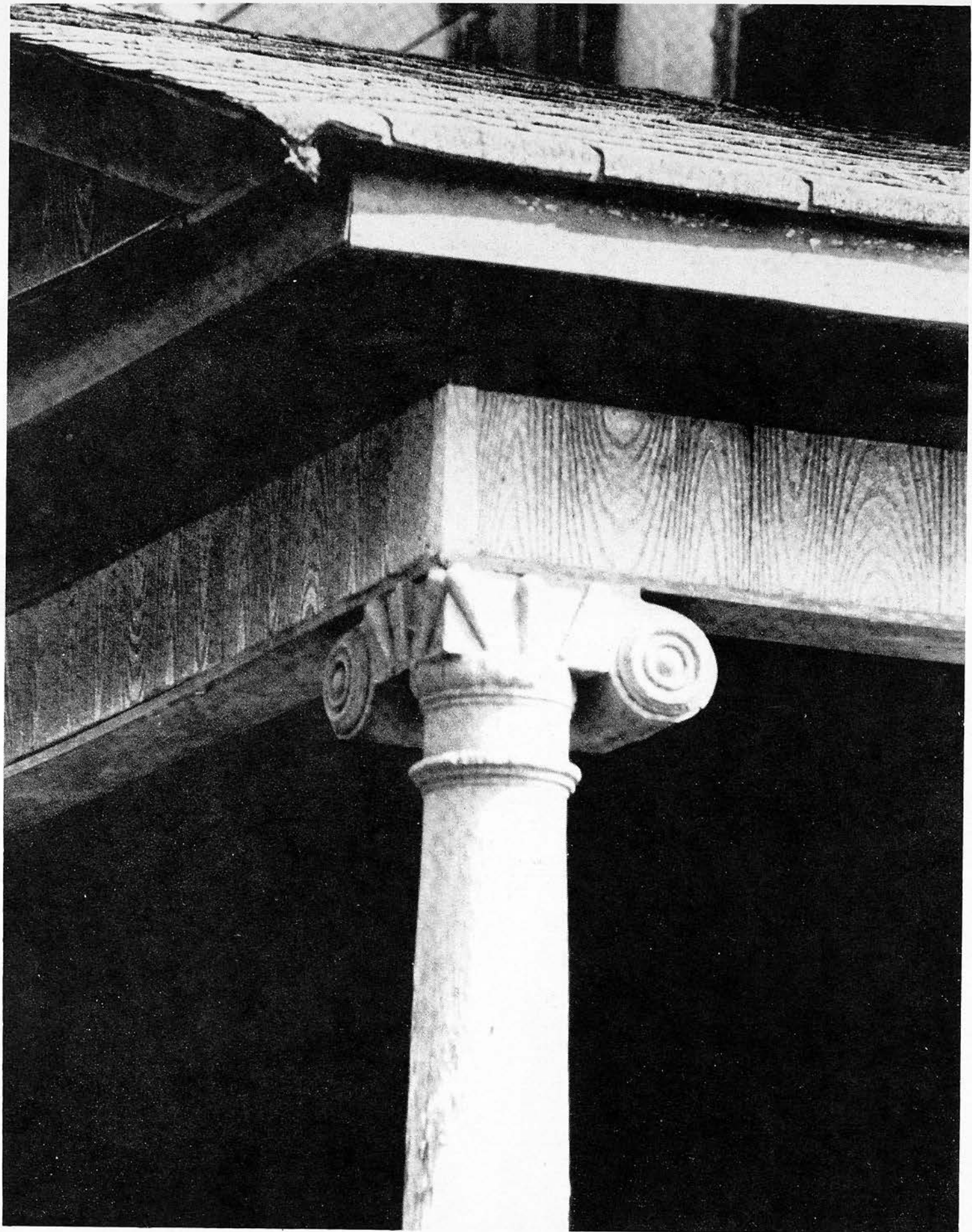




SPRINGFIELD
R/UDAT
JACKSONVILLE, FLORIDA
SEPTEMBER 26 - 30, 1985

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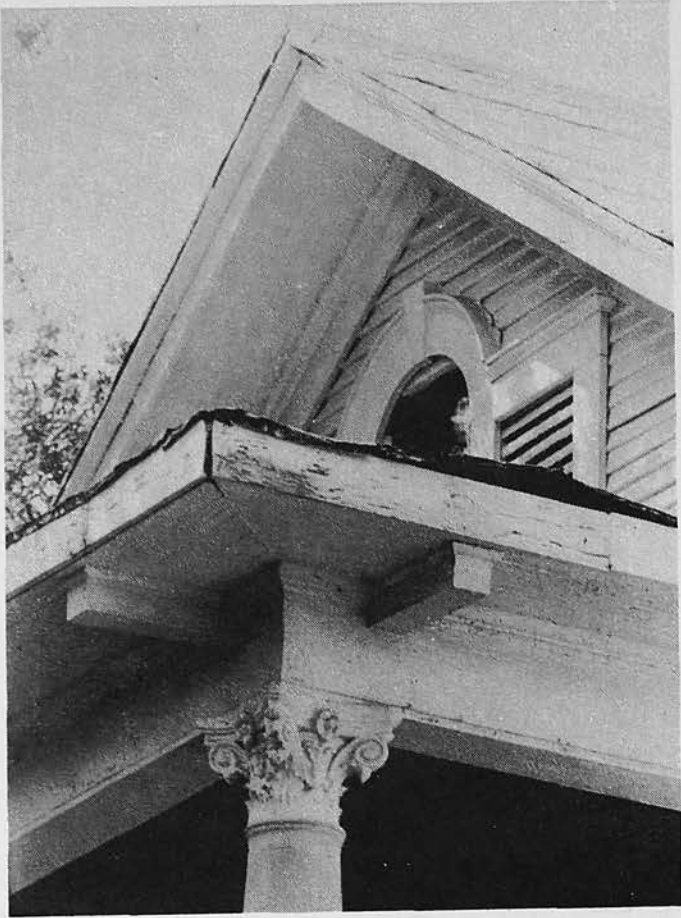
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Jake M. Godbold, Mayor

Richard Bowers, Executive Director

**Co-sponsored by Jacksonville Chapter,
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INTRODUCTION

In October, 1984 the Jacksonville Department of Housing and Urban Development contacted the American Institute of Architects regarding the possibility of conducting a study of the Springfield area of Jacksonville. It was decided that a Regional/Urban Design Assistance program might be appropriate and AIA suggested that an application documenting the project be drawn up for consideration for a full-fledged R/UDAT study. HUD assembled a group of residents, architects and planners, and enlisted the support of the Jacksonville AIA to develop the program, sponsor the application and serve as the steering committee for the project, should it materialize. The proposal was accepted in April, 1985, a commitment was made to assemble a team, and the study was set for Sept. 26 - 30, 1985, and a team of architects, planners, development specialists, urban designers, landscape architects and sociologists was selected and charged to study the area, consult with neighborhood and area interests and make recommendations to revitalize and recapture the charm of this inner city residential enclave.



WHAT IS A R/UDAT?

A Regional/Urban Design Assistance Team (R/UDAT) is a service of the Urban Planning and Design Committee of the National American Institute of Architects. The purpose of the program is to assist American cities and towns to answer questions about urban planning and design, in order to help civic, social, and business leaders effectively plan short and long term goals for their communities.

The members of the Regional/Urban Design Assistance Team are experts in architecture and urban design, economics and finance, political and social sciences, growth management, and public policy. Team members are unpaid volunteers, recruited from all over the nation.

For a decade the AIA has been sending these assistance teams to American communities. Cities with a combined population of more than 10 million citizens have been served and professional services valued in excess of \$2 million have been donated.

The team chairman visits the community well in advance of the R/UDAT to meet with its citizens, leaders, planning officials, and the AIA chapter. A packet of maps, statistics, and information is prepared, together with a statement of the problems to be confronted, and is sent to each team member to study.

The team's visit is four days and is coordinated by the local AIA chapter. The team is assisted by professionals and students from the region.

The team meets with community groups and gets acquainted with local conditions at first hand by means of site visits and tours. After public hearings are held the team members closet themselves for intensive sessions; they call on local resource people as needed, in order to define problems, establish strategies and develop and synthesize courses of action. Then, the team's recommendations are presented to the community at a public meeting.



EXECUTIVE SUMMARY

This report creates a challenging vision for the future of Springfield and a provocative agenda for accomplishing the recommendations contained herein. It presents an image of a vital and revitalized Historic Springfield comprised of four distinctive, yet inter-related villages that have restored their precious architectural heritage. Villages which created an environment of street life and civic amenities which proclaim Historic Springfield as a place for quality in-city living. An Historic Springfield which reinforces the inextricable physical, cultural and economical links to the emerging renaissance of the Central Business District. An uniquely diverse inner-city community which welcomes and attracts a wide diversity of residents.

In developing an agenda to realize this vision, an intensive investigation of contemporary Springfield was carried out through interviews, neighborhood walk-throughs and analysis of the copious documentation available on this area. Strengths such as the unique housing stock, easy access to downtown, excellent internal circulation, conveniently accessible local schools were identified. These strengths taken together reinforced the team's feeling that something significant could be accomplished here. However, the current problems and weaknesses of Springfield could not be ignored. Liabilities, such as a high crime rate; general impoverishment of a large proportion of the residents of the area, the presence of an

inordinate number of congregate and living arrangements, a negative perception of the community by other citizens in Jacksonville or a common perception of the neighborhood as the Jacksonville Bowey, a housing stock which very seldom meets minimum standards, insufficient public resources, unavailable private financing, absentee landlords, nonconforming commercial uses in residential areas, and marginal and disruptive commercial uses on major streets were identified.

From this intensive examination of the strengths and liabilities of Springfield, the team developed a set of critical issues which corresponded to the problems and needs to be addressed through a comprehensive general strategy which brings together solutions for dealing with crime, disorganized community advocacy, housing, congregate care facilities, environmental enhancement, urban design, historic preservation; thus, providing a framework for concerted action.

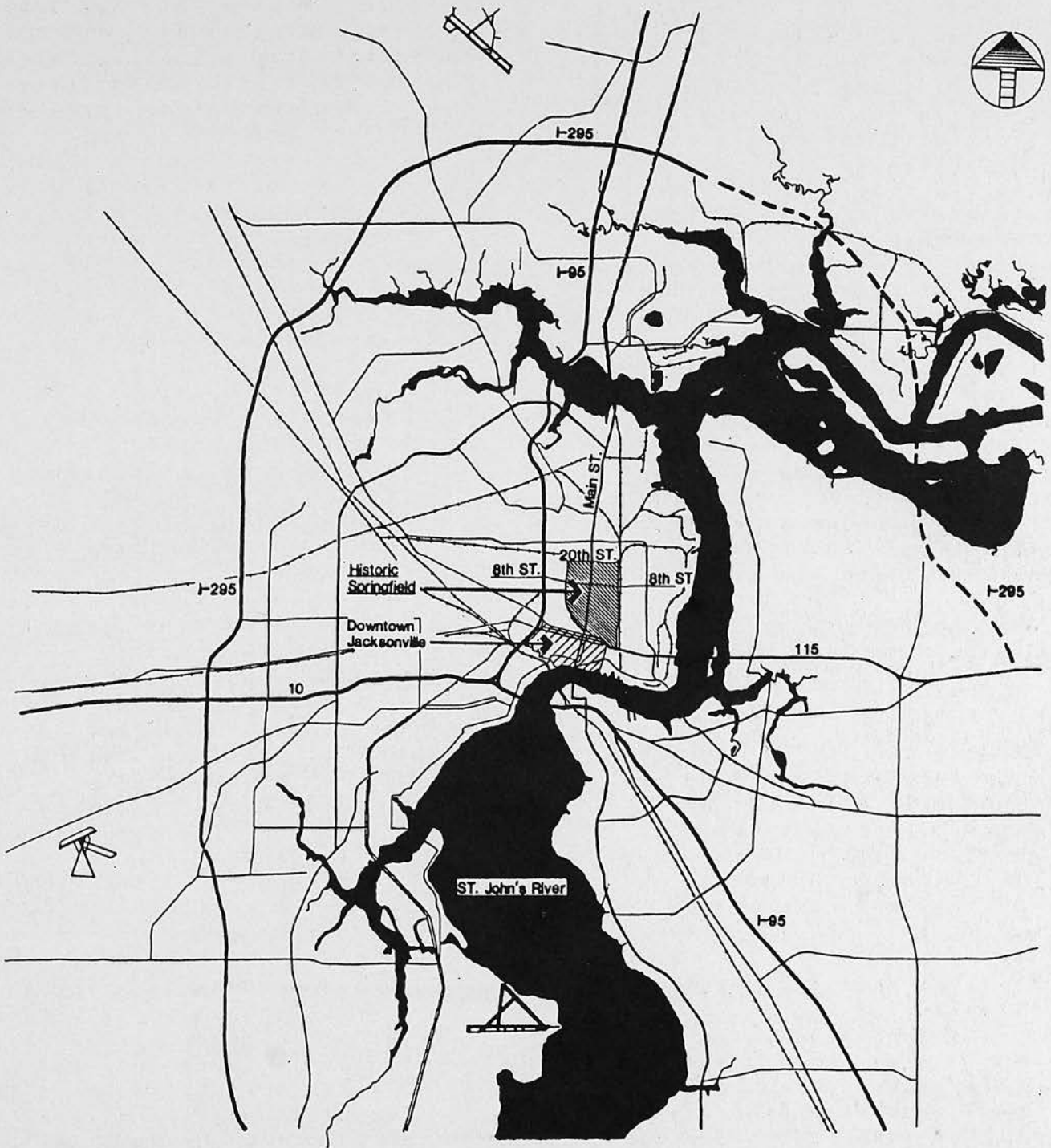
Particular activities crucial to the success of the plan were analyzed in greater depth. A housing action program was outlined; and an Historic Preservation district designation program proposed. A Parks and Recreation analysis is included, as well as, a streetscape action program and an in-depth discussion of urban design considerations. Traffic and transportation considerations were examined. Social displacement and action program; an analysis of congregate facilities and proposals to deal with the problem they pose; and an analysis of the crime problem and affirmative proposals to deal with that issue are also offered. In addition, an energy analysis is discussed along with an outline for organizing for action through the

development of a community council and the establishment of an Historic Springfield local redevelopment corporation to focus private and public energies and resources.

In the summary, the analyses themes, recommendations for immediate actions proposed herein, are only the first in what needs to become a all consuming passion of a dedicated community. The community willing to endure and persevere, accepting the realities with which they are

confronted must confound the cynics, to develop a record of achievement that surpass even their most extravagant expectations. The R/UDAT team is convinced that the people of Springfield and the leadership of the City of Jacksonville has the potential staying power and vision to realize a bright and vibrant future for Historic Springfield.





The City of Jacksonville, Florida

WHAT WE FOUND

After two days of lengthy public discussions with large groups of residents, public officials and businesses, complemented by intensive one on one interviews with critical decision makers, and interested parties; plus extensive site visits via foot, bus, and helicopter, and intensive review of the copious planning data and historical materials available, the team set about the task of digesting all the information, suggestions and proposals presented to it. This analytical effort gave rise to the following findings which have guided the study. For planning purposes, the problems and opportunities of the Springfield area have been outlined in the form of "assets" and "strengths" on one side of the equation, and "constraints" and "liabilities" on the other side:

Assets and Strengths

- Unique historic housing stock.
- Large supply of existing and potentially available affordable housing stock.
- High quality street landscape and urban forestation.
- Proximity to the downtown.
- Proximity to major job resources.
- Easy availability of public transportation.
- Good neighborhood based school facilities (K - 8) and proximity to secondary and post secondary programs.
- Numerous small sites available for new residential, commercial or open space development.

- A community well aware of the historical significance of Springfield.
- An identifiable group of concerned citizens residing in the community who see the need for action.
- Acknowledgement by elected public officials of the need to support community goals and objectives.
- Willingness of appointed public officials with critical operating responsibilities, to assist in the planning and implementation of public policies impacting this area.
- General awareness by public decision-makers that the viability and promise of the revitalized downtown will be dependent on the future viability of Springfield.
- Recent, noticeable appreciation in residential property values throughout the Springfield area but still relatively low enough to be attractive investment and living opportunity.
- Current occupancy and suitability for continued use and renovation of the commercial properties along Main at Eight streets.
- Continued expansion and investment of the hospital and health facilities uses on the periphery of the neighborhood for health care and employment opportunities with potential for health care employees to also become neighborhood residents.
- Organization and perseverance of local groups such as Greater Springfield Business Association, Springfield Neighborhood Housing Services, Springfield Preservation and Restoration and others.

- Existing layout of service alleys that provide an opportunity to concentrate utilities, trash pick-up, and access to off-street parking.

Liabilities and Constraints

- Aging condition, inappropriate conversions, and poor maintenance of historic housing stock (85% substandard).
- Age and poor condition of street trees and plantings. (Due in part to two major recent freezes.)
- Incompatibility of commercial and residential uses.
- Antiquated and visually distracting overhead utility installations.
- Residents with limited economic means for self-help.
- Lack of local, indigenous institutions with resources available for investment.
- Poor maintenance of sidewalks and street right-of-ways.
- Poor general public perception of area, particularly by residents outside the community.
- Large population of low income and single parent female headed households and unemployment.
- Perceived as a high-crime area.
- Large transient and homeless population.
- Unusually high concentration of congregate care facilities dealing with a variety of social and physical pathologies.
- High concentration of commercial establishments that do not provide adequate goods and services to the local community.

- A larger allocation of low-rent subsidized housing tenants than other areas of city.
- Inadequate financing available for home mortgages and rehabilitation loans for both owner-occupied and multi-family dwellings (suspect de facto red-lining).
- Insufficient public resources directed at maintenance of infrastructure, sanitation, and other public services.
- Inadequate levels of lighting in residential neighborhoods.
- Inequitable enforcement of city statutes dealing with zoning and building code violations.
- Large numbers of absentee owners who fail to maintain or manage their properties.
- Under utilization of existing housing stock during a period when a critical affordable housing need exists.
- Insensitive restoration efforts by public bodies, institutions, and government loan requirements.
- Lack of cultural and organized recreational opportunities.
- Underdeveloped community organization structures and participation.



VISION

Profound problems are associated with the Springfield neighborhood. The solutions to these problems involve highly sophisticated and complex interactions in the political, economic and cultural arenas. It is, therefore, useful to attempt to project a vision for the future of Springfield toward which specific actions and proposals can be directed. What Springfield might be like, given the proper resources, consistent attention and sensitive concern amply displayed by its residents and political leadership over the last few days bodes well for the future. When applied to a ten, fifteen or perhaps twenty year development implementation program, prospects for success seem excellent.

