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Greater Arlington/Beaches Vision Plan

CITY OF JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT

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Foreword

FROM THE GREATER ARLINGTON / BEACHES STEERING COMMITTEE CHAIR

From the Chairman,

This document is the culmination of months of concerted effort by a group of caring Arlington area residents from differing backgrounds who came together to help redefine the Greater Arlington/Beaches planning district. This Vision Plan is the result of many hours of careful deliberation and compromise, a commitment by the City of Jacksonville Planning Department to “get the process right”, by Jacksonville City Council’s support of the effort, and by Zyscovich Architects who merged the recommendations of Arlington residents with future trends and best practices to create this clear vision for our community.

Throughout this Vision Plan, you will see very real concern communicated from our citizens at the loss of neighborhood identity and negative change. This fear has been festering for many years as disinvestment and negative growth has become commonplace in the older, historic neighborhoods. The Steering Committee has taken great pains to emphasize the preservation of neighborhood character and the promotion of growth in appropriate locations throughout this vision document. The concerns mentioned most during this process were the need to protect established neighborhoods from commercial intrusion; the overwhelming need for redevelopment at the Town and Country Shopping Center, the Regency Square Mall and Gazebo Shopping Center; no expansion of runways at Craig Field; protect and enhance Mayport Village; place stronger restrictions on any development near established wetlands.

This Vision Plan is the work of dedicated citizens who attempted to fairly document the concerns of the Greater Arlington/Beaches neighborhoods and offer their best guidance for future development of the area. This work documents the best reflection of the concerns of those involved and will help guide the reader as to the intensions of the committee, community, and participants. There are parts of this visioning document that speak of neighborhoods, conservation, parks, transportation and commercial investment, all topics are far reaching and require further refining.

Several concerns surfaced during the process that are not appropriate for this vision plan but are worthy of examination. The city needs to further address these critical concerns in a comprehensive manor:

1. Emergency evacuation for the district and most areas east of the St. Johns River continues to be an issue. The City must work with the State of Florida to expedite a resolution to this problem.
2. Issues of code enforcement violations are rampant in the District as in most of the city. The code enforcement staff works hard to keep up with the problem; however, the violations are too many. The City must work toward a resolution and deal with the larger issue of city and community pride.
3. Neighborhood safety is a major concern in all of Jacksonville. The City must work with the community to promote safe and cohesive neighborhoods.

This Vision Plan is just the beginning of community involvement. It is the responsibility of the Arlington/Beaches residents and neighborhood businesses to advocate for the plans set forth in this Vision. If you own a neighborhood business, you reach more people on a cost effective basis and can become an advocate for community initiatives. We as a citizens and collection of neighborhoods must combat the complacency and apathy that has strangled growth and prosperity by seeking greater public input to guide the initiatives and opportunities in the future. Too few have guided too many decisions for Arlington’s future for too long.

Sincerely,
Michael J. Anania, Chairman

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1 Introduction

PLAN PURPOSE: HOW SHOULD WE GROW?

The City's Comprehensive Plan mandates Vision Plans for each of the six planning districts in Jacksonville as a tool to create a stronger link between planning and implementation to accommodate the diverse needs of the various urban, suburban, and rural communities with a coordinated "step-down" planning program. The program includes the Comprehensive Plan policy document with generalized maps illustrating existing and future conditions; the Planning District Vision grassroots public involvement plans with recommendations for implementation, capital improvements, large scale district plan maps, detailed data analysis, proposed land uses, and proposed densities and intensities to provide guidance for zoning and other reviews; and Neighborhood Action special planning studies for small commercial or residential areas or corridors with site specific recommendations.

As one of the older sections of the City of Jacksonville, the Greater Arlington/Beaches Planning District is largely built out. In recent years, commercial development has shifted to other areas of the City and many of the District's activity centers have lost market share and are now underperforming. This has compromised the original character of the District and was clearly the primary concern of the public constituents involved in this planning effort. This Vision Plan addresses this issue by providing specific recommendations and strategies for growth that complement and enhance the existing historic, cultural, scenic and neighborhood fabric that comprise the character of the District. The Plan identifies these assets and demonstrates specific opportunities to better incorporate them into the neighborhood fabric while introducing new assets to elevate neighborhood image, reinvestment in the community, and the provision of new amenities.

The Vision Plan

This Vision Plan builds from the conclusions of the Mayor's Growth Management Task Force Horizon 2030 Recommendations, its "Ten Principles for Managing Jacksonville's Growth" and the Evaluation and Appraisal Report (EAR) of the 2010 Comprehensive Plan. Fundamentally, the recommendations of both documents, as well as this Vision Plan, underscore a need for the City to reverse current development trends and to promote more efficient "Smart Growth". Smart Growth increases the opportunity for more compact growth patterns supported by a variety of transportation choices and the efficient utilization of existing infrastructure. The result is a more livable community that provides a mix of uses, walkable neighborhoods and a variety of choices for living and working—all with less impact on the natural environment and resources. Within this framework, the Vision Plan communicates a shared Vision for the Greater Arlington/Beaches Planning District—a clear picture of the future illustrating the issues, opportunities, overall potential for the District, and how it should evolve. The Vision focuses on overall urban patterns from a viewpoint "30,000 feet above the ground" and is the guiding document for more specific future planning efforts and capital improvements. The Vision will aid in realizing the potential of the District in a coordinated thoughtful manner that secures and improves the quality of life for many generations to come. This Vision, along with the Vision Plans for the other planning districts of the City, will inform a new Comprehensive Plan for 2030 and therefore, has great importance to the future of the City and will serve to shape and manage its growth.

“In our every deliberation, we must consider the impact of our decisions on the next seven generations.”

—*Great Law of the Iroquois*

How to Use this Book

This book has been created for the community, existing and future investors in the City, the City staff and anyone engaged in shaping the future of the Greater Arlington/Beaches Planning District. It includes plan and policy recommendations, analysis to explain the recommendations, and background data to substantiate them. As the guiding document for planning and development in the District, the City Planning Department will use this book to evaluate proposed projects and changes to the land development regulations for consistency with the Vision.

The underlying premise of the Vision Plan is to strike a balance between new opportunities for growth and protection of existing neighborhoods and the quality of life for the District's residents. This goal is encapsulated in five guiding principles that serve as the primary organizing element of the Vision:

- **COMMUNITY CHARACTER:** Identify, preserve, protect, promote and enhance the assets and character of Greater Arlington/ Beaches communities.
- **LAND USE, GROWTH AND DEVELOPMENT:** Protect and promote community through land use, revitalization, and development patterns.
- **TRANSPORTATION:** Improve mobility while advancing neighborhood character.
- **ECONOMIC GROWTH:** Provide economic growth which advances neighborhood character.
- **OPEN SPACE AND RECREATION:** Enhance conservation areas, parks and recreational opportunities.

Following each principle are a set of more specific sub-principles and action items that provide analysis, strategies, and tools to address and implement the principles. Generally, these action items include recommendations such as:

Policy Recommendations

Many of the policy recommendations derived from this report can be incorporated into the City's 2030 Comprehensive Plan and the 2007 Evaluation and Appraisal Report (EAR) of the 2010 Comprehensive Plan. The Comprehensive Plan is the City's governing document for all planning issues and is composed of nine elements including: Historic Preservation; Housing; Transportation; Recreation and Open Space; Conservation/Coastal Management; Capital Improvements; Future Land Use; Infrastructure; and Intergovernmental Coordination. It is managed by the City and reviewed by the State Department of Community Affairs. The results of an EAR typically become the basis of a major updating and redraft of a community's comprehensive plan, but given the foresight of the Horizon 2030 Recommendation to "Build a vision with maximum public participation", this Vision Plan, as well as those from the other five planning districts will become the centerpiece for the creation of a new 2030 Comprehensive Plan. Therefore, this Vision Plan has great importance to the future of the City and will serve to mold and manage growth well into the future.

Zoning Recommendations

The City's Land Development Regulations (zoning ordinance) provides the regulatory framework for the built environment including building form, building intensities, preservation, uses, and design. It is an effective tool to encourage specific types of development and for preserving the character of existing neighborhoods. All regulations must be consistent with the Future Land Use Map and Element.

Recommendations for Future Land Use Map and Element

Perhaps the greatest tool that can be utilized to address the growth management issue is the Future Land Use Element (FLUE) and Future Land Use Map (FLUM) of the City's Comprehensive Plan. The FLUM illustrates the future desired location and distribution of land uses (residential, commercial, industrial, etc.) throughout the city while the FLUE is a set of supporting policy directives. Both documents govern all development in the City.

Special Studies Recommendations

Because this report plans from a 30,000 foot vantage point, it identifies areas and subjects that should be explored in greater detail under separate study. Examples of this include development and redevelopment projects, park plans, economic investigations, and traffic analysis.

The composite of these strategies and tools formulates the Vision Plan and is summarized in the "Conclusions" chapter of this document. In addition, each chapter of this book has been designed to stand alone for ease of readability.

2 Plan Process

In planning, the process is just as important as the outcome. Who was involved? What was evaluated? What previous work efforts were considered? What information was generated? Who was consulted? For this Vision Plan, public input was the main constant in the planning process. Research, analysis, and recommendations were all reviewed, challenged, and modified based on an ongoing dialogue with the community.

Public Participation

Public participation in the creation of this Vision Plan has been an invaluable component of the process. It included interviews with council members, regular meetings with a steering committee, community forums, and community charrettes. While there are a variety of methods for collecting community input, the intent is always the same—to understand the assets and impediments, to identify opportunities, and to develop relationships with the key players and community leaders who might champion the Vision.

City Council

With the commencement of the project, the planning team invited all of the council members to participate in individual interviews regarding their vision for the project, their understanding of the issues, concerns, and ideas. In total, the team held two full days of interviews with council members. Their input was both specific and general to provide the team with a better understanding of the concerns of their constituents.

Steering Committee

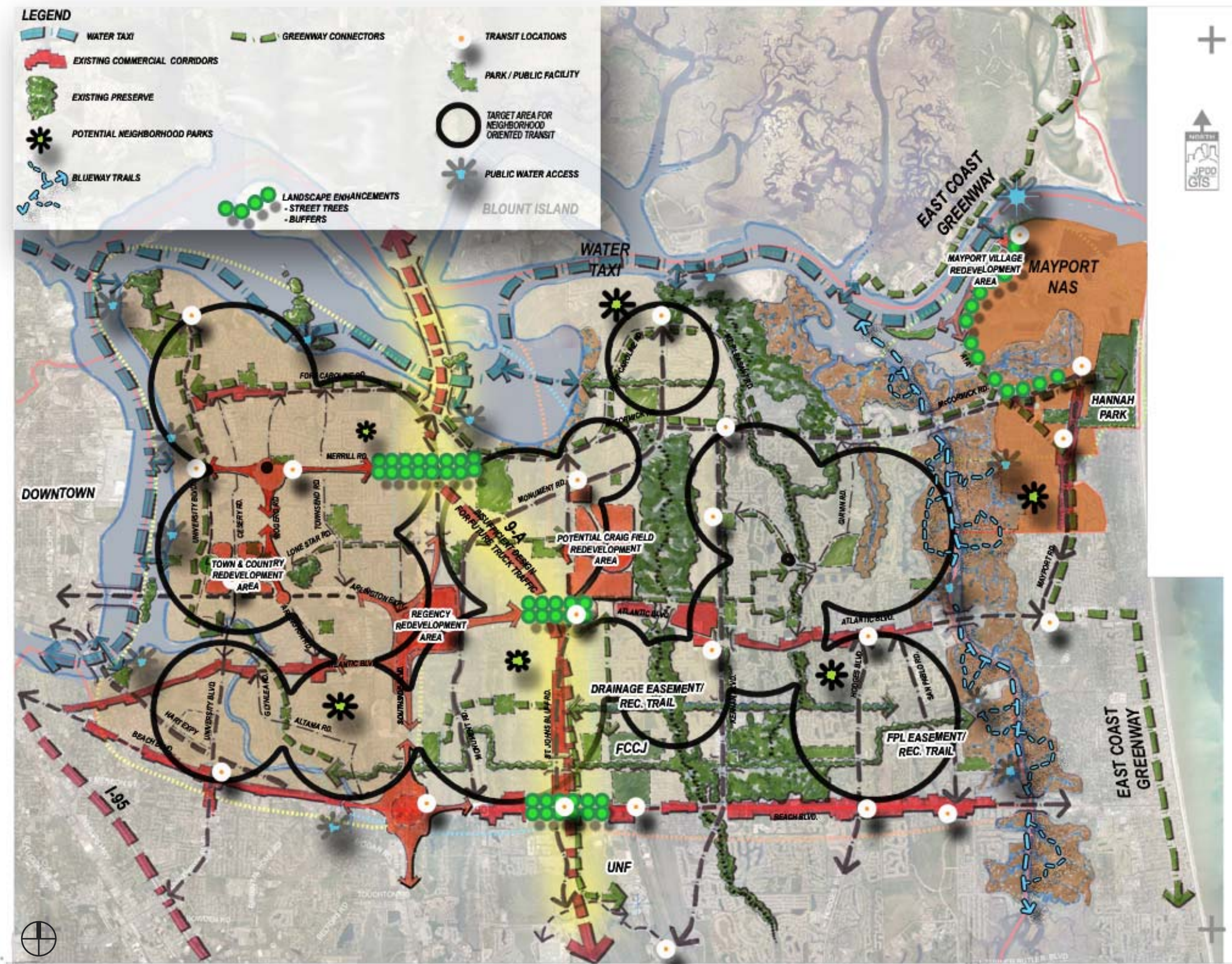
The Vision has been guided by the Greater Arlington/Beaches Vision Plan Steering Committee which is composed of community leaders, stakeholders and neighborhood representatives. Each member represents a larger group or organization so that the combination of Steering Committee members is reflective of the entire community that the plan is impacting. Steering Committee members were appointed by the City Council, Mayor or Planning Director. Their first task was evaluating and confirming guiding principles and sub-principles for the vision plan. These principles were crafted by the Steering Committee with guidance from the planning consultant and form the overall structure for the plan.

“Never doubt that a small group of thoughtful, committed citizens can change the world, indeed it’s the only thing that ever has.”

—Margaret Mead, American Anthropologist



Photo: Charrette participants



Community Meetings

Additionally, the public has participated in an array of community forums and charrettes to identify the major issues and guiding principles that the vision needed to address. The different formats were used to encourage participation from a broad spectrum of stakeholders as described below.

Community Forum

The community forum introduced the community to the project and its purpose. A series of presentations by the consultant, the City, and FDOT described the project scope, preliminary observations, historic data, and current and future planning initiatives. Following the presentations was a panel discussion of local professionals and experts to present specific observations about the issues and opportunities facing Greater Arlington and the Beaches. Panelists fielded questions from forum participants and had a very lively discussion about the challenges ahead. The panel included:

- Toney Sleiman, Sleiman Enterprises, Developer
- Ken Wilson, Kendall Town Center
- John Mundy, PhD, Director, Center for Economic Education, Economist
- Jamie Thompson, Lab Investments, Developer
- Jennie Blue, Compass Bank Lender

Charrettes

The charrettes were the primary opportunity to engage the community in a more intensive dialogue. Each charrette focused on a different geographic area of the District and evaluated critical topics related to transportation and connectivity; recreation and open space; conservation and coastal management; urban and suburban design; historic preservation; land use and growth management; housing/residential; non-residential uses; and public health and safety. Participants were asked to identify major issues with respect to existing conditions and to provide suggestions and priorities for future improvements. In all, over 400 comments and suggestions were documented in the Summary Report. The results of the process were documented in a Final Summary Report under separate cover. A summary of charrette comments and their relationship to the guiding principles can be found in Appendix A of this report.

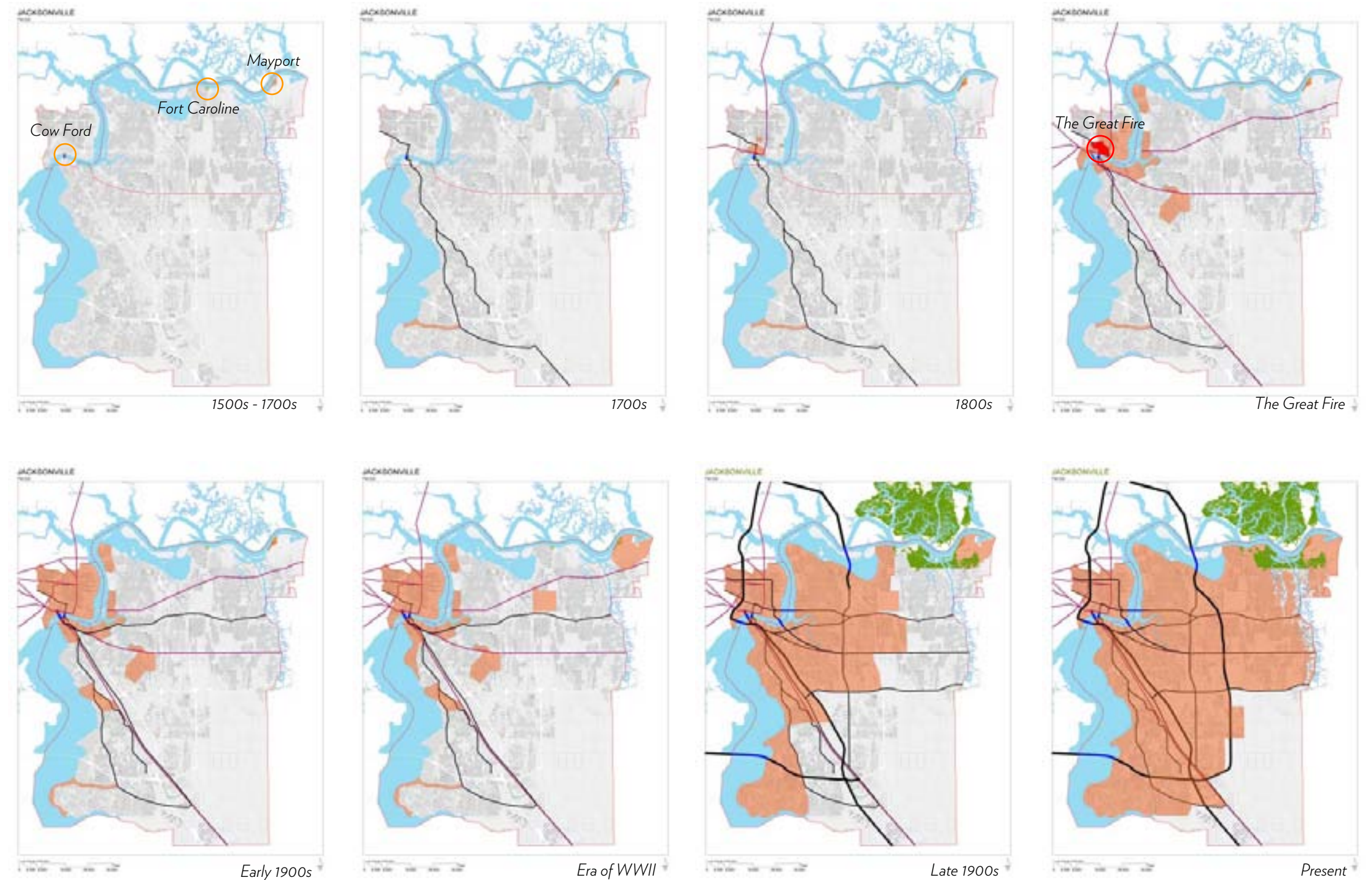
Diagram: Composite charrette diagram from Flagg Design Studio representing the ideas assembled from the five Arlington/Beaches visioning charrettes. (Source: Community Visioning Charrettes, Arlington Planning District, Final Summary Report, 1/7/09)

Summary of Research Process, Findings and Analysis

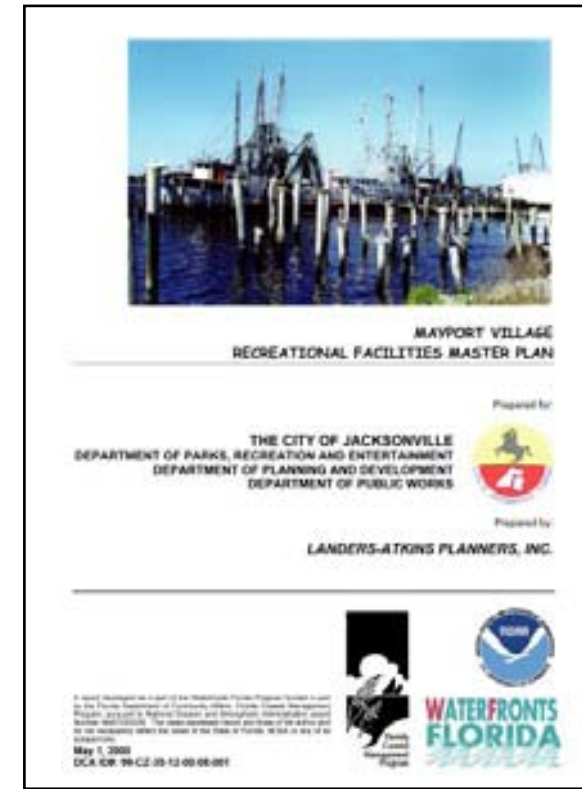
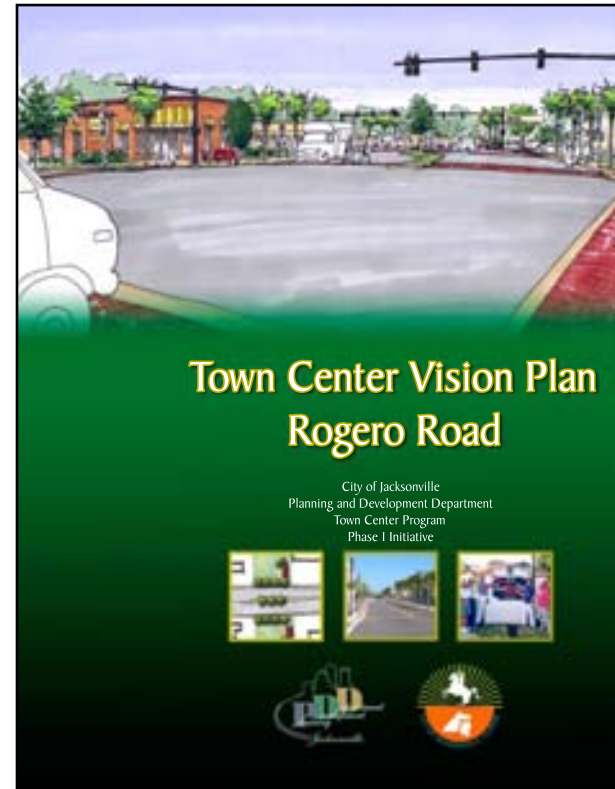
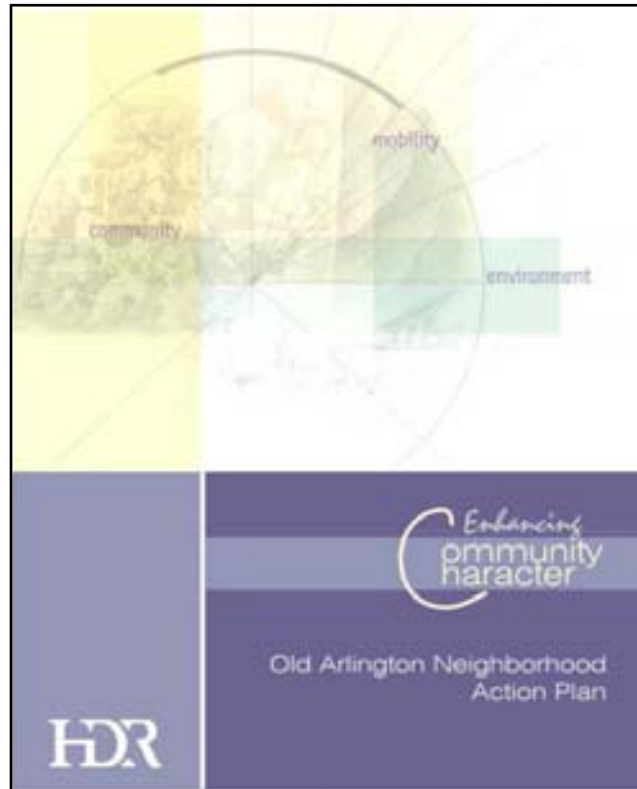
Research for planning purposes is the process of collecting data to develop an understanding of existing conditions, previous work efforts, and predicting what future conditions may be. For the Vision, this process started by reviewing the overall characteristics of the City and then became more specific to include the Greater Arlington/Beaches Planning District. This information was used to understand the story of the place, beginning with historical data, photographs, drawings, and historic texts. One example of this process, the historic timeline, is graphically depicted to the right. It illustrates how the most urban areas in the southeastern portion of the City evolved over time. It became clear how the roadway system developed in relation to the railroads and the neighborhoods and how, as the downtown became a viable economic center, the City expanded east across the St. Johns River and south along the river's edge. Added to this story are the existing transportation systems, employment data, land capacity, and existing land uses. How do these layers of information interconnect? How do they affect one another? By zooming into the Planning District level and more specific planning documents such as Neighborhood Action Plans, the answers to these questions became more clear.

LEGEND:

- Development
- Major Roadways
- Bridges
- Railroads
- Conservation/Preserves



Diagrams: The diagrams above conceptually illustrate the historic time-line of southeastern Jacksonville's development. Refer to the Existing Conditions Report for more detail. (Source: Zyscovich Architects, 2009)



Preceding Planning Efforts

A number of planning efforts have been completed in Greater Arlington/Beaches prior to the District Vision effort and were summarized in the Existing Conditions Report. These include the Mayport Waterfronts Partnership; the Mayport Design Guides; the Mayport Village Recreational Facilities Master Plan; the Proposed Mayport CRA Finding of Necessity and Redevelopment Plan; the Wonderwood Connector Corridor Land Use and Zoning Study; the St. Johns Bluff Road Corridor Land Use and Zoning Study; the Woodland Acres Land Use and Zoning Study; the Arlington Road Town Center; the Rogero Road Town Center; and the Old Arlington Neighborhood Action Plan. The intent of this Vision Plan is not to replace those plans, but rather to supplement them where needed, fill in the missing pieces and weave all of the planning together into a unified vision for the District as a whole. Many of the issues and recommendations within the previous plans highlight similar issues and opportunities of the Vision Plan.

Existing Conditions Report

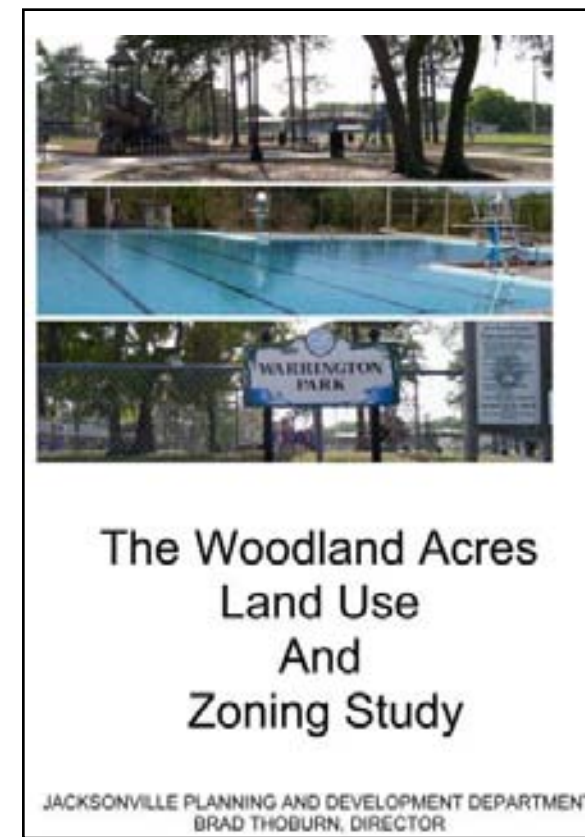
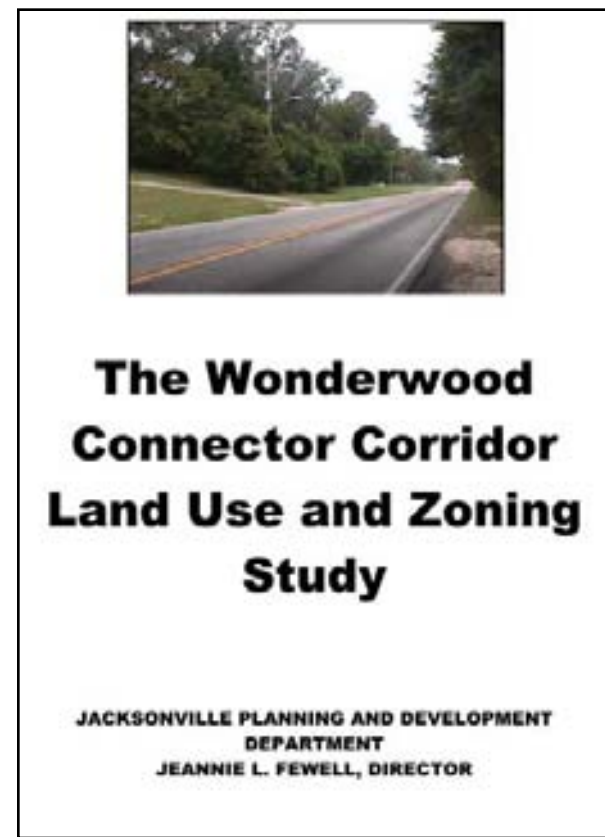
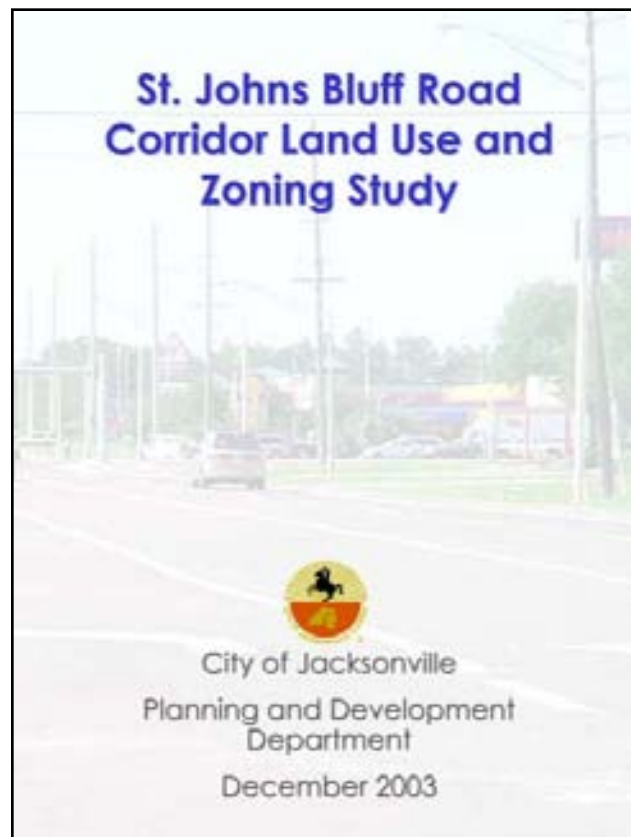
A summary of existing conditions was published as the Greater Arlington/Beaches: Existing Conditions Report.

Developing Guiding Principles

As previously described, the guiding principles summarize the overall objectives that were identified by the community, the Vision Plan Steering Committee, the City and the team during the research process. The sub-principles provide a more detailed list of objectives. Together they establish the overall concept of the Vision and frame the plan's content.

Vision Plan

The final report summarizes the concepts presented to the Steering Committee including all of the illustrations and graphics.



Images: Examples of previous planning studies in the District

3 City Overview

A Snapshot of the City

Jacksonville is composed of 840 square miles of land area, making it the largest city in the contiguous United States. Primarily due to this physical size, the city ranks as the 12th most populous city in the U.S. with just over 800,000 residents. From 1970 to 2000, the City had a population growth of 47% and is expected to see an increase of an additional 41% by 2030. Like many cities across the United States, Jacksonville has supported its growth since World War II largely through sprawling low-density suburban development—so sprawling in fact, that if the trend continues, only 12% (63,611 acres) of the City’s land resources are projected to be remaining for development by the year 2030. Obviously, this is a long-term projection and it is impossible to predict with certainty how development trends may change over time. Regardless, it is quite clear that the City will be approaching an effective “build-out” within the next 20 or 30 years.

Sprawling development, and the resulting inefficient use of land, leads to numerous negative impacts to residents, homeowners, businesses, the natural environment, and the ability of government to provide basic services and infrastructure. It also has detrimental impacts to transportation in the form of increased congestion, commuting times, associated costs, and the ability to move goods and services efficiently—all of which impact the future economic health of the City and the overall quality of life for residents.

To further exacerbate the issue, the Greater Jacksonville Metropolitan Area (GJMA) which includes Duval, Clay, St. Johns, Nassau and Baker Counties, boasts an additional population of 500,000 residents (1.3 million residents total in the GJMA) and the outlying areas are growing at a faster rate than Jacksonville itself. In 1990, Jacksonville comprised 86% of the GJMA. In, 2000 that number decreased to 71% and is projected to further decrease to 63% by 2030.

City Vision

These issues pose a fundamental question for the City—How do we accommodate this future growth while maintaining a high quality of life for our residents? The question was initially addressed through the Horizon 2030 Recommendations and its “Ten Principles for Managing Jacksonville’s Growth”. Fundamentally, the principles underscore a need for the City to reverse current development trends and to promote smarter growth. Smart Growth increases the opportunity for more compact growth patterns supported by a variety of transportation choices and the efficient utilization of existing infrastructure. The result is a more livable community that provides a mix of uses, walkable neighborhoods and a variety of choices for living and working—all with less impact on the natural environment and resources.

Horizon 2030 Recommendations “Ten Principles for Managing Jacksonville’s Growth”

- [1] Build a Vision with Maximum Public Participation
 - [2] Capitalize on the City’s Uniqueness (Sense of Place)
 - [3] Promote Mixed Use “Villages”
 - [4] Commit to Transit
 - [5] Redevelop the Major Road Corridors
 - [6] Adequately Fund Transportation
 - [7] Revitalize the River
 - [8] Save Space for Industry
 - [9] Plan for Schools
 - [10] Improve Regional Collaboration
-

4 District Overview



Photos: Greater Arlington/Beaches character examples

A Snapshot of Greater Arlington/Beaches

The Greater Arlington/Beaches Planning District is a large and varied district that includes a multitude of neighborhoods and differentiating characteristics. It includes historic first generation suburbs near Downtown to contemporary suburban development in its eastern areas. From an overall perspective, the District is largely built out with development that can be characterized as urban sprawl composed of a multitude of neighborhoods, all of which contain different issues and opportunities.

Greater Arlington/Beaches is geographically Jacksonville's fourth largest planning district covering almost 45,000 acres. In addition to its many neighborhoods—more than 40 in all—the District is home to economic drivers that include major retail centers, colleges, universities and significant public facilities. The District is the second fastest growing of all of Jacksonville's planning districts and experienced a 26% increase in population between 1990 and 2000, demonstrating its desirability for new residents. Most of this growth has been accommodated with sprawling low-density single-family home development. As a result, the largest category of existing land utilization in the District is, by far, residential. While this development trend has satisfied the immediate desires of the community, the ill-effects of sprawling development—lack of diversity, traffic congestion, loss of open space, etc.—are now being felt. The purpose of this Plan is to provide a vision that protects existing neighborhoods and balances those quality of life assets that first attracted residents to the area with new opportunities for growth and land use diversity.

Population

According to the 2000 Census, Greater Arlington/Beaches is the second most populous of Jacksonville's six planning districts. The District experienced its greatest growth during the 1950s, 1960s and 1970s, following the construction of the Matthews Bridge and the Arlington Expressway. Growth tapered off in the 1980s but again accelerated in the 1990s. In 2000, the District had a population of 186,072 which represents a 26% increase from a population of 147,927 in 1990. Further, according to recent population estimates by the City's Planning and Development Department, the 2007 population of the District was 215,257, representing a 31% increase since 1990. This increase is reflective of a national trend towards suburban development and residential flight from inner city neighborhoods. The trend is gradually reversing in light of the many adverse impacts of low-density sprawl. People are now choosing to return to the core of cities and first generation suburbs for the lifestyle choices that they offer—cultural amenities, proximity to work centers, availability of transit, etc.—and this movement is being further fueled by the rising cost of gasoline and increased congestion in suburban areas. This is not to say that the population growth of the District is expected to decrease. Quite to the contrary, projections indicate that the population of the District will exceed 260,000 by the year 2031, increasing the density from the current 5.1 to almost 6.2 people per acre.

Functional Land Use

The diagram to the right illustrates uses that currently exist in the District. The two major categories of uses are residential and public building facilities, making up 70% of the total area of the District. This composition is illustrative of the character of the District—primarily residential neighborhoods that coexist with major public facilities and economic drivers such as the Naval Station Mayport, Craig Airport and JAXPORT. The high percentage of residential is a result of the fact that the District’s increase in population since the 1950s has been accommodated primarily through sprawling low-density single-family development. Over time, this development has displaced agricultural lands that now are practically nonexistent. The lower percentages for remaining land uses demonstrate a general lack of land use diversity within the District.

- LEGEND:**
- Medium Density Residential
 - Agriculture
 - High Density Residential
 - Community General Commercial
 - Recreation and Open Space
 - Public Building Facilities
 - Multi-use
 - Residential, Professional, Institutional
 - Neighborhood Commercial
 - Low Density Residential
 - Regional Commercial
 - Heavy Industrial
 - Vacant
 - Wasteland
 - Light Industrial

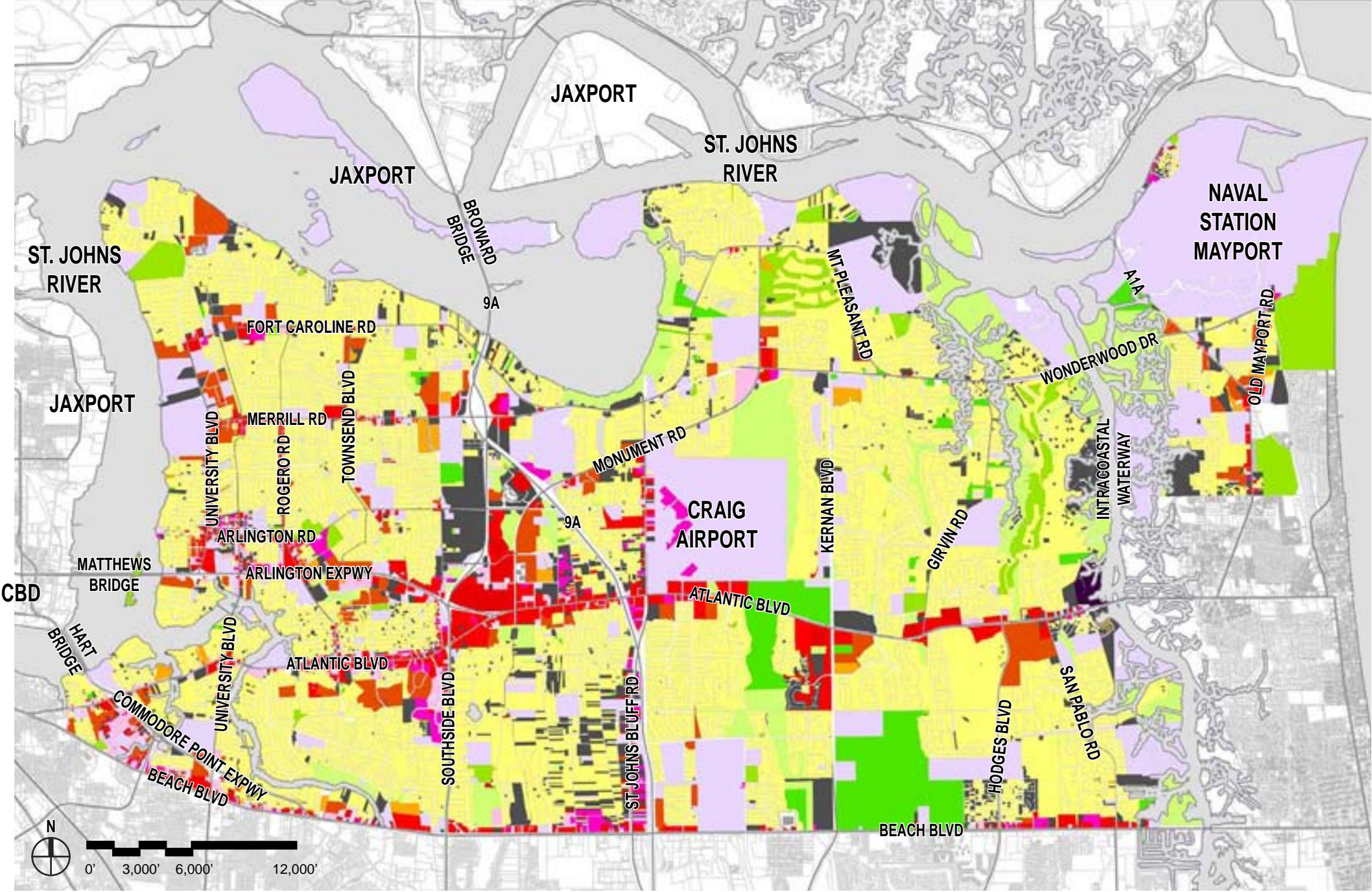


Diagram: The diagram above illustrates current land uses in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

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5 Guiding Principles

What is a Guiding Principle?

Guiding principles provide the basic organization and articulation of the Vision and essential direction to the planning process.

Why Guiding Principles?

Planners use guiding principles as a tool for the community to articulate and prioritize what they value most in their cities and neighborhoods. Once they are formalized, the principles become the basis for the investigative process and the planning solutions. They are important because they represent a true collaboration between the community who is seeking change and the planner charged with effecting this change. Five guiding principles were developed for the Greater Arlington and the Beaches Planning District. Under the umbrella of these principles are an iteration of more specific observations, analysis, and recommendations that generate the overall vision for the District. Recommendations for policy, specific studies, and new projects will help to implement the various components of this vision.

Guiding Principle One - COMMUNITY CHARACTER

Identify, preserve, protect, promote and enhance the assets and character of Greater Arlington/ Beaches communities.

- Sub-Principle 1.1: Identify, preserve, protect, promote and enhance the neighborhood assets and character of Greater Arlington/ Beaches communities.
- Sub-Principle 1.2: Identify, preserve, protect, promote and enhance the natural assets and character of Greater Arlington/ Beaches communities.
- Sub-Principle 1.3: Advance the Mayport Village concept and protect the historic and scenic assets of the entire District.

Guiding Principle Two - LAND USE, GROWTH AND DEVELOPMENT

Protect and promote community through land use, revitalization, and development patterns.

- Sub-Principle 2.1: Promote greater density/diversity of land uses in appropriate locations.
- Sub-Principle 2.2: Revitalize and redevelop, while safe guarding and advancing neighborhood character.
- Sub-Principle 2.3: Create/Implement land use regulations and design standards for non-residential and residential development.
- Sub-Principle 2.4: Non-Residential Land Development Regulations Shall Advance Affected Neighborhoods.

Guiding Principle Three - TRANSPORTATION

Improve mobility while advancing neighborhood character.

- Sub-Principle 3.1: Connect neighborhood parks and commercial centers when appropriate.
- Sub-Principle 3.2: Use natural buffers and roadway design to protect neighborhood character.
- Sub-Principle 3.3: Improve transit and transportation systems.
- Sub-Principle 3.4: Provide new transit options/Provide Regional Transit and Connectivity.

Guiding Principle Four - ECONOMIC GROWTH

Provide economic growth which advances neighborhood character.

- Sub-Principle 4.1: Neighborhood advancement should guide non-residential use and design.
- Sub-Principle 4.2: Expand economic opportunities through the use of ecotourism, educational programs and unique District assets.
- Sub-Principle 4.3: Promote the arts and provide additional cultural venues.

Guiding Principle Five - OPEN SPACE AND RECREATION

Enhance conservation areas, parks and recreational opportunities.

- Sub-Principle 5.1: Protect and enhance conservation and natural areas and provide public access.
- Sub-Principle 5.2: Enhance and maintain the tree canopy on public and private lands. Maintain and enhance the urban forest.
- Sub-Principle 5.3: Preserve natural resources
- Sub-Principle 5.4: Expand the park system, increase park accessibility and increase recreational opportunities.

6 Guiding Principle One

1.0 COMMUNITY CHARACTER

Identify, preserve, protect, promote and enhance the assets and character of Greater Arlington/ Beaches communities.

