



North Florida

SPRINGFIELD PRESERVATION AND REVITALIZATION (SPAR)

Enhancing Growth while Preserving Essence & Diversity



TECHNICAL ASSISTANCE PANEL | APRIL 4 & 5, 2022

About the Urban Land Institute (ULI)

The Urban Land Institute (ULI) is a nonprofit education and research institute supported by its members. Its mission is to shape the future of the built environment for transformative impact in communities worldwide. Established in 1936, ULI has more than 46,000 members worldwide representing all aspects of land use and development disciplines. The North Florida District Council was formed in 2005 and has approximately 550 members in 34 counties, including the cities of Jacksonville, St. Augustine, Gainesville, Tallahassee, Panama City and Pensacola.

What are Technical Assistance Panels (TAPs)?

The Technical Assistance Panel program is an advisory service available to a community, nonprofit, public entity or private enterprise that is facing real estate or land-use issues. Typically, a two-day session, the TAP program brings together a cross-section of experts who do not have a vested interest in the project to examine the issues from multiple angles and produce recommendations and implementation strategies based on market conditions, sound information, community realities, and best practices. The District Council assembles a panel of ULI members chosen for their knowledge of the issues facing the client. The interdisciplinary team may include land planners, architects, market and financial analysts, developers, engineers, appraisers, attorneys and/or brokers who are well qualified to provide unbiased, pragmatic advice on complex real estate and land-use issues.

To ensure objectivity, panel members cannot be involved in matters pending before the client, currently work for the client or solicit work from the client during the six months following the TAP program. In addition, they are not compensated for their time, but they are reimbursed for out-of-pocket expenses, such as overnight lodging and transportation to attend the TAP.

How Does the Program Work?

TAP members are briefed on the issues facing the client and receive detailed information relevant to the assignment including project history, detailed maps of the study area, relevant demographics and other relevant data necessary for an understanding of the task at hand. During the two-day program, TAP members tour the study area, interview stakeholders (business owners, city council members, etc.), and work collaboratively to produce preliminary findings and recommendations which are presented at the end of Day 2 to the client. A complete report follows within about six to eight weeks with detailed recommendations.

ULI Advisory Services identify creative, practical solutions for complex land use and development challenges.

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PHOTO: TAP Panelists discussing the scope of work and recommendations

Sponsor and ULI Participants

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Springfield Preservation and Revitalization
(SPAR)

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TAP SCOPE

The Technical Assistance Panel (TAP) was asked to examine the current residential and commercial zoning and land use in Historic Springfield and recommend ways to enhance growth while maintaining the essence and diversity of the neighborhood. Specifically, the TAP was asked to consider the following key issues:

- Encourage businesses to come into commercial corridors and nodes throughout the historic district
- Identify the appropriate residential density and land uses for Historic Springfield
- Encourage diversity and inclusivity in Historic Springfield
- Identify civil infrastructure deficiencies and improvement plans

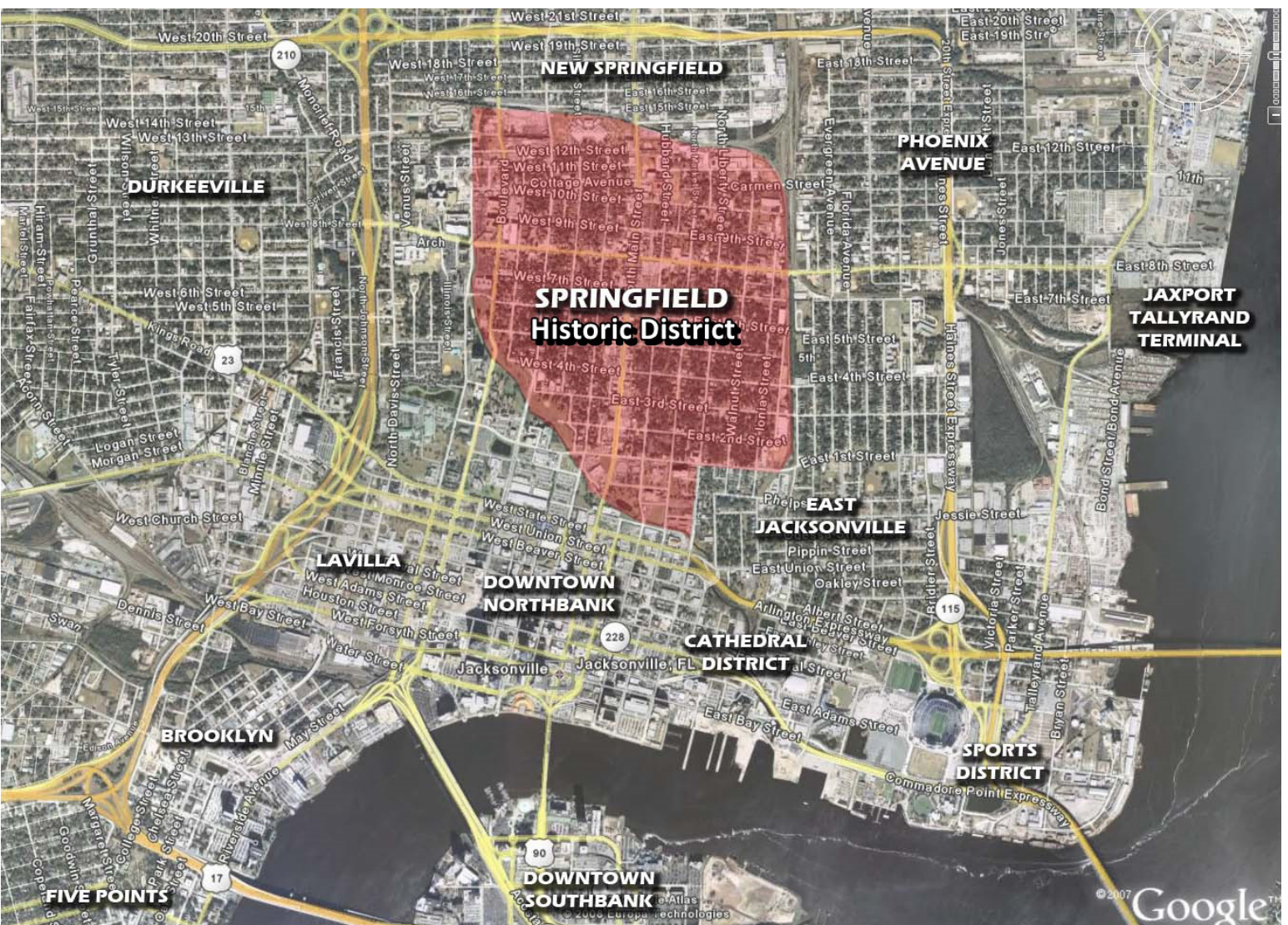


Image from The JAXSON

PANEL PROCESS

The ULI North Florida District Council assembled a group of accomplished ULI members who have expertise in urban design and landscape architecture, real estate development, land planning and zoning, and historic preservation, making for an intensive two-day workshop to address the challenges facing Springfield.

Prior to convening, TAP members received information on Springfield Preservation and Revitalization (SPAR), the Springfield community, including demographics and market profile, historic preservation guidelines, land use and zoning maps, a Jacksonville housing market analysis report, transportation and the proposed Emerald Trail and Ultimate Urban Circulator (U2C), Hogan's Creek restoration, and the Jacksonville Urban Core Vision Plan.

