

TECHNICAL REPORT 2

**PUBLIC INVOLVEMENT PROGRAM
JACKSONVILLE DOWNTOWN PEOPLE MOVER
FEASIBILITY AND IMPACT STUDIES**

**PREPARED FOR
JACKSONVILLE TRANSPORTATION AUTHORITY**

**PARSONS BRINCKERHOFF/FLOOD & ASSOCIATES
A JOINT VENTURE**

JACKSONVILLE DPM

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TECHNICAL REPORT NO. 2
PUBLIC INVOLVEMENT PROGRAM

OCTOBER 1978

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JACKSONVILLE TRANSPORTATION AUTHORITY

BY
PARSONS BRINCKERHOFF/FLOOD & ASSOCIATES

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INTRODUCTION

This is the second in a series of technical reports and documents the steps taken in the formulation of a Public Involvement Program as Task 2 in the Jacksonville Downtown People Mover Technical/Feasibility Study. The Public Involvement Program involved several phases. The first was the creation of a "mechanism" to both enroll and organize public participation and opinion. The second phase called for the development of a program by which a Citizens Advisory Committee (CAC) could operate. The final phase included the necessary policies for the implementation of a public involvement program. The results of the work in these areas to date forms the body of this report.

At the outset, this Jacksonville DPM Public Involvement Program (PIP) attempted to do more than is normally accomplished in similar transportation programs. Generally, public involvement varies from single public hearings for comments on a predetermined course of action to an active choice between many alternatives. Generally, efforts have stopped short of public participation in the project planning unless public pressure became intense. The Jacksonville Transportation Authority (JTA) has gone further by making the public an active and equal partner in the early planning of the DPM.

In the last two decades public agencies have realized that no major construction project is too far developed to be beyond investigation, criticism, extensive revisions, and all too often complete abandonment of the project. This has happened in DPM projects as well as all other forms of transportation projects. There is hardly any public project and, indeed, many private projects, which are not under intensive public scrutiny. This phenomenon has come in part from the most complete and active public communications and media system in the world, in part from the apparently heavy tax burden on the public, in part from the sudden realization of a finite limit of resources and an enclosed environment but more than any other reason is the visible presence and partnership of some level of government in nearly all

public works projects and their involvement will probably be extensive as long as government participation is extensive.

In recognition of this phenomenon, Congress has mandated review and public participation for most federal programs, including the DPM, at significant steps in the planning and implementation stages. Public involvement has been a long standing fact in Jacksonville, and appropriately, the JTA decided it would be best to involve the public as early as possible in this new transit mode called a Downtown People Mover, in order to increase public understanding. Therefore, the JTA and the Florida Department of Transportation (FDOT) agreed to fund and support a public involvement program even before the federal regulations required such participation. This local effort is the initial step in continuing public participation in transportation planning and the DPM program feasibility.

The first study for a Downtown People Mover in Jacksonville, Florida was done in 1972, by a consultant, with public participation and under the aegis of the FDOT in response to local interest in having such a transit alternative. In 1976, the Jacksonville Downtown People Mover (DPM) Study was updated and modified by the JTA and the Jacksonville Area Planning Board (JAPB) and then submitted by the JTA to the U. S. Urban Mass Transportation Administration (UMTA) as an application for a demonstration grant to build a DPM for downtown Jacksonville. This application responded to a nationwide competition sponsored by UMTA to fund the engineering and construction of three DPM systems in the United States to demonstrate the feasibility of DPM's in an actual urban environment. The Jacksonville DPM application was one of eleven finalists in the screening process. After much consideration, UMTA selected four cities for construction of a DPM. Jacksonville was not one of the four cities. However, the Jacksonville project application was of such merit that UMTA decided to provide planning funds for a feasibility study for a Jacksonville DPM. In response to that offer, the JTA, in December 1977, issued a request for proposals to do this

Jacksonville DPM Technical/Feasibility Study. By mid-June 1978, a consultant had been selected, a contract negotiated, and work had begun.

As conceived in the 1976 application to UMTA, the Jacksonville DPM consisted of approximately 4.2 miles of double guideway system in a double 'L' pattern through the downtown area of Jacksonville and across the St. Johns River into Southside. The first construction phase of the DPM program consisted of a two-way segment of elevated guideway about 1.8 miles long with seven stations. Phase I extended from the hospital medical complex at the intersection of 8th Street and Hogan Creek, southward along Hogan Creek through the Jacksonville Junior College campus and down Hogan Street, past Hemming Park until it reached Water Street. Here the alignment turned eastward and followed Water Street to the City government buildings at the intersection of Market and Water Streets. The 1976 capital cost outlay for this Phase I of the system was estimated to be approximately thirty-four million dollars (\$34,000,000) with local government funding of ten percent (10%); FDOT, ten percent (10%); and UMTA, eighty percent (80%). The initial fare for the DPM was to be fifteen cents (\$0.15) and the revenues derived from the fare box were considered sufficient to maintain and operate the system.

Although the description above details the basic system configuration as proposed in the application to UMTA, this technical study will consider all practical route alternatives and systems to determine the feasibility of the Jacksonville DPM. Therefore, the description of the demonstration project is only valid as a historic reference and as an alternative. The final system configuration determined during the study will in all probability differ from the one outlined in the UMTA application.

The CAC will participate in the DPM planning process by forming their own alternative. Their route will be tested equally with the other alternatives during the alternative analysis

which is a later part of this technical study. The CAC is now participating in the formulation of the system parameters, which will determine the range of vehicle and guideway type to be used. The CAC will also review and participate in the formulation of the Environmental Impact Profiles (EIP's), which will be used to judge the relative changes caused by the systems. Finally, the CAC will participate in the alternative analysis process itself. This heavy CAC involvement requires a working organization and a plan for public involvement in order to respond to project schedules and decision making requirements. This technical report recounts the efforts made to establish this necessary public participation framework.

BACKGROUND AND APPROACH TO PUBLIC INVOLVEMENT

The creation of a formal and effective Public Involvement Program presents an initial complex question of its own—What kind of organizational structure is best suited to this study and to the participation of Jacksonville citizens. There are several possible answers. One might be to develop a complex and highly structured organization in which each problem can be delegated and compartmentalized. The second method could establish a loose and resilient organization in which the solution to each problem is a result of a complementary and non-repetitive effort by various members of ad hoc groups. A final method of dealing with planning problems is simply to provide a forum for reaction by the public to plans provided by others, rather than pre-planned participation. Historically, the public forum has been the rule, with planning, zoning, and similar commissions generally being the vehicle for public action in civic affairs. It was felt by the JTA, however, that a more positive agent was needed to insure public input, so they organized, through the Mayor's Office, a Citizens Advisory Committee.

Organizing the Citizens Advisory Committee (CAC) presented further difficulties. In the first instance, few citizen committees have successfully involved themselves actively in highly technical questions, and even fewer in DPM technology. To allow for intelligent participation, the committee had to be willing to do a fair amount of 'homework'. It also meant that the CAC working groups had to be structured to meet both technical and schedule demands. Chronological structuring is necessary because some work, finance for instance, does not become important until later stages of the project. Others, such as planning and urban design, are very important at the beginning of the study. Still others, such as citizen awareness, are necessary throughout the study.

Another major problem with regard to the committees' organization was the lack of any sort of guidelines. Citizen involvement, in general, has been more active in Jacksonville than in

many other cities. Because the Downtown People Mover is so new, there are no federal regulations on the subject. The CAC and the JTA staff have had to create their own procedures. The Public Involvement Program for the Jacksonville DPM may become a guide for people mover projects in other urban areas and represent a new technique in transportation planning.

The basic aims motivating the creation of the Citizens Advisory Committee are:

1. to insure continuous and active public input;
2. to increase awareness of the desires and needs of particular (interest) groups;
3. to extend and strengthen general awareness of the project;
4. to take maximum advantage of Jacksonville's human resources.

Setting up a system to meet all these aims calls for walking a middle path. On one hand, if the committee is too large, it can become unwieldy and difficult to coordinate. On the other hand, some may interpret any action to limit the size as being exclusionary and an attempt to control the activities of the CAC. The problem is further complicated because of the variety of ways the community may be disaggregated in the study area. Most of the CAC members could be identified with the interests of more than one group; by profession, employment, project site, residential area, clubs and leagues, race, income, etc. Moreover, the DPM is a rather specific transportation method that serves a relatively small geographical area but has the potential to affect most of the citizens. The CAC could easily become less than representative of the entire community and therefore bias its input to the study. Solving this problem from both a procedural and membership standpoint would mean the institution of arbitrary rules and quotas. Consequently, to preserve an open membership policy and insure a neutral approach, a set of principles with ultimate goals of objectivity were adopted by the Executive Committee to guide the CAC in its activities. These principles are as follows:

1. The CAC shall impartially review and evaluate the DPM.

2. The CAC shall determine from their review and evaluation of the DPM whether or not it is a suitable and feasible transportation system for Jacksonville.
3. The CAC shall act neither for nor against the DPM until determination of the suitability and desirability of the DPM has been made.
4. The CAC shall ask for and include public opinion in its recommendation to the JTA.

Notwithstanding these very desirable ideals, the tendency to have too many members from special interests remains due to the specialized subject matter. The best insurance policy against partiality and bias is a sincere concern that tax dollars are spent efficiently and the DPM will serve Jacksonville effectively. This interest has surfaced in many of the meetings and when combined with the principles above, should insure the reasonable and impartial participation and judgement by the citizens.

CAC DEVELOPMENT

The development of the CAC began with a loosely structured group of about 40 citizens from the community, representing various organizations and institutions. The JTA made the initial membership solicitation. A list of the original members may be found in the appendix of this report, and, as is evident, the group was as broadly based as might be hoped for at this initial stage. The CAC involvement with the people mover study began with the goal selection process.

Goal Selection—The importance of choosing goals and objectives for a transportation project cannot be understated. Goals should be chosen that are representative of community desires, which are directed towards an achievable end, and still allow for innovation. This is particularly true in a project that involves not only state-of-the-art technology, but systems that are relatively untested in the urban environment. With these facts in mind, initial goals and objectives were developed by the consultant in conjunction with the JTA staff and presented to the CAC on July 13, 1978 for their discussion. After some revisions, they were adopted on August 3, 1978. A more detailed description of this process may be found in Technical Report No. 1 together with a discussion of the goals themselves.

Subcommittee Format—Following establishment of the goals, several recommendations were made by the consultant to amend the structure and the membership of the CAC. These proposals were based on interviews with local citizens, consultant experience with public participation on other projects, and an analysis of the issues and impacts that an advanced transportation project would initiate within the urban environment of Jacksonville.

The first recommendation was to create working subcommittees through which the CAC could fulfill its role as an active partner in the planning process. The initial organizational

chart is shown in the appendix. This chart was modified by the CAC in subsequent discussions and the final chart is included here. The CAC membership was expanded and each of the subcommittees manned. The full CAC ratified the nomination of the officers and subcommittee chairpersons. The list of current officers, along with a summary of subcommittee responsibilities is listed below.