Character is a broad term that addresses what makes a place or neighborhood special. It describes unique features that contribute to livability and influence quality of life. It emphasizes the positive attributes and assets and highlights where deficiencies may exist. When applying this term to a large area, the characteristics are more difficult to contextualize. The Great Arlington/Beaches District covers almost 42,000 acres (about 62 square miles), contains more than forty residential neighborhoods and a wide array of other uses. From the broad perspective of this Vision Plan—30,000 feet above the ground—the predominant physical characteristics are the St. Johns River along western and northern borders; the intracoastal waterway and beach communities to the east; major public facilities such as Craig Airport and the Naval Station Mayport; major educational institutions including Jacksonville University, Jones College, and Florida State College at Jacksonville; golf courses and recreation facilities including Kona Skate Board Park, Mill Cove Golf Course, and Blue Cypress Golf Course; and a system of major transportation corridors that serve to connect it all together. These corridors link the District to UNF, the Mayo Clinic, the beaches, downtown, and the airport. There are also two distinct development patterns that are roughly defined by Southside Boulevard and the center of the District, Regency Mall. Neighborhoods to the east are more compact and connected, characteristics that are largely provided through a gridded street network, while neighborhoods to the west generally employ a cul-de-sac pattern designed to calm and discourage through traffic. Within each half of the District exist numerous smaller neighborhoods which contribute to the richness and variation that exist in the District. Each neighborhood has its own character and its own sense of place. Collectively, though, the people who live in these neighborhoods experience varying degrees of a shared quality of life.

One of the primary purposes of this Vision Plan is to provide a framework of physical improvements for the Greater Arlington/Beaches District that builds on existing assets and characteristics for an enhanced quality of life and sense of place. According to a recent University of Florida study, *Contributions of Historic Preservation to the Quality of Life in Florida: UF 2006*, “Quality of life is reflective of the values that exist in a community and indicators, therefore, could be used to promote a particular set of values by making clear that residents’ quality of life is of vital importance.” Examples of quality of life indicators include the availability of good schools, cost of housing, diversity of activities, ease of travel, and day-to-day interaction with neighbors. Indicators provide a good method for measuring the factors that contribute to the quality of life. In addition, indicators are, ultimately, influenced by the physical design of places. This vision plan seeks to improve these indicators with recommendations for physical improvements. This is important because it is these elements that have a high value for the residents and contribute most to the District’s community character or sense of place. Sense of place describes our perception of a place and how we experience it. Together, quality of life and sense of place contribute to the District’s “Community Character”.

Because the Greater Arlington/Beaches District has many different neighborhoods with differentiating characteristics, there is an opportunity to strengthen and unify the area by introducing district-wide improvements which provide common threads that tie it all together. The City should consider breaking the District into smaller districts that exhibit similar characteristics. This will enable the City to more specifically address the issue of neighborhood character. The Vision Plan Steering Committee has identified three unifying features that influence the District’s quality of life and sense of place including: neighborhoods, natural features, and historic and scenic assets. They have prioritized preserving, protecting, promoting, and enhancing these attributes to guide the vision and the physical improvements that should follow.



Photos: District character images

1.1 Identify, preserve, protect, promote and enhance the *neighborhood* assets and character of Greater Arlington/Beaches communities.

Throughout the visioning process, the Vision Plan Steering Committee has placed utmost emphasis on preserving and protecting neighborhoods. Of the various principles, sub-principles and objectives developed by the Steering Committee that frame this Vision, the term “neighborhood” is an integral component of many, which underscores the importance of neighborhoods to the community and the Steering Committee. Therefore, it is imperative to establish a clear understanding of what a neighborhood is. Like sense of place or quality of life, neighborhood is another broad term that can have different meaning to different people. Residents in older areas of the District will likely have a different perception of neighborhood than residents in newer areas, simply because their surrounding physical environments have different characteristics. For instance, does neighborhood mean the small group of houses in the immediate vicinity of one’s own house? Or, does it mean a larger area with similar housing types and market values? Does neighborhood mean an area surrounding a local institution or use frequented by nearby residents, such as a church, school, or grocery store? For the purpose of this Vision Plan the Steering Committee has defined neighborhood as follows:

“A neighborhood is a locality always dominated by residential land-use, although at times it may contain other compatible land-uses. Neighborhoods may be identified by place-names and usually possess well-defined boundaries such as major streets, barriers, waterways, or abrupt changes in land use. A neighborhood is a subsection of the larger community. For example the University Park and Arlingwood neighborhoods are subsections of the Arlington community, but even they may contain many subset neighborhoods.”

In other words, the Steering Committee perceives neighborhoods as residential enclaves that may have supportive uses and are delineated by distinct, physical boundaries. This definition is very similar to the neighborhood definitions found in the City’s Comprehensive Plan that defines a neighborhood as, “an integrated, planned area related to the larger community of which it is a part and consisting of residential districts, a school or schools, supporting commercial/office facilities, religious buildings and open space.” It also provides a more specific definition for neighborhood unit as, “the basic building block of the Future Land Use Element’s landform concept. Spatially, neighborhood units are generally bounded by arterial and collector roads, or in some cases, natural features such as lakes and watercourses. The neighborhood core, which is surrounded on one or more sides by more intensive residential and non-residential uses located adjacent to collector or arterial streets, rail lines or other transportation corridors, will generally be composed of 200 or more single family (attached and/or detached) units.”

“A neighborhood is a locality always dominated by residential land-use, although at times it may contain other compatible land-uses. Neighborhoods may be identified by place-names and usually possess well-defined boundaries such as major streets, barriers, waterways, or abrupt changes in land use. A neighborhood is a subsection of the larger community. For example the University Park and Arlingwood neighborhoods are subsections of the Arlington community, but even they may contain many subset neighborhoods.”

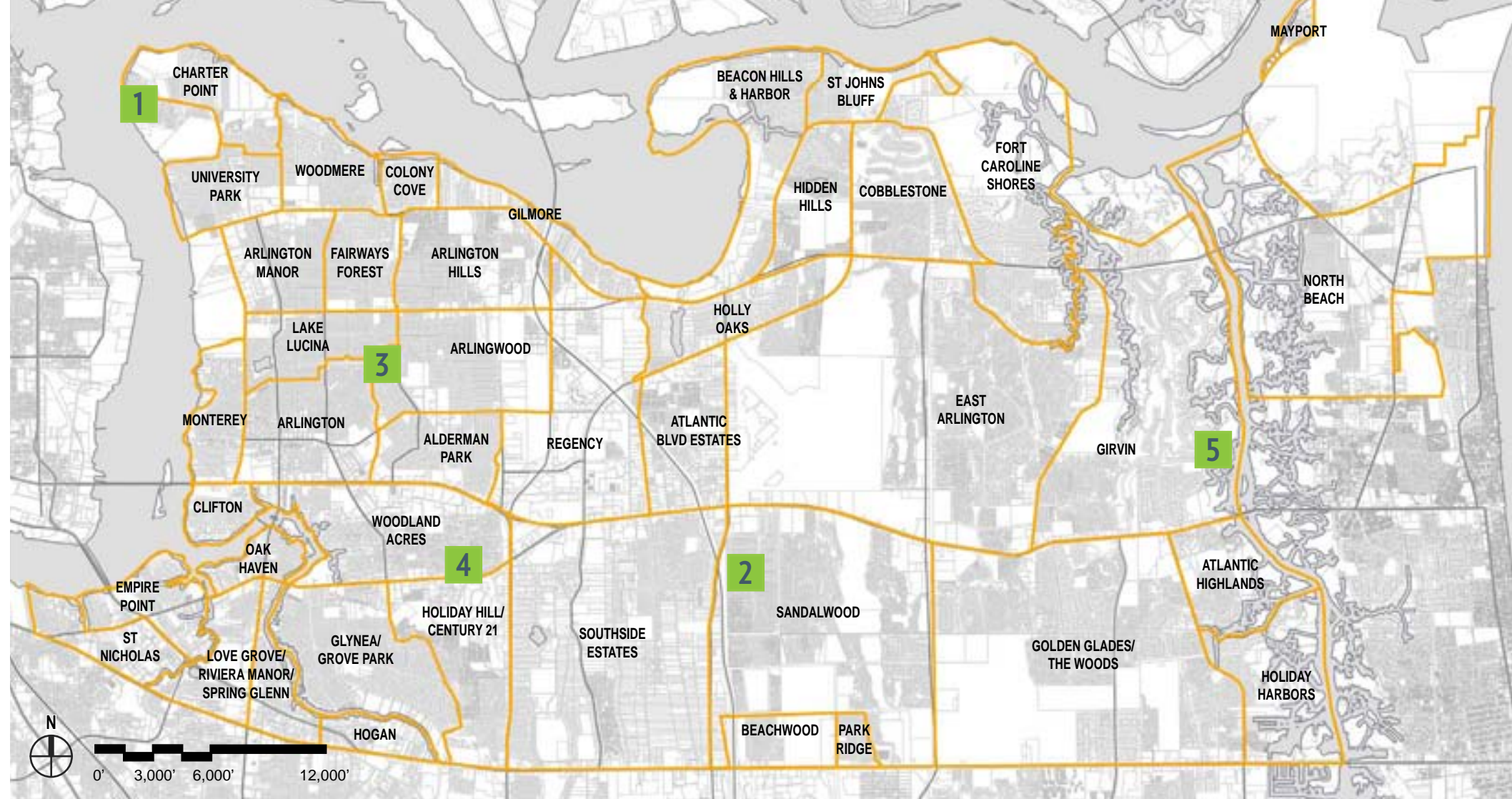
—Greater Arlington and the Beaches Vision Plan Steering Committee

Protect Neighborhood Character



Photos: Existing neighborhoods in the District

EXISTING NEIGHBORHOODS



LEGEND:
 Neighborhoods Neighborhood Typology Example

Diagram: The diagram above illustrates existing neighborhoods in the District. The numbers correspond to the neighborhood typology analysis on the following page. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

A third source for defining neighborhoods is the US Census Bureau which uses census tracts as its main tool for measuring demographic data. This is how the City delineates neighborhoods as illustrated in the diagram to the left.

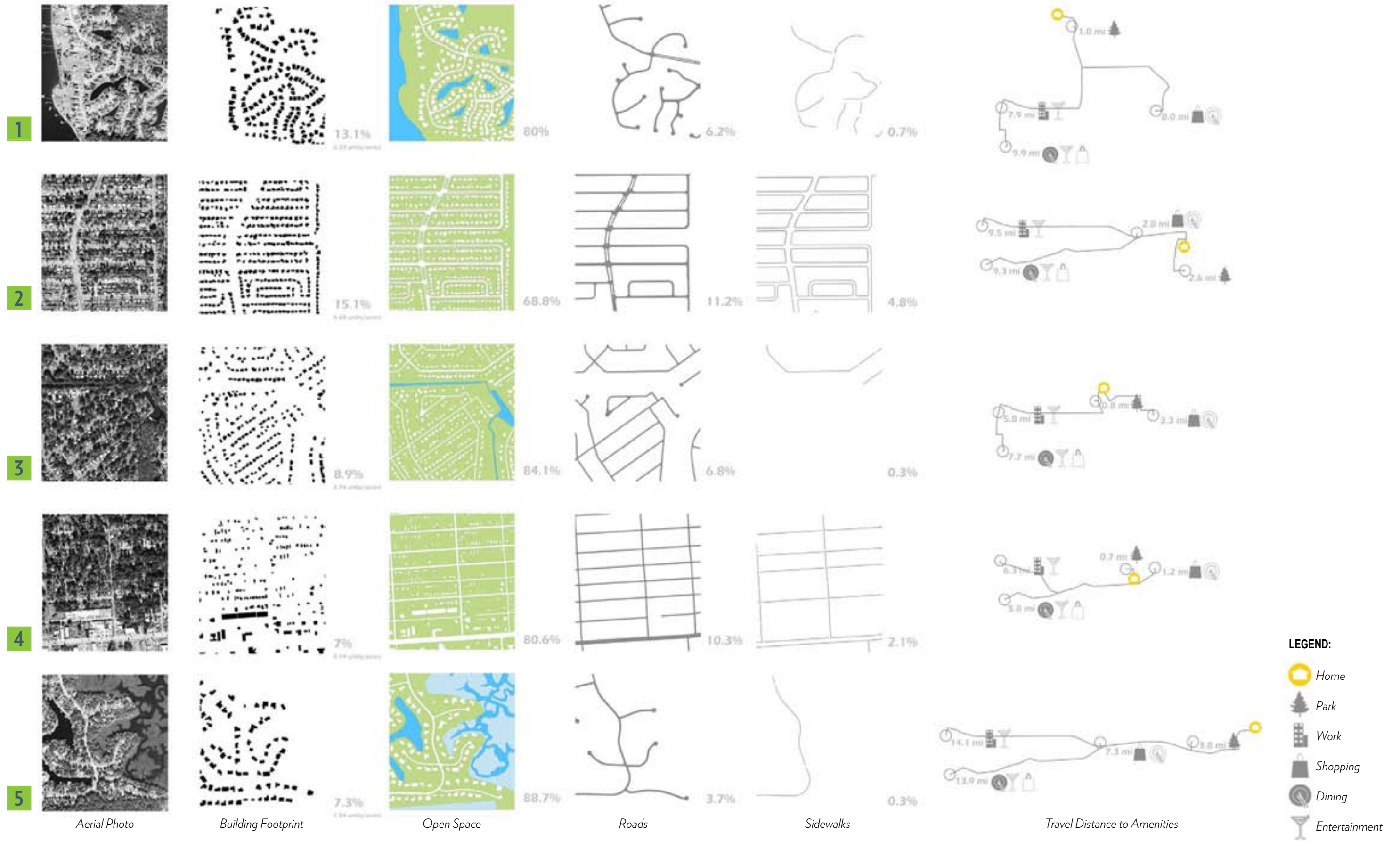
This Sub-principle emphasizes neighborhood assets and character. These are both tangible and intangible elements that provide a benefit and are considered useful and desirable. At the scale of the entire District, the St. Johns River, parks, wetlands, tributaries, bluffs, and tree canopy are all examples of natural assets which profoundly influence the form and character of neighborhoods in the District. Other assets relate to geographic proximity. For example, ease of access to the beaches and the downtown and the fact that the District acts as a gateway to these areas is a tremendous asset.

Neighborhood assets can be quantified and assessed using quality of life indicators. Greater Arlington/Beaches' assets are most meaningful at the neighborhood scale because residents experience them in relation to where they live. These include the built environment—its scale, form, use, and pattern—and the natural features. To gain a more precise understanding of the neighborhoods that compose the District, specific types of residential areas were analyzed to understand specific quality of life characteristics that contribute to their livability, including:

- Density of building patterns (built vs. unbuilt space)
- Transportation or roadway connectivity and ease of circulation for vehicles
- Presence of sidewalks to gain a sense of walkability
- Proximity to goods and services, entertainment, and employment centers

The analysis confirms that the Vision Plan Steering Committee is correct in their assessment that existing neighborhoods are “dominated by residential land use”. The diagrams on the following page illustrate that the pattern of the streets, buildings, and natural features are the primary neighborhood defining elements while the proximity to goods, services, entertainment, and employment are secondary (See “Travel Distance to Amenities”). The distance between these uses means that they currently have very little influence over neighborhood layout and boundaries. Moving forward, the challenge is to protect this predominant residential characteristic while providing more convenient access to other uses that can enhance quality of life.

NEIGHBORHOOD TYPOLOGY ANALYSIS



Diagrams: The diagrams above illustrate different neighborhood typologies within the District. (Source: Zyscovich Architects, 2009)

“Maintain the neighborhood feel.”

– Charrette Participant



Photos: Examples of complementary renewal in the Riverside neighborhood of Jacksonville

Objective 1.1.1: Advance Greater Arlington/Beaches neighborhood-like character while providing complementary renewal.

Part of preserving neighborhoods and their assets is ensuring that redevelopment is complementary and advances or elevates the quality of its immediate and adjacent surroundings. Declining neighborhoods which are ripe for renewal and redevelopment have the most immediate opportunity to introduce assets that are missing. New assets can be introduced and incorporated into the District’s fabric to provide a stronger sense of identity. The previously described neighborhood typology analysis highlights a deficit of community gathering spaces such as parks and activity nodes. The District also lacks strong identity elements such as gateways and landmarks. Also, mobility or ease of movement throughout the District is hampered by physical barriers, specific land uses and overall organization. Incorporating more of and improving these features in a strategic manner will provide new neighborhood assets and provide more opportunities to reinforce complementary renewal.

Complementary renewal also describes redevelopment that reinforces the quality and character of healthy buildings and neighborhoods. The Steering Committee further elaborated this point as follows:

“The desired neighborhood character and neighborhood-like character is the healthy neighborhood and the following specific conditions advance neighborhoods making them healthy. In the healthy neighborhood the homes and buildings are of compatible proportion and lot siting, in good condition, and proportionate in value. In addition, all non-residential establishments, when they are present, serve the residents of the associated neighborhood as their principal clientele and those establishments have suitable appearance, locations and operating-hours – all to the advantage of the residential sector. Further, in the healthy neighborhood, the following value-degrading conditions are precluded: Transportation defects, non-residential intrusion and non-conforming land-uses, and in place are stability, beautification, walkability, neighborhood focal points, open space, safety, maintenance, and crime-prevention programs and measures. For the non-residential establishment, suitable appearance including site features, is stipulated by the report entitled Jacksonville Design Guidelines and Best Practices Handbook which has been adopted by the Greater Arlington Beaches Vision Steering Committee.”

Therefore, neighborhoods with evidence of value-degrading conditions have the opportunity for self improvement by introducing new assets that may subsequently have a positive influence on adjacent communities. This Vision Plan provides an assessment of missing assets and aligns these assets with a secondary review of neighborhoods with the highest potential for complementary renewal. The issue of complementary renewal is more specifically addressed in Principle Two, although throughout this document are examples of urban design, transportation, and economic improvements that can provide complementary improvements.

Protect Neighborhood Character

Objective 1.1.2: Building use, scale and character should be compatible with neighborhoods.

Complementary renewal also describes redevelopment that is compatible with the existing built environment in terms of building use, scale, and character. Compatibility is existing or living in harmony as a consistent, orderly, and pleasing arrangement of parts. Healthy neighborhoods, as described by the Steering Committee, are composed of structures and spaces that are of compatible proportion. Proportion relates to scale, form, and the space created between buildings to influence and establish character. Building uses influence character, as well, by imposing specific building forms. Therefore, complementary renewal supports and enhances use, scale, and character of surrounding neighborhoods.

There are essentially two elements that must be addressed to achieve complementary and compatible development: design and location. New development must be designed and located to reinforce and/or enhance neighborhood character.

Design: Development adjacent or within neighborhoods should have and maintain similar characteristics as its surroundings. There are issues of scale and compatibility with adjacent areas that should be addressed through design controls to ensure that the existing desirable characteristics of the neighborhood are enhanced and not diminished. Issues such as site organization, height, massing and articulation are critical elements for achieving a well integrated development and should be carefully studied and integrated into zoning controls.

Location and distribution: Development and development intensity should be properly located for maximum compatibility with surrounding uses to support growth in appropriate locations. This document identifies nodes and corridors that should support the most intense growth directed away from neighborhoods. In contrast, residential neighborhoods can support small scale development and redevelopment. The City should use the Jacksonville Design Guidelines and Best Practices Handbook and update it where appropriate to address neighborhood preservation and redevelopment in the District. Similarly, zoning regulations should be evaluated for consistency with the vision presented in this document as it relates to neighborhood compatibility.

Action Items for Sub-Principle 1.1:

1. Divide the District into smaller planning districts that exhibit similar characteristics to more specifically address the issue of neighborhood character.
2. Utilize the Jacksonville Design Guidelines and Best Practices Handbook to guide commercial development and update it to address unique neighborhood situations.
3. Customize the City's zoning regulations to address unique neighborhood character issues.

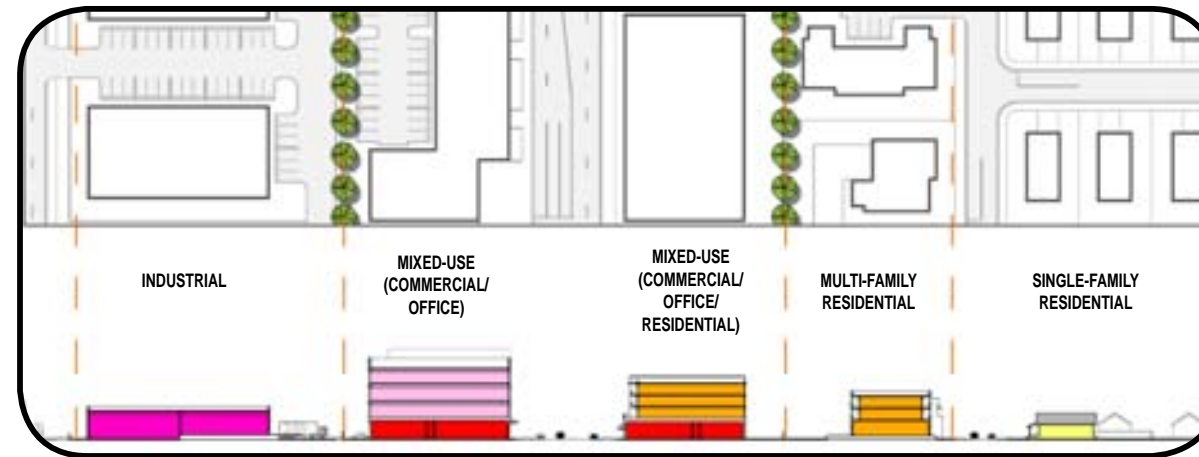
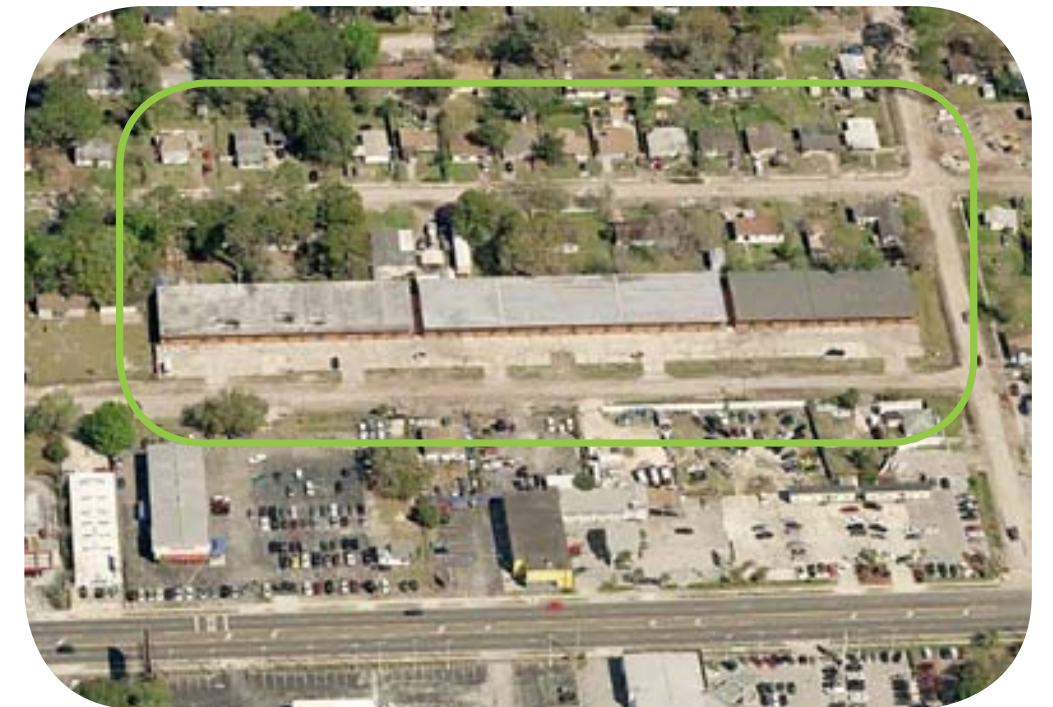


Illustration: The illustration above shows an idealized version of how uses should be organized relative to other uses to address adjacency issues. (Source: Zyscovich Architects, 2009)



Photo: Marine related use that should be improved with a visual buffer



Photos: The aerial photos and highlighted areas above illustrate development that is not compatible with existing neighborhoods. Commercial development near Atlantic Boulevard that encroaches single family residential without adequate buffers should not be permitted.

LEGEND:

- Agriculture I
- Agriculture II
- Agriculture III
- Agriculture IV
- Business Park
- Central Business District
- Community General Commercial
- Conservation
- High Density Residential
- Heavy Industrial
- Low Density Residential
- Light Industrial
- Medium Density Residential
- Multi Use
- Neighborhood Commercial
- Public Building Facilities
- Regional Commercial
- Recreation Open Space
- Residential Professional Institutional
- Rural Residential
- Water Dependant/Related
- Water

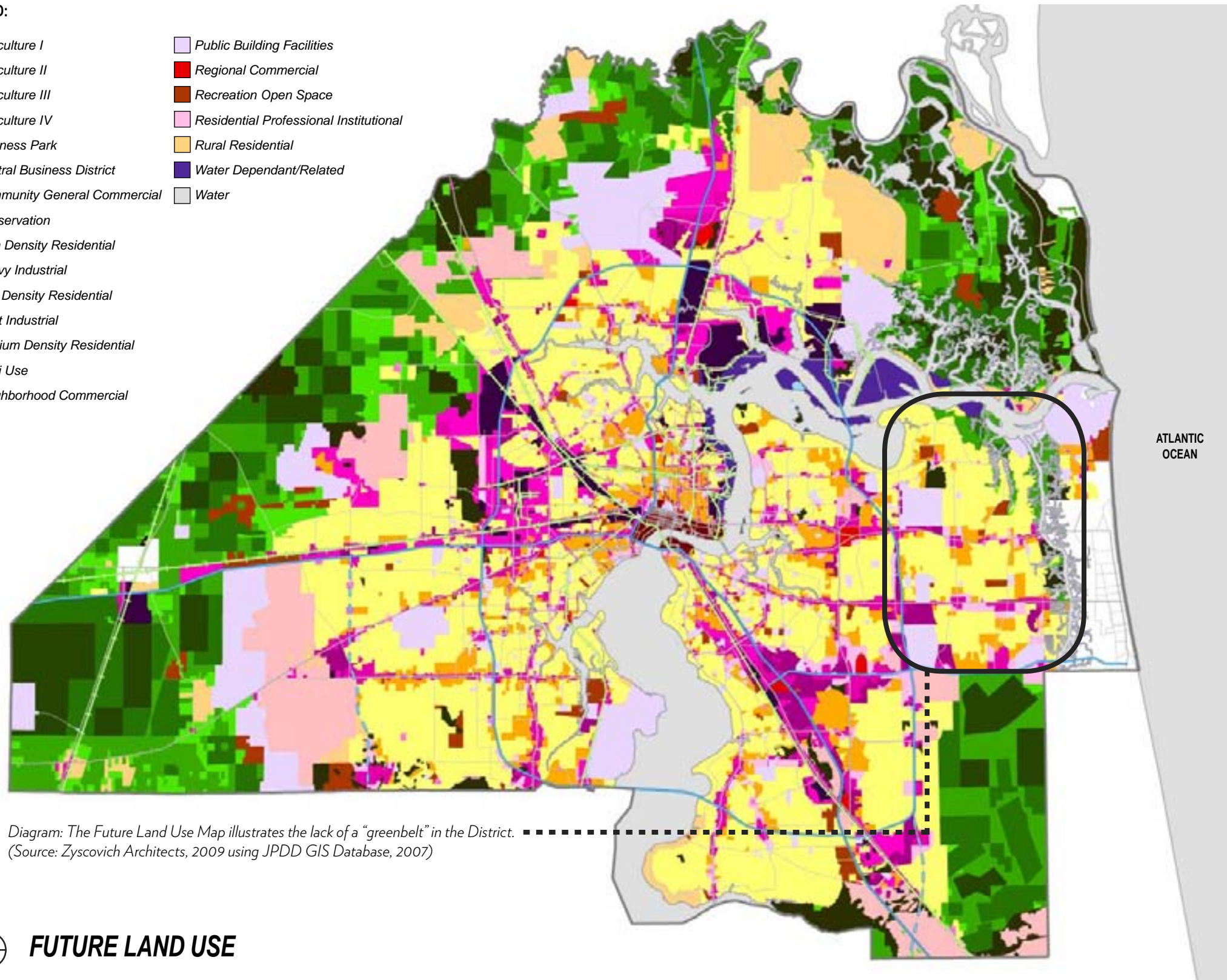


Diagram: The Future Land Use Map illustrates the lack of a “greenbelt” in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

1.2 Identify, preserve, protect, promote and enhance the *natural assets* and character of Greater Arlington/ Beaches communities.

The entire City of Jacksonville is more or less encircled by a greenbelt of agricultural and conservation lands that are protected from being developed through the City’s Comprehensive Plan. As one of the oldest and more urbanized planning districts in Jacksonville and its favorable location between the beaches and downtown, Greater Arlington/ Beaches has reached an effective build-out with low density and intensity development patterns. One of the less favorable results of this pattern is the low ratio of conservation and natural landscape compared to the District’s size and relative to other district’s in the City. In fact, as illustrated in the diagram to the left, Greater Arlington/Beaches is the only district outside the Urban Core lacking this greenbelt. However, the natural landscape features that do exist within the District are outstanding and are significant visual and recreational assets to the community. The fact that the greenbelt doesn’t exist makes these assets even more precious and heightens the need for their protection.

Several conservation areas and preserves within the District include the Timucuan Preserve, one of the last unspoiled coastal wetlands on the Atlantic Coast with a salt marsh, coastal dunes, and hardwood hammocks; Fort Caroline National Park’s nature trails and scenic overlook; Spanish Pond; and the Reddie Point Preserve area. In addition, the District has three significant parks, a vast network of waterways and tributaries of the St. Johns River and Atlantic Ocean, and several natural features that distinguish Greater Arlington and the Beaches from the rest of the City. Hanna Park, Ed Austin Park, and the Arboretum provide recreation and natural landscape, access to the beaches, recreation trails, and sporting venues. The eastern edge of the District has a beautiful and extensive system of marshes. Other significant natural features include the District’s varied elevation and topography, and an extensive canopy of large oak trees. These natural assets should have the highest priority for preservation and protection, but there are also opportunities to enhance community character using landscaping, gateways, and landmarks.



“Promote neighborhood involvement and help develop community identity. Make use of landscaping to promote this identity.”

– Charrette Participant

Objective 1.2.1: Make use of landscaping to promote identity.

Landscaping can be utilized to provide a distinct character and image which can distinguish Greater Arlington/Beaches from the other parts of the City and invent new natural assets. This includes maintaining and expanding the District’s existing tree canopy on both public and private property. Trees have a permanence that transcend the built environment and provide a sense of place in the midst of constant change. Also referred to as the urban forest, trees provide both aesthetic and practical benefits. Their canopies protect us from the sun, conserve energy by reducing heat islands, absorb noise, and create softer spaces when paired with hardscapes in built areas. The tree canopy also contributes to clean air and water because the trees and plants remove pollution from the air and reduce stormwater run-off. Ensuring that tree planting and preservation throughout the District should be prioritized in planning policy and land development regulations is further discussed in Sub-principle 5.2.

Landscaping also describes streetscape and roadway improvements that incorporate plants and hardscape materials. It may include decorative elements, artistic lighting, historic assets, and cultural elements, in addition to plantings. There are major opportunities to transform the District’s corridors and reinforce a district-wide sense of place. The Arlington Expressway, Beach Boulevard, Atlantic Boulevard, Southside Boulevard, St. Johns Bluff Road, Kernan Boulevard, and Hodges Boulevard are all good candidates for new improvements. The City should prioritize major roadway corridors for streetscape design and engage a professional design firm to develop concept designs for these roadways. Arlington Expressway is illustrated to the right and other roadway improvement candidates are identified in the diagram on the following page.

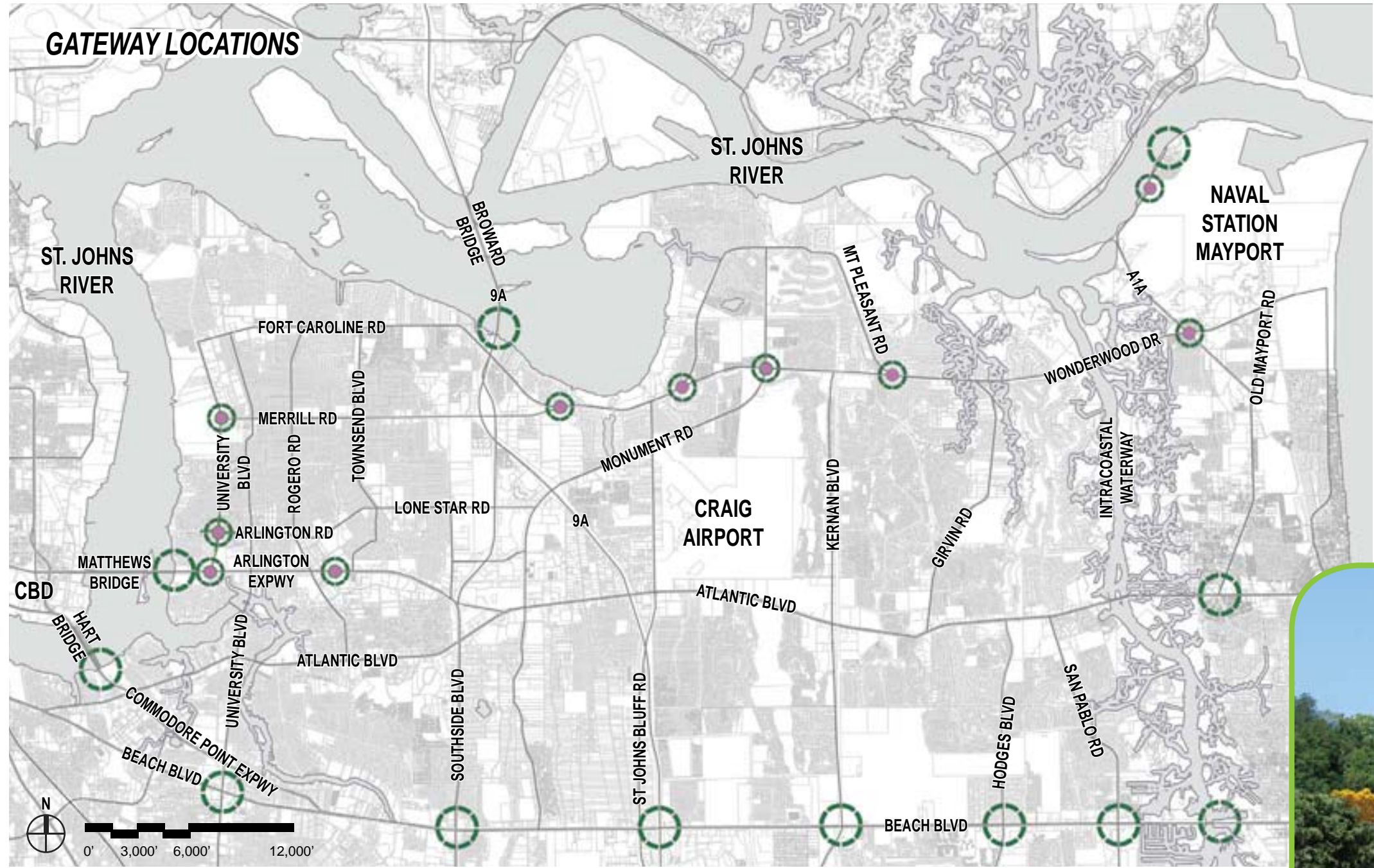


Illustration: Landscape improvements along the Arlington Expressway (Source: Zyscovich Architects, 2009)



Photo: Existing conditions along the Arlington Expressway

“The foot of the Matthews Bridge should be landscaped with a beautiful entry point into Arlington.”
 – Charrette Participant



LEGEND:
 ○ District Gateways
 ● Neighborhood Gateways

Diagram: The diagram above illustrates potential locations for gateways in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Objective 1.2.2: Identify and create gateways.
 Landscape design can reinforce natural assets by extending plants and other natural features along corridors in a subtle way. Gateways and landmarks reinforce these assets by announcing their presence in a more obvious and assertive manner. These features are designed for wayfinding, aesthetic enhancement, and, if done well, resonate with the community to convey a specific identity and character. Gateways can be bridges, signs, sculpture, multi-media, landscape, and even landmark buildings. Examples throughout the City include the Dames Point, Matthews and Main Street Bridges, and the numerous monuments and public art in San Marco Square. Opportunities for new gateways are identified in the diagram to the left. These include improvements at the foot of the Matthews Bridge, a dramatic pedestrian bridge across the Arlington Expressway which overlooks a new central park (See Sub-principle 3.1), scenic areas, new features at Beach Boulevard, and improved signage and wayfinding for historic sites and natural resources.



Illustration: Potential gateway entrance into the District at the foot of the Matthews Bridge (Source: Zyscovich Architects, 2009)

“Identify, preserve, protect, promote and enhance the natural assets and character of Greater Arlington/Beaches communities.”

— Steering Committee

Objective 1.2.3: Protect and preserve waterways and natural and scenic assets.

The District’s natural waterways and scenic assets, described earlier, should be prioritized for protection and preservation. In addition, these assets can be upgraded and expanded to elevate the quality of the facilities and their visual appeal by implementing the scenic corridor policy which is already in place. Objective 2.9 of the City’s Future Land Use Element (FLUE) states “Enhance the appearance and function of roadways through the designation and establishment of scenic transportation corridors in the City of Jacksonville.” Further, FLUE Policy 2.9.1 establishes criteria through the North Florida Transportation Planning Organization and Jacksonville Planning and Development Department for the identification and preservation of scenic corridors in order to protect existing roadways that exhibit attractive or scenic characteristics, and protect roadways where significant tree coverage and landscaping already exist from unplanned future commercial development. Wonderwood Drive, Fort Caroline Road, Mt. Pleasant Road and Mayport Road are ideal corridors for the scenic corridor initiative.

Further policy should be developed to protect and preserve the waterways and marshes from development, but also from the harmful effects of stormwater runoff and septic systems that threaten water quality. This issue is more fully addressed in Principal Five. In addition, natural and scenic assets should protect existing and future public access. These may be ensured through additional policy language in the City’s Comprehensive Plan.

Action Items for Sub-Principle 1.2:

1. Ensure that the natural assets within the District have appropriate land use and zoning designations to ensure their protection.
2. Prioritize major roadway corridors and points of interest for gateways and streetscape design and engage a professional design firm to develop concept designs for these roadways.
3. Utilize existing scenic corridor policies to protect scenic assets.



Photo: The Timucuan Ecological and Historic Preserve was established to protect one of the last unspoiled coastal wetlands on the Atlantic Coast, and to preserve historic and prehistoric sites within the area. The estuarine ecosystem includes salt marsh, coastal dunes, and hardwood hammocks, all rich in native vegetation and animal life. Archaeological evidence indicates 6,000 years of human habitation in the area. (Source: City of Jacksonville, 2009)



Photo: Hanna Park is one of Northeast Florida’s premiere surfing spots known locally as “the poles.” This premiere oceanfront park offers a pristine sandy beach and a freshwater lake perfect for fishing, kayaking, paddle boats, and canoes. The lake also includes a quarter-acre water playground, picnic areas, scenic trails with paths designed for both biking and hiking.



Photo: Blue Cypress Park is a multi-purpose park featuring a fishing pier and boardwalk along the east bank of the St. Johns River. Small ponds and wooded areas are included in its 118 acres and afford an opportunity for sharp-eyed nature lovers to find flora and fauna of the smaller varieties. The park also contains a nine-hole course, a pro-shop, a community center and swimming pool and is home to the Department Recreation and Community Services’s aquatics office.

“It has been said that, at its best, preservation engages the past in a conversation with the present over a mutual concern for the future.”

—William J. Murtagh, *Keeping Time: The History and Theory of Preservation in America*



Photo: St. Johns Lighthouse



Photo: Capt. W.J. King Residence



Photo: Public School No. 32



Charrette Illustration: Mayport Village Waterfront Access (Source: Flagg Design Studio, 2009)

1.3 Advance the Mayport Village concept and protect the historic and scenic assets of the entire District.

The history of a place is perhaps the greatest contributing characteristic of sense of place. Benefits of historic preservation come in many forms. The primary benefits of protecting historic assets are education and safeguarding the District’s heritage for present and future generations. The conservation and maintenance of historic resources and scenic areas fosters civic beauty, connects communities to their past and bolsters community pride. In addition, preservation can help stabilize property values and strengthen local economies and has been successfully employed to improve business opportunities in many places.

Historic preservation enhances quality of life through economic and cultural contributions to an improved sense of place, according to a recent study from the University of Florida *Contributions of Historic Preservation to the Quality of Life in Florida, 2006*. According to a survey conducted along with the study by UF’s Bureau of Economic & Business Research, Florida citizens cited that the most threatened historic resources in Florida include historic and scenic landscapes; old homes and neighborhoods; and old downtowns. Respondents, likewise, saw a need to preserve Florida’s historic resources for future generations, scenic reasons, and education.

Preservation also supports tourism and hospitality and has proven to be a vital tool for revitalization. It is often more environmentally friendly to rehabilitate existing structures and maintain and improve existing infrastructure than to simply destroy and replace them. Each existing building is an investment of energy, time, and resources. If these structures are just destroyed that investment is wasted. Also, active historic preservation efforts can help to curb some of the detrimental environmental effects of suburban sprawl, including increased traffic patterns, energy consumption, and environmental degradation. By safeguarding the historic cores of towns and cities and encouraging reinvestment in them, many adverse effects of growth can be greatly reduced.

The District has some of the most significant historic and scenic assets in the City, yet their presence is not overly apparent. Maximizing these assets can begin to strengthen identity and sense of place using the tools described earlier: landscaping, gateways, and preservation. In addition, these resources can inform character and complementary renewal by providing a foundation of architectural elements, hierarchy, scale, and use. These resources include the Mayport Village, Fort Caroline, the Timucuan Preserve, the Ribault monument, Norman Studios, historic homes and cemeteries.

Objective 1.3.1: Develop and promote Mayport as a historic village and a Florida Working Waterfront.

Mayport dates back to 1562 and contains many important historic and cultural assets with which the community strongly identifies, including, the St. Johns Lighthouse, the Capt. W.J. King Residence, and historic School. Mayport's state designation as one of twenty-one Florida Working Waterfronts has established the Mayport Waterfront Partnership to help guide its revitalization. Created under the Department of Community Affairs' Waterfronts Florida Program to provide technical support and resources to revitalize the State's working waterfronts. This includes financial assistance to create community-designed vision plan and special area management plan to steer revitalization. The vision plans are intended to address public access, hazard mitigation, environmental and cultural resource protection, and economic enhancements linked to the traditional economy.

Given this set of goals, Mayport Village has a clear directive to upgrade and improve its viability as a fishing village. The village can be made more viable by capitalizing on the "village" character. Like other traditional fishing towns across the United States, Mayport can improve its building stock, building uses, and public realm with complementary renewal described earlier in this chapter. Small scale specialty retail, galleries, and restaurants in renovated and updated spaces will preserve the existing scale of the village while upgrading the quality and character. Pedestrian and vehicular activity generated from the Mayport Ferry, the East Coast Greenway and potential eco-tourism industry should support additional commercial establishments and develop a symbiotic relationship between the working and recreational activities of the waterfront. An economic analysis could provide more specific recommendations for the most viable programming opportunities.

The Village has executed numerous plans for revitalization. The Village's Vision Plan identifies zoning overlays as the best tool to implement changes in the area. Design guidelines established in 1999 begin to address standards to complement the overlay once it is created. The standards are designed to preserve character and reinforce identity. The Recreational Facilities Master Plan identifies opportunities that are related to recreation and additional cultural resources like a maritime museum, new parks, trails, a boardwalk, landscape improvements, and improvements to the lighthouse. This document supports the findings of these documents and the State's Working Waterfront program.

