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TECHNICAL REPORT 5

**ENVIRONMENTAL BASELINE SURVEY
JACKSONVILLE DOWNTOWN PEOPLE MOVER
FEASIBILITY AND IMPACT STUDIES**

**PREPARED FOR
JACKSONVILLE TRANSPORTATION AUTHORITY
DECEMBER 1978**

JACKSONVILLE DPM

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

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I. INTRODUCTION

A. General

The Environmental Baseline Survey is a portion of a study undertaken by the Jacksonville Transportation Authority (JTA) to determine the feasibility of a downtown people mover (DPM) system for the City of Jacksonville. The Environmental Baseline Survey (EBS) documents in detail the existing physical, social and economic conditions of the DPM study area as they exist in 1978. This EBS is used later to measure the relative effects a proposed DPM might have on the environment. The EBS is also the first third of the larger Preliminary Environmental Impact Assessment Report (Technical Report No. 5). The second portion of the larger report (Environmental Impact Assessment) will provide profiles of environmental impacts of alternatives for the DPM. The last portion will measure in some detail the environmental impact of the DPM alternative route and system finally chosen for the submittal to further design and UMTA.

The first study for a DPM in Jacksonville, Florida was done in 1972 under the aegis of the Florida Department of Transportation in response to local interest in having such a transit alternative. In 1976, the Jacksonville DPM study was updated and modified by a consultant to the Jacksonville Area Planning Board and then submitted by the Jacksonville Transportation Authority 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. UMTA selected four initial 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 the Jacksonville DPM Technical Feasibility Study. By mid-June 1978, a consultant had been selected, a contract negotiated and work begun.

As conceived in the 1976 application to UMTA, the Jacksonville DPM consisted of approximately 4.2 miles of double guideway system in a modified cross 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 system was estimated to be approximately thirty-four million dollars (\$34,000,000) with local government funding of ten percent (10%); Florida Department of Transportation, 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 route alternatives and systems to determine the feasibility of the Jacksonville DPM system; therefore, the demonstration project description as outlined above is only valid as a reference. The final system configuration determined during the study will in all probability differ from the one outlined in the UMTA application.

B. Purpose of the Environmental Baseline Survey

The DPM is intended to serve the increasing demand for access and movement between

major activities within Jacksonville's urban core. Further objectives are to promote transit use within this dense area of the City and to relieve mounting problems of traffic congestion and parking availability.

The DPM can be expected to have a number of effects, both positive and negative, on residents, workers and their physical environment. The nature of these impacts will depend on the route and configuration of the DPM, its proximity to sensitive areas and groups, and station locations. The negative impacts could possibly include new land use distributions, change in neighborhoods, relocation of residents, interruption of community services, and visual intrusion. Positive impacts may include reduction in noise, improved air quality, reduced energy use, improved water quality, rise in property values, increased accessibility, redevelopment of downtown, and increased economic benefits, both short- and long-range.

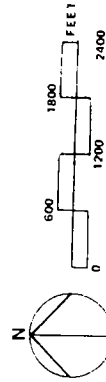
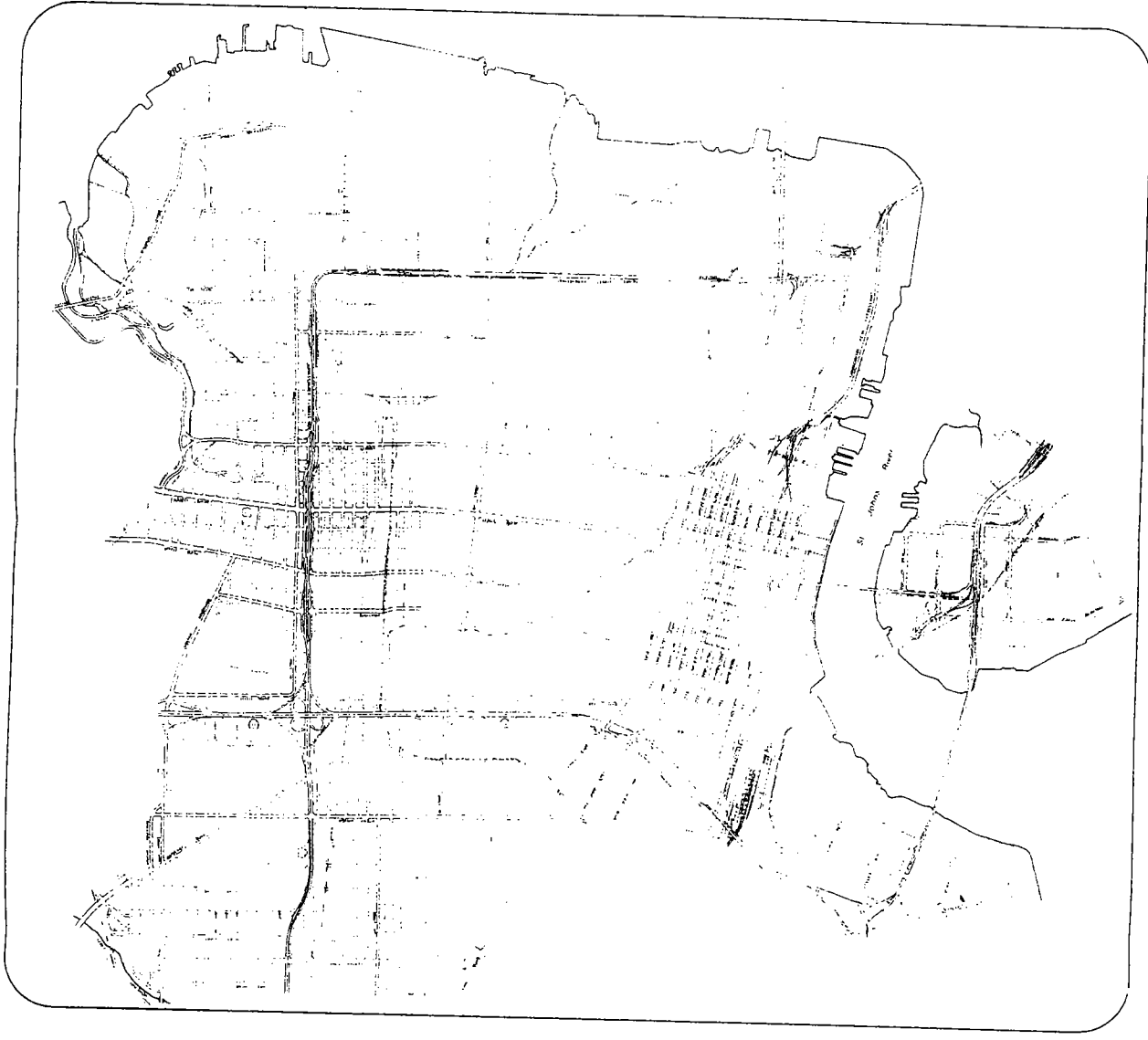
Considering the project's purpose, we can also assume that the DPM will improve access and movement in Jacksonville's urban core, provide service to transit dependent groups and local residents, and relieve parking pressure.

This report inventories current transportation, environmental, socio-economic, and visual conditions in the area likely to be affected by the DPM, provides basic data for planning, and forms the environmental baseline against which all actions will be measured for their environmental effect. Alternatives are being developed using these data and a separate report will examine probable impacts of construction and operation of the DPM alternatives.

C. The DPM Study Area

The DPM study area corresponds to the City's Planning Subarea 6 (as shown on the accompanying map) and includes about half of the area in Jacksonville's old city limits. Located at the narrowest point in the St. Johns River, this section of the City has been a

Jacksonville DPM Study Area



port and transportation center since the Timucua Indians chose this spot for crossing of their cattle trail to St. Augustine.

Today, the St. Johns River and its related activities still provide a sound economic base for the City. While the downtown area is generally thriving, its age has led to a number of specific urban problems, including deteriorating housing stock, traffic congestion and air pollution. Although efforts are being made to revitalize the area through urban renewal, community development and private sector investment, the accessibility and movement of pedestrians and vehicles in the downtown area is a growing problem. This study will help determine the ability of a DPM system to solve some of these problems.

II. LAND USE

The distribution of land uses in the study area reflects its function as Jacksonville's urban core. It is densely developed, with 86% of total area built upon, in contrast to Jacksonville's overall average of 22% (see Tables 1 and 2). The percentage of non-residential use is three times that of the City as a whole. Housing is denser, too, with two-thirds of residential use at 10 units per acre or more. The City's Short-Range Development Plan calls for an intensification of this distribution—the area will be 100% developed with over half of the land in non-residential use, and an absolute reduction in residential acreage. More specific descriptions of study area land uses, current and planned, follow.

A. Industrial Use

The St. Johns River and related industries are an economic focal point of the study area and the City. Located for the most part along the eastern and southern boundaries of the area (see Land Use Map), light and heavy industry comprised 12.5% of total study area land in 1972 and this proportion is expected to increase to almost 20% by 1980.

B. Commercial Use

Jacksonville's central business district is the study area's major commercial land use, with dense office and retail activities. Several of the area's arterials support linear commercial development as well. These are Main, Pearl, Beaver, and Park Streets, San Marco Boulevard, Hendricks, Florida and Phoenix Avenues, Moncrief Road, and the 20th Street Expressway.

The central business district and major commercial areas in Riverside (the southwest corner of the study area—see Neighborhood Image Map) have been expanding in the past few years and this trend is expected to continue. Predictions are that the percentage of total

TABLE 1
 JACKSONVILLE DPM STUDY AREA LAND USE
 AS A PERCENTAGE OF TOTAL AREA
 1972 and 1980

	1972		1980	
	Study Area	City	Study Area	City
RESIDENTIAL	30.6	8.0	27.5	9.8
0 - 5	0.0	6.7	0.0	7.6
5.01 - 10.00	9.9	0.6	16.2	1.1
10.01 - 15.00	16.4	0.3	7.9	0.5
15.01 +	4.3	0.3	3.3	0.6
NON-RESIDENTIAL	33.4	10.4	50.4	11.8
Office & Residential (zone)	—	—	6.6	0.1
Commercial	7.0	0.7	9.5	0.9
Industrial	12.5	1.2	19.6	1.9
Transportation, Utilities, Protective and Military	6.8	6.1	5.9	6.4
Cultural and Institutional	3.5	1.0	4.0	1.0
Parks and Recreation	3.7	1.4	4.1	1.6
STREETS & HIGHWAYS	22.0	4.1	22.0	4.4
UNDEVELOPED	14.1	77.5	—	73.5

SOURCE: *Short Range Development Plan*, Jacksonville Area Planning Board, June 1974

TABLE 2
 JACKSONVILLE DPM
 EXISTING & PROPOSED LAND USE IN THE STUDY AREA
 1972 and 1980

Land Use	1972		1980		% Distribution		1972-1980 Change	
	Acres		Acres		1972	1980	Acres	Percent
Residential (Density Range - persons/acre)								
0 - 5.00	—	1.3	—	0.0	—	0.0	1.3	—
5.01 - 10.00	745.5	1,223.9	9.9	16.2	9.9	16.2	478.4	64.2
10.01 - 15.00	1,237.0	597.0	16.4	7.9	16.4	7.9	(640.0)	(51.7)
15.01 and Over	322.4	249.2	4.3	3.3	4.3	3.3	(73.2)	(22.7)
Total Residential	2,304.9	2,071.4	30.6	27.5	30.6	27.5	(233.5)	(10.1)
Office & Residential (RMOI)	—	495.7	—	6.6	—	6.6	495.7	—
Commercial	525.3	712.7	7.0	9.5	7.0	9.5	187.4	35.7
Industrial	938.4	1,473.7	12.5	19.6	12.5	19.6	535.3	57.0
Transportation, Utilities & Military	515.5	445.7	6.8	5.9	6.8	5.9	(69.8)	(13.5)
Cultural & Institutional	260.1	302.0	3.5	4.0	3.5	4.0	41.9	16.1
Parks & Recreation	277.7	368.5	3.7	4.1	3.7	4.1	90.8	32.7
Streets & Highways	1,657.4	1,665.3	22.0	22.0	22.0	22.0	7.9	0.5
Summary:								
Total Developed	6,479.3	7,535.0	85.9	100.0	85.9	100.0	1,055.1	16.2
Preservation	—	3.2	—	0.0	—	0.0	3.2	—
Undeveloped	1,058.9	—	14.1	0.0	14.1	0.0	(1,058.9)	(100.0)
Total Land	7,538.2	7,538.2	100.0	100.0	100.0	100.0		
Water	2,084.3	2,084.3						
Gross Area	9,622.5	9,622.5						

SOURCE: *Short Range Development Plan*, Jacksonville Area Planning Board, June 1974

Jacksonville DPM Study Area

Existing
Land Use



Key

- 1 Residential
- 2 Commercial and Services
- 3 Industrial
- 4 Transportation
- 5 Communications and Utilities
- 6 Institutional
- 7 Recreational



land in commercial use will grow from 7.0% in 1972 to 9.5% in 1980. One new area for dense commercial activity is Southside, across the river from the central business district.

C. Residential Use

The past three decades have seen a decline in residential use in the study area. Age and condition of the housing stock is a major factor. In fact, the extent to which the study area appears to be underdeveloped is largely due to destruction of older, dilapidated houses. Neighborhood deterioration and general expansion of commercial and governmental activities have also contributed to the decrease in residential use.

The Short-Range Development Plan sees a continuation of this trend. As shown in Tables 1 and 2, decreases in residential land use will be greatest near the central business district (where the density is 10 to 15 dwelling units per acre).

However, several new developments are planned for Jacksonville's core. One is Cathedral Center, a 24-block area bounded by Ocean Street, Union Street, Hogan Creek and Duval Street. Planned as a geriatric center with housing, medical, recreational, and related commercial facilities. To date, three apartment buildings for the elderly have been completed. In addition, the area has potential for residential redevelopment, the location of which will depend on a number of factors, including transportation improvements.

D. Mixed Office and Residential

Due to the unique character of the study area, its Development Plan includes special zones of mixed office and residential uses. These are located in the area bounded by I-95, the central business district, 8th Street, and Margaret Street; areas east of the central business district; and areas surrounding I-95 in the northern San Marco area (Southside).

E. Other Non-Residential Uses

Not surprisingly, the study area contains a higher than average proportion of regional recreational, cultural and institutional facilities. Major examples are: the three-hospital medical center on 8th Street, the government center east of the central business district on the St. Johns River, the Baptist Medical Center on the Southside, the Civic Auditorium on Water Street, and the sports complex including the Gator Bowl on East Duval Street.

However, local facilities, particularly recreational, have been identified in the Short-Range Development Plan as deficient. The actual available parks and open space acreage appears to be adequate but this is undercut by problems of access, maintenance and design.

F. Highways and Streets

Serving the central business district and regional facilities are major arterials and expressways. The proportion of land given over to this use is 22%, five times the City-wide average.

III. SOCIO-ECONOMIC CHARACTERISTICS

A. Demographics

This section provides a historic perspective of population and income changes in the DPM study area (Subarea 6) as well as the most recent estimates of future population growth. Data were obtained from the Jacksonville Area Planning Board and from profiles of census tracts within Planning Subarea 6 which comprise identifiable neighborhoods such as Springfield and Riverside.

The DPM study area population has declined more rapidly than any other area in Duval County. In 1950, the population was 116,310, approximately 38% of the County. By 1960, the population declined 8.3% to 106,625. The most drastic decline occurred between 1960 and 1970 when the number of inhabitants dropped to 77,607, a decrease of 27%. During the same periods, the total population in Duval County grew by 49.8% and 16.1%, respectively. As seen in Table 3, the trend in population decrease continued through 1977. Estimates for that year show that the population declined to 66,355.

The Jacksonville Area Planning Board (JAPB) attributes the population decline to demolition of substandard housing, urban renewal programs and development of commercial, office and industrial properties. Population trends in other subareas indicate a gradual migration northward and westward from Subarea 6 to Subarea 5.

Recent population projections made by the JAPB indicate that the declining trend in the DPM study area will stop by 1985 and begin to increase through 2005. In 1985, the population is projected to be 56,495, a decrease of 14.9% from 1978 estimates. However, by 2005, the Jacksonville Area Planning Board projects the DPM study area population to increase to 74,888, a gain of 32.5% in twenty years.