Orientation on Day 1 included an introductory SPAR presentation by Kelly Rich, Executive Director; Tim Hope, President, SPAR Board of Directors; John Shermetaro, SPAR Treasurer; board members Christine Lane and Bryant Shumaker, and Todd Hollinghead, Past President. A tour of the study area was followed by interviews with Michelle Calcote King, Principal, Reputation Ink; Minister Thornton Brown, Westside Church of Christ; Ralph Davies, Chief Investment Officer, Future of Cities; Bill Hoff, Social Worker, U.S. Department of Veteran Affairs; Bill Joyce, P.E., Operations Director, City of Jacksonville Public Works Department; Susan Kelly, City Planner Supervisor, City of Jacksonville, and Arimus Wells, Planner, City of Jacksonville. On Day 2 the panelists met with Alex Sifakis, President, JWB Real Estate Capital.

During these interviews, the panelists learned about the interviewees' affiliations with Springfield, heard their viewpoints on the neighborhood, and discussed possible solutions to the issues presented.

By the end of Day 2, the ULI panel addressed the SPAR staff and Board members and shared their observations and recommendations.



TOP: TAP panel touring Springfield, BOTTOM: TAP panel presentation

EXECUTIVE SUMMARY

Historic Springfield is Jacksonville's oldest existing neighborhood and known for its architectural beauty. Covering nearly one square mile just north of Downtown Jacksonville, the district includes 1,888 historic structures and 115 landmark buildings and is comprised largely of two-story single-family homes. N. Main Street is the major commercial corridor that connects Springfield to Downtown.

The neighborhood is well situated with easy access to and from I-95, Downtown, UF Health, Jacksonville International Airport, public bus routes, and two planned initiatives: the Ultimate Urban Circulator (U2C) and the Emerald Trail.

Once home to more than 13,000 residents, Historic Springfield has seen decades of decline as part of a mass migration to area suburbs, leaving the area with increased drugs and blight. The area's stormwater management system is stressed, and there are areas of flooding during heavy storms.

Springfield Preservation and Revitalization (SPAR) was created in 1974 to preserve the neighborhood's historic character. In 2000, the Springfield Zoning Overlay was created as part of an effort to gentrify the area. It includes all of Historic Springfield with the exception of a section of N. Main Street from 7th to 12th Streets.

During the past decade the image of Historic Springfield has improved and the area has seen a resurgence. Population has increased 8.5 percent since 2010 to 4,043 with a median income of \$44,489; home prices and rents have soared. However, gentrification is changing the demographic mix. In addition, while some new businesses have opened in the area, the community lacks sufficient neighborhood commercial retail due to low residential density.

SPAR seeks to grow the community, while maintaining Historic Springfield's diversity, inclusivity and affordability. The biggest barrier to growth is the zoning overlay amended in 2000, which restricts multifamily development. Reforming such laws is crucial for areas like Springfield to stay economically dynamic in today's economy.

The ULI North Florida Technical Assistance Panel (TAP) was tasked with recommending ways to encourage business development, identify appropriate residential density and land use, encourage diversity and inclusion in the district and identify civil infrastructure deficiencies and improvement plans.

High Priority Items

Priority areas identified by the ULI Panel:

- 1. Update the Springfield Neighborhood Action Plan**
- 2. Better define the neighborhood brand**
- 3. Revise the overlay to enable greater multifamily development and density**
- 4. Cluster commercial development**
- 5. Consider a retail market study**
- 6. Incorporate the values of diversity & inclusion throughout SPAR's vision**

Recommendations

Update the Neighborhood Action Plan

Historic Springfield's Neighborhood Action Plan was developed in 1977. A new Neighborhood Action Plan is needed to incorporate today's vision, goals and opportunities for the community to grow.

Rethink your Brand

There is more to Springfield than its historic homes. The brand should focus on the architecture as well as the character of the neighborhood and its people. Create a name for the district (e.g., The Porch District) and a tag line. Historic district should not be the lead.

Business Development

Short Term (1-3 years)

1. Conduct a retail market study to determine development potential and tenant types based on current market conditions. Have next steps to attract developer/tenant ready to implement as market study shelf life is short.
2. Encourage higher density development on N. Main Street. To create critical mass, cluster business development from 6th to 10th, initially concentrating around 7th and 8th and immediate side streets. Another area for commercial development is between Phelps and 2nd Street. Work with the Office of Economic Development to provide incentives to bring small businesses into the area. (See Appendix for tax incentive and grant programs.)
3. Identify nodes of special interest, such as N. Main/8th Street and the southern gateway to determine what types of businesses and/or mixed-use development would be appropriate.
4. Create a map that displays development opportunities including available lots and vacant buildings. SPAR should serve as a clearinghouse or information resource for development. Map development opportunities.
5. Establish relationships with property owners in the "zone" as part of an effort to market the neighborhood and identify properties for sale.
6. Add residential density through multifamily development infill where currently feasible.

Medium Term (3-5 years)

1. Make overlay changes conducive to businesses; e.g., allow sidewalk dining, rooftop bars, additional restaurant seating capacity, etc. Identify what types of businesses Springfield wants and doesn't want in the community so you can modify land uses consistent with Historic Springfield's new vision.
2. Streamline the approval process for historic preservation with consistent guidelines that are readily accessible to developers.

Long Term (5+ years)

1. Expand commercial sidewalk width to enable outside dining.
2. Add parklets where feasible to activate the corridor with a pedestrian-friendly environment and to enhance the aesthetics of the commercial area.

Diversity and Inclusivity

Short Term (1-3 years)

1. Continue to encourage and expand diversity on the board, including age, race, gender, income strata, sexual orientation, religion, etc.
2. Coordinate with neighborhood churches to engage congregation members in community meetings, events and other activities.
3. Ensure all marketing materials are consistent with a diverse population, using their own words as testimonials to communicate the neighborhood's edgy, hip and creative vibe.
4. Create a Preservation/Restoration Resource "Center" to help people restoring homes navigate what could be a daunting exercise.

Short to Medium Term (1-5 years)

1. Create new events or build on existing ones that encourage cultural individuality, e.g., porch decorating contest week prior to PorchFest.

Medium to Long Term (3-5+ years)

1. Encourage development of a range of housing stock to enable the ability for people from different socioeconomic backgrounds to afford to live in the community. This includes market-rate, workforce, student and affordable housing units.
2. Provide open space with simple outdoor infrastructure and promote a diversity of arts and entertainment that reinforces inclusivity.

Density and Land Use

Historic Springfield once accommodated more than 13,000 residents – three times the current population of 4,043. To attract neighborhood retail businesses, the community needs to increase density. This cannot be accomplished without increasing multifamily development. Minimum lot width and area requirements should be revised to enable multifamily units to be built on smaller lots. Since implementation to higher density requires a shift in approach and vision, the timeline will vary.

1. Consider honoring historic density. Allow single-family properties that were historically multifamily to convert back to multifamily regardless of lot size.
2. Identify appropriate higher density zones closer to N. Main. Multifamily development is appropriate along the commercial corridor from 2nd to 6th and adjoining blocks, as well as along W. 3rd; e.g., abandoned Job Corps building, and adjoining blocks, if part of a planned development approved by the historic commission e.g. 3rd and Main, former Premier Foods site.
3. Ensure multifamily developments in residential zones are consistent with the architectural character of adjoining buildings. Rear alley access should be allowed for parking with 1.5 parking spaces per unit.

4. Consider adding density bonuses in the overlay for income-restricted units (inclusive zoning/mixed-income). These units should be located close to N. Main near public transportation. Opportunity is strongest in the northeast quadrant due to parcel size and adjacent land use.

Infrastructure and Improvement Plans

Current/Ongoing

1. Monitor and report sidewalk issues and needed maintenance in residential and commercial areas.

Long Term (5+ years)

1. Expand sidewalks in the commercial area.
2. Work with City of Jacksonville on digital infrastructure and the expansion of fiber optics.
3. Close Confederate Street to use for stormwater management.
4. Designate a bike corridor/pedestrian corridor from the Emerald Trail to N. Main Street including wayfinding signage to the Springfield Business District. Explore use of “greenback sharrows” (shared lane markings) to visibly identify bike routes.

