

JACKSONVILLE BEACH

COMMUNITY REDEVELOPMENT PLAN

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**Jacksonville Beach
Community Redevelopment Plan**

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OVERVIEW OF THE
COMMUNITY
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PLAN

I. OVERVIEW OF THE COMMUNITY REDEVELOPMENT PLAN

THE NEED FOR AND PURPOSE OF THE COMMUNITY REDEVELOPMENT PLAN

Introduction

This document has been prepared in accordance with Florida Statutes Chapter 163 Part III, under the direction of the Jacksonville Beach Community Redevelopment Agency. The preparation of the Community Redevelopment Plan was preceded by a Finding of Necessity adopted by City Council resolution on September 19, 1977. The original Finding of Necessity was amended by resolutions on July 16, 1979 and on September 17, 1984, for the purpose of modifying the boundaries of the Community Redevelopment Area. Several detailed studies have been prepared to document the conditions which demonstrate the need for redevelopment.¹ The Community Redevelopment Area is depicted graphically in Figure 1 and the boundaries of the Community Redevelopment Area are described by legal description in the Appendix. City of Jacksonville Beach Ordinance 6950, adopted on March 20, 1978, established the Community Redevelopment Agency in accordance with Florida Statute 163.356.

This Community Redevelopment Plan is the culmination of a planning process which included detailed analyses of existing conditions, market potentials and public concerns. Several alternative concepts have been developed, evaluated and presented for public input. Background information gathered during the planning process was documented in a May 1986 report on the Phase I Inventory and Analysis and the Phase II Alternative Concepts. Detailed background data on the market study conducted for this plan is contained in a memorandum report dated June 1986.

Redevelopment Powers and Requirements

The Community Redevelopment Act of 1969, Florida Statute 163, Part III as amended, in recognition of the need to prevent and eliminate conditions of slum and blight, confers upon counties

¹Finding of Blight - Jacksonville Beach Redevelopment Area, BHR Planning Group, Inc., July 1982
Finding of Necessity for the Community Redevelopment Area of the City of Jacksonville Beach, Casella & Associates, September 1984.

and municipalities the authority and powers necessary to carry out redevelopment activity. While many of the powers necessary to carry out redevelopment activities are assigned to the Community Redevelopment Agency, certain other powers are retained by the governing body, the Jacksonville Beach City Council. These powers are summarized and paraphrased as follows:

The power to determine an area to be a slum or blighted area and to designate such an area as appropriate for community redevelopment.

The power to grant final approval to community redevelopment plans and modifications thereof.

The power to authorize the issuance of revenue bonds.

The power to approve the acquisition, demolition, removal or disposal of property and the power to assume the responsibility to bear loss.

Other powers made available to community redevelopment agencies and/or governing bodies include, but are not limited to the following:

The power to acquire by eminent domain property deemed necessary for community redevelopment.

The power to construct improvements necessary to carry out community redevelopment objectives.

The power to dispose of property acquired in the community redevelopment area at its fair value for uses in accordance with the plan.

The power to carry out programs of repair and rehabilitation.

The power to plan for and assist in the relocation of persons and businesses displaced from a community redevelopment area.

The power to establish a redevelopment trust fund to receive tax increment revenues to fund redevelopment activities.

The power to issue redevelopment revenue bonds for the purpose of financing redevelopment activities.

All of the above-referenced powers and others provided by Part III, Chapter 163 may be required to carry out the intent of this

Community Redevelopment Plan, and future modifications thereof.

The Need For Redevelopment

As depicted in Figure 2, the Jacksonville Beach Community Redevelopment Area is geographically well situated within a growing region. J. Turner Butler Boulevard has greatly improved access to Jacksonville and to the growing Southpoint/Deerwood center of office employment. Several miles to the south is a large concentration of luxury residential and resort dwellings in the Ponte Vedra/Sawgrass area. A few miles to the west the new Mayo Clinic is becoming an important regional medical facility.

Several miles to the north the Mayport Naval Complex continues to grow and provide employment opportunities to area residents.

In spite of all of these positive signs, economic and physical conditions in the Community Redevelopment Area have continued to worsen. Less than one-third of the existing buildings in the Community Redevelopment Area are ranked as "sound". Other factors on which the prior "findings of necessity" were based include excessive diversity of ownership and poor lot layouts.

In spite of a strong regional economic outlook the present conditions in the Community Redevelopment Area are such as to continue to discourage and constrain private investment in rehabilitation and redevelopment. Because the private sector alone cannot remove these constraints, the City of Jacksonville Beach must take a strong lead role in removing the constraints to private investment.

Redevelopment Objectives

Redevelopment objectives for the Jacksonville Beach Community Redevelopment Area have been derived from adopted planning studies as well as from interviews with public officials, property owners and residents. A particular emphasis of the objectives is to achieve consistency with the adopted City of Jacksonville Beach Comprehensive Plan.

General Objectives

- o Eliminate the conditions of blight and prevent the spread of blighting conditions.
- o Utilize selected public actions to stimulate and encourage private investment in redevelopment and rehabilitation activities.

- o Encourage the core downtown area to develop as the center for cultural, entertainment and community activities within the City.
- o Provide for reasonable plan flexibility in accommodating unforeseen private sector initiatives and future economic trends, consistent with these redevelopment objectives.

Economic Objectives

- o Increase the tax base in the Community Redevelopment Area to assist in financing public actions to support redevelopment.
- o Encourage the re-creation of a compact mixed-use core area, oriented to recreation, entertainment, specialty retail, tourism and housing.

Land Use Objectives

- o Encourage the development of a mix of activities in the core area including residential, retail, hotel and office.
- o Stabilize and enhance the predominantly residential portions of the redevelopment area through infill development and rehabilitation activity.
- o Provide guidance to moderate building heights in the core oceanfront area and residential densities elsewhere in the community redevelopment area.
- o Expand and enhance useable open space in the community redevelopment area to support and encourage greater pedestrian activity.
- o Control the amount of land zoned for commercial use to stabilize predominantly residential areas and concentrate commercial activity in the core area.

Circulation and Parking Objectives

- o Promote greater pedestrian circulation in the core area particularly along 1st Street and the boardwalk.
- o Maintain the existing street pattern with improvements as necessary to accommodate new development.
- o Provide for seasonal adjustments in the core area

circulation system to reduce vehicular through-traffic and increase pedestrian circulation.

- o Provide incentives for the utilization of a shared public-private parking system.
- o Maintain a reasonable supply of parking to serve beach visitors.

Utility Objectives

- o Provide for the orderly replacement or expansion of water, sewer and drainage systems.

Urban Design Objectives

- o Promote standards of high quality in new development and rehabilitation consistent with the desired image of Jacksonville Beach.
- o Create an exemplary public environment consisting of streets, pedestrian walks, plazas and open spaces.
- o Promote compatibility and integration among public and private developments.

THE REDEVELOPMENT PLAN CONCEPT

Existing Conditions Summary

To establish an inventory of existing conditions in the Community Redevelopment Area the following variables were analyzed: land use and functional areas, redevelopment trends, building conditions, development regulations, urban design framework, traffic circulation, parking and utilities. As a complement of the existing conditions analysis, a detailed market analysis for the Community Redevelopment Area was conducted. From this inventory and analysis the key conclusions were:

1. The area between 1st and 5th Avenues North, and between 3rd Street and the boardwalk contain the greatest concentration of physical problems. These problems include vacant land and buildings and poor building conditions.
2. While this "core area", described above, exhibits the greatest concentration of physical problems, it is also considered to provide the best opportunities for

redevelopment activities due to its central location, accessibility and proximity to the existing civic and governmental functions.

3. Existing stormwater drainage systems will likely require substantial improvement to accommodate major new development.
4. Existing sewer and water systems, with planned improvements, will likely accommodate the proposed magnitude of future development.

Market Summary

The market analysis prepared as part of this plan includes an evaluation of Jacksonville Beach's relative position in the regional market. Also included is an evaluation of development potentials for specific uses considered appropriate for the redevelopment area. The following are the key conclusions regarding the market potentials in the Community Redevelopment Area over the next ten years.