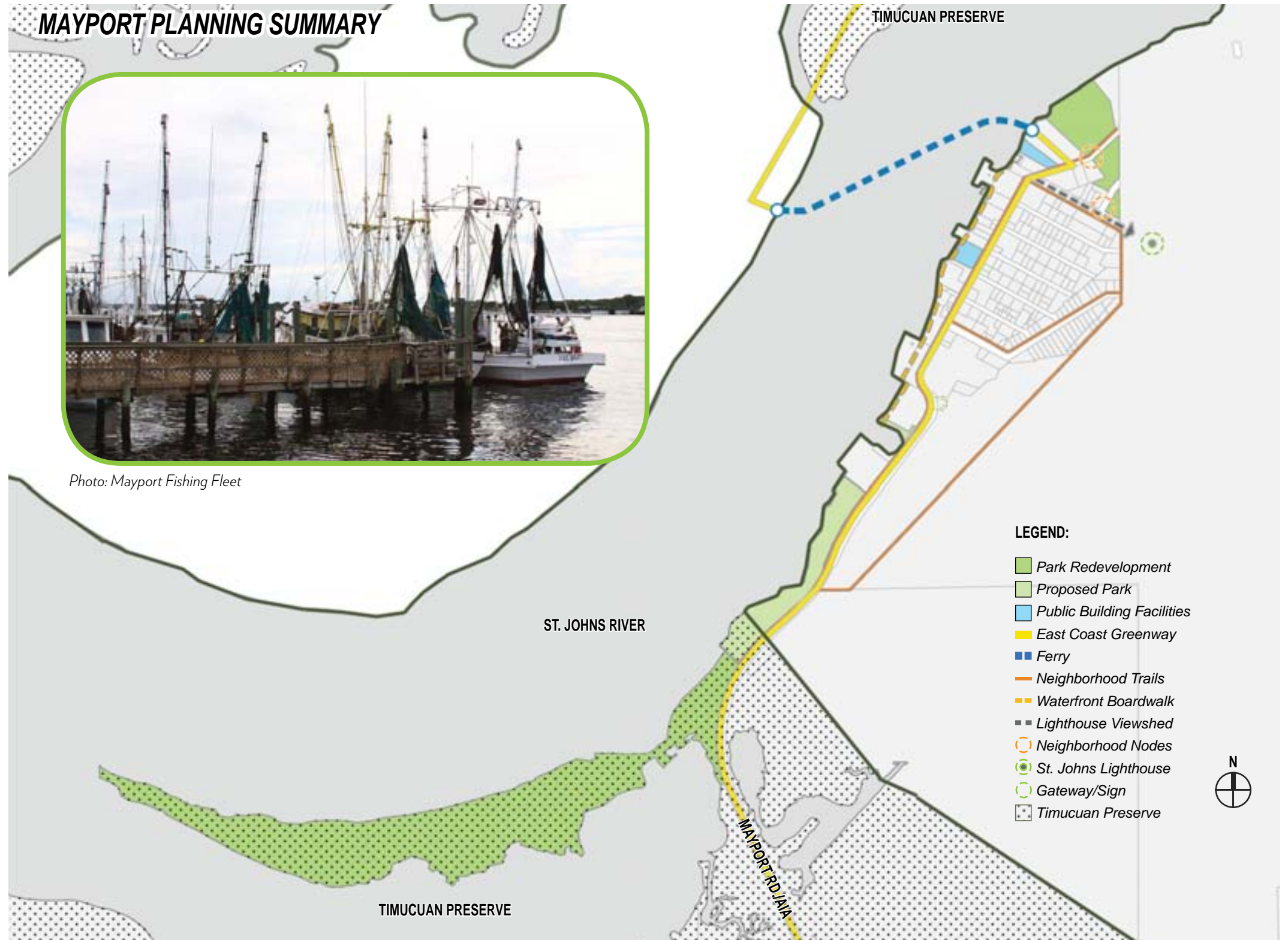


Diagram: The diagram above summarizes the various plans that have been completed for Mayport Village. (Source: Zyscovich Architects, 2009)



Photo: Existing condition along Ocean Street



Illustration: The drawing above illustrates the potential infill and redevelopment of Ocean Street in Mayport Village. (Source: Zyscovich Architects, 2009)

Objective 1.3.2: Increase awareness of historic sites. Increasing awareness of historic sites reinforces the identity of a place by creating a connection with its past. Greater Arlington/Beaches has a truly unique set of historic assets that connect it to the first French colony established in the 1500s. Increasing awareness of these assets increases the opportunity for education and heightens the awareness of sense of place. For the everyday resident, increased awareness (signs, gateways) provides a continual reminder of place, while for new residents and visitors it offers an opportunity to get to know a place for the first time.

Rivaled only by St. Augustine, Fort Caroline is a monument to one of the oldest colonies in Florida and the United States. Once occupied by the French, Fort Caroline was captured by the Spanish in 1565 from Saint Augustine. Though the original structure is no longer standing the Fort has been recreated at full-scale and includes a visitor center.

One part of Fort Caroline National Memorial is the Ribault Monument which commemorates French explorer Jean Ribault's landing in Jacksonville in 1562. The monument, a column designed by Florida sculptor Charles Adrian Pillars, is located on St. John's Bluff and offers an overlook to the City after having been moved two times prior. Its current location in Fort Caroline National Memorial is part of the National Park System.

The 46,000 acre Timucuan Ecological and Historic Preserve is an extraordinary resource to the District and the City. Managed by the National Park Service, the Preserve protects one of the last unspoiled coastal wetlands on the Atlantic Coast and a 6,000 year old archeological site with evidence of human habitation. The Preserve has excellent access to a vast estuarine ecosystem, vegetation, nature observation, and wildlife through an extensive system of trails.

“Historical areas are very important. Develop signage and markers to designate those areas.”
 – Charrette Participant



Photo: Fort Caroline



Photo: Roadside Marker



Photo: Ribault Monument



Photo: John S. Sammis Residence



Map of Old Arlington (Source: www.ouldarlington.org)



Photo: Norman Studios



Photo: King's Road Marker



Photo: Market Street Marker

Greater Arlington/Beaches also houses the only known remaining silent film studio complex left standing in the United States. According to their web site, “for two decades, America’s top film professionals, including some of the nation’s first African-American performers, called the Jacksonville area home. From a five-building studio complex near the banks of the St. Johns River, Richard Norman broke the industry’s color barrier creating films that showcased top black actors in positive, non-stereotypical roles.” Now a museum, the Jacksonville Silent Film Museum at Norman Studios documents the silent film history in Jacksonville, Florida.

Other historic assets include historical homes in Old Arlington—John S. Sammis House, Charles P. Judson Residence, 1317 Bretta St.—and the Arlington Elementary School.

Increasing awareness of these treasures can be achieved with signage, landscaping, gateways, landmarks, and surrounding building character. These features can be incorporated beyond the immediate vicinity of the actual asset. As previously described in Sub-principle 1.2, when coupled with gateway elements and features designed for wayfinding and aesthetic enhancement throughout the District, heightened awareness can be created within the community to convey a specific identity and character.

Action Items for Sub-Principle 1.3:

1. Implement existing plans for improving Mayport.
2. Conduct an economic analysis to identify programming opportunities and funding mechanisms for capital improvements.
3. Develop and implement a signage master plan to increase awareness of historic sites.

7 Guiding Principle Two

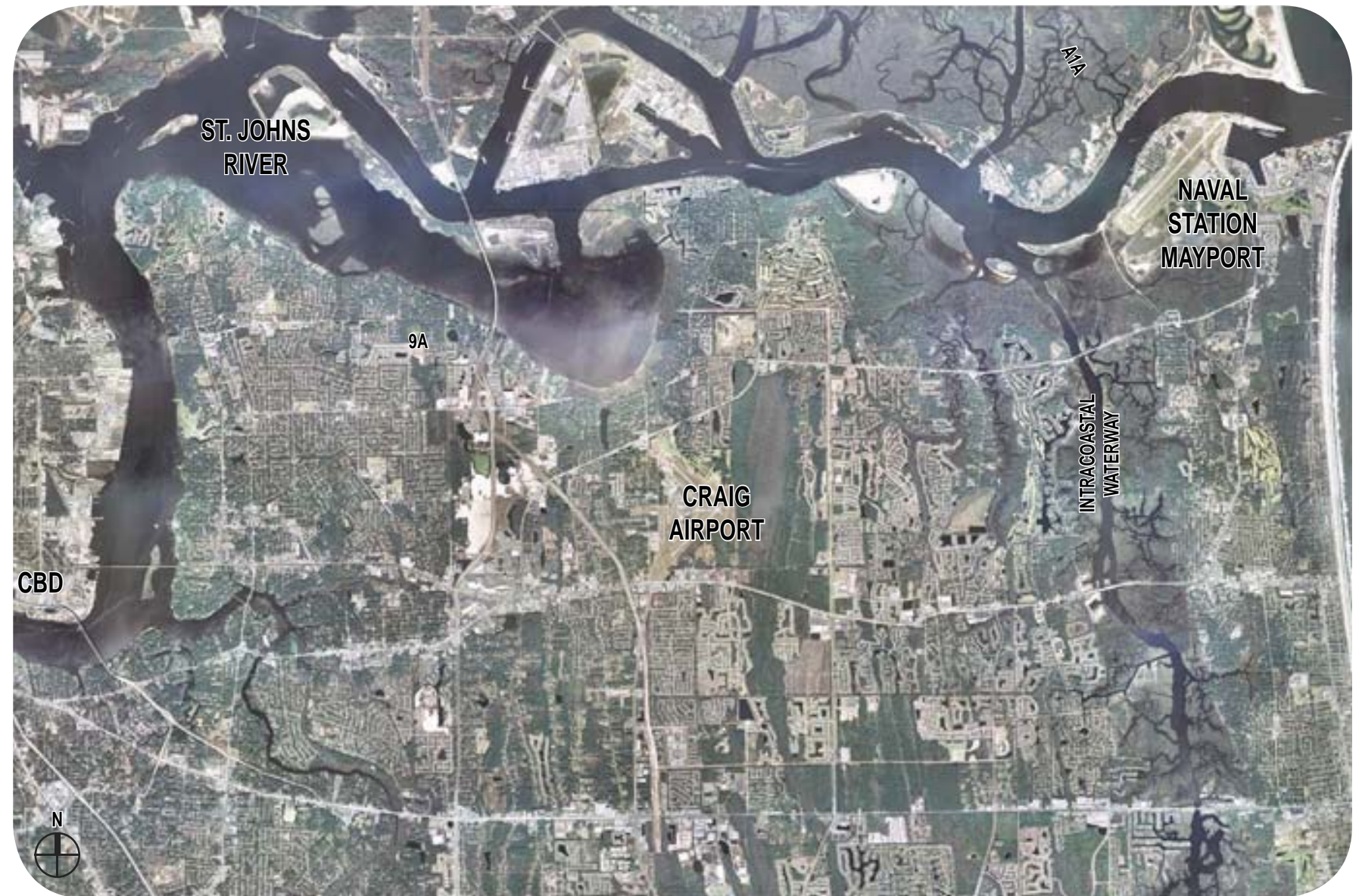
2.0 LAND USE, GROWTH AND DEVELOPMENT

Protect and promote community through land use, revitalization, and development patterns

Land Use and development patterns are closely related and can protect and promote community character by providing appropriate transitions between land uses, scale of development, and transportation infrastructure. These transitions and the resulting distribution of uses create patterns which profoundly influence neighborhood functionality and the quality of life of residents. Given the existing low density single-use development pattern of the District, Greater Arlington/Beaches is largely built-out. There is little opportunity to expand the existing pattern, but there are numerous opportunities for altering it by redeveloping underutilized sites and increasing density in strategic locations. Urban revitalization describes an effort to reinvest in communities with more compact development which takes advantage of existing assets, such as transportation, water and sewer infrastructure. These developments have far reaching benefits to the greater community when designed to complement the existing built environment. They can enhance the quality of life by providing new amenities, eliminate blighted or unattractive parcels, and create activity nodes which foster community gathering. When developed in conjunction with existing neighborhood character, historic, cultural, and natural assets, these developments begin to build and strengthen a place's identity.

One way to ensure that new development is compatible with existing neighborhoods and to reduce the potential negative impacts of development is to begin to shape the development pattern in a more effective way. By intensifying development along major corridors and nodes, and reducing development intensity as it approaches lower density neighborhoods, a more sustainable land use pattern can be created that ensures compatibility through a series of transitional zones. Greater Arlington/Beaches has several significant opportunities for nodal redevelopment and renewal including the Regency Square, Town and Country Shopping Center, and areas within Old Arlington. Existing commercial corridors are also ripe for revitalization. Redevelopment and investment in these areas will enhance community identity and benefit the District.

There are, however, several projects that the community feels threaten the District's integrity and character with potential long term negative impacts. The community has expressed a strong opinion that the Mayport Cruise Terminal proposed in historic Mayport will jeopardize revitalization efforts and the vision generated as part of the Working Waterfronts designation by the Department of Community Affairs. Additionally, the community is strongly opposed to runway expansion at Craig Airfield on the basis that it will produce negative impacts on the surrounding residential neighborhoods with more frequent air traffic, noise pollution, and safety concerns. This principle suggests ways to introduce development and redevelopment that complements the community character and contributes to a more defined identity and a higher quality of life – and to protect against those that do not.



Aerial photo of the Greater Arlington/Beaches District

Promote Greater Density and Land Use Diversity

“Ironically, many communities pursuing these goals often inadvertently impede their achievement by opposing a feature key to smart growth and to the success of so many great places: density.”

—*Santa Fe Depot Specific, Plan Update*

2.1 Promote greater density/diversity of land uses in appropriate locations.

The City’s Evaluation and Appraisal Report of the 2010 Comprehensive Plan includes an objective (FLUE EAR Objective 3.4) to “encourage all new developments to conform to a compact and connected growth pattern with land use diversity and improved interrelationships among living, working, shopping, education and recreational activities.” This describes compact and efficient development with diverse uses and greater densities than currently exist in the District. It encompasses a range of housing opportunities, non-residential uses which are compatible with existing character, neighborhood preservation, mixed-uses, transit, and consistency with existing traffic patterns and roadways.

What is land use diversity and why is it important?

Sustainable development balances a range of uses that meet the everyday needs of the community. When these uses are co-located in one building or on one site they are categorized as mixed-use and are often promoted because they serve a variety of needs efficiently. Mixed-use projects are often more intense and, as a consequence, help to conserve land by using less of it. Mixed-uses support economic diversity and social interaction by co-locating different uses with synergistic value. The foundation of mixed-use development is the residential component because the associated population, in essence, provides stable portion of the patronage for all the other development components—retail, entertainment, recreation and even office. For example, an apartment building with ground floor retail that caters to the residents, like a small market, restaurant or coffee shop, is providing a much needed service to residents and the surrounding neighborhood. In turn, the residents provide a valuable customer base for the business. Creating a range of housing choices further supports this relationship by helping to create diverse neighborhoods that meet the needs of a true cross section of people. Some of the more interesting and convenient places to live or visit have these mix of uses. The antithesis of mixed-uses is segregated single land uses. Segregated land uses are one of the four contributing factors to suburban sprawl according to *Measuring Sprawl and its Impact* (Smart Growth America 2002). When uses are separated, car travel increases and walkability decreases, promoting a less sustainable development pattern.

What is density and why is it important?

Density describes the amount of residential development permitted on a given parcel of land, typically measured in dwelling units per acre. For example, a typical “compact” single family neighborhood might have 10 units/acre or more. Density has a significant economic benefit to cities and neighborhoods. It supports efficiencies in infrastructure and services by reducing the total area that needs to be served. According to the Brookings Institution (*Economic and Fiscal Benefits of Density*, 2005, The Brookings Institution Metropolitan Policy Program), high density developments have shown a 47 percent reduction in infrastructure costs as well as cost reductions related to the provision of critical public services and schools. It also provides economic savings associated with protecting the environment. Natural resource consumption, like oil, trees, and energy is lower in high density areas, as is overall waste production. Travel time in more dense developments is reduced because there is less distance to drive, an advantage which translates into opportunities for viable transit and more walking. In fact, people who live in more densely populated areas are healthier than their suburban counterparts because they live a more active lifestyle and spend fewer hours driving and more walking.

Redevelopment and infill is fundamental to providing a sufficient density of population to support a good diversity of uses, homes, jobs, transportation choice and services within a more compact development pattern. Together, redevelopment, infill and the associated density help create a more sustainable community.

What does increased density and land use diversity mean in Greater Arlington and the Beaches?

It doesn't mean this...



Photo: New York City, NY



Photo: Miami, FL

It means this...in appropriate locations



Photo: Jacksonville, FL (Tapestry Park)



Photo: Winter Park, FL



Photo: Savannah, GA



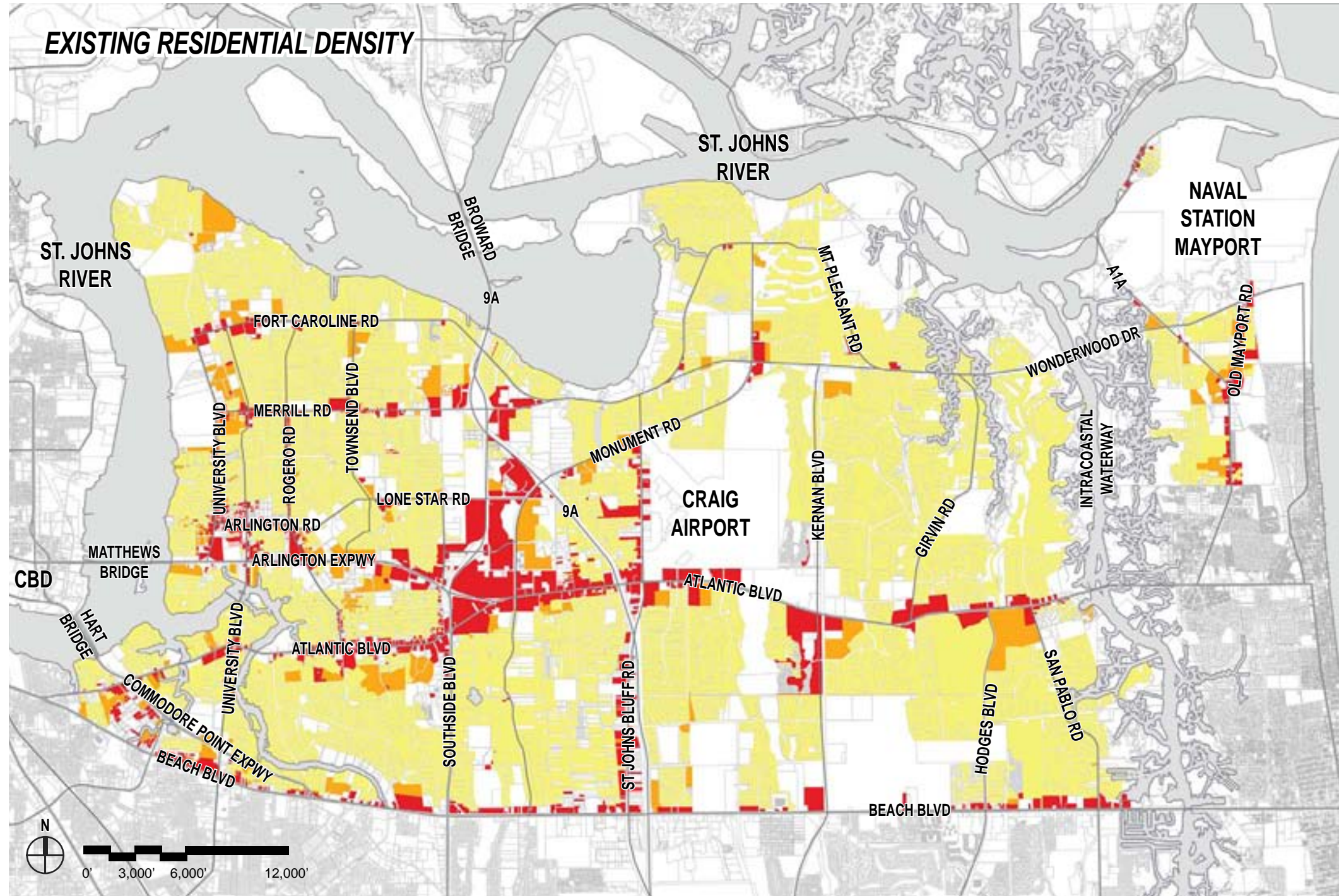
Photo: Jacksonville, FL (Riverside)



Photo: Gainesville, FL



Photo: Arlington, VA



LEGEND:
■ Existing Low Density Residential
■ Existing Medium Density Residential
■ Existing General Commercial

Diagram: The diagram above illustrates existing residential and general commercial land utilization in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

What are appropriate locations?
 The key to successful revitalization is to provide an increase in density and land use diversity in the appropriate place. Existing neighborhoods must be protected and the community needs to have confidence that new growth will enhance their quality of life—not detract from it. Density and mixed uses are most sustainable when they are developed in locations that maximize adjacencies to existing land uses, have the greatest opportunity for connectivity, and reuse vacant or underutilized land in developed areas. This generally includes infill sites on major corridors and nodes, redevelopment and adaptive reuse.

The development pattern in the District has historically supported single uses rather than mixed-uses. Outdated strip commercial centers are largely abandoned as retailers have moved to newer and larger spaces mostly outside of the District. But, over time, this pattern can be modified through infill redevelopment and possesses opportunities for the integration of mixed-uses and a range of housing choices.

“Revitalize and redevelop while safeguarding and advancing neighborhood character. Ensure that non-residential uses are compatible with and do not degrade the neighborhood environment.”
 — Steering Committee

Objective 2.1.1: Encourage a range of housing opportunities and choices that are compatible with affected neighborhoods.

Neighborhoods are centered around residential uses. They compose the essence of a community's character because they are the predominant land use and building form. As the population grows, demand for new housing will rise and new buildings will continue to shape the District's neighborhoods. This objective suggests the District plan for the location and type of new housing to ensure that the character and quality of existing neighborhoods is reinforced and improved by new development.

Providing a range of housing opportunities and choices ensures housing choices for families with different needs and incomes. It helps to create diverse neighborhoods that meet the needs of a true cross section of people. When combined with a mix of uses, a range of housing typologies can support and be part of more intense development nodes as part of a system of sustainable development patterns. The following guidelines describe the most appropriate location for new housing and will protect existing neighborhoods from incompatible development:

- New housing should generally be located in redevelopment areas, on underutilized land, and at designated redevelopment nodes and corridors.
- Development in low scale, single family neighborhoods should match the existing neighborhood scale and character.
- Low rise and duplex housing should be developed on the periphery of single family neighborhoods
- Mid-rise development should be located along corridors in between nodes.
- More intense multi-family housing in taller buildings should be developed in conjunction with mixed-uses and in compact nodal patterns.

In order to better understand and predict the impact of new housing development in the District, the City should conduct a housing study to assess housing needs. The diagram on the following page indicates approximate locations that may be targeted for higher residential densities, subject to land development regulations and specific neighborhood plans.

Objective 2.1.2: Encourage non-residential neighborhood development which compliments neighborhood character.

Similar to providing housing that is compatible with neighborhood character, non-residential development should also be consistent and complementary to affected neighborhoods to preserve and enhance neighborhood character. Non-residential uses include commercial, office and industrial uses. In Greater Arlington/Beaches, non-residential uses should be introduced as infill development on vacant and underutilized sites. This vision supports the Comprehensive Plan objective to promote compact and mixed-use development. Therefore, non-residential infill development should be paired with residential uses and varying degrees of intensity as described in the beginning of this principle. When developed as a compact mixed-use development, non-residential and residential uses can create signature and unique projects which support the existing character while contributing to a stronger identity.

Objective 2.1.3: Cultivate neighborhood stability by protecting residential areas from incompatible uses. The paramount goal is the enhancement of neighborhoods.

Neighborhoods provide the foundation for the District's identity and stability. Across the country, changes in transportation, economic development, demographics, and housing options all have an impact at the neighborhood level. Land use changes can have a major effect on a neighborhood, creating impacts on important aspects such as neighborhood stability. Appropriate land use transitions can increase the desirability of neighborhoods and increase homeownership – a major factor in neighborhood stability. The article "Homeownership and Neighborhood Stability" (William M. Rohe, Leslie S. Stewart, 1996) finds considerable support for an association between homeownership and both improved property maintenance and longer lengths of tenure. The analysis of census data similarly indicates less residential mobility and greater property value appreciation in areas with greater homeownership. Therefore, it is critical that the City approach land use changes with sensitivity and caution aimed at protecting and enhancing neighborhoods. Because

all neighborhoods are different – some need protection while others need enhancement or revitalization – the concept of neighborhood stability can change on a case by case basis. The best approach is to conduct specific neighborhood plans to identify needs on an individual basis and to create guidelines and standards that relate to and are enforceable by land development regulations.

Objective 2.1.4: New development must be compatible with existing neighborhoods and may be mixed-use.

In many cases, mixed-use development offers the greatest opportunity for compatibility with existing neighborhoods, especially when residential uses are included. This is because they balance the needs of new and existing residents with supporting uses that previously did not exist. They are typically compact and offer these supporting uses in a convenient arrangement that is accessible by adjacent neighborhood foot traffic rather than by car. They can become community gathering places that foster an improved neighborhood identity.

Objective 2.1.5: Incorporate transit into development.

Incorporating transit into mixed-use developments that include a range of housing choices and non-residential uses reduces dependency on cars, provides a transit choice, and supports a viable lifestyle choice to reduce car travel time and distance by co-locating goods and services. Principle 3 provides a more detailed account of why transit is important and how the District can support its incorporation into the landscape.

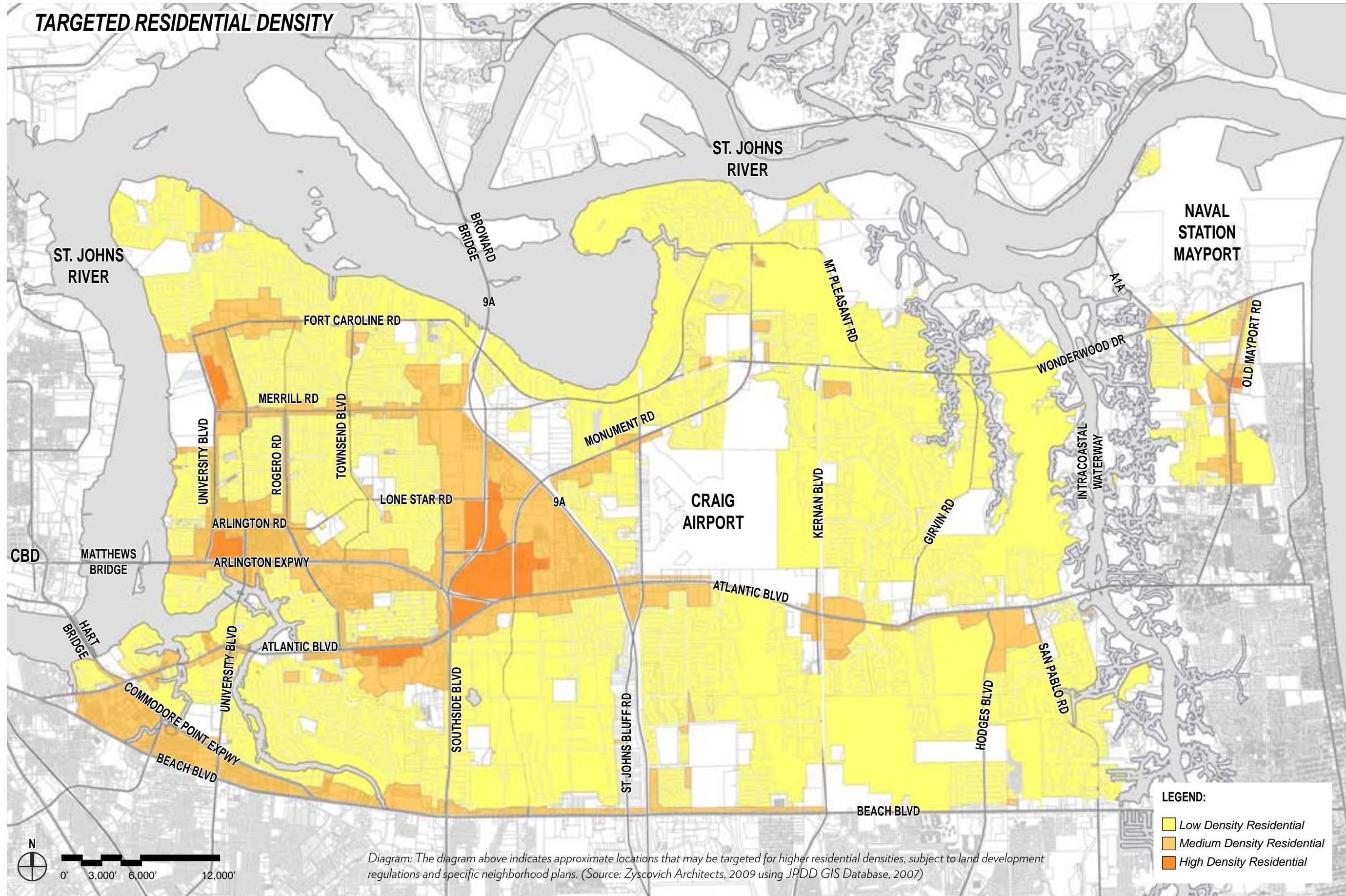
Objective 2.1.6: Land Use Patterns shall be consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways.

One way to ensure that new development is compatible with existing neighborhoods and to reduce the potential negative impacts of development is to begin to shape the development pattern in a way that respects and takes advantage of transportation infrastructure. By intensifying development

along major corridors and nodes, and reducing development intensity as it approaches lower density neighborhoods and local roadways, the District can create a more sustainable land use pattern which ensures compatibility through a series of transitional zones. Land use patterns should be closely tied to the functional classification of roadways through the provision of location criteria. More specifically, land use categories may have varying degrees of density or other development allowances depending on their proximity to roadways. For example, a commercial land use category that is adjacent to an arterial roadway may be permitted a higher density than the same category located adjacent to a collector roadway. This can be controlled through the City's Functional Highway Classification Map that provides five tiers of roadways – Freeways, Principal Arterials, Minor Arterials, Collectors and (Local) Roads.

Action Items for Sub-Principle 2.1:

1. Create land use and zoning regulations that encourage a range of housing opportunities and choices that are compatible with affected neighborhoods.
2. Conduct a housing study to access housing needs
3. Create land use and zoning regulations that encourage non-residential neighborhood development which compliments neighborhood character.
4. Create land use and zoning regulations that protect residential areas from incompatible uses.
5. Conduct specific neighborhood plans to identify needs on an individual basis and to create guidelines and standards that relate to and are enforceable by land development regulations.
6. Create land use and zoning regulations that promote mixed use development that is compatible with existing neighborhoods.
7. Encourage development along transit routes and incorporate transit into development.
8. Create land use and zoning regulations that provide land use patterns consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways.



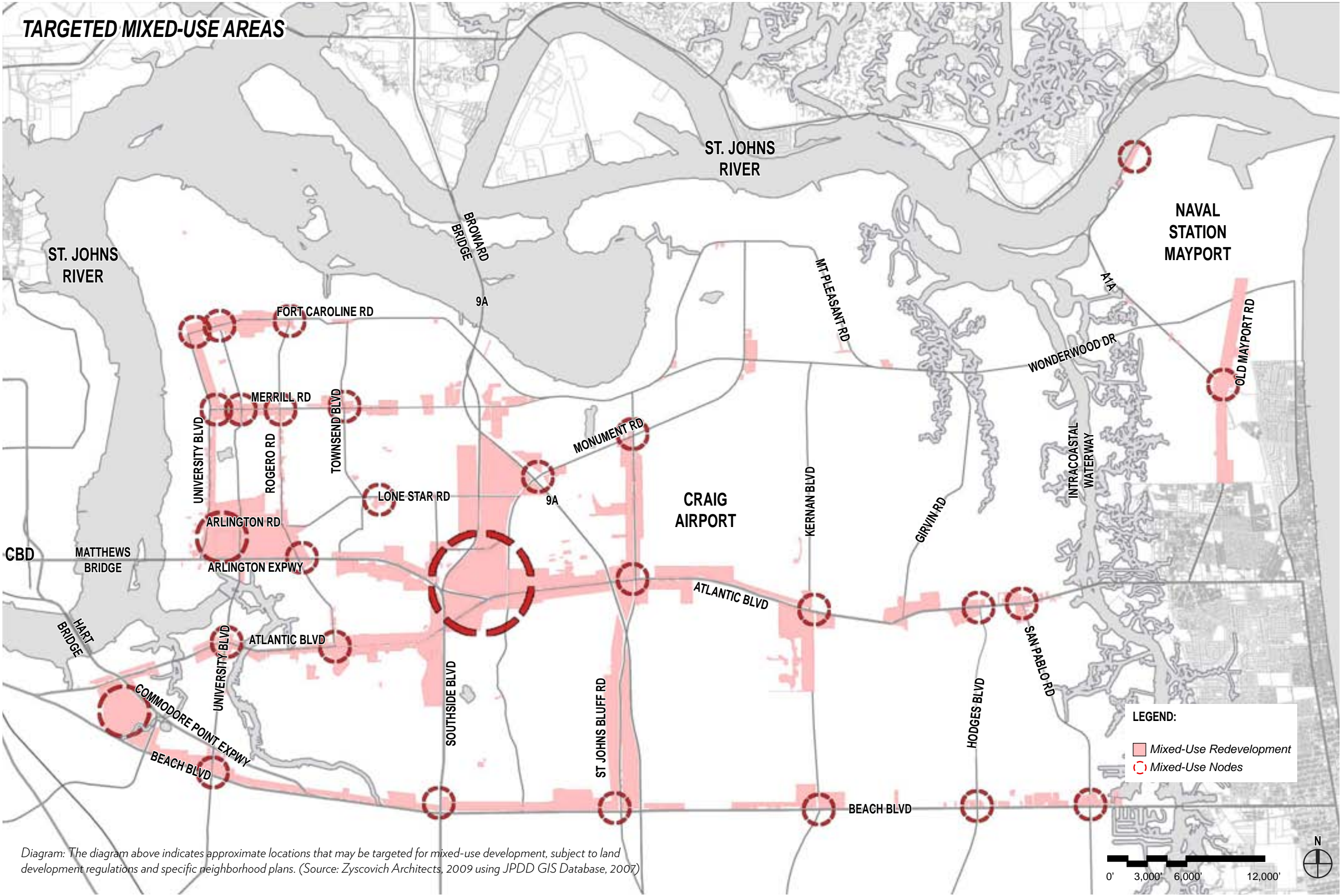


Diagram: The diagram above indicates approximate locations that may be targeted for mixed-use development, subject to land development regulations and specific neighborhood plans. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)



Photo: Examples of a potential redevelopment areas

2.2 Revitalize and redevelop, while safeguarding and advancing neighborhood character.

Existing low density and intensity development patterns and diminishing land supply present a growth management issue for Greater Arlington/Beaches. One way the community can address this issue and can create more opportunity is by revitalizing underutilized and overlooked properties, especially along the major commercial corridors and at strategic nodes such as Regency Square Mall, Town and Country Shopping Center and Arlington Plaza. Revitalization is often synonymous with redevelopment and infill and describes development on lands that are already served by existing infrastructure—water, sewer, electricity, etc. This type of development occurs on vacant or remnant lands passed over by previous development (infill), or on underutilized lands through replacement, remodeling, or reuse of existing structures (redevelopment). This type of development is a basic component of sustainable land development and has many key benefits, including:

- It doesn't require the tremendous public and private investment in new infrastructure typically associated with development in outlying undeveloped areas.
- It will help to protect existing neighborhoods and their character by providing an outlet for and directing growth (greater density and diversity of land uses) toward more appropriate locations.
- It creates an opportunity for establishing new and more unique character along arterial corridors and within underutilized and declining areas.
- It creates opportunities for a range of housing choices
- It can enhance neighborhood stability
- It enhances opportunities for a variety of transportation choices.
- It can protect open space, natural beauty, and sensitive environmental areas.

“We recycle glass, paper and aluminum cans, but as a nation, we don't fully recycle our land. This pattern of throwing away our land must change if we are to create more livable communities.”

— Paul Helmke, Mayor of Fort Wayne

“Regency Square and Town and Country Malls are prime redevelopment areas. Older areas need to be revitalized.”
 – Charrette Participant

Objective 2.2.1: Promote the redevelopment of underutilized and/or declining areas.

Because the District is largely built out, underutilized and declining areas provide the greatest opportunity for redevelopment. These areas typically have a higher inventory of vacant and underutilized land and are good candidates for infill development. Land is less expensive and already served by basic infrastructure. In addition, redevelopment in these areas is a fundamental tool for revitalization and neighborhood improvement and stabilization. Redeveloping the sites on major corridors and emerging nodes would help improve blighted and declining areas in conjunction with mixed use development initiatives.

The best examples of this are the opportunities provided by the abandoned or underperforming strip shopping centers and Regency Square. Regency’s development potential is quite phenomenal. It is comparable in land area to the City’s downtown core, with acres and acres of undeveloped surface parking lots. Its current financial situation presents a good opportunity to rethink its design and its ability to provide a signature development project to benefit the community. Redevelopment of the area can not only reinforce the District’s identity and enhance its character and quality of life, but can also have a regional impact by attracting new businesses and consumers to the District. The images below and on the following pages illustrate how this property may be redeveloped to achieve these goals and support the District’s vision for neighborhood preservation and improvement.



Photos: Regency Square



Diagram: The above diagram illustrates the existing footprint of Regency Square. (Source: Zyscovich Architects, 2009)

- LEGEND:**
- Commercial
 - High Density Residential
 - Public Open Space
 - Mixed-Use
 - Medium Density Residential
 - Transit Station
 - Office



Diagram: The above diagram conceptually illustrates the potential redevelopment of Regency Square. (Source: Zyscovich Architects, 2009)



Illustration: The drawing above conceptually illustrates the potential redevelopment of Regency Square. (Source: Zyscovich Architects, 2009)



Photos: Examples of mixed-use development



Section Illustration: The drawing above conceptually illustrates potential Regency Square mixed-use development surrounding public open space. (Source: Zyscovich Architects, 2009)

Redevelop Town & Country Shopping Center



Photo: Town and Country Shopping Center existing conditions



Although much smaller in scale and impact, the Town and Country Shopping Center offers a similar opportunity. Its location at the intersection of University Boulevard and the Arlington Expressway and its proximity to the neighborhoods of Old Arlington makes it an ideal location for redevelopment. With the introduction of mixed-use development, the site could provide a convenient retail and entertainment venue for local residents as well as new office and residential development. All of which could be accommodated in a pedestrian friendly environment that is fully connected to adjacent areas such as the Arlington Elementary School. In addition, because of the site's proximity to the heavily traveled Matthews Bridge and Downtown, the redevelopment could provide a welcoming gateway to the District. The images below and on the following pages illustrate the redevelopment potential of the site.

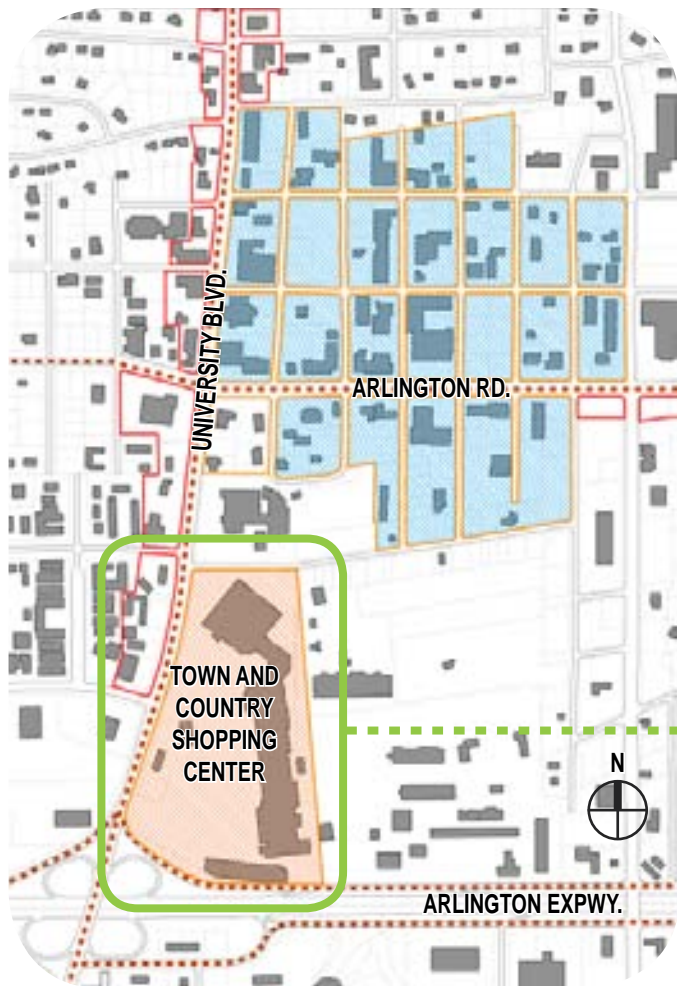


Diagram: The diagram above illustrates redevelopment areas in Old Arlington. (Source: Zyscovich Architects, 2009)



Diagram: Town and Country existing footprint. (Source: Zyscovich Architects, 2009)



Diagram: Town and Country potential redevelopment plan. (Source: Zyscovich Architects, 2009)



Illustration: The drawing above conceptually illustrates the potential redevelopment of the Town and Country Shopping Center. (Source: Zyscovich Architects, 2009)



Illustration: The drawing above illustrates a potential public plaza as part of the redevelopment of the Town and Country Shopping Center. (Source: Zyscovich Architects, 2009)

Furthermore, redevelopment and infill can take place on smaller sites within declining or blighted areas. As an example, the industrial and commercial district within Old Arlington west of University Boulevard and along Arlington Road is a good candidate. With small scale redevelopment, the area known as the “crossroads” can be transformed slowly over time to become a mixed-use district that takes advantage of its proximity to major redevelopment projects such as the Town and Country Shopping Center. When coupled with improvements identified in the “Old Arlington Neighborhood Action Plan” such as infrastructure improvements and streetscape enhancements, this type of redevelopment can have a symbiotic relationship with surrounding low density neighborhoods, providing new amenities for existing residents and a desirable address for new residents. The City should consider designating this area as a Community Redevelopment Area (CRA) to establish a long term funding mechanism for improvements. If created, the CRA should include the Town and Country Shopping Center and other major redevelopment sites such as Arlington Plaza. The images to the right and on the following pages illustrate how the area may be transformed over time.

Objective 2.2.2: Revitalize while maintaining neighborhood character and providing necessary infrastructure.

Revitalization also implies infrastructure upgrades. While a key advantage to redevelopment and infill is the utilization of existing infrastructure, it is likely that some infrastructure will need improvements either due to aging or low capacity. This could apply to roadways, sidewalks or utilities – electrical, water, sewer and stormwater drainage. Specific improvements will need to be identified and measured against development expectations and can be implemented by the City to entice redevelopment or coordinated in parallel with development through public/private partnerships as described in Objective 2.2.3.

But improving infrastructure also includes addressing immediate needs as well. Many of the neighborhoods in the District do not have basic services such as sewer infrastructure and are riddled with failing septic systems. The diagram on page 83 (see Sub-principle 5.3: Preserve Natural Resources) indicates areas with septic systems that have been identified by the City as failing. These failures are a public health issue and can lead to degradation of groundwater quality. In order to address this issue, the JEA established the Water and Sewer Expansion Authority (WSEA) in 2003 to phase out failing systems and to provide property owners with an opportunity to finance water and/or sewer infrastructure improvements. To expedite this process, the City should consider additional incentives to defray the cost of these conversions.

