



# Evaluation and Appraisal Report City of Jacksonville Beach

December 2008

Prepared by

**RS&H**  
IMPROVING YOUR WORLD

# City of Jacksonville Beach Evaluation and Appraisal Report

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**Section I**  
**Community Assessment**

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# Community Assessment

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## Introduction

Florida Statute (F.S.) Section (§)163.3191 requires that "each local government shall adopt an evaluation and appraisal report once every seven years assessing the progress in implementing the local government's comprehensive plan." This report evaluates how successful a community has been in addressing major community issues through the implementation of the goals, objectives and policies of the adopted Comprehensive Plan. Based on the evaluation of the adopted Comprehensive Plan, the report identifies recommendations on how the plan should be revised in order to better address community's goals, changing conditions and trends and changes in state requirements affecting the Comprehensive Plan and community planning. Communities are required to adopt recommended changes to the Comprehensive Plan through a series of Comprehensive Plan amendments within 18 months of the Department of Community Affairs finding the report to be sufficient. The City of Jacksonville Beach's Evaluation and Appraisal Report (EAR) is due in December 2008.

## Purpose of Evaluation and Appraisal Report

The development of the EAR document serves two purposes. One purpose is to identify and document new data and information, changes to the community, changing trends, and community issues. The second purpose is to review and evaluate the existing Comprehensive Plan to identify successes and shortcomings in elements, determine if objectives have been achieved, and address changes in state requirements affecting the Comprehensive Plan. The resulting report identifies recommended changes to the adopted plan in the form of EAR based amendments. The EAR document itself does not change the adopted Comprehensive Plan. Changes to the Comprehensive Plan will be made during the EAR-based amendment process once the EAR document is completed.

## Overview of the EAR-Development Process (§163.3191[2][j], F.S.)

Several steps are involved in preparing the EAR document. The City of Jacksonville Beach has ensured involvement by the public, beginning with a Public Workshop held on Thursday March 13th at the City of Jacksonville Beach City Hall. An advertisement was placed in the local newspaper to notify the public of the meeting, (*see appendices for documentation*). The Public Workshop was held to explain the EAR process and to identify and clarify major community issues. Participants included planning commissioners, city council representatives, and the public. The result of the Public Workshop was a preliminary list of major community issues, which are addressed in Section 3 of this EAR document.

Following the Public Workshop, a Scoping Meeting was held on Friday, April 10<sup>th</sup>, and involved regional and state reviewing agency representatives and adjacent jurisdiction representatives. The purpose of the Scoping Meeting was to review the preliminary list

of major community issues, as required by §163.3191[2][e] and §163.3191[2][g] F.S. Participants discussed each issue individually to clarify the topic and data and information needs pertaining to each issue. The result of the Scoping Meeting was a final list of major community issues, data and information needs, and a tentative schedule.

EAR First Draft .....	October 30, 2008
Revised EAR .....	November 10, 2008
LPA Public Hearing to Adopt EAR .....	November 24, 2008
City Council Public Hearing to Adopt EAR.....	December 15, 2008
Transmittal of Adopted EAR .....	December 19, 2008
DCA Findings .....	March 2009
EAR-Based Plan Amendments .....	December 2009

### **Community Profile**

The City of Jacksonville Beach was incorporated as a municipality in 1907 and retained its independence after the consolidation of the City of Jacksonville / Duval County occurred in 1968. The City is located in coastal Northeast Florida between the Atlantic Ocean to the east, and the Intracoastal Waterway to the west. The City is the southernmost municipality of three separate jurisdictions located in coastal Duval County. Jacksonville Beach is the largest of the three and shares a southern boundary with St. Johns County, and a northern boundary with the City of Neptune Beach, specifically at Seagate Avenue.

Jacksonville Beach is 5,164 acres, or slightly over eight square miles within the boundaries described above. The 2000 census population for the City of Jacksonville Beach was 20,990. The estimated 2007 population was 22,253 [University of Florida Bureau of Business and Economic Research (BEER), 2008], an increase of six percent. The City consists of mostly residential land uses with commercial corridors existing along State Road (SR) A1A, Beach Boulevard (US 90 / SR 10), and commercial nodes straddling J. Turner Butler Boulevard (SR 202) and Downtown. Jacksonville Beach is unique in that the city is comprised of 3.7 miles of sandy beach with over 50 public beach access points, many more than its neighboring communities.

### **Community “Vision” Summary**

In 2007, the City developed a Vision Plan, the purpose of which is "To provide the citizenry a thoughtful approach to how new development would not only maintain, but also improve the quality of life for Downtown Jacksonville Beach". This effort involved citizens, elected officials, consultants and city staff, and will be the guide for redevelopment in the Central Business District. The Vision Plan was created through a 3-day charrette held from June 5 – 7, 2007, during which community values and priorities were established and issues were identified. The public also had the

opportunity to propose solutions, desires and expectations. The charrette had almost 100 participants.

The Vision Plan consists of five guiding principles created from eight values that were identified by the citizens.

**Values**

- Safety
- Walkability
- Open Space / Views to Ocean / Beach Access
- Gathering Place
- Family Friendly
- Small Community Feel
- Entertainment
- Mix of Uses

**Guiding Principles**

- Celebrate Our Assets
- Complete the Streets
- Mix It Up
- Family Friendly
- Design Matters

The guiding principles provided the necessary framework used to develop the Vision Plan. Adhering to these guiding principles will involve implementing projects that include mixed-use development, parks, gateway elements, streetscape enhancements, on-street parking, parking garages, public spaces, and design guidelines.

From the list of values and guiding principles, a list of ideas for private and public redevelopment projects was created.

- Redevelop the four identified entryway corridors into Downtown; Gateway Corridor at Beach Boulevard, Civic Corridor at Latham Plaza, Pier Corridor at 4th Avenue North, and Retail Corridor at 6th Avenue North
- Review the parking and development standards for the Central Business District (CBD)
- Redevelop the existing parking lot adjacent to Latham Plaza into a three-story mixed-use project with ground floor retail, upper floor residential units, and a parking garage, and create a public roadway along the south side of Latham Plaza.
- Redevelop the existing pier parking lot into a three-story mixed-use residential development and "Pier Park" while retaining some parking.

The Vision Plan classifies the project ideas as short-term, mid-term or long-term initiatives, and provided specific project details. The plan also identifies related infrastructure improvements including the stormwater collection system, potable water distribution system, sanitary sewer conveyance system, parking and roadway considerations, and cost programming and phasing of projects.

Similar but smaller scale visioning efforts in Jacksonville Beach include the South 9th Street Corridor Analysis and Planning Study and the Penman Road Study. The South 9th Street Study looked at corridor beautification and infrastructure improvement opportunities within the South 9<sup>th</sup> Street right of way from Beach Boulevard to Osceola Avenue. The purpose was to identify issues, develop feasible alternatives and to recommend a preferred beautification alternative based on community input. Public meetings were held on August 26 and November 18, 2004 and January 20, 2005. From those public meetings, issues and ideas were gathered. The final recommended alternative included improvements to drainage, utilities, streetscape and lighting, transit and pedestrian and bicycle access. The concept also included landscaping, roundabout locations and intersection improvements. The Penman Road Study followed a process similar to the Downtown Vision Plan, identifying issues and recommending alternatives. Similar conclusions were drawn from the Penman Road Study as well, including recommending improvements to pedestrian and bicycle access, intersections, drainage, lighting and landscaping, and site design considerations for commercial properties.





**Section II**  
**Element Reviews**

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## Element Reviews (§163.3191[2][h], F.S.)

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### Future Land Use Element

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The Future Land Use Element of the adopted Comprehensive Plan covers the following topics: population projections, land area analysis, vacant land analysis, and distribution of land uses. An analysis of these issues is required per §163.3191[2] F.S. and, therefore, is included in the Future Land Use Element review.

#### Population Analysis (163.3191[2][a], F.S.)

Background data prepared for the *2010 Comprehensive Plan* (1990) presented year 2000 and 2010 population forecasts for the City of Jacksonville Beach and Duval County based on the 1990 U.S. Census. As shown in Table 1, these 1990 forecasts anticipated a 19.22 percent population growth between 1990 and 2000 and a 13.77 percent population growth from 2000 to 2010. The compound annual growth rates for each of these 10-year intervals was 1.77 percent and 1.30 percent respectively.

**Table 1: 2010 Comprehensive Plan Population Data**

Area	1990 Census	2000 Projection	Percent Change Projected 1990 - 2000	2010 Projection	Percent Change Projected 2000 – 2010
Jacksonville Beach ( <i>2010 Comprehensive Plan</i> )	17,839	21,267	19.22%	24,196	13.77%
Duval County	672,971	751,500	11.67%	820,200	9.14%

Sources: *Jacksonville Beach 2010 Comprehensive Plan, Future Land Use Element Table LU-1. "RESIDENT POPULATION ESTIMATES AND PROJECTIONS, 1980-2010; Bessent, Hammack and Ruckman, (1992); August 1999. RS&H, 2008.*

Population values were revisited during preparation of this EAR to reflect the results of the 2000 census (U.S. Census Bureau) and revised projections based on those results. According to the U.S. Census Bureau, the population of Jacksonville Beach in the year 2000 was 20,990, or 277 persons less (-1.32 percent) than had been projected in the original *2010 Comprehensive Plan* (1992). The actual change in population from 1990 to 2000 was 3,151, a 17.66 percent increase over the 10-year period and a 1.64 percent compound annual growth rate. This growth rate is only slightly less than was anticipated in 1992. (The 1992 compound annual growth rate was 1.77 percent).

Population forecasts for Jacksonville Beach were also revised as a result of the year 2000 census. The 2010 population forecast was adjusted upward to 24,853, an increase of 3,863 from the year 2000 census population. The 10-year population

growth for the period 2000 – 2010 was calculated as 17.66 percent, equating to a compound annual growth rate of 1.70 percent.

The new 2010 projections indicate that growth from 2000 to 2010 will occur at nearly the same rate as growth from 1990 to 2000. The revised year 2010 forecast population is approximately 2.64 percent greater than was projected in the 2010 Comprehensive Plan.

Table 2 compares and contrasts the size and rates of growth for the City of Jacksonville Beach and Duval County for years 2000, 2007 and 2010.

**Table 2: Population Data: Existing Conditions and Forecasts**

Area	2000 Census	Actual Percent Change 1990 - 2000	2007 Estimate	Percent Change Estimated 2000 - 2007	2010 Projection	Percent Change Projected 2000 – 2010
Jacksonville Beach	20,990	17.66%	22,253	6.02%	24,853	11.68%
Duval County	778,879	15.74%	897,597	15.24%	944,488	5.22%

*Sources: Office of Economic and Demographic Research, Florida Population Estimates for Counties and Municipalities, April 2007.  
City of Jacksonville Beach, 2008 Annual Public Facilities Report.  
RS&H, 2008*

Following the completion of the EAR document, these new forecasts and population projections should be used to update the Comprehensive Plan.

Land Area Analysis (§163.3191[2][a], F.S.)

The land area identified in the adopted 2010 Comprehensive Plan has not changed. The Plan also does not identify any lands available for annexation. The City of Jacksonville Beach has not annexed any land into the City's boundaries since adoption of the existing Comprehensive Plan, nor does the opportunity exist for the City to annex land in the future.

Vacant Land Analysis (§163.3191[2][b], F.S.)

Based on the City's 1996 land use survey, there were 1,973 vacant acres in 1996 of the total 5,164 acres that comprise Jacksonville Beach. The plan points out that this statistic is deceptive since 1,278 of these acres, or 65 percent of the vacant land is undevelopable. The undevelopable vacant acreage consists of acres of estuarine wetlands associated with Pablo Creek. The balance of vacant land identified was 695 acres and was at the time presumed to be developable. Therefore according to the

adopted Comprehensive Plan, 13.5 percent of the City's developable land area was vacant in 1996.

As of the date of this EAR, 238 acres of vacant developable land exist. This represents approximately 6.3 percent of the City's developable land area.

Some of the developable vacant land in the City consists of small undeveloped parcels in already developed areas. These are scattered primarily throughout and adjacent to the downtown central business district, and historic Pablo Beach. A few scattered vacant parcels also exist in the residential area north of Beach Boulevard. There are also a few remaining vacant oceanfront parcels. These scattered vacant parcels total 185 vacant developable acres or 80% percent of the City's vacant developable land.

There are also larger parcels of vacant land remaining.

- A collection of residential parcels in the Avalon subdivision – between A1A and Ponte Vedra Boulevard south of 37th Avenue South. These parcels are subdivided and in separate ownership. Infrastructure is not currently in place within the subdivision. However, the City has recently completed an engineering study that identifies the roads and infrastructure that will be needed.
- A collection of parcels between J. Turner Butler Boulevard and Jacksonville Drive to the west of South Beach Parkway known as the "Perry Property" – These parcels are platted and zoned for residential use; however, infrastructure is not in place to support development. This property is part of the South Beach Redevelopment Area. The redevelopment plan designates the property for office use.
- A collection of residential parcels located west of South Beach Parkway south of Ponce De Leon Avenue – These platted parcels are in separate ownership. Infrastructure is in place for development.
- An undeveloped subdivision located north of Jacksonville Drive, east of South Beach Parkway known as "Paradise Key" – Infrastructure has been provided for the development of these 62 platted lots.

These larger parcels of vacant developable land occupy 53 acres or 20% percent of the City's vacant developable land.

#### Location of Development (§163.319[2][d], F.S.)

The 2010 adopted Comprehensive Plan includes an analysis of Existing Land Use in the Future Land Use Element. In 1987, a complete inventory of existing land uses was conducted. A windshield survey was conducted in 1996 to update the 1987 inventory, reflecting development in the community over the preceding decade. The 1987 data provided the framework for formulating the adopted 2010 Future Land Use Element and Map. The acreage and percentage of total land in Jacksonville Beach for each of seven categories of land Uses in both 1987 and 1996 are shown in Table 3.



**Table 3: 1987 and 1996 Land Use Inventories**

Land Use Recent History	1987		1996	
	Acres	Percentage	Acres	Percentage
<b>Developed Land</b>				
Residential	890	17.23%	1,527	29.57 %
<i>Single-family (a.)</i>			1,312	25.41 %
<i>Multi-family</i>			215	4.16 %
Commercial (b.)	197	3.81 %	286	6.22 %
Institutional (c.)	157	3.04 %	181	3.51 %
Recreation / Beach (d.)	301	5.83 %	321	6.22 %
Rights of Way	876	16.96 %	876	16.96 %
<b>Subtotal: Developed Land</b>	<b>2,421</b>	<b>46.88 %</b>	<b>3,191</b>	<b>61.79 %</b>
<b>Undeveloped Land</b>				
Wetlands	1,530	29.62 %	1,278	24.75 %
Vacant Land	1,213	23.49%	695	13.46 %
<b>TOTAL LAND</b>	<b>5,164</b>	<b>100.00 %</b>	<b>5,164</b>	<b>100.00 %</b>

NOTES:

- a. Including mobile homes
- b. Including retail, service, office, financial and lodging
- c. Including public buildings, schools, health facilities, public utilities and churches
- d. Including golf course and conservation

*Source: City of Jacksonville Beach Planning and Development Department, Windshield Survey, 1997.*

A windshield survey was conducted during September 2008 as part of the data collection for this EAR. The purposes of the survey were to obtain an inventory of the community's development and to verify that development has been located where anticipated in the adopted Future Land Use Element and Map. This process also verified the location and extents of vacant developable land. The results of the 2008 survey are summarized in Table 4.

Since the adoption of the last EAR by the City in 1997 there has been one Future Land Use Map amendment. This amendment served to reduce density in an environmentally sensitive and hazards-vulnerable portion of the City. The purpose of the amendment was to preserve the property by creating the Cradle Creek Preserve passive public park.

Future Land Use Map Amendments:

- 43.2-acres of undeveloped land from Residential - Low Density to Recreation / Open Space for the Cradle Creek Preserve, 2003 (DCA 03-10, PC# 06-03)

**Table 4: 2008 Inventory of Existing Land Uses**

Land Use 2008	Acres	Percentage	Change since 1996 *
			Acres / % age
<b>Developed Land</b>			
Residential	1658	32.1 %	131/ 2.5%
<i>Single-family (a.)</i>	1394	27.0 %	82/ 1.6%
<i>Multi-family</i>	264	5.1 %	49/ 0.9%
Commercial (b.)	423	8.2 %	137/ 2.7%
Institutional (c.)	236	4.6 %	55/ 1.1%
Recreation / Beach (d.)	249	4.8 %	58/ 1.1%
Rights of Way	952	18.4 %	76/ 1.5%
<b>Subtotal: Developed Land</b>	<b>3442</b>	<b>68.1 %</b>	381/ 7.4%
<b>Undeveloped Land</b>			
Undevelopable Lands	1,408	27.3 %	0/ 0.0%
<i>Wetlands</i>	1,278	24.7 %	0/ 0.0%
<i>Beach</i>	130	2.5 %	0/ 0.0%
Vacant Land	238	4.6%	-457/ -8.8%
<b>TOTAL LAND</b>	<b>5,164</b>	<b>100.00 %</b>	<b>0.00 / 0.00%</b>

NOTES:

- a. Including mobile homes
- b. Including retail, service, office, financial and lodging
- c. Including public buildings, schools, health facilities, public utilities and churches
- d. Including golf course and conservation

Some differences between 1996 and 2008 acreages may occur as a result of the different methods used to measure these acreages. (Conversion from Autocadd to ArcGIS)

Source: RS&H, 2008.

## Evaluation of Future Land Use Element Goals, Objectives and Policies

The goals, objectives, and policies of the Future Land Use Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal LU 1**

*Provide for a continued high quality of life in Jacksonville Beach by planning for population growth, public and private development, and redevelopment; and the proper distribution, location, and extent of land uses by type, density, and intensity consistent with efficient and adequate levels of services and facilities and the protection of natural and environmental resources.*

### **Objective LU 1.1**

*Future growth and development will be managed through the preparation, adoption, implementation, and enforcement of land development regulations in accordance with Chapter 163.3202, Florida Statutes by April 1, 1991.*

This objective is currently being met and its related policies are being adhered to in support of Goal LU.1. Policy LU.1.1.4 states that the City will inventory historic properties and the data will be used in the review of development proposals to determine and prevent adverse effects on historic resources. This was completed by the Beaches Area Historical Society in 2003.

### **Objective LU 1.2**

*All regulatory measures enacted by April 1, 1990 to aid in the implementation of these Comprehensive Plan Elements shall be consistent with the standards established in this Element for the distribution and extent, type, density, and intensity of future land use.*

This objective is currently being met and its related policies are being adhered to in support of Goal LU. 1.

### **Objective LU 1.3**

*It is the intent of the City to continue to carry out community redevelopment projects in areas which meet the criteria for designation as blighted in accordance with Chapter 163, Part III, Florida Statutes, with the principal focus to remain in carrying out the adopted plans for redevelopment in the Downtown and South Beach Community Redevelopment Areas by 2000.*

This objective is currently being met and its related policies are being adhered to in support of Goal LU. 1. The addition of policies related to supporting the implementation of the Downtown Vision Plan should be considered for inclusion under objective LU. 1.3.

### **Objective LU 1.4**

*Future land development activities shall be directed to appropriate areas as described in this Future Land Use Element or as depicted on the Future Land Use Map. All future*

*land use shall be consistent with sound planning principles and the limitations of the natural environment including sensitivity to problems posed by topographic and soil conditions, conservation-protected lands such as estuarine wetlands and the beach, and conservation-restricted lands such as palustrine wetlands and flood prone areas including the coastal zones. Future land development activities shall be considerate of the need to preserve and protect historic resources; the desired community character; and the goals, objectives, and policies relating to the development of the land embodied in the other Elements of this Plan.*

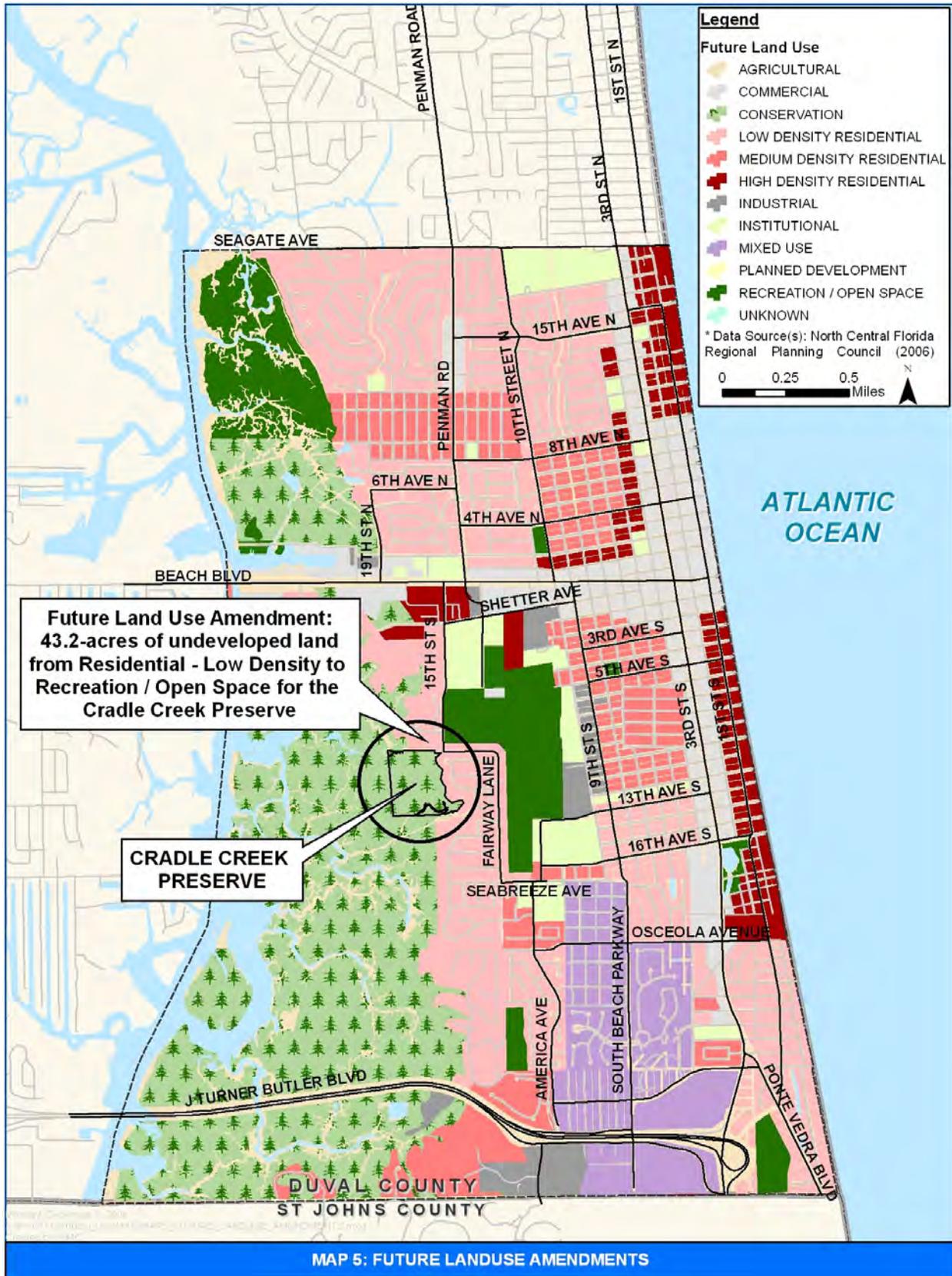
This objective is currently being met and its related policies are being adhered to in support of Goal LU. 1. Numerous policies under Objective LU 1.4 relate to policies set forth in the other elements of the adopted plan. A review of these is provided in Section II under the appropriate element review. The addition of a policy related to the newly created Public School Facilities Element should be considered for inclusion under Objective LU.1.4.