1. The phased development of a specialty retail center of up to 70,000 square feet can be supported provided that proper tenant mix and promotional activities are maintained.
2. To support the specialty retail center an oceanfront bandshell amphitheatre should be incorporated. Adequate support may exist to support a specialized attraction such as a mini-aquarium. However, incorporation of such a facility is contingent upon financial feasibility.
3. There exists a potential for absorbing 30 to 50 residential units per year, oriented to smaller, younger households.
4. Office development of approximately 50,000 square feet can be supported by professionals serving the local population.
5. A hotel of approximately 250 rooms in the core area is highly desirable as an activity generator. However, market support may be weak in the near term future.

Plan Concept

The Community Redevelopment Plan, described in detail in the following chapters, has been prepared in accordance with the preceding objectives for the development and revitalization of the Community Redevelopment Area. Four specific alternative concepts for redevelopment have been considered.

All of the concepts had in common the following "givens".

1. The redevelopment plan should focus efforts on recreating a balanced, mixed-use activity center in the core of downtown, generally from 1st Avenue South to 5th Avenue North, between 3rd Street and the oceanfront.
2. The land use mix in the core area should include the following:
 - Low-mid rise residential development.
 - Specialty retail development oriented largely to restaurants and entertainment.
 - Office development oriented largely to local-serving professionals.
 - A new first rate hotel.
 - New amenities and attractions including an oceanfront bandshell, rehabilitated boardwalk, and plazas at oceanfront streetends.
3. The redevelopment effort should focus specifically and primarily upon the results which can be achieved over the next five to ten years.

As depicted in Figure 3, the Plan Concept envisions the creation of a new downtown Jacksonville Beach, incorporating the best of the old and the new. Key components of this vision of the future include the following:

Beachwalk

The beachwalk is conceived as the element which links together the various development components comprising the revitalized core area.

Extending initially from 1st Avenue South to 5th Avenue North the beachwalk will be re-created as a major "linear park" and as an attraction for family entertainment. Contributing to the attraction of the beachwalk is the bandshell amphitheatre proposed at the eastern terminus of 1st Avenue North. Elsewhere along the beachwalk special plazas will be developed at major streetends including Beach Boulevard, 3rd Avenue North and 4th Avenue North.

Specialty Retail Village

In order to draw local residents as well as tourists to a revitalized downtown core, a specialty retail village is proposed. Composed largely of restaurants and entertainment

activities, the specialty retail village will be the foundation for day, night-time and year around activity. The term "village" reflects the design intent for the center. Composed of a cluster of small, primarily one-story buildings, the village will reflect the scale and image of "old" Jacksonville Beach.

Extending from the American Red Cross Volunteer Lifesaving Corps station on the south to 3rd Avenue North, the village will have as its centerpiece the proposed bandshell amphitheatre. Included in this area is the existing City-owned Crab Pot Restaurant. Although the use of this building is entirely consistent with the specialty center concept, the building itself may be inappropriate for a well planned and integrated village concept. As an option, a special attraction such as an aquarium may be incorporated into the specialty center village, subject to economic feasibility.

Retail Rehabilitation

Located near the corner of 1st Avenue North and 1st Street is a cluster of commercial buildings which represent the last visible evidence of what downtown Jacksonville Beach once was. These buildings remain sound as evidence of the perseverance of their owners. The plan calls for these buildings to remain and be rehabilitated in a style consistent with their original construction and design.

Residential Village

Proposed immediately north of the specialty retail village is a residential village extending from 2nd Avenue North to 5th Avenue North, east of 2nd Street. Within this area approximately 200-322 residential dwellings can be accommodated. The intent is to re-create a stable resident population in the heart of downtown. Unlike the luxury high-rise condominiums which have been built elsewhere along the oceanfront, the residential village is low to mid-rise in scale. Its units will be moderate in price and in size so as to appeal to a younger, less well-to-do, segment of the population.

Hotel Development

In order to enhance the appeal of the core area to tourists a new modern oceanfront hotel is conceived as the southern "anchor" of activity along the beachwalk.

Proximity to the specialty retail village and to the Flag Pavilion are particularly important factors in determining the optimum location. Therefore, the concept calls for a hotel on the oceanfront between Beach Boulevard and 1st Avenue South.

Immediately to the west, parking to service the hotel can be provided.

Although the market survey did not indicate strong support for such a hotel at present, such a hotel remains very important in the realization of the optimum balance of activity in the downtown core. At the proposed location the hotel will be the "southern anchor" of activity along the beachwalk, terminating in a major plaza at the end of Beach Boulevard. Similarly, the hotel is located so as to support a greater level of activity at the underutilized Flag Pavilion.

Office Commercial Core

A modest concentration of office use is proposed to complement the residential and retail development. The two blocks facing 3rd Street between 2nd Avenue North and 4th Avenue North are proposed for a low mid-rise cluster of office development oriented largely to local-serving professionals such as physicians, attorneys and accountants. Because such development has already been proposed for this location, direct City action to leverage such development may not be a high priority immediately.

Parking and Traffic Circulation

The proposed redevelopment of the downtown oceanfront core will displace a significant amount of public parking serving beach visitors. Specifically, the oceanfront parking lot at 1st Avenue North and parking at streetends will be eliminated. At the same time, the development of the specialty retail village and the bandshell amphitheatre will increase the demand for parking in the core area.

To meet this increased demand and to replace oceanfront parking eliminated by redevelopment, two shared parking structures are proposed. One such structure will be located over the existing parking lot just north of the Flag Pavilion. This facility will jointly serve the Flag Pavilion, retail village, and bandshell amphitheatre in addition to accommodating beach visitors. A second garage is proposed to be located one block to the north, spanning 2nd Avenue North, just east of 2nd Street. Included in this proposed site is the existing city-owned parking lot at the southeast corner of 2nd Avenue North and 2nd Street. This facility will serve the residential village as well as the retail village.

The level of traffic generated by the proposed redevelopment is not so great as to require major street widenings or intersection improvements. Rather, certain operational improvements are proposed to facilitate traffic flow within the existing street

system. This involves the designation of certain streets for one-way traffic. Beach Boulevard and 1st Avenue North are proposed as a one-way pair with traffic eastbound on Beach Boulevard and westbound on 1st Avenue North. While 2nd Avenue North and 4th Avenue North remain two-way, 3rd Avenue North and 5th Avenue North will be paired with traffic eastbound on 3rd Avenue North and westbound on 5th Avenue North.

First Street is also proposed for one-way (northbound) traffic in order to eliminate the turning movements and other conflicts currently experienced during the peak season. In addition, a portion of 1st Street may be closed entirely to vehicles during the peak summer season to accommodate a predominantly pedestrian orientation.

The Concept Plan described above does not ignore the problems and issues facing other portions of the Community Redevelopment Area. Rather, it seeks to focus immediate attention and actions upon both the most pressing problems and the most immediate opportunities. The concept is visionary in that it seeks to establish a new standard of development and, indeed, to re-establish the downtown oceanfront as the city's center. More importantly, however, the concept is do-able. Over the next five to ten years the realization of this concept will have achieved the following:

- A large proportion of the blighted conditions within the Community Redevelopment Area will have been eliminated.
- A "critical mass" of activity will have been created so as to sustain further growth and development elsewhere within the Community Redevelopment Area.
- A new environment, community image and pride will have been established so as to guide additional redevelopment initiatives.

THE
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II. THE COMMUNITY REDEVELOPMENT PLAN

LAND USE PLAN

The Land Use Plan depicted in Figure 4, is consistent with the Redevelopment Objectives and with the City's current Comprehensive Plan. No significant changes in existing zoning are necessary to accomplish the intent of the Land Use Plan.

Within the "core area" extending from 1st Avenue South to 5th Avenue North, four principal land use designations are proposed. Surrounding the government uses, including the Flag Pavilion and City Hall, commercial uses extend along 1st Avenue North, 1st Street and Beach Boulevard. Included within this designation is the proposed specialty retail village, the existing commercial uses along 1st Avenue North and the proposed hotel and ancillary commercial uses south of Beach Boulevard. Office commercial uses are designated for the three blocks from 1st Avenue North to 4th Avenue North, between 3rd Street and 2nd Street. Consisting of the existing bank, medical offices and the proposed additional 50,000 square feet of professional office, these blocks will become downtown's office core. Located east of 2nd Street and north of the retail village is a mixed-use residential/commercial zone. Although the predominant use in this area will be the proposed residential village, some limited ground floor retail in this area should be permitted.