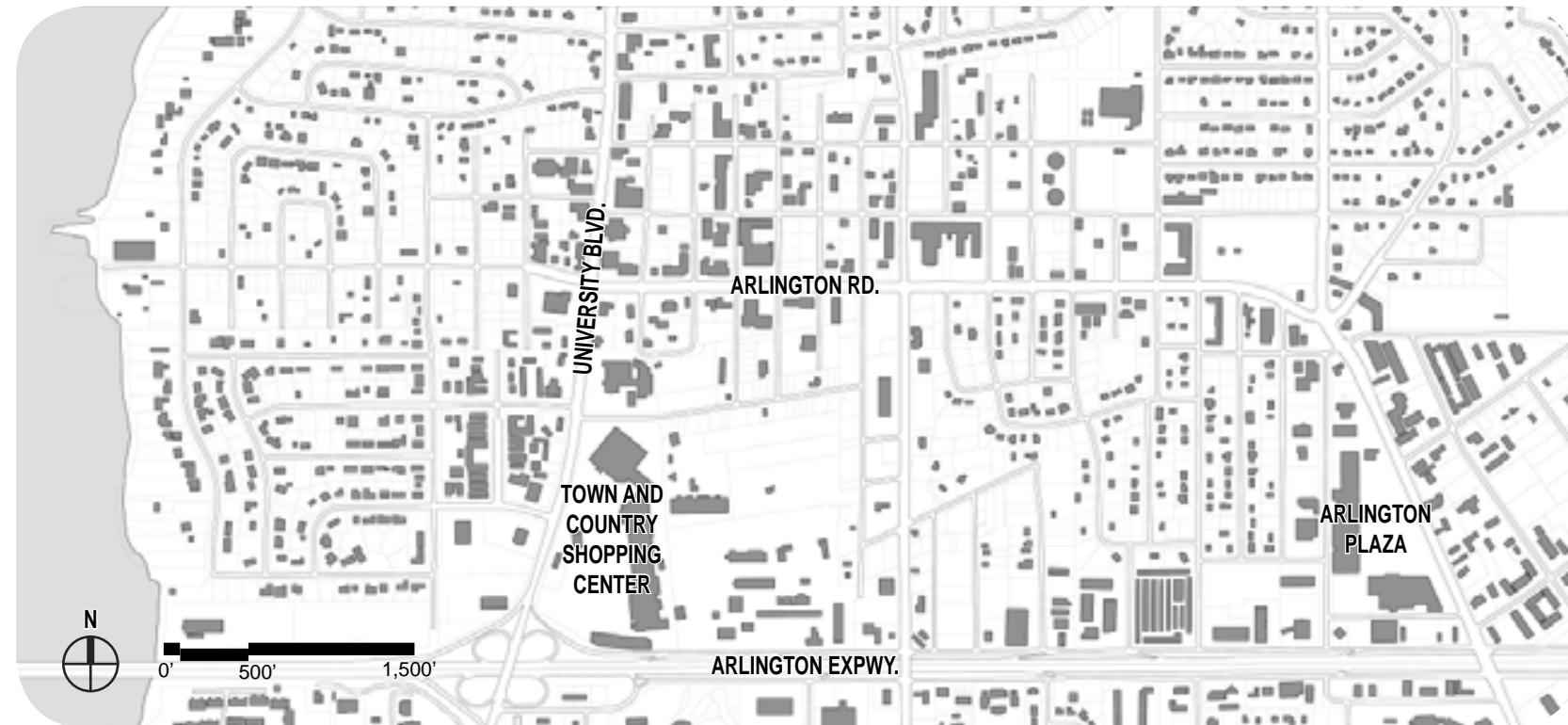


Diagram: The diagram above illustrates existing building footprints in a portion of Old Arlington. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

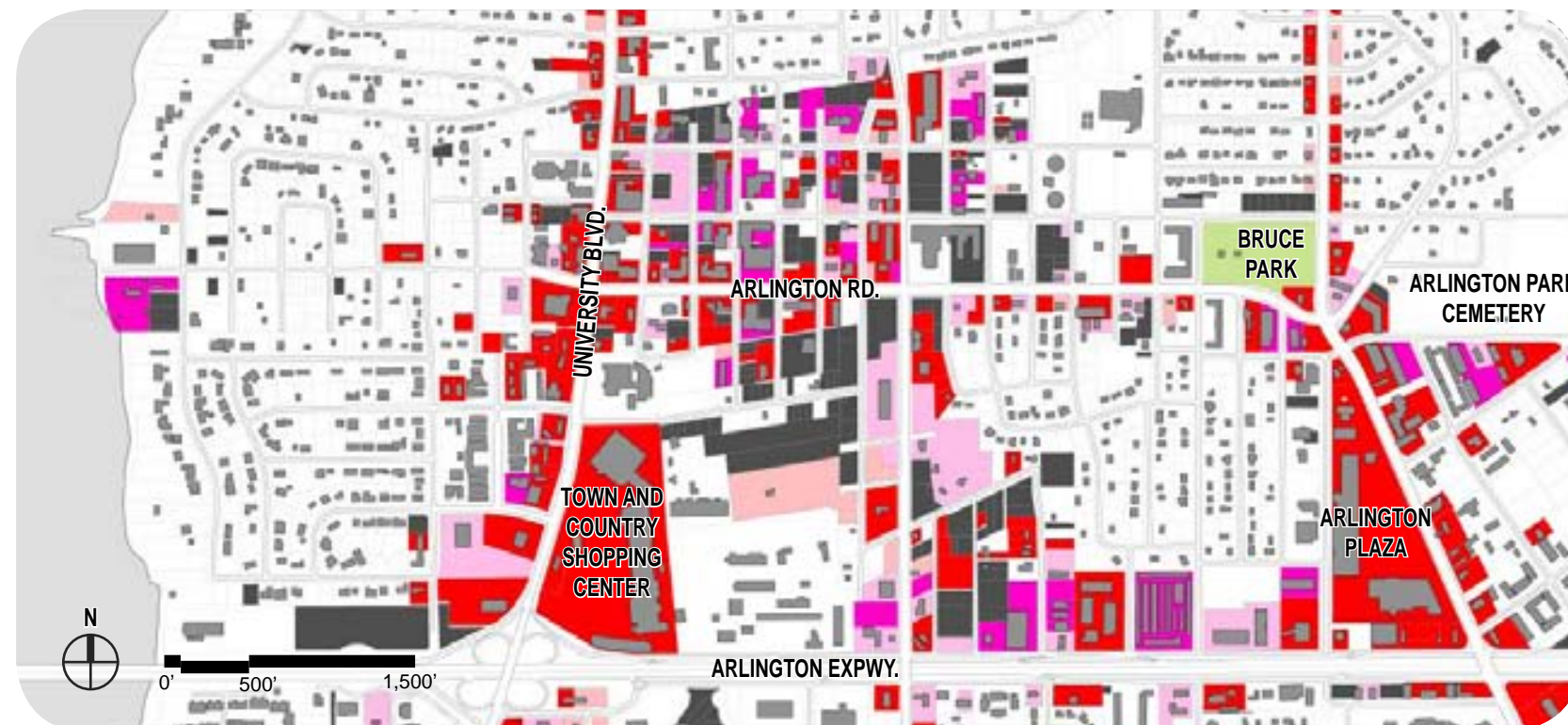
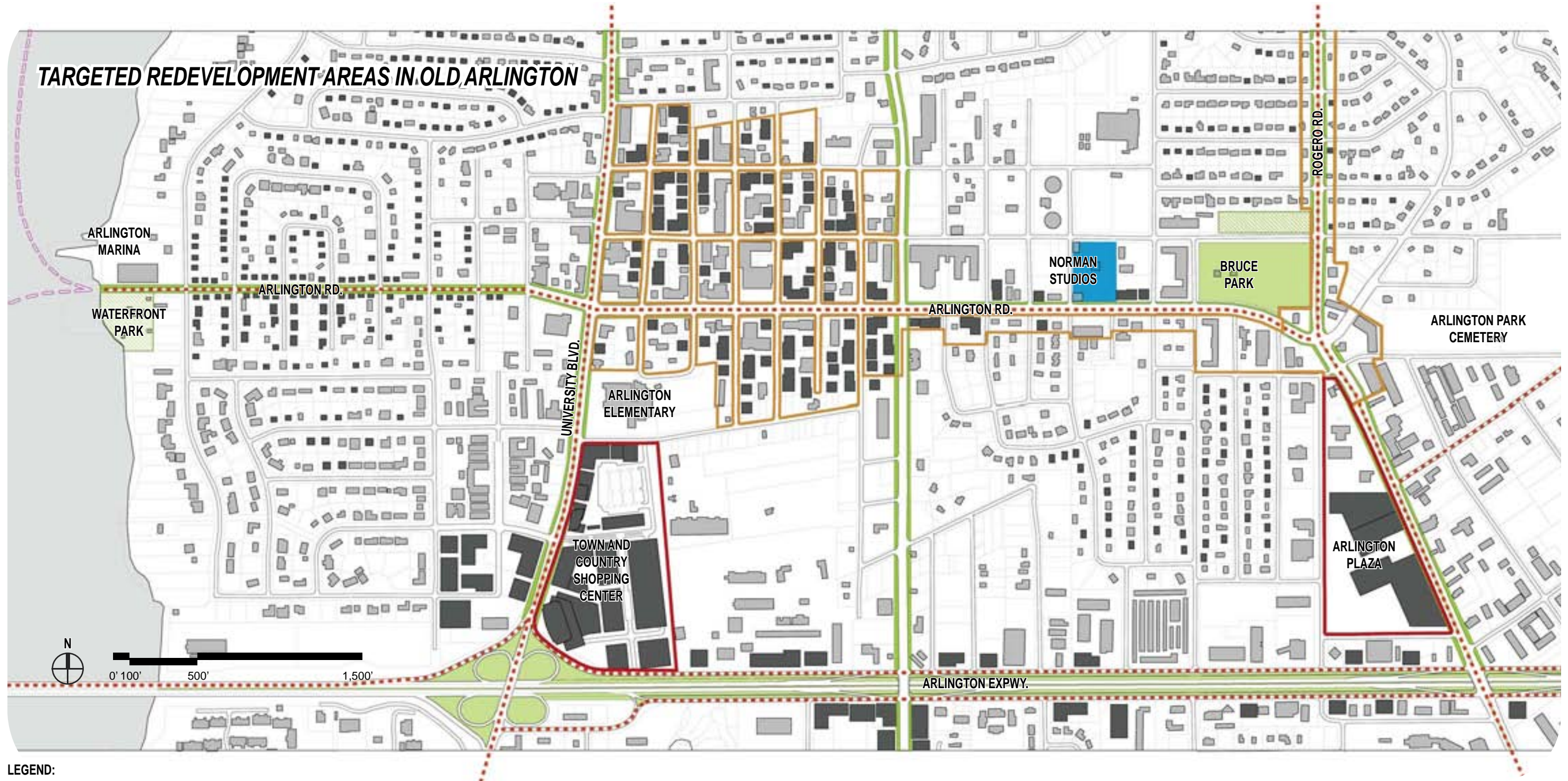


Diagram: The diagram above illustrates existing uses in a portion of Old Arlington. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)



- LEGEND:**
- Existing Buildings
 - Redevelopment/Infill
 - Streetscape/Parks
 - Potential New Park
 - Norman Studios
 - Small Scale Redevelopment
 - Major Redevelopment Site
 - Transit Connections
 - Water Taxi

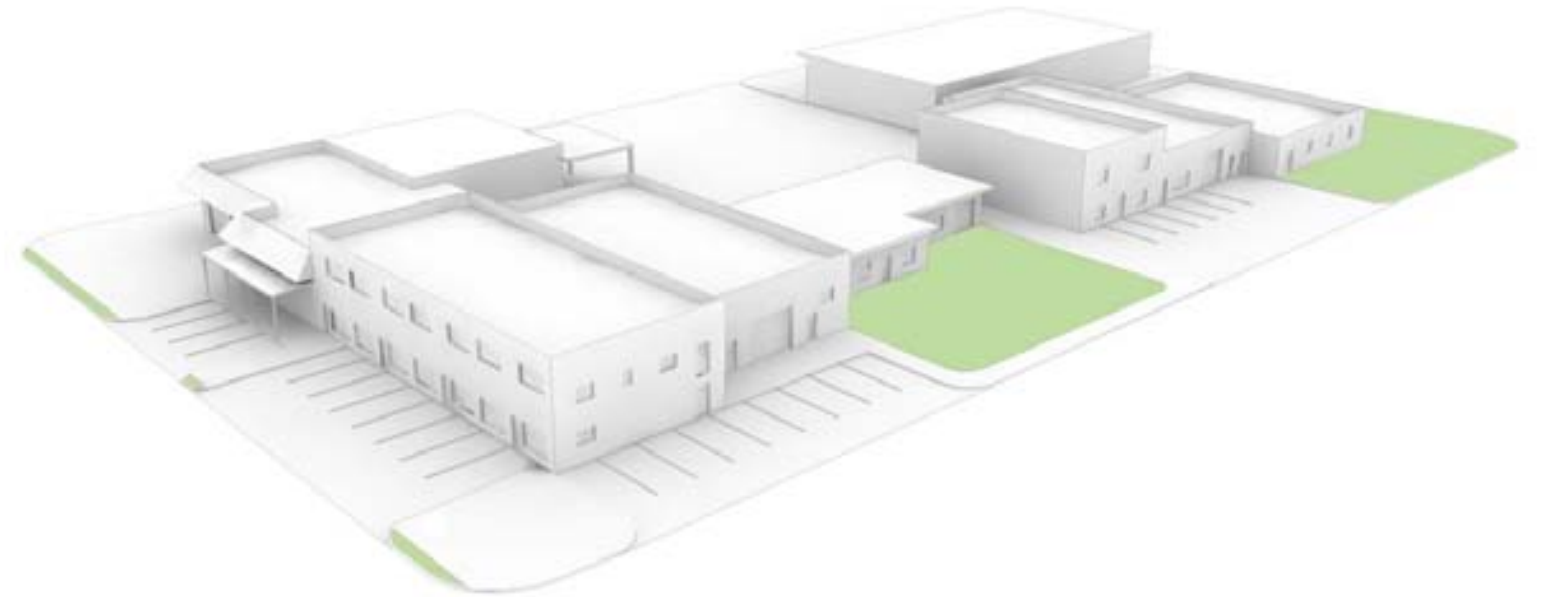
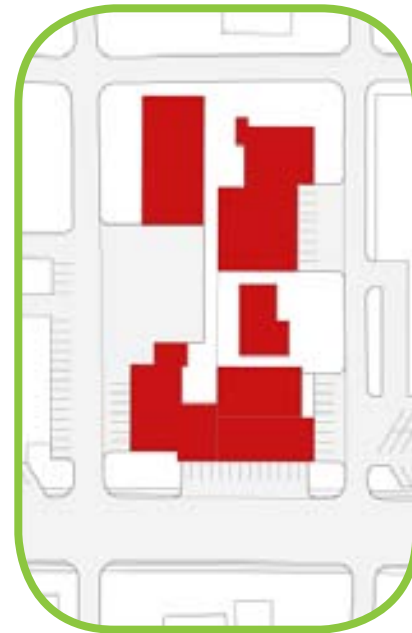
Diagram: The diagram above illustrates targeted redevelopment areas and potential transit connections. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Objective 2.2.3: Encourage donations to the public in support of new development and re-development.

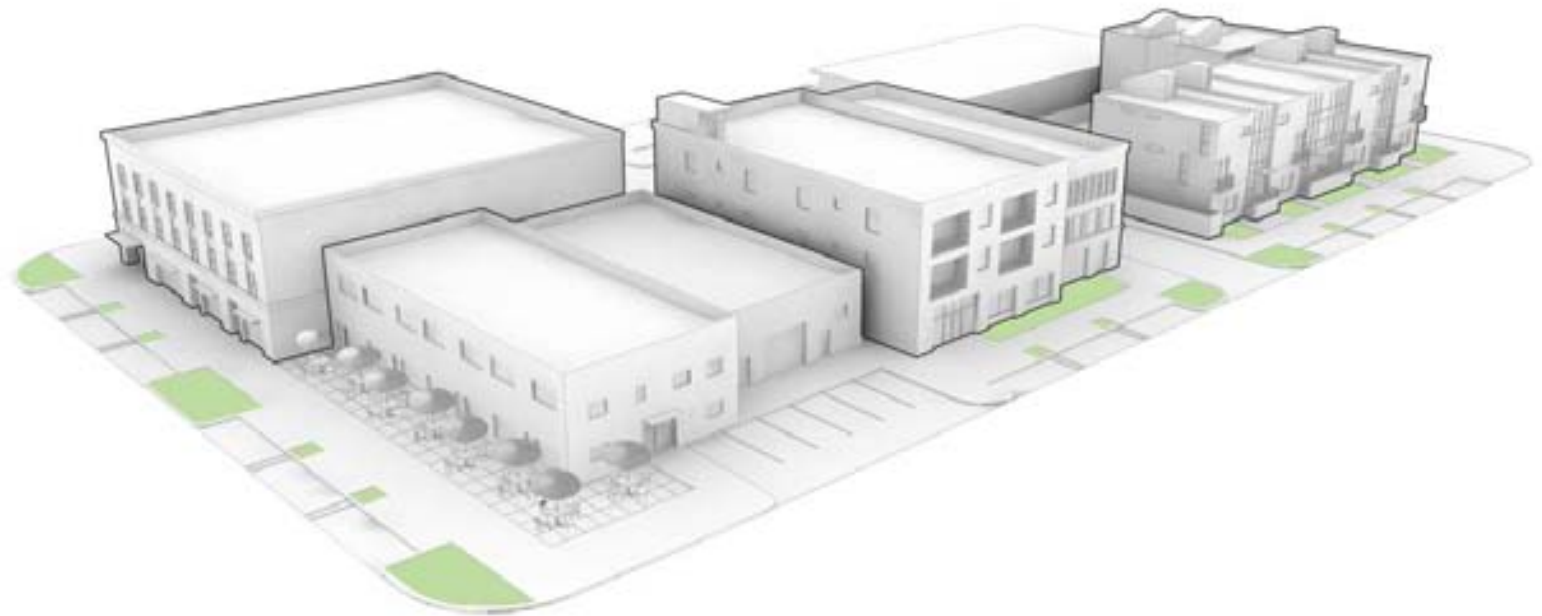
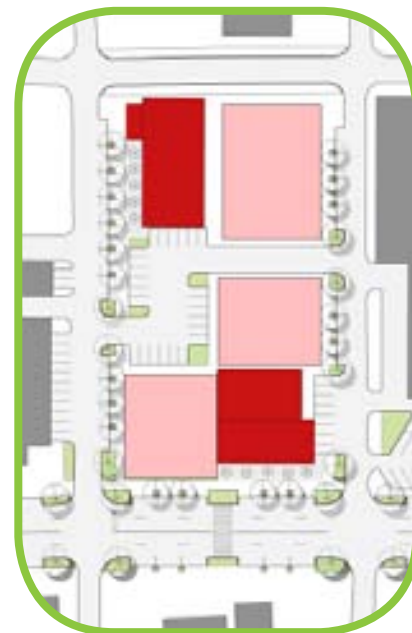
There are always creative ways to finance public improvements through the private sector. Development incentives that provide additional height or density, expedited permitting, or impact fee waivers can be offered in exchange for open space improvements, land conservation, historic preservation, and recreation facilities. Donations are another alternative in which money, products, labor, or construction are gifted for public facility construction or improvements (e.g. developer can build a new park or provide a monetary donation to help the city build a park). The City should set policy to decide how they want to encourage private funding for public improvements either through donations, incentives, or a combination of the two.

Action Items for Sub-Principle 2.2:

1. Promote the redevelopment of underutilized and/or declining areas such as Regency Square and Town and Country Shopping Center through land use, zoning and the improvement of infrastructure.
2. Evaluate the potential of creating a CRA for underutilized and/or declining areas.
3. The City should set policy to encourage donations to the public in support of new development and re-development.



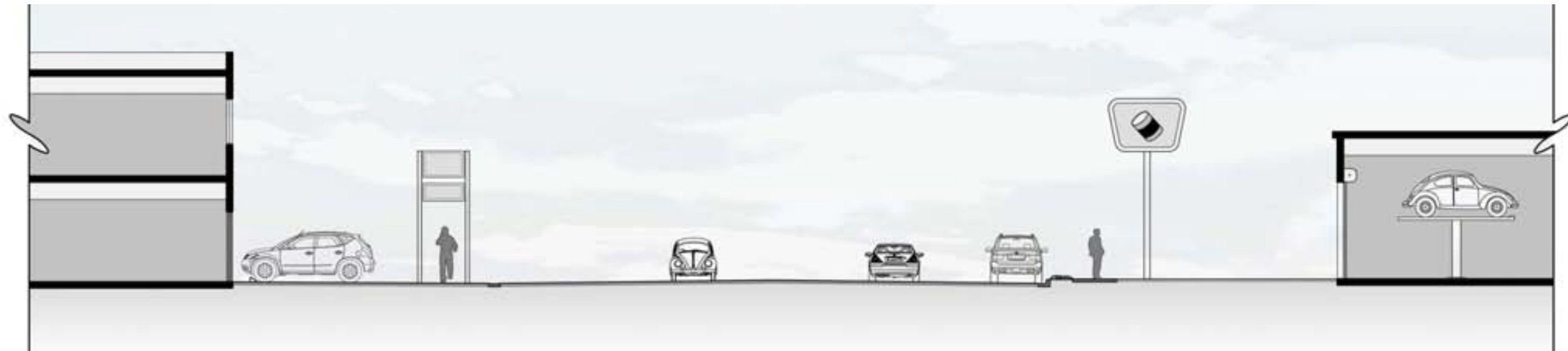
Diagram/Illustration: Example of a typical existing commercial/industrial block (Source: Zyscovich Architects, 2009)



Diagram/Illustration: Example of gradual redevelopment of a typical existing commercial/industrial block (Source: Zyscovich Architects, 2009)

LEGEND:

- Existing Buildings
- Redevelopment



Section Illustration: The drawing above illustrates existing conditions along Arlington Road. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates redevelopment and streetscape improvements along Arlington Road. (Source: Zyscovich Architects, 2009)



Section Illustration: Existing conditions along the Arlington Expressway
(Source: Zyscovich Architects, 2009)



Section Illustration: Redevelopment and landscape improvements along the Arlington Expressway and appropriate scale transitions to adjacent residential neighborhoods (Source: Zyscovich Architects, 2009)



Illustration: Redevelopment and landscape improvements along the Arlington Expressway (Source: Zyscovich Architects, 2009)



Photos: Examples of compatible neighborhood commercial uses in Jacksonville

The creation and implementation of design standards are of great concern to the community. Such standards should be focused on the scale of development while providing an appropriate level of design flexibility. Below is a sampling of comments received during community charrettes:

- Commercial design standards need more landscaping. Make the design complement the community.
- Improve sign aesthetics.
- Improve façade of commercial buildings.
- There needs to be a coordination of land use and good design.
- Create and enforce design guidelines.
- Convenience stores need to be better designed to fit into the community and look better.
- Promote window signage standards for commercial and retail establishments.
- Need better residential design standards; regulate grass height, remove foliage in front of signs and foliage in medians that block views of traffic.

2.3 Create/Implement land use regulations and design standards for non-residential and residential development.

The most effective way to implement the objectives and principles presented in this Vision is through the City's regulatory policy. Land use, zoning, and design standards are the primary tools that planners have to enforce their plans. Throughout the vision process, members of the Greater Arlington/Beaches steering committee have prioritized the need for redevelopment and reinvestment that compliments neighborhood character and does not negatively impact the quality of neighborhoods. New developments should enhance and elevate existing neighborhoods by capitalizing on existing natural, cultural, and historic assets to reinforce neighborhoods and district-wide identity. Changes to the Comprehensive Plan and the zoning code and the creation of new design standards, which supplement the City's Design Guidelines and Best Practices Handbook can provide specific quantitative and qualitative measures to ensure that new development meets the tenets of this vision.

Objective 2.3.1: The City shall modify and redefine the adopted definition of Neighborhood Commercial and Commercial Neighborhood so that they are consistent with the scale, type, aesthetics, and quality of the setting.

The City's Zoning Code currently does not provide a definition of Neighborhood Commercial. The description of the zoning districts is as follows: "This category permits retail uses, office commercial uses and services establishments which serve the daily needs of contiguous residential neighborhoods. Neighborhood commercial sites should abut a roadway classified as a collector or higher facility on the adopted Functional Highway Classification Map. Sites with two or more property boundaries on transportation rights-of-way will be considered preferred locations for neighborhood serving uses."

The City's Future Land Use Element defines neighborhood commercial as: "Commercial and office development, usually located on a collector or arterial street at the edge of a neighborhood, serving the daily needs of contiguous neighborhoods, including convenience goods and personal services. Neighborhood commercial development is limited as to the intensity of the described use as provided in the locational criteria for neighborhood commercial uses." Although not mentioned in the base descriptions, both zoning and land use permit multi-family residential uses when integrated with a permitted use.

In order to clarify the intent of Neighborhood Commercial, more specific definitions should be developed that begin to describe the design expectations and physical characteristics that provide compatible Neighborhood Commercial development. The City may consider additional location criteria which suggest small development sites and adequate buffering by physical features or adjacent uses to protect nearby residential development and preserve the character of the District. To further protect neighborhoods, development may be limited with respect to lighting, signage, traffic, odor, noise, and hours of operation. Additionally, the definition may include that development be compatible with surrounding neighborhoods in terms of historic reference and scale, building design, materials, and color.

Objective 2.3.2: Non-residential sighting criteria shall be compatible with neighborhood scale, character and enhance quality of life.

More specific and quantitative language should be included in the zoning code to describe how non-residential developments can be designed to be consistent with the scale, type, aesthetic, and quality of the setting of existing residential neighborhoods. One example of this is building siting. Zoning codes include specific criteria for siting buildings on property using various setbacks from the property line, minimum or maximum lot coverage, building height, and sometimes floor area ratio. These criteria are also useful for designing transitions between two different uses or intensities. This vision recommends updating the site criteria for all of the zoning districts and introducing criteria for transition zones to support new, more intense redevelopment that does not threaten or diminish the character and quality of existing neighborhoods.

Objective 2.3.3: Non-residential land use shall comply with the guide entitled Jacksonville Design Guidelines and Best Practices Handbook.

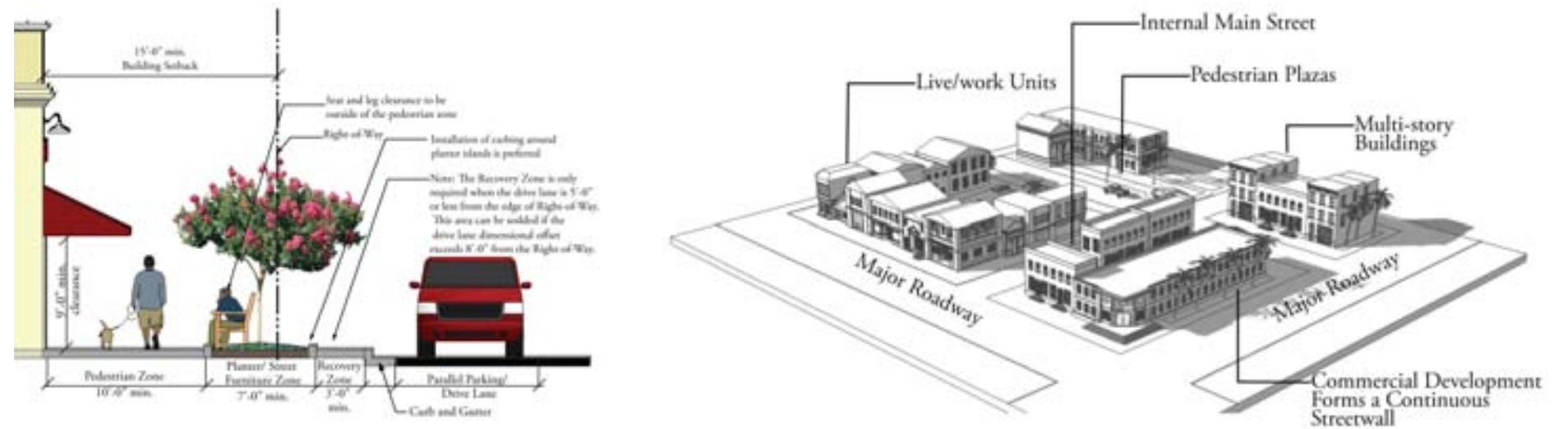
Site criteria for non-residential uses should be further reinforced through the City’s existing design handbook: Jacksonville Design Guidelines and Best Practices Handbook. The City should more fully integrate this document in its zoning regulations and make adjustments for particular neighborhoods or planning districts that recognize special characteristics.

Objective 2.3.4: Facilitate and encourage the creation of design standards.

As mentioned in Objective 2.3.3 above, the City should evaluate the need to supplement the Best Practices Handbook with standards that address unique characteristics throughout the District. Standards could address a myriad of issues ranging from architectural treatment, to proper location of service and delivery areas, to appropriate use buffers, to the amount of transparency required commercial storefronts. Further, in order to be effective, such standards need to be incorporated into regulatory language in order to be consistently effective.

Action Items for Sub-Principle 2.3:

1. Modify and redefine the adopted definition of Neighborhood Commercial and Commercial Neighborhood so that they are consistent with the scale, type, aesthetics, and quality of the setting.
2. Provide land use and zoning regulations that provide non-residential sighting criteria that are compatible with neighborhood scale and character.
3. Enforce the development standards set forth in the “Jacksonville Design Guidelines and Best Practices Handbook”.
4. Facilitate and encourage the creation of design standards that are enforceable.



Diagrams: Sample design guidelines from the Jacksonville Design Guidelines and Best Practices Handbook



Photos: Tapestry Park, which exhibits design standards for new development



LEGEND:
 Existing Conservation Land
 Potential Conservation Land/Runway Approach Area

Diagram: The Diagram above illustrates Craig Airport, its existing runways and the adjacent Cedar Swamp which should be designated as conservation land. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

2.4 Non-residential land development regulations shall advance affected neighborhoods.

There are several project proposals or studies that the community feels threaten the character of existing neighborhoods and would negatively impact the District’s quality of life. Much of Greater Arlington/Beaches is an older community with aging infrastructure and building stock. But it can be a leader in redevelopment and infill by setting the tone and expectation for reinvestment throughout the City. Part of this expectation is preserving and enhancing the existing historic, natural, and cultural assets, and protecting neighborhoods from incompatible development. For this reason, it is critical that the community continue to preserve and enhance the vision of Mayport as a historic fishing village and not a cruise ship terminal and parking garage. In addition, the City should continue to not allow runway expansion at Craig Airfield.

Policy 8.1.3 of the City’s Transportation Element provides the following:

“The City shall continue to support the maintenance of Craig Airport in its current role as a General Utility Aviation Reliever Airport; provided, however, that no further expansion of its runways shall be permitted.”

Objective 2.4.1: Reinforce the current 2010 Comprehensive Plan position that runways at Craig Airfield shall not be extended.

The 2010 Comprehensive Plan clearly states that the runways at Craig Airfield should not be expanded. Policy 8.1.34 of the City’s Transportation Element provides the following: “The City shall continue to support the maintenance of Craig Airport in its current role as a General Utility Aviation Reliever Airport; provided, however, that no further expansion of its runways shall be permitted.”

2030: Transportation Element Policy 8.1.7: “The City shall amend the 2030 Comprehensive Plan as necessary to incorporate additional data and analysis generated as a result of the completion of the airport master plans for Jacksonville International, Craig, Cecil Field, and Herlong Airports and to facilitate the implementation of these master plans and any subsequent revisions; provided, however, that said amendments shall not have the effect of requiring the approval of the expansion of runways at Craig Airport.”

The current airfield is surrounded by residential neighborhoods. Its expansion would enable more airplanes to fly into the airport and increase air traffic and noise pollution. It would also bring more planes closer to neighborhoods, increasing safety concerns. Preventing the expansion and supporting the City’s current policy would maintain existing neighborhood character and quality of life. Therefore, this plan supports maintaining the status quo and abandoning the runway expansion project.

Objective 2.4.2: Consistent with the prohibition of Craig Field runway expansion, the JAA Cedar Swamp property at the eastern end of north runways and the land north of Monument Road shall be reclassified to conservation.

Preserving the existing conservation land that surrounds the Craig Airfield would prevent further expansion on this land and provide another natural

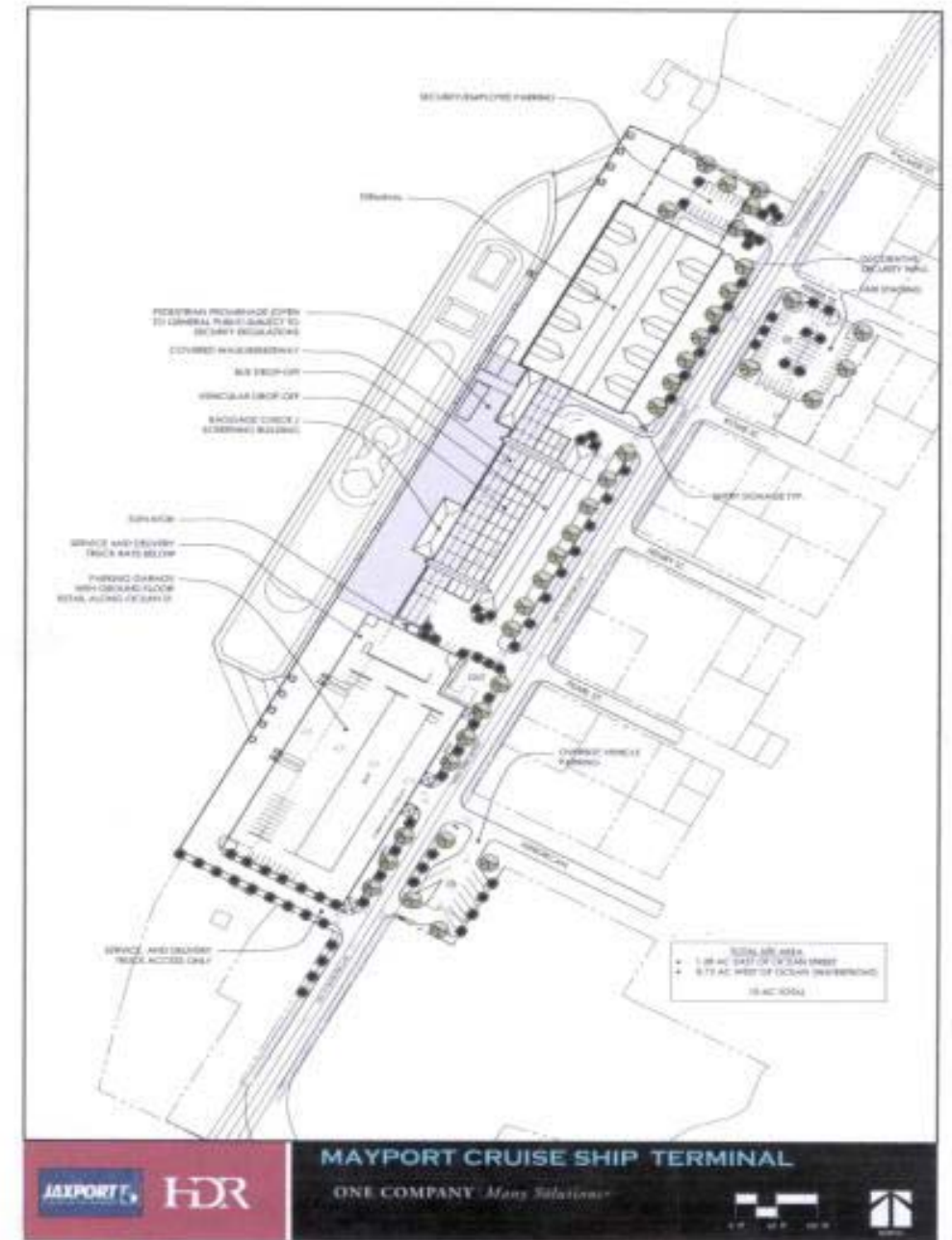
asset and resource to the community. The JAA Cedar Swamp property at the eastern end of both runways and the land north of Monument Road should be reclassified as conservation land and protected from future development. Public access to these sites and recreation programming should also be considered and evaluated.

Objective 2.4.3: A cruise ship terminal is not suitable for Mayport. Implement plans which are supported by the Mayport Partnership.

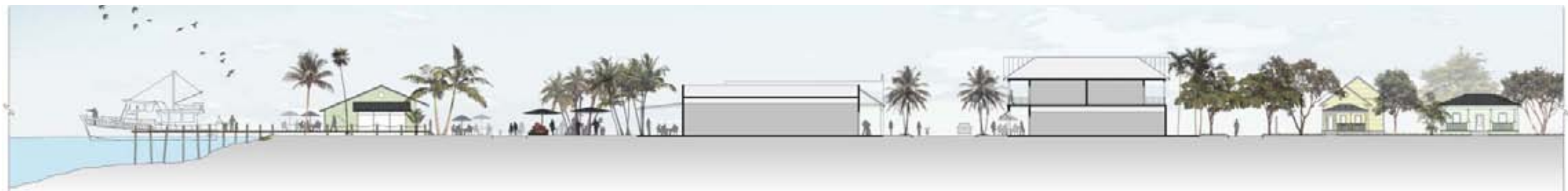
Mayport is a historic fishing village which is designated by the State as a historic working waterfront. This designation is further described in Principle One. Mayport is an unusual neighborhood in Greater Arlington/Beaches which has tremendous potential to improve itself by expanding on its history. Uses, building form, architecture, and scale can all be expanded to reinforce the fishing industry and the quaint character that it once had. Economic investment as delineated in Mayport’s Vision Plan would support new restaurants, retail, and recreation. Access to the water with promenades and improved boat ramps would come together to create a viable village which could be a destination for the City and tourists, an amenity for the District, and a source of identity. JAXPORT’s efforts to bring a cruise ship to Mayport and build supporting structures threatens the village character and the Vision that is mandated by the Mayport Partnership and the State. Therefore, the Mayport Partnership and the Greater Arlington/Beaches community should not support the cruise ship terminal project.

Action Items for Sub-Principle 2.4:

1. Do not permit the expansion or extension of runways at Craig Airport.
2. Designate the JAA Cedar Swamp property at the eastern end of the Craig Airport north runways and the land north of Monument Road as conservation land.
3. Do not permit a cruise ship terminal at Mayport. Implement plans that are supported by the Mayport Partnership.



Graphic: Illustration of JAXPORT’s proposal for a cruise ship terminal at Mayport.



Section Illustration: The drawing above illustrates the appropriate scale of development within Mayport. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

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8 Guiding Principle Three

3.0 TRANSPORTATION

Improve mobility while advancing neighborhood character.

Mobility describes the quality and ease of movement for any mode of transportation—walking, bicycling, driving, or riding transit. Mobility, and the infrastructure that supports it, is as much a part of Arlington’s character as its building stock, its landscape, and its historic assets and natural resources. The District’s sprawling single-use development pattern has contributed to significant congestion, a lack of connectivity, and incompatibility of adjacent uses and roadways. And, because the District is largely built out, options for improving it are limited. Without alternative transit choices and improved connections among uses, mobility will remain an issue. This pattern is not unique to Greater Arlington/Beaches. It has been the prevailing development pattern for communities across the nation since WWII and there are few alternatives to car travel. But as populations continue to grow, supporting roadway networks become more and more saturated, land becomes more scarce, and opportunities for new major roadways to relieve congestion dwindle. When coupled with the fact that current development patterns lack connectivity among differing land uses, thus requiring travel among housing, the workplace, and goods and services by car, it is inevitable that the quality of service that the roadway network provides will continue to diminish without the introduction of alternatives.

This principle recognizes that the District’s character is hindered by a lack of mobility and explores opportunities to build identity and improve the District’s quality of life by improving pedestrian, bicycle, and vehicular connectivity; protecting neighborhoods from uncontrolled thru traffic and the negative impacts of high volume roadways; improving existing transit and transportation facilities; and creating new transit options. In order to accomplish this, overall connectivity needs to be enhanced through a multifaceted approach that includes connectivity among appropriate land uses; roadway design and improvement; enhanced environments for cycling and walking; and the provision of new transit options.

“Transportation is the foundation of our entire economy and quality of life.”

—The Federal Transportation Advisory Group Vision 2050:
An Integrated National Transportation System



Photo: Walkability (Avondale)



Photo: JTA Trolley

“After 50 years of planning for cars, it is time to start planning for people.”
 —Donald Shoup



Photo: Gainesville, FL



Photo: Jacksonville (San Marco)



Photo: Winter Park, FL



Photo: Jacksonville (Riverside)



Photo: Savannah, GA



Photo: Jacksonville (Riverside)

Photos: Examples of streetscapes that promote walking

3.1 Connect neighborhoods, parks and commercial centers when appropriate.

One of the fundamental premises of this Plan is to improve and protect the quality of life for Greater Arlington/Beaches. Extensive transportation and good connectivity are critical to achieving a high degree of mobility and access. In this description, transportation describes the road network, public transit, and bicycle and pedestrian paths. Connectivity describes the way that these various transportation facilities link to each other and to adjacent land uses. The District has a fractured transportation network which provides varying levels of connectivity. Similar land uses, especially residential, are fairly well connected within each neighborhood. However, residential uses do not connect well to commercial centers and are often separated by major roadways. This sub-principle describes the potential synergy among varying land uses by enhancing their connectivity with an improved roadway network which promotes pedestrian safety, walkability, and interconnectivity among appropriate land uses.

Objective 3.1.1: Enhance pedestrian and traffic safety, walkability and connect compatible land uses.

The U.S. Department of Federal Highway Administration includes an Office of Safety whose primary goal is to reduce the number and severity of crash impacts on US roadways. In their literature, the Federal Highway Administration describes pedestrian safety as a function of the four E's: Engineering, Enforcement, Education, and Emergency services. This Vision plan seeks to address how engineering and design can be adjusted to improve safety for pedestrians and traffic by creating paths and routes that connect compatible land uses and are more comfortable for walking. This will require a shift in mindset where roadways are designed with pedestrian amenities like crosswalks, shade, and short crossing distances. Additionally, buildings should be sited to maximize pedestrian access with cross connections to adjacent land uses and mixed land uses should dominate pedestrian centers as most conducive to supporting and sustaining safe pedestrian paths, walkability, and connectivity for varying uses.

Roadway Design:

Unfortunately, Jacksonville has been ranked as one of the most dangerous cities for pedestrians – with a pedestrian fatality rate in the top 10, according to the study Understanding the

Relationship between Public Health and the Built Environment (LEED-ND Core Committee 2006). This is in part due to street design and lack of pedestrian amenities. Many of the streets do not promote a safe and comfortable walking environment because they lack shade, lighting, and adequate buffers from moving traffic. Long and tedious street blocks with no breaks discourage walking and in many instances, the scale and magnitude of the street becomes difficult to walk when road widths, intersections, and traffic volumes exceed a comfortable scale. Priority should be given to improving these conditions by providing sufficient space for pedestrians, cyclists, amenities and appropriate buffers. The City should evaluate establishing goals with respect to how much area of the roadway should be dedicated to pedestrians, bicycles and transit. Doing so would provide a benchmark to evaluate future improvements with respect to the amount of space dedicated to these travel modes. For example, the City can establish standards for sidewalks based on conventional sidewalk “zones” described below:

- **Shy Zone:** Generally, sidewalks should be buffered from walls, fences and shrubs for a minimum of 2 feet. This “shy zone” can accommodate planters, seating, tables, portable signage and merchandise displays. Streets that do not have bike lanes or on-street parking need an additional shy zone on the back of curb. In addition, awnings, canopies, and overhangs should cover this area and extend into the throughway zone to protect pedestrians from heat and rain.
- **Throughway Zone:** This area is intended for pedestrian travel only and should be entirely clear from obstacles and have a smooth walking surface. In special circumstances, it can have widths of 5-40 feet, but 8-10 feet is most common. On great shopping streets they are often more generous in width.
- **Furniture Zones:** This area is typically 4-12 feet wide (sometimes wider) and may also include an Edge Zone which buffers between the traveled way and the furniture zone at the curb. The zone provides clearance space for vehicle doors, mirrors, or vehicle overhangs associated with angled parking. The Furniture Zone must be of sufficient width for all types of street furniture to fit with comfort, including street trees, planters or planting strips, utility poles, signal poles, signal and electrical cabinets, fire hydrants, bicycle racks, benches, trash receptacles, transit stops/shelters, and other street furniture. Having great street amenities in the furniture zone will help to make pedestrian walkways interesting and comfortable.

In addition, scenic fabric contributes to a route’s walkability. Scenic fabric of a walking route includes physical and designed amenities such as sidewalks, plantings and architectural design and can also include less tangible amenities including viewsheds, shade, sound, and natural habitats. In turn, these elements contribute to a place’s unique character and help distinguish it from its neighbors. Providing a sense of enclosure with buildings and landscaping creates a better scale which is also more comfortable for walking. Finally, eliminating or improving vacant and abandoned sites will also help to improve walkability, safety, and security in the District.



Section Illustration: The drawing above illustrates potential improvements to University Boulevard in commercial areas. (Source: Zyscovich Architects, 2009)



Photos: Examples of new commercial development in Jacksonville that employ good pedestrian design standards



Illustration: Potential new gateway at the foot of the Matthews Bridge

Access and Cross Connections:

Access and cross connections describe physical paths and walkways among adjacent uses which may or may not share ownership. Enhancing connections promotes walking and has economic value. The fact is that every transportation trip begins and ends with walking. Walkability impacts the ability to reach goods and services; the quality and enjoyment of retail environments; overall transportation costs; social and environmental costs; and the livability conditions and physical health of residents. In his study “The Economic Value of Walkability”, Todd Litman states that “Environments that are conducive to walking are conducive to people. Walking is a critical component of the transportation system, providing connections between homes and transit, parking lots and

destinations. Often, the best way to improve other forms of transportation is to improve walkability.” He further states that “walking represents a quarter of all trips and is a significant portion of the total time people spend traveling. Walking conditions therefore have a major impact on how people perceive the transportation system, since we experience activities by the amount of time they take, not just distance traveled. Wide roads, high traffic speeds and large parking facilities create barriers to walking, so evaluation practices that undervalue walking tend to create automobile dependent communities.”

Access is the ability to reach a destination easily. One of the most significant impediments to access in the District

is the Arlington Expressway. The limited access expressway divides the District preventing ease of movement across for cars, pedestrians, or bicycles. The images below illustrate opportunities improve north-south connectivity via pedestrian and cyclist bridges. When combined with other expressway improvements such as a new gateway at the Matthews Bridge, tree planting and landscaping along the roadway, new access to Tree Hill Park (see Sub-principle 5.4), the Arlington expressway has the potential to be a major contributor to reinforcing and enhancing the District’s sense of place. Jacksonville has many beautiful bridges and the City should continue this tradition with smaller pedestrian bridges as well. New bridges should be designed in a collaborative effort with the community to protect and celebrate the District’s identity.



Aerial Photo of the Arlington Expressway



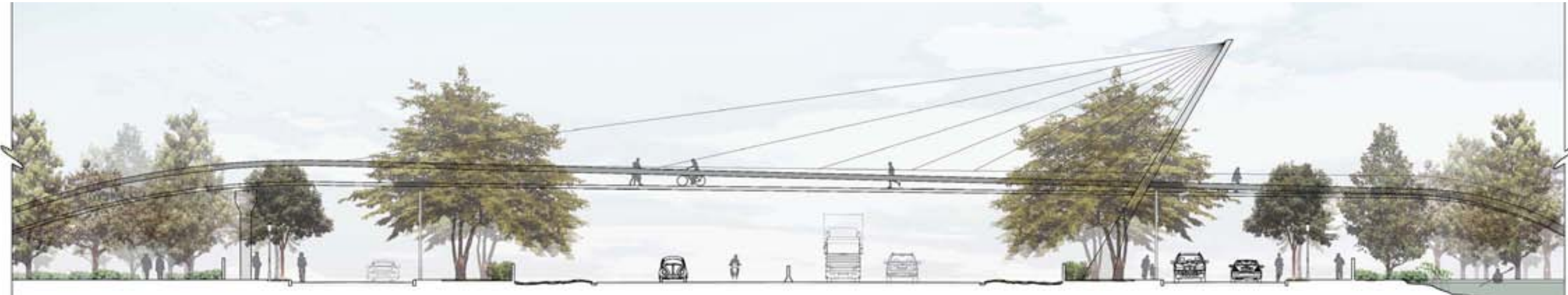
Diagram: The diagram above illustrates numerous improvements along the Arlington Expressway corridor. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

“Arlington Expressway is very dangerous to cross. Incorporate pedestrian crossovers.”