BACKGROUND

Established in 1869, Historic Springfield is Jacksonville's oldest existing neighborhood. It covers nearly one square mile just north of Downtown and is roughly bounded by 12th Street to the north, 1st Street to the south, Boulevard to the west, and Ionia Street to the east. Adjacent areas include New Springfield to the north, Eastside, Hogan's Creek to the west and Downtown Jacksonville to the south.

Historic Springfield is known for its architectural beauty and was officially placed on the National Register of Historic Places in 1987. Some 1,888 historic structures and 115 landmark buildings are located within its boundaries. A range of architectural styles can be found, including Colonial Revival, Queen Anne, Victorian, Prairie School, Mediterranean and Bungalow. Many of the district's historic homes were designed by Henry J. Klutho, whose own home remains in Springfield.

"There's a saying in Springfield. You come to Springfield for the house, but you stay for the neighborhood."

— Bryant Shumaker
SPAR Board Member



PHOTOS: Springfield homes



LEFT: Photo of a typical alley in the Springfield neighborhood. RIGHT: Henry J. Klutho Park.

A walkable neighborhood, the district is laid out in a grid pattern with named streets running north and south and numbered streets east and west. Historic Springfield is comprised largely of two-story single-family homes with some duplexes and small apartment buildings. Most of the blocks include alleys arranged in an “H” pattern. The alleys can be used for parking cars; however, about half of the alleys are blocked or partially blocked and a few are now home to small or accessory houses. Alleys are for rear lot access only.

Recreational facilities and parks constitute 30.91 acres or approximately 5 percent of Historic Springfield’s total land area. Parks include Henry J. Klutho Park, Liberty Park, Springfield Park, and Warren Schell Park.

Commercial development is largely located along N. Main and 8th Streets, but there are a few businesses in residential areas and on N. Pearl Street, which is zoned commercial, residential and office. Several new businesses have opened in the district, including restaurants, breweries and ice cream shops.

Springfield has easy access to and from I-95 as well as proximity to UF Health to the west on 8th Street. It is a 15-minute drive to Jacksonville International Airport. N. Main and 8th Streets are major thoroughfares and public bus routes. The Jacksonville Transit Authority (JTA) bus system connects Historic Springfield to Downtown, the Entertainment/Sports District, Urban Core neighborhoods and the Northside of Jacksonville. The district will also be included in the planned route of JTA’s Ultimate Urban Circulator (U²C). The Emerald Trail Master Plan includes Hogan’s Creek restoration.

A Main Street improvement plan includes repaving in 2023, reducing lane widths, adding left turn lanes on 1st and 4th Streets, redoing crosswalks and adding overhead HAWK (High-Intensity Activated Crosswalk) signs. Beautification of the median with landscaping and art is planned for 2025.



LEFT, TOP RIGHT, BOTTOM RIGHT: Photos of new businesses that have opened in Springfield.



The Ultimate Urban Circulator (U²C)

U²C is a comprehensive three-phase program to modernize and expand Jacksonville's Skyway.

Phases I and II include converting the existing Skyway superstructure to an elevated roadway for autonomous vehicles, expanding the roadway, and bringing the autonomous vehicles down to street level. In Phase III, U²C will expand into adjacent Downtown neighborhoods, including Springfield.

JTA finalized a contract to build Phase I of the project in February 2022 and was awarded a \$1.72 million RAISE (Rebuilding American Infrastructure with Sustainability and Equity) grant by the U.S. Department of Transportation in support of Phase III. A timeline for U²C completion has not been publicly announced.

The Emerald Trail



Springfield Flooding from Hurricane Irma in 2017

Another planned project is Jacksonville's Emerald Trail, which is estimated to be completed in 2029. It will include more than 30 miles of trails, greenways and parks encircling Jacksonville's urban core and linking at least 14 historic neighborhoods to Downtown, Hogan's Creek, McCoy's Creek and the St. Johns River. A portion of the Emerald Trail will encircle Springfield along Hogan's Creek, the abandoned rail line (aka S Line) and Liberty Street.

The Emerald Trail Master Plan includes Hogan's Creek restoration. A tidal and fresh water creek that empties into the St. Johns River, Hogan's Creek, begins just north of the S-line Rail Trail and runs south along Historic Springfield's western and southern borders. The creek suffers from failing infrastructure, urban development, contamination

and flooding. The goal is to reduce flooding, improve water quality and habitat, and create access and recreational opportunities in and around the creek.

Aging infrastructure is an issue in Jacksonville's urban core, which includes Springfield. There is flooding in certain areas, particularly 7th and Silver and 6th and Market Streets, but vast areas are flooded during major storms and hurricanes. Confederate Street and the dog park in Springfield Park are being adapted to address the flooding issues there.

History

As a community, Springfield has had good times and bad times. The Great Fire of 1901, which decimated much of Jacksonville, was a boon to Springfield. Hogan's Creek, which runs along Springfield's border, protected the neighborhood from destruction. Residents in Downtown Jacksonville fled across the creek to safety and made Springfield their new home.

The housing boom from 1901 to 1920 was followed by a long period of decline. The Comprehensive Zoning Ordinance passed in 1925 classified all of Springfield as "Business A," resulting in the depreciation of residential property values. Many residents left for new residential developments in Jacksonville's suburbs.

Post World War II, the entire country saw a mass migration of urban residents and businesses to the suburbs. Urban areas were left in the dust, and Downtown Jacksonville and Springfield were no different. What's more, consolidation of the City of Jacksonville with Duval County in 1968 ultimately led to greater neglect of the Springfield area, as this small district was now only one mile out of 874 competing for City dollars and services.

By the last half of the 20th century, Historic Springfield was

home to poverty, blight, vacant buildings and store fronts, crime and a drug epidemic. Those who could afford to move did so. Between 1960 and 2010, Springfield's population dropped from 13,113 to 3,726. The number of housing units fell 58 percent from 5,629 in 1960 to 2,340 in 2019.

SPAR was created in 1974 in an effort to preserve the historic character of the area. The organization's mission as established in 2017 is "to ensure Historic Springfield is a preferred place to live and do business by leading programs that drive the preservation, revitalization, and balanced growth of our community."

A number of efforts to revitalize Historic Springfield have been put into place since SPAR was first created. They implemented a Neighborhood Action Plan in 1977, changed most of the commercial zoning back to residential in 1979, and established Historic Preservation Guidelines in 1992.

Springfield Zoning Overlay

In 2000, the Springfield Zoning Overlay was created as part of an effort to gentrify the area by encouraging residential owner-occupancy, allowing for mixed uses and home businesses, and providing performance standards. The overlay prevents new "over-intensive uses" such as rooming houses and treatment centers from opening, as these were considered detrimental to the community. A section of N. Main Street from 7th to 12th Streets, however, was carved out of the overlay.

More than two decades later, the overlay is seen as a barrier to development and revitalization, being too restrictive, overly burdensome and not in keeping with current economic conditions and building standards. Requests for zoning changes are common. In addition, developers complain that the approval process is long and inconsistent, particularly when coupled with the historic preservation approval process.

Another major player in the area's revitalization efforts is LISC, the Local Initiatives Support Corporation. In 2012, they initiated a neighborhood engagement and visioning process for Springfield and Eastside in conjunction with Operation New Hope, a community development corporation. This effort identified five visions for the two communities and key measures that show progress toward each vision. The five visions were: (1) Make it grand...again; (2) Pride in our neighborhood; (3) Creating exceptional neighborhoods together; (4) Investing for stability; and (5) A level playing field.