To the south of 1st Avenue South the proposed land use pattern reflects current conditions and trends as well as current policies. Between 2nd Street and the oceanfront, residential will remain the predominant use. Because of the weak market for new high density residential and hotel development no significant land use changes are expected in this area. However, infill residential development as well as residential rehabilitation is to be encouraged in this area. Between 3rd Street and 2nd Street a commercial designation is proposed to remain in effect, reflecting the current pattern of strip commercial along 3rd Street.

To the north of 5th Avenue North a mixed-use residential/commercial district is proposed to extend up to 9th Avenue North, east of 2nd Street. Between 3rd Street and 2nd Street a commercial use designation extends from the office commercial designation at 4th Avenue North to the limits of the Community Redevelopment Area at 9th Avenue North.

Although the Land Use Plan does not propose a dramatic restructuring of prior land use policies, such policies should be reviewed in depth during the process of revising the City's Comprehensive Plan.

Policy options which should be given careful consideration include the following.

1. Consider reducing the depth of commercial development along 3rd Street to stabilize existing residential development along the west side of 2nd Street.
2. Consider reducing the commercial use designations which currently extend from 2nd Avenue South to 9th Avenue North between 3rd Street and the oceanfront.
3. Consider eliminating conditional non-residential uses in areas currently designated for residential multi-family.

TRAFFIC CIRCULATION AND PARKING PLAN

Traffic Circulation

A traffic circulation plan has been developed to optimize access to the individual plan component land uses as well as to increase the efficiency of the critical intersections within the project area. As indicated in Figure 5, the basis of the circulation plan is the development of a double counter clockwise one way traffic flow plan. This plan involves the one way designation of Beach Boulevard from Third Street eastbound to First Street, thence northbound on 1st Street to 1st Avenue North, thence westbound on First Avenue North back to Third Street. The other recommended one way configuration involves 3rd Avenue North from Third Street eastbound to 1st Street, thence northbound on 1st Street to 5th Avenue North back to Third Street. Second Street would maintain a two way traffic flow as would 2nd and 4th Avenues North.

The section of 1st Street from 1st Avenue North to 3rd Avenue North could remain closed on a seasonal basis. The rerouting of through traffic on 1st Street could negotiate a one block offset over to 2nd Street during peak season closure of 1st Street. Since the one-way flow proposed for 1st Street is northbound on both sides of the street closure section, the opening of the section of 1st Street from 1st Avenue North to 3rd Avenue North could be accomplished without significant difficulties related to traffic operations. The opening of this street section could be accomplished with only minor traffic signing changes required in order to regulate the movement of traffic in a proper manner.

A significant benefit of this traffic circulation plan relates to the efficiency gained at key intersections throughout the project area. As an example, the intersection of Beach Boulevard and 3rd Street currently operates near capacity during peak traffic periods. By eliminating the movement of vehicles into the intersection from the east, additional capacity will be gained at this intersection for the purpose of the major traffic movements associated with 3rd Street and the west approach of Beach Boulevard to the intersection. Other intersections will benefit from the elimination of certain turning movements effected by the one-way traffic movement pattern. In order to implement the proposed one-way circulation system modifications to existing traffic signals must be made throughout the core area.

Parking

An integral part of the necessary infrastructure for the proposed redevelopment area is the provision of adequate parking to serve existing and proposed new uses.

At present the City of Jacksonville Beach maintains a sizeable inventory of public parking on the lots adjacent to the Flag Pavilion, on the oceanfront at 1st Avenue North at the corner of 2nd Street and 2nd Avenue North, in addition to on-street parking at oceanfront street ends. The redevelopment concept calls for the elimination of the oceanfront parking lot as well as the street-end parking at 2nd, 3rd and 4th Avenues North. This net "loss" amounts to approximately 168 spaces. This parking at present, serves beach visitors. It is the policy that all such public parking serving beach visitors, which is eliminated in the redevelopment process, shall be replaced such that there is no net loss of parking available to beach visitors.

The first step in evaluating the parking needs associated with the redevelopment effort is to determine the appropriate parking ratios for each component land use. Data on parking utilization compiled by the Institute of Transportation Engineers was used to evaluate the adequacy of the parking ratios currently required by the zoning ordinance. For all uses except residential the parking ratios mandated at present by zoning were found to be consistent with actual peak parking demand. For residential use, data indicates an average peak weekday parking rate of 0.95 occupied spaces per unit with a maximum rate of 1.67 spaces per unit. Thus, it appears that the current requirement of 2.25 spaces per unit may be excessive, particularly for small unit multi-family development where joint use shared parking may be available. It is proposed that the current requirement be reduced to 2.0 spaces, subject, however, to modification and

negotiation with prospective developers. Table 1 indicates existing and proposed parking ratios.

TABLE 1. PROPOSED PARKING RATES

<u>Land Use</u>	<u>Existing Parking Ratio</u>	<u>Proposed Parking Ratio</u>
Specialty Retail	4 spaces/1000 GSF	4 spaces/1000 GSF
Multi Family	2.25 spaces/DU	2.0 spaces/DU
Bandshell	1 space/3 "seats"	1 space/3 "seats"
Office	1 space/300 GSF	1 space/300 GSF
Attraction	1 space/200 GSF	1 space/200 GSF

Source: England Thims & Miller

Because of site constraints and the desire to eliminate surface parking along valuable oceanfront, parking to serve the specialty retail village and the bandshell amphitheater must be provided off site, west of 1st Street. At the recommended parking ratios, an additional 446 spaces would be needed to serve the retail and bandshell. In addition there exists a need to replace the existing 168 oceanfront parking spaces which would be removed by the redevelopment. To accommodate this level of parking at grade nearly 5 acres of land would be consumed in the core area. Thus, the concept of shared parking garages is proposed as a viable alternative to large expanses of surface parking. As depicted on Figure 7, two parking structures are proposed. One is located on the existing parking lot north of the Flag Pavilion. The other is located one block to the north and spans 2nd Avenue North from the existing surface lot at 2nd Street. A total of 165 spaces are currently existing at these locations and are programmed to remain.

As depicted in Table 2 the need for structured parking totals over 800 spaces. Included is the parking to serve residential development on Block 32. While this amount of parking could conceivably be provided at only one of the proposed locations, the result would be a garage of 8 or more stories dwarfing the scale of downtown. Thus, as depicted in Figure 6, two moderate-scaled garages are proposed for sites "A and B", providing approximately 780 spaces to serve the first phase of redevelopment. In addition, the existing surface lot adjacent

to the Crab Pot Restaurant is proposed to be expanded from 28 to 40 parking spaces.

In anticipation of the parking needs associated with the second phase of redevelopment, the parking garage at site "A" should be designed to be vertically expandable to accommodate a portion of the parking necessary to serve the office development to the west of 2nd Street. Two options are available to serve the parking needs of the proposed hotel. One option is to utilize the half block between 1st Street and 2nd Street facing Beach Boulevard. A second option is to utilize a joint use garage on the site of the existing lot just south of the Flag Pavilion.

TABLE 2. SHARED PARKING DEMAND

<u>Land Use</u>	<u>Size</u>	<u>Ratio</u>	<u>Demand</u>
Specialty Retail	40,000- 70,000 s.f. ¹	4/1000	160-280
Residential	26-33 units ²	1.67/DU	43-55
Bandshell	500 seats ³	1/3 seats	166
Replacement	333 spaces ⁴	1 to 1	333
TOTAL			757-834 spaces

Source: WRT

1. Not including an "attraction"
2. Block 32 only; residential parking on blocks 41, 42, 51 and 52 will be accommodated on-site.
3. Assumed average occupancy.
4. Includes existing lots north of Flag Pavilion and at 2nd Street and 2nd Avenue North.