EXECUTIVE COMMITTEE

Frank J. Surface..... Chairman

James P. Citrano..... Vice Chairman

Susan Whitesides..... Secretary

Anne Grimes..... Subcommittee Chairperson

Emilio Zeller..... Subcommittee Chairperson

William Fryar..... Subcommittee Chairperson

Nancie S. Crabbe..... Subcommittee Chairperson

John Lewis..... Subcommittee Chairperson

Tom Allerton..... Subcommittee Chairperson

Areas of Responsibility—To oversee public involvement program and its activities; to represent the committee as a whole when they are not in session; to make recommendations on a DPM; to oversee public involvement program administration

CITIZENS AWARENESS SUBCOMMITTEE

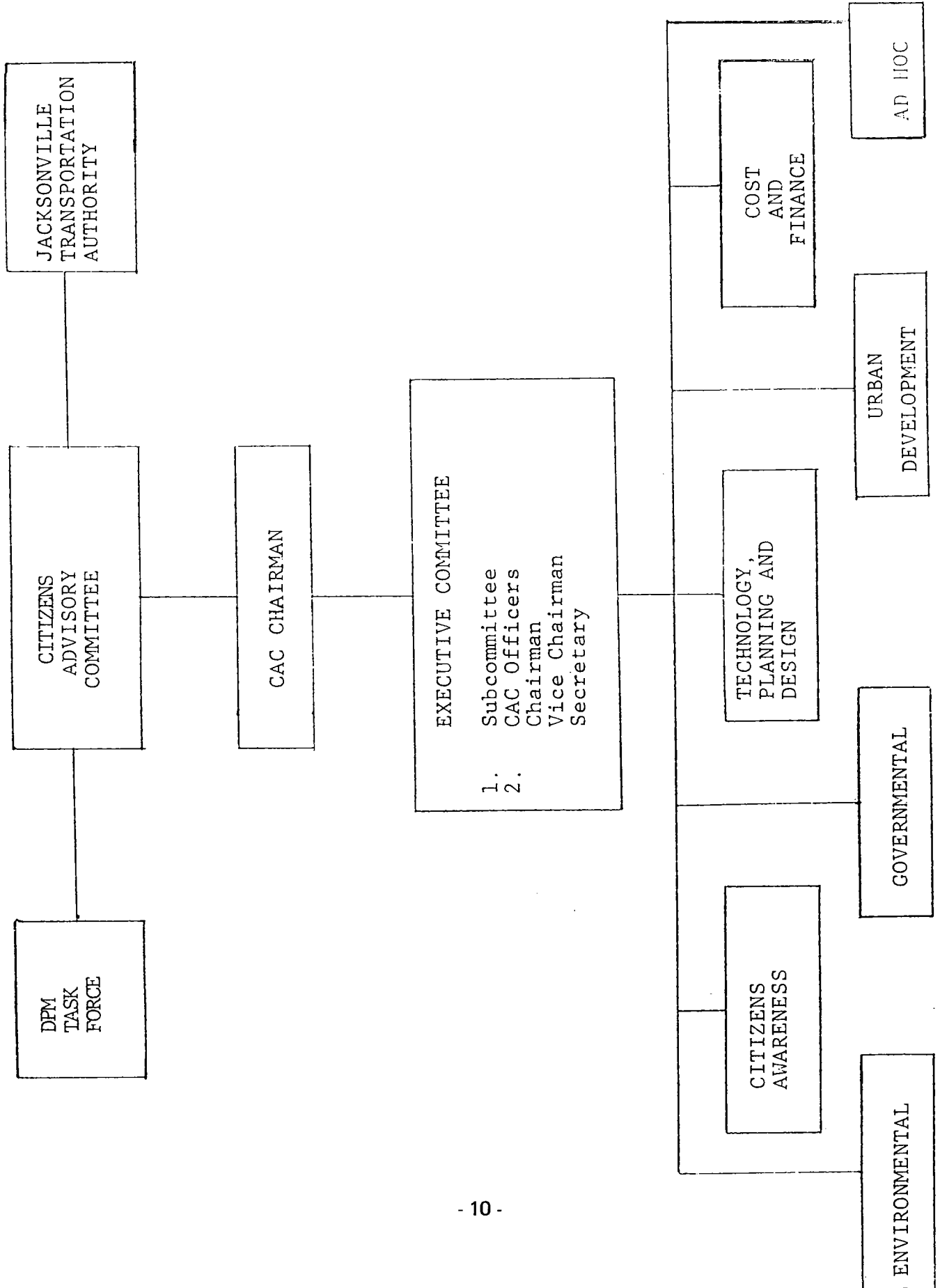
Anne Grimes..... Chairperson

Areas of Responsibility—To develop public involvement program and recommend to CAC and Executive Committee; to develop mass media program; to develop speakers bureau; to formulate public forum program; to implement a program to reach citizens of DPM impact area; to obtain citizen input and comment; to insure public understanding of DPM program

ENVIRONMENTAL SUBCOMMITTEE

Emilio Zeller..... Chairperson

August 3, 1978



Areas of Responsibility—To describe existing environmental conditions; to determine the environmental impacts of a DPM system; the preparation of environmental assessment overview; citizens input into environmental considerations

TECHNOLOGY, PLANNING & DESIGN SUBCOMMITTEE

William Fryar..... Chairperson

Areas of Responsibility—System technical specifications; vehicle; guideway; propulsion; control and communications; system reliability; maintainability and safety; DPM structural system; travel assignment and ridership development forecasts; corridor and route selection; system specifications; station and site design; support facility design; aesthetic quality

GOVERNMENTAL SUBCOMMITTEE

Nancie S. Crabbe... Chairperson

Areas of Responsibility—Existing governmental structure and effectiveness for DPM; necessary requirements for implementation of DPM; inter-governmental relationships; recommendations on remedial changes to implement the DPM; governmental input to the development of the DPM

COST AND FINANCE SUBCOMMITTEE

John Lewis..... Chairperson

Areas of Responsibility—Operation and maintenance; capital cost and funding; maintenance and operations cost and funding; system revenue and subsidies; value capture and joint development revenues; system cost effectiveness; system funding

URBAN DEVELOPMENT SUBCOMMITTEE

Tom Allerton..... Chairperson

Areas of Responsibility—CBD development; urban development strategies; CBD land use, and

development plan; regional comprehensive planning; joint development value capture; regional transportation balance.

The basic notion was to create six functional groups, and one Executive Committee, composed of all subcommittee chairpersons to coordinate activities. A brief description of each subcommittee as it has functioned in practice is given in the following paragraphs.

The Executive Committee is charged with overseeing the public involvement program, including both substantive and administrative matters. The subcommittee is also empowered to represent and act for the CAC when it is not in session. In practice, the group has dealt with several issues. The first was to nominate chairpersons for the subcommittees. The JTA and many of the active members of the CAC have made some recommendations for the positions, and volunteers have stepped forward in other cases. The input of the chairpersons was particularly important in the organizing of the subcommittees and soliciting the cooperation of the members. It is essential the chairpersons continue to guide the work of the subcommittees, not only to validate the group's work, but to underscore the fact that this is a citizen-run organization and not merely a facade to gain government support. In addition, chairpersons must keep abreast of schedule revisions and the informational needs of members. Often it is difficult for the staff to determine from a layperson's point of view the form and emphasis needed for information provided.

Two important issues that are currently under consideration are the planning balance sheet and the alternative selection process. The role of the Executive Committee will come to the first decision point on December 18, 1978. At that time, the subcommittee will be asked to arrive at a consensus for the weighting of all goals listed on the balance sheet. These weights will allow the evaluation of each alternative according to each subcommittee's area of interest (the balance sheet is explained in detail in Technical Report No. 3). At the same meeting, the final CAC route alternative will be amended, if necessary, based on the results of a route selection process explained in the following section.

The most active of the subcommittees has been the Technology, Planning and Design Subcommittee (TPD). Members of this subcommittee have been asked to make many decisions requiring a working knowledge of the technical issues involved. Throughout the series of meetings needed to resolve these questions, subcommittee members have shown a sincere interest in making informed and practical decisions. Questions involved have ranged from reliability estimates to hours of operation. Rather than make a specific choice in each of these and other areas, the TPD subcommittee has set a series of parameters to work within. This process has required large amounts of information from the consultants as well as sustained effort on the part of the subcommittee. The importance of the issues, however, demanded no less. A typical discussion of a parameter would include an explanation of the information in question, as well as its ramifications by the consultant. There followed a point by point discussion of the parameter which usually involved several members setting forth their perceptions of community needs and desires with regard to that element of the system. The subcommittee keenly felt its responsibility in approving these parameters and voted on each issue if a general agreement could not be reached. In this way, the subcommittee formulated a complete set of parameters for all system elements.

The Citizens Awareness Subcommittee has become very active in more recent stages of the study. Their chief task has been organizing the public information and involvement activities listed in the final section of this report. Subcommittee discussions have centered around the extent of public involvement desired and needed, and the methods of reaching the public. The most noticeable example of this group's work is the "Headways" newsletter, a copy of which is included in the appendix of this report.

The remaining four subcommittees have been active to varying degrees. All subcommittees reviewed and weighted the goals for use in the alternatives analysis. Their involvement is keyed to work in the study which, for the most part, has yet to be undertaken, with the result being that meetings have been as much administrative as substantive.

The Environmental Subcommittee has begun a review of the Environmental Baseline Survey, a report on the existing conditions in the study area. The primary future tasks of this group will be the review of the environmental impact profiles of each route, and a more detailed assessment of the recommended alternative. This assessment will call for many of the members to be familiar with both technical impact information as well as the local resources and services that may be affected.

The Cost and Finance Subcommittee has, at this point, had no significant tasks. This is not unusual in that this type of information is not generally derived until later stages of a project. Preliminary order-of-magnitude costs will be discussed beginning in January.

The work of the Governmental Subcommittee also has been slow in getting started. In many ways, this is a specialized area within the concern of the Citizens Awareness Subcommittee, but it was felt that a particular effort should be made, not only to make various agencies of the government aware of the study, but to solicit their involvement as well. The Governmental Subcommittee is charged with the responsibility to coordinate all government actions during the decision on the DPM and actions necessary to implement and construct the DPM if the decision should be positive. The subcommittee is already at work on the implications of the CAC route selection.

The Urban Development Subcommittee potentially has a very important role, in light of the fact that the study essentially involves the central business district (CBD) and surrounding areas. The responsibilities of this group include CBD development issues; regional comprehensive planning, joint development, and value capture potential. Again, the impact of this group is now being felt during the formulation of the CAC alternative route.

The Jacksonville DPM Feasibility Study has large elements of research included in its work scope, including citizens participation elements. Therefore, in order to accommodate un-

known functions, special interest groups or specific committee decisions by the CAC, an Ad Hoc Subcommittee function was provided to easily incorporate topical or special function groups. To date, this Ad Hoc mechanism has not been used by the CAC membership, but is still available.

Procedural Problems—A fact that may be noted about these subcommittees is that their scopes overlap due to the integrated functional elements of the study. In practice, each has tended to narrowly interpret their areas of responsibility according to their own perceptions and overlap has not been a problem. Consistent with the goals of these groups, efforts have been made by the consultants to make their tasks more understandable and meaningful. Both the consultant and the JTA have encouraged citizen control (as noted with reference to chairpersons earlier) of both the substance and the structure of the meetings. An attempt has been made to eliminate technical jargon and non-essential details. As a result, long meetings, a major complaint of members, have been shortened and member interest has increased proportionally.

In addition to these changes, the JTA has instituted a formal notification and information system. All subcommittee members receive, in advance of meetings, minutes, schedules and data prepared by the JTA staff with input from the consultants. Member participation has increased and a shift from mere reaction to active planning has occurred.

Organizational Issues—As they were encountered, problems were identified and, to the extent possible, resolved. One such problem was membership size and representational balance. Because the subcommittees are functionally organized and much smaller than the full CAC, they have dealt with each case individually, rather than adopting general rules. More specifically, when a certain faction was seen to be under-represented on a subcommittee, efforts were made to recruit the necessary balance of representatives. The black community

is one such group where reasons for this are not entirely clear; there was only small representation on many subcommittees. Efforts to enlist the support and involvement of blacks in the study area have brought about an increase to 20% of the entire CAC, though still somewhat unevenly distributed among the subcommittees.

