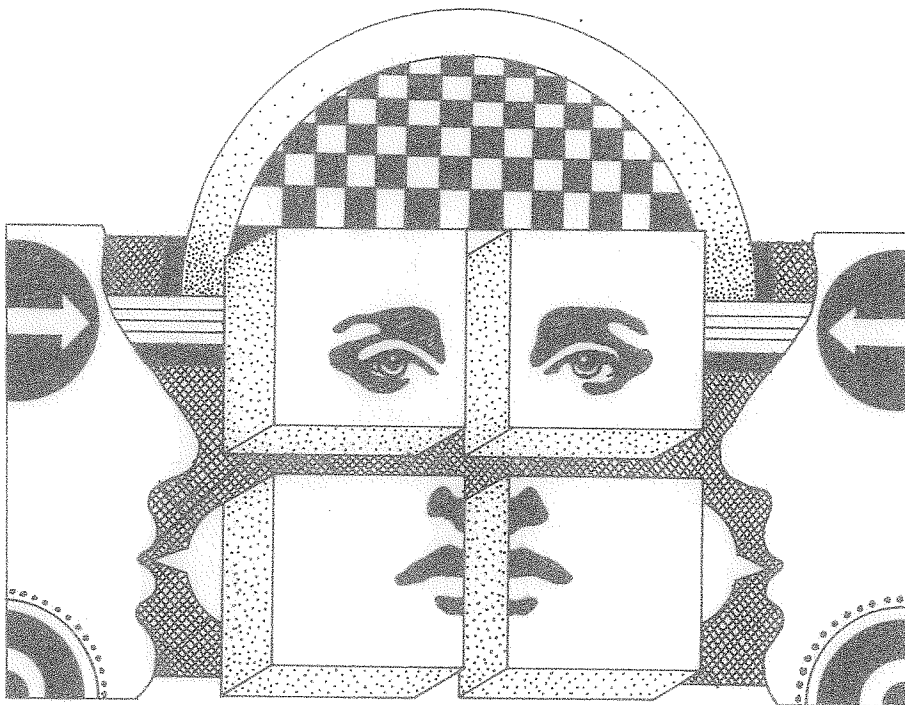




# Jacksonville Community Planning Conference

A Report



June 12-14, 1974

As press conferences go, it wasn't what was expected. I had been invited for the formal announcement of a "community planning conference"; that sounded like it might be something interesting. I'd heard of a lot of planning conferences before, but never of one concerned with community planning. This didn't sound like your run-of-the-mill planning session involving only a couple of top level types making final decisions on a limited range of subjects: community meant people and attitudes and city. Jacksonville certainly needed to do some planning soon — we all knew our city was about to enter a stage of tremendous growth and development, and it was said that it would be like nothing the city had ever seen before. And it was obvious that this growth was the root cause of a lot of community-wide anxiety, argument, and the feeling that growth was going to suffocate all of us if preparations weren't begun to get a handle on it — immediately. We had heard too many political speeches and too many experts' opinions on the subject — what we needed was to tap the feelings of the Jacksonville citizenry. And "community planning conference" seemed to say that this was going to attempt to do just that.

With all of these obvious facts at hand, it was odd to see so few media representatives in attendance. (Although it should be added here that the heads of the leading newspapers and television stations had already been contacted about the upcoming event in advance of this press conference. But where was everyone else?) As it turned out, this meeting was indeed to be just what its title implied. As Fred Schultz, president-elect of the Jacksonville Area Chamber of Commerce and chairman of the Jacksonville Community Planning Conference (the official title), explained, it was indeed time for the city to take a good look at both its future and the problems of the present. By coming to grips with the latter, we could then plan more efficiently for the years ahead, and maybe even set some goals on where we — as a city — would like to be a decade or more from now. And that's exactly what conference organizers — the Chamber and concerned civic leaders — hoped the meeting would accomplish.

As Schultz elaborated, it quickly became apparent that this conference could become a real happening — a truly significant and historic occasion in Jacksonville's history. A workable number of 100 participants — including public officials, labor representatives,

top level businessmen and women, blacks and whites — had been invited, with the only stipulation that they attend all three days of the meeting, something the organizers felt necessary if valid results were to be obtained. National experts had been hired to speak on such topics as city planning, urban economics, housing, and land planning. The Jacksonville Area Planning Board would make a presentation. So would the Community Planning Council's Commission on Goals and Priorities for Human Services.

But these people weren't just going to sit and listen to speeches and presentations. The 100 would be broken down into five work groups. Each twenty-member group would consist of people from all walks of life; two psychologists had even been consulted to help formulate a true group balance. Experts wouldn't necessarily find themselves in groups dealing with their area of expertise. The group members would have to react and speak as citizens, expressing their gut feelings about Jacksonville and its future.

Each group would be concerned with one of five community areas — government, economy, physical development, human enrichment, and human needs — and would be expected to come up with recommendations or goals for city-wide improvement in that respective area. They would be given time to meet and deliberate all during the conference. On the third and final day, each group would make a formal presentation of its five priority recommendations to the conference body. There would be a period for debate on the recommendations, and time allotted motions that new ones be added. The conference would reach its climax when those in attendance would be asked to vote and select the top 10 priority recommendations.

But it wouldn't end here. This was to truly be a community planning conference; the entire affair would be presented to civic and business groups, and, well, anybody who wanted to know about it. Although the conference itself would probably be a first of its kind for any city this size in the nation, Schultz expressed hope that it would stir community debate on the issues, possibly bringing others out. If so, the conference just might serve as the spark for a real first — the first time a city stopped, in a non-crisis situation, to think about the community attitude and help shape it into a viable force. And that's what the conference



organizers were really after -- a better, more unified citizenry aware of the kind of community they wanted to have and ready to deal with those things that might make this not just a good city, but a great one.

Tapping the city voice? Intriguing. A big undertaking for sure, so big that many of my colleagues were letting their skepticism dictate their initial reaction to the idea. And I had to agree in part: The political process had never seemed to really sound that voice out, supposedly our most representative form for relaying the "mandate of the people." But that was always politics and politicians, with constituencies to represent, public images to maintain, and the next election just around the corner. What this conference proposed was citizens and community. It was intriguing, a far-reaching idea. Its results would be a strong indication of what kind of success the plan might have. After all, if 100 civic leaders couldn't get it together, it was doubtful 500,000 citizens could.

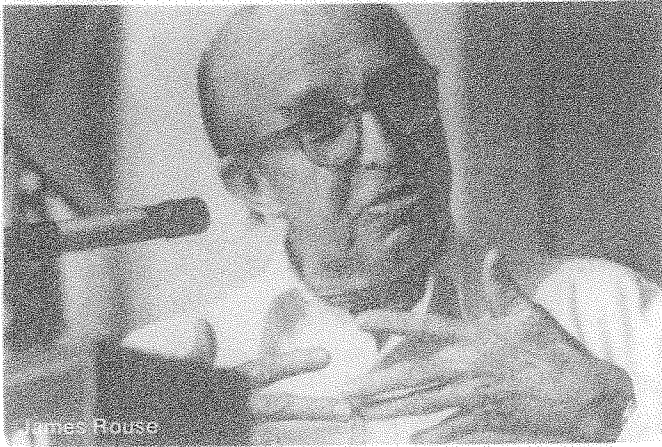


**It was an opportune time for the city to take a good look at both its future and the problems of the present. The conference just might serve as the spark for a real first -- the first time a city stopped, in a non-crisis situation, to think about the community attitude and help shape it into a viable force. 100 participants had been invited from every segment of the community -- elected officials and appointed administrators, businessmen and labor representatives, teachers and students, blacks and whites, men and women.**

Wednesday, June 12, was a typical early summer day -- bright, cloudless, the cool of the morning quickly giving way to the brilliant sun. The drive to the conference site, Amelia Island Plantation, was a marked contrast to a drive through Jacksonville proper; cruising through the swamps, and dunes, scraggly forests and over the wide river mouths opening onto the Atlantic was an environmental inspiration. I remember wondering aloud if this untouched wilderness would have a subconscious effect on the people who would come here to try to come to grips with Jacksonville's, i.e. Duval County's, future. In fact, my drive that morning was characterized by an overwhelming curiosity. What was about to happen? Would these 100 people be able to convey, in a sincere and meaningful way, their feelings about the city? If so, would those feelings in any way echo the community opinion?