TABLE 3
 JACKSONVILLE DPM
 STUDY AREA POPULATION PROJECTIONS

<u>Census Tract</u>	<u>1970</u>	<u>1977</u>	<u>1985</u>	<u>2005</u>
2	5,348	4,549	3,168	2,746
3	4,215	3,747	2,836	4,016
4	5,270	4,118	3,559	4,449
5	3,708	2,607	1,744	2,777
8	2,431	2,327	3,607	5,458
9	473	225	244	1,000
10	3,817	2,169	5,011	5,062
11	3,621	3,729	3,457	4,554
12	4,234	3,717	3,929	4,895
13	5,794	5,327	5,528	6,021
15	8,418	7,458	5,794	6,397
16	2,766	2,688	1,138	2,113
17	7,370	7,208	3,131	7,218
18	3,090	2,313	1,766	2,583
19	2,490	1,448	1,593	3,358
29	<u>14,562</u>	<u>12,725</u>	<u>9,990</u>	<u>12,241</u>
Total, Study Area	77,607	66,355	56,495	74,883

SOURCE: Jacksonville Area Planning Board, June 1978

Between 1977 and 1985, the net decrease of 9,860 persons in the DPM study area will be concentrated in 9 of the 16 census tracts in Subarea 6, including census tracts 2, 3, 4, 5, 15, 16, 17, 18, and 29. These census tracts, located east and west of the proposed Hogan Street DPM corridor will lose an estimated 14,287 inhabitants. Offsetting some of that loss will be substantial gains in the population in census tracts 8 and 10, gaining a total of 4,122 inhabitants. Census tract 8 is the San Marco area in the Southside where new commercial development is beginning to show signs of growth in that area. Census tract 10, north and east of the downtown area, includes areas of new publicly-assisted and private non-profit elderly and low-income housing which are expected to increase in the future.

Approximately 46% of the projected population increase between 1985 and 2005 will occur in census tracts 8, 9, 17, and 19. The highest rate of growth is anticipated to occur in census tract 9, the Central Business District (CBD), where population will increase over 300% to 1,000 inhabitants. The largest numerical increase will occur in census tract 17, north and west of the downtown area, in an area that is now composed of older publicly-assisted housing and blighted, deteriorated neighborhoods.

The DPM study area comprised 14.7% of the Duval County population in 1970. However, more than 25% of the 65-and-over population and 40.8% of those between the ages 55 and 64 are located in Subarea 6 (see Table 4). The distribution in all other age categories is close to the average ratio of the subarea to the County.

Within the subarea itself, about 13% of the population is 65 or over. Nearly a quarter of the population is 55 or over. In the oldest category, i.e., 65 or over, about 61% are female, compared to 56% or less in all other age groups.

The disparity in age distribution between the DPM study area and the County is demonstrated by a comparison of median age: 32.3 years for the study area and 26.0 for the

TABLE 4
 JACKSONVILLE DPM
 AGE DISTRIBUTION, 1970

<u>Age Group</u>	<u>Duval County</u>	<u>Study Area</u>	<u>Percent of County</u>
Under 5	45,477	6,584	14.5
5 to 9	53,214	7,124	13.4
10 to 14	56,117	7,620	13.7
15 to 19	51,083	7,138	14.0
20 to 24	51,731	6,011	11.6
25 to 34	67,015	7,500	11.2
35 to 44	61,648	7,543	12.2
45 to 54	60,067	9,087	15.1
55 to 59	23,459	4,540	19.3
60 to 64	19,554	4,212	21.5
65 and Over	<u>39,500</u>	<u>10,200</u>	25.8
Total Population	528,865	77,609	14.7

SOURCE: U.S. Census of Population, 1970

County. Table 5 indicates those census tracts where the median age is significantly higher than the study area average. These are census tracts 9, 10, 11, and 13 and include the downtown area and major portions of the Springfield area. The large number of elderly inhabitants living close to the proposed DPM may have an impact on design in terms of accessibility, particularly in light of the proposed UMTA 504 regulations mandating full accessibility for elderly and handicapped persons on transit facilities throughout the United States.

There were significant changes in the racial composition of four census tracts in the DPM study area between 1960 and 1977. Census tracts 10, 17 and 19 have each experienced decreases in their non-white population of more than 15 percentage points. These tracts include the southern section of the Springfield neighborhood as well as the areas west of Hogan Creek where publicly-assisted housing is concentrated, and northeast of Riverside. Census tract 3, east of the Springfield neighborhood, has experienced an increase in its proportion of non-white population of nearly 25 percentage points. Of the 16 census tracts in the DPM study area, 8 had an overwhelming majority of non-white residents in 1977, i.e., more than 75% non-white. These census tracts are located to the east and west of the proposed DPM corridor through the downtown and Hogan Creek areas. Table 6 shows the overall change in non-white population in the DPM study area between 1960 and 1977.

The Jacksonville Area Planning Board has recently completed a survey of median household income for Duval County. Results of the survey show that median household income for the County was \$11,774 in 1977. However, for households within the DPM study area, the median income was \$7,105. Some correlation is evident between median household income and percentage of the study area census tract population which is non-white. Those census tracts with more than 75% of their population being non-white had substantially lower median incomes compared to the DPM study area as a whole. These include census tracts 4, 10, 16, 17, and 18 where median household incomes were less than \$5,800 in 1977.

TABLE 5
 JACKSONVILLE DPM
 MEDIAN AGE BY STUDY AREA CENSUS TRACT, 1970

<u>Census Tract</u>	<u>Total Population</u>	<u>Median Age</u>
2	5,348	22.0
3	4,215	31.0
4	5,270	28.0
5	3,708	29.0
8	2,431	37.0
9	473	54.0
10	3,817	43.0
11	3,621	41.0
12	4,234	39.0
13	5,794	59.0
15	8,418	28.0
16	2,766	24.0
17	7,370	22.0
18	3,090	37.0
19	2,490	39.0
29	<u>14,562</u>	27.0
Total, Study Area	77,607	32.3
Total, Duval County	528,865	26.0

TABLE 6
 JACKSONVILLE DPM
 RACIAL COMPOSITION BY STUDY AREA CENSUS TRACT

Census Tract	1960 Population		1970 Population		Percentage Non-White		Population July 1, 1977		Percentage Non-White, 1977
	Non-White	Total	Non-White	Total	1960	1970	Non-White	Total	
2	3,285	5,994	4,067	5,348	54.8	76.4	3,907	4,549	85.9
3	23	5,312	239	4,215	0.4	5.7	1,113	3,747	29.7
4	2,532	7,944	4,956	5,270	94.8	94.0	3,614	4,118	87.8
5	3,647	6,736	2,617	3,708	54.1	70.1	2,132	2,607	81.8
8	38	3,331	19	2,431	1.2	0.8	96	2,327	4.1
9	344	1,325	146	473	26.0	30.9	46	225	20.4
10	3,095	7,099	1,886	3,817	44.1	49.4	455	2,169	21.0
11	13	6,152	251	3,621	0.2	6.9	813	3,729	21.8
12	31	6,961	88	4,234	0.4	2.1	814	3,717	21.9
13	622	7,270	1,723	5,794	8.6	29.7	3,045	5,327	57.2
15	9,799	9,886	8,366	8,418	99.1	99.4	7,065	7,458	94.7
16	8,279	8,288	2,766	2,766	99.9	100.0	2,521	2,688	93.8
17	7,411	7,413	7,366	7,370	100.0	99.9	5,443	7,208	75.5
18	4,300	4,376	3,046	3,090	98.3	98.6	2,191	2,313	94.7
19	3,217	5,195	1,603	2,490	61.9	64.4	696	1,448	48.1
29	13,340	13,343	14,551	14,562	100.0	99.9	12,056	12,725	94.7
Total Study Area	64,976	106,625	53,690	77,607	60.9	69.2	46,007	66,355	69.3
Total Duval County	106,378	455,411	121,170	528,865	23.4	22.9	127,559	580,393	22.0

Only census tracts 4 and 8 (the San Marco area) had median household incomes substantially higher than that of the DPM study area as a whole. For both of these census tracts, the median household income was nearly \$11,000 in 1977.

Lower income residents, as well as the young, elderly and handicapped, are generally more transit dependent than other subgroups of the population. Some of the census tracts with higher proportions of lower income residents are within or close to the DPM corridor. While this may increase accessibility to the proposed system to lower income residents, actual use would depend on a number of factors, including route alignment, trip purpose, frequency of service, and the rate structure. Therefore, use of the system by lower income residents may be restricted if rate structure is higher than possible transit expenditures.

B. Housing

This section contains a review of housing condition and value of housing in the study area as a whole and in the Springfield and Riverside neighborhoods in particular.

A recent windshield survey, conducted by the Jacksonville Area Planning Board from October 1976 through February 1977, found that there are 26,934 dwelling units in Subarea 6. Of this total, there are 14,359 single-family units (53.3% of the total) and 12,552 multi-family units (46.6% of the total); there are also 23 mobile homes.

Data from the survey indicated that approximately 70% of all dwelling units in the DPM study area are in sound condition, i.e., they provide safe and adequate shelter and have slight defects, if any, which can be corrected with regular maintenance (see Tables 7 and 8). About 13% of all units have minor deterioration, i.e., they provide safe and adequate shelter but require more than routine or minor repairs. There are 2,854 dwelling units with major deterioration in the study area. These comprise 10.6% of all units and are classified as not

TABLE 7
 JACKSONVILLE DPM
 HOUSING UNITS AND CONDITION
 STUDY AREA: 1977

<u>Classification</u>	<u>Total Number of Units</u>	<u>Sound</u>	<u>Minor Deterioration</u>	<u>Major Deterioration</u>	<u>Dilapidated</u>
Single-Family	14,359	9,963	2,027	1,352	1,017
Multi-Family	12,552	8,847	1,447	1,501	757
Mobile Homes	23	17	1	1	4
All Units	26,934	18,827	3,475	2,854	1,778

SOURCE: Jacksonville Area Planning Board field survey, November 1976.

TABLE 8
 JACKSONVILLE DPM
 DISTRIBUTION OF HOUSING UNITS AND CONDITION
 STUDY AREA: 1977

<u>Classification</u>	<u>Sound</u>	<u>Minor Deterioration</u>	<u>Major Deterioration</u>	<u>Dilapidated</u>
Single-Family	69.4	14.1	9.4	7.1
Multi-Family	70.1	11.5	11.9	6.0
Mobile Homes	74.0	4.3	4.3	17.4
All Units	69.9	12.9	10.6	6.6

SOURCE: Jacksonville Area Planning Board field survey, November 1976.

providing safe and adequate shelter and require considerable repair or rebuilding. Dilapidated structures account for 6.6% of all units in the study area. These are units which are a hazard and should be condemned and demolished.

No type of dwelling unit deviates significantly from the average condition of all units in that category. One minor exception is the percentage of mobile homes in dilapidated condition—17.4% compared with 6.6% as the total unit average.

The Springfield neighborhood is one area in particular which could possibly be affected by construction of the DPM. The housing stock in Springfield is a mixture of structural type, age, condition, and ownership. A field survey conducted by the Jacksonville Area Planning Board in November 1976 found that there are 4,978 dwelling units in 2,824 structures in the Springfield neighborhood. Nearly 60% of the structures are single-family houses; these contain about one-third of the dwelling units in the Springfield area. Another third of the dwelling units are contained in duplex structures (see Table 9).

TABLE 9
JACKSONVILLE DPM
STRUCTURES AND DWELLING UNITS BY TYPE
SPRINGFIELD NEIGHBORHOOD: 1976

Classification	Number of		Percent of	
	Structures	Units	Structures	Units
Single-Family	1,683	1,683	59.6	33.8
Duplex	806	1,612	28.5	32.4
Triplex	83	249	2.9	5.0
Quadruplex	140	560	5.0	11.2
Multi-Family	59	551	2.1	11.1
Rooming & Boarding	53	323	1.9	6.5
Total	2,824	4,978	100.0	100.0

SOURCE: Jacksonville Area Planning Board field survey, November 1976; Springfield Neighborhood Plan, p. 23.

A comparison of structural conditions in the DPM study area and the Springfield neighborhood indicates that the housing stock in Springfield is more deteriorated than the study area as a whole. In 1976, approximately 41% of the dwelling units in Springfield were sound, compared to 70% in the overall study area. About one-third of the dwelling units in Springfield had minor deteriorations, compared to only 13% in the study area. Major deterioration was found in 19.2% of the Springfield dwelling units compared to 10.6% in the study area. The percentage of those units found to be dilapidated was approximately the same for both the Springfield neighborhood and the entire study area (see Table 10).

TABLE 10
JACKSONVILLE DPM
RESIDENTIAL STRUCTURAL CONDITIONS
SPRINGFIELD NEIGHBORHOOD: 1976

<u>Classification</u>	<u>Number of</u>		<u>Percent of</u>	
	<u>Structures</u>	<u>Dwelling Units</u>	<u>Structures</u>	<u>Dwelling Units</u>
Sound	1,214	2,030	43.0	40.8
Minor Deterioration	857	1,653	30.3	33.2
Major Deterioration	541	959	19.2	19.3
Dilapidated	<u>212</u>	<u>336</u>	<u>7.5</u>	<u>6.7</u>
Total	2,824	4,979	100.0	100.0

SOURCE: Jacksonville Area Planning Board field survey, November 1976; Springfield Neighborhood Plan, pp. 28-29

The apparent structural decline in Springfield is having a negative impact on the residential character of the neighborhood. In addition to the decline in structural condition, fast-food restaurants, package stores, taverns, lounges, and pawn shops have begun to locate along 8th and Main Streets and in the interior residential neighborhoods.

A difference in residential character is also noticeable when comparing the distribution of single-family and multi-family dwelling units in the DPM study area and Springfield. In the period from late 1976 to early 1977, field surveys by the JAPB indicated that only 33.8% of the dwelling units were single-family homes in Springfield compared with 69.4% in the study area as a whole. On the other hand, Springfield has a higher percentage of multi-family dwelling units than the overall study area.

In Springfield, 66.2% of the dwelling units are multi-family compared with only 46.6% for all of Subarea 6. This shift to multi-family housing is being generated in part by the older age of the Springfield population and their lower incomes. As indicated in Table 5, the median ages in 1970 in census tracts 11 and 12 (most of the Springfield area) were 41 and 39 years old, respectively, compared with a median age of 32 for the DPM study area as a whole and 26 for Duval County. Smaller portions of the Springfield area are located in census tracts 10 and 13. In these tracts the median ages were 43 and 59 years old, respectively.

Median household incomes for each of the four census tracts which are part of the Springfield area are close to the median income for the study area as a whole. However, as mentioned in the section on demographics, the Springfield median household income is significantly lower than the study area median.

The result of having an older population and lower incomes is conversion of single-family homes to multi-family. Either older residents do not need space for children and thus can rent some of their space or lower-income owners need additional rent flow available from multi-family units. In addition, landlords who are older or who have lower incomes frequently do not have the resources to maintain their properties. Thus, comparative data presented in previous tables indicate the beginnings of a decline in the Springfield housing stock. This trend could be affected either negatively or positively by the DPM: improved accessibility to work; possible increases in noise and congestion; negative visual impacts.

Although there are signs of deterioration in the Springfield neighborhood, the value of housing in the area has not yet been seriously affected by the change in residential characteristics and housing type. In 1970, the median housing value for all dwelling units in the DPM study area was \$7,825. However, for housing in the Springfield neighborhood the median value was \$7,950. The strength in housing value is indicative of the unique character of the neighborhood. While the structures in the Springfield area are increasingly being converted to multi-family housing, the historic and aesthetic value of the area continues to bolster housing value.

The Springfield neighborhood is also the location of some of the more recent publicly-assisted housing developments in the City. Jacksonville Housing and Urban Development (JHUD) has constructed Centennial Towers, a high-rise public housing project on 1st Street between Liberty and Market Streets. In addition, 40 low-rise units for the handicapped and low-income persons (Centennial Townhouses East) is adjacent to the tower. A more recent public housing project, Centennial Townhouses West, with 50 units has been built along Hogan Creek near 3rd Street.

Other public housing units are located west of Hogan Creek and include the Blodgett Homes, Durkeeville and Brentwood. As of 1976, there were 2,118 public housing units in the DPM study area. The Section 8 housing program administered by JHUD will make available to eligible recipients over 1,400 dwelling units in the City. Approximately 90 of these Section 8 units will be located in the Springfield area.

Just west of the Springfield neighborhood, JHUD constructed 208 low-income units in 1976. South of the Springfield neighborhood, i.e., south of State Street, the Cathedral Foundation has been extremely active in developing housing for the elderly. Cathedral Towers provides 456 units for the elderly in three high-rise towers. The Foundation is also considering the development of a medical clinic in this area to serve the elderly. The Baptist

Tower in the San Marco area is also a Cathedral Foundation project containing 203 housing units for the elderly.