Another group that has had some representation problems has been the business community. There is a concern that not all segments of the business community are involved. The fact that many businessmen may not have identified a downtown people mover as a pressing concern can be tied to the traditional view of the transportation/development linkage. Perhaps this may be cleared up by showing that there does exist a very close relationship between the two where a DPM is concerned. Participation by the business community is extremely important for this reason. A much larger CAC membership has alleviated this problem to some degree.

The question of an 'opposition' has been avoided by the CAC's taking a neutral position at this point in the study. When an alternative is recommended, the issue may appear, though it is impossible to say whether members of the CAC who hold the minority viewpoint will continue to work from within. In general, most opposition groups prefer to work from the outside, lest they be identified with a specific group.

In summary, the JTA and the citizens of Jacksonville, established the CAC, organized its structure, expanded its initial membership and implemented the Public Involvement Program as a citizen-run effort. An organizational chart, a current membership list, and a list of the institutions represented are included in the appendix of this report. The following section will cover the range of work that the CAC, primarily through its subcommittees, is or will be involved in, including the aforementioned balance sheet and route selection process.

ISSUES OF PUBLIC INVOLVEMENT

In addition to the restructuring of the CAC, the major DPM issues concerned with public involvement had to be identified and methods found to address these issues. In mid-August of 1978, a public involvement expert from the consulting team visited Jacksonville and interviewed twelve members of the CAC as well as selected staff. The purpose of the interviews was to elicit from the interviewees, very early in the study and the planning process, their understanding of the major issues involved in the DPM program and public participation. The results of these interviews as well as the persons interviewed are included in the appendix of this report. Out of these interviews, eight major issues were revealed and include:

1. CAC membership
2. financial feasibility
3. route location
4. governmental involvement
5. relocation and displacement
6. accessibility and service
7. CBD redevelopment
8. environmental impacts

Each of these issues are described in more detail below, together with actions taken to resolve each issues. The issues were identified early in the study in order to be able to guide the program more effectively.

CAC MEMBERSHIP

The citizens advisory committee is the mechanism of participation most frequently used with transportation projects in the United States. Such CAC groups can be a valuable source of informed and continuing public input to the planning process and communication with groups potentially affected by the proposed project.

Recent conversations with the CAC members interviewed revealed that a major shortcoming of the committee approach was the problem of membership selection. If members are appointed, the committee would lay itself open to charges of manipulation and exclusion. If the membership is self-selected, the process of getting equitable representation of all diverse interests are poor. Thus, the single most important factor in a CAC success and the ultimate credibility of the entire DPM planning process is a widespread public agreement that the committee members have been fairly selected and are reasonably representative of all appropriate segments of the general public. The DPM project is bound to be controversial. While it would be impossible to secure unanimous agreement in the region on the desirability of any particular course of action, it is essential that the project sponsors have high public perception of the openness or fairness of the public involvement process which was used to arrive at the ultimate decision. Further, if a DPM is found to be feasible for Jacksonville, federal regulations require the public involvement program in subsequent design and engineering phases of the DPM study. Since the JTA has voluntarily begun the public involvement program during this feasibility study, UMTA will scrutinize the entire program for any evidence of citizen exclusion or elitism. For these reasons, there was no clear consensus among the CAC members themselves on how to provide an open and yet representative membership for itself.

As a result, the CAC Executive Committee and the JTA decided to contact all known and identifiable groups which had any reasonable input into the DPM study and solicit their recommendations for additional CAC membership. The attached list shows all identifiable groups contacted and lists their recommendation for membership. The CAC membership at the time of the writing of this report stood at 120 members. The majority of the members represent an organization within the community, but there are a few members of the CAC who represent themselves or have joined because of their special interest in the DPM.

The major disadvantage of this more open selection of membership is that the CAC may

grow to the point where it is unwieldy. Such fears were in fact discussed by several CAC members interviewed at the beginning of the study, who felt that with a large number of people, it would be impossible to obtain meaningful input from all the participants. To overcome this disadvantage, the Executive Committee decided to assign to each of the six individual subcommittees a major responsibility for the work of the CAC. The result has been that the subcommittees are actively participating in the planning of the DPM project, in the structure of the CAC and implementation of the Public Involvement Program itself. The Executive Committee is now functioning as a clearinghouse and coordinating body for the CAC program. The full CAC meets monthly or on special call to handle specific topics. At these larger meetings, general information and presentations are made to the committee as a whole. In addition, ratification, approval and adoption of major actions or elements of the DPM project are made by the CAC from recommendations of the individual subcommittees.

FINANCIAL FEASIBILITY

Financial feasibility was identified as the most important local issue by well over half of the persons interviewed in mid-August. The major concern of these interviewees as well as subsequent discussions with other members of the CAC, was the determination of an acceptable operating cost for the DPM project. Jacksonville is a conservative community that takes pride in a low tax rate and a prudent attitude towards public spending. While it is generally conceded that the DPM may require some operating subsidies, there is a general consensus by the CAC membership that the DPM project should not become a financial burden to the City of Jacksonville. This concern with financial feasibility identifies itself in three primary areas: (a) the operating cost must be a major part of the evaluation of any of the alternatives (b) the cost savings in operation and the capital construction should be a major consideration in designing of the options for the system (c) if subsidies are unavoidable, a public information program will be essential, if the project is to get a fair hearing.

To address this major issue the JTA staff instructed their consultant team to begin identifying major costs early in the project. In the initial Scope of Services, the operating and capital costs of the DPM system were to be identified and estimated towards the latter stages of the project. However, the JTA staff instructed the consultant team to include order-of-magnitude costs for each of the alternatives to be evaluated during the process of evaluation and prior to the selection of a final alternative.

ROUTE LOCATION

The interviewees thought that if preliminary investigations indicated that a DPM is feasible, the route location will be a major concern to the citizens at large. The interviews reveal that many special interest groups within the community had well-formed perceptions for the proper location for the DPM. Subsequent conversations with members of the individual subcommittees also revealed their intense interest in the proper DPM location. The proposal application sent by the JTA to UMTA during the competition for a DPM program indicated a definite route and construction phasing for a Jacksonville DPM system. There does not seem to be a general consensus that this was the wrong route, however, there were enough differences of opinion to show that this particular proposal route does not have universal acceptance.

After consultation with the JTA staff and the consultant team, the CAC Executive Committee decided that the citizens themselves should be allowed the opportunity to design and formulate their own route and system alternative. This was a new element introduced by the CAC membership into both the project conception by the JTA and the Scope of Services written for the consultant team. Nevertheless, both of these were altered to allow the citizens to formulate their own route.

INVOLVEMENT BY GOVERNMENT OFFICIALS

Two of the interviewees were members of the City Council and they both felt that the City

Council should be kept informed of the progress of the DPM study. The difference of opinion basically centered around when the City Council should become involved. One council member, together with several of the other interviewees, suggested that the City Council should be brought into the process after a route recommendation had been determined and the CAC adopted a recommended route. The other council member, and several other interviewees, felt that the City Council would ultimately adopt this DPM program, whatever it might be, and they should be kept current on all aspects of the DPM program by presentations at City Council meetings. In addition, it was suggested that additional members of the City Council be appointed to the CAC. Subsequently, all members of the City Council were sent special written invitations to join the CAC and to participate in the CAC route alternative process.

RELOCATION AND DISPLACEMENT

A major concern to the residents of Jacksonville living within the downtown core and within the service area of any proposed DPM is the amount of relocation and displacement that would occur should the DPM be implemented. This relocation and displacement, not only was perceived from a residential and a personal point of view, but also from commercial relocation interests of the downtown businessmen. Jacksonville has gone through several major public works processes that extensively relocated many businesses and individuals. Many of the interviewees felt that each of the proposed alternatives should be evaluated for the number of relocations and displacements they cause. Moreover, they felt that the alternatives to be evaluated should also include a feasible relocation program for those displaced by the DPM alternative.

Therefore, the consultant team has given special emphasis to accurately determine the displacement and relocation impacts of each of the alternatives and during the formulation of environmental impact profiles for each of the alternatives.

ACCESSIBILITY AND SERVICE

One of the issues that continuously surfaced during conversations with members of the CAC was the question of increased accessibility to the downtown area. Many of the CAC members feel that the DPM should do more than increase the circulation within the downtown area. They believe that the DPM should reach out far enough to intercept local traffic coming into the downtown area and divert it into park/ride lots as well as serving some of the intown residential locations to increase their accessibility. This accessibility and service question crosses all lines of interest within the CAC and includes business groups, elderly citizens, handicapped, intown residents, and CAC members who have a general interest in the project.

To a large extent, the CAC members resolved this issue themselves. A study of the CAC Route Alternative will reveal that the route chosen is an intercept concept which services an area much larger than the retail core of the central business district. The CAC route reaches to the fringes of the CBD and intercepts traffic and/or serves many more Jacksonville citizens than the proposal route. This intercept concept was unanimously chosen by the CAC members participating in the charette process.

Coupled with the intercept concept was the concern that the DPM should not reduce the level of bus service to the downtown area. Many members of the CAC wanted the bus system to serve the ends of the DPM so that the accessibility and frequency of service by the general transit system would be increased for the downtown area. As a result, they directed the JTA staff to include in their CAC route alternative an appropriate interface between a regional bus system and their proposed DPM.

CBD REDEVELOPMENT

The issue of CBD redevelopment was one which raised the most diverse attitudes during the interviews. A large number of interviewees and CAC members feel that the DPM system

should primarily serve as a tool for the revitalization of the downtown area. In contrast, there are members of the CAC who feel the DPM should be a tool for increased accessibility to the downtown area. Others are concerned with the advisability of spending large amounts of public works available to the Jacksonville region. Moreover, there are those in the CAC who feel that if nothing is done, then the chances for revitalization of the CBD will be disastrously affected and the chances of such revitalization occurring will be dim. None of these issues are mutually exclusive and all can be partially or wholly satisfied. Ultimately, the resolution of these issues will come out of the public involvement of the CAC during the course of the study. During the process, the CAC will make a recommendation on the feasible alternative. In short, they themselves will resolve this issue through a democratic process.

ENVIRONMENTAL IMPACTS

To a surprising degree, the interviewees and individual members of the CAC have not expressed undue concern that the DPM will have negative environmental impacts in the downtown area of Jacksonville. Most of the expressions are positive and concern themselves with the reduction of air and noise pollution in the downtown area. In any case, the members felt there were adequate environmental safeguards available. Many are encouraged by the prospects of eliminating many of the large surface parking lots. The one major negative impact identified by the members of the CAC seemed to be visual impact. Many of the individual members are familiar with the elevated transit systems in other parts of the country and have made a largely negative transference to Jacksonville. Therefore, a major effort will be made working through the Urban Development Subcommittee to identify and measure the visual impact of any DPM system in the downtown area. In addition, an environmental impact profile will be drawn for each of the alternatives so an equitable analysis can be made.

SCOPE OF CAC ACTIVITIES

As can be seen from the discussion of the subcommittees and of their areas of responsibility it is expected that the range of citizen involvement will be quite comprehensive. The areas of future public involvement are described with respect to their order within the study.

1. Selection of Route Alternatives

The citizens have been asked to design their own route alternative for testing, along with the Do-nothing, Bus Only, and other DPM alignments. The coordination of activities towards this end is being carried out by the Technology, Planning and Design Subcommittee.