Even arriving early, I was behind most of the participants. Gathered together both inside and out of the main conference room, morning socializing was in full swing. There were a lot of friends here, and a lot of faces recognizable from newspaper photos. Looking over the identification signs on each desk it was quite obvious that someone had gone all out to bring together a representative body. City Council members, military personnel, ministers, labor



representatives, industrial heads, bankers, mayors, builders, college presidents — even students were there. A quick glance around indicated the median age of the group as somewhere between 40 and 50, people who could live to see their goals fulfilled.

Each participant had been equipped with a ring binder color coded to indicate which of the five groups that person would be working with. Complete information packets, the notebooks contained lists of individual group membership, detailed and informative statistical information relative to each group (including cost of living and current and projected population figures) and a short biographical sketch of the speakers who would later address the conference. An impressive array of data.

Fred Schultz opened the conference with a welcome and a brief sketch of what had led up to this meeting. "The idea behind this conference actually started two years ago," he explained, "when the Chamber took an introspective look at its city-wide role. One of the things they discovered was that they needed to play a greater role in the community planning process. Jacksonville had no real set of goals, so we started looking at the planning process in other cities. But the more we looked, the more we discovered Jacksonville's uniqueness." It just didn't fit the mold of any other city." As Schultz continued, it became obvious that many of those in attendance had come here unaware of what the conference hoped to achieve. The event had generated no press coverage. As his explanation continued in the fashion of the press conference held two weeks earlier, there seemed to be a lot of people nodding to one another, especially when he started analyzing where Jacksonville stood in its growth stages and how this conference fit into this particular time. Maybe it was intuited: there was definitely a mood of total agreement with Schultz's statements.

James Rouse, chairman of the Board and chief executive officer of The Rouse Company (whose subsidiary, The American City Corporation, had been retained as a consultant by conference organizers), delivered the keynote address, opening with personal



observations on the Jacksonville scene. "In Jacksonville there is an amazing demonstration of power all around," he began, leading up to "it's remarkable that Jacksonville is ready to stop and take a look ahead. I don't know of any city that has done this. Usually if a city gets bad enough or a crisis deep enough the leaders and city move forward to solve things right then; then they sit back for another ten years and wait for things to happen again."

Comments on the issue of growth followed: many of these ideas would later be echoed in the twenty-member group discussions. Among them were such observations as: "Growth usually leads to the degradation of city life . . . The issues of growth have been ignored in the United States, and, consequently, the value of inner-city life has been destroyed. . . . As cities grow, the issues become phrases, hiding people's individual problems. . . . We don't really expect the American city to be a nice place to live. . . . We need solutions for causes and not malfunctions in current progress."

Soon he was addressing the group at hand more directly. "Only growth that is managed, shaped and influenced to make a good life is good . . . A city must be dealt with in whole terms — as the entire city — not just single issues and areas. . . . The planning process must be closely tied to the reality of the development that is going to occur now and in the near future — not thirty to forty years away. . . . We must be prepared to create new institutions and processes in the city. Something new is required to do the job."

And finally, "Two-thirds of Jacksonville's future in the next ten years will be a result of the ideas and actions taken at this conference . . . You are undertaking a big job. You can be the model for the entire nation."

A challenge had been made.

Wilbur Thompson followed Rouse at the podium. Introduced by Schultz as "one of the top, if not the top, urban economists in the nation," Thompson's speech was in great part an analysis of the city's economy. Quickly running through a discussion of the industry mix, with special emphasis on how it patterned the labor market, he came to the issue of the downtown. "Jacksonville is strong in the service



industries, and service type cities usually build a strong core business district. Consequently, Jacksonville will have a strong daytime core business district." However, he added that "Jacksonville's downtown will probably lose its current share of retail trade," something that should be expected with "a growth in the number of regional shopping centers." It was very possible that "Jacksonville is entering the period of the abandonment of the downtown area," a growth stage that most larger cities were already suffering from. Confronting the group with another challenge, he concluded that "You need a policy for meeting the problems of depopulation and abandonment of core cities, especially to reclaim that abandoned area."

The conference was only four hours old, and already the 91 in attendance had been asked to come to grips with problems never before dealt with by the leaders of any American city.

The smaller groups convened for the first time that afternoon. (I had decided to sit through the meeting of the Human Enrichment group. In order to get an accurate picture of group development it seemed necessary to do this: moving from group to group would have only provided incomplete pieces of the process leading up to the final recommendations. Besides, the balance of the group personnel indicated the workings would be similar; only the results would be different. Selection of the Human Enrichment group was arbitrary.) At first it was quiet, the way most initial group meetings begin. Keeping themselves occupied, people fumbled through their notebooks, raising their eyes at every new person through the door, checking them for identification and affiliation, aligning names and faces.

The groups were well planned and balanced. Four educators, four financiers, two public officials, three representatives from community and civic organizations, a psychologist, realtor, lawyer, military man, doctor, food store executive, media man and labor delegate were in attendance (each group was also provided the services of a recorder and research persons: this group had three extra persons serving

in these capacities). Two people hadn't made it. The first order of business was trying to define what particular subjects the group should cover. Conference organizers, wary of defining areas of group concentration, had only supplied the group with their title and limited statistical information they thought pertinent to that title. Public school and education data, an outline of the Arts Assembly of Jacksonville, and a breakdown of city funding of arts organizations was all Human Enrichment had to work with. (Only the Economy and Human Needs groups were supplied more information.) The sparsity of hard information made it apparent that the groups were geared as much to drawing out people's personal feelings as to allowing them to interpret the facts: the rational and irrational would mix together in group discussions. And that very thing would happen — soon. After deciding on some of the community areas the term human enrichment implied, ranging from education and culture to community character and inter-group relations (specifically black-white), the discussion began. For the first few minutes it went something like this:

**Educator #1:** Let's look at all of these things and how education is effecting all of the others. The arts groups are in a dire situation. For that matter, I don't see how the arts will improve in this city unless kids are educated to appreciate and understand the arts. The current situation in the schools creates nothing but underprivileged children, in terms of the arts.

**Politician #1:** The key is public or private funding, and this points out the money problem inherent in the education arts situation; how much of the taxpayers' dollars should go for this or that. Let's remember what programs we will talk about will cost, because they will cost somebody some money.

**Group Chairman:** Well, no one wants this committee to blue sky it and come up with over-idealistic, esoteric programs. What's important is to focus on what Jacksonville needs to have in these areas. So let's not be oppressed by financial difficulties, but look at where we want things to be in the future.

**Politician #1:** Priorities should be considered in terms of who will finance this. The government can't do it all.



Thursday morning was a photocopy of Wednesday. Not a cloud in the sky. Anthony Downs, chairman of the board of Real Estate Research Corporation, spoke on housing that morning. By discussing the need for a long range plan for the development of adequate housing for the city, he, like the speakers who had preceded him, intimated another way in which the conference could play a unique role. In his conclusion he offered four recommendations on how to improve the housing problem: 1. The public and private sectors should work together. 2. Some consensus of opinion and effort to understand the process and workings of the community should be taken. 3. An on-going process should be set up, and should be carried out and pursued. 4. Any housing projects emerging from this process should be carried out by normal public methods.