**Objective LU 1.5**

*The City supports and will adopt innovative land development regulations to facilitate development of projects which are environmentally sensitive, encourage economical and efficient use of land, reduce housing costs, and promote the implementation of this Future Land Use Element and the other elements of this Comprehensive Plan by April 1, 1991.*

This objective is currently being met and its related policies are being adhered to in support of Goal LU. 1. Policy LU.1.5.13 should be updated to reflect the most recent version of the Duval County School Board's "Five-Year Facilities Plan".





## **Transportation Element**

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The Transportation Element was updated in 2007 and includes new data and analysis, and list of projects. Several objectives and policies were amended or added and are discussed below under the corresponding objective. New objectives and policies were added to better reflect the existing transportation environment and trends and the desire of the City to support the implementation of a Transportation Concurrency Management Area. New or amended policies contained in the 2007 update can be better evaluated with the next EAR cycle to determine their successes and shortcomings. Policies that were deleted contained outdated information or were no longer relevant. The existing goals, objectives, and policies of the Transportation Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal TE 1**

*Provide a safe, convenient, and energy efficient multimodal transportation system.*

#### **Objective TE 1.1**

*Maintain an acceptable level of service on all roadways within the City of Jacksonville Beach.*

This objective is currently being met and its related policies are being adhered to in support of Goal TE. 1. Policy TE 1.1.1 was amended to reflect more detailed and updated Level of Service standards.

#### **Objective TE 1.2**

*Coordinate transportation planning and programming activities with other agencies, local governments, and state agencies having responsibility for transportation facilities within the jurisdiction.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policy TE 1.2.2 was added and reflects the City's desire to obtain and provide better traffic information to traffic and incident managers and the traveling public.

#### **Objective TE 1.3**

*Provide for adequate future right-of-way requirements by maintaining current minimum standards.*

This objective is currently being met and its related policies are being adhered to in support of Goal TE. 1.

**Objective TE 1.4**

*Provide for safe and convenient traffic flow and parking.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policy TE 1.4.1 was amended to reflect the City's desire to encourage alternatives to on-site parking at all new developments such as shared parking and bicycle and pedestrian facilities in areas of the city where this is allowed.

Policy TE 1.4.2 was added and states, "Promote parking strategies that support overall transportation goals and objectives".

Policy TE 1.4.3 in the old version of the element was deleted as part of the 2007 update.

Policy TE 1.4.3 was then added to reflect the City's desire to better regulate access points to arterials and collectors.

Policy TE 1.4.4 was amended to reflect the City's desire to address pedestrian safety through the erection of traffic signals, if warranted outside of allowable locations for signals.

Policy TE 1.4.7 was added to reflect the City's desire to implement travel demand strategies and system management strategies to improve system efficiency and enhance safety.

**Objective TE 1.5**

*Provide services and facilities for the transportation disadvantaged.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policy TE 1.5.3 was added and reflects the City's desire to ensure that all sidewalks meet ADA design standards.

Policy TE 1.5.4 was added and reflects the City's desire to support the Jacksonville Transportation Authority's (JTA's) efforts to ensure that transit services meet ADA accessibility standards. The City should consider adding language that states such support is through the City's participation as a member of the North Florida Transportation Planning Organization's (NF-TPO's) Duval County Transportation Disadvantaged Coordinating Committee.

**Objective TE 1.6**

*Manage growth in a cost effective and environmentally sound manner through the joint consideration of land use and transportation decisions as set forth in Policies TE 1.6.1 and TE 1.6.2.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policies 1.6.3 and 1.6.3.4 were deleted as part of the 2007 update.

**Objective TE 1.7**

*Require provisions for alternate methods of transportation such as bicycle routes and pedestrian facilities in new developments in accordance with the principles established in Policies TE 1.7.1, TE 1.7.2, TE 1.7.3, and TE 1.7.4.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policy TE 1.7.3 was expanded and reflects the City's desire to encourage all nonmotorized modes of transportation and better coordination with adjacent jurisdictions.

A new policy should be considered that will address the need for the City to inventory and evaluate the existing bicycle and pedestrian infrastructure network, such as bicycle paths, sidewalks, crosswalks, and bicycle parking availability. This will better reflect the City's desire to encourage the use of nonmotorized modes of transportation through being proactive in identifying existing and needed infrastructure to better plan for providing a complete network of safe and accessible facilities.

**Objective TE 1.8**

*Coordinate the transportation system in the city with future development as portrayed on the Future Land Use Map, including the enhancement of intermodal transportation opportunities, to ensure that existing and proposed population densities, housing and employment patterns, and land uses are all consistent with the transportation modes and services proposed to serve these areas.*

This objective was expanded to reflect the City's desire to ensure that developments are consistent with the transportation modes and services proposed to serve them.

Policies TE 1.8.1, 1.8.2, and 1.8.3 were added to reflect the City's desire to encourage the use of bicycles and walking, site and building design that promotes transit use, and land uses that promote a reduction in vehicle-miles traveled.

**Objective TE 1.9**

*Support the JTA in their provision of efficient public transit within Jacksonville Beach, and to and from adjacent communities in Duval County, including the accommodation of the special needs of the transportation disadvantaged.*

This objective is currently being met and its related policies retained in the update cycle are being adhered to in support of Goal TE. 1.

Policies TE 1.9.2, 1.9.3, and 1.9.4 were added to reflect the City's desire to work with JTA to implement employer sponsored job access transit services, implement a "Beaches Trolley" service, and implement a "Ride Request" service for area hospitals. During the summer of 2008, JTA and a few Beaches businesses sponsored a 10-week pilot project for the Beaches Trolley. Operating only on weekends, staying within the three beaches communities (Jacksonville Beach, Neptune Beach and Atlantic Beach) and running on 10-minute headways, the pilot service had a ridership of over 33,000 riders. This volumes was three times the number of passengers that had been expected to use the service. Discussions are now in progress to determine ways of funding a return of the service next summer with an increased number of vehicles and service extensions south into neighboring beaches communities.

**Objective TE 1.10**

*Provide for a safe, comfortable and attractive pedestrian environment with convenient interconnection to public transportation.*

This objective and related policies were added to reflect the City's desire to support non-vehicular modes of transportation and to potentially establish a Transportation Concurrency Exception Area.

**Objective TE 1.11**

*Coordinate transportation planning and traffic impact assessments with corresponding activities that may be undertaken by or on behalf of the City of Jacksonville, the City of Atlantic beach, the City of Neptune Beach and St. Johns County.*

This objective and related policies were added to reflect the City's desire to coordinate with adjacent jurisdictions when engaging in transportation planning and assessing traffic impacts and related activities.

## Housing Element

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The Housing Element was updated in 2000. The goals, objectives, and policies of the Housing Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal HO 1**

*The City shall provide a variety of adequate and affordable housing for all present and future residents of the City of Jacksonville Beach through cost efficient objectives and policies, while promoting individual self-sufficiency.*

### **Objective HO 1.1**

*The City shall assist the private sector to provide 1,164 new dwelling units between 1990 and 1995, plus an additional 2,600 new units between 1995 and 2010 of such types, sizes, and costs as to meet housing needs of the anticipated population of the City.*

This objective is partially being met and its related policies are being adhered to in support of Goal HO. 1. According to the Florida Housing Data Clearinghouse, between 1990 and 1994, 813 new dwelling units were constructed, and between 1995 and 2000, 1,519 new units were constructed in the City. Between 2001 and 2007, 249 Certification of Occupancy Permits were issued in the City for single family dwelling units, 174 duplex dwelling units and 1,128 multi-family dwelling units. This accounts for a total of 1,551 new residential units. The total number of new dwelling units in the City from 1990 to 2007 is 3,883, which is 119 units more than Objective HO 1.1 set out to provide by 2010.

The City should consider revising this expectation. Anticipated growth from the estimated 2007 population and the projected 2010 population is 2,600. With average household size of 2.13 persons per household, a total of 1,220 dwelling units will be needed to accommodate this anticipated growth. This need can be fulfilled with both existing vacant units and new units. According to the 2000 U.S. Census, 9.8 percent of housing units were vacant.

### **Objective HO 1.2**

*Provisions for adequate and affordable housing for existing and future residents shall be made, including assistance in efforts to provide housing at an affordable cost to meet the needs of very low, low and moderate income households on the metropolitan- or region-wide level. The City shall implement the following policies to maintain a housing inventory which includes no less than 400 units in which very low and low income households may afford a monthly housing expense of no more than 30 percent of gross family income.*

This objective is partially being met and its related policies are being adhered to in support of Goal HO. 1. According to the Florida Housing Data Clearinghouse

*Affordable Housing Needs Summary* (September 2006), Jacksonville Beach will have the need for 439 affordable owner occupied housing units and 584 rental units in 2010 based on the number of severely cost burdened (50 percent+) households with income less than 80 percent average monthly income. These numbers are projected to increase to 514, and 647 respectively by 2020. The 2000 U.S. Census identified 1101 households with owner housing costs greater than 30 percent of income and 1490 households with rental costs greater than 30 percent of income. It is not feasible to determine how many of these are very low- and low-income residents.

The City retains agreements with the City of Jacksonville to be included in State Housing Initiatives Partnership and Community Development Block Grant housing programs. Public housing in Jacksonville Beach is provided by the Jacksonville Housing Authority. There are 218 public housing units owned by the Jacksonville Housing Authority and they range from 1-bedroom to 4-bedroom units. Additionally, there are 168 Section 8 units in Pablo Towers and 104 Section 8 units in Pablo Hamlet. This is a total of 490 units. According to the 2000 census, there were 534 mortgaged housing units with a monthly cost less than \$700 a month, and 991 rental housing units with a monthly cost of less than \$500 a month.

**Objective HO 1.3**

*The City shall provide the adequate supporting infrastructure, i.e. paved streets, street lights, sanitary sewers, drainage, potable water, etc. throughout Jacksonville Beach to enhance and complement the Housing Element.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

**Objective HO 1.4**

*Reduce and eliminate where feasible substandard housing conditions and blighting influences, and improve structural and aesthetic housing conditions. Periodic and systematic housing inspections will continue to be conducted by the Building Division of the Planning and Development Department of the exterior condition of housing to maintain a minimum level of structural quality and to identify evidence of the deteriorating process before maintenance cost become prohibitive. The following policies shall be implemented within the planning time frame.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

**Objective HO 1.5**

*The City shall work to maintain adequate housing sites for all residents of Jacksonville Beach, including preparing for the estimated deficit in very low, low and moderate income resident households expected between 2000 and 2010.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

**Objective HO 1.6**

*The City shall work to conserve the existing housing stock in Jacksonville Beach.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

**Objective HO 1.7**

*The City shall provide for equitable treatment for all residents of Jacksonville Beach displaced through public programs or activities.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

**Objective HO 1.8**

*The City shall formulate appropriate housing implementation programs as part of the ongoing planning process.*

This objective is being met and its related policies are being adhered to in support of Goal HO. 1.

## **Public Facilities Element**

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As documented in Section V of this EAR document, public facilities operated in the City of Jacksonville Beach are operating with capacities exceeding current and forecast demand. There are no Level or Service issues with wastewater, potable water, solid waste, stormwater, or aquifer recharge. According to the 2008 Annual Public Facilities Report for the City of Jacksonville Beach, all of the provided services are currently operating under design capacity and there is adequate capacity available to continue to provide services for projected population growth. It can be concluded from this analysis that the City is generally achieving its established goals, objectives and policies in the Comprehensive Plan pertaining to these services.

The goals, objectives, and policies of the Public Facilities Element and related Sub-Elements were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Wastewater Management Sub-Element**

#### **Goal WM 1**

*Provide wastewater treatment and collection that meets the health and safety needs of the community.*

#### **Objective WM 1.1**

*The City shall ensure that adequate treatment and pumping capacity exists or will be made available at the time a development order is issued by maintaining, improving and expanding service to accommodate the levels of service for appropriate population groups as established by Policies WM 1.1.1, and WM 1.1.2, reducing infiltration and inflow to the system in accordance with Policy WM 1.3.1, and expanding the Pollution Control Plant in accordance with Policy WM 1.1.4.*

This objective is being met and its related policies are being adhered to in support of Goal WM. 1. Current demand for wastewater treatment is below system capacity and additional capacity exists for projected population and business growth.

#### **Objective WM 1.2**

*The City shall continue to carry out its computerized preventative maintenance program to upgrade the quality of the lift stations pursuant to Policies WM 1.2.1, WM 1.2.2, and WM 1.2.3.*

This objective is being met and its related policies are being adhered to in support of Goal WM. 1. The sewer rehabilitation program projects are being implemented as part of the City's Capital Improvements Plan.

**Objective WM 1.3**

*Develop a capital improvement program integrating sewer systems, future growth and redevelopment needs.*

This objective is being met and its related policies are being adhered to in support of Goal WM. 1. Policy WM 1.3.1 should be updated to reflect completed projects and new projects based on established priorities.

**Objective WM 1.4**

*Develop policies that promote the long-term maintenance of the wastewater system or encourage innovative techniques.*

This objective is being met and its related policies are being adhered to in support of Goal WM. 1.

**Solid Waste Management Sub-Element****Goal SW 1**

*Ensure the public health and safety by encouraging the provision of sufficient capacity at Duval County / City of Jacksonville landfills to meet the disposal needs of Jacksonville Beach.*

**Objective SW 1.1**

*The City of Jacksonville Beach shall continue to provide its residents and visitors with solid waste collection and disposal based on a minimum level of service as established in Policy SW 1.1.1 in accordance with existing procedures pursuant to Policies SW 1.1.2, and SW 1.1.3.*

This objective is being met and its related policies are being adhered to in support of Goal SW. 1. Solid waste disposal is ultimately handled for the City by the City of Jacksonville (Duval County). According to the City of Jacksonville's Adopted Evaluation and Appraisal Report (September 2007, page 205), it proposes to add approximately 18,000 cubic yards of disposal capacity in the 8th and 10th years of their plan. This will assure that sufficient capacity is available to accommodate future solid waste disposal demand from Jacksonville Beach.

**Objective SW 1.2**

*The City shall encourage technological innovations in waste disposal, recycling, reduction, and reuse through conformance with Florida statutes in accordance with Policy SW 1.2.1 by the end of 1994.*

This objective is being met and its related policy is being adhered to in support of Goal SW. 1.

Although there is an active recycling program underway in the City of Jacksonville Beach, statistics are not readily available regarding recycling percentage as total of solid waste.

**Objective SW 1.3**

*Ensure that City residents pay a reasonable charge for garbage collection and disposal.*

This objective is being met and its related policy is being adhered to in support of Goal SW. 1.

Stormwater Management Sub-Element

**Goal SM 1**

*Protect the public health, and safety and welfare of the citizens of Jacksonville Beach by ensuring adequate storm drainage facilities.*

**Objective SM 1.1**

*Maintain Levels of Service to meet City of Jacksonville Beach codes, St. Johns River Water Management District rules, and Florida Department of Transportation requirements.*

This objective is being met and its related policies are being adhered to in support of Goal SM. 1. The City is currently meeting the established level of service responsibilities for stormwater management.

**Objective SM 1.2**

*The City shall approach storm drainage on a city-wide basis and devise a user-based financing mechanism to fund the improvements listed in Table PFSM-3, p. PF-SM-11 of this Sub-Element by April 1, 1990, and any additional or alternative improvements identified by the update and revised storm drainage master plan by January 1, 1992.*

This objective is being met and its related policies are being adhered to in support of Goal SM. 1. Table PFSM-3 referenced in Policy SM 1.2.1 should be updated to reflect new projects listed as part of the update of the Capital Improvements Element of the Comprehensive Plan.

**Objective SM 1.3**

*The City will continue to implement appropriate measures to improve storm drainage system performance through increased and systematic maintenance of the existing facilities in accordance with Policies SM 1.3.1 and SM 1.3.2 and by protecting the integrity of the natural drainage features present within its jurisdiction in accordance with Policy SM 1.3.3.*

This objective is being met and its related policies are being adhered to in support of Goal SM. 1.

This objective is being met and its related policies are being adhered to in support of Goal AR. 1. According to the St. Johns River Water Management District, the City is not identified as an area that would experience any water shortages through the year 2025. This is based on the District's 2005 Water Supply Assessment. According to the document, the City can continue pumping water from the current source.

### Potable Water Sub-Element

The Potable Water Sub-Element was updated in 2006 with new data, analysis and updated goals, objectives and policies where necessary.

#### **Goal PW 1**

*Provide sufficient water supply, treatment and transmission capacity to ensure the public health, welfare and safety for the citizens of Jacksonville Beach.*

#### **Objective PW 1.1**

*Provide an adequate water supply and treatment to serve the future growth and needs of Jacksonville Beach.*

This objective is being met and its related policies are being adhered to in support of Goal PW. 1. Potable water demand in the City is below the available capacity of the existing potable water infrastructure. Additionally, according to the 2008 Public Facilities Report, the City experienced a decline in total water usage both in raw numbers and per capita use. This trend has been consistent for the past six years which indicates that conservation measures, public education efforts, and system upgrades are working to decrease water usage, in spite of a growing population.

#### **Objective PW 1.2**

*Provide adequate maintenance and repair of critical water distribution system components.*

This objective is being met and its related policies are being adhered to in support of Goal PW. 1. The City has worked to complete major system upgrades and is continuing these efforts.

## Groundwater Aquifer Recharge Sub-Element

### **Goal AR 1**

*The City shall manage its groundwater aquifer resources to assure an adequate supply of good quality groundwater for use by its residents.*

### **Objective AR 1.1**

*The City shall assist in efforts to reduce draw-down from the Floridian aquifer through the implementation of potable water conservation activities in accordance with Policies AR 1.1.1, AT 1.1.2, and AR 1.1.3.*

This objective is being met and its related policies are being adhered to in support of Goal AR. 1. Potable water usage has declined each year for the last six years due to conservation measures, public education and system upgrades.

### **Objective AR 1.2**

*The City shall act to ensure that there will be an adequate supply of groundwater from the surficial aquifer, of a quality sufficient for its intended use, to meet existing and future demands for water from this source.*

This objective is being met and its related policies are being adhered to in support of Goal AR. 1. According to the St. Johns River Water Management District, the City is not identified as an area that would experience any water shortages through the year 2025. This is based on the District's 2005 Water Supply Assessment. According to the document, the City can continue pumping water from the current source.

## **Coastal Management Element**

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The goals, objectives, and policies of the Coastal Management Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal CM 1**

*To conserve, manage, and protect natural resources, and maintain and enhance the natural balance of ecological functions, in the coastal area of Jacksonville Beach*

#### **Objective CM 1.1**

*By April 1, 1990, areas of native vegetation, wildlife habitat, marine resources, and coastal wetlands shall be protected, conserved, restored and enhanced by implementing the provisions in Policies CM 1.1.1 through Cm 1.1.4.*

This objective is being met and its related policies are being adhered to in support of Goal CM 1.

#### **Objective CM 1.2**

*Water quality of the Pablo Creek estuarine system shall be maintained and improved, as based on EPA water quality index procedures outlined in the Florida Department of Environmental Regulation "305(b) Water Quality Inventory" not later than the year 2000.*

This objective is being met and its related policies are being adhered to in support of Goal CM 1. The City also completed a FDEP-permitted project in 2007 that extended the stormwater outfalls farther towards the Atlantic Ocean. This stormwater outfall project extended the outfall piping at oceanfront street and avenue ends to east of the dune line in order to mitigate impacts of flooding and surface and groundwater contamination west of the beach. Septic tanks have been eliminated and are no longer permitted within the City limits.

#### **Objective CM 1.3**

*By April 1, 1991, the City shall act to protect, conserve, restore and enhance its beach and dune system by adopting management practices and construction standards which will complement the Beach Renourishment Project and enhance its performance in accordance with the standards set forth in Policies CM 1.3.1, CM 1.3.2, CM 1.3.3, CM 1.3.4, CM 1.3.5, CM 1.3.6 and CM 1.3.7.*

This objective is being met and its related policies are being adhered to in support of Goal CM 1. Specifically to this effect, the City has constructed dune walkovers at each public beach access in order to provide protection to the dune and its vegetation.

**Goal CM 2**

*Public land uses along the shorelines and access to the shorelines and coastal resources of Jacksonville Beach shall be maintained and improved.*

**Objective CM 2.1**

*Shoreline land uses which incorporate public uses and access to shorelines and coastal resources shall have priority during development and redevelopment.*

This objective is being met and its related policies are being adhered to in support of Goal CM 2.

**Objective CM 2.2**

*Public access to the beachfront shall be maintained and the availability of parking for beach visitors shall be improved.*

This objective is being met and its related policies are being adhered to in support of Goal CM 2. The City currently maintains over 50 public beach access points, a majority of which have with public parking available, and including two main downtown locations. The new pier parking lot at 4th Avenue North has added parking spaces near the beach and boardwalk.

**Objective CM 2.3**

*Public access to the Pablo Creek marshfront shall be maintained and improved by restricting the development of additional marina sites by April 1, 1990 in accordance with the State Marina Siting Plans; and development of a passive recreation adjacent to the existing Jacksonville Beach Bird Sanctuary and Wildlife Refuge by 2010 in accordance with Policies CM 2.3.1, and CM 2.3.2.*

This objective is being met and should be revised to delete the second half of the objective, from “and development of a passive recreation . . . “. The need for the second clause has been eliminated with establishment of the Cradle Creek Preserve. This objective should be revised to state that the City will support the County’s efforts to acquire the wetland parcel along Pablo Creek adjacent to the Wildlife Sanctuary for conservation and passive recreation.

There are no public marinas in Jacksonville Beach and no new marinas have been approved for development.

**Goal CM 3**

*The vulnerability of the people and property of Jacksonville Beach to coastal hazards such as hurricane damage and coastal flooding shall be minimized.*

**Objective CM 3.1**

*By April 1, 1991, the City shall ensure that future development will minimize the exposure of population and property to storm damage by adopting and enforcing requirements pursuant to the standards established by Policies CM 3.1.1 through CM 3.1.9 to restrict development within coastal high-hazard areas and curtail public funding within these areas.*

This objective is being met and its related policies are being adhered to in support of Goal CM 3. Policy CM 3.1.3 should be amended to read: "The Coastal High Hazard Area for Jacksonville Beach shall consist of the Category 1 storm surge inundation areas within the city as reestablished by House Bill 1359, 2006". Additionally, the Future Land Use Map should be amended accordingly to show this newly defined area. This new designation does not have a major impact on the other policies under this objective or other elements of the adopted plan.

**Objective CM 3.2**

*The City's hurricane evacuation time for a Category 3 storm shall be less than 12 hours.*

In the Coastal / Conservation Management Element of its 2010 Comprehensive Plan (November 2006), the City of Jacksonville established 23 hours as the maximum acceptable hurricane evacuation time standard for a Category 3 storm event. This standard was based on several criteria, including: "That the clearance time to evacuate for a category 3 hurricane with average public urgency will be 16 3/4 hours". The state is currently funding the update of the Regional Hurricane Evacuation Study from which will come new data and information that should be adopted into local government comprehensive plans. The City of Jacksonville Beach should adopt this revised evacuation time, established by the County and including the beaches communities in order to remain consistent with the adjacent municipalities.