In order to insure maximum participation, the entire process was planned to be accomplished over a short series of meetings. At a TPD meeting, the final route selection process to be followed was determined. The major concern that surfaced during the discussion was whether or not the route selection would be adequately thought out, if done quickly. The JTA, along with the consultant, made it clear that a route selection process can lend itself to an intensive schedule, indeed a single meeting, if done correctly. The major advantage of a concentrated effort is that all citizens have the opportunity to hear and thoroughly discuss all opinions with the others. This dynamic process would not be possible in separate meetings stretched out over a long period of time.

Three TPD meetings were scheduled to follow this initial organizational agreement. At the first meeting, the members were presented with all relevant information in a special packet. This material was thoroughly explained to CAC members so they might digest it and be ready for the charette. At the second meeting, the actual route selection was made through a process called Charette. The final meeting was a specifically called meeting of the CAC to resolve any differences and adopt the CAC route alternative. All meetings were open to all

CAC members and the public at large. Most participants were CAC members, but several other citizens did participate. A list of the charette participants is included in the appendix. In addition, a special invitation was made to local media organizations, and representatives of the written, TV and radio media were present.

The second meeting is being referred to as a "charette" after an architectural term which designates any concentrated design effort done within a short single period of time. The charette was scheduled for four hours and, in fact, ran about one hour longer than that. The first part of the period was devoted to a presentation of materials prepared by the consultant, including such important data as land use and development plans, traffic circulation information, employment density, activity center maps, and graphic displays of computer developed trip characteristics. The use of the data was explained this second time in order to place all participants on an equal level of knowledge. Citizens were encouraged to ask any questions they might have throughout the process. Members were given a list of 49 activity centers and asked to rank them as they perceived their importance to be served by a DPM. The results of this ranking are included here and indicate the intuitive understanding of each participant. More importantly, it required each participant to consider relevant aspects of the DPM and transportation aspects as a whole, which prepared them for the next step.

The attendees, which had reached a total of 40-50 persons, were subdivided into smaller work groups for the selection of a route. Each group (five in all) designed an alternative route based on the information presented and their own understanding of the functions of a DPM. A member of the consulting team or the JTA staff was assigned to each group to serve as a "resource" person; to explain details of technology and answer technical questions but did not participate in the discussion. Group discussions were led by members of the TPD subcommittee because their knowledge of the technical aspects was the most complete. In order for the CAC route to be tested on an equal basis with the others, participants were

told not to consider cost as a major factor. They were asked to design the complete system for service and accessibility. After intense discussion and debate, each of the five working groups developed an independent route which was derived from a general consensus of each group.

The five routes thus selected are shown in the appendix and identified by the name of the group leader. The next major step taken in the charette process was the integration of all route proposals, and reconciling those features which were significantly different. Each group leader presented their route and its salient features. Questions were asked and comments made by the other participants. Then, selecting their own sequence, the participants began deciding on which pieces of each route were to be used, if any. Although there were widely divergent points of view on some links, a consensus was reached in most cases. Those links where no compromise could be reached were decided upon by taking a vote. Using this procedure, a final route was decided for upon each link individually. Then, in order to validate the system as a whole, a vote on the entire system was taken. It was approved un-animously.

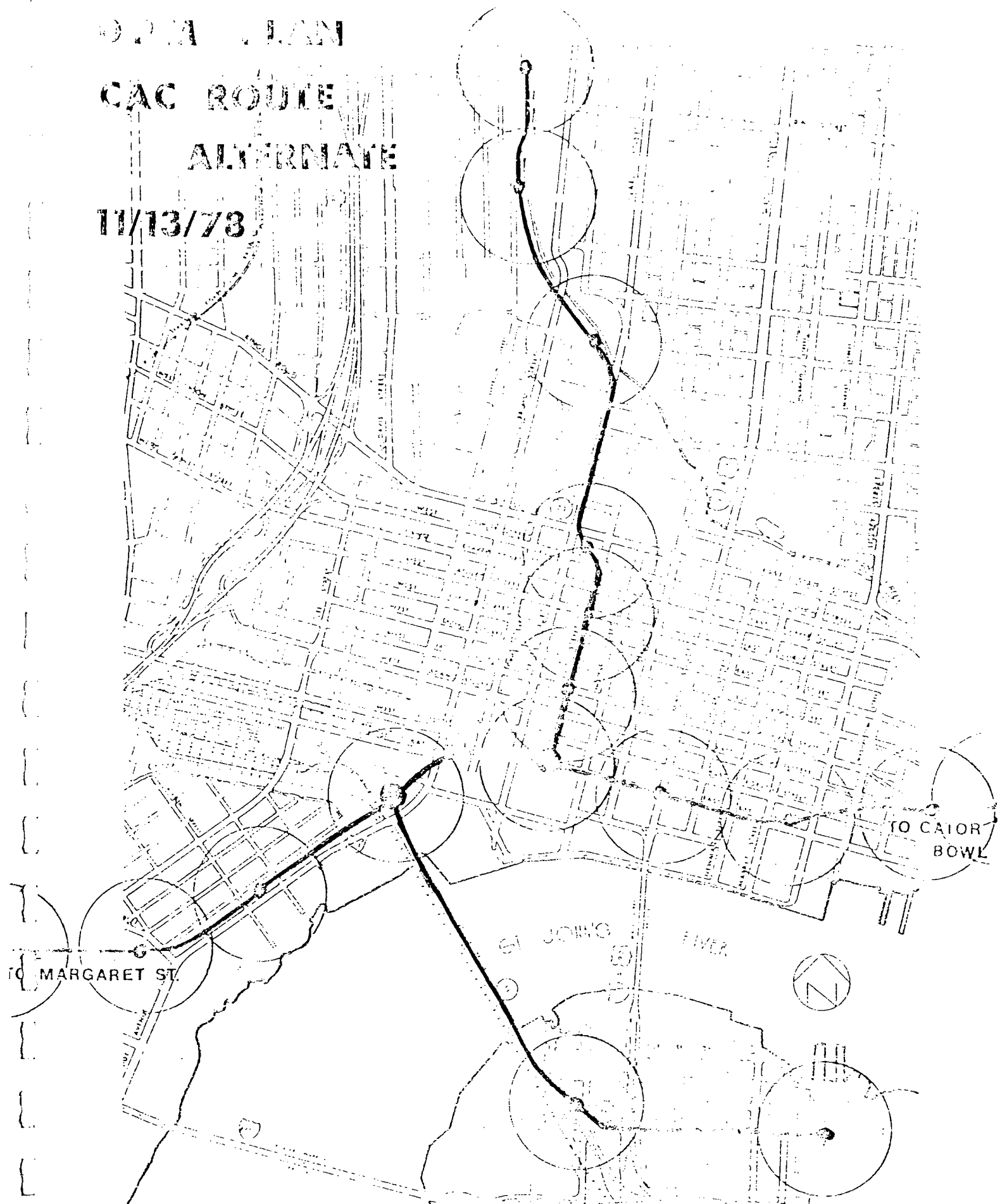
A special meeting of the entire CAC was held on November 17, 1978 to adopt the CAC route recommended during the charette process. After some discussion of certain features, the route alternative was approved as designed. Though a relatively novel approach to citizen participation, this method has shown to be a workable, and an effective vehicle for citizen input to the route alternative selection process. While the CAC alternative is only one of several being tested, it has been an unusual opportunity for the Jacksonville public to make a route selection to be compared with those developed by others. In short, the CAC has done more than react to planning by others, it has participated in the DPM planning as an equal partner.

OPEN PLAN

CAC ROUTE

ALTERNATE

11/13/78



2. Selection of Vehicle/Guideway Alternatives

The TPD Subcommittee has been asked to describe parameters on a range of system options to be used for planning rather than a single set of specifications for the system. Information on the technological characteristics was provided by the consultants, and to simplify the decision, a listing of all system parameters was presented in a convenient, "multiple choice" form. For instance, under vehicle performance there are three categories; speed, grade capability, and turning radius. Each of these categories has a range of choices derived from existing DPM systems. The subcommittee members specified which performance parameter (generally a range of choices) they would like to see the system adopt. A summary of system parameters is included here. Choices excluded some possibilities but generally, the parameters included most practical DPM systems now in existence. The consultants fully explained the ramifications of a particular parameter with respect to all others, so that when a decision was made, committee members were fully aware of the implications. The subcommittee requested that the system parameters be re-examined during the alternative evaluation process to insure full consideration of all system choices.

3. Selection of Operations Alternatives

The operations alternatives, as presented to subcommittee members, include the categories for facilities, train control, headways, capacity, guideway characteristics, and train consist. Because system features are all inter-related and must be keyed to demand characteristics, the parameters chosen are flexible. The nature of these decisions and the information required to make them did much to expose members to the practical aspects of a transportation system. Members gradually realized that particular features are needed for certain types of service, and that there are practical limitations of any system's abilities. Having 24-hour service, for example, would be convenient, but may not be operationally possible during the initial stages of development. As issues such as this become clear, it became easier for the group to understand the material and participation increased.

System Parameters

Vehicle Characteristics

Size & Capacity	20 - 100 passengers
Speed	Maximum of 20 mph
Grade Capability	5% grade over 1200 ft. length
Turning Radius	Less than 100 feet
Trainability	Manually coupled/2-4 cars
Propulsion	DC traction electric motor or Linear induction motor
Suspension	Pneumatic rubber tired or Solid rubber running wheel
Braking	Mechanical, pneumatic, or dynamic Emergency braking rate of not less than 6 ft/sec ²
Switching	On-board with mechanical entrap- ment or guideway displacement
Command and Control	Fixed or moving block; full computer operation with mechanical backup
Reliability	In excess of 99%
Maintainability	Mean time before failure - not less than 500 hours; mean time to restore service - not greater than 30 minutes
<u>Operations</u>	
Headways	Peak hour - 1-5 minutes Off peak hour - 5-10 minutes Sundays & Holidays - 10 minutes or on demand
Facilities	Partially manned during peak hours; Minimum of visible personnel
Security	TV surveillance; communications system; roving patrols
Fares	0 - 25¢ Flat fare Semi-automated collection
Passenger Comfort	CBD stations heated and air-con- ditioned; intermodal stations - forced ventilation only; no rest- room facilities; vertical circu- lation equal to capacity for 15 minute peak patronage; barrier free stations for elderly and the handicapped

4. Selection of Fare Alternatives

Fare is usually a very sensitive issue, both politically and in terms of DPM operation and ridership. The subcommittees discussed this problem and responded by simply eliminating the extremes at both ends. They felt the final decision on the fare level will depend on many variables, including the operating cost of the system. The subcommittee felt that a system as small as a downtown people mover would be impractical for a zone fare. Therefore, a flat fare structure was chosen. The type of fare collection system used was another consideration made with respect to fare alternatives. The examples of fully automated systems, such as BART and Metro, and of manned systems, such as New York, were discussed. In the interests of low maintenance costs and simplicity, and the general characteristics of a DPM system, a solution somewhere between the two seemed desirable and an automated coin or token system was chosen.

The primary implication of fare level and structure are its effects on ridership. As fares rise, ridership may fall and vice versa. The limitations on these effects can be predicted based on factors of total income levels, availability of substitute services, and the attractiveness of the system. At this stage of the study when several route and system alternatives are being considered, a single fare level will be used. Later when one route and system alternative is chosen and analyzed for feasibility, several fare levels will be tested for their effect on ridership.