But there was more to it than that. Downs stressed that "Jacksonville is blessed with many traits that should enable it to cope with its housing problems resulting from growth much better than other cities." But he added that the latter meant nothing if persistent leadership didn't carry out the city's policies. He also stressed that problem solving, particularly in the areas of housing and urban problems, had to be on-going. Things changed too rapidly for any one solution to be totally effective for any length of time.

Problem solving as on-going. During the recess that followed his address, there was enough comment on this concept to indicate that a majority of the 91 had finally grasped that this was, in fact, a planning conference, not a solutions conference. And it was a first attempt, at that. The philosophy of the conference had to be on-going, too. Charting a direction for the city and setting goals for the future would require more than three days, as well as the contributions of an entire community.

Planning seemed to be the key word in the morning session. In Human Enrichment the issues of today were rarely discussed, except when used as examples of what needed to be improved tomorrow. There was greater participation, and many new suggestions. Some of these were highly intangible, such as moral character, the use of leisure time, a sense of com-



munity identity, and the institution of the family. Noise pollution, safe jails, a crackdown on child abuse, pre- and post-natal care, the community system of volunteer services, and health care came up.

It was sometimes volatile, sometimes subdued, but always interesting. As more and more ideas came out, it became apparent that most of them were extensions of previous thoughts. Suddenly there was some concern voiced over the way the recommendations would be presented. It had to be a tight, convincing performance. The idea changed the mood of the group. It was suddenly a team effort, of sorts, everyone involved in arriving at a new goal: capturing the total scope of all the ideas and, therefore, their necessity to the planning of the future.

Six major areas of concern had emerged, containing a great percentage of the ideas that had been presented up until that time. Before the noon break, subcommittees were formed to discuss each one. They would need to work through and over lunch. The time element was becoming crucial.

As the Group Chairman noted, "We need to be funnelling our thinking because we have to come up with something more specific this afternoon."

Schultz called the group chairmen and recorders together for a meeting during the lunch period. Explaining the way the voting and presentations would be conducted the next day, he was barraged with questions and comments on what had and would go on. "We've had a lot of discussion, but how are we supposed to handle the difficulty of assimilating all of our issues into a couple of priority items?" was the first question out, immediately followed by, "I can't believe that we will be able to limit our recommendations to just five — there are too many important issues." But they knew the rules, and Schultz could only offer a sympathetic albeit wry smile. As a former politician himself, the scene must have been one of total *deja vu* — a miniature legislative session, at least in organization, was taking place.

There were other comments, as I've said, "You can feel a real electricity here," and "This is probably the most representative group the community has ever had, and it's been here, all of us, for two full days!"



As an example, this conference is being sponsored by private interests, namely the Chamber of Commerce.

**Financier:** It's difficult to get money from either the public or private sector until you can get a formal plan and a reason in front of them. We need a reasonably planned out program.

**Group Chairman:** How do we get interaction of people to create the kind of pluralistic community we want? Do we need civic integration? How do we get the people to get out and know the community?

**Politician #1:** Look at the school structure. Soon we'll have a black side of town and a white side of town. That's not good for anyone. Look at the school system — it's not integrated.

**Politician #2:** We started in the wrong place. We started with integration of schools and should have started with housing. Blacks move in and whites move out. We need to find the procedures to change this community attitude and solve this.

**Educator #2:** I think maybe we need to set goals and then talk about attitudes and methods. We seem to need more education. We need to commit to a goal of increasing education.

**Financier:** Do you mean college education?

**Educator #2:** Yes, and we should also consider vocational technical training.

**Media Man:** I agree. I think we know the black-white community problems: we've lived with it and we are living with it. But I think we've been getting the races together here better than many other places. But I'm doing things now with people I'm with; we need to find a way to get diverse people together to do things. This seems to me to be one of the major things we should consider and cover in this group.

And it went on. And on. Into parental and familial education of children. Back to education in the schools. The black-white problem. On to the "block busting" tactics of realtors. Housing. A place where citizens could go and let their creative side come out was mentioned.

Loquacity, anger, agreement. Veracity.

The people had some things to say.

Does it sound confusing? At first it was. But it was

**Rouse:** "Two-thirds of Jacksonville's future in the next ten years will be a result of the ideas and actions taken at this conference. You are undertaking a big job. You can be the model for the entire nation."

**Downs:** Problem solving, particularly in the areas of housing and urban problems, has to be on-going. Things change too rapidly for any one solution to be totally effective for any length of time.

something else. It was real. Nitty-gritty. Intense concern. People speaking their hearts.

And it was an indication of what lay ahead.

When the conference reconvened 90 minutes later for a presentation by the Community Planning Council's Commission on Goals and Priorities for Human Services, many of the delegates looked like they'd been through the wringer. Group conversations were continuing on into the meeting hall. There were a lot of frustrated people: Some thought their meetings had concluded trapped in a cul-de-sac. But others were aware of the subtle progress that had taken place. Here are some examples:

"People were definitely interacting. Some of the issues debated and discussed were brought up by non-businessmen, non-economic types of people. If someone had asked me what group I would like to be in this morning, I would have said Human Enrichment. But now I'm really interested in the economy issue. We had our starting problems, but everyone was joining in and taking part. It was a very vital discussion: even the 90 minutes time period was okay." — Women from governmental housing agency, working with Economy.

"There was a lot of preoccupation with downtown. The role of the core business district was discussed as it applied to the definition of community well-being. The activity factors downtown were thoroughly discussed. Most of the people were contributing. There was some difficulty in getting away from the physical objectives associated with land planning, mass transit, I-295 and other topical, newspaper-type items. But we got into the issues of land use, controlling growth through utility planning, and environment." — Recorder, Physical Development.

All in all, it seemed to be working. The politicking, posturing, and initial consideration given current issues hadn't lasted in most groups, giving way to the pursuit of issues important to the future and planning of community development.

My guarded skepticism was slowly crumbling. The conference was moving.

All in all, it seemed to be working. The politicking, posturing, and initial consideration given current issues hadn't lasted in most groups, giving way to the pursuit of issues important to the future and planning of community development.

Loquacity, anger, agreement. Veracity. . . People speaking their hearts.

were two of the more typical. There was also some worry that 15 minutes wasn't enough time for each group to make a valuable presentation of what had gone on.

And sitting dead center in the bunch, oblivious to what was going on around them, two recorders were wrapped up in a heated debate over the value of issues that had come up in their respective groups. A lot of ideas had come out. And they now had staunch supporters.

"But what about the on-going process?" someone asked.

"You'll be asked to state your ideas on this on the back of your ballot tomorrow," the Conference Chairman explained. "You will also be asked to make recommendations for the uses of the findings of this conference."

At 1:30 the Jacksonville Area Planning Board unveiled its new five year plan for capital improvements, in its own way an embodiment of the spirit of the conference. In establishing the five year plan, they explained, they had first formed six neighborhood advisory committees, one from each of the city's more densely populated areas. Meeting with these committees, the Planning Board learned that many of the projects they had planned to propose for the respective areas were unsatisfactory to the citizens' groups. There were rejections and modifications, and in some cases new project proposals were added. Not only would these six committees serve as a direct contact with their communities, they noted, but by meeting with them they could constantly update their plan, according to changes in neighborhood conditions and needs. They expressed hope that the five year plans would serve as a more rational basis for the allocation of city funds.

