

**PROPOSED AMENDMENT TO THE CITY OF JACKSONVILLE CHARTER  
CREATING AN URBAN CORE DEVELOPMENT AUTHORITY**

**ARTICLE \_\_\_ URBAN CORE DEVELOPMENT AUTHORITY**

**Section \_\_.01. Authority created; purpose.**

(a) *Purpose.* There is hereby created and established the Urban Core Development Authority ("UCDA") of the Consolidated City of Jacksonville which shall provide a singular focus on the infrastructure, governmental service needs and economic development of the Urban Core area; establish and implement a master plan and coordinate public and private resources to address and resolve the poverty, socioeconomic and other disparities of the Urban Core area; collect data and undertake research as necessary to establish benchmarks against which progress can be monitored and measured; provide leadership and work collaboratively with other governmental agencies, departments, nonprofit organizations and community groups to provide the cohesive engagement necessary to address the multifaceted issues and deficits of the Urban Core area; and seek, apply and administer the resources and assets necessary to empower the citizens of the Urban Core area in redeveloping and improving their community in order that it may become a healthy and viable participant in the growth and prosperity of the City of Jacksonville. The UCDA shall assure the promises of consolidation to the Urban Core area are finally met; establish short term and long term goals and performance expectations which shall be regularly evaluated and reported to the public; and shall assure implementation of initiatives that provide maximum benefits to the community and the health, welfare and economic prosperity of its residents.

(b) *Authority created.* The UCDA shall be the sole development and community redevelopment agency for the Urban Core area, as defined by Section \_\_.03, Charter, for the City of Jacksonville pursuant to F.S. Ch. 163, Pt. III, as amended, and shall also act, within the boundaries of the Urban Core, as the public economic development agency as defined in F.S. §288.075, assigned to promote the health, safety, welfare and economic business interests in the Urban Core area.

**Section \_\_.02. Findings.**

(a) In 1968, the newly formed Consolidated City of Jacksonville covenanted with its citizens that the Consolidated City would furnish governmental services throughout the community, including childcare, fire protection, health, hospital, library, police protection, recreation and parks, and welfare services. Charter, Section 2.04. In addition, special consideration was given to the area which had constituted the original city of Jacksonville, "the first urban services district." In addition to streets and highways and other general services, the Consolidated City promised to provide "water supply, sanitary sewers, street lighting, street cleaning, and garbage and refuse collection." Charter, Section 2.05. As stated in the 1966 Blueprint for Improvement of the City of Jacksonville:

If we are to prosper as an economic area, as a community of the future, as individuals in pursuit of our goals in life, we must insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments. To settle for anything less will inevitably lead to the compounding of our community problems and the infliction of further personal hardships on our citizens as individuals.”

However, as found by the Task Force on Consolidated Government in its 2014 Blueprint for Improvement II, and notwithstanding the promises of Consolidation and the guarantees of the Charter, “Yet, many neighborhoods [of the Urban Core] still do not have basic public services, such as city water and sewer services, paved roads, and functioning storm water systems, and a renewed commitment to the promise of fundamental government services for all is in order.”

(b) Some 50 years after the citizens of Jacksonville voted for consolidation, and after the residents of the Urban Core were promised they would receive essential services to “insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments,” the Urban Core of the Consolidated City and, in particular, the northwest area of Duval County, continue to have miles of unpaved roads, nonexistent or poorly maintained sidewalks, many homes and businesses without water lines or city sewer services, deteriorating storm sewers and sanitary sewers and a lack of basic city services and infrastructure. Without needed infrastructure and services, economic development has stagnated and as portended by the 1966 Blueprint, this has “inevitably led to a compounding of our community problems and infliction of further personal hardships on our citizens as individuals.”