The Riverside neighborhood is another area which may be affected by the DPM. It is partially located within the study area, i.e., that portion of census tract 19 south of I-95. Housing conditions in this area are generally sound, with only 3 or 4 structures classified as substandard/dilapidated. There has been a decline in owner-occupied units, similar to the pattern in Springfield. Property values are significantly higher than other areas of the City, particularly those parts of Riverside close to the St. Johns River. The median assessed values for those properties close to the river were about \$15,000 in 1970 compared to \$11,800 for the City as a whole.

C. Neighborhood Characteristics

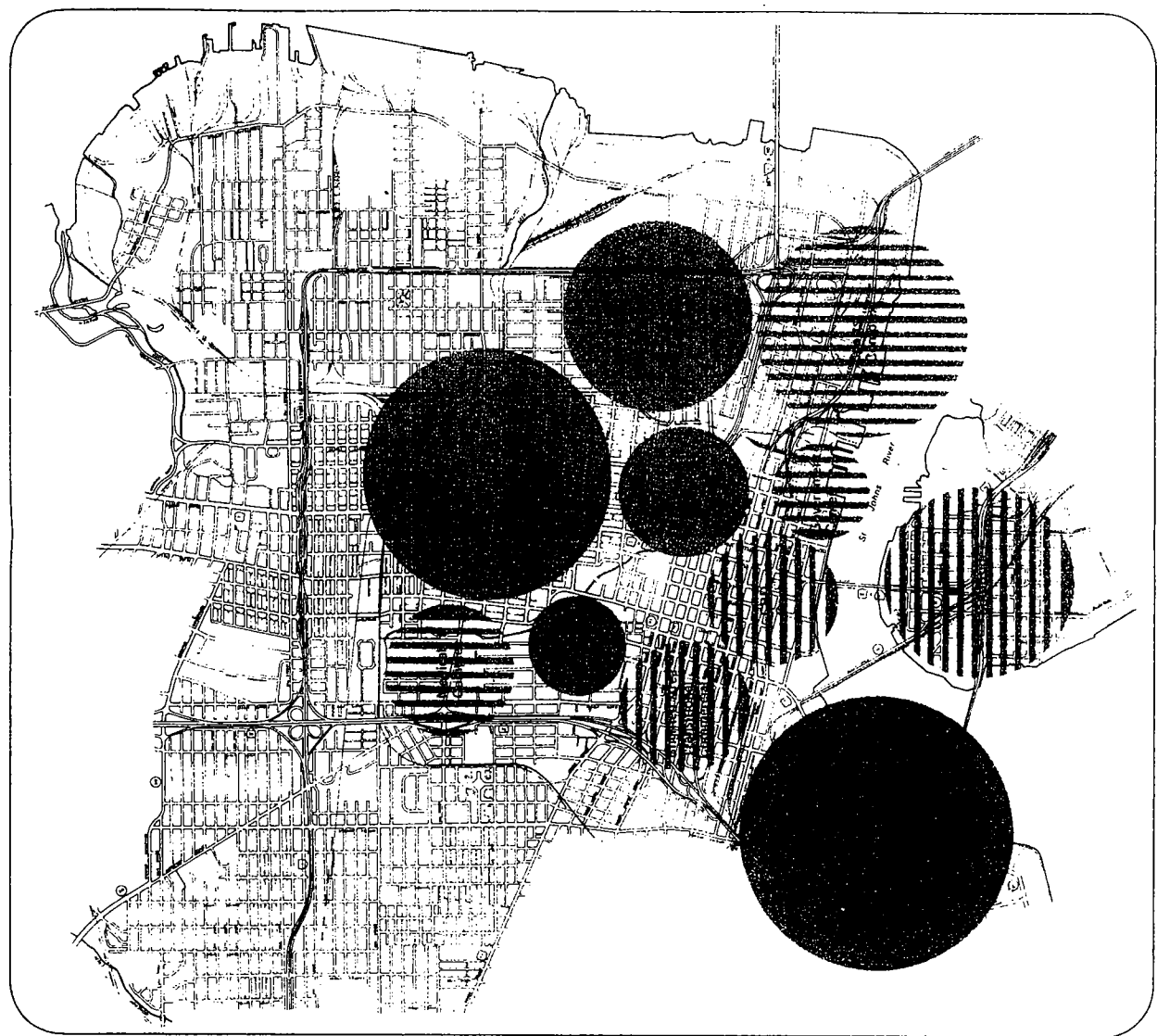
Within the DPM study area there are nine subareas which have special physical characteristics and/or provide particular services so as to function as neighborhoods or discrete activity centers. Some of these neighborhoods, such as Springfield and Riverside, have specific boundaries and are clearly defined as neighborhoods. Other areas are clusters of specialized activities, such as the medical complex, sports complex and emerging government center. The accompanying Neighborhood Image Map identifies areas as neighborhoods or activity centers.

C.1 Springfield

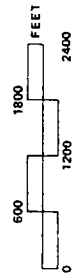
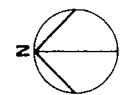
The Springfield neighborhood is primarily a residential area bounded by I-95 and the 20th Street Expressway on the north, the Seaboard Coast Line Railroad right-of-way on the east, U.S. Alternate 90 on the south, and Hogan Creek, the medical complex and I-95 on the west.

Jacksonville DPM Study Area

Neighborhood Image Map



- Residential
- Commercial
- Public/Quasi-Public



The Springfield neighborhood is generally characterized by large, architecturally significant structures dating from the early 1900's. Narrow lots face brick-paved streets lined with oak trees. Commercial activities such as taverns, lounges and pawn shops are penetrating the pleasant residential character of the neighborhood. However, most of the commercial uses are currently concentrated along Main Street and 8th Street. Light and heavy industrial activities including warehousing and storage yards are located along the railroad between 12th and 14th Streets and along the eastern edge of the study area.

Existing zoning in Springfield is diverse. All residential zones permit either mixed residential or high-density development. There are no strictly single-family zones. The recent housing survey conducted by the JAPB indicated that most structures in the Springfield neighborhood do not conform to the present building codes as a result of inadequate wiring or plumbing and structural defects.

Traffic volumes through Springfield create congestion and safety problems in the residential areas. Main Street, with the heaviest vehicular flow, provides access from Northside through downtown to Southside. Eighth Street, the major east-west arterial in Springfield, is also a very heavily traveled street. Because of its proximity to downtown, residents of Springfield have good access to jobs, shopping and services in the CBD. Bus service through Springfield is the most extensive in the City including the Northeast Looper and a Dial-a-Ride service.

C.2 Medical Complex

West of Springfield is the largest medical complex in the City including University Hospital, St. Luke's Hospital, Methodist Hospital, and the Jacksonville Department of Public Health. Medical services are expected to expand in the near future with the possible construction of a relocated Hope Haven Children's Hospital, a medical school attached to University Hospital, expansion of St. Luke's Hospital and development of medical and medical-related office buildings.

The primary east-west arterial through the area is 8th Street; Boulevard carries the major north-south traffic flow. The medical complex is also well served by bus routes including the Northeast Looper and the Westside Looper. Adequate parking is provided at each of the four medical facilities.

Along the fringes of this special service district is some low-income single-family and/or publicly-assisted housing. Few retail and commercial services are located in the area.

C.3 Hogan Creek

The area south of the medical complex, east of I-95, west of Hogan Creek, and north of State Street (including parts of census tracts 16 and 17) is largely low-income residential. There are more than 500 public housing units in this neighborhood including the Blodgett Homes. The presence of physical barriers including I-95, State Street and the medical complex, and the natural barrier of Hogan Creek, effectively isolates this neighborhood from downtown and Springfield.

C.4 Blighted Area

South of Hogan Creek, Phase 1, 2, 3, and 4 is a mixed residential and commercial area which is generally blighted. Many of the residences are badly deteriorated or dilapidated and commercial activity is marginal, serving as a transitional space between poor residential areas and downtown. Because of its proximity to the CBD, vacant land created by urban renewal projects provides space for potential expansion of downtown.

C.5 Downtown

Downtown Jacksonville can be divided into three functional areas: the retail/commercial core, the emerging government center, and Southside. The retail/commercial core is a vital shopping and employment center for the entire City. The area between Hogan and Laura Streets and Church and Bay Streets includes a good retail mix, especially high quality

department stores, apparel and general merchandise stores. Office development, including recent construction of the Atlantic National Bank, Duval Federal Savings and Independent Life, provides a built-in market for daytime shopping. The retail core is relatively compact and accessible by pedestrians over reasonable walking distances. Bus routes serve the area northbound on Hogan Street and southbound on Laura Street. East-west movement through the core by bus is provided by routes along Monroe and Bay Streets. Sidewalks are generally in good condition and the variety of shop windows, store fronts and architecturally significant office facades make walking through the core area a pleasant experience. In addition, the restoration of Hemming Park and the proposed Hogan Street/Laura Street pedestrian corridor will improve the aesthetic quality of an already successful and attractive retail and employment center.

East of the retail/commercial core between Bay Street and the St. Johns River is a discrete district which functions as the governmental center for the County. The area includes City Hall, the County Court House, Police Administration Building, and the new State Office Building. Although these developments have added new life and activity to the waterfront, they are somewhat inaccessible by pedestrian movement to the downtown shopping core.

C.6 Southside

Southside is currently the focus for major new developments in downtown. Gulf Life, the Hilton Hotel, the Prudential Center, and the Baptist Medical Center are a major part of the expansion of downtown to Southside. Although three bridges provide access across the St. Johns River, only the Main Street Bridge directly connects Southside to downtown. The Fuller Warren Bridge and the Acosta Bridge serve Riverside and fringes of downtown. Bus service also connects Southside to downtown across the Main Street Bridge. However, this service can be somewhat circuitous depending on trip origin and destination.

Southside will continue to be the most important area for new development in downtown.

Construction that will soon begin on St. Johns Place includes a large multi-use office, hotel, residential, and entertainment complex. This development will increase residential and employment densities in the area and generate additional demand for people movement between Northside and Southside activities.

C.7 Sports Complex

East of the downtown government center is a major sports complex including the Gator Bowl, Veterans Memorial Coliseum and Wolfson Baseball Park. U.S. Alternate 90 provides access to the sports complex from the west and east via the Matthews Bridge. This area, also known as East Jacksonville, has some deteriorated residential structures which have been recommended for acquisition by the City for possible reuse as sports-related facilities. However, part of the area between Florida Avenue and the old St. Lukes Hospital has also been proposed as a historic district.

C.8 Cathedral Foundation

Another section of the study area which functions as a transitional neighborhood is the area north and east of the downtown, between the retail/commercial core and Springfield. In this area, the Cathedral Foundation has been actively developing high-rise housing for the elderly and handicapped. The Foundation also plans to build a medical clinic in this neighborhood to serve the elderly community.

C.9 Riverside

A portion of the Riverside area is located within the DPM study area. This neighborhood, known as Five Points, is situated between I-95, Margaret Street and the St. Johns River. The neighborhood is a self-contained, mixed use area with generally sound residential structures, strong retail/commercial activity, hospitals and health care facilities, and parks. Older residences in the neighborhood are being replaced by apartments, institutions, medical-related offices and regional or home offices for insurance companies, including Blue Cross/blue Shield.

The shopping district at Five Points is moderate in size and very active during day and evening hours. Recreational facilities include two large passive parks - Memorial and Riverside. Riverside Hospital is the major medical facility in the area.

The residential character of the neighborhood is predominantly single-family, detached houses interspaced with medical-related offices. Streets are lined with large live oaks, water oaks, pines, elms, and palms. The principal vehicular pattern is through traffic moving east-west along heavily traveled arterials including Park, Post and College Streets and Riverside Avenue. This causes some safety and congestion problems in a generally quiet, residential neighborhood. I-95 forms a physical barrier on the northern edge of the neighborhood. Entrance and exit ramps at Park Street feed heavy volumes of traffic onto local arterials. Bus routes along Riverside Avenue and Park Street also provide access to downtown.

D. Economic Base

The DPM study area, particularly the downtown area, functions as the center of economic activity in Northeast Florida. Major employers in the area include insurance, banking, health care, and all levels of governmental services. Recent employment estimates indicate that total employment in the study area is approximately 84,000 persons, or about one-third of all employees in Duval County.

Retail employment is an important component of the economic base in the study area. About 18% of the work force in Duval County is employed in retail activities, compared with 7% in the study area (see Table 11). This is a result of the development of shopping centers in suburban areas of the City. However, the retail sector is still an important part of the economy of downtown. The central business district, i.e., census tract 9, contains about 64% of all retail jobs in the DPM study area. Other parts of the study area with substantial retail employment include:

TABLE 11
TOTAL EMPLOYMENT BY CENSUS TRACT*
DPM STUDY AREA, 1977

<u>Census Tract</u>	<u>Employment</u>	<u>Manufacturing</u>	<u>Percent of Tract Total</u>	<u>Retail</u>	<u>Percent of Tract Total</u>
2	4,334	1,170	27.0	18	0.4
3	3,891	1,673	43.0	156	4.0
4	2,533	531	21.0	101	4.0
5	3,065	337	11.0	275	9.0
8	10,481	209	2.0	314	3.0
9	26,950	75	0.3	3,913	14.0
10	8,228	1,986	38.0	157	3.0
11	409	16	4.0	28	6.8
12	2,246	410	18.3	247	11.0
13	1,083	184	17.0	109	10.1
15	3,000	0	0.0	60	2.0
16	753	16	2.1	10	1.3
17	965	685	71.0	28	2.9
18	3,025	50	4.9	225	22.0
19	12,596	1,202	9.5	503	4.0
29	<u>613</u>	<u>91</u>	<u>14.8</u>	<u>9</u>	<u>1.5</u>
Total Study Area	84,172	8,635	10.3	6,153	7.3
Total Duval County	244,370	28,027	11.5	43,224	17.7
Study Area as Percent of County	24.4	30.8	—	14.2	—

* For 2nd quarter 1977; based on state unemployment insurance data files.
SOURCE: Jacksonville Area Planning Board, August 1978.

- Five Points - census tract 19
- San Marco - census tract 8
- Springfield - census tract 12
- Fairfield/East Jacksonville - census tract 5

These areas, combined with census tract 9, employ 85% of all retail workers in the study area.

Although data available from the JAPB does not delineate the full range of employment types, it is evident that the remainder of the employees in the DPM study area work in non-manufacturing jobs.

Other recent data on the downtown economy include estimates of employment and an inventory of building space compiled for the Downtown Development Authority (DDA) and published in a report entitled *Downtown Jacksonville: A Transportation and Redevelopment Strategy*. The base year used for the DDA study was 1975. While neither the base year nor the study area conforms to the data base for the DPM environmental baseline survey, estimates of employment and space show some parallels to data currently available from JAPB. For example, the DDA study indicated that total employment in census tract 9 was 23,635 in 1975 compared to 26,950 in 1977, as estimated by JAPB. Total retail employment in the downtown area estimated by DDA in 1975 and by JAPB in 1977 was 6,465 and 6,153, respectively. In census tract 9, retail employment was estimated to be 4,593 by DDA in 1975 and 3,913 by JAPB in 1977. The estimates of JAPB are somewhat lower, indicating more conservative estimates, variations in the study area, or a slight decrease in the retail work force (see Tables 11 and 12).

The DDA study also estimates square footage of office space in the downtown area in 1975 (see Table 13). According to that study, there was a total of 5 million square feet of office

TABLE 12
 JACKSONVILLE DPM
 DOWNTOWN EMPLOYMENT ESTIMATES
 1975 and 1990

Type of Employment	<u>CBD (CT 9)</u>	<u>CBD Fringe</u>	<u>Southside</u>	<u>Park - Riverside</u>	<u>Total</u>
Office					
1975	16,030	1,300	5,635	1,735	24,700
1990	29,280	2,550	9,635	3,235	44,700
% Change	82.7	96.2	71.0	86.4	81.0
Retail					
1975	4,593	972	425	475	6,465
1990	5,188	1,092	585	635	7,500
% Change	13.0	12.3	37.6	33.7	16.0
Hotel					
1975	200	115	285	—	600
1990	1,500	175	525	—	2,200
% Change	650.0	52.2	84.2	—	266.7
Other					
1975	2,812	10,853	2,895	6,575	23,135
1990	4,307	17,103	4,495	9,695	35,600
% Change	53.2	57.6	55.3	47.4	53.9
Total					
1975	23,635	13,240	9,240	8,785	54,900
1990	40,275	20,920	15,240	13,565	90,000
% Change	70.4	58.0	64.9	54.4	63.9

SOURCE: *Downtown Jacksonville: A Transportation and Redevelopment Strategy*; Downtown Development Authority
 (Does not include estimates for: State St., I-95, Hogan Creek, I-95/Montana Ave.)