But their presentation was representative of much more. It proved that a useful mechanism for sounding out citizens' ideas on planning could be devised and implemented. It showed that people were aware of the needs of their communities. But most of all it demonstrated that there was great concern over growth in the city, the problems it had and would cause.

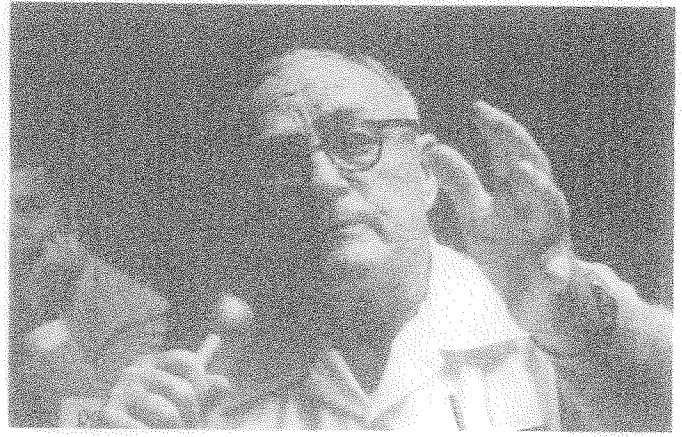
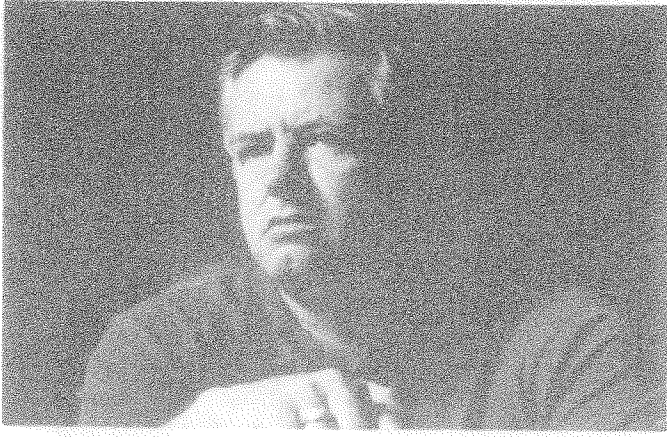


The groups met again at 3:15 that afternoon for their last real work session of the conference. The lunch meetings, and the free time afterwards had been valuable: most of the subcommittee members had been aware that the more they accomplished at lunch, the more time it would allow for further discussion that afternoon. Hammering out their final ideas, and suggesting only a few new ones, the group completed their final discussion on the six areas of Human Enrichment. The recorders busily scribbled down the final deliberations. Along with their chairmen they would work into the night getting the recommendations down on paper, attempting to say it just the way the group had expressed it.

Friday morning was a scene of some confusion. The whole place was in a stir. "What did we finally come up with?" was a frequently heard question — many of the groups had concluded Thursday without concrete ideas on the final outcome of their resolutions.





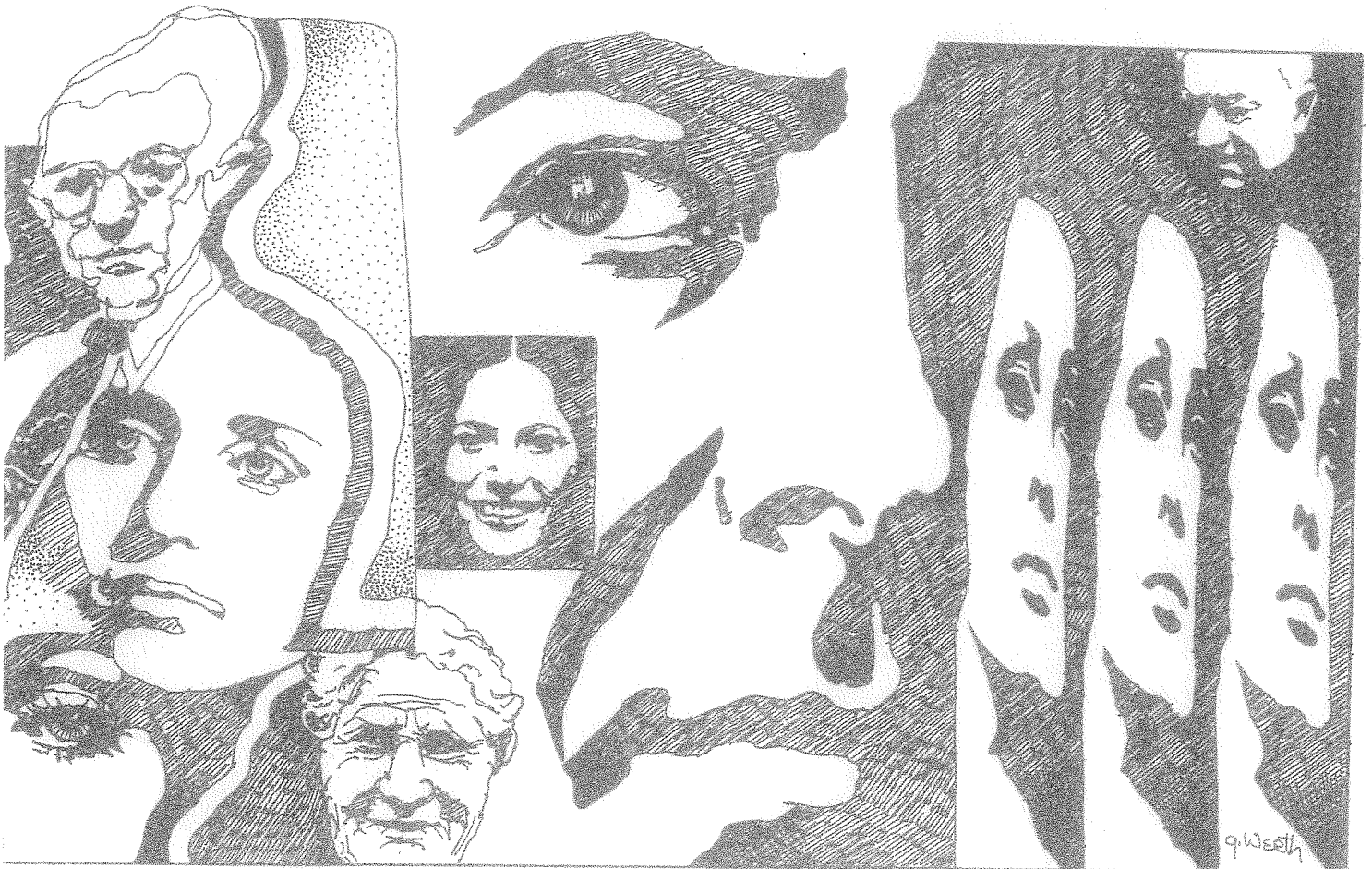


When the fourth session began, members were handed out printed copies of their final recommendations. There was immediate comment on terminology, what some of the other groups were going to recommend (and how they duplicated Human Enrichment's recommendations), and the fact that there were a few missing faces, possibly a result, someone offered, of the difficulty public officials have in breaking away for three full days. (Those same people would arrive for the final conference voting later that morning.)

With only thirty minutes to act, the group didn't have a great deal of time to analyze what they had before them. One recommendation still had to be deleted. A secret ballot tally was taken.