— Charrette Participant

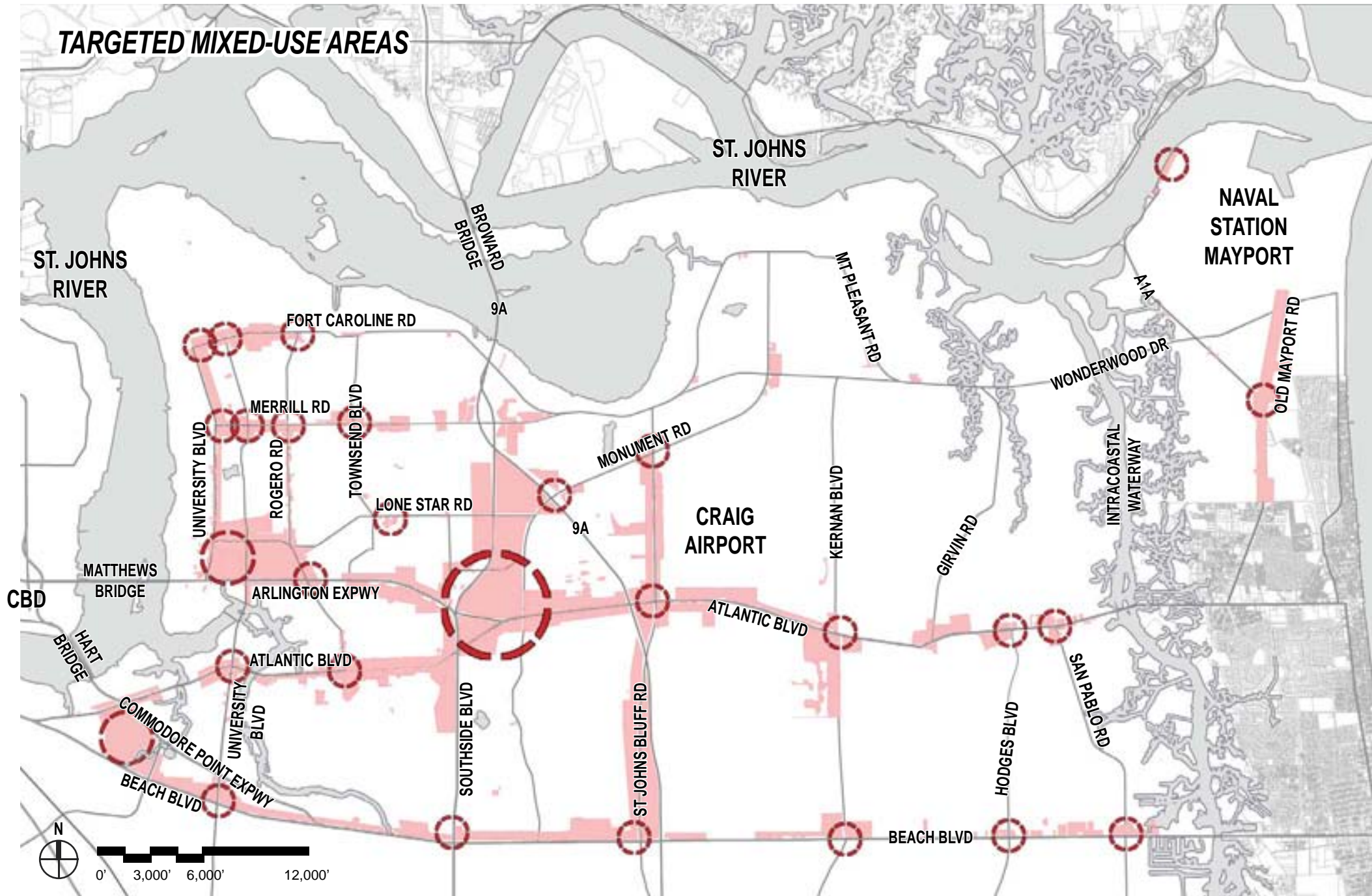


Illustration: The drawing above illustrates a potential gateway/pedestrian/park connection across the Arlington Expressway. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates a potential gateway/pedestrian/park connection across the Arlington Expressway. (Source: Zyscovich Architects, 2009)

“Develop and enhance the “live, work and play” mentality.”
 – Charrette Participant



LEGEND:
 ■ Mixed-Use Redevelopment
 ○ Mixed-Use Nodes

Diagram: The diagram above indicates approximate locations that may be targeted for mixed-use development, subject to land development regulations and specific neighborhood plans. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Mixed Land Uses:

The best way to improve pedestrian routes for better connectivity is by collocating uses that have potential symbiotic relationships. Often described as mixed-use compact development, this method of design inherently supports cross connections and pedestrian access. Mixed land uses promote pedestrian safety by creating designs that encourage cross connectivity for pedestrians. They can be designed as walkable destinations which connect to adjacent uses and destinations including parks, civic buildings, residential, and retail. Other examples of mixed land use opportunities include existing neighborhood activity nodes, redeveloped buildings and parcels, and new transit stations.

Within the existing development context of the District, there are many opportunities to introduce mixed-use development. As described in Principle Two, Regency Square is the greatest opportunity for mixed-use development to create a walkable, connected district. Another example is the Town and Country Shopping Center. On the neighborhood scale, mixed-use can be incorporated into existing neighborhood activity nodes like the “crossroads” intersection at University and Arlington Road and the Old Arlington district. And when adjacent to private subdivisions, along the external perimeter streets, mixed-use destinations can encourage walking and social interaction without encroaching into residential development.

When a walkable destination does not already exist, one can be created by adapting existing building stock which is either vacant or underutilized. These destinations can combine parks, pocket parks, or neighborhood serving retail or restaurants, entertainment or gathering places designed to meet a small but routine portion of shopping or entertainment demand in an attractive setting. They might even include public markets on surface parking lots or vacant land, and should be located along commercial corridors and intersections which connect well to adjacent neighborhoods. Distributed commercial development of this kind can also be combined with other kinds of facilities such as a library or post-office branch, community center, daycare center or place of worship.

Creating a transit station is another opportunity to establish a destination to walk to. Station area development includes uses that are supported by transit users and satisfy local

“ There needs to be more revitalization of neighborhoods. Create connections between them and widen sidewalks.”

– Charrette Participant

neighborhood needs. Neighborhood retail, restaurants, and entertainment are examples of these uses. As the District expands its transit and transportation network, the City should consider strategies to expand the stations as walkable destinations.

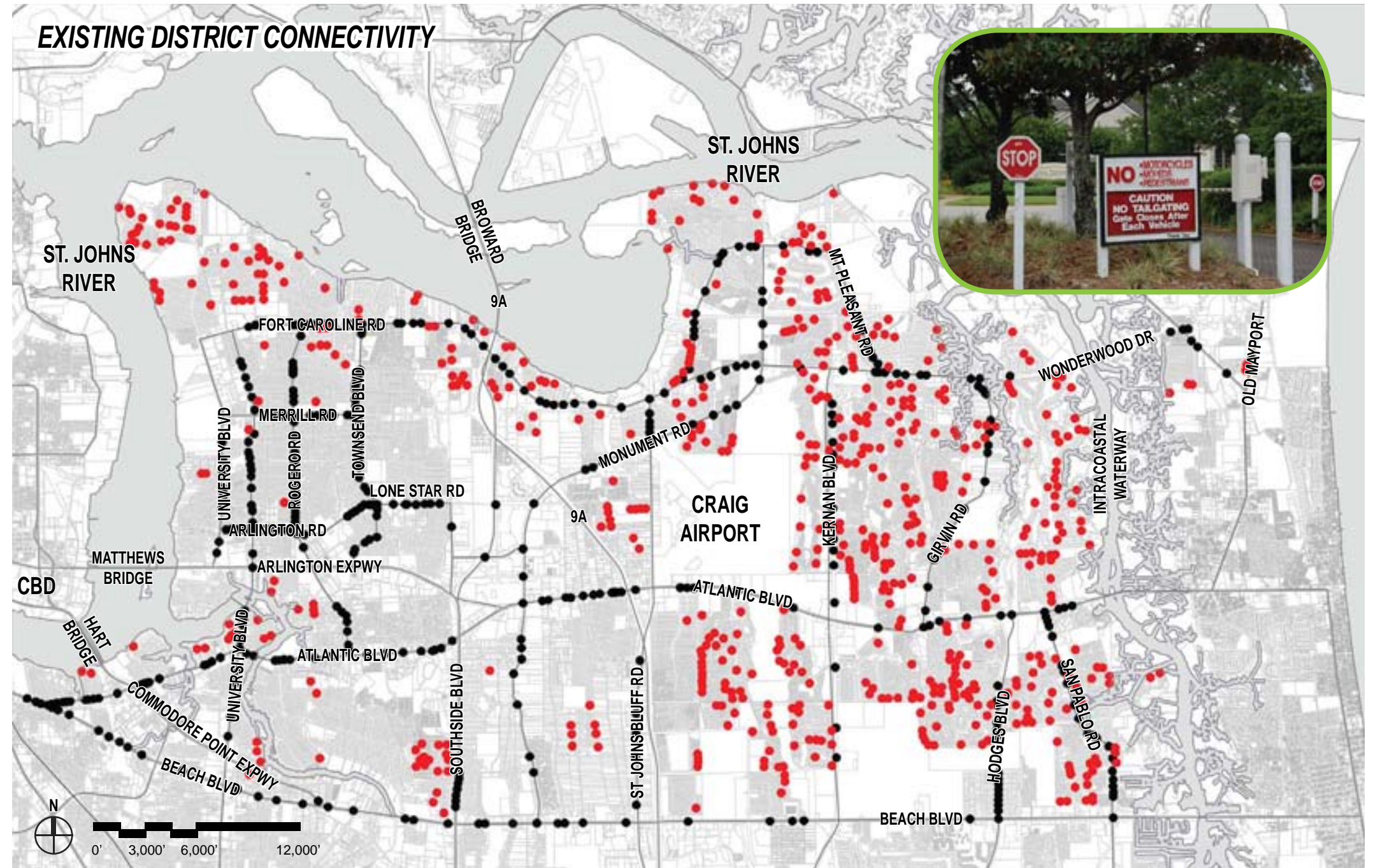
Objective 3.1.2: Provide access and interconnectivity among appropriate land uses.

The District’s current development pattern separates uses with developments that are insulated from each other with little to no cross access or connectivity. The inability to move easily from one use to another by foot or car greatly impacts roadway congestion, traffic, turning movement, and reduces safety. Cars and pedestrians are forced to use main arterials, which move regional traffic, to access adjacent parcels.

Access among Adjacent Uses

Commercial properties that front major commercial corridors can also be designed for improved connectivity. Large commercial properties can enhance their internal circulation and circulation on adjacent parcels to reserve trips on the main commercial corridors for through traffic. In turn, this can reduce redundant curb cuts along adjacent roadways, minimizing pedestrian conflicts and improving traffic flow.

Ensuring compatibility among land development, traffic patterns, and adjacent roadways is partly dependent on the relationship of adjacent commercial uses and access to the corridors that they front. Access management describes planning and coordinating circulation between road corridors and adjacent land uses in a balanced manner. This practice has evolved from primarily focusing on reducing traffic conflict and maximizing roadway capacity in an efficient and controlled manner, to good land use planning that uses the parameters of smart growth policy to maximize corridor management. This attitude suggests an antidote to the cyclical relationship between transportation and land use where roadway improvements encourage new development which, in turn, creates more congestion and the need for further roadway improvements and increases in capacity. In contrast, the most effective access management practices are part of a comprehensive solution to more efficient land development that substitutes the traditional strip retail center with individual access points for concentrated development nodes.



LEGEND:

- Connections to Major Roads
- Dead-Ends/Cul-De-Sacs

Diagram: The diagram above illustrates many existing connections and dead-ends (cul-de-sacs) in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)



Diagram: Above is a connectivity index comparison of two residential subdivisions in the District. On the left, the connectivity index is 111 links/76 nodes = 1.46. On the right, the connectivity index is 101 links/95 nodes = 0.94. Minimum standards for connectivity index typically range from 1.2 to 1.4. (Source: Zyscovich Architects, 2009)

Neighborhood Connections

One of the more prominent features of the District’s landscape in its western portion is the limited-access subdivision or neighborhood. These neighborhoods have numerous advantages and many of the District’s residents desire them because they offer quiet streets with little or slow moving traffic—streets where children can play with little fear of fast-moving traffic. The cul-de-sac subdivision is also supported by the market: home buyers often pay premium prices for the most isolated cul-de-sac lots. Developers like the pattern because infrastructure costs can be lower and it can adapt to unique topography. This is exhibited by neighborhoods that meander among wetlands within the District—a feat that is more difficult for gridded patterns. However, they also severely limit neighborhood connectivity for vehicles, pedestrians, and bicycle and contribute to congestion.

The prevalent cul-de-sac pattern has been strongly encouraged in the past by traffic engineering and subdivision standards with the intent to reduce automobile accidents. However, the pattern’s lack of interconnectedness requires that one must always leave the cul-de-sac via a collector street to go anywhere. This heavy load of connecting and through traffic is forced onto a relatively small collector and arterial system, contributing to congestion during peak periods of travel. From the perspective of a pedestrian, walks can be long and boring and have little connection to nearby destinations. The overall effect is decreased mobility and access which creates less efficient circulation patterns.

For new development, the City should consider a comprehensive approach to enhancing connections by implementing connectivity standards, criteria for block sizes, and a connectivity index. Such standards can provide improved connectivity and allow for both a gridded or cul-de-sac pattern or a hybrid approach that allows the advantages of both. Standards for block sizes can vary from maximum block lengths, maximum intersection spacing or block size (maximum acres or perimeter length). Implementation of these standards will control the spacing between streets and improve walkability between adjacent uses.

A connectivity index is a ratio of street segments to intersections. Because a higher connectivity index reflects a greater number of street segments entering each intersection, dead-end streets or cul-de-sacs can be avoided, leading to a higher level of connectivity. Approaching the issue with a connectivity index will not prohibit cul-de-sacs outright, but will greatly reduce the number that can be used while meeting the index criteria. While connectivity standards are relatively new, the City can look to other cities to gauge their success and shortcomings. Portland, OR; Fort Collins, CO; Raleigh, NC; Cary, NC; and Orlando, FL have all implemented standards in different forms.

For existing neighborhoods, there are opportunities to improve connectivity to adjacent roadways and land uses. Three examples are illustrated on this page. However, improving connectivity within this environment should be “neighborhood driven”. The community places a very high value on preservation of existing neighborhood character and these types of improvements should only be initiated by the affected neighborhood and property owners. In other words, there should be an expressed desire from the neighborhood, and only after that desire is communicated to the City, should an evaluation or study begin. It is critical that these issues are addressed in a balanced manner that can both achieve greater connectivity with little disruption to the District’s neighborhood fabric.

In addition to subdivision design, the existing connectivity of the District is also hampered by physical “barriers” created by the major roadways including the Arlington Expressway, and very large parcels of land like the Regency Square and Craig Airport. With relatively few cross connections across these corridors, traffic is funneled to the connections that do exist and, as a result, they become overly congested. Therefore, identifying opportunities for new connections, such as the redevelopment of Regency Square, that enhance options and can provide relief is important to the overall connectivity and mobility of the District.

Action Items for Sub-Principle 3.1:

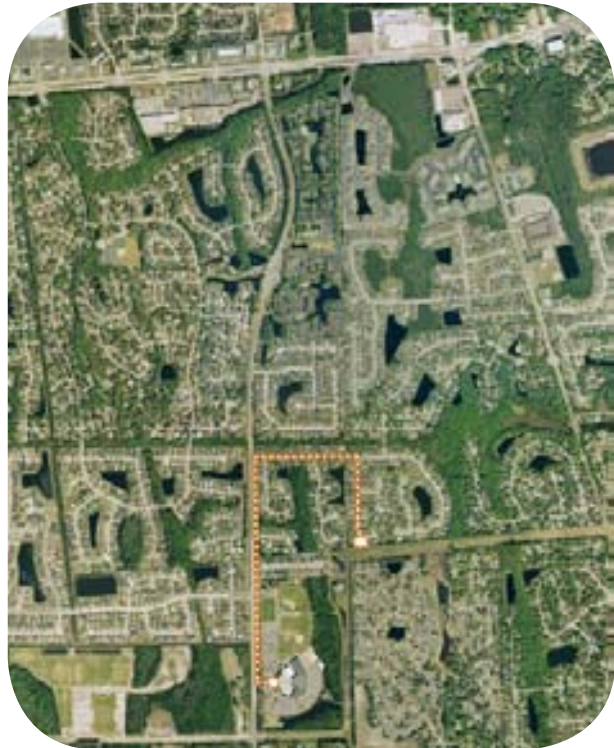
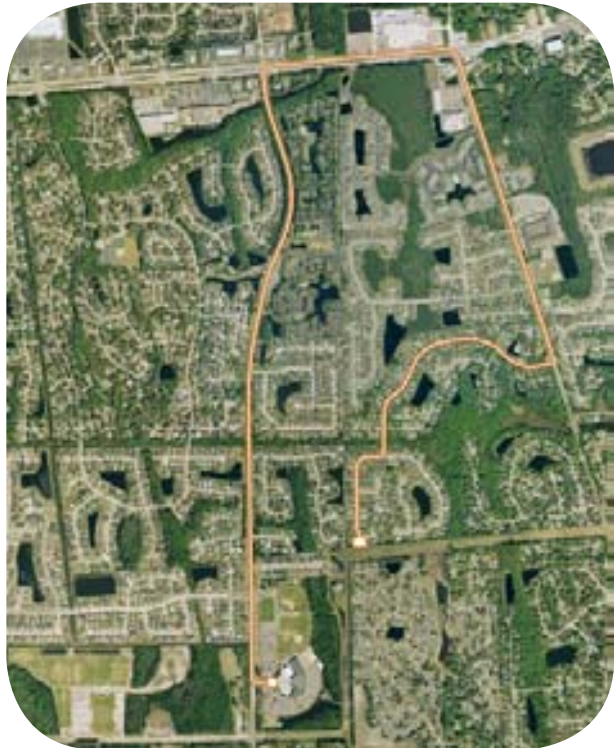
- 1. Implement roadway designs that emphasize pedestrian and traffic safety
- 2. Establish goals with respect to how much area of the roadway should be dedicated to pedestrians, bicycles and transit.
- 3. Evaluate opportunities to create connections across the Arlington Expressway
- 4. Create land use and zoning regulations that require interconnectivity among appropriate land uses



Diagrams: The diagrams above illustrate the driving route required from a home to a nearby school (left) and a potential new route (right). (Source: Zyscovich Architects, 2009)



Diagrams: The diagrams above illustrate an existing separation between neighborhoods (left) and a potential new pedestrian/ bicycle connection (right). (Source: Zyscovich Architects, 2009)



Diagrams: The diagrams above illustrate the driving route required from a home to a nearby school (left) and a potential new route (right). (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates the existing condition of State Road 9A. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates potential improvements to State Road 9A employing natural buffers. (Source: Zyscovich Architects, 2009)

3.2 Use natural buffers and roadway design to protect neighborhood character.

Residential neighborhoods are often negatively impacted by adjacent major roadways. In the past, commercial and regional roads have not typically been designed to preserve the existing neighborhood character, rather their main purpose is to move traffic and enhance mobility. However, perhaps the greatest opportunity to enhance the District's quality and sense of place is through improvements to the roadway corridors and infrastructure. Natural buffers and well designed roadways can mitigate noise and visual impacts of these roadways. In addition, scenic corridors offer an alternative that provides motorists with opportunities to experience scenic views and scenic sites which usually have a high percentage of open landscape within and alongside it. This principle describes the issues associated with major roadways that negatively impact neighborhood character and suggests techniques for resolving them without stifling mobility.



Photo: Heavily landscaped segment of University Boulevard

“No more wood fencing used as a buffer between roadways and residential development. Use more natural, landscaped berms.”

— Charrette Participant

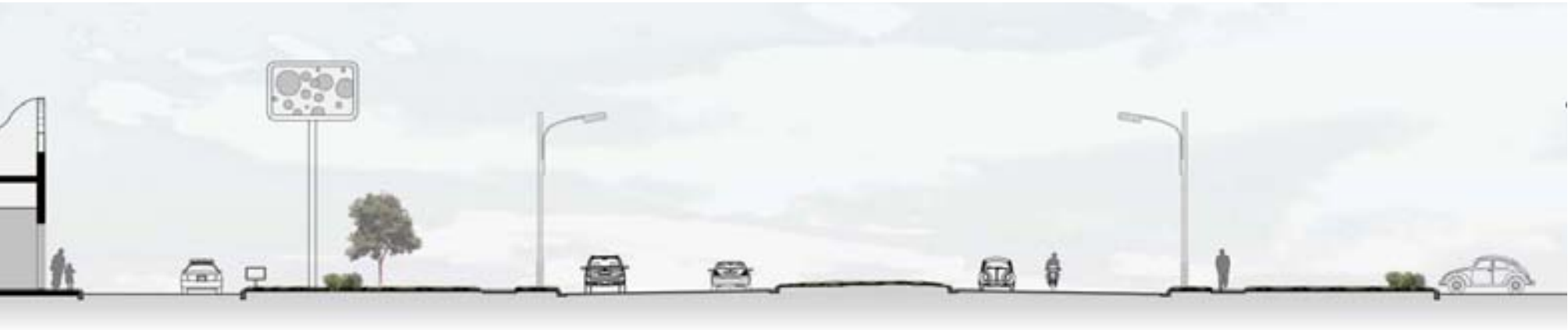
Objective 3.2.1: Major roadway projects impacting residential areas should employ natural visual and noise buffers.

Major roadways can be cloaked in dense and lush landscaping to mitigate their visual impacts on neighborhoods. It is often the contrast of the stark and barren condition of new roadway facilities to the existing fabric with mature landscape that deteriorates the neighborhood character and quality. Throughout Arlington, there are examples of mature tree canopy that can be preserved and extended to more commercial roadways which are incompatible with the adjacent neighborhoods. In addition, there are several corridors that can be improved to become scenic pedestrian and bicycle greenway routes, including Monument Road, Wonderwood Drive, Mount Pleasant Road, McCormick Road, and Fort Caroline Road. Mandarin Road is a good example of a protected scenic roadway in the City. Its mature landscape and tree canopy buffers the main roadway from the residential homes and unifies the character of the neighborhood.

There are other commercial corridors that have incrementally hurt neighborhood character over long periods of time. Atlantic Boulevard and Beach Boulevard were important roads in the District’s development. But both facilities suffer from a poor level of service and are gradually becoming functionally obsolete in terms of moving regional traffic. Their transition to become local and accommodating slower moving traffic has not translated well to the adjacent residential communities. The quality of the building stock and uses is deteriorated and has hurt the adjacent residential neighborhoods. Simply improving the quality of the landscape and planting more trees and increasing tree canopy will tremendously improve the visual quality of the streets and elevate the character of the residential neighborhoods.



Photo: Beach Boulevard

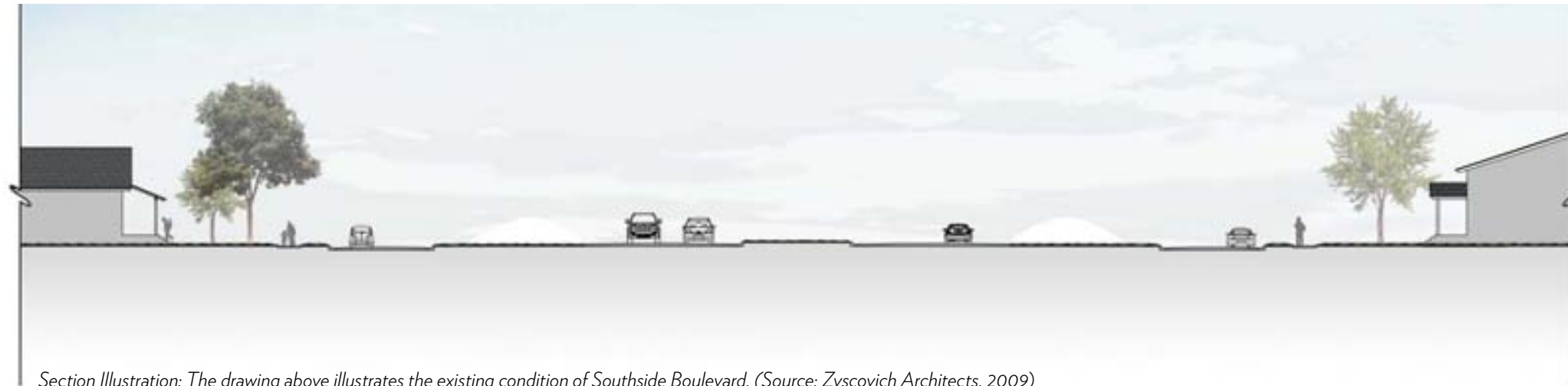


Section Illustration: The drawing above illustrates the existing condition of Beach Boulevard. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates potential improvements along Beach Boulevard. (Source: Zyscovich Architects, 2009)

Illustrations: The images above illustrate how to enhance walkability and improve streetscape conditions for pedestrians and cyclists. Improvements include wider sidewalks, bike lanes, transit stops, pedestrian oriented lighting, landscaping and future redevelopment which fronts the street edge. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates the existing condition of Southside Boulevard. (Source: Zyscovich Architects, 2009)



Section Illustration: The drawing above illustrates potential improvements to Southside Boulevard employing natural buffers. (Source: Zyscovich Architects, 2009)

Some of the larger facilities and planned roadway projects have noise as well as visual impacts to neighborhoods. Arlington Expressway, State Road 9A, and the Southside Connector are examples. Noise is assumed to be loud, annoying, or unwanted sound that lowers the quality of life and can even have negative impacts to health. Highway traffic noise is measured as an adjustment, or weighting, of the high- and low-pitched sounds to approximate the way that an average person hears sounds. The adjusted sounds are called “A-weighted levels” (dBA). Noise with dBA of 70 or higher can be considered moderately to uncomfortably loud. The Federal Highway Administration’s standard for acceptable noise levels is 50 dBA for interior residential uses and 65 dBA for exterior residential uses.

The level of highway traffic noise depends on three things: (1) the volume of the traffic, (2) the speed of the traffic, and (3) the number of trucks in the flow. Traffic noise is not usually a serious problem for people who live more than 500 feet from heavily traveled freeways or more than 100 to 200 feet from lightly traveled roads. The key variables that affect noise are distance and topography. When new roadways are built, they should have adequate distance from existing neighborhoods to minimize noise impacts. However, existing roadways and neighborhoods that cannot change distance and create greater setbacks have the opportunity to introduce topography and physical barriers to absorb, block, and deflect noise. Berms, walls, and landscaping can all help to reduce noise. Noise barriers must be sufficiently high and long to block the view of a road. For example, a house overlooking a highway, cannot benefit from a noise wall situated below the height of the home. Similarly openings in noise walls destroy a barrier’s effectiveness. In many instances, these barriers can be designed as a neighborhood amenity to serve recreational needs; provide opportunity for public art and visual improvement; and serve as bicycle and pedestrian greenways.

The Federal Highway Administration sets national standards for noise levels and abatement techniques as do each state. Local municipalities use land use controls to create an additional layer of standards. The Federal Highway Administration suggests a three-part approach to traffic noise control which includes source control, reduction measures in highway construction, and noise compatible land use planning. Jacksonville can use their land use controls to set standards for building and roadway siting, as well as noise levels and buffers to reduce the negative impacts of roadway noise on existing neighborhoods.

Objective 3.2.2: Institute traffic control and calming measures to protect neighborhood character.

Roadway design poses other challenges for preserving neighborhood character including cut through traffic and speeding. Cut through traffic brings unnecessary car traffic through otherwise quiet neighborhoods by motorists seeking alternate routes with less congestion. Speeding cannot necessarily be attributed to cut through traffic, but speeding is a safety concern which affects quality of life and neighborhood character. Instituting traffic control and traffic calming measures can ensure that neighborhood integrity is not compromised. Making neighborhoods more connected is often perceived to result in higher speed cut-through movements. However, these issues can be resolved through proper design enforced by standards. Standards should include criteria for traffic calming and a variety of solutions to meet specific neighborhood needs. A list of desired characteristics for each street type might include:

- Elements such as street trees and on-street parking that visually narrow the street, provide shade and, when placed between the curb and sidewalk, buffer pedestrians from moving traffic
- Traffic calming devices such as roundabouts, small medians, chicanes, corner bulb-outs, speed humps and tables
- Ample sidewalk widths that place enough distance between the moving lane of traffic and pedestrians
- Narrow vehicular lanes that create narrower streets which are easier to cross
- Well designed and marked pedestrian crosswalks

One example of a roadway that could greatly benefit from traffic calming is the segment of University Boulevard between the Arlington Expressway and Atlantic Boulevard. Many motorists use this segment of roadway, which passes through a residential area, to avoid congestion on Cesery Boulevard. Implementing traffic calming measures will not only improve the walkability and character of the neighborhood, but will also discourage cut-through traffic, especially high-speed traffic.

Action Items for Sub-Principle 3.2:

1. Employ natural visual and noise buffers to protect residential areas from major roadway projects.
2. Institute traffic control and calming measures to protect neighborhood character, reduce cut through and high speed traffic.

“Institute traffic control and calming measures to protect neighborhood character.” — Steering Committee



Photos above: Intersection design incorporates bulb-outs



Photos above: Examples of chicanes



Photos above: Examples of small medians

“We must think about making communities that can sustain themselves when unlimited driving is no longer an option.”

—Smart Growth Leadership Institute President and former Maryland Governor Parris N. Glendening

3.3 Improve transit and transportation systems.

Integrated transportation systems link a variety of transit modes to meet the needs of local, commuter, and regional travelers for improved management of the existing roadway system. They form a reliable and thorough web of transportation that connects residents to activity nodes—the workplace, shopping and recreation, etc. This includes a network of walkable streets, pedestrian paths, and bicycle paths, as well as connected local and regional streets. This sub-principle describes opportunities to improve existing transit and transportation systems by improving existing intersection design where possible, providing viable bicycle paths, improving existing transit and transit facilities, reducing traffic and congestion by implementing alternative routes, and maintaining adopted level of service. These improvements will also elevate connectivity, walkability, and mobility described in the overall principle, while advancing neighborhood character.



Photo: High Speed Waterborne Transit



Photo: Light Rail



Photo: Walkability

Objective 3.3.1: Promote alternative intersection designs in locations where safety or capacity would be enhanced. Designs may include roundabouts. The Federal Highway Administration’s 2000 Roundabouts Informational Guide evaluates the additional safety and benefits of the modern roundabout over traditional intersections. Modern roundabouts allow traffic to flow in a one-way counterclockwise motion around a center island with yield control for entering vehicles to ensure travel speeds of less than 30mph and channelized approaches. The result is a safer intersection with slower operating speeds, fewer conflict points, elimination of left turns, fewer stops and delays, and yield-upon-entry operation. When measuring 11 U.S. intersections converted to either single-lane or double-lane roundabouts, there was an average overall crash reduction of 37% and injury crash reductions of 51%. Also, given sufficient space, roundabouts can be designed to accommodate high traffic volumes and increased capacity.

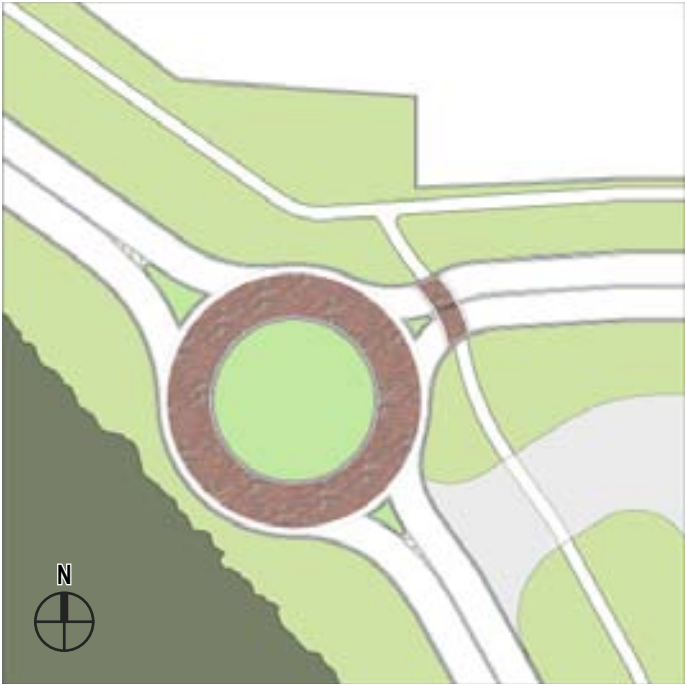
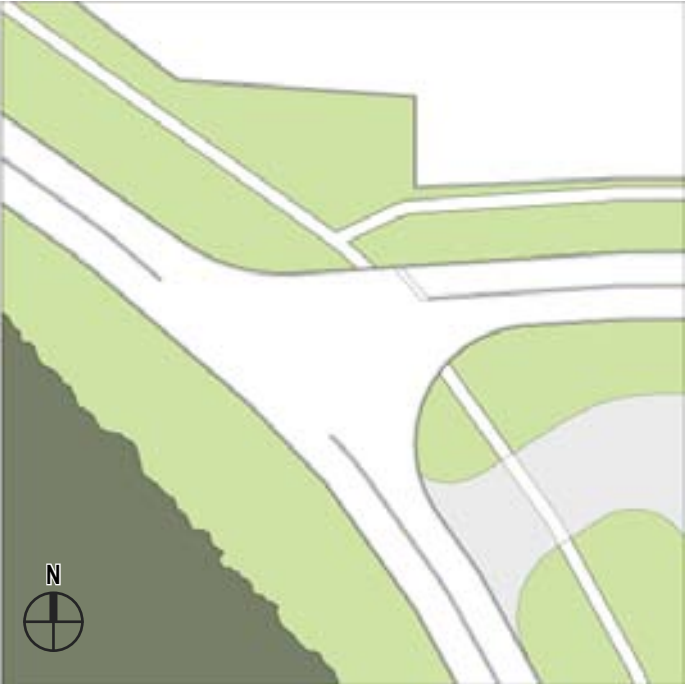
Roundabouts should not be confused with old-style circular rotaries or neighborhood traffic circles that handle traffic differently. Rotaries typically have travel speeds greater than 30mph, have diameters greater than 300 feet, and do not effectively deflect the paths of through traffic. Circulating traffic must often yield to entering traffic.

There are several potential applications of roundabouts in the District to improve safety and capacity for traffic. The image to the right illustrates a potential roundabout at University Boulevard and Edenfield Road. Smaller neighborhood roundabouts can provide traffic calming and also provide an opportunity for improving neighborhood character and identity.

There are also opportunities to improve intersection design for pedestrians by introducing crosswalks and raised medians or pedestrian refuges at the midpoint of the travel lane to provide a safe stopping point for pedestrians. This is particularly applicable for very wide intersections that cannot be crossed during one signal cycle. As an alternative, the City can evaluate coordinating signal timing with pedestrian cross times and narrowing vehicular travel lanes.



Photos: Roundabouts can accentuate points of interest.



Diagrams: Roundabouts should be considered at University Boulevard and Edenfield Road; Fort Caroline Road and Hartsfield Road; Arlington Road and Rogero Road; and Lonestar Road and Treadnik Parkway.



Photo: Example of a small neighborhood roundabout utilized as a community garden



Photos: Examples of bicycle facilities

BIKE ROUTE IMPROVEMENTS



- LEGEND:**
- Parks
 - East Coast Greenway
 - Streetscape Improvements
 - Greenways/Multi-use Paths/Off-Road Bike Routes

Diagram: The diagram above illustrates major routes expanded bike facilities. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Objective 3.3.2: Improve and expand bicycle facilities and safety.

Connectivity also depends on safe and convenient bicycle and pedestrian facilities. While some roadways are absent of any pedestrian or bicycle amenities, others have amenities that are poorly or minimally executed. There is a strong interest from the community to expand and improve bicycle facilities and to connect to local facilities and regional trails. There is also an opportunity to link these trails to parks, natural features, schools and shopping streets. Linking regional trails to new pedestrian and bicycle facilities will enhance the District's overall connectivity.

There are a variety of strategies that the City could implement to create a more comprehensive bicycle network. In addition to new greenway opportunities identified in Objective 3.2.1, on-road bicycle lanes should be an integral component in the design of new roadways and improvements to existing roadways without sufficient right of way to accommodate greenways. On-road facilities provide the safest form of travel for experienced cyclists because bicycle lanes allow separation from traffic lanes and are in clear view of traffic. When cyclists are forced to ride on sidewalks, their travel is interrupted by numerous intersections and driveways which present conflicts with vehicular traffic, pedestrian traffic, and cause safety concerns. In contrast, bicycle lanes provide benefits for the cyclist, the pedestrian, and the motorist because they increase distances between the travel lane and the sidewalk including:

- Increased border width between traffic and fixed objects on the side of the road
- Increased turning radius into and out of intersections and driveways, particularly for larger vehicles such as trucks and transit buses
- Improved sight distances at driveways and intersections
- Buffers to sidewalks and pedestrians
- Improvements in stormwater drainage by allowing it to discharge further from vehicular lanes
- More width to accommodate driver error
- Reduced passing conflicts

During the design charrettes, participants identified several opportunities for new on-street bicycle paths including Mayport Road, Dutton Island Road to Dutton Island Preserve, and a bike stop at Helen Cooper Floyd Park with restrooms. The diagram to the left illustrates routes that should be evaluated for new or improved facilities.

Objective 3.3.3: Improve transit: systems, access and facilities.

The purpose of transit is to provide people with an alternative means of traveling to enhance overall mobility. Current transit in the District is limited to the JTA bus system. While the bus system is a viable option for many users, it has limitations, with the greatest of them being that it operates on the same congested roadways as automobiles. This causes delays and difficulties in the predictability of the system and deters its use by many potential transit riders. Dedicated bus lanes would enhance mobility and make bus travel a more viable transit option.

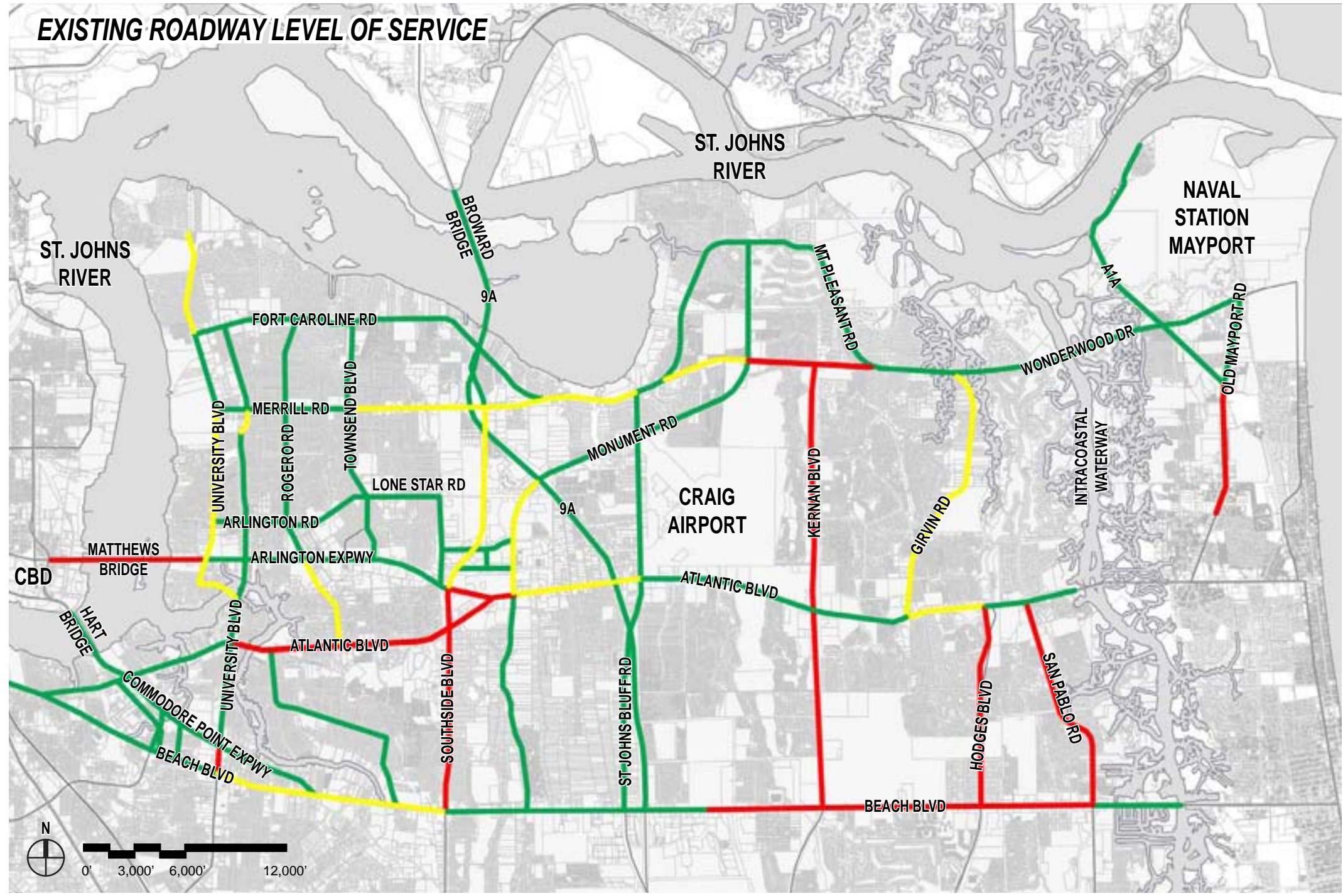
There are also opportunities to improve access to bus service by creating more localized routes especially into neighborhoods that are transit dependent and do not have adequate service. JTA has access to travel data including commuter needs and should consider updating their routes to reflect the most current and immediate needs of commuters. In addition to having a comprehensive network of routes, successful transit exhibits frequent headways, clean and attractive vehicles, accessible transit stops that are conveniently located, and safe and pleasant facilities. This includes vehicles, bus shelters, stations, and signage.

Improving access, facilities, and the overall transit system will attract a broader range of transit users and serve a greater population to improve mobility for the District. In transportation planning, riders are classified as 'transit dependent' and 'riders by choice'. Transit dependent riders do not have an alternate means of transportation because they either do not have a car or cannot drive. The movement to increase transit is based on the assumption that transit dependent rider's needs are being served at a basic level but could be improved. But it seeks to attract new riders who wish to choose transit over driving a car. Persuading these individuals that transit is a better alternative to driving depends on providing service that is faster, more convenient, more pleasant, and less expensive than driving. A successful transit system can attract riders of choice and reduce their dependency on cars and frequency of driving.



*Illustration: The drawing above illustrates potential bus stop improvements.
(Source: Zyscovich Architects, 2009)*

Photo: An existing bus stop in the District



LEGEND:

- Level of Service A, B or C (Good)
- Level of Service D or E (Critical)
- Level of Service F (Deficient)

Diagram: The diagram above illustrates the existing level of service of major roadways in the District. (Source: JPDD 11/01/10; Zyscovich Architects, 2010)

Objective 3.3.4: Reduce congestion on area roadways and implement alternative roadway routes and designs.

Roadway congestion occurs when traffic demand approaches or exceeds available system capacity. But congestion and traffic demand is variable depending on the time of day, season, weather, construction, accidents, and other non-recurring events. Between 1980 and 1999, highway route miles increased 1.5 percent and vehicle miles of travel increased 76 percent. A study by the Texas Transportation Institute measured the congestion cost in the 85 largest metropolitan areas for 2003. The study discovered 3.7 billion vehicle-hours of delay resulting in 2.3 billion gallons in wasted fuel and a congestion cost of \$63 billion (Source: 2005 Urban Mobility Report, TTI).

To begin to address techniques for congestion reduction, it is first important to understand that the primary sources of congestion are cars and vehicle miles traveled. Vehicle Miles Traveled (VMT) have steadily increased because of three main factors: 1. Increases in car ownership, 2. Increases in the number and distance of car trips and 3. Increases in road capacity which begets additional travel. While demographics account for about one third of increases in VMT, land use decisions account for the majority: increases in average trip distance, number of trips made and induced travel. Density, access to transit, pedestrian amenities, allocation of jobs and of housing and mix of uses has a profound influence on land use patterns and VMT.

The Federal Highway Administration describes several tools for reducing congestion and vehicle miles traveled:

- Tolls for road use based on vehicle demand for the facility. Electronic payment eliminates delays associated with manual toll collection facilities.
- Public Private Partnerships allow for greater private sector participation in the delivery of transportation projects.
- Real-Time Traveler Information provides “decision-quality” information to enable motorists to choose the most efficient mode and route to their final destination. Electronic signs and telephone information services are the best way to deliver this information.
- Traffic Incident Management is a combination of public safety functions and traffic management functions which requires cooperation between various public agencies to reduce congestion by clearing traffic crashes and removing stalled vehicles. FHWA is championing laws, policies and practices that speed up the clearance of major and minor incidents that create congestion.
- Work Zone Mobility and Highways for LIFE Rule advocates stronger consideration and management of work zone safety and mobility impacts to reduce congestion during construction projects.
- Traffic Signal Timing enables signals to adjust and respond to the current traffic patterns.