(c) The Urban Core largely correlates to what is referred to by the Florida Department of Health as Health Zone 1. The data show that the decades of socioeconomic and health and welfare deficits in the Urban Core are incompatible with minimum standards of living for a modern, first world city. This area of Duval County, which includes northwest Jacksonville, has the lowest rates of education, employment and real estate values, the greatest health and infrastructure disparities and the highest crime of any other area. Approximately twice as many residents of Health Zone 1 live below the poverty line than residents of other areas of the county; the unemployment rate is nearly double and the median household income is approximately 40% less than the county as a whole; and residents of Health Zone 1 live 6 years less than their fellow citizens living in other areas of Duval County. The deprivation, poverty and failure of basic health services to the residents of the Urban Core is reflected in the infant mortality rate, a primary indicium of basic health and welfare of a community and its quality of life. A child born to a mother living in Health Zone 1 has a 40% higher likelihood of infant mortality than a child born to a mother living outside Health Zone 1. The infant mortality rate in Health Zone 1 not only leads Duval County, but is one of the highest in the State of Florida, and the nation. Not surprisingly, given the deep poverty and socioeconomic and health deficits in Health Zone 1, this area of Duval County has the highest crime rate and is a major contributor to Duval County leading the state of Florida year after year in homicides per capita.

(d) Given the generational poverty and longstanding disparities in education, health, economic opportunity and infrastructure that define the Urban Core when compared to the rest of

Jacksonville, there is a sense of hopelessness, frustration and a longstanding and strong belief of area residents, which are predominantly African American, that the City has ignored its responsibilities to their community and the promises of consolidation.

- *The 2019-2020 Charter Revision Commission finds that the Urban Core and Health Zone 1 have not received the basic water, sewer, street and other infrastructure services and capital investment which are essential to economic development and the health and welfare of a community; nor have they received the minimum governmental services and socioeconomic support expected of a modern, progressive government and essential to an acceptable quality of life.*
- *The 2019-2020 Charter Revision Commission finds that the substantial disparity in the health, safety and economic development of Zone 1, as compared to other areas and communities of Duval County, has existed for decades and is a major contributor to the generational poverty, crime, unemployment and poor health besetting many residents of this area.*
- *The 2019-2020 Charter Revision Commission further finds that the City of Jacksonville cannot achieve the rightful expectations of its citizenry or fulfill its potential unless and until there is reasonable equality of services, economic development opportunities and quality of education, health and welfare shared by all Duval County residents; that to achieve that goal, it is necessary and proper that an Urban Core Development Authority be created to focus the necessary attention and resources on the Urban Core as defined herein, and assure comparable services and opportunities are available to all areas of the Consolidated City of Jacksonville; and to finally give priority to fulfilling the decades old promise of the Consolidated City of Jacksonville that “we must ensure that our core city is viable and able to speak to the world as a living testimony of our accomplishments.”*

*Note from PHJ for discussion: This seems more appropriate in the final report of the CRC but not necessarily in the Charter or Ordinance Code.*

### **Section \_\_.03.           Boundaries of Urban Core Area.**

For the purposes of this Article, the Urban Core area shall consist of Health Zone 1 less and except that area in Riverside south of I-10 and less and except that area southeast of I-295 near Picketville Road, as shown on the Boundary Map attached. *(Note: PHJ will provide written description of area).*

### **Section \_\_.03           Definitions.**

The following terms shall have the meaning ascribed to them in this Chapter unless the context shall clearly require otherwise:

- (a) *Authority* means the Urban Core Development Authority (“UCDA”).

- (b) *Board* means the governing body of the UCDA selected as herein provided.
- (c) *CEO* means the chief executive officer of the Authority selected by the Board as herein provided.
- (d) *City* means the consolidated City of Jacksonville.
- (e) *Council* means the City Council for the consolidated City of Jacksonville.
- (f) *Program* shall mean any loan, grant, and incentives established by the Authority.  
*(Note from LB: These assume that the Authority will have the same general powers as the DIA). See attached Ordinance that gave initial appropriation for DIA. We will need something similar to this, which may come from funds in the existing CRA within the Urban Core boundaries.*
- (g) *Urban Core area* means the lands described within the boundary of the UCDA Boundary Map.
- (h) *Urban Core Project* means any development, improvement, property, utility, development or redevelopment facility, road, sidewalk, enterprise, service, or convenience, including, without limitation, buildings, public transportation facilities and services, now existing or hereafter undertaken or established, that under the provisions of this Article the Authority or any person or public body on behalf of the Authority is authorized to construct, acquire, undertake, or furnish for its own use or for the use of any other person, firm, or corporation owning, leasing, or otherwise using the same, for any profit or nonprofit purpose or activity, and shall include, without limitation, such repairs, replacements, additions, extensions, and betterments of and to any project as may be deemed necessary or desirable by the Board to place or to maintain such project in proper condition for the safe, efficient, and economic operation thereof.