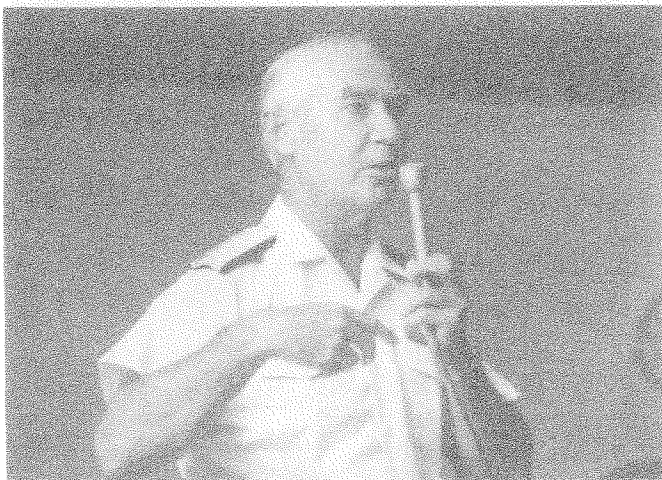
As the final votes were passed in, a strange feeling of melancholy filled the room. There was some comment, but there just wasn't the air of interest and enthusiasm that had charged the atmosphere. Statements were made about the on-going process; some people had theories on how it could be continued. But most were silent, the empty look in their eyes a sign of remorse at the group's sudden ending. They had shared some of their deepest ideas and dreams for their city and future generations with those around them. It was a solemn occasion.

But back on the conference floor the spirit quickly picked back up. Apprehension was in the air. What would the others recommend? How would their group fare in the final vote?





Fred Schultz



Copies of each group's recommendations were passed out to the delegates. The presentations were made by the group leaders, most of whom read their five items, accompanying each with a brief explanation. (Image conscious Human Enrichment made a very up-tempo, vigorous presentation, a contrast to the low key style of the others.) As more and more were presented, an interesting fact began to surface. Many of the groups were overlapping one another. By the time the final recommendation was read, a full 14 of the total 25 overlapped in some way.

Committees were formed, and delegates from each group chosen to reach a compromise on the similar items. A short recess was taken.

Fifteen minutes later the floor was opened for debate and discussion. Additional recommendations could be proposed. The debate was light, and one new recommendation was accepted for addition to the ballot. A Government recommendation for "the formation of a representative citizens group to provide a continuing forum to develop community dialogue on matters of public interest" was adopted as a purpose of the conference.

Another short recess was held, allowing time for the preparation of the final ballot and copies of the new synthesized recommendations resulting from the overlapping. The voting would be held on a total of 19 recommendations. One delegate made a motion that the entire group of recommendations be accepted as a unit, the product of the conference. But the purpose of the conference had been to single out the ten most pressing items, and then it would be, in order of their importance as voted by the 91.

The purpose of the conference had been to single out the ten most pressing items, in their order of importance; without that there could be no continuing dialogue.

# The Top 10 Priorities :

## 1. DOWNTOWN DEVELOPMENT ISSUE:

Downtown is a vital part of the community and from an economic view we must continue development for a broadening of the tax base.

### RESOLUTION:

We recommend continued implementation of the plan for development of downtown Jacksonville and propose a substantial increase in scale and scope as a means of satisfying all elements of the community.

There must be increased public and private sector involvement in the plan through mechanisms such as: revenue bond issues for structures vital to the plan; and provide economic incentives to induce private development in the downtown area.

In implementing the existing plan special emphasis should be given to:

1. Cultural Enrichment
2. Aesthetic Qualities
3. Hotel and related facilities for conventions, tourist trade
4. Daytime and nighttime activity
5. Permanent housing for all income levels timed to minimize prolonged displacement of low income families
6. Educational Opportunities
7. Business
8. A workable transportation system to, from and within the downtown area with separation of pedestrian and vehicular traffic.

## 2. EDUCATION EXCELLENCE

Because we believe that education must equip our citizens for making a living, provide for the development of basic skills through which other learning can take place and enrich the human spirit with moral and cultural values.

We recommend as highest priority the further development of Jacksonville's total educational process, through a commitment to:

- a.) A strengthened emphasis on job training programs involving educational institutions, labor organizations and the business sector;
- b.) Rapid and comprehensive development of Community Schools as Human Resource Centers capable of meeting the needs of all age groups for formal and informal education, health, recreation skills and crafts, social and cultural enrichment, and government services.
- c.) Fortifying the skills of parents through programs designed to prepare them as the prime trainers, educators, and enrichers of their children.
- d.) Broader use of such media as television and libraries in the education process.
- e.) Broadening of the school curricula to incorporate programs and courses that will promote an appreciation of high moral and aesthetic values
- f.) Informational programs designed to enlist the participation and support of all our citizens in the increased funding and utilization of educational facilities and services.
- g.) Formulated co-ordination of higher education programs and personnel to maximize educational and occupational opportunities for all students, eliminate duplication and reduce the disparity between publicly- and privately funded institutions.

## 3. OPEN HOUSING AND HOUSING SUPPLY

Historic antecedents and anticipated future growth indicate that Jacksonville now has and will continue to have a serious housing problem; moreover there continues to be large segments of Jacksonville's society which have unequal access to decent and affordable housing because of race, creed, sex, national origin and/or economic status.

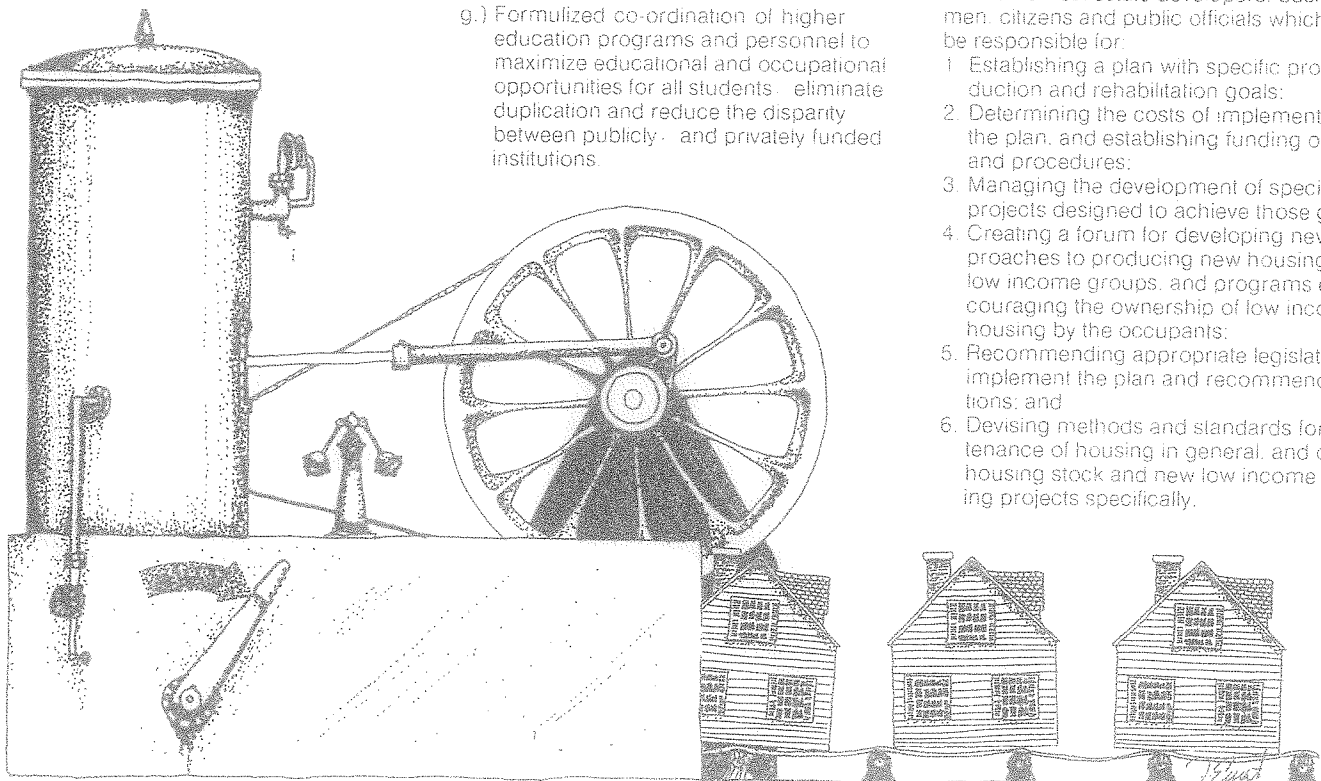
Therefore in the light of the problem that we have defined, we feel that the community should undertake to establish an implementable plan for the production, rehabilitation, and maintenance of adequate low and moderate income housing.