TABLE 13
 JACKSONVILLE DPM
 OFFICE SPACE DISTRIBUTION*
 DOWNTOWN JACKSONVILLE
 1975 and 1990

<u>Downtown Sector</u>	<u>1975 Sq. Ft.</u>	<u>1990 Sq. Ft.</u>	<u>1975-1990 Change</u> Sq. Ft.	<u>Percent</u>
Central Business District	3,297,000	5,947,000	2,650,000	80.4
CBD Fringe	260,000	570,000	310,000	119.2
Southside	1,127,000	1,927,000	800,000	71.0
Park-Riverside	<u>347,000</u>	<u>647,000</u>	<u>300,000</u>	86.4
Total Study Area	5,031,000	9,091,000	4,060,000	80.7

SOURCE: *Downtown Jacksonville: A Transportation and Redevelopment Strategy*; Downtown Development Authority

* Estimates private sector only.

Data shown in Table 14 indicate that the major office buildings in the DPM study area are occupied by banks and insurance companies. Hospitals and health care centers are also an

major buildings within the City.

These offices provide jobs for about 22,000 employees, or about 88% of all the office jobs in town about 5.1 million square feet of usable space, 76% of all usable office space in the City. Building activity has been heaviest since 1950. Office buildings constructed after 1950 con-

tain about 5.1 million square feet of usable space, 76% of all usable office space in the City.

Table 14 lists some of the largest office buildings in the DPM study area. As shown, these offices contain about 3 million square feet of usable space and jobs for about 11,500 employees.

Table 14 lists some of the largest office buildings in the DPM study area. As shown, these offices contain about 3 million square feet of usable space and jobs for about 11,500 employees.

major office buildings in the City, with 6.7 million square feet of usable space. These offices Commerce in 1972 indicated that there is approximately 8.1 million square feet of space in 1960's. An inventory of office buildings prepared by the Jacksonville Area Chamber of Commerce in 1972 indicated that there is approximately 8.1 million square feet of space in substantially retail-oriented, other modes of office activity have been developed since the in downtown. While Hogan and Laura Streets around the Hemming Park area remain sub-

Although the retail sector is an important component of the downtown economy, the CBD is developing as a regional center for banking, insurance, health care and government. Estimates of office space and office employment indicate the growing strength of office activity

space in the study area in 1975 with approximately 3.3 million located in census tract 9. Based on a ratio of 1 employee per 500 square feet of retail space as used in the DDA study), there were approximately 3.2 million square feet of retail space in 1975. Using that same ratio for 1977, there would be approximately 3.1 million square feet based on current JAPB employment estimates. Within census tract 9, estimates of retail space range from 2.3 million square feet in 1975 to 2.0 million square feet in 1977.

JACKSONVILLE DPM
 INVENTORY OF MAJOR OFFICE BUILDINGS
 TABLE 14

Building	Location	Year Constructed	Usable Space (sq. ft.)
American Heritage Life Bldg.	11 E. Forsyth St.	1928	100,000
Ashley Building	125 W. Church St.	1928	118,000
Atlantic National Bank Bldg.	Hogan & Forsyth Sts.	1974	234,000
Atlantic National Bank Bldg.	121 W. Forsyth St.	1909	37,605
Barnett Building	Laura Street	1962	132,656
Barnett Building	W. Adams Street	1927	114,288
Barnett Winston Building	Fisk, Oak & May Sts.	1973	40,000
Charter Oil Co. Building	208 N. Laura St.	1932	33,000
Duval Federal Savings Bldg.	W. Bay Street	1972	32,239
Fidelity Federal Building	411 W. Adams St.	1962	65,509
Florida First National Bank	W. Adams St.	1951	282,097
Florida Title Building	W. Forsyth Street	1911	70,000
Gulf Life Building	Gulf Life Drive	1967	357,750
IBM Building	S. Main Street	1972	96,500
Independent Life Building	Main & Bay Streets	1974	620,000
Jacobs Building	421 W. Church St.	1959	195,000
Laurette J. Howard Bldg.	Prudential Drive	1974	77,000
Marine National Bank	404 Julia Street	1930	30,216
Marshall Taylor Dr.'s Bldg.	Prudential Drive	1957	42,705
Peninsular Plaza	Riverside Avenue	1970	90,169
Professional Insurance Corp.	Riverside Avenue	1914	42,250
Prudential Center	Prudential Drive	1955	407,900
San Marco Towers	San Marco Blvd.	1972	45,000
Seaboard Coast Line Bldg.	Water Street	1960	342,385
Steiman Riverside Bldg.	Riverside Avenue	1972	40,000
St. James Building	West Duval Street	1912	40,000
St. Luke's Professional Bldg.	West Ashley Street	1972	110,000
Two Eighteen W. Adams St.	West Adams Street	1930	30,000
Universal Marion Building	West Church Street	1962	200,000
Total Usable Space			3,996,569

SOURCE: Office Buildings in Jacksonville, Jacksonville Area Chamber of Commerce, October 1972.

important component of the DPM study area economy. The medical complex on 8th Street employs about 5,000 people. State, County and City government also provide heavy employment opportunities in the downtown area. A new State Office Building located on Bay and Market Streets is nearing completion. In addition, the City Hall, County Court House and Police Administration Building are located in the same area.

Office development is continuing at a rapid pace. St. Johns Place, a planned multi-use office, hotel, entertainment, and residential complex will soon begin construction east of the Gulf Life Building in San Marco. Seaboard Coast Line Railroad is planning a similar center near its existing building on Riverside Avenue.

All indicators point to significant increases in office space and employment. The DDA study projects an additional 4 million square feet of office space in the downtown area by 1990. Total employment in the area is projected to increase by approximately 35,000 employees, a gain of 64% between 1975 and 1990 (see Tables 12 and 13).

E. Libraries

The Jacksonville Public Library System is controlled by a Board of Library Trustees appointed by the mayor for four years subject to confirmation by the City Council. There are five libraries within the DPM study area and a circulating bookmobile which travels throughout the City. The locations of each branch is shown on the Community Facilities Map.

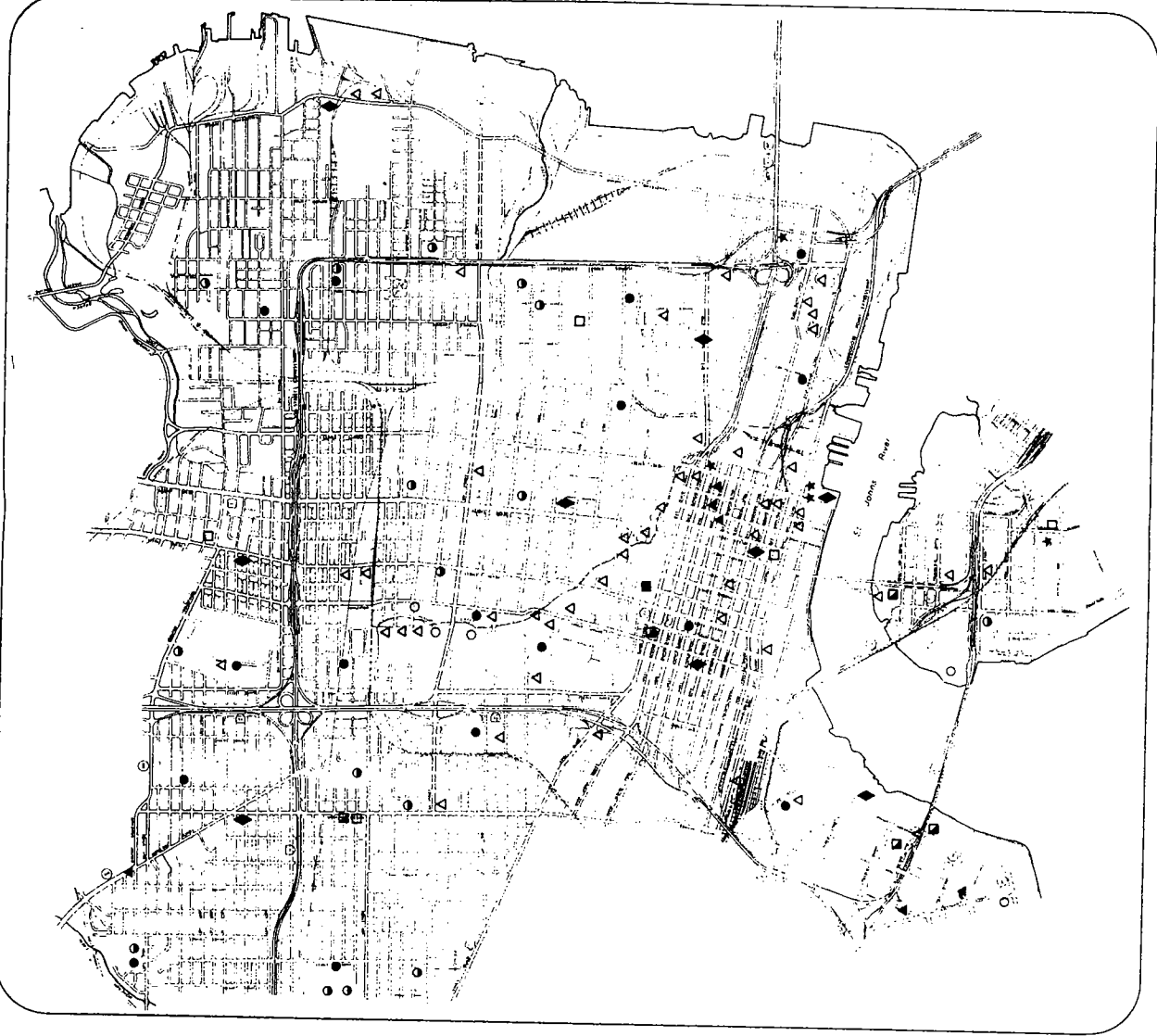
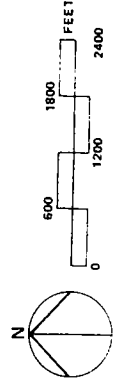
E.1 Haydon Burns Library

The Haydon Burns Library has nearly 720,000 volumes and had a circulation of 333,697 in 1977. It is the headquarters of the Jacksonville Public Library System. The facility is located at 122 North Ocean Street, two blocks from the heart of the business district. Access by automobile and bus is easy. Although no public parking or off-street parking is available, several commercial lots are nearby.

Jacksonville DPM Study Area

Community Facilities

- Key**
- ★ Police Facilities
 - Hospitals
 - Clinics
 - ▲ Nursing Homes and Homes for the Aged
 - Schools
 - Colleges
 - Libraries
 - ▣ Cultural Institutions
 - △ Public Buildings
 - ◆ Fire Stations



Haydon Burns Library is departmentalized along standard lines: general services; business, science and industry; children; and art and music. Particularly notable is the Florida Collection, which contains many books, documents, maps, and diaries no longer available elsewhere.

E.2 Southside Branch

The Southside Branch, opened in 1950, is the second oldest branch in the library system. The library is located in the San Marco neighborhood on 1565 Hendricks Avenue. It ranks second among the branches in terms of circulation. Between 1976 and 1977, its circulation was 164,588 showing only a slight increase from the 1975-1976 figures. The branch has 36,235 volumes.

E.3 Northside Branch

The Northside Branch, opened in 1961, is housed in a remodeled theater building, which has served admirably. The library is located in the Brentwood section of the study area.

E.4 Eastside Branch

The Eastside Branch, opened in 1961, is located in Springfield and its clientele consists of mainly children.

E.5 Dallas James Graham Branch

The Dallas James Graham Branch, one of the newest of the branches is located in the College Park area. In recent years, however, the circulation has dropped and presently has a circulation of 66,746. The facility should be adequate for years to come and expansion is possible if the need presents itself.

F. Hospitals and Health Care Facilities

Jacksonville serves as the regional medical care center for Northeastern Florida and Southeastern Georgia. Unlike most of the surrounding, primarily rural, region Jacksonville has the facilities to treat a wide variety of illnesses. Despite its regional importance, however, the great majority of hospital patients are residents of Duval County. As shown in Table 15, four hospitals and 16 satellite clinics are in operation within the study area. The Community Facilities Map indicates the location of all hospitals and health care facilities in the study area.

F.1 Baptist Medical Center

The Baptist Medical Center is located in Southside at the foot of the Fuller Warren Bridge on Prudential Drive. With 502 available beds, Baptist Memorial is the second largest hospital in Jacksonville. The site is near a major expressway interchange and is hemmed in on the west, north and northeast sides by the St. Johns River and by railroad tracks. The Southside shuttle provides access directly to the facility. Other bus routes pass in the vicinity of the hospital. The fact that the buses cannot get under the expressway overpass is one obstacle to providing increased direct public transportation.

F.2 University Hospital

The University Hospital, formerly known as Duval Medical Center, is a County-owned institution, located in an old section of Jacksonville just north of the downtown area. Together with Methodist Hospital and St. Lukes Hospital, these three facilities form a regional medical complex offering a wide range of services. University Hospital, which opened its doors in 1971, has a bed capacity of over 500. Traffic in the area of the hospital is moderate and access to the facility is good. Public transportation to the facility is also good with the Northeast and Westside Loopers and two other routes operating in the general vicinity of the hospital.

TABLE 15
 JACKSONVILLE DPM
 HOSPITAL INVENTORY
 MAY 1978

<u>Name and Address</u>	<u>Type of Operation</u>	<u>Beds in Use</u>				<u>Additional Beds Approved</u>	
		<u>Medical/Surgery</u>	<u>Obstetrics</u>	<u>Pediatrics</u>	<u>Psychiatry</u>		
Baptist Medical Center 800 Prudential Drive	Non-Profit	335	25	101	41	502	65
University Hospital of Jacksonville 655 West 8th Street	County	225	38	48	53	364	119
Methodist Hospital 1640 Jefferson St.	Non-Profit	226	-	-	-	226	-
St. Luke's Hospital 1900 Boulevard	Non-Profit	283	17	-	10	310	15

F.3 Methodist Hospital

The Methodist Hospital is located in the medical center just north of the downtown area. The facility has 226 beds in use, all of which are used for general medical and surgical purposes. In 1967, the hospital was completely renovated and remodeled and the interior furnished with modern equipment. An outstanding feature of the newly-remodeled facility is the carpeted floors which help in keeping the noise at a minimum.

F.4 St. Lukes Hospital

St. Lukes Hospital is located in the medical center just north of the central business district, near University Hospital and Methodist Hospital. Traffic and bus service are similar to that described for University Hospital.

F.5 Satellite Clinics

Satellite clinics operated by the Public Health Division of the Jacksonville City Health, Welfare and Bio-Environmental Services Department provide additional health care to the community. Unlike outpatient facilities, the clinics do not provide actual medical treatment for ailing patients. They work primarily on the preventative aspects of public health and conduct such activities as well-baby clinics, dental clinics, family planning and maternity clinics, health certificate clinics, maternity classes, and immunizations. Although the clinics perform in a public health role, they are designed in part to alleviate some of the problems that exist in the outpatient hospital facilities. For example, the problem of transportation is often solved by bringing the services closer to the people. The clinics are more apt to be fully utilized because of their convenient locations, and this in turn, prevents some of the illnesses that bring people to the outpatient and hospital facilities.

F.6 Nursing Homes

Past shortages of general hospital beds and the high cost of acute hospital care are, at least, two factors that have brought about the concept of extended-care facilities for the elderly.

One of the major nursing homes in the study area is the Cathedral Health & Rehabilitation Center located at 333 E. Ashley Street. The facility is licensed by the State Division of Health and Rehabilitative Services. The total bed capacity is categorized into skilled and intermediate classifications. These classifications relate to the amount and type of medical treatment required. Of the 32 beds in the center all are in the skilled category.

F.7 Environmental Health

Environmental health has always been a matter of concern but in recent years the emphasis placed upon ecology has been substantially accentuated by citizen awareness. Mosquitoes represent the greatest vector control problem for man as they are potential disease carriers and are major pests. The City of Jacksonville's Mosquito Control is responsible for the control of mosquitoes in the study area.

G. Education

G.1 Schools

There are thirteen schools in the study area; three are junior high schools, ten are elementary schools. Only one school, the Beulah Beal Elementary School, is particularly close to the proposed DPM alignment. The locations of all schools are shown on the Community Facilities Map. The region's 1978 enrollment totaled 7,339, with a pupil capacity of 9,436. See Table 16 for a complete listing of the public schools in the study area.