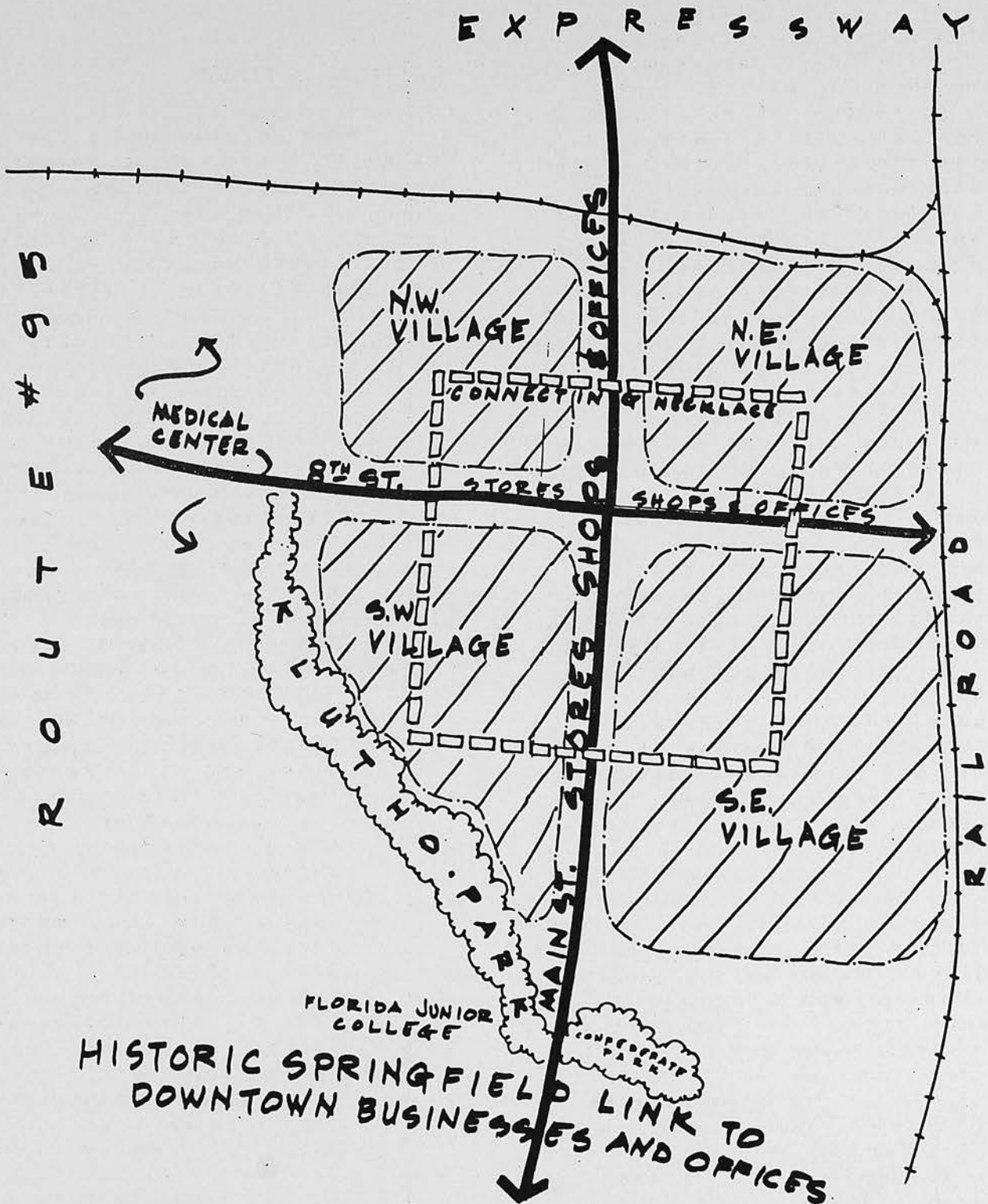
The future Springfield will consist of predominantly residential areas renamed and generally known as Historic Springfield, bisected by restored and revitalized Main and Eighth Streets, containing four distinct but inter-related villages. Each village will have preserved, restored and rehabilitated the very best of its historic residential dwellings and will be inhabited by a mix of low, moderate and middle income home owners and tenants; a population representing a broad cross-section of age, racial and ethnic groups. These villages will be free of nonconforming commercial uses, vacant lots and vacant buildings; villages where selected local streets terminate at cul-de-sacs; where plentiful soft-level street lighting, coordinated with street trees and appropriate to the architectural period exists; and where a vigorous street tree planting program has replaced the present

damaged and, otherwise, declining or inappropriate street trees with younger, hardier species. These villages which will conform in location to the four existing quadrants resulting from the north-south and east-west axis of Main and Eighth Streets, will be physically and visually interconnected by a pedestrian oriented, specially designed corridor system; a "necklace" strung with institutional, recreational, civic, religious, cultural, educational and other neighborhood "gems".

Main Street and Eighth Street would continue as the major important vehicular arteries through the neighborhood with the replacement of existing commercial uses such as gasoline stations and auto-related businesses. New offices professional buildings and services supporting downtown Central Business District activities such as printing and supplies, will be located along Main Street south of Fifth. Along Eighth near South Broad, one will find a preponderance of uses having to do with the health and hospital functions within the area, including doctors' offices, laboratories, medical supply houses, etc.

New and newly invigorated community business development responding to external needs adjacent to Springfield will be located in upgraded structures along the northern portion of Main Street above Fifth, and the eastern portion of Eighth Street. Screening will occur between the back edges of the commercial development along Main and Eighth Streets and the adjacent residential precincts of the villages.

Visual corridors will be created between Historic Springfield and Downtown by the installation of formal "architectural" plantings of "street tree species" along Main, Liberty and Pearl into the Downtown area. Low-level nineteenth-century



lighting, complementing and coordinated with the existing overhead street lighting together with special sidewalk paving will articulate these corridors. Each village will reflect a special character, depending on the nature of their internal and adjacent land uses, i.e. the northeast quadrant may reflect the adjacent industrial or educational uses in that area; the southwest may reflect its proximity to Klutho Park and the medical facilities to the west; the southeast may reflect the presence of the senior citizens housing and the recently relocated housing services, while the northwest may reflect the presence of the religious institutions. The existing local schools will have been renovated and additional open space recreational facilities provided through clearance or the relocation of important historical houses. No new congregate care facilities will have been established and those present will be characterized by adequate programming and effective supervision. Allocation of low-income subsidized residential units will have been stabilized. Social services appropriate to the specific needs of residents are present. An active positive sense of community is fostered by a well-organized umbrella community organization. Through active outreach and activities at the neighborhood, village, and block level, a greater sense of collective responsibility for the community and neighbors has been achieved.



CRITICAL ISSUES

What follows are a series of "issues" that need to be addressed by strategy and methods.

- Enhancement of community character.
- Conservation of historic meaning.
- Rehabilitation of housing stock.
- Restoring a more equitable balance between absentee landlords, resident landlords, and home owners.
- Rectifying zoning incompatibilities and land use inconsistency.
- Strengthening stability, diversity, and quality of commercial businesses serving the neighborhood.
- Reconciling community groups and organizations, diverging goals and objectives and developing community organizations and other capabilities.
- Introduction of appropriate energy conservation measures.
- Attracting substantial public and private investment and encouraging joint development initiatives.
- Preservation and reconstitution of streetscape-landscape.
- More equitable administration and application and enforcement of local public responsibilities in the forms of code, zoning, sanitation and health requirements, etc....
- Improving the financial resources available for:
 - Financing for home mortgages.
 - Financing for rehabilitation loans.

- Capital for small business investment.
- Financing for repair and maintenance of infrastructure.
- Financing for the acquisition and elimination or conversion of non-conforming uses.
- Capital for assemblage of larger development sites.
- More active involvement of institutions in the neighborhood (F.J.C., YWCA, schools, churches) and more active support of these institutions by the neighborhood.
- Preservation of attractive and abundant parks and recreation opportunities, etc.

STRATEGIES

In order to understand the practicality of the future vision for Historic Springfield, a strategy needs to be developed to achieve these desired results. By the nature of the urban problems presented by Springfield, a large number of sophisticated tools will need to be employed. However, before explicitly defining the nature of these tools, an overall strategy should be generally outlined so that the application of specific tools at appropriate times in the development can be understood within a strategic framework. This section of the report outlines three strategic phases, spanning a period of years describing an accelerated and expanding restoration and redevelopment program.

The first phase of the strategy involves the coalescing of concerned citizens and the generation of city-wide focus on Springfield.

The second phase concentrates on initiating new programs and modifying existing ones.

The third phase projects a mature development phase where many of the most pervasive physical and social problems have specific programs directed at ameliorating these conditions.



PHASE I

ORGANIZATION FOR DEVELOPMENT

1. Organize for action. Reconstitute or create again an Historic Springfield Council to act as an envelope entity to allow groups like GSBA, SNHS, SPAR church organizations and other neighborhood cultural organizations to focus on a broad agenda for the area and to cooperate and work with HUD to incorporate, fund and staff an Historic Springfield Redevelopment Corporation which will act as the technical coordinating arm for all city services, building and rehab programs, capital improvements, code enforcement referrals, permit referrals, implementation of high-risk mortgage pool programs, negotiations with private redevelopers and all other aspects concerning the physical and social environment of Historic Springfield, such that the redevelopment corporation will perform the operation of a one-stop service for all parties concerned.

PLANNING

1. Through detailed staff from HUD, volunteer staff from the neighborhood and consultants as required, initiate and commence the development of a thorough staged plan to realize the goals of creating an Historic Springfield. Identify specific development projects.

TRAFFIC AND TRANSPORTATION

1. Put an immediate moratorium on any traffic or transportation adjustments or plan improvements, being presently considered.

PHASE II

II. Become the principal source of guidance and information for all aspects of phase two of this strategy.

PHASE III

III. Become the responsible agent for coordinating and maintaining a continuing revitalization program for all aspects of the strategy in stage three.

II. Guide first-stage development projects and begin process of expanding into second and third phase areas.

III. Continue operations and revise overall plan as called for.

II. Review all proposed or planned for improvements for compliance with redevelopment plan or area as developed in this document. Implement modification of local residential streets and arterials as called for in the plan for first phase activities.

III. Continue implementation of modified street patterns and refine operations as needed.

HISTORIC DISTRICT

PHASE I

1. Draft and pass a local historic district ordinance and provide resources and personnel to organize and staff the review function.

CAPITAL IMPROVEMENTS

1. Review current capital improvement program and obtain high priority targeting for Historic Springfield in the next capital improvement plan.

STREETSCAPE

1. Begin immediately to implement a program of street tree care and the replanting and replacement of damaged plant materials. Plan for the phasing of a streetscape program as called for in the urban design element.

CODE ENFORCEMENT

1. Appoint and make operational a community code enforcement task force made up of HUD staff, local concerned residents and property owners. The task force will review procedures of the code enforcement division and advise on methods to make enforcement more equitable and more responsive. A subcommittee will be formed to develop plans for a land banking entity to deal with non-conforming uses within the district and to hold land for orderly redevelopment.

PHASE II

II. Implement the ordinance, appoint a review board and begin process of monitoring age and condition of current historic stock and enforce minimum maintenance standards.

II. Capture arbitrage of city-wide capital improvement bond issue for targeted use for extraordinary capital improvements required in the plan for the area including street replanting, special pedestrian surfacing and new lighting program for the residential districts. Implement the First Village and Main Street capital improvements program according to Phase Development Plan.

II. Implement a phased program of new street trees along commercial avenues and an intensified care and maintenance program in residential areas.

II. Implement and make operational concentrated code enforcement, modified and reviewed by community concerns and needs. Implement the non-profit private land bank trust to purchase non-conforming properties and lands needed for future development with seed money provided by HUD. Develop a subcommittee to work with zoning staff and historic preservation review board to consolidate zoning and historic preservation standards into a single consolidated preservation zoning district.

PHASE III

III. Monitor and refine ordinance and procedures of review board and consolidate guidelines into statutory language for the consolidated historic zoning district.

III. Set up a monitoring system to assure continued maintenance of public improvements in the area. Begin immediately to plan for the expansion of the tax increment funding district immediately to the south of Springfield and work with the DDA to schedule tax increment revenue improvements for Springfield's First Village and subsequent revenue dedications in furtherance of the total plan for Springfield over a period of years.

III. Develop a long-term maintenance program and citizen involvement review process.

III. Draft and implement a new consolidated preservation zoning ordinance for the district and monitor code enforcement and zoning compliance through the code enforcement task force or other appropriate community organizations.

LOW INCOME HOUSING REHAB

PHASE I

1. Set up an immediate process whereby citizens and housing staff of HUD review all new Section 8 and assisted housing program support proposed for the area.

HISTORIC REHAB

1. Arrange for an immediate memorandum of understanding between the State Historic Preservation Office, HUD and SPAR aimed at moderating and expediting rehab reviews on historically significant sites and buildings, particularly as they pertain to low-rental housing.

PUBLIC FINANCING

PRIVATE FINANCING

1. Organize a Savings and Loan and Mortgage Lender leveraging program in the Springfield neighborhood. Consolidate local checking and savings and offer institutions willing to make mortgage loans and rehab loans in the area of first option on neighborhood deposit. Develop with the City a publicly guaranteed, private placement, high-risk mortgage pool with local lending institutions.

CONGREGATE HOUSING

PHASE I

1. Obtain immediate agreement through state HRS and local HUD to discontinue the placement and locating of any further congregate housing in the Springfield area.

POLICE

1. Formalize an adhoc neighborhood crime prevention program to deal with prostitution, drug addiction and public inebriation. This would involve neighborhood groups working with the police department on a day-to-day basis with the formation, under police supervision, of a neighborhood watch program on model blocks.

SANITATION

1. Establish block clean-up and maintenance committees to do periodic sweep-ups or maintenance of green strips between sidewalk and street. Work with the Department of Sanitation to improve residents ability for self-help in this arena and provide manpower and materials when necessary to assist in areas unable to assist themselves.

ENERGY

1. Implement a weatherization program for low and moderate income and elderly home owners. Make energy conservation and installations of central heating a component of the ongoing home improvement loan program.

IMAGE

1. Establish a public relations program to attract greater interest and awareness of the virtues of Springfield.

PHASE II

II. Through HRS and HUD begin concentrated inspections and license review of all currently existing congregate operations to bring all up to the highest possible community standards.

II. Duplicate the successful neighborhood watch program from model blocks to entire village areas. Encourage local citizens to become involved as community service officers with the police department.

II. Apply wastewater management planning principles to the Hogan's Creek area to avoid flooding and unchannelized runoff.

II. Investigate the feasibility of construction a cogeneration/district heating and cooling system and solid waste resource recovery plant serving Springfield and its adjacent neighboring institutions.

II. Develop and implement a comprehensive marketing campaign to attract new residents, commercial operations and businesses to the area.

PHASE III

III. Continued operations of remaining congregate organizations and implement formal attrition policy with HRS, such that congregate homes which go out of business, are not replaced in the community.

III. View the villages as a place in which cooperation between residents and police can be carried out in a coordinated manner, which can serve as a laboratory for the rest of the city.

III. Cooperate with potential cogeneration energy project sponsored by local hospitals and incorporate solid waste recovery systems.

III. Implement a cogeneration system if feasible.

III. Create a program of events and attractions which will bring large numbers of non-residents to Historical Springfield on a regular basis.

PHASE II

II. Aggressively Approach the U.S. Department of Housing and Urban Development for a Section 8, Moderate Rehab Set Aside for this area. In addition, plan for a general bond issue to support low-income rental rehabs throughout the city.

II. Consolidate and unify all rehab review procedures including plan review permits, inspections, and final approvals for all types of rehabs within the district.

II. Formally amend by statute the TIF boundaries and provide for the new local development corporations governance over this expanded area.

II. Implement high-risk mortgage pool by pledging million dollar guaranteed escrow account from City CDBG or general operating funds. Target first loans to owner-occupied rental or single owner-occupied properties.

PHASE III

III. Locate and Set Aside modernization funds for existing low-income rental properties and provide intensive social service and employment counselling.

III. Monitor on-going expedited rehab processes. Monitor, amend and refine as new circumstances dictate.

III. Realize first revenues from increments and allocate according to development plan for phased response.

III. Expand the reach of the mortgage pool to take into account larger multi-family rentals and small business commercial properties needing modernization capital.

COMMUNITY ORGANIZATION

I. Recognition of need to Resolving Community Disorganization

Due to the abundance of special interest organizations and resultant duplication of efforts, the community has greatly suffered in realizing results from its efforts. Confusion has been created in the minds of political leaders as to what community priorities are and who really represents the broad interests of Springfield.

II. Recognizing the need for an "Umbrella Organization" within the community

A Community Council that mandates the generic representation of the major special interest within the community is imperative. It will provide an avenue for open and clear dialogue within the community as well as a means of expediting community-relations issues when working with public policy makers.

III. Creating the coordinating community organization, The Springfield Community Council

- A. As an initial step in the formation of the community organization, The Springfield Community Council, one of the first steps undertaken must be an efficient system of processing information. Input from the community released to public policy makers should flow through the Council. It is extremely important to have this kind of coordination available in order to demonstrate unity of

community purpose to those policy makers when they evaluate public issues that affect the neighborhood population.

- B. The team proposes that a Community Council of elected representatives be created either through a charter revision by the existing Springfield Community Council or as a separate action by a newly-formed organizing group. Representatives to the Council would be elected by residents, business owners, and employees and property owners of the district. They would be elected for staggered two-year terms.

- C. The Board would be representative of the various special interest and geographic aspects of the area. It is recommended that the board consist of twenty-three members as follows:

1. Residents: (12 positions)

Representatives will be nominated from each of the four "village quadrants" and 3 representatives will be elected by the eligible voters from each quadrant. Each "village" will have two owner-occupant representatives and one tenant occupant.

2. Business: (2 positions)

One position for a business owner, operator or manager and one position for a business employee.

3. Student: (1 position)

Representative will be either a high school or college student residing in the area.

4. At Large: (7 positions)

There are seven positions in this category, to be appointed by the sixteen elected members of the Council previously mentioned. A two-thirds majority vote would be required to elect these at-large members, who would represent areas of interest including, but not limited to, health care, religion, education, financial, and social services. The philosophy behind this at-large category is to allow the elected representatives of the community council to complement and supplement the interests of the community. Resident members of the Council, through the appointment process can draw upon the expertise of individuals that reflect their contemporary concerns or issues that relate to specific neighborhood efforts. Examples might be the further development of the health care complex to the west; the intensification of the industrial opportunities for increase employment to the northeast, or to the growing interest in the downtown and the need to connect the downtown planning with the neighborhood on the south.

5 Community Council
Committee Structure:

Like all multifaceted organizations, there is a need to have some division of labor for issue analysis and discussion. The Community Council must divide itself into a series of committees in to oversee community concerns that tend to generate the greatest concern and therefore require the greatest amount of work. The officers (Chair, Vice-Chair, Treasurer, and Secretary) along with the Chairmen of the Operating Committees will make up the Executive Committee necessary for the ongoing operation of the full Council. The Executive Committee will meet at least once prior to each board meetings and will set the agenda for those meetings. In addition, the Executive Committee will act as the policy and planning committee for the Council in areas of concern that do not necessarily fit in any one subcommittee.

There is a need for several housekeeping committees to keep the Council solvent and operating efficiently.

They would include: a personnel committee to deal with the hiring and disposition of staff, a budget/finance and fund-raising committee concerned with operating budgets, grant writing and funding aspects relating to the financial liability of the organization.

There is also a need for a public relations and communications committee that will be responsible for making sure that all meetings of both the full Council and subcommittees are publicly noticed and that appropriate newsletters, status reports, and other documented actions of the Council are made available to the general public, elected officials and the media.

Finally, there is a need for ongoing committee work in approximately four areas of on-going interest. These committees parallel Jacksonville City Council committee structure in order to align the committee members with the appropriate chain of command. This will insure that when issues are discussed by one subcommittee and referred up to the full council for recommendation to the Jacksonville city council, members will be knowledgeable as to the elected officials and department heads they will have to deal with when the council's proposals are considered by the Jacksonville City Council.

Standing subcommittees should include arts and recreation, public safety and service, urban affairs (zoning and land use) and design review and enforcement. Each committee will be assigned no less than three members of the full council. The chairs of these committees (which will be selected by the Executive Committee) will be responsible for calling the meetings and maintaining the necessary

decorum for committee input and action. Each committee will be responsible for at least one meeting per month and the action or results of those meetings are to be mechanically recorded and documented. Summaries with specific indication of actions taken, recommendations and attendance will be provided to the full Council. The committee is authorized to provide public notice to the community prior to hearings and to take testimony from the general public. Each committee is responsible for encouraging public participation in the work of the committee through the addition of non-voting members. Encouraging public participation is a way of insuring future interest from individuals who might at some time in the future be interested in running for an elected position on the Council.

Lastly, the Council will maintain an open policy on creating special task forces to delve into issues that have a short term duration or have a specific nature that falls the normal scope of the standing committees. Task forces will be created by the full council and monitored by the Executive Committee.