**Objective CM 3.3**

*The City shall provide immediate response to post-disaster emergency situations. Priority shall be given to ensure public health, safety and welfare.*

This objective is being met and its related policies are being adhered to in support of Goal CM 3. Additionally, the City is in compliance with the requirement to address "post-disaster redevelopment" issues as part of the comprehensive planning process. These issues are covered by Policies 3.3.1 thru 3.3.11.

**Goal CM 4**

*Public facilities shall be adequate and available to serve the requirements of the resident and visiting population of Jacksonville Beach.*

**Objective CM 4.1**

*The level of service standards adopted elsewhere in this Comprehensive Plan for facilities in the coastal area and the additional standards under this objective shall be applied whenever development orders or permits are requested.*

This objective is being met and its related policies are being adhered to in support of Goal CM 4.

**Objective CM 4.2**

*All public facilities in the coastal area shall be available concurrent with the time they are needed to serve new development and existing deficiencies remedied.*

This objective is being met and its related policies are being adhered to in support of Goal CM 4. Policy CM 4.2.1 should be revised, as necessary, to identify any areas remaining with inadequate maintenance of drainage ditches or swales within the City. Several completed projects have already addressed issues in the three areas identified in the adopted Comprehensive Plan.

**Goal CM 5**

*Coastal resource management will address natural systems without regard to political boundaries.*

**Objective CM 5.1**

*An intergovernmental coordination mechanism shall be established in order to manage coastal resources affecting or affected by governments other than the City.*

This objective is being met and its related policies are being adhered to in support of Goal CM 5. The City remains active in coordinating with adjacent communities on the issues identified in the Coastal Management Element.

**Objective CM 5.2**

*The City shall implement appropriate portions of existing resources protection plans addressing coastal and estuarine areas.*

This objective is being met and its related policies are being adhered to in support of Goal CM 5.

References in the Element to the Department of Environmental Regulation should be updated to the Department of Environmental Protection.

## **Conservation Element**

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The goals, objectives, and policies of the Conservation Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal CO 1**

*The City has the goal of conserving, protecting and appropriately managing its natural resources to ensure the highest environmental quality possible. The following objectives and policies are established to meet this goal:*

#### **Objective CO 1.1**

*The City shall meet or exceed the minimum air quality levels established by the Florida Department of Environmental Regulation.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

#### **Objective CO 1.2**

*The City shall act within its authority to protect all surface waters within its corporate limits in accordance with Policies CO 1.2.1, CO 1.2.2, and CO 1.2.3.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

#### **Objective CO 1.3**

*The City shall protect the natural functions of the 100-year floodplain so that the flood-carrying and flood storage capacity are maintained.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

#### **Objective CO 1.4**

*The City's conservation-protected wetlands shall be protected from physical and hydrologic alteration. No net loss of estuarine wetlands shall be permitted without mitigation, preferably on-site.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

#### **Objective CO 1.5**

*All native vegetation communities, wildlife habitats, and native fauna shall be identified, managed, and protected.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

**Objective CO 1.6**

*By April 1, 1990, the City shall act to protect and conserve natural functions of existing soils, fisheries, lakes, floodplains, estuarine marshes, and marine habitats.*

This objective is being met and its related policies are being adhered to in support of Goal CO 1.

References in the Element to the Department of Environmental Regulation should be updated to the Department of Environmental Protection. References to the Florida Game and Fresh Water Fish Commission should be updated to the Florida Fish and Wildlife Conservation Commission.

## **Recreation and Open Space Element**

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The goals, objectives, and policies of the Recreation and Open Space Element were evaluated to assess any successes and shortcomings per 163.3191[2][h], F.S.

### **Goal RO 1**

*To ensure all citizens of Jacksonville Beach, as well as tourists and visitors, sufficient and accessible recreation alternatives.*

#### **Objective RO 1.1**

*The City shall adopt minimum levels of service for recreation and open space needs by April 1, 1999; and shall maintain those levels of service by implementing the improvements listed in Table RO-5, Recreation and Open Space Improvement Program, 1990-2010 in accordance with the schedule set forth.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

Based on the established level of service for the provision of parks and recreation space, the City is providing more than adequate parks for the existing and future population with the recently added Cradle Creek Preserve, Oceanfront Park, and South Beach Park, together with renovations at Gonzalez Park and the renovation and expansion of Wingate Park.

#### **Objective RO 1.2**

*The City shall maximize the use of the existing parks and recreational facilities through implementation of a public information program developed in accordance with Policies RO 1.2.1, and RO 1.2.2.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

#### **Objective RO 1.3**

*The City shall assure accessibility to parks and recreational facilities to all people who wish to use them by retrofitting all existing facilities by 1995 and incorporating accessibility measures into all new facilities constructed pursuant to this Element.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

#### **Objective RO 1.4**

*The City shall protect and conserve the wetlands, recreational open spaces, and parks within its corporate limits by April 1, 1991, in accordance with Policies RO 1.4.1, RO 1.4.2, and RO 1.4.3.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

**Objective RO 1.5**

*The City shall seek the support of the private sector in obtaining financial or other resources required for the adequate provision of recreational facilities, parks, and open spaces by promoting joint development ventures, provision of development incentives, and wetland protection measures.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

**Objective RO 1.6**

*The City shall maximize available funds to pursue land acquisition for new recreational sites and expansion of existing programs by implementing an effective preventative maintenance program.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

**Objective RO 1.7**

*The City shall assist the Beaches Area Historic Preservation Society in their efforts to provide information, education, and technical assistance relating to historic sites and preservation programs and assist in the publication and distribution of information by implementing Policies RO 1.7.1.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

**Objective RO 1.8**

*Throughout the planning period, the City shall ensure that public access to the beachfront and Atlantic Intracoastal Waterway is maintained and improved.*

This objective is being met and its related policies are being adhered to in support of Goal RO 1.

## **Intergovernmental Coordination Element**

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The goals, objectives, and policies of the Intergovernmental Coordination Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal IG 1**

*Implement the goals, objectives and policies of the Comprehensive Plan through improved coordination and cooperation with St. Johns County, Neptune Beach, Jacksonville, Ponte Vedra MSD, and the regional and State entities and agencies affecting Jacksonville Beach.*

#### **Objective IG 1.1**

*By 1995, the City shall take action to ensure that all neighboring jurisdictions will consult with each other before making major land use decisions by entering into interlocal agreements, involvements in the Development of Regional Impact process, and participation in the Regional Planning Council's information mediation process.*

This objective is being met and its related policies are being adhered to in support of Goal IG 1.

#### **Objective IG 1.2**

*The City shall work to resolve potential conflicts with state agencies, regional bodies, and adjacent municipalities involving provision of service issues by ensuring coordination of the establishment of appropriate level of service with those entities having operational or maintenance responsibilities for delivering such services in accordance with the commitments set forth in Policies IG 1.2.1 through IG 1.2.9.*

This objective is being met and its related policies are being adhered to in support of Goal IG 1.

#### **Objective IG 1.3**

*Increase the dissemination of information to adjacent jurisdictions, agencies and districts and improve the effectiveness of planning activities through intergovernmental coordination.*

This objective is being met and its related policies are being adhered to in support of Goal IG 1.

#### **Objective IG 1.4**

*Expand contact with regional and State agencies having permit or approval power over environmentally sensitive lands and natural resources.*

This objective is being met and its related policies are being adhered to in support of Goal IG 1.

## Capital Improvements Element

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The 1999 Capital Improvements Element is currently in the process of being updated with completion scheduled before December 2008. The goals, objectives, and policies of the Capital Improvements Element were evaluated to assess any successes and shortcomings per §163.3191[2][h], F.S.

### **Goal CI 1**

*The City shall continue to provide needed public facilities to its residents and businesses in a manner that maximizes existing infrastructure investments and promotes orderly urban growth.*

### **Objective CI 1.1**

*Capital improvements will be accomplished to correct current deficiencies and accommodate desired future growth as indicated in the 5-year Schedule of Improvements.*

This objective is being met and its related policies are being adhered to in support of Goal CI 1.

### **Objective CI 1.2**

*Upon adoption of these Comprehensive Plan Elements and throughout the planning period, the City shall manage its fiscal resources to ensure the provision of needed capital improvements already identified and for future development and redevelopment by limiting its general obligation indebtedness, implementing a capital improvement programming and budgeting system; and maintaining efforts to secure grants, joint funding with adjacent communities, or private monies to fund capital needs in accordance with Policies CI 1.2.1, CI 1.2.2, and CI 1.2.3.*

This objective is being met and its related policies are being adhered to in support of Goal CI 1.

### **Objective CI 1.3**

*After April 1, 1991, all decisions regarding the issuance of development orders will be based upon coordination of goals, objectives, and policies of this Plan; the revised land development regulations, and the adopted concurrency management system designed to measure the availability of necessary public facilities to support such development in accordance with established minimum levels of service.*

This objective is being met and its related policies are being adhered to in support of Goal CI 1. Policy CI 1.3.1 should be updated to reflect changes in the LOS standards since the last update of the plan.

**Objective CI 1.4**

*The City shall ensure that future development will minimize the exposure of population and property to storm damage by restricting development in coastal high-hazard areas and curtailing public funding or facilities within these areas.*

This objective is being met and its related policies are being adhered to in support of Goal CI 1.

**Objective CI 1.5**

*The City shall continue its present system of fees and investigate the potential benefits and costs of installing new fees where deemed necessary to ensure that private developments continue to assist in defraying the cost of providing and maintaining the minimum levels of service for present and future residents of the City.*

This objective is being met and its related policies are being adhered to in support of Goal CI 1.

**Section III**  
**Local Issues Analysis**

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## **Local Issues Analysis** (163.3191[2][e], F.S.) and (163.3191[2][g], F.S.)

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### **Process for Identifying Major Issues**

A key component to the preparation of the Evaluation and Appraisal Report was the identification of major community issues affecting the City. This process allows the community to focus greater effort on more specific topics that affect the community's ability to achieve the goals established in the adopted Comprehensive Plan.

In a public workshop conducted in March 2008, 16 community issues were identified by participants. A subsequent scoping meeting was held to which representatives of state and regional reviewing agencies and adjacent jurisdictions were invited. In the meeting, a review of the preliminary list of major community issues was conducted, the topics were clarified and a final list of major community issues was prepared.

The issues identified in the community-workshop were divided into two groups: those that relate specifically to goals, objectives and policies within the currently adopted Comprehensive Plan and those that will require new language to address them. Eight issues were categorized as belonging to the first group and were classified as major issues. The remaining issues are not immediately relevant to the adopted Comprehensive Plan, but will be addressed, to the extent practicable, in future Plan revisions.

### **Major Issues Relating to the Adopted Comprehensive Plan**

The final list of major community issues identified eight topics that are deemed to be relevant to the adopted Comprehensive Plan.

Issue 1: Transportation Congestion and Concurrency

Issue 2: Encouragement of Mixed-Use Development

Issue 3: Water Conservation

Issue 4: Coastal Protection

Issue 5: Natural Resource Protection

Issue 6: Beach and Intracoastal Waterway Access

Issue 7: Affordable Housing

Issue 8: Intergovernmental Coordination

It was possible to thoroughly evaluate these issues within the framework of Jacksonville Beach's existing goals, objectives and policies. Each of these eight issues was evaluated from four perspectives.

1. The scope of the issue
2. Goals, objectives and / or policies that are relevant to the issue

3. Existing conditions within Jacksonville Beach from which the issue arises, either as a means of replicating a positive experience or preventing a past negative experience. (In instances where no related “existing condition” is currently in place, it is a description of the condition to encourage or prevent in the future.)
4. Recommended changes, additions or deletions to the Comprehensive Plan that will equip the City to more effectively address the issue in the future

The following pages present the results of investigations into the major issues, including the relationship of each topic to the City of Jacksonville Beach’s adopted comprehensive plan. Details of recommended additions, deletions and / or revisions to the comprehensive plan are covered in Section VI. Where possible, samples of language that can be used to develop the goal, objective and policy amendments have been provided to guide the City through the EAR-based amendment process more expeditiously.

### **Issue 1: Traffic Congestion and Concurrency**

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The complete Transportation Element of the Comprehensive Plan was updated in 2007 in order to reflect current conditions, new development and growth forecasts, and changing local and regional goals and development objectives of the City. This update also reflects recent changes to Chapter 163 of the Florida Statutes, and Rule 9J-5 of the Florida Administrative Code.

The updated element identifies the constrained and congested roadways within the City's jurisdiction. Constrained roadways identified include SR A1A, Penman Road, 9th Street South and Ponte Vedra Boulevard. The only congested roadway identified for 2008 was SR A1A from the St. Johns County line to 13th Avenue South. Roadways that can be expected to become congested by 2012 include J. Turner Butler Boulevard, Penman Road, Sanctuary Parkway, and the remainder of SR A1A from 13th Avenue South north to 20th Avenue North.

The City is in a unique situation in that there is very little land available for new development, therefore likely sources of traffic increases will be new development in St. Johns County and eastern Jacksonville and the redevelopment of existing developed land within the City. Additionally, since SR A1A and Penman Road are both constrained facilities that are anticipated to become congested by 2012, the opportunity to implement improvements to combat this congestion can not take place as capacity improvements on these facilities. Innovative measures must be employed.

An innovative approach to congestion management and an alternative to concurrency that has been discussed through the updated Transportation Element is the designation of a Transportation Concurrency Exception Area (TCEA) pursuant to the provisions of 9J-5 and Chapter 163. This approach encourages mobility improvements through alternative transportation modes, urban design, density and intensity that support transit, connectivity and mixed land uses. Existing conditions in the City meet the

recommended standards of a TCEA designation. TCEA standards are directly tied to the adopted Comprehensive Plan in the form of ten major criteria that must be incorporated into the plan. These ten criteria include:

- Support mobility
- Fund mobility
- Support the purpose of the designation
- Include alternative modes
- Demonstrate how mobility will be provided
- Address urban design
- Identify appropriate land use mixes
- Establish minimum intensity and density standards for development
- Address network connectivity
- Mitigate impacts to the SIS

The City of Jacksonville Beach's existing conditions give it strong potential for the creation of a TCEA within its city limits. Mobility within the city is provided through pedestrian, bicycle, transit, and automobile modes. The city already has a good mix of land uses, density and intensity, and urban design that support trips by modes other than the automobile. The city's extensive street grid network exceeds the recommended minimum of 50 polygons per square mile measurement with 186 polygons per square mile. Current concurrency requirements have the potential to disrupt these existing conditions, and threaten the success of the City's recent downtown visioning efforts aimed at revitalizing the city's downtown area.

The adopted Comprehensive Plan was reviewed to identify any goals, objectives, and policies that currently exist that address these ten major criteria needed in support of a TCEA. Through this review, shortcomings of the existing plan can be identified and recommendations made for the addition of new goals, objectives and policies that address these criteria. Recommendations are available in Section VI of this report. The table below identifies the existing goals, objectives and policies that relate to the ten criteria for a TCEA.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Support mobility	<u>Objective TE 1.10</u> Provide for a safe, comfortable and attractive pedestrian environment with convenient interconnection to public transportation.	The City has significantly improved mobility by supporting mobility for all modes, but has not undertaken a complete assessment of the pedestrian and bicycle facility network and how it is linked to public transportation.	The City should add a policy under this objective that supports the task of conducting a pedestrian and bicycle network inventory and connectivity analysis to identify gaps in the network and needed connections and improvements.
		The City does not have specific objectives and policies in the plan that show how mobility will be supported.	The City should add specific objectives and policies that support mobility, including a focus on alternative modes, parking management strategies, TOD design standards, land use mix, density and intensity, TSM, and TDM strategies.
		The City has adjusted its proposed TCEA boundary to take advantage of significant opportunities for mobility, but does not address traffic impacts from developments outside of the TCEA in the TE.	The City should add an objective and policies that require mitigation (in accordance with the TCEA's strategies) for traffic impacts caused by developments outside of the TCEA.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
*(continued)*

Target	Goal, Objective, Policy	Conditions	Comments
		The City does not include goals, objectives, or policies that establish performance measures in the CP for supporting mobility	The City should address how mobility will be measured and evaluated. These measures will likely be found elsewhere in the plan as amended in the other areas shown here.
Fund mobility	<u>Policy TE 1.10.1</u> Support and fund mobility improvements that encourage trip reduction and the use of non-vehicular modes of transportation.	This policy supports improvements related to transit, and bicycle and pedestrian network improvements.	This policy needs to become an objective for the City. Policies to further this objective should focus on the funding mechanism for improvements, such as in Policy TE1.10.2 below.
Fund mobility	<u>Policy TE 1.10.2</u> Apply "fair share" contributions in order to expedite the implementation of planned improvements to pedestrian, bicycle and transit facilities within the City.	This policy shows specifically how mobility will be funded, and supports improvements related to transit, and bicycle and pedestrian network improvements.	This policy is effective.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
		The City does not include objectives or policies in the plans which establish performance measures for funding mobility.	The City should add objectives and policies that establish performance measures for funding mobility. Examples include number of projects implemented over a five-yr. period from the CIE, or funding percentages by mode.
Support the purpose of the designation	<u>Policy TE 1.10.3</u> Support the designation of all or part of the City as a Transportation Concurrency Exception Area.	Existing conditions in the City support the criteria necessary for the designation of a TCEA, but the purpose of the designation is not specified	The City should make this policy a goal that specifies the purpose of the designation (one of the five purposes) and add objective(s) to conduct a TCEA* boundary feasibility assessment and subsequent development of an implementation plan.
		The City does not include objectives or policies that establish performance measures that show support for the purpose of the designation.	The City should add objectives and policies that establish performance measures for funding mobility. Examples include number of projects from the CIE, or funding percentages by mode.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Include alternative modes	<u>Objective TE 1.7</u> Require provisions for alternate methods of transportation such as bicycle routes and pedestrian facilities in new developments in accordance with the principles established in Policies TE 1.7.1 thru 1.7.3.	There is limited developable vacant land available for new development within the City. This objective and related policies only address new development.	This objective and its related policies should be amended, or a new set created, to specify that this provision be adhered to for redevelopment in order to complete breaks in the existing bicycle and pedestrian networks.
Include alternative modes	<u>Objective TE 1.8</u> Coordinate the transportation system in the city with future development as portrayed on the Future Land Use Map, including the enhancement of intermodal transportation opportunities, to ensure that existing and proposed population densities, housing and employment patterns, and land uses are all consistent with the transportation modes and services proposed to serve these areas.	This objective and its related policies address the downtown vision and propose a zoning overlay that promotes alternative transportation modes and reduces vehicle miles traveled through site and building design guidelines and redevelopment incentives.	The City should add a new objective and related policies that are more specific and support alternative modes regarding the portion of the City within the proposed TCEA designation, which includes but is not limited to downtown.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
		The City’s infrastructure does include alternative modes of transportation, but not specific policies for this criterion in the City’s plan.	The City should add goals, objectives, and policies that include specific, measureable goals for each alternative mode.
		The City does not include objectives or policies that establish performance measures for alternative modes.	The City should add objectives and policies that establish performance measures for alternative modes. Examples include multimodal LOS* or areawide QOS**, mode split, network coverage by mode, & reduction in VMT*** within the TCEA.
Demonstrate how mobility will be provided	<u>Policy TE 1.10.2</u> Apply “fair share” contributions in order to expedite the implementation of planned improvements to pedestrian, bicycle and transit facilities within the City.	This policy supports improvements related to transit, and bicycle and pedestrian network improvements.	This policy is effective.

**Notes:**

- \* LOS – Level of Service
- \*\* QOS – Quality of Service
- \*\*\* VMT – Vehicle Miles Travelled

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
		The City does not include objectives or policies that establish performance measures for this criterion.	The City should add objectives and policies that establish performance measures for this criterion. Examples include short and long term improvements, executed agreements with agencies and employers regarding mobility strategies, etc.
Address urban design	<u>Policy TE 1.8.3</u> Through a visioning process and the potential implementation of a downtown zoning code overlay, identify and implement site and building design guidelines that promote transit usage.	This policy currently addresses only the downtown area covered by the referenced vision plan.	The City should add new objectives and related policies that support this in much greater detail in regards to the portion of the City within the proposed TCEA designation, which includes but is not limited to downtown. These new objectives and policies could be incorporated into the Future Land Use Element.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
	<u>Objective TE 1.10</u> Provide for a safe, comfortable and attractive pedestrian environment with convenient interconnection to public transportation.	This objective seeks to establish urban design that promotes multimodal transportation.	This objective is sound, but needs to be supported by specific implementation policies.
Identify appropriate land use mixes	<u>Objective TE 1.8</u> Coordinate the transportation system in the city with future development as portrayed on the Future Land Use Map, including the enhancement of intermodal transportation opportunities, to ensure that existing and proposed population densities, housing and employment patterns, and land uses are all consistent with the transportation modes and services proposed to serve these areas.	This objective and its related policies address the downtown vision and propose a zoning overlay that promotes alternative transportation modes and reduces vehicle miles traveled through site and building design guidelines and redevelopment incentives.	The City should add new objectives and related policies that support this in more detail in regards to the portion of the City within the proposed TCEA designation, which includes but is not limited to downtown.
		Although the City's existing land use mix supports a TCEA, the City's plan does not include performance measures to track improvements in this criterion.	The City should add new objectives and policies that measure performance in this area.

**Table 5: Issue 1 – Traffic Congestion and Concurrency:  
Goal, Objective and Policy Review**  
*(continued)*

<b>Target</b>	<b>Goal, Objective, Policy</b>	<b>Conditions</b>	<b>Comments</b>
Establish minimum intensity and density standards for development	None.	Maximum intensity and density standards for development have been developed.	As it relates to the proposed land within the TCEA boundary, new objectives and policies should be developed that establish minimum intensity and density standards that are of the appropriate range to support multi-modal transportation alternatives.
Address network connectivity	None.	The City currently has a high level of street connectivity due to a dense network of local streets that are arranged in a grid pattern. This has been linked to the significant bicycle and pedestrian traffic on existing streets.	The City should add new objectives and policies that support network connectivity as it applies to parking, transit, and bicycle and pedestrian facilities.
Mitigate the impacts to the SIS	None	There are currently no SIS facilities that would be impacted within the City's boundaries.	None.

Through this review it can be concluded that the City's existing Comprehensive Plan does not provide adequate support for the designation of a TCEA, even though existing conditions in some areas of the city seem to be conducive to the designation of a TCEA. The City would benefit from designating a TCEA as an alternative to existing concurrency management strategies and provide opportunities and support for multi-modal transportation alternatives to relieve future congestion.

Major shortcomings of the existing Comprehensive Plan in regards to the establishment of a TCEA include: Strategies that support mobility, such as parking management, TOD standards, and development densities; Detailed funding opportunities, such as grants, private investments, and parking pricing; Strategies that support the purpose of the designation, such as priorities for downtown revitalization; Strategies that address urban design, such as transit amenities, multi-modal corridors, streetscape improvements, building placement, parking strategies, pedestrian and bicycle access, landscaping, lighting, and transit supportive mixed use development; Strategies that establish minimum intensity and density standards, such as land uses along transit supportive corridors, and activity nodes (downtown); and, Strategies that support connectivity, such as a complete bicycle and pedestrian network linked to transit connections and parking opportunities. Many of these criteria lack performances measures specified in the plan as well, despite the significant improvements that have occurred in the City itself.

Recommendations to fulfill these shortcomings related to the issue of traffic congestion and concurrency are provided in Section VI of this report.