G.2 Colleges and Universities

Florida Junior College, located near Hogan Creek at State and Main Streets, is the only facility of higher education in the study area. It is accredited by the Southern Association of Colleges. Ultimately, there will be 10,000 students at the college, including many from low and middle income families who are transit dependent.

TABLE 16

JACKSONVILLE DPM

PUBLIC SCHOOLS INVENTORY - SCHOOLS IN USE

<u>School Name and Address</u>	<u>Grades</u>	<u>Site Area (acres)</u>	<u>Total Building Area (sq. ft.)</u>	<u>Pupil Capacity</u>	<u>Enrollment as of 1-4-77</u>	<u>Enrollment as of 1-9-78</u>
Mattie V. Rutherford Elementary 1514 Hubbard Street	K-5 & Spec. Ed.	1.34	35,813	461	498	542
J. Allen Axson Elementary 1221 E. 16th Street	K-5 & Spec. Ed.	2.00	38,873	361	332	319
Beulah Beal Elem. 330 W. 9th Street	K-5	1.29	29,359	248	330	314
Brentwood Elem. 3750 Springfield Blvd.	K-6 & Spec. Ed.	3.59	40,098	408	325	307
Corinne Scott Elementary 1951 Market Street	K-5 & Spec. Ed.	1.45	24,525	291	250	262
Kirby Smith Junior High School 2034 Hubbard St.	7-9 & Spec. Ed.	5.41	99,895	1,546	1,008	928
John Love Elem. 1531 Winthrop St.	K-5 & Spec. Ed.	3.78	29,718	412	391	439

TABLE 16 (cont.)

<u>School Name and Address</u>	<u>Grades</u>	<u>Site Area (acres)</u>	<u>Total Building Area (sq. ft.)</u>	<u>Pupil Capacity</u>	<u>Enrollment as of 1-4-77</u>	<u>Enrollment as of 1-9-78</u>
Long Branch Elementary 1231 E. 27th Street	K-6 & Spec. Ed.	5.80	38,511	680	479	471
Susie E. Tolbert Elementary 1925 W. 13th Street	6 & Spec. Ed.	11.30	46,463	660	723	669
Matthew W. Gilbert Junior High 1424 Franklin St.	7	9.30	71,215	1,126	784	796
R. L. Brown Elementary 1535 Milnor St.	K-6 & Spec. Ed.	5.70	50,878	1,020	840	741
James Weldon Johnson Junior High 1840 W. 9th Street	7	3.09	93,672	1,143	1,026	824
Mary McLeod Bethune Elementary 4330 Pearce Street	K-6 & Spec. Ed.	14.02	55,576	1,080	727	727

The college offers study in 42 different fields leading to Associate in Arts and Associate in Science degrees. Approximately 60% of the student body is enrolled in the non-college credit program consisting of adult literacy, high school completion and review and community service programs in addition to 30 vocational business, distributive, health-related, home economics, and industrial programs. The two other programs include:

- (1) A university-parallel program to enable students to transfer to a senior college or university (Associate in Arts).
- (2) A career education program to prepare students for employment in business-related, engineering-related, health-related, or public service-related occupations.

H. Fire

The Jacksonville Fire Department has provided fire protection to the City for a number of years. Since 1960, the department has utilized a three-shift system, thus allowing a shorter work week for its employees. Within Subarea 6 there are 10 operating fire stations, one rescue unit and 5 ladder companies. There is also one fire boat with facilities at waterfront locations and a "Mop Cat" for handling oil spills. The stations are all owned by the City and have full-time professional fire fighters. (See Community Facilities Map for a complete inventory and location of fire protection stations within the study area.)

I. Police

The study area is by far the leading crime area in Jacksonville. The area accounts for more than 26% (1974 data) of serious and less serious offenses in the City. The major law enforcement responsibilities within the Consolidated City of Jacksonville reside within the Sheriff's Office. Locations of police stations are shown on the Community Facilities Map.

The usual crime pattern in most metropolitan areas is in the form of a concentric-circle, i.e., the incidents of crime are greatest in the center city and gradually decrease as you move into the outlying areas. The incidents of investigated crime in Jacksonville basically adhere

to the concentric-circle theory. The greatest proportion of all crimes are committed in the downtown area and the immediate surroundings. The incidents of crime in both serious and lesser crimes basically follow the same pattern in terms of the geographical area. Areas with a high rate of serious crimes also have a high rate of lesser crimes. The majority of the serious crimes are crimes against property rather than against persons. Generally, Jacksonville exceeds the national averages for all cities in terms of their arrest rate.

J. Public Buildings

This section of the report describes the governmental facilities within Subarea 6. There are six municipal administrative buildings, a jail and warehouse within a four block area east of Main Street between Water and Monroe Streets. These buildings are situated on a total of 15.3 acres and have over one-half million square feet of floor area. Most City-County and administrative, judicial and elected officials are located in these buildings.

The primary administrative building is the City Hall located at 220 East Bay Street. It is the headquarters for the City Council, the Office of the Mayor, the Jacksonville Electric Authority, four departments, and fifteen divisions of the consolidated government.

The Duval County Court House, located at 330 E. Bay Street, is the primary judicial building and contains all of the court functions except the Municipal Courts. Also located here is the Tax Collector, Tax Assessor, Vital Statistics, Supervisor of Elections, Sheriff's Office headquarters, Jacksonville Area Planning Board, Agricultural Department, and four administrative divisions. The School Board, which is presently housed in various offices and old school buildings, has its main office on the 5th floor of the Court House.

The Department of Health, Welfare and Bio-Environmental Services and a central health clinic are located at 6th Street and Boulevard.

The Department of Public Safety, Fire Protection Division and Civil Defense headquarters are centralized in the Lanier Building at 107 North Market Street.

The State-owned public buildings in downtown Jacksonville consist mainly of Fuller Warren Building and a nucleus of buildings comprising the State Board of Health complex. The Fuller Warren Building houses a variety of State commission offices, unemployment and workmen's compensation offices. In the surrounding area of downtown Jacksonville, there is the Florida Highway Patrol Building and the State and Regional offices of the Division of Family Services. The Jacksonville Transportation Authority, which is a State-constituted body, owns its property and building on Prudential Drive.

The federal government owns and maintains the Federal Building located at 400 West Bay Street. It is the main administrative building in the City which is operated for federal government purposes. The building houses a variety of federal agencies, including the Departments of Agriculture, Commerce, Defense, Health-Education-Welfare, Interior, Labor, General Services Administration, and others. The facility is located west of the CBD and is easily accessible to state and local governmental offices. Other administrative offices related to the federal government are located in the main Post Office Building (U.S. Government Court House).

K. Utilities

Jacksonville is served with all of the various city utilities—water, sanitary sewer, storm sewer drainage, and electricity. With the exception of the electrical system, the core area utility systems require rehabilitation, particularly in the Springfield area. The majority of Jacksonville is served by the City's sanitary sewer system. Only a few scattered homes throughout the study area still utilize septic tanks. The Core District of Jacksonville requires rehabilitation of old and inadequate sanitary sewer lines and this work is projected to cost \$70-\$80 million. Many of the trunk and transmission lines are inadequate in size, installation grade, or condition. Many of the older concrete pipes have deteriorated due to gases in the sewage.

Replacement, sealing and refurbishing of the older service lines is needed throughout the study area. Sewer lines have been replaced along Liberty Street from Hogan Creek to 4th Street. The remaining segments from 4th to 8th Streets will be completed by 1979. As future growth or redevelopment in Jacksonville occurs, the older systems will be evaluated for adequacy and replaced or rehabilitated as development demands require.

Most of the water trunk transmission lines need to be rehabilitated. Due to age and type of pipe construction, many of the steel pipes need to be cleaned and relined to increase their efficiency and longevity.

Storm water drainage has long been a recognized problem in Jacksonville. Drainage problems in parts of the City (Springfield in particular) become especially acute when the combination of high tide and heavy rains occur simultaneously. Water then backs up throughout the system and creates flooding conditions in various locations until the high tide has receded. Inadequate pipe sizes, poor installation and heavy growth of weeds and tree roots are prevalent problems along most streets.

L. Recreation Facilities

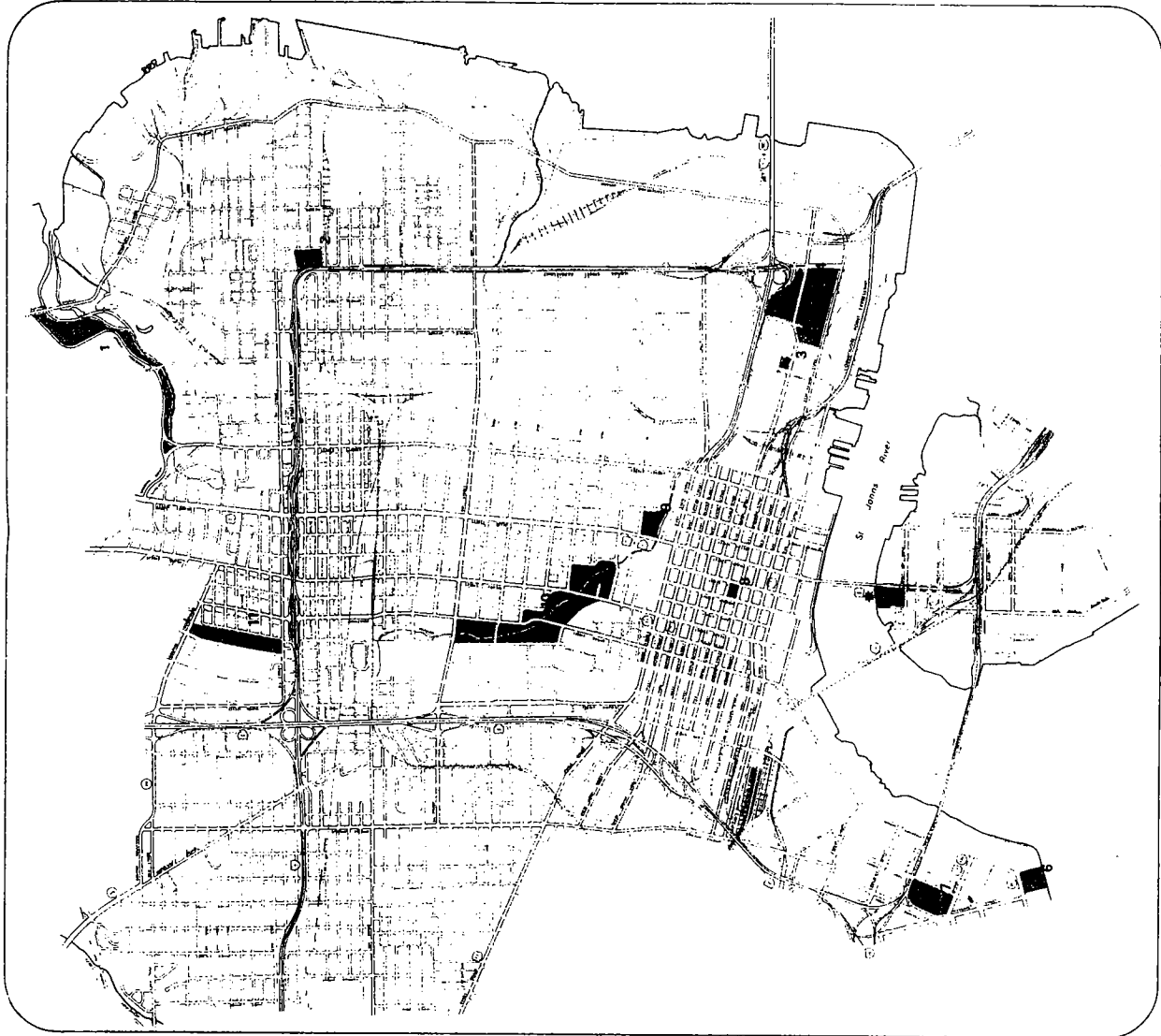
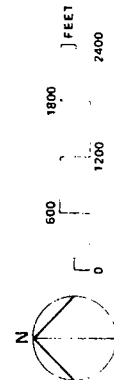
Recreation facilities provide either indoor or outdoor space for a variety of active or passive recreational activities, including parks, playgrounds, tennis and basketball courts, and marinas scattered throughout the study area. The locations of major outdoor facilities are shown on the Recreation Facilities Map.

Even though the study area has 207 acres of open space, the City's 1980 Recreation Plan found that a major portion of the acreage is ineffective for public use for the following reasons:

- poor accessibility because major arterials, expressways, railroads, and non-residential development create physical barriers;

Jacksonville DPM Study Area Recreation Facilities

- Key**
- 1 Mary Mann Jennings Park
 - 2 Kooker Park
 - 3 Duval and Florida Avenue Park
 - 4 Sports Complex
 - Gator Bowl
 - Coliseum
 - Wolfson Ball Park
 - 5 St. Johns River Park and Marina
 - 6 Memorial Park
 - 7 Riverside Park
 - 8 Hemming Park
 - 9 Confederate Park
 - 10 Springfield Park
 - 11 Brentwood Park and Playground
 - ★ Marina



- poor maintenance;
- poor design; and
- under-capacity.

Most of the existing parks are located along arterials and on the periphery of residential neighborhoods which diminish their serviceability. The service radii for neighborhood parks are below the normal standard of $\frac{1}{4}$ to $\frac{1}{2}$ mile.

Many of the recreational facilities are located within the Springfield neighborhood of Jacksonville. The 17.47 acres of Springfield Park, within the study area, comprises more than 56% of the total existing 30.91 acres of open space and recreational facilities in Springfield. This community park parallels Hogan Creek and Laura Street to 6th Street. The historic bandshell located in the park was regularly utilized until the early 1940's. Presently, the park offers both active and passive recreational opportunities. Active facilities include three lighted tennis courts, a softball field and two basketball courts. Large open spaces and rose garden provide passive recreational enjoyment. Springfield Park is one of the more attractive and better maintained parks in the City. Sufficient open space and recreational facilities exist in the park to serve the adjacent neighborhoods west of Main Street. The major problem in Springfield Park is the flooding of the tennis courts during heavy rains.

Confederate Park, originally named Dingnan Park until October 15, 1914, was one of the first city parks in Jacksonville. The ten-acre site was vacant lowland along Hogan Creek and filled in with sanitary garbage and covered with sand in 1907. In May 1914, the 24th annual reunion of the Confederate soldiers occurred in this park. Erection of a memorial to the women of the Confederacy followed the reunion and thus prompted the park's name change. The passive area of the park along Main Street contains 5.30 acres and the active area across Hubbard Street is 3.00 acres and is presently not being used or maintained. The pond in Confederate Park is in need of repair and maintenance. Other general site improvements are needed as well.

A new park is being planned to link Springfield Park and Confederate Park in the vicinity of Hogan Creek and Main Street. The City has submitted an application for a \$200,000 grant from the Department of Interior, Bureau of Outdoor Recreation, for development of this park. Active and passive recreational facilities would be provided, including tennis and basketball courts, bicycle paths, and a bandshell.

The remaining 5.14 acres in the Springfield neighborhood are small neighborhood parks or playgrounds. They include: Oakland Playground - 1.00 acre; Liberty Playground - 1.38 acres; Kirby Smith Junior High School - 2.76 acres; and Robert F. Kennedy Center - 1.00 acre. The Robert F. Kennedy Center contains a gymnasium, a small swimming pool and community center building. All of these parks are inadequate in acreage and the smaller sites are inadequate in facilities as well.

The Boy's Club of Jacksonville, a quasi-public facility, is located at the corner of East 10th and Liberty Streets. Open field play areas, gymnasium and a general community center building are provided.

All of these parks and playgrounds require considerable maintenance and improvements. New site amenities such as water fountains, benches, landscaping, and shelters would improve the usefulness, visual appearance and enjoyment of the facilities. In addition, the playground at Kirby Smith Junior High School could be made more accessible for general public use.

Vandalism is a problem in parks and other recreational facilities. However, property destruction is thought to be associated more with heavy use than with location. Jefferson Street Park and Springfield Park, in particular, are subject to high incidences of vandalism. Loitering is another problem at some recreational facilities, particularly at Hemming Park and Confederate Park. The Parks Department and Sheriff's Office are working toward eliminating this problem and making public use of the City's recreational facilities safer.

The following information relates to specific City convention and recreational facilities. They include the Gator Bowl, Wolfson Baseball Park, Veteran's Memorial Coliseum, Civic Auditorium, and Hemming Park.

