

Special Committee on Safe and Healthy Neighborhoods – Council Chambers

Wednesday, February 7, 2018
1:00 p.m.

Reginald “Reggie” Brown, Chair
Council Member Lori N. Boyer
Council Member Anna Lopez Brosche
Council Member Katrina Brown
Council Member Garrett Dennis
Council Member Sam Newby
Council Member Bill Gulliford

AGENDA

Call to Order	Honorable Reggie Brown, Chair
Introductions	Committee Members
Special Presentation	Tipping Point Communities Stephanie Burch, Director of Neighborhoods
Questions	
Adjournment	

NEXT MEETING:
Thursday, March 1, 2018 at 1:00 p.m. in the Council Chambers

Topic of Discussion at next meeting:

1. JEA Presentation – Jordan Pope
2. Timelines and Follow-up from departments



CITY OF JACKSONVILLE
SPECIAL COMMITTEE ON SAFE
AND HEALTHY NEIGHBORHOODS
February 7, 2018

Developing the Model

- A. Analyze the factors that tip a neighborhood:
1. Neighborhood appearance
 2. Level of civic engagement
 3. Amount and type of commercial activity
 4. Environmental factors
 5. Safe and decent housing
 6. Adequate infrastructure
 7. Organizational capacity of residents
 8. Parks or recreational space
 9. Neighborhood safety
 10. Schools

Developing the Model

- B. Work with Councilmembers to identify a neighborhood that has multiple factors tipping towards decline
- C. Work with Councilmembers to narrow the area to a 5 block radius – consider whether a park or school is included in or adjacent to the area, current or future infrastructure projects, CRA, access to public transportation, other available resources, etc.

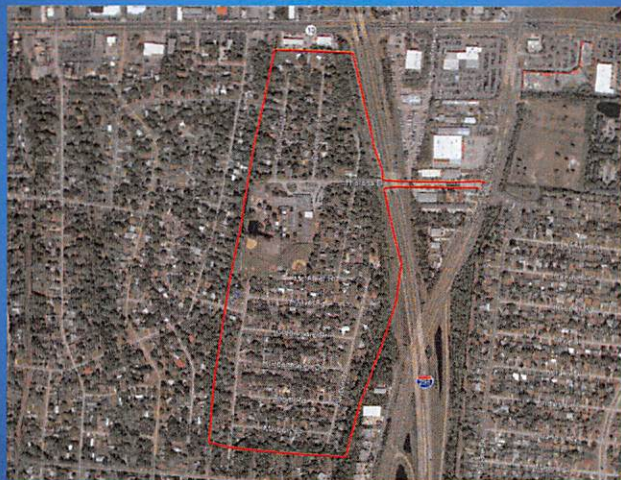
Developing the Model

- D. Complete an inventory of the identified neighborhood with other City Departments and District Councilmember
 - 1. Streets/sidewalks/stormwater ponds/ditches
 - 2. Park improvements or safety enhancements
 - 3. Home repairs or demolitions/board ups
 - 4. Streetlights
 - 5. Mowing/tree trimming
 - 6. Lot clearing

Developing the Model

- E. Plan improvements under current contracts if possible
- F. Coordinate with JEA, JTA and FDOT
- G. Identify funding sources
- H. Prioritize improvements and create timeline
- I. Work with District Councilmember to engage residents

District 4 Brookview Neighborhood



Completed Neighborhood Improvements

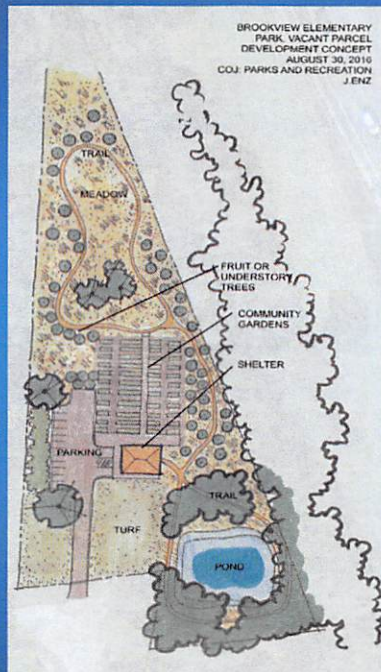
- ROW has been mowed
- Roadways have been evaluated for resurfacing
- Litter crew has cleaned up Theresa Drive by I-295 overpass
- 95% of streetlights have been converted to LED. JEA is prioritizing the remaining conversions

Planned Neighborhood Improvements

- Dibble Circle will be resurfaced by end of FY 17/18
- Complete perimeter sidewalk network by end of FY 17/18 for the following:
 - North side of Marbury Drive between Rayben Drive and Kitty Street
 - West side of Marbury Drive between Marbury Drive and Agave Road

Planned Brookview Elementary Park Improvements

- Mow and keep up general maintenance of the park – mowing schedule has been increased from 18 times per year to 24
- Repair fence
- Add onto community garden
- Add gazebo and natural walking trail at community garden – to be completed Spring 2018



District 8 29th and Chase Neighborhood



Completed Neighborhood Improvements

- 13 code enforcement cases have been abated or are out to the contractor for abatement
- 18 plus code enforcement cases are in varying stages of demo process
- ROW has been mowed
- Roadways have been evaluated for resurfacing
- 93% of streetlights have been converted to LED; JEA is prioritizing remaining conversions

Planned Neighborhood Improvements

- Complete demolitions and other abatements asap
- Preparing one contract for limited repair program, waiting on documentation from another
- Moncrief and Myrtle to be resurfaced by end of FY 18/19

Planned Simonds Johnson Park Improvements

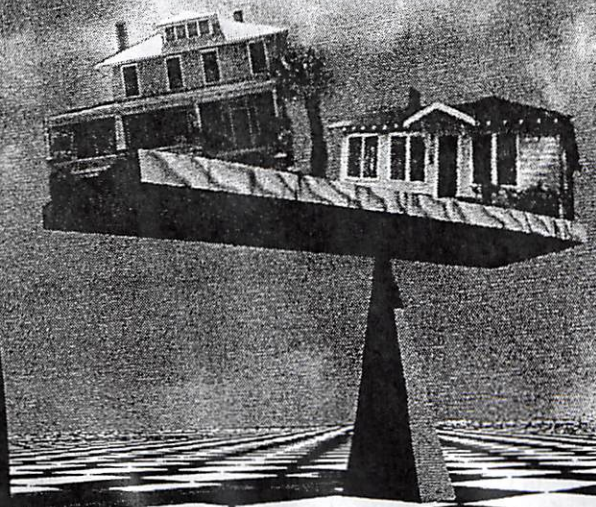
- Community center has reopened – provides after school and summer spaces programs
- Renovate existing basketball courts
- Update park lighting to LED
- Add outdoor fitness equipment
- Resurface existing walking trail





STUDY

SPRING 2003



Neighborhoods at the tipping point

A Report to the Citizens of Northeast Florida

Summary

Neighborhoods are the communities that most impact people's day-to-day lives. They are home to a collection of homes. Like a home, a neighborhood provides people with safety and community. Neighborhoods also provide roads, utility services, electricity, and sometimes amenities such as recreational space or shopping. Like all people, neighborhoods grow older. As they age, neighborhoods can deteriorate, but unlike people, neighborhoods do not have to die.

A popular book informs the title of this study. *The Tipping Point*, by Malcolm Gladwell, is about social change. Gladwell's theory is that "ideas and products and messages and behaviors spread just like viruses do." Large-scale change begins with a tipping point, "that one dramatic moment in an epidemic when everything can change all at once." The study committee borrowed the concept of a "tipping point" to describe neighborhoods that are either at risk for decline or in the process of revitalizing, tipping upward. While all neighborhoods can decline, some older neighborhoods are at a tipping point because a combination of factors causes negative changes. At this point, a neighborhood may either decline or begin to revitalize.

The study committee conducted a survey that asked Jacksonville residents what makes neighborhoods tip. They responded that crime, litter, substandard housing, and the condition of infrastructure such as roads and sidewalks cause decline. The study committee also studied how housing, commercial activity, schools, and parks change as a neighborhood declines and how residents' hopelessness and apathy reinforce the downward spiral.

Like a human body, a neighborhood may suffer harms or injuries. A healthy neighborhood can recover from them but a neighborhood at a tipping point may not. The purpose of this study is to identify the early warning signs of decline so that neighborhoods can avoid a tipping point. Looking at a range of neighborhood characteristics, residents can monitor changes in their neighborhood and take early action.

As Jacksonville neighborhoods grow older, they may become historic areas that new residents find charming or they may deteriorate and cost taxpayers millions of dollars to revitalize. The report examines neighborhoods that are vulnerable to decline, and recommends steps residents can take to strengthen a neighborhood that may be at a tipping point.

Highlights

Major Concerns

- A combination of factors cause neighborhood decline. People do not have access to information about their neighborhoods that allows them to anticipate decline and reverse its effects.
- The City of Jacksonville has identified six neighborhoods that have already tipped, called "Intensive Care." However, people lack a way of identifying healthy, tipping, or declined neighborhoods.

• Despite the efforts of the Neighborhood Services Division, many people and neighborhood leaders remain unaware of the help available to them, including City services, nonprofits with neighborhood programs, grant opportunities, and possible business partnerships.

- Visual blight, among many factors, causes a neighborhood to tip. The property code enforcement process is an inefficient response to people's complaints about visual blight in their neighborhood.

Recommended Solutions

- Publish a core set of indicators that all Jacksonville residents can access. Provide neighborhood leaders with technical assistance to develop their own set of expanded, quality-of-life indicators.
- Develop a classification system that residents can use to define their neighborhood as healthy, at-risk, declining, improving, or Intensive Care.
- Develop a toolkit for neighborhood improvement that includes this study report and other publications. Distribute it widely so that concerned people have a guide to neighborhood improvement.
- Streamline the property safety code enforcement process so that it resembles the zoning code enforcement process, and authorize code inspectors to cite a property before a complaint is made.

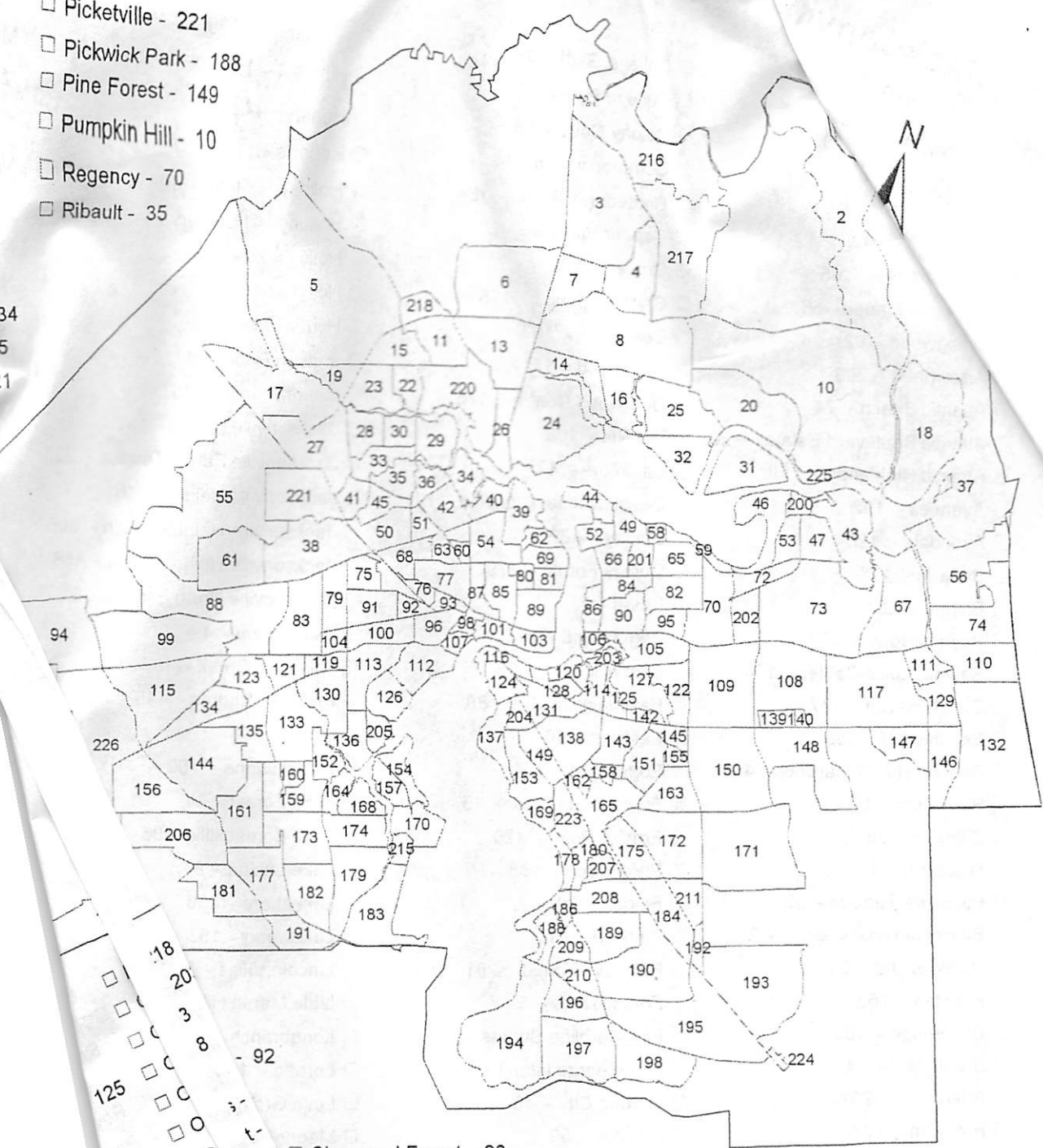
Jacksonville Neighborhoods

Legend

- 29th & Park - 95
- A6 - 75
- Lake Forest - 191
- Arlington - 90
- Arlington Hills - 65
- Arlington Manor - 66
- Arlingtonwood - 82
- Arrowhead - 209
- Atlantic Beach - 74
- Atlantic Boulevard Estates - 202
- Atlantic Highlands - 111
- Avenues - 192
- Avondale - 126
- Baldwin - 118
- Bayard - 224
- Baymeadows - 172
- Baymeadows Center - 184
- Beach Haven - 147
- Beachwood - 139
- Beacon Hills & Harbour - 46
- Beauclerc - 186
- Biltmore - 38
- Biscayne - 11
- Biscayne Terrace - 23
- Black Hammock Island - 2
- Bount Island - 31
- Bowden - 162
- Brackridge - 155
- Brentwood - 54
- Brierwood - 207
- Brooklyn - 107
- Brown Island - 20
- Bulls Bay - 61
- Carvor Manor - 41
- Cedar Hills - 159
- Cedar Hills Estates - 152
- Charter Point - 44
- Chimney Lakes - 222
- Cisco Gardens - 55
- Clifton - 106
- Cobblestone - 47
- College Gardens - 76
- College Park - 22
- Colony Cove - 58
- Commonwealth - 83
- Confederate Point - 164
- Copper Hill - 19
- Craven - 208
- Crystal Springs - 115
- Deercreek - 193
- Deerwood - 171
- Deerwood Center - 175
- Del Rio - 198
- Dinsmore - 17
- Downtown Jacksonville - 101
- Duclay - 182
- Duclay Forest - 179
- Duval - 7
- Eagle Bend - 216
- East Arlington - 73
- East Jacksonville - 89
- Eastport - 16
- Edgewood - 104
- Edgewood Manor - 45
- Empire Point - 120
- Englewood - 138
- Fairfax - 205
- Fairfield - 81
- Fairways Forest - 201
- Forest Trails - 5
- Fort Caroline Shores - 43
- Fort George Island - 18
- Garden City - 15
- Gilmore - 59
- Girvin - 67
- Glynea/Grove Park - 127
- Golden Glades/The Woods - 117
- Goodby's Creek - 180
- Grand Park - 68
- Greenfield Manor - 158
- Greenland - 195
- Harborview - 33
- Herlong - 144
- Hidden Hills - 53
- Highlands - 220
- Hillcrest - 130
- Hogan - 142
- Hogan's Creek - 87
- Holiday Harbors - 129
- Holiday Hill/Century 21 - 122
- Holly Oaks - 72
- Hollyford - 26
- Hyde Park - 133
- Imeson Park - 24
- Isle of Palms - 146
- Jacksonville Beach - 132
- Jacksonville Farms/Terrace - 226
- Jacksonville Heights - 161
- Jacksonville Heights South - 206
- Jacksonville Heights West - 156
- Jacksonville North Estates - 6
- Jamestown - 4
- Julington Creek - 197
- Killarney Shores - 145
- LaVilla - 98
- Lackawanna - 100
- Lake Forest - 34
- Lake Forest Hills - 36
- Lake Lucina - 84
- Lakeshore - 136
- Lakewood - 153
- Lincoln Villas - 27
- Little Marsh Hill - 225
- Longbranch - 69
- Loretto - 196
- Love Grove/Riviera Manor -
- Magnolia Gardens - 50
- Mandarin - 194
- Mandarin Station/Losco -
- Marietta - 88
- Maxville - 187
- Mayport - 37
- McGirts Creek - 177
- Mid-Westside - 77
- Midtown - 103
- Miramar - 137
- Mixon Town - 96
- Monclair -
- Moncrief Pa
- Monterey -
- Murray Hill -
- Neptune Be
- New Berlin -
- New Town -
- Normandy -
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- Picketville - 221
- Pickwick Park - 188
- Pine Forest - 149
- Pumpkin Hill - 10
- Regency - 70
- Ribault - 35



18
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 - 92
 125
 190

- Sherwood Forest - 28
- South Riverside - 204
- Southside Estates - 109
- Southpoint - 165
- Southside - 116
- Wood - 210
- Glen - 114
- Park - 131
- 85
- 200
- St. Nicholas - 128
- Sunbeam - 189
- Sweetwater - 160
- Tallulah/North Shore - 40
- Tallyrand - 62
- The Cape - 217
- Tiger Hole/Secret Woods - 151
- Turtle Creek - 13
- University Park - 52
- Venetia - 170
- Wesconnett - 174
- Whitehouse - 99
- Windy Hill - 150
- Woodland Acres - 105
- Woodmere - 49
- Woodstock - 91
- Yukon - 215

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This study is dedicated to the memory of Mrs. Flossie Brunson, an active member of JCCI and a lifelong neighborhood activist, who reminded us that one person can make a difference.