To properly deal with the community's housing problem, the plan must do more than simply produce housing units. It must direct housing policy in two (2) important ways:

1. By providing programs to produce adequate low and moderate income housing options in the developing areas on the periphery of our city as well as within the core city; and
2. By establishing a clear commitment to open housing and the concept that affordability, not race, sex, or national origin, should be determinant of access to housing units through appropriate local ordinance and/or state law.

To initiate this planning process, local government should establish an action-oriented Task Force and/or Housing Commission of real estate developers, businessmen, citizens and public officials which will be responsible for:

1. Establishing a plan with specific production and rehabilitation goals;
2. Determining the costs of implementing the plan, and establishing funding options and procedures;
3. Managing the development of specific projects designed to achieve those goals;
4. Creating a forum for developing new approaches to producing new housing for low income groups, and programs encouraging the ownership of low income housing by the occupants;
5. Recommending appropriate legislation to implement the plan and recommendations; and
6. Devising methods and standards for maintenance of housing in general, and older housing stock and new low income housing projects specifically.



#### 4. LAND USE

1. We recommend the immediate adoption of a comprehensive Land Use Plan with particular emphasis on creation of areas of conservation and preservation, establishment of uniform codes for waterfront development which will insure public access to the river and ocean, and provide and maintain scenic vistas without restricting responsible and reasonable development of the port.
2. We recommend that the city approve a five-year plan and with it, a five-year capital outlay program to facilitate short-term development.

#### 5. TRANSPORTATION-MASS TRANSIT

Transportation is the life blood of an emerging society. Jacksonville, with its enviable geographic location has potential to be a great distribution center. Preserving and expanding our air, sea and rail facilities and capabilities will be essential to sound orderly growth.

Internal transportation that is dependent upon an expressway system and a mass transit system must be expanded and improved to meet this growth.

Transportation development should improve mobility, reduce environmental damage and facilitate implementation of the comprehensive and downtown development plans.

For implementation of the above concepts we recommend:

1. An aggressive policy of developing alternative modes of transportation through early and complete implementation of the interim mass transit plan and development of a rapid transit program.
2. Adoption of a community policy designed to reduce and restrict automobile usage and encourage the use of mass transit.
3. The airport must not only be protected but expanded in land area to provide for future needs. This should be accomplished by acquisition and protective zoning of lands adjacent to and under flight paths of our airports.
4. Waterfront property suitable for industrial development must be preserved for water oriented industry.
5. The community must encourage and support the JTA, the JPA and the DDA in their continuing efforts to develop new, innovative solutions for our community transportation needs.

#### 6. UTILITIES

Recognizing the need to maintain public health, conform to environmental regulations and to provide for continued population growth and physical expansion, we propose that the city

1. Continue implementation of the Sewer Plan in accordance with Environmental Protection Agency standards.
2. Take immediate steps to eliminate reliance on a single source of energy supply, including support of the proposed state constitutional amendment authorizing municipalities to enter into joint ventures with private enterprise for alternative methods of power production and transmission.
3. Make full use of utility development as a device to implement the "contiguous growth" policy as embodied in the comprehensive plan.

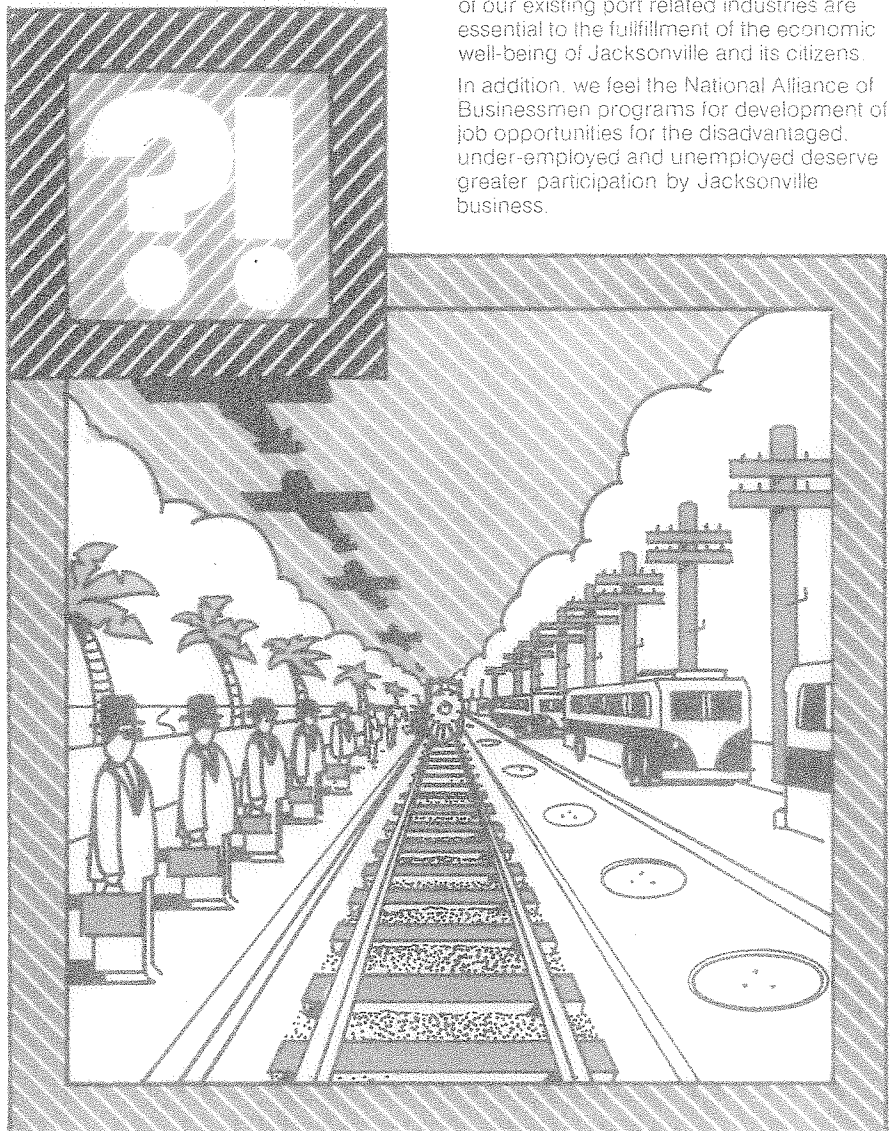
#### 7. WORK OPPORTUNITIES AS A BASIC HUMAN AND ECONOMIC NEED

Because economic independence is at the heart of individual freedom and because individual freedom is the epitome of self respect and a feeling of personal worth, we recommend as a goal for Jacksonville a major emphasis on the development of job opportunities.

As our city has been heavily dependent upon the service industries in the past, our future economic balance will be enhanced as we nurture existing industry and institutions and develop our economic base from port related activities including the Navy, the shipyards, the port, O.P.S. and other related existing industries.

Appropriate zoning and maintenance and spoil dredging compatible with the needs of our existing port related industries are essential to the fulfillment of the economic well-being of Jacksonville and its citizens.