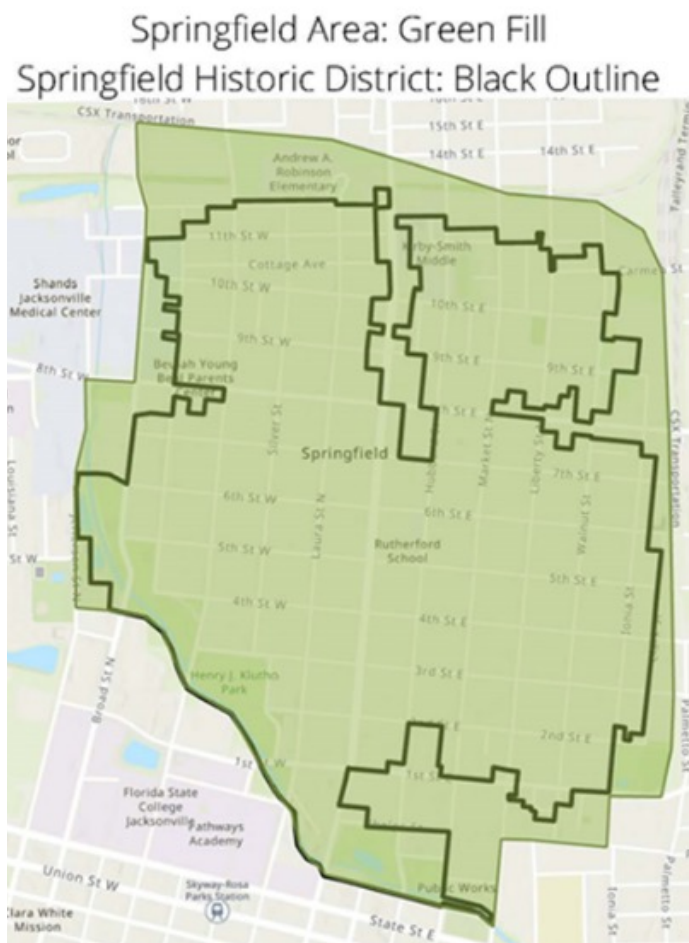


Photo of PorchFest

New life

During the past decade the image of Historic Springfield has improved and the area has seen a resurgence. People from all over Jacksonville and elsewhere have discovered the charms of the community and its potential through SPAR events like the annual Spring Tour of Homes and Gardens, the nationally recognized Jacksonville PorchFest, a free music event held on the front porches of Springfield's historic homes, and various other free programming.

However, Historic Springfield still suffers from a perception of being a high crime area despite the fact that it is relatively safe compared to other areas of Jacksonville. Residents describe the community as warm and friendly with a creative, hip edge.

Springfield's population has increased 8.5 percent since 2010 to 4,043. The population is racially, socially and economically diverse. Median income was \$44,489 as of 2019, which is below the \$58,339 reported for all of Duval County in 2020. Historic Springfield's population is 52 percent white, 37 percent Black and 8 percent Hispanic, and the district has a reputation as an affordable place to live. Once dominated by rental housing, today Historic Springfield is evenly split between owner and renter-occupied units.

“Springfield has always been a diverse community and with the current housing boom, we don’t want to see the diversity of the neighborhood change.”

– Tim Hope, SPAR Board President

Neighborhood Change - Race

Total SPR Population	2010	2020	# Change	% Change
Black Population (#)	1,942	1,504	-438	-23%
Black Population (%)	52%	37%		-15%
White Population (#)	1,542	2,086	+544	+35%
White Population (%)	41%	52%		+11%

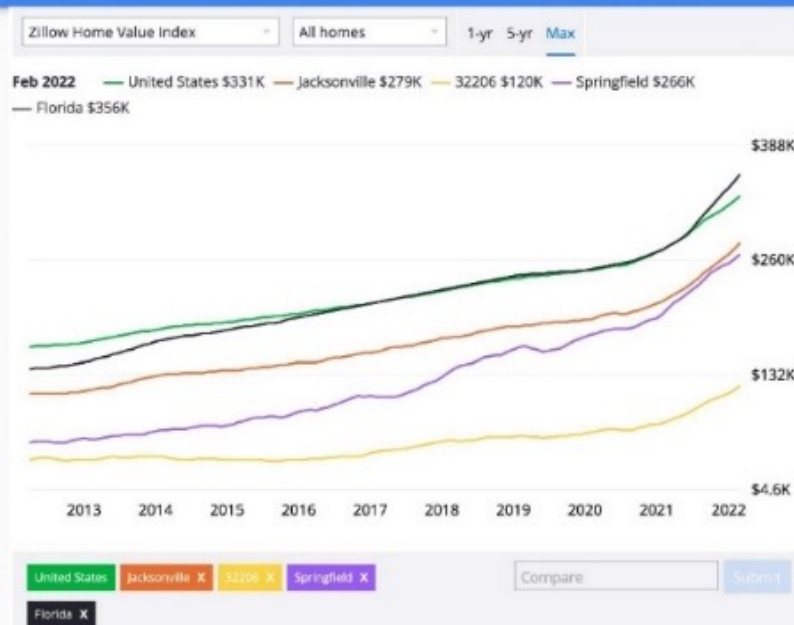
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Neighborhood Change - Home Values

March 2012
\$57,453

March 2020
\$181,000

March 2022
\$266,000



2012-2022
+363%

2012-2020
+215%

2020-2022
+47%

source

221 Zillow®



Photo of PorchFest

Growth, however, has changed the demographic mix. Since 2010, the white population has increased 35 percent and the black population has decreased 23 percent.

Further, as the population increased, the number of housing units actually decreased by 160. With the area's rising profile, fewer units available, and the current "seller's" housing market, Springfield is becoming less affordable. The home value index is up 47 percent since 2020 to \$266,000, according to Zillow. Through October 13, 2021, median sold price was \$350,000 with some houses selling for \$500,000 or more. Like many other cities throughout the U.S., monthly rental costs have skyrocketed and the average monthly rental has increased from \$885 a month to \$1,775 per month.

In Historic Springfield there are 423 vacant lot parcels of which 69 percent are zoned residential, 18 percent commercial and 12 percent evenly divided between government and institutional. Of residential parcels, 66 percent are single family and 18 percent are multifamily.

SPAR seeks to grow the community, while maintaining Historic Springfield's diversity, inclusivity and affordability. There has been developer interest in building multifamily options, but there is community concern that adding market-rate multifamily units could negatively impact economic diversity.

At the same time, some homeowners are opposed to increasing renter-occupied, low-income housing and worry about density's effect on the character of the neighborhood, the availability of parking, which is mostly on-street, and infrastructure. Currently, the stormwater system is stressed and certain areas of Historic Springfield are prone to flooding during heavy storms.

Lack of density has affected commercial development in Springfield. While some new businesses have opened in the past few years, the area is still missing needed resources. Residents would like to see more neighborhood amenities, particularly a grocery store like Trader Joe's.

"There's a need to create density that is both supported by our infrastructure and that offers a variety of options for diversified socioeconomic backgrounds."

