Florida Junior College, had a total enrollment of 16,557 in 1968, with 71 percent of those enrolled being in Florida Junior College. (See map for location of institutions.)

### Jacksonville University

Founded in 1934 as an evening business college, Jacksonville University was made a four-year institution in 1956. It is one of the youngest in the country. A private, independent, co-educational institution, it offers baccalaureate degrees in five fields with majors in thirty areas. In 1966, the university offered its first graduate degree, the Master of Arts in Teaching. The graduate program has not as yet expanded into other fields. With an enrollment of approximately 3,000 students, classes are generally small and cater to the individual. About two-thirds of the student body is from Duval County, but most of the fifty states and several foreign countries are represented. Enrollment will continue to be very selective, with about 4,000 students being envisioned in the long-range plan.

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<sup>1</sup>Although there were 1,000 persons participating in the program of the State Center for Continuing Education, these are all part-time students and it is difficult to count them with the other enrollments. See discussion of this center below.

TABLE 3  
ENROLLMENTS IN LOCAL INSTITUTIONS OF HIGHER LEARNING  
JACKSONVILLE AREA, 1959-1968

	Jacksonville University	Edward Waters College	Jones College	Florida Junior College
1959	2,050	623	--	--
1960	1,521	698	--	--
1961	1,733	743	--	--
1962	2,105	798	--	--
1963	2,210	726	645	--
1964	2,311	841	652	--
1965	2,694	908	500	--
1966	2,627	967	735	2,579
1967	2,627	952	818	6,060
1968	2,915	906	1,036	11,700

-- Not applicable

Source: The Office of Florida Board of Regents.



The university emphasizes liberal arts, featuring strong offerings in the fields of business, education, natural and applied sciences, and the fine arts. Independent study programs, senior seminars, and honors programs are available for those qualified. An interdisciplinary urban studies program, leading to a certificate in Urban Studies, was recently established and plans are to expand this into an Urban Studies Center. The university also conducts summer institutes devoted to urban studies.

The campus is located on the eastern bank of the St. Johns River in suburban Arlington. The physical plant consists of 21 permanent buildings, plus athletic facilities. The tract covers 210 acres of which one-third is still undeveloped woodland.

The site is accessible from downtown Jacksonville via the John E. Mathews Bridge, a toll facility which is frequently congested. A proposed bridge across the St. Johns River at 20th Street would help to alleviate the traffic congestion on the Mathews Bridge. The school is served by two busses, one of which passes directly in front of the campus and one a short distance away. The average headway between busses, however, is more than 25 minutes during the rush hour and one hour during the day and on Saturday. The last bus leaves town at 7:12 p.m. and there is no Sunday service.

The area around Jacksonville University is primarily residential. There has been an attempt to secure rezoning to



"commercial" directly across from the campus. Although there may be a few types of commercial activity which might enhance the area, the planning agency is opposed to an extension of the strip commercial zoning prevalent further south on University Boulevard.

In common with most colleges of the country Jacksonville University requires more funds to carry out desired improvements. Included in future programs are expansion of physical facilities and strengthening of the academic program with significant enlargement of the graduate curricula.

Duval County's economy benefits greatly from the university; a recent study estimated its impact at \$15 million dollars per year. The university payroll alone is \$2 million annually.

#### Edward Waters College

This privately-supported, church related college is the oldest institution of higher learning in Jacksonville. One of a very small number of Negro colleges in the country, it was the first of its kind in the state when established in 1782. Originally chartered as a theological institute, it has since changed its role to that of a liberal arts college. It awards only the Bachelor of Science degree in one of 11 majors. There were 906 students in 1968.

Edward Waters lays particular emphasis on preparing its students for the practical aspects of the everyday world by providing a broad general background. Education and related

courses predominate in the curriculum. The school expects to continue to be primarily a Negro institution of higher learning, at least in the foreseeable future.

Located in the densely-settled College Park area of West Jacksonville, the college occupies a small, six-acre campus. Physical expansion at the present site commenced in 1912 and now consists of ten permanent buildings. The newest addition is a science-math building, which increased classroom space by 50 percent.