IV. Conclusion

It is clear to the team that this kind of community structure (i.e., The Springfield Community Council) can unify existing special interests without jeopardizing the existence of specialists community organizations already in place. It is important to

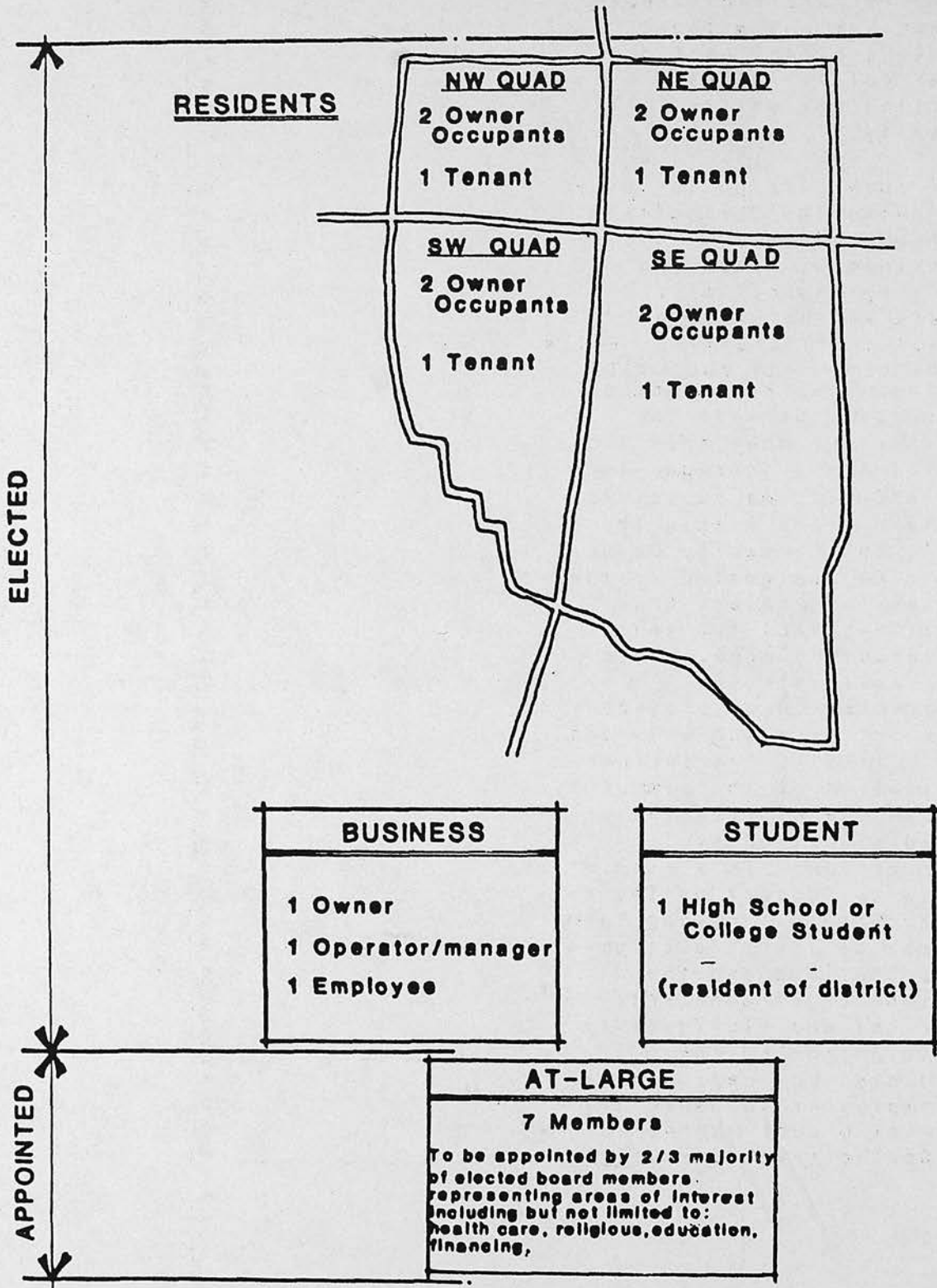
keep that balance so that the special interest organizations in the district can continue to work toward their original goals and provide that important decentralization of services to maximize effectiveness and achievement without diverting attention from larger policy issues affecting the entire community.

Until such time as the city designates the Springfield neighborhood as a redevelopment area, the Community Council will operate as the private, not-for-profit, unified voice of the community and will maintain open and ongoing communications with the city government. When this redevelopment designation occurs (which we expect to see take place within the year), the Community Council should be designated by the city as the Project Area Committee (PAC) for the redevelopment area. This will facilitate the implementation of projects in the short term and will add credibility to the further unification of the community through the utilization of an already-functionary organization. This kind of follow-up support by the city is crucial to the long term success of the redevelopment of Springfield and the maintenance of constantly efficient and high quality participation by the residents, business owners and employees and special interest groups making up the Springfield community.

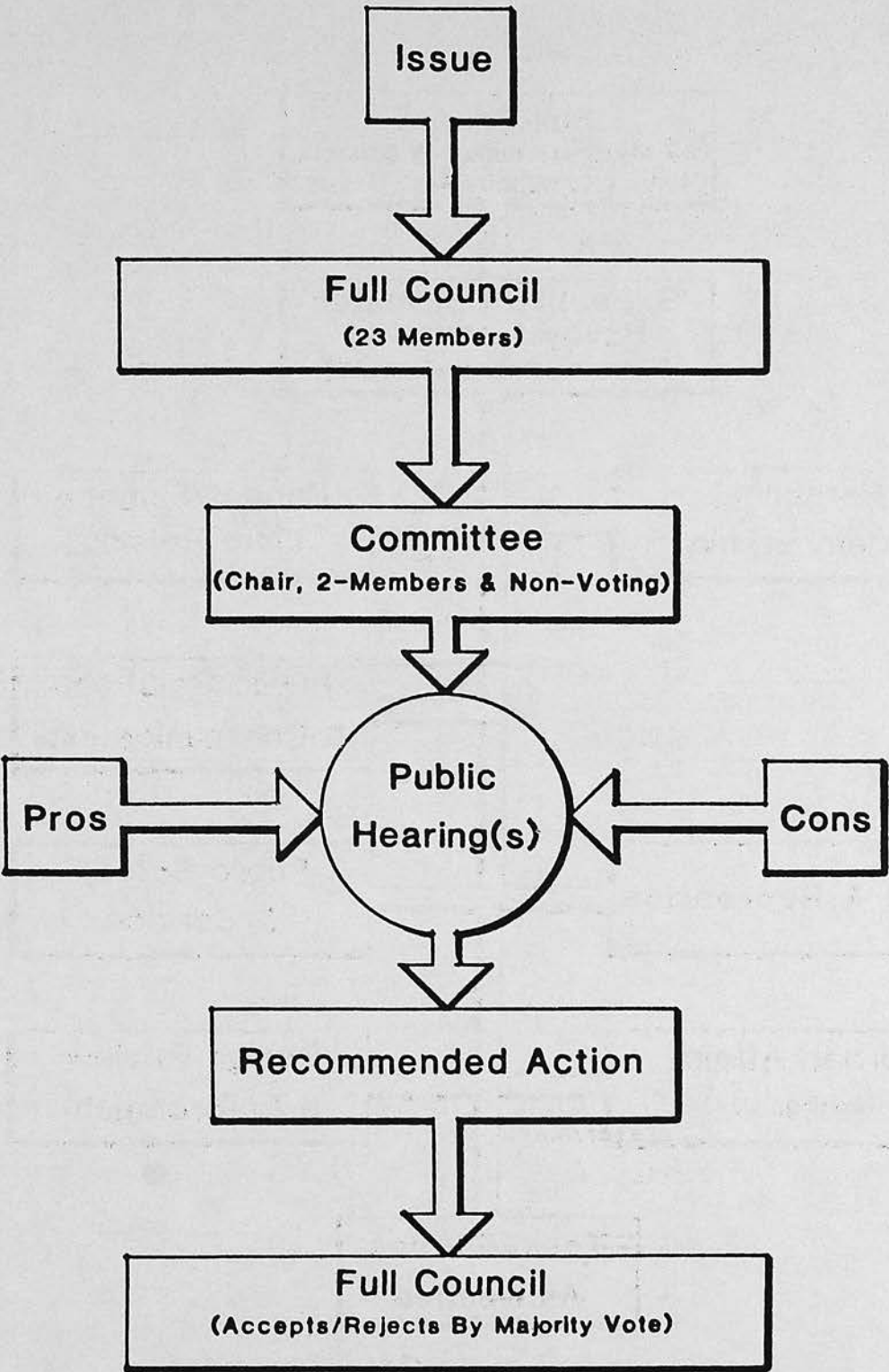
SPRINGFIELD COMMUNITY COUNCIL

23 MEMBERS Elected annually*
Staggered Terms- 2 Years Each

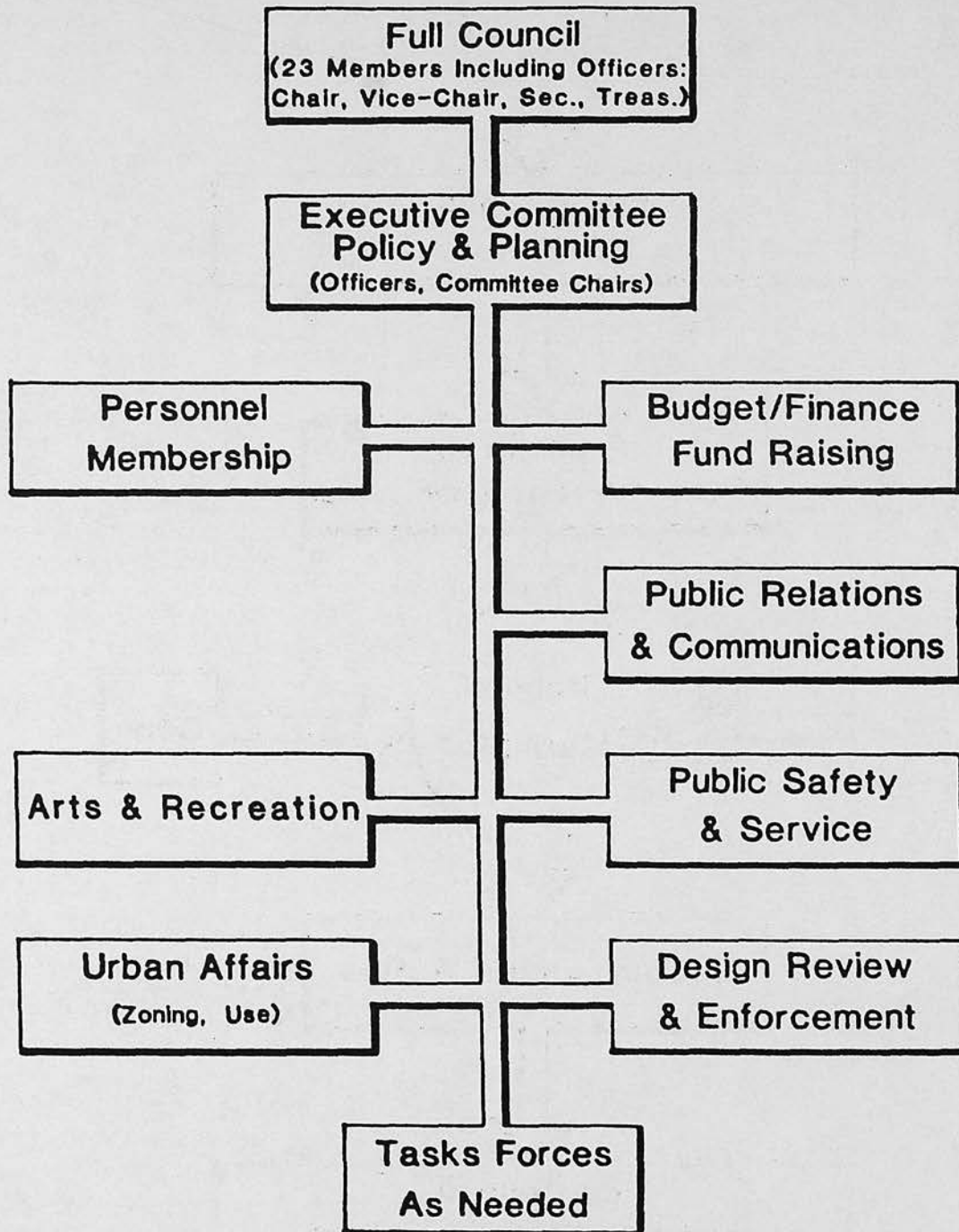
*Elected by residents, business owners, employees, resident students, and property owners within the district. Resident council members elected by individual quad.



PUBLIC INPUT PROCEDURE



SPRINGFIELD COMMUNITY COUNCIL



Tools and Techniques

HISTORIC PRESERVATION

As indicated by the Historic Properties Survey of Springfield dated September 1985 and prepared by Historic Property associates of St. Augustine, Springfield has one of the highest concentrations of historic resources within a geographic district anywhere in the State of Florida. For this reason alone, the Bureau of Historic Preservation contracted for the preparations of this study which will result in the nomination of this district for placement on the National Register of Historic places. Building on this historical documentation, a proposal to designate Springfield as a local historic district (Jacksonville's oldest district) should move simultaneously with the National Register designation through the review and approval process of the city government. The proposal legislation should include provisions for the initial description and designation of the district. It should also include language for ongoing administrative, design review, incentives, restrictions, and due process as it relates to enforcement. The city Landmarks Commission should bring forth the draft Ordinance and should consult professionals who have expertise in developing Historic district Ordinances. The National Trust for Historic Preservation should be contacted for input.

Historic Preservation Historic District Ordinance

- Jacksonville Landmarks Commission in conjunction with Community input will draft an historic district ordinance that includes:

- I. Physical description of district.
 - A. A general statement of the significance of the district to the City of Jacksonville.
 - B. A general statement of materials, styles, scale, and other design elements which contribute to the overall character of the district.
 - C. Boundaries: Provide legal description of area and establish boundaries. Prepare map to visually show impact.
 - D. Individual buildings or structures to be shown on map of district.
 - E. Differentiate between pivotal and outstanding historic properties and other contributing or secondary properties.
 - F. Significant streetscapes and open spaces.

- G. Significant vistas and viewpoints.
 - H. Outstanding urban design features.
 - I. Historical markers or places.
 - J. Identify non-historic properties eligible for potential demolition and/or new construction.
 - K. Identify intrusionary or non-conforming properties that should be phased out for replacement by compatible new construction.
 - L. Describe incompatible or non-conforming uses.
- II. Establishment of an Historic Review Board
- A. A board of five to seven individuals who have had demonstrated experience in historic preservation and have intimate knowledge of the history of the district.
 - B. Appointed by the Historic Landmarks Commission for two-year staggered terms. Appointees may be members of the Landmarks Commission or citizens who otherwise meet criteria.
 - C. Board should include at least two architects, one landscape architect and one urban design/planner.
 - D. To meet at least once a month for the review of any and all applications, permits, licenses, etc.
 - E. To approve or deny all applications that would materially affect the appearance of the district or would adversely affect the historic character of the district as described in the ordinance.
 - F. To place applications, referred from appropriate departments within one week of filing date, on agenda for review by the board within 30 days from date of receipt.
 - G. Decisions of board may be appealed to Landmarks Commission on basis of the record. Further appeals may be taken to City Council, courts or a hearing examiner, as deemed appropriate.
 - H. Promulgate standard operating procedures for the review and processing of applications.
 - I. Develop guidelines for review of applications, including but not limited to, color palette, materials selection, landscaping, appropriate detailing, etc.
 - J. All meetings will require a quorum which shall consist of a simple majority. Meetings will be open to the public, be adequately noticed and

comply with the provisions of Florida's Sunshine law.

- K. All meetings will be held within the boundaries of the district.

III. Powers of the Board

- A. Deny requests for demolition of, or significant alteration to designated historic properties, spaces, etc.
- B. Deny requests for non-conforming new construction or non-conforming additions to present structures.
- C. Approve compatible new construction or additions.
- D. Approve restorations that comply with guidelines.
- E. Deny inappropriate or non-conforming uses as described by ordinance.
- F. Review for approval or denial all signing, painting, texturing, cleaning, and major maintenance of public and private properties and spaces.
- H. All applications for projects public or private must be forwarded by the Historic Review Board within one week of the date in which the application is made. Historic Review Board decision supercede all other reviews and approvals unless overturned

upon appeal to the Landmarks Commissions or beyond

IV. Minimum Maintenance Provisions

- A. In order to avoid demolition by neglect, the Review Board, in conjunction with appropriate code enforcement departments, will notify property owners whose property indicates evidence of blight and require the repair of these conditions within a specified period of time. Demolition of blighted structures is not considered mitigation. (Several examples of comparable legislation exist in Seattle, San Diego and New Orleans.

V. Penalties - Due Process

- A. Fines - \$ _____
- B. Incarceration - time period.
- C. Removal of construction.
- D. Salvage rights.
- E. Liquidated damages, etc.

VI. Incentives

- A. Liberal Building Code interpretations.
- B. Technical assistance to applicants.
- C. A review process that is

timely and efficient.
Continuations to be
granted as necessary.

- D. Developing special programs for low interest loans, tax relief, conditional use permits, etc.
- E. Other incentives that would assist the applicant who sensitively restores or develops compatible designs within the district.

VII. Staffing

- A. At least one staff person shall be provided to assist the Review Board in the preparation and conduct of application reviews. All minutes, agendas and official actions will be written and mechanically recorded.
- B. The staff will be hired by the Landmarks Commission and will report to the Chairperson of the Commission or the designated Chairperson of the Review Board.

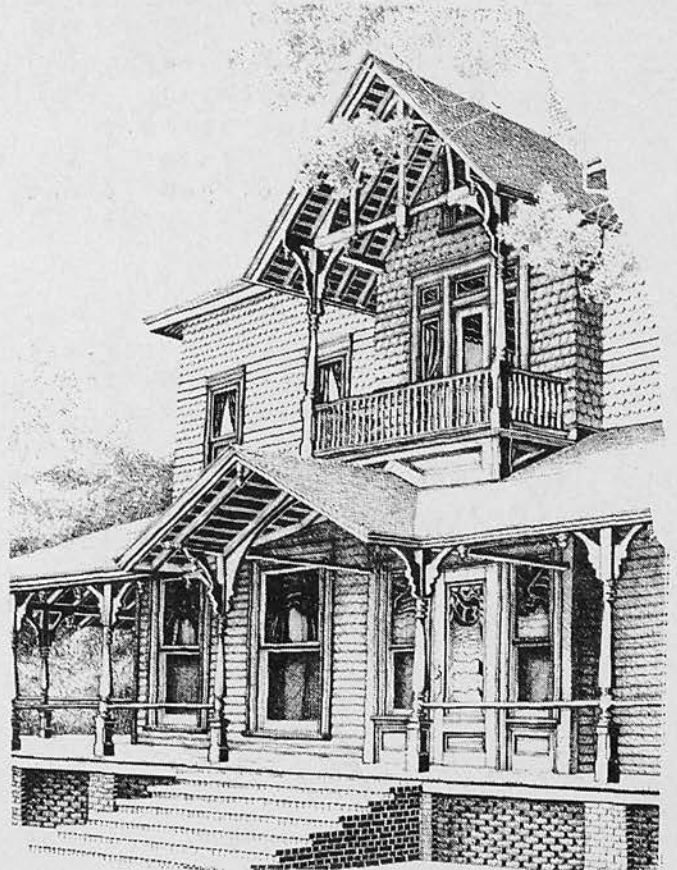
VII. Budget - Mayors Office

- A. Staff - Full time
- B. Operating supplies.
- C. Postage.
- D. Consultant Services.
- E. Compensation for travel for members.

IX. First Year Review

It is acknowledged that this proposed ordinance is restrictive beyond normal zoning or building code enforcement standards presently existing in the city. However, due to the extremely blighted condition of the neighborhood, the irreplaceable historic resources and the short time period available to reverse the deterioration, the team feels it is better to err on the side of excess in order to protect the public interest.

We recommend that one year from the date of passage of the historic district ordinance a public review be conducted by the Public Affairs Committee of the City Council. The review should include progress to date, proposed modification(s) to the ordinance, and other contributing evidence that would demonstrate the success of this effort.





Proposed Springfield Historic District

This boundary map was provided by the Historic Properties Survey—September 1985.

Funds and services were provided by: The Bureau of Historic Preservation

CONGREGATE CARE

Congregate care facilities (ACLF's, group homes, halfway houses, etc.) are clearly over-concentrated in the Springfield neighborhood. Including the Job Corps Training Center and unlicensed shelter programs, thirty-four (34) such facilities have been identified in this one square mile area.

Approximately 50% of the congregate care facilities licensed and utilized by the Department of Health and Rehabilitative Services (HRS) for the five county district are reported to be in the Springfield neighborhood.

The failure of any representative of HRS to participate as invited and promised in the R/UDAT exercise has handicapped the team in determining the precise extent of this problem and the degree of HRS involvement and effort. This failure to participate, unfortunately, reinforces the community's negative perception of HRS as an uncaring bureaucracy which has "dumped" a problem population into their community and then abandoned both the neighborhood and the clients.

Residents have expressed an uncharacteristic degree of tolerance, compassion and concern for the people served in these programs. Such support is eroded, however, by their frustration with the unresponsiveness to their concerns about licensing, supervision and programming for these facilities.

The community is also sufficiently knowledgeable to discern between those facilities which are

well programmed and well operated and those that are not. Clients are deprived of a valuable source of support and advocacy as residents are increasingly frustrated by a lack of responsiveness to their concerns.

The social services system in Springfield appears to be created to meet needs from outside the community rather than meeting the needs of the community itself.

While congregate care facilities are an asset to the total social service system, with few exceptions only a limited number of clients are originally from the community. Outpatient services are not a part of congregate care programs.

The community, which accepts and works to accommodate area-wide services, particularly those that are not welcome in other communities, is entitled to, and should receive credit, which is officially recognized by state and local government and other funders for such a contribution. Such credits would create "Social" "IOU's" that recognize this community's contribution to the total system. These "IOU's" should allow a community to receive priority consideration in the allocation of new or reallocation of existing resources.