5. Comparative Evaluation of Alternatives

The first step for the citizens in the evaluation process is the rating of the planning balance sheet. All of the subcommittees have expressed, through their weighting of project goals, the relative importance of each goal to the others. Following the testing of all route alternatives for ridership and the development of an impact profile, the groups will be asked to take up the balance sheet again together with the final weights chosen by the CAC Executive

Committee is only one of a variety that could be used. This particular one was adopted because of its simplicity.

The approach taken by the subcommittees in weighting goals varied somewhat. While a consensus was reached in most cases, a numerical averaging technique was used by certain subcommittees for particular goals. In general, discussion tended to be more extended in those committees trying to reach a consensus. A few members even questioned the validity of the goals, although they did concede to weight them once their dissatisfaction was put into the record. Deliberations on the goals centered around both the primary purpose of the system, redevelopment or transportation, and the financial and environmental considerations involved. The redevelopment versus transportation discussions were particularly important in clearing up some members' misconceptions about the system's potential. Although each subcommittee varied in its perception of the significance of individual goals, the final decisions reached in each were fairly consistent with one another. The CAC Executive Committee reconciled the differences of each subcommittee and adopted the weights shown on the included balance sheet in December, 1978.

6. Selection of a Recommended Alternative

The CAC's participation in the alternative selection process will be largely through the completion of the remaining sections of the balance sheet. Here each alternative will be scored by participants on a scale of 0 to 10 on how well it satisfies each goal. Like the goal weighting, the scoring will have an element of subjectivity about it. It is very possible that several problems will arise as a result of differing interpretations of the goals during the scoring by each subcommittee. If significant variances arise, it will again be up to the Executive Subcommittee to reconcile differences and reach a consensus. The CAC will then make a recommendation to the JTA Board on the selection of an alternative. It will be up to the Board, of course, to make the final decision on the final route and system alternative.

DEC 18 1978

PLANNING BALANCE SHEET

JACKSONVILLE DPM TECHNICAL STUDY

GOALS AND OBJECTIVES OF THE CAC

TPD	UDS	GOV	C&F	ENS	CASC	EXS COMM
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1. Revitalize the downtown area as a retail and office center.	8	14	9	12	8	10	15
2. Promote increased use of the downtown area as the cultural, educational and recreational center of the region.	12	10	8	7	9	20	13
3. Encourage public-private joint development opportunities.	9	6	8	6	7	5	7
4. Minimize the public development costs.	5	7	2	9	8	5	5
5. Strengthen the opportunities for in-town residential development.	11	6	10	7	10	14	7
6. Improve downtown area access and mobility for all persons, especially low income, the elderly, and the handicapped.	10	12	10	8	10	9	6
7. Provide an efficient, reliable and pleasurable service.	6	8	10	4	5	6	6
8. Encourage the separation of pedestrian and vehicular traffic.	4	5	10	5	4	5	4
9. Promote increased transit ridership.	8	7	7	8	9	6	9
10. Reduce pollution and consumption of energy and minimize other environmental impacts.	9	8	5	10	17	8	10
11. Create a financially viable DPM system.	10	8	11	13	9	6	10
12. Create a functional and operationally workable DPM system.	8	9	10	11	4	6	8
13. Provide an open and responsive planning process and inspire a high level of citizen participation.							
TOTALS	100	100	100	100	100	100	100

*Cannot be given a numerical value.

It is expected that during the evaluation of alternatives and the selection process, the community, via the CAC, will articulate its concerns. Discussions within the subcommittees, and at CAC meetings has shown that a clear picture of the "plus and minus" sides of a DPM is desired. Questions have arisen concerning system funding, costs, source of the local share, subsidies, timing of the DPM and its possibilities for expansion. The analysis of the issues during the feasibility phase of the study will answer most of these and other questions. The CAC members have emphasized their desire to see if any DPM is really justified. The Do-nothing and Bus Only alternatives will be considered and the paramount question of having any DPM will be decided for the CAC during the selection of alternatives. The six functional subcommittees will scrutinize all study results individually and then the CAC will debate the issues as a committee of the whole. With all this discussion and debate, it is safe to assume that they will support only a system that is considered valid for Jacksonville.

7. Urban Development

In the many previous studies for both a downtown people mover and downtown redevelopment, varying plans have been made for the area covered within this project. One of the major problems has been a lack of understanding of integration of these plans, in spite of the intense efforts by the Jacksonville Downtown Development Authority. It is a premise of this study that there is a need for coordinated implementation of CBD revitalization. It is hoped that the community, through this subcommittee, will play a larger role in redevelopment planning during the feasibility study for the DPM. The consolidated city government early in the decade made a commitment to revitalizing the city core. This is more achievable if development and transportation plans are integrated, including the development of office buildings, hotel-convention complexes, retail developments, and the creation of several pedestrian malls and "skywalks". Examination of these proposals can be aided by applying a practical framework of financial and funding techniques to evaluate and capture incremental value changes for the benefit of the CBD revitalization as a whole.

Membership of the subcommittee already includes both downtown merchants, area workers and CBD residents. Efforts have been made to increase its size to insure full representation of downtown interests. The group has expressed an interest in taking an active part in the planning, because of the potential stake they may have in such plans.

8. Determination of Overall Project Feasibility

As noted previously in this report and in Technical Report No. 1, one role of the CAC is to review the findings of the consultant and make its recommendation on feasibility to the JTA Board. A project's feasibility is determined in a number of ways - technically, environmentally, financially and just as importantly, its acceptability to the community.

Given the present structure of the CAC, reviewing project feasibility should not present any major problems. Each subcommittee should be able to apply the relative expertise they will have developed by that time. The TPD Subcommittee will handle the technical aspects. Environmental issues, and there will undoubtedly be several, will be dealt with by the Environmental Subcommittee. Financial matters, namely the questions noted earlier concerning costs, funding sources and subsidies, will be dealt with by the Cost and Finance Subcommittee. The community acceptability issue is a broader concern of the whole CAC, though their focus will be through the Citizens Awareness Subcommittee. This involvement takes two forms. The first is insuring that both the benefits and costs of the proposed system, whether it is an automated people mover or not, and the second is to receive public feedback and inject it into the study. The Governmental Subcommittee will insure feasibility for government planning and implementation. The DPM alternative that might be chosen will be evaluated on its ability to revitalize the city core area by the Urban Development Subcommittee.

IMPLEMENTATION OF PUBLIC INVOLVEMENT PROGRAM

In order for the Citizens Advisory Committee to be a useful source for public input, a program for the implementation of its public involvement program must exist. The creation of the CAC itself, of course, is the first step in the process, and its restructuring and expansion were the initial changes in response to public reaction. With this framework in place, the continuation of implementation activities can be primarily left to the responsible committee, Citizens Awareness Subcommittee (CAS).

The CAS, after several meetings, organized an activities program. The first item on the agenda is a newsletter, the initial issue of which has been distributed. The topics and schedules for further issues have been prepared (as shown here) and will be detailed by the subcommittee before publishing time. Several other public participation techniques have been planned and yet others discussed. These include:

1. **Speakers Bureau**—This will be manned by interested CAC members and possibly by JTA staff personnel.
2. **Direct Mailings**—The newsletter "Headways" is the first example. It will be published as often as determined necessary, and will be informative rather than advocative. Special flyers, meeting announcements and data are to be sent as necessary. Packages of information, a meeting calendar and minutes are sent to subcommittee members on a regular basis.
3. **News and Public Service Features**—Included in this category are press releases and briefings, feature stories, public service announcements and programs.
4. **Public Meetings**—All CAC meetings are announced and open to the public. The CAS has considered some 'mini' public hearings if warranted in neighborhoods in the study area.
5. **Special Communication**—Interviews with key city and community leaders have been done. TV and radio talks are being used.

General Newsletter Topics

1st Newsletter - November 1

What is a DPM
What is the Technical Study
What is the CAC
Meeting Schedule

2nd Newsletter - November 15

Route alternative selection process
Historical DPM routes
System/Route alternatives to be tested
Goals and Objectives and Balance Sheet

3rd Newsletter - December 1

What is Value Capture
Trip Generators
Route Constraints

4th Newsletter - December 15

Explanation of Routes
CAC
Proposal
New

5th Newsletter - January 1

Route Comparisons
-input from computer testing

6th Newsletter - January 15

Hardware Issue

7th Newsletter - February 1

Selection of Best Route
-Description of why chosen

Mar 1, Apr 1, May 1, Jun 1 = Further system description and reporting

6. Surveys—Samples of public opinion at various points during the study have been discussed.
7. Project Information Brochures—These will be considered when a more final determination on an alternative has been made and will be handed out through city information booths.
8. Displays—Graphic presentations of project information at shopping malls, schools, downtown office buildings will be provided.
9. Meeting Handouts and Questionnaires—These will be used at public and CAC meetings to monitor attitudes towards the program.

To assist in the organization, scheduling, and implementation of these activities, the JTA has hired a Community Involvement Manager. In addition, a public relations specialist has been engaged to aid in the preparation of the newsletter.

The job of Community Involvement Manager involves the scheduling of meetings, advertising the availability of a speakers bureau, the development and maintenance of a mailing list, preparation of material for the meetings, and formulation of public involvement program strategies, coordination of media activities, the monitoring and (if necessary) revision of the program, and the evaluation of public feedback. These tasks will be performed with the help and advice of the CAS, of course. The consultant assists the JTA staff in the presentation of material at meetings, and the organization of certain events (such as the charette) in conjunction with decision points in the study.

The tasks undertaken by the Community Involvement Manager match the recommendations made by the consultant and the JTA staff earlier in the study. The mailing lists are constantly being updated and expanded. Meeting materials have been simplified and organized into neat packets. News coverage has been obtained for several events (both newspaper and television). The subcommittees have revised certain responsibilities based on membership feedback. The active role of the CAC has presented some new challenges. Because of the lack

of a model to serve as a guide, unexpected difficulties have required an active self-evaluation process. As mistakes are corrected and the CAC continues to assume a leadership role in the study, greater community understanding and acceptance of the entire study will be strengthened. Further, the early participation of an active community promises a viable and acceptable solution to Jacksonville's CBD transportation and development needs.