L.1 Gator Bowl

The Gator Bowl is primarily used for sports and cultural events, including major football games, some of which are televised nationally. The facility has the capacity of seating over 70,000 persons and in relationship to the Jacksonville population, it is the largest in the South. Located at 1245 East Adams Street, the Gator Bowl was built in 1947 with a seating capacity of 36,000. The Gator Bowl is revenue producing and is considered very competitive in terms of the rental policy. Aside from the rentals, it produces revenue from parking and concession leases. The Gator Bowl is in excellent physical condition; the upkeep is being made easier by replacing the wooden seats with aluminum seats.

The football season starts in August with the professional exhibition games and ends in January with the annual New Year's Gator Bowl Game. There have been several successful rock concerts given in the Gator Bowl and additional activities of this type will continue to be scheduled.

L.2 Wolfson Baseball Park

Wolfson Baseball Park is a stadium which is used by Double A baseball leagues. The field is converted for football use by semi-pro football teams during the fall and winter months. The facility is also used for soccer games, outdoor trade shows and general cultural entertainment. The park has a seating capacity for 8,364 spectators and was built some twenty years ago. The facility is well maintained and remains in excellent condition. Despite the adequacy of the facility, attendance has dropped off sharply in the past few years. The annual attendance in 1962 was 200,000, while the 1970 attendance was only 65,000. There appears to be a reversal of this trend due to the addition of night lighting of the ball fields. This facil-

ity serves as a site for other types of events such as: country and western, rock & roll, jazz and pop festivals, rallies, meetings, cultural events, concerts, etc.

L.3 Jacksonville Coliseum

The Coliseum is used for indoor sports events such as basketball, ice skating and wrestling, general entertainment activities including rock concerts, the circus and boat shows, trade shows, and conventions. During the 1970-71 season, sports and entertainment events at the Coliseum resulted in 218 days of use, representing an attendance of 650,000 persons (excluding the Jacksonville Fair). Built in 1960, it has a permanent seating capacity of 7,830. An additional 2,000 portable seats can be provided on the floor area. The seating capacity is generally considered adequate and the building is in basically sound condition and should serve the community well through 1990.

L.4 Civic Auditorium

The Jacksonville Civic Auditorium is situated on the St. Johns River and is a major city landmark. The facility is revenue producing through the high utilization for cultural entertainment, conventions and trade shows. It was built in 1962 and contains a 3,200 seat auditorium, 610 seat theater, and 21,500 square foot Exhibition Hall. During the past year, attendance increased by 25% to 306,000 for 253 days of utilization. The Civic Auditorium is in good condition, although some modifications will be necessary in the years to come.

L.5 Hemming Park

Hemming Park is located at the heart of the downtown retail core, bounded by Hogan, Laura, Duval, and Monroe Streets. The park is a landmark in the downtown area and offers opportunities for passive recreation amid high density office and commercial development. Major renovations of the park are currently underway and will be completed in the Fall of 1978. The refurbished Hemming Park is a key component in the revitalization of the retail

shopping district, including a proposed pedestrian corridor along Hogan and Laura Streets. Improvements to the park include trees, planters, multi-level open space areas, and new paving and curbing.

M. Cultural Resources

The City of Jacksonville has a large array of cultural activities for all ages. A number of private art galleries, theaters and cultural organizations are located in the City. The Jacksonville Museum of Arts and Sciences and the Cummer Gallery of Art are the two major art-related facilities in the DPM study area.

M.1 Jacksonville Public Library

The Jacksonville Public Library's Art and Music Department provides sophisticated, cultural, and educational programs for the general public. Numerous books dealing with various forms of fine art are available. In addition, films, framed art reproductions, phonograph records and albums, and art slides are available for library use or loan purposes. Library films, which include travelogs, documentaries, biographies, art, history, sports, etc., had a circulation of 20,708 in 1971 — a 28% increase over 1970. The 893 framed art reproductions had a 1971 circulation of 6,489. The record and album collection exceeds 10,000 in number and includes a wide range of choral and instrumental selections from classical to contemporary, as well as spoken recordings, poetry readings, dramas, Shakespearean plays, musical comedies, jazz, folk music and popular music.

M.2 Jacksonville Museum of Arts and Sciences

In 1935, the Jacksonville's Children's Museum was conceived through the efforts of a group of school teachers and a committee of the Association for Childhood Education. From that time, until 1947, when the Riverside Avenue property was acquired, the museum's exhibits were displayed in various areas throughout the City. Today, the Museum is housed in a \$750,000 modern building, constructed especially for its use in 1969. It is on a prime site lo-

cated on Gulf Life Drive, immediately south of Friendship Fountain in the St. Johns River Park. The City has leased the site to the Museum for one dollar per year for ninety-nine years. Recently, the program was expanded to include all ages and the Museum has been renamed the Jacksonville Museum of Arts and Sciences. In 1971, over 174,500 persons visited the Museum. Many of these were school class groups coming from Duval County and other parts of Florida and Georgia. Parking spaces are available in an adjacent lot.

The activities at the Museum appeal to the entire family, although the services are directed primarily to the 4 to 15 year age groups. The Duval County School System and the Museum work closely to correlate school curriculum and Museum activities. The Museum acts as a supplement to classroom instruction by providing school tours on a variety of subjects. Arts, crafts and science classes are held in the fall, spring and summer. Occasional lectures are held at the Museum and a regular program of movies and planetarium shows are held every weekend.

M.3 Jacksonville Art Museum

The Jacksonville Art Museum was founded in 1947 as a non-profit corporation. Its purpose is to provide a visual arts center for Northeast Florida. The two-story facility, located at 4160 Boulevard Center Drive, has 16,000 square feet of floor area. The building is situated on an 8½-acre site and has been developed into a subtropical garden and sculpture park. The Museum provides a permanent collection, changing art exhibits, art classes for children and adults, lectures, films, art demonstrations, and has an extensive educational program with the University of Florida and the Duval County School System. The facility is being developed as a cloistered park area protecting a natural creek setting.

M.4 Cummer Gallery of Art

The Cummer Gallery of Art was opened to the public in 1961. Located at 829 Riverside Avenue, a new two-story, million dollar building stands on the 2.4-acre site of the old Cummer

mansion. Outstanding formal gardens provide an exciting view of the St. Johns River. The Cummer bequest consisted of a collection of original works of art, mainly paintings, furniture, and china, both European and American, dating from about 1400 A.D. to 1900 A.D. Subsequent gifts and purchases have helped fill in gaps and extend the scope of the collection. The Cummer art collection is open to the public. Exhibitions, borrowed from the world over, comprise all types of art. These include contemporary and Oriental art, decorative and photographic, forms, etc. The exhibits change approximately every four weeks. Slide lectures and concerts are also presented by authorities brought in from universities and museums of both the United States and Europe. These are held mostly in the fall and spring.

IV. TRANSPORTATION

A. Bus Service

The Jacksonville Transportation Authority (JTA) provides bus service for all of Duval County. Transit routes operate in a radial pattern with downtown as the hub. Almost all routes enter the downtown core, loop through the area and return to the outlying districts where they originated. Transit riders having destinations beyond the CBD core must transfer at some point in the downtown area in order to complete their trip. Hemming Park is the major transfer point. Other important transfer points include:

- Adams and Jefferson Streets
- Adams and Julia Streets
- Forsyth and Ocean Streets

Most bus routes carry between 1,000 and 3,000 passengers per day. Table 17 shows average weekday passenger volumes. Route 36-AB serving the area northwest of the downtown core carries the highest volume with approximately 7,000 passengers per weekday. Generally, routes serving the area west and northwest of the CBD carry heavier than average daily volumes, particularly route 12-20 (Florida-Beaver Street), route 19-49 (Kings Road), route 14-18 (Davis-Myrtle), and route 3-22 (Riverside-Ortega).

Reduced-fare shuttles link peripheral areas to the downtown area. These routes also interconnect nine fringe parking lots with major buildings in the downtown area. Three shuttles now operate between downtown and outer parts of the study area:

- Liberty Street Shuttle
- Riverside Shuttle
- Southside Shuttle

TABLE 17
JACKSONVILLE DPM
BUS ROUTE HEADWAYS AND AVERAGE PASSENGER VOLUMES

Route Number		Weekday Headways			Average Weekday Passenger Volumes
		A.M. Peak	Base	P.M. Peak	
1	Express Flyer	34	—	30	269
2	Express Flyer	30	—	30	340
3-22	Ortega-Lakeshore	15	53	15	3,246
4-AB	Murray Hill	16	34	15	1,503
5-30	McDuff-Park	45-23	90-84	30-30	1,473
7-32	Edison-Woodstock	31-36	6-70	31-36	1,395
9-11	Walnut-Talleyrand	60	—	60	165
12-20	Florida-Beaver	11-12	25-32	15-13	3,385
13-47	Glynlea-Southside Estates	25	42	28	1,091
14-18	Davis-Myrtle	12	32	13	2,864
15	Phoenix	17	25	17	1,287
17-26	Panama-Northshore	10	20	10	2,367
19-49	Grand Crossing-Tyler	7.5	20	7.5	3,212
21	Beach Boulevard	32	65	30	1,057
23-ABC	Arlington	10	30	10	1,833
24-AB	Arlingwood	33	—	66	363
25	Cecil Field	(Four Trips Daily)			93
27	Lake Forest	23	35	23	1,043
28	Sherwood Forest	22	43	22	2,190
29	College Gardens	30	—	30	185
31-41	Colonial Manor-Lakewood	23-25	45-65	30-27	1,687
35-46	Spring Park-Phillips Highway	30-33	64-60	35-32	1,241
36-AB	Moncrief	5.5	11.5	5.5	6,977
37-ABC	St. Augustine Road	5	65	20	1,296
39	Express Flyer	30	—	30	257
40	Airport	(Three Trips Daily)			75
48	Express Flyer	30	—	30	131
51	Beaches	25	60	25	2,996
X51	Ocean Park	60	—	35	74
70	Air Base	25	45	45	1,275

SOURCE: Jacksonville Transportation Authority

Shuttle bus ridership in 1976 was 385,000, an increase of 40% over 1975.

B. Major Streets and Traffic Volumes

Major streets in the DPM study area include three functional classifications of streets:

- freeways/expressways;
- arterials;
- collectors.

Freeway/expressway facility providing access to the DPM study area from the north and south is Interstate Route 95; Interstate Route 10 provides access from the west; U.S. Alternate Route 90 from the east. The 20th Street Expressway and the Haines Street Expressway provide a north-south and east-west loop around the study area.

Arterial routes which provide access to the study area include:

- Main Street (U.S. 1, 17) from the north;
- Riverside Avenue from the southwest;
- Kings Road and Beaver Street from the west.

Arterial streets within the downtown area which operate in one-way patterns to facilitate east-west traffic flow include:

- State Street/Union Street
- Ashley Street/Church Street
- Duval Street/Monroe Street
- Adams Street/Forsyth Street

North-south flow within the CBD is provided by one-way combinations of Main and Ocean Streets and Julia and Hogan Streets connecting Bay Street and the State Street/Union

Street pair. On the Southside, the major streets include San Marco Boulevard and Hendricks Avenue.

The existing river crossings carry high volumes of traffic into and out of the DPM study area. Recent traffic counts shown in the *Downtown Jacksonville* report indicate the high daily traffic volumes (see Table 18).

Within the DPM study area the most heavily traveled streets are:

- State Street and Union Street
- Main Street and Ocean Street
- Adams Street
- Monroe Street
- Bay Street
- Duval Street
- Hendricks Avenue

C. Parking

The Downtown Development Authority recently completed an inventory of the CBD parking supply. The downtown area was surveyed on the Northside from State Street on the north to the St. Johns River on the south and from Jefferson Street on the west to Liberty Street on the east. The Southside survey covers the area between the St. Johns River and Prudential Drive. Detailed data on all public and private facilities, including number of spaces, ownership, rate and permitted use, are available from the DDA. There are approximately 25,000 spaces in the downtown area: 16,688 in Northside and 8,266 in Southside. Of these totals, there are 14,765 spaces located off-street in Northside and 6,766 located off-street in Southside (see Table 19).

TABLE 18
 JACKSONVILLE DPM
 EXISTING TRAFFIC VOLUMES BY CORRIDOR
 AVERAGE DAILY TRAFFIC
 1976

<u>Access Route</u>	<u>Traffic Volume</u>	<u>Access Route</u>	<u>Traffic Volume</u>
North Corridor (North of State Street)		Southwest Corridor (South of I-95)	
I-95	83,700	Riverside Avenue	15,000
Broad Street	5,000	Park Street	9,800
Pearl Street	6,800	College Street	6,500
Laura Street	4,000	I-10	96,500
Main Street	14,600	Forest Avenue	9,000
Hubbard Street	4,500	Total	<u>135,800</u>
Liberty Street	4,000		
Total	<u>122,600</u>		
East Corridor (East of Washington Street)		West Corridor (West of I-95)	
U.S. Alt. 90	27,900	Myrtle Avenue	9,800
Duval Street	3,000	Church Street	1,500
Adams Street	4,900	Beaver Street	14,400
Bay Street	8,800	Kings Road	12,800
Commodore Point X-way	7,800	Total	<u>38,500</u>
Total	<u>52,500</u>		
South Corridor (South of Gary Street)		Bridges:	
I-95	87,200	Fuller Warren	54,000
Kings Avenue	8,700	Acosta	27,000
Hendricks Avenue	11,600	Main Street	41,400
San Marco Blvd.	16,900	I.D. Hart	24,100
Total	<u>124,400</u>	J.E. Mathews	44,900
		Total	<u>191,400</u>

SOURCE: *Downtown Jacksonville: A Transportation and Redevelopment Strategy, Part I*

TABLE 19
 JACKSONVILLE DPM
 PARKING SPACE INVENTORY
 DOWNTOWN: 1978

<u>Downtown Location</u>	<u>Curb</u>	<u>Off-Street</u>			<u>Total Spaces</u>
		<u>Public</u>	<u>Private</u>	<u>Total</u>	
Northside	1,923	9,835	4,930	14,765	16,688
Southside	500	4,145	2,621	6,766	8,266*
Total	2,423	13,980	7,551	21,531	24,954

* Includes 1,000 spaces off-street in free lots and in small business areas.

SOURCE: Downtown Development Authority Fact Sheets, August 1978.

In Northside, the major concentration of parking spaces is located south of Bay Street between Liberty Street and the Riverside Avenue/Broad Street combination. Within this area there are 5,408 spaces, or 32.4%, of the total Northside inventory. These spaces primarily serve the government offices, Independent Life and Sears. The two largest concentrations south of Bay Street are 977 spaces along the St. Johns River east of the Main Street Bridge and 1,095 spaces along the river east of the Acosta Bridge. In the main shopping and commercial district bounded by Bay, Church, Pearl, and Market Streets there are 4,733 spaces, or 28.4% of the total Northside supply. Major concentrations are located west of Hogan Street between Forsyth and Monroe Streets (928 spaces) and in the off-street facility at Main and Bay Streets (690 spaces).

The existing parking rate structure varies according to the facility. However, parking rates are generally low enough to encourage high utilization. Rates for public off-street facilities

range from daily maximums of \$1.25 to \$2.50 and monthly permits of \$12.00. Short-term rates range from \$0.25 per half hour to \$0.25 per hour. There will be a 600-space garage in the new State Office Building with 400 monthly spaces for State employees only at \$22.50 per month; 200 daily spaces will be rated at \$0.35 per half hour with a \$2.50 daily maximum. Rates in privately-owned facilities for public and/or private use range from \$0.50 to \$0.70 per hour with daily maximums of \$1.25 to \$2.50. Monthly rates range from \$8.00 to \$45.00.

Of the 2,423 on-street spaces, 1,600 are metered. The distribution of rates and maximum duration is shown below:

- 1,000 spaces with 2-hour limit at \$0.05 per half hour;
- 517 spaces with 1-hour limit at \$0.05 per half hour;
- 83 spaces with a limit of 15 minutes at \$0.05.