## **Issue 2: Mixed-Use Development**

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The encouragement of mixed-use development is currently addressed in the adopted Comprehensive Plan through four specific policies in the Future Land Use Element. These are identified in Table 6. According to these policies, mixed-use development is encouraged in both the Central Business District and in the South Beach District. Development within the South Beach Redevelopment District has been more representative of "multi-use" development, with separate complementary uses in close proximity to each other, while the Downtown Redevelopment District notably has seen some redevelopment take place in the form of traditional "mixed-use" development with projects that integrate different uses within the same structure.

The Urban Land Institute (ULI) defines a "mixed-use" project as one that incorporates three or more uses that have a significant functional or physical integration to each other and that conform to a coherent plan. Examples of this are the Metropolitan Building, which incorporates condominiums with retail, dining, parking and offices; the Pier Point development, which combines residential with parking and retail services in one structure; and the Southend DRI, a residential, residential and recreational development near the southern limits of the city, that contains a number of smaller planned unit developments (PUDs) within the Southend Redevelopment District included within the DRI. Outside of these noted projects, there are currently no other traditional "mixed-use" developments in the City's boundaries, including in the commercial districts where it is also allowed.

Recognized benefits of mixed-use developments include reduced auto dependency, increased travel options and increased housing options for a diverse community. These benefits are particularly relevant to Jacksonville Beach's unique situation of being close to build-out with some roadway facilities already or anticipated to be congested also existing as constrained facilities and limited availability of affordable housing. Strategies to encourage mixed-use developments as determined by the ULI definition are a component of the new TCEA requirements as well. The purpose for encouraging mixed-use developments is to create a mix of trip origins and destinations within close proximity that encourages walking, bicycling, and transit use, thus reducing automobile congestion and improving overall mobility.

**Table 6: Issue 2 – Mixed-Use Development:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
<p>Promote opportunities for mixed-use development within the City</p>	<p><u>Policy LU 1.5.6</u> (Community Commercial) Uses include offices, retail and wholesale of motor vehicle supplies and parts, car rentals, leasing, carwashes, retail trade, hotels, motels, boarding houses, fast food establishments, etc. entertainment and other similar types of commercial development. In addition, warehousing, light manufacturing and fabricating could be permitted provided it is part of a retail sales or service establishment, and the use must be located on a road classified as a collector or higher on the Functional Highway Classification Map. The manufacturing and fabrication uses may be developed as supporting freestanding uses within the area Community Commercial node, or as separate general commercial projects. Multi-family development may also be allowed within the Community Commercial land use category.</p>	<p>Currently the City allows mixed-use development in some commercial zoning districts through the conditional use process. This includes multiple use buildings. The Community Commercial (CC) land use extends along Beach Boulevard from the Central Business District to the west boundary of the City.</p>	<p>A similar policy should be considered for the Commercial Limited (CL) land use which extends along SR A1A from Seagate Avenue to Ponte Vedra Blvd. There is also a pocket of CL land use where commercial exists along Penman Road. The encouragement of mixed land uses along the main traffic corridors of SR A1A and Beach Boulevard can also be limited to those sections of land that are within the proposed TCEA boundaries. This will meet the criteria of a TCEA while at the same time supporting multi-modal use and reducing auto dependency along these corridors.</p>

**Table 6: Issue 2 – Mixed-Use Development:  
Goal, Objective and Policy Review  
(continued)**

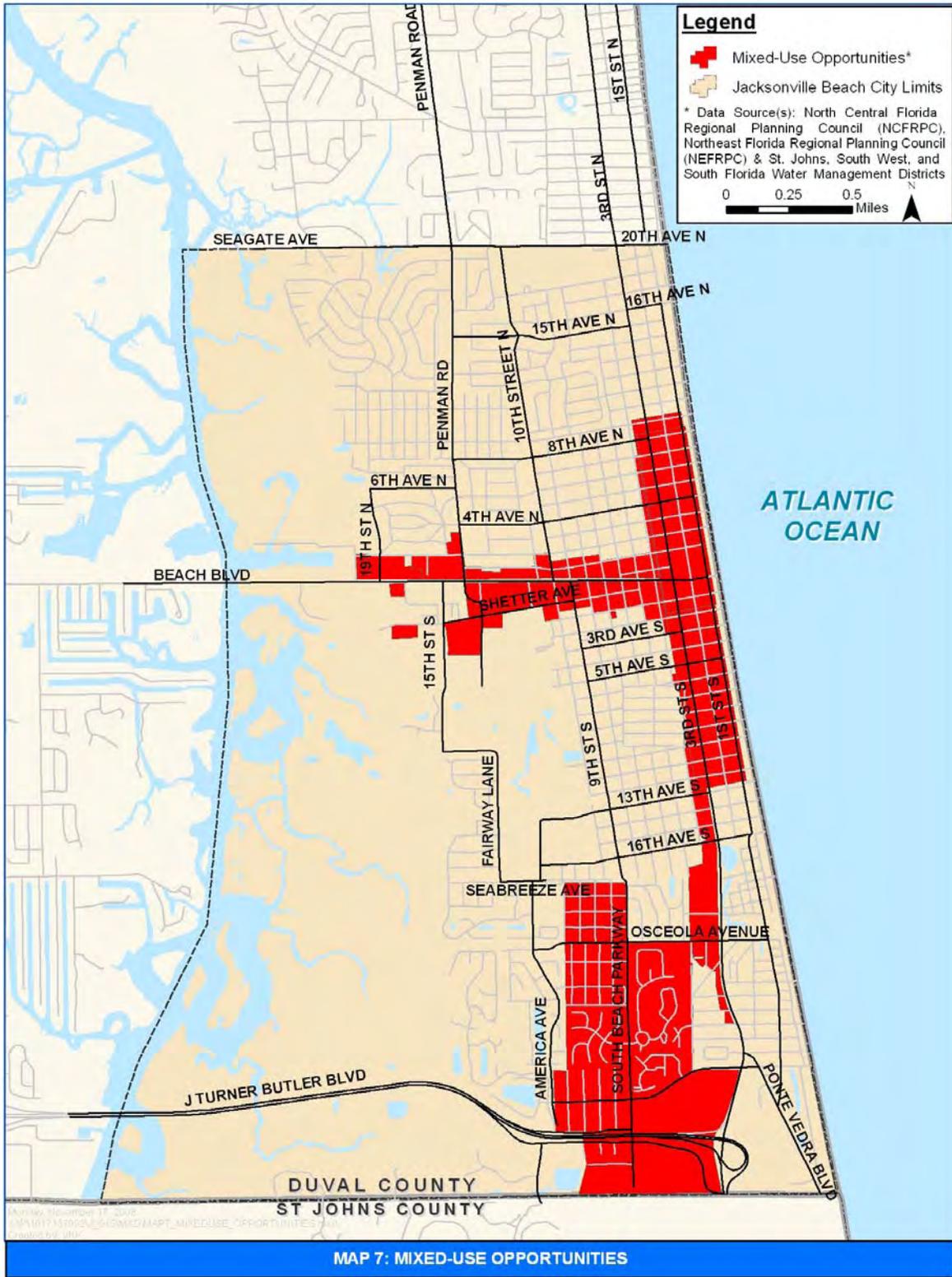
Target	Goal, Objective, Policy	Conditions	Comments
Promote opportunities for mixed-use development within the City	<p><u>Policy LU 1.5.10</u> (Central Business District) The Central Business District (CBD) land use category is intended to provide a central core for the city, with a <b>diversity of uses</b>, and to promote flexibility in design and quality in development while preserving public access to the beach recreational area. It is coterminous with the jurisdictional area of those lands within the Downtown Redevelopment Area. The CBD category allows medium to high density residential, commercial, industrial, recreational, and entertainment uses, as well as transportation and communication facilities. The exact location, distribution, and density/intensity of various types of land use in the Redevelopment Area will be guided by the site development plans approved as part of the Downtown Redevelopment Plan.</p>	<p>Currently the City allows mixed-use development in the central business zoning district. This includes multiple use buildings.</p>	<p>This policy is effective. To improve its effectiveness, the City should consider performing a market analysis that would identify a desired and sustainable mix of residential and commercial uses. Standards for the provisions of multi-modal amenities such as sidewalks, bicycle racks and improved transit stops/stations could also be considered for inclusion into the City's Land Development Code. Care should continue to be taken to ensure that incompatible land uses are avoided.</p>
Promote opportunities for mixed-use development within the City	<p><u>Policy LU 1.2.6</u> Nevertheless, it is the intent of the City to enforce its land development regulations in a manner which will discourage the development or extension of commercial strips, allow for <b>mixed use</b> development where appropriate, and support the redevelopment or revitalization of existing commercial areas.</p>	<p>This policy is general to all commercial areas of the City</p>	<p>This policy is effective.</p>

**Table 6: Issue 2 – Mixed-Use Development:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Promote opportunities for mixed-use development within the City	<u>Policy LU 1.5.1</u> (South Beach District) The City shall continue its support and participation in the development of the South Beach District, a 372 acre <b>mixed-use</b> area located in the southern portion of the City. This district is controlled by the Jacksonville Beach Southend Redevelopment Area Downtown Development of Regional Impact (DRI).	The South Beach District has been almost fully developed with single family residential, commercial centers, condominiums, and a public park. Remaining property to be developed is the single family residential development called Paradise Key, and the property on the northwest corner of South Beach Parkway and Butler Boulevard. Development on these sites is limited to the intensities remaining in the DRI.	This policy is effective.

The encouragement of traditional "mixed-use" developments is moderately covered by the existing objectives and policies in the adopted Comprehensive Plan. New objectives and policies should be developed that cover the following shortcomings of the existing plan: improve the definition of the term "mixed-use", expand the list of areas where mixed-use developments are encouraged to include the SR A1A and Beach Boulevard corridors and the TCEA; consider performing a market study that would identify a desired and sustainable mix of land uses within the Central Business District; and, in coordination with JTA, set targets for the provision of multimodal amenities.

Recommendations to fulfill these shortcomings related to the issue of encouraging mixed-use development are provided in Section VI of this report.



### Issue 3: Water Conservation

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The adopted Comprehensive plan identified four potential future water-related problems. One future problem identified was water conservation. Water conservation is a cost-effective and environmentally responsible way to reduce the demand for potable water, save energy, reduce wastewater treatment and avoid saltwater intrusion into the aquifer. The plan states that the City experienced stable water consumption patterns during the 1970's, but an increase throughout most of the 1980's. The plan also notes that the City was developing and implementing an education campaign that encourages households to conserve water.

The previous EAR document noted that water usage decreased through much of the 1990's. According to the 2008 Public Facilities Report, the City has completed several major upgrades to the potable water infrastructure and continues this work. The City has experienced a decline in total water usage over the past six years. This trend indicates that conservation measures and infrastructure improvements have been effective in achieving water conservation.

The adopted Comprehensive Plan was reviewed to identify goals, objectives and policies related to encouraging water conservation. These are identified and analyzed in Table 7.

**Table 7: Issue 3 – Water Conservation:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Encourage water conservation	<u>Policy PW 1.4.2</u> Develop conservation programs to lessen the rate of increase in consumption of potable water to minimize fiscal demands for new facilities beginning in 1991.	The City has experienced a decline in total water usage over the past six years.	This policy is effective.
Encourage water conservation	<u>Objective PW 1.5</u> By 1995, the City will attain a 10 percent reduction in potable water consumption via conservation oriented construction and irrigation through implementation of Policies PW 1.5.1, PW 1.5.2, and PW 1.5.3.	The City has experienced a decline in total water usage over the past six years From 2001 to 2007 water usage per capita has decreased by 21%.	This objective and related policies are effective.

**Table 7: Issue 3 – Water Conservation:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Encourage water conservation	<u>Policy PW 1.5.2</u> By April 1, 1991, the City will adopt provisions encouraging and providing guidelines for the use of xeric landscape techniques to minimize demand for irrigation water. (Repeated with Policy AR 1.1.2.)	The City has experienced a decline in total water usage over the past six years and encourages these efforts through the Land Development Code in Section 34-425.	This policy is effective.
Encourage water conservation	<u>Policy PW 1.5.3</u> The City shall continue involvement in water conservation efforts promulgated locally and by the St. Johns River Water Management District including compliance with mandatory restrictions, public relations and education, and rate structuring. (Repeated with Policy AR 1.1.3)	The City has experienced a decline in total water usage over the past six years	This policy is effective.
Encourage water conservation	<u>Objective AR 1.1</u> The City shall assist in efforts to reduce draw-down from the Floridian aquifer through the implementation of potable water conservation activities in accordance with Policies AR 1.1.1 thru AR 1.1.3.	The City has experienced a decline in total water usage over the past six years	This objective and related policies are effective.
Encourage water conservation	<u>Policy AR 1.2.3</u> The City shall continue to pursue the implementation of the treated effluent pumping facility to provide a source of irrigation water for the municipal golf course by 1995 as well as proceeding to evaluate other potential installations of this type to further return treated water to the shallow aquifer recharge system.	The City continues this effort.	This policy is effective.

Encourage water conservation	<u>Policy WM 1.4.1</u> Continue to use treatment plant effluent for irrigation of the municipal golf course and ballfields.	The City continues this effort.	This policy is effective.
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Through this review, it can be concluded that the City does not have any shortcomings in promoting and encouraging water conservation measures for the growing population. Water usage continues to decline while the population grows.

## Issue 4: Coastal Protection

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The City of Jacksonville Beach is required to prepare a Coastal Management Element as part of the Comprehensive Plan because it is a coastal community. The coastal area of the City includes waters and submerged lands of the Pablo Creek estuary, beaches, living marine resources, water-dependent facilities, and public access. Land uses within the coastal area of the City are predominantly wetlands, open space, and recreational. The exceptions are the fishing pier, at 4th Avenue North and a privately-owned marina on the north side of Beach Boulevard at the Intracoastal Waterway. Total land in the coastal area is approximately 1,438 acres, consisting mostly of undevelopable wetlands along the Pablo Creek estuary. The city's public oceanfront beach covers approximately 130 acres.

The issue of Coastal Protection, as it was brought forth during the EAR public meeting, was specific to protecting coastal resources, infrastructure, and beach erosion and renourishment. The adopted plan recognizes conflicts with adjacent land uses including parking, transitional upland development potential, and beach access demands.

The adopted Comprehensive Plan was reviewed to identify goals, objectives and policies related to encouraging coastal protection. These are identified and analyzed in Table 8.

**Table 8: Issue 4 – Coastal Protection:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Controlling Density	<u>Policy CM 3.1.7</u> Undeveloped lands within the coastal high-hazard area (CHHA) shall be designated "conservation-protected areas" on the Future Land Use Map, and the coastal high-hazard areas shall be shown on the zoning maps.	The definition of the CHHA has changed from the Category 1 hurricane evacuation zone to the Category 1 storm surge inundation zone. This decreases the area to which this policy applies. Aside from the estuarine wetlands, the remaining property in the new CHHA boundaries is either already designated as conservation or is developed.	This policy is effective.

**Table 8: Issue 4 - Coastal Protection:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Controlling Density	<p><u>Policy CM 3.1.9</u> Undeveloped upland areas adjacent to the estuarine marshes shall be designated for conservation or low density residential use to provide an adequate buffer bordering the marsh and to reduce the extent of development in flood prone areas. Low density residential development shall be required to comply with minimum flood elevation requirements. The placement of fill in these areas shall be limited to only that which is necessary for streets and building pads.</p>	<p>Very little vacant land remains in the City boundaries. Land adjacent to the estuarine environment is designated as conservation or low density residential.</p>	<p>This policy is effective.</p>
Controlling Density	<p><u>Policy CM 3.2.2</u> Land use plan amendments shall not be approved within all designated Category 3 Hurricane Vulnerability Zones as delineated by the Northeast Florida Regional Planning Council unless the change is made to reflect existing conditions, the requested change is for a lower density, a requested increase in density is offset by a decrease in density in another part of the Category 3 Hurricane Vulnerability Zone, or the developer mitigates the added evacuation route loading by paying an impact fee for additional roadway improvements.</p>	<p>The City has not approved any land use changes resulting in higher density in this zone.</p>	<p>This policy is effective.</p>

**Table 8: Issue 4 - Coastal Protection:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protecting coastal resources	<u>Objective CM 1.1</u> By April 1, 1990, areas of native vegetation, wildlife habitat, marine resources, and coastal wetlands shall be protected, conserved, restored, and enhanced by implementing the provisions in Policies CM 1.1.1 through CM 1.1.4.	Undeveloped wetlands along the intracoastal waterway have been designated as conservation - protected on the FLUM.	This objective and related policies are effective.
Protecting coastal resources	<u>Policy CM 3.1.3</u> The Coastal High Hazard Area for Jacksonville Beach shall consist of the Category 1 evacuation areas within the city.	The existing policy protects those areas defined as Category 1 evacuation areas, as determined by the Northeast Florida Regional Council's <i>Hurricane Evacuation Study</i> .	In 2006 the Florida legislature redefined the CHHA as "the area below the elevation of the Category 1 Storm Surge Line as established by a Sea, Lake and Overland computerized storm surge model." The existing policy will require rewording to meet this new definition. In addition, new policies, or expansion of the revised policy is required to address mitigation of impacts to property falling into the CHHA as a result of the new definition.
Protecting coastal resources	<u>Objective CM 5.1</u> An intergovernmental coordination mechanism shall be established in order to manage coastal resources affecting or affected by governments other than the City.	The City currently coordinates with adjacent communities and continues to participate in Local Mitigation planning efforts per policies CM 5.1.4 thru CM 5.1.6.	This objective and related policies are effective.

**Table 8: Issue 4 - Coastal Protection:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protecting coastal resources	<u>Objective CM 5.2</u> The City shall implement appropriate portions of existing resource protection plans addressing coastal and estuarine areas.	The City currently coordinates with federal, state, regional and adjacent coastal communities implementing plans that manage and protect the Pablo Creek estuarine system, future beach renourishment projects, regionally-significant coastal resources, and beach and dune management plans.,	This objective and its policies are effective.
	<u>Objective CO 1.4</u> The City's conservation-protected wetlands shall be protected from physical and hydrologic alteration. No net loss of estuarine wetlands shall be permitted without mitigation, preferably on-site.	Un-developed wetlands along the intracoastal waterway have been designated as conservation - protected on the FLUM. The City has protected 43 acres of sensitive lands as the Cradle Creek Preserve.	This objective and related policies are effective
Protecting coastal infrastructure	<u>Policy CM 3.1.4</u> New sanitary sewer facilities shall be flood-proofed, and designed to ensure that raw sewage will not leak from the facilities during flooding and storm events.	Wastewater facilities are not located in flood prone areas.	This policy is effective.

**Table 8: Issue 4 - Coastal Protection:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protecting coastal infrastructure	<p><u>Policy CM 3.1.6</u> City-funded public facilities shall not be built in the coastal high-hazard area, unless the facility is for public access or resource restoration.</p>	<p>The definition of the CHHA has changed from the Category 1 hurricane evacuation zone to the Category 1 storm surge inundation zone. This decreases the area to which this policy applies. There are no plans for additional public facilities to be built within the CHHA, but existing public facilities will continue to be maintained.</p>	<p>This policy is effective.</p>
Protecting coastal infrastructure	<p><u>Policy CM 4.2.2</u> No public funds shall be expended for infrastructure to facilitate development of remaining undeveloped areas located within designated A-zones. Areas within designated A-zones that have already been platted and partially developed, or planned for imminent development, shall be designated for conservation or low density residential uses so infrastructure investment is minimized. Additionally, all infrastructure required to serve development within designated A-zones (e.g., potable water supply, sanitary sewer) shall be flood-proofed.</p>	<p>The undeveloped AE zones of the City which exist primarily along the intracoastal waterway are designated as conservation. Other A-zones are already developed or exist as drainage infrastructure.</p>	<p>This policy is effective.</p>

**Table 8: Issue 4 - Coastal Protection:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Beach erosion	<u>Objective CM 1.3</u> By April 1, 1990, the City shall act to protect, conserve, restore, and enhance its beach and dune systems by adopting management practices and construction standards which will complement the Beach Renourishment Project and enhance its performance in accordance with the standards set forth in Policies CM 1.3.1 thru CM 1.3.7.	The City has provided elevated walkways at the public beach access points to ensure that the dunes remain undisturbed. In 2002 - 2003 the ACOE implemented a beach renourishment project.	This objective and related policies are effective.

Jacksonville Beach has been successful in managing coastal resources in terms of protecting natural amenities such as the beach and dune system and estuaries and wetlands, and by ensuring that public funds are not expended on infrastructure and facilities in hazardous zones. Much of the western City is designated as conservation land use to protect the sensitive wetlands and estuaries. The coastal dunes have been protected and greatly enhanced by the provision of walkovers for public access and the posting of signs that prohibit accessing the dunes.

In regards to post-disaster redevelopment, the City should consider adding a policy that would prohibit redevelopment of damaged or destroyed structures in the Category 3 vulnerability zone at a higher density than is currently permitted. Recommendations are covered in Section VI of this report.

## Issue 5: Natural Resource Protection

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The Conservation Element of the adopted Comprehensive Plan promotes the conservation, use and protection of natural resources. Coastal resources, as addressed under Issue 4 in this EAR document are appropriately addressed in the Coastal Management Element. The Conservation Element addresses surface water, groundwater, wetlands, uplands, air quality, and plant and animal communities.

The Conservation Element notes that the natural habitat of the city has largely been replaced by urban development. With less land available now than at the adoption of the existing plan, this fact remains.

The adopted Comprehensive Plan was reviewed to identify goals, objectives and policies related to natural resources protection. These are identified and analyzed in Table 9. The review does not include matters pertaining to coastal resources, which are separately addressed in the “Coastal Management Element.”

**Table 9: Issue 5 – Natural Resource Protection:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Natural Resource Protection	<u>Objective CO 1.1</u> The City shall meet or exceed the minimum air quality levels established by the Florida Department of Environmental Regulation.	The City currently does not have any problems with adverse air quality.	This objective and related policies are effective.
Natural Resource Protection	<u>Objective CO 1.2</u> The City shall act within its authority to protect all surface waters within its corporate limits in accordance with Policies CO 1.2.1 thru CO 1.2.3.	Surface water quality in the city is considered to be of good quality. Measures to protect this resource, such upgrades to the City’s sewage treatment plant, have been implemented.	This objective and related policies are effective.

**Table 9: Issue 5 – Natural Resource Protection  
Goal, Objective and Policy Review  
(continued)**

Target	Goal, Objective, Policy	Conditions	Comments
Natural Resource Protection	<u>Objective CO 1.3</u> The City shall protect the natural functions of the 100-year floodplain so that the flood-carrying and flood storage capacity are maintained.	Policy CO 1.3.1 addresses the identification or lands warranting acquisition under Florida’s Conservation and Recreational Lands (CARL) program. Undeveloped wetlands along the intracoastal waterway have been designated as conservation - protected on the FLUM. The City has protected 43 acres of sensitive lands as the Cradle Creek Preserve.	This objective and related policies are effective.
Natural Resource Protection	<u>Objective CO 1.4</u> The City's conservation-protected wetlands shall be protected from physical and hydrologic alteration. No net loss of estuarine wetlands shall be permitted without mitigation, preferably on-site	Undeveloped wetlands along the intracoastal waterway have been designated as conservation - protected on the FLUM. The City has protected 43 acres of sensitive lands as the Cradle Creek Preserve.	This objective and related policies are effective.
Natural Resource Protection	<u>Objective CO 1.5</u> All native vegetation communities, wildlife habitats, and native fauna shall be identified, managed, and protected.	Policy CO 1.5.1 recommends acquisition through the CARL program of vulnerable communities. The Conservation Element identifies these communities, habitats and fauna.	This objective and related policies are effective. This list should be updated to reflect changes in endangered species listings.
Natural Resource Protection	<u>Objective CO 1.6</u> By April 1, 1990, the City shall act to protect and conserve the natural functions of existing soils, fisheries, lakes, floodplains, estuarine marshes, and marine habitats.	The City has preserved remaining natural environments that are undeveloped.	This objective and related policies are effective.