Since the community holds the Social IOU, it should have a significant voice in how the IOU is expended on behalf of needs it perceives as its priorities.

The social service system in Springfield does not appear well-developed or coordinated on a neighborhood basis in spite of the existence of a number of different populations with obvious service needs--youth, elderly, unemployed, single parent households, etc. The



Location of Congregate Care Facilities

absence or lack of even so basic a tool as a neighborhood oriented service inventory suggests that if such a resource exists, it is not easily available to the general public or community groups.

A quick and admittedly superficial survey by the team in the time available to it indicates a number of social service assets located in the neighborhood. These include: a senior center, a community recreation center, Boys Club, and The Bridge, which is a youth health center.

Services on the immediate periphery include: the Urban League, health and mental health services and a facility for handicapped children. How these services specifically relate to the Springfield community is beyond the scope of this study but they are obviously critical to community social service needs.

The high proportion of single parent households suggests, for example, a degree of need for child care services which is not apparent in the physical survey of the neighborhood.

To effectively implement the concept of social "IOU's"; service providers and community members should unite in an effort to assess community human services and resources.

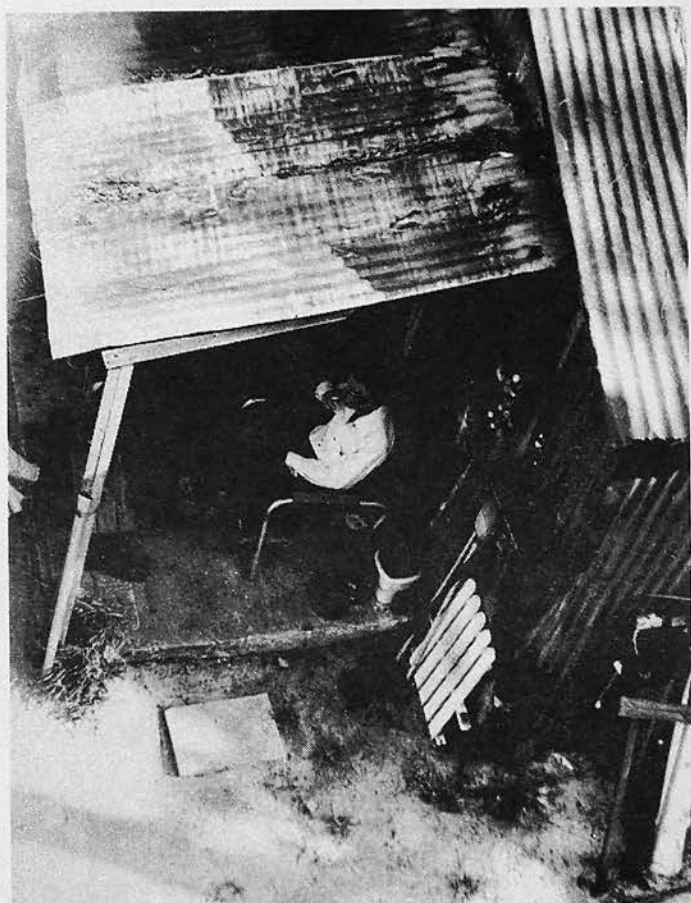
A determination of what additional services are needed or where improved access is desirable can be developed for a social renewal agenda. Such a process in the community could be facilitated by JCCI or the United Way. Working through the proposed Springfield Community Council, various allocating bodies such as the United Way, HRS, and the City can then be approached, to trade the "Social IOU" for new funds, or use

it to leverage a more competitive posture in the possible reallocation of existing funds or the improvement of neighborhood access to services.

The physical and social renewal of this neighborhood are so inextricably linked that the failure to simultaneously pursue both a social and physical agenda will seriously impede, if not doom, the community's renewal efforts to failure.

Strategies

1. Declare a moratorium on establishment of new congregational or shelter care facilities in the Springfield neighborhood.



2. Declare a moratorium on the establishment of new social service agencies (public, voluntary or proprietary) in the Springfield neighborhood which cannot positively document that their services will primarily meet needs of the existing population and not attract significant additional clientele from outside the neighborhood.
3. Establish a policy that allows the current concentration of congregate care facilities to be reduced by attrition through non-replacement of existing facilities which may lose their license or otherwise cease operation. Such a policy should not interfere with the normal transfer of property.
4. Improve HRS licensing and supervision of licensed facilities.
5. Improve HRS program standards for patient care and activities.

Tools and Techniques

1. HRS should assign a community coordinator with a significant commitment of time and authority, to work with community groups and individuals to:
 - A. Resolve conflicts.
 - B. Assist in program development either directly or through the utilization of other HRS resources.
 - C. Report possible operating violations to the HRS Licensing Unit staff.

- D. Develop and maintain communication with concerned community groups.
2. HRS should establish an ongoing internal district work group at the program office level to coordinate all program development, operating policies and placement practices impacting community based congregate care facilities (Children, Youth, and Families Office, Alcohol, Drug Abuse and Mental Health Office, etc.).
3. The community, HRS, and operators of congregate care facilities should jointly develop a "Good Neighbor Policy" which clearly sets forth agreed upon responsibilities and commitments of each party for such issues as maintenance, operation, client supervision, etc. Such a policy would be enforced through the maintenance of zoning variances, facility licensing or client placement. Commitment to such a policy should also be a requirement in any situation where new operators assume responsibility for already existing congregate care facilities.
4. Develop through joint efforts of third parties (JCCL, client or program advocacy groups) established conflict prevention and resolution mechanisms between operators, neighbors, and neighborhood groups.
5. Establish a working relationship with the HRS District Advisory Committee and the District Human Rights Advocacy Committee.

6. HUD must make a commitment at highest policy and management levels to active and vigorous response to resident complaints of new, unsanctioned operations in the neighborhood, whether or not HRS is responsible for licensing the activity. Questions of possible zoning variances or code compliance should be vigorously investigated in a timely and, if need be, imaginative or non-traditional fashion.
7. HUD should be the primary agency for maintaining the moratorium on new programs, and HRS should have primary responsibility for improving the operations of existing facilities.
8. Community groups or the proposed Springfield Community Council should establish an ongoing organizational entity or subentity to be responsible for:
 - A. Compliance from the community perspective, with the moratorium.
 - B. Representation of the neighborhood in cooperative activities with public regulatory and placement agencies and provider groups.
 - C. Provide a focal point for the expression of individual resident questions, concerns and complaints.
 - D. Conduct regularly scheduled meetings with the legislative delegation.
 - E. Conduct regularly scheduled meetings with locally elected officials.

DISPLACEMENT

The Springfield neighborhood provides a unique opportunity to avoid displacement problems which often accompany changes such as those now occurring and further encouraged by this plan.

The relatively small size of the Jacksonville metropolitan area and competing opportunities in other neighborhoods suggest a steady but only moderate, in-flow of individuals who would create potential displacements through their restoration efforts in the Springfield neighborhood. There is a significant inventory of existing, vacant housing which can be rehabilitated and returned to use as affordable rentals. Likewise, there is also an inventory of vacant land which is also available for residential development. Finally, the transient population will be impacted by a growing sense of stability and accountability in the neighborhood. This will serve to reduce the "hospitality" of the area for the transient. Unless artificially stimulated by the introduction or reintroduction of services and elements which encourage or attract transients, the demand for transient housing will be reduced.

It must be recognized that a single neighborhood cannot become the host for all the social problems and attendant residential needs of the metropolitan community on one hand and then be expected to create and maintain a stable environment which is "acceptable" to that same metropolitan area on the other. The willingness of the Springfield community to assume responsibility for accommodating a wide range of

different populations should not be mistaken for an unlimited, benign willingness to submit unquestioningly to whatever portion of social problems others wish to thrust upon it. The failure to recognize the limits of Springfield's tolerance, physical and psychological, can be reasonably anticipated to result in conflict, reduced availability of needed social service capacities and loss of a unique urban laboratory. It is essential to recognize that the social and political benefits derived from a responsible, non-exploitative approach to the social service needs and resources of the Springfield neighborhood accrue to the entire metropolitan area.

Available alternative housing and reasonable levels of demand a potential for relocation of those displaced by restoration activities into adequate, affordable housing within the Springfield neighborhood. If carefully planned and coordinated, each restored residence can provide a "double barreled" benefit. First, the restored unit and second, a rehabilitated living unit that would otherwise remain as dilapidated or be condemned. The benefit of such a transaction in a metropolitan area with a deficit of over 5,000 units of low and moderate housing should be self-evident. It is clearly feasible for the displacement and conflict that has characterized gentrification efforts in other cities to be avoided in Springfield. In fact, the nature of the supply and demand factors suggests that rather than a "gentrified neighborhood" a very real potential exists for the creation of an integrated, cosmopolitan urban neighborhood in Springfield would be is an asset to the Jacksonville metropolitan area.

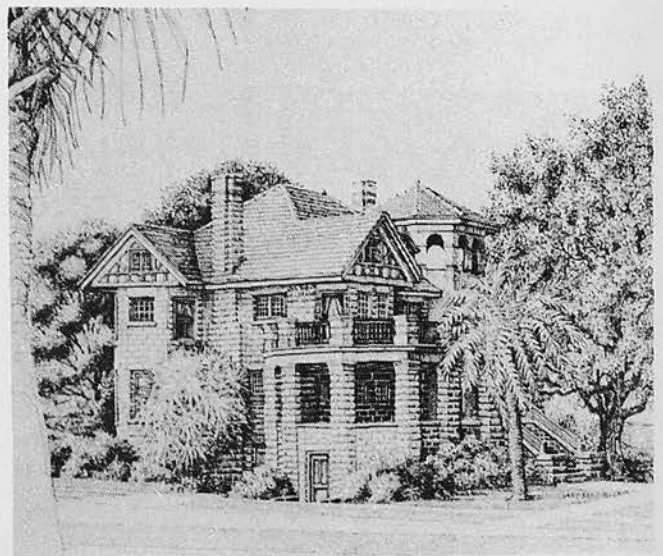
Strategies

1. Minimize displacement through sequential restoration and renovation activities. Provide rental opportunities in existing or newly rehabilitated units that are currently vacant for residents being moved from homes being restored.

Tools and Techniques

1. Develop an aggressive program of rehabilitation of existing facilities.
2. Create a clearinghouse which matches potential and actual displacements with relocation opportunities in the neighborhood.
3. Accelerate processing of financing commitments for facilities which will provide relocation opportunities.
4. Give priority to displaced tenants wherever possible.
5. Organize volunteer moving assistance for displaced families and individuals who are relocating within the neighborhood.
6. Give priority within HUD for building inspections and other processing tasks necessary for speedy completion of renovations.

The implementation of this strategy is dependent upon fiscal and investment tools and techniques which are discussed in detail elsewhere in this report.





Vacant Lots.....hatched Abandoned Houses.....checked

CRIME

Crime is a major factor in the Springfield neighborhood which negatively effects both the quality of life and citizen and community-wide perceptions of the neighborhood. A significant, by unquantified portion of crime is believed by both citizens and law enforcement to involve as victims and perpetrators, individuals from outside the community. Residents of congregate care facilities are cited as victims. Particular concerns are expressed about the extent of prostitution, prostitution related crime, and drug traffic.

A review of crime statistics indicates increasing crimes against persons and steady to reduced rates of crimes against property. While there are many expressions of concern about personal safety, most anecdotal reports by residents deal with crimes against property and the fear of such crimes. Parks are generally perceived as unsafe. Crime in the neighborhood is focused in the Main Street corridor and the southeast quadrant. These areas are the sites of a number of notorious bars, adult entertainment establishments and street prostitution.

Law enforcement presence was not a major topic of citizen concern. Additional presence in the form of foot patrols and other special efforts were often cited as a desirable means to improve local policing. The area is served by four twenty-four hour beat patrols, three of which lie totally within the boundaries of the neighborhood. An additional walking patrol has

been assigned for one shift at the major commercial intersection. The beats are small, some covering as few as twenty blocks, and response time appears reasonable to both residents and police. Overall it would appear that the community competes well for its share of the limited and, unfortunately shrinking resources and personnel available city wide. The major law enforcement needs, barring additional citywide resources for which the Springfield neighborhood could compete, are continued effort to increase public responsibility for protection and prevention issues and improvement of the individual relationships between officers and community residents. It is important that the mobile nature of the neighborhood be recognized and routing repetition of citizen crime control activities be scheduled.

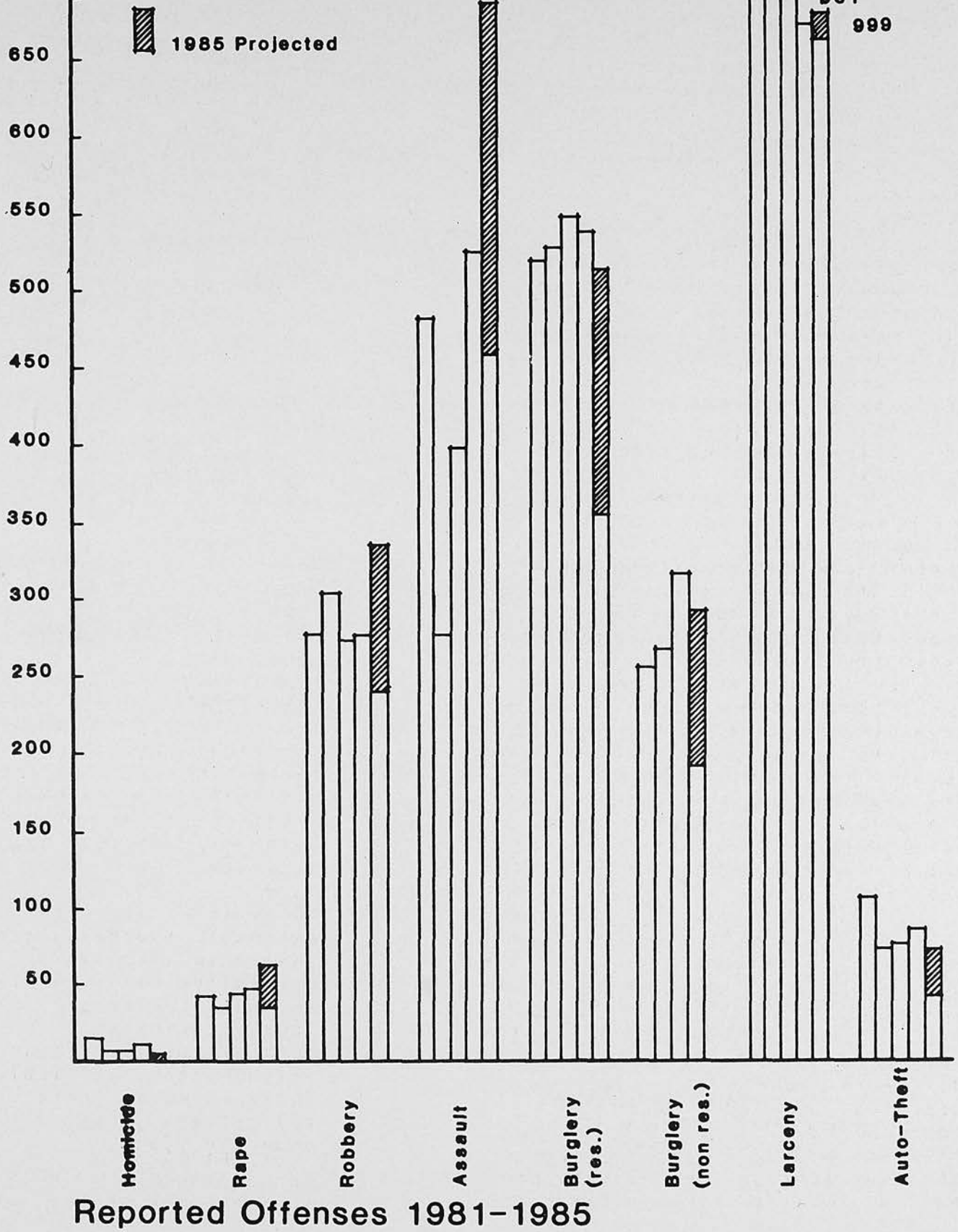
Strategies

1. Maintain, and increase as appropriate, current level of policing with special emphasis on establishments of suspected high crime activity and locations.
2. Increase within the community a sense of shared responsibility with law enforcement for public safety.
3. Undertake physical and environmental measures designed to minimize criminal activity.

Tools and Techniques

1. Continue and expand participation in the citizen ride-along program which increases the sensitivity of both residents and officers.

Aggregated Stats For All Beats



2. undertake the mowing of vacant lots and the removal of abandoned or illegally parked vehicles.
3. Maintain the Neighborhood Crime Watch program and expand it into those areas which have sufficiently stabilized to make such efforts effective.
4. Encourage supplementation of the current beats on a periodic and selective basis with a variety of different crime suppression and patrol techniques. Emphasis should be placed on those establishments of suspected high crime activity which are located in and are particularly disruptive of residential areas.
5. The current unusual distribution of pay phones throughout residential areas is an invitation to crime -- particularly drug trafficking and prostitution. The threat of crime related incidents to low income residents is greater than the problems which might be confronted due to limited access to telephone service.
 - A. The telephone company should be directly and actively involved with the community groups and law enforcement in the development of strategies to curtail the extent to which illegal activity may be being facilitated by pay telephone.
 - B. Continue replacement of closed booths with pedestal type

installations. *nb*

- C. Emphasize placement inside buildings.
- D. Reexamine the feasibility of adjusting pay phones to reject incoming calls in some fashion which can accommodate the need for fire and emergency confirmation.
6. Involve incoming calls in some fashion which can accommodate the need for fire and emergency confirmation.
7. Continue and expand activities related to physically securing residences and business.
8. Actively pursue and maintain the securing of vacant dwellings.
9. Undertake a program of alley closures to limit access to side and rear areas of residential properties.
10. Improve street lighting throughout residential area and explore the feasibility of coordinating improvements in residential lighting with additional high intensity lighting in the immediate area of suspected high crime activity.
11. Cooperation of state alcoholic beverage agents should be secured for aggressive enforcement of alcoholic beverage control laws in drinking establishments throughout the neighborhood, particularly those in which there are allegations of service to underage youth.

HOUSING

Springfield is a large neighborhood with incredibly interesting housing stock. There are approximately 1800 structures; it is predominantly residential. However, incompatible commercial uses negatively impact the neighborhood.

Attraction of capital to finance owner-occupied, residential, rental or commercial properties takes a concentrated effort by both the private and public sectors.

In order to implement a coherent housing strategy, a new non-profit private preservation/redevelopment organization must be formed. It must be a housing organization with a powerful financial and political base. It must have a single purpose -- to purchase and resell historic properties, with appropriate covenants; to individuals who will sensitively restore these houses. Such an organization should be able to receive private and corporate contributions as well as public funds. It must have an effective professional staff.

There must be a concerted effort to put the entire area on the National Register so that tax incentives are available to help with rehabilitation of this valuable place.

Since Springfield is in close proximity to the downtown and other major employment areas, the best way to attack the problems that exist today is to target revitalization towards high quality in city residential neighborhoods. It must be made a viable, beautiful place to live for its own assets. These

assets are multiple: a remarkable housing stock in an old Jacksonville area; well-planted mature trees; sidewalks and streets that can be made attractive; good transportation; nearby health care and attractive schools. It needs more recreation facilities and open space within the neighborhood.

The two priorities should be attraction of middle and upper-income people; and anchoring and improving the housing of low-income residents. To attract the middle and upper-income homebuyer and make restoration affordable, a concentrated revolving-fund effort must buy and market houses to moderate and upper-income people. Special low-rate loans should be made available for this purpose. Short term ad valorem tax abatements should be offered.

Improving housing for low-income residents can be done in conjunction with a city-sponsored, low-income housing program to include interest and rent subsidies. The city and its housing department must create a housing capital improvement program funded by a special excise stamp tax such as that already implemented in Dade County.

One of the impediments to the improvement of Springfield is the concentration of Adult Congregate Living Facilities which are poorly maintained and appear to be badly managed. Focused code enforcement, supported by attractive rehabilitation financing, must be targeted to the improvement of these facilities. Their residents must be encouraged to participate in the life of the community through activities such as, the park beautification project that raise self-esteem and diminish the perception of their "danger" to the community at large.

Alleviation of the negative impact of undesirable commercial uses upon the residential areas require improvement of external appearance through enforceable facade standards supported by public and private financing. A technique the city would find effective is the purchase of facade easements which simultaneously fund and control renovation. Alternatively, recalcitrant businesses, should be faced with tax liens on their properties.

Attached is the City of Jacksonville's Department of Housing and Urban Redevelopment Rehabilitation Loan Program's results for the past five years. This effort should be significantly increased and targeted for Springfield. The Springfield neighborhood would be upgraded and/or would build 150 houses (600 units) to provide safe and sanitary housing for responsible low-income renters. This activity would be funded from the capital program for housing.