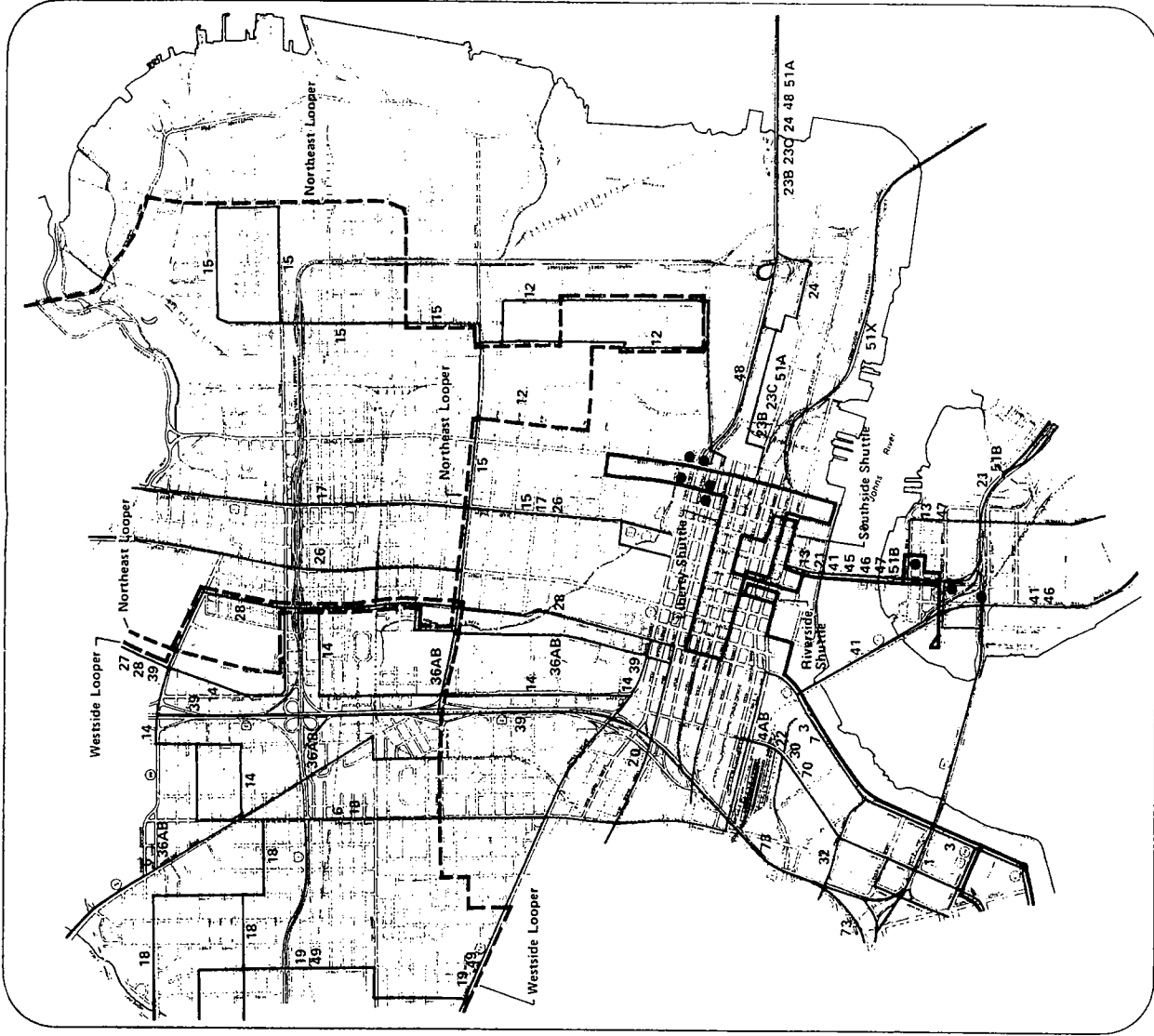
The Jacksonville Transportation Authority operates peripheral parking lots in conjunction with its shuttle bus park-and-ride program. Peripheral parking lots, shown on the Bus Routes Map currently provide approximately 600 parking spaces.

Existing parking demand in the downtown core area is estimated to be 13,000 spaces (refer to *Downtown Jacksonville: A Transportation and Redevelopment Strategy*, Part II, p. 70). This demand is being met by 10,400 off-street spaces and 1,200 on-street spaces in the CBD, plus 1,400 spaces in fringe area and peripheral parking spaces. The parking analysis also estimated that of the total parking demand, 7,000 spaces per day are used for long-term parking and 6,000 spaces for short-term parking.

Public parking revenues have declined 2.4 percent since 1973 as indicated by the data in Table 20. The Public Parking Division estimates that revenues from public parking facilities will be \$407,241 in fiscal year 1977-1978. The opening of the State Office Building garage is expected to increase these revenues substantially. Additional revenue is received from

Jacksonville DPM Study Area

Bus Routes



- Key**
- Bus Route
 - 22 Bus Route Number
 - Shuttle Route
 - - - Looper Route
 - Park/Ride Lot

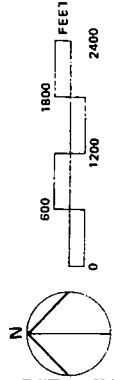


TABLE 20
 JACKSONVILLE DPM
 PARKING REVENUE : CITY FACILITIES
 1973 - 1978*

<u>Parking Facility</u>	<u>1973-1974</u>	<u>1974-1975</u>	<u>1975-1976</u>	<u>1976-1977</u>	<u>1977-1978**</u>
City Lot					
Daily	\$121,719	\$130,270	\$127,677	\$137,794	\$149,357
Monthly	140,530	116,020	35,270	8,030	9,036
Total	262,249	246,290	162,947	145,824	158,393
Annex Lot					
Daily	\$ 26,768	\$ 29,881	\$ 32,416	\$ 33,749	\$ 57,219
Monthly	15,650	15,620	16,950	18,510	20,094
Total	42,418	45,501	49,366	52,259	77,313
Court House West					
Daily	\$ 46,695	\$ 51,184	\$ 48,169	\$ 41,476	\$ 60,677
Monthly	27,744	28,152	28,092	28,362	40,866
Total	74,439	79,336	76,261	69,838	101,543
Court House East					
Daily	\$ 13,380	\$ 19,173	\$ 20,740	\$ 21,564	\$ 19,304
Monthly	24,912	25,272	25,272	25,272	50,688
Total	38,292	44,445	46,012	46,012	69,992
Summary					
Total Daily	\$208,562	\$230,508	\$229,002	\$234,583	\$286,557
Total Monthly	208,836	185,064	105,584	80,174	120,684
Grand Total	417,398	415,572	334,586	314,757	407,241

* Fiscal Year is October 1 through September 30.
 ** 1977-1978 revenue based on actual revenue for 9 months plus projected revenue for remaining 3 months.
 SOURCE: Department of Public Safety, Public Parking Division, August 1978.

meter violation fines. It is anticipated that revenues generated by fines in 1977-1978 will be \$186,120.

D. River Traffic

The Port of Jacksonville has a very active petroleum storage industry. Seven major tank farms are located downstream of the study area and would not be affected by any river crossings for the DPM. However, there is a substantial amount of barge traffic in the area of possible DPM river crossings. There are approximately 700 trips upstream of the downtown area annually and 300 trips downstream.

V. PHYSICAL AND NATURAL RESOURCES

A. General Physical Characteristics

The City of Jacksonville lies in the Gulf Coastal Plain and is characterized by a flat or gently rolling landscape typical of this geologic province. The climate is wet (52 inches of rain a year on the average) and warm (annual mean temperature of 74° F), with long, humid summers and mild winters. The Atlantic Ocean nearby and the Gulf Stream further out to sea temper the heat of summer and the cold of winter.

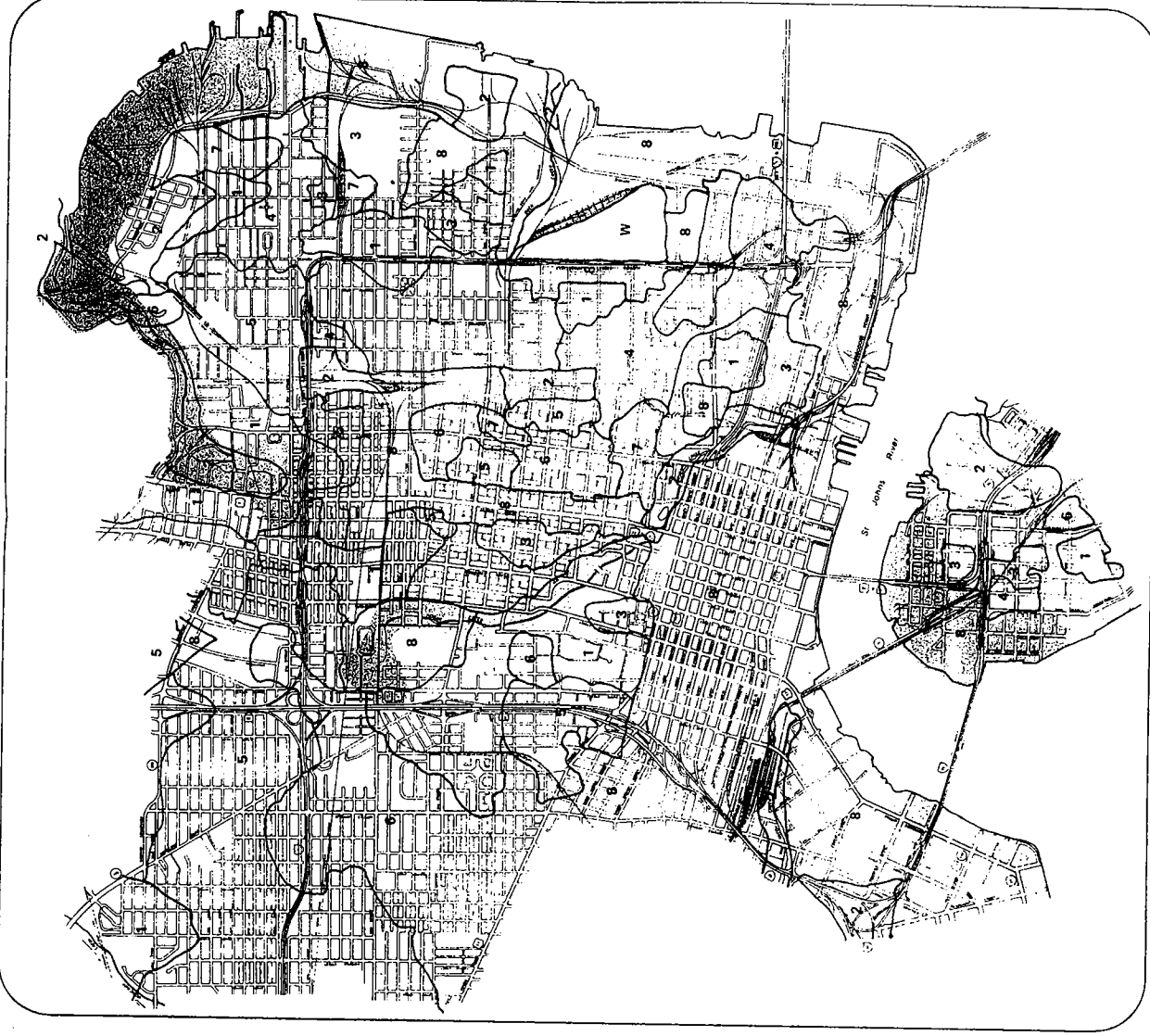
The St. Johns River and its tributaries wind their way through the City's flat terrain. With the exception of the main river channel, these waterbodies flow sluggishly and flood during heavy rains. The surface waters are not used widely for supply and do not replenish groundwaters. Rather, they receive discharge of excess groundwater and stormwater runoff. The City draws its water from thick permeable layers of limestone and dolomite several hundred feet below the surface, commonly known as the Floridan aquifer. With this background of general physical characteristics, specific resources and problems in the study area can be described.

B. Soils

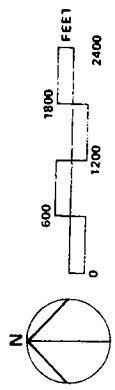
Although large portions of the study area are paved, the Coastal Plain's soil types are of interest because of their stability, potential for erosion and drainage characteristics, all of which may impact on and be affected by construction of the Jacksonville DPM. As shown on the Soil Groups Map, soils in the vicinity of the DPM are Albany Fine Sand, Arents, Kershaw, Leon, and Pelham; all of these are grouped in the Flatwoods Ecosystem. Albany Fine Sand and Arents, located in the stream valley of Hogan Creek, can present problems because they are poorly drained. The other types of soils are so mixed with urban land that they are difficult to distinguish. However, of these, the Leon group, found in Southside,

Jacksonville DPM Study Area

Soil Groups



- Key**
- 1 Albany Fine Sand
 - 2 Arents
 - 3 Kershaw-Urban Land Complex
 - 4 Leon-Urban Land Complex
 - 5 Mascotte-Urban Land Complex
 - 6 Pelham-Urban Land Complex
 - 7 Pottsburg Fine Sand
 - 8 Urban Land
 - ☼ Flood Prone Area
 - W Water



and Pelham found just west of Hogan Creek and Southside are also subject to drainage problems. On the other hand, Kershaw Fine Sand, located in Southside, can be excessively drained and therefore difficult to landscape. Because of the flat terrain and sandy, rather than silty, soils potential for erosion is relatively low.

C. Flora and Fauna

As can be expected, vegetation and wildlife have been greatly altered by development. Remaining natural vegetation consists of scrub oak, second growth slash pine, longleaf pine, and saw palmetto. In the Springfield area, vegetation also consists of turkey oak and inkberry. Native grasses include broomsedge, bluestem, chalky bluestem, lopsided indian-grass, and wild grape. Mimosa, magnolia and various palms and elms have been planted throughout the study area.

The vegetation supports animal species that can survive in an urban environment; gray and fox squirrel are typical. No rare or endangered species have been identified.

D. Water Resources

Both the St. Johns River and Hogan Creek reflect the urban quality of the study area. Greater peak storm runoff from paved areas and storm sewers have increased the natural flooding potential, which was high to begin with, given the slow flows and tidal influence. Flood prone areas are shown on the Soil Groups Map and cover several sections of the proposed DPM alternative routes.

Industrial and domestic sewage effluent, septic tank seepage and stormwater runoff have degraded water quality in the study area's surface waters. High quantities of organic materials and toxic metals (lead and cadmium) limit the St. Johns River's ability to support aquatic life. Hogan Creek has a varied pollution pattern. The northern portion of the stream does support fish and green algae growth. However, further south, the creek has been

abused; garbage and floating debris can be seen and the water color is brownish. Aquatic life tapers off downstream of the HUD-built projects. Currents closest to the St. Johns River are rapid due to exchange of water from the tidal flow. Environmentally sensitive areas are shown on the following map.

E. Air Quality

Of particular interest to the DPM study area is transportation-related air quality. Automobiles account for a major share of annual pollutant emissions. Highest concentrations of these pollutants (carbon monoxide, hydrocarbons and nitrogen oxides) are found along the major traffic corridors. In the study area, these are the urban core, Main Street, Arlington Expressway, and S.R. 17. The 1978 sampling data indicate acceptable levels of carbon monoxide; while ozone levels frequently violate standards. This problem led to a major effort to control significant hydrocarbon sources.

Industries also contribute to air pollution in Jacksonville. Major sources are the electric generating plants, pulp and paper making operations, and two organic chemical plants. Sulfur dioxide, the major industrial pollutant, has increased over the last five years.