PRIVATE DEVELOPMENT PROGRAM

The recommended program of private development is derived directly from the study of market demand. The private development program anticipates four specific private development initiatives over the next ten years divided into two distinct phases. In Phase I, extending from 1987 to 1992, primary emphasis is placed upon initiating, through public action, the development of a residential village and a specialty retail village. The two additional types of private development; a hotel and additional office development are anticipated to be initiated by public sector actions during the Phase II period of 1992-1997. However, it is entirely possible that such development may be initiated by private initiatives during the Phase I period. Redevelopment efforts during Phase III, beyond 1997 will be aimed at increased residential redevelopment and revitalization to the north and to the south of the core area. Figure 7 depicts a conceptual site plan for the proposed private development and Figure 8 indicates proposed phasing. The Site Plan depicted in Figure 7 is illustrative of the intended character and should not preclude variations in building sizes, locations and site arrangements.

Residential Village

Residential redevelopment is proposed north of 2nd Avenue North and east of 2nd Street on blocks 32, 41, 42, 51 and 52. Absorption is estimated at 30 to 50 units per year. The market orientation of the proposed development is toward young professionals and first-time buyers interested in an active, fun, in-town environment. As a result, the units will be relatively small one and two bedroom units ranging from 800 to 1200 square feet.

The need for a low density image is crucial to successfully attracting this market. Ideally the densities should be in the 15 to 20 units per acre range, with a total of up to 200 units. However, depending on actual land acquisition costs it may be necessary that the development accommodate up to 322 units at the density range of 25 to 40 units per acre in order to maintain prices in the \$60,000 to \$125,000 range. Maximum building heights along the oceanfront are proposed at four stories stepping up to a maximum of six stories west of 2nd Street.

Specialty Retail Village

A specialty retail development is the second component of Phase I private development. Located between 1st Street and the oceanfront on blocks 31, 21 and the publicly-owned land to the south, a center of 40,000 to 70,000 square feet is proposed. Of

this total size approximately 30,000 square feet is to be devoted to food and beverage services, with the remainder in shops specializing in gifts, apparel and unique merchandise. Lease rates are anticipated in the \$12-\$25 per square foot range for retail, \$10-\$15 per square foot for restaurants and \$15-\$30 per square foot for fast-food establishments.

Three closely related factors will contribute to the ultimate success of the specialty retail village: careful tenant mix, unique design and the promotion of special entertainment events at the proposed bandshell amphitheater. Unlike other types of retail centers, patrons will be drawn to the specialty retail village to be entertained rather than to make major consumer purchases. Thus, major restaurants are considered the "anchor tenants".

The design concept is for a cluster of individual, but connected, one and two story buildings. Pedestrian circulation will be accommodated along the beachwalk, 1st Street and along a meandering promenade at the mid point between the beachwalk and 1st Street. It is important that the village be designed with the prospective consumer in mind. Because of its oceanfront location many patrons are likely to be dressed in very casual attire. Walk-up, fast food outlets may be oriented to the beachwalk, while specialty shops may be located along 1st Street. The need for an informal setting mandates that circulation be accommodated without a central, air conditioned mall space.

Depending on private developer response, the project may be constructed in two increments, the first of which should be no less than 40,000 square feet.

Because the specialty retail village is largely entertainment oriented, it is helpful to incorporate other related attractions into the concept. As the centerpiece of the specialty retail village, an oceanfront bandshell/amphitheatre is proposed. In addition a specialty attraction such as a mini-aquarium is highly desirable. However, projected market support for such an attraction may be insufficient to support the necessary investment. Thus, private developers should be encouraged, but not required, to incorporate such an additional attraction.

Office Development

An office development of approximately 50,000 square feet is proposed for blocks 33 and 43. The target markets for this development consist of local-serving professionals, whose space needs are generally under 5,000 square feet. Although the proposed development will not make the Community Redevelopment

Area a major office concentration, this small increment of office will complement the proposed residential and retail developments.

Absorption is estimated at 5,000 to 10,000 square feet per year with lease rates ranging from \$12 to \$13 per square foot. It is recommended that the office development be accommodated in increments of approximately 10,000 square feet in low-rise buildings of up to four stories.

Hotel Development

Even though the development of a first class 250 room hotel in the core area is highly desirable, several factors combine to raise into question the market feasibility of such a hotel in the immediate future. Hotel occupancy rates among area hotels are averaging in the low 60 percent range at present. This relatively low present utilization may be exacerbated by the proposed addition of approximately 1,000 hotel rooms in the region over the next several years. Thus, it is not recommended that direct public actions be aimed at securing a new hotel over the next five years. However, the Community Redevelopment Agency should be prepared to assist legitimate private sector initiatives in the development of the proposed hotel.

With the successful completion of the specialty retail village and the residential village, the outlook for a new hotel may improve after 1992. In anticipation of such an improved market condition a future hotel site has been designated for the oceanfront block just south of Beach Boulevard.

TABLE 3. PRIVATE DEVELOPMENT PROGRAM

<u>Type</u>	<u>Size</u>	<u>Phase</u>	<u>Maximum Building Height</u>
Residential Village	200-322 Units	I- 1987-92	4-6 stories
Specialty Retail Village	40-70,000 s.f.	I- 1987-92	2 stories
Office	50,000 s.f.	I or II 1987* - 97	4 stories
Hotel	250-rooms	I or II 1987* - 97	15 stories

*Note: Hotel and office development may be initiated by private interests in Phase I or by CRA initiative in Phase II.

Phase III Development Potential

The market study prepared as a basis for the Community Redevelopment Plan estimates the probable level of new development which can be supported over the next ten years. Market projections beyond ten years are highly speculative in nature and are unreliable as a basis for a redevelopment plan. Thus, the Private Development Program on Table 3 indicates that amount and type of development which can reasonably be expected to occur over the next ten years. The magnitude of this market is not nearly sufficient to support redevelopment throughout the Community Redevelopment Area. As a result there exists a need to concentrate the limited residential, retail, office and hotel development at a location where it has the best chance of success, where it is most needed to eliminate blight, and where it will have the greatest long term positive effects.

This is not to suggest that investment or redevelopment activity is discouraged south of 1st Avenue South or north of 5th Avenue North. However, such activity is likely to be in the form of renovations and small infill redevelopment projects involving primarily moderate density residential uses. The completion of the redevelopment of the core area approximately ten years from now can be expected to dramatically alter the real estate market and create opportunities for revitalization and redevelopment in the peripheral areas which are not presently foreseeable. At such time revisions to the market study and the redevelopment plan should be made to target specific projects outside the core area.

PUBLIC DEVELOPMENT PROGRAM

Whereas the private development program described the probable market for new development, the public development program describes actions which should be pursued to stimulate and support the anticipated level of private investment. Certain of the actions described below are aimed at a specific private market response. These include land acquisition and assembly necessary to make available specific redevelopment sites. Other actions such as traffic circulation and streetscape improvements have indirect effects in securing private investment by upgrading the surrounding environment.

Land Acquisition and Disposition

One principal reason for the lack of redevelopment activity in the core area is the difficulty, cost and time associated to assemble properties of sufficient size. In order to secure the proposed development of the specialty retail village and the residential village, the proposed sites must be made available

to prospective developers. This may require the Community Redevelopment Agency to purchase and clear some or all of the properties on blocks 21, 31, 32, 41, 42, 51, and 52. In addition, the Community Redevelopment Agency must be prepared to remove all existing structures and assist in relocating existing businesses prior to disposing of the land, through sale or lease, to selected private developers. Total cost for acquisition, demolition and relocation is estimated at \$5,950,000.

Parking

In order to meet the additional parking demand created by the redevelopment and to replace existing public parking to be removed, two shared parking garages are proposed. One of the garages, to be located at 2nd Avenue North and 2nd Street will accommodate approximately 400 spaces on two levels. This garage will serve the immediately adjacent residential development (40 spaces), the bandshell (166 spaces) and 40,000 square feet of the specialty retail development (160 spaces). In addition, this garage will incorporate the 34 spaces currently existing in surface parking at this location.

A second two level garage is to be located on the north parking lot adjacent the Flag Pavilion. Containing a total of 380 spaces, this structure will serve an additional 30,000 square feet of the specialty retail village (120 spaces) in addition to incorporating 260 existing parking spaces.