83.3% of units, an estimated 1500 buildings are rehabilitable in Springfield. It is projected that to do this will bring 120 million dollars into the neighborhood. Construction dollars are labor intensive and multiply many times. Therefore, the opportunity to revitalize this beautiful, but worn down, neighborhood presents financial as well as aesthetic opportunities.

Once this is begun in a meaningful way, tours and events can attract segments of the convention and visitors areas for the betterment of the City of Jacksonville. It will also attract shops and restaurants and make the community a lively, lovely place.

It must be strongly emphasized that Springfield is now the most valuable untapped residential resource for the revitalization

of a viable Jacksonville. Implementation of the action agenda outlined above will prevent this resource from being squandered, eroded and lost.



PARKS AND RECREATION

Parks and recreational facilities in the Springfield neighborhood are substantially below national and, even city, standards. National Parks and Recreation Association standards recommend an average of two acres of park and recreation land per 1,000 population. The Springfield neighborhood has far less and essentially all of that at the very western and southern edges. Furthermore, this parkland, although neatly mowed and generally free of trash, has practically no facilities. It has been reported that Jacksonville expends only about 47% of the annual national average per capita expenditure for parks and recreation. It is evident that the expenditure, which is for both new and existing parks, in the Springfield neighborhood is substantially below even the city-wide average.

It is imperative that all existing parkland be preserved in perpetuity and that the integrity and linear character of the Klutho Park land be preserved as parkland. Even park related maintenance functions, such as storage, motor pools and other support services, must be excluded from further preempting the full use of this land by the general public. Such existing intrusive usages should be relocated outside the park at the earliest opportunity and "permanent" non-conforming uses should be eliminated, over time, through facility attrition/obsolescence. The "sacred" status of these parklands should be permanently established in a comprehensive city ordinance.

If outside intervention of this policy into Confederate or other parks by the State cannot be prevented, then more than merely "adequate" provisions must be made to ensure the unimpeded use of the land by park users. Specifically, pedestrian access and uninterrupted circulation must be maintained and must include not merely physical accommodation, but also a landscape setting and sufficient adjacent land to create a psychological impression of uninterrupted landscape continuity and connection. Klutho Park is an invaluable, irreplaceable resource to Historic Springfield.

The City is encouraged to develop both an asphalt jogging and a separate bicycle path of proper dimensions and alignments. These facilities should extend uninterrupted from the hospital complex southward to the south end of Confederate Park and eventually, continuously along Hogan's Creek to the St. Johns River. These paths should be elaborated with loops and various points of access, drinking fountains, lighting where necessary, bicycle racks. Sitting areas and exercise stations and should be placed so as to maximize security surveillance from adjacent streets, to preclude private vehicular access but allow emergency vehicle access. A design, form-expressive landscape should be prepared for Klutho Park as a linear park interconnecting to adjacent neighborhoods and providing a variety of active and passive recreational opportunities. Where elevation is sufficient to generally preclude flooding, active recreational facilities, such as court games, should be developed. Community gardens, developed in cooperation with senior citizen centers, the local agricultural extension services, the Jacksonville Garden Club, and other interested residents or organizations, should

be located in appropriate places within the established city parks, as well as within selected vacant land scattered through the four residential villages.

Wherever possible, selected, appropriate, vacant land should be developed as "pocket parks" providing locations for "tots lots," playgrounds, gardens, and adult congregation. These parks should be planned and designed with full neighborhood participation and input and should respond to the particular needs, opportunities and constraints of the local circumstances. Suitable land should be acquired, leased or otherwise obtained for this purpose and should be aggregated, as necessary, through the demolition of dilapidated, condemned buildings, building relocations, and the use of otherwise vacant land.

The Parks and Recreation Department should undertake an aggressive program of park design and development. It should, for this purpose, substantially expand its administrative and in-house design and technical capability. This capability should be in the form of a Design Division supervised by an experienced professional landscape architect whose job description includes, among other things, state licensure. It should also include professional engineering staff. This division should direct in-house and/or consultant design services through the preparation of contract plans, specifications, and construction.

TRAFFIC AND TRANSPORTATION CONSIDERATIONS

Overall, the Springfield community is well served with the present transportation system. The area is surrounded by I-95 on the west, the Jacksonville Expressway (20th Street Expressway) on the north, the Haines Street Expressway on the east and State and Union Streets which become S.R.-115 on the south. Access to the area is provided from these thoroughways by Main Street and Eighth Street which run north-south and east-west respectively, bisecting the Springfield neighborhood.

The immediate availability of this system to the neighborhood does, however, present some current problems as well as initiate some issues for the future, including the following:

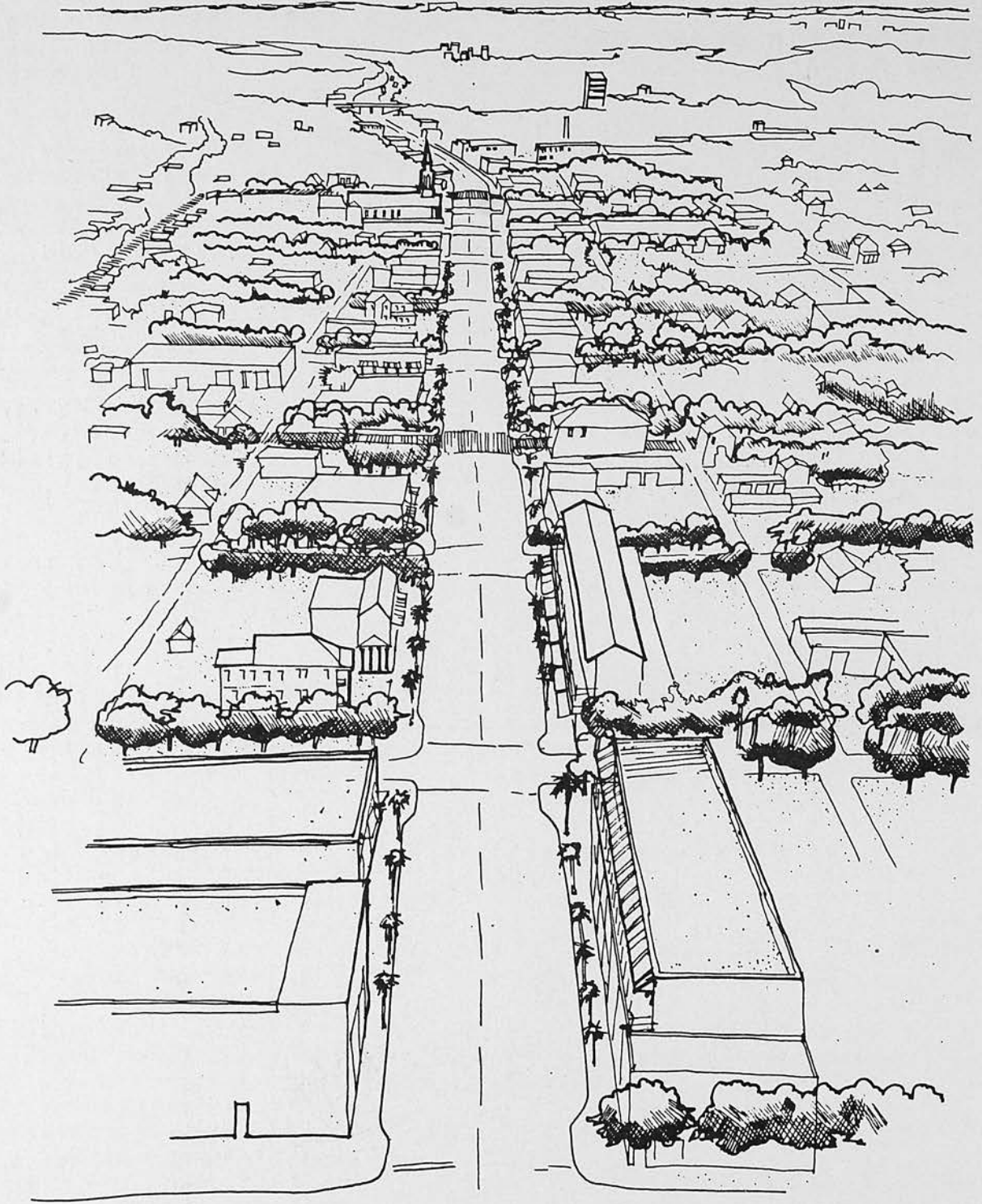
- Main Street is presently utilized as a major arterial accessing downtown and the Main Street Bridge generating considerable car and bus traffic through the area from the north.
- Eighth Street as a throughway arterial across the neighborhood, one of the few east-west connectors, thereby generating considerable traffic, particularly as an alternative to the 20th Street Expressway.
- As the downtown area becomes more viable the potential for considerably more through traffic along Main Street exists.

- The need to provide another east-west river crossing has generated a proposal to utilize Eighth Street as an access road to such a new bridge.

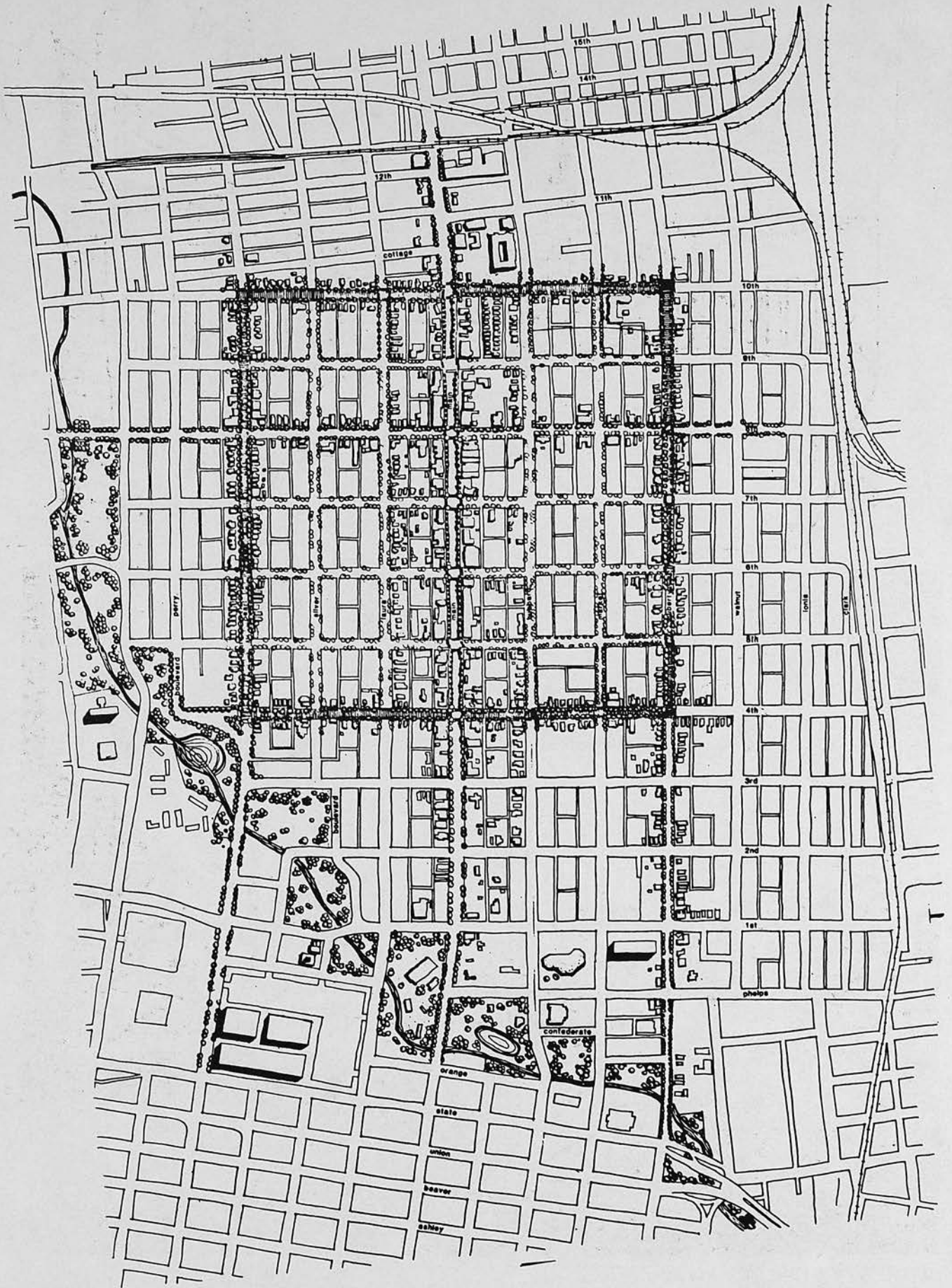
Given the current proposed revitalization and preservation activity in the Springfield neighborhood, several considerations exist which should be a part of future implementation efforts.

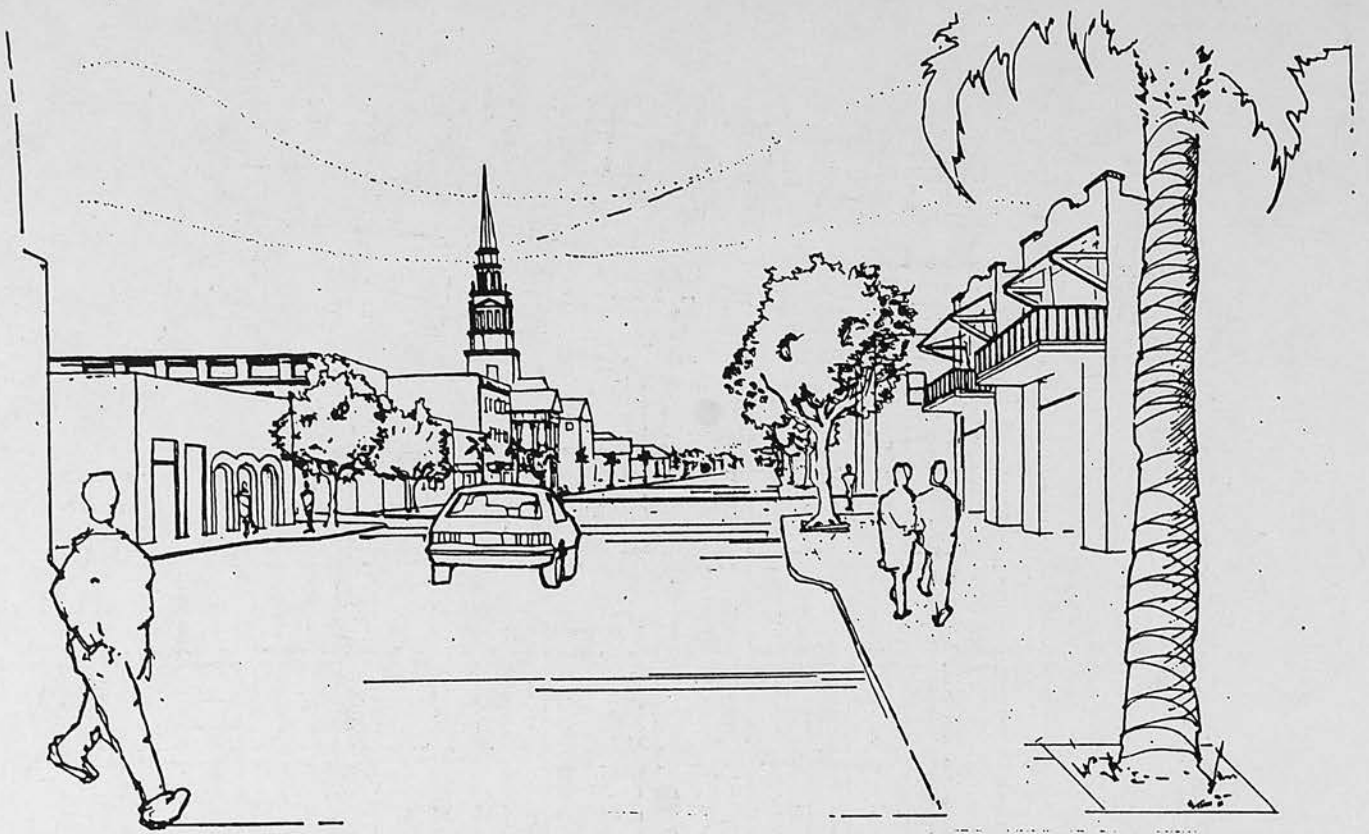
These are as follows:

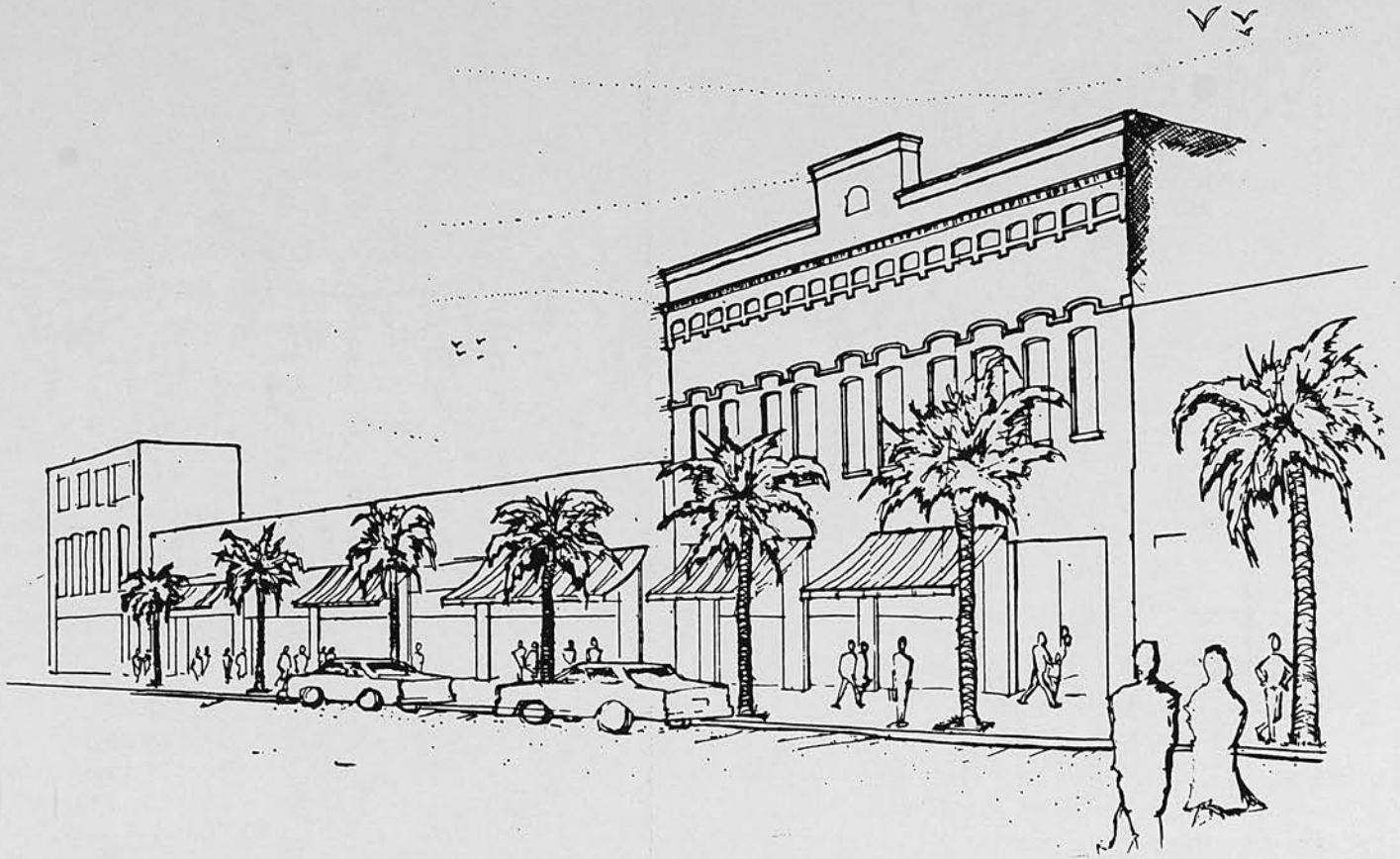
- Explore urban design treatments and traffic control mechanisms to slow-down throughway traffic along Main Street, which will support the expansion of the Main Street - Eighth Street Historic Springfield Commercial District.
- Encourage the future construction of an east-west river crossing location at the 20th Street Expressway which would relieve east-west traffic along Eighth Street.
- The oneway pair proposed utilizing Eighth and Seventh Streets should be discouraged as a result of the extension of the 20th Street Expressway across the river. This will allow Eighth Street to remain a two-way arterial providing access to the Springfield community, the Medical Center and surrounding areas. Likewise, Seventh Street will not experience increased through-traffic and can remain a neighborhood residential street.
- Continue to maintain the railroad network along the north and east boundaries of the neighborhood that supports current industry and employment activity concentrated along these boundaries.