F. Energy Resources

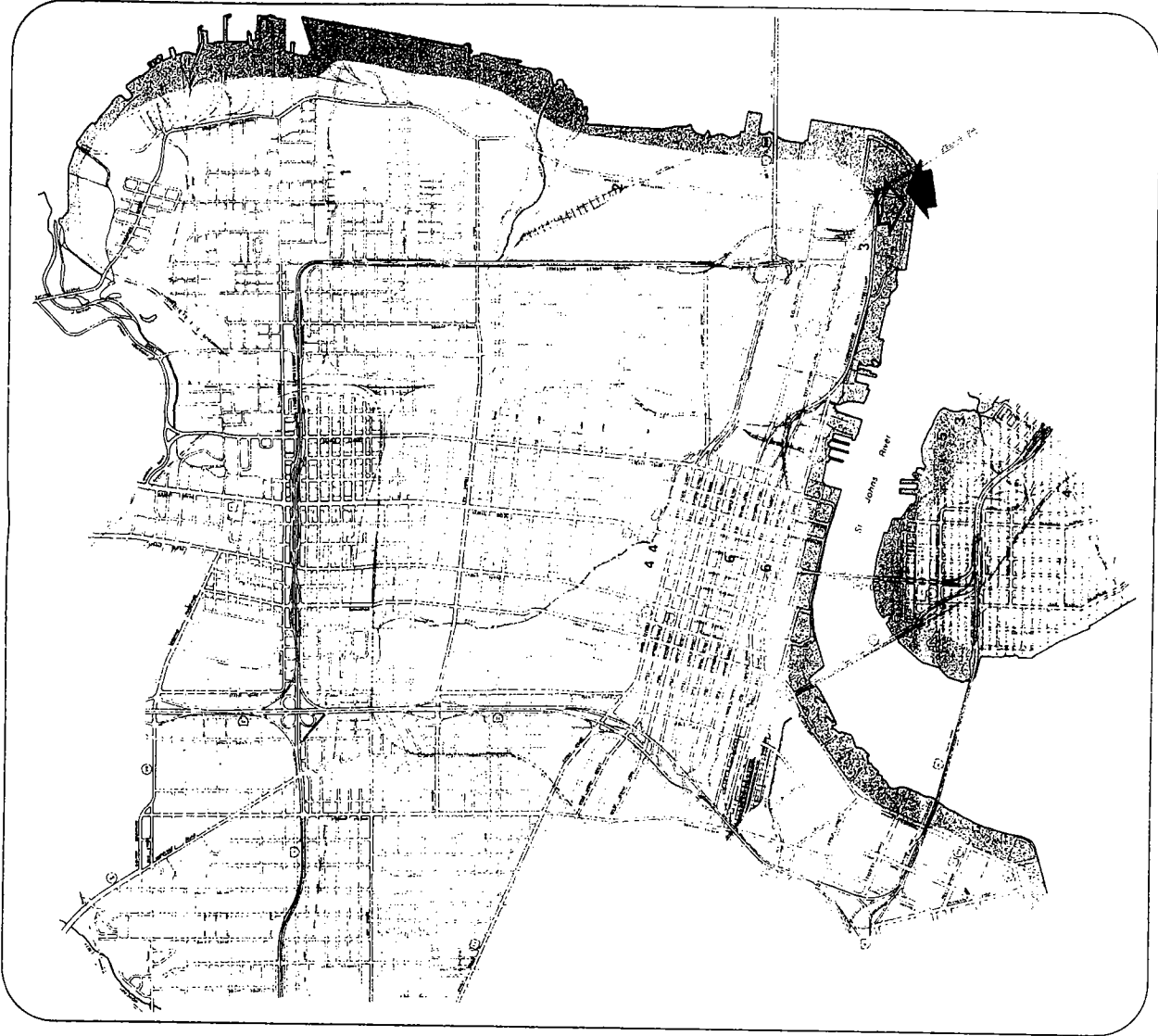
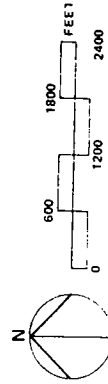
Three generating facilities of the Jacksonville Electric Authority (JEA), with a total nameplate capacity of 2,123 megawatts, serve Jacksonville. Construction of JEA's newest electric generating unit, Northside 3, is virtually complete. Its net capacity is 518 megawatts. Plans have begun for construction of two coal-fired 600 megawatt units to be completed in 1985 and 1987, respectively.

The growth rate of the electric utility industry and the JEA may not reach the accelerated pace of the late 1960's and early 1970's. However, according to a recent consultant's report, JEA can expect a growth rate of 6.5% per year to the year 2000. If this rate is maintained, it will mean that the JEA must double its generation capacity within the next 12 years. The

Jacksonville DPM Study Area

Environmentally Sensitive Areas

- Key**
- ◊ Major Point Source - Domestic Waste
 - ◼ Major Point Source - Industrial Waste
 - ▨ Dredge and Fill
 - ▤ Areas of Saltwater Intrusion
 - 1 Sewage Disposal/Collection System
 - 2 Sewage Disposal/Package Plants
 - 3 Industrial Sewage Disposal
 - 4 Freshwater Supply
 - 5 Electrical Supply Transportation System
 - 6 Ports, Terminals and Depots



addition of coal-fired facilities in the mid-1980's and nuclear power in the 1990's offers the JEA an opportunity to diversify the fuel source and further insure the reliability and cost competitiveness of three types of fuel. Transportation within the City of Jacksonville consumes 11.5% of total energy use all of which is in petroleum products and the primary fuel to this sector.

VI. HISTORICAL AND ARCHAEOLOGICAL RESOURCES

The City of Jacksonville's history now encompasses more than four centuries of continuous development since the first Europeans settled on this mainland. Throughout its long history, several historic and architecturally significant sites have been preserved and listed or are in the process of being nominated to the National Register of Historic Places. Those located in downtown Jacksonville include:

- Dyal-Upchurch Building, 4 East Bay Street
- Catherine Street Fire Station, 12 Catherine Street
- T. V. Porter House, 510 Julia Street

Those sites considered eligible for the National Register of Historic Places are as follows:

- In downtown Jacksonville:
 - Jacksonville Free Public Library, 101 East Adams Street
 - Black Masonic Temple, 410 N. Broad Street
 - St. James Building, 117 West Duval Street
 - Bethel Baptist Institutional Church, 1058 N. Hogan Street
 - Florida Life Building, 117 N. Laura Street
 - Morocco Temple, 219 N. Newnan Street
- Within the Riverside-Avondale neighborhood one site in particular is of special concern:
 - Riverside Baptist Church, 2650 Park Street
- In the Fairfield-Oakland and East Jacksonville area the following sites have historical and archaeological significance:
 - St. Andrews Episcopal Church, 317 Florida Avenue
 - Old St. Luke's Hospital, 314 Palmetto
- In the Springfield neighborhood:
 - Alco Halfway House, 1120 Hubbard Street

Dionne Springfield Apartments, 1830 N. Main Street

H. T. Klutho House, 28 W. 9th Street

- Within the Fairfield-Oakland and East Jacksonville area:

Public School No. 3, 1000 E. Ashley Street

Old Marine Hospital, 1616 E. Church Street

James E. Merrill House, 229 Lafayette Street

- In the Riverside neighborhood:

Sasnett Residence, 2063 Oak Street

The homes themselves typify two-story wood construction with large verandas. The houses are widely varied in color and texture and it is not unusual to find several spanish adobe homes spaced throughout the area.

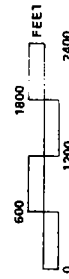
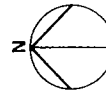
The historical sites found on the map of Historic and Architecturally Significant Sites are those located within one block of the currently proposed route for the Downtown People Mover. There are no known archaeological sites in the DPM study area.

Jacksonville DPM Study Area

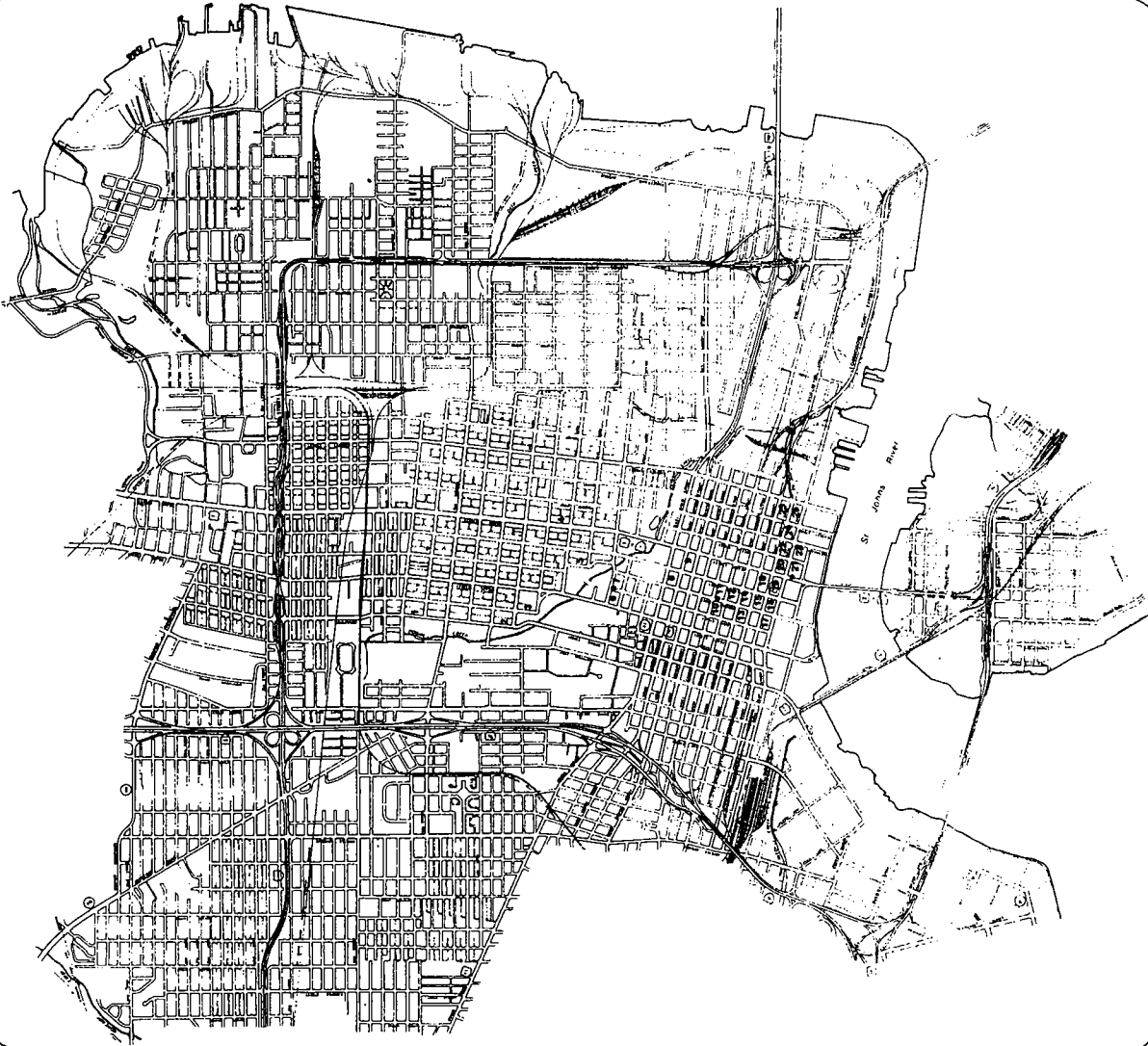
Historic and Architecturally Significant Sites

Key

- 1 State Board of Health Building
- 2 Lampru Court Apts
- 3 Private Home
- 4 Fire Station #2
- 5 Private Home
- 6 Private Homes
- *7 Bethel Baptist Institutional Church
- 8 City Rescue Mission
- 9 Old Greek Orthodox Church
- 10 U.S. Fidelity and Guaranty Co. Seminole Club
- *11 St. James Building
- 12 Hemming Park Monument
- 13 Levy-Wolf Building
- 14 Charter Oil-Greenleaf Building
Jacob's Jewelers Clock
- Snyder Memorial Methodist Church
- 15 Schultz Building
Atlantic Bank Building
- Barnett National Bank Building
- 16 Woolworth Building
- 17 Florida Title Building
- 18 G. D. Jackson Building
- 19 Witschen-Drew Building
Old Bisbee Building
- 20 Bostwick and Bostwick Law Offices
- *21 Dyal Upchurch Building
- 22 Florida Theatre
- 23 Herkimer Building
- 24 Title and Trust Co.
Office Building
- 25 Groover-Stewart Drug Co
- 26 J. H. Churchwell Building



*Sites nominated or eligible for the National Register of Historic Places



VII. AESTHETIC AND VISUAL RESOURCES

A. Aesthetics and Architecture

The DPM study area contains a wealth of aesthetic resources and buildings of significant architectural value. Gently sloping topography between the St. Johns River and the retail/commercial core and wide streets afford long vistas and excellent views of Southside from the Northside. Strategically located open spaces, such as Hemming Park, relieves the impact of high density office and retail activity. Architectural styles range from early 1900's residential and commercial structures designed by Henry Klutho to modern skyscrapers of the 1960's and 1970's.

The street system adds a sense of open space to the CBD. Street widths are predominantly 40 feet to 49 feet, sufficient for four traffic lanes. East-west streets from Bay to State Streets between Broad and Washington Streets are generally 40 feet to 49 feet wide. Exceptions are Bay Street which is 60 feet to 69 feet wide and State and Union Streets which are 50 feet to 59 feet wide between Main and Broad Streets. North-south streets are also 40 feet to 49 feet wide generally in the CBD, except for Hogan Street which is 50 feet to 59 feet wide. In Southside, Gulf Life Drive is 50 feet to 59 feet wide.

While street widths provide a feeling of open space and opportunities for long vistas, the full street rights-of-way would restrict any future widening of traffic lanes from the downtown norm which is 10 feet to the more standard 12-foot lane. Widening of traffic lanes would require either reduction in total number of lanes or infringement of sidewalk space. Generally, rights-of-way are 70 feet in the CBD. Any alignment of a DPM in the downtown area may detract from the sense of open space and interfere with pleasant vistas. A detailed assessment of these impacts will depend on specific DPM alignments.

The topography and alignment of Bay Street provide unobstructed views east and west for pedestrians and those in vehicles. Views south along Hogan, Laura, Main, Julia, and Pearl Streets from the vicinity of Adams and Forsyth Streets are facilitated by topography and the grid street system in the CBD. These views provide points of contact between Northside and Southside, particularly between the retail/commercial core and the Gulf Life Center, the Hilton Hotel and the Prudential Center. This visual contact supports the functional integration of Southside with downtown.

Line of site contact between various activity modes and the Hemming Park district is extremely important to the success of the downtown retail economy. Retail shops, including architecturally significant buildings such as May Cohens, Haverty's and Levy Wolf, are easily visible by pedestrians on Laura, Duval and Hogan Streets. Visual contact with one's shopping destination is an important element in shopper dynamics and pedestrian movement. Other aesthetic characteristics which influence shopping patterns in the downtown area are well maintained sidewalks and curbing, attractive building facades and storefronts, readable graphics, and clear traffic/pedestrian signalization.

All buildings in the retail core area are at least two stories high. Retail and commercial activity falls off quickly west of Julia Street and east of Main Street. Within the core area of the downtown, i.e., the area bounded by Julia Street on the west, Church Street on the north, Main Street on east, and Water Street on the south, high-rise buildings serve as points of contact to orient pedestrians and vehicles to various activity modes. Independent Life, the Atlantic National Bank, the Barnett Bank, City Hall/County Court House, and the American Heritage Building are some of the activity centers which are easily visible from almost all parts of the DPM study area. Some newer architectural achievements which are not high-rise structures but which do generate interest and attention are the State Office Building and Florida Junior College. In addition to new construction, there are some restorations of older buildings such as the Galleria and the Klutho Building on West Bay Street.

Other structures which have great architectural value and aesthetic quality are the churches in the downtown area. Church steeples are visible from various points throughout the CBD. Some of the most notable churches in the DPM study area are the Immaculate Conception Church, the First Baptist Church and the Bethel Baptist Institution Church.

Relief from the high density office and retail activities in the downtown area is provided by open spaces such as Hemming Park and the plaza area in front of Independent Life. In addition, the Plan for Downtown Jacksonville recommends pedestrian amenities along Hogan and Laura Streets between Duval and Forsyth Streets. This would encourage pedestrian movement in the core area by improving sidewalks and making the shopping district generally more attractive by the addition of trees and planters.

Visually sensitive areas within the DPM study area include the waterfront and the Springfield neighborhood. Urban renewal projects have done much to clear blighted areas of downtown, particularly along the waterfront. Redevelopment of this area with a mix of high-rise offices and surface parking lots has preserved scenic views of the river. Although parking lots do not add vitality and pedestrian life to the waterfront, they do serve as land banks for future commercial and/or residential development of the waterfront.

The Springfield neighborhood contains the greatest concentration of historic and architecturally significant structures in the DPM study area. Streets lined with oak trees make an easy transition to Springfield and Confederate Parks. Preservation of the aesthetic quality of the Springfield neighborhood should be a primary consideration in the assessment of impacts of any potential DPM alignment.

B. Architectural and Physical Barriers

The most obvious barrier to pedestrian and vehicular movement in the DPM study area is the St. Johns River. Although access to Northside and Southside is provided by three

existing bridges - the Fuller Warren Bridge, the Acosta Bridge and the Main Street Bridge - movement is constricted. Traffic congestion is a major problem during morning and evening rush hours. Pedestrian movement between Northside and Southside is restricted by distance. In addition, pedestrian movement between activity modes throughout the CBD is limited because of distance in some cases. For example, the government center, Blue Cross/Blue Shield Building, Seaboard Coast Line Building, and the Sports Complex are all inaccessible to each other by foot. Furthermore, pedestrian movement from any of these activity modes to the retail core is restricted by distance and climatic influences.