Mission Statement

JCCI is a nonpartisan civic organization that engages diverse citizens in open dialogue, research, consensus building, and leadership development to improve the quality of life and build a better community in Northeast Florida and beyond.

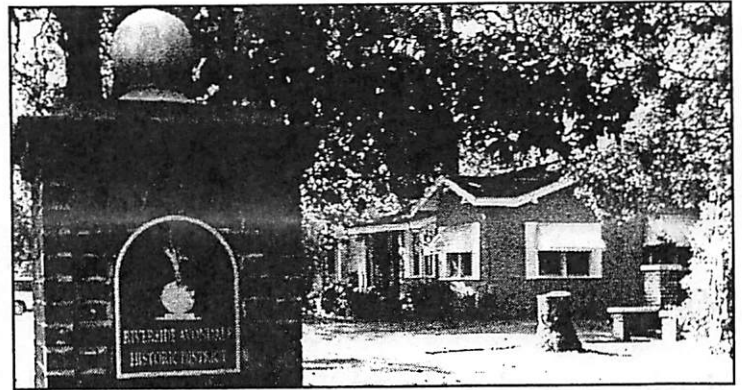
Findings

Findings represent the information received by the committee. They are derived from published materials, from facts reported by resource people, and from a consensus of the committee's understanding of the opinions of resource people.

Introduction

Jacksonville is the largest city in terms of land area in the contiguous 48 states. People living here frequently answer the question "where do you live?" with the names of large areas such as "the Beach" or "the Westside." Yet within Jacksonville, there are more than 200 neighborhoods, smaller geographic areas which residents also identify as their home. Arlington, for example, is made up of thirteen distinct neighborhoods, one of which is Alderman Park. A person living in Alderman Park may consider their neighborhood to be Arlington as easily as Alderman Park.

A neighborhood is a small geographic area defined by a combination of public service agencies, developers, planning agencies, people, and tradition. Defining neighborhoods can be challenging because a neighborhood is a *place* as well as a group of *people*. As a place, neighborhoods are defined by houses, streets, commercial properties, infrastructure such as utilities, places of worship, and perhaps natural assets such as a river or beach. Neighborhoods can also be defined as a group of people who may share specific characteristics such as income level and education, or who may differ from each other based on age or race.



Other types of geographic areas are easier to define because the areas are specifically defined for one purpose. For example, the City divides Jacksonville's 840 square miles into various types of zones and districts in order to provide services such as streets, utilities (except in some areas), and amenities such as parks. These areas are not the same as neighborhoods. For example, the Supervisor of Elections uses precincts and School Board districts to deliver election services. The Jacksonville Sheriff's Office (JSO) divides the City into six zones, larger than neighborhoods, then subdivides them into Traffic Analysis Zones (TAZs), smaller than a neighborhood. The larger zones are used for locating calls for service while the smaller zones are used for reporting crime data. The Duval County Health Department reports its data at the zip code level, an area that is usually larger than a neighborhood.

However, some city departments use neighborhood boundaries. The Planning and Development Department, the Neighborhoods Department, and the Parks, Recreation, and Entertainment Department use neighborhood boundaries to deliver their services and amenities. Maps of Duval County prepared by the Planning and Development Department show 205 neighborhoods. The Planning and Development Department also tracks the number of neighborhoods that request notifications of zoning changes, which is 109, or about half of the total number of neighborhoods.

All properties in Jacksonville are located within a neighborhood boundary defined by the Planning and Development Department. A resident can learn which of these neighborhoods they live in by looking at the property record for their home. This is possible by going to <http://maps.coj.net> and entering a home address.

However, the boundaries defined by the Planning and Development Department may not be the same as the boundaries used by residents. Unlike service areas defined by city agencies, people's neighborhood boundaries are less clear. Individual people of the same neighborhood may define their neighborhood differently. For example, some people consider Mixon Town part of North Riverside while others do not.

No matter how they are defined, Jacksonville neighborhoods are a dynamic mix of people characteristics and place features. As they age, *people* and *place* interact in ways that are unpredictable and yet similar from neighborhood to neighborhood.

TABLE 1 Boundaries and zones used by select City and County agencies

Type of boundary	Agency drawing boundary
285 precincts	Supervisor of Elections
14 City Council districts	City of Jacksonville
7 School Board districts	Duval County School Board
33 zip codes	Duval County Health Department
6 zones 17 sectors 51 sub-sectors	Jacksonville Sheriff's Office
6 planning districts	Planning and Development Department
205 neighborhoods	Planning and Development Department
6 park districts	Parks, Recreation, and Entertainment Department

Source: Supervisor of Elections; Duval County School Board; Duval County Health Department; Jacksonville Transportation Authority; Planning and Development Department; and Parks, Recreation, and Entertainment Department

Definitions

Several terms used in this report are defined here.

- The **Better Jacksonville Plan** is the City of Jacksonville's plan for improving roads, preserving and conserving land, encouraging economic development in the Northwest Quadrant, and constructing public facilities such as a new courthouse, arena, ballpark and downtown Main Library. People can learn what Better Jacksonville Plan projects are scheduled for their area on the Internet at <http://www.betterjax.com> and <http://construction.jea.com>.
- A **business incubator** is a tool for speeding up the growth and number of small businesses by offering business support services and resources to them.
- The **CARE** system is the City of Jacksonville's Citizen Action Response Effort. It is a computer-based tool for tracking people's requests for City services. All City departments use CARE to monitor requests for their services. Eighty percent of people's requests are made through City Link (630-CITY). City employees, such as the Neighborhood Coordinators, enter the other twenty percent.
- **Covenants**, conditions, and restrictions are frequently placed on homes in planned communities. These may include homeowner association dues and restrictions for remodeling, renting, or reselling the home. Covenants, conditions, and restrictions may also limit the number of structures allowed on the lot and the distance a structure must be set back from a property line.
- **Gentrification** is an unintended effect of successful neighborhood revitalization. A steady renovation and improvement of residential and commercial properties over several years sometimes displaces current residents who find they can no longer afford to live in the area.
- **Indicators** are statistics and data that demonstrate a current condition in relation to past years and future goals. Examples of data available include property and tax records, health statistics, births, and answers to U.S. Census questions.
- **Social capital** is the goodwill, bonding, business relationships, and civic pride in a community.



All neighborhoods change

Neighborhoods can be understood as organic; they are like human bodies. Human bodies age and as they do, they change. Some neighborhoods improve with age. Their tree canopy expands, their properties increase in value, and their schools and community groups grow strong. Other neighborhoods undergo negative changes, such as once-thriving businesses abandoning commercial properties or infrastructure falling into disrepair. They may also lack the routine maintenance and improvements needed to maintain neighborhood health.

Maintaining positive characteristics

A healthy neighborhood is a safe and pleasing environment whose people are committed, at varying levels, to its maintenance and improvements to it. Healthy neighborhoods attract tenants, homeowners, and businesses. This is often reflected in rising property values and property sales. A healthy neighborhood is clean and its properties are well maintained. It also offers its residents opportunities for recreation. In a healthy neighborhood, people have adequate resources to handle personal needs and even crises when they occur.

Building social capital

A healthy neighborhood builds a social network that is often invisible. Sociologists call this network "social capital." Social capital is not money, but it is just as valuable as financial investments. It is the connections between people and their ability to share resources. For example, the Lions Club and Rotary Club build social capital as they fundraise for youth scholarships and offer members networking opportunities.

Luminaria events, a holiday tradition during which residents line their lawns with numerous candles placed in paper bags, are an example of neighborhoods building social capital. In 2002, Riverside Avondale Preservation, Inc. sold 39,000 luminaria bags to merchants and people who converged in one place to purchase them. In St. Nicholas, over 500 people attended a 2002 Luminaria party. These events bring people and business owners together, providing an opportunity for socializing. Neighborhoods need these kinds of events to develop networks and also civic pride.

Other events, such as arts festivals, celebrations, youth athletic events and events, at local worship centers and schools can also build social capital. Neighborhood association newsletters also can create social capital as they provide people with information on local merchants and neighborhood events.

Residents often work together to maintain communal spaces. In Avondale, for example, residents living on Edgewood Avenue divide duties to maintain medians. They share mowing, fertilizing, weeding, and seeding of grass and flowers. Many residents make similar year-round commitments to maintain communal spaces or adjacent vacant properties so that their neighborhood remains pleasant.

Residents often work together when they want to negotiate changes in their neighborhood. Baywatch, a group of people that focuses on zoning and development issues in the Baymeadows area, began with a single person talking with neighbors about a proposed commercial development. Baywatch reviews plans for development in their neighborhood, which has included a car dealership, two shopping centers, a 50 acre park, and an overpass proposed for Southside Boulevard and Baymeadows Road. In a healthy neighborhood, people participate in planning and respond to changes they see occurring.

Changing property uses

Neighborhoods are made up of properties defined for various uses. Residential zones are where people live while in commercial zones properties must be used to conduct business. Some neighborhoods have zones where residential and commercial properties co-exist, known as mixed-use zones.

Springfield's revitalization is due, in part, to re-zoning a portion of the neighborhood. In 2000, the City Council passed a zoning overlay which allows a different mix of residential and commercial properties. Main and Eighth streets are now zoned as mixed-use while before only commercial uses were permitted. As a result, upper floors of buildings are being turned into artists' lofts and lower floors are businesses.

Homeownership

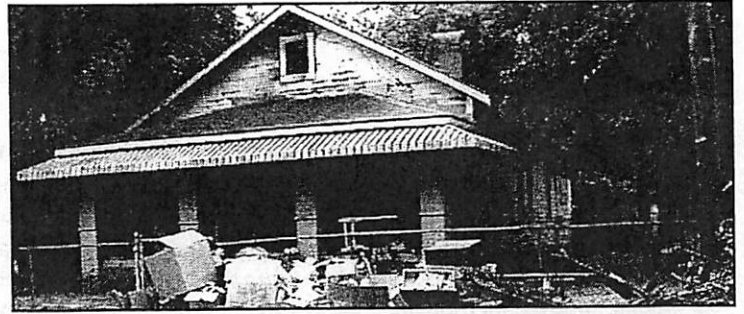
Homeownership rates in Jacksonville have been increasing, according to the U.S. Census. In 1986, 61 percent of Jacksonville's households were owner-occupied. By 2001, 68 percent of households were homeowners. The national homeownership rate is 68 percent as well.

Homeownership is not necessarily required for a healthy neighborhood. Some neighborhoods have a large percentage of rental properties, such as Riverside, and tenants take pride in their well-kept homes. In a healthy community that has attractive apartment complexes, rental units can be an asset. Rental units can be a step toward homeownership for young families who want to stay in the area where they grew up.

Construction of apartment complexes may increase the number of rental units in a healthy neighborhood, but does not harm the area.

On the other hand, if a neighborhood is at risk, increasing rentals can tip a neighborhood further toward decline. One resource speaker observed that an increase of "rent-to-own" signs in a neighborhood suggests that homeowners are moving out of the neighborhood. They cannot sell the house without taking a financial loss because property values have decreased, so they rent the house instead.

An increase in rental properties can tip a neighborhood toward decline because, most often, renters do not establish a relationship to an area. In developing an emotional and financial attachment to an area, people often become responsible stewards. In the case of rental properties, landlords either act as responsible stewards along with their tenants, or they do not, and properties decline despite



tenants' attachment to the neighborhood. For homeowners, their financial investment in a home, which for most is the single largest investment of their lives, represents their hopes for their future. They take pride in their physical surroundings and develop relationships with their neighbors. Because homeowners tend to live in their homes for longer periods of time, they are more likely to develop this kind of relationship with their neighborhood, and the neighborhood benefits as a result.

Changing for the worse

Some neighborhoods in Jacksonville are losing homeowners and gaining rental properties. For example, when an elderly person dies, relatives may inherit property that they do not want to live in. They may rent the home only to learn that property management is more trouble than they expected. If the property falls into disrepair, it may not sell to another homeowner. The new owner seeks to maximize profits by renting out the home while paying for minimal maintenance. As the property further declines, it may attract tenants who permit neglect and disarray.

Criminologists James Wilson and George Kelling popularized the "Broken Window Theory" which suggests that neglect of properties leads to a sense of disorganization, which can lead to illegal activity in a neighborhood. The theory suggests that visual blight, such as several broken windows or piles of trash, acts like a virus. Neglect infects adjacent properties. If the decline of properties and infrastructure is not reversed, the overall sense of anarchy begins to attract people involved in illegal activities such as drug trafficking, theft, and prostitution.

Place and people age

As a neighborhood ages, its infrastructure and amenities differ from newer neighborhoods. For example, many neighborhoods built in Jacksonville during the 1950s and early 1960s do not have sewer lines, gutters and curbs, or sidewalks. As new subdivisions are built according to new regulations for City services, the new neighborhoods are often seen as more attractive. As one resource speaker put it, new neighborhoods offer "a bright shiny penny" against which some older neighborhoods cannot compete.

Similarly, people age. Elderly homeowners who have few resources and lack physical capacity often have difficulties maintaining their property. When several elderly homeowners in a neighborhood have these difficulties, the appearance of neglect and disrepair may lead to apathy or neglect by other people. The result can be an increase in visual blight.

Zoning changes

While some zoning changes can improve a neighborhood, others may have a negative effect. Commercial properties may be re-zoned to allow different types of property uses. The new type of business may not contribute to the neighborhood in the same way that a previous business contributed. For example, commercial property zoned for retail use may be re-zoned for light industry. While light industry may create jobs, it also may increase truck traffic.

Placing group homes

Zoning changes do not govern all changes in use, however. For example, a home in a neighborhood may be purchased by a social service provider which operates group homes for persons with mental or physical disabilities. A residential property may change uses without a visible effect on the neighborhood. However, people often assume property values will decrease or the neighborhood will deteriorate. The term for this fear is called NIMBY (Not In My Backyard syndrome). JCCI's 1980 study *But Not in My Neighborhood* addressed this issue. While the data indicate that a group home by itself does not adversely affect a neighborhood, the clustering of group homes and total number of them can significantly decrease property values.