Based on this analysis, the City has done an adequate job in protecting natural resources through a variety of methods which include designating sensitive areas as conservation lands, eliminating septic tanks that can cause groundwater contamination, maintaining and upgrading water treatment facilities and infrastructure, and acquiring lands for and subsequently establishing the Cradle Creek Preserve. There are no identifiable shortcomings of the existing Comprehensive Plan in terms of encouraging and promoting natural resource protection.



## Issue 6: Beach and Intracoastal Waterway Access

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The existing Comprehensive Plan maintains that public access to the beachfront is an important consideration to the economic base of the City. At the time of the adopted plan, there were 58 public beach access points. The plan identifies 3,295 parking spaces within one-quarter mile of the beach. Public Intracoastal Waterway access is available at the County-owned public boat ramp at the west end of 2<sup>nd</sup> Ave. N., adjacent to a privately owned commercial marina. The plan notes that there is a need in Northeast Florida for additional marina sites to meet current and projected demand, however the physiographic of the Pablo Creek estuary and the beach is not suitable for additional marina development within the City. The destruction of wetlands would be necessary to create new water dependent uses. The City and County are focusing attention to the enhancement of the existing Pablo Creek public boat ramp.

Currently the City maintains 58 beach access points with dune crossovers and free public parking at most locations. The updated Transportation Element identifies 533 public parking spaces in downtown and 150 right-angle parking spaces available at the beachfront ends. This count does not include free parking accessible along 2nd Street, SR A1A, and the east west streets between SR A1A and the beach. Access to the Intracoastal Waterway remains available through the public boat ramp at Beach Marine marina. Conditions have not changed from that of the adopted Comprehensive Plan that make any lands available and appropriate for the expansion of, or creation of new marina facilities.

The issue of beach and Intracoastal Waterway access as it was brought forth during the EAR public meeting was specific to protecting and maintaining existing access points.

The adopted Comprehensive Plan was reviewed to identify goals, objectives and policies related to beach and Intracoastal Waterway access. These are identified and analyzed in Table 10.

**Table 10: Issue 6 – Beach and Intracoastal Waterway Access:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Protection and maintenance of beach and Intracoastal Waterway access	<u>Objective CM 2.2</u> Public access to the beachfront shall be maintained and the availability of parking for beach visitors shall be improved.	The City maintains 58 recently improved public beach access points, many with parking available.	This objective and related policies are effective.

**Table 10: Issue 6 – Beach and Intracoastal Waterway Access:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protection and maintenance of beach and Intracoastal Waterway access	<u>Policy CM 2.2.1</u> Existing public access to the beach shall be maintained by new development or redevelopment. New beachfront development or redevelopment shall show on their site plans existing provisions for beach access, and the proposed development or redevelopment shall continue the current form of access, modify it in a comparable fashion on-site, or donate to the City an improved provision for public access elsewhere in the City	There has been no net loss of public parking for beach visitors. Additional parking has been made available through new development and redevelopment of oceanfront properties.	This policy is effective.
Protection and maintenance of beach and Intracoastal Waterway access	<u>Policy CM 2.2.2</u> New beachfront development or redevelopment shall not result in a net loss of public parking for beach visitors. Replacement parking must be no less convenient for beach visitors than that it replaces.	There has been no net loss of public parking for beach visitors. To the contrary, additional parking has been made available through new development and redevelopment of oceanfront properties.	This policy is effective.
Protection and maintenance of beach and Intracoastal Waterway access	<u>Objective CM 2.3</u> Public access to the Pablo Creek marshfront shall be maintained and improved by restricting the development of additional marina sites by April 1, 1990 in accordance with the State Marina Siting Plans; and development of a passive recreational adjacent to the existing Jacksonville Beach Bird Sanctuary and Wildlife Refuge by 2010 in accordance with Policies CM.2.3.1 and CM.2.3.2.	The creation of the Cradle Creek Preserve has eliminated the need for additional passive recreational land uses. The property described as lying on the south side of the Bird Sanctuary is designated as Conservation-Protected (Estuarine Wetlands) and is therefore protected from development.	The objective should be revised to delete all wording after the semi-colon. All reference(s) to policy CM 2.3.2 should also be deleted since the policy is no longer a part of the Comprehensive Plan. The remaining portions of the objective and policy, CM 2.3.1, are effective.

**Table 10: Issue 6 – Beach and Intracoastal Waterway Access:  
Goal, Objective and Policy Review**  
*(continued)*

Target	Goal, Objective, Policy	Conditions	Comments
Protection and maintenance of beach and Intracoastal Waterway access	<u>Objective RO 1.8</u> Throughout the planning period, the City shall ensure that public access to the beachfront and Atlantic Intracoastal Waterway is maintained and improved.	The City maintains 58 recently improved public beach access points, many with parking available.	This objective and related policies are effective.

The City provides an extraordinary amount of free public beach access available year round. Efforts have been made to maintain and improve this access. There are no shortcomings in regards to the provision of beach access. Access to the Intracoastal Waterway has been maintained through the continued existence of the public boat ramp however opportunities do not exist to expand or provide additional access without harming existing vulnerable natural resources and the existing marina space is privately owned and operated.



## **Issue 7: Affordable Housing**

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The Housing Element of the adopted Comprehensive Plan was updated in August of 2000 for the purposes of incorporating data from the Shimberg Center for Affordable Housing Needs Assessment for Duval County, Version 3.1. The updated element noted that housing affordability did not appear to be an increasing problem in Jacksonville Beach, but remains a problem in need of attention.

Housing affordability is a result of many factors including the unit's value, the form of tenancy, the status of the financial market, cost of utilities, taxes, insurance and maintenance and an occupant's income. A common measure of affordability is the percentage of a household's income that is dedicated to housing costs, and "affordable housing" is defined as housing for very low and low income families that does not exceed 30% of the family's gross monthly income. Very low income is defined as a household whose income is 50% of the median household income and low income is defined as a household whose income is 80% of the median household income. According to the updated element, there were 1,930 very low (25%) and 1,385 low (18%) income households based on the 1990 U.S. Census and the median household income was \$29,680.

The updated element also identified that just over 20% of owner occupied housing units, or 768 total units, spent 30% or more of household income on housing, and 43% of renter occupied housing units, or 1,350 total units, spent 30% or more of household income on housing in 1990. These numbers added up to 30.8% of total households in the City that spent 30% or more of household income on housing.

The most recent data available on income and housing costs is derived from the 2000 U.S. Census. The median household income in Jacksonville Beach in 2000 was \$46,922. According to the 2000 Census, there were approximately 1,466 very low (15%) and 1,732 low (18%) income households in Jacksonville Beach. These numbers indicate that the number of very low income households is decreasing while the number of low income households remains relatively the same from 1990 to 2000.

The 2000 Census also shows that just over 22.5% of owner occupied housing units, or 1101 total units, spent 30% or more of household income on housing, and 38% of renter occupied housing units, or 1,490 total units, spent 30% or more of household income on housing in 1999. These numbers add up to 26.6% of total households in the City that spent 30% or more of household income on housing. This data indicates that the total percentage of very low and low income households decreased from 1990 to 2000 and the total percentage of households in the City that spend 30% or more of household income on housing also decreased from 1990 to 2000. Regardless of this trend, the need for affordable housing in the City remains an important issue.

The more recent Affordable Housing Needs Summary for 2005-2030 identifies affordable housing needs for the City of Jacksonville Beach. The study identified the

need for 439 owner occupied and 584 renter occupied affordable housing units in 2010. These numbers are projected to increase to 514, and 647 respectively by 2020.

Currently the Jacksonville Housing Authority owns a total of 218 public housing units with the City's jurisdiction, specifically located in the Pablo Beach South subdivision. According to the U.S Department of Housing and Urban development (HUD), there are two Section 8 housing complexes available in the City which include Pablo Hamlet and Pablo Towers with 104 and 168 units respectively with subsidized rental programs available. This is a total of 490 units. According to the 2000 census, there were 534 mortgaged housing units with a monthly cost less than \$700 a month, and 991 rental housing units with a monthly cost of less than \$500 a month. There are no remaining mobile home parks in the City.

The adopted Comprehensive Plan was reviewed to identify goals, objectives and policies related to the protection of existing affordable housing and the encouragement of the development of new affordable housing opportunities. These are identified and analyzed in Table 11.

**Table 11: Issue 7 – Affordable Housing:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Protection of existing and encouragement of new affordable housing units.	<u>Objective HO 1.2</u> Provisions for adequate and affordable housing for existing and future residents shall be made; including assistance in affords to provide housing at an affordable cost to meet the needs of very low, low, and moderate income households on the metropolitan- or region-wide level. The City shall implement the following policies to maintain a housing inventory which includes no less than 400 units in which very low and low income households may afford a monthly housing expense of no more than 30 percent of gross family income.	While the City is not in the business of homebuilding, policies do exist that encourage the development of affordable housing opportunities.	The wording of the Objective should be amended to correct a typographical error: “. . . including assistance in <u>efforts</u> to provide housing at an . . . “

**Table 11: Issue 7 – Affordable Housing:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protection of existing and encouragement of new affordable housing units.	<u>Policy HO 1.2.1</u> The City shall establish an interlocal agreement with the City of Jacksonville to include the City of Jacksonville Beach within the SHIP and CDBG housing activities undertaken by Jacksonville HUD for the delivery of housing service to very low, low and moderate income households, as part of the urban county designation.	The City currently maintains agreement with and participation with the City of Jacksonville on these efforts.	This policy is effective.
Protection of existing and encouragement of new affordable housing units.	<u>Policy HO 1.2.2</u> The City shall maintain an listing of existing housing assistance programs and make this list available to the general public, developers, engineers, contractors, and others involved in housing production.	This information is provided in the adopted Comprehensive Plan	This policy is effective. The information in the data and analysis section of the Housing Element should be reviewed and updated accordingly, though to reflect changes and updates to referenced programs.

**Table 11: Issue 7 – Affordable Housing:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protection of existing and encouragement of new affordable housing units.	<u>Policy HO 1.2.3</u> The City shall review and amend the land development regulations where feasible to facilitate the development of low-cost housing at reasonable densities in appropriate and selected areas. When considering the approval of higher densities, the City shall consider the impacts the development may cause, including: a. Hurricane evacuation times established in the Coastal Management element; and b. The City's adopted level of service standards for sanitary sewer, potable water, storm water, solid waste, recreation and open space, and transportation facilities; and c. Whether or not the project is located within the coastal high hazard area.	The City of Jacksonville Beach works through the City of Jacksonville Housing and Neighborhoods Department for siting, funding, administration and maintenance of affordable housing under the terms of an Interlocal Agreement between the two cities. There have been no amendments to the Land Development Code that specifically facilitate the provision of low cost housing.	The City continues to support the County's and private corporations' provision of affordable housing units. The City supports the Habitat for Humanity program via assistance in development and zoning applications, and with the waiver of permit fees. The City will examine the wording of the existing policy to better reflect these efforts. No other amendments to the Land Development Code are deemed necessary at this time.
Protection of existing and encouragement of new affordable housing units.	<u>Objective HO 1.5</u> The City shall work to maintain adequate housing sites for all residents of Jacksonville Beach, including preparing for the estimated deficit in very low, low and moderate income resident households expected between 2000 and 2010.		

**Table 11: Issue 7 – Affordable Housing:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Protection of existing and encouragement of new affordable housing units	<p><u>Policy HO.1.5.1</u> The City shall continue to support involvement with public, private, and non-profit agencies by maintaining open channels of communication to improve coordination among participants involved in housing production and by alleviating any locally-controlled, overly-restrictive or unnecessary impediments to the economical production of dwelling units; and to facilitate the utilization of any available federal, state and local subsidy programs.</p>	<p>The City of Jacksonville Beach works through the City of Jacksonville Housing and Neighborhoods Department for siting, funding, administration and maintenance of affordable housing under the terms of an Interlocal Agreement between the two cities. Under the terms of this agreement, financing for construction of new facilities is coordinated through the Jacksonville Housing Finance Authority.</p>	<p>This policy is effective</p>
Protection of existing and encouragement of new affordable housing units	<p><u>Policy HO.1.5.2</u> The City shall include requirements in its land development regulations which support the provision of adequate sites for housing low and moderate income families, including licensed group or congregate living facilities, foster homes, homes for the developmentally or physically disabled, and halfway houses by incorporating the location standards for siting this type of living accommodations into the land development regulations for Jacksonville Beach.</p>	<p>The City provides for establishment of group homes and congregate living facilities by conditional use approval in both of its multiple family zoning districts. Such uses with six or fewer residents are permitted by right in these districts, as well as in the RS-3 single family district.</p>	<p>This policy is effective</p>

**Table 11: Issue 7 – Affordable Housing:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
<p>Protection of existing and encouragement of new affordable housing units</p>	<p><u>Policy HO.1.5.3</u> It shall be the policy of the City to foster non-discrimination and encourage residential alternatives to institutionalization, HRS-licensed, or funded group homes and foster care facilities and the land development regulations shall be revised to permit owner-occupied dwellings in designated residential areas to be used for foster care with the following limits: not more than six residents per facility, similar facilities may not be located within 1500 feet of an established facility, and each facility must maintain a residential appearance appropriate to the existing neighborhood character. Revised regulations, including provisions that support the implementation of this policy, shall be adopted by April 1, 1991.</p>	<p>The existing Land Development Code provides for the housing described in this policy in its single family RS-3 district and in both RM-1 and RM-2 multifamily districts. Such uses are permitted by right in these districts if they contain six or fewer residents.</p>	<p>The City shall coordinate with the Jacksonville Housing and Neighborhoods Department to assure that the wording within this policy and the correlating Land Use Code section meet the requirements for receiving federal, state and / or local funding for this housing type.</p>



## Issue 8: Intergovernmental Coordination

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The City of Jacksonville Beach currently coordinates efforts with the governing bodies and agencies of adjacent jurisdictions of the City of Jacksonville / Duval County, St. Johns County, the City of Neptune Beach, and the City of Atlantic Beach. In response to FDOT comments pertaining to the recently updated Transportation Element, Goals, Objectives, and Policies were added to the Transportation Element that address intergovernmental coordination. The City also has developed a Public School Facilities Element that is close to being adopted and has been coordinated with the City of Jacksonville's element.

The issue of intergovernmental coordination as it was addressed at the EAR Public Issues Workshop was specifically related to the coordination of emergency evacuation. During the Scoping Meeting FDOT addressed the need for the City to coordinate efforts related to traffic management and roadway management strategies.

Through the EAR process, the City will evaluate existing goals, objectives, and policies pertaining to intergovernmental coordination, specifically as they relate to evacuation coordination and traffic management.

**Table 12: Issue 8 – Intergovernmental Coordination:  
Goal, Objective and Policy Review**

Target	Goal, Objective, Policy	Conditions	Comments
Coordination of traffic and roadway management strategies	<u>Objective TE 1.2</u> Coordinate transportation planning and programming activities with other agencies, local governments, and state agencies having responsibility for transportation facilities within the jurisdiction.	Several roadways in the City exist that are within the jurisdictional boundaries but are managed by other entities (City of Jacksonville and FDOT). The City has maintained coordination efforts in regards to these roadways.	Policies TE 1.2.1 thru 1.2.8 adequately address the need for coordination with other agencies and municipalities.  This objective and related policies are effective.

**Table 12: Issue 8 – Intergovernmental Coordination:  
Goal, Objective and Policy Review**  
(continued)

Target	Goal, Objective, Policy	Conditions	Comments
Coordination of emergency evacuation efforts	<p><u>Policy CM 5.1.2</u> The City shall develop or continue joint planning and management programs with adjacent communities as well as Duval and St. Johns Counties, for beach renourishment, hurricane evacuation, provision of public access, provision of infrastructure, controlling stormwater, continued upgrade of regional sewage treatment plant, and coordinating efforts to protect species with special status.</p>	<p>The Comprehensive Emergency Management Plan (CEMP), adopted in 2006, recognizes and relies upon the City of Jacksonville Beach as a participating partner in the plan's development and execution. The City also maintains Inter-local and Interagency agreements with neighboring jurisdictions and the US Army Corps of Engineers for addressing such matters as beach renourishment and regional public infrastructure needs.</p>	<p>The City has been an active participant in the CEMP and will fully participate in the Northeast Florida Regional Council's upcoming revision of the Regional Hurricane Evacuation Study. Policy CM 5.1.2 should be amended to add the Northeast Florida Regional Council as a party for coordination in the preparation of this hurricane evacuation study, which sets as an objective the 15-hour county clearance in the event of a Category V hurricane event.</p>
Coordination of emergency evacuation efforts	<p><u>Policy CM 5.1.3</u> The City shall coordinate development in the coastal zone with all adjacent communities and coastal counties which may be impacted by such development, and shall forward copies of development proposals to potentially affected governmental jurisdictions for review and comment.</p>	<p>The City has interlocal agreements with neighboring jurisdictions for review of developments they may impact City facilities. In the event of a disagreement in this area, the City participates in the Regional [Planning] Council's dispute resolution processes.</p>	<p>This policy is effective.</p>

**Table 12: Issue 8 – Intergovernmental Coordination:  
Goal, Objective and Policy Review**  
*(continued)*

<p>Coordination of emergency evacuation efforts</p>	<p><u>Policy CM 5.1.6</u> The City will seek to maintain its participation in the LMS process following its initial adoption, through a request for membership in the LMS working committee.</p>	<p>The City has entered into an Interlocal Agreement with the City of Jacksonville for development of an all-hazard Local Mitigation Strategy (LMS). Area damages from oil spills in the Intracoastal Waterway and damages resulting from tropical storms, while not as severe locally as in other area of Florida, have proven the efficacy of this strategy.</p>	<p>This policy is effective.</p> <p>To ensure that it remains so, City staff will continue its coordinating efforts to assure that the system adequately serves the needs of the community.</p>
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## **Other Community-Based Issues Not Immediately Relevant to the City's Adopted 2010 Comprehensive Plan**

As mentioned in earlier parts of this report, the data collection process undertaken for this EAR included a two-day charrette. Among the issues raised by the public were eight that did not directly relate to the adopted Comprehensive Plan

Issue 9: Urban Design Standards

Issue 10: Penman Road Reconstruction and Design

Issue 11: TCEA Boundaries

Issue 12: Whole Community Vision

Issue 13: Lessons Learned regarding Control of Impacts from "Big Box" Retail Projects

Issue 14: Green Building Standards / LEED Promotion

Issue 15: Applicability of "Working Waterfronts" Land Use Designation

Issue 16: Prohibition of Density Changes in the Future

These issues are discussed in more general terms than those used in describing the major issues. The intent of each issue in this second group is described, as are means of addressing the issue in future Comprehensive Plan-related actions. The issues' relationships to the Major Issues are also shown, when applicable.

## Issue 9: Urban Design Standards

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The Jacksonville Beach downtown area, centered around the intersection of Beach Boulevard (US 90) and 3rd Street (SR A1A) is one of the most multi-modal nodes in Duval County. In addition to serving high volumes of passenger traffic, north-south along SR A1A and east-west along Beach Boulevard, the area has local and express bus service, local trolley service (this service operates only during the summer) and a large number of pedestrians and bicyclists moving to, from and through the area. To assure that the needs of all these interests are balanced, the City of Jacksonville Beach is investigating the feasibility of designating the downtown a Transportation Currency Exception Area (TCEA).

One of the key components of a successful TCEA is adoption of a set of development guidelines that further support the intensive multimodal activities. Development and site design standards that support a TCEA include pedestrian-friendly streetscapes and building scales; use of xeriscape plantings and thematic street furniture to enhance the non-motorized travel environment; and mixed-use, compact development that meets a variety of trip needs (residential, business, neighborhood retail, entertainment, dining, etc.). Such standards help create a strong identity of “place” that enhances the attraction of the area to visitors, shoppers, merchants and residents. Another important aspect of quality urban areas is the creation of informal, outdoor gathering places. The beachfront Boardwalk, Latham Plaza, and the county-owned Jacksonville Beach Pier are examples of established informal gathering places that can be incorporated into the downtown area’s urban design themes.

After considerable discussion, the City of Jacksonville Beach has chosen to amend its Land Development Code (LDC) to incorporate a set of site design and lot layout standards that will be applicable to the Central Business District. This action is in lieu of developing a separate Urban Design Element. Working on urban design characteristics through the LDC will allow each project’s specific aspects to be market-driven, as well as regulatory-driven.

- ✓ Wording should be added to the Future Land Use Element recommending development of a set of Urban Design Guidelines applicable to the downtown area.
- ✓ Wording should be added to the Transportation Element recommending that any Urban Design Guidelines developed for the downtown area should support and protect transit users, pedestrians and bicyclists when sharing space with motorized vehicles.

Aspects of urban design are also addressed in the response to Community Issue #1: Transportation Congestion and Concurrency and Community Issue #2 (pages III: Encouragement of Mixed-Use Development).

## **Issue 10: Penman Road Reconstruction and Design**

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Citizens requested assurances that the visioning process undertaken as part of the Penman Road Reconstruction and Design project would be reflected in the final configuration of the roadway. Chief among those concerns was sufficient funding to incorporate the streetscape features that would help to define the reconstructed facility as an urban corridor.

- ✓ The Penman Road Construction and Design project shown on page 64 of the updated Transportation Element (adopted during March 2008) is estimated to cost \$5,622,400. It can not, however be included in the Capital Improvements Element at this time as it is a County-maintained facility, and is currently not funded. The City will continue to support this project with the County. The existing roadway was milled and resurfaced in 2008.
- ✓ The City's continued participation in the Northeast Florida Transportation Planning Organization should be referenced in the Intergovernmental Coordination Element. This will require, at the least, a minor modification since this entity was previously referenced as the First Coast Metropolitan Planning Organization.

The Penman Road project will also be brought to the attention of the Northeast Florida Transportation Planning Organization through its participation on the NEF-TPO Board and advisory committees. This is reflective of the City's on-going coordination activities with that body for transportation planning purposes.

## **Issue 11: TCEA Boundaries**

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Several charrette participants were concerned about the size / extent of the proposed TCEA being studied by the City.

To assure that several alternate configurations of the TCEA are properly evaluated, the City has decided to delay making a determination of its limits at this time. A decision about the exact limits of the TCEA will be made following the feasibility assessment, discussed in greater detail on page III-, Issue 1: **Traffic Congestion and Concurrence**, which will be initiated by the end of calendar year 2009.

- ✓ Ensure that the wording within the Transportation Element supports a study of the feasibility of implementing a TCEA in the Downtown Redevelopment Area.

## **Issue 12: Whole Community Vision**

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To date, the City of Jacksonville Beach has sponsored three visioning charrettes, two of which were part of major roadway projects. Each involved interested citizens, elected officials, consultants and city staff. The largest of these efforts was a 3-day charrette for the Downtown Vision Plan. Other visioning exercises were conducted as part of roadway corridor improvement projects: 9<sup>th</sup> Avenue South and Penman Road. Several citizens expressed a desire for a cohesive vision to be undertaken, one that would be applicable citywide. One idea presented as an alternative to the City initiating a fourth, community-wide visioning exercise was to perform a review of the results of the three previous visioning charettes. Commonalities and 'best practices' examples of features that could be extracted and made applicable city-wide would accomplish much the same result.