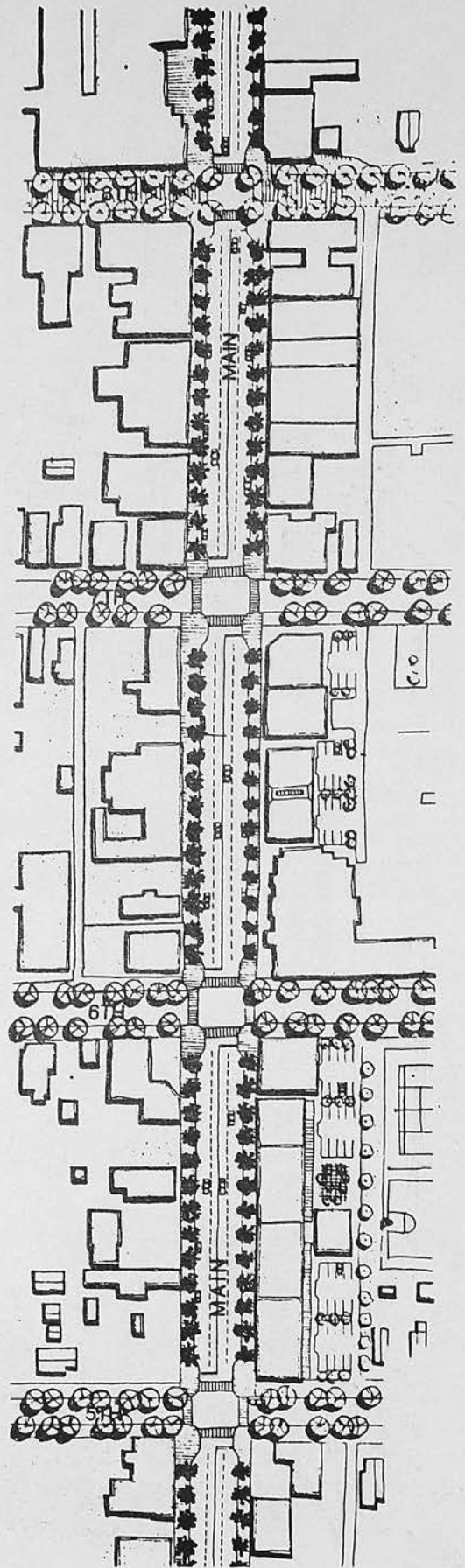
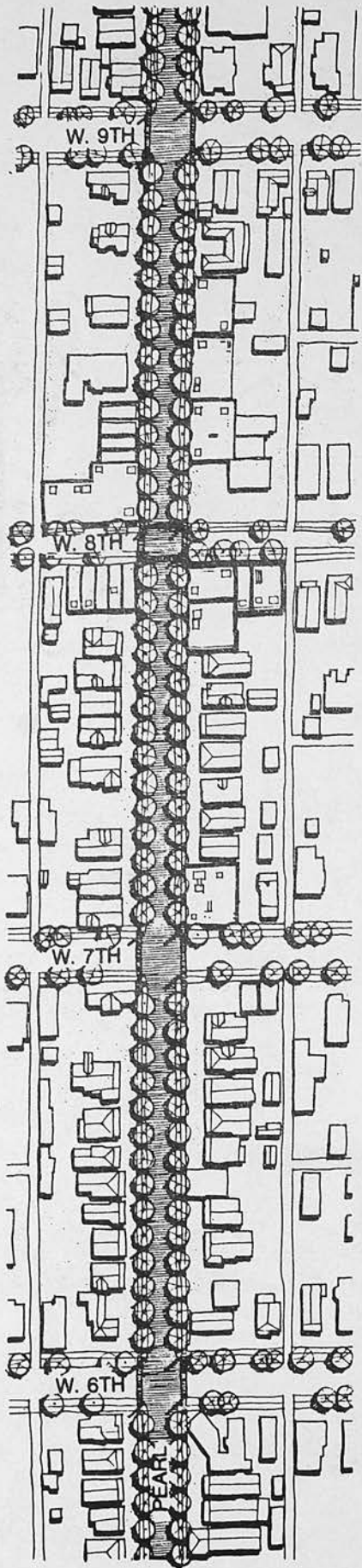


THE GENERAL PLAN









URBAN DESIGN

Neighborhood "Necklace"

This series of selected streets will be paved with the historic brick pavement edged with granite curbing. Pedestrian height, period light fixtures will be placed 60 - feet on center where possible and will be coordinated with existing and proposed street trees which should be planted 30 feet on center. Sidewalks and intersection cross-walks will be paved with brick.

The street trees along these streets will be both live oak and laurel oak. Tree pits for the planting of all trees will be generous in size and depth and will be backfilled with fine quality planting soil in order to more likely assure the success of initial planting. Weed trees, such as cherry laurel and cabbage palms, as well as trees inappropriate for street tree use, such as red bud and red cedar, shall be selectively removed from the right-of-way along the necklace.

Main Street Revitalizations

The cross section of the Main Street roadway will remain generally, in its present form with four travel lanes and two parking lanes. At each of the intersections between Fourth and Tenth Streets, however, parking will be eliminated.

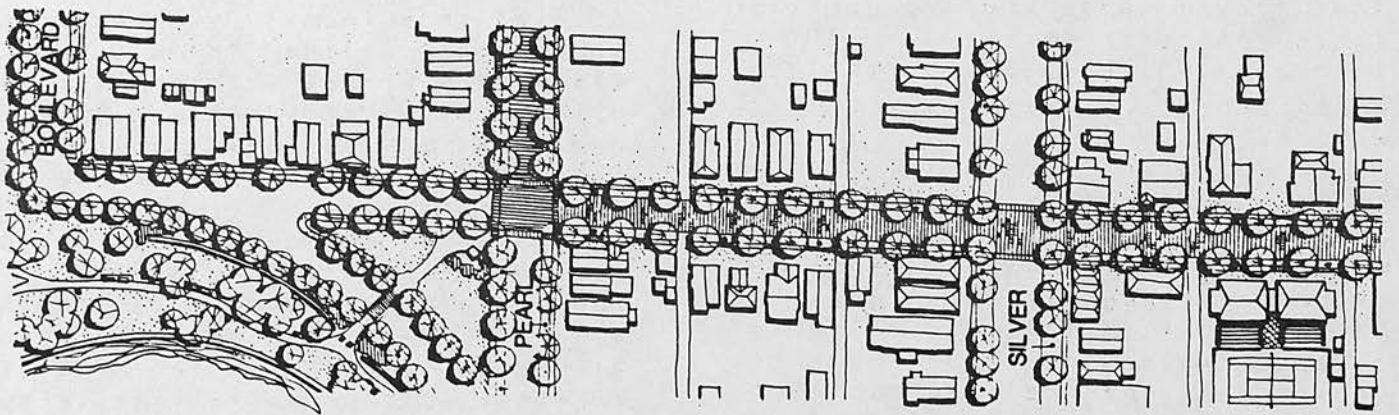
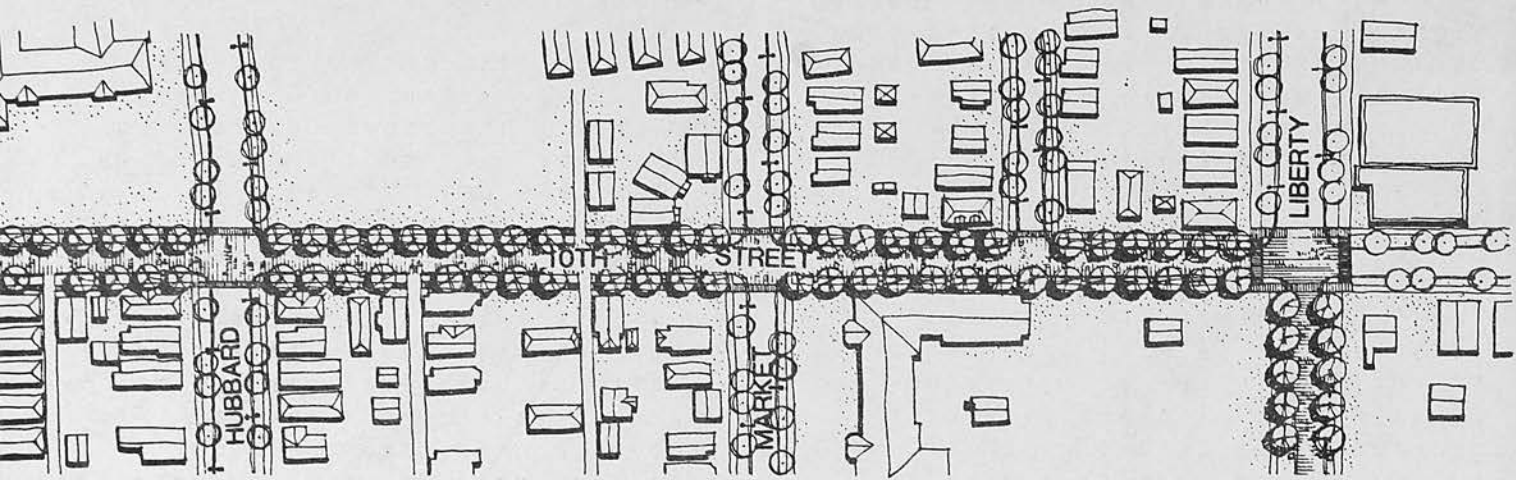
At each of the four corners at these intersections the curblines will be extended outward at a 30 degree angle and then run parallel and adjacent to the edge of each outside travel lane, forming pedestrian zones called "nubbins".

The nubbins along Main Street will occur on both sides of each of the four corners at the intersection with Fourth and Eighth Streets only, and will occur on one side, projecting into Main Street, at the four corners of all other intersections between First and Twentieth Streets.

The extensions of the "pedestrian zone" in this fashion will reduce the amount of roadway surface, or "auto zone", to be transversed by pedestrians when crossing the streets at these points. The four crosswalks at each of these intersections will be articulated by special paving; preferably brick on a concrete slab, with a flush granite or concrete edge against the adjacent asphalt paving. Red tinted, poured, broom-finish concrete, however, will suffice for the crosswalk surface if state standards prohibit the use of brick.

Traffic flow will be somewhat impeded by the desynchronization of traffic lights along Main Street. This will tend to reduce the relative disadvantage presently experienced by pedestrians and give, together with the pavement and alignment changes suggested above, an improved priority to pedestrians.

One species of tree or palm will be planted in a formal, architectural arrangement as the "theme tree" along Main Street. These will be planted, typically, in a single row, set perhaps seven to eight feet back from the face of the curb, in five to six foot square, pavement and cut-outs. One option for this tree planting would consist of sabal palms planted to visually "flag" the intersections at Fourth, Eighth and Tenth Streets together with live oak trees along the middle of the block. The informal habit of the live oak



would allow for it to be selectively thinned to create a somewhat more transparent mass of foliage. All street trees, wherever recommended in this study, are intended to be at least Florida No. 1 quality or better, to be nursery stock, to have a clear, single trunk to a height of seven feet and to be free of "V" crotches, or "sling-shot" branching.

A second option for the Main street planting would consist of planting the corners at each street intersection with flowering trees, such as crape myrtle, and planting along the block with larger trees, such as Bradford pear.

The third option would consist of extending the oak plantings of the adjacent residential neighborhood into the corner of each Main Street intersection, while planting along the block with sabal palms. The oaks will visually "announce" the points of access into the adjacent villages, while the palms would allow unobstructed views of the store-front signage along Main Street. This option, however, does not afford the benefits of heat generation and glare control afforded by the shade trees of the other two options. Traditional brick sidewalk paving will be extended the full length on both sides of Main Street between Confederate Park and Twentieth Street.

All overhead power lines will be placed underground and street lighting poles and street tree locations will be coordinated. Main Street will not have pedestrian height walkway lighting.

Other Neighborhood Streets

Eighth Street will be detailed similarly to Main Street, but with smaller cross section dimensions. The remaining streets throughout

the neighborhood will be paved with asphalt and the sidewalks will be paved with either modular, hexagonal pavers or poured concrete, pressed with a hexagonal pattern. The existing modular, hexagonal pavers will be retained and restored to good condition, wherever possible, even if not necessarily cost effective.

Street Tree program

Canopy trees, including existing street trees that have been damaged or have otherwise declined in old age, will be cut and removed where necessary, including stumps and roots that may interfere with sidewalk or other construction. Trees in generally good condition will be properly pruned and otherwise maintained where they occur in the right-of-way. The City will engage in an active street tree planting program that will replace, in a timely manner, the numerous camphor, and other damaged or mature and declining trees.

The presence of a quality street tree system is usually associated with, or regarded as an indicator of a high quality community. Better homes are often built adjacent to or near parks, and real estate values are often higher in communities with significant street tree systems and neighborhood parks. This latter phenomenon occurs even in communities of moderate or lower income and is not restricted to wealthy communities. The potential of this resource to Springfield is significant and should be conserved and enhanced through the vigorous maintenance of existing trees and an active tree replacement program.

Primary Conditions

Physical landscape/urban design connections will exist in appropriately designed form at the southwest corner of the "neighborhood necklace" adjacent to Klutho Park, at the west end of Eighth Street and at the south ends of Main, Pearl and Liberty streets.

The connection at Klutho Park will be landscaped pathways and associated elements visually announcing that "entrance". This connection will be used by neighborhood people who enter the park for various forms of recreation. It should guide the crossing of streets and visually interconnect the park and the neighborhood.

The connection at the west end of Eighth Street should encourage pedestrian traffic from the hospital complex and related facilities into Historic Springfield. It will also visually express to motorists that this connection exists in both a functional and a psychological form. Brick sidewalks, granite curbing, and street trees should extend to the "gateway" at this end of Eighth Street.

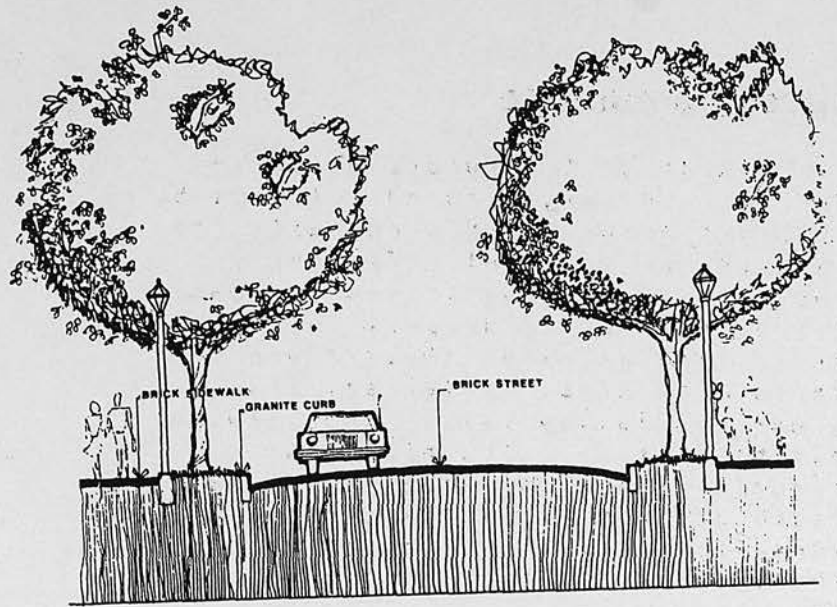
The development of extended connections southward from Historic Springfield along Main, Liberty and Pearl Street are essential to establish the perception of proximity between this residential neighborhood and the employment center in downtown. These connections may consist initially of dedicated land, perhaps 20-25 feet on both sides of these streets. Eventually it is envisioned that the brick sidewalks and street trees, tree grates and guards would express this connection.

Gateway Entrances

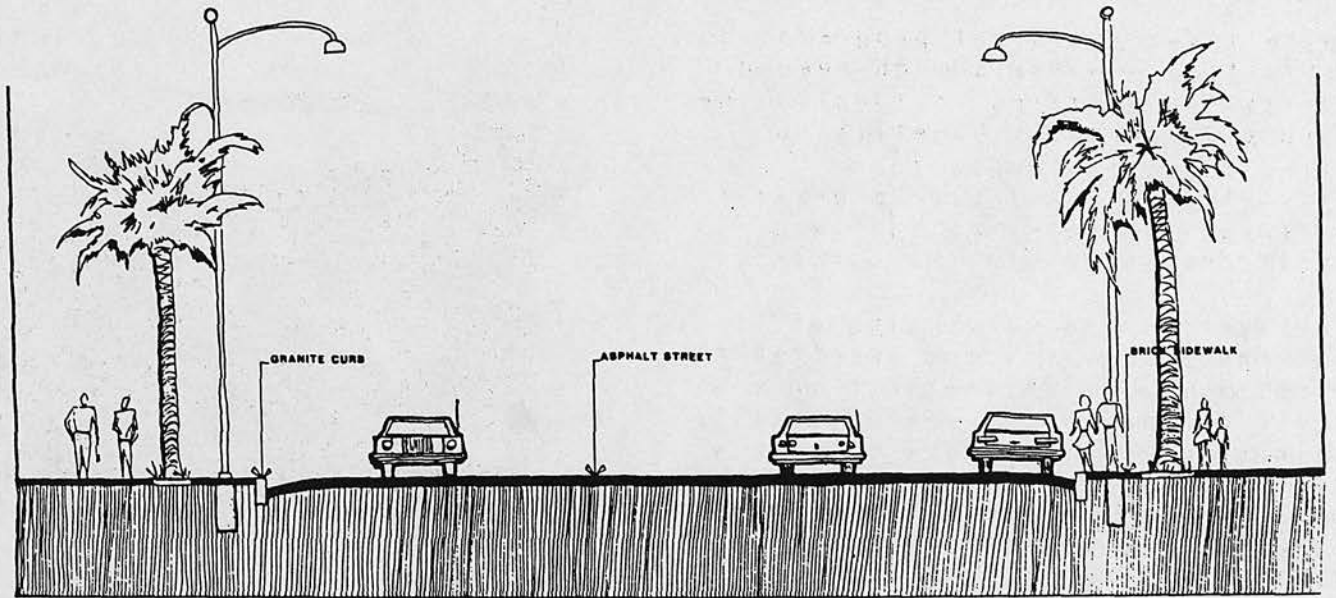
Symbolic gateways will be located in the vicinity of Confederate Park and at Hogan's Creek along Eighth Street. These may be expressed in one of several possible ways including the planting of masses of trees, either informally or formally; the construction of landscape elements such as small plazas, walls, plantings, sculpture; the placement of lighting fixtures used along the necklace; or other such "gateway" expressive means. It will probably be most effective if the gateways are duplicated or are nearly similar, in both form and material, at these park-setting locations.

Landscape Ordinance Enforcement

The current City landscape ordinance can be an effective tool in improving the visual quality of new commercial development in Historic Springfield. However, because of poor enforcement by the City Building and Zoning Department, recent commercial development has ignored the ordinance. This problem should be immediately corrected.



"NECKLACE" STREET



MAIN STREET

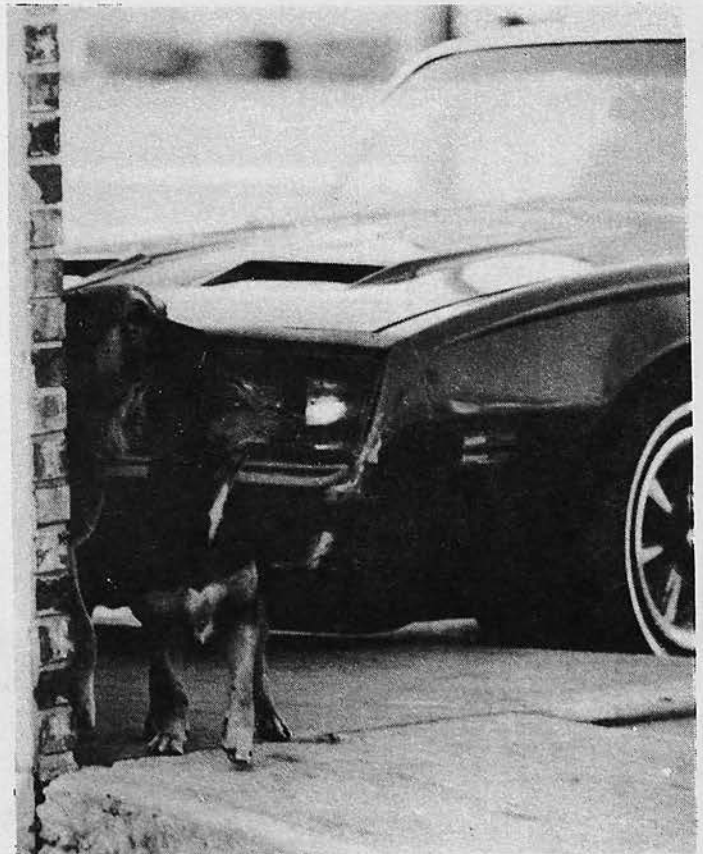
ARTS AND CULTURE

The vision of the future Historic Springfield neighborhood will not be complete without a vibrant arts and cultural environment. Typically, individuals seeking in-town, urban living desire and support such activities as; live theatre and performing arts, galleries, and other speciality retail and service establishments. The historic structures present in Springfield today offer a perfect setting for these activities, while enhancing the cultural appreciation of the area.