Effects of growing and developing

As population growth in Duval County spurs increased residential and commercial development, changes to neighborhoods are inevitable. According to JCCI's 2000 *Growth Management Revisited* study, the population south and east of the St. Johns River (Arlington, the Southeast planning district, and Atlantic, Jacksonville and Neptune Beaches) grew by 150,000 between 1985 and 2000. This accounts for nearly all of the population growth in Duval County during the past fifteen years.

As a result, newer neighborhoods such as Jacksonville Golf and Country Club have significant amounts of new construction and growth. In 2002, the Jacksonville Golf and Country Club Property Owners Association learned of plans for a new shopping center when a sign announcing its construction appeared. Residents are now talking with developers about what is allowable and what is acceptable; both parties are negotiating for a compromise plan. Their negotiations include issues of signage and lighting. Design changes and landscaping can hide unappealing features of a shopping center.

Growth affects adjacent areas as well as areas where development happens. For example, the construction of a new mall can affect the economic health of an existing one. Strip malls may decline and be abandoned due to the construction of a larger mall in close proximity.

Commercial properties are abandoned for other reasons besides growth in outlying areas. A chain of retail stores may close. In San Marco, revitalization of the business district was already underway when its Pic N' Save closed. What was once Pic N' Save quickly became an upscale kitchen store. But this has not always been the case with all Pic N' Save stores.

Big-box retailers may move to a more suitable space. Their move can cause problems because big-box stores often anchor a shopping center. When the store leaves, a large commercial property is left vacant. Home Depot on Ramona Boulevard moved one block south to Lane Avenue. The shopping center on Ramona Boulevard now has a large vacant commercial property that is unsuitable for most retail stores.

When small businesses in smaller strip malls close, the commercial property may be rented to more transient businesses. If transient tenants do not pay attention to maintenance, then the property may decline.

Widening roads

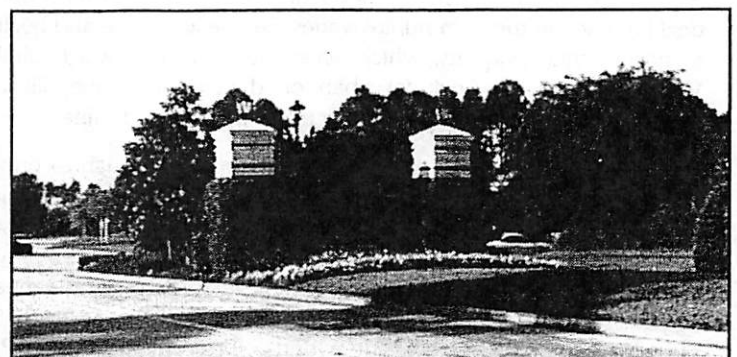
The widening of roads often creates negative changes in a neighborhood. When a road is widened, some properties may become unsuitable for business or residential use. Many road widening projects bring traffic closer to houses and traffic may increase as well. Homeowners with pets or small children are less likely to buy a house when traffic is closer to their house. Parking areas for businesses may disappear.

Road widening can affect a neighborhood's social capital as well. What was once a street on which neighbors stopped, got out of their cars, and walked along, may now be a road on which they make a fast trip outside the neighborhood for shopping or socializing.

The extension of a road may harm a neighborhood as it may increase through traffic. Many subdivisions have cul-de-sacs which homeowners enjoy because few cars drive down them. As residential development increases, subdivisions become connected with road extensions and quiet cul-de-sacs may disappear as a result.

Migrating crime

Prostitutes and drug dealers are transient, always looking for a safe place to operate. Criminals look for neighborhoods where people do not care enough to report suspicious activity or where people do not make reports for fear of retribution. Once drug trafficking and prostitution arrive in a neighborhood, other crimes increase, such as theft and murder. Recently, the Jacksonville Sheriff's Office (JSO) and other City agencies have coordinated their efforts to reduce the sex trade on Phillips Highway. As a result, prostitution activity has moved into adjacent residential areas. These neighborhood residents are currently working with the Jacksonville Sheriff's Office and the County Courts on this issue.



Responding to infrastructure problems

A lack of infrastructure improvements can harm neighborhoods, especially older ones. Many older neighborhoods have infrastructure needs that have not been met, such as underground pipes for water and sewer service. While this neglect is not deliberate, institutional processes may cause some areas to be overlooked. For example, JEA must prioritize improvements to water and sewer lines. Pipe inspections allow JEA to maintain a record of defects per 1,000 feet of pipe. These records are used to prioritize improvement projects. Along with these quantitative measures, JEA looks at records of customer calls. Although one neighborhood may have higher defects per 1,000 feet, it may rank lower than another neighborhood which has fewer defects, but which generates more customer complaints. Neighborhoods that are well organized and clearly communicate the impacts of infrastructure defects are likely to receive attention sooner than other neighborhoods.

While changes in property uses, aging infrastructure, and residents' access to resources can hurt a neighborhood, the study committee did not find that changes in racial makeup harm a neighborhood. Although race shapes many residents' everyday lives and racial segregation appears to shape Jacksonville's development patterns, the study did not find that race determines the health of a neighborhood. The myth that minorities moving into a neighborhood causes decline turned out to be just that, a myth. Similarly, the study did not find that introduction of residents with low-income levels tips a neighborhood. Some low-income neighborhoods are healthy and have well organized associations through which residents are able to make decisions and control their collective future.

The study committee found that change is a necessary aspect of neighborhood health. Not all neighborhood changes lead to problems. For example, road extensions that connect neighborhoods may increase a neighborhood's sense of community. As residents find faster routes out of their subdivisions and onto large arterials, their commute times may shorten.

Losing a neighborhood

If not maintained well, a neighborhood becomes vulnerable to decline because it lacks the ability to recover from adverse events. Neighborhoods that already have assets such as a strong neighborhood association may recover through their own efforts. But some neighborhoods tip into a downward spiral from which they do not recover without help from the larger community.

As infrastructure in a neighborhood declines, property values may decline. Pride in the community wanes. People lose hope and begin to neglect their property, which accelerates the downward spiral. Visual blight, which includes abandoned vehicles, graffiti, illegal signs, and poor property maintenance, contributes to decline.

For some neighborhoods, their own resources are enough to bring about positive change. For example, in Riverside and Avondale neighborhood assets have facilitated revitalization efforts. First, Riverside is located on the St. Johns River, which means at least some of its residential properties retained their value despite residential decline. Riverside is the home of large institutions such as St. Vincent's Hospital. Another asset, Riverside Avondale Preservation, Inc. (RAP),

is one of the oldest and largest neighborhood associations in Jacksonville. RAP began as a response to what residents saw as a crisis situation: historic homes were being demolished. The housing stock, with its historical value and diversity of sizes and styles, is another asset to the neighborhood. As a result, Riverside and Avondale have been able to revitalize during the past 30 years without a great deal of city assistance.

Neighborhoods that do not have similar assets may fall headlong into decline. In many declining neighborhoods, people struggle to maintain social capital. Fewer people work together or respond to change. Litter accumulates, properties remain unkempt, and parks become unsafe spaces, not amenities. Children do not play outside and people suspect each other of crimes or live in fear of criminals. Over time, the neglect takes its toll, and the neighborhood becomes a place that people want to leave—and many do.

While all neighborhoods require social services, a neighborhood in decline requires increased social services, such as substance abuse treatment centers and programs for at-risk youth. The need for additional public safety services may escalate as well, as declining neighborhoods have more robberies, thefts, murders, and rapes than healthy neighborhoods.

At the same time that the price of fixing social problems increases, tax revenues decline because property values decrease. At this point, the larger community begins to pay for the neighborhood's decline.

Along with a decline in infrastructure and residential properties, the neighborhood school may decline. As a result, real estate agents do not promote the neighborhood to their clients. As fewer families move in, enrollments decrease. Because a portion of school funding is based on enrollments, this situation can further hurt a neighborhood school. As funding decreases, teachers may decide to transfer out of the school, and the neighborhood school's faculty becomes transient, which may further increase a school's isolation from the surrounding neighborhood.

As a neighborhood school becomes increasingly disconnected from families in the neighborhood, social capital decreases as well. At this point, the neighborhood becomes even more vulnerable to changes for the worse.



Photo courtesy of Laura Evans

Factors that tip a neighborhood

Ten factors influence neighborhood health. When a combination of these factors negatively influence a neighborhood, it is at risk for decline. Neighborhoods at this tipping point can improve or decline. If they decline, taxpayers pay the cost of revitalizing them. If they improve, they become safe and attractive neighborhoods.

At least ten factors shape Jacksonville neighborhoods for better or worse. The study committee did not find one specific tipping point; rather, all ten of these factors shape neighborhoods. When a combination of them change a neighborhood for the worse, it may tip toward decline. The following list of factors is in alphabetical order:

Appearance of a neighborhood sends a signal to residents and visitors. A neat appearance suggests residents care about their neighborhood. Illegal signs, signs in disrepair, graffiti, abandoned and junk vehicles, excess litter, improperly placed trash, and overgrown weeds in vacant lots contribute to visual blight, which says, "people here don't care."

Civic engagement is residents' ability to connect with each other and stay informed on issues affecting their neighborhood. Athletic leagues, neighborhood events, and religious organizations offer opportunities for civic engagement. Voting in local, state, and federal elections is also a form of civic engagement. When residents do not vote, do not take part in planning for improvements, and cannot be notified of important changes in the neighborhood, then they cannot act to protect their investment or living environment.

Commercial activity usually contributes to a healthy neighborhood rather than harms it. However, in an at-risk neighborhood, pawnshops, package stores, adult video stores, strip clubs, and tattoo parlors attract clientele that many residents do not want. Some types of light industrial facilities may have a negative effect also. Commercial properties that are vacant and those that are poorly maintained also hurt neighborhoods.

Environmental factors include soil, air, and water quality. A healthy environment is free of harmful contaminants, but in many at-risk neighborhoods current and past environmental abuses may harm people's health. These include incinerator ash dumpsites and lead poisoning. Availability of health care services becomes increasingly important.

Housing in a healthy neighborhood is safe and decent. At-risk neighborhoods may have a high concentration of substandard homes which prospective homebuyers are likely to avoid. High rates of homeownership indicate residents are more likely to protect their investment and maintain the neighborhood's appearance. Sudden drops in homeownership rates can hurt a neighborhood.

Infrastructure includes underground pipes, street pavement, curbs and gutters, sidewalks, street lighting, telephone poles and wires, drainage ditches and retention ponds. In a healthy neighborhood, these elements are in good repair which signals residents' attention to their communal spaces. In an at-risk neighborhood, sidewalks may



be cracked or streets may remain flooded for hours after a rainstorm. These problems contribute to visual blight and also make neighborhoods unsafe.

Organizational capacity refers to residents' ability to organize themselves and effect changes for their best interest. A well-organized neighborhood has leaders and residents working together to make neighborhood improvements. Organizational capacity includes leadership development, resident involvement in community development corporations, and expansion of neighborhood associations.

Parks in a healthy neighborhood are an asset because residents have access to recreational space. Some neighborhoods have parks, but they have become a liability instead of an asset because they are unsafe.

Safety in a healthy neighborhood means that people are safe and feel safe. In an at-risk neighborhood, people feel less safe. They may live with signs of criminal mischief, such as graffiti, or may have been victims of crimes.

Schools in a healthy neighborhood promote learning and academic achievement. In a healthy neighborhood, a school plays a role in maintaining a neighborhood's social capital. Residents may attend meetings there, be involved in the Parent-Teacher Association (PTA), or attend sports events. When a school is closed, people's pride in their neighborhood may drop, contributing to further decline.

Jacksonville has many neighborhoods struggling with one or more of these ten factors. They are vulnerable to decline but also have the potential to improve. Early intervention in these neighborhoods, including an assessment of their strengths and weaknesses, can help residents identify what factors are tipping their neighborhood. While the City has a mechanism in place to assist some neighborhoods that have passed the tipping point—such as the Intensive Care Neighborhood Initiative—there is no formalized process for identifying those at the tipping point.

Anticipating a tipping point

People can monitor changes, both positive and negative, in their neighborhood. Indicators reveal changes in relation to time and in relation to future goals. Although neighborhood-level indicators are not readily available for all factors that influence neighborhood health, residents can compile a set of statistics that diagnose problems and demonstrate successes in their neighborhoods.

Using indicators to anticipate a tipping point

Some people wish they could say exactly when a neighborhood tips, but the study did not find one specific set of factors that cause decline. However, people can anticipate neighborhood decline by developing and tracking neighborhood indicators. Indicators are statistics and data that demonstrate a current condition in relation to past years and future goals.

Neighborhood indicators allow people to understand how their neighborhood is changing. Sometimes people need more information than what is visible to the eye in order to develop an accurate picture of their neighborhood. They may see 'for sale' signs popping up in their neighborhood. This may be the beginning of neighborhood revitalization if no property has sold for a while, or it may be a warning sign if the sale prices are dropping. An indicator that reveals changes in property values may help in this situation.

Indicators can tell many different stories within a neighborhood. For example, a neighborhood may have a wonderful school within its boundaries. The test scores may indicate high-performing students. Parents in the neighborhood are proud of the school where their children attend. In another neighborhood, however, a dedicated magnet school attracts students from all over Jacksonville. The test scores from this school may be the highest in the City, but parents in the neighborhood may ask, "who attends the school in our neighborhood?" An indicator of test scores at the local school may be useful in the first neighborhood. In the second neighborhood, an indicator on the percentage of students in the neighborhood attending the local dedicated magnet school may be more useful.

Many different city agencies maintain data on neighborhoods, and people can use this information to tell the story of their neighborhood. Some information is already available.

Existing local information

Jacksonville's Planning and Development Department has begun a neighborhood indicator project using administrative data from various city and municipal agencies. The project will put indicator data on the City's website in 2004. The indicators focus on the housing stock of neighborhoods and also some City services such as fire and safety. The Planning and Development Department has collected neighborhood-level data on:

- zoning and building violations;
- properties for which taxes have not been paid;
- past due utility accounts;
- homeownership;
- fire department calls;
- crime reports;
- home sales; and
- numbers of businesses.

These indicators were chosen because the data is already maintained by agencies responsible for City and municipal services.

State and federal agencies maintain county-level data but not neighborhood-level data. County-wide and regional indicators are published each year in JCCI's *Indicators for Progress* report (<http://www.jcci.org>). This project tracks changes in the economy, schools, and the arts. Many of the indicators include data for Baker, Clay, Duval, Nassau, and St. Johns counties, while others track data in Duval County only. Several indicators, including crime rate statistics, graduation rates, and opinion poll data, in *Indicators for Progress* offer data for areas smaller than a county.

Indicators for Progress demonstrates changes in teen pregnancy rates, smoking habits, and public opinion about issues such as racism. While the Neighborhood Planning and Development Department's neighborhood indicators reveal the conditions of a place, JCCI's *Indicators for Progress* expands the indicators to reveal the conditions of Duval County as a people.

Residents can maintain people indicators for their neighborhood. For example, real estate agents frequently use FCAT scores when selling homes in neighborhoods that have high-performing schools. A group of people working to improve schools may want to know the size of their local school's Parent-Teacher Association (PTA).

Other school data is in the Florida School Indicators Report which can be viewed online at <http://info.doe.state.fl.us/fsir>. The report includes school-level data for graduation rates, dropout rates, Florida Comprehensive Achievement Test (FCAT) scores, and the percentage of students absent more than 21 days.

Developing a set of indicators

People can gather data from many other sources and perform their own diagnoses of their neighborhood's health. The Parks, Recreation, and Entertainment Department maintains records of the average number of park users and the numbers of active volunteers in youth athletic associations. Sometimes people are concerned with the safety of a park and would like to know whether the park encourages illegal activity in the neighborhood. The Jacksonville Sheriff's Office maintains records on reports of vandalism and calls for service.

Residents may want to perform their own inventory of their neighborhood. For example, they may want to know what kinds of opportunities exist for civic engagement. An indicator of neighborhood civic engagement may be the number of potential meeting places, such as lodge halls, schools, and churches within the neighborhood. People can collect this data by surveying themselves. Other measurements of civic engagement may include the percentage of the neighborhood population who vote in a general election. This information is currently not available at the neighborhood level although the Supervisor of Elections does maintain the data for voting precincts.