In addition to the proposed parking garages, the existing parking lot adjacent to the Crab Pot Restaurant is proposed to be expanded from 28 spaces to 40 spaces.

Total cost is estimated at \$6,600,000.

Utilities

Drainage

The core area has long suffered from the lack of adequate provision for storm drainage. The ultimate long range solution is a proposed outfall to the Intracoastal Waterway along 8th Avenue North. This needed improvement, however, has not been planned in detail nor could the substantial cost be borne by the redevelopment effort. Thus, short range provisions must be made to accommodate the drainage needs of the initial residential and retail development.

The proposed drainage improvements depicted on Figure 10 involve construction of a storm drainage collection network to connect

with the existing trunk line along 3rd Street. Florida Department of Transportation will impose restrictions on this connection to limit the post-development runoff volume to be no greater than pre-development conditions. This will require stormwater detention as well as retention for treatment purposes. These detention/retention functions will be accommodated in a manner consistent with existing practice and permitting policies of the St. Johns River Water Management District, the Florida Department of Transportation and the City of Jacksonville Beach.

Sewer System

Some improvements to the sewer collection system will be required to adequately service the redevelopment area. Improvements to the sewer collection system will involve a new line on 2nd Street extending from 2nd Avenue North to 6th Avenue North, thence westward to 4th Street to connect with Lift Station No. 2 which has been upgraded to handle additional flows.

Total cost for drainage and sewer improvements is estimated to be \$237,000.

Roadways and Traffic Signals

The rebuilding of the roadways within the core area is highly recommended in order to lengthen the anticipated life of these roadways to match the expected life of the redevelopment area itself. The options associated with the rebuilding of the roadways could include a combination of partial rebuilding as well as selected milling and resurfacing of existing streets. The decisions related to which roadway sections should receive a certain level of rebuilding treatment would need to be made at a subsequent, detailed engineering stage. For purposes of estimating a probable construction cost for improvements, the conservative assumption has been made that the entire 8,050 linear feet of core area roadways would be rebuilt with a typical section including 24' of pavement with new curb and gutter on both sides of the roadway section. A provision has also been made for the use of roadway underdrains within the redevelopment area in order to lengthen the expected life and reduce the degree of periodic maintenance required for the roadways.

Based upon the proposed traffic circulation pattern, modifications to a number of traffic signals within the redevelopment area will be necessary to serve the proposed one-way traffic patterns. Total estimated cost for roadway reconstruction and new signals is \$1,090,000.

Beautification Improvements

Bandshell

The proposed bandshell amphitheater will be accommodated in a specially designed plaza along the beachwalk at 1st Avenue North (Figure 11). Specific improvements include a plaza seating area to seat 500 persons, a stage area and tensile structure covering, lighting, sound equipment and landscaping. Total development cost is estimated to be \$755,000.

Beachwalk

From the bandshell a revitalized beachwalk will extend initially to the northern limit of the residential village at 5th Avenue North and to the southern limit of the specialty retail village at the lifeguard station (Figure 12). Specific improvements include a wider brick accented paving pattern, special lighting fixtures, landscaping and furnishings. To coincide with the development of a hotel south of Beach Boulevard the beachwalk will be ultimately extended to 1st Avenue South. Phase I cost is estimated to be \$798,000.

Plazas (3rd, 4th Avenues)

In addition to the large centrally located bandshell plaza, two additional oceanfront plazas are proposed at 3rd and 4th Avenues North, extending from 1st Street to the beachwalk. The purpose of these plazas is to provide inviting pedestrian entrances to the beachwalk, eliminating the unsightly asphalt street ends which presently exist. Specific improvements will include grade modifications, special paving patterns, lighting, landscaping, fountains and benches. Estimated cost for these two plazas is \$483,000.

To coincide with the southward extension of the beachwalk to the proposed hotel, a fourth plaza is proposed for Beach Boulevard and the oceanfront during Phase II. Estimated cost is \$376,000.

Primary Pedestrian Streets

These streets, although they sometimes fulfill an important vehicular traffic function, are designated to receive strong pedestrian emphasis, either because they carry heavy pedestrian flows or because they play an important visual role in linking important activities and open spaces. Emphasis on the pedestrian requires wide sidewalks of at least 12 feet, closely spaced trees, special lighting fixtures and amenities such as kiosks, benches and signage.

Classified as primary pedestrian streets are 1st Street from Beach Boulevard to 5th Avenue North, as well as 1st Avenue North and 3rd Avenue North between 1st Street and 2nd Street. Cost for the associated improvements is \$863,000.

Secondary Pedestrian Streets

These streets are also important vehicular and pedestrian routes, but those which play a secondary role in the visual design structure.

Sidewalks are similar to those on primary pedestrian streets although somewhat narrower, averaging 8 feet in width. Also trees, as well as lighting fixtures, are spaced further apart. Classified as secondary pedestrian streets are 2nd Street from Beach Boulevard to 5th Avenue North, Beach Boulevard east of 3rd Street, 1st Street, south of Beach Boulevard and 1st, 2nd, 3rd and 4th Avenues North, from 3rd Street to 2nd Street. Costs for secondary pedestrian street improvements are estimated to be \$765,000.

Civic Area Landscaping

The Flag Pavilion, City Hall and Community Center Buildings occupy a key site in the City and in the Community Redevelopment Area. Unfortunately, the site of these civic activities has not received adequate landscape treatment. The grounds and parking lot areas are virtually devoid of vegetation and detract from the appearance of the downtown area. In order to provide an improved visual and functional connection to the beachwalk area, a landscaping program is proposed with costs estimated to be \$45,000.

Phase III Public Actions

The Community Redevelopment Plan clearly focuses on the need to rebuild the core area, from 1st Avenue South to 5th Avenue North over the next ten years. This strategy reflects the fact that the long term viability of the entire Community Redevelopment Area depends on an active, economically productive core area, which can create the momentum necessary to revitalize the portions of the Community Redevelopment south of 1st Avenue South and north of 5th Avenue North. Thus, all of the public actions described above are aimed at securing the amount of private development which is foreseeable over the next ten years. Because the potential market for redevelopment beyond 1997 is highly speculative, it is not possible or wise to speculate on what specific public actions or expenditures may be necessary or appropriate.

However, it can reasonably be assumed that residential will remain the predominant use south of 1st Avenue South and north of 5th Avenue North. Similarly, it could be assumed that new long-term private investment will likely take the form of renovation and infill redevelopment rather than wholesale land assembly and clearance. Based upon these assumptions, public actions outside the core area should include those which upgrade the public environment and support continued reinvestment. These actions may include an expansion of the beachwalk and streetscape improvements, roadway repavings and utility replacements.

TABLE 4. PUBLIC DEVELOPMENT PROGRAM

	<u>Phase I</u> 1987-92	<u>Phase II</u> 1992-97
Land Acquisition, Demolition, Relocation	\$ 5,950,000*	U.D.
Parking Structures	\$ 6,600,000**	N.I.C.
Utilities	\$ 237,000	U.D.
Roadways, Signals	\$ 1,089,000	N.I.C.
Beautification		
Bandshell	\$ 755,000	N.I.C.
Beachwalk	\$ 798,000	\$ 200,000
Plazas (3rd, 4th)	\$ 483,000	N.I.C.
Plaza (Beach Blvd.)	N.I.C.	\$ 376,000
Primary Ped. Streets	\$ 863,000	N.I.C.
Secondary Ped. Streets	N.I.C.	\$ 765,234
Civic Area Landscape	N.I.C.	\$ 45,000
TOTALS	\$16,775,300	\$1,386,234

Source: WRT
England Thims & Miller

U.D. - Undetermined

N.I.C.- Not Included

* Some or all of these costs may be recouped through sale or lease of property to selected developers.

** A portion of the cost of developing the parking facilities may be absorbed by the developer(s) of the proposed private projects within the target area.

IMPLEMENTATION STRATEGY

Plan Adoption

Prior to approval of the Community Redevelopment Plan by the Community Redevelopment Agency, F.S. 163.360 requires that the plan be reviewed by the Local Planning Agency. The Agency is allowed up to 60 days to review and provide comments as to the conformance of the Community Redevelopment Plan with the Comprehensive Plan.