— Christine Lane, SPAR Board Member

ANALYSIS

STRENGTHS

Alleys available for parking	Programming – events
Authenticity	Proximity to Downtown Jacksonville
Community engagement	SPAR staff
Creative arts	Strong brand
Diversity	Trees
Easy access to I-95	
Emerald Trail	
Hogan's Creek	
Hospitality	
Local businesses	
Low crime rate	
Neighborhood character	
Parks	
Pride	

OPPORTUNITIES

Boutique hotel ("Porchtique")	Hogan's Creek restoration
Connect to ongoing development	Infill
Co-op type development for groceries	Local (Mom & Pop) grocery/ farmers market
Diversity of product	Main St. as higher density clusters
Embrace new development opportunity (New Springfield)	Market study
Empowerment Zone Employee Credit	Multifamily housing
Engagement of diverse population	Rebranding
Expand façade grants	Resources for historic restoration - workshops, resource bank
Federal Historic Tax Credit	Ultimate Urban Circulator (U ² C)
Gateway	

WEAKNESSES

Recognition of brand
 Consensus building difficulty
 Engagement of diverse population
 No major grocery retailer
 Identity and wayfinding
 Lack of density/rooftops for commercial development
 Leadership diversity – more engagement needed
 Long linear commercial corridor (FDOT)
 Narrow sidewalks
 Perception of violent crime
 Unkempt properties/maintenance of character
 Vacancies and underinvestment
 Zoning/overlay barriers to development

THREATS

Aging infrastructure – road, sidewalks, utility, stormwater
 Competing neighborhoods and districts
 Gentrification
 Historic district – "So what?" (Define for Springfield)
 Jacksonville sprawl
 Livelihood of alleys
 Sea level rise - flooding
 Transitions of leadership
 Supportive services



Abandoned buildings in Springfield

Historic Springfield is on the rise as evidenced by the increase in population and influx of several new businesses. It is an ideal location for people looking for an urban lifestyle featuring parks, historic architecture and walkability. There is a sense of authenticity that permeates the area.

SPAR has done an excellent job in raising awareness of the community through programming and sponsored events that draw people from all over Jacksonville and the surrounding areas. While the historic brand is strong, there is more to Springfield's story than historic homes. It's an emerging neighborhood and its vitality needs to be communicated. A rebranding effort would help communicate the hip, edgy, creative vibe and lifestyle that residents describe. In addition, SPAR may be able to map vacant parcels available for development and all the info needed as part of a marketing campaign.

A tour through the community away from the main thoroughfares speaks to the character, creativity and charm of the neighborhood with its tree-lined streets and distinctive architecture. Residents' sense of pride and engagement is strong, and the neighborhood is friendly, diverse and inclusive.

The district's close proximity to Downtown Jacksonville and its cultural, sports and entertainment venues are a plus, as are the various parks and recreational facilities available in Springfield. The buildout of the Emerald Trail and restoration of Hogan's Creek will make the historic district an even more desirable place to live and work.

While as a community Historic Springfield is growing, obstacles remain. There are unkempt properties, despite monthly cleanups noted by SPAR, and blight is an issue. Some streets, particularly on the east side of N. Main Street, are replete with homes that look abandoned or are in poor condition. Vacant commercial buildings dot the landscape along N. Main. In addition, sidewalks are narrow and ill-maintained.

The gateway to Springfield from Downtown features a decaying concrete structure that takes up an entire city block from State to Orange Street. While technically outside of the historic district, it sets the stage for N. Main.



LEFT AND RIGHT: Abandoned buildings in Springfield

The entrance to the historic district should have greater impact. There is an opportunity to showcase the entrance to the neighborhood and let folks know they have arrived in Springfield. Other cities have used lights across the roadway or a large gateway.

Historic Springfield's identity is lost to anyone driving down N. Main Street. The long, linear commercial corridor lacks the charm and character evident in much of the residential areas. There is a need to bring the character of the residential area into the commercial corridor.

Businesses should be encouraged to apply for façade grants to help improve the look of businesses along N. Main. SPAR funds a Façade Matching Grant program that is available to members of the Springfield Area Merchants and Business Association (SAMBA). In addition, the City of Jacksonville has a Façade Renovation Matching Grant Program.

A number of grant and tax incentives programs are available at the local, state and federal levels that can help fund the rehabilitation of old and/or historic structures. SPAR also provides free workshops for historic restoration. SPAR should consider creating a resource center that includes a listing of vendors that have done work in the neighborhood to help businesses and homeowners that are seeking to restore their properties.



Example of gateway improvement

“Density is critical for commercial development. If you need more density, you need to build more multifamily.”

— Bryce Turner, FAIA, SPAR TAP Chair

Barriers to Development

The biggest barrier to growth is the overlay that was put into place more than two decades ago, as it restricts multifamily development. The SPAR board acknowledges that the overlay’s restrictive nature coupled with the preservation guidelines in place make development more expensive and difficult. A local developer noted that it costs up to 30 percent more to build here due to the construction requirements.

In addition, the historic preservation approval process is often perceived as cumbersome for developers and homeowners. The approval process should be streamlined and more concrete and easy for developers to understand. There is an opportunity for SPAR to educate developers and homeowners so they can understand the process.

The 14-member SPAR board favors increasing density. However, it appears there is a lack of consensus as to how much is too much. There is a concern about how an influx of multifamily market-rate housing or affordable housing would affect diversity in the district. In addition, parking, and lack thereof for multifamily construction, is a contentious issue.

Currently, 66 percent of housing units are single-family, 15 percent are two-family, and 18 percent are multifamily units of three or more people. The only way to increase density is to increase multifamily options. The community is lacking the “missing middle” — housing types such as townhomes, duplexes and multiplexes that emphasize scale and height in keeping with a single-family neighborhood. These forms of housing offer variety in price that can meet current needs for both market-rate and more affordable housing. In Historic Springfield, the missing middle accounts for roughly 92 percent of all net units lost since 1960.

The Future Land Use Map (FLUM) shows that most of Historic Springfield is designated Medium Density Residential (MDR), which supports apartments, condominiums, townhomes and rowhouses as the predominant housing category up to 19 units per acre. Many historic districts across the United States have capped density below what zoning or the FLUM allows in order to restrict development. However, single-family zoning tends to produce patterns of racial and economic segregation and urban sprawl. A number of cities have been rethinking historic district zoning in order to continue to grow in an equitable way. Even making small zoning code revisions can remove significant barriers to growth.

The overlay certainly has played a role in restricting multifamily development. While the single-family minimum requirement for lot width is 25 feet, the overlay requires two-family dwellings and all other uses to have a minimum lot width of 75 feet. Maximum height is 45 feet. JWB Real Estate Capital proposed a rewrite of residential code five years ago. At that time only 2.7 percent of duplexes and triplexes in Historic Springfield were on lots of 75 feet wide or greater, while 42 percent were on lots 35 feet or less. In addition, the overlay requires a minimum lot area for both of 9,000 square feet, yet 76.7 percent of duplexes and triplexes were on lots smaller than 5,500 square feet, and 35 percent were on lots smaller than 3,700 square feet.

There are many small lots available for infill, but most are not contiguous and, therefore, not amenable to multifamily construction. There is an opportunity for building more duplexes, triplexes and quads if lot width changes are made to the overlay to reflect historic development. They can be constructed to fit in with single-family homes in a style consistent with the neighborhood. The side yard setbacks

would not need to be changed. The historic buildings can increase density as long as they respect, and do not exceed, the original density of the historic Sanborn maps.

Parking is an issue and one reason some homeowners oppose increasing density. However, the alleys can be key to providing parking access. A revised overlay could require new multifamily units to include parking area in the alley. Further, a policy may be needed to retain existing alleys and, where feasible, open up those that have been wholly or partially obstructed by homeowners. The City of Jacksonville does not maintain the alleys; maintenance is part of the homeowners' responsibility. There may be a need for code enforcement to open up obstructed sections.

Commercial Corridor Revitalization

The lack of residential density makes it difficult to attract and support commercial activity. As a result, Historic Springfield lacks certain amenities consistent with neighborhood retail. The district is not alone in facing these issues and must compete with other areas of Jacksonville also seeking residential and commercial development. Downtown Jacksonville has struggled to gain sufficient density. The Downtown Investment Authority has a goal to reach a population of 10,000 with the expectation that such density can in turn spur retail and commercial development. The area already has approximately 7,000 residents. Another 900 residents are expected to fill 552 units currently under construction. Downtown could reach its 10,000 resident goal by 2025 at the current pace.