Residents can gather their own data for indicators of safety. Safety can be measured by the frequency of reported criminal activity. One example of this is the occurrence of criminal mischief such as graffiti. One resource speaker observed a sign announcing the existence of a Neighborhood Watch Program that had been spray-painted with graffiti. He noted that the graffiti suggested two

problems. First, vandalism may be a problem in the neighborhood, and second, residents did not view the sign as significant. Incidents of graffiti can be documented. Residents can call the Jacksonville Sheriff's Office for data on serious crimes as well.

A helpful tool for residents who want to track changes in their neighborhood is the City's online geographic information system, known as JaxGIS. It is located on the Internet at <http://maps.coj.net>.

A great deal of data is available at the zip code level for health indicators such as disease and mortality rates, which may be useful since the health of individual residents affects a neighborhood. Many health outcomes, such as disease rates, may demonstrate whether a neighborhood has already tipped. Other health indicators related

to mental health and substance abuse reveal a community's overall health, not just the individual health of residents. The study committee found that infant mortality, the rate at which infants die before their first birthday, reveals a neighborhood's resources for caring for its young. Infant mortality is connected to many other conditions, such as economic opportunity and education.

While the study committee found ten change factors that can tip a neighborhood toward improvement or decline, the possible number of indicators is limitless. The study committee identified only some indicators that reveal a neighborhood's health. See **Table 2** for a list of neighborhood factors and selected indicators of neighborhood health and decline.

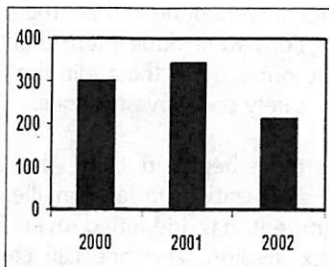
TABLE 2 Sample neighborhood change factors, sample indicators and data sources

Change factor	Sample Indicators	Data Sources
Appearance	Number of code violations	<i>Neighborhood Inventory of Visual Pollution, JaxPride</i>
Civic engagement	People registered to vote	Supervisor of Elections
Commercial activity	Number and type of commercial enterprise	Resident inventory
Environment	Number of children who test positive for elevated levels of lead Fecal coliform bacteria in creeks	Duval County Health Department http://www.coj.net
Housing	Average sale price of homes Number of homes sold Homeownership rate	Northeast Florida Real Estate Strategy Center U.S. Census
Infrastructure	Number of homes that flood Number of streets with sidewalks	Federal Emergency Management Center Resident inventory
Organizational capacity	Number of neighborhood organizations receiving land-use and zoning notifications	Planning and Development Department
Parks	Users per week	Parks, Recreation, and Entertainment Department
Safety	Number of criminal mischief incidents Number of graffiti incidents	Jacksonville Sheriff's Office Resident inventory
Schools	FCAT scores Attendance at School Advisory Council meetings	http://info.doe.state.fl.us/fsir/ School administrators

Source: Duval County Health Department; Federal Emergency Management Center; Florida Department of Education; Jacksonville Sheriff's Office; JaxPride; Northeast Florida Real Estate Strategy Center; Parks, Recreation, and Entertainment Department; Planning and Development Department; Supervisor of Elections; U.S. Census

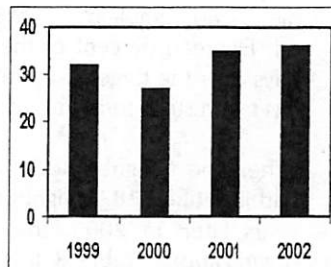
EXAMPLES OF INDICATORS IN ACTION
Springfield: Tipping Upward?

Number of arrests for robbery, burglary, theft, criminal mischief, and prostitution



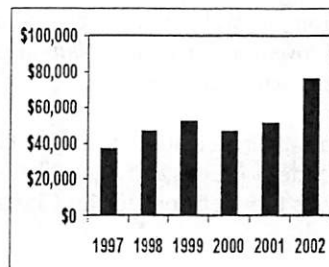
Source: Jacksonville Sheriff's Office

Percentage of fourth-graders at A. Robinson Elementary passing FCAT Reading Test



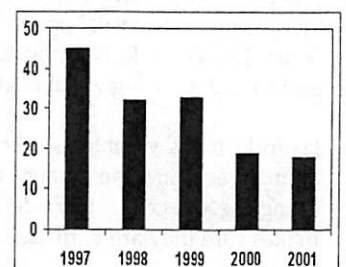
Source: Florida Department of Education, <http://info.doe.state.fl.us/fsir>

Average sale price of homes in Springfield



Source: Real Estate Strategy Center of North Florida, Inc.

Children found to have elevated blood lead levels in Zip code 32206



Source: Duval County Health Department

Help is available

People improving their neighborhoods may want to diagnose problems, form an organization, make a plan, obtain resources, and implement their plan. Nonprofit, for profit, and public sector organizations assist with these activities. Some provide assistance at each point in the improvement process while others assist at one or two points along the way.

Although many types of assistance are available, resource speakers often observed that residents are unaware of them. In addition, people may not realize limitations of programs. Some programs are available to people whose income qualifies them, some programs serve a specific area of Jacksonville, and some programs have a waiting list for their services.

Three types of organizations work in neighborhoods. They operate differently and offer various types of assistance.

- **Nonprofits** are agencies operated by a Board of Directors. Many are grassroots organizations that address local needs. Examples include neighborhood associations that are incorporated, social service agencies, community development corporations, and faith-based agencies.
- **Public sector** organizations operate on city, state, and federal funds. Examples include the Duval County Housing Finance Authority and the City of Jacksonville's Housing Services Division.
- **For profit** organizations operate on a for-profit basis. Examples include banks, real estate developers, contractors, building owners, and property managers.

The following section includes examples of the types of organizations working in neighborhoods and how they help residents.

Diagnosing problems

Neighborhood problems may emerge as code violations increase. One nonprofit organization and various City agencies assist residents monitoring code violations. The City also identifies neighborhoods that have already tipped and provides assistance to them.

Identifying code violations

JaxPride: A Coalition for Visual Enhancement, a local nonprofit agency whose mission is to beautify Jacksonville, helps people assess visual blight. Although appearance problems may be easy to see, identifying illegal visual pollution from allowable neglect can be difficult. The JaxPride *Neighborhood Inventory of Visual Pollution* is a tool for categorizing visual blight and acting on problems.

JaxPride trains volunteers who walk their neighborhood with clipboards, recording the instances of code violations and sign violations. Using these records, JaxPride reports the violations to the City and makes sure they are corrected.

JaxPride works with all resident organizations interested in improving their neighborhood. Each year, JaxPride performs approximately 15



Neighborhood Inventory of Visual Pollution seminars. In 2002, 125 volunteers used the *Neighborhood Inventory of Visual Pollution*.

Using City Link to report code violations

People can report violations of city ordinance codes by calling City Link at 630-CITY. Once a call is made, the complaint is registered in the Citizen Action Response Effort (CARE) database. The caller receives a tracking number and may call back to confirm an appropriate response was taken by referring to the tracking number. Between October 2001 and September 2002, City Link answered 349,500 calls, and each week, code enforcement was one of the top 10 concerns.

Various City departments enforce zoning, building and construction, health, and property maintenance codes. Residents complaining about overgrown grass, excess trash, structures that need paint, broken windows, and torn roofing are reporting a violation of property maintenance codes. One resource speaker observed that she often calls back to make sure her complaint is routed correctly because the person entering her complaint into the CARE system is sometimes unsure about which department or division handles the type of complaint she may have. Out of the 349,500 calls made last year, 11,247, or 3 percent, were entered into the CARE system as Property Safety Code Enforcement service requests or complaints.

A resource speaker suggested that people call City Link with an expectation that their complaint can be solved quickly. However, laws protecting property owners require lengthy procedures for alerting property owners of a violation and subsequent re-investigation. People calling City Link may call back with a tracking number to check on a complaint but many times the violation has not been resolved because of the lengthy process. It often takes 3 to 4 months before a complaint made to the Property Safety Division is resolved.

The Property Safety Division of the Neighborhoods Department attempts to make 65 percent of its initial inspections within five days of receiving a complaint. The City performed an audit of the Property Safety Division in 2002 and found that from a random sample of 260 complaints, only 53 percent were done in that time period. Eighteen percent of the inspections were done more than 10 days after the target date, the audit found. Since the audit, the City has taken steps to address property safety code investigations.

When the Neighborhoods Department began in 1997, the City had identified 187 neighborhood organizations in Jacksonville. Six years later, in 2003, the Department has identified over 370 organizations. **Table 3** lists the six divisions and one call center under the jurisdiction of the Neighborhoods Department and shows how they strengthen neighborhoods.

TABLE 3 Divisions within the Neighborhoods Department

Neighborhoods Department Divisions	Core function
City Link	Residents call 630-CITY to request a city service or information, share information, or report a problem. City Link representatives route concerns to the appropriate agency and assign a tracking number to it. Callers can find out the the status of their issue by calling back and referring to the tracking number.
Property Safety	Enforce property safety codes which include unsafe housing, overgrown lots, nuisance properties, and abandoned vehicles.
Animal Care and Control	Remove stray animals from public and private places, provide temporary shelter for stray pets, reunite owners with lost pets, and educate the community on humane treatment of pets.
Clean It Up, Green It Up	Clean up nuisance lots, educate residents and businesses on anti-litter laws, organize volunteer cleanups of roads, beaches, and the St. Johns River.
Public Information	Publish <i>Neighborhoods</i> magazine.
Neighborhood Services	Cultivate neighborhood leadership through its Neighborhood Leadership Training Institute, the annual Mayor's Neighborhood Summit which had 700 participants in 2002, and through neighborhood associations. One Coordinator works in each of the six planning districts facilitating activities of about 370 neighborhood associations.
Special Events	Produce community events such as the Jazz Festival, holiday celebrations in the downtown area, fireworks, and the World of Nations.

Source: Neighborhoods Department

Neighborhoods that have tipped

In April 1996, Mayor John Delaney launched the Intensive Care Neighborhoods Initiative aimed at improving the quality of life in four areas of the City. The Intensive Care Neighborhoods were chosen based on six categories of neighborhood health: education, infrastructure/city services, public safety, social services, housing, and community development.

Areas were ranked according to these criteria and four emerged as needing assistance. The areas were not chosen based on neighborhood boundaries so some include several neighborhoods. The original four neighborhoods were:

- East Jacksonville;
- New Town/College Gardens;
- Royal Terrace; and
- Hyde Park/Sweetwater.

Before long, New Town/College Gardens was expanded to include Durkeeville and Robinson's Addition, and Royal Terrace was expanded to include Bethune. Two more Intensive Care Neighborhoods were added later: Pine Forest/Larsen/Southland in

1998 and 29th and Chase in 1999. In 1999, Hyde Park/Sweetwater was re-named a Sustainable Neighborhood because it no longer required as much help from the City. The following agencies and departments currently participate in the Intensive Care Neighborhoods Initiative:

- Agriculture Department;
- Community Services Department;
- Duval County Health Department;
- Fire and Rescue Department;
- Jacksonville Children's Commission;
- Jacksonville Economic Development Commission;
- Jacksonville Sheriff's Office;
- Neighborhoods Department;
- Parks, Recreation, and Entertainment Department;
- Public Works Department;
- Planning and Development Department; and
- Solid Waste and Resource Management Department.

The Initiative does not fund new or added programs. It obligates agencies and departments to prioritize the neighborhoods as they allocate their resources. Participating agencies are encouraged to collaborate on projects in Intensive Care Neighborhoods.

Forming an organization

Different problems require different neighborhood organizations to solve them. Some organizations maintain safety, some plan for infrastructure improvements, and others purchase and rehabilitate residential and commercial properties. People may need assistance as they form and develop their neighborhood organizations. Both public and private organizations assist people with leadership development, technical, and financial issues.

The City of Jacksonville's Neighborhood Services Division employs six Neighborhood Coordinators who work with over 370 resident organizations. Each Coordinator identifies neighborhoods that do not have an association and helps those residents to form one. They also provide technical support to existing neighborhood associations. The Coordinators provide technical and planning support for the Citizens Planning Advisory Committees, host the Neighborhoods Summit, and monitor the City's grants awarded to neighborhoods. The City's website (<http://www.coj.net>) has a directory of neighborhood organizations and the Coordinators' contact information.

The City's Public Information Division publishes *Neighborhoods*, a free bi-monthly publication that features resident leaders, discusses ongoing projects, and offers information on how to be a good neighbor.

Jacksonville Area Legal Aid also facilitates the growth of new resident and tenant organizations through its Community Development Program, which publishes the *Community Counselor* newsletter and works with neighborhood associations and nonprofits. The Community Development Program assists smaller neighborhood organizations to incorporate with the State and to secure 501(c)3 status. This allows them to accept charitable donations and to apply for local, state, and federal grants.

Many times a crisis emerges in a neighborhood and people respond to it by forming an organization that represents their interests. Once the crisis is resolved, the reason for maintaining a neighborhood association disappeared. According to resource speakers, this happens frequently. Neighborhood organizations can evolve, however, and meet a different need such as social interaction among neighbors. One of the most successful ways to build neighborhood identification is to have a holiday party or social gathering because more neighbors will attend to socialize than would attend a business meeting.

Some neighborhoods do not have a burning issue that galvanizes people. In these neighborhoods, a resident may find like-minded people who share a passion for making improvements. They can make an eye-catching flyer that announces an initial meeting. One of the most important strategies for getting people to attend a first meeting is to announce that refreshments will be served. Also, the first meeting can be held in a public space such as a community center, school or church because a house often does not have enough room for attendees. At the meeting, neighborhood leaders may ask attendees: "What do you think our neighborhood will look like in 2 years?" or "How will your investment in your home fare in the future if the condition of the neighborhood worsens?"

Sometimes a question that allows people to think about their area compared to another spurs discussion. For example, facilitators might say, "Let's not end up looking like such-and-such neighborhood in 5 years" and then ask, "What can we do now to prevent that from happening?"

Following an initial meeting, people may decide to form an organization that meets monthly or quarterly. There are many types of resident organizations serving different purposes, made up of different types of people.

A **business association** provides business people with an opportunity to socialize and learn about issues affecting them. A business association may serve businesses in a specific location or target a specific population.

A **homeowners association** may include single-family homes, townhouses and condominiums. These associations protect homeowners' investment and enhance property values, maintain and operate community property, enforce covenants, and organize recreational activities.

A **merchants association** represents the interests of retail businesses in a neighborhood. Associations allow merchants to promote their business district and make improvements to it.

A **neighborhood association** is made up of residents in a specific area. Neighborhood associations perform cleanups, socialize, hold fundraisers, and maintain safety by maintaining a neighborhood watch. Some neighborhood associations have 501(c)3 status and are registered as corporations with the State of Florida so they can apply for local, state, and federal grants. Others may register as corporations without 501(c)3 status or not register at all.

A **tenant association** or **resident association** represents the interests of people living in a building or group of buildings. They perform cleanups, plan neighborhood watches, fundraise, and organize social activities.

A **preservation society** is a nonprofit agency enhancing and preserving the architecture, history, cultural heritage and economic viability of a neighborhood.

A **Community Housing Development Organizations (CHDO)** is a community development corporation that develops and manages affordable housing for low-income residents. Jacksonville CHDOs are certified by the City and receive federal funds to acquire, build, rehabilitate and sell single-family homes to qualified homebuyers. Some CHDOs manage single-family homes as rental housing for qualified tenants.

A **Community Development Corporation (CDC)** is a neighborhood-based nonprofit controlled by residents, businesses, and places of worship. The mission of CDCs is to increase affordable housing and generate economic opportunity. CDCs are involved in rehabilitation and construction of residential and commercial properties, job training, and other programs that build neighborhoods.