City staff will continue to review their options, making a final determination as to the process to be used in developing site design and development standards prior to their development.

- ✓ Language identifying the area in which potential future site design and development standards would apply will be considered as part of the TCEA Feasibility Study.

## **Issue 13: Lessons Learned Regarding Control of Impacts from "Big Box" Retail Projects**

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The City of Jacksonville Beach recently had a "Big Box" retailer apply for approval of their site design which entailed acquisition of an existing "Big Box" space and constructing a limited expansion of the facility. Surrounding business and residential land use occupants had opposed the applicant on the basis of several issues, including and amount of traffic the expanded site would generate and the noise that would be associated with the facility's operations during business hours.

The project was approved, even in the presence of community-voiced opposition, because the applicant met all of the development requirements previously established by the City. In response to the concerns expressed about noise by businesses immediately adjacent to the proposed site, the applicant agreed to install an extensive sound wall, and made adjustments in the scheduled arrivals and departures of large supply trucks.

Subsequent studies of the area have shown that concerns about vast increases in traffic volumes in association with the new occupant of the "Big Box" proved to be unfounded.

The current Land Development Code requirement for PUD designation of buildings exceeding 50,000 s.f. in size is adequately addressing the approval, siting and design of potential "big box" developments.

## Issue 14: Green Building Standards / LEED Promotion

Citizens participating in the Public Workshop, conducted as part of the EAR preparation process, expressed a desire for the City to encourage new development and land reuse projects to incorporate “Green Building” principles into their site planning, site and building design, and construction. The types of standards increase the efficiency with which resources are used while reducing the site’s/building’s impacts on human health and the environment throughout the building’s life cycle. Green Building Standards are often spoken of in concert with such terms as “sustainable communities,” “green architecture” and “natural building.”

- Focusing on the use of locally-produced, renewable materials in construction while reducing the amount of material going to landfills by use of such options as compost bins
- Protecting users’ (owners, occupants, and visitors) health and increasing their productivity by improving indoor air quality
- Emphasizing energy conservation and efficiency into building site selection and building orientation; design and construction, such as incorporating solar power, active, passive and photovoltaic, and other alternate energy source techniques (wind-power, hydro-power, biomass) into a building design and operations plans; using high-efficiency windows and insulation to increase the efficacy of the barrier between a building’s condition and unconditioned spaces;
- Creatively selecting plant and tree materials to emphasize xeriscape and local / native plant materials into site landscape designs and using these materials in green roofs and rain gardens to reduce stormwater runoff and “heat island” effects from large, unprotected roof areas.
- Reducing a commercial building’s impact on a community’s water resources by using greywater for irrigation and landscape maintenance
- both in the construction of the facility and in its maintenance and operation over the term of its life

Green Building Standards can even impact how a building is dismantled, encouraging the recycling of as much material from the structure as is safe and practical prior to its ultimate removal.

The United States Green Building Council, a non-profit organization that promotes sustainable design, construction and operation of buildings, has developed LEED – Leadership in Energy and Environmental Design – a rating system that assesses the sustainability features of buildings. Achieving a LEED’s rating can increase the attractiveness and commercial viability of a structure because of its many human and environmental benefits.

LEEDS ratings apply to commercial properties. Ratings of residential structures both single-family and multi-family have been adopted by local governments across the

country. Florida's local governments can elect to adopt the guidelines of the Florida Green Building Council (FGBC). The FGBC has five standards it supports.

- Green Home Designation Standard: This standard applies to new and existing homes. Appropriate for builders, remodelers, homeowners and homebuyers. Version 5 now in effect.
- Green High Rise Residential Standard: The intent of this Standard is to encourage Owners of High Rise Residential Projects to adopt green and sustainable strategies during the design and construction of their project and to receive recognition for their efforts. This High Rise Residential Building Designation Standard covers all residential occupancies above 2 stories listed in the current Florida Building Code.
- Green Development Designation Standard: This standard applies to Florida land developments. The type of land development can be commercial, mixed-use or residential where there will be more than one permitted property upon completion. Version 3, now in effect. Submit your development for certification today.
- Green Commercial Building Designation Standard: This standard applies to non-residential construction.
- Green Local Government Designation Standard: This standard designates Florida cities and counties as green. It examines the environmental stewardship of the in-house practices, regulations, and education.

The federal Environmental Protection Agency also has its "Energy Star" program. This program rewards commercial buildings for environmental efficiency and new residential construction that meets standards for energy-efficient design.

These are just a few of the types of programs that can guide the City in establishing standards for "Green Building" design for inclusion in its Land Use Code.

As the City moves toward amending its Land Use Code to be in compliance with amendments to its Comprehensive Plan, following approval of this EAR, the City will consider the incorporation of LEED, FGBC or other "Green Building" standards. In addition to fulfilling the expressed wishes of some city residents, it will be a necessary action required as part of the City's response to the state's legislated mandate that local governments to take incorporate actions and strategies that will result in reduction of greenhouse gases emissions as part each comprehensive plan date reviewed / approved after July 1, 2008.

- ✓ Revise the wording of **Objectives 1.3, 1.4 and 1.54**, and their related policies, to amend the language and requirements for new development / redevelopment to include compliance with Green Building Standards, the exact nature of which are to be determined by staff through its revision to the complementary Land Use Code.

## **Issue 15: Applicability of “Working Waterfronts” Land Use Designation**

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The Waterfronts Florida Program was created in 1997 to help local coastal governments revitalize and sustain the state’s remaining working waterfront communities. Hurricanes and environmental regulations – combined with the lower costs of seafood imported from abroad, increased costs for boat fuel, red tides, the closure of several waterfront military bases and the increasing value of waterfront property, and the attractiveness of increased tax revenues issuing from the more highly-value new or redevelopment on older waterfront sites – have resulted in more than two decades of hardships that many traditional waterfront communities have been unable to overcome. The Waterfronts Florida Program has already responded in 21 waterfront communities around the state.

The Department of Community Affairs’ (DCA’s) Waterfronts Florida Program recognizes four types of working waterfronts in our state.

- Ports
- Military Waterfronts
- Traditional Working Waterfronts
- Modern Working Waterfronts

Jacksonville Beach’s Boardwalk area, and the businesses along it, meet the DCA definition of a “Modern Working Waterfront.” While not considered a working waterfront in the traditional sense, the “Modern Working Waterfront” has water-based recreation and tourist-related land uses. Shops catering to beach-goers, such as swimsuit and dive shops, hourly or daily rentals of beach furniture, surfboards and similar retail enterprises, are typical of a modern working waterfront.

Research undertaken in an effort to compile “best practices” guidance and successful working models of revitalized waterfront areas has shown that the types of waterfronts where revitalization efforts prove most effective are small commercial ports, traditional working waterfronts in distress and de-commissioned military waterfronts. The City of Jacksonville Beach does not have facilities that meet the state’s qualifying criteria for these types of facilities.

The purpose for classification as a working waterfront is be able to take advantage of both seed monies, through the Florida Working Waterfronts Partnership Program, and technical expertise in the areas of resource planning, business planning and developing community activism in support of the revitalization effort. The Jacksonville Beach Redevelopment Agency has performed many of these same services to the city’s modern waterfront area over the past decade.

Under current guidelines, while portions of the Jacksonville Beach Downtown Area can be classified as a “Modern Working Waterfront,” the nature of the revitalization effort it requires does not qualify it for technical assistance or funding under the Florida’s Working Waterfronts Program as it now operates.

## **Issue 16: Prohibition of Density Changes in the Future**

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An element of concern for area citizens regarding future development / redevelopment is a recently emerging pattern of new owners acquiring a platted or master planned property, and then coming back to the city for permission to increase the densities associated with the project. There was also a concern expressed that, in the event of destruction of building in the area now falling within the boundaries of the Coastal High Hazard Area (CHHA), rebuilding of the properties may occur at higher densities than are currently associated with the properties.

The City has indicated its commitment to permitting increased densities over existing levels (but within existing permitted density levels) within several areas, specifically those that are located along transit routes and in redevelopment areas that emphasize pedestrian, bicycle and transit use over that of the personal automobile. In addition, the wording of the authorizing legislation for the redefinition of the CHHA clearly prohibits replacement of existing structures in the area at densities greater than what is currently permitted. In fact, Section 90-65 F.S. places a number of additional restrictions on properties located in the CHHA. When combined with the City's adopted 35-foot structural height limit, densities beyond those currently in place in many areas of the City would not be permitted under current regulations.

**Section IV**  
**Changes to Florida Statutes and Administrative Rules**

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## Changes to Florida Statutes and Administrative Rules (§163.3191[2][f], F.S.)

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Since the last submittal of the Jacksonville Beach Evaluation and Appraisal Report in 1999, there have been a number of changes to the governing law for comprehensive planning (Chapter 163, Florida Statutes) and the administrative rules that define how the planning process is to be carried out [Rule 9J-5, Florida Administrative Rules (F.A.R.)]. A listing of the changes that are pertinent to the City of Jacksonville Beach's 2010 Comprehensive Plan as amended, expressed in changes or modifications to Rule 9J-5, F.A.R., is given in Table 13.

**Table 13: Summary of Changes to Rule 9J-5 F.A.R, 1999 to Present**

Changes to Rule 9J-5 F.A.R Pertinent to the City of Jacksonville Beach EAR	Rule 9J-5 Citation
<b>February 25, 2001</b>	
Defined <b>general lanes</b>	9J-5.003
Revised the definition of " <b>marine wetlands.</b> "	9J-5.003
Repeal the definition of " <b>public facilities and services.</b> "	9J-5.003
Revised procedures for <b>monitoring</b> , evaluating and appraising implementation of local comprehensive plans.	9J-5.005(7)
Revised concurrency management system requirements to include provisions for establishment of <b>public school concurrency.</b>	9J-5.005(1) and (2)
Authorized local governments to establish <b>level of service standards</b> for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.	9J-5.0055(2)(c)
Provide that <b>public transit</b> facilities are not subject to concurrency requirements.	9J-5.0055(8)
Authorized local comprehensive plans to permit multi-use developments of regional impact to satisfy the transportation concurrency requirements by payment of a <b>proportionate share contribution.</b>	9J-5.0055(9)
Required data for the Housing Element include a description of <b>substandard dwelling units</b> and repealed the requirement that the housing inventory include a locally determined definition of standard and substandard housing conditions.	9J-5.010(1)(c)

**Table 13: Summary of Changes to Rule 9J-5 F.A.R, 1999 to Present**  
(continued)

Changes to Rule 9J-5 F.A.R Pertinent to the City of Jacksonville Beach EAR	Rule 9J-5 Citation
<p><b>February 25, 2001</b></p> <p>Authorized local governments to supplement the <b>affordable housing needs assessment</b> with locally generated data and repealed the authorization for local governments to conduct their own assessment.</p>	9J-5.10(2)(b)
<p>Required the Intergovernmental Coordination Element to include objectives that ensure adoption of <b>interlocal agreements</b> within one year of adoption of the amended Intergovernmental Coordination Element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for <b>public school concurrency</b>.</p>	9J-5.015(3)(b)
<p>Required the Intergovernmental Coordination Element to include:</p> <ul style="list-style-type: none"> <li>• Policies that provide procedures to identify and implement <b>joint planning areas</b> for purposes of annexation, municipal incorporation and joint infrastructure service areas;</li> <li>• Recognize <b>campus master plan</b> and provide procedures for coordination of the campus master development agreement;</li> <li>• Establish joint processes for <b>collaborative planning</b> and decision-making with other units of local government;</li> <li>• Establish joint processes for collaborative planning and decision making with the school board on <b>population projections</b> and siting of <b>public school facilities</b>;</li> <li>• Establish joint processes for the siting of facilities with <b>county-wide significance</b>; and</li> <li>• Adoption of an interlocal agreement for <b>school concurrency</b>.</li> </ul>	9J-5.015(3)(c)
<p>Required the Capital Improvements Element to include implementation measures that provide a five-year financially feasible <b>public school facilities</b> program that demonstrates the adopted level of service standards will be achieved and maintained and a schedule of capital improvements for <b>multimodal transportation districts</b>, if locally established.</p>	9J-5.016(4)(a)
<p>Authorized local governments to establish <b>level of service standards</b> for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.</p>	9J-5.019(4)(c)

On August 28, 2008, the City of Jacksonville Beach received notification from the Department of Community Affairs that additional changes had been made to Chapter 163, Part II, F.S., which became effective on July 1, 2008. These changes will to be addressed in this EAR submittal and are summarized below.

1. Future Land Use Element – Required to include greenhouse gas reduction strategies that discourage urban sprawl and support energy-efficient land use patterns that account for future electrical power generation and transmission systems.  
(§ 163.3177(6)(a), F.S.)
2. Traffic Circulation Element – Required to incorporate strategies to address the reduction of greenhouse gas emissions from the transportation sector.  
(§ 163.3177(6)(b), F.S.)
3. Conservation Element – Required to address energy conservation and, in the land use map series, identify and depict energy conservation.  
(§ 163.3177(6)(d), F.S.)
4. Housing Element – Required to contain standards, plans and principles to be followed that address energy efficiency in the design and construction of new housing.  
(§ 163.3177(6)(f), F.S.)

**Section V**  
**Special Topics**

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## Special Topics

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Following are a series of special topics discussions that address these changes to growth management legislation and administrative rulings. These are the specific special topics presented.

- Infrastructure Levels of Service analyses that support the financial feasibility of proposed development levels
- School Facilities Concurrency and Coordinated Planning Activities
- Water Supply
- Coastal High Hazard Area Redefinition and Managing Growth therein
- Urban Infill and Redevelopment Areas
- Greenhouse Gas Emissions Reduction Strategies

### **Infrastructure Levels of Service Financial Feasibility Assessment** (§163.3191[2][c], F.S.)

To properly evaluate the financial feasibility of providing the infrastructure that is needed to support the amount of development that is allowed by the City's comprehensive plan, an analysis of level of service standards is necessary. The City of Jacksonville Beach has established level of service standards for roads, wastewater, potable water, solid waste, drainage, and recreation and open space. With the exception of roads, the level of service standards represent the amount of capacity desired in each of these facilities to provide the necessary or desired services to the population. These services are generally expressed in terms of capacity per person, taking the total population into consideration.

The table below provides a summary of all level of service standards addressed in the adopted Comprehensive Plan. The information shown in the table includes the name of the service provider, the type of facility or service provided or assessed the level of service standard set within the plan, and the results of the most recent usage and level of service assessment.

**Table 14: Assessment of Services having Adopted  
Level of Service Standards**

<b>Service Provider</b>	<b>Facility or Service Assessed</b>	<b>Adopted Level of Service (LOS) Standard</b>	<b>Usage / Notes</b>
<b>* Roads</b>			
City of Jacksonville Beach	Minor Arterial, Collector and Local	D	Operating below capacity
City of Jacksonville Beach	Constrained	Maintain	Operating below capacity
City of Jacksonville	Minor Arterial and Collector	E	Operating below capacity
City of Jacksonville	Constrained	Maintain	Operating below capacity
Fla. Dept. of Transportation (FDOT)	Freeway Through Lanes	D	Operating below capacity
FDOT	Freeway General Use Lanes (Collector)	E	Operating below capacity
FDOT	Principal Arterial	D	Operating below capacity
FDOT	Constrained	Maintain	SR A1A: St. Johns County to 13th Avenue South - Congested
<b>Wastewater</b>			
City of Jacksonville Beach	Wastewater Treatment Plant	100 gpd (gallons per person per day)	Generation in 2007 was 143 gpd
<b>Potable Water</b>			
City of Jacksonville Beach	Gallons per Person per Day	170 gpd	Usage for 2007 was 119 gpd
<b>Solid Waste</b>			
City of Jacksonville Beach – Collection; Duval County - Disposal	Solid Waste Collection and Disposal	8.4 lbs / person / day	Usage for 2007 was 4.0 lbs / person / day

**Table 14: Assessment of Services having Adopted  
Level of Service Standards  
(continued)**

Service Provider	Facility or Service Assessed	Adopted Level of Service (LOS) Standard	Usage / Notes
<b>Drainage</b>			
City of Jacksonville Beach	Stormwater Retention or Detention with Filtration	Runoff from 1/2" - 1" of rainfall	The City is meeting its level of service responsibilities through enforcement of adopted standards
City of Jacksonville Beach	Major Outfall Facilities	25-year 24-hour frequency storm	The City is meeting its level of service responsibilities through enforcement of adopted standards
City of Jacksonville Beach	New Residential Subdivisions - Major Components	25-year 24-hour frequency storm	The City is meeting its level of service responsibilities through enforcement of adopted standards
City of Jacksonville Beach	New Residential Subdivisions - Other Components	10-year 24-hour frequency storm	The City is meeting its level of service responsibilities through enforcement of adopted standards
City of Jacksonville Beach	Other Types of Development	10-year 24-hour frequency storm	The City is meeting the LOS responsibilities through the enforcement of adopted standards
<b>Potable Water</b>			
City of Jacksonville Beach	Gallons per Person per Day	140 gpd	Usage for 2007 was 119 gpd

**Table 14: Assessment of Services having Adopted  
Level of Service Standards**  
(continued)

Service Provider	Facility or Service Assessed	Adopted Level of Service (LOS) Standard	Usage / Notes
<b>Recreation and Open Space</b>			
City of Jacksonville Beach	Acres per Population - Neighborhood Parks	2.0 acres per 1,000 persons	The City is meeting the LOS responsibilities through the enforcement of adopted standards
City of Jacksonville Beach	Acres per Population - Community Parks	2.0 acres per 1,000 persons	The City is meeting the LOS responsibilities through the enforcement of adopted standards

\* Information obtained from the City of Jacksonville Beach, 2007 Transportation Element

Source: City of Jacksonville Beach, Planning and Development Department, 2008 Annual Public Facilities Report.

The annual assessment of public services was released earlier this year. The assessment covered city roadways, wastewater, potable water, solid waste, drainage, and recreation and open space systems. According to the “2008 Annual Public Facilities Report for the City of Jacksonville Beach,” the services provided by the City for which level of service standards have been adopted are currently operating under capacity. In addition, there is adequate capacity with the respective systems to continue to provide services for a growing population.

The report concluded that no capacity improvements are needed at this time; rather, the City should focus its efforts on maintaining the capacity that currently exists. Based in this assessment, It was determined that the City of Jacksonville Beach is achieving its adopted Comprehensive Plan goals, objectives and policies pertaining to delivery of these services.

A portion of SR A1A, a roadway operated and maintained by FDOT, is the only facility currently operating over capacity. The remainder of SR A1A within the City's jurisdiction is operating close to capacity. Since the roadway is classified as a constrained facility, it cannot be expanded due to physical, environmental, and / or political constraints.

Penman Road is also classified as a constrained facility and is under the authority of Duval County (City of Jacksonville). Penman Road is operating close to capacity within the City's limits.

The City of Jacksonville Beach is investigating alternatives to increasing roadway capacity for SR A1A and Penman Road, including the potential for TCEA establishment. The City of Jacksonville Beach intends to accomplish this investigation through an evaluation of the feasibility of designating a Transportation Concurrency Exception Area in an appropriate geographic location within the community.

- ✓ The newly revised and adopted Potable Water Sub-element reduced the level of service for potable water to 140 gpd due to evidence of a decline in water consumption per person over the past decade.
- ✓ All other level of service assessments for utility services show that there is sufficient capacity in the system to accommodate growth through the year 2020, at which time the City will have reached near build-out of its available land. The Wastewater subelement should be updated however to revise the level of service for wastewater treatment from 100 gpd to at least 150 gpd, reflective of current generation rates. Current treatment demand is above adopted level of service, but remains well below plant treatment capacity.
- ✓ The City of Jacksonville Beach, working cooperatively with the Florida Department of Transportation, the First Coast MPO (now known as the North Florida Transportation Planning Organization) and local citizens, has taken measures to improve the multimodal service and per person throughput of major local roadways: Penman Road, SR A1A (3rd Street), and Penman Road. In each case, the design of the project entailed improvements to the streetscape, improved pedestrian, bicycle and transit access, and improved efficiency for vehicles. These last improvements included judicious use of relocation and retiming of traffic signals, moderate levels of access management controls and removal / relocation / installation of stop-sign control at select locations.

## School Facilities (§163.3191[2][k], F.S.)

Senate Bill 360 enacted by the 2005 Florida Legislature requires local governments and Duval County Public Schools (DCPS) to coordinate planning efforts for residential growth and available school capacity. This resulted in the City of Jacksonville Beach adopting a Public School Facilities Element, a new element in the adopted Comprehensive Plan. As part of this element, the City identified existing conditions, the school system long range plan, conditions analysis, and identified goals, objectives and policies.

There are currently five public schools in the City of Jacksonville Beach: Seabreeze Elementary, San Pablo Elementary, Jacksonville Beach Elementary, Duncan U. Fletcher Middle, and Duncan U. Fletcher Senior High. Schools are allowed in all Future Land Use categories except industrial and conservation. Table 15 presents information on each of these public schools: its capacity, its enrollment and its current utilization in stated as a percentage of existing capacity. As the table shows, three of the five schools have current enrollments that exceed their capacity, resulting in utilizations over 100 percent.

**Table 15: Enrollment / Capacity Assessment of Public Schools**

School Name	FISH* Capacity: 2008	2008/ 2009 Enrollment	Current Utilization
San Pablo Elementary	567	484	85%
Jacksonville Beach Elementary	565	629	115%
Seabreeze Elementary	588	547	93%
Duncan U. Fletcher Middle	1,241	1,299	105%
Duncan U. Fletcher Senior High	2,049	2,377	116%

\* FISH – Florida Inventory School Houses

*Source:* City of Jacksonville Beach, Public School Facility Element, 2008

According to the data and analysis portion of the Public School Facilities Element, the population of the City of Jacksonville Beach will not grow above 24,500 in 2016. This would be an increase of 2,247 people or a 10 percent growth from the estimated 2007 population. The student generation yield for Duval County as calculated in the Public School Facilities Element is 0.346 students per household. By this estimate, new school enrollment would be from 1,248 households, thus generating approximately 581 new students. This does not take into consideration growth in areas outside the jurisdiction of the City of Jacksonville Beach that is within these school boundaries.