In addition, we feel the National Alliance of Businessmen programs for development of job opportunities for the disadvantaged, under-employed and unemployed deserve greater participation by Jacksonville business.



## 8. ADDITIONAL REVENUE

### ISSUE:

Ultimately, the issue of identifying and responding as a city to the human needs of our citizens is based on the values we place on the cost of being human in a fast changing and growing world. We cannot define for the city those values. We cannot, however, avoid the considered conclusion that actions to meet the selected human needs of the city in housing, health, and other areas, will require increased and/or adequate public and private financing. The income from existing revenue sources at present rates is inadequate to maintain current programs due to the reduction of JEA's contribution to the general fund, inflationary pressures, and the increasing demand on existing services.

### RESOLVED:

That additional sources of revenue or increased revenue from existing sources be developed to adequately support present and future funding of human needs.

## 9. STRONG JOINT CIVIC EFFORT

A racial problem and inner core situation in the City of Jacksonville are the major problems of our community.

A major civic effort with direct involvement of black and white leadership of the community must be undertaken on a cooperative basis as an immediate priority.

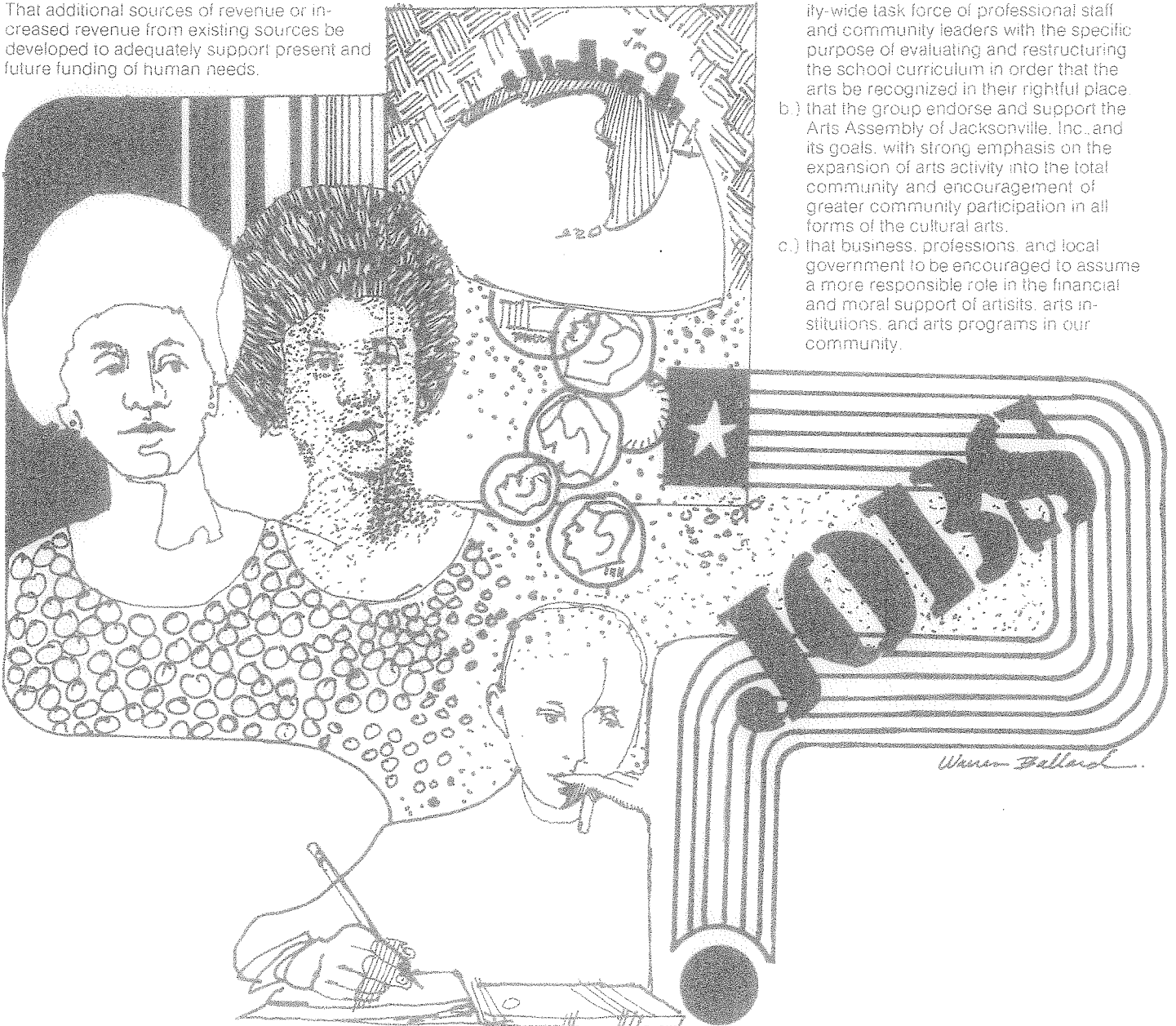
Edward Waters College is the oldest black institution of the City of Jacksonville and deserves the support of the entire community as a focal point for community effort assisted by existing organizations and agencies representing the black community that are directly involved in improving community relations.

Hopefully this will be a people effort without dependence on government institutions.

## 10. CULTURAL ENRICHMENT

Lift the level of knowledge and enhance the quality of life of our people so that Jacksonville will become the cultural center of Florida. Because the well-being, tranquility, understanding and total quality of life that exist in a community are in direct proportion to the educational and cultural level of attainment of its citizens; and, because the problems of society can best be solved by enhancing the human, moral, and aesthetic values of its citizens; and because exposure, involvement, and participation in all forms of creative activity (e.g. music, visual arts, dance, theatre arts, architecture, etc.) are the basic ingredients for building an enlightened society; We recommend that the enriching qualities of cultural life be brought to all citizens by the following:

- a.) that the School Board appoint a community-wide task force of professional staff and community leaders with the specific purpose of evaluating and restructuring the school curriculum in order that the arts be recognized in their rightful place.
- b.) that the group endorse and support the Arts Assembly of Jacksonville, Inc. and its goals, with strong emphasis on the expansion of arts activity into the total community and encouragement of greater community participation in all forms of the cultural arts.
- c.) that business, professions, and local government to be encouraged to assume a more responsible role in the financial and moral support of artists, arts institutions, and arts programs in our community.



# A Final Comment

The Community Planning Conference held at Amelia Island had its spark of genesis in the decision made almost two years ago that the Jacksonville Area Chamber of Commerce would begin to move from an organization primarily oriented toward trade development to one which emphasizes upgrading of the quality of life in the total community. In accordance with this decision the President-Elect of the Chamber was designated to initiate a community planning process, together with other representative citizens of the community. Trips were made to several cities and data was gathered in order to analyze how other urban areas had approached the process of planning and implementation.

Two things quickly became apparent. First, none of the nation's larger cities so far have achieved a very high degree of success. Second, Jacksonville's resources, structure and problems are unique. Jacksonville stands on the threshold of a period of strong growth. Other cities have experienced such periods of growth to the detriment of many aspects of their citizens' life styles. Can Jacksonville experience such a period of growth with its advantages of job opportunities, per capita income, and the rich variety of life in a large urban area while at the same time holding on to its sense of community and values? Can Jacksonville grow and be a community of friendly, happy people?