The area surrounding the school has deteriorated greatly in recent years. A 1969 neighborhood analysis survey classified 25 to 50 percent of the buildings in the immediate area as substandard. Many small commercial establishments detract from the surroundings because of their condition and the congestion they cause. Main access to the campus is via heavily-travelled Kings Road, which also serves as the route of two public busses serving the area. Although there is no Sunday service and the last bus runs at 8:30 p.m., busses run with an 8 to 10 minute headway Monday through Friday, with hourly service on Saturday.

Edward Waters College became a four-year institution within the past decade. It is still in the process of building up the faculty and physical plant to gain accreditation.



### Jones College, Jacksonville Division

Although the image of Jones College as a four-year institution is new, the school's history goes back to 1918 when it was established as a business college. It received accreditation as a junior college of business in 1960. The local division is the older of the two present facilities, that in Orlando having been established in 1953. It is currently embarking on a four-year program and seeking accreditation as a senior college.

In the past, Jones College awarded only associate degrees in the business field. In the past year, however, a baccalaureate program was introduced and more emphasis is being placed on liberal arts and general education. School authorities report that this change in programs has attracted a number of students from out-of-state.

Jones College is also on the east bank of the St. Johns River in Arlington. It is located at the foot of the Mathews Bridge and is easily accessible. In addition to the busses serving Jacksonville University, another bus route passes Jones College, although service is basically hourly and there is again no Sunday service.

A most distinguishing feature of the 4.8 acre campus is its main building: a twelve-story high-rise structure which encompasses all collegiate functions (including three college-operated radio stations), plus four floors of apartments. Present plans call for an expansion of the campus, construc-

tion of a gymnasium and other facilities, and increased parking space.

Jones College is working toward accreditation as a senior college in 1970 or 1971. The main efforts at present are therefore the reorganization of its programs, upgrading of the faculty, and development of the physical plant to gain accreditation.

#### Florida Junior College at Jacksonville

Despite Jacksonville's metropolitan size the city has been far behind other areas of the state in providing the local support necessary for the establishment of a community junior college. Since opening of the institution in 1966 in two temporary locations, growth has far exceeded expectations, with enrollment just about doubling each year.

The college offers associate degrees in twenty-one different fields within three principal programs, which are:

1. A university-parallel program to enable students to transfer to a senior college or university.
2. A technical education and occupational program to prepare individuals for employment after two years of college education.
3. An adult enrichment series and community services program to enable adults to improve their personal efficiency.

Approximately half the student body is enrolled in the first of these programs.



The offerings of the college are designed mainly to serve the citizens of Duval and Nassau Counties and thus are designed to meet the needs of the area. Surveys of employers and prospective enrollees by the college permit emphasis on subjects most in demand.

Present campus facilities are housed in three temporary locations, two on the Southside and one in southwest Jacksonville. The first two are old public schools and the third is a former U.S. Navy housing project. Construction has started on two new permanent campuses to become operational in 1970. Plans call for construction of each campus in three phases, the 1970 increment being the first phase. One campus of 339 acres will be located on Beach Boulevard east of St. Johns Bluff Road. The other site selected is 160 acres on Capper Road in the northern sector of the county just east of the proposed Interstate Highway 295 beltline. Since each campus is designed to accommodate 5,000 full-time day division students and the approximate number of this class of students is already about 5,000, consideration is now being given to a third campus. School officials forecast an increase in enrollment to 20,000 students by 1975.

The main problems facing the institution are the lack of permanent facilities and accreditation. These obstacles should be overcome by 1970. The new campuses should be served by adequate public transportation.

### Other Institutions

There are five other institutions of higher learning in the twelve-county Northeast Florida area: the State Center for Continuing Education, St. Johns River Junior College, Lake City Junior College, Flagler College, and Luther Rice Seminary.

The State Center for Continuing Education is housed in an old public school building in Jacksonville. Established in 1964, it is administered by the University of Florida, but courses are also offered by Florida State University and Florida Agricultural and Mechanical University. The Center conducts classes in the evenings with the principal offerings being courses in education and engineering administration on the graduate level. During 1967-1968, there were 2,588 course registrations with 1,000 persons participating. It is anticipated that there will be a slight gain in enrollment until the new university is established, at which time, a decision will have to be made as to the Center's continuation or absorption into the new institution.