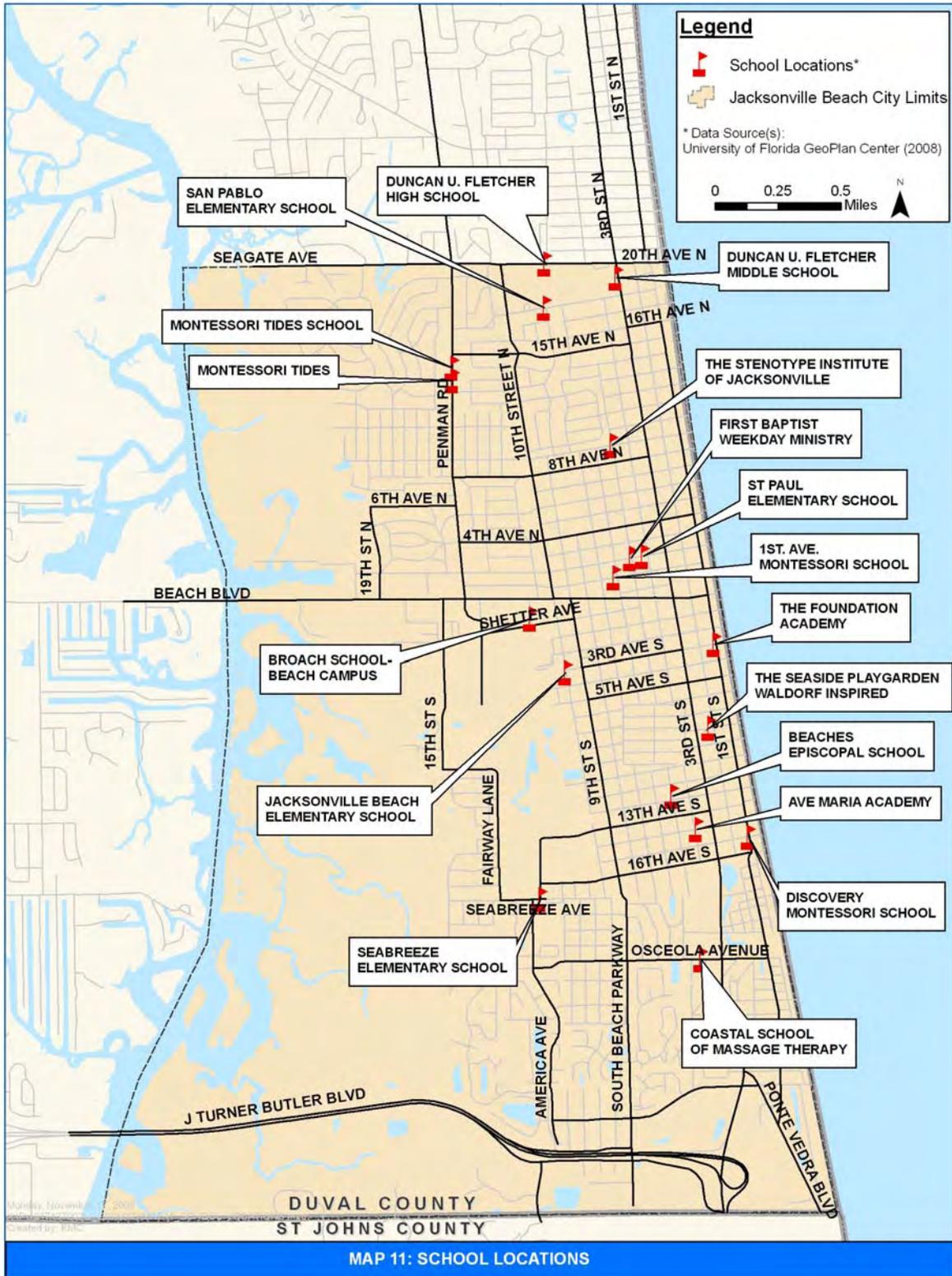
There are no new public school facilities planned in the City of Jacksonville Beach. In the City limits, there is not available vacant land contiguous to any of the school sites that would provide the opportunity to expand the campus in land area. DCPS has identified a list of prioritized projects for the district which includes a major renovation project to San Pablo Elementary that would cost approximately \$8,319,112. No other

projects in the City limits are planned at this time. A master planning effort, led by the firm Powell Design Group, provided a list of recommended improvements to the schools located off of Seagate Avenue. These projects would include building renovations, capacity improvements, and consolidation of the athletic facilities to create a more cohesive academic campus at a cost of approximately \$119 million over four phases of implementation.

The goals, objectives and policies in the newly created Public School Facilities Element of the Comprehensive Plan address the need for coordination between the City and DCPS to ensure that adequate school capacity will be available for new residential developments that are likely to generate new students. Policies were also developed that address how concurrency will be met within the school district. Policies also address the need to design and locate school facilities to be focal points of the community, be compatible with surrounding land uses and to be co-located with other communities such as parks, libraries, sports amenities, and other shared use opportunities.

Additionally, Policy CI.1.6.2 of the proposed Capital Improvements Element currently under development states that the uniform Level of Service standard for all schools will be set at 105 percent of FISH total capacity until July 1, 2010, at which time the Level of Service standard will be set at 100 percent for each school type. These Level of Service standards apply to the district. Mitigation measures for exceeding concurrency from a proposed residential development project likely to generate new students include proportionate fair share fees, capital improvement projects and shifting demand for space to contiguous concurrency service areas (CSA's) with adequate capacity.

The school concurrency goals, objectives and policies recently established as part of the Public School Facilities Element and other elements of the adopted Comprehensive Plan address all the issues pertaining to the requirement of §163.3191[2][k] F.S. However, their effectiveness will be more adequately determined at the next EAR cycle.



### **Water Supply** (§163.3191[2][l], F.S.)

The adopted Level of Service standard for potable water usage for the City is 140 gallons per day per person (gpd). This was decreased from 170 gpd as recommended by the newly updated (2006) Potable Water System Sub-Element of the adopted Comprehensive Plan. This change was made based on average historical usage. The current per capita usage for 2007 was 119 gpd, or approximately 85 percent of the adopted Level of Service standard. Based on the new Level of Service standard, the existing plants would be capable of serving as many as 50,000 persons. These statistics indicate that the City has more than adequate capacity to serve existing and anticipated population.

According to the St. Johns River Water Management District, the City is not identified as an area that would experience any water shortages through the year 2025. This is based on the District's 2005 Water Supply Assessment. According to the document, the City can continue pumping water from the current source, however no alternative has been identified and recommended mitigation measures include maximizing stormwater reuse for aquifer recharge.

Through this analysis, it can be concluded that the City is achieving the goals, objectives, and policies of the newly adopted Comprehensive Plan pertaining to Potable Water Supply. This includes addressing adequate supply, and conservation measures.

### **Coastal High Hazard Area** (§163.3191[2][m], F.S.)

In 2005 the Governor issued Executive Order 05-178 appointing members to the Coastal High Hazard Study Committee. This group was charged with studying and formulating recommendations for managing growth in the coastal high hazard area. This area was previously defined as the Category 1 hurricane evacuation zone. Part of the final recommendations of the Study Committee was to change the definition of the coastal high hazard area so that it would be consistent throughout the State of Florida and not subject to planners and emergency managers evaluating and defining the boundary based on evacuation needs.

House Bill 1359, enacted in 2006, re-established the definition of the coastal high hazard area to refer to the "area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model". According to the bill, this new definition became effective immediately and applies to all local governments that shall amend their future land use maps and coastal management elements to include the new definition of the coastal high hazards area and depict it on the future land use map by July 1st 2008.

Recommendations in the Coastal Management Element **Objective 3.1** are for the Coastal High Hazard Area (CHHA) to be redefined in accordance with the 2006 legislation. A map will need to be prepared to show the portions of the City of Jacksonville Beach now within the CHHA. This map will replace the previous map entitled "Flood Hazard Zones, Figure PFSM – 3, of the Comprehensive Plan.

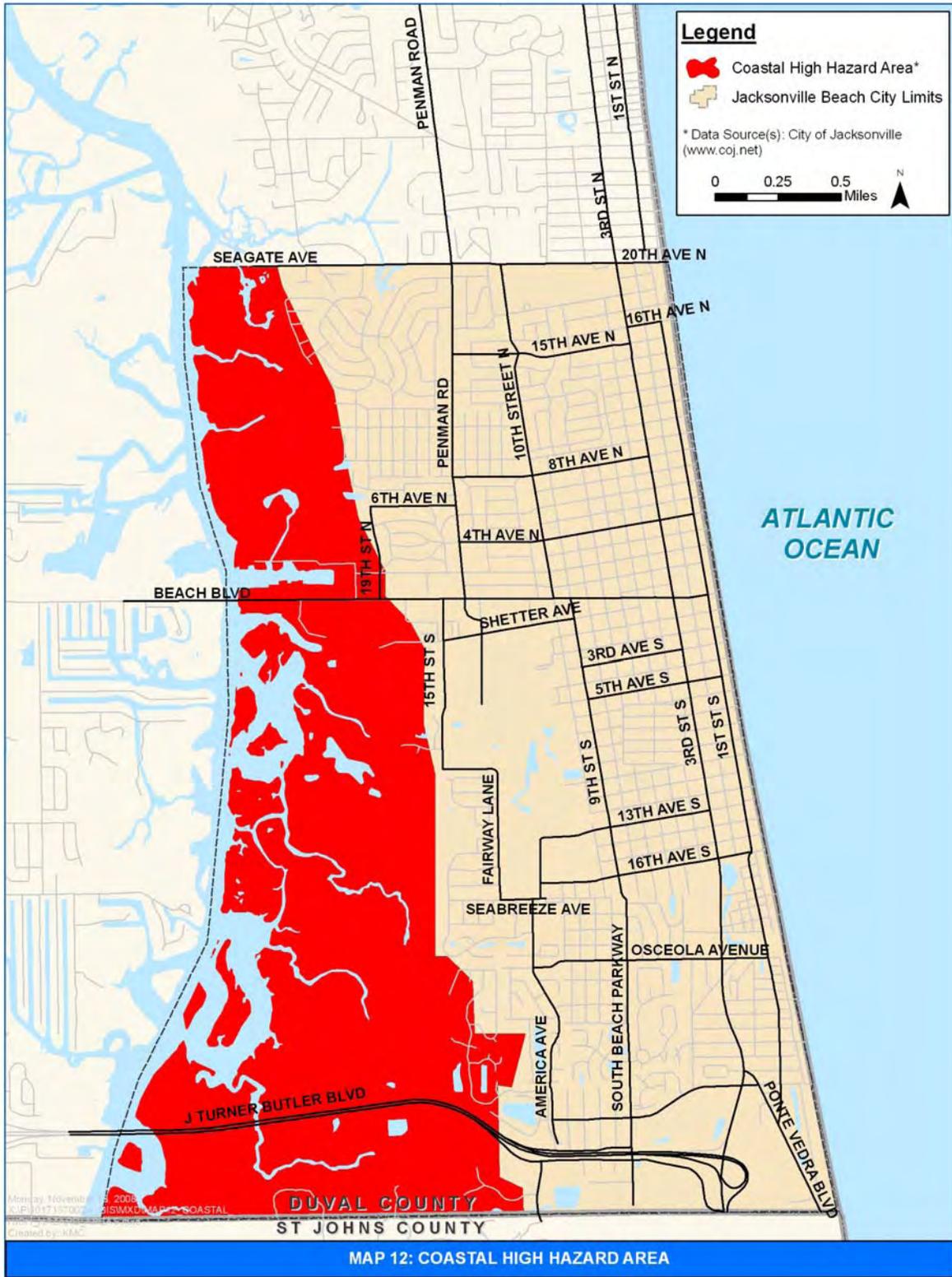
This map will show the number of structures located within the CHHA, with classifications to show the number of residential units (both single-family units and multi-family units), and the number of business properties.

A number of structures now falling within the limits of the CHHA are high-rise condominium buildings that were approved prior to the enactment of an ordinance, approved in a public referendum by local citizens, that mandates a 35-foot height limit on new construction.

Redevelopment will be required to meet new standards affecting multi-story structures that might need reconstruction or repair. Along with the 35-foot height limit on new construction, these new standards will also require that no living space shall be permitted below 12 inches above base flood elevation level.

The minimum standards required of structures erected in the CHHA, as outlined in Section 90-65 F.S. will be incorporated in the City's Land Development Code.

- ✓ The City shall amend **Objective 3.1** and its related policies to be in compliance with the state legislature's changes to the CHHA regulations, as stated in Section 90-65, F.S.
  - ✓ The Flood Hazard Zones Map (Figure PFSM-3) will be revised to reflect the redefined CHHA boundaries.



## **Urban Infill and Redevelopment Areas** (§163.2517[6][a], F.S.)

The City of Jacksonville Beach has two redevelopment areas within its jurisdictional boundaries: Downtown Redevelopment Area and South Beach Redevelopment Area. The City's intent for these areas is to identify locations where the City can make improvements to the area's infrastructure, then attract private enterprise to redevelop publicly-owned lands in a manner that creates physical and economic assets for the City.

### Downtown Redevelopment Area

The Community Development Agency (CRA), established in 1979, has worked to revitalize the City of Jacksonville Beach downtown area. The Downtown Redevelopment Area is composed of 195 acres spread over 63 contiguous city blocks. It is bounded by 9th Avenue North and 13th Avenue South on the north and south, and 3rd Street and the Atlantic Ocean on the west and east.

Since 1996, significant transformations have begun to take place in the area. The CRA, in cooperation and coordination with the City, completed several infrastructure improvements in the Downtown area: potable water, sewer, stormwater drainage, electrical systems, streetscapes and paving.

The most striking changes have occurred in the heart of the Downtown area within the area bounded by 3rd Street 1st Avenue North, the Boardwalk and Beach Boulevard. In an area previously occupied by City Hall, the Police Department and a large surface parking lot, a prime example of complementary mixed land uses now stands.

Significant features include:

- A new City Hall
- Latham Plaza
- SeaWalk Pavilion
- A 200-car parking facility
- Two restaurants
- A drugstore
- 72-Suite Hotel

Hallmarks of the redevelopment that has taken place so far are the Mediterranean design and incorporation of public open spaces that have become gathering places of fairs, festivals, and outdoor movies and concerts featuring music of every variety.

### South Beach Redevelopment District

The South Beach Redevelopment District, also known as the Southend Redevelopment Area, is a 356-acre area located in the immediate vicinity of the SR A1A and South Beach Parkway interchanges with Butler Boulevard. At the time it was established in 1986, the South Beach Redevelopment District was largely unimproved. It was the

City's goal, as with its predecessor district, to promote development that would be an economic and physical boon for Jacksonville Beach citizens.

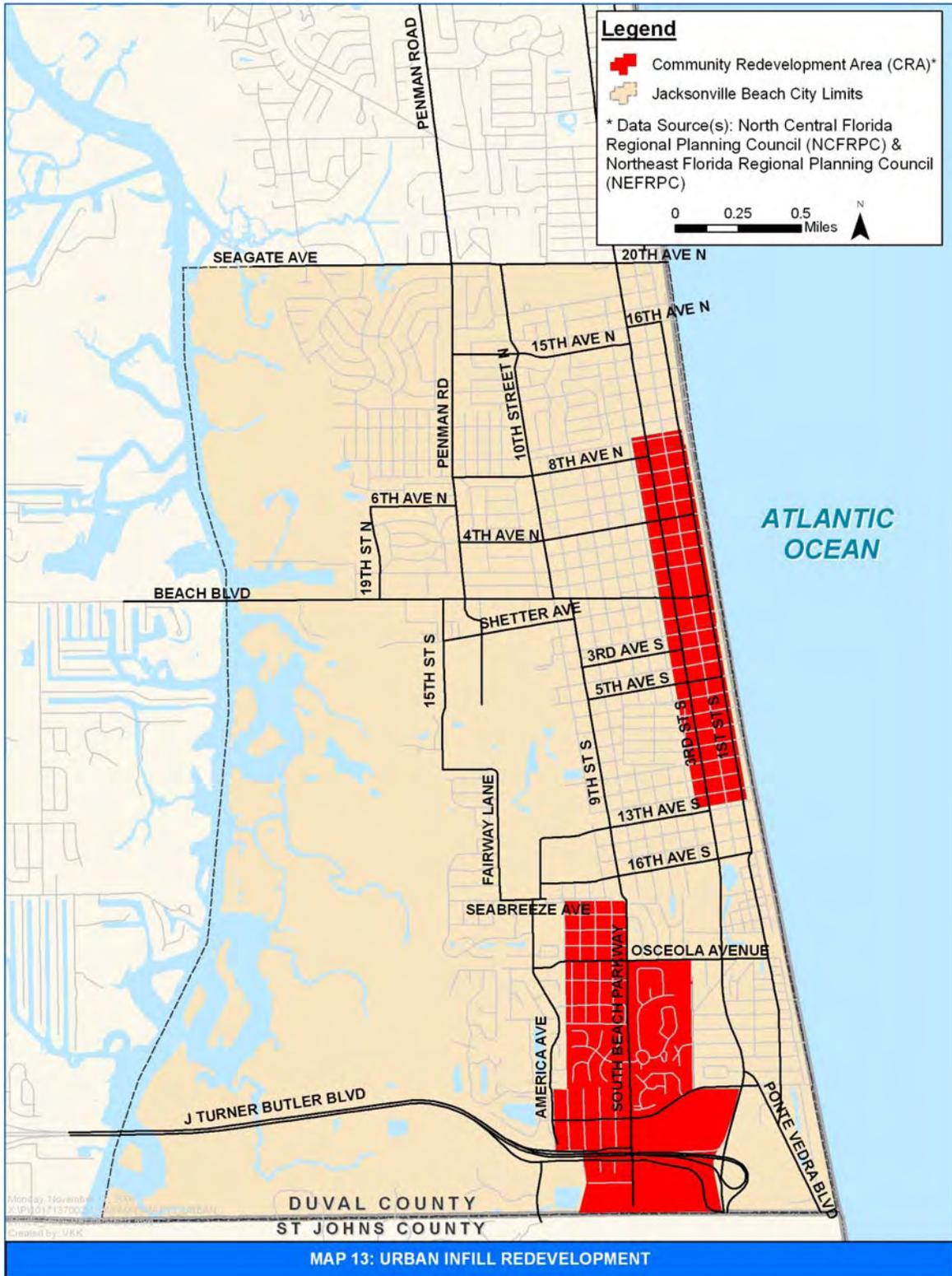
A master plan was created for the district in accordance with Florida's Development Regional Impact (DRI) regulations. To date, six developments have been approved.

- Three single-family residential projects: Ocean Cay, with 192 lots; Paradise Key with 63 lots; and Rip Tide, a 149-lot development
- Two commercial / retail developments: the 300,00-square foot South Beach Parkway Shopping Center on the north side of Butler Boulevard and South Beach Regional Shopping Center, a second 300,000-square foot retail space on the south side of Butler Boulevard
- South Beach Mixed Use: comprised of 244 residential condominium units and 63,000 square feet of office / shopping / commercial space

All but the Paradise Key development have achieved build-out. The vacant land remaining, more than 10.4 acres, can be developed as one of several land uses under the terms of the DRI: approximately 50 single-family homes (existing plat) or approximately 68,000 square feet of office use. (Redevelopment Plan designation for the property).

The City has also improved community amenities in the Southend District with the opening of South Beach Park and construction of a new fire station, and community center.

The newly revised Generalized Existing Land Use map (Figure LU-2) highlights the Downtown and South Beach redevelopment areas.



## **Greenhouse Gas Emissions Reduction Strategies**

A number of greenhouse gas emissions reductions strategies have been proposed, tested, analyzed and written of in the 15 years since climate change became a topic of global concern. While the United States government has not taken a specific position on the matter, a number of states, including Florida, have taken action on behalf of their citizens' health and well-being, as well as the economic well-being of the state in the global marketplace. Some of these strategies may require initial financial investments that would not otherwise be incurred, however over the long-term they offer saving in a variety of ways; reduced consumption of non-renewable resources, lower energy costs for operations and maintenance, and the improved well-being of both citizens and the environment.

### Land Use Strategies

The City of Jacksonville Beach was more than 89 percent built out at the time of the 1996 land use inventory. By 2008, the percentage of land available for development was down to 6.3 percent. The reduction of sprawl is, therefore, not an issue for the community. However, energy-efficient land use patterns are a subject that dovetails with many of the actions the City has taken in recent years, as well as a subject that has interested community residents.

At this time, due to the amount of development that has already occurred, the City has only limited opportunities, to affect new development. However, it has a significant voice in how redevelopment takes place. The City has actively pursued redevelopment in two parts of the city. The Downtown Redevelopment Project, in particular, has incorporated mixed land uses, streetscape and pedestrian activity centers into its realization of the Downtown Vision. Citizens are also leading an effort to encourage city officials to adopt Green Building Standards and LEED principles into the city's Land Development Code. Such an action would demonstrate the community's support of more energy-efficient / natural resource-responsible / health-conscious concepts into development siting, design, maintenance, operation and demolition. (Please reference "Urban Infill and Redevelopment Areas," page V-10 and "Green Building Standards / LEED Promotion, page III-40).

### Transportation Initiatives

The recently adopted Transportation Element (2007) of the Comprehensive Plan identifies a number of measures that support a variety of transportation initiatives that support reduction of greenhouse gases.

The City of Jacksonville Beach, along with its sister beaches communities to the north and south, has more pedestrian and bicycling activity than is found in the rest of Duval County. As a result, to facilitate their movement and ensure their safety amidst the motorized traffic in the area, the City has sidewalks and bike lanes in many areas. This is particularly true of businesses located in and near downtown and located along the

City's main thoroughfare, 3rd Street (SR A1A). Bike racks are also provided at City administration buildings and near many of the beach access parking areas.

The City has also worked with the Jacksonville Transportation Authority (JTA), the area's transit service provider, to coordinate transit service at the beaches. In addition to express and local routes that carry area workers to and from the urban core and nearby higher education centers (Florida Community College at Jacksonville Southside and Downtown Campuses and the University of North Florida), JTA recently tested a pilot trolley service at the beaches, and the ridership was over double what had originally been projected for the service.

JTA is currently in the process of a planned expansion of its Park-N-Ride program. One of the sites under consideration by JTA is located in the South Beach Redevelopment District. The City will continue dialogue with JTA in its desire to establish a Park-N-Ride facility.

### Energy and National Resource Strategies

The City of Jacksonville Beach, through its Beaches Energy Services, Inc. (BES), a non-generating City-owned utility company, has undertaken a number of innovative energy conservation measures. These proactive measures have been on two fronts.

Public education has been a cornerstone of the City / BES program to encourage conservation among Jacksonville Beach residents. The BES website lists a number of "Conservation Tips" on its homepage. These tips range from selection of energy-efficient appliances, to promoting free home energy audits, and promoting annual heating and cooling system maintenance checks. The BES also prepares a monthly newsletter, "T I D I N G S," that it encloses with its monthly statements. Each newsletter provides a different energy, or other natural resource, conservation measure / set of measures. Residents also have the option of reading the newsletter on-line, saving paper, production, mailing and postal distribution costs. BES staff also support school and community activities, using these opportunities to speak on and distribute materials about energy and resource conservation. . The City and BES have also coordinated with the Florida Municipal Power Agency, the entity from which it purchases energy, to distribute fluorescent bulbs to residents at no charge.

Documentation from the Florida Public Service Commission and discussions with the Florida Municipal Power Agency provided information on the fuel source used in the generation of energy for Jacksonville Beach (and the 14 other municipalities that are partners in the agency), the means by which the power is generated, and statistics on energy consumption by general land use type in Jacksonville Beach.

### *Fuel Sources and Energy Generation*

According to FMPA, the power they generated in 2007, the latest year for which the data was available, their energy was produced from five sources.

Nuclear .....	8.3%
Coal .....	21.5%
Oil .....	0.3%
Natural Gas .....	28.5%
Renewable Sources (Solar, Biomass) .....	0.4%
Interchange (Other Energy Producers) .....	<u>41.1%</u>
<b>Total .....</b>	<b>100.0%*</b>

\*Values may not equal 100.0% due to rounding

(Florida Municipal Power)

Of the power generated by FMPA (excluding power purchases), five major energy production techniques were used. The summary below shows the summer (period of maximum demand) net capability in megawatts (244 MW) is for each of these techniques.

Conventional Steam .....	343 MW
Nuclear Steam .....	84 MW
Combustion Turbine .....	234 MW
Combined Cycle .....	519 MW
Internal Combustion .....	<u>30 MW</u>
<b>Total .....</b>	<b>1210 MW</b>

(Florida Municipal Power)

Although used by other power generating utility companies, FMPA uses no hydro-electric generated power, except as is acquired through interchange.