One of the side effects of congestion and increasing VMT is green house gas emissions. Governor Crist commissioned an Action Team to develop the Florida Energy and Climate Change Action Plan (Center for Climate Strategies 2008) to evaluate causes of greenhouse gas emissions and suggest policies to reduce these emissions. They found that

greenhouse gases emitted from transportation related uses accounts for 41% of the state’s net growth in gross greenhouse gases. On-road gasoline vehicles are responsible for about 63% of total transportation gross greenhouse gas emissions by fuel. The Action Plan suggests a number of policies to reduce greenhouse gas emissions through a reduction in VMT including:

- Include mobility Fee Structures which provide an alternative to Transportation Concurrency. Concurrency in Florida has had the unintended consequence of encouraging development in suburban areas rather than existing urban centers because the barriers to meeting concurrency requirements within these urban centers is so high. In contrast, in the state of Florida, development on suburban land encounters few if any barriers to meeting concurrency requirements because the transportation capacity is almost always sufficient. However, development outside of urban centers results in longer trips (both commuting and non-commuting) which yield more VMT. The mobility fee structure which imposes additional fees for developments with increased Vehicle Miles Traveled could encourage development in closer proximity to urban centers and in more compact developments.
- Include criteria for impacts on VMT and climate change for evaluating long range transportation plans and five-year transportation work programs. This would prioritize transit and transportation projects which provide transportation choice to enhance mobility and reduce VMT.

- Include measurable goals for the City to reduce VMT by 2020. The Energy and Climate Change Action Plan recommends a 10% reduction in urban service areas and other priority areas.

The Department of Community Affairs recommends local governments plan for alternative modes of travel, more compact mixed-use development, greater jobs-housing balance, and higher densities in appropriate places to reduce VMT and, as a consequence, enhance the quality of life. These strategies are further supported by House Bill 697 established new local planning requirements for energy efficient land use patterns, transportation strategies to address greenhouse gas reductions, energy conservation, and energy efficient housing.

Objective 3.3.5: The adopted Level of Service (LOS) on State Road 9A from the Broward (Dames Point) Bridge to Beach Boulevard shall be maintained.

Level of Service (LOS) is a measure of the quality of service that a roadway facility provides. It is used by transportation agencies to quantify the performance of a facility and to identify needed improvements. Typically, LOS is stratified into six letter grade levels with “A” describing the highest quality and “F” describing the lowest quality. The LOS (July 2009) illustrated in the diagram to the left shows that several of the major connecting arteries of the District are operating at an “F” LOS, with others operating in the “D” to “E” range.

LOS standards are established in the City’s Comprehensive Plan in the Transportation Element for each roadway facility. In addition, the City conducts bi-annual traffic

counts to assess the actual LOS in January and July. The LOS on State Road 9A from the Broward Bridge should meet the established LOS in the Comprehensive Plan. This can be accomplished in part by using enhanced roadway management. Specific strategies include:

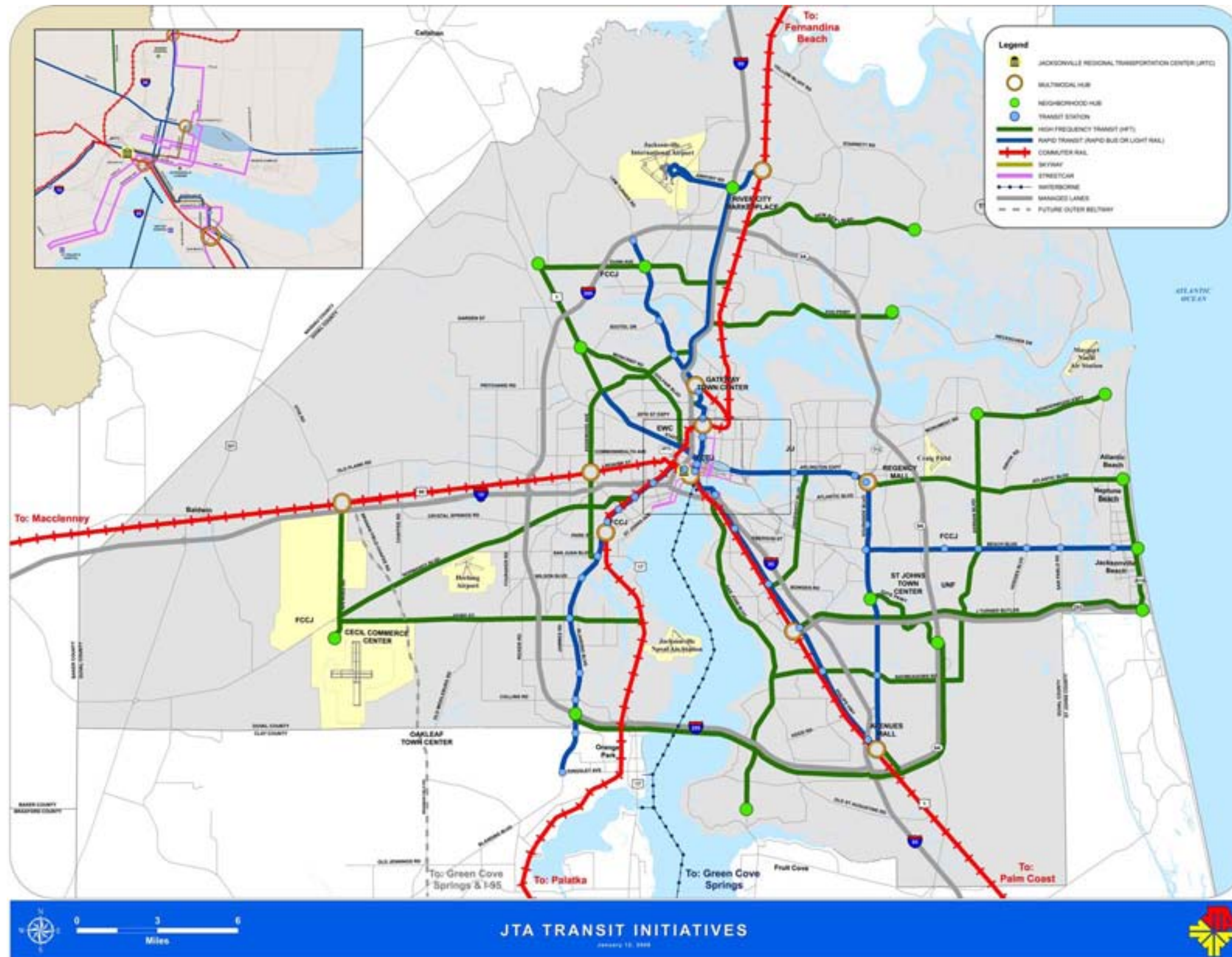
- Intelligent Transportation Systems such as the electronic informational signs that FDOT has employed on I-95 within the District;
- Designated High Occupancy Vehicle (HOV) Lanes which encourage carpooling and reduce the number of single occupancy vehicles on the roadway.
- “Express Lanes” that utilize a variable-priced toll for designated lanes that adjusts to congestion levels. Typically, this system offers a toll-free option for registered carpools, motorcycles and registered hybrid vehicles encouraging more environmentally conscious options.

Action Items for Sub-Principle 3.3:

1. Evaluate alternative intersection designs in locations where safety or capacity would be enhanced.
2. Create and implement a comprehensive bicycle facility master plan.
3. Work with JTA to improve the transit system and associated access and facilities.
4. Implement measures to reduce congestion on area roadways, including alternative routes, designs and management systems.
5. Adopt policies to reduce VMT.
6. Implement measures to maintain the adopted level of service on State Road 9A from the Broward (Dames Point) Bridge to Beach Boulevard.

“From 1977 to 2001, the number of miles driven every year by Americans rose by 151%—about five times faster than the growth in population.”

—Joe White, *The Wall Street Journal Online*, according to data compiled for a 2006 report to the U.S. Department of Transportation



Map: JTA Transit Initiatives (Source: JTA, 2008)

3.4 Provide new transit options/ Provide regional transit and connectivity.

Many suggestions for transit improvements came out of the community charettes, including trolley service, rapid transit and a water taxi. This Vision recommends that the future study and expansion of transit systems include a multitude of routes to create a highly connected network of transit that is characteristic of any successful and effective community. As illustrated on the following page a new system should implement and expand routes to link local activity nodes. The proposed system links key intersections to support transit-oriented development (TOD). It also links major activity centers with neighboring counties and the region. These expanded routes and hubs promote use and support future TODs.

In addition to expanding the system, which includes light rail and streetcar, design each mode of transit for consistency with the existing neighborhood character so that it enhances the quality of life that currently exists; minimize visual impacts, for example. In addition, the height and scale of structures should match that of adjacent existing structures and hide or camouflage overhead wires and transit apparatus. Similarly, minimize noise from transit. These standards eliminate negative affects, protect neighborhood character and provide attractive facilities while advancing mobility options.

This plan supports the Jacksonville Transportation Authority (JTA) as they evaluate new transit options. They have proposed a series of new transit routes that provide both regional and local connections as illustrated in the diagram to the left.

One of the primary goals of the JTA is to develop a multimodal Regional Transportation System (RTS) that integrates various mobility options to handle the region's current and future transportation demands. The JTA is currently conducting a number of studies to increase transit options throughout the City. These include a Bus Rapid Transit (BRT) system, commuter rail, light rail or streetcar, High Frequency Transit (HFT) and transit oriented development hubs at select stations. If implemented, these transportation systems will significantly increase mobility and transit choice for the City, while reducing Vehicle Miles Travelled (VMT).

Current JTA proposals include BRT and HFT within the district. High Frequency Transit will likely utilize the existing bus system or implement smaller community shuttles with enhanced service serving both a fixed route and a more personalized demand-response feature.

“Improve the transit systems. Shuttles need to get people to the parks and shopping.”
 — Charrette Participant

Similarly, visual impacts of transit and transit shelters and stations should be minimized. In addition, the height and scale of structures should match that of adjacent existing structures and overhead wires and transit apparatus should be camouflaged or hidden from view. These standards will protect neighborhood character and provide attractive facilities while advancing mobility and alternative mobility options.

Action Items for Sub-Principle 3.4:

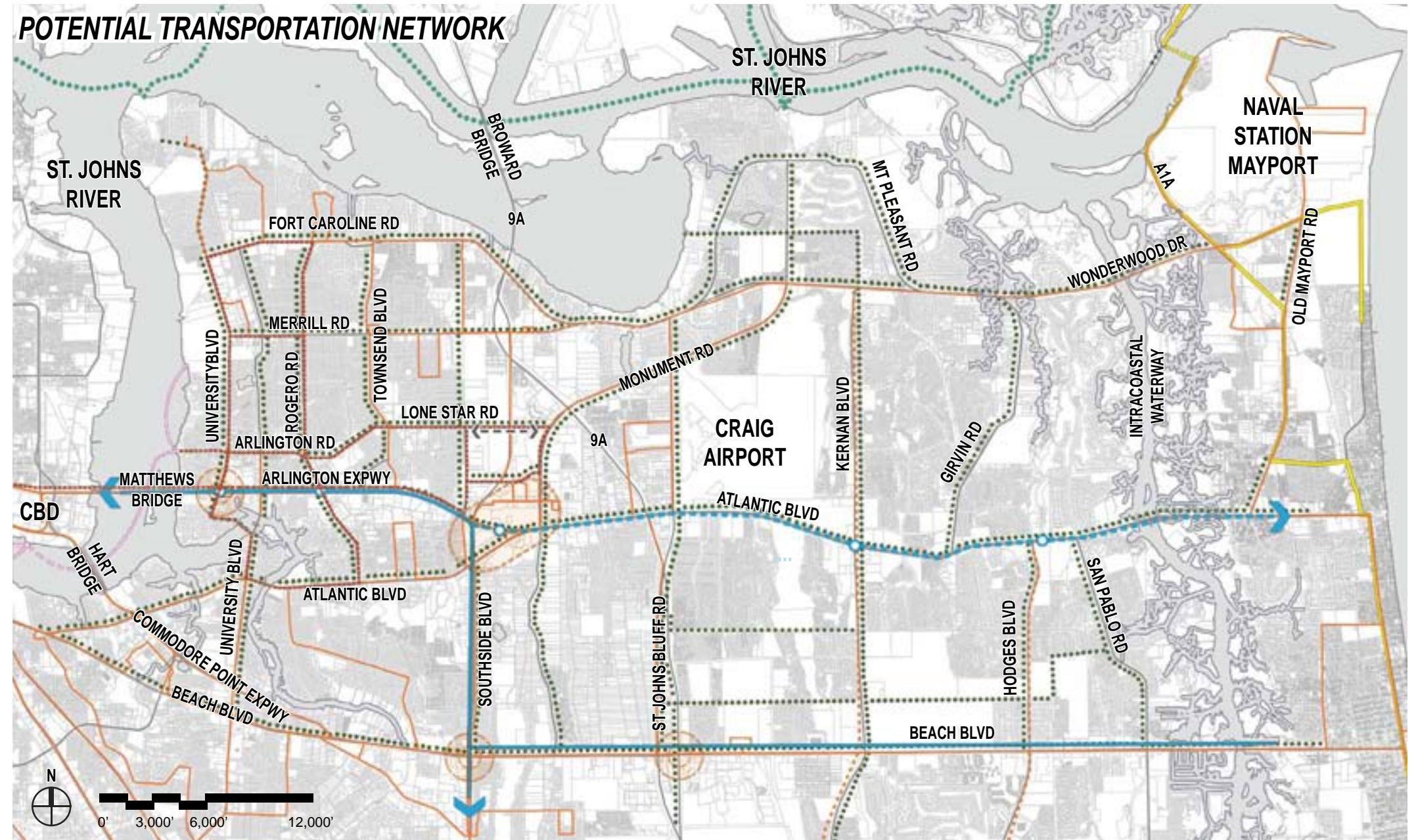
1. Study the potential for Bus Rapid Transit and low impact localized shuttles.
2. Study the potential for a water transit system.
3. Evaluate opportunities to link various transit modes at major activity nodes.



Photo: St. Johns River Ferry



Photo: Example of a neighborhood trolley



LEGEND:

Preliminary BRT/Light Rail Alignment	Potential JTA Bus Route	Potential Transit Stations/TOD
Potential BRT/Light Rail Future Expansion	Potential Greenway/Bike Route	Potential Water Taxi Expansion
Existing JTA Bus Routes	Potential Trolley/Neighborhood	East Coast Greenway
	Ferry	New Roadway Connection

Diagram: The Diagram above illustrates proposed JTA systems and additional components such as neighborhood trolleys and greenways to create a comprehensive transportation system in the District. (Source: Zyscovich Architects, JTA BRT 2025 System Map, 2009, JTA Bus System Map, 2009)

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9 Guiding Principle Four

4.0 ECONOMIC GROWTH

Provide economic growth which advances neighborhood character.

A strong and viable economic base is the underpinning for any successful and healthy place. Economic sustainability refers to the ability of a place to financially support itself. It is part of a larger perspective of sustainable development which considers land use and transportation patterns and their ability to support economic development. Jacksonville is the economic driver for the Northeast Florida Region. The City's road and railway infrastructure, military presence, colleges and universities, and quality of life have led to the City securing a diversified economic base. This diversity, led by the logistics, medical, financial and insurance industries, provides an economic resiliency difficult for many cities to achieve.

During the vision charrettes, participants provided guidance for economic development and growth including:

- Capitalizing on existing economic assets such as area universities, the Naval Station, and the Mayport fishing industry
- Developing an ecotourism industry, including capitalizing on numerous rowing clubs and centers from Jacksonville University down to and south of the Matthews Bridge, and an expanding spin-off industry to recreation and educational community
- Expanding the medical industry
- Enhancing existing and providing additional attractions and entertainment venues

These directly correspond to the main economic related issues confronting the District including lack of diversity in development uses and types, outdated commercial centers, and lack of medical facilities. These concerns are supported by the findings that the two major land use categories in Arlington are residential and public building facilities, making up almost 70% of the total area of the District. The Mayport Naval Station and Craig Airport are strong components of the economic foundation of the District. The Naval Station is one of the City's largest employers and Craig Airport helps support a growing aviation and aerospace industry. This principle suggests techniques for balancing the economic needs of these facilities with the existing community character and introducing more community oriented economic generators related to education, research, ecotourism, and culture.

The concept of economic growth is fundamentally linked to all of the Guiding Principles and objectives of this Vision Plan. Community redevelopment and revitalization, development diversity and density, transportation mobility, and quality open space are inextricably linked to the concept of economic growth. Take the specific example of redevelopment. The peak growth of the District can largely be tied to the completion of the Matthews Bridge and the Arlington Expressway and shortly thereafter, Regency Square Mall. However, in recent years, the mall has been in a state of decline and is losing its economic impact to newer commercial centers in other areas of the City. Redevelopment of the mall, as well as other outdated centers, should have a positive economic impact on the District. Therefore, redevelopment and infill has an inherent economic value. Making more efficient use of land resources will protect the ability for the District to accommodate future growth and economic development. As another example, improving transportation mobility is fundamental to economic growth, especially in a city where the movement of goods is such a strong economic driver. Therefore, while this principle focuses on the major industries and economic drivers of the District, the Vision Plan as a whole is supportive of economic growth.

“If communities fail to plan effectively for new growth and development, they will be unprepared to take advantage of the new economic development opportunities as they become available.”

—Wisconsin Realtors Association President William Malkasian



Aerial photo of the St. Johns River, Naval Station Mayport and Mayport Village

The publication *Jacksonville Design Guidelines and Best Practices Handbook* provides the following with respect to the development of non-residential uses:

Commercial site designs shall be conceived, first and foremost, to provide services to the residents of the community while, at the same time, blending into the overall fabric of the Cityscape without visually competing with contextual surroundings.

Commercial Site Design shall reinforce planning and design objectives for the surrounding community and neighborhood.

The design of new and retrofitted commercial buildings shall take into account the immediate off-site surrounding structures, and provide mass, height and building elevations, so as to create substantially compatible scale with adjacent structures.

While this Vision Plan is focused primarily on physical improvements which will improve the quality of life of the District, there remains a need for a full economic opportunities analysis and the creation a comprehensive economic development plan. Economic development refers to increases in the standard of living of an area's population associated with sustained growth. A sound economic development plan will take advantage of the existing resources and economic drivers in the District while identifying new opportunities. Generally, an economic development plan should be grounded in the creation of new jobs, generating tax revenue and educating and retaining a skillful workforce. The major objectives of the economic plan should be carefully developed and tailored to the needs of the District, but may include:

- Create and implement policies that enhance the District's position regionally
- Enhance the identity that positions the District as a business friendly community with a high quality of life
- Identify market opportunities and incentives to retain, attract and expand commerce and investment in the District
- Create employment opportunities suited to the local labor group
- Expand and diversify the tax base
- Support small business development, expansion and retention
- Attract new investment that meets social, environmental and economic objectives
- Develop a mixed-use community by facilitating the expansion of residential, retail, cultural and entertainment opportunities

4.1 Neighborhood advancement should guide non-residential use and design.

Objective: Ensure that non-residential uses are compatible with and do not degrade the neighborhood environment.

While economic development is important to the District's overall health, the resulting business and industries must be compatible and supportive of the existing residential neighborhoods. Therefore, economic advancement should not adversely impact neighborhoods and degrade the quality of life. The Steering Committee expressed concern that Greater Arlington/Beaches neighborhoods have already been confronted with potential expansion of existing developments. The Craig Airport runway expansion, described in Principle Two, would expand the airport's capacity and increase the volume of traffic, but the economic benefits are outweighed by the negative impact to the immediate surrounding residential communities. Likewise, JAXPORT's recent proposal to locate a cruise ship terminal at Mayport is argued to have economic benefit, but it would threaten the quaint fishing village's scale, character, and sense of place.

To protect the District from incompatible non-residential development, the City should rely on design regulations and standards which require transitions among different uses and intensities. While large scale economic development should be carefully reviewed, small scale projects should also be evaluated for compatibility in terms of scale and massing, as well as noise, car traffic, foot traffic, and traffic intrusion. The City should create an economic development plan which identifies industries and locations for new generators. The plan should include guidelines for neighborhood compatibility.

Action Item for Sub-Principle 4.1:

Create a comprehensive economic development plan that includes provisions for the protection of neighborhoods.

Capitalize on unique District assets

4.2 Expand economic opportunities through the use of ecotourism, educational programs and unique District assets.

Economic opportunities in the context of this Vision Plan refer to new industry and growth in the employment sector. Employment does not just include traditional office jobs, it can include educational pursuits, research and development, health and medicine, tourism, art and culture, and science. This Sub-principle describes preliminary recommendations for economic growth based on the existing District assets, educational opportunity, and ecotourism. It is a cursory description of these opportunities which warrant a formal economic evaluation.

Objective 4.2.1: Utilize unique District assets to advance economic growth which is compatible with the character of the neighborhood.

Greater Arlington/Beaches has several scenic, cultural, and historic assets which are unique to the District and can potentially be developed for economic opportunities. Fort Caroline and the Timucuan Preserve, Mayport, Hanna Park, Ed Austin Park, the Arboretum, the extensive system of marshes on the eastern edge of the District, and the high bluffs are all assets which can be capitalized on for economic benefit. Other assets include the District's proximity to downtown, educational centers, and the adjacent hospitals including the Mayo Clinic. Symbiotic industry and investment like educational programs and facilities and supporting medical uses can utilize the District's unique assets for economic enhancement. A study should quantify these benefits and suggest specific industry opportunities based on District demographics.

Objective 4.2.2: Promote and develop ecotourism and supporting industries.

Ecotourism is responsible travel to natural areas that conserves the environment and improves the well-being of local people. It is about minimizing impact, increasing environmental and cultural awareness, and bringing direct financial benefits for conservation. Ecotourism is sustainable travel. The International Ecotourism Society defined and coined the term ecotourism in 1990 as a tool for conservation and sustainable development. Since the organization's creation, ecotourism has grown significantly as a viable industry. Globally, in 2006, travel and tourism consumption, investment, government spending and exports were expected to grow 4.6% and total \$6.5 trillion.

Ecotourism opportunities in Greater Arlington/Beaches can be centered on the existing natural resources described in Principle One, as well as those in neighboring districts. The Timucuan Preserve, Fort Caroline, and historic attractions like the Ribault monument all have a role to play in ecotourism. Water activity that centers on exploration and observation, hiking, bicycling, and camping could all be considered as viable ecotourism activities for these existing assets. In addition, Mayport could evolve as a village that supports these activities with local retail opportunities and bed and breakfast hotels. Linking these assets could further support and expand ecotourism opportunities in the District. The City should evaluate specific resources needed to promote these attractions for ecotourism and might consult the Ecotourism Society for specific recommendations and support. In addition, because of the District's geographical relationship with communities such as St. Augustine and Ponte Vedra, the City should seek to capture regional tourism by promoting sporting and recreation activities, amusement centers, cultural and historic attractions.

“Use historical landmarks for economic stimulus marketing.”

– *Charrette Participant*



Photos: Ecotourism assets in the District



Photo: Jones College



Photo: Jacksonville University



Photo: Tree Hill Park



Photo: Norman Studios

Objective 4.2.3 Promote and expand educational facilities and opportunities: elementary, secondary and post-secondary.

The City should evaluate the potential for adding more schools to the District. This includes schools for elementary, middle, and high school students, as well as undergraduate and graduate studies. Good educational facilities support neighborhood stability. The Duval County Public Schools (DCPS) oversees all public schools in Jacksonville and the District. There may be potential opportunities for supplemental educational programs in association with the public schools. However, DCPS has ultimate authority of the number, type, size and location of public schools. Therefore, although the Steering Committee has made public school expansion a priority, the City does not have the ability to make policy for public schools. The City may explore opportunities to work with existing private schools and institutions to expand facilities to benefit and promote economic development in the District and may commission a study to understand the potential opportunities.

Objective 4.2.4: Promote District workforce development through the expansion of research facilities and post secondary educational programs.

The City has several world class medical research facilities including Shands and the Mayo Clinic, and the University of North Florida. Also within the District is Jacksonville University, Florida State College of Jacksonville (including the Fire Academy of the South) and Jones College. There should be opportunities to develop supporting uses within the District to increase workforce education and employment opportunities. Supporting uses could include additional research facilities and post secondary educational programs . This merits further study from a professional economist.

Action Item for Sub-Principle 4.2:

Create a comprehensive economic development plan that capitalizes on: unique District assets; potential ecotourism and supporting industries; educational facilities and opportunities; and promotes workforce development.

4.3 Promote the arts and provide additional cultural venues.

While there are not any major cultural venues in Greater Arlington and the Beaches, the District houses the only known remaining silent film studio complex left standing. A Mayport Maritime Museum project is also in the works. Both have the potential to be more significant and visible cultural venues. The Jacksonville Silent Film Museum located at the former Norman Studios documents the silent film history of Jacksonville. Long term plans for the museum complex include a venue for independent filmmakers to screen their projects, industry-related workshops, and a summer camp designed to teach children about film career choices. Additionally, a new museum at Mayport could document the village's history and tell the story of fishing and working waterfronts.

Additionally, the Old Arlington Neighborhood Action Plan identifies opportunities for capitalizing on historic and cultural assets, including historic structures and cemeteries, access to the St. Johns River, Tree Hill Nature Center and the Jacksonville Arboretum and Gardens. Aside from these opportunities and expanding cultural opportunities within the existing scenic and natural assets at Fort Caroline and the Timucuan Preserve, the City should evaluate demand for additional cultural facilities.

Action Item for Sub-Principle 4.3:

Create a comprehensive economic development plan that promotes the arts and the development of additional cultural venues.

10 Guiding Principle Five

5.0 OPEN SPACE AND RECREATION

Enhance conservation areas, parks and recreational opportunities.

Open space has a dual purpose as places for people to recreate and enjoy and as preservation spaces for healthier natural ecosystems. According to the publication *Cooperating Across Boundaries* (U.S. Dept. of Agriculture 2006), “Open space is vital to our health, our economy, and our well-being. While we commonly place a dollar figure on the worth of goods from farms, ranches, and timberlands, only recently have we recognized that our natural open space is yielding ecosystem services worth trillions of dollars globally. Those ecosystem services range from purifying air and water to pollinating crops, helping stabilize climate, and cycling nutrients. To simplify the list, consider what people and wildlife alike need to survive: water, food, and shelter. Open space—natural areas plus working lands—is providing these basic needs every day.”

Open space is a broad term that encompasses parks, conservation lands, wetlands, and even agricultural and undeveloped land. Open space enhances quality of life for residents and is just as important for providing visual respite from the built environment as it is for recreation and conservation purposes. Open space and its components—trees, wetlands, and topography—shapes community character and image. Greater Arlington and the Beaches is blessed with extraordinary examples of open space, but there is a need for more. Many of the neighborhoods in the District are underserved by parks and there are few simple solutions to creating new parks with scarce available land and limited resources. However, there are opportunities to enhance existing open spaces, preserve undeveloped land for conservation and parks, and share underutilized recreation facilities at public schools. In addition, there are opportunities for improving the urban tree canopy and natural and scenic assets. Through creative solutions, the District can increase access to open spaces, build new recreation facilities, conserve land for preservation, and preserve and increase the tree canopy. This principle suggests how to balance land conservation, land protection, and recreation needs while maintaining and improving neighborhood character and quality of life.

“Concern for our environment and access to parks and open space is not frivolous or peripheral, rather, it is central to the welfare of people, body, mind and spirit.”

—Laurance Rockefeller, American Capitalist and Philanthropist
(Per—Laurance S. Rockefeller Preserve, Grand Teton National Park)

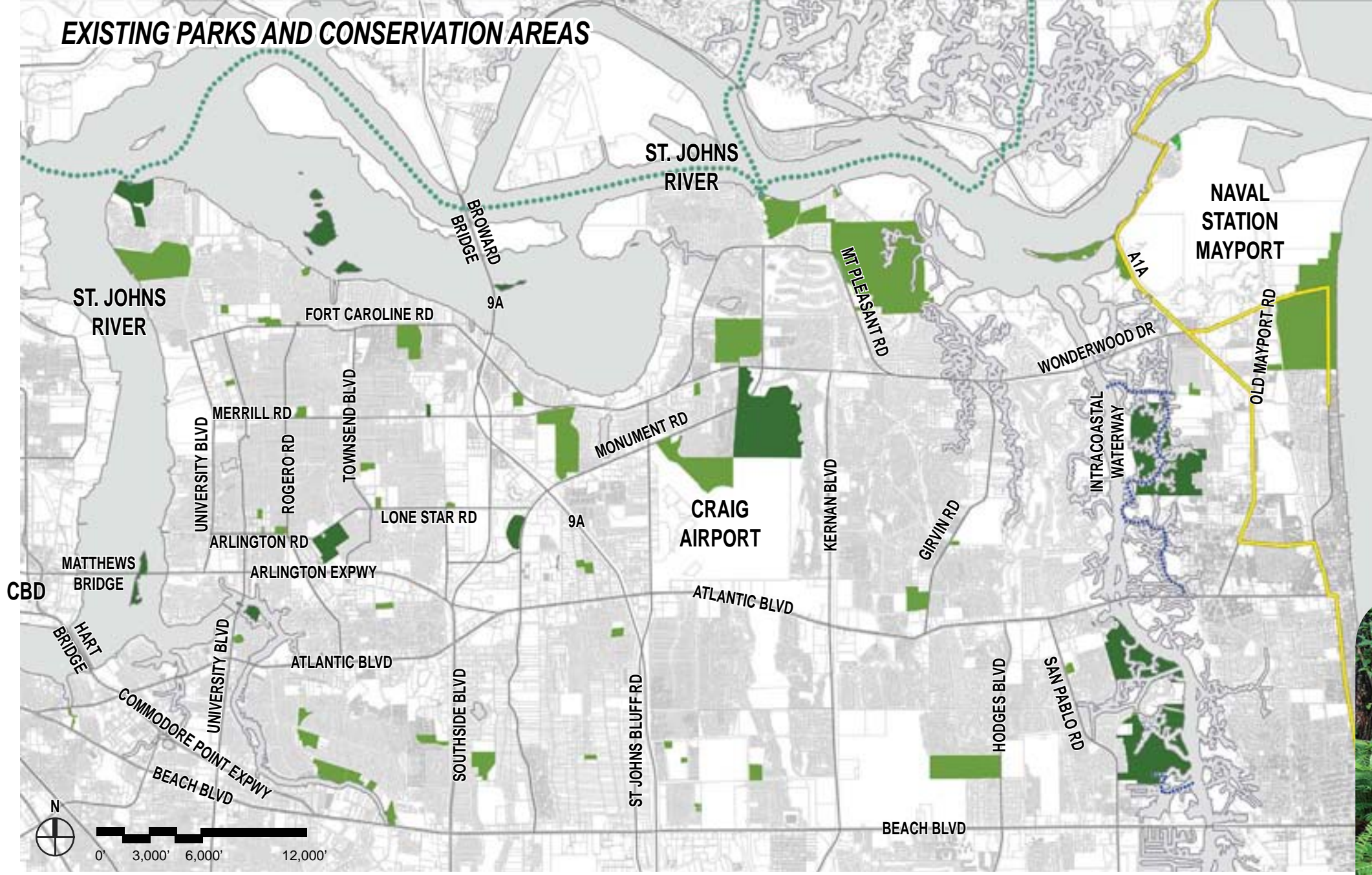


Photo: Arboretum and Gardens



Photo: Mill Cove Golf Course

“We need to retain natural resources for open space and parks.”
 – Charrette Participant



LEGEND:
 ■ Parks
 ■ Conservation
 — East Coast Greenway
 ···· Timucuan Trail Water Taxi/Blueways
 ···· Intracoastal Paddle Route

Diagram: The diagram above illustrates conservation and natural areas in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

5.1 Protect and enhance conservation and natural areas and provide public access.

Objective 5.1.1: Protect conservation and natural resources and provide public access.
 Greater Arlington/Beaches is home to some of Northeast Florida’s most unique natural resources and conservation areas. The Timucuan Preserve and Fort Caroline historic site provide visitors access to marshland, coastal dunes, maritime hammocks, prehistoric and historic sites, and unspoiled coastal wetlands. Other important sites include Reddie Point, Spanish Pond, Tree Hill Park, Castaway Island, Hanna Park, and the Arboretum. As an example, the Jacksonville Arboretum and Gardens is a passive park and educational laboratory run by a non-profit organization in conjunction with the City Recreation and Community Services Department. Its value as a research and conservation facility provides opportunity for studying native and cultivated plants and is an amenity to the local and regional community. In addition, the District has a vast network of waterways and tributaries of the St. Johns River and Atlantic Ocean, and a beautiful and extensive system of marshes that distinguish Greater Arlington/Beaches from the rest of the City. These assets should continue to be protected and maintained for the enjoyment of future generations.



Photo: Arboretum and Gardens

Protect and Enhance Natural Areas

Conservation lands are areas with valuable environmental resources, such as sensitive vegetation, high value wildlife habitat, wetlands, high aquifer recharge potential and unique coastal areas. Examples of conservation lands in the District include Reddie Point, Tree Hill Park, areas along the intracoastal waterway such as Castaway Island, and numerous islands in the St. Johns and Arlington Rivers. Generally these areas are protected through public or private nonprofit ownership, and management and development in these areas is limited to open space, resource and recreational uses. However, there are also opportunities to designate Special Management Areas (SMA) for lands in private ownership that have unique environmental characteristics. This may be applicable to some of the remaining agricultural lands in the District. SMA's may allow for development implemented through specific management plans that are equitable to the private land owner while protecting the public benefit. One example is cluster development or conservation ordinances that can preserve existing development entitlements while requiring that a percentage of land is permanently conserved. Another opportunity for an increase in the District's conservation area inventory are the wetlands east of Craig Airport, also known as the JAA Cedar Swamp Property. As described in Sub-Principle 2.4, the Steering Committee has recommended that these lands be reclassified to conservation.

Another way to address conservation and protection is through zoning and land use regulation and environmental regulations. Existing conservation lands should be protected from future development by maintaining their designation as parks and conservation. Creating an additional layer of protection with a conservation zoning designation would further discourage development on these sensitive lands. Similar regulations and policies should be considered for maintaining access to these properties. Policies in the Comprehensive Plan and the Recreation and Open Space and Future Land Use Elements can include additional language to maintain access to conservation lands.

Conservation and preservation also entails environmental protection. Sub-principle 5.3 describes specific aspects of the environment that are threatened and suggests potential techniques for mitigation.



Aerial Photo: Arboretum and Gardens



Aerial Photo: Reddie Point



Aerial Photo: Castaway Island

“Create scenic corridors with views to the water.”
— Charrette Participant



Photo: View from near Fort Caroline Road



Photo: View from Mayprot Road/A1A



Photo: View from Mayprot Road/A1A

Objective 5.1.2: Increase, maintain and enhance visual corridors and vistas to natural or scenic areas.

One way to preserve character and make places more special is by protecting views and creating new opportunities for viewsheds. The Steering Committee has prioritized protecting viewsheds to the natural and scenic assets described on the previous pages and as also addressed in Sub-principle 1.2. While the City has regulatory policies in place to support the creation of scenic corridors, no such designations exist in the District. This vision plan suggests the City evaluate corridors for scenic value based on a list of identified natural resources. Potential candidates include Fort Caroline Road, Mt. Pleasant Road, Wonderwood Drive and Mayport Road. The process might begin with a field study to record important view sheds, view corridors, and sites with high scenic and natural value. Once these points are mapped, the City can evaluate design standards for preferred cross sections to protect visibility cones with appropriate setbacks and scenic easements. Scenic easements are measured as setbacks from the right of way to prevent development from encroaching into view corridors. Preferred cross sections might include standards for bicycle lanes, landscape, travel lanes, hardscape, drainage, utilities, and multi-use paths. This combination of policy and standards can preserve corridor character and protect these important District assets.

Action Items for Sub-Principle 5.1:

1. Ensure that conservation and natural areas are appropriately protected through land use and zoning regulations.
2. Consider the use of SMAs to protect agricultural lands.
3. Designate the JAA Cedar Swamp as conservation land.

5.2 Enhance and maintain the tree canopy on public and private lands. Maintain and enhance the urban forest.

Urban forestry is the art, science, and technology of managing trees, forests, and natural systems in and around cities, suburbs, and towns for the health and well being of all people. Trees not only provide visual beauty, they contribute to healthy ecosystem by improving air quality, managing stormwater, and supporting wildlife. This benefit is often called “green infrastructure”. Green infrastructure describe naturally occurring elements of the ecosystem that contribute to its overall health. Many cities are beginning to understand the important functions that green infrastructure provides and are calculating its benefits in monetary and budgetary terms as “natural capital”. This natural capital of the City includes parks and protected natural areas, as well as tree canopy and pervious surfaces. As documented by the non-profit organization American Forests, investment in the natural capital of the City saves money managing air and water pollution, helps meet environmental regulations, and helps fulfill the city’s goals for environmental protection. In Atlanta, it is estimated that trees annually remove 19 million pounds of pollutants, performing a service worth an estimated \$47 million.

Trees and a healthy tree canopy help make places special and more distinct. They improve the character of existing transportation corridors, provide pedestrian and bicycle amenities, create more walkable neighborhoods by providing shade and aesthetic value, calm traffic by visually narrowing streets, advance broader environmental goals, and have been documented to increase property values. Trees are transformative for neighborhoods and streets and have a significant ability to create a strong and desirable identity. The overall environmental, social, and economic benefits make urban forestry a universally beneficial resource. Therefore, as part of the City’s green infrastructure, trees should be maintained and protected through strict policy.

Objective 5.2.1: Enhance and maintain the District tree canopy in new and existing neighborhoods.

The existing tree canopy in the District is perhaps one of its greatest assets and should be protected and enhanced. The Steering Committee identified specific areas where existing tree canopies are an asset and should be prioritized for protection such as the areas between University Boulevard and the St. Johns River and along corridors such as Lone Star Road and Fort Caroline Road. These areas can also serve as a model for new development, which is one of the greatest threats to trees. Construction damage to trees can result in sudden death or can surface years later as a weakened tree that finally succumbs to an insect or disease pest. Either outcome can result in hazardous situations, lost aesthetic value and monetary cost to remedy the situation. Proper tree protection measures can alleviate this.

What Can Trees Do?

- Reduce urban heat islands
- Reduce the city’s carbon footprint through carbon sequestration
- Reduce energy demand through shading and windbreaks
- Improve air quality through the removal of pollutants
- Improve stormwater run-off
- Increase wildlife habitat



Photos: Tree canopy can make a tremendous difference in the character of neighborhoods. It can also reduce energy costs through shading and wind breaks and has been shown to increase property values. The above photos illustrate two different neighborhoods in the District with distinctly different tree coverage and character.

“Stop removing trees for development. Develop tree reforestation programs.”

– Charrette Participant

Enhance and Maintain the Tree Canopy



Photos: Existing tree canopy (MetroJacksonville.com)



Aerial Photo: Tree Canopy in Monterey

The City’s current policies and objectives that support tree protection are in the Recreation and Open Space and Conservation/Coastal Management Elements. They include:

- Policy 2.1.3 “The City’s Landscape and Tree Protection Regulations shall require the preservation of unique natural, native vegetation and habitat areas in new developments.”
- Objective 3.1 “The City shall establish and maintain a comprehensive resource management program for the protection of natural areas having special characteristics.”
- Policy 3.3.7, The City has amended the Jacksonville Landscape and Tree Protection Regulations to increase the penalties for violation thereof, which penalties include mitigation, jail sentences, severe fines and withholding of building and development permits.

The City may want to strengthen these policies with more specific language as adopted, for example, by the Georgia Forestry Commission. In addition to policy for preserving existing trees and forest and managing the urban forest as a continuous resource, the Georgia Forestry Commission specifies the need for increasing space for tree planting, preserving and improving the quality of the tree-growing environment, selecting trees for diversity and suitability, and selecting efficient planting locations. The City’s current zoning code requires tree protection barriers to be placed at least six feet away from the base of any tree and shall include at least 50 percent of the area under the dripline of any protected tree. In many cases, this requirement may not protect the most critical element of trees—the root zone. In order to better protect trees, the City should consider revising the tree protection zone to include at least the entire dripline or canopy of the tree. This type of requirement means that the tree protection zone will vary based on each tree, rather than the generic requirement that currently exists. Further, the tree protection zone should mandate that no equipment or material storage, no vehicle parking, no refuge dumping, or anything else that would result in compaction or soil pollution should occur within it.

The City might further consider conducting a street tree census as part of green infrastructure mapping to gain a more thorough understanding of the tree inventory and those areas that are underserved by trees. Mapping exercises can identify where green infrastructure exists and where it might conflict with proposed development, both public and private (including existing and planned roadways). Disturbances to the green infrastructure should be understood as a loss of function and value. Therefore, the urban land pattern should be revised to avoid development conflicts. Through zoning and land use changes, these valuable natural systems can be protected as a resource. Once green infrastructure elements are identified, they can be integrated with the other elements of the comprehensive plan (e.g. roadside vegetation as part of the Transportation Element; pocket parks in the Housing Element; etc.). This combination of conservation, preservation, and policy will protect the overall tree canopy and contribute to a healthier District. These additional efforts would increase the City’s ability to create an effective program and enhance the tree canopy in the District.

Objective 5.2.2: Increase fines for illegal trimming of protected trees.

To further protect the tree canopy, the City may consider increasing fines for illegal trimming of protected trees.

Action Items for Sub-Principle 5.2:

1. Strengthen tree protection measures to maintain and enhance the urban forest.
2. Conduct a street tree census as part of green infrastructure mapping.
3. Increase fines for illegal trimming of protected trees.

5.3 Preserve natural resources.

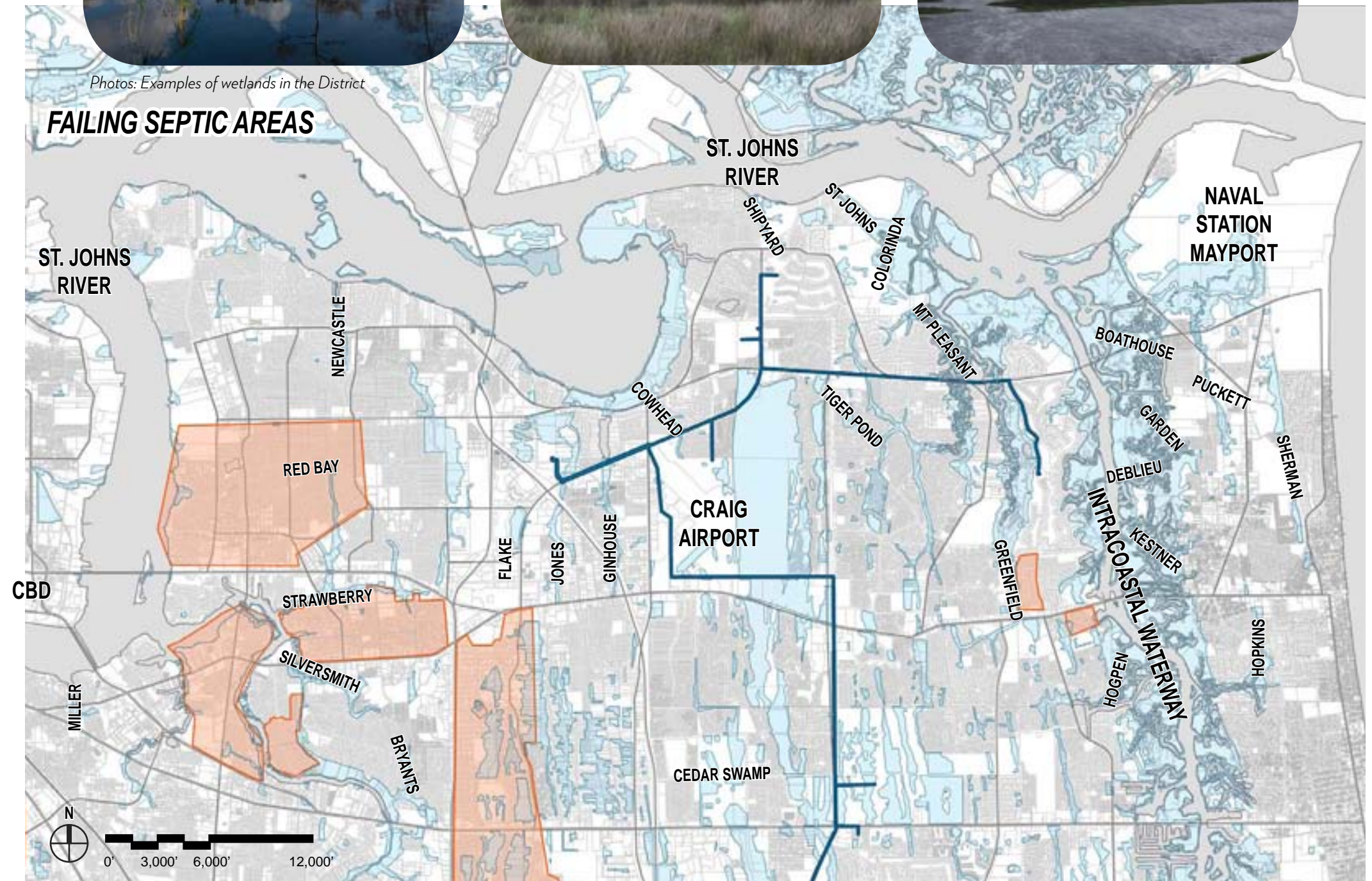
Preservation of natural resources includes protecting rivers, streams, wetlands and the District's water supply through stormwater management, water conservation and the elimination of failing septic systems. From an environmental perspective, the St. Johns River faces significant challenges. A recent algal bloom required the state health department to issue warnings that the river was unhealthy for humans. Many of the river's tributaries have bacteria levels so elevated that they are deemed unsafe for fishing and swimming. In 2006, the City announced The River Accord, a 10-year, \$700 million program to begin restoring the health of the Lower St. Johns River Basin. The program includes: closing and improving wastewater treatment plants; encouraging the reuse of treated wastewater for irrigation of lawns, parks, and golf courses; eliminating failing septic tanks; and capturing and treating stormwater before it enters the river.