As the neighborhood begins the revitalization process that is intended, the sponsorship of initiatives to create these facilities and amenities by residents entrepreneur, and community-based groups should be encouraged. The existence of several education facilities and religious institutions, as well as, Klutho Park, offer appropriate settings and additional support to this effort.

While these potential programs and activities provide a much needed outlet for existing residents, they will also serve as benefits to attract new residents to Springfield, and foster a greater cultural exposure for the large youth population in the community.

The approach to organizing and initiating an arts and cultural renaissance in Springfield should begin within the proposed umbrella neighborhood group -the Community Council- with the seeking of funding and donations from the business and charitable communities.



ENERGY CONSERVATION IS STILL IMPORTANT

The redevelopment of the Springfield neighborhood will have an impact on the energy consumption patterns of the residents as well as Jacksonville as a whole. While the recycling of existing housing is, by its very nature, conservative of both energy and natural resources, there are still active policies which can be pursued to increase energy efficiency and improve environmental comfort. These policies can be classified in the following categories: residential energy conservation; cogeneration and district energy systems; and solid waste management.

Inherent Conservation

With over 1800 houses in the neighborhood, Springfield is a valuable bank account of embodied energy in the form of building materials already assembled in place. The decision to rehabilitate a single house in Springfield as opposed to building a comparable house 20 miles from the central city represents an embodied energy savings of approximately 2 gallons of oil per square foot of building. Although building materials are readily available locally, they have a surprisingly high energy content due to their transportation from remote manufacturing locations and energy to process the raw materials. Cement, steel, and aluminum are materials which have an extremely high embodied energy content.

Rehabilitating an existing house is a labor intensive activity, providing employment to

local craftsmen and mechanics. Money is recycled within the Jacksonville community rather than exported outside the region to purchase building materials with high embodied energy contents. If all 1800 houses in Springfield were recycled, a savings would be realized of an astonishing six and a half million gallons of oil.

Along with embodied energy, the decision to rehabilitate a house in Springfield substantially reduces the energy expended in commutation. The abbreviated trip from Springfield to the center of Jacksonville saves 500 gallons of gasoline per year per commuter, compared to commuting from a house 20 miles from the center of town. It is hard to project future employment locations of new residents, but even a modest fraction of downtown commuters will result in an energy saving of nearly half a million gallons of gas per year.

Residential Energy Conservation-Status

The existing housing stock in Springfield, does not presently provide a level of environmental comfort comparable to new housing. Almost 80% of the houses do not have central heating, 70% have no air conditioning and very few of these buildings have any insulation.

Since they were constructed prior to the development of modern air conditioning, the houses do have certain common design features which make summer tolerable by providing shade and promoting natural ventilation. Double decker porches overhang the south facades providing needed shade. Very large double hung windows, high ceilings

and open stairwells facilitate ventilation. Pier foundations raise the first floor above the ground to take advantage of the breeze.

The Jacksonville building code requires new construction to conform to energy conservation standards, but rehabilitation, at least in practice, is exempt from these standards.

The local utility companies are the Jacksonville Electric Authority (JEA), a municipally owned electric utility, and Gas, a privately owned state-wide gas utility. Both utility companies have expressed concern for the redevelopment of Springfield and are apparently cooperative.

Neither utility provides loans at either subsidized or market rates to residential rate-payers for energy conservation home improvements. JEA does provide energy audits when requested. They also currently provide technical assistance on energy conservation to new home builders, but no technical assistance for rehabilitation. They have expressed a willingness to reconsider this policy in the future, based on the availability of personnel.

A representative of JEA related his frustration with Jacksonville HUD over HUD's unwillingness to recommend energy conservation measures as a part of their home rehabilitation loan program.

Peoples Gas has a financial incentive program to encourage customers currently using oil-fired or electric equipment to convert to gas-fired equipment and appliances. A customer converting from oil heat to gas heat receives a \$300 assistance payment; converting from electric heat to gas heat, \$440; converting from electric water heating to gas water heating, \$200. Currently no payment is made for the installation of new systems or

the replacement space heaters with a new gas-fired central heating system.

Various social service agencies, such as the Urban League and the Northeast Community Action Agency, have emergency home repair programs or financial assistance to low income families with high utility bills, but there are no public or private agencies with active weatherization programs in Springfield or in Jacksonville.



Residential Energy Conservation-Recommendations

Rehabilitated housing should meet state mandated building code requirements for energy conservation to the extent possible. Lending agencies both public and private should encourage loan recipients to weatherize as a part of their rehabilitation project and include: attic and floor insulation (and where appropriate, wall insulation); caulking, weather stripping, and repair of windows and doors on their "work write-up" check lists. "Work write-ups" should be coordinated with the utility companies and mandatory energy

audits should provide a basis for the weatherization component of a rehabilitation project. JEA should provide technical assistance to and should modify their Energy Efficient Home Design Criteria to suit prototypical Springfield houses.

Springfield is fortunate to be one of the few Jacksonville neighborhoods to have gas service available. The Peoples Gas incentive program should be extended to cover the conversion to gas heating of homes which currently have no central heating. Residents of housing without central air conditioning should be encouraged to convert to natural gas since it will lower heating costs.

New infill housing should mimic the indigenous architecture styles to conserve energy. The raised first floor, generous porches, high ceilings and large double hung windows will not only reduce summer energy demands but also help harmonize the new housing construction with the existing stock.

Existing governmental agencies or private social service agencies should allocate funds for a weatherization program for low income and elderly homeowners who can neither make energy saving home improvements, nor meet their current energy bills.

Cogeneration

Since the energy crisis of the 70's and the subsequent search for more efficient sources of energy, there have emerged several technologies to increase energy efficiency on the supply side. One of these technologies is cogeneration--the simultaneous production of both electricity and thermal energy in the form of hot water or steam. By constructing

electrical generating plants in small increments in urban areas, the waste heat that is normally lost to the environment can be used to provide space heating and cooling to office buildings and residences and also process heat for industrial or institutional purposes at lower rates than conventional independent production. This technology, commonplace in the early part of this century and prevalent in Europe today, squeezes much more useful energy out of our limited resources and is making a comeback owing to higher energy costs, escalating construction costs for nuclear and coal fired generating plants, and the new federal Public Utility Regulation Policy Act which requires utilities to purchase cogenerated power at fair value. JEA is currently purchasing electrical energy from 3 private cogenerators in Jacksonville and are actively interested in adding new generating capacity to their system which currently purchases 70% of its power.

Cogeneration can be coupled with an underground distribution for hot water or steam to create a district heating network. This is attractive for three reasons. First, like highway construction, the routing of a district energy system can control the path and intensity of development. Second, a district energy system based on cogeneration can achieve fuel efficiencies of over 70 percent, compared to at most 40 percent for conventional systems. Third, by providing more efficient and thereby lower-cost thermal energy without the cost of providing a heating plant in new buildings, development becomes more attractive within that energy district.

University and Methodist Hospitals at the eastern edge of Springfield are one anchor of a potential cogeneration opportunity. Hospitals are very large energy

users and with their laundry and food preparation functions, they have very large constant, base load thermal energy demands which provide a steady customer for thermal energy even on warm summer days. This base load demand makes co-generation potentially feasible.

On the southern edge of Springfield the 19,000 student campus of Florida Junior College is another large energy consumer, and one with a special interest in the development of new technologies.

The path between the hospitals and the junior college parallels a swath of undeveloped parcels of land to the southwest which are potential future customers for a district heating system. Finally the Springfield housing stock with 80% lack of central heating represents a large potential heat customer to the east.

The Jacksonville Electric Authority has expressed interest in purchasing the electrical energy product from a cogenerating district heating system and have discussed possible future developmental projects such as fuel cells which could be integrated into a cogeneration district heating system.

Identifiable customers for cogenerated energy have been identified, but who will construct, own and operate such a facility? It is essential to identify an experienced developer/operator for this type of specialized facility, but a Springfield Community Development Corporation can take a position in such an enterprise by providing a site and assisting the developers in acquiring financing, governmental cooperation and various State, local and federal permits. The financial participation of a Springfield Community Development Corporation can provide both a financial asset and revenue stream which can be utilized to finance housing rehabilitation.

Solid Waste Management

Solid waste is currently hauled to one of three landfills within Jacksonville. The city is currently conducting a feasibility study for a mass burn resource recovery plant. The feasibility study is expected to identify several potential sites. In all likelihood the sites identified will be in outlying areas. The JEA and The City of Jacksonville Department of Public Works have discussed using the resource recovery plant as a cogenerator. Like any fuel fired electric generating plant, there will be relatively low grade thermal energy produced which must be discarded if the plant is located remote from potential thermal energy users. Technically however, a resource recovery plant can be integrated into a district energy system.

There are obviously negative environmental factors, such as high volumes of truck traffic and solid waste staging areas, in siting a resource recovery plant within an urban neighborhood; however, if the host community were to be offered substantial financial incentives such as tipping fees contributed to a dedicated land bank, housing rehabilitation and an infill housing loan trust fund; and if the host community were offered the opportunity to network into a district energy system, a synergistic relationship between the community and the plant might be established. If a district energy system were established in Springfield all the elements for this potential scenario would exist and the community and the city should consider such a development.

Conclusion

The redevelopment of the Springfield community will have energy conservation implications on several levels. There are inherent factors which will cause energy to be conserved by the very fact of the redevelopment by conserving building materials and transportation.

There are also common sense energy conservation policies which have been promulgated in many other communities for the past ten years such as weatherization programs.

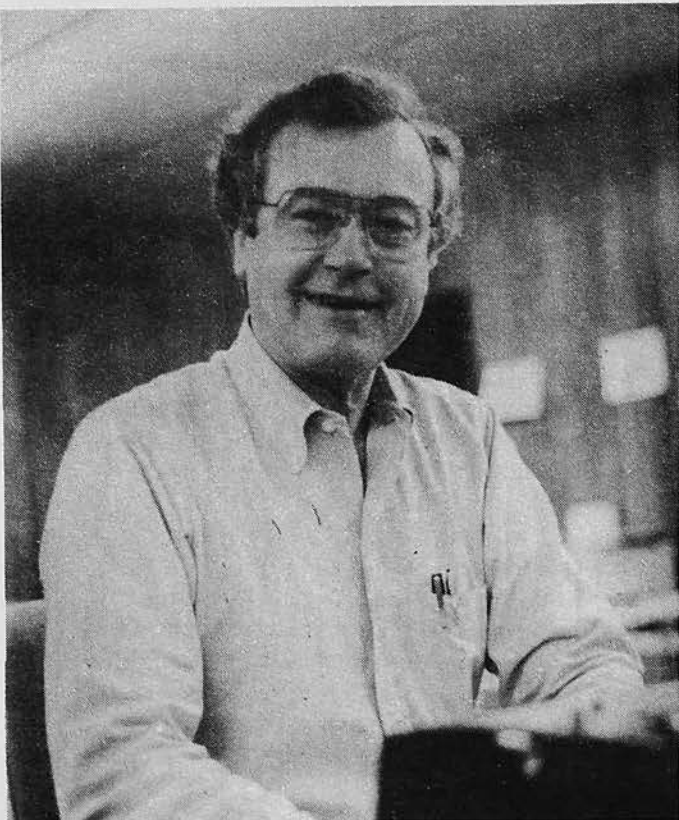
Finally, there are relatively exotic programs such as cogeneration/district energy systems and solid waste resource recovery. While not yet commonplace, these technologies have precedents and perhaps most importantly can be profit-making private sector ventures and provide financial resources to the Springfield neighborhood. A feasibility study will be necessary to gauge the potential of these technologies in Springfield, but clearly the critical elements for success seem to be present.

DISCLAIMER

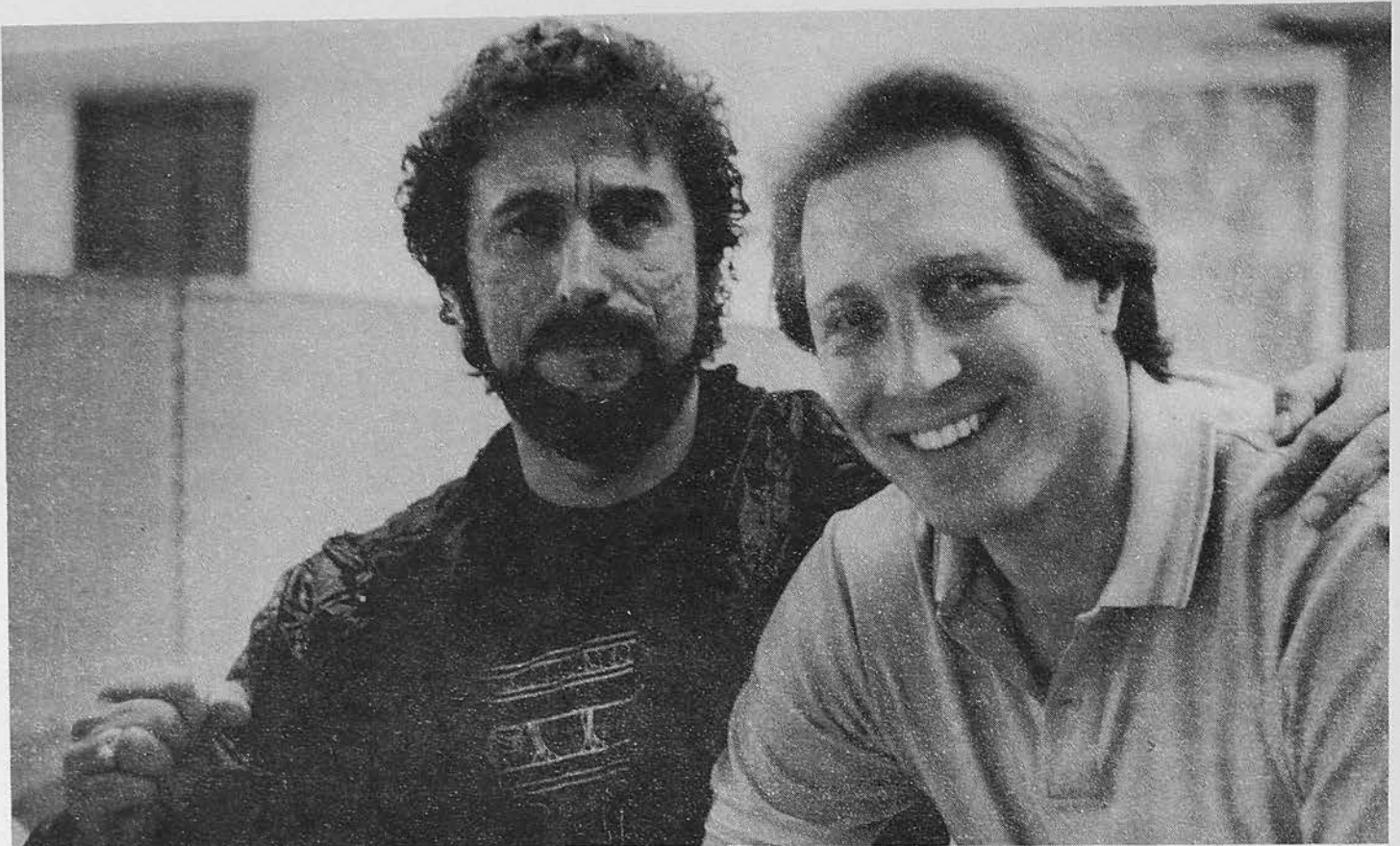
Due to the limited amount of time, the complexity of the subject neighborhood, and the lack of readily available data, several areas of concern that should be evaluated had to go unattended in this study report. Such areas would include economics, employment, education, and cultural issues to name a few. We recommend that follow-up efforts to this R/UDAT continue the data gathering and problem solving of these and other areas of need.



Charles Zucker is Deputy Director of Design Arts Program of National Endowment for the Arts, Washington, D.C. He is a graduate of Princeton University, Master in Architecture and the University of Illinois, Bachelor of Architecture. He has taught at the Graduate School of Urban Planning and Policy Development, Rutgers University, New Brunswick, New Jersey; he taught architectural design and planning at the City College of New York School of Architecture and at Princeton University. Mr. Zucker has co-authored the "Planning and Design Workbook for Community Participation. He has worked with community planning groups in Long Island, New York City and New Jersey. He was a principal of an architectural firm in Baltimore, Maryland and has particular expertise in residential planning, design research and participatory planning.



M. Dale Henson heads the Atlanta based economic development consulting firm of Dale Henson Associates, Inc. He holds degrees in economics from the Georgia Institute of Technology. He was a lecturer in regional economic development at the institution and held the post of Regional Development Economist at the Economic Development Laboratory. He was Vice President-Southeast of the Chicago based economic consulting firm of Real Estate Research Corporation; and Director of Economic Development, Atlanta Chamber of Commerce, including responsibility of directing the Forward Atlanta Program, a multi-million dollar 3-year promotional effort to attract industry. His independent firm specializes in public urban development and redevelopment analyses and programming, and market feasibility studies for office, industrial, housing, and multi-use developments.



Mr. Michael John Pittas served as Director of the National Endowment for the Arts, Design Arts Program for six years.

During his first 1 1/2 years in Los Angeles, he held the position of Dean of the Otis Art Institute/Parsons School of Design, departing this July to accept the prestigious Urban Scholars Fellowship Award from the New School for Social Research in New York. Currently he serves as Chairman of the Watts Towers Community Trust and Trustee for the American Cinematique in Los Angeles.

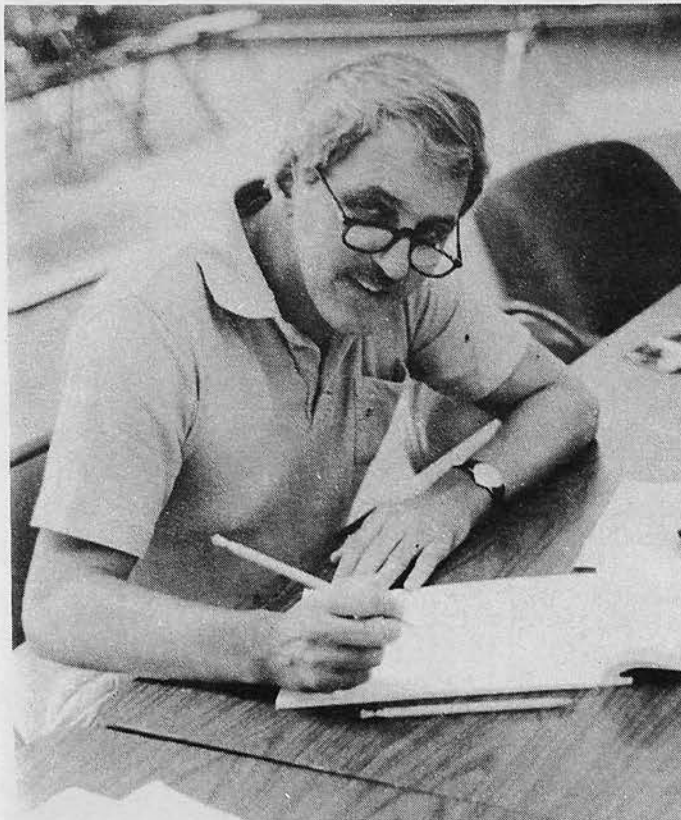
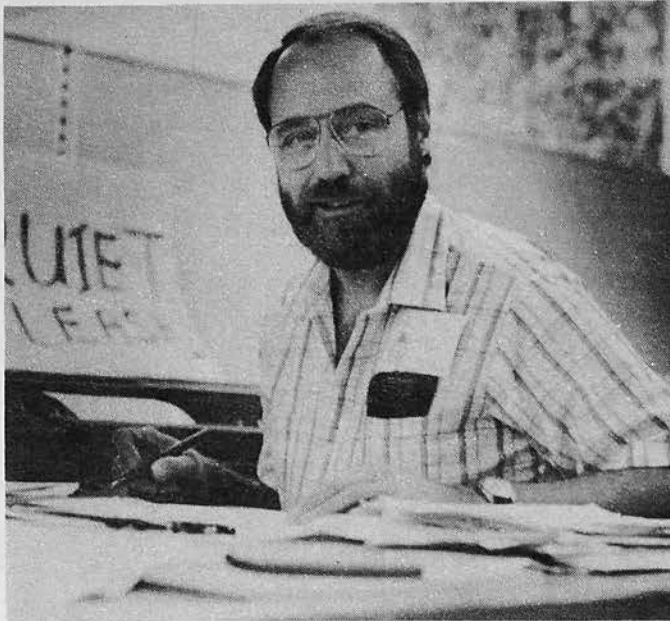
His initiation of the Viet Nam Veterans Memorial design competition in Washington D.C. and authorship of the Presidential Design Awards program recently inaugurated at The White House have been widely applauded.