Following approval of the Community Redevelopment Plan by the Community Redevelopment Agency, it must be forwarded to the City Council. Following the required public hearing the City Council may adopt the Community Redevelopment Plan, after which it is considered to be in full force and effect.

Property Acquisition

The Community Redevelopment Agency shall acquire real property by purchase, condemnation, gift, exchange or other lawful means in accordance with, and as necessary to implement, the Community Redevelopment Plan.

Initial acquisition activity is anticipated to include some portions, or all, of Blocks 21, 31, 32, 41, 42, 51 and 52 as necessary to carry out the residential village and specialty retail village as herein proposed. Additional future acquisition may be carried out as deemed necessary to assure additional redevelopment activities.

Relocation Procedures

The Community Redevelopment Agency accepts responsibility to provide assistance to residents and businesses displaced as a result of the redevelopment actions sponsored and carried out by the Community Redevelopment Agency. The Community Redevelopment Agency shall strive to maintain the following policies and procedures:

1. Affected residents and businesses shall be provided adequate notification to permit relocation with minimum delay and hardship.
2. Affected residents shall be provided with assistance as necessary to secure comparable, adequate housing.
3. Provide businesses the opportunity to relocate within the Community Redevelopment Area, consistent with the intent of the Community Redevelopment Plan.

4. Provide fair and reasonable financial and other assistance to compensate residents and businesses affected by displacement.
5. Prior to the initiation of property acquisition conduct a survey of all residents and businesses likely to be affected by the acquisition. The survey shall identify specific relocation requirements and costs.

Demolition and Site Preparation

The Community Redevelopment Agency is authorized to demolish and clear structures and other improvements from any real property acquired by the Community Redevelopment Agency for the purpose of carrying out the intent of the Community Redevelopment Plan.

The Community Redevelopment Agency may construct, cause to be constructed, or request that the City of Jacksonville Beach construct streets, sidewalks, utilities, and beautification improvements as necessary to carry out the intent of the Community Redevelopment Plan.

Property Disposition

The Community Redevelopment Agency is authorized to sell, lease, exchange, assign, pledge, encumber by mortgage or deed of trust or otherwise dispose of real property in accordance with the intent of the Community Redevelopment Plan and with applicable law.

Disposal by sale or lease of real property shall be at fair market value in accordance with the development proposed by the Community Redevelopment Plan.

The Community Redevelopment Agency will provide opportunities for present owners to participate in the redevelopment effort through equity participation subject to satisfactory negotiations with selected developers. Property will be disposed of by a competitive process whereby interested developers will submit proposals including plans and specifications, financial statements, time schedules and proposed purchase and lease rates. Selected developers shall be required to execute binding agreements which will safeguard the provisions of the Community Redevelopment Plan.

It shall be the policy of the Community Redevelopment Agency to strive to secure binding agreements with developers prior to expenditures by the Community Redevelopment Agency for real property acquisition, relocation and site preparation.

The Agency shall have the right to review and approve construction plans and to refuse to approve plans found not in conformance with applicable disposition agreements, covenants or other controls.

Funding Sources

The following section provides a general review of potential sources of funding for redevelopment actions. With the anticipated revisions to the federal tax code, there is the possibility that several of the funding sources identified may change. Consequently, the availability and applicability of funding sources to specific projects should be reviewed once the tax code revisions become law.

In general, a variety of financing options are presently available to the Community Redevelopment Agency and the City of Jacksonville Beach. Among these are the following:

Tax Increment Financing

Tax increment financing is typically the major source of funding for redevelopment projects undertaken under the State of Florida Community Redevelopment Act. The provisions of FS 163.385 allow the City of Jacksonville Beach to issue redevelopment revenue bonds to finance redevelopment actions, with the security for such bonds being based on the "anticipated assessed valuation of the completed community redevelopment." In this way, the additional annual taxes generated within the Community Redevelopment Area, the "tax increment," is used to finance the long-term bond debt. Prior to the issuance of long-term revenue bonds, the City or Community Redevelopment Agency may issue bond anticipation notes to provide up-front funding for redevelopment actions until sufficient tax increment funds are available to amortize a bond issue.

The City of Jacksonville Beach currently has a redevelopment trust fund as required under FS 163.387 as the repository for increment tax funds. In fiscal year 1986 (ending September 30, 1986), tax increment generated \$268,106. For fiscal year 1987, Jacksonville Beach Planning Department estimates tax increments of approximately \$344,106.

This estimate does not include revenues generated by the revitalization projects described in the redevelopment plan. Thus, conservatively, the potential funding available through revenue bond financing is estimated to be \$4.5 to \$5.0 million, depending on bond market conditions. As depicted on Table 5 the proposed development of the specialty commercial village and

residential village could produce a taxable value of approximately \$20.6 million at buildout. This represents an increase of approximately \$17.2 million over 1985 values for the same properties. This could add up to an additional \$250,000 in tax increment at buildout and potentially increasing the revenue bond financing potential to approximately \$7.0 to \$8.0 million. These tax increment estimates are subject to revision based upon tax code revisions, bond market conditions, detailed financial projections and future millage rate adjustments.

TABLE 5 PHASE I TAX BASE IMPACT

	<u>Taxable Values</u>			<u>Est. Tax* Revenue- Buildout</u>
	<u>1983</u>	<u>1986</u>	<u>Est. Buildout</u>	
<u>Residential Village</u> Blocks 32, 41, 42, 51, 52	\$2,191,900	\$3,053,800	\$15,000,000	\$346,005
<u>Specialty Retail Village</u>	\$1,152,300	\$1,417,200	\$ 5,600,000	\$129,175

Assumptions:

Residential Village

1. 250 units at average value of \$75,000.
2. Taxable value at 80%

Specialty Retail Village

1. 70,000 square feet at value of \$100 per square foot.
2. Taxable value at 80%.

*Based on current total millage of 22.3928, of which a millage of 13.642 is applicable to tax increment.

Source: Duval County (Jacksonville) Tax Assessor
Economics Research Associates

General Revenue Bonds and Revenue Certificates

General revenue bonds issued by the city are another potential source of funding. These bonds are secured by the real property in the city and must receive voter approval. Revenue certificates provide funding pledged against other revenue sources such as the utility tax. Revenue certificates do not require voter approval.

Industrial Revenue Bonds (IRB's)

Industrial revenue bonds may be used to finance industrial, and some commercial projects. The primary emphasis on such projects is the creation of jobs, and as a consequence speculative ventures are not normally financed by this means. Such bonds are typically issued with repayment pledged against the revenues of the private enterprise being funded. IRB's are presently tax exempt and consequently are typically three percentage points below prevailing interest rates. Such financing has been used effectively throughout Florida.

Special Assessment Districts and Funds

The City of Jacksonville Beach could establish special assessment districts for the purpose of funding various improvements within an area or for support of the operating expenses of the Community Redevelopment Agency. Typically these types of funds are utilized in downtown areas to fund sidewalk or other streetscape improvements.

Community Development Block Grants (CDBG)

Communities with populations under 50,000 such as Jacksonville Beach are not considered entitlement cities--but need to compete with similarly sized communities for statewide CDBG dollars. These statewide allocations are based on municipal need and size of the resident population. Community Development Block Grants are a declining source of revenue at present and will probably represent a minor funding opportunity at best for Jacksonville Beach redevelopment.

Land Sales/Leases

Acquisition of property, and its preparation for development are powers available to the Community Development Agency under provisions of FS 163. The resale or leasing of such land at fair value to private developers can provide another source of income within the Community Redevelopment Area.

Contributions and Grants

Voluntary contributions by private companies, foundations and individuals is a potential source of income to the Community Redevelopment Agency. Although such contributions may only account for a small portion of redevelopment costs, they do provide opportunities for community participation with positive promotional benefits.

Urban Development Action Grant (UDAG)

Urban Development Action Grants (UDAG) is one of several grant programs at the Federal level designed to fund private development through leveraged public investment. Due to cutbacks in Federal funding and the anticipated scale of redevelopment in the City of Jacksonville Beach, this is not considered a strong source of funds at this time.