We decided to test that sense of community by the risky technique of trying to get a representative group of Jacksonville citizens to sit down together over a fairly extended period of time to see if they could agree on an agenda for the future. The single common characteristic of all who attended the Amelia Island Conference was the fact that they were busy people. Could we get them to take three full days from the press of their other activities to think about Jacksonville? Could we come to any agreement or would the Conference degenerate into either chaos or boredom? The results surpassed our fondest expectations. The chemistry was there. The gamble was successful. We have achieved a high level of expectation for the future. We must now find a way to develop an on-going process to bring these lofty expectations into reality.

The mechanism of the Conference was designed to accomplish four basic objectives -- identifying ten priority issues facing us in the immediate future, gaining the commitment of those in attendance to begin solving those problems, determining that an on-going process of community goal-setting and implementing must be established, and stimulating debate among all of our citizens about community priorities.

Selecting the participants for the conference was without question the most difficult element of planning and execution. This was the step filled with potential controversy and misunderstanding. To summarize the mechanics of that selection process, all that can be said is that every attempt was made to obtain a group that genuinely represented the major elements that make up our community. In the final analysis, who was there is less important than who was represented there.

Several things were surprising to even the most optimistic of those who helped create the Community Planning Conference. The enthusiasm and level of participation on the part of the delegates was far greater than anyone had hoped. The ranking of the priorities was certainly not predictable and many people may have been somewhat surprised by the outcome. That is not to say that the conferees disagreed with that ranking, but that the realization of the priorities was a self-revelation to most. The five working groups which each submitted five recommendations to the general conference for consideration provided considerable surprise as well. Of the twenty-five recommendations, fourteen overlapped with those of another group. In the case of two priorities, four of the five groups addressed the same subject. The inter-relationship of community concerns was suspected, but not to the degree that finally became evident.

One question asserts itself in the strongest terms now that the conference is concluded: Where do we go from here? The delegates agreed that some mechanism is needed to keep the spirit alive that pervaded the Jacksonville Community Planning Conference and its individual delegates. The mechanism must involve a greater number of citizens and immediate attention must be given to implementing the recommendations of the conference. The exact form of such a mechanism has yet to be defined. That will come from the same kind of discussion and planning that preceded the Conference itself.

The ninety-one conferees at the Community Planning Conference represent a nucleus for community discussion of what our city can and should be in the future. The high level of communications and understanding between public officials and private citizens, between businessmen and labor representatives, between interested citizens -- male and female, white and black -- is an achievement which must be shared with others. The mandate of the Community Planning Conference is not nearly so much the specifics of the final recommendations as much as it is a challenge to each individual citizen to digest, discuss, evaluate, and decide on his or her own set of priorities. The individual action and commitment that can grow out of such attention will be the key to our city becoming truly great. The result, we hope, is a community that moves forward with a consensus of its citizens toward a better life for all.

Fred Schultz  
Chairman  
Jacksonville Community Planning Conference

# Delegates:

**Ernie Allen**  
Barnett Bank of Jacksonville

**Edward Baker**  
Jacksonville Area Planning Board

**James Baker**  
Jacksonville Board of Realtors

**William Birchfield**  
State Representative

**Guy Botts**  
Barnett Banks of Florida

**Bruce Bower**  
Jacksonville National Bank

**Richard Bowers**  
City Department of HUD

**Lew Brantley**  
State Senator

**J. Shepard Bryan**  
Winn Dixie Stores

**John Buchanan**  
Prudential Insurance Co.

**James Burnette**  
AFL-CIO Council

**Joe Carlucci**  
City Council

**Thomas Carpenter**  
University of North Florida

**Dale Carson**  
Sheriff

**Jack Chambers**  
Mahoney, Hadlow, Chambers & Adams

**Dr. Yank Coble**  
Duval County Medical Society

**Joe Considine**  
Jacksonville Public Employees  
Local No. 1048

**Guy Craig**  
Mayor - Jacksonville Beach

**J. J. Daniel**  
Stockton, Whatley, Davin & Co.

**J. E. Davis**  
Winn Dixie Stores

**Vera Davis**  
HUD Advisory Board

**DeWitt Dawkins**  
Dawkins, Inc.

**Walter Dickinson**  
Beaches Chamber of Commerce President

**Truett Ewton**  
Jacksonville Electric Authority

**Vicent Exley**  
Jacksonville Federation of Teachers

**Robert Feagin**  
Florida Publishing Company

**George Fisher**  
Fisher & Shepard, Architects

**Lyman Fletcher**  
Fletcher, Shepard, Hand & Adams

**Randall Gardner**  
Plumbers & Steamfitters  
Local No. 234

**Miller Gaskin**  
Miller Gaskin Real Estate

**W. W. Gay**  
W. W. Gay Mechanical Contractors

**RADM. Lawrence Geis**  
United States Navy

**Harold Gibson**  
Offshore Power Systems

**Dr. Arnette Girardeau**  
Dentist

**Jake Godbold**  
City Council

**Lois Graessle**  
Commission on Goals and Priorities

**John Gunning**  
Superintendent of Schools

**Preston Haskell**  
Preston Haskell Company

**Lex Hester**  
Office of the Mayor of Jacksonville

**David Hicks**  
Commission on Goals and Priorities

**Marvin Hill**  
Urban Space Design

**Matthew Hobbs**  
Gulf Life Insurance Company

**Annabelle Hudmon**  
Junior League

**Fred Huerkamp**  
Health Planning Council

**Homer Humphries**  
Downtown Development Authority

**Eari Huntley**  
City Council President

**Donald Ingram**  
Downtown Development Authority

**Andrew Johnson**  
Jacksonville Jaycees

**Walter Ketcham**  
Southern Bell

**Fran Kinne**  
Jacksonville University

**Edward Lane**  
Atlantic National Banks

**Helen Lane**  
Arts Assembly of Jacksonville

**Susan LeMaistre**  
Status of Women Commission

**Chauncey Lever**  
Florida National Banks

**Jack McCormack**  
Atlantic National Bank

**Dr. James McGibony**  
Experimental Health Delivery Systems

**Rev. Rudolph McKissick**  
Bethel Baptist Church

**Walter McRae**  
Jacksonville Area Chamber of Commerce  
President

**Donald Martin**  
Florida Junior College

**Sallye Mathis**  
City Council

**Nina Matson**  
American Federation of Government Employees

**Gene Miller**  
School Board

**Claude Mullis**  
Jacksonville Hospital Authority

**Rev. Gene Parks**  
Community Planning Council

**Frank Priestly**  
Jacksonville Urban League

**Melvin Reid**  
Byron Harless, Schaeffer, & Reid

**Alvin Richer**  
May Cohens

**James Rinaman**  
Jacksonville Transportation Authority

**Andrew Robinson**  
University of North Florida

**Alvin Richer**  
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Jacksonville Transportation Authority

**Andrew Robinson**  
University of North Florida

**John Rosenblum**  
Rosenblum's

**Johnny Sanders**  
City Council President-Elect

**Robert Schellenberg**  
WJXT -- Television 4

**William Scheu**  
Willing Hands

**Gert Schmidt**  
WTLV -- Television 12

**Robert Shircliff**  
Robert Shircliff & Associates

**Mary Singleton**  
State Representative

**J. P. Smith**  
Commission on Goals and Priorities

**John Smith**  
Merrill Lynch Pierce Fenner & Smith

**Eddie Mae Steward**  
NAACP

**Hans Tanzler**  
Mayor -- Jacksonville

**Samuel Tucker**  
Edwards Waters College

**Ashley Verlander**  
American Heritage Life Ins. Co.

**Carolyn Vernier**  
Jacksonville Area Planning Board

**William Webb**  
Imeson Industrial Park

**Nate Wilson**  
Community Relations Commission

**James Winston**  
Barnett Winston Co.

**Robert P. T. Young**  
Glidden Durkee

**A. P. Zechella**  
Offshore Power Systems