Objective 5.3.1: Provide best management practices for stormwater runoff.

Stormwater runoff is precipitation that flows over impervious surfaces and is prevented from being naturally absorbed into the ground. Impervious surfaces include much of the built urban environment, including roof tops, parking lots, roadways, sidewalks, and driveways. According to the U.S. Environmental Protection Agency, stormwater is a problem because as it travels across impervious surfaces, the water picks up pollutant debris that flow untreated into natural bodies of water, storm drains, and the sewer system. According to the St. Johns Water Management District, "stormwater contributes 80 to 95 percent of the heavy metals — copper, lead and cadmium — that enter Florida waters". Therefore, it is critical that the City create a comprehensive strategy to address stormwater run-off and protection of the water resources.



Photos: Examples of wetlands in the District



LEGEND:

Wetlands

Failing Septic Areas

Reclaimed Water Lines

Diagram: The diagram above illustrates wetlands and failing septic areas in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

A Note About Water Quality (from City's Environmental and Compliance Department):

Northeastern Florida depends upon ground water as its primary source of fresh potable water. The Floridan Aquifer is the primary source of water for the major public drinking water supply wells throughout the City. The Floridan Aquifer system is one of the most productive aquifers in the world. In 1995, Duval County withdrew over 140 million gallons of water per day from the Floridan Aquifer.

The U.S. Geologic Survey has estimated that water levels within the Floridan Aquifer system in Duval County have gradually declined at the rate of 0.3 to 0.75-foot per year due to the increased demand. Lower water levels in the Floridan Aquifer increase the risk of contamination by surface and subsurface pollution.

Resources for Strengthening Water Conservation Regulations:

- Part 5 of the City's Zoning Code: Water Conservation and Landscape Irrigation promotes water conservation in the First Urban Service District only and should be expanded to the entire City.
 - The St. Johns Water Management District's landscape water conservation ordinance, which is currently being updated, will provide sample language for local landscape water conservation ordinances which are consistent with the state statutes for landscape irrigation.
 - Section 656.1210 of the City's zoning code which describes landscape requirements related to Comprehensive Plan policies should be more readily enforced.
-

Stormwater management addresses ways to reduce pollution in stormwater runoff and intercept water through natural filtration into the aquifer before reaches water bodies untreated. Stormwater management is a green infrastructure function which is enhanced with manmade infrastructure. Best management practices for storm water run-off can protect the rivers and streams by retaining flood plains and wetlands, using detention ponds with aquascaping, and requiring wetland/streamside buffers. Additional strategies for reducing pollutants in stormwater run-off include reducing pollutants related to auto fuel, detergent from car washing, pet and animal waste, construction, landscape fertilizers and pesticides. Other suggestions for filtering stormwater include increasing the number of trees, implementing "rain gardens" or bioswales that capture and retain water along roadways instead of diverting water to sewers, and employing green building practices such as green roofs and reducing overall non-porous paving.

Objective 5.3.2: Protect surface and ground water. Reducing stormwater run-off protects water quality. As previously noted, this is especially important to protecting the health of the St. Johns River. Surface water quality is threatened by failing septic systems. Significant areas of the District were developed without city sewer infrastructure and are serviced by septic tanks. The diagram on the previous page indicates neighborhoods with septic systems that have been identified by the City as failing. These failures are a public health issue and can lead to degradation of surface water quality as previously described. In order to address this issue, JEA established the Water and Sewer Expansion Authority (WSEA) in 2003 to phase out failing systems and to provide property owners with an opportunity to finance water and/or sewer infrastructure improvements. To expedite this process, the City should consider additional incentives to defray the cost of these conversions. Further protecting water resources can be enforced by limiting future development with septic systems and converting existing septic systems to sewer. Additionally, when septic systems are the only alternative, the City should consider requiring alternatives such as aerobic systems, rather than anaerobic. Although, these systems are generally more costly, they break down waste more efficiently and reduce the chances of surface water contamination. As an example, the Suwannee River Water Management District requires these types of systems in Environmentally Sensitive Areas (ESA) where sewer infrastructure is not available.

Objective 5.3.3: Encourage water conservation and native landscaping practices.

The City might also consider bolstering its water conservation and native landscaping practices, especially for public properties and roadways and develop additional incentives to encourage similar practices on private property. While the City and St. Johns Water Management District have existing programs and ordinances that address these issues, there is public perception that not enough is being done. The City might consider expanding and strengthening existing regulations and focus more effort on public education.

Objective 5.3.4: Promote energy conservation practices.

The Steering Committee identified energy conservation practices as a priority in this vision plan. This signifies their desire to see real change and reduction in energy consumption as costs continue to rise and energy supplies diminish. The City is already developing alternative energy resources and should continue this pursuit aggressively. JEA is developing plans for a 100-acre solar farm in the Westside that would provide enough power to heat, cool and light 2,700 average Jacksonville households. An array of roughly 200,000 collection panels could generate 15 megawatts of electricity. In addition, JEA also offers a Solar Water Heating Incentive.

The District and the City might consider a variety of conservation tools including:

- Solar power
- Water usage reduction for residential landscaping
- Viable transit alternatives

- Alternative fuels
- Incentives that target industries are involved in advanced or alternative energy technology
- New power plants to be based on clean fuels, taking advantage of advances in energy technology
- “Green” building practices and passive design

“Green” building practices are becoming more and more commonplace through market demand and through mandates by government agencies across the country. The most widely recognized green building standard is LEED (Leadership in Energy and Environmental Design) which is sponsored by the U.S. Green Building Council (USGBC), although there are others such as the Florida Green Building Coalition. Both standards offer rating systems that are applicable to neighborhood, residential and commercial design. These systems generally rate sustainable site design, water and energy use, materials and resources, and indoor air quality. The City should consider requiring the application of a standard for certain types of projects, such as public buildings, large buildings and large developments that have significant impact within the District. Such standards should be strongly encouraged for other development, although some communities have gone as far as requiring the application of green standards in all new buildings.

Objective 5.3.5: Limit wetland development to those that are disturbed and of Low quality; however, there shall be absolute preservation of High quality wetlands and those of over-riding public value.

The Clean Water Act defines wetlands as “those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under

normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas.” They also help to store floodwater and maintain surface water flow during dry periods. Wetland protection is critical for supporting each of these functions. For this reason, the Steering Committee has prioritized protecting high quality wetlands which have not been disturbed.

The Clean Water Act established the following options for wetland mitigation:

- Restoration: Re-establishment of a previously existing wetland;
- Creation: Creating a new wetland where one did not previously exist;
- Enhancement: Improving existing wetlands to improve or increase their aquatic functions;
- Preservation: Protection of existing Wetlands.

There are 3 ways to implement the Mitigation:

- Permittee Responsible Mitigation: Permittee (developer) compensates for its own impacts either on or off-site using one of the above techniques. This is the dominant form of implementation and is a cumbersome process from the permittee’s perspective.
- Wetland Mitigation Banking: A third party establishes larger off-site wetland areas to create a “bank” of credits that are then sold to permittees (developers). Because “banks” are established prior to development impacts, there is actually a “reduced temporal loss” of wetland acreage due to the later development impact. Banks are usually overseen by the US Army Corps of Engineers.

- In-Lieu Fee Mitigation: Permittee pays a fee to a third party that will use the funds to implement a mitigation project. Because initial funds may (will) be insufficient to plan, design and implement a mitigation project, the actual mitigation may not occur for a considerable time. However, where banks usually consolidate numerous impacts into one large site, the in-lieu approach can be used to restore a variety of wetland types and sizes.

In order to further protect wetlands and conservation areas, the following standards might be considered:

- Limit the percentage of parcels where vegetation can be cleared.
- Require large setbacks adjacent to floodplains, creeks, wetlands, and forest edges.
- Use net density approaches to reduce or eliminate density for sensitive portions of a property, especially if development can be concentrated in less sensitive areas of a site.

Action Items for Sub-Principle 5.3:

1. Provide best management practices for stormwater runoff.
2. Eliminate failing septic systems.
3. Partner with JEA to promote energy conservations practices.
4. Require green building practices for public facilities and significant developments and encourage green building practices for other development.
5. Protect wetlands through land development regulations and through appropriate mitigation measures.

“Landscape with knowledge. Use indigenous and drought tolerant plant materials.”

– Charrette Participant

“There are not enough parks for the whole Arlington area. Need more trails and paths to connect the existing natural amenities. Need better advertising of park locations.” — Charrette Participant

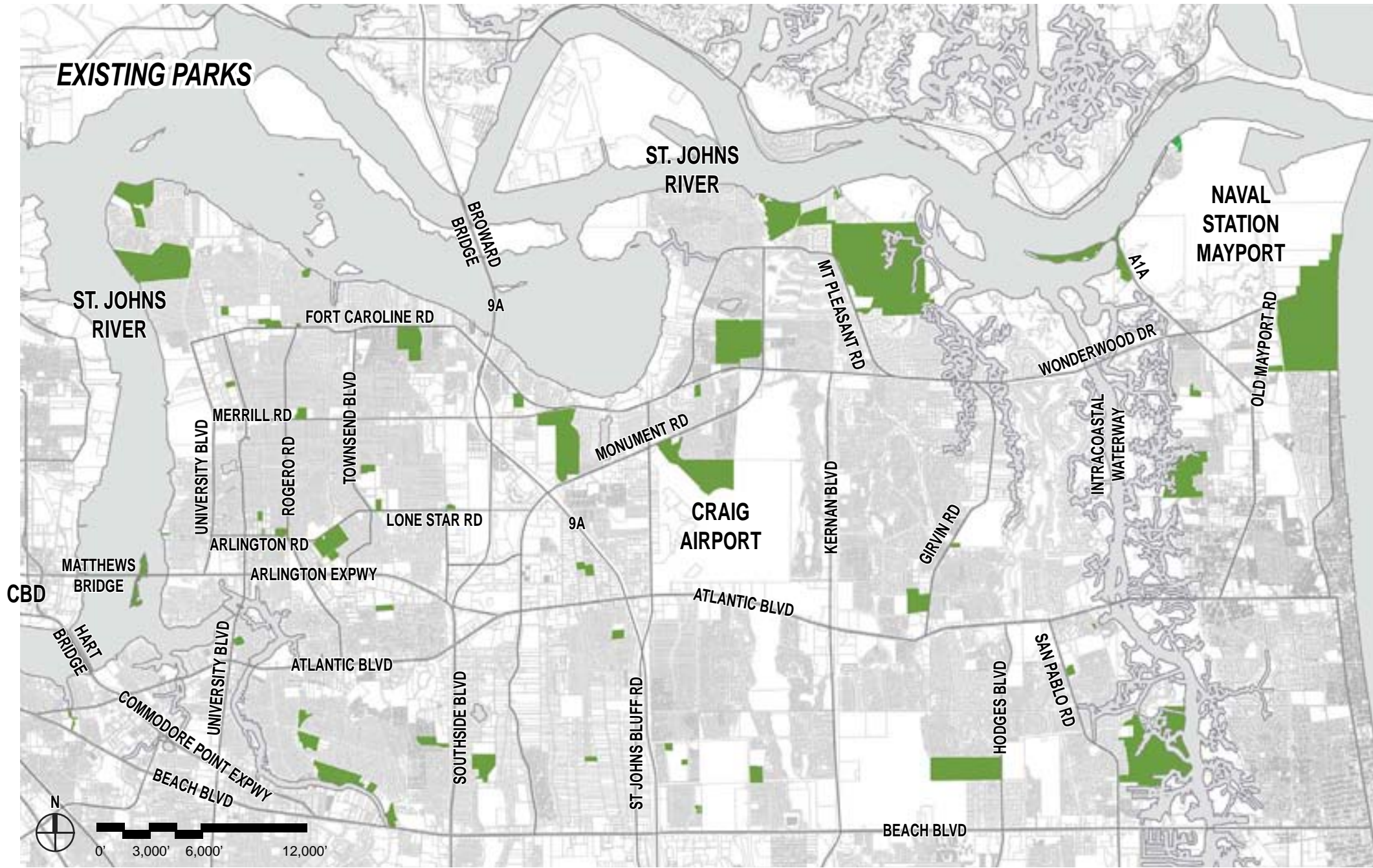


Diagram: The diagram above illustrates existing parks in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

5.4 Expand the park system, increase park accessibility and increase recreational opportunities.

The City’s Master Recreation Improvement Plan (HDR 2003) identifies that park acreage in the City increased from 270 parks in 1990 to 332 parks in 2003. Today, there are 393 parks consisting of 78,746 acres. That is an impressive leap in the right direction that the City should be proud of. However, while existing park acreage is expansive, there is still room for improvement. The quality of parks is not consistent and parks are not evenly distributed throughout the City. Greater Arlington/Beaches has approximately 1,344 recreational open space acres which is approximately 3.2% of the total acreage in the District. This low percentage is echoed by charrette participants and the Steering Committee who cited a general lack of park accessibility districtwide. In fact, the City’s current standard for parks is 2.5 acres per 1000 people while the national average is much higher at 16.2 acres per 1000 people. With an estimated population of 215,257 in 2007, Greater Arlington and the Beaches averages about 6.2 acres per 1000 people. This is above the City standard but well below the national average. This sub-principle suggests improvements to the existing park system in the District by enhancing accessibility, park awareness, park programming, and water access. It also suggests new parks and shared open space on quasi-public land and at public schools.

Objective 5.4.1: Enhance and improve existing parks and other recreational land and provide abundant and suitable access there to.

Many of the parks in the District are disconnected, lack a strong presence, or do not serve the community’s needs because they are conservation lands without recreation facilities. While Jacksonville has preserved over 50,000 acres of land through the Preservation Project and its many partners, it has not reinvested as many resources into its neighborhood parks and recreation facilities. As a result, the natural resource lands have benefited over the recreation spaces. By establishing a clear distinction between natural resources and recreational facilities, the City can more thoroughly address improvements to its neighborhood parks and connectivity.

“Need more neighborhood parks and open space.”
 – Charrette Participant

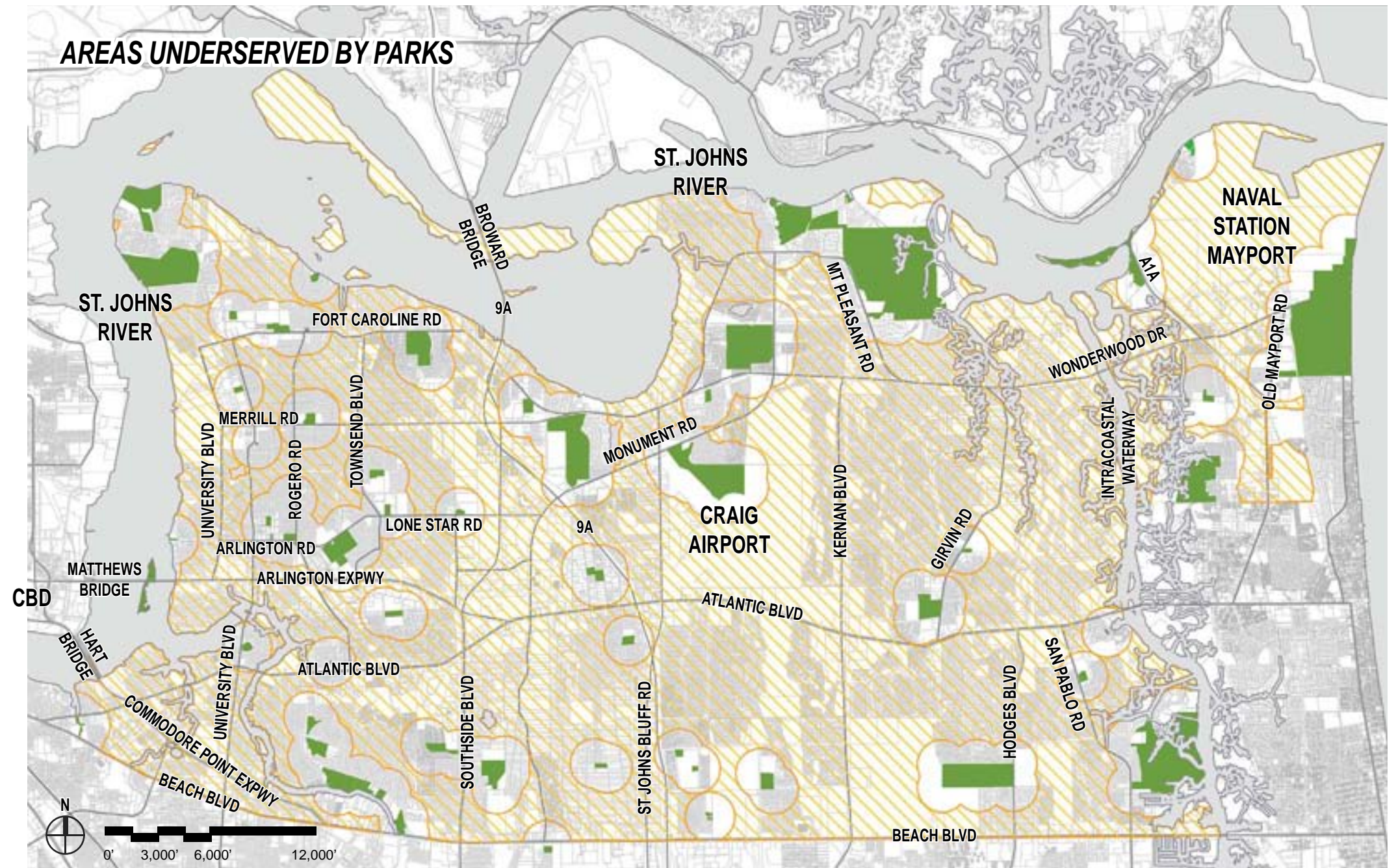
Charrette participants generally agreed that there were insufficient recreation facilities in the District. While many of the facilities are in very good condition there is a common need for improved safety and surveillance and improved maintenance. Some participants would like to see upgrades for all parks and additional equipment and facilities like fishing piers, restrooms, walking trails, and lighting as examples.

Access and connectivity is another significant concern for the Steering Committee and charrette participants. Access to existing parks can be improved systemwide and conceived as part of an interconnected district-wide and regional network. Nature trails, bicycle paths, linear parks and improved walkability along corridors can begin to connect to each park and increase bicycle and pedestrian access. Many of these elements are addressed in Principle Three. Along with opportunities such as a greenway along JEA easements, improvements can begin to fulfill this need towards a true interconnected park system with excellent access.

Objective 5.4.2: Increase the number of parks and neighborhood accessibility.

Increased access and interconnectivity, described above, depends on providing a continuous system of parks to connect to. The current parks in Greater Arlington/Beaches have a fairly even distribution, but they are too far apart to be truly interconnected. Smaller neighborhood parks should be added to improve accessibility to the system.

Park distribution is illustrated in the diagram to the right and is based on an average walking distance of 1/4 mile radius. It reveals that most neighborhoods are not within walking distance of a park. The national standard for access, or connectivity, to a neighborhood park is “within walking distance.” As previously noted, the City’s Recreation and Community Services Department establishes size and programming standards for neighborhood parks and employs a level of service requirement for active parks based on population rather than walking distance. Because the District average park space is well above the City’s standard, the numbers appear to be more than adequate, but are misleading. Providing opportunities for physical activity within walking distance of each home should be a key goal of recreation planning and future park acquisition or development and is a good way to increase recreational opportunities districtwide.



LEGEND:

- Existing Parks
- Underserved Areas

Diagram: The diagram above illustrates existing parks in the District and areas that are underserved by parks based on a 1/4 mile radius. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Photo: Skate park at Ed Austin Park



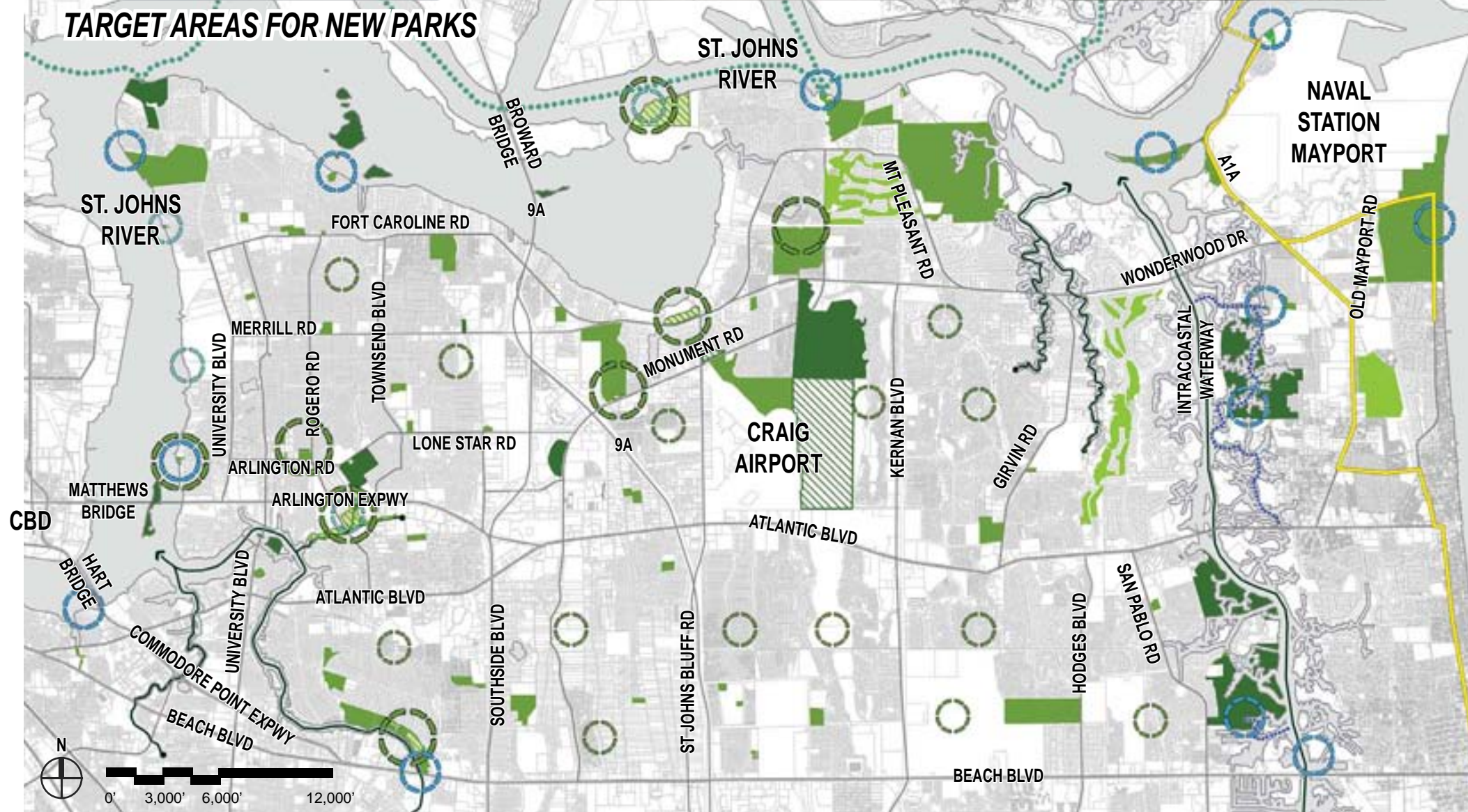
Photo: Pocket Park Example



Photo: Tot Lot Example



TARGET AREAS FOR NEW PARKS



- LEGEND:**
- Existing Parks
 - New Parks
 - Conservation
 - Targeted Areas for New Parks
 - Proposed Conservation
 - Existing Water Access
 - Targeted Areas for New Water Access
 - Recreational Creeks
 - Timucuan Trail Water Taxi/Blueways
 - Intracoastal Paddle Route
 - East Coast Greenway

Diagram: The diagram above illustrates targeted areas for new parks and water access in the District. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

In order to better serve the District, the City should begin to target areas for new neighborhood parks and increased recreation and programming opportunities. The diagram to the left illustrates where target areas for new recreation facilities might be located to improve distances from underserved neighborhoods as previously described. The provision of these new facilities should include new parks on available land and utilizing shared public land on school and university grounds. New facilities should provide a range of programming and recreation opportunities based on input from neighborhood residents and can be designed in a variety of ways as described below.

- Active parks are programmed with active uses like ball fields, vita courses, tennis courts, playgrounds, and jogging paths. These might include indoor activities such as arts and crafts, billiards, and an indoor gymnasium for basketball or volleyball; and outdoor activities such as a softball field, swimming pool, skate park, tennis courts, playground area and outdoor basketball courts.
- Passive parks are not programmed with specific uses and can serve as neighborhood focal points and impromptu gathering places. They can be programmed with temporary neighborhood events and provide a flexible park space.
- Linear parks highlight natural or manmade linear features and can be designed to connect smaller parks or activity nodes.

The City should prioritize the need for these different park types described above and evaluate opportunities for their interconnectivity.

Another relatively easy way to create new parks in existing neighborhoods is through the introduction of pocket parks. Pocket parks are small parks tucked in between buildings and structures or situated on small lots. Typically found in urban settings, pocket parks are an alternative where larger recreation facilities do not exist and are a good way to introduce neighborhood parks into a community. The City should encourage pocket parks in existing neighborhoods and in new development through land development regulations.

What are the Opportunities for New Parks?



Images: Examples of planned park improvements in the District

Additionally, this Vision Plan identifies several opportunities for new parks. First, there is potential for a connection to and expansion of the Tree Hill Nature Center utilizing JEA lands on the north and south of the Arlington Expressway, as illustrated to the right and on the following page. This expansion could improve access to natural wetland areas with low impact boardwalks and trails and might also support educational facilities and other amenities. Coupled with a pedestrian bridge across the expressway described in Principle Three, the park could become a signature connecting gateway element with the District. Other opportunities are described in objective 5.4.5.



Illustration: The drawing above illustrates a potential gateway/pedestrian/park connection across the Arlington Expressway. (Source: Zyscovich Architects, 2009)

Diagram: The diagram to the left illustrates potential new park/conservation land utilizing JEA lands and connecting to Tree Hill Park. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

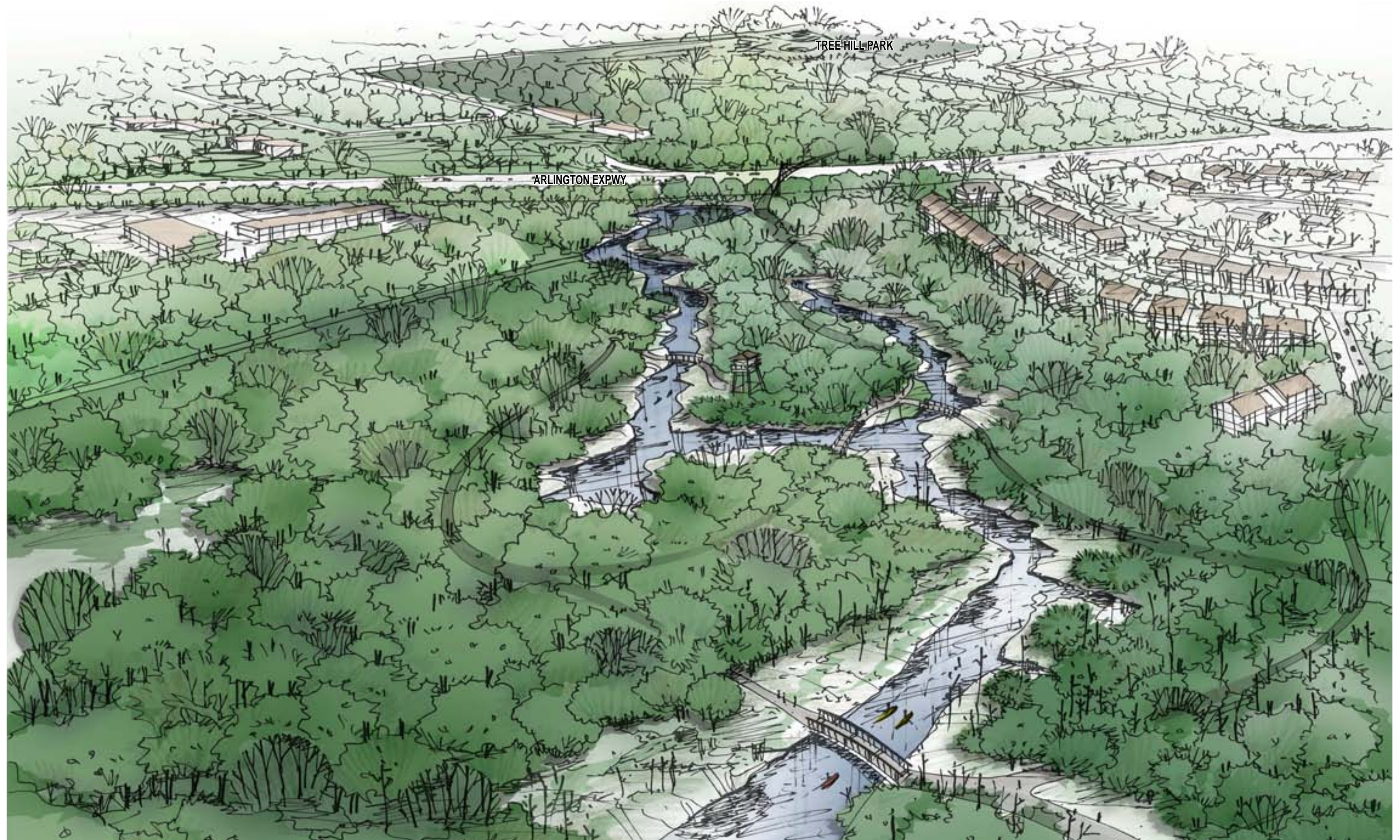


Illustration: The drawing above illustrates potential new park/conservation land utilizing JEA lands and connecting to Tree Hill Park. (Source: Zyscovich Architects, 2009 using JPDD GIS Database, 2007)

Objective 5.4.3: Improve awareness of the park system.

There is a general consensus that the parks assets in Greater Arlington/Beaches are not readily visible or easy to find. Better signage would help to increase awareness of parks, especially for visitors. This could be improved through the creation of landmarks and gateways as suggested in Principle One. There are an infinite number of sign styles that the District and the City could use and they may even want to consider opportunities to use new signs as gateways, as public art, or as monuments, for example. They may even want to develop a palette of signs to distinguish the District from other parts of the City to define and reinforce neighborhood and District character.

Objective 5.4.4: Increase recreation and programming opportunities where appropriate.

Recreation and programming opportunities should be expanded throughout the District. Charrette participants identified a need for youth and elderly programs, teen programs, transportation to and from facilities, after school programs, and community drop-in centers. The City may want to conduct a survey to evaluate the specific programming needs and locations as well as a survey of park users in the parks.

Objective 5.4.5: Enhance and expand existing water access, including boat ramps, where appropriate.

The St. Johns River is the single most identifiable natural feature of the City. It defines Jacksonville's identity and shapes how it functions. Its bridges and banks offer important features that distinguish the City from other cities in Florida and contribute to its character and sense of place. Unfortunately, existing access to the St. Johns River and its associated creeks and tributaries is severely limited. This is especially true in Greater Arlington/Beaches where most of the waterfront is privately owned. The river is an important ecosystem resource, but it also contributes to the District's scenic fabric by providing viewsheds and access to recreation and boating. Therefore, improved access to the river must address visual access by providing more waterfront parks and physical access by increasing the number of boat ramps and points of entry.

One potential access point exists on the property that houses the Boys Home Association and stretches between University Boulevard and the St. Johns River. Given that access to the River is in high demand by the community, there would be great value to making more efficient use of the property. This could perhaps be accomplished by a partnership between the Boy's Home Association and the City, to create a public boat access to the river while sufficiently buffering this new use from the existing use of the property as illustrated to the right. Another potential location is near the Arlington Marina, illustrated on the following page.



Aerial Photo: Existing Boys Home Association property



Diagram: The diagram above illustrates potential new water access on the Boys Home Association property. (Source: Zyscovich Architects)



Aerial Photo: Existing conditions at the end of Arlington Road.



Diagram: The diagram above illustrates a potential new waterfront park at the end of Arlington Road. (Source: Zyscovich Architects)

Further, the diagram on page 88 begins to identify general locations for new parks and boat ramps to serve a broader distribution of the population. In addition, there is a need to improve existing facilities that are not adequately maintained. The City's Boat Ramp Master Plan identifies facilities that are in need of repair, as well as opportunities for expanding existing facilities and should be implemented to the greatest extent feasible.

Access to the river should meet specific goals and criteria and might utilize incentives to provide access on private property. For instance, the Comprehensive Plan may include an objective to provide public river access every "X" miles. Further, zoning may require that commercial redevelopment on the river provides some degree of public access. A detailed study should be commissioned to develop a waterfront access master plan and to identify specific properties that may be acquired by the City. Agencies such as the Trust for Public Land can be a tremendous help in conducting this type of analysis.

Objective 5.4.6: Encourage cooperation between the city and school board for common increased use of facilities.

There are a number of colleges and schools that have recreation facilities and open spaces which could be opened for public use especially on the weekends and in the evenings when the grounds are otherwise not being used by students. The City should meet with the Duval County School Board to evaluate this proposal's feasibility and consider developing an interlocal agreement to use school grounds. The agreement should include language to ensure additional surveillance and management during non-school hours for the public. Hours of operation, maintenance, and programming opportunities and expectations should also be included in the agreement.

The National Policy and Legal Analysis Network (NPLAN) for Preventing Childhood Obesity has conducted a survey of 50-states to assess the potential legal risks to public use of school property after hours. The findings show that the laws governing liability for after-hours recreational use of school facilities provide some governmental immunity from litigation especially because some states employ recreational users statutes. The survey resulted in two memos that suggest that when assessing a school's liability for risks, schools should consider limits on a school's legal obligations: limited legal duties as they relate to recreational use statutes; historical distinctions among entrants on land, or other grounds; requirements to indemnify school employees; defenses to liability; limitations on damages; and risk management strategies. The memos also provide insight regarding joint use agreements between school districts and schools.

The State of Florida authorizes use of public school facilities by the community and Florida Statute §1013.15 states that a board of education may lease any land, facilities, or educational plants to any person or entity on such terms as are in its best interests. Florida Statute §1013.1 states that a board of education may permit the use of educational facilities for any legal assembly or for community use centers. Neither statute addresses liability, insurance or joint use, but allows fees to be charged.

Action Items for Sub-Principle 5.4:

1. Enhance and improve existing parks and other recreational land and implement strategies for improved access to residents.
2. Create new neighborhood parks to provide greater distribution and improved accessibility. Modify access standards to include distance standards.
3. Program new parks to provide a wide range of activities and recreational opportunities.
4. Improve the awareness of parks through a coordinated and unique signage program.
5. Coordinate with JEA to utilize lands for low-impact recreation opportunities.
6. Implement the Boat Ramp Master Plan.
7. Provide increased access to the River and its tributaries. Create measurable goals and objectives for access in the Comprehensive Plan.
8. Coordinate with the School Board to develop strategies for use of recreational facilities by the public.

11 Conclusions

CONCLUSIONS

The Greater Arlington/Beaches Planning District is a large and varied district that includes more than forty neighborhoods, all of which have differentiating characteristics. The District is home to economic drivers that include major retail centers, colleges and universities, and significant public facilities such as the Mayport Naval Station and Craig Airport. It also boasts unique natural and historical features which establish the foundation of its overall character. The District's overall development pattern is reflective of a place that has grown very quickly—a phenomena understood by urban planners as urban sprawl—and to the point where it is now “built out” or “sprawled out”. Moving forward, this fact is the District's greatest growth management issue. Experience tells us that cities and places are continuously evolving and adapting to change. How will Greater Arlington/Beaches evolve? How will it support population growth, economic growth and adapt to these changes while maintaining its memorable characteristics and the quality of life of its residents? Fortunately, within this “built-out” fabric lies opportunity for improvement.

Consultation with the community and the Steering Committee has established that the District's evolution must be strategic. It must be carefully implemented to both “protect” and “enhance” the District's unique qualities and to seize opportunities to improve the District and its sense of place. Growth must not be for the sake of growth itself. Growth must be for the sake of achieving the community's vision and the paramount goal of that vision is the enhancement of District character established by the existing neighborhood fabric or “feel”, as simply but succinctly stated by one charrette participant. To achieve this enhancement, the community identified numerous strategies to make better utilization of their land resources for both development and recreation; to improve mobility and ease of movement within the District and to adjacent communities; and to improve the environmental health of the District.

This Vision Plan illustrates that aspiration and serves as a guiding document to future improvement of the District. It provides the framework for planning decisions and is the first step in implementation of the community's vision. Implementation is the act of carrying out or accomplishing an idea or plan. This word represents the essence of planning and is the hallmark of successful plans. Without this vital next step, the Vision Plan for Greater Arlington/Beaches cannot be realized. The action items listed on the following pages provide a summary of community directives to ensure this Vision Plan's implementation.

“Implementation...how to put programs and change efforts into action.”

—Anita M. Pankake, author of *Implementation: Making Things Happen*

Guiding Principle One

1.0 COMMUNITY CHARACTER:

Identify, Preserve, Protect, Promote and Enhance the Assets and Character of Greater Arlington/Beaches Communities

Action Items for Sub-Principle 1.1: Identify, Preserve, Protect, Promote and Enhance the Neighborhood Assets and Character of Greater Arlington/Beaches Communities

1. Divide the District into smaller planning districts that exhibit similar characteristics to more specifically address the issue of neighborhood character.
2. Utilize the Jacksonville Design Guidelines and Best Practices Handbook to guide commercial development and update it to address unique neighborhood situations.
3. Customize the City's zoning regulations to address unique neighborhood character issues.

Action Items for Sub-Principle 1.2: Identify, Preserve, Protect, Promote and Enhance the Natural Assets and Character of Greater Arlington/Beaches Communities.

1. Ensure that the natural assets within the District have appropriate land use and zoning designations to ensure their protection.
2. Prioritize major roadway corridors and points of interest for gateways and streetscape design and engage a professional design firm to develop concept designs for these roadways.
3. Utilize existing scenic corridor policies to protect scenic assets.

Action Items for Sub-Principle 1.3 : Advance the Mayport Village Concept and Protect the Historic and Scenic Assets of the Entire District

1. Implement existing plans for improving Mayport.
2. Conduct an economic analysis to identify programming opportunities and funding mechanisms for capital improvements.
3. Develop and implement a signage master plan to increase awareness of historic sites.



Potential gateway entrance to the District at the foot of the Matthews Bridge
(see Objective 1.2.2: Identify and create gateways, page 20)



Landscape improvements along the Arlington Expressway
(see Objective 1.2.1: Make use of landscaping to promote identity, page 19)



St. Johns Lighthouse
(see Sub-principle 1.3: Advance the Mayport Village concept and protect the historic and scenic assets of the entire District, page 22)



Norman Studios



Fort Caroline



Ribault Monument (see Objective 1.3.2: Increase awareness of historic sites, page 25)



Potential infill and redevelopment of Ocean Street in Mayport Village (see Objective 1.3.1: Develop and promote Mayport as a historic village and a Florida Working Waterfront, page 23)

Guiding Principle Two

2.0 LAND USE, GROWTH AND DEVELOPMENT: Protect and Promote Community Through Land Use, Revitalization, and Development Patterns

Action Items for Sub-Principle 2.1: Promote Greater Density/Diversity of Land Uses in Appropriate Locations

1. Create land use and zoning regulations that encourage a range of housing opportunities and choices that are compatible with affected neighborhoods.
2. Conduct a housing study to assess housing needs
3. Create land use and zoning regulations that encourage non-residential neighborhood development which compliments neighborhood character.
4. Create land use and zoning regulations that protect residential areas from incompatible uses.
5. Conduct specific neighborhood plans to identify needs on an individual basis and to create guidelines and standards that relate to and are enforceable by land development regulations.
6. Create land use and zoning regulations that promote mixed use development that is compatible with existing neighborhoods.
7. Encourage development along transit routes and incorporate transit into development.
8. Create land use and zoning regulations that provide land use patterns consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways.

Action Items for Sub-Principle 2.2: Revitalize and Redevelop, While Safe Guarding and Advancing Neighborhood Character

1. Promote the redevelopment of underutilized and/or declining areas such as Regency Square and Town and Country Shopping Center through land use, zoning and the improvement of infrastructure.
2. Evaluate the potential of creating a CRA for underutilized and/or declining areas.
3. The City should set policy to encourage donations to the public in support of new development and re-development.

Action Items for Sub-Principle 2.3: Create/Implement Land Use Regulations and Design Standards for Non-Residential and Residential Development

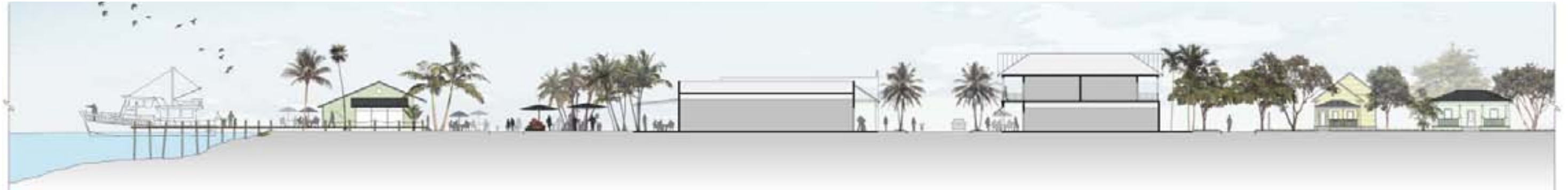
1. Modify and redefine the adopted definition of Neighborhood Commercial and Commercial Neighborhood so that they are consistent with the scale, type, aesthetics, and quality of the setting.
2. Provide land use and zoning regulations that provide non-residential sighting criteria that are compatible with neighborhood scale and character.
3. Enforce the development standards set forth in the "Jacksonville Design Guidelines and Best Practices Handbook".
4. Facilitate and encourage the creation of design standards that are enforceable.

Action Items for Sub-Principle 2.4: Prevent Major Projects which do not Advance Affected Neighborhoods

1. Do not permit the expansion or extension of runways at Craig Airport.
2. Designate the JAA Cedar Swamp property at the eastern end of the Craig Airport north runways and the land north of Monument Road as conservation land.
3. Do not permit a cruise ship terminal at Mayport. Implement plans that are supported by the Mayport Partnership.



Redevelopment and landscape improvements along the Arlington Expressway and appropriate scale transitions to adjacent residential neighborhoods. (see Sub-principle 2.2: Revitalize and redevelop, while safeguarding and advancing neighborhood character, page 34)



The drawing above illustrates the appropriate scale of development within Mayport. (see Objective 2.4.3: A cruise ship terminal is not suitable for Mayport. Implement plans which are supported by the Mayport Partnership, page 49)



The drawing above illustrates the potential redevelopment of the Town and Country Shopping Center. (see Objective 2.2.1: Promote the redevelopment of underutilized and/or declining areas, page 35)



The drawing above illustrates the potential redevelopment of Regency Square. (see Objective 2.2.1: Promote the redevelopment of underutilized and/or declining areas, page 35)

Guiding Principle Three

3.0 TRANSPORTATION: Improve Mobility While Advancing Neighborhood Character

Action Items for Sub-Principle 3.1: Connect Neighborhood Parks and Commercial Centers when Appropriate

1. Implement roadway designs that emphasize pedestrian and traffic safety.
2. Establish goals with respect to how much area of the roadway should be dedicated to pedestrians, bicycles and transit.
3. Evaluate opportunities to create connections across the Arlington Expressway.
4. Create land use and zoning regulations that require interconnectivity among appropriate land uses.

Action Items for Sub-Principle 3.2: Use Natural Buffers and Roadway Design to Protect Neighborhood Character

1. Employ natural visual and noise buffers to protect residential areas from major roadway projects.
2. Institute traffic control and calming measures to protect neighborhood character, reduce cut through and high speed traffic.