Trained as an architect and planner, Mr. Pittas has held positions in

New York City as Director of Comprehensive Planning and Director of Planning and Development for the city of Trenton, New Jersey. He taught for 11 years at the Harvard Graduate School of Design, where he also served as the acting Director of the Urban Design Program. He has worked extensively on public and private redevelopment organizations in the United States and abroad and has received numerous awards for his professional achievements.

Mr. Arthur Skolnik, Architect, is currently the Executive Director for the San Diego Gaslamp Quarter Council, as well as, President of the Conservation Company. He received his M.A. from Pratt Institute and B.A. from the University of Illinois. Mr. Skolnik has served as Executive Director of the State Advisory Council on Historic Preservation and State Conservator for the State of Washington. Other experience includes: City Conservator, Director of the Office of Urban

Conservation, Manager of the Pioneer Square Historic District, (all for the City of Seattle), and as a fulltime Visiting Lecturer on Urban Design for the University of Washington.

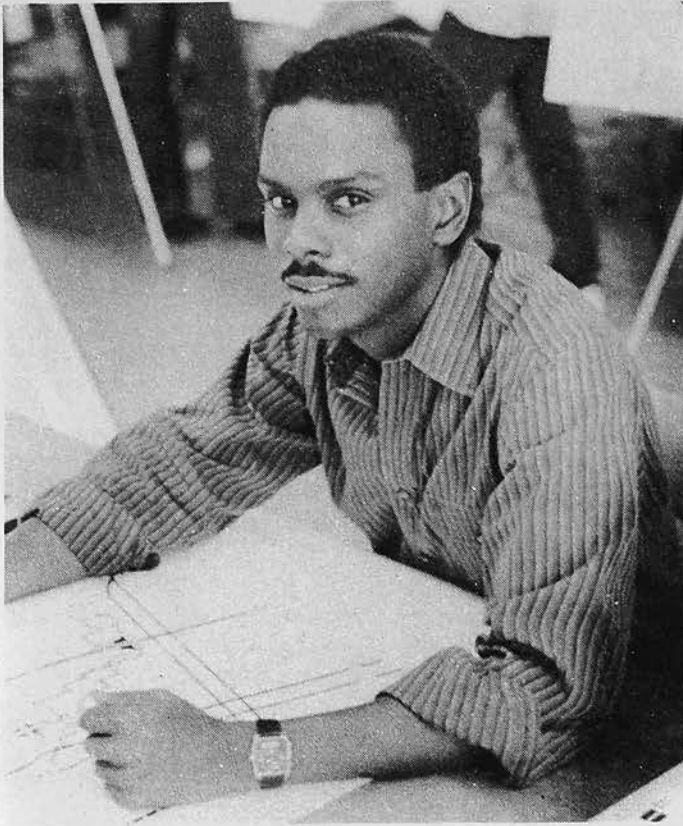


James Mills is Executive Director of The Juvenile Welfare Board of Pinellas County, Florida. He is a graduate of Valparaiso University, Master of Social Work, University of Connecticut - School of Social Work and Bachelor of Science, Drake University.

He has served as Executive Director of the Community Services Planning Council of Sacramento, California, Dep. Director of the Wisconsin Council of Criminal Justice, Director of Family and Children's Services, United Community Services of Greater Milwaukee, and Chief, Direct Services, The Wisconsin Dept. of Health and Social Services.

He has written numerous articles and presented papers across the nation concerning Human Services and Planning. He has served as Incorporator, First President, Board of Directors, Paratransit, Inc., a non-profit transportation agency for the elderly and handicapped; Chairman of HRS V District Advisory Committee, and Incorporator and Board Member of the Sherman Park Community Association of Milwaukee, Wisconsin.

Mr. Charles A. Alden, an accomplished landscape architect now practicing in Miami, Florida, has extensive experience planning and designing projects which encompass the full scope of landscape architecture. Various awards have been received for projects in which he participated, including the Boston Southwest Corridor transit-related parkland, as well as several in Florida. A native of New Jersey, Alden received his BS in Landscape Architecture from Syracuse University and is registered in Florida and Massachusetts Institute of Technology, and Miami-Dade Community College.

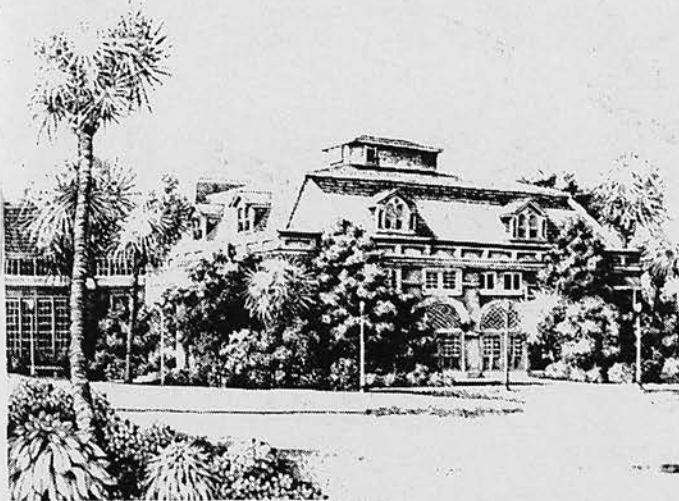


Mr. Michael E. Johnson is a partner in the private real estate development and consulting firm of Wilson, Dagenhart, Johnson based in Atlanta, Georgia. Trained as an architect and urban planner, with a Masters degree from Georgia Tech and a BS from the University of Maryland, he is also a partner in the architecture firm of Devroux and Purnell which has offices in Washington, D.C. and Atlanta.

He has consulted on a variety of economic development planning projects and real estate development feasibility studies from California to Florida over the last eight years.

Recently completed projects he has managed include a Redevelopment Plan for seven enterprise zones in Broward County, Florida, an infill housing development project in Atlanta, and four successful UDAG applications for industrial development expansion projects in the State of Georgia. He is currently managing partner for an \$8.0 million mixed-use development project, and the preparation of a proposed \$115.0 million development plan for the Martin Luther King, Jr. National Historic Site in Atlanta.

Mr. Johnson also serves as a member of the Fulton County Zoning Appeals Board and the Atlanta-Fulton Library Board of Trustees.





Mr. Leopold Adler, II, Trustee Emeritus of the National Trust for Historic Preservation, is a native of Savannah, Georgia. He is President of Preservation Associates of Savannah, a for profit partnership. He is a former Vice-President of the Robinson-Humphrey Co., Inc., Investment Bankers. He is a trustee of Boston University, a trustee of Ossabaw Island Foundation and a trustee of the Cathedral Church of St. John the Devine in New York City. He is a Director of the Southern Bank & Trust Company of Savannah and is a member of The Statue of Liberty-Ellis Island Restoration Committee.

Currently he is chairman of the Chatham-Savannah Historic Sites Commission and is President and founder of Savannah Landmark Rehabilitation Project, Inc., an urban preservation non-profit corporation and is chairman of Americans for Historic Preservation, a political action committee.

For the past twenty-seven years he has been deeply involved in preservation in Savannah and throughout the nation where he has spoken and been a consultant in 40 states, The District of Columbia, England and Ireland. He has co-authored a book called Revolving Funds For Historic Preservation; A Manual Of Practice. He has also co-authored a handbook; Preservation For People In Savannah. He has participated in many conferences and meetings and received numerous awards.

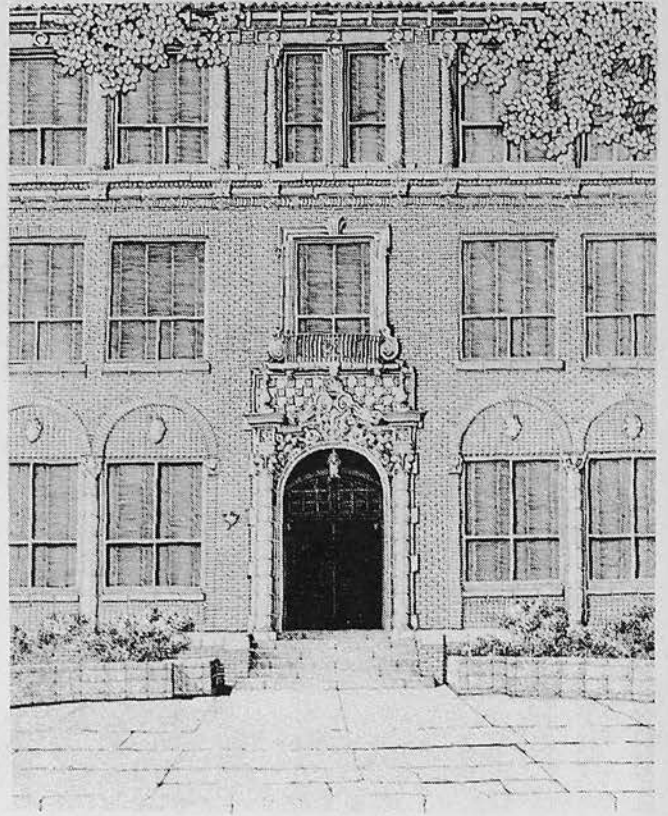
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Tony Benton, Florida A & M University
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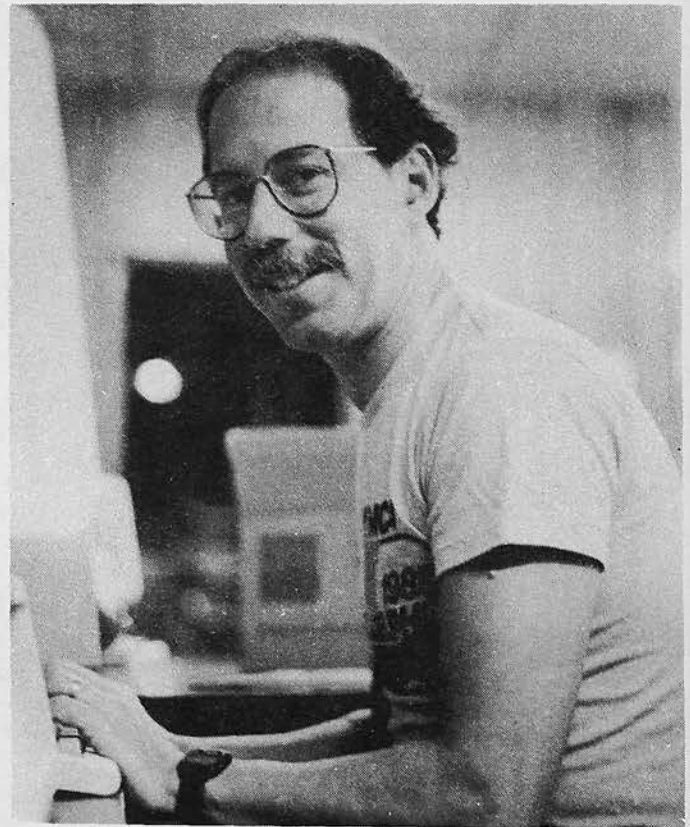
Mr. Alden has also participated in several landplanning and development projects including a Master Development Plan for the Poinciana Industrial Park and the Overtown/Park West Redevelopment Project in Miami; second-home/retirement communities in Vermont, Maine, Massachusetts, Illinois, New York and Florida; and Campus Development Master Plans for various institutions and corporations.

His many professional associations include the American Society of Landscape Architects and the Florida Native Plant Society.



Mr. James Greenberg is currently project manager for a 500,000 square foot addition to the Harrah's Marina Hotel and Casino in Atlantic City, NJ. In addition to his responsibilities as project manager, he is the Director (CADD) for The Hillier Group, Princeton, NJ. He is a graduate of the University of Pennsylvania, Master of Architecture and Cornell, Bachelor of Science in Architecture.

Prior to joining The Hillier Group in 1981, Mr. Greenberg was employed as Director of Design and Construction in the city of Trenton, NJ. Department of Planning Development where he was instrumental in the development of The Trenton Integrated Community Energy System. He has received several awards for excellence in design and architecture, and has written one book, Energy Efficiency and Design.



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Ruby Keyes
Harriet Kisilinsky
Lilian Knox
Sharon R. Laird, Press Secretary
Duval Delegation
Sandra Lee
Nellie Lightner
Bob Logan
Delores Mackoul
Jim Martin
Kathrine Medlock
Carol Miller
Hugh Morris
Simon Mosley
Davy Mudd
Dave Parnell
Rus Pittman
Fred Pope
Retired Senior Volunteer Program -
Rus Pittman, Director
Gordon Robbie
Helen McLendon Robinson
Delores Sapp
Wayne Sapp
Springfield Neighborhood Housing
Services
Debbie Thompson
Dan Urbanus
Sidne Valdivieso
James Williams
Lorenzo Williams
Gwendolyn Yates

Clerical Support Staff

Heather K. Bound, SAA
Janell Brumbaugh, SAA
Melady Flordeliza, SAA
Roberta Goralczyk
Patricia Jones, SAA
Delores Mackoul
Patricia Mills, SAA
Karen E. Rood, SAA
Irene F. Spencer, SAA

Video Taping

Donald Agnew, WJCT-TV 7
Backstreet Productions
Kris & Allan McCall Kozmik -
McCinema Productions

Persons Interviewed

Civic Representatives

Jacksonville Department of Housing
and Urban Development.

Richard Bowers
Joyce Bizot
John Hicks
Jim McDonald
Andre' Martin
Mary Jane Davis
Tom Doyle
Betty P. Ingram
Fred G. Jones
John Urell
Doug Faust
Judy Slade

Legislators

Charles E. Bennett, U.S.
Congressman
Dr. Arnette E. Girardeau, Florida
State Senator
John Thomas, Florida State
Representative
Tommy Hazouri, Florida State
Representative

Jacksonville Historic Landmarks
Commission

Carol Truman
Myrtice Craig
Susan Caven
Ted Pappas
Jim Rink
Connie M. Jones
Cindy Grable Miles

City Council

Jim Atkins
Ed Holtsinger
Eric Smith
Gifford Grange

Jacksonville Sheriff's Office

Sgt. R.L. Townsend
Jim Revels
J.G. Stelma
J.P. Branch

Other

Laura D'Aliseria, Recreation &
Public Affairs
Philip Wemhoff, JEA Energy
Conservation
John H. Crofts, Jacksonville
Planning Department
Henry Mock, City Traffic Engineer
Roslyn M. Phillips, Downtown
Development Authority
Robert W. Banghman, City
Horticulturist
Earl Wilson, Public
Works/Sanitation
Martha Barrett

Persons Interviewed

George Watkins
Desi Watkins
Naomi Brill
Virginia Fraser
Vivian Browning
Henry Howry
Kathleen Haack
Elaine Burnett
Janice Quinn
Stephanie K. Thomas
C.A. Beebe
Clinton L. Eisworth
Joe Steineck
Gary A. Clemons
Kevin Winston
Karen Rood
Jan Brumbaugh
Patricia Jones
Richard Bizot
Betty L. Olin
Wade Riggins
Paula Wustenburg
Harry Lerner
Jo Khan
Robert Keener
H. Earl Futch
Robert J. Macindoe
Michael T. Parks
D.M. Urbanus
Sollie Mitchell
M.B. Mitchell
Rev. George Staten
Sidne M. Valdivieso
Fazil Dean
George Maida
Olivia M. Firist
Helen Robinson
Hazel Phillips
Rev. William Morgan
Flossie M. Burnson
Rose Watson
Bertice Faust
Pat Mills
Kevin Brown
Sue Carmichael
Arthur V. Jennette
Leslie Allen
Melady Flordeliza
Heather K. Bound
Samuel O. Lloyd
Ron Lumpkin
Nell Maroball
Lynne Gabbe-Harkcom
Ginger Anderson
Russell Anderson
Larry Hewitt
Thelma D. Taylor

Tod W. Pitstich
Ed Quinn
Irene F. Spencer
Carin Brown
Winston Caldwell
Dave A. Balanky
Berend L. Brickman
Tom Metz
Chyrlene M. Boyd
Davy mudd
David Jones
Jim Brunson
Dea Kerstetter
Lawrence M. Madre
Chuck Spence
Eva Ayres
Stephen Buettner
Diana Buettner
Shelly Yeagle
Debbie Doyle
Emil Brundnette
R.A. Ferguson
Jim Gentile
Ming Chan
Dave Galbreath
Harriett Kisilinsky
Jean Secord
David Address
Robert Logan
Delores Mackoul
Louise Livingston
Patricia Thalacker
Al Combs
Anne Berman
Hyacinth A. Jackson
Rev. B. J. Lane
Laura Frances Geisel
Paul Robinson
Patti Christensen
Michael Houghton
Sara Hurdle
Les Potter
Edward Holt
Hugh Resmondro
C.M. Holmes
Anne Farren
C.J. Brandstrup
Mark Davis
Edith Anderson
Frances T. Hayes
Dora Carver
Frances Arpceve
Rev. Thomas Knight
Frank M. Parrish
Clay Singletary
Deborah Floyd
Nancy Swearingen
Bill Johnson
W.B. Sweetser, Jr.

Wally Anderson
J.E. Hanks
Doris Endres
David Todd
Suzanne Todd
Ben Cook
John Allen
William D. Bischoff
Jeff Waltz
Rosa L. Peterson
Elizabeth Becil
Dennis Thrush
Grant G. Godfrey
Paul Weaver
Janie Jones

Contributions

A&E Reprographics
Alford Associates; Architects
American Bank
A. Franklin Berkey
Boy's Club of Jacksonville
Bob Jackson
Councilman Jim Atkins
Atlantic National Bank - Springfield
Branch
Bhide & Hall Architects
Bill Barsh
A. Franklin Berkey,
First National Bank of Jacksonville
Richard Bowers, Jacksonville
Department of Housing and Urban
Development
Boyer & Boyer Architects
State Representative Corrine Brown
Wayne Brunson, Atlantic Bank,
Springfield Branch
City of Jacksonville Planning
Department
City of Jacksonville Property
Appraiser's Office
Clements, Rumpel, Goodwin,
Architects
A.R. Cogswell
John Croft
Ray Courson & Associates
Cowford Blueprinting
Design & Development Associates,
Inc., Bill Mauzy
Fairfield Correctional Institute
Florida Blueprint Service
Florida Jr. College at Jacksonville,
Dr. Charles C. Spence, President
Florida National Bank, Jim Doss
Flowers Bakery (Main Street)
David Fort
Mayor Jake Godbold
Marvin Ganson
Senator Arnette Girardeau
Andy Granger Appliance Co.
The Graphics Arts Center
The Haskell Company
Wayne Hightower, Wayne's Pawnshop
John Hicks, Jacksonville Department
of Housing Urban Development
Allen Hughes, Ralph's Pawn Shop
Huggins and Othen Tire Service,
Wayne Johnson
Jacksonville Department of Housing
and Urban Development
Jacksonville Electric Authority
Jacksonville Historic Landmarks
Commission
Jacksonville Hotel Supply
Melton Jenkins, Jenkins Bar-B-Que
Joseph's Imported Foods
H.W. Keister-Engineers
Lebco Business Equipment
Little Dragon Restaurant
Emmett J. Lovett
Main St. Restaurant
Marshal's Old Fashioned Bakery
Jim Martin/Saxelbye, Powell, Roberts
and Ponder Inc., Architects
Martin Coffee Co.
Methodist Hospital
Oak Park Villas Condominiums
Pic and Save, Sam Prichano
Popeyes Famous Fried Chicken
Les Potter, Principal, Andrew
Jackson Senior High School
PYA Monarch
Renaissance Center
Reynolds, Smith & Hills , Architects
& Planners
Shephard Associates, Architects
Springfield Atlantic Bank
Springfield Realty, Inc.
Sue's Sweet Shop
Linda Sullivan
Susie Wiles,
Dale Eldridge, City Information
Services
Lynwood Willis, Willis Association
Saxelbye, Powell, Roberts and
Ponder, Inc., Architects
WJKS-TV-17



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