St. Johns River Junior College and Lake City Junior College are counterparts of the Florida Junior College at Jacksonville. The first is located in Palatka, 53 miles south of Jacksonville, and Lake City Junior College is 60 miles to the west. Since these schools are located in agricultural market centers, their course offerings vary from those of Florida Junior College and their enrollments are

considerably less.

Flagler College is a private, women's college which began operation in St. Augustine in 1968. It occupies the former Ponce de Leon Hotel in downtown St. Augustine.

Luther Rice Seminary is a Southern Baptist institution for ministerial training located in Jacksonville.



## II. NEW UNIVERSITY

In 1965, the Florida Legislature authorized a public degree-granting institution of higher education for Duval County. Subsequent legislative sessions authorized money for construction and appropriated planning funds.

A site has been chosen by a committee appointed by the Mayor of Jacksonville. Twenty locations were explored and the choice narrowed to five sites for presentation to the Board of Regents for final selection. In addition to the generally accepted physical criteria such as neighborhood, transportation, drainage, etc., the State required a minimum site of 1,000 acres and acquisition of the site by local government without cost to the State. The tract selected is an undeveloped wooded area containing just over 1,000 acres and located one-half mile south of Beach Boulevard and two miles east of Southside Boulevard.

Proposed extension of St. Johns Bluff Road and a new expressway to the Beaches will provide access from the north and south, while new, Interstate Highway 295 is proposed eventually to pass close to the east. Money to purchase the site has been appropriated by the city; a state bond issue to finance construction was finally sold after previous refusals by bond brokers to purchase the issue. Construction is scheduled to commence this year with the opening slated for 1972.



There are no public facilities and almost no services in the area at present. It will be necessary for the school to construct its own water and sewerage systems. Plans are being made to serve these areas with publicly-owned facilities as the city expands these services. Public transportation which is developed to serve the junior college north of Beach Boulevard could also serve this institution.

The planning agency will be making a more detailed study of the area surrounding these two institutions and will make recommendations as to development and zoning after completion of that study.

#### Curricula and Enrollment

The Florida Board of Regents made an exhaustive investigation of Jacksonville, the surrounding area, and the state in planning for the new university. The study covered factors such as population and the economic base, high school and junior college enrollments, and other academic institutions in the area. Based on the findings it proposed that the new university offer upper divisional programs in arts and sciences, business administration, education, and technology, with master's level work initially in education and probably business administration. At a later date, a lower division may be added if experience shows there is a justified need. It is assumed that most of the students will be residents of Jacksonville and nearby areas and thus the proposed curricula are designed to fulfill the apparent current and projected

needs of the area. Figure 3 compares the proposed program enrollments for the new university with five of the state's seven public universities.

Projected enrollment for the years 1972-1980 is shown in Table 4. These figures are higher than that projected by a feasibility study conducted in 1967, the increase being accounted for by a decision to include evening classes, as well as beginning graduate work in education, and possibly, business administration. Also a higher 1972 output of junior college graduates is now projected. As a consequence it is believed that the projected enrollment is on the conservative side and that as many as 2,300 students may enroll in the 1972 class.

TABLE 4  
ESTIMATED UPPER DIVISION AND GRADUATE ENROLLMENT  
IN THE PUBLIC DEGREE-GRANTING INSTITUTION  
FOR DUVAL COUNTY, 1972-1980

Year	Total	Upper Division Day Enrollment	Upper Division Evening Enrollment	Master's Level Enrollment	Doctor's Level Enrollment
1972	1,750	1,350	50	250	--
1973	2,750	2,115	235	400	--
1974	3,150	2,295	255	600	--
1975	3,650	2,610	290	750	--
1976	4,210	2,880	320	1,000	10
1977	5,020	3,330	370	1,300	20
1978	6,085	3,960	440	1,650	35
1979	7,250	4,680	520	2,000	50
1980	8,525	5,400	600	2,450	75