**Section \_\_.03. Urban Core Development Authority Board.**

- (a) *Establishment.* There is hereby established a Board to be known as the Urban Core Development Authority Board (hereinafter known as the “UCDA Board” or “Board”) to act as the governing body for the Urban Core Development Authority.
- (b) *Board Membership; term of office and appointment; removal; vacancies; office-holding.*
  - (1) *Board Membership.* The Board shall consist of nine members, five to be appointed by the Mayor and confirmed by Council and four to be appointed by the Council President and confirmed by Council. Of the four appointed by Council, one shall be a resident or have substantial business interests within the boundaries of the UCDA and one shall be a designee of a current Council Member whose district overlaps with the Urban Core. Of the five appointed by the Mayor, two shall be a resident or have substantial business interests within the boundaries of the UCDA. The remaining five members shall fulfill one of the following categories without duplication: urban

planner, a practicing attorney, a civil engineer, a member of the banking and finance industry, a person with business management experience, a person with an economics background, a person with an education background, a person with a social sciences background, or a person with a public health background. The Board Members shall be Duval County residents. Notwithstanding anything contained herein to the contrary, in the event that a Board Member's category changes for any reason during their term, said Board Member shall continue to be a qualified Board Member for purposes of their category for the duration of their term so long as they continue to meet one of the other listed qualifying categories set forth herein. Said Board Member shall, immediately upon or prior to such change in qualifying category provide written notice stating the change in category with which (and effective date of same) and identify the listed category with which they will continue to qualify and serve by providing such written notice to: (i) the Chair and the CEO of the UCDA; (ii) the Mayor and the Council President; and (iii) the Legislative Services Division (for filing in that Board Member's resolution file). Nothing stated herein shall limit or restrict the removal, vacancy or other qualification requirements as set forth in the Ordinance Code.

- (2) *Term of office and appointment.* Members shall be appointed for four-year staggered terms, expiring on June 30 of the subject term. Of the initial appointments, three members shall serve for four-year full first terms, three members shall serve three-year staggered terms, and two members shall serve for two-year staggered terms. No member shall serve for more than two consecutive full terms; but appointments to fill vacancies for partial terms (less than 50 percent of a full term) and initial appointments under the preceding sentence serving a term that is for three or less years shall not be deemed to be full terms.
- (3) *Removal.* Members appointed by the Mayor shall serve at the pleasure of the Mayor and may be removed at any time by the Mayor with Council approval. Members appointed by the Council shall serve at the pleasure of the Council and may be removed at any time at the pleasure of the Council.
- (4) *Vacancy.* A Board member's term shall automatically expire and his or her office shall be deemed vacant for purposes of appointment of a new member if, while in office, he or she ceases to be qualified for membership under the provisions of (b)(1) herein or any other laws or regulations.
- (5) *Office-holding.* The Board membership shall be considered an office and limited by the office holding provisions as provided for under the Florida Constitution. No Board Member shall be eligible to serve as a member of the Board while holding other office or being an employee of the City. All Board Members shall be required to take an oath of office required by the City Officials and found in Chapter 2 (Oaths), Section 2.101 (Oaths of public officials), Ordinance Code.