State Grants

Various grants and special legislative allocations are available from the State of Florida and are currently being pursued to support the cost of efforts to upgrade the recreational value of the beachfront.

Plan Modification

The Community Redevelopment Plan may be amended or modified at any time subject to approval and adoption requirements imposed by F.S. 163.361.

Plan Duration

The redevelopment provisions, controls, restrictions and covenants of the Community Redevelopment Plan shall be effective for 30 years from the date of adoption.

Severability

If any provision, section or clause of the Community Redevelopment Plan is held to be invalid, unconstitutional, or otherwise legally infirm, such decision shall not affect the validity of the remaining portions of the Community Redevelopment Plan.

Regulatory Actions

The content of the redevelopment plan is in general conformance with the existing zoning district regulations applicable to the land area within the Community Redevelopment Area. Therefore, it is unnecessary to prepare special zoning districts or other regulations except as follows. Rather than incorporating

specific changes in permitted uses or development standards, the regulatory changes are designed to streamline the development review and approval process for major redevelopment projects and to provide the Community Redevelopment Agency with the authority for development review within the Community Redevelopment Area.

Design Review

The Community Redevelopment Agency shall be given powers of design review prior to the issuance of building permits for all new construction and substantial renovation projects conducted within the Community Redevelopment Area.

Redevelopment Use District Designations

All redevelopment activities involving acquisition and disposition of property by the Community Redevelopment Agency and all other development projects of a size of 3.0 acres or larger shall obtain designation as a REDEVELOPMENT USE DISTRICT. The provisions of this district shall be substantially the same as those which currently apply to the Planned Unit Development (PUD) designation as per Article 14 of the City of Jacksonville Beach Zoning Ordinance. The purpose of this provision is to foster creative design and planning practices among redevelopment projects in conformance with the intent of the Community Redevelopment Plan. The Community Redevelopment Agency, under direction of the City Council, shall have responsibility to administer, review and approve Redevelopment Use District designations for projects which support the intent of the Community Redevelopment Plan.

Urban Design Guidelines

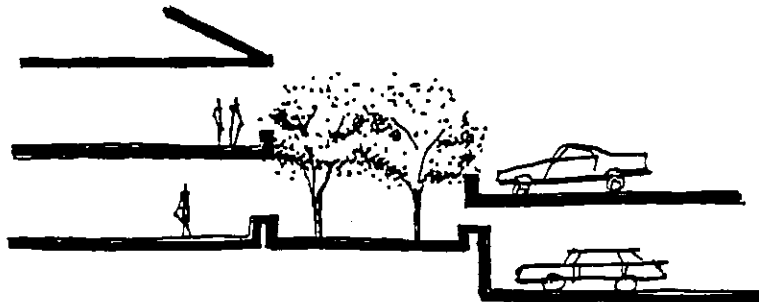
General Guidelines

- The Community Redevelopment Plan does not seek to impose any single architectural or historical style within the Community Redevelopment Area. However, styles which are clearly non-indigenous to the region and out of character are discouraged. Specific examples of non-indigenous styles include Tudor and Colonial.
- In general the preferred building material is concrete and stucco, including coquina-impregnated stucco.
- Non-indigenous masonry, stonework and all "imitation" materials are to be avoided.
- Light colors, including pastels are preferred for all building and paving surfaces.

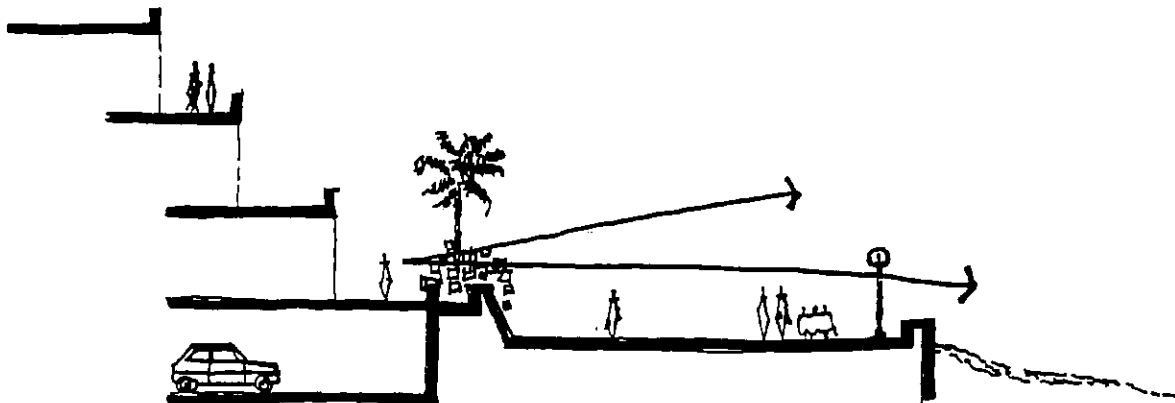
- Wood construction is discouraged except in low-moderate density residential construction.
- Ground floor uses, particularly retail uses should seek to maintain maximum continuity with adjacent sidewalks, and maximum visibility with use of glass storefronts.

Residential Village Guidelines

- Residential development shall seek to maintain continuous low-mid rise building frontages along 1st Street and the Avenues.
- Structures east of 1st Street and within 50 feet west of 1st Street shall not exceed 4 stories. Other structures shall not exceed 6 stories.



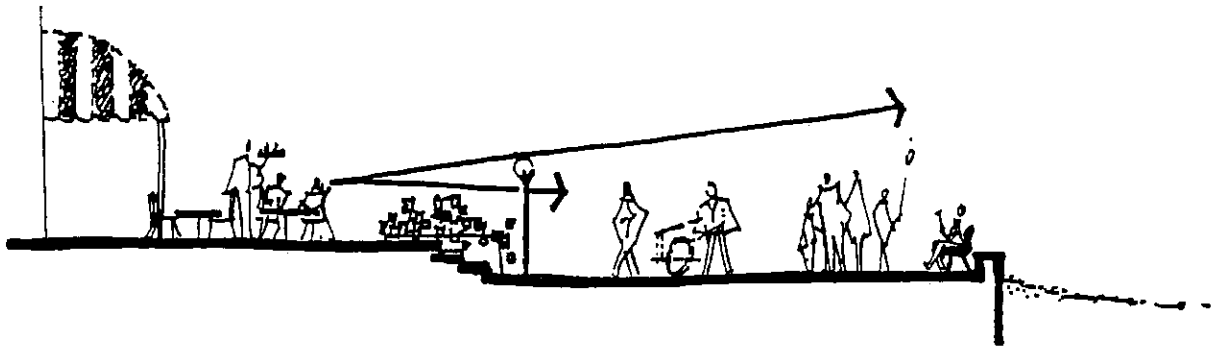
- Parking, whether in surface lots or in structures shall not be visible from 1st Street or from the Avenues and shall be screened from residential buildings by a minimum 20 foot landscaped buffer.



- The ground level of residential development shall be constructed a minimum of 2 feet above the level the adjacent beachwalk.

Specialty Retail Village Guidelines

- All structures shall be one or two story and of harmonious color, texture and materials.
- Arcades, awnings and other shade producing elements are encouraged along 1st Street, the beachwalk and along the central promenade.
- Areas for loading shall be effectively screened from public view.
- Structures may be stucco masonry with wood accents and metal or wood shake roofing is preferred.



- Restaurant areas shall be encouraged to provide outdoor seating areas facing the beachwalk.
- The ground floor level of retail structures and the connecting promenade shall maintain a vertical separation of no less than two feet and a landscape buffer to distinguish the edge of the public beachwalk.
- Uses, activities and structures associated with retail uses (except for push-carts) shall not obstruct pedestrian circulation in the beachwalk.
- Developers shall establish and enforce strict sign standards for all merchants. Signage standards are subject to review and approval by the Community Redevelopment Agency.

The First Steps

Upon adoption of the Community Redevelopment Plan much work remains to be done prior to initiation of redevelopment actions. These next tasks include the following.