Duplex next to single family home in Springfield

N. Main Street's long linear nature through Springfield makes it hard to have a solid commercial cluster in an area with a small population. Current maximum gross density on N. Main is 60 units per acre.

The portion from 7th to 12th Streets that was carved out of the overlay is where several new businesses have opened. To build on what is already working, new business should be incentivized and clustered around 7th and 8th Streets followed by 6th to 10th Streets and at the southern gateway from Phelps to 2nd. Slightly increasing maximum height on Main and 8th Streets to accommodate larger multifamily buildings is a consideration. Expanding commercial sidewalk width for sidewalk dining and allowing rooftop bars would be a plus for restaurants.

U²C will run along N. Main and turn west onto 8th Street. This is a critical node. It provides bus transportation connections and a pedestrian and biking pathway to the hospital, Hogan's Creek and the Emerald Trail. To connect people using the Emerald Trail to the commercial area there will be a need to identify the bike route, such as use of "greenback sharrows" (shared lane markings), and wayfinding signage that announces the Springfield Business District.

The N. Main/8th Street node can be identified as a special place by creating a raised "table top" intersection with diagonal crosswalks that require cars to stop, enabling pedestrians to walk in any direction. There also is an opportunity for a public plaza or pocket park in this area or a boutique hotel.

West 8th Street is a prime area for mixed-use, transit-oriented development. Multifamily units can also be integrated as infill on N. Main between 2nd and 6th Streets and immediately off Main. In particular, 2nd Street will be a U²C station and prime for mixed-use, transit-oriented development. It is important that there be ground-level activation with mixed-use. It is how the building interacts with public life, vibrancy, and the people, and it showcases



TOP: Example of greenback sharrow/wayfinding
MIDDLE AND BOTTOM: Examples of pocket parks



TOP: Wynwood Miami, BOTTOM: Magic City Rendering, Miami

the neighborhood's vibe. Coffee shops in apartment buildings or ground level cafes are great examples that bring life to an area.

A retail market analysis would be beneficial to estimate how many new stores and restaurants could feasibly be supported in Historic Springfield based on current market conditions.

While residents would like to see a Trader Joe's, Aldi or some other grocery store, current residential density makes it unlikely that a grocery store would consider locating in Historic Springfield. In addition to density, supermarkets look at income levels and daily traffic counts. Trader Joe's stores are located where the household median income is about \$10,000 higher than the average median income, according to an analysis by AggData. The criteria for Sprouts store locations includes 40,000 vehicles per day, while Aldi

requires more than 20,000. According to FDOT data, N. Main Street has an annual average daily traffic count of between 10,000 and 20,000.

A Mom and Pop grocery, farmers market or food cooperative might fit in Historic Springfield and would be more in character with the area versus a large supermarket. Like Springfield, Eastside is a food desert. The Jacksonville City Council in February approved a \$650,000 food desert grant for a nonprofit grocery store to be operated by Goodwill. It is slated to be opened in the former home of Debs Store at Florida Avenue and 5th Street. The project is a partnership of LiftJax, Goodwill Inc. and VyStar Credit Union.

The area to the northeast of Historic Springfield in what is known as the Springfield Warehouse District/Phoenix Art District is in the crosshairs for two developments. While they will be competing with Historic Springfield for businesses, these projects will bring people to the area and can be an opportunity to showcase what Historic Springfield has to offer.

The Phoenix Art District plans to convert three abandoned warehouses on Liberty Street into workshops, studios, apartments, a café, event space, galleries, restaurants and a proposed Jacksonville Florida School for the Arts.

Meanwhile, Future of Cities has assembled eight acres of adjacent warehouse space at 14th Street spanning from N. Main to Liberty Streets and plans to break ground in the first quarter of next year on a mixed-use development. Ralph Davies, chief investment officer, noted that they would like to increase the current density from 20 units to at least 40 to 50 units per acre. The company's founder, Tony Cho, is a co-founder of Miami's Magic City Innovation District® – Little Haiti® and was one of the original property investors in Miami's Wynwood neighborhood, which was transformed into a thriving warehouse arts district.

High Priority Items

Neighborhood Action Plan

A Neighborhood Action Plan addresses a multitude of issues and contains strategies and recommendations that can be put into action. When development occurs, the application is reviewed for consistency with the Neighborhood Action Plan through the Neighborhood Planning Section of Jacksonville's Planning Department. Historic Springfield's Neighborhood Action Plan is dated 1977. There is a need to update the plan with today's vision, goals and opportunities that integrates a corridor study of Main and 8th Streets.

Branding

Better define the story. History is part of Springfield's story, but it is the character and creative class that make Historic Springfield different.

Embrace Residential Density

Revise the overlay taking into consideration the historic density within residential zones. Enable multifamily units where they were historically located and encourage higher density in mixed-use and commercial zones.

Commercial Development

Initially cluster commercial on N. Main at 7th and 8th Streets and immediately off Main; then develop out between 6th and 10th, between Phelps and 2nd Streets and the immediate blocks off Main. Treat N. Main/8th as a special node with a raised table-top intersection and diagonal crosswalk. Incorporate a public plaza or pocket park in the area.

Retail Market Study

A market study can provide a guideline for development potential and how many new stores and restaurants could feasibly be supported in Historic Springfield based on current market conditions.

Diversity and Inclusion

Incorporate the value of diversity and inclusion into everything.

RECOMMENDATIONS

Neighborhood Action Plan

Historic Springfield's Neighborhood Action Plan was developed in 1977. A new Neighborhood Action Plan should be developed to incorporate today's vision, goals and opportunities for the community to grow. This should include a corridor study of Main and 8th Streets.

Brand

Rethink your brand. There is more to Historic Springfield than old homes. Focus on the architecture but also the edgy, hip, creative character of the neighborhood and its people. Create a name for the district (e.g., The Porch District) and a tag line. Historic district should not be the lead.

Business Development

Short Term (1-3 years)

1. Conduct a retail market study to determine development potential and tenant types based on current market conditions. Have next steps to attract developer/tenant ready to implement as market study shelf life is short.
2. Encourage higher density development on N. Main Street. To create critical mass, cluster business development from 6th to 10th, initially concentrating around 7th and 8th and immediate side streets. Other area for commercial development is between Phelps and 2nd Street. Work with the Office of Economic Development to provide incentives to bring small businesses into the area. (See Appendix for tax incentive and grant programs.)

3. Identify nodes of special interest, such as N. Main/8th Street and the southern gateway to determine what types of businesses and/or mixed-use development would be appropriate.
4. Map development opportunities. SPAR should serve as a clearinghouse or information resource for available lots and vacant buildings.
5. Establish relationships with property owners in the "zone" as part of an effort to market the neighborhood and identify properties for sale.
6. Add residential density through multifamily development infill where currently feasible.

Medium Term (3-5 years)

1. Make overlay changes conducive to businesses; e.g., allow sidewalk dining, rooftop bars, additional restaurant seating capacity, etc. Identify what types of businesses you want to have in the community and what you don't. Then modify land uses consistent with the new vision for Historic Springfield.
2. Streamline the approval process for historic preservation and make it more predictable. Ensure consistent adherence to guidelines, not opinions, in order to eliminate uncertainty for developers.

Long Term (5+ years)

1. Expand commercial sidewalk width to enable outside dining.
2. Add parklets where feasible to activate the corridor with a pedestrian-friendly environment and to enhance the aesthetics of the commercial area.

Diversity and Inclusivity

Short Term (1-3 years)

1. Continue to encourage and expand diversity on the board, including age, race, gender, income strata, sexual orientation, religion, etc.
2. Coordinate with neighborhood churches to engage congregation members in community meetings, events and other activities.
3. Ensure all marketing materials are consistent with a diverse population, using their own words as testimonials to communicate the neighborhood's edgy, hip and creative vibe.
4. Create a Preservation/Restoration Resource "Center" to help people restoring homes navigate what could be a daunting exercise.