(c) *Organization and proceedings*

- (1) *Officers.* The Mayor shall appoint the initial Chairman of the Board from among its members to serve for a one-year term commencing on July 1. Thereafter, such Chairman shall be appointed by a majority vote of the Board to serve for a one-year term, commencing on July 1 of each year. The Board may appoint other members of its body to serve in other roles and perform such other duties as may be delegated to that person by the Board from time to time or established in the Board Bylaws or Rules.
- (2) *Rules of procedure.* The Board shall establish rules of procedure necessary to its governing and the conduct of its affairs, consistent with the applicable provisions of the Ordinance Code.
- (3) *Meetings.* The Board shall hold at least one regular meeting every three months, and such additional meetings as may be needed from time to time. Special meetings may be held when called in the manner provided in the rules of the Board and in accordance with applicable laws. All meetings of the Board shall be open to the public and compliant with the Sunshine Act under F.S. Ch. 286, as amended from time to time.
- (4) *Voting; quorum.* All decisions and recommendation of the Board shall require a concurring vote of a majority of the members present and voting. Five members shall constitute a quorum. Tie votes shall result in the subject agenda item being continued to the next meeting of the Board.
- (5) *Notice.* Notice of meetings shall be posted three business days in advance (1) in writing in the lobby of City Hall, (2) on the City's on-line web calendar located at [www.coj.net](http://www.coj.net) (3) electronically in a prominent location on the UCDA website, and (4) electronically by emailing notice on the "CITYC" emailing system. No other advertisement or notification is required, except as may be required otherwise pursuant to the *Ordinance Code* or *Florida Statutes*.
- (6) *Compensation.* Board members shall serve without compensation, pension or retirement benefits; however, they may be reimbursed for travel and other expenses as allowed by the *Ordinance Code*.
- (7) *Compliance.* The Board shall be subject to the provisions of Chapter 50, (Organization of Boards and Commissions), *Ordinance Code*, except as may be otherwise set forth in this Article.

**Section \_\_.04.        Functions and duties.**

- (a) The Board shall have the following powers and duties, subject to appropriated funds, within the Urban Core area:
  - (1) Appoint a Chief Executive Officer ("CEO"), prescribe his or her duties, and fix his or her compensation which shall be paid from funds available to the Authority in the

same manner as City Employees are paid. Qualifications of the CEO position shall include a background in urban core redevelopment or similar capacity with an understanding of the relationship between socioeconomic factors such as health, education, crime, environment, poverty, community and family issues. A minimum of five years of progressively responsible experience in the above field, at least four of which should be in supervisory or consulting roles, or an equivalent of training and experience is required. The candidate must be in possession of a bachelor's degree or higher from an accredited college or university, with a strong preference for a master's degree. Such CEO shall have the authority to, subject to available funding, appoint, employ and/or remove such additional staff as is deemed necessary for the activities of the office. All employment matters shall be handled in accordance with City Human Resource policies and requirements, and with assistance from the City's Employee Services Department.

- (2) Negotiate and approve economic development agreements without further City Council approval provided they meet certain pre-approved standards and forms.
- (3) Develop and interpret an Urban Core master plan and approve urban core development and redevelopment.
- (4) Receive, dispose of, and bond authorized revenues.
- (5) Establish, operate, license and lease public facilities within the defined Urban Core.
- (6) Acquire, manage, lease, operate and sell property.
- (7) Prepare reports, plans, studies and proposals for Urban Core redevelopment, among other powers, subject to certain City Council approvals.
- (8) Create an incentive-based approach for certification/approval of projects. If a developer/project moved forward without the support of the UCDA, the Authority could express its concerns to the City Council as appropriate.
- (9) Develop a longitudinal master plan to strategically and collaboratively set priorities for the Urban Core's greatest needs, in addition to five year action plans.
- (10) Produce an annual report on progress toward specific goals in the master plan.

**Section \_\_. 05. Funding and Operations.**

(a) *Project and Program Funding.* The Authority may fund Urban Core Projects, CRA Projects, and Programs included in any community redevelopment plan from the applicable CRA Trust Fund. Additionally, Urban Core Projects, CRA Projects, and Programs may be funded from the Authority's approved annual budget or by separate City Council appropriation ordinance.

(b) *Approval of budget.* The fiscal year of the Authority shall commence on October 1 of each year and end on the following September 30. The Authority shall prepare and submit its budget to the Mayor in the manner provided in Section 106.204(c), *Ordinance Code*.



Attachment - A

### Proposed UCDA Boundary Map