Maintaining an organization

Resource speakers observed that revitalization of a neighborhood might take 15 to 20 years. Positive changes are not visible in a few years, which makes it difficult to maintain people engaged in a long-term project of neighborhood improvement. However, there are ways to maintain the momentum in a neighborhood association:

- Hold a Yard-of-the-Month contest. Sweetwater/Hyde Park commends 5 residents each month for their lawns.
- Send a monthly newsletter or newspaper. Regular communication unites individuals and families into a larger neighborhood group. In the publication, use a symbol for the association. St. Nicholas Area Preservation uses the same readily-identifiable color for all communication which allows people to identify neighborhood materials in the mail.
- Develop a symbol for the neighborhood. Riverside Avondale Preservation, Inc. (RAP) uses the figure from a statue in Memorial Park. The Northshore Neighborhood Association uses a compass for its Northshore Navigator newsletter. This mark allows for identification in publications, signs, and other materials. Identify neighborhood homes with a sign bearing the neighborhood association symbol. In Riverside/Avondale, a RAP plaque identifies homes that adhere to design guidelines.
- Promote resident interaction with merchants by asking them to offer a coupon that is distributed to all association members.
- Assign block captains who serve as a contact person for an entire street.

Starting a neighborhood watch

People who see the signs of criminal activity can call the Crime Prevention Unit of the JSO's Community Affairs Division and request a Neighborhood Watch Program start-up. As few as seven people can start a Neighborhood Watch, purchasing a \$44 sign that announces the watch, and meeting with the JSO for training. Currently, there are 600 neighborhood watch teams, 544 businesses involved in the Business Watch Program, and 24 apartment complexes participating in the Apartment Watch Program. Although the JSO does not track the number of reports made by people involved in neighborhood watches, the Sheriff considers it an important piece of the JSO's crime prevention.

Starting a community development corporation

A community development corporation often begins with people who are concerned about real estate values and commercial activity. Many community development corporations buy residential or commercial properties and redevelop them in order to sell or rent them at a minimal profit. Their investment encourages other residential and commercial investors who then begin to revitalize an area. Some community development corporations expand beyond economic revitalization into social concerns in the neighborhood as well.

The Local Initiatives Support Corporation (LISC) is a national nonprofit

that supports community development corporations (CDCs). LISC established a program in Jacksonville (one of thirty-eight in the U.S.) in 1999. Currently, LISC/Jacksonville partners with five community organizations on revitalizing neighborhoods and several more on housing projects.

Making a plan

Neighborhood revitalization requires planning. People in neighborhoods can initiate the planning process by attending scheduled planning meetings, proposing plans for improvements, and working with community organizations. When revitalization is well-planned, a neighborhood may avoid displacing original residents, an unintended result of rapid revitalization.

Public notices, such as signs and advertisements in *The Florida Times-Union*, alert people to plans for new construction and development in their neighborhood. These notices announce the date and location of meetings at which the plans are discussed. For example, the Jacksonville Transportation Authority and the Public Works Department advertise meetings held to discuss their construction plans. The meetings are open to residents and their purpose is to collect input from the neighborhood. People can get advance notice of zoning meetings by registering their neighborhood association with the Planning and Development Department. They receive notifications of all rezoning applications made in their area for free.

Residents sometimes initiate planning for improvements. For example, in 1991, when San Marco residents decided they wanted improvements in their business district, they raised \$15,000 for the cost of a master plan. Next they approached their City Councilperson for funds to implement the plan.

Town Center and Community Impact Program

The Town Center and Community Impact Program was created out of recognition for the need to address the commercial areas of Jacksonville's older neighborhoods.

The Town Center Program provides \$1 million per Planning District for planning, design and implementation of improvements to older commercial areas, for a program total of \$6 million. This program administered by the Planning and Development Department, is divided into three phases. Phase 1 provides for a total of \$300,000 (\$50,000 per Planning District) allocated to community planning and visioning, Phase 2 allocates \$855,000 (\$142,500 per Planning District) for design and engineering, and Phase 3 allocates \$4,845,000 (\$807,500 per Planning District) for construction of improvements.

To date, seven commercial areas have been selected for Phase 1 Visioning Awards, with development of community vision plans scheduled to begin in Spring 2003. The following neighborhood organizations have made successful applications for Phase 1 funding (Planning District is noted in parentheses):

- Myrtle Avenue Neighborhood Improvement Association, in partnership with NW Jacksonville CDC: Myrtle Avenue, between 15th Street and 26th Street (Urban Core)

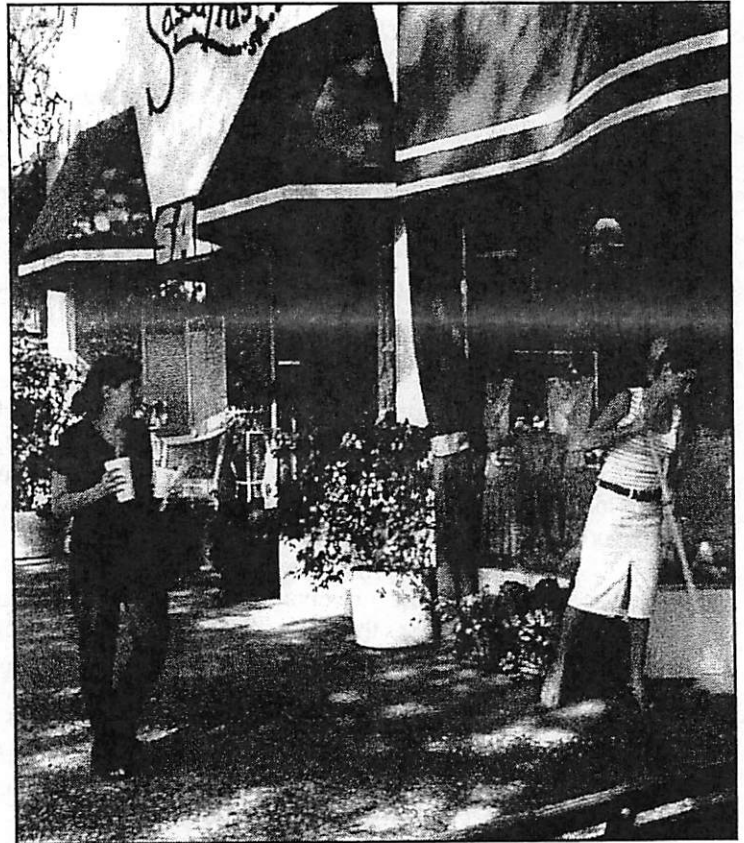
- Metro North CDC: Main Street, between MLK and 33rd Street (Urban Core)
- St. Nicholas Area Preservation: Commercial area around Beach/Atlantic intersection (Southeast)
- Ft. Caroline Club Estates: Rogero Road (Greater Arlington/Beaches)
- North Riverside CDC: McDuff Avenue, north of I-10 (Northwest)
- Riverside Avondale Development Organization: Stockton Street, between Post and Myra (Northwest)
- Murray Hill Preservation Association: Edgewood Avenue South, near Post Street intersection (Northwest)

Several applications have been received for Phase 2 and Phase 3 of the Town Center Program, though no decisions have yet been made.

The Community Impact Program provides \$6 million for redevelopment projects in older commercial areas. This portion of the program will be reviewed by representatives of the Jacksonville Economic Development Commission and the Planning and Development Department. Funds for this program will be used for projects deemed critical for community enhancement which have an initial cost in excess of \$1 million. Such projects will produce jobs, services, and aesthetic enhancements to aging commercial areas.

JaxPride Site Improvement Program

The JEA/JaxPride Site Improvement Program is a neighborhood and community workshop organized by JaxPride in conjunction with JEA's Building Community Initiative. The workshop is designed to bring the expertise of the property owners and area residents together with district council representation, local city planners, and design professionals to develop an improvement strategy and a vision for this community in conjunction with JEA's utility site improvements. JEA fully funds this project. JaxPride assists in creating a comprehensive plan that expresses the future vision and outlines strategies for community improvement. The participants receive documents which can lead toward the creation of a real plan and provide a mechanism for continued dialogue beyond the workshop event.



Merchants associations

Merchants associations may also join the planning process. San Marco merchants, some of whom do not own their premises, partnered with the San Marco Preservation Society to approach building owners about improvements to sidewalks and facades.

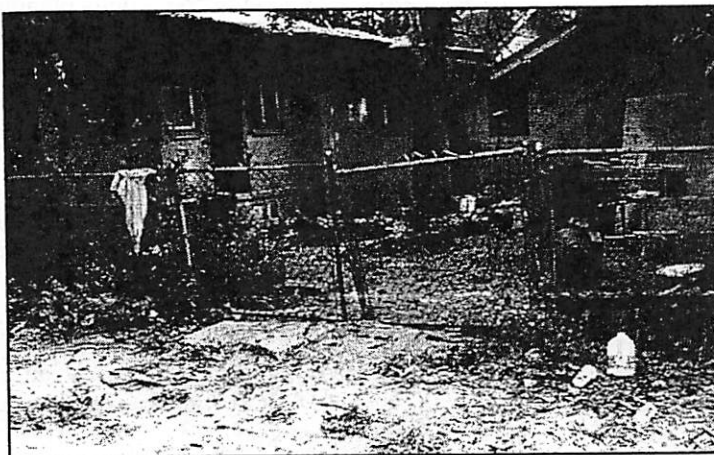
In the Riverside area of Five Points, the finance committee for Riverside Avondale Preservation, Inc. partnered with merchants to raise money for the Five Alive campaign. The funds are being used for sidewalk repairs.

Business incubators

While business incubators are not suitable for all neighborhoods, they are effective for some. Business incubators target a geographic area or population.

One of Jacksonville's largest incubators, the Beaver Street Enterprise Center, is the result of several years of planning. Core City Neighborhoods Rebound, a coalition of residents, religious, community, and business leaders, secured consultants who studied the business assets in East Jacksonville, Springfield, North Riverside, New Town/College Gardens, Durkeeville, and Eastbrook Terrace.

The Beaver Street Enterprise Center is the result of the study. The first 20-25 tenants will move into the 25,000 square foot facility in 2003. The tenants are in construction, telecommunications, marketing, public relations, and human services. Most incubator businesses settle in the area of the incubator, which re-seeds the neighborhood with new economic activity. While 50 percent of all new businesses fail, 80 percent of incubator businesses succeed.



Neighborhood Action Plans

The City of Jacksonville has recognized the value of small-scale planning using residents' input. Since 1998, the Planning and Development Department has been working with residents on a series of Neighborhood Action Plans. Adopted plans are available on the Planning Department's webpage at <http://www.coj.net>.

Each plan identifies key neighborhood issues, recommends strategies for action, and serves as official policy for public investments, housing programs, and other similar actions. The Neighborhood Action Plans are adopted by City Council. Whenever land use and zoning applications are made within neighborhoods with a Neighborhood Action Plan, they are reviewed in light of the adopted plan. The following neighborhoods have an adopted or completed Neighborhood Action Plan: Kings Road/Beaver Street, East Jacksonville, and North Riverside. Three more plans for 29th and Chase, 45th and Moncrief and Lem Turner/Ribault Scenic Drive are ongoing.

A neighborhood group, the Planning and Development Department, or a Councilperson may request a Neighborhood Action Plan. Although the Planning Department has staffing limitations, they take all requests under consideration. In considering areas, the Department talks with all neighborhood groups involved. One criterion is consensus among businesses, residents, church leaders, and local nonprofits. When consensus on the need for and scope of the plan does not exist in the neighborhood, the Department will not move forward. Once a plan is completed, it is forwarded to City Council. Residents must reach consensus that the plan should be adopted at this point.

The Planning and Development Department begins with a meeting of area residents, community, business, religious leaders. Out of this meeting, a Citizen Planning Team is formed. The Citizen Planning Team meets monthly with the Planning Department and its consultants. Among other activities, residents identify both problems and assets on a neighborhood map. They also identify areas they think would benefit from new development.

Planners gather data on the neighborhood by consulting City records, collecting field data (including driving around the neighborhood and assessing each parcel), and studying demographic trends in the neighborhood. They use this data as they assemble a Neighborhood Profile, which includes demographic data, social characteristics such as educational attainment, and housing data from the 1980, 1990, and 2000 Censuses. Armed with resident recommendations and field data, planners then build scenarios of what could happen in the neighborhood. These scenarios are based on identification of the neighborhood's existing assets. The planners present development scenarios to residents who then explain which scenarios they prefer. Consensus among neighborhood leaders is essential. Next, City Council approves the plan.

Neighborhood Action Plans are implemented through partnering with the Better Jacksonville Brownfields Program (if a Brownfields site is identified), the Town Center Program, various housing programs, and Community Development Block Grant funds. So far, \$5 million has been allocated for housing improvements in East Jacksonville, Kings Rd./Beaver St., and North Riverside as a result of Neighborhood Action Plans.

Revitalizing too much, too fast

One of the unintended effects of successful neighborhood revitalization is the displacement of current residents. Gentrification, which is the steady renovation and improvement of residential and commercial properties over several years, sometimes displaces current residents who find they can no longer afford to live in the area. While this is beneficial to a neighborhood as a *place*, it may not be beneficial to the former residents who are displaced because they can no longer afford to live there. The *place* may become healthier, but the original residents do not necessarily benefit from the changes. Opponents of gentrification want to keep *people* where they are. Supporters of gentrification are concerned with *place* and want to clean up neighborhoods to increase property values and make the neighborhood a better place to live. While some residents in Jacksonville have been displaced from their homes, the study committee did not find gentrification was the cause.

Obtaining resources

Public funds are available for improvements to residential properties. Local nonprofit and government agencies distribute these state and federal funds. People can apply to City agencies for additional funds for small neighborhood projects as well.

Rehabilitating homes

Many elderly, disabled, and low-income residents are not able to maintain their properties to the standards enforced by City agencies. Builders Care, Inc., a nonprofit agency, renovates homes for those who cannot afford construction services in the traditional manner. The agency decides on which homeowners to help by consulting a list of approximately 4,000 homes identified by the Duval County Housing Finance Authority as in need of major repairs. Grant funds from the Housing Finance Authority will pay for up to \$10,000 of repairs on one house. Builders Care, Inc. renovated over 200 homes for the most needy Jacksonville people in its first 18 months. Builders Care, Inc. gives priority to elderly homeowners whose income is less than 80 percent of the area median income. The area median income is \$54,900 for a family of four in 2003. **Table 4** shows income guidelines used to determine eligibility.

# in household	50% of AMI	80% of AMI	120% of AMI
4	\$27,800	\$44,500	\$66,720
3	\$25,000	\$40,050	\$60,000
2	\$22,250	\$35,600	\$53,400
1	\$19,450	\$31,150	\$46,680

Source: Jacksonville Housing and Urban Development, Duval County
AMI = Area Median Income

The Housing Partnership of Jacksonville collaborates with resident organizations on single and multi-year revitalization projects. In Pine Forest, the Housing Partnership worked with the neighborhood association and painted 90 homes between 1999 and 2000, at a total cost of half a million dollars, through the Paint the Town Rehab Week. Residents also work through the Housing Partnership's Model Block Project to renovate specific homes and encourage similar renovations in adjacent homes. The Model Block Project secured funding from the Duval County Housing Finance Authority for repairs up to \$35,000 on each house that residents decide should be improved.

The City's Housing Services Division offers grants to homeowners whose incomes do not exceed 80 percent of the area median income. Grants are awarded to repair roofing, plumbing, and problems related to residents' health and safety. Resources are limited and waiting lists exist for many types of assistance.

The Duval County Housing Finance Authority is a public sector agency that stabilizes neighborhoods through seven programs including home rehabilitation for low income and fixed income residents, a rental deposit program that prevents homelessness, rehabilitation of rental units, and home building.

At the time of the study, the City Council is considering legislation that consolidates the Duval County Housing Finance Authority, the

City's Housing Services Division, and its Community Services Division. The functions of these agencies may be performed by a new agency in the future.

Small neighborhood projects

People may have plans to make small improvements to their neighborhood through volunteer work or by contracting with professionals for a fee. For example, parents may want to pay a teacher to offer afterschool tutoring to specific students who are not performing well in school. Or perhaps a neighborhood association wants to construct an entryway for their neighborhood. These projects do not require extensive planning, but they require funding.

Small grant awards for neighborhood activities and improvements are available from several agencies and organizations. One agency, the Jacksonville Children's Commission, awards grants through the six Citizens Planning Advisory Committees (CPAC) districts. Each CPAC receives \$25,000 which it awards to neighborhood associations. In 2001, for example, the Woodland Acres Neighborhood Association, Inc. was awarded \$4,202 to purchase and assemble bookshelves for targeted classrooms at Woodland Acres Elementary School. See Table 5 for a list of organizations and the types of projects they fund.