Short to Medium Term (1-5 years)

1. Create new events or build on existing ones that encourage cultural individuality; e.g., porch decorating contest week prior to PorchFest.

Medium to Long Term (3-5+ years)

1. Encourage development of a range of housing stock to enable the ability for people from different socioeconomic backgrounds to afford to live in the community. This includes market-rate, workforce, student and affordable housing units.
2. Provide open space with simple outdoor infrastructure and promote a diversity of arts and entertainment that reinforces inclusivity.

Density and Land Use

Historic Springfield once accommodated more than 13,000 residents – three times the current population of 4,043. To attract neighborhood retail businesses, the community needs to increase density. This cannot be accomplished without increasing multifamily development. Minimum lot requirements for width and area should be revised to

enable multifamily units to be built on smaller lots. Since implementation to higher density requires a shift in approach and vision, the timeline will vary.

1. Consider honoring historic density. Allow single-family properties that were historically multifamily to convert back to multifamily regardless of lot size.
2. Identify appropriate higher density zones closer to N. Main. Multifamily development is appropriate along the commercial corridor from 2nd to 6th and adjoining blocks, as well as along W. 3rd; e.g., abandoned Job Corps building.
3. Ensure multifamily developments in residential zones are consistent with the architectural character of adjoining buildings. Rear alley access should be provided for parking with 1.5 parking spaces per unit.
4. Consider adding density bonuses in the overlay for income-restricted units. These units should be located close to N. Main near public transportation. Opportunity is strongest in the northeast quadrant due to parcel size and adjacent land use.

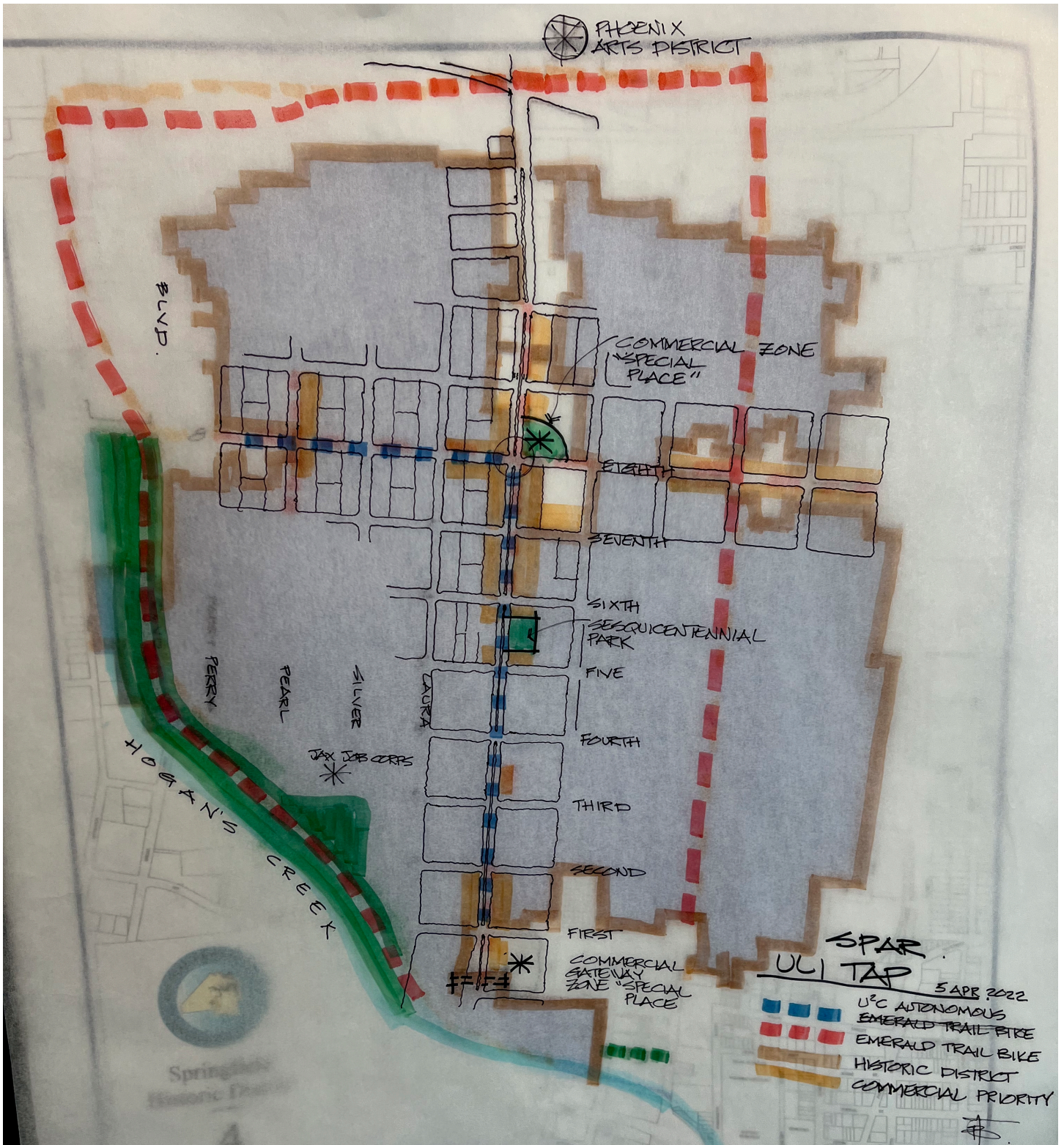
Infrastructure and Improvement Plans

Current/Ongoing

1. Monitor and report sidewalk issues and needed maintenance in residential and commercial areas.

Long Term (5+ years)

1. Expand sidewalks in the commercial area.
2. Work with City of Jacksonville on digital infrastructure, fiber optics expansion.
3. Close Confederate Street to use for stormwater management.
4. Designate a bike corridor/pedestrian corridor from the Emerald Trail to N. Main Street including wayfinding signage to the Springfield Business District. Explore use of "greenback sharrows" (shared lane markings) to visibly identify bike routes.



ABOUT THE PANEL



**Bryce Turner, FAIA, TAP Chair
President, BCT Design Group**

Bryce Turner is a Fellow of the American Institute of Architects and president of BCT Design Group. He is registered in 20 states and has directed the design of projects in Europe, North America, Africa and Asia. A major force in obtaining entitlements and approvals for the firm's complex retail, commercial and mixed-use projects, Turner frequently testifies before public commissions and agencies to gain the necessary approvals to move a project forward. Prior to joining BCT, he was vice president with Development Design Group in Baltimore.

From 2002 to 2007 Turner served as chair of the Urban Land Institute's Baltimore District Council. He is currently a member of ULI Washington's Advisory Committee and the National ULI Redevelopment and Reuse Council. In 2011 Governor Martin O'Malley appointed him to the Maryland Sustainable Growth Commission, and Governor Hogan re-appointed him again in 2015.

Turner is a graduate of Virginia Tech's College of Architecture and Urban Studies and is a member of the National Council of Architectural Registration Boards, Urban Land Institute and International Council of Shopping Centers.



**Shawn Barney, Managing Director
CLB Porter, LLC**

Shawn Barney is the Managing Director of CLB Porter, LLC, a real estate development and public finance advisory firm. Barney is also a Partner with Faubourg Properties, a real estate partnership focused on opportunities in Northwest Arkansas. He has structured or developed more than \$1 billion in projects.

Barney co-founded the Campaign for Equity: New Orleans, which works to educate, connect and mobilize leadership through the city in order to address racial equity. The effort is ongoing with more than 1,000 leaders having participated to date. It has led to similar initiatives in other communities including Kansas City, Cleveland and Northwest Arkansas, as well as corporations such as Walmart Corporation hosting their own internal dialogues about race.