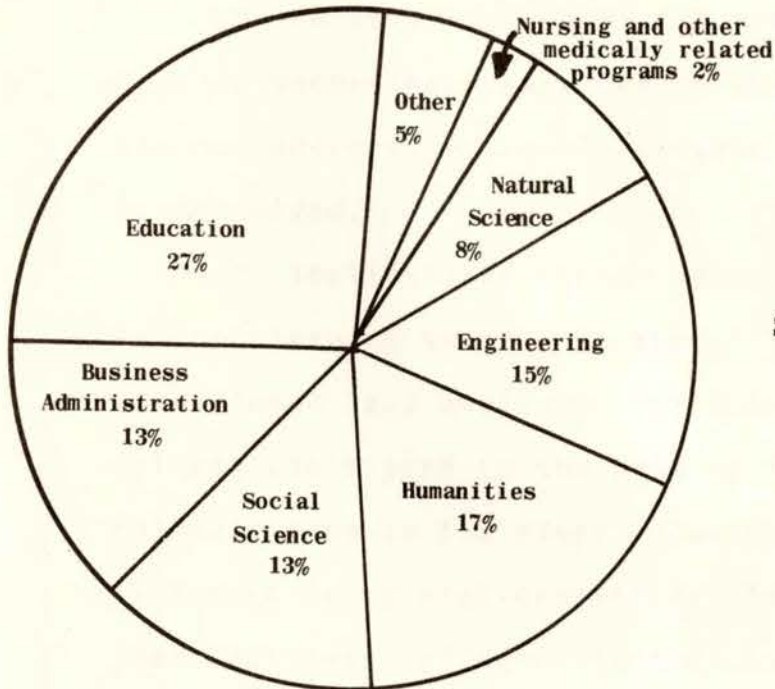
-- Not applicable

Source: The Office of the Florida Board of Regents.



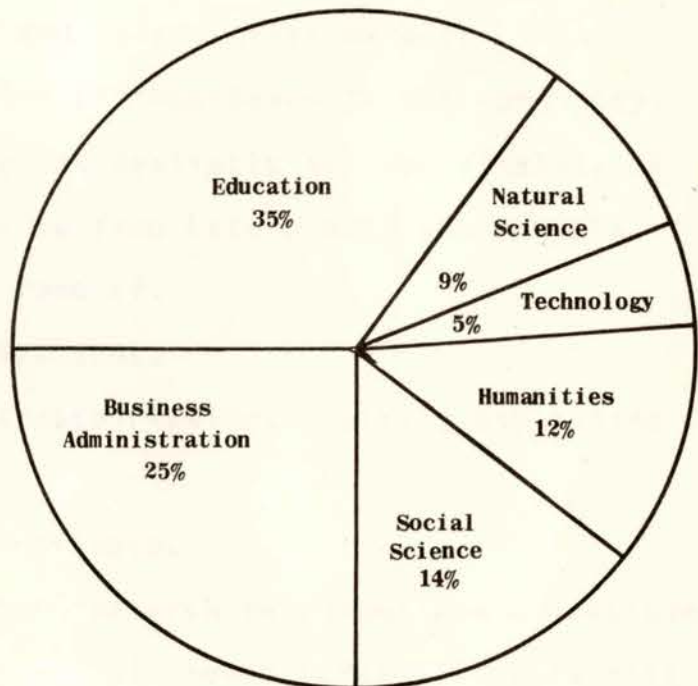
FIGURE 3

ESTIMATED UPPER DIVISION AND GRADUATE ENROLLMENTS BY PROGRAM, STATE UNIVERSITY SYSTEM AND PROPOSED DUVAL INSTITUTION.



STATE UNIVERSITY SYSTEM  
1967

PROJECTED DUVAL INSTITUTION  
1972



\*Florida Technological University and the University of West Florida were not included as they just recently opened.

SOURCE: The Office of the Florida Board of Regents.

### III. FUTURE NEEDS AND RECOMMENDATIONS

No new separate educational institutions of higher learning are deemed necessary before 1990; the existing ones, plus the new university, should be able to provide any new programs needed.

All institutions either have plant expansion underway or in the planning stage. Jacksonville University has ample undeveloped land available for future development. Jones College can expand to the west by filling in to the legal bulkhead line in the river. Edward Waters College, however, is hemmed in by high-density development, and relocation of some residents and demolition of buildings will be necessary before expansion can proceed to any great extent.