TABLE 5 Grant awards for neighborhood improvements

Name of grant program	Organization	Examples of funded projects	Number of grants awarded	Average value of awards
Mayor's Neighborhood Matching Grants (2002)	Neighborhoods Department	Entryway improvements, landscaping, playground improvements	61	\$4,100
New Ways Initiatives (2001)	Jacksonville Children's Commission and CPACs	Cultural and educational programs for children in low-income areas	47	\$3,439
Full Service Schools (2002)	Full Service Schools Program	Tutoring and afterschool programs	45	\$5,717
Community Development Block Grant (2003)	Community Development Division	Home and building renovations, afterschool programs, adult daycare	47	\$139,728
Facade Program (2002)	Northwest Jacksonville Economic Development Fund	Sign improvements and landscaping	143	\$7,077
Building Neighborhoods grants (2001)	Neighborhoods Department (for Intensive Care Neighborhoods)	Youth programs	12	\$4,750
Total amount of average grant awards for neighborhood improvements (2001-03)				\$164,811

Source: Jacksonville Children's Commission, Neighborhoods Department, Northwest Jacksonville Economic Development Commission, United Way of Northeast Florida

Implementing a plan

A neighborhood organization that has a goal and resources to reach it may need assistance in implementing their plan. Organizations working to rehabilitate housing, prevent crime, and repair infrastructure can get help from City agencies and nonprofits. Citizens Planning Advisory Committees offer neighborhood leaders monthly opportunities for learning how to implement plans.

Repairing infrastructure

In San Marco, residents, commercial property owners, politicians, and businesses saw the need to improve San Marco's business district in the early 1990s. They partnered with the City for improvements that included historic lighting, sidewalks, benches, public art, and landscaping. So far, San Marco's corridor improvements have cost \$2 million; property values in that area have increased each year, and part of that is due to the corridor improvements.

The Better Jacksonville Plan

At least \$383 million of the Better Jacksonville Plan can be considered an accelerated public investment in neighborhood infrastructure. This multi-year plan schedules road improvements, library renovations, park improvements, septic tank remediation, and landscaping in neighborhoods. By the fall of 2002, the Better Jacksonville Plan provided funding for the following projects:

- resurfacing 750 miles of roads;
- installing 25 miles of new sidewalks; and
- park improvements for each City Council district.

The Plan also funds the Northwest Jacksonville Economic Development Trust Fund, which encourages commercial development in neighborhoods in Jacksonville's Northwest Quadrant.

Annual improvements

Besides improvements scheduled through the Better Jacksonville Plan, the Public Works Department and JEA plan for infrastructure improvements each year. Because some priorities are based on infrastructure complaints that people, City officials, or elected officials have reported, some neighborhoods have not received needed improvements to streets and drainage systems. As a result, struggling neighborhoods often have costly infrastructure problems, many of which the Better Jacksonville Plan will address.

The Public Works Department and JEA frequently partner on infrastructure improvements. For example, water and sewer lines which JEA repairs, lie underneath street pavement which Streets and Drainage repairs. When Streets and Drainage schedule major road improvements in an area, JEA may decide to make major repairs to water and sewer lines while the road is being worked on. Also, Streets and Drainage may schedule re-paving so that it follows water and sewer improvements.

Streets and Drainage performs minor repairs on ditches, street pavement, signs, and other neighborhood infrastructure. In fiscal year

2002, there were 1,697 pothole complaints made to Streets and Drainage. In 2002, 95 percent of the complaints were responded to within 48 hours. The remaining five percent were usually more than a pothole and required a longer time to make the repairs.

Neighborhood infrastructure is maintained by state agencies as well. For example, the Florida Department of Transportation maintains landscaping for highway interchanges. The City's Streets and Drainage Division maintains medians on City roads. On the other hand, JEA maintains street lighting. See Table 6 for a complete list of neighborhood infrastructure and the corresponding agency responsible for its maintenance.

TABLE 6 Neighborhood infrastructure maintenance by agency

Infrastructure	Maintained by
Streets and medians	Streets and Drainage Division of Public Works Department
Curbs, gutters, sidewalks	Property owners
Water and sewer systems	JEA
Drainage ditches	Streets and Drainage Division
Private retention ponds	Property owners
Public retention ponds	City of Jacksonville
Street lamps	JEA
Signs	Traffic Engineering Division of Public Works Department
Cellular phone towers	Owners and operators of cell tower
Cable television	Comcast
Telephone wire	BellSouth
Electrical wires	JEA

Source: JEA, Public Works Department

Sidewalks

Residents are responsible for sidewalk maintenance in front of their homes although many assume (erroneously) that the City will repair them. When residents call the City about a cracked sidewalk, the Division of Streets and Drainage will inspect it and may require the owner to fix it. The property owner has 15 days to make the repair. The property owner may hire a contractor to pour a new sidewalk or use the City's contractor. If it is not repaired, another registered letter is sent. If no action is taken, the sidewalk is repaired and a bill for the cost of the repair is sent to the homeowner. In many neighborhoods tipping toward decline, people cannot afford to fix their sidewalks. As this study was going to press, the Jacksonville City Council was discussing sidewalk maintenance and specifically whether residents should be held responsible for their maintenance.

Phasing out failing septic tanks

JEA and the Duval County Health Department are responding to septic tank problems in residential areas. In 1999 the Duval County Health Department performed a survey of septic tank records. The Health Department identified the top 25 areas with the worst septic tank failures by looking at the properties in terms of water table, soil type, whether a drainage ditch connects to the River, size of lot, number of repair permits, and other criteria. Those areas where failure pollutes tributaries of the St. Johns River are a priority for the Department. The Better Jacksonville Plan provides funds for septic tank remediation by JEA in six areas: Murray Hill, Glynlea, Lake Forest, Scott Mill, Oakwood Villas, and Pernecia.

Eliminating substandard housing

People can take action to improve residential properties with the help of Habijax and Beaches Habitat for Humanity. Both are local affiliates of Habitat for Humanity, a national nonprofit that builds homes for needy individuals and families. Habijax will help individuals and families whose incomes are 30 percent to 80 percent of the area median income and live in public, substandard or overcrowded housing.

Increasing homeownership

The Jacksonville Urban League, the Duval County Housing Finance Authority, the City's Housing Services Division, and the Housing Partnership of Jacksonville operate programs to encourage low to moderate income people to buy a home. For some programs, individuals are eligible if their income is 80 percent of the Jacksonville's Area Median Income. Downpayment assistance is available as well as credit counseling and home-buyer training.

Making a neighborhood safe

When people want to make their neighborhood safe, they partner with the Jacksonville Sheriff's Office (JSO) by joining one of seventeen Sheriff's Advisory Councils (ShAdCos). Each of the seventeen ShAdCos meets monthly, with about 15 to 40 people attending. The Chair of the ShAdCo, a resident of the area, leads the meeting. Normally, the zone commander, watch commander, and several officers attend each meeting. People who want to attend a ShAdCo meeting apply at a JSO sub-station located in their zone. At ShAdCo

meetings, people report suspicious activity, crimes, and other neighborhood problems to police officers working in that sector. The police officers use residents' information, such as vehicle tag numbers, frequency of activity, and times of crimes, as they investigate. Once they've investigated the problem, the officers try to resolve it and report back at the following meeting. The meetings are also an opportunity for people to identify potential problems in their neighborhoods. For example, people may have a concern about a house where drugs are being sold. If the landlord will not take care of the problem, people can attend a ShAdCo meeting and discuss it with the JSO.

If the landlord is reluctant to correct problems, the Drug Abatement Response Team (DART) may help. The mission of DART is to investigate homes and businesses involved in drugs, prostitution, or gang activity. DART is comprised of members of the JSO, the City's Property Safety Division, JEA, and other city and state agencies. Landlords, homeowners, and business owners are encouraged to bring their properties up to standards enforced by these agencies. Failure to do so can result in the property being condemned and slated for demolition. The program, which began in 1996, has resulted in 1,236 DART investigations.

Joining a Citizens Planning Advisory Committee

People can increase their knowledge about neighborhood issues and expand their neighborhood's influence by attending Citizens Planning Advisory Committee meetings. In 1993, Mayor Ed Austin established Citizens Planning Advisory Committees (CPACs) so that citizens would have an opportunity to communicate with elected officials and give advice on projects. CPAC members are appointed by the Mayor and must represent a neighborhood association, business, or community group in a neighborhood. The projects include any development that impacts citizens' quality of life. There are six CPACs, one for each planning district and each meets monthly. The six chairs also meet with the Mayor quarterly and bring concerns specific to their area. The influence that CPACs have, however, depends on the issue and the position of the current Mayor.

CPACs are an incubator for neighborhood leadership and citizen action because they support people who want to negotiate with businesses and politicians making land use and zoning decisions. CPAC Land Use and Zoning subcommittees, which are perhaps the busiest committees, discuss plans for new development and rezoning. In these important discussions, people learn the intricacies of zoning code. They also learn how to approach the appropriate people who are deciding land use and zoning issues.

At each CPAC meeting, people have the opportunity to discuss their concerns with a range of City employees. A representative from each of the following departments, divisions, and organizations is usually in attendance at each CPAC meeting: Parks, Recreation, and Entertainment; Building Inspections; Duval County Health Department; Duval County Public Schools; Florida Department of Transportation; Jacksonville Sheriff's Office; Neighborhood Services Division; Planning and Development Department; and Property Safety Division.

Attendance at CPAC meetings varies with each planning district. The Southeast CPAC, for example, may have as many as 70 neighbor-

hood representatives at each meeting. The Northwest CPAC usually has 15-20 neighborhood representatives at its meetings.

Leadership development

As a resident organization grows, its leaders often represent residents' interests in negotiations with developers, elected officials, and City employees. Frequently, conflicts between transportation agencies and residents emerge when roads are widened. Conflicts may also arise between developers and residents when rezoning applications are made. Leaders may also begin resolving conflicts between property owners. Resident leaders may learn new leadership skills as they take on their new roles. The Neighborhoods Department offers resident leaders opportunities to develop their skills through its Leadership Institute. The Institute is conducted during the summer, over a seven-week period. Participants pre-register to attend seminars held two evenings each week. Approximately 40 residents participated in 2002. The Neighborhoods Department also hosts the Mayor's Neighborhood Summit in the fall of each year. At the Summit, people can learn about City services and nonprofits working in neighborhoods. Workshops at the Summit have addressed litter, code violations, and zoning regulations.

Facing common problems

Neighborhood leaders and residents will inevitably face difficulties and frustrations. Some problems are common to many neighborhoods despite differences in age, location, and size. These problems include landlords, dilapidated and empty structures, contaminated properties, and maintenance of drainage systems.

All neighborhoods face problems, but some neighborhoods are better equipped to respond to them. A first step toward solving a problem is to identify what is causing it, as in the case of an absentee landlord who does not maintain his or her property. Residents can research properties to learn who owns a problem property. Through perseverance and perhaps with assistance from others, residents often find ways to solve problems in their neighborhoods.

Dealing with difficult landlords

Jacksonville has approximately 2,000 private landlords who rent housing in most neighborhoods. The average private landlord owns 3 to 5 properties and manages them on his or her own. Landlords who fail to maintain their properties are known as slumlords, and landlords who do not live in the neighborhood are called absentee landlords. Not all absentee landlords are slumlords.

Many slumlords maintain property to a minimum standard in an effort to maximize profits. Residents can call 630-CITY and register a complaint about properties that are not maintained to code. Code inspectors will investigate and if a violation exists, notify the landlord of the problem and a deadline for its resolution. Slumlords usually do not heed these warnings and do not pay fines issued by the Property Safety Division.

Some properties have a lien against them because the Property Safety Division has repeatedly cited them as a nuisance. Others have a lien against them for unpaid taxes. These abandoned properties are called lienfields (or "upside down") because liens against them amount to more than the appraised value.

Neighborhood leaders can work with the City, nonprofits, and community development corporations to make sure that lienfields are made available to agencies that will redevelop them. Lienfields are auctioned when the City holds tax deed sales. At these auctions, interested agencies and individuals can take control of lienfields by purchasing a tax certificate. The first step toward taking control of a lienfield is to research property tax records. Residents can use JaxGIS (<http://maps.coj.net>) to access property tax records from the Tax Collector and general information about a property from the Property Appraiser's Office. Following their research, people can make plans for taking control of nuisance properties.

A related problem occurs in neighborhoods that have already tipped and are trying to revitalize. Speculators purchase lienfields at City auctions. Many times they have no intention of improving the property or of maintaining it. They take control of it in hopes that its value will increase in the near future. In the meantime, the property lies vacant, contributing to visual blight in a struggling neighborhood.

Sometimes private landlords need assistance. The Jacksonville Landlord Network is a private company that educates landlords on how to deal with their tenants. They do this by distributing information through their website (<http://www.jaxlandlord.com>), holding meetings twice monthly, and by answering questions on the telephone. They also answer tenants' questions concerning landlord-tenant relations.



Cleaning up contaminated properties

Although lead-based paint was banned in 1978, many homes built before 1950 have it underneath newer layers of paint. As paint deteriorates or as renovations are made, chips and dust containing lead may contaminate homes and soil surrounding them. Since 1992, when testing children under the age of two began, 1,656 Jacksonville children have been identified with elevated levels of lead in their blood. The number of reported cases in Jacksonville has dropped since 1993. In that year, 295 cases were reported. Nine years later, in 2002, 59 cases were reported.

Although federal housing funds require lead inspections, state and local housing agencies do not require them. If a child has elevated lead blood levels, then the Child Lead Poisoning Prevention Program at the Duval County Health Department will assess a house or apartment free-of-charge. They will test any resident's home with an x-ray fluorescence machine, collect dust, soil and water samples and recommend steps to make the home lead-safe.

In many at-risk neighborhoods commercial properties are abandoned because they are contaminated by toxic chemicals used in previous years. People can facilitate the redevelopment of properties that have been contaminated through industrial processes in particular. These properties are called brownfields and they most often had a dry cleaner, gas station, chemical plant, photo lab, or landfill on them previously.

If the properties are located within an 18 square mile area from McDuff Avenue to the southbank of the St. Johns River, and north to Edgewood Avenue, they may qualify for federal funds for assessment and cleanup of brownfields. The funds are administered by the City of Jacksonville's Brownfields Program.



Maintaining streets and drainage

Many Jacksonville neighborhoods flood during summer rainstorms. Storm water drainage systems in Jacksonville are designed to handle about 80 percent of the City's annual storms. This means that 20 percent of storms will flood streets for a short period of time each year.

Neighborhoods use two types of drainage technologies to handle their storm water runoff. Drainage ditches are common in neighborhoods built before 1983, but in the early eighties, the State of Florida began mandating storm water retention ponds, a newer technology. A major difference between older neighborhoods that have efficient storm water drainage systems and those that have inefficient drainage is the maintenance of drainage ditches. Poorly-maintained drainage ditches fill with trash and weeds, which reduces drainage and contributes to visual blight. The Department of Public Works cleans approximately 350 miles of drainage ditches annually on an "as needed" basis. When people ask Streets and Drainage (by calling 630-CITY) to clean a ditch, it usually takes 6 months or more for the City to clean it up. However, people can improve maintenance of drainage ditches themselves. Fifty percent of the debris is litter, which can be prevented by residents.

Storm water retention ponds are a more efficient technology than drainage ditches but they require maintenance as well. In some older subdivisions, responsibility for pond maintenance may be shared by adjoining property owners. In other subdivisions, the responsibility for pond maintenance is unclear because some developers did not officially transfer ownership of the pond to the residents or their homeowners association. However, since 1991, the St. Johns River Water Management District (SJRWMD) has required all new subdivisions to create a homeowners association that charges dues sufficient to maintain its storm water discharge system.

People who want to clean and maintain an older retention pond must check with the Public Works Department for records on their subdivision. These records will supply SJRWMD engineers with information they need to assess the pond and its storm water discharge system. Based on the pond's condition and the contractors' plans for it, engineers recommend maintenance strategies.