1. Detailed Management Plan

To carry out the Community Redevelopment Plan and to manage the resulting new public and private development will greatly tax the human resources of the Community Redevelopment Agency and the City of Jacksonville Beach. Prior to any further redevelopment actions a detailed management plan must be prepared by which staff needs are assessed and responsibilities are assigned for such functions as project planning, financial planning, marketing, developer solicitation and negotiation, and relocation of businesses. Specific management planning needs are as follows:

a. Open Space and Public Facilities Management Plan

The implementation of the Community Redevelopment Plan will create important new public facilities within core downtown area: namely an beachwalk linear park, streetend plazas, a bandshell/amphitheater, parking and extensive streetscape improvements. These improvements will also integrate with existing public facilities including the Flag Pavilion. The Open Space and Public Facilities Management Plan will identify the resources, responsibilities and schedule of activities necessary to properly maintain and manage these new public facilities. In addition the proposed improvements are intended as settings for special events, gatherings and community cultural activities. To be successful the special events which will occur at the bandshell and at the Flag Pavilion must be professionally planned and marketed. The Open Space and Public Facilities Management Plan will identify responsibilities for these activities.

b. Development Review Procedures & Guidelines

The Community Redevelopment Plan confers upon the Community Redevelopment Agency new responsibilities to review and approve development and rehabilitation activities within the Community Redevelopment Area. Specifically, the Agency shall administer the designation of Redevelopment Use Districts and shall have design review powers on all other projects within the Community Redevelopment Area in conformance with conventional zoning. The purpose is to streamline the approval process for major redevelopment projects, while adhering to high standards of design for all projects in the Community Redevelopment Area.

Review procedures must be carefully designed so as to explicitly mandate thresholds for development review and to specify the applicability of present development review procedures and authorities within the Community Redevelopment Area.

In addition, the Community Redevelopment Agency should cause to be prepared a set of explicit design guidelines for the rehabilitation of properties within the Community Redevelopment Area to be used as criteria for design review.

2. Finance Plan

Contained in the Community Redevelopment Plan are estimates of the cost and possible sources of revenue associated with the redevelopment effort. The purpose of a detailed financial plan is to document with precision the specific sources of funding for each item of cost.

It is considered unlikely that the revenues generated solely from tax increment financing will be sufficient to pay for all of the costs associated with the first phase of redevelopment. It is also considered appropriate that tax increment revenues not be viewed as the sole source of funds for these projects. Many of the projects identified, in fact, will provide benefits to the community outside the boundaries of the Redevelopment Area, or to specific sections within the area. Therefore, it is reasonable to consider whether areas and properties that receive specific benefits can, or should, share in the costs of those improvements. Consequently, an additional purpose of the Finance Plan is to apportion the costs of redevelopment projects equitably among the potentially available sources of revenue. Preference is made to the proposed use of special assessments for projects which disproportionately benefit specific properties, as in the case of streetscape improvements. Similarly, other projects, such as the beachwalk and bandshell, benefit the entire community, thus justifying the use of general funds.

3. Marketing and Promotion

The effectiveness of the Community Redevelopment Plan will largely depend on the perception of the plan by the public and by prospective developers and financial backers. Colorful illustrative materials are necessary prior to and during the process of developer solicitation.

4. Developer Solicitation and Selection

The developer solicitation process begins with the preparation of a detailed Request for Proposals for both the residential village and the specialty retail village. The RFP must make

explicit all of the conditions and requirements that should pertain to the developer solicitation process. In addition the RFP must state the policies to be followed regarding incorporation of existing property owners and merchants as well as financial terms pertaining to land sale, lease and financial participation in utility, parking and beautification costs.

With adequate time and flexibility given for proposal preparation, development proposals should be evaluated on the basis of financial return to the City, conformance with the intent of the plan, track record and level of assurance that the plans will be carried out as proposed.

Only following execution of binding agreements with prospective developers should large scale land acquisition relocation and clearance commence.

5. Design of Public Improvements

Certain public improvements, such as utilities, must be in place in order for private development to occur. Other public improvements such as streetscape, beachwalk and the bandshell must be coordinated closely with the design of immediately adjacent private development.

Subject to available funding the Community Redevelopment Agency must cause to be prepared the plans and specifications necessary to carry out the public improvements called for herein.

APPENDICES

Appendix 1

Legal Description of the Boundaries of the Jacksonville Beach Community Redevelopment Area

A Parcel of land lying and being in the City of Jacksonville Beach, Duval County, Florida, more particularly described as follows:

Begin at the Southeast corner of Lot 8, Block 104, Replat of Pablo Beach North, said point of beginning being also the intersection of the west right-of-way line of Third Street (State Route AIA) having an established width of 100 feet and the north right-of-way line of Ninth Avenue North having an established width of 95 feet, as shown, respectively, on the Replat of Pablo Beach North.

From the point of beginning thus described, thence south along the west right-of-way line of Third Street, a distance of 7,975 feet more or less to the northeast corner of Lot 1, Block 134 of the Plat of Pablo Beach South, said point being also the intersection of the west right-of-way line of Third Street with the south right-of-way line of Thirteenth Avenue South, as shown on the plat of Pablo Beach South; thence east along the south right-of-way line of Thirteenth Avenue South and an easterly extension of such right-of-way line, a distance of 1,240 feet more or less to its intersection with the mean low water mark of the Atlantic Ocean, as the same may exist from time to time; thence north and generally parallel with the official bulkhead line of the City of Jacksonville Beach, and following the meander of such mean low water mark a distance of 7,980 feet more or less to a point where the easterly extension of the north right-of-way line of Ninth Avenue North intersects with the mean low water mark of the Atlantic Ocean, as the same may exist from time to time; thence west along the easterly extension of such right-of-way line and along such north right-of-way of Ninth Avenue North a distance of 1,233 feet more or less to the point of beginning.

Appendix 2

Capital Improvement Costs

1. Roadway Reconstruction (8,050 l.f.)	\$ 947,485
2. Signalization	141,240
3. Drainage Structures (20)	28,248
4. Drainage Pipe	94,748
15" - 2100 l.f.	
18" - 700 l.f.	
24" - 700 l.f.	
5. Sewer Pipe	59,767
10" - 670 l.f.	
15" - 520 l.f.	
24" - 820 l.f.	
6. Sewer Manholes (5)	7,062
7. Lift Station Improvement	47,082
8. Parking Structures (780 spaces)	\$6,600,000
9. Beachwalk (2500 l.f.)	998,000
Brick-banded conc. slab.	500,000
Curbing	125,000
Benches	37,500
Trash Receptacles	12,500
Signage	12,500
Pedestrian Lights	187,500
Landscaping	123,000
10. Plazas (Prototypical 15,000 s.f.)	
Demolition, Grading	33,000
Decorative Paving	180,000
Trash Receptacles	1,000
Benches	4,500
Pedestrian Lights	15,000
Drinking Fountain	1,000
Bike Racks	500
Signage	1,000
Landscaping	12,500
Drainage, Irrigation	10,000
Decorative Fountain	15,000
Shower	1,500
Typical per 15,000 s.f.	<u>\$ 275,000</u>

1st AVENUE PLAZA (Bandshell) 15,000 s.f.)	305,000
3rd AVENUE PLAZA (7,700 s.f.)	200,000
4th AVENUE PLAZA (13,500 s.f.)	283,000
BEACH BOULEVARD PLAZA (20,000 s.f.)	376,000
11. Bandshell	\$ 451,035
Stepped seating area	51,300
Decorative Paving Area	138,000
Seating	30,000
Tension Structure	200,000
Stage Area	31,735
12. Primary Pedestrian Streets (2500 l.f.)	\$ 863,300
Demolition (5' sidewalks)	33,300
Brick-Banded sidewalk (12')	240,000
Landscaping	225,000
Pedestrian Lights	300,000
Trash Receptacles	25,000
Misc. (benches, signs)	25,000
Irrigation	15,000
13. Secondary Pedestrian Streets (3,700 l.f.)	\$ 765,234
Demolition	49,284
Brick Banded Sidewalks (8')	236,800
Landscaping	222,000
Vehicular Lighting	185,000
Trash Receptacles	37,000
Irrigation	16,650
Misc. (signs)	18,500
14. Civic Area (Flag Pavilion) Landscaping	45,000