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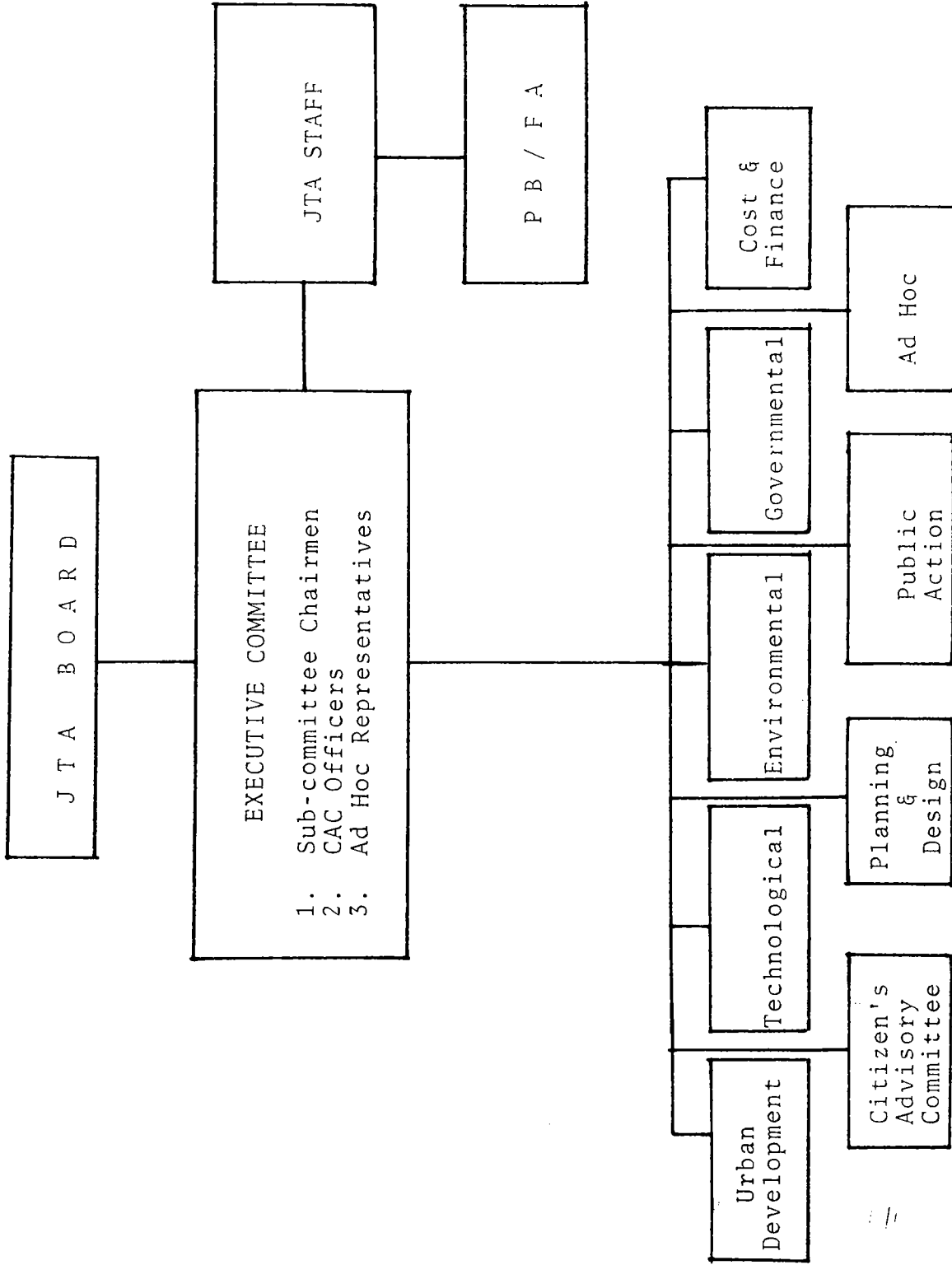
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NOV 29 1978

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NOV 29 1978

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Mr. Ken Smith	Mr. Emilio Zeller, III Architect-Self	Mr. Bill Miller Division of Mass Transit
Mr. Frank J. Surface Mahoney Hadlow & Adams	Mr. James Rinaman Mass Transit Committee Chairman	Mr. David Harrell City Council
Ms. Beth S. Spiro New York Life Insurance Co.	Mr. James Gilmore Programming & Development(HUD)	Mr. S. P. Livingston Self
Mrs. Eddie Mae Steward NAACP	Mr. Nathan Brown Self	Dr. W.W. Schell Self
Mr. Charles Thompson Winn Dixie Stores	Mr. Jerry Busche Public Relations Specialist	Rev. R.V. McKissick Bethel Baptist Church
Mr. Charles Thompson Self	Mr. Wayne Johnson Huggin & Othen Tire Service	Mr. Zolley Sapp Atlanta Life Insurance Co.

CITIZENS' ADVISORY COMMITTEE MEMBERS

Ms. Judy Jacobson Barnett Bank	Mr. Howard Serkin V.P. The Charter Co.	Mrs. Ruth Stallinos National Secretaries Assoc.
Mr. Marcus Drewa Methodist Hospital	Mr. M.V. Young Afro American Life Ins	Mrs. I.G. Siegel American Assoc. of Univ. of Women
Mr. Michael Wood University Hospital	Mrs. J. Forest PAC	Mr. D. Datz Jax Convention & Visitors Bureau
Mr. Robert Harrison St. Lukes Hospital	Mr. Charles Brooks Self	Mrs. Patricia Powell Pilot Club of Jax
Dr. Robert A. Middlekauff Duval County Medical Soc.	Ms. Vera Davis Duval County School Board	
Mr. J. Anderson Terminal Manager	John G. Cannon JAPB	
Mr. Fred Pope Self	Mr. William Kinsella Offshore Power Systems	
Ms. Marguerite Hunt Self	Mr. Wesley Plott Old St. Lukes Restoration	
Mr. Ron Serugg Self	Ms. Luanne Bennette Duval Teachers United	
Mr. Gean Burch Self	Ron Johnson, City Council Research Director	
Ms. Ronnie Pfeffer Self	Mr. C. David Martin Delta Nu Alpha	
Mrs. Doris Whitmore Director, Museum of Arts and Science	Mr. R. Eldon Dickson Civitan Clubs	
Dr. Grace Hardy Audobon Society	Bill Reinold U.S.O.	
Mr. Noel Vivion Self	Mr. Hal Moore J. Historical Soc.	
Mr. Warren D. McLaren DOT, Lake City	Dick Bowers Jax Community Council	
Mr. Ward Koutnik Jacksonville Area Planning Board	Mrs. Charles Renfroe Women's Guild, Jax Museum of Arts	
Mr. Henry Jones Pine Forest Civic Association	Peter Rumpel American Institute of Arch	
Mr. Chad Taylor Mandarin Community Club	John Acker Fraternal Order of Police	

INSTITUTIONS REPRESENTED BY CAC MEMBERS

Baptist Memorial Hospital	San Marco Preservation Society
Jacksonville Transportation Authority	Atlantic National Bank
Merrill Lynch	Jacksonville Jaycees
St. Vincents' Hospital	Lions Club
Jacksonville National Bank	Hogans Creek Project
Volunteer Jacksonville	Sun Bank of Jacksonville
Independent Life	RIDE, Inc.
Seaboard Coast Line Industries	Tenant Advisory Council
Dept. Health/Rehabilitation	Blue Cross/Blue Shield
St. Johns Place	Recreation & Parks Division
Gene's Sandwich Shop	St. Johns Bar Pilot Assoc.
Florida Junior College	Council Auditors Office
May Cohens	Voters Education
City Council	Prudential Insurance Co.
Barnett Bank	Mahoney Hadlow & Adams
Commission on Aging	New York Life Insurance Co.
Strachan Shipping Company	Winn Dixie Stores
NAACP	Sun State Marine, Inc.
Duval County Schools	Reynolds, Smith & Hills
Florida First National Bank	Varga Realty
Department of Transportation	Hope Haven Hospital
Jacksonville Bar Association	First Baptist Church
Jacksonville Journal	Progammming & Development
Hanks Livingston, Inc.	Century National Bank
Huggins & Othen Tire Shop	GJEO
Downtown Development Authority	Jax Area Legal Aid
Springfield Area Restoration	JAPB
Harland Bartholomew & Assoc.	Dept. of Public Works
Kelly Management Corp.	Chamber of Commerce
Ships Supply, Inc.	Bethel Baptist Church
Sea Land Services, Inc.	Atlanta Life Insurance Co.
Mayor's Office	Afro American Life Insurance
State of Florida	PAC
Young Men's Shop	Museum of Arts & Science
University Of North Florida	Audobahn Society
State HRS	Pine Forest Civic Association

Institution List

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Mandarin Community Clud

The Charter Co.

Methodist Hospital

University Hospital

St. Lukes Hospital

Duval County Medical Society

Offshore Power Systems

Old St. Lukes Restoration

Duval Teachers United

Delta Nu Alpha

Civitan Clubs

U. S. O.

Jacksonville Historical Society

Jax Community Council

Women's Guild, Jax Museum of Arts

American Institute of Architects

Fraternal Order of Police

National Secretaries Association

American Assoc. of Univ. of Women

Jax Convention & Visitors Bureau

Pilot Club of Jacksonville

RECORDED

AUG 22 1978

PARSONS, BRINCKERHOFF,

FLOOD AND ASSOCIATES **Memorandum**

to Ed Castellani

from Julie Hoover

subject CAC MEMBERSHIP

date August 21, 1978

The citizen advisory committee is the mechanism of participation most frequently used in connection with transportation planning projects throughout the nation. Such groups can be a valuable source of informed, continuing public input to a planning process, helping to filter the often-confusing messages that come from a highly diverse general public. At their best, citizen committees will also assist the planners in communicating with other interested or potentially affected groups in the study area.

The major shortcoming of the committee approach to participation is the problem of membership selection. If members are appointed, the committee is open to charges of manipulation and exclusion; if they are self-selected, the prospects of getting an equitable representation of diverse interests are not very good. Thus the single most important factor in a committee's success (and ultimately in the credibility of the entire planning process) is widespread public agreement that the committee's members have been fairly selected and are reasonably representative of all appropriate segments of the general public.

The Jacksonville Transportation Authority (JTA) is currently in the process of establishing a citizen advisory committee (CAC) for their Downtown People Mover (DPM) Project. At present the CAC has 40 members, 32 original JTA appointments and 8 later additions who requested membership. At the July 13th CAC meeting, an ad hoc subcommittee was established to develop recommendations regarding the committee's organization. Two of the most important issues it must address are: 1) How large should the committee be?; and 2) Is the existing membership adequate and if not how should new members be added and who should they be?

Recent conversations with over a dozen randomly selected CAC members indicated great diversity of opinion about what should be done. With only a few exceptions, the members felt that the committee's representation should be improved, but each informant had quite different ideas about how this might be accomplished. While some wanted more "influence leaders" such as elected officials and business executives, others felt the CAC needed greater representation from "grass roots" interests and minorities. Specific nominations are listed below, along with the individual(s) who made the nominations.

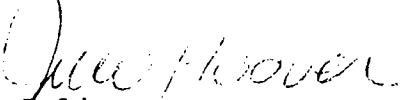
1. A representative of the First Baptist Church (Harmon, Flowers).
2. A member of ACORN, possibly Julie Steiner, 355-1543 (Harmon).
3. Dr. Wayne Wood from Riverside (Harmon).
4. A citizen leader from Springfield (Harmon).
5. Charles Crews, Head of the Lackawana Area Community Organization, 384-6134 (Harmon).
6. Someone from the East Side (Florida Jr. College).
7. Rev. McKissey of Bethel Church (Florida Jr. College).
8. More representatives of the Black community (there are only 3 now) (Florida Jr. College, Citrano).
9. A representative from Brentwood Housing Project (Florida Jr. College).
10. A representative from the Jacksonville Council for Citizen Involvement (Brewer).
11. Tom Terrill or Mrs. Livingston, 356-3146 (home), 354-3771 (work), Greater Springfield Business Association (Flowers).
12. Leo Davis, Community School Coordinator, Gilbert School, 633-6494 (Flowers).
13. A representative of Afro American Life (Flowers).
14. Linda Moore, Brooklyn, 387-8212 (Flowers).
15. Ann Ross (Crabb).
16. Carolyn Vaneer (Crabb).
17. A representative of the small shop owners on Hogan Street (Crabb).
18. More representatives from suburban areas, especially the Arlington East Civic Association, but really all of them (Fryar).
19. Representatives from the interests that develop shopping centers and malls (Fryar).
20. More local elected officials (Florida Jr. College, Fryar).

It is extremely important to have all potential interests regarding the DPM project adequately represented on the CAC, and the membership selection procedure must be widely perceived as fair. The project is certain to be controversial and while it will be impossible to secure unanimous agreement throughout the region on the desirability of one particular course of action, it is essential that the project sponsors have a consensus about the openness, fairness, and responsiveness of the public involvement process which arrived at this decision. Further, if a DPM is found to be feasible for Jacksonville, federal approval for construction funds must be obtained. The city's public involvement program will be scrutinized by UMTA and any evidence of citizen exclusion or elitism may affect chances for project implementation.