Getting ideas from other communities

Communities across the U.S. have found innovative solutions to problems in their neighborhoods. Many of these solutions may apply to problems in Jacksonville. Some of these efforts involve residents organizing themselves and others are city government programs that involve residents.

Some communities have found specific solutions to problems in neighborhoods. Other communities have developed broad-based solutions involving indicator projects. While specific solutions are needed to prevent neighborhood decline, indicators can provide residents with data on changes in their neighborhood. This data may help them respond to problems before their neighborhood becomes at risk for decline.

Scheduling infrastructure maintenance

In Pittsburgh, the Mayor's Office has taken the initiative to bring residents and City services together for more efficient code enforcement and infrastructure maintenance. Between March and October of 2002, the Mayor's Office scheduled 31 intensive sweeps of neighborhoods. The sweep occurs in neighborhoods that have a volunteer project planned at the same time. Residents receive bags and gloves for a neighborhood cleanup that takes place on Saturday. All litter and debris collected by residents is put into a Dumpster made available to the entire neighborhood. The Public Works Department removes it during the following week.

The tasks that cannot be completed are logged into the City's complaint system. Each neighborhood's task list is tracked so that all the identified problems are taken care of during the following month.

Fighting slumlords

In Phoenix, Arizona, the Slumlord Task Force operates in a similar fashion to the Drug Abatement and Response Team in Jacksonville, Florida. The Slumlord Task Force is made up of police, health department workers, public prosecutors, Neighborhood Services workers, and the local Housing Authority. Like the DART designation placed on substandard housing in Jacksonville, officials in Phoenix use a "slum property" designation. When a property receives this designation, authorities may inspect the property at the owner's expense. Most often, this leads to many fines, and the property is condemned. At this point, the slumlord loses control of the property.

In Arizona, all residential property owners are required by state law to register their name, address, and telephone number with the Maricopa County Tax Assessor's Office. This facilitates the identification of slumlords and the properties they control.

Tenants in Washington, D.C. have found creative ways to deal with slumlords. Washington Innercity Self Help, a nonprofit organization, presents the "Sleazy Slumlord of the Year Award" annually. Within the court system, tenants have been supported by judges. The Washington, D.C. Superior Court has sentenced slumlords to living in their own properties. In one case, a slumlord was forced to live for many months without basic sanitation and heat.

Publishing indicators

The Piton Foundation at <http://www.piton.org> maintains a website called Neighborhood Facts. It tracks nearly sixty indicators of neighborhood health. The indicators are organized into topics such as housing, economic, education, health, and crime.

The indicators are available to all persons with access to the Internet. The value of Neighborhood Facts is that it is easy to use. Residents can research and print out statistics about their neighborhood quickly. They can also make comparisons with other neighborhoods and identify neighborhoods that face similar challenges.

Identifying neighborhoods at the tipping point

The University of North Carolina-Charlotte prepares the Charlotte Neighborhood Quality of Life Study. Since 1985, JCCI has published a quality-of-life indicators document. JCCI's *Indicators for Progress* measures over 80 variables that are chosen by volunteers who review the document annually. Most indicators have 18 years of data which form a trend line showing how the community is faring for each variable.

The Charlotte Neighborhood Quality of Life Study measures 19 variables for three separate years. The report was published in 1993, 1997, and 2002. Examples of the variables measured include the teen pregnancy rate, the number of neighborhood organizations, the property crime rate, homeownership, percent change in income, and appearance. Unlike JCCI's *Indicators for Progress*, researchers at the University of North Carolina-Charlotte choose these variables. Researchers gather and calculate data for 173 Neighborhood Statistical Areas. Each area falls into one of three types of neighborhoods in Charlotte: stable, threatened, and fragile.

The value of the Charlotte Neighborhood Quality of Life Study is that it ranks neighborhood areas. Resource speakers often observed that prioritizing some neighborhoods over others is difficult. It may require identification of problem areas, and while some residents are eager to identify their neighborhood as "intensive care," others may not feel their neighborhood deserves the designation. The Charlotte Neighborhood Quality of Life Study quantifies its community's quality-of-life standard and measures areas against it. It also presents a motion picture of Charlotte's neighborhoods changing needs and tracks their progress.



Conclusions

Conclusions express the value judgments of the committee based on the findings.

1. Active and engaged people are the most important factor in maintaining a healthy neighborhood. While all neighborhoods change, those that change for the better do so because residents, businesses, and neighborhood institutions work together. If not well-maintained, neighborhoods tend to decline until and unless, a crisis galvanizes people to action. People are active when they know their neighbors and have reason to hope for positive change. On the other hand, hopelessness paralyzes people into inaction, which results in the decline of the community.
 2. The best way to engage people in their neighborhood is through neighborhood associations, which provide the organizational structure and political recognition neighborhoods need. Neighborhood associations should include businesses, churches, and community-based organizations. They can also organize neighborhood-wide events so that residents can get to know each other. Neighborhoods without an organization cannot advocate for their needs as a collective group. The support demonstrated by a neighborhood organization is an invaluable tool for neighborhood advocates from smaller areas as they work with public officials, City employees, and business leaders to make improvements. However, even just one person can make a difference in a neighborhood. One person is all it takes to launch a neighborhood organization, but it cannot continue if many people do not share the work.
 3. Neighborhood associations require a constant flow of new ideas and leaders to maintain momentum. Many neighborhood organizations do not have ways to develop new leaders, attract new members, and generate new ideas. Active neighborhood leaders become more effective when they share ideas and successful initiatives with each other. While the City provides some training for leaders, many in the community perceive that the City lacks a process for training and mentoring neighborhood leaders.
 4. Absentee landlords with no attachment to the property or the neighborhood other than as an income source can destroy a neighborhood. These absentee landlords who do not maintain their properties create an atmosphere of neglect and visual blight, which is a negative influence on tenants and other property owners. An increase in tenant-occupied properties coupled with a worsening appearance accelerates neighborhood decline and the ability to respond. A neighborhood's outreach to tenants and landlords is crucial to revitalization.
 5. Neighborhoods tip because of a combination of factors such as an increase in litter, code violations, the loss of a business, visual blight, and declining school performance. Anticipating these problems requires defining and monitoring the many variables that tip a neighborhood. These and other quality-of-life indicators are useful for monitoring a neighborhood's small and large changes. Currently, Jacksonville neighborhoods do not have access to quality-of-life indicators at the neighborhood level.
 6. Successful neighborhood improvement requires residents to work with businesses, churches, City government, nonprofit organizations, and community-based organizations who can provide information, technical assistance, and financial resources. These types of assistance are especially needed in neighborhoods that lack sufficient internal assets to make improvements. Neighborhood improvement takes a long time and is frequently frustrating, so all involved need to make a long-term commitment to change.
 7. Despite the efforts of the Neighborhood Services Division, many residents remain unaware of available assistance for neighborhoods, including City services, nonprofits with neighborhood programs, grant opportunities, and possible business partnerships. Current mechanisms for informing neighborhood leaders of available assistance are insufficient.
 8. Early identification and anticipation of decline allows residents, businesses, nonprofits, and the City to respond quickly to strengthen a neighborhood. Currently, Jacksonville does not have a way to identify healthy, tipping, or declined neighborhoods.
 9. In neighborhood revitalization, the most important role for City government is to provide effective neighborhood-level planning for improvements to existing neighborhoods and construction of new ones. Untimely construction projects, inappropriate zoning and land-use changes, and road widening destroy the feeling of *place* and identity of a neighborhood. The most important role for residents in the planning process is to remain vigilant of road projects and zoning and land-use requests being made so they can respond to inappropriate changes. As the city grows and expands, planning for new neighborhoods is especially important to ensure their long-term viability and to protect them from accelerated decline.
 10. Barriers to neighborhood improvement come from inside and outside. Internal barriers include:
 - residents having insufficient time, money and information needed to strengthen neighborhoods;
 - residents, especially the aging, who are limited in their ability to maintain their residential properties, including sidewalks, which often become a hardship; and
 - residents lacking sufficient understanding of the respective roles of residents and government in maintaining public properties, including drainage ditches, storm water retention ponds, and sidewalks.
- People who profit from neighborhoods and who do not care about the community stand in the way of neighborhood improvement. These obstacles include:
- those who participate in speculative investing, without improving the property, especially by purchasing tax liens; and
 - businesses and investors who push for inappropriate zoning changes.

oods decline without consistent City maintenance improvements to infrastructure. In some neighborhoods, improvements are made before problems emerge. In other neighborhoods, improvements occur as a reaction to problems. Proactive efforts to involve neighborhood residents in scheduling and prioritizing needs do not exist.

City Link, the City's call center, takes citizen complaints, and response times vary widely, often leading to frustrated citizens.

The enforcement process is an inefficient response to abandoned vehicles, and overgrown vacant lots. Enforcement of property safety codes is a frustrating process for people. City ordinance requires a lengthy process for investigating and resolving property safety code violations that takes too long.

Jacksonville neighborhoods have not experienced a lot of revitalization. In order to avoid displacement of current residents, future neighborhood revitalization efforts require providing a percentage of properties for lower and medium income residents, and providing financial assistance for development of properties for lower and medium income residents and tenants to make this possible.

15. The entire community benefits from strengthening tipping neighborhoods. As neighborhoods improve, their schools improve, tax revenue increases, and costs of needed social services decrease.

16. Before a neighborhood can effectively assess its strengths and weaknesses, residents, business owners, and others working in the neighborhood must develop a shared identity and opportunities to interact, both formally and informally. Neighborhood-wide improvement efforts require first creating a neighborhood's capacity to work together toward a common goal.

17. While the City of Jacksonville has begun to revitalize a few neighborhoods in decline, called "Intensive Care Neighborhoods," many other neighborhoods lack this level of assistance. The Mayor's Intensive Care Neighborhood Initiative lacks a mechanism to bring new neighborhoods into the Initiative and graduate existing Intensive Care Neighborhoods when they improve.

18. As a neighborhood changes for the worse, it may attract homeowners and tenants with fewer resources to contribute to the community. However, income and race do not necessarily determine a neighborhood's ability to organize residents and plan for its future. Many factors tip a neighborhood toward health or decline, but residents' income level and race are not primary causes.



Recommendations

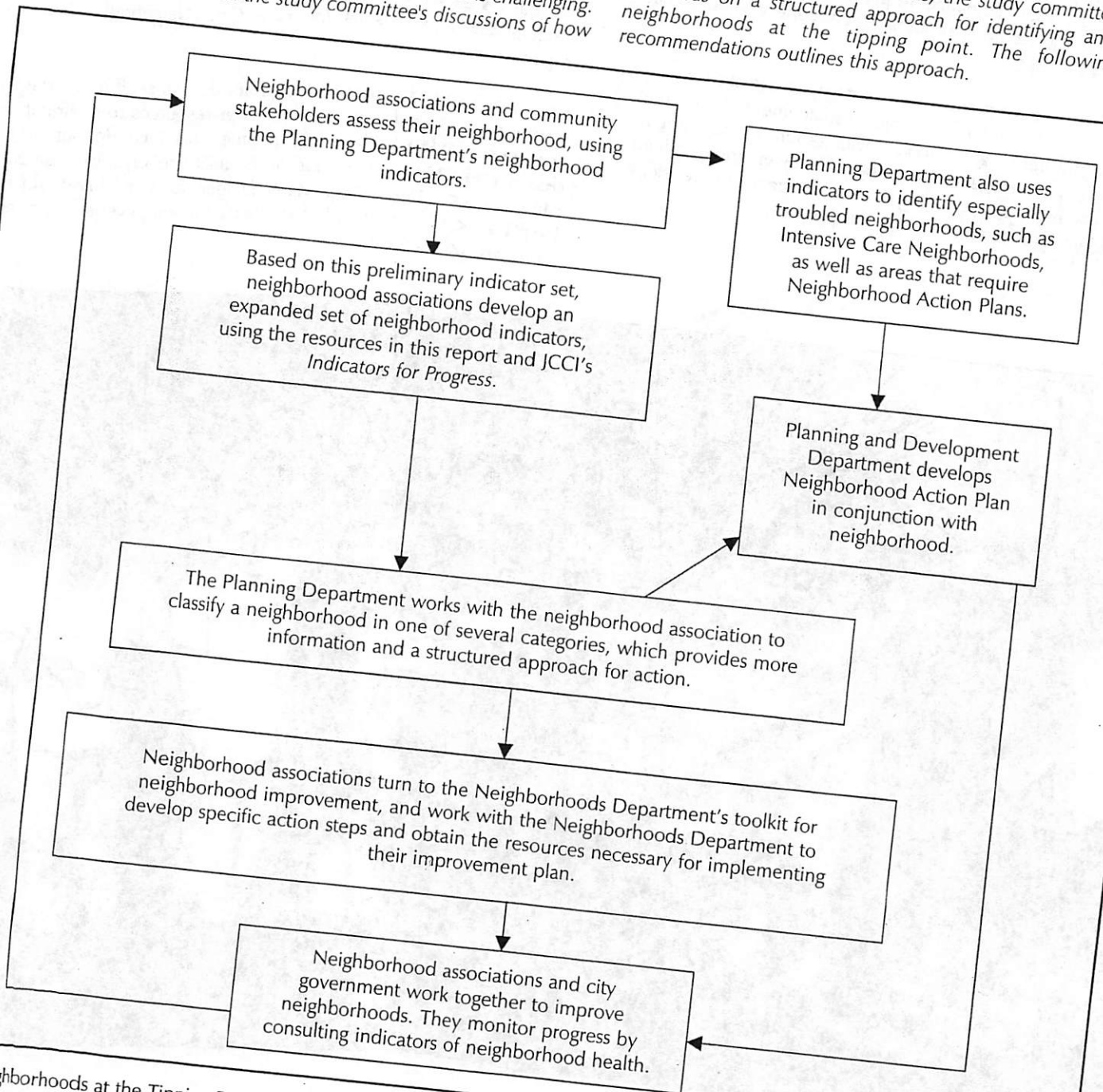
Recommendations are the committee's specific suggestions for change, based on the findings and conclusions.

Any discussion of improving neighborhoods brings into play competing and important concerns, and neighborhood improvement efforts must take these concerns into account. Improving neighborhoods requires balancing the needs of the community with the rights of the individual. Changes to the physical environment often affect the residents of the neighborhood, and the reverse is also true. Local government, with its legal restrictions and proscribed or limited resources, also plays an important role.

Balancing all of these issues to everyone's satisfaction is challenging. This was demonstrated in the study committee's discussions of how

neighborhood-level indicators might be developed and used. looked to government to develop indicators, classify neighborhoods according to their health, and plan and prioritize action those classifications. Others called on residents to develop unique indicators, with assistance from the City, and use them as a tool for learning about their neighborhood and their own future.

Both approaches have strengths and weaknesses, and are appropriate for different neighborhoods at different times. In developing these recommendations, the study committee reached a consensus on a structured approach for identifying and classifying neighborhoods at the tipping point. The following recommendations outlines this approach.



Neighborhoods need help assessing their health and getting resources and assistance to make improvements. While many tools are already in place, they need to be expanded so that residents and neighborhood organizations can more readily use them.