These institutions are of importance to the community. In turn, community support is desirable for the vitality of the schools. Support may be from both public and private sectors and may take the form of:

1. Financial contributions.
2. Cooperation in transportation, traffic, and zoning problems.
3. Urban renewal assistance.
4. Utilization of the research resources where possible.
6. Cooperation with the placement bureaus in providing jobs for graduates.
7. Cooperation in special fields such as work-study or

in time programs.

Each new junior college campus is designed to accommodate 5,000 full-time day division students, the maximum believed desirable by school officials. If the enrollment continues as is forecast from past trends the two new campuses will reach planned capacity within a few years. A third campus should be readily accessible to students and southwest Jacksonville is remote from either of the two new campus sites. Continued growth in the area is projected, especially towards Orange Park. The present temporary Cumberland Campus would be an ideal site because (a) it is easily accessible; (b) it is served by public transportation, and (c) it is located at the center of population density in the area. Although the State Department of Education has previously indicated that the site is too small, it is recommended that consideration be sought.

#### New University

During consideration of possible locations for the new university, the feasibility of an inner city site received a great deal of attention. This idea was abandoned because of the Board of Regents' position relative to the need for 1,000 acres and lack of authority to enter into a Federal urban renewal program. Use of urban renewal funds was considered to be necessary because of the high cost of land near the urban core. The decision to include a large number and



variety of evening classes in business and education will make a downtown campus a virtual necessity.

A recent proposal for a law school is now being investigated. Because of the "living laboratory" recently created in October, 1968, on consolidation of the city and county governments, there is merit to emphasis on local government and a School of Law and Government. This, with business administration and education curricula would be advantageous at a downtown site.

A medical school in Jacksonville has been discussed for some years. The proposal has received the strong endorsement of the Jacksonville Health Education Program, Health Facilities Planning Council, Duval County Hospital Authority, and the Jacksonville Area Chamber of Commerce. Jacksonville is a regional health center, serving not only Northeast Florida, but South Georgia as well. The concentration of population provides opportunity for a broad range of clinical observations. A medical school would, moreover, expand and upgrade clinical training now available, provide new clinical help, and make available continuing medical education for practicing physicians. Jacksonville has far fewer physicians than other areas of similar size, and a medical school would tend to attract needed doctors.

Further investigation of two of the urban core sites surveyed initially should be made when and if establishment of a downtown campus and/or medical school is considered.

These sites, at McCoys Creek (between Interstate Highways 10 and 95) and the hospital complex (near Duval Medical Center) were found to have a number of particular advantages, such as:

1. Adequate public transportation would be cheaper to implement.
2. The sites are already supplied with water and sewer facilities and other urban services.
3. The areas are in need of renewal or rehabilitation treatment and participation in the Federal urban program would be very advantageous financially.
4. Proximity to Black ghetto areas would, it is believed, encourage greater use of facilities by these residents.
5. Renewal of areas surrounding the Central Business District will strengthen the downtown. Finance, insurance, and banking, retail trade, and the convention business are important segments of the Jacksonville economy. All of these activities require a healthy Central Business District.

## SUMMARY AND CONCLUSIONS

A review of the educational picture in Jacksonville reveals a low level of attainment. Public support has generally been lacking and the city ranks below its peers in such measurable statistics as median education level, college graduate representation, and numbers of students continuing education beyond high school.

Several occurrences within recent years gives evidence of improvement in the field of higher education:

1959 - Jacksonville University graduated its first four-year class;

Edward Waters College made the transition to a senior college

1963 - Jones College established a new campus in Arlington

1966 - Florida Junior College at Jacksonville opened with record enrollment

1969 - A site was acquired for a new state university in Jacksonville, this institution scheduled to open in 1972.

### Recommendations for the Future are for:

1. Continued expansion of existing schools to meet projected enrollments.
2. No new institutions other than the university already planned.



3. Construction of a third campus for the junior college in the southwest sector of the city.
4. Establishment of a downtown campus for the new university and/or a medical school.
5. Adequate public transportation for the new junior college and university sites.
6. Private and public cooperation in all ways feasible.