In addition, Barney serves on various civic boards, including New Orleans Startup Fund and Prospect New Orleans, U.S. Triennial. He is a member of the Urban Land Institute, where he was nominated to the Public Private Partnership Council.

He earned a bachelor's degree in Business Administration - Finance from Howard University and master's degree in Business Administration from Tulane University's Freeman School of Business. Barney is a Fellow of the inaugural class of the Civil Society Fellowship, a Partnership of ADL and The Aspen Institute, and is a member of the Aspen Global Leadership Network.



William Byers, Vice President and Director of Land Development, Almond Engineering, P.A.

Bill Byers is a professional engineer who grew up in Jacksonville and has delivered award-winning projects across the southeast U.S. and Hawaii. His portfolio of work includes subdivisions, infill projects, redevelopment and adaptive reuse, apartments, industrial complexes, free-standing retail, master planned communities, hotels and resorts, shopping centers, institutional facilities, recreational complexes, mixed-use developments and stormwater master plans.

He is passionate about affordable housing, economic development, and historic preservation and revitalization. Byers was awarded a Historic Preservation Award by the Hawaii Historic Foundation and actively supports historic preservation projects in Mandarin and the greater Jacksonville area. He served as the primary chair for Urban Land Institute's (ULI) North Florida Affordable Housing and Revitalization Task Force, and has served on the board of Metro North Community Development Corporation, a nonprofit affordable housing developer.

Byers is a graduate of Auburn University and the inaugural St. Johns County Chamber of Commerce Leadership Class of 2000. He is also a licensed real estate broker.



Autumn Calder, Director Blueprint Intergovernmental Agency

Autumn Calder is the director for Blueprint, the Tallahassee-Leon County Intergovernmental Agency which is responsible for building projects funded by the local penny sales tax. As the Director, Calder manages a multidisciplinary staff that plans, designs and constructs infrastructure improvement projects across the community.

From six lane highways with multimodal amenities to skate parks, Calder has successfully closed out the Blueprint 2000 program of work and is launching the next iteration of the multimillion-dollar Blueprint program, which includes more than 32 infrastructure projects located across Tallahassee-Leon County. She works to ensure all projects deliver on the Blueprint Promise to preserve, protect and enhance the community's quality of life through the implementation of holistic and coordinated planning, transportation, water quality, environmental and green space projects so that each project reflects the community's vision.

Calder brings 16 years of experience in public infrastructure planning and development to her role as director. A Tallahassee native, she earned a master's degree in Urban and Regional Planning from Florida State University.



Eric Goldstein, President and CEO King of Prussia District

Eric Goldstein is the founding president and chief executive officer of the King of Prussia District, a private, not-for-profit organization that works with 440 commercial property owners to keep King of Prussia economically viable and vibrant.

Since his start in 2011, Goldstein launched highly successful efforts to reposition King of Prussia as one of America's great Edge Cities. He has modernized outdated zoning codes, launched a commuter shuttle service, managed design and installation of over \$8 million in landscape improvements, directed aggressive marketing efforts to keep King of Prussia top-of-mind, and conducted numerous tax policy and planning studies. His efforts have contributed significantly to a \$4 billion economic development boom that King of Prussia experienced over the past decade.

Goldstein was named to the Philadelphia Business Journal's 2017 Power 100 list, cited as a "Change Agent," and was named the 2016 Best Visionary by Philadelphia Magazine. He is also a skilled fundraiser, having leveraged more than \$16 million over the \$14 million in assessment fees billed since 2011.

A licensed landscape architect (NJ/PA) and professional planner (NJ), Goldstein serves on the board of directors for the International Downtown Association (IDA) in Washington, D.C., the ULI Philadelphia Advisory Board, and the Children's Hospital of Philadelphia Fundraising Council for the newly opened Middleman Family Pavilion at King of Prussia.



Andrew Sheppard, ALSA, PLA, LEED AP, Assistant Director, Planning & Urban Design, GAI Consultants

Andrew Sheppard is an assistant director in the Orlando office within GAI Consultant's Community Solutions Group practice. He has a landscape architecture degree from Ball State University and has more than 20 years of experience with visioning, master planning, landscape architecture and urban design. His focus is on creating healthy, engaging, livable communities, and has experience working at all scales of development on a broad range of residential, commercial and institutional projects throughout the world.

From his travels and life experiences of living in England, France and Canada, Sheppard has developed an understanding that place is defined by careful attention to character, scale, authenticity and appreciation of context. He is known for his ability to collaborate with a team – translating ideas into compelling plans – and crafting achievable implementation strategies to bring the vision to reality.

Sheppard's current work includes creating walkable and inclusive spaces for main streets, campuses, communities and downtown revitalization, as well as creating a vision and implementation strategies for master planned communities. He is a member of the American Society of Landscape Architects and Urban Land Institute.

APPENDIX

Empowerment Zone Employment Credit

Businesses in Historic Springfield are eligible for the Empowerment Zone Employment Credit, which has been extended to December 1, 2025. For the tax year, the credit is 20 percent of the employer's qualified zone wages (up to \$15,000) paid or incurred during the calendar year for services performed by a qualified zone employee (full-time or part-time). The employee must perform substantially all of the services for that employer within an empowerment zone in the employer's trade or business, and has his or her principal residence within that empowerment zone while performing those services.

Façade Renovation Matching Grant Program

Businesses in Census Tract 12 are eligible for the City of Jacksonville's Façade Renovation Matching Grant Program under Level 1. The program matches two dollars of City funding for every one dollar of eligible façade renovation costs (including contributions of materials with documented receipts) borne by the owner/tenant up to a maximum of \$5,000 in City funding. Façade renovations can help reduce blight and create a positive momentum toward community redevelopment and investment.

Florida Business Development Corporation (FBDC)

FBDC assists healthy, growing small businesses secure long-term, below market fixed-rate financing for acquisition of fixed assets. Also provides financial assistance and advisory services to companies considering the possibility of selling their business or contemplating an acquisition or merger.

Florida First Capital Finance Corporation (FFCFC)

A statewide, nonprofit certified development company, FFCFC promotes economic development and job creation by working with the Small Business Association and private-sector lenders to provide available and affordable financing to small businesses. FFCFC lends under the SBA 504 Loan Program, the state of Florida Recycling Loan Program and other small business assistance programs.

Federal Historic Preservation Tax Incentives Program (for businesses/rental properties)

Commercial buildings in the historic district may be eligible for the Federal Historic Preservation Tax Incentives program. It offers a 20 percent federal tax credit for qualified rehabilitation expenses. The tax credit is only available to properties that will be used for a business or other income-producing purpose including rental housing, and rehabilitation expenses must exceed the greater of \$5,000 or the adjusted basis of the building. The building must be certified as a contributing historic structure by the National Park Service. In addition, rehabilitation work has to meet the Secretary of the Interior's Standards for Rehabilitation.

Florida Division of Historical Resources

There may be some historic buildings in Springfield that could qualify for funding through the Department of State, Division of Historical Resources. The program provides state funds for historic preservation on a competitive basis. An example of a project on the Special Category list for 2023 includes exterior renovation of St. Philips Episcopal Church on Union Street.

Jacksonville Historic Preservation Property Tax Exemption

The City of Jacksonville provides a Historic Preservation Property Tax Exemption for qualifying property owners who renovate historic property or property in historic districts. The exemption is a limited-time partial ad valorem tax exemption on the added value to the property, and applies only to the City's portion of the tax bill. The exemption is granted through the City's Planning and Development Department.



The mission of the Urban Land Institute is to shape the future of the built environment for transformative impact in communities worldwide