ASSESSING NEIGHBORHOOD HEALTH

1. The City of Jacksonville's Planning and Development Department should provide the tools necessary for neighborhood associations to assess current conditions in their neighborhood and plan for improvements. To do this, the Planning and Development Department should continue to develop its neighborhood indicator project, making it widely available for all neighborhoods to assess their health by 2004.
2. The Planning and Development Department should provide technical assistance to neighborhood associations to develop an expanded set of neighborhood-level, quality-of-life indicators. The expanded set of indicators should take into consideration all ten factors that can tip a neighborhood toward decline (see page 9, "Factors that tip a neighborhood").
3. The Planning and Development Department should develop a classification system for neighborhoods to identify appropriate steps toward improvement, based on the ten factors that can tip a neighborhood toward decline. The classification system should not be designed as labels and should not be assigned without input from residents. The following are suggested classifications:
 - Characteristics of a **stable** neighborhood may include a clean appearance, existence of an active neighborhood association, and healthy commercial corridors.
 - Characteristics of an **at-risk** neighborhood may include environmental threats such as contamination, a concentration of pawnshops, package stores and other commercial activity that do not contribute to a healthy neighborhood, and decreasing homeownership rates.
 - Characteristics of a **declining** neighborhood may include high crime rates, abandoned homes and storefronts, and unsafe infrastructure.
 - Characteristics of an **improving** neighborhood may include infrastructure improvements, neighborhood participation in leadership training opportunities, and community monitoring of streets through a Neighborhood Watch.
 - Already identified characteristics of an **Intensive Care Neighborhood** include school performance, crime rates, housing conditions, condition of infrastructure, community development, and availability of social services.
4. The Neighborhoods Department should develop and distribute widely a toolkit for neighborhood improvement, based on the "Pathway to Neighborhood Improvement" chart from this study report's Appendix. The toolkit should include existing materials about community organizing, this study report, and City publications. It should also outline steps that stable, at-risk, declining, improving, and Intensive Care Neighborhoods can take to maintain or improve their health. The toolkit should also include:

- a brochure, produced in partnership with homebuyers, realtors, title companies, and management companies, explaining how residents can find information about future land-use changes, covenants, zoning permits, and road projects affecting their neighborhood;
 - a model timeline for neighborhood improvement, to illustrate the steps to be taken to improve a neighborhood; and
 - a phone number reference list residents can use to call the agency or organization responsible for specific neighborhood maintenance problems.
5. The six Neighborhoods Coordinators should work with neighborhood associations to develop specific plans for improvement, based on the toolkit, and assist associations to obtain necessary resources to implement those plans.

In addition to providing tools for assessing neighborhood health, the Jacksonville community should assist neighborhoods to gain access to information, strengthen neighborhood associations, improve neighborhoods' visual appearance, and gain support from landlords.

OBTAINING INFORMATION

6. The Neighborhoods Department should provide callers to City Link with an anticipated timeframe for resolution of their problems and steps to follow up if problems persist.
7. JaxGIS should provide online maps detailing neighborhood roads and the public agency responsible for each, including contact information.
8. Following the Neighborhoods Department development of the toolkit, BellSouth and other phonebook directory companies should include the phone reference list of agencies responsible for neighborhood maintenance in their phonebooks.

STRENGTHENING NEIGHBORHOOD ASSOCIATIONS

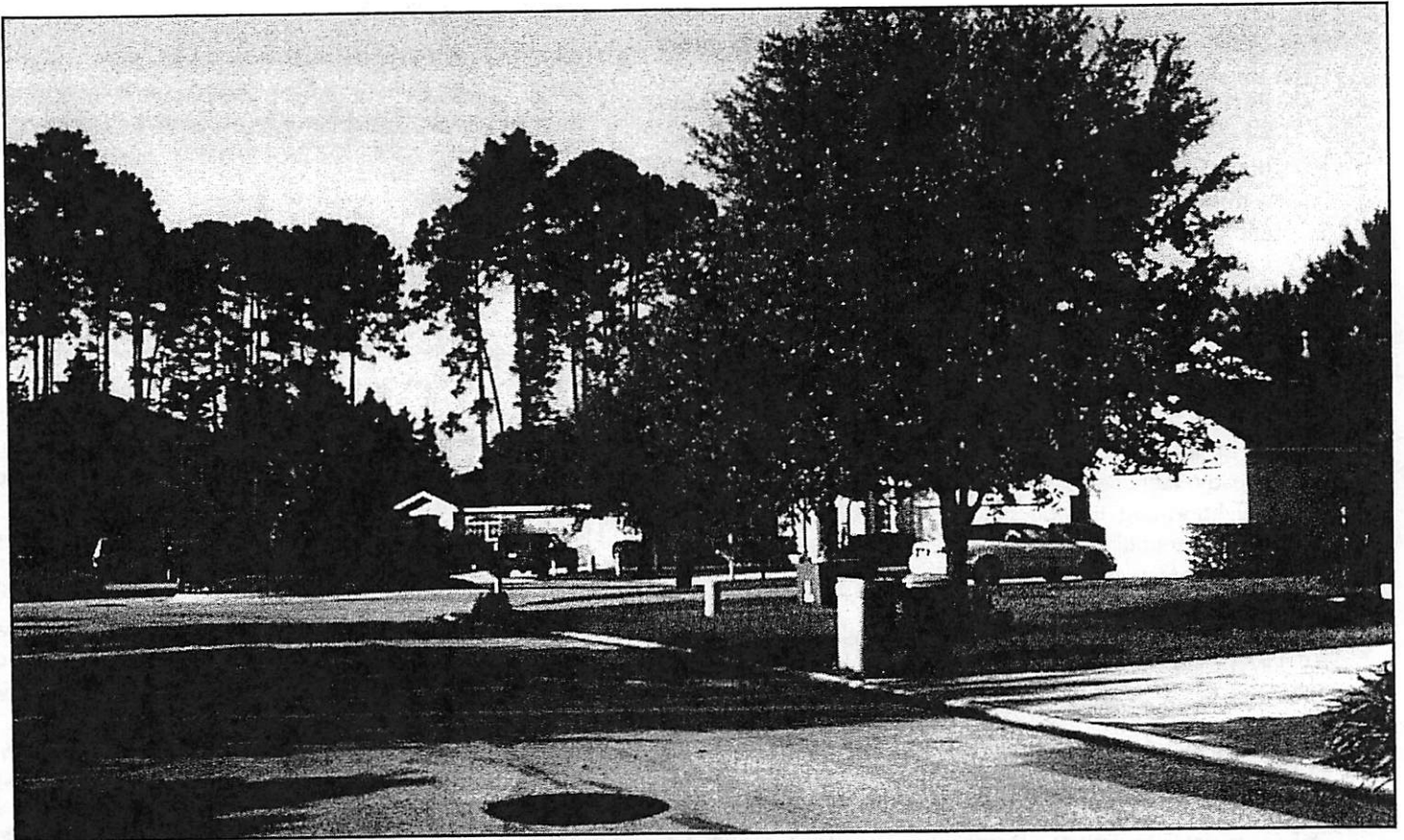
9. The Neighborhoods Department should strengthen neighborhood associations by:
 - offering more frequent leadership training opportunities and new programs to link seasoned neighborhood leaders as mentors for less experienced leaders; and
 - encouraging residents to get to know each other and interact through regular activities.
10. The City Council should pass legislation that permits a rebate on a portion of ad valorem taxes to new and existing businesses that demonstrate active involvement in neighborhood associations.
11. The Housing Partnership of Jacksonville, Habijax, the Jacksonville Urban League, and the City's Headstart-to-Homeownership program should educate first-time homebuyers receiving down payment assistance on the benefits of joining or starting a neighborhood association.

IMPROVING NEIGHBORHOODS' VISUAL APPEARANCE

12. The City Council should amend existing laws and create new ones that stop the spread of visual blight. Specifically, the City Council should:
 - amend City Codes so that the property safety code enforcement procedures resemble the zoning code enforcement procedures and inspectors may cite a property without receiving a citizen complaint; and
 - return responsibility for sidewalk and curb maintenance to the Public Works Department.
13. The Clean It Up, Green It Up Division should:
 - develop a long-range maintenance and replanting program that preserves and protects the neighborhoods' tree canopy; and
 - educate property owners as to appropriate tree planting for sidewalk maintenance.

GAINING SUPPORT FROM LANDLORDS

14. The City Council should require private landlords to hold an annually-renewed occupational license, which must be held individually, not by a company.
15. The Jacksonville Landlord Network should be a positive force in neighborhood improvements. Specifically, the Jacksonville Landlord Network should:
 - encourage private landlords to improve property maintenance; and
 - encourage landlords to participate in neighborhood associations
16. The Neighborhoods Department should recognize the Best Landlord of the Year at the annual Mayor's Neighborhood Summit.



References

The following written materials offered useful information related to the study issue.

- Robert D. Putnam, **Bowling Alone: The Collapse and Revival of American Community**, Simon and Schuster, 2000.
- Malcolm Gladwell, **The Tipping Point: How Little Things Can Make a Big Difference**, Little, Brown and Company, 2000.
- Paul S. Grogan and Tony Proscio, **Comeback Cities**, Westview Press, 2000.
- John P. Kretzmann and John L. McKnight, **Building Communities from the Inside Out: A Path Toward Finding and Mobilizing Community Assets**, ACTA Publications, 1993.
- Sean Zielenbach, **The Art of Revitalization: Improving Conditions in Distressed Inner-City Neighborhoods**, Garland Publishing, 2000.
- Jane Jacobs, **The Death and Life of Great American Cities**, Random House, 1961.
- UNC Charlotte Department of Geography and Earth Sciences, **Charlotte Neighborhood Quality of Life Study 2002**, UNC Charlotte.

Resource People

The JCCI study process relies on information supplied by knowledgeable resource people, in addition to published reference materials. We wish to thank the following for their contributions to this study.

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Committee Membership and Work

Committee members met together 25 times from October through April. In addition, the management team met many times to provide guidance and direction for the study. The committee received information from 37 knowledgeable resource people and additional written materials researched by JCCI staff.



Randy Evans, Chair

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A PATHWAY TO NEIGHBORHOOD IMPROVEMENT

Steps you can take to improve your neighborhood

Organize your neighborhood for action. While it takes only one person to make a difference, that person has the greatest impact when others join and become involved.

- **Reach out** beyond homeowners to landlords, tenants, businesses, places of worship, and schools in your neighborhood.
- **Start** a neighborhood association that meets regularly.
- **Define** the boundaries of your neighborhood and register with the City's Planning and Development Department and the Neighborhood Services Division.
- **Focus** on a single issue in the beginning, so the group has a clear purpose.
- **Assign** duties to as many people as possible by developing a Board of Directors and encourage participation in leadership development workshops.

Forming an organization

- Greater Englewood Neighborhood Association 739-9976
- Jacksonville Area Legal Aid, Inc. 356-8371, Ext. 332.
- Old Arlington, Inc. 743-3385
- Riverside Avondale Preservation, Inc. 389-2449
- San Marco Preservation Society 448-6820
- Springfield Preservation and Revitalization Council 353-7727
- Murray Hill Preservation Association 371-3292

Diagnosing Problems

- JaxPride 398-4646
- Planning and Development Department 630-1900

Making a plan

- Neighborhood Services Department 630-CITY
- LISC/Jacksonville 353-1300

Assess strengths and weaknesses of your neighborhood and its adjacent areas.

- **Consult** "Factors that tip a neighborhood" on page 9 of this study report and discuss these ten aspects of your neighborhood.
- **Call** JaxPride to schedule a Neighborhood Inventory of Visual Pollution seminar.
- **Identify** upcoming changes to your neighborhood as well as adjacent areas that impact your neighborhood by attending your CPAC meeting and consulting with a City planner.
- **Call** the City's Planning and Development Department to access their indicators, which should become available by 2004.

Obtaining resources for:

- **Housing and community issues**
Housing Services Division, COJ 630-7000
Community Development Division, COJ 630-7030
Housing Partnership of Jacksonville 398-4424
Habijax 798-4529
Operation New Hope 354-4673
Duval County Housing Finance Authority 353-0486
Builders Care, Inc. 737-3443
Northeast Florida Community Action Agency, Inc. 358-7474
Jacksonville Urban League 366-6485
- **Schools**
Kesler Mentoring 224-2400
Full Service Schools Program 390-3247
Project Reach 764-4662
Team-Up 630-6401
Partnership to Advance School Success 348-5757
Communities-In-Schools 354-5918
Junior Achievement 398-9944
Take Stock in Children 322-4673
- **Business**
Jacksonville Chamber of Commerce - Small Business Center 924-1100
Jacksonville Economic Development Commission 630-1858
First Coast Black Business Investment Corporation 634-0543
Core City Business Incubator, Inc. 355-0000
Park and King Association 389-0355
Southside Businessmen's Club 396-5559
Urban Core Enterprises, Inc. 301-3760

Call the Neighborhoods Department (630-CITY) for a toolkit detailing action steps appropriate to your neighborhood.

- **Plan** a project that gives your neighborhood an early success.
 - A first-time success will energize neighbors and keep them involved.
- **Network** with agencies and organizations working in neighborhoods, such as those listed in the Appendix.
 - Help is available, but you have to seek it out. The help does not come to you.
- **Keep at it.** Neighborhood change takes time and does not always happen according to plans.

Implementing a plan for:

- **Safety**
Neighborhood Partnership for the Protection of Children 348-3251
Mad Dads 388-8171
The Justice Coalition 783-6312
Sheriff's Advisory Councils (ShAdCos) 630-2161
ICARE 633-9340
- **Environment**
Apartment Recycling 910-3302
St. Johns River Water Management District 730-6258

Previous JCCI Studies

JCCI studies may be downloaded from our website at www.jcci.org.

STUDY	CHAIR	STUDY	CHAIR
1977 Local Government Finance	Robert Davis	1991 Adequate Water Supply	Russell B. Newton Jr.
1977 Housing	Thomas Carpenter	1991 Positive Development of Jacksonville's Children	Henry H. "Tip" Graham
1977 Public Education (K-12)	Robert W. Schellenberg	1992 Long-Term Financial Health of the City of Jacksonville	Mary Alice Phelan
1978 Public Authorities	Howard Greenstein	1992 Young Black Males	Chester A. Aikens & William E. Scheu
1978 Strengthening the Family	Jacquelyn Bates	1993 Planning for Northeast Florida's Uncertain Military Future	David L. Williams
1979 Citizen Participation in the Schools	Susan Black	1993 Public Education: The Cost of Quality	Royce Lyles
1979 Youth Unemployment	Roy G. Green	1994 Reducing Violence in Jacksonville Schools	Dale Clifford
1979 Theatre Jacksonville	Richard Bizot	1994 Jacksonville Public Services: Meeting Neighborhood Needs	Michael Korn
1979 Civil Service	Max K. Morris	1995 Teenage Single Parents and Their Families	Afesa Adams
1979 Planning in Local Government	I. M. Sulzbacher	1995 JAXPORT: Improvement and Expansion	Jim Ade
1980 Capital Improvements for Recreation	Ted Pappas	1996 Creating a Community Agenda: Indicators For Health and Human Services	Bruce Demps
1980 But Not In My Neighborhood	Pamela Y. Paul	1996 Leadership: Meeting Community Needs	Bill Brinton
1980 The Energy Efficient City	Roderick M. Nicol	1997 Improving Public Dialogue	Jim Crooks
1981 Coordination of Human Services	Pat Hannan	1997 Transportation for the Disadvantaged	Cathy Winterfield
1981 Higher Education	R. P. T. Young	1997 Children with Special Needs	Virginia Borrok
1982 Disaster Preparedness	Walter Williams Jr.	1998 The Role of Nonprofit Organizations	Sherry Magill
1982 Teenage Pregnancy	Mari Terbrueggen	1998 Incentives for Economic Development	Henry Thomas
1982 Downtown Derelicts	Earle Traynham	1999 Improving Adult Literacy	Edythe Abdullah
1983 Mass Transit	David Hastings	1999 Arts, Recreation and Culture in Jacksonville	Ed Hearle
1983 Indigent Health Care	Linda McClintock	2000 Affordable Housing	Bill Bishop
1984 Jacksonville's Jail	Eleanor Gay	2000 Improving Regional Cooperation	Jim Rinaman
1984 Growth Management	Curtis L. McCray	2001 Services for Ex-Offenders	Dana Ferrell Birchfield
1985 Visual Pollution	Doug Milne	2001 Growth Management Revisited	Allan T. Geiger
1985 Minority Business	Jack Gaillard	2002 Making Jacksonville a Clean City	Brenna Durden
1986 Private Delivery of Public Services	George Fisher	2002 Beyond the Talk: Improving Race Relations	Bruce Barcelo
1986 Mental Health and Drug Abuse Services for Children and Youth	Flo Nell Ozell	2003 Public Education Reform: Phase One: Assessing Progress	Brian Davis
1987 Child Day-Care Services	George W. Corrick		J.F. Bryan
1987 Infrastructure	Joan Carver		
1988 Local Election Process	Jim Rinaman		
1988 School Dropout Prevention	Gene Parks		
1989 Reducing the Garbage Burden	Jack F. Milne & James L. White III		
1989 Independent Living for the Elderly	Roseanne Hartwell		
1990 Future Workforce Needs	Yank D. Coble Jr.		
1990 Philanthropy in Jacksonville	Juliette Mason		



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