Action Items for Sub-Principle 3.3: Improve Transit and Transportation Systems

1. Evaluate alternative intersection designs in locations where safety or capacity would be enhanced.
2. Create and implement a comprehensive bicycle facility master plan.
3. Work with JTA to improve the transit system and associated access and facilities.
4. Implement measures to reduce congestion on area roadways, including alternative routes, designs and management systems.
5. Adopt policies to reduce VMT.
6. Implement measures to maintain the adopted level of service on State Road 9A from the Broward (Dames Point) Bridge to Beach Boulevard.

Action Items for Sub-Principle 3.4: Provide New Transit Options/Provide Regional Transit and Connectivity

1. Study the potential for Bus Rapid Transit, Light Rail and low impact localized shuttles.
2. Study the potential for a water transit system.
3. Evaluate opportunities to link various transit modes at major activity nodes.



The diagram above illustrates numerous improvements along the Arlington Expressway corridor. (see Sub-principle 3.1: Connect neighborhoods, parks and commercial centers when appropriate, page 52)



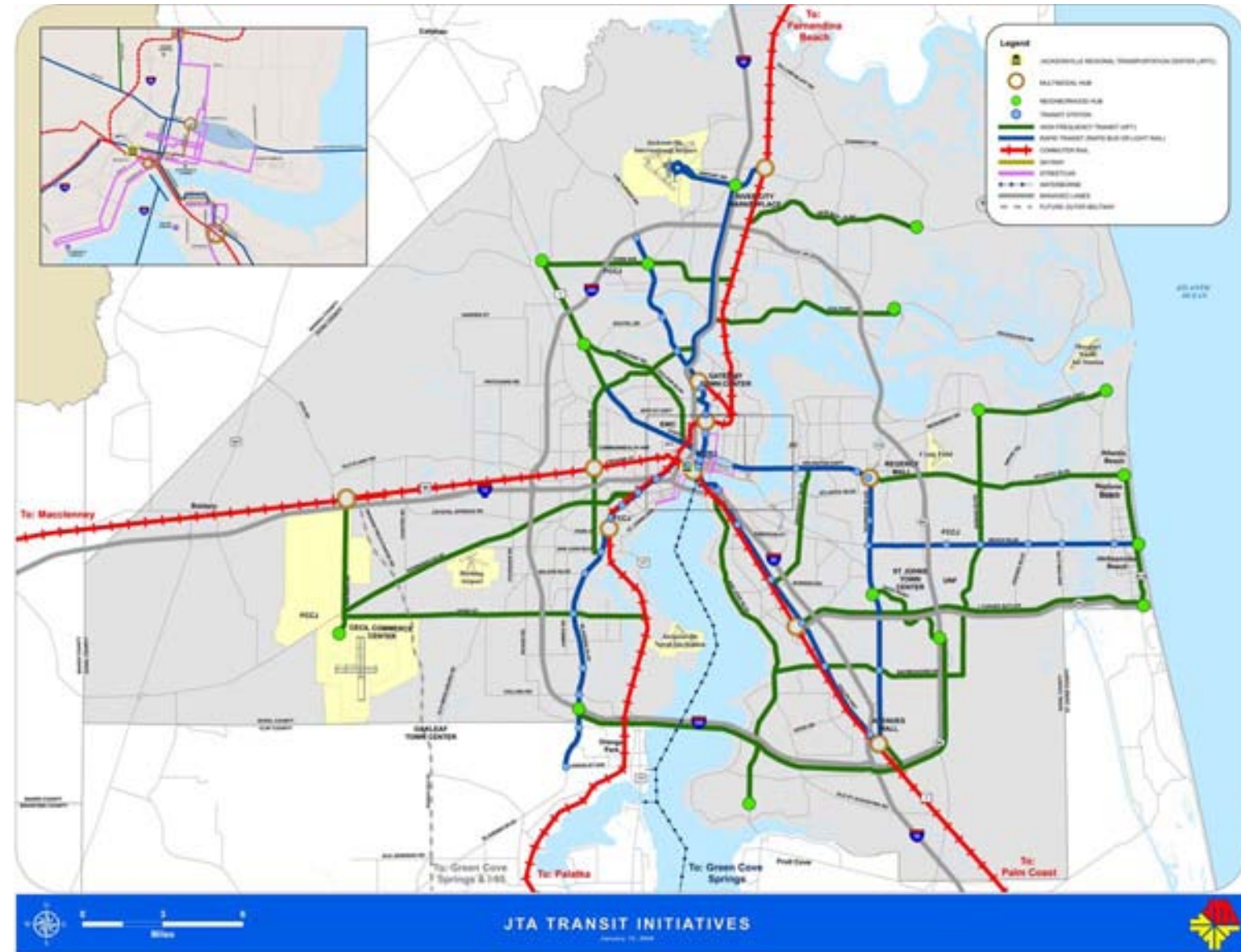
The drawing above illustrates a potential gateway/pedestrian/park connection across the Arlington Expressway. (see Sub-principle 3.1: Connect neighborhoods, parks and commercial centers when appropriate, page 52)



The drawing above illustrates potential bus stop improvements. (see Objective 3.3.3: Improve transit: systems, access and facilities, page 67)



The drawing above illustrates potential improvements to Southside Boulevard employing natural buffers. (see Objective 3.2.1 Major roadway projects impacting residential areas should employ natural visual and noise buffers, page 61)



JTA Transit Initiatives (see Sub-principle 3.4: Provide new transit options/Provide regional transit and connectivity, page 70)

Guiding Principle Four

4.0 ECONOMIC GROWTH:

Provide Economic Growth which Advances Neighborhood Character

Action Item for Sub-Principle 4.1: Neighborhood Advancement Should Guide Non-Residential Use and Design

Create a comprehensive economic development plan that includes provisions for the protection of neighborhoods.

Action Items for Sub-Principle 4.2: Expand Economic Opportunities Through the Use of Ecotourism, Educational Programs and Unique District Assets

Create a comprehensive economic development plan that capitalizes on: unique District assets; potential ecotourism and supporting industries; educational facilities and opportunities; and promotes workforce development.

Action Item for Sub-Principle 4.3: Promote the Arts and Provide Additional Cultural Venues

Create a comprehensive economic development plan that promotes the arts and the development of additional cultural venues.



Tree Hill Park and Norman Studios (see Sub-principle 4.3: Promote the arts and provide additional cultural venues, page 76)



Aerial photo of the St. Johns River, Naval Station Mayport and Mayport Village (see Principle 4: Provide economic growth which advances neighborhood character, page 73)



Jacksonville University (above) and Jones College (below) (see Objective 4.2.3: Promote and expand educational facilities and opportunities: elementary, secondary and post-secondary, page 76)

Ecotourism assets in the District (see Sub-principle 4.2: Expand economic opportunities through the use of ecotourism, educational programs and unique District assets, page 75)

Guiding Principle Five

5.0 OPEN SPACE AND RECREATION: Enhance Conservation Areas, Parks and Recreational Opportunities

Action Items for Sub-Principle 5.1: Protect and Enhance Conservation and Natural Areas and Provide Public Access

1. Ensure that conservation and natural areas are appropriately protected through land use and zoning regulations.
2. Consider the use of SMA's to protect agricultural lands.
3. Designate the JAA Cedar Swamp as conservation land.

Action Items for Sub-Principle 5.2: Enhance and Maintain the Tree Canopy on Public and Private Lands. Maintain and Enhance the Urban Forest

1. Strengthen tree protection measures to maintain and enhance the urban forest.
2. Conduct a street tree census as part of green infrastructure mapping.
3. Increase fines for illegal trimming of protected trees.

Action Items for Sub-Principle 5.3: Preserve Natural Resources

1. Provide best management practices for stormwater runoff.
2. Eliminate failing septic systems.
3. Partner with JEA to promote energy conservations practices.
4. Require green building practices for public facilities and significant developments and encourage green building practices for other development.
5. Protect wetlands through land development regulations and through appropriate mitigation measures.

Action Items for Sub-Principle 5.4: Expand the Park System, Increase Park Accessibility and Increase Recreational Opportunities

1. Enhance and improve existing parks and other recreational land and implement strategies for improved access to residents.
2. Create new neighborhood parks to provide greater distribution and improved accessibility. Modify access standards to include distance standards.
3. Program new parks to provide a wide range of activities and recreational opportunities.
4. Improve the awareness of parks through a coordinated and unique signage program.
5. Coordinate with JEA to utilize lands for low-impact recreation opportunities.
6. Implement the Boat Ramp Master Plan.
7. Provide increased access to the River and its tributaries. Create measurable goals and objectives for access in the Comprehensive Plan.
8. Coordinate with the School Board to develop strategies for use of recreational facilities by the public.



The diagram above illustrates potential new water access on the Boys Home Association property. (see Objective 5.4.5: Enhance and expand existing water access, including boat ramps, where appropriate, page 91)



Existing tree canopy (see Sub-principle 5.2: Enhance and maintain the tree canopy on public and private lands. Maintain and enhance the urban forest, page 81)



The drawing above illustrates potential new park land utilizing JEA lands and connecting to Tree Hill Park. (see Objective 5.4.2: Increase the number of parks and neighborhood accessibility, page 87)

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A Appendix

COMMUNITY COMMENTS MATRIX

Public participation in the creation of this Vision has been an invaluable component of the process. During the initial community charrettes, hundreds of community comments, concerns and ideas were recorded and documented in the *Community Visioning Charrettes: Arlington Planning District Final Summary Report* (January 7, 2009). These comments addressed a broad spectrum of issues and concerns ranging from the condition of streetscapes to strategies for improving the overall quality of life. They helped to identify the most significant challenges facing the planning district and became the foundation for the overall structure of the Vision. These very specific observations were bundled into five main guiding principles to accomplish the goal of creating a vision from a vantage point of “30,000 feet above the ground” while incorporating the comments into the Vision in a meaningful way. In that effort, the Greater Arlington/Beaches Vision Plan Steering Committee spent many hours painstakingly reviewing the comments and developing the Guiding Principles, Sub-principles and Objectives.

The following pages contain a summary of this process in tabular form. The tables categorize the comments as they relate to each Vision Plan Principle, Sub-Principle and related Vision Plan topic.



Photos: Community charrette participants

Guiding Principle One

COMMUNITY CHARACTER: Identify, Preserve, Protect, Promote and Enhance the Assets and Character of Greater Arlington/Beaches Communities

Sub-Principle 1.1: Identify, Preserve, Protect, Promote and Enhance the Neighborhood Assets and Character of Greater Arlington/Beaches Communities

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Maintain the neighborhood feel. There is a need for plaza-type public gathering areas and public meeting places. More gathering areas with coffee shops and open air communities are needed as well as providing play areas for the kids. Establish more green areas. 	<ul style="list-style-type: none"> Advance Greater Arlington/Beaches neighborhood-like character while providing complementary renewal. 	<p>Objective 1.1.1: Advance Greater Arlington/Beaches neighborhood-like character while providing complementary renewal.</p>
<ul style="list-style-type: none"> Want to keep professional office / small business/ residential feel. Promote more residential development and infill. Do not want to promote big economic drivers in the districts. 	<ul style="list-style-type: none"> Promote building form over use. 	<p>Objective 1.1.2: Building use, scale and character should be compatible with neighborhoods.</p>

Sub-Principle 1.2: Identify, Preserve, Protect, Promote and Enhance the Natural Assets and Character of Greater Arlington/Beaches Communities

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Landscape medians and right of ways on Ocean Street. Maintain medians and plant more landscaping. Improve intersections with landscaping. Promote neighborhood involvement and help develop community identity. Make use of landscaping to promote this identity. Provide better landscaping along Arlington Expressway. Need better landscaping along roadways. More landscaping is needed along medians and in parking lots. Create a better visual environment. 	<ul style="list-style-type: none"> Make use of landscaping to promote identity. 	<p>Objective 1.2.1: Make use of landscaping to promote identity.</p>
<ul style="list-style-type: none"> SR 9A is a major entry way into the area and needs to be visually appealing. Landscape Merrill Road at SR 9-A. The foot of the Mathews Bridge should be landscaped with a beautiful entry point into Arlington. 	<ul style="list-style-type: none"> Identify and create gateways. 	<p>Objective 1.2.2: Identify and create gateways.</p>
<ul style="list-style-type: none"> Preserve the river waterfront and adjacent neighborhoods. Maintain historic areas better. Preserve tree-lined roadways. 	<ul style="list-style-type: none"> Protect and preserve waterways and natural and scenic assets. 	<p>Objective 1.2.3: Protect and preserve waterways and natural and scenic assets.</p>

Guiding Principle One

COMMUNITY CHARACTER: Identify, Preserve, Protect, Promote and Enhance the Assets and Character of Greater Arlington/Beaches Communities

Sub-Principle 1.3: Advance the Mayport Village Concept and Protect the Historic and Scenic Assets of the Entire District

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Mayport Village should be part of Timicuan Preserve as historical village. 	<ul style="list-style-type: none"> • Develop and promote Mayport as a historic Village and a Florida Working Waterfront. 	<p>Objective 1.3.1: Develop and promote Mayport as a historic Village and a Florida Working Waterfront.</p>
<ul style="list-style-type: none"> • Open the lighthouse on Navy base. • Historical areas are very important (i.e. University Blvd, Fort Caroline). Develop signage and markers to designate those areas. • Use historical landmarks for economic stimulus marketing (i.e. Norman Studios, St. Nicholas). • Make the public aware of natural and manmade historical significance. • Locate signage and markers for historic locations and sites. 	<ul style="list-style-type: none"> • Increase awareness of historic sites. 	<p>Objective 1.3.2: Increase awareness of historic sites.</p>

Guiding Principle Two

LAND USE, GROWTH AND DEVELOPMENT: Protect and Promote Community Through Land Use, Revitalization, and Development Patterns

Sub-Principle 2.1: Promote Greater Density/Diversity of Land Uses in Appropriate Locations

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Mix senior citizens housing into existing neighborhoods. Need to create more crime free multi-family housing. Need more single family residential on Rogero Road north of Merrill Road. 	<ul style="list-style-type: none"> Encourage a range of housing opportunities and choices that are compatible with affected neighborhoods. 	<p>Objective 2.1.1: Encourage a range of housing opportunities and choices that are compatible with affected neighborhoods.</p>
<ul style="list-style-type: none"> Put a moratorium on new strip commercial development. No more spot zoning to be able to put a convenient store in a residential area. Development needs to get caught up with occupancy of commercial buildings before more vacant land is developed. Encourage more family oriented businesses. Need more restaurants and outdoor cafes. There are commercial opportunities along University Boulevard, Ft. Caroline Road and Merrill Road. 	<ul style="list-style-type: none"> Encourage non-residential neighborhood development which compliments neighborhood character. 	<p>Objective 2.1.2: Encourage non-residential neighborhood development which compliments neighborhood character.</p>
<ul style="list-style-type: none"> Address the decline in the community. Create more ownership of the problems. Why do people leave in the first place? Create a buffer zone between commercial and residential development. Create buffers zones between uses and make substantial improvement to separate uses. Do not allow inappropriate industrial uses near neighborhoods. Fencing is needed between the back of commercial establishments and residents. Industrial uses need to be better screened. 	<ul style="list-style-type: none"> Cultivate neighborhood stability by protecting residential areas from incompatible uses. The paramount goal is the enhancement of neighborhoods. 	<p>Objective 2.1.3: Cultivate neighborhood stability by protecting residential areas from incompatible uses. The paramount goal is the enhancement of neighborhoods.</p>
<ul style="list-style-type: none"> Need compatible new development that won't impact existing development (Charlotte, NC as an example of how shops are being converted to multi-use buildings). At the Clifton area make a mixed-use redevelopment center. Develop and enhance the "live, work and play" mentality. Create more of a village concept with new development. Craig Field needs to be developed into a mixed-use development. 	<ul style="list-style-type: none"> New development must be compatible with existing neighborhoods and may be mixed use. 	<p>Objective 2.1.4: New mixed use development must be compatible with existing neighborhoods.</p>
<ul style="list-style-type: none"> Need to develop multi-use and transit oriented development. Redesign the Regency transit hub. Need a mini transit station at Regency Square. 	<ul style="list-style-type: none"> Incorporate transit into development. 	<p>Objective 2.1.5: Incorporate transit into development.</p>
<ul style="list-style-type: none"> Need more development control of the major corridors to prevent more commercial development in inappropriate locations. Revitalize existing buildings before building new establishments. Regulate intensities and densities with FLUM and FLUE in certain areas along major corridors. Maintain low density development along riverfront with opportunities for higher density limited to areas immediately around major roadways and bridges. Commercial node concepts can be created at intersections and not as strip development along the corridors that are not connected. Residential development has been created in between the commercial nodes but are oriented inward so it's not impacted by the commercial activities (i.e., noise, lighting, traffic). Encourage new development in center nodes, not linear along corridors (reduce strip commercial development going forward). 	<ul style="list-style-type: none"> Land Use Patterns shall be consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways. 	<p>Objective 2.1.6: Land Use Patterns shall be consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways.</p>

Guiding Principle Two

LAND USE, GROWTH AND DEVELOPMENT: Protect and Promote Community Through Land Use, Revitalization, and Development Patterns

Sub-Principle 2.2: Revitalize and Redevelop, While Safeguarding and Advancing Neighborhood Character

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Retrofit existing Dollar stores for better uses. • Redevelop the areas at McCormick Road and Monument Road first before new development. • Regency Square area needs to be redeveloped and revitalized to continue to be a viable area. Could Regency Mall be re-used as a medical center? The mall lost its business to town centers. • Town and Country area needs to be redeveloped. • Retrofit and/or reuse existing commercial buildings and institute design standards. • Town and Country and Regency areas need to be redeveloped. • Abandoned and underutilized commercial areas need to be improved (i.e. Merrill Road, University Blvd. Arlington/ Rogero Road and Fort Caroline Road). • Fresh Market grocery store is a great idea. The Gazebo Mall needs revitalization. • Redevelop the Town and Country Mall and University Boulevard. • Blighted areas need to be addressed and cleaned up. • Old wooden houses can be revitalized. • Revitalize blighted commercial buildings. • Blighted commercial areas need to be addressed through re-zoning. • Blighted areas need to be addressed. • Rogero Town Center Initiative is under development with beautification and landscaping plans. 	<ul style="list-style-type: none"> • Promote the redevelopment of underutilized and/or declining areas. 	<p>Objective 2.2.1: Promote the redevelopment of underutilized and/or declining areas.</p>
<ul style="list-style-type: none"> • Roundabouts and infill are needed on University Boulevard. • Revitalize old areas. • Regency Square and Town and Country malls are prime redevelopment areas. Older areas need to be revitalized. • Identify corridors that need to be redeveloped or need transportation improvements (wider sidewalks, etc.). 	<ul style="list-style-type: none"> • Revitalize while maintaining neighborhood character and providing necessary infrastructure. 	<p>Objective 2.2.2: Revitalize while maintaining neighborhood character and providing necessary infrastructure.</p>
<ul style="list-style-type: none"> • Do not mandate changes but provide incentives and assistance for compliance. • Developers should be required to build parks. • Waterfront developers need to provide water access to the public. • There should be a policy to require developers to include recreation and park space within their development as well as a requirement to keep as many existing trees as possible. • Property rights need to be protected. • Address “grand fathering” of bad development and require improvements (i.e. dollar stores). • Coordinate land use and good design. • Respect property owner’s rights. • Developers need to provide improvements. 	<ul style="list-style-type: none"> • Encourage public endowment for new and re-development. 	<p>Objective 2.2.3: Encourage donations to the public in support of new development and re-development.</p>

Guiding Principle Two

LAND USE, GROWTH AND DEVELOPMENT: Protect and Promote Community Through Land Use, Revitalization, and Development Patterns

Sub-Principle 2.3: Create/Implement Land Use Regulations and Design Standards for Non-Residential and Residential Development

Charrette Comments	Steering Committee Comments	Related Vision Topic
	<ul style="list-style-type: none"> The City shall modify and redefine the adopted definition of Neighborhood Commercial and Commercial Neighborhood so that they are consistent with the scale, type, esthetics, and quality of the setting. 	<p>Objective 2.3.1: The City shall modify and redefine the adopted definition of Neighborhood Commercial and Commercial Neighborhood so that they are consistent with the scale, type, aesthetics, and quality of the setting.</p>
<ul style="list-style-type: none"> There needs to be a coordination of land use and good design. 	<ul style="list-style-type: none"> Non-residential sighting criteria shall be compatible with neighborhood scale, character and enhance well being. 	<p>Objective 2.3.2: Non-residential sighting criteria shall be compatible with neighborhood scale, character and enhance quality of life.</p>
	<ul style="list-style-type: none"> Non-residential land use shall comply with the guide entitled Jacksonville Design Guidelines and Best Practices Handbook. 	<p>Objective 2.3.3: Non-residential land use shall comply with the guide entitled Jacksonville Design Guidelines and Best Practices Handbook.</p>
<ul style="list-style-type: none"> Commercial design standards need more landscaping. Make the design complement the community. Makeover commercial facades on Mayport Road. Beautify fences around Navy Base. Improve sign aesthetics. Improve façade of commercial buildings. Design standards are needed for landscaping. Create and enforce design guidelines. Convenience stores need to be better designed to fit into the community and look better. Promote window signage standards for commercial and retail establishments. Need better design standards for car dealerships. Need better residential design standards; regulate grass height, remove foliage in front of signs and foliage in medians that block views of traffic. Have tighter residential design standards. Commercial design standards need more landscaping. Did the design complement the community? Stricter zoning codes are needed along University Boulevard (i.e. landscaping, signage, building, and maintenance). Encourage property owners (i.e. big strip malls) to create a more aesthetic development and more appealing to consumers. Put a cap on commercial / strip development square footages. 	<ul style="list-style-type: none"> Facilitate and encourage the creation of design standards. 	<p>Objective 2.3.4: Facilitate and encourage the creation of design standards.</p>

Guiding Principle Two

LAND USE, GROWTH AND DEVELOPMENT: Protect and Promote Community Through Land Use, Revitalization, and Development Patterns

Sub-Principle 2.4: Prevent Major Projects which do not Advance Affected Neighborhoods

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Craig Field expansion is a threat to the community. It is an asset but without the expansion. Lands within the airport property should be put into conservation. Adjacent neighborhoods want to retain its sense of place. Do we get rid of the airport altogether and redevelop the area for new businesses? • What is the purpose of the airport now? JIA can handle the air traffic. • Keep Craig Airport for small aircraft. • Maintain inability to expand Craig Airfield in the comprehensive plan. • Do not expand Craig Airport. Safety and noise are important issues. Turn land surrounding airport into conservation. • No more Craig Field expansion. • Craig Field: 30 years from now it could be a mass regional transit hub. Need to accept it as a transit hub. • Don't let the Park and Ride at Craig Field turn into development opportunities. Capitalize on the existing development. 	<ul style="list-style-type: none"> • Reinforce the current 2010 Comprehensive Plan position that runways at Craig Airfield shall not be extended. 	<p>Objective 2.4.1: Reinforce the current 2010 Comprehensive Plan position that runways at Craig Airfield shall not be extended.</p>
<ul style="list-style-type: none"> • Craig Field land should be changed to conservation to strengthen comprehensive plan for no runway expansion. 	<ul style="list-style-type: none"> • Consistent with the prohibition of Craig Field runway expansion, the JAA Cedar Swamp property at the eastern end of north runways and the land north of Monument Road shall be reclassified to conservation. 	<p>Objective 2.4.2: Consistent with the prohibition of Craig Field runway expansion, the JAA Cedar Swamp property at the eastern end of north runways and the land north of Monument Road shall be reclassified to conservation.</p>
<ul style="list-style-type: none"> • Do not develop cruise terminals in Mayport. • No cruise terminal development. • Move cruise terminal to Buck Island. • Move cruise terminal to Helen Cooper Floyd Park instead to Mayport Village. • No cruise terminal at Mayport. 	<ul style="list-style-type: none"> • A cruise ship terminal is not suitable for Mayport. Implement plans which are supported by the Mayport Partnership. 	<p>Objective 2.4.3: A cruise ship terminal is not suitable for Mayport. Implement plans which are supported by the Mayport Partnership.</p>

Guiding Principle Three

TRANSPORTATION: Improve Mobility While Advancing Neighborhood Character

Sub-Principle 3.1: Connect Neighborhood Parks and Commercial Centers when Appropriate

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Need to connect neighborhoods with sidewalks and connector roads. • Create more and wider sidewalks. More landscaping is needed along main corridors and remove abandoned cars. Code violations become a public safety issue. • Need more lights in older neighborhoods. • Need safer sidewalks. • Need streetscape improvements. • More traffic lights and crosswalks are needed. • Need better lighting. • Bring faulty lighting fixtures up to appropriate standards. • Need better street lighting and landscaping. • Arlington Expressway is very dangerous to cross. Incorporate pedestrian crossovers. • Control corridor expansion. Need more right of way acquisition for sidewalks. 	<ul style="list-style-type: none"> • Enhance pedestrian and traffic safety, walkability and connect compatible land uses. 	<p>Objective 3.1.1: Enhance pedestrian and traffic safety, walkability and connect compatible land uses.</p>
<ul style="list-style-type: none"> • There needs to be more revitalization of neighborhoods. Create connections between them and widen sidewalks. • Regency Mall area needs better connectivity to other shopping areas. • Connectivity needs to be developed between neighborhoods and community services. • Strip malls that are on the same side of the road are not connected for ease of access. • Need better connections between neighborhoods. • Revitalize neighborhoods. Create connections between them. 	<ul style="list-style-type: none"> • Provide access and interconnectivity among appropriate land uses. 	<p>Objective 3.1.2: Provide access and interconnectivity among appropriate land uses.</p>

Sub-Principle 3.2: Use Natural Buffers and Roadway Design to Protect Neighborhood Character

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • With Southside Boulevard expanding to 6 lanes use berms and landscaping to buffer the road from adjacent residents. • No more wood fencing used as a buffer between roadways and residential development. Use more natural, landscaped berms. 	<ul style="list-style-type: none"> • Major roadway projects impacting residential areas should employ natural visual and noise buffers. 	<p>Objective 3.2.1: Major roadway projects impacting residential areas should employ natural visual and noise buffers.</p>
<ul style="list-style-type: none"> • Make it blend into the community. Design intersections to complement the areas. • Design more traffic calming systems that create better pedestrian linkages. • Traffic calming at University and Edenfield is needed. • No roundabouts are needed for traffic calming. • Re-route University Boulevard so it doesn't cut through a residential neighborhood at Cesery Boulevard. • Need a center turn lane on Ft. Caroline Road, Girvin Road and Clifton Road to improve flow but not disturb neighborhoods. 	<ul style="list-style-type: none"> • Institute traffic control and calming measures to protect neighborhood character. 	<p>Objective 3.2.2: Institute traffic control and calming measures to protect neighborhood character.</p>

Guiding Principle Three

TRANSPORTATION: Improve Mobility While Advancing Neighborhood Character

Sub-Principle 3.3: Improve Transit and Transportation Systems

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Roundabouts and infill are needed on University Boulevard. • Roundabouts should be used in residential neighborhoods only. • A roundabout is needed at Rogero Road. • Limit roundabouts to residential or arterial streets. • No roundabouts. 	<ul style="list-style-type: none"> • Promote alternative intersection designs in locations where safety or capacity would be enhanced. Designs may include roundabouts. 	<p>Objective 3.3.1: Promote alternative intersection designs in locations where safety or capacity would be enhanced. Designs may include roundabouts.</p>
<ul style="list-style-type: none"> • Parks need to be connected by trails utilizing the power line easements for off road bike trails. • Create better bike paths and pedestrian connections. • More bike paths and bike lanes are needed. • Can sidewalks be widened to incorporate bike paths too? Current bike paths on roadways are not safe. • Create a bike lane down Dutton Island Road to Dutton Island Preserve and create a bike stop at Helen Cooper Floyd Park with restrooms. • Need to create bike routes along natural topography and help people promote alternative modes of transit to conserve energy. • Need bike lanes on Mayport Road and wider sidewalks are needed. • Identify where the bike path locations are within residential areas. • The area needs safe bike paths. 	<ul style="list-style-type: none"> • Improve and expand bicycle facilities and safety. 	<p>Objective 3.3.2: Improve and expand bicycle facilities and safety.</p>
<ul style="list-style-type: none"> • There is a need for benches and shelters. Monument Road is lined with shopping carts for people to sit on because there are no bus benches or shelters. • More bus stops with covers are necessary. Developers need to provide school bus stops. More buses are needed in the area. • More covered bus shelters are needed. • Create better and more useful bus shelters for bad weather and increase security. • There needs to be a bus stop, not a hub, on Hodges Road between Beach Boulevard and Atlantic Boulevard. Move the hub to Hodges Road and Atlantic Boulevard. Transit hubs need a certain density to provide service. • Move the transit site to Mayo Clinic. • Keep the Mayport Ferry operational. 	<ul style="list-style-type: none"> • Improve transit: systems, access and facilities. 	<p>Objective 3.3.3: Improve transit: systems, access and facilities.</p>
<ul style="list-style-type: none"> • Don't design any more flyovers that disconnect areas. • Focus has been in the eastern corridors within the district but the western, southern and northern corridors need to be addressed for improvements. • Mayport Road turnarounds in medians are dangerous. • Bypass the Clifton neighborhood that University Boulevard bisects. University Boulevard should be diverted west on Arlington and south on Cesery. • Do not construct a bridge to 20th Street from Arlington Road. • There is a general consensus of support for overpasses (i.e. Kernan Road) to alleviate local traffic. • Use better median designs for turn lanes on main roadways. • Study and expand Arlington Expressway. • Need plans for any Mathews Bridge expansion to utilize ideas from the vision plan. • Construct a University Boulevard connector road instead of a cloverleaf. • There is bad congestion at the Merrill Road/9A intersection. • Pullover bus lanes are critical to have on all major corridors. • Congestion at the Atlantic Boulevard/University Boulevard intersection needs to be addressed. • There is a lot of congestion on Mayport Road and A1A and Assissi Lane during peak hours. Need better traffic signalization. • Mayport Road is at capacity and cannot support Navy, schools, and cruise ship traffic. • Traffic congestion needs to be addressed on Merrill Road (especially peak hours). • Kernan Road area is highly congested. Development at this intersection is massive and not connected to each other. The new flyover was a waste of money. • Traffic flow issues need to be addressed. Study the main and collector roads for better design. • North University Boulevard has no other access point in case of a disaster. 	<ul style="list-style-type: none"> • Reduce congestion on area roadways and implement alternative roadway routes and designs. 	<p>Objective 3.3.4: Reduce congestion on area roadways and implement alternative roadway routes and designs.</p>
<ul style="list-style-type: none"> • The port impacts to SR 9A traffic will add to the congestion on the main roadways. 	<ul style="list-style-type: none"> • The adopted level of service on State Road 9A from the Broward Bridge to Beach Boulevard shall be maintained. 	<p>Objective 3.3.5: The adopted level of service on State Road 9A from the Broward Bridge to Beach Boulevard shall be maintained.</p>

Guiding Principle Three

TRANSPORTATION: Improve Mobility While Advancing Neighborhood Character

Sub-Principle 3.4: Provide New Transit Options

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Existing park and rides aren't being used. Encourage more public transit. • Bus routes need to be more localized. • Improve the transit systems. Shuttles need to get people to the parks and shopping. • Better public transportation needs to be provided. • Area needs a smaller and more frequent transit service. • Create trolley service to connect to parks. • Need more east west connectivity to beach. • Transportation system improvements are needed. There is no way to take a bus directly to the southside area. There needs to a regional connector. Mandarin has shuttles from park and rides. • Develop alternative methods of transportation; light rail and better bus routes. Create safer "park and ride" lots. • Water taxi collaboration with Jones College should be developed. • Power line easements should be used as multiuse trails and connect them to neighborhoods, schools and parks. • Light rail transit throughout City is needed. • Mass transit along waterways is needed. • Create a rapid bus transit along the new Mathews Bridge. • There are huge opportunities for water taxis and to interconnect with other modes of transit. • Trolleys to the beaches have been successful and need to be used as a model. • Combine school bus system into public transportation. • Create water taxi service and access to other river parks. • Use trolley service more. 	<ul style="list-style-type: none"> • Provide New Transit Options 	<p>Provide New Transit Options</p>

Guiding Principle Four

ECONOMIC GROWTH: Provide Economic Growth which Advances Neighborhood Character

Sub-Principle 4.1: Neighborhood Advancement Should Guide Non-Residential Use and Design

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Relocate the shipping and port facilities to more industrial zones. Need to create more business friendly corridors. 	<ul style="list-style-type: none"> Ensure that non-residential uses are compatible with and do not degrade the neighborhood environment. 	<p>Objective: Ensure that non-residential uses are compatible with and do not degrade the neighborhood environment.</p>

Sub-Principle 4.2: Expand Economic Opportunities Through the Use of Ecotourism, Educational Programs and Unique District Assets

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Capitalize on uniqueness of area (i.e. navy, historic Mayport). More retail with historic atmosphere, i.e. gift shops, novelties, galleries, etc. is needed. Develop Mayport Village for families. Maintain Mayport Village as a co-op fishing industry. Attract more businesses to Mayport. Develop maritime museum in Village. Craig Field is an asset for small business support and alternative commuter options. 	<ul style="list-style-type: none"> Utilize unique district assets to advance economic growth which is compatible the character of the neighborhood. 	<p>Objective 4.2.1: Utilize unique district assets to advance economic growth which is compatible with the character of the neighborhood.</p>
<ul style="list-style-type: none"> Preserve Mayport Science Center. Develop more eco-tourism programs to attract people to Jacksonville. Create an historic boat tour that connects St. Augustine and Fernandina. Mayport Village is a tremendous asset and can enhance the eco tourism business. Let the area be a link to the natural resources. Capitalize on eco-tourism. 	<ul style="list-style-type: none"> Promote and develop ecotourism and supporting industries. 	<p>Objective 4.2.2: Promote and develop ecotourism and supporting industries.</p>
<ul style="list-style-type: none"> Universities and private trade schools in the area are a great asset. Incorporate Jacksonville University's students and their needs into the development of more residential, commercial and retail development. 	<ul style="list-style-type: none"> Promote and expand educational facilities and opportunities: elementary, secondary and post-secondary. 	<p>Objective 4.2.3 Promote and expand educational facilities and opportunities: elementary, secondary and post-secondary.</p>
<ul style="list-style-type: none"> Redevelop Regency area as a medical facility/center. Convert Regency Mall into medical center. Create more medical facilities in relation to UNF. Need more medical facilities in the Arlington area. Need more health facilities in the area. Demand for health care will increase. 	<ul style="list-style-type: none"> Promote district workforce development through the expansion of research facilities and post secondary educational programs. 	<p>Objective 4.2.4: Promote district workforce development through the expansion of research facilities and post secondary educational programs.</p>

Sub-Principle 4.3: Promote the Arts and Provide Additional Cultural Venues

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Bring more symphony programs to the outlying communities. There is little cultural emphasis. Need to promote more arts and becoming a member of museums. 	<ul style="list-style-type: none"> Promote the Arts and Provide Additional Cultural Venues 	<p>Promote the Arts and Provide Additional Cultural Venues</p>

Guiding Principle Five

OPEN SPACE AND RECREATION: Enhance Conservation Areas, Parks and Recreational Opportunities

Sub-Principle 5.1: Protect and Enhance Conservation and Natural Areas and Provide Public Access

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Protect and maintain Fort Caroline as a preserve. • Need to retain natural resources for open space and parks. • Protect the Intracoastal marsh. • Limit marsh access to canoes and kayaks. • Marsh land should be part of state Blueways Plan. • Hanna Park is easily accessed and needs to be preserved as a natural resource. City wants to develop it but its better off being put into conservation. • The arboretum site needs to be protected and maintained. • The arboretum site needs to be protected and maintained to improve the area's quality of life. • Preserve natural resources. • A lot of species of birds frequent the area (Greater Florida Birding Path) and need to be protected. • The Arboretum needs to be preserved. • Require appropriate use of uplands adjacent to environmentally sensitive lands. 	<ul style="list-style-type: none"> • Protect conservation and natural resources and provide public access. 	<p>Objective 5.1.1: Protect conservation and natural resources and provide public access.</p>
<ul style="list-style-type: none"> • The Wonderwood corridor study should be adopted into the visioning plan. Its 2 months away from completion. Need to keep it a nice area because its an excellent example of a successful design. 	<ul style="list-style-type: none"> • Increase, maintain and enhance visual corridors and vistas to natural or scenic areas. 	<p>Objective 5.1.2: Increase, maintain and enhance visual corridors and vistas to natural or scenic areas.</p>

Sub-Principle 5.2: Enhance and Maintain the Tree Canopy on Public and Private Lands. Maintain and Enhance the Urban Forest

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Stop removing trees for development. Develop tree reforestation programs. • Comply with the tree ordinance. • Stop cutting down trees for new development 	<ul style="list-style-type: none"> • Enhance and maintain the district tree canopy in new and existing neighborhoods. 	<p>Objective 5.2.1: Enhance and maintain the district tree canopy in new and existing neighborhoods.</p>
	<ul style="list-style-type: none"> • Preserve existing protected trees and natural areas, and increase fines for illegal trimming of protected trees. 	<p>Objective 5.2.2: Increase fines for illegal trimming of protected trees.</p>

Guiding Principle Five

OPEN SPACE AND RECREATION: Enhance Conservation Areas, Parks and Recreational Opportunities

Sub-Principle 5.3: Preserve Natural Resources

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> Land along the river needs to be protected to improve the quality of the river. The river is a major selling point to promote the City. Riverfront development affects wetlands and water quality. Protect waterways from gas station leaks. 	<ul style="list-style-type: none"> Provide best management practices for storm water runoff. 	<p>Objective 5.3.1: Provide best management practices for storm water runoff.</p>
	<ul style="list-style-type: none"> Protect surface and ground water. 	<p>Objective 5.3.2: Protect surface and ground water.</p>
<ul style="list-style-type: none"> Landscape with knowledge. Use indigenous and drought tolerant plant materials. 	<ul style="list-style-type: none"> Encourage water conservation and native landscaping practices. 	<p>Objective 5.3.3: Encourage water conservation and native landscaping practices.</p>
<ul style="list-style-type: none"> Enforce using green energy within parks such as solar and reclaimed water. Create better commercial design standards that make it mandatory for buildings to be 30% green design. Design with green building practices. 	<ul style="list-style-type: none"> Promote energy conservation practices. 	<p>Objective 5.3.4: Promote energy conservation practices.</p>
<ul style="list-style-type: none"> Wetlands and waterways are worth protecting. Protect the wetlands from development. Do not allow port or other industries to destroy wetlands with development. Protect wetlands and do not allow encroachments on wetlands. Require wetlands mitigation on a regional scale in Duval County. Wetland mitigation should be the last resort to development. Make developers protect more land or prevent development. Protect wetlands! Conserve marshes and do not permit any more marinas and residential development. 	<ul style="list-style-type: none"> Limit wetland development to those that are disturbed and of Low quality; however, there shall be absolute preservation of High quality wetlands and those of over-riding public value. 	<p>Objective 5.3.5: Limit wetland development to those that are disturbed and of Low quality; however, there shall be absolute preservation of High quality wetlands and those of over-riding public value.</p>

Guiding Principle Five

OPEN SPACE AND RECREATION: Enhance Conservation Areas, Parks and Recreational Opportunities

Sub-Principle 5.4: Expand the Park System, Increase Park Accessibility and Increase Recreational Opportunities

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • Make community centers more accessible. • Add sidewalks to provide connection between residential and park areas. • Neighborhood parks do not have bike and pedestrian access. • Preserve Buck, Ed Austin, and Hanna Parks and maintain parks better. • Park maintenance is lacking and needs to be improved. Upgrades are needed for all parks. • Make Blue Cypress Park more community friendly via expansion and upgrades. • Need more pedestrian connections to Reddie Point Preserve, Arlington Lions Club and all waterfront parks. • District Two Park needs more facilities and less police facilities. The park needs more trees to create a balance of facilities and park. • Better park safety, more general upkeep, and more lighting are needed. • Bruce Park needs a walking track and bathrooms need updating. • Maintain Kona Skate Park. • Interconnectivity of parks, boat ramp, Pack Park, Historic Park, Jetty Park, and Fishing Pier is needed. • Need better facilities at Helen Cooper Floyd Park and David Wayne Park • Need more ocean access (have to pay to use Hannah Park). • More park access is needed for bikes and pedestrians. • Connect Castaway Park to other parks using JEA easement trails. • Better accessibility at parks is necessary. 	<ul style="list-style-type: none"> • Enhance and improve existing parks and other recreational land and provide abundant and suitable access there to. 	<p>Objective 5.4.1: Enhance and improve existing parks and other recreational land and provide abundant and suitable access there to.</p>
<ul style="list-style-type: none"> • Girvin Road should have a park developed on the old land fill site. • More parks are needed. Ed Austin Park is a big success so duplicate that type of park. Need more small parks to create a village-type atmosphere. • More neighborhood parks are necessary. • Need access to more parks and more parks. • There are not enough parks for the whole Arlington area. Need more trails and paths to connect the existing natural amenities. Need better advertising of park locations. • Need more neighborhood parks and open space. • Need more neighborhood parks. • Increase neighborhood parks. • Create more open space and recreation. 	<ul style="list-style-type: none"> • Increase the number of parks and neighborhood accessibility. 	<p>Objective 5.4.2: Increase the number of parks and neighborhood accessibility.</p>
<ul style="list-style-type: none"> • Increase signage and awareness for park locations within the community. Provide standardized legends for each park for its amenities. • Parks need more signage. Add amenities to neighborhood parks such as community centers. • Identify the existing park at Beach Boulevard and Peach Street with better signage. 	<ul style="list-style-type: none"> • Improve awareness of the park system. 	<p>Objective 5.4.3: Improve awareness of the park system.</p>

Guiding Principle Five

OPEN SPACE AND RECREATION: Enhance Conservation Areas, Parks and Recreational Opportunities

Sub-Principle 5.4: Expand the Park System, Increase Park Accessibility and Increase Recreational Opportunities (Continued)

Charrette Comments	Steering Committee Comments	Related Vision Topic
<ul style="list-style-type: none"> • New fishing pier at Hanna Park is needed. • There is an opportunity for a park and green space adjacent to school on Altama Road. • All landfills need to be accessible to the public. • Use Girvin Road landfill as a park. • Girvin Road landfill could be used for an “extreme” sports park (i.e. skateboards, motocross). • There are 20 acres of vacant land at the end of Pablo Point Drive and 4 acres of land at Gately Road and Mt. Pleasant Road that the City should purchase for parks. • There needs to be a small skate park (like Cuba Hunter) in the Glynlea area. • Add a trail along Fort Caroline Road to connect to the park system (Timicuan Preserve). • Need a linear park at the end of Arlington Road. • Could there be a passive park along and Ft. Caroline Road? • Need public access at Moody property. • There should be a non-motorized boat launch north of Atlantic Boulevard at San Pablo Road to connect to Dutton Island. • Design mixed use centers as community centers with green space. • Need more community centers and more senior centers. Lone Star and Glynlea areas could use a community center. • Expand community centers for children to help after school programs and use shuttles to get them there. Clean existing community centers up and provide supervision and maintenance. • Need more equality in park programming to provide the same amenities in every park. • Need more youth athletic facilities and programs. • Need more active parks and more youth activities along with community drop-in centers. • Sunny Acres Park is the only handicapped accessible pool in the area. • Create more passive and active activity alike for young and old people. • Use existing power lines to create trails and paths and use the natural drainage ridges for a trail system. • Create more after school activities for teens and provide transportation to and from facilities. • Eastcoast Greenway needs to be defined south of Mayport Ferry through Mayport and Arlington / Beaches. • Incorporate the Duval County park system into the East Coast Greenway. 	<ul style="list-style-type: none"> • Increase recreation and programming opportunities where appropriate. 	<p>Objective 5.4.4: Increase recreation and programming opportunities where appropriate.</p>
<ul style="list-style-type: none"> • The Mill Cove area needs a boat ramp with parking. • Area needs a boat ramp in the Mill Cove area with parking. • Increase and encourage use of the river with water access and boat ramps. • Expand or create parks at existing boat ramps. • Need more boat launches. • Keep boat ramps and widen access roads. • More boat ramps are needed to access the waterways. The old marina shipyard could be redeveloped as well. Need more access to water facilities and water taxis to connect to parks. • Need more access to Pottsburg Creek. Board walks are needed along the river. • Jacksonville University should open up the riverfront for public accessibility. • Develop ‘theme’ water sports such as Dragon boat races and crew races. Take more advantage of the river and its tributaries. • Revitalization plans in Mayport should include a public waterfront. • Create scenic corridors with views to the water. 	<ul style="list-style-type: none"> • Enhance and expand existing water access, including boat ramps, where appropriate. 	<p>Objective 5.4.5: Enhance and expand existing water access, including boat ramps, where appropriate.</p>
<ul style="list-style-type: none"> • Public schools should partner with City Parks and Recreation to create more park space. • Schools are underutilized. Organize them better for night uses, community uses. • Work with schools to keep their recreational facilities open to the public. Parks that are on school property need to be identified better. 	<ul style="list-style-type: none"> • Encourage cooperation between the city and school board for common increased use of facilities. 	<p>Objective 5.4.6: Encourage cooperation between the city and school board for common increased use of facilities.</p>