Energy consumption in Jacksonville Beach increased 10 percent between 1999 and 2007, when measured in terms of megawatt-hours per customer. A comparison on the energy consumption rates in these two years is presented in Table 16. (1999 is year closest to 1997 for which both the number of customers and the energy consumption rate is available by general land use category.)

**Table 16: Comparison of Energy Consumption Rates:  
1999 and 2007**

Generalized Land Uses	1999			2006		
	No. of Customers	MW-Hrs	MW-Hrs/Cust	No. of Customers	MW-Hrs	MW-Hrs/Cust
Residential	25,424	408,160	16.05	26,263	455,067	17.33
Commercial	4,331	78,339	16.09	5,604	113,795	20.31
Industrial	327	159,740	488.50	328	173,704	529.59
Other	607	3,831	6.31	109	14,182	130.11
<b>Total</b>	<b>30,689</b>	<b>650,070</b>	<b>21.18</b>	<b>32,304</b>	<b>756,748</b>	<b>23.43</b>

Sources: *Statistics of the Florida Public Utility Industry: 1999, Public Service Commission, 2000.*  
*Statistics of the Florida Public Utility Industry: 2006, Public Service Commission, 20007.*  
*RS&H, 2008.*

During the seven years between 1999 and 2006, the number of Jacksonville Beach customers serviced by Beaches Energy Services increased by 5.26 percent while the amount of energy consumed per customer increased by 10 percent. The greatest rate of increase occurred among commercial and “other” land uses. (Other land uses encompass institutional, government and recreational properties). The number of commercial properties increased by 29.39 percent between 1999 and 2007 while their energy consumption rates increased by 45.26 percent over the same period. The change among “other” land uses was even more pronounced. The number of customers classified as “Other” actually *decreased* 82.04 percent while the category energy consumption rate increased by 270.19 percent.

Countering the increased consumption of energy have been a number of programs implemented by either Beaches Energy Services or Florida Municipal Power Agency (FMPA) to decrease the impacts of energy consumption.

- FMPA, with the support of all 15 of the municipalities that are its clientele (including the City of Jacksonville Beach) have partnered in the development of a long-term power supply plan, the *2008 Integrated Resource Plan*.
- FMPA has plans to participate in a 58 megawatt (MW) power purchase from a biomass facility.
- FMPA has signed a Letter of Intent to make a 10 MW power purchase from a solar photovoltaic facility.
- FMPA and its partner municipalities have agreed to fund a number of energy conservation efforts, including a 4 percent reduction in peak demand by 2018, using rebates to encourage customer purchases of energy-efficient appliances and continuing to fund the fluorescent bulb give away program (up to four per household).
- The *Integrated Resource Plan* recommends participation in nuclear resources. FMPA is currently pursuing investing in part ownership of a nuclear power facility.

- BES has seen an increase in the use of solar collectors throughout the beaches communities. Solar power-photovoltaic uses, such as for water heaters and swimming pools are 'off the grid' will become more apparent by a decrease in the rate of increased energy consumption. BES is also buying excess power from the collector systems, when it is available.

Support for, continuation and expansion of these many alternative and renewable fuel source plans and conservation programs will be incorporated into revision of the Conservation Element.

In addition, the map accompanying the Conservation Map will identify those areas of the City where energy conservation measures will be most effective.

### Housing Initiatives

Local development regulations are required to contain standards, plans and principles to be followed that address energy efficiency in the design and construction of new housing.

One of the many issues identified by members of the community was the need for the City to include Green Building Standards and promotion of LEED principles into the its *Land Development Code*. (See page III – 43 for the start of this discussion.) As acknowledged in the earlier material, the City recognizes that application of these standards will meet important requirements for incorporation of strategies to reduce greenhouse gas emissions into the city's site planning, design and construction standards. The City will review its Future Land Use Element and address energy efficiency and conservation. However, it should be noted that the specific standards to be incorporated into the Land Development Code are still under investigation by the City's Planning staff. A decision as to the specific standards to use as guidelines will be made at a later date.

- ✓ The Future Land Use Element will be revised to clarify that all site planning, design construction and demolition associated with either new or redevelopment projects after January 1, 2010, will be required to comply with the Green Building Standards as detailed in the revised Jacksonville Beach *Land Development Code*.
- ✓ The Transportation Element will be revised to clarify the benefits that Objectives and Policies already identified in the element will have in the area of greenhouse gas emissions reduction. In addition, a new policy will be added that indicates the City's support and willingness to work with the Jacksonville Transportation Authority and area business and community leaders in efforts to provide a return of the Beaches Shuttle and implementation of a new Park-N-Ride facility in Jacksonville Beach.
- ✓ The Housing Element will be revised to include references to the Green Building Standards to be included in a revision of the City's *Land Development Code* with which all residential units constructed, expanded or reconstructed after January 1, 2010, will be required to be in compliance.

- ✓ The Jacksonville Beach Public Utilities Element, Solid Waste Management Sub-element will be revised to include language that clearly states the City's cooperation and support for programs developed with its recycling services provider to increase the volume of recycled materials per household collected from Jacksonville Beach residents and businesses.
- ✓ The Coastal Management and Conservation Elements will be revised to state the City's desire to encourage area educational institutions to use the City's floodplain, estuarine and marine areas as working laboratories to study, identify, document, protect and conserve the environmental conditions, habitats and inhabitants unique to these areas of the City.
- ✓ The Coastal Management and Conservation Elements will be revised to include policy that state the City's willingness to encourage private marina(s) located within the City limits to voluntarily participate in the State's Clean Marina Program by upgrading stormwater catch basins, establishing recycling locations, updating Stormwater Pollution Prevention Plans and developing training procedures for pollution spills and pollution prevention.
- ✓ The Conservation Element will revise objectives and policies as necessary to update sensitive species' lists.

**Section VI**  
**Recommendations Summary and Conclusion**

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## **Recommendations Summary and Conclusion** (§163.3191[2][i], F.S.)

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Table 16 is a list of the recommended changes to the City of Jacksonville Beach 2010 Comprehensive Plan that will be required to achieve the following purposes.

- Review the existing Goals, Objectives and Policies in light of existing conditions and future needs to ascertain whether the existing material is sufficient to meet the City's long-term needs.
- Assess the adequacy of the existing goals, objectives and policies to address community-based issues
- Determine what amendments, deletions and / or additions are required of the adopted Comprehensive Plan to meet changes in the Comprehensive Planning (Chapter 163 F.S.) legislation and Rule 9J-5 of the Florida Administrative Code are to meet passed since the City's last major EAR submittal in 1999.

As of this writing (September 2008), these recommendations are presented in generalized terms. Specific wording that will be adopted into, and made a part of the Comprehensive Plan Goals, Objectives and Policies will be included in the final document submittal. Unless otherwise noted, the changes recommended are a result of the review of the effectiveness review of the adopted plan's Goals, Objectives and Policies.

### **Summary Listing of Generalized Recommendations for Amendments, Additions and Deletions to the City of Jacksonville Beach 2010 Comprehensive Plan**

#### **Future Land Use Element**

##### **Objective LU 1.3**

The addition of policies related to supporting the implementation of the Downtown Vision Plan should be considered for inclusion under **Objective LU. 1.3**.

##### **Objective LU 1.4**

Numerous policies under **Objective LU 1.4** relate to policies set forth in the other elements of the adopted plan. A review of these is provided in Section II under the appropriate element review. The addition of a policy related to the newly created Public School Facilities Element should be considered for inclusion under **Objective LU.1.4**.

##### Policy LU 1.5.6

A similar policy should be considered for the Commercial Limited (CL) land use which extends along SR A1A from Seagate Avenue to Ponte Vedra Blvd. There is also a pocket of CL land use where commercial exists along Penman Road. The encouragement of mixed land uses along the main traffic corridors of SR A1A and Beach Boulevard can also be limited to those sections of land that are within the proposed TCEA boundaries. This will meet the criteria of a TCEA

while at the same time supporting multi-modal use and reducing auto dependency along these corridors. (*Community Issue #2*)

Policy LU 1.5.13

Policy LU.1.5.13 should be updated to reflect the most recent version of the Duval County School Board's "Five-Year Facilities Plan".

**Transportation Element**

Policy TE 1.5.4

Policy TE 1.5.4 reflects the City's desire to support the Jacksonville Transportation Authority's (JTA's) efforts to ensure that transit services meet ADA accessibility standards. The City should consider adding language that states such support is through the City's participation as a member of the North Florida Transportation Planning Organization's (NF-TPO's) Duval County Transportation Disadvantaged Coordinating Committee.

**Objective TE 1.7**

A new policy should be considered that will address the need for the City to inventory and evaluate the existing bicycle and pedestrian infrastructure network, such as bicycle paths, sidewalks, crosswalks, and bicycle parking availability. This will better reflect the City's desire to encourage the use of non-motorized modes of transportation through being proactive in identifying existing and needed infrastructure to better plan for providing a complete network of safe and accessible facilities.

This objective and its related policies should be amended, or a new set created, to included this provision be adhered to for redevelopment in order to complete breaks in the existing bicycle and pedestrian networks. (*Community Issue #1*)

**Objective TE 1.8**

The City should add new objectives and related policies that support this in much greater detail regarding the portion of the City within the proposed TCEA designation, which includes, but is not limited to downtown. These new objectives and policies could be incorporated into the Future Land Use Element.

The City should add new objectives and related policies that support this coordination in greater detail, particularly in that portion of the City located within the proposed TCEA designation, which includes, but is not limited to, downtown. (*Community Issue #1*)

Policy TE 1.8.3

This policy should also be revised to clarify that, rather than using a zoning code overlay, the City will amend the City's Land Development Code to include specific site design and lot layout guidelines for the downtown area. (*Community Issue #1*)

### **Objective TE 1.10**

The City should add a policy under this objective that supports the task of conducting a pedestrian and bicycle network inventory and connectivity analysis to identify holes in the network and needed connections and improvements. *(Community Issue #1)*

### Policy 1.10.3

The City should add a policy(s) that state that the City will conduct a TCEA boundary feasibility assessment and subsequently develop an implementation plan. *(Community Issue #1)*

### **New Objectives and Policies**

Within the separate TCEA amendment new objectives and policies should be developed that establish minimum intensity and density standards that support multi-modal transportation alternatives. *(Community Issue #1)* In addition, any urban design guidelines developed in response to meeting TCEA requirements should support and protect transit users, pedestrians and bicyclists when sharing space with motorized vehicles. *(Other Community-Based Issues)*

### **New Objectives and Policies**

The City should add new objectives and policies that support network connectivity as it applies to parking, transit, and bicycle and pedestrian facilities. *(Community Issue #1)*

### **New Objective and Policies**

An objective and related policies should be added that address the need of the City to coordination planning and implementation efforts with adjacent municipalities related to the proposed TCEA. *(Community Issue #8)*

## **Housing Element**

### **Objective HO 1.1**

This objective is partially being met and its related policies are being adhered to in support of Goal HO. 1. According to the Florida Housing Data Clearinghouse, between 1990 and 1994, 813 new dwelling units were constructed, and between 1995 and 2000, 1,519 new units were constructed in the City. Between 2001 and 2007, 249 Certification of Occupancy Permits were issued in the City for single family dwelling units, 174 duplex dwelling units and 1,128 multi-family dwelling units. This accounts for a total of 1,551 new residential units. The total number of new dwelling units in the City from 1990 to 2007 is 3,883, which is 119 units more than Objective HO 1.1 set out to provide by 2010.

The City should consider revising this expectation based on projected growth through 2010 and the number of vacant units remaining unoccupied. According

to the 2000 U.S. Census, 9.8 percent of housing units were vacant. Anticipated growth from the estimated 2007 population and the projected 2010 population is 2,600. With average household size of 2.13 persons per household, a total of 1,220 dwelling units will be needed to accommodate this anticipated growth. This need can be fulfilled with both existing vacant units and new units.

**Objective HO 1.2**

The wording of the Objective should be amended to correct a typographical error: “. . . including assistance in ~~affirds~~ efforts to provide housing at an . . . “

Policy HO 1.2.2

This policy is effective and the information in the data and analysis section of the Housing Element should be reviewed and updated accordingly to reflect changes and updates to referenced programs. (*Community Issue #7*)

**Public Facilities Element**

Wastewater Management Sub-Element

Policy WM.1.1.1

Policy should be revised to reflect average sewage generation rate of 148 gallons per capita per day, a rate that is still below existing plant capacity.

Policy WM 1.3.1

Policy should be updated to reflect completed projects and new projects based on established priorities.

Solid Waste Management Sub-element

None

Stormwater Management Sub-Element

Policy SM 1.2.1

Table PFSM-3 referenced in Policy SM 1.2.1 should be updated to reflect new projects listed as part of the update of the Capital Improvements Element of the Comprehensive Plan

Potable Water Sub-Element

None

Groundwater Aquifer Recharge Sub-Element

None

## Coastal Management Element

### Objective CM 2.3

This objective is being met and should be revised by deleting the outdated reference to the year 1991, and by deleting reference to the need for a passive nature based park, as the City has now established the Cradle Creek Preserve. Its related policy is being adhered to in support of Goal CM 2. There are no public marinas in Jacksonville Beach and no new marinas have been approved for development. (*Community Issue #6*)

### Policy CM 2.3.2

This policy can be revised, acknowledging the development of the Cradle Creek Preserve passive park, south of Beach Boulevard.. All reference(s) to policy CM 2.3.2 should also be deleted since the policy is no longer a part of the Comprehensive Plan. The policy should be revised to state that the City will support efforts by Duval County to obtain the wetland area along Pablo Creek, south of the Bird and Wildlife Sanctuary and north of 2<sup>nd</sup> Avenue North, for conservation and passive recreation purposes. (*Community Issue #6*)

### Policy CM 3.1.3

This policy needs to be amended to read: "The Coastal High Hazard Area for Jacksonville Beach shall consist of the Category 1 storm surge inundation areas within the city as reestablished by House Bill 1359, 2006". Additionally, the Future Land Use Map should be amended accordingly to show this newly defined area. This new designation does not have a major impact on the other policies under this objective or other elements of the adopted plan. (*Community Issue #4*)

### Objective CM 3.2

In the Coastal / Conservation Management Element of its 2010 Comprehensive Plan (revised November 2006), the City of Jacksonville established 23 hours as the maximum acceptable hurricane evacuation time standard for a Category 3 storm event. This standard was based on several criteria, including: "That the clearance time to evacuate for a Category 3 hurricane with average public urgency will be 16 3/4 hours". The state is currently funding the update of the Regional Hurricane Evacuation Studies from which will come new data and information that should be adopted into local government comprehensive plans. The City of Jacksonville Beach should adopt the revised evacuation time established by the County, and including the beaches communities, to remain consistent with the adjacent municipalities.

## Conservation Element

### Policy CO 1.5.1

Policy CO 1.5.1 recommends acquisition through the CARL program of vulnerable communities. The Conservation Element identifies these

communities, habitats and fauna. This list should be updated to reflect changes in endangered species listings. (Community Issue #5)

### **Recreation and Open Space Element**

The element will be updated to reflect new park acquisition and development since the element was last adopted in 1999, and to reflect that the City now has no Recreation Level of Service deficiencies.

### **Intergovernmental Coordination Element**

The Intergovernmental Coordination Element will be reviewed to assure that the City's continued participation in the Northeast Florida Transportation Planning Organization's Board and advisory committees is stated. (Other Community-Based Issues)

### **Capital Improvements Element**

#### Policy CI 1.3.1

This policy should be updated to reflect changes in Level of Service standards since the last update of the plan.

#### **New Objective and Policies**

An objective and related policies should be added that address the need of the City to coordinate planning and implementation efforts with adjacent municipalities related to the proposed TCEA



ELEVEN NORTH THIRD STREET • JACKSONVILLE BEACH, FLORIDA 32250

April 24, 2008

Mr. Ray Eubanks  
Plan Review Administrator  
Department of Community Affairs  
Division of Community Planning  
2555 Shumard Oak Boulevard  
Tallahassee, Florida 32399-2100

**RE: Letter of Understanding request, City of Jacksonville Beach**

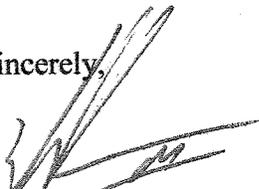
Dear Mr. Eubanks:

I am enclosing the proposed list of major issues to be included in the City of Jacksonville Beach's Evaluation and Appraisal Report in addition to all items required to be included per Chapter 163.3191 Florida Statutes. The City of Jacksonville Beach is requesting that the Department of Community Affairs review this list of issues and provide the City a "Letter of Understanding." The City's EAR is due on December 1, 2008.

The list was developed after a Public and Local Officials Workshop that we conducted on Thursday, March 13th 2008. The workshop was held to identify and discuss with the public the major issues facing the City. These issues were then discussed with invited local, regional and state agencies at a scoping meeting that we conducted on Friday, April 11, 2008. There were no other issues identified at the scoping meeting.

The City of Jacksonville Beach proposes that the issues identified here be used as the basis for the Letter of Understanding between the City and the Department of Community Affairs. Please contact me if you have any questions or need additional information pertaining to our EAR.

Sincerely,



William C. Mann, AICP  
Senior Planner

Attachment - Local Issues List

## **Attachment A**

### **City of Jacksonville Beach Local Issues List**

The following major issues pertaining to the adopted Comprehensive Plan were identified at the Public Meeting held at the City of Jacksonville Beach City Hall on Thursday March 13, 2008. They were subsequently discussed at a scoping meeting held on Friday April 11, 2008, with county, regional, and state agency and adjacent municipality representatives. These issues will be addressed in the EAR pursuant to 163.3191[2][e] & [g], F.S. and an analysis and corresponding recommendations will be provided.

#### **Issue 1: Traffic Congestion and Concurrency:**

- The City of Jacksonville Beach Transportation Element was recently updated and has gone through the final adoption process. Many issues pertaining to traffic congestion and concurrency were addressed in this update.
  - Through the EAR process, the City will evaluate the effectiveness of the using the existing comprehensive plan policies in conjunction with examining a proposed Transportation Concurrency Exception Area (TCEA) designation in a portion of the city to address traffic congestion and the effectiveness of the concurrency management system in meeting established goals.

#### **Issue 2: Encouragement of Mixed-Use Development:**

- The City of Jacksonville Beach currently allows mixed-use development in commercial districts via the conditional use process for multi-family uses.
  - Through the EAR process, the City will evaluate goals, objectives, and policies pertaining to the encouragement of and opportunities for mixed-use development within the city.

#### **Issue 3: Water Conservation:**

- The City of Jacksonville Beach's Potable Water Sub-Element has recently been updated as of April, 2007. The City is not in a critical aquifer recharge area.
  - Through the EAR process, the City will evaluate existing goals, objectives, and policies pertaining to water conservation strategies, water efficiency and water reuse.

#### **Issue 4: Coastal Protection:**

- The City of Jacksonville Beach is located on a barrier island with beach and Intracoastal property frontage.
  - Through the EAR process, the City will evaluate existing goals, objectives, and policies pertaining to controlling density, protecting coastal resources and infrastructure, and beach erosion and renourishment.

**Issue 5: Natural Resource Protection:**

- The City of Jacksonville Beach addresses non-coastal natural resources in the Conservation Element of the adopted Comprehensive Plan, specifically, surface water, ground water, wetlands, uplands, and air quality.
  - Through the EAR process, the City will evaluate existing goals, objectives, and policies pertaining to land conservation and land acquisition.

**Issue 6: Beach and Intracoastal Waterway Access:**

- The City of Jacksonville Beach has over 50 public beach access points with free public parking spaces and intracoastal access via one County maintained public boat ramp adjacent to a private marina on Beach Boulevard.
  - Through the EAR process, the City will evaluate existing goals, objectives and policies pertaining to protecting and maintaining beach and Intracoastal Waterway access.

**Issue 7: Affordable Housing:**

- The City of Jacksonville Beach has public housing managed through the City of Jacksonville Housing programs.
  - Through the EAR process, the City will evaluate existing goals, objectives and policies pertaining to protecting existing and encouraging the development of new affordable housing opportunities.

**Issue 8: Intergovernmental Coordination:**

- The City of Jacksonville Beach currently coordinates efforts with the adjacent jurisdictions of the City of Jacksonville / Duval County, St. Johns County, the City of Neptune Beach, and the City of Atlantic Beach. In response to FDOT comments pertaining to the recently updated Transportation Element goals, objectives, and policies were added to the Transportation Element that address intergovernmental coordination. The City also has developed a Public School Facilities Element that is close to being adopted and has been coordinated with the City of Jacksonville's element.
  - Through the EAR process, the City will evaluate existing goals, objectives, and policies pertaining to intergovernmental coordination, specifically as they relate to evacuation coordination

Other topics and ideas brought up during the public workshop not pertaining to the adopted Comprehensive Plan will be reviewed during the recommendations phase of the EAR, inasmuch as they may be relevant to any proposed amendments to the Comprehensive Plan.

# PUBLIC WORKSHOP

## Evaluation and Appraisal (EAR) of Jacksonville Beach's Comprehensive Plan

The Jacksonville Beach Planning and Development Department, together with its consultants Reynolds Smith and Hills, Inc., invite you to attend a public workshop regarding the evaluation and appraisal of the existing comprehensive plan. The workshop will be the first major step in the update of the existing comprehensive plan.

Under state law, an evaluation and appraisal report (EAR) is required to be submitted every seven years. For the City of Jacksonville Beach, the next EAR submittal deadline is December 1, 2008.

The workshop will address the EAR process and the city's new Transportation Element. It will be designed to facilitate open and proactive participation, in order to identify the community's major planning issues and objectives. These issues and objectives will form the framework for the evaluation and appraisal report (EAR). Recommendations from the EAR will become the basis for any amendments that will be made to the city's comprehensive plan.

### Public Workshop

**Thursday, March 13th at 7:00 PM**

**Jacksonville Beach City Hall**

11 North 3<sup>rd</sup> Street,  
Jacksonville Beach, FL

A draft schedule for developing the EAR will be presented during this meeting. As the EAR is developed and finalized, there will be additional opportunities for public participation over the next several months.

Anyone requiring special accommodations or additional information please contact Beth Leister at (904) 256-2253 or e-mail [beth.leister@rsandh.com](mailto:beth.leister@rsandh.com) no later than Friday March 7<sup>th</sup>.



# NOTICE OF EVALUATION AND APPRAISAL REPORT (EAR) ADOPTION

The Jacksonville Beach City Council will meet to consider the adoption of the State required Evaluation and Appraisal Report (EAR) of the adopted Jacksonville Beach 2010 Comprehensive Plan. (Application PC# 32-08).

A public hearing on the adoption of the proposed Evaluation and Appraisal Report is scheduled as follows:

**Jacksonville Beach City Council**

**December 15, 2008**

**7:00 PM**

The adoption public hearing will be held in the City Council Chambers, located at 11 North 3<sup>rd</sup> Street, Jacksonville Beach, Florida. A copy of the application (PC# 32-08) is available for public inspection at the offices of the Planning and Development Department, 11 North 3<sup>rd</sup> Street, Jacksonville Beach, Florida, during normal business hours.

## **NOTICE**

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*If a person decides to appeal any decision by the City Council with respect to any matter considered at any meeting, such person may need a record of the proceedings, and, for such purpose, such person may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based.*

*The public is encouraged to speak on issues on this Agenda that concern them. Anyone who wishes to speak should submit the request to the recording secretary prior to the beginning of the meeting.*

*In accordance with the Americans With Disabilities Act and Section 286.26, Florida Statutes, persons with disabilities needing special accommodation to participate in this meeting should contact the Planning and Development Department no later than 5:00 p.m. on the day preceding the meeting.*

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