For these reasons, and because there is no clear consensus among the CAC members themselves about what should be done, an open CAC with voluntary membership is more appropriate than one whose members are appointed. Invitations might be extended to the individuals identified above as good candidates for membership, as well as any other people suggested by CAC members. In addition, an advertisement soliciting membership should be placed in the local media. The latter strategy was proposed by three different CAC members (Crabb, Harmon, and Flowers), and a similar approach worked extremely well in the planning of Dade County's new rapid transit system. Limited restrictions might be placed on membership if so desired. Ones that have worked well in other parts of the country are:

- The member must be a representative of a group or organization with at least 15 members (and only one CAC member/group).
- The member must attend a certain number of meetings, say 3 out of 6, or he/she is dropped.

The major disadvantage of an open, self selection membership policy is that the committee may grow to the point that it is unwieldy. Such fears were in fact expressed by several CAC members interviewed (Kelly, Citrano, Florida Jr. College), who felt that with a large number of people, it would be impossible to obtain meaningful input from all the participants, and very hard for the committee to accomplish anything. There is considerable validity to these reservations and if the CAC is enlarged, most of the real work will probably be done in the subcommittees. There is nothing wrong with this strategy, however, and with imaginative leadership and a realistic set of operating procedures and by-laws, a very workable approach to public involvement can be developed that is open to all who wish to participate.


Julie Hoover

JHH:hd

Memorandum

to Ed Castellani

from Julie Hoover

subject PRELIMINARY ASSESSMENT OF
KEY CITIZEN DPM ISSUES

date August 24, 1978

- Financial feasibility is by far the most important local issue associated with the proposed DPM Project: well over half the persons interviewed in a recent canvas of Jacksonville's community leaders named "cost" (especially operating but also capital) as their number one concern. Jacksonville is a conservative community that takes pride in a low tax rate and a prudent attitude toward public spending. While Councilman Don Brewer says he expects the DPM to require operating subsidies and is still prepared to support the project, he appears to be the rare exception. Indeed, most local citizens indicated that they definitely did not want a system that would not be self-supporting. Implications of this strong concern for financial feasibility for our study are: a) operating cost (at least in a relative sense) must be a part of the evaluation of alternatives even though it might be difficult to estimate at an early stage; b) cost savings in operations should be a major consideration in planning and designing the options; and c) if it appears that subsidies are unavoidable, a public education program will be essential if the proposed project is to get a fair hearing.

- If preliminary investigations indicate that a DPM is feasible and desirable for Jacksonville, the location of the route(s) will be the major concern. To date, three general options are perceived by the public: an 8th Street line, a river crossing, and a system that includes both routes, possibly but not necessarily built in stages. The latter seems to have the greatest support at present, but there are advocates of each of the two separate line proposals as well. Unfortunately, some fairly strong characteristics of the routes are developing: a DPM to serve the blacks (8th St. line) vs. whites (river crossing); city residents vs. the business community; or rich vs. poor. Others view the controversy as an issue of serving either existing or future development. People are amazingly frank in revealing their prejudices and motives regarding DPM locational preferences, and we must be prepared to deal with this. While we certainly do not want to deliberately create polarization, it may to some extent be a fact of life in Jacksonville that we will have to live with.

- Other issues were identified through the community leaders interviews, but it is too soon to tell which ones will emerge as the most significant. These issues, which include both potential adverse impacts which must be avoided and positive effects which must be capitalized upon, are displacement, retaining downtown for minorities, attracting sufficient system ridership, benefits to downtown business, racial concerns (especially a fear that groups of

blacks will be clustered at DPM stops), improvements in accessibility,
spending money on downtown, (versus other sections of the city),
potential adverse visual impacts and other environmental effects,
and emphasizing a new fixed rail system, possibly neglecting the
city's bus service.

Julie Hoover
Julie Hoover

JHH:hd

RECEIVED

AUG 23 1978

PARSONS, BRINCKERHOFF,
FLOOD AND ASSOCIATES

RECEIVED

AUG 29 1978

PARSONS, BRINCKERHOFF,
FLOOD AND ASSOCIATES

Memorandum

to Ed Castellani

from Julie Hoover

subject PARTICIPATION OF ELECTED
OFFICIALS IN THE
JACKSONVILLE DPM STUDY

date August 28, 1978

City Council. The Council has approved funds for the DPM Study and one member (Nancie Crabb) has been appointed to the CAC. All of the Council members will be up for re-election next spring, and several of the seats will be hotly contested, including that of the Office of the Mayor. City Council approval will ultimately be needed for project implementation.

Two very different approaches to study team/City Council relationships have been proposed by local community leaders. City Councilman Don Brewer suggested that we "stay away from the Council until we have our ideas well firmed up" except for individual private interviews such as the one we had with him. Since we already have Council funding for the study, we should "leave well enough alone for the time being." Other study participants, however, advised us to involve the Council fully and immediately (Langton, Florida Junior College, Fryar). Suggestions for accomplishing this were varied. Most often, it was proposed that additional Council members be added to the CAC. (Several informants felt it was particularly odd that Landiham, the representative from the DPM study area, was excluded.) In addition, Langton proposed that we either make briefing presentations to the Council as a whole at periodic intervals, or arrange for the project to be considered by one or more special subcommittees such as Urban Affairs, Finance, or Public Services. His final suggestion was that we seek the advice of Rex Drone, Secretary of the Council.

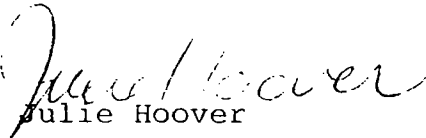
The biggest risk in involving the Council now is that the DPM could become an election issue. While Brewer sees nothing wrong with this and in fact might welcome such a development (he would be for the DPM), mixing the DPM with local politics at this time would be extremely dangerous because the study has just been initiated and specific information about the project is not yet available. In the absence of facts, political debate might be reduced to an exchange of emotional biases and preconceived notions which, regardless of the outcome, could hardly be desirable from the JTA's perspective. Indeed, Fred Bowman's advice to "stay very low key but positive" regarding the elections seems to be clearly the best course of action.

It still might be possible to increase Council knowledge of and participation in the study without causing the DPM to become an election issue through one of the methods suggested above. Experience in many other cities across the country has demonstrated

August 28, 1978

that elected officials are more likely to back a project if they have had a meaningful role in its planning. Further, operational subsidies will almost certainly be required if a DPM is to be built in Jacksonville, and only through a long, carefully design program of education and two-way dialogue is the support of the (generally conservative) City Council likely to be obtained. At this point, the most judicious approach to Council involvement is not readily apparent. It is a sensitive matter and should be given serious deliberation. Possibly additional interviews should be conducted with members of the Council and community leaders to secure a wider range of opinion. Ultimately, the JTA must provide guidance.

State Legislators. Michael Langton suggested that we initiate the involvement of the State legislators in December, after the November elections. It was proposed that we start by contacting Bob Griffin (633-5998), the aid to Jacksonville's delegation, to work out the best approach. JTA approval of this strategy should be solicited, unless a better approach can be identified.


Julie Hoover

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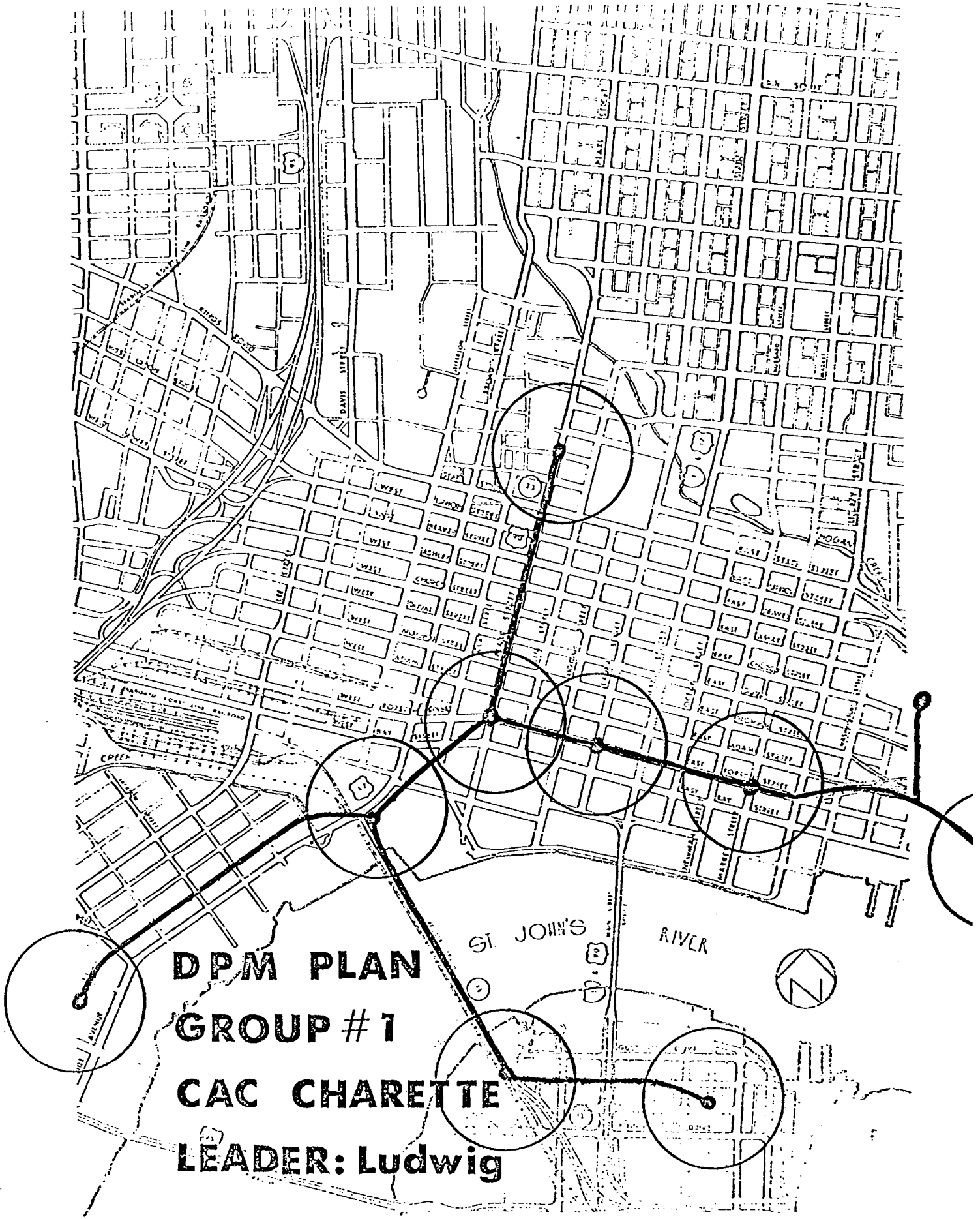
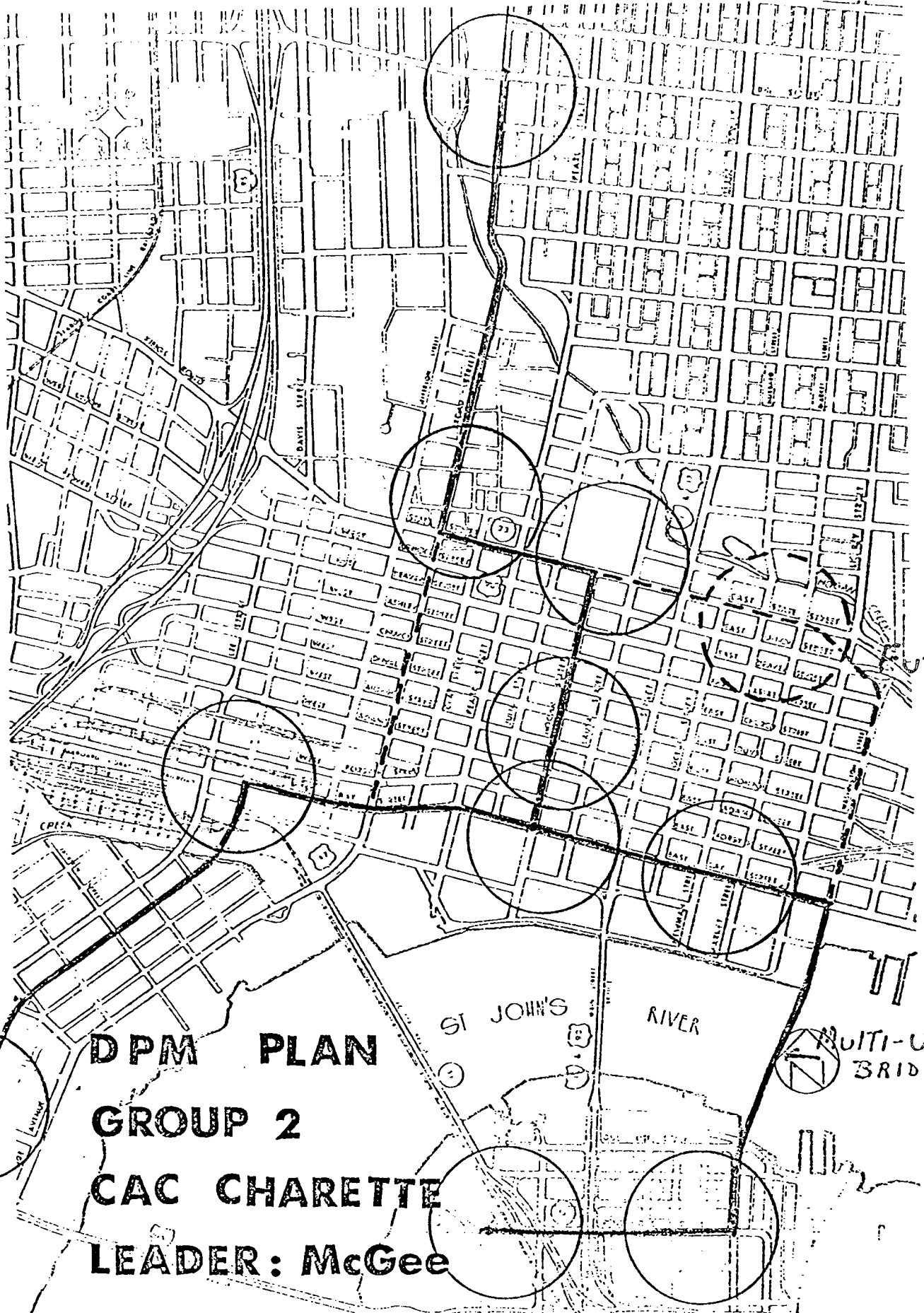


FIGURE A-23
 JACKSONVILLE DOWNTOWN ROUTE MAP FOR CAC 11/13/78



DPM PLAN
GROUP 2
CAC CHARENTE
LEADER: McGee

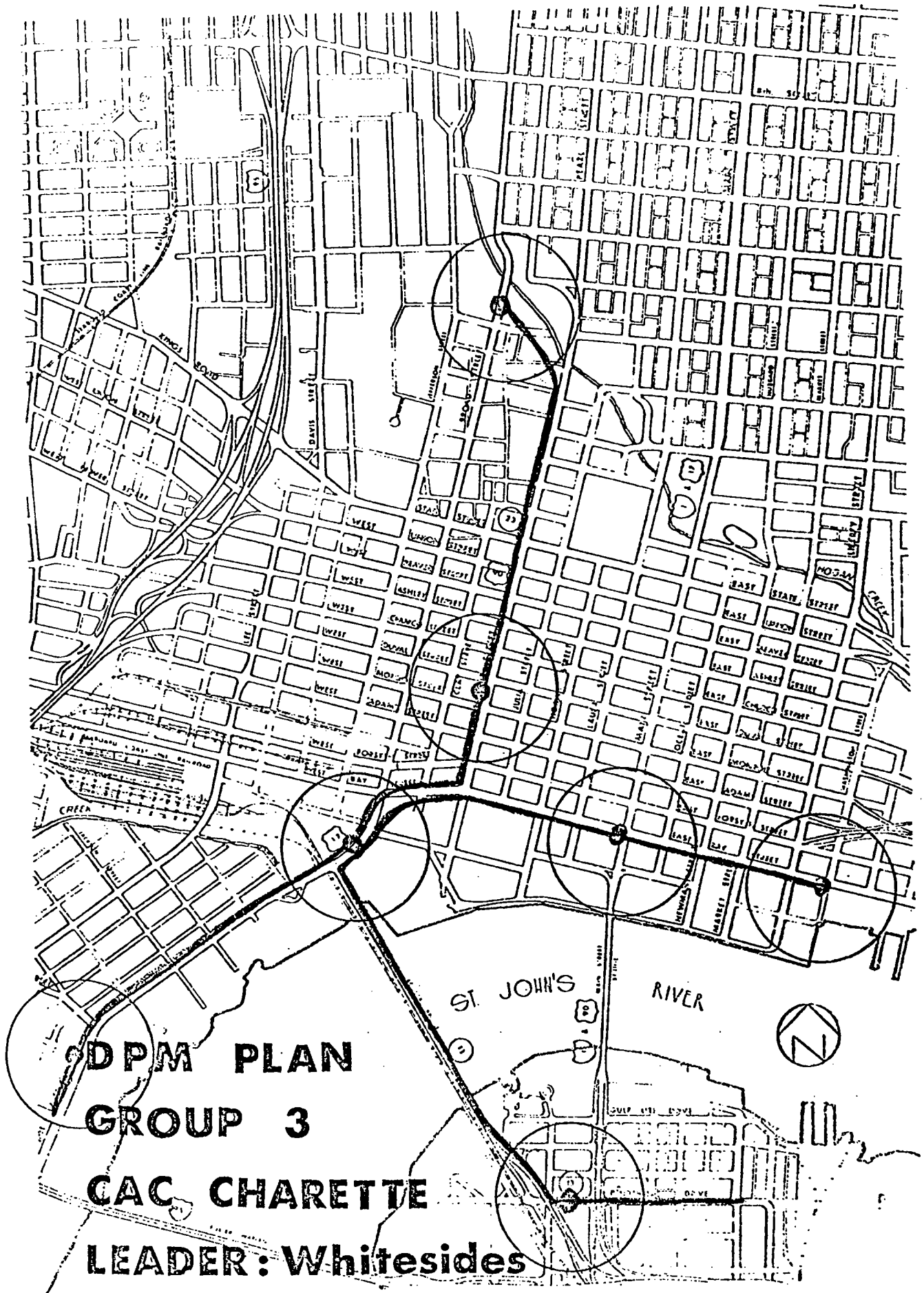
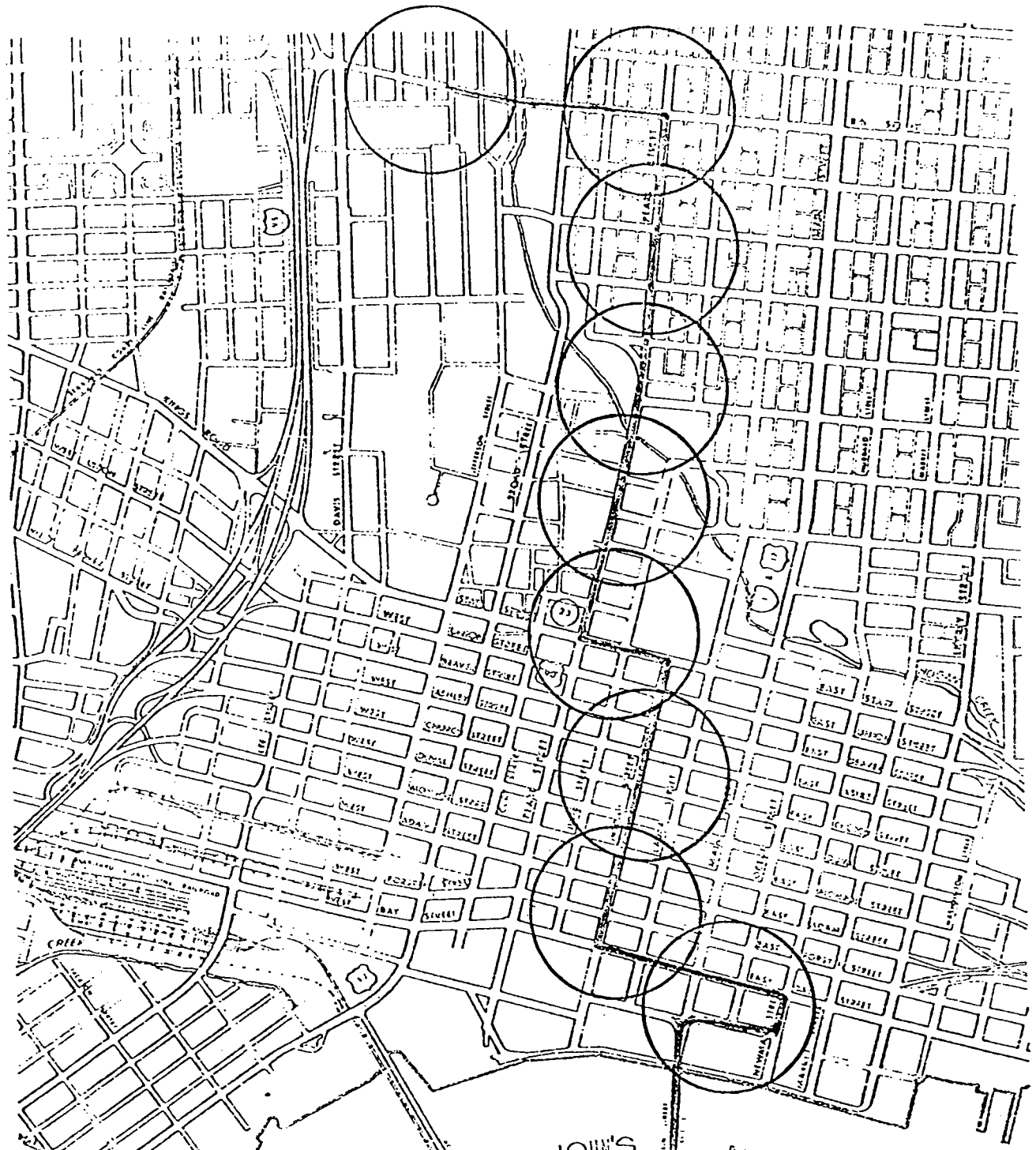


FIGURE A - 25
 JACKSONVILLE DOWNTOWN PEOPLE MOVER STUDY 11/13/78



DPM PLAN
GROUP 4
CAC CHARETTE
LEADER: Harmon



DPM PLAN
GROUP 5
CAG CHARETTE
LEADER